Photo by Jake Root

Guided by the County's vision, the Land Use goals and policies allow for Island County's growth and development while protecting its rural character, unique ecology, and natural resources.

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TABLE OF CONTENTS

1.1 INTRODUCTION 5

1.2 LAND USE ANALYSIS 7

1.2.1 Land Use Inventory 7

1.2.1.1 Planning Area Characteristics

1.3 GROWTH ACCOMMODATIONS 12

1.4 FUTURE LAND USE CONCEPTS & CONSIDERATIONS 15

1.4.1 Measures to Protect Rural Character 15

1.4.2 Additional Considerations 18

1.5 FUTURE LAND USE DESIGNATIONS & OVERLAYS 19

1.5.1 Urban Element Designations 19

1.5.1.1 Urban Growth Areas (UGAs)

1.5.1.2 Potential Expansion of Urban Growth Areas

1.5.2 RUral Element Designations 33

1.5.2.1 Rural Areas of More Intensive Development (RAIDs)

1.5.2.2 Rural Areas

1.5.3 Critical Areas 37

1.5.4 General Land Use Designations & Overlays 37

1.5.4.1 Airports & Aviation

1.5.4.2 Parks

1.5.4.3 Public/Federal Lands

1.6 DESIGNATION CRITERIA 43

1.6.1 Future Land Use Map 48

1.7 GOALS AND POLICIES 54

TABLES

Table 1-1. Existing Land Use Characteristics 7

Table 1-2. Tax Program Participation Summary 8

Table 1-3. OFM's 2036 Population Projections for Island County 14

Table 1-4. POPULATION PROJECTIONS 14

Table 1-5. Naval Air Station Whidbey Employment Projections 40

Table 1-6. Rural Lands Designations 43

Table 1-7. Rural Areas of More Intensive Development (RAID) Designations 44

Table 1-8. Urban Land Use Designations 45

Table 1-9. Other Land Use Designations 45

Table 1-10. Critical Areas Overlay Designations 46

Table 1-11. Airport and Aviation Safety Land Use Overlay Designations 47

Table 1-12. Other Overlays 48

MAPS

MAP 1A.	Properties in the Designated Forest Program	9
MAP 1B.	Properties in Agricultural Tax Program	10
MAP 1C.	Properties in Public Benefit Rating System Tax Program	11
MAP 1D.	Island County Planning Areas	13
MAP 1E.	Map of Island County Urban Growth Areas	21
MAP 1F.	Oak Harbor Urban Growth Area	22
MAP 1G.	Coupeville Urban Growth Area	23
MAP 1H.	Langley Urban Growth Area	24
MAP 1I.	Freeland Non-Municipal Urban Growth Area	25
MAP 1J.	Joint Planning Area Boundaries	27
MAP 1K.	Oak Harbor Joint Planning Area Overlays	28
MAP 1L.	Langley JPA Overlays	29
MAP 1M.	Freeland Future Planning Area	31
MAP 1N.	Island County Residential RAIDs	35
MAP 1O.	Nonresidential RAIDs	36
MAP 1P.	Commercial Agriculture Lands	38
MAP 1Q.	Mineral Lands	39
MAP 1R.	Aircraft Potential Zones	41
MAP 1S.	Noise Contours	42
MAP 1T.	Future Land Use Map	49
MAP 1U.	Future Land Use Map - North Whidbey	50
MAP 1V.	Future Land Use Map - Central Whidbey	51
MAP 1W.	Future Land Use Map - South Whidbey	52
MAP 1X.	Future Land Use Map - Camano Island	53

1.1 INTRODUCTION

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

Guided by the County's vision statement, the Land Use goals and policies allow for Island County's growth and development over the next 20 years while protecting its rural character, unique ecology, and natural resources. Island County's unique features attract residents and visitors from the Puget Sound region and beyond. As the County grows, it strives to maintain those special characteristics that make it a unique place to live, work, farm, fish, recreate and visit.

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

LAND USE GOALS

1. **Achieve a staged and orderly development pattern that accommodates growth, fosters a high quality living environment, and protects rural character, natural resources, and historic properties.**
2. **Assure general public health, safety, and welfare without unduly jeopardizing the rights of individuals.**
3. **Provide the opportunity for the intensification of development on lots in the rural area containing, or new development of, small scale recreational or tourist uses, including commercial facilities to serve those recreational or tourist uses, that rely on a rural location and setting but that do not include new residential development.**
5. **Provide areas where urban land use activities may be concentrated in a manner which enables the efficient provision of public facilities and services.**
6. **Designate Rural Areas of More Intensive Development (RAIDs) with non-expandable logical outer boundaries.**
7. **Encourage clustered residential development where appropriate. All residential development should preserve the community feel of an area and further the protection of rural character in Island County.**
8. **Ensure Planned Residential Developments retain and incorporate natural features and open space and preserve rural character.**
9. **Maintain low residential densities to preserve rural character and provide buffers between urban activities and agricultural & forestry uses.**

LAND USE GOALS (CONTINUED)

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

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

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

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

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

The County is responsible for setting goals and polices for its unincorporated areas, which are comprised of the unincorporated portions of municipal Urban Growth Areas (UGAs), Non-Municipal UGAs (NMUGAs), Rural Lands, Rural Areas of More Intense Development (RAIDs), and Master Planned Resorts. UGAs are areas in which urban growth is encouraged. The County has three municipal UGAs and one NMUGA. Rural lands are lands not included in urban growth designations, or lands designated as agricultural, forest, or mineral resource lands. RAIDs permit the infill, development or redevelopment of preexisting rural communities outside of UGAs at a density greater than typical rural development. Master Planned Resorts are areas of self-contained development that are planned for resort uses.

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

1.2 LAND USE ANALYSIS

1.2.1 LAND USE INVENTORY

Island County lands consist of the UGAs, NMUGA, and Joint Planning Areas (JPAs), as well as federal and state government lands that are not zoned, such as state parks and the Whidbey Island Naval Air Station.

In 1998, Island County performed a detailed land use inventory in order to derive a description of existing land uses and their associated locations. From this initial land use inventory, a future land use map was developed. Land uses were inventoried for each of the County's four planning areas (Camano Island, North Whidbey, Central Whidbey, and South Whidbey), each of the UGAs and the NMUGA, as well as for urban versus rural uses. The County continues to revise this Future Land Use Map as the County's land use needs evolve (see Section 1.5).

Rural zoning (R) represents the largest zoning classification in Island County. Within Island County, the majority of land is zoned R; more parcels are zoned Rural than any other zoning designation. Approximately 33% of the R zoned land is undeveloped.

Table 1-1. Existing Land Use Characteristics

Zone	Acres	Square Miles	Number of Parcels
Airport	293	0.46	40
Camano Gateway Village	117	0.18	42
Commercial Agriculture	4,094	6.40	184
Light Manufacturing	114	0.18	29
Parks	168	0.26	16
Rural	73,801	115.31	23,591
Rural Agriculture	6,379	9.97	413
Rural Center	694	1.08	365
Rural Forest	13,035	20.37	785
Rural Residential	8,532	13.33	15,204
Rural Service	21	0.03	12
Rural Village	73	0.11	80
Special Review District	326	0.51	16
Urban Holding	1,373	2.15	909
SUBTOTAL	**109,020**	**170.34**	**41,686**
No Zoning (State/Federal)	21,759	34.0	
TOTAL	**130,779**	**204**	

Lands zoned Commercial Agriculture (CA) and Rural Forest (RF) comprise a significant portion of land in Island County. These properties serve as the County's resource land base. Lands designated CA include 4,904 acres and compose 3.3% of all County lands, and lands designated RF include 13,035 acres and compose 10.4% of all County lands. Approximately 77.5% of CA and RF parcels are undeveloped.

The number and size of parcels in specific tax programs is another point addressed in the land use inventory. Island County has three special tax programs: Designated Forest, Open Agriculture, and the Public Benefit Rating System (PBRS). These programs are intended to retain resource and agricultural land by providing incentives to land owners to not subdivide or convert property to more intense, or other uses. Through a reduction in property taxes, landowners can reap financial benefits while preserving land in a natural state or for agricultural uses.

- Of the 785 parcels zoned RF, only 480 are in this tax program; 507 parcels not zoned RF but participate in the tax program.
- 537 parcels are in the Open Agriculture tax program, of which 134 are zoned CA and 403 have other zoning.

Table 1-2. Tax Program Participation Summary

Program	Total Parcels	Acres	% of Total
Designated Forest	987	13,430	10.8%
Open Agriculture	537	10,099	8.1%
Public Benefit Rating System	70	859	0.7%

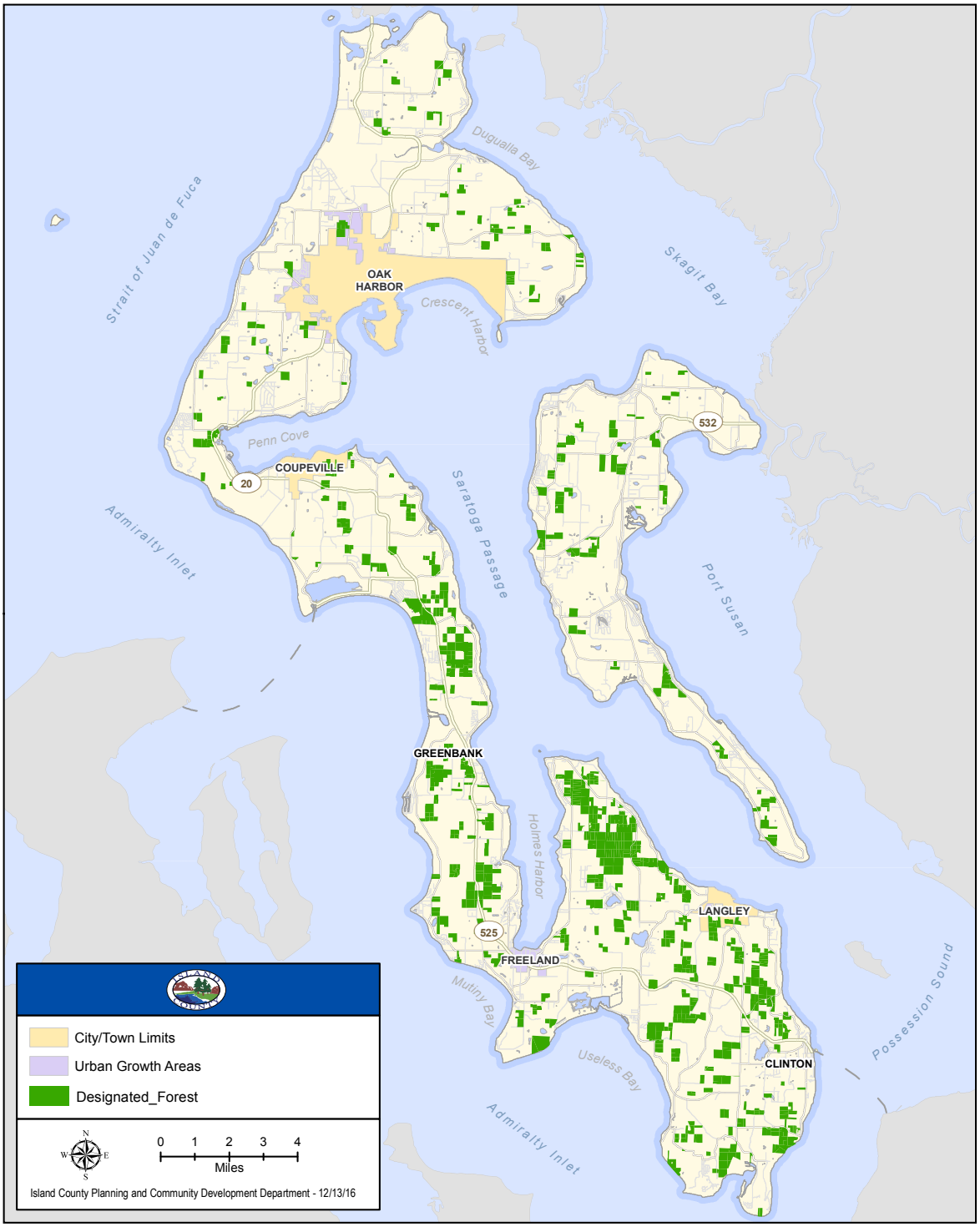
1.2.1.1 Planning Area Characteristics

The County is divided into four planning areas: Camano Island, North Whidbey, Central Whidbey, South Whidbey (see Appendix B for additional information). Each planning area within Island County has unique demographic, environmental, and employment characteristics. By reviewing trends within each planning area, planning policies can be better applied to suit the County's diverse nature and anticipated growth.

1.2.1.1.1 Camano Island Planning Area

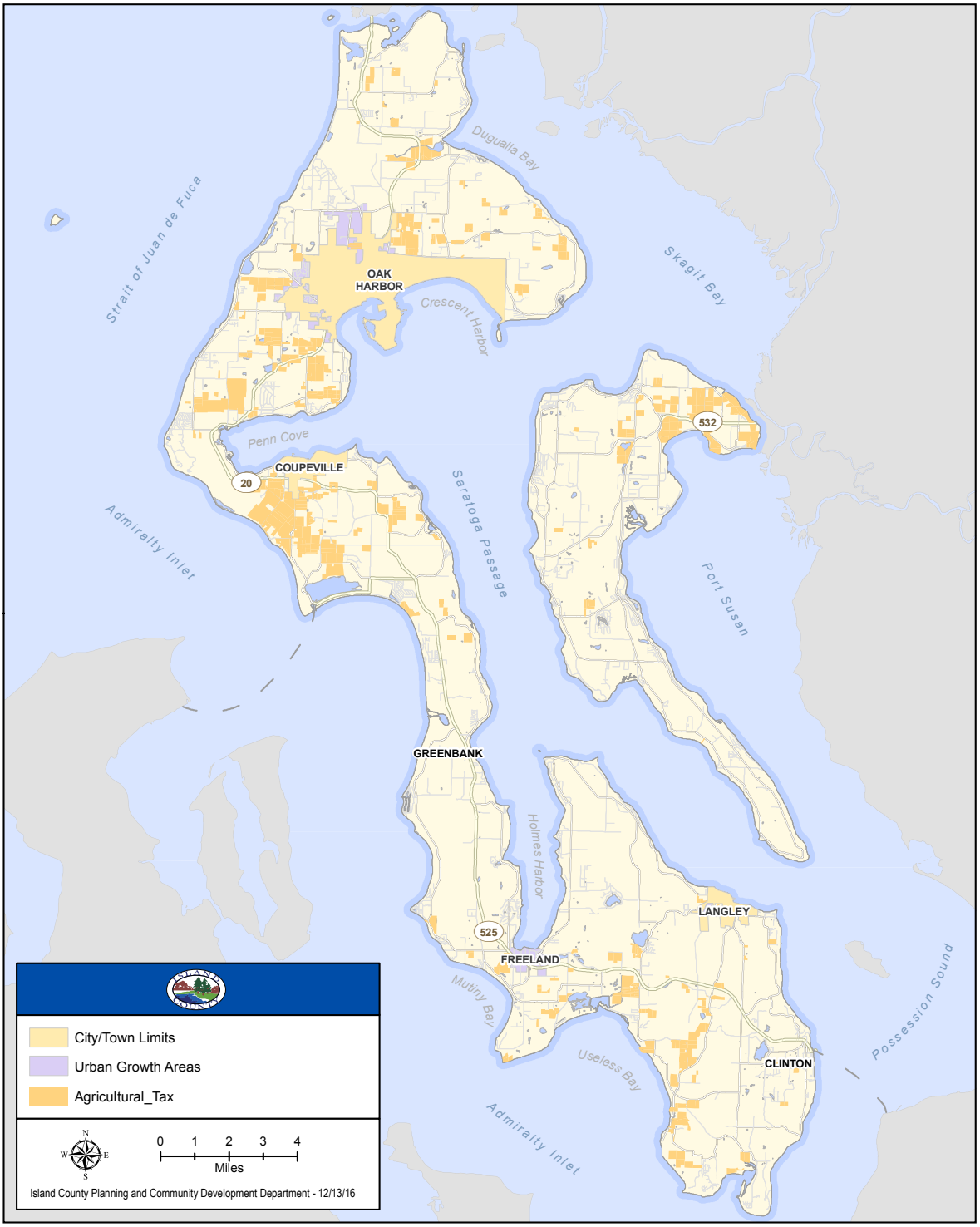
The Camano Island Planning Area consists of all of Camano Island, and is characterized by its proximity to Snohomish County, the I-5 corridor and separation from Whidbey Island. Transportation improvements coupled with employment opportunities in Snohomish and Skagit Counties make residence on Camano attractive to commuters. Approximately 21.9% of parcels are undeveloped.

MAP 1A. Properties in the Designated Forest Program



This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility for use and agrees to hold Island County harmless for liability, damages, or loss incurred by use of this information. Specific questions should be directed to Island County's Department of Planning and Community Development.

