

BEFORE THE BOARD OF COUNTY COMMISSIONERS
OF ISLAND COUNTY, WASHINGTON

IN THE MATTER OF ADOPTING SECTION 2A,
THE CLINTON GATEWAY, AS A SUBSECTION
OF THE ECONOMIC DEVELOPMENT ELEMENT
OF THE ISLAND COUNTY COMPREHENSIVE
PLAN

ORDINANCE NO. C-184-20;
PLG-005-20

WHEREAS, Island County conducts planning activities in accordance with RCW 36.70, the Planning Enabling Act; and

WHEREAS, Island County is required to plan under RCW 36.70A, the Growth Management Act (GMA); and

WHEREAS, state law requires periodic updates of GMA comprehensive plans; and

WHEREAS, the Planning Goals outlined in RCW 36.70A.020 state that:

- (5) Economic development. Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities; and

WHEREAS, RCW 36.70A.070 requires counties and cities to develop an economic development element establishing local goals, policies, objectives, and provisions for economic growth and vitality and a high quality of life; and

WHEREAS, Island County contracted with Community Attributes, Inc. to conduct an economic analysis of the Clinton gateway. Their final report was presented to Planning staff on June 22, 2020; and

WHEREAS, during the first half of 2020, Island County consulted with the Clinton Community Council to develop Community Priorities to incorporate into the Clinton Gateway Analysis as part of the Economic Development Element Update project; and

WHEREAS, on September 14, 2020 Island County presented the Draft Clinton Gateway Analysis to the Clinton Community Council; and

WHEREAS, on September 15, 2020 and September 22, 2020 the Clinton Community Council held Public Workshops to gather community input on the Draft Clinton Gateway Analysis; and

WHEREAS, Island County Planning staff generated a Public Comment Matrix from feedback generated by the Draft Clinton Gateway Analysis Workshops and other public comment, and presented the matrix to the Clinton Community Council on September 28, 2020; and

WHEREAS, on September 30, 2020 a SEPA Determination of Non-Significance (DNS) was issued for the Clinton Gateway Analysis Appendix to the Economic Development Element of the Comprehensive Plan. The Public Comment period for the DNS was from October 7, 2020 to October 21, 2020. No public comments were received; and

WHEREAS, On October 8, 2020 the Draft Clinton Gateway Analysis was sent to Commerce for review. Commerce completed that review on December 6, 2020; and;

WHEREAS, On October 26, 2020 the Island County Planning Commission held a Public Hearing and created a Findings of Fact in support of the Clinton Gateway Analysis; and

WHEREAS, in consideration of all public discussions and information gathered regarding this supplement to the Economic Development Element, the Planning Commission finds that it is in the best interest of the community to:

a. Recognize that as one of the main points-of-entry to Island County, the economic conditions in the Clinton gateway are crucial to the economic health and vitality of the County as a whole; and

b. Promote the economic growth, vitality, and high quality of life within the Clinton gateway;
and

NOW THEREFORE,

IT IS HEREBY ORDAINED that the Board of Island County Commissioners adopts Section 2A The Clinton Gateway as a subsection to the Economic Development Element of the Island County Comprehensive Plan, attached hereto as Exhibit "A" and hereby adopts the Board's Findings of Fact attached hereto as Exhibit "B".

ADOPTED this 15th day of December, 2020 following a public hearing.

BOARD OF COUNTY COMMISSIONERS
ISLAND COUNTY, WASHINGTON



Janet St. Clair, Chair

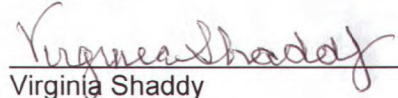


Helen Price Johnson, Member



Jill Johnson, Member

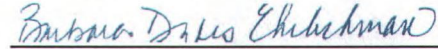
ATTEST:



Virginia Shaddy
Clerk of the Board



APPROVED AS TO FORM ONLY:



Barbara Dykes Ehrlichman
Chief Civil Deputy Prosecuting Attorney &
Island County Code Reviser

Exhibit A

Island County Comprehensive Plan

Section 2A - The Clinton Gateway

Clinton Gateway 2A



The Island County Clinton Gateway Plan as a section of the Economic Development Element, will encourage appropriate development, consistent with the County's rural character and environment.

2A Clinton Gateway

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2A.1 INTRODUCTION

Clinton is one of the most prominent communities in South Whidbey Island. It is the gateway for commuters and visitors on the heavily utilized State ferry route to and from Mukilteo. This market-driven analysis of growth and development opportunities identifies economic development considerations specific to Clinton for the Island County Comprehensive Plan. This plan leverages data and stakeholder input to present Clinton's unique opportunities and challenges.

These opportunities include making best use of the County's Rural Areas of More Intensive Development (RAIDs), which are small rural centers that are outside of Urban Growth Areas and have greater regulatory flexibility under the Growth Management Act (GMA). Specifically, this plan focuses on the Clinton RAID.

Clinton is an unincorporated community on the southeast coast of Whidbey Island. It is home to a Washington State ferry terminal, connecting Island County to mainland Washington at Mukilteo, and is one of Island County's Rural Areas of More Intensive Development (RAIDs). Under the Growth Management Act (GMA), this designation provides Clinton with greater regulatory flexibility to accommodate higher intensities of development, despite being rural.

Based on past outreach efforts, residents envision Clinton as a sustainable village with a range of services and amenities. While Clinton's RAID status grants some flexibility to provide these services, it has critical limitations, including a prohibition on new sewer systems, on increasing development intensity, and on expanding the boundaries of the RAID. There are economic development opportunities for Clinton that would be difficult to capture without increased growth and development. For example, Clinton could capture untapped demand for retail and services as Island County's population and visitation increase.

CLINTON GATEWAY PRIORITIES

1 Walkability, Pedestrian Safety, and Trails

EG-CG 1.1 Provide for safe and accessible sidewalks and crosswalks.

EG-CG 1.2 Coordinate with the Washington State Department of Transportation (WSDOT) on improvements along Highway 525. Specifically promote, the installation and improvement of sidewalks, crosswalks, median refuge islands, and pedestrian-scale streetlights.

EG-CG 1.3 Provide for bike and pedestrian connectivity to Clinton, with a priority on the establishment of a multiuse trail from the Clinton ferry dock to Ken's Corner.

2 Traffic and Calming

EG-CG 2.1 Reduce speed limits on local County roads in Clinton to 25mph and coordinate with WSDOT on the reduction of speed limits to 25 or 35mph on Highway 525.

EG-CG 2.2 Where possible, raise crosswalks and install curb bulb-outs/ extensions to act as traffic calming devices.

CLINTON GATEWAY PRIORITIES (CONTINUED)

EG-CG 2.3 Coordinate with WSDOT on a road diet along Highway 525, evaluating the potential for a reduction in the number of northbound lanes from the Clinton ferry dock to mile marker 9 1/4.

3 Beautification

EG-CG 3.1 Improve landscaping through Clinton's downtown core by establishing median and sidewalk planting strips.

EG-CG 3.2 Provide regular cleaning, maintenance, and security at Dan Porter Park.

EG-CG 3.3 Coordinate with WSDOT and the Port of South Whidbey to provide improved and additional Park and Ride facilities.

4 Zoning

EG-CG 4.1 Evaluate the established zoning in Clinton and make adjustments where the current zoning does not provide for logical economic use of properties due to existing uses and property sizes and environmental features.

EG-CG 4.2 Evaluate and update allowed uses in the Rural Center zone to reflect community priorities.

EG-CG 4.3 Provide sign regulations which reflect a small town character.

5 Infrastructure

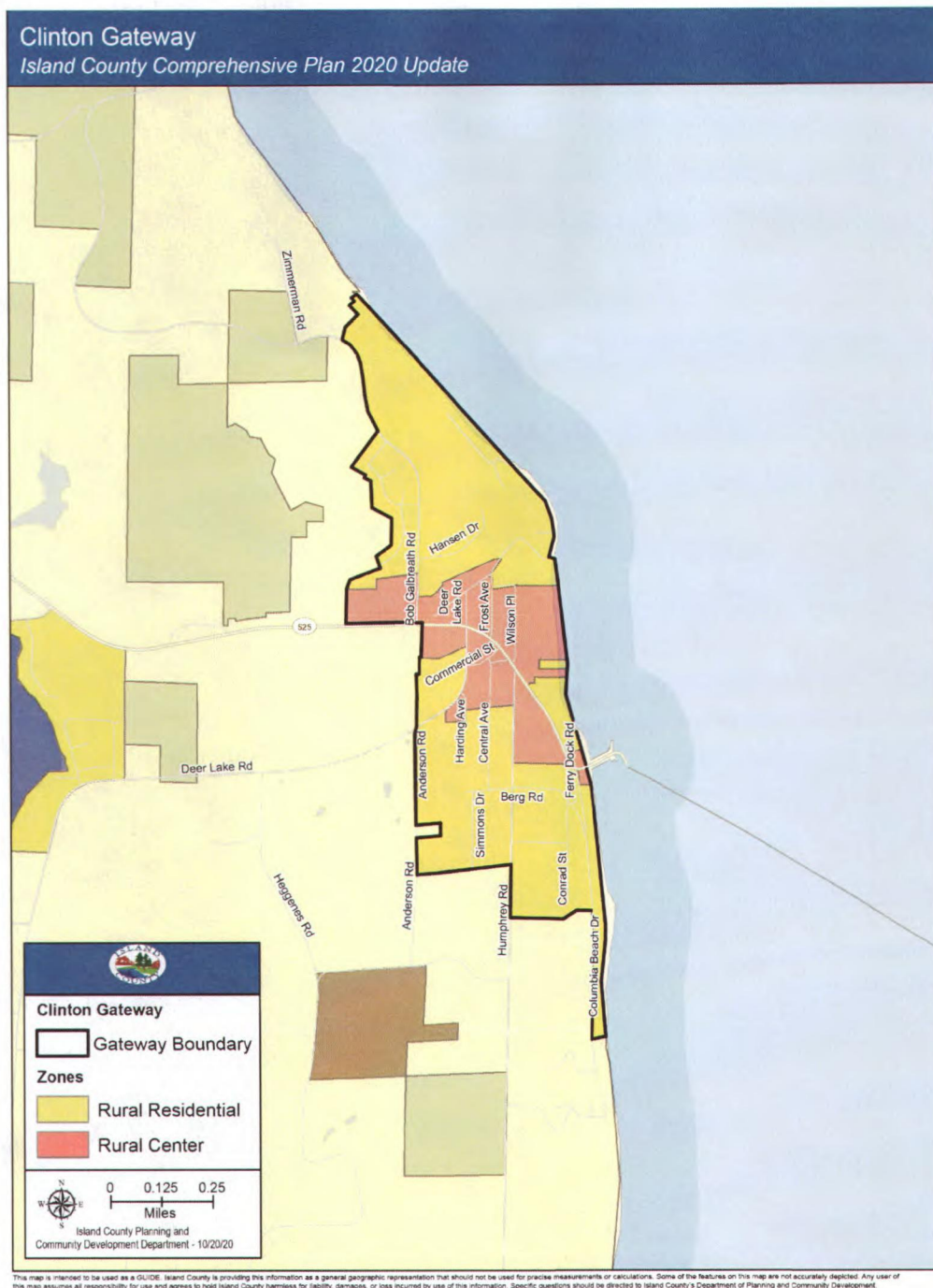
EG-CG 5.1 Coordinate with the Clinton Water and Sewer District to provide a community waste water treatment system to support new and expanding commercial and retail development in Clinton.

Based on anticipated change in population and ferry ridership, as well as known spending patterns, Clinton in 2040 could potentially capture enough spending to support as much retail space as Freeland has today.

This plan presents additional recommendations and implications for the Economic Development Element of Island County's Comprehensive Plan.

2A Clinton Gateway > Introduction

Figure 2A-1. Clinton Gateway Boundaries



2A.2 THE CLINTON GATEWAY

2A.2.1 COUNTYWIDE CONTEXT

With the exception of the Coupeville Ferry Gateway, Island County's Gateways are a subset of its Rural Areas of More Intensive Development (RAIDs). When the Growth Management Act (GMA) was established, counties were permitted to designate RAIDs to permit continued development flexibility in areas outside Urban Growth Areas with preexisting non-rural development. As a rural county, Island County has limitations on commercial development in unincorporated areas, so its RAIDs are strategically important for economic development. Whidbey Island is long, it is a total of 47 miles from the Clinton Ferry Terminal to the bridge at Deception Pass. Along the highway that connects the ferry and the bridge, there are only two incorporated cities, so RAIDs provide for the necessary shopping and other community supports needed in the rural area of the Island. This is especially true for Camano Island as well, which lacks any Urban Growth Areas. However, due to their rural nature, RAIDs are more limited in infrastructure and potential for growth than Urban Growth Areas.

Island County's four planning areas, which include Camano Island, North Whidbey, Central Whidbey, and South Whidbey, are unique. Camano Island has no direct connection to Whidbey Island, and Whidbey Island is long and narrow, meaning that north and south Whidbey feel far removed from each other. As a result, opportunities and challenges in the RAIDs vary by sub region, and each RAID has unique characteristics. This plan focuses on the Clinton Gateway RAID, located in South Whidbey Island.

2A.2.2 COMMUNITY CHARACTERISTICS

Clinton is an unincorporated community on the southeast coast of Whidbey Island. The Mukilteo-Clinton ferry lands at this Gateway. While there is a bridge to the mainland in North Whidbey, it is typically more efficient for South Whidbey residents to take the ferry between Clinton and Mukilteo. This ferry is a critical transportation link for Whidbey Island. All Whidbey ferry traffic disembarks onto Highway 525, which bisects Clinton. This traffic includes a mixture of tourists and commuters, and both groups present growth opportunities for Clinton.

Freeland and Bayview are the only other South Whidbey communities on the highway competing for pass-through ferry traffic. Bayview, is another unincorporated RAID, with characteristics similar to Clinton. About a ten minute drive north along the highway from Bayview, is the Freeland community. While not incorporated, Freeland is designated as a Non-Municipal Urban Growth Area (NMUGA), and is allowed to accommodate urban development. It features a retail center with several large stores that likely serve a large area. However, Freeland is nine miles from Clinton and the ferry terminal and it may be more convenient for many South Whidbey residents to travel to Clinton for shopping and services.

