Island County Comprehensive Plan

SUPPLEMENTAL DRAFT EIS

Phase B • Public Review Draft • July 14, 1998

INTRODUCTION

This current document represents the third part of a phased environmental review of the draft Island County Comprehensive Plan. It has been prepared under the authority of the State Environmental Policy Act (SEPA) RCW 43.21C and the procedural requirements of WAC 173-11-600(4)(d) and WAC 173-11-620. This Supplemental DEIS is not intended to include analysis of actions, alternatives or information that was addressed in the original DEIS or the first Supplemental DEIS.

Previous environmental review has consisted of two parts. First, a Draft Environmental Impact Statement (DEIS) was prepared as an integral part of the original draft of the Land Use Element of the proposed Island County Comprehensive Plan. This is referred to as the Staff Draft and was released in November, 1996. The purpose of the initial phase of environmental to compare the potential environmental consequences and impacts of four alternatives for the Land Use Element. From that effort a Preferred Alternative was chosen to form the framework of the rest of the Comprehensive Plan. A complete text of the environmental review chapter of the Staff Draft is provided in Appendix A attached to this document.

A Supplemental Draft Environmental Impact Statement (SDEIS) was prepared and released in March, 1998 to review updates to the draft Land Use Element, referred to as the Team Draft. The primary reasons for updating the draft Land Use Element was to address amendments to the GMA that were adopted in 1997 and issues that were raised through the public review process. The GMA amendments introduced a new land use classification, Rural Areas of More Intensive Development, which are intended to recognize that some rural areas have experienced development that is non-rural in density and character. A complete text of the SDEIS prepared in relation to the Team Draft is provided in Appendix B attached to this document.

This current SDEIS completes the environmental review process by assessing the potential environmental impacts (if any) of the rest of the plan elements that will make up the complete Island County Comprehensive Plan. This assessment also includes the updates to various development regulations that implement the Plan strategies and policies.

The plan elements reviewed include the following:

Natural Lands Element
Shoreline Element
Water Resources Element
Housing Element
Transportation Element
Capital Facilities Plan
Utilities Element
Parks and Recreation Element

Development regulations reviewed include:

Chapter 3.04 Public Benefit Rating System
Chapter 17.03 Zoning Ordinance
Chapter 17.04 Critical Areas Regulations
Chapter 17.05 Shoreline Use Regulations

Previous environmental review (see the appendices) focused on the Land Use Element, which establishes the future land use plan. The future land use plan is based on an analysis that recognizes the dispersed nature of both the historical development and natural features of the County. Historical development trends and land use regulations fostered a dispersed and fragmented land use pattern that mixed densities and locations. This has resulted in small pockets of non-rural development through out the County.

The basic concept of the Land Use Element and the Comprehensive Plan as a whole has been to encourage future growth and development to locate in those existing developed urban and dispersed rural areas in an effort to preserve the County's natural resources and amenities, critical areas, open spaces, and rural characteristics. The first phase of the environmental analysis concluded that this approach should result in less of a county-wide environmental impact than allowing the historical development trends to continue. A listing of unavoidable environmental impacts from increased growth and associated mitigation actions are found Appendix C.

The GMA requires that a comprehensive plan be internally consistent. This means that policies and actions proposed in each plan element must support or at least not conflict with those proposed in the other plan elements. In applying the procedural and information requirements of GMA the Land Use Element represents the core of the Comprehensive Plan, establishing the land use assumptions upon which the other plan elements are based. While each plan element deals with a specific aspect of planning for growth, they each must contain policies and proposed actions that further the growth management concept established in the Land Use Element.

From the standpoint of an environmental review of the other plan elements and development regulations the Land Use Element becomes the standard by which they are assessed. A Preferred Alternative was chosen for the Land Use Element based in part on the environmental review of four alternative land use strategies, one being a no-action alternative. The selected strategy carries with it a given level of associated environmental impacts and a set of potential mitigation actions to minimize those impacts. This establishes the environmental profile of the draft Land Use Element. If a policy or action in a plan element or a development regulation is consistent with the Land Use Element, then it should also fit the environmental profile. This approach also addresses mitigation measure #59.

The list of potential mitigation measures in Appendix C are compared with policies and actions proposed in the plan elements and development regulations. Where an element or regulation addresses a listed mitigation measure it is indicated by the corresponding number(s) on the list enclosed in brackets [ ].

COMPREHENSIVE PLAN ELEMENTS

In this section the other Comprehensive Plan elements are reviewed for consistency with the land use element. Each element of the plan has particular information and analysis requirements as stipulated under the GMA. Taken together these requirements are intended to be mutually supportive and interrelate the information and planned actions between the various elements. Much of this information has an environmental component and provides a reasonable means to assess the compatibility of these plan elements with the environmental profile of the land use element. Where appropriate the information requirements of GMA are used here as a kind of checklist for review.

Land Use Element - Overview

The Land Use Element has been included for the purpose of review and to provide some additional information that was not available during previous SEPA review.

As mentioned above the basic concept of the Plan has been to encourage future growth and development to locate in those existing developed urban and dispersed rural areas. How this concept is applied in the different plan drafts has changed. In the Staff Draft released for review in 1996 new growth was to be limited to existing urban areas, designated Rural Activity Centers (RACs), and existing platted subdivisions, planned residential developments and planned residential communities (collectively called PRCs). With few exceptions existing plats, which are dispersed throughout the County, would have been available for development at the prevailing lot density, conditional upon water and septage. In many cases existing plats could be expanded into adjacent lands upon a demonstration of similar lot density and provision of water and sewer service. This approach relied heavily on a transferable development rights system to direct growth and preserve environmental features. It was intended to create a local market for development rights based on the difference between environmental constraints on some lands and allowing for greater density on others upon purchase of the rights.

The first phase of the environmental analysis a review of four alternatives (including a no action alternative) concluded that the Staff Draft approach should result in less of a county-wide environmental impact than allowing the historical development trends to continue. However, it would have more of an impact than directing all growth either 1) to existing municipalities or 2) to existing municipalities and a few designated rural growth areas. Neither of these two alternatives appeared to be practical due to the physical limitations of the municipalities to provide services and the concerns of County residents.

A Team Draft Land Use Element was released for review in early March. This draft of the plan refined the overall growth concept by identifying 'rural areas of more intensive development', a land use category introduced in the 1997 amendments to the Growth Management Act (GMA). This was added to GMA to recognize that some rural areas have experienced development that is non-rural in density and character and is particularly applicable to Island County given the historical development pattern. This approach has two significant differences than that in the previous Staff Draft. First, the number of individual areas identified as more intensive rural development (70) are fewer than the number of PRCs identified in the Staff Draft (over 100). Second, the established boundaries of these areas are not expandable, meaning that the prevailing lot densities would not extend into adjacent lands.

The Team Draft also has used a higher population estimate through the year 2020 than the Staff Draft (118,800 versus 101,300). This was done to recognize that recent new growth has been occurring faster than originally estimated in the Staff Draft. The environmental result is that while more people are being planned for, the intended locations for new growth are fewer and more concentrated than proposed in the Staff Draft. So while the Team Draft meets the general environmental profile established in the first phase of environmental review, the environmental effects are intended to be more localized and, therefore, should effect less of the County's area.

During the last several months County staff have performed an estimate of the net number of potential buildable parcels in the proposed Residential and Rural Residential land use designations. This analysis is summarized in Table 1 in Technical Appendix #3 of the comprehensive plan. The table demonstrates two points in particular. First, the number of parcels required to accommodate the estimated growth is 15,250. The net number of potentially buildable parcels is a range between 16,735 and 19,363, depending on how extensively density bonus incentives are used. This appears to demonstrate that there is a potential surplus of available lots in the two districts. A review of historical platting activity also shows that the rate at which parcelization has occurred has slowed significantly, presumably the result of market forces and the existing supply of lots. In the last fifteen years new plats have only accounted for just under 5% of the total number of lots in the County.

Second, note that 70% of smaller platted lots (those under 1.5 acres) are constrained by some development limitation. Many of these areas are located on the shorelines with important marine habitats, areas of known sea water intrusion, or areas with geological hazards. The Health Department has requested that a number of the areas originally designated Rural Residential be deleted. The Public Works Department has recommended more stringent development standards be established if these and other similarly constrained areas are allowed to develop further.

While the priority in the land use element has been to encourage new population to locate in the existing platted areas of more intensive residential rural development (i.e. the proposed Rural Residential designation), this strategy is constrained by environmental limitations on many of these sites. In other words a strict application of concentrating growth in the Rural Residential designation could lead to greater overall environmental impacts. This creates a trade-off: to avoid environmental impacts in some Rural Residential areas means that a portion of the population growth will be shifted to areas that have not yet experienced significant parcelization (i.e. lands in the Rural designation).

Recognizing these limitations the number of areas included in the Rural Residential designation has been reduced from 70, with 14,484 acres, down to 40, with 9,950 acres. The net acreage reduction is 4,534 acres.

As a result a greater reliance is being placed on developing land use regulations to mitigate on-site environmental impacts, as opposed to trying to concentrate virtually all rural County growth within the Rural Residential designation, which, as stated, may result in greater environmental impacts. Proposed regulations are discussed later in this review and have been developed as mitigation measures. Those ordinances and regulations that have a development standards component that is being updated relative to the comprehensive plan include the following:

- Zoning code - has been reorganized to reflect the land use designations, densities, rural development conditions, and locations identified within the proposed comprehensive plan.
- Shoreline Use Regulations - have been updated to recognize a significant amount of parcelized land is on the County's shorelines. Updates include such things as greater shoreline setbacks, restrictions on shoreline protective facilities, and tighter linkages to regulations controlling development in environmentally sensitive areas.

- Critical Areas Regulations - have been updated, in particular to include the identification and tighter regulations for Fish and Wildlife Conservation Areas.
- Site Plan Review - has been updated to include a greater number of land uses that require a site plan review; more detailed and specific standards established; and design review guidelines proposed.
- Land Clearing and Grading - includes more specific standards and procedural requirements for site preparation and alteration, particularly in proximity to sensitive areas.
- Stormwater and Surface Water Ordinance - establishes specific on-site drainage requirements and standards.
- Density Bonuses - are established for planned residential developments. An Earned Development Unit (EDU) system is established to allow on-site and limited off-site density incentive to preserve productive agriculture and forest lands.
- Public Benefit Rating System - provides a tax incentive for property owners to set aside resource lands, critical areas, open space, view sheds, and other lands that contribute to the rural character of the County (see Natural Lands).
- Planned Residential Development Ordinance - Density bonuses have been reduced; size of clusters limited; and spacing restrictions between clusters have been established.
- Concurrency Management Ordinance

The majority of these updates are currently under review and are scheduled for adoption during July and August.

Finally, approximately 500 acres of previously zoned, undeveloped Non-Residential lands have been removed from non-residential land use designations. New commercial/light manufacturing uses are being directed to areas already characterized by these types of land uses. The intent is to concentrate employment opportunities in a few areas rather than the more dispersed pattern that is currently zoned. The allowed development intensity for these use areas would be greater than what is currently available, with the purpose of providing more jobs within the County.

Natural Lands Element

Island County has chosen to develop a Natural Lands element to its comprehensive plan as a result of the strong interest in this issue expressed by county residents. The protection or conservation of natural lands is perceived as having significant economic, as well as important environmental and aesthetic benefits. The vision expressed by residents indicates that natural lands promote a highly desirable rural character and quality of life, which is important now and for future generations. Natural lands are defined in this plan in a manner which closely parallels the definition of open space found in state statute.

Natural lands include any land area whose preservation in its natural or existing state would conserve or enhance natural, scenic or cultural resources; protect surface waters or groundwater supplies; promote the conservation of soils, wetlands, beaches or tidal marshes; enhance the value to the public of abutting or neighboring parks, forests, wildlife preserves, nature

reservations or other open spaces; enhance recreation opportunities; preserve historic sites; preserve working agricultural landscapes; or preserve visual quality or scenic vistas along transportation corridors.

Examples of natural lands may include, but are not limited to forests and watersheds, agricultural lands, wetlands, significant wildlife habitats (including corridors important for wildlife movement or migration), complex shoreline systems (including lagoons, saltwater tidal flats, marshes and accretion beaches), and conservation areas or reserves which have the capacity to support complex biological communities or ecosystems.

Data obtained from the County Assessor's office indicates that parcels comprising nearly 71% of Island County's land area contain some form of development, with the parcels comprising the remaining 29% (38,630 acres) left in some form of open space. Approximately 75% of the 38,630 acres in open space is in "temporary" status. This includes lands owned by the Department of Natural Resources and forest/agriculture properties in an open-space tax deferment program. This means that, except for critical areas such as wetlands, deep water habitats, tributary streams and their buffers, shorelines, habitat for protected species, and resource lands of long-term commercial significance, between 50% and 75% of lands in "open space" have the potential to be developed in the future. Roughly 10% of the County's land area represents publicly owned State and County parks and scenic easements (such as Ebey's Landing) that is "protected" from future development. Note also that these calculations do not take into account open space areas in planned residential developments and in the incorporated areas.

Goals and policies are included in this element. They have been identified through the public process and developed to be consistent with Land Use Element policies for conservation of natural lands resources. This element also includes an inventory of natural lands owned by public agencies or governments. This includes federal, state, and locally owned lands. Other elements of the comprehensive plan establish levels of service (LOS) to quantify the goals of a jurisdiction in meeting the needs or desires of its citizens. In the case of an open space or natural lands plan, the widely divergent types of lands, land features and community values make LOS standards difficult to quantify, and even more difficult to compare across jurisdictions. Therefore, this plan does not attempt to measure or establish Level of Service standards in any natural lands category, or in any area of Island County.

A particularly important part of this element is the identification of a listing of Candidate Sites for Conservation and Protection in the Analysis section. The methodology used to identify these potential sites included analysis of survey responses as well as information gained from contacts with local, state and federal agencies and interest groups with knowledge of the biology, geology, geography and history of the county. The identification of a site here is not necessarily an indication of the County's interest in acquiring any individual property. Some of the suggested sites are specific in their location, while other suggestions relate to general areas of land with a specific quality or value. In all over 100 sites or categories of lands are identified. Implementation strategies are discussed at the end of the element and include tax exempt programs, purchase/donation of easement rights, transfer of rights, and out right acquisition. [80]

The Natural Lands Element functions as a complement to the Land Use Element. Where the Land Use Element identifies the location and intensity of development the Natural Lands Element identifies the location and types of lands that are to be preserved.

Shoreline Element

The Shoreline Management Master Program (SMMP) has been updated to conform with the shoreline development conditions proposed in the land use element. The SMMP becomes a Comprehensive Plan element as required under GMA. The Shoreline Element is composed of two basic parts: SMMP Goals & Policies and supporting development regulations, which are discussed later in this document.

The SMMP Goals and Policies have been prepared in accordance with the requirements of the State Shoreline Management Act (SMA), including recent legislative amendments. Chapter I contains goals and policies for the eight required SMMP elements including economic development, public access, circulation, recreation, shoreline use, conservation, historical/cultural, and implementation. These policies set the framework for other more specific use policies later in the SMMP.

Chapter II classifies the County's shorelines into different types of environments in order to recognize that the shorelines are not uniform and vary as to biophysical limitations and past development activity. As stated in the SMA, the environment designation given to any specific section of shoreline should be based on the 1) existing development pattern; 2) the biophysical capabilities and limitations of the shoreline being considered for development; and 3) the goals and priorities of the County residents.

The SMMP previously identified four shoreline environment designations: Natural, Conservancy, Rural, and Urban. The purpose, definition, designation criteria, and development policies were and are in conformance with the SMA and consistent with the policy structure of the overall Comprehensive Plan.

Two environment designations have been added to Chapter II. First is a Shoreline Residential Environment designation. A Residential Environment is one that has been modified from its natural state by residential unit construction. It identifies those areas which are currently developed and/or has potential for residential development at a density greater than that identified in the Rural Environment designation. Designation criteria include having a density greater than that in the Rural and lots that have a minimum 60 feet of shoreline frontage, areas that are capable of supporting the physical modifications to accommodate residences, areas that are legally subdivided for residential use, consistency with locations in plans for other public agencies, and reasonable availability of utilities. Development policies include conformance with architectural controls, encouraging cluster development, erosion control measures and preservation of shoreline vegetation, and use of environment protective covenants on individual lots.

The other addition is the Aquatic Environment designation. The Aquatic Environment is the water surface together with the underlying lands and the water column of all marine waters, all lakes, and all streams; including but not limited to bays, straits, harbors, waterways, tidelands, beds, and shorelands seaward of the ordinary high water mark, and associated wetlands. A subclassification, Aquatic-Conservation Environment, is an area which has been identified as a

critical biological area with exceptionally high ecological value or shellfish and/or fish life and which contains a habitat or species considered highly sensitive to disturbance. There are thirty-two Environment Management Policies all designed to provide specific direction as to how development within these two aquatic designations will be allowed.

The addition of the Residential and Aquatic Environments is intended to provide a shoreline environment classification system that is more specific to the issues of residential development and preservation of aquatic resources. The other four environment designations did not adequately address these issues or provide specific policy guidance. The inclusion of these designations and the associated development/management polices should provide greater control over and mitigation of impacts from continued shoreline development.

Chapter III provides general policy statements/guidance for a variety of shoreline uses and activities. These are also a requirement under the SMA. Policies for agricultural, aquaculture, and forest management are particularly extensive and are aimed at reducing conflicts between ongoing resource production and shoreline protection.

Chapter IV reiterates the management principals and development guidelines for shorelines of statewide significance as required under the SMA. Appendices 'A' and 'B' locate the Aquaculture Districts and the Shorelines of Statewide Significance.

Water Element

A Water Plan Element has been prepared to address the County's water resources in the context of increased population growth. The Water Plan Element is based largely on two previous water planning efforts: the 1990 Coordinated Water System Plan and the 1992 Groundwater Management Program.

COORDINATED WATER SYSTEM PLAN [32, 35]

A Coordinated Water System Plan (CWSP) was completed in 1990, addressing water quantity/quality problems. This plan includes several management options to be implemented by the county's public water systems. The major elements of the plan include a Utility Service Review Procedure, Conservation and Minimum Design Standards. Highlights of these requirements are outlined below:

Utility Service Review Procedure [31, 32]

- Prior to new water system development, the applicant must attempt to obtain water service from neighboring purveyors.
- New and expanding systems must prepare a water plan that evaluates the existing system, needed improvements and future needs.

Conservation [33]

Water conservation requirements for new water systems include:

- Installation of meters at individual connections and the well source.
- Implementation of rate structures that encourage water conservation.

- Development of a leak detection and repair program.
- Development of water use restriction procedures for drought periods.

Design Standards [33, 35]

Minimum design standards for water systems were adopted in ICC 13.03 and include the following resource management requirements:

- Metering at the well head.
- Metering individual connections.
- Water level device installed in the well for water level measurements.

Due to its rural nature and historical development patterns, Island County's many small, scattered developments frustrate the CWSP's goals to encourage the formation or expansion of fewer but larger, well-managed systems (rather than establish small, poorly staffed and ill or unmanaged systems). The Water Plan Element concludes that implementation of the growth strategy of the Land Use Element should assist in coordinating management of water systems.

GROUNDWATER MANAGEMENT PROGRAM [7, 35]

In 1992, the Ground Water Management Program (GWMP) was completed, pursuant to RCW 90.44, and adopted as an element of the Island County Comprehensive Plan. Major elements being implemented by the Island County Health Department since the plan's adoption include the following:

Conservation Program: [27]

Pursuant to ICC 13.03 and ICC 8.09, all new potable wells drilled in the county are required to be metered whether they are public water supplies or single family individual wells. For individual wells serving one single family residence, verification of metering is required prior to approval of a Water Verification Form. For public systems, both source and individual connection meters are required. Use-based rate structures and conservation practices are implemented through the approval of the required water system operation and maintenance agreements.

Ground Water Monitoring and Evaluation: [27]

Well Inventory – 100% of well logs for wells with available data on file with the Island County Health Department and Department of Ecology have been entered into the hydrogeologic database.

Water Level Monitoring – Water systems in high and medium risk areas require water level monitoring in April and August of each year and the results are sent to the Island County Health Department and/or Department of Ecology. Water levels are monitored biannually during water sample collection of the 60 + wells in the monitoring network managed by the County Hydrogeologist.

Water Quality Monitoring – The current well monitoring program managed by the County Hydrogeologist includes the 40 wells and variable area specific monitoring of up to 60 wells. Routine water quality sampling is required by public water systems. Single

family individual wells are required to monitor for water quality prior to approval for building permits per ICC 8.09.

Ground Water-Availability Requirement: [31]

ICC 8.09 was adopted in September 1990. The provisions of this code constitute minimum requirements of the Island County Health Department governing potable water source and supply and protection of groundwater resources.

Ground Water Recharge Measures: [35]

Critical Recharge Area Protection was incorporated into ICC 8.09 in 1992. All projects with the potential for groundwater contamination shall be evaluated by the Island County Health Department to determine their impacts on the groundwater resource. A Groundwater Recharge Study was initiated in February 1997 through a cooperative agreement and funding of the Board of Island County Commissioners and the U.S. Geological Survey.

Pollution Source Controls: [31]

ICC 8.09.097, Critical Recharge Area Protection, establishes a method by which land use proposals are reviewed to determine the potential for groundwater contamination. The Island County Health Department has developed a list of accepted Best Management Practice's which are both disseminated to the public and applied as "conditions of approval" on land use approvals. The Island County Health Officer has the discretion to impose conditions designed to prevent degradation of groundwater quality or quantity. ICC 8.09 complies with GMA requirements for verification of water availability and adequacy requirements for building permits and subdivisions.

Goals and policies are provided at the end of the Water Plan Element. Goals and policies fall into three broad categories: Aquifer Recharge Areas, Water Facilities, and Managing Existing Water Resources. These have been reviewed against the Land Use Element policies and appear to be consistent with the intent to monitor, conserve, and protect County water resources. [35]

Missing from this element is a comprehensive inventory of water resources and facilities and an assessment as to whether the County's potable water supply is adequate to accommodate the growth planned for in the Land Use Element. A water supply assessment is admittedly difficult since the County's hydro-geology is non-continuous and fragmented. To address this the County hired a Hydrogeologist and data entry person in January of 1996. The Hydrogeologist works in the Health Department and current activities include:

- Detailed data collection, analysis, and mapping of aquifer distribution, aquifer parameters and geochemistry. Construction and calibration of three dimensional groundwater flow/ seawater intrusion models.
- Groundwater monitoring including a county-wide network of 40 wells including water sampling and water level monitoring. Up to 60 additional wells are monitored in area specific studies.
- Review of projects which may impact groundwater resources per ICC 8.09.
- Data management and development of database.
- Public outreach.

The County Hydrogeologist will be modeling the County's probable water supply and providing an assessment of the supply some time during the next two years. Since water supply is critical to accommodating growth, the County will need to review its land use assumptions and strategies relative to the findings in that report.

Housing Element [68]

Housing is a required element under GMA. The analysis contained in this element is based on the population projections and land use assumptions in the Land Use Element.

This element performs a housing needs analysis that is aimed at the issue of affordability. Housing is considered affordable if housing costs represent 30% or less of a household's income. Analysis is based on population characteristics and demographic trends, comparison of housing costs relative to household incomes, trends in housing construction, and a forecast of the number of low and moderate income households through the year 2020. Discussions include elderly and special needs housing demand.

An inventory of land potentially available for housing is included. It identifies that there are 16,646 to 19,279 lots potentially available in the Residential and Rural Residential land use designations. Demand for buildable residential lots, including a 25% market factor, is estimated at 15,250, assuming 2.5 persons per residence. There appears to be more lots potentially available than needed to meet overall housing demand.

In meeting the projected housing needs reliance has been placed on the use of density bonuses. An Earned Development Unit program allows for higher density in exchange for protection of a variety of identified natural lands. PRDs are also given a 50% density bonus. Higher density contributes to lower housing cost, but by itself is a limited tool. Policies provided at the end of the element have been reviewed and are consistent with the intent of the Land Use Element. Through this element the County is committed to developing a monitoring program to track its performance relative to housing goals and policies.

The element does point out that at the densities contemplated in the Land Use Element, half of those households with incomes of 50% to 80% of the County median and none below 50% will be able to afford housing in the unincorporated areas of the county. It is important to note that the proposed densities are the result of the priority to preserve the rural character of the County, and that densities that would result in more affordable housing in the rural county are incompatible with that rural character. The result is that affordability in rural housing is not fully mitigated within the Comprehensive Plan.

The element suggests that the County will continue to explore ways to address housing affordability for those below median income.

Transportation Element

The Transportation Element is one of the plan components required by GMA.

This element establishes the transportation goals and policies in Section II, pages II-1 through II-16. They are intended to ensure orderly development of transportation infrastructure that supports the land use assumptions set out in the Land Use Element. The transportation element develops an extensive and specific set of goals and policies based on the transportation and land

use goals articulated in the land use element and are consistent with their intent. Policies are grouped into five main categories:

- Transit: providing policies for the provisions of public transportation.
- Nonmotorized transportation: establishes policies for coordinated planning of pedestrian and bicycle ways with other transportation facilities and land uses.
- Roads: policy direction for functional classification, roadway/arterial standards, and design.
- Other motorized transportation: provides general policies for airports and ferries.
- Implementation strategies and actions: includes such things as agency coordination, multimodel coordination, coordination with utility rights-of-way, compatibilty with adjacent land uses, environmental protection, impact mitigation, improvement and expenditure priorities, maintenance standards, and special needs transportation.

Section III sets out the growth projections on which the transportation element has been based. They reiterate the population and employment projections found in the land use element and include the entire planning period through the year 2020.

An inventory of existing transportation conditions and facilities is provided in Section V Existing Conditions. This section details the current locations, types, level of use, and issues for all transportation modes including truck and automobile, airports, ferries, public transit, pedestrian, bicycle, and equestrian.