MAP 1B. Properties in Agricultural Tax Program



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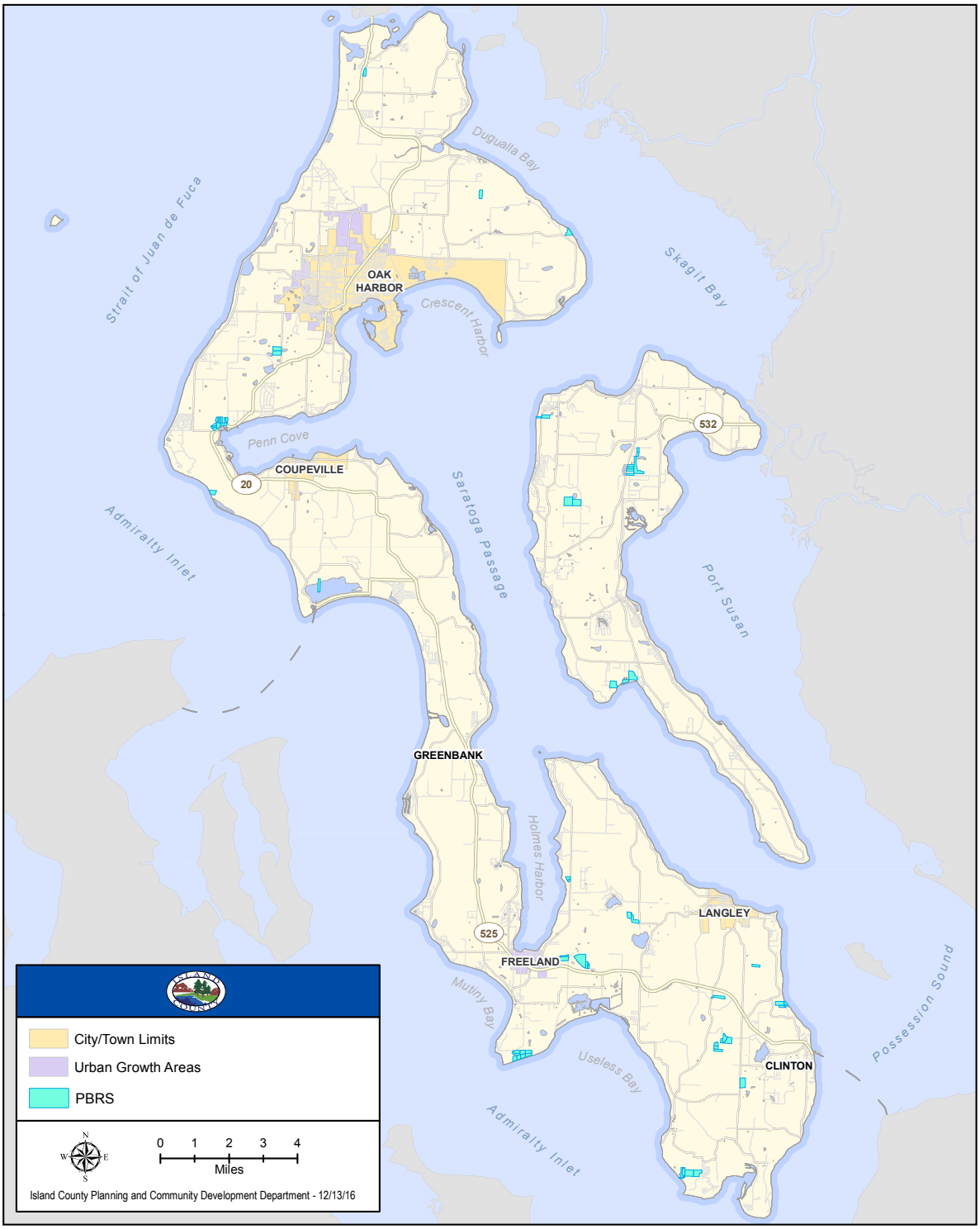
MAP 1C. Properties in Public Benefit Rating System Tax Program



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Camano Island is expected to grow by approximately 6.5% over next 20 years (see Appendix B). In contrast to Whidbey Island, Camano Island has no UGAs; because the planning area is comprised entirely of rural areas and RAIDs, more intense density must be absorbed by RAIDs.

1.2.1.1.2 North Whidbey Planning Area

North Whidbey, characterized by its association with Oak Harbor, Whidbey Island Naval Air Station, and Deception Pass State Park, is the most developed region in the County. This Planning Area is the only one without a ferry connection to the mainland. About 23.3% of parcels in this planning area remain undeveloped. Of the nearly 36,000 acres in the North Whidbey region, 9,162 acres are state and federal lands.

This Planning Area has historically absorbed more population growth than the others; North Whidbey is projected to grow by about 17% over the 20 year planning horizon, with about 60% being urban growth within the Oak Harbor UGA (see Appendix B). Most of this growth is related to expansion at the Navy base.

1.2.1.1.3 Central Whidbey Planning Area

Central Whidbey is characterized by the historic Town of Coupeville, the Greenbank community and Ebey's Landing National Historic Reserve surrounding Penn Cove (see Chapter 5, Historic Preservation), as well as the Coupeville Ferry Terminal. 36.5% of all parcels remain undeveloped.

Central Whidbey is projected to grow by about 8% over the 20 year planning horizon, with about 15% being urban growth within the Coupeville UGA (see Appendix B). Growth in Central Whidbey is largely driven by retirees, those commuting to Oak Harbor, and employees of Island County or Whidbey General Hospital.

1.2.1.1.4 South Whidbey Planning Area

The South Whidbey region is the largest planning area by land mass in Island County, characterized by the Clinton Ferry Terminal, the City of Langley, and the Freeland NMUGA. About 33.9% of parcels are undeveloped.

South Whidbey is expected to grow by about 9% over the 20 year planning horizon, with about 19% of the urban growth occurring in the Freeland and Langley UGAs (see Appendix B).

1.3 GROWTH ACCOMMODATIONS

Island County's population increased from 4,704 people in 1910 to 78,506 people by 2010, representing a compound annual growth rate of 2.85%. The highest decennial increases occurred between 1940 and 1950, and between 1950 and 1960. This was likely due to the baby boom coupled with the

MAP 1D. Island County Planning Areas

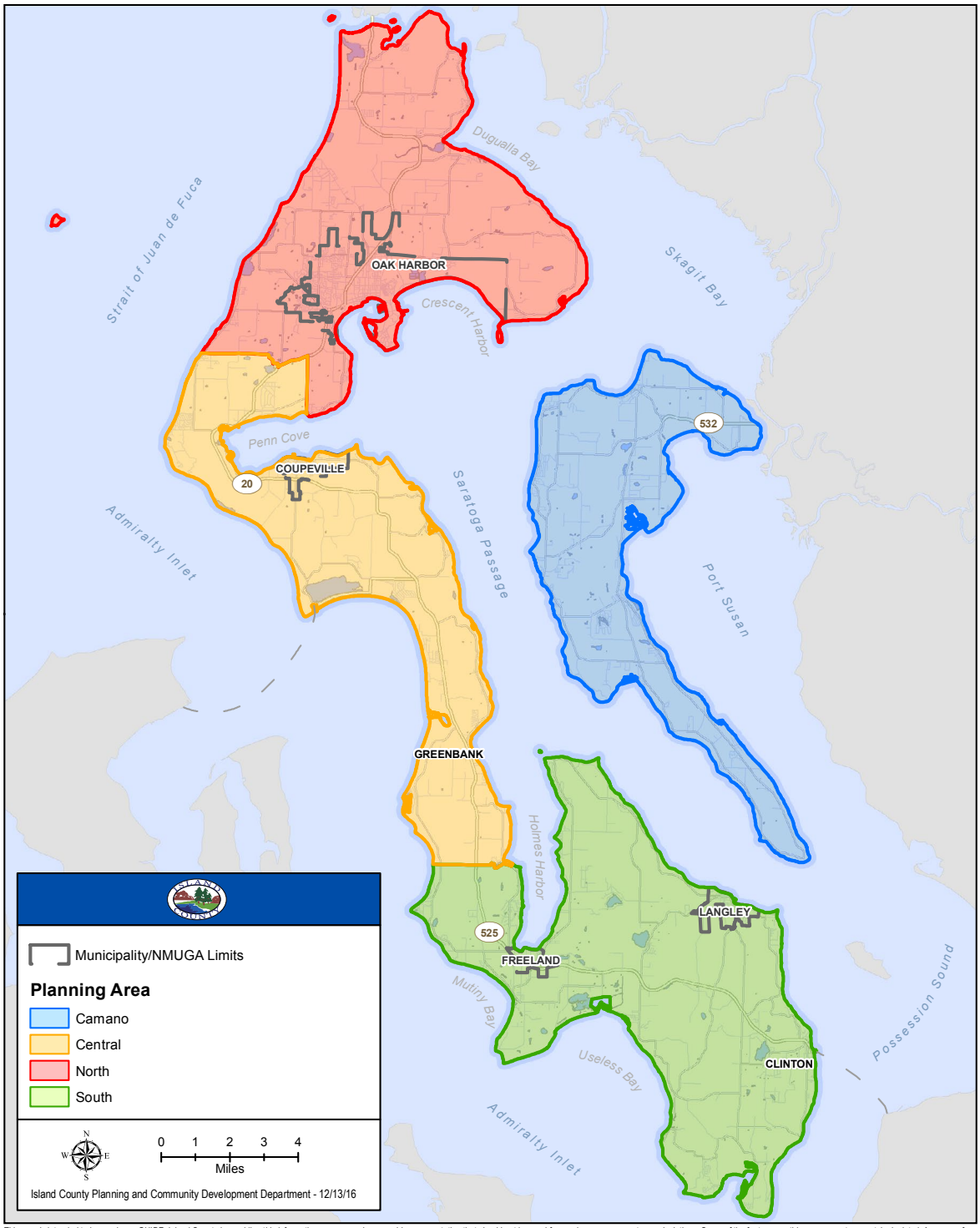

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Table 1-3. OFM's 2036 Population Projections for Island County

	Census	Projections					
Island County	2010	2015	2020	2025	2030	2035	2040
Low	78,506	71,110	70,516	69,867	69,411	69,020	68,949
Medium	78,506	80,337	82,735	85,073	87,621	90,239	93,205
High	78,506	91,944	99,714	107,419	115,351	123,358	131,741

Table 1-4. POPULATION PROJECTIONS

Planning Area	2010 Population	2036 Population	Growth	Urban Growth	Rural Growth
North Whidbey	36,757	42,989	17.0%	60%	40%
Central Whidbey	12,458	13,448	7.9%	15%	85%
South Whidbey	13,630	14,841	8.9%	19%	81%
Camano Island	15,661	16,679	6.5%	N/A	100%

establishment of Whidbey Naval Air Station on North Whidbey (see below). Population growth in Island County has been driven largely by the in-migration of people from elsewhere in the state and country.

The Washington State Office of Financial Management (OFM) estimated that the County's population was 80,600 as of April 1, 2015, approximately a 6% increase over the previous 10 years; the OFM had predicted a 7% increase. The OFM has historically over-estimated the population projections for Island County. (See Appendix B for additional information on adjustments required to OFM methodology to obtain projections that more accurately reflect the demographics of Island County).

In Island County's 1998 Comprehensive Plan and the 2005 update, projected population growth was significantly over-estimated. Consequently, an overly large UGA was designated to accomodate this growth. The County's 2036 projected population is 87,917, based on the OFM mid-range projection, but adjusted to Island County demographics. This projects an increase of 9,411 people over 20 years. This is less than previously projected (a population of 118,800 was projected for 2020 during the 1998 update, while a population of 110,050 was projected for 2025 in the 2005 update). Revised projections correspond to a similar reduction in anticipated impacts and decreased need. (see Appendix B).

The County completed a Buildable Lands Analysis based on the population projections. The analysis concluded that no UGA enlargements are required during this periodic update and that the Freeland NMUGA and the Langley UGA were larger than necessary to accommodate the projected growth. The 2016 update resizes the UGAs and allocates an appropriate mix of zoning to accommodate growth over the next 20 year planning horizon (see Appendix B for complete analysis). The reduction in size for Freeland and Langley will result in more concentrated development, allow for more efficient infrastructure service, and improve protection of rural lands.

1.4 FUTURE LAND USE CONCEPTS & CONSIDERATIONS

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

1.4.1 MEASURES TO PROTECT RURAL CHARACTER

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

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

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

Wildlife sightings are common in rural areas. Large, undeveloped areas provide habitat and assist with aquifer recharge. Lakes, ponds, wetlands, and streams are critical habitat areas as well as recreational amenities. There are more natural, informal recreation areas than formal recreational facilities, such as ball fields, bowling alleys and golf courses. Passive recreation takes the form of pedestrian and equestrian trails winding through private and public lands, and beaches.

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

The historical pattern of growth in Island County has led to very few remaining large parcels of land. Since 1984, the minimum lot size has been five acre for new development in rural areas, much of the County was subdivided into much smaller parcels prior to 1984 (note: there is a code provision for parcels less than 5 acres using lot size averaging to protect critical areas and open space without increasing density). Communities comprising small lots are interspersed with rural lots of 5, 10, and 20

acres. Residential development encompasses much of the County's shoreline; although parcel sizes are widely mixed in the County, very small lots are predominately in shoreline areas. This historical pattern satisfies the desire of many to live along the shoreline while preserving a degree of rural character for the majority of the County.

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

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

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

1.4.1.1.1 AGRICULTURE IN ISLAND COUNTY

Agriculture is an important part of life in Island County, providing jobs, preserving open space, contributing to local food production, and drawing business, residents, and tourists to the area. Recent agricultural census data shows the County has nearly 400 farms totaling over 15,000 acres; most of these are small farms (less than 50 acres each). The trend for Island County farming has moved toward smaller farms as evidenced by the reduction in cattle and calves sold between 2007 (5,289) and 2012 (2,778), a decrease of approximately 50%. However, there are 17 large farms ranging in size from 180 to 1,000 acres, which provide a significant agricultural economic base and contribute to the rural character valued by County residents. Agricultural lands are an important component of Island County's rural atmosphere, which attracts residents and tourists and can also play an important role in improving air and water quality and wildlife habitat. County residents strongly support the continued existence and maintenance of these lands.

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

Conserving productive agricultural soils and encouraging farming operations as economically viable activities (and as an accepted way of life) is a major challenge in Island County. Significant efforts have

been made to preserve agricultural lands of key aesthetic and historical significance, and where viable farming is continuing, through public purchase of easements or of the land itself. Farm land is also preserved as agricultural open space through an array of regulations and programs, such as zoning for agricultural use and placing the property in tax programs.

1.4.1.1.2 Rural Densities and Clustering

Clustered development is one tool that allows higher rural densities while preserving rural character. Clustered residential developments can keep land available for agricultural use, but usually they are not large enough to support commercial agriculture and adjacent homeowners may object to renting their property to farmers and ranchers because of secondary nuisances associated with commercial farming. Developers or homeowners' associations generally own the protected land. For these reasons, clustering has been more successful in preserving open space or habitat or creating transitional areas between farms and residential areas than in protecting farmland.

The Planned Residential Development (PRD) subdivision process and criteria were established to allow landowners the flexibility and creativity to design subdivisions which vary in form and function from standard divisions of land. The overall intent of the PRD process was to provide a better pattern of development, including diverse housing options, clustered development, open space areas which enhance the living environment for the project residents and serve as an effective buffer to surrounding properties, and development patterns that are compatible with surrounding rural housing, agricultural, and forestry uses. The County continues to improve clustered development by connecting open space tracts and allowing open space uses, supporting rural character, and protecting wildlife habitat. It also encourages dividing development into physically separated clusters with a maximum number of lots per cluster, physically separating the clusters using buffers of vegetation, and restricting placement of buildings on forested ridges or other prominent physical features.

1.4.1.1.3 Rural-to-Urban Shift

In Island County, past development trends and land use regulations fostered a dispersed pattern of land use development. The County must now plan for growth in the context of a largely fragmented and dispersed land use and ownership pattern, which does not align with the philosophy of growth established under the GMA. A key concept is directing future growth and development within existing developed urban areas to conserve Island County's natural resources, critical areas, open space, and rural characteristics.

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

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

1.4.2 ADDITIONAL CONSIDERATIONS

1.4.2.1.1 Promotion of Physical Activity

Island County recognizes that physical activity is essential to maintaining good health and reducing the rates of chronic diseases. Opportunities for physical activity are provided throughout the County through compact urban growth patterns, public beaches (see Chapter 3 - Shoreline Management), parks and recreation amenities (see Chapter 7 - Parks and Recreation) and bicycle and pedestrian-friendly infrastructure (see Chapter 8 - Transportation). Goals and policies included in this plan further Island County's commitment to creating healthy, and active communities.

1.4.2.1.2 Public Health, Safety & Welfare

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

1.4.2.1.3 Home Occupation & Home Industry

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

1.4.2.1.4 Small-Scale Recreation & Tourism

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

1.4.2.1.5 Master Planned Resorts

Under RCW 36.70A.040 Island County may permit master planned resorts, which may constitute urban growth outside of UGAs. Island County's Master Planned Resorts are developed as significantly self-contained and integrated development. They include visitor accommodations and recreational facilities within the boundaries of the master plan. While generally large enough to include conference facilities or commercial activities to support the resort, the uses are integrated into a logical plan set in a relatively natural and rural landscape. Utilities and services provided on-site are limited to those necessary for meeting the needs of the resort, and the cost of services provided by outside providers must be borne solely by the resort, rather than the public.

1.5 FUTURE LAND USE DESIGNATIONS & OVERLAYS

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

A. Urban Elements
1. Urban Growth Areas (UGAs) - municipal and non-municipal
2. Potential Expansion of UGAs - Joint Planning Areas & Future Growth Areas

B. Rural Elements
1. Rural Areas of More Intensive Development (RAIDs)
2. General Rural Designations

C. Resource Lands

D. Critical Areas

E. General Land Use Designations & Overlays
1. Airports & Aviation Safety
2. Archaeologically Significant Areas
3. Parks
4. Public/Federal Lands

1.5.1 URBAN ELEMENT DESIGNATIONS

Urban Development shall take place only within municipalities and UGAs; urban designations in Island County include the municipal UGAs of Oak Harbor, Langley and Coupeville, and the NMUGA of Freeland. UGA boundaries have been updated to accommodate population projections for the County based on OFM population projections that were then adjusted for local conditions. The UGAs include areas and densities sufficient to permit urban growth projected through 2036 (Appendix B).