Langley is the third significant community in South Whidbey. While it is incorporated, it is located off the highway. As a historic coastal town, Langley serves as a destination for dining and tourism, rather than daily resident shopping.

2A Clinton Gateway > The Clinton Gateway

Clinton experienced a surge of commercial development during the 1960s and 1970s. Consistent with development patterns at the time, Clinton's commercial core is low-density and auto-oriented, with surface parking lots oriented to the street. The community is bisected by the highway, there are no stop lights on the highway through town, and traffic passes through very quickly. Clinton lacks a clear town center, or other enticement to draw motorists off the road if they are not already looking for a specific business.

There are additional commercial clusters to the west along Highway 525 which also serve the same community as central Clinton. Ken's Korner, two miles to the west, is a separate RAID with more substantial employment, including larger grocery, hardware, and drug stores. Many locals consider Ken's Korner to be a part of Clinton, and these businesses have Clinton addresses. There are small commercial developments spread along the highway between the Clinton and Ken's Korner RAIDs in rural zones.

While local residents have good access to many everyday essentials like groceries, there are several notable service gaps. Most medical services are concentrated in North Whidbey Island. Further, residents on healthcare exchange plans report needing to travel to the mainland for in-network care.

2A.2.3 VISION

While Clinton is currently unincorporated, the community is well-established. Local residents tend to think of Clinton as a town, it has both its own post office and library, and the residents express interests that reflect public service expectations similar to those of an incorporated city. Community planning activities have been occurring for some time in the area.

Residents formed a Community Council and completed a visioning process for Clinton's future in 2012. That vision is consistent with a vibrant, modern village. Residents want Clinton to have a distinct identity, with an attractive, safe and pedestrian-friendly streetscape. They want central Clinton to provide more community services, including opportunities for recreation, socializing, and the arts. Some envision significantly more urban amenities, such as expanded bus service, a technology park, and denser multifamily housing. Residents expressed that sustainability is a priority, including a desire to reduce reliance on fossil fuels.

More recent outreach has also contributed to the development of this Clinton Gateway plan. This includes, regular discussions and presentations with the Community Council, a stakeholder interview session, and a survey of property and business owners in the gateway.

2A.3 STRENGTHS, WEAKNESSES, OPPORTUNITIES, AND CHALLENGES

2A.3.1 STRENGTHS

Clinton's primary strengths include accessibility, proximity to major markets, and inherent capture of visitor traffic based on its strategic role as the ferry terminal that serves the greater Seattle area.

A survey of business owners generally confirmed these strengths, indicating that Clinton's positive features were good access to the mainland via ferry (14% of respondents), which feeds a large volume of customer traffic through Downtown Clinton, the area's commercial space and room for growth (15%), and environmental quality (14%).

2A.3.2 WEAKNESSES

Seventy-five percent of business owners reported difficulty finding employees and many of them attributed this labor shortage to a lack of affordable housing in the area. Besides this, the lack of sewer infrastructure (11% of respondents) was seen as the major impediment to business growth. Beautification was another frequent suggestion for helping business. Respondents believed that this would encourage people to spend more time in Clinton and patronize businesses.

Access to businesses in Clinton is a real and perceived challenge. Survey respondents mentioned transportation infrastructure often, especially for pedestrians, bicyclists, and mass transit. Stakeholders report feeling unsafe around the highway. Throughout the Gateway, sidewalks are discontinuous and, when present, are often unbuffered from the five-lane highway. One crosswalk exists on Highway 525, near Deer Lake Rd., but it is not signalized. Landscaping and other improvements that contribute to positive pedestrian experiences are inconsistent. According to survey respondents, transportation improvements relating to cars, such as slowing down speeders and increasing parking, were less important.

Clinton's topography presents specific challenges as well. From the ferry terminal, it is not clear that there is a commercial center up the hill. Drivers move quickly through the area, and local businesses struggle to capture their attention. Insufficient or inconsistent signage, wayfinding aids, and the lack of a defined sense of place are business development challenges.

Land is available for development in Clinton, but stakeholders report challenges with zoning. Available lots are too small to accommodate minimum standards for development. Stakeholders have reported specific challenges with parcels located on the highway. The highway easement cuts into development potential, and many lots have irregular, challenging shapes due to the angle of the highway passing through.

Improved transportation connectivity will increase the desirability of living in and near Clinton. This includes terminal improvements in Mukilteo, to include transfers to commuter rail to Seattle. Shuttle expansions to Paine Field and employment centers north will also help commuters. However, if attracting more commuters is a goal, there may be a need for greater housing diversity.

2A Clinton Gateway > Strengths, Weaknesses, Opportunities, And Challenges

2A.3.3 OPPORTUNITIES

Perhaps more than in other Gateways in Island County, pass-through traffic in Clinton provides an economic opportunity. Clinton is a natural stop or pause area for ferry riders, which is an opportunity to leverage.

It is a quick commute from the Mukilteo ferry terminal to Boeing, other major employers around Paine Field, and the job centers of Everett and Lynnwood. There is potential to provide more workforce housing for these commuters, who could avoid taking a car on the ferry by living in Clinton.

The new Mukilteo ferry station, scheduled to open in Fall 2020, will offer improved access to transit. This could make the Clinton area more attractive to commuters, who will be able to make a direct connection onto Sounder commuter rail. The Sounder offers service south through Seattle to Tacoma, and north to Everett.

Ferry ridership on the Clinton/Mukilteo route is expected to continue to grow by 0.7% per year through 2040. This will mean that around 1,800 more people per day will pass through Clinton every day, on average, by 2040.

Whidbey Island is a popular tourist destination, and Clinton is the first introduction to Whidbey Island for tourists coming from the Seattle area. Many visit Whidbey for weddings, which is a growing local sector. Weddings support many local Clinton businesses, including lodging, catering, wineries, and restaurants.

A new physical plan, covering urban design and circulation, would support capture of more spending from visitors and pass-through traffic, if the community desires to pursue that economic opportunity. Local residents and workers could benefit from safer traffic circulation and could result in greater demand for offices and services in the areas. Adding signage so that drivers waiting in line understand ferry capacity and wait times could encourage more waiting drivers to visit local businesses.

Whidbey Telecom provides excellent high-speed internet coverage in Clinton. This is an asset that could be leveraged to attract tech startups and satellite offices.

Retail, dining, lodging, personal and professional services all make sense for Clinton in general. Detailed site analysis would inform how much makes sense and specific opportunities.

2A.3.4 THREATS

Community members have expressed concern over environmental degradation caused by unsustainable development. They feel that the area's natural beauty underpins much of the community's economic potential.

2A.3.4.1 Growth Management Act Limitations

Under the Growth Management Act, RAIDs are allowed greater flexibility, but they are not permitted to concentrate urban growth in the same fashion as UGAs. The County may be limited in its ability to

reduce lot size minimums, and implement other measures that could encourage more development in Clinton. New sewer systems are also not permitted for RAIDs. Absent any other restrictions, this naturally limits the scope of future development. This is particularly relevant in coastal areas, where failing septic systems can seriously impact marine environments.

2A.3.4.2 Infrastructure

Clinton has experienced challenges with failing septic systems, and cannot establish a sewer system unless it becomes an NMUGA.

Highway 525 bisects the community, and represents its commercial core. The highway is not pedestrian friendly, and traffic moves quickly through the area. Traffic calming infrastructure and other infrastructure to improved pedestrian and bicyclist safety is needed.

There is a mixture of private infrastructure systems serving the gateways with drinking water and other key infrastructure, and their capacity constraints are varied.

2A.3.4.3 Tourism

Island County is a popular tourist destination. While tourist traffic is important for many local businesses, stakeholders have reported increased impacts due to noise and crowds. There is a desire to manage peak season impacts, while finding opportunities to draw more visitors during the off-season.

2A.3.4.4 Livability

Island County's lifestyle and environment are often cited as some its greatest assets. At the same time, many businesses owners have reported struggling to recruit and retain staff due to a lack of affordable housing. There are limited RAIDs and Urban Growth Areas on the South end of Whidbey Island that lend themselves to additional housing. Identifying these RAIDs which are well-suited to support more housing, is an opportunity to address this need.

Island County's population is aging and access to medical services can be challenging. Many medical facilities are concentrated in North Whidbey, and Whidbey residents with health care exchange plans must travel to the mainland to receive care.

Clinton is an established center and the ferry terminal offers a clear market opportunity to build it out as a more urban center, if the County and the Clinton community so desires.

2A.4 EXISTING CONDITIONS

Clinton functions as an established town, though it is unincorporated. Local residents tend to think of Clinton as a town, it has both its own post office and library, and the residents express interests that reflect public service expectations similar to those of an incorporated city. It is located due east of the

2A Clinton Gateway > Existing Conditions

Ken's Korner RAID. While Ken's Korner is technically a separate RAID from Clinton, local residents consider it part of Clinton.

Highway 525 climbs a short, steep bluff from the ferry terminal and then passes through Clinton's commercial core. Existing commercial uses are oriented toward the highway, and most occupy detached structures with adjacent surface parking lots. Despite proximity to Puget Sound, these businesses do not generally have physical or visual access to the waterfront. Business owners report challenges in attracting fast-moving travelers off the highway. Many existing commercial structures are aging and lack the visual appeal to draw visitors. Clinton lacks an established center, and there is a lack of streetscaping or signage to indicate that one is in a defined community.

The highway cuts through Clinton's core at a diagonal to the cross streets. As a result, many parcels in central Clinton are irregularly shaped. Existing property and business owners have reported challenges in developing highway-fronted parcels, as the highway easement cuts further into the buildable area.

There is low-density commercial development along the highway, and single family residential development throughout the rest of the Gateway. Clinton's single family development is typical of pre-GMA development trends in Island County. In the past, rural parcels on and near the water were subdivided and developed for suburban-density single family homes, which are often used as vacation homes. However, most other residential and commercial RAIDs are isolated pockets – an isolated residential subdivision on the water, or a small commercial development with services to serve the surrounding rural area.

Clinton is unique among the RAIDs in having a concentration of both non-rural housing and commercial uses.

2A.4.1 BUILT ENVIRONMENT AND DEVELOPMENT PATTERNS

Most land and parcels in the Clinton Rural Center zone are developed with single family housing. The second most common use by total land area is retail trade, followed by services (see Table 2A-1).

Clinton's commercial and industrial spaces are low density and aging. Most commercial and industrial development took place between 1960 and 1979, with about half as much from 1980 to 1999. The only new commercial or industrial development since 2000 has been mini storage (see Figure 2A-2). The local housing stock is also older, with a significant portion built in the 1970s, though there has been residential development since 2000 (See Figure 2A-3).

Many parcels in Clinton are smaller than permitted under current development regulations. These parcels would need to be assembled with an adjacent parcel for development or redevelopment, which can make development effectively impossible if the adjacent parcel is fully developed.

There is a group of large vacant parcels west of the highway near the ferry terminal, but these will have limited or no access to the highway due to steep slopes (see Figure 2A-4).

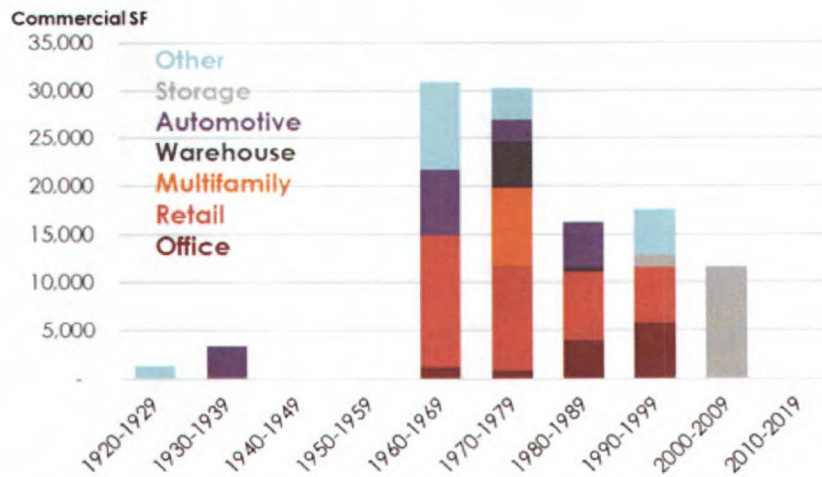
Table 2A-1. Current Land Use Summary, Clinton Rural Center Zone

Current Use	Parcels	Acreage
Single Family Residential	32	18.3
Retail Trade	16	12.0
Services	20	8.7
Transportation, Communication, and Utilities	6	7.9
Vacant	11	7.9
Multifamily Residential	6	3.6
Other	9	2.7
Recreation	2	1.6
Manufacturing	1	0.5
Government	1	0.4
Total	104	63.5

Source: Island County, 2019

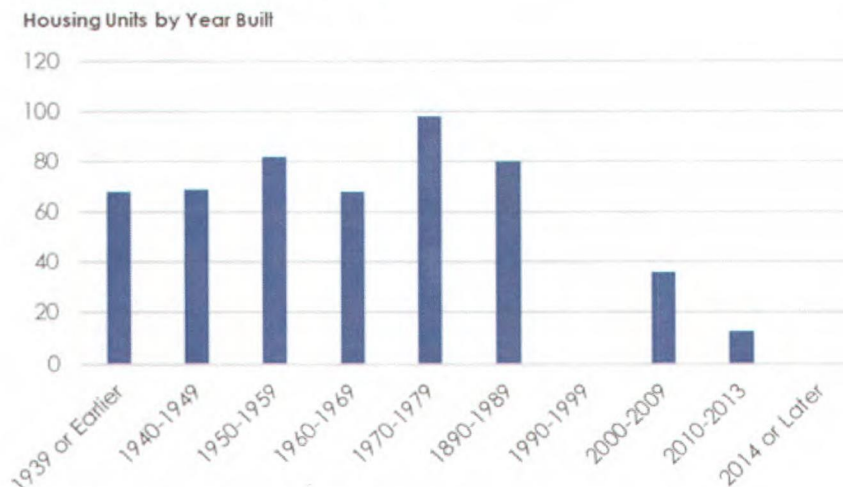
2A Clinton Gateway > Existing Conditions