Level of service (LOS) standards are established in Section IV. LOS standards are required under GMA for roads and highways. LOS standards are provided for highways/roadways, intersections, transit service, and marine transportation (ferries). The LOS is based on accepted industry standards including the threshold traffic volumes that are associated with a defined LOS. [95]

Section VI Future Conditions summarizes the impact on county roads, intersections, transit service, and ferry service as the result of new growth. Impacts are measured in terms of the increase in traffic volumes and the effect they have on the level of service. Table VI-1 shows traffic volumes and levels of service for all major county roads for the years 1996, 2003, and 2020. Table VI-2 provides the same information for selected segments of the State Routes. Table VI-3 compares level of service for selected intersections and includes notes as to when some will be signalized. The tables illustrate that there will generally be a drop in county-wide levels of service, but that the drop will not be felt uniformly. Some areas of the county will experience greater reductions in levels of service than others and some will experience no change.

State routes account for approximately 54 miles of roadways in the County. They provide the primary means for accessing the islands and function as major through routes. By 2003, there are expected to be four state highway sections that will not meet established LOS standards. They are:

- SR 20 from Deception Pass to Troxell Road (LOS 'E') (note: LOS 'E' is second to last)
- SR 20 from Troxell Road to Frostad Road (LOS 'E')
- SR 20 from Frosted Road to North Oak Harbor City Limits (LOS 'E')
- SR 532 from East Camano Drive to County line (LOS 'E')

By 2020, the above state highway sections will drop to an LOS of 'F' and the following sections are expected to drop to an LOS of 'E':

- SR 20 from South Oak Harbor City limits to Troxell Road
- SR 20 from Libbey Road to Main Street (Coupeville)
- SR 525 from Bush Point Road to Main Street (Freeland)
- SR 525 from Main Street (Freeland) to Bayview Road
- SR 525 from Bayview Road to Cultus Bay Road/Langle Road

While not included in the analysis, State Department of Transportation staff have indicated that the impacts to the level of service for these sections of highway are independent of the population growth forecasts used by the County. In particular, the identified impacts (i.e. drop in LOS) would occur whether the population forecast from the Staff Draft (101,300) were used or the Team Draft (118,800) were used.

Relative to on/off island traffic volumes, the land use concept is intended to mitigate additional traffic impacts on State routes. The idea being that by providing for more concentration of employment opportunities on the islands, coupled with a greater concentration of housing in proximity to employment, there would be less need for additional commuting trips on and off the islands.

Proposed improvements are addressed in Section VII. Several tables summarize the improvements to selected facilities needed to maintain the established LOS standards. Table VII-1 shows year 2003 improvements and estimated cost for State Routes. Table VII-2 provides the same information for the year 2020. Table VII-3 provides year 2020 improvements and costs for County roads. Table VII-5 gives similar information for intersections. [96]

Transit improvements are also addressed. Information includes areas identified for increased service, commuter service improvements, paratransit service, and supporting programs. Marine and air transportation improvements are also recommended. A fairly extensive list of nonmotorized transportation improvements are suggested including multi-use trails, bicycle routes and facilities, pedestrian trails and access, and equestrian facilities.

A financial analysis is provided in Section VIII. This section identifies funding sources and forecasts the revenue available for transportation improvements through the year 2020. Roadway project costs and revenues are summarized in Table VIII-1 through Table VIII-8. This information is separated into State highways and County roads since the State is responsible for its own improvements and maintenance. The information shows that through the year 2020 the County is expected to have $490,911,000 of revenue and $487,213,000 of roadway improvement expenditures, leaving a surplus of approximately $3,924,000. [100]

Travel demand management is discussed in Section IX. Travel demand management strategies are not required for the County under GMA though certain strategies could improve travel. This section briefly talks about programs promoting park-and-ride lots, ridesharing, non-motorized transportation, transit, and high occupancy vehicle lanes.

This element does not contain a discussion of how transportation planning is coordinated between different governments and agencies. Policy 5.2 establishes intergovernmental coordination as a goal, but there does not appear to be any specific action or plan as to how this

will be done. This is important in terms of establishing mutually supporting levels of service and coordinating the timing of improvements, in particular between the State and the County. There is also no discussion of ways to keep track of actual use of transportation facilities over time to ensure that planned capacity improvements will continue to be sufficient.

Capital Facilities Element [103, 108, 109, 112, 117, 124, 125, 130, 131, 132, 133]

Capital Facilities is another required plan element under GMA. The Objectives, Principals, and Standards section establishes the definition of facilities, LOS standards , and the policy framework of the element. LOS standards are established under 'Public Facility Needs' for arterial roads and transit routes, domestic water, community parks, sanitary sewer and septage handling, schools, solid waste, surface and storm water management, and county buildings. The policies also address priorities and responsibilities for funding, concurrency management, implementation programs, and coordination and consistency with other plans.

An assessment of capital facilities needs is provided within the 'Capital Improvement Program' (CIP) chapter of this element. Capital facilities addressed in the CIP are as follows:

Detention and Correction Facilities - Current capacity at the island County Detentions/Corrections Center is 58 beds. A deficit in accommodations is projected for the year 2020. The CIP proposes a jail expansion to accommodate 16 additional beds.

County Government Buildings: - This analysis includes general administration, courts, sheriff's department. Several capacity projects are proposed to increase square footage in these types of facilities in accordance with the established level of service.

Parks and Recreation - The LOS for parks is based on the number of acres per 1,000 population. Analysis shows an initial minor deficit in acreage of Community Parks. Acquisitions are proposed through the year 2000 that result in a net surplus compared to the projected population through the year 2020. Implementation of trail development is also proposed within the CIP.

Roads - Analysis of facilities and proposed capacity improvements are dealt with in greater detail within the Transportation Element. This summary includes suggestions for non-capital alternatives for achieving the established levels of service.

Septage Treatment - The County operates one septage treatment facility located in Coupeville. It is projected that by the year 2020 this facility will need to accommodate 29,600 septic systems, including Camano Island. In its current configuration and batch operating mode this would mean a deficit of 8.8 gallons per residential equivalent per year by the year 2018. Shifting to a continuos processing mode and/or installing an additional digester would address this deficit.

Solid Waste - The majority of the County's solid waste is received at the Coupeville Transfer Station. Waste received at two outlying transfer stations is transported to the Coupeville facility for final processing. Recycling occurs at all facilities. The County also provides for the handling of household hazardous wastes. It appears from Table A that there is the capacity to handle future growth. However, this is not made explicit within the analysis.

Surface Water Management - Storm water facilities are diverse and include a combination of natural and man-made conveyance systems operated by both public and private entities. Private and public systems must meet the development standards contained in ICC 11.01 Land Development Standards. In addition, the County is preparing Comprehensive Storm Water and Flood Hazard Management Plan. The County has also prepared a Storm Water Improvement Program that identifies project schedules and funding. Storm water facility projects are also included in certain transportation projects.

A Six-Year Capital Improvement Program is discusses and presented in Table 1 through Table 10. It lists all the capital projects scheduled through the year 2004 and identifies the costs and associated funding sources. The Six-Year CIP is required in the Capital Facilities Element under GMA.

Appendix A provides an inventory and summary of non-County capital facilities and services.

Appendix B identifies an extensive list of possible funding sources for the various categories of capital facilities.

The Capital Facilities Element has been prepared consistent with the land use and growth assumptions established in the Land Use Element. Estimates of capital improvement needs have been based on the land use population projections in terms of both numbers and locations. Missing from the analysis is a preliminary schedule of capital improvements beyond the year 2004. This information would be a useful guide in the annual updating of the Six-Year Capital Improvement Program.

The primary environmental impact associated with this element would be the site specific disturbances associated with construction of new facilities and facility upgrades. Adherence to the County's site development and environmental regulations should mitigate those impacts.

Utilities Element

A utilities element is also a required comprehensive plan component under GMA. The utilities covered in this element include natural gas, electricity, and telecommunications. All of the providers of these services are private enterprises that are regulated by the Washington Utilities and Transportation Commission (WUTC). Therefore, this element is not intended to establish how, when, or where utilities facilities should be provided. The various utility providers do this themselves based on demand for their services.

There are also no level of service (LOS) standards offered in this element since the providers are required to provide service as demand occurs. With the exception of electricity the utility providers have not prepared detailed forecasts or plans.

Goals and policies are provided in Section 2 of the element. Policies address such things as coordinating utility line placement within various rights-of-way and trails, collocating utility facilities on the same site, ensuring mitigation of maintenance activities on sensitive areas, and coordination with the County's on-going planning efforts. These policies have been reviewed with the land use element policies and appear to be consistent in their intent.

An inventory and analysis of utility facilities is provided in Section 4. It includes maps of locations of existing and future facilities. It identifies the number of people that will need to be served based on growth projections in the Land Use Element. New facilities are proposed to

meet the expected demand for service. Each utility provider has indicated they would be able to serve the expected population and employment growth within their service boundaries.

Possible environmental impacts would come primarily from installation of new transmission lines and maintenance of facilities that are currently located within sensitive areas. If the policies outlined in this element are implemented, these potential impacts should be significantly reduced or eliminated.

Funding for additional utility facilities and maintenance is the responsibility of each service provider. No County funds would be required.

Parks and Recreation Element

Parks and Recreation is an optional element under GMA and has been include to identify the recreation opportunities and facilities available in the County. This element should be read in conjunction with the Capital Facilities Element.

This element establishes a set of goals and policies that address several issues regarding the provision of recreation opportunities. They include such things as on-going planning, maintaining rural character, environmental stewardship, shoreline access, open space corridors and greenbelts, agency coordination, and public involvement. A special issues section discusses shoreline access, trails, public lands, facilities design, and recreation programming.

The bulk of this element consists of an extensive inventory of existing park and recreation facilities. This includes facilities owned and operated by the National Parks Service, various State agencies, local facilities operated by the County and municipal governments and special districts, and private facilities such as golf courses and marinas.

A Level of Service (LOS) is established for county parks and trails. They have been changed from a current LOS of 2.9 acres per 1,000 people to 3.5 acres per for 1,000 people for county parks, and a trail LOS of .14 miles per 1,000 people for trails. Note that there has previously been no LOS established for trail development.

A public survey regarding park and recreation priorities was conducted earlier in 1998. The results are summarized and acquisition/development priorities established based on the survey results.

The final section briefly discusses issues of implementation, although no specific implementation strategies are proposed.

DEVELOPMENT REGULATIONS

Various County development regulations and procedures are being updated to conform with the proposed comprehensive plan. This effort has paralleled the development of the comprehensive plan with the intent that the implementing ordinances would be adopted and in place along with the adoption of the comprehensive plan. It is also intended that these ordinances mitigate the potential on-site environmental impacts as part of the strategy to avoid sensitive areas within designated Rural Residential lands.

Several ordinances have had separate review under SEPA and are being adopted incrementally so they will also be in place at the time of plan adoption. Environmental checklists have been prepared and a DNS issued for the following ordinances:

Chapter 11.02 Clearing and Grading Requirements - establishing grading/clearing permit application procedures and minimum standards for forest practice permits, cuts and excavations, fills and embankments, setbacks for cuts and fills, drainage and terracing, erosion control, and reclamation of quarry or mining sites. [7, 9]

Chapter 11.03 Stormwater and Surface Water Ordinance - establishing the procedural requirements for on-site drainage control for differing sized projects, drainage requirements and review standards, requirements and responsibility for on-site drainage facility maintenance, and enforcement of the drainage requirements. [24, 28]

Chapter 11.04 Concurrency and Adequacy Ordinance - establishing levels of service (LOS) for public facilities, tests for concurrency and adequacy, and procedural requirements for applying the LOS. [103, 108, 124, 125]

Chapter 16.06 Land Divisions and Dedications - establishes the application and review procedures for boundary line adjustments and boundary line corrections, short subdivisions, subdivisions (i.e. long plats), public dedications, and withdrawls and vacations of plats. This chapter consolidates and replaces Chapters 16.01 Plats, Subdivisions, and Dedications, 16.04 Short Plats and Short Subdivisions, and 16.04A Short Subdivisions and Boundary Line Adjustment Ordinance.

Chapter 16.13 Hearing Examiner - in conjunction with the amendments to Chapter 16.19.

Chapter 16.14C Environmental Policy - to comply with legislative updates to the State Environmental Policy Act as required as required in WAC 197-11. Amendments include raising the categorical exempt levels for SEPA review for accessory farm structures (10,000 to 30,000 square feet) and landfill/excavations (100 to 500 cubic yards).

Chapter 16.15 Site Plan Review - procedural amendments that add to and modify the list of land uses requiring a site plan review, adjust procedures to be consistent with Chapter 16.19 Land Use Review Process, and make appropriate reference to GMA requirements and the comprehensive plan.

Chapter 16.17 Planned Residential Development - procedural amendments that modify the applicability of the chapter to be consistent with proposed comprehensive plan land use designations and densities, removes references to subdivisions, and adjusts procedures to be consistent with Chapter 16.19 Land Use Review Process.

Chapter 16.19 Land Use Review Process - establishes permit application requirements and timelines to comply with legislative updates to the Growth Management Act for regulatory reform and permit process as required in RCW 36.70B.

Chapter 16.25 Agriculture and Forestry Protection - is intended to further the County policy to conserve, protect, enhance and encourage agriculture and forestry operations by exempting such practices from the definition of a nuisance under County code, removing the ability to pursue legal actions on such operations as public nuisances. [6, 48, 72]

Chapter 17.03 Island County Zoning Ordinance [59]

The Island County Zoning Code has been updated in conjunction with the development and review of the Comprehensive Plan. The code updates are intended to provide the specific regulatory provisions to implement the growth strategy established in the Land Use Element. The proposed zoning updates have been reviewed and compared with the policies and criteria for the land use designations in the Land Use Element and the mitigation actions listed in the DEIS (see Appendix C). The results of this review are summarized in the following sections.

ZONING DISTRICTS [60, 74, 75, 92, 93]

Eleven zoning districts are established in Chapter 17.03.050.A. There are also four zoning overlay classifications: wetlands, fish and wildlife habitat conservation areas, airport and aviation safety, and urban transition. These overlays apply additional use restrictions and standards, or modify the provisions of the underlying zoning district.

Subsection C provides for the preparation of zoning maps that depict the boundaries of the zoning districts. Draft zoning maps are being prepared in conformance with the boundaries for the land use designations shown on the future land use maps in the Land Use Element.

In particular, Chapter 17.03.070(D) establishes the designation criteria for properties in the Rural Residential (RR) Zone. This zoning district is important in that it is intended to correspond to those existing pockets of development that are more urban than rural in density and that serve as the priority receiving areas for future growth. Table A in Chapter 17.03.070(E) lists 40 residential areas of more intensive development that meet the zoning criteria. In earlier phases of planning 70 such areas were identified in the Team Draft. This has been reduced to 40 in the Planning Commission recommended land use plan after discussions with the County Health Department. The areas listed in the code are consistent with areas depicted on the land use maps in the Land Use Element.

The following table lists the land use designations established in the Land Use Element along with the corresponding use districts in the zoning code. Note that Business Park Lands are not included as a use district in the code since it has been determined that it would promote a use that is inconsistent with a rural environment and the intent of the growth management concept. The rest of the land use designations have a corresponding use district established in the zoning code.

LAND USE ELEMENT DESIGNATION	ZONING CODE USE DISTRICT
Rural Forest Lands (RF)	Chapter 17.03.110 Rural Forest (RF) Zone
Rural Agriculture Lands (RA)	Chapter 17.03.090 Rural Agriculture (RA) Zone
Resource Agriculture Lands (AG)	Chapter 17.03.100 Commercial Agriculture (CA) Zone
Rural Residential Lands (RR)	Chapter 17.03.060 Rural (R) Zone
Residential Lands (R)	Chapter 17.03.070 Rural Residential (RR) Zone
Village Commercial Lands (VC)	Chapter 17.03.130 Rural Village (RV) Zone
Commercial Center Lands (CC)	Chapter 17.03.120 Rural Center (RC) Zone
Rural Service Lands (RS)	Chapter 17.03.140 Rural Service (RS) Zone
Business Park Lands (BP)	none
Light Manufacturing Lands (LM)	Chapter 17.03.150 Airport/Light Manufacturing (AM) Zone
Light Industrial Districts (LI)	?
Special Review District (SR)	Chapter 17.03.160 Special Review District
Mineral Lands Overlay	Chapter 17.03.180.Q Land Use Standards - Surface Mining

Each zoning district has an associated purpose statement at the beginning of each of the district regulations (Chapters 17.03.060 through 17.03.160). These purposes statements have been modeled on the designation criteria and discussions found in the draft land use element and appear to be consistent with those land use designations.

ZONING DISTRICT DENSITIES [10, 30, 36, 43, 47, 49, 53, 64]

The zoning code allows for single family development in all R, RR, RA, CA, and RF districts. Base densities have been established in conformance with the land use designations in the Land Use Element. 'Base density' is that which is allowed outright for the specific zoning district. Minimum lot sizes and base densities are outlined in the following table.

MINIMUM LOT AREA & MAXIMUM BASE DENSITY

LAND USE ELEMENT DESIGNATION		ZONING CODE USE DISTRICT	
RF	20 acre minimum lot size. 1 dwelling per 20 acres. Preference shall be given to PRD cluster development on parcels at least 20 acres in size in the event subdivision of land occurs	RF	20 acre minimum lot size. 1 dwelling per 20 acres. PRDs greater than 20 acres may average to base density. Use of Density Bonus System requires 75% open space. [90]

RA	20 acre minimum lot size. 1 dwelling per 20 acres. Preference shall be given to PRD cluster development on parcels at least 20 acres in size in the event subdivision of land occurs.	RA	20 acre minimum lot size. 1 dwelling per 20 acres. PRDs greater than 20 acres may average to base density. Use of Density Bonus System requires 75% open space. [90]
AG	40 acre minimum lot size 1 dwelling per 40 acres. Preference shall be given to PRD cluster development on parcels at least 40 acres in size in the event subdivision of land occurs	CA	40 acre minimum lot size. 1 dwelling per 40 acres. PRDs greater than 40 acres may average to base density. Use of Density Bonus System requires 75% open space. [90]
RR	5 acres minimum lot size. 1 dwelling unit per acre, with 50% increase in a PRD with 10+ acres; increase in Urban Transition Overlay according to policy.	R	5 acres minimum lot size. 1 dwelling unit per acre, with 50% increase in a PRD with 10+ acres and 200% in Urban Transition Overlay.
R	Base density is either 3, 2 or 1 dwelling units per acre as determined at the average existing parcel size of platted land within each area of more intensive rural. For those areas with an average parcel size less than 14,500 square feet, the minimum parcel size shall be 14,500 square feet or the minimum required by County health requirements, whichever is greater	RR	Lot size set in Table A 17.03.070. Density = average of existing designated plat in Table A.

The base density may be increased under certain circumstances. Chapter 17.03.180.C provides for the use of Earned Development Units (EDU) on RF, RA, and CA zoned lands. In these districts the property is allocated 1 additional EDU every 5 years for each 20 acres of land that is retained in that use and zoning classification, as opposed to removing the land from the current use tax program, which would mean the land would be zoned Rural (R). The intent is to provide an incentive to retain productive agriculture and forest lands.

Earned Development Units may be used on those lots, tracts, or parcels that are included in an approved Farm/Forest Management Plan, or on any property owned by the farm or forest operator as of the date of an approved Management Plan. A Management Plan is intended to establish the planned location for EDUs and the specific actions to be taken by the County to strengthen or enhance the long term viability of the forest or farm unit. It should be noted that the use of EDUs could be strengthened relative to the land use concept by designating specific

off-site locations within the county where the EDUs could contribute to areas of planned higher densities.

ZONING DISTRICT LAND USES [49, 52, 60, 74]

Chapter 17.03.030 User Guide of the zoning code provides three summary charts of land uses, Table A, Table B, and Table C. The tables list uses permitted in each of the proposed zoning districts. Uses are permitted outright or require a Site Plan Review, Planned Residential Unit approval, or Use Approval before development would be allowed. The requirement for these conditional use approvals is intended to ensure that impacts from new development to surrounding land uses and on-site/off-site environmentally sensitive areas is mitigated.

Each set of zoning district regulations starts with a list of permitted and conditional uses, with the exception of Chapter 17.03.160 Special Review District. These are the same uses by zoning district listed in Chapter 17.03.030. Some uses listed have limitations on size included in the listing within the district regulation. These size limitations are also intended to minimize development impacts.

Table A, B, and C in Chapter 17.03.030 and the uses listed in the zoning district regulations were compared with the Land Use Element. Chapter IV Goals and Policies, Rural Element Land Use Designations Policies and Resource Lands set out the types of uses envisioned for each of the land use designations. The permitted and conditional uses listed in Chapters 17.03.060 through 17.03.150 appear to be consistent with the land use designation policies in the Land Use Element.

OTHER ZONING PROVISIONS

Chapter 17.03.170 Urban Transition Overlay is a zoning district overlay that is intended to correspond to RR zoned land adjacent to designated municipal growth areas and potential non-municipal urban growth areas. The Urban Transition Overlay is established to allow for the future expansion of urban growth areas should they become needed to accommodate additional population. Maximum lot size and a 200% density bonus is established to ensure future development occurs at densities that allow for efficient provision of municipal services.

Chapter 17.03.180 Land Use Standards Sections A, B, F though K, M, and P through R contain development standards in addition to the provisions in Chapters 17.03.060 through 17.03.160 for specific uses. Minimum parcel sizes, performance standards, maximum building sizes, limitations on activities and number of employees are some of the items addressed by these sections. All are intended to mitigate the negative impacts of certain non-residential uses on surrounding residential and resource lands. [76]

The remaining sections in this chapter deal with development incentives and general standards applicable to several districts.

Section C. Density Bonus System: Provides a density bonus incentive for cluster development in the Rural (R) zoning district. Base density may be increased up to 50% with the use of a cluster development. In areas adjacent to municipal and non-municipal growth areas, densities may be increased by up to 200% as provided in Chapter 17.03.170 Urban Transition Overlay. [90]

Section D. Earned Development Units (EDU): Establishes a density incentive program to preserve productive lands in the Rural Forest (RF), Rural Agriculture (RA), and Commercial Agriculture (CA) zones. Density is tied to the length of time a parcel of land is held for productive agriculture or forest use. The longer the period of time an applicant is willing to commit a parcel of land to continued resource production, the greater the density they will be allowed. The density can be applied on a portion of the site held in production or on other land owned by the applicant. One EDU is earned for every 5 years that a 20 acre parcel is kept in production. To be eligible for the EDU program an applicant must prepare a Management Plan for the resource land that is to be preserved. The EDU program is voluntary. [6, 41, 89, 90]

Section E. Farm/Forest Management Plan: Sets out the management plan requirements for the long term preservation of productive land and the use of EDUs discussed above. The plan locates where the EDUs will be used, establishes protective easements, locates prime soils, provides for County participation, and runs with the land. An applicant must agree to maintaining at least 75% of the property in commercial production for at least 10 years in the RA and RF zones, and 20 years in the CA zone. The intent of the Management Plan is to help ensure that the most productive farm and forest land is conserved. [6, 41, 89, 90]

Section L. Non-Residential Design, Landscape Guidelines and Screening: Establishes the general design guidelines for non-residential uses. This section has been added to mitigate the visual impacts of development and help preserve the rural character of the County. Items addressed include building appearance and scale, use of native vegetation, and landscaping and screening to name a few. Different standards apply to R and RR zones than RC, RV, and RS zones. [70, 76]

Section N. Signs and Lighting: A lighting provisions has been added, 17.03.180.N.5, that requires fixtures be designed and oriented to avoid glare onto adjacent properties. It also appears to require motion sensing devices to ensure lights go off when not in use, reducing light and glare and conserving energy. [69, 71]

Section O. Site Coverage and Setbacks: Establishes maximum impervious surfaces, minimum open space ratios, and maximum building coverage for selected uses and districts. In particular, development of a PRD requires 75% of the site be left in open space, which encourages clustering. Yard setbacks for the RC, RV, RS, and CA zones have been added.

Chapter 3.04 . Public Benefit Rating System [6, 41, 51, 80, 85]

A Public Benefit Rating System is being adopted to provide a reduced tax assessment incentive for the preservation of a range of resource lands, environmentally sensitive areas, and natural features. Lands and areas that are potentially eligible for the program are prioritized in three categories: High priority = 5 points, Medium priority = 3 points, and Low priority = 1 point. The list of eligible lands are as follows:

High Priority Open Space Resources:
Resource and Rural Agriculture Lands
Rural Forest Lands
Natural Shoreline Environments
Stream Corridors
Significant Fish and Wildlife Habitat
Conservation Areas and
Special Pant Sites
Historic Landmarks/Archeological Sites
Private Lands within National Preserves
Category 'A' Wetlands

Medium Priority Open Space Resources:
Conservancy Shoreline Environments
Flood Hazard Buffer Areas
Geologic Hazard Buffer Areas
Scenic Natural Resources Viewpoints
and View Corridors
Urban Growth Area Open Space
Public Lands Buffer
Category 'B' Wetlands

Low Priority Open Space Resources:
Privately Owned Trails and Corridors
Category 'C' Wetlands

These lands are defined in Section II - Definitions. Bonus points are available for providing public access, restoration, ownership of contiguous parcels, water quality buffers, and conservation easements held in perpetuity. A maximum of 57 points are possible under the rating system.

The tax assessment on a property is reduced based on the number of points it receives under the rating system. The resulting reduced tax obligation is then considered the property's 'current use' tax assessment.