1.5.1.1 Urban Growth Areas (UGAs)

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

Early in 2016, the Board of County Commissioners (BOCC) adopted revised County-Wide Planning Policies (CWPP). The revised CWPPs represented a significant evolution over previous policies and established a coordinated, long range process for managing the County's UGAs and the lands surrounding them. The UGAs and associated overlays are discussed below and in additional detail in CWPP Section 3.

1.5.1.1.1 Municipal Urban Growth Areas (UGA)

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

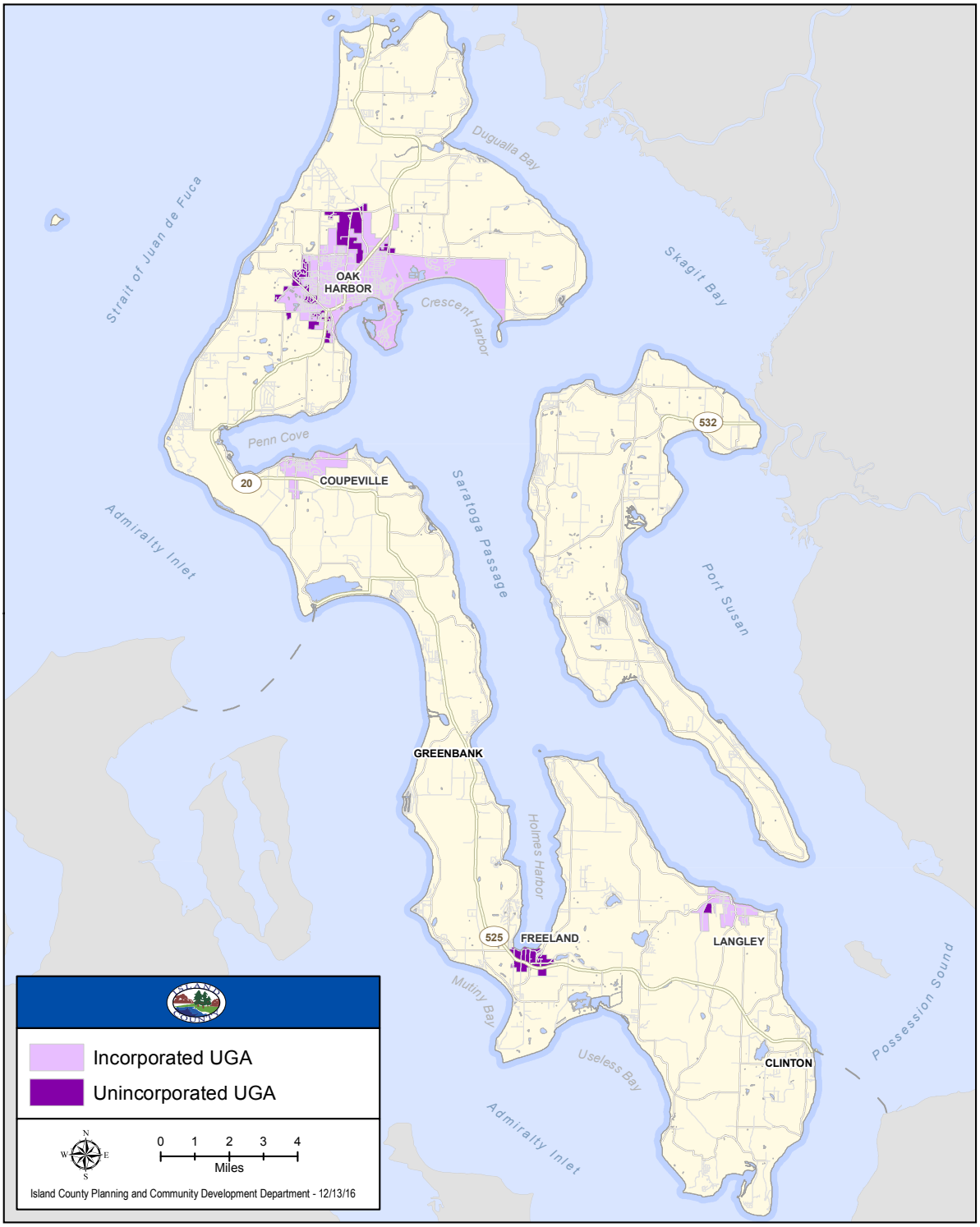
Each municipal UGA includes the incorporated area plus adjacent, unincorporated areas. Land use designations, densities, and regulations for all types of development are formulated for the unincorporated areas within the UGAs; the Oak Harbor, Langley, and Coupeville comprehensive plans contain proposed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

1.5.1.1.2 Freeland Non-Municipal Urban Growth Area (NMUGA)

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

Issues related to Freeland's NMUGA include determining how large its NMUGA should be, the logical boundaries for the NMUGA designation, appropriating an adequate mix of commercial, residential and other uses, and the degree of autonomy Freeland has in making local land use decisions. The key issue in answering these questions is the availability of basic infrastructure, particularly sewer and stormwater systems. This is particularly true since many areas in Freeland do not percolate well,

MAP 1E. Map of Island County Urban Growth Areas



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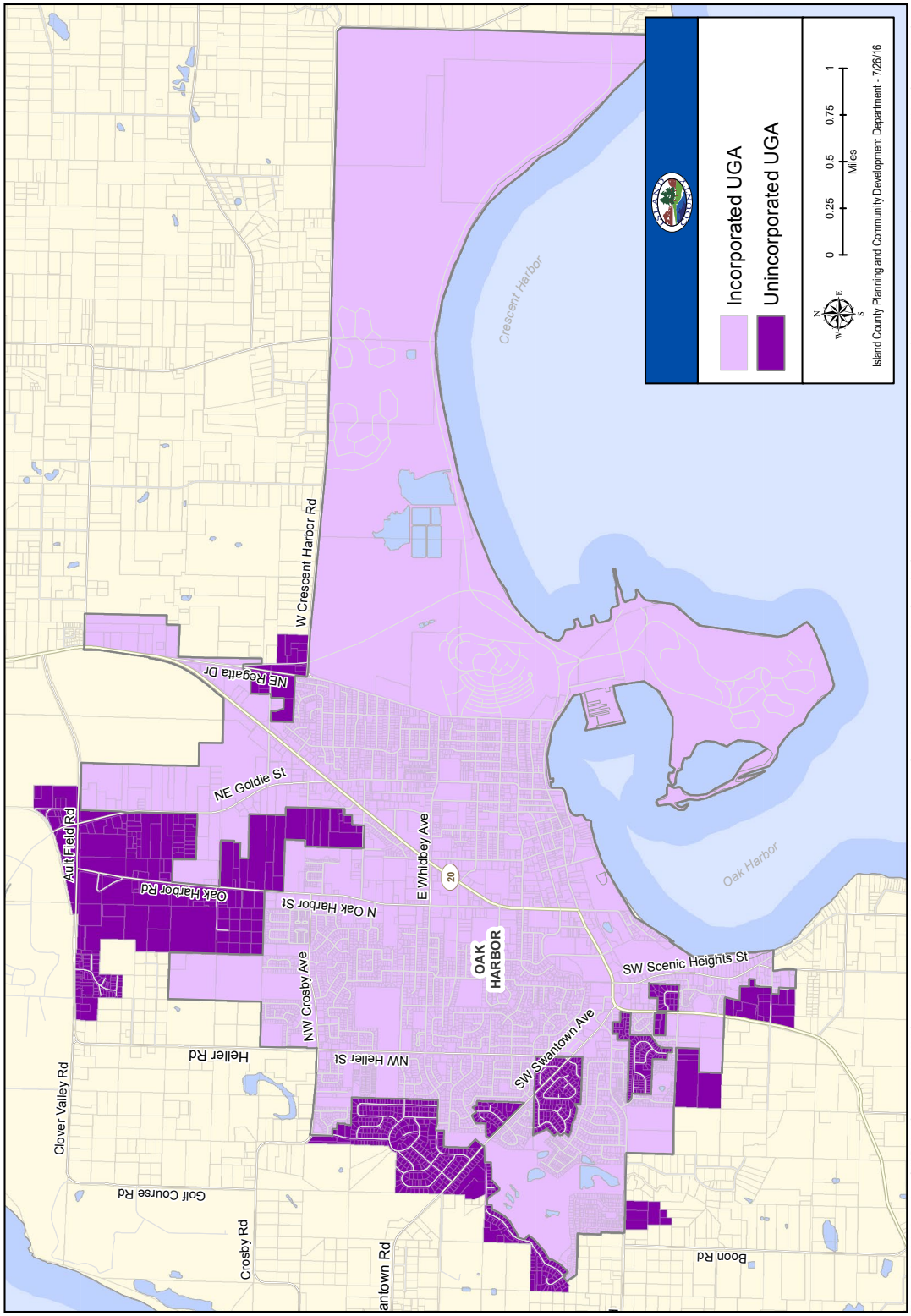
MAP 1F. Oak Harbor Urban Growth Area



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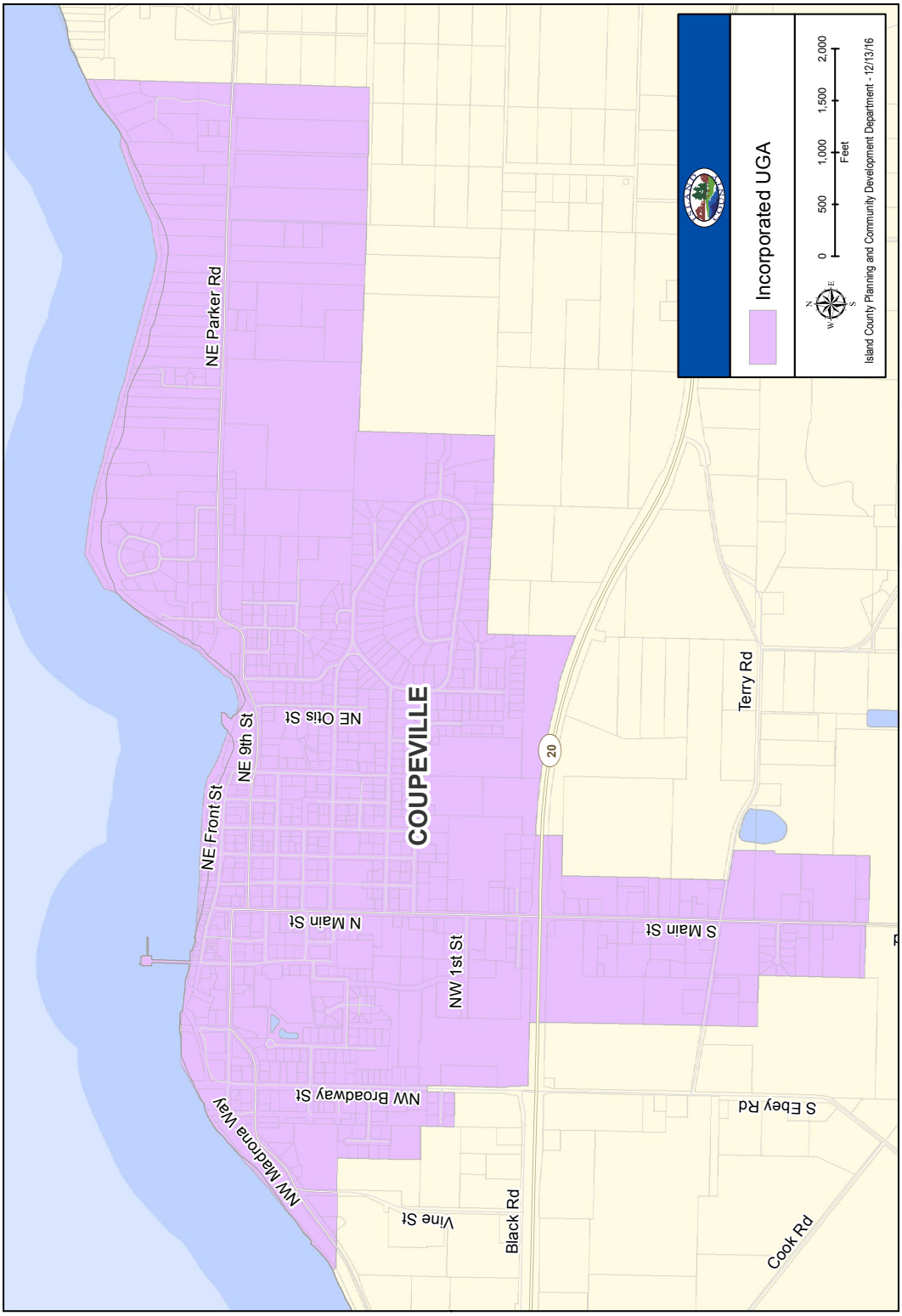
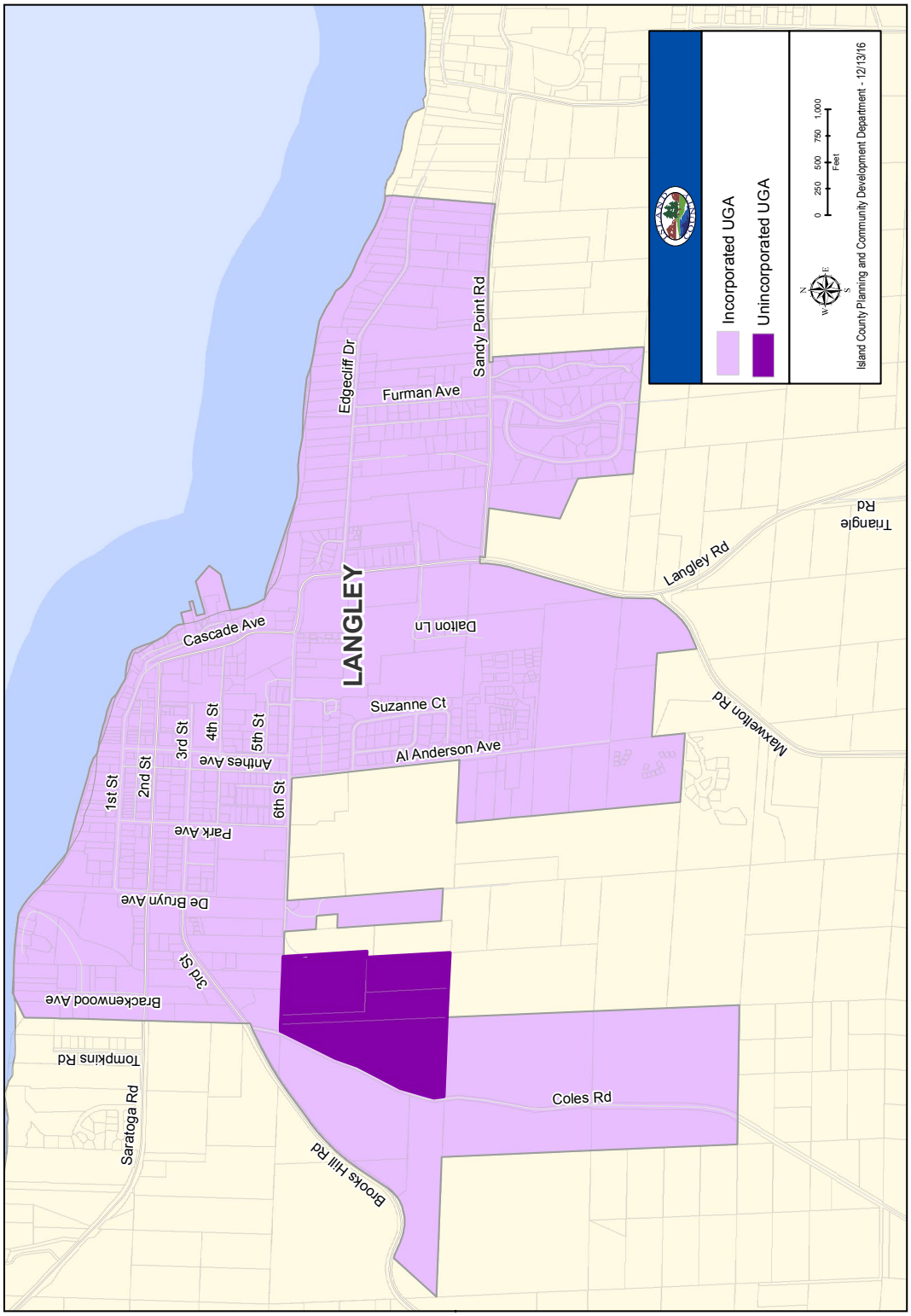
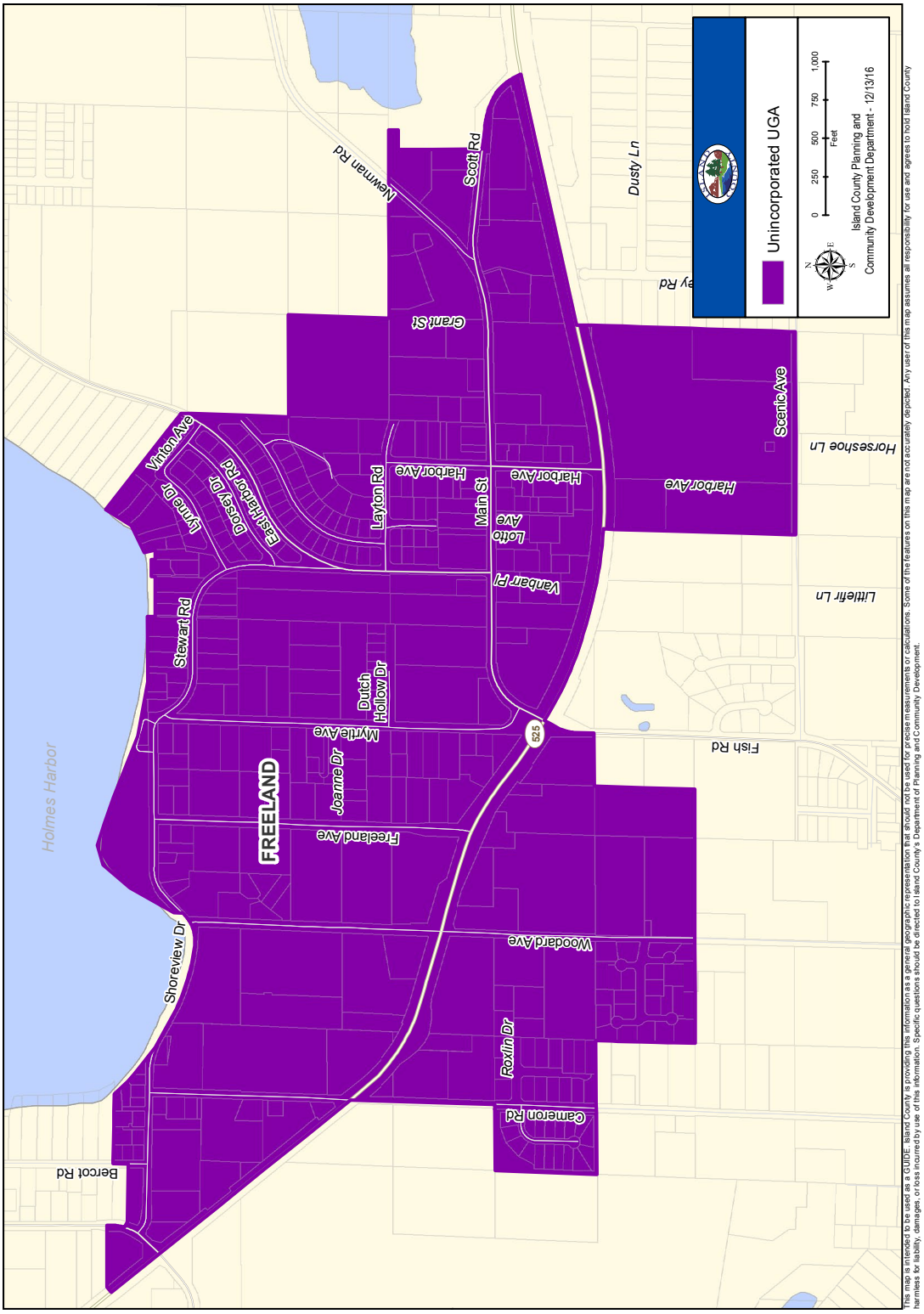
MAP 1G. Coupeville Urban Growth Area