Figure 2A-2. Commercial and Industrial Space by Year Built, Clinton



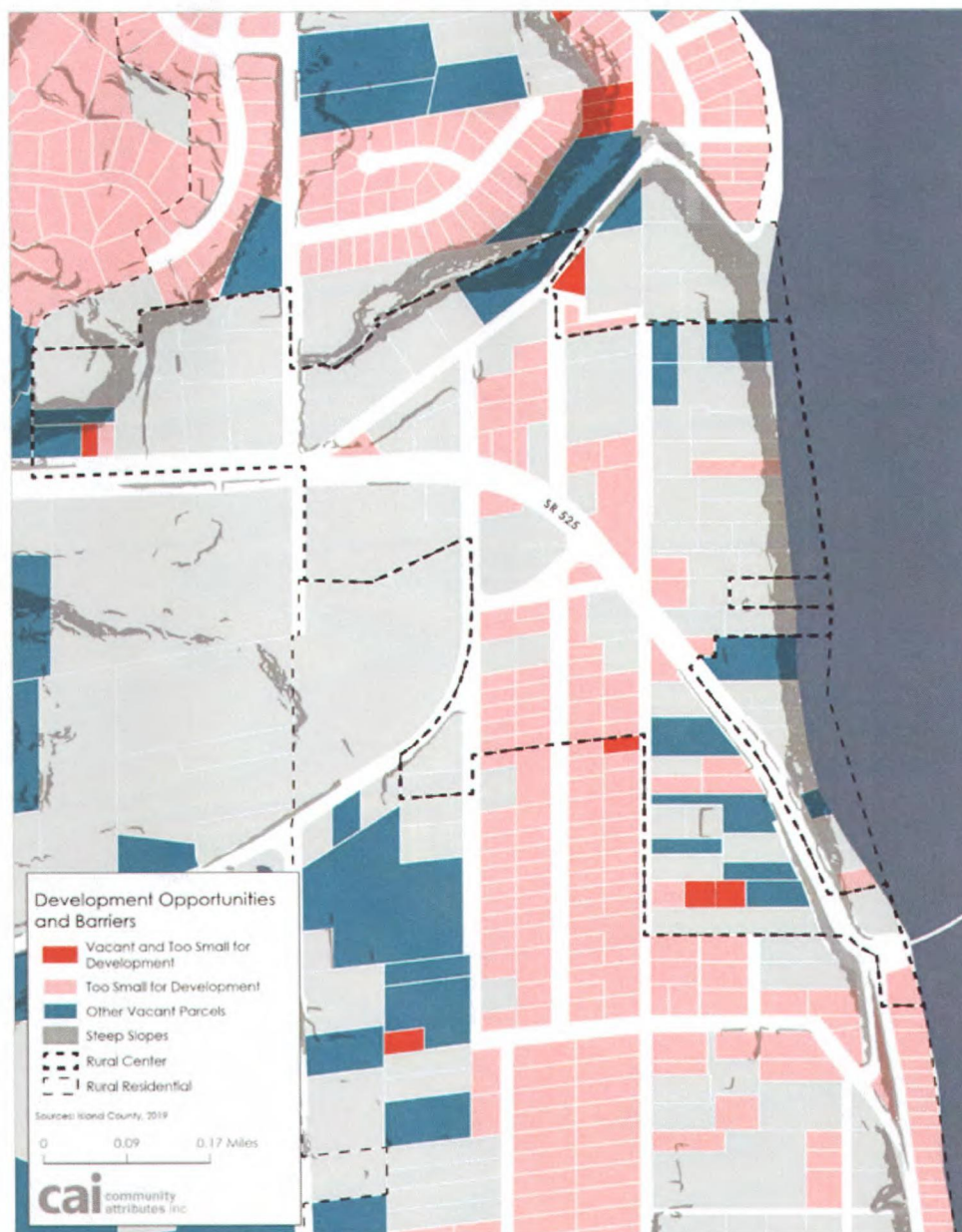
Source: CoStar, 2020

Figure 2A-3. Housing Units by Year Built, Clinton, 2018



Source: US Census Bureau, American Community Survey 2014-2018 5-Year Estimates

Figure 2A-4. Development Opportunities and Barriers, Clinton, 2020

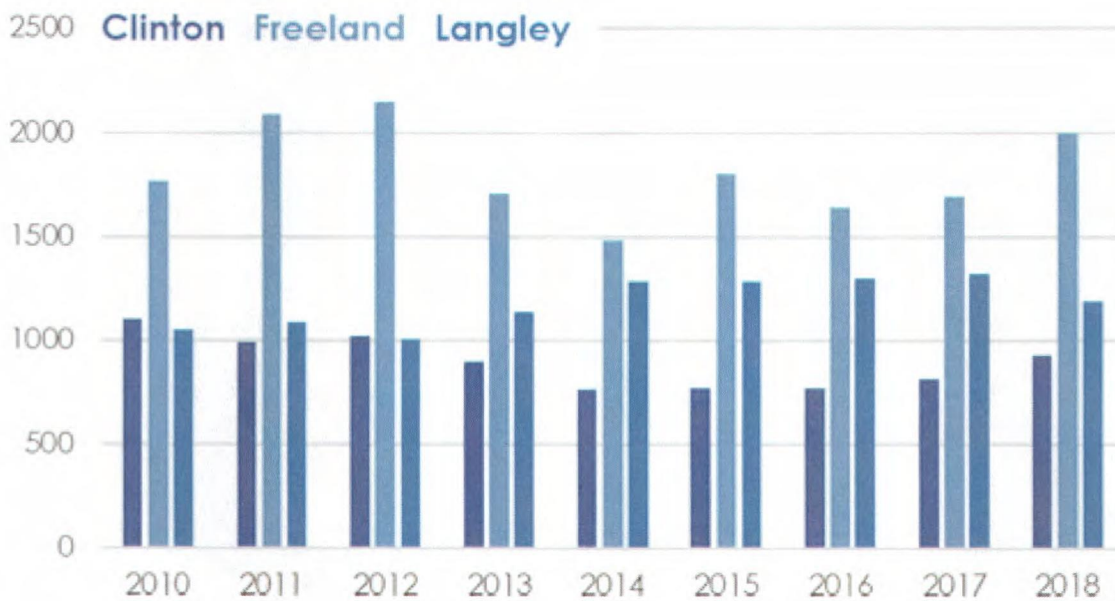


2A Clinton Gateway > Existing Conditions

2A.4.2 RESIDENTS AND BUSINESSES

According to ACS estimates, Clinton's population declined from 2010 to 2014, was roughly level through 2016, and grew through 2017 and 2018. Today, Clinton is home to nearly 1,000 people. Until 2014, Clinton and Langley had similar populations. At that point, Langley began to grow while Clinton was losing population. The two center's population numbers have begun to converge again in recent years (See Figure 2A-5).

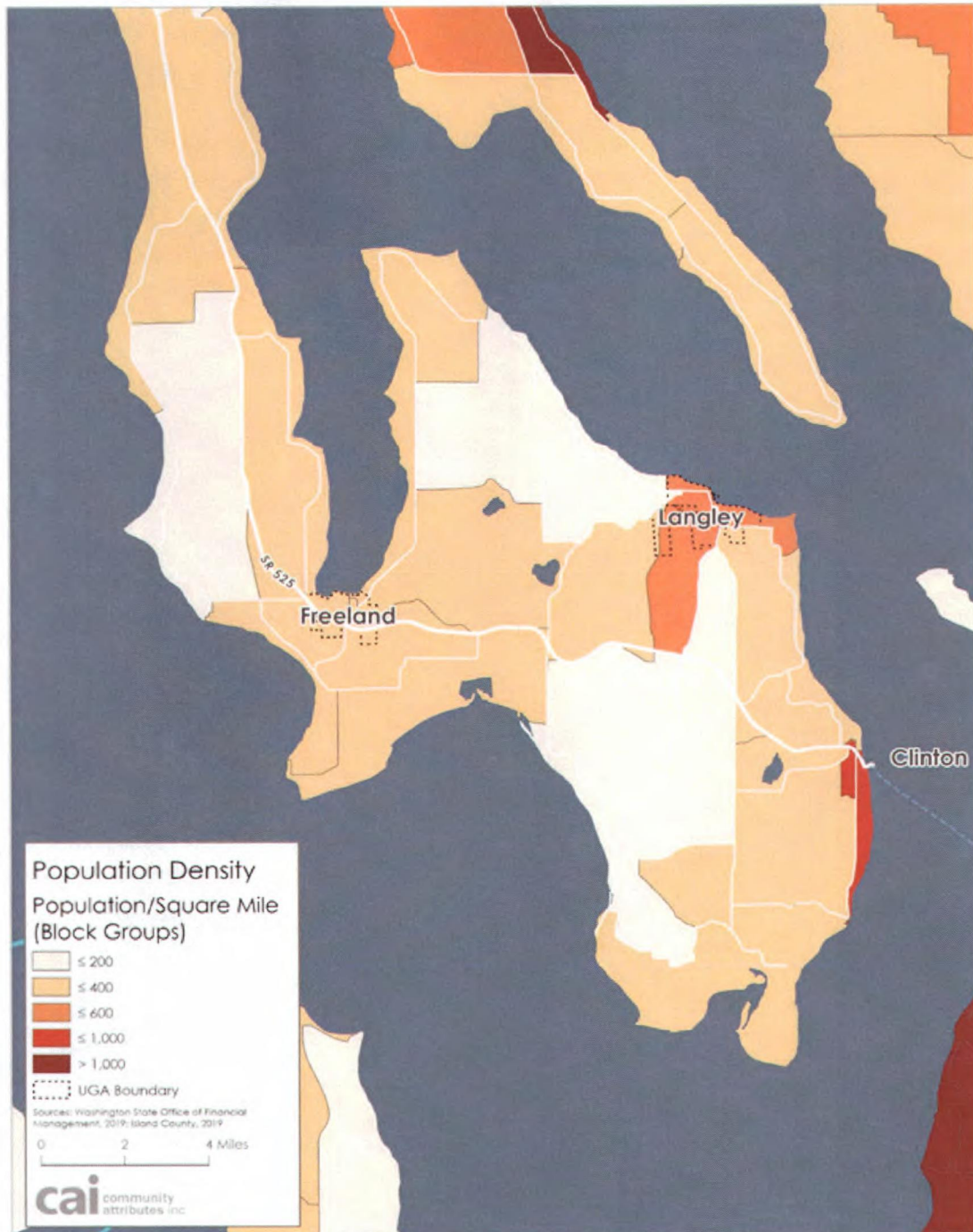
Figure 2A-5. South Whidbey Island Population by Year



Source: US Census Bureau, American Community Survey 2014-2018 5-Year Estimates

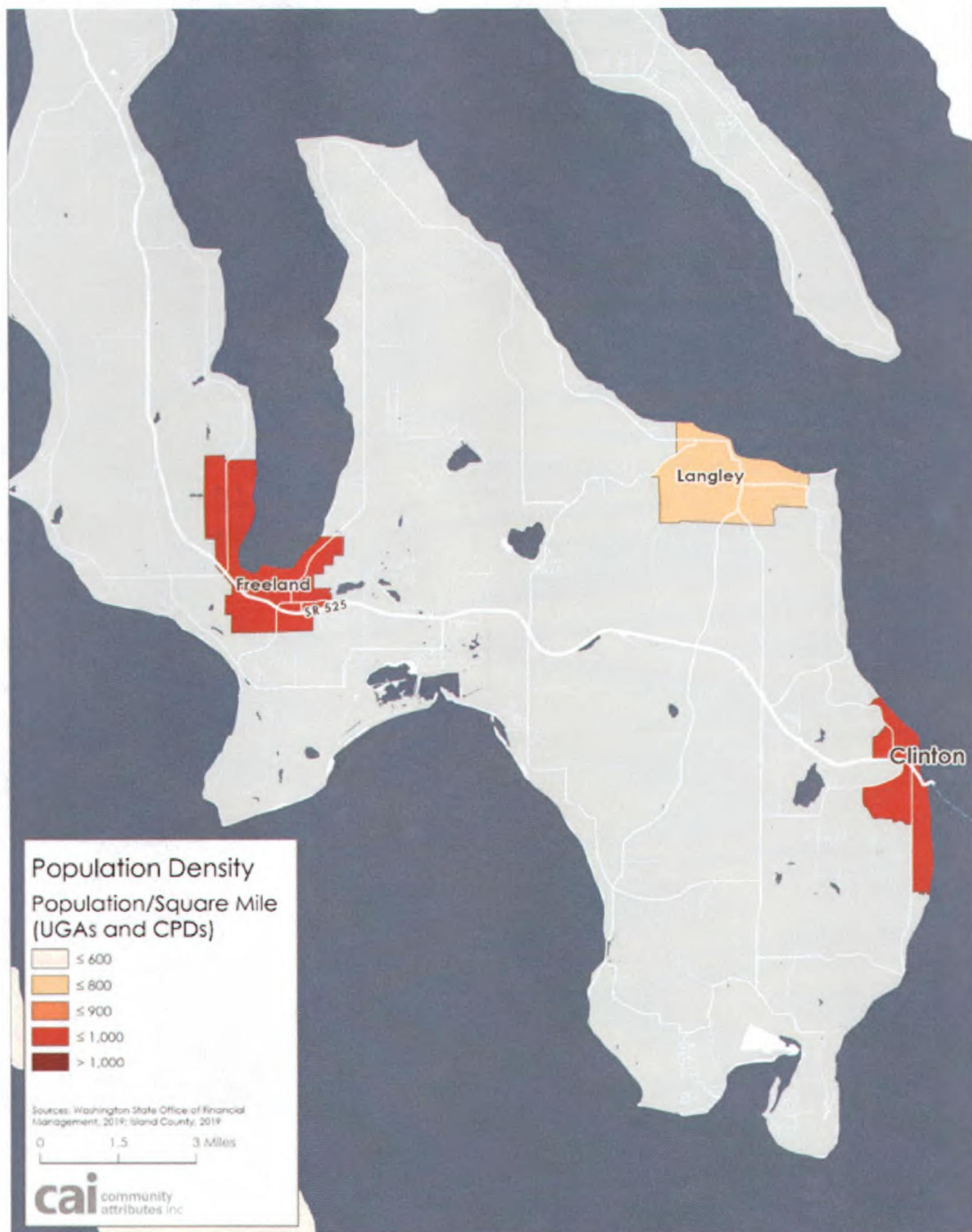
Clinton is small yet dense for South Whidbey Island. The Census block group it belongs to is the densest in South Whidbey, though Freeland's population is distributed among several large block groups. At the UGA or Census- Designated Place-level, Clinton's population density is similar to Freeland – between 900 and 1,000 people per square mile (see Figures 2A-6 and 2A-7).