PUBLIC BENEFIT RATING POINTS	CURRENT USE VALUE
0 – 4 points	100% of assessed value
5 – 10 points	50% of assessed value
11 – 15 points	40% of assessed value
16 – 20 points	30% of assessed value
21 – 34 points	20% of assessed value
35 – 57 points	10% of assessed value

The definitions in Section II also contain eligibility criteria. For several of the categories there are dimensional requirements, such as minimum area for agriculture lands and scenic resources or minimum widths for eligible buffer areas. Other eligibility criteria are tied to definitions or requirements in other regulations or programs, for example Category A wetlands are defined in the Critical Areas Regulations and historic landmarks must be on the county or other register of historic places for inclusion in this program. Using criteria and standards from other County regulations to establish eligibility under this program should assure consistent implementation of conservation measures.

The Public Benefit Rating System is an implementation strategy identified in the Natural Lands Element. State law permits counties to offer reductions in property taxes as an incentive in exchange for agreements to conserve or protect farm lands, forest lands, or open space. Many

counties have adopted a *Public Benefit Rating System* (PBRS) as a more fine-tuned approach to property tax reductions for open space preservation. The advantage to tax benefit programs is that they do not require the appropriation of new funds by the county to protect unique or desirable natural lands. In addition, the PBRS approach permits the county to focus on the protection of identified priority areas.

Some view the 'tax shift' which occurs with these programs as a disadvantage. When a property is granted a tax reduction, the value of that reduction is spread among all other properties within the county. However, a review of similar programs in other counties suggests that the total tax loss to the County as a result of this program would be significantly less than 1% of the total assessed value of County lands. This is also a voluntary program.

Chapter 17.04 Critical Areas

Chapter 17.04 Establishes the general requirements and regulations for the protection of critical areas. It identifies the categories of critical areas to be regulated and which regulations apply. Critical areas regulations are interrelated with other County Code chapters that have provisions for potable water supply, on-site sewage systems, flood prevention, and general land development standards.

This chapter includes a listing of activities, uses, and critical areas that are exempt from the provisions of the critical areas regulations. These items include such things as existing agricultural activities, various maintenance activities, site investigation work, emergency actions, flood control, irrigation, and certain water habitats. It also provides for reasonable use of properties constrained by critical areas.

OVERLAY ZONES:

A. Wetlands (w): The existing wetland regulations are currently being review under a Growth Board action. Once the case is settled SEPA review will need to be performed on any revisions. The intent of wetland regulations is to protect wetland functions such as habitat, run-off control, aquifer recharge, and open space. While the appeal is pending the County has adopted, on an interim basis, several specific wetlands amendments.

B. Steep/Unstable Slopes (s): Steep and unstable slopes are declared to be an environmentally sensitive area in this section. Regulations applicable to slopes are contained in Chapter 11.03 Erosion Control and Drainage Requirements. Sections 11.03.300 through 11.03.350 set construction and review criteria that are based on an assessment of peak flows and erosion potential.

C. Fish and Wildlife Conservation Areas (fw): Island County has completed an inventory of biologically critical areas (i.e. habitat). A new section has been added to the critical areas regulations that are aimed at preserving identified habitats. Subsection 1 designates a variety of habitat conservation areas including endangered species, streams, several marine habitats, State natural preserves and resource lands, and species of local importance.

Subsection 2 establishes the requirement for a Biological Site Assessment (BSA) for projects proposed on sites containing an identified habitat area. This assessment includes identifying appropriate on-site mitigation measures and the use of Best Management Practices in site development.

Subsection 3 establishes protection standards for streams. Stream classification is based on the Department of Natural Resources classification system. Protective buffer widths are based on the stream classification. Provisions also allow for modification of buffer widths based on certain criteria ensuring no degradation of identified habitat.

Subsection 4 requires on-site sewage systems for developments adjacent to commercial and recreational shellfish, kelp and eelgrass beds, and herring and smelt spawning areas.

The remaining sections establish protective measures for bald eagles and other nonspecified habitats based on State requirements.

Chapter 17.05 Shoreline Use Regulations

Chapter 17.05 is an updated set of shoreline regulations that replaces former Chapter 16.21. It has been formulated to address issues of shoreline development identified in the Land Use Element and the SMMP.

Sections 17.05.005 through 17.05.045 establish the purpose of the chapter, includes a more extensive list of development definitions, identifies the relationship to other development regulations, establishes permitted uses for the six shoreline environment designations, identifies activities exempt from shoreline permit/regulatory requirements, and outlines general shoreline use requirements.

Sections 17.05. 050 through 17.05.130 establish specific development regulations for a selected set of uses and shoreline activities. There are a total of seventeen sections each dealing with a specific use category, all of which correspond directly with the general use policies provided in Chapter III of the SMMP. There are several updates that are of particular note:

Section 17.05.065 Commercial Development - includes amendments that restrict the location of commercial uses, particularly with regards to setbacks from the shoreline. Commercial uses are expressly prohibited in Aquatic, Natural, and Conservancy environments.

Section 17.05.070 Docks and Piers - amendments place greater restrictions on the development of residential moorage structures. In particular individual piers are not considered an outright permitted residential use. The applicant must demonstrate that existing facilities are inadequate, other moorage methods or upland storage is not feasible, and that a joint use arrangement is not feasible. Each pier proposal will be evaluated as to cumulative impacts on the shoreline environment.

Section 17.05.100 Residential Development - has been extensively updated to comply with other development regulations and policies that provide stricter control over shoreline residential development. Highlights include the following:

- Residential development is not considered a water dependent use and shall not be permitted seaward of the ordinary high water mark. Live aboard vessels and other floating residences are restricted to approved marinas.

- Setbacks from the shoreline must be at least 50 feet, but greater setbacks will apply in situations where other development regulations have control, such as in erosion control near steep slopes and protection of fish and wildlife habitats.

- Provisions for protection of adjacent views in areas of previous development.

- Limitations on the location of accessory structures, i.e. in general, they may not be further waterward of the primary residential structure or be located in the shoreline setback.

- All structures are to be designed and located so as not to require the use of bulkheads or other shore works.

- Subdivisions have several restrictions including allowing for sufficient lot depth on feeder bluffs so bulkheads are not required, setbacks in conformance with the underlying zoning, and location of septic drainfields away from bluffs and geologically hazardous areas.

- Retention of natural vegetation on bluffs and steep slopes and allowing no more than 50% of the shoreline vegetation to be removed.

- Stairways and trams are considered a normal residential appurtenance, but must comply with several development restrictions including avoiding unstable slopes, not requiring the use of bulkheads, minimize loss of vegetation, shall be the minimum necessary to provide shoreline access and may not include a deck, and shall be located as far inland as possible.

17.05.120 Shore Defense Works - has been amended and updated to comply with recent SMA legislative updates and to be consistent with the policy intent of mitigating any further development impacts to the shoreline environment. Some highlights include the following:

- Shore defense works are not considered an outright permitted use.

- Groins and jetties are only permitted as part of a community or public beach management program.

- Shore defense works are generally not allowed on marine feeder bluffs.

- Bulkheads related to residential development will only be permitted when a an existing residence is threatened, the proposed bulkhead is located landward of ordinary high water, or when there are existing bulkheads on both adjacent shoreline properties. Bulkheads will generally not be allowed on an undeveloped lot.

There are also Design Regulations established for the construction of protective bulkheads that address issues of appropriate materials, materials toxicity, minimum necessary protection, passage of groundwater, and incorporation of elements such as stairs. Regulations also include direction and provisions for Shoreline Restoration/Beach Enhancement, with specific restrictions for the Natural Environment designation.

17.05.130 Utilities - has been updated to include specific regulations for the development and use of individual desalination facilities for purposes of water supply, but will only be allowed when it is demonstrated that no other water source is feasible or available.

It is important to note that shoreline regulations have been updated largely in response to the fact that many of the areas designated Rural Residential occur on the County's shorelines. These updates are intended to provide mitigations as part the growth strategy set out in the overall Comprehensive Plan.

SUMMARY

The purpose of this SDEIS has been to review the rest of the comprehensive plan elements and updated development regulations relative to the Land Use Element in the context of mitigating the unavoidable environmental impacts identified in the first phase of SEPA review. Several major conclusions can be drawn from this review.

1) Based on additional analysis of the environmental constraints associated with many of the areas originally designated Rural Residential, a strict application of the concept of concentrating growth only within those areas would likely have greater environmental impacts than allowing some of the projected growth to be accommodated within the Rural designation. As a result, a greater reliance on regulations controlling site specific development is proposed to mitigate those impacts identified in the first phase of environmental review.

2) A number of new land control ordinances and updated existing regulations are proposed o address the impacts associated with proposed growth management approach. New regulations, such as Fish and Wildlife Conservation Areas and a Public Benefit Rating System, add regulatory tools not previously available to the County. Updates to existing regulations, such as zoning and shoreline management, provide stricter controls on uses, locations, and site development activities. In addition, density bonuses and tax incentives are established to encourage retention and preservation of productive resource lands, critical habitats, and other elements of the County's rural character. All of the proposed regulations appear to be consistent with and implement the comprehensive plan.

3) The other plan elements have been reviewed for consistency with the proposed land use element. They appear to be both consistent with each other and with the land use element. A few specific informational deficiencies have been noted, but in themselves do not appear to have any adverse environmental consequences. Optional elements, in particular Natural Lands and Water, have been prepared with the specific intent of providing additional policies and implementation measures to address rural character preservation and on-site development impacts.

In general, the plan elements and development regulations discussed in this review appear to be consistent with and support the overall growth management strategy presented in the land use element. As a result they also address and mitigate a majority of the unavoidable environmental impacts identified in the first phase of environmental review.

APPENDIX A

ENVIRONMENTAL IMPACT STATEMENT
STAFF DRAFT LAND USE ELEMENT
ISLAND COUNTY COMPREHENSIVE PLAN

NOVEMBER 1996

IV. ENVIRONMENTAL ANALYSIS

ALTERNATIVES ANALYSIS INTRODUCTION

The alternatives considered during the SEPA review include the No-Action Alternative and three managed growth alternatives. The major difference between the alternatives is the manner in which growth is distributed throughout the County. The No-Action Alternative assumes a growth pattern that would continue to follow past trends. The three directed growth alternatives (Alternatives 2, 3 and 4) reflect the CWPP, goals of the GMA, and the community's vision for growth in Island County. Alternative 2 would direct growth to Municipal Urban Growth Areas, Alternative 3 would direct growth to Municipal Urban Growth Areas and Rural Community Centers, and Alternative 4 would direct growth to existing Private Residential Communities, Rural Community Centers, and Municipal Urban Growth Areas. The four alternatives and their environmental consequences are described below.

ENVIRONMENTAL SUMMARY

The proposal for which this EIS is being prepared is the adoption, by the Board of Island County Commissioners, of the Island County Comprehensive Plan, prepared consistent with the requirements of the Growth Management Act, passed by the Washington State Legislature in 1990. The comprehensive plan explains how the County will accommodate anticipated growth over the next 20 years, while maintaining those rural qualities of the island environment which are considered valuable to the citizens of Island County.

The draft SEPA EIS has been integrated with this draft Comprehensive Plan. The SEPA review analyzed alternatives for accommodating growth for the next 20 years in Island County, the probable significant adverse impacts of the alternatives considered, and potential mitigation measures to address these impacts. Four alternatives were analyzed:

• Alternative 1 - No Action	Existing plan, dispersed growth without locational controls to prevent sprawl.
• Alternative 2 - Major Urban Growth Areas	New comprehensive plan. Growth directed to: cities and their designated urban growth areas (UGAs).
• Alternative 3 - Rural Activity Centers	New comprehensive plan. Growth mostly directed to UGAs as well as rural activity centers (RACs). Some PRC expansion.
• Alternative 4 - Dispersed Growth	New comprehensive plan. Growth distributed more evenly to UGAs, RACs, and existing Private Residential Communities (PRCs)

Alternative 4 was selected as the preferred alternative. This alternative more accurately accounts for the current pattern of development in the County but constrains further expansion of this pattern in a manner that would result in sprawl. This pattern satisfies the vision of Island County,

complies with the goals and objectives of the GMA and CWPP, and reduces environmental consequences, to the extent possible, that would result from increased population growth in Island County. This Comprehensive Plan presents Alternative 4 as an optimal land use pattern and policies for directing growth to UGAs, RACs and PRCs, and for preserving the rural character of Island County.

Measures to mitigate potential environmental consequences that the new adopted Comprehensive Plan and future regulatory efforts could implement are described in Section III of this Comprehensive Plan. Unavoidable environmental consequences would still, however, result from growth in Island County. These include the following:

- New development in Island County will result in site specific grading, filling, excavation, removal of plants and trees, and other disturbances to the earth. Although these impacts cannot be eliminated, they can be mitigated through a sound comprehensive plan and well-designed mitigation measures.
- As growth occurs, there would be an increase in the source of air pollutants, potentially degrading air quality.
- As urban development continues, some increases in impervious surfaces would be expected, potentially decreasing groundwater recharge, reducing surface water flows during dry periods, and increasing flooding problems.
- As urban growth occurs, increases in pollutant sources associated with urban uses would occur, potentially contaminating surface waters and groundwater.
- Demand for potable water will increase as population grows.
- Some habitat loss will occur with new development.
- Demand for power and natural resources will grow with increased residential, commercial and industrial development.
- Increased population growth and new development may increase potential noise sources.
- The need for more housing units of various types increases with population growth.
- Potential sources of light and glare increase as more development occurs.
- Increased development of natural landscapes reduces overall aesthetic quality.
- Increase in population can decrease the supply of recreation opportunities.
- Increased population will result in increased traffic and demand for transportation system improvements.

New growth and development will result in increased demand for public services and utilities, including fire, law enforcement, school facilities, park and recreation facilities, stormwater facilities and sewer and solid waste collection services.

ALTERNATIVE 1 - NO-ACTION (EXISTING PLAN-SPRAWL)

Under Alternative 1, a new comprehensive plan would not be adopted. The existing plan and zoning regulations would provide direction for future growth in Island County. There would be no change in existing County policies regarding the overall distribution of future land use patterns, population distributions, employment, resource lands protection, and residential development. Growth would continue based on past trends and would not be linked to the capacity of capital facilities. Residential growth would continue to disperse to the rural areas of Island County.

Environmental Consequences

If the No-Action Alternative were selected, new growth and development would continue at its current patterns. Growth would continue to be dispersed, and continuing this trend may have more severe impacts on rural lands than the other alternatives. If no attempt is made by the County to control growth in rural areas, the pressure to develop natural resource lands would likely increase. Potential land use policy implications and environmental consequences of Alternative 1 are discussed below.

Land Use: Current trends of sprawling suburban development; uncoordinated regional growth; infrastructure and capital facilities are inadequate and expanded at significant taxpayer cost.

Density: Overall low densities. New lots could be created at residential densities ranging from 3.5 dwelling units per acre in the existing Residential zone, 5 acre lots in the Rural Residential Zone, and 20 acre lots in the Forest Management and Agricultural zones. Additionally, greater densities may be achieved in the Rural Residential, Forest Management, and Agricultural zones through the PRD and TDR process. Lots established prior to the effective date of the new zoning regulations which do not meet minimum lot size requirements will be considered legal non-conforming lots capable of supporting uses intended for the zone.

Infilling: Moderate to low in urban growth areas; infilling of existing plats neither encouraged nor discouraged.

Resource Lands: Possible reclassification to non-resource uses; existing zoning offers moderate protection of resource lands.

Rural Areas: Become more urbanized or suburban in nature; increased urban levels of service needed.

Urban Growth Areas: Cities continue to expand by annexing unincorporated urban growth lands developed at suburban standards.

Growth and Population: Haphazard growth (historic population trends reveal approximately 32% growth in cities and 68% growth in unincorporated areas of the County); sprawl development; high land consumption per capita in rural areas; timing not dependent upon capital improvement programs.

North Whidbey - Current growth management policy: Under this alternative, development patterns continue subject to current policy. Approximately 50% of the expected North Whidbey growth would be directed into the Oak Harbor UGA. The remaining population would be directed into Private Residential Communities (35%) and the rural dispersed areas (15%).

Central Whidbey - Current growth management policy: The Coupeville UGA would experience a limited amount of growth in the twenty year time frame. Eighteen percent of the expected population growth in Central Whidbey would be directed into the UGA. The remainder of the growth is nearly equally split between PRCs and the rural dispersed areas of the region.

South Whidbey - Current growth management policy: Little growth would be accommodated by the Langley UGA (approximately 9% of growth). PRCs absorb about 50% of the expected growth. The other 40% of the population growth would be directed into the RCCs and rural dispersed areas.

Camano Island - Current growth management policy: Under Alternative 1, about two thirds of growth would be directed into the existing PRC lots and the remaining third into the rural dispersed areas. There are currently no UGAs or RCCs on Camano Island.

Development Impacts

High land consumption (actual and per capita); substantial development outside of incorporated areas; city annexations of suburban land; urban development pressures to convert agricultural lands to non-resource use; urban expansion and development in floodplain areas; rural residential development encroaching into forest resource areas; impacts on critical areas; need for significant and costly public facilities and services.

Transportation: Auto-oriented; major investment in new roads.

Protection of Environment and Critical Areas: Flood Damage Protection Ordinance used for floodplain regulation; Environmental Policy and Zoning and Land Development Ordinances for other critical areas; inconsistent regulatory approaches and various interpretations in regional and site specific review of land use proposals.

Open Space Corridors/Greenbelt Areas: Lacks regional approach and incentives; forest, agricultural lands, and rural areas presently provide open space amenities.

Economic and Employment Areas: Single-family development pressure on existing economic, commercial, and industrial uses; economic development sited without regard to sufficiency of economic growth.

Public Services Facilities and Utilities: Provided based on existing plans. Proliferation of on-site septic systems and small water systems.

Community Identity: Communities become more homogeneous as growth and development connect communities together. Rural areas continue to receive suburban

sprawl. Loss of individual community identity may occur as discreet communities become mingled with others at their fringes.

Incentives to Achieve Comprehensive Plan Goals

Open Space Taxation Programs; Planned Residential Development, Transfer of Development Rights, bonus density and amenities.

Topography/Geology/Soils. The No-Action Alternative would result in detrimental effects on the geology and soils of rural areas, contributing to erosion problems such as landsliding, accelerated runoff and erosion due to changes in the landscape incurred by construction. Impacts from continued dispersed development would in turn diffuse the impacts of development throughout the County, rather than projecting impacts onto a few specific areas. The cumulative geologic impacts in the County would increase as growth continued and may not be immediately apparent due to their dispersed nature. The sources of cumulative impacts are often more difficult to gage and control than point sources. Ultimately, the geologic impacts under this alternative may pose more challenging problems in the future as the cumulative effects manifest throughout the County.

Air. Under the No-Action Alternative the lack of urban centers will reduce the ability to efficiently provide transit or other alternative transportation modes. The private automobile, a major source of air pollution, would continue as the primary mode of transportation. Commercial, industrial, and other stationary sources of air pollution would be allowed in rural areas of the County, potentially decreasing the air quality in the rural areas. Residential growth in rural areas would likely increase wood smoke pollution. Because more dispersed development would be allowed with Alternative 1, air quality impacts to the areas around the incorporated cities would more likely be less than under the other alternatives.

Water. Under Alternative 1, rural Island County may experience greater development and associated increases in impervious surfaces than under the other alternatives. The primary impacts associated with such a development pattern would be increased peak stormwater runoff during storms, causing greater risk of flooding and reduced surface water flows during dry periods. An increase in impervious surfaces would also reduce the amount of potential recharge into surface and groundwater. Reduced surface water flows can damage fish habitat and increase the potential concentration of pollutants in surface waters. Reduced groundwater recharge could increase the potential for seawater intrusion and contamination.

The dispersed pattern of development may also be associated with on-site septic system development, use of individual well systems, and greater potential for under-treated or untreated disposal of pollutants. All of these factors may contribute to a greater potential for generalized groundwater contamination under this Alternative.

A continuation of the existing land use and land use decision processes will result in continued sprawling development throughout the County. One of the results of this type of development will be the continuation of the proliferation of small, unconnected water

systems and individual wells. Uncontrolled proliferation of small water systems and individual wells could impact the existing groundwater supplies and could negatively impact the groundwater resource.

Plants and Animals. As new growth spreads throughout the rural area of Island County, existing habitat areas would be cleared and wildlife habitat lost. Streams and supported aquatic life would be affected by stormwater runoff from the new development, clearing and accelerated erosion. Erosion and consequent sedimentation of riparian areas and streams may damage habitat for aquatic organisms. Grading and clearing activities could threaten sensitive plant species. Existing functioning wildlife corridors which serve as habitat and migration routes may be severed under this alternative.

Because development under this alternative could occur on a scattered and widespread basis, the potential for significant County-wide negative impacts may be greater than under the other alternatives.

Energy and Natural Resources. Under Alternative 1, detached single-family residential development would continue to be the primary type of residential growth. Detached dwelling units may be less efficient in their energy consumption than multi-unit buildings. In addition, the scattered, widespread development pattern may result in a less efficient delivery system for electrical energy, poor access to natural gas, and increased reliance on wood heating fuel. Greater occurrence of single-occupant vehicle trips, and longer automobile trip lengths, may result from this alternative as compared to the other alternatives, in turn resulting in higher fuel consumption rates. These factors would combine to result in a relatively greater impact on energy sources than may occur under the other alternatives.

Environmental Health. Under Alternative 1, rural areas may experience an increase in noise levels due to increased population and associated traffic. In areas near the incorporated cities, noise impacts could be relatively less under this alternative, because growth is not concentrated in these areas. Noise impacts adjacent to airports would be the greatest under this alternative as more development occurs near these areas.

Land and Shoreline Use. Under the No-Action Alternative, no new County-wide Comprehensive Plan would be adopted. The existing Comprehensive Plan and zoning would not be updated and would continue to serve as the major land use policy guide for the County. UGAs would not be designated and new growth would be permitted to disperse to rural areas of the County as allowed by existing zoning.

The County would not be in compliance with the requirements of the GMA and the CWPP. The GMA requires development of a comprehensive plan that contains land use, housing, transportation, public facilities, utilities, and rural elements. The elements of the comprehensive plan must be internally consistent, as well as consistent with the Optimal Land Use Map. The existing comprehensive plan does not respond to these requirements. The No-Action Alternative provides little predictability in land use development, leading to difficulties in providing urban services, a requirement of the GMA and CWPP.

Residential development would continue to follow current trends. Single-family homes would be the predominant housing type and few new multi-family homes would be developed in the unincorporated County. Housing would most likely continue to be a problem for households below median income. Residential development may be attracted to less expensive land away from existing incorporated cities or developed areas.

Sources of light and glare would gradually increase throughout the County under the No-Action Alternative. The most noticeable changes would be in rural areas.

Development pressure could result in loss of vegetation along waterways and wetlands, destroying some scenic views. Views of scenic ridges and shorelines could also be lost. Spread of development in rural areas could eliminate open space views and rural ambiance. As growth spreads throughout the rural areas of the County, the rural character of these areas may convert to a more developed, suburban character. Commercial and industrial land uses may also locate in rural areas and contribute to the loss of rural character.

With the No-Action Alternative, the designation of recreation and open space areas would be less than with the other alternatives.

More disruption or destruction of cultural sites would likely occur with the No-Action Alternative because undeveloped rural areas would be disturbed. However, this alternative probably provides the greatest opportunity to discover unknown cultural sites in rural areas.

Under this Alternative, the dispersed development pattern would potentially place the most pressure to convert natural resource lands to other uses.

Transportation. Under the No-Action Alternative, the dispersed pattern of growth may impair the County's ability to anticipate and plan transportation improvements. Decisions regarding road improvements, transit service, non-motorized facilities and other transportation improvements would be made in reaction to development as it occurs.

The single occupant vehicle would continue to be the primary mode of transportation. The dispersed, low density pattern of development in the rural areas would not support transit or other alternative modes of transportation, such as ridesharing, vanpools, or demand generated transit. Therefore, Alternative 1 would likely increase automobile trip lengths and associated maintenance needs of the County road system.

Due to reliance on the private automobile and the relatively poor ability to anticipate the need for transportation services, this Alternative may result in some increased congestion. Residents may also experience decreased mobility as transportation improvements lag behind new development and growth.

Traffic hazards associated with traffic congestion in rural areas may also increase under this Alternative. In addition, as more people drive through hazardous areas associated with built and natural features, the potential for accidents due to these causes will increase.

Public Services. A continuation of the dispersed pattern of development would contribute to a more inefficient system of fire and emergency service protection. This Alternative would continue the County's extensive reliance on volunteer fire fighters. Development in the rural areas near forested areas could increase the potential for fires, threatening the forest resource base and adjacent structures. Continued infilling of small privately owned and managed water systems with lacking or inadequate fire flow facilities (i.e., storage tanks, appropriately sized water lines) may result in decreasing quality of fire protection services, leading in turn to greater health and safety hazards and risk of property loss than with the other alternatives.

Lower density, scattered development would make it more difficult for the Sheriff's Office to respond to calls in a timely efficient manner. Longer times to respond to calls would also reduce the amount of time for patrol officers to engage in pro-active interaction with the community.

As the County's population grows, demand for services will increase and the associated service area will grow. Future departmental needs may include personnel, transportation, building maintenance and operation, youth center recreation and youth counseling, an information center and a County library system. The dispersed population base may make it difficult to provide services efficiently. Also, additional satellite offices including law enforcement, courts, engineering, permitting, and health and social services, to serve the rural area may be necessary.

Under the No-Action Alternative, new or expanded school facilities would be needed throughout the County. The continued spread of development to rural areas would limit the efficiency of serving these areas. Bus service would not be as efficient under this alternatives as it would be under the other alternatives .

As population disperses throughout the rural County, it may become more difficult for the County to efficiently provide recreational services to rural area residents. Access to recreational services may become more limited. However, because rural area residents may not have high expectations for recreational services, the increased need for such services may not be significant.

Utilities. Rural areas with low densities would become more developed, requiring communication services. Greater distribution distances would be required to serve these areas.