MAP 1H. Langley Urban Growth Area

MAP 1I. Freeland Non-Municipal Urban Growth Area (NMUGA)



and, without a public sewer, are undevelopable at urban densities. The County recognizes that a sewer system and systems to manage stormwater are needed if this area is to achieve the densities associated with the NMUGA.

Freeland has a Public Water and Sewer District with the authority to annex and create Utility Local Improvement Districts (ULIDs). The core area of Freeland is centered around Main Street.

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

1.5.1.2 Potential Expansion of Urban Growth Areas

1.5.1.2.1 Joint Planning Areas (JPAs)

Immediately outside of, and directly adjacent to, the municipal UGAs for Oak Harbor and Langley, the associated city and County jointly designated a Joint Planning Area (JPA). These areas provide an opportunity for long term planning beyond the normal 20 year horizon (See also CWPP 3.2). The boundaries of these JPAs were designated in 1998 as part of the Comprehensive Plan and were not changed during the 2016 update process, but a review of the boundaries has been identified as an item for discussion during the next update to the CWPPs.

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

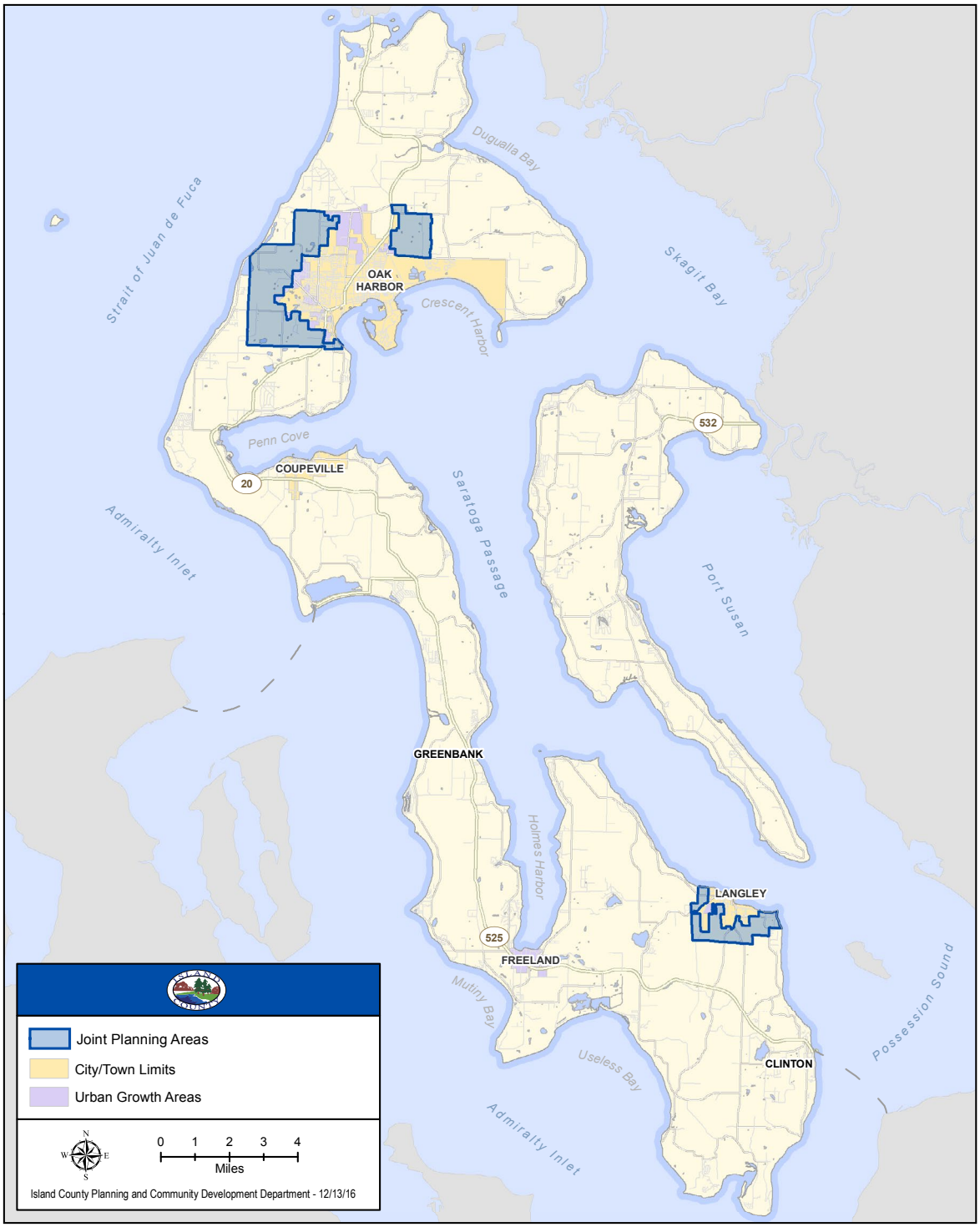
JPAs include land that may be suitable for future urban growth, as well as land that should be protected from development. As outlined in the CWPPs, a new process has been put into place for long term planning within the JPAs, to govern the potential expansion of the UGAs. The first step to this process, as outlined in the CWPPs (3.2.1), involves applying the following overlay designations within the JPAs.

- **Potential Growth Areas (PGA)** - areas that are to be considered first for any potential future UGA expansions
- **Areas of Long Term Rural Significance (LRS)** - areas which will be considered last for potential future UGA expansions

Not all of the land within the JPA needs to be given a designation. The overlays will be utilized to prioritize potential future expansions of the UGA (assuming the criteria for an expansion are met). Areas without a JPA overlay will be considered after PGA areas and before LRS areas. The JPA designations may be reviewed periodically in the same manner as the UGAs.

PGA and LRS designations will be implemented as overlays and will apply in addition to underlying zoning designations.

MAP 1J. Joint Planning Area Boundaries



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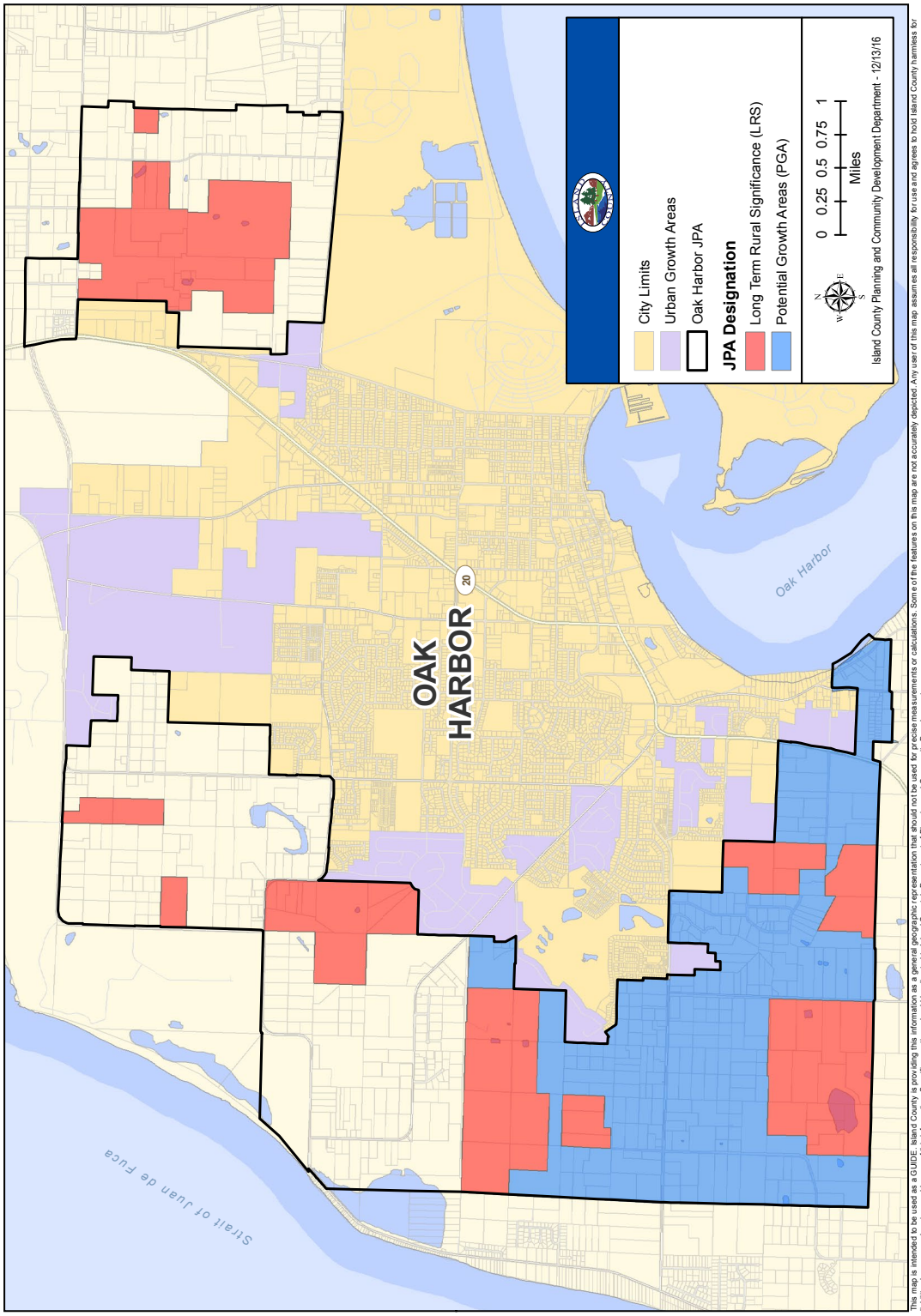
MAP 1K. Oak Harbor Joint Planning Area Overlays



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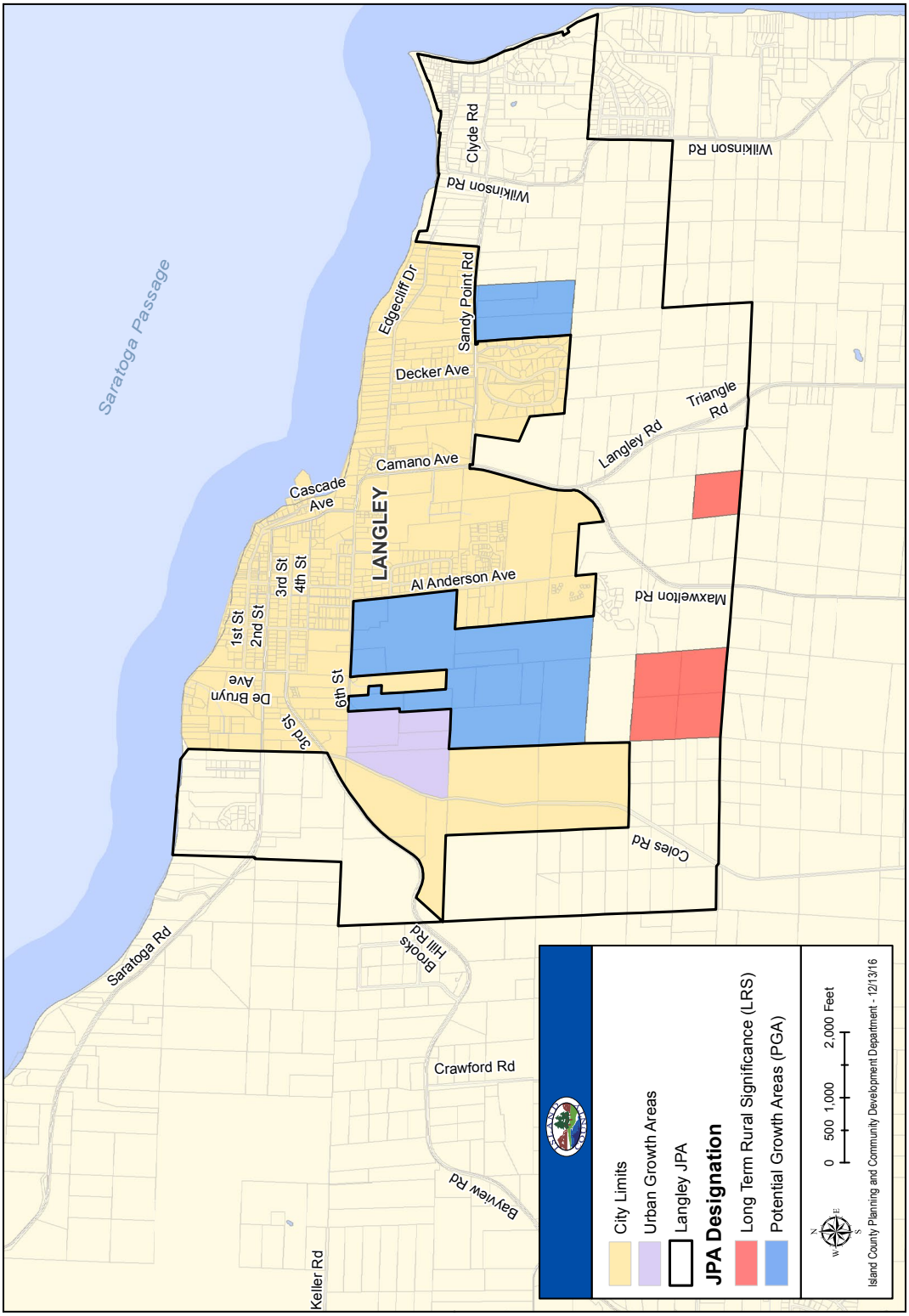
MAP 1L. Langley JPA Overlays



JPAs acknowledge that the UGAs may expand in the future and that development in these areas should reflect that possibility. The JPAs are reinforced through cooperative development of associated jurisdictions' comprehensive plan updates, CWPPs, and Interlocal Agreements for joint planning processes and procedures.

1.5.1.2.2 Future Planning Areas (FPAs)

Immediately outside of, and directly adjacent to Freeland's NMUGA, the County has designated a Future Planning Area (FPA). The FPA is similar to a JPA, but differs in that land use and development decisions are not jointly determined between the County and a municipality because there is no associated municipality with a NMUGA. The County may adopt a process similar to the JPA overlays during the next periodic update (see CWPPs 3.2.3).

