ISLAND COUNTY 2036

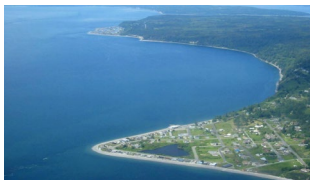
2016 GMA Periodic Review

ORD C-139-16 | **December 13, 2016**



ISLAND COUNTY COMPREHENSIVE PLAN

YOUR COMMUNITY - YOUR PLAN















VISION STATEMENT

THROUGH COMPREHENSIVE PLANNING, THE COUNTY WILL BALANCE THE GOALS OF THE GMA TO ENSURE THAT ISLAND COUNTY'S RURAL CHARACTER AND NATURAL BEAUTY IS PROTECTED, WHILE MEETING THE HOUSING AND SERVICE NEEDS OF BOTH EXISTING AND FUTURE COUNTY RESIDENTS.

HOW COMPREHENSIVE PLANNING IMPACTS YOU

Codes & Regulations
- Establishes policies that codes are based on (zoning, subdivision, critical areas, etc.)

Population & Employment Growth
- Determines 20-yr growth projections and how it will be accommodated (including where)

Neighborhoods
- Impacts the way your neighborhood is built

City & UGA Boundaries
- Sets the outer-most boundaries for community growth.

Allowed Uses
- Establishes what and where uses are appropriate

Transportation
- Plans out future road and transportation projects

Parks
- Outlines where and how parks are created and maintained

Natural Resources
- Methods for protecting natural resources for current and future generations

Public Facilities
- Provides for the public facilities to serve your community, including solid waste transfer stations, schools, government buildings etc.

Historic Preservation
- Establishes methods for preserving the County's historic sites & buildings

Economic Resilience
- Creates plans for economic vitality and resiliency

AKNOWLEDGEMENTS

Numerous individuals including Island County elected and appointed officials, members of the Critical Areas Ordinance Technical Advisory Committee (TAG), key stakeholders, and citizens provided knowledge, assistance, and insight throughout the 2016 Periodic Update process.

In addition to the significant amount of public involvement throughout the Periodic Update process (see Appendix C), the County would like aknowldege the specific contributions of the following individuals and groups:

ISLAND COUNTY BOARD OF COMMISSIONERS

- Richard M. Hannold, Chair
- Jill Johnson, Member
- Helen Price Johnson, Member (Former Chair)

PLANNING COMMISSION

District 1:

- Karen Krug
- Val Hillers
- Dean Enell (Chair)

District 2:

- Jeffery Wallin
- Darin Hand
- George Saul (Former Member)

District 3:

- Scott Yonkman (Former Member)
- James Caspers
- Beth Munson

CRITICAL AREAS ORDINANCE TAG

Island County:

- Bill Oakes, Public Works Director
- Bill Poss, Public Works
- Doug Kelley, Public Health
- Greg Goforth, Planning & Community Development
- Heather Roberts, Department of Natural Resources
- Jill Wood, Environmental Health
- Lori Clark, Department of Natural Resources
- Matt Zupich, Department of Natural Resources
- Stephanie Croan, Department of Natural Resources
- Tess Cooper, Planning & Community Development

Industry:

- Matt Kukuk

Citizen Representative:

- Jaime Hartley

Non-Profit and Government:

- Bobbi Lindemulder, Snohomish/Camano Conservation District
- Collin Hume, Department of Ecology
- Diane Hennessey, Washington State Department of Ecology
- Karen Bishop, Whidbey Conservation District
- Susan Meyer, Washington State Department of Ecology
- Timothy Lawrence, WSU Extension

COUNTY STAFF & CONSULTING TEAM

Long Range Planning

- Keith Higman, Interim Planning Director
- Beverly Mesa-Zendt, AICP, Assistant Director
- Beckye Frey, Sr. Long Range Planner
- Meredith Penny, Long Range Planner
- Nathan Howard, Long Range Planner
- Brad Johnson (Former Principal Planner)
- Amanda Almgren (Former Planner)
- Will Simpson (Former Planner)
- Darren Hand (Former Planner)

Community Development

- Hiller West, Director
- Dave Wechner (Former Director)
- Michelle Pezley, Sr. Current Use Planner
- Janet Wright, Sr. Current Use Planner
- Greg Goforth, Current Use Planner
- Doug Yormick, Current Use Planner

ESA | Environmental Science Associates

- Ilon Logan
- Jennifer Hagenow
- Jessica Conquest
- Mark Johnson

With Additional Support from the Following Departments & Organizations

Courts

- Andrew Somners, Juvenile Court Administrator

Facilities

- Larry Van Horn, Facilities Director

Human Services

- Jackie Henderson, Human Services Director
- Catherine Reid, Housing Program Coordinator
- Joanne Pelant, Housing Program Coordinator

Public Health

- Jim Exe, Environmental Health On-Site Supervisor

Public Works

- Connie Bowers, Assistant County Engineer
- Steve Marx, Assistant Public Works Director (Parks)
- Becca Blackman, GIS Coordinator
- Brian Wood, Transportation Planner
- Doug Cox, Transportation Planner
- Jan Van Muyden, Parks Superintendent
- Joantha Guthrie, Solid Waste Manager
- Phil Cohen, Surface Water Manager

Prosecuting Attorney's Office

- Dan Mitchell, Chief Civil Deputy Prosecutor

Sheriff

- Jose Briones, Chief Jail Administrator

Partner Agencies

- City of Oak Harbor
- City of Langley
- Town of Coupeville
- Ebey's Landing National Historical Reserve
- Economic Development Council
- Oak Harbor Fire Department
- North Whidbey Fire & Rescue
- Central Whidbey Fire & Rescue
- South Whidbey Fire/EMS
- Camano Island Fire & Rescue
- Oak Harbor School District (201)
- Coupeville School District (204)
- South Whidbey School District (206)
- Stanwood/Camano School District (401)

ISLAND COUNTY COMPREHENSIVE PLAN ELEMENTS

	Preface	Acronymns, Definitions, Introduction
1	**Land Use**	Land Use Concepts & Considerations, Future Land Use Plan, Urban Growth Areas & Joint Planning Areas
2	**Economic Development**	Issues Impacting Island County Economy
3	**Shoreline Management**	Shoreline Land Use Designations, Regulation Goals & Policies
4	**Housing**	Housing Inventory, Needs Analysis, Affordable Housing
5	**Historic Preservation**	Ebey's Landing National Historic Reserve, Plans for expanding the Element beyond Ebey's
6	**Natural Resources**	Critical Areas, Ground Water Resources, Natural Lands, Mineral Lands
7	**Parks & Recreation**	Park System, County Area of Focus, Habitat Conservation & Recreation Needs
8	**Transportation**	Transportation Facilities Inventory & Level of Service Analysis, Travel Forecasts, Transportation System Plan
9	**Utilities**	Inventory & Analysis (Gas, Electric, Water, Telecommunications)
10	**Capital Facilities**	Inventory & Level of Service Analysis, 10A - Capital Facilities Plan (20-year), 10B - Capital Improvement Program (6-year)
	Appendices	A - GMA Consistency Matrix, B - Population Growth Analysis & Accomodations, C - Public Participation, D - Large Format Maps

ACRONYMS

ACUIZ	Air Installations Compatible Use Zones
APZ	Accident Potential Zone
BMP	Best Management Practices
CFP	Capital Facilities Plan
CIP	Capital Improvement Program
FSP	Freeland Subarea Plan
FPA	Future Planning Area
GIS	Geographic Information System
GMA	Growth Management Act
ICCP	Island County Comprehensive Plan
JPA	Joint Planning Area
LID	Low Impact Development
LOS	Level of Service
NMUGA	Non-Municipal Urban Growth Area
RAID	Rural Area of More Intensive Development
RCW	Revised Code of Washington
RTPO	Regional Transportation Planning Organization
SED	Shoreline Environmental Designation
SEPA	Shoreline Environmental Policy Act
SMP	Shoreline Master Program
TIP	Transportation Improvements Program
TDM	Transportation Demand Management
TDR	Transfer of Development Rights
UGA	Urban Growth Area
WAC	Washington Administrative Code

DEFINITIONS

Accessory Dwelling Unit | A second dwelling constructed within an existing single family home, usually for use as a rental unit. An "Accessory Unit" is a separate dwelling, including kitchen, sleeping, and bathroom facilities. Also known as "in-law apartment".

Accident Potential Zone (APZ) | Potentially hazardous areas beyond the ends of a military runway where lessening degrees of concern are a function of the distance from that runway.

Adequate Public Facilities | Facilities which have the capacity to serve development without decreasing levels of service below locally established standards.

Affordable Housing | Safe and sanitary owner occupied housing that is obtainable for 30 percent of monthly gross income of a household.

Affordable Housing | Housing that consumes no more than 30% of the household gross annual income.

Air Installations Compatible Use Zones (AICUZ) Program | A comprehensive study 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.

Aircraft | A device that is used or intended to be used for flight in the air. (Federal Air Regulations, Part 1)

Airport | An area of land or water that is used or intended to be used for the landing and takeoff of aircraft, and includes its buildings and facilities, if any. (Federal Air Regulations, Part 1, Definitions and Abbreviations)

Airport Operations | A takeoff and a landing.

Annexation | The act of incorporating an area into the domain of a city.

Assisted Housing | Owner-occupied or rental housing which is subject to restrictions on rents or sales prices as a result of one or more project based government subsidies. Assisted housing does not include holders of non-project based Section 8 Certificates.

Available Public Facilities and Services | Facilities or services which are in place or that a financial commitment is in place to provide the facilities or services within a specified time.

Best Management Practices (BMP) | Conservation practices or systems of practices and management measures that (1) control soil loss and reduce water quality degradation; and (2) minimize adverse impacts to surface water and ground water flow, circulation patterns, and to chemical, physical, and biological characteristics of wetlands.

Buffer | A separation designed to absorb potential conflicts between differing land uses, or to protect critical areas or significant natural features.

Capital Facilities | Publicly owned capital improvements and systems that serve Island County, including, but not limited to the following facilities or services; arterial roads/transit routes, domestic water, community parks, sanitary sewer, schools, solid waste, surface and storm water management and transit.

Capital Facilities Plan (CFP) | Inventory of existing capital facilities, comparison of existing Level of Service (LOS) to the LOS Standards set in the Capital Facilities element of the Comprehensive Plan. It also contains an inventory of existing non-County owned capital facilities, and maps of existing facilities.

Capital Improvement Program (CIP) | Annually updated Schedule of Capital Expenditures which forms the basis of the annual capital improvement budget. The CIP includes a financing plan, a list of non-capital alternatives for achieving or maintaining Levels of Service (presents alternatives other than "brick and mortar" capital projects), an inventory of County owned and operated facilities, and a reconciliation of project capacity to level of service standards.

Cluster Development | A development design technique that concentrates buildings in specific areas on a site to allow the remaining land to be used for open space.

Commercial Agriculture | Areas that meet the definition of RCW 36.70A.030(2) "land primarily devoted to the commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, Christmas trees not subject to the excise tax imposed by RCW 84.33.100 through 84.33.140, or livestock, and that has long term commercial significance for agricultural production".

Commercial Uses | A business use or activity involving retail or wholesale marketing of goods and services.

Community Parks | Any area that has been set aside or is managed for outdoor recreation purposes, has associated built elements (e.g. boat ramps, picnic tables, playground equipment, or ballfields), and is consistent with the Capital Facilities element definition 1.1.3 "Community Parks" (owned and operated by the County).

Compatible | To exist harmoniously together; in agreement; congruous.

Comprehensive Plan | A legal document adopted by local officials establishing policies that will guide the future physical development of the community. It will be used by local officials, planning commissions, private firms and individuals when making decisions about land use development or changes, capital improvements programming, and the enactment of development regulations and related growth management legislation

Conservation Areas | Park lands set aside primarily for ecological conservation or environmental protection. Conservation Areas may include fish or wildlife habitat, aquifer recharge areas, significant ecosystems, ecologically critical areas, or agricultural or forest resource lands. These areas may also support outdoor recreational uses, where these uses do not conflict with conservation efforts.

Conservation Uses | Land uses which conserve or protect natural resources or environmental quality within areas designated for flood control, protection of quality or quantity of groundwater or surface water, floodplain management, fisheries management, or protection of vegetative communities or wildlife habitats and similar uses meant to protect natural resources of the County.

Conserve | Use in a manner that maintains sustainability.

Consistency | When features of a plan or regulation are compatible with one another.

Countywide Planning Policies | As required by GMA, the Board of Island County Commissioner's adopted a series of policies which embody a vision of the future of Island County. These policies are intended to guide the development of communities in the County.

Critical Aquifer Recharge Areas | Those areas that do not possess geologic and hydrogeologic characteristics that limit surface contaminants from entering groundwater systems. Critical aquifer recharge areas also include areas where an aquifer that is a source of drinking water is vulnerable to contamination that would affect the potability of the water.

Critical Areas | Critical areas, as required by GMA, include wetlands, areas with a critical recharging effect on aquifers used for potable water, fish and wildlife habitat conservation areas, frequently flooded areas, and geologically hazardous areas.

Cultural Resource | An archeological, historical, or other feature important to the character of Island County.

Density | A measure of the intensity of development, generally expressed in terms of dwelling units per acre. It can also be expressed in terms of population density (i.e. people per acre or other units per acre).

Development Standards | Minimum standards for new development required by local governments for the provision of public facilities and the maintenance of public safety.

Domestic Water System | Any system providing a supply of potable water which is deemed adequate pursuant to RCW 19.27.097 for the intended use.

Dwelling Unit | Any building, or portion thereof which contains living facilities for not more than one family. Living facilities include provisions for sleeping, cooking, and sanitation, as required by Island County.

Earned Development Unit | The dwelling unit or fraction thereof that is granted to a farm or forest owner after the approval of a Farm or Forest Management Plan.

Economic Development | An activity that provides jobs, produces goods or services, and promotes economic health.

Essential Public Facilities | Essential public facilities include those facilities that are typically difficult to site, such as airports, state education facilities and state or regional transportation facilities as defined in RCW 47.06.140, regional transit authority facilities as defined in RCW 81.112.020, state and local correctional facilities, solid waste handling facilities, and inpatient facilities including substance abuse facilities, mental health facilities, group homes, and secure community transition facilities as defined in RCW 71.09.020.

Existing | Unless otherwise expressly stated, existing or vested on the effective date of this Comprehensive Plan, December 1, 1998.

Existing Building | A structure, or portion thereof, which meets the definition of existing and was lawfully erected and maintained including those which, because of the enactment of this Comprehensive Plan, no longer conforms to the land use designation in which it is located.

Existing Lot | A lot or parcel of land which meets the definition of existing and was also of record and lawfully established and maintained including those which, because of the enactment of this Comprehensive Plan, no longer conforms to the land use designation in which it is located.

Existing Master Planned Resort | 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. (Ord. C-97-06 [PLG-010-06], August 21, 2006)

Existing Use / Existing Non-Conforming | A use which meets the definition of existing and was lawfully established and maintained including those which, because of the enactment of this plan's accompanying development regulations, no longer conforms to the land use standards or use regulations of the land use district in which it is located.

Farm or Forest Unit | Tracts or parcels of land that are actively managed in agricultural or forest uses that are in one contiguous ownership.

Farm/Forest Management and Development Plan | A master plan for an entire farm or forest unit approved by the Island County Board of Commissioners that establishes both the planned location for earned development units and the specific actions to be taken by the County to strengthen and enhance the viability of the farm or forest unit.

Federal Functional Classification System | Federal and State roadway designations that are used to determine funding eligibility under Federal-Aid programs. The Federal Functional Classification system provides a hierarchy of roadways as defined by the Federal Highway Administration (FHWA) and is maintained for Washington State roadways by WSDOT.

Fish and Wildlife Habitat Conservation Areas | Land management for maintaining species in suitable habitats within their natural geographic distribution so that isolated subpopulations are not created.

Flight Track | The normalized track on the ground of an aircraft's path of flight over the ground.

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.

Geologically Hazardous Areas (Steep/Unstable Slopes) | 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.

Growth Management | A method to guide development in order to minimize adverse environmental and fiscal impacts, and maximize the health, safety, and welfare benefits to the residents of the community.

Habitat | Habitat is used in a broad fashion to refer to the area or natural environment in which an animal, plant, or ecological community normally occurs, lives, or grows (also called "Habitat Area").

High-impact (Active) Recreation | High-impact or Active recreation is used to describe activities and/or facilities that have a significant impact on the natural environment. Motorized recreational use (dirt bikes, snowmobiles, etc), ball fields, playgrounds and tennis courts are examples of high-impact recreation.

Impact Fee | A payment of money imposed upon development as a condition of development approval to pay for public facilities needed to serve new growth and development, and that is reasonably related to the new development that creates additional demand and need for public facilities, that is a proportionate share of the cost of the public facilities, and that is used for facilities that reasonably benefit the new development.

Infill Development | Development of vacant or underutilized parcels of land in otherwise built-up areas.

Infrastructure | Streets, water and sewer lines, utilities, and other public facilities basic and necessary to the functioning of an urban area.

Inter Jurisdictional | Relationships between governmental jurisdictions such as city, county, state, federal government agencies, special purpose districts, (i.e. schools, water, fire, port districts.)

Island County Functional Classification | County classification system based on the characteristics of individual roadways to accommodate the travel needs of all roadway users. Island County has classified its street system into five primary categories: State Highways, Major Arterials, Secondary Arterials, Collectors, and Local Access streets.

Land Development Regulations | Any controls placed on development or land use activities by a county or city, including, but not limited to, zoning ordinances, subdivision ordinances, rezoning, building codes, sign regulations, binding site plan ordinances, or any other regulations controlling the development of land.

Land Trusts | A land trust is an organization created to own and steward land for the purpose of preserving lands of historical significance, agricultural value, archeological significance, or open space.

Land Use | A term used to indicate the utilization of any piece of land.

Land Use Inventory | The catalog of the types, extent, distribution, and intensity of the uses or activities found on parcels of land or in spaces within a building.

Large Lot Zoning | Large minimum lot sizes which restrict the density of development.

Level of Service (LOS) | A measure of the capacity of public facilities, services, and transportation.

Logical Outer Boundary | A term described in RCW 36.70A.070 and used by Island County to define the permanent outer limit of the Rural Residential, Rural Center, Rural Village, Rural Service, Light Manufacturing and Airport land use designations.

Long-Term Commercial Significance | As defined by GMA, long-term commercial significance includes the growing capacity, productivity, and soil composition of the land for long-term commercial production in consideration with the land's proximity to population areas and the possibility of more intense use of land.

Low-impact Recreation | Low-impact recreation refers to a leisure activity that typically has minimal impact on the natural environment. Hiking, camping, horseback riding, bicycling, and fishing are examples of low-impact recreation.

Low-Income Household | Households whose income does not exceed 80 percent of the median income for the area, as determined by HUD.

May | Optional and permissive, and does not impose a requirement.

Mineral Lands | 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.

Minerals | As defined by GMA (36.70A.030 RCW), include sand, gravel, and metallic substances.

Minimum Lot Size | The smallest parcel of land which can be created by subdivision within a given zone.

Mitigation | Mitigation means (1) Avoiding the impact altogether by not taking a certain action or parts of an action; (2) Minimizing impacts by limiting the degree or magnitude of the action and its implementation, by using appropriate technology, or by taking affirmative steps to avoid or reduce impacts; (3) Rectifying the impact by repairing, rehabilitating, or restoring the affected environment; (4) Reducing or eliminating the impact over time by preservation and maintenance operations during the life of the action; (5) Compensating for the impact by replacing, enhancing, or providing substitute resources or environments; and/or (6) Monitoring the impact and taking appropriate corrective measures.

Mixed Use | A development involving a combination of residential and non-residential uses. Typically, a mixed use structure may have non-residential uses at street level with residential uses on the second floor.

Mixed Use Area | Specific areas established pursuant to RCW 36.70.A.070 as areas of more intensive development. The Rural Center, Rural Village and Rural Service land use designations are used for these areas.

Natural Lands | Any land area whose preservation in its natural or existing state would conserve or enhance natural, scenic, or cultural resources; protect surface waters or groundwater supplies; promote the conservation of soils, wetlands, beaches, or tidal marshes; enhance the value to the public of abutting or neighboring parks, forests, wildlife preserves, nature reservations, or other open spaces; enhance recreation opportunities; preserve historic sites; preserve working agricultural landscapes; or preserve visual quality or scenic vistas along transportation corridors. Natural Lands may include some development activity or are "worked" (such as agricultural or forestry uses), but which promote values consistent with environmental conservation.

Natural Recreation Areas | Park lands that offer recreational opportunities in a natural setting but do not meet the definition of a Community Park or Conservation Area. Examples of these are beach access sites without built elements, off-leash dog parks and forest areas with a greater focus on outdoor recreational use.

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

Open Space | A generic term which may be applied to any parcel of undeveloped land.

Open Space Corridors | Lands useful for recreation, wildlife habitat, trails, and connection of critical areas as defined in RCW 36.70A.030. Identification of a corridor under this section shall not restrict the use or management of lands within the corridor for agricultural or forest purposes.

Outdoor Recreation | A leisure activity (or act of engaging in a leisure activity) typically associated with outdoor, natural or semi-natural settings, such as a beach, forest, grassland, lake, mountain, wetland, or farmland. Hiking, boating, camping, horseback riding, bicycle riding, fishing, hunting, and nature interpretation are examples of outdoor recreation activities.

Park Lands | All the lands managed by the Island County which are formally used for or dedicated to outdoor recreation and/or conservation. There are three types of properties that make up Island County Park Lands: 1) Community Parks; 2) Conservation Areas; and 3) Natural Recreation Areas.

Planning Period | The 20-year or greater period established by the state as an initial planning horizon.

Policy | An agreed course of action adopted and pursued by decision makers for achieving one or several goals and objectives and used as a guide for formulating programs.

Preserve | To maintain unchanged; to keep or maintain intact.

Primary Land Use | The primary activity or structure for which a site is used.

Project Improvements | Site improvements and facilities that are planned and designed to provide service for a particular development project and that are necessary for the use and convenience of the occupants or users of the project, and are not system improvements. No improvement or facility included in a capital facilities plan approved by the governing body of the County shall be considered a project improvement.

Proportionate Share | That portion of the cost of public facility improvements that are reasonably related to the service demands and needs of new development.

Public Facilities | Capital facilities owned or operated by government entities: (a) Public streets and roads; (b) publicly owned parks, open space, and recreation facilities; (c) school facilities; and (d) fire protection facilities in jurisdictions that are not part of a fire district.

Public Service Obligations | Obligations imposed by law on utilities to furnish facilities and supply service to all who may apply for and be reasonably entitled to service.

Public Services | As defined by GMA (36.70A.030 RCW), the full range of services traditionally provided by local government including police and fire protection, roads, utilities, schools and parks.

Public Utilities | Enterprises of facilities serving the public by means of an integrated system of collection, transmission, distribution, and processing facilities through more or less permanent physical connections between the plant of the serving entity and the premises of the customer. Included are systems for the delivery of natural gas, electricity, telecommunications services, water, and the disposal of sewage.

Purchased Development Rights (PDR) | Purchased of less than fee interest by a government or a non-profit public trust to protect open space, scenic, or historic areas.

Real Estate Excise Tax (REET) | A tax levied on the sale of real property. The amount of the tax is determined as a percentage of the sales price.

Regional Transportation Plan | A transportation plan for the regionally designated transportation system which is produced by a Regional Transportation Planning Organization.

Regional Transportation Planning Organization (RTPO) | The voluntary organization conforming to RCW 47.80.020, consisting of local governments within a region containing one or more counties which have common transportation interests.

Resources Lands | The resource lands of Island County are defined by the Commercial Agriculture land use designation and the Mineral Lands Overlay.

Right-to-Farm/Right to Practice Forestry Ordinance | Legislation protecting farmers'/timber growers' rights to conduct normal agricultural and silvicultural practices, and providing protection against nuisance lawsuits.

Rural Agriculture | Lands where agricultural activities have been an important and valued use in the past, and will continue to be in the future, but do not meet the criteria for inclusion as lands of long-term commercial significance.

Rural Areas of More Intensive Development (RAID) | Pursuant to RCW 36.70A.070(5)(d), rural development consisting of the infill, development, or redevelopment of existing commercial, industrial, residential, or mixed-use areas. The County's interpretation of the statutory designation criteria is contained within this plan. **Rural Character |** Rural character refers to the patterns of land use and development established by a county in the rural element of its comprehensive plan | (a) In which open space, the natural landscape, and vegetation predominate over the built environment; (b) That foster traditional rural lifestyles, rural-based economies, and opportunities to both live and work in rural areas; (c) That provide visual landscapes that are traditionally found in rural areas and communities; (d) That are compatible with the use of the land by wildlife and for fish and wildlife habitat; (e) That reduce the inappropriate conversion of undeveloped land into sprawling, low-density development; (f) That generally do not require the extension of urban governmental services; and (g) That are consistent with the protection of natural surface water flows and ground water and surface water recharge and discharge areas. From RCW 36.70A.030(14)

Rural Forest | Lands where forestry activities have been an important and valued use in the past, and will continue to be in the future, but do not meet the criteria for inclusion as lands of long-term commercial significance.

Rural Governmental Services | Public services and public facilities historically and typically delivered at an intensity usually found in rural areas, and may include domestic water systems, fire and police protection services, transportation and public transit services, and other public utilities associated with rural development and normally not associated with urban areas. Rural services do not include storm or sanitary sewers, except as otherwise authorized by RCW 36.70A.110(4).

Rural Lands | Rural areas of the County not otherwise designated or within UGAs, areas of more intensive rural development, Rural Agriculture, Rural Forest or Commercial Agriculture.

Sanitary Sewer Systems | All facilities, including approved on-site disposal facilities, used in the collection, transmission, storage, treatment or discharge of any waterborne waste, whether domestic in origin or a combination of domestic, commercial or industrial waste.

Scenic Corridor | The viewshed generally visible to the public traveling on routes characterized by unusual natural, historic, or cultural significance.

Scenic Highway | A federal definition based upon the interim scenic byway guidance. A road that has been designated through some legislation or some other official declaration for its scenic, historic, recreational, archaeological, or cultural values.

Service Area | A geographic area defined by a county or intergovernmental agreement in which a defined set of public facilities provide service to development within the area. Service areas shall be designated on the basis of sound planning or engineering principles.

Shall | Mandatory and imposes a requirement

Shoreline Environmental Designations (SEDs) | Classification system for shoreline resources under the SMP consisting of six designations: High Intensity, Shoreline Residential, Urban Conservancy, Rural Conservancy, Natural, and Aquatic. The purpose of SEDs is to provide a uniform basis for applying policies and use requirements within distinctively different shoreline areas.

Shoreline Master Program (SMP) | The SMP provides goals and policies which apply to all shorelines of the state and freshwater lakes 20 acres or larger, associated wetlands, and the area 200 feet landward from the ordinary high water mark, as well as seaward of that line to the limits of County jurisdictions. It is the intent of the SMP to protect the public interest in the waters of the state in accordance with state law under the Shoreline Management Act. See Chapter 3, Shoreline

Shoreline Public Access | A means of physical approach to and along the shoreline available to the public.

Should | Insofar as is practical.

Small Scale | Of a size or intensity which has minor impacts on the surrounding area and which makes minor demands on existing public facilities and services.

Sole Source Aquifer | An aquifer which supplies at least fifty percent of the drinking water consumed in the area overlying the aquifer.

Solid Waste Handling Facility | Any facility for the transfer or ultimate disposal of solid waste, including land fills and municipal incinerators.

Sound Attenuation | The ability of a building's structure (roof, walls, foundation, doors, windows, vents, etc.) to prevent exterior noise from entering the interior. A measure of the lack of acoustical connection between the outdoor and indoor noise environments expressed as the amount of difference (in decibels) between the spatially averaged sound levels outdoors to indoors.

Special Needs Housing | Housing for those who face serious impediments to independent living and who require special assistance and services in order to obtain appropriate housing on a permanent, long term or transitional basis.

Special Review District | Areas defined during the comprehensive planning process that require special consideration for future development which a master plan allows.

Sprawl | The inappropriate conversion of undeveloped land into low-density development as human populations expand away from centralized urban areas

State Environmental Policy Act (SEPA) | RCW 34.21 and its implementing regulations, WAC 197-11. The state law passed in 1971 requiring state and local agencies to consider environmental impacts in the decision-making process. A determination of environmental significance must be made for all non-exempt projects or actions which require a permit, license or decision from a government agency. If the action does not have significant adverse environmental impacts, a Declaration of Non-Significance (DNS) is issued. If the action or project could have major impacts, an Environmental Impact Statement (EIS) is required. The Act requires consideration of alternatives and mitigation of environmental impacts for major public and private projects and programs.

Steep Slopes | Refers to WAC 365-190-080, or those lands which have a slope greater than 40 percent.

Stormwater | Channeled water that is generated by precipitation and is often routed into drain systems in order to prevent flooding.

Streams | Those areas where naturally occurring surface waters produce a defined channel, bed, bank or side, and where there is clear evidence of the passage of water such as bedrock channels, gravel beds, sand and silt beds and defined channel swales. The channel or bed need not contain water year-round. This definition is not intended to include irrigation or drainage ditches or swales, canals, storm or surface water run-off devices or other artificial watercourses unless they are used by salmonids or to convey streams naturally occurring prior to construction of such watercourses.

System Improvements | Public facilities that are designed to provide service to service areas within the community at large, in contrast to project improvements.

Taking | The appropriation by government of private land for which fair and just compensation must be paid. Under the U.S. and State Constitutions property cannot be condemned through eminent domain for public use or purpose without just and fair compensation.

Transfer of Development Rights (TDR) | A program in which the unused portion of a "sending" property's zoned capacity - one of the separable rights of property - is sold to the developer of a "receiving" site, who is allowed to add the capacity to the zoned limit of that site.

Transitional Housing | As defined by the Federal McKinney Act, transitional housing means a project (a) that is designed to provide housing and appropriate supportive services to homeless persons, including (but not limited to)de-institutionalized homeless individuals with mental disabilities and other homeless individuals with mental disabilities, and homeless families with children; and (b) that has as its purpose facilitating the movement of homeless individuals to independent living within 24 months, or within a longer period determined by HUD as necessary to facilitate the transition.

Transportation Concurrency | The County must ensure the transportation system meets the needs of new development. The primary regulatory mechanism to achieve this is referred to as concurrency, which is mandated in the GMA (RCW 36.70A.070(6)(b)).

Transportation Demand Management Strategies (TDM) | Strategies aimed at changing travel behavior rather than at expanding the transportation network to meet travel demand. Such strategies can include the promotion of work hour changes, ride-sharing options, parking policies, telecommuting.

Urban | Characteristic of a city; commercial, residential, and industrial, containing or requiring a complete infrastructure (sewers, water, etc.)

Urban Growth Areas (UGAs) | Urban Growth Areas are designated pursuant to RCW 36.70A.110. UGAs are designated areas where urban growth will be encouraged and supported with urban levels of service. Urban growth makes intensive use of land for the location of buildings, structures and impervious surfaces to the degree that it is incompatible with agriculture, forestry and the extraction of mineral resources.

Urban Services | Services, utilities, and facilities historically and typically delivered by cities and towns.

Urban Sprawl | Scattered, poorly planned urban development that occurs particularly in urban fringe and rural areas and frequently invades land important for environmental and natural resource protection.

Very Low Income | Income that does not exceed 50 percent of the area median income.

Watershed | The geographic region within which water drains into a particular stream, or body of water. A watershed includes hills, lowlands, and the body of water into which the land drains.

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 nonwetland areas to mitigate the conversion of wetlands.

Wildlife Corridors | Wildlife Corridors are connecting habitat that links larger patches of habitat, allowing the movement, migration, and dispersal of animals and plants. These are called 'corridors' even though they are not always linear.

Workforce Housing | Housing priced to be within the means of a household that earns 80% - 120% of the median household income.

Zoning | A police power measure, enacted by local government, in which the community is divided into districts or zones within which permitted and special uses are established as are regulations governing lot size, building bulk, placement, and other development standards. The Zoning Ordinance consists of two parts, the text and the map.



Through comprehensive planning, the County will balance the goals of the GMA to ensure that Island County's rural character and natural beauty is protected, while meeting the housing and service needs of both existing and future county residents.

This page intentionally left blank for double-sided printing

TABLE OF CONTENTS

I.I COMPREHENSIVE PLANNING 5

I.II REGULATORY FRAMEWORK 5

I.II.I State Planning Goals 6

I.III ISLAND COUNTY VISION STATEMENT 7

I.III.I The Future of Island County: A Vision for 2036 7

I.III.II Value Statements 9

I.IV PURPOSE AND COMPONENTS OF THIS PLAN 10

I.IV.I Central Themes 12

I.V PLAN UPDATES 13

I.V.I Annual Docket Process 13

I.V.II Periodic Update 14

I.V.III Overview of 2016 Update 15

I.VI IMPLEMENTATION STRATEGIES 17

I.VI.I Subarea Planning 17

I.VI.II Programs & Partnerships 18

TABLE

Table I-1. Plan Chapter Contents 11

FIGURES

Figure I. Example Work Plan 14

Figure II. 2016 Natural Resources Element Flow Chart 16

This page intentionally left blank for double-sided printing

I.I COMPREHENSIVE PLANNING

The Island County Comprehensive Plan is the document that provides the broad policy basis for Island County's land use planning program and sets the framework to guide land use decisions within the county. The Plan identifies ways that the County's land use planning efforts will implement state and regional requirements, including the Growth Management Act (GMA) and administrative codes. Equally important, the Plan acts to coordinate actions with local jurisdictions, service providers, and state and federal agencies that may have a stake in Island County's land use policies and implementing regulations and actions.

In addition to its legislative and coordination roles, the Island County Comprehensive Plan also reflects community values and aspirations about the County's future. The Plan aims to organize County actions and programs that define relationships between land use goals and policies and community livability, economic vitality, provision of needed public facilities, and environmental stewardship.

I.II REGULATORY FRAMEWORK

The Growth Management Act (GMA) was passed in 1990 in response to rapid population growth, concerns with suburban sprawl, environmental protection, and quality of life. It provides direction regarding:

- Jurisdictions must create a Comprehensive Plan consistent with the goals of the GMA
- The Plan must account for the next 20 years of population growth
- Plans are reviewed every 8 years and updated if necessary; this review will be for years 2016-2036
- Must include early and often public participation
- Plans are implemented through capital investment and development regulations

Key Considerations:

A. Urban Growth Areas (UGAs)

1. Counties, in consultation with municipalities, must designate UGAs to accommodate population growth and development.
2. UGAs are places within which urban growth shall be encouraged, and outside of which growth can occur only if it is not urban in nature.

B. Resource Lands & Critical Areas

1. Counties must designate and regulate Resource Lands such as agricultural lands, forest lands, and mineral resources. Counties must also designate Critical Areas such as wetlands, critical aquifer recharge areas, fish and wildlife habitat conservation areas, frequently flooded areas, and geologically hazard areas.

C. Public Facilities

1. Each jurisdiction must identify lands useful for public purposes and allow for essential public facilities.
2. Some rural governmental services and urban services, such as transportation infrastructure, must be in place at the time development is completed (these terms are defined in RCW 36.70A.030(17) and (18)).

I.II.I STATE PLANNING GOALS

The State of Washington's Growth Management Act sets forth statutory goals for the guidance of the cities and counties required to plan under the act in RCW 36.70A.020. In addition, RCW 36.70A.480 states that the goals and policies of the state shoreline management act, as set forth is RCW 90.58.020, are added as one of the goals as presented in RCW 36.70A.020.

The Growth Management Act goals as presented in RCW 36.70A.020 and RCW 36.70A.480 are outlined below. A matrix identifying the location in the Plan or the accompanying volume of where the GMA goals, in addition to other requirements of the GMA, are addressed is provided in Appendix A.

- **Urban Growth:** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- **Reduce Sprawl:** Reduce the inappropriate conversion of undeveloped land into sprawling, low density development.
- **Transportation:** Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
- **Housing:** Encourage the availability of affordable housing to all economic segments of the population, promote a variety of residential densities and housing types, and encourage preservation of the existing housing stock.
- **Economic Development:** Encourage economic development that is consistent with adopted comprehensive plans, promote economic opportunities for all citizens, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of natural resources, public services, and pubic facilities.
- **Property Rights:** Private property shall 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.
- **Permits:** Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
- **Natural Resource Industries:** Maintain and enhance natural resource based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.
- **Open Space and Recreation:** Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

- **Environment:** Protect the environment and enhance quality of life, including air and water quality, and the availability of water.
- **Citizen Participation and Coordination:** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
- **Public Facilities and Services:** Ensure that those public facilitates and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
- **Historic Preservation:** Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.
- **Shorelines.** The goals and policies of the state shoreline management act (RCW 90.58.020) are goals and policies of the Growth Management Act.

I.III ISLAND COUNTY VISION STATEMENT

Through comprehensive planning, the County will balance the goals of the GMA to ensure that Island County's rural character and natural beauty is protected, while meeting the housing and service needs of both existing and future county residents.

I.III.I THE FUTURE OF ISLAND COUNTY: A VISION FOR 2036

A. Open Space

When traveling through Island County one will see forests, farmlands with crops and livestock, and open space that provides for varied wildlife and flora as well as hiking and biking trails, beach access, and other open spaces for recreation.

B. Transportation

A safe transportation system will continue to be improved to first meet the needs of county residents as well as visitors and tourists. Two-lane roads that offer views of forests, farms, fields, snow-capped mountains, and water characterize the transportation system in the rural area.

C. Agriculture

Farming plays a very important role in Island County, even though many farms are small in scale. Large or small, throughout both islands, all farms in Island County, including tree farms, have unique value by contributing to the County's rural character as well as contributing to the local and state economy.

D. Rural Character

Though it is hard to describe in words, "rural character" is a crucial element of the County's economy and culture – and one of the few things virtually all residents agree is essential to the quality of life here. Rural character not only makes people "feel good" about the place where they live and provides a cultural connection to the County's past – it also has a very clear dollars-and-cents benefit. Rural character (which would not exist without the County's farms and forests) is the basis for the County's important tourist industry. It also is very attractive for retirees and for businesses that consider locating here to provide a higher quality of life for their employees.

For all these reasons, it is important as a matter of policy for the County to preserve agriculture, including those on limited acreage, especially in the face of growing pressures for residential and commercial development. Tax incentives, extension programs and "Right-to-Farm" measures help. So too does a regulatory approach that is based on best available science that protects the environment as mandated by the State's Growth Management Act, but does so in a way that is flexible that give farmers the most options in the management of their lands.

Under zoning standards, only farmland in the agricultural tax program is classified by the County as "commercial." However, both commercial and non-commercial farming play an important role in preserving the rural character of Island County. Commercial farming is significant to both the character and economy of the County. Noncommercial farming, including raising of livestock, 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 future of Island County.

E. Critical Areas

Standards have been established that protect critical areas, such as wetlands, streams, steep slopes, beaches if designated a critical area, wildlife habitat, and other critical areas. Public funding for open space acquisition has continued. Restoration and enhancement of important ecological features has occurred throughout the County, primarily along shorelines, and low-impact recreation has been added in certain locations for public beaches and forests, hiking trails, and bicycle paths.

F. Urban Growth in Urban Areas

Island County continues to develop strategies and policies achieve more growth in urban growth areas and defined areas of more intensive rural development. Langley and Coupeville have maintained their unique small town character and Oak Harbor has accepted the majority of UGA growth in Island County.

Island County has instituted measures which allow for the continuing utilization of existing lots without unnecessary sacrifice of rural character, a strong economy, and environmental protection. Island County's tradition remains evident as new development occurs. Large tracts of land, providing wildlife habitat and assistance with aquifer recharge, surround compact, dispersed settlements. Compact settlements are moderately dense and tend to reduce development

pressure in more rural areas, which dominate the landscape while providing connectivity of natural areas for wildlife habitat.

G. Housing

Innovative affordable housing and clustering techniques allow for the efficient placement of services, protection of critical areas, and provide high-quality open space, while not detracting from the County's rural character. Land use and housing policies, including affordable housing density bonuses provide for the development of housing units for that segment of the population which could otherwise be priced out of the County.

H. Economy

The County continues to diversify its economy while Naval Air Station (NAS) Whidbey remains the largest economic engine of the County and light manufacturing has increased as an important economic factor. The County land use controls have successfully expanded job opportunities so that more local residents have the opportunity to live and work in the County. These actions have helped to relieve the pressures in off-island transportation linkages. Island County has become increasingly attractive to low-impact, appropriately scaled manufacturing, professional and service businesses, and craftspeople and artists. New businesses fit easily into both urban and rural lifestyles and provide improved wages, advancement, and career opportunities for our youth.

I. Inter-Jurisdictional Planning

Island County coordinates and cooperates with its incorporated towns and cities, as well as the special purpose districts that serve the County. Regulatory and non-regulatory options and incentives that respect the property rights of owners as well as community needs are balanced.

I.III.II VALUE STATEMENTS

A. Allure of the County

Island County's natural beauty and unique character are powerful magnets. Many lifestyles mesh well in a cohesive rural environment. Residents comprise a diversified population representing many nationalities, spanning all age groups. Some residents are from local families have been part of the county for generations, and other residents are relatively new to Island County. Reflecting consistency and change at the same time is part of what makes Island County unique.

B. Comprehensive Planning

Through comprehensive planning, Island County has taken measures to manage growth. This will ensure that the quality of life, traditional values, desirable rural lifestyle, and small town character

which have created a "feeling of community" throughout Island County for over a hundred years, are protected and maintained for current and future generations.

C. Impact of Past Decisions

Many of the options available to Island County have been shaped by the land use decisions made in the 1950s, 60s and 70s. Very few large parcels of land remain in the County. Parcel sizes are mixed, with smaller lots predominating along the shoreline. Most of these small lots are developed. While the County has large areas that are forested and appear undeveloped with an average density less than one person per acre, the average County lot size is less than three acres. Thus, traditional zoning actions (such as large lot zoning) will be ineffectual in preserving rural character.

D. Challenge

Planning through the year 2036 poses a significant challenge: containing existing areas of more intensive development, experiencing continuous growth, and attempting to maintain rural character. The overall goals seek to preserve the historic, rural economy and character, protect the environment, conserve critical areas, build a strong modern economy and provide for affordable housing -- all the while finding a proper balance between government regulations and private property rights.

Rural character is one of Island County's most valued assets, providing diversity, a sense of community, and the quality of life desired by many island residents. Longtime residents and newcomers agree that a slow-paced, rural character has attracted and kept them here. Rural lifestyles provide privacy and individuality, allow people to set their own pace, bring people closer to nature and their neighbors, and offer the opportunity for family development in a safe environment. Many of the families who own and manage the county's farms and forest properties hope to see their livelihoods continue for generations to come, but view certain development regulations as an interference to their continued way of life.

I.IV PURPOSE AND COMPONENTS OF THIS PLAN

This Comprehensive Plan has been developed in accordance with the GMA, chapter 36.70A RCW, to address growth issues in Island County. It represents the community's policy plan for growth through the year 2036 (a 20-year planning period). The essence of policy planning is that it provides the community with an expressed set of statements defining the direction and character of future development which clearly integrate the goals and objectives of the Growth Management Act.

Table I-1. Plan Chapter Contents

Plan Chapter		Description of Contents
❖	**1. Land Use**	Establishes the land use designations and general policy framework for the land use planning program that seeks to establish the desired character and pattern of development, while protecting the quality of life, economic opportunities, and natural environment of the community. Included in this topic: • Population and Employment Projections • Buildable Lands Analysis • Land Use Designations for Urban, Rural, and Resource Lands Also includes the Rural Lands element - Addressing the necessary strategies and programs to ensure land uses outside of areas designated for urban growth are compatible with traditional rural uses and economic activities.
◆	**2. Economic Development**	Establishes goals, policies, objectives, and provisions for economic growth and vitality and a high quality of life.
❖	**3. Shoreline Management**	The Goals & Policies section of the Shoreline Master Program (SMP). Outlines the desired mix of utilization, protection, restoration, and preservation of the shorelines of the state and the coordinated planning effort necessary to protect the public interest.
❖	**4. Housing**	Establishes opportunities to develop a variety of housing types to meet the needs, preferences, and financial resources of present and future residents.
◆	**5. Historic Preservation**	Identifies and outlines actions necessary for the preservation of lands, sites, and structures that have historical or archaeological significance.
◆	**6. Natural Resources**	Water Resources & Critical Areas - Establishes the framework for designating and regulating land uses to preserve areas critical to the health, safety, and welfare of the community. Included in this topic: • Wetlands • Aquifer Recharge Areas • Fish and Wildlife Habitat Conservation Areas • Frequently Flooded Areas • Geologically Hazardous Areas • Water Quality & Availability
❖	**7. Parks & Recreation**	Provides the framework and coordination necessary for the retention and possible expansion of open space and the provision of a wide variety of parks and recreational opportunities.
❖	**8. Transportation**	Outlines improvements or strategies to accommodate existing and proposed land uses, while encouraging efficient multi-modal transportation systems to support the community and region.
❖	**9. Utilities**	Establishes the preferred siting of and coordination necessary to ensure utilities are available for existing and proposed land uses.
❖	**10. Capital Facilities**	Addresses the appropriate coordination, location, and delivery of adequate public facilities and services to support existing and proposed land uses, including a funding plan. The Capital Facilities Plan (20-Year) is found in 10A and the Capital Improvement Program (6-Year) is 10B.
❖ = Mandatory ◆ = Optional		

The benefits of a policy plan are as follows:

- Public understanding and participation in the planning process are facilitated by the uncomplicated character of the policy statements.
- Elected officials become closely involved in the planning process through definition of explicit policy statements.
- Several diverse agencies and interests making development decisions in the community may utilize the policy plan as a coordinating device.
- Policy planning provides stability and consistency in the planning program notwithstanding changes in conditions of a community.

The guiding functions of the policy plan are:

- Useful in the adoption of land use codes by legislative bodies.
- Applicable in the administration of development controls and incentives by responsible officials.
- Necessary to provide a reasonable and fair means of amending the comprehensive plan and development regulations with a supporting record that will withstand challenge.

The role of this plan is:

- To set goals and policies to guide growth in the County through the year 2036;
- To develop future land use patterns and maps; and
- To establish a specific program for plan implementation.

Note: The goals and policies are incorporated into Chapter VI, and the associated implementation strategies are outlined in Chapter V.

I.IV.I CENTRAL THEMES

- Citizen input is an essential part of the comprehensive planning process. The process of publicly debating sensitive issues is valuable in forming a viable outcome. Citizen involvement engenders commitment and willingness to find solutions.
- Identification of the historic development pattern has become more easily recognizable with the advent of new geographic information system capabilities and database query techniques. Carefully defining and containing this historic development pattern is now recognized by the Growth Management Act as a method for planning for “areas of more intensive rural development”.
- Housing and land prices have risen dramatically in Island County over the past 10 years to a point where affordable housing has become a scarcity. Providing incentives for the development of affordable housing for all County residents is a priority of this plan.
- Farm and forest lands are a valued resource for the County. The County is committed to provide planning options and incentives to help sustain the productivity and economic viability of farms and forests.

- Regulatory measures must be balanced with non regulatory options and incentives. It is not easy to convince individual property owners or developers that they should put the interests of the County as a whole above their needs and interests. Finding ways to offer incentives and options is essential to bridging the gap between individual rights and community needs. It is important to develop innovative ways to create win-win situations.
- Clustering is the preferred alternative to large lot development in order to conserve open space in the rural area and to preserve the ability to expand urban growth areas in an orderly fashion in adjacent areas. Clustered residential development is a way to provide more affordable, easier to serve, less disruptive development that can preserve significant amounts of open space. Clustering can also be very effective in siting a development to protect critical areas. In filling of development in existing built up areas such as Urban Growth Areas (UGAs) or areas of more intensive rural development must be encouraged as another important tool for maintaining open space, limiting sprawl and protecting rural character.
- Job opportunities in the County are fairly limited in many areas. Providing employment opportunities for an increasing population, which will also allow an increased percentage of residents to work in the County and not have to commute, is of great importance in this planning effort.
- The Navy is a very large part of the County's economic, social and cultural make up. The County would like to establish goals, policies, and development regulations so as to ensure that its the land use decisions will be compatible with current and future naval operations.
- As outlined in the County-Wide Planning Policies (CWPPs), it is essential to successful plan implementation that the County continue to work closely with all jurisdictions and districts within its boundaries. Close coordination and cooperation is necessary to ensure effective land use planning and ensure full and efficient use of Urban Growth Areas.
- The CWPPs establish the framework from which county, town and city comprehensive plans are developed and adopted. The CWPPs provide the foundation for assuring that consistency criteria, required between county and city planning under the GMA, are fulfilled. The CWPPs were jointly and collaboratively developed and adopted by Island County and the cities of Coupeville, Oak Harbor, and Langley on June 22, 1992, and most recently updated in 2015 (a major update). The CWPP provided guidance in development of this Comprehensive Plan.

I.V PLAN UPDATES

I.V.I ANNUAL DOCKET PROCESS

To be responsive to changing conditions, Island County updates this Plan through the annual docket process, ensuring that the Plan remains a viable tool for decision-makers and citizens to use when seeking policy direction regarding land use and Island County's future. Timely and thorough review of the Plan will assist in keeping it responsive to the needs of local citizens.

Amendments may be made to the Comprehensive Plan once a year only after careful analysis of cumulative impact of proposals and developing trends and a finding that the proposed amendment is in the common interest of the people of Island County. The GMA directs the creation of a process and procedures for Plan amendments, and establishes the annual "docket" process (RCW 36.70A.130(2)), but the specific processes and procedures are left to the County to determine. For Island County, the process of amending the Comprehensive Plan and related development regulations, including the annual docket process, timing, and application requirements, are located in chapter 16.26 ICC.

The 2016 update included a new process for amendments and includes a multi-year work plan to be reviewed annually to determine which elements will be updated each year, based on staffing and resources available, legal need, and competing priorities. Annual docket items will create the annual work plan for the Long Range Planning team, and will include:

- Each of the Plan chapters;
- Related updates and implementation programs;
- Subarea planning efforts;
- Annual documentation, reporting and cleanup efforts;
- Ongoing intergovernmental coordination; and
- Additional major projects (i.e. decennial census,etc.).

Figure I. Example Work Plan

Work Plan Item	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
COMP PLAN UPDATE (due 2016, 2024)	H						H	H	H	
CWPP						H				
Scope of Work						M				
Population Projections							M			
Buildable Land Analysis	L						M			
UGA Boundary Review/Adjustments	M						M			
Concurrency Review	L							M	M	
SEPA	M					L		H	H	
Elements/Chapters:										
Housing Element	L	H	H				L			
Economic Development	L	H						M		
Historic Preservation	L		L	L	L	H			M	
Natural Resources	L			H				M		
SMP Element	L	L						L		
Capital Facilities	L					H			L	
Utilities	L							L		
Transportation	L						H	H		
Parks	L								H	
Land Use	L							H	H	
Introduction Chapter	L								M	
Implementation & Monitoring	L								M	
Related Updates										
Level of Service Standards	M	M								
Critical Areas Ordinance Update					M	M			L	
Fish & Wildlife Update					M	M			L	
Rural Lands *(Home Occupancy, Enforcement, VRBO, etc)*	M	M								
Public Access Plan (SMP Mandate)					H					
COMMUNITY SUBAREA PLANNING										
Freeland Subarea Plan	M						M			
Freeland Development Regulations	M						L			
Clinton Subarea Plan		H	H							
Evaluate Feasibility of Langley Subarea Plan (Future)										
Update Ebey's Comprehensive Plan		L	L	L	L	M				
Annual Review of Ebey's Design Guidelines (Req'd)	L	L	L	L	L	L	L	L	L	L
Subbasin Watershed Plans (Prop'd)										
Annual Reporting on Growth (ie. CWPP)	L	L	L	L	L	L	L	L	L	L
CIP Comp Plan Concurrency	L	L	L	L	L	L	L	L	L	L
TIP Comp Plan Concurrency	L	L	L	L	L	L	L	L	L	L
SMP (due 2020)		L		M	M				L	
Update County Groundwater Mgmt Plan (Future)										
Coordinated Water Systems Plan & WSR	H	H								
Surface Water Quality Plan (Future)										
Sea Level Rise Plan & Reg Integration										
Adaptive Management Plan										
PBRS (propose Program Update every 8 years)	L			M						
2020 Census										
- LUCA, PSAP boundary updates, etc.	L	M	M	L						
- Outreach			L	H	H					
Annual Code Audit & Cleanup	L	L	L	L	L	L	L	L	L	L
Annual Zoning Map Cleanup	L	L	L	L	L	L	L	L	L	L
Annual Mapping Audit & Cleanup	L	L	L	L	L	L	L	L	L	L
Ongoing Intergovernmental Coordination:										
- Intergovernmental Planning Group (Annual)	L	L	L	L	L	L	L	L	L	L
- Water Resource Advisory Group (Monthly)	L	L	L	L	L	L	L	L	L	L
Total Items on Docket	**33**	**19**	**16**	**16**	**16**	**17**	**17**	**18**	**21**	**9**
L = 1 - 3 months	24	12	13	12	10	10	11	11	13	9
M = 3 - 9 months	7	3	1	2	4	4	4	3	4	0
H = 9 months to 2 years	2	4	2	2	2	3	2	4	4	0

EXAMPLE WORK PLAN FOR DISCUSSION PURPOSES ONLY

I.V.II PERIODIC UPDATE

For the Comprehensive Plan to remain current, it needs to be reviewed and updated periodically. State law requires jurisdictions to periodically conduct a thorough review of their plan and regulations to bring them up to date with any relevant changes in the GMA and to respond to changes in land use or population growth.

The Plan shall be reviewed by the Planning Commission at least every periodic update, based on the schedule identified by the GMA as found in RCW 36.70A.130(5), making recommendations to improve the entire Plan. When preparing periodic updates to the Comprehensive Plan, all comprehensive plan elements shall utilize most current data available from local, state, federal sources.

I.V.III OVERVIEW OF 2016 UPDATE

Formulation of a plan that is responsive to the future needs and challenges of Island County residents is the primary objective of this planning effort. The goals of the 2016 update were:

- Solicit and capture citizen input
- Plan in a coordinated fashion with other jurisdictions within the County
- Increase readability & usability of the document by reformatting and reorganizing the content
- Update the Plan to reflect current goals/policies/codes/laws, including the recently updated County Wide Planning Policies and revised State Growth Management Act requirements
- Create a new process for future updates

This Plan, and its attendant goals and policies and future land use plan, represent a balance of the views and opinions expressed by the many citizens who took time to participate in workshops or write letters for the record, and the goals outlined in the Growth Management Act (see Appendix C for a summary of public engagement efforts).

To a substantial degree the 2016 amendments to the Comprehensive Plan are a refinement of the previous Comprehensive Plan, with the most significant changes being:

1. Reformatting and reorganization to increase readability & usability.
2. Updating the Urban Growth Areas & Joint Planning Areas (see Chapter 1, Land Use, Section 1.5.1).
3. New process for updating the plan.

The goals and policies that are new or revisions in 2016 are identified within each chapter. For additional changes, refer to the change matrix for each chapter, a detailed list of edits, deletions, relations, additions, and revisions.

Two elements have been replaced; both the Transportation and Shorelines elements are new in 2016. The Land Use, Housing and Historic Preservation chapters were all reorganized to a significant degree (in addition to updates). Other changes of note are the reorganization of the Capital Facilities chapter and the creation of a new Natural Resources chapter from sections of the Land Use, Water Resources, and Natural Lands chapters. These changes are summarized below:

Shorelines

- The County is required to update its Shoreline Master Program (SMP) every 8 years. The next required review and update of the SMP is on or before December 1, 2020, pursuant to RCW 90.58.080(4)(a).
- The SMP includes shoreline policies & regulations based on local geographic, economic and environmental needs
- The updated SMP became effective January 19, 2016; the Shoreline Chapter is the goals and policies section of the SMP.

Transportation

- Updated and revised all sections of the Transportation Element.
- Changed goals and policies based on public feedback.
- Simplified the concurrency process that ensures coordination between development and transportation investments..

Land Use

- Information pertaining to other Elements was moved to the relevant chapter.
- General background on legal framework moved to the Preface.
- Population projections and buildable lands analysis was moved to Appendix B.

Housing

- Updated housing data with new information from the 2010 Census and 2014 American Community Survey.
- Streamlined and reorganized background information.

Historic Preservation

- Original Element was the Comprehensive Plan for Ebey's National Historic Reserve; that document is now adopted by reference.
- Now contains background on the Reserve and additional information and guidance about expanding historic preservation efforts.

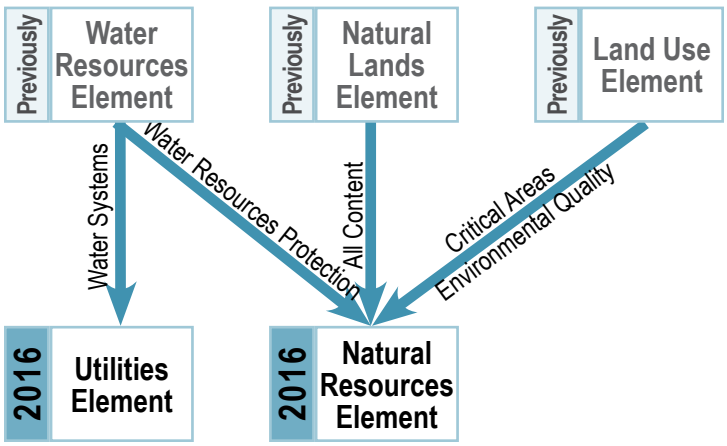
Capital Facilities

- Staff reorganized this section into three separate sections (Element w/ goals & policies, Plan (20-year), and Program (6-yr), allowing for easier updates to the Plan & Program in the future.

Natural Resources

- Natural Lands and Water Resources were combined to create a Natural Resources chapter.
- Sections related to Water Systems were moved to the Utilities Element; sections on protection and preservation of water as a resource were moved to the new Natural Resources Element.

Figure II. 2016 Natural Resources Element Flow Chart



I.VI IMPLEMENTATION STRATEGIES

Implementation of the Comprehensive Plan is an ongoing process involving all sectors of the community. Code amendments, capital improvements and everyday permitting and land use decisions which affect the quality of life on the Islands will greatly depend on the desires and level of citizen support given to the planning effort. The effectiveness and value of this Plan will only be measured over an extended period of time when citizens and local officials have an opportunity to achieve common objectives.

The general goals and policies should first be viewed as an overall framework for future decision making. Public and private interests must carefully examine this statement of comprehensive planning policy to ensure cooperation and coordination in meeting common objectives.

Beyond revisions to development regulations, it is necessary for public and private interests to work in a spirit of cooperation to implement the Plan. Policies within the Plan provide overall guidance for decision making, offering flexibility to developments and innovations which achieve common objectives. The Plan has been intentionally formulated to provide guidelines for future development which foster a high quality living environment for all citizens at the lowest possible public cost.

The following is an outline of general areas of implementation strategies. For this Comprehensive Plan to succeed, it is of utmost importance to proceed on schedule to accomplish all of these items. Specific implementation strategies are located within the Goals & Policies section of each chapter.

I.VI.I SUBAREA PLANNING

Clinton

Island County will establish a sub area planning group for Clinton to further explore the opportunity of becoming a non municipal urban growth area. The criteria for the planning groups has yet to be determined. The initial study area for Clinton is defined as the Clinton Water District.

It is anticipated that if the area desires to become a non municipal UGA, a UGA amendment will be ready for action prior to the County's next periodic review of its Comprehensive Plan. The Clinton Chamber of Commerce would like the study area to include Ken's Corner, Campbell's Glen and the development around Deer Lake.

Camano Island

The County may also explore the viability of creating a subarea plan for Camano Island at a future date, to be determined via the annual docket process.

Ebey's National Historic Reserve

The County will review the potential for an update to the Ebey's Comprehensive Plan through the annual docket process. The Reserve is a "partnership" between federal and state government, Island County and the Town of Coupeville, so coordination of resources for the update will dictate timing and scope.

I.VI.II PROGRAMS & PARTNERSHIPS

Interlocal Agreements

A. The County will work with the cities of Oak Harbor and Langley to update the interlocal agreements to assist in guiding development in the unincorporated portions of the Urban Growth Areas.
B. The County will work with the Town of Coupeville to update the interlocal agreements regarding the Joint Planning Area and the joint planning processes.
C. Working with the municipalities, the County will establish procedures to assist in coordinated review of land use and capital projects in Joint Planning Areas.



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.

1 Land Use

This page intentionally left blank for double-sided printing

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%

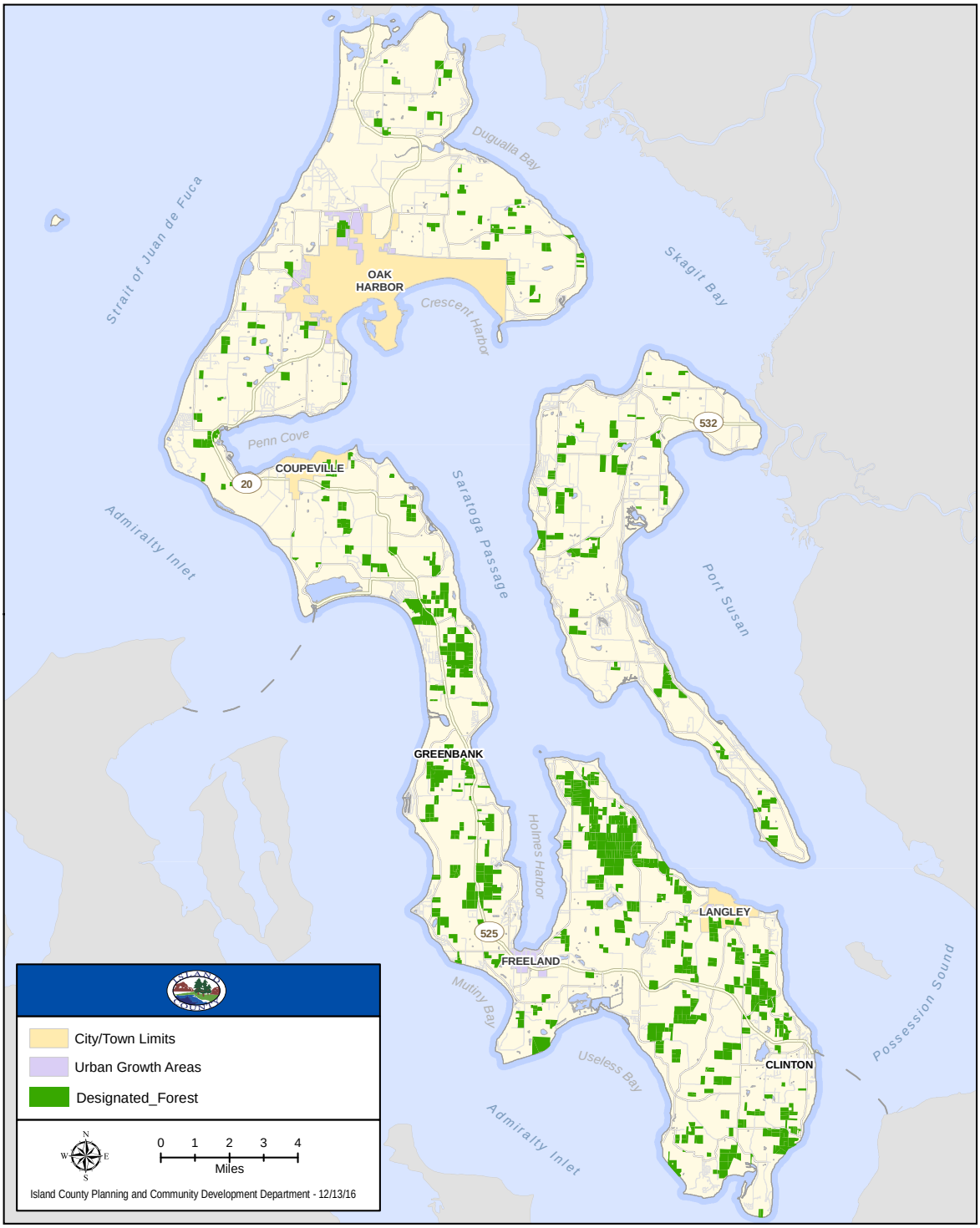
1.2.1.1 Planning Area Characteristics

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

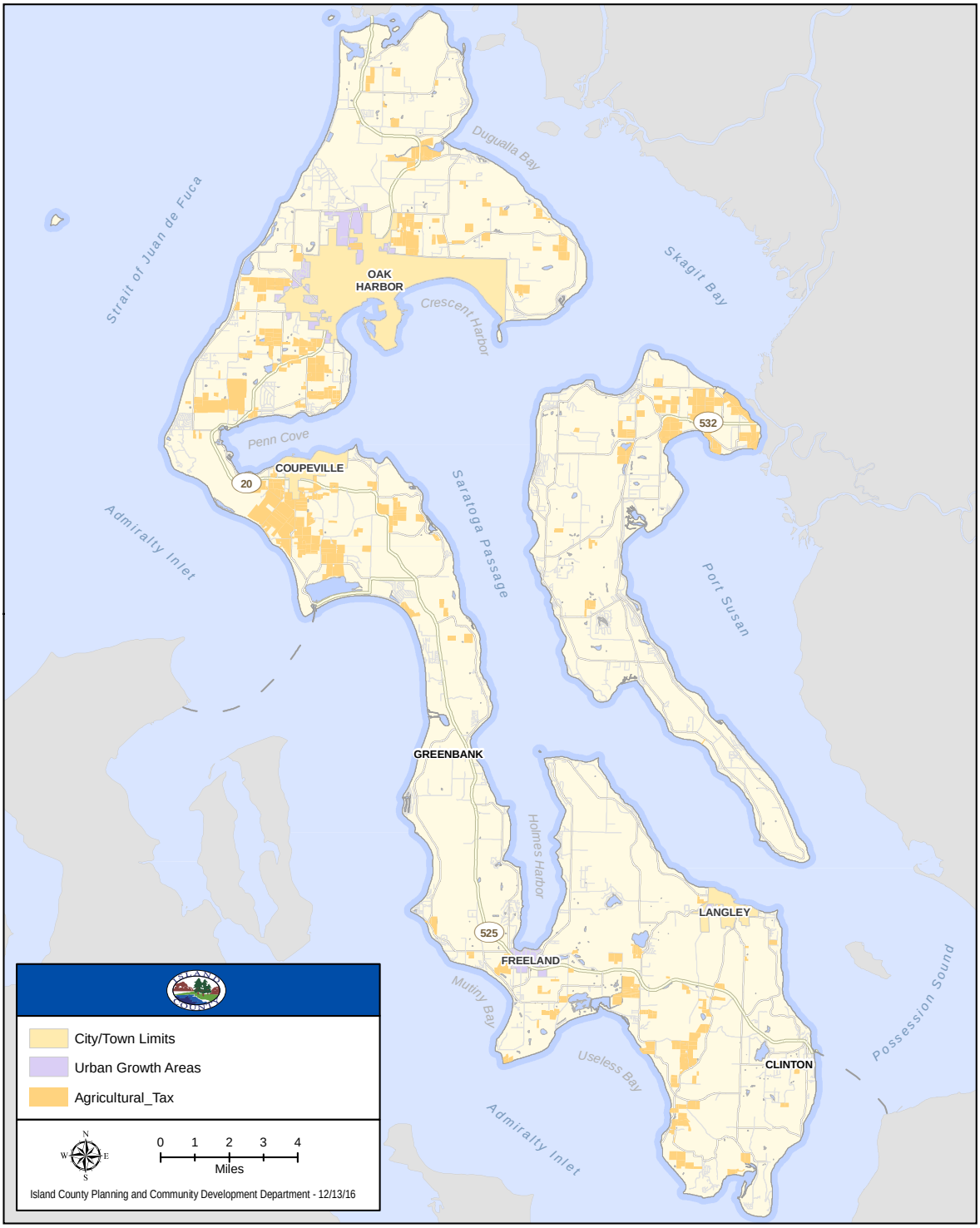
The Camano Island Planning Area consists of all of Camano Island, and is characterized by its proximity to Snohomish County, the I-5 corridor and separation from Whidbey Island. Transportation improvements coupled with employment opportunities in Snohomish and Skagit Counties make residence on Camano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

MAP 1A. Properties in the Designated Forest Program



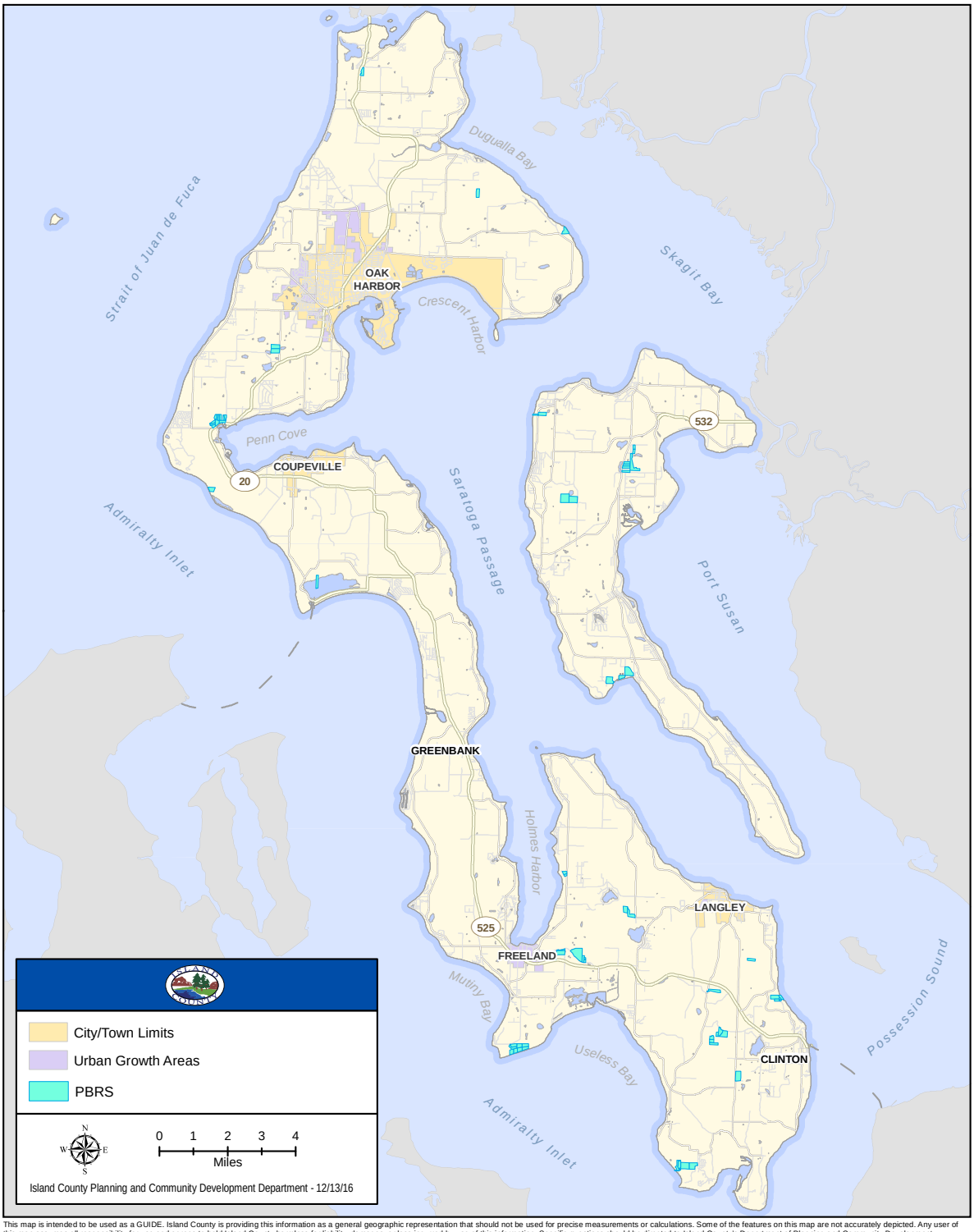
This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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



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 1C. Properties in Public Benefit Rating System Tax 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.

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

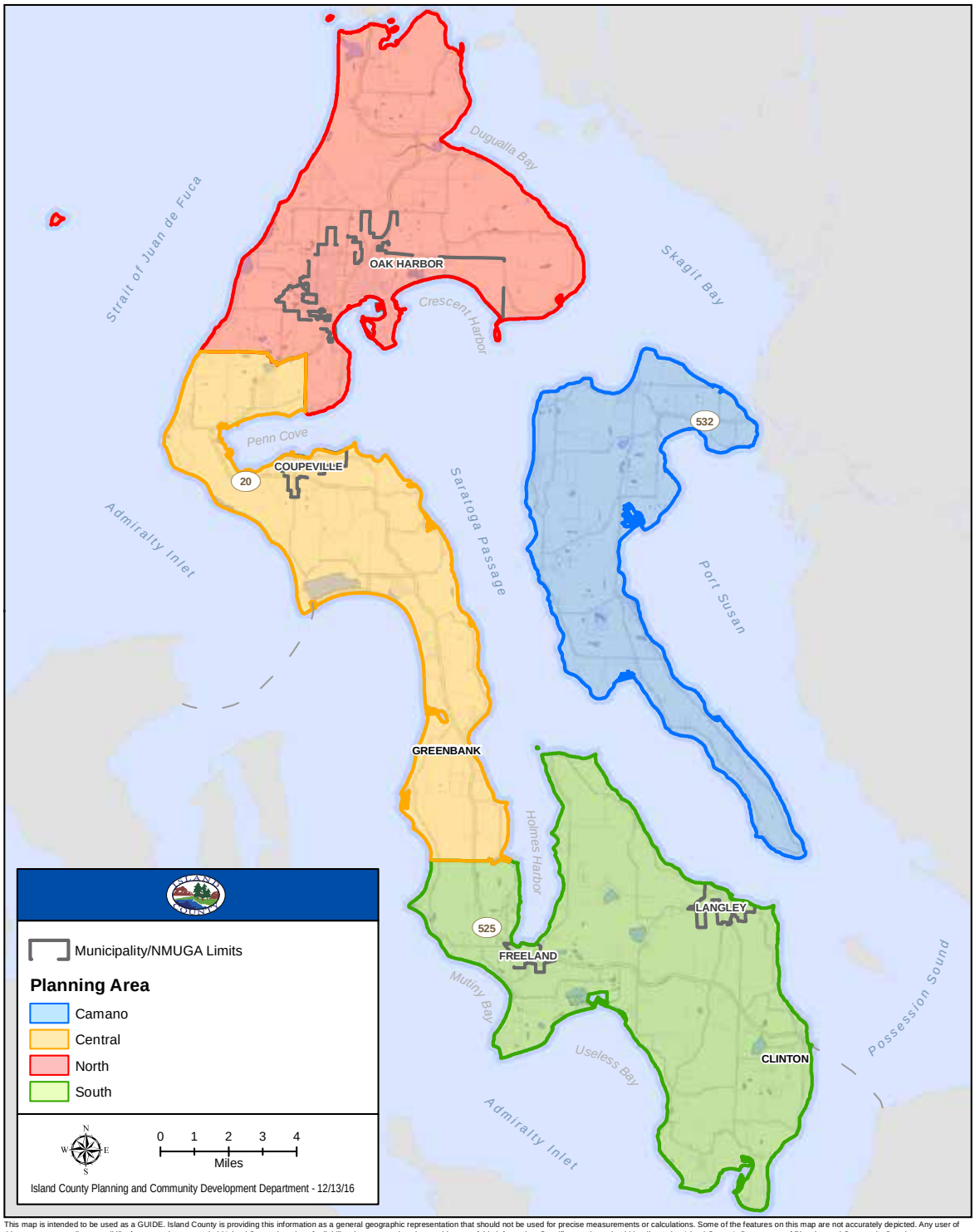
The South Whidbey region is the largest planning area by land mass in Island County, characterized by the Clinton Ferry Terminal, the City of Langley, and the Freeland NMUGA. About 33.9% of parcels are undeveloped.

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



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.

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.

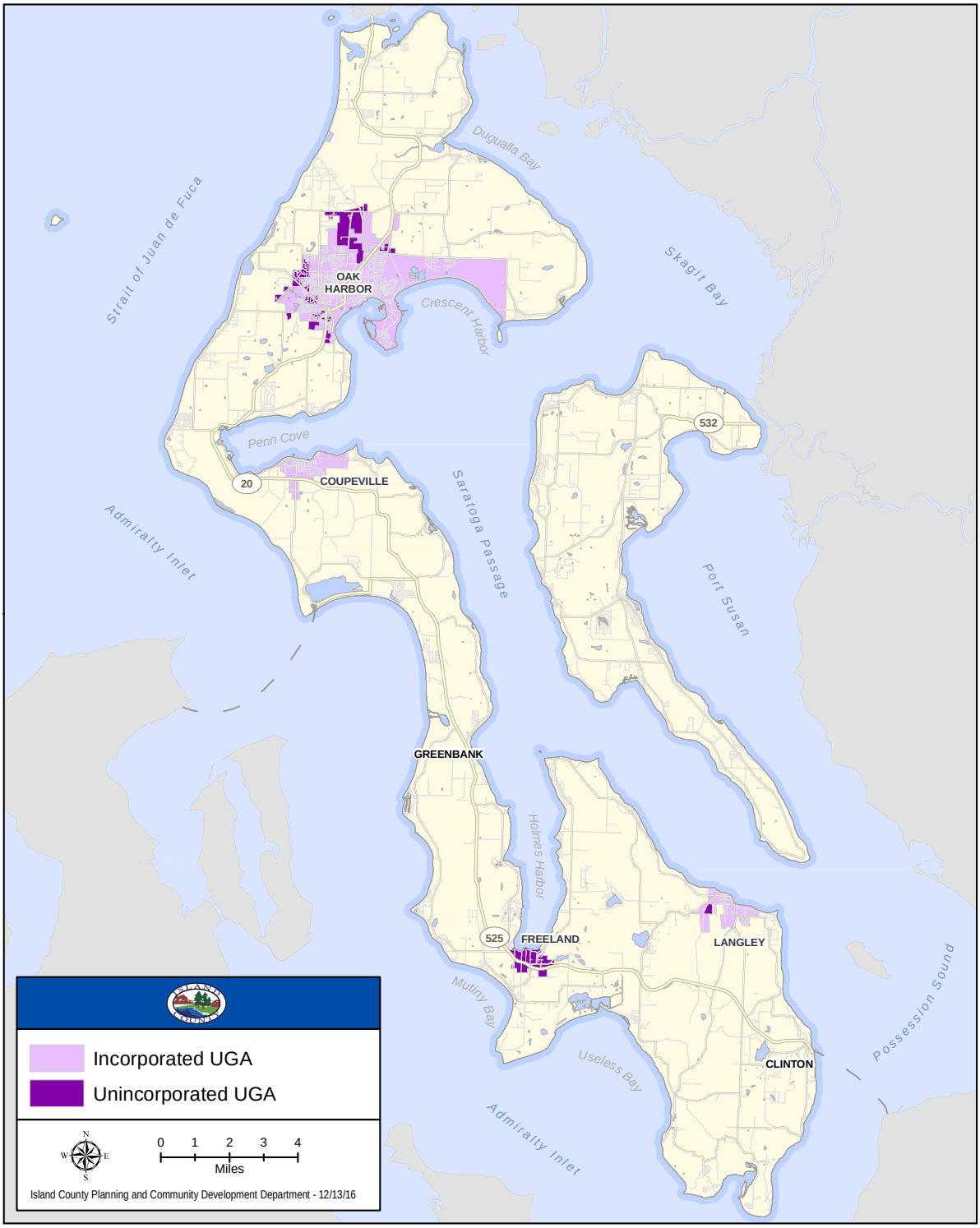
Each municipal UGA includes the incorporated area plus adjacent, unincorporated areas. Land use designations, densities, and regulations for all types of development are formulated for the unincorporated areas within the UGAs; the Oak Harbor, Langley, and Coupeville comprehensive plans contain proposed 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)

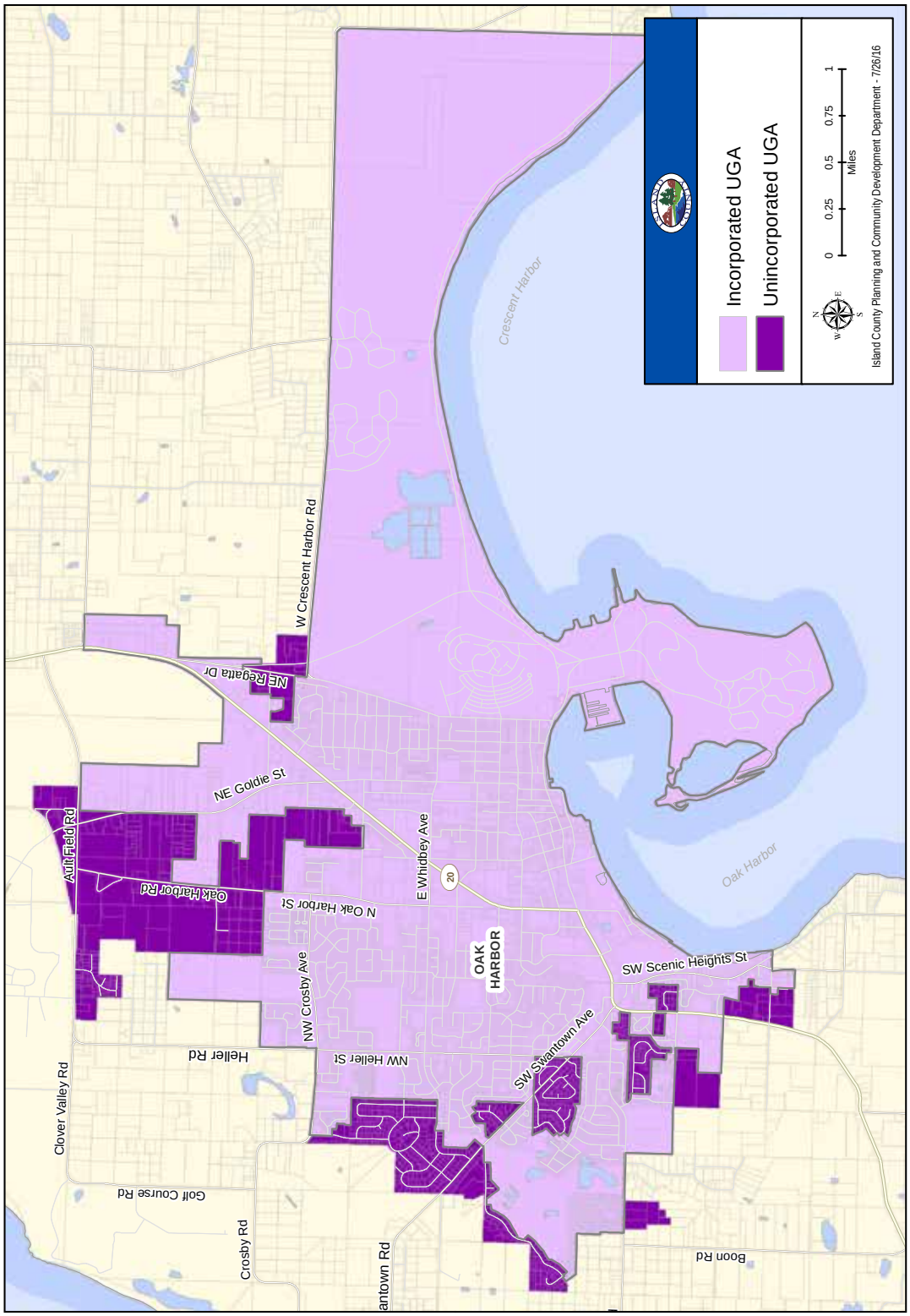
Freeland is Island County's only NMUGA. It developed as an unincorporated community with a full range of land uses but lacks extensive urban infrastructure, such as public sewer and urban stormwater systems. When urban services are installed, Freeland will have the capacity to accommodate additional 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

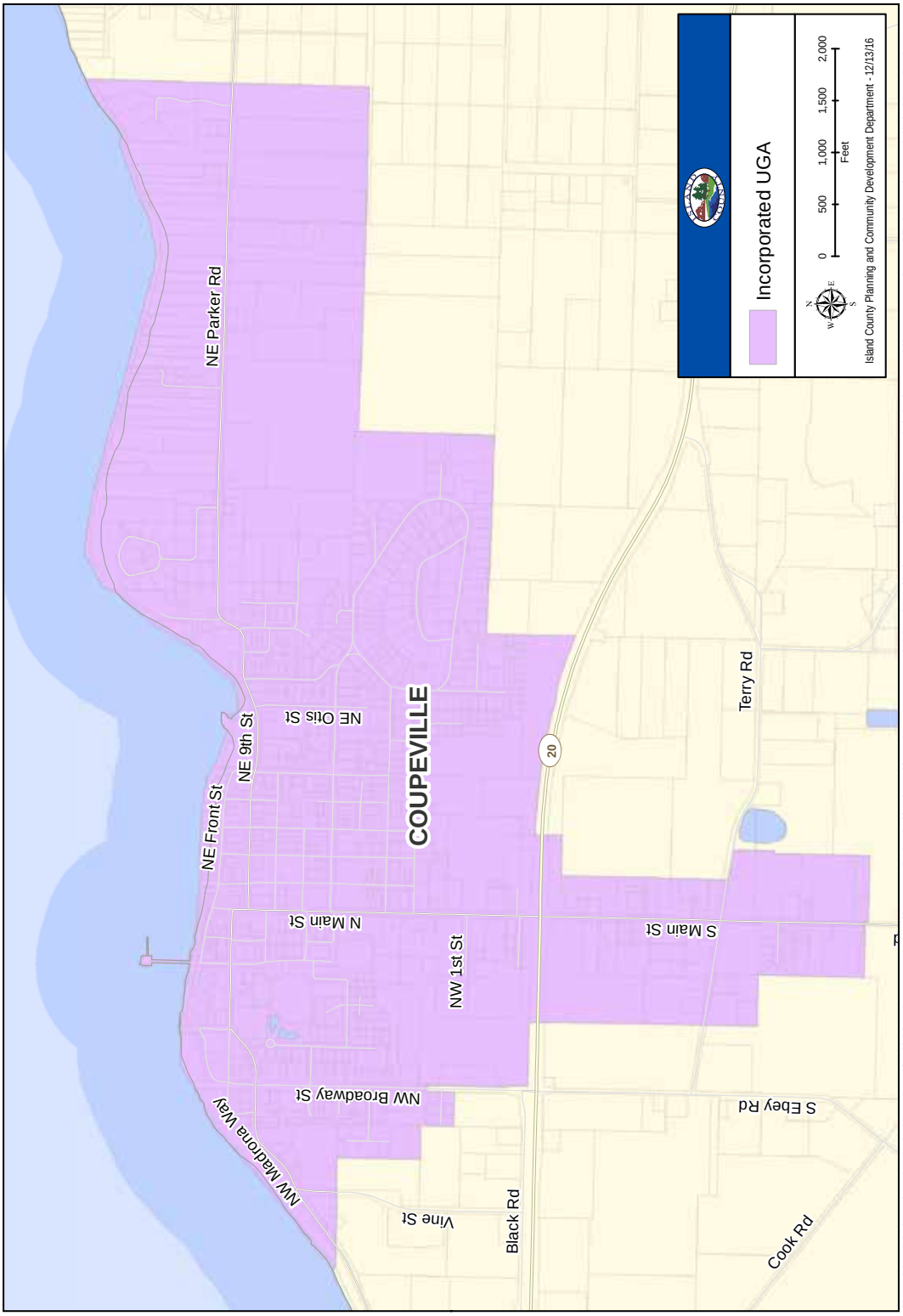


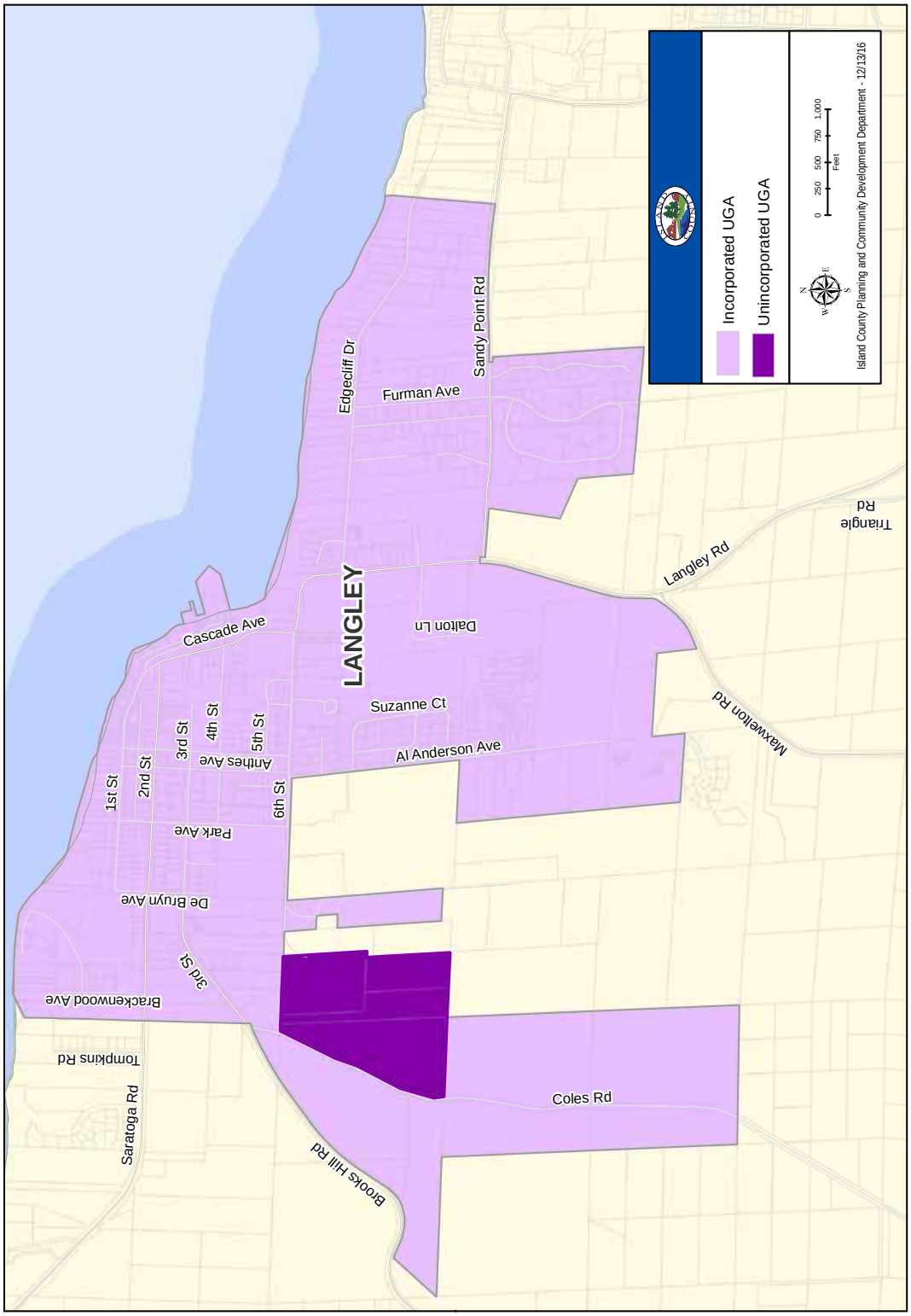
This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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 1F. Oak Harbor Urban Growth Area

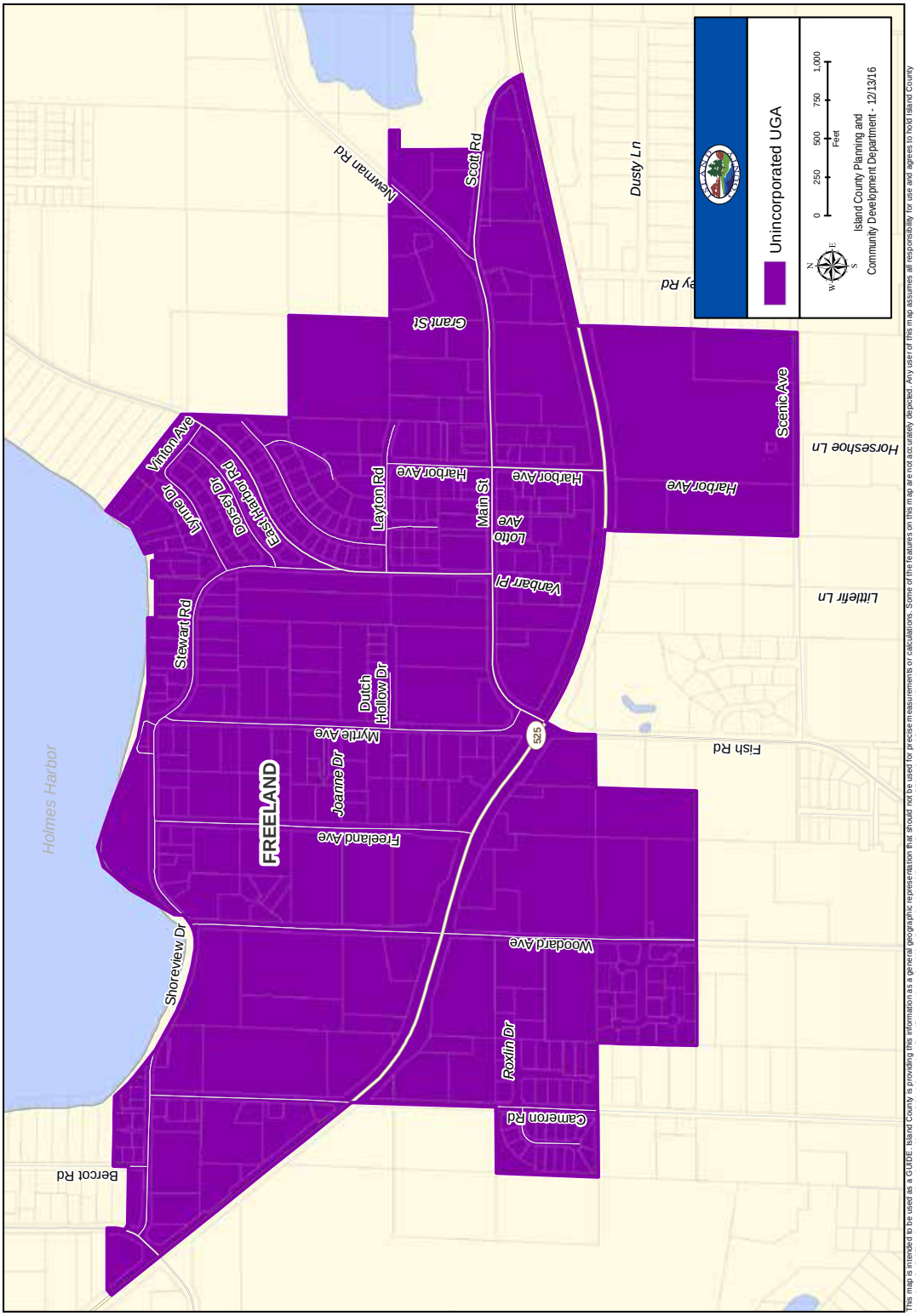
MAP 1G. Coupeville Urban Growth Area





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.

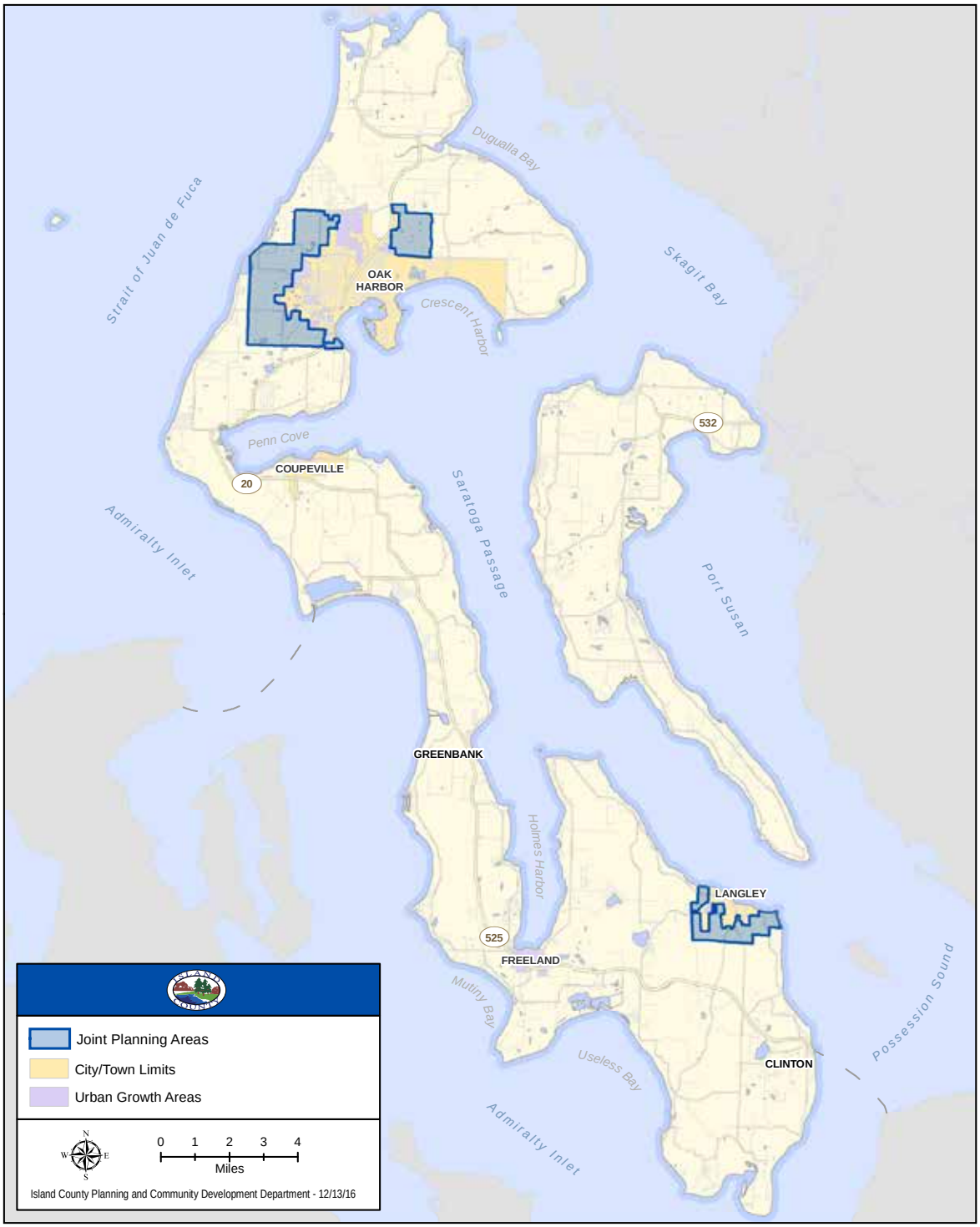
JPAs include land that may be suitable for future urban growth, as well as land that should be protected from development. As outlined in the CWPPs, a new process has been put into place for long term planning within the JPAs, to govern the potential expansion of the UGAs. The first step to this process,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

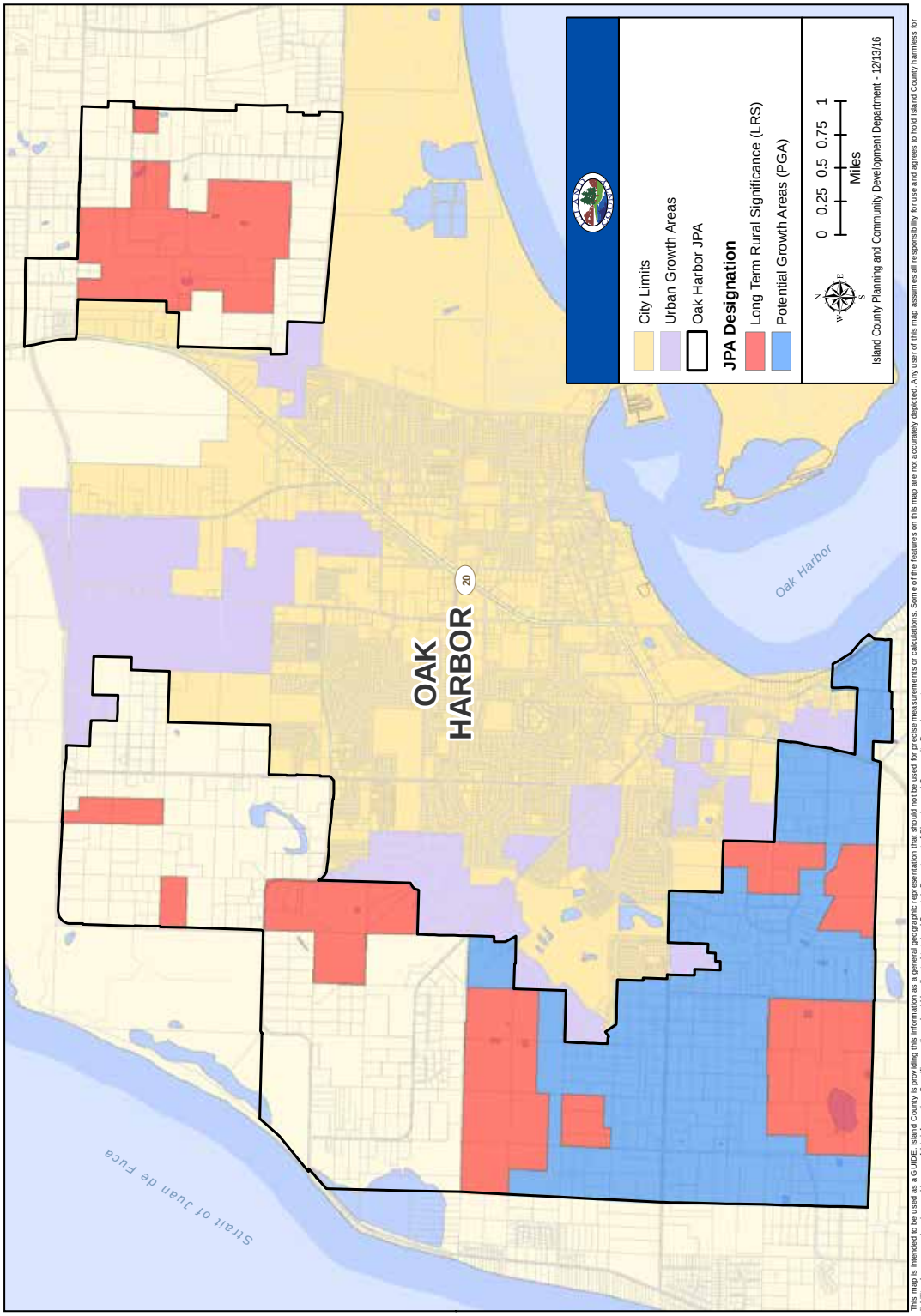
PGA and LRS designations will be implemented as overlays and will apply in addition to underlying zoning designations.

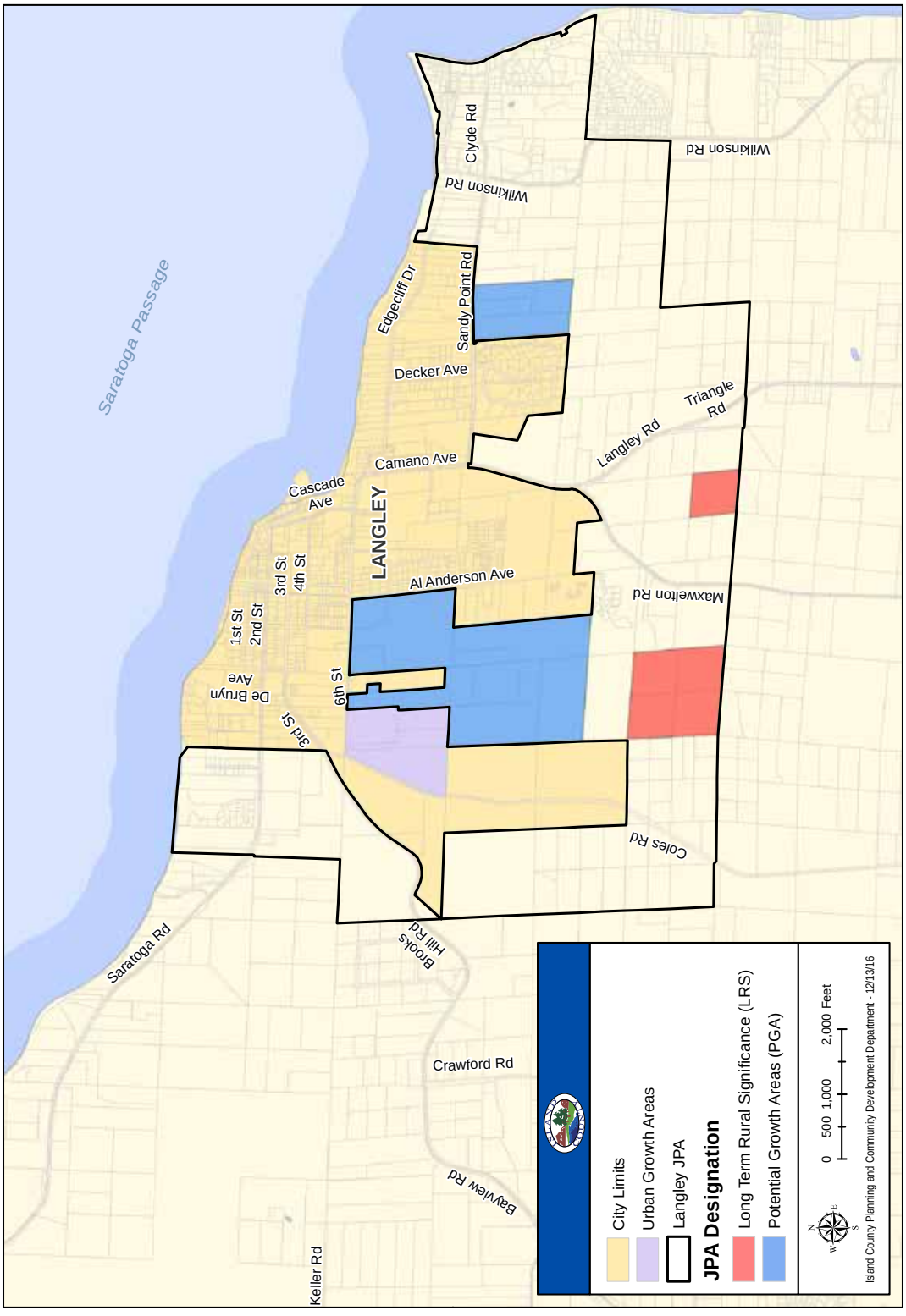
MAP 1J. Joint Planning Area Boundaries



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 1K. Oak Harbor Joint Planning Area Overlays





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

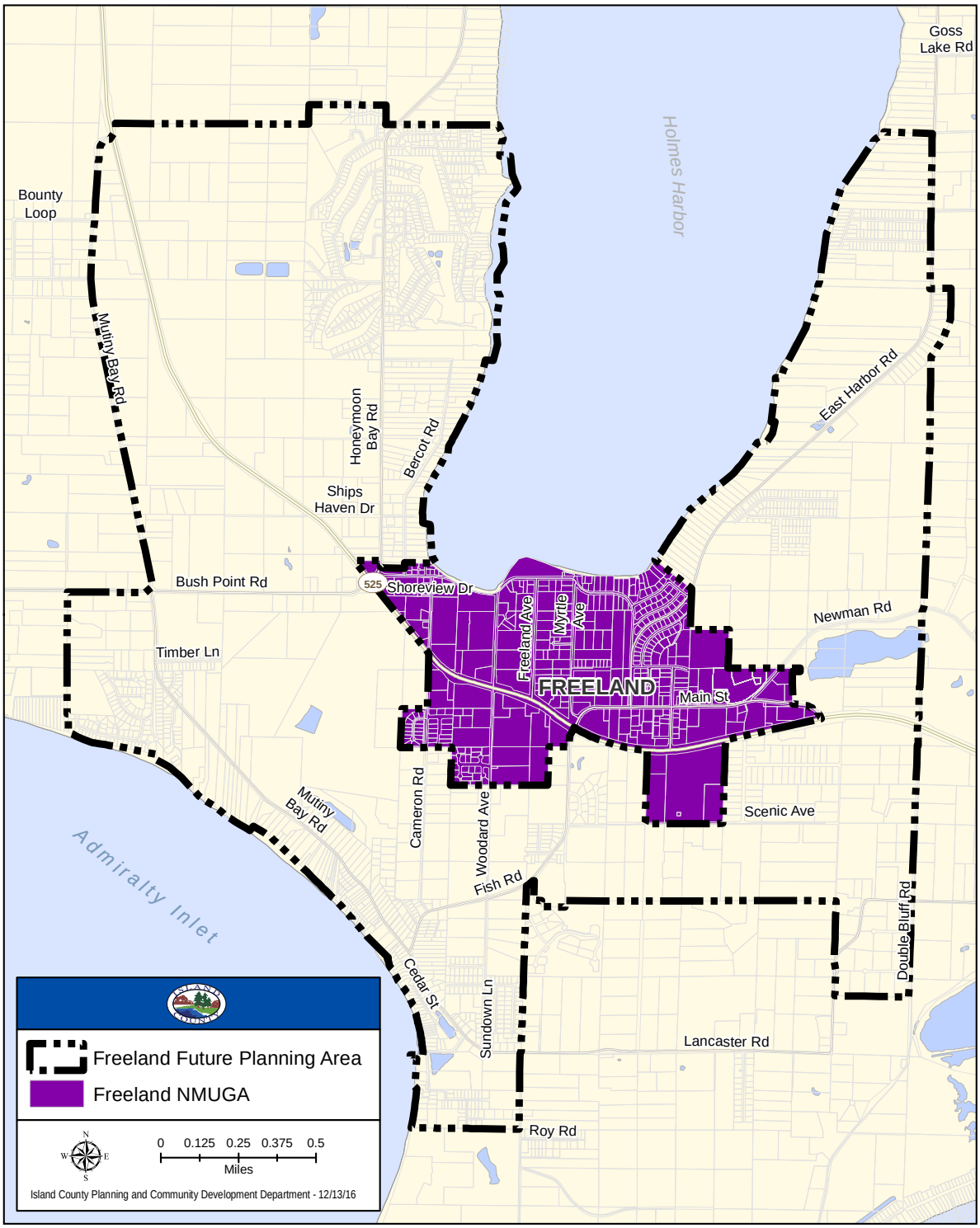
Urban Growth Areas shall be sized to include only the land necessary to accommodate twenty years of population and employment growth based on the methodology included in the CWPPs. This methodology includes a reasonable market factor.

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



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.

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

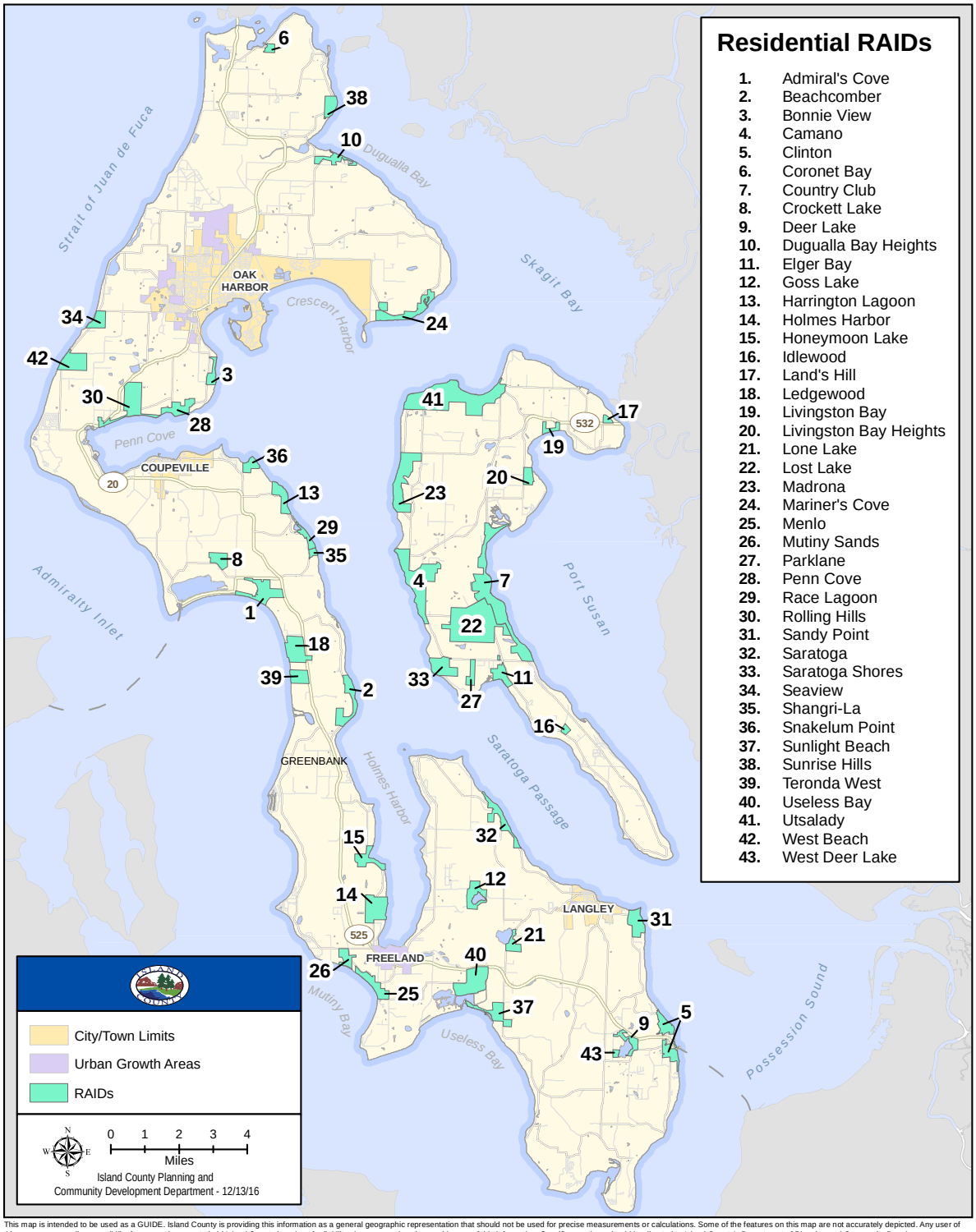
Rural lands are lands not included in Urban Growth Areas, or lands designated as agricultural, forest, or mineral resource lands. Rural development, forestry and agriculture are generally permitted in rural areas outside of UGAs. The GMA allows counties to use clustering, density transfer, design guidelines, 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

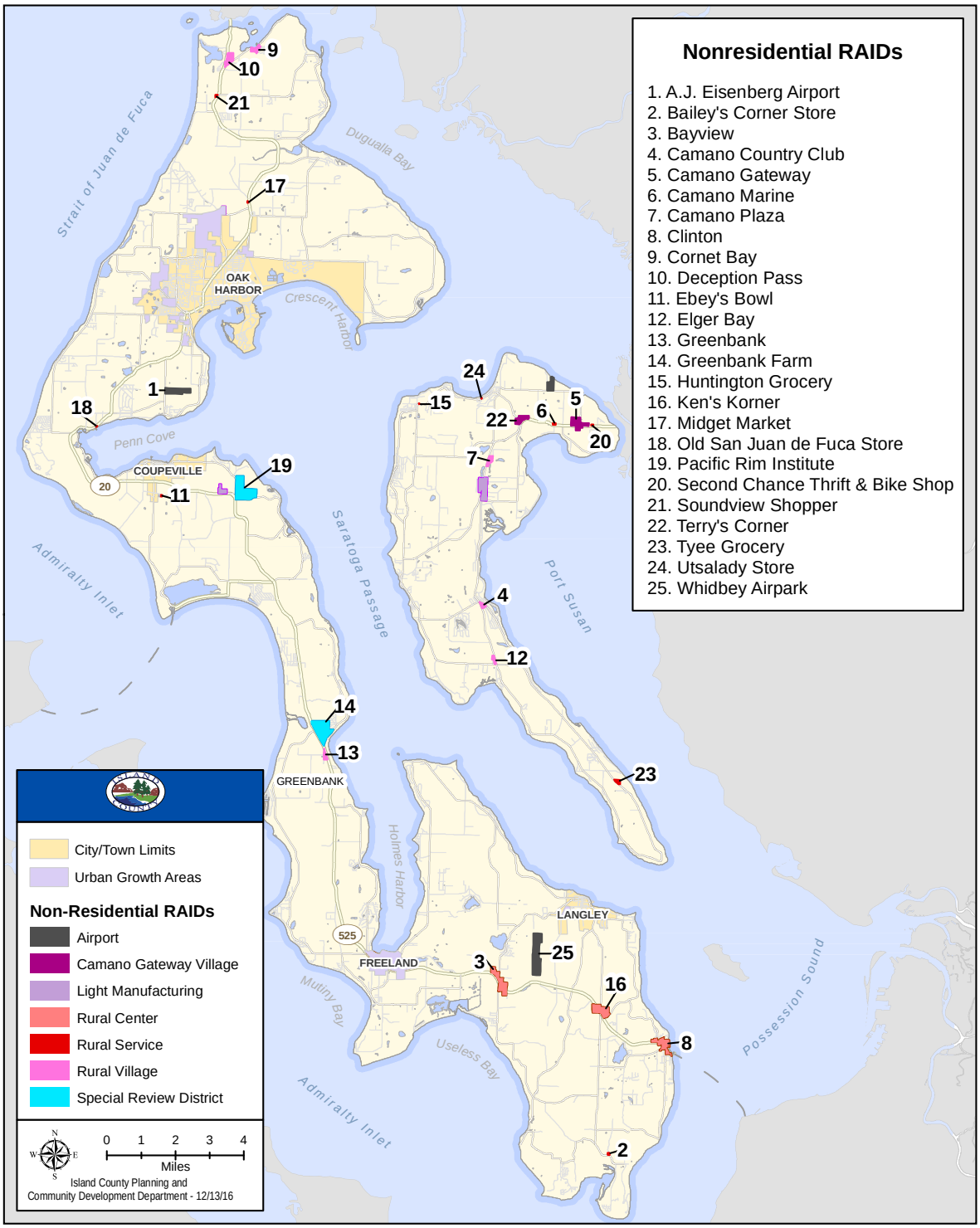
The resource lands of Island County are defined by the Commercial Agriculture land use designation and the Mineral Lands Overlay. Minerals include sand, gravel and valuable metallic substances. Island

MAP 1N. Island County Residential RAIDs



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 10. Nonresidential RAIDs



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.

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).

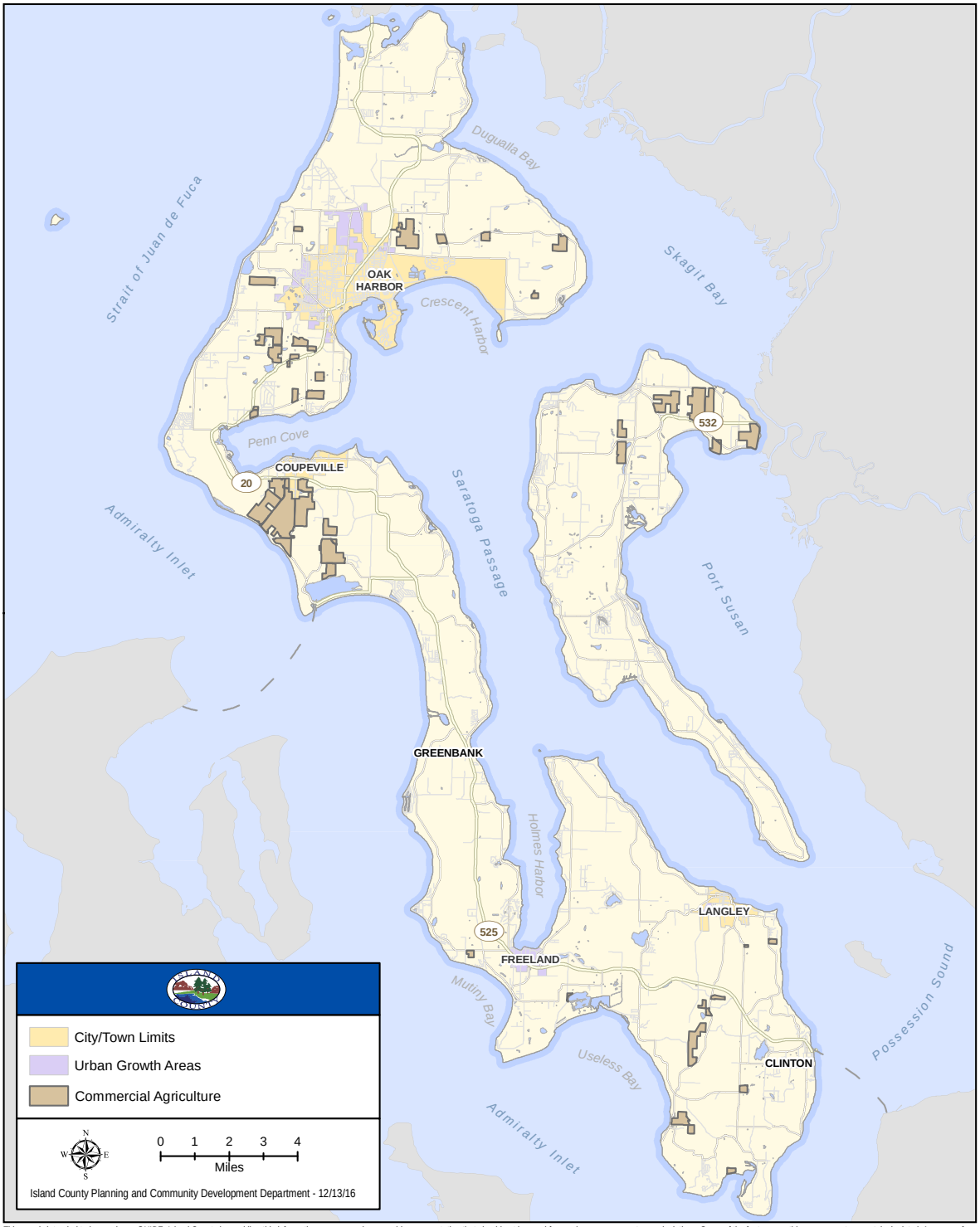
1.5.4 GENERAL LAND USE DESIGNATIONS & OVERLAYS

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.

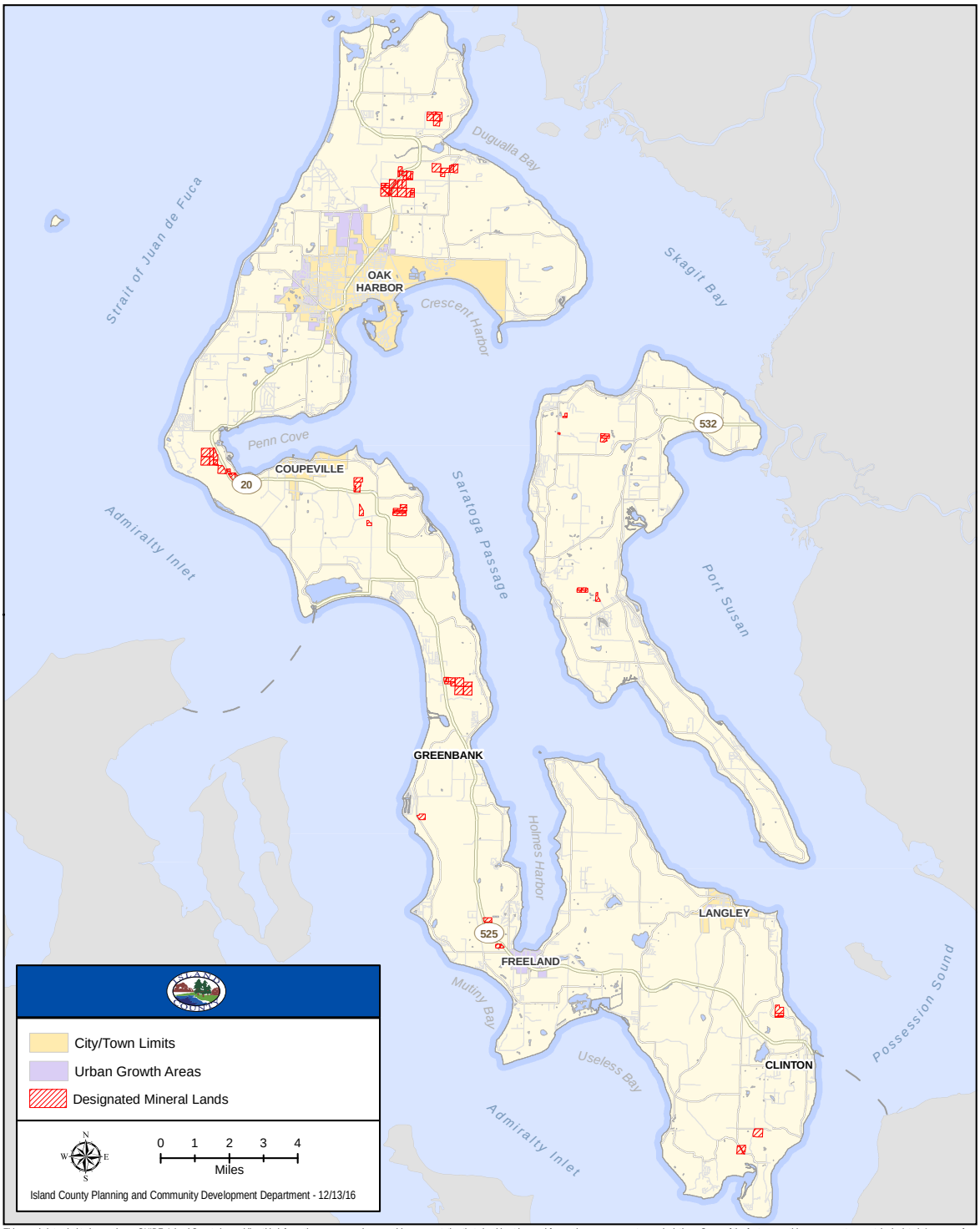
There are several classifications of airports and aviation facilities recognized by the Federal Aviation Administration (FAA). The ones currently sited in Island County include private, limited, commercial, and military. Private and limited facilities are generally intended for private use, while commercial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



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 1Q. Mineral Lands



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.

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.