Under the No-Action Alternative, the scattered low density pattern of development would contribute to a more complex drainage network and more potential for development in flood prone areas. These factors would contribute to drainage systems that are more likely to be subject to failure. In addition, the cost of maintaining such a system would likely be greater than under the other alternatives.

New development in rural areas would likely result in individual and community septic systems as the most common form of sewage disposal rather than connections to wastewater treatment plants. Such systems may increase the potential for localized and undetected groundwater and surface water contamination.

A continuation of a scattered pattern of residential development would result in an inefficient, costly solid waste collection system. In addition, curbside recyclable pickup and other solid waste reduction opportunities may be limited for rural area residents.

ALTERNATIVE 2 - MUNICIPAL URBAN GROWTH AREA EXPANSION

For Alternative 2, high-density residential growth and commercial/light industrial employment opportunities would be directed to cities and their designated urban growth areas where adequate facilities, services, and utilities are provided for future growth.

Under Alternative 2, a new comprehensive plan would be developed for Island County. The plan would direct growth to designated municipal urban growth areas (UGAs). Cities and towns together with the unincorporated portions of the UGAs would accept a majority of the County's 20-year population forecast. The cities/town would develop land use policies directing employment growth to major commercial and light industrial centers within the UGAs. Island County would direct employment growth to UGAs. A variety of incentives such as clustering and maximum lot sizes would be implemented to promote development in UGAs. Urban Growth Areas would provide a full mix of land uses; high-density, single-family, and multi-family residential; commercial; light industrial; public and government; and recreational and open space.

Public facilities, services, and utilities would be provided throughout the urban area. Urban services would generally not be provided outside of UGAs.

Designated rural areas would be retained for rural lifestyles and would discourage urban forms of development. Rural landscape features and lifestyles would be retained by establishing overall low rural residential densities through massive downzoning. Rural residential cluster development options would allow for a variety of densities in rural areas while maintaining rural character.

Designated natural resource lands (agriculture and forest) would be protected and conserved. Natural resource land conversion to non-resource uses would be discouraged by designating commercial farmland and timberland for long-term conservation and utilization. Mineral resources of long-term commercial significance would be protected through implementation of Comprehensive Plan policies.

Transfer of Development Rights (TDRs) would be utilized to shift development from natural resource lands and certain critical lands (like wetlands), to Municipal UGAs.

A system of open space areas, corridors, and greenbelt networks would be created through planning or plan implementation. Critical area regulations would be established to achieve consistency with environmental policies in the Comprehensive Plan.

Environmental Consequences

Alternative 2 would necessitate composition of a new comprehensive plan that would direct future growth to established municipal UGAs where public facilities, services and utilities would be provided. These services would typically not be available outside of the UGAs. Growth would be concentrated resulting in less impacts on rural lands than Alternative 1. The

pressure to develop natural resource lands would also be less likely. Potential land use policy implications and environmental consequences of Alternative 2 are discussed below.

Land Use: Land designated as either UGA, resource land, or rural area; high-density mixed land use (multi-family and single-family residential, commercial, and limited industrial) in UGAs; conservation of resource lands and retention of rural landscape features and lifestyles beyond growth areas.

Density: High-density in UGAs; overall low-density in resource and rural areas achieved through aggressive implementation of regulatory and non-regulatory mechanisms. Lots established prior to the effective date of the new zoning regulations which do not meet minimum lot size requirements will be considered legal non-conforming lots capable of supporting uses intended for the zone.

Infilling: High in UGAs; limited in resource and rural areas, some limits to infilling of existing plats or non-conforming lots outside of UGAs.

Resource Lands: Protected and conserved for resource management and utilization; innovative land use techniques developed and put into practice (TDRs, conservation easements, cluster development requirements); UGAs become receiving areas for TDR program.

Rural Areas: Rural landscape features and lifestyle retained.

Urban Growth Areas: City purveyor of urban government services; urban development standards established; land cost and availability impacts housing cost and development starts.

Growth and Population: Oak Harbor, Coupeville, and Langley and the unincorporated portions of the UGAs (approximately 80% of projected population to reside in UGAs and 20% allocated to rural areas and resource lands); high-density development in urban areas; overall low-density in rural areas; low land consumption per capita; timing not as relevant due to location, but facility capacity should be available within relatively short time period; shift in distribution to growth inside urban areas.

North Whidbey - Growth directed to the expanded UGAs: In order to determine how much population could fit into the Oak Harbor UGA a rough inventory of residential lands was performed. For those unimproved residential lands within the incorporated UGA, the intended density for each property was applied, which was then used to determine the approximate number of dwelling units that could be constructed. The Oak Harbor average household size (2.64 persons per dwelling unit) was then multiplied by the total approximated number of additional dwelling units. Potential population capacity for the unincorporated UGA was determined by reducing all residential properties to a generic base urban density and applying the Oak Harbor average household size. Additionally, the Oak Harbor comprehensive plan lays out several large scale developments that are planned. These developments could accommodate a large degree of expected growth if they are carried out as planned. Although it is not practical, the current incorporated and unincorporated Oak Harbor UGA is large enough to accommodate all of the predicted North Whidbey population growth over the next twenty

years. Approximately 89% percent of the incoming population would be absorbed by the Oak Harbor UGA, with very little growth occurring in PRCs and rural dispersed areas.

***Central Whidbey** - Growth directed to the expanded UGAs:* In order to accommodate the degree of growth that Coupeville would experience under this alternative, the town would be required to expand its UGA boundary and/or change current densities within the town. Upon analysis of residentially zoned lands within Coupeville and the application of a generic density to each residential parcel (depending on its intended use; high, medium or low density), an approximate potential number of dwelling units can be determined. This figure was then multiplied by the Central Whidbey population factor (2.4 persons per dwelling unit). Additional residentially zoned parcels would then be required to increase density in order to accommodate some additional population. Because of the limitations of development within Coupeville, a fully contained community at the scale of an RCC would be required in order to absorb the level of population concentration expected in the Central Whidbey region.

***South Whidbey** - Growth directed to the expanded UGAs:* A high percentage of growth in the South Whidbey region is directed into the Langley UGA. Under this alternative, Langley would be required to change its UGA boundary and/or change densities within the boundary. Population capacity of Langley has been calculated by first figuring the potential number of parcels at base density in residentially zoned lands in the incorporated portion of the UGA. A Langley population factor of 2.35 persons per dwelling unit was then applied to the potential number of units. In the existing unincorporated portion of the UGA a generic urban density was applied to all lands zoned for residential use. Finally, additional land would be required in order to accommodate the large influx of population. The Langley UGA would take in most of the South Whidbey growth (about 78%).

***Camano Island** - Growth directed to the expanded UGAs:* Currently there are no UGAs in the Camano Island region. In order to successfully implement this development strategy a fully contained new community at the scale of an RCC would be required to be established. This community would offer the only mandated area for population concentration in this region. The same amount of growth would occur in PRCs as in Alternative 1, but the rural dispersed growth would be reduced relative to the RCC population gain. The remainder of the population would be directed into the new fully contained community.

Development Impacts

Low land consumption (actual and per capita); some, but limited rural development outside of UGAs; no conversion of or encroachment on agricultural, forest, mineral, and critical areas; compensatory regulations such as TDRs provided; little or no public facility or service extensions beyond UGAs.

Transportation: Multi-modal; ferries, air, bus, pedestrian/bicycle; lowest investment in roads.

Protection of Environment and Critical Areas: Development of additional environmental policy; creation of critical area regulations to be consistent with environmental policy; land use classifications and zoning to be sensitive to environmental constraints and critical areas.

Open Space Corridors/Greenbelt Areas: Open space corridors/greenbelt networks identified and established; resource lands and rural areas protected.

Economic and Employment Areas: Fewer economic development and employment opportunities in rural areas than under Alternative 1 as commercial and industrial growth is directed to UGAs.

Public Services Facilities and Utilities: Fully provided in UGAs. Urban scale utilities discouraged outside of UGAs. Interties and larger and well-managed rural water systems are encouraged over small, uncoordinated and poorly managed systems through continued implementation of the Coordinated Water System Plan and similar planning tools.

Community Identity: Provides opportunities to develop sense of place and character for UGAs. Rural character is retained.

Incentives to Achieve Comprehensive Plan Goals

Innovative land use techniques developed, for example: cluster development options, density bonus, open space retention programs, maximum lot size and TDRs program. Since UGAs are receiving areas for TDRs and higher density development is not allowed outside of UGAs, developers may be more likely to pay for TDRs to build at higher densities than with Alternative 3.

Topography/Geology/Soils. The UGAs would experience a large amount of growth, with significant geological impacts in newly developed areas. Incentives such as clustered housing, density bonuses, and maximum lot sizes would decrease the acreage per capita of land developed, thus decreasing the impacts on soil and geologic resources. The relatively small amount of new development permitted in rural areas would result in few impacts to natural resource lands. Concentrating the development in specific areas would simplify mitigation planning and reduce the overall cumulative impacts. Monitoring impacts would be more easily accomplished under this alternative than under Alternative 1.

Air. Because Alternative 2 would allow only a relatively small amount of new growth to disperse into the rural parts of the county, rural air quality impacts related to automobile and wood stove emissions and industrial activities would be less than with Alternative 1. Some impacts, however, from automobile and wood stoves would still be felt.

In the UGAs, the concentration of growth may increase the overall impact of vehicle emissions, wood stove smoke, and industrial development on air quality. However, relatively higher densities of residential development may support transit or alternative modes of transportation. The concentration of residential development and retail/commercial services may also reduce overall vehicle trip lengths and increase non-

motorized transportation opportunities. These factors may combine to mitigate the overall air quality impacts in urban areas.

Water. Under Alternative 2, the rural areas would not experience a significant amount of new growth. Therefore, rural area impacts associated with development and increased impervious surfaces would be less than described under Alternative 1.

In the UGAs, more intensive and increased development could result in increased flooding and water quality impacts. However, the potential for more efficient building techniques may help to minimize impervious surfaces and associated water impacts. In addition, concentration of growth in the UGAs would provide greater potential for development of sanitary sewer systems, thereby reducing the potential for flooding and surface and groundwater contamination. Because development under Alternative 2 may be more intensive than under Alternative 1, the potential for introduction of urban contaminants into the surface and groundwater system may be increased. However, there may be greater opportunities to control stormwater in urban areas. Since development within UGAs would affect a limited area relatively fewer surface and groundwater resources would be potentially impacted with this alternative.

Alternative 2 would ensure that public water supply would be provided within the UGA boundaries. This would be accomplished through the planned expansion of existing systems. There would be relatively little increased demand in the rural areas, thereby protecting existing small systems. With well-planned and managed water systems serving the majority of new population growth, problems of sea water intrusion and depletion of ground water resources will likely be less severe in the rural areas than under Alternative 1.

Plants and Animals. In the rural areas, less habitat damage would result from Alternative 2 than under Alternative 1. Stream and riparian habitat could be impacted in the rural areas that are downstream from the UGAs.

In the UGAs, concentration of new growth would impact habitat areas to a greater degree than under Alternative 1. Disruption of streams and riparian areas in and downstream of UGAs would damage habitat for fish and other aquatic life. Wildlife movement corridors could be disrupted or fragmented as a result of new development.

Energy and Natural Resources. Under Alternative 2, new rural growth would continue to require energy resources. Rural growth, although limited, would continue to be dispersed. Such a pattern of development would require an extensive distribution system to serve relatively few consumers. New residents may have limited or no access to certain energy resources, such as natural gas.

Concentrated growth in the UGAs may provide for a more efficient delivery system and widest access to all energy resources. Urban style development and the urban population base may also provide greater opportunities for energy conservation. However, concentrated growth may also create obstacles in siting electric and gas utilities. Development pressure, increased land costs, and "not in my backyard" attitudes may increase the difficulty and cost for energy utilities to acquire land and develop facilities.

Environmental Health. Rural noise impacts would be similar to, but less than, those described for Alternative 1. In the UGAs, increased noise from a concentration of people, activity, and traffic would be expected. Noise impacts from Whidbey Island NAS would be less than Alternative 1 because development would not be concentrated in areas subject to aircraft noise.

Land and Shoreline Use. Under Alternative 2, Island County would adopt a new comprehensive plan. The new plan, together with amended development regulations, would bring the County substantially into compliance with the GMA and CWPP. Other plans and policies would be made consistent with the Comprehensive Plan. The updated Comprehensive Plan and development regulations would provide the policy bases for evaluation of future proposed land use actions.

Single-family residential development in rural areas would be less than Alternative 1, and more multi-family residential housing would be provided in the designated UGAs. Residential developments would be planned with a goal of providing a diversity of housing opportunities to help ensure a fair, equitable, and rational distribution of low-income, moderate-income, and special needs housing. However, establishment of UGAs may limit land supply and create potential shortages in housing, thereby increasing costs.

Cluster developments would be allowed and encouraged, to preserve open space when achieving specified open space requirements and minimizing encroachment on existing land uses. Because of restrictions in the amount of development in rural Island County, rural housing may become more expensive than would occur under Alternative 1.

Light and glare would gradually increase slightly in the rural areas but would be primarily concentrated in the UGAs.

The low density rural character of the rural areas would be minimally impacted. In the UGAs, a gradual transition from the existing development pattern to a more urban character would occur. The rural areas would experience a limited amount of development which could result in less impacts to agricultural, forest lands, and view corridors compared to Alternative 1.

Urban style development in the UGAs may result in the loss of scenic lands and of certain view corridors. Overall, the character of some land in the UGAs may change from natural and undeveloped to a developed urban appearance.

As development occurs in UGAs, open space would be designated through planning policies. These policies should provide more recreation areas than with Alternative 1.

Under Alternative 2, historic and cultural sites would be more likely to remain undisturbed in rural areas than with Alternative 1. Loss of historic structures in UGAs could be accelerated through redevelopment efforts due to increased development pressure in those areas.

With Alternative 2, there would be less pressure to convert natural resource lands in the rural areas. Most growth would be concentrated in the UGAs. Resource lands in a UGA would feel the greatest pressure to convert to other uses.

Transportation. Under Alternative 2, the dispersed rural population may continue to contribute to a less efficient road system, longer trips, and reliance on the private automobile. However, because new growth in the rural area is limited, these impacts may be minimal and would be less than under Alternative 1.

In the UGAs, the potential for congestion would likely increase as the population grows. The concentrated population base, however, would be more likely to be able to support corrective measures plus transit and other alternative modes of transportation within and between developed UGAs. Public investment to improve the transportation infrastructure may be needed to avoid congestion in these areas.

In the rural areas, traffic hazards would increase less than under Alternative 1. In the UGAs, traffic hazards would increase due to the concentration of people and vehicles in and around the UGAs. As high capacity transit use increases, the potential for a significant accident involving these vehicles would also increase.

Public Services. Some limited expansion of fire and emergency services in the rural areas may be required. Expansion or creation of water systems with inadequate fire flow capability would occur to a lesser degree than with Alternative 1. Concentrated growth in the UGAs would require expansion of fire stations and services in these areas.

The major emphasis on law enforcement services would be in the UGAs. These areas would require additional police personnel, stations, and support staff. Because urban style development in the UGAs would be relatively compact, police response time may be maintained or improved.

The more concentrated population growth in the UGAs may allow the County to continue to provide most services from current locations. Expansion of the existing offices and development of some new offices as described under Alternative 1, however, would be necessary to serve the increased population. Some satellite offices may also continue to be necessary.

Over-crowding of existing school facilities could occur with concentrated growth in UGAs. New school facilities, expansion of existing facilities, and new school staff would be necessary in the UGAs.

In rural areas, demands for recreational services would be similar, but to a lesser degree, than those described in Alternative 1. Urban area residents may have higher expectations and needs for recreational programs than the rural population.

Utilities. The communications distribution system to serve the UGAs would be more compact and efficient than would be likely in the rural areas. Planning for new communication services may be more predictable and the population base may be more capable of supporting optional communication services. As population becomes more concentrated, sites for distribution facilities, antennas and towers may be more difficult to acquire and develop.

The concentrated pattern of growth and associated runoff could impact existing stormwater facilities, requiring major improvements. Until improvements are made, the urban areas may experience increased flooding or contamination of stormwater runoff.

In the UGAs, there would be increased use of existing sanitary sewer facilities and there may be a need to convert septic tanks to sanitary sewer systems. Expansion of the existing sewer system and development of a new sewer system would be a costly, long-term capital investment: Until the new system is complete, the urban areas would be at increased risk for groundwater and surface water contamination.

The need for solid waste facilities, such as transfer stations and compost/recycling facilities, would increase in the UGAs. At the same time, siting of such facilities in urban areas would become increasingly difficult with population growth and potential conflicts with nearby residential uses.

ALTERNATIVE 3 - EXPANSION OF RURAL COMMUNITY CENTERS AND MUNICIPAL URBAN GROWTH AREAS

Under Alternative 3, growth would be directed to Municipal UGAs as well as Rural Community Centers (RCCs). The RCCs are non-municipal urban growth areas identified for mixed-use, medium-density residential growth and rural commercial services. Light Industrial/Business Park Areas would be located in UGAs, RCCs and pre-designated areas. Rural Residential and Residential designations are also considered to accommodate the diverse needs of a Rural Community.

Under this alternative, a new Comprehensive Plan would be developed for Island County. The plan would direct intensive urban growth to designated UGAs. The UGAs would accept an increased proportion of the County's 20-year population forecast as compared to Alternative 1, but less than under Alternative 2. The cities/town would develop land use policies directing employment growth to major commercial and light industrial centers. A variety of incentives such as clustering, density bonuses, and maximum lot sizes, would be implemented to promote development in UGAs. UGAs would provide a full mix of land uses: high-density, single-family, and multi-family residential; commercial; light industrial; public and government; and recreational and open space. TDRs would be used to shift development from natural resource and critical lands to higher density areas, but would not be required in UGAs.

Island County would primarily direct rural employment growth to Rural Activity Centers (RACs) such as rural business centers, existing highway commercial areas and rural neighborhood businesses, and to light industrial/business park areas. These areas would be designated for mixed-uses, limited commercial services and light industrial uses (i.e. manufacturing). RACs, such as rural neighborhood businesses and existing highway commercial areas, would allow for neighborhood businesses and for improvements and expansion at existing commercial business areas that are outside of Municipal UGAs, RCCs and rural business centers. Outside of Municipal Urban Growth Areas and Rural Community Centers, substantial downzoning may be necessary.

Public facilities, services, and utilities would be provided throughout the urban area. Fewer urban services would be provided outside of Municipal UGAs, with limited non-county urban

services provided in rural community centers. A land use progression would be established to accommodate future growth and the designation of new UGAs.

As with Alternative 2, Alternative 3 includes designated natural resource lands (mineral resources of long-term commercial significance, agriculture and forest) that will be protected and conserved. A system of open space areas, corridors, and greenbelt networks would be created through planning or plan implementation.

Multiple modes of transportation would be developed. Air, vehicular, ferry, bus, and pedestrian/bicycle access would be provided. This alternative emphasizes the use of public transit (buses) to serve designated Rural Community Centers and to provide service between RCCs and UGAs. There would be an investment in improving road capacity within and between RCCs and UGAs. Emphasis would be placed on access from surrounding areas to each RCC and UGA, with only minor improvements in arterials and state highways.

Environmental Consequences

Alternative 3 would require development of a new comprehensive plan to direct intensive urban growth to designated Municipal UGAs and RCCs, and to direct rural growth to rural areas. Public services would be provided in UGAs and to some extent in RCCs. Rural landscape features and lifestyles would be preserved through a variety of rural densities. This alternative blends the concepts presented in Alternative 2 with the recognition that rural Island County residents desire the same public services and some of the same conveniences which are enjoyed by their urban counterparts. In rural areas, infill development would be targeted in existing developed areas. As with Alternative 2, growth would be concentrated resulting in less impacts on rural lands than with Alternative 1. The pressure to develop natural resource lands would also be less than Alternative 1.

Potential land use policy implications and environmental consequences of Alternative 3 are discussed below.

Land Use. Land designated as either UGAs, RCCs, resource land, or rural area; high-density mixed land use (multi-family and single-family residential, commercial, and limited industrial) in UGAs and RCCs; conservation of resource lands and retention of rural landscape features and lifestyles beyond growth areas; RCCs provide moderate-density mixed land use (residential and commercial services).

Density. High-density in Municipal UGAs; moderate-densities in RCCs; overall low-density in resource and rural areas. Lots established prior to the effective date of the new zoning regulations which do not meet minimum lot size requirements will be considered legal non-conforming lots capable of supporting uses intended for the zone.

Infilling. High in Municipal UGAs and RCCs; limited in previously platted areas, non-conforming lots, and on resource lands. .

Resource Lands. Protected and conserved for resource management and utilization; innovative land use techniques developed and put into practice (TDRs, conservation easements, cluster development requirements);.

Rural Areas. Rural landscape features and lifestyle retained; rural agriculture and rural forest designations used to balance resource land conservation against population immigration and natural increases.

Urban Growth Areas. City purveyor of urban governmental services; urban development standards; RCCs, as non-municipal UGAs provide alternative to city environment; RCC development standards established.

Growth and Population. A higher proportion of growth directed to urban areas; high-density development in urban areas; orderly progression of growth outside of Municipal UGAs with mixed-use, moderate-densities in RCCs and overall low densities in rural areas; timing of growth based on availability and adequacy of public facilities, services, and utilities; shift in population distribution to urban areas.

North Whidbey *- Growth directed into the expanded UGAs and RCCs:* This alternative mirrors that of Alternative 2 because there are no RCCs in the North Whidbey region. Additionally, it would not make environmental or economic sense to create one since Oak Harbor could accommodate this portion of the population quite easily. As a result, the Oak Harbor UGA would still accommodate about 86% of the expected growth. The remaining population created under this alternative would be absorbed by PRC lots and the rural dispersed areas.

Central Whidbey *- Growth directed into the expanded UGAs and RCCs:* Currently there are no RCCs in this region, but under this alternative a new fully contained community at the scale of a rural village would be required in order to accommodate some concentrated growth beyond that of the Coupeville UGA.

South Whidbey *- Growth directed into the expanded UGAs and RCCs:* The Langley UGA still experiences a heavy growth rate but to a much lesser extent than Alternative 2. Population is based on near total buildout at a relatively high urban density within the existing incorporated and unincorporated UGA. Modification of the current UGA boundary may be required for successful implementation of this alternative. The remainder of the population is absorbed by the Clinton and Freeland RCCs. The population capacity for these two RCCs has been determined by taking an inventory of all existing plats and residentially zoned parcels that lie within the RCC boundary. A generic density of 3.5 dwelling units per acre was then applied to all residentially zoned parcels. Once the approximate number of dwelling units was calculated the South Whidbey population factor (2.5 persons per dwelling unit) was applied. Roughly 29% of the incoming population would be directed into the Langley UGA. The greatest concentration of population would occur in the two RCCs that collectively, would accommodate about 45% of the South Whidbey growth.

Camano Island *- Growth directed into the expanded UGAs and RCCs:* Once again this region does not currently have any UGAs or RCCs. As a result, a fully contained new community at the scale of a rural village would be required to be established. This community would act as a center for population concentration, but to a lesser extent than that of an RCC, as in Alternative 2. The fully contained community that would be

established under this alternative would accommodate roughly 10% of new growth with the majority (about 70%) being placed in existing PRC lots.

Development Impacts

Low land consumption (actual and per capita); rural development outside of Municipal UGAs and RCCs no conversion of or encroachment on agricultural, forest, mineral, and critical areas via performance standards; compensatory regulations such as TDRs provided; rural residential cluster development required; little or no public facility or service extensions beyond Municipal UGAs and RCCs, although limited expansion in facility and service capacities may be needed to accommodate existing development.

Transportation. Multi-modal: ferries, air, bus, pedestrian/bicycle; moderate road investment to increase capacity between RACs, RCCs and UGAs.

Protection of Environment and Critical Areas. Development of additional environmental policy; amendment of existing critical area regulations to be consistent with environmental policy; land use classifications and zoning to be sensitive to environmental constraints and critical areas.

Open Space Corridors/Greenbelt Areas. Open space corridors/greenbelt networks established in implementation of plan, resource lands and rural areas protected.

Economic and Employment Areas. Mixed use in Municipal UGAs, RCCs and RACs; reduction of some single-family residential development in rural areas would be offset by mixed use development in RACs; rural economic growth in the county; less constraints on land supply.

Public Services, Facilities and Utilities. Fully provided to Municipal UGAs. Limited services and utilities in RCCs and RACs by non-county providers. Discouraged outside of UGAs and RACs.

Community Identity. Provides opportunities to develop sense of place and character for municipal urban growth areas and RCCs. Rural character is retained.

Incentives to Achieve Comprehensive Plan Goals

Innovative land use techniques developed, for example: cluster development options, density bonus, open space retention programs, maximum lot size and TDRs. Developers may be reluctant to pay for TDRs with this Alternative if they can get higher densities in other ways without paying for TDRs.

Topography/Geology/Soils. Since development will be limited in rural areas, impacts on geologic resources will likely be less than Alternative 1. Because increased development will occur in Municipal UGAs as well as in RCCs and RACs, impacts will be more widely spread than in Alternative 2. Any development in rural areas will need to be closely monitored to reduce impacts caused by construction. Natural resource lands would be at risk for development if not specifically protected in the Comprehensive Plan.

Further economic development would be directed towards existing developed areas, which would reduce the potential for impacts.

Air. In the rural areas outside of the RACs, little new development would occur. Therefore, air quality impacts would be minimal. Under Alternative 3, the designated Municipal UGAs, RCCs and RACs would experience impacts similar to those described for the UGAs under Alternative 2. Since development would be concentrated into Municipal UGAs and RCCs throughout the County, the impacts would be more dispersed throughout the County than with Alternative 2.

Water. As with Alternative 2, Alternative 3 would create the most significant impacts to surface and groundwater in the Municipal UGAs and RCCs. These impacts would be similar to those described for the UGAs under Alternative 2. Because the RACs are dispersed around the County and may not have sanitary sewage treatment systems, they may impact more surface and ground water resources than the UGAs.