1.5.1.2.3 Expansion Criteria

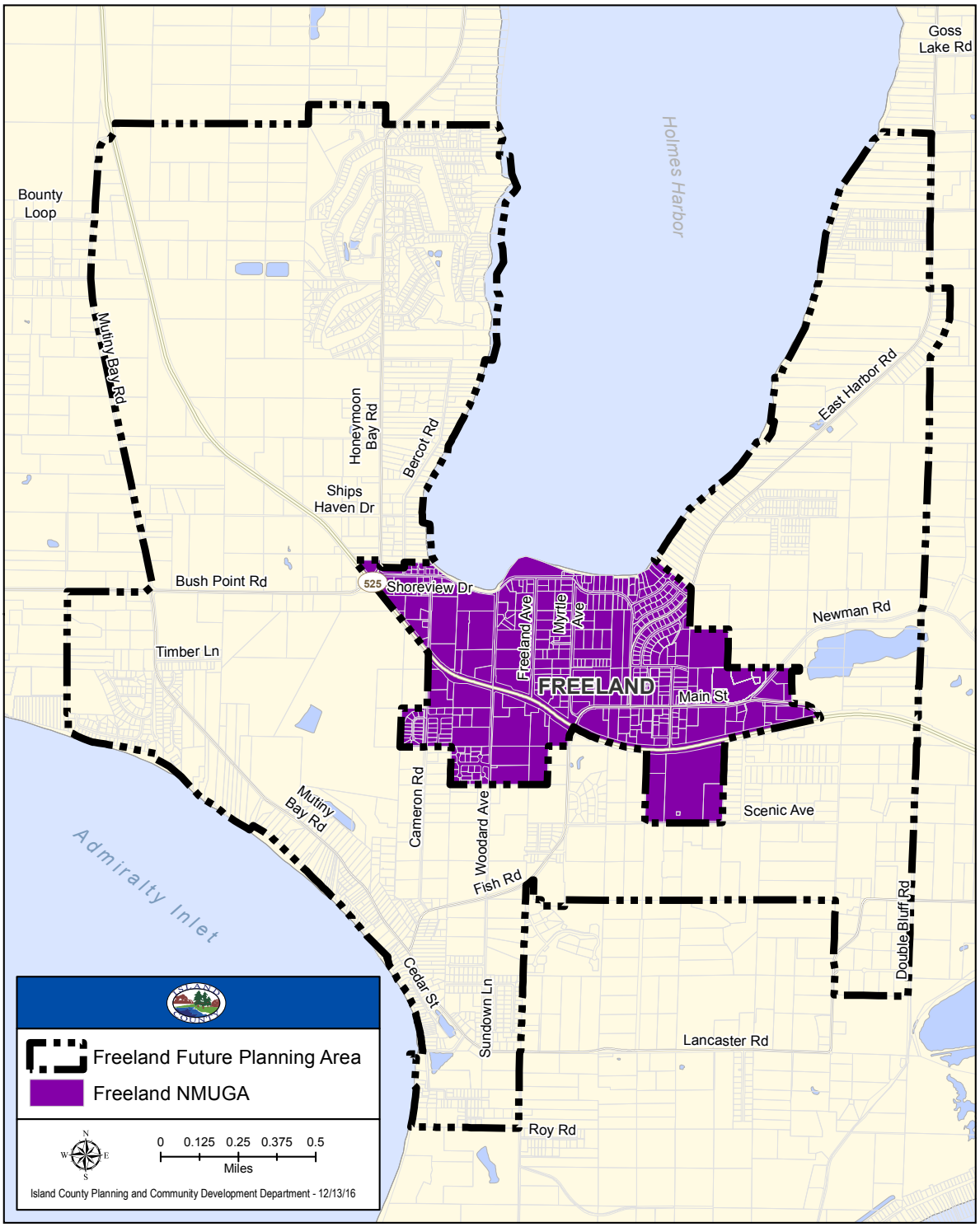
Urban Growth Areas shall be sized to include only the land necessary to accommodate twenty years of population and employment growth based on the methodology included in the CWPPs. This methodology includes a reasonable market factor.

Existing UGAs may be modified (expanded or reduced in size) when it can be demonstrated that the proposed modification is consistent with CWPP Section 3.3. Generally UGAs should only be enlarged or modified during the periodic update process; however, UGAs may be modified outside of the periodic update process if necessary to accommodate major and unanticipated fluctuations in Island County's population, or if necessary to accommodate a large employer or institution which cannot reasonably be accommodated within an existing UGA.

Urban Growth Areas may be expanded outside of a GMA mandated periodic update cycle if the expansion is necessary for one of the following reasons.

A. Population growth in the UGA since the start of the planning period equals or exceeds 50% of the population growth allocated to the UGA at the start of the planning period; or
B. Employment growth in the UGA since the start of the planning period equals or exceeds 50% of the employment growth allocated to the UGA at the start of the planning period; or
C. Written notification is provided by the Department of Defense, or other reliable and verifiable information is obtained, indicating that prior to the next periodic update cycle, Whidbey Naval Air Station Whidbey staffing will increase in a manner which would result in population growth equal to or exceeding 50% of the population growth allocated to the UGA at the start of the planning period; or
D. An opportunity is presented to bring a large scale business, industry, institution, or other significant employer to Island County, and the County and municipality agree that due to the facility or institution's unique characteristics there is no suitable land available inside the current UGA.

MAP 1M. Freeland Future Planning Area



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If any of these criteria are met, it will trigger a reevaluation of the population projections, based on the range of options provided to the County by the Washington State Office of Financial Management. From there, the allocations and buildable lands analysis will also be reevaluated on a countywide scale.

In considering potential UGA expansion scenarios, municipalities should consider alternative measures, per CWPP 3.3.5. If it is determined that an expansion or modification of a municipal UGA is necessary, land shall be considered for inclusion within the UGA in the following order.

A. Land with a JPA overlay designation of PGA.
B. Land within a JPA which has not been assigned a JPA designation (undesignated), provided such land is not extensively constrained by critical areas or located in a significant flood or tsunami hazard area.
C. Land with a JPA overlay designation of LRS and zoned Rural (R) which is not extensively constrained by critical areas and which does not contain significant flood or tsunami hazard areas.
D. Land with a JPA overlay designation of LRS and zoned Rural Agriculture (RA) or Rural Forest (RF) which is not extensively constrained by critical areas, and which does not contain significant flood or tsunami hazard areas.
E. Land which is extensively constrained by critical areas, or which is designated as resource land of long term significance and is zoned "Commercial Agriculture" (CA) shall be considered the absolute lowest priority for inclusion within a UGA and only included within a UGA only upon meeting the criteria outlined in CWPP 3.3.7.

Under no circumstances shall a UGA be expanded into a designated tsunami or flood hazard area unless the land is assigned an extremely low intensity comprehensive plan designation such as park or open space.

Land shall not be removed from a UGA if it is already characterized by Urban Development, permits have been issued authorizing urban development, or urban services have been extended into the area, unless the area is physically separated from and not adjacent to existing urbanized areas and would otherwise qualify as a RAID.

UGA modifications outside of the period update cycle may be proposed by a municipality, the County, or an individual. Modifications proposed by municipalities or individuals shall be submitted to the County in a manner consistent with the County's procedures for comprehensive plan amendments and placed on the County's annual review docket. Modifications proposed by individuals shall not be approved by the County unless the modification is supported by the legislative authority of the affected municipality. For any proposed UGA modification, a current land capacity analysis shall be prepared and shall utilize the procedures described in the CWPPs.

1.5.1.2.4 Urban Holding

Urban Holding zoning designations are applied to the unincorporated portions of municipal UGAs. The County shall provide for zoning designations that do not impede the future intensification of development in the Urban Holding areas when urban infrastructure is available to serve these areas.

1.5.2 RURAL ELEMENT DESIGNATIONS

The purpose of a rural element is to permit land uses that are compatible with the rural character and to preserve open space, agricultural opportunities, recreational opportunities, and protection of natural resources. The County includes information related to a rural element within its Land Use Element. Island County values its rural character and seeks to foster land use patterns that support traditional rural lifestyles; provide rural landscapes; are compatible with the use of the land by wildlife; reduce inappropriate conversion of undeveloped land into sprawling, low-density development; do not require the extension of urban governmental services; and are consistent with the protection of natural surface water flows and groundwater and surface water recharge and discharge areas.

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

1.5.2.1 Rural Areas of More Intensive Development (RAIDs)

Consistent with the GMA [RCW 36.70A.070(5)(d)], the RAID designation permits the infill, development or redevelopment of existing rural areas outside of UGAs at a density greater than typical rural development. The County has three types of RAIDs: 1) residential; 2) non-residential; and 3) mixed use. These three types of RAIDs are not technically land use designations, but rather were used to form logical outer boundaries to preexisting rural development as of July 1, 1990.

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

RAIDs provide public facilities and services in a manner that does not permit low density sprawl. The County has established the logical outer boundary of each designated RAID per state law, and delineates the permanent extent of the RAIDS using logical physical boundaries, such as environmental features or transportation infrastructure. The County supports the preservation of the character of existing neighborhoods and communities through adopted goals, policies, and regulations.

Subdivision of Rural Residential parcels shall be allowed within each RAID, when the parcel size meets the minimum lot size per County code. The allowable minimum parcel size ranges from 14,500 square feet to 2.5 acres (varies by RAID), and is limited by applicable shoreline regulations, critical areas, County health requirements, public facility limitations, and other land use or zoning limitations. The minimum parcel size for each RAID shall not change over time and shall be indicated in the development regulations.

1.5.2.1.1 Clinton

Although Clinton is presently a RAID, it is possible that the County may change the designation of the area to a NMUGA. Clinton, similar to Freeland, developed as an unincorporated community, generally with a full range of land uses. As such, the area is a logical choice for further growth and to accommodate some of the County's projected population and employment for the County as a whole. The County is committed to researching the potential for designation of the area as a NMUGA and/or developing a Subarea Plan for Clinton.

Infrastructure limitations impact the capacity of the Clinton area to absorb growth. Clinton has a Public Water and Sewer District which has one of the largest water systems in the south part of the County. Clinton has been experiencing major problems as septic systems age and collapse, as well as interrelated problems with stormwater management and slope stability.

1.5.2.1.2 Special Review Districts

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

1.5.2.2 Rural Areas

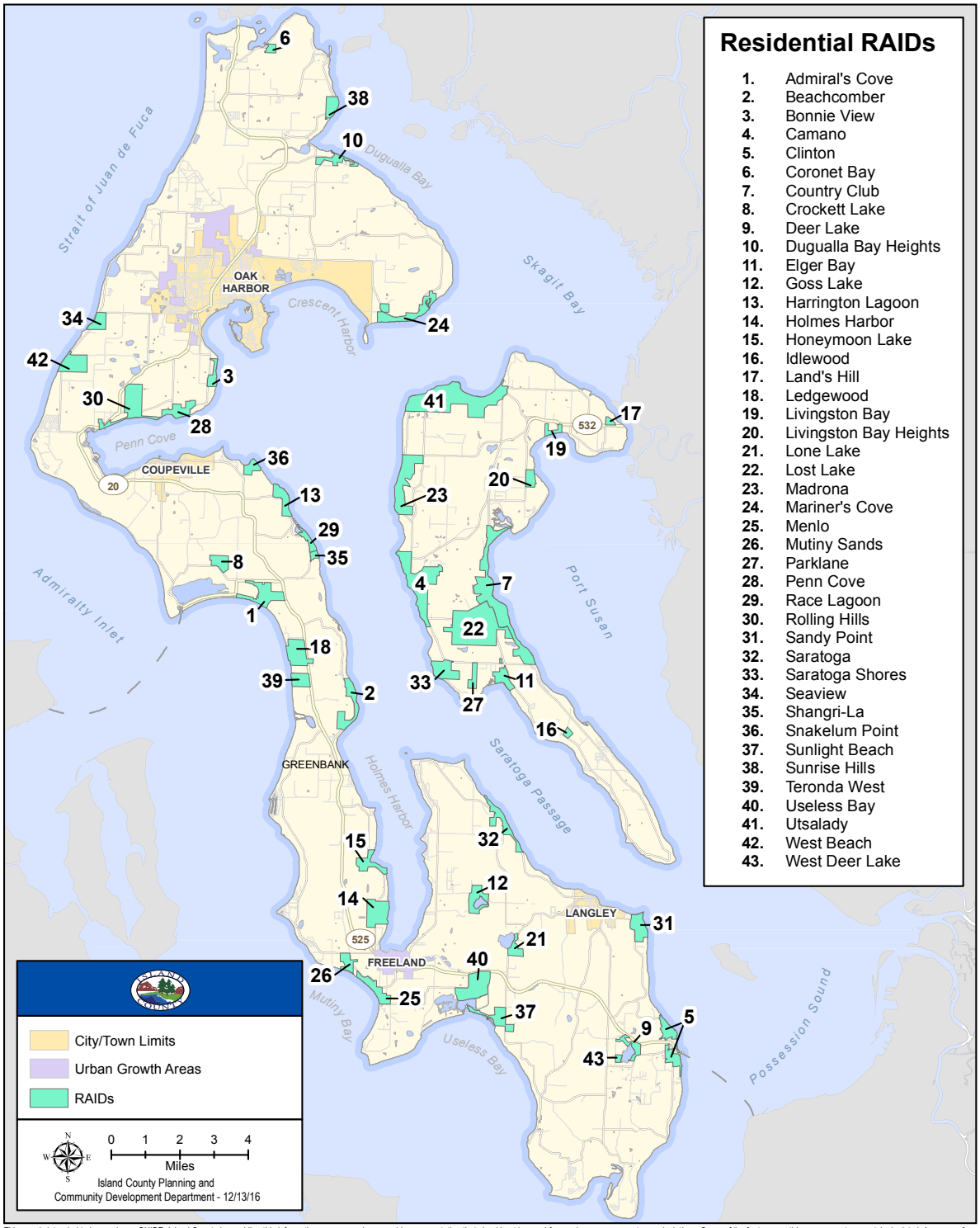
Rural lands are lands not included in Urban Growth Areas, or lands designated as agricultural, forest, or mineral resource lands. Rural development, forestry and agriculture are generally permitted in rural areas outside of UGAs. The GMA allows counties to use clustering, density transfer, design guidelines,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

In the past, Growth Management Hearings Board (GMHB) decisions dictated that lots smaller than 10 acres in the rural area should be scrutinized to assure that they do not constitute urban growth, do not unduly threaten large scale natural resources or critical areas, will not thwart the long term flexibility to expand the UGA, and are not otherwise inconsistent with the goals and requirements of the GMA. These decisions also stated that a pattern of 1 and 2.5 acre lots is an urban land use pattern that constitutes sprawl, both inside and outside of a UGA. Lots of this size are generally prohibited as a residential development pattern in rural and urban areas. Lot sizes shall be an appropriate minimum density as provided by the Growth Management Act.

RESOURCES LANDS

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

MAP 1N. Island County Residential RAIDs



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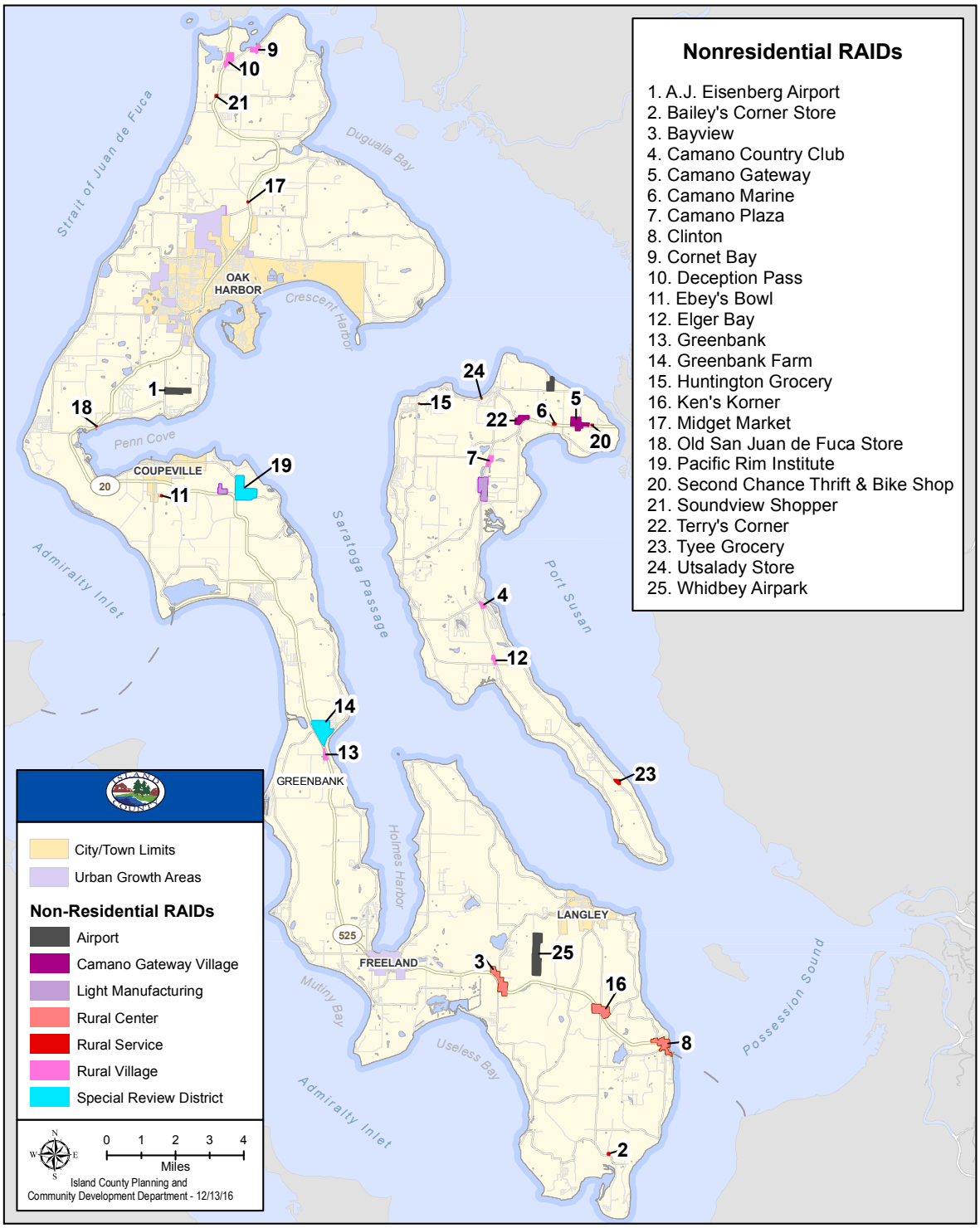
MAP 10. Nonresidential RAIDs



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

1.5.3 CRITICAL AREAS

Under the GMA, the County is required to adopt and implement regulations that protect the functions and values of critical areas. Critical areas include the following areas and ecosystems: (a) Wetlands; (b) areas with a critical recharging effect on aquifers used for potable water; (c) Fish and Wildlife Habitat Conservation Areas; (d) frequently flooded areas; and (e) geologically hazardous areas [RCW 36.70A.030(5)].