Figure 2A-6. Population Density, South Whidbey Island, 2019



2A Clinton Gateway > Existing Conditions

Figure 2A-7. Population Density, South Whidbey Island Urban Growth Areas and Census Designated Places, 2019



2A.4.3 DEMOGRAPHIC CHARACTERISTICS

Clinton's 2018 median household income is \$72,599, which is higher than that of the County overall (\$64,793). Fifty-one percent of Clinton's owner-occupied homes have a value above \$500,000 (see Table 2A-2).

Table 2A-2. Owner-Occupied Home Values, Clinton, 2018

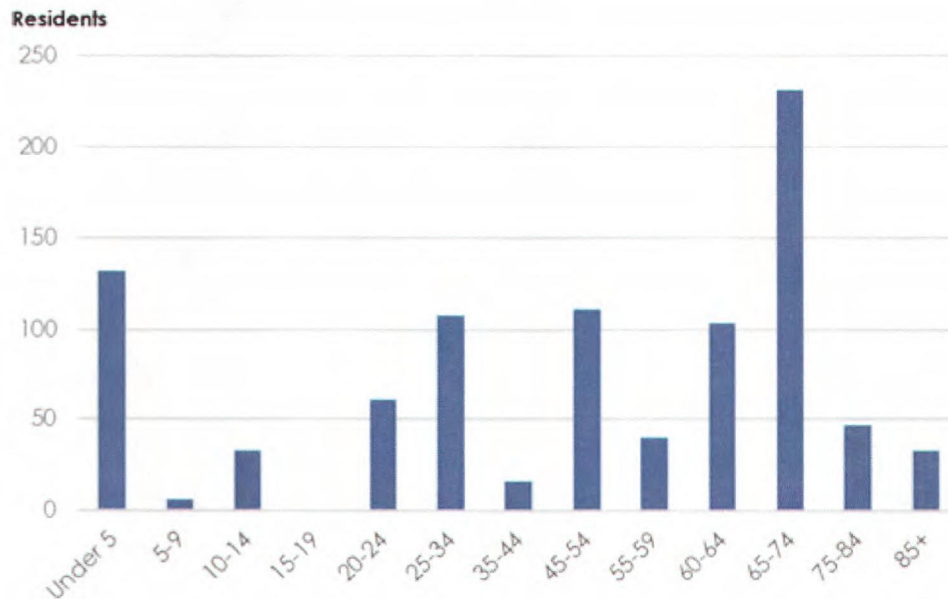
Owner-Occupied Home Value	
Less than \$50,000	0%
\$50,000-\$99,999	0%
\$100,000-\$149,999	0%
\$150,000-\$199,999	3%
\$200,000-\$299,999	27%
\$300,000-\$499,000	19%
\$500,000-\$999,999	36%
\$1,000,000+	15%

Source: US Census Bureau, American Community Survey 2014-2015 5-Year Estimates

Thirty-six percent of Clinton households rent their homes, which is relatively high for a community where 90% of all housing units are detached single family units. Clinton is also unique that its average renter household size, at 2.75, is larger than its average homeowner household size, at 1.97. Clinton's median age is 55, so Clinton homeowners could be more likely to be retirees without children. At the same time, the second largest population by age group after adults age 65-74 is children under 5, so Clinton is also a family community. The divergence in household size between owners and renters may reflect a lack of affordable and appropriate housing options, both for young families as they grow and for seniors as they age and consider downsizing (see Figure 2A-8).

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Figure 2A-8. Residents by Age, Clinton, 2018



Source: US Census Bureau, American Community Survey 2014-2015 5-Year Estimates

According to 2019 data from Hoover's, Inc., the largest business in Clinton, by on-site employment, was Jspringer LLC, which owns and operates the Ken's Korner Red Apple Market. These data suggest that the business employs 80 individuals. However, the Ken's Korner Red Apple Market is not located within the Clinton Gateway. Several other larger employers in the Clinton area, including Casey's Crafts and Sebo's Do-It Center, are also located outside the Gateway.

The US Census Bureau's Longitudinal Employer-Household Dynamics (LEHD) data indicates that there were 219 jobs located in Clinton in 2017. Clinton's leading industries for employment were Accommodation and Food Services with 14%, Retail Trade, Other Services, and Construction each accounted for 11%.

Clinton's jobs are fairly evenly spread across sectors. Most of Clinton's existing jobs do not require a bachelor's degree (see Tables 2A-3 and 2A-4).

Table 2A-3. Clinton 2017 Employment by Industry Sector

Jobs by NAICS Industry Sector		
Sector	Count	Share
Accommodation and Food Services	31	14%
Retail Trade	25	11%
Other Services (excluding Public Administration)	25	11%
Construction	23	11%
Transportation and Warehousing	21	10%
Professional, Scientific, and Technical Services	19	9%
Information	17	8%
Administration & Support, Waste Management and Remediation	16	7%
Public Administration	15	7%
Finance and Insurance	11	5%
Health Care and Social Assistance	7	3%
Manufacturing	3	1%
Utilities	2	1%
Wholesale Trade	2	1%
Real Estate and Rental and Leasing	1	0%
Arts, Entertainment, and Recreation	1	0%
Agriculture, Forestry, Fishing and Hunting	0	0%
Mining, Quarrying, and Oil and Gas Extraction	0	0%
Management of Companies and Enterprises	0	0%
Educational Services	0	0%
Total	219	100%

Source: CAI, 2019; LEHD, 2017

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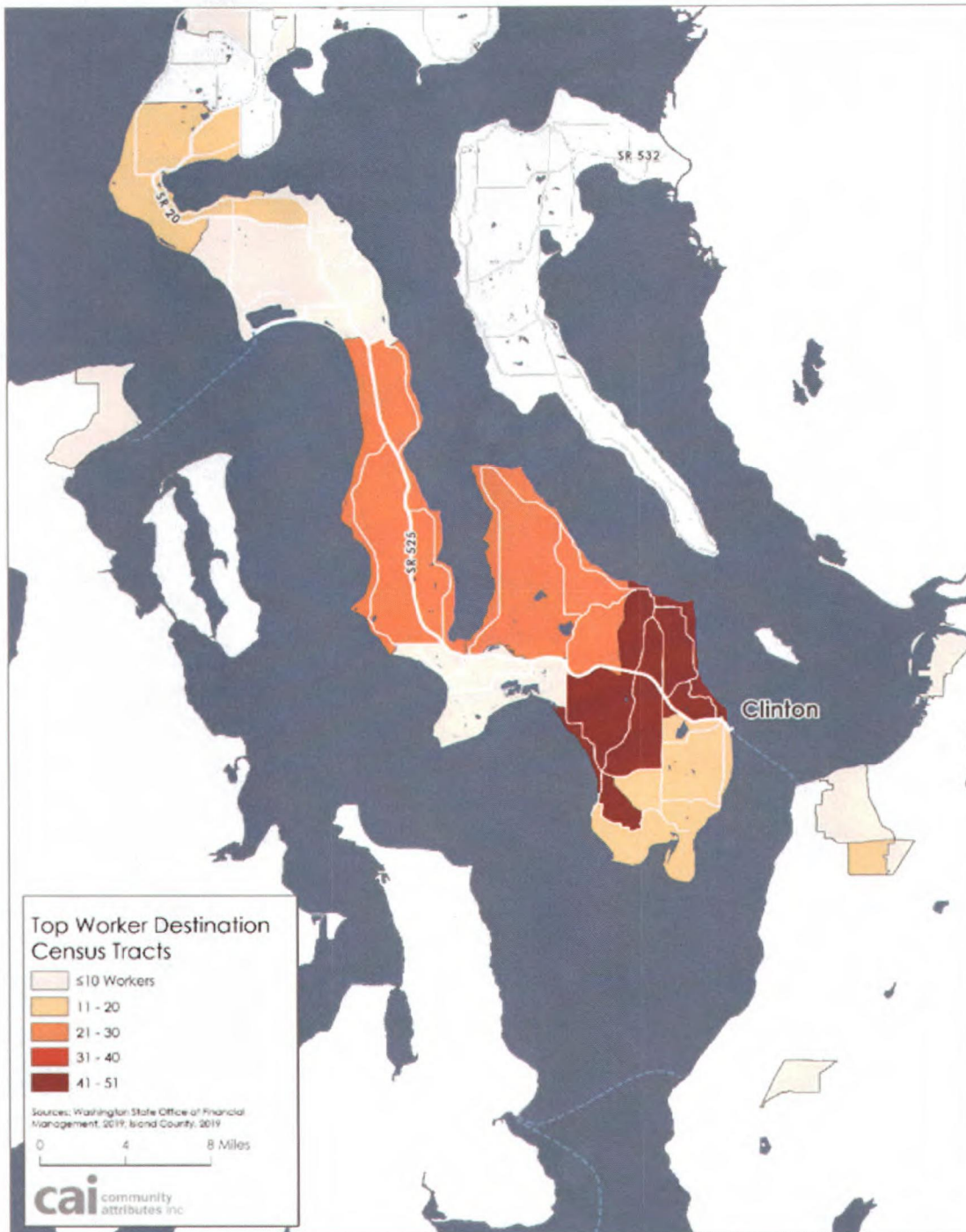
Table 2A-4. Jobs by Worker Educational Attainment, Clinton, 2017

Jobs by Worker Educational Attainment		
Attainment Level	Count	Share
Less than high school	15	7%
High school or equivalent, no college	41	19%
Some college or Associate degree	73	33%
Bachelor's degree or advanced degree	32	15%
Data Not Available	58	26%
Total	219	100%

Source: US Census Bureau, LEHD, 2017

Most of Clinton's residents commute out of town for work. The areas around Freeland and Langley are the most common destinations, followed by areas further north. Some residents also commute to the mainland, particularly to the area surrounding Paine Field, where Boeing and its suppliers employ thousands of workers (see Figure 2A-9).

Figure 2A-9. Most Common Places of Work, Clinton Residents, 2017



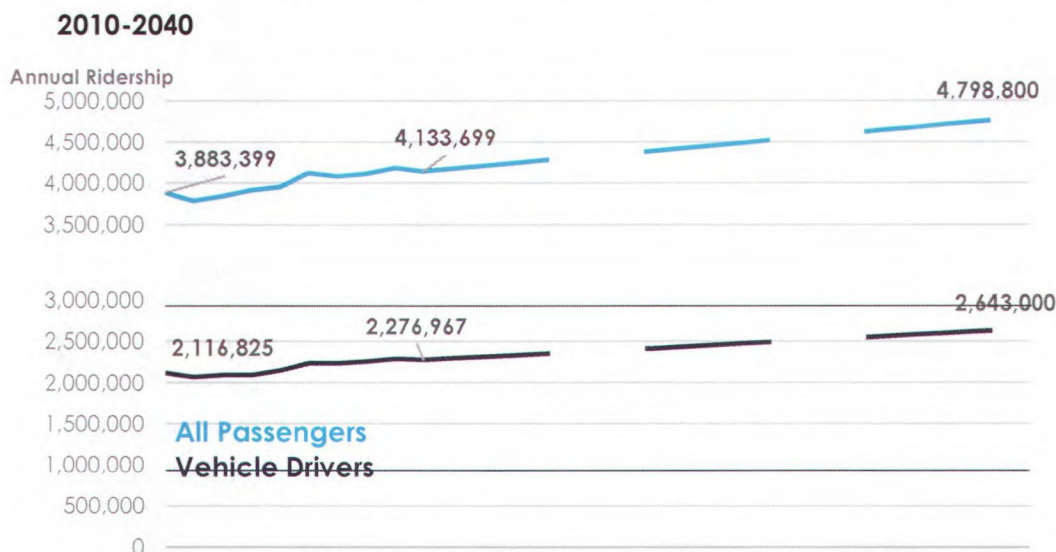
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2A.4.4 TRANSPORTATION AND VISITATION

Clinton's defining economic asset is the Washington State ferry terminal with service to and from Mukilteo. On average, in 2019, around 11,300 riders rode the Clinton-Mukilteo ferry every day. This is the Washington State Ferry system's second-busiest route, after Seattle-Bainbridge Island, and accounts for 17.3% of total ridership system wide. Ridership on Clinton-Mukilteo has grown at an annualized rate of 0.7% per year from 2010 to 2019. This is the same rate as the state system overall. This growth has not been even over time, and ridership dropped significantly in 2011, 2016, and 2019 (Washington State Ferries, 2020).

By 2040, Washington State Ferries plans to accommodate 665,000 additional riders per year, or just over 1,800 additional riders per day on average. This translates to the same annual growth rate observed from 2010-2019, 0.7%. The projected growth rate is the same for vehicle drivers and other passengers, which suggests that the ferry system is not anticipating a shift toward more pedestrian or bicycle ridership (see Figure 2A-10).

Figure 2A-10. Past and Projected Ridership, Clinton-Mukilteo Ferry Route, 2010-2040



Source: Washington State Ferries, 2020

The Clinton-Mukilteo route has a slightly smaller seasonal surge than the system overall. For the Clinton route, total ridership in the first quarter of 2019 was 70% of ridership in the third quarter. System wide, it was 66%. This suggests that ridership on this route is more heavily influenced by commuters, or that visitation is less seasonal (see Table 2A-5).

Table 2A-5. Ridership by Quarter, Clinton-Mukilteo and System Total, 2019

	Q1 2019	Q2 2019	Q3 2019	Q4 2019	Q1-Q3
Clinton	850,794	1,091,392	1,217,536	973,984	70%
System total	4,797,617	6,308,838	7,322,124	5,456,344	66%

Source: Washington State Ferries, 2020

The 2018 Washington State Ferries Long Range Plan anticipates that the Clinton/Mukilteo route will experience moderate growth through 2040. The Market Assessment section of this plan explores projected trends and their connection to spending and jobs in further detail.

The Plan identified several recommended improvements with implications for Clinton. These include increasing vehicle capacity through replaced vessels and adding overhead passenger loading at the Clinton terminal. Existing vessels on the Clinton/Mukilteo route are planned to be replaced in 2023 and 2024 with two new electric-hybrid 144-car capacity vessels. This will increase off-peak capacity. Overhead passenger loading is proposed for the 2025 -2027 biennium. The Plan anticipates that the Clinton/Mukilteo route will soon be a candidate for a reservation system, though this would require improved vehicle holding in Clinton and potential reconfiguration of the Mukilteo holding lanes.