Under Alternative 3, water supply within the Municipal UGAs would be fully provided through the coordinated planning process. Existing systems would expand to provide needed supplies. In addition, limited supply expansion would be accomplished within the RCCs. Any development of water supply outside of these areas would be of a non-urban scale. Because nearly all of the development would occur in these areas, water demand would be most concentrated under this alternative. This alternative, while posing the greatest potential for localized exhaustion of the groundwater supply, will also provide for service to a greater proportion of the population by well-managed water systems, which may offset any threat of localized ground water depletion.

Plants and Animals. Under Alternative 3 the impacts to rural habitats would largely be limited to indirect impacts associated with nearby urban style development. This includes potentially disrupting large feeding, nesting, and/or movement corridors, and increased reliance on humans for food and shelter.

In the Municipal UGAs, RCCs and RACs, impacts to plants and animals would be similar to the UGA impacts described for Alternative 2. However, because Alternative 3 contains more discrete areas with the potential for new development, the potential for downstream aquatic habitat damage and fragmentation or destruction of habitat areas is greater in and around designated growth areas.

Energy and Natural Resources. Because most of the new growth would occur within designated areas, Alternative 3 provides the most efficient delivery system, the greatest opportunity for conservation, and the widest access to energy resources.

Environmental Health. Because the rural areas would experience little new growth, noise levels would remain unchanged from current conditions. In the Municipal UGAs, RCCs and RACs, noise would increase due to the concentration of population in these areas. As with Alternative 2, noise impacts from Whidbey Island NAS would be minimized by discouraging development near air operations.

Land and Shoreline Use. As with Alternative 2, under Alternative 3, Island County would adopt a new comprehensive plan. The new plan, together with amended development regulations, would bring the County substantially into compliance with the GMA and CWPP. The new plan would require that other plans and policies be consistent and would provide the policy basis for evaluation of future proposed land use actions.

Under Alternative 3, single-family residential development in rural areas would be less than Alternative 1 but more than Alternative 2, since development would be allowed within RCCs. High-density mixed land use would be limited to Municipal UGAs and moderate-density mixed land use would be provided in RCCs and RACs. Residential developments would be planned with a goal of providing a diversity of housing opportunities to help ensure a fair, equitable and rational distribution of low-income, moderate-income and special needs housing.

Because more mixed density residential would be allowed in more areas in the County, the impacts to affordability may be less significant than Alternative 2.

Direct exposure to light and glare in the rural areas, outside of the RACs, would generally remain the same as existing conditions. Light and glare levels would increase and be concentrated in the Municipal UGAs, RCCs and RACs. Because Municipal UGAs are larger and are associated with existing cities/town, these areas would continue to be the greatest source of light and glare. Indirect light and glare impacts on rural areas would likely occur as urban "glow" from the Municipal UGAs, RCCs and RACs becomes visible after dark, resulting in eroded visibility of the night sky.

Under Alternative 3, the rural areas would experience little impact on existing aesthetic resources. Most or all of the rural areas outside of the RACs would remain largely unchanged from current conditions. In the Municipal UGAs and RCCs, aesthetic impacts would be similar to those described for Alternative 2. In the RACs, a gradual transition from the current rural character to a more suburban developed appearance would occur.

As development occurs in UGAs and RACs, open space would be established through implementation of planning policies. Encouragement of cluster developments with required open space would also provide more lands for recreational opportunities. Alternative 3 should provide more open space and recreational opportunities than Alternatives 1 and 2.

Under Alternative 3, the rural areas outside of the RACs would be the most protected from disruption of historic or cultural sites. Impacts to historical and cultural resources in the Municipal UGAs and RCCs would be similar to those described under Alternative 2.

Under Alternative 3, impacts to designated natural resource lands would be similar to those described for Alternative 2. For RCCs and RACs in close proximity to designated natural resource lands, the potential for conversion and/or land use conflicts may be greater.

Transportation. Under Alternative 3, the rural transportation system and rural area traffic hazards would remain largely unchanged from existing conditions.

Transportation impacts and traffic hazards in the Municipal UGAs and RCCs would be similar to those described for urban areas under Alternative 2. Compared to the Municipal UGAs, the average density and geographic size of the RCCs is relatively limited. Therefore, the RCCs may be less able to support transit or other alternative transportation modes and may have continued reliance on the private automobile. However, because services will be located near residential areas, vehicle trips may be shorter and the opportunity for non-motorized trips may be greater.

Public Services. Minimal new fire or sheriff services would be required in the rural areas outside of the RACs to maintain existing levels of service. Within the Municipal UGAs and RCCs impacts would be similar to those described under Alternative 2.

Impacts would be similar for government services, schools and recreation facilities as to those described under Alternative 2.

Utilities. Impacts to communications and water and stormwater facilities would be similar to those under Alternative 2.

Impacts to sewer/septage and solid waste facilities would also be similar to those under Alternative 2. In the rural community centers, the issue of septic tank conversion to sanitary sewer system may be more problematic because of the relatively lower population base. If this transition does not occur, the rural community centers may be at relatively higher risk for septic system failure and groundwater contamination.

ALTERNATIVE 4 - EXPANSION OF PRIVATE RESIDENTIAL COMMUNITIES, MUNICIPAL URBAN GROWTH AREAS AND RURAL COMMUNITY CENTERS

Under Alternative 4, the majority of new growth would be directed to UGAs. Growth outside of Municipal UGAs would be directed to Private Residential Communities (PRCs) and Rural Community Centers (RCCs). The PRCs are existing platted communities, including subdivisions and Planned Residential Developments (PRDs). Scaled-down versions of RCCs would also be designated to receive new growth.

As with Alternative 3, under this alternative, a new Comprehensive Plan would be developed for Island County. The plan would direct intensive urban growth to designated Municipal UGAs and Non-Municipal UGAs (Rural Community Centers). The Municipal UGAs would accept an increased proportion of the County's 20-year population forecast relative to the no-action alternative. The cities/town would develop land use policies directing employment growth to major commercial and light industrial centers. A variety of incentives such as clustering, density bonuses, and maximum lot sizes, would be implemented to promote development in UGAs. UGAs would provide a full mix of land uses: high-density, single-family, and multi-family residential; commercial; light industrial; public and government; and recreational and open space. TDRs would be used to shift development from natural resource and critical lands to higher density areas, but would not be required in UGAs.

As under Alternative 3, Island County would primarily direct rural employment growth to RACs. Public facilities, services, and utilities would be provided throughout the urban area. Urban services would generally not be provided outside of Municipal UGAs, except for limited non-county urban services that may be provided in RCCs and RACs. A land use progression would be established to accommodate future growth and the designation of new UGAs.

Existing rural residential neighborhoods would be designated to receive the bulk of new rural growth through infilling and moderated development of adjacent lands. A variety of densities would be provided in rural areas while maintaining rural landscape features and lifestyles. Outside of Private Residential Communities, Urban Growth Areas (both municipal and non-municipal) and Rural Activity Centers, substantial downzoning may be necessary. Urban forms of development would be discouraged in rural areas.

As with Alternatives 2 and 3, Alternative 4 includes designated natural resource lands (mineral resources of long-term commercial significance, agriculture and forest) that would be protected and conserved. A system of open space areas, corridors, and greenbelt networks would be created through planning or plan implementation.

Multiple modes of transportation would be developed, but not to as great a degree as under Alternative 3. Public transit (buses) would provide service between Rural Community Centers and Municipal UGAs. Limited transportation improvements are possible for the PRCs, as they are spread out and relatively isolated. In this scenario, UGAs and RACs would be "hubs", providing services to the outlying PRCs. Transportation service between the hubs can be accomplished relatively efficiently, while little opportunity exists for increased efficiency in transportation from the PRCs to the hubs.

Environmental Consequences

Alternative 4 would require development of a new comprehensive plan to direct intensive urban growth to designated UGAs (both municipal and non-municipal) and direct rural growth to designated PRCs, RACs and rural areas. Public services would be provided in Municipal UGAs and to some extent in RCCs and RACs, with privately-owned and operated utilities available at the PRCs. Rural landscape features and lifestyles would be preserved through implementation of policies which strongly discourage rural sprawl. By blending the concepts presented in Alternatives 2 and 3 with the recognition that many new residents of the County are attracted to shoreline residential areas, and that a shutdown of new development in these areas is not likely to be met with widespread acceptance, Alternative 4 is more realistic and responsive to the demands and desires of new and existing residents than the other alternatives. In rural areas, infill development would be targeted in existing developed areas. As with Alternative 2 and 3, growth would be concentrated resulting in less impacts on rural lands than with Alternative 1. The pressure to develop natural resource lands would also be less than Alternative 1.

Potential land use policy implications and environmental consequences of Alternative 4 are discussed below

Land Use. Land designated as either Municipal UGA, RCC, RAC, PRC, resource land, or rural area; high-density mixed land use (multi-family and single-family residential,

commercial, and limited industrial) in Municipal UGAs; conservation of resource lands and retention of rural landscape features and lifestyles beyond growth areas; RCCs provide moderate to high density mixed land use (rural residential and commercial services), PRCs provide moderate to high density residential development with little or no commercial development.

Density. High-density in Municipal UGAs; moderate to high densities in RCCs and PRCs; overall low-density in resource and rural areas. Lots established prior to the effective date of the new zoning regulations which do not meet minimum lot size requirements will be considered legal non-conforming lots capable of supporting uses intended for the zone.

Infilling. High in UGAs, RCCs, and PRCs; limited on non-conforming lots, in resource areas and rural lands.

Resource Lands. Protected and conserved for resource management and utilization; innovative land use techniques developed and put into practice (TDRs, conservation easements, cluster development requirements); UGAs (both municipal and non-municipal) become receiving areas for TDR program.

Rural Areas. Rural landscape features and lifestyle retained; RACs maintain existing rural community identities; rural mineral, agriculture and rural forest designations used to ensure resource land conservation.

Urban Growth Areas. City is purveyor of urban governmental services; urban development standards; rural community centers provide alternative urban environment; RCC development standards established.

Growth and Population. A higher proportion of growth directed to urban areas; high-density development in urban areas; orderly progression of growth outside of urban areas with mixed-use, moderate to high residential densities in RCCs and PRCs, and overall low densities in rural areas; timing of growth based on availability and adequacy of public facilities, services, and utilities.

North Whidbey - Growth directed into the UGAs, RCCs and PRCs: Oak Harbor still absorbs more than 75% of the population growth over the next twenty years but additional choice is offered through the availability of some additional PRC lots. Potential population for PRC lots has been taken from the 1995/1996 land-use inventory. It has been determined by calculating how many PRC lots remain unimproved and applying the North Whidbey average household size (3.1 persons per dwelling unit) to this figure. The allocation of population to the Oak Harbor UGA has been calculated by assuming that there will be partial infill of all unimproved residential lands in both the incorporated and unincorporated areas of the UGA. The remaining population is placed in the rural dispersed areas.

Central Whidbey - Growth directed into the UGAs, RCCs and PRCs: In an effort to be sensitive to the water problems that Coupeville experiences, the UGA does not experience tremendous growth under any alternative. Under Alternative 4 this sensitivity persists. Additionally, this alternative does not require the Central Whidbey region to

establish a new fully contained community, rather directs remaining growth into the PRC lots. Once again, PRC lot availability is based on what lots remain unimproved.

South Whidbey - Growth directed into the UGAs, RCCs and PRCs: This alternative attempts to concentrate growth in all three categories, thus reducing the overall growth pressures. Langley UGA is allocated population based on partial filling of both the incorporated and unincorporated portions of the UGA. The RCCs of Clinton and Freeland experience growth based on a reduced rate of infill as compared to Alternative 3. PRCs absorb the remaining population which has been calculated by looking at unimproved lots and applying the South Whidbey growth rate to those lots. Alternative 4 would reduce the burden on RCCs and the UGA by placing 41% of new growth in the existing PRC lots.

Camano Island - Growth directed into the UGAs, RCCs and PRCs: This alternative would not require the establishment of a fully contained community. Population would be directed primarily into existing PRCs. The level of infill of PRC lots is based on how many unimproved lots are available in the Camano region and then applying the Camano average household size (2.3 persons per dwelling unit) to that total. Because establishing a new fully contained community is not required under this alternative, the majority of new growth would be placed in already existing PRC lots.

Development Impacts

Low land consumption (actual and per capita); rural development outside of Municipal UGAs, RCCs and PRCs; RCCs designated for mixed-uses (medium density residential and rural commercial services); no conversion of or encroachment on agricultural, forest, mineral, and critical areas via performance standards; compensatory regulations and programs such as TDRs provided; rural residential cluster development required; little or no public facility or service extensions beyond UGAs, although limited expansion in facility and service capacities may be needed to accommodate existing development.

Transportation. Multi-modal: ferries, air, bus, pedestrian/bicycle; moderate road investment to increase capacity between RACs, RCCs and Municipal UGAs.

Protection of Environment and Critical Areas. Development of additional environmental policy; amendment of existing critical area regulations to be consistent with environmental policy; land use classifications and zoning to be sensitive to environmental constraints and critical areas.

Open Space Corridors/Greenbelt Areas. Open space corridors/greenbelt networks established in implementation of plan, resource lands and rural areas protected.

Economic and Employment Areas. Mixed use in UGAs and RACs; reduction of some single-family residential development in rural areas would be offset by mixed use development in RCCs and RACs and moderate density residential development in PRCs; rural economic growth in the county.

Public Services Facilities and Utilities. Fully provided in Municipal UGAs. Urban-scale services and utilities discouraged outside of UGAs. Limited services and utilities in RCCs, RACs and PRCs by non-county providers.

Community Identity. Provides opportunities to develop sense of place and character for urban growth areas, PRCs and RACs. Rural character is retained.

Incentives to Achieve Comprehensive Plan Goals

Innovative land use techniques developed, for example: cluster development options, density bonus, open space retention programs, maximum lot size and TDRs.

Topography/Geology/Soils. Since development will be limited in rural areas, but will be allowed near existing residential developments, impacts on geologic resources will likely be less than Alternative 1 but greater than in Alternatives 2 and 3. Because increased development will occur in UGAs (municipal and non-municipal) as well as in RACs, impacts will be more widely spread than in Alternative 2. Any development in rural areas will need to be closely monitored to reduce impacts caused by construction. Natural resource lands would be at risk for development if not specifically protected in the Comprehensive Plan. Further economic development would be directed towards designated and/or existing developed areas.

Air. In the rural areas outside of the RACs and PRCs, little new development would occur. Therefore, air quality impacts would be minimal. Under Alternative 4, the designated UGAs (municipal and non-municipal), RACs, and PRCs would experience impacts similar to those described for the UGAs under Alternative 2. Since development would be concentrated into UGAs, RACs, and PRCs throughout the County, the impacts would be more dispersed throughout the County than with Alternative 2.

Water. As with Alternatives 2 and 3, Alternative 4 would create the most significant impacts to surface and groundwater in the UGAs (municipal and non-municipal), RACs, and PRCs. These impacts would be similar to those described for the UGAs under Alternative 2. Because the RACs and PRCs are dispersed around the County and may not have sanitary sewage treatment systems, they may impact more surface and ground water resources than the UGAs.

Under Alternative 4, water supply within the Municipal UGAs would be fully provided through the coordinated planning process. Existing systems would expand to provide needed supplies. In addition, limited supply expansion would be accomplished within the RCCs, RACs and PRCs; additional water supplies may need to be developed for new growth within PRCs. Water demand would be less concentrated under this Alternative than under Alternatives 2 or 3.

Plants and Animals. Under Alternative 4 the impacts to rural habitats would largely be limited to indirect impacts associated with nearby urban style development. This includes potentially disrupting large feeding, nesting, and/or movement corridors, and increased reliance on humans for food and shelter.

In the UGAs (municipal and non-municipal) and RACs, impacts to plants and animals would be similar to the UGA impacts described for Alternative 2. Additional impacts can be expected to be associated with infilling of existing plats and PRDs. Impacts to wildlife in rural areas would be much less than under Alternative 1.

Energy and Natural Resources. Under Alternative 4, growth is more dispersed than under Alternatives 2 and 3, requiring greater energy resources and higher energy costs. This Alternative may also provide the greatest obstacles to new energy facility siting and development, as described under Alternative 2.

Environmental Health. Because the rural areas would experience little new growth, noise levels would remain essentially unchanged from current conditions. In the UGAs (municipal and non-municipal), RACs, and PRCs, noise would increase due to the concentration of population in these areas. As with Alternative 2, noise impacts from Whidbey Island NAS would be minimized by discouraging new development near air operations. However, some aircraft noise may be expected to impact new residents within PRCs in noise zones as infilling occurs.

Land and Shoreline Use. As with Alternative 2 and 3, under Alternative 4, Island County would adopt a new comprehensive plan. The new plan, together with amended development regulations, would bring the County substantially into compliance with the GMA and CWPP. The new plan would require that other plans and policies be consistent with it and would provide the policy basis for evaluation of future proposed land use actions.

Under Alternative 4, single-family residential development in rural areas would be less than Alternative 1 but more than Alternatives 2 or 3, since development would be allowed within RCCs and PRCs. High-density mixed land use would be limited to Municipal UGAs, moderate to high density mixed land use would be provided in RCCs, and moderate to high density residential land uses would be provided in PRCs. Residential developments would be planned with a goal of providing a diversity of housing opportunities to help ensure a fair, equitable and rational distribution of low-income, moderate-income and special needs housing.

Because more mixed density residential would be allowed in more areas in the County, the impacts to affordability may be less significant than Alternatives 2 and 3.

Light and glare levels in the rural areas, outside of the RACs and PRCs, would generally remain the same as existing conditions. Light and glare levels would increase and be concentrated in the UGAs (municipal and non-municipal), RACs and PRCs. Because Municipal UGAs are larger and are associated with existing cities, these areas would continue to be the greatest source of light and glare. Indirect light and glare impacts on rural areas would likely occur as urban "glow" from the UGAs and RACs becomes visible after dark, resulting in eroded visibility of the night sky.

Under Alternative 4, the rural areas would experience little impact on existing aesthetic resources. Most of the rural areas outside of the RACs and PRCs would remain largely unchanged from current conditions, with the exception of infilling of existing rural lots

and rural activities such as logging. In the UGAs (municipal and non-municipal), aesthetic impacts would be similar to those described for Alternatives 2 and 3. In the RACs, a gradual transition from the current rural character to a more suburban developed appearance would occur. In the PRCs, infilling would give the areas a more suburban look.

As development occurs in UGAs (municipal and non-municipal), RACs, and PRCs, open space would be established through implementation of planning policies. Encouragement of cluster developments with required open space would also provide more lands for recreational opportunities. Alternative 4 should provide more dedicated open space and recreational opportunities than Alternatives 1, 2, and 3.

Under Alternative 4, the rural areas outside of the RACs and PRCs would be for the most part protected from disruption of historic or cultural sites. Impacts to historical and cultural resources in the PRCs would be similar to those described under Alternative 3 for the UGAs and RCCs.

Under Alternative 4, impacts to designated natural resource lands would be similar to those described for Alternatives 2 and 3. Where RCCs, RACs and PRCs are in close proximity to designated natural resource lands, the potential for conversion and/or land use conflicts may be greater.

Transportation. Under Alternative 4, the rural transportation system and rural area traffic hazards would remain largely unchanged from existing conditions.

Transportation impacts and traffic hazards in the UGAs (municipal and non-municipal) and RACs would be similar to those described for urban areas under Alternative 2. Additionally, traffic hazards can be expected to increase in proximity to PRCs, as infilling occurs and privately-maintained roads typical of many existing platted areas deteriorate. As with RCCs under Alternative 3, PRCs will not likely have the density capable of supporting public transportation. More vehicle trips and fewer non-motorized trips would likely be comparable to Alternative 3.

Because many existing platted areas are on or close to the shoreline, infilling of these areas is likely to cause greater impacts to the shoreline than under Alternatives 2 or 3, but less than Alternative 1. Additional new development may take place along the shoreline, increasing these shoreline impacts.

Public Services. Additional fire and sheriff services may be required to serve growth due to infilling and new development in PRCs to maintain current levels of service. Within the UGAs (municipal and non-municipal) and RACs impacts would be similar to those described under Alternative 2 for UGAs.

Impacts would be greater for government services and schools than those described under Alternatives 2 and 3, but not likely as great as under Alternative 1.

Utilities. Impacts to communications and water and stormwater facilities would be similar to those under Alternative 2.

Impacts to sewer/septage and solid waste facilities would also be similar to those under Alternative 2. In the RCCs, RACs and PRCs, the issue of septic tank conversion to sanitary sewer system may be more problematic because of the relatively lower population base. If this transition does not occur, the RCCs, RACs and PRCs may be at relatively higher risk for septic system failure and groundwater contamination.

ALTERNATIVES ANALYSIS CONCLUSIONS

Alternative 1 would lead to the greatest inefficiencies in provision of services, utilities, and transportation. Economic growth is unpredictable. Following existing growth patterns would lead to sprawl and while environmental impacts would be more dispersed, the cumulative impacts would likely be generally greater than under the other alternatives.

Alternative 2 would have the most efficient systems of utility, services and transportation. Rural character would receive the greatest protection under this alternative. Economic impacts may be high with severe curtailment of development in rural areas, but economic growth would be encouraged and predictable within UGAs. Environmental impacts would be greatest where concentrated within UGAs. County-wide environmental impacts would likely be less than with any of the other alternatives.

Alternative 3 would have more efficient systems of utility, services and transportation than Alternative 1, but less so than under Alternative 2. Rural character would be protected under this alternative, with some impacts near RCCs and RACs. Economic impacts may be high with severe curtailment of development in rural areas, but to a lesser degree than under Alternative 2. Economic growth would be encouraged within Municipal UGAs and to some degree within RCCs and RACs; overall economic growth would be predictable. Environmental impacts would be greatest where concentrated within UGAs (municipal and non-municipal) and RACs. Greater county-wide environmental impacts would likely occur than under Alternative 2, but less so than under the other alternatives.

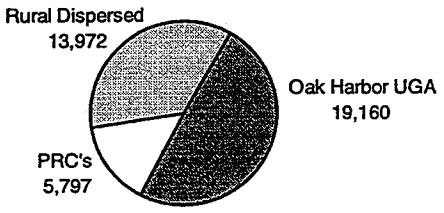
Alternative 4 would have the least efficient systems of utilities, services and transportation of the planned growth alternatives, but these systems would nevertheless likely be more efficient than under Alternative 1. Less rural character protection is afforded under this alternative than under Alternatives 2 and 3, with some impacts within and near RCCs, RACs and PRCs, but rural areas receive considerably greater protection than under Alternative 1. Of the planned growth alternatives, economic growth is least impacted under this alternative, and economic development has greater predictability than under Alternative 1. County-wide environmental impacts would be greater than under Alternatives 2 or 3, but would be less than those under Alternative 1. This alternative provides the greatest diversity. The benefits of diversity go far beyond maximizing personal choices while managing growth. They include accommodating smooth transitions for future expansion of urban areas, providing a greater ability to adapt to emerging technologies and greater flexibility in the provision of alternative services. A diversified economic base is less likely to experience catastrophic impacts from economic declines. A diversified community is more able to absorb new campus-based industries and respond to the needs of growing, cutting-edge industries.

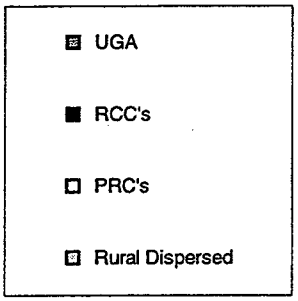
Figure 4.1 Existing and Projected Population Distribution - 1996 compared to 2016 - North Whidbey.

	Percent of Total NW Population				
	1996	2016 Alt 1	2016 Alt 2	2016 Alt 3	2016 Alt 4
Oak Harbor	49.2%	50.0%	60.3%	59.4%	57.4%
PRCs	14.9%	14.5%	11.1%	11.9%	13.9%
Rural Areas	35.9%	35.5%	28.7%	28.7%	28.7%

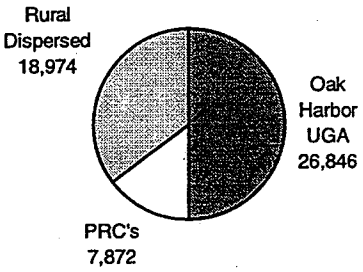
Figure 4.2 Existing and Projected Population Distribution - 1996 compared to 2016 - North Whidbey.

North Whidbey Population Share - 1996

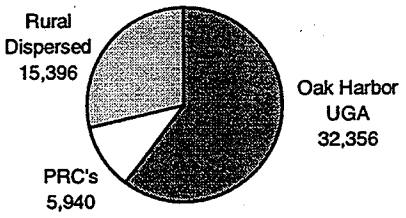




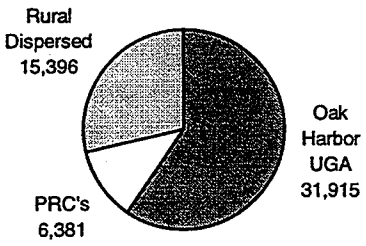
Alternative I - North Whidbey
Population in 2016



Alternative II - North Whidbey
Population in 2016



Alternative III - North Whidbey
Population in 2016



Alternative IV - North Whidbey
Population in 2016

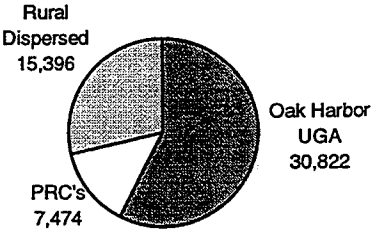
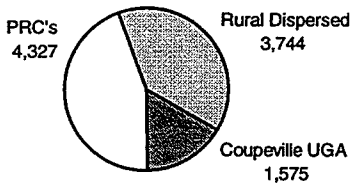


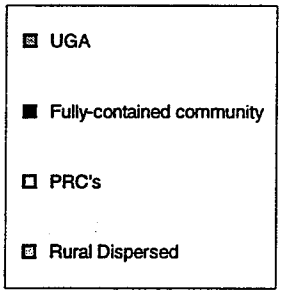
Figure 4.3 Existing and Projected Population Distribution - 1996 compared to 2016 - Central Whidbey.