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

Critical areas are protected through land use designations and use standards in Island County Code chapters 17.02 B, Critical Areas Regulations, and 17.05A, Shoreline Master Program (see Element 6, Natural Resources).

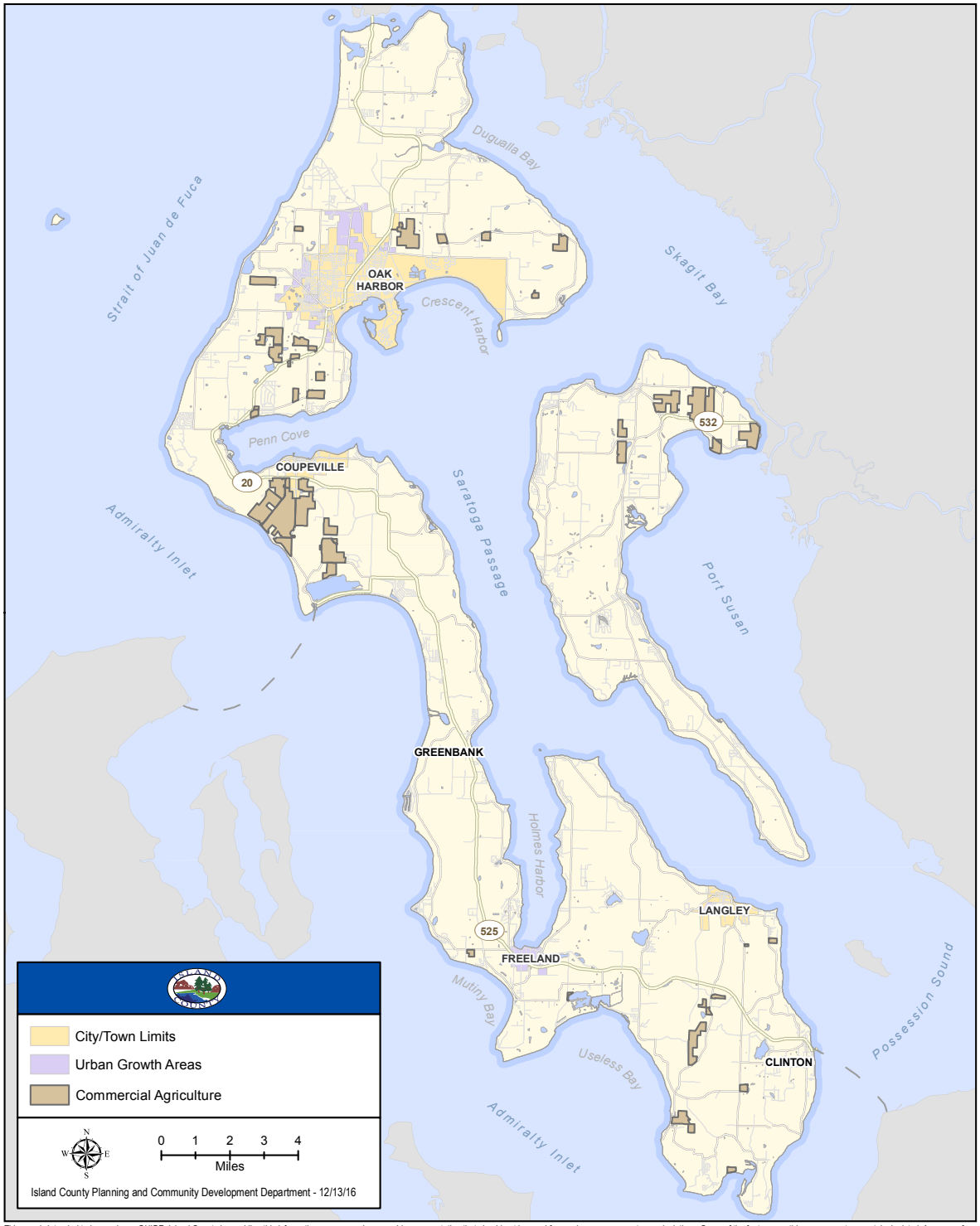
1.5.4 GENERAL LAND USE DESIGNATIONS & OVERLAYS

1.5.4.1 Airports & Aviation

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

There are several classifications of airports and aviation facilities recognized by the Federal Aviation Administration (FAA). The ones currently sited in Island County include private, limited, commercial, and military. Private and limited facilities are generally intended for private use, while commercial facilities are privately owned but intended for general use by the public. They include Wes Lupien Air Park, Whidbey Air Park, and Camano Island Air Field. Military airports in the County are discussed in more detail, below.

MAP 1P. Commercial Agriculture Lands



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MAP 1Q. Mineral Lands

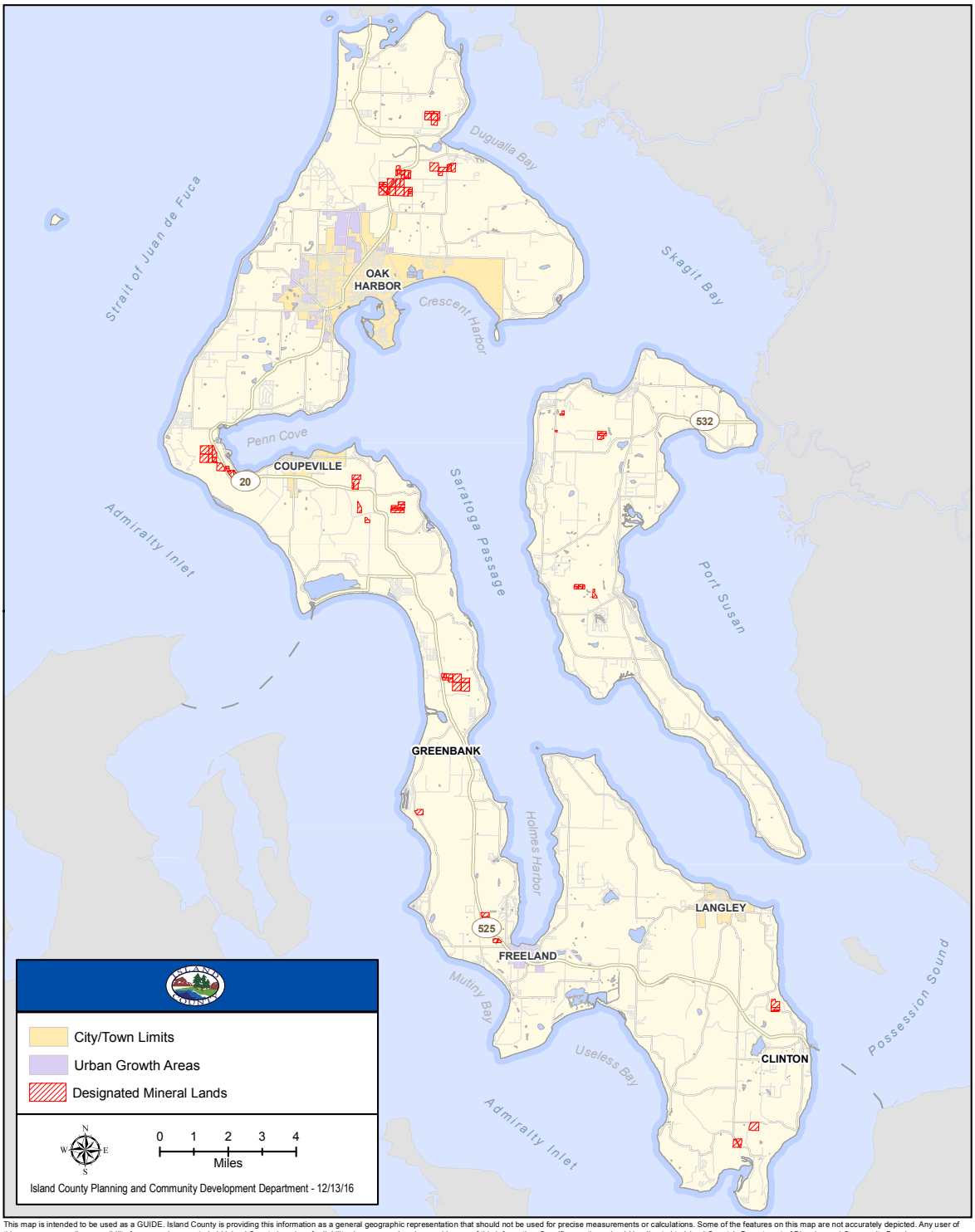

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Table 1-5. Naval Air Station Whidbey Employment Projections

Year	Non-military Employment	Military Employment	Total
2012	16,689	7,300	23,989
2036	17,720	8,300	26,020

1.5.4.1.1 Military Airports

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

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

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

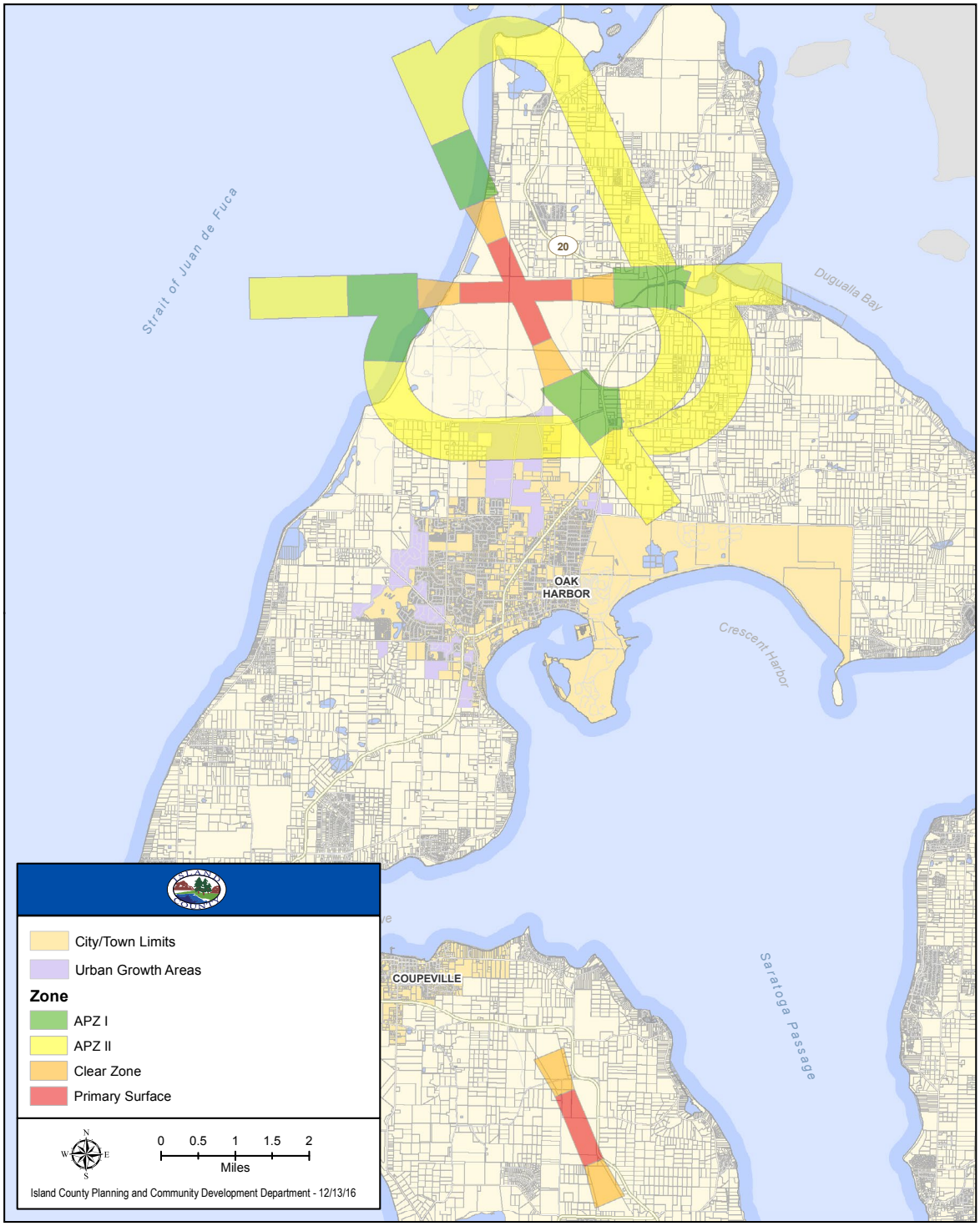
In 2011, an Air Installations Compatible Use Zones (AICUZ) Program was initiated. Under the program, a comprehensive study was prepared for military air installations to identify existing and compatible land use problem areas and to formulate courses of action to promote compatible development near the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

Map 1Q identifies the military airport APZs, while Map 1R identifies Island County aircraft noise contours.

1.5.4.2 Parks

The Parks land use designation provides recreation opportunities and conserves critical areas and open spaces. Uses and activities allowed in the Parks designation are intended to provide services and recreation opportunities for local residents as well as visitors to the county while preserving, promoting or enhancing natural lands, open spaces and critical areas. A complete inventory of parks can be found in the Parks and Recreation Element 7.

MAP 1R. Aircraft Potential Zones



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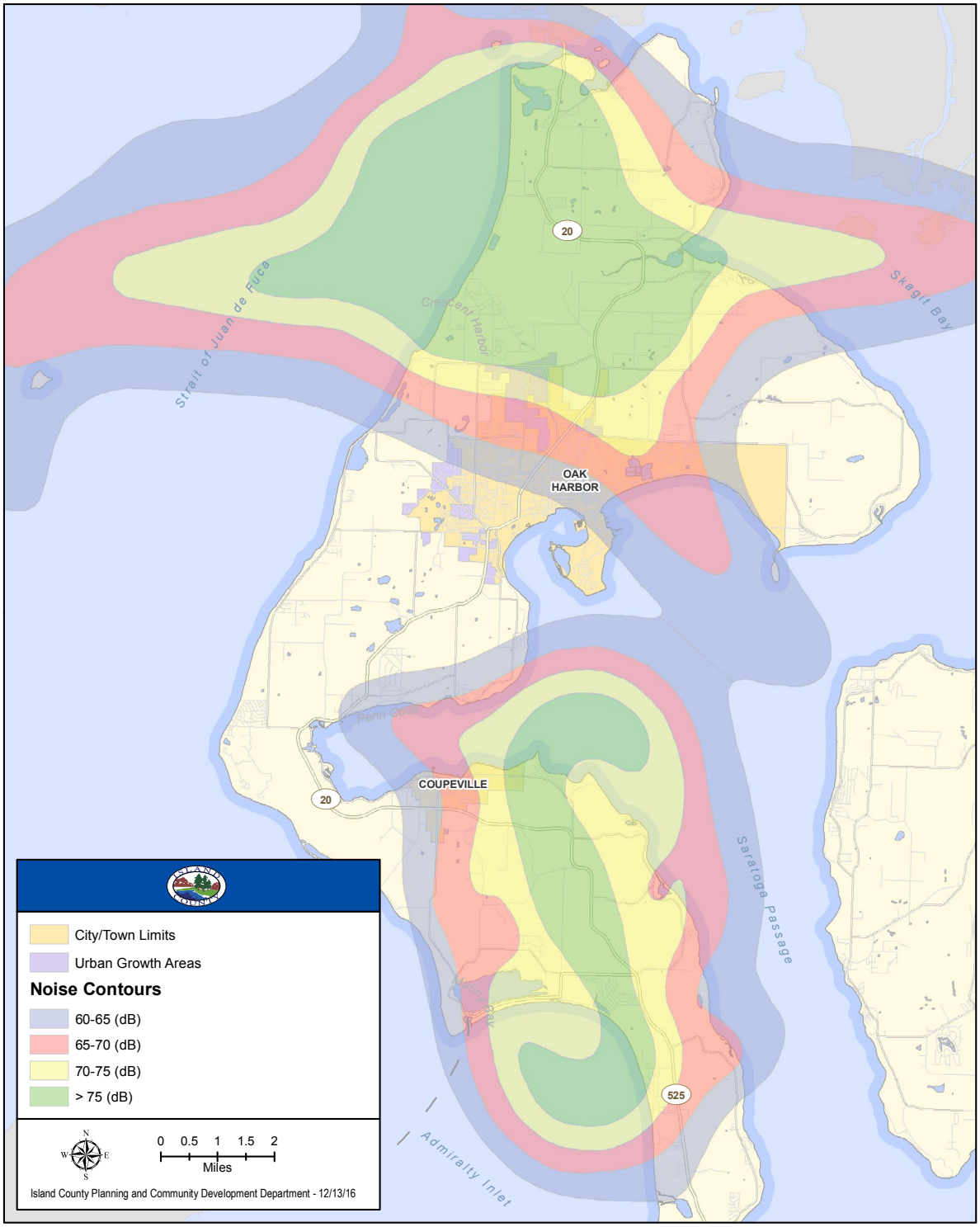
MAP 1S. Noise Contours