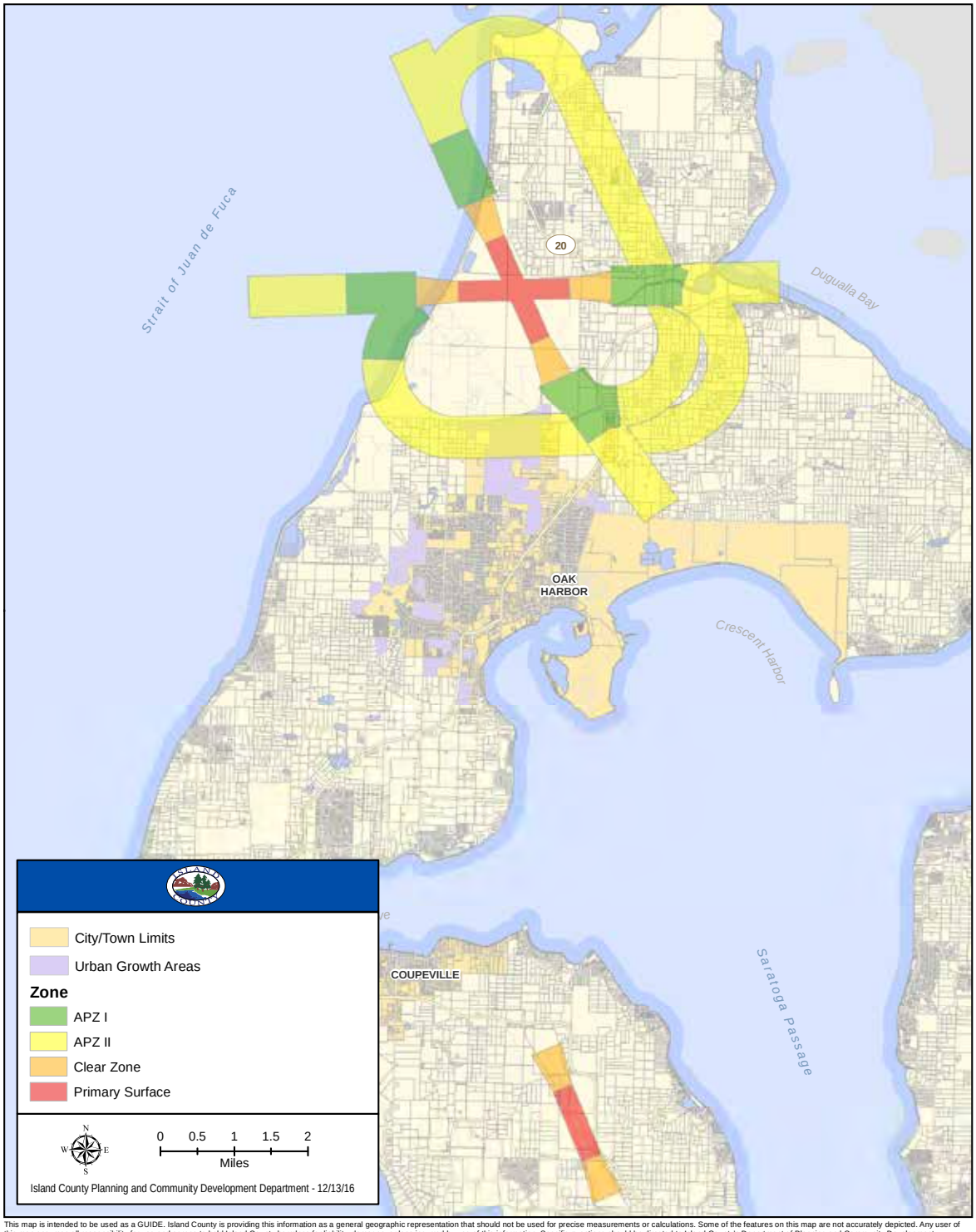
In 2011, an Air Installations Compatible Use Zones (AICUZ) Program was initiated. Under the program, a comprehensive study was prepared for military air installations to identify existing and compatible land use problem areas and to formulate courses of action to promote compatible development near the 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

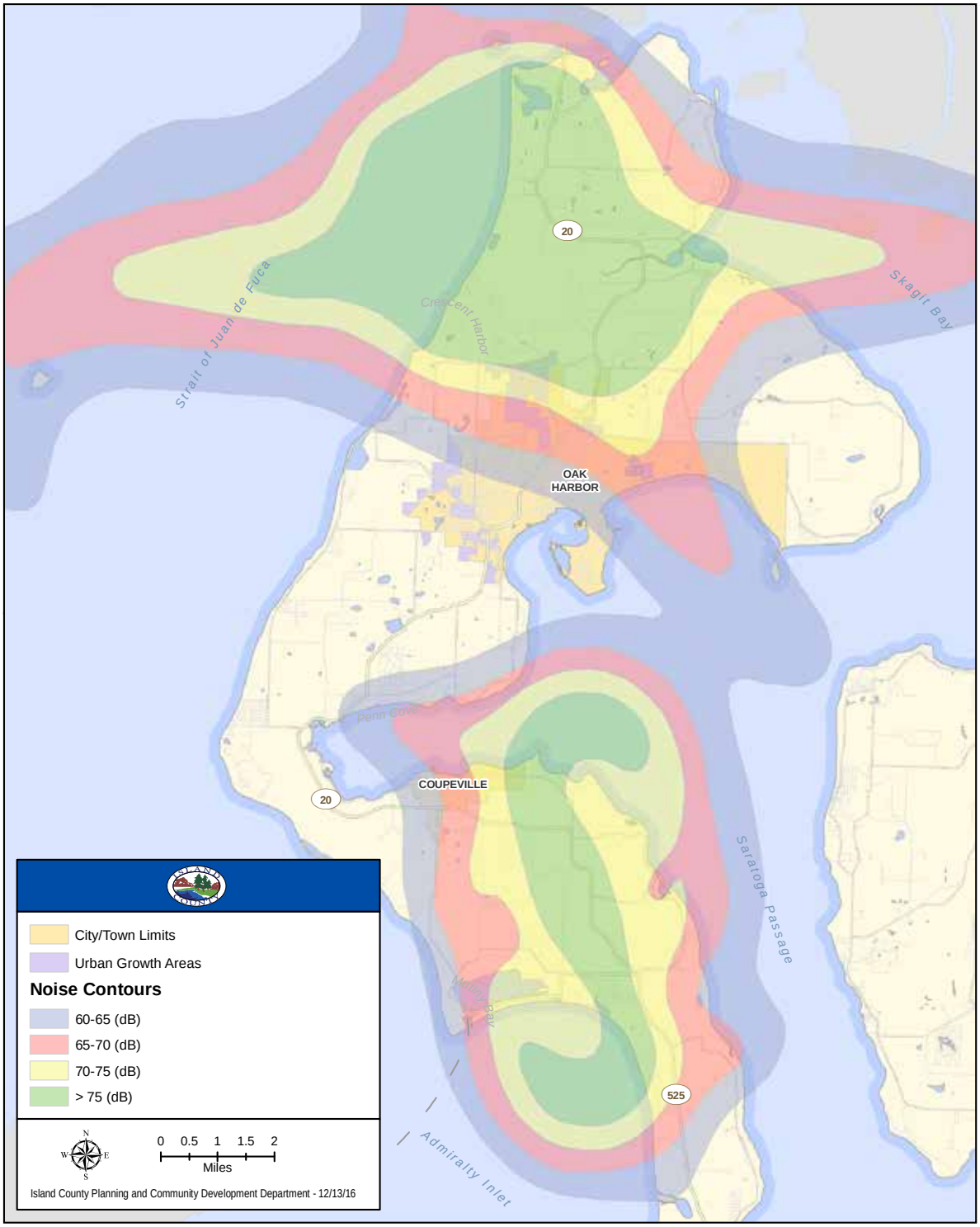
The Parks land use designation provides recreation opportunities and conserves critical areas and open spaces. Uses and activities allowed in the Parks designation are intended to provide services and recreation opportunities for local residents as well as visitors to the county while preserving, promoting 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



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 1S. Noise Contours



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.

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.

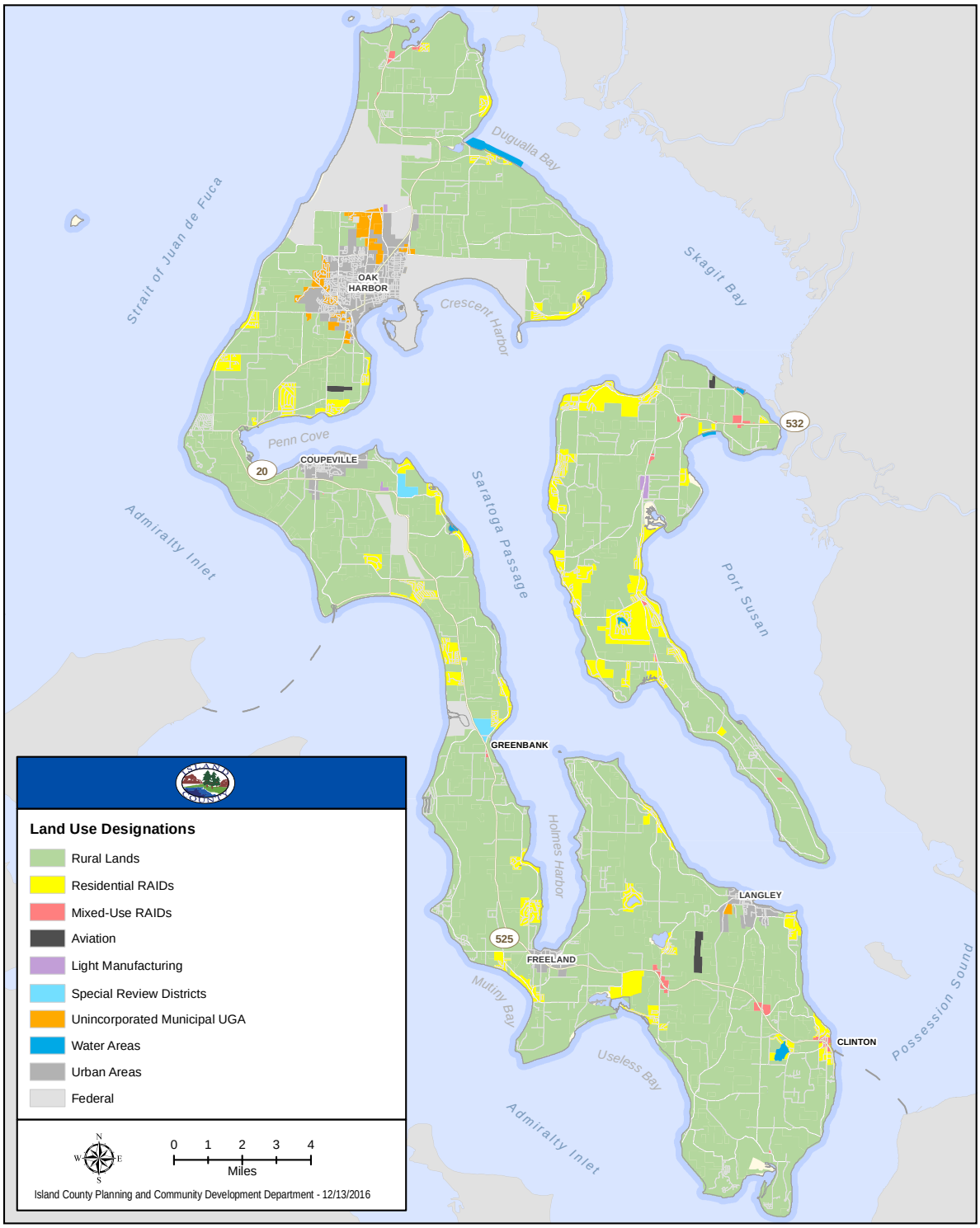
Table 1-12. Other Overlays

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

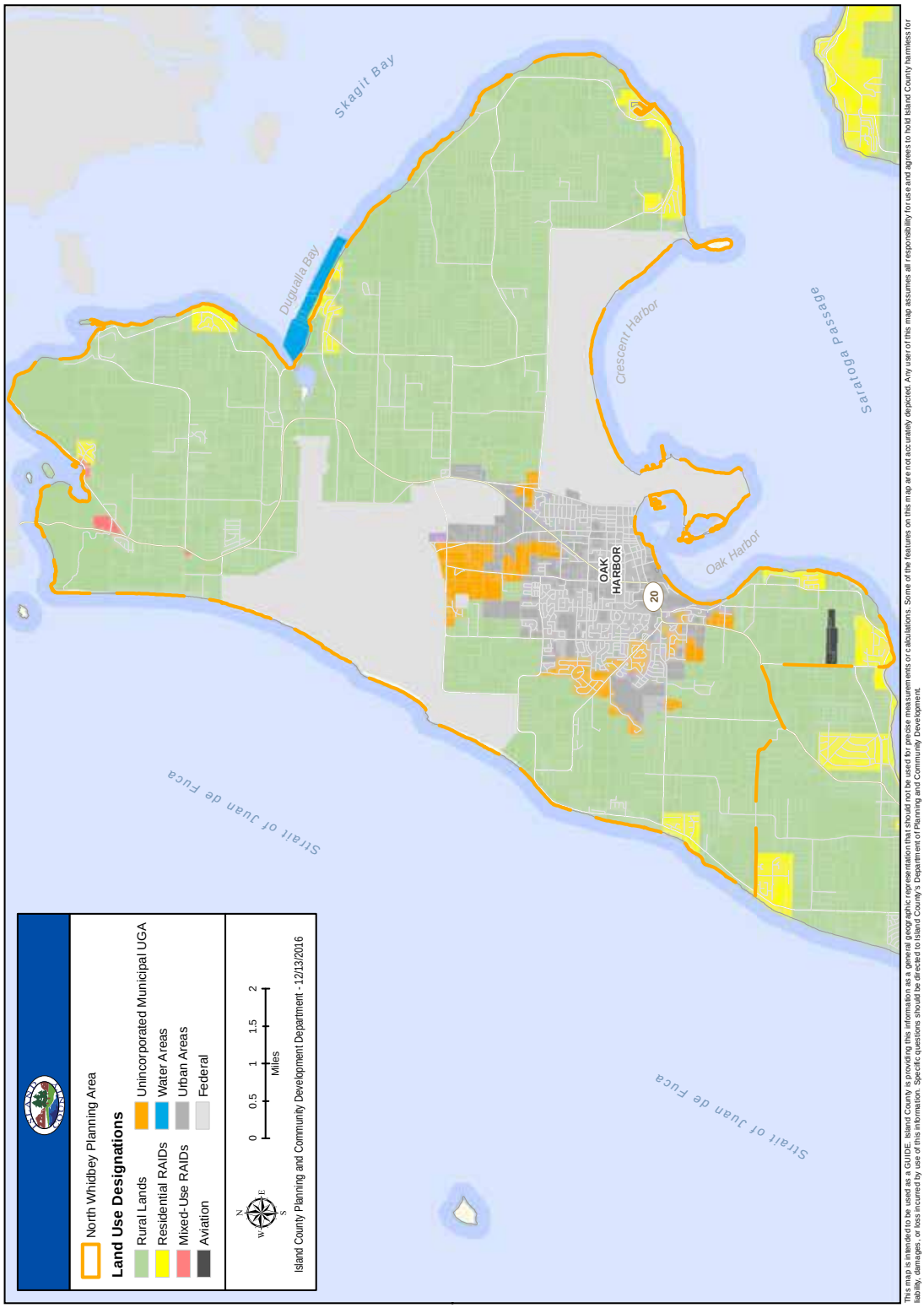
The following maps indicate the locations identified for each of the above Land Use Designations. 11x17 versions of these maps are available in Appendix E.

MAP 1T. Future Land Use Map

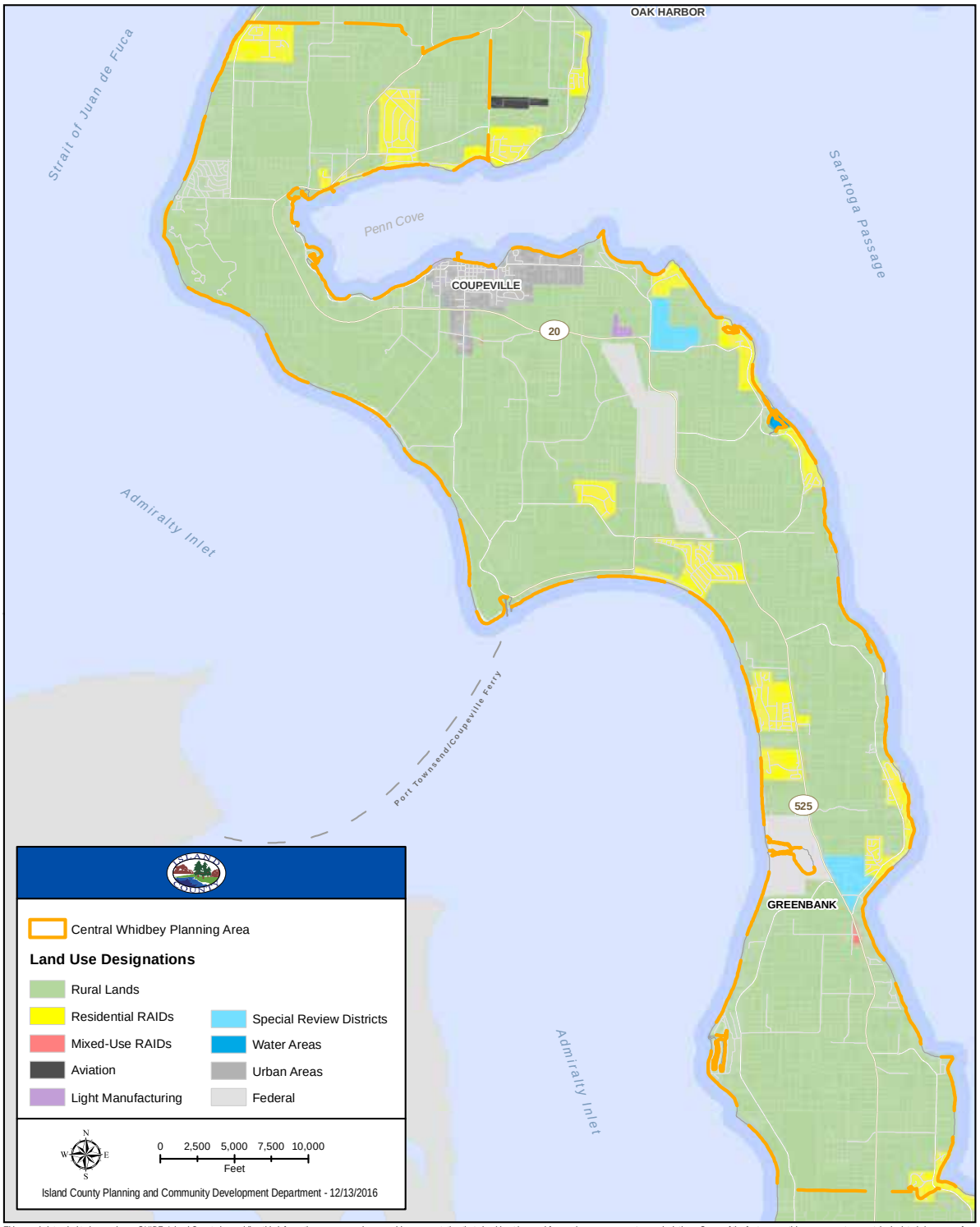


This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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 1U. Future Land Use Map - North Whidbey

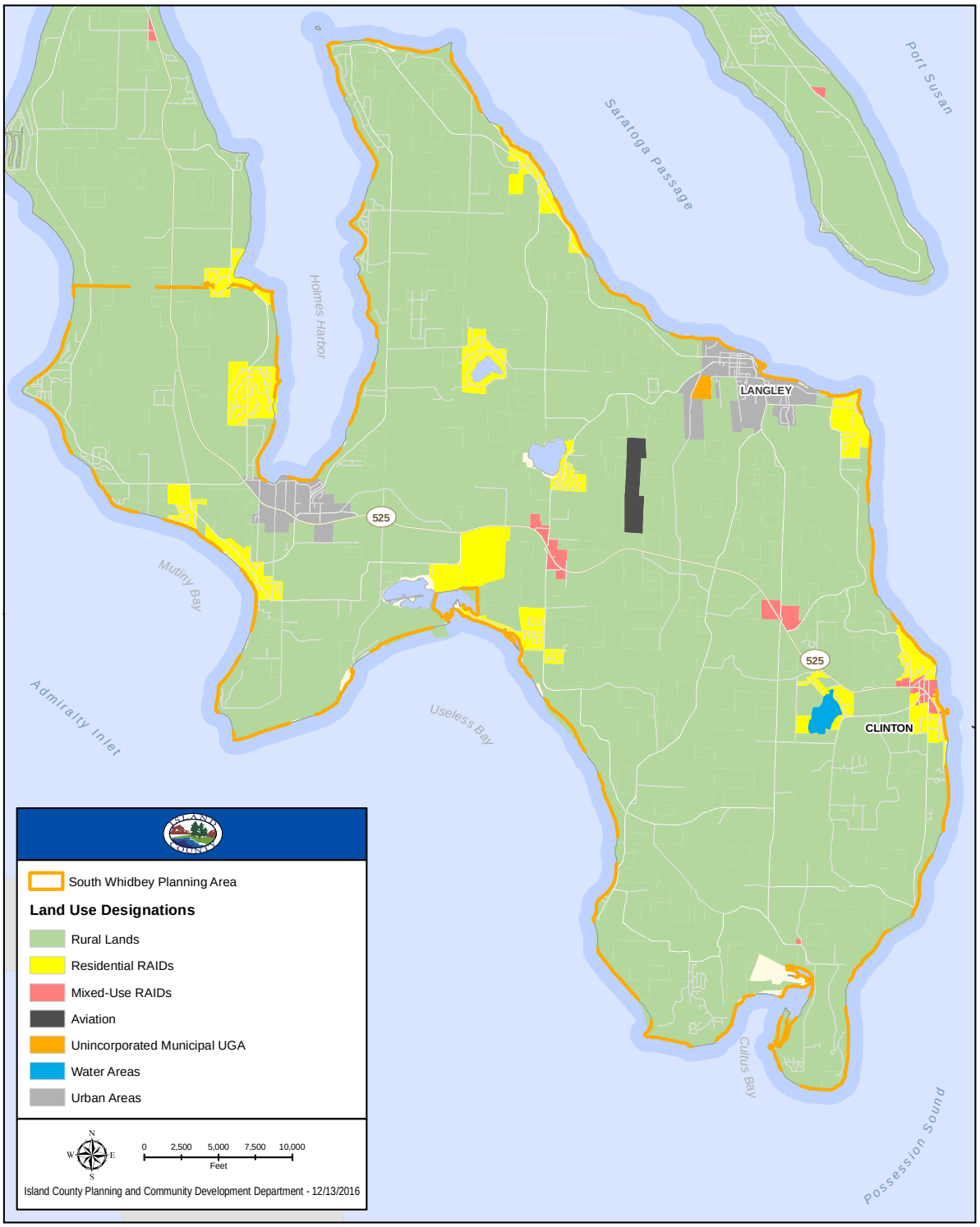


MAP 1V. Future Land Use Map - Central Whidbey



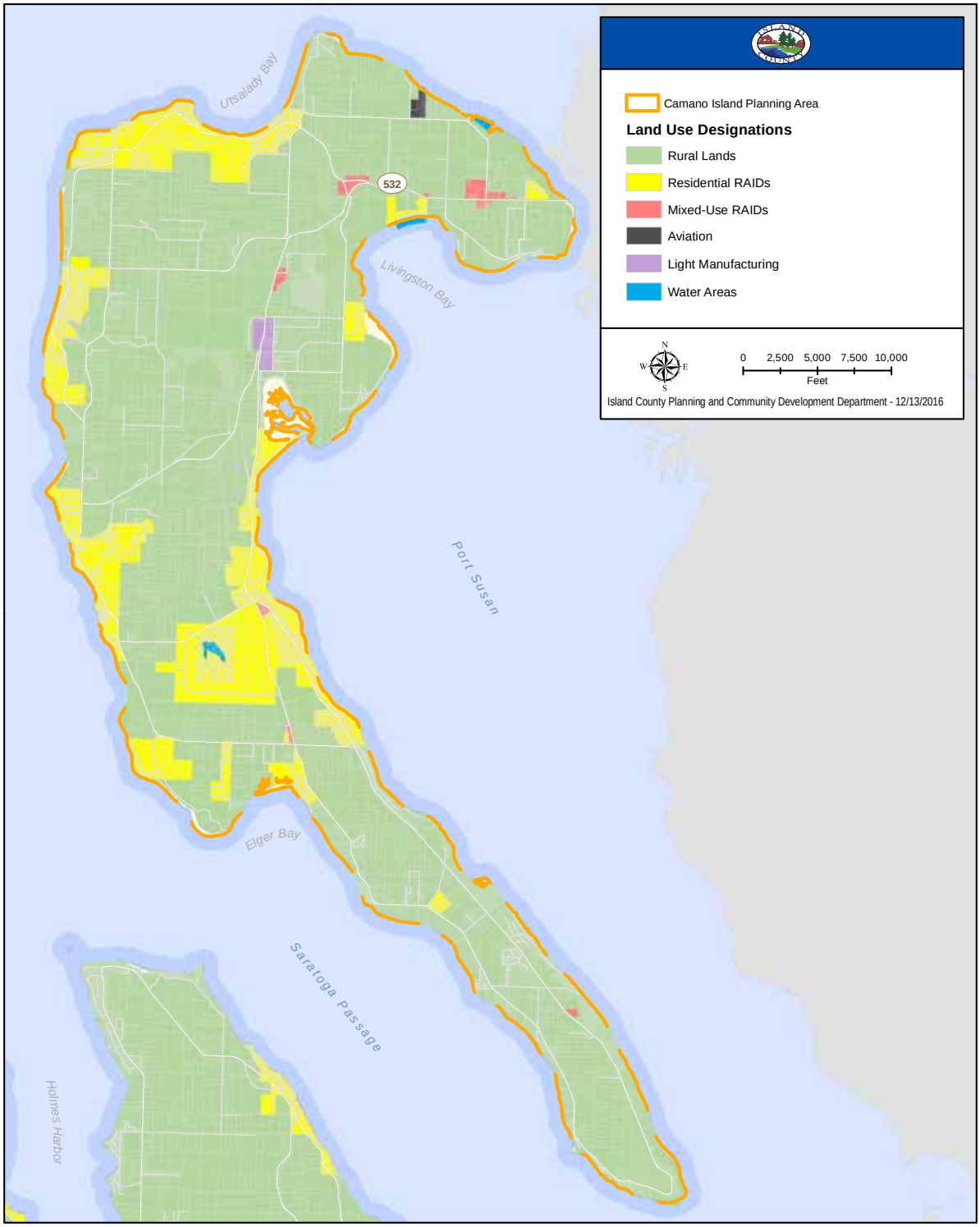
This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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 1W. Future Land Use Map - South Whidbey



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 1X. Future Land Use Map - Camano Island



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.

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.

1 Land Use

This page intentionally left blank for double-sided printing



Island County economic development strategies will encourage appropriate development, consistent with the County's rural character and protection of its environment

This page intentionally left blank for double-sided printing

TABLE OF CONTENTS

2.1 INTRODUCTION 1

2.2 BACKGROUND INFORMATION 2

2.2.1 Issues Affecting Existing Economic Activity 2

2.2.2 Issues Affecting New Economic Development 2

2.3 DIVERSIFIED ECONOMY 3

2.4 GOALS AND POLICIES 4

This page intentionally left blank for double-sided printing

2.1 INTRODUCTION

Since its earliest settlement, Island County has experienced slow but unmistakable development. The 21st century will see this trend continue. Since economic factors significantly affect Island County's quality of life, a critical issue is to establish an Island County economic development strategy that will encourage appropriate economic development, consistent with the County's rural character and protection of its environment. The need for long-term economic vitality mandates a vision for Island County communities: one that allows flexibility while encouraging development consistent with their history, assets, and long-term goals. This Element is intended to guide long-term improvements in the use of land, labor, and capital resources in Island County.

Adequate transportation, water, and sewer has been a limiting factor in the economic development of Island County for many years.

However, with proper planning and policies, Island County has qualities that can provide a strong economic future for its citizens. The county is remote enough from metropolitan areas to retain rural character, yet close enough to provide reasonable access to urban markets, business centers, and amenities. This strategic location, along with attributes of charm and quality of life, provides a setting for a diversified economy.

The scale, type, and intensity of economic development must be compatible with Island County's basic assets, as well as particular regional differences. Appropriate development for North, Central and South Whidbey, and Camano Island will vary widely. Close coordination is crucial between these regions and the Cities, the Port, Water, Fire, School, Park and Recreation Districts, Ebey's Landing National Historical Reserve, and the Public Transit Benefit Area. One of the issues that needs to be addressed is the definition of appropriate small scale and tourism uses that should be allowed to expand or locate in the rural area of Island County.

ECONOMIC DEVELOPMENT ELEMENT GOAL

1 **Encourage diverse economic development consistent with adopted comprehensive plans.**

2.2 BACKGROUND INFORMATION

2.2.1 ISSUES AFFECTING EXISTING ECONOMIC ACTIVITY

The development of Island County's economy is crucial in determining the nature and pattern of overall development. Currently, the County's economic base depends heavily on the Whidbey Naval Air Station and on commuter accessibility to mainland employment opportunities. Lack of a diversified economic structure makes the County dependent on a few employers. Reliance on off-island employment sources can add stress to the County's limited transportation accessibility to the mainland. The lack of strong, county-oriented economic centers has fostered a unique dispersal pattern of small commercial centers. Despite these challenges, Island County will continue to encourage compatible and complementary land uses, policies, and strategies to support existing economic drivers.

2.2.2 ISSUES AFFECTING NEW ECONOMIC DEVELOPMENT

If Island County truly is to diversify its economy, new business development is essential.

1. The County should strive to attract and site desirable business and commercial development that is best suited to the Islands' environment, given transportation, water and sewer limitations. In addition, the County should strive to attract and site business and commercial development that supports urban growth center development, provides living wage jobs, and provides locally needed goods and services. Examples include academic and research organizations, high tech companies, magazine or catalogue companies, light industries and financial service firms, as well as consultants, engineers, writers and artists operating by themselves or within small-to-medium-sized companies.
2. Changes in the workplace, such as advances in computer and telecommunications technology, will affect the County's economy. As telecommunications advances, it will be increasingly feasible to work from home for at least a portion of the workweek, and this will impact island life. The County should support changes that would make both islands more self sufficient and less subject to drastic change by outside economic interests.
3. As a haven for retirees, Island County should establish policies to promote suitable housing including retirement hotels, congregate care, nursing homes, and Planned Residential Developments consistent with senior citizen needs.
4. "Primary" businesses that inject new money into Island County's economy, while helping stabilize and enhance economic opportunity, potentially could add new supporting businesses/ job opportunities for low and moderate income families. Businesses that reduce commuting and make the Island economy less dependent on transportation should be encouraged. The County should promote activities that fit into the rural lifestyle, provide relatively high wages, and offer advancement and career opportunities.
5. Businesses and commercial developments designed to enhance and complement Island County's beauty, heritage, culture, and environment should be encouraged. Activities that help preserve existing scenic highway corridors and vistas, and encourage air and water conservation should be pursued.

2.3 DIVERSIFIED ECONOMY

Any vision for a diversified economy must include partnerships among numerous public and private organizations. For example, new technical business enterprises require a well educated and trained work force. All Island County public schools, as well as Skagit Valley Community College, Everett Community College, Western Washington University, WSU-Everett and private schools and colleges play a vital role in this process. Mutual support, cooperation and participation between schools and the County cannot be overemphasized. Unified planning between the County, schools, and economic development agencies will assure a well-trained, capable work force able to turn ideas into competitive products.

Besides training and education, a diversified economy requires affordable housing consistent with job locations and wages, particularly when the County tries to expand its job base so that residents are not required to commute off island for well paying jobs. Housing itself is only one link in providing viable, sustainable communities that can furnish transportation, public safety, public works and public services to employers and employees alike.

This vision for Island County's economic future has enormous significance for land use, zoning, regulations, policies, and procedures. Mechanisms for encouraging and assisting desired economic activity urgently need implementation. A vital, resourceful economy is the only sure way to provide services, opportunities, and benefits for ourselves and our future.

2.4 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**

Goal 1. **Encourage diverse economic development consistent with adopted comprehensive plans.**

ED 1.1. Strive to increase locally based non-military jobs from the current 50% of the County labor force to 60% of the labor force by the year 2020 (this would result in a 4,000 job increase above the 1996 level of locally based jobs).

ED 1.2. Encourage a diverse range of economic activities within appropriate areas of Island County.

ED 1.3. Acknowledge as a basis for planning that the goals of preserving rural lands and enhancing economic vitality are complementary and not mutually exclusive, as the County's rural character is a direct economic asset.

ED 1.4. Overall, economic development with regional orientation will be pursued in cooperation with local governments and the private sector, targeting specific projects aimed at diversifying and stabilizing the economy.

ED 1.5. Retain existing businesses in the region and minimize obstacles to their expansion, where appropriate.

ED 1.6. Reduce the inappropriate conversion of undeveloped land into sprawling, low density development.

ED 1.7. The development of "living wage" employment opportunities is actively encouraged to reduce off island commuting and provide career opportunities.

ED 1.8. Pursue the development of a diversified economy that attracts business activities that inject "new money" into the local economy (i.e. academic and research organizations, light industries, financial services, information processing, engineers, and home businesses) and includes appropriate service industries such as health care and professional services.

ED 1.9. Commercial development must be designed and located to provide goods and services in a convenient, safe, attractive and environmentally responsible manner.

ED 1.10. Regional shopping centers must locate within municipal UGAs.

ED 1.11. Marinas and water related commercial uses will develop in accordance with the SMP.

ED 1.12. Encourage and support public/farmers markets and small scale farming operations.

ED 1.13. Encourage and support efforts to enhance the profitability of agriculture and forestry operations with value added and specialty products and cooperative marketing programs.

ED 1.14. Encourage the development of appropriate support facilities and programs for the retirement industry.

ED 1.15. Encourage home occupations and home industries.

ED 1.16. Existing businesses that serve municipal UGAs will be encouraged to remain within these areas and expand as needed.

ED 1.17. Encompass isolated non residential uses.

ED 1.18. Island County's land use decisions will support the retention and future use of NAS Whidbey, including OLF Coupeville and the Seaplane Base for use by military aviation. In the event that any military facilities are removed, downsized or closed, the County will promote the future use of these facilities for aviation related activities. Should this not be economically viable, Island County will aggressively work to convert these capital assets into comparable economic benefits for the County and adjacent developed areas.

ED 1.19. Encourage agricultural and forestry land uses that help farmers and foresters stay on the land thus protecting the County's rural character, which in turn, attracts other economic activities.

This page intentionally left blank for double-sided printing



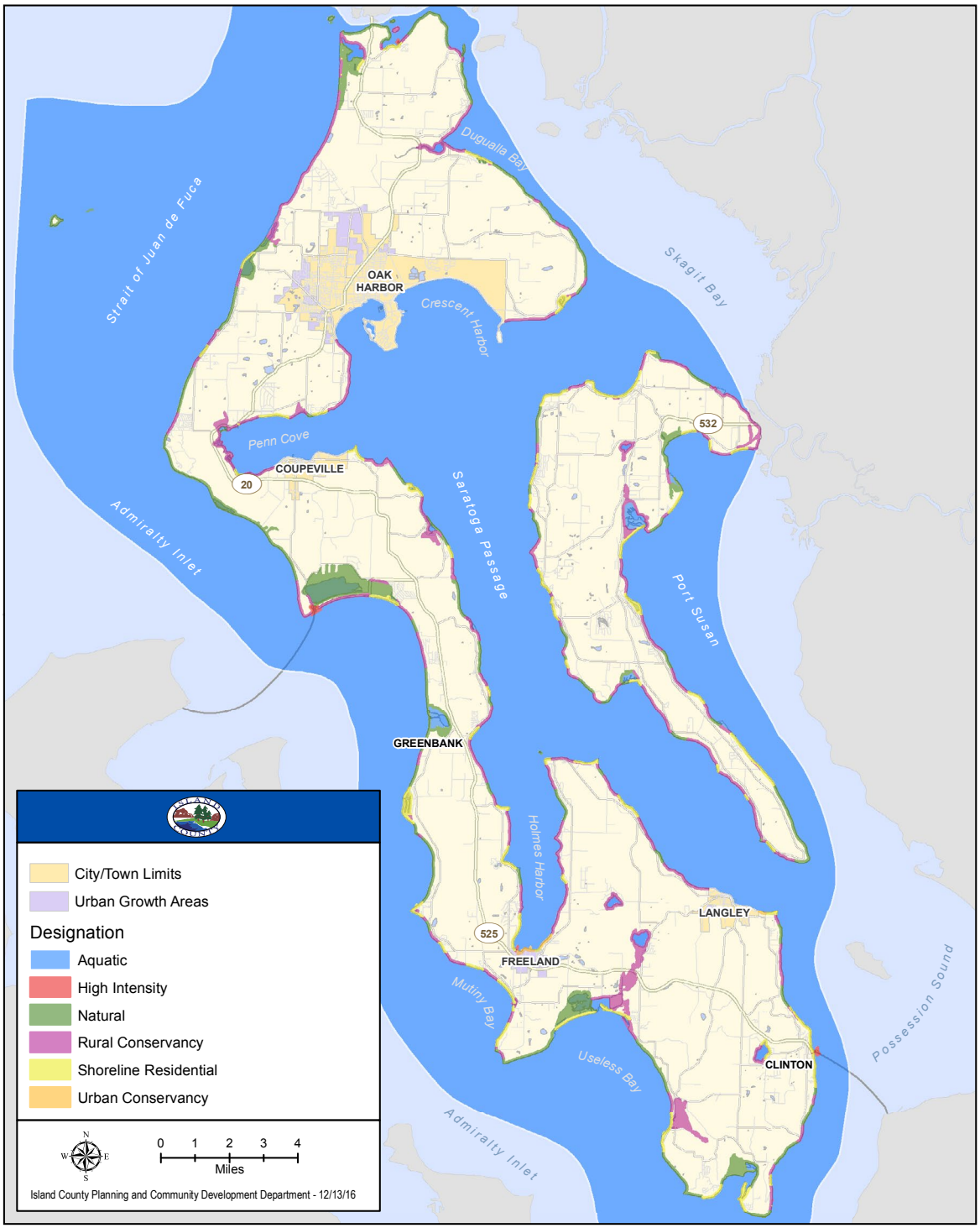
Photo by Matt Kukuk

Island County's Shoreline Master Program (SMP) carries out the policies of the SMA for the unique Puget Sound and lake shorelines across Whidbey, Camano, and other small islands.

The SMP provides policies, regulations, and permit procedures for shoreline development tailored to the unique geographic, economic, and environmental needs of Island County.

This page intentionally left blank for double-sided printing

MAP 3A. Shoreline Environmental Designations



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.

This page intentionally left blank for double-sided printing

Island County

Shoreline Master Program

Goals and Policies

TABLE OF CONTENTS

	Page
Chapter I: Introduction	1
Purpose	1
Chapter II: Shoreline Goals and Policies	2
A. Economic Development Element	2
B. Recreation and Public Access Element	3
C. Transportation Element	5
D. Shoreline Use Element	6
E. Historic and Cultural Element	7
F. Conservation Element	7
G. Restoration Element	9
Chapter III. Shoreline Environment Designations	10
Natural	10
A. Purpose	10
B. Criteria for Designation	10
C. Management Policies	11
Urban Conservancy	12
A. Purpose	12
B. Criteria for Designation	12
C. Management Policies	12
Rural Conservancy	13
A. Purpose	13
B. Criteria for Designation	13
C. Management Policies	14
High Intensity	14
A. Purpose	14
B. Criteria for Designation	14
C. Management Policies	14
Shoreline Residential	15
A. Purpose	15
B. Criteria for Designation	15
C. Management Policies	15
Aquatic	16
A. Purpose	16
B. Criteria for Designation	16
C. Management Policies	16
Chapter IV: Shorelines of Statewide Significance	18
Principles and Development Guidelines	18
Chapter V: Shoreline General Policies	20
A. Archeological, Historic and Cultural Resources	20
B. Environmental Protection and Critical Areas	21
C. Flood Hazard Reduction	22
D. Public Access	22

E. Shoreline Vegetation Conservation 24
F. Water Quality and Quantity 25
Chapter VI: Policies for Shoreline Uses 26
A. Agriculture 26
B. Aquaculture 27
C. Beach Access 27
D. Boating Facilities 28
E. Commercial 29
F. Forest Practices 30
G. Industry 31
H. Recreation 32
I. Residential 33
J. Signs 34
K. Transportation 35
L. Utilities 36
Chapter VII: Policies for Shoreline Modifications 37
A. Shoreline Stabilization 37
B. Moorage Facilities 39
C. Landfill and Excavation 40
D. Dredging 41
E. Breakwaters, Jetties and Groins 42
F. Ecological Restoration 42

Chapter I: Introduction

Purpose

This Shoreline Master Program (SMP) provides goals and policies which apply to all shorelines of the state and freshwater lakes 20 acres or larger, associated wetlands and the area 200 feet landward from the ordinary high water mark, as well as seaward of that line to the limits of County jurisdiction, generally the centerlines of the Port Susan, Skagit Bay, Admiralty Inlet and Puget Sound. It is the intent of this SMP to protect the public interest in the waters of the state. The County recognizes that the waters of the state belong to the public, and that the County government is to act as the trustee of those waters, as recognized in the Public Trust Doctrine and required by state law under the Shoreline Management Act (SMA). In accordance with the SMA, the Island County SMP is intended to manage the use and development of the shorelines of Island County by giving preference to water-dependent and water-related uses, by providing public access to the shorelines, and by regulating shoreline development and activities to occur in a manner that does not result in a loss of ecological functions and processes.

The Shoreline Master Program goals and policy statements, along with the shoreline land use map, are the foundation for specific guidelines concerning how to regulate and manage activities occurring within the County's shoreline jurisdiction. These goals and policies reflect the aspirations and concerns that Island County citizens and stakeholders expressed about the County's shorelines in the 2001 version, as well as during a series of community meetings held in 2011 and 2012.

Chapter II: Shoreline Goals and Policies

This chapter provides goals and policies relating to seven elements for protecting and managing Island County's shorelines and implementing the Shoreline Master Program. The goals and objectives are organized into elements consistent with State guidelines (WAC 173-26) that cover broad aspects of shoreline management.

A. Economic Development Element

The Economic Development Element addresses goals and policies for industries, transportation, port, and tourist facilities that are particularly dependent on a waterfront location.

This element considers relationships between activities, structures, and modifications required for economic development, and other policies of Island County and the Shoreline Management Act (SMA). For the purposes of shoreline management, economic development means human use of the shoreline area to produce goods and services. Thus, boat manufacturing, fishing and transportation facilities are all examples of economic development. These policies also recognize that areas already developed with commercial uses are concentrated in the three incorporated areas of the County, and that the SMPs for those jurisdictions should provide for most of the expected growth in economic development along the shorelines, with the exception of the shellfish industry which requires clean water and other conditions that are generally not present in incorporated areas of the county.

When new economic development is proposed, questions of location, design and operation must be dealt with by the developer and regulatory agencies. Physical effects of the new development upon other activities and resources must also be taken into consideration. Public decision makers must recognize that shoreline space and resources are limited even on an island, and that their innate qualities and potential uses can vary greatly depending on the location. Some types of shorelines are abundant, others are uncommon or unique.

GOAL: Allow economic development, including residential development, along shorelines that will be an asset to the local economy without degrading the shoreline environment. New businesses shall be located and designed to ensure compatibility among uses and enhancement of the quality of life for residents of Island County.

Policies:

1. Economic development should be conducted in a manner that minimizes adverse impacts and results in no net loss of shoreline ecological functions.

2. Encourage new economic development to locate in areas that are already developed with similar uses.

3. Encourage new water-dependent, water-related, and water-enjoyment economic development in appropriate but limited shoreline areas in the unincorporated county that are compatible with adjacent uses.

4. Promote actions ensuring a safe, clean and attractive community.

5. Work with Port Districts and the Economic Development Council to promote the development of commercial and industrial activities that do not require substantial increases in public expenditures for public services.

6. Provide for a healthy and productive shellfish industry that is compatible with ecological protection of the shoreline.

7. Economic development on the shoreline should facilitate public access and recognize that the natural beauty and ecology of the shoreline is an economic asset.

B. Recreation and Public Access Element

Island County contains over 200 miles of freshwater and saltwater shorelines. The greatest portion of these shorelines is privately owned, which limits access to the general public. This element is concerned with existing and future additional public recreational opportunities and public access to shorelines, including but not limited to publicly owned parks, tidelands, beaches, recreational areas, and visual access to public waters.

Public access to shorelines is essential to most Island County residents and is an important economic driver for Island County, especially in terms of tourism. In planning for additional recreation areas and facilities within shoreline areas, Island County updated its Parks and Recreation Plan in December 2011. The Plan was adopted as an element of the Island County Comprehensive Plan and provides an analysis of the County's anticipated recreation needs and projects to meet a growing populace over the next 20 years.

GOAL: Increase and enhance a variety of safe and well-maintained recreation opportunities and public access to publicly owned shorelines and tidelands of Island County consistent with the natural shoreline character, public safety, individual privacy, and property rights.

Policies:

1. Public access and recreation on public lands is a preferred use of shorelines of the state. Recreational uses and developments that facilitate the public's ability to reach, touch, and enjoy the water's edge, to travel on the waters of the state, and to view the water and the shoreline are preferred.

2. Recreation facilities should be dispersed along the shoreline in a manner that supports frequent recreational access and aesthetic enjoyment of the shoreline for a substantial number of people.

3. Establish workable policies and procedures for identifying, cataloguing, mapping, signing, managing, and recovering public access and tidelands where public access to the shoreline may have been lost or impeded by encroachment or other actions by adjacent or nearby property owners.

4. Protect and maintain existing recreational uses and public access points, and make improvements as needed to ensure safe and convenient access that is compatible with adjacent uses and protective of shoreline ecological functions.

5. Recreational development and public access should be located, designed, and operated to ensure no net loss of ecological functions, protect public health and safety, and minimize adverse impacts on other shoreline uses.

6. Provide a balanced choice of passive and active recreational opportunities countywide, while recognizing that shorelines should be used primarily for water-oriented recreation.

7. Respect and protect private rights in shoreline property when considering recreational uses and public access development.

8. Encourage the development of public access to all publicly owned shorelines, where appropriate.

9. Require commercial, industrial, and multifamily residential waterfront development, and residential subdivisions to provide a means for safe visual and pedestrian access to shorelines, where feasible.

10. Acquire suitable upland shoreline properties to provide public access to publicly owned shorelands and tidelands in areas where existing access is inadequate and before other development makes such action impossible.

11. Encourage linkage of shoreline parks, recreation areas and public access points with linear systems, such as hiking trails, bicycle routes, easements and scenic drives.

12. Artificial marine life habitats (i.e., dive parks) should be constructed in areas of low habitat diversity and in consultation with the Washington State Department of Fish and Wildlife and Department of Natural Resources.

13. Encourage innovative and cooperative approaches among public agencies and private parties such as the Island County Public Benefit Rating System and Conservation Futures Fund program, to provide shoreline recreation opportunities and public access.

14. Trails and pathways on steep shoreline bluffs should be located, designed, and maintained to protect bank stability without the need for shoreline armoring.

15. Protect public visual access to the shorelines and encourage the establishment of new scenic view points.

C. Transportation Element

This element deals with those structures and activities connected with the movement of people, goods, and services, and with their relationship to the shorelines. Along with roads, highways and ferry terminals, this element considers pedestrian, equestrian, and bicycle paths. Transportation activities include buses, auto trips, truck transport, foot and bicycle traffic, land-sea cargo handling and others. The goal and policies will serve as the guiding tools for design and construction of efficient transportation systems within the shorelines of Island County.

GOAL: Where transportation facilities must be located within shoreline jurisdiction, develop systems to assure safe, efficient movement of goods and people while minimizing disruptions to the shoreline environment and potential conflicts between different users.

Policies:

1. Transportation facilities should generally be located outside the shoreline, unless necessary to serve shoreline uses or to provide access between islands and the mainland.

2. Locate, develop, manage, and maintain transportation systems in a manner that protects shoreline ecological functions and processes by minimizing and mitigating unavoidable impacts.

3. Provide water facing signage informing boaters of the availability of publicly owned haul-outs.

4. Provide safe pedestrian and bicycle facilities in public shoreline areas.

5. Encourage provision of public transit to major shoreline public access areas, especially those where existing parking is limited.

6. Provide for road access to shorelines that is aesthetically compatible and non-disruptive to natural shorelines.

7. Encourage joint-use of transportation and utility corridors.

8. Evaluate the feasibility of a small scale passenger ferry service between Whidbey and Camano Islands as a potential water-dependent use.

D. Shoreline Use Element

This element considers the pattern of distribution and location requirements of land uses on shorelines and adjacent areas, including but not limited to housing, commerce, industry, transportation, public facilities, utilities, agriculture, education and natural resources. Also to be considered is the pattern, distribution and location requirements of water uses including, but not limited to, aquaculture, recreation and transportation.

GOAL: Provide functional and attractive shoreline uses that are appropriate in scale, configuration, and location, and are sensitive to and do not degrade habitat and shoreline ecological processes.

Policies:

1. Give preference to water-dependent uses and single family residential uses that are consistent with the preservation of shoreline ecological functions and processes. Give secondary preference to water-related and water-enjoyment uses. Allow non-water-oriented uses only when substantial public benefit is provided with respect to the goals of the SMA for public access and ecological restoration.

2. Ensure that all potential shoreline uses and development are located and designed to avoid a net loss of shoreline ecological functions.

3. Encourage clustering of compatible uses for shoreline development as a means of minimizing disturbance of natural shoreline areas.

4. Evaluate the potential for saltwater intrusion into water supply wells when permitting development proposals or shoreline activities.

5. Utilize Department of Ecology methodology to determine the accuracy of the ordinary high water mark when evaluating future development proposals or shoreline activities.

6. Sea level rise and increased frequency and magnitude of extreme storm events as a result of climate change should be taken into account when considering and evaluating shoreline uses.

7. Land uses allowed on upland areas adjacent to the shorelines should be compatible with shoreline uses and should avoid impacting shoreline resources.

8. Encourage shoreline uses and development that enhance and increase public access to the shoreline.

9. Explore potential opportunities for private-public partnerships to locate an appropriate small ferry boat landing site on Camano Island to promote inter-island transit.

E. Historic and Cultural Element

This element considers shoreline areas that contain archaeological and historical resources. It is the intent of this element to establish policies that will aid in the protection and restoration of buildings, archaeological sites and areas having historic, cultural, educational, or scientific value.

Island County has established one of the largest Historical Preservation Districts (Ebey's Landing) in the Puget Sound Basin and Pacific Northwest. Additionally, Island County has a large number of prehistoric cultural resources which occur on a variety of public and private lands. To date, only a small portion of these resources have been investigated and catalogued. The current archaeological site inventory for the County includes a number of different sites, of which the five major types are shell middens, lithic sites, earthworks, rock cairns, and burial grounds. While shell middens and burial grounds are strongly associated with shorelines, the other types may also be found within the shorelines of the County.

GOAL: Protect, preserve, and restore historical, cultural, educational, and scientific sites within the shorelines of Island County.

Policies:

1. Recognize the probability that shoreline development may encounter archeological, historic or cultural resources, and establish procedures for protecting and preserving them.

2. Collaborate with affected Tribes, state, federal and local governments to protect Native American artifacts and sites of significance, and other archaeological and cultural resources, in accordance with all state and federal regulations.

3. Encourage revisions to and updating of local administrative codes that protect and restore historical, cultural, educational and scientific sites.

4. Encourage the preservation of sites for scientific study and public observation.

5. Island County Marine Stewardship Areas should be the focus of additional educational efforts to encourage greater appreciation and stewardship of marine resources.

F. Conservation Element

This element deals with the preservation of the natural shoreline functions and resources considering such characteristics as scenic vistas, parkways, estuarine areas for fish and wildlife protection, beaches and other valuable natural or aesthetic features. It also considers the protection of human health and property from geological and flood hazards. This element recognizes that all waters of Puget Sound contain at least one, and often several of the elements that constitute critical saltwater habitat, thus planning for protection of these areas must be integrated into the environment designations.

GOAL: Ensure preservation and continued utilization of Island County's unique, fragile, and scenic shoreline areas and preserve their ecological features and functions.

Policies:

1. Provide for conservation controls and mitigation standards which will ensure new shoreline developments prevent a net loss of shoreline ecological functions and enhance the quality of natural resources on shorelines for the enjoyment and utilization of future generations of users.

2. Provide for the protection of endangered species and habitat areas essential for persistence of shoreline oriented species and preserve shoreline areas having unique natural resource systems valuable for scientific research or education.

3. Protect critical areas including wetlands, fish and wildlife habitat conservation areas, geologically hazardous areas, frequently flooded areas, and areas with a critical recharging effect on aquifers, consistent with the policies and regulations in Chapter 17.02A ICC for wetland protection, Chapter 11.02 ICC for geologically hazardous areas, Chapter 14.02 for frequently flooded areas. For fish and wildlife habitat conservation areas, protection under Chapter 17.02 ICC should be expanded to include critical saltwater and freshwater habitats as defined in WAC 173-26-221(2)(a)(iii) and (iv), and integrate these protections into the SMP through appropriate environment designations, use restrictions, and development standards.

4. Minimum buffers and setbacks should be established for each environment designation that protect against a net loss of ecological functions, recognizing both the types of habitat present and the degree of existing development.

5. Increase understanding of shoreline processes and incentives for good stewardship.

6. Encourage preservation of scenic and aesthetic qualities of shorelines and vistas.

7. Prioritize protection and conservation of shoreline areas that are ecologically intact and minimally developed or degraded.

8. Safeguard the waters, marine life, plant life and surrounding shores and beaches of the Island County Marine Stewardship Areas.

9. Work with the Washington State Department of Natural Resources to support the goals and objectives for protecting the Smith and Minor Islands Aquatic Reserve.

10. Island County shall establish a program to monitor the effects of ongoing climate change on the marine environment by annually measuring sea level and marine water pH at a minimum of five established sites spread throughout Island County.

G. Restoration Element

This element provides for the restoration and enhancement of ecologically impaired areas in a manner that achieves a net gain in shoreline ecological functions and processes above the baseline conditions.

GOAL: Re-establish, rehabilitate, and otherwise improve impaired shoreline ecological functions and processes through voluntary and incentive-based public and private programs and actions that are consistent with the Island County restoration plan and other approved restoration plans.

Policies:

1. Improve shoreline functions, processes, and values over time through regulatory, voluntary and incentive-based public and private programs and actions that are consistent with the Shoreline Master Program Restoration Plan and other agency adopted restoration plans.

2. Encourage cooperative restoration programs between local, state, and federal public agencies, tribes, non-profit organizations, and landowners.

3. Target restoration and enhancement towards improving Washington Department of Fish and Wildlife priority habitat or locally important wildlife species.

4. Ecological restoration activities are encouraged in all shoreline environments and are considered to be consistent with all uses including residential, commercial, and industrial, provided they are designed appropriately.

5. Restoration actions should restore shoreline ecological functions and processes as well as shoreline features and should be targeted toward meeting the needs of endangered, threatened, and regionally important plant, fish, and wildlife species and habitats.

6. Restoration should be integrated with and should support other natural resource management efforts in Island County and in the Puget Sound region.

7. When prioritizing restoration actions, the County should give highest priority to measures that have the greatest chance of reestablishing ecosystem processes and creating self-sustaining habitats.

Chapter III. Shoreline Environment Designations

In order to plan and effectively manage shoreline resources, the State's shoreline guidelines require that each jurisdiction categorize its shoreline area into Shoreline Environment Designations. The classification system consists of six designations: High Intensity, Shoreline Residential, Urban Conservancy, Rural Conservancy, Natural, and Aquatic.
The purpose of shoreline environment designations is to provide a uniform basis for applying policies and use requirements within distinctively different shoreline areas.

The principles of the Shoreline Management Act of 1971 regarding establishing shoreline environment designations, as set forth in Chapter WAC 173-26-110, state that the shoreline environment designation to be given any specific area is to be based on the following:

1) *existing development pattern;*
2) *biophysical capabilities and limitations of the shoreline being considered for development; and*
3) *locally adopted plans.*

The various shoreline environment designations, along with their respective classification criteria, are discussed in this chapter. The importance of designating shoreline environments for approximately 207 miles of shorelines of Island County with a high degree of objectivity, comparability, and consistency was recognized. In order to minimize error, every effort was made to apply the descriptive criteria in a meaningful, factual and logical manner. Moreover, multiple criteria, rather than a single criterion, were always applied as detailed in the report *Shoreline Environment Designation Criteria* dated October 2011.

Due to historical development patterns in Island County prior to adoption of the SMA, several shoreline areas are currently characterized by small lot parcelization. While some shorelines in the County may be densely platted or developed, the shoreline may still exhibit high environmental quality with significant development constraints such as steep slopes. In some cases, a platted or developed shoreline may have an environmental designation that focuses on conserving the environmental quality that remains, rather than allowing higher densities to expand consistent with the small lot historical platting pattern.

NATURAL

A. Purpose

The purpose of the Natural designation is to preserve, protect, and restore areas that are relatively free of human influence or that include minimally degraded natural features and resources.

B. Criteria for Designation

1. Areas designated Natural should meet one or more of the following criteria:

a. Areas that are generally free from shoreline modifications, structures, roads, and significant agricultural uses, or have the potential to regain natural conditions with minimal or no restoration activity;

b. Areas critical for the support of federal and state listed priority, sensitive, threatened or endangered species;

c. Areas of waterfowl concentration;

d. Areas where the shoreline, whether minimally disturbed or intact, represents an ecosystem type or geologic feature that is of particular scientific or educational interest;

e. Forested riparian areas predominantly composed of native vegetation with diverse plant communities, multiple canopy layers, and the presence of large woody debris available for recruitment to adjacent water bodies;

f. Areas of shoreline-associated wetlands with generally intact buffers;

g. Salt marsh areas that are intact or, if previously used for agriculture, are capable of being restored;

h. Feeder bluffs without existing development above or below the slope, or development that is sufficiently set back from the top of slope so that the slope can function normally without endangering structures;

i. Undisturbed estuaries or accretional spits;

j. Areas unable to support new development or uses without significant adverse impacts to ecological functions, or that possess serious development limitations or human health and safety risks due to the presence of environmental hazards related to flooding, erosion or landslides and similar occurrences.

2. For areas designated due to the presence of specific habitat features, the designated areas should be large enough to protect the functions and values of the habitat, and the processes necessary for its persistence.

C. Management Policies

1. Any use that would substantially degrade the ecological functions or the natural character of the shoreline area should not be allowed.

2. New agricultural activities should be limited to low intensity agriculture and located outside of any required buffers.

3. New development or significant vegetation removal that would reduce the capability of vegetation to perform normal ecological functions should not be allowed.

4. The following new uses should not be allowed in the Natural environment designation: commercial uses; aquaculture; industrial uses; and non-water-oriented recreation.

5. Roads, utility corridors, and parking areas should be located outside of Natural designated shorelines, except where necessary to support shoreline uses, and then should only extend into the shoreline to the minimum extent necessary.

6. Existing roads and parking areas should not be expanded in Natural designated shorelines, except where necessary to support shoreline uses.

7. Standards should be established for shoreline stabilization measures, vegetation conservation, water quality, and shoreline modifications within the Natural designation that protect intact areas of fish and wildlife habitat and allow development only where set back sufficiently from the shoreline to allow normal ecological functions to continue.

URBAN CONSERVANCY

A. Purpose

The purpose of the Urban Conservancy designation is to protect and restore ecological functions of open space and other sensitive lands where they exist in urban and developed settings, while allowing a variety of compatible uses.

B. Criteria for Designation

1. Areas inside urban growth areas, as defined in RCW 36.70A.110, should be designated Urban Conservancy if any of the following characteristics apply:

   a. They are suitable for water-related or water-enjoyment uses;

   b. They are open space, flood plain or other sensitive areas that should not be more intensively developed;

   c. They have potential for ecological restoration;

   d. They retain important ecological functions, even though partially developed; or

   e. They have the potential for development that is compatible with ecological restoration.

C. Management Policies

1. Uses that preserve the natural character of the area or promote preservation of open space, floodplain, or critical areas either directly or over the long term should be the primary allowed uses.

2. Water-oriented and single family residential uses should be given priority over non-water-oriented uses.

3. Uses that result in restoration of ecological functions should be allowed if the use is otherwise compatible with adjacent uses and the setting.

4. Standards should be established for shoreline stabilization measures, vegetation conservation, water quality, and shoreline modifications within the Urban Conservancy designation that protect critical areas while allowing uses compatible with protection of shoreline resources.

5. Public access and public recreation objectives should be implemented whenever feasible and significant ecological impacts can be mitigated.

RURAL CONSERVANCY

A. Purpose

The purpose of the Rural Conservancy designation is to protect, conserve, and manage ecological functions, harvestable natural resources, and aesthetic, cultural, historic, and recreational areas, in order to provide for rural residential use and recreational opportunities.

B. Criteria for Designation

Areas designated Rural Conservancy should meet one or more of the following criteria:

1. The shoreline is generally undeveloped, or currently supporting lesser intensity resource-based uses, such as agriculture, forestry, or recreational uses, or is designated agricultural or forest lands pursuant to RCW 36.70A.170.

2. The shoreline is supporting human uses but subject to environmental limitations, including steep slopes presenting erosion and slide hazards, wetlands, streams, areas prone to flooding, and/or contains areas that cannot provide adequate water supply or sewage disposal.

3. The shoreline is supporting or can support low impact outdoor recreational activities.

4. The shoreline has aesthetic, cultural, historic, or recreational qualities of regional or statewide importance.

5. The shoreline is predominantly low density residential use or low-intensity water-dependent uses.

6. Undesignated shoreline areas are designated Rural Conservancy.

C. Management Policies

1. Uses in the Rural Conservancy designation should be limited to those that sustain the shoreline area's physical and biological resources, including low density residential development, and uses of a nonpermanent nature that do not substantially degrade ecological functions or the rural or natural character of the shoreline area.

2. Developments and uses that would substantially degrade or permanently deplete the biological resources of the area should not be allowed.

3. Public or private outdoor recreation facilities should be encouraged if compatible with the character of the area and developed in a manner that maintains shoreline ecological functions and processes. Preferred recreation uses include water-oriented facilities that do not deplete shoreline resources over time, such as boating facilities, wildlife viewing, trails, and swimming beaches.

4. The aesthetic, cultural, ecological, historic, and recreational character of the area is to predominate over the impact of human development.

HIGH INTENSITY

A. Purpose

The purpose of the High Intensity designation is to provide for high intensity water-oriented commercial, transportation, and industrial uses while protecting existing ecological functions and, where feasible, restoring ecological functions in areas that have been previously degraded.

B. Criteria for Designation

1. Areas designated High Intensity should include only areas that currently support water-dependent uses related to commercial boatyards and marinas, transportation or navigation, or are suitable and needed to accommodate similar water-oriented uses in the foreseeable future.

C. Management Policies

1. Policies and regulations shall assure no net loss of shoreline ecological functions as a result of new development. Where applicable, new development shall include environmental cleanup and restoration of the shoreline to comply with relevant state and federal law.

2. Because shorelines suitable for High Intensity uses are a limited resource, emphasis shall be given to development within already developed areas. Full utilization of existing developed areas should be achieved before further expansion of intensive development is allowed.

3. First priority should be given to water-dependent uses. Second priority should be given to water-related and water-enjoyment uses. Non water-oriented uses should not be allowed except as part of mixed use developments and where they do not conflict with or limit

opportunities for water-oriented uses, or on sites where there is no direct access to the shoreline.

4. Aesthetic considerations should be addressed by means such as sign control regulations, appropriate development siting, screening and architectural standards, and maintenance of natural vegetative buffers.

5. Encourage municipalities with jurisdiction over shoreline areas designated High Intensity to plan to meet future development needs for most water dependent uses in Island County.

SHORELINE RESIDENTIAL

A. Purpose

The primary purpose for designating an area Shoreline Residential is to allow for residential development and for moderate to high impact recreational uses in appropriate areas of the shoreline.

B. Criteria for Designation

1. Areas inside County-adopted rural areas of more intense development (RAIDs), if they are predominantly single-family or multifamily residential development or are planned and platted for residential development, but are not predominantly wetlands, stream corridor, or annually flooded.

2. Areas that are legally subdivided for residential use at a density of one or more units per acre and are not constrained by inadequate water supply or the inability to dispose of sewage due to soil conditions or lot sizes.

3. Areas developed with or planned for moderate to high impact recreational uses.

4. Areas that are within the Lagoon Point, Mariners Cove, and Sandy Hook developments should be designated Shoreline Residential – Canal Community.

5. Areas where the historic development pattern has resulted in intensive residential development may be designated Shoreline Residential or when existing residential structures are constructed thirty feet or less from the Ordinary High Water Mark, a designation of Shoreline Residential–Historic Beach Community should be assigned.

C. Management Policies

1. Consider bulk and scale limitations on residential redevelopment and infill to ensure compatibility within existing waterfront communities.

2. Standards for density or minimum frontage width, setbacks, lot coverage limitations, buffers, shoreline stabilization, vegetation conservation, critical area protection, and water quality shall be set to assure no net loss of shoreline ecological functions, taking

into account the environmental limitations and sensitivity of the shoreline area, the level of infrastructure and services available, and other comprehensive planning considerations.

3. Commercial development should be limited to water-oriented uses.

4. Clustering of residential units should be encouraged in order to retain open areas within areas designated Shoreline Residential.

5. Multi-family residential, multi-lot (5 or more lots) and recreational developments should provide shoreline areas for joint use, and public access to the shoreline.

6. Shoreline residential developers should be required to attach a protective covenant for individual lot development indicating how the shoreline vegetation will be protected and erosion controlled.

7. Develop standards and procedures that recognize the unique character of areas designated Shoreline Residential – Canal Community, such as allowing for unified permitting for docks and stabilization, and establishing building setbacks and incentives that acknowledge, protect, and enhance the limited riparian vegetation in these locations.

8. Allow reduced marine buffers and setbacks for residential lots within a designated Shoreline Residential–Historic Beach Community.

AQUATIC

A. Purpose

The purpose of the Aquatic designation is to protect, restore, and manage the unique characteristics and resources of the areas waterward of the ordinary high water mark.

B. Criteria for Designation

1. All saltwater areas waterward of the ordinary high water mark, including estuarine channels and coastal lagoons, other than those designated High Intensity.

2. All SMA jurisdiction freshwater lakes waterward of the ordinary high water mark.

C. Management Policies

1. Allow new over-water structures only for water-dependent uses, public access, or ecological restoration. The size of new overwater structures should be limited to the minimum necessary to support the structure's intended use.

2. In order to reduce the impacts of shoreline development and increase effective use of water resources, multiple use of overwater facilities should be encouraged.

3. All developments and uses on navigable waters or their beds should be located and designed to minimize interference with surface navigation, to consider impacts to public

views, and to allow for the safe, unobstructed passage of fish, marine mammals, and birds, particularly those species dependent on migration.

4. Uses that adversely impact the ecological functions of critical saltwater and freshwater habitats should not be permitted except where necessary to achieve the objectives of RCW 90.58.020, and then only when all potential impacts are mitigated as necessary to assure maintenance of shoreline ecological functions and processes.

5. Shoreline uses and modifications should be designed and managed to prevent degradation of water quality and alteration of natural hydrographic conditions.

6. Preference should be given to those forms of development that involve lesser environmental and visual impacts. In general, projects or portions of projects that require no structures, submerged structures or minor intertidal structures should be given preference over those that involve substantial floating or surface structures.

7. Projects that involve little or no substrate modification should be given preference over those that involve substantial modification of the substrate.

8. Encourage cooperation between all State agencies, private persons, and corporations and public agencies responsible for implementing Shoreline Master Programs to insure a more compatible use of tidelands and bedlands.

9. Except for boat launches, disabled persons/emergency response vehicles, and authorized temporary use of construction equipment, motorized vehicular travel shall be prohibited on private and public tidelands.

10. Existing permitted boat ramps shall not be mapped as Aquatic designations. These facilities shall be mapped with the same designation as the adjoining uplands. The purpose of this mapping distinction is to allow protection, restoration, and improvement to existing boat launch facilities consistent with the goals of the SMA.

Chapter IV: Shorelines of Statewide Significance

PRINCIPLES AND DEVELOPMENT GUIDELINES

The Shoreline Management Act of 1971 designated certain shoreline areas as shorelines of statewide significance. Because these shorelines are major resources from which all people in the state derive benefit, Island County's Master Program must give preference to uses that favor public and long-range goals of the state. Shorelines of statewide significance in Island County include those areas of Puget Sound lying seaward from the line of extreme low tide. Shorelines of statewide significance in Island County include those areas of Puget Sound lying seaward from the line of extreme low tide as well as the tidal shoreline adjacent to Skagit Bay from Brown Point to Yokeko Point.

Accordingly, the Act has established that Island County's Master Program shall give preference to uses that meet the principles outlined below, in order of preference. Guidelines for ensuring that these principles are incorporated into the Master Program and adhered to in implementing the Act follow each principle:

1. ***Recognize and Protect the Statewide Interest Over Local Interest.***

   Development Guidelines:

   a. Solicit comments and opinions from groups and individuals representing statewide interests by circulating the Master Program, Master Program amendments and requests for substantial development permits on shorelines of statewide significance to state agencies, adjacent jurisdictions, and local officials.

   b. Recognize and take into account state agencies' policies, programs and recommendations in developing and administering use regulations.

   c. Solicit comments, opinions and advice on shoreline development from individuals with expertise in ecology, oceanography, geology, aquaculture and other scientific fields pertinent to shoreline management.

2. ***Preserve the Natural Character of the Shoreline.***

   Development Guidelines:

   a. Designate and administer shoreline planning environments and use regulations to minimize manmade intrusions on shorelines.

   b. Upgrade and redevelop those areas where intensive development already exists in order to reduce their adverse impact on the environment and to accommodate future growth rather than allowing high intensity uses to extend into low intensity use or underdeveloped areas.

   c. Ensure that where commercial timber cutting is allowed, as provided in RCW 90.58.150, reforestation will be possible and accomplished as soon as practical.

3. ***Result in Long-Term Over Short-Term Benefit.***

Development Guidelines:

a. Leave undeveloped those areas which contain a unique or fragile resource.

b. In areas where erosion and sediment control practices will not be effective, excavations or other activities which increase erosion are to be severely limited.

c. Restrict or prohibit public access onto areas which cannot be maintained in a natural condition under human uses.

4. ***Increase Public Access to Publicly Owned Areas of the Shorelines.***

Development Guidelines:

a. Give priority to developing paths and trails to shoreline areas, linear access along the shorelines, public transit to popular shoreline accesses, and to developing upland parking to serve public access locations.

b. Locate private development inland from public shorelines so that public access is enhanced.

5. ***Increase Recreational Opportunities for the Public on the Shorelines.***

Development Guidelines:

a. Plan for and encourage development of facilities for recreational use of the shorelines.

b. Reserve areas for lodging and related facilities on uplands well away from the shorelines with provisions for non-motorized access to the shorelines.

Chapter V: Shoreline General Policies

The following general policies apply to all shoreline uses and modifications within all Shoreline Environment Designations.

A. Archaeological, Historic and Cultural Resources

1. Archaeological, historic and cultural sites and resources should be protected, preserved, and where feasible, restored. All use and development on sites containing these resources should be planned and carried out so as to minimize adverse impacts to the resource(s).

2. The County shall maintain a current inventory of all known and suspected historic and archaeological sites in cooperation with the state Office of Archaeology and Historic Preservation and, where applicable, officials from the affected Indian tribe. This inventory will be kept in a secure location and used by County staff only for the purpose of verifying the presence of an archaeological site on a subject property. The County shall update its inventory should any new archaeological site be discovered during development or otherwise, and shall forward or cause to be forwarded this information to the state Office of Archaeology and Historic Preservation and the affected Tribe when applicable.

3. To prevent adverse impacts on archeological, historic and cultural sites and resources, proponents of all new shoreline use and development should consult Island County prior to beginning any shoreline project or activity. The County should ensure appropriate coordination, consistent with state and federal requirements, with affected tribal organization(s) and the State Department of Archaeology and Historic Preservation (DAHP) in the review of projects having potential impacts on archaeological sites.

4. When archeological, historic and cultural sites and resources occur on public lands they should be accessible to the public and used for research or educational purposes consistent with the public access provisions of this Program and applicable tribal access policies. Private owners of archeological, historic and cultural sites and resources are encouraged to provide access and educational opportunities when appropriate.

5. Where a proposed development is located on or near a known archaeological, historic or cultural site, the County should require the property owner or project proponent to engage a qualified professional archaeologist to investigate and report to the County upon the location, condition, extent of the site and any recommendations in regard to treatment. The affected Tribe's comments on any findings and recommendations proposed by the archaeologist on behalf of the property owner or project proponent shall be attached to the report. The report shall be performed in accordance with the best available technology and techniques commonly accepted as standards in the profession of archaeology. A copy of the archaeologist's report shall be provided to the affected Tribe and the DAHP.

6. No permit for an application requiring an archaeologist's report will be issued prior to the receipt by Island County of a required archaeological report. Based on the information contained in the written report of the qualified professional archaeologist, including the recommendations of the affected Indian Tribe on avoidance or mitigation of the proposed project's impacts obtained during the consultation process, the County will condition and balance project approval in a manner to avoid or minimize impacts to the site consistent with federal and state law. Avoidance and conservation of the site is the preferred treatment.

7. If, during the course of development, and particularly during actual construction, human remains or archaeological resources are encountered, the project should be immediately halted and the property owner or project proponent should be required to contact the affected Native American Tribe, the County and the DAHP.

B. Environmental Protection and Critical Areas

1. Maintain healthy, functioning ecosystems through the protection of ground and surface waters, marine shorelines, wetlands, and fish and wildlife and their habitats, and to conserve biodiversity of plant and animal species.

2. All developments and uses in the marine waters or their beds should be located and designed to minimize interference with surface navigation, to consider impacts to public views, and to allow for the safe unobstructed passage of fish and wildlife, particularly those species dependent on migration.

3. All proposed development in the shoreline should comply with Chapters 11.02 ICC, and 17.02A ICC, which shall be incorporated into the SMP by reference.

4. Establish protection standards for fish and wildlife habitat conservation areas within the shoreline, by establishing appropriate environment designations and buffer requirements, and by limiting development and use of the shoreline that could harm critical saltwater or freshwater habitat.

5. Shorelines that support unique or high value natural resource systems, critical saltwater habitat, associated wetlands, or areas of particular value for scientific research should be considered for the highest level of protection. In general these areas should remain in a natural undeveloped condition.

6. All shoreline use and development should be carried out in a manner that achieves no net loss of ecological functions; in assessing the potential for net loss of ecological functions or processes, project specific and cumulative impacts should be considered.

7. Impacts to critical areas should first be avoided, and where unavoidable, minimized and mitigated to result in no net loss of ecological functions.

8. Give special consideration to conservation or protection measures necessary to preserve or enhance anadromous fisheries and other endangered or threatened species and habitats.

9. Encourage the use of permanent open spaces, buffers, and best management practices for erosion control to retard surface and underground runoff for protection of the shoreline lands and waters.

10. The County should encourage innovative restoration strategies to provide for comprehensive and coordinated approaches to mitigating cumulative impacts and restoration rather than piecemeal mitigation.

11. Create incentives that will encourage enhancement of degraded shoreline riparian vegetation and removal or softening of shoreline stabilization structures.

C. Flood Hazard Reduction

1. The County should prevent the need for flood control works by limiting new development in flood-prone areas consistent with FEMA regulations and flood mapping.

2. All proposed development in the shoreline should comply with the County's Flood Damage Prevention Ordinance (ICC 14.02A.010 through 050) and stormwater and surface water standards (Chapter 11.03 ICC).

3. New or expanding development or uses in the shoreline, including subdivision of land, that would likely require structural flood control works within a stream, channel migration zone, or floodway, or that would require new or expanded shoreline stabilization to prevent damage from coastal flooding, should not be allowed.

4. Flood control works should only be allowed in the shoreline if they are necessary to protect existing development and where non-structural flood hazard reduction measures are infeasible.

5. Flood control works to protect existing development should be permitted only when the primary use being protected is consistent with this Shoreline Master Program, and the works can be developed in a manner that is compatible with multiple use of streams and associated resources for the long term, including shoreline ecological functions, fish and wildlife management, or recreation.

6. When reviewing projects that could be affected by sea level rise adjust development standards such as building setbacks or elevation as necessary to minimize potential damage from flooding.

D. Public Access

1. Provide, protect, and enhance a public access system that includes both physical and visual access to shorelines; increases the amount and diversity of public access to the State's shorelines and adjacent areas; improves the accessibility of existing publicly owned shorelines; relies primarily on publicly-owned access but also requires public

access for certain private developments; and is consistent with the shoreline character and functions, private property rights, and public safety.

2. In appropriate areas where intensive recreational uses have been established, such traditional uses should be protected from competing uses that could substantially impact and interfere with the historical and established uses.

3. To the greatest extent feasible, Island County should provide maps and signage as needed to facilitate appropriate use of shoreline public access.

4. Assure that public access is located, designed, and maintained in a manner that does not result in a net loss of shoreline functions.

5. Priority should be given to developing visual and pedestrian access to publicly owned uplands and beaches connecting to publicly owned tidelands.

6. Where practical, public access points should be linked with non-motorized transportation routes and served by public transit.

7. Developments, uses and activities should be designed and operated to avoid or minimize blocking, reducing, or detracting from the public's visual or physical access to the water and the shorelines.

8. Shoreline development by public entities or on publicly owned land should provide public access as part of each development project, unless such access is shown to be incompatible with the Master Program due to reasons of safety, security, or adverse impacts to shoreline functions and processes.

9. Non-water-dependent developments or subdivisions of land into five (5) or more parcels by private entities are encouraged to provide public access, unless such access is shown to be incompatible with the Master Program due to reasons of safety, security, or adverse impacts to shoreline functions and processes.

10. Public health and safety concerns associated with public access sites should be adequately mitigated and appropriate precautions taken to prevent adverse impacts on shoreline ecological functions and/or processes.

11. Efforts to implement public access requirements should be consistent with all relevant constitutional and other legal limitations on regulation of private property.

12. Public access requirements on privately owned lands should be commensurate with the scale and character of the development and should be reasonable, effective, and fair to both the landowner and the general public.

13. Maintain clear records of all public access points including public parks, public road ends, public tidelands, public easements, and other public properties designated for public access.

14. Public access that has been encroached upon or closed off by adjacent property owners shall be recovered and made accessible to the public. Structures that have been placed in public rights-of-way that provide public access should be removed.

15. Island County shall continue compiling, verifying, and mapping shoreline public access sites for an on-going inventory of Island County Shoreline Public Access Sites.

16. The County shall create a public access plan to be adopted as an element of the comprehensive plan.

E. Shoreline Vegetation Conservation

1. New uses and developments should be designed to preserve native shoreline vegetation to maintain shoreline ecological functions and processes and prevent direct, indirect, or cumulative impacts of shoreline development.

2. New uses and developments should establish native shoreline vegetation such that the composition, structure, and density of the plant community resemble a natural, unaltered shoreline as much as possible.

3. In the Natural shoreline environment designation, do not allow the subdivision of property in a configuration that, to achieve its intended purpose, will require significant vegetation removal or shoreline modification that adversely impacts ecological functions. Each new parcel must be able to support its intended development without significant ecological impacts to the shoreline ecological functions.

4. Limit removal of native vegetation to the minimum necessary to accommodate shoreline development.

5. Restrict native vegetation removal within shoreline jurisdiction in order to maintain shoreline functions, including protection of habitat and shoreline bluffs.

6. Maintaining well-vegetated shorelines is preferred over clearing vegetation to create views or provide lawns. Limited and selective clearing for views and lawns may be allowed when slope stability and ecological functions are not compromised, but landowners should not assume that creating an unobstructed view of the water will be allowed. Trimming and pruning are generally preferred over removal of native vegetation.

7. Property owners should be encouraged to avoid or minimize the use of fertilizers, herbicides, and pesticides.

8. Shoreline landowners are encouraged to preserve and enhance native woody vegetation and native groundcovers to stabilize soils and provide habitat.

9. Non-native vegetation that requires use of fertilizers, herbicides, or pesticides is discouraged.

10. Property owners should be encouraged to control or eradicate non-native invasive weeds while minimizing adverse environmental impacts when doing so.

F. Water Quality and Quantity

1. Water quality and surface water quantity should be protected to ensure safe and adequate water supplies, prevent net loss of shoreline ecological functions, and preserve aesthetic qualities and recreational opportunities.

2. The location, construction, operation, and maintenance of all shoreline uses and developments should maintain or enhance the quantity and quality of surface and ground water over the long term.

3. Shoreline use and development should be designed to minimize the need for chemical fertilizers, pesticides, herbicides or other similar chemical treatments that could contaminate surface or ground water or cause adverse effects on shoreline ecological functions and values.

4. Appropriate buffers should be provided along all wetlands, streams, lakes, and marine water bodies and should be maintained in a manner that avoids the need for chemical treatment.

5. Potential adverse effects of agricultural activities on water quality should be minimized by implementing best management practices, buffers and other appropriate measures.

6. Effective erosion control and water runoff treatment methods should be provided for all shoreline development and use in accordance with Island County best management practices.

7. Encourage pervious materials and other appropriate low impact development techniques where soils and geologic conditions are suitable and where such practices could reduce stormwater runoff and would not increase the risk of slope instability or erosion.

Chapter VI: Policies for Shoreline Uses

The following shoreline use policies implement the broad goal and policy statements of the shoreline master program elements. These general use policies apply to proposed uses in the shoreline jurisdiction by providing a more defined policy basis to direct both regulatory and non-regulatory actions and decisions.

A. Agriculture

1. Agriculture is an important economic activity in Island County. Consistent with WAC 173-26-241(3)(a)(ii), this Shoreline Master Program should not modify or limit ongoing agricultural activities occurring on agricultural lands within shoreline jurisdiction.

2. Agricultural uses and development proposed on land not currently in agricultural use, and conversion of agricultural lands to non-agricultural uses, should conform to this shoreline master program.

3. Agricultural use and development should be managed to:
   a. Prevent livestock intrusion into the water;
   b. Control runoff;
   c. Prevent water quality degradation caused by manure, fertilizer, biological pollutants, or agricultural chemicals;
   d. Avoid clearing of riparian areas;
   e. Prevent bank erosion; and
   f. Assure no net loss of ecological functions.

4. Buffer zones of permanent vegetation should be maintained between tilled areas and associated water bodies to reduce surface runoff and siltation. The width of the native vegetation zone may vary depending on site conditions in accordance with critical area regulations, with the overall goal being to limit clearing of riparian corridors and to provide mitigation measures where clearing is necessary.

5. Medium or large animal feeding operations are not allowed within 200 feet of the ordinary high water mark unless effective mitigation measures are employed.

6. Soil erosion control measures, implementing Natural Resources Conservation Service (NRCS) standards and practices, such as crop rotation, mulching, strip cropping, and contour cultivation should be encouraged on lands contiguous to Island County shorelines.

7. NRCS best management practices should be utilized to protect the shoreline ecosystem from adverse impacts of agricultural chemicals.

B. Aquaculture

1. Aquaculture is a preferred, water-dependent use of regional and statewide interest that is important to the long-term economic viability, cultural heritage and environmental health of Island County.

2. The County should support aquaculture uses and developments which result in long-term over short-term benefit, protect the resources and ecology of the shoreline and are consistent with control of pollution and prevention of damage to the environment.

3. Aquaculture should not be allowed in areas where it would result in a net loss of ecological functions, or pose a threat to wild salmonids by degrading water quality, sea floor health, or potentially act as disease or parasite sources, or which, if the farmed organisms escape, may successfully reproduce and compete with native species.

4. Aquaculture districts were established in Island County in the 1980's for the purpose of managing aquacultural use and resources; however, in practice the districts have not facilitated better resource management. Therefore, the aquaculture districts have been abolished and aquaculture shall be managed consistent with policies, regulations, and performance standards established in this Shoreline Master Program.

5. In considering the suitablility of sites for proposed aquaculture, factors such as tidal currents, dissolved oxygen, water temperature, and depth shall be evaluated in addition to the presence of critical saltwater habitat.

6. Intensive residential uses, other industrial and commercial uses, and uses that are unrelated to aquaculture should be located so as not to create conflicts with existing aquaculture operations.

7. The County shall adopt a prohibition on new commercial fin fish net pen aquaculture operations to provide time for updated guidance on addressing the protection of ecological functions and use conflicts. The County will revisit policies and regulations regarding marine fin fish net pens to address new guidance during the scheduled periodic reviews of this program under RCW 90.58.080.

8. Existing aquaculture areas should be protected from water quality degradation that may be caused by any marine or upland project. In instances where such degradation is anticipated, mitigation measures should be required to protect the aquaculture site and should be part of the approval of the marine or upland project.

C. Beach Access

1. Beach access structures should be located, designed, and maintained in a manner that minimizes adverse impacts on shoreline ecology.

2. Neighboring property owners are encouraged to propose beach access structures in appropriate locations for shared use.

3. Beach access structures shall not be permitted until and unless their adverse effects on lake or marine shoreline functions and processes, including any significant adverse effects on adjoining lands and properties, are fully evaluated and mitigated.

4. Beach access structures may not be appropriate in some areas because of safety hazards or sensitive ecological conditions. The County should not permit these structures in areas where there are expected risks to human health and safety or adverse effects on shoreline functions and processes. Some properties will have view-only access to the neighboring waters.

5. In order to protect the aesthetics of Island County shorelines, the natural habitat forming flow of sediments from bluff to beach, and to reduce risks to human health, safety, and residential structures, beach access structures shall be prohibited on bluffs identified as exceptional feeder bluffs and geologically hazardous slopes within the setback or buffer zones.

6. Beach access structures should conform to the existing topography, minimize adverse impacts on shoreline aesthetics, and minimize clearing and grading to the maximum extent feasible.

7. Beach access structures shall not be allowed if there is a reasonable likelihood that they will require erosion control structures or armoring in the future.

8. Beach access structures should be designed to minimize the amount of clearing, grading, excavation, and other forms of shoreline alteration so that they don't require substantial bank or slope modifications.

9. Beach access structures should only be allowed where it provides access to a publicly owned beach or where the same party owns both the uplands and adjoining tidelands or an easement is granted by the tideland owner to the upland owner for access.

10. New subdivisions and non-residential development with bluffs greater than 10 feet in height in the Rural Conservancy designation should be required to provide for community or public access where feasible. New non-residential development does not include remodeling, reconstruction due to natural disaster, minor expansions to the use or minor structural modifications and additions. Public or community beach access on banks lower than 10 feet in height may be allowed for single-family residences by means of a low impact trail.

D. Boating Facilities

1. Boating facilities should be located, designed, constructed, and operated with appropriate mitigation to assure that there will be no net loss of shoreline functions and processes and to prevent conflicts with other allowed uses.

2. Marinas and boating facilities should be located and designed in a manner that is compatible with adjacent land uses and avoids damage to fish and shellfish resources.

3. All new marinas and boating facilities should be developed consistent with Washington State Department Ecology, Fish and Wildlife and Natural Resources requirements and guidelines.

4. Long term moorage should not be allowed in areas adjacent to shellfish beds, commercial aquaculture, or shallow water embayments with poor flushing action.

5. The County should protect the natural character of the shoreline and prevent adverse ecological impacts caused by in-water and overwater structures by controlling how they are designed, constructed, and where they are located.

6. Encourage the installation of new technology and materials which conserve space, are less damaging to the environment, and are more efficient.

7. Public and community boat launches are preferred over private launch facilities.

8. New enclosed or covered moorages and boathouses should be prohibited.

9. Special attention shall be given to the design and development of operational procedures for the handling and storage of fuel in order to minimize accidental spillage and provide satisfactory means for handling those spills that do occur.

10. Live-aboard vessels are not allowed anchored at moorage buoys and should only be permitted where adequate marina facilities exist to prevent impacts to water quality.

11. Boating facilities associated with commercial, industrial, or port uses, residential subdivisions of five (5) lots or more and multi-family housing should include public access and contribute to the public's ability to view, touch, and travel on the waters of the state.

12. On those shoreline areas where public access and recreation occurs, the recreational use of motorized personal watercraft (e.g., jet skis) which are accompanied by loud, persistent and nearshore noise and distraction should not be allowed unless specifically permitted. It shall not be permitted if public use of an area is predominantly of a passive nature such as swimming areas, picnicking, wildlife viewing and interaction or beach walking.

E. Commercial

1. Commercial uses and development should be located, designed, constructed and operated in a manner that result in no net loss of shoreline ecological functions.

2. First priority should be given to those commercial uses which are determined to be water-dependent uses; second priority should be given to water-related and water-enjoyment uses that will provide an opportunity for substantial numbers of the people to enjoy the shorelines of the state.

3. Non water-oriented uses should be prohibited in the shoreline unless they are part of a mixed-use development, navigability is severely limited or the use provides a significant public benefit with respect to the Shoreline Management Act's objectives.

4. Subdivision of lands zoned for commercial uses should only be permitted where it can be demonstrated that development resulting from the subdivision will not interfere with or preclude water-dependent commercial uses or restoration activities.

5. Commercial uses shall provide public access to the shoreline. Public access and ecological restoration should be considered as potential mitigation of impacts to shoreline resources for all water-related and water-dependent commercial uses consistent with all relevant constitutional and other legal limitations on the regulation of private property.

6. New commercial development on shorelines generally is encouraged to locate in areas where current commercial uses exist.

7. Parking facilities should be placed inland from immediate water's edge and recreational beaches.

8. An assessment should be made of the effect that a commercial structure will have on a scenic view significant to a given area.

9. Commercial development should not be allowed in the Natural or Rural Conservancy shoreline environment designations.

F. Forest Practices

1. Allow only selective commercial timber cutting so that no more than 30 percent of the merchantable trees may be harvested in any ten year period of time provided; that other timber harvesting methods may be permitted in those limited instances where the topography, soil conditions or silviculture practices necessary for regeneration render selective logging ecologically detrimental.

2. Forest practices in shorelines should occur in a manner as to result in no net loss of shoreline ecological functions.

3. Seeding, mulching, matting, and replanting should be accomplished where necessary to provide stability on areas which have been logged. Replanted vegetation should be of a similar type and concentration as existing in the general vicinity of the logged areas.

4. Logging and thinning operations within the County's shoreline jurisdiction should be conducted in a safe manner with minimum impact to the environment and to neighboring properties.

5. Shoreline areas having scenic qualities such as those providing a diversity of views, unique landscape contrasts or landscape panoramas should be maintained as scenic views in timber harvesting areas.

6. Logging should be avoided in shorelines with slopes of such grade that large sediment runoff will be precipitated unless adequate restoration and erosion control can be expeditiously accomplished.

7. Logging and clearing shall be designed to protect the adjacent shorelands from erosion, uncontrolled drainage, slides, pollution, excavations, fills and other adverse impacts.

8. Offshore log storage should only be allowed on a temporary basis where natural tidal or current flushing and water circulation are adequate to disperse polluting waste and dredging would be avoided.

G. Industry

1. Industrial development should be located, designed, and constructed in a manner that assures no net loss of shoreline ecological functions and such that it does not have significant adverse impacts to other shoreline resources and values.

2. Industrial development should only be allowed in the Aquatic and High Intensity designations.

3. The design, construction, operation and maintenance of pipelines carrying hazardous materials and petroleum products in liquid form must conform to all regulations established by the United States Department of Transportation.

4. In order to prevent spills and other forms of pollution, owners and operators of facilities engaged in storing, transferring, distributing, and/or consuming oil shall conform to established procedures, methods, and equipment set forth by statutory and other requirements of the United States Environmental Protection Agency and the State Department of Ecology.

5. No drilling, processing, or refining of petroleum shall be permitted within 2,000 feet of the shorelines of Island County.

6. Waste treatment ponds for water-dependent industry should not be located within shoreline jurisdiction.

7. As noted in the County Comprehensive Plan's Mineral Lands Overlay and Map E, there are no known areas of the shoreline that are needed for the long-term extraction of sand, gravel, or that have valuable metallic substances that could potentially be extracted. In addition, the extraction of minerals from shoreline represents an inherent risk to shoreline ecological functions. Therefore, mining should be a prohibited use in all shoreline designations.

8. Water-dependent industrial uses should be given priority in areas designated for industrial uses; second preference should be given to water-related industrial uses over non-water-oriented industrial uses.

9. Industrial and port development should be visually compatible with adjacent non-commercial properties.

10. Industrial development shall incorporate public access as mitigation for impacts to shoreline resources. Where public access cannot be provided in a manner that would avoid significant interference with operations or hazards to life or property, a mitigation plan or bank for off-site access could be implemented and adopted by Island County.

11. Waterfront industrial areas should be designed to allow cooperative use of docking, parking, cargo handling, and storage facilities.

H. Recreation

1. Preserve regionally scarce and fragile natural resources when developing recreational uses.

2. Water-oriented recreational uses should be given priority for access to and use of the water.

3. Selected publicly owned tidelands that have not been withdrawn for governmental or aquacultural uses should be considered for recreational development.

4. In appropriate areas where intensive fishing uses have been established, every effort should be made to protect these traditional uses from competing uses which would substantially impact and interfere with the historical and established uses.

5. Encourage the development of public recreational clam or oyster harvest areas on public second class tidelands.

6. Recreational use and development shall be designed, constructed and operated in a manner facilitates appropriate use of shoreline resources and does not result in a net loss of shoreline ecological functions and is compatible with the surrounding properties.

7. Linkages between shoreline parks, recreation areas and public access points with linear systems (e.g., water trails, hiking paths, bicycle paths, easements, or scenic drives) should be provided where feasible.

8. Recreation facilities should incorporate adequate orientation information and public education regarding shoreline ecological functions and processes, the effect of human actions on the environment and the importance of public involvement in shoreline management. Opportunities to incorporate educational and interpretive information should be pursued in design and operation of recreation facilities and other amenities such as nature trails.

9. Provide for recreational development within shorelines of statewide significance, which will produce long-term benefits to all Island County and State citizens.

10. Encourage the use of street ends and publicly owned lands for shoreline public access, development of recreational opportunities and scenic view points.

11. Seek to recover for public use accesses that have been encroached upon or closed off by adjacent property owners.

12. Prioritize the acquisition of privately owned shorelands or improvement of publicly owned shorelands, with high value for recreation, before other development makes such action impossible.

13. Encourage innovative and cooperative techniques among public agencies and private parties in planning recreational opportunities.

14. Publicly owned bedlands abutting upland parks should be given consideration for underwater parks.

I. Residential

1. Residential development shall protect existing shoreline and water views, promote public safety, avoid adverse impacts to marine bluffs and nearshore habitat and not result in a net loss of shoreline ecological functions.

2. Single-family residential development, accessory dwellings, and beach access structures should only be allowed in the Natural designation as a shoreline conditional use if the density and intensity is limited to protect shoreline ecological functions.

3. All residential use and development should prevent cumulative impacts associated with shoreline armoring, overwater structures, stormwater runoff, septic systems, introduction of pollutants, and vegetation clearing.

4. New development located at the top of bluffs in shoreline jurisdiction should be set back to ensure that shoreline stabilization would not be necessary for the life of the structure as determined by a geotechnical analysis.

5. New residential development should be designed and located to preclude the need for vegetation removal to the greatest extent feasible.

6. Residential lots should be designed, configured and developed to ensure that no net loss of ecological functions and processes occur even when all lots are fully built out.

7. All new or expanded shoreline residential development should be designed to avoid the need for new or expanded structural shore armoring or bulkheads or other types of shore defense works.

8. Residential subdivisions of five (5) or more lots are encouraged to provide public access to the shoreline at intervals of every four parcels or 150 feet whichever is greater in terms of shoreline frontage feet.

9. Residential development over water, including floating homes, should be prohibited.

10. Houseboats and other liveaboard vessels should be located in approved marinas, where they must meet all local waste disposal practices, local and state health regulations, and not be allowed to locate over productive fish food areas.

11. Residential developers should be required to indicate how they plan to preserve shore vegetation and control erosion both during construction and after completion.

12. Dumping of yard waste over shoreline bluffs or at road ends should not be allowed.

13. Sewage disposal facilities as well as water supply facilities must be provided in accordance with appropriate state and local health regulations. Storm drainage facilities should be separate, not combined with sewage disposal systems.

14. Accessory structures such as decks and stairways should be designed and constructed to avoid adverse impacts to geologically hazardous areas.

15. Accessory structures that are not normal appurtenances should be proportional in size to the residence and compatible with onsite and adjacent structures, uses and natural features.

16. Natural vegetation should be retained to the extent feasible, except for limited removal allowed for view enhancement, removal of hazardous, diseased or damaged trees when they pose a threat to a primary structure or appurtenance, and to allow for pedestrian waterfront access. The following factors should be considered when removal of vegetation is proposed:
    a. View corridors and vistas should be incorporated into building and site design.
    b. Encourage building and site designs which frame views and vistas.
    c. Preserve trees as a part of the view. Panoramic views are not necessarily void of trees.
    d. Thinning and limited pruning of trees to preserve existing views is encouraged as an alternative to removal.

17. Stairs and trams to the beach should be designed and located so that no fill or other modification waterward of the ordinary high water mark is necessary to construct or use the structure.

18. Stairways, trams, and landings should be located upland of existing bulkheads.

19. Whenever possible, non-regulatory methods to protect, enhance, and restore shoreline ecological functions should be encouraged for residential development.

J. Signs

1. Off-premise outdoor advertising signs should be limited to areas of more intensive land use such as commercial and industrial areas.

2. Vistas and viewpoints should not be degraded and visual access to the water from such vistas should not be impaired by the placement of signs. Only signs that impart historical or directional information and are of limited size and height should be allowed.

3. When feasible, signs should be constructed against existing buildings to minimize visual obstructions of the shoreline and water bodies.

K. Transportation

1. Proper road and bridge design, location, construction, and maintenance practices should be used to prevent development of roads and structures that would adversely affect shoreline resources.

2. Design and construction of public roads should be consistent with County adopted land use plans, preserve aesthetic qualities of shorelands, and take into consideration the following:

   a. Major new roads and parking areas should be located outside of shoreline jurisdiction whenever feasible.

   b. All construction should be designed to protect the adjacent shorelands against erosion, uncontrolled drainage, slides, pollution, excessive excavations and fills and other factors detrimental to the environment.

   c. Scenic corridors with public roadways should provide for safe pedestrian and other non-motorized travel, and sufficient viewpoints, rest areas and picnic areas in public shorelines.

   d. Loops or spurs of old highways with high aesthetic quality should be kept in service as pleasure bypass routes.

   e. Encourage joint use of transportation corridors within shoreline jurisdiction for roads, utilities, and non-motorized forms of transportation.

3. New transportation facilities should be designed and located to minimize the need for:
   a. Structural shoreline protection measures;
   b. Modifications to natural drainage systems; and
   c. Waterway crossings.

4. Maintenance and repair of existing roads in shoreline jurisdiction shall use all reasonable methods to minimize adverse impacts on nearby shorelines.

5. Planning for transportation and circulation corridors shall consider location of public access facilities, and be designed to promote safe and convenient access to those facilities.

6. Pedestrian trails and bicycle paths along shorelines are encouraged where they are compatible with the natural character, resources, and ecology of the shoreline.

7. Coordinate with Island Transit to provide bus service to beach public access points where feasible.

8. Parking as a stand-alone use should be prohibited. Parking in shoreline areas should be limited to that which directly serves a permitted shoreline use or public shoreline access and located as far away from the OHWM as possible.

L. Utilities

1. Design, locate and maintain utilities to assure no net loss of ecological functions.

2. Utilities should be located outside of shorelines whenever feasible, unless necessary to serve shoreline uses.

3. Whenever utilities must be placed in a shoreline area, the location should be chosen so as not to obstruct or degrade scenic views.

4. Whenever feasible, utilities should be placed underground.

5. Upon completion of utility installation or maintenance projects within shoreline areas, disturbed sites should be restored to pre-project configuration, replanted with native species and maintenance care provided until the newly planted vegetation is established.

6. Sewage treatment, water reclamation, desalinization and power plants should be located where they do not interfere and are compatible with recreational, residential, or other public uses of the water and shorelands.

7. Wave- and tidal- based energy generation facilities should be allowed only if they are of small enough scale and carefully designed and sited to ensure no net loss of shoreline ecological functions and are compatible with the surrounding land uses. Ensure that if the facility fails or is no longer used, the entire facility will be removed and the site rehabilitated.

8. Development of underwater pipelines and cables on first- and second-class tidelands will be discouraged except where adverse environmental impacts can be shown to be less than the impact of upland alternatives, and when permitted will include proper provisions to insure against substantial or irrevocable damage to the environment.

Chapter VII: Policies for Shoreline Modifications

Shoreline modification activities are generally construction actions undertaken in preparation for, or in support of, a shoreline use. Typical modifications to Island County shorelines include dredging, piers and docks, groins and jetties, bulkheads, and dikes.

A. Shoreline Stabilization

1. New development should not be allowed if it would foreseeably create a need for shoreline stabilization measures within the life of the development.

2. New and replacement activities should consist of the softest measure that will protect existing uses and proposed development.

3. The creation of new parcels that would foreseeably require shoreline stabilization for development to occur should be prohibited.

4. An existing shoreline stabilization structure may be replaced with a similar structure only if a demonstration of need to protect the primary structure from shoreline erosion caused by tidal action, currents, or waves.

5. The County shall require sufficient analysis by qualified professionals with the expertise to document the impacts of shoreline modification proposals. Such analysis may include, but not be limited to, geotechnical, hydrological, and biological studies, and should include an analysis of drift cells.

6. A geotechnical analysis should evaluate on-site drainage issues before considering structural shoreline stabilization.

7. Non-structural measures to avoid the need for shoreline stabilization, including relocating structures, increasing buffers, enhancing vegetation, managing drainage and runoff and other measures are preferred over structural shoreline armoring.

8. Non-structural or soft-shore bank stabilization techniques are preferred over structural shoreline stabilization, such as bulkheads, seawalls, and breakwaters.

9. Structural shoreline armoring should only be permitted when necessary to support:

    a. An existing primary structure associated with an approved shoreline use or development where the structure is in imminent danger of damage due to shoreline erosion that cannot be avoided by other means;
    b. A permitted water dependent use;
    c. A project for restoration or enhancement of ecological functions, or
    d. Public infrastructure or essential public facilities when other alternatives are infeasible.

10. Shoreline stabilization and shoreline armoring for the purpose of leveling or extending property or creating or preserving residential lawns, yards or landscaping should not be allowed, except when employing soft shore stabilization techniques to replace existing hard armoring.

11. New bulkheads should be prohibited if they are proposed to be located seaward of the ordinary high water mark.

12. Where feasible, any failing, harmful, unnecessary, or ineffective structural shoreline armoring should be removed, and shoreline ecological functions and processes should be restored using non-structural methods.

13. In addition to conforming to the regulations in this Program, non-regulatory methods should be employed to protect, enhance, and restore shoreline ecological functions and other shoreline resources. Non-regulatory methods may include public facility and resource planning, technical assistance, education, incentives for voluntary enhancement and restoration projects, land acquisition and restoration, or other programs.

14. When necessary, riprap and other bank stabilization measures should be located, designed, and constructed so as to avoid the need for future shoreline stabilization and to protect the natural character of the shoreline.

15. Shore protection measures should be designed and constructed so as to minimize interruption to naturally occurring shoreline processes, such as sediment movement and marine and wildlife habitat functions.

16. Shoreline protection measures such as bulkheads, dikes, jetties, or groins should not be permitted on spits, hooks, bars, barrier beaches or similar accretion shoreforms, except when it can be demonstrated that construction of the above shore protection measures are necessary for the protection of existing structures.

17. Shore protection measures should not be permitted on marine feeder bluffs, except when it can be demonstrated by a professional engineer or geologist that construction will not seriously disrupt the upland feeding action or the littoral drift or is necessary for the protection of existing primary structures.

18. Bulkheads, seawalls and other structural shoreline armoring should be located and constructed in such a manner which will not result in a net loss of shoreline functions or adverse effects in nearby beaches and will minimize alterations of the natural shoreline.

19. Bulkheads and seawalls should be constructed in such a way as to minimize damage of fish habitats. Open-piling construction is preferable to solid types.

20. Bulkheads and seawalls should be designed to blend in with the surroundings and not to detract from the aesthetic qualities of the shorelines.

21. State Department of Fish and Wildlife guidelines concerning the construction of bulkheads.

22. Provide incentives for replacement of structural shoreline stabilization with non-structural shoreline stabilization to restore degraded shore environments and where necessary for the protection of septic systems and drainfields along the shoreline. Non-structural alternatives may include drift logs, gravel berms, vegetative stabilization, beach enhancement (nourishment), and other methods.

23. Rigorously enforce stormwater management regulations upstream from shoreline areas to ensure that increased runoff does not contribute to shoreline erosion.

24. Encourage appropriate innovative low impact stormwater management methods, especially on high bluff shorelines, to minimize increases in erosion due to development.

25. Allow limited fill in marine shorelines where the fill is part of soft shoreline stabilization that is replacing hard armoring.

B. Moorage Facilities

1. Moorage associated with a single-family residence is considered a water-dependent use provided it is designed and used as a facility to access watercraft when nearby moorage facilities are not available or feasible.

2. Moorage for water-related and water-enjoyment uses should be allowed only as part of a mixed use development and should include public access.

3. Moorage facilities should be located, designed, constructed, and operated with appropriate mitigation to avoid adverse effects on shoreline functions and processes, including currents and littoral drift, and to prevent conflicts with other allowed uses.

4. Shallow draft uses, such as marinas, will be preferred over deep draft uses in areas requiring extensive maintenance dredging.

5. To minimize the impacts associated with private docks, piers, floats, boat lifts, and launch ramps and rails accessory to residential development:
   a. Mooring buoys are generally preferred over docks, piers or floats;
   b. Shared boating facilities serving multiple properties are preferred over facilities serving only a single property or parcel;
   c. Public boat launches are preferred over private launch facilities;
   d. Rail and track launch systems are preferred over ramps.

6. Multiple use and expansion of existing facilities are preferred over construction of new individual docks and piers except for existing waterfront, residential communities that were designed with private docks on man-made canals (i.e., Mariners Cove, Lagoon Point, and Sandy Hook).

7. Joint use of recreational piers and docks on state owned aquatic lands is encouraged consistent with the Washington State Department of Natural Resources criteria.

8. Moorage should be spaced and oriented in a manner that minimizes hazards and obstructions to public navigation rights and corollary rights thereto such as, but not limited to, fishing, swimming and pleasure boating, as well as private riparian rights of adjacent land owners.

9. Docks and piers should not be allowed where shallow depths require excessive overwater pier length or dredging.

10. Moorage should be restricted to the minimum size necessary to meet the needs of the proposed use. The length and width of piers and docks should be no greater than that required for safety and practicality for the primary use.

11. Shoreline resources and water quality should be protected from overuse by boaters living on vessels (live-aboards). Boaters living on vessels should be restricted to established marinas with facilities to address waste handling and other sanitary services. Mooring buoys shall not be used to anchor live-aboard vessels.

12. Vessels should be restricted from extended mooring on waters of the state unless authorization is obtained from the DNR and impacts to navigation and public access are mitigated.

13. Piers and docks shall be constructed of materials that will not adversely affect water quality or aquatic plants and animals in the long term.

14. New pier and dock development should be designed so as not to interfere with lawful public access to or use of shorelines. Developers of new piers and shared moorage should be encouraged to provide physical or visual public access to shorelines whenever safe and compatible with the primary use and shore features.

15. In providing for moorage facilities, the County should consider the capacity of the shoreline sites to absorb the impact of waste discharges from boats, including gas and oil spillage.

C. Landfill and Excavation

1. Filling and excavation should only be allowed waterward of the ordinary high water mark when alternatives are infeasible and when the filling or excavation is:
   a. Necessary to support an approved water-dependent use or essential public facility; or
   b. Part of an approved ecological restoration or enhancement project; or
   c. For soft-shore stabilization; or
   d. Part of an approved aquaculture operation when the fill is required to improve production; or
   e. Part of an approved beach nourishment project; or
   f. Required to provide public access for a substantial number of people.

2. The extent of landfill and excavation allowed should only be the minimum necessary to accommodate an approved shoreline use or development and with assurance of no net

loss of shoreline ecological functions and processes. Enhancement and voluntary restoration of landforms and habitat are encouraged.

3. Shoreline fills or cuts should be designed and located so that significant damage to shoreline ecological functions or natural resources or alteration of local currents or littoral drift will not occur, resulting in the creation of a hazard to adjacent property, life, and natural resource systems.

4. Fill materials should be of such quality that they will not cause undue degradation of water quality.

5. In evaluating fill or excavation for water-dependent uses and for public access projects and in designating areas appropriate for fill and excavation, such factors as total water surface reduction (on lakes), navigation restriction, impediment to water flow and circulation, impediment to sediment movement, reduction of water quality, and destruction of habitat should be considered.

6. Filling in flood plain areas should not be allowed if reduction of flood water storage capacity might endanger other areas.

7. Filling and excavation should not be allowed where structural shoreline stabilization would be required to maintain the materials placed or excavated.

8. Beach material from tidelands and beds should generally not be used to backfill bulkheads and seawalls.

9. When filling on tidelands is permitted, provisions to stabilize fill material will be required.

10. Sanitary landfills and the disposal of solid waste should be prohibited within the shoreline jurisdiction.

D. Dredging

1. Dredging of bottom materials for the single purpose of obtaining fill should be prohibited except when the material is necessary to restore ecological functions associated with a Model Toxics Control Act (MTCA) or Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) habitat restoration project.

2. Any allowed dredging should include measures to mitigate impacts to existing shoreline ecological functions and natural resources of both the area to be dredged and the area for deposit of dredged materials to achieve no net loss of shoreline functions.

3. New development should be sited and designed to avoid or, where avoidance is not possible, to minimize the need for new maintenance dredging.

4. Shoreline vegetation that is disturbed by dredging projects shall be replanted and restored to pre-project configuration, or otherwise mitigated if replanting would not be viable.

5. Dredging operations should minimize interference with navigation and adverse impacts to other shoreline uses, properties and values.

6. Dredging and dredge disposal should be consistent and coordinated with appropriate local, state and federal regulations to minimize duplication during the review process.

E. Breakwaters, Jetties and Groins

1. Breakwaters, jetties and groins should be permitted only for water-dependent uses when the benefits to the region outweigh local resource losses and restrictions on public navigation resulting from such works, and only where mitigated to provide no net loss of shoreline ecological functions and processes.

2. Floating breakwaters are preferred to solid landfill types in order to maintain sediment movement and nearshore habitat.

3. Solid breakwaters shall be constructed only where design modifications can eliminate potentially detrimental impacts on the movement of sediment and circulation of water.

4. Jetties and groins should be discouraged and allowed only as a conditional use in conjunction with an approved water-dependent use.

F. Ecological Restoration

1. Ecological restoration activities are encouraged in all shoreline environments and are considered to be consistent with all uses including residential, commercial, and industrial, provided they are designed appropriately.

2. Restoration actions should restore shoreline ecological functions and processes as well as shoreline features and should be targeted toward meeting the needs of endangered, threatened, and regionally important plant, fish, and wildlife species and habitats.

3. Restoration should be integrated with and should support other natural resource management efforts in Island County and in the Puget Sound region.

4. When prioritizing restoration actions, the County should give highest priority to measures that have the greatest chance of reestablishing ecosystem processes and creating self-sustaining habitats.

3 Shoreline Management

This page intentionally left blank for double-sided printing



Photo by Matt Kukuk

Policies to ensure there is sufficient land for future housing needs, to provide for existing and projected housing needs, and to ensure the continuing vitality of existing Island County neighborhoods.

This page intentionally left blank for double-sided printing

TABLE OF CONTENTS

4.1 INTRODUCTION 5

4.2 HOUSING INVENTORY 6

4.2.1 Housing Types 8

4.2.2 Housing Age 9

4.2.3 Median Value 9

4.2.4 House Costs & Affordability 10

4.3 HOUSING NEEDS ANALYSIS 13

4.3.1 Population Trends 13

4.3.2 Demographics 14

4.3.3 Income 14

4.3.4 Housing Targets & Capacity 15

4.3.4.1 Units Needed to Accommodate Future Population Growth

4.3.4.2 Jobs-to-Housing Ratio

4.3.5 Land Capacity 16

4.4 AFFORDABLE HOUSING 16

4.5 REMAINING DISCUSSIONS 20

4.6 GOAL & POLICIES 21

LIST OF TABLES

Table 4-1. Island County Housing Inventory 6

Table 4-2. 2010 Housing Inventory by Planning Area 7

Table 4-3. Building Permits Issued by Type, 1990 - 2014 8

Table 4-4. Island County Housing Inventory 8

Table 4-5. Median Home Value By Planning Area 9

Table 4-6. Estimated Month's Supply of For-Sale Housing 10

Table 4-7. Housing Costs and Burden 11

Table 4-8. Rental Housing Units by Gross Rent 11

Table 4-9. Housing Needs Analysis 13

Table 4-10. Housing Capacity 15

Table 4-11. Island County Income Thresholds 2010 19

Table 4-12. Subsidized Units for Eligible Renter Households 19

LIST OF FIGURES

Figure 4-1. Building Permits Issued By Type, 1990 - 2014 8

Figure 4-2. Age of Housing Stock 9

Figure 4-3. Housing Affordability Index, 2008 - 2015 12

Figure 4-4. Percent of Rental Housing Units by Gross Rent 12

Figure 4-5. Housing Affordability Index, County Comparison 13

Figure 4-6. Median Family Income 14

Figure 4-7. Affordable Housing Scale 16

Figure 4-8. Monthly Housing Costs as a % of Household Income (Occupied Housing Units) 17

Figure 4-9. Monthly Housing Costs as a % of Household Income in the Past 12 Months (Owner-Occupied Housing Units) 18

Figure 4-10. Monthly Housing Costs as a % of Household Income (Renter-Occupied Housing Units) 18

This page intentionally left blank for double-sided printing

4.1 INTRODUCTION

The Housing Element of the Comprehensive Plan outlines current housing conditions and future housing needs in Island County for the 20-year planning period, to be included in the Comprehensive Plan as required by the *Growth Management Act RCW 36.70A.070(2)*). The future housing needs are estimated using the population projections adopted on March 10, 2014 (See Appendix B).

The intent of the Housing Element is to ensure there is sufficient land for future housing needs, to provide for existing and projected housing needs, and to ensure the continuing vitality of existing neighborhoods. The analysis of future needs also identifies projected housing needs for people with disabilities, the elderly, and people with different income levels and household sizes.

This Element is broken down into the following sections:

1. An inventory of the current housing stock,
2. A housing needs analysis,
3. Housing targets and capacity,
4. Affordable housing,
5. Remaining discussions
6. Goals and policies.

There are different issues, goals, policies, and strategies for addressing housing needs for different areas of the County. The most profound difference is between the urban areas of Oak Harbor, Coupeville, and Langley, and the rural areas of unincorporated Island County. Cities and towns are capable of satisfying housing needs in a very different way than the rural areas of the County. Cities and towns are situated to provide a wide range of public services and infrastructure improvements that are better suited to serve high density and multi-family styles of development.

HOUSING ELEMENT GOALS

1. **Promote fair and equal access to housing for all persons.**
2. **Promote a variety of residential densities and housing types in appropriate locations where infrastructure, public transit, and/or services are readily accessible or planned for in the near future.**
3. **Encourage preservation of existing housing stock and the character of existing neighborhoods and communities**
4. **Implement Island County's Housing Element in accordance with RCW 36.70A.070(2) and WAC 365-196-410(2)(f).**

Public services and infrastructure tend to be provided in urban areas. Additionally, development along the shoreline, on view lots, and on large tracts tends to equate to a more expensive form of residential development. However, even within the context of the rural environment of Island County, there are a number of opportunities and methods of providing a wide range of housing that is within reach of all income levels. As an Element of the Island County Comprehensive Plan, this chapter has authority over, and serves to address, the unincorporated areas of Island County.

4.2 HOUSING INVENTORY

Island County housing unit inventory increased 24.3% from the 2000 Census to the 2010 Census, a Compound Annual Growth Rate (CAGR) of 2.2%. Since 2010, the County housing stock has grown at less than half that rate (0.8% CAGR).

Table 4-1. Island County Housing Inventory

Topic	2000 Census	2010 Census		2010 5 Yr ACS	2014 5 Yr ACS	
Total Housing Units	**32,378**	**40,234**	↑	**39,225**	**40,458**	↑
Owner Units	61.5%	59.7%	↓	66.0%	58.6%	↓
Renter Units	36.7%	37.8%	↑	31.1%	37.5%	↑
Seasonal, recreational, or occasional use	9.6%	11.6%	↑	9.0%	11.0%	↑
Other Units	1.9%	2.4%	↑	3.0%	3.9%	↑
Occupied Units	**27,784**	**32,746**	↑	**32,976**	**32,820**	↓
Vacant Units	4,594	7,488	↑	6,249	7,638	↑
Vacancy Rate	**14.2%**	**18.6%**	↑	**15.9%**	**18.9%**	↑
Ownership Units Vacant	2.2%	3.4%	↑	5.9%	5.3%	↓
Renter Units Vacant	32.2%	41.3%	↑	35.5%	38.2%	↑

Notes:

1. The 2016 Comprehensive Plan Update uses 2010 as the base year for data (population projections, etc.); the 2014 American Community Survey (ACS) data is provided for reference as the latest available information on current trends.
2. The 5-Yr ACS Data is a compilation of five years of survey responses, in contrast to the decennial census data which represents one point in time. **ACS data is not comparable to the Decennial Census, so both the 2010 Census and 2010 5-YR ACS data are provided for trend analysis.**
3. Owner and Renter units from 2000 not directly comparable to 2010, in 2000 some vacant units were not distinguished by owner/ renter status (4.6% of vacant units).
4. May not add up to 100% due to rounding.

Sources: US Census Bureau - 2000 & 2010 Decennial Census Data, and the 2010 & 2014 5-Yr American Community Survey Data

The housing unit count has increased, but the number of vacant units has also increased. From the 2000 to the 2010 Census the total number of housing units increased by 7,856; the occupied units increased by 4,962 and vacant units increased 2,894 (vacant unit increase was equivalent to 36.8% of the volume of the added units). As of 2010, the South Whidbey Planning Area has the greatest number of vacant units, and the highest vacancy rate, Central Whidbey Planning Area the least number of vacant units, and North Whidbey the lowest vacancy rate (see Table 4-2).

The percentage of rental units in the County increased from 36.7% in 2000 to 37.8% in 2010, consistent with the national trend in decreasing home ownership. Also of note, Island County has a high percentage of seasonal units (tourism/vacation), and that percentage is increasing (from 9.6% in 2000 to 11.0% in 2014). Seventy-six percent (76%) of the increase in housing units from 2010 to 2014 was from seasonal units. While seasonal units are minimal in the North Whidbey Planning Area, one in five housing units in the South Whidbey Planning Area are seasonal units and approximately one in six are seasonal for both Camano Island and the Central Whidbey Planning Areas (see Table 4-2). Seasonal housing units are often vacant and unoccupied for a significant portion of the year.

Table 4-2. 2010 Housing Inventory by Planning Area

Topic	Camano Island		North Whidbey		Central Whidbey		South Whidbey		ISLAND COUNTY	
Total Population	**15,661**	**19.9%**	**36,757**	**46.8%**	**10,524**	**13.4%**	**15,564**	**19.8%**	**78,506**	
Avg Household Size	**2.34**		**2.58**		**2.22**		**2.14**		**2.35**	
Owner Occupied Housing Units	2.34		2.48		2.20		2.15		2.35	
Renter Occupied Housing Units	2.36		2.68		2.24		2.13		2.37	
Total Housing Units	**8,485**	**21.1%**	**15,777**	**39.2%**	**6,095**	**15.1%**	**9,877**	**24.5%**	**40,234**	
Owner Units	**5,873**	**69.2%**	**8,420**	**53.4%**	**3,898**	**64.0%**	**5,846**	**59.2%**	**24,037**	**59.7%**
Renter Units	2,405	28.3%	7,032	44.6%	2,055	33.7%	3,725	37.7%	15,217	37.8%
Seasonal, recreational, or occasional use	1,381	16.3%	273	1.7%	1,033	16.9%	2,000	20.2%	4,687	11.6%
Other Units	207	2.4%	325	2.1%	142	2.3%	306	3.1%	980	2.4%
Occupied Units	**6,626**	**20.2%**	**14,210**	**43.4%**	**4,700**	**14.4%**	**7,210**	**22.0%**	**32,746**	
Vacant Units	1,859	24.8%	1,567	20.9%	1,396	18.6%	2,666	35.6%	7,488	
Vacancy Rate	**21.9%**		**9.9%**		**22.9%**		**27.0%**		**18.6%**	
Ownership Units Vacant	3.5%		3.5%		2.8%		3.4%		3.4%	
Renter Units Vacant	60.1%		13.5%		55.7%		58.1%		37.5%	

Sources: US Census Bureau - 2010 Decennial Census Data

4.2.1 HOUSING TYPES

As of 2014, 84.6% of the housing units in Island County are single-family units, 6.2% are multi-family units (a structure with 5 or more units), and 9.2% are other units types (boats, mobile homes, etc.). Of note, manufactured housing is considered single family residential. The percentage of housing units as single-family has increased since 2000. (See Table 4-3)

In 2010, 1,466 persons resided in a Group Home, with 72.6% in Military housing. Of the non-military group homes population, 65.2% resided in a Nursing Home and 14.2% in an adult correctional facility.

The volume of building permits is still below Recession rates, with the volume of permits issued from 2010 – 2014 less than one third the volume of what was issued 1990 – 1994.

Figure 4-1. Building Permits Issued By Type, 1990 - 2014

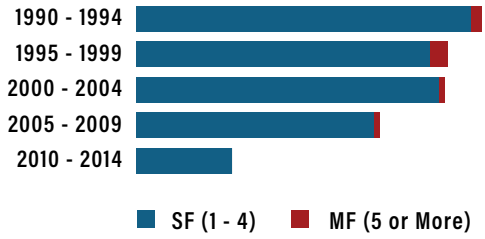


Table 4-3. Building Permits Issued by Type, 1990 - 2014

Year	SF (1 to 4 Units)	MF (5+ Units)
1990 - 1994	3,559	114
1995 - 1999	3,122	187
2000 - 2004	3,215	55
2005 - 2009	2,528	56
2010 - 2014	1,010	0

Source: US Census Bureau - Building Permit Estimates

Also of note, from 2007-2014, no permits were issued for new multi-family housing units or for single-family permits with two to four units in the structure. Although since that time, at least one permit has been issued for a new multi-family development.

Table 4-4. Island County Housing Inventory

Topic	2000 Census	2010 Census		2010 5 Yr ACS	2014 5 Yr ACS	
Total Housing Units	**32,378**	**40,234**	↑	**39,225**	**40,458**	↑
SF (1 - 4)	82.2%	X		84.2%	84.6%	↑
MF/MXD (5+)	6.5%	X		6.5%	6.2%	↓
Other	11.2%	X		9.4%	9.2%	↓

Notes:

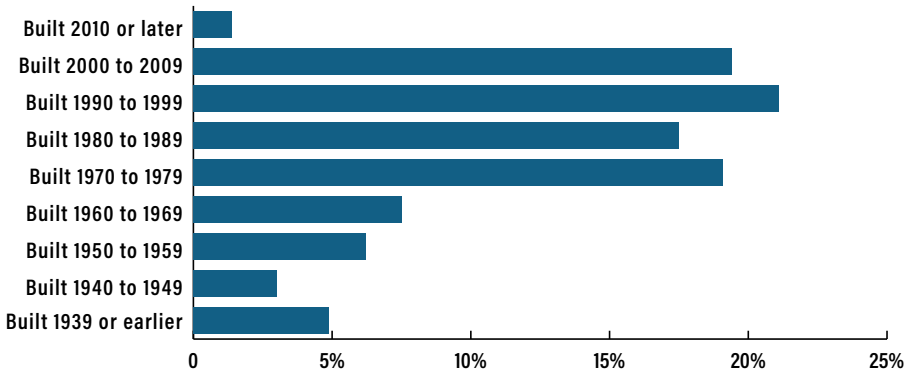
1. The 2010 Census was only 10 questions, limiting the types of information available.
2. X = Data not available

Sources: US Census Bureau - 2000 & 2010 Decennial Census Data, 2010 & 2014 5-Yr American Community Survey Data

4.2.2 HOUSING AGE

In Island County in 2014, 40.7% of all housing was 35 years or older, and 38.6% built from 15 to 34 years ago.

Figure 4-2. Age of Housing Stock



Source: US Census Bureau, 2014 5-Yr American Community Survey

4.2.3 MEDIAN VALUE

The American Community Survey assessed the median home value for Island County in 2010 to be $307,100. When evaluating median home value by planning area, there are significant differences between the regions. North Whidbey has the lowest home value of $256,500 compared to the highest value of $399,100 in South Whidbey.

According to the Washington Center for Real Estate Research (WCRER), in 2014, the median home sales price in Island County was $240,300, which is up 4 percent from the previous year. This increase is under the average increase for the state of 8.2 percent, but is comparable to Whatcom County, which increased by 4 percent and has a median home price of $248,900.

Table 4-5. Median Home Value By Planning Area

YEAR	Camano	South Whidbey	Central Whidbey	North Whidbey	ISLAND COUNTY
2010	$348,000	$399,100	$331,300	$256,500	$307,100

Source: US Census Bureau - 2010 Census Data

Table 4-6. Estimated Month's Supply of For-Sale Housing (09/2013)

	Under $80,000	$80,000-$159,999	$160,000-$249,999	$250,000-$499,999	$500,000 & Above	Total Market	Market 2012	Market 2011
Month's Supply *(in months)*	0.7	3.2	4.2	7.0	18.6	6.7	8.9	11.5

Source: Washington Center for Real Estate Research 2014

WCRER also tracks the housing inventory of housing for sale by price range in terms of the estimated number of month's supply that is available. Month's supply refers to the time it would take for all current housing inventories to sell at the current rate, without any additional inventory added to the market. It is calculated as follows:

$$\text{Month's supply} = \frac{\text{3 houses currently for sale}}{\text{avg \# of homes sold per month}}$$

For example, the month's supply for homes under $80,000 in the third quarter of 2013 was 0.7 months. This means that if no homes listed under $80,000 were to be added to the for sale list, the current supply of homes for sale under $80,000 would run out within 0.7 months.

In the third quarter of 2013, Island County's total month's supply of housing was 6.7 (see Table 4-6). This number had dropped steadily over the two preceding years, from 11.5 in 2011 to 8.9 in 2012.

4.2.4 HOUSE COSTS & AFFORDABILITY

As of 2014, 35.1% of owner-occupied housing units are owned free and clear (without a mortgage), up from 30.6% in 2000, compared to Washington State at 29.3%.

Housing Burden, defined as those households spending 30% or more of their income on housing costs, increased from 2000 to 2010, from 24 to 38 percent of total households. The homeowner housing burden has begun to improve since 2000, but the rental burden continues to grow, with nearly 50% of Island County households that rent, spending more than 30% on housing costs.

Rental prices in Island County have generally been increasing. In 2005 roughly 75% of rental units were available for less than $1,000 a month, but by 2014 that number had dropped to 40%.

The WCRER Housing Affordability Index measures the ability of a middle income family to carry the mortgage payments on a median price home. It is calculated using a ratio of income to the minimum outlay necessary to qualify for a mortgage on a median priced home. An index of 100 means there is a balance between the family's ability to pay and the cost. Higher indexes indicate housing is more affordable and lower indexes indicate housing is less affordable. Island County's affordability index has remained over 100 from 2011 to 2013 and hit a peak of 180.7 in the 2nd quarter of 2012. However, the County's index has consistently remained slightly under the statewide index, until the 3rd quarter of

Table 4-7. Housing Costs and Burden

Topic	2000 Census	2010 5 Yr ACS	2014 5 Yr ACS	
Median Home Value	**$174,800**	**$307,100**	**$287,600**	↓
Median Mortgage	$1,235	$1,695	$1,721	↑
Units Owned w/o Mortgage	30.6%	32.1%	35.1%	↑
Median Rent	$684	$941	$1,076	↑
Median Household Income	**$45,513**	**$57,190**	**$59,107**	↑
Median Family Income	$51,363	$78,531	$71,114	↓
Per Capita Income	$21,472	$29,079	$31,563	↑
Adjusted for Inflation (to 2014 dollars)				
Median Household Income	**$62,570**	**$62,089**	**$59,107**	↓
Median Family Income	$70,612	$85,258	$71,114	↓
Per Capita Income	$29,612	$31,570	$31,563	→
Housing Burden (≥30%)	**23.6%**	**38.0%**	**36.2%**	↓
Homeowner	20.2%	36.7%	30.9%	↓
Renter	34.4%	44.2%	48.7%	↑

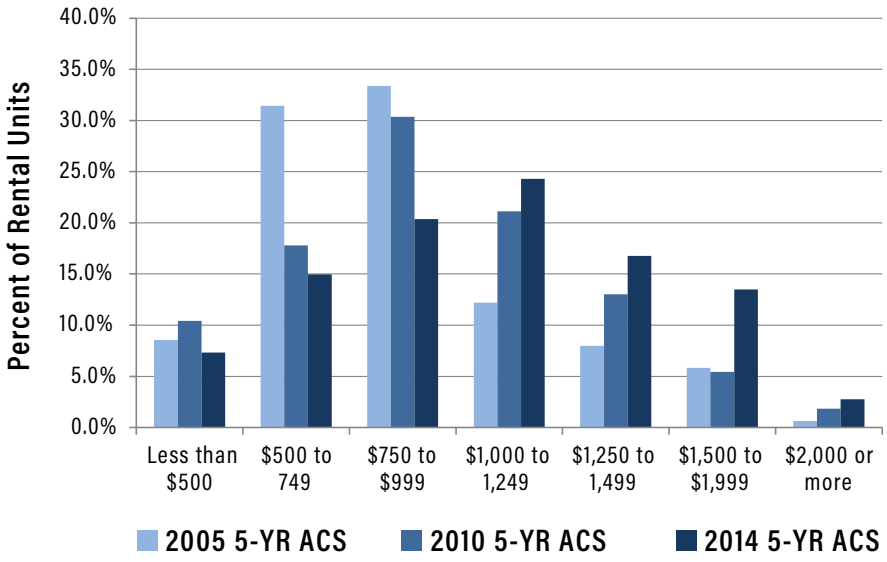
Sources: US Census Bureau - 2000 Decennial Census, and 2010 & 2014 5-Yr American Community Survey data. Inflation adjusted figures from the US Bureau of Labor Statistics Inflation Calculator.