	Percent of Total CW Population				
	1996	2016 Alt 1	2016 Alt 2	2016 Alt 3	2016 Alt 4
Coupeville	16.3%	16.8%	30.8%	28.4%	21.0%
Fully-contained new community	0.0%	0.0%	9.8%	7.4%	0.0%
PRCs	44.9%	44.6%	36.0%	38.4%	45.8%
Rural Areas	38.8%	38.6%	33.2%	33.2%	33.2%

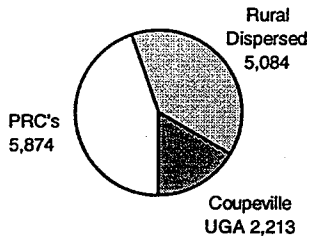
Figure 4.4 Existing and Projected Population Distribution - 1996 compared to 2016 - Central Whidbey.

Central Whidbey Population Share - 1996

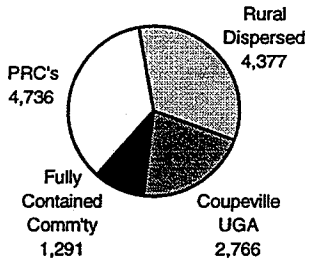




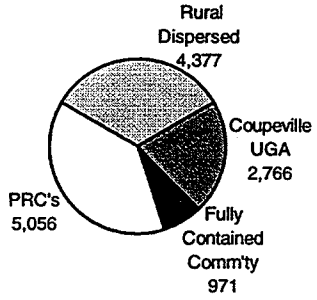
Alternative I - Central Whidbey
Population in 2016



Alternative II - Central Whdibey
Population in 2016



Alternative III - Central Whidbey
Population in 2016



Alternative IV - Central Whidbey
Population in 2016

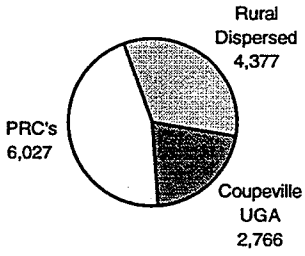
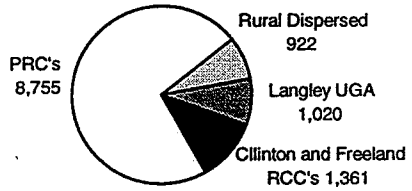


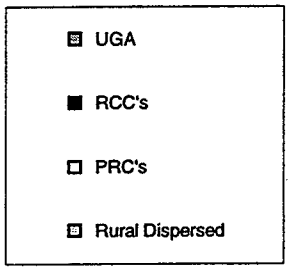
Figure 4.5 Existing and Projected Population Distribution - 1996 compared to 2016 - South Whidbey.

	Percent of Total SW Population				
	1996	2016 Alt 1	2016 Alt 2	2016 Alt 3	2016 Alt 4
Langley	8.5%	5.5%	34.7%	16.5%	8.8%
RCCs	11.3%	12.7%	10.0%	24.6%	18.6%
FCNC	0.0%	0.0%	0.0%	0.0%	15.2%
PRCs	72.6%	66.2%	48.5%	52.1%	50.5%
Rural Area	7.7%	15.1%	6.8%	6.8%	6.8%

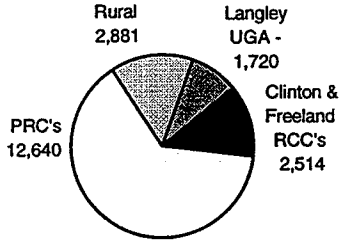
Figure 4.6 Existing and Projected Population Distribution - 1996 compared to 2016 - South Whidbey

South Whidbey Population Share - 1996

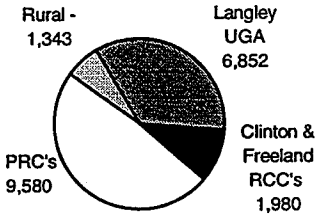




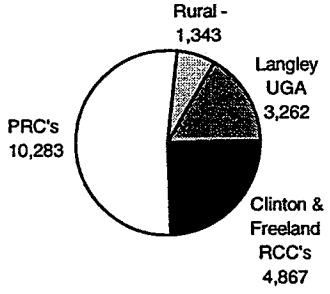
Alternative I - South Whidbey
Population in 2016



Alternative II - South Whidbey
Population in 2016



Alternative III - South Whidbey
Population in 2016



Alternative IV - South Whidbey
Population in 2016

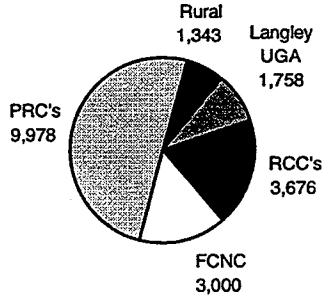
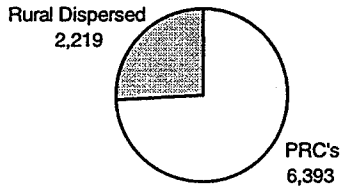


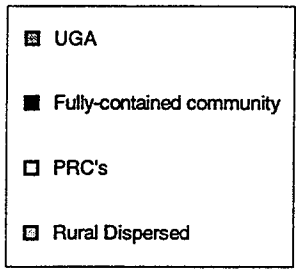
Figure 4.7 Existing and Projected Population Distribution - 1996 compared to 2016 - Camano Island.

	Percent of Total CI Population				
	1996	2016 Alt 1	2016 Alt 2	2016 Alt 3	2016 Alt 4
PRCs	74.2%	73.3%	69.3%	72.4%	76.3%
FCNC	0.0%	0.0%	7.0%	3.9%	0.0%
Rural Areas	25.8%	26.7%	23.7%	23.7%	23.7%

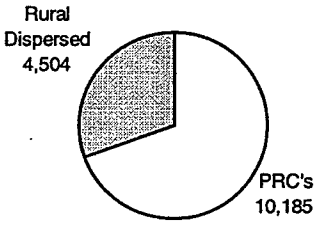
Figure 4.8 Existing and Projected Population Distribution - 1996 compared to 2016 - Camano Island.

Camano Island Population Distribution - 1996

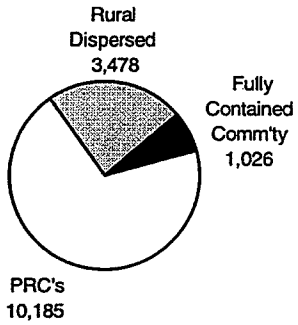




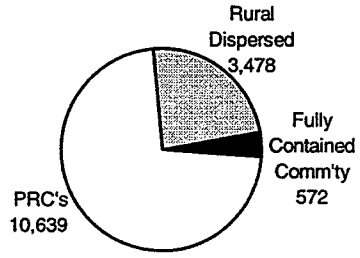
Alternative I - Camano Island
Population in 2016



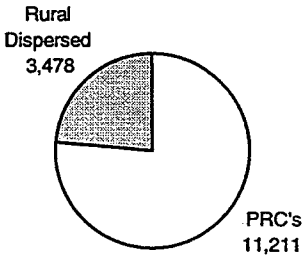
Alternative II - Camano Island
Population in 2016



Alternative III - Camano Island
Population in 2016



Alternative IV - Camano Island
Population in 2016



APPENDIX B

SUPPLEMENTAL DRAFT ENVIRONMENTAL IMPACT STATEMENT
TEAM DRAFT LAND USE ELEMENT
ISLAND COUNTY COMPREHENSIVE PLAN

MARCH, 1998

AUTHORITY

This Supplemental Draft Environmental Impact Statement (SDEIS) has been prepared under the authority of the State Environmental Policy Act (SEPA) RCW 43.21C and the procedural requirements of WAC 173-11-600(4)(d) and WAC 173-11-620. A SDEIS is intended to address those specific substantive changes in a proposal or new information that may not have been available during the initial review process. The SDEIS is not intended to include analysis of actions or alternatives that were addressed in the original DEIS.

INTRODUCTION

This SDEIS reviews an update (Planning Team Draft) of the draft Future Land Use Plan chapter of the Comprehensive Plan and compares it with the version released on November 12, 1996 (Staff Draft). It highlights the substantive changes between the two drafts and summarizes the difference, if any, in the probable environmental impacts based on those changes.

The Comprehensive Plan and the Draft Environmental Impact Statement (DEIS) were prepared jointly and released as a single document. The DEIS is necessarily a qualitative analysis since it addresses general environmental impacts over a large area and the relative differences between the alternatives reviewed. The SEPA process has been used as a way to evaluate plan alternatives and to aid in the selection of an appropriate land use plan to guide future growth.

Four land use alternatives were considered during the first phase of the SEPA review, including a No-Action Alternative and three managed growth alternatives. The major difference between the alternatives was the manner in which growth would be distributed throughout the County. The No-Action Alternative assumed a growth pattern that would continue to follow past development trends. The three directed growth alternatives (Alternatives 2, 3 and 4) reflected the County-Wide Planning Policies, and the community's vision for growth in Island County.

The SEPA review analyzed the alternatives for accommodating growth for the next 20 years in Island County, the probable significant adverse impacts of the alternatives considered, and potential mitigation measures to address these impacts.

• Alternative 1 - No Action	Existing plan, dispersed growth without locational controls to prevent sprawl.
• Alternative 2 - Major Urban Growth Areas	New comprehensive plan. Growth directed to: cities and their designated urban growth areas (UGAs).
• Alternative 3 - Rural Activity Centers	New comprehensive plan. Growth mostly directed to UGAs as well as rural activity centers (RACs). Some PRC expansion.
• Alternative 4 - Dispersed Growth	New comprehensive plan. Growth distributed more evenly to UGAs, RACs, and existing Private Residential Communities (PRCs)

Alternative 4 was selected as the Preferred Alternative for the Staff Draft. This alternative more accurately accounted for the current pattern of development in the County, but constrained further expansion of this pattern in a manner that would prevent further sprawl. This pattern satisfied the vision of Island County, complied with the goals and objectives of the CWPP, and addressed the unavoidable environmental consequences, to the extent possible, that would result from increased population growth.

The March 1998 Planning Team Draft updates to the Future Land Use Plan chapter of the Comprehensive Plan have been prepared for several reasons. First, amendments to the GMA were adopted in 1997 and the Plan needed to reflect these amendments. In particular, the GMA introduced a new land use classification, Rural Areas of More Intensive Development, which is intended to recognize that some rural areas have experienced development that is non-rural in density and character. Second, the draft released in November 1996 was a 'staff draft' and had yet to be reviewed by the Planning Commission and the Board of County Commissioners. Both bodies have reviewed the Plan and the Plan needs to address their comments and concerns. Third, review of recent development trends suggested that county growth is occurring more rapidly than originally forecasted. Finally, through the public review process comments and issues have been raised by Island County residents and business interests, and by agencies having review authority.

FUTURE LAND USE PLAN: STAFF DRAFT - NOVEMBER, 1996

The following sections briefly describe and summarize the Preferred Alternative plan framework and environmental review. These sections should be read in conjunction with Figure A Comparison of Key Plan Features, which lists the densities, population figures, land use classifications, and other items used in the Plan.

ORGANIZING ELEMENTS

This future land use plan concept is based on an analysis that recognizes the dispersed nature of both the historical development and the natural features of Island County. Previous development trends and land use regulations fostered a dispersed and fragmented land use pattern that mixed both densities and locations. This has produced small pockets of development through out the County. However, since past development has not occurred in an even or uniform manner there is still an abundant amount of natural features, resource lands and other open spaces. The result has been that much of the County's rural character and lifestyle remains intact.

This plan alternative utilized two organizing elements to establish the County's future land use plan. First, is an Open Space and Rural Character Framework that describes and locates those features of the County that are to be preserved. Second, is a Settlement Pattern Framework that describes and locates the County's current development context.

Open Space/Rural Character Framework

This organizing framework is made up of four sets of elements. They represent an inventory of those physical features that contribute to the character and quality of life of the County. Taken together these features provide an interconnected open space network of natural lands, resource

lands, public parks and historical areas, views and vistas, transportation corridors and trails. It is intended that these areas be largely preserved and used as key organizing elements in directing and concentrating future growth.

Natural Resources and Sensitive Lands

Natural resources and sensitive lands refers to those areas associated with critical areas which are unsuited for development. These include wetlands, habitats of unique and/or endangered flora and fauna, high aquifer recharge areas, floodplains and unstable slopes.

Public Open Spaces

These are spaces that are owned and maintained by a public or quasi-public agency. They include parks and public reserves, scenic corridors along public roads, existing and proposed non-motorized trails, and utility line rights-of-way.

Private Open Spaces

There are large parcels of private lands that, because of the nature of their use, maintain a significant amount of visual open space throughout the County. These include lands that are in open space tax programs and/or resource lands, golf courses and other private recreation facilities.

Rural Character Elements

These last elements of the Open Space/Rural Framework describe common attributes of the built environment that contribute to the County's predominantly rural character. As new growth occurs design consideration should be given to emulating these attributes at the project level.

Historic and Cultural Resources: Island County also has a rich treasure of historical and cultural land marks and features. Many of these features have been integrated with the County's scenic corridors and non-motorized trail plans, and have therefore been incorporated into the analysis. Although state law prohibits the publication of information on archaeological and cultural sites associated with Native American tribal history, this information has also been evaluated in the designation of the Open Space and Rural Character elements of the plan.

Settlement Pattern Framework

The second organizing framework is the settlement pattern established by historical development activity. The basic strategy here is to direct as much growth as possible to those areas of the County that have already experienced significant level of both parcelization and development. Over time this strategy should contain a majority of new growth within dispersed, localized pockets of development surrounded and/or separated by sensitive areas, resource lands, and other open spaces.

Incorporated Area Development

The Staff Draft assumes that the three municipalities will absorb approximately 43% of the projected population growth for the County as a whole. This will include infill development within the existing incorporated areas and eventual development and annexation of their associated municipal urban growth areas.

Unincorporated Area Development

The unincorporated portions of the County outside of municipal UGAs are expected to accommodate approximately 18,517 additional people, or 57% of the County's overall forecast growth.

Island County has two major areas of urban development outside of the incorporated areas. These are the hamlets of Freeland and Clinton. Both possess many of the features found in small cities, such as a mix of land uses and densities, various public facilities and services and public water supply systems managed by area wide local improvement districts.

Private Residential Communities (PRC)

Approximately 25,190 of Island County's existing residents are located within traditional "long plats" and "planned residential developments", or PRDs - a form of long plat. They represent 53% of the population of unincorporated Island County. These are termed Private Residential Communities, or PRCs. Existing PRCs account for about 12% (14,329 acres) of the unincorporated land area. However, nearly 43% of these parcels equaling 57% of the land in the PRCs remains undeveloped.

DEVELOPMENT PROJECTIONS AND LAND REQUIREMENTS

The Staff Draft is based on accommodating an additional 32,400 people by the year 2016. This represents an increase of 47% over the next twenty years, producing a total population of approximately 101,300 people. The unincorporated portion of the County will absorb 18,517 of the new population.

Land Consumption

Based on the analysis in the Preferred Alternative there is the land available to accommodate up to 23,677 additional people if all the available parcels were to be developed within the framework of this alternative. However, unincorporated Island County is projected to grow by only 18,517 people over the next twenty years.

Each planning region is expected to accommodate a particular share of the County's growth based on an analysis of historical trends. This share forms the basis for the land consumption analysis for each planning region. The amount of land consumed by new growth will in part be a function of how many people there are in each new household or dwelling unit. This is necessarily an estimate of some average number of persons per dwelling. A persons per dwelling ratio has been established for each of the four planning regions. These ratios are based on a review of 1990 Census data for the County and are assumed to hold relatively constant through the planning period.

The projected population growth for each planning region is also distributed to each of the proposed land use categories. This done to determine how much land in each category is likely to develop with a residence. These allocations are based on the percentage of the existing population that is currently in each of the categories.

Consumption Estimates

Review of the assessor's data shows that there is a variety of parcel sizes in each of the proposed land use categories. Land consumption has been estimated using average lot sizes based on the number of acres and number of existing parcels in each of the categories. A review of recent real estate listings for the County demonstrated that approximately 80% of the unimproved lots on the market are less than 5 acres. It is possible, therefore, that actual land consumption in the future may be less than estimated if the existing supply of lots that are below the proposed base densities are improved at a higher rate than those that meet the base densities.

Approximately 23,770 acres of land representing 7,266 parcels will be developed to accommodate the planned population growth. Existing PRDs and some lands immediately adjacent will account for 37% of the population growth on approximately 8% of the consumed land area. The Residential category will absorb 17% of the growth on 6% of the land. The RCCs will accommodate 4% of the people on 1% of the consumed land. Taken together these three categories should account for 58% of the expected population growth.

The Rural Residential category is expected to take in 36% of the population on 63% of the estimated consumed land. This is based on a lot size of slightly over 5 acres. This category accounts for approximately 42% of the total land in the unincorporated County and represents 66% of the estimated land capacity.

Reserve, Agriculture, Forest Management, and Rural lands will account for about 6% of the population growth on 22% of the consumed land. Minimum proposed lot sizes in these categories are 10 and 20 acres. As mentioned earlier, improvement with a residence does not necessarily remove these lands from productive resource or open space use.

ENVIRONMENTAL REVIEW - STAFF DRAFT

Under the Preferred Alternative, the majority of new growth would be directed to UGAs. Growth outside of Municipal UGAs would be directed to Private Residential Communities (PRCs) and Rural Community Centers (RCCs). The PRCs are existing platted communities, including subdivisions and Planned Residential Developments (PRDs). Scaled-down versions of RCCs would also be designated to receive new growth.

Environmental Consequences

The Preferred Alternative would direct more intensive urban growth to designated municipal and non-municipal UGAs, with rural growth direct to designated PRCs, RACs and rural areas. Public services would be provided in Municipal UGAs and to some extent in RCCs and RACs, with privately-owned and operated utilities available at the PRCs. Rural landscape features and lifestyles would be preserved through implementation of policies which strongly discourage rural sprawl. By blending the concepts presented in Alternatives 2 and 3 with the recognition that many new residents of the County are attracted to shoreline residential areas, and that a shutdown of new development in these areas is not likely to be met with widespread acceptance, the Preferred Alternative is more realistic and responsive to the demands and desires of new and existing residents than the other alternatives reviewed. In rural areas, infill development would be targeted in existing developed areas. As with

Alternative 2 and 3, growth would be concentrated resulting in less impacts on rural lands than with Alternative 1. The pressure to develop natural resource lands would also be less than Alternative 1.

Potential land use policy implications and environmental consequences of the Preferred Alternative are discussed below

Land Use. Land use designations include Municipal UGA, RCC, RAC, PRC, resource land, or rural area. High-density mixed land use (i.e. multi-family and single-family residential, commercial, and limited industrial) would be directed to Municipal UGAs. Resource lands and rural landscape features and lifestyles would be conserved outside of growth areas. RCCs would accommodate moderate to high density mixed land use (rural residential and commercial services) and PRCs would provide for moderate to high density residential development with little or no commercial development.

Density. High-density in the Municipal UGAs and moderate to high densities in RCCs and PRCs. Overall low-density in resource and rural areas. Lots established prior to the effective date of the new zoning regulations which do not meet minimum lot size requirements will be considered legal non-conforming lots capable of supporting uses intended for the zone.

Infilling. Infill development high in UGAs, RCCs, and PRCs. Limited infill on non-conforming lots, in resource areas and rural lands.

Resource Lands. Protected and conserved for resource management and utilization through the use of innovative land use regulations and techniques, including TDRs, conservation easements, and cluster development requirements. Both municipal and non-municipal UGAs become receiving areas for a TDR program.

Rural Areas. Retain rural landscape features and lifestyle. RACs maintain the existing rural character and identities. Rural mineral, agriculture and rural forest designations would be used to ensure resource land conservation.

Urban Growth Areas. Cities are the primary purveyor of urban governmental services; Urban development standards would be instituted for non-municipal portions of municipal UGAs. Rural community centers provide an alternative type of urban environment, with appropriate development standards established.

Growth and Population. A higher proportion of growth and directed to urban areas. Orderly progression of growth outside of urban areas with mixed-use, moderate to high residential densities in RCCs and PRCs, and generally low densities in rural areas. Timing of growth based on availability and adequacy of public facilities, services, and utilities.

North Whidbey - Growth directed into the UGAs and PRCs: Oak Harbor still absorbs more than 75% of the population growth over the next twenty years but additional choice is offered through the availability of some additional PRC lots. Potential population for PRC lots has been taken from the 1995/1996 land-use inventory. It has been determined by calculating how many PRC lots remain unimproved and applying the North Whidbey average household size (3.1 persons per dwelling unit) to this figure. The allocation of

population to the Oak Harbor UGA has been calculated by assuming that there will be partial infill of all unimproved residential lands in both the incorporated and unincorporated areas of the UGA. The remaining population is placed in the rural dispersed areas.

***Central Whidbey** - Growth directed into the UGAs and PRCs:* In an effort to be sensitive to the water problems that Coupeville experiences, there is no UGA outside of the existing city limits and the UGA does not experience tremendous growth under any alternative. Under the Preferred Alternative this sensitivity persists. Additionally, this alternative does not require the Central Whidbey region to establish a new fully contained community, but rather directs remaining growth into the PRC lots. Once again, PRC lot availability is based on what lots remain unimproved.

***South Whidbey** - Growth directed into the UGAs, RCCs and PRCs:* This alternative attempts to concentrate growth in all three categories, thus reducing the overall growth pressures on surrounding rural areas. Langley UGA is allocated population based on partial filling of both the incorporated and unincorporated portions of the UGA. The RCCs of Clinton and Freeland experience growth based on a reduced rate of infill as compared to Alternative 3. PRCs absorb the remaining population which has been calculated by looking at unimproved lots and applying the South Whidbey growth rate to those lots. The Preferred Alternative would reduce the burden on RCCs and the UGA by placing 41% of new growth in the existing PRC lots.

***Camano Island** - Growth directed into the PRCs:* This alternative would not require the establishment of a fully contained community. Population would be directed primarily into existing PRCs. The level of infill of PRC lots is based on how many unimproved lots are available in the Camano region and then applying the Camano average household size (2.3 persons per dwelling unit) to that total. Because establishing a new fully contained community is not required under this alternative, the majority of new growth would be placed in already existing PRC lots.

Development Impacts

Generally low actual and per capita land consumption. Rural character and development densities maintained outside of Municipal UGAs, RCCs and PRCs. RCCs are designated for a mixed of uses (i.e. medium density residential and rural commercial services). No conversion of or encroachment on agricultural, forest, mineral, and critical areas through the use of performance standards. Compensatory regulations and programs such as TDRs would be provided. Cluster development would be required in rural residential areas. Little or no public facility or service would be extended beyond UGAs, although limited expansion in capacities may be needed to accommodate existing development.

Transportation. Multi-modal: ferries, air, bus, pedestrian/bicycle. Moderate road investment to increase capacity between RACs, RCCs and Municipal UGAs.

Protection of Environment and Critical Areas. Development of additional environmental policies and amend existing critical area regulations to be consistent with

those policies. Land use classifications and zoning formulated to be sensitive to environmental constraints and critical areas.

Open Space Corridors/Greenbelt Areas. Open space corridors/greenbelt networks established in the implementation of the plan and resource lands and rural areas protected.

Economic and Employment Areas. Mixed economic development in UGAs and RACs. Reduction of some single-family residential development in rural areas would be offset by mixed use development in RCCs and RACs and moderate density residential development in PRCs.

Public Services Facilities and Utilities. A full range of urban services are provided in Municipal UGAs. Urban-scale services and utilities discouraged outside of UGAs. Limited services and utilities provided in the RCCs, RACs and PRCs by non-county providers.

Community Identity. Provides opportunities to develop sense of place and character for urban growth areas, PRCs and RACs. Rural character is retained.

Incentives to Achieve Comprehensive Plan Goals

Innovative land use techniques developed, for example: cluster development options, density bonus, open space retention programs, maximum lot size and TDRs.

Topography/Geology/Soils. Since development will be limited in rural areas, but will be allowed near existing residential developments, impacts on geologic resources will likely be less than Alternative 1 but greater than in Alternatives 2 and 3. Because increased development will occur in UGAs (municipal and non-municipal) as well as in RACs, impacts will be more widely spread than in Alternative 2. Any development in rural areas will need to be closely monitored to reduce impacts caused by construction.

Air. In the rural areas outside of the RACs and PRCs, little new development would occur. Therefore, air quality impacts would be minimal. Under The Preferred Alternative, the designated UGAs (municipal and non-municipal), RACs, and PRCs would experience impacts similar to those described for the UGAs under Alternative 2, which could include an increase in the overall impact of vehicle emissions, wood stove smoke, and industrial development on air quality. Since development would be concentrated into UGAs, RACs, and PRCs throughout the County, the impacts would be more dispersed throughout the County than with Alternative 2.

Water. As with Alternatives 2 and 3, the Preferred Alternative would create the most significant impacts to surface and groundwater in the UGAs (municipal and non-municipal), RACs, and PRCs. These impacts would be similar to those described for the UGAs under Alternative 2, i.e. more intensive localized development could result in isolated increase in flooding and water quality impacts. Because the RACs and PRCs are dispersed around the County and may not have sanitary sewage treatment systems, they may impact more surface and ground water resources than the UGAs.