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1.5.4.3 Public/Federal Lands

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

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

1.6 DESIGNATION CRITERIA

Table 1-6. Rural Lands Designations

Designation Criteria	Associated Zones
Rural Lands	
• Areas which are not within an Urban Growth Area (UGA) or Rural Area of more Intensive Development (RAID); and • Areas in which open space, the natural landscape, and vegetation predominate over the built environment; and • Areas which are compatible with land used by wildlife; and • Areas which reduce the inappropriate conversion of undeveloped land into sprawling, low-density development; and • Areas which are consistent with the protection of natural surface water flows and groundwater and surface water recharge areas; or • Areas which include lands having both long term commercial significance for production of agricultural products or timber; or • Those lands in public ownership that are dedicated or reserved primarily for public use or enjoyment for recreation, but can also serve as scenic amenities, natural resource lands, or for the protection of the environmentally sensitive.	• Rural • Rural forest • Rural Agriculture • Parks • Commercial Agriculture

Table 1-7. Rural Areas of More Intensive Development (RAID) Designations

Designation Criteria	Associated Zones
Residential Areas of More Intensive 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. • Areas which provide for the infill, development, or redevelopment of existing residential areas.	• Rural Residential
Mixed-Use Areas of More Intensive Development	
• Mixed use areas or more intensive rural development are designated pursuant to the guidelines established in RCW 36.70A.070 for establishing logical outer boundaries for existing areas of more intensive rural development. • Areas in which existing commercial activities are associated with the provision of daily convenience goods and services for rural area populations • Areas which provide commercial, light manufacturing, and higher density residential needs of the rural population wherein development exist in an attractive setting that is pedestrian oriented and served by public transit	• Rural Center • Camano Gateway Village • Rural Village • Rural Service
Aviation	
• Areas around existing commercial airports and adjacent to existing non-residential uses that are suitable for increased levels of light industrial and manufacturing development and shall be designated pursuant to the guidelines established in RCW 36.70A.070 for establishing logical outer boundaries for existing RAIDs.	• Airport
Light Manufacturing	
• Areas with existing light industry and manufacturing , assembling, fabrication, storage, wholesaling, distribution, auto repair/salvage and related activities which are clustered in a complex that provides adequate buffering and screening from surrounding land uses and shall be designated pursuant to the guidelines established in RCW 36.70A.070 for establishing logical outer boundaries for existing RAIDs	• Light Manufacturing
Special Review District	
• Areas defined during the comprehensive planning process that requires special consideration for future development which a master plan allows.	• Pacific Rim Institute • Greenbank Farm Port Tract

Table 1-8. Urban Land Use Designations

Designation Criteria	Associated Zones
Unincorporated Municipal UGA	
• Areas which are in the unincorporated portions of municipal Urban Growth Areas (UGAs) • These areas are intended to provide for zoning designations that do not impede the future intensification of development in the Urban Holding areas when urban infrastructure is available to serve these areas.	• Zones within the Unincorporated Municipal UGAs
Urban Areas	
• Areas within Non-Municipal UGAs and the incorporated portions of municipal Urban Growth Areas (UGA), which are designated pursuant to RCW 36.70A.110. This includes: • Areas where urban growth will be encouraged and supported with urban levels of service; and • Areas that make intensive use of land for the location of buildings, structure and impervious surfaces to the degree that it is incompatible with agriculture, forestry and the extraction of mineral resources • Designations of these areas are under the jurisdiction of separate comprehensive plans or sub-areas plans, all respective zoning associated with these areas are designated in those respective documents and development regulations	No associated zones; the following is a list of the areas where this LU designation applies • City of Oak Harbor • City of Langley • Town of Coupeville • Freeland NMUGA

Table 1-9. Other Land Use Designations

Designation Criteria	Associated Zones
Federal	
• Lands under ownership of the Department of Defense within Island County	No associated zones; the following is a list of areas where this Land Use Designation applies • Ault Field • Naval Outlying Field Coupeville • Lake Hancock • Seaplane Base
Water Areas	
• Areas with lots historically established and existing entirely waterward of the Ordinary high Watermark (OHWM)	• Water

Table 1-10. Critical Areas Overlay Designations

Definition	Designation Criteria
Aquifer Recharge Areas	
Critical Aquifer Recharge Areas are those areas that have been designated as: A. A Sole Source Aquifer under the Federal Safe Drinking Water Act; or B. Ground Water Management Areas per Chapters 90.44, 90.48, and 90.54 RCW, and Chapters 173 100 and 173 200 WAC.	All of Island County.
Fish and Wildlife Habitat Conservation Areas Overlay	
Land management for maintaining species in suitable habitats within their natural geographic distribution so that isolated subpopulations are not created.	A. Areas with which species listed as endangered, threatened, and sensitive by federal or state government have a primary association. B. Streams. C. Commercial and recreational shellfish beds. D. Kelp and eelgrass beds. E. Herring and smelt spawning areas. F. State natural area preserves and natural resource conservation areas. G. In addition, habitats and species of local importance may be nominated and designated.
Frequently Flooded Areas	
Lands in the floodplain subject to a one percent or greater chance of flooding in any given year; these areas include, but are not limited to, streams, lakes, coastal areas, and wetlands.	A. 100 year floodplains as listed and mapped by the Federal Emergency Management Agency and the National Flood Insurance Program.
Geologically Hazardous Areas (Steep/Unstable Slopes) Overlay	
Areas not suited to siting of commercial, residential, or industrial development consistent with public health or safety concerns due to their susceptibility to sliding or other slope failures, erosion, or other geological events.	A. Areas indicated within the Washington Department of Ecology's Coastal Zone Atlas of Island County, dated April, 1979 as having recent or historical slide activity and/or indicative of unstable slope conditions. B. Areas with slopes 40% or greater and with a vertical elevation change of at least ten feet, except areas of consolidated rock.

Definition	Designation Criteria
Shorelines Overlay	
The Shorelines Overlay protects lands within the shoreline jurisdiction, as defined by the SMA and Island County's SMP.	The Shorelines Overlay shall encompass all lands which are either adjacent to or within 200 feet of any of the following and their associated wetlands: A. All marine waters; or B. Lakes and reservoirs 20 acres or larger.
Wetlands	
Pursuant to RCW 36.70A.030(20), wetlands means areas that are inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs and similar areas. Wetlands do not include those artificial wetlands intentionally created from non-wetland sites, including, but not limited to, irrigation and drainage ditches, grass lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities, or those wetlands created after July 1, 1990, that were unintentionally created as a result of the construction of a road, street, or highway. Wetlands may include those artificial wetlands intentionally created from non-wetland areas to mitigate the conversion of wetlands.	A. All wetlands and deepwater habitats are designated. B. The best available science and commonly accepted methodologies, using objective measurable standards and empirical data, will be used to determine if a given area meets the above definition. Wetland determinations will be made using the criteria in the Wetlands Delineation Manual adopted by the Department of Ecology pursuant to RCW 90.58.380. C. Existing studies prepared by State and Federal agencies, such as the National Wetlands Inventory, soil surveys, maps, and other information, will be used to help identify potential wetland areas. D. Site specific data will be kept and maintained to help identify and protect wetlands.

Table 1-11. Airport and Aviation Safety Land Use Overlay Designations

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

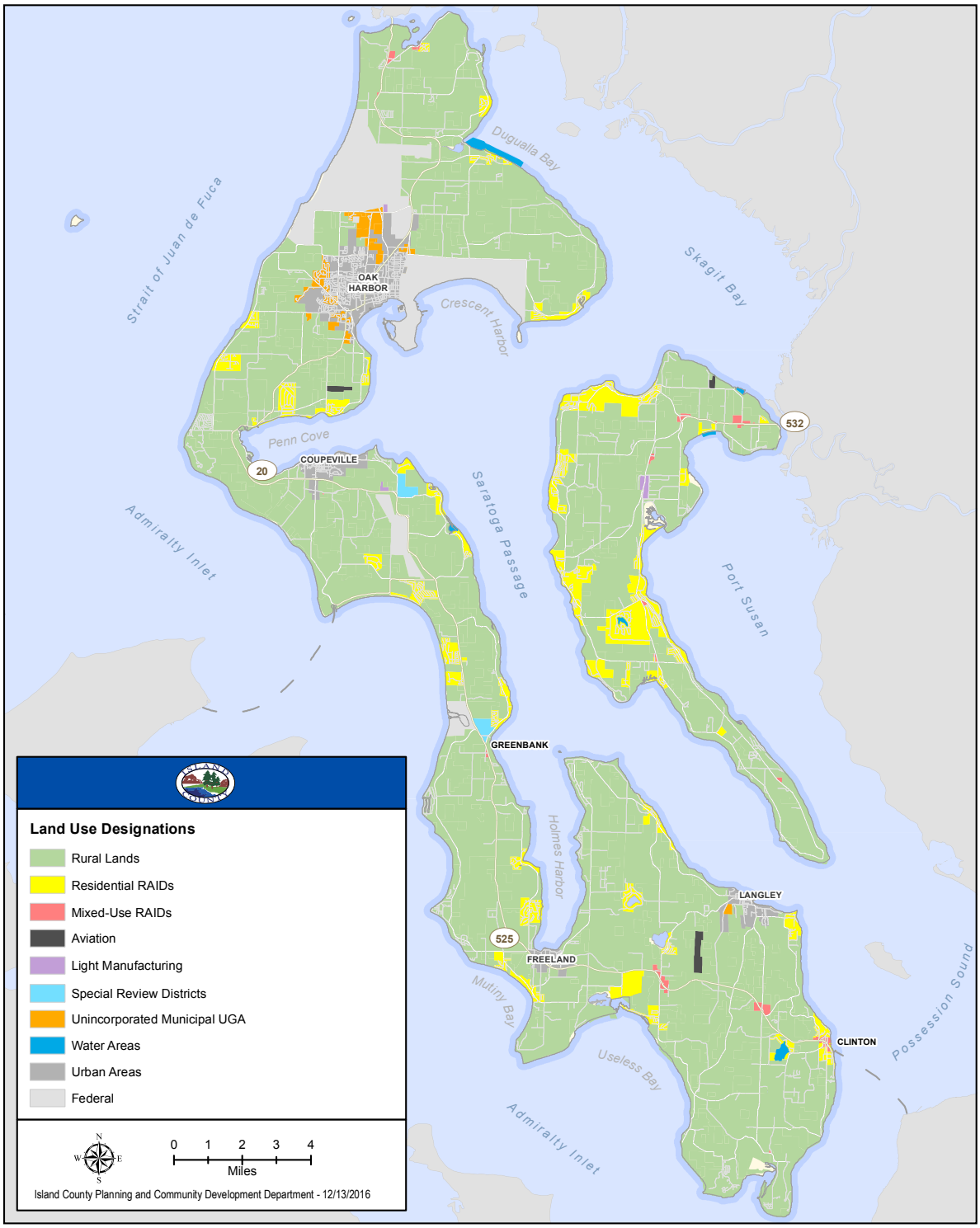
Table 1-12. Other Overlays

Definition	Designation Criteria
Mineral Lands Overlay	
Those lands primarily devoted to the extraction of minerals or that have a known potential for long term commercial extraction of minerals. Minerals are defined as sand, gravel, and valuable metallic substances.	A. 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. B. Map E shows existing areas of surficial sand and gravel deposits. C. There are no known deposits of valuable metallic minerals in Island County.
Master Planned Resorts Overlay	
A resort that was in existence on July 1, 1990 and that met the definition of an Existing Master Planned Resort at that time. The resort is developed, in whole or in part, as a significantly self contained and integrated development that includes short-term visitor accommodations associated with a range of indoor and outdoor recreational facilities within the property boundaries in a setting of significant natural amenities. An existing resort may include other permanent residential uses, conference facilities, and commercial activities supporting the resort, but only if these uses are integrated into and consistent with the on-site recreational nature of the resort.	A. Resorts must conform to RCW 36.70A.362.

1.6.1 FUTURE LAND USE MAP

The following maps indicate the locations identified for each of the above Land Use Designations. 11x17 versions of these maps are available in Appendix E.

MAP 1T. Future Land Use Map



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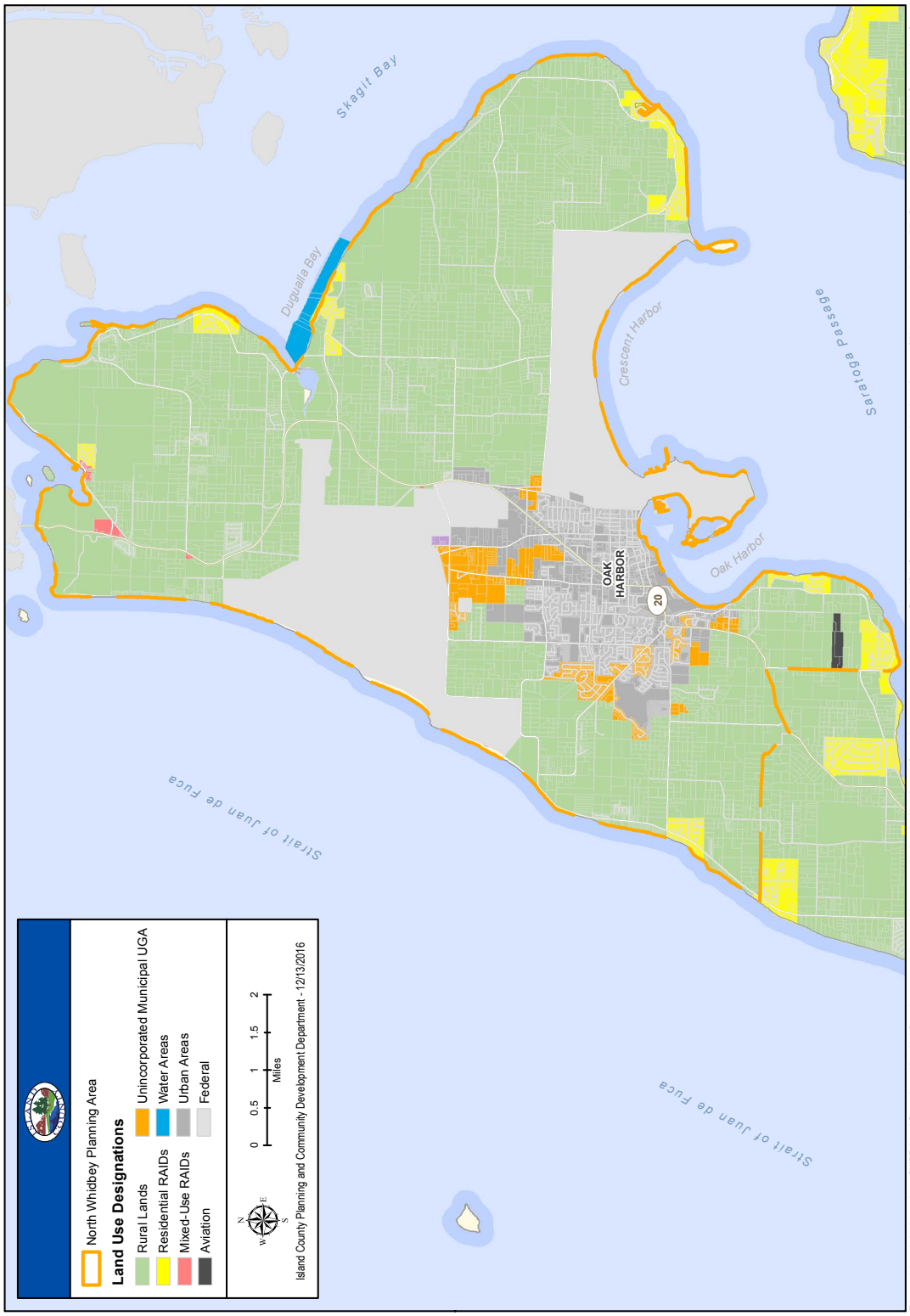
MAP 1U. Future Land Use Map - North Whidbey