The Plan identified additional projects which are not priorities based on current funding levels, but which may be revisited during the 2025 planning process.

This includes adding a third vessel to the Clinton/Mukilteo route, along with an additional operating slip at each terminal. The two 144-vehicle vessels coming in 2023 and 2024 would be redistributed to other routes and replaced with three 114-vehicle vessels.

While traffic moves quickly along Highway 525 through town and feels very heavy when a ferry has just arrived, the average daily traffic volume is not high relative to other sections of the highway through Whidbey Island. In 2018, on average, 7,200 vehicles per day passed through Clinton's commercial center. (6,300 per day through the ferry terminal) As a comparison, the average volume was 22,000 vehicles per day through Oak Harbor and 14,000 vehicles per day through Freeland. (WSDOT, 2020).

2A.4.5 CRITICAL AREAS

Development potential is limited along Highway 525 in the Rural Center zone adjacent to the ferry terminal due to steep, unstable slopes. This area is also located on the Puget Sound shoreline, and is thus subject to additional regulation, including the Island County Shoreline Master Program. These are summarized in the "Regulatory Conditions" section of this plan.

There are few mapped wetlands within the Clinton RAID, because excluding wetlands from areas subject to more intensive development was a factor considered in designating the boundaries of the RAID. There

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is one mapped fish stream that cuts across the northern residential area of Clinton. Development in proximity to any critical areas would be reviewed under the County's Critical Areas Ordinance.

2A.4.6 REGULATORY CONDITIONS

This section identifies applicable regulatory frameworks and key regulatory considerations for growth and development.

2A.4.6.1 Zoning

Figure 2A-11 presents a map of zoning designations in the Clinton vicinity.

Clinton lies within a Rural Area of More Intense Development (RAID) and is divided between Rural Residential (RR) and Rural Center zoning designations. The Rural Center (RC) zone largely follows State Highway 525 from the ferry terminal to Bob Galbreath Road. The zone covers the main commercial area as well as residential areas on both sides of Highway 525. The Rural Residential zones are located to the north and south, encompassing historic coastal single family development.

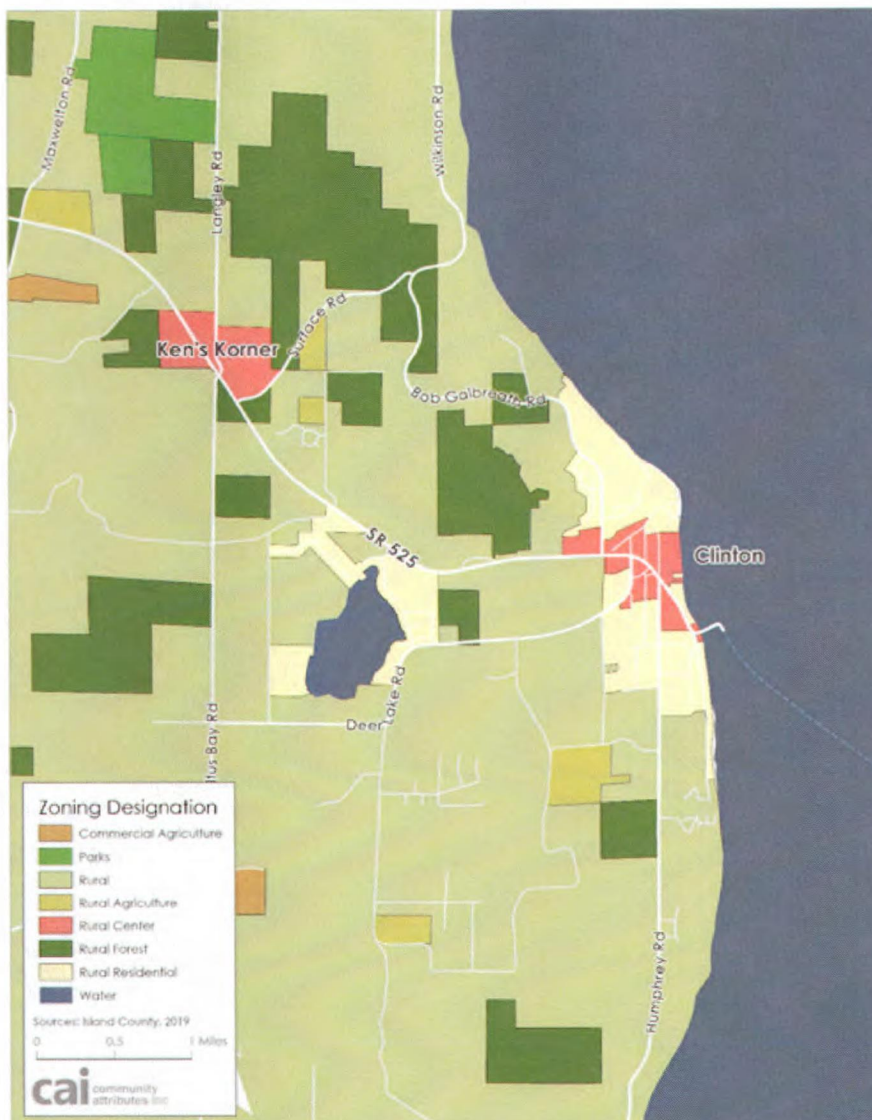
RAID is Island County's term for Limited Areas of More Intensive Rural Development (LAMIRD), a Growth Management Act designation for rural places that had existing non-rural development patterns at the time the Act was enacted. LAMIRDs can accommodate greater density and a wider range of uses than rural areas, but future development and redevelopment should be consistent with the area's established character. No new sewage systems or other urban services may be established in LAMIRDs, limiting densities to those practically allowable by septic systems. LAMIRDs must be limited to a "logical outer boundary" that contains development to the area that was clearly already partially built out in 1990 (RCW 36.70A.070(5)(d)). The "State Growth Management Act" provides further detail on opportunities and limitations specific to RAID designations.

Island County's RAID zoning restrictions are established in the Island County zoning code. The code is also driven by the Island County Department of Health, which establishes density limits based on septic system standards. The Department of Health applies minimum lot size by locality rather than zone, so the minimum lot size of 14,500 square feet and base density of three dwelling units per acre apply to all zones in Clinton (Island County Code 17.03.075).

2A.4.6.1.1 Rural Center Zone

Rural Center (RC) is a mixed use zone that permits commercial, light manufacturing, and multifamily residential uses. It requires 10-foot rear and side yard setbacks, and height is limited to three stories and 40 feet, excluding rooftop mechanical equipment. Septic tanks have a separate setback requirement equal to at least half the tank's height. A site plan must be submitted for water tanks over 32 feet in height (Island County Code 17.03.180). Maximum lot coverage and impervious surface coverage are both 80%. Beyond these universal regulations, each individual RC zone carries specific restrictions that only apply to defined areas such as the Clinton RAID.

Figure 2A-11. Current Zoning, Clinton and Surrounding Area



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The Clinton RC zone carries three locality-specific restrictions. First, for all proposed land divisions and residential developments including more than one single family residence per extant 14,500 sf or smaller lot, the proposed development must not preclude future urban development. Lot layout, street location(s), other improvements, and building sites must allow for future growth beyond the proposed development (Island County Code 17.03, Appendix A). Any permit application for such a project must be submitted with a site plan showing the ultimate development at a density of at least 4 dwelling units per acre. Second, no building may exceed 14,000 sf of gross floor area, and multifamily uses must not exceed 12 units per acre. Third, all non-residential and residential development including more than one single family residence per existing lot must include a development agreement to be executed in a form prescribed by the county. The development agreement must include provisions wherein the applicant agrees to participate on a fair pro-rata share basis in costs of future public facilities that are approved through the LID or ULID process.

2A.4.6.1.2 Rural Residential Zone

The Clinton Rural Residential (RR) zone's purpose is to define the "logical outer boundary" required for the RAID under GMA. This designation allows higher density residential compared to rural areas but lower density and fewer uses than the RC zone. The maximum density is three dwelling units per acre. The first and third restrictions applied to the RC zone also apply to the RR zone.

The RR zone has its own front setback requirements based on the nearest road's classification. Local access roads require 20 feet, arterials and collectors 30 feet, and state highways require a 30-foot setback (Island County Code 17.03.180S). Minimum lot widths are 60 feet (Island County Code 17.03.070).

2A.4.6.1.3 Parking Requirements

The RC and RR zones have the same parking requirements. The requirements for some of Clinton's most common uses include:

- **Single Family:** Two spaces per dwelling unit
- **Multifamily:** 1.5 spaces per dwelling unit
- **Accessory Dwelling Units:** One space per unit
- **Office:** One space per 250 square feet
- **Restaurants and Bars:** One space per 150 square feet of floor area
- **Food Stores and Shopping Centers:** One space per 300 square feet of floor area

The full list of requirements is provided in the ICC 17.03.180Q. Residential parking must be onsite, while other uses may concentrate parking in an approved joint-use parking facility within 300 feet of each building served. Parking in the RC zone is required to be located in a given facility's rear when possible.

2A.4.6.2 State Growth Management Act

As previously mentioned, Island County's Rural Areas of More Intense Development (RAIDs) are designed to meet the conditions of Limited Areas of More Intensive Rural Development (LAMIRDs) as established in the Growth Management Act (RCW 36.70A.070(5)(d)). The purpose of LAMIRDs is to help counties reconcile pre-GMA development in rural areas with the need to preserve rural character. This designation allows greater flexibility for densities and uses within a defined area, but does not allow new urban services like sewer systems. Infill and redevelopment is still possible in these areas.

Counties must establish "logical" boundaries delineated predominantly by the built environment, though undeveloped land may exist within the "logical" boundary. Boundaries can only be revised if the county's updated population projection justifies re-designating the LAMIRD as a UGA.

Island County established three types of RAIDs: residential, non-residential, and mixed use. Per the Island County Land Use Element, these are not technically land use designations, but were used to help define logical boundaries for preexisting rural development as of July 1, 1990. Island County has established a mixed-use RAID for Clinton's commercial core, with contiguous residential RAIDs surrounding established compact single family neighborhoods. These areas translate to the established "Rural Center" and "Rural Residential" zones in Clinton.

Development and redevelopment is permitted in these areas, including on vacant land. Per GMA, however, it should principally serve the existing and projected population, and be consistent with the character of the area. The law includes exceptions to serving the existing and projected population for small-scale recreational or tourist uses and small-scale businesses that provide job opportunities for rural residents (RCW 36.70A.070(5)(d)).

Effectively, the Clinton's Rural Center and Rural Residential zones constitute one combined area of more intensive development that predated GMA. There is a question if the County can alter the boundaries between Rural Center and Rural Residential, so long as it does not alter the overall footprint of the Clinton RAIDs and development remains consistent with the area's character. This may be desirable in Clinton's case to shift more intense development potential away from the sensitive shoreline area.

2A.4.6.2.1 Transitioning from a RAID to an NMUGA

If Island County and the Clinton community deem it necessary and appropriate for Clinton to accommodate a greater share of future population growth, Clinton may consider becoming a Non-Municipal Urban Growth Area (NMUGA). This process was recently completed for Freeland, and can serve as a model for Clinton if desired. Based on input from conversations with the community, this is not a priority for Clinton at this time.

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2A.4.6.3 Other Plans and Regulations

2A.4.6.3.1 Shoreline Master Program

Under the Island County Shoreline Master Program, Clinton's shoreline is designated as Shoreline Residential, with the exception of the area immediately surrounding the ferry terminal, which is classified High Intensity. Multifamily residential and water-oriented commercial uses are permitted outright in the Shoreline Residential area, along with less intensive residential uses. Non- water-oriented uses are permitted if part of a multifamily development.

2A.4.6.3.2 Comprehensive Plan

Island County's 2016 Comprehensive Plan Land Use Element highlights Clinton as an area that could be upgraded from a RAID to a Non-Municipal Urban Growth Area (NMUGA), as was done with Freeland in 2007. The county committed themselves to, "researching the potential for designation of the area as a NMUGA and/or developing a Subarea Plan for Clinton." Such a status change would allow for developing a sewage system, among other changes.

2A.4.6.4 Potential Regulatory Barriers

Clinton's current zoning regulations are shaped by GMA limits and the County Department of Health's standards for development on septic systems. New sewer systems are only permitted in UGAs. As a result, zoning regulations can only be changed to accommodate greater flexibility if Clinton became a UGA or if there were a viable alternative to traditional septic or sewer systems.

If the septic issue were resolved, Clinton's current zoning regulations could be modified to better support local desires for a walkable commercial area, sustainable development, and affordably-priced housing. The current 14,500 square foot minimum lot size requires more land than a typical single family house needs, which drives up the cost to build and buy housing. It also works against the community's environmental and economic sustainability goals by requiring development patterns that discourage walking and biking as a means of transportation. The resulting development patterns would be less dense than Clinton's existing character, as a significant share of Clinton's existing parcels are smaller than 14,500 square feet. This suggests that it would not be possible to maintain Clinton's existing character in redevelopment. Cozy's Roadhouse, for example, sits on a 13,000 square foot lot. In addition, lower densities inhibit the strong local customer base needed to support Clinton's commercial areas.

Existing zoning standards establish absolute maximum square footage for buildings, regardless of site characteristics. While regulating size and intensity are valid public goals, setting a hard limit on building size is an imperfect way to regulate urban form. Such requirements do not prevent oversized development on small lots, and they may form an unnecessary constraint on large sites. The County may consider alternate ways to plan for a walkable place that balances development and a rural feel, such as through the creation of bulk requirements that change based on lot size, such as creating limitations by floor area ratio (FAR).

Amending parking requirements could support more walkable and reasonably priced development. As a rural community, automotive travel and parking are necessary to facilitate transportation and economic development. At the same time, providing parking adds to construction costs. The current code allows commercial uses to share spaces in approved parking lots provided that the parking is within 300 feet of the uses it serves. Expanding this program to other uses could reduce the demand for parking. Current parking policies may require more parking capacity than is practically needed. Requiring two units per single family home may be excessive for small housing types such as cottage housing, for example. This is particularly relevant for housing oriented toward seniors, who may be less likely to drive. The County may consider easing parking requirements for senior housing and affordable housing. A parking study can help identify Clinton's true parking needs.

Another issue in the current code is administrative. Currently, all developments greater than one unit must enter a development agreement with the County.

While the County has legitimate interests in ensuring quality development, requiring all developers to negotiate with the county on each project raises uncertainty and perceived risk for developers. This discourages development, especially for smaller developers that can undertake smaller, possibly more context-sensitive developments. The County should consider explicitly defining its needs in the development code to limit the necessity of negotiation on small- and medium-sized projects.

Clinton's RAID designation is itself a barrier to the area's development. While RAIDs allow for pockets of relative density in rural areas, they are also meant to prevent the development of urban characteristics, some of which would be advantageous to Clinton. First, RAIDs limit allowable land uses to whatever was present in a given community in 1990. Clinton already contained multiple uses at that point, but those use restrictions could still potentially limit development in the future. Secondly, RAIDs cannot start new sewage networks under GMA. This decreases allowable density, because septic tanks require significant space for safe operation that would keep the effective minimum lot size near its current level (14,500 sf) even if zoning were more permissive.

Additionally, stormwater runoff would pose a significant hazard for flooding and environmental contamination at higher densities without a storm sewer system. This problem could be mitigated by green infrastructure such as bioswales but would be difficult to solve entirely. RAID designation makes creating a compact walkable area in Clinton challenging.

2A.4.7 INFRASTRUCTURE ANALYSIS

2A.4.7.1 Existing Conditions

2A.4.7.1.1 Drinking Water

The Clinton Water District serves Clinton with drinking water. The District currently has 759 connections, and the total number of approved connections is not currently specified by the Washington State Department of Health. The 2006 Washington Department of Health letter approving the District's 2005 Water System Plan stated that the system had capacity for around 835 connections. The system is

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served by eight groundwater wells. The system is considered adequate for existing uses and additional connections up to the number of approved connections, though the extent of remaining capacity is unclear.

Saltwater intrusion is a major water quality concern in Island County. The 2006 Washington Department of Health letter stated that Clinton Water District is classified as medium risk for saltwater intrusion.

2A.4.7.1.2 Wastewater

Clinton's wastewater is conveyed with on-site septic systems. Island County Public Health regulates development capacity for septic systems, which limits opportunities to increase density through zoning alone.

According to the Island County Comprehensive Plan, Clinton has been "experiencing major problems such as septic systems age and collapse, as well as interrelated problems with stormwater management and slope stability".

2A.4.7.1.3 Transportation

State Route 525 runs through Clinton's commercial core and forms the spine of Whidbey Island's transportation network. WSDOT's most recent figures show SR 525's average annual daily traffic at 8,600 vehicles in Clinton's commercial core and 6,300 at the ferry terminal. The terminal has a significant impact on traffic flows, especially westbound through Clinton. The county's regional transportation plan stated that westbound traffic counts were 2-3 times higher after ferry arrivals compared to the intervening period.

As currently designed, SR 525 is effective at supporting auto traffic, but there may be opportunities to improve it for pedestrians, bicyclists and other non-motorized traffic. The County's regional transportation plan and the 2017 Clinton Market study found that currently motorists drive aggressively through Clinton, seeking to gain an advantage before the highway reduces to one lane in each direction outside of town. In addition to aggressive driving, local businesses reported cars queuing for the ferry were blocking ingress and egress to their establishments. SR 525 also has poor pedestrian infrastructure including a lack of street trees, inadequate crosswalks, and no bicycle facilities.

The Clinton ferry terminal is a major transportation asset for Clinton and the whole of Whidbey Island. It has the highest traffic volumes of any ferry connecting to the Island, and is the only point of access to Whidbey Island from the south, including to the wider Seattle metropolitan area. It is currently served by two parking lots owned by WSDOT at and the Port of South Whidbey that have 200 and 209 spaces respectively. Pedestrian access is limited from the WSDOT lot (located at SR 525 and Deer Lake Rd), but the Port of South Whidbey lot at Humphrey Rd has stairs down a steep hill to a sidewalk leading to the terminal. Mukilteo is currently replacing its ferry terminal, which may increase strain on current infrastructure.

Studies for a new passenger ferry are also being considered by the Puget Sound Regional Council. Two of the Tier 3 routes under consideration include a route from Clinton or Langely to Everett or Seattle. The

establishment of a passenger only ferry on Whidbey could impact the ridership numbers for the current Clinton vehicle ferry and would certainly increase the number of visitors without motorized transportation.

As plans progress on the passenger ferry and any other development projects in Clinton, it will be important to work closely with Island Transit. The County's sole transit provider offers free service throughout Whidbey and Camano Island. Route 1 is one of the most utilized routes for commuters on Whidbey, running up the highway from the Clinton Ferry Terminal, to the City of Oak Harbor transit station.

2A.4.7.1.4 Franchise Utilities

Puget Sound Energy provides power service to this gateway.

Whidbey Telecom provides the area with excellent high-speed internet access, which is an asset to leverage.

2A.4.7.2 Infrastructure Needs

Infrastructure limitations affect the capacity of the Clinton area to absorb growth. Clinton's Public Water and Sewer District is one of the largest water systems in the south part of the County, but is dealing with aging septic systems, stormwater management and slope stability.

Clinton would benefit from improvements to improve the perception of safety for pedestrians and bicyclists, and slow traffic through town. Design and engineering studies can identify practical opportunities and strategies for developing traffic calming infrastructure and pedestrian enhancements.

2A.4.7.2.1 Infrastructure Funding

There are many sources of infrastructure funding, each with limitations. Some sources will only fund certain types of projects or certain levels of government. The following is a preliminary list of potential funding sources for infrastructure investments for Island County staff to evaluate on a case-by-case basis for fit with project needs.

BUILD grants. The U.S. Department of Transportation awards BUILD Transportation grants annually for planning and capital investments in surface transportation infrastructure projects that will have a significant local or regional impact. BUILD funding can support roads, bridges, transit, rail, ports or intermodal transportation. Projects for BUILD will be evaluated based on merit criteria that include safety, economic competitiveness, quality of life, environmental sustainability, state of good repair, innovation, and partnership. For the current funding year, DOT intends to award 50% of BUILD Transportation grant funding to projects located in rural areas that deliver positive benefits for these communities. The current maximum grant award is \$25 million, and no more than \$100 million can be awarded to a single State.

Community Economic Revitalization Board (CERB). The Community Economic Revitalization Board (CERB) was formed in 1982 to support local economic development in Washington communities. CERB provides funding to local governments and federally-recognized tribes for public infrastructure which

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supports private business growth and expansion. Eligible projects include domestic and industrial water, storm water, wastewater, public buildings, telecommunications, and port facilities.

Community Development Block Grants (CDBG). The CDBG program improves the economic, social and physical environment of eligible, rural cities and counties to enhance the quality of life for low- and moderate-income residents, thereby strengthening the entire community. The CDBG Program offers General Purpose and Specialty grants. Small, rural cities/towns and counties that are not entitled to receive CDBG funds directly from the U.S. Department of Housing and Urban Development (HUD) can apply for a state CDBG grant. To be eligible, cities and towns must have a population of less than 50,000, and counties must have populations less than 200,000. The following types of projects may be funded:

- Sewer, water, streets/sidewalks and other infrastructure
- Community facilities
- Economic development, local micro-enterprise assistance programs
- Housing rehabilitation, infrastructure in support of affordable housing
- Planning
- Public Services

Activities must principally benefit low- and moderate-income persons.

Washington State Public Works Board. The Public Works Board is authorized by state statute (RCW 43.155). Its purpose is to loan money to counties, cities, and special purpose districts to repair, replace, or create infrastructure. The Board offers pre-construction and construction loans for infrastructure systems that include:

- Domestic Water
- Roads/Streets
- Bridges
- Sanitary Sewer
- Solid Waste/Recycling
- Stormwater

Bond Cap Allocation Program. Tax-exempt private activity bonds provide lower-cost financing for eligible projects. Private activity bonds are a financing option for projects that have a substantial benefit for private business or individuals, but also provide significant benefits to the public. Projects are eligible if they fit into one of four categories, including:

- Small-issue manufacturing
- Housing (both multifamily and single family)
- Exempt (capital) facilities
- Student loans.

Businesses or developers work with public authorities to develop projects and issue the bonds for financing.

Local Infrastructure Financing Tool (LIFT). LIFT is authorized by Ch.39.102 RCW. The program provides funding for local infrastructure using sales tax, property tax, and other excise tax increases generated by an economic development project as part of a revenue development area designated by the sponsoring local government.

Local Revitalization Financing (LRF). LRF is authorized by Ch. 39.104 RCW, under which participating local governments, such as cities, counties, and port districts, may create revitalization areas, and may use certain tax revenues which increase within the area to finance local public improvements. Under the program, bonds are issued to pay for improvements, and increased local sales/use tax revenues and property tax revenues generated from within the revitalization area are used to repay the debt.

Table 2A-6. Island County Planning Area and UGA Employment Allocations

	2012 Total	2012 Share	Est. 2036 Total	2012 Urban/Rural Split		Est. 2036 Urban/Rural Split	
				Urban (Inside UGA)	Rural (Outside UGA)	Urban (Inside UGA)	Rural (Outside UGA)
North	16,613	69%	18,011	42%	58%	7,812	10,199
Non-Military	9,313	39%	9,711				
Military	7,300		8,300				
Central	2,864	13%	3,110	66%	34%	2,056	1,054
South	3,552	15%	3,857	51%	49%	1,958	1,899
Langley	592					643	
Freeland	1,211					1,315	
Camano	960	4%	1,042		100%		1,042
Total	23,989		26,020			11,826	14,194

Source: Island County, 2016

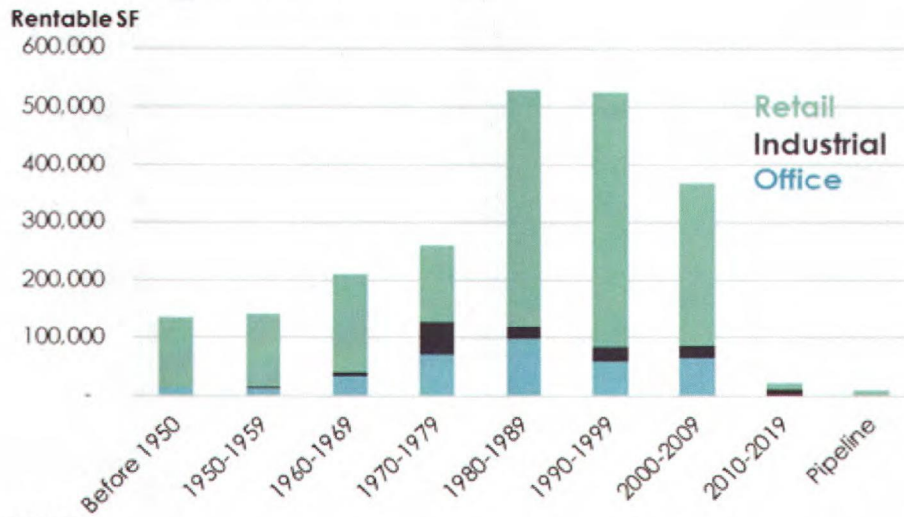
2A.4.8 MARKET ASSESSMENT

2A.4.8.1 Commercial Demand

Demand for commercial space in Clinton is tied to population and employment growth, as new residents desire goods and services and new employees need space to work. Forecasts indicate that South Whidbey could add about 300 employees through 2036. Island County as a whole is forecasted to add just over 2,000 additional jobs by 2036, half of which will be military employment in North Whidbey (see Table 2A-6).

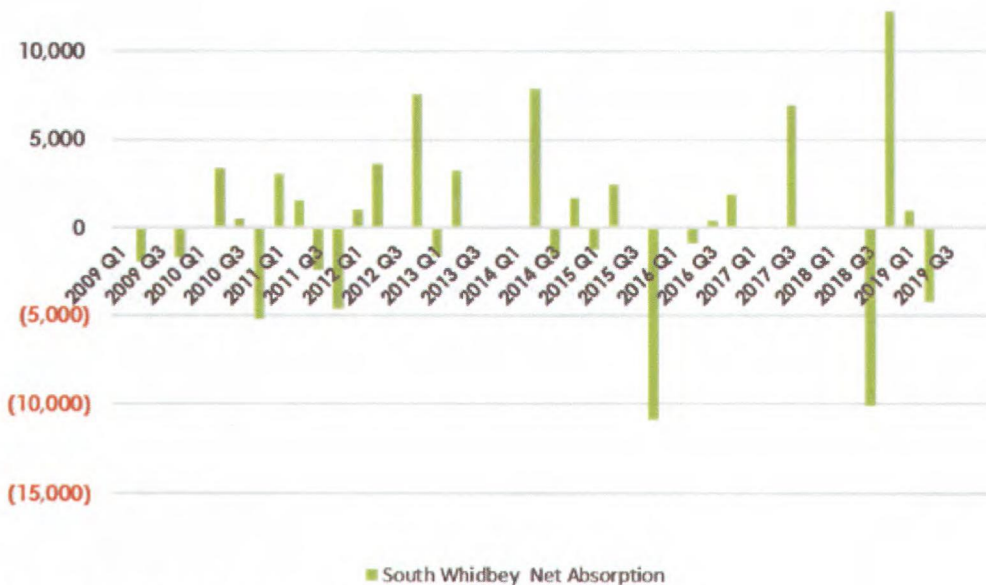
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Figure 2A-12. Existing Commercial Property Age, Island County



Source: CoStar, 2019

Figure 2A-13. Net Commercial Absorption, South Whidbey, 2009-2019

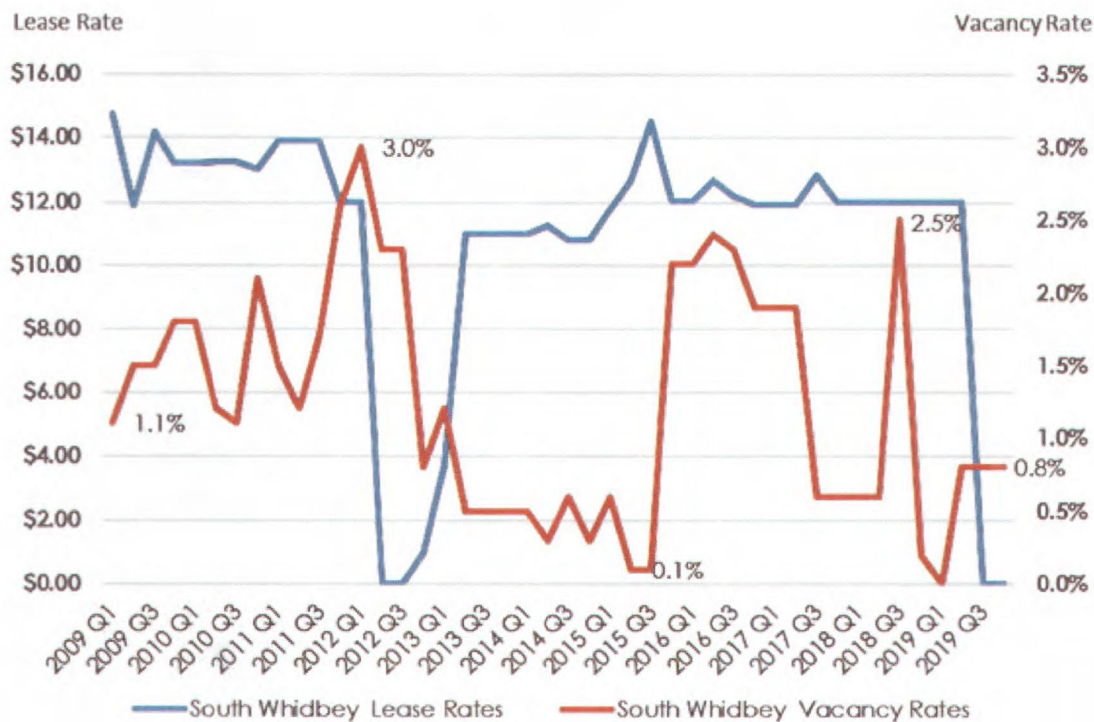


Source: CoStar, 2020; Community Attributes Inc., 2020

2A.4.8.2 Market Characteristics

The recession affected Island County more deeply and for a longer period of time than elsewhere in the Puget Sound area. The age of commercial development in the County reflects this, as very little space has been built since 2009. A significant share of existing space was built between 1980 and 1999 (see Figure 2A-12).

Figure 2A-14. Average Lease and Vacancy Rates for Non-Industrial Commercial Space, South Whidbey, 2009-2019



Source: CoStar, 2020; Community Attributes Inc., 2020

With little new commercial development, the absorption of commercial space varies based on the leasing activity in existing commercial spaces. This leads to volatile trends in commercial absorption, as businesses enter and exit their leases. Absorption of commercial space was net negative in Q3 2019, but net positive in the two quarters prior (see Figure 2A-13).

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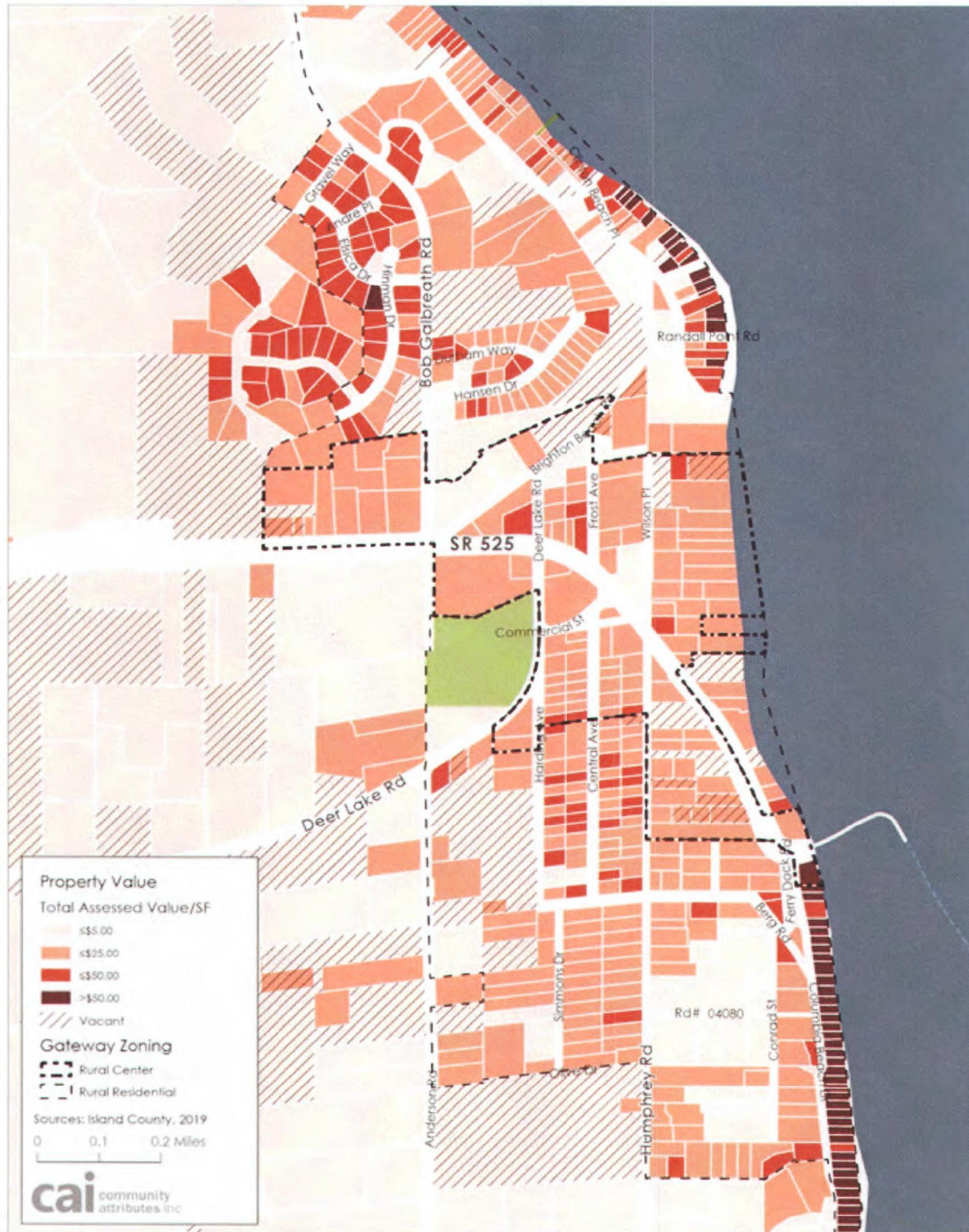
Table 2A-7. Currently Available Commercial Space, Island County, April 2020

Address	Market Area	Use	Lease Rate
31780 SR 20	Oak Harbor	Office	\$15.00
690 SE Pioneer Way	Oak Harbor	Office	\$12.00
720 SE Pioneer Way (1)	Oak Harbor	Retail	\$18.85
720 SE Pioneer Way (2)	Oak Harbor	Office	\$10.76
520 E. Whidbey Ave.	Oak Harbor	Office	\$13.28
231 SE Barrington Dr. (1)	Oak Harbor	Office	\$23.32
231 SE Barrington Dr. (2)	Oak Harbor	Office	\$13.00
31565 SR 20 (1)	Oak Harbor	Retail	\$14.00
31566 SR 20 (2)	Oak Harbor	Retail	\$19.00
31567 SR 20 (3)	Oak Harbor	Retail	\$12.00
1751 NE Goldie St. (1)	Oak Harbor	Office	\$8.76
1752 NE Goldie St. (2)	Oak Harbor	Office	\$9.72

Source: LoopNet.com accessed 4/22/20; Community Attributes Inc.

During periods where data has been available, the average lease rate for non- industrial commercial space in South Whidbey Island has generally varied between \$12 and \$14 per square foot (per year). During this time the average vacancy rate has varied from 0% to 3%. Even at South Whidbey's peak (3%), vacancy has been consistently low. Taken together, the consistent lease and low vacancy rates suggest a market for commercial space that is relatively static (see Figure 2A-14).

Figure 2A-15. Clinton Property Values, 2019



2A Clinton Gateway > Existing Conditions

According to LoopNet, there are currently no commercial properties available for lease in South Whidbey. In Oak Harbor, currently available properties are listed at rates that are marginally higher than the average lease rates for South Whidbey illustrated above. The comparables in Exhibit X show that available retail properties are asking an average of about \$16 per square foot for retail spaces and about \$13 per square foot for office spaces (see Table 2A-7).

Commercial property is often assessed at higher values than residential property, but the map in Exhibit 21 suggests the opposite is true in Clinton. This is likely because Clinton's commercial buildings along the highway are in poor condition and/or are built at low intensities, while the residential building stock includes many large and expensive homes, particularly on the waterfront (see Figure 2A-15).

Table 2A-8. Projected 2040 Clinton-Mukilteo Ferry Ridership Trends

Annual Estimates	2019	2040 Projected	Total Increase	New Daily Passengers
Total Ridership	4,133,699	4,798,800	665,101	1,822
Work/School Ridership	1,847,767	2,145,100	297,333	815
Recreation/Shopping Ridership	1,231,844	1,430,000	198,156	543
Other Ridership	1,054,095	1,223,700	169,605	465
Weekday Ridership	2,629,329	3,052,392	423,063	1,621
Return Same Day	2,121,868	2,463,280	341,412	1,308
Return Another Day	507,460	589,112	81,651	313
Weekend Ridership	1,504,377	1,746,434	242,056	2,327
Return Same Day	1,086,160	1,260,925	174,765	1,680
Return Another Day	418,217	485,509	67,292	647
Quarterly Estimates	2019	2040 Projected	Total Increase	New Daily Passengers
Q1 Total	850,794	987,700	136,906	1,521
Q2 Total	1,091,392	1,267,000	175,608	1,930
Q3 Total	1,217,536	1,413,432	195,896	2,129
Q4 Total	973,984	1,130,693	156,709	1,703

Source: Washington State Ferries, 2013 & 2019; CAI, 2020

Table 2A-9. Projected 2040 South Whidbey Ferry Riders by Trip Purpose

	Total	South Whidbey Origin or Destination
2040 Commuters		
Weekday	1,364,419	811,400
Weekend	780,656	450,700
	2,145,075	1,262,100
2040 Tourists and Shoppers		
Weekday	909,613	540,900
Weekend	520,437	300,500
	1,430,050	841,400
Other 2040 Riders		
Weekday	778,360	462,900
Weekend	445,341	257,100
	1,223,700	720,000

Source: Washington State Ferries, 2013 & 2019; CAI, 2020

2A.4.8.3 Retail Market Support

Ferry Ridership

By 2040, the Clinton-Mukilteo route is projected to accommodate more than 1,800 additional passengers per day. Based on trends from the 2013 Washington State Ferries Origin-Destination Travel Survey Report, at least 540 of these riders will be traveling for recreation or shopping, and at least 460 for another personal purpose. The weekend daily average increase could rise to at least 2,300 additional riders per day (see Tables 2A-8 and 2A-9).

Retail Space Supported

By 2040, South Whidbey Island will be home to about 17,000 residents, and visitors will take more than 840,000 ferry trips per year to South Whidbey. Today, Clinton has around 46,000 square feet of retail space. If Clinton could capture 25% of both groups' retail spending, Clinton could support 201,900 total square feet of retail space. By comparison, Freeland currently has about 164,000 square feet of retail. If existing commercial space is retained, and assuming that Clinton competes for the same customers as Ken's Korner, there could still be demand for 35,900 additional square feet of space in central Clinton (see Table 2A-10).

The data shown in Table 2A-10 present just one scenario based on trade capture rates that are more illustrative than presumptive. Higher trade capture rates, and thereby more retail demand, would support more new businesses. Higher trade capture rates can be achieved through competing for market share

2A Clinton Gateway > Existing Conditions

Table 2A-10. Retail Space Supported by South Whidbey Residents and Visitors

Resident Spending		
Island County per Capita Income		\$35,364
Estimated Disposable Income per Capita	37%	\$12,921
2040 South Whidbey Population		17,000
Aggregate Disposable Income		\$219,653,000
Clinton Trade Capture	25%	\$54,913,000
Retail Space Supported	\$300	183,000 sf
Visitor Spending		
2040 South Whidbey tourists and shoppers		841,400
Aggregate Annual Spending	\$27	\$ 22,718,000
Clinton Trade Capture	25%	\$5,679,500
Retail Space Supported	\$300	18,900 sf
Total retail space supported		201,900 sf
Less Existing Clinton Retail		46,000 sf
Less Existing Ken's Korner Retail		120,000 sf
New retail space supported in Clinton		35,900 sf

Source: CAI, 2020; Island County, 2016; Dean Runyan Associates, 2018; US Bureau of Economic Analysis, 2018; US Census Bureau, ACS 2014-2018 5-Year Estimates; Washington State Ferries, 2020

within Whidbey Island and by creating more destination retail and dining experiences, which would capture more spending from visitors.

Table 2A-11. Typical Retail Characteristics

Locations	Size (SF GLA)	Retail Types	Description	Notes
Pad Sites	2,000 to 75,000 plus	Banks, chain restaurants, fast food	Free standing buildings often adjacent or part of a shopping center, vary greatly in size and use, auto oriented, surface parking	Purchased or ground leased, typically attract national and/or regional chains.
Convenience Center	Up to 30,000	Personal service, convenience/minimart	Small in scale providing space for personal service establishments, typically auto- oriented, unenclosed, surface parking	Attracts national chains, locally owned restaurants and personal service establishments
Neighborhood Center	30,000 to 100,000	Grocery/supermarket anchor, food and drugs, personal services	Typically anchored by single supermarket, auto oriented, unenclosed, surface parking, everyday convenience	Range in size and scale but typically house tenants offering day to day living needs
Mixed Use Center/ Ground Floor	7,500 to 50,000	Personal service, grocery stores, specialty markets, boutique shops, food and drugs	Applicable examples include ground floor retail with residential or office above, small and mid-size retail spaces, pedestrian oriented, structured parking	Often associated with high density apartment/ housing developments
Freestanding/Ground Floor	2,000 or more	Broad range of restaurants, personal services, specialty grocery stores, boutiques, etc.	Often freestanding locations not connected to a shopping center, auto and/or pedestrian oriented, on street or surface parking, often smaller scale	A mix of national chains, local specialty shops and restaurants, includes a mix of older and/or historical structures, exist in older neighborhood centers

Source: Community Attributes Inc., 2020

2A Clinton Gateway > Existing Conditions

Table 2A-11 provides context for the retail demand analysis above. The table illustrates the typical size, mix of uses and tenant types for a range of standard retail products. Comparing these retail typologies to the anticipated demand for Clinton can inform planning efforts and economic development strategy.

2A.4.8.4 Residential Demand

Residential demand is a function of population growth, as increases in population generally require additional housing units. Recent population growth in South Whidbey is an indicator of market demand for housing. Census data is available at the Census Tract level, allowing for distinctions between market areas in South Whidbey. Based on the change in population from 2013 - 2018, the Langley area has added the most residents. Growth throughout South Whidbey has been modest (see Table 2A-12).

Table 2A-12. Five-Year Population Change, south Whidbey Census Tracts, 2013-2018

Tract	2013 Population	2018 Population	5-Year Growth	CAGR
9718 - Freeland North	2,279	2,281	2	0.0%
9719 - Freeland South	4,072	3,999	(73)	-0.4%
9720 - Langley	4,061	4,153	92	0.4%
9721 - Clinton	3,693	3,705	12	0.1%

Source: U.S. Census Bureau American Community Survey, 2018; Community Attributes Inc., 2020

Table 2A-13. Resident Mobility, South Whidbey Census Tracts, 2018

Tract	Moved w/in County	Moved from Different County	Moved from Different State	Moved from Abroad	Total
9718 - Freeland North	4.0%	12.7%	2.1%	0.0%	18.8%
9719 - Freeland South	4.8%	2.7%	1.0%	0.5%	9.0%
9720 - Langley	9.0%	8.1%	2.4%	0.1%	19.6%
9721 - Clinton	4.4%	3.9%	3.3%	0.0%	11.6%

Source: U.S. Census Bureau American Community Survey, 2018; Community Attributes Inc., 2020

Table 2A-14. Zillow Residential Indicators, Island County and Nearby Market Areas, 2019

Market Area	Market Health Index	Zillow Home Value Index	One-Year Forecast (Price)
Freeland	9.63	\$455,200	5.1%
Anacortes	9.37	\$443,100	4.8%
Coupeville	9.32	\$400,500	2.8%
Langley	9.26	\$487,800	4.8%
Greenbank	9.00	No Data	No Data
Clinton	8.52	\$443,100	3.0%
Mukilteo	7.89	\$598,900	6.9%
Camano Island	7.11	\$456,300	4.1%
Oak Harbor	7.02	\$323,800	5.4%

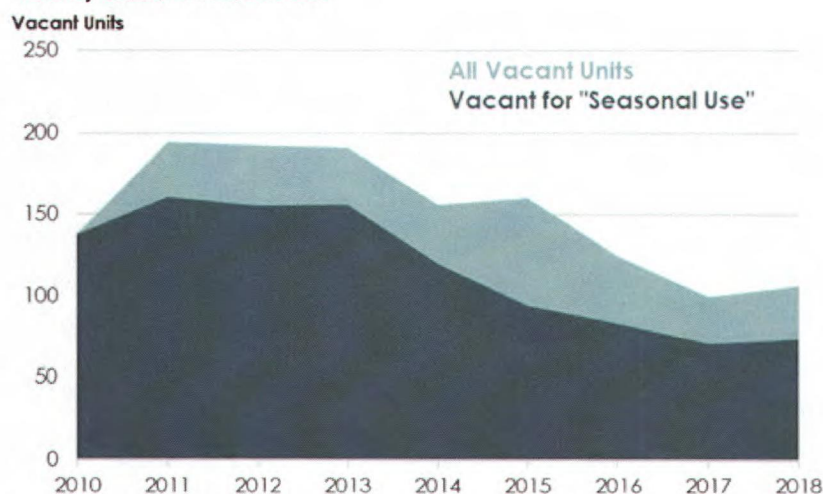
Source: Zillow, 2020

Compared to Freeland and Langley, Clinton lags in attracting residents from outside Island County. Of the 11.6% of Clinton residents who had recently moved, 7.2% moved from another county, state or country. This compares to 10.5% in Langley and 14.8% in Freeland (see Table 2A-13).

Data from Zillow uses proprietary metrics, such as the Zillow Market Health Index and the Zillow Home Value Index, to assess the health of residential real estate markets. The Market Health Index ranges from 0 to 10 and the Home Value Index indicates the median estimate home value. These data indicate that Clinton's market is generally healthy with a market index of 8.52.

Nevertheless, Clinton trails other proximate market areas, including Freeland, Anacortes, Coupeville, Langley and Greenbank (see Table 2A-14).

Figure 2A-16. Vacancy Status, Clinton, 2010-2018



Source: US Census Bureau, American Community Survey 2014-2018 5-Year Estimates

2A Clinton Gateway > Existing Conditions

Vacation Homes

Whidbey Island is a popular vacation destination, particularly for Puget Sound residents. Services like Airbnb have expanded access to vacation homes, though this can increase traffic and noise in rural neighborhoods and impact affordability by removing units from the rental and sale market.

According to ACS estimates, 14% of Clinton's housing was reserved for "seasonal, recreational, or occasional use" in 2018. This share has decreased as the housing market strengthened following the recession – in 2011, vacation homes were 23% of the total (see Figure 2A-16).

Understanding the impact of vacation homes is more complex than knowing the total number of units. While the number of dedicated vacation homes may have decreased, with services like Airbnb there is also the potential that the remaining vacation homes are being more consistently occupied throughout the year. As a result, the number of visitors could still rise while homes decrease. If former vacation homes are now permanently occupied, these new residents also contribute to a sense of increased traffic.

2A.5 COMMUNITY PRIORITIES

The next few pages of this plan, outline the community's priorities for guiding future growth and development in Clinton. Island County took direction from the Clinton Community Council in developing these planning priorities, looking to the Council as community representatives in establishing their vision for the character of Clinton.

Clinton is unique, in that although it's distinctly a community, it is not an incorporated city or town. Subsequently, when conducting planning in Clinton, considerable coordination is necessary between the different public entities that provide services to the community. Both Highway 525, which bisects the community and the Clinton/Mukilteo ferry, the main feature of the waterfront, are property of the Washington State Department of Transportation (WSDOT). WSDOT is responsible for planing, maintaining, and upgrading these facilities. The Port of South Whidbey owns and manages the Humphrey Road Ferry park and ride and Clinton Beach Park, Pier, & Dock. Other public entities include the Clinton Water and Sewer District, Sno-Isle Libraries, and the South Whidbey Parks and Recreation District.

Based on funding timelines and potential coordination necessary, priorities that Island County can accomplish through sole jurisdiction may be selected first, as near-term actions. Those priorities that require phasing and coordination with multiple entities are more likely to be mid- and long-term actions. Although some priorities may be initiated sooner than others, the County still recognizes that all thirteen priorities listed below are critical to making the community's vision for Clinton tangible.

Category 1. Walkability, Pedestrian Safety, and Trails

ED-CG 1.1. Provide for safe and accessible sidewalks and crosswalks.

ED-CG 1.2. Coordinate with the Washington State Department of Transportation (WSDOT) and Island County Public works on improvements along Highway 525. Specifically promote, the installation and improvement of sidewalks, crosswalks, median refuge islands, and pedestrian-scale streetlights.

ED-CG 1.3. Provide for bike and pedestrian connectivity to Clinton, with a priority on the establishment of a multiuse trail from the Clinton ferry dock to Ken's Corner.

Category 2. Traffic Calming

ED-CG 2.1. Support the inclusion of economic development priorities as a consideration when setting speed limits in Clinton.

ED-CG 2.2. Where possible, raise crosswalks and install curb bulb-outs/extensions to act as traffic calming devices.

2A Clinton Gateway > Community Priorities

ED-CG 2.3. Coordinate with WSDOT on modifications and improvements that harmonize the needs for multimodal transportation, traffic calming, economic development, safety, and level-of-service along Highway 525 from the Clinton ferry dock to mile marker 9 1/4.

Category 3. Beautification

ED-CG 3.1. Coordinate with WSDOT and Island County Public Works to improve landscaping along priority streets and Highway 525 in Clinton by establishing median and sidewalk planting strips.

ED-CG 3.2. Provide regular cleaning, maintenance, and security at Dan Porter Park.

ED-CG 3.3. Coordinate with WSDOT and the Port of South Whidbey to provide improved and additional Park and Ride facilities

Category 4. Zoning

ED-CG 4.1. Evaluate the established zoning in Clinton and make adjustments where the current zoning does not provide for logical economic use of properties due to existing uses and property sizes and environmental features.

ED-CG 4.2. Evaluate and update allowed uses in the Rural Center zone to reflect community priorities.

ED-CG 4.3. Provide for wayfinding signs and sign regulations which reflect a small town character.

Category 5. Infrastructure

ED-CG 5.1. Coordinate with Washington State Department of Health and Island County Department of Health to provide innovative waste water treatment systems that support existing, new, and expanding commercial and retail development in Clinton.

2A Clinton Gateway

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Attachment 1 to Exhibit B

Planning Commission's Findings of Fact

Exhibit B

Board of Island County Commissioners Finding of Fact

The Board of County Commissioners approves of and incorporates, in full, the Findings of Fact of the Planning Commission attached as Attachment 1 to Exhibit B.



ISLAND COUNTY
PLANNING & COMMUNITY DEVELOPMENT
ISLAND COUNTY PLANNING COMMISSION

Darin Hand, Chairperson

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~ FINDINGS OF FACT AND LEGISLATIVE INTENT ~

TO: Board of Island County Commissioners
FROM: Island County Planning Commission
DATE: October 26, 2020
REGARDING: Adoption of Section 2A, the Clinton Gateway Analysis, as a subsection of the Economic Development Element of the Island County Comprehensive Plan

SUMMARY

In December 2016, Island County adopted its updated Comprehensive Plan, which moved goals and policies related to economic development from the Land Use Element to a placeholder Economic Development Element, with a more intensive review and development of a full Economic Development Element deferred to a future docket in late 2019 or early 2020.

One of the components of the Economic Development Element Update project is a Gateway Study, which examines the seven key transportation gateways to the county to include Clinton, Camano Gateway, North Whidbey (Deception Pass area), Coupeville (Keystone Ferry terminal), as well as the three private airports.

Clinton was identified as the first gateway to be studied, and a consultant was contracted by the County to conduct an analysis of the gateway. With the onset of the COVID-19 pandemic and the resulting disruption and delay to the Economic Development Element Update project, the Board of Island County Commissioners made the decision to focus on the Clinton Gateway Analysis, and work towards its adoption as a subsection of the Economic Development Element (Element 2) of the Island County Comprehensive Plan.

The Clinton Gateway Analysis subsection of the Economic Development Element of the Island County Comprehensive Plan focuses on:

- an inventory and analysis of existing and projected economic conditions and needs within the Clinton Gateway; and
- a list of priorities that have been developed by the Clinton community through an iterative process involving community outreach, public meetings, and governmental agency feedback.

Ultimately, the Economic Development Element serves as a guiding document and resource for the County to utilize in the development of regulatory updates, programmatic updates, public outreach, and new economic development related County initiatives. It unifies the many County departments behind a common approach and philosophy to economic development by establishing goals and policies for meeting the needs of our community. The Clinton Gateway Analysis Appendix serves as a supplement to the Economic Development Element and as a resource and guiding document for the County to use in developing initiatives within the Clinton gateway.

FINDINGS

1. Island County conducts planning activities in accordance with RCW 36.70, the Planning Enabling Act.
2. Island County is required to plan under RCW 36.70A, the Growth Management Act (GMA).
3. State law requires periodic updates of GMA comprehensive plans.
4. The Planning Goals outlined in RCW 36.70A.020 state that:
 - (5) Economic development. Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.
5. RCW 36.70A.070 requires counties and cities to develop an economic development element establishing local goals, policies, objectives, and provisions for economic growth and vitality and a high quality of life.
6. Island County contracted with Community Attributes, Inc. to conduct an economic analysis of the Clinton gateway. Their final report was presented to Planning staff on June 22nd, 2020.
7. During the first half of 2020, Island County consulted with the Clinton Community Council to develop Community Priorities to incorporate into the Clinton Gateway Analysis as part of the Economic Development Element Update project.
8. On September 14th, 2020 Island County presented the Draft Clinton Gateway Analysis to the Clinton Community Council.
9. On September 15th, 2020 and September 22nd, 2020 the Clinton Community Council held Public Workshops to gather community input on the Draft Clinton Gateway Analysis.
10. Island County Planning staff generated a Public Comment Matrix from feedback generated by the Draft Clinton Gateway Analysis Workshops and other public comment,

and presented the matrix to the Clinton Community Council on September 28th, 2020.

11. On September 30th, 2020 a SEPA Determination of Non-Significance (DNS) was issued for the Clinton Gateway Analysis Appendix to the Economic Development Element of the Comprehensive Plan. The Public Comment period for the DNS was from October 7th, 2020 to October 21st, 2020. No public comments were received.
12. On October 8th, 2020 the Draft Clinton Gateway Analysis was sent to Commerce for review. Commerce review is still ongoing, with a completion deadline of December 6th, 2020.
13. On October 19th, 2020 a special workshop session of the Island County Planning Commission was held to discuss the Draft Clinton Gateway Analysis prior to the Planning Commission Public Hearing scheduled for October 26th, 2020.
14. In consideration of all public discussions and information gathered regarding this supplement to the Economic Development Element, the Planning Commission finds that it is in the best interest of the community to:
 - a. Recognize that as one of the main points-of-entry to Island County, the economic conditions in the Clinton gateway are crucial to the economic health and vitality of the County as a whole; and
 - b. Promote the economic growth, vitality, and high quality of life within the Clinton gateway.
15. The Planning Commission finds that the Washington State Department of Transportation has coordinated with the County on previous improvements in Clinton and has expressed a willingness to continue communication on the recommendations resulting from the Clinton Gateway Analysis.

CONCLUSION

The Island County Planning Commission has held a public hearing to review the proposed amendments to the Island County Comprehensive Plan and hereby recommends that the Board of Island County Commissioners adopt the Clinton Gateway Analysis Appendix to the Economic Development Element enclosed hereto as Exhibit "A".

Respectfully submitted through the Island County Planning Department to the Board of Island County Commissioners, pursuant to RCW 36.70.430, this 26 day of OCTOBER, 2020 by,



Darin Hand
Chair, Island County Planning Commission

Enclosures:

A – Section 2A Clinton Gateway Analysis subsection to the Economic Development Element