Under the Preferred Alternative, water supply within the Municipal UGAs would be fully provided through the coordinated planning process. Existing systems would expand to provide needed supplies. In addition, limited supply expansion would be accomplished within the RCCs, RACs and PRCs; additional water supplies may need to be developed for new growth within PRCs. Water demand would be less concentrated under this Alternative than under Alternatives 2 or 3.

Plants and Animals. Under the Preferred Alternative the impacts to rural habitats would largely be limited to indirect impacts associated with nearby urban style development. This includes potentially disrupting large feeding, nesting, and/or movement corridors, and increased reliance on humans for food and shelter.

In the UGAs (municipal and non-municipal) and RACs, impacts to plants and animals would be similar to the UGA impacts described for Alternative 2. Additional impacts can be expected to be associated with infilling of existing plats and PRDs. Impacts to wildlife in rural areas would be much less than under Alternative 1.

Energy and Natural Resources. Under the Preferred Alternative, growth is more dispersed than under Alternatives 2 and 3, requiring greater energy resources and higher energy costs. This Alternative may also provide the greatest obstacles to new energy facility siting and development, as described under Alternative 2. New residents may have limited or no access to certain energy resources, such as natural gas.

Environmental Health. Because the designated rural areas would experience little new growth, noise levels would remain essentially unchanged from current conditions. In the UGAs (municipal and non-municipal), RACs, and PRCs, noise would increase due to the concentration of population in these areas. As with Alternative 2, noise impacts from Whidbey Island NAS would be minimized by discouraging new development near air operations. However, some aircraft noise may be expected to impact new residents within PRCs in noise zones as infilling occurs.

Land and Shoreline Use. Under the Preferred Alternative, single-family residential development in rural areas would be less than Alternative 1 but more than Alternatives 2 or 3, since development would be allowed within RCCs and PRCs. High-density mixed land use would be limited to Municipal UGAs, moderate to high density mixed land use would be provided in RCCs, and moderate to high density residential land uses would be provided in PRCs. Residential developments would be planned with a goal of providing a diversity of housing opportunities to help ensure a fair, equitable and rational distribution of low-income, moderate-income and special needs housing.

Because more mixed density residential would be allowed in more areas in the County, the impacts to affordability may be less significant than Alternatives 2 and 3.

Light and glare levels in the designated rural areas, outside of the RACs and PRCs, would generally remain the same as existing conditions. Light and glare levels would increase and be concentrated in the UGAs (municipal and non-municipal), RACs and PRCs. Because Municipal UGAs are larger and are associated with existing cities, these areas would continue to be the greatest source of light and glare. Indirect light and glare

impacts on rural areas would likely occur as urban "glow" from the UGAs and RACs becomes visible after dark, resulting in eroded visibility of the night sky.

Under the Preferred Alternative, the rural areas would experience little impact on existing aesthetic resources. Most of the rural areas outside of the RACs and PRCs would remain largely unchanged from current conditions, with the exception of infilling of existing rural lots and rural activities such as logging. In the UGAs (municipal and non-municipal), aesthetic impacts would be similar to those described for Alternatives 2 and 3. In the RACs, a gradual transition from the current rural character to a more suburban developed appearance would occur. In the PRCs, infilling would give the areas a more suburban look.

As development occurs in UGAs (municipal and non-municipal), RACs, and PRCs, open space would be established through implementation of planning policies. Encouragement of cluster developments with required open space would also provide more lands for recreational opportunities. The Preferred Alternative should provide more dedicated open space and recreational opportunities than Alternatives 1, 2, and 3.

Under the Preferred Alternative, the rural areas outside of the RACs and PRCs would be for the most part protected from disruption of historic or cultural sites. Impacts to historical and cultural resources in the PRCs would be similar to those described under Alternative 3 for the UGAs and RCCs.

Under the Preferred Alternative, impacts to designated natural resource lands would be similar to those described for Alternatives 2 and 3. Where RCCs, RACs and PRCs are in close proximity to designated natural resource lands, the potential for conversion and/or land use conflicts may be greater.

Transportation. Under the Preferred Alternative, the rural transportation system and rural area traffic hazards would remain largely unchanged from existing conditions.

Transportation impacts and traffic hazards in the UGAs (municipal and non-municipal) and RACs would be similar to those described for urban areas under Alternative 2. the potential for congestion would likely increase as the population grows. The concentrated population base, however, would be more likely to be able to support corrective measures plus transit and other alternative modes of transportation within and between developed UGAs.

Additionally, traffic hazards can be expected to increase in proximity to PRCs, as infilling occurs and privately-maintained roads typical of many existing platted areas deteriorate. As with RCCs under Alternative 3, PRCs will not likely have the density capable of supporting public transportation. More vehicle trips and fewer non-motorized trips would likely be comparable to Alternative 3.

Because many existing platted areas are on or close to the shoreline, infilling of these areas is likely to cause greater impacts to the shoreline than under Alternatives 2 or 3, but less than Alternative 1. Additional new development may take place along the shoreline, increasing these shoreline impacts.

Public Services. Additional fire and sheriff services may be required to serve growth due to infilling and new development in PRCs to maintain current levels of service. Within the UGAs (municipal and non-municipal) and RACs impacts would be similar to those described under Alternative 2 for UGAs. Concentrated growth in the UGAs would require expansion of fire stations and services in these areas. The major emphasis on law enforcement services would be in the UGAs. These areas would require additional police personnel, stations, and support staff. Because urban style development in the UGAs would be relatively compact, police response time may be maintained or improved.

Impacts would be greater for government services and schools than those described under Alternatives 2 and 3, but not likely as great as under Alternative 1.

Utilities. The communications distribution system to serve the UGAs would be more compact and efficient than would be likely in the rural areas. Planning for new communication services may be more predictable and the population base may be more capable of supporting optional communication services. As population becomes more concentrated, sites for distribution facilities, antennas and towers may be more difficult to acquire and develop.

The concentrated pattern of growth and associated runoff could impact existing stormwater facilities, requiring major improvements. Until improvements are made, the urban areas may experience increased flooding or contamination of stormwater runoff.

In the UGAs, there would be increased use of existing sanitary sewer facilities and there may be a need to convert septic tanks to sanitary sewer systems. Expansion of the existing sewer system and development of a new sewer system would be a costly, long-term capital investment: Until the new system is complete, the urban areas would be at increased risk for groundwater and surface water contamination.

The need for solid waste facilities, such as transfer stations and compost/recycling facilities, would increase in the UGAs. At the same time, siting of such facilities in urban areas would become increasingly difficult with population growth and potential conflicts with nearby residential uses. In the RCCs, RACs and PRCs, the issue of septic tank conversion to sanitary sewer system may be more problematic because of the relatively lower population base. If this transition does not occur, the RCCs, RACs and PRCs may be at relatively higher risk for septic system failure and groundwater contamination.

ENVIRONMENTAL SUMMARY

The Draft EIS assessed the probable environmental impacts of four alternative land use scenarios, including the Preferred Alternative. As noted, the primary differences in the alternatives reviewed were to where and to what intensity new growth is distributed. There are unavoidable environmental consequences that would result from growth in Island County regardless of which alternative was chosen, with the differences being in the location and the specifics of local impacts. The consequences of new growth in the County include the following:

- New development in Island County will result in site specific grading, filling, excavation, removal of plants and trees, and other disturbances to the earth. Although these impacts

cannot be eliminated, they can be mitigated through a sound comprehensive plan and well-designed mitigation measures.

- As growth occurs, there would be an increase in the source of air pollutants, potentially degrading air quality.
- As urban development continues, some increases in impervious surfaces would be expected, potentially decreasing groundwater recharge, reducing surface water flows during dry periods, and increasing flooding problems.
- As urban growth occurs, increases in pollutant sources associated with urban uses would occur, potentially contaminating surface waters and groundwater.
- Demand for potable water will increase as population grows.
- Some habitat loss will occur with new development.
- Demand for power and natural resources will grow with increased residential, commercial and industrial development.
- Increased population growth and new development may increase potential noise sources.
- The need for more housing units of various types increases with population growth.
- Potential sources of light and glare increase as more development occurs.
- Increased development of natural landscapes reduces overall aesthetic quality.
- Increase in population can decrease the supply of recreation opportunities.
- Increased population will result in increased traffic and demand for transportation system improvements.
- New growth and development will result in increased demand for public services and utilities, including fire, law enforcement, school facilities, park and recreation facilities, stormwater facilities and sewer and solid waste collection services.

FIGURE A COMPARISON OF KEY PLAN FEATURES

	NOVEMBER 1996 FUTURE LAND USE PLAN STAFF DRAFT	MARCH 1998 FUTURE LAND USE PLAN PLANNING TEAM DRAFT
PLANNING PERIOD	1996 through 2016	1996 through 2020
COUNTY POPULATION GROWTH ESTIMATE	OFM mid-range estimate = 101,300 total Represents an increase of 32,400 people. The unincorporated portion of the County would need to accommodate 18,517 people.	OFM high estimate = 118,800 Represents an increase of 43,900 people. The unincorporated portion of the County would need to accommodate 30,500 people.
Population by planning area:	Unincorporated County	Unincorporated County
North Whidbey	+ 3,101 people. 17% of unincorporated total	+ 6,600 people. 22% of unincorporated total
Central Whidbey	+ 2,333 people. 13% of unincorporated total	+ 3,400 people. 11% of unincorporated total
South Whidbey	+ 6,629 people. 36% of unincorporated total	+ 11,200 people. 37% of unincorporated total
Camano Island	+ 6,076 people. 33% of unincorporated total	+ 9,300 people. 30% of unincorporated total
Land Use Designations		
MUNICIPAL URBAN GROWTH AREAS	Oak Harbor = +11,662 people. unincorporated UGA = 1,640 acres. Coupeville = +300 people. [corrected from draft] No unincorporated UGA. Langley = +1,030 people. unincorporated UGA = 44 acres. Minimum 1 d.u./acre residential density.	Oak Harbor = +11,800 people. unincorporated UGA = 1,640 acres. Coupeville = +400 people. No unincorporated UGA. Langley = +1,200 people. unincorporated UGA = 44 acres. Minimum 1 d.u./acre residential density.
NON-MUNICIPAL URBAN GROWTH AREAS	RURAL COMMUNITY CENTERS (RCC) Clinton and Freeland = +825 people Allowed density same as municipal UGA FULLY-CONTAINED NEW COMMUNITIES New communities designed and developed to provide a mix of residential and non-residential uses at urban densities and providing urban services.	RURAL COMMUNITY CENTERS (RCC) Clinton and Freeland = +2,200 people Included as mixed-use areas of more intensive rural development. Fully Contained New Communities would not be developed.
OTHER UNINCORPORATED AREAS	NON-EXPANDABLE PRIVATE RESIDENTIAL COMMUNITIES Long plats and PRCs that have less than 20 acres of internal land area left available for development. Infill development would be permitted on existing platted lots. EXPANDABLE PRIVATE RESIDENTIAL COMMUNITIES Long plats and residential developments created after 1950 that have 20 or more acres available for development Expansion around selected PRCs would be permitted if it can be served by public water and sewer systems.	RESIDENTIAL AREAS OF MORE INTENSIVE RURAL DEVELOPMENT 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. All lands within residential areas of more intensive rural development shall be designated as Residential (R). These shall include: 1. Planned Residential Developments (PRDs) that were created prior to April 10, 1996. 2. Parcels that are adjacent to PRDs that have been subdivided into lots that are smaller than 2.5 acres. 3. Parcels that are adjacent to PRDs which are larger than 2.5 acres but are located between or amid higher density development.

OTHER RESIDENTIAL LANDS	Property not already developed and/or platted at less than 5 acres it would be downzoned to Rural Residential (RR) minimum of 1 dwelling unit/5 acres. Residential (R) zoned lands in areas designated as Open Space in the comprehensive plan would be rezoned to Rural Lands (RL) at 1 dwelling unit/10 acres.	No corresponding designation. These lands are now included in Rural Residential or Residential areas of More Intensive Rural Development, depending on the characteristics of development.
RURAL RESIDENTIAL LANDS	Density and use requirements would be the same as the existing Rural Residential (RR) zone at 1 dwelling unit/5 acres. SHORELINE RESIDENTIAL PRDS Density of 2-1/2 dwelling unit per acre, not to exceed a total of 20 dwelling units, permitted where lands are immediately adjacent to designated Rural Residential Villages	Same as Staff Draft. No Shoreline Residential designation. These lands now included in Residential areas of More Intensive Rural Development. New shoreline master program to establish a residential overlay.
OPEN SPACE AREAS	RESERVE LANDS Base densities established at 1 dwelling unit per 10 acres. RURAL PRDS Density of 1 d.u./5 acres; not exceeding 5 clustered d.u.s each encouraged in Rural Residential, Rural Lands, Forest Management and Agricultural zones. RURAL LANDS Base densities established at 1 dwelling unit per 10 acres FOREST MANAGEMENT LAND Base densities established at 1 dwelling unit/20 acres AGRICULTURAL LAND Base densities established at 1 dwelling unit/20 acres	TRANSITION AREA OVERLAY Areas adjacent to and surrounding UGAs. Base density established at 1 dwelling per 5 acres with the use of clustering. No corresponding designation. These lands are now included in Rural Residential or Residential areas of More Intensive Development, depending on the characteristics of development.. No corresponding designation. These lands are now included under Rural Residential. RURAL FOREST Base densities established at 1 dwelling unit/20 acres RURAL AGRICULTURE Base densities established at 1 dwelling unit/20 acres RESOURCE AGRICULTURE Base densities established at 1 dwelling unit/ 40 acres
MINERAL RESOURCE LANDS	Protected by 300 foot buffer established as an overlay zone. Zoned commercial during restoration.	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.
COMMERCIAL/INDUSTRIAL CENTERS	Areas that will accommodate development of commercial and industrial uses outside of municipal UGAs. A total of 780 acres are designated for commercial and industrial uses.	COMMERCIAL CENTER, VILLAGE COMMERCIAL, BUSINESS/OFFICE PARK, LIGHT MANUFACTURING/STORAGE, RURAL SERVICE, LIGHT INDUSTRIAL A total of 1,096 acres are designated for commercial and industrial uses.
		SPECIAL REVIEW DISTRICT Only the Greenbank Farm is designated.

FUTURE LAND USE PLAN: PLANNING TEAM DRAFT- MARCH 1998

The following sections summarize the major differences between the current Planning Team Draft and the Staff Draft released in November 1996. This summary should be read in conjunction with Figure A Comparison of Key Plan Features.

Growth Estimates

The State Office of Financial Management (OFM) provides counties with low, mid-range, and high estimates for future population growth as required by GMA. These estimates are periodically updated to reflect current trends. The 1996 Staff Draft was based on an OFM mid-range county population forecast of 101,300 people. This population was allocated to the four planning areas in a manner that reflected the existing development trends for those areas at the time the draft was being prepared.

During this current planning effort a review of the past several years of building permit activity in the county showed that these development trends have been changing in two ways. First, it appears that the county is growing at a faster rate than what was previously forecasted. Second, the development trends for the four planning areas is also different. Most notably, South Whidbey and Camano Island have been absorbing a larger share of this growth than that planned for in the Staff Draft.

As a result of the above review, the Planning Team Draft is now employing population figures that more accurately reflect these trends. Specifically, this draft is utilizing the high OFM estimate of 118,800 people. The difference between the two drafts represents an increase of 17,500 people county-wide. This also means that the allocation of population to the four planning areas is distributed differently. Figure A shows the differences in planned population growth for the four planning areas.

Planning Period

A related item to the above discussion on population is the fact that the planning period addressed by the plan has also changed. The GMA states that a comprehensive plan must encompass at least a twenty year planning horizon. The Staff Draft planned for the years from 1996 to 2016. However, a significant period of time has passed since the release of the staff draft. In addition, OFM has clarified and updated population estimates out to the year 2020.

The Planning Team Draft still utilizes 1996 population and development figures as a the baseline for plan development. However, since the plan must address at least a twenty year period and OFM has estimates that go out to the year 2020, the Planning Team Draft is utilizing the planning period of 1996 to 2020. The addition of another four years into the planning period has also contributed to the higher population totals used in this draft.

Rural Areas of More Intensive Development

Amendments to the GMA adopted by the legislature in 1997 recognized that in many rural areas there are concentrations of previous development that has occurred at densities and with uses that are more urban in nature. RCW 36.70A.070(5) allows for the use of limited areas of more intensive rural development in a county comprehensive plan, including necessary public facilities

and services to serve these areas. Rural areas of more intensive development may include both residential and non-residential uses.

The addition of this land use concept to the GMA is particularly applicable to Island County. As discussed above in the Staff Draft, the county has an historic settlement pattern that has produced small pockets of development through out the county. This had made it difficult to formulate a land use plan that complied with a strict interpretation of the GMA, which relies substantively on directing growth to incorporated municipalities and their urban growth area. With the GMA inclusion of areas of more intensive rural development, the county is now able to incorporate the existing settlement pattern into its comprehensive plan land use element in a manner that is more consistent with the GMA.

As a result, one of the major changes between the two drafts is the Planning Team Draft utilization of this land use concept as allowed under the GMA. This effects the land use element in two ways. First, it changes the land use designations used in the plan by consolidating and reducing the number of residential designation, and by expanding the number of nonresidential designations. Second, allowed densities within residential areas of more intensive rural development would be based on the prevalent density at the individual area locations, rather than establishing the same density for multiple areas.

The three "areas of more intensive rural development" include residential, non-residential ,and mixed-use. These are not technically land use designations, but rather were used to form logical outer boundaries to implement the land use concept. In utilizing this approach the rural element of the Planning Team Draft contains eleven land use designations. They are: Commercial Center, Village Commercial, Business Park, Light Manufacturing, Rural Service, Light Industrial District, Residential, Rural Residential, Rural Forest, Rural Agriculture, and a Special Review District.

Residential Areas of More Intensive Rural Development

All lands within residential areas of more intensive rural development shall be designated as Residential (R). The general designation criteria for these areas are as follows:

- Planned Residential Developments (PRDs), including private residential communities and subdivisions that were created prior to April 10, 1996.
- Parcels that are adjacent to PRDs that have been subdivided into lots that are smaller than 2.5 acres.
- Parcels larger than 2.5 acres that are adjacent to PRDs and that are located between or amid higher density development.

However, these general criteria are modified by several limitations and exclusions. The minimum size for a residential areas of more intensive rural development shall be at least 10 residential parcels with water system hook-ups available, which is the threshold number at which water systems must receive State approval. Plats that have a water moratorium may be included within a residential area of more intensive rural development boundary if they meet other designation criteria, and plats within designated noise zones or salt-water intrusion areas will not

be allowed to have any expansion. PRDs and plats are excluded from this designation if they have one of the following attributes:

- PRDs with an average lot size larger than 2.5 acres.
- Larger parcels that are within the water and sewer service boundaries that are not adjacent to a subdivision.
- Parcels in between or adjacent to designated PRDs that are 2.5 acres and larger but show a bluff or shoreline that greatly reduces its capacity to be built upon.
- PRDs that were zoned Rural Residential (RR) as of April 10, 1996.
- PRDs created prior to 1966 and less than 40% developed, unless water or sewer infrastructure is in place.

In addition, the logical outer boundaries for areas of more intensive residential rural development established in this plan would not be allowed to expand. Boundaries to these areas are established by following long plat, short plat and parcel lines in a manner that minimizes areas of a meandering boundary. This would include consideration of physical boundaries such as bodies of water, streets (on a limited basis), arterial highways, land forms and contours, critical areas, and boundaries of designated resource lands.

Non-Residential and Mixed-Use Areas of More Intensive Rural Development

Non-residential and mixed-use 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. All lands within a non-residential area of more intensive rural development shall be classified as one of the following: Village Commercial (VC), Commercial Center (CC), Light Manufacturing and Storage (LMS), Business/Office Park (BOP), or Rural Service (RS).

The starting point for these designations was the Business and Land Use Review Committee's recommended boundaries that accompany the Island County Economic Development Council report entitled Business Land Use Needs for Island County to the year 2016, May 17, 1996. The boundaries were adjusted inward or outward based on:

- Uses in existence prior to July 1, 1990.
- Provision of sufficient land to provide a transitional buffer, if necessary, between non-residential uses and neighboring rural and residential uses.

Transitional buffers would not be included in the acreage calculation.

Remaining land in mixed-use areas of more intensive development would be designated as Residential (R) and Rural Agriculture (RA) or Rural Forest (RF). Rural Agriculture and Rural Forest would be included in those situations necessary to form a logical outer boundary. The Clinton and Freelend mixed-use areas of more intensive rural development are of a greater size

and intensity than the others. They retain the Rural Community Center (RCC) label to acknowledge their unique circumstances and the functions they serve in the County.

The logical outer boundaries for non-residential and mixed-use areas of more intensive rural development as established in this plan would be non-expandable. The exception to this would be the future consideration of Clinton and Freeland as possible non-municipal urban growth areas.

COMMERCIAL CENTER LANDS (CC)

Commercial Center lands are located within non-residential or mixed-use areas of more intensive rural development and are intended for a unified grouping, in one or more buildings, of several retail, convenience or service shops or stores that provide for the needs of both residents, businesses, and tourists. A cluster of mixed uses, commercial and residential, whose compact design fosters a communal atmosphere or orientation. Commercial uses would include the retail sale of convenience goods as well as personal and business services. Extensive landscaping and common areas, including small parks, are an integral part of the design.

VILLAGE COMMERCIAL LANDS (VC)

Village Commercial lands are located within non-residential or mixed-use areas of more intensive rural development and are primarily intended for the retail sale of convenience goods as well as personal and business services needed to support persons residing near the Village Commercial area as well as those in neighboring rural land areas. Those living on adjacent rural lands cannot always have their business or service needs met within existing UGAs because of their distance and, in some cases, the limited availability of essential goods and services for those living or working on rural lands. This land use designation encourages mixed use, residential and commercial, especially living accommodations above or over business activities.

BUSINESS/OFFICE PARK LANDS (BOP)

Business/Office Park lands are located within non-residential or mixed-use area of more intensive rural development and are intended to encourage and permit general professional and business offices of high site quality and appearance, in attractive landscaped surroundings. The types of uses and design exterior appearance are so controlled, and maintained, that it provides a low density, campus style environment with extensive open spaces, buffers, and common areas. This designation should generally be located in areas abutting or near Highways 20, 525 or 532 or major collector streets with public transit service availability.

LIGHT MANUFACTURING AND STORAGE LANDS (LMS)

Light Manufacturing and Storage lands are located within non-residential or mixed-use areas of more intensive rural development and are intended primarily for light 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. Located in areas generally characterized by existing development that is predominantly non-residential or surrounding an existing airfield. Such parcels must be sited so as not to negatively impact the Village Commercial, Commercial Center, residential designations or other abutting rural land uses.

RURAL SERVICE LANDS (RS)

Rural Service lands are located within non-residential or mixed-use area of more intensive rural development and are intended for small, isolated, existing businesses located outside larger commercial areas, oriented to serving local needs. Rural Service areas can either be a single business or service, or a small cluster. The designation is appropriate for those non-residential or resource based activities that do not benefit from close proximity to other commercial activities such as small, country stores and restaurants, agricultural sales, larger This designation is appropriate for those non-residential or resource based activities such as small country stores and restaurants, agricultural sales, larger bed and breakfasts, and similar uses who normally utilize their own well and septic system.

One other designation has been added in the Planning Team Draft. This is the Special Review District. These are areas defined during the comprehensive planning process that require a special consideration for future development, which a master plan allows. Only the Greenbank Farm is identified in this designation.

The remaining land use designations (Municipal UGA, Rural Residential, Rural Forest, Rural Agriculture, and Light Industrial) and their designation criteria correspond to similar classifications found in the Staff Draft and do not represent a significant change between the two drafts.

ENVIRONMENTAL COMPARISON - PLANNING TEAM DRAFT

The previous sections described the substantive changes that have been proposed from the Staff Draft to the current Planning Team Draft. The primary differences between the two drafts lie in the use of the new GMA land use classification of rural areas of more intensive development and a greater population growth estimate.

Land Use Designations

The Planning Team Draft employs the same organizing elements as the Staff Draft, utilizing the existing settlement pattern and identified open spaces as the framework for directing new growth. Like the Preferred Alternative in the Staff Draft, the Planning Team Draft relies substantially on infilling existing pockets of development to accommodate the projected increases in unincorporated county population and employment. Consequently, the overall growth management strategy remains the same.

The Staff draft used three land use designations in identifying the existing pockets of development that would receive new growth. These were RCCs, PRCs, and RACs.

The Planning Team Draft identifies existing pockets of development as 'rural areas of more intensive development' as allowed under recent amendments to the GMA. These include three

categories: residential, non-residential, and mixed-use areas of more intensive rural development. However, these categories are not used as actual land use designations in the plan. They serve more as descriptions to guide the establishment of logical outer boundaries to areas identified to receive future growth. There are six land use designations that would be applied to rural areas of more intensive development; one residential, four commercial, and a light manufacturing designation.

Like the land use designations in the Preferred Alternative, the Planning Team Draft has criteria that describe the characteristics necessary for an area to be designated as a particular land use category. These criteria were generally described in previous sections and include such things as locations of existing development, age and density of plats, proximity to major roads, etc. A comparison of the designation criteria used between the two drafts shows that these criteria remain relatively unchanged. This means that the location of the areas that are identified to receive future growth, both in population and employment, is also essentially the same between the two drafts.

The changes relative to reorganizing land use designations are a refinement of the overall growth strategy, rather than a substantive change in the locations and the types of land uses. As such they do not represent an additional environmental impact over the Staff Draft.

Rural and Urban Population Growth

The substantive change between the two draft land use elements is in the amount of population growth that needs to be accommodated during the planning period. The Planning Team Draft estimates that an additional 43,900 people will be added to the County's population by the year 2020 based on the high OFM forecast. This represents an increase of 59% over the next twenty-four years, producing a total population of 118,800.