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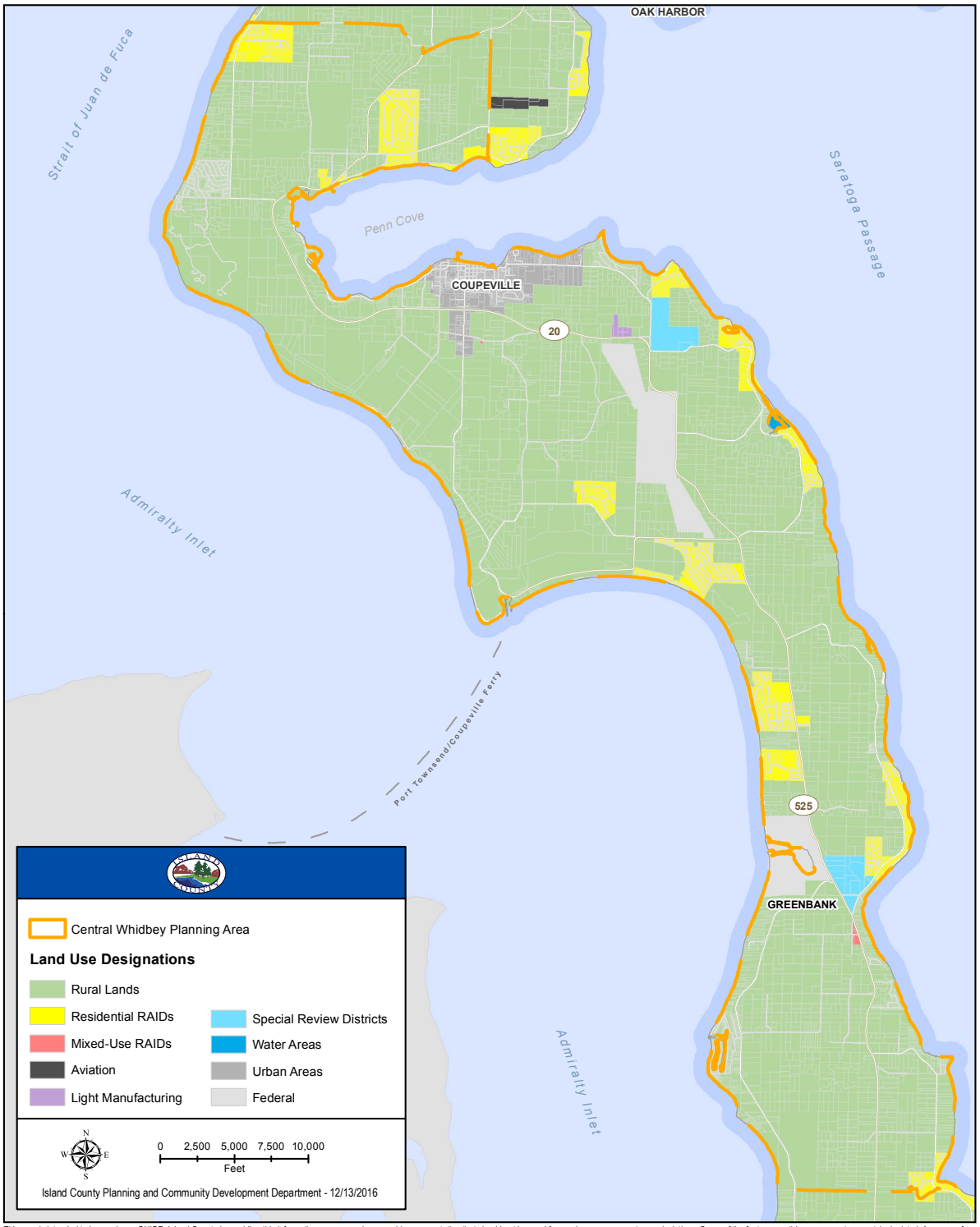
MAP 1V. Future Land Use Map - Central Whidbey



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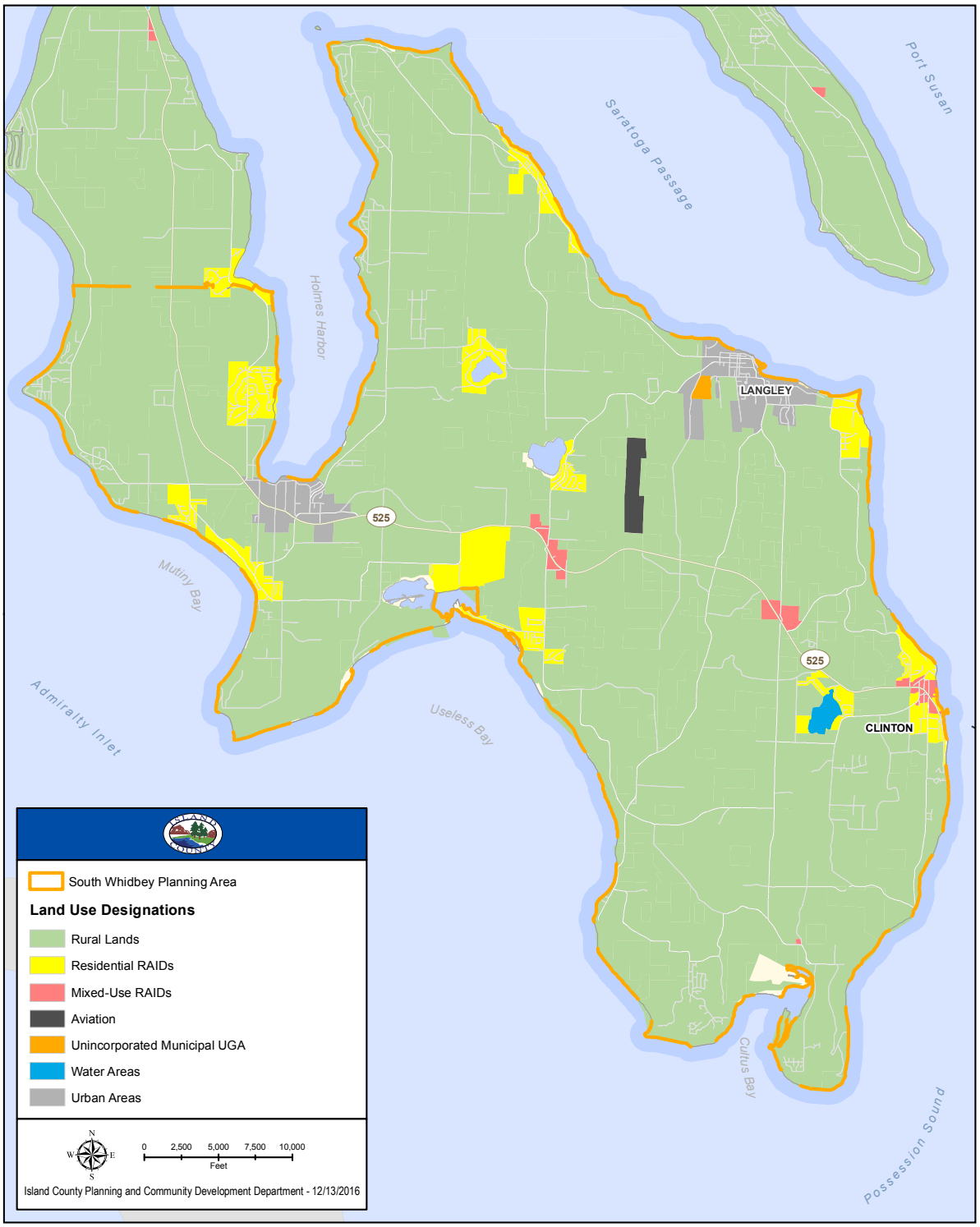
MAP 1W. Future Land Use Map - South Whidbey



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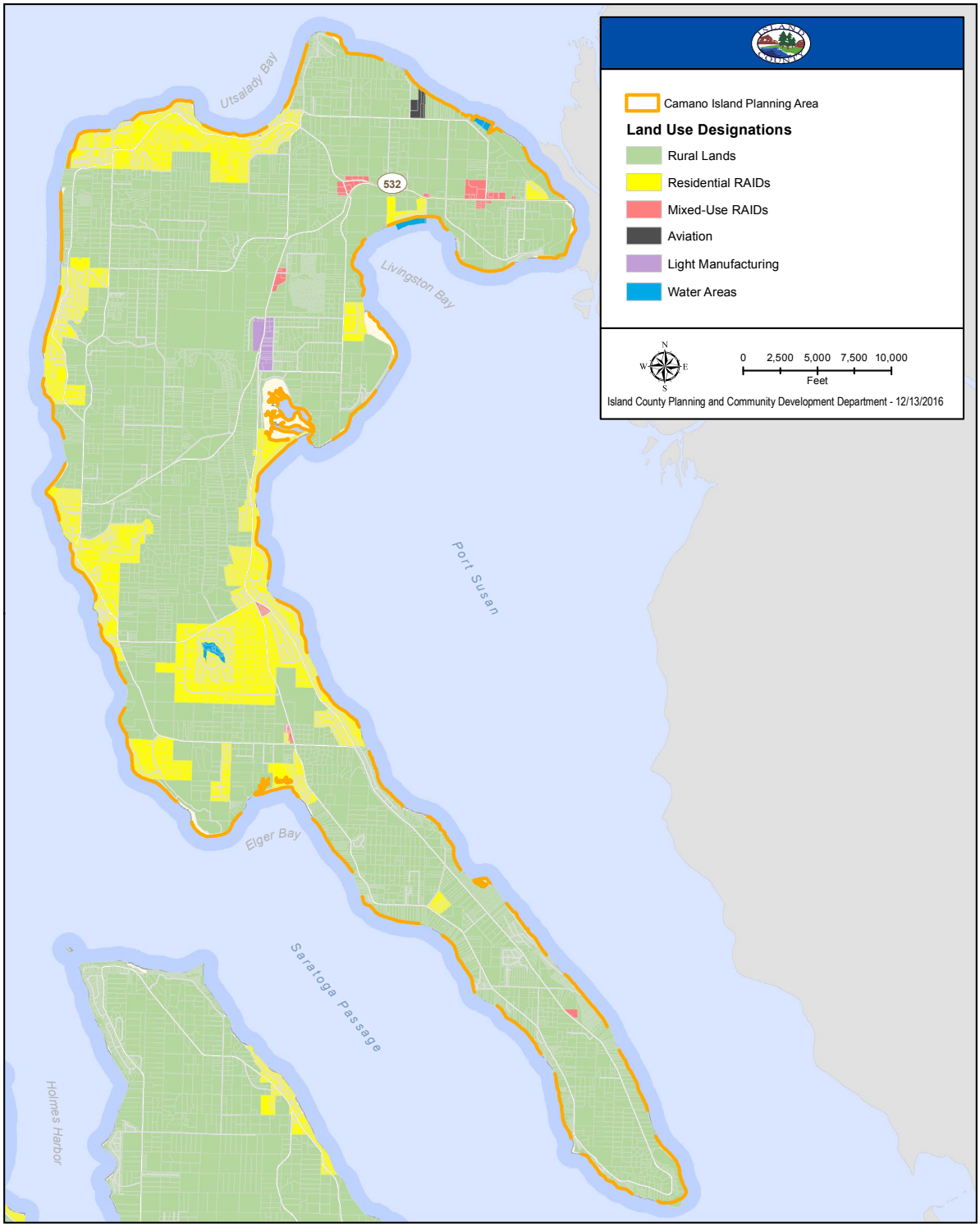
MAP 1X. Future Land Use Map - Camano Island



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1.7 GOALS AND POLICIES

2016 UPDATES

NEW New goals and policies are indicated with ***red italicized*** numbering

REVISED Goals and policies that have been revised (more than minor text edits) are indicated with ***blue italicized*** numbering

LAND USE CONCEPTS & CONSIDERATIONS

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

LU 1.1. Accommodate projected population growth in a manner which protects the established character of neighborhoods, preserves rural and environmental quality, promotes physical activity, and promotes economic growth.

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

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

LU 1.4. Prohibit urban development in rural areas.

LU 1.5. Ensure residential developments are planned to minimize public expenditures for public facilities and services.

Goal 2. Assure general public health, safety, and welfare without unduly jeopardizing the rights of individuals.

LU 2.1. All levels of government will coordinate planning and decision making to ensure consistency.

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

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

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

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

LU 2.3. Applications for County permits should be processed in a timely and fair manner to ensure predictability.

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

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

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

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

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

LU 3.3. Continue to recognize and support the planned development of Existing Master Planned Resorts that were in existence on July 1, 1990 and developed, in whole or in part as a significant self-contained and integrated development that includes short-term visitor accommodations associated with a range of indoor and outdoor recreational facilities within the property boundaries in a setting of significant natural amenities pursuant to RCW 36.70A.362

URBAN GROWTH AREAS (UGAS)

Goal 4. Provide areas where urban land use activities may be concentrated in a manner which enables the efficient provision of public facilities and services.

LU 4.1. Increase the proportion of growth in municipal UGAs (compared to growth in Rural areas) where adequate public facilities or services exist or can be provided in an efficient manner.

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

LU 4.2.1. Direct urban development first to areas within municipal boundaries,and then toward the unincorporated portion of municipal UGA;

LU 4.2.2. Non-urban development in the UGA should only be allowed if it will be compatible with future urban development;

LU 4.2.3. Encourage annexation of unincorporated areas within municipal UGAs

LU 4.2.3.1. Avoid non-contiguous annexation within the UGA;

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

LU 4.2.4. Minimize fiscal and environmental impacts of growth through urban development patterns.

LU 4.2.5. When possible, use the edges of major features, such as roads and drainageways, to help provide a clear and natural boundary between urban and rural areas.

LU 4.2.6. Use interlocal agreements (ILAs) as a method to guide development in the unincorporated portions of municipal UGAs.

LU 4.2.7. Provide open space corridors between UGAs as shown in the Natural Resources Element of this plan.

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

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

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

LU 4.2.11. Urban Holding areas will be limited to Rural zoning standards until annexation, and are subject to review to ensure that development will not hinder implementation of transportation and utility infrastructure plans.

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

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

Goal 5. **Joint Planning Areas (JPAs) provide an opportunity for long term planning beyond the 20 year planning horizon by reserving areas which may be necessary for future urban growth and for protection of areas of long term rural significance.**

LU 5.1. Provide areas within JPA for municipal Urban Growth Area expansion which will allow for the future development of urban densities in an effective manner.

LU 5.2. Designate JPAs overlays, determined jointly by the County and associated municipality.

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

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

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

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

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

LU 5.6. Development and amendment of the JPA boundaries, overlays, and joint planning processes should be coordinated between the County and associated municipalities.

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

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

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

RURAL DESIGNATIONS, RURAL AREA OF MORE INTENSIVE DEVELOPMENT (RAIDs)

Goal 6. **Designate Rural Areas of More Intensive Development (RAIDs) per RCW 36.70A.070(5)(d) with non-expandable logical outer boundaries.**

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

LU 6.1.1. In Rural Center (RC) areas:

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

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

LU 6.1.2. In Rural Village (RV) areas:

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

LU 6.1.3. In Light Manufacturing (LM) areas:

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

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

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

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

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

LU 6.1.4. In Rural Service (RS) areas:

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

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

LU 6.1.5. In Airport (AP) Areas:

LU 6.1.5.1. Ensure compatibility with existing uses in Wes Lupien Air Park, Whidbey Air Park or Camano Island Air Field.

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

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

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

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

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

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

LU 6.1.6. In Rural Residential (RR) Areas:

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

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

LU 6.1.7. In the Camano Gateway Area

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

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

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

LU 6.1.7.4. Overnight lodging shall be designed to fit into and enhance the rural island landscape through effective design, orientation, siting, signage, lighting and landscaping. Overnight Lodging should be designed in a manner that does not utilize and distribute water resources beyond the capacity of the resources available in the RAID.

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

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

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

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

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

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

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

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

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

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

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

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

LU 6.8. Encourage shared water and wastewater services between adjacent structures.

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

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

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

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

RURAL DESIGNATIONS, GENERAL

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

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

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

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

LU 7.2.2. Provide locational criteria for cluster subdivisions.

LU 7.2.3. Provide for flexible building envelopes.

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

LU 7.3. Minimize impervious surfaces.

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

LU 7.5. Provide for a variety of residential densities.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Goal 9. Maintain low residential densities to preserve rural character and to provide buffers between urban activities and agricultural and forestry uses.

LU 9.1. Maintain development patterns in Rural (R) areas that provide primarily for low density rural residential use, while also considering the long term availability of known and/or verifiable water supplies, the general suitability of the area for on-site septic systems, the presence of geologically unstable areas, and the presence of flood or tsunami hazards.

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

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

LU 9.4. Residential development near designated Commercial Agriculture lands must be designed to minimize potential conflict and prevent unnecessary conversion of farm land.

LU 9.5. Minor or small scale agriculture activities are consistent with rural areas, support rural character, and should be protected and encouraged.

LU 9.6. All non-residential uses within the Rural designation must comply with rural design guidelines to assure compatibility with adjacent uses.

LU 9.7. Discourage public facilities and buildings within rural areas unless their function or service area is best served by a location outside of a UGA.

LU 9.8. Prohibit the creation of new lots unless they have adequate area outside of tsunami hazards, flood areas, geohazards, and other critical areas.

Goal 10. Create an area where rural agricultural activities are encouraged to occur with residential uses while preserving rural character and maintaining open space as the dominant characteristic.

LU 10.1. Maintain parcel patterns in Rural Agricultural (RA) areas that provide for rural agricultural and rural residential use, while also considering the long term availability of known and/or verifiable water supplies, the general suitability of the area for on-site septic systems, the presence of geologically unstable areas, and the presence of flood or tsunami hazards.

LU 10.2. Maintain allowance and preference for PRD using clustering within RA areas whenever subdivision of land is proposed.

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

LU 10.4. Measures shall be used to support roadside stands or farmers' markets which may help farmers who wish to directly market products to nearby residential areas.

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

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

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

LU 10.6. Cooperative agricultural production and marketing will be encouraged.

LU 10.7. Encourage agricultural landowners to retain their lands in agricultural production and to utilize tax incentive programs.

LU 10.8. Support innovative public and private programs that provide farmers incentives to stay on the land.

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

LU 11.1. Upon adoption of this plan, Rural Agriculture landowners will be allocated EDUs based on the time of commitment of their conservation easement in a Farm/Forest Management Plan. A schedule for the allocation of EDUs shall be shown in the development

regulations with a clear relationship between number of earned units and time of commitment of conservation easement.

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

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

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

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

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

RESOURCE LANDS

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

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

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

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

GENERAL LAND USE DESIGNATIONS & OVERLAYS

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

Policies Applicable to All Airports:

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

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

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

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

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

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

LU 13.7. Island County will notify the airport operator, state and federal aviation agencies, at the time of initial application, of any proposed actions or projects, which would lead to development near an airport that is not compatible with the airport's operations. The airport operator shall notify Island County, and potentially affected citizens, of any proposed operational changes which would have a significant impact on existing land uses.

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

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

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

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

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

Policies Applicable to Military Airports Only:

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

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

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

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

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

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

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

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

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