Table 4-8. Rental Housing Units by Gross Rent

Cash Rent	2005 5-YR ACS		2010 5-YR ACS		2014 5-YR ACS		TREND	
	Estimate	Percent	Estimate	Percent	Estimate	Percent	Estimate	Percent
Less than $500	613	**8.6%**	842	**10.4%**	719	**7.3%**	↑	↓
$500 to 749	2,251	**31.4%**	1,438	**17.8%**	1,470	**15.0%**	↓	↓
$750 to $999	2,390	**33.4%**	2,452	**30.4%**	2,003	**20.4%**	↓	↓
$1,000 to 1,249	874	**12.2%**	1,707	**21.1%**	2,390	**24.3%**	↑	↑
$1,250 to 1,499	571	**8.0%**	1,052	**13.0%**	1,649	**16.8%**	↑	↑
$1,500 to $1,999	418	**5.8%**	440	**5.4%**	1,327	**13.5%**	↑	↑
$2,000 or more	46	**0.6%**	148	**1.8%**	272	**2.8%**	↑	↑
Total	**7,163**		**8,079**		**9,830**		**2,667**	

Source: US Census Bureau, American Community Survey

Figure 4-4. Percent of Rental Housing Units by Gross Rent



Source: US Census Bureau, 2005, 2010 & 2014 5-Yr American Community Survey data

Figure 4-3. Housing Affordability Index, 2008 - 2015

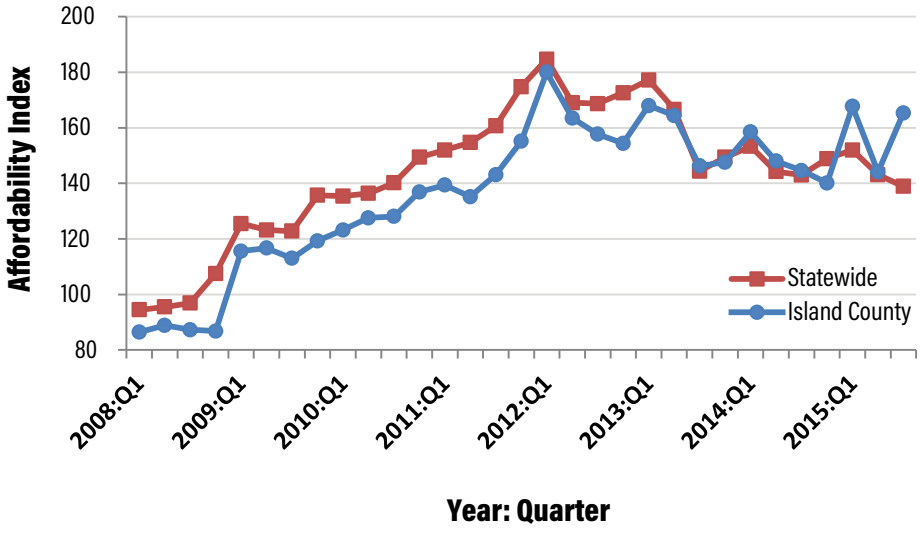
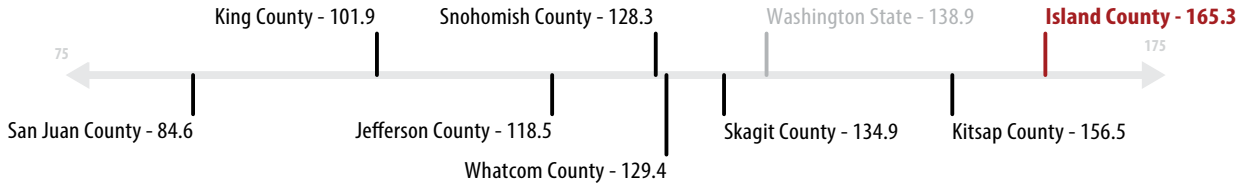


Figure 4-5. Housing Affordability Index, County Comparison for 3rd Quarter 2015



2013 when it surpassed the statewide index by 1.9. This means that from 2011- 2013 housing in Island County has been slightly less affordable than the statewide average, until the 3rd quarter of 2013, when it became marginally more affordable. Figure 4-4 shows the Housing Affordability Index for Island County from 2008-2015.

4.3 HOUSING NEEDS ANALYSIS

4.3.1 POPULATION TRENDS

Housing demand is primarily a function of population growth and the demographic characteristics of the population. Island County's Population from 2000 to 2010 only increased by about 9.7 percent. This is a smaller increase than the increases neighboring counties experienced over the same time frame. It is also below the statewide increase of 14.1 percent. Clallam County is the most comparable neighboring county in terms of growth rate, with an increase of 10.7 percent.

Table 4-9. Housing Needs Analysis

Topic	2000 Census	2010 Census		2010 5 Yr ACS	2014 5 Yr ACS	
Total Population	**71,558**	**78,506**	↑	**78,633**	**78,951**	↑
Incorporated	31.4%	31.8%	↑	31.6%	32.5%	↑
Unincorporated	68.6%	68.2%	↓	68.4%	67.5%	↓
Number of Households	**27,784**	**32,746**	↑	**32,976**	**32,820**	↓
Average Household Size	2.52	2.35	↓	2.30	2.35	↑
Median Household Income	$45,513	X		57,190	59,107	↑
Median Age	**37.0**	**43.2**	↑	**42.4**	**43.7**	↑
Number of People 16 years and older	55,267	X		63,671	64,827	↑
Percent Unemployed	3.0%	X		3.4%	5.3%	↑

Source: US Census Bureau, 2000 & 2010 Decennial Census and 2010 & 2014 5-Yr American Community Survey data

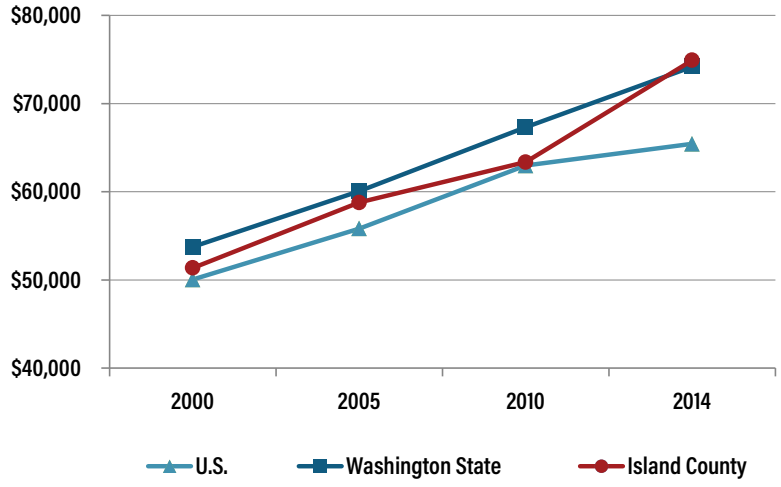
4.3.2 DEMOGRAPHICS

The State OFM also breaks down the population into demographic trends. In 2010, the median age for Island County residents was 43.2 years. 98 percent of the population resided in households, while 2 percent resided in group quarters, such as group homes or jails. There were 32,746 households, with an average household size of 2.35 (see Table 4-9). Approximately 68 percent of households were comprised of families and 26 percent were householders living alone. 27 percent of households included children less than 18 years of age and 31 percent included individuals over 65 years of age. According to the 2016 Homeless Point in Time Survey performed by Island County Human Services, around 222 people are homeless in Island County. The Naval Air Station located in North Whidbey also plays an important role in the housing and demographics of Island County. The Naval Air Station reports they currently have 1,228 families housed on base.

4.3.3 INCOME

Median household income covers any group of people residing within the same housing unit but are not necessarily related. Median family income refers just to a householder and one or more other people related to the householder by birth, marriage, or adoption. The median household income for Island County residents in 2010 was $57,190. The median family income was $68,106, which is a slight increase of $52 from 2009 (See Figure 4-6). However, in 2011 this number spiked to $70,038. Island County's median family income has consistently remained under the statewide median from 2009-2013.

Figure 4-6. Median Family Income



Source: US Census Bureau, 2000 Decennial Census and 2005, 2010 & 2014 5-Yr American Community Survey data

In 2013 the gap between Island County's median family income and the statewide median family income reached $2,393, as illustrated in Figure 4-7. In 2010, 8 percent of people and 5.7 percent of families were in poverty status (for example, a family of four, with two children under the age of 18, would make at most $23,624). 50 percent (38,906) of the total population in 2010 was 16 years or older and considered in the workforce. Of this group, 5.6 percent were unemployed. OFM projected the 2014 median household income to be $56,710.

4.3.4 HOUSING TARGETS & CAPACITY

4.3.4.1 Units Needed to Accommodate Future Population Growth

By 2036, the population of Island County is expected to grow by 9,452. Using the 2010 census' average household size of 2.35, this will create a demand for 4,022 additional dwelling units. With the current vacancy rate of 9.1 percent, the demand would increase to 4,388 dwelling units. If the population grew at a steady rate, this would mean that 219 additional units should be available each year. This is consistent with the number of new units added in 2012 (279) and 2013 (195).

4.3.4.2 Jobs-to-Housing Ratio

The jobs-to-housing ratio is another method of identifying housing needs. The ratio is derived by comparing the covered employment estimates and the number of housing units. Covered employment refers to jobs that are covered by unemployment insurance. The United States Bureau of Labor Statistics estimates that in 2010 Island County had an annual average of 14,857 covered employees. Therefore the county has a jobs-to-housing ratio of about 0.38, meaning there are fewer jobs in Island County than there are housing units. A ratio of 1 would mean jobs and housing are balanced. A ratio under 1 implies fewer jobs than housing units, while a ratio over 1 implies the opposite.

In Island County's case, the low ratio may be due to the high percentage of commuters and retirees who reside within Island County. In 2010, 27.4 percent of workers age 16 and over worked outside of

Table 4-10. Housing Capacity

Area	Housing Capacity (Housing Units)	Additional Housing Units Needed	Excess Housing Units
Oak Harbor	1,985	1,588	397
North Whidbey Rural	848	1,058	(211)
Coupeville	298	61	237
Central Whidbey Rural	1,775	347	1,428
Freeland	175	61	114
Langley	899	39	860
South Whidbey Rural	2,305	425	1,880
Camano	1,353	408	945

their county of residence. This is about 9,739 people. For Washington State as whole this number is only about 15.5 percent of workers. In 2010 the number of people in Island County over the age of 65 was 14,439, or 18.4 percent; this is about 6 percent higher than the statewide number. The number of households receiving a retirement income was 9,877, about 25 percent of the total households in Island County.

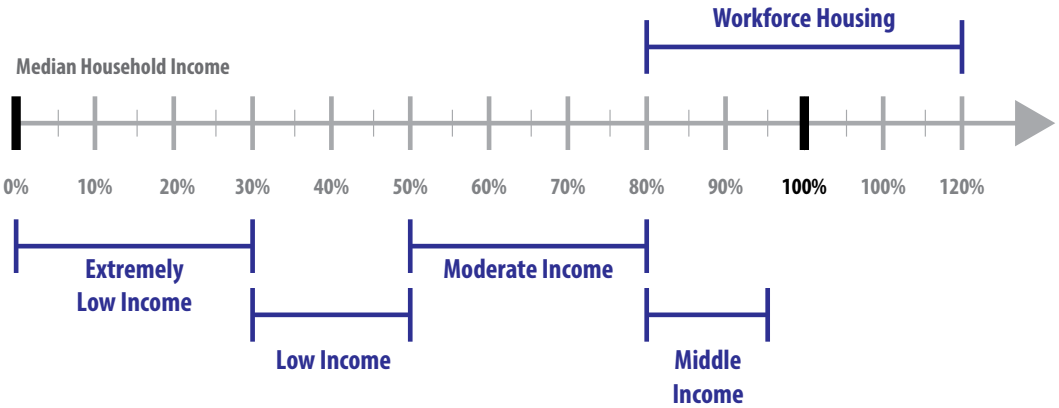
4.3.5 LAND CAPACITY

The County conducted a Buildable Lands Analysis as a part of the 2016 Comprehensive Plan Update. As a part of this analysis, both the Urban Growth Areas (UGAs) and the rural areas were evaluated for developable land capacity. This number is measured in housing units rather than acres of land, to give an accurate depiction of the potential developable space available. Parcels that were either vacant or large enough to be further subdivided under the zoning regulations were considered buildable lots. The rural analysis stopped at this point. Within UGAs, land was removed to account for critical areas and land needed for public purposes (see Appendix B for further details on this process).

4.4 AFFORDABLE HOUSING

The Growth Management Act defines affordable dwelling units for sale as: "housing with mortgages that consume no more than thirty percent of the owner's gross annual household income," [WAC 365-196-410(2)(e)(A)]. In the case of dwelling units for rent, the rent and utility costs should consume no more than thirty percent of the tenant's gross annual income. In the 2010 census, 12,409 of Island County's owner-occupied housing units and 3,511 of renter-occupied housing units had housing costs higher than 30 percent of income. This is about 48 percent of all occupied housing units. Based on the 2010 American Community Survey median annual household income of $57,190 it can be deduced that the median monthly income is $4,766. Using this median monthly income and a median gross rent of $941, it can be rendered that in 2010 19.4 percent of the median household income was required to afford median gross rent. This calculation does not take into account the price of monthly utilities.

Figure 4-7. Affordable Housing Scale



The percent of income that households spend on housing costs can vary depending on what income bracket that household falls into. In Island County, the trend appears to be that households with lower incomes tend to spend a higher percentage of their income on housing costs. The opposite is also true; households with higher incomes tend to spend a lower percentage of their income on housing costs. This trend is also more dramatic for renter-occupied units than for owner-occupied housing units. The following Figures 4-8 through 4-10 illustrate this trend.

Generally, household incomes are characterized as "low," "moderate," "middle," and "upper" in which they represent 0-50 percent, 50-80 percent, 80-120 percent, and more than 120 percent of the median county income, respectively. Table 4-11 shows the distribution of these median household incomes, the number of households in each category and the percentage of households.

The census records household incomes under different thresholds than these categories listed in Table 4-11. Census data can help to determine a rough approximation of the number of households in each threshold.

In 2014, the Washington State Affordable Housing Advisory Board and other partners launched the 2015 Housing Needs Assessment, the first effort in over 10 years to collect and analyze federal, state and housing authority data on affordable housing in Washington State. The profile for Island County breaks down family income into certain thresholds and makes comparisons to the availability of subsidized units. The data can be found below in Table 4-12.

Figure 4-8. Monthly Housing Costs as a Percentage of Household Income in the Past 12 Months (Occupied Housing Units)

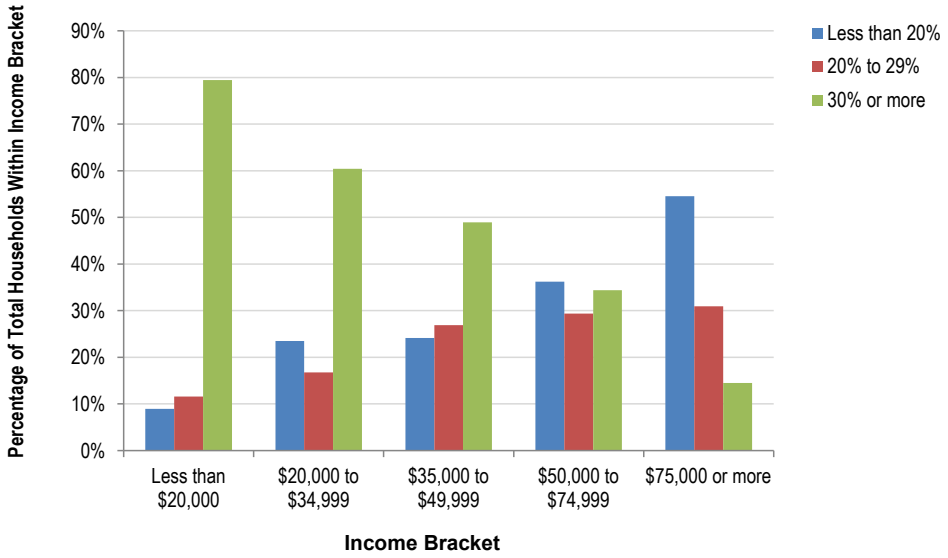


Figure 4-9. Monthly Housing Costs as a Percentage of Household Income in the Past 12 Months (Owner-Occupied Housing Units)

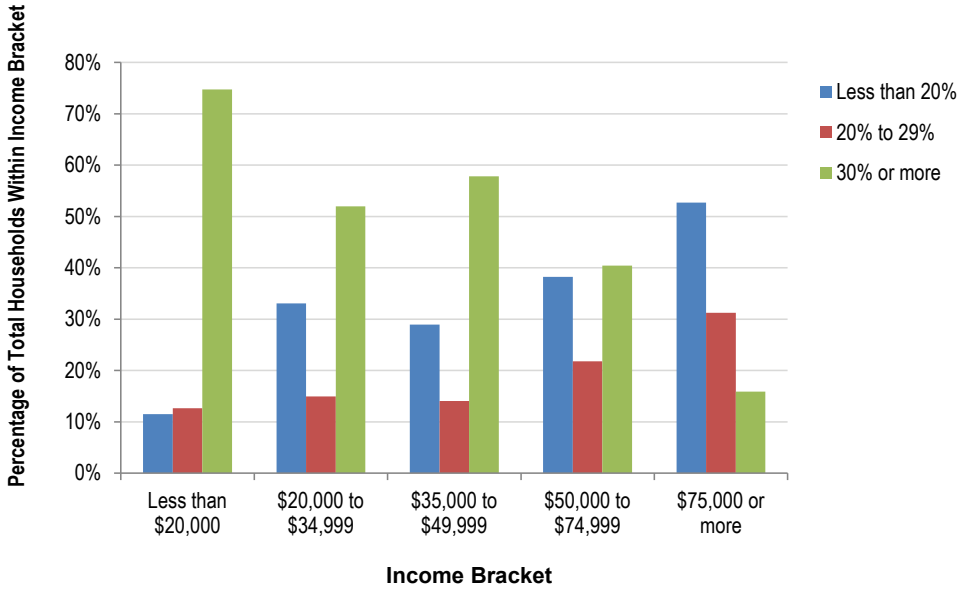


Figure 4-10. Monthly Housing Costs as a Percentage of Household Income in the Past 12 Months (Renter-Occupied Housing Units)

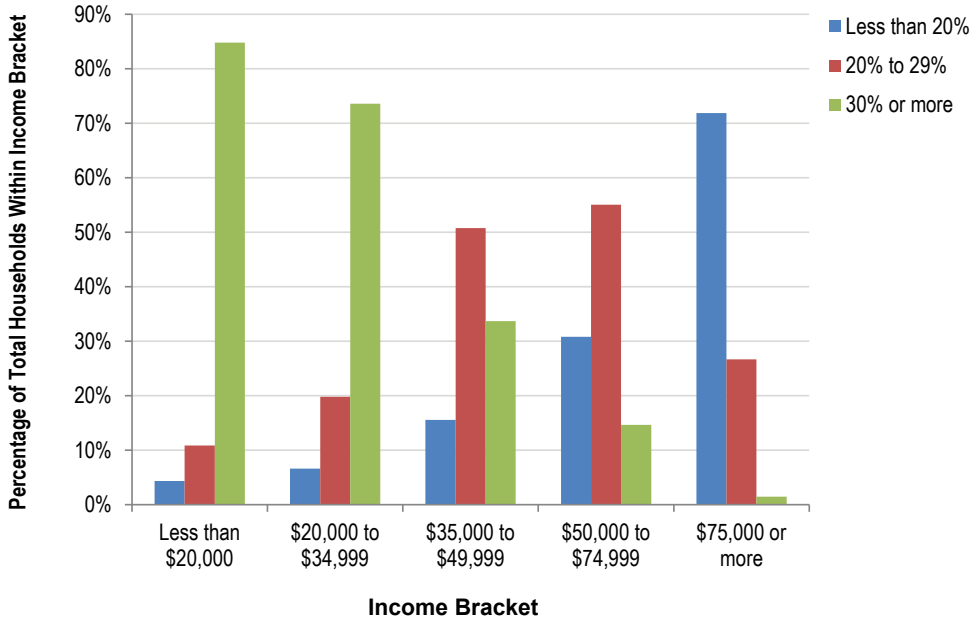


Table 4-11. Island County Income Thresholds 2010

	Income Thresholds	Approximate Number of households	Percentage of households
Low Household Income Threshold (0-50%)	$0 - $28,595	5,865	18%
Moderate Household Income Threshold (50-80%)	$28,595 - $45,752	8,177	25%
Middle Household Income Threshold (80-120%)	$45,752 - $68,628	7,276	22%
Upper Household Income Threshold (120+%)	$68,628 +	11,658	35%
Source: American Community Survey 2010			

Table 4-12. Subsidized Units for Eligible Renter Households at Different Income Thresholds

% of Median Family Income	Income Thresholds	Renter Households	Subsidized Units for Which They are Eligible #	%	Units per 100 Households
0% - 30% Extremely Low Income	$0 - $21,750	1,680	524	100.0%	31
30% - 50% Very Low Income	$21,750 - $36,250	1,320	433	82.6%	33
50% - 80% Low Income	$36,250 - $58,000	2,175	35	6.7%	2
80% - 100% Moderate Income	$58,000 - $72,500	1,320	0	0.0%	0
Source: Affordable Housing Advisory Board – 2015 Housing Needs Assessment					

4.5 REMAINING DISCUSSIONS

Island County has identified some remaining issues to be addressed during the 2017 review of the Housing Element. So far, these include:

- Evaluating the feasibility of an affordable housing program
- Revisiting a Transfer of Development Rights program for the purpose of affordable housing
- Discussing farm worker housing
- Addressing the housing shortage by encouraging and incentivizing housing development in general

Island County may also consider adopting a housing goal that sets the bar at a high but achievable level. An example of such a goal might be:

"By the year 2036, every planning area has a healthy mix of housing sizes, types and prices, affordable at the wages of the jobs nearby. A balanced mix of housing will have housing costs in sync with wages and incomes in the planning area."

4.6 GOAL & 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**

Goal 1. Promote fair and equal access to housing for all persons.

H 1.1. Encourage the availability of affordable housing for all economic segments of the population.

H 1.2. Develop an approach to comprehensively address housing affordability in Island County through methods including, but not limited to, public outreach, data analysis, and coordination with other housing agencies while acknowledging the previous work done with regards to affordable housing in 2009.

H 1.3. Promote, as one of the mechanisms in the County for the development of affordable housing, the construction of multifamily units, primarily rentals, in areas where higher densities are permitted and where infrastructure, including public transportation, is already available.

H 1.4. In order to maximize economic opportunity and enhance the well-being of Island County's low income residents, publicly-funded low-income housing should be located in close proximity to employment centers, transit stops and other public services.

H 1.5. Ensure consistency and coordination between the policies addressed in the Comprehensive Plan and those outlined in Island County's Homeless Housing Plan.

H 1.6. Encourage a range of permanent housing options through small project-based structures, rental assistance, and supportive housing; ensuring that permanent housing options are dispersed throughout the community, by collaborating with private developers, public agencies and non-profit organizations.

H 1.7. Encourage transitional housing for youth, adults, seniors, and families coordinated with critical support services.

H 1.8. Encourage the development of emergency shelters and short-term housing for those in need.

H 1.9. The County considers manufactured homes the same as site built housing as per the definition of manufactured home contained in RCW 35.63.160

Goal 2. Promote a variety of residential densities and housing types in appropriate locations where infrastructure, public transit, and/or services are readily accessible or planned in the near future.

H 2.1. Encourage a broad range of housing types, densities and programs including attached housing, housing appropriate to seniors, co-housing, self-help housing for low-income households and residential care housing.

H 2.2. Allow for duplexes, triplexes and fourplexes in Rural Residential zones that are adjacent to Rural Center zones.

H 2.3. Provide for Planned Residential Developments to include either attached or detached housing units, while maintaining the look and feel of the rural character as much as possible.

Goal 3. Encourage preservation of existing housing stock capacity and the character of existing neighborhoods and communities.

H 3.1. Preserve the existing housing stock by evaluating ways to streamline the permitting process for remodels/additions and accessory dwelling units.

Goal 4. **Implement Island County's Housing Element in accordance with RCW 36.70A.070(2) and WAC365-196-410(2)(f). The following policies will be considered as implementation methods:**

H 4.1. The Housing Element will be implemented in accordance with the County-wide Planning Policies.

H 4.2. Define affordable and low-income housing needs and establish measurable affordable and low-income housing targets relative to those needs.

H 4.3. Lower labor and materials costs by supporting and encouraging alternative housing designs, financing, materials and construction, such as self-help/sweat-equity housing, owner-built housing, and the use of existing or reclaimed building materials.

H 4.4. Provide for appropriate locations for low-cost housing options such as manufactured homes and US Department of Housing and Urban Development (HUD) approved mobile homes in single width and larger.

H 4.5. Review code regulations for housing types, minimum dwelling unit size, minimum number of rooms and house shape to ensure they do not conflict with affordable housing goals.

H 4.6. Support publicly-owned housing. Continue to support the Housing Authority of Island County in ongoing efforts to fund and sustain existing low-income housing projects in Island County. Support can come in the form of partnering in grant applications, appealing to the state to increase the Housing Trust Fund, and other measures.

H 4.7. Encourage applications for federal Low-Income Housing Tax Credits for the acquisition, rehabilitation, or new constructions of rental housing targeted to lower-income households.

H 4.8. Develop density bonuses and other incentives to provide for affordable housing in the rural area.

H 4.9. When deemed appropriate, the title to surplus land holdings should be transferred to the Island County Housing Authority or non-profit organizations such as the Island Affordable Housing Trust.

H 4.9.1. Review existing surplus public land owned by Island County and other public agencies to determine if any such lands are appropriate to be transferred to a non-profit housing agency for affordable or low-income housing. In general, such lands should have access to public services or, by prearrangement, to be used in an exchange for buildable affordable housing unit sites.

H 4.10. Promote affordable and low-income housing creation and promote zoning and other County ordinances to accommodate affordable and low-income housing.

H 4.11. Streamline permit review for any type of project with affordable or low-income housing, from manufactured homes to multi-family units and clustered development.

Examples of permit streamlining include:

H 4.11.1. Review the current permitting system with the planning staff, building officials and developers to identify barriers for development of affordable or low-income housing.

H 4.11.2. Set up an expedited review process for affordable or low-income housing, with a predictable review period, such as a maximum of 60 days.

H 4.11.3. Create “permit ready” house plans for use on small lots in appropriate locations. House plans can be developed by volunteer architects or through a design competition to create a set of pre-approved plans approved by a Design Review Board and acceptable to the community. Manufactured and modular homes can be included in this process. This effort can be done on a county-wide scale in partnership with the Town of Coupeville, City of Oak Harbor and the City of Langley.

H 4.11.4. Provide a single location in the County Zoning Code for regulations relating to the development of affordable housing.

H 4.11.5. Provide relief of fees for affordable housing. This would require a code amendment and can be done by adopting a separate fee schedule for projects incorporating affordable housing.

H 4.12. When annexation of land in Urban Growth Areas occurs, work with municipalities to include or set aside areas for affordable housing.

H 4.13. Include provisions for affordable housing in any Comprehensive Plan land use changes that increase density.

H 4.14. Develop a Transfer of Development Rights (TDR) program in conjunction with incorporated communities that allows higher densities for affordable housing within city boundaries and urban growth areas.

H 4.15. Provide for density bonuses on land in the urban growth areas, suitable for an affordable housing project. This would also apply to surplus land discussed in H 4.9.

H 4.16. Support and encourage partnerships with Island Affordable Housing Trust (IAHT) or similar agencies to build permanently affordable housing units throughout Island County.

H 4.17. Monitor the performance of Island County's housing strategy, through methods such as:

- ***H 4.17.1.*** Collect and analyze information about the housing market
- ***H 4.17.2.*** Collect and analyze data about the supply of developable residential building lots at various land-use densities and the supply of rental and for-sale housing at various price levels
- ***H 4.17.3.*** Develop a comparison of actual housing development to the targets, policies and goals contained in the Housing Element
- ***H 4.17.4.*** Identify the thresholds at which steps should be taken to adjust and revise goals and policies
- ***H 4.17.5.*** Develop a description of the types of adjustments and revisions that the County may consider



A vision and guidance for managing development in a way that respects Island County's history.

This page intentionally left blank for double-sided printing

TABLE OF CONTENTS

5.1 INTRODUCTION 1

5.2 PLAN FOR THE HISTORIC PRESERVATION ELEMENT 1

5.3 EBEY'S LANDING HISTORIC RESERVE 2

5.3.1 Establishment of The Reserve 2

5.3.2 Reserve Trust Board 5

5.4 EBEY'S RESERVE DESIGN REVIEW PROCESS 5

5.4.1 Process Overview 5

5.4.2 Design Guidelines 6

5.5 MOVING FORWARD 6

5.6 GOALS AND POLICIES 7

Map

MAP 5A. Ebey's Landing National Historical Reserve 3

This page intentionally left blank for double-sided printing

5.1 INTRODUCTION

Although the Growth Management Act (GMA), established in 1990 does not explicitly require communities to include a separate Historic Preservation Element as a part of their Comprehensive Plans, the GMA does emphasize its importance. The GMA outlines thirteen goals that communities must plan by; Goal 13 is to "identify and encourage the preservation of lands, sites, and structures, that have historical or archaeological significance." Few communities however, have thoroughly addressed historic preservation in their Comprehensive Plans. Given the abundance of Island County's historic resources, historic preservation is a high priority within the community. The Comprehensive Plan is the best place to provide clear vision and guidance for managing development in a way that respects Island County's history.

5.2 PLAN FOR THE HISTORIC PRESERVATION ELEMENT

Currently, this Element addresses historic preservation efforts within Ebey's Landing National Historical Reserve, in Central Whidbey. The County recognizes there are valuable and irreplaceable historic resources throughout Island County and plans to take further action towards county-wide historic preservation.

Island County currently works to promote historic preservation by encouraging the use of incentives that aid and encourage rehabilitation and adaptive use of significant historic properties. These include financial incentives like Special Valuation and the Federal Historic Preservation Tax Credit Program for income-producing properties. There are also other historic preservation regulations and review processes that Island County regularly participates in, such as the Washington State Environmental

HISTORIC PRESERVATION ELEMENT GOAL

1. **Actively participate in Ebey's Landing National Historical Reserve in order to "preserve and protect a rural community which provides an unbroken historical record from 19th century exploration and settlement in Puget Sound to the present time" (Public Law 95-625, November 10, 1978).**
2. **To identify Island County's archaeological resources, and to protect and preserve the cultural, historical, social, educational, and scientific value of these resources in a manner that respects their cultural significance.**

Policy Act (SEPA), the National Environmental Policy Act (NEPA), Section 106 of the National Historic Preservation Act (NHPA), the Federal Highway Administration (FWHA) policy guidelines - Section 4f, and Washington State Executive Order 05-05, and state laws on archaeological permits.

In order to continue historic preservation efforts in Island County, the County recognizes the importance of conducting a comprehensive historic resources survey. A county-wide inventory of historic resources might begin by consolidating data from existing and local heritage preservation organizations like museums, historic sites, and Certified Local Governments within Island County.

Once an inventory is complete the next steps will be to research historic preservation techniques and funding sources. All relevant community groups, organizations, and agencies will have to be involved in this collaborative process of implementing the community's vision.

5.3 EBEY'S LANDING NATIONAL HISTORICAL RESERVE

National Reserves are geographic areas containing nationally significant resources in which federal, state and/or local agencies, along with the private sector, work cooperatively to manage, protect and interpret the resources.

Ebey's Landing National Historical Reserve (Reserve) was established by an act of Congress in 1978 in order "to preserve and protect a rural community which provides an unbroken historic record from nineteenth century exploration and settlement of Puget Sound up to the present time." (Public Law 95-625, November 10, 1978).

The Reserve, is one of the only remaining area in the Puget Sound region where a broad spectrum of Northwest history is clearly visible on the land and protected within a landscape that is lived in and actively farmed. Most of the land remains in private ownership, while retaining its historic, cultural, and rural character.

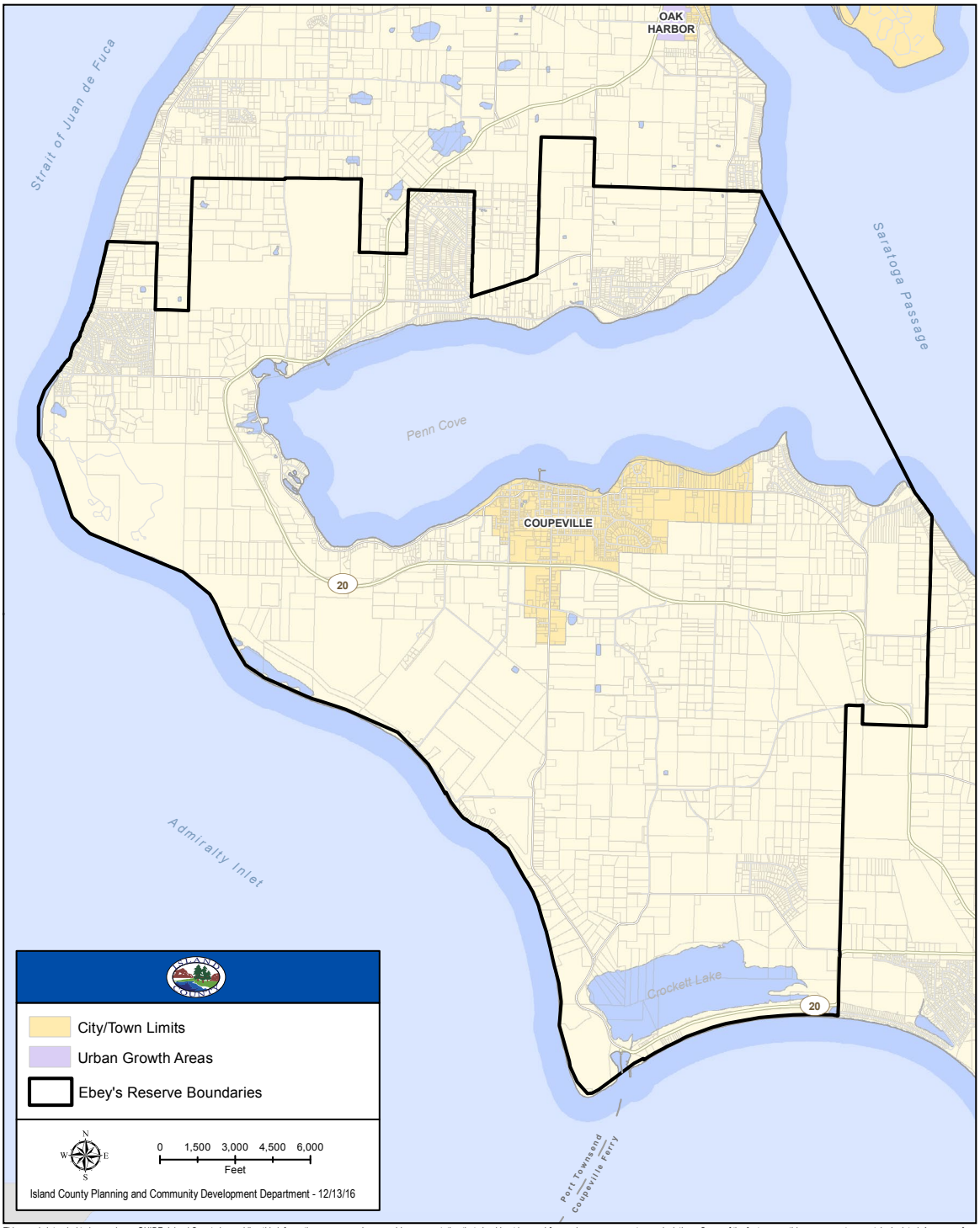
The Reserve is nationally significant; when it was established, it represented a new approach to preserving land and heritage resources. This new approach recognized that local government, including Island County (the government and its residents) has always been a key partner in the Reserve.

The Reserve's distinct landscape, rural character and heritage resources are economically important within our agricultural, recreation and tourism industries, socially important within our community, and worthy of proactive preservation.

5.3.1 ESTABLISHMENT OF THE RESERVE

Ebey's Landing National Historical Reserve was established on 1978 as a way of protecting the Central Whidbey Island Historic District, a nationally significant historical area in central Whidbey Island. With a new type of preservation model known as a National Reserve and an active collaboration of local, state and federal partners, the cultural landscape could be protected without sacrificing the needs and future of a working rural community. While there are Federal, State, Town, and County lands within the Reserve,

MAP 5A. Ebey's Landing National Historical Reserve



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.

the majority (85%) is privately owned. The Reserve's landscape and rural character are protected through land donations, tax incentives, local land use regulation, conservation easements, and the cooperation of property owners.

The Reserve is a "partnership" that uses a cooperative strategy to bring together private and public resources at the local, state, and federal level. In 1980 the Ebey's Landing National Historic Reserve Comprehensive Plan was created to detail the conceptual plan for the Reserve. Then in 1988 an interlocal agreement between Island County, the Town of Coupeville, the National Park Service, and the State of Washington, established a joint interagency administrative board for management of the Reserve, now referred to as the Trust Board. The Trust Board for the Reserve consists of four representatives appointed by Island County, three representatives appointed by the Town of Coupeville, one representative from State Parks, and one representative from the National Park Service. The Trust Board is the entity that then actively manages the Reserve. In 2011, Design Guidelines for the Reserve were adopted by both Island County and the Town of Coupeville. In that same year, both the Town and the County entered into another interlocal agreement to facilitate a coordinated permit review procedure, including the creation of a joint Historic Preservation Commission to conduct review.

The Reserve was created "to preserve and protect a rural community which provides an unbroken historic record from 19th century exploration and settlement in Puget Sound to the present time" and emphasizes four historic events.

- Vancouver's exploration of the Puget Sound in 1792
- The first permanent settlement on Whidbey Island by Isaac Ebey
- The Donation Land Claim settlements and subsequent settlements
- The development of the Town of Coupeville

The Reserve's boundaries reflect this history and are the same as those of the Central Whidbey Island Historic District established in 1973, which were based on the settlement patterns resulting from the Public Lands Survey Act of 1850, also known as the Donation Land Claim Act.

The legislation points to the fact that this is a community that has evolved from early exploration to the present and consists of descendants of original settlers as well as new residents. As such, the Reserve cannot be interpreted from one specific point in time. In addition, most of the land is privately owned, with the rest a combination of local, state, and federal ownership; creating a unique set of circumstances. The NPS has purchased little land within the Reserve, but has actively acquired scenic easements on farms and important open spaces. The concept of the Reserve was a community effort and participating in land protection is voluntary on the part of private landowners. This has been a key to the Reserve's success in the community.

The impetus to protect central Whidbey began from local citizens' initiative to protect Ebey's Prairie from inappropriate development and is well documented in the Reserve's administrative history. The concept of a national historical reserve was viewed as a way to preserve open space with a minimum disturbance to private landowners—to provide initial federal support without threatening local autonomy.

5.3.2 RESERVE TRUST BOARD

The nine-member Trust Board is made up of representatives appointed by the four government partners of the 1988 Interlocal Agreement: Island County (4 representatives); Town of Coupeville (3 representatives); Washington State Parks (1 representative) and National Park Service (1 representative). Members serve four-year terms. The Trust Board holds monthly public meetings and conducts business according to the Open Public Meetings Act. The Trust Board employs a Reserve Manager to oversee day-to-day operation of the Reserve, and additional staff as needed, including an Office Manager, a Preservation Coordinator and an Outreach Coordinator. The Trust Board's key responsibilities are to coordinate the partnership defined in the 1988 Interlocal Agreement; to monitor the NPS acquired scenic easements in the Reserve; and to advise advising local, state, and federal partners on preservation in the Reserve (including serving on the Historic Reserve Committee as part of the Design Review process).

5.4 EBEY'S RESERVE DESIGN REVIEW PROCESS

5.4.1 PROCESS OVERVIEW

The Design Guidelines and Design Review Process are the main local government tools to ensure protection of the historic resources in the Reserve.

As stated earlier, a Design Review Process and Design Guidelines were adopted by both Island County and the Town of Coupeville in 2011. Design review is the process of applying context-specific design guidelines to proposed construction and remodeling projects. This process is not intended to freeze the Reserve or its buildings in a particular time period. Rather, it is a tool to help all property owners care for and conserve the overall character and appearance of the Reserve. Each demolition, each new roadway, and each incompatible new structure diminishes the Reserve's historic character. Design review promotes sensitive rehabilitation and new construction that maintains the unique character of the Reserve, helping retain strong property values for the entire community, and preserve our shared heritage.

To tailor the design review process, the Reserve has been mapped into two separate Review Areas. The Review Areas reflect the areas' predominant character, historic significance and fragility.

Review Area 1:

- Historic Neighborhoods
- Historic and Scenic Vistas

Review Area 2:

- Newer Neighborhoods
- Forested Lands

There are also four levels of review depending upon the complexity of the proposal. These are:

Level A: Projects that are low impact, less complex projects upon which the Town or County Planning Director (or his or her designee) makes an administrative decision.

Level B: Projects that are more complex and will be reviewed by the staff as well as the Reserve Committee which consists of the Reserve Manager, the County Planning Director, and the Town Planner.

Level C: Projects that are reviewed by the Historic Preservation Commission. These are projects that can potentially have a significant long-term effect on the Reserve's historic character.

Level D: Recommendation to the Director on projects which most likely will have a Historic Preservation decision

5.4.2 DESIGN GUIDELINES

The Ebey's Reserve Design Guidelines were developed to assist owners with recommended approaches to additions and alterations of historic buildings and sites, as well as design development for new construction within the Reserve. Design guidelines are used by the County, Town, and Reserve staff - as well as the Historic Preservation Commission - in their decision-making process when considering the issuance of a Certificate of Appropriateness. The goal of design review in the Reserve is to sustain the vibrant and unique historical setting so that new development complements the historic setting. The U.S. Department of the Interior defines four approaches to the treatment of historic buildings and structures as listed below.

5.5 MOVING FORWARD

The 1980 Comprehensive Plan for Ebey's Landing National Historic Reserve was developed as the initial guiding document for the protection, preservation and interpretation of the Reserve. Decades later, the plan still tells the story of the Reserve's significance and establishment, but key conditions and processes have changed. One example is the increasing number of residents and visitors. Are current processes and protections working as intended to sustain agriculture, retain rural character, protect resources, and provide for appropriate recreation? This question needs to be answered by a collaborative updating of the 1980 plan by the Trust Board Island County, and other partners charged with the Reserve's preservation.

5.6 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

Goal 1. **Actively participate as a partner in Ebey's Landing National Historical Reserve in order to "preserve and protect a rural community which provides an unbroken historical record from 19th century exploration and settlement in Puget Sound to the present time" (Public Law 95-625, November 10, 1978).**

HP 1.1. Adhere to the standards of the Comprehensive Plan for Ebey's Landing National Historical Reserve as set forth in the Interlocal Agreement with the National Park Service, Washington State Parks and Recreation Commission, and Town of Coupeville, or as amended.

HP 1.2. Development in the Ebey's Landing National Historical Reserve or other valued scenic or heritage areas will be designed to protect identified historic sites, structures, and panoramic vistas. Vegetative screening, setbacks, exterior design measures, view corridor protection and other suitable forms of mitigation will be used to lessen the impact of development within such areas.

HP 1.3. In cooperation with the Historic Preservation Commission, and the Trust Board, the County will review an annual report on the status of the design review process for the preceding year, the unified code, and the Design Guidelines for Ebey's Landing National Historic Reserve.

HP 1.4. In cooperation with the Town of Coupeville, Washington State Parks, the National Park Service, the Historic Preservation Commission, and the Trust Board, conduct a thorough update of the1980 Comprehensive Plan for Ebey's Landing National Historic Reserve.

HP 1.4.1. As a part of the process of updating the Plan for Ebey's Reserve, conduct an evaluation of the discrepancies between the Design Review Process adopted in 2011 (Ord. No. C-84-11[PLG-019-11]) and the 1980 Comprehensive Plan for Ebey's Landing National Historic Reserve and consider clarifying the authority for each document.

HP 1.5. Encourage management and preservation of Island County's historic resources by expanding the scope of the Historic Preservation element.

HP 1.6. Encourage the preservation and restoration of historic structures by continuing to provide special tax valuation for historic structures as directed by RCW 84.26.

HP 1.7. Create a complete inventory of all historically significant properties within Island County to identify Island County's historic resources and to protect and preserve these resources in a manner that respects their importance and continue to tell the story of Island County.

HP 1.8. Provide technical assistance to citizens in other parts of the County in forming local historic preservation districts.

HP 1.9. Research historic preservation tools and techniques that may apply to Island County.

HP 1.9.1. Evaluate the benefits of and the requirements for becoming a Certified Local Government through the National Park Service program aimed at promoting local historic preservation.

Goal 2. To identify Island County's archaeological resources, and to protect and preserve the cultural, historical, social, educational, and scientific value of these resources in a manner that respects their cultural significance.

HP 2.1. The County will prepare and maintain a current inventory of all known and suspected historic and archaeological sites in cooperation with the State Department of Archaeology and Historic Preservation and officials from the affected Indian tribe. This inventory will be kept in a secure location and used by County staff only for the purpose of verifying the presence of an archaeological site on a subject property.

HP 2.1.1. The County shall update its inventory of archaeological sites by incorporating information contained in the archaeologic reports required by Policy HP 3.4 below.

HP 2.1.2. Additionally, should any new archaeological site be discovered during development or otherwise, the County shall also incorporate information obtained from the newly discovered site in its inventory and shall forward or cause to be forwarded this information to the state Office of Archaeology and Historic Preservation and the affected Tribe.

HP 2.2. The County will continue to implement the Inadvertent Discovery Plan which identifies and protects archaeological sites within its jurisdiction.

HP 2.2.1. The County shall provide the affected Tribe, the Department of Archaeology and Historic Preservation, the Trust Board of the Ebey's Landing National Historical Reserve and the Island County Historical Society with a copy of any amendments to these procedures hereto.

HP 2.3. The County will ensure that affected tribal organization(s) and the Office of Archaeology and Historic Preservation are involved in the review of projects having potential impacts on archaeological sites by, at a minimum, providing the affected Tribe, organization and agency with a copy of the permit application for all such projects and notifying the owner or project proponent of his/her responsibility to consult with the affected Native American Tribe.

HP 2.4. Where a proposed development is located on or near an archaeological site, the County will require the property owner or project proponent to engage a qualified professional archaeologist to investigate and report to the County upon the location, condition, extent of the site and any recommendations in regard to treatment.

HP 2.4.1. Such report shall include consultation with the affected Indian tribe on proposed measures to avoid, protect, or mitigate the impacts of the proposed project on the archaeological site.

HP 2.4.2. The report shall include:

- A section describing the consultative process with the affected Tribe, setting forth the affected Tribe's comments on any findings and recommendations proposed by the archaeologist on behalf of the property owner or project proponent,
- Any changes made to those findings and/or recommendations as a result of the consultation, and
- Any contrary findings and/or recommendations of the affected Indian Tribe on avoidance or mitigation of the proposed project's impacts.

HP 2.4.3. The report shall be performed in accordance with the best available technology and techniques commonly accepted as standards in the profession of archaeology.

HP 2.4.4. A copy of the archaeologist's report shall be provided to the affected Tribe and the Department of Archaeology and Historic Preservation.

HP 2.5. No permit for an application requiring an archaeologist's report will be issued prior to the receipt by Island County of a required archaeological report and any comments submitted to the County by the Tribes.

HP 2.5.1. Based on the information contained in the written report of the qualified professional archaeologist, including the recommendations of the affected Indian Tribe on avoidance or mitigation of the proposed project's impacts obtained during the consultation process, the County will condition project approval in a manner to avoid or minimize impacts to the site consistent with federal and state law.

HP 2.5.2. Avoidance and conservation of the site is the preferred treatment.

HP 2.6. The County shall require property owners or project proponents to immediately halt work if, during the course of development, and particularly during actual construction, human remains or archaeological resources are encountered.

HP 2.6.1. The property owner or project proponent shall be required to contact the affected Native American Tribe, the County and the Department of Archaeology and Historic Preservation. This contact shall initiate a consultation process for determining subsequent actions.

HP 2.7. The County will work with affected Tribes and others to protect Native American artifacts and sites of significance, and other archaeological and cultural resources as mandated by RCW 27.53.



Policies for the conservation and protection of resources including, but not limited to, critical areas, groundwater, agricultural land and forest areas, open space corridors, and wildlife habitat.

This page intentionally left blank for double-sided printing

TABLE OF CONTENTS

6.1 INTRODUCTION 5

6.1.1 Definition of Natural Resources 6

6.1.2 Vision for Natural Resources 6

6.2 CRITICAL AREAS 6

6.2.1 Wetlands 12

6.2.2 Critical Aquifer Recharge Areas 12

6.2.2.1 Groundwater Recharge Study

6.2.3 Fish & Wildlife Habitat Conservation Areas 13

6.2.4 Frequently Flooded Areas 14

6.2.5 Geologically Hazardous Areas 14

6.3 GROUND WATER RESOURCES 14

6.3.1 Ground Water Overview 14

6.3.2 Groundwater Resource and Recharge Protection 15

6.3.3 Seawater Intrusion Protection 16

6.4 NATURAL LANDS 17

6.4.1 Natural Lands Overview 17

6.4.2 Definition of Natural Lands 18

6.4.3 Natural Lands Typology 19

6.4.3.1 Agriculture

6.4.3.2 Forestry

6.4.3.3 Wetland Protection

6.4.3.4 Open Space Corridors

6.4.4 Significance of natural lands in island county 21

6.4.4.1 Agricultural Land Conservation

6.4.4.2 Forest Lands Conservation

6.4.5 Identification and Management of Natural Lands 25

6.4.6 Analysis 26

6.4.6.1 Incentives

6.4.6.2 Funding Strategies

6.4.6.3 Collaborative Approaches

6.4.7 Continued Public Involvement and Education 28

6.5 MINERAL LANDS 28

6.5.1 Existing Mineral Lands 30

6.5.2 Potential Mineral Lands 30

6.6 GOALS AND POLICIES 31

TABLES

Table 6-1. Natural Lands/Open Space Summary 21

Table 6-2. Agricultural Lands 23

Table 6-3. Agricultural Economy 23

Table 6-4. Forestry Lands and Timber Production 25

MAPS

MAP 6A. Wetlands 8

MAP 6B. Flood Plains 9

MAP 6C. Steep and Unstable Slopes 10

MAP 6D. Critical Aquifer Recharge Areas 11

MAP 6E. Open Space Corridors 22

MAP 6F. Mineral Resources 29

6.1 INTRODUCTION

The Natural Resource element covers several important issues, such as the protection of agricultural land and forest areas, open space corridors, property rights, wetlands, groundwater, rural character, and wildlife habitat protection. The need for conservation and protection of natural resources increases as the County population continues to grow.

The balance between natural resource protection and development influences the economic condition of Island County. Aside from traditional ecological and aesthetic effects, natural resources have the potential to create jobs, provide recreational opportunities, enhance property values, attract customers and revenue to local businesses, increase government revenues, decrease the cost of community services, and improve the local quality of life.

In the 1998 version of the Island County Comprehensive Plan, Natural Lands and Water Resources were addressed as separate Elements. As part of an attempt to reorganize and clarify the Comprehensive Plan, it was determined that these two topics might function more effectively under the same Element. This Natural Resources Element was then developed, and Natural Lands and Water Resources became subcategories under that Element. The Water Resources Element was split up and the information related to water systems was relocated to the Utilities Element while the information to water as a resource was moved to the Natural Resource Element. Sections related to Critical Areas including Wetlands, Fish and Wildlife Habitat Conservation Areas and Geologically Hazardous Areas were also moved into the Natural Resources Element from their previous location within the Land Use Element. By combining all information related to Natural Resources into one Element, protection of these resources can be addressed in a more comprehensive manner, rather than through separate and potentially competing Elements.

NATURAL RESOURCES GOALS

1. **Safeguard the natural environment as an integrated system where the land, water, and air resources interact creating a balanced environment for all life on the islands.**
2. **Preserve a high level of air quality.**
3. **Protect wetlands from a net loss in functions.**
4. **Protect fish and wildlife habitat areas.**
5. **Protect public health, safety, and welfare, to minimize public and private losses due to flood conditions in frequently flooded areas.**
6. **Protect the public health, safety, and welfare from threats resulting from incompatible development being sited on or near steep and/or unstable slopes.**
7. **Manage and protect ground water and provide for resource protection through a common goal of non-degradation for existing and future residents of Island County.**
8. **Protect aquifer recharge areas from contamination and insure long term recharge potential.**

(Continued on next page)

NATURAL RESOURCES GOALS (CONTINUED)

9 Ensure that Island County plans and develops in a manner that utilizes the best available information regarding water resources, so that the resource will be preserved for current and future use.

10 Conserve a variety of natural lands, in both public and private ownership, for the enjoyment and economic benefit of current and future residents of Island County.

11 Prioritize the protection of natural lands that coincide with other valuable resources, including ecological, historical, agricultural, recreational, and cultural lands.

12 Protect natural, scenic, cultural, and historic lands as community assets.

13 Continue to promote active public involvement in the conservation or protection of important natural lands.

14 Continue an open dialogue between Island County, incorporated jurisdictions, special purpose districts, non-profits, and other interested individuals and organizations working toward the conservation or protection of natural lands.

15 Protect existing and ongoing resource management operations and preserving long-term commercial viability of those uses.

6.1.1 DEFINITION OF NATURAL RESOURCES

Natural resources are natural materials, substances, processes or organisms that society depends on and that can be potentially useful for economic gain. Classically, natural resources were thought of as minerals, fossil fuels, timber, water, fish and wildlife. More frequently however, the definition is being expanded to include more abstract resources such as the atmosphere, sunlight and aesthetic value. This Element will cover natural lands, air quality, mineral lands, critical areas and ground water resources. As conversations around natural resources in Island County continue, this Element can be expanded to new resources the community values.

6.1.2 VISION FOR NATURAL RESOURCES

Natural resource systems should be conserved and preserved in recognition of the irreplaceable character of such resources, and of their importance to the quality of life of residents, visitors, and the future generations of Island County. Provisions should be made for natural resources to meet human needs throughout the County in order to protect them, and enhance enjoyment and appreciation of the environment.

6.2 CRITICAL AREAS

Critical areas are lands that possess certain development limitations, or that provide important public resources. However, a property owner cannot be deprived of a reasonable use and the enjoyment of lands on which critical areas and their associated buffers, if any, are located.

Critical areas are:

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
E. Geologically hazardous areas

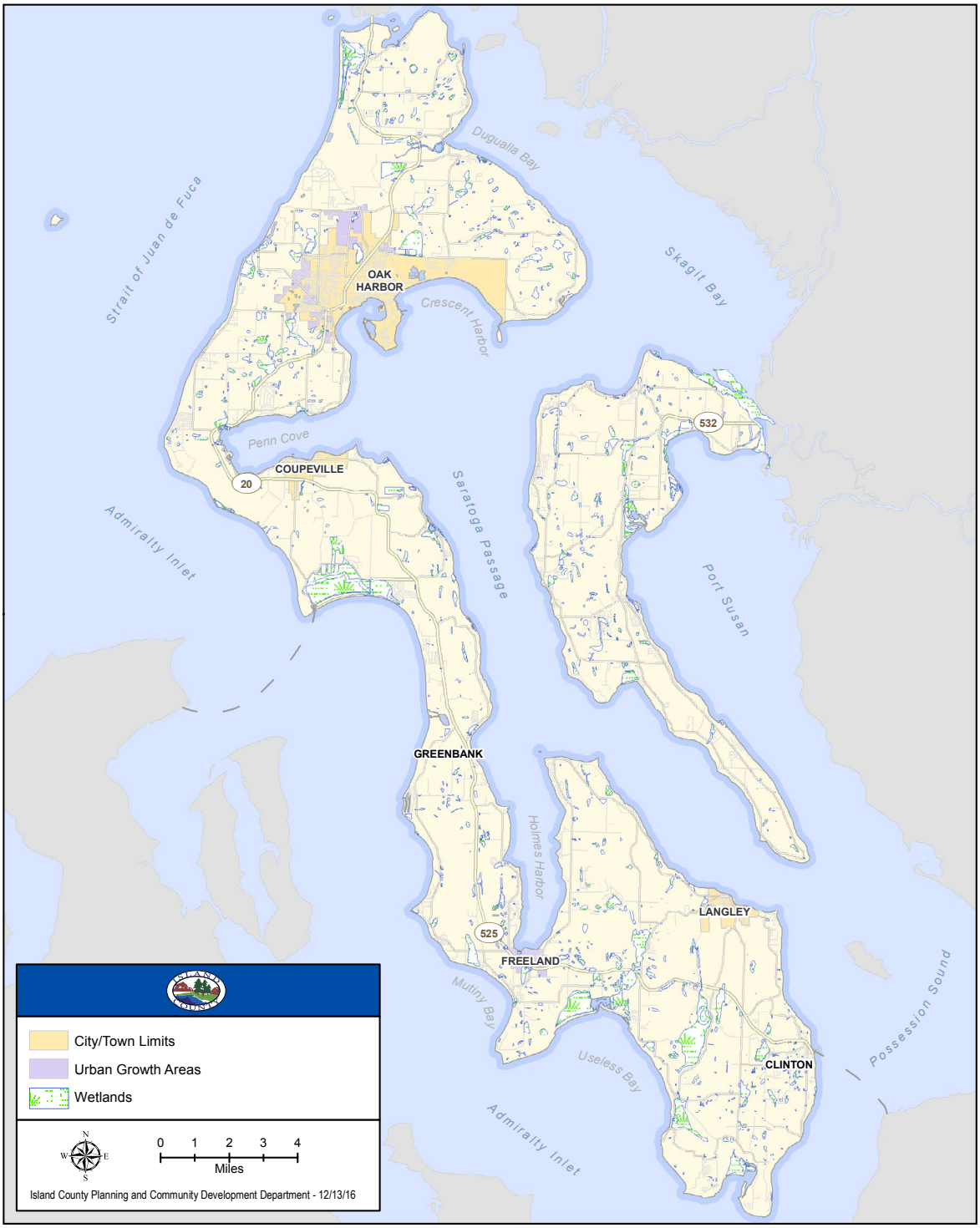
Prior to adoption of the 1984 Island County Code, many critical areas in Island County had been disturbed by past development, logging, or other human activity. Some critical areas are essentially in pristine condition, having recovered from logging or other activity which has occurred on or near them in the last century or so. Many of the County's most valuable critical areas lie in undeveloped rural areas and in resource lands. Efforts to protect critical lands will likely be more effective in rural areas than in urban areas. When goals intended to protect critical areas compete or conflict with goals for curtailing sprawl, a balance will be reached based on priorities outlined in this Plan and the goals of the GMA. For example, some alteration to highly degraded wetlands within UGAs may be acceptable to discourage sprawl. Critical areas within areas of high development pressure, such as UGAs, will have different forms and levels of protection than critical areas within rural areas and resource lands.

Limited information is available on location and boundaries of many types of critical areas. The Critical Areas maps (Maps F through J), provide a generalized location based on authoritative studies, e.g., maps generated by the Washington Department of Fish and Wildlife (WDFW) Priority Habitats and Species Program; occurrence maps generated by the Washington Department of Natural Resources (WDNR) Natural Heritage Program; United States Fish and Wildlife Services (USFWS) National Wetland Inventory maps; DNR Water Type maps; maps of frequently flooded areas prepared by the Federal Emergency Management Agency; and maps of identified wetlands prepared for the County in 1990. In addition, the County currently is updating its maps of the shoreline areas to include commercial and recreational shellfish areas; kelp and eelgrass beds; and herring and smelt spawning areas. These maps are intended for informational (but not necessarily regulatory) purposes. Detailed on-site inspections may be required to determine if an area meets the designation and classification criteria. These studies may take precedence over generalized mapping.

The County is responsible for updating and maintaining the maps on a regular basis, as additional information is developed through studies and subsequent determinations. Considerable progress can be made toward protecting some types of critical areas simply by making the information in these maps and other materials readily accessible to current and potential landowners, development interests, and the populace. Altering critical areas in the past has resulted more often from ignorance of the location, function, and value of a given critical area rather than deliberate intent to disturb it. However, other types of critical areas may be severely impacted by wide dissemination of their exact location. Island County will make the location of wetlands, streams and steep slopes publicly available but will not disclose the location of sensitive species when disclosure might harm those species or their habitat.

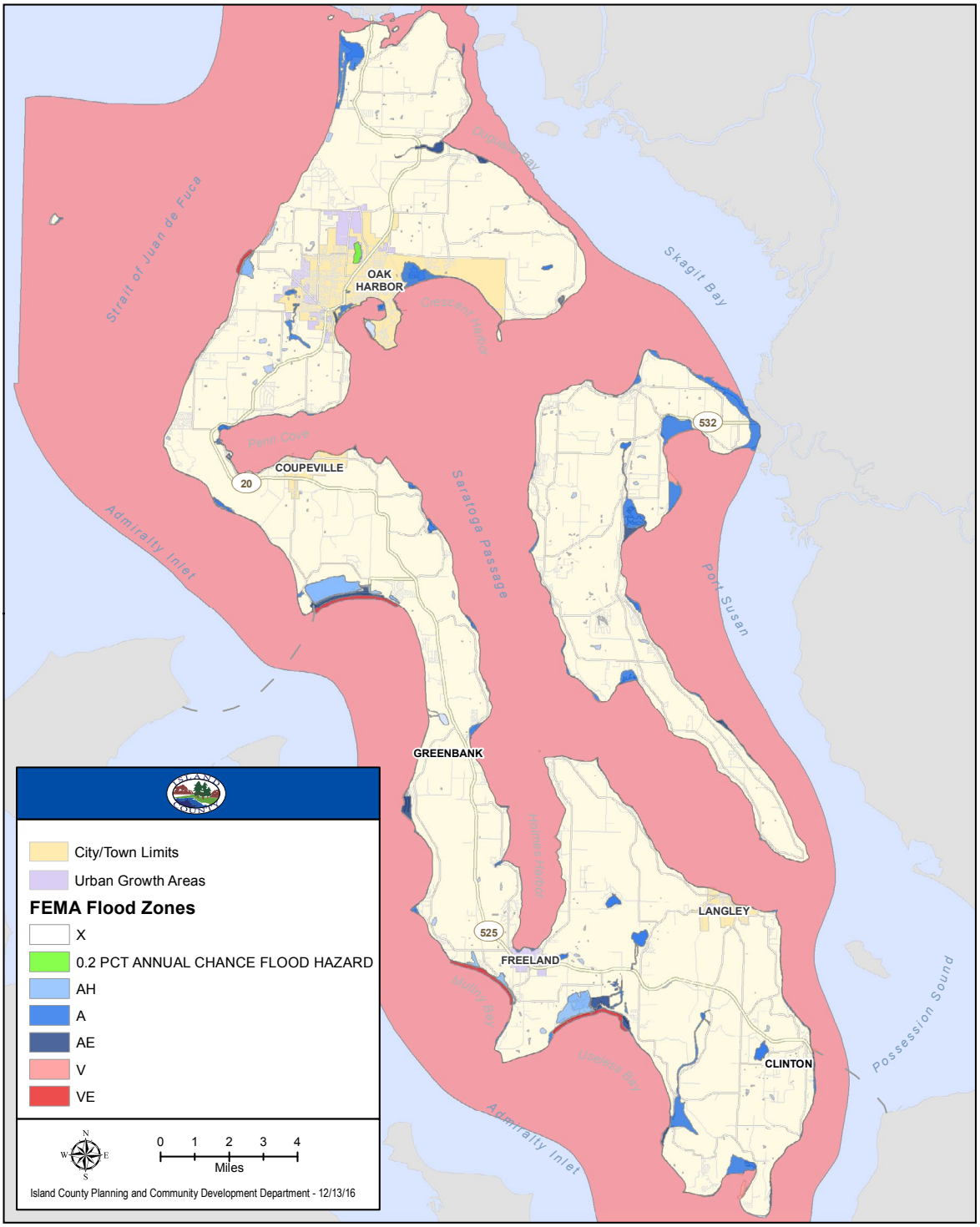
Effective enforcement is an important component of any critical areas protection program. The enforcement action and severity of any penalty must be proportionate to the nature and circumstances of the violation, and the damage or risk to private and public resources. When wetlands or fish and wildlife habitat conservation areas are damaged in violation of the law, restoration to at least pre-existing functional condition will be required.

MAP 6A. Wetlands



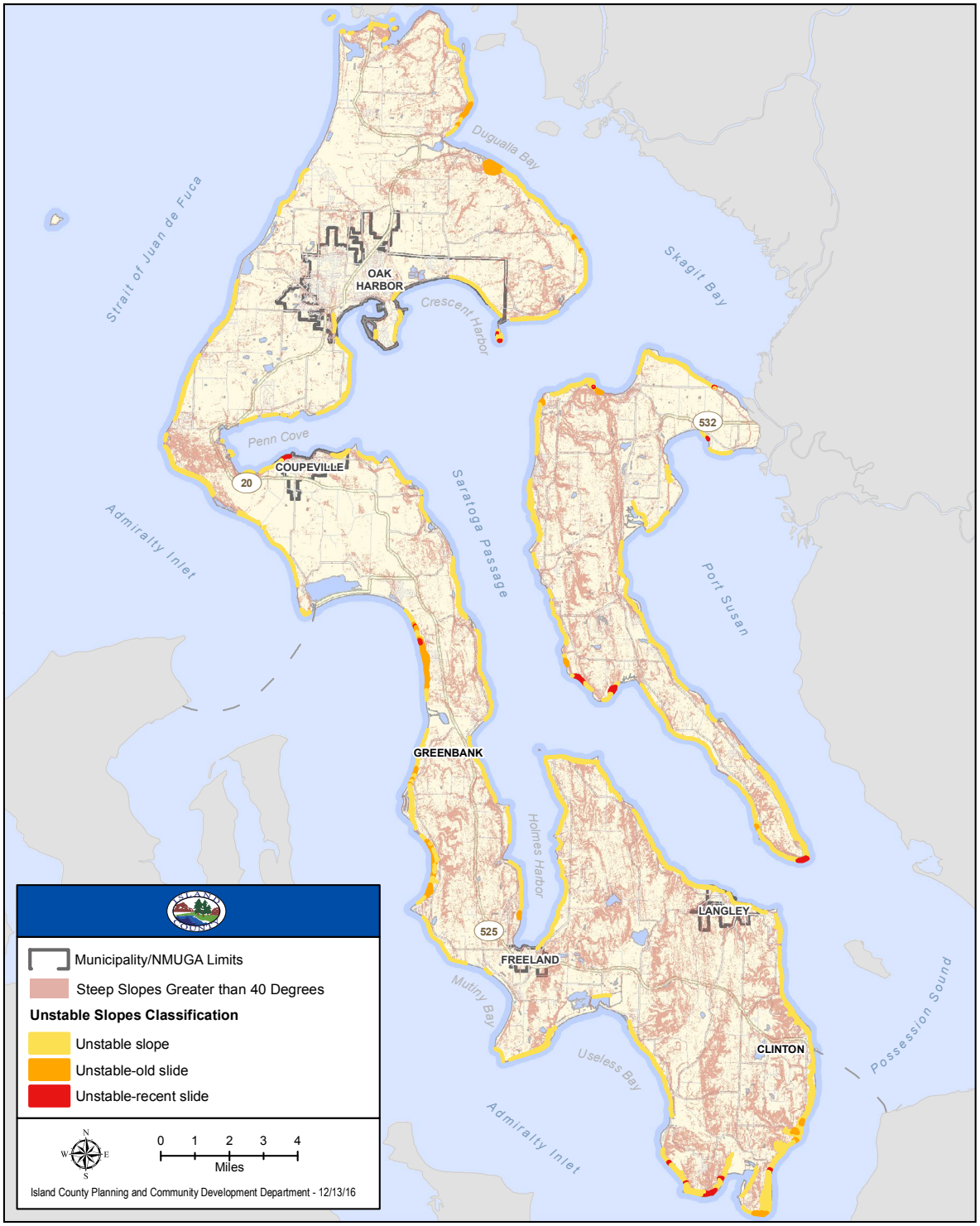
This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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 6B. Flood Plains



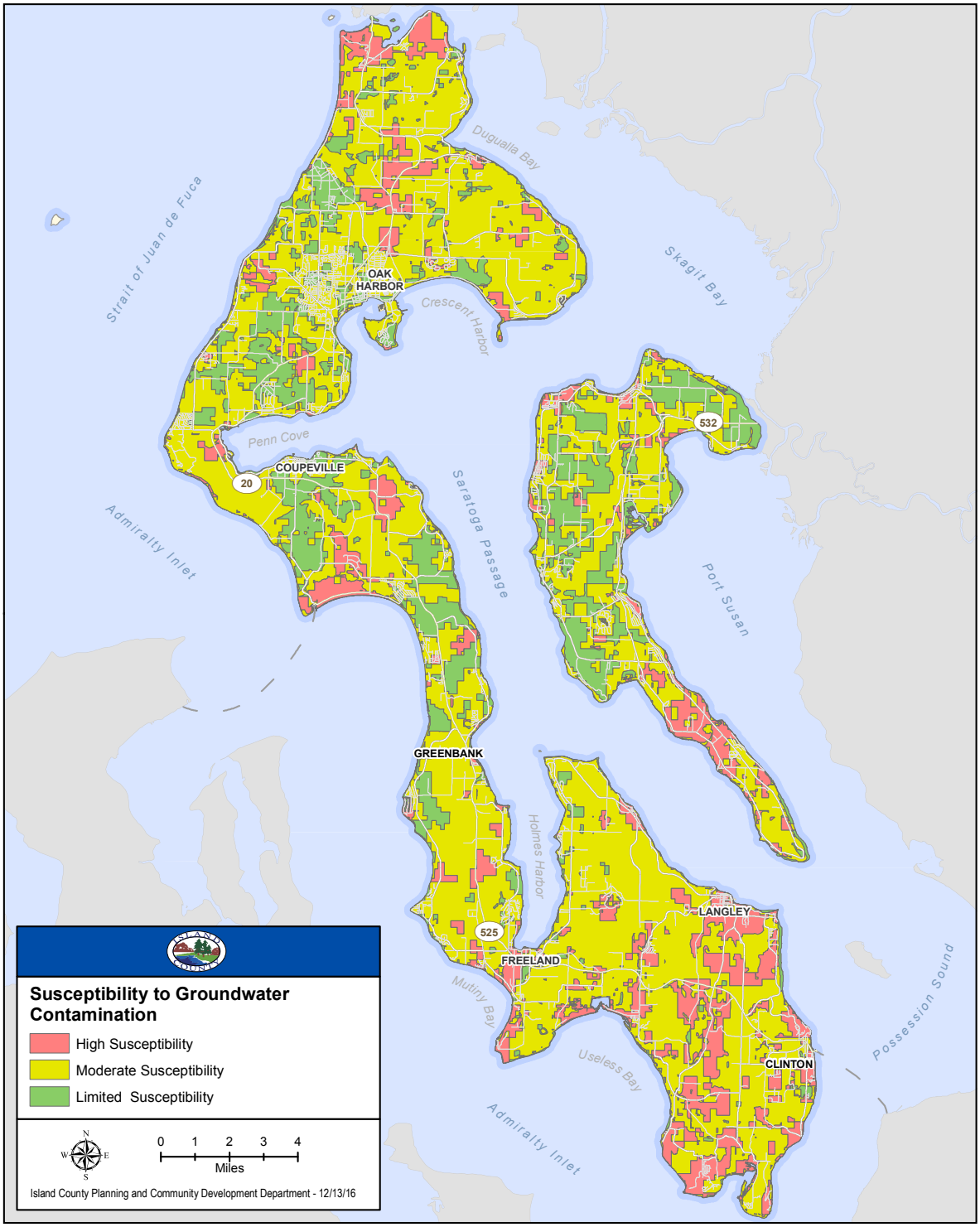
This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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 6C. Steep and Unstable Slopes



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 6D. Critical Aquifer Recharge Areas



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.

6.2.1 WETLANDS

Island County contains a wide variety of wetlands, from salmonberry and alder swamps to lush bogs, thriving estuarine marshes, and broad wet meadows. Often these wetlands are fragile ecosystems that may serve important and beneficial functions. Wetlands can assist in reducing flooding, erosion, siltation, and ground and surface water pollution; help maintain ground water recharge and surface water flows; and provide wildlife, plant and fisheries habitats. Wetlands harbor plant and animal species with recreational, economic, and cultural importance. Many wetlands are essential components of the highly-valued visual landscape of Island County.

Wetlands historically have been treated as wasted land, to be reclaimed through draining and filling. Wetlands destruction, or impairment of wetland functions, may result in increased public and private costs or property losses, through effects such as increased flooding or water quality degradation. Only in recent decades has the economic, environmental, and cultural impacts of wetlands destruction been recognized and efforts made to reduce the loss of wetland functions and values.

Designation of wetlands and regulation of wetlands are separate issues. The economic, environmental, and cultural values that communities place on wetlands should be used to determine wetlands policy and regulation. Wetlands classification or ratings systems are used to define what regulatory standards apply and to establish priorities for non-regulatory mechanisms, such as acquisition and restoration.

Wetland functions typically refer to physical, chemical, and biological processes. Some functions, such as water quality and purification, flood attenuation, sediment trapping, and wildlife habitat, can be quantified accurately depending on level of study. Wetland values (aesthetic, cultural, educational, or recreational) generally refer to the importance or worth that society places on wetlands. As values by nature are subjective, they are difficult to measure.

Some wetlands have greater economic, environmental, or cultural value than others. In some instances, wetland alterations may be preferable to available alternatives. For example, a valuable mature forest may also have high habitat value. Altering or developing it may have greater environmental costs than altering a highly degraded, adjacent wetland with minimal function and value.

Island County has had wetland regulations in place since 1984. During public review, these regulations were determined to have met the GMA's substantive and procedural requirements. Wetlands within the shoreline jurisdiction are regulated by the Shoreline Master Program (SMP), rather than the Critical Areas Ordinance. In addition, the County should require the use of best management practices for existing agricultural uses and should not exempt new agricultural uses. The County may also wish to allow certain low impact uses within wetland buffers and allow installation of infrastructure where there is no practical alternative location.

6.2.2 CRITICAL AQUIFER RECHARGE AREAS

The natural history of Island County, from the region's volcanic origins to its repeated glacial advances and retreats punctuated by massive post-glacial flooding, has left a geologic hodgepodge of sands, gravels, fine silts and sediments; cemented till ("hardpan"); clays; and metamorphic rock formations.

Many of these formations bear accessible groundwater and can supply groundwater for the County's domestic, agricultural, recreational, and commercial/industrial needs.

Most of Island County depends on groundwater. Some areas rely on surface water, such as the City of Oak Harbor, the Whidbey Island Naval Air Station, and an outlying community near Deception Pass, which all rely on Skagit River water piped to the City via the Anacortes treatment plant.

General areas of low, medium, and high recharge potential have been mapped based on surficial geology county-wide (Map 6D). While providing useful and valuable information about recharge potential over wide areas, the mapping scale and complexity of the underlying geology make it impractical to apply the information to site-specific land uses.

Rainfall infiltration from the surface to water-bearing layers is currently the only source for renewing the County's groundwater supplies. There is no evidence of any naturally-occurring underground hydraulic connection to mainland sources of groundwater. Continued infiltration of fresh water can exclude intruding sea water from subsurface water-bearing layers, literally keeping the sea water at bay.

(This topic is discussed in-depth below, see section 6.3)

6.2.2.1 Groundwater Recharge Study

In February 1997, the Board of Commissioners contracted with the USGS to cooperate in a Water Recharge Study in Island County. The objectives of the study were:

1. Estimate the total amount and aerial distribution of recharge entering the groundwater system on each Whidbey and Camano Islands.
2. Identify potential areas for using runoff to artificially recharge the groundwater system.

This study compliments earlier USGS studies in Island County completed in the mid 1980s.

6.2.3 FISH & WILDLIFE HABITAT CONSERVATION AREAS

Island County supports a variety of plant and animal species and contains several species listed by the federal or state government as endangered, threatened or sensitive.

The GMA explains that fish and wildlife habitat conservation involves managing land to maintain species in suitable habitats within their natural geographic distributions, so that isolated sub populations are not created. This does not mean maintaining all individuals of all species at all times. Cooperative and coordinated land use planning for habitat conservation is critically important among County and adjacent jurisdictions.

Current County regulations fulfill the overall intent of GMA Fish and Wildlife Conservation Areas by: 1) designating protected species and critical areas, (i.e., those areas where designated species reside, including wetlands, deepwater habitats, and tributary streams to wetlands); 2) providing a process for protection; and 3) providing buffers for regulated wetlands and tributary streams.

6.2.4 FREQUENTLY FLOODED AREAS

While lacking major river systems that occur in mainland western Washington (where dramatic flooding has captured national attention), Island County is not immune to flood threats. Flooding generally occurs in the winter during intense storms, combined with high tides. Wind-generated waves frequently run up the beach and overtop many shore protection structures, damaging structures along the shoreline and flooding inland areas. Wave-tossed driftwood can threaten safety and property. Flooding that is less violent and severe, but perhaps more frequent, occurs around lakes and other low-lying areas during and following heavy precipitation. Increased rates of runoff have been caused by development, creation of impervious surfaces, channeling of surface water flows, and loss of wetlands and extensive forest vegetative cover, all of which decreases the capacity of upland areas to retain moisture and exacerbating flood problems.

Individual residents, community associations, and diking districts have undertaken local flood protection efforts, including drainage improvements, tide gates, holding ponds, and shore protection structures such as bulkheads and rip-rap. Some of these facilities are maintained by the County.

The County has adopted a Flood Damage Prevention Ordinance (Chapter 14.02A ICC) which provides construction standards for frequently flooded areas, and stormwater regulations with required detention (Chapter 11.01 ICC).

6.2.5 GEOLOGICALLY HAZARDOUS AREAS

Although Island County is characterized by a gentler landscape than much of the mountainous and river-torn Puget Sound mainland, the islands have been and continue to be buffeted by geological and climatological forces. Vertical bluffs, ancient landslides, slopes with groundwater seepage or springs can be found in Island County. Careless development in such areas can lead to loss of life and property, both on-site and to other properties. The County regulates grading and construction on all slopes greater than 15%.

6.3 GROUND WATER RESOURCES

6.3.1 GROUND WATER OVERVIEW

The geologic development of Island County has resulted in the reliance on limited sources of groundwater. The physical presence of saltwater surrounding the islands creates threats to groundwater quality which are not experienced in other areas. Typical measures to protect groundwater include ensuring adequate recharge of rainfall and other surface waters, and minimizing the threat of pollutants. In Island County, measures must also include careful monitoring of the level of groundwater extraction, in order to minimize the threat of saltwater intrusion into fresh water aquifers.

Beginning in 1979, Island County has been working to define the hydrogeology of the Islands; determine the chemical quality of groundwater; and identify areas of existing and potential sea water intrusion. These studies have provided detailed information on the hydrogeology of Island County.

In 1982, the Environmental Protection Agency (EPA) declared Island County a Sole Source Aquifer. The designation acknowledged the County's reliance on groundwater as a potable water source and requires federally funded projects be designed to ensure protection of groundwater resources. The County is in fact served by a multiple aquifer system. The sole source designation refers to the County's reliance on groundwater for drinking water rather than a singular aquifer.

Island County's aquifer system is the critically important water supply for people living outside the general Oak Harbor area. Approximately 72% of the county's population relies upon groundwater as a potable water resource. Population growth in rural areas has increased groundwater demand proportionally; this is expected to continue in the future. Studies completed to date, including hydrogeologic investigations conducted by local, state and federal agencies, conclude that groundwater supplies are a finite resource in Island County.

The Island County Health Department compiles water quality data to monitor seawater intrusion and regularly updates a map that delineates these intrusion regions.

6.3.2 GROUNDWATER RESOURCE AND RECHARGE PROTECTION

The Growth Management Act (GMA) requires the designation and protection of critical areas, such as aquifer recharge areas. Included in the adopted Ground Water Management Plan are areas identified as having a greater potential for recharge based upon soil type and surficial hydrology. In 1992, Island County Code 8.09 was amended to include measures to protect groundwater from surface activities in susceptible areas. All of Island County was considered a recharge area and specific protection measures were determined at the time of application and related to project impacts.

The amendments to Chapter 8.09 ICC in 1992 were based upon the entire county as a critical recharge area formulated from the sole source aquifer designation and adopted groundwater management areas pursuant to Chapter 90.44 RCW. The criteria established in Chapter 8.09 ICC provided the basis for the protection of groundwater resources in critical recharge areas.

A 2002 United States Geological Survey (USGS) Recharge Study provided Island County with invaluable information concerning the local conditions that affect the recharge of precipitation into our aquifer systems. Previously, these areas had not been specifically delineated other than through the application of potential recharge rates based upon superficial geology.

Through the Watershed Planning process Critical Aquifer Recharge Areas have been delineated using the "Guidance Document for the Establishment of CARA Ordinances", Department of Ecology, 2000.

The following four criteria were used to assess aquifer vulnerability, and maps of each parameter were developed.

1. Depth-to-Water parameter was used to develop the "Depth to Water Susceptibility Rating" map, using data from the Island County hydrogeology database;
2. Recharge parameter was used to develop the "Groundwater Recharge Rate" map, using information from the USGS Deep Percolation Model and DOE Scoring Options;
3. Soil Permeability parameter was used to develop the "Soil Percolation Rate" map, using information from the Island County Soil Survey; and
4. Surficial Geology parameter was used to develop the "Surficial Geology Susceptibility Rating" map, using data from the Island County hydrogeology database.

The Critical Aquifer Recharge Area Map shows the sum of the scores from the four individual maps and ranks the County into one of three zones: "limited," "moderate," and "high" risk for contamination. The specific risk associated with surface contaminants, then, is based upon the four criteria rather than just surficial geology as in the past. Project actions in areas identified as having an increased risk for groundwater contamination may require a hydrogeologic assessment, as determined by ICC 8.09.

Hydrogeologic evaluations are required prior to approval of projects identified by the Health Officer as having a potential for groundwater contamination. Appropriate mitigation measures are imposed as conditions of approval for projects with a potential for impacts to groundwater resources.

Pursuant to the ICC 8.09, Best Management Practices ("BMPs") have been adopted as part of ICC 8.09.097.C, Critical Aquifer Recharge Area Requirements, for projects which have a potential for groundwater contamination. BMPs are applied as conditions of approval for land-use projects in Island County.

Due to the complexity of the aquifer systems underlying Island County, it is difficult, if not impossible, to apply regional determinations of groundwater resource protection and water availability. Given these management limitations, site-specific, project specific evaluations are the best available option. As additional information is collected and analyzed, refinements can be made to the system of identifying critical areas for recharge and groundwater protection.

6.3.3 SEAWATER INTRUSION PROTECTION

Over ten years of experience in the application of the Saltwater Intrusion Policy has shed light on some limitations of the policy. The first limitation is that there are other sources of chloride in the environment other than seawater intrusion. Non-intrusion chloride sources include: connate (very old) groundwater, septic system effluent, very hard groundwater, windblown sea spray, and recharge from irrigation, agricultural practices, and well disinfection. Chloride from any of these sources can result in elevated levels of chloride concentrations in an aquifer, triggering the Saltwater Intrusion Policy when in fact the aquifer is not intruded. This erroneous interpretation of data is known as a false positive, where a test identifies a problem that does not in fact exist.

False positives are one potential problem for the Saltwater Intrusion Policy; a second involves the opposite effect, a false negative. False negatives occur when a test indicates a problem does not exist,

when in fact it does. The processes of groundwater recharge, flow, mixing, and discharge all combine to affect the movement of marine water inland into an aquifer. Only after the marine water influences well water quality do the existing aquifer protection standards apply. The existing tools utilized for protection do not take into account the identification of future problems through predictive strategies.

In order to prevent seawater from entering a freshwater aquifer, adequate freshwater pressure must be maintained. An aquifer's susceptibility for seawater intrusion can be evaluated by measuring the distribution of water level elevations. Thus, the relationship between an aquifer's water level elevation and its susceptibility to seawater intrusion can be utilized as a planning and resource management tool. If employed in the same manner as the current Seawater Intrusion Policy, as a method of flagging a proposal for more detailed review, it may overcome virtually all of the policy's current limitations.

An aquifer that has water level elevations (pressure) significantly above sea level is not at risk for seawater intrusion, while an aquifer that has near sea level water levels is at risk. A more sophisticated analysis would be required to answer the question of whether or not the low-pressure aquifer would actually intrude due to a proposed withdrawal, but the risk for intrusion is definitely present. If aquifer water level elevations can be accurately determined, incorrectly identifying an area as being at risk for intrusion (false positives) should not occur.

Through the Watershed Planning effort, Island County and the Water Resource Advisory Committee collected and analyzed water quality and groundwater elevation data for 378 wells. This information was used to develop county wide water level elevation criteria to define at what elevation is a well at risk to seawater intrusion. These elevations, coupled with chloride data, were then used to define risk categories for the purpose of reviewing land-use proposals to define impact to the resource.

Hydrogeologic evaluations are required prior to approval of projects identified by the Health Officer as having a potential for causing, inducing, or contributing to seawater intrusion (ICC 8.09.099). Appropriate mitigation measures are imposed as conditions of approval for projects with a potential for impacts to groundwater resources. Additionally, public water systems are required to collect groundwater chemistry and water level elevations in areas defined as being at increased risks to intrusion.

6.4 NATURAL LANDS

6.4.1 NATURAL LANDS OVERVIEW

Island County has chosen to include information on the protection of natural lands in its Comprehensive Plan as a result of strong interest in this issue expressed by County residents. The protection and conservation of natural lands is important for the environment and is aesthetically beneficial, and benefits the economy of Island County.

The conservation or protection of natural lands is an important strategy that can also help to maintain the rural character of much of Island County. Generally, large expanses of open spaces, interspersed with forest lands and working agricultural landscapes, are important elements of rural character.

State law directs that certain tracts be designated as critical areas, and open space corridors, and some tracts be identified as lands useful for public purposes. Outside of these specific mandates, the decision to preserve tracts of natural lands is not mandated by the GMA or any other state or federal regulation. Rather, the decision lies with the determination of the citizens of Island County to preserve their quality of life by identifying and protecting those natural elements of the landscape which contribute to the scenic and open character of the community.

Many agencies are involved in the protection of natural lands throughout the County, including the federal government,the State of Washington, Island County, the Town of Coupeville, the City of Oak Harbor and the City of Langley, as well as non-profits, private citizens and the Tribes. The conservation of natural lands can be accomplished in many ways, from regulation through land use ordinances to purchase of the property. In all cases, the preferred method of conservation should include the voluntary participation of the property owner. When conservation occurs through land use regulation, efforts must be made to ensure that the owner is left with a reasonable use of the property.

The development and implementation of protection strategies for natural lands rely heavily upon community values, which were developed through public meetings and other means of public outreach. Sites within the County that are considered to be worthy of conservation or protection efforts have been identified.

The protection of these natural assets is essential to the continued high quality of life of County residents. These assets are also important to the quality of the experience enjoyed by visitors to this special place.

6.4.2 DEFINITION OF NATURAL LANDS

Natural lands include any land area whose preservation in its natural or existing state would conserve or enhance natural, scenic or cultural resources; protect surface waters or groundwater supplies; promote the conservation of soils, wetlands, beaches or tidal marshes; enhance the value to the public of abutting or neighboring parks, forests, wildlife preserves, nature reservations or other open spaces; enhance recreation opportunities; preserve historic sites; preserve working agricultural landscapes; or preserve visual quality or scenic vistas along transportation corridors.

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

The terms ‘natural lands’ and ‘open space’ are often used interchangeably by the public. While ‘open space’ is a generic term which may be applied to any parcel of undeveloped land, ‘natural lands’ may also include lands which may contain some development activity or are “worked” (such as agricultural and forestry uses), but which promote values consistent with environmental conservation. Definitions of different types of natural lands can and quite often overlap, and should not be confused with the definition of Natural Resource lands which the state clearly defines as based on soil types.

6.4.3 NATURAL LANDS TYPOLOGY

Not all natural lands will have equal value or serve the same functions. Different types of natural lands will benefit from varying types of conservation or protection. Policies reflecting the values of the community will help to determine the types of sites to be protected or conserved, and the level of protection desired.

6.4.3.1 Agriculture

These land types have high visual value as they create a sense of 'openness.' Unlike the more traditional definition of natural lands, these areas experience a higher degree of human intrusion as crops are harvested. However, these lands are recognized as an important and limited resource which can provide a community with both environmental and economic value. Today's land use decisions can greatly affect future production capabilities. The need to preserve productive farmland is extremely important for future generations.

In addition to agriculture's historic and economic role, vast expanses of farm land provide scenic open spaces which contribute to the overall health and welfare of residents, and which also help to promote tourism.

As development occurs, the pressure to convert agricultural land to other, more intensive land uses increases significantly. Displacement can occur as agricultural areas become more urbanized, and as uses change. Loss of agricultural lands affects the whole community. Many strategies may be employed to promote the goal of agricultural land preservation. Among those strategies are:

- 'Right-to-farm' regulations which discourage the infringement of non-agricultural land uses in agricultural areas;
- Land use policies and related strategies which promote value-added activities such as the processing of agricultural products, and which recognize the diverse nature of land uses necessary for agriculture to succeed;
- Property tax policies which do not penalize farmers when land values rise.

6.4.3.2 Forestry

Unlike agricultural pursuits, the harvesting of timber crops is perceived to have a greater impact upon the community. Some if the reasons for the differing impacts are the following:

- The life cycle of a timber harvest can take more than a generation, people come to view wooded areas as a more permanent part of the local landscape;
- The harvesting of timber can create significantly more noise than the harvest of more traditional crops;
- The weight of logging trucks can significantly degrade pavements;
- Wooded areas can provide significant and sometimes critical habitat for wildlife;
- Trees improve air quality by absorbing carbon dioxide and releasing oxygen in significant quantities;

- The root systems of trees stabilize soils, and thus help to prevent or minimize soil erosion; and
- Wooded areas can promote groundwater recharge.

However, there are several reasons forestry should be protected in Island County. It is important to the economy of Island County and can offer a local source of lumber to residents thereby reducing transportation impacts on the environment of obtaining lumber elsewhere. Timber lands, although they may be too disruptive for permanent wildlife habitat, may provide corridors for wildlife travel and migration. Preserving timber lands also prevents further development which has larger environmental impacts.

6.4.3.3 Wetland Protection

Wetlands provide a variety of functions which are important such as flood prevention, ground water recharge and filtering, and they provide critical habitat for plants and wildlife. However, wetlands vary significantly from site to site in terms of their values, functions and quality. The quality of a wetland must be taken into consideration in determining its priority status for conservation or protection. More detailed information regarding wetlands as critical areas, is contained within section 6.2.1.

6.4.3.4 Open Space Corridors

Open space corridors serve important functions for humans, providing walking, jogging or cycling paths, or scenic vistas. Additionally, they are useful as migratory corridors for wildlife.

The identification of open space corridors between cities and Urban Growth Areas is of particular importance in meeting the requirements of the GMA. MAP6E identifies existing open and natural areas which can serve as open space corridors. This map identifies the following open space components.

- Parks lands
- Designated forest lands
- Open space lands
- Whidbey Camano Land Trust lands
- Natural shoreline areas
- Documented Prairie and Oak Woodland Communities
- Critical areas (including streams, wetlands and unstable slopes
- Mapped trails

Island County will utilize this map to help identify priority areas for future acquisition that will continue to build important open space connections. Map 7L also addresses Habitat Conservation Priorities for Parks Acquisition which will be a key component of establishing connections between existing open space (identified in map 6E).

6.4.4 SIGNIFICANCE OF NATURAL LANDS IN ISLAND COUNTY

In 1997, the Trust for Public Lands retained the services of a national public opinion research company to assess the attitudes of Island County voters on the issue of natural land preservation. The survey revealed strong support for increasing local taxes to pay for many types of open space preservation. Voters also gave high priority to protecting watersheds and drinking water sources, natural lands, farmland, and forests threatened by development. Protection of the remaining Natural Lands appears to be an increasingly important issue for Island County residents.

Table 6-1. Natural Lands/Open Space Summary

	Acres	Percent	Parcels	Percent
Some Form of Development	64,912	49.7 %	37,448	73.8 %
Open Space	65,614	50.3 %	13,295	26.2 %
Temporary Status	64,319	98 %	13,098	98.5 %
Undeveloped	39,587	61.6 %	11,459	87.5 %
Permanent	1,295	2%	197	1.5 %

Although both agriculture and forestry have become a much smaller part of the Island County economy in their own right, the overall importance of natural resource lands to the economic and cultural character of Island County is not easily measured. Rolling farmlands and extensive forested tracts are important components of Island County's rural atmosphere. The rural "feel" that will attract more residents and tourists may depend on the continued existence and maintenance of these lands. In addition to their aesthetic values, these lands also play important roles in air and water quality and wildlife habitat.

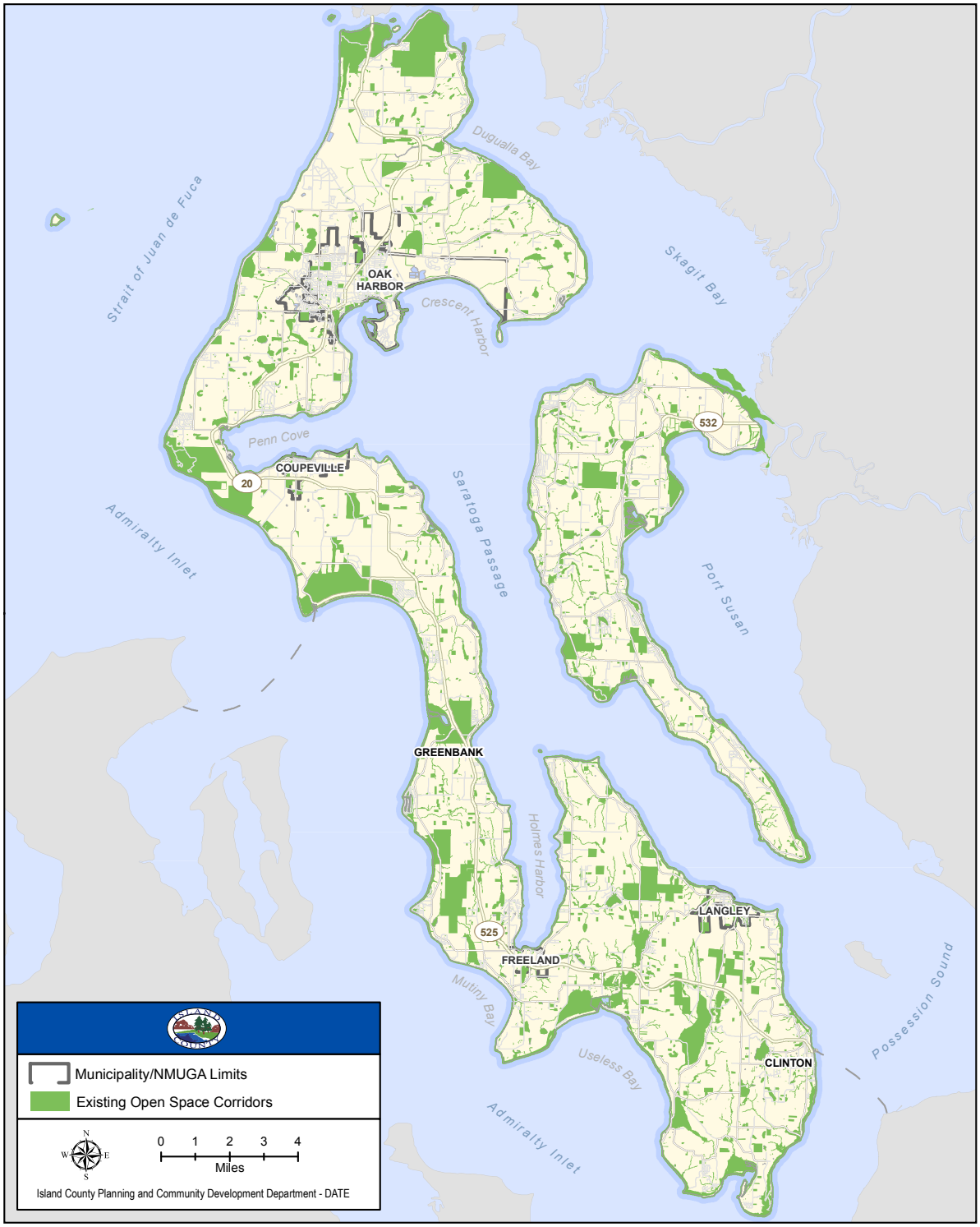
While the aesthetic and environmental benefits of mineral resource lands (such as gravel pits) are not on a level with agricultural and forested lands, extraction of mineral resources is important to the County's economic stability and diversity.

6.4.4.1 Agricultural Land Conservation

Conserving productive agricultural soils and encouraging farming operations as economically viable activity (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. Outside of those areas, farming activities are scattered and in comparatively small blocks. Much of the area which remains in production is not underlain by significant amounts of prime (Class II or III) soils. There are no unique soils in Island County as defined by the USDA Natural Resource Conservation Service. Farming which occurs on blocks under one ownership of 40 acres or more typically includes dairy, beef raising, vegetable and berry production and commercial seed production.

MAP 6E. Open Space Corridors



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.

There is also a "micro-farming" industry which is growing up in Island County, where individuals conduct farming on parcels smaller than 20 acres in size, usually not deriving the majority of their income from that activity. Although the County wants to encourage such micro-farming activities, the scattered tracts on which it is occurring are not critical to its growth or continuance, since new entrants will select from the full range of rural parcels within the county, not simply from parcels currently in use for micro-farming. In light of the existing pattern of rural development in Island County and the remaining agricultural activities which continue in the County, the focus of agricultural protection must be on blocks within one ownership or management of 20 acres or larger. Of those lands, the issue becomes which lands are of long-term commercial significance and which are more appropriate for a rural agriculture designation, which will encourage agriculture to continue, but provide more long-term flexibility in the use of the land.

Table 6-2. Agricultural Lands

	Acres	Percent	Parcels	Percent
Commercial Agriculture Lands	4,094	3.3 %	184	0.4 %
Rural Agriculture Lands	6,379	5.1 %	413	1 %
In the Agricultural Tax Program	10,099	8.1 %	537	1.3 %

Table 6-3. Agricultural Economy

	Average Number of People
Employed in Crop Production (2013)	57
Employed in Animal Production & Aquaculture (2013)	105

Of the commercial products produced by Island County farms, dairy and livestock operations tend to be in significantly larger blocks of land under single ownership or management than are vegetable, berry and seed production areas. In examining the minimum block size under a single management which is feasible for dairy or livestock, however, it appears that as small as 40 acres may be economically feasible. Similarly, vegetable, berry or seed production on blocks of 40 acres or more appears to be economically viable. (Micro-farming of vegetables or flowers may occur on significantly smaller tracts, but preserving those tracts as a land base for the industry does not appear to have any significant bearing on the future viability of such operations.) Given the existing parcelization of the rural areas of the county, there is a long-term need to preserve blocks of 40 acres or more which are in active commercial production and which have soil quality to give them long-term commercial significance for agricultural production.

Reviewing the blocks of land being actively farmed under single management in Island County disclosed that many of those farms are not underlain by 50% or more prime soils. Some commercial farms with relatively little prime soil have been in operation in Island County for many years. It is assumed, however, that where the farm does not have prime soils, the current status of the farm as a commercial operation may be more a result of the skill or commitment of the current operator than the

long-term value of the land as a land base for commercial agriculture. As a result, the only farms that should be put in Commercial Agriculture designation automatically are those which meet three criteria: 1. The farm is a block of at least 40 acres in size, owned by a single farmer. 2. Fifty percent or more of the block is underlain by prime soils. 3. The block is in active commercial agricultural use. Farms which do not qualify for designation as Commercial Agriculture because of soil quality may volunteer to be put in that classification. All other parcels of 20 acres or more, within the agricultural tax program should be treated as agricultural lands of local importance and designated Rural Agriculture.

Small farms are gaining increased importance in the County. Specialty crops may be cultivated on lands of a size and with underlying soils not normally associated with larger scale farming. It is important that the County recognize the changing trends of farming in the County and provide for the appropriate land use regulations to allow them to prosper.

Incompatible development adjacent to agricultural lands increases pressures to convert these properties. Pressure comes from demands to suppress the "nuisance" factors created by farms, such as prohibiting livestock raising or limiting the storage and use of fertilizers. Right-to-farm measures must be adopted to enhance the farm economy. Under GMA, the County must ensure that uses on lands adjacent to resource lands do not interfere with continuing well-managed agricultural activities on resource lands. This may be accomplished by establishing a rural zoning density surrounding the resource lands; and, as required per RCW 36.70A.060, adopting regulations requiring that all users of new development within 300 feet of the property be notified of the proximity and impacts of the ongoing agricultural activities.

Rising taxation on adjacent land further accelerates conversion pressures. Farm land can be preserved as agricultural open space by implementing an array of programs, such as agricultural land zoning and placing the property in current use-tax programs.

6.4.4.2 Forest Lands Conservation

Forests in Island County are an important natural resource to land owners and local citizens. Forest lands contribute to the rural character, protect watershed functions, and provide wildlife habitat. Management of forest lands for timber production constitutes a valued element in the County's renewable natural and economic resource base, although it forms a small part of the local economy. Development pressure and widespread antipathy to commercial forest practices threatens the viability of forestry as a self-sustaining local industry.

The remaining timber land in Island County is in small and scattered blocks. The largest contiguous blocks of timber are found in South Whidbey Island, and the largest block is only 1,230 acres. That is significantly smaller than the minimum block sizes established by several Western Washington counties for forest lands of long-term commercial significance, and is much smaller than the blocks of commercial significance which exist in the counties of Western Washington where the forest industry is active.

Although the most prevalent site index (the measure of productivity for forest lands) in Island County is DF 111 (the average dominant or co-dominant Douglas fir at age 50 is 111 feet tall), that is not a high

site index in the Puget Sound basin. Forest lands are typically distinguished by Land Grade. Land Grades are established based upon timber species and site index. Site index is the productive quality of forest land, determined by the total height reached by the dominant and codominant trees on a particular site at a given age. Island County has no lands designated as Land Grade 1 or Land Grade 2. Only 70.9% of the county's lands are even Land Grade 3.

There are few industrial foresters left in Island County. The remaining forest landowners in Island County are non-industrial private forest owners (NIPF). Although a few of those owners actively manage their lands to increase growth and for continuous production, much of the land is subject to minimal management. There are currently no timber converting facilities on Island County. All timber which is harvested in the County is trucked off the islands for processing.

Table 6-4. Forestry Lands and Timber Production

	Acres	Percent	Parcels	Percent
In the Timber Tax Program	13,430	10.8 %	987	2.35 %
Owned by DNR	8	.000064 %	6	.00014 %

While not all of these lands are being actively managed for industrial timber production, it is likely that all forest lands which do meet the definition are in a timber tax program.

One of the greatest obstacles to timber lands management is pressure from adjacent land uses. There are very few, if any, forest lands that are not adjacent to or within sight of existing plats, urban areas, or major transportation routes, some of which are scenic highways. Changing attitudes towards resource use have brought intense political pressure on elected officials to limit the aesthetic and environmental consequences of timber management practices.

6.4.5 IDENTIFICATION AND MANAGEMENT OF NATURAL LANDS

Early identification of important natural land areas, and the use of proven management and environmental protection techniques can help to maintain and improve environmental quality by preventing unwanted environmental consequences. This approach is both environmentally and fiscally responsible, as the costs associated with remediation or correction of environmental problems can be significantly higher than costs for prevention.

Identification of natural lands should also include land within urban areas, such as towns, cities, Urban Growth Areas (UGAs) and Rural Areas of More Intensive Development (RAIDs). Efforts should be made to designate natural lands in sizes and patterns which will maximize their benefit to the community and environment. Natural lands, within urban areas may also perform the valuable function of acting as a buffer between differing land uses.

The ownership and extent of protection afforded to natural lands within the County is as varied as the many different types of natural lands which exist. Publicly-owned lands which may qualify as natural

lands may be owned or managed by State or Federal agencies, local governments, special purpose districts, or a combination of interest groups. Most recently, lands acquired through "joint venture" arrangements have protected significant sites by combining the resources of both public and private entities. The success of these efforts will determine the model for many future acquisitions.

6.4.6 ANALYSIS

6.4.6.1 Incentives

6.4.6.1.1 Tax Benefit Programs

State law permits counties to offer reductions in property taxes as an incentive in exchange for agreements to conserve or protect farm lands, forest lands, or open space.

On a countywide scale this occurs as tax shift, rather than a reduction, because the same total amount of taxes are collected, but the burden is instead shifted to other property owners. Island County has offered these incentives for many years, and the County Assessor's office has developed a record of success in implementing these programs. Currently, the County implements a Public Benefit Rating System (PBRS) program to incentivize private property owners to conserve natural lands (ICC 3.40). It is implemented by evaluating an applicant's property based on guidelines established by the County. A larger reduction is offered depending on the type of land conserved and its relative benefit to the public and the environment. When it comes to the tax reduction programs offered to forestry, the reduction is based on soil type (RCW 84.33 and WAC 458-40-540). The reduction for agriculture is a bit more complicated; while most counties use a Farm Advisory Board to value the land, Island County does not have a Farm Advisory Board (RCW 84.34). Instead the County uses long established values based on which region of the County the property is located.

The advantage to tax benefit programs is that they do not require the appropriation of new funds by the County to protect unique or desirable natural lands. In addition, the PBRS approach permits the County to focus on the protection of their identified priorities, without providing a larger benefit than needed to a less important property.

One of the most important benefits to a PBRS program is that it reflects the values and priorities established by County residents.

6.4.6.1.2 Purchase or donation of easements or other rights

In some cases, a valuable portion or characteristic of a site can be protected without limiting the use or development of the remainder of the parcel. In these instances, the purchase or acquisition of an easement, a conservation restriction or a development right may provide the full level of protection needed or desired by the public. Because the conveyance of an easement or any other interest in a parcel of land will affect the value of the property, the property owner is likely to also experience a

reduction in property taxes. Also, the conveyance of an interest in land by donation may result in an income tax deduction for the property owner.

The advantage to this approach is that only a portion of the value of a property is acquired, thus resulting in a lower public cost than the outright purchase of a complete interest in the property. Advantages to the property owner are that he or she is left with a valuable remainder of the property that can still be used, as well as possible property or income tax reductions.

6.4.6.2 Funding Strategies

Many approaches to conserve or protect natural lands will require the expenditure of public funds. Traditionally, grants from State or Federal agencies have been sought and utilized for this purpose. However, with increasing competition for these scarce resources, exclusive reliance on this type of funding sources will not succeed. In an era of limited public resources, Island County will need creative approaches to locating the needed funds. Among the sources that may be considered are:

6.4.6.2.1 Impact or mitigation fees

The authority to impose fees to mitigate the impact of development is discussed under regulatory approaches. Once collected, such funds may only be used in a manner which will mitigate the identified impact. If funds are collected to replace lost open space or recreational opportunities, they may then be used as part of an overall funding strategy to acquire, preserve or protect natural lands.

6.4.6.2.2 Grants or loans from foundations

Many foundations are dedicated to environmental stewardship, including the conservation of natural lands. Foundations may be established as independent organizations, or as a charitable extension of a corporation. In addition to foundations or charitable trusts, corporations will often provide direct funding for specific projects if such projects can benefit them or the communities in which they do business.

6.4.6.2.3 Dedicated revenues from local taxes

Subject to the approval of voters, the County may authorize the use of local real estate taxes to pay for the costs associated with acquiring or conserving natural lands. Some examples of uses of local taxes for this purpose are:

- Conservation Futures Fund
- Real Estate Excise Tax (REET)
- The Real Estate Environmental Endowment (TREE)
- Bonds
- Voter-approved Property Tax Levy

6.4.6.3 Collaborative Approaches

Island County benefits from the presence of a diverse array of citizens, organizations and agencies who are dedicated to the conservation, preservation or protection of natural lands. These organizations include park districts, port districts, private land trusts, and government agencies on all levels. It is often the case that no single agency or organization has the resources to protect important natural lands. It is thus becoming increasingly important for individuals and groups with similar interests to work together, to pool their resources to protect those qualities that they determine to be important.

6.4.7 CONTINUED PUBLIC INVOLVEMENT AND EDUCATION

To implement this plan, support from the public is essential. Public involvement should be encouraged throughout this plan's implementation. The County should encourage dialogue among its citizens, and it should make every effort to enhance communication between individuals, interest groups, special districts, and governments at all levels.

Public involvement and support begins with education. In order for these strategies to succeed, they must be accepted and actively supported by the citizens of the County. Experience in many jurisdictions throughout the country has shown that such support will be given only when the public understands the issues.

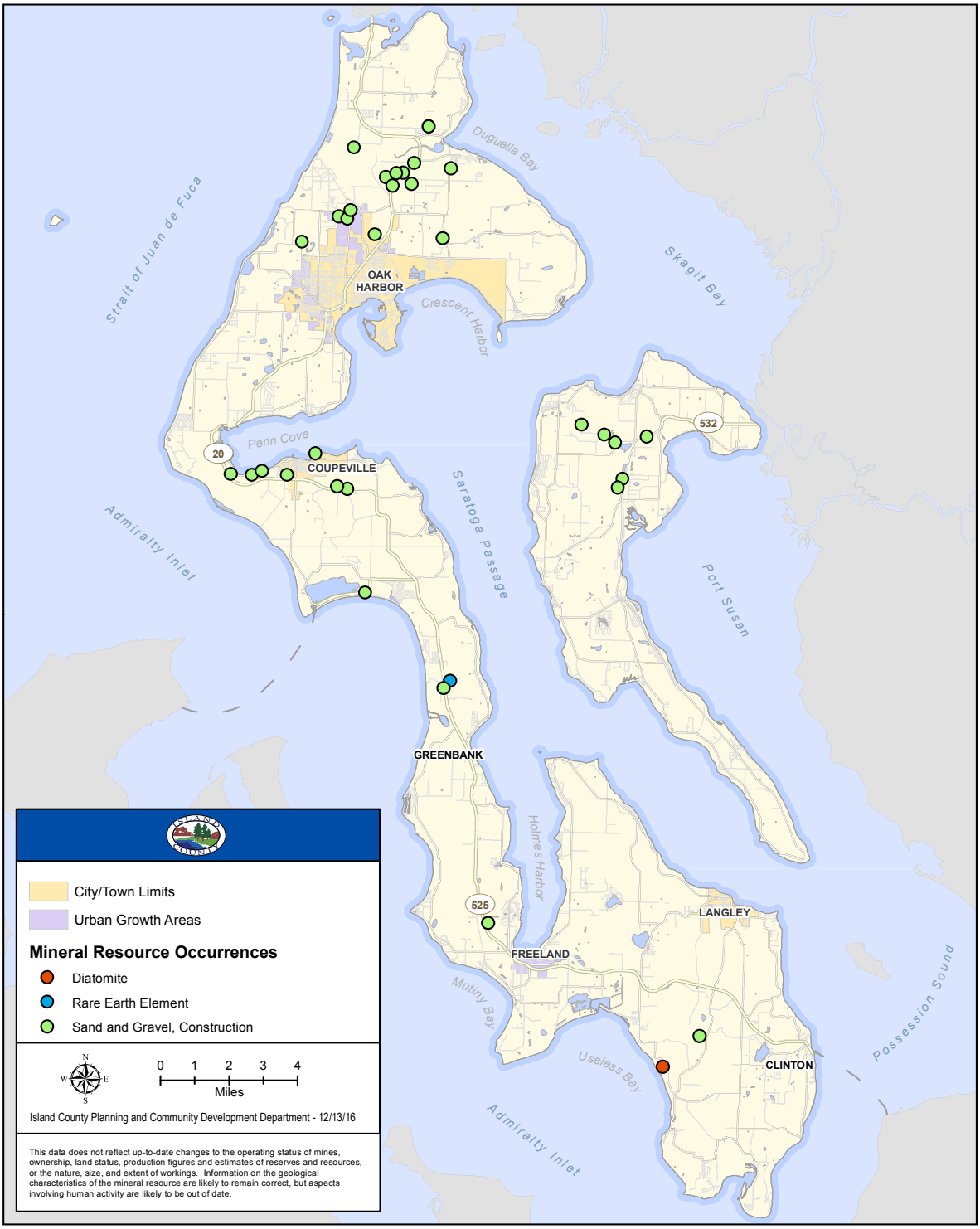
The most traditional form of public involvement has been through formal public hearings. Such hearings serve a useful purpose, but they are most helpful in educating and informing the public. One major drawback to the use of public hearings is that the format of the hearing often results in a rigid setting between citizens and public officials which doesn't allow for adequate dialogue. Less formal meetings that encourage a cooperative exchange of information are almost always more productive. Other educational methods includes speaking before interest groups and local service clubs, disseminating information through the internet, and providing informational materials to the public in easily-understood formats.

6.5 MINERAL LANDS

The GMA calls for long-term conservation of mineral resource lands to ensure current and future supplies of sand, gravel, and non-renewable minerals. These lands must be protected from urban encroachment while ensuring environmental protection through appropriate siting, operation, and reclamation standards. Mineral resource lands include those lands devoted primarily to mineral extraction or that have a known potential for long-term commercial extraction of minerals. Map 6F shows both existing sites and areas with known potential mineral deposits based on USGS information. Minerals are defined as sand, gravel, and valuable metallic substances.

Surface mining is considered a zoning overlay, applicable within Agricultural, Forestry and Rural Lands. This precludes unnecessary rezoning of land for mining and related mine activities and maintains the Comprehensive Plan's long-term land use vision beyond surface mining. However, as with agricultural

MAP 6F. Mineral Resources



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.

and forest lands, GMA requires the County to establish designation and protective criteria for these lands.

6.5.1 EXISTING MINERAL LANDS

While designation of these sites is fairly straightforward, the issue of protecting them is more difficult. Existing sites have, however, already been permitted. Thus the conditions under which they operate have been established and are vested. Surrounding uses which grow up around existing sites can be assumed to have had fair warning of the existence of the site. Therefore, it is not clear that additional restrictions on surrounding lands are necessary. The County will require that all plats, short plats, development permits, and building permits issued for development activities on, or within three hundred feet of existing mineral lands contain a notice that the subject property is within or near designated mineral resource lands on which a variety of commercial activities may occur that are not compatible with residential development for certain periods of limited duration.

6.5.2 POTENTIAL MINERAL LANDS

Although the U.S. Geological Survey (USGS) has identified broad areas of potential gravel deposits in Island County (shown on Map 6F), it is unreasonable to designate those entire areas. They are in large part already developed with small lot sizes and incompatible land uses for any new mineral extraction. The USGS designation also provides no assurance that the land in fact has gravel under it, how deep such gravel deposits may be, or whether any gravel, if it exists, is present in commercial quantities. Thus restricting the use of land which may be in large enough undeveloped parcels to provide the ability to permit a new mineral extraction site, based on the USGS study, is unreasonable, because it is little more than speculative to suggest that the land has "potential" for mineral development. The County will revisit the issue of designation of potential mineral sites at such time as it has information upon which to make a reasonable judgment about designation of potential sites. For now, a permitting system and land use standards for surface mining that allows new proposals to be considered, on a case by case basis, is the best interim course of action available to the County.

6.6 GOALS AND POLICIES

GENERAL ENVIRONMENTAL QUALITY

Goal 1. Safeguard the natural environment as an integrated system where the land, water, and air resources interact creating a balanced environment for all life on the islands.

NR 1.1. Include the best available science in developing policies and development regulations to protect the functions and values of critical areas and give special consideration to conservation or protection measures necessary to preserve or enhance anadromous fisheries.

NR 1.2. Preserve Island County's environmental quality through the careful use of land, water and air resources.

NR 1.2.1. Extraction of mineral resources must minimize detrimental effects to the environment. (Other policies related to the siting and conservation of mineral lands are located in the Land Use Element.)

NR 1.2.2. Infilling of developed lands, Urban Growth Areas and areas of more intensive rural development will be encouraged in order to provide public facilities and services in the most efficient manner, as laid out in the Land Use Element.

NR 1.2.3. Island County encourages low-impact development practices.

NR 1.3. Conserve energy by encouraging efficient consumption and proper land use management.

NR 1.3.1. Government must provide leadership and education in employing energy conservation practices and the use of renewable energy technologies.

NR 1.3.1.1. Recycling of wastes and use of recycled or reused materials will be encouraged.

NR 1.3.1.2. Use of gray and treated black water will be encouraged, provided treatment design meets public health standards.

NR 1.3.2. Transportation systems and land use patterns must be designed to consider conservation of energy. Primary employers, commercial users and population centers will be clustered where possible to minimize worker, service and consumer travel, as laid out in the Transportation Element.

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**

NR 1.3.3. Government services will be sited to minimize consumer travel, as laid out in the Capital Facilities Element.

NR 1.3.4. Island County will encourage developments and structures with energy conservation technologies.

NR 1.4. High intensity lighting is discouraged, but where necessary will require that it must be shielded from adjacent properties and roads and shielded and directed down to reduce impacts to the dark sky.

AIR QUALITY

Goal 2. Preserve a high level of air quality.

NR 2.1. Emphasis will be given to alternative forms of transportation (public transit, car pools, bicycle and pedestrian trails) decreasing dependency on the single occupant automobile.

NR 2.2. Promote non-polluting alternatives to wood burning, such as solar heating and chipping instead of burning slash.

WETLANDS

Goal 3. Protect wetlands from a net loss in functions.

NR 3.1. Protect, preserve, and enhance wetlands to achieve no net loss of wetland functions.

NR 3.1.1. Avoid land development that causes loss of wetland functions. When there is no reasonable alternative, minimize and mitigate adverse impacts to wetland functions.

NR 3.1.2. Mitigation projects that add to existing wetlands or increase functions and values of degraded wetlands are preferred over efforts to create wetlands from non-wetland areas and should remain subject to wetlands protection regulations.

NR 3.1.3. Prohibit alteration of land that results in degradation of Category A wetlands, except for maintenance of existing public use or road or utility crossings that are the least environmentally damaging practical alternative or if necessary to permit reasonable use of the land. In such cases, minimize and mitigate the degradation.

NR 3.1.4. Implement non-regulatory wetlands protection measures such as acquisition and incentive programs and the public benefit ratings system.

NR 3.1.5. Provide continuity of natural systems by establishing protected corridors of native vegetation between wetlands systems using buffer averaging, density incentives, land acquisition, site design and other techniques.

NR 3.2. Consider economic, environmental, and cultural costs when evaluating proposals for wetland alterations, and recognize instances where development or alteration within or adjacent to wetlands is acceptable.

NR 3.2.1. Allow reasonable use of a property, provided all wetlands functions are evaluated, the least harmful alternative is pursued, and degraded functions are mitigated, on site as far as possible.

NR 3.3. Development will be located away from regulated wetlands by use of buffers and Planned Residential Developments.

NR 3.4. Maps, site-specific studies, and information collected by other agencies available for public review will be made readily accessible to potential and existing landowners, interested citizens, and development interests to aid in the protection of these areas.

NR 3.5. Alteration will occur only after careful consideration of the function of the area, the potential environmental costs of alterations, the sensitivity of the area to disturbance, and the intensity and potential risks associated with a proposed land use.

NR 3.6. When a violation of the policies and regulations of this area is identified, the enforcement action and severity of any penalty will be proportional to the nature and circumstances of the violation and the damage or risk to private and public resources.

NR 3.7. 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.

NR 3.8. Wetlands regulations are contained in ICC 17.02B and where applicable, ICC 17.05A.

FISH AND WILDLIFE HABITAT CONSERVATION AREAS OVERLAY

Goal 4. Protect Fish and Wildlife Habitat Conservation Areas.

NR 4.1. Develop specific criteria and processes to nominate, designate and classify habitats and species of local importance.

NR 4.2. Periodically review and update designations as new information on species viability and habitat needs becomes available.

NR 4.3. Conserve habitats necessary for continued reproductive success of designated species.

NR 4.3.1. Protect elements necessary to the survival of designated species, including habitat areas such as nests, breeding areas, nurseries from disturbance during critical life cycle periods.

NR 4.3.2. Encourage enhancement of degraded habitat areas.

NR 4.3.3. Based on the recommendations of Biological Site Assessment or Habitat Management Plan, provide physical buffers or timing restrictions around specific habitat areas used by designated species commensurate to the seasonal use of the area (where that is the case), the sensitivity of the species and habitat, the relative importance of the species and habitat, and the intensity of proposed and actual uses.

NR 4.3.4. Landscaping, screening, or vegetated buffers required through development review should retain, salvage, or re-establish native vegetation.

NR 4.3.5. Limit the use of non-native and prohibit the use of invasive plant species in Fish and Wildlife Habitat Conservation Areas.

NR 4.3.6. Encourage the provision of corridors and networks of native vegetation between protected habitat areas to minimize isolating and fragmenting designated wildlife habitat. Incorporate natural resource lands supporting uses such as forestry and agriculture into wildlife corridors and networks.

NR 4.3.7. Consult with State and Federal agencies when making wildlife management and protection decisions.

NR 4.3.8. Develop and implement programs to restore, rehabilitate, and acquire important habitat areas.

NR 4.4. Protect all streams.

NR 4.5. Protect near shore habitats, including commercial and recreational shellfish areas; kelp and eelgrass beds; herring, sand lance and smelt spawning areas.

NR 4.5.1. The design of new and replacement on site sewage systems shall meet the minimum requirements outlined in ICC 8.07C and where applicable, meet the siting requirements in ICC 17.05A

NR 4.5.2. Require buffers for new development adjacent to streams and marine habitats.

NR 4.5.3. Require preparation of farm plans for new agriculture uses in the Commercial Agriculture land use district.

NR 4.5.4. Require implementation of best management practices for new and existing agricultural activities.

NR 4.6. Maps, site-specific studies, and information collected by other agencies available for public review will be made readily accessible to potential and existing landowners, interested citizens, and development interests to aid in the protection of these areas.

NR 4.7. Regulation of these areas will take into consideration the function of the area, the potential environmental costs of alterations, the sensitivity of the area to disturbance, and the intensity and potential risks associated with a proposed land use.

NR 4.8. When a violation of the policies and regulations of this area is identified, the enforcement action and severity of any penalty will be proportional to the nature and circumstances of the violation and the damage or risk to private and public resources.

NR 4.9. 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.

NR 4.10. Fish and Wildlife Habitat Conservation Areas regulations are contained in ICC 17.02B and where applicable, 17.05A.

FREQUENTLY FLOODED AREAS

Goal 5. Protect public health, safety, and welfare, to minimize public and private losses due to flood conditions in frequently flooded areas.

NR 5.1. Reduce the potential for physical injury and damage to public and private property from flooding by minimizing impacts of upstream land uses.

NR 5.1.1. Protect natural water storage areas and drainage systems, including wetlands, streams and lakes, to reduce downstream flooding.

NR 5.1.2. Ensure new development above identified thresholds minimizes additional runoff by limiting impervious surfaces, unnecessary grading and compaction of soils, and preserving areas of undisturbed vegetation.

NR 5.1.3. Ensure new development above identified thresholds is accompanied by appropriate stormwater facilities, such as detention ponds, infiltration facilities, and other measures to maintain rates of runoff at pre-development levels.

NR 5.1.4. Impose standards for construction in frequently flooded areas to minimize the potential for physical injury and property damage.

NR 5.2. Maps, site-specific studies, and information collected by other agencies available for public review will be made readily accessible to potential and existing landowners, interested citizens, and development interests to aid in the protection of these areas.

NR 5.3. When a violation of the policies and regulations of this area is identified, the enforcement action and severity of any penalty will be proportional to the nature and circumstances of the violation and the damage or risk to private and public resources.

NR 5.4. Development regulations shall be implemented in addition to those associated with the underlying land use designation.

NR 5.5. The County's Surface Water Program will continue to work to review drainage, flooding, and stormwater run-off in the area and nearby jurisdictions to provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state

NR 5.6. Regulations for frequently flooded areas are contained in the ICC 17.02B, as well as ICC 17.05A for the FEMA designated 1% flood zone.

GEOLOGICALLY HAZARDOUS AREAS (STEEP/UNSTABLE SLOPES)

Goal 6. Protect the public health, safety, and welfare from threats resulting from incompatible development being sited on or near steep and/or unstable slopes.

NR 6.1. Minimize damage to life, health, property, and natural resources caused by geological processes.

NR 6.1.1. Require thorough geotechnical investigation of localized conditions during the review of proposed development within areas of steep/unstable slopes. The amount of information required will be proportionate to the severity of the geologic hazard and the susceptibility of the proposed development.

NR 6.1.2. Encourage, and where appropriate, require use of special engineering, site design, and modified construction practices.

NR 6.1.3. Prohibit activities and land uses which cause or exacerbate existing hazardous geological conditions.

NR 6.2. Maps, site-specific studies, and information collected by other agencies available for public review will be made readily accessible to potential and existing landowners, interested citizens, and development interests to aid in the protection of these areas.

NR 6.3. Regulation of these areas will take into consideration the sensitivity of the area to disturbance, and the intensity and potential risks associated with a proposed land use.

NR 6.4. When a violation of the policies and regulations of this area is identified, the enforcement action and severity of any penalty will be proportional to the nature and circumstances of the violation and the damage or risk to private and public resources.

NR 6.5. 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.

NR 6.6. Steep and unstable slope regulations are contained in ICC 17.02B.

WATER RESOURCES

Goal 7. Manage and protect ground water and provide for resource protection through a common goal of non-degradation for existing and future residents of Island County.

NR 7.1. Protect the quantity and quality of groundwater resources for existing and future residents of Island County.

NR 7.1.1. Provide incentive programs to encourage participation in water conservation and aquifer recharge area protection programs.

NR 7.1.2. No development shall be allowed in areas of known ground water limitations as determined by the Health Department, unless it can be proven through objective well tests not to diminish water supplies or reduce water quality for existing users, per ICC 8.09 and related policies.

NR 7.1.3. Continue to carefully evaluate the hydrogeologic setting when making decisions on potentially contaminating land uses, and require use of Best Management Practices, hazardous material management plans, and other tools to help prevent contamination of ground water.

NR 7.2. The County will promote the retention and reuse of stormwater when it is the best and environmentally correct option.

NR 7.3. Public education concerning water conservation will be a continuing high priority.

NR 7.4. Reuse of water, recharge of aquifers and alternative storage systems will be encouraged.

Goal 8. Protect aquifer recharge areas from contamination and insure long term recharge potential.

NR 8.1. Consider acquisition of areas with particular value to ground water recharge.

NR 8.2. Continue efforts to identify areas with ground water problems such as seawater intrusion, groundwater depletion, and contamination from surface activities.

NR 8.2.1. Continue implementing data collection and analysis efforts as recommended in the Ground Water Management Program.

NR 8.2.2. Work with the Island County Health Department, Washington Departments of Health and Ecology to make best use of available data and new technology.

NR 8.2.3. Use site-specific data as it becomes available to determine locations of important recharge areas, areas of limited ground water availability, and areas of particular vulnerability to contamination from surface activities. Maintain, update, and coordinate this data to make the most effective use of the available information.

Goal 9. Ensure that Island County plans and develops in a manner that utilizes the best available information regarding water resources so that the resource will be preserved for current and future use.

NR 9.1. Maps, site-specific studies, and information collected by other agencies available for public review will be made readily accessible to potential and existing landowners, interested citizens, and development interests to aid in the protection of these areas.

NR 9.2. Watershed management planning will be cognizant of the need to preserve water supply while providing drainage facilities to protect the welfare and safety of the community.

NR 9.3. Development plans will contain plans for facilities to mitigate the impacts of increased runoff, stormwater drainage and flooding.

NR 9.4. The location and design of development will be carefully guided in order to minimize potential adverse impacts on the quality of ground and surface waters.

NR 9.5. Land use patterns and practices conserving the integrity of the natural watershed system will be encouraged.

Goal 10. Natural Lands Conserve a variety of natural lands, in both public and private ownership, for the enjoyment and economic benefit of current and future residents of Island County.

NR 10.1. Balance public and private interests in land.

NR 10.1.1. Correct any imbalance in public policies between open space protection and land development incentives through sound incentives for land conservation and careful analysis of the equity and real costs, both financial and environmental, of subsidizing development.

NR 10.1.2. Only consider divestment in publically owned open lands and resources if careful analysis shows that they contain little value as public conservation or recreational land.

NR 10.1.3. The proceeds from the selling or trading of publicly owned open lands and resources should be reinvested in conservation of land and resources, either directly or through a dedicated fund that yields continuing income streams devoted to land conservation.

NR 10.1.4. Respect property rights when developing regulations and policies around land conservation.

NR 10.1.4.1. Ensure that the designation of natural lands does not infringe on individual property rights.

NR 10.1.5. Develop objective criteria to prioritize public expenditures for the acquisition of fee simple or other interests in natural lands.

NR 10.2. Identify funding sources for the acquisition or protection of natural lands in accordance with the Parks and Recreation Element

Goal 11. Prioritize the protection of natural lands that coincide with other valuable resources, including ecological, historical, agricultural, recreational, and cultural lands.

NR 11.1. Maintain the important ecological functions and values of natural landscapes such as wetlands, stream corridors, shoreline systems and forests.

NR 11.1.1. Develop land use regulations and strategies such as cluster development and wetlands buffer requirements to identify and preserve important natural lands areas located on sites proposed for development.

NR 11.1.2. Prioritize the protection of natural lands that contain historic or archaeological sites, structures and landscapes which are important to local culture and retain the county's rural quality and character.

NR 11.2. Conserve agricultural lands for the continued profitable production of crops, timber and livestock.

NR 11.2.1. Discourage the conversion of properties identified as having prime farmland soils to non-agricultural uses.

NR 11.2.2. Look into possible strategies for protecting agricultural uses and maintaining the economic viability and sustainability of existing farms.

NR 11.3. Enhance recreational opportunities for County residents.

Goal 12. Protect natural, scenic, cultural, and historic lands as community assets.

NR 12.1. Maintain Island County's natural lands and open space to protect health and welfare, enhance the quality of life, preserve heritage, promote economic vitality and reduce the burden on government resources.

NR 12.2. When converting land to a use that requires water availability, Island County will prohibit major alterations to the land beyond the minimum necessary to do soil and water testing

prior to the issuance of a water right or other state or local authorized evidence of adequate potable water.

NR 12.3. Ensure residents have adequate access to open space areas, including land that contains natural areas, habitat lands, natural drainage features, and/or other environmental, cultural, and scenic resources.

Goal 13. Continue to promote active public involvement in the conservation or protection of important natural lands.

NR 13.1. Foster enduring voluntary land conservation through government assistance such as income and estate tax benefits, technical assistance grants and programs to purchase partial land interests.

NR 13.1.1. Continue implementing the Public Benefit Rating System as a property tax reduction incentive program for property owners to conserve open space.

NR 13.1.2. Maintain existing current use taxation programs for designated forest and agricultural lands.

Goal 14. Continue an open dialogue between Island County, incorporated jurisdictions, special purpose districts, non-profits, and other interested individuals and organizations working toward the conservation or protection of natural lands.

NR 14.1. Establish and maintain partnerships with State and Federal agencies, cities, towns, private non-profit conservation groups, port districts, school districts, tribes, foundations, corporations and individuals for the purpose of acquiring or protecting natural lands.

NR 14.2. Design and implement education programs to promote the benefits of conserving natural lands, and to introduce available and proposed current use taxation programs.

RESOURCE LANDS

Goal 15. Protect existing and ongoing resource management operations and preserving long-term commercial viability of those uses.

RURAL FOREST

NR 15.1. Measures shall be used to support silviculture industries.

NR 15.2. Encourage the conservation of lands suitable for forestry use and support forestry as an activity valued in the County.

NR 15.3. Cluster development or encourage low intensity uses to minimize site clearing and maintain future forestry use options

NR 15.4. Encourage forestry landowners to retain their lands in timber production and to utilize tax incentive programs.

NR 15.5. Support innovative public and private programs that provide foresters incentives to stay on the land.

NR 15.6. Encourage selective clearing and logging, as opposed to clearcutting, if forest harvesting is done in the Ebey's Landing National Historical Reserve.

COMMERCIAL AGRICULTURE

NR 15.7. Achieve agricultural preservation through:

NR 15.7.1. Right to farm and forest measures which protect the right to pursue farm and forestry activities.

NR 15.7.2. Support the continuation of preferential tax programs.

NR 15.8. Encourage an effective stewardship of the environment to conserve and protect Commercial Agriculture lands.

NR 15.8.1. Prevent or correct agricultural practices that produce non point source pollution of surface and groundwater.

NR 15.8.2. Take measures to minimize adverse impacts of agricultural activities.

NR 15.9. Protect agricultural operations from incompatible uses by using measures including, but not limited to:

NR 15.9.1. Ensuring that uses on adjacent lands do not interfere with continuing agricultural good management practices on resource lands;

NR 15.9.2. Setbacks and buffer strips should be on land within the development unless an alternative is mutually agreed on by adjacent landowners; and

NR 15.9.3. Public education concerning resource activities and the common benefits derived from them.

NR 15.10. Protect and promote related development such as farmers markets and roadside stands, cooperative marketing, and value added products, etc.

NR 15.11. Strengthen public disclosure of current adjacent agricultural activities by means of a "right to farm" notice on the deed, area maps, etc.

NR 15.12. Support the continued existence of agricultural lands by means of tax incentives or other appropriate financial aid or incentives.

NR 15.13. Coordinate agricultural land preservation policies with other jurisdictions, special districts and their respective programs.

NR 15.14. Coordinate agricultural land preservation policies with other County wide Planning Policies through:

NR 15.14.1. Correlating agricultural land preservation policies with Urban Growth Area policies and with public facility and service provision policies to prevent the extension of urban services to areas intended for continued agricultural use;

NR 15.14.2. Ensuring that public facility and service extension, even if not directly serving the agricultural lands, do not stimulate the conversion of agricultural land or make its preservation and protection more difficult.

NR 15.15. In order to assure the rights of agricultural land owners and to provide them reasonable flexibility to modify classification of their land, owners of agricultural land may request change of agricultural lands classification under certain circumstances.

NR 15.16. Cooperative agricultural production and marketing will be encouraged.

MINERAL LANDS

NR 15.17. Maintain and enhance natural resource based industries.

NR 15.17.1. Assure conservation of mineral resource lands.

NR 15.17.1.1. Assure that the use of lands adjacent to mineral resource lands do not interfere with the continued use, in accordance with best management practices, of lands designated for the extraction of minerals.

NR 15.17.1.2. Assure that the excavated land will have an ultimate economic use which will complement and preserve the value of adjoining land.

NR 15.17.1.3. Maintain the contribution of mining and processing operations to the Island County employment base.

NR 15.17.2. Island County will provide for title or plat notification for property owners within 300 feet of an existing approved mining operation.

NR 15.17.3. Regulate surface mining operations to minimize land use conflicts through the conditional use process.

NR 15.17.4. Apply standards which consider noise levels, light pollution, dust, visual screening, transportation impacts, hours of operation, water quality and groundwater protection and consumption, to new and expanding mine operations.

NR 15.17.5. Encourage the purchase of development rights, by the mine developer, of the area within 300 feet of the proposed mine, thus limiting use within that area to forestry, agricultural or designated open space, for the life of the mining operation.

NR 15.18. Allow extractive industries to locate where prime natural resource deposits exist, provided these sites are separated by buffers from existing residential areas and restored for appropriate reuse after removing the resource material.

NR 15.19. Discourage new residential uses from locating near active extractive sites, unless the residential developer provides adequate buffering.

NR 15.20. Operation of new and expanding sites will be regulated by land development standards to ensure proper siting and to minimize environmental impacts during operation.

NR 15.21. There is no minimum parcel size for existing operations. Future commercial sites generally should be 10 acres or greater to provide for adequate screening. Future small scale operations such as borrow pits may be less than 10 acres.

NR 15.22. On sites with disturbed areas of three acres or less, site reclamation will be carried out as soon as practical, as phased operations are completed, to prevent erosion and water quality degradation, and to return the site to a natural state. Reclaimed sites can be used for any of the uses permitted in the underlying land use designation.

NR 15.23. Surface mining is not considered to be a permanent use of the land. The land should be utilized consistent with the long term plans of the community, and mining allowed based upon performance standards.

NR 15.24. 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.

NR 15.25. Island County shall notify adjacent landowners of the existence of a surface mine and to the extent known, undeveloped mineral resources, acknowledging that surface mining is market dependent, and operations may be intermittent and more or less intense at times.

This page intentionally left blank for double-sided printing



Summary Statement

This page intentionally left blank for double-sided printing

TABLE OF CONTENTS

7.1 INTRODUCTION 1

7.1.1 RELATIONSHIP TO OTHER DOCUMENTS 2

7.1.2 TERMINOLOGY & DEFINITIONS 2

7.2 EXISTING PARK SYSTEM 4

7.2.1 JURISDICTIONS IN PARK/HABITAT MANAGEMENT 4

7.2.2 PARK AND HABITAT INVENTORY 5

- 7.2.2.1 Conservation Easements
- 7.2.2.2 County Land by Department

7.2.3 COUNTY PARK LAND CLASSIFICATION 18

7.2.4 LEVEL OF SERVICE 19

7.2.5 EXISTING COUNTY HABITAT 26

7.2.6 COUNTY RECREATION FACILITIES 27

7.3 COUNTY AREA OF FOCUS 28

7.3.1 PLANNING FRAMEWORK 28

- 7.3.1.1 Vision, Mission, and Values for Parks

7.3.2 Area of Focus 29

- 7.3.2.1 Park Development

7.4 HABITAT CONSERVATION & RECREATION NEEDS 31

7.4.1 HABITAT CONSERVATION NEEDS 31

- 7.4.1.1 Habitat Conservation Criteria

7.4.2 HABITAT CONSERVATION CONCEPT 35

7.4.3 HABITAT QUALITY RATING CRITERIA 38

- 7.4.3.1 Conifer Forest
- 7.4.3.2 Grassland
- 7.4.3.3 Wetlands
- 7.4.3.4 Freshwater Habitats
- 7.4.3.5 Saltwater (Shoreline) Habitats
- 7.4.3.6 Oak Woodlands

7.4.4 RECREATION NEEDS 42

- 7.4.4.1 Geographic Needs Analysis
- 7.4.4.2 Trail Access and Needs
- 7.4.4.3 Beach Access and Needs
- 7.4.4.4 Additional Outdoor Recreation Needs

7.5 FUNDING STRATEGIES 55

7.5.1 Strategies to implement priority projects 55

- 7.5.1.1 Apply for Grants
- 7.5.1.2 Increase Revenue Generation
- 7.5.1.3 Build on Successful Efforts
- 7.5.1.4 Ensure Maximum Dollars from Traditional Funding Sources
- 7.5.1.5 Engage Volunteers
- 7.5.1.6 Evaluate Other Funding Options for Priority Projects
- 7.5.1.7 Develop and Market Trails

7.5.2 Funding next steps 56

- 7.5.2.1 Capital Costs
- 7.5.2.2 Operations Costs
- 7.5.2.3 Community Costs
- 7.5.2.4 Recovered Costs

7 Parks & Recreation

7.6 GOALS AND POLICIES 58

MAPS

MAP 7A. Parks by Jurisdiction - North Whidbey 10
MAP 7B. Parks by Jurisdiction - Oak Harbor 11
MAP 7C. Parks by Jurisdiction - Central Whidbey 12
MAP 7D. Parks by Jurisdiction - Coupeville 13
MAP 7E. Parks by Jurisdiction - South Whidbey 14
MAP 7F. Parks by Jurisdiction - Langley 15
MAP 7G. Parks by Jurisdiction - Camano Planning Area 16
MAP 7H. Island County Owned Parks by Classification - North Whidbey 22
MAP 7I. Island County Owned Parks by Classification - Central Whidbey 23
MAP 7J. Island County Owned Parks by Classification - South Whidbey 24
MAP 7K. Island County Owned Parks by Classification - Camano 25
MAP 7L. Habitat Conservation Priorities for Parks Acquisition 32
MAP 7M. Trail Access Opportunities 44
MAP 7N. Beach Access Opportunities 48

FIGURES

Figure 7-1. The County's Area of Focus 30

TABLES

Table 7-1. Parks and Habitat Land Inventory in Island County 6
Table 7-2. Parks Inventory by Jurisdiction 7
Table 7-3. Parks Inventory by Jurisdiction, cont. 8
Table 7-4. Parks Inventory by Jurisdiction, cont. 9
Table 7-5. Conservation Easements in Island County 17
Table 7-6. Island County Park Land by Classification 18
Table 7-7. Island County Parks Inventory by Classification 20
Table 7-8. Island County Habitats 26
Table 7-9. 2011 Habitat Acreage by Park Classification (# of Acres) 27
Table 7-10. Island County Park and Recreation Facilities 28
Table 7-11. Habitat and Outdoor Recreation Provider Area of Focus 33
Table 7-12. Management and Operations Habitat/Recreation Provider Area of Focus 34
Table 7-13. Summary of Outdoor Recreation Needs 51
Table 7-14. Land Needs for Habitat and Recreation 54

7.1 INTRODUCTION

Island County's Parks and Recreation Element was first adopted in 1998. In the Spring of 2010, Island County in collaboration with the Whidbey Camano Land Trust updated the Parks and Recreation Element for Island County. Many different jurisdictions are involved in protecting habitat, natural areas, and providing recreation opportunities within Island County. This Element identifies Island County's specific area of focus in managing parks and natural areas for recreation and conservation. It includes policies and strategies for making the best use of existing County resources, including partnering with other providers to ensure that parks and natural areas remain vital assets for the community. It addresses declining funding, which has made it difficult for the County to adequately care for its resources and sets up a vision for the next 10 to 20 years.

This Element synthesizes existing data from a variety of sources to create a County inventory of habitat and recreation lands. It incorporates public involvement findings that were used to identify a vision for County park land—a system of recreation and conservation Park Lands that together maintain the long-term health of the County and its residents. Based on this vision, this Element includes specific goals and policies for developing, protecting, and maintaining the Island County park system to address recreation and conservation needs in a fiscally-sound and sustainable manner. Most importantly, this Element provides the County a set of directions to concentrate efforts on core services and improve its land and facility management for current residents and future generations. In doing so, it satisfies requirements of the State's Growth Management Act as specified in RCW 36.70A.070 and Recreation and Conservation Office (RCO) to update parks, recreation, and habitat conservation plans.

PARKS & RECREATION GOALS

1. **Provide a quality, diverse and, sustainable system of park land that effectively balances recreation and habitat conservation needs.**
2. **Provide low-impact/passive outdoor recreation opportunities throughout the County.**
3. **Increase public access to the County's beaches and shoreline areas, creating recreation opportunities that respect the ecological integrity of the shoreline ecosystem.**
4. **Acquire lands that conserve priority habitat and natural resources, preserve open space, improve beach access, maintain island character, and improve and expand passive outdoor recreational opportunities for public enjoyment.**
5. **Divest in parks lands that are not consistent with the County's area of focus.**
6. **Develop stewardship and maintenance programs that cost-effectively protect County assets, emphasize sustainable methods and design, support habitat quality, respond to local needs, and sustain resources for future generations.**
7. **Identify, secure, and develop adequate funding sources to develop, operate, maintain, and sustain County parks, habitat, and recreation facilities.**

(Continued on next page)

PARKS & RECREATION GOALS (CONTINUED)

8 **Foster partnerships and county-wide collaboration among park and habitat providers to improve the provision of habitat conservation and recreation services.**

9 **Engage Island County residents in the planning and stewardship of parks, trails, and conservation areas, and provide effective communication to improve awareness and support of County services.**

7.1.1 RELATIONSHIP TO OTHER DOCUMENTS

The Parks and Recreation Element integrates County efforts to provide recreation opportunities and conserve habitat and natural areas within the park land system. For this reason, many goals and policies noted in this Element are consistent with the County's Natural Resources Element. However, the content of this Element does not supersede the information in the Natural Resources Element, which addresses a different context than the parks system.

As per Growth Management Act (GMA) requirements, the Parks and Recreation Element must be consistent with the Capital Facilities Element as it relates to park and recreation facilities. This Element includes estimates of park and recreation demand for a ten-year period, an evaluation of facilities and service needs, and an evaluation of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreational demand. This Element is also consistent with other Elements of the County's Comprehensive Plan, including the Land Use Element, Shoreline Management Element, and the Critical Areas Ordinance.

To be consistent with other County planning documents, the Parks and Recreation Element utilizes data from the County's Non-Motorized Trails Plan and Shoreline Master Program. The current update of the Shoreline Master Program provides direction on priority shoreline habitat for protection and acquisition, while the Parks and Recreation Element addresses recreation needs for beach and shoreline areas.

7.1.2 TERMINOLOGY & DEFINITIONS

The Parks and Recreation Element uses the following definitions throughout this Element of the Comprehensive Plan:

Active (high-impact) Recreation: Activities and/or facilities that generally have a significant impact on the natural environment and/or significant disruption to the quality of the natural character (e.g. increased noise levels). Motorized recreational use (dirt bikes, snowmobiles, etc), ball fields, playgrounds and tennis courts are examples of active recreation.

Habitat/Habitat Area: The area or natural environment in which an animal, plant, or ecological community normally lives, grows or is found.

Natural Lands: Any land area where preservation in its existing state would conserve or enhance natural, scenic, or cultural resources; protect surface water or groundwater supplies; promote the conservation of soils, wetlands, beaches, or tidal marshes; enhance the value to the public of abutting or neighboring parks, forests, wildlife preserves, nature reservations, or other open spaces; enhance passive recreation opportunities; preserve historic sites; preserve working agricultural landscapes; or preserve visual quality or scenic vistas along transportation corridors.

Outdoor Recreation: Leisure activities (or the act of engaging in a leisure activity) that are typically associated with outdoor, natural or semi-natural settings, such as a beach, forest, grassland, lake, mountain, wetland, or farmland. Hiking, boating, camping, horseback riding, bicycle riding, fishing, hunting, and nature interpretation are examples of outdoor recreation activities.

Park Lands: All the lands managed by Island County which are formally used for or dedicated to outdoor recreation and/or conservation. There are three types of properties that make up Island County Park Lands: 1) Community Parks; 2) Conservation Areas; and 3) Natural Recreation Areas. Many times Parks, Conservation Areas, and Natural Recreation Areas are overlapping terms.

- *Community Parks*: Any area that has been set aside or is managed for outdoor recreation purposes and, has associated built elements (e.g. boat ramps, picnic tables, playground equipment, or ballfields).
- *Conservation Areas*: Park lands set aside primarily for ecological conservation or environmental protection. Conservation Areas may include fish or wildlife habitat, aquifer recharge areas, significant ecosystems, ecologically critical areas, or agricultural or forest resource lands. These areas may also support outdoor recreational uses, where these uses do not conflict with conservation efforts.
- *Natural Recreation Areas*: Park lands that offer recreational opportunities in a natural setting but do not meet the definition of a Community Park or Conservation Area. Examples of these are beach access sites without built elements, off-leash dog parks and forest areas with a greater focus on outdoor recreational use.

Passive (low-impact) Recreation: Leisure activities that typically have minimal impact on the natural environment and minimal disruption to the quality of the natural character. Hiking, camping, horseback riding, bicycling, and fishing are examples of passive recreation.

Wildlife Corridor: Connected habitats that link larger patches of habitat, allowing the movement, migration, and dispersal of animals and plants. These are called 'corridors' even though they are not always linear. Connecting one habitat with another allows species to flow between larger habitat

patches, interbreed, genetically mix, and access food and other resources. RCW 36.70A.160 requires identification of open space corridors, which in many respects overlaps with wildlife corridors.

7.2 EXISTING PARK SYSTEM

Island County is one of multiple jurisdictions and agencies responsible for managing parks and habitat in the County. To understand the role that Island County plays in providing recreation and conservation services, this section describes the planning area, the jurisdictions involved in park and habitat management, and Island County's park, facility, and habitat inventory.

7.2.1 JURISDICTIONS INVOLVED IN PARK/HABITAT MANAGEMENT

Island County is one of many jurisdictions and property owners who are working to provide recreation and conservation services throughout the County. For this reason, parks planning requires an understanding of jurisdictional boundaries and responsibilities. The land management jurisdictions in Island County are described below. While not an exhaustive list, this list helps illustrate the context within which Island County operates.

7.2.1.0.1 Federal

The United States Navy and the National Park Service are both involved in managing parks and habitat lands in the County. The Whidbey Naval Air Station and Ault Field Airstrip on Whidbey Island protect natural acreage and provides recreation opportunities for servicemen and their families. Ebey's Landing National Historical Reserve (Ebey's Reserve), in Central Whidbey Island, is a reserve managed as a partnership; one of the partners includes the National Park Service (NPS). NPS directly owns and manages approximately 400 acres within Ebey's Reserve.

7.2.1.0.2 State

The State of Washington supports recreation and habitat conservation through the efforts of several agencies. Washington State Parks operates nine state parks in Island County (On Whidbey Island: Deception Pass, Joseph Whidbey, Fort Ebey, Ebey's Landing, Fort Casey, Keystone, Possession Point, and South Whidbey. On Camano Island: Cama Beach and Camano Island). In addition, fishing and shellfish harvest areas are managed by the Washington Department of Fish and Wildlife (WDFW). Although some forest lands are still owned by the Washington Department of Natural Resources (DNR), DNR does not currently manage any commercial forest land in Island County. DNR does help manage the Naas Natural Area Preserve. DNR maintains some conservation easements and the water around Smith and Minor Island are an aquatic reserve.

7.2.1.0.3 Cities and Towns

Oak Harbor, Langley, and Coupeville also provide parks and natural areas on Whidbey Island. Island County's largest city, Oak Harbor, has the most park land inventory. Both Langley and the Town of Coupeville have several small parks and natural areas.

7.2.1.0.4 Park Districts

There are two park and recreation districts in Island County: North Whidbey Park and Recreation District (NWPRD) and South Whidbey Park and Recreation District (SWPRD). NWPRD manages and operates both the John Vanderzicht Memorial Pool and the Clover Valley Park. SWPRD manages the Community Park & Sports Complex, Deer Lake, Lone Lake and Goss Lake public beaches and the Trustland Trails.

7.2.1.0.5 Port Authorities

Island County has three port authorities; the Port of Coupeville, the Port of South Whidbey, and the Port of Mabana. The Port of Coupeville operates the Coupeville Wharf and owns the Greenbank Farm. The Port of South Whidbey provides several parks, waterfront sites, and a marina.

7.2.1.0.6 School Districts

Island County's four school districts (Coupeville, Oak Harbor, South Whidbey, and Stanwood 205) provide recreation and play facilities at local schools.

7.2.1.0.7 Non-Profits

The Nature Conservancy owns a large parcel of protected land in Ebey's Landing National Historic Reserve which includes trails and natural bluff lands. The Whidbey Camano Land Trust (WCLT) plays an important role in the conservation and protection of land in Island County. WCLT acquires land and conservation easements through donation and purchase in order to protect coastal areas, wetlands and streams, wildlife habitat, working farmlands, scenic vistas, natural areas, and trails. The Land Trust then provides ongoing stewardship on its lands, or in some cases, transfers ownership to other jurisdictions, such as Island County, with a conservation easement in place to restrict future use.

7.2.2 PARK AND HABITAT INVENTORY

Island County and other agencies provide more than 14,500 acres of park land and habitat areas, as calculated using available GIS data. Table 7-1 summarizes this data. While this inventory is not comprehensive, it helps paint a picture of the major landholders and extensive landholdings for parks, natural recreation areas, and conservation areas.

As shown in Table 7-1, the State of Washington and non-profits (including the Land Trust) provide over 4,500 acres of park and habitat areas. Island County is the third largest provider, with 3,372 acres in its park system.

Table 7-1. Parks and Habitat Land Inventory in Island County

Jurisdiction	# of Sites	Acres*
Island County		
Parks Department	50	2,663.8
Public Works	7	735.2
Unassigned	40	289.2
Other (Non-Parks)	6	53.4
Subtotal	**103**	**3,741.6**
Towns and Cities		
Coupeville	10	29.8
Langley	15	24.9
Oak Harbor	28	160.4
Subtotal	**53**	**215.1**
School Districts		
Coupeville School District	6	50.2
Oak Harbor School District	8	160.4
South Whidbey School District	7	190.7
Stanwood Camano School District	1	19.9
Subtotal	**22**	**421.2**
Other Jurisdictions		
Federal	2	44.4
State	23	4,787.3
Port Authorities	7	229.4
Parks and Recreation Districts	3	300.0
Non-Profits/Private	7	617.2
Subtotal	**42**	**5,978.1**
Total	220	10,356.0

*This inventory is based on GIS data available for this planning process.

Table 7-2. Parks Inventory by Jurisdiction

Park Name	# of Parcels	# of Acres
ISLAND COUNTY		
Parks		
Ala Spit	5	16.7
Baby Island Heights	3	9.9
Barnum Point	1	24.5
Camano Park	1	5.9
Camano Ridge	4	404.8
Cavalero Beach	1	0.6
Cornet Bay Dock	1	0.2
Dan Porter Park	1	9.4
Dave Mackie Park	1	4.9
Double Bluff	3	2.7
Driftwood Park	4	0.7
Dry Lake Trailhead	2	4.3
Elger Bay Trust Land	1	173.5
English Boom	2	5.2
Etheyl Taylor Property	1	35.2
Four Springs Lake Preserve	1	50.1
Freeland Hall	1	5.2
Freeland Park	8	3.1
Hastie Lake Road Boat Ramp	1	0.1
Henry Hollow	1	7.3
Hurt Property	2	26.0
Iverson Preserve	1	115.1
Kristoferson (Can Ku Road)	3	0.9
Lagoon Point North	1	0.3
Lagoon Point South	1	0.3
Ledgewood Beach	1	0.6
Libbey Beach Park	1	2.7
Livingston Bay	2	0.2
Maple Grove Boat Ramp	3	0.8
Marguerite Brons Memorial Dog Park	1	13.7
Mariner's Cove	1	0.5
Monroe Landing	2	0.4
Moran Beach	1	0.4
Mutiny Bay Boat Ramp	1	0.1
Patmore Pit Dog Park	1	27.5
Pioneer Cemetery	1	1.9
Putney Woods	12	598.8
Rhododendron Campground	7	153.0
Rhododendron Park	1	32.0
Robinson Beach	1	1.3
Saratoga Woods	12	117.0
Scenic Heights Trust Land	1	36.5
Swantown Lake	10	97.7
Tillicum Beach	1	0.2
Trillium Community Forest1	-	-
Utsalady Boat Ramp	2	1.5
Utsalady Vista	1	0.2
West Beach Vista	6	2.0

Park Name	# of Parcels	# of Acres
ISLAND COUNTY, CONT.		
Public Works		
Deer Lagoon	27	377.6
Greenbank South	6	114.4
Hidden Trail - Camano View	1	0.3
Kettles	12	242.2
Limpet Lane Road End	1	0.1
Sandpiper Lane Beach Access	2	0.2
Sunlight Beach Accesses	4	0.4
Unassigned		
Brainers Land Trust	1	38.9
Brighton Beach Access	2	0.4
Bush Point	2	3.9
Glendale Trust Land	1	40.6
Hidden Beach	1	0.6
Hillside Park	1	0.6
Keystone	1	10.9
Monroe Landing Trust Land	1	45.2
Penn Cove	1	1.6
Shore Meadow Beach Access	1	0.1
Site A	1	10.7
Site AA	1	1.2
Site B	1	39.8
Site BB	1	0.1
Site C	1	16.0
Site D	1	25.4
Site DD	1	0.2
Site E	1	38.5
Site EE	1	0.2
Site FF	1	0.7
Site GG	1	0.4
Site HH	1	0.8
Site II	1	0.5
Site JJ	1	6.6
Site K	1	0.1
Site KK	1	2.1
Site L	1	0.0
Site LL	1	0.2
Site M	1	0.0
Site N	1	0.2
Site O	1	0.0
Site P	1	0.2
Site Q	1	0.2
Site R	1	0.2
Site S	1	0.0
Site T	2	0.9
Site U	1	0.4
Site V	3	0.6
Swantown Outfall	1	0.2
Tidelands	1	0.0
Other (Non-Parks)		
Island County Camano Campus	1	23.6
Island County Coupeville Campus	4	4.9
Island County District Court	1	1.5
Island County Fairgrounds	2	14.0
North Whidbey Family Resource Center	2	0.9
Park Shop	1	8.5
Subtotal	**286**	**3,741.6**

Table 7-3. Parks Inventory by Jurisdiction, cont.

Park Name	# of Parcels	# of Acres
OAK HARBOR		
Fireside Park	1	2.0
Flintstone Park	2	20.5
Fort Nugent Park	1	36.8
Freund Marsh	1	1.2
Hal Ramaley Memorial Park	1	0.7
Hawthorne Park	1	0.2
Kimball Memorial Park	1	0.9
Koetje Park	1	1.9
Lueck Park	1	1.4
Meadowridge Park	2	0.5
Neil H Koetje Park	1	2.8
Neil Park	1	3.7
Neil Water Tower	1	0.1
Oak Harbor Dog Park	1	1.2
Oak Harbor Marina / VFW Memorial Park	1	33.8
Redwing Park	1	0.8
Ridgehaven Park	1	1.2
Ridgewood Park	2	1.2
Ruth Cohen Memorial Park	1	2.1
Shadow Glen Park	1	0.8
Smith Park	2	1.3
Spring Tree Park	1	1.6
Sumner Park	2	2.0
Tyhuis Park	1	1.0
Vista Heights Park	1	0.6
Volunteer Park	3	6.5
Well Site #10	1	0.7
Windjammer Park	4	33.2
Subtotal	38	160.4
COUPEVILLE		
Captain Coupe Park	1	1.9
Cook's Corner Park	1	0.1
Coupeville Town Park	3	3.6
Front Street Stairs	1	0.1
Krueger Open Space	1	16.2
Lion's Park	1	1.1
Municipal Parking Lot	1	1.1
OSPC Property	1	3.9
Peaceful Valley Park	1	1.0
Sunset Terrace Park	1	0.9
Subtotal	12	29.8
LANGLEY		
Boy and Dog Park	1	0.7
Cascade Walkway	3	1.6
Cedars Subdivision Tract 100	1	0.7
Debruyn Right of Way	1	0.9
Generation Park	1	0.3
Langley Library	1	0.9
Langley Marina	1	0.7
Langley Park	1	0.2
Langley Well Site Natural Area	1	8.1
Langley-Woodman Cemetery	1	6.1
Meadows Wetland Natural Area	1	2.1
Mildred Anderson and Faye Bangston Park	1	1.4
Park Right of Way	1	0.5
Seawall Park	9	0.7
Thomas Hladkey Memorial Park	1	0.0
Subtotal	25	24.9

Park Name	# of Parcels	# of Acres
STATE		
Beeksma-Gateway Park	1	0.3
Cama Beach State Park	10	304.7
Camano Island State Park	3	172.2
Deception Pass State Park	18	2,011.1
Deer Lake	1	0.6
Dugualla State Park	4	585.4
Fort Casey - Keystone	11	307.0
Fort Casey State Park	3	102.3
Fort Ebey State Park	7	595.6
Goss Lake	1	0.9
Grasser's Lagoon	1	22.5
High Point Trust Land	1	39.2
Joseph Whidbey State Park	2	109.0
Lone Lake	2	8.6
Penn Cove Water Access	1	0.5
Perego's Lagoon	1	17.9
Possession Point State Park	3	31.4
Skyline West Trust Land	1	37.4
Smuggler's Cove Trust Land	1	11.2
South Whidbey State Park	5	359.2
Strawberry Point Trust Land	1	11.6
Swantown Trust Land	1	40.1
Wahl Road Trust Land	1	18.4
Subtotal	80	4,787.3
FEDERAL		
Keystone Ferry	1	23.0
Perrigo's Lagoon	1	21.4
Subtotal	2	44.4

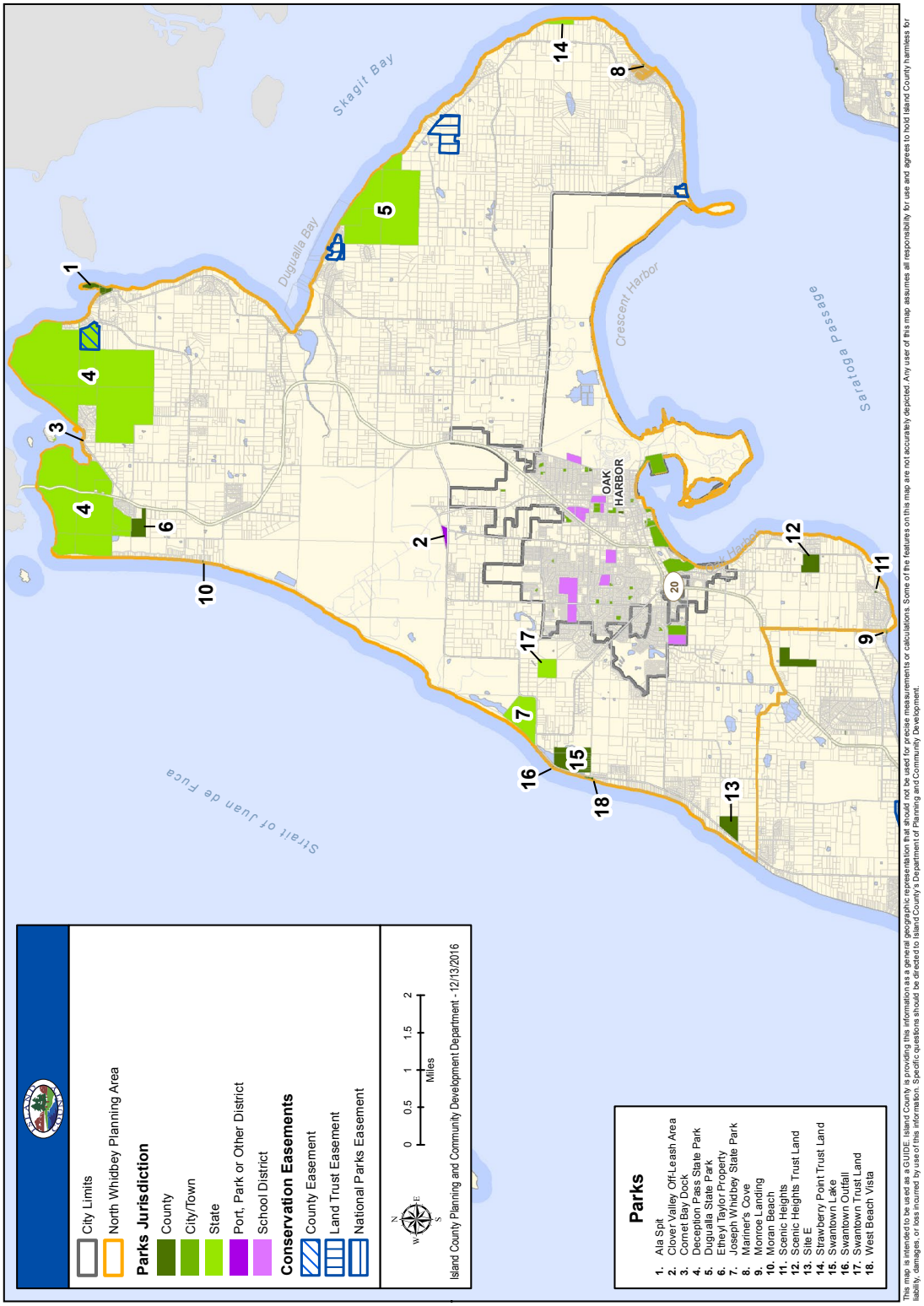
Table 7-4. Parks Inventory by Jurisdiction, cont.

Park Name	# of Parcels	# of Acres
NORTH WHIDBEY PARKS AND RECREATION DISTRICT		
Clover Valley Off-Leash Area	1	2.1
Subtotal	1	2.1
SOUTH WHIDBEY PARKS AND RECREATION DISTRICT		
South Whidbey Community Park	4	123.0
Trust Land Trails	2	174.8
Subtotal	6	297.9
OAK HARBOR SCHOOL DISTRICT		
Broadview Elementary School	1	12.9
Fort Nugent Park	1	19.7
Hillcrest Elementary	1	19.3
North Whidbey Middle School	3	21.3
Oak Harbor Elementary	2	15.7
Oak Harbor High School	1	43.9
Oak Harbor Middle School	1	15.6
Olympic View Elementary	1	12.2
Subtotal	11	160.4
COUPEVILLE SCHOOL DISTRICT		
Coupeville Elementary	1	13.9
Coupeville High School	2	10.1
Coupeville Middle and High Schools	1	3.9
Coupeville School Administration	1	0.2
Coupeville School Bus Barn	1	1.0
Future ballfield development	1	21.1
Subtotal	7	50.2
SOUTH WHIDBEY SCHOOL DISTRICT		
Bayview High School	1	3.8
Elementary School Trails	2	46.7
Langley Middle School	2	19.6
Outdoor Classroom	1	5.0
South Whidbey Elementary School	1	52.4
South Whidbey High School	1	48.0
South Whidbey School Bus Barn	1	15.2
Subtotal	9	190.7
STANWOOD/CAMANO SCHOOL DISTRICT		
Utsalady Elementary School	1	19.9
Subtotal	1	19.9
PORT OF COUPEVILLE		
Coupeville Wharf	4	0.3
Greenbank North	11	198.8
Subtotal	15	199.1
PORT OF SOUTH WHIDBEY		
Bush Point Boat Ramp	6	1.5
Clinton Park	1	0.6
Freeland Park1	-	-
Langley Marina	2	2.0
Possession Beach Park	5	26.2
Subtotal	14	30.2
PRIVATE/NON-PROFITS		
Cedars Subdivision	4	6.5
Highlands Subdivision	1	2.7
Metcalf Trust	4	59.6
Nature Conservancy	16	533.7
Noble Cliff	2	2.4
Sunnyside Cemetery	2	12.3
Trillium Community Forest2	-	-
Subtotal	29	617.2
TOTAL	**536**	**10,356.0**

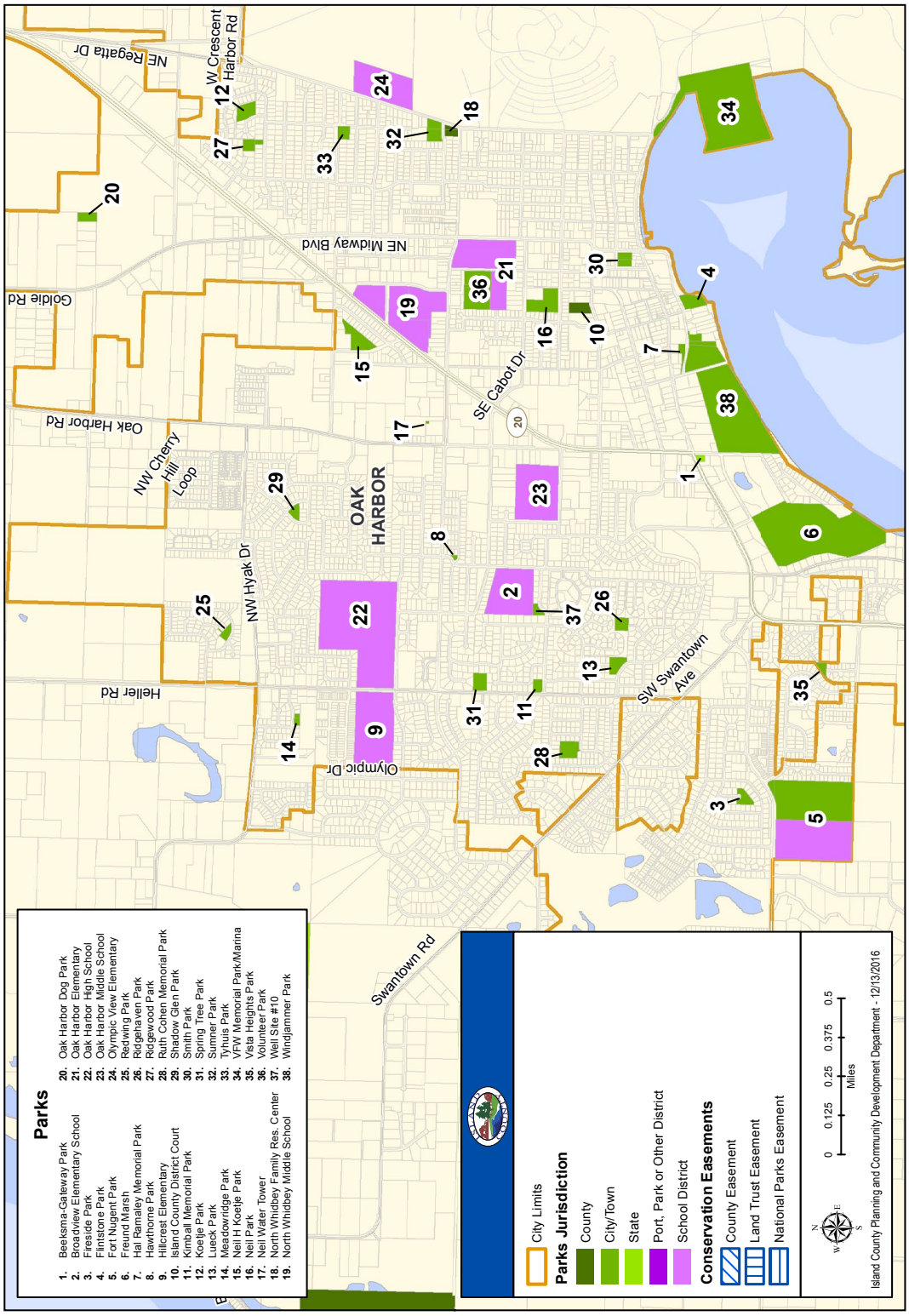
[1]Inventoried under Island County Parks, since it is partially owned/operated by Island County and the Port of South Whidbey.

[2]Owned by WCLT, but Island County maintains access and a trailhead, so it is inventoried under Island County, since it is a park the County does maintenance on.

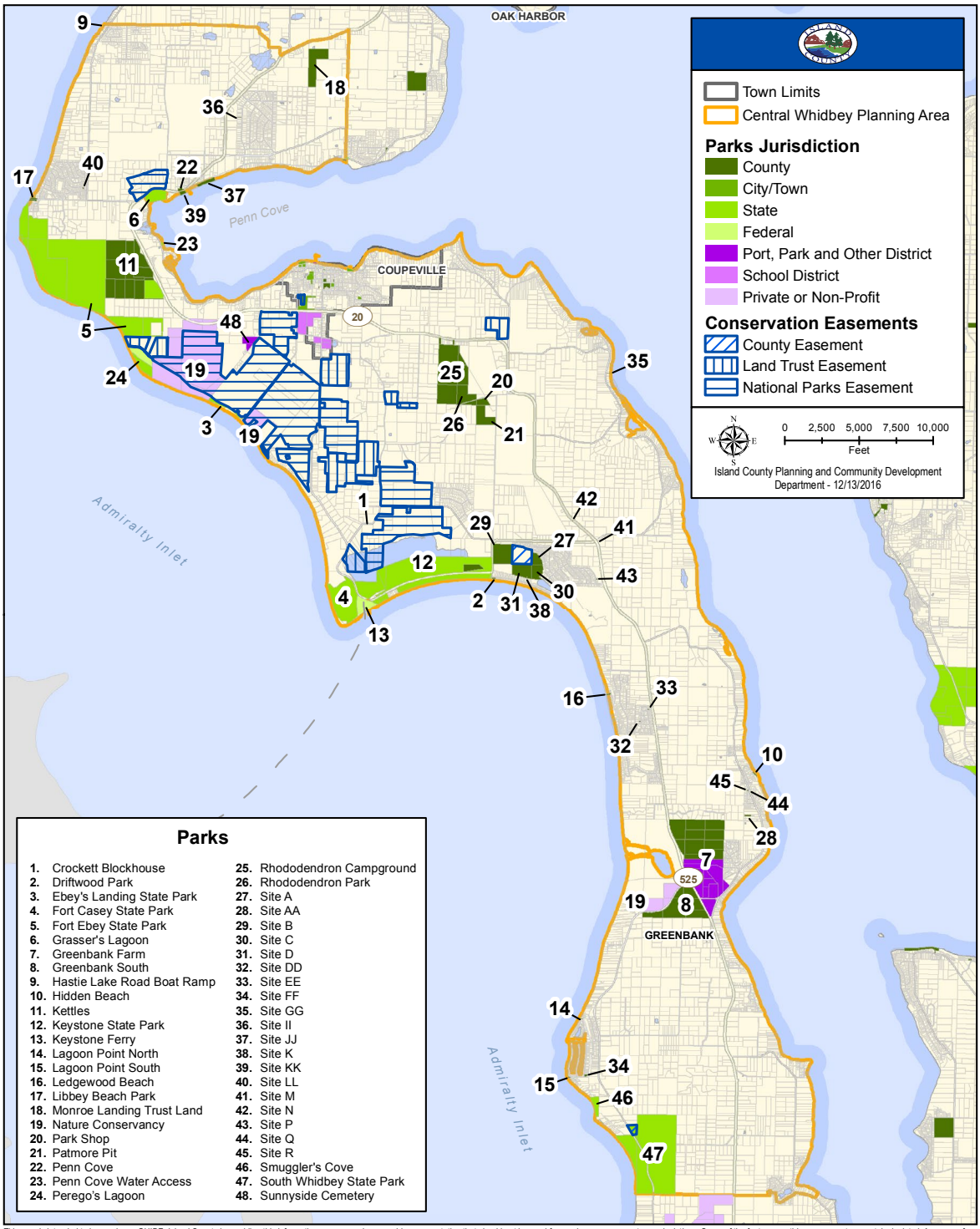
MAP 7A. Parks by Jurisdiction - North Whidbey Planning Area



MAP 7B. Parks by Jurisdiction - Oak Harbor

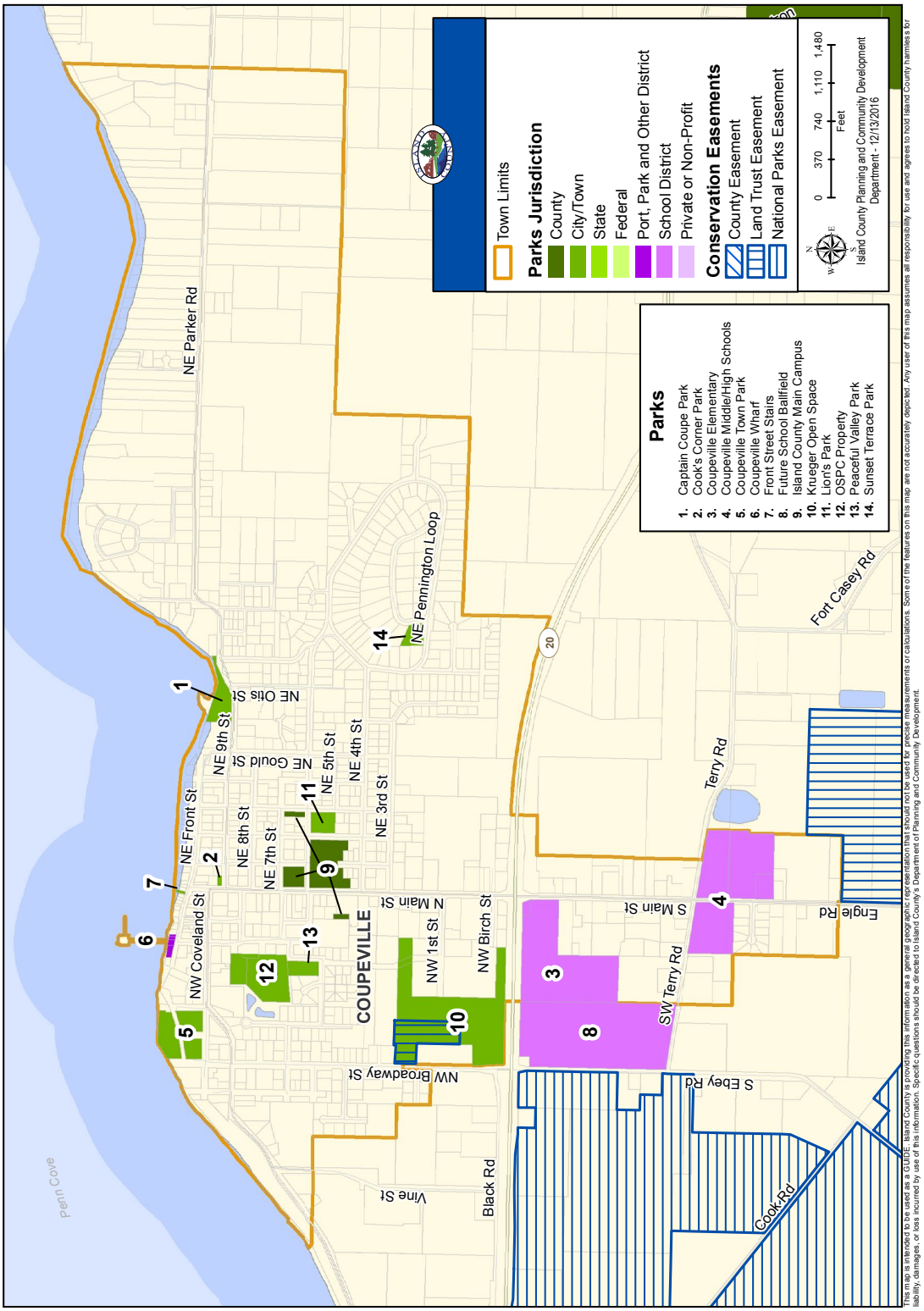


MAP 7C. Parks by Jurisdiction - Central Whidbey Planning Area

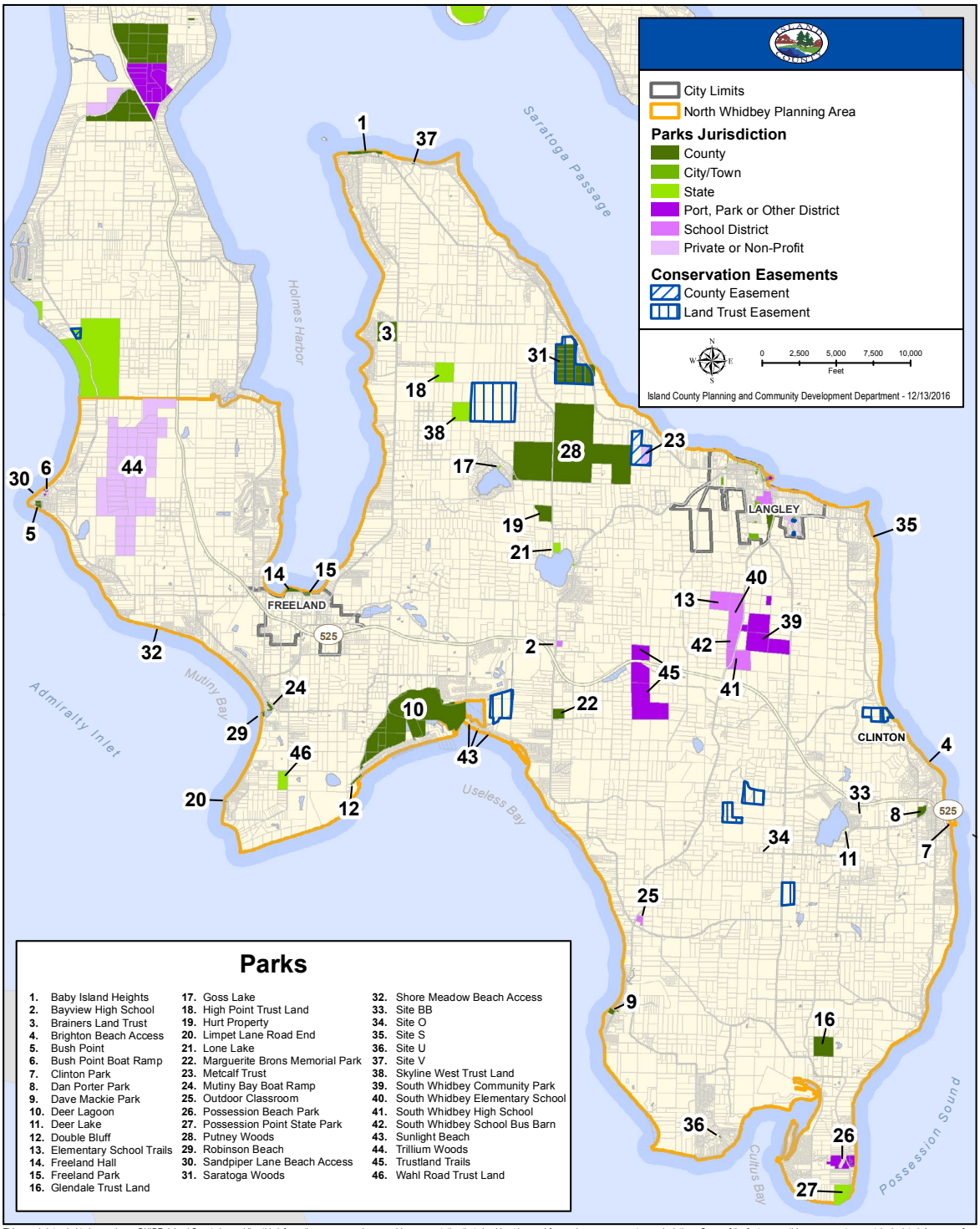


This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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 7D. Parks by Jurisdiction - Coupeville

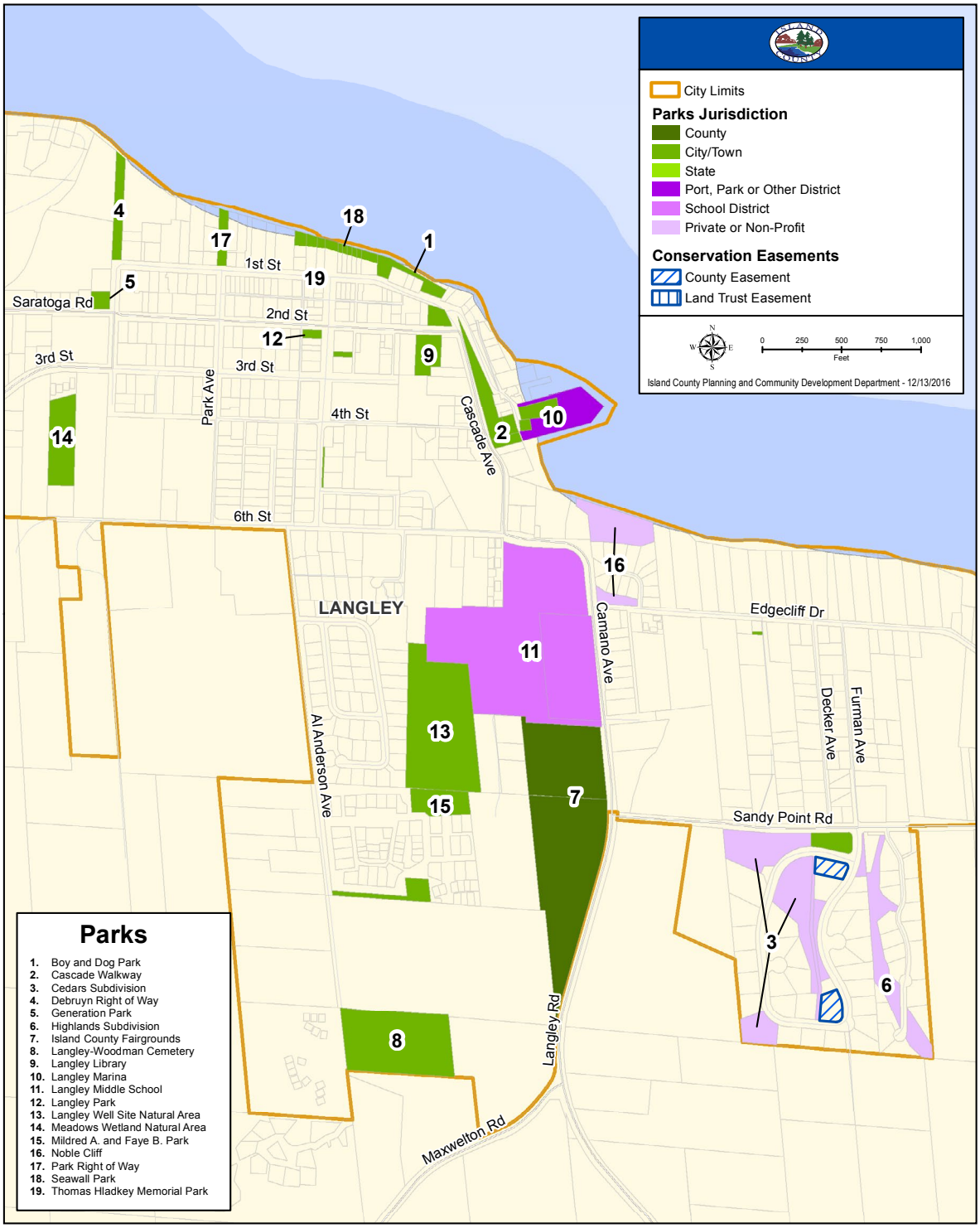


MAP 7E. Parks by Jurisdiction - South Whidbey Planning Area



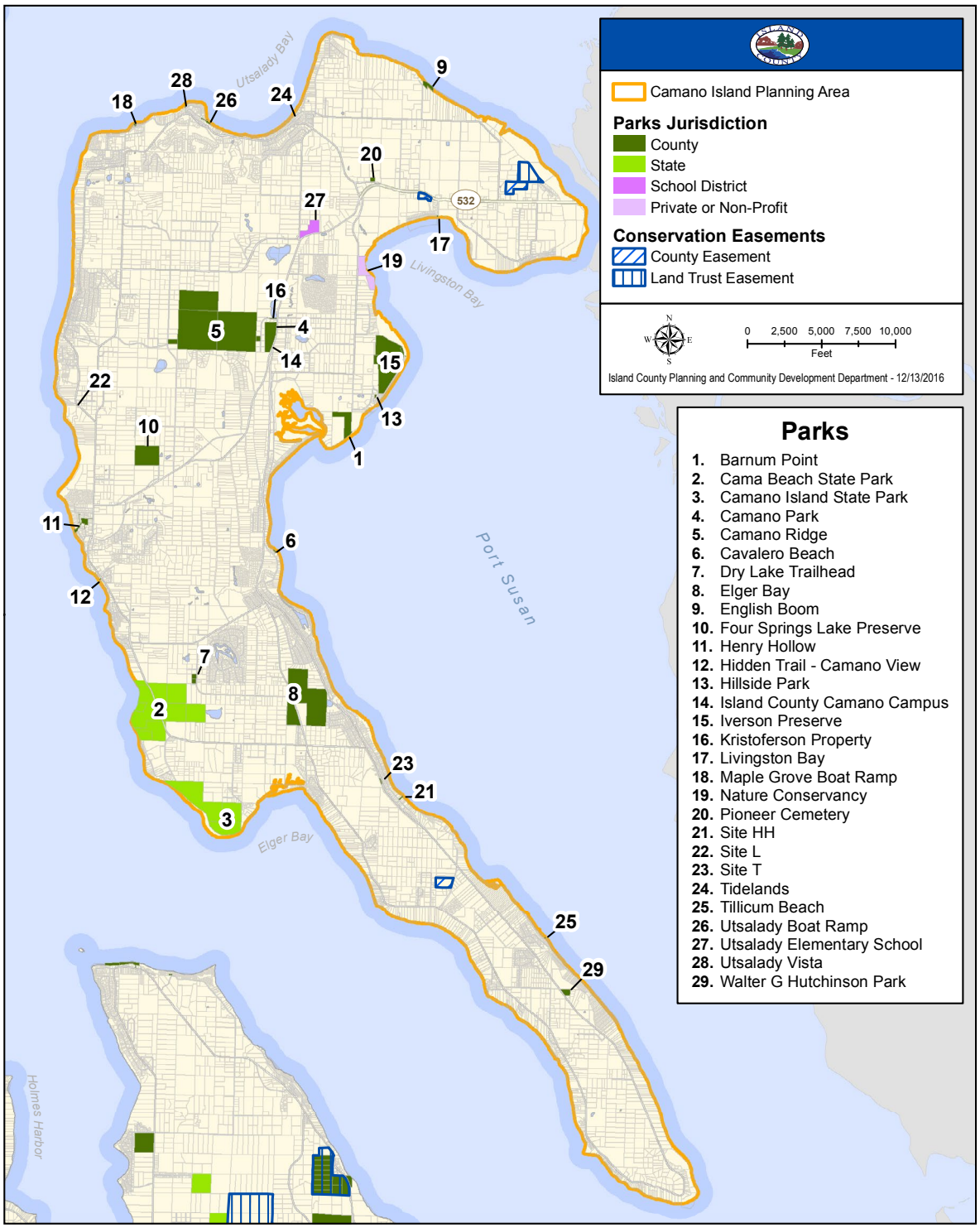
This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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 7F. Parks by Jurisdiction - Langley



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 7G. Parks by Jurisdiction - Camano Planning Area



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.

Table 7-5. Conservation Easements in Island County

Jurisdiction	# of Easements	Acres*
National Park Service	24	2,023.0
Land Trust	28	1,064.1
Island County	9	191.3
Total	**61**	**3,278.4**

*Acreage includes the total parcel acres, which is usually greater than the actual easement portion.

7.2.2.1 CONSERVATION EASEMENTS

In addition to the land owned outright by the County and other jurisdictions, additional habitat areas are protected through conservation easements. Conservation easements may be purchased and held on privately-owned lands to protect them from development or to preserve specific conservation values, such as farmland or forest.

As shown in Table 7-3, the Land Trust (1,064 acres) and the National Park Service (2,023 acres) are major holders of conservation easements in Island County.

7.2.2.2 COUNTY LAND BY DEPARTMENT

Island County manages 2,902.5 acres of park land. Most of this acreage is managed by the Parks Department or Public Works (Table 7-2). In addition, 289.2 acres of open space properties are held as potential parks or habitat areas, but currently not assigned to a particular department for management. A full inventory is presented in Table 7-5.

- The Parks Department is responsible for more than half of the acreage associated with Parks and Habitat Conservation Areas in Island County (1,800 acres). Examples include Rhododendron Park and the Four Springs Lake Preserve.
- Through other divisions, the Public Works Department manages more than 930 acres, including Deer Lagoon, North and South Greenbank Farm, the Kettles Trail System and a few beach access sites.
- Island County also owns or holds 293 acres (44 parcels) that are not assigned to a particular department or division for management. These unassigned sites include wetlands, remnant prairies, beach access, and a number of tax-title lands.
- As special maintenance areas, the Parks Department co-owns with the Port of South Whidbey three sites through inter-local agreements. This includes a section of Freeland Park, a section of Maxwelton Park and Robinson Bay (owned by South Whidbey but maintained by parks.
- Through long-term lease agreements, Island County manages over 330 acres of School Trust Lands. Owned by the Washington State Department of Natural Resources, these sites include Elger Bay Preserve, High Point Trust land, Strawberry Point Trust Land, Swantown Trust Land, Skyline West Trust Land, Smuggler's Cove Trust Land, and Wahl Road Trust Land.

The Parks Department is responsible for the maintenance of four non-recreational sites, such as the Coupeville Campus and the North Whidbey Family Resource Center. The Public Works Department also coordinates with the General Services Department regarding operations of the County Fairgrounds.

7.2.3 COUNTY PARK LAND CLASSIFICATION

To better understand Island County's park system, each site was classified based on its physical characteristics, level of recreation, habitat value, level of development, and management needs. These classifications describe the purpose of each type of park. The park classification system includes three types of properties:

7.2.3.2.1 Community Parks

Community Parks typically have high levels of recreation and/or facility development, leaving only remnant habitat areas, such as native tree stands or un-built waterfront. Freeland Park, Dave Mackie Park (also known as Maxwelton Beach), and the Maple Grove Boat Ramp are examples of community parks.

7.2.3.2.2 Natural Recreation Areas:

Natural Recreation Areas protect more extensive habitat areas, in addition to providing passive outdoor recreation facilities, such as trails. They differ from Conservation Areas in that these sites typically support relatively higher recreational use. Rhododendron Campground and Trails, Dan Porter Park, Kettle Trails, and West Beach Vista are examples of Natural Recreation Areas.

7.2.3.2.3 Conservation Areas:

Conservation Areas are lands set aside primarily for ecological conservation and protection but may provide passive outdoor recreational uses that are secondary to and do not conflict with conservation values. Examples of conservation areas are Ethyl Taylor property, Swantown Lake, High Point Trust Land, and Greenbank South.

Table 7-6. Island County Park Land by Classification

Department	# of Sites	Acres	% of Total
Community Parks	21	127.6	3.4%
Natural Recreation Areas	31	2475.1	66.2%
Conservation Areas	24	1073.0	28.7%
Subtotal	76	3675.7	98.2%
Other	27	65.9	1.8%
Total	**103**	**3741.6**	**100.0%**

7.2.3.2.4 *Other:*

The County also owns several properties that do not fit into the Park Land Classification system. They are identified in the inventories and Tables as "Other" properties. Examples are the Coupeville and Camano campuses and Pioneer Cemetery. Two of these "Other" properties are managed by community organizations and are not considered part of the County park system (Freeland Hall and Island County Fairgrounds).

Table 7-5 presents the inventory according to this classification system. Table 7-5 is the Island County inventory by classification.

As noted in the table, the majority of County park land (75%) is classified as Natural Recreation Areas. Conservation Areas account for about 20% of the entire system. About 13% is categorized as Community Parks. Approximately 2% of County-owned properties are classified as "other".

7.2.4 LEVEL OF SERVICE

One way to measure if there is adequate park land provided by Island County is to calculate the number of acres provided for every 1,000 residents. In 1998, when the Parks and Recreation Element was first adopted, Island County had an existing LOS of 2.9 acres for *ALL* park land per 1,000 residents in the unincorporated area. The Parks and Recreation Element considered all lands managed by the Parks Department as parks and calculated the County's LOS accordingly.

This unit of measure is the level of service (LOS) for parks is defined in the Capital Facilities Element. In the Capital Facilities Element, the LOS standard calls for 3.5 acres of community parks per 1,000 residents in the unincorporated area. To be consistent with other Elements of the County's Comprehensive Plan, this Element will measure LOS of service based on the inventory of Community Parks in the unincorporated area. Community Parks now represent approximately 127.6 acres of the total 3741.6 acre park land system. Based on 2010 Census data, the unincorporated Island County population is 53,559 which equates to a LOS of 2.38 acres of Community Parks per 1,000 residents in the unincorporated area. Without increasing the amount of Community Parks, in 2036, the projected LOS will decrease to 2.16 acres of Community Parks per 1,000 residents in the unincorporated area. Natural Recreation Areas and Conservation Areas are more appropriately identified and are consistent with definitions found in the Natural Resources Element of the comp plan. The Natural Resources Element does not apply a LOS to these types of lands. So, although park land acreage has increased, the LOS has actually decreased based on the new classification system proposed with this plan update. If all park land owned by the County was included, the LOS would be roughly 63 acres of park land per 1,000 residents in the unincorporated area.

As detailed in Section 7.3, the County is shifting its focus from active recreation properties (those including ball fields and playgrounds) to passive outdoor recreation properties (properties with natural vegetation and trails). The adopted LOS for trails is 0.5 miles/1,000 population as stated in the Capital Facilities Element. However, it's unclear how the existing inventory compares since a full County trails inventory is not available. The County is currently working on updating the Non-Motorized Trail Plan.

Table 7-7. Island County Parks Inventory by Classification

Park Name	Water	Developed Parkland	Farmland	Shoreline/Tidal Habitat	Forest	Freshwater Habitat	Grassland
RECREATION AREAS							
Community Parks							
Camano Park		6.2					
Cavalero Beach		0.3			0.3		
Cornet Bay Dock		0.4					
Dan Porter Park		4.2			5.4		
Dave Mackie Park		3.6			0.2		
Double Bluff		0.7					
English Boom					3.8		
Four Springs Lake Preserve	0.6	10.6			38.6		
Freeland Park		2.5		0.4			
Hastie Lake Road Boat Ramp							
Libbey Beach Park		2.2					
Maple Grove Boat Ramp							
Mariner's Cove		0.2					
Monroe Landing		0.2		0.5			
Mutiny Bay Boat Ramp							
Rhododendron Park		9.8			22.2		
Tillicum Beach		0		0.2			
Utsalady Boat Ramp		0.1		0.1	1.1		
Utsalady Vista		0.2			0.2		
Walter G Hutchinson Park		0.2			4.7		
West Beach Vista							
Subtotal	0.6	41.4	0	1.2	76.5	0	0

Park Name	Water	Developed Parkland	Farmland	Shoreline/Tidal Habitat	Forest	Freshwater Habitat	Grassland
RECREATION AREAS							
Natural Recreation Lands							
Ala Spit	0.4				3.6		
Barnum Point				3	24		
Brainers Land Trust					38.9		
Brighton Beach Access		0		0.1	0.1		
Camano Ridge					405.2		
Crockett Blockhouse							
Driftwood Park							
Dry Lake Trailhead					4.7		
Glendale Trust Land					40.5		
Henry Hollow		5			1.7		
Hidden Trail - Camano View				0.1	0.3		
Iverson Preserve		0.8		81.8	29.8	3.1	
Kettles					240.8		
Kristoferson (Can Ku Road)					0.2	0.7	
Lagoon Point North							
Lagoon Point South							
Ledgewood Beach	0.2	0.1					
Limpet Lane Road End							
Livingston Bay							
Marguerite Brons Memorial Dog Park		1.2			12.4		
Moran Beach		0.2		0.2			
Patmore Pit Dog Park		0.9			26.7		
Penn Cove							0.2
Putney Woods		0.8			597.4		
Rhododendron Campground					152.5		
Robinson Beach				1.25			
Sandpiper Lane Beach Access							
Saratoga Woods		5.4			103.5	7.9	
Shore Meadow Beach Access							
Sunlight Beach Accesses							
Trillium Community Forest					662.9		
Subtotal	0.6	14.4	0	86.45	2345.2	11.7	0.2

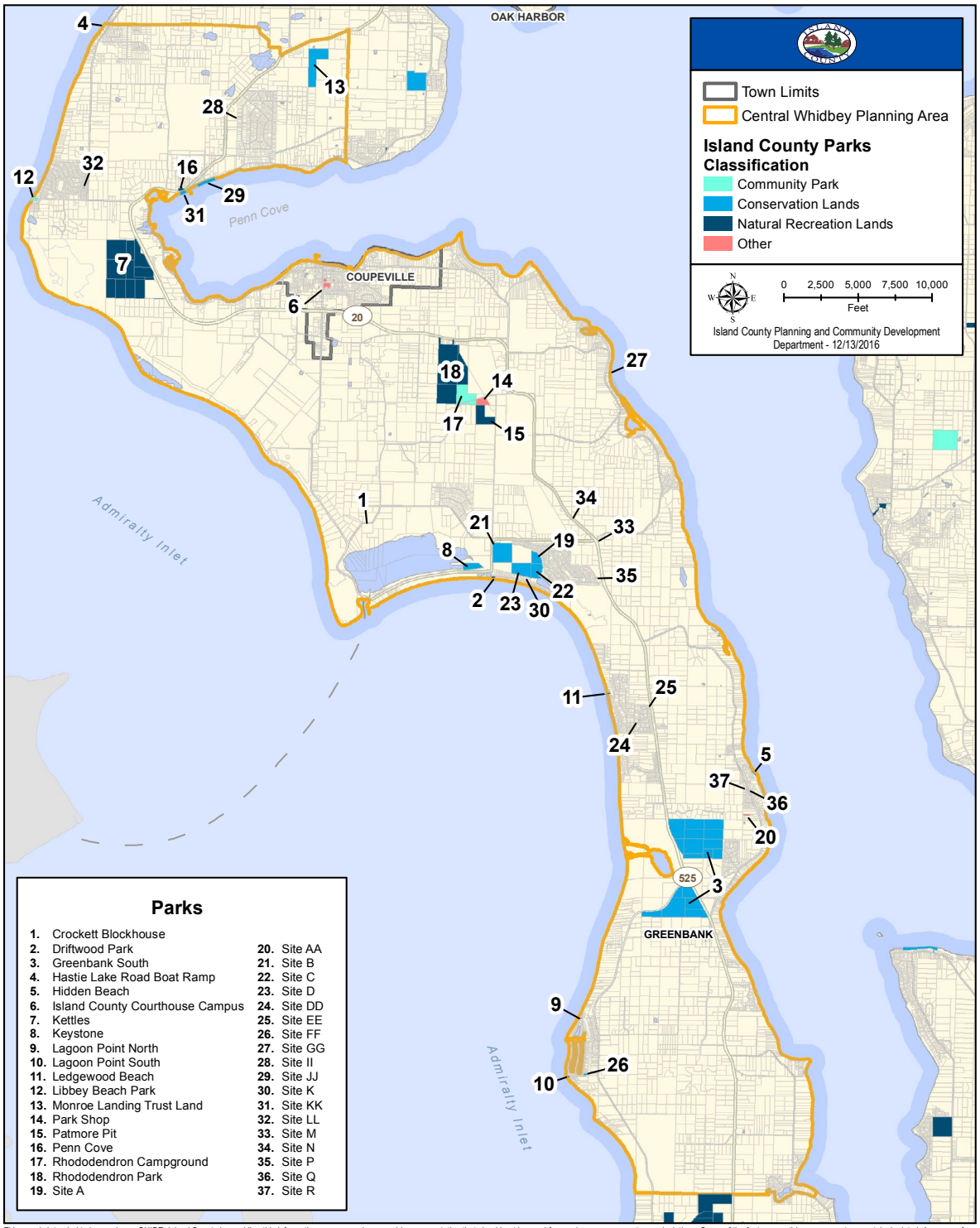
Park Name	Water	Developed Parkland	Farmland	Shoreline/Tidal Habitat	Forest	Freshwater Habitat	Grassland
RECREATION AREAS							
Conservation Lands							
Baby Island Heights					6.1		
Bush Point	1.8			2			
Deer Lagoon	117	2.7		236.4	5	15.4	
Elger Bay					157.9	16	
Etheyl Taylor Property					4.2	30.7	
Greenbank South					113.6		
Hidden Beach		0.4			0.3		
Hillside Park					0.4		
Hurt Property					25.8		
Keystone		0.2		10.7			
Monroe Landing Trust Land					44.5	0.6	
Scenic Heights Trust Land			28.3		8.4		
Site A				10.9			
Site B				38	1.8		
Site C	0.8			15.2			
Site D				25.8			
Site E					38.3		
Site FF						0.4	
Site GG				0	0.2		
Site HH		0.2		0.1	0.7		
Site JJ				6.5			
Site KK				2.7			
Site M		0					
Swantown Lake	35.3		8	42		12.8	
Subtotal	154.9	3.5	36.3	390.3	407.2	75.9	0

Park Name	Water	Developed Parkland	Farmland	Shoreline/Tidal Habitat	Forest	Freshwater Habitat	Grassland
RECREATION AREAS							
OTHER ISLAND COUNTY OWNED PROPERTIES							
Freeland Hall		4.9					
Island County Camano Campus							
Island County Coupeville Campus							
Island County District Court							
Island County Fairgrounds							
North Whidbey Family Resource Center							
Park Shop							
Pioneer Cemetery							
Site AA					1.3		
Site BB					0.1		
Site DD					0.2		
Site EE					0.2		
Site II			0.4				
Site K				0.1			
Site L					0		
Site LL		0.2					
Site N					0.2		
Site O			0				
Site P					0.2		
Site Q					0.2		
Site R					0.2		
Site S					0		
Site T					0.9		
Site U					0.4		
Site V					0.7		
Swantown Outfall	0.1			0.1			
Tidelands							
Subtotal	0.1	5.1	0.4	0.2	4.6	0	0
TOTAL	156.2	64.4	36.7	478.15	2833.5	87.6	0.2

MAP 7H. Island County Owned Parks by Classification - North Whidbey Planning Area

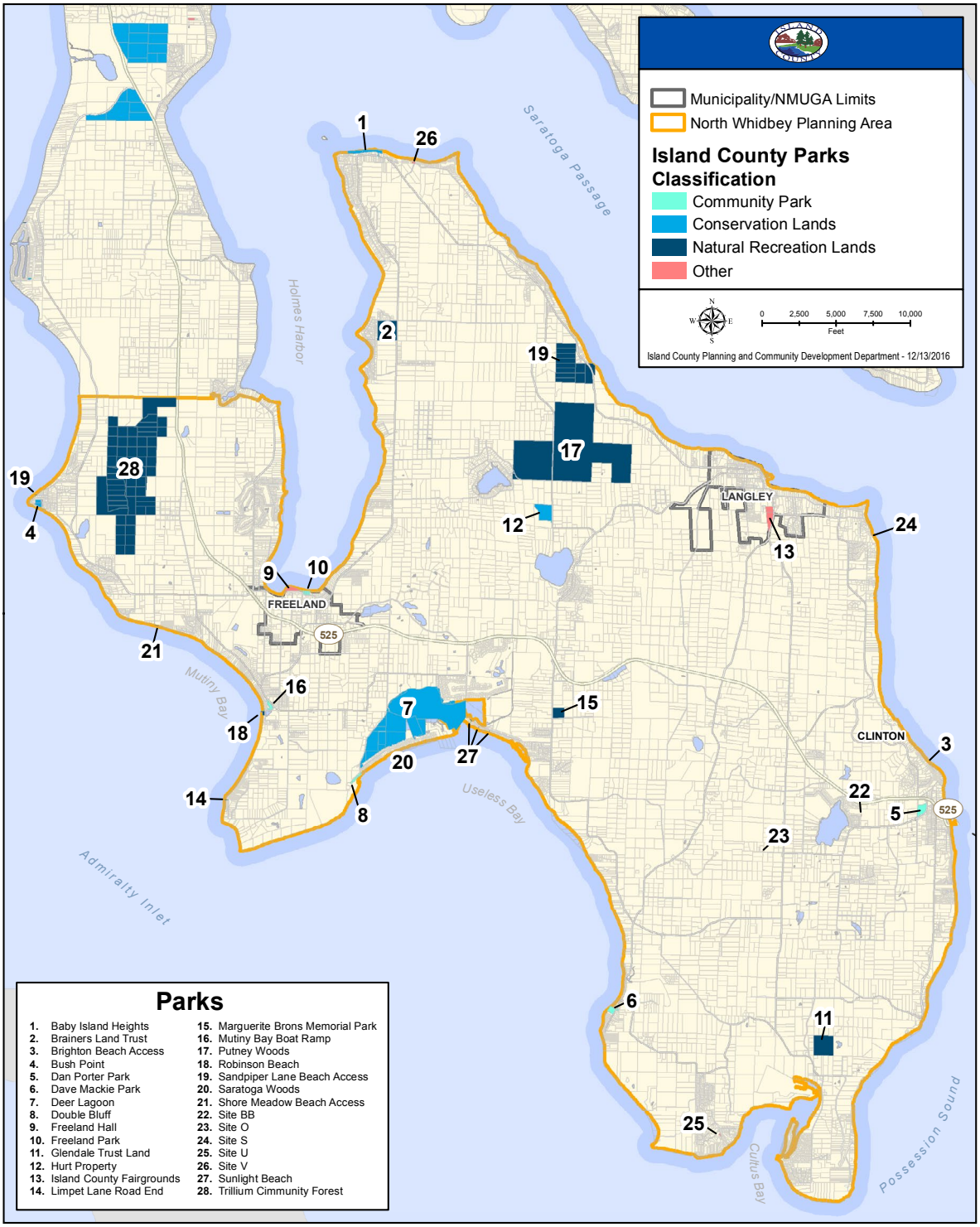


MAP 7I. Island County Owned Parks by Classification - Central Whidbey Planning Area



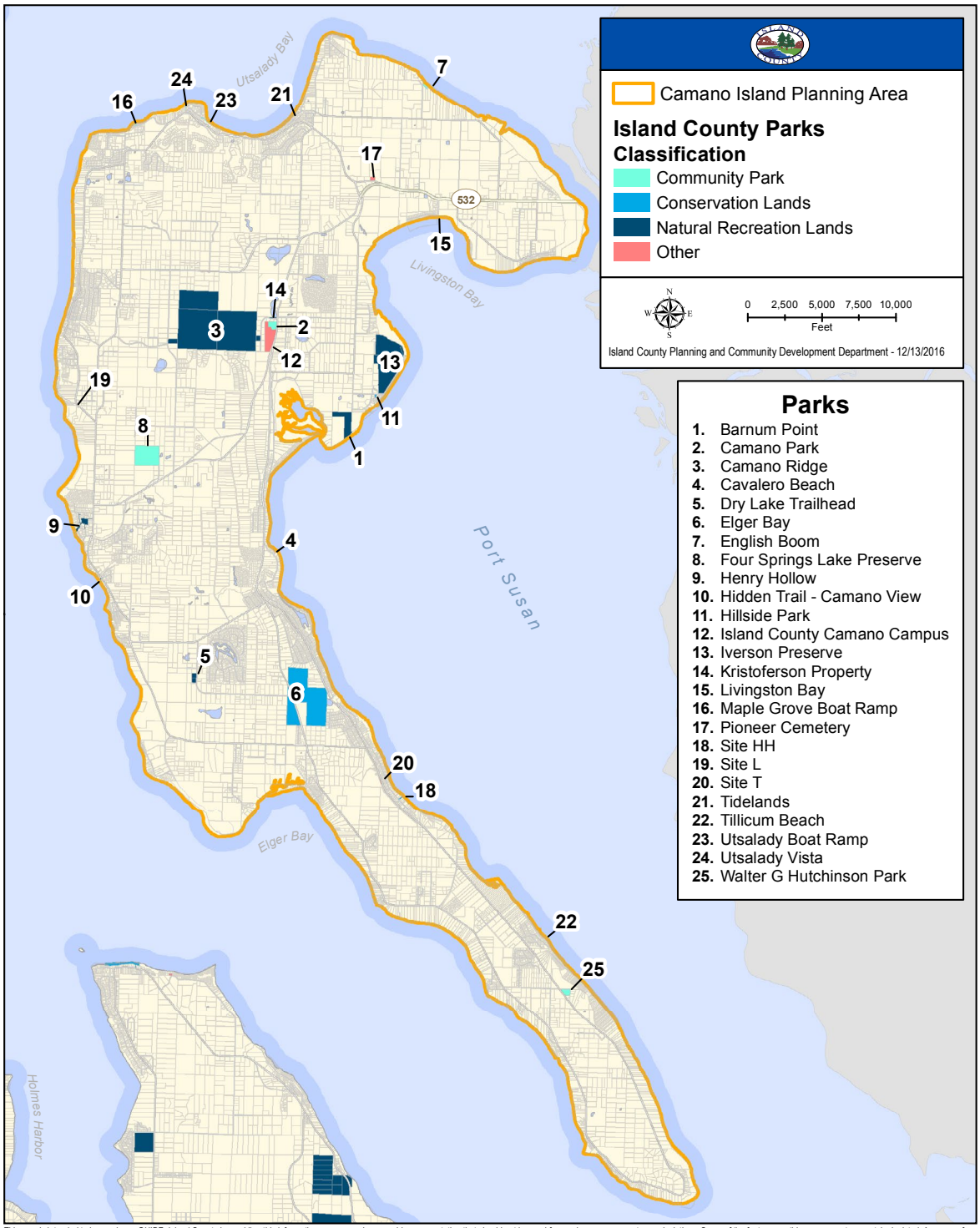
This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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 7J. Island County Owned Parks by Classification - South Whidbey Planning Area



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 7K. Island County Owned Parks by Classification - Camano Planning Area



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.

7.2.5 EXISTING COUNTY HABITAT

As noted in the classification system, all County parks protect habitat—although the amount varies greatly from site to site. To better understand how much and what types of habitat are protected by Island County, habitat types were identified using the United States Geological Survey Northwest Regional Gap Analysis data.

The USGS Northwest Regional Gap Analysis uses remote sensing data from satellite and aerial images to identify different types of land cover in the Pacific Northwest. Although the usefulness of this data for smaller parcels is limited, the data can be used to make generalized conclusions regarding the types of habitat protected in Island County.

The data identifies twenty-five habitat types in Island County. Working with the Land Trust, the Project Management Team grouped these habitat types into seven categories, as shown in Table 7-6.

Table 7-8. Island County Habitats

Department	# of Sites
Water	▪ Open Water
Developed Parkland	▪ Developed, Open Space ▪ Developed, Low Intensity ▪ Developed, High Intensity
Farmland	▪ Pasture/Hay ▪ Cultivated Cropland
Shoreline/Tidal Habitat	▪ Unconsolidated Shore ▪ Temperate Pacific Intertidal Mudflat ▪ North Pacific Montane Massive Bedrock, Cliff and Talus ▪ North Pacific Maritime Coastal Sand Dune and Strand ▪ North Pacific Hypermaritime Shrub/Herbaceous Headland ▪ North Pacific Maritime Eelgrass Bed ▪ Temperate Pacific Tidal Salt and Brackish Marsh
Forest	▪ North Pacific Maritime/Douglas-fir/Western Hemlock Forest ▪ North Pacific Broadleaf Landslide Forest and Shrubland ▪ North Pacific Lowland Riparian Forest and Shrubland ▪ Harvested forest-regeneration
Freshwater Habitat	▪ North Pacific Shrub Swamp ▪ North Pacific Intertidal Freshwater Wetland ▪ Temperate Pacific Freshwater Emergent Marsh ▪ North Pacific Bog and Fen ▪ North Pacific Hardwood-Conifer Swamp
Prairie & Oak Woodlands	"▪ North Pacific Herbaceous Bald and Bluff ▪ Willamette Valley Upland Prairie and Savannah ▪ North Pacific Oak Woodland"

Table 7-7 summarizes Island County park acreage in each of the seven habitat categories. As noted in the table, approximately three-fourths of the County's park acreage is forested. Approximately 14% of the park system is shoreline or tidal habitat areas; 3% is freshwater habitat, and 1% is farmland. In total, approximately 98% of the Island County park system is characterized by natural land covers and habitat. Developed parkland accounts for just over 3% of the park and habitat system.

7.2.6 COUNTY RECREATION FACILITIES

Even though Island County has an extensive land base, few sites are heavily developed with recreation facilities. Table 7-8 summarizes the number and type of outdoor recreation facilities in Island County. A comprehensive inventory by site is included in Table 7-5.

Island County provides recreation facilities that mainly support outdoor, passive recreation opportunities. The most common is public beach access (24 sites), followed by picnic areas and tables (21 sites). Fifteen sites include unpaved (natural-surfaced) trails. Nine sites provide public boat ramps. Nine sites have picnic shelters. Dog parks are provided at three sites.

In comparison, relatively few sites provide active use recreation facilities and opportunities. Four sites include sport courts or sport fields (Rhododendron Park, Dave Mackie Park, Dan Porter Park, and Camano Park). The County also maintains five playgrounds (at these sites and Freeland Park). There are open turf play spaces at six sites. Maintained lawn areas can support activities such as playing catch, throwing a Frisbee, or sunbathing.

Table 7-9. 2011 Habitat Acreage by Park Classification (# of Acres)

Land Classification	Water	Developed Parkland	Farmland	Shoreline/Tidal Habitat	Forest	Freshwater Habitat	Prairie & Oak Woodlands	Total Acreage*
Community Parks	0.6	41.4	0.0	1.2	76.5	0.0	0.0	119.7
Natural Recreation Areas	0.6	14.4	0.0	86.5	2,345.2	11.7	0.2	2,458.6
Conservation Areas	154.9	3.5	36.3	390.3	407.2	75.9	0.0	1,068.1
Other	0.1	5.1	0.4	0.2	4.6	0.0	0.0	10.4
Total	156.2	64.4	36.7	478.2	2833.5	87.6	0.2	3,656.8
Percentage	4.3%	1.8%	1.0%	13.1%	77.5%	2.4%	0.0%	100.0%

*The total acreage is based on a USGS Groundcover Analysis of vector areas, which differs from total park acreage. The USGS Northwest Regional Gap Analysis Project uses re mote sensing data from satellite and aerial images to identify different land cover and habitat types for the Pacific Northwest. Based on the scale of the images, the smallest area that the Gap Analysis can measure is 0.22 acres.

Table 7-10. Island County Park and Recreation Facilities

Outdoor Recreation Facilities	# of Sites
Beach (Swimming or Waterfront Access)	27
Boat Ramps	9
Camping Areas	1
Dog Park	3
Garden	2
Picnic Area Tables	23
Picnic Shelter	12
Playground	5
Sport Court (Basketball, Volleyball, Tennis)	3
Sport Fields: Open Turf Play Area[1]	6
Sport Fields: Base/Softball	3
Sports Fields: Soccer, Football, Lacrosse	0
Trails (unpaved)	17

[1]Although called sport fields, these facilities are multi-purpose turf areas that could support a variety of activities.

Indoor facilities are provided at four sites. Four Springs Lake Preserve includes three reservable indoor areas for events: the main house, Meadow Room, and barn. Camano Park has a multi-purpose center managed by Island County's Facilities Department. Freeland Park includes Freeland Hall, which is managed by a private non-profit, a reservable multi-purpose hall with a kitchen and stage. The Crockett Blockhouse site includes a historic structure.

7.3 COUNTY AREA OF FOCUS

In 2011, using findings from public involvement activities conducted as part of this planning process, a new vision, mission, and area of focus were defined for the Parks Department. Described in this section, these elements are consistent with community priorities for recreation and habitat conservation.

7.3.1 PLANNING FRAMEWORK

The following provides a planning framework for the acquisition, disposition, management, and maintenance of County-owned parks and habitat areas. These are a guiding force for the Parks and Recreation Element.

7.3.1.1 VISION, MISSION, AND VALUES FOR PARKS

The community's vision, mission, and core values for Island County park lands are as follows:

A vision describes a broad picture of success:

We envision an interconnected system of park lands that provide the best recreation, conservation, and sustainability in the state.

A mission describes the approach the Parks Department will take in conducting business.

Through focused investment, site design, park development, maintenance, and stewardship, Island County Parks will provide passive, outdoor recreation opportunities while protecting priority habitats to support the long-term health and well-being of our residents, the economy and our natural resources.

- ***Sustainability:*** We value efficient and effective management and stewardship of our natural resources and County park lands to sustain them for current and future generations.
- ***Quality of Life:*** We value the role that park lands play in supporting the long-term health, well-being, and safety of our residents, economy, and natural resources.
- ***Recreation:*** We value healthy opportunities for outdoor play and relaxation, supported through the provision of accessible park lands, trails, shorelines, natural areas, and outdoor recreation facilities.
- ***Habitat Conservation:*** We value maintaining and protecting the integrity of our islands' significant natural areas.
- ***Long-Term Success:*** We value vibrant thriving park lands and will strive for excellence in our efforts to create a better future for Island County residents.

7.3.2 AREA OF FOCUS

Residents and visitors to Island County have many different needs and desires associated with parks, recreation facilities, trails, and habitat areas. Given its limited resources, Island County cannot meet all of these needs. For this reason, Island County Parks Department has defined a specific area of focus for itself within the context of other agencies and groups who provide recreation opportunities and habitat conservation areas on one or both islands.

As illustrated in Figure 1, Island County will position itself as a habitat and passive outdoor recreation provider, reflecting a desire to protect habitat and meet the community's outdoor, passive recreation needs. Based on public feedback and direction from the Board of County Commissioners, Island County will take a balanced approach toward addressing outdoor recreation and habitat conservation priorities. This will require conscientious acquisition, design, development, maintenance, and stewardship of parks to protect critical areas from development while supporting passive recreation opportunities. As noted in the park classification system (section 7.2.3), individual areas may be focused on habitat conservation, recreation, or both, according to the County's area of focus.

Figure 7-1. The County's Area of Focus



Island County will focus its resources on providing passive outdoor recreation opportunities that are compatible with habitat conservation goals. This means Island County Parks will phase out its interest in the following by encouraging other recreation and habitat providers to address these types of needs:

Traditional Recreation: Island County Parks will phase out its investment in traditional recreation opportunities, such as those found at Dan Porter, Dave Mackie, the Rhododendron ball fields, and Camano Park, by finding other providers to assume responsibility for the properties who will operate them more effectively for public use. The County will limit any new facilities that support active, organized, indoor or active recreational opportunities, such as sports fields, basketball or tennis courts, skate parks, community centers, swimming pools, etc. However, the County will maintain the current facilities until other providers can meet these needs, should the community desire these types of opportunities.

Conservation Areas with no Recreational Uses: As defined in this Element, Conservation Areas are lands set aside primarily for ecological conservation purposes but may provide passive outdoor recreational uses that are secondary to and do not conflict with conservation values. The Island County Parks Department will only invest in lands that both protect habitat and provide for passive outdoor recreational opportunities. Other Island County departments may continue to protect Conservation Area lands (as provided for in the Natural Resources Element of the Comprehensive Plan) that are not appropriate for recreational uses.

7.3.2.1 PARK DEVELOPMENT

In areas that are suitable for passive outdoor recreation, Island County will support facilities that provide self-directed outdoor activities. These include opportunities such as walking, biking, hiking, wildlife viewing, horseback riding, camping, boating, clamming, hunting, swimming and beach activities, and picnicking. The County will avoid active park uses that could damage natural resources. It will limit temporary, higher intensity activities (such as large group gatherings) to appropriate sites.

Table7-10, summarizes the types of outdoor recreation facilities that are consistent with the County's area of focus and provides a general overview of major considerations for site selection. Below lists amenities and facilities in three categories:

- Appropriate Amenities and Facilities: These amenities and facilities are consistent with the County's area of focus. The County may develop parks with any of these amenities unless a site-

specific design or resource protection issue makes that amenity impractical or undesirable for a particular site.

- Amenities and Facilities to Consider: These facilities are consistent with the County's area of focus, but, because of their greater impact, should be carefully planned and considered before development.
- Amenities and Facilities to Avoid: Amenities to avoid are those that are not consistent with Island County's area of focus. These types of amenities and facilities should not be included in County park development.

While not a comprehensive list of allowable or unpermitted uses, Table 7-9 is intended to provide guidance regarding the County's area of focus. Site characteristics and habitat needs will affect facility location, design, and development.

The County's area of focus reinforces and refines the current direction for park and habitat planning, based on community desires, existing resources, and current management strategies. Most, but not all facilities and sites within the County's existing inventory, reflect this area of focus. However, some changes in land and facility management, maintenance, and operations will be necessary to ensure best practices according to the habitat and outdoor recreation provider area of focus. Following Table 7-9, Table 7-10 provides an overview of these management and operation considerations.

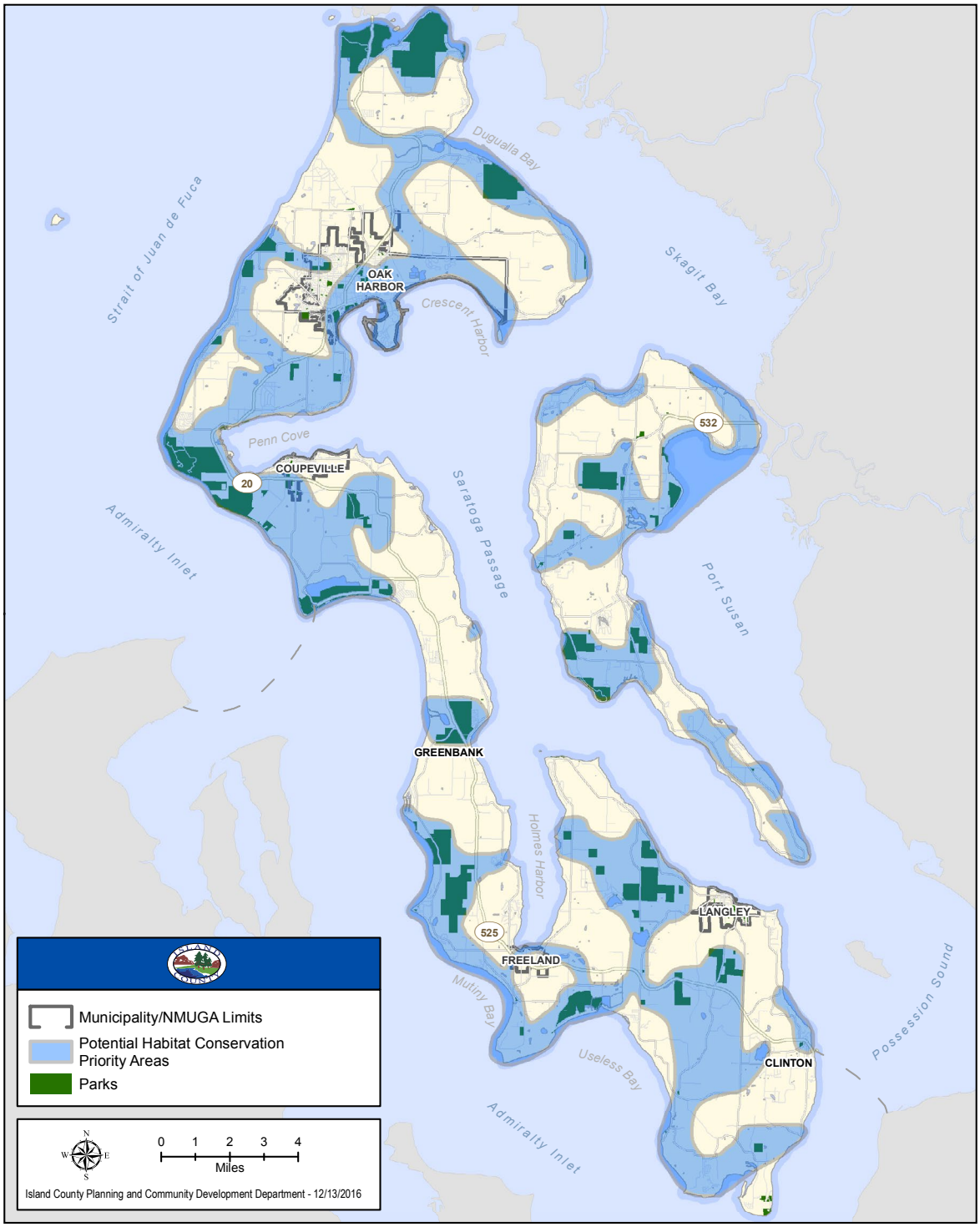
7.4 HABITAT CONSERVATION AND RECREATION NEEDS

A 'Community Needs Assessment' was conducted to identify outdoor recreation and conservation needs in Island County that enhance the County's area of focus. This assessment included identification of habitat conservation criteria, a GIS analysis to assess where opportunities are needed for two key County outdoor recreation focuses, and a discussion of needs for additional outdoor recreation opportunities that support the County's area of focus. This section summarizes the methodology and findings of the Community Needs Assessment. The criteria and map will be used, in conjunction with the map of existing open space (map 6E), to analyze and prioritize future potential acquisitions.

7.4.1 HABITAT CONSERVATION NEEDS

Island County Parks will limit its focus to habitat areas that have the capacity to address passive, outdoor recreation needs. As noted in section 7.2, Island County already owns and manages lands that support this area of focus by protecting wildlife habitat and open space, improving water and environmental quality, supporting aquifer recharge and water filtering, and protecting critical, sensitive, or ecologically important areas, such as shorelines, wetlands, prairies and oak woodlands, upland forests, while providing recreation access.

MAP 7L. Habitat Conservation Priorities for Parks Acquisition



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.

Table 7-11. Habitat and Outdoor Recreation Provider Area of Focus

Description:	▪ County park lands include Community Parks, Natural Recreation Areas and Conservation Areas that have a capacity to meet the community's outdoor, low-impact outdoor recreation needs. These park lands contain natural resources that are managed for conservation, as well as amenities and facilities that are maintained for recreation.
Site Selection:	▪ Site size and configuration should be based on habitat and/or recreation needs. Size and shape should be determined by resource conservation or recreational needs ▪ Site location should be based on the location of significant natural resources (e.g., aquifer recharge areas, habitats of local importance, critical shoreline, important ecosystems, wetlands, etc.) or the location of place-based recreation opportunities (suitable shoreline for boat launches, etc.) ▪ Sites should be well-distributed on both islands to meet the recreation needs of all County residents ▪ Amenities and facilities should be limited to support the numbers and types of visitors the site can accommodate, while retaining resource value and natural character
Appropriate Amenities and Facilities:	▪ Site identification and interpretive signs ▪ Appropriate site furnishings for the intended scale and use of the park (benches, picnic tables, bike racks, trash receptacles) ▪ Seasonal or permanent restrooms ▪ Off-street parking ▪ Trail and pathway system ▪ Trailhead or entry/kiosk ▪ Viewpoints or viewing blinds ▪ Equestrian trailheads and staging areas ▪ Motorized boat ramps and hand carry boat launches ▪ Swimming beaches ▪ Water access areas (for clamming, beach walks, etc.) ▪ Shelters (small or medium sized) ▪ Picnic areas (group areas or dispersed tables) ▪ Dog parks and off-leash dog areas ▪ Primitive campgrounds (no electricity, showers, etc.) ▪ Deer hunting areas ▪ Restoration areas for natural resource protection or regeneration ▪ Other amenities compatible with the County's area of focus
Amenities and Facilities to Consider:	▪ Community gathering and event space to support large-group gatherings (e.g., community festivals, outdoor weddings, trail races, waterfront events, farmer's markets) ▪ Facilities, concessions, or vendor space to support passive outdoor recreation (e.g., boat storage, boat moorage, boat rental, bike rental, outdoor ropes course, riding stables, etc.) ▪ Outdoor interpretive or environmental educational facilities (e.g., small amphitheaters, fire rings, shelters/kiosks for environmental programming, etc.) ▪ Outdoor recreation facilities reflecting character of site (e.g., nature play areas, horseshoe pits, disc golf) ▪ Temporary/permanent caretaker's residences ▪ Storage and maintenance buildings ▪ Community gardens ▪ Community Supported Agriculture (CSAs), u-pick farms and orchards, leased agricultural lands, etc.
Amenities and Facilities to Avoid:	▪ Traditional active use facilities (sports fields, sport courts, skate parks, etc.) ▪ Indoor facilities, including community centers, recreation centers, nature centers, and museums ▪ Restaurants or indoor concessions that do not support passive outdoor recreation ▪ High-impact outdoor facilities, such as full service marinas, RV campgrounds, ATV/OHV areas, swimming pools, golf courses, miniature golf courses, BMX race tracks, equestrian arenas, event amphitheaters, etc. ▪ High maintenance landscaping, such as turf areas, annual plantings, or ornamental gardens ▪ Other uses and programs that conflict with the County's area of focus

Table 7-12. Management and Operations Habitat/Recreation Provider Area of Focus

Land & Facilities Management	Future Acquisition	Whether acquired through purchase, donation, or transfer, the Island County Parks Department should only acquire new sites that can help meet both low-impact recreation and habitat conservation needs. Other Island County Departments may acquire new sites that provide important habitat and natural resources, as provided for in the Natural Lands Element of the Comprehensive Plan.
	New Facility Development	The County should distribute facilities equitably to provide recreation opportunities in all service areas, while carefully considering habitat needs. Not all sites will be suitable for or have the capacity to support all types of recreation.
	Implication for Existing Land and Facilities	The existing inventory should be evaluated to determine: 1) Which sites and/or facilities do not fit within this area of focus. The County will need a transition strategy to determine how to address these facilities and properties. 2) Which existing sites are suitable for increased recreational development without significantly degrading site habitat function or quality. The County should increase its capital investment at appropriate sites to meet identified needs.
	Maintenance/ Operations	This habitat conservation/outdoor recreation area of focus will require increased staffing and/ or funding for facility maintenance and habitat stewardship—particularly if habitat restoration is desired. Partnerships with concessionaires and volunteers may be considered to reduce staffing needs.
	Administration/ Management	A higher level of habitat management and facility administration is needed. This may include a half-time staff position as a volunteer coordinator and concessions manager to oversee partnerships with volunteers, non-profits, friends groups, caretakers, lease holders, and concessionaires.
	Programming/ Events	Island County should support programs and events that are consistent with its vision, mission, and area of focus. The County is most likely to operate as a facility provider, collaborating with community groups, partners, and concessionaires to provide appropriate programming and outdoor events, such as outdoor community events, environmental education, campground programs, facility-based programming (e.g., boating, hunting, trails), etc.

7.4.1.1 HABITAT CONSERVATION CRITERIA

Through the 2010 planning process, Island County and WCLT discussed key criteria for determining habitat conservation needs and priorities. Because so many agencies and organizations are working on conservation in Island County, Island County will focus on using existing data to be an effective steward of public resources. To evaluate priorities on a County-wide scale, data that is consistent across the entire County is needed. These criteria are intended to be dynamic, not to paint a static picture of habitat needs across the County. As newer or better information is developed, the County can continue to refine its habitat conservation priorities. As the County makes decisions about specific parcels, site specific data can be incorporated if it is available.

Using existing data in Island County, the below criteria was developed to identify priority habitat conservation areas.:

7.4.1.1.1 *Identified as a Whidbey Camano Land Trust Priority Habitat:*

As part of the Land Trust's efforts to permanently protect the most important and irreplaceable lands and waters on Camano and Whidbey Islands, the organization has developed a Land Protection Plan and Protection Priorities Map. First created in 2003 based on known data and input from experts, the Land Protection Plan Map highlights the Land Trust's identified target areas.

7.4.1.1.2 *Adjacent to Other Conservation Lands:*

Larger protected areas provide better habitat than smaller isolated parcels. For this reason, the criterion included any land within 1,000 feet of an Island County park land; Non-Profit habitat and easements; State Parks; and National Park Service sites and easements. These parcels would allow existing conservation lands to expand.

7.4.1.1.3 *Contains Critical Areas:*

Island County identifies and updates Critical Areas through its Critical Areas Ordinance, which includes wetlands and aquifer recharge areas as well as unstable slopes.

7.4.1.1.4 *Contains Rare Habitat:*

Prairies and Oak Woodlands were identified by the Project Management Team as priority rare habitat in Island County.

7.4.1.1.5 *Contains Other Significant Habitat:*

The site contains "Habitats of Local Importance" and "Protected Plant Communities" on Whidbey and Camano Islands, or has been identified by the Washington Department of Natural Resources, Natural Heritage Program as potentially containing rare plants and ecosystems.

7.4.1.1.6 *Prioritized in the Shoreline Master Program:*

This includes those shoreline areas designated as Aquatic, Natural, Rural Conservancy and Urban Conservancy within Island County, or otherwise identified for habitat conservation in the updated of the Shoreline Master Program.

7.4.2 A HABITAT CONSERVATION CONCEPT FOR ISLAND COUNTY

Map 7L depicts an illustrative habitat conservation concept for Island County, created by applying the criteria described in the section above. This illustration presents an overall concept, but does not identify specific needs or priorities for habitat acquisition.

7.4.2.1 The habitat conservation concept is described below, by geographic area.

7.4.2.1.1 North Whidbey/Deception Pass

This area contains important aquifer recharge areas, rare habitat, old-growth forest, wildlife habitat, critical shoreline and long stretches of public shoreline, scenic vistas, protected plant communities, unstable slopes, and wetlands.

7.4.2.1.2 Northeast Whidbey Shoreline

This elongated shoreline area on the northeast side of the island contains important aquifer recharge areas, old-growth forest, long stretches of public shorelines, wildlife habitat, farmland, scenic vistas, areas of critical shoreline, some unstable slopes, and some wetlands.

7.4.2.1.3 Oak Harbor

Oak Harbor's shoreline area and a stretch on the northeast side of the island contains important aquifer recharge areas, old-growth forest, critical shoreline, wildlife habitat, oak woodlands, significant habitat, protected plant communities and prairie soils, areas of critical shoreline, and wetlands. The urban development in Oak Harbor on the northeast side of Whidbey Island forms a barrier to wildlife movement, and a corridor for movement of wildlife around Oak Harbor should be considered.

7.4.2.1.4 Swantown Lake

The area near Swantown Lake contains important aquifer recharge areas, habitats of local importance, prime farmland, scenic vistas, wildlife habitat, mature forests, rare habitat, critical shoreline, prairie soils, unstable slopes, and wetlands. It provides the opportunity for protection of a wildlife corridor around Oak Harbor on the west side of Whidbey Island.

7.4.2.1.5 Penn Cove Area

The area north and west of Coupeville contains small aquifer recharge areas, habitats of local importance, rare habitat, wildlife habitat, scenic vistas, prime farmlands, critical shoreline, significant prairie soil areas, some protected plant communities, some unstable slopes, and some wetlands. This extends from coast to coast, potentially providing an important corridor across Whidbey Island.

7.4.2.1.6 Coupeville South

The area south of Coupeville contains aquifer recharge areas, habitats of local importance, rare habitat, important wildlife habitat, extensive critical shoreline, scenic and historic vistas, prairie and grassland habitat, oak woodlands, protected plant communities, prime working farmlands, significant prairie soil areas, some unstable slopes, and wetlands.

7.4.2.1.7 Greenbank

The area immediately around Greenbank has important plant communities, and there is an important aquifer recharge area to the northeast of Greenbank. Much of this area is protected by various agencies or owned by the US Navy. Because Whidbey Island is relatively narrow from the area south of Coupeville to the Freeland area, this region is vulnerable to blockage of north-south wildlife movement over the long term. A protected wildlife corridor should be considered.

7.4.2.1.8 Trillium Community Forest/Bush Point

This elongated area on the west side of Whidbey Island contains aquifer recharge areas, rare habitat, large areas of wildlife habitat, critical shoreline (on the north side of Bush Point landform), protected plant communities, unstable slopes, and wetlands.

7.4.2.1.9 Freeland

The area around Freeland, particularly south of Freeland between Mutiny Bay and Useless Bay, includes important aquifer recharge areas, habitats of local importance, fish and wildlife habitat, scenic vistas, prime farmland, critical shoreline, some unstable slopes, and wetlands. As Freeland develops, protection of a wildlife corridor should be considered.

7.4.2.1.10 Putney Woods

This area north includes important aquifer recharge areas and wetlands (especially around Lone Lake and Goss Lake), rare habitat, large areas of forest, wildlife habitat, and unstable slopes.

7.4.2.1.11 Bayview Area

This area of South Whidbey contains important aquifer recharge areas and wetlands.

7.4.2.1.12 South Whidbey

The area in South Whidbey includes important aquifer recharge areas, wetlands, critical shoreline, unstable slopes, and habitat of local importance.

7.4.2.1.13 Livingston Bay

This shoreline area on Camano Island includes some important aquifer recharge areas and wetlands. This area is also identified as Tier 1 in the county Salmon Recovery Plan.

7.4.2.1.14 Four Springs

The area around the Four Spring Lake Preserve has some wetlands and important aquifer recharge areas.

7.4.2.1.15 Central Camano

There are wetlands habitat and smaller aquifer recharge areas between Elger Bay Trust Land, Camas Beach State Park, and Camano Island State Park, however the primary reason this area is highlighted is for expanding these three larger protected areas.

7.4.2.1.16 Camano Aquifer Recharge Area

Camano Island has large aquifer recharge areas northwest of Tillicum Beach.

7.4.2.1.17 South Camano

The southern end of Camano Island contains rare habitat and plant communities, feeder bluffs with unstable slopes, some smaller aquifer recharge areas and wetlands.

7.4.3 HABITAT QUALITY RATING CRITERIA

Before acquiring new land for parks and/or habitat conservation areas, Island County should consider the habitat quality of the site. Below are descriptions of each habitat type, along with rating criteria, to rate the habitat's quality as high, medium, or low for purposes of acquisitions.

7.4.3.1 CONIFER FOREST

Conifer forest refers primarily to upland temperate coniferous forest communities with climax associations dominated by Douglas fir, western hemlock, and western red cedar. Due to logging history, many of these forests are presently dominated by deciduous tree species, particularly red alder and bigleaf maple.

7.4.3.1.1 High Quality

- Older aged forests (>80 years) with higher proportions of conifers
- Rare species present
- Large scale (over 50 acres)
- Connected to other forests, natural areas, or water bodies
- Few or no invasive species, especially English ivy

7.4.3.1.2 Medium Quality

- Younger forests (40-80 years) with mixed conifers and hardwoods
- Moderate scale (25-50 acres)
- Common species
- Near other forests, natural areas, or water bodies
- Manageable levels of invasive species

7.4.3.1.3 Low Quality

- Regenerating forests (5-40 years,) mostly hardwoods or brush
- Small scale (< 25 acres)
- Isolated patch
- Dominated by invasive species

7.4.3.2 GRASSLAND

Grassland includes native prairies and/or non-native meadows. Native prairies were historically dominated by bunchgrasses, particularly Romer's fescue. Flowering perennials are often visually dominant, and include: Indian paintbrush, fritallaria, iris, lupine, and fawn lily. Non-native meadows include hay fields and pastures that may or may not have once been native prairies.

7.4.3.2.1 High Quality

- Native prairie plants comprise 50% of flora
- Endemic or listed species are present (e.g. golden paintbrush)
- > 5 acres
- Connected to or near other prairies
- Limited invasive species, particularly Scott's broom

7.4.3.2.2 Medium Quality

- Native prairie remnants
- Endemic or listed species recorded in past
- 1-5 acres
- Near other prairies or good environmental education opportunity
- Manageable invasive species

7.4.3.2.3 Low Quality

- No native prairie present
- No record of listed species in past
- 1 acre or smaller patch
- Isolated
- Overrun by invasive species, particularly broom

7.4.3.3 WETLANDS

Wetlands are emergent fresh or saltwater marsh, willow scrub, forested swamps, peat bogs.

7.4.3.3.1 High Quality

- All or mostly native species
- Natural hydrology is intact
- > 5 acres
- Connected to other natural areas, or water bodies

A. Few or no invasive species, particularly reed canarygrass and knotweed

7.4.3.3.2 Medium Quality

- Some native species
- Hydrology functional
- < 5 acres
- Near other natural areas
- Manageable invasive species

7.4.3.3.3 Low Quality

- No or few native species
- Hydrology severely altered
- < 3 acres
- Isolated
- Overrun with invasive species, particularly reed canarygrass or knotweed

7.4.3.4 FRESHWATER HABITATS

Freshwater habitat includes rivers, creeks, ponds, and lakes.

7.4.3.4.1 High Quality

- Salmon bearing natural stream or lake (or other important species)
- High water quality, no or few point source pollutants
- Intact riparian vegetation
- Linked to other aquatic habitats upstream and down
- Few or no invasive aquatic species

7.4.3.4.2 Medium Quality

- Historic salmon habitat (or other important species)
- Moderate water quality, few to moderate point sources
- Some intact riparian vegetation
- Linked to downstream aquatic habitats
- Low levels of invasive aquatic species

7.4.3.4.3 Low Quality

- Unnatural water body (i.e. reservoir)
- No history of salmon or other important species
- Impaired water quality, multiple point pollution sources
- Damaged or destroyed riparian vegetation
- Not linked to other aquatic habitats
- High levels of invasive aquatic species

7.4.3.5 SALTWATER (SHORELINE) HABITATS

Saltwater habitat includes shorelines, tidal flats, beaches, bluffs, inlets.

7.4.3.5.1 High Quality

- Important wildlife species use (marine mammals, seabirds, fish)
- Unique vegetation communities (kelp, seagrass, salt marsh)
- Well connected to inland habitats
- Absence of built facilities (docks, riprap, roads)
- Absence of invasive species

7.4.3.5.2 Medium Quality

- Past recorded use by important species
- Native vegetation dominates
- Near inland habitats
- Small amount of built facilities
- Manageable number of invasive species

7.4.3.5.3 Low Quality

- No recorded use by important species
- Non native vegetation dominates
- Isolated from inland habitats
- Large amount of built facilities
- Large amount of invasive species

7.4.3.6 OAK WOODLANDS

Oak woodland includes groves and savannas.

7.4.3.6.1 High Quality

- Older aged woodlands or trees (>80 years)
- Rare species present
- Over 10 acres
- Connected to other habitats, natural areas, or water bodies
- Few or no invasive species

7.4.3.6.2 Medium Quality

- Younger woodlands or trees (40-80 years) with conifers and hardwoods
- < 10 acres
- Common species
- Near other natural areas
- Manageable levels of invasive species

7.4.3.6.3 Low Quality

- Regenerating stands (5-40 years,) mostly hardwoods or brush
- < 5 acres
- Isolated patch
- Dominated by invasive species

7.4.4 RECREATION NEEDS

For Island County Parks, providing quality passive outdoor recreation opportunities is as important as providing quality habitat areas. The most critical needs, highly prioritized by the community County-wide, are for water access and trail activities. A variety of other outdoor recreation needs were identified through the public involvement process. These recreation needs are discussed below.

7.4.4.1 GEOGRAPHIC NEEDS ANALYSIS

Through the public involvement process, two critical needs were identified and evaluated using a GIS access analysis. Both of these opportunities are integral to the provision of outdoor recreation in Island County, and are primary recreation needs for all residents. This means that all County residents should have beach access and an opportunity for a nature walk within 20 minutes from home.

To gauge community needs for these recreation opportunities, GIS data used to map service areas around sites that provide beach access or existing trails based on a three-mile travel distance.

7.4.4.1.1 Nature Trails

Combining their desire for protected habitat with public access, community members most desired nature trails. For analysis purposes, this was defined as a hard or soft-surfaced trail that provides at least a one-mile walk in nature.

7.4.4.1.2 Beach Access

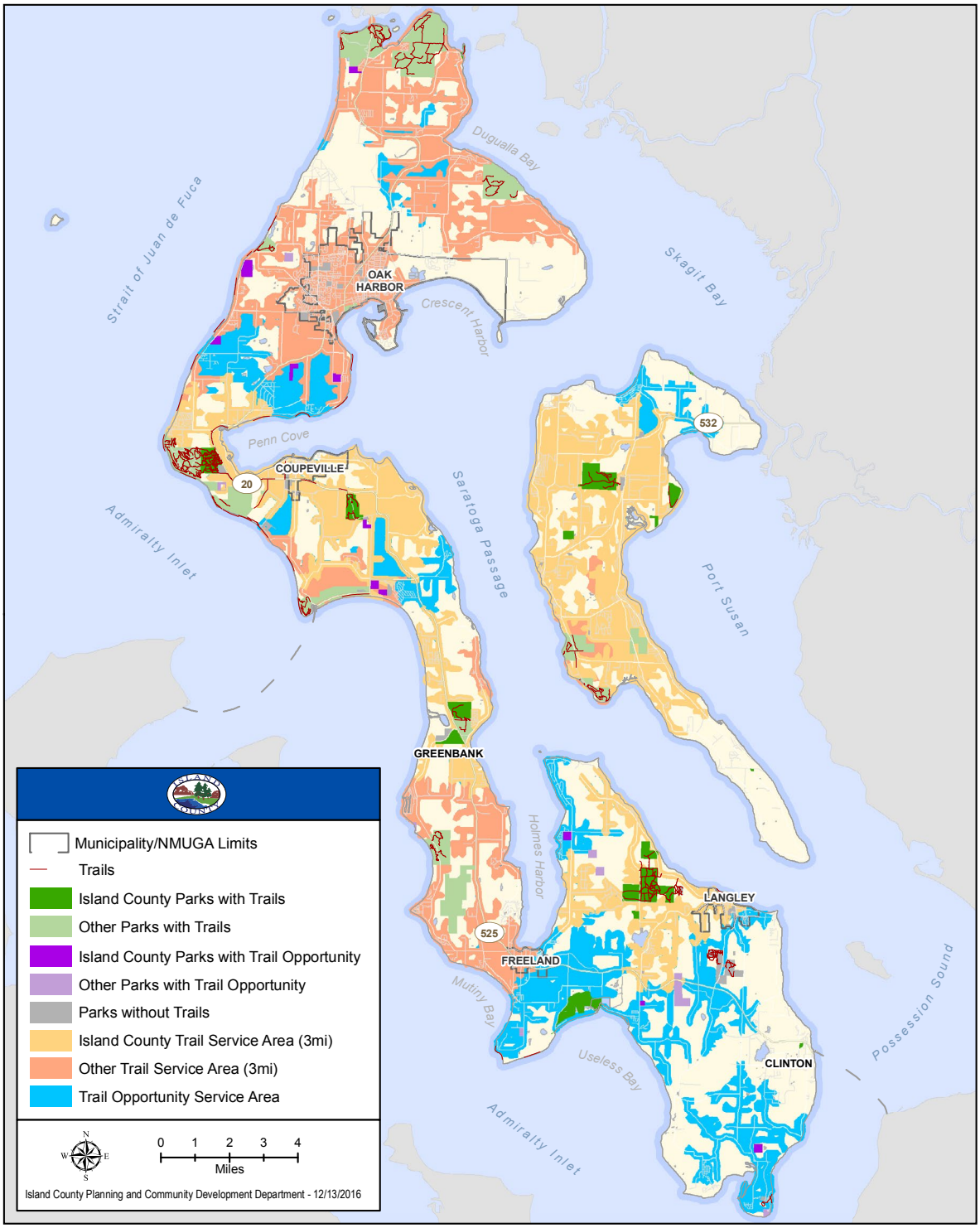
Community members indicated that public water access is desired. More than just a road end, boat ramp, or viewpoint, residents want places where they can touch the water and engage in beachfront recreation activities, such as boating, clamming, fishing, beach strolling, wading, etc. For analysis purposes, beach access was defined as a waterfront site at least one acre in size to allow space for activities.

7.4.4.2 Trail Access and Needs

As noted in the park and habitat inventory (Table 7-2), Island County provides unpaved, soft surfaced trails at 15 sites. While most of these sites are larger parks and habitat conservation areas, sites with trails range in size from 0.3 acres (Hidden Trail Camano View) to nearly 600 acres (Putney Woods). Several sites managed by other agencies also provide trail opportunities, including State Parks, National Parks, and to a lesser extent, habitat areas supported by the cities, town, ports, and recreation districts. The County is currently working on updating the Non-Motorized Trail Plan which will continue to update trail inventory and needs.

Map 7M illustrates trail access and service areas (following the road network), where residents can engage in a one-mile walk in nature. Given this threshold, shorter trail segments, trails at sites too small to incorporate a one-mile trail, and trails in highly developed parks or transportation corridors were excluded from the analysis. As shown on the map, service areas around Island County sites with qualifying trails are shaded in pale orange. However, other jurisdictions also help meet trail needs (for a one-mile walk in nature). Service areas around other provider's sites with qualifying trails are shaded in pale yellow. White areas on the map indicate gaps in service, or areas where opportunities for trails should be considered.

MAP 7M. Trail Access Opportunities



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.

To see if existing sites could help meet trails needs in unserved areas, GIS data were also used to map service areas around "trail opportunity areas." These opportunity areas are sites of a sufficient size (more than 10 acres), level of development, and habitat type to perhaps provide a one-mile walk in nature—if a trail was appropriate. Both County-owned sites and sites owned by other agencies were considered as potential opportunities for trail development.

Map 7M illustrates service areas around "trail opportunities" in a hatched purple color on the map. Additional factors besides trail needs should be considered before trail development is pursued. However, trail opportunity areas were identified to help the County consider opportunities to use existing lands to meet recreation needs before acquisition needs are determined.

The remaining white areas on Map 7M reflect unserved areas. It is important to note that some areas are unserved because they have limited or no road access or residential development. If and when these areas develop, trail needs will have to be re-evaluated. The development pattern will affect residents' access to trails in these areas.

Whidbey Island has several areas where nature trail access is needed, as noted below. Where existing sites could help meet needs, trail opportunity areas are noted.

7.4.4.2.1 Northeast Whidbey

The area between Crescent Harbor and Skagit Bay near Strawberry Point is unserved and no trail opportunity areas are present.

7.4.4.2.2 Penn Cove North

As indicated by the purple hatches, several trail opportunity areas are present in this unserved area. These include Site E (currently undeveloped), Monroe Landing Trust Land (currently lacks an access road), and/or Scenic Heights Trust Land (is currently farmed and forested).

7.4.4.2.3 Coupeville South

While this area in Central Whidbey is unserved, trails developed in one of two opportunity areas (shaded in purple) would improve service. These are sites B and D.

7.4.4.2.4 Greenbank/Trillium (East-Central Whidbey)

Gaps in the road network to the north of Greenbank, to the north of South Whidbey State Park, and around the Trillium Community Forest creates several unshaded areas. However, existing sites are sufficient to provide service here if these areas are further developed.

7.4.4.2.5 Freeland South, between Mutiny Bay and Useless Bay

Much of south Whidbey is documented as unserved. While the County inventory does not include formal trails at Deer Lagoon, trail improvements at the 378-acre site could support a one-mile walk in nature. A trail opportunity is also noted at the Wahl Road Trust Land.

7.4.4.2.6 Putney Woods North

While trail needs are met around Putney Woods and Saratoga Woods, areas to the northwest (adjacent to Holmes Harbor) are unserved. While much of this area lacks road access, needs could be met by developing appropriately-located trails at one of the following trail opportunity areas: Brainers, High Point, and Skyline West Trust Land.

7.4.4.2.7 Bayview Area

The area around the Trustland Trails' site (owned by the South Whidbey Parks and Recreation District) and Marguerite Brons Memorial Dog Park is mapped as lacking nearby access to nature trails. However, both of these sites have a potential to address this need. The dog park at Marguerite Brons should be maintained, which limits opportunities for a nature trail at that site.

7.4.4.2.8 South Whidbey/Clinton

All of South Whidbey lacks access to a one-mile walk in nature, according to the parameters of this analysis. While there are two opportunity areas for trail development, Glendale Trust Land and Possession Point State Park, new parks and/or habitat conservation areas are needed around Clinton to address nature trail needs.

Camano Island has good access to nature trails throughout the central portion of the island. Only the north and south ends are unserved, as noted below.

7.4.4.2.9 Livingston Bay/North Camano

North Camano is unserved by nearby nature trails. Although English Boom is located in this area and has trails, this site is too small to provide the desired trail opportunity. No other trail opportunity areas exist here, so a new park or habitat conservation areas is needed to address nature trail needs.

7.4.4.2.10 Camano Aquifer Recharge Area & South Camano

The southern end of Camano Island lacks trail access. Although Walter G. Hutchinson Park is in this area and has trails, this site is too small to provide the desired trail opportunity. No other trail opportunity areas exist here, so a new park or habitat conservation areas is needed to address nature trail needs.

7.4.4.3 Beach Access and Needs

Island County provides some type of water access at 27 sites. Other providers own or manage 18 sites that provide water access. These sites include boat ramps, boat docks and marinas, swimming beaches, and other types of water access. Many of these sites are small. In fact, 60% of County-owned water access sites are less than one acre in size. In addition, Island County has a number of small beach access points that are not inventoried as providing existing waterfront access, as they lack support facilities and infrastructure to support this use. The Planning and Community Development Department and the Public Works Department are working collaboratively to insure the inventory of County-owned water access sites is updated.

As indicated by public involvement findings, residents desire access to public beaches with room for waterfront activities. A beach access analysis was conducted to evaluate areas where recreation opportunity may be available, as well as where opportunities are needed.

Map 7N illustrates service areas around sites that provide beach access. These include County parks and habitat conservation areas, as well as similar public sites provided by other jurisdictions. On this map, all service areas are mapped in blue, indicating where residents have access to an applicable beach within a 3-mile travel distance from home. White areas on the map indicate where access to qualifying beachfront sites is not provided. Whidbey Island has several areas where beach access is needed. Where areas overlap to some extent with conceptual habitat areas, the same geographical descriptor is used.

7.4.4.3.1 Northeast Whidbey

The area between Crescent Harbor and Skagit Bay near Strawberry Point is unserved.

7.4.4.3.2 Penn Cove

Gaps on the north side of Penn Cove are caused by gaps in the road network in this area.

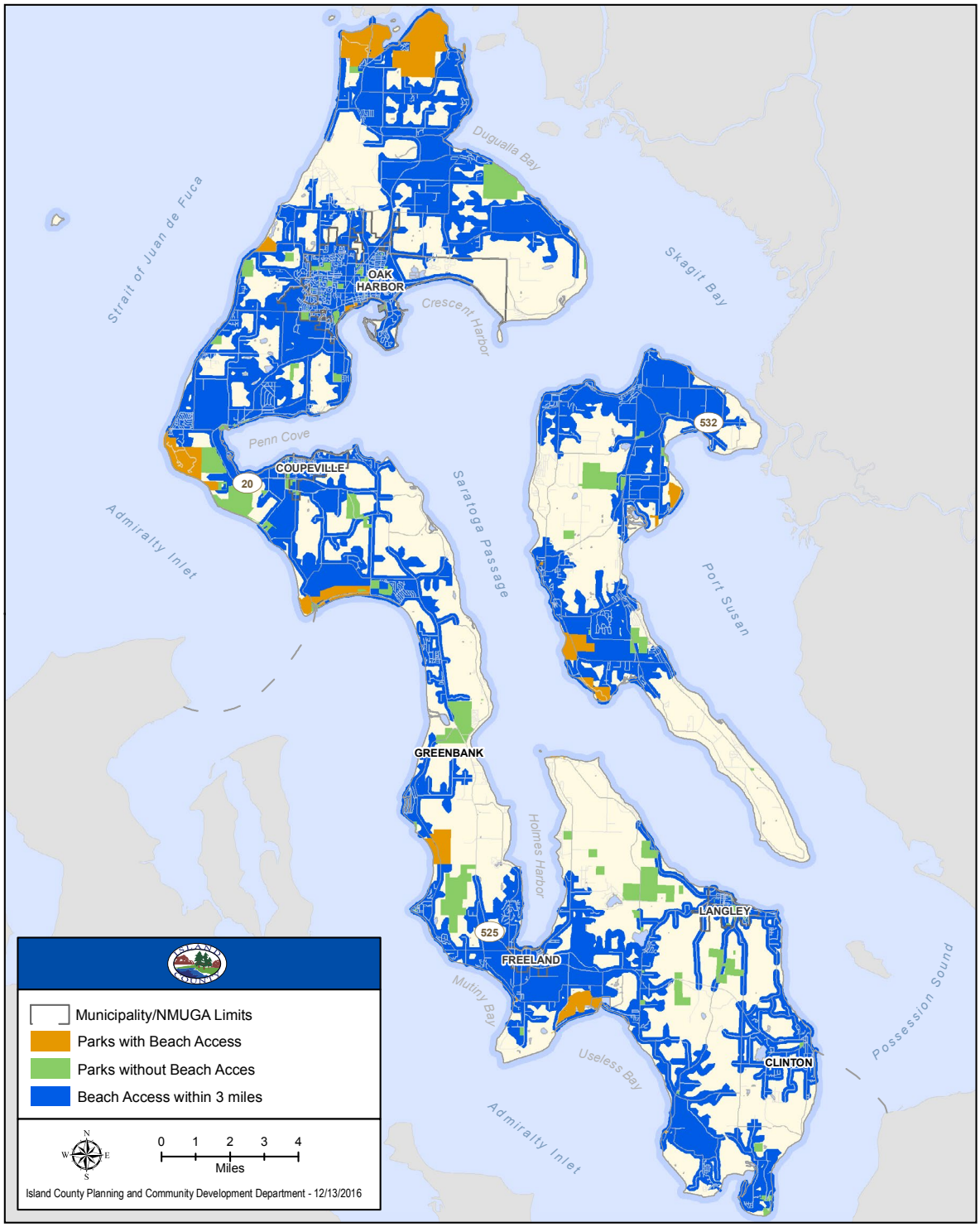
7.4.4.3.3 Greenbank (Central Whidbey)

Much of Central Whidbey Island is unserved, especially on the east coast from Coupeville to Greenbank and nearly to Freeland. The area north of Greenbank on the west coast is unserved as well.

*7.4.4.3.4 Freeland South, **between Mutiny Bay and Useless Bay***

Access to Double Bluff is limited by the road network in this area, which creates a large part of the gap noted here. The Limpet Lane Road End (0.1 acres) is in this area, but is too small of a site to meet primary recreation needs.

MAP 7N. Beach Access Opportunities



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.

7.4.4.3.5 Putney Woods

The area north and west of Putney Woods, between Holmes Harbor and the Saratoga Passage, lacks beach access. While Baby Island Heights is here, the site is only accessible by water.

7.4.4.3.6 South Whidbey/Clinton

The entire eastern shoreline of South Whidbey is unserved by beach access areas, with the exception of areas near Possession Point State Park.

7.4.4.3.7 Camano Island

Camano Island has four areas that lack beach access, Livingston Bay, Four Springs, Camano Aquifer Recharge Area.

7.4.4.3.8 Livingston Bay

Parts of the Livingston Bay area lack beach access, mainly because of road limitations. This area is also noted for its extensive mudflats, which limit opportunities for beach activities.

7.4.4.3.9 Four Springs

Central Camano on the west side of the island and north of Henry Hollow is unserved. The County may consider improvements to the undeveloped Henry Hollow property to partially address this need. Access to this site is limited because of adjacent residential development. A stretch of the central east coast area of the island is also unserved.

7.4.4.3.10 Camano Aquifer Recharge Area

This area lacks beach access.

7.4.4.3.11 South Camano

South Camano is unserved by beach access areas. However, this highly-vegetated, feeder bluff may not provide an opportunity for beach access.

7.4.4.4 ADDITIONAL OUTDOOR RECREATION NEEDS

A variety of additional recreation opportunities are important to residents. Some are consistent with the County's area of focus. According to its role as an outdoor recreation provider, Island County should support the following needs:

- Boating (Motorized and Non-Motorized Launches)
- Dog Parks
- Camping
- Specialty Trails (Equestrian and Mountain Biking)
- Deer Hunting

7.4.4.4.1 Boating (Motorized and Non-Motorized Launches)

According to the inventory, Island County provides 9 boat ramps and 2 docks. Other providers in Island County have 6 boat ramps and 6 docks/marinas. These facilities are pretty well dispersed throughout the County, with the exception of Central Whidbey, north and south of Greenbank.

As noted in public involvement findings, boating is less popular than many other recreation activities in Island County. However, there is a significant latent demand for canoing or kayaking, meaning it is an activity that residents would like to engage in more frequently. In fact, the results of the community questionnaire suggest that canoing or kayaking would be one of the top ten most popular outdoor recreation activities in Island County if residents could participate as frequently as desired.

In addition to boat ramps, there is a need for more non-motorized boat launches to support kayaking and canoing in Central Whidbey and central/south Camano. Of seven existing hand-carry boat launches in Island County, three are in Oak Harbor/North Whidbey, three are in Freeland/South Whidbey, and one is on north Camano Island (Maple Grove). In addition to adding non-motorized launches in Central Whidbey and Central/South Camano, the high demand for canoe and kayak opportunities may reflect a need to partner with a boat concessionaire for boat rentals.

Island County staff reports that demand for motorized boat ramps is quite high. Fees were recently instituted at three boat ramps on Camano Island to discourage use and alleviate capacity issues. It is not clear if the issue is the high demand for boat ramps, as much as the lack of sufficient parking, access, and support amenities at existing boat ramps. While improvements could be made at several sites (if funding was available), some sites are too small or poorly located for the types of improvements needed. A similar issue of functionality regarding boat moorage exists at Cornet Bay Dock, where some of the slips go dry. Boating needs include improvements to existing facilities, including boat ramps, additional boat moorage, as well as additional boat storage. New sites should be built to support a higher Level of Service. There are no existing waterfront sites that could address the needs for a boat ramp on Central Whidbey.

Table 7-13. Summary of Outdoor Recreation Needs

Recreation Activity/Facility	Areas of Additional Need	Existing Sites to Consider
Trails		
Trails/Trailheads for Equestrian Use and Mountain Biking	2 on Camano Island 3 on Whidbey Island (north, central and south)	Camano Ridge. Greenbank Farm, Kettles, Trillium Community Forest, Trustland Trails
Water Access		
Boat Launch (Hand-carry)	1 additional in Central or South Camano (May be paired with kayak camp) 1 additional in Central Whidbey (Consider a partnership with a concessionaire for rentals)	Tillicum Beach Hidden Beach
Boat Ramp (Motorized)	1 additional in Central Whidbey	
Camping		
Primitive Campground	1 in South Whidbey	
Kayak Camp	1 or 2 additional on Camano 1 or 2 additional in Central and/or South Whidbey	
Other Opportunity		
Dog Park	1 in Central Camano Consider 1 additional in Central Whidbey	Henry Hollow
Hunting	Based on current policy, -hunting is allowed where a site is of sufficient size to allow safe discharge of firearms.	Continued policy of temporal separation of hunting and other uses

7.4.4.4.2 Dog Parks

Island County and other organizations provide six off-leash dog areas in Island County:

- Double Bluff (Island County)
- Marguerite Brons Memorial Park (Island County)
- Patmore Pit (Island County)
- Clover Valley Off-Leash (NW Parks & Recreation District)
- Oak Harbor Dog Park (City of Oak Harbor)
- Greenbank Farm (Port of Coupeville)

Of these, two are in North Whidbey (Oak Harbor area), two in Central Whidbey, and two in South Whidbey. None are on Camano Island.

In partnership with the Island County Parks, FETCH! (Free Exercise Time for Canines and Humans!) maintains the off-leash parks at Double Bluff Beach, Marguerite Brons Memorial Park, Patmore Pit, and Oak Harbor Dog Park (also known as Technical Park). In two cases, the dog parks are owned by other providers and maintained or managed by Island County and FETCH!

FETCH! is a nonprofit organization that works with Island County staff to establish and maintain off-leash parks on Whidbey Island. Except for the beach park at Double Bluff, all FETCH! parks are fenced and provide a mix of amenities, such as picnic tables, shelters, a rinse station, portable toilets, and sheltered bulletin boards. FETCH! volunteers ensure that the parks are maintained in good condition. While anyone can use the dog parks, membership in FETCH! is encouraged to help cover the cost of doggie bags, park improvements, a bi-annual newsletter, and educational brochures and materials. This partnership has been a highly successful arrangement for Island County.

On Whidbey Island, most residents live within a 6-7 mile radius of an existing dog park. Two dog parks on Camano Island would provide a similar Level of Service based on travel distance. However, there is less demand for dog parks on Camano. Therefore, one dog park in a centralized location on Camano Island should meet the demand. Existing County-owned properties could potentially be used to meet this need.

If the demand for dog parks on Whidbey Island increases, another off-leash dog area may be needed in the future—either between Coupeville and Oak Harbor or between Greenbank Farm and Double Bluff. The County should continue to work with FETCH! to monitor dog park needs.

7.4.4.4.3 Camping

Island County currently allows RV and tent camping at Rhododendron Campground. This campground on Whidbey Island has 15 pay campsites, vault toilets, and fresh water. Other providers have seven additional public campgrounds in Island County. These include five sites at State Parks (one on Camano Island and four on Whidbey Island), as well as one provided by the City of Oak Harbor at Windjammer Park and one provided by the Island County Fairgrounds. The campgrounds owned by other agencies tend to be larger and busier than Rhododendron Campground. For example, Camano Island State Park offers 88 tent spaces, five cabins, one dump station, two restrooms, two showers, and a group area that can accommodate 100 people. Deception Pass State Park provides 167 tent

sites, 143 utility spaces, five hiker/biker sites, three group sites, two dump stations, 20 restrooms, and ten showers. The Island County Fairground has 15 tent sites, 30 utility sites and showers, though they are closed during the late summer for the fair. Historically, South Whidbey State Park provided 46 tent spaces, eight utility spaces, a dump station, two restrooms, four showers, and a group site for up to 60 people. Currently, all campgrounds at South Whidbey State Park are closed indefinitely due to diseased trees that present a potential hazard for campers. Due to this, it is unclear if camping will reopen at South Whidbey State park in the near future or ever again.

In addition to campgrounds, other types of overnight sites are available at public parks in Island County. Cama Beach State Park provides 31 reservable cabins plus a 15-room retreat lodge and dining hall. In addition, six sites in Island County provide water trail campsites, which are available to campers who arrive by kayak or canoe. According to the 2006 Island County Non-Motorized Trail Plan, these campsites are at Joseph Whidbey State Park, Fort Ebey State Park, Possession Point State Park, Captain Coupe Park (Coupeville), Dugualla State Park, and Camano Island State Park (the only one on Camano Island).

County staff has noted that many State campgrounds are filled to capacity during summer months. As per its area of focus, Island County could play a larger role in meeting the demand for primitive camping by providing smaller tent camps, more dispersed natural camp sites, or canoe and kayak camps that provide a quieter camping experience in nature. Currently, South Whidbey (east and south of Freeland, especially with the closure of camping at South Whidbey State Park), is lacking camping facilities and does not appear to have an existing site suitable to meet this need. Several areas lack kayak campgrounds, including North Camano, East Camano, and Central and South Whidbey.

7.4.4.4.4 Specialty Trails (Equestrian and Mountain Biking)

Public involvement findings also suggest a need for more equestrian and mountain bike trails. These trails should be longer than one-mile nature trails, and they need to include trailheads with appropriate support amenities.

Currently, opportunities for horseback trail riding are provided at Trustland Trails, Greenbank Farm, Kettles, Trillium Community Forest, and Putney Woods/Saratoga Woods/Metcalf Trust Trails. These trails are intended to be multi-purpose trails; serving hikers and mountain bikers as well. Several lack equestrian trailheads with room for horse trailer parking, a staging area, hitching rails, or other amenities. There are no similar opportunities on Camano.

Based on population trail needs on Whidbey Island are greater than on Camano Island. On Whidbey Island, three geographically dispersed sites (north, central, and south) are needed to support equestrian and mountain bike trail use. These sites should include trailheads to support these uses. There are several sites that could be improved to support this need, including the Kettles (where Mussels in the Kettles Mountain Bike Race is held each year), Saratoga Woods, Greenbank Farm, and potentially the Trillium Community Forest (depending on the decisions within a management plan now under development). Another trail is needed on North Whidbey. On Camano, two sites are needed to support mountain biking and horseback riding. Elger Bay and Camano Ridge have the capacity to support trails (if appropriate trailheads and support amenities were added).

Table 7-14. Land Needs for Habitat and Recreation

Area	Nature Trail Needs	Beach Access Needs	Other Facility Need
Northeast Whidbey	✓	✓	
Penn Cove North	✓		
Greenbank (East-Central Whidbey)		✓	Boat ramp (motorized) and boat launch (hand carry)
Trillium/Bush Point		✓*	Equestrian trails/mountain bike trails and trailhead; dog park
Freeland (South)		✓	
Putney Woods (North)		✓	
South Whidbey/Clinton	✓	✓	Campground
Livingston Bay	✓**	✓***	Boat launch/kayak camp; dog park
Four Springs		✓	
Camano Aquifer Recharge Area	✓	✓	
South Camano	✓	✓	Boat launch (hand carry)

*Beach access is needed on the northeast side of this habitat concept area.

**Trail access is needed in North and Northeast Camano.

***Beach access is needed near the proposed Barnum Point acquisition area.

Ideally, at least one mountain bike and equestrian trail on each island would be at a site where deer hunting (the discharge of firearms) is not allowed. Otherwise, equestrian and mountain biking needs are not met during hunting season (see below). At this time, most of Island County's large sites that support mountain biking and equestrian trails are also open to hunting. However, South Whidbey Parks and Recreation District's Trustland Trails (located on the south end of Whidbey) does not allow hunting and is open year around for hikers, bike riders, and equestrian activities. The County is currently working on updating the Non-Motorized Trail Plan which may address some of these needs.

7.4.4.4.5 Hunting

The State of Washington and not Island County regulates hunting. Deer hunting is allowed in season at Camano Ridge, the Kettles, Putney Woods, and South and North Greenbank. In addition, hunting is allowed at the Trillium Community Forest, which is owned by the Land Trust. In North Whidbey, the US Navy allows hunting for staff and residents who have access to the naval base.

There is a hunting history and culture in Island County that some residents would like to see preserved. The challenge is to be able to safely maintain this use while also addressing other growing recreation needs. Since Island County does not regulate hunting, the discharge of firearms is allowable unless the County identifies safety concerns at a particular site.

The County's approach to providing public safety is to close sites to other uses when allowing hunting. The parcels need to be large enough to accommodate safe firearms discharge during hunting season. Properties that should be considered for hunting are Greenbank South, Putney Woods, Camano Ridge, and other park lands determined appropriate.

7.4.4.4.6 Summary of Additional Recreation Needs

Table 7-14 summarizes outdoor recreation needs, including the capacity of existing sites to meet these needs.

7.5 FUNDING STRATEGIES

7.5.1 STRATEGIES TO IMPLEMENT PRIORITY PROJECTS

The funding strategy to implement priority projects in the Capital Facilities Plan is multi-faceted. In general, it includes the following:

7.5.1.1 Apply for Grants

The adoption of the Parks and Recreation Element will make Island County eligible to apply for State grants to support habitat conservation and recreation for the next six years. In addition, the Non-Motorized Trails Plan has made the County eligible for non-motorized transportation funding from the State. The County should take advantage of these application windows and continue to take advantage of other grants and Federal funds, especially those for trail development that are available at this time.

7.5.1.2 Increase Revenue Generation

The Operations and Funding Analysis completed as part of this planning process noted a number of ways that Island County could increase revenue by broadening its market, using existing resources to generate revenue, and developing its tax base to support new opportunities. The County should not be in the business of subsidizing group events or facility use, especially where the uses do not support the County's area of focus. A new cost recovery strategy should be implemented that increases the revenue generated through facility rentals, facility use, land leases, park use for special events, sustainable resource harvesting, tourism, etc. Greater fees can be charged for non-residents and activities outside the County's area of focus.

7.5.1.3 Build on Successful Efforts

The County should build on successful funding strategies, reinvesting funds into land and facilities that will continue to support this success. Similarly, the County should continue to build on its successful partnerships and the relationship it has with volunteers, agencies, and groups who have helped fund or complete capital projects and ongoing maintenance efforts. The County should continue to support model efforts that will help build support for future park efforts.

7.5.1.4 Ensure Maximum Dollars from Traditional Funding Sources

The County's existing funding resources should be monitored to ensure that the Parks Department is receiving the maximum funds possible from these sources.

7.5.1.5 Engage Volunteers

Volunteers can help move a variety of projects forward. Generally, Island County volunteers need more guidance and direction than they receive now. While the County may not be able to afford to dedicate staff time or fund a volunteer coordinator position in the short term, it may require that land donations are accompanied by a funded and filled volunteer coordinator position. The person in this position could increase, oversee, and manage the use of volunteers for capital development, park land stewardship, maintenance, and programming. This coordinator will be able to provide more oversight to ensure projects are built to County standards and maintained in the long term.

7.5.1.6 Evaluate Other Funding Options for Priority Projects

As economic circumstances change, other funding options may be considered for large-scale projects. For example, a General Obligation Bond, tax levy, utility tax, increased hospitality tax, or similar measure may find increased voter support in the future.

7.5.1.7 Develop and Market Trails

Because of the level and frequency of trail use, trail development is one of the best and most cost-effective ways for Island County to increase the number of people in parks. If Island County can position itself as having the best and most scenic hiking and biking trails in the State of Washington, it will open the door for more events and self-directed activities that appeal to tourists who anticipate paying fees to explore the Puget Sound.

7.5.2 FUNDING NEXT STEPS

From this point onward, Island County will continue its search for a brighter future and a better quality of life. Park lands for recreation, and habitat conservation will play an integral role in creating this future. As new projects enter the County's scope, staff must carefully evaluate its options and determine

whether the value of the project is worth the cost of the effort to obtain it. In the short and long term, the County should carefully identify and weigh these costs. These include:

7.5.2.1 Capital Costs

Changing land values and construction costs, as well as variables such as site size, site character and condition, habitat quality and mitigation needs, facility styles, size, and access needs, will all affect capital costs associated with projects in the Capital Facilities Plan. Because of these variables, capital costs should be determined when the County is considering project implementation. In assessing costs, the County should be prepared to invest more in facility development than it has in the past, so that it can create the signature parks that the community desires.

7.5.2.2 Operations Costs

The amount of money invested in Island County park maintenance is not comparable to the amounts invested by many other providers in the Pacific Northwest. Island County has a unique park system. Therefore, no specific financial guidelines have been proposed for increasing the park maintenance budget. However, the County should consider more than doubling the amount it spends per acre on facility maintenance and increasing that amount steadily as the level of park development increases. In addition, the County should consider habitat stewardship needs, since funds have not been budgeted consistently for this purpose in the past.

7.5.2.3 Community Costs

The cost of community support is intangible and unquantifiable. We often talk about community support in terms of its value. The reality is that there can be a cost as well. The County needs to pursue projects that will foster community support for parks. On the other hand, the County should temporarily avoid projects that will stretch County resources even more thinly. The County cannot afford the social costs for such undertakings, and may have a hard time justifying major new expenses.

7.5.2.4 Recovered Costs

In calculating costs, it is also important to factor in the potential capacity of a site or project to generate revenue. Cost recovery is extremely important in developing a self-sustaining system. While charging facility use fees may seem controversial, it sends a consistent message that Island County values its land and facilities, which are assets and investments to be sustained for future generations. In return for the facility use fees and charges, Island County promises to invest this money efficiently and wisely into site improvements.

7.6 GOALS AND POLICIES

The goals and policies noted in this Element describe how Island County Parks will carry out their mission and achieve the community vision for the park system. Taken together, goals and policies can be a means of measuring Island County's performance in providing recreation opportunities and conserving habitat areas according to their area of focus.

These goals and policies were developed based on input from staff and community members. They provide policy direction for the implementation strategies and actions that appear in this Element. All goals, policies, strategies, and actions flow from the vision for park and recreation services and advance the County's area of focus.

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**

Goal 1. Provide a quality, diverse and, sustainable system of park land that effectively balances recreation and habitat conservation needs.

PR 1.1. Park land should support the mission and vision of Island County Parks in providing passive outdoor recreation experiences and protecting habitat.

PR 1.2. Provide signature park lands and high-quality recreation facilities that reflect the character of Island County, draw users from throughout the region, and establish an identity/brand for Island County Parks.

PR 1.2.1. Provide attractive and uniform signage at park entrances to improve the branding of Island County Parks.

PR 1.2.2. Improve the image of County parks through sensitive site design and development that reflects Island County's character.

PR 1.2.2.1. Prior to the development of any new minor feature or facility, consider its design and placement within the park.

PR 1.2.2.2. Prior to the development of any new major facility or park, create a site design (for smaller sites) or site master plan (for larger sites) to help achieve the County's vision for parks lands of being the best in the state.

PR 1.3. Continue to update the County's facility inventory to have an accurate count of facilities within all parks, including the length of trails (in linear feet or miles) that are developed and maintained both inside and outside of parks and habitat areas.

PR 1.4. Ensure recreational uses and development does not result in significant degradation of habitat, including cumulative degradation.

PR 1.5. Residents should have adequate access to "open space" areas. Open spaces include land which contains natural areas, habitat lands, natural drainage features, and/or other environmental, cultural and scenic resources. Such land should be preserved and provided to residents for recreational use when appropriate. Open spaces should be linked to non-motorized transportation and public transportation.

Goal 2. Provide low-impact/passive outdoor recreation opportunities throughout the County.

PR 2.1. Invest in amenities and facilities that support passive, outdoor recreation activities, such as walking, biking, boating, camping, wildlife watching, horseback riding, beach activities, hunting, fishing, clamming, etc.

PR 2.2. Strive to provide areas where people can walk at least one-mile in nature within a 20 minute drive from most County residences.

PR 2.3. Provide additional recreation opportunities that are consistent with the County's area of focus, such as dog parks, boat ramps, camping, and hunting, in dispersed locations county wide where safe and appropriate opportunities exist to support these activities.

PR 2.4. Provide diverse, non-motorized trail opportunities, including both hard and soft-surfaced trails, water trails, looped trail systems, and trails with variety of lengths and access points consistent with the Island County Non-Motorized Trails Plan. Include appropriate amenities to support a variety of trail uses, including pedestrians, equestrians, bikes, non-motorized watercraft, and other appropriate uses.

PR 2.4.1. Trail development should be completed through regional collaboration and prioritize linking multimodal transportation, schools, urban development, places of employment, and recreational facilities.

PR 2.5. Increase the level and quality of development in park lands, where appropriate, to enhance the County's image as a premier provider of passive outdoor recreation opportunities in the Puget Sound area and in Washington State.

PR 2.6. Monitor community demand for additional outdoor recreation services as the population in Island County continues to grow.

PR 2.6.1. When a need or gap is identified, the County will look to develop plans to address these discrepancies by expanding existing recreation facilities, acquiring new land or coordinating with other agencies to meet those needs.

PR 2.7. Evaluate existing sites to determine which sites are suitable for increased facility development. Prioritize projects using the prioritization criteria presented in PR 4.7, and add these projects to the County's Capital Facilities Plan.

Goal 3. Increase public access to the County's beaches and shoreline areas, creating recreation opportunities that respect the ecological integrity of the shoreline ecosystem.

PR 3.1. Plan, design, and develop beach access areas while adhering to the goals and policies set forth in the County's Shoreline Master Program.

PR 3.2. Inform the public of existing Island County public shore accesses where recreational use does not pose a threat to public health, safety, or the environment. Once a clear County title, a physical location, a viable view or a viable tidal access is established, the County should identify sites with signs (including from the water side for kayak and canoe pullouts) where appropriate and consistent with the most current County's Non-Motorized Trails Plan and Shoreline Master Program.

PR 3.3. Identify opportunities to increase public waterfront access through the recovery of public road ends where public access is being blocked, provision of swimming beaches, coastal and water vistas and accesses, motorized and non-motorized boat launches, public boat moorage, and water viewpoints while being consistent with goals and policies set forth in the County's Shoreline Master Program.

PR 3.4. Strive to provide shoreline access for beach activities within a 20 minute drive from most County residences.

Goal 4. Acquire lands that conserve priority habitat and natural resources, preserve open space, improve beach access, maintain island character, and improve and expand passive outdoor recreational opportunities for public enjoyment.

PR 4.1. Acquire land that protects habitat and working landscapes that can help recharge aquifers, prevent surface and groundwater pollution, filter sediments, limit air and noise pollution, maintain wildlife habitat and other natural systems, or addressing identified recreation needs without causing degradation of habitat, including cumulative degradation.

PR 4.2. Maintain the important ecological functions of park lands, including those provided by wetlands, stream corridors, shoreline systems, and forests.

PR 4.3. Connect park lands by identifying and conserving wildlife habitat corridors, riparian corridors, and protected space along other elongated natural features—where such connections support trail development and connectivity.

PR 4.4. Only accept land donations that support the County's area of focus, as well as the goals, vision and objectives noted in this Element.

PR 4.5. Foster Island County's economic vitality by protecting productive resources and park lands that support economic activity in industries such as tourism, agriculture, and forestry.

PR 4.6. Ensure donations from other providers are consistent with the County's area of focus and can be sustainably managed and maintained with identified funding resources, such as a stipend, long-term stewardship fund, revenue-generation strategy, etc.

PR 4.7. Acquire land using the following criteria:

PR 4.7.1. The site is adjacent to a County-owned park land so that acquisition would create a larger park land and/or the site is adjacent to a trail and will provide a longer trail corridor.

PR 4.7.2. The site is located near park lands owned by other entities. Unlike PR 4.7.1, these parcel must be large (e.g., five acres or more), or contain important habitat, or meet a specific recreational need or wildlife corridor need to justify the County's role in this area.

PR 4.7.3. Larger sites typically have higher habitat value, greater recreation capacity, and a greater maintenance cost efficiency. The County should avoid acquiring small habitat parcels, unless these sites contribute to a larger protected area, contain important habitat, or provide a wildlife corridor between protected areas. Also, the County should avoid acquiring sites just large enough to address recreation needs, without space to protect habitat.

PR 4.7.4. The County should strive to acquire land that is considered to have a high or medium resource value, to minimize restoration requirements. Habitat quality can be measured by considering factors such as habitat age/maturity, presence of rare species, absence of invasive species, and level of degradation (e.g., development, soil compaction, pollution, impacted vegetation, etc.). A sample habitat quality criteria is presented in section 7.4.3 of this Parks and Recreation Element.

PR 4.7.5. The land uses and quality of habitat on adjacent or nearby parcels should not negatively impact the scenic and aesthetic value and natural character of the site. The County should consider whether adjacent site characteristics or land management practices (e.g., weed control, invasive species removal, erosion and water runoff, soil contamination, etc.) will affect habitat quality on the site being evaluated.

PR 4.7.6. The site meets a need for a one-mile walk in nature (or longer nature trail) or beach access for recreation opportunities.

PR 4.7.7. The site meets another passive outdoor recreation need, such as a boat ramp, boat launch, dog park, primitive camp, or equestrian and mountain biking trail and trailhead.

PR 4.7.8. The site is well-suited for recreation development, based on site characteristics such as slope, shape, access (motorized and non-motorized transportation), amount of street frontage, amount of non-developable land, water and well availability, existing structures, existing vegetation and soil, etc.

PR 4.7.9. The site has (or has a potential for) access and anticipated site use. Zoning restrictions, neighborhood or community character, and access limitations should all be considered when developing public facilities.

PR 4.7.10. The site is not located within the service area of another town, city, or recreation district. The County should strive to address conservation and recreation needs in areas that are not served by another jurisdiction.

PR 4.7.11. The site is not adjacent to a site protected by another jurisdiction. If another jurisdiction is in a better position to manage and protect a site, the County may partner to support the other jurisdiction's acquisition of this land.

PR 4.7.12. If another public agency or non-profit is in a better position to leverage funding for site purchase or a conservation easement, the County should allow them to protect this land, particularly if the provider is also able to meet recreation needs.

PR 4.7.13. If the site is in a service area with active recreation needs as well as outdoor recreation needs, the County should consider collaboration with another provider who would acquire the site. The County does not want to be in the business of supporting active recreational uses on its lands.

PR 4.7.14. To be managed by the Island County Parks Department, the site needs to have the capacity to address both habitat conservation and outdoor recreation needs.

PR 4.7.15. The site should be in an area of habitat conservation and recreation needs. If a site is in an area where recreation and recreation needs are already met by existing park land, the County should direct its resources to other priority areas where recreation and/or conservation efforts are needed. Another jurisdiction may be better positioned to meet needs in this area.

PR 4.7.16. A site can be acquired with minimal cost by the County, such as through donation or grants.

PR 4.7.17. The County or other provider is able to pay the annual operating and maintenance costs for the site. The County should avoid providing or accepting from others new park lands where the County is unable to fund site stewardship. If a site is transferred to the County with an operational endowment, this stipend should be on-going or sufficient to cover site land and facility maintenance costs for a minimum of 5 years. That will give Island County time to put a different funding strategy in place.

PR 4.7.18. The site can be sustainably managed using approved revenue-generating strategies to generate funds to support operations and maintenance. This may include user fees, facility rental fees, leases, and other strategies.

PR 4.7.19. The site does not have management or development restrictions in place that limit desired opportunities for revenue-generation, operation, and management within the scope of the county's niche.

PR 4.7.20. There are no excessive or hidden costs or efforts needed to address site clean-up, structure removal, habitat restoration, the provision of road access, or facility development.

Goal 5. Divest in parks lands that are not consistent with the County's area of focus.

PR 5.1. Should an existing County property with resource restrictions (such as a conservation easement) on its title be considered for divestment, the County shall honor those restrictions. Additionally, should any existing County property with significant conservation value (that does not have any encumbrance on the title) be considered for divestment, the County should consider placing conservation restrictions on the title before divestment.

PR 5.2. Evaluate County lands to determine which sites do or do not support the vision and goals of this Element. Consider divestment of public lands that have little value for conservation or passive outdoor recreation.

PR 5.3. Prior to any divestment of County land, the County should consider transfer of those lands to agencies that will maintain the land for uses that meet recreation or habitat needs that are outside the County's area of focus, including, but not limited to, transferring active recreation sites to park districts or transferring habitat land without potential for recreational use to a land trust to protect.

PR 5.4. Create a transition plan for sites or facilities which do not fit within the County's area of focus. Identify which sites (if any) can be sold or immediately transferred to other jurisdictions, and which sites should be held until a long-term transition is feasible.

PR 5.5. Evaluate all funding, actions, and projects by their fit with the County's defined area of focus. Pursue projects that support this area of focus, and re-evaluate plans that do not. For example, put immediate hold on any plans to improve active use facilities, such as sport fields, sports courts, and indoor facilities. Do not accept any new lands or renew any maintenance or site use agreements until a transition plan is in place.

PR 5.6. Discuss with the Board of Commissioners whether the County should continue to own and operate any special properties not consistent with the County's area of focus; for example facilities such as Freeland Hall and the Four Springs Lake Preserve.

PR 5.7. Create site master plans for properties not consistent with the County's area of focus and parks that are not accepted by other jurisdictions. Involve site users, nearby residents, and interest groups to create a new plan or design that notes what new facilities will be developed at these sites, when older facilities not consistent with the County's area of focus age or deteriorate to the point where they are unsafe for future use. For example, consider removing the tennis court and softball field at Camano Park and providing a dog park at this facility instead.

Goal 6. Develop stewardship and maintenance programs that cost-effectively protect County assets, emphasize sustainable methods and design, support habitat quality, respond to local needs, and sustain resources for future generations.

PR 6.1. Consider a higher level of habitat stewardship to address invasive species removal, natural area restoration, and habitat preservation needs.

PR 6.2. Increase the level of land stewardship at all County-owned sites. The County should evaluate and budget for habitat stewardship needs. The County should use the funding strategies outlined in section 7.5 of this Element as a starting point in calculating a maintenance budget for habitat stewardship.

PR 6.3. As part of stewardship efforts, evaluate the condition of natural lands within County parks and habitat conservation areas. Identify which sites would benefit most from restoration efforts. Based on available resources, target sites where restoration is achievable, since maintenance needs will decrease after the ecosystem is stabilized. Maintain other sites at a minimum level for hazard mitigation.

Goal 7. Identify, secure, and develop adequate funding sources to develop, operate, maintain, and sustain County parks, habitat, and recreation facilities.

PR 7.1. Actively seek innovative funding methods to retain financial flexibility and increase facility services.

PR 7.2. Consider and maintain diverse funding sources to meet community needs and provide high-quality parks and facilities. Consider impact fees; real estate excise taxes (REET); tourism taxes; conservation futures funds; bonds and levies; grants, donations, and sponsorships; facility/site use fees and rentals; land leases; sustainable resource harvesting; concessions and vendor agreements; and other options that may be available in the short and/or long term.

PR 7.3. Reinvest revenue and/or resources obtained from park lands, back into recreation and habitat conservation services, whether directly or through a dedicated fund for system-wide conservation and recreation services. This includes any proceeds from facility/site rentals, user fees, leases, vendor or concessionaire agreements, and land divestment (sale or trade). This applies to all lease agreements, user fees, vendor fees, facility and site rentals, etc.

PR 7.4. Increase the County's maintenance investment in terms of funding and staffing to significantly improve the maintenance level of service for parks and recreation facilities.

PR 7.5. Revise the accounting and budgeting process for collecting and spending revenues generated through the outdoor recreation system. Rather than establishing independent funds for specific sites (such as Cornet Bay Dock) or projects (such as Camano Island boat ramp improvements), create two funds: Camano Park/Habitat Enhancement Fund and Whidbey Park/Habitat Enhancement Fund. This will allow sufficient funds to accumulate to apply them to most needed projects, rather than piecemeal upgrades at individual sites.

PR 7.6. Increase the level of facility maintenance and land stewardship at the most-frequently used County-owned sites.

PR 7.7. Even though the County is moving towards low-maintenance Park facilities, the maintenance budget should be increased to ensure the County parks are maintained properly.

PR 7.8. Implement low-maintenance landscaping techniques in all existing and new park sites. Remove turf areas that do not support specific recreational uses. Avoid high-maintenance plantings.

PR 7.9. Identify and implement other resource-based funding strategies, tied into a marketing campaign to advertise County resources.

PR 7.10. Create a transition strategy that defines an appropriate level of maintenance investment in facilities that do not support the County's area of focus. Define a funding threshold for repairs, but do not engage in a major capital reinvestment.

PR 7.11. Renovate or replace capital facilities that support the County's area of focus, as well as the goals, vision and objectives noted in this Element.

PR 7.12. Avoid providing or accepting new parks and habitat areas (together with planned or built facilities) if the County or other provider is unable to pay for the subsequent annual operating and maintenance costs of facilities at the site.

PR 7.12.1. Non-capital alternatives may be pursued if operating and maintenance cost restrictions prohibit capital construction.

PR 7.13. Create strategies or a business plan for facilities identified in PR 5.6, which are not consistent with the County's area of focus, to recover costs sufficient to support their maintenance and operations. For example, at Freeland Hall, either charge fees for grounds maintenance or create an agreement where the Holmes Harbor Activities Club provides all site and grounds maintenance and improvements.

Goal 8. Foster partnerships and county-wide collaboration among park and habitat providers to improve the provision of habitat conservation and recreation services.

PR 8.1. Support a comprehensive, county-wide park and habitat system that integrates Island County lands within a larger system supported by multiple jurisdictions, organizations, and public and private agencies.

PR 8.2. Continue to cooperate with State and Federal agencies, local governments, special purpose districts, non-profits and other organizations to achieve the vision and goals set forth in this Element.

PR 8.3. Acquire and manage park lands in ways that complement other public and private recreation and conservation efforts.

PR 8.4. Continue to coordinate with other County departments and jurisdictions in consolidating and defining the methods to identify, retain, and conserve natural lands and habitat areas within the County.

PR 8.5. Collaborate with others to promote Island County as a recreation destination, using a variety of public relations and marketing techniques to increase awareness of the County's parks and recreation facilities.

PR 8.6. Partner with community groups, concessionaires and others to provide appropriate programming and outdoor events consistent with the vision and goals in this Element. This may include but is not limited to low-impact/passive outdoor community events, environmental education, campground programs, facility-based programming (e.g., related to boating, hunting, trail use), etc.

PR 8.7. Formalize the County's role with ongoing and new potential partners. There are many other providers in Island County who play a variety of roles in conserving habitat and providing recreational opportunities. If one of these providers is better positioned to meet identified needs, let them. If a partnership or collaborative effort is proposed with Island County, clearly define the County's role according to its area of focus including spelling out financial and management responsibilities for both parties.

PR 8.8. Coordinate or partner with non-profit groups, vendors, businesses, or other agencies to provide outdoor recreation programming consistent with the County's area of focus.

PR 8.9. Cooperate with other public and private agencies to protect habitat and provide recreation opportunities before the most suitable sites are lost to development.

PR 8.10. Explore partnerships with vendors, for-profit concessionaires, and non-profit groups to provide programs, events and services consistent with the County's area of focus, vision and goals of this Element.

Goal 9. Engage Island County residents in the planning and stewardship of parks, trails, and conservation areas, and provide effective communication to improve awareness and support of County services.

PR 9.1. Provide opportunities for public input in park planning and design decisions to keep tabs on local park and recreation preferences, needs, and trends.

PR 9.2. Promote volunteerism to enhance community support and stewardship of parks, recreation facilities, and natural resources. In particular, encourage citizen involvement and participation in maintaining, improving, and restoring parks and natural areas.

PR 9.3. Increase volunteer coordination and administration to ensure that volunteers have sufficient direction, support and recognition.

PR 9.4. Enhance customer service and increase site use by making information more accessible to residents and visitors.

PR 9.5. Prior to instituting boat ramp and trailhead parking fees, create press releases, website information, and email notifications with messages about "Investing in Our Parks." Create an email address where residents can send their recommendations regarding specific small-scale improvements that are needed (and fit the County's area of focus). Also, create an online volunteer coordination and recruitment tool where volunteers join a work party to help with identified improvements. The goal of the public information effort is to allow residents to be involved in and see the positive changes that these new funding initiatives will bring.

PR 9.6. When funding is available, provide staff time for volunteer coordination, direction, recognition, and general involvement. Initially, this may be a part-time position that eventually expands. Ensure that volunteers are not engaging in undirected activities, such as new trail development, without permission or guidance to do so.

PR 9.7. Increase volunteer coordination through more specifically defined volunteer programs and opportunities, including written volunteer guidelines for specific tasks, such as habitat restoration, trail building and site maintenance.

PR 9.8. Plan a larger effort to advertise and market County sites as tourism destinations for their scenic value, outdoor facilities, camping opportunities, event capacity, etc. Replace the marketing coordinator position at Four Springs Lake Preserve with a system-wide marketing specialist who oversees all facilities.

PR 9.9. Establish an online system for campsite and other facility reservations. Other agencies use online reservation providers that are paid for by the user.

PR 9.10. Incorporate opportunities for historical and environmental interpretation into the park system to educate the public about the local, regional, and ecological context.

This page intentionally left blank for double-sided printing



ISLANDCOUNTY













TRANSPORTATION ELEMENT

TRANSPORTATION ELEMENT
ISLAND COUNTY

Prepared for:

October 2016

Prepared by:

With:

11730 118th Avenue NE, Suite 600
Kirkland, WA 98034-7120
Phone: 425-821-3665
Fax: 425-825-8434
www.transpogroup.com

13114.00

© 2015 Transpo Group

Table of Contents

Introduction iii
1. Goals and Policies 1
2. Existing Condition of Transportation Facilities 5
2.1. Planning Context 5
2.2. Roadway Network 16
2.3. Ferry Service 27
2.4. Transit 32
2.5. Non-Motorized 35
2.6. Other Modes 39
3. Travel Forecasts Evaluation 42
3.1. Land Use Forecasts 42
3.2. Forecast Travel Conditions 46
3.3. Ferry Service 49
3.4. Transit Service 52
4. Transportation Systems Plan 53
4.1. System Components 53
4.2. Transportation Projects & Programs 56
5. Transportation Funding Situation Assessment 58
5.1. Background and Context 58
5.2. Funding and Revenues 59
5.3. Methods to Meet Transportation Funding Needs 65
5.4. Reassessment Strategy 69

List of Exhibits

Exhibit 2-1	Historical Traffic Volumes (AADT) for SR 20	17
Exhibit 2-2	Year 2012 Existing Conditions LOS Summary	21
Exhibit 2-3	Island County Collision History (2008 to 2012)	23
Exhibit 2-4	State Route Collision Rates (2008 to 2012)	24
Exhibit 2-5	State Route Collision Severity Summary (2008 to 2012)	24
Exhibit 2-6	Historical Mukilteo-Clinton Ferry Ridership	27
Exhibit 2-7	Historical Keystone-Port Townsend Ferry Ridership	28
Exhibit 2-8	2006 Existing Estimated Percent Sailings Full and LOS Standards by Route	30
Exhibit 2-9	Park-and-Ride Facilities	33
Exhibit 2-10	Future Park-and-Ride Opportunities	34
Exhibit 2-11	Non-Motorized Collision Summary (2008 to 2012)	39
Exhibit 3-1	Existing and Forecast Land Use	43
Exhibit 3-2	Island County Planning Area Population Growth – Baseline/Alternative 1	43
Exhibit 3-3	Island County Planning Area Population Growth – Urban and Rural Shares (Baseline/Alternative 1)	44
Exhibit 3-4	Shares of Employment by Planning Area and Urban/Rural Split	44
Exhibit 3-5	Year 2036 Forecast Conditions LOS Summary	48
Exhibit 3-6	Mukilteo-Clinton Ridership Forecasts by Boarding Method	49
Exhibit 3-7	Port Townsend-Coupeville Ridership Forecasts by Boarding Method	50
Exhibit 3-8	2030 Forecast Percent Sailings Full and LOS Standards by Route	51
Exhibit 4-1	Island County Transportation Improvements Projects and Programs List	57
Exhibit 5-1	Example of Projected Property Tax Revenues with I-747	62
Exhibit 5-2	Historical Transportation Revenues by Source, 1989 to 2013 (2014 dollars)	63
Exhibit 5-3	Forecasted Transportation Revenues by Source, 2017 to 2036 (2014 dollars)	64
Exhibit 5-4	Estimated Capital and M&O Budget Shortfall	64
Exhibit 5-5	Illustrative Allocation Available Funding for TIP Programs Based on Anticipated Transportation Revenue Shortfall Under Current Policy Transportation Funding, 2017-2036 (2014)	65

List of Figures

Figure 2-1	Island County Roadway Functional Classification Map	7
Figure 2-2	Federal Functional Classification Map	9
Figure 2-3	Concurrency Service Areas and Transportation Facilities Map	12
Figure 2-4	2012 Existing PM Peak Hour Traffic Volumes Map	19
Figure 2-5	2012 Existing PM Peak Hour Intersection LOS Map	22
Figure 2-6	Freight Goods and Transportation System Map	26
Figure 2-7	Ferry Routes	29
Figure 2-8	Non-Motorized Transportation System Map	36
Figure 2-9	Air and Rail Transportation Facilities Map	41
Figure 3-1	2036 Population and Employment Forecast Map	45
Figure 3-2	2012 Existing & 2036 PM Peak Hour Traffic Volume Map	47

Introduction

The Transportation Element provides the framework to guide the growth and development of the County's transportation infrastructure. It also integrates land use and transportation by ensuring existing and future developments are adequately supported by the transportation system. The Transportation Element addresses the development of a balanced, multimodal transportation system for the both the County's rural and urban areas by recognizing the regional nature of the transportation system and the need for continuing interagency coordination.

The Transportation Element establishes the County's goals and policies for developing the transportation system within the County. The Transportation Element is based on a 2014 study of the existing transportation network, combined with projections of future growth and transportation needs in 2036. The transportation element is comprised of five sections:

1. Goals and Policies
2. Existing Condition of Transportation Facilities
3. Travel Forecasts Evaluation
4. Transportation Systems Plan
5. Financing Program

The Transportation Element is intended to serve as a guide for making transportation decisions to address both short and long term needs. To meet Growth Management Act (GMA) requirements, the Transportation Element must identify existing transportation system characteristics, establish standards for levels of service, and identify existing and future deficiencies based on land use growth projections. The Transportation Element also discusses roadway mobility and accessibility needs, identifies improvements necessary to enhance safety, bicycle and pedestrian travel, and public transit. Consistent with the other elements of the Comprehensive Plan, the Transportation Element establishes a policy framework for making decisions consistent with the County's vision, and describes a strategy for accomplishing the County's vision over the 20 year planning horizon.

Plan Development

The development of the Island County Transportation Element Update was approved by the Board of Island County Commissioners in the fall of 2013 to provide an update to the adopted 2004 Island County Transportation Element. The purpose of the 2016 Transportation Element is to provide an update to the existing Transportation Element by identifying and evaluating the transportation improvement plans for the County through the years 2016 and 2036.

The plan was developed to address future land use growth and identify transportation needs to support the expected growth. The plan is needed to satisfy Growth Management Act (GMA) requirements and to update the County's transportation improvement projects funding program. The following sections summarize the regulatory setting and regional planning efforts that guided the development of the Transportation Element.

Growth Management Act Requirements

Under the Growth Management Act (RCW 36.70A.070), referred to herein as the GMA, the Transportation Element is required to assess the needs of a community and determine how to provide appropriate transportation facilities for current and future residents. The Transportation Element must contain:

- Inventory of existing facilities;
- Assessment of future facility needs to meet current and future demands;
- Multi-year plan for financing proposed transportation improvements;
- Forecasts of traffic for at least 10 years based on adopted land use plan;
- Level of service (LOS) standards for arterials and public transportation, including actions to bring deficient facilities into compliance;
- Transportation Demand Management (TDM) strategies, and;
- Identification of intergovernmental coordination efforts.

Additionally, under GMA's Concurrency Mandate, development may not occur if the development causes the transportation facility to decline below the County's adopted level of service standard unless existing infrastructure exists or strategies to accommodate the impacts of the development are made *concurrently* with the development; specifically the impacts must be mitigated within six years of the development's completion. This mandate extends to include highways of statewide significance in counties consisting of islands, which applies to Island County.

Finally, the Transportation Element must include a reassessment strategy to address how the plan will respond to potential funding shortfalls.

Countywide Planning Policies

The GMA also requires that counties adopt Countywide Planning Policies (CWPPs) to guide and coordinate issues of regional significance. The Island County Department of Planning and Community Development developed CWPPs in conjunction with the City of Oak Harbor, the City of Langley and the Town of Coupeville in 2014. The policies are anticipated to be adopted by each agency in 2015. Section 3.8 of the proposed CWPPs addresses transportation and includes nine specific policies that are intended to ensure that the transportation system evolves in a coordinated manner to best serve the diverse land uses in Island County, both now and in the future.

Healthy Communities

Recognizing the growing need for physical activity among citizens, the Washington State Legislature amended the GMA in 2005 with the Healthy Communities Amendment, ESSB 5186. Comprehensive plans are directed to address the promotion of Healthy Communities through urban planning and transportation approaches. The two amendments to the GMA require that communities:

1.1 Consider urban planning approaches that promote physical activity in the Land Use Plan; and

2.1 Include a bicycle and pedestrian component in the Transportation Element.

Clean Air Conformity Act

The Transportation Element is also subject to the Washington State Clean Air Conformity Act that implements the directives of the Federal Clean Air Act. Because air quality is a region wide issue, the County must support the efforts of state, regional, and local agencies as guided by WAC 173-420-080.

This page intentionally left blank.

1. Goals and Policies

Island County has developed broad goals, along with specific policies, to provide the framework for the Transportation Element. They were established through the feedback solicited at the public meetings conducted in 2014 and input from the Project Advisory Committee, the Board of Island County Commissioners and the Island County Planning Commission. The statements were developed to be consistent with the statewide goals articulated in the Washington Transportation Plan (WTP) 2035[1] and Island County's Countywide Planning Policies[2].

The Goals are:

1. Provide a **safe**, comfortable and reliable transportation system that provides adequate **mobility** for people, goods and services;
2. **Preserve** prior investments in the transportation system;
3. Support land use development and **economic vitality** by providing context-appropriate transportation infrastructure;
4. Minimize negative **environmental** impacts;
5. Build strong relationships between Island County and other local and regional agencies to **engage in cooperative planning** of common transportation improvements;
6. Promote **physical activity** by expanding options for active transportation modes.

Specific policies to help achieve these goals are described under each goal below.

Goal No. 1: Provide a safe, comfortable and reliable transportation system that provides adequate mobility for people, goods and services.

1.1 Base transportation investment decisions on clearly stated, rational criteria;

1.2 Implement measures to reduce the number and severity of collisions;

1.3 Identify and work to reduce gaps that hinder the efficient movement of people and goods;

1.4 Seek alternative solutions to mobility problems instead of high-cost capital projects;

1.5 Promote transportation facilities that provide for everybody, including people of all ages, abilities, ethnicities, incomes and neighborhoods;

1.6 Promote alternatives to single-occupant vehicle travel such as walking, riding transit, carpooling, vanpooling, and bicycling.

[1] Washington Transportation Plan. Washington State Department of Transportation and Washington State Transportation Commission. August 2014. Available at: http://wtp2035.com/
[2] Countywide Planning Policies. Island County. April 2015. Available at: http://islandcounty2036.org/wp-content/uploads/2014/12/Approved-Resolution-CWPPs-4-24-2015.pdf

Goal No. 2: **Preserve prior investments in the transportation system.**

2.1 Prioritize maintenance over new construction;

2.2 Emphasize the most cost-effective solutions that meet the needs of the transportation system;

2.3 Operate in compliance with the *Standards of Good Practice* established by the County Road Administration Board (CRAB);

2.4 Follow established maintenance and repair procedures in order to reduce the long term costs of operating and maintaining the County's transportation system;

2.5 Restrict new transportation projects that increase capacity unless the project proposal shows that sufficient revenues exist to adequately maintain both existing facilities and the proposed expansion.

Goal No. 3: **Support land use development and economic vitality by providing context-appropriate transportation infrastructure.**

3.1 Implement a concurrency program that supports the development of the transportation system to adequately support land use development;

3.2 Monitor cumulative impacts on the transportation system over time to ensure the concurrency program is meeting its objective;

3.3 Transportation infrastructure and services within urban areas should be reflective of urban design, supporting urban development; Particular attention should be given to ensuring that roadway design standards in urban areas provide a high level of connectivity and promote pedestrian circulation;

3.4 Transportation infrastructure and services in rural areas should be consistent with rural design.

Goal No. 4: Minimize negative environmental impacts.

4.1 Foster transportation investments that avoid negatively impacting critical areas;

4.2 Follow the County's established best management practices for storm water runoff during construction of transportation infrastructure;

4.3 Identify potential environmental constraints and impacts as early as possible in the conceptual design phase of new transportation projects in order to minimize costly mitigation measures and expedite the delivery of transportation services and facilities;

4.4 Involve environmental permitting authorities as early as possible in the design and location of new transportation projects;

4.5 Consider mitigation sequencing requirements as early as possible in the design phase to ensure that a full range of mitigation options can be considered;

4.6 Identify opportunities to improve the natural environment.

Goal No. 5: Build strong relationships between Island County and other local and regional agencies to engage in cooperative planning of common transportation improvements.

5.1 Provide regular forums for both elected officials and staff to collaborate with the Washington State Department of Transportation (WSDOT), Washington State Ferries (WSF), Island Transit, Port of Coupeville, Port of South Whidbey, Naval Air Station Whidbey Island, local jurisdictions and other relevant agencies;

5.2 Explore opportunities to collaborate and develop cost effective solutions with state, county and local organizations;

5.3 Coordinate with adjoining jurisdictions and transit service providers to develop and provide better connections between Island County and regional employment centers;

5.4 Public services and facilities should be accessible by all transportation modes. In particular, public services and facilities serving low income or mobility impaired citizens should be located in close proximity to transit stops and in areas with a well developed network of sidewalks and paths;

5.5 Give particular attention to improving pedestrian, bicycle, and transit facilities in areas surrounding ferry terminals in order to facilitate a greater share of walk-on ferry passengers;

5.6 Work with WSDOT to ensure that new development in Island County is consistent with the Concurrency Memorandum of Understanding (MOU) between Island County and WSDOT;

5.7 Work with local and regional municipalities to identify future transportation corridors and plan transportation needs based on planned land use within Urban Growth Areas (UGAs).

Goal No. 6: **Promote physical activity by expanding options for active transportation modes.**

6.1 Promote coordination between jurisdictions in the planning and implementation of bicycle, transit, pedestrian and other alternative transportation facilities to establish continuous networks that support healthy communities;

6.2 Install paved shoulders on County arterial and collector roadways where feasible;

6.3 New projects in NMUGAs will be designed and constructed considering pedestrian facilities;

6.4 Promote connections between modes of transportation at public transit facilities;

6.5 Promote a connected system of multi-use paths to encourage active transportation, recreation and physical activity;

6.6 Promote public beaches for human-powered water craft access;

6.7 Encourage innovative and cooperative approaches among public agencies and private parties to provide recreation opportunities and public access;

6.8 Encourage linkage of parks, recreation areas and shoreline public access points with linear systems, such as hiking trails, bicycle routes, and scenic drives.

2. Existing Condition of Transportation Facilities

The inventory of existing transportation facilities describes the foundation for the transportation and land use conditions utilized for analysis, decision-making, and the Goals and Policies (Chapter 1). This chapter contains maps, statistics, and other information that provide a picture of the transportation system in its current condition.

Personal vehicles are the predominant mode of transportation within the County, where the majority of Island County residents work within the County. Snohomish County is the largest work destination outside of Island County, where residents may commute by personal vehicle or ferry route. For ferry routes to/from Mukilteo in Snohomish County or Port Townsend in Jefferson County, commuters may connect to off-island transit providers or other modes.

Island County is unique due to its composition of two disconnected islands. This arrangement creates an interesting challenge for those who need to travel between Whidbey and Camano Islands. For those without personal water or aircraft, moving between the islands currently requires either taking the Clinton-Mukilteo Ferry and travelling through Western Snohomish County, or crossing Deception Pass Bridge and travelling through both Skagit County and the Northwestern corner of Snohomish County. The result is a minimum 90 minute trip to travel less than five miles.

The first section of this chapter provides an overview of planning standards and classification schemes used to manage the County's transportation system. The sections that follow describe the existing infrastructure in Island County's unincorporated areas by each of the travel modes (vehicles, ferries, transit, non-motorized, and other) included in the County transportation network.

2.1. Planning Context

Long-range transportation plans build on existing transportation facilities available for residents to travel to home, work, and other destinations. There are almost 35,000 people that make up the workforce within Island County. The majority of these workers are Island County residents. There are also a significant number of Islanders who travel to other nearby counties for work. Over 5,000 people commute to Snohomish County, where many are employed by Boeing at the airplane factory located adjacent to Everett's Paine Field. Skagit and King Counties are also significant employment destinations, with over 2,000 Island County workers commuting to each of those counties. In addition, there are also over 1,500 workers living in Snohomish County that come to jobs located in Island County. Skagit County also adds substantially to Island County's workforce, with almost 1,000 people arriving each workday via the Deception Pass Bridge.

Most travel within Island County occurs on roadways, which provide public space for vehicles, transit, bicycles, and pedestrians. Roadways are classified by their intended function and desired service to provide a hierarchy of roadways. The County recognizes two functional classification systems that are maintained at the County and Federal levels. This section provides an overview of the planning context for the Transportation Element and includes

descriptions of functional classification systems for roadways, concurrency management, level-of-service standards (LOS), and State Environmental Policy Act (SEPA) requirements.

Island County Functional Classification

The Island County Functional Classification defines the characteristics of individual roadways to accommodate the travel needs of all roadway users. The design of cross-sections for existing and planned roadways is tied to the functional classification as described in *Island County Code: Title 11.01*. Island County has classified its street system into five primary categories: State Highways, Major Arterials, Secondary Arterials, Collectors, and Local Access streets. The following sections describe the general characteristics of each functional classification designation. A map of the existing County functional classification is provided in Figure 2-1.

State Highway

The State Highway system serves as the primary arterial roadway system within Island County. State Highways connect many of the subareas within the County, including Oak Harbor and Clinton on Whidbey Island and Camano Island to the City of Stanwood. WSDOT classifies certain State Highways as highways of Statewide Significance (as described later in this section). The three state highways in Island County are SR 20, SR 525, and SR 532.

Major Arterial

Major Arterials are county maintained roadways that prioritize moving traffic as efficiently as possible within the arterial roadway system. These roadways connect State Highways and provide mobility in areas between towns and communities. Major arterials may also provide access to large land areas or serve a large traffic generator, providing the function of local access. These roadways typically have the highest traffic speeds and volumes of all county roadways.

Secondary Arterial

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

Collector

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

Local Access

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



Island County Roadway Functional Classification

Island County Transportation Element

FIGURE **2-1**

Federal Functional Classification System

In addition to the Functional Classification system adopted by Island County, there are Federal and State roadway designations that are used to determine funding eligibility under Federal-Aid programs. The Federal Functional Classification system provides a hierarchy of roadways as defined by the Federal Highway Administration (FHWA) and is maintained for Washington State roadways by WSDOT[4]. This classification defines the operation of roadways as a network, and arranges the hierarchy of roadways based on the regional function of the system. As a result, the Federal Functional Classification includes several differences to the Island County Functional Classification, which generally focuses on the function of individual roadways as related to adjacent land uses.

Changes to the Federal Functional Classification may be requested through WSDOT with review and approval by the FHWA. Requests are submitted by the local agency for review by the Regional Local Programs Engineer and FHWA. FHWA provides approval, denial, or conditional approval for the request that is supplied back to the local agency. This process is usually completed in 3 months or less. Designations for the National Highway System (NHS) and Highways of Statewide Significance (HSS) are also maintained at the Federal and State levels. A map of the existing Federal functional classification is provided in Figure 2-2.

National Highway System

The National Highway System (NHS) includes the Interstate Highway System as well as other roads important to the nation's economy, defense, and mobility as defined by the Federal Highway Administration (FHWA). SR 20, from I-5 to the Coupeville Ferry Terminal, and Ault Field Road from SR 20 to Langley Boulevard are designated as NHS facilities. The Strategic Highway Network (STRAHNET) is a subsystem of the NHS for facilities which have strategic defense significance. SR 20, from I-5 to the Naval Air Station Whidbey Island, is a designated STRAHNET facility.

Highways of Statewide Significance

WSDOT designates interstate highways and other principal arterials that are needed to connect major communities in the state as Highways of Statewide Significance (HSS). This designation assists with the allocation of some state and federal funding. These roadways typically serve corridor movements having travel characteristics indicative of substantial statewide and interstate travel. SR 20 and SR 525 are classified as Highways of Statewide Significance.

[4] WSDOT Functional Classification Map Application. Available at: http://www.wsdot.wa.gov/mapsdata/travel/hpms/functionalclass.htm



Federal Functional Classification

Island County Transportation Element

FIGURE
2-2

LOS Standards

Level of service (LOS) is a qualitative measure describing the operating conditions for a given transportation facility such as a roadway or intersection. Transportation level of service can be measured by criteria such as level of congestion, travel times or speeds, volume of traffic compared to capacity, frequency of transit service, comfort and convenience, or safety. LOS standards can be based on roadway sections or on intersections, or combinations of facilities or services.

LOS standards are part of the mandatory elements of the County's Comprehensive Plan as required by the GMA. The GMA indicates that the transportation element shall include "level of service standards for all locally owned arterials and transit routes to serve as a gauge to judge performance of the system. These standards should be regionally coordinated." The transportation element needs to identify specific actions and requirements for bringing into compliance locally owned transportation facilities or services that operate or will operate below the established level of service standard.

For purposes of the Transportation Element, the County has adopted LOS standards for transportation facilities under its jurisdiction as required under GMA. Island County must also address level of service standards on highways of statewide significance and ferry routes serving the County. However, the LOS standards for these facilities are set by WSDOT.

Evaluating LOS for roadways with transit service is vital to maintaining the on-time performance of local transit service. Roadways with transit routes are evaluated under Island County's LOS standards for the roadway network (Section 2.2). Island Transit does not currently maintain transit LOS standards that pertain to the frequency and quality of transit within the County.

In addition, the County needs to review its LOS standards within the context of the regional policies established by WSDOT. Furthermore, the County needs to coordinate its LOS standards with cities located within the County, especially as they apply to development within future designated Urban Growth Areas (UGAs).

Transportation Concurrency Management

The County must ensure the transportation system meets the needs of new development. The primary regulatory mechanism to achieve this is referred to as concurrency, which is mandated in the GMA. The requirements in the GMA (RCW 36.70A.070(6)(b)) state that:

> *"…local jurisdictions must adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a locally owned transportation facility to decline below the standards adopted in the transportation element of the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development… concurrent with development shall mean that improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years."*

The County uses a concurrency management program to ensure transportation facilities are constructed as development occurs. Island County is unique under current state law which requires counties made up of islands to apply concurrency to those facilities designated as

Highways of Statewide Significance (HSS). In other counties, the concurrency requirements do not apply to HSS facilities. While this requirement might seem to unfairly penalize Island County, the GMA offers some flexibility by allowing local jurisdictions to define, measure, monitor, and maintain LOS according to the land use and transportation system priorities adopted in their unique local Comprehensive Plan.

Concurrency Service Areas

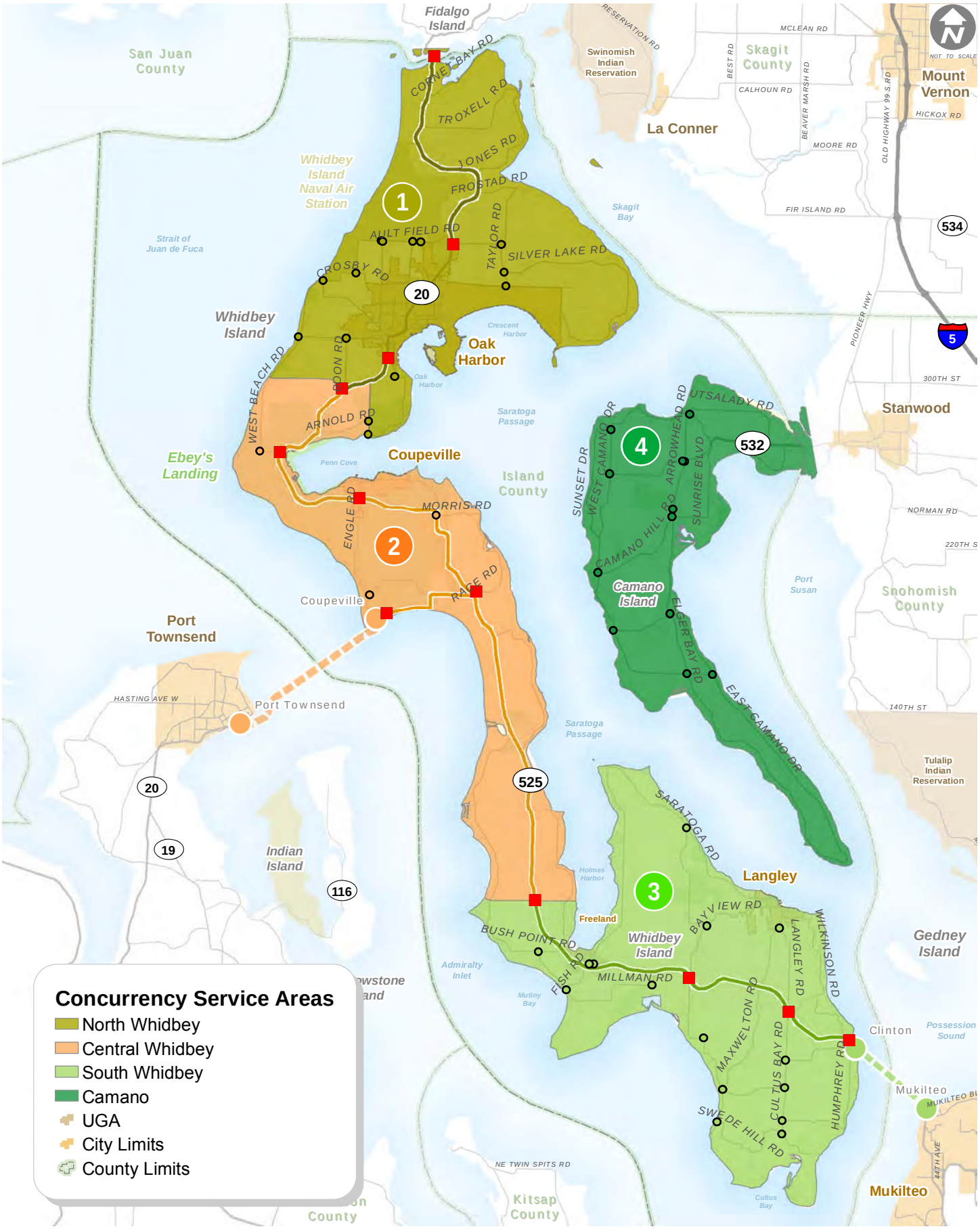
Creating Concurrency Service Areas (CSAs) allows concurrency issues to be defined by the location of the development proposal within the County. This ensures that concurrency evaluations in one part of the County do not prohibit development where different major transportation facilities are used in another part of the County. The proposed CSAs coincide with the Island County Planning Areas (Camano Island and North, Central, and South Whidbey) as shown in Figure 2-3.

The concurrency service areas are used to apply the LOS standards to the state highways, ferry routes, and County intersections as described in the following section. The details and agreement of LOS standards on state facilities are contained in the Memorandum of Understanding (MOU) between the County and WSDOT.

Prior to the 2015 update of its Transportation Element, Island County used an intersection-based LOS standard for managing concurrency. For county-owned facilities located within designated urban areas, the standard was LOS D. For county-owned facilities located in outlying rural areas, the standard was LOS C. In locations where county facilities intersect non county-owned facilities (such as city streets or state highways) the standard was LOS E for urban areas and D for rural areas. As part of the 2015 update, the County revised its LOS standard as part of a parallel update to the Concurrency Ordinance.

The County determined that two components were important to defining the adequacy of its transportation system for the purposes of concurrency. The first was the ability to maintain a reasonable travel speed for major corridors serving the County. Additionally, the County wants to ensure that intersections on state highways and arterials operate without extensive delays during peak travel periods. To accommodate these two objectives, the County established a travel speed-based LOS standard for designated corridors and a second standard for designated intersections.

In addition to establishing LOS standards for corridor travel speeds and designated intersections, the County periodically reviews intersection operations through updates to the Transportation Element. The most recent results from the 2015 update to the Transportation Element and a comparison to the results from the previous 2000 Transportation Element is contained in the Traffic Operations section of this chapter. This is an important methodology for assessing the overall health of the roadway network as it provides an update on how the transportation system has changed since the previous plan. Intersection safety is also part of State Environmental Policy Act (SEPA) requirements as described later in this section.



Concurrency Service Areas and Transportation Facilities

Island County Transportation Element

FIGURE **2-3**

Concurrency LOS Standards

As part of the Transportation Element update, the County determined that three components of the transportation network are most important to defining the adequacy of its transportation system. The facilities tested for concurrency include:

- Highways of statewide significance corridors serving the County are evaluated based on minimum average travel speeds during peak travel periods that correspond to LOS thresholds in the Highway Capacity Manual (Transportation Research Board, 2010);
- Ferry service to and from Whidbey Island is evaluated based on the level of service standards set by Washington State Ferries (WSF); and
- Intersections of roadways federally-classified as arterials or collectors (including roadways with transit routes) with other arterials or collectors are evaluated based on intersection delays during peak travel periods.

Corridor Level of Service Standards

Island County and WSDOT have agreed that weekday PM peak hour travel speeds along state highways are critical to maintaining the adequacy of these routes. Highways within Island County are generally two-lane facilities intersected by unsignalized intersections and driveways. The majority of these highways pass through rural areas of light to moderate development. There are also some segments that pass through commercial areas with greater amounts of development. Speed limits are generally lower on these stretches of highway. These characteristics are generally consistent with the Class III two-lane highway definition in the *Highway Capacity Manual* (HCM 2010). HCM 2010 defines LOS for these facilities by the percent of free flow speed for traffic, which represents the ability of vehicles to travel at or near the speed limit, on highway segments.

The percent of free-flow speed (PFFS) range that represents LOS D for Class III two-lane highways is between 66.7 and 75 percent. LOS D was selected based on the table of *Level of Service Standards for Washington State Highways* (WSDOT, 2010). For each concurrency corridor, a minimum average travel speed based on the PFFS will be applied to concurrency review. The average travel speeds on the corridors are set at 70 percent of the posted speed limit (within the range for LOS D). The standards are applied during over the weekday evening commute, typically from 4:00 to 6:00 p.m., where roadways regularly experience the highest traffic volumes and slowest travel speeds within the County. The travel speeds account for the total average speed of a vehicle, including delays at the intersections between the limits of each segment.

For each of the corridor segments, the County has established a minimum average travel speed which will be applied to concurrency review. These corridors measured for LOS consist of several segments along the three state highways within the County. The extents of the corridors end at major intersections, including at near city limits, or CSA boundaries. The following corridors and extents are contained within one of the four CSAs and have LOS standards set as described in the *Island County Transportation Concurrency Management Program* (2015):

- SR 20
    - Deception Pass Bridge to Oak Harbor City Limits

    - Oak Harbor City Limits to Hastie Lake Road
    - Hastie Lake Road to Libbey Road
    - Libbey Road to Main Street (Coupeville)
    - Main Street (Coupeville) to Race Road/SR 525
    - Race Road/SR 525 to Coupeville Ferry Terminal
- SR 525
    - Race Road/SR 20 to Mutiny Bay Road (Freeland)
    - Mutiny Bay Road (Freeland) to Bayview Road
    - Bayview Road to Langley Road/Cultus Bay Road
    - Langley Road/Cultus Bay Road to Clinton Ferry Terminal

As part of a new Memorandum of Understanding (MOU) with WSDOT, the status of these corridors will be updated periodically.

Ferry Routes

For the purposes of concurrency, ferry routes are considered extensions of the roadway network and subject to concurrency LOS standards. The details of the level of service standards for the ferry routes are contained in the Ferry Service section of this chapter. Ferry routes serving the County are operated by WSDOT under the Washington State Ferries (WSF). The Port Townsend-Coupeville and Mukilteo-Clinton ferry routes are included in the Central Whidbey CSA and South Whidbey CSA, respectively.

Ferry LOS is reviewed for concurrency in the associated CSAs according to the LOS standards established in the *Final Long-Range Plan* (WSF, 2009). WSF LOS standards include two levels, where Level 1 LOS standards indicate when additional pricing and operational strategies might be needed, and Level 2 LOS standards indicate when additional service might be needed.

For purposes of implementing the County's concurrency program, "Level 2/Mitigated" is the LOS standard. This standard requires implementation of transportation mitigation when the level of service for ferry routes exceeds Level 2 standards. While WSF may implement potential mitigation strategies once Level 1 standards are exceeded, the County will require development proposals within CSAs exceeding Level 2 standards to implement mitigation measures as part of the condition of development approval. Decisions on what mitigation measures are appropriate will be determined on a case-by-case basis by the Island County Public Works Director.

Intersection Level of Service Standards

The County has established LOS standards for intersections on Arterials, Collectors, and transit routes. The standards apply to both signalized and unsignalized intersections according to the standard practices contained in the *Highway Capacity Manual* (Transportation Research Board, 2010).

Signalized intersection LOS is defined in terms of a weighted average control delay for the entire intersection. Control delay quantifies the increase in travel time that a vehicle experiences due to the traffic signal control as well as provides a surrogate measure for driver discomfort

and fuel consumption. Signalized intersection LOS is stated in terms of average control delay per vehicle.

Unsignalized intersections LOS criteria can be further reduced into two intersection types present within Island County: all-way stop control and two-way stop control. All-way stop control intersection LOS is expressed in terms of the weighted average control delay of the overall intersection or by approach. Two-way stop-controlled intersection LOS is defined in terms of the average control delay for each minor-street movement (or shared movement) as well as major-street left-turns. The County establishes LOS standards based on the type of intersection as described below.

- **Traffic Signals, Roundabouts, and All-Way Stop Controlled Intersections** – LOS D or better based on overall average delay per vehicle.
- **Unsignalized Two-Way Stop Controlled Intersections** – LOS E or better for worst traffic movement. On a case-by-case basis, the County may allow the level of service for traffic movements from the minor streets at two-way stop controlled intersections to operate below the adopted standard, if the County determines that no significant safety or operational issues will result.

The lower LOS standard for unsignalized, two-way stop controlled intersections reflects the desire to minimize delays on the major street and through street traffic, while supporting safe and efficient operations for minor streets. The County typically will apply the intersection LOS standard to the weekday PM peak hour. The County may, however, define additional evaluation periods for intersection review in order to identify if potential impacts would occur. These could include weekday AM peak hour, weekends, or other time periods depending on the type and location of a proposed development.

State Highway Level of Service Standards

WSDOT sets LOS standards for Washington State Highways of Statewide Significance (HSS) jointly with regional transportation planning organizations (RTPOs) across the state. These LOS standards can also be used for SEPA evaluations and are contained in Appendix 29 of the *Development Services Manual*[5].

WSDOT has established LOS standards for Urban and Rural designations in Island County based on UGA boundaries. For HSS located in Urban areas the standard is LOS E, and for HSS located in Rural areas the standard is LOS D. Within Island County, these standards apply to SR 20 and SR 525. LOS standards for state highways of non-HSS are established at the same thresholds: LOS E for Urban areas and LOS D for Rural areas. SR 532 is a non-HSS route in Island County.

[5] Development Services Manual. WSDOT. 2005. Available at: http://www.wsdot.wa.gov/Publications/Manuals/M3007.htm

State Environmental Policy Act (SEPA)

Island County and WSDOT will continue to use SEPA to review the impacts of new development on roadways and intersections. The SEPA review would be used to evaluate impacts on:

- Safety, such as horizontal curvature issues, sight distance, non-motorized, and other
- Intersection operations, level of service, and queue impacts
- Roadway congestion
- Transit and Non-motorized transportation

SEPA review is based on the development project having an adverse impact. Assessment of transportation impacts under SEPA depends on the conditions for each transportation facility or service serving a new development. If adverse impacts are identified, the County can condition the development to provide mitigation to offset or reduce its impacts. This mitigation would help improve the transportation system, at least to the extent of mitigating project impacts.

2.2. Roadway Network

The street and highway system provides mobility and access for the majority of travelers and accommodates multiple types of modes. Roadways on Whidbey and Camano Island do not directly connect to one another, but both include major roadways within the transportation system. These roadways comprise the predominant routes of travel within Island County and include a range of purposes, which are analyzed for operations in this transportation plan.

- Camano Island – A series of major and minor county roadways circulate around Camano Island. These roadways connect to SR 532 on the northeast end of the island. SR 532 serves as the primary connection to the mainland across Davis Slough and the Stillaguamish River via the Camano Gateway Bridge, connecting to the City of Stanwood in Snohomish County.
- Whidbey Island – SR 20 and SR 525 transect Whidbey Island and serve as the primary north-south facilities for roadway travel. SR 525 provides access to the Clinton Ferry at the south end of the Island. The Clinton Ferry takes passengers, bicyclists, and motor vehicles to the City of Mukilteo in Snohomish County. SR 20 provides access to the Coupeville Ferry at approximately the mid-point of the island. The Coupeville Ferry takes passengers, bicyclists, and motor vehicles to Port Townsend in Jefferson County on the Olympic Peninsula. SR 20 also provides a roadway connection to the mainland via the Deception Pass Bridge. The Deception Pass Bridge is at the north end of Whidbey Island and connects to Skagit County. Other roads feed into these state highways and connect local neighborhoods, cities, towns, and recreational areas at wider sections of the island.

Separate summaries for the traffic volumes and traffic operations at intersections are presented in the following sections.

Traffic Volumes

This section describes vehicle traffic volumes on Island County roadways. Traffic counts have been collected at several locations on State Highways and County roadways. Traffic counts are continuously collected on SR 20 near Coupeville by a permanent traffic recorder and maintained in a statewide database by WSDOT. Traffic counts are also collected at select locations by WSDOT on an annual basis to provide traffic volumes based on seasonally adjusted traffic counts.Traffic counts on County roads are maintained in a database at the County Road Administration Board. These are typically updated on a three-year rolling basis to maintain a base of traffic counts throughout the county.

State Highways

State Highways carry the majority of vehicle volumes in Island County. These roadways have the greatest number of travelers and are maintained by WSDOT. Traffic counts collected on these roadways are summarized into Average Annual Daily Traffic (AADT) volumes that are seasonally-adjusted to account for fluctuations in travel due to summer peaks or winter lows. AADTs are reported in Island County for the sole permanent traffic recorder location, which is on SR 20 east of Rhododendron Park Drive (Station #706). Exhibit 2-1 shows the AADT for this location on SR 20 from 1994 through 2013.

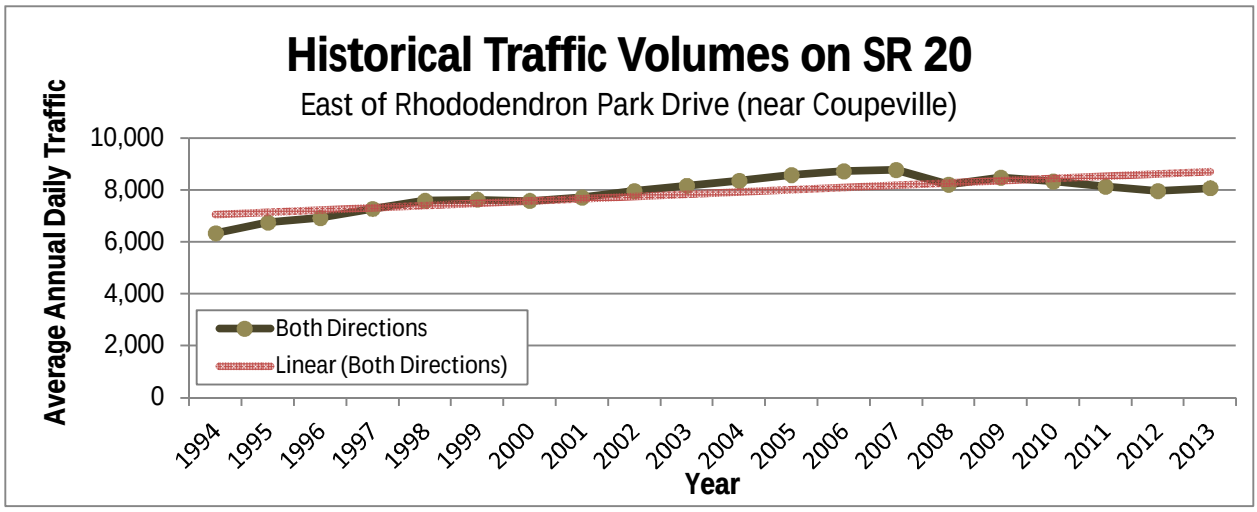


Exhibit 2-1 Historical AADT for SR 20

As shown in the graph above, traffic volumes on SR 20 in Island County have grown slightly over the past two decades, but have generally remained steady. Traffic volumes on SR 20 at this location are around 8,000 average daily trips for the most recent year available. The linear trend line shows an average of 1.3 percent growth in roadway volumes per year. However, the upward trend in traffic volumes has slowed and even reversed since 2007. In a recent five year period of available data, there has been a decline in traffic volumes at a rate of approximately 1.5 percent per year between 2007 and 2012, followed by a slight increase in traffic volumes.

Island County Roadways

An extensive data collection effort is performed by Island County for many Arterial and Collector roadways each spring. Tube counts are collected along several roadways on Whidbey and Camano Islands to collect average daily counts (ADT) and peak hour counts by direction. Traffic volumes at key locations are shown in Figure 2-4. Peak hour traffic counts at major intersections throughout the County are also collected periodically to support analysis of intersection traffic operations. The most recent turning movement counts (TMCs) were available from 2008 through 2010 at many of the key study intersections previously studied in the *Island County Transportation Element* (2000). TMCs were adjusted based on the tube counts collected by WSDOT and Island County to arrive at traffic volumes for the 2012 analysis year.



2012 Existing PM Peak Hour Traffic Volumes

Island County Transportation Element

FIGURE **2-4**

Traffic Operations

Existing traffic operations were evaluated for intersections previously studied in the 2000 plan and other locations that were selected as locations that the County is aware of potential operational or safety concerns. This is an important methodology for assessing the overall health of the roadway network as it provides an update on how the transportation system has changed since the previous plan. In addition, intersection traffic operations provide a snapshot of the health of the roadway network by providing:

- Delays experienced by drivers at intersections,
- Information on pinch points in the system, and
- A picture of non-motorized mode use through counts collected at intersections.

Traffic operations includes a technical analysis to evaluate how drivers experience traveling through the roadway system. It is applied to existing and forecast conditions to assist in identifying issues and potential improvement options. Traffic operations are compared to level of service (LOS) standards established by jurisdictions and local agencies.

Existing Operations Results

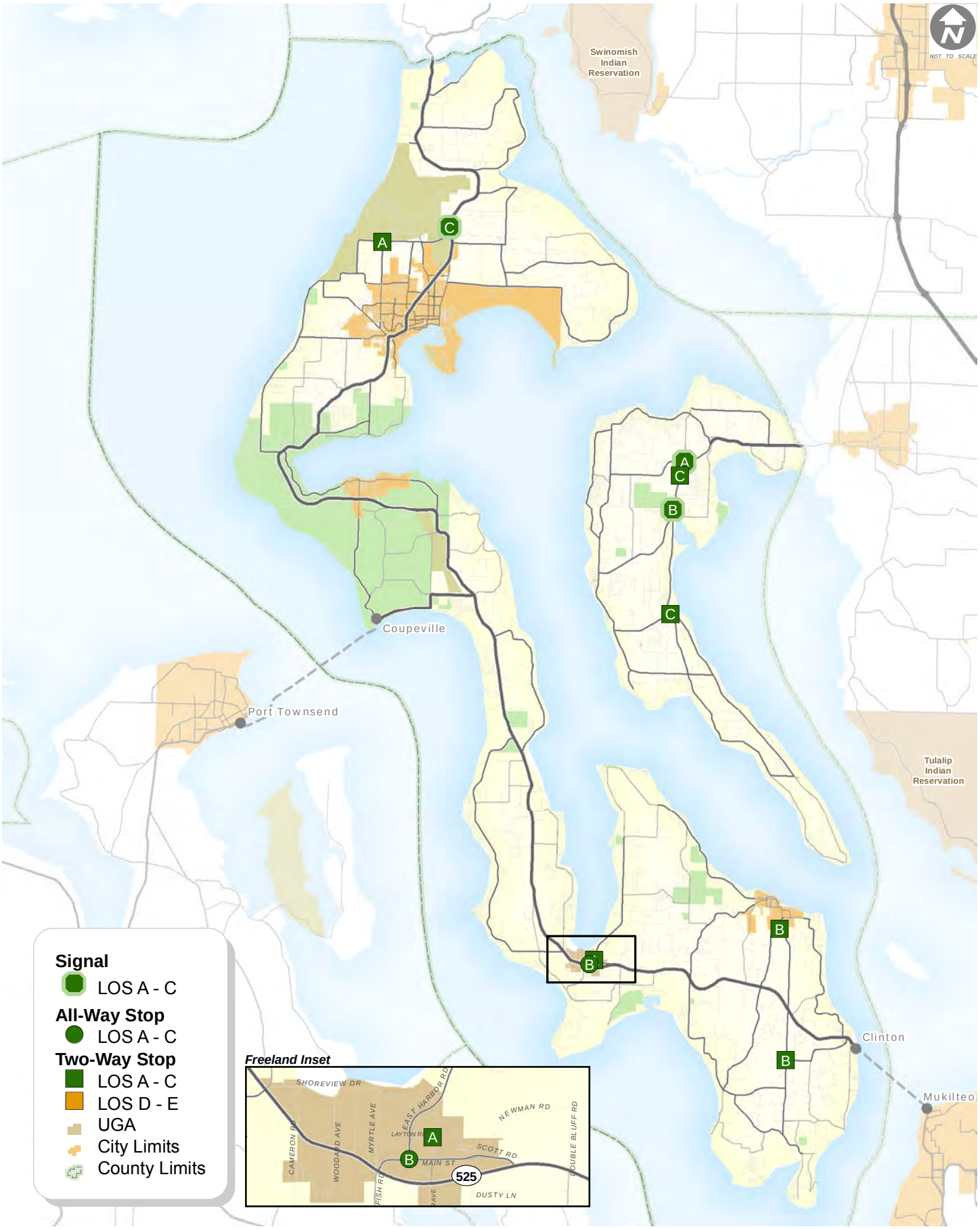
Intersection traffic operations were evaluated at several intersections in the County based on the standards and practices contained in the *Highway Capacity Manual* (Transportation Research Board, 2010). Intersection levels-of-service were evaluated using a traffic planning and analysis software called Synchro version 8.0 for the PM peak hour. The evening peak hour was selected due to the higher typical traffic volumes occurring during that time period for a single hour between 4 and 6 p.m. Exhibit 2-2 shows the LOS results and provides a comparison back to the 1996 LOS results contained in the previous Transportation Element to observe changes over time at key intersections in the County.

As shown in the table, all of the intersections operate at LOS C or better during the weekday PM peak hour. The installation of a signal at East Camano Drive/ Cross Island Road has maintained or improved operations at that intersection. A couple of other locations show an improvement to LOS at unsignalized, two-way stop-controlled intersections. This is likely due to changes in the HCM methodology that have been applied in newer versions of the manual. The 2012 PM peak hour results are also shown Figure 2-5.

Exhibit 2-2 Year 2012 Existing Conditions LOS Summary

Intersection	Jurisdiction	Intersection Control[2]	1996 PM Peak Hour LOS	2012 PM Peak Hour		
				LOS[3]	Delay[4]	CM[5]
SR 20 / Ault Field Road	WSDOT	Signal	-	C	29	--
Heller Road / Clover Valley Road / Ault Field Rd	Island County	TWSC	C	A	9	EB
Harbor Avenue / Layton Road[6]	Island County	TWSC	-	A	9	WB
East Harbor Road / Main Street	Island County	AWSC	C	B	11	EB
Langley Road / Maxwelton Road	Island County	TWSC	B	B	10	EB
Cultus Bay Road / Deer Lake Road	Island County	TWSC	B	B	12	WB
East Camano Drive/ Cross Island Road	Island County	Signal	C[1]	B	12	--
East Camano Drive / McElroy Drive[6]	Island County	Signal	-	C	15	WB
East Camano Drive / Camano Hill Road	Island County	Signal	B[1]	A	6	--
East Camano Drive / Elger Bay Road / Monticello Drive	Island County	TWSC	B	C	20	EB

[1] – Unsignalized intersection LOS evaluation.
[2] – Signal - Traffic Signal; AWSC - All-Way Stop Control; TWSC - Two-Way (or one-way) Stop Control.
[3] – Level-of-service based on *2010 Highway Capacity Manual* methodology.
[4] – Average delay in seconds per vehicle.
[5] – Worst movement reported for unsignalized intersections.
[6] – Not subject to Concurrency requirements.



2012 Existing PM Peak Hour Intersection Level of Service

FIGURE **2-5**

Island County Transportation Element

Traffic Safety

Collision records for the most recent complete five-year period were reviewed for all collisions reported in Island County. Historical safety data was collected from WSDOT for the period of January 1, 2008 to December 31, 2012. Exhibit 2-3 summarizes the collision history records by year for State Highways and County Roads.

Exhibit 2-3 Island County Collision History (January 1, 2008 to December 31, 2012)

Location	2008	2009	2010	2011	2012	5-Year Total
State Highway Collisions						
Fatality[1]	1	0	3	1	4	9
Injury[2]	93	102	95	100	98	488
PDO[3]	198	216	174	213	203	1,004
Subtotal	*292*	*318*	*272*	*314*	*305*	*1,501*
County Road Collisions						
Fatality	2	1	2	3	2	10
Injury	97	113	77	95	96	478
PDO	156	178	152	163	161	810
Subtotal	*255*	*292*	*231*	*261*	*259*	*1,298*
State Highway and County Roads Collisions						
Fatality	3	1	5	4	6	19
Injury	190	215	172	195	194	966
PDO	354	394	326	376	364	1,814
Total	*547*	*610*	*503*	*575*	*564*	*2,799*

Source: WSDOT Collision Reports
1. Collisions with at least one fatality
2. Collisions with at least one injury
3. Collisions with property damage only

As shown in the table, there were nearly 2,800 reported collisions in Island County over the five year study period. This is an average of 560 collisions reported per year, with slightly more occurring on State Routes (average of 300 per year) than County Roads (average of 260 per year). The year with the highest number of collisions is 2009, where 610 collisions were reported on State Highways and County Roads. Many of the collisions that occurred on County and State roadways are single vehicles running off the road or striking fixed objects. While some of these collisions occurred along curves on roadway, there are few discernible patterns to these types of roadway collisions.

Collision records for State Routes were further analyzed to calculate historical collision rates for comparison to statewide averages. Collision rates are calculated based on the number of vehicle miles traveled (VMT) derived from the roadway length and AADT volumes. This provides a common denominator for comparing the number of collisions on roadways with different traffic volumes and lengths.

Exhibit 2-4 summarizes collision rates for State Highways in Island County over the 5-year study period.

Exhibit 2-4 State Route Collision Rates (January 1, 2008 to December 31, 2012)

Roadway	Length (mi.)	5-Year Total Crashes	Crashes / Year	AADT[1]	MVM[2]	Collision Rate[3]
State Highways						
SR 20	29	1,005	201	22,000	232.9	0.86
SR 525	22	425	85	10,000	80.6	1.05
SR 532	3	71	14	17,000	18.0	0.79
Total	**54**	***1,501***	***300***	***49,000***	***332***	***0.91***

Source: WSDOT Collision Reports
1. AADT – Average Annual Daily Traffic for 2012 (from WSDOT Traffic Report)
2. MVM – Million Vehicle Miles
3. Average number of crashes per million vehicle miles traveled

Statewide in 2010, Principal Arterials (as classified by the Federal Functional Classification) experienced a collision rate of 1.68 crashes per million vehicle miles of travel on Principal Arterials[6]. As shown in Exhibit 2-4, collision rates per million vehicle miles of travel on the Principal Arterials within Island County range between 0.86 for SR 20 and 1.05 for SR 525, both below the statewide average. Collectors experienced a statewide collision rate of 1.37 crashes per million vehicle miles of travel, while SR 532 in Island County had an average collision rate 0.79, also below the statewide average.

The severity of collisions on State Highways was summarized to determine the number of fatality, injury, and property damage collisions that were reported on the roadways. Exhibit 2-5 shows the severity of collisions on state routes recorded during the most recent 5-year period of crash data obtained from WSDOT.

Exhibit 2-5 State Route Collision Severity Summary (January 1, 2008 to December 31, 2012)

		Number of Collisions			Number of Occupants		
Roadway	Total Crashes	Fatality[1]	Injury[2]	PDO[3]	Fatalities[4]	Injuries[5]	Vehicles[6]
State Highways							
SR 20	1,005	6	345	654	8	483	1,789
SR 525	425	2	111	312	2	147	691
SR 532	71	1	32	38	1	47	144
Total	***1,501***	***9***	***488***	***1,004***	***11***	***677***	***2,624***

Source: WSDOT Collision Reports
1. Number of collisions with at least one fatality
2. Number of collisions with at least one injury
3. Number of collisions with property damage only (PDO)
4. Total number of fatalities
5. Total number of injuries
6. Total number of vehicles involved

As shown in the table, there were 11 fatalities on State Highways in Island County over the 5-year study period due to 9 separate collisions. Over the same period, there was an average of 1.39 injuries per collision that resulted in an injury. Similarly, an average of more than 2 vehicles was involved in each property damage only reported collision, showing that many collisions reported during the study period involved multiple vehicles.

[6] *Washington State Collision Data Summary*. WSDOT. 2010.

Freight Routes

The Washington State Freight and Goods Transportation System (FGTS) classifies highways, county roads, and city streets according to the average annual gross truck tonnage they carry. Truck tonnage values are derived from actual or estimated truck traffic count data that is converted into average weights by truck type[7]. The FGTS uses five truck classifications, T-1 through T-5, depending on the annual gross tonnage the roadway carries.

- T-1: more than 10 million tons per year
- T-2: 4 million to 10 million tons per year
- T-3: 300,000 to 4 million tons per year
- T-4: 100,000 to 300,000 tons per year
- T-5: at least 20,000 tons in 60 days and less than 100,000 tons per year

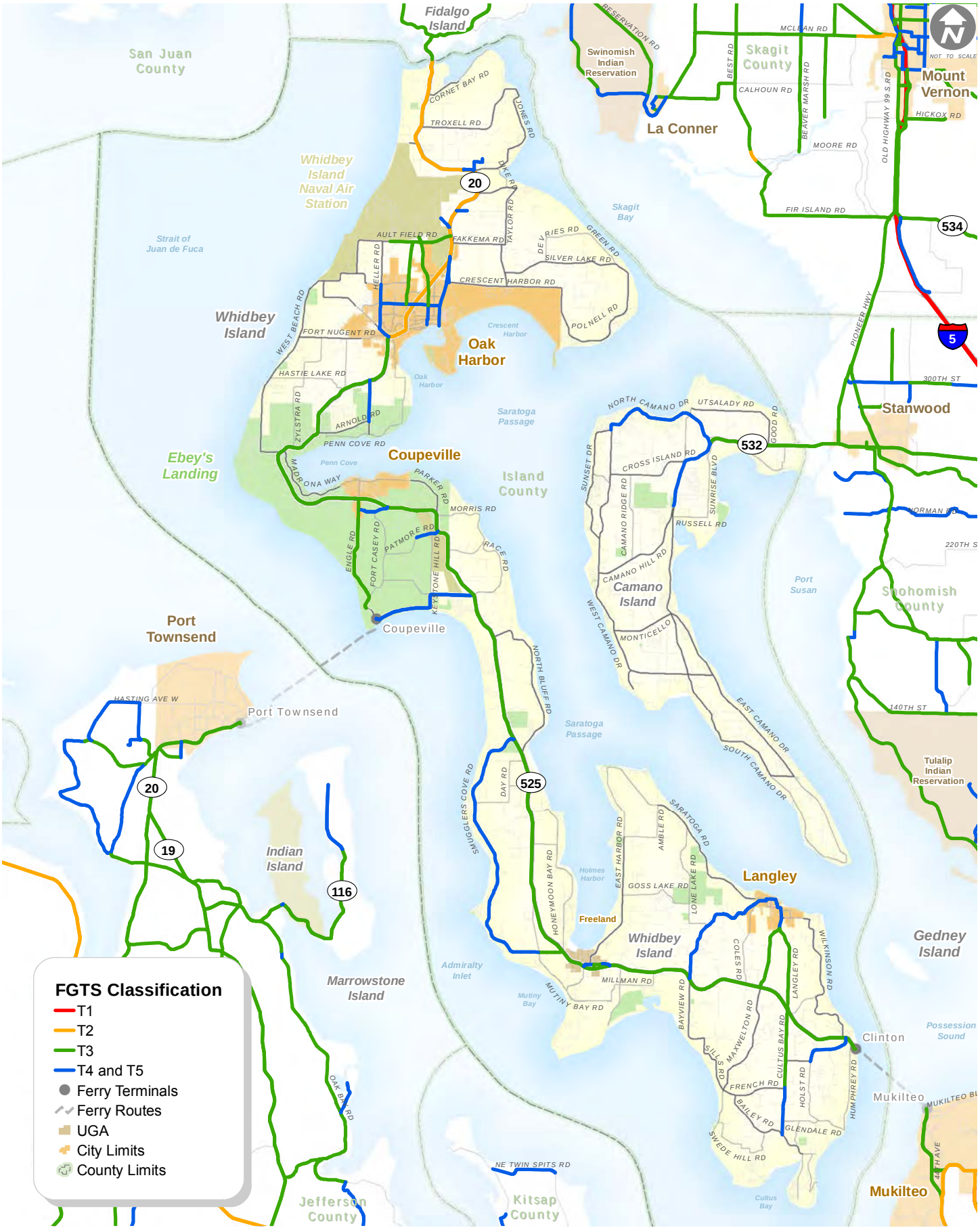
Routes with the highest annual gross tonnage, T-1 and T-2 routes, are also identified as Strategic Freight Corridors.

Figure 2-6 shows the FGTS classifications in Island County. The highest classification road in Island County is for SR 20 from Deception Pass Bridge through the City of Oak Harbor which is classified as a T-2 route. The remaining segments of SR 20, SR 525, and SR 532 are T-3 routes, along with short spurs to ferry terminals and towns. Several other important freight routes are county roads on Whidbey and Camano Islands

Freight Movements

As part of the Eastern Washington Intermodal Transportation Study (EWITS)[8], a statewide freight truck origin and destination study was conducted to collect statewide freight data. This survey included 30,000 truck driver interviews at 20 separate locations across the state. The results of this survey indicated that the majority of truck traffic originating from or destined to Island County comes from the City of Oak Harbor. The predominant routes for all truck trips include SR 20, SR 525 and SR 532 for all or part of their trip within Island County.

[7] *Washington State Freight and Goods Transportation System (FGTS) 2011 Update*. WSDOT. 2011.
[8] *The Eastern Washington Intermodal Transportation Study*. Washington State University. 1999.



Freight and Goods Transportation System

FIGURE **2-6**

Island County Transportation Element

2.3. Ferry Service

Scheduled ferry service to Island County is provided by the Marine Division of the WSDOT, generally referred to as the Washington State Ferries (WSF). Ferry routes are depicted in figure 2-7. This system provides two connections to Whidbey Island via the following routes:

- **Mukilteo–Clinton Route** links southern Whidbey Island at Clinton to the Everett/Seattle metropolitan area at Mukilteo in Snohomish County.
- **Coupeville–Port Townsend Route** links the central portion of Whidbey Island near Coupeville to the Olympic Peninsula at Port Townsend in Jefferson County.

These two routes serve several trip purposes, including recreational-related and tourist trips, commuter-related and business trips, and freight movements as an extension of the highway system. In 2013, WSF completed a comprehensive origin-destination study that documents the travel patterns of their customers. The study was intended to help WSF better match services with customer needs, make ferry operations as efficient as possible, and capture more data that will feed into the ferry travel model for use in the upcoming update of the WSF Long-Range Plan. The complete 2013 study is available on the WSF website[9].

Mukilteo-Clinton Ridership

WSF provides ferry service for vehicles and pedestrians directly to Whidbey Island from Mukilteo through the ferry terminal located in Clinton. Historically, ferry ridership grew rapidly between the mid-1970s and late-1990s until reaching a generally steady state since about 2000. Ferry ridership to and from Whidbey Island, via the Clinton and the Mukilteo Terminals for the most recent 15 years of available data is shown in Exhibit 2-6.

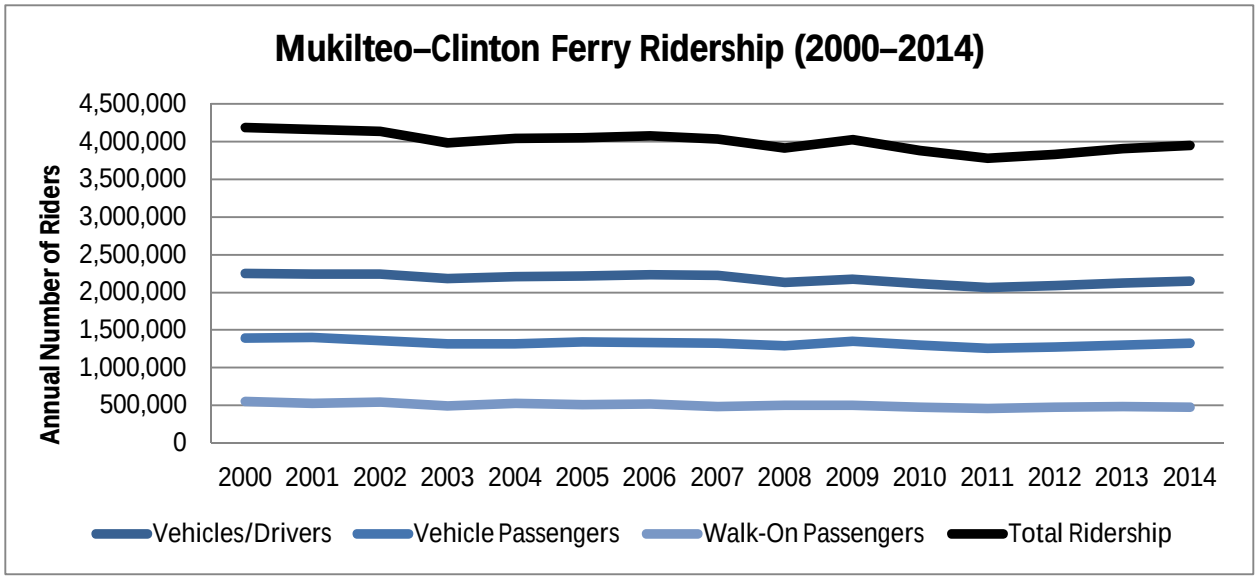


Exhibit 2-6 Historical Mukilteo-Clinton Ferry Ridership

[9] The website for the 2013 study was http://www.wsdot.wa.gov/Ferries/Planning/odsurvey.htm at time of writing.

As shown in the chart, there have been approximately 4 million annual riders on the Mukilteo-Clinton route over the last 15 years. This dipped slightly between 2009 and 2011, but is shown to be rising again with the most recent data available from 2014. Typically there is a slight increase in ridership on this route during the summer, with about 30% of total ridership occurring during the third quarter. The first quarter sees the lowest ridership, with about 21% of the total represented. The Mukilteo-Clinton route caters slightly more to commuters, which describes the more consistent ridership as compared to other ferry routes in the region. There have also been approximately 500,000 annual walk-on passengers. These ferry riders either access the terminal via transit, non-motorized modes, or the park-and-ride facilities located near the Clinton terminal.

Coupeville-Port Townsend Ridership

WSF provides ferry service for vehicles and pedestrians directly to Whidbey Island from Port Townsend through the ferry terminal located near Coupeville. Similar to the Mukilteo-Clinton route, ferry ridership grew rapidly between the mid-1970s and late-1990s. Ferry ridership to and from Whidbey Island, via the Coupeville and the Port Townsend terminals, for the most recent 15 years of available data is shown in Exhibit 2-7.

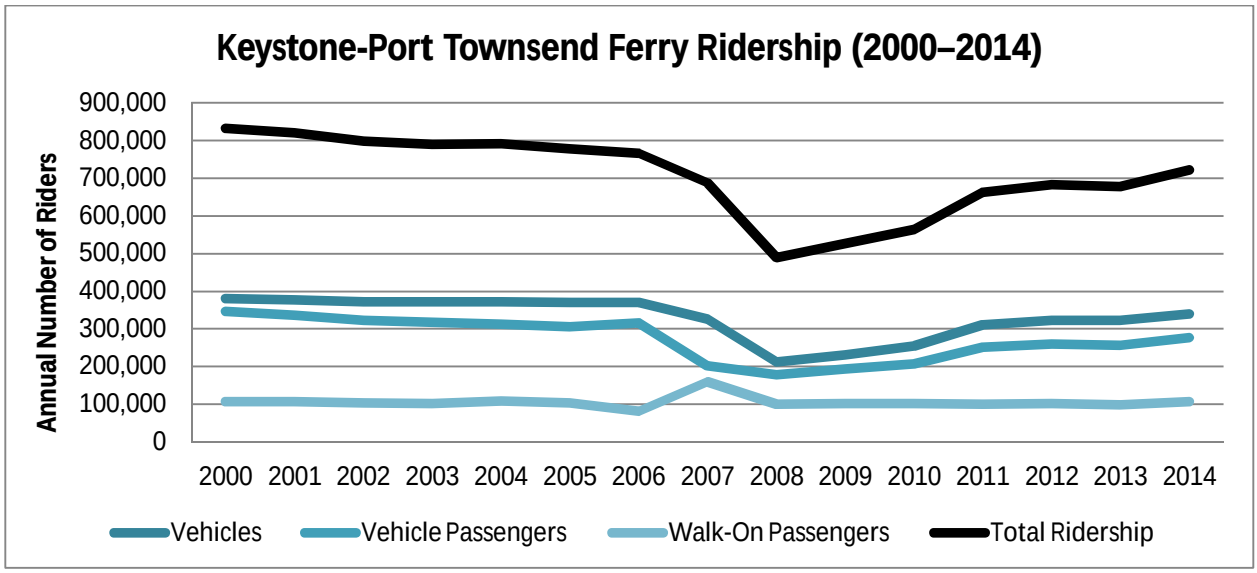


Exhibit 2-7 Historical Keystone-Port Townsend Ferry Ridership

As shown in the figure, there was a significant dip in the number of total passengers between 2006 and 2008. During this same period, however, there was a rise in the number of walk-on passengers. This significant change in ridership is due to a period of service disruption where there was no vehicle service from December 2007 through January 2008. Between February 2008 and October 2010, there was a smaller boat operating on the run until a full-sized vessel continued service from November 2010 through June 2011. Service was restored in July 2011 with the addition of a second boat during the peak season. The most recent ridership numbers available show over 700,000 total annual riders and approximately 100,000 walk-on passengers on the Coupeville-Port Townsend route in 2014. The summer months see the highest percentage of total annual ridership, with 40% of boardings occurring during the third quarter. The first quarter represents the lowest proportion at 15% of total annual boardings for this route.



Ferry Routes

Island County Transportation Element

FIGURE
2-7

LOS Standards

The *Final Long-Range Plan* (WSF, 2009) established a new methodology for assessing levels-of-service (LOS) on ferry routes. The approach includes two LOS standards that allow WSF to first employ targeted adaptive management strategies on a route before adding capacity. This tiered approach to measuring congestion is based on the percent of sailings that are full during three months of the year: January, May, and August.

The *Final Long-Range Plan* includes an analysis of 2006 ridership data and LOS standards by route. LOS Standards are adjusted for different months of the year. For example, the percent sailings full is higher in August as compared to other months during the year to account for peak travel on ferry routes in the summer. A future update to the *Final Long-Range Plan* may include LOS standards that are different from those in the most recent plan.

Level 1 and Level 2 LOS Standards are measured by the percent of sailings full during the evening commuter period from 3-7 p.m. When the Level 1 LOS Standards are exceeded, they may trigger a demand management mechanism. When the Level 2 LOS Standards are exceeded, they may trigger additional ferry service. More recent ridership data and LOS results are anticipated to be included in an update to the *Final Long-Range Plan* that WSF is expected to begin in the summer of 2015. Exhibit 2-8 summarizes the results of the data currently available for the Mukilteo-Clinton and Coupeville-Port Townsend Routes.

Exhibit 2-8 2006 Existing Estimated Percent Sailings Full and LOS Standards by Route

Route	Estimated Percent Sailings Full (2006)	Level 1 LOS Standards[1]	Level 1 Exceeded?	Level 2 LOS Standards[2]	Level 2 Exceeded?
Mukilteo-Clinton Route					
January	**22%**	25%	No	65%	No
May	**32%**	25%	**Yes**	65%	No
August	**39%**	30%	**Yes**	75%	No
Port Townsend-Coupeville Route					
January	**12%**	25%	No	75%	No
May	**14%**	30%	No	75%	No
August	**37%**	35%	**Yes**	85%	No

[1] – Level 1 LOS Standards indicate when additional pricing and operational strategies might be needed.
[2] – Level 2 LOS Standards indicate when additional service might be needed.

Based on 2006 ridership data, both routes are under Level 1 LOS Standards for the month of January, and the Coupeville-Port Townsend is also within Level 1 LOS Standards for May. However, the estimated percent sailings full for the remaining three analysis periods exceeds the LOS standard set for that particular route.

For both routes, adaptive strategies have already been initiated; fares have started (with the 2013 and 2014 fare changes) to increase at a slightly faster rate for vehicles than passengers to encourage more passengers than vehicles in response to higher ridership. Additionally, beginning in 2011, small cars (under 14 feet in length) were given a fare break compared to standard cars to encourage more travelers to use smaller cars when possible, freeing up car

deck space. The Port Townsend route also implemented a vehicle reservation system starting in 2009 to increase reliability for travelers on this route.

2.4. Transit

Transit service is a fundamental piece of the transportation network that operates on state highways and county arterials, as well as county collectors on both Whidbey and Camano Islands.

The transit services available in Snohomish and Skagit Counties are important to residents of Island County, particularly weekday commuters who work on the mainland. The primary locations where Islanders can access these services are in Mukilteo, Port Townsend, Stanwood, and March's Point Park and Ride in Anacortes.

Mukilteo offers the most transit options. There are currently three different transit providers with stops within walking distance from the ferry terminal;

- Sound Transit's *Sounder* commuter train offers four trips into Seattle's King Street Station on the North Line during the morning commute hours, and four return trips in the afternoon. During the rainy season, however, the tracks are prone to landslides and service disruptions are not uncommon.
- Community Transit provides five commuter bus trips to and from downtown Seattle on weekdays, as well as service to the Lynnwood Transit Center six days per week. The Lynnwood Transit Center is well connected to Sound Transit's frequent express bus service as well as a significant number of local routes operated by Community Transit that extend to major destinations throughout Snohomish County.
- Bus service to downtown Everett is provided by Everett Transit throughout the day each weekday, and also operates four shuttle trips to the Boeing factory during peak commute times.

Community Transit also offers reliable service from Stanwood that is useful for Camano Island residents, including two weekday commute trips to Boeing and two to downtown Seattle. Service is also available to Smokey Point throughout the day, six days per week. Island Transit provides a shuttle between Terry's Corner Park and Ride and Stanwood to make it easy for Camano residents to leave their car on the island when connecting to transit in Snohomish County.

In addition to bus service, Island Transit currently has over 60 registered vanpools that Island County residents use to commute. Over 40 percent of these vanpools, travel to the Boeing factory in Everett from either Whidbey or Camano Islands. Major off-island destinations include the Microsoft campus in Redmond, various other Eastside locations, and Downtown Seattle. Vanpoolers travelling aboard ferries enjoy registered high-occupancy vehicle status, making them exempt from having to wait in line at the terminals.

Fixed Route Service

Transit service is funded through a tax-based transit district and operated by Island Transit. There are close to 15 fixed service bus routes on Whidbey and Camano Islands. These routes serve communities across the county. Island Transit has more frequent service during peak hours, particularly those serving commuter travel.

Paratransit Service

Island Paratransit is a curb-to-curb service for registered, eligible persons of disability who are unable to use the regular bus service. Island Paratransit is based upon the same days and hours, by route structure, as the regular scheduled route service. The basic service is a corridor centered on the scheduled route and extending three-fourths of a mile on either side of the route.

Vanpool Program

Island Transit operates a vanpool program for groups of people that have similar schedules and share a commute to and from work or school. In 1988, Island Transit's Board of Directors adopted a vanpool administration policy modeled after the policy developed by the Municipality of Metropolitan Seattle's (Metro) Commuter Pool Program. This policy provides a clear schedule of reimbursements as well as comprehensive rider and driver agreements.

Park-and-Rides

Park-and-rides allow transit users to drive private vehicles to a centralized location and ride transit to their ultimate destination. In rural areas these can be a critical component of the transit system as they extend the reach of transit routes to farther origins or destinations. There are nine park-and-ride lots in Island County at the sites shown in Exhibit 2- 9.

Exhibit 2- 9 Park-and-Ride Facilities

Name	Location	Number of Parking Spaces
Clinton Park and Ride	SR 525 / Deer Lake Road	200
Bayview Park and Ride	SR 525 / Bayview Road	85
Freeland Park and Ride (Trinity Lutheran Church)	SR 525 / Woodard Road	70
Greenbank Park and Ride	SR 525 / Bakken Road	20
Langley Noble Creek Transit Park	Camano Avenue / Sandy Point	64
Coupeville Prairie Station Transit Park	SR 20 / S Main Street	48
Oak Harbor Park and Ride	SR 20 / Hoffman Road	33
Soundview Shopper Park and Ride	SR 20 / Troxell Road	15
Terry's Corner Park and Ride	SR 532 / Sunrise Boulevard	80

Source: WSDOT Park and Ride Database

As shown in the table, approximately 615 parking spaces are available across all park and ride facilities in Island County. The Clinton Park and Ride has the highest number of total parking spaces, with 200 available for personal vehicles. Island Transit has purchased several additional properties, shown in Exhibit 2-10 to accommodate future park & ride lots as funding becomes available. No formal studies on the usage of park and rides in Island County were available at the time of this report.

Exhibit 2- 10 Future Park-and-Ride Opportunities

SR 525 / Bush Point Road intersection near Freeland
SR 20 / SR 525 Intersection near the Coupeville Ferry
South Camano Dr / East Mountain View Road Intersection near Camano State Park
SR 20 / Parker Road near main transit facility

Transit Ridership

Ridership information is collected by transit operators to observe the annual and seasonal trends for transit service provided. Island Transit ridership increased steadily from 2010-2013 and decreased in 2014 due to service cuts and alterations. The most recent year of data available shows Island Transit had approximately 760,000 annual riders.

LOS Standards

Evaluating LOS for roadways with transit service is vital to maintaining the on-time performance of local transit service. Roadways with transit routes were evaluated under Island County's LOS standards for the roadway network (Section 2.2). Island Transit does not currently maintain transit LOS standards that pertain to the frequency and quality of transit within the County.

2.5. Non-Motorized

The non-motorized transportation network consists of facilities for residents and visitors to participate in active transportation and recreation activities in Island County. A combination of on-street facilities and off-street pathways provide the core network for walkers, cyclists, and other non-motorized users to travel. A comprehensive non-motorized network will provide "linkages between communities, access points, major parks and natural areas, points of interest, and other destinations." (*Island County Non-Motorized Plan*, 2006).

The existing non-motorized facilities documented in this section of the plan are based on an inventory conducted in the summer of 2005, as documented in the *Island County Non-Motorized Plan*, and updated with new facilities as they were constructed.

Non-Motorized Facilities

Non-motorized facilities vary across Island County to include a range of types that are suited for pedestrians, cyclists, and other types of non-motorized users.

Sidewalks

Sidewalks are the primary pedestrian facility within towns and developed areas. Many of the downtown areas including Freeland, Oak Harbor, Coupeville, and Langley provide sidewalks. Along with off-street trails, sidewalks are the primary facility type for pedestrians. Cyclists may also use sidewalks within many of these jurisdictions provided they yield right-of-way to pedestrians. Because sidewalks are typically focused on serving local travel within Island County, they are not shown on any of the non-motorized system maps.

On-Street Facilities

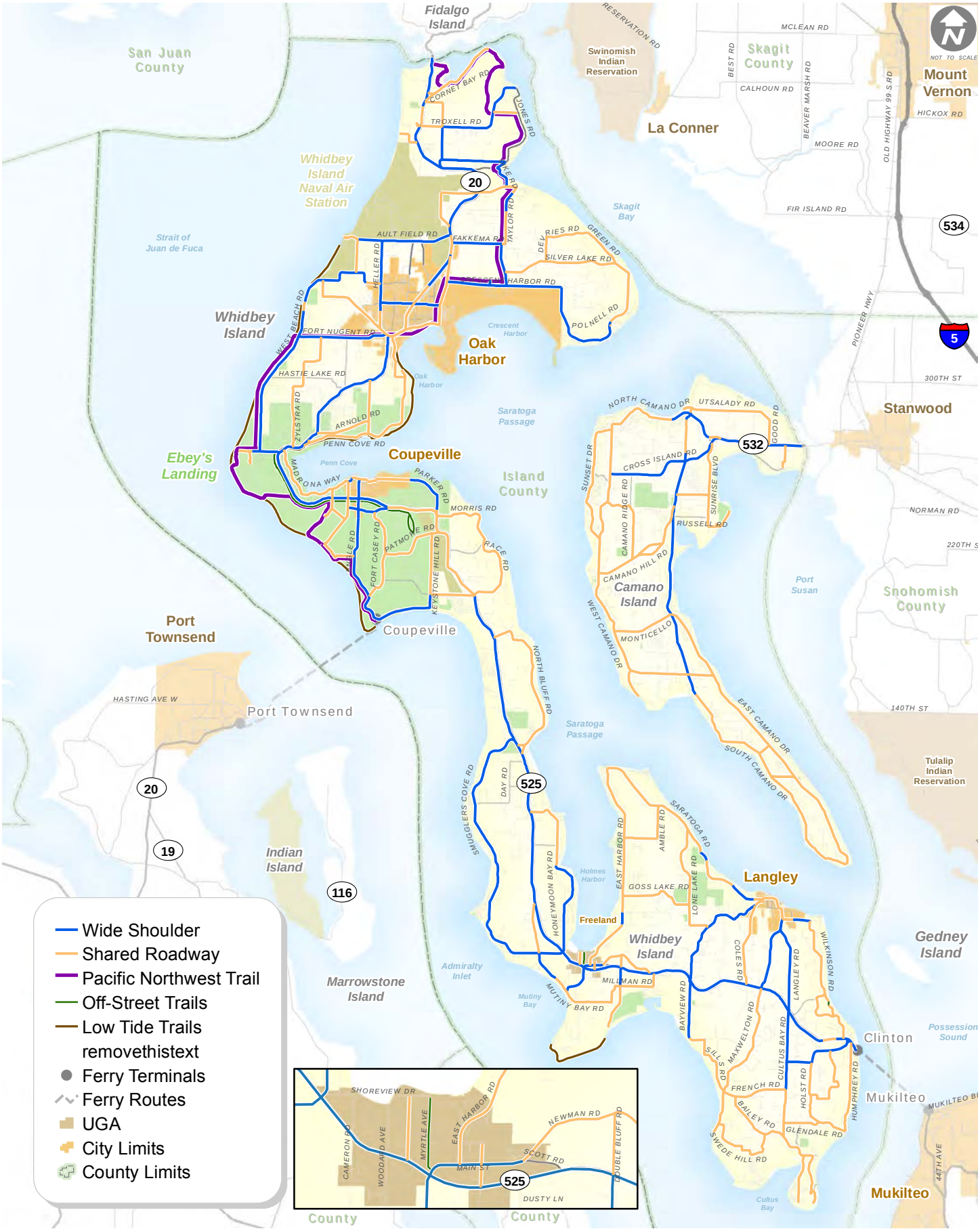
On-street facilities include the bicycle lanes, striped shoulders, and shared roadways that comprise the non-motorized facilities on State Highways and County Roads. These facilities are primarily used for commuter and utility travel between and within the urbanized areas of Island County. Recreational and tourist activities in the county also use these routes. The on-street facilities are shown in Figure 2-9.

Bicycle Lanes

Bicycle lanes are dedicated striped roadway space for cyclists that are typically in both directions on the edge of the traveled way. They are marked with a wide white stripe and parking is prohibited. Main Street and Harbor Avenue in Freeland are currently the only county roads that have sections with bike lanes.

Striped Shoulder

Striped shoulders are on the edge of the traveled way for vehicles. Striped shoulders are considered non-motorized facilities where there is a reasonable distance available for pedestrians and cyclists to travel with minor impact to motor vehicles. For the purposes of this plan, this facility type only includes roadways with striped shoulders 4 feet or greater in width. Striped shoulders with at least 4 feet of usable width typically provide enough comfortable space for non-motorized users, while narrower striped shoulders often result in non-motorized users being forced into the other travel lanes.



Non-Motorized Transportation System

Island County Transportation Element

FIGURE **2-8**

C:\Users\B.Wood\Desktop\TEGIS\Figure 2-9 Non-Motorized Facilities.mxd

Shared Roadway

Shared roadways include roadways with striped shoulders less than 4 feet wide, roadways without striped shoulders, and roadways with curbs. On shared roadways, non-motorized users share the travel lane with motor vehicles.

Off-Street Facilities

Off-street facilities include the trail network and recreational beach walks comprised of the low-tide trails in Island County. These types of facilities are generally used for recreational purposes, but may also serve commuter and utility travel between urban areas in Island County. The off-street facilities are shown in Figure 2-9.

Trails

The Island County Non-Motorized Plan designates both high-standard, medium-standard, and Wildland Trails. For the purposes of the county-wide transportation element, standard trails are separated from the roadways and vary in width from approximately 5 feet to 12 feet wide. ADA access is provided on many trails, but not all.

High-standard trails are typically, a well engineered multiuse trail with a paved or compacted surface (no loose gravel), formal access, and high-quality user amenities. A high-standard trail follows easy to moderate grades and is generally ADA accessible. Tread width may vary from six to twelve feet or more, although eight to ten feet is more common. This facility type tends to be more common in urban areas but may be used for major regional connections as well, and some may be suited to touring bikes.

Medium-standard trails have a smooth, durable surface that may be paved, gravel, or native soil, and they are generally well constructed and maintained. They are usually narrower than high-standard trails and often vary between often vary between three and six feet in width, with five feet being more common. Occasional steep grades are possible. Formal access is normally provided, along with limited user amenities. ADA accessibility may or may not be provided. These trails are common in urban, rural, and wildland locations.

Wildland trails can range from primitive user-built trails that are poorly built or maintained, to well maintained, but relatively narrow trails on a native soil surface, with varying grades, dips, and turns. They are generally less than three feet in width and can have many steep sections, drainage challenges, or occasional obstructions. Most lack user amenities and tend to be located in rural or wildland areas with limited (or lacking) formal access.

Low-Tide Trails

Low-tide trails, or beach walks, are regionally significant stretches of firm sand or gravel that allow for walking during low to moderate tides. These do not follow a constructed pathway, but are shown as trails on the non-motorized maps. Only walkable beaches that are owned by the public, are of significant length, and have reasonable access are included in the inventory.

Non-Motorized Volumes

The number of non-motorized travelers is increasing across the state of Washington. As part of the Washington State Bicycle and Pedestrian Documentation Project, bike and pedestrian

counts were conducted in 2008, 2011, and 2012 at three different locations in Oak Harbor. Statewide counts of pedestrian and cyclists conducted every fall since 2008 have shown an overall increase of 10 percent up to the most recent counts available from 2012[10].

[10] *Washington State Bicycle and Pedestrian Documentation Project*. WSDOT. 2012.

Non-Motorized Safety Data

Collision records were reviewed for pedestrian and bicycle crashes on State Highways and Island County roadways. Collision records during the most recent 5-year period of crash data obtained from WSDOT were analyzed for collisions that involved non-motorized users. Exhibit 2-11 shows the total and severity of these collisions within Island County.

Exhibit 2-11 Non-Motorized Collision Summary (January, 1 2008 to December 31, 2012)

Roadway User	Total Crashes	Fatality Collisions[1]	Injury Collisions[2]	PDO Collisions[3]	Number of Fatalities[4]	Number of Injuries[5]	Number of Vehicles[6]
State Highway Collisions							
Pedestrian	21	3	15	3	3	20	26
Cyclist	11	0	11	0	0	11	11
Subtotal	*32*	*3*	*26*	*3*	*3*	*31*	*37*
County Roadway Collisions							
Pedestrian	12	0	11	1	0	11	12
Cyclist	11	0	11	0	0	11	11
Subtotal	*23*	*0*	*22*	*1*	*0*	*22*	*23*
State Highway and County Roads Collisions							
Pedestrian	33	3	26	4	3	31	38
Cyclist	22	0	22	0	0	22	22
Total	*55*	*3*	*48*	*4*	*3*	*53*	*60*

Source: WSDOT Collision Reports

1. Number of collisions with at least one fatality
2. Number of collisions with at least one injury
3. Number of collisions with property damage only (PDO)
4. Total number of injuries
5. Total number of fatalities
6. Total number of vehicles involved

As shown in the table, there were 55 total crashes involving non-motorized roadway users on State Highways and Island County roadways. Over the 5-year study period, three fatalities and 53 injuries (from 48 injury collisions) were recorded.

2.6. Other Modes

This section of the report covers other transportation modes that are not explicitly present within Island County, but may be included in the future. These modes include air, rail, and equestrian facilities.

Air Transportation

Island County has three privately owned airfields that allow access;

- Camano Island Airfield, a single runway on North Camano
- A.J. Eisenberg Airport, a single runway on North Whidbey
    - The airport previously had scheduled passenger service provided by Kenmore Air, which ended operations to Oak Harbor in 2008.
- Whidbey Airpark a single runway on South Whidbey

WSDOT's Aviation Division provides information about each of these airports including aerial photos, reference guides and facility reports.[11]

In addition to these locations, there are two naval airfields located at the Whidbey Naval Air Station and Coupeville Naval Outlying Field.

- The Whidbey Naval Air Station is the major air facility in Island County with an air traffic control tower and an instrument approach system. At present, it is used exclusively by military aircraft.
- Coupeville's Naval Outlying Field is also used exclusively by military aircraft. It is primarily used by Navy pilots practicing aircraft carrier landings.

Rail

No rail service presently exists within Island County, although rail terminals are within close proximity of Whidbey Island and Camano Island at nearby towns. Passenger rail service in the region is provided by Sound Transit and Amtrak. While not within the county, rail lines provide key connections for freight and passenger service to the region. Connection to nearby rail facilities may be made via the highway system or water transportation routes extending out from Island County.

Sound Transit operates *Sounder* regional commuter transit service. The closest Sounder train station is located in Mukilteo, which is served by the north line that operates between Everett and Seattle. Sounder trains make four roundtrips per weekday and it takes approximately 50 minutes to travel from Mukilteo to Seattle.

The closest Amtrak rail stations are located in Everett, Mount Vernon, and Stanwood. Intercity passenger rail service is available on the *Cascades* route that operates between Vancouver, BC and Eugene, Oregon.

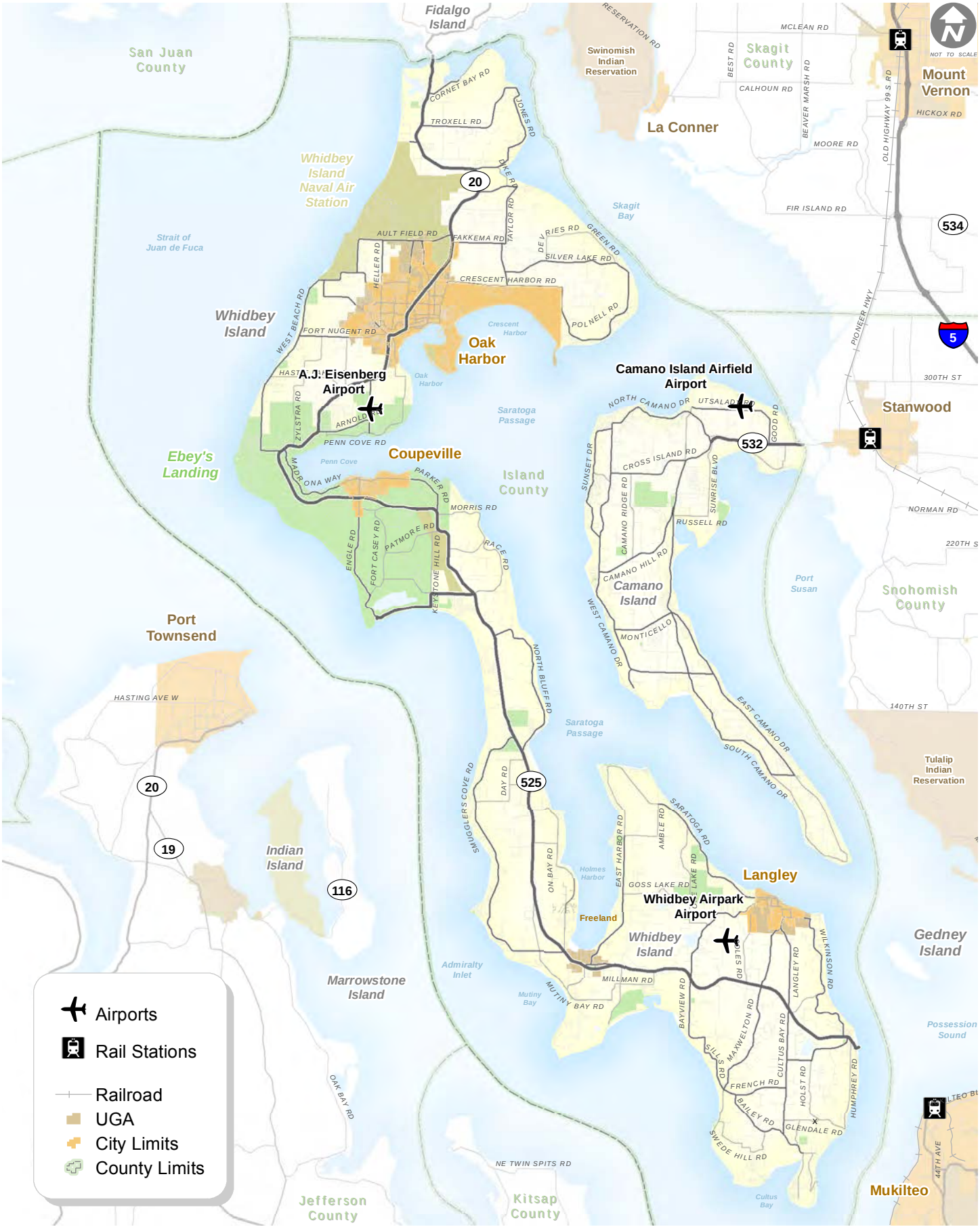
Equestrian Facilities

Currently, there are no public equestrian facilities located in the unincorporated areas of Island County; however, there are multi-use trails including the Kettles Trail in Coupeville, the Putney Woods Trails in Langley, and the Trillium Woods Trails in Greenbank that permit equestrian use. There are also some private riding facilities and trails throughout the County and Langley that have separated horseback riding trails, such as along Anderson and Baker Road rights-of-way and within a separate easement through Cedars Trail residential development. In addition, there are exercise and riding areas at the county fairground near Langley.

Motorcycles

Motorcycles are a popular option for ferry commuters, particularly with Boeing employees who contend with substantial parking lots surrounding the campus. Due to their small footprint, motorcycles are allowed to park closer in to the factory worksite and, like vanpools, are also permitted to bypass long lines of cars at the ferry terminals that are typical during the peak tourist season. These perks make riding a motorbike a reliable way to streamline the commute time for Whidbey Island residents

[11] Available at http://www.wsdot.wa.gov/aviation/AllStateAirports/WashAirports_Northwest.htm at the time of writing.



Air and Rail Transportation Facilities

FIGURE **2-9**

Island County Transportation Element

3. Travel Forecasts Evaluation

The County maintains its transportation system to accommodate future growth and development. The Growth Management Act (GMA)[12] requires that the transportation planning horizon be at least ten years in the future. For the 2016 Transportation Element, the County decided that a longer-range horizon should be used and selected 2036 as the forecast year for vehicle travel. The longer-range horizon year allows the County to better plan for and scale transportation facilities that are needed as the County grows over the next two decades.

A travel demand model for the region was built to support the County's transportation planning efforts in coordination with the Skagit Council of Governments (SCOG), which is the lead agency for the Skagit Metropolitan Planning Organization. The model provides a means for forecasting traffic volumes based on population and employment growth allocations for the County. The tool was developed to allow Island and Skagit Counties to plan independently, while including the transportation connection between the two counties at Deception Pass.

Ferry service is another important component of the transportation system for Island County that is operated and maintained by the Marine Division of the Washington State Department of Transportation, otherwise known as Washington State Ferries (WSF). Planning for the two ferry routes operating between Mukilteo-Clinton and Port Townsend-Coupeville is contained in WSF's *Final Long-Range Plan*[13]. Ridership forecasts for these two routes are based on statewide planning efforts and were evaluated to find any potential constraints on ferry travel to and from the County.

3.1. Land Use Forecasts

Land use forecasts are based on anticipated changes in population and employment within Island County. The travel demand model utilizes forecast land use assumptions to estimate various types of trips that are applied to the transportation network. The land use forecasts included in the travel demand model are intended for planning purposes only. They represent an estimate of future conditions rather than a planned or desired outcome and do not restrict or require specific land use actions.

The land use assumptions are based on the zoning available at the time the model was created. Future forecasts must also incorporate growth in travel demand entering and exiting the County. These travel demands are based on regional population and employment trends as summarized below. More detailed assumptions for land use growth within the County are available in the *Island County Population and Employment Forecast and Allocation Methods* (BERK Consulting, 2014).

The findings in the report indicate that the population is expected to grow by 11%, and employment is expected to grow by 9% over current (2013) numbers for Island County as a

[12] Washington State 36.70A RCW. Available at http://apps.leg.wa.gov/rcw/default.aspx?cite=36.70A.
[13] Washington State Department of Transportation, Ferries Division. Available at http://www.wsdot.wa.gov/ferries/planning/.

whole. The distribution of this increase varies for population throughout Island County's four planning areas; three areas on Whidbey Island and one on Camano Island. Employment is expected to grow uniformly across the county. Exhibit 3-1 and Figure 3-1 summarize 2013 and 2036 total population and number of employees for all four planning areas.

Exhibit 3-1 Existing and Forecast Land Use

Planning Area	Population				Employment			
	2013	2036	% Total Growth	Growth Share	2013	2036	% Total Growth	Growth Share
North Whidbey	37,171	42,989	16%	67%	16,586	18,011	9%	69%
Central Whidbey	12,617	13,448	7%	10%	2,864	3,110	9%	12%
South Whidbey	13,757	14,841	8%	13%	3,552	3,857	9%	15%
Camano Island	15,805	16,679	6%	10%	960	1,042	9%	4%
Total	***79,350***	***87,957***	***11%***	***100%***	***23,962***	***26,020***	***9%***	***100%***

As shown in the table, population is anticipated to grow to nearly 88,000 by 2036. Employment growth for the county is expected to reach 26,000 jobs by 2036.

Population

The County's allocation of 2036 population to the four planning areas is shown in Exhibit 3-2. The amount of population split between urban and rural locations was determined based on the assumption that urban and rural areas will continue to grow relative to each other at the current rate, which is reflected in Exhibit 3-3. The County's official allocations are based on a base year of 2010 and a horizon year of 2036. For purposes of transportation modeling to a more recent base year, the numbers were adjusted to 2012 population figures based on the State Office of Financial Management's annual population estimates for the County and cities.

Exhibit 3-2 Island County Planning Area Population Growth – Baseline/Alternative 1

Planning Area	2010 Pop Census	2012 Pop OFM Est.	2036 Island County Assumed Increase	2036 Island County Pop Est.	2010-2036 Growth	2012-2036 Growth
North Whidbey	36,757	37,171	17.0	42,989	6,232	5,818
Central Whidbey	12,458	12,617	7.9%	13,449	991	832
South Whidbey	13,630	13,757	8.9%	14,841	1,211	1,084
Camano Island	15,661	15,805	6.5%	16,679	1,018	874
Total	***78,506***	***79,350***	***-***	***87,958***	***9,452***	***8,608***

Sources: BOCC Resolution PLG-001-14; OFM 2013; BERK Consulting 2014

Exhibit 3-3 Island County Planning Area Population Growth – Urban and Rural Shares (Baseline/Alternative 1)

Planning Area	Urban/Rural Split		2012-2036 Growth	2012-2036 Pop Net Allocation		
	Urban	Rural		Urban	Rural	Total
North Whidbey	60%	40%	5,818	3,491	2,327	5,818
Central Whidbey	15%	85%	832	125	707	832
South Whidbey	19%	81%	1,084	206	878	1,084
Camano Island	0%	100%	874	0	874	874
Total	***-***	***-***	***8,608***	***3,822***	***4,786***	***8,608***

Sources: OFM 2013; BERK Consulting 2014

The forecast population in Island County is anticipated to grow the most in the North Whidbey planning area, which includes the City of Oak Harbor. Population forecasts for that area show a total growth of approximately 5,800 residents due primarily to additional squadrons expected to be stationed at NAS Whidbey. The other three planning areas are expected to have more modest growth of approximately 2,800 new residents among the three areas.

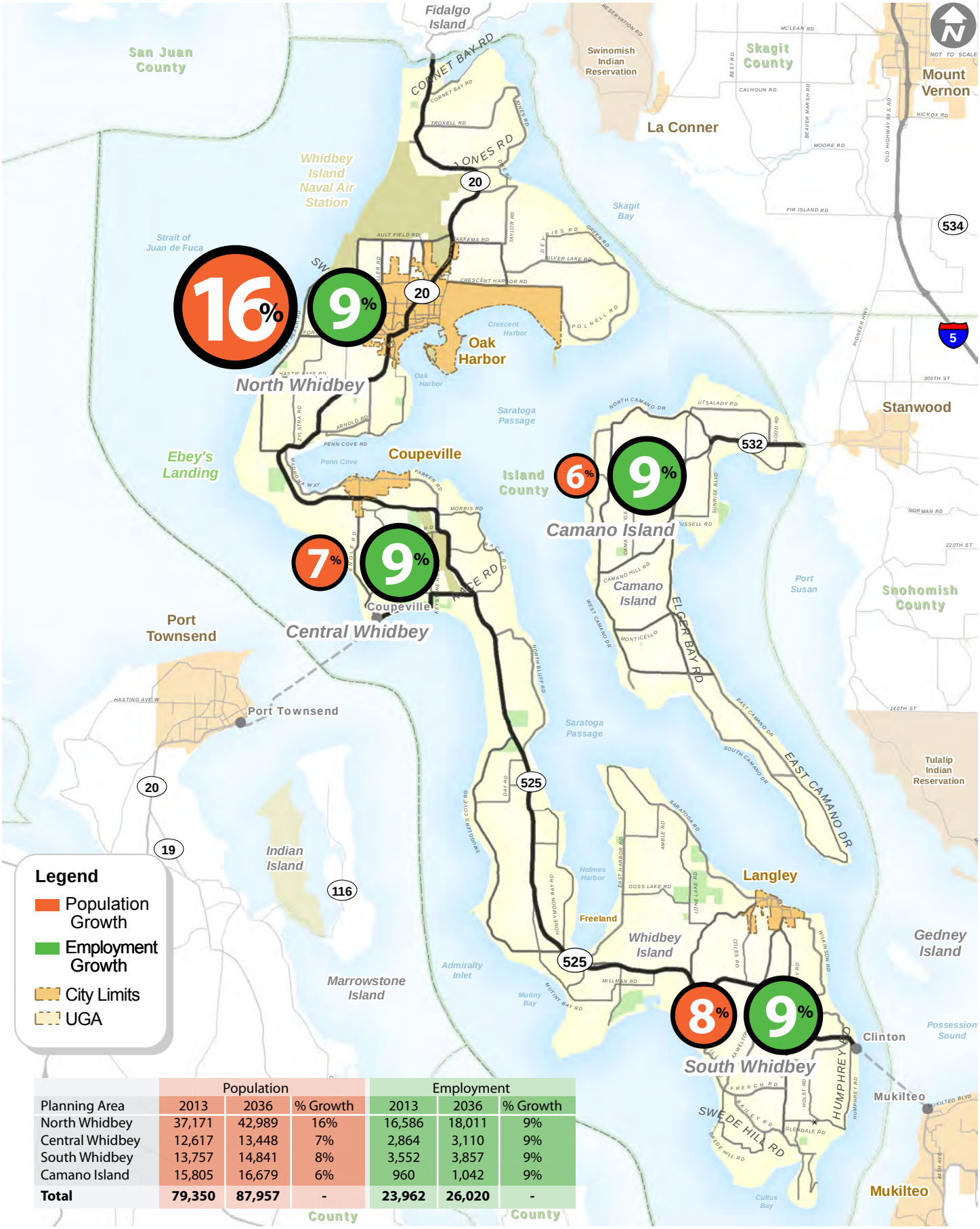
Employment

Forecast employment in Island County is anticipated to grow uniformly Countywide; however the planning areas with the most current (2013) jobs are expected to add the highest number of jobs in the future. The North Whidbey planning area is anticipated to account for approximately 69 percent of the approximately 2,000 jobs to be added Countywide. The other three planning areas would account for approximately 600 jobs in 2036. See Exhibit 3-4.

Exhibit 3-4 Shares of Employment by Planning Area and Urban/Rural Split

Planning Area	2012 Total	2036 Total	County Share	2036 Employment		Urban/Rural Split	
				Urban	Rural	Urban	Rural
North Whidbey	16,586	18,083	69%	7,587	10,496	42%	58%
Military	*7,300*	-	-	*380*	*8,234*	-	-
Central Whidbey	2,864	3,070	12%	2,024	1,046	66%	34%
South Whidbey	3,552	3,841	15%	1,963	1,878	51%	49%
Langley	*592*	-	-	*647*	-	-	-
Freeland	*1,211*	-	-	*1,316*	-	-	-
Camano Island	960	1,026	4%	-	1,026	0%	100%
Total	***23,962***	***26,020***		***11,574***	***14,446***		

Sources: ESD, 2013; SCOG, 2014; BERK, 2014



	Population			Employment		
Planning Area	2013	2036	% Growth	2013	2036	% Growth
North Whidbey	37,171	42,989	16%	16,586	18,011	9%
Central Whidbey	12,617	13,448	7%	2,864	3,110	9%
South Whidbey	13,757	14,841	8%	3,552	3,857	9%
Camano Island	15,805	16,679	6%	960	1,042	9%
Total	**79,350**	**87,957**	-	**23,962**	**26,020**	-

County County

2036 Population and Employment Forecast

Island County Transportation Element

FIGURE **3-1**

3.2. Forecast Travel Conditions

Forecast travel conditions determine where future bottlenecks may occur on the roadway network based on 2036 forecast travel demand and fully funded transportation system projects. Forecast travel demand is based on the forecast land use contained in the travel model and allocated to Transportation Analysis Zones (TAZs). TAZs are defined geographies that contain a mix of land uses and generate trip estimates based on population and employment forecasts. The aggregation of those trips on County roadways provides planners with future snapshot of the transportation system as a whole.

2036 Baseline Traffic Volumes & Improvements

The travel demand model was calibrated with 2014 traffic counts and used to forecast 2036 traffic volumes and travel patterns based on anticipated changes in land use. The forecast traffic volumes show small changes in overall growth on roadways within Island County. Additionally, two other scenarios that represented a higher concentration of growth in urban and rural areas, respectively, showed only minor differences in impacts on future travel patterns. The highest areas of traffic growth are north of Oak Harbor. Roadways within the communities of Langley and Freeland also are anticipated to have additional traffic volumes due to future land use growth concentrated in these communities. Both 2014 and 2036 traffic volumes are shown in Figure 3-2.

The 2036 baseline model and LOS results included roadway capacity improvement projects identified in Island County transportation improvement plans. WSDOT project lists were also consulted for additional roadway safety or capacity improvements. The types of projects included in the 2036 baseline travel demand model from planned and funded County and WSDOT lists only include those that would substantially impact the capacity of roadway links and vehicle travel patterns. The following projects are included in the future baseline model and LOS results:

- Roadway
    - Race Road to Houston Road Connector

- Intersection
    - Honeymoon Bay Road turn lane at Highway 525
    - Harbor Avenue turn lane at Highway 525 (part of minor safety improvements)
    - Clover Valley Road Intersection Improvements
    - Crescent Harbor / Regatta Avenue Intersection Improvements
    - Swantown Road / Heller Road Intersection Improvements



2012 Existing & 2036 PM Peak Hour Traffic Volumes

FIGURE **3-2**

Island County Transportation Element

Forecast Evaluation

The evaluation of the forecast travel model includes an operations analysis of key intersections within the County. The intersections included in the forecast evaluation are the same locations evaluated with the *Highway Capacity Manual* (2010) methodology described in the Inventory of Existing Transportation Facilities (Chapter 2) and are the locations with the most potential for growth. The outcomes of the forecast evaluation are typically used to identify future project locations to improve safety, mobility, and access on County roadways outside of any potential projects driven by concurrency. In this case however, the forecast analysis did not show any significant capacity, safety, or operational issues on County roadways.

As shown in Exhibit 3-5 below, all of the County-controlled intersections are forecast to operate at LOC C or better during the weekday PM peak hour. The sole intersection of a federally-classified arterial with a WSDOT-controlled facility, SR 20 at Ault Field Road, is forecast to operate at LOS D.

Exhibit 3-5 Year 2036 Forecast Conditions LOS Summary

Intersection	Jurisdiction	Intersection Control[2]	2012 PM Peak Hour LOS[3]	2036 PM Peak Hour		
				LOS[3]	Delay[4]	CM[5]
SR 20 / Ault Field Road	WSDOT	Signal	C	D	37	--
Heller Road / Clover Valley Road / Ault Field Rd	Island County	TWSC	A	A	10	EB
Harbor Avenue / Layton Road[1]	Island County	TWSC	A	A	9	WB
East Harbor Road / Main Street	Island County	AWSC	B	B	11	EB
Langley Road / Maxwelton Road	Island County	TWSC	B	B	10	EB
Cultus Bay Road / Deer Lake Road	Island County	TWSC	B	B	13	WB
East Camano Drive/ Cross Island Road	Island County	Signal	B	B	13	--
East Camano Drive / McElroy Drive[1]	Island County	Signal	C	B	14	WB
East Camano Drive / Camano Hill Road	Island County	Signal	A	A	6	--
East Camano Drive / Elger Bay Road / Monticello Drive	Island County	TWSC	C	C	22	EB

[1] – Not subject to Concurrency requirements.
[2] – Signal - Traffic Signal; AWSC - All-Way Stop Control; TWSC - Two-Way (or one-way) Stop Control.
[3] – Level-of-service based on *2010 Highway Capacity Manual* methodology.
[4] – Average delay in seconds per vehicle.
[5] – Worst movement reported for unsignalized intersections.

The forecast evaluation showed that the majority of traffic continues to travel along state routes. Four of the intersections along the state routes on Whidbey Island are forecast to have notable changes to intersection LOS. Of them, SR 20 / Ault Field Road is the most important as it is the only location in Island County where a federally-classified arterial intersects with a state highway. Under existing conditions, this three-legged signalized intersection operates at LOS C. With the forecast volumes along SR 20, the operations at the intersection worsens slightly to LOS D.

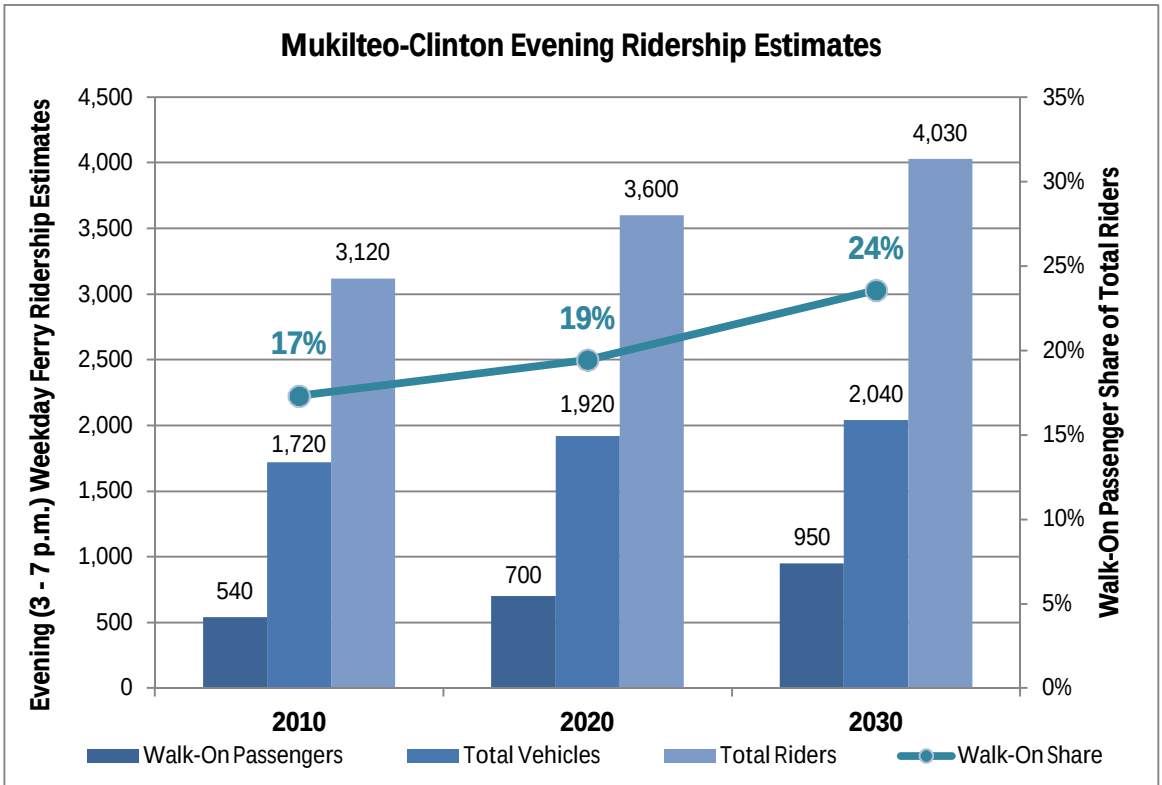
The other three intersections along state highways where changes to LOS are possible are SR 20 / Banta Road, SR 525 / Honeymoon Bay Road, and SR 525 / Double Bluff Road. WSDOT and Island County should consider monitoring these locations as conditions warrant.

3.3. Ferry Service

Ferry service on the Mukilteo-Clinton and Port Townsend-Coupeville routes is anticipated to continue serving Island County residents and recreational travelers in the future. Demand on both routes is forecast to increase, as documented in the *Final Long- Range Plan* (WSF, 2009). An update to the *Final Long-Range Plan* is expected to begin in the summer of 2015 that may have ridership estimates different than those in the existing plan. Ferry ridership is influenced by updates to the County land use plans and shifts in regional travel patterns, both of which may reduce the number of vehicle trips on ferry routes serving Island County.

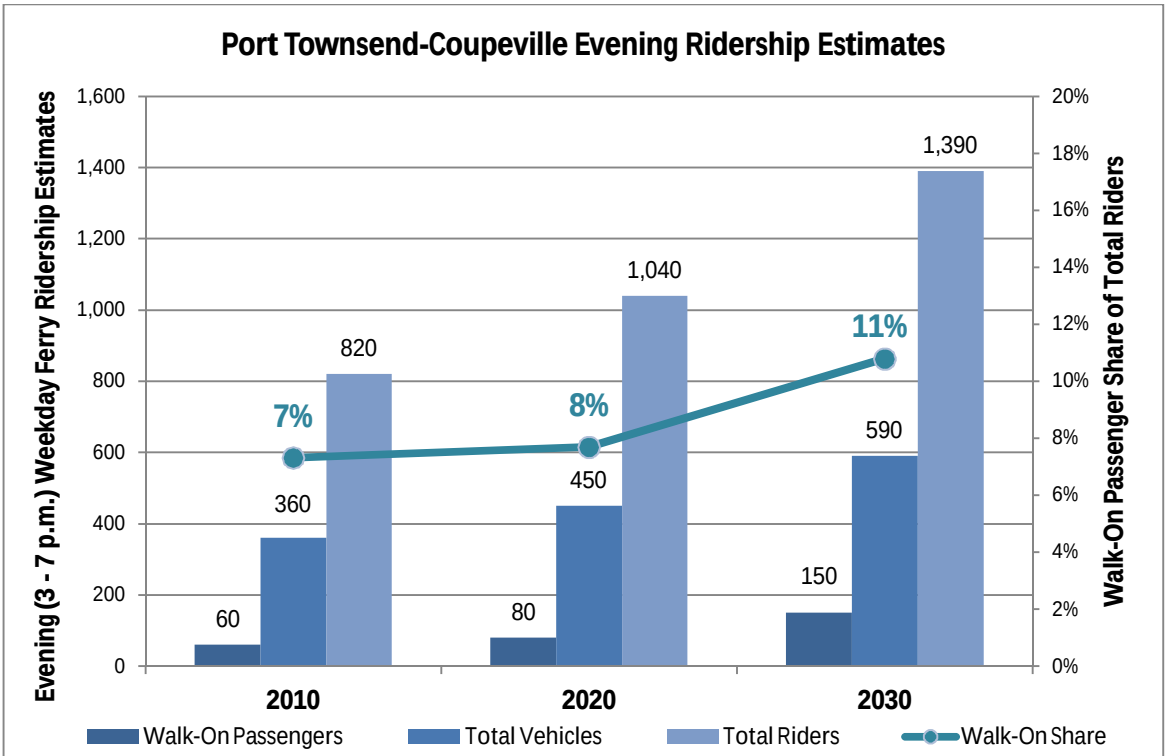
Forecast Ridership

Forecast evening (3:00 – 7:00 p.m.) ridership for ferry routes to and from Whidbey Island is available in the current long-range plan for 2010, 2020, and 2030. Forecasts for the Mukilteo-Clinton and Port Townsend-Coupeville routes are shown in Exhibit 3-6 and Exhibit 3-7. The ridership estimates include 2010, for reference, as the existing ridership when the forecasts were produced.



Data source: *Final Long-Range Plan*. Washington State Ferries, 2009.

Exhibit 3-6 Mukilteo-Clinton Ridership Forecasts by Boarding Method



Data source: *Final Long-Range Plan*. Washington State Ferries, 2009.

Exhibit 3-7 Port Townsend-Coupeville Ridership Forecasts by Boarding Method

As shown in Exhibit 3-6, overall ridership for the Mukilteo-Clinton route is expected to increase for all boarding methods. Growth in the number of passengers is anticipated to outpace growth in vehicle trips. The result is an overall increase in the proportionate share of walk-on passengers, where they are estimated to constitute 24 percent of all trips in 2030.

The forecasts for the Port Townsend-Coupeville route, shown in Exhibit 3-7, also indicate an overall increase in ridership for all boarding methods with growth in the number of passengers outpacing growth in vehicle trips. The result is an overall increase in the proportionate share of walk-on passengers for the Port Townsend-Coupeville route, where they are estimated to constitute 11 percent of all trips in 2030.

Ferry Forecast Evaluation

The *Final Long-Range Plan* established a new methodology for assessing levels-of-service (LOS) on ferry routes. The approach includes two LOS standards that allow WSF to first employ targeted adaptive management strategies on a route before adding capacity. This tiered approach to measuring congestion is based on the percent of sailings that are full during three months of the year: January, May, and August. Similar to the existing ferry results presented in Section 3.3, LOS Standards are higher in August as compared to other months during the year. This is to account for peak travel on ferry routes in the summer.

The *Final Long-Range Plan* also includes a summary of 2030 ridership forecasts and LOS standards by route. Exhibit 3-8 summarizes the forecast percent of sailings full for the Mukilteo-Clinton and Port Townsend-Coupeville routes.

Exhibit 3-8 2030 Forecast Percent Sailings Full and LOS Standards by Route

Route	Estimated Percent Sailings Full (2030)	Level 1 LOS Standards[1]	Level 1 Exceeded?	Level 2 LOS Standards[2]	Level 2 Exceeded?
Mukilteo-Clinton Route					
January	**30%**	25%	**Yes**	65%	No
May	**51%**	25%	**Yes**	65%	No
August	**62%**	30%	**Yes**	75%	No
Port Townsend-Coupeville Route					
January	**89%**	25%	**Yes**	75%	**Yes**
May	**84%**	30%	**Yes**	75%	**Yes**
August	**97%**	35%	**Yes**	85%	**Yes**

[1] – Level 1 LOS Standards indicate when additional pricing and operational strategies might be needed.
[2] – Level 2 LOS Standards indicate when additional service might be needed.

As shown in the table, the Port Townsend-Coupeville Route has a higher LOS 2 Standard during all months under evaluation. This is to maximize utilization among the many recreational trips and those customers that have the most flexibility on this route. Ridership on the Mukilteo-Clinton route tends to include more commuters that have less flexibility in the timing for taking these trips.

Demand on both routes is forecast to increase, as documented in the *Final Long- Range Plan* (WSF, 2009). An update to the *Final Long-Range Plan* is expected to begin in the summer of 2015. The forecast ferry ridership estimates included in the update may show differences in ridership than in the existing plan based on updates to the County land use plans and shifts in regional travel patterns that may reduce the number of vehicle trips on the ferry routes serving Island County.

Based on the 2030 ridership forecasts available, both routes are expected to exceed Level 1 LOS Standards for all three months of analysis. When Level 1 LOS Standards are exceeded, this indicates when additional pricing and operational strategies may be used to reduce the number of vehicle trips. These strategies generally make walk-on passenger trips more attractive and could be completed in conjunction with other improvements to ferry dock access for non-motorized roadway users.

According to the forecasts summarized in the *Final Long-Range Plan,* as presented in Exhibit 3-8, the Port Townsend-Coupeville route is anticipated to exceed Level 2 LOS Standards for all three months shown. When Level 2 LOS Standards are exceeded, this indicates to WSF that the existing ferry capacity is being used most effectively and additional investment in service could be considered.

3.4. Transit Service

Transit service is anticipated to continue providing a fundamental piece of the transportation network in Island County. In light of the many Island County residents who work in neighboring counties, an important future goal would be to establish more coordination with inter-regional transit partners to improve the availability and efficiency of trips out of Island County.

Human Services Transportation

Island County coordinates with Island Transit and other human services providers to promote transportation options to people with special needs, including seniors, people with low-incomes, veterans, and people with disabilities.The Skagit-Island Human Services Transportation Plan[15] (HSTP), updated in 2014, guides planning efforts in the region. The HSTP documents existing services, identifies needs/service gaps, defines regional priorities and recommends projects for state and federal grant funding. Plan implementation strategies include the following:

- Preserve Existing Services - maintain or restore existing service levels and vehicle fleet
- Expand Services - increase service levels
- Address High Need Areas - provide service to areas scoring high in human services transportation need index
- Improve Regional Connections - improve cross-regional connections
- Increase User Knowledge - increase knowledge of available transportation options to targeted users
- Improve Existing Service Timeliness - improve quality of timeliness of service
- Utilize Existing Services - improve utilization of existing transportation services
- Expand Driver Training - promote driver training to encourage “compassionate professionalism”
- Improve Provider-User Coordination - improve coordination between transit service providers, human services providers and users
- Utilize Technology - utilize technology to provide improved efficiency and user access to mobility options
- Inform Users of Mobility Options - assist human service providers in guiding users to the most efficient mobility options
- Improve Provider Regional Coordination - improve coordination between regional and cross-regional transit service providers
- Promote Innovation - promote innovative programs, processes and tools that improve efficiency and reduce cost
- Promote Environmental Sustainability - incorporate environmentally sustainable practices into regional coordinated transportation planning and services
- Leverage Funding - further leverage available funding

[15] Available at http://www.scog.net/Meeting_Materials/SpecialNeeds/Skagit-IslandHumanServicesTransportationPlan2014.pdf at time of writing.

4. Transportation Systems Plan

The transportation systems plan provides a long-range strategy for Island County to address future transportation issues and needs. Because only modest population and employment growth is expected, the County's emphasis should be on preserving the existing transportation system and implementing safety projects rather than adding more roadway capacity.

Additionally, opportunities to enhance the connectivity of the transportation network should be considered. The connectivity of transportation systems is increasingly important as local, state, and federal planning agencies seek to improve the efficiency and cost effectiveness of transportation systems. System connectivity improvements such as walkways and bicycle routes are also important for increasing physical activity and integrating transportation system planning with the broader planning objectives identified in the Countywide Planning Policies.

4.1. System Components

This chapter begins with a description of the travel characteristics for the range of modes that comprise the transportation system. Roadways are used by nearly every travel mode, not just personal vehicles, and represent the bulk of the transportation improvements described later in the chapter. Highways in the County make key connections to the ferry system which is a critical component for inter-County travel. While ferry service is the primary function of the State of Washington, connections to ferry terminals are impacted by projects initiated by the County. The non-motorized transportation network supports commute, utility, and recreational trips throughout the County. The following sections describe the common characteristics among these transportation modes within the County.

Roadways

Streets and state highways are the core of the transportation system serving the County and its communities. Major routes connect Island County to surrounding communities via bridges and ferry terminals. The street network provides for the overall movement of people and goods, for a wide range of travel modes that includes private vehicles, transit, vanpools, carpools, trucks, bicyclists, and pedestrians.

Planned improvements to the state highway and county roadway system are implemented on an annual basis through the development of six-year Transportation Improvement Programs (TIP) by Island County and Washington State Department of Transportation (WSDOT). In these six-year programs, emphasis is given to safety improvements and roadway preservation.

Motorized Travel

Motorized travel is the dominant transportation mode in Island County so even smaller efforts to understand motor vehicle impacts and improve efficiency and safety can have a comparatively large impact. Often, such improvements increase access and mobility for other modes as well. Small network connections and improvements can decrease travel time, congestion, emissions and the potential for crashes. Safety can be further enchanced with new technologies that target rural transportation systems. Additionally, newer vehicle technology can be supported through infrastructure such as high-efficiency charging stations at key locations around the county.

Ferry Service

Improvements to ferry service in the County are the primary responsibility of the Washington State Ferries (WSF) with support services provided by WSDOT, Island County, and Island Transit. WSF maintains the Clinton-Mukilteo Route and the Coupeville-Port Townsend Route. At this time there are no service increases planned for any of the routes serving Island County.

Many ferry commuters rely on personal vehicles for one or both legs of their trips to and from work. Some park near the Clinton terminal and walk onto the ferry, then connect to transit. Others leave a vehicle in Mukilteo, though demand for overnight parking there is high and the supply is very limited. The City of Mukilteo currently discourages overnight parking. There are plans to embark on a feasibility study in 2016 to evaluate options for a new parking garage in Mukilteo that may include space for overnight parking. Island County and the Port of South Whidbey are contributing money towards this effort.

Passenger Only Ferries

Washington State Ferries no longer supports passenger only ferry service, however in 2003 the state legislature authorized locally sponsored passenger only service. The feasibility of passenger ferry service between Whidbey and Camano islands has been explored in the past and it was determined that substantial demand for interisland service exists. In addition, the Puget Sound Regional Council (PSRC) indentifies several potential passenger only routes in its long range transportation plan. Given the significant number of Island County workers that travel to the PSRC for employment it is important to consider the feasibility of passenger ferry service between our respective regions.

Transit

Improvements to the transit system are the primary responsibility of Island Transit. In order to maximize the impact of limited funding and meet rider needs, Island Transit has been engaged in ongoing public outreach efforts and service analysis. Those interested in current and future transit services in Island County are directed to the Island Transit website at islandtransit.org

Non-Motorized

The non-motorized transportation network includes both pedestrians and bicyclists. These modes have many different characteristics, but share many facilities throughout the County including roadway shoulders, multiuse pathways, unpaved trails, sidewalks, and shared roadways in certain locations. An update to the 2006 Island County Non-Motorized Trails Plan is expected to be completed in 2016. This document is expected to provide a more in-depth look at non-motorized transportation needs and identify and prioritize specific projects.

Pedestrians

Every trip begins and ends with a walk. People walk to their cars and drive somewhere where they will walk into a building or facility. Or they need to walk to the bus stop. The County hopes to connect more destinations with walking paths so as to encourage walking between trip destinations. Walking paths not only help people get from “Point A to Point B” but also promote physical activity and recreation.

The County will continue to develop pedestrian and bicycle facilities as part of its transportation system improvements and has adopted street standards that provide for a range of facilities including sidewalks, wider roadway shoulders, and multiuse pathways.

A viable pedestrian network consists of connections to pedestrian generators, such as major employers, schools, residential areas, parks, and transit stops through a system of pedestrian

facilities. Land use and neighborhood street design patterns can also form barriers to pedestrian travel. For example, overly large blocks and the lack of mid-block crossings cause pedestrians to travel further to reach local destinations, often resulting in a decision to utilize a vehicle for short trips that could otherwise be completed on foot. The pedestrian projects currently scheduled in the Transportation Improvement Program are primarily trail connections that would be constructed following a feasibility study. The County is also systematically evaluating locations to add new shoulders to roads in order to better provide space for people to walk. Completing these projects will provide greater connectivity for pedestrian travel within the County.

Bicycles

Bicycling is an important and growing mode of travel for people in Island County. When appropriately planned, bicycle routes have a role in reducing congestion, improving air quality, providing travel choices, encouraging exercise and recreation, and providing greater mobility for those both with and without access to a motor vehicle. Encouraging or facilitating bicycle tourism may also represent an important economic development opportunity for the County. The County encourages the use of bicycles; endeavors to coordinate linkages between off-road and on-road bicycle facilities; considers impacts on bicycles when designing and engineering roadways; and emphasizes continuous bicycle linkages to existing facilities. The County is interested in incorporating adjacent bicycle lanes, wide shoulders, and other design treatments, as appropriate, into roadway construction projects whenever the right-of-way is sufficient and funding can be secured.

The bicycle network includes a range of transportation enhancement investments on these corridors to facilitate and increase the number of bicycling trips. Specific bicycling improvements may include widening shoulders on existing or planned roadways, installing signs to assist cyclists with wayfinding and to alert drivers to the likelihood of cyclist presence, or developing on street and off-street bicycle paths. For many corridors in the County's bicycle network, specific roadway improvements have not yet been identified.

Island County has developed a countywide bicycle network as part of the Non-Motorized Plan (2006) that identifies several roadways for use as future bicycle routes. These corridors are expected to serve as key recreational and commuter connections that would provide the most benefit for serving bicycle destinations within the County. An update to the 2006 Non-Motorized Plan is anticipated to begin in 2016.

Other Modes

Air, Rail and Equestrian

The other modes discussed in Chapter 2 are not anticipated to have future changes that are under the jurisdiction of Island County. As such, these modes are not discussed in this chapter.

4.2. Transportation Projects & Programs

Transportation projects and programs are vital to maintain and enhance transportation within and through the County. These are anticipated to serve the County's safety, circulation, and non-motorized goals over the planning horizon year of 2036.

The transportation improvements list does not include specific capacity projects, as no significant capacity or operational issues were identified in the existing and forecast analysis. As a result, the project list focuses on programs for maintaining the transportation infrastructure critical to a safe and efficient transportation system. Failure to maintain existing roadways by not providing dedicated funding to maintenance and operations programs could result in more substantial capital projects and road rehabilitation projects in the future. Island County budgets for recurring Transportation Improvements based on need in five categories.

Miscellaneous Guardrail Projects

An ongoing work program focused on guardrails throughout Island County. This program evaluates and prioritizes sites for new guardrails to be designed and installed, as funds are available.

Miscellaneous Hot-Mix Asphalt Structural Overlays

An ongoing annual work program focused on preservation and maintenance of roadways throughout Island County. Roads identified in the County's annual program are based on recent road conditions and site evaluation of surface needs and other factors.

Intersection Alignment Improvement Projects

An ongoing work program focused on realigning intersections to close to perpendicular. The primary benefit of realignment is increasing safety by making it easier for motorists to see traffic on the cross roads.

Miscellaneous Right-of-Way and Minor Safety Improvements

An ongoing work program focused on minor safety improvements based on collision patterns and deteriorating levels of service. These locations are evaluated for potential improvements and prioritized based on several factors.

Shoulder Widening Program

An ongoing work program focused on installing shoulders on arterial and collector roadways. This program also assists the non-motorized system to improve conditions for pedestrians and bicyclists. Potential sites are evaluated and prioritized based on a number of factors. Right of way needs are identified and acquired as necessary.

In addition to the capital improvement programs, the County also has Maintenance and Operations costs related to overseeing and operating existing transportation assets. They generally include the normal cost of maintaining and preserving existing roadways and other transportation infrastructure, as well as the cost of administering transportation programs in the County.

Exhibit 4-1 identifies and provides a brief description of the transportation projects and programs for Island County. The table identifies projects that are currently part of the County's 2015 - 2020 Transportation Improvements Plan (TIP). Planning level cost estimates for each project are included in Exhibit 4-1. Cost estimates are based on the annual budget amount included in the TIP. These cost estimates have been expanded to address the 20-year planning horizon, ending in 2036.

Exhibit 4-1 Island County Transportation Improvements Projects and Programs List

Type	Project Name	Project Description	% of Sub-Total	2015-2035 Total Cost Estimate
Capital Transportation Improvements	**Miscellaneous Guardrail Projects**	Inspect existing guardrails and determine if upgrades are required Countywide. Also evaluate and prioritize new guardrail sites	10%	$2.30 M
	Miscellaneous HMA Structural Overlays	Preservation and maintenance of roadways Countywide	30%	$6.89 M
	Intersection Alignment Improvement Projects	Realigning intersections Countywide	9%	$2.07 M
	Miscellaneous Right-of-Way and Minor Safety Improvements	Identify collision patterns and deteriorating levels-of-service for potential improvements and prioritized for minor safety improvements Countywide	17%	$3.90 M
	Shoulder Widening Program	Install shoulders on arterial and collector roadways Countywide	34%	$7.81 M
Sub-Total Capital Costs			**100%**	**$22.97 M**
Maintenance & Operations	Maintaining and preserving existing roadways and other transportation infrastructure, as well as administering transportation programs		100%	$274.34 M
Sub-Total Maintenance & Operations Costs			**100%**	**$274.34 M**
Total Project Costs			**-**	**$297.31 M**

5. Transportation Funding Situation Assessment

The transportation improvement projects and programs were identified to address existing and future transportation system needs for Island County. The estimated costs of these projects and programs were summarized and compared to projections of existing transportation-related revenues to assess the County's ability to implement the Transportation Element. As with most local agencies and counties, existing transportation revenues will not allow Island County to fund all of its needed maintenance, operations, and capital improvements. This chapter of the Transportation Element identifies ways to balance the transportation budget, including through prioritization of capital improvement projects and new policies that could generate additional revenue. Any funding strategy must balance the County's transportation goals against its system of sustainable revenue sources. This is even more pressing given the limited policy mechanisms counties have at their disposal for raising revenue.

The purpose of this financial and funding analysis is to provide a foundational understanding of the funding challenges facing Island County and develop a funding strategy for the County's Transportation Element which seeks to build, replace and maintain its transportation system. The analysis of transportation funding includes the following key elements:

1. **Funding and Revenues.** An assessment of historical and current funding of transportation in Island County, and forecasts of future funding based on current policies and trends.
2. **Expenditures and Capital Needs.** An assessment of historical and current transportation expenditures and capital needs in Island County, and forecasts of future funding needs based on current policies and trends.
3. **Financial Capacity Analysis.** Estimate net funding needs by comparing the current policy funding and revenues with the current policy expenditures and capital needs. Net funding needs represents the estimated shortfall between current policy funding forecasts and current policy expenditure forecasts and capital needs.
4. **Methods to Meet Transportation Funding Needs.** Explore opportunities available to Island County in addressing identified gaps in transportation funding. The funding analysis considers options to align resources with needs both in terms of the timing of project investment requirements as well as the potential of increasing overall funding availability through implementation of new funding mechanisms.

5.1. Background and Context

Over the past ten years, a combination of statewide initiatives and legislative actions has altered the landscape for local governments. The most sweeping changes have revolved around voters' decisions to (1) end the Motor Vehicle Excise Tax and (2) create strict limits on the growth of property taxes. Across Washington State, the effect of these actions has varied by jurisdiction. Cities and and counties, are facing increasing difficulty given their reliance on the two items listed above. Washington's counties are different from cities and special service districts in fundamental ways. These differences are brought into stark relief by considering the interplay of four factors:

1. Counties face strict limits on their taxing authority (per RCW…?);

2. Counties are heavily reliant on property taxes (whose purchasing power is eroding due to I-747,which limited regular levy increases to 1%, well below inflation rates);
3. Counties face a long list of regional service obligations that are mandated by the state; and
4. Counties have a complex set of relationships with multiple constituencies
    a. They collect regional taxes and provide regional services for all constituents in the county; and,
    b. They collect local taxes and provide local services to unincorporated areas.

Given this combination of factors, Washington's counties have found themselves squeezed between two positions. They have a long list of service obligations that are non-negotiable, they face structural erosion in their most important revenue source, and they have few statutory options for securing new revenue streams. As they look to the future, Washington's counties face a fundamental, structural challenge—a challenge that will become increasingly unmanageable over time. Island County is no exception and this larger systemic issue is at the core of their long-term transportation funding issues.

The Growth Management Act (GMA) requires the Transportation Element of the Comprehensive Plan to include a multi-year financing plan based on the identified improvement needs in the transportation systems plan. The financing plan is to be the basis in developing the required six-year Transportation Improvement Program (TIP). If probable funding is less than the identified needs, then the transportation financing program will have to balance several goals, including financial solvency, maintenance and operations of the existing system, and supporting an appropriate transportation level of service. To do this, the Transportation Element includes a discussion of how additional funding could be raised to a level that balances those goals or how land use assumptions will be reassessed to assure that level of service standards will be met. If no revenue sources to balance the budget are identified or supported by the County, it could, alternatively, consider lowering its level of service standards.

5.2. Funding and Revenues

Funding and Revenue Sources

To build a foundation for the development of funding strategies, this section examines current County revenues and past trends in County transportation expenditures to provide context for future funding challenges.

The data for this analysis comes from the County's Public Works budget, as well as reports from the Washington State Department of Transportation (WSDOT). Historically there are seven main sources of revenues that have been used to fund transportation projects in Island County:

- Federal Funding Sources
    1. Federal Entitlements and Grants
- State Funding Sources
    2. State Fuel Tax
    3. Capron Funds

4. State Entitlements and Grants

- Local Funding
    5. Property Taxes
    6. County General Fund Transfers
    7. Local Entitlements and Grants

Federal Funding Sources

Federal Entitlements and Grants

Federal transportation grants are funded through the federal portion of the Fuel Excise Tax. The federal gas tax rate has remained consistent since 1994 at approximately $0.184 per gallon. The majority of these funds are deposited into the Highway Trust Fund and disbursed to the states through the Highway and Mass Transit Accounts. The Federal share of funding has represented a relatively small portion of overall funding and is sporadic and generally tied to success in grant applications for specific projects.

Additionally, Island County receives some non-grant federal transportation funding through two federal entitlements that are part of the Moving Ahead for Progress in the 21st Century (Map-21) Program. The MAP-21 program is a federal program that has funded surface transportation programs at over $105 billion in its two first fiscal years (FY 2013 and 2014). MAP-21 is intended to support transportation investment in highways through a performance-based program, which supports the federal Department of Transportation's safety agenda and streamlines federal highway transportation programs. The two funding sources within it that Island County receives funding from are: (1) the Surface Transportation Program (STP) and (2) the Transportation Alternatives Program (TAP). These funding sources are described below:

1. **Surface Transportation Program.** STP provides flexible funding that may be used by States and localities for projects to preserve and improve the conditions and performance on roads classified as arterials and major collectors. A small portion may also be used on rural minor collectors. Island County, Oak Harbor, Coupeville and Langley use these funds for resurfacing / restoration projects, intersection realignments, new signals, and trail projects. Island Transit also uses these funds to preserve their fleet.
2. **Transportation Alternatives Program.** TAP funds a variety of alternative transportation projects, including many that were previously eligible activities under separately funded programs. The TAP replaces the funding from pre-MAP-21 programs including Transportation Enhancements, Recreational Trails, and Safe Routes to School, wrapping them into a single funding source. Island County and Oak Harbor have used these funds for trail construction, trail repairs, and signed bicycle routes.

State Funding Sources

State Motor Vehicle Fuel Tax (MVFT/Gas Tax)

Although historical per capita fuel tax dollars have been increasing in nominal numbers, when adjusted for inflation it is clear that per capita revenues have been declining over time. This trend is becoming more pronounced in very recent history due to large increases in the price of gasoline and a significant shift toward more fuel efficient vehicles. On average, Island County

has received 14% of its revenues from their share of overall county distributions of the State Motor Vehicle Fuel Tax. This category has been the County's third largest source of revenue for Transportation.

It is worth noting that there is significant statewide concern regarding the long-term viability of this source of funds as the fleet mix continues to shift toward ever more fuel efficient vehicles and automakers focus on meeting the new Corporate Average Fuel Economy (CAFE) standards. The state legislature has conducted a number of recent studies to explore options to replace the gas tax, but no new funding packages have yet been approved. In looking forward, there will continue to be uncertainty around revenues from this tax source.

Capron Funds

Island County receives a sizable Capron refund distribution of State Motor Vehicle Fuel Tax and vehicle license fees. The Capron refund is authorized by the Capron Act, which was originally made law in 1919 (and is now codified as RCW 46.68.080) as a means to ensure equitable distribution of the State portion of MVFT revenues by refunding State MVFT proceeds collected within counties comprised entirely of Islands. At the time, San Juan and Island Counties were the only counties wholly-comprised of islands and without any state highways. When State Route 20 was extended to Whidbey Island, the Capron refund was adjusted by reducing the refund to 50% of MVFT collected in the county.

Currently, the Capron Act distributes one-half of the vehicle license fees collected under RCW 46.17.350 and 46.17.355 and one-half of the fuel taxes collected under RCW 82.36.025 (1) and 82.38.030 (1) to those counties composed entirely of islands and which have either a fixed physical connection with the mainland or state highways on any of the islands of which they are composed, to fund their transportation programs.

Historically, about 23% of Island County's transportation revenues have come from Capron Refund distributions. This category is the County's second largest source of revenue for Transportation. This is a unique funding source that is extremely beneficial to Island County in funding its transportation program, including both M&O and capital improvements.

Over the past several decades there have been many attempts in the state legislature to repeal the Capron Act. So far all attempts have failed. It is likely that in the future the act will be subject to attempted repeal again. In addition, this source suffers from the same overall uncertainty surrounding the continued viability of Motor Fuel Tax, so there is particular risk for Island County in terms of maintaining historical levels of transportation funding.

Other State Funds

This category is primarily state grants, like those from the Department of Ecology, County Road Administration Board, Department of Commerce, and the Washington State Department of Transportation. Beyond State grants, state shared revenues, entitlements, impact payments, and in-lieu taxes might be included in this revenue category.

Local Funding Sources

Property Taxes (Road Levy)

Property Taxes are used by the County and Cities to partially fund transportation projects. The local Cities and Towns use property tax receipts for a range of programs, including transportation. Island County's property tax includes a dedicated Road Levy, a property tax collected by the County specifically for transportation funding. This income accounts for a large portion of the County's transportation funds.

Since the passage of Initiative 747, Property Tax increases are restricted to 1.0 percent of the previous year's revenues. In inflation-adjusted terms, revenues from Property Tax are actually declining, because the 1.0 percent allowed increase does not keep pace with inflation (which hovers around 3.0 percent) or population growth. Because this tax is projected on a per capita basis, population projections directly impact the revenue estimates: as assessed values increase, the mileage rate is actually declining. This is particularly difficult for counties like Island County that do not anticipate a lot of new development. Future incorporations or annexations would reduce unincorporated County population, leaving a proportionally smaller unincorporated County population to cover the 1.0 percent increase in Property Tax. Exhibit 5-1 shows an example of how I-747 has impacted growth of property taxes from the road levy as a funding source, compared to what they would have been without the limit. In most counties, the Road Levy makes up a consistently large share of overall funding.

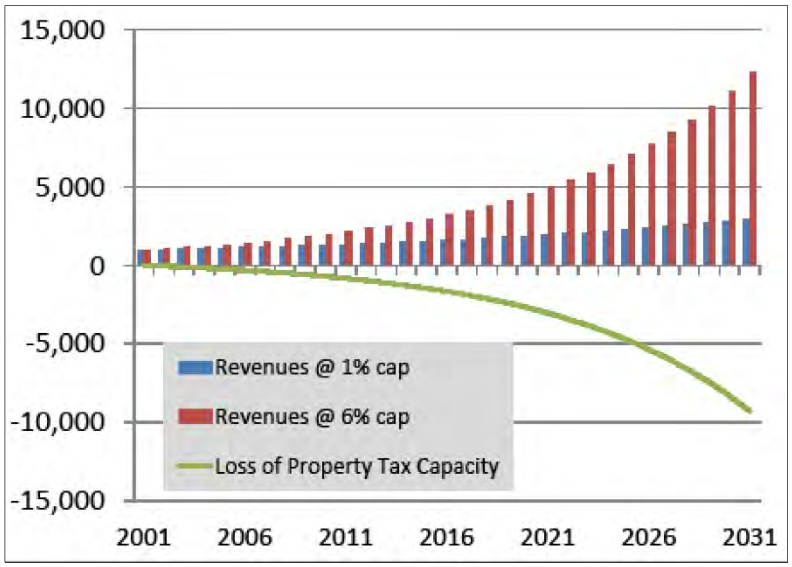


Exhibit 5-1 Example of Projected Property Tax Revenues with I-747

General Fund Transfers

Because general fund revenues have few restrictions on how they are spent and the fact that the County has a dedicated Road Levy for transportation, it is relatively unusual for these funds to be used for transportation purposes. Historically the County's General Fund contributions to

transportation have been sporadic. The last transfer was in 2010, and prior to that the last transfer was in 1995. Only five transfers have been made since 1988 and the amount for each transfer averages $288,857 (in 2014 dollars).

Other Local Funding

These dollars typically include some combination of Real Estate Excise Tax (REET) funds, Leasehold Excise Taxes, Road Permits, payments in lieu of taxes, and other miscellaneous capital and transportation funds. This has been a relatively steady source of funding, though overall contributing a relatively small share of total revenues for transportation investments.

Historical Funding and Revenues

Exhibit 5-2 shows the total transportation revenues by source for years 1989 to 2013, in five-year increments. These revenues are displayed in inflation-adjusted 2014 dollars to show the relative purchasing power of transportation revenues through time. Exhibit 5-2 shows that there was a meaningful overall increase in funds available for transportation in Island County between 1989 and 2003, but more recently funds have more or less kept steady over the past decade in inflation adjusted dollars.

Exhibit 5-2 Historical Transportation Revenues by Source, 1989 to 2013 (2014 dollars)

Source	Total 1989-1993	Total 1994-1998	Total 1999-2003	Total 2004-2008	Total 2009-2013	Average CAGR[1]	Last 10 Year CAGR
Federal Funds	$0.83 M	$1.37 M	$2.83 M	$2.36 M	$5.64 M	-	-
State Fuel Tax	$14.74 M	$15.09 M	$14.63 M	$14.26 M	$13.42 M	0.12%	-0.39%
Capron Funds	$16.03 M	$18.11 M	$20.54 M	$21.47 M	$21.52 M	0.96%	-0.68%
Other State Funds	$3.91 M	$5.13 M	$13.19 M	$14.18 M	$7.80 M	0.62%	-15.89%
County General Fund Transfers	$0.78 M	$1.09 M	$0.00 M	$0.00 M	$0.09 M	-	-
Property Tax	$23.76 M	$31.75 M	$36.61 M	$39.50 M	$42.91 M	2.57%	0.89%
Other Local Taxes and Funds	$2.30 M	$1.60 M	$3.34 M	$3.59 M	$1.60 M	2.39%	-7.73%
Total Transportation Revenues	**$62.35 M**	**$74.14 M**	**$91.14 M**	**$95.36 M**	**$92.97 M**	**-**	**-**

[1] CAGR – Compound Annual Growth Rate
Source: WSDOT City Roads and County Streets Dataset, 2014; BERK, 2014

Per capita revenues generally increased over time until 2004, when they leveled off and started to drop.

Forecasted Current Policy Funding and Revenues

Reviewing historical funding and revenue trends can be helpful in anticipating future funding and revenue. To streamline this, we have forecasted funding and revenues based on the County's historical data. Forecasts are based on historical per capita revenues, which were then extrapolated based on population, or, in the case of property tax revenues, assessed value.

Exhibit 5-3 shows the total transportation revenues forecasted by source for years 2017 to 2036, in five-year increments. Additionally, we have included the expected revenues from 2013-2015. These revenues are displayed in inflation-adjusted 2014 dollars to show the relative purchasing power of transportation revenues through time.

Exhibit 5-3 Forecasted Transportation Revenues by Source, 2017 to 2036 (2014 dollars)

Source	Total 2013-2016	Total 2017-2021	Total 2022-2026	Total 2027-2031	Total 2032-2036	Total 2017-2036
Federal Funds	$2.61 M	$2.30 M	$2.03 M	$1.79 M	$1.58 M	$7.69 M
State Fuel Tax	$10.25 M	$10.77 M	$8.91 M	$7.39 M	$6.14 M	$33.20 M
Capron Funds	$15.26 M	$16.46 M	$13.99 M	$11.88 M	$10.09 M	$52.42 M
Other State Funds	$4.90 M	$6.34 M	$5.60 M	$4.94 M	$4.34 M	$21.21 M
County General Fund Transfers	$0.00 M	$0.00 M	$0.00 M	$0.00 M	$0.00 M	$0.00 M
Property Tax	$33.77 M	$41.15 M	$39.95 M	$38.79 M	$37.67 M	$157.56 M
Other Local Taxes and Funds	$1.98 M	$2.53 M	$2.59 M	$2.65 M	$2.70 M	$10.47 M
Total Transportation Revenues	**$68.78 M**	**$79.54 M**	**$73.06 M**	**$67.44 M**	**$62.52 M**	**$282.55 M**

Exhibit 5-3 shows that Island County's overall funding, in terms of purchasing power, for transportation is expected to decrease over the next 20 years.

Financial Capacity Position

Identification of forecasted revenues and expenditures, as well as anticipated capital needs allows us to identify the potential transportation funding shortfall that the County may face over the Comprehensive Plan period. The County's position to fund its anticipated expenditures and capital needs is shown in Exhibit 5-4.

Exhibit 5-4 Estimated Capital and M&O Budget Shortfall

	Total (2015–2035)
Total Forecasted Transportation Revenues	$282.55 M
Total Forecasted Transportation M&O Expenditures	$274.34 M
Total Forecasted Transportation Capital Needs	$22.97 M
Total Estimated Shortfall	**$14.76 M**

1. All revenues in 2014 dollars

Note: Does not include other agency improvements

Exhibit 5-4 shows that if Island County were to maintain current revenue policies, and maintain current level of spending for M&O and transportation capital improvements, it would face a $14.75 M deficit.

Transportation Funding Shortfall

Island County is committed to funding the existing maintenance and operations programs needed to preserve the integrity, safety, and efficiency of its existing transportation system. Thus, the $14.76 M funding shortfall would primarily affect the ability of the County to fund capital improvements.

Under that scheme, the County would have only $8.21 M in capital funding for transportation improvements over the next 20 years. This would allow the county to meet only 36 percent of its transportation capital improvement goals. Exhibit 5-5 shows the funds that would be available for each program if they were distributed based on the existing distribution in the 2015-2020 TIP.

Exhibit 5-5 Illustrative Allocation Available Funding for TIP Programs Based on Anticipated Transportation Revenue Shortfall Under Current Policy Transportation Funding, 2017-2036 (2014)

TIP Program	Available Funding Based on Shortfall (2017-2036)
Miscellaneous Guardrail Projects	$0.79 M
Miscellaneous HMA Structural Overlays	$2.45 M
Intersection Alignment Improvement Projects	$0.72 M
Miscellaneous Right-of-Way and Minor Safety Improvements	$1.39 M
Shoulder Widening Program	$2.86 M
Total	**$8.21 M**

5.3. Methods to Meet Transportation Funding Needs

As noted above, projected existing revenue sources would allow the County to fund only 36 percent of the identified transportation improvement projects and program costs. The County could address this shortfall in two ways:

1. **Prioritizing Capital Projects.** The County can continue to prioritize its capital projects, such that top-ranked projects are funded on an as-funds-are-available basis. This would result in a delay in implementation of some projects, especially lower priority improvements.
2. **Adopting New Policies to Generate Additional Revenue.** The County could increase funding for capital transportation projects through several policy changes that would generate additional transportation revenues. These include partnering with other agencies or additional grants.

Prioritizing Capital Projects

Island County has a scoring process for prioritizing its transportation capital projects to evaluate six areas of benefits. Each of the following areas is assigned a point total and scored for individual projects:

- Congestion Mobility
- Environmental Impacts
- Community Issues
- Sustainability
- Safety
- Constructability

The County may update the weighting of each category or the entire process over time. Future iterations of this process might be necessary to help match limited funds to meet County needs within the capital program.

Community input was gathered through the development of this Transportation Element which may be useful in identifying and weighing benefit areas. Generally, participants at three open houses identified high (green), medium (yellow), and low (red) priorities across a range of facilities, services and factors, indicating: high support for transit and non-motorized modes as well as environmental protection; moderate support for maintenance and safety; and low support for proposals addressing congestion or movement of freight and goods.

Methods to Generate Additional Revenues

There are several new policies that Island County could consider to generate additional revenues for transportation:

- Property Tax Levy Lid Lifts
- Transportation Benefit Districts
- Voter Approved Bond/Tax Package
- Other Developer Mitigation and Requirements
- Local Improvement Districts

It is possible that some of these policies may be less feasible than others based on Island County's unique position and limited anticipated growth. That should be considered when considering any of these new policies. Each of these policies is discussed below.

Property Tax Levy Lid Lifts

As discussed previously, the Road Levy is a property tax collected by the County specifically for transportation funding and accounts for a large portion of the County's transportation funds. Since the passage of I-747, the revenues from this levy have been declining because the 1.0 percent allowed increase does not keep pace with inflation (which hovers around 3.0 percent), or population growth.

One tool that counties can, and increasingly are, using to combat this is a levy lid lift. To do this, a county asks its voters to "lift" the 1 percent levy limit on annual levy increases so the district can collect a higher levy amount, up to the maximum rate limit amount for that jurisdiction[16].

Essentially, a levy lid lift lets a jurisdiction increase rates above the 1% limit, up to the statutory maximum rate. This is a powerful funding tool, but does pose the challenge of requiring voter authorization. There is prevailing sentiment, though, that barring the legislature redesigning the current levy caps, jurisdictions will be forced to employ levy lid lifts to collect revenues lost from the 1 percent levy cap.

Transportation Benefit Districts

Transportation Benefit Districts (TBDs) (Chapter 36.73 RCW) are independent taxing districts that can impose fees and/or taxes to fund transportation improvements. TBDs can be established via ordinance in jurisdictions ranging from a city to a multi-county area. TBDs are intended to finance the construction of, and operate, improvements to roadways, high capacity transportation systems, public transit systems, and other transportation management programs.

- **Sales and Use Tax (RCW 82.14.0455).** Jurisdictions can authorize local TBDs that provide up to a 0.2% local sales and use tax with voter approval. This tax must be authorized by voters, and may not be in effect longer than 10 years unless reauthorized by voters.
- **Motor Vehicle Excise Tax (MVET) (RCWs 81.100 and 81.104).** TBDs can levy up to a $100 fee for each new vehicle weighing less than 6,000 pounds registered in its jurisdiction. $20 of this fee can be leveraged without a public vote.

At this time, Island County has not established a TBD, and, therefore, does not collect any revenue via this mechanism. To generate transportation revenues via a TBD, Island County would first need to pass a County ordinance establishing the TBD, and then impose a fee or tax (from the options above) on that TBD. Depending on the fee or tax levied in the TBD, Island County might have to hold a public election to levy the tax.

Voter Approved Bond/Tax Package

Municipal Bonds could be issued by the County in order to raise funds for transportation projects. A bond is typically sold to investors in exchange for the funds needed to construct a project, then repaid with interest by the County in the future. The money needed to pay off the bonds usually requires a revenue generating mechanism, such as a voter approved tax.

[16] "For counties [in Washington State], the maximum regular property tax levy rate that may be imposed on real and personal property is $1.80 per thousand dollars AV [assessed valuation] for its current expense or general fund, and $2.25 per thousand dollars AV for its road fund. However, a county can raise its general fund levy rate up to $2.475 per thousand dollars AV, provided the total of the levy rates for the general fund and road fund do not exceed $4.05 per thousand dollars AV and the increase in the general fund levy does not result in a reduction in the levy of any other taxing district." *Levy Lid Lifts*, Judith Cox, October 2010. Available at: Municipal Research and Services Center (mrsc.org).

Other Developer Mitigation and Requirements

The County could adopt specific development related requirements which would help fund identified improvements such as shoulder widening. These include frontage improvements and mitigation under the State Environmental Policy Act (SEPA) and concurrency requirements. The County requires developments to fund and construct certain roadway improvements as part of their projects. These typically include reconstructing abutting streets to meet the County's current design standards. These improvements can include widening of pavement, drainage improvements, and construction of curb, gutter, and sidewalks.

The County has the authority to evaluate impacts of development projects under SEPA. The SEPA review may identify adverse transportation impacts. These could include impacts related to safety, traffic operations, non-motorized travel, or other transportation issues. The needed improvements may or may not be identified as specific projects in the Plan.

The County could also require an evaluation of transportation concurrency for development projects. The concurrency evaluation may identify impacts to facilities that operate below the County's level of service standard. To resolve that deficiency, the applicant can propose to fund and/or construct improvements to provide an adequate level of service. Alternatively, the applicant can wait for the County, or another agency or developer to fund improvements to resolve the deficiency. Again, this funding source, while common in Washington State, may not be viable for Island County since growth projections do not appear to require capacity increases in the system.

Local Improvement Districts

A local improvement district (LID) (*RCW 35.43 to 35.56)* is a special assessment area established by a jurisdiction to fund specific public improvements, including transportation improvements, through mechanisms that assess those costs to benefitted property owners. LIDs could be formed to construct sidewalks, upgrade streets, improve drainage, or other similar types of projects. A LID may be in residential, commercial, or industrial areas or combinations depending on the needs and benefits. LIDs can be proposed either by the County or by residents or business/property owners. LIDs are formed by first identifying the specific improvement and the cost to construct it, then reassessing the value of each property benefiting from the improvement. The 'extra value' is then added to the property tax which helps to spread the costs over time. The amount of money you can generate through an LID has to be equal to or less than the benefit generated by the project for the properties being assessed. Due to that funding limiter, this tool works only in certain situations and for certain projects, but if the right opportunity presents itself it could be a useful tool. Many of these situations hinge on development, so it is unlikely that it will be a large funding source for Island County moving forward.

5.4. Reassessment Strategy

Although the financing summary identifies the potential for a total, conservative revenue shortfall of approximately $14.75 M (in 2014 dollars) over the life of the plan, the County is committed to reassessing their transportation needs and funding sources each year as part of its 6-year Transportation Improvement Program (TIP). This allows the County to match the financing program with the short term improvement projects and funding. In order to implement the Transportation Element, the County will consider the following principals in its transportation funding program:

Methods to Generate Additional Revenues

There are several ways that Island County could consider to generate additional revenues for transportation:

- Balance capital improvement with available revenues, by prioritizing transportation capital improvement projects as part of the annual 6-year Transportation Improvement Program (TIP);
- Consider new policies to generate additional revenues; these may include:
    - Property Tax Levy Lid Lifts
    - Transportation Benefit Districts
    - Voter Approved Bond/Tax Package
    - Other Developer Mitigation and Requirements
    - Local Improvement Districts;
- Review project design standards to determine whether costs could be reduced through reasonable changes in scope or deviations from design standards; and
- Continue to vigorously pursue grant funds from state and federal sources, understanding that grant funds are anticipated to decline.

The County will use the annual update of the 6-year Transportation Improvement Program (TIP) to re-evaluate priorities and timing of projects and need for alternative funding programs. Throughout the planning period, projects will be completed and priorities revised. The development of the TIP will be an ongoing process over the life of the Plan and will be reviewed and amended annually.

Page Blank for Double-Sided Printing



Providing the general location, proposed location, and capacity of all existing and proposed utilities, as well as policies and guidance on the developing and siting of utilities in Island County.

This page intentionally left blank for double-sided printing

TABLE OF CONTENTS

9.1 INTRODUCTION 5

9.1.1 Purpose of the Utilities Element 5

9.1.2 Scope of the Utilities Element 5

9.2 REGULATORY ENVIRONMENT 6

9.2.1 State and Federal Regulation of Utilities 6

9.2.1.1 Washington Utilities and Transportation Commission

9.2.1.2 Federal Energy Regulatory Commission

9.2.1.3 Natural Gas Policy Act of 1978

9.2.1.4 Northwest Power Planning Council

9.2.1.5 State Environmental Policy Act (SEPA)

9.2.1.6 Federal Communications Commission (FCC)

9.2.1.7 Local Regulation of Utilities

9.3 INVENTORY AND ANALYSIS 8

9.3.1 NATURAL GAS 8

9.3.1.1 Cascade Natural Gas Corporation

9.3.2 ELECTRICAL UTILITIES 10

9.3.2.1 Snohomish County Public Utility District (PUD)

9.3.2.2 Puget Sound Energy

9.3.3 TELECOMMUNICATIONS UTILITIES 13

9.3.3.1 Telephone

9.3.3.2 Cellular Telephone Service

9.3.3.3 Cable Television

9.3.3.4 Internet

9.4 WATER RESOURCES 16

9.4.1 WATER SUPPLY AND WATER RESOURCE MANAGEMENT REQUIREMENTS AND ACTIVITIES 17

9.4.1.1 Water Supply Overview

9.4.1.2 Coordinated Water System Plan

9.4.1.3 Design Standards

9.4.1.4 Ground Water Monitoring and Evaluation

9.4.2 Other Ground and Surface Water Protection Standards 23

9.4.2.1 Island County Hydrogeologist

9.4.2.2 Watershed Planning

9.4.2.3 Seawater Intrusion

9.4.2.4 Water Related Interested Parties

9.5 GOALS AND POLICIES 26

MAPS

MAP 9A. Cascade Natural Gas (CNG) Service Areas and Transmission Facilities 9

MAP 9B. Puget Sound Energy (PSE) Service Areas and Transmission Facilities 12

MAP 9C. Communication Towers 15

This page intentionally left blank for double-sided printing

9.1 INTRODUCTION

9.1.1 PURPOSE OF THE UTILITIES ELEMENT

The Utilities Element is a mandatory Element of the Comprehensive Plan and is intended to address utility services in Island County. The Utilities Element shall contain "the general location, proposed location, and capacity of all existing and proposed utilities," as per RCW 36.70A.070(4).

This Element should provide general policies and guidance on the developing and siting of utilities. The utility agencies do this themselves, based on demand for their services. It is important to note that detailed forecasts and plans may not have been prepared by some utilities. Availability of these utilities does not determine where or when growth will occur; rather, the utilities discussed in this plan generally follow the existing patterns of development.

In Island County, utility facility placement or siting problems generally have not generated County-wide concern or controversy. Some concerns have been raised about the siting of communication towers. Major facilities, such as hydroelectric or nuclear generation sites, will likely never be proposed in Island County. The problems facing utility providers may include issues such as the ability to meet anticipated local demand with modest transmission or distribution facilities and local siting of facilities such as electrical substations or communication towers.

9.1.2 SCOPE OF THE UTILITIES ELEMENT

A utility is generally a for-profit or a not-for-profit organization that develops and maintains the infrastructure for a public service (e.g. electricity, communication, etc.). Utilities are generally paid

UTILITIES ELEMENT GOALS

1. **Facilitate the provision of utilities at levels of service and rates appropriate to accommodate planned development within Island County and its incorporated areas.**
2. **Ensure that utility service is provided in a manner that is environmentally sensitive, safe, reliable, economical, and aesthetically compatible with surrounding land uses.**
3. **Process permits and approvals for utility facilities in a fair and timely manner, and in accordance with predictable development regulations.**
4. **Improve accessibility to government through interactive audio/visual communication, considering the geography of Island County.**
5. **Manage and protect ground water withdrawals and provide for resource protection through a common goal of non-degradation for existing and future residents of Island County.**
6. **Manage water systems in a way that protects the quantity and quality of groundwater resources for existing and future residents of Island County.**
7. **Ensure that Island County plans for water systems in a manner that utilizes the best available information regarding water resources, so that the resource will be preserved for current and future use.**

for through fees or rates from customers, and are supplied as requested. This differs from capital facilities, which are generally developed and maintained by a public agency (e.g. Island County, Coupeville School District, etc.) and generally paid for through taxes or levees. Examples of capital facilities include: roads, parks, etc. Some systems which may be considered a utility (such as sanitary sewers, surface water management facilities, and solid waste facilities) are included in the Capital Facilities Element of this Comprehensive Plan.

During the 2016 Comprehensive Plan update, the Water Resource Element was split into the new Natural Resources Element and the Water Resources section of this Utilities Element. Since water systems act similar to utilities, it was most appropriate to include them. This moved the goals, policies and background information in the Water Resources Element relating to the siting, permitting and management of water systems into this Element. Water systems are also managed under the County's Coordinated Water System Plan. Some special Purpose Districts, such as water and sewer districts, may have their own planning documents relevant to this Element.

The utilities addressed in this Element include: natural gas, electrical, telecommunications facilities, and water systems.

9.2 REGULATORY ENVIRONMENT

9.2.1 STATE AND FEDERAL REGULATION OF UTILITIES

Utility activities and development are also subject to regulation by various State and Federal agencies. While Island County acknowledges the roles and authorities of these agencies, it retains its right to manage the siting of utilities within Island County.

Following is a listing of the major utility-regulating authorities, their roles and relevant laws. Utility providers are also subject to other State and Federal regulations regarding rates, construction and service standards, and competition.

9.2.1.1 Washington Utilities and Transportation Commission

The Washington Utilities and Transportation Commission (WUTC), composed of three members appointed by the governor, is empowered to regulate utilities (including, but not limited to, electrical, gas, telephone, telecommunications, and water companies). State law (WAC 480) regulates the rates and charges, services, facilities and practices of utilities. Any change in customer charges or service provision policy requires WUTC approval. Pursuant to the recent findings/conclusions of Washington State Supreme Court in Electric Lightwave, Inc., and Digital Direct V. WUTC, the WUTC does not have the authority to grant exclusive or quasi-exclusive areas of service to telephone companies.

9.2.1.2 Federal Energy Regulatory Commission

The Federal Energy Regulatory Commission (FERC) is an independent five-member commission with the US Department of Energy. FERC establishes rates and charges for the interstate transportation and sale of natural gas, for the transmission and sale of electricity, and the licensing of hydro-electric power projects.

9.2.1.3 Natural Gas Policy Act of 1978

The central theme of the National Gas Policy Act (NGPA) is encouragement of competition among fuels and suppliers across the country. As a result, natural gas essentially has been decontrolled. The NGPA also contained incentives for developing new natural gas resources, and tiered pricing structure aimed at encouraging the development of nationwide transmission pipelines. The result of the Act has been that many consumers are now paying less for natural gas than they were in 1980.

9.2.1.4 Northwest Power Planning Council

The Northwest Power Planning Council (NWPPC) focuses on the generation of electricity; however, its policies have implications for gas too.

9.2.1.5 State Environmental Policy Act (SEPA)

Per WAC 197-11-800(24), many utility activities are exempt from environmental review under SEPA. This includes, except on lands covered by water, the installation of communications lines (telephone, cable television); installation or construction of electric facilities with an associated voltage of 55 kV or less, including underground installation of existing lines or upgrade of existing 55 kV lines to greater voltages; the installation of natural gas distribution lines (as opposed to transmission lines); and maintenance, repair, replacement, operation, or other activity related to the above, provided such activity does not raise the level of the action above the exemption threshold.

9.2.1.6 Federal Communications Commission (FCC)

The FCC regulates and licenses agencies and utilities, such as television, radio, telecommunications and cable TV providers.

9.2.1.7 Local Regulation of Utilities

Local authorities may choose to regulate utilities subject to review under the State Environmental Policy Act (SEPA), based upon established thresholds, zoning, shoreline management, and utility accommodation or land development ordinances.

Island County regulates placement of utility facilities within County right of ways in ICC 11.01.080. All utilities discussed in this plan are subject to these requirements when placing facilities within County right

of ways. Placement of utilities on public or private property is regulated under Island County's Site Plan Review, Short Platting, Subdivision, and Planned Residential Development regulations.

9.3 INVENTORY AND ANALYSIS

The exact location of many utilities are unknown, but the GMA requires the County to include the general location of those utilities. This Element identifies existing utility systems within the County and describes improvements that are necessary to meet anticipated demand. Descriptions of these systems are supplemented with maps which illustrate the utility systems and any anticipated or proposed improvements necessary to provide adequate service to the community. Also discussed are issues relating to siting and health that are particular to each type of utility.

Most of the information contained in this inventory is excerpted from plans developed by the utilities themselves, as well as coordinating with the utility providers. Detailed written plans are not always available from all utilities, some utility providers are reluctant to share information regarding existing and proposed facilities, due to security concerns. This inventory does not include all of the data or information available, but attempts to present the relevant information in an organized and useful format.

9.3.1 NATURAL GAS

9.3.1.1 CASCADE NATURAL GAS CORPORATION

Cascade Natural Gas Corporation (CNG), a privately owned for-profit corporation, is the sole provider of natural gas in Island County. CNG is a subsidiary of the Montana-Dakota Utilities Co.

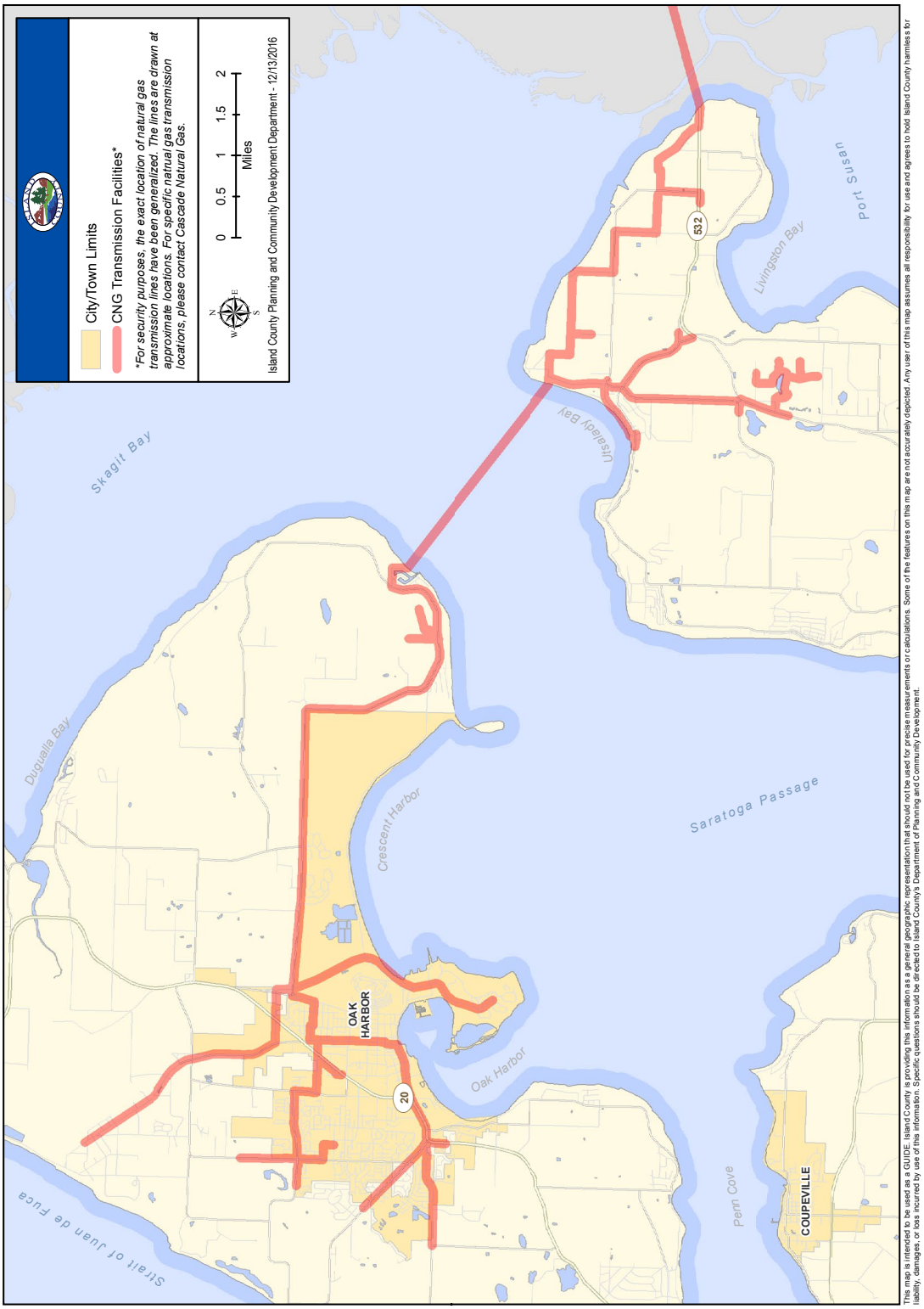
Washington State requires gas providers to demonstrate that existing rate payers will not subsidize new customers. Thus, gas transmission line extensions are not planned in advance but are initiated only when there is sufficient customer demand.

Cascade serves more than 272,000 customers in 96 communities, 68 of which are in Washington and 28 in Oregon.

EXISTING SYSTEM

Natural gas is supplied to the County through a 6 inch high-pressure line which follows SR 532 onto Camano Island. A limited service area exists on northeastern Camano Island. A submarine 6 inch high-pressure main originates at Brown's Point on Camano Island and connects Whidbey Island at Strawberry Point. Service on Whidbey Island is limited to the City of Oak Harbor, NAS Whidbey Island, and surrounding unincorporated areas within reasonable distance of the transmission main.

MAP 9A. Cascade Natural Gas (CNG) Service Areas and Transmission Facilities



FUTURE DEMAND AND PROPOSED FACILITIES

The location, capacity and timing of any improvements to the existing Cascade Natural Gas Corporation distribution system are driven purely by demand. This means that future connections are not planned in advance; rather, connections are initiated by customer requests. This includes installation service for new development and conversion from electricity or oil to natural gas. Also, unlike some utility providers, natural gas service may legally be refused to potential customers if the extension is not cost effective to the company.

No major new facilities, upgrades, or extension of services beyond existing service areas are planned or anticipated within the next 20 years, but the utility is willing to serve major new development outside existing service areas if the development occurs relatively close to existing mains.

9.3.2 ELECTRICAL UTILITIES

Electricity is vital to any community, but the vast network of generating facilities, transmission lines, switching stations, and distribution lines are rarely given a thought until the power goes out because of a problem. Electrical service providers must coordinate and plan their activities to a much greater degree than less critical utilities Under State law, electrical utilities must provide electricity upon demand.

Roughly 70% of the electricity in the Pacific Northwest comes from hydroelectric generation. Diminishing natural resources, lack of available sites for new generating stations, and growing needs pose significant regional challenges for electric utilities. Local issues involve the siting of transmission systems, substations and distribution lines.

Possible health effects from proximity to electrical transmission facilities have concerned some members of the public. Although research is ongoing, electromagnetic fields of the type and levels found near electrical power facilities have not been conclusively demonstrated to cause adverse effects in humans. In response to these concerns, new facilities are sometimes designed or located to reduce exposure to electromagnetic fields. The Environmental Protection Agency has not adopted any standards relating to electromagnetic fields.

9.3.2.1 SNOHOMISH COUNTY PUBLIC UTILITY DISTRICT (PUD)

Since 1949, Camano Island has been provided electrical utilities by the Snohomish PUD, the second largest publicly-owned utility in the Pacific Northwest in terms of number of customers. The three elected commissioners of the district set policies and adopt rates and charges for services. The main offices of the PUD are located in Everett, with five regional offices, including one in Stanwood.

EXISTING SYSTEM

The PUD's electric system covers approximately 2,200 square miles in Snohomish County and on Camano Island with a total 6,195 power line miles. There are approximately 303.44 circuit miles of power lines on Camano Island, with 203.55 overhead miles and 99.89 underground miles.

Due to security concerns, Snohomiosh PUD has chosen not to share the location of existing utilities and proposed projects.

9.3.2.2 PUGET SOUND ENERGY

Puget Sound Energy (PSE) is a private utility providing electric and natural gas service to homes and businesses in the Puget Sound region and portions of Eastern Washington, covering 10 counties and approximately 6,000 square miles. PSE's regional and local electric and natural gas planning efforts are integrated and centered on providing safe, dependable, and efficient energy service. PSE provides electrical power to more than 1.2 million electric customers throughout 10 counties.

PSE currently has about 3,000 megawatts of power-generating capacity, and purchases the rest of its power supply from a variety of other utilities, independent power producers and energy marketers across the western United States and Canada.

EXISTING FACILITIES

Whidbey Island is served exclusively by Puget Sound Energy. Electricity provided by PSE to Island County is often produced with the Baker River Dams and is interconnected to the Northwest's regional transmission grid through an extensive network of transmission facilities providing bulk transmission service to meet the demands of electricity customers within the region. The PSE electric transmission facilities within Island County are important components of the electric energy delivery grid serving the Puget Sound region. As electricity reaches the homes and businesses in Island County the voltage is reduced and redistributed through lower-voltage transmission lines, distribution substations, overhead and underground distribution lines, smaller transformers, and to individual meters.

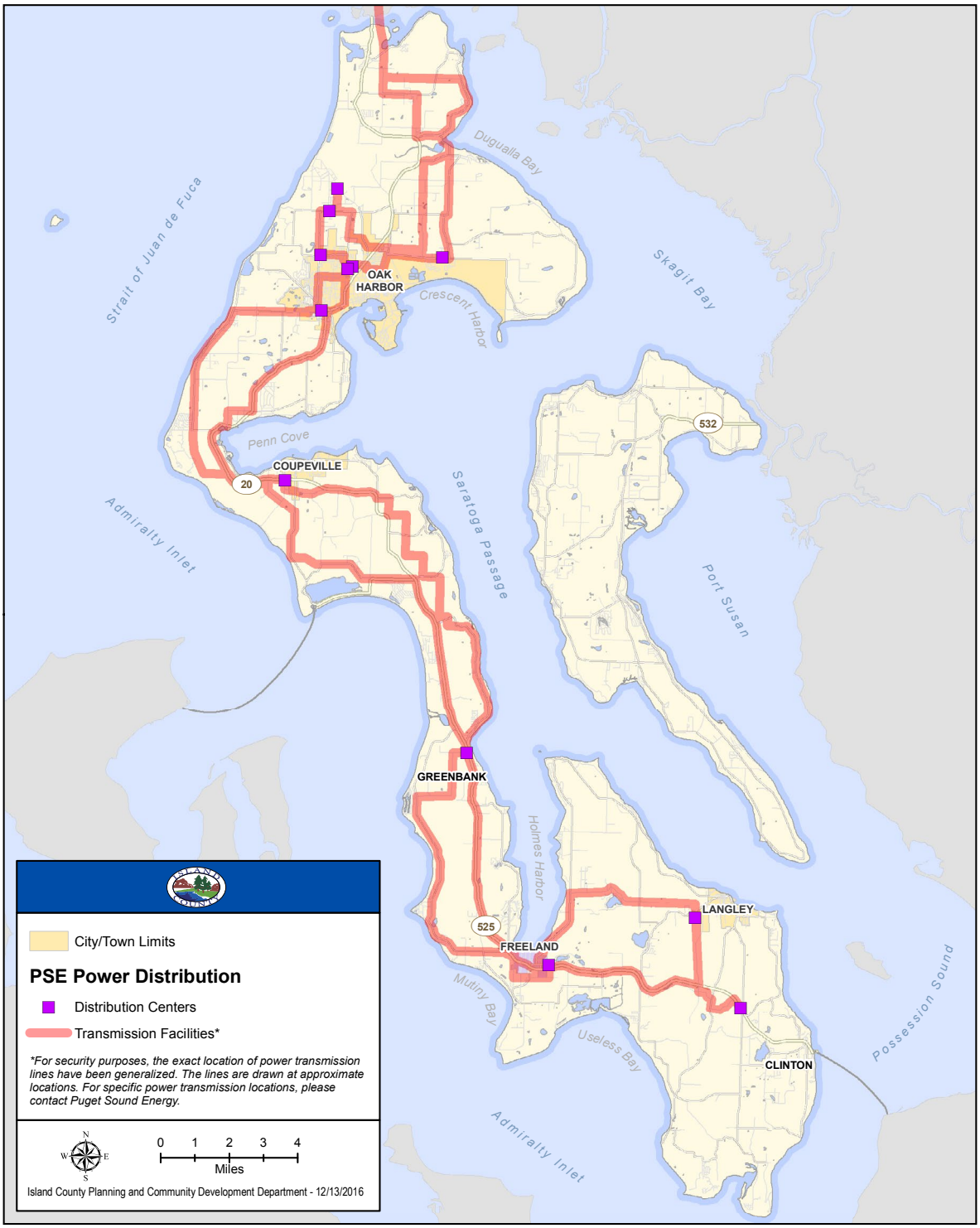
PSE serves approximately 37,000 commercial and residential locations within Island County and operates and maintains approximately 600 miles of overhead facilities and 500 miles of underground cables.

FUTURE DEMAND AND PROPOSED FACILITIES

PSE has plans to systematically deploy smart grid technology at each level of infrastructure to enhance and automate monitoring, analysis, control and communications capabilities along its entire grid. Smart grid technologies can impact the electricity delivery chain from a power generating facility all the way to the end-use application of electrical energy inside a residence or place of business. The ultimate goals of smart grid are to enable PSE to offer more reliable and efficient energy service, and to provide customers with more control over their energy usage.

To meet local electric demand, new transmission lines and substations may need to be constructed. In addition, existing facilities will need to be maintained and possibly rebuilt to serve current and future demand. The system responds differently year to year and PSE is constantly adding or modifying infrastructure to meet electrical demands. With that said, potential major construction and rebuilding/

MAP 9B. Puget Sound Energy (PSE) Service Areas and Transmission Facilities



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.

maintenance activities that are anticipated in Island County in the next 10 to 20 years include the following:

- Adding a potential third 115 kV transmission line to the Island. This will improve reliability on the Island on a day to day basis as well as during storm events. It will also add transmission capacity to serve future growth.
- Adding a planned new transmission/distribution substation near Maxwelton Road, increasing reliability in and around the Langley and South Whidbey area. This will involve some minor location changes to the transmission lines near the planned substation to connect the substation to the existing power system.
- Adding a potential new transmission substation in the Central Whidbey area, increasing transmission line reliability throughout the Island.
- Rebuilding the existing Whidbey Substation (Oak Harbor) by adding a 115 kV auxiliary bus and bus tie circuit breaker which will increase system reliability and replace several degrading oil circuit breakers with new gas insulated circuit breakers.
- Rebuilding the existing 115 kV transmission line crossings of the Deception Pass and Cornet Bay.

In addition to plans for two new substations and a possible new transmission line, PSE plans to continue its current increased vegetation management and key rights-of-way (ROW) expansion on the Island along the existing 115 kV transmission lines. This ongoing vegetation management and key ROW maintenance and acquisition program has increased reliability on the Island dramatically over the last 8 years and will continue to do so into the future.

9.3.3 TELECOMMUNICATIONS UTILITIES

9.3.3.1 TELEPHONE

Standard wired telephone services are becoming less common, as users are moving more to cell phones or Voice Over Internet Protocol (VoIP). Two standard telephone utilities service Island County. Frontier serves all of Camano Island and northern and central portions of Whidbey Island. Whidbey Telecom existing service area begins at Greenbank and covers the southern part of Whidbey Island.

Like investor owned gas and electric companies, telephone companies are regulated by the WUTC, which ensures reliable service is provided at reasonable rates. It would be to the economic advantage of Island County to have rates restructured to eliminate intra county toll charges.

Standard telephone facilities include a central plant, which houses switching gear (often in the same building as central offices), remote switching stations, microwave and the familiar utility poles and overhead lines. Underground installation of telephone lines and use of efficient fiber optic systems is becoming more common as technology advances and the regulatory framework responds to aesthetic concerns.

While standard telephone service is becoming less demanded, Digital Subscriber Line (DSL), for internet access is still an important service offered through telephone companies.

9.3.3.1.1 FRONTIER

Frontier's service area in Island County includes the incorporated areas of the City of Oak Harbor and the Town of Coupeville. Most of Frontier's major facilities are located on the mainland. Frontier has office facilities located in Oak Harbor.

9.3.3.1.2 WHIDBEY TELECOM

Whidbey Telecom is an independently owned and operated telephone utility serving roughly the southern half of Whidbey Island, with main offices in Freeland. In addition to its standard telephone service, the company also provides cable television, marine communications, and access to the Internet. Whidbey Telecom has added an extensive network of optic fiber systems to its existing wire line system.

FUTURE DEMAND AND PROPOSED FACILITIES

Existing telephone facilities and some minor upgrades, mainly at the distribution level, will adequately serve the County's needs during the planning period, and no new major facilities are planned by either Frontier or Whidbey Telecom.

9.3.3.2 CELLULAR TELEPHONE SERVICE

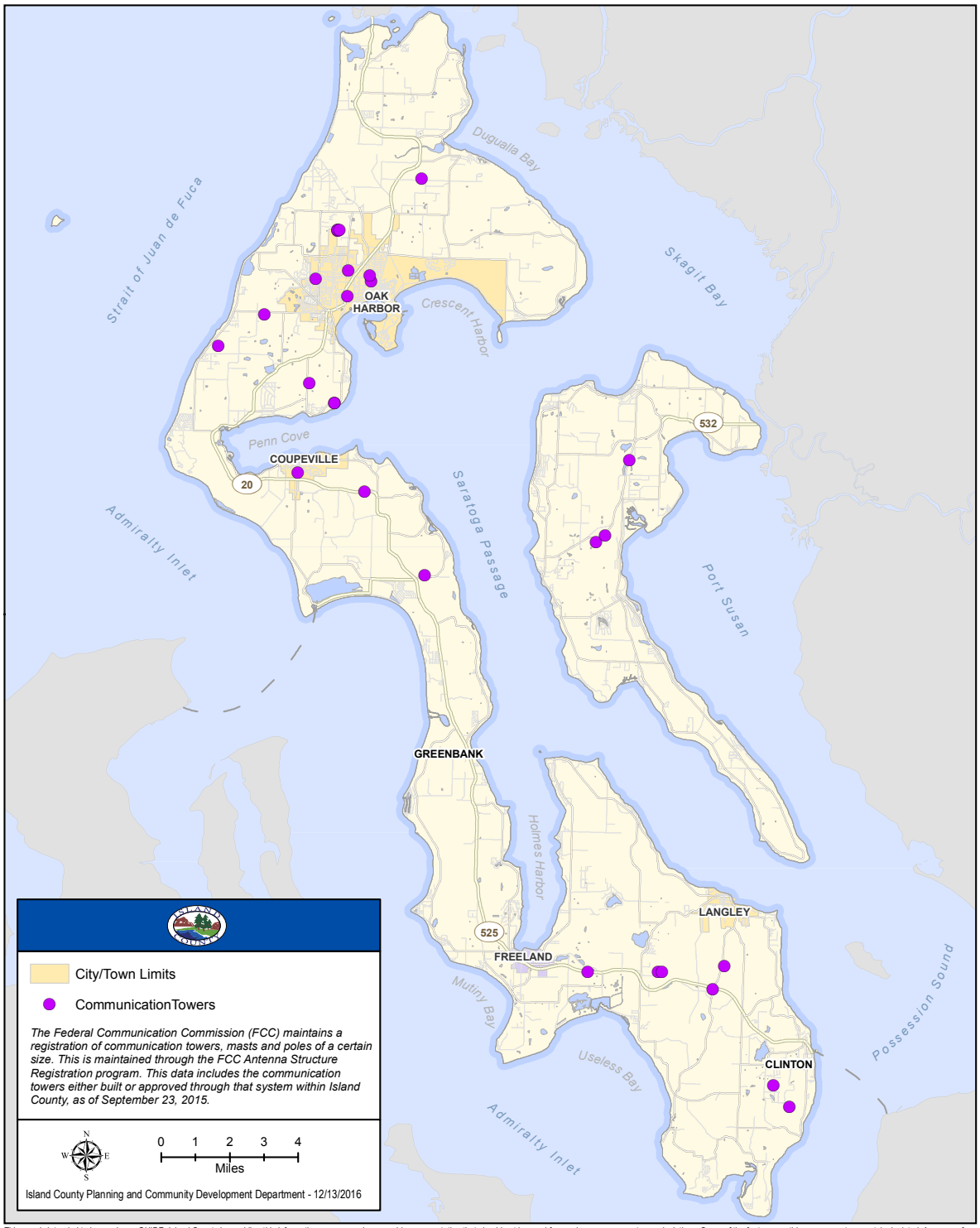
Cellular telephone service continues to become increasingly popular. A cellular network consists of cells (a geographic area served by a transmitting and receiving tower), cell sites (the tower site, also including a base station radio and interconnecting equipment), a switching station (which receives and distributes signals from the cell sites via conventional land lines and microwave signals). In order to cover broad service areas, cell sites must be located close enough to one another so that service is uninterrupted as the user moves from one location to another.

Cellular towers can pose siting problems. The towers can be free-standing structures, but are often placed on top of existing structures where convenient; this is more common in urban areas, and creates less of a visual impact than free-standing towers. As service expands or changes, existing cell sites may need to be reconfigured.

Due to the rural nature of Island County, many areas are without adequate cellular service. This is not only a nuisance for customers but is increasingly becoming a public safety concern as few residents have landlines and rely on cell phones for emergency calls.

At the Federal level, cellular phone facilities are regulated by the Federal Communications Commission (FCC), which has jurisdiction over the public airwaves, assigning frequencies and licensing operators. The FCC requires that transmitting towers be located such that transmission of signals is unobstructed. Local jurisdictions can regulate tower siting to the extent that a Federally-licensed use is not impeded.

MAP 9C. Communication Towers



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.

Thus, a local jurisdiction can deny approval of a tower at a particular site, but cannot impose an outright ban on towers within its jurisdiction.

The Federal Aviation Administration (FAA) and WSDOT Aviation Division also review proposed towers when they exceed 200 feet in height (above ground level) or when the proposed location is within 20,000 feet of a major airport (serving military and commercial aircraft) or within 10,000 feet of a smaller airport. While not having the authority to deny potential sites, the FAA coordinates its review process with the FCC, who may deny a particular site if the FAA objects.

Identifying specific cellular companies who service Island County is difficult, since most of the cellular networks are lease or sub-leased to various companies. Instead of describing these companies individually, this Element includes a map of the existing cellular antennas which have been installed or proposed through the FCC.

9.3.3.3 CABLE TELEVISION

Cable carries data through coaxial cable from trunk lines, which originate at a head end site, which processes information and distributes it through the distribution system. Though the term "cable" implies wiring throughout the system, many cable systems also utilize satellite dishes and microwave antennae. Cable distribution lines are often run using leased overhead utility poles, but underground installation of cable systems is becoming more common.

Frontier and Comcast are the main cable providers in Island County. Cable companies and cable service change often, and require relatively minor facilities. No new major facilities are expected to meet anticipated growth in Island County. Therefore, detailed information regarding cable providers is unnecessary.

9.3.3.4 INTERNET

Internet is quickly becoming an essential service for our modern society, many of which rely heavily on it for work. Increasingly, people use internet for phone services (VoIP) and television services. Most businesses rely on reliable internet for their everyday business. Generally, internet service is not provided by a separate utility, but rather through a cable, telephone or cellular provider. As such, no detailed company information is provided in this Element.

9.4 WATER RESOURCES

Island County has pro-actively achieved a technical understanding of its water resources through numerous studies. Based on this knowledge, a number of water supply and groundwater resource protection and management plans and policies have been adopted and implemented. These elements manage adequacy and protection of the resource through a common goal of non-degradation. A summary of these efforts include:

1979–1983	USGS Water Resource Study.
1982	EPA Sole Source Aquifer Designation.
1985	Designation of Island County as a Critical Water Supply Service Area per 70.116 RCW.
1989	Adoption of Island County/State Department of Health Salt Water Intrusion Policy.
1990	Adoption of Island County Coordinated Water Plan (CWSP) per 70.116 RCW.
1990	Adoption of ICC 13.03A, Water System and Fire Flow Standards.
1990	Memorandum of Understanding between Island County and Department of Ecology on Water Resource Planning, Management, and Permitting Activities.
1990	September 18, 1990, ICC Chapter 8.09, Potable Water Source and Supply per GMA requirements 19.27 and 58.17 RCW.
1991	Adoption of Groundwater Management Program (GWMP) per 90.44 RCW.
1992	ICC 8.09 revised to include Critical Recharge Area Requirements pursuant to GMA.
1996	Hydrogeologist and data entry staff support hired for monitoring, database development and maintenance, resource management, groundwater evaluations, and development of groundwater flow and sea water intrusion models.
1997	Island County and the United States Geological Survey (USGS) cooperative four year Ground Water Recharge Study (1997–2001).
2001	Present Watershed Planning – development of a comprehensive county-wide water resource plan.

Island County has shown foresight in pro-actively managing its groundwater resources. In many cases, such as the Sea Water Intrusion Policy and aquifer testing requirements, Island County has led the State in developing resource evaluation and management policies and has successfully worked to incorporate these policies into agency review of projects involving Island County Resources.

The GMA water adequacy requirement for building permits and subdivisions was adopted in Island County a mere 11 weeks after GMA became effective. Current programs are being implemented without grant funding thereby showing the commitment of integration of resource management and protection in land use development review and decision making.

The existing water quality and water level monitoring program, comprehensive groundwater database, and construction of groundwater flow and sea water intrusion models provides the best available data for determining adequacy and detecting trends in groundwater quality and availability. All of these integrated programs provide the technical basis for determining future groundwater capacity and future land use development prior to project approval.

9.4.1 WATER SUPPLY AND WATER RESOURCE MANAGEMENT

REQUIREMENTS AND ACTIVITIES

9.4.1.1 Water Supply Overview

In 1979, Island County contracted with the USGS to conduct a water resource study. This four year study set out to: define the hydrogeology of the Islands; determine the chemical quality of groundwater; and identify areas of existing and potential sea water intrusion. This study has provided detailed information on the hydrogeology of Island County and has been utilized in numerous subsequent studies.

In 1982, the Environmental Protection Agency ("EPA") declared Island County a Sole Source Aquifer. The designation acknowledged the County's reliance on groundwater as a potable water source and requires federally funded projects be designed to ensure protection of groundwater resources. The County is in fact served by a multiple aquifer system. The sole source designation refers to the County's reliance on groundwater for drinking water rather than a singular aquifer.

Island County's "sole source" aquifer system is the critically important water supply for people living outside the general Oak Harbor area. Approximately 72% of the county's population relies upon groundwater as a potable water resource. Population growth in rural areas has increased groundwater demand proportionally; this is expected to continue in the future. Studies completed to date, including hydrogeologic investigations conducted by local, state and federal agencies, conclude that groundwater supplies are a finite resource in Island County.

Many of the developed coastal and peninsular regions of Island County are experiencing degrees of seawater intrusion. The Island County Health Department compiles water quality data to monitor seawater intrusion and regularly updates a map that delineates these intrusion regions.

The City of Oak Harbor operates the largest municipal water supply system in Island County. The primary source of supply for Oak Harbor is from Anacortes through two parallel pipelines. The pipelines are owned by Oak Harbor and supply the U.S. Naval Air Station as well as Oak Harbor. All other residents in the County are dependent upon groundwater for their source of water supply.

9.4.1.2 Coordinated Water System Plan

In 1985, the Board of Island County Commissioners declared Island County a Critical Water Supply Service Area, pursuant to RCW 70.116. This declaration was based on an assessment that identified water supply problems related to uncoordinated planning, inadequate water quantity, or unreliable service existing throughout the County. A Coordinated Water System Plan (CWSP) was completed in 1990, addressing water quantity/quality problems. This plan includes several management options to be implemented by the County's public water systems. The major elements of the plan include a Utility Service Review Procedure and Conservation and Minimum Design Standards. Highlights of these requirements are outlined below:

9.4.1.2.1 Utility Service Review Procedure

Prior to new water system development, an applicant must attempt to obtain water service from neighboring purveyors.

New and expanding systems must prepare a water plan that evaluates the existing system, needed improvements and future needs.

9.4.1.2.2 Conservation

Water conservation requirements for new water systems include:

- Installation of meters at individual connections and the well source.
- Implementation of rate structures that encourage water conservation.
- Development of a leak detection and repair programs.
- Development of water use restriction procedures for drought periods.

9.4.1.3 Design Standards

On July 9, 1990, the Board of Island County Commissioners adopted Chapter 13.03A ICC, Water System and Fireflow Standards. Chapter 13.03A ICC establishes criteria for the design and construction of public water systems within Island County. The ordinance is supplemental to other federal, state, and local criteria governing the construction and operation of public water systems and also complies with design standards set forth in the CWSP. This code includes requirements for resource protection, monitoring and management such as:

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

To date, the CWSP has not prevented the proliferation of small, independent water systems. The inter-connection of water systems and development of larger water systems with superior technical expertise and facilities has met with marginal success. Due to Island County's rural nature and historical development patterns, many small, scattered developments do not fit the CWSP's goals to encourage the formation or expansion of fewer but larger, well-managed systems (rather than establish small, poorly staffed or unmanaged systems). Implementing the anti-sprawl strategies of the Comprehensive Plan will greatly assist in coordinating management of water systems.

Development demands pose many challenges to available water supplies. Sufficient quantities of potable water are needed to support existing users and any increased population. There is a continuing need for improvements to domestic water systems and increased water conservation efforts. Many small water systems and community associations now provide most of the domestic water to Island County residents, while individual wells serve approximately 7% of the County's population. Often small water systems and community associations are not adequate to serve an expanding population. Many older systems were undersized to begin with, and some are inadequate for their existing service area. Extensive alterations

will be required, including improvements to distribution systems, water supplies and storage capacities, and fire protection facilities. Federal requirements for water quality monitoring will place additional burdens on many small systems. Consolidation of water districts and associations is desirable to provide adequate improvements for delivering public water supplies at the least possible cost to consumers.

Avoiding additional seawater intrusion and other potential groundwater quantity and quality problems depends on careful management of existing finite groundwater resources. The County should encourage the development of alternative management strategies to make the adequate improvements for delivering safe and reliable public water supplies at the least possible cost to consumers.

Hydrogeologic investigation and data collection must continue to better predict groundwater availability, as should investigation of potential mainland water sources, when warranted. As indicated elsewhere, clustering and limiting impervious surfaces will maintain infiltration, which is the sole source of the County's groundwater.

9.4.1.3.1 Groundwater Management Program

In 1992, the Ground Water Management Program (GWMP) was completed, pursuant to RCW 90.44, and adopted as an element of the Island County Comprehensive Plan. This plan provides water resource management options to protect groundwater in Island County. Changes in health regulations (Chapter 8.09 ICC) to implement portions of the GWMP and implementation of non-regulatory programs followed adoption of the GWMP. The reports listed in Sections 9.4.1.3.2 through 9.4.1.3.5 are major elements implemented by the Island County Health Department.

9.4.1.3.2 Conservation Program Option Paper #3

A number of conservation measures have been adopted and are implemented in design review and water supply approvals. Pursuant to ICC 13.03, and ICC 8.09, all new drinking water wells drilled in the county are required to be metered whether they are public water supplies or single-family individual wells. For individual wells serving one single-family residence, verification of metering is required prior to approval of a Water Availability Verification Form and issuance of a building permit. For public systems, both source and individual connection meters are required on new and expanding systems. Use-based rate structures promoting conservation and other conservation practices are implemented through the approval of the required water system operation and maintenance agreements. The Island County Salt Water Intrusion Policy also requires the adoption of additional conservation requirements in medium and high-risk areas of seawater intrusion.

9.4.1.4 Ground Water Monitoring and Evaluation

9.4.1.4.1 Data Collection and Management Program Option Paper #5

WELL INVENTORY.

Well logs either on record with the Island County Health Department or available through the Department of Ecology have been entered into the hydrogeologic database. All new public and individual wells are approved by the Health Department for siting criteria.

WATER LEVEL MONITORING.

A. Water systems in high and medium risk areas require water level monitoring in April and August of each year and the results are sent to the Island County Health Department and/or Department of Ecology. The Island County Health Department has incorporated this data into their hydrogeologic database.
B. Water levels are monitored biannually during water sample collection of the 60 + wells in the monitoring network managed by the County Hydrogeologist.
C. Water level electronic measuring tapes are available to the public and can be checked out for use from the Island County Health Department Coupeville office.

WATER QUALITY MONITORING.

A. The eight well monitoring network started in 1986 by the Island County Health Department was expanded in 1992 to 20 wells and in 1993 to 40 wells. The wells are monitored in April and August of each year. The current well monitoring program managed by the County Hydrogeologist includes the 40 wells and variable area specific monitoring of up to 60 wells. The Island County Health Department is incorporating this data into their hydrogeologic database.
B. Routine water quality sampling is required by public water systems. In addition, conditions of approval in medium and high-risk areas for public wells include additional sampling for chloride and conductivity in April and August and reporting to the Island County Health Department.
C. Water quality results are currently entered into the hydrogeologic database that is equipped with numerous geochemical analysis tools.
D. Single family individual wells are required to monitor for water quality prior to the approval of building permits (per ICC 8.09).
E. Numerous wells are monitored on a quarterly basis by the Island County Health Department at the closed Coupeville Solid Waste Landfills. Results are tracked to identify any statistically significant trends in degradation of ground water quality.
F. In 1997 The Island County Health Department completed a 1-year nitrate study to determine the spatial extent of nitrate contamination in Island County groundwater. Eighty-three wells were

sampled and a report was prepared discussing the extent of nitrate contamination and proposed remediation measures.

G. In 1996, the Island County Health Department worked closely with the Department of Ecology on a one-year well monitoring program. Forty-six wells were sampled to understand the seasonal fluctuation of chloride concentrations in areas affected by seawater intrusion.

H. The Island County Health Department conducted the baseline water quality, water flow, and sediment sampling for both the North Whidbey and Central/South Whidbey Watershed Water Quality Programs. The final reports were completed in April 1998 and January 2001, respectively, and will be used to identify and prioritize surface water quality problems for use in the watershed action plan.

9.4.1.4.2 Ground Water-Availability. Criteria Option Paper #7

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

9.4.1.4.3 Ground Water Recharge Option Papers #8 and #9

Critical Recharge Area Protection was incorporated into ICC 8.09 in 1992. All projects with the potential for groundwater contamination shall be evaluated by the Island County Health Department to determine their impacts on the groundwater resource. Highlights and amendments to this code including Critical Recharge Area Protection are documented in more detail elsewhere in this section.

A four (4) year Groundwater Recharge Study was initiated in February 1997 through a cooperative agreement and funding of the Board of Island County Commissioners and the USGS. More detail on the study is provided in the Groundwater Recharge Section.

9.4.1.4.4 Pollution Source Controls Option Paper #18

The objective identified in the GWMP was to establish Best Management Practices (BMPs) to reduce the potential for groundwater contamination from specific activities or facilities. ICC 8.09.097, Critical Recharge Area Protection, establishes a method by which land use proposals are reviewed to determine the potential for groundwater contamination. The Island County Health Department has developed a list of accepted BMPs that are both disseminated to the public and applied as “conditions of approval” on land use approvals. The Island County Health Officer has the discretion to impose conditions designed to prevent degradation of groundwater quality or quantity.

Other elements of the GWMP have been implemented by the Island County Health Department on an ongoing basis such as technical assistance and public education.

9.4.1.4.5 ICC 8.09 Potable Water Source and Supply

ICC 8.09 was adopted in September, 1990. The provisions of this Chapter constitute minimum requirements of the Island County Health Department governing potable water source and supply, and protection of groundwater resources. The regulations apply to all potable water supply systems proposed to be used for building permits and subdivisions. ICC 8.09 complies with GMA requirements for verification of water availability and adequacy requirements for building permits and subdivisions (RCW 19.27 and RCW 58.17). In 1992, this code was revised to include Groundwater Resource Protection measures and Critical Recharge Area Protection measures which also comply with GMA requirements. Amendments to the Critical Aquifer Recharge Area Protection are included in this update based upon the data derived from the USGS Recharge study and the Watershed Planning process currently underway.

OVERVIEW OF BUILDING PERMIT AND SUBDIVISION REQUIREMENTS:

- Prior to building permit approval, evidence of an adequate water supply must be provided.
- This code includes requirements for single-family individual wells, including a meter at the wellhead and the establishment of a 100-foot pollution control radius. These conditions exceed state requirements for individual water supply approvals. In addition, other requirements for individual well approvals include: drilling records, water quality testing and pump testing.
- Requirements for public water supply approvals are also more stringent than state requirements. In addition to meeting WAC 246-290 and WAC 246-291, approvals in Island County require compliance with the Island County Coordinated Water System Plan, the State Department of Health and Island County Seawater Intrusion Policy, and ICC 13.03A including metering, conservation and aquifer testing.
- ICC 8.09 also includes requirements on proposed subdivisions assuring water availability prior to the creation of new lots or other land use approvals requiring potable water. These requirements include aquifer tests and other detailed hydrogeologic evaluations when deemed necessary.
- ICC 8.09.099, formerly 9.09.097, Critical Recharge Area Protection Requirements establish a method by which land use proposals are reviewed to determine the potential for groundwater contamination. Critical Recharge Areas have been identified utilizing the “Guidance Document for the Establishment of CARA Ordinances”, Department of Ecology, 2000.
- A hydrogeologic site evaluation is required prior to approval of projects identified by the Health Officer as having the potential for groundwater contamination. Conditions may be imposed to prevent degradation of groundwater quality and quantity. BMPs have been adopted for activities where accepted BMPs are available. Project approvals are based on the conditions and/or mitigation plan required by the Island County Health Officer.

9.4.2 OTHER GROUND AND SURFACE WATER PROTECTION STANDARDS

ICC 8.07C On-Site Sewage Systems The goal of groundwater and surface water quality protection is reflected throughout ICC 8.07C. Requirements for sewage system vertical separation to groundwater and horizontal separation to surface water exceed the state standards outlined in WAC 246-272.

9.4.2.1 Island County Hydrogeologist

The Board of Island County Commissioners hired a Hydrogeologist and data entry person in January of 1996. The Hydrogeologist works in the Health Department and current Hydrogeologist activities are described below.

- Detailed data collection, analysis, and mapping of aquifer distribution, aquifer characteristics and geochemistry.
- Construction and calibration of numeric three-dimensional groundwater flow / seawater intrusion models.

  Groundwater flow models allow for the development of an understanding of regional water balance issues and the impacts that land use, groundwater withdrawals, and climatic variations have on the groundwater system. The results of these efforts are utilized for both application specific reviews, and long term planning efforts. Modeling efforts are concentrated in areas that are experiencing a combination of projected population growth and seawater intrusion problems. This is a long-term effort with individual studies and models expected to take several years each.
- Groundwater monitoring including a county-wide network of 60 wells that includes water sampling and water level monitoring. Up to 40 additional wells are monitored in area specific studies. Recent activities associated with the county's Watershed Planning efforts also included the collection of water quality samples and groundwater elevation determinations from 378 groundwater wells.

  The network will be increased in size (number of wells) and detail (parameters tested) to better assess any trends in water levels or water quality with a projected maximum of 100 wells (excluding area specific studies).
- Review of projects that may impact groundwater resources per ICC 8.09.099.

  The decision making process will utilize data collected specific to the proposal, regional hydrogeologic and geochemical analysis, and regional groundwater flow models as they become available.
- Data management and the continued development of a hydrogeologic database.

  These tools greatly increase our ability to analyze regional and area-specific trends in water quantity or quality. Through these efforts it is possible to detect and mitigate problems related to resource management before these problems become critical.
- Technical staff to the Watershed Planning process.
- Public outreach and education.

9.4.2.2 Watershed Planning

Since 2000 Island County has been involved in the development of a Watershed Management Plan pursuant to RCW 90.82. Phase II of the watershed plan development included a comprehensive assessment of the groundwater systems supplying potable water for the majority of the population. 379 wells were sampled for water chemistry and water level elevation. This data was is being used for the development of the plan in an attempt to define those locations within the county where ample water supplies exist and those areas where the groundwater supply is tenuous.

9.4.2.3 Seawater Intrusion

The Island County Health Department and State Department of Health adopted a joint Seawater Intrusion policy in 1989. The purpose of the policy was to responsibly manage the approval of new public water systems (two or more connections) as well as classify and monitor existing or expanding public water systems with respect to seawater intrusion. Through the implementation of this policy, problems of the degradation of drinking water quality or loss of water source due to seawater intrusion are reduced or eliminated.

This policy established three (3) risk categories of saltwater intrusion risk for all public water systems that exist, or are expanding, or are proposed to be used as a drinking-water source. This policy further establishes standard requirements for water systems within each risk category.

The Watershed Planning process provided an opportunity to review the county's methodology for evaluating groundwater withdrawals in areas defined at risk for seawater intrusion. An outcome of the planning process, based upon data collection and analysis of 378 wells, was the development of a new evaluation tool that focuses on both groundwater chemistry in the form of chlorides and elevation of the aquifer in reference to sea level in order to predict impacts to the resource. This new methodology is included as an update to the county's CAO for the protection of groundwater resources and is described in detail under the Aquifer Recharge Area protection section.

9.4.2.4 Water Related Interested Parties

The citizens in Island County have shown a great deal of interest and support in water related issues. The following organized groups actively support resource management efforts and advise the Board of Commissioners on water related matters:

- Water Resource Advisory Committee (WRAC)
- Community Health Advisory Board (CHAB)
- Environmental Health Advisory Board (EHAT)

9.5 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

Goal 1. Facilitate the provision of utilities at levels of service and rates appropriate to accommodate planned development within Island County and its incorporated areas.

U 1.1. Encourage communication among the Washington Utilities and Transportation Commission (WUTC), and utilities regulated by the WUTC, regarding the requirements of the Growth Management Act, especially the requirement that service be provided concurrently with or in advance of demand.

U 1.2. Planning for utilities is the primary responsibility of the utility providers and must be coordinated with the County Comprehensive Plan.

Goal 2. Ensure that utility service is provided in a manner that is environmentally sensitive, safe, reliable, economical, and aesthetically compatible with surrounding land uses.

U 2.1. When reasonable and feasible, promote the co-location of public and/or private utility distribution facilities. Coordinate construction timing to minimize disruptions to the public and disturbances to the environment and archaeological resources, and to reduce the cost to the public for utility delivery.

U 2.2. Use utility corridors for shared uses, such as trails, open space, and recreation.

U 2.3. Provide timely and effective notification to utilities providers of road construction, and of maintenance and upgrades of existing roads to facilitate coordination of public and private utility trenching activities.

U 2.4. Encourage efficient, cost-effective and reliable utility service by ensuring that land will be made available for the locations of utility lines, including location within public transportation corridors, consistent with franchise terms and conditions including the possible payment of annual fees.

U 2.5. Coordinate land use and facility planning to allow eventual siting and construction of distribution lines within right-of-ways which are being dedicated or within roads which are being constructed or reconstructed.

U 2.6. Encourage system design practices intended to minimize the number and duration of interruptions to customer service, including underground utility lines where practical.

U 2.7. Facilitate and encourage conservation of resources to delay the need for additional utility facilities.

U 2.8. Once in place, continuing maintenance of utility facilities may disturb sensitive areas. Utility facilities should therefore be located outside such sensitive areas.

U 2.9. While harmful biological effects due to proximity to utility facilities such as electrical transmission lines or cellular tower sites have not been conclusively demonstrated, significant concerns remain, and study of the issues is ongoing. To address these environmental and health concerns, the County and affected utilities should:

U 2.9.1. Promote siting of facilities with respect for natural features, sensitive areas, and water quality and quantity.

U 2.9.2. Monitor research into the health effects from utility facilities.

U 2.9.3. Adopt standards as necessary to protect the public from known health hazards.

U 2.10. Consider changes to regulations and policies as appropriate to allow new utility technologies.

Goal 3. Process permits and approvals for utility facilities in a fair and timely manner, and in accordance with predictable development regulations.

U 3.1. Implement timely, predictable, and reasonable permit processes for utility service.

U 3.2. Review and amend existing regulations as necessary to allow maintenance, repair, installation and replacement of utilities, where consistent with the overall goals of this Comprehensive Plan.

U 3.3. Work with utility providers to enhance County and private Geographic Information Systems (GIS) development to help increase efficiency in permit processes.

U 3.4. Exercise flexibility in reviewing proposals using innovative new technologies.

Goal 4. Improve accessibility to government through interactive audio/visual communication, considering the geography of Island County.

Goal 5. Manage and protect ground water withdrawals and provide for resource protection through a common goal of non-degradation for existing and future residents of Island County.

U 5.1. Water utilities must work with the Island County Health Department, and Washington Departments of Health and Ecology to make best use of available data and new technology.

U 5.2. When converting land to a use that requires water availability, refer to policy NR 12.2 in the Natural Resources Element.

Goal 6. **Manage water systems in a way that protects the quantity and quality of groundwater resources for existing and future residents of Island County.**

U 6.1. Provide water utilities with incentive programs to encourage participation in water conservation and aquifer recharge area protection programs.

U 6.2. Continue to participate with State agencies and with the public in developing, updating, and implementing tools to improve management of Island County's limited ground water resources, such as the Coordinated Water System Plan, the Ground Water Management Program, and the Water Resource Management Plan.

U 6.3. Development must not be allowed to outstrip known water supplies. Consideration shall be given to the availability, susceptibility, and vulnerability of known ground water resources when siting new development and making land use decisions, per ICC 8.09 and related policies.

U 6.4. Water utilities must follow NR 7.1.2 in the Natural Resources Element.

U 6.5. Continue to provide for adequate groundwater analysis, commensurate to the scale and nature of the proposed development.

U 6.6. Water utilities must follow NR 9.1 in the Natural Resources Element.

Goal 7. **Ensure that Island County plans for water systems in a manner that utilizes the best available information regarding water resources, so that the resource will be preserved for current and future use.**

U 7.1. Implement the existing Coordinated Water System Plan (CWSP) to effectively guide the development, expansion, combination and coordination of water systems in the County.

U 7.2. Island County will prohibit service overlaps for the expansion of existing water systems and the formation of new water systems per the CWSP.

U 7.3. New water systems will be required to meter and document water usage at the source and impose conservation strategies and implementation measures per the CWSP.

U 7.4. Water systems will be encouraged to upgrade facilities to provide adequate water distribution, pressure, storage, and treatment for domestic use and fire protection.

U 7.5. Provide water conservation education to water utilities.

U 7.6. Development will be restricted unless adequate water supplies are available per ICC 8.09 and related policies.

U 7.7. Prior to any final plat approval, water availability must be reviewed and approved in accordance with ICC 8.09 and other related water policies.

U 7.8. Reuse of water, recharge of aquifers and alternative storage systems will be encouraged in water system designs.

U 7.9. Incentives will be offered for the retrofit of existing fixtures with water conservation fixtures.



Policies related to facilities and equipment necessary to support County operations and services to support Island County's current and future population.

This page intentionally left blank for double-sided printing

TABLE OF CONTENTS

10.1 INTRODUCTION 5

10.1.1 Community Services and Facilities 5

10.1.2 Organization of the Capital Facilities Element 6

10.1.3 Why Plan for Capital Facilities? 7

10.1.3.1 Growth Management Act Requirements

10.1.3.2 Best Management Practice

10.1.3.3 Eligibility for Grants and Loans

10.1.4 Other Statutory Requirements for Capital Facilities Plans 8

10.2 DEFINITIONS 8

10.3 LEVEL OF SERVICE (LOS) METHOD FOR ANALYZING CAPITAL FACILITIES 11

10.3.1 Explanation of LOS 11

10.3.2 Setting the LOS Standards 11

10.4 COUNTY MANDATES 12

10.4.1 County-Wide Planning Policies (CWPP) 12

10.4.2 Non-county Capital Facilities 12

10.4.3 Essential Public Facilities 12

10.5 GOALS AND POLICIES 13

This page intentionally left blank for double-sided printing

10.1 INTRODUCTION

This Capital Facilities Element (CFE) is a mandatory Element of the Island County Comprehensive Plan as required by the Washington State Growth Management Act (GMA). Capital facilities are the long lasting facilities and equipment necessary to support County operations and services which generally call for significant investment. These generally include, but are not limited to facilities such as streets, roads, highways, sidewalks, parks and recreational facilities, schools, water supply and conveyance systems, storm water management systems, domestic waste and wastewater disposal and treatment systems, government buildings, and emergency service facilities. Capital facilities usually require funding separate from the County's general funds. Planning of capital facilities is crucial to support the County's current and future population, and effective planning can keep costs lower, provide better services and maintain facilities more thoroughly.

10.1.1 COMMUNITY SERVICES AND FACILITIES

As population growth continues, the County will need to increase expenditures for basic capital facilities and services.

Capital facility planning focuses on providing adequate capital facilities and services as required under the Growth Management Act. The County's Capital Facilities Element is an important tool linking land use and capital facilities planning with long-term fiscal planning. Participation by special purpose districts (pursuant to RCW 36.70.520) in this planning effort is important to the County's future. For example, intensively developed

CAPITAL FACILITIES GOALS

1. **Establish Level of Service (LOS) Standards for each type of capital facility, and determine what capital improvements are needed in order to achieve and maintain the standards for existing and future populations and to repair or replace existing capital facilities.**
2. **Ensure the costs of County-owned capital facilities are within the County's funding capacity, and fairly distributed between users and the County in general.**
3. **Provide adequate capital facilities by constructing needed capital improvements which repair or replace obsolete or worn out facilities, eliminate existing deficiencies, and meet the needs of future development and redevelopment caused by previously issued and new development permits. The County's ability to provide needed improvements will be demonstrated by maintaining a financially feasible schedule of capital improvements in this Capital Facilities Plan (CFP) and the Capital Improvement Program (CIP).**
4. **Implement the Capital Facilities Element in a manner that coordinates and is consistent with the plans and policies of other Elements of the Island County Comprehensive Plan, the Countywide Planning Policies (CWPP), and the Growth Management Act of the State of Washington. Where possible, the Capital Facilities Element will also coordinate and be consistent with the plans and policies of other regional entities, adjacent counties, and municipalities.**

CAPITAL FACILITIES GOALS (CONTINUED)

5 **Implement programs to ensure that the goals and policies established in the Capital Facilities Element will be achieved or exceeded and that the necessary capital improvements will be constructed. Each implementation program will be adopted by ordinance as appropriate for each implementation program.**

6 **Provide for the siting of essential public facilities.**

7 **Ensure that those public services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current LOS below locally established minimum standards.**

residential areas with septic tank drainfields require close monitoring to protect water quality. Alternative sewage treatment solutions may be needed for areas where concentrations of septic tank failures occur, yet population density will not support development of regionally centralized sewage treatment facilities.

Public police, fire protection, and health services must be integrated into planning efforts. Population growth and aging of school facilities will require building improvements or construction of new schools over the next 20 years. Independent capital facility and service providers will need to coordinate efforts with the Island County Comprehensive Plan to ensure consistency and meet the needs of the community.

10.1.2 ORGANIZATION OF THE CAPITAL FACILITIES ELEMENT

The Capital Facilities Element is broken into three parts:

1. 10 - Capital Facilities Element (CFE) :
   - Goals, policies and background information on the capital facilities program for Island County
   - Level of Service (LOS) Standards
2. 10A - Capital Facilities Plan (CFP):
   - Inventory of existing capital facilities
   - Comparison of existing LOS to the LOS Standards set in the CFE
   - A list of non-capital alternatives for achieving or maintaining Levels of Service
3. 10B - Capital Improvement Program (CIP):
   - Projects, including funding sources, approved by the Board of Island County Commissioners for the next 6 years

The CFE contains objectives, principles, and standards that guide and implement the provision of concurrent and adequate capital facilities. The purpose of the CFE is to use sound fiscal policies to provide adequate capital facilities consistent with the Land Use Element in order to achieve and maintain adopted LOS Standards

The CFP includes the projected needs for capital facilities for the next 20 years. One of the principal criteria for identifying needed capital improvements is standards for levels of service (LOS).

The annually updated Capital Improvement Program (CIP), which contains the schedule of capital expenditures, forms the basis of the annual capital improvement budget. The CIP contains the six-year plan for financing capital improvements that supports the County's current and future population and economy. The capital improvements are reasonably funded (i.e. not a wish list).

10.1.3 WHY PLAN FOR CAPITAL FACILITIES?

There are several reasons to plan for capital facilities. The three main reasons include:

1. Growth Management Act requirements
2. Best management practice
3. Eligibility for grants and loans

10.1.3.1 Growth Management Act Requirements

The Capital Facilities Elements is required by RCW 36.70A.070 to include:

1. An inventory of existing capital facilities owned by public entities, showing the locations and capacities of the capital facilities;
2. A forecast of the future needs for such capital facilities;
3. The proposed locations and capacities of expanded or new capital facilities;
4. At least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes; and
5. A requirement to reassess the land use element if probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated and consistent.

Because the CFE is an open public process, development of the CFE enables citizen participation in decision making and ensures accountability of public funds. Also, participation in the capital planning process helps the community understand why a project may be given priority over others and what the funding limitations are. When seen in the context of a comprehensive planning and budgetary framework, prioritization and sequencing decisions are more clearly understood.

By establishing LOS Standards as the basis for providing capital facilities, and ensuring the adequacy of capital facilities during the division of land and building permit processes, the CFE helps maintain the quality of life in this community.

10.1.3.2 Best Management Practice

Planning for major capital facilities and their costs requires Island County to:

- Demonstrate the need for facilities and the need for revenues to pay for them;
- Estimate eventual operation and maintenance costs of new capital facilities that will impact the annual budget;
- Take advantage of sources of revenue that require a CFE in order to qualify for the revenue; and
- Get better ratings on bond issues when the County borrows money for capital facilities (thus reducing interest rates and the cost of borrowing money).

10.1.3.3 Eligibility for Grants and Loans

The State of Washington Department of Community, Trade and Economic Development's Public Works Trust Fund requires that local governments have a CFE in order to be eligible for loans. Some other grants and loans have similar requirements or give preference to governments that have a CFE.

10.1.4 OTHER STATUTORY REQUIREMENTS FOR CAPITAL FACILITIES PLANS

Other requirements of the GMA mandate forecasts of the long range future needs for capital facilities and the use of LOS Standards of facility capacity as the basis for capital facilities contained in the CFE (RCW 36.70A.020(12)). For this reason the planning period of the CFE extends for the entire 20 year planning period. As a result, capital facilities in the CFE must be based on quantifiable, objective measures of capacity, such as traffic volume capacity per mile of road or acres of park per capita.

One of the goals of the GMA is to ensure that those capital facilities necessary to support development be adequate to serve the development at the time development is available for occupancy. This concept is known as concurrency. Island County manages concurrency through the Concurrency Ordinance (ICC 11.04).

Although the statutory mandate for capital facilities planning originated with the adoption of GMA, the review of public works projects for consistency with the comprehensive plan originated in the Planning Enabling Act (RCW 36.70.540).

10.2 DEFINITIONS

The following definitions apply throughout this Capital Facilities Element.

"Capital Facility" or "Public Facility" means the publicly owned capital improvements and systems that serve Island County, including, but not limited to the following facilities or services. Some capital facilities (e.g. libraries, hospitals, etc.) are not currently considered in this Element but could be added to the definition of Capital Facilities in future CFE updates:

A. Arterial Roads/Transit Routes
B. Domestic Water
C. Community Parks
D. Sanitary sewer
E. Schools
F. Solid waste
G. Surface and storm water management
H. Transit

"Capital Improvement" means land, improvements to land, structures (including design, permitting, and construction), initial furnishings and selected equipment. Other capital costs, such as motor vehicles and motorized equipment, computers and office equipment, office furnishings, and small tools are considered to be minor capital expenses in the County's annual budget, are not generally considered capital improvements for the purposes of this Comprehensive Plan, or the issuance of development permits.

"Category of Capital Facilities" means a specific group of capital facilities, as follows:

A. Category A capital facilities are facilities owned or operated by Island County and subject to the requirement for concurrency.
B. Category B capital facilities are facilities owned or operated by federal, state, or city governments, independent districts, or private organizations and subject to the requirement for concurrency.
C. Category C capital facilities are facilities owned or operated by Island County but not subject to the requirement for concurrency.
D. Category D capital facilities are facilities owned or operated by federal, state, or city governments, independent districts, or private organizations but not subject to the requirement for concurrency.

"Community parks" means parks owned and operated by the County as defined by the Parks and Recreation Element.

"Concurrency" means that adequate capital facilities are available when the impacts of development occur, except that in the case of transit routes and county/city/town arterial roads and their intersections, concurrent with development shall mean:

A. That the capacity of an affected transit route/arterial or arterial intersection(s) is sufficient to accommodate the projected transportation impacts of a proposed development; or

B. That improvements, strategies, or other mitigation measures which will achieve or maintain an operating level at or above the level of service standard established for the affected transit route/arterial or arterial intersection(s):
   1. Are in place; planned, reasonably funded, and scheduled for completion no later six year after development approval as reflected in the most recent version of the adopted Transportation Improvement Program (TIP); or
   2. Will be available and complete no later than six years after development approval, as provided by a voluntary financial commitment (where appropriate) by the applicant that is in place at the time of the development's approval.

"Correction" means a project(s) or strategy(ies) to correct existing or projected Level of Service (LOS) deficiencies.

"Development activity" means any proposal requiring a permit or approval which will result in construction, development, earth movement, clearing, or other site disturbance and requires a permit, approval or authorization from the County or is proposed by a public agency.

"Essential public facilities" means those facilities that provide a service to the public and are required to support basic social needs in the community, region and state and to implement the comprehensive plan but are typically difficult to site because they may require an extremely large amount of acreage, can have aesthetic issues that may not meet standards for rural character, can create exceptionally high impacts from the amounts and type of transportation, excessive noise, odor, lighting and glare, and may involve unusually high security measures. Essential public facilities include but are not limited to airports, military installations, state educational facilities, state or regional transportation facilities, state and local correctional facilities, solid waste-handling facilities, and large in-patient facilities including substance-abuse facilities, mental health facilities, group homes, and secure community transition facilities.

"Level of Service (LOS) Standard" means an established minimum capacity of capital facilities that must be provided per unit of demand or other appropriate measure of need. See section 10.3 for more details on LOS Standards.

"Mitigation" means the avoidance or minimization of a development activity's impact upon an affected arterial or arterial intersection through such means as limiting or altering the proposed uses, intensities, or design of the development or by compensating for the impact by replacing, enhancing, or providing system improvements which provide additional capacity.

"Planned Transportation Facility" means a correction project scheduled to be completed no later than the sixth year of the current Transportation Improvement Program (TIP) for which a financial commitment has been made and projects to be funded in total or in part by the state/city/town or for which voluntary financial commitments have been secured.

"Reasonably Funded" means a mitigation measure or other transportation improvement that is scheduled for completion and is designated as funded in the current version of the Transportation Improvement Program (TIP) of the County or City/Town.

"Strategies - Transportation Demand Management" means managing transportation demand, usually to reduce it or to shift it to different times, locations, routes, or modes all designed to increase the number of person-trips which can be carried on the highway system without significantly increasing the design capacity of the highway system and without increasing the number of through traffic lanes.

"Transit Routes" means County/City/Town Roads identified in the adopted Transportation Elements of the respective political subdivision. Roads used by Island Transit that are not identified in the referenced Transportation Elements will be considered for inclusion in the plans as transit routes during updates of the Transportation Elements and are not considered transit routes until they are so identified

10.3 LEVEL OF SERVICE (LOS) METHOD FOR ANALYZING CAPITAL FACILITIES

10.3.1 EXPLANATION OF LOS

Level of Services (LOS) are usually quantifiable measures of the capacity of capital facilities. LOS may also measure the quality of some capital facilities. LOS should be set to reflect realistic expectations consistent with the achievement of growth aims. Setting such levels too high, such as requiring 100 acres of parks per every resident, could be unrealistic and costly. Setting levels too low, such as only needing to have a solid waste transfer station process a pound of waste per 10,000 residents per day, when in reality each resident is producing much more than, could result in an inadequate facilities. LOS Standards are generally an established minimum capacity for capital facilities or services that is planned to be provided per unit demand or other appropriate measure of need and is used as a gauge for measuring the quantity of service.

Concurrency is another important factor in setting LOS Standards. Currently, the County's concurrency ordinance only includes transportation systems. Not meeting the road LOS Standards requires a moratorium on development. LOS Standards are valuable planning and budgetary tools even if concurrency is not required for that facility.

10.3.2 SETTING THE LOS STANDARDS

Because the need for capital facilities is largely determined by the adopted Level of Service (LOS) Standards, one of the primary purposes of the CFE is the selection of these standards. LOS Standards should be based on the community's vision and values for the future. The regionally-established LOS Standards for State highways and ferries are to be developed jointly with the State Department of Transportation to encourage consistency across jurisdictions. Island County, Oak Harbor, Langley, and Coupeville have established LOS Standards for their own arterial roadway systems and intersections and transit routes.

The LOS Standards are provided in detail in CF 1.2. The adopted standards:

1. Determine the need for capital improvements projects (see CF 2.3)
2. Are the benchmark when required for testing the adequacy of capital facilities for each proposed development pursuant to the concurrency requirements (see CF 4.3).

10.4 COUNTY MANDATES

10.4.1 COUNTY-WIDE PLANNING POLICIES (CWPP)

Many capital facilities either cross jurisdictional boundaries or are used by both rural and urban citizens. The County-Wide Planning Policies (CWPP) establishes policies for inter-jurisdictional coordination and planning around capital facilities. CWPP 3.6 includes restrictions on where certain capital facilities should be sited and which jurisdictions should be involved in the planning process.

10.4.2 NON-COUNTY CAPITAL FACILITIES

The CFE contains LOS Standards for certain non-County, publicly- and privately-owned facilities. By this means adequacy will be determined and ensured. Non-County providers will need to decide their relationship to the County's Element and how they intend to provide services at an acceptable LOS.

10.4.3 ESSENTIAL PUBLIC FACILITIES

The Growth Management Act (RCW 36.70A.200) requires that each local jurisdiction planning under the GMA provide a process within its Comprehensive Plan for identifying and siting essential public facilities. Facilities, such as airports, state education facilities, state or regional transportation facilities, state and local correctional facilities, solid waste handling, and inpatient facilities including substance abuse, mental health, and group home facilities require special consideration and planning when selecting appropriate sites. The GMA does not directly require that Federal facilities be included when identifying essential public facilities. Federal lands are not subject to local land use regulations under GMA.

The GMA prohibits local jurisdictions from imposing outright bans on essential public facilities. Due to the size and location of Island County, it is highly unlikely that any new essential public facilities, such as large scale utilities, will be constructed in the foreseeable future. Goal CF 6 and subsequent policies relate to the siting of essential public facilities. CWPP 3.7 includes additional policies related to the siting of essential public facilities.

10.5 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

Level of Service

Goal 1. **Establish Level of Service (LOS) Standards for each type of capital facility, and determine what capital improvements are needed in order to achieve and maintain the standards for existing and future populations and to repair or replace existing capital facilities.**

CF 1.1. The County's adopted LOS Standards for Categories A and B capital facilities are as follows:

CF 1.1.1. Category A. The LOS Standards of each type of capital facility in Category A, as defined above, shall apply to development permits issued by the County after the effective date of implementation of this Element, as described in CF 3.3, the County's annual budget, the County's Capital Improvements Program, and other Elements of this Comprehensive Plan.

CF 1.1.2. Category B. The LOS Standards of each type of capital facility in Category B, as defined above, shall apply to development permits issued by the County after the effective date of implementation of this Element, as described in CF 3.3, and other Elements of this Comprehensive Plan. Category B capital facilities are provided by entities other than Island County, therefore the LOS Standards shall not apply to the County's annual budget or the County's Capital Improvements Program.

CF 1.1.3. Categories C and D. The LOS Standards for those capital facilities in Categories C and D, as defined above, that are required to be found adequate pursuant to RCW 58.17 or required to be found adequate for building permits, shall apply to development permits issued by the County, as applicable.

CF 1.2. The LOS Standards for capital facilities shall be as follows. The County recognizes that the methodology used to determine the LOS Standards for capital facilities may need to be revisited and adjusted with future updates to this element. These standards apply to the unincorporated area of the County. Municipalities may establish different LOS Standards.

CF 1.2.1. Category A Capital Facilities:

CF 1.2.1.1. County Roads (rural arterials & transit routes): See the Transportation Element

CF 1.2.1.2. County Roads (urban arterials & transit routes): See the Transportation Element

CF 1.2.1.3. County Arterial/Transit Route Intersections: See the Transportation Element

CF 1.2.2. Category B Capital Facilities

CF 1.2.2.1. City and Town Arterials/Transit Routes/Their Intersections: As specified in the CFE of the city/town.

CF 1.2.3. Category C Capital Facilities

CF 1.2.3.1. Sanitary Sewage: Approving authority standard

CF 1.2.3.2. Solid Waste Processing: 5.8 pounds per capita per day

CF 1.2.3.3. Corrections and Detention: 0.50 beds per 1,000 total County population.

CF 1.2.3.4. Juvenile Detention: 0.0675 beds per 1,000 total County population

CF 1.2.3.5. County Buildings

CF 1.2.3.5.1. General Administration Buildings: 1,000 square feet per 1,000 County population

CF 1.2.3.5.2. District Court: 1 courtroom or hearing room per judicial position

CF 1.2.3.5.3. Superior Court: 1 courtroom per judicial position

CF 1.2.3.5.4. Law Enforcement Buildings: 120 sq. ft. per 1,000 people in the unincorporated area

CF 1.2.3.6. Trails: 0.5 miles per 1,000 population in the unincorporated area

CF 1.2.3.7. Community Parks: 3.5 acres per 1,000 population in the unincorporated area

CF 1.2.3.8. Stormwater Management Systems:

CF 1.2.3.8.1. Must be designed to control both stormwater quantity and quality impacts.

CF 1.2.3.8.2. Surface Water – Habitat – Both areas: Restore in-stream flows, reduce peaks, and maintain clear fish passage.

CF 1.2.3.8.3. Surface Water – Quality - Both areas: Federal/State water quality standards for receiving waters

CF 1.2.4. Category D Capital Facilities

CF 1.2.4.1. Fire Protection Services: Fire Protection Class # 8 (Washington State Surveying and Rating Bureau)

CF 1.2.4.2. School District Facilities: Five usable acres and one additional usable acre per 100 students and for any school housing students above grade six, an additional usable five acres, as specified in WAC 180-26-020; and

CF 1.2.4.3. Stormwater Management Systems:

CF 1.2.4.3.1. Must be designed to control both stormwater quantity and quality impacts.

CF 1.2.4.3.2. Surface Water – Habitat – Both areas: Restore in-stream flows, reduce peaks, and maintain clear fish passage.

CF 1.2.4.3.3. Surface Water – Quality – Both Areas: Federal/State water quality standards for receiving waters

CF 1.2.4.4. Domestic Water: Refer to State Department of Health and Island County Code for proof of water availability requirements

CF 1.2.4.5. State Transportation Facilities:

CF 1.2.4.5.1. Regional Facilities: As adopted by Island Regional Transportation Planning Organization (IRTPO)

CF 1.2.4.5.2. State-wide Facilities: As adopted by WSDOT/Legislature

CF 1.2.4.5.3. Ferry: As adopted by WSDOT/Legislature

CF 1.3. Determining Capital Facility Needs. The County shall determine the quantity of capital improvements needed to eliminate existing deficiencies and to meet the needs of future growth. The following methodology shall be used in determining capital facility needs.

CF 1.3.1. The quantity of capital improvements shall be determined by the following calculation: Q = (S x D) - I,

Where: Q is the quantity of capital improvements needed,

S is the standard for LOS,

D is the demand, such as the population, and

I is the inventory of existing facilities.

CF 1.3.2. The calculation shall be used for existing demand in order to determine existing deficiencies. The calculation shall be used for projected demand in order to determine needs of future growth.

CF 1.3.3. LOS is not the exclusive determinant for capital improvement needs. Repair, remodeling, renovation, and replacement of obsolete or worn out facilities as determined by the Board of Island County Commissioners, or the construction of capital facilities in excess of the minimum LOS Standards adopted in this Element, may be constructed or acquired at any time as long as the following conditions are met:

CF 1.3.3.1. The capital improvement does not make financially infeasible any other capital improvement that is needed to achieve or maintain the LOS Standards adopted in this Element, and

CF 1.3.3.2. The capital improvement does not contradict, limit or substantially change the goals and policies of any Element of this Comprehensive Plan, and

CF 1.3.3.3. One of the following conditions is met:

CF 1.3.3.3.1. The excess capacity is an integral part of a capital improvement that is needed to achieve or maintain LOS Standards (i.e., the minimum capacity of a capital project is larger than the capacity required to provide the LOS).

CF 1.3.3.3.2. The excess capacity provides "economies of scale" making it less expensive than a comparable amount of capacity if acquired at a later date.

CF 1.3.3.3.3. The asset acquired is land that is environmentally sensitive, or designated by the County as necessary for conservation or recreation.

CF 1.3.3.3.4. The excess capacity is part of a capital project financed by general obligation bonds approved by referendum.

CF 1.3.4. The County may provide non-capital alternatives to achieve and maintain the adopted LOS Standards. Non-capital alternatives use programs, strategies or methods other than traditional "brick and mortar" capital standards. Non-capital alternatives include, but are not limited to the following:

CF 1.3.4.1. Programs that reduce or eliminate the need for the capital facility.

CF 1.3.4.2. Programs that provide a non-capital substitute for the capital facility (e.g. electronic home monitoring or other sentencing alternatives to incarceration in traditional jail facilities).

CF 1.3.4.3. Programs that reduce the demand for a capital facility or the service it provides (e.g. telecommuting as an alternative to commuting to work; transit as an alternative to cars; recycling as an alternative to landfills).

CF 1.3.4.4. Programs that use alternative methods to provide the same LOS (e.g. "natural" drainage in managed flood basins as an alternative to levees and dikes).

CF 1.3.4.5. Programs that use existing facilities more efficiently to reduce the need for additional facilities (e.g. night court as an alternative to more courtrooms during the day; flextime and evening and night shifts as an alternative to additional space for government staff).

CF 1.3.5. Any capital improvement that is needed as a result of any of the factors listed in CF 1.3.3 shall be included in the regular schedule of capital improvements contained in both the Capital Facilities Plan (CFP) and the Capital Improvements Program (CIP). All such capital improvements shall be approved in the same manner as the capital improvements that are needed according to the quantitative analysis described in CF 1.3.1.

CF 1.4. Priorities. The relative priorities among capital improvements projects are as follows:

CF 1.4.1. *Priorities Among Types of Capital Facilities.* Relative priorities among types of capital facilities (i.e., roads, septage, etc.) should be established by adjusting the LOS Standards and the available revenues until the resulting capital facilities needs become financially feasible. This process should be repeated with each update of the Capital Facilities Element to allow for changes in priorities among types of capital facilities.

CF 1.4.2. Priorities of Capital Improvements Within a Type of Capital Facility. Capital improvements within a type of capital facility are to be evaluated on the following criteria and considered in the order of priority listed below. The County shall establish the final priority of all capital facility improvements using the following criteria as general guidelines. Any revenue source that cannot be used for a high priority facility shall be used beginning with the highest priority for which the revenue can legally be expended.

CF 1.4.2.1. New capital facilities, and improvements to existing capital facilities, that eliminate public hazards if such hazards were not otherwise eliminated by facility improvements prioritized according to CF 1.4.2.2 of CF 1.4.2.3.

CF 1.4.2.2. Reconstruction, rehabilitation, remodeling, renovation, or replacement of obsolete or worn out facilities that contribute to achieving or maintaining LOS adopted in this Element.

CF 1.4.2.3. New or expanded facilities that reduce or eliminate deficiencies in LOS for existing demand.

CF 1.4.2.4. Improvements to existing facilities, and new facilities that significantly reduce the operating cost of providing a service or facility, or otherwise mitigate impacts of capital facilities on future operating budgets.

CF 1.4.2.5. New facilities that exceed the adopted LOS for new growth during the next six fiscal years by either

- Providing excess capital facility capacity that is needed by future growth beyond the next six fiscal years, or
- Providing higher quality capital facilities than are contemplated in the County's normal design criteria for such facilities.

CF 1.4.2.6. Facilities not described in CF 1.4.2.1 through CF 1.4.2.5, but which the County is obligated to complete, provided that such obligation is evidenced by a written agreement the County executed prior to the adoption of this Element.

CF 1.4.3. All facilities scheduled for construction or improvement in accordance with this policy shall be evaluated to identify any plans of State or local governments or districts that affect, or will be affected by, the proposed County capital improvement.

CF 1.4.4. Project evaluation may also involve additional criteria that are unique to each type of capital facility, as described in other Elements of this Comprehensive Plan.

Financial Feasibility

Goal 2. Ensure the costs of County-owned capital facilities are within the County's funding capacity, and fairly distributed between users and the County in general.

CF 2.1. Financial Feasibility. The estimated costs of all needed capital improvements shall not exceed conservative estimates of revenues from sources that are available to the County pursuant to current statutes, and which have not been rejected by referendum, if a referendum is required to enact a source of revenue. Conservative estimates need not be the most pessimistic estimate, but cannot exceed the most likely estimate.

CF 2.2. Financing Policies. Capital improvements shall be financed, and debt shall be managed as follows:

CF 2.2.1. Capital improvements for County enterprise funds (e.g. solid waste) shall be financed by one of the following:

CF 2.2.1.1. Debt to be repaid by user fees and charges and connection or capacity fees for enterprise services.

CF 2.2.1.2. Current assets (e.g. reserves, equity or surpluses, and current revenue, including grants, loans, donations and interlocal agreements).

CF 2.2.1.3. A combination of debt and current assets.

CF 2.2.2. Capital improvements financed by non-enterprise funds shall be financed from either current assets: (i.e., current revenue, fund equity and reserves), or debt, or a combination thereof. Financing decisions shall include consideration for which funding source (current assets, debt, or both) will be most cost effective, consistent with prudent asset and liability management, appropriate to the useful life of the project to be financed, and the most efficient use of the County's ability to borrow funds.

CF 2.2.3. Debt financing shall not be used to provide more capacity than is needed within the schedule of capital improvements for non-enterprise capital facilities unless one of the conditions of CF 2.3.3.3 is met. For REET 1, REET 2, and Conservation Futures Funds, the total 6-year planning period obligations to debt service shall not exceed 50% of the total 6-year planning period revenue of the individual funds.

CF 2.3. Operating and Maintenance Costs. Except for open space and habitat areas, the County shall not provide a capital facility, nor shall it accept the provision of a capital facility by others, if the County or other provider is unable to pay for the subsequent annual operating and maintenance costs of the facility. Non-capital alternatives, as provided in CF 1.3.3, shall be utilized to meet LOS standards if operating and maintenance cost restrictions prohibit capital construction.

CF 2.4. *Revenues Requiring Referendum (voter approval).* In the event that sources of revenue require voter approval in a local referendum that has not been held, and a referendum is not held, or is held and is not successful, this Comprehensive Plan shall be revised at the next annual amendment to adjust for the lack of such revenues, in any of the following ways:

- Reduce the LOS for one or more capital facilities;
- Increase the use of other sources of revenue;
- Decrease the cost, while retaining the quantity of the facilities that is inherent in the standard for LOS;
- Decrease the demand for and subsequent use of capital facilities;
- A combination of the above alternatives.

CF 2.5. *Conditional Permits for Projects Waiting Approved Financing.* All development permits issued by the County which require capital improvements that will be financed by sources of revenue which have not been approved or implemented (such as future debt requiring a referendum) shall be conditioned on the approval or implementation of the indicated revenue sources, or the substitution of a comparable amount of revenue from existing sources.

CF 2.6. *Funding Shortage.* The Land Use Element will be reassessed if probable funding falls short of meeting existing needs and to ensure that the Land Use Element, Capital Facilities Element, and financing plan within the Capital Facilities Element are coordinated and consistent.

Provide Needed Improvements and Concurrency Management

Goal 3. Provide adequate capital facilities by constructing needed capital improvements which repair or replace obsolete or worn out facilities, eliminate existing deficiencies, and meet the needs of future development and redevelopment caused by previously issued and new development permits. The County's ability to provide needed improvements will be demonstrated by maintaining a financially feasible schedule of capital improvements in this Capital Facilities Plan (CFP) and the Capital Improvement Program (CIP).

CF 3.1. Schedule of Capital Improvements. The County shall provide the County-owned capital improvements listed in the CIP. The CIP may be modified as follows:

CF 3.1.1. The CIP shall be updated annually.

CF 3.1.2. Pursuant to the Growth Management Act, amendments to the CIP may only occur during the annual update.

CF 3.1.2.1. In certain cases, the CIP may be adjusted by budgetary amendment rather than through an amendment to the Comprehensive Plan. The conditions under which this may occur include: correction of errors, updates of data,

emergencies, reallocation of funds between projects appearing within the adopted plan regardless of year, or modifications concerning costs; revenue sources; acceptance of facilities pursuant to dedications which are consistent with the approved CIP; or the date of construction (so long as it is completed within the 6-year period) of any facility enumerated in the schedule of capital improvements.

CF 3.1.3. Any act, or failure to act, that causes any project listed in the CIP for which concurrency is required to be scheduled for completion in a fiscal year later than the fiscal year indicated in the CIP shall be effective only if the act, or failure to act, causing the delay is subject to one of the following:

CF 3.1.3.1. Projects providing capacity equal to, or greater than the delayed project are accelerated within, or added to the CIP, in order to provide capital facility capacity in the fiscal year at least equal to the capacity scheduled prior to the act which delayed the subject project.

CF 3.1.3.2. Amendment of the Comprehensive Plan (during the allowable annual amendment) to reduce the adopted LOS Standards for capital facilities until the fiscal year in which the delayed project is scheduled to be completed.

CF 3.2. Budget Appropriation of CIP. The County shall include in the capital appropriations of its annual budget all the capital improvements projects listed in the CIP for expenditure during the appropriate fiscal year, except that the County may omit from its annual budget any capital improvements for which a binding agreement has been executed with another party to provide the same project in the same fiscal year. The County may also include in the capital appropriations of its annual budget additional capital facility projects that conform to CF 1.3.3 and CF 1.4.2.6.

CF 3.3. Adequate Capital Facility Concurrency. The county shall condition the issuance of development permits on a determination that there is sufficient capacity of Category A and Category B capital facilities to meet the LOS Standards for existing and approved development and the impacts of the proposed development are concurrent with the proposed development.

CF 3.3.1. In implementing ordinances, the County should consider setting specific development permit threshold levels depending upon the classification and/or ownership of the transportation facility.

CF 3.3.2. A finding of concurrency should be a prerequisite of applying for a permit for a non-exempt development activity.

CF 3.3.3. For the purpose of this policy and the County's land development regulations, "concurrent with" shall be defined as follows and the availability of capital facility capacity to support development concurrent with the impacts of such development shall be determined in accordance with the following:

CF 3.3.3.1. For all Category A and B capital facilities except arterial roads and transit routes:

CF 3.3.3.1.1. The necessary facilities and services are in place at the time a development permit is issued; or

CF 3.3.3.1.2. Development permits are issued subject to the condition that the necessary facilities and services will be in place when the impacts of the development occur; or

CF 3.3.3.1.3. The necessary facilities are under construction at the time a development permit is issued, and the necessary facilities will be in place when the impacts of the development occur; or

CF 3.3.3.1.4. The necessary facilities are the subject of a binding executed contract which provides for the actual construction of the required facilities and guarantees that the necessary facilities will be in place when the impacts of the development occur; or

CF 3.3.3.1.5. The necessary facilities are guaranteed in an enforceable development agreement that must guarantee that the necessary facilities will be in place when the impacts of the development occur.

CF 3.3.3.2. For arterial roads and transit routes:

CF 3.3.3.2.1. Any of the provisions of CF 3.3.3.1; or

CF 3.3.3.2.2. The County has in place binding financial commitments to complete the necessary capital facilities within six years, provided that:

- The CIP and Transportation Improvement Program (TIP) must be financially feasible.
- The County uses a realistic, financially feasible funding system based on revenue sources available according to laws adopted at the time the CIP is adopted.
- Improvements, strategies, or other mitigation measures which will achieve or maintain an operating level at or above the LOS Standard for the affected arterial, transit route, or their intersection are in place, planned, and reasonably funded, and the CIP must demonstrate that the actual construction of the arterial roads and transit routes are scheduled to commence on or before the sixth year of the CIP.
- The CIP must include necessary facilities to maintain the adopted LOS Standards to serve the new development proposed to be permitted and the necessary facilities required to eliminate existing deficiencies.

- The concurrency period may be shorter than 6 years if the impact on the LOS of the facility is severe.

CF 3.3.3.3. For those capital facilities that are not designated as Category A or B capital facilities and for which the State Subdivision Law (RCW 58.17) requires a finding that appropriate provisions have been made for specified capital facilities, regulations/policies will be enacted to support the "approving authorities" finding and/or action in approving or disapproving the proposal. The check for adequacy logically occurs during the preliminary approval process of a regulated division of land or in the case of a building permit, prior to its issuance.

CF 3.3.4. The County will evaluate and update current development regulations to identify non-exempt development and ensure all non-exempt development demonstrates that there is adequate capacity for Category C and Category D facilities to meet the LOS Standards.

CF 3.3.5. No permit for an identified non-exempt development activity shall be issued by the County without a determination of the concurrency of Category A and Category B capital facilities. Verifying that concurrency exists should be a prerequisite of submittal of a permit for a non-exempt development activity.

CF 3.3.6. As specified in the implementing regulation, non-exempt development permits issued pursuant to CF 3.3.4 and CF 3.3.5 shall be subject to the following requirements:

CF 3.3.6.1. For the following capital facilities, the capacity must meet the LOS Standards prior to the issuance of the building permit.

- Domestic water
- Sanitary sewer
- Surface water

CF 3.3.6.2. For the following capital facilities, the capacity must be available within the area of impacts as determined by a traffic report/study at the time of development, as defined in the implementing ordinance, or be the subject of a specific financial commitment, strategies, or mitigation to meet the standards within 6 years of the issuance of the final development permit:

- County Arterial roads
- County Transit routes
- State Route 20
- State Route 525

CF 3.3.6.3. The determination that facility capacity is available to meet the LOS Standards shall apply only to specific uses, densities, and intensities based

on information provided by the applicant and included in the development permit.

CF 3.3.6.4. The determination that facility capacity is available to meet the LOS Standards shall be valid for the same period of time as the underlying development permit, including any extensions of the underlying development permit. If the underlying development permit does not have an expiration date, the capacity shall be valid for a period not to exceed two (2) years.

CF 3.3.6.5. The determination that facility capacity is available to meet the LOS Standards shall be binding on the County.

CF 3.3.6.6. The LOS Standards of Category A and Category B capital facilities shall be applied to the issuance of development permits, as defined in the implementing ordinance, on geographical basis.

CF 3.3.6.7. Capital facilities shall achieve and maintain the LOS Standards within the service area as determined by a concurrency management process. No development permit application for a non-exempt development activity, as defined in the implementing ordinance, may be submitted if the LOS Standards are not achieved and maintained for the following capital facilities and assigned service areas:

CF 3.3.6.7.1. County arterials/transit routes/intersection - the service area includes those County arterials/county transit routes and their intersections impacted by the proposed development as determined by a traffic report/study submitted in compliance with the requirements of the County concurrency management program.

CF 3.3.6.8. No further determination of capacity for the subject property shall be required prior to the expiration of the determination of capacity for the development permit provided that the capacity has been reserved for the development permit. The subject property may extend the reservation of capacity to subsequent development permits for the same property. Any change in the density, intensity, or land use that requires additional capital facilities or capacity is subject to review and approval or denial by the County.

CF 3.3.6.9. The check for adequacy shall be performed only for certain capital facilities that are designated herein as Category C or D capital facilities and for which the State Subdivision Law (RCW 58.17) requires a finding that appropriate provisions have been made for the specified capital facility prior to preliminary approval of the development activity.

- Drainage ways
- County parks

- Potable water supplies
- Sanitary wastes
- School sites
- Streets and roads
- Transit stops

CF 3.3.7. The County should evaluate development regulations as they relate to vested rights and ensure vested rights provisions are consistent with state statutes and recent Washington case law.

CF 3.3.8. Island County will continually evaluate and seek opportunities to enhance the effectiveness of County established drainage systems and when possible, invest in additional drainage infrastructure to mitigate flooding within the County.

Coordination and Consistency with Other Plans and Policies

Goal 4. Implement the Capital Facilities Element in a manner that coordinates and is consistent with the plans and policies of other Elements of the Island County Comprehensive Plan, the Countywide Planning Policies (CWPP), and the Growth Management Act of the State of Washington. Where possible, the Capital Facilities Element will also coordinate and be consistent with the plans and policies of other regional entities, adjacent counties, and municipalities.

CF 4.1. Land Development. Manage the land development process to ensure that all development receives capital facility LOS equal to, or greater than the standards adopted in CF 1.2 by implementing the CIP and projects contained in the Capital Facilities Plan (CFP), and by using the fiscal resources provided for in Goal 2 and its supporting policies.

CF 4.1.1. All Category A and Category C capital facility improvements shall be consistent with the goals and policies of other Elements of this Comprehensive Plan. The location and LOS provided by projects in the CIP shall maintain adopted LOS Standards for existing and future development in a manner and location consistent with the Land Use Element of this Comprehensive Plan.

CF 4.1.2. The County shall integrate its land use planning and decisions with its planning and decisions for capital facility improvements by developing, adopting, and using the programs listed in the Goal 6.

CF 4.1.3. The land development regulations shall be amended to the extent permissible under State law to expedite land use decisions for County and non-County capital facility projects included in adopted CIP reviewed by the County. Such regulatory amendments will help ensure that capital facilities are provided in a timely, predictable, and cost effective manner and encourage the development of CIP by special purpose districts.

CF 4.2. CWPP Implementation. Implementation of the Capital Facilities Element shall be consistent with the requirements of adopted CWPP.

CF 4.2.1. The County will evaluate capital facilities of State or Regional significance as required by CWPP and State statute.

CF 4.2.2. The County will use its Capital Facilities Element to support the CWPP pertaining to Urban Growth Areas.

CF 4.3. Sewer service may not be extended outside of an Urban Growth Area unless consistent with the exemptions listed in CWPP 3.6.1.

Implementation Programs

Goal 5. **Implement the following programs by the effective date as adopted by the County, to ensure that the goals and policies established in the Capital Facilities Element will be achieved or exceeded and that the necessary capital improvements will be constructed. Each implementation program will be adopted by ordinance as appropriate for each implementation program.**

CF 5.1. Review of Applications for Development Permits. The County shall maintain its land development regulations to provide for a system of review of various classes of applications for development permits which applications, if granted, would impact the LOS of Category A and Category B capital facilities or for which a finding that appropriate provisions must be made pursuant to the State Subdivision Law (RCW 58.17). Such system of review shall assure that no final development permit, as defined in the implementing ordinance, shall be issued which results in a reduction in the LOS below the standards adopted in CF 1.2.1 and CF 1.2.2 for Category A and Category B capital facilities.

CF 5.2. The land development regulations shall include, at a minimum, the provisions of CF 3.3 in determining whether a development permit can be issued. These regulations may also establish a class or classes of development that are exempt from concurrency requirements.

CF 5.2.1. The land development regulations shall also address the circumstances under which capital facilities may be provided by applicants for development permits. Applicants for development permits may offer to provide capital facilities at the applicant's own expense

in order to ensure sufficient capacity of Category A and Category B ca[ital facilities. Development permits may be issued subject to the provision of capital facilities by the applicant subject to the following requirements:

CF 5.2.1.1. The County and the applicant enter into an enforceable development agreement which shall provide, at a minimum, a schedule for construction of the Category A and/or Category B capital facilities and mechanisms for monitoring to ensure that the capital facilities are completed concurrent with the impacts of the development, or the development will not be allowed to proceed.

CF 5.2.1.2. The capital facilities to be provided by the applicant are contained in the CIP and will achieve and maintain the adopted LOS Standards concurrent with the impacts of development.

CF 5.3. Annual Budget. The annual budget shall include in its capital appropriations all projects in the CIP that are planned for expenditure during the subsequent fiscal year. Individual Conservation Futures projects will be identified annually consistent with I.C.C. 3.22A and miscellaneous courthouse, park, and solid waste improvements may or may not be specifically identified in the annual budget.

CF 5.4. Update of Capital Facilities Plan (CFP). The CFP shall be reviewed and updated annually. The update shall include:

- Review of population projections
- Update of inventory of capital facilities
- Update of capital facilities requirements analysis (actual LOS compared to adopted standards)
- Update of revenue forecasts
- Revision and development of the CIP for the next six fiscal years
- Amendments to the CFP, including amendments to LOS Standards, capital projects, and the financing plan sources of revenue.

CF 5.5. Concurrency Implementation and Monitoring System. The county shall establish and maintain Concurrency Implementation and Monitoring Systems. The systems shall consist of the following components:

CF 5.5.1. Annual Report on the Capacity and LOS of Capital Facilities for which concurrency is required. The County should create an annual report that summarizes the actual capacity of capital facilities compared to the LOS Standards adopted in CF 1.2.1 and CF 1.2.2, and forecast the capacity of capital facilities for the six succeeding fiscal years. The forecast shall be based on the most recently updated CIP. The annual report shall provide the initial determination of the capacity and LOS of capital facilities for the purpose of issuing development permits during the 12 months following completion of the annual report.

CF 5.5.2. Capital Facility Capacity Review of Development Applications. The county shall use the procedures specified above, to enforce the requirements of CF 3.3 at the time each application for development in the unincorporated area is reviewed. Reviews of applications for development within municipal boundaries will be conducted according to the terms of interlocal agreements between the county and each city/town. Records shall be maintained during each fiscal year to indicate the cumulative impacts of all development permits approved during the fiscal year to date on the capacity of capital facilities as set forth in the most recent annual report on capacity and LOS of capital facilities.

CF 5.5.3. Review of Changes to Planned Capacity of Capital Facilities. The County shall review each amendment to this Capital Facilities Element, in particular any changes in LOS Standards and changes in the CIP, in order to enforce the requirements of CF 3.1.3.

CF 5.5.4. Concurrency Implementation Strategies. The County shall annually review the concurrency implementation strategies that are developed to implement CF 3.3 of this Capital Facilities Element. Such strategies may include, but are not limited to, the following:

CF 5.5.4.1. LOS Standards may be phased to reflect the County's financial ability to increase capital facility capacity, and resulting LOS, from year to year. LOS Standards may be phased to specific fiscal years in order to provide clear, unambiguous standards for issuance of development permits. Phased standards, if any, will appear in CF 1.2.

CF 5.5.4.2. LOS Standards may be applied according to the timing of the impacts of development on capital facilities. Final development permits which impact capital facilities in a matter of months are issued subject to the availability of capital facilities prior to the issuance of the building permit (except roads and transit which must be available within a maximum of 6 years of the final development permit, as defined in the implementing ordinance).

CF 5.6. Evaluation Reports. Evaluation reports will address the implementation of the goals and policies of the Capital Facilities Element. The monitoring procedures necessary to enable the completion of evaluation include:

- Review of Annual Reports of the Concurrency Implementation and Monitoring System.
- Review of Annual Updates of this Capital Facilities Plan, including updated supporting documents.

CF 5.7. Contractor Performance System. The County will develop a system of monitoring the actual performance of contractors who design or construct capital facilities for the County. The monitoring system shall track such items as actual vs. planned time schedule, and actual vs. bid cost. The performance of contractors shall be considered when the County awards contracts for capital facilities.

Essential Public Facilities

Goal 6. Provide for the siting of essential public facilities.

CF 6.1. Provision shall be made in the comprehensive plan and development regulations for siting important and essential public or quasi-public facilities of County or State-wide significance. Examples include, but are not limited to, airports, state education facilities, solid waste handling facilities, and public and private utilities.

CF 6.2. Siting requirements will be important factors in determining whether essential public facilities will be located in urban or in rural areas.

CF 6.2.1. Siting requirements for County facilities within UGAs will be jointly and cooperatively established with the municipalities.

CF 6.3. Essential public facilities should not be located in Resource Lands and Critical Areas, as defined by 17.02B, unless there is a demonstrated need and no alternative siting options are reasonable/feasible.

CF 6.3.1. Siting of essential Public Facilities within Resource and Critical Lands must be consistent with the Comprehensive Plans of the County and Municipalities and must be compatible with adjacent land use and consistent with development regulations adopted pursuant to RCW 36.70A.

CF 6.4. Essential public facilities sited outside of urban growth areas must be self-supporting and not require the extension of urban services and facilities.

CF 6.5. The siting of major energy facilities, including throughput transmission facilities, shall not be considered essential public facilities and therefore, comprehensive plans, development regulations and local policies will apply to the siting of such facilities.

CF 6.6. Essential public facilities shall not be sited in the Commercial Agriculture land use zone.

Public Services

Goal 7. Ensure that those public services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current LOS below locally established minimum standards.

CF 7.1. Promote the adopted Emergency Response Plan. The objective is to avoid duplication, foster rapid efficient communication and insure prompt delivery of emergency services.

CF 7.2. Promote the development of a comprehensive social and health service delivery program focusing on the identification of valid social and health needs and implementation of action programs.

CF 7.3. Coordinate and plan for the provision of public services, and their related facilities, in the most cost effective manner incorporating both the public and private sector.



inventory of existing capital facilities, comparison of existing Level of Service to the standards, and maps of existing facilities.

This page intentionally left blank for double-sided printing

TABLE OF CONTENTS

10A.1 INTRODUCTION 5

10A.1.1 Non-Capital Alternatives to Achieving LOS 5

10A.1.2 Capital Costs and Revenues 5

10A.2 CAPITAL FACILITIES 5

10A.2.1 Detention and Corrections Facilities 5

10A.2.2 Juvenile Detention Facilities 7

10A.2.3 County Government Buildings: General Administration 8

10A.2.4 County Government Buildings: Courts 10

10A.2.5 Law Enforcement: Sheriff Department Buildings 13

10A.2.6 Parks and Recreation 16

10A.2.7 Roads 16

10A.2.8 Sanitary Sewer 16

10A.2.9 Solid Waste 18

10A.2.10 Surface Water Management 21

10A.3 NON-COUNTY FACILITIES AND SERVICES 22

10A.3.1 Educational Facilities 23

10A.3.2 Fire Protection 28

10A.3.3 Non-County Owned Drainage Facilities 36

10A.3.4 Water Facilities 36

10A.3.5 Non-County Owned Sewer Facilities 38

10A.3.6 Non-County Park & Recreation Facilities 39

TABLES

Table 10A-1. Detention and Corrections Facilities Inventory 5

Table 10A-2. Detention and Corrections Facilities Level of Service Comparison 6

Table 10A-3. Juvenile Detention Facilities Inventory 7

Table 10A-4. Juvenile Detention Facilities LOS Comparison 8

Table 10A-5. Government Buildings - General Administration Buildings Inventory 9

Table 10A-6. Government Buildings - General Administration Buildings LOS Comparison 9

Table 10A-7. Government Buildings - Courts Buildings Inventory 10

Table 10A-8. Government Buildings - Courts Buildings LOS Comparison 12

Table 10A-9. Law Enforcement - Sheriff Department Buildings Inventory 13

Table 10A-10. Law Enforcement - Sheriff Department Buildings LOS Comparison 14

Table 10A-11. Solid Waste Facilities Inventory 18

Table 10A-12. Solid Waste Facilities Level of Service Comparison 20

MAPS

MAP 10A-A. Government Buildings 11

MAP 10A-B. Law Enforcement Stations 15

MAP 10A-C. Solid Waste Transfer Stations 19

MAP 10A-D. Schools and School Districts 26

MAP 10A-E. Fire Districts and Stations 31

MAP 10A-F. Diking Districts 37

MAP 10A-G. Port Districts 40

This page intentionally left blank for double-sided printing

10A.1 INTRODUCTION

This section of the Capital Facilities Element (CFE), includes inventory of existing capital facilities, comparison of existing Level of Service (LOS) to the LOS Standards set in the CFE. It also contains an inventory of existing non-County owned capital facilities, and maps of existing facilities.

10A.1.1 NON-CAPITAL ALTERNATIVES TO ACHIEVING LEVEL OF SERVICE

Strategies, programs, technologies and other alternatives that do not require capital improvements projects to achieve the LOS Standard are discussed.

10A.1.2 CAPITAL COSTS AND REVENUES

The Growth Management Act requires that a financing plan be developed as an essential element of the Island County Capital Facilities Element. County financial activities are organized into separate funds that correspond to various restrictions placed on the sources of revenues and the uses (purposes) of the expenditures.

10A.2 CAPITAL FACILITIES

10A.2.1 DETENTION AND CORRECTIONS FACILITIES

Table 10A-1. Detention and Corrections Facilities Inventory

BUILDING	ADDRESS	CITY/TOWN	ZIP	BEDS
Detention Center	503 North Main St.	Coupeville	98239	58
			Total	58

10A.2.1.1 Current Facilities

The Island County Detention/Corrections Center (ICDCC) serves the entire County population. The facility was built in 1978 operates as an indirect supervision model jail with a current capacity of fifty eight (58) inmate beds, male and female. The ICDCC is located in the County Annex Building in the Town of Coupeville. Table 10A-1 lists each facility, its current capacity and location.

10A.2.1.2 Level of Service (LOS)

Both the existing Level of Service (LOS) and the 20-year projected LOS for the detention and correction facilities are above the standard (see Table 10A-2) of 0.50 beds per 1,000 total County population, as

Table 10A-2. Detention and Corrections Facilities Level of Service Comparison

		2010		2036	
LOS Standard	Capacity	LOS Needed	Reserve/ Deficiency	LOS Needed	Reserve/ Deficiency
0.5 Beds per 1,000 Population	58 Beds	40 Beds	18 Beds	44 Beds	14 Beds

adopted in CF 1.2.3.3. This LOS represents actual, in-county usage of the ICDCC facility. The County should seek to maintain surplus capacity in excess of the established LOS Standard as a means of operating an efficient and cost effective detention and correction facility.

10A.2.1.3 Non-Capital Alternatives for Achieving or Maintaining LOS

The following non-capital alternatives discuss strategies, programs, technologies and other alternatives that do not require capital improvements projects to achieve the standard for corrections and detention facilities LOS.

A.2.1.3.1 Alternative 1, Electronic Home Monitoring--Ankle Bracelet.

This program increases the LOS provided to the courts as a sentencing alternative and decreases the LOS needed to provide 24-hour per day care and custody maintenance for participants who otherwise would be incarcerated.

A.2.1.3.2 Alternative 2, Electronic Home Monitoring--Voice Print.

Same as above.

A.2.1.3.3 Alternative 3, Work Release.

This program increases the options provided to the courts as a sentencing option along with an advantage to the participants by allowing them to retain their employment, and hence, provide for their families while incarcerated. However it maintains the amount of service needed to provide 24 hour per day care and custody for participants as they remain incarcerated.

A.2.1.3.4 Alternative 4, Day Reporting.

Day Reporting is an alternative to incarceration. Participating offenders will report daily to program personnel. During this reporting period the offender may receive one-on-one counseling or group counseling with the case worker and/or participate in appropriate classes such as AA meetings, domestic violence classes, drug rehabilitation, and driver education. Drug offenders would submit to drug testing. The offender's family may be involved in the various programs and would attend

the daily reporting if suggested. Parenting classes given to offenders with a pattern of child abuse could include the child or children.

A.2.1.3.5 Alternative 5, D.W.I. Program--24 Hour Confinement.

This program increases the LOS provided to the courts as a sentencing alternative.

A.2.1.3.6 Alternative 6, Community Services.

Coordination and supervision of in-custody and non-custody individuals who would provide various services to county/city/state agencies and non-profit organizations.

A.2.1.3.7 Alternative 7, "Double" Bunking

State Jail Commission Standards allow additional bunks within existing detention facilities.

10A.2.2 JUVENILE DETENTION FACILITIES

10A.2.2.1 Current Facilities

The Island County Detention Center (ICDC) serves the entire County population. It has a current capacity of 21 inmate beds. The ICDC is located on the second floor of the Juvenile Detention Center building in the Town of Coupeville. Table 10A-1 lists each facility, its current capacity and location.

Table 10A-3. Juvenile Detention Facilities Inventory

BUILDING	ADDRESS	CITY/TOWN	ZIP	BEDS
Juvenile Detention Center	501 N. Main	Coupeville	98239	21
			Total	21

10A.2.2.2 Level of Service (LOS)

Both the existing Level of Service (LOS) and the 20-year projected LOS for the ICDC are above the standard of 0.0675 beds per 1,000 total County population, based on Island County's population trends and average daily population of ICDC. The County does not require any additional inmate beds above ICDC's current capacity of 21 beds (see Table10A-2). This LOS represents actual, in-county usage of the ICDC facility. The County should seek to maintain the current capacity established LOS Standard as a means of operating an efficient and cost effective detention and correction facility. Currently 0% of the detention facility population is out-of-county, and has remained that way since 2006.

Table 10A-4. Juvenile Detention Facilities LOS Comparison

		2010		2036	
LOS Standard	Capacity	LOS Needed	Reserve/ Deficiency	LOS Needed	Reserve/ Deficiency
0.0675 Beds per 1,000 Population	21 Beds	5 Beds	16 Beds	6 Beds	15 Beds

10A.2.2.3 Non-Capital Alternatives for Achieving or Maintaining LOS

The following non-capital alternatives discuss strategies, programs, technologies and other alternatives that do not require capital improvements projects to achieve the standard for the ICDC LOS.

A.2.2.3.1 Alternative 1, Electronic Home Monitoring

This program increases the LOS provided to the courts as a sentencing alternative and decreases the LOS needed to provide 24-hour per day care and custody maintenance for participants who otherwise would be incarcerated.

A.2.2.3.2 Alternative 2, Alternative to Detention Work Crew

This program increases the options provided to the courts as a sentencing option along with an advantage to the participants by allowing them to remain in the community. The youth is given an opportunity to perform community service hours in lieu of secure detention time.

A.2.2.3.3 Alternative 3, Day Reporting

Day Reporting is an alternative to incarceration. Participating youth will report daily to program personnel. During this reporting period the youth will receive education consistent with the standards of the Washington State Office of Superintendent of Public Instruction, and any other rehabilitative or therapeutic interventions offered by Juvenile Court.

10A.2.3 COUNTY GOVERNMENT BUILDINGS: GENERAL ADMINISTRATION

10A.2.3.1 Current Facilities

The County's inventory of General Administration Buildings totals 114,143 square feet (net departmental work space shown in Table 10A-5 plus 20% additional square footage for common areas, (less courtrooms, sheriff, and detention). The office and crew space for various satellite facilities is also included as administrative office space.

Table 10A-5. Government Buildings - General Administration Buildings Inventory

BUILDING	ADDRESS	CITY/TOWN	ZIP	SQ.FT.
Admin Building (Courthouse)	1 NE 7th Street	Coupeville	98239	20,244
Annex	1 NE 6th Street	Coupeville	98239	23,899
Camano Annex	121 N. East Camano Drive	Camano Island	98282	2,100
Camano Health Care Center	127 N. East Camano Drive	Camano Island	98282	5,005
Camano Multi-Purpose Center	141 N. East Camano Drive	Camano Island	98282	2,726
DNR Building	504 NE Haller Street	Coupeville	98239	1,120
Dutton Building	502 NE Haller Street	Coupeville	98239	1,755
Elections Offices	400 N Main Street	Coupeville	98239	3,684
Facilities Building	107 NE 6th Street	Coupeville	98239	1,950
Human Services	105 NW First Street	Coupeville	98239	4,532
Four Springs House	585 South Lewis Lane	Camano Island	98232	4,520
Law & Justice Center	101 NE 6th Street	Coupeville	98239	28,124
North Whidbey FRC	1791 NE 1st Street	Oak Harbor	98277	5,622
Nursing Services	410 N. Main Street	Coupeville	98239	1,542
Records Storage	20062 State Route 20 "C"	Coupeville	98239	3,600
South Whidbey FRC Parks	5475 S. Maxwelton Rd	Langley	98260	3,720
			Total	114,143

10A.2.3.2 Level of Service (LOS)

The 2010 Baseline LOS provided is based on the current inventory of net square feet divided by the actual 2010 County-wide population. This equates to 1.45 square feet per capita. The projected LOS for 2036 is 1.3 square feet per capita.

Both the existing Level of Service (LOS) and the 20-year projected LOS for general administration buildings are above the standard (see Table 10A-6) of 1000 square feet per 1000 population, as adopted in CF 1.2.3.4.1. To achieve this LOS, an additional 13,300 square feet will be required (see Table 10A-6). This LOS will enable the County to produce a controlled response to the regional needs for additional square feet of office space as the County-wide population continues to increase over time.

Table 10A-6. Government Buildings - General Administration Buildings LOS Comparison

		2010		2036	
LOS Standard	Capacity	LOS Needed	Reserve/ Deficiency	LOS Needed	Reserve/ Deficiency
1,000 Sq.Ft. per 1,000 Population	114,143 Sq.Ft.	78,500 Sq.Ft.	35,643 Sq.Ft.	87,920 Sq.Ft.	26,223 Sq.Ft.

10A.2.3.3 Non-Capital Alternatives for Achieving LOS

The following non-capital alternatives discuss strategies, programs, technologies and other alternatives that do not require capital improvements projects to achieve the standard for general administration buildings LOS.

A.2.3.3.1 Alternative 1, Renovate existing buildings.

Rather than constructing new space, adaptively reuse and renovate existing buildings at a much lower cost.

A.2.3.3.2 Alternative 2, Telecommuting.

Identify jobs that can be performed at remote locations (i.e., employee residences).

A.2.3.3.3 Alternative 3, Flextime.

Institutes flex schedules wherein some employees work shifts other than 8:00-5:00 on weekdays. Workstations can be shared.

10A.2.4 COUNTY GOVERNMENT BUILDINGS: COURTS

10A.2.4.1 Current Facilities

The inventory of District Court and Superior Court facilities at the County includes two courtrooms per full-time District Court judge and one courtroom/hearing room per Superior Court judicial position (see Table 10A-7).

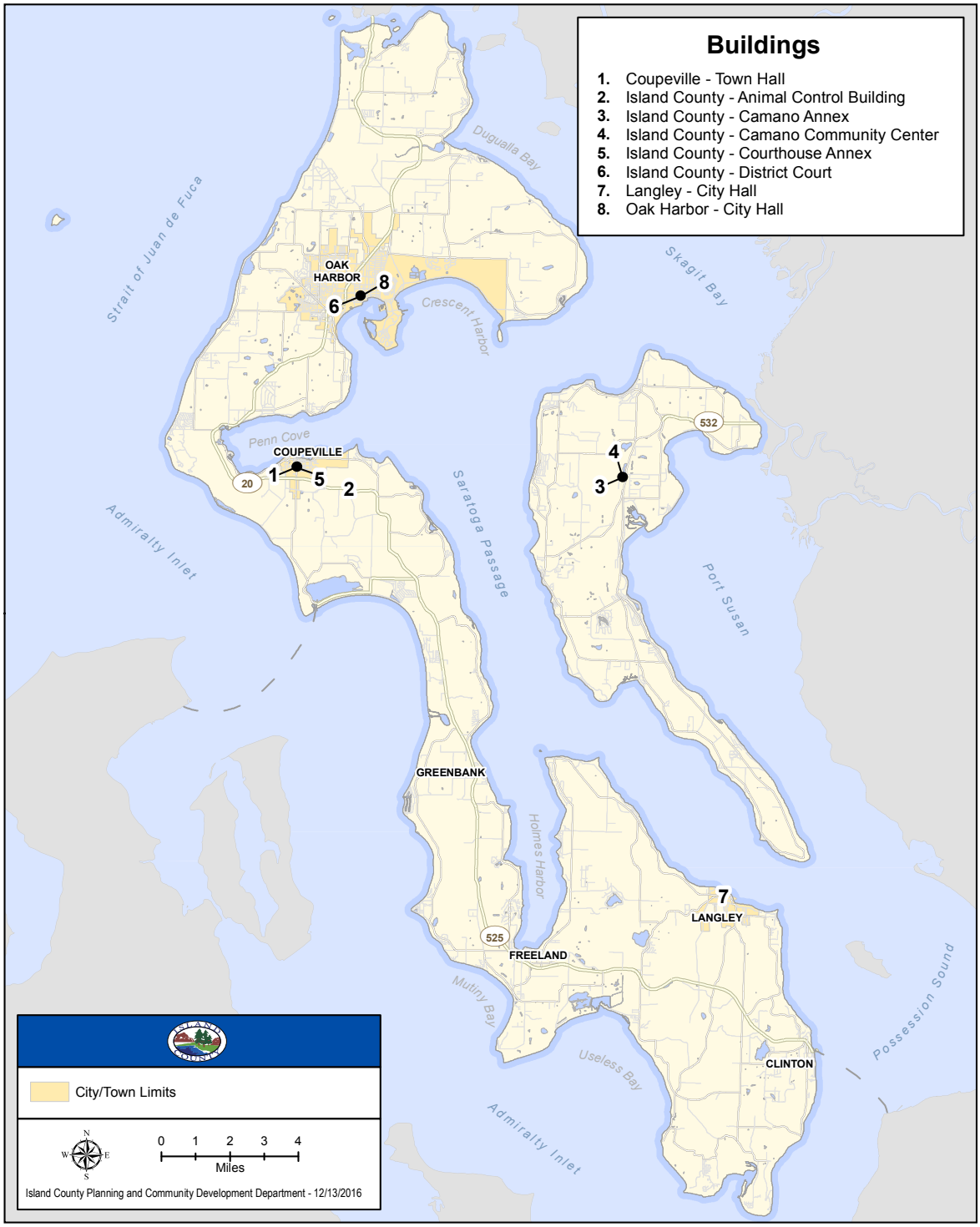
Table 10A-7. Government Buildings - Courts Buildings Inventory

BUILDING	ADDRESS	CITY/TOWN	ZIP	COURTS
District Court	800 SE 8th AVE	Oak Harbor	98277	2
Superior Court	101 NE 6th Street	Coupeville	98239	2

10A.2.4.2 Level of Service (LOS)

Both the existing Level of Service (LOS) and the 20-year projected LOS for court buildings are above the standard (see Table 10A-8) of 1 courtroom or hearing room per judicial position for the District Court and 1 courtroom per judicial position for the Superior Court, as adopted in CF 1.2.3.4.2 & CF 1.2.3.4.3.

MAP 10A-A. Government Buildings



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.

Table 10A-8. Government Buildings - Courts Buildings LOS Comparison

			2010		2036	
	LOS Standard	Capacity	LOS Needed	Reserve/ Deficiency	LOS Needed	Reserve/ Deficiency
District Court	1 Court per Judicial Position	2 Courts	2 Courts	0 Courts	2 Courts	0 Courts
Superior Court	1 Court per Judicial Position	2 Courts	2 Courts	0 Courts	2 Courts	0 Courts

The 2010 baseline LOS for Superior Courts is 0.025 courtrooms per 1,000 population. This LOS is based on the current inventory of courtrooms divided by the actual 2010 County-wide population. The projected 2036 LOS will drop to 0.023 court rooms per 1,000 populations. These standards are true for the District Court, however only one District Court Judge is currently authorized.

The County proposed LOS for District Court facilities is the same as the 2010 Baseline LOS, and will not require additional courtrooms through 2036 (see Table 10A-8). The County proposed LOS for Superior Court facilities is the same as the 2010 Baseline LOS, and will not require additional courtrooms through 2036 (see Table 10A-8). Each LOS will enable the County to maintain the same ratio of courtrooms to judges and will respond adequately to the need for additional courtrooms as District Court and Superior Court cases continue to increase over time.

RCWs of the State of Washington govern the authorization process for additional judicial positions in District Courts and Superior Courts. The State Legislature authorizes additional positions primarily based upon weighted caseload analysis. The RCWs stipulate that additional positions shall be established only if the legislative authority of the affected county approves of additional positions and agrees to pay the costs associated with the positions.

10A.2.4.3 Non-Capital Alternatives for Achieving LOS

The following non-capital alternatives discuss strategies, programs, technologies, and other alternatives that do not require capital improvements projects to achieve the standard for court facilities LOS.

A.2.4.3.1 Alternative 1

Full utilization of existing District Court Facilities and increased use of rental space.

A.2.4.3.2 Alternative 2, Pre-Trial Arrangements.

Expansion of mandatory and non-mandatory arbitration and settlement conferences.

A.2.4.3.3 Alternative 3, Family Court Services.

Family court services include pre-trial services and domestic violence services.

A.2.4.3.4 *Alternative 4, Private Court Services.*

Private court services include such services as the Judicial Arbitration and Mediation Service and are available as a non-capital alternative to the court system. Retired judges hear disputes and the litigants bear the full cost of the service.

A.2.4.3.5 *Alternative 5, Night Court.*

A night court could be established for arraignments, pleas, non-jury divorce trials (if half day or less), or similar matters.

A.2.4.3.6 *Alternative 6, "Avoidance" Programs.*

Programs that educate, counsel, or provide alternatives to unacceptable behavior (i.e., D.A.R.E., A.A., etc.) reduce the number of contacts with the law enforcement, judicial, and detention systems.

A.2.4.3.7 *Alternative 7, Dispute Resolution Center*

10A.2.5 LAW ENFORCEMENT: SHERIFF DEPARTMENT BUILDINGS

10A.2.5.1 Current Facilities

The current inventory of Sheriff Department buildings totals 8,393 square feet (net departmental work space plus 10% additional square footage for common areas: halls, restrooms, maintenance/ storage areas, conference rooms, etc.).

Table 10A-9. Law Enforcement - Sheriff Department Buildings Inventory

BUILDING	ADDRESS	CITY/TOWN	ZIP	SQ.FT.
East Precinct	67 N. East Camano Drive	Camano Island	98282	1,000
North Precinct	3137 Schay Rd	Oak Harbor	98277	1,000
Sheriff Office (Jail)	503 N. Main Street	Coupeville	98239	2,469
Sheriff Storage (Jail)	207 NE 7th Street	Coupeville	98239	1,152
South Precinct	5521 East Harbor Rd	Freeland	98249	2,772
			Total	8,393

10A.2.5.2 Level of Service (LOS)

The 2010 Baseline LOS currently provided by the Sheriff Department Buildings is based on the current inventory of square feet divided by the actual 2010 unincorporated County population. This equates to 0.16 square feet per capita. The projected LOS for 2036 is 0.14 square feet per capita.

Both the existing Level of Service (LOS) and the 20-year projected LOS for sheriff buildings are above the standard (see Table 10A-10) of 0.12 sq. ft. per person in the unincorporated area, as adopted in CF 1.2.3.7.

Table 10A-10. Law Enforcement - Sheriff Department Buildings LOS Comparison

		2010		2036	
LOS Standard	Capacity	LOS Needed	Reserve/ Deficiency	LOS Needed	Reserve/ Deficiency
120 Sq.Ft. per 1,000 Unincorporated Population	8,393 Sq.Ft.	6,427 Sq.Ft.	1,966 Sq.Ft.	7,080 Sq.Ft.	1,313 Sq.Ft.

10A.2.5.3 Non-Capital Alternatives for Achieving LOS

The following non-capital alternatives discuss strategies, programs, technologies, and other alternatives that do not require capital improvements projects to achieve the standard for Sheriff Department capital facilities LOS.

A.2.5.3.1 Alternative 1, Lease Community Policing Offices.

Lease small office spaces in population or business centers to provide work space for staff and volunteers.

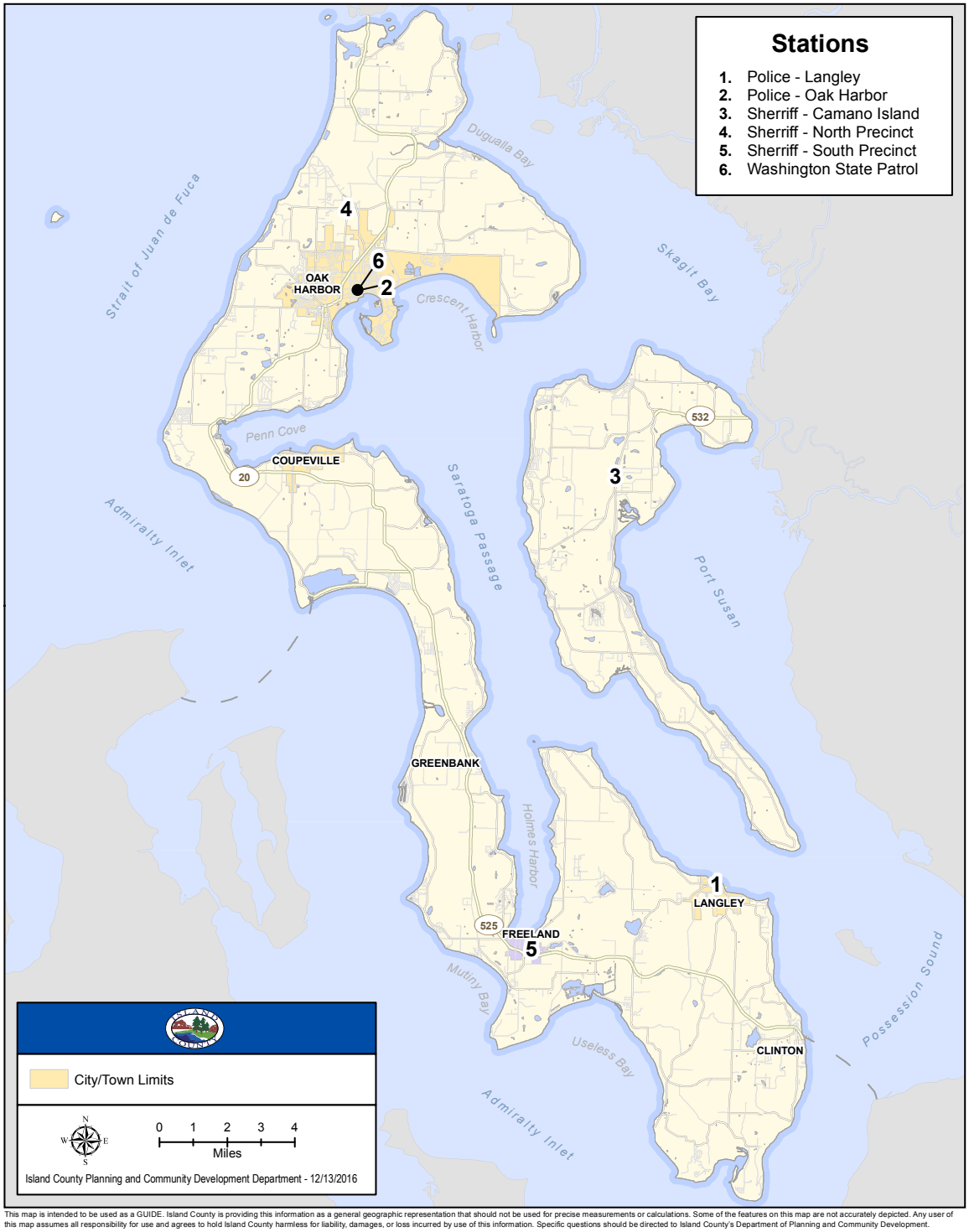
A.2.5.3.2 Alternative 2, Sharing Facilities.

Sharing of facilities with other county agencies as well as other government agencies.

A.2.5.3.3 Alternative 3, "Avoidance" Programs.

Programs that educate, counsel, or provide alternatives to unacceptable behavior (i.e., D.A.R.E., A.A., etc.) reduce the number of contacts with the law enforcement, judicial, and detention systems.

MAP 10A-B. Law Enforcement Stations



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.

10A.2.6 PARKS AND RECREATION

10A.2.6.1 Current Facilities

County-owned parks and recreation facilities are inventoried in the Parks and Recreation Element.

10A.2.6.2 Level of Service (LOS)

A LOS evaluation for County-owned parks and recreation facilities are done in the Parks and Recreation Element.

10A.2.6.3 Non-Capital Alternatives for Achieving LOS

Non-capital alternatives for achieving minimum LOS Standards for non-County owned parks and recreation facilities are in the Parks and Recreation Element.

10A.2.7 ROADS

10A.2.7.1 Current Facilities

Road facilities are inventoried in the Transportation Element.

10A.2.7.2 Level of Service (LOS)

A LOS evaluation for road facilities are done in the Transportation Element.

10A.2.7.3 Non-Capital Alternatives for Achieving LOS

Non-capital alternatives for achieving minimum LOS Standards for road facilities are in the Transportation Element.

10A.2.8 SANITARY SEWER

10A.2.8.1 Current Facilities

Sanitary sewer facilities owned by the County are limited to a sewer treatment facility located at the Coupeville Solid Waste Complex.

10A.2.8.2 Level of Service (LOS)

The initial sewer treatment plant design capacity was on the order of 5,100 gpd. or an annual treatment capacity of some 1.6 million gallons per year less 15% reserve. This translated to a 103.4 gal./RE/yr. capacity for Whidbey's 15,300 systems on a 10 year cycle, 87.9 gal/yr. including Camano's 2,700 systems in 1994. Operating experience has demonstrated that plant efficiency may be as much as 100% over the initial estimates. The plant in its existing configuration, without including a 15% reserve, is of sufficient capacity to provide LOS capacity of 99.2 gal/yr. for a Whidbey population of 25,000 residential equivalents and/or a 83 gal./yr. LOS capacity for Camano's residential equivalent in 2020.

Note: 2015 the average was 103gal./yr=2,840,000 gal to 27,476 systems= 13 year pump cycle. Also, Island County has plans at this time to upgrade the treatment plant in 2017 to approximately 166 gal/yr approx.. 8 year pump cycle

10A.2.8.3 Non-Capital Alternatives for Achieving LOS

Certain non-capital alternatives may be available to maintain the existing LOS with a reduction in future capital expenditures.

A.2.8.3.1 Alternative 1, Operational Intensity:

As noted above, plant operating efficiencies can be expected to increase over the original conservative design assumptions. A 33% efficiency increase can be further enhanced by switching to a continuous mode versus a batch mode. Trans-shipment tanks could be used as a buffer if required.

A.2.8.3.2 Alternative 2, Regional Cooperation:

Continued use of regional, out-of-county facilities for Camano septage would reduce the expense for plant expansion.

A.2.8.3.3 Alternative 3, Use of Private or Municipal Facilities:

It is possible but not probable that municipal and private facilities would be available to provide an alternative to sewer capital facility expansion. For example, Langley, by agreement with Island County, is treating sewer generated within the Langley UGA. Problems exist with respect to diminishing long-term capacity of municipal and private wastewater plants due to increasing demand from expanding population and the relatively high processing water demand for sewer in small plants.

10A.2.9 SOLID WASTE

10A.2.9.1 Current Facilities

The majority of Island County's municipal solid waste (MSW) is received at the Coupeville Transfer Station. Waste received from 2 outlying transfer stations is transported to the central facility at Coupeville for final processing/transshipment. In 1996, the Camano Transfer station was upgraded to handle transfer trailers. As a result, the Camano Island waste stream is transported directly to the Burlington intermodal facility for transfer and rail transport to a regional landfill. Recycling activities take place at all facilities.

Centralized processing of Moderate Risk Waste (MRW), comprised of Household Hazardous Waste (HHW) and Small Quantity Generator Waste (SQG), takes place at the Coupeville facility. Three MRW satellite collection facilities are located at MSW transfer stations and service outlying areas. Naval Air Station Whidbey Island (NASWI) disposes of its waste in a separate Mixed Municipal Solid Waste Transfer Station. NASWI operates its own recycling program; Navy families/ dependents use the County MRW facilities.

Waste hauling to County facilities from unincorporated Island County and the jurisdictions of Coupeville and Langley is by franchised haulers. The City of Oak Harbor hauls its own MSW. Transport and disposal of compacted Island County's MSW is contracted to a private regional landfill.

In the 2014 Amendment to the 2008 Solid Waste Management Plan, the Board of County Commissioners reaffirmed waste reduction and recycling as a county solid waste management priority.

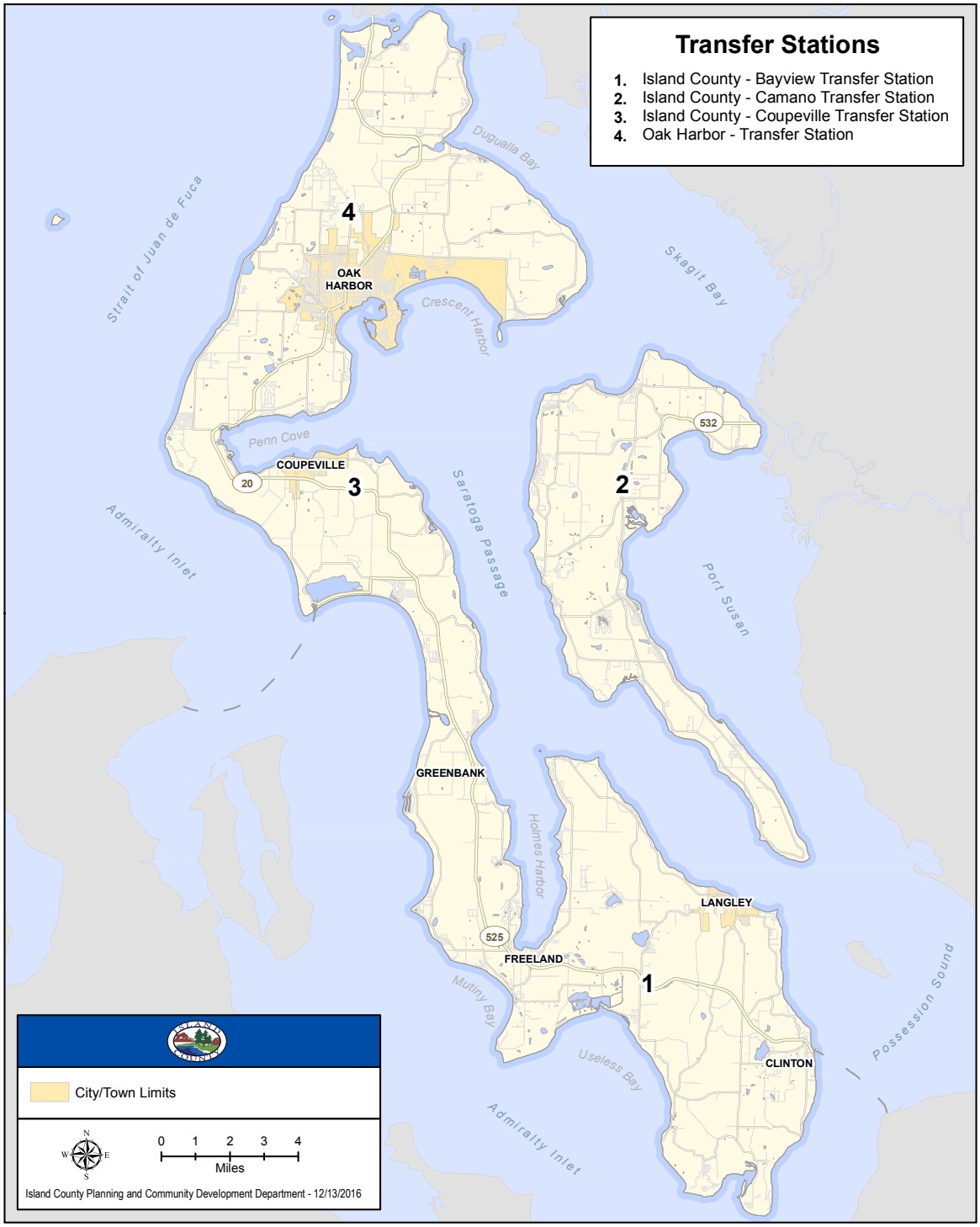
Table 10A-11. Solid Waste Facilities Inventory

BUILDING	ADDRESS	CITY/TOWN	ZIP	CAPACITY
North Whidbey Solid Waste Dropbox & Recycle Park	3151 Oak Harbor Rd	Oak Harbor	98277	32 tons per day
Coupeville Solid Waste Complex	20018 State Route 20	Coupeville	98239	430 tons per day
Bayview Solid Waste Dropbox & Recycle Park	5790 S. Kramer Rd	Langley	98260	32 tons per day
Camano Transfer Station	75 E. Hill Rd	Camano Island	98282	100 tons per day
			Total	594 tons per day

10A.2.9.2 Level of Service (LOS)

Both the existing Level of Service (LOS) and the 20-year projected LOS for solid waste facilities are above the standard of 5.8 pounds per capita per day (see Table 10A-12), as adopted in CF 1.2.3.2.

MAP 10A-C. Solid Waste Transfer Stations



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.

Table 10A-12. Solid Waste Facilities Level of Service Comparison

		2010		2036	
LOS Standard	Capacity	LOS Needed	Reserve/ Deficiency	LOS Needed	Reserve/ Deficiency
0.0029 tons per capita per day	594 tons per day	228 tons per day	366 tons per day	255 tons per day	339 tons per day

10A.2.9.3 Non-Capital Alternatives for Achieving LOS

The following non-capital alternatives discuss strategies, programs, technologies and other alternatives that do not require capital improvements projects to achieve the standard for solid waste capital facilities LOS.

A.2.9.3.1 Alternative I, Operational Intensity:

Existing capital facility use, particularly storage capacity, can be increased by increasing the LOS; receiving facilities such as containers or compactors can be emptied at a higher rate than at present. The central transfer station can be operated at a higher level by increasing operating hours.

A.2.9.3.2 Alternative 2, Regional Cooperation:

Use of regional instead of county facilities for activities such as construction/demolition recycling, yard waste composting, certain aspects of household/small quantity generators (HHW/SQG) handling/disposal can reduce further capital facility expense.

A.2.9.3.3 Alternative 3, Use of Private Facilities:

Yard waste composting, material recovery facility (MRF), recycling collection, and sale of materials are programs which now and in the future will depend on cooperation with the private sector to avoid capital facility costs.

A.2.9.3.4 Alternative 4, Redefine Recycling Priorities:

The County may re-define priorities for recycled material using a procedure established in the 1994 Solid Waste Management Plan Update. A concurrent ban on certain materials could be considered. This alternative may be of limited value since any capital cost saving for processing facilities would be expended in another solid waste sector. For example, diverting (worthless) green glass from the recycling sector would re-direct it to an inert disposal facility or actually incur additional capital costs for processing for road bedding.

A.2.9.3.5 Alternative 5, Recycling Education and Promotion

Develop adult and classroom educational programs such as the Washington State University Extension Waste Wise Program.

10A.2.10 SURFACE WATER MANAGEMENT

10A.2.10.1 Current Facilities

The storm drainage facilities within Island County include a diverse combination of natural systems, constructed conveyance and tide gates. The current stormwater management system in Island County is often working to make up for past land use and stormwater management decisions. In Island County, much of the stormwater management used to allow for drainage across other private property through cross culverts. This system works fine with low density development, but as the County developed further and plats were built, this method of stormwater management was ineffective.

The National Pollutant Discharge Elimination System (NPDES) program requires that point source discharges meet federal and state water quality standards and that routine monitoring be conducted to insure compliance. Discharges from Island County's stormwater infrastructure are not currently regulated under the NPDES municipal discharge requirements because there is not 100,000 people or more in Island County. Current projections do not anticipate reaching this population threshold by 2036.

Drainage facilities within Island County are composed of two basic types, conveyance systems with tidal controls and conveyance systems without tidal controls. Conveyance system can be broken into three main categories, upland conveyance, bluff conveyance, and tidal conveyance.

Upland conveyance systems are built to help relieve flooding. Bluff conveyance, sometimes called bluff outfalls, are built to relieve erosion and bluff failure. Tidal conveyance, sometimes called tidal outfalls, are built to provide relief from flooding in lowland areas. Recently, the County has added pump stations in tidal outfall service areas to meet an acceptable level of service for flood control..

There are a few capital project conveyance systems which are built using an abutter's agreement. An abutter's agreement is when the owner pays all the costs except the County pays for materials. The owner is responsible for maintaining the drainage system, but does not need to get a County easement.

10A.2.10.2 Level of Service (LOS)

Island County currently assumes responsibility for the maintenance of those stormwater facilities that lie within the existing right-of-way or are adjacent to and associated with County roadway drainage and within an easement conveyed to the County. Since 1983, land development

activities requiring permits and approvals from Island County have been conditioned to meet the requirements of the Island County Land Development Standards.

Because of the complexity of site specific aspects, a County-wide firm standard is difficult to establish. The standard for stormwater for the County is intended to regulate and control drainage or stormwater to safeguard the public health, safety, and general welfare. Effective stormwater management will promote sound, practical, and economic development practices and minimize adverse impacts to the County's waters. This includes minimizing degradation of water quality and controlling the sedimentation of streams, rivers, lakes, wetlands, and other surface waters. This will help to preserve the suitability of water for recreation and fishing, and to protect critical areas by preserving and protecting aquatic habitat and minimizing net loss of the County's wetlands through the maintenance of hydrological continuity with other aquatic resources. Effective management will also help maintain the quality of the county's water resources and minimize adverse effects caused by alterations in surface water or groundwater quality, quantities, locations, and flow patterns. Ultimately, effective stormwater management will control stormwater runoff originating on developing land, maintain the safety of County roads and rights-of-way, and protect public safety by reducing slope instability and landslides.

10A.2.10.3 Ranking of the Recommended Actions

Due to the limited financial resources available to implement the various recommendations, preferred solutions should be ranked in order of importance and given a high, medium, or low priority, based on established evaluation criteria.

These criteria for prioritization of drainage projects should include the following categories.

- Immediacy of the Problem - assesses the need for the proposed actions
- Effectiveness - addresses the likelihood of solving the identified issue and providing public benefit
- Feasibility - incorporates the technical, financial, social, and political feasibility of implementing the action.
- Impact - evaluates the environmental, legal, and property impacts of the proposed action

The 6-year Transportation Improvement Program (TIP) includes miscellaneous road-related drainage improvement projects and the 6-year Capital Improvement Program (CIP) also includes a 6 year surface water program for regional drainage needs. Stormwater projects on the TIP are funded through both the Clean Water Utility fund and the roads fund. The stormwater projects on the CIP are funded through the Clean Water Utility fund.

10A.3 NON-COUNTY FACILITIES AND SERVICES

This appendix deals with the non-county facilities which have been made to suit the needs of the residents. An inventory of this type is necessary to determine what should be changed or expanded in the future. Vital capital facilities and services are needed to support the population of

the County in providing for the social welfare, safety and health of the community. These facilities and services are provided by other providers.

- EDUCATIONAL
- FIRE PROTECTION
- NON-COUNTY OWNED DRAINAGE
- WATER
- NON-COUNTY OWNED SEWER
- NON-COUNTY OWNED PARKS AND RECREATIONAL

10A.3.1 EDUCATIONAL FACILITIES

The school systems of Island County fulfill vital social functions for the community and stand among its most important assets. Schools not only provide for the intellectual advancement of Island County's citizenry, but serve as a local socializing mechanism in maintaining community cohesiveness among the dispersed population. Use of educational facilities for learning, community meetings, sports events, and other activities tends to fulfill a function of keeping the community aware of their surroundings and enables them to make rational decisions concerning the future of their community.

10A.3.1.1 Island County Grade Schools

Four school districts serve Island County including the Oak Harbor School District (#201), Coupeville School District (#204), South Whidbey School District (#206) and Stanwood-Camano School District (#401). Stanwood is a special district serving both Camano Island and Snohomish County residents. These school districts provide education for a total of nearly 9,718 Island County students.

There are 19 public grade schools and 6 private grade schools serving the children of Island County. This includes nine Elementary Schools, four Middle Schools, one Intermediate School, and three High Schools. High School students for Camano Island go to a High School outside of the County.

A.3.1.1.1 Oak Harbor School District #201

The total student population for the Oak Harbor School District numbered over 5,650 students. About half of the students in Oak Harbor Schools are Navy-connected and 92.5% of the dependents connected with Naval Air Station Whidbey Island (NASWI) attend Oak Harbor Schools with only 7.5% attending neighboring districts. In 2016, the district operated one High School, two grade 6-8 Middle Schools, five grade K-5 Elementary Schools, and an early learning center and K-12 parent-partnership school (on one site). The district did have an Elementary School facility (Clover Valley) that was closed in 2007 due to declining enrollment. However, in 2008 it was reopened and served as the "North Campus" for the High School during construction and since 2010 has served two growing district programs. In fact, the school now serves over 400

school district students. It is home to Hand-in-Hand Early Learning Center, which includes the district's developmental (special education) preschool, Title I Preschool and Head Start programs, and HomeConnection, a K-12 public school that enrolls part-time home school students in public school classes. The students in both of these programs are school district students and the district receives state and federal funding to serve them.

A potential surge of up to 750 students will place a tremendous strain on Oak Harbor Public Schools. In November 2014, Washington State voters passed Initiative 1351, the "Washington Class Size Reduction Measure." This initiative mandates a reduction in class sizes across Washington such that no classroom will have more than seventeen (17) students. While the initiative was suspended, lowered K-3 class size caps were implemented statewide under the McCleary Decision with calculated averages dropping to near seventeen by fall 2018. Because of incoming students, it will be impossible for the district to achieve class sizes of seventeen without additional classroom spaces. All elementary schools in Oak Harbor are already operating at or above maximum capacity. In fact, at one school in the fall of 2016 music had to be taught on a cart and remedial classes were taught in the hallways. Without significantly expanded facilities, Oak Harbor Schools could break the state class size mandate, negatively impacting state funding.

Oak Harbor Public Schools has already been required to accommodate all-day kindergarten for all kindergarten students. This demanded an additional five classrooms the fall of 2015. It also coincided with an unexpected surge in elementary enrollment. Elementary enrollment grew by 160 students in fall 2015, 100 more than projected. This required five more classrooms than planned. Between enrollment growth, class size reduction and full-day kindergarten, the district had to find thirteen (13) additional classrooms in fall 2015 and this was prior to any growth related to the Navy. This space was created by eliminating computer labs, adding portables and consolidating other programs all at district expense. Between 2014 and 2016, the district spent nearly $2.5 million on portable classrooms, facility modifications and new furniture and equipment to accommodate additional students and classroom demands. This reduced the district fund balance to minimum levels leaving no dedicated funding source for any future growth.

By the 2019-20 school year, the district is expected to have 40 portable classrooms serving students in grades K-8. Portables may be cheaper than permanent facilities initially, but continuing with this strategy will likely cost the district more money in the long run. The average acceptable life of a portable unit is approximately ten years. Across Washington, it is uncommon for portables to be replaced at this rate. Instead, they are generally replaced every twenty (20) years or more, creating high maintenance costs. Portables are also generally viewed as less preferential learning spaces when compared with permanent construction. The current price for a two classroom portable including installation is $250,000 plus $50,000 for furniture, equipment and curriculum. These costs do not include water or bathrooms to the portables, which are options that can increase costs by about $50,000 per unit. It is clear that the district will eventually need a long-term permanent facilities solution.

A.3.1.1.2 Coupeville School District #204

The end-of-year average enrollment for the 2015-2016 school year was 933. District facilities are designed for 1,335 students, according to state square footage requirements of approximately 88 square feet per student.

Sixty-two certified instructional and support staff and 18 instructional assistants work directly with students. Additional support staff include school bus drivers, custodians, maintenance personnel, and office staff.

Separate schools serve students in preschool through grade 5, grades 6-8, and grades 9-12. There is a principal and counselor at the Elementary and at the Middle/High School. Less than 20% of the students are Naval/Civil Service-related dependents.

The Coupeville School District completed construction of a new High School in 2007. In 2015, voters approved a capital project levy, which will fund 3 phases of projects. Phase 1 began in summer of 2016, which will replace the track, replace the HVAC system in the Middle School and remodel the bathrooms at the Elementary School.

A.3.1.1.3 South Whidbey School District #206

The student population of School District #206 numbered 1,473 in 2015. A general student to teacher ratio of 17 to 1 exists in a program divided into grades K-2, 3-5, 6-8 and 9-12. Approximately 30 percent of the students receive partial federal subsidy.

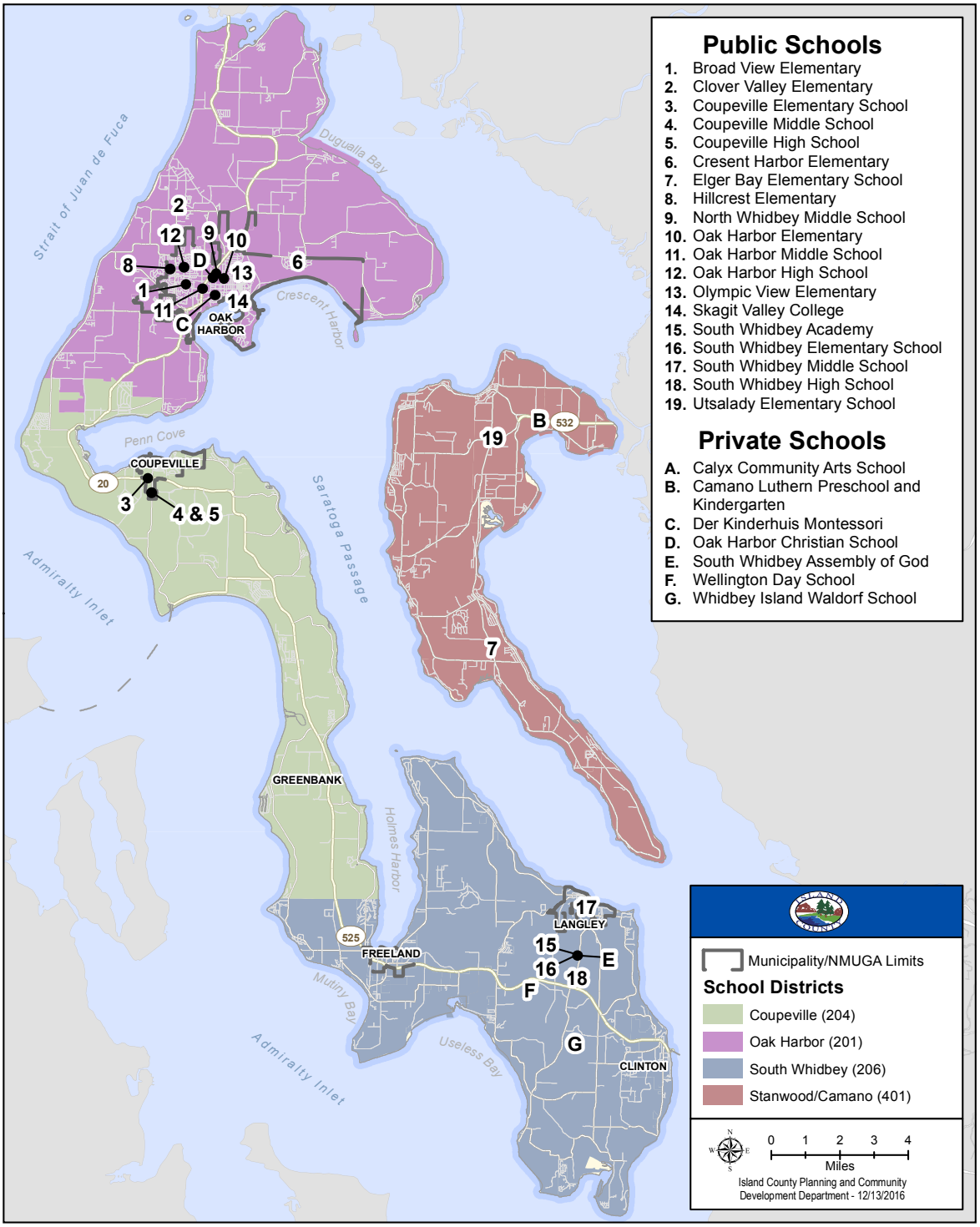
A 1992 facilities study and survey confirmed the expectation for steady, continuing 8% annual growth for the South Whidbey School District.

In the 1999-2000 school year, the enrollment increased peaked and has been declining every year since. The district's average full time equivalent (FTE) student count in 1999-2000 was 2,327. In 2015-16 it had dropped to 1,339 FTE, with future projections anticipating enrollment to stabilize around 1,000 FTE.

During this period of enrollment decline, the district has consolidated programs where possible. Most of our k-5 program is now housed in the South Whidbey Elementary School, with much of the Primary School campus no longer in use for district programs. Sections of the middle school campus are no longer in use as well. These unused spaces are now partially rented to outside organizations.

The district began a community conversation in May 2016 to address the consequences of declining enrollment with respect to programs and facility use. This process will continue into the 2016-17 school year resulting in a new plan for district facilities and programs in spring 2017.

MAP 10A-D. Schools and School Districts



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.

A.3.1.1.4 Stanwood-Camano School District #401

The Stanwood-Camano School District No. 401 boundaries include the northwest corner of Snohomish County and all of Camano Island in Island County. The total enrollment of the District numbers 4,469 of which approximately 37% are students from Camano Island. (As of June, 2016, 1,662 students from Camano Island attended schools in the Stanwood School District.)

Class sizes range from 9 to over 30 students per room depending on the type of course and age group involved. The district operates on a system with primary (K-5) middle (6-8) and high school (9-12) class divisions. In 2016, 667 students in grades K-5, 386 in 6-8, and 609 in grades 9-12 were from Camano Island. 58% of the school district total assessed property value is located on Camano Island.

The school district administration anticipates that current facility space will be adequate for the next five years. Presently the school district is operating with 8 portable classrooms housing 5.5% of a K-8 enrollment. Birth rates in this region and future growth of developments in surrounding areas of Snohomish County and on Camano Island are prime determinants of future needs for the school age population.

As of 2016, the school board is considering placing a ballot measure before the voters to approve the replacement of Stanwood High School. Stanwood High School serves all students in grades 9-12 residing in the district. The district owns one undeveloped elementary/middle school site on Camano Island and one undeveloped elementary site in Snohomish County.

10A.3.1.2 Higher Education

A.3.1.2.1 Skagit Valley Community College

Skagit Valley Community College established a Whidbey Island branch in 1970 to more effectively serve the academic and vocational interests of the community. The branch of Skagit Valley Community college arose out of legislation creating the state-wide Community College System with goals to serve various Washington residents' educational needs within thirty minutes of their home. In cooperation with the Navy, the college established this branch at the Seaplane Base adjacent to the populated area of Oak Harbor.

The Skagit Valley program offers a limited number of two year academic transfer courses, as well as technical/vocational degrees. Several general interest courses are also offered to those wishing to continue their education.

Southern Whidbey is also served by the Skagit Valley Community College branch with a few night courses being offered at Langley. Some residents of this area also commute to Everett Community College and other educational institutions in the nearby Seattle Metropolitan area.

A.3.1.2.2 Seattle Pacific University

Casey Conference Center, a 200 acre, 36-building, conference and outdoor education facility at Fort Casey on Whidbey Island, is owned and operated by Seattle Pacific University (SPU). SPU, a privately-funded, fully-accredited university, purchased the northern (housing) portion of Fort Casey from the U.S. Government in the 1950's. Each year over 300 non-profit groups utilize the conference center for retreats, outdoor education classes, sports camps and staff conferences. Between 6,000 and 7,000 people visit the Casey Conference Center each year, more than half of whom are school-aged children.

Many of the courses are offered with resident credit standing, assisting those persons who are combining extension courses with on-campus classes. The role of this college in serving the needs of upper division status students within Island County may increase throughout this planning period. It also holds conferences, seminars and does have an outdoor education program.

A.3.1.2.3 Washington State University Extension

The Washington State University Extension has a campus located in Coupeville. They offer programs related to agriculture, gardening, animal husbandry and natural resources.

10A.3.2 FIRE PROTECTION

There are fire districts in Island County composed of fire stations served largely by volunteer personnel.

10A.3.2.1 Fire District #1 - Camano Island Fire and Rescue

A.3.2.1.1 Existing Conditions for Island County Fire District #1

Island County Fire District #1 is a junior taxing district originally established in 1945 under the authority of Title 52 RCW Fire Protection Districts. The Fire District protects about 40 square miles, covering Camano Island in its entirety. The agency conducts automatic mutual response operations with North County Regional Fire Authority (NCRFA) which includes the City of Stanwood and surrounding unincorporated areas in Snohomish County. A mutual aid agreement is in place with this entity. Marine automatic mutual aid agreements are also in place with Whidbey Island Fire Departments for waters to the north and west of Camano Island and with NCRFA for waters to the east.

The Fire District provides all hazard responses, including fire prevention, fire suppression, emergency medical, hazardous materials, and technical rescue services to protect life and property for the residents of, and visitors to Camano Island. These services are provided by 30 volunteers and 38 career (including administrative and support) personnel. District personnel respond to

approximately 2,000 calls each year. Medical assistance accounts for about 65% of the agency's activity.

The District currently has four fire stations (see map), one former fire station used as a storage facility and an Administration Building. To serve our citizens the district has five fire engines, four water tenders, five ambulances, a mobile breathing air fill unit, and two rescue boats along with a number of support vehicles.

A.3.2.1.2 District Fire Rating

The Washington Survey and Rating Bureau rated Camano Island Class 6 fire department in 2009 and again in 2016 for homes within a fire station's expected response area and with a fire hydrant within 1000 feet. Camano Island is served by a multitude of private water systems with a wide variety of system characteristics. Consequently hydrant numbers and distribution remain a challenge for the District necessitating a tender response for all fire incidents. Limited residential and commercial construction is likely to continue on Camano Island but is unlikely to greatly impact the District's response capabilities.

A.3.2.1.3 Capital Planning

A.3.2.1.4 Vehicles

The equipment/vehicle replacement schedule for the Fire District has a target goal to replace fire engines every 25 years (serve in active status for 10 years and in reserve status for an additional 10 years); water tankers every 30 years (serve in active status for 20 years and in reserve status for an additional 10 years); and Ambulances every 8 years (serve in active status for three years and in reserve status for an additional 5 years).

A.3.2.1.5 Facilities

The Fire District is currently staffed, for emergency responses, primarily by career firefighters with staffing from two of the four fire stations. Volunteers supplement career responders by responding from home or work. Volunteers also have the opportunity to staff at a fire station along with career personnel.

The Fire District's goal is to locate a fire station within an 8 minute response time to all locations on Camano Island. Those areas served by a station staffed with career personnel can meet that standard. Alternatively, response times in areas served by stations that are staffed occasionally or are staffed by volunteers continue to be a challenge for the District.

A.3.2.1.6 Summary

Camano Island Fire & Rescue (Island County Fire District #1) has developed a Strategic Plan covering the next ten years. During this time the agency will begin transitioning to smaller, quicker vehicle response model with staffing, both career and volunteer, spread out among four fire stations. An emphasis will be placed on getting to emergency scenes quickly and safely to help mitigate issues while they are still small. The District sees its more pressing need to be the recruitment of capable volunteer firefighters.

10A.3.2.2 Fire District #2 - North Whidbey

A.3.2.2.1 Existing Conditions for Island County Fire Protection District #2

Island County Fire Protection District #2 is a junior taxing district established in 1950 under the authority of Title 52 RCW "Fire Protection Districts". Approximately 55 square miles in size, the District covers the northern portion of Whidbey Island, excluding the City of Oak Harbor and NAS Whidbey Island, and extends from Deception Pass on the north to just south of Libbey Road.

The District provides fire suppression, emergency medical, auto extrication/rescue, marine and cliff rescue, and public fire and safety education services to protect the lives and property of residents and visitors on north Whidbey. These services are provided almost entirely by 100 volunteer firefighters and medical personnel who responded to 2123 emergency calls in 2015. There is a projected increase over the next five years as Oak Harbor's population grows.

The District has seven fire stations. Vehicles consist of seven fire engines, two tankers, two tenders, two rescue units, two rescue boats, two Basic Life Support (BLS) ambulances and staff vehicles. Mutual aid agreements have been established with all other emergency agencies in Island County as well as NAS Whidbey and Skagit Fire District #11 which is located just north of Deception Pass.

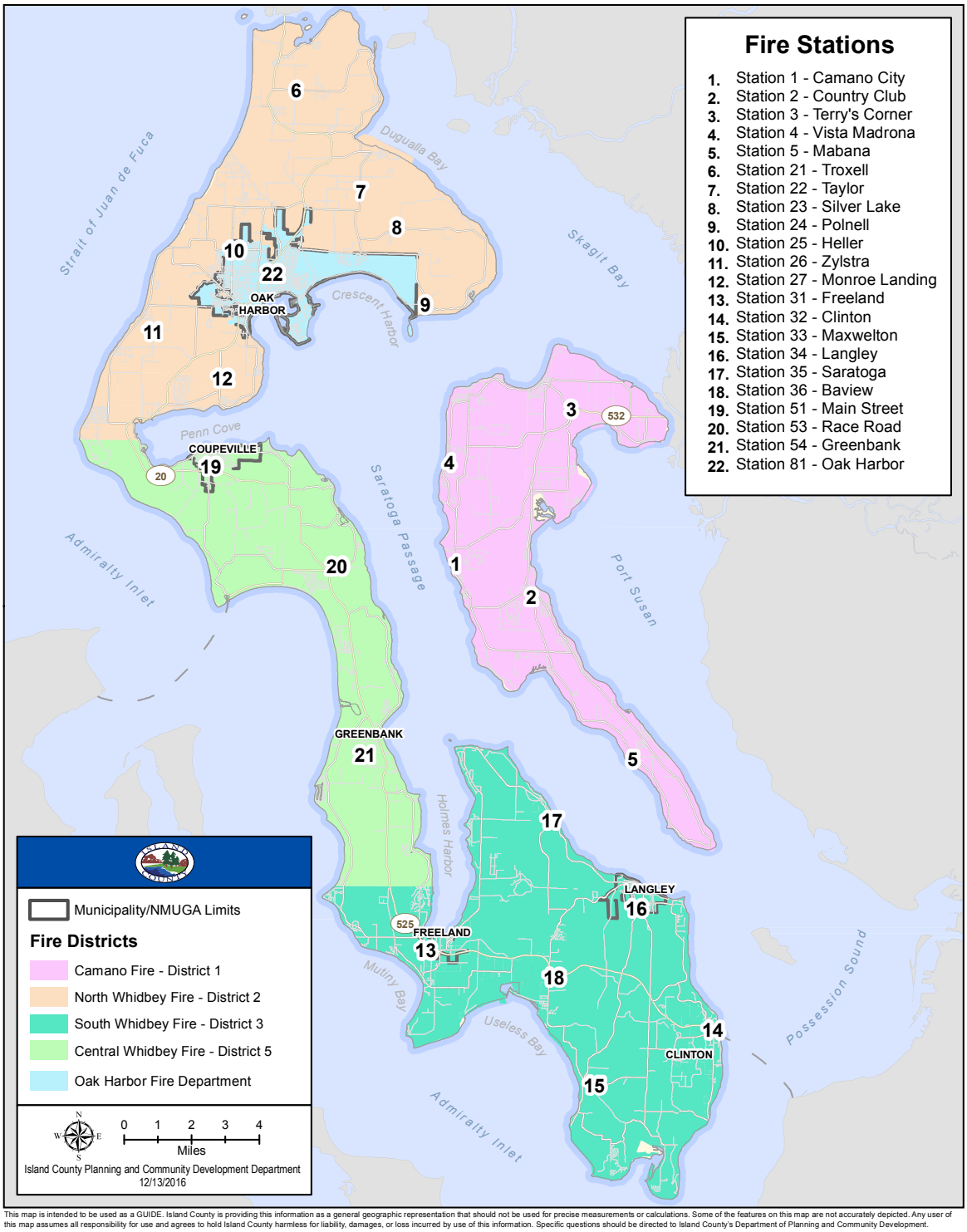
A.3.2.2.2 Fire Protection Class Rating

The Washington Surveying & Rating Bureau (WSRB) rates the District at Fire Protection Class Number 5 with Tanker Water Supply Credit. This number was reduced from a 6 due to the replacement of newer engines and two 2015 tenders, as well as keeping training hours high for personnel.

A.3.2.2.3 Capital Planning

Fire Protection District #2 currently has fire stations located so all accessible properties are within a 3-mile response area. The Cornet Bay Station was recently reconstructed to a functional station large enough to house to vehicles that serve the North county limits of Oak Harbor in an emergency. The District's stations are growing older, and two are without bathroom facilities, and the projected replacement of these stations is within 10 years.

MAP 10A-E. Fire Districts and Stations



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.

The District's emergency responses are staffed by a combination of volunteer and paid-on-call members. As District response calls have increased, it is necessary to provide more stable coverage to the citizens of Oak Harbor by hiring career positions in combination with existing personnel. The Board of Commissioners recently authorized the District to hire 3 career Lieutenants in 2017 and to facilitate a firefighter residency program at one station. It is our hope to provide additional coverage in the South Oak Harbor area in the future. However, the District will need to ask taxpayers to approve an increase in our tax levy rate to provide adequate coverage and faster response times for county residents long-term.

A.3.2.2.4 Summary

Looking at the historic increase of calls in our response area and the predicted increase in population, North Whidbey Fire and Rescue anticipates a steady increase in calls during over the next five years. We are dedicated to providing the community with an improvement in quality of service and faster response times. North Whidbey Fire and Rescue will hire our first three career Firefighters in 2016 and we hope to hire in additional three within the next two years. We will continue to rely on volunteer and paid-on-call personnel to ensure all seven stations located within the county have adequate coverage.

10A.3.2.3 Fire District #3 - South Whidbey Fire/EMS

A.3.2.3.1 Existing Conditions for Fire Protection District #3

South Whidbey Fire/EMS (District #3) is a junior taxing district established in 1950 under the authority of Title 52 RCW "Fire Protection Districts". Approximately 66 square miles in size, the district covers the southern contiguous portion of Whidbey Island (including the Town of Langley) located south of the 4800 block of So. Smugglers Cove Road and So. Honeymoon Bay Road.

The District provides fire suppression, emergency medical, marine fire/rescue, cliff rescue, fire and safety education, disaster preparation, and community risk reduction services to protect the lives and property of residents and visitors on South Whidbey. These services are provided by 60 volunteers, 8 part-time, and 10 full-time (including administrative and support staff) personnel.

The District facilities include 6 fire stations located in Freeland, Saratoga, Langley, Clinton, Maxwelton, and Bayview. These stations house the following apparatus:

- Six (6) - Type I engines
- Five (5) - Type I water tenders
- One (1) - Type II brush engine
- One (1) - Type VI brush engine
- Three (3) - Non-transport aid units
- One (1) - 15' RHIB rescue boat
- One (1) - 34' Type III Fire Boat (in Langley Marina)
- Five (5) - Command units (assigned to chief officers)

- Three (3) - Mass casualty response trailers
- One (1) - Hazardous materials decontamination trailer
- The District also has a number of support vehicles

The District responds to approximately 2400 calls for service each year. Medical assistance calls account for approximately 73% of the District's calls.

A.3.2.3.2 *Fire Protection Class Rating*

The Washington Surveying and Rating Bureau (WSRB) rates the District at Fire Protection Class 5/6. WSRB examines fire district organization/operations, as well as local water systems to determine the protection class number. This number provides a guideline for the insurance industry to establish fire insurance premiums. The WSRB has awarded "Hydrant Credit" to homes within the District because of documented ability to shuttle large volumes of water via tenders.

A.3.2.3.3 *FACILITIES*

South Whidbey Fire/EMS currently has fire stations located so all accessible properties are within a 5-mile response area. The District will construct one new station and an administration building within the next 2 years. Facilities are evaluated every 20 years for remodel or replacement. The District's intent is to extend the life of facilities to 75-100 years before replacement.

The District's emergency responses are staffed by a combination of "on-call" volunteers and career personnel. Within two years the District anticipates the need to staff some stations with resident volunteer members or full-time career personnel to handle the steady increase in calls. This may require an increase in the tax levy rate.

A.3.2.3.4 *VEHICLES*

The District's vehicle replacement target goal is to replace fire engines every 20 years, water tenders every 25 years, and smaller vehicles every 10-15 years. The District also uses mileage and maintenance cost criteria to determine the need for vehicle replacement. Based on this goal, the replacement costs for all district apparatus is $140,000 per year.

A.3.2.3.5 *Summary*

South Whidbey Fire/EMS is presently funding its equipment replacement plan and is considering alternatives to fund the costs of its facilities plan and future staffing needs. Estimates indicate the area's population will grow at an annual rate of about 3%.

The District's call rate has been growing an average of nearly 8% annually over five years. The planned facilities and equipment improvements will enable the district to maintain its current and improved level of service.

South Whidbey Fire/EMS continues to rely very heavily on volunteer personnel to provide its services. Some full-time personnel will be needed in the next five years if the call volume continues to rise at its current pace.

10A.3.2.4 Fire District #5 - Central Whidbey Island Fire and Rescue (CWFR)

A.3.2.4.1 Existing Conditions for Fire Protection District #5 (CWFR)

CWFR is a junior taxing district established in 1952 under the authority of Title 52 RCW "Fire Protection Districts". Approximately 50 square miles in size, its northern geographical boundaries are near Libbey Road and extend to the 4800 block south of Honeymoon Bay and just north of Bush Point. Additionally, CWFR provides fire protection to the Town of Coupeville, which annexed to the District in January 1997.

While response to fires and other emergencies is one of our fundamental responsibilities, CWIFR'S mission is to partner with our community to proactively reduce risk from fire, illness, injury and other hazards. This approach results in proactive services to prevent or reduce the impact of emergencies, preparation for and effective response to emergency incidents, and assistance in recovery from incidents that do occur. The District provides community risk reduction services including fire prevention, public education, and fire investigation. In addition, the CWIFR provides fire suppression, emergency medical services (EMS) in collaboration with Whidbey Health EMS, and special operations (e.g., marine rescue, technical rescue, hazardous materials response).

These services are provided by a combination of full-time, part-time, and volunteer personnel. CWFR has approximately 40 volunteer and paid staff operating out of three fire stations and a logistics facility. Responses have been increasing steadily, with an average rate of about 6% each year. The responses for CWFR from 2010-2015 were:

- **2010**: 992
- **2011**: 959
- **2012**: 1011
- **2013**: 1148
- **2014**: 1220
- **2015**: 1295

CWIFR operates four Type 1 Engines, three Type 1 Water Tenders, two Type 6 Engines, a Type 2 Breathing Air Support Unit, a 25' Rescue Boat, a BLS Ambulance (owned by WhidbeyHealth EMS and operated under an Interlocal agreement with WhidbeyHealth EMS), and a Non-Transport Aid Unit from three fire stations strategically located throughout the District. In addition, the District maintains one Type 1 Engine (not in-service) for training (e.g., Island County Recruit Academy). Command units are assigned to the Fire Chief, Deputy Fire Chief, and Training and Recruitment Captain; who serve rotating assignments as the Command Duty Officer. In addition, the District maintains an in-service, fully equipped reserve engine that may be used in when other engines are out of service for maintenance or in the event of a major emergency. CWIFR does not operate a

ladder company, but has an automatic aid agreement with the City of Oak Harbor Fire Department for response of a truck on all commercial fire first alarms.

A.3.2.4.2 District Fire Rating

The Washington Survey and Rating Bureau (WSRB) determines the Protection Class Grading of communities and the protection Class Ratings of properties. Fire protection and suppression capabilities are evaluated using a schedule approved by the WA Office of the Insurance Commissioner. Protection Class Ratings range from 10 (no fire protection) to 1 (the highest possible rating). Ratings are determined by evaluating specific factors related to the Fire Department, Water Supply, Emergency Communications System, and Fire Safety (fire prevention and public education). WSRB has rated the rural areas of Central Whidbey Island a Class 6 and rated the Town of Coupeville a Class 4. In areas of the District outside the Town of Coupeville and located more than 1000' from a rated fire hydrant, the District is rated a Class 7.

A.3.2.4.3 Capital Planning for Central Whidbey Island Fire and Rescue

A.3.2.4.4 VEHICLES:

The equipment/vehicle replacement schedule for the Fire District has a target goal to replace major fire apparatus (e.g., engines and tenders) every 25 years, small apparatus every 15 years, and other vehicles every 10 years or as needed. The District's General Capital Projects Fund is not fully funded. However, the District has been increasing the balance in this fund to ensure that it can meet its short term needs.

A.3.2.4.5 FACILITIES:

In 2015, CWIFR completed the first draft of a capital facilities study addressing the expansion and renovation of the District's three fire stations. The total cost of these capital facilities projects would be in excess of $8,000,000. At present the District does not have sufficient capital funding to address these projects and will be unable to meet these needs with current revenue.

A.3.2.4.6 Summary

The Fire District's incident rate is growing at an approximate 6% annual rate averaged over the past six years (2010-2015) while population has remained relatively stable. The District maintains a Long Term Financial Plan and Capital Projects Plan to address the fiscal requirements to maintain the current level of service.

10A.3.3 NON-COUNTY OWNED DRAINAGE FACILITIES

Traditional methods for controlling drainage in Island County included drainage and diking districts and the County Road Department. County drainage facilities are identified in Section 1.2.11, above. Drainage and diking districts were established so landowners could assess themselves to collectively construct, operate and maintain drainage facilities.

There are eight drainage and diking districts in Island County. Many of these districts have significant management issues, from non-existent boards, to boards not filling vacancies. In many instances, diking and drainage districts have been unsuccessful in attempts to assess upland property owners.

Drainage problems of the county have traditionally been viewed from a narrow perspective of reclaiming tidal flood lands for agricultural purposes and draining areas subject to seasonal inundation. Several small drainage and diking districts were established to serve these purposes with adjoining landholders bearing the costs for improvements and maintenance.

Little consideration has been given to large drainage basin areas where water runoff directly impacts the small district jurisdictional areas. Changes in land-use within these basin areas have accelerated drainage problems.

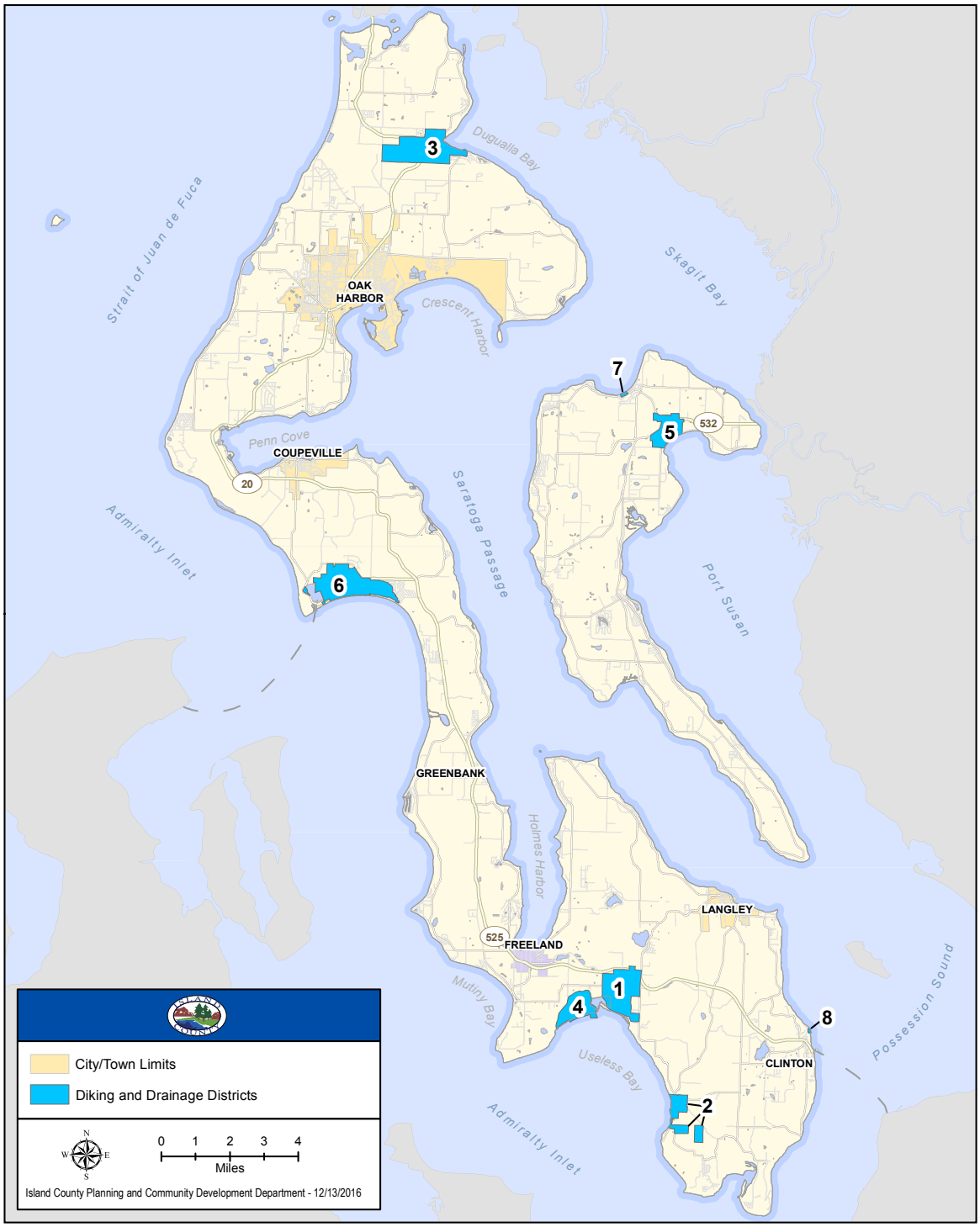
Island County needs to be aware that the problems with the diking and drainage districts will become more of an issue in the near future. The problem is, the diking and drainage districts were created a long time ago to allow for greater development near the shoreline. Because of recent shoreline regulations, less development along the shoreline is occurring. The cost to maintain the existing infrastructure is significantly more expensive then it was to build. Many of the homes in the district were second homes or are now occupied by an aging population, many of which cannot afford to maintain the infrastructure. The materials used were mainly metallic, much of which has eroded severely. In the coming future, residents in those areas will likely see an increase in the flooding and a greater risk of flooding.

10A.3.4 WATER FACILITIES

With the exception of Oak Harbor and Whidbey Naval Air Station, Island County residents rely on ground water for potable water supplies. Seventy-two percent of the population is served by public water supplies with the remaining 28% on individually-owned wells. The State separates water systems into two categories, Group B water systems, those with less then 15 connections, and Group A water systems, those with 15 or more connections. In the County, there are 282 Group A water systems, 597 Group B water systems and 442 two-party water systems.

Many of the small water systems are owned and operated by homeowner associations. A variety of concerns regarding technical expertise, financial viability, and lack of planning commonly stem from this type of ownership.

MAP 10A-F. Diking Districts



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.

In 1990, the Island County Coordinated Water System Plan (CWSP) was adopted to provide a regional strategy and administrative procedures for management and development of public water supplies. This document addresses a variety of technical, financial, and administrative problems associated with water utility service in Island County.

The CWSP requires the development of comprehensive water system plans for all new and expanding water systems. The water system plan must address existing facilities, needed improvements, future needs, and the proposed service area.

The CWSP outlines procedures for authorizing new water systems in the County. The procedures are intended to control unnecessary proliferation of small water systems. However, due to the rural nature of the county, the number of small water systems continues to grow. The proliferation of small water systems is expected to continue.

The predominant ground water quality concerns which must be addressed in Island County are excessive levels of iron, manganese, nitrates, arsenic, and saltwater intrusion. Iron and manganese are not primary health hazards. However, elevated levels will stain fixtures and cause other aesthetic concerns.

Saltwater intrusion is the most widely-recorded ground water quality concern in Island County. Pumping ground water which is hydraulically connected to saltwater may induce seawater flow toward the well. If left unchecked, serious degradation of the aquifer is possible. ICC 8.09.099 (Seawater Intrusion Protection) provides a methodology by which seawater intrusion risk is evaluated, and limits growth in situations where intrusion problems cannot be mitigated. Water quality and water level monitoring for saltwater intrusion trend analysis is being conducted by the Island County Public Health.

The Island County Ground Water Management Plan recommends preventative management of the existing resource rather than restorative or remedial measures. The objectives of the plan include; public education, conservation, data collection, land-use regulation, and coordination between local, state and federal agencies.

10A.3.5 NON-COUNTY OWNED SEWER FACILITIES

A.3.5.4.1 Planning Efforts

Three wastewater treatment plants, one lagoon system and related collection lines/outfalls serve the three incorporated cities with sanitary sewer. In addition, the City of Langley provides septage treatment to an estimated 250 on-site systems within the Langley UGA. One existing municipally-owned (Penn Cove Sewer District) treatment plant and an additional treatment plant serve some 500 residential units: North Penn Cove and Holmes Harbor Golf & Country Club, respectively. An estimated 2,700 Camano Island residential, on-site systems use out-of-county treatment plants. The Washington State Parks and Recreation Commission recently completed an upgrade to the existing wastewater treatment facilities serving Deception Pass State Park's developed areas.

The Park is one of the most heavily used state parks in Washington State, experiencing up to 7,000 visitors per day during the summer months. The Holmes Harbor Water District wastewater treatment plant is currently in operation. The plant is designed for 0.1 million gallons per day and will produce Class A Reclaimed Water suitable for irrigation of the Holmes Harbor Golf Course.

A.3.5.4.2 New Facilities

The Freeland Water and Sewer District is developing a new plan to install and operate a sewer system in the Freeland UGA. An updated Sewer System Plan was developed in April of 2016. The plan has a phased approach to installing sewer in the Freeland UGA. The most recent estimate is to begin construction of the treatment facility in 2017, though many details, including financing, are still being worked out.

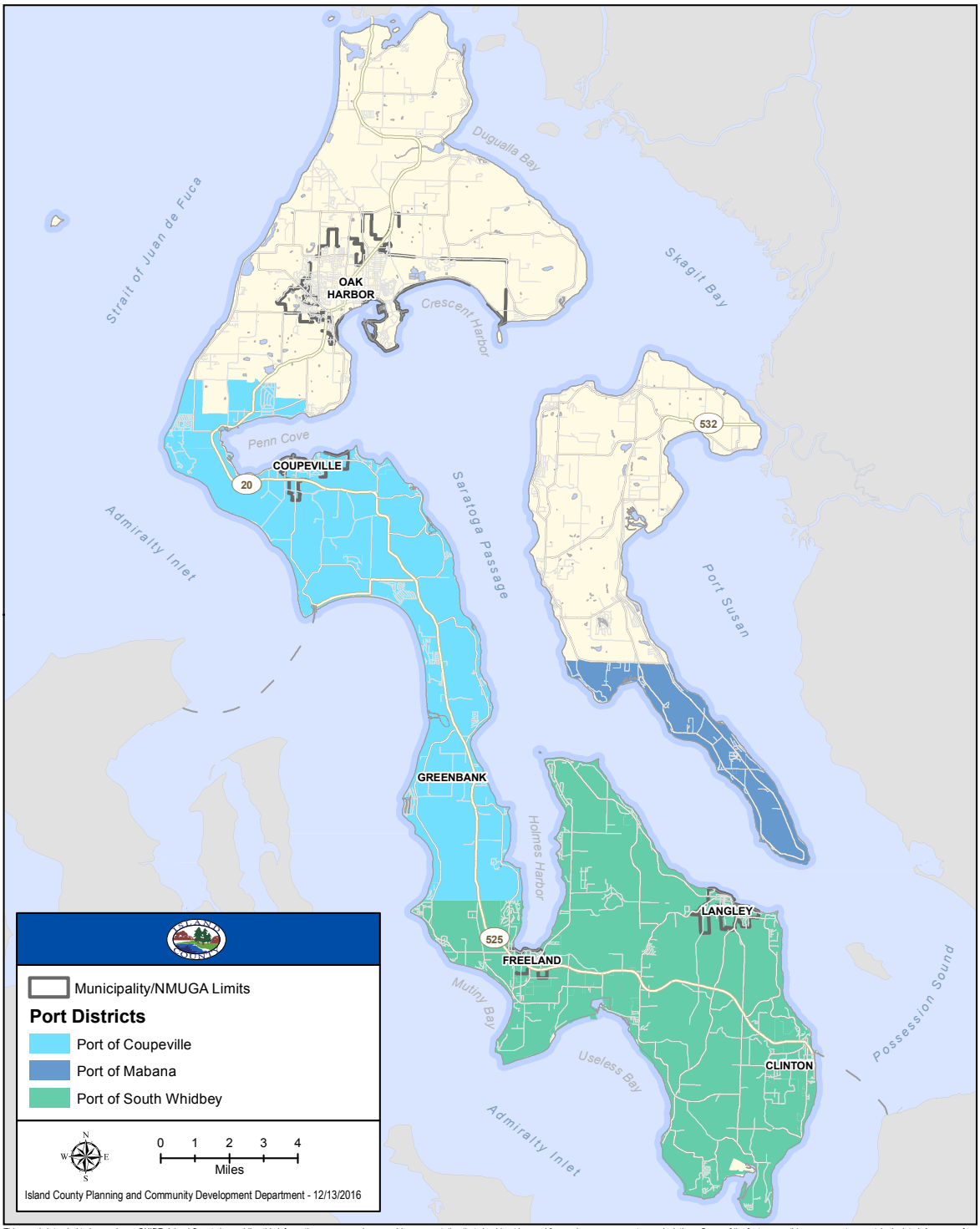
It is important that the County become an active participant in providing sewer, water, and drainage facilities for any non-municipal Urban Growth Areas in cooperation/coordination with water and sewer districts. Provision of an optimum number of these services at the least possible costs to local citizens requires intergovernmental coordination at the county and subregional level to economize operations.

It must be noted that the location and design of these future utility services will be extremely instrumental in promoting urban development. If Island County is to maintain control over guiding this growth, then it is important that Island County serve as a lead organization in the planning and provision of these utility services.

10A.3.6 NON-COUNTY PARK & RECREATION FACILITIES

Island County has a variety of parks and recreation facilities which are owned and maintained by many different government and volunteer organizations. Non-County park and recreation facilities are identified in the Parks and Recreation Element of this Comprehensive Plan.

MAP 10A-G. Port Districts



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.



A 6-year plan, updated annualy, that identifies capital projects and equipment purchases, provides a planning schedule, and identifies options for financing.

This page intentionally left blank for double-sided printing

10B.1 INTRODUCTION

The Capital Improvement Program (CIP) is a short-term plan that identifies capital projects and equipment purchases, provides a planning schedule and identifies options for financing. While preceding sections of this Element have addressed capital facility needs and projects by type or use of facility, this final section is intended to summarize the CIP. Such a summary enables both the reader and decision maker to examine the complete expenditure plan for project prioritization, revenue sufficiency, timing, and capital budget preparation.

Each year the CIP must be updated. The annual update must be completed before the County's budget is adopted in order to incorporate the capital improvements from the updated CIP in the County's annual budget. Counties shall perform their activities and make budget decisions in conformity with their comprehensive plan (see RCW 36.70A.120).

Also in accordance with the Planning Enabling Act, "each governmental body whose jurisdiction lies within the county, except incorporated cities and towns, whose functions include preparing and recommending plans for, or constructing major public works, shall submit to the respective planning agency a list of the proposed public works being recommended for initiation or construction during the ensuing year," (RCW 36.70.520). The planning agency is required to prepare and submit a report to the Board through the Planning Director on "how each project relates to all other proposed projects on the list and to all features of the comprehensive plan both as to location and timing," (RCW 36.70.530).

10B.2 SCHEDULE FOR ANNUAL REVIEW AND AMENDMENT

The following schedule should be followed each year to ensure public participation in the process and to ensure the timely completion of the CIP update.

Table A-1. Schedule for Annual Review and Amendment of the Capital Facilities Element

March (first week)	Input request from Board, Departments, Agencies, and the Public.
April (first week)	Input due.
April (third week)	Send draft CIP and any proposed CFP amendments to Board, Departments, Agencies, Planning Commission, and Parties of Record.
May (second week)	Planning Commission Hearing
June	Public Meetings and adoption
July- December	Capital Improvement Budget prepared and adopted

10B.3 SIX-YEAR CAPITAL IMPROVEMENT PROGRAM

The most recently adopted Capital Improvement Program is attached to this Element.



This page intentionally left blank for double-sided printing

COMPREHENSIVE PLAN ELEMENTS AND COMPONENTS

A. GENERAL REQUIREMENTS

CONSISTENCY

Consistency with County Wide Planning Policies (CWPPS) All plan elements must be consistent with relevant county-wide planning policies (CWPPs) and, where applicable, Multicounty Planning Policies (MPPs), and the GMA. *(See: RCW 36.70A.100, RCW 36.70A.210, WAC 365-196-400(2)(c), WAC 365-196-305, and WAC 365-196-520)*	☑	Throughout. 2016 updates include several sections, primarily in the Land Use and Capital Facilities chapters.
Consistency Between Elements All plan Elements must be consistent with each other. *(See: RCW 36.70A.070 and WAC 365-197-400(2)(f))*	☑	Elements have been updated to reflect the new CWPPs and updated population and employment projections.
Consistency with Other Jurisdictions The plan must be coordinated with the plans of adjacent jurisdictions. *(See: RCW 36.70A.100 and WAC 365-196-520)*	☑	Significant joint planning efforts occurred in the development of the new CWPPs and the related Plan updates. Land Use, Sections 1.3, 1.5.1.1, 1.5.1.2, and Goals 5 & 6.

Public Participation

Ensure public participation in the comprehensive planning process A process for early and continuous public participation in the development regulation development and amendment process. The process should address annual amendments (if the jurisdiction allows for them), emergency amendments, and may include a specialized periodic update process. Plan amendment processes may be coordinated among cities within a county and should be well publicized. *(See: RCW 36.70A.020(11), RCW 36.70A.035, RCW 36.70A.130, RCW 36.70A.140, WAC 365-196-600(3), RCW 36.70A.130(2), RCW 36.70A.130(2)(b), and RCW 36.70A.130(2)(a))*	☑	See Appendix C Natural Resource Management, Section 6.4.7 - calls for continued public involvement and education

PLAN AMENDMENTS

The plan describes the process for making amendments. Plan provides that amendments are to be considered no more often than once a year, not including the exceptions described in RCW 36.70A.130(2). *(See: WAC 365-196-640)*	☑	Located in the Preface

A. GENERAL REQUIREMENTS

PRIVATE PROPERTY

A process to assure that proposed regulatory or administrative actions do not result in an unconstitutional taking of private property. *(See: RCW 36.70A.370 and Attorney General's Advisory Memorandum: Avoiding Unconstitutional Takings of Private Property)*	☑	See Land Use Goal 2

B. LAND USE

Future Land Use Map

A future land use map showing the city limits and urban growth area (UGA) boundaries. *(See: RCW 36.70A.070(1), RCW 36.70A.110(6), WAC 365-196-400(2)(d), and WAC 365-196-405(2)(i)(ii))*	☑	Land Use, Map 1E - Island County Urban Growth Areas Land Use, Map 1S - Island County Future Land Use

PHYSICAL ACTIVITY

Consideration of urban planning approaches that increase physical activity. *(See: RCW 36.70A.070(1) and WAC 365-196-405 (2)(j))*	☑	Land Use, Policy LU 1.4.2.1.1 Promotion of Physical Activity Transportation, Goal 6 and subsequent sub-policies

Uses Adjacent to a General Aviation Airport

If there is an airport within or adjacent to the county: policies, land use designations (and zoning) to discourage the siting of incompatible uses adjacent to general aviation airports. Must be filed with the Aviation Division of WSDOT. *(See: RCW 36.70A.510, RCW 36.70.547, and WAC 365-196-455)*	☑	Land Use, Policy LU 1.5.5.1 Airports and Aviation: addresses aviation facilities and compatibility. Land Use, Policy LU 1.5.5.1.1 Military Airports: addresses compatibility with land uses and military airports. Land Use, Goal 14 – Goals and Policies (all) : addresses airport and surrounding land use compatibility Land Use, Map 1Q - APZ Overlay

Uses Adjacent to a Military Base

If there is a Military Base within or adjacent to the jurisdiction employing 100 or more personnel: policies, land use designations, (and consistent zoning) to discourage the siting of incompatible uses adjacent to military bases. *(See: RCW 36.70A.530(3) and WAC 365-196-475)*	☑	Land Use, Policy LU 1.5.5.1.1 Military Airports: addresses compatibility with land uses and military airports. Land Use, Map 1Q - APZ Overlay

Designating Natural Resource Lands		
Criteria for designating natural resource lands consistent with minimum guidelines to classify agricultural, forest, mineral lands and critical areas. *(See: RCW 36.70A.050, WAC 365-190, and WAC 365-195, see 900-925)*	☑	Land Use, Policy LU 1.5.3 - Resource Lands: defines Resource Lands Land Use, Table 1-10 - Resource Land Designation (Criteria) Land Use, Map 10 - Commercial Agricultural Lands Land Use, Map 1P - Mineral Lands Overlay Map
Uses on Agricultural Land		
Policies for agriculturally designated lands limiting non-agricultural uses to lands with poor soils or otherwise not suitable for agricultural purposes, and policies limiting the allowable range of accessory uses to those allowed by statute. *(See: RCW 36.70A.177(3))*	☑	Land Use, Policy LU 11.5.1 - Agricultural Land Conservation Natural Resources, Policy NR 11.2 - addresses conservation of agricultural lands Land Use, Table 1-10: Commercial Agriculture - identifies allowable uses based on soil quality
Designation of Mineral Lands		
Review of designated mineral resource lands taking into consideration new information, including data available from the Department of Natural Resources, relating to mineral resource deposits when reviewing mineral resource land designations. Minerals include sand, gravel and valuable metallic substances. *(See: RCW 36.70A.131, RCW 36.70A.030(11), and WAC 365-190-070)*	☑	Land Use, Policy LU 1.5.3, Resource Lands - states Island County designates mineral resource lands in accordance with RCW 36.70A.131 Land Use, Policy LU 13.3 - addresses mineral land conservation Land Use, Table 1-10 - identifies designation criteria for Mineral Lands Overlay Land Use, Map 1P - Mineral Lands Overlay Map
Major Industrial Development or Master Planned Locations		
If the county is eligible and has designated a major industrial development or master planned location outside of the UGA, is the area consistent with the criteria in the GMA? *(See: RCW 36.70A.365, RCW 36.70A.367, WAC 365-196-465, and WAC 365-196-470)*	☑	N/A
Master Planned Resorts		
If the county has permitted a master planned resort, meet all requirements. *(See: RCW 36.70A.360, RCW 36.70A.362, and WAC 365-196-460)*	☑	Land Use, Policy LU 1.4.2.1.5 - addresses Master Planned Resorts

Rural Element

A rural element that establishes patterns of rural densities and uses considering local circumstances, including a written record explaining how the rural element harmonizes the planning goals of the GMA and meets the requirements of 36.70A.070(5); allows rural development, forestry, and agriculture in rural areas; provides for a variety of rural densities, uses, essential public facilities and rural governments services; and includes measures that apply to rural development and protects the rural character of the area. *(See: RCW 36.70A.030(15), RCW 36.70A.030(16), RCW 36.70A.030(17), RCW 36.70A.070(5), and WAC 365-196-425)*	☑	Land Use, Section 1.4.1 Land Use, Section 1.5.2 Land Use, Goals 7 through 12 and related policies Land Use, Tables 1-7 through 1-9

Limited Urban Services

Policies that limit urban services in rural areas. The plan may include optional techniques such as Rural Areas of Intense Development (RAIDs), clustering, density transfer, design guidelines, and conservation easements to accommodate rural uses not characterized by urban growth. *(See: RCW 36.70A.110(4), RCW 36.70A.070(5)(b), and WAC 365-196-425(4))*	☑	CWPPs Land Use, Goal 1 - calls for the protection for rural character Land Use, Goal 7 - addressed RAIDs Land Use, Goal 8 - addresses clustered residential development

C. SHORELINE ELEMENT

Shorelines of the state

Plan acknowledges that for shorelines of the state, the goals and policies of the shoreline management act as set forth in RCW 90.58.020 are added as one of the goals of this chapter as set forth in RCW 36.70A.020 w/o creating an order of priority among the fourteen goals. *(See: RCW 36.70A.480 and WAC 365-196-580)*	☑	Shoreline Management Element (SME) The SME is the goals and policies of the SMP approved in accordance with RCW 90.58.

D. HOUSING

Goals, Policies, and Objectives

Goals, policies, and objectives for the preservation, improvement, and development of housing. *(See: RCW 36.70A.070(2)(b) and WAC 365-196-410(2)(a)*	☑	Housing, Section 4.6 goals and policies

Inventory and Analysis		
An inventory and analysis of existing and projected housing needs over the planning period. *(See: RCW 36.70A.070(2)(a), WAC 365-196-410(2)(b) and WAC 365-196-410(2)(c))*	☑	Housing, Policy H 4.2 - Housing Inventory Housing, Policy H 4.3 - Needs Analysis
Sufficient Land for Housing		
Identification of sufficient land for housing, including but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, group homes, and foster care facilities. *(See: RCW 36.70A.070(2)(c))*	☑	Housing, Section 4.3.5 Housing, Table 4-10 Housing, Policy H 4.9 - addresses surplus land transfer Housing, Policy H 4.12 - addresses annexation set aside
Adequate Provisions		
Adequate provisions for existing and projected housing needs for all economic segments of the community. *(See: RCW 36.70A.070(2)(d) and WAC 365-196-410)*	☑	Housing, Goal 1 - Promote fair and equal access to housing for all persons (H 1.1; H 1.3; H 1.7; H 1.8; H 1.9) Housing, Goal 2- addresses the promotion of a variety of residential densities and types (H 2.1; H 2.2; H 2.3) Housing, Goal 4- addresses Implementation in accordance with state law (H 4.1 - H 4.17)
Affordable Housing Program		
Program under RCW 36.70A.540, identification of land use designations. *(See: RCW 36.70A.540 and WAC 365-196-870)*		n/a
Manufactured Housing		
Policies so that manufactured housing is not regulated differently than site built housing. *(See: RCW 35.21.684, RCW 35.63.160, RCW 35A.21.312, and RCW 36.01.225)*	☑	Housing, Section 4.2.1 - Manufactured housing is considered a single family housing type in Island County Housing, Policy H1.9 - manufactured homes the same as site built housing
Accessory Dwelling Units		
If the county has a population of over 125,000: provisions for accessory dwelling units (ADUs) to be allowed in single family residential areas. *(See: RCW 36.70A.400 and RCW 43.63A.215(3))*	☑	Not required in Island County, but provided below: Housing, Goal 3 - encourages the preservation of existing housing stock Housing, Policy H 3.1 - addresses streamline permitting for accessory dwelling units

E. NATURAL RESOURCES

Public Water Supplies

Provisions for protection of the quality and quantity of groundwater used for public water supplies. *(See: RCW 36.70A.070(1))*	☑	Natural Resources, Section 6.3.2 – Groundwater Resource and Recharge Protection Natural Resources, Section 6.3.3 Seawater Intrusion Protection Natural Resources, Goal 7 - addresses management and protection of groundwater (NR 7.1 - NR 7.4) Natural Resources, Goal 8 - addresses the protection of aquifer recharge area (NR 8.1 - NR 8.2) Natural Resources, Goal 9 - addresses utilization of best available information for water resource protection (NR 9.1 - NR 9.5)

Public Lands

Identification of lands useful for public purposes such as utility corridors, transportation corridors, landfills, sewage treatment facilities, stormwater management facilities, recreation, schools, and other public uses. *(See: RCW 36.70A.150 and WAC 365-196-340)*	☑	Natural Resources, Goal 10 - addresses conservation of land for public enjoyment and economic benefit Land Use, Section 1.6 - identifies uses appropriate for each Land Use designation Capital Improvement Plan - identifies locations for new facilities

Open Space Corridors

Identification of open space corridors within and between urban growth areas, including lands useful for recreation, wildlife habitat, trails, and connection of critical areas. *(See: RCW 36.70A.160 and WAC 365-196-335)*	☑	Natural Resources, Section 6.4.3.5, Open Space Corridors - addresses the protection and conservation of natural and man made corridors. Map 7L - Habitat Conservation Priorities for Parks Acquisition Map 6E - Open Space Corridors

Discharges into waters of the state

Where applicable, a review of drainage, flooding, and stormwater run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state. *(See: RCW 36.70A.070(1), WAC 365-196-405(1)(e), and RCW 90.56.010(26))*	☑	Natural Resources, Policy 5.5 - identifies the Surface Water Program as the program responsible

Critical Areas		
Policies to designate and protect critical areas including wetlands, fish and wildlife habitat protection areas, frequently flooded areas, critical aquifer recharge areas, and geologically hazardous areas. In developing these policies, the county must have included the best available science (BAS) to protect the functions and values of critical areas, and give "special consideration" to conservation or protection measures necessary to preserve or enhance anadromous fisheries. *(See: RCW 36.70A.030(5), RCW 36.70A.172, WAC 365-195-900, WAC 365-195-905, WAC 365-195-910, WAC 365-195-915, WAC 365-195-900, and WAC 365-195-925)*	☑	Natural Resources, Section 6.2, Critical Areas – defines and calls for protection of critical areas Natural Resources, Goal 3 – Protect wetlands from a net loss in functions (all policies) Natural Resources, Goal 4 – Protect fish and wildlife habitat areas (all policies) Natural Resources, Goal 5 - addresses protection of public health, safety and welfare from loss due to flood (all policies) Natural Resources, Goal 6 - addresses protection of public health, safety and welfare from loss due to steep or unstable slopes (all policies) Land Use, Section 1.5.4, Critical Areas Land Use, Table 1-11: addresses critical area designation criteria
Forest and Agricultural Land Inside UGAs		
If forest or agricultural lands of long-term commercial significance are designated inside an urban growth area, there must be a program authorizing Transfer (or Purchase) of Development Rights. *(See: RCW 36.70A.060(4))*	☑	N/A, no forest or agricultural lands of long-term commercial significance are designed inside of an urban growth area
Conserving Forest and Agricultural Lands		
Policies encouraging the conservation of productive forest and agricultural lands and discouraging incompatible uses. *(See: RCW 36.70A.020(8), WAC 365-190-050, and WAC 365-196-815)*	☑	Natural Resources, Section 6.4.4.1 - Agricultural Land Conservation efforts Natural Resources, Section 6.4.4.2 - Forest Lands Conservation Natural Resources, Goal 11: calls for the prioritization of protection of agricultural lands Natural Resources, Policy NR 11.2 - calls for the conservation of agricultural lands Natural Resources, Policy NR 11.2.1 - address preservation of prime farm land soils for agricultural purposes Natural Resources, Policy NR 11.2.2 - calls for protection of agricultural uses Natural Resources, Policy NR 13.1.2 - call for the continuation of tax incentives for agricultural and forest lands

F. TRANSPORTATION ELEMENT

Inventory

An inventory of air, water, and ground transportation facilities and services, including transit alignments, state-owned transportation facilities, and general aviation airports. *(See: RCW 36.70A.070(6)(a)(iii)(A) and WAC 365-196-430(2)(c))*	☑	Transportation, Section 2.1 - addresses roadway network summary and traffic volumes Transportation, Map 2-1 Island County Functional Classification Map Transportation, Map 2-2 Federal Functional Classification Map Transportation, Map 2-6 Truck Routes Transportation, Map 2-7 Ferry Routes Transportation, Map 2-8 Transit Routes Transportation, Map 2-9 Non-motorized routes Transportation, Map 2-10 Air and rail facilities

Level of Service (LOS) Standards

Adopted levels of service (LOS) standards for all arterials, transit routes and highways. *(See: RCW 36.70A.070(6)(a)(iii)(B) and WAC 365-196-430)*	☑	Transportation, Page 10 - LOS Standards: discussion about LOS standards and adoption Transportation, Page 11 - Concurrency Service Areas: contains discussion of LOS standards Transportation, Page 13 - Concurrency LOS Standards Transportation, Page 13 - Corridor LOS standards Transportation, Page 14 - Ferry LOS Standards Transportation, Page 14 -Intersection LOS Standards Transportation, Page 15 - State Highways LOS Standards

Locally-Owned Transportation Facilities

Identification of specific actions to bring locally-owned transportation facilities and services to established LOS. *(See: RCW 36.70A.070(6)(a)(iii)(D) and WAC 365-196-430)*	☑	Transportation, Page 10 - LOS Standards: addresses LOS standards for locally owned arterials and transit routes Transportation, Pages 10-11 - Transportation Concurrency Management: addresses how County will utilize concurrency management to maintain LOS standards Transportation, Section 4.2, Page 62-63 - Transportation Projects and Programs: addresses local projects to enhance transportation within the County

Traffic Forecast		
A forecast of traffic for at least 10 years, including land use assumptions used in estimating travel. *(See: RCW 36.70A.070(6)(a)(i), RCW 36.70A.070(6)(a)(iii)(E), and WAC 365-196-430(2)(f))*	☑	Transportation, Page 46 - Travel Forecast Evaluation Transportation, Pages 46-47 – Section 3.1 Land Use Forecasts: utilizes land use assumptions in travel demand model Transportation, Pages 50-52 – Section 3.13.2 - Forecast Travel Conditions: discusses land use assumptions and Transportation Analysis Zones (TAZ) Transportation, page 50 - 2036 Baseline Traffic Volumes and Improvements Transportation, Page 47 - Exhibit 3.1 Existing and Future Land Use. Transportation, Page 51 - Figure 3-2, 2012 Existing and 2036 PM Peak Hour Traffic Volumes Transportation, Page 52 - Exhibit 3.5 Year 2036 Forecast Conditions and LOS Summary
Projected Demand		
A projection of state and local system needs to meet current and future demand. *(See: RCW 36.70A.070(6)(a)(iii)(F) and WAC 365-196-430(2)(f))*	☑	Transportation, Page 50 - 2036 Baseline Traffic Volumes and Improvements
Pedestrian and Bicycle Component		
A pedestrian and bicycle component. *(See: RCW 36.70A.070(6)(a)(vii) and WAC 365-196-430(2)(j))*	☑	Transportation, Pages 38-39 - Section 2.5 Non-Motorized: provides non-motorized inventory and summary Transportation, Page 40-41 - Non-motorized Volumes Transportation, Page 42-Non-motorized Safety Data, Transportation, Page 60 - references a Non-Motorized Trails Plan to be completed in 2016

Transportation Demand Management		
A description of any existing and planned transportation demand management (TDM) strategies, such as HOV lanes or subsidy programs, parking policies, etc. *(See: RCW 36.70A.070(6)(a)(vi) and WAC 365-196-430(2)(i))*	☑	Transportation, Policies 1.1, 1.2, 1.5, 1.6, 2.1, 2.2, 2.3, 2.4, 2.5, 3.4, 4.1, 4.2, 5.1, 5.2, 5.3, 5.4, 5.6, 6.2, 6.4, 6.6, 6.7, 6.8, 6.9
Future Funding		
An analysis of future funding capability to judge needs against probable funding resources. *(See: RCW 36.70A.070(6)(a)(iv)(A) and WAC 365.196-430(2)(k)(iv))*	☑	Transportation, Pages 64-75- Section 5 Transportation Funding Situation: provides discussion about anticipated shortfall and methods of dealing with shortfall
Multiyear Financing Plan		
A multi-year financing plan based on needs identified in the comprehensive plan, the appropriate parts of which serve as the basis for the 6-year street, road or transit program. *(See: RCW 36.70A.070(6)(a)(iv)(B), RCW 35.77.010, and WAC 365-196-430(2)(k)(ii))*	☑	Capital Facilities, Table 10B-9 - Proposed Schedule of Capital Expenditures by Funding Source Transportation, Pages 65-71 - Section 5.2 Funding and Revenues Transportation, Pages 71-74- Section 5.3 Methods to Meet Transportation Funding Needs
Funding Shortfalls		
If probable funding falls short of meeting identified needs: a discussion of how additional funds will be raised, or how land use assumptions will be reassessed to ensure that LOS standards will be met. *(See: RCW 36.70A.070(6)(a)(iv)(C) and WAC 365-196-430(2)(l)(ii))*	☑	Capital Facilities, Policy CF 5.4: calls for annual update and review of plan to include amendments to LOS standards and the financing plan Transportation, Page 71 – Transportation Funding Shortfall Transportation, Pages 71-74 - Section 5.3 Methods to Meet Transportation Funding Needs

Intergovernmental Coordination

A description of intergovernmental coordination efforts, including an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions and how it is consistent with the regional transportation plan. *(See: RCW 36.70A.070(6)(a)(v) and WAC 365-196-430(2)(a)(iv))*	☑	Capital Facilities, Goal 4: addresses implementation of CFE in coordination with plans and policies of other agencies and jurisdictions Transportation, Page 3 - Goal 5: addresses cooperative planning with local and regional agencies (policies 5.1 - 5.7)

G. UTILITIES FORECAST

Location and Capacity

The general location, proposed location and capacity of all existing and proposed utilities. *(See: RCW 36.70A.070(4) and WAC 365-195-420)*	☑	Utilities, Section 9.3 - Inventory and Analysis Utilities, Section 9.3.1 - Natural Gas Utilities, Section 9.3.2 - Electrical Utilities Utilities, Section 9.3.3 - Puget Sound Energy Utilities, Section 9.3.4- Telecommunications Utilities Utilities, Section 9.4 - Water Resources Utilities, Map 9A - Cascade Natural Gas Service Areas and Transmission Facilities Utilities, Map 9B - Puget Sound Energy Service Areas and Transmission Facilities Utilities, Map 9C - Communication Towers

H. CAPITAL FACILITIES ELEMENT

Policies or Procedures

Policies or procedures to ensure capital budget decisions are in conformity with the comprehensive plan. *(See: RCW 36.70A.120)*	☑	Capital Facilities, Section 10.1.2: provides language requiring fiscal policies be consistent with the Comprehensive Land Use Element Capital Facilities, Goal 4 - Requires the Capital Facilities Element to be consistent with the Comprehensive Plan Capital Facilities, Policy CF 4.1.1 - requires all category A and category B facility improvements to be consistent with the Comprehensive Plan

Inventory		
An inventory of existing capital facilities owned by public entities. *(See: RCW 36.70A.070(3)(a) and WAC 365-196-415(2)(a))*	☑	Capital Facilities, Section 10A - Capital Facilities Plan: includes inventory, LOS standards and strategies for achieving LOS
Forecast of Needed Capital Facilities		
The forecast of future need should be based on projected population and adopted levels of service (LOS) over the planning period. *(See: RCW 36.70A.070(3)(b) and WAC 365-196-415(2)(b))*	☑	Capital Facilities, Section 10.3 - Level of Service Method for Analyzing Public Facilities Capital Facilities, Section 10.3.2 - Setting the LOS Standards Capital Facilities, Goal 1 - calls for establishing LOS for all capital facilities Capital Facilities, Policy CF 1.2.1 - identifies LOS standards for Category A capital facilities Capital Facilities, Policy CF 1.2.2 - identifies LOS standards for Category B Facilities Capital Facilities, Policy CF 1.2.3 - identifies LOS standards for Category C facilities Capital Facilities, Policy CF 1.2.4 - identifies LOS standards for Category D facilities Capital Facilities, Policy CF 1.3 - Determining Capital Facility Needs, provides formula incorporating population to determine capital facility needs Capital Facilities, Section 10A -Capital Facilities – includes inventory, LOS, Strategies for achieving LOS
Proposed Locations		
Proposed locations and capacities of expanded or new capital facilities. *(See: RCW 36.70A.070(3)(c) and WAC 365-196-415 (3)(c))*	☑	Capital Facilities, Section 10B - Capital Improvements Program (CIP)
Six-Year Plan		
A six-year plan (at least) identifying sources of public money to finance planned capital facilities. *(See: RCW 36.70A.070(3)(d), RCW 36.70A.120 and WAC 365-196-415(2)(c))*	☑	Capital Facilities, Section 10B - Capital Improvements Program (CIP) Capital Facilities, Section 10A - Capital Facilities Plan: identifies some projects planned for Category D facilities
Reassessing the Land Use Element		

A policy or procedure to reassess the Land Use Element if probable funding falls short of meeting existing needs. *(See: RCW 36.70A.070(3)(e) and WAC 365-196-415(2)(d))*	☑	Capital Facilities, Section 10.1.3.1 Capital Facilities, Policy CF 2.6
Impact Fees		
If impact fees are collected: identification of public facilities on which money is to be spent. *(See: RCW 82.02.050(4) and WAC 365-196-850)*	☑	N/A - Not collected in Island County
Siting Essential Public Facilities		
Provisions for siting essential public facilities (EPFs), consistent with CWPPs and RCW 36.70A.200. This section can be included in the Capital Facilities Element, Land Use Element, or in its own element. Sometimes the identification and siting process for EPFs is part of the CWPPs. Jurisdictions should consider OFM's list of EPFs that are required or likely to be built within the next six years. Regional Transit Authority facilities are included in the list of essential public facilities. *(See: WAC 365-196-340, WAC 365-196-345, WAC 365-196-400, WAC 365-196-405, WAC 365-196-410, WAC 365-196-415, WAC 365-196-420, WAC 365-196-425, WAC 365-196-430, WAC 365-196-435, WAC 365-196-440, WAC 365-196-445, WAC 365-196-550, RCW 71.09.020(14), RCW 36.70A.200(1), and WAC 365-196-550(d))*	☑	Capital Facilities, Goal 6 - Provide for the siting of essential public facilities Capital Facilities, Policy CF 6.1 - CF 6.6 - address the provisions for siting essential public facilities
Not Precluding the Siting of Essential Public Facilities Policies or procedures that ensure the comprehensive plan does not preclude the siting of EPFs. If the EPF siting process is in the CWPPs, this policy may be contained in the comprehensive plan as well. *(See: RCW 36.70A.200(5) and WAC 365-196-550(3))*	☑	Capital Facilities Element, Policy CF 6.1 – Provisions shall be made in the comp plan and development regulations for siting essential public facilities

FUTURE POPULATION GROWTH ANALYSIS & ACCOMMODATION

A. URBAN GROWTH AREAS (UGAs)

UGA Review

Review and update, if needed, UGA boundaries. Based on population projection made for the County by OFM, the county and each city must include areas and densities sufficient to permit the urban growth projected to occur in the county or city for the succeeding twenty year period, except UGAs completely within a national historic reserve. *(See: RCW 36.70A.110(2), RCW 36.70A.110(6), RCW 36.70A.130, and WAC 365-196-310)*	☑	Appendix B Land Use, Map 1E - Island County Urban Growth Areas
UGA Expansion – 100-Year Floodplain If there is an urban growth area (UGA) expansion into the 100-year floodplain of a river segment that is located west of the Cascade crest and when the river has a mean annual flow of 1,000 or more cubic feet per second, it meets the statutory exceptions to the general ban on such UGA expansions. *(See: RCW 36.70A.110(8))*	☑	No urban growth area expansions are proposed at this time.
Population Projections		
A consistent population projection throughout the plan which should be consistent with the Office of Financial Management forecast for the county or the county's sub-county allocation of that forecast. *(See: RCW 43.62.035 and WAC 365-196-405(2)(f))*	☑	Appendix B, Section B-1 through B-2.2 - 2036 Population Projections Appendix B, Figure B-3 - Population Distribution by Planning Areas, Estimates and Projection
Population Densities and Building Intensities		
Estimates of population densities and building intensities based on future land uses. *(See: RCW 36.70A.070(1) and WAC 365-196-405(2)(c)(i))*	☑	Appendix B, Section B-5.5 - UGA Analysis Steps: determines capacity based on zoning designation Land Use, Table 1-1 - Existing Land Use Characteristics Land Use, Section 1.2.1 - Land Use Inventory Land Use, Section 1.3 - Growth Accommodations Land Use, Section 1.6 - Designation Criteria

Population Growth Analysis & Accommodations B



This page intentionally left blank for double-sided printing

TABLE OF CONTENTS

B-1 2036 POPULATION PROJECTIONS 7

B-1.1 Process and Methodology: 7

B-1.1.1 Analysis and Findings:

B-2 REGIONAL ALLOCATIONS 9

B-2.1 Past Population Allocation Work 9

B-2.2 Methodology for 2016 Comprehensive Plan Update: 10

B-3 URBAN GROWTH AREAS ALLOCATIONS 11

B-3.1 Background 11

B-3.2 UGA Allocations for 2036 12

B-3.2.1 2036 Allocations

B-4 EMPLOYMENT PROJECTIONS 15

B-4.1 Methodology 16

B-4.1.1 Estimating Total Employment

B-4.1.2 Forecasting 2036 Total Employment

B-4.1.3 Uniformed Military Employment

B-4.1.4 Allocation to Planning Areas and UGAs

B-5 BUILDABLE LANDS ANALYSIS 19

B-5.1 Summary of Key Findings 19

B-5.2 Past Buildable Lands Analysis 20

B-5.3 Methodology 20

B-5.4 Rural Analysis 21

B-5.4.1 General Steps

B-5.4.2 Determining Capacity of Non-Residential RAIDs

B-5.5 UGA Analysis Steps: 22

B-5.5.1 General Steps

B-5.5.2 UGA Capacity - Single Family Zones

B-5.5.3 UGA Capacity – Multi-Family Zones

B-5.5.4 UGA Capacity – Commercial & Mixed Use Zones

B-5.5.5 UGA Capacity – Industrial Zones

B-5.5.6 Assumptions

B-5.5.7 Land needed for Public Purposes

B-5.5.8 Findings

B-5.6 Rural Areas 30

B-5.6.1 North Whidbey Planning Area

B-5.6.2 Central Whidbey Planning Area

B-5.6.3 South Whidbey Planning Area

B-5.6.4 Camano Island Planning Area

B-5.7 Urban Growth Areas 32

B-5.7.1 City of Oak Harbor

B-5.7.2 Town of Coupeville

B-5.7.3 City of Langley

B-5.7.4 Freeland Non-Municipal UGA

B-6 2016 UGA BOUNDARY ADJUSTMENTS 36

B-6.1 Evaluating UGA Boundaries 36

B-6.2 Langley UGA Resizing 37

B-6.2.1 Rezoning related to UGA Reduction

B-6.3 **Freeland NMUGA Resizing** 39

B-6.3.1 Rezoning related to NMUGA reduction

MAPS

MAP B1. Map of the 2016 Langley UGA Reduction 37

MAP B2. Langley Area Rezoning Related to UGA Resizing 38

MAP B3. Map of the 2016 Freeland NMUGA Reduction 40

MAP B4. Freeland Area Rezoning Related to NMUGA Resizing 42

FIGURES

Figure B(1) Graph of OFM Population Projections 8

Figure B(2) Island County Urban and Rural Population, 1970 - 2010 12

Figure B(3) North Whidbey Urban and Rural Growth, 1970 - 2010 13

Figure B(4) Central Whidbey Urban and Rural Growth, 1970 - 2010 13

Figure B(5) South Whidbey Urban and Rural Growth, 1970 - 2010 13

Figure B(6) Acronyms & Definitions for Buildable Lands Analysis Methodology 19

TABLES

Table B-1. OFM's Population Projections for Island County 9

Table B-2. Percent of Island County Population by Planning Area 10

Table B-3. Population Distribution by Planning Areas, Estimates and Projection 11

Table B-4. Island County Urban and Rural Growth Projections by Planning Area 14

Table B-5. Total Island County Employment Estimates for 2012 and Projections for 2036 18

Table B-6. Island County Planning Area and UGA Employment Allocations 18

Table B-7. Discount Factors for Partially Vacant Parcels 23

Table B-8. Percent of Total Acres in Critical Areas 26

Table B-9. Employees per acre in Island County UGAs 27

Table B-10. Comparison of Employment Density Assumptions from Other Jurisdictions 27

Table B-11. Island County Vacant Parcels by Zoning Designations in the Rural Areas 28

Table B-12. Summary of Buildable Lands Analysis, Towns & Cities 28

Table B-13. North Whidbey Planning Area, Buildable Lands Analysis - Rural Growth 2010 - 2036 30

Table B-14. North Whidbey Planning Area, Buildable Lands Analysis - Rural Land Capacity 30

Table B-15. Central Whidbey Planning Area, Buildable Lands Analysis - Rural Growth (2010 - 2036) 31

Table B-16. Central Whidbey Planning Area, Buildable Lands Analysis - Rural Land Capacity 31

Table B-17. South Whidbey Planning Area, Buildable Lands Analysis - Rural Growth (2010 - 2036) 31

Table B-18. South Whidbey Planning Area, Buildable Lands Analysis - Rural Land Capacity 31

Table B-19. Camano Island, Buildable Lands Analysis - Growth (2010 - 2036) 32

Table B-20. Camano Island, Buildable Lands Analysis - Land Capacity 32

Table B-21. Oak Harbor Average Net Densities 33

Table B-22. Oak Harbor UGA, Buildable Lands Analysis - Growth (2010 - 2036) 33

Table B-23. Oak Harbor UGA, Buildable Lands Analysis - Residential Land Capacity 33

Table B-24. Oak Harbor UGA, Buildable Lands Analysis - Employment Land Capacity 34

Table B-25. Coupeville UGA, Buildable Lands Analysis - Growth (2010 - 2036) 34

Table B-26. Coupeville UGA, Buildable Lands Analysis - Land Capacity 34

Table B-27. Coupeville UGA, Buildable Lands Analysis - Employment Land Capacity 35

Table B-28. Langley UGA, Buildable Lands Analysis - Growth (2010 - 2036) 35

Table B-29. Langley UGA, Buildable Lands Analysis - Land Capacity (Before Resizing) 35

Table B-30. Freeland NMUGA, Buildable Lands Analysis - Growth (2010 - 2036) 36

Table B-31. Freeland NMUGA, Buildable Lands Analysis - Land Capacity Before Resizing 36

Table B-32. Langley UGA Buildable Lands Analysis Summary, Before & After Resizing 37

Table B-33. Freeland NMUGA Buildable Lands Analysis Summary, Before & After Resizing 39

Table B-34. Freeland NMUGA, Buildable Lands Analysis Summary - After Resizing 43

Table B-35. Rezoning Related to NMUGA Resizing, Impacts on Rural Lot Capacity 43

This page intentionally left blank for double-sided printing

B-1 2036 POPULATION PROJECTIONS

The selection of a population projection is a critical step in the development of a GMA-compliant comprehensive plan. Population projections are used to ensure that UGAs are adequately sized. These projections are also used in the development of the comprehensive plan Elements.

In determining the size of UGAs, counties are required to utilize the official population projections issued by the Washington State Office of Financial Management (OFM). These projections include three distinct ranges; a low, medium, and high. In accordance with RCW 43.62.035, the medium range represents OFM's most likely estimate of a county's population. Counties must select a population projection that falls within these ranges to determine their fundamental GMA planning decisions.

B-1.1 PROCESS AND METHODOLOGY:

Island County adopted its first Comprehensive Plan in 1998 and updated the Comprehensive Plan in 2005. A review of previous OFM population ranges and an assessment of how projections compared to the County census data (testing for accuracy of projections and if any adjustments were needed) showed that the projections were overestimating the rate of growth during both review periods. Due to the consistent overage from prior projection models, the County determined that the OFM's medium series projection would be used as a base for the estimate, but additional research into Island County specific demographics would be needed to determine a more accurate projection for Island County.

County staff analyzed the assumptions of OFM's forecasting model; in those instances where OFM's assumptions seemed to contradict our own research, we made corresponding adjustments to the medium series projection.

B-1.1.1 Analysis and Findings:

To comply with the GMA requirements and calculate a population projection, Island County undertook a rigorous examination of the County demographic characteristics, economic conditions, and past growth trends, as well as data from the State of Washington and the U.S. Census Bureau. Based on this research, the County arrived at the following conclusions:

- In the year 2036, Island County is projected to have a population of 87,917. The 2010 census determined that Island County had a population of 78,506; so this represents a total projected increase of 9,411 over a 26 year period.
- While Island County has previously experienced periods of rapid growth, the growth rate has decreased in every period since 1980.
- The median age of Island County is higher than the state as a whole and is increasing at a faster rate. This increase in the median age will limit future population growth resulting from natural increase.
- In many of Island County's planning areas, previous population growth was driven by in-migration of working age people who commuted to jobs on the mainland. Increasing transportation costs,

transportation capacity constraints, and changing consumer housing preferences may negatively impact the future in-migration of commuters.

- The in-migration of retirees which has historically been a significant component of Island County's population growth is projected to continue, but at an uncertain rate.
- Island County's 1998 and 2005 population projections significantly overestimated future population growth
- Naval Air Station Whidbey indicates that they will add squadrons over the next 20 year planning period; 2,530 people were added to the projections to account for the military expansion. NAS Whidbey is projected to disestablish one squadron in 2021. This reduction isn't accounted for in the projections, but is important to note.

After reviewing all relevant factors, the County concluded that slight reductions should be made to OFM's medium series projection to account for an anticipated drop in Total Fertility Rate, trends which indicate a decline in Island County's growth rate over the last 30 years, and reductions in the number of retirees and off-island commuters who can be expected to move to Island County in coming years.

Figure B(1) Graph of OFM Population Projections

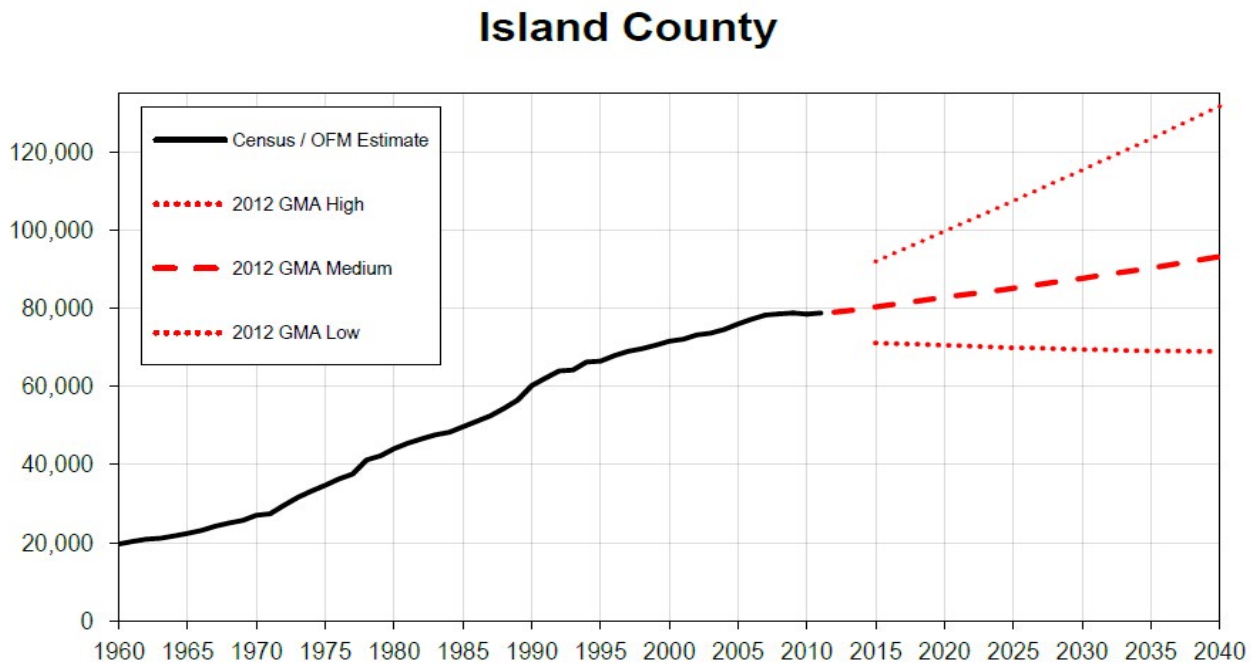


Table B-1. OFM's Population Projections for Island County

Island County	Census	Projections					
	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

Island County reviewed the population estimates between OFM's medium and low series and determined that the 2036 population would likely fall between the midpoint between OFM's low and medium series (79,630) and the medium series projection (90,239). **Based on the research conducted, the population projection for 2036 is estimated at 87,917 people.**

B-2 REGIONAL ALLOCATIONS

Island County is unique in that the geographic, social, and economic characteristics of the County vary dramatically by location. For example, population growth and commuter patterns on Camano Island are heavily influenced by job growth and economic conditions in Snohomish County, and there is very little economic interaction between Camano Island and the rest of the County. Similarly, growth in the Oak Harbor area is driven almost entirely by Naval Air Station Whidbey, while off Island commuters and retirees are responsible for population changes on the southern end of Whidbey Island. Growth in Central Whidbey, on the other hand, does not appear to be influenced by employment in adjacent counties, but is driven to a larger extent by retirees, people commuting to Oak Harbor, or those employed by Island County or Whidbey General Hospital. Because of the regional differences, Island County has historically divided the County into four distinct planning areas. These planning areas include; Camano Island, North Whidbey, Central Whidbey, and South Whidbey. Because each planning area exhibits unique population and employment trends, the County has historically developed population and job growth estimates for each planning area.

B-2.1 PAST POPULATION ALLOCATION WORK

The allocations associated with the 2005 update were significantly more accurate than those associated with the 1998 Comprehensive Plan. To a large extent, this improvement resulted from beginning the process with a more accurate countywide population estimate. During the 1998 update, the estimate was allocated to each planning area using a proportional share method, whereby the countywide population estimate is allocated to each planning area based on the proportion of the County's population that has historically lived in each planning area. In 2005 the County moved away from the strict proportional share distribution model and instead included a growth rate method. The growth rate method analyzed previous growth rates within each planning area and projected these rates into

the future. The minor difference between the proportional share and growth rate methods used in 2005 is particularly notable. In two of the four planning areas, North Whidbey and Camano Island, the proportional share method provided the most accurate allocation, while the growth rate method resulted in more accurate allocations in the South and Central Whidbey Planning Areas. In all but one case (South Whidbey) both allocation methods resulted in allocations that were within 4% of one another.

The share of the Island County's population living in each planning area has remained remarkably stable over the past forty years. This consistency constitutes one of the more notable population trends in the County. Staff began the regional allocation process by allocating population to each planning area based on the proportion of the County's population that historically lived in each planning area. Island County tested these allocations against relevant demographic, transportation, and market conditions in an attempt to determine if the projected allocation was reasonable or not. Island County determined that the proportional share method should reduce the inaccuracies resulting from the growth rate method employed during the 2005 update.

Table B-2. Percent of Island County Population by Planning Area

Planning Area	1970	1980	1990	2000	2010
North Whidbey	58%	58%	57%	49%	47%
Central Whidbey	16%	14%	13%	13%	16%
South Whidbey	17%	17%	17%	20%	17%
Camano Island	10%	12%	13%	19%	20%

B-2.2 METHODOLOGY FOR 2016 COMPREHENSIVE PLAN UPDATE:

After developing a forecast for the 2036 population for Island County, this forecast is then divided into regional components, representing the County's four Planning Areas (North, Central, and South Whidbey, and Camano Island). As a final step, each regional allocation is further divided into urban and rural allocations, with the urban component representing the expected Urban Growth Area (UGA) growth.

Having established the estimated countywide population growth for the next planning period, the County began the process of allocating the anticipated growth to each of the Planning Areas. Based on research, the County arrived at the following conclusions:

- The general distribution of growth is projected to be substantially similar to past trends, with the projection that the majority (49 percent) of the population living in the North Whidbey Planning Area, 13 percent in the Central Whidbey Planning Area, 19 percent in the South Whidbey Planning Area, and 19 percent on Camano Island in 2036.
- The population of the North Whidbey Planning Area is projected to increase by 17 percent. This increase includes both the normal expected population growth, and the population growth

associated with the planned expansion at Naval Air Station Whidbey. 60 percent of the anticipated North Whidbey population growth is expected to occur within the Oak Harbor UGA.

- The Central Whidbey Planning Area is expected to grow by 9 percent. Approximately 15 percent of this population growth is expected to occur within the Coupeville UGA.
- The Population of the South Whidbey Planning Area is expected to grow by 8 percent. 19 percent of this population growth is expected to occur within the Freeland and Langley UGAs. Freeland's UGA will be allocated 61 percent of that growth and Langley will be allocated 39 percent.
- The population of the Camano Island Planning Areas is expected to increase by 9 percent.

Table B-3. Population Distribution by Planning Areas, Estimates and Projection

Island County Planning Areas	1970	1980	1990	2000	2010	2036 Projection	
North Whidbey	15,600	25,500	34,592	34,737	36,757	43,003	49%
Central Whidbey	4,311	6,148	8,205	9,458	10,524	11,487	13%
South Whidbey	4,500	7,300	10,069	14,016	15,564	16,803	19%
Camano Island	2,600	5,100	7,329	13,347	15,661	16,624	19%
Island County	**27,011**	**44,048**	**60,195**	**71,558**	**78,506**	**87,917**	
Growth	7,373	17,037	16,147	11,363	6,948		
Growth Rate	38%	63%	37%	19%	10%		

B-3 URBAN GROWTH AREAS ALLOCATIONS

B-3.1 BACKGROUND

With the adoption of the 1998 Comprehensive Plan, Island County established a goal of increasing the percentage of growth occurring within designated UGAs. The purpose of this goal is to protect farm and forest land, maintain the County's rural character, efficiently provide government services, and to ensure compliance with GMA requirements. With the exception of the North Whidbey Planning Area it does not appear that this goal has been achieved. In fact, an absolute decline in the percentage of growth occurring within the Coupeville UGA was recorded between 2000 and 2010. While Figure 5.11 would appear to suggest an increase in the percentage of urban growth occurring in the South Whidbey Planning Area, this increase resulted from the establishment of the Freeland UGA. Historically, growth in Freeland has been urban in nature, merely recognizing this growth as urban by designating Freeland a UGA, does not indicate a fundamental shift in development patterns from rural to urban.

In 1997 the GMA was amended to allow counties to designate Limited Areas of More Intensive Development (LAMIRD). This provision allowed existing areas of higher density residential, commercial, and industrial development to be formally recognized. Island County took advantage of this provision by designating a number of Rural Areas of Intense Development (RAIDs). Island County's RAIDS are implemented by the Rural Center (RC), Rural Village (RV), Light Manufacturing (LM), Rural Service (RS), Airport (AP), and Rural Residential (RR) zones. Island County's RAIDS encompass approximately 10,480 acres.

Because RAIDs tend to accommodate development which is more urban than rural, a significant amount of development which would otherwise occur within designated UGAs has likely been occurring in RAIDs instead. This is understandable given that many of Island County's RAIDs are located in desirable waterfront areas or in planned communities. Washington State law, however, generally prohibits the expansion of RAID boundaries; and it is possible that future development within the County's existing RAIDs may be constrained by a lack of land available for development, or a lack of available drinking water. If this is the case, much of the development currently taking place within RAIDs will gradually shift to the County's UGAs over time. Planning and Community Development recommended that historic development patterns be used to establish a base for future discussions regarding allocations to individual UGAs.

B-3.2 UGA ALLOCATIONS FOR 2036

In order to establish a rational starting point for the allocations to individual UGAs, Island County analyzed the split between urban and rural growth in each of the planning areas over a forty year period, beginning in 1970. Island County did not formally establish UGAs until the adoption of the 1998 Comprehensive Plan; however, the boundaries of the incorporated cities of Oak Harbor, Coupeville, and Langley were used for this analysis, along with the Census Designated Place boundaries for Freeland. Although these boundaries do not correspond exactly with current UGA boundaries, they are similar enough for purposes of comparing historic urban and rural growth rates. Figures 5.9, 5.10, and 5.11 illustrate the relative percentage of urban and rural growth in each planning area. No graph was prepared for the Camano Island Planning Area as Camano Island has no UGA.

Figure B(2) Island County Urban and Rural Population, 1970 - 2010

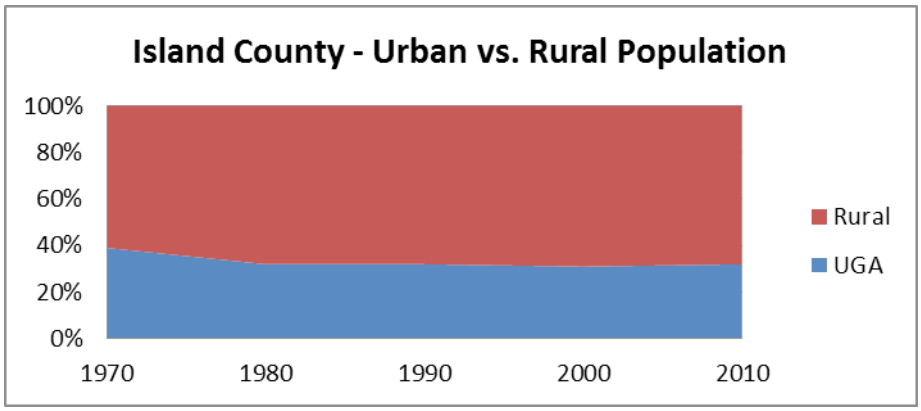


Figure B(3) North Whidbey Urban and Rural Growth, 1970 - 2010

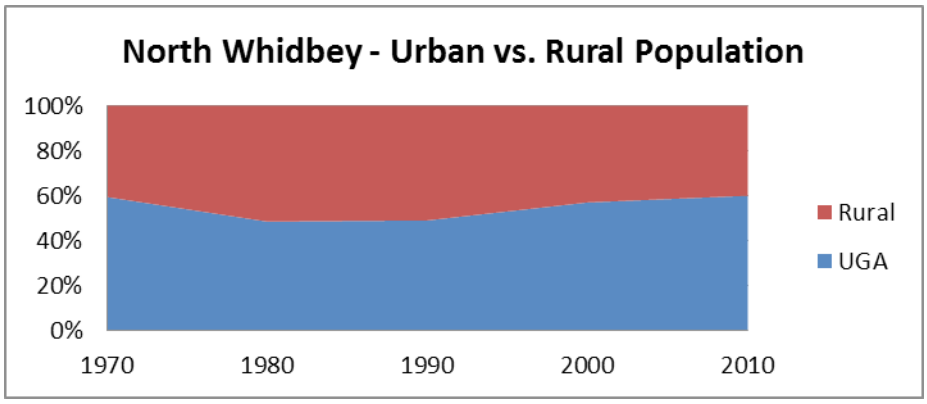


Figure B(4) Central Whidbey Urban and Rural Growth, 1970 - 2010

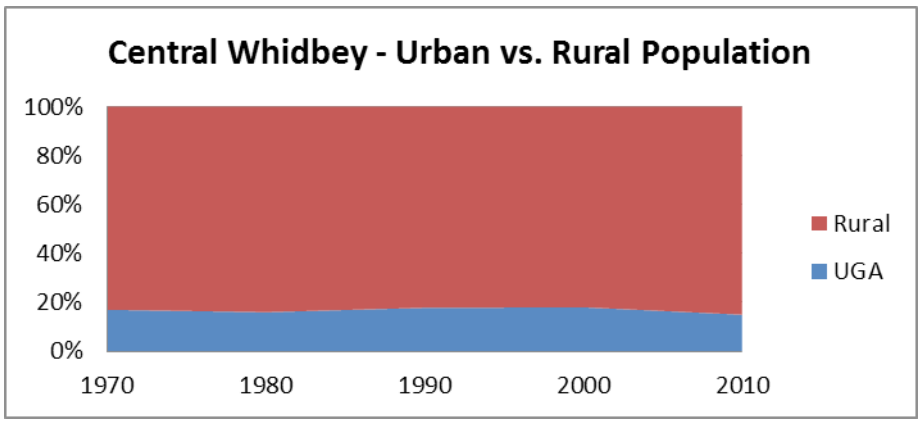
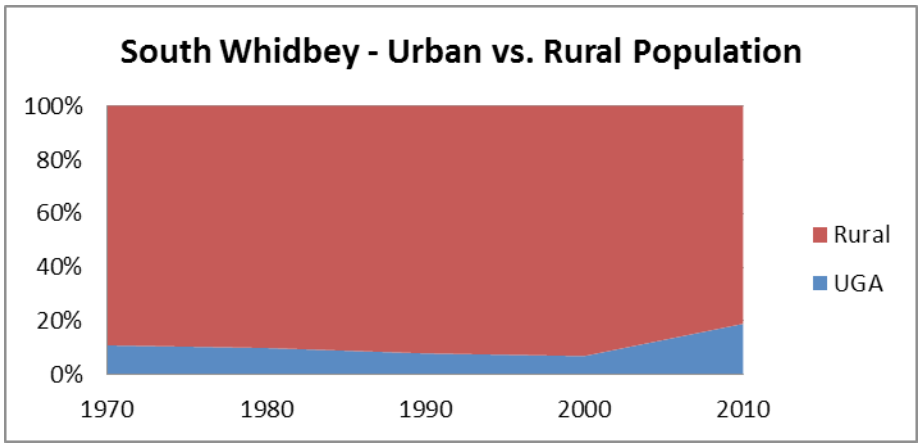


Figure B(5) South Whidbey Urban and Rural Growth, 1970 - 2010



B-3.2.1 2036 Allocations

Based on the analysis above, the distribution of population among the County's four planning areas has remained relatively constant over the past forty years. As such, the population to each of the County's planning areas was allocated based on a strict proportional allocation.

Below are the 2036 regional allocations:

- **North Whidbey:** The population of the North Whidbey Planning Area can be expected to increase by 6,246 from 2010 to 2036. At a minimum, 60 percent (3,739) of this growth should be expected to occur within the Oak Harbor UGA.
- **Central Whidbey:** The Central Whidbey Planning Area can be expected to increase by 991 from 2010 to 2036. At a minimum 15 percent (149) of this growth should be expected to occur within the Coupeville UGA.
- **South Whidbey:** The South Whidbey Planning Area can be expected to increase by 1,211 from 2010 to 2036. At a minimum, 19 percent (230) of this growth should be expected to occur within the Freeland and Langley UGAs, with Freeland's UGA allocated 61% of that growth and Langley will be allocated 39%.
- **Camano Island:** The Camano Island Planning Area can be expected to increase by 1,018 from 2010 to 2036; all of this growth will be rural (no UGAs).

Table B-4. Island County Urban and Rural Growth Projections by Planning Area

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%

Island County has its origins as a unique island community, with rural residences, vacation homes, small farms, and extremely limited urban development. To support this approach to growth, well before the Growth Management Act, small lots were created along the County's shorelines and elsewhere throughout the County. Growth was not specifically directed to more urbanized locations.

This approach changed when the County adopted it first GMA Comprehensive Plan and implementing development regulations. The County down-zoned rural properties throughout the County, establishing minimum five acre lot size requirements. Although pre-GMA lots remain throughout the County, this was the start of County efforts to encourage denser growth in urban areas and to protect rural areas for rural uses. The County continues with its efforts to further encourage urban development and protect its

rural lands. Recent County successes with this work include:

- Working with its cities to comprehensively update the County Wide Planning Policies, which establish the overarching framework for growth within the County; and,
- Working with citizens, interest groups, and state agencies, including Ecology, to update the Shoreline Master Program, which protects one of the County's most important assets - its shoreline areas.
- The County continues its work to direct growth to its urban areas. Efforts include:
- Coordinating with its cities on successfully absorbing growth which is supported by urban infrastructure and services;
- Exploring ways to shift growth to the Freeland NMUGA, the only urban area under County jurisdiction; and,
- Monitoring growth occurring in the rural areas and exploring strategies to avoid sprawl, preserve open space, and encourage growth in developed and urban areas.

These and other measures are further addressed throughout the County's Comprehensive Plan. With its Plan, the County tailored its approach to reflect the unique conditions of each planning area. For example, on Camano Island, there are no urban areas to direct growth to. So population growth allocated to Camano will occur within the rural area. But, county-wide, the County is encouraging urban growth within urbanized areas.

The County made another significant decision on growth with its periodic review. Rather than seeking to expand its urban areas, the County made a policy choice to adopt a population projection that falls between OFM's medium and low projections and to scale back its UGA's in certain locations where that made good planning sense.

Overall, while the County has land use patterns which are vestiges of its past as a unique rural, island community, in planning for the next twenty years under GMA, the County has worked cooperatively with its cities to develop an overall framework which protects rural areas and adequately supports urban areas consistent with the GMA framework.

B-4 EMPLOYMENT PROJECTIONS

Island County coordinated with BERK consulting and the Skagit Council of Governments to develop a 2036 employment projection. The County obtained data from the Washington State Employment Security Department (ESD) to develop a baseline 2012 employment estimate. ESD only reports jobs that are covered by unemployment. This excludes some categories such as those who are self-employed by a non-incorporated company, corporate officers, church employees, elected officials, railroad workers and uniformed military. To estimate the number of uncovered jobs, BERK gathered data from the Washington Employment Estimates (WEE), the QCEW 2012 Average Annual Employment total, and NAS Whidbey staff. The 2012 total Island County employment estimated is 23,989 jobs.

BERK forecasted the 2036 total employment level based on the calculation of a population to employment ratio (PER) and the assumption that the County's PER will continue to track closely with the State's PER from 2012 - 2036. Based on an analysis of past trends, it is assumed that the distribution of jobs across sectors will not significantly change from 2012 – 2036. Naval employment was treated differently, as it is not dependent on the local economy, but rather, is determined by U.S. Navy staffing decisions. Oak Harbor planning staff worked with the U.S. Navy and determined that there will be an increase of 1,000 uniformed military personnel at Whidbey Naval Air Station by 2036. This was added to the standard job forecast based on the population to employment ratio to arrive at a 2036 employment forecast of 26,020 jobs.

The results of the employment projects can be summarized as follows:

- The baseline employment estimate for Island County in 2012 is 23,989 jobs and the forecast is 26,020 jobs in 2036. This represents a growth of 2,031 jobs, 1,000 of which are expected to be uniform Navy jobs.

B-4.1 METHODOLOGY

BERK consulting developed the following methodology to identify the 2012 Island County employment estimate and produce the 2036 employment projection.

B-4.1.1 Estimating Total Employment

Covered employment from the Washington State Employment Security Department (ESD), as reported for the Quarterly Census of Employment and Wages (QCEW), was acquired through the Skagit Council of Governments (SCOG). Due to privacy concerns some of the data was suppressed to protect individual businesses from being identified. Data from the 2nd quarter of 2012 reported the total covered (non-suppressed) County employment at 15,201.

Suppressed data was substituted for three sectors (Mining, Utilities and Management of Companies and enterprises) using older available data. As a result, the total covered employment added to the supplemented suppressed data was 15,220.

ESD covered employment estimates do not include several employment types. These are: non-incorporated self-employed, corporate officers, church employees, elected officials, railroad workers and uniformed military. To compensate for these missing jobs in the QCEW data, a methodology developed by PSRC was used to estimate total employment from covered employment. The Puget Sound Regional Council (PSRC) methodology draws on additional data sources to supplement QCEW. The following data sources were used:

- Current Employment Statistics (CES) produced by ESD are to be used to compensate for corporate officers, elected officials, church and railroad workers. The CES annual average is used as a control total. However, CES data is not available for Island County. A conversation with the ESD regional economist indicated that the Washington Employment Estimates (WEE) data set was available for Island County and would compensate for the same uncovered employees

as the CES data set. The WEE 2012 control total was compared to the QCEW 2012 Average Annual Employment Total to calculate a multiplier of 0.028 that was applied to the totals of each employment sector. Additional jobs with WEE control total adjustment were 423.

- The Current Population Survey (CPS), a national source, was used to compensate for non-incorporated self-employed people. A national multiplier of .067 was applied to each sector. Additional jobs with CPS multiplier adjustment were 1,046. The sum of all adjusted sector estimates yielded a total, non-uniformed military employment in the County of 16,689.
- Based on information from NAS Whidbey staff, the base has an estimated 7,300 uniformed military jobs. Adding those jobs to the County total yielded a 2012 estimate of current total County employment, including uniformed military.
- **Based on the above analysis, it is estimated that in the year 2012 total County Employment will be 23,989.**

B-4.1.2 Forecasting 2036 Total Employment

The 2036 employment forecast is based on the calculation of a population to employment ratio (PER) and the assumption that the County's PER will vary similarly to the State's PER from 2012 – 2036. It is also assumed, based on past trends, that the distribution of jobs across sectors will not significantly change from 2012 – 2036.

- The 2012 PER for the County was generated using the April 1, 2013 OFM estimate and the total County employment estimate.
- The current PER for Washington State and a 2036 PER for Washington State was generated using OFM's Forecast of Washington Labor Force, 2013 and April 1st Population Estimates. The change in the State's PER between 2012 and 2036 was calculated.
- The same rate of change (2012 – 2036) in the PER for the state was applied to the 2012 County PER, yielding a 2036 PER for the County. This PER ratio is 3.51.
- The Island County 2036 PER was applied to the population forecast to yield a total employment forecast for 2036. Because military jobs are not assumed to grow at the rate of other sectors, the PER was not applied to military employment. Military growth was covered separately as shown below.
- The share of total 2012 employment that each job sector represented was determined. That share was then applied to the total 2036 employment forecast to yield a 2036 forecast of jobs in each sector.
- The total 2036 forecast for non-military jobs is 17,720, derived by dividing the 2036 PE ratio by the County's total 2036 population forecast, then subtracting the existing 7,300 military jobs.

B-4.1.3 Uniformed Military Employment

Uniformed military employment is not likely to change in the same manner as County employment as a whole. Naval employment is not dependent on the local economy; rather it is determined by U.S. Navy staffing decisions. Therefore, uniformed military job forecasting is handled differently. Oak Harbor planning staff worked with the U.S. Navy to determine an expected growth of 1,000 uniformed military personnel in the County. This figure was added to the 2012 military employment estimate in order to arrive at a 2036 employment forecast.

Table B-5. Total Island County Employment Estimates for 2012 and Projections for 2036

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

B-4.1.4 Allocation to Planning Areas and UGAs

The distribution of jobs over time in Island County has been relatively static (with the exception of naval employment). Based on this, the current 2012 distribution of jobs was applied to the 2036 employment projection to arrive at the following results:

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

	2012 Total	2012 Share	Est. 2036 Total	2012 Urban/Rural Split		Est. 2036 Urban/Rural	
				Urban (inside UGA and/or city limits)	Rural (outside UGA)	Urban (inside UGA and/or city limits)	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**

B-5 BUILDABLE LANDS ANALYSIS

As part of the 2016 Comprehensive Plan update, Island County has completed an analysis to estimate the amount of land available for development in Island County. The analysis evaluated current land use patterns and the amount of land which could be subdivided, developed, or redeveloped.

B-5.1 SUMMARY OF KEY FINDINGS

The results of the 2016 Buildable Lands Analysis can be summarized as follows:

Figure B(6) Acronyms & Definitions for Buildable Lands Analysis Methodology

Critical Area Constraint Factor (CF) | A number representing the percentage of RAID or UGA land which is presumed to be constrained by critical areas, and therefore less likely to be available for development.

Development Potential (DP) | Non-Residential & Multi-Family Residential: The number of acres available for non-residential and multi-family residential development in each industrial, commercial, mixed use, and multi-family zone. In this analysis, DP is used as a subtotal to express the gross capacity of vacant or re-developable parcels before the Total Development Potential is calculated.

Development Potential (DP), Single-Family Residential | The potential number of lots or dwelling units which can be created by dividing or developing vacant or partially vacant parcels in zones which permit single-family residential development. In this analysis, DP is used as a subtotal to express the gross capacity of vacant or partially vacant parcels before the Total Development Potential is calculated.

Partially Vacant Parcel (PVP) | A partially vacant parcel is a parcel which contains an existing dwelling unit but which is large enough to be divided.

Public Purpose Land (PPL) | Includes land required for such things as streets, drainage facilities, and parks/open space.

Re-Developable Parcel (RP) | A parcel zoned for non-residential uses or multi-family residential uses that has the potential to be redeveloped and used more intensively.

Total Development Potential, Non-Residential & Multi-Family Residential (TDP) | The total gross quantity of land available for multi-family or non-residential development before land is subtracted to account for public purposes and critical areas. The sum of the development potential of all vacant parcels and re-developable parcels for each commercial, industrial, multi-family, and mixed-used zoning designation.

Total Net Capacity (TNC) | The total net capacity of each single-family, multi-family, industrial, commercial, and mixed use zone after land is subtracted for public purposes and critical areas. Total Net Capacity is expressed in acres for multi-family and non-residential zones, and dwelling units or lots for single-family zones.

Total Development Potential, Residential (TDP) | The total gross number of lots or dwelling units which could be created by dividing and/or developing all vacant and partially vacant parcels available for single-family development before land is subtracted to account for public purposes and critical areas. The sum of development potential of all vacant parcels and partially vacant parcels for each single-family zoning designation.

Undevelopable Parcel (UP) | Parcels which are not likely to be available for development because they are owned by a charitable organization, institution, or governmental entity. Undevelopable parcels shall be identified based on Assessor's parcel data. Parcels which are tax exempt based on Assessor's parcel data shall be considered undevelopable.

Vacant Parcel (VP) | A parcel either vacant or has an improved value of less than $4,000 based on Assessor's parcel data. Parcels which contain a mobile or manufactured home shall not be considered vacant even if they have an improved value of less than $4,000.

- Rural Island County, including Rural Areas of Intense Development (RAIDs), has capacity to accommodate non UGA population growth under current zoning regulations
- All UGAs within Island County (Oak Harbor, Coupeville, Langley and Freeland) have land to accommodate projected population growth under current zoning regulations
- Using average densities achieved by new developments since 2000, the analysis also indicates that the Oak Harbor UGA has adequate land capacity for the projected population
- Adequate land is available for projected employment growth in the Oak Harbor, Langley and Freeland UGAs
- The analysis indicated that the Coupeville UGA does not have adequate land for the projected employment growth

B-5.2 PAST BUILDABLE LANDS ANALYSIS

Island County has performed two comprehensive land use inventories in the past, one in 1983 and one in 1996. The 1983 analysis did not use zones to categorize land use characteristics; rather, it showed the primary use of the land, regardless of its zone. For example, a parcel was considered residential if it was less than five acres and had a dwelling unit on it, or it was located in a long plat. In 1996, Island County performed a more thorough analysis of land capacity based on zoning designation. The analysis showed a substantial development potential for the rural areas of Island County. Since 1996, Island County has reclassified the zoning categories and has resolved any split-zoned parcels. Therefore, neither of the previous studies can be directly compared to the analysis performed in support of the 2016 update.

B-5.3 METHODOLOGY

As part of the 2016 Comprehensive Plan update, Island County developed a framework for performing a buildable lands analysis which can be used in future analyses. The use of a consistent methodology allows the County and municipalities to track development over time and better identify trends. Staff reviewed the methodology used by other Washington counties and cities, guidance provided by the Washington Department of Commerce, and relevant court cases to develop the buildable lands analysis methodology. Island County has incorporated the methodology into the revised Countywide Planning Policies.

The Buildable Lands Analysis began by separating all of the parcels in Island County into either Urban Growth Areas or Rural Areas, including Rural Areas of Intense Development (RAIDs). Parcels that were either vacant or large enough to be further subdivided under the zoning regulations were considered buildable lots. The rural analysis stopped at this point. Within UGAs, land was removed to account for critical areas and land needed for public purposes. This resulted in an estimate of the land available within the UGA, which could be compared to the population and employment estimates for 2036 to determine if each UGA contained enough land to accommodate the projected growth in jobs and housing.

B-5.4 RURAL ANALYSIS

B-5.4.1 General Steps

A. Identify all parcels within a UGA and exclude these parcels from further analysis.
B. Separate parcels by zoning category and identify lands zoned park/open space, special review district, airport, or any other designation which does not allow for residential development. These parcels should be excluded from further analysis.
C. Separate residential RAIDs from nonresidential RAIDs by zoning designation. Residential RAID parcels should be analyzed separately from non-residential RAID parcels as described below.
D. For each zoning designation, identify all undevelopable parcels (UP) based on tax classification. Parcels which are publicly owned or tax exempt (parks, schools, churches etc.) should be considered undevelopable and excluded from further analysis.
E. For each zoning designation, calculate the development potential of all vacant parcels (VP). The development potential of vacant parcels is determined by dividing the parcel area required by the minimum lot size allowed in the zone and rounding down. For example, a 17 acre parcel in the Rural zone could be divided into three five acre parcels (17/5 = 3.4; rounds down to 3) and accommodate three dwelling units.
F. For each zoning designation calculate the development potential of all partially vacant parcels (PVP) by dividing the parcel area by the minimum lot size, rounding down and subtracting one to account for the existing dwelling unit. For example a 17 acre parcel in the rural zone with an existing home on it could be divided into three five acre parcels and two additional homes could be constructed on the resulting parcels. [(17/5 = 3.4) -1 = 2.4; rounds down to 2].
G. For each zoning designation determine the total development potential (TDP) by adding the results from the VP and PVP steps. This step allows the total build-out capacity for each, non-RAID, rural zoning designation to be determined (in dwelling units).
H. As a final step, add the resulting TDP figures for each zoning designation together to determine the total development potential for areas outside of RAIDs and UGAs. This step will allow the total build-out capacity of the rural area (excluding RAIDs) to be determined (in number of dwelling units).
I. The dwelling unit totals from the previous steps can be multiplied by the average household size for Island County. The average household size should be determined using the most recent census data available. For the 2016 analysis, this average was 2.36.

B-5.4.2 Determining Capacity of Non-Residential RAID Zones

A. For each non-residential RAID zoning designation identify all vacant parcels (VP). Once all of the vacant parcels have been identified, calculate the total combined acreage of these parcels. The resulting number is the non-residential development potential of all vacant parcels (in acres) for each non-residential RAID zoning designation.
B. For each non-residential RAID zoning designation identify all re-developable parcels (RP). A parcel should be considered re-developable if the parcel data indicates that the improvement value to land value ratio is less than 1:2. Once all of the re-developable parcels have been identified, calculate the total combined acreage of these parcels. The resulting number is the non-residential

development potential of all re-developable parcels (in acres) for each non-residential RAID zoning designation. As a final step, deduct 50% in order to account for the re-development factor.

C. For each non-residential RAID zoning designation determine the total development potential (TDP) by adding the results of steps one and two together. Next determine the amount of land needed for public purposes and deduct an appropriate amount of land. Finally apply the critical area constraint factor and deduct an appropriate amount of land. This step allows the total net capacity for each non-residential RAID zoning designation to be determined (in acres).
D. Add the resulting TNC figures for each non-residential RAID zoning designation together to determine the total development potential for all non-residential RAID zones. This step will allow the total combined build-out capacity of non-residential RAID zones to be determined (in acres).

B-5.5 UGA ANALYSIS STEPS:

B-5.5.1 General Steps

A. Sort parcels by zoning or comprehensive plan designation using Assessor's parcel data and/or any other applicable information.
B. For each UGA, identify all the undevelopable parcels in each zoning designation. Undevelopable parcels should include land which is tax exempt (parks, schools, churches and public facilities). These parcels should be excluded from further analysis.
C. For each UGA, compile all available critical area mapping information and merge these layers into a single layer to determine the total quantity of constrained acreage in each zoning designation. Calculate the percentage of land area within each UGA that is constrained by critical areas by comparing number of acres constrained by critical areas to the total number of acres in each UGA. This calculation will result in a critical area constraint factor for each UGA.
D. Based on available zoning or comprehensive plan information, sort all parcels into four groups as follows: (a) parcels zoned for single family home development (freestanding homes, townhomes, or other forms of individual lot development); (b) parcels zoned for multifamily development (apartments, condominiums, mobile home parks, and other forms of multi-unit per parcel development); (c) commercial and mixed use zones; and (d) industrial zones. Each of these groups should then be analyzed separately as described below.

B-5.5.2 UGA Capacity - Single Family Zones

A. For each single-family zoning designation calculate the development potential of all vacant parcels (VP). The development potential of vacant parcels is determined by dividing the parcel area by the minimum lot size allowed in the zone and rounding down. When Planning Policies or Development Regulations specify both a minimum and maximum density, both should be calculated to produce a range.
B. For each single-family zoning designation calculate the development potential of all partially vacant parcels (PVP). For purposes of this analysis, a partially vacant parcel is a parcel that is at least two times as large as the minimum lot size allowed by the zone. Calculate the development potential of all partially vacant parcels (PVP) by dividing the parcel area by the minimum lot size allowed

in the zone and rounding down and subtracting one in order to account for the existing dwelling unit. When Planning Policies or Development Regulations specify both a minimum and maximum density, both should be calculated to produce a range. Additionally, identify all the parcels that fall within 2 and 3.5 times the minimum lot size; discount a portion of these based on the sliding scale below to account for parcels which are physically large enough to be subdivided, but which cannot be subdivided because of the placement of the existing housing unit on the parcel.

Table B-7. Discount Factors for Partially Vacant Parcels

Criteria	Discount Factor
2-2.5 times the minimum lot size	75%
2.6-3 times the minimum lot size	50%
3.1-3.5 times the minimum lot size	25%
> 3.5 time the minimum lot size	0%

C. For each single-family zoning designation determine the total development potential (TDP) by adding the results of steps one and two together. Next determine the amount of land needed for public purposes and deduct an appropriate amount of land. Finally, apply the critical area constraint factor for the UGA and deduct an appropriate amount of land. This step allows the total net capacity for each single-family zoning designation in the UGA to be determined (in dwelling units).

D. Add the resulting TNC figures for each residential single-family zoning designation in the UGA together to determine the total development potential for all single-family zones in the UGA. The result of this step will be the total combined capacity of all single-family zones in the UGA (in number dwelling units).

E. In order to determine the number of people that can be accommodated in the UGA's single-family zones the dwelling unit totals from steps three or four can be multiplied by the average household size for Island County. The average household size should be determined using the most recent census data available.

B-5.5.3 UGA Capacity – Multi-Family Zones

A. Identify all vacant parcels zoned for multi-family residential development. Determine the development potential of these parcels by multiplying the acreage of the parcels by the density permitted in the zone. For zones with both a minimum and a maximum density, calculate the development potential at both the minimum allowed density and the maximum permitted density.

B. For all areas designated for multi-family residential identify the parcels which can be redeveloped. In order to be re-developable, a parcel should have an improvement to land value ratio of less than 1:2. Determine the development potential of these parcels by multiplying the acreage of the parcels by the density permitted in the zone. As a final step, deduct 50% in order to account for

the redevelopment factor. For zones with both a minimum and a maximum density, calculate the development potential at both the minimum allowed density and the maximum permitted density.

C. For each multi-family zoning designation determine the total development potential (TDP) by adding the results of steps one and two together. Next determine the amount of land needed for public purposes and deduct an appropriate amount of land. Finally, apply the critical area constraint factor for the UGA and deduct an appropriate amount of land. This step allows the total net capacity for each single-family zoning designation in the UGA to be determined (in dwelling units).
D. Add the resulting TNC figures for each multi-family residential zoning designation in the UGA together to determine the total development potential for all multi-family zones in the UGA. The result of this step will be the total combined capacity of all multi-family zones in the UGA (in number dwelling units).
E. In order to determine the number of people that can be accommodated in the UGA's multi-family zones, the dwelling unit totals from steps three or four can be multiplied by the average household size for Island County. The average household size should be determined using the most recent census data available.

B-5.5.4 UGA Capacity – Commercial & Mixed Use Zones

A. For each commercial or mixed use UGA zoning designation identify all vacant parcels (VP). Once all of the vacant parcels have been identified, calculate the total combined acreage of these parcels. The resulting number is the commercial and mixed used development potential of all vacant parcels (in acres) for each non-residential commercial and mixed use zoning designation.
B. For each commercial or mixed use UGA designation identify all re-developable parcels (RP). A parcel should be considered re-developable if the parcel data indicates that the improvement value to land value ratio is less than 1:2. Once all of the re-developable parcels have been identified, calculate the total combined acreage of these parcels. As a final step, deduct 50% in order to account for the redevelopment factor. The result, is the development potential of all re-developable parcels (in acres) for each commercial or mixed use UGA zoning designation.
C. For each commercial or mixed use UGA zoning designation determine the total development potential (TDP) by adding the results of steps one and two together. Next determine the amount of land needed for public purposes and deduct an appropriate amount of land. Finally apply the critical area constraint factor and deduct an appropriate amount of land. This step allows the total net capacity for each commercial or mixed use UGA zoning designation to be determined (in acres).
D. Add the resulting TNC figures for each commercial or mixed use UGA zoning designation together to determine the total development potential for all commercial or mixed use UGA zones. This step will allow the total combined build-out capacity of commercial or mixed use UGA zones to be determined (in acres).
E. In order to determine the number of jobs which can be accommodated in commercial or mixed use UGA, the acreage totals from steps three or four can be multiplied by the average commercial employment density.

B-5.5.5 UGA Capacity – Industrial Zones

A. For each industrial UGA zoning designation identify all vacant parcels (VP). Once all of the vacant parcels have been identified, calculate the total combined acreage of these parcels. The resulting number is the development potential of all vacant parcels (in acres) for each industrial UGA zoning designation.
B. For each industrial UGA designation identify all re-developable parcels (RP). A parcel should be considered re-developable if the parcel data indicates that the improvement value to land value ratio is less than 1:2. Once all of the re-developable parcels have been identified, calculate the total combined acreage of these parcels. As a final step, deduct 50% in order to account for the redevelopment factor. The result is the development potential of all re-developable parcels (in acres) for each industrial UGA zoning designation.
C. For each industrial UGA zoning designation determine the total development potential (TDP) by adding the results of steps one and two together. Next determine the amount of land needed for public purposes and deduct an appropriate amount of land. Finally apply the critical area constraint factor and deduct an appropriate amount of land. This step allows the total net capacity for each industrial UGA zoning designation to be determined (in acres).
D. Add the resulting TNC figures for each industrial UGA zoning designation together to determine the total development potential for all industrial UGA zones. This step will allow the total combined build-out capacity of industrial UGA zones to be determined (in acres).
E. In order to determine the number of jobs which can be accommodated in commercial or mixed use UGA, the acreage totals from steps three or four can be multiplied by the average industrial employment density.

B-5.5.6 Assumptions

The Washington State Department of Commerce provides guidance on conducting a land capacity analysis; however, local governments are given a degree of discretion in terms of assumptions used for the analysis. Island County reviewed material from other jurisdictions in the Puget Sound and Oregon; as well as guidance materials from the Department of Commerce. After considering local conditions, Island County used the following assumptions to perform the analysis:

Vacant Land or Vacant Parcel (VP):

- Parcels which do not contain a structure or which have improvement values of less than $4,000 are considered vacant. Improvement values between $4,000 and $10,000 are considered vacant based on the Island County Assessor's Office Land Use Codes. Parcels with a mobile or manufactured home were not considered vacant, regardless of the improvement value.
- Rationale: A structure worth less than $4,000 is not likely a habitable structure and, for the purpose of this analysis, does not represent a dwelling unit or active commercial/industrial structure. According to the Island County Assessor's office, an improvement value of less than $4,000 generally represents a septic system, well, or other minimal improvement on the parcel.

Partially Vacant Parcel (PVP):

- A parcel that is at least 2 times the minimum lot size and not entirely within the flood plain is considered partially vacant.
- Rationale: If a lot is at least twice the minimum lot size, it could be subdivided to form 2 or more lots; provided that the division does not result in a lot entirely constrained by critical areas.

Critical Areas:

- The Island County critical areas layers were joined into one layer, and for each UGA, the total acres in critical areas were divided by the total acres in the UGA. The resulting percentage is shown in Table 6.16 and was subtracted from the vacant and re-developable acres identified.

Table B-8. Percent of Total Acres in Critical Areas

UGA	% of Total Acres in Critical Areas
Oak Harbor	16%
Coupeville	39%
Langley	13%
Freeland	16%

B-5.5.7 Land needed for Public Purposes

Island County applied a factor of 15% to the land needed for housing and employment to represent for land needed for public purposes in RAIDs and UGAs (includes streets and utilities).

Household Size: 2.36 persons per household

- Based on the US Census Bureau's 2010-2012 American Community Survey data
- Redevelopment of commercial, industrial, and high-density residential zoned land.
- Assume that 50% of the properties with an improvement to land value of less than 50% are likely to redevelop in the planning period.

Commercial Employment Density: 17 employees/acre

- An analysis of data obtained from the Employment Security Department of Washington State revealed an average employment density of 17 employees / acre, excluding public employers, school districts and Whidbey General Hospital. Additionally, Freeland was excluded from the average due to the lack of available sewer. It is assumed that employment density in Freeland will become closer to the other municipalities with the addition of sewer over the planning period.

Table B-9. Employees per acre in Island County UGAs

UGA	Employees	Acres	Employees/Acre
Oak Harbor	4,126	250	17
Langley	269	15	18
Freeland	527	49	11
Coupeville	560	35	16

Industrial Employment Density: 8 employees/acre

- Island County has a limited amount of industrial employment from which to develop an average density. The density varies greatly from business to business and without a larger sample size, outliers have a substantial influence on the average. As a result, the rounded average of the assumptions of the three jurisdictions identified in Table 6.18 was used.

Table B-10. Comparison of Employment Density Assumptions from Other Jurisdictions

County	Ratio
Skagit	Commercial: 20 employees/site acre Industrial: 6.5 employees/site acre
Clark	Commercial: 20 jobs/acre Industrial: 9 jobs/acre (Note: From 2000 to 2005, new permits show employees per net acre for commercial at 7.9 employees per acre and industrial 8.2 employees per net acre)
Pierce	Manufacturing/Warehousing: 8.2 employees per acre Commercial/Services: 19.37 employees per site acre (Unincorporated Pierce County 2014 buildable lands report)

B-5.5.8 Findings

The results of the Island County Buildable Lands Analysis were compared to the estimated 2036 population growth and allocations. Additionally, the results from the 2036 employment estimates and allocations from Skagit Council of Governments and BERK consulting were used as a comparison for future job growth. The results of this analysis are reported first by Planning Areas and then Urban Growth Areas.

Table B-11. Island County Vacant Parcels by Zoning Designations in the Rural Areas

Zone	Acres			Parcels		
	Total	Vacant*	% Acres Vacant	Total	Vacant*	% Parcels Vacant
Rural	76,314	21,388	28%	23,809	6,435	27%
Rural Residential (RAIDs)	8,519	2,202	26%	14,894	3,511	24%
Commercial Agriculture	4,200	268	6%	197	26	13%
Rural Agriculture	6,603	472	7%	431	42	10%
Rural Forest	13,394	4,708	35%	802	236	29%
Airport	295	62	21%	40	7	18%
Light Manufacturing	127	20	16%	30	7	23%
Commercial RAIDs	477	168	35%	331	105	32%

Table B-12. Summary of Buildable Lands Analysis, Towns & Cities

Buildable Lands Analysis, Towns & Cities	Initial Result - Developable Acres		Subtract Critical Area[1]	Subtract Land for Public Purposes[2]	Population Growth Capacity[3]	Jobs
Oak Harbor						
Residential (Avg. Density)	2,780	*Dwelling Units*	2,335	1,985	4,685	N/A
Commercial	166.0	*Acres*	139.4	118.5	N/A	2014
Industrial	147.6	*Acres*	124.0	105.4	N/A	843

Housing		Employment	
Total Capacity	1,985	Total Capacity	2,857
Estimate 20-Year Need	1,588	Estimated 20-Yr Need (Non-Military)	167
Urban Residential Reserve	397	Employment Reserve	2,690

1. Determined based on the percentage of acres in critical areas (Langley 13%, Coupeville 39% & Oak Harbor 16%)

2. Assumption of 15%

3. Island County averages 2.36 persons per housing unit

Buildable Lands Analysis, Towns & Cities	Initial Result - Developable Acres		Subtract Critical Area[1]	Subtract Land for Public Purposes[2]	Population Growth Capacity[3]	Jobs
Coupeville						
Residential	575	*Dwelling Units*	351	298	703	N/A
Commercial	9.9	*Acres*	6.1	5.2	N/A	88

Housing		Employment	
Total Capacity	**298**	**Total Capacity**	**88**
Estimate 20-Year Need	**61**	**Estimated 20-Yr Need (Non-Military)**	**162**
Urban Residential Reserve	**237**	**Employment Reserve**	**-74**

Langley						
Residential	1,216	*Dwelling Units*	1,058	899	2122	N/A
Commercial	8.6	*Acres*	7.5	6.4	N/A	108

Housing		Employment	
Total Capacity	**899**	**Total Capacity**	**108**
Estimate 20-Year Need	**39**	**Estimated 20-Yr Need (Non-Military)**	**52**
Urban Residential Reserve	**860**	**Employment Reserve**	**56**

1. Determined based on the percentage of acres in critical areas (Langley 13%, Coupeville 39% & Oak Harbor 16%)

2. Assumption of 15%

3. Island County averages 2.36 persons per housing unit

Rural Areas and Rural Areas of Intense Development (RAIDs)

- The Growth Management Act directs the County to ensure that there is adequate land within the UGAs to accommodate estimated population and job growth. The County does not have this obligation in rural areas. Consequently, the rural land analysis is a build out scenario to inform land use policies and better understand the environmental impacts associated with rural population growth and rural land use designations.

B-5.6 RURAL AREAS

For planning purposes, Island County has historically been described and studied in terms of four planning areas: North Whidbey, Central Whidbey, South Whidbey, and Camano Island (see Figure C-2, above). The non-UGA results are broken down into these areas in order to understand what portions of the County have substantial development potential.

B-5.6.1 North Whidbey Planning Area

Based on the assumptions made in the buildable land analysis, the rural North Whidbey planning area, including Rural Areas of Intense Development (RAIDs), can accommodate approximately 2,204 additional residents based on current zoning regulations. This capacity does not include the Oak Harbor UGA, which was analyzed separately.

- The Regional Allocation for the North Whidbey Planning Area is 6,245.
- 60% of that growth is expected to occur within Oak Harbor (see section B-5.7.1) while the remaining 40% (2,498) is expected in the Rural areas.
- Deficit housing units will be accommodated by shifting additional growth to the Oak Harbor UGA and other planning areas, which have excess capacity ti accommodate this deficit.

Table B-13. North Whidbey Planning Area, Buildable Lands Analysis - Rural Growth 2010 - 2036

Total Population	2010	2,036	Growth Rate	
Rural (North)	36,750	39,248	**7%**	*0.3% annually*

Table B-14. North Whidbey Planning Area, Buildable Lands Analysis - Rural Land Capacity

2036 Land Capacity	Housing Capacity (Housing Units)	Estimated 20-Yr Housing Units Need	Residential Reserve
Rural (North)	848	1,058	(211)

B-5.6.2 Central Whidbey Planning Area

Based on the assumptions made in the buildable land analysis, the rural Central Whidbey planning area, including RAIDs, can accommodate approximately 4,189 additional residents based on current zoning regulations. This capacity does not include the Coupeville UGA, which was analyzed separately.

- The Regional Allocation for the Central Whidbey Planning Area is 963.

- 15% of that growth is expected to occur within the Town of Coupeville (see section B-5.7. 2) while the remaining 85% (819) is expected in the Rural areas.

Table B-15. Central Whidbey Planning Area, Buildable Lands Analysis - Rural Growth (2010 - 2036)

Total Population	2010	2,036	Growth Rate	
Rural (Central)	10,520	11,339	**8%**	*0.3% annually*

Table B-16. Central Whidbey Planning Area, Buildable Lands Analysis - Rural Land Capacity

2036 Land Capacity	Housing Capacity (Housing Units)	Estimated 20-Yr Housing Units Need	Residential Reserve
Rural (Central)	1,775	347	1,428

B-5.6.3 South Whidbey Planning Area

Based on the assumptions made in the buildable land analysis, the rural South Whidbey Planning Area can accommodate approximately 5,440 additional residents based on current zoning regulations. This capacity does not include the Langley and Freeland UGAs, which were analyzed separately.

- The Regional Allocation of population growth for the South Whidbey Planning Area is 1,239.
- 7% of that growth is expected to occur within the City of Langley (see section B-5.7.3 & B-6.2) and a minimum of 12% within Freeland (see section B-5.7.4 & B-6.3) while the remaining 81% (1,004) is expected in the Rural areas.

Table B-17. South Whidbey Planning Area, Buildable Lands Analysis - Rural Growth (2010 - 2036)

Total Population	2010	2,036	Growth Rate	
Rural (South)	15,560	16,564	**6%**	*0.2% annually*

Table B-18. South Whidbey Planning Area, Buildable Lands Analysis - Rural Land Capacity

2036 Land Capacity	Housing Capacity (Housing Units)	Estimated 20-Yr Housing Units Need	Residential Reserve
Rural (South)	2,145	425	1,720

The 2016 update includes the transition of properties within the Freeland NMUGA from rural to urban zoning and the installation of sewer. This change, from rural to urban, is anticipated to have an impact on the percentage of growth that will occur within Freeland. The specific impact and rate of transition will be impacted by several factors, including market influences and rate of sewer installation. Due to the many unknowns, the allocations for Freeland are still based on historical (rural) growth rates. In the next periodic update the growth allocation methodology will have to be revisited once data is available , but known market factors were considered in this update related to the NMUGA Resizing (See Section B-6.3).

B-5.6.4 Camano Island Planning Area

The Camano Island planning area encompasses the entire island which has no UGAs; therefore, the analysis consists entirely of the rural areas and RAIDs. Based on the assumptions made in the buildable lands analysis, Camano Island has enough land to accommodate approximately 3,193 additional residents based on current zoning regulations.

- The Regional Allocation for the Camano Island Planning Area is 963.
- There are no Urban Growth Areas within this Planning Area, so all the growth is in Rural areas

Table B-19. Camano Island, Buildable Lands Analysis - Growth (2010 - 2036)

Total Population	2010	2,036	Growth Rate	
Camano Island	15,660	16,623	**6%**	*0.2% annually*

Table B-20. Camano Island, Buildable Lands Analysis - Land Capacity

2036 Land Capacity	Housing Capacity (Housing Units)	Estimated 20-Yr Housing Units Need	Residential Reserve
Camano Island	1,353	408	945

B-5.7 URBAN GROWTH AREAS

Note: Urban Growth Areas are identified and mapped in Chapter 1, Land Use.

B-5.7.1 City of Oak Harbor

The City of Oak Harbor zoning code states both a minimum and maximum density is allowed in each residential zoning designation. This produced a wide range in for the results. In order to narrow these results, the Oak Harbor Planning Department provided the gross densities achieved by developments since 2000. This provided the estimated net density achieved by the developments. The average net densities achieved are identified in Table C-25.

Table B-21. Oak Harbor Average Net Densities

Land Use (Zone)	Units	Net Acreage	Net Units/ Acre
Low Density	750	138.58	5.41
Medium	461	62.92	7.33
Medium High	69	10.09	6.84
High	120	7.76	15.46

The BLA indicates that there will be adequate land within the current Urban Growth Areas to accommodate the projected population increase.

- The Regional Allocation for the North Whidbey Planning Area is 6,245.
- 60% of that growth is expected to occur within Oak Harbor (3,747).
- Includes 1,000 new positions at the Whidbey Naval Air Station. This represents a total of 2,530 persons (at 2.53 persons per household), or 68% of the growth projected for Oak Harbor.
- Vacant land includes 363 parcels zoned for single family residential.
- Oak Harbor has the capacity to accept a rural-to-urban shift (requires joint planning).

Table B-22. Oak Harbor UGA, Buildable Lands Analysis - Growth (2010 - 2036)

Total Population	2010	2,036	Growth Rate	
City of Oak Harbor	22,075	25,822	**17%**	*0.6% annually*

Table B-23. Oak Harbor UGA, Buildable Lands Analysis - Residential Land Capacity

2036 Land Capacity	Housing Capacity (Housing Units)	Estimated 20-Yr Units Need	Urban Residential Reserve
Low	1,016	1,588	(572)
Average Density	1,985	1,588	397
High	2,490	1,588	903

The Buildable Lands Analysis indicates that the UGA has adequate land available for the projected increase in employment.

- The North Whidbey Regional Allocation for non-military job growth is 398.
- 42% of that growth is projected to occur within Oak Harbor, or 167 jobs.

Table B-24. Oak Harbor UGA, Buildable Lands Analysis - Employment Land Capacity

2036 Land Capacity	Employment Capacity (Jobs)	Estimated Employment Increase	Employment Reserve
Oak Harbor	2,857	167	2,690

B-5.7.2 Town of Coupeville

Based on the assumptions made in the analysis, the Town of Coupeville has adequate land available for the estimated increase in population.

- The Regional Allocation for the Central Whidbey Planning Area is 963.
- 15% of that growth is expected to occur within the Town of Coupeville (144).
- Vacant land includes 128 parcels zoned for single family residential.
- Coupeville has the capacity to accept a rural-to-urban shift (requires joint planning).

Table B-25. Coupeville UGA, Buildable Lands Analysis - Growth (2010 - 2036)

Total Population	2010	2,036	Growth Rate	
Town of Coupeville	1,831	1,975	**8%**	*0.3% annually*

Table B-26. Coupeville UGA, Buildable Lands Analysis - Land Capacity

2036 Land Capacity	Housing Capacity (Housing Units)	Estimated 20-Yr Housing Units Need	Urban Residential Reserve
Town of Coupeville	298	61	237

The analysis identified an insufficient amount of land is available for the projected increase in employment.

- The Central Whidbey Regional Allocation for job growth is 246.
- 66% of that growth is projected to occur within the Town of Coupeville (162).

Table B-27. Coupeville UGA, Buildable Lands Analysis - Employment Land Capacity

2036 Land Capacity	Employment Capacity (Jobs)	Estimated Employment Increase	Employment Reserve
Town of Coupeville	88	162	(74)

The Town of Coupeville has a variety of options available to address this shortfall of commercial land. Based on its status as a UGA within a National Historic Preserve, the Town is not required to expand to increase capacity. One option might be to rezone excess residential parcels to commercial as the need arises. Expansion of Island County employment (the main County campus is in Coupeville) will also address this need using existing facilities and planned facility capacity expansions.

B-5.7.3 City of Langley

Based on the analysis, the Langley UGA has adequate land available for the estimated increase in population.

- The Regional Allocation for the South Whidbey Planning Area is 1,239.
- 7% of that growth is expected to occur within Langley (92).
- Vacant land includes 94 parcels zoned for single family residential. If subdivided to current zoning densities, these 94 parcels could create 504 parcels.
- The Buildable Lands Analysis concluded that the Langley UGA was oversized and required a boundary adjustment.
- Langley has the capacity to accept a rural-to-urban shift (requires joint planning).

Table B-28. Langley UGA, Buildable Lands Analysis - Growth (2010 - 2036)

Total Population	2010	2,036	Growth Rate
City of Langley	1,035	1,127	**9%** *0.3% annually*

Table B-29. Langley UGA, Buildable Lands Analysis - Land Capacity (Before Resizing)

2036 Land Capacity	Housing Capacity (Housing Units)	Estimated 20-Yr Housing Units Need	Urban Residential Reserve
City of Langley	899	39	860

B-5.7.4 Freeland Non-Municipal UGA

Based on the land capacity analysis, the Freeland NMUGA has adequate land to accommodate both the estimated population and employment increase. For study purposes, Island County analyzed both the NMUGA boundary as adopted prior to the 2016 Comprehensive Plan update and the NMUGA revised in the 2016 Comprehensive Plan update. This analysis used the zoning defined in the Freeland Subarea Plan. Both studies indicated that adequate land was available.

- The Regional Allocation for the South Whidbey Planning Area is 1,239.
- A minimum of 12% of that growth is expected to occur within Freeland (144).
- Vacant land includes 66 parcels zoned for single family residential.
- Freeland has the capacity to accept a rural-to-urban shift (see Section 1.4.1.1.3)

Table B-30. Freeland NMUGA, Buildable Lands Analysis - Growth (2010 - 2036)

Total Population	2010	2,036	Growth Rate	
Freeland	514	658	**28%**	*1.0% annually*

Table B-31. Freeland NMUGA, Buildable Lands Analysis - Land Capacity Before Resizing

2036 Land Capacity	Housing Capacity (Housing Units)	Estimated 20-Yr Housing Units Need	Urban Residential Reserve
Freeland	850	61	789

The Buildable Lands Analysis concluded that the Freeland NMUGA was oversized and required a boundary adjustment.

B-6 2016 UGA BOUNDARY ADJUSTMENTS

B-6.1 EVALUATING UGA BOUNDARIES

Urban Growth Areas must be adequately sized to accommodate urban population and employment growth projected for the next 20 years, and cannot be larger than necessary to accommodate this population.

The County conducted an evaluation of the capacity of its Urban Growth Areas as a part of the Comprehensive Plan Update. In the case of both the City of Langley and Freeland's UGAs, they were determined to be oversized and required a boundary adjustment to reduce the size.

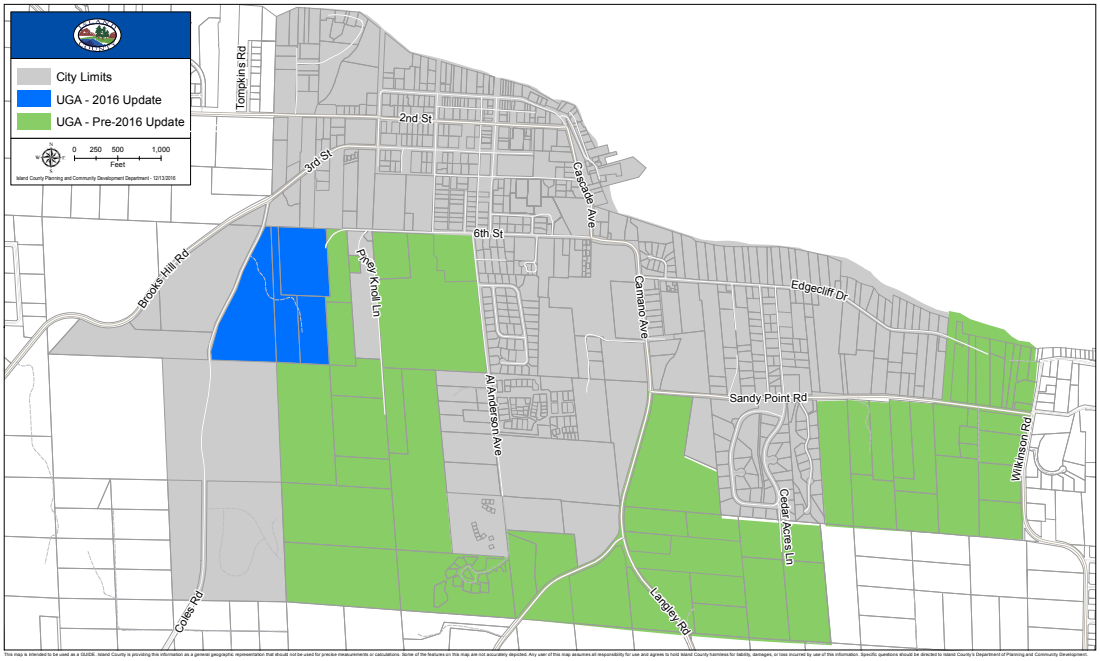
B-6.2 LANGLEY UGA RESIZING

A number of public meetings were held to discuss the UGA resizing options. The City of Langley supported redrawing the UGA to the city limits. A few parcels outside the city limits are included within the proposed boundary due to existing water and sewer availability to the parcels (see Map B1).

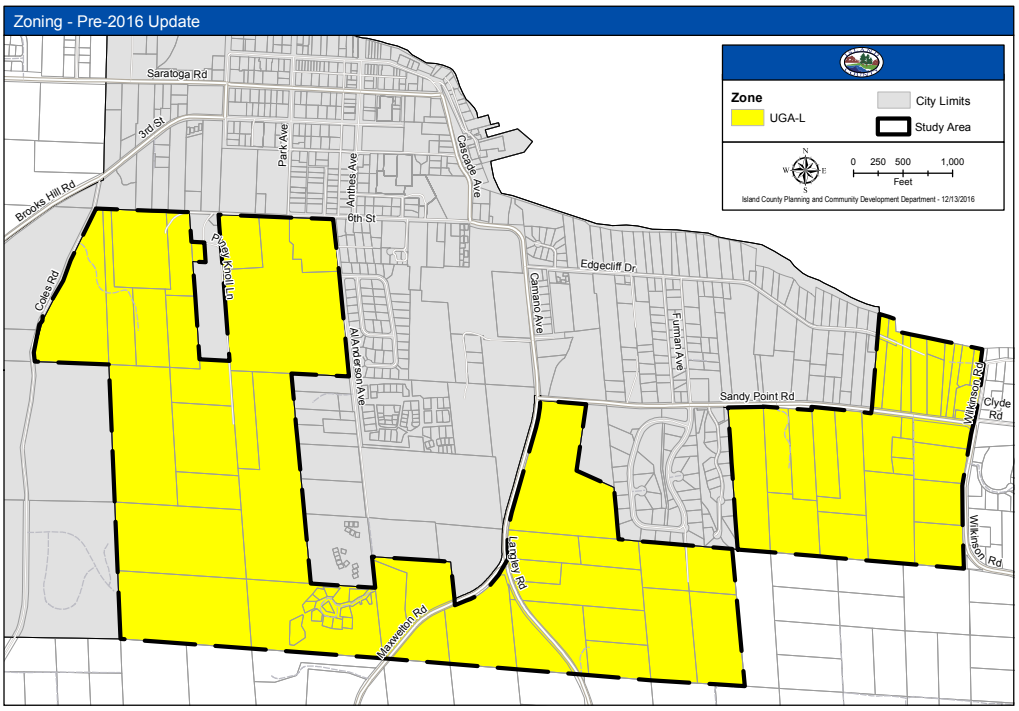
Table B-32. Langley UGA Buildable Lands Analysis Summary, Before & After Resizing

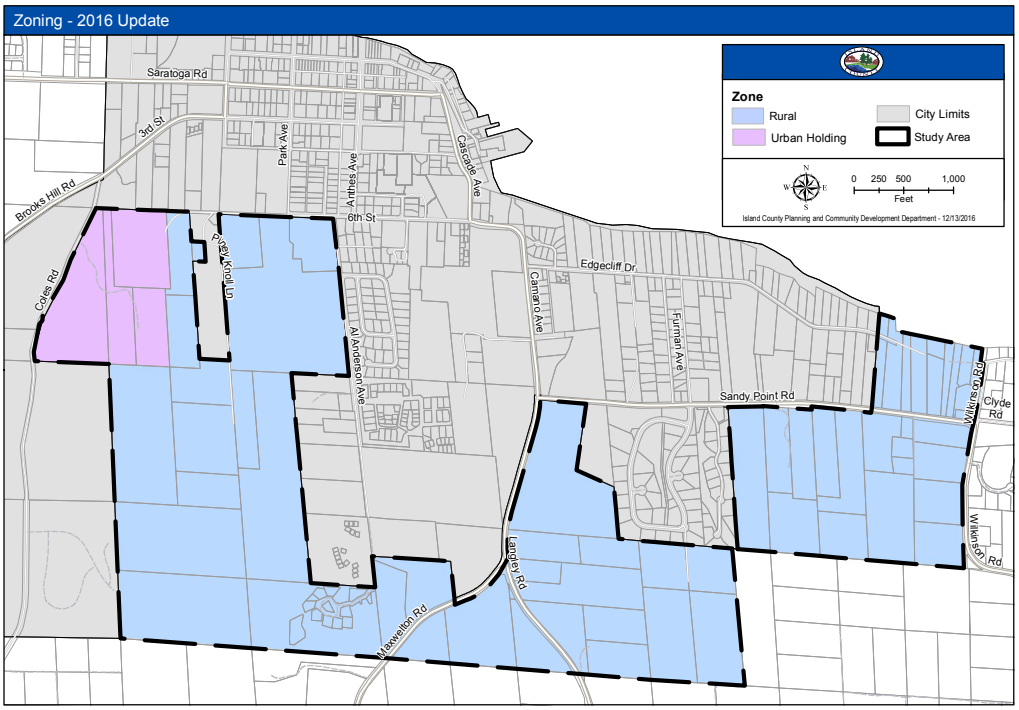
2036 Land Capacity	Housing Capacity (Housing Units)	Estimated 20-Yr Housing Units Need*	Urban Residential Reserve
Previous UGA	1,625	39	1,586
2016 UGA	899	39	860
		Difference	**-726** | -54.2%
	Employment Capacity (Jobs)	**Estimated Employment Increase**	**Employment Reserve**
Previous UGA	108	52	56
2016 UGA	108	52	56
		Difference	**0**

MAP B1. Map of the 2016 Langley UGA Reduction



MAP B2. Langley Area Rezoning Related to UGA Resizing





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.

B-6.2.1 Rezoning related to UGA Reduction

Since the Langley UGA was reduced, Langley UGA zoning district no longer applies to those properties that are outside of the UGA boundary. Properties that were removed from the Langley UGA have been rezoned to Rural with this amendment (see Map B2). The UGA-Langley zoning is one dwelling unit per 5 acres, the same as the Rural zoning, so there is no impact on lot capacity.

B-6.2.1.1 Langley 2020 Option

The County has committed to a Langley 2020 Option as well. If a property owner requested to be rezoned into Rural Forest, Rural Agriculture or Commercial Agriculture before January 1, 2020, the County will process the rezoning free of charge. Rural Forest, Rural Agriculture and Commercial Agriculturally zoned land would automatically be given an overlay of Long Term Rural Significance under the new JPA overlay process (see Section 1.5.1.2.1).

B-6.3 FREELAND NMUGA RESIZING

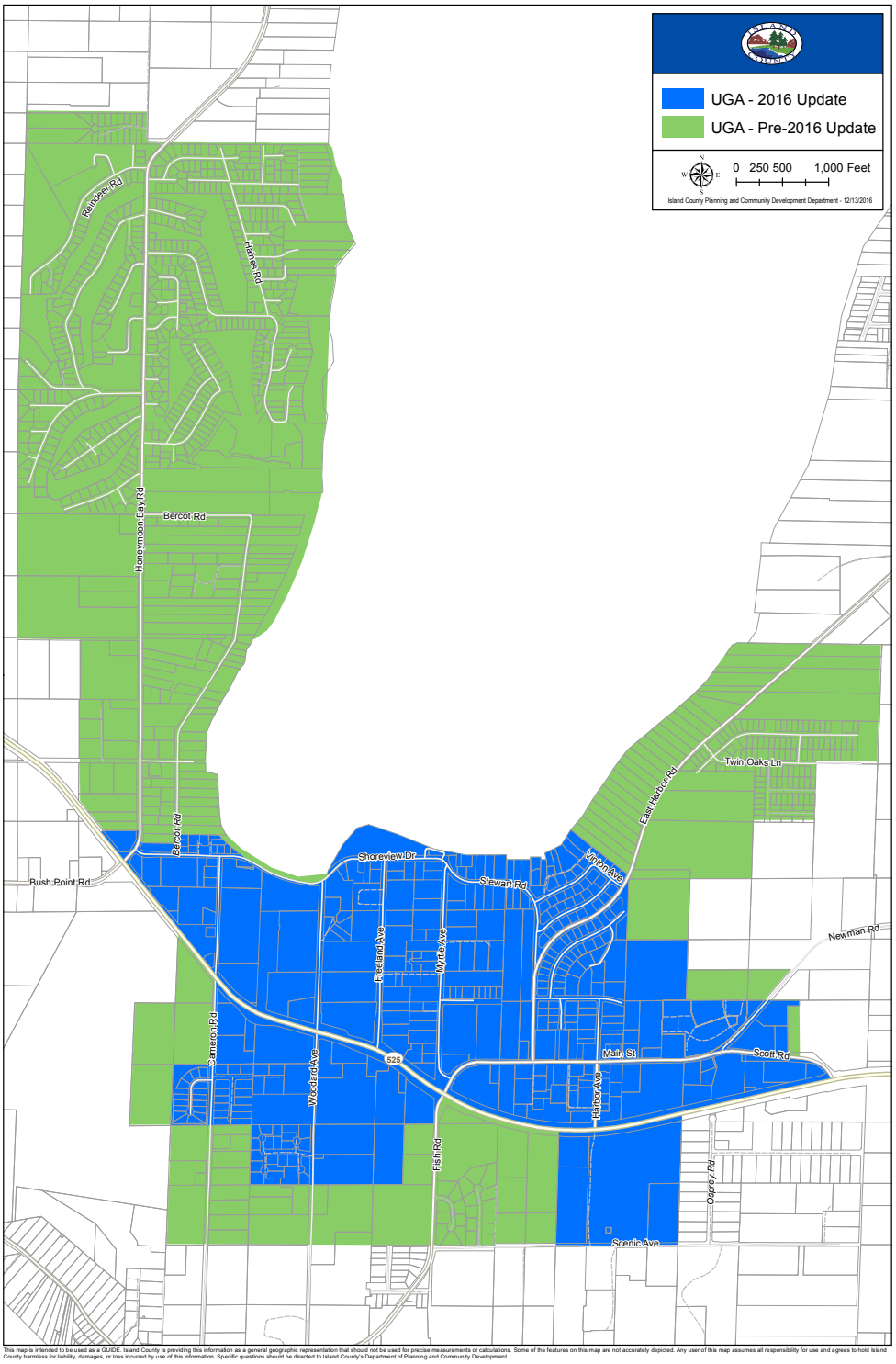
The Freeland NMUGA (see map B3) was revised based on a multi-year planning effort with extensive public involvement, in a manner that strives to achieve a balance between:

- The community's request for the "smallest possible" size, and
- Feedback from Freeland Water & Sewer District on service areas, and
- The need to be large enough for urban services to be financially viable, and
- The desire to shift growth from rural to urban areas.

Table B-33. Freeland NMUGA Buildable Lands Analysis Summary, Before & After Resizing

2036 Land Capacity	Housing Capacity (Housing Units)	Estimated 20-Yr Housing Units Need*	Urban Residential Reserve
Previous UGA	850	61	789
2016 UGA	232	61	171
		Difference	**-618** | -78.3%
	Employment Capacity (Jobs)	**Estimated Employment Increase**	**Employment Reserve**
Previous UGA	483	104	334
2016 UGA	425	104	322
		Difference	**-12** | -0.04%

MAP B3. Map of the 2016 Freeland NMUGA Reduction



The Regional population allocation for the South Whidbey Planning Area is 1,239 (20 year projection). In preparing future projected population allocations, staff utilized historic growth trends. Based on past growth trends, the County estimates that a minimum of 12% of the population growth in the South Whidbey Planning Area will occur within the Freeland NMUGA (a minimum population increase of 144 at the most conservative estimate). However, the following factors will impact Freeland growth rates relative to the rest of the South Whidbey Planning Area.

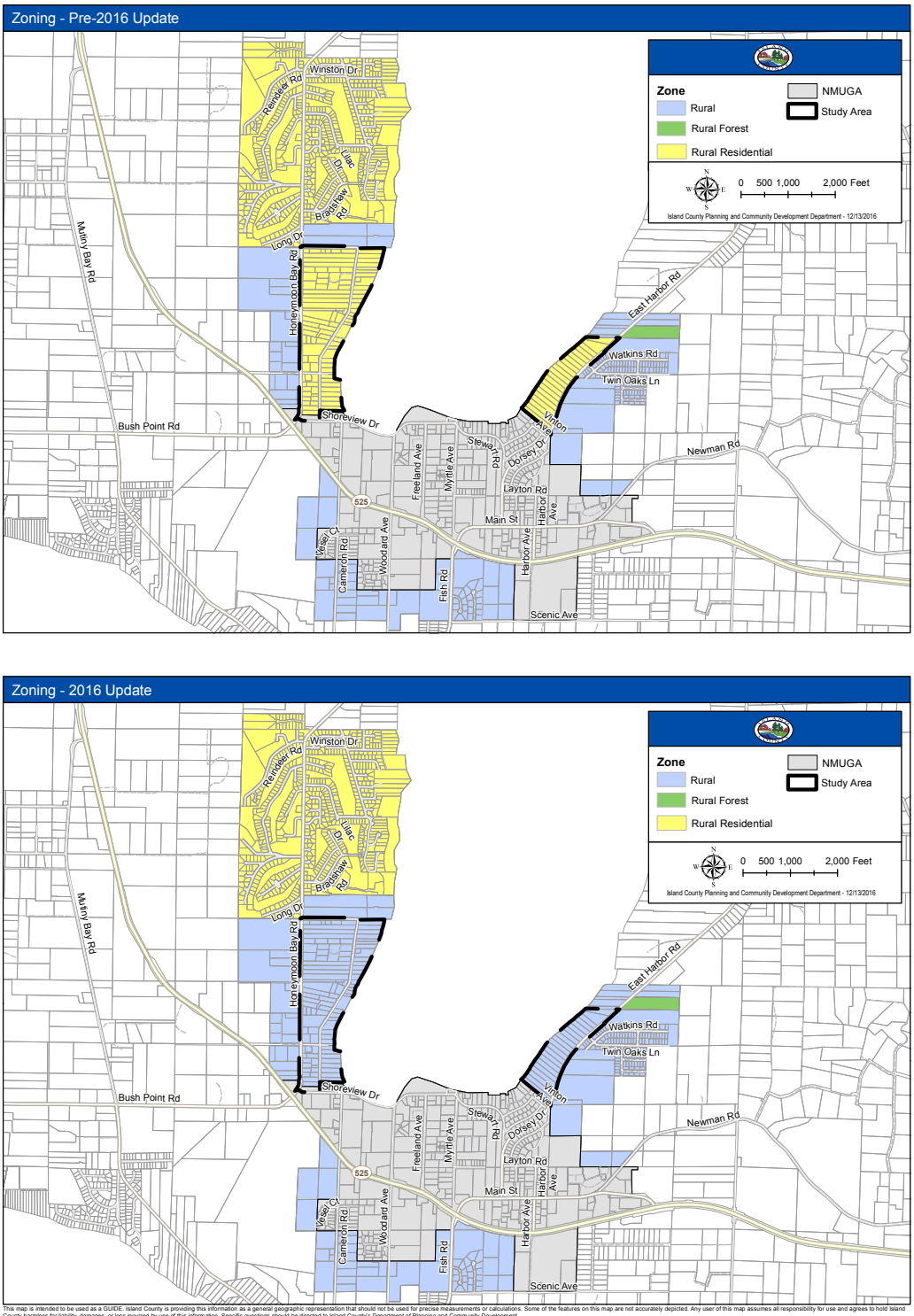
- The installation of sanitary sewer services which will likely facilitate both residential and commercial growth (See 10A, Capital Facilities Plan, Section A.3.5.4.2, and the Freeland Subarea Plan), and
- The adoption of urban zoning development regulations allowing for more intensive residential development in the Freeland NMUGA, and
- The reduction of the NMUGA by approximately 78% resulting in less possibility for land subdivision and corresponding density in those areas no longer part of the NMUGA (see Table B-33), and
- A rezoning of rural lands immediately adjacent to the NMUGA that precludes the future creation of as many as 160 rural residential lots (see Section B-6.3.1).

As a result, in Freeland, capacity for residential growth needs to be greater than the minimum to account for these factors, and to provide more flexibility and allow for new levels of growth and enhanced market options. This strategy is designed to help facilitate a population shift from the rural areas in Island County, particularly within South Whidbey, to the urbanized NMUGA of Freeland where new options for residential density are possible. These factors are equivalent to application of a market factor of approximately 33%. This market factor is tailored to this specific NMUGA to:

- Allow capacity for additional growth to occur within the Freeland NMUGA,
- To ensure adequate capacity to accommodate the anticipated increase in population created by the factors identified above,
- To incentivize growth within urbanized areas, and
- To address the key factors critical to this NMUGA's success.

A market factor of 33% represents a housing unit need of 234 units. The NMUGA as provided in the Comprehensive Plan, with a capacity of 232 units, can accommodate this anticipated increase and has been adequately sized. The approach will also help keep land prices at levels that can achieve these objectives. Island County has provided areas and densities sufficient to permit the urban growth that is anticipated to occur in the Freeland NMUGA for the succeeding twenty-year period, In accordance with RCW 36.70a.110(2).

MAP B4. Freeland Area Rezoning Related to NMUGA Resizing



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.

Table B-34. Freeland NMUGA, Buildable Lands Analysis Summary - After Resizing

Buildable Lands Analysis	Initial Result - Developable Acreage		Subtract Critical Area[1]	Subtract Land for Public Purposes[2]	Population Growth Capacity[3]	Jobs
Residential	325	*Dwelling Units*	273	232	548	N/A
Commercial	37.2	*Acres*	31.2	26.6	N/A	451
Industrial	0.2	*Acres*	0.1	0.1	N/A	1

Housing Units		Employment	
Total Capacity	**232**	**Total Capacity**	**452**
Estimate 20-Year Need	**61**	**Estimated 20-Yr Need (Non-Military)**	**104**
Urban Residential Reserve	**171**	**Employment Reserve**	**349**

1. Determined based on the percentage of acres in critical areas (16% in Freeland)

2. Assumption of 15%

3. Island County averages 2.36 persons per housing unit

B-6.3.1 Rezoning related to NMUGA reduction

Some properties within the previous Freeland NMUGA were zoned Rural Residential (RR), a remnant RAID zoning from before Freeland was an NMUGA. Since the size of Freeland's Non-Municipal Urban Growth Area (NMUGA) was being reduced, three areas with remnant RAID zoning now fell outside of the NMUGA.

Two of those three RR areas would have fallen adjacent to the NMUGA; however the Growth Management Act (GMA) states that RAIDs cannot be adjacent to UGAs and therefore the RAID zoning had to be removed. Those two areas were rezoned to Rural (R) (see Map B4). This rezoning precludes the future creation of as many as 160 rural residential lots.

Table B-35. Rezoning Related to NMUGA Resizing, Impacts on Rural Lot Capacity

RR Lots Rezoned to Rural	Lot Capacity Before Rezoning	Capacity Change
122	282	-160

The Holmes Harbor Golf & Yacht Club community is the third RR zoned area that was no longer within the UGA. As it would not have been adjacent to the reduced UGA boundary, the RAID will remain in place, so the zoning did not change for that area.

Island County will continue to monitor this dynamic area of state law, and evaluate impacts and opportunities as they impact our communities. Areas that have been rezoned will also be considered during future discussions related to the potential expansion of the NMUGA boundary, and may be considered as a logical area to be considered first for expansion if needed (see Section 1.5.1.2.2 and CWPPs 3.2.3)



This page intentionally left blank for double-sided printing

C-1 SUMMARY

The Washington State Growth Management Act (GMA) requires that cities and counties establish a public participation program that ensures "early and continuous public participation" in the development and amendment of comprehensive plans and development regulations (RCW 36.70A.140). The GMA also requires that public participation programs adopted by local governments clearly identify schedules and procedures for the public to participate in the Periodic Update process (RCW 36.70.A.130(2)(a)).

In order to ensure compliance with the public participation requirements of the GMA, the County began the periodic update process by adopting a Public Participation Plan that identified the scope of the update, and how the public can participate or comment (Resolution C-45-13). This plan identified methods for public participation, including workshops, hearings, a website, email list etc.

During the 2016 Comprehensive Plan update process, the strategies outlined in the Public Participation Plan were used, and more strategies were added as well. The purpose of this appendix is to outline the various methods of public engagement that were used and to document the number of public meetings held throughout the process, each of which represent an opportunity for the public to be engaged.

C-1.1 PUBLIC ENGAGEMENT METHODS

Island County employed a variety of strategies for public engagement around the 2016 Comprehensive Plan update. These include, but are not limited to the following.

Online or Electronic Communication

- IslandCounty2036.org: a website focused solely on the 2016 Comprehensive Plan update. Users could access drafts, reports and other materials on the update. Users could also submit comments on the update directly from the website.
- The Island County Planning & Community Development website was also utilized, posting meeting materials and public involvement opportunities. Meetings, events and public engagement opportunities were also posted to the Island County calendar.
- MySidewalk: An online public engagement tool, that includes an online discussion board and interactive maps.
- An online interactive Story Map to help explain step by step the proposed changes to the UGA boundaries and new JPA overlays.
- Email distribution lists with over 2,100 subscribers, with messages sent related to Comprehensive Plan Update, Critical Areas Ordinance Update, the Freeland Subarea Plan update, Development Regulation Updates, etc.
- Six Issue Papers to explain important steps in the planning process, and to provide context on technical planning issues for decision makers and the public.
- Tables of the new and revisions to goals and policies, as well as the track changes versions of each chapter, posted online for public review and comment.
- Draft chapters with versioning posted for public review and comment.

Mailed Notices

- Letters mailed out to 800 residents in each planning area inviting them to take a survey on rural land use.
- Postcards mailed out to 3,784 property owners notifying them of potential changes to the UGAs and JPAs and potential rezonings, with an invitation to a series of public meetings and instructions on how to provide feedback.

Newspaper Notices

- Several press releases notifying the public of important community meetings.
- Legal notices and ads.

Public Meetings

The lists in Section C-3 show the dates, locations, and topics for public meetings held on the 2016 Comprehensive Plan update between the years 2013-2016, organized as follows:

- Community Meetings and Working/Advisory Groups
- Joint Planning Commission (PC) and Board of County Commissioners (BOCC) Public Meetings
- Board of County Commissioners Public Meetings
- Planning Commission Public Meetings

C-1.2 PHASING

Public Engagement occurred over a number of years, in several phases.

Phase 1

- Establish Preliminary Scope of Work and Public Participation Plan
- Selection of 20 year population projection range
- Updating the County Wide Planning Policies
- Regional Growth Trends and Allocations
- Buildable Lands Analysis
- Scope of Update

Phase 2

- Urban Growth Area Modifications
- Draft Comprehensive Plan Revisions
- SEPA Analysis and Public Review Period
- Draft Development Regulation Revisions
- Final Adoption

C-2 PUBLIC COMMENTS SUMMARY

Island County undertook an extensive effort to collect, analyze, and summarize all public comments received during the year 2016 (specifically between January and September). This summary was presented to the Island County Board of Commissioners and Planning Commission on September 26th 2016. Remaining public comments that had not yet been addressed were evaluated at this time and necessary changes were incorporated into the Comprehensive Plan. Below is a summary of that effort.

Between January 2016 and September 2016, Island County received ±360 comments from 180 respondents relating to the 2016 Comprehensive Plan. All comments received during this time have were recorded into a matrix. The table below is a summary of those comments by topic. Comments related to Freeland are summarized in the Freeland Subarea Plan.

In the tables below, if the number of comments is higher than the number of respondents, it indicates multiple contacts from a respondent (typically multiple emails). Where the number of respondents per subtopic is higher than the number of total respondents, it indicates a respondent commented on multiple subtopics within the topic.

Table B-1. 2016 Public Comment Summary

TOPIC	COMMENTS				Number of Respondents	Respondents Per Subtopic
	Email	Event	Other	TOTAL		
Economic Development	5	1	3	9	6	6
Future Growth Analysis	22	3	1	26	5	6
General/Misc.	16	15	2	33	25	25
Historic Preservation	11	1	1	13	5	8
Housing	11	12	0	23	19	19
Joint Planning Areas	34	32	0	66	13	54
Natural Resources	11	12	0	23	17	14
Parks	4	0	2	6	6	6
Rural Lands	93	7	9	109	49	50
Transportation	2	14	0	16	16	16
UGA Langley	18	6	0	24	13	13
UGA- Oak Harbor	6	2	2	10	0	0
Urban Holding	2	2	0	4	4	4
TOTAL	235	107	20	362	178	221

NOTES:

1 - Respondents per subtopic = 1 per respondent per sub-topic per topic

2 - One email with multiple topics in the email were separated out so that each subtopic can be addressed separately. Anonymous comments counted separately since we don't know if they were one or more person (potential over-count of respondents).

3 - It is important to note that some letters/comments were signed by multiple parties and some conversations at events that included multiple people - e.g. one request to exclude parcels from the NMUGA has several property owner signatures, several conversations that took place at the drop-in day were with 2 or 3 individuals (potential under-count of respondents).

C-3 PUBLIC MEETINGS

C-3.1 COMMUNITY MEETINGS & ADVISORY GROUPS

March 27, 2013 – Coupeville

Council of Government | Presentation and discussion of the Comprehensive Plan update.

May 22, 2013 – Coupeville

Council of Government | Presentation and discussion of the Comprehensive Plan update.

July 24, 2013 – Coupeville

Council of Government | Presentation and discussion of the Comprehensive Plan update.

February 18, 2014 – Langley

Community Meeting | Presentation and discussion on the existing conditions for the draft Transportation Element.

February 19, 2014 – Oak Harbor

Community Meeting | Presentation and discussion on the existing conditions for the draft Transportation Element.

February 27, 2014 – Camano Island

Community Meeting | Presentation and discussion on the existing conditions for the draft Transportation Element.

July 15, 2014 – Camano Island

Community Meeting | Presentation and discussion on the traffic model results and potential projects for the draft Transportation Element.

July 23, 2014 – Freeland

Community Meeting | Presentation & discussion of traffic model results and potential projects for the draft Transportation Element.

July 23, 2014 – Oak Harbor

Community Meeting | Presentation and discussion on the traffic model results and potential projects for the draft Transportation Element.

November 26, 2014 – Coupeville

Council of Government | Presentation and discussion of the updates to the Countywide Planning Policies (CWPP).

January 29, 2015 – Freeland

Community Meeting | Presentation and discussion on the draft Transportation Element.

February 4, 2015 – Camano Island

Community Meeting | Presentation and discussion on the draft Transportation Element.

February 12, 2015 – Oak Harbor

Community Meeting | Presentation and discussion on the draft Transportation Element.

March 17, 2015 – Freeland

Community Meeting | Presentation and discussion around the scope of the 2016 Comprehensive Plan update.

March 17, 2015 – Camano Island

Focus Group | Focus group discussion on rural land use, including topics such as rural businesses and agritourism.

March 19, 2015 – Coupeville

Community Meeting | Presentation and discussion around the scope of the 2016 Comprehensive Plan update.

March 24, 2015 – Freeland

Focus Group | Focus group discussion on rural land use, including topics such as rural businesses and agritourism.

March 26, 2015 – Oak Harbor

Community Meeting | Presentation and discussion around the scope of the 2016 Comprehensive Plan update.

March 26, 2015 – Oak Harbor

Focus Group | Focus group discussion on rural land use, including topics such as rural businesses and agritourism.

March 30, 2015 – Camano Island

Community Meeting | Presentation and discussion around the scope of the 2016 Comprehensive Plan update.

May 26, 2015 – Clinton

Council Working Group | Outreach around future growth and development in Clinton.

June 18, 2015 – Coupeville

TAG Meeting | Presentation and discussion of watershed characterization inputs and outputs, and groundwater existing conditions analysis for the Critical Areas Ordinance update.

July 21, 2015 – Freeland

Community Meeting | Discussion of the Freeland Development Regulations.

July 23, 2015 – Coupeville

TAG Meeting | Presentation & discussion of existing conditions for the Critical Areas Ordinance update.

July 27, 2015 – Clinton

Council Working Group | Outreach around future growth and development in Clinton.

August 5, 2015 – Langley

Community Meeting | Presentation and discussion around the Buildable Lands Analysis and resizing of the Langley Urban Growth Area.

August 12, 2015 – Freeland

Community Meeting | Presentation and discussion around the Buildable Lands Analysis and resizing of the Freeland Non-Municipal Urban Growth Area.

September 3, 2015 – Coupeville

TAG Meeting | Discussion of needs and gaps in the County's critical areas regulations, specifically with regards to wetlands and agricultural activities for the Critical Areas Ordinance update.

October 8, 2015 – Clinton

Council Working Group | Outreach around future growth and development in Clinton.

October 21, 2015 – Coupeville

Community Meeting | Presentation and small group discussions around rural character, quality of life and rural land uses.

October 22, 2015 – Oak Harbor

Community Meeting | Presentation and small group discussions around rural character, quality of life and rural land uses.

October 27, 2015 – Langley

Community Meeting | Presentation and small group discussions around rural character, quality of life and rural land uses.

October 29, 2015 – Camano Island

Community Meeting | Presentation and small group discussions around rural character, quality of life and rural land uses.

November 5, 2015 – Clinton

Council Working Group | Outreach around future growth and development in Clinton.

December 3, 2015 – Clinton

Council Working Group | Outreach around future growth and development in Clinton.

March 21, 2016 – Coupeville

TAG Meeting | Discussion on the Needs Assessment and Gap Analysis report for the Critical Areas Ordinance update.

March 28, 2016 – Langley

Community Meeting | Presentation and interactive discussion around UGA resizing, rezoning, and new Joint Planning Area overlays.

March 29, 2016 – Coupeville

Community Meeting | Presentation and interactive discussion around UGA resizing, rezoning, and new Joint Planning Area overlays.

March 31, 2016 – Freeland

Community Meeting | Open house presentation and discussion around UGA resizing, rezoning, and potential Future Planning Area overlays.

April 5, 2016 – Oak Harbor

Community Meeting | Presentation and interactive discussion around UGA resizing, rezoning, and new Joint Planning Area overlays.

April 18, 2016 – Coupeville

TAG Meeting | Workshop and discussion around policy packages for gaps identified in the Needs Assessment and Gap Analysis report for the Critical Areas Ordinance update.

July 11, 2016 – Langley

Community Meeting | Open house on the 2016 Comprehensive Plan draft chapters.

July 13, 2016 – Coupeville

Community Meeting | Open house on the 2016 Comprehensive Plan draft chapters.

July 14, 2016 - Freeland

Community Meeting | Drop-In Day, a day-long open house on the Freeland Subarea Plan & Development Regulations

July 19, 2016 – Oak Harbor

Community Meeting | Open house on the 2016 Comprehensive Plan draft chapters.

July 21, 2016 – Camano Island

Community Meeting | Open house on the 2016 Comprehensive Plan draft chapters.

July 25, 2016 - Freeland

Community Meeting | Open house on the Freeland Development Regulations

C-3.2 JOINT BOCC & PC PUBLIC MEETINGS

(All Joint meetings of the Board of Island County Commissioners & the Planning Commission were held on the Island County main campus in Coupeville)

February 11, 2013

Joint Workshop | Annual joint meeting with the Board of Island County Commissioners and the Planning Commission. Development of the 2013 Work Plan, including the Comprehensive Plan update.

March 10, 2014

Joint Workshop | Annual joint meeting with the Board of Island County Commissioners and the Planning Commission. Development of the 2014 Work Plan, including a progress report on the Comprehensive Plan update.

March 23, 2015

Joint Workshop | Annual joint meeting with the Board of Island County Commissioners and the Planning Commission. Development of the 2015 Work Plan, including a progress report on the Comprehensive Plan update.

March 17, 2016

Joint Workshop | Annual joint meeting with the Board of Island County Commissioners and the Planning Commission. Presentation on and discussion of the future annual update process for the Comprehensive Plan. Discussions on changes to the Urban Growth Areas (UGA), the Buildable Lands Analysis, zoning changes in the old UGAs, rural-to-urban shift policies, and Joint Planning Area (JPA) overlay designations.

May 2, 2016

Joint Workshop | Workshop on the Critical Areas Ordinance (CAO) policy options. Discussions on feedback from the public municipalities on UGAs and JPAs. Review and discussion of the preliminary working draft Elements of the Comprehensive Plan: Historic Preservation, Economic Development, Parks & Recreation, and Natural Resources.

May 23, 2016

Joint Workshop | Workshop on the Critical Areas Ordinance (CAO) policy options. Review and discussion of the preliminary working draft Elements of the Comprehensive Plan: Shoreline Management, Transportation, and