The rural portion of the County will accommodate 30,500 new residents, or 70% of this growth, while the urban growth areas will add 13,400 persons, or 30%. This change in percentages from the Staff Draft occurs for two reasons. First, the size and growth potential for the Municipal UGAs of Oak Harbor, Langley, and Coupeville remain essentially unchanged, so that the numeric increase between the two drafts is minimal. Second, the amount of population to be accommodated within the unincorporated county in the Planning Team Draft is greater by 17,500 people due to a four year increase in the planning period (from 20 years to 24 years) and the use of a higher total population projection predicated by changes in recent growth trends.

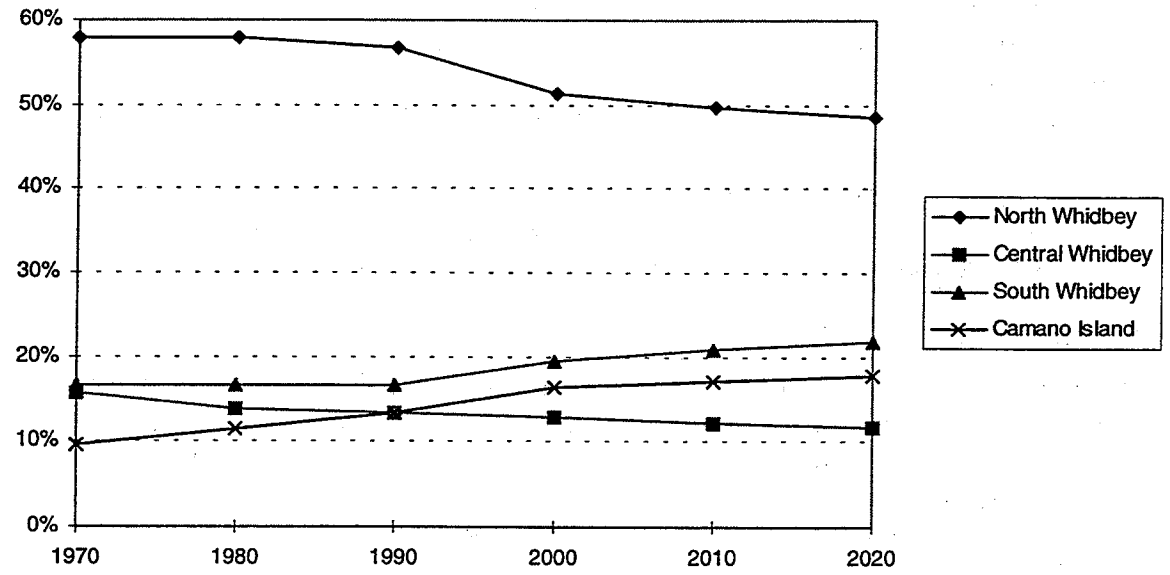
As one of the implementation strategies of this plan, the County has committed to studying the Freeland and Clinton areas for consideration as non-municipal urban growth areas. If these areas become non-municipal growth areas, the rural/urban split of population growth would changed accordingly. The estimated result would be a 60% growth in rural areas and 40% in urban areas.

Each of the four County planning areas is expected to accommodate a particular share of the County's growth through the year 2020. The methodology for allocating population to the planning areas is based on an analysis of historical trends, available lands and anticipated areas of future growth. The historical trends for 1970 through 1996 are shown below along with the estimated percentages for 2000 through 2020 in Figure 1. In addition, a graphical presentation of the trend is shown in Figure 2.

Figure 1 Planning Area Population Distribution as Percent of Total County Population, 1970-2020

Planning Area	1970	1980	1990	1996	2000	2010	2020
North Whidbey	58%	58%	57%	52%	51%	50%	48%
Central Whidbey	16%	14%	13%	14%	13%	12%	12%
South Whidbey	17%	17%	17%	18%	20%	21%	22%
Camano Island	10%	12%	13%	16%	16%	17%	18%
Total	100%	100%	100%	100%	100%	100%	100%

Figure 2 Planning Area Population Distribution as Percent of Total County Population, Graphical Presentation



North Whidbey

North Whidbey's population share represents a decreasing percentage of the total Island County population: from 58% in 1970, to 51% in the year 2000, and it is projected to fall to 48% by the year 2020. Likewise, the population share in the Oak Harbor Urban Growth Area (UGA) has steadily decreased in relation to the rural portion. This trend, which has leveled in recent decades, is expected to remain fairly constant with 54% of the total county population located in the Oak Harbor UGA and 46% located in the rural areas. As a result, North Whidbey is projected to grow by an 18,400 additional people by 2020, or 42% of the County's projected growth.

Central Whidbey

The proportionate share of the county's population in the Central Whidbey region has held relatively steady over the years, at 13 to 14%, and is expected to decrease only slightly through the year 2020. Although a significant number of unimproved lands and Planned Residential Development exist, continued water problems in this region are expected to

stabilize growth rates. By the year 2020, the Central Whidbey share of the County's population is projected to be 12%. Consistent with the rest of the county, Central Whidbey has experienced more growth in the rural area than in the Coupeville UGA. In 1970, Coupeville held 17% of the planning area's population, and in 1996 this figure had declined only slightly to 16%. By 2020 the Coupeville UGA is expected to make up 14% of the planning area population. Coupeville currently has no urban growth area so all new growth will be accommodated through infill development within the existing municipal boundaries. Central Whidbey is projected to show a population increase of about 3,800 people, or 9% of the county growth projection to 2020.

South Whidbey

In recent decades South Whidbey has held a steady 17% share of total county population. This share is predicted to increase 21% in 2020 due to continued growth of employment opportunities in the Everett and Seattle areas within commuting distance. Since 1970, rural population growth has outpaced the growth of the Langley UGA. Langley's share of population in the South Whidbey planning area was 11% in 1970, it has fallen to a 1996 share of 7%. By 2020, the Langley UGA share is expected in increase slightly to 8%. A majority of new growth will be accommodated within the existing city limits. Projections for South Whidbey show growth of about 12,400 people, or 28% of total county growth to 2020.

Camano Island

With respect to the rest of the county, the Camano region has experienced the greatest increase in population share. Since 1970, Camano's share has increased from 10% to 16% in 1996. This trend is expected to continue to rise as employment opportunities in Snohomish and Skagit county increase, making Camano Island attractive to commuters. Camano Island is projected to show an increase of about 9,300 people, or 21% of the total county projection to 2020.

The above analysis indicates that there are two consequences that result from accommodating the increase in total county population addressed in the Planning Team Draft. First, due to recent changes in growth trends of the four planning areas, South Whidbey and Camano Island receive greater shares of the additional population than in the Staff Draft. Consequently, the environmental impacts associated with that growth, as described under the environmental review of the Staff Draft, would be incrementally greater in the Planning Team Draft for these two planning areas.

Second, while the two drafts both direct growth to existing areas characterized by localized non-rural development, the Planning Team Draft accommodates more people in those same areas. This places a greater reliance on the use of infill development in these areas. As a result, the development density in the specific locations will be more intense. Therefore, the individual environmental impacts discussed in the review of the Staff Draft would increase in an increment that corresponds to the amount of additional population the Planning Team Draft accommodates in each of the individual rural areas of more intensive development, and to a lesser degree in the rural areas.

CONCLUSION

This supplemental environmental review has focused on the fundamental differences between the Staff Draft and Planning Team Draft versions of the Land Use Element of the Island County Comprehensive Plan. These differences lie in a procedural change; the use of a new GMA land use designation in describing areas to receive growth; and a substantive increase in the amount of population that will be accommodated over a planning period to cover the next twenty-four years.

As noted above, the two versions utilize the same overall organizing framework to direct growth to those pockets of unincorporated Island County that are characterized by non-rural densities and land uses. The designation criteria employed to identify those areas to receive growth also remain essentially unchanged between the two drafts. Therefore, the two drafts direct growth to basically the same locations.

The difference is one of intensity of development in each of the areas that will receive future growth. The Planning Team Draft is planning for a greater population over a longer period of time than the Staff Draft. This will mean that the environmental impacts in these localized areas will be more intense to an increment commensurate with the localized increase in population and development.

However, there is very little difference in the overall county-wide environmental impacts between the two drafts. There are unavoidable area-wide impacts resulting from increased growth regardless of which approach that is used. These were outlined earlier on page 12 in this review. Like the Staff Draft, the Planning Team Draft has less in the way of county-wide environmental impacts than a 'No Action' alternative would have. Both drafts identify the same types of mitigation measures to off-set the impacts to the environment. Consequently, the Planning Team Draft fits the same general environmental profile as the Preferred Alternative in the Staff Draft reviewed in the EIS.

APPENDIX C

POTENTIAL MITIGATION MEASURES

MITIGATION MEASURES

Earth

Unavoidable Impacts

New development in Island County will result in site specific grading, filling, excavation, removal of plants and trees, and other disturbances to the earth. Although these impacts cannot be eliminated, they can be mitigated through a sound comprehensive plan and well-designed mitigation measures.

Mitigation Measures

The following are potential mitigation measures that the Comprehensive Plan and future regulatory efforts could implement:

1. Direct urban development only to areas that are appropriate to development at urban densities, avoiding all designated geologic and soils hazards areas.
2. On slopes greater than 15%, maintain low residential densities.
3. In geologically hazardous areas prohibit all uses except those classified as low intensity uses, such as agriculture and recreation.
4. To preserve agrarian aspects of the rural lifestyle and maintain low intensity use, establish agricultural production as the highest priority use on identified prime agricultural soils.
5. On designated forest lands, establish silvaculture as the highest priority use.
6. Provide incentives and zoning designations, and apply other regulatory techniques to preserve prime agricultural soils for agrarian uses.
7. Adhere to guidelines established by the Washington State Department of Ecology for erosion and sediment control.
8. Require mandatory riparian, lacustrine, and steep slope vegetative buffers to limit erosion, siltation, and marine impacts during and after construction.
9. Establish permitting protocols that will examine projects in a cumulative manner and provide site specific mitigation to reduce impacts in the design phase, rather than try to mitigate problems after they have developed.

Air

Unavoidable Impacts

As growth occurs, there would be an increase in the source of air pollutants, potentially degrading air quality.

Mitigation Measures

The following are potential mitigation measures that the Comprehensive Plan and future regulatory efforts could implement:

10. Minimize trips lengths and reliance on private vehicle use by promoting a compact pattern of development in urban areas.
11. Prohibit land uses that create noxious or toxic air pollutants near residences, hospitals, or other incompatible land uses.
12. Increase awareness of the air quality impacts of vehicle emissions, wood stoves, and other activities through a public education program.
13. Require all new development, including those in rural areas, to have heating sources other than wood stoves.
14. Establish wood stove emission standards that exceed current state standards.
15. Establish outdoor burning bans in UGAs and RACs.
16. Island County could provide collection and recycling of land clearing debris from all sites where clearing and timber harvest occurs, thereby eliminating the need to burn unmerchantable timber and debris. On-site wood waste recycling options such as chipping machines could be provided.
17. Establish higher emission standards for new industrial and commercial uses that exceed state and federal standards.

Water - Surface Water, Runoff/Absorption, Floods, and Groundwater

Unavoidable Impacts

As urban development continues, some increases in impervious surfaces would be expected, potentially decreasing groundwater recharge, reducing surface water flows during dry periods, and increasing flooding problems.

As urban growth occurs, increases in pollutant sources associated with urban uses would occur, potentially contaminating surface waters and groundwater.

Mitigation Measures

The following are potential mitigation measures that the Comprehensive Plan and future regulatory efforts could implement:

18. Minimize water quality impacts in the UGAs, RACs and PRCs by encouraging a development pattern that minimizes impervious surface coverage, such as clustered development, multi-story buildings, or other innovative building designs.
19. Minimize water quality impacts in the rural areas by concentrating growth in the UGAs, RACs, and PRCs.
20. Provide for residential development patterns in the UGAs that will support a public sewer system.
21. Limit development activity in frequently flooded areas to low intensity uses, such as agriculture and recreation.
22. Require mandatory buffers of undisturbed vegetation for designated streams.

23. Provide for the transfer of development rights to allow development in appropriate locations, while protecting environmentally sensitive areas.
24. Encourage the retention of vegetation, wetlands, and the use of natural stormwater management facilities, such as bio-filtration swales.
25. Evaluate and enhance critical area regulations to reduce stormwater runoff, erosion, sedimentation, and flooding problems.
26. Increase standards for installation of new septic systems and for maintenance and inspection of existing septic systems.
27. Identify and establish procedures for increased protection of groundwater. Implement recommendations of the County Ground Water Management Program.
28. Develop and implement County-wide stormwater control plans.
29. Develop education programs to provide information on water resource protection and conservation.

Water - Public Water Systems

Unavoidable Impacts

Demand for potable water will increase as population grows.

Mitigation Measures

The following are potential mitigation measures that the Comprehensive Plan and future regulatory efforts could implement:

30. Promote a coordinated and connected water system by providing a compact and concentrated growth pattern in the UGAs, RACs, and PRCs.
31. Restrict new growth based on projected water availability.
32. Promote the use of coordinated and connected water systems and discourage development of small, independent water systems.
33. Require water conservation measures in new development.
34. Locate new wells inland, away from the coast and especially narrow points of land to reduce potential salt water intrusion.
35. The tools for coordinated water supply planning have been developed in the CWSP and GWMP. Implementation of the recommendations of these plans will promote good drinking water supply planning.

Plants and Animals

Unavoidable Impacts

Some habitat loss will occur with new development.

Mitigation Measures

The following are potential mitigation measures the Comprehensive Plan and future regulatory efforts could implement:

36. Reduce development pressure and associated habitat loss by concentrating growth in a limited number of areas. Preserve riparian corridors and wetlands by cluster development that would minimize intrusion into significant habitat areas.
37. Provide for a County-wide open space network that preserves habitat areas and movement corridors for wildlife.
38. Establish low density land use designations in significant fish and wildlife habitat areas.
39. Develop standards that emphasize the preservation of natural vegetation, including widened buffer requirements and standards for the minimum removal and disturbance of vegetation.
40. Evaluate and revise critical areas regulations to enhance protection of habitat areas.
41. Establish a land acquisition program for especially significant habitat areas.
42. Develop a comprehensive habitat management program to protect natural resources in Island County.

Energy And Natural Resources - Rate of Use, Sources/Availability, Nonrenewable Resources, Conservation, and Renewable Resources

Unavoidable Impacts

Demand for power and natural resources will grow with increased residential, commercial and industrial development.

Mitigation Measures

The following are potential mitigation measures that the Comprehensive Plan and future regulatory efforts could implement:

43. Promote energy conservation by providing a concentrated growth pattern that would permit energy efficient housing design.
44. Establish and designate commercially significant natural resource lands for long-term protection.
45. Encourage retrofitting existing structures for energy conservation.
46. Provide incentives for the use of renewable resources and conservation.

Energy And Natural Resources - Scenic Resources

Unavoidable Impacts

New development will alter the natural landscape and could block some views.

Mitigation Measures

The following are potential mitigation measures that the Comprehensive Plan and future regulatory efforts could implement:

47. Preserve the rural visual character of much of the County by concentrating growth in a limited number of more intensive development areas.
48. Provide for the preservation of scenic agricultural lands, open spaces, forest lands, critical areas and other scenic resources.
49. Limit development in scenic rural areas to low intensity and low density uses.
50. Recognize natural resource lands as a scenic resource.
51. Provide for the preservation of vegetation, scenic views and viewsheds.
52. Limit building heights to preserve significant views.

Environmental Health - Noise

Unavoidable Impacts

Increased population growth and new development may increase potential noise sources.

Mitigation Measures

The following are potential mitigation measures that the Comprehensive Plan and future regulatory efforts could implement:

53. Concentrate population growth to a limited number of designated areas to preserve the quiet rural character of Island County.
54. Reduce noise problems by avoiding location of sensitive land uses (i.e. homes, schools and hospitals) near high level noise areas such as airport facilities.
55. Designate compatible land uses to minimize density of people in high aircraft noise areas.
56. Establish criteria for placement of vegetation zones/noise barriers between significant noise sources and adjacent noise sensitive land uses.
57. Establish noise level reducing standards for new construction in moderate and high aircraft noise areas.
58. Encourage use of alternative transportation modes within UGAs and/or RACs to help reduce increases in motor vehicle traffic and mitigate noise problems.

Land And Shoreline Use - Relationship to Existing Land Use Plans and to Estimated Population

Unavoidable Impacts

None identified.

Mitigation Measures

The following are potential mitigation measures that the Comprehensive Plan and future regulatory efforts could implement:

59. Pursuant to GMA requirements, ensure that all other Island County plans and policies are consistent with the adopted Comprehensive Plan.
60. Establish location criteria for different land uses to be used in evaluating rezone requests and to help determine future growth areas.
61. Establish a process for inventorying existing land uses including vacant lands and updating as development occurs.
62. Ensure the future ability to respond to changing conditions and needs by establishing a process for regular review and amendments to the Future Land Use Plan.
63. Establish concurrency requirements to ensure that development is not permitted until public facilities and service capacity are adequate to meet the needs of the development.

Housing

Unavoidable Impacts

The need for more housing units of various types increases with population growth.

Mitigation Measures

The following are potential mitigation measures that the Comprehensive Plan and future regulatory efforts could implement:

64. Minimize public service cost and associated housing costs by concentrating growth in UGAs , RACs and PRCs.
65. Accommodate a variety of housing needs by providing a range of residential densities, from low density rural residential development to higher density attached multi-family housing.
66. Promote housing affordability by encouraging a variety of housing types in appropriate locations, including common wall housing, accessory units, manufactured housing, clustered developments, and farm worker housing.
67. Identify surplus public lands that may be suitable sites for future development of low and moderate income housing.
68. Establish policies and incentives to support the availability of affordable housing.

Light and Glare

Unavoidable Impacts

Potential sources of light and glare increase as more development occurs.

Mitigation Measures

The following are potential mitigation measures that the Comprehensive Plan and future regulatory efforts could implement:

69. Require the use of directional shields and timers on new outdoor lighting.
70. Establish standards for building and landscape materials that would absorb, rather than reflect, light and glare.
71. Establish development standards that restrict the levels of light and glare that new development may emit.

Aesthetics

Unavoidable Impacts

Increased development of natural landscapes reduces overall aesthetic quality.

Mitigation Measures

The following are potential mitigation measures that the Comprehensive Plan and future regulatory efforts could implement:

72. Provide for the preservation of agricultural and forest resource lands, and protect wetlands, fish and wildlife habitats, and steep hillsides.
73. Limit development in scenic rural areas to low intensity uses, such as agriculture and recreation uses.
74. Limit commercial development to UGAs, RACs, and designated areas.
75. Discourage strip retail and haphazard commercial development in rural areas.
76. Establish design standards and a design review process for new development.
77. Ensure that structures, roads and utility systems are designed and constructed to minimize the unnecessary alteration of the landscape and to preserve natural systems and scenic amenities.

Recreation

Unavoidable Impacts

Increase in population can increase demand on the available supply of recreational facilities, lowering the level of service of recreational facilities.

Mitigation Measures

The following are potential mitigation measures that the Comprehensive Plan and future regulatory efforts could implement:

78. Implement recommendations outlined in the County Comprehensive Parks and Recreation Plan.

79. Establish an inter-connected open space network throughout Island County.
80. Identify priority areas for future open space acquisition.
81. Require that new development provide recreational open space to meet the established standards.
82. Seek funds to acquire new open space by assessing impact fees on new development, issuing open space bonds, or pursuing other funding sources.

Historic and Cultural Preservation

Unavoidable Impacts

None identified.

Mitigation Measures

The following are potential mitigation measures that the Comprehensive Plan and future regulatory efforts could implement:

83. Work with the Washington State Office of Historic Preservation to identify and document priority historic and/or cultural sites and establish criteria for evaluation of future sites.
84. Continue to carry out the objectives of the Ebey's Landing National Historical Reserve, and continue to support the functions of the Central Whidbey Island Historical Preservation District Advisory Committee.
85. Continue to provide and develop additional incentives to preserve historic structures such as reduced tax assessments and the purchase of development rights.
86. Give high priority to the preservation of historic and cultural sites when redevelopment plans are reviewed.
87. Encourage the rehabilitation of historic structures.

Natural Resource Lands

Mitigation Measures

The following are potential mitigation measures that the Comprehensive Plan and future policy and regulatory efforts could implement:

88. Reduce development pressure on designated natural resource lands by concentrating growth in UGAs, RACs and PRCs, and away from resource lands.
89. Explicitly preserve resource lands through agricultural, forest, and mineral resource lands zoning designations, large minimum lot sizes and other zoning techniques, preferential tax treatment, TDR programs, and other creative techniques.
90. Reduce the potential for conflict between resource lands and adjacent uses by promoting special buffers, setbacks, and opportunities for clustered development.

Transportation

Significant Unavoidable Impacts

Increased population will result in increased traffic and demand for transportation system improvements.

Mitigation Measures

The following are potential mitigation measures that the Comprehensive Plan and future regulatory efforts could implement:

91. Promote greater transportation system efficiencies, such as transit and other alternative modes of transportation, by creating designated areas with relatively higher residential densities.
92. Minimize trip lengths and maximize the opportunity for non-motorized transportation by locating services and employment centers near residential areas.
93. Establish a land use pattern that contributes to a decreased reliance on the private automobile. This may include residential densities that are high enough to support transit, location of services and employment near residential areas, and development standards that promote ease of access to transit and other alternative modes of transportation between UGAs, RACs and PRCs.
94. Assist in future transportation planning by clearly designating the location of future population concentrations and other traffic generators.
95. Pursuant to the GMA, establish levels of services for the future transportation system.
96. Identify specific transportation system improvements that would be necessary to maintain the established level of service.
97. Require funding and construction of major transportation facilities concurrent with new development.
98. Establish a land use pattern that would minimize future traffic hazards due to congestion and the need to build transportation system improvements through hazardous areas, such as floodplains and steep slopes.
99. Assist in the avoidance of future traffic hazards by providing some predictability and improved ability to plan needed improvements.
100. Seek additional funding for the correction of existing and projected traffic hazard areas.

Public Services And Utilities - Fire/Law Enforcement/Government Services

Mitigation Measures

The following are potential mitigation measures that the Comprehensive Plan and future regulatory efforts could implement:

101. Emphasize a compact land use pattern that would increase the efficiency of fire and emergency service delivery.

102. Assist future fire service planning by providing direction regarding future population growth.

103. Establish levels of service for fire services, sheriff response times, and facilities that are adequate to meet the needs of new development.

104. Emphasize a compact development pattern that would increase the efficiency and economy of police and public safety service delivery.

105. Assist future service law enforcement planning by providing direction regarding future growth areas.

106. Prohibit new development until law enforcement services are adequate to meet the needs of the development.

107. Concentrate growth in designated areas to provide for better access and more efficient provision of County services.

108. Establish levels of service for administrative County services.

109. Consider enhancement of user fees and other techniques to fund needed increases in services.

Public Services And Utilities - Schools

Mitigation Measures

The following are potential mitigation measures that the Comprehensive Plan and future regulatory efforts could implement:

110. Provide concentration of growth in the UGAs and/or RACs to reduce reliance on school buses, reduce the length of school bus trips, and to increase the efficient use of existing and future school facilities.

111. Assist in future school needs planning by providing clear guidance on the direction of future growth.

112. Establish a level of service for school facility capacity.

113. Require impact fees on new development to pay a fair share of the cost of facilities needed to service the new student population of the development.

Public Services and Utilities - Parks and Other Recreational Facilities

Mitigation Measures

The following are potential mitigation measures that the Comprehensive Plan and future development regulations could implement:

114. Establish an inter-connected open space network throughout Island County.

115. Identify and document priority areas for future recreational facilities acquisition.

116. Assist future open space and recreational service planning by clearly designating future population areas.

117.Identify resources and criteria for additional recreational service funding.

Public Services And Utilities - Communications

Mitigation Measures

The following are potential mitigation measures that the Comprehensive Plan and future development regulations could implement:

118.Identify criteria for the location and evaluation of potential communication facilities.

119.Establish design standards and a design review process for evaluation of potential communication facilities.

Public Services and Utilities - Water/Stormwater

Mitigation Measures

The following are potential mitigation measures that the Comprehensive Plan and future development regulations could implement:

120.Plan and implement a County-wide stormwater control system by providing direction regarding future growth.

121.Minimize the potential increase in stormwater flows in the more intensively developed areas by encouraging a development pattern that minimizes impervious surface coverage, such as clustered development, multi-story buildings, or other innovative building designs. Provide stormwater detention facilities.

122.Limit new development in the floodplain to low-intensity uses, such as agriculture and recreation.

123.Encourage the retention of vegetation and use of natural stormwater management facilities, such as biofiltration swales.

124.Establish levels of service for stormwater facilities.

125.Establish concurrency requirements for stormwater facilities adequate to meet the needs of new development.

Public Services and Utilities - Sewer/Septage/Solid Waste

Unavoidable Impacts

New growth and development will result in increased demand for public services and utilities, including fire, law enforcement, school facilities, park and recreation facilities, stormwater facilities and sewer and solid waste collection services.

Mitigation Measures

The following are potential mitigation measures that the Comprehensive Plan and future regulatory efforts could implement:

126. Concentrate growth to provide for more efficient sewer system design and solid waste collection routes.

127. Assist future sewer and solid waste planning by providing direction regarding future population growth.

128. Accommodate public sewer systems and solid waste recycling programs by providing an adequate population base to support such services.

129. Prohibit the development of new community septic systems in the more intensively developed areas, except on an interim basis.

130. Provide coordinated planning for sanitary sewer when existing development patterns present adverse environmental impacts and unsanitary health conditions.

131. Provide for solid waste service planning on a regional, County-wide basis.

132. Over time, evaluate the need for expansion of existing solid waste facilities.

133. Over time, evaluate the need for enhancement of sanitary sewer output treatment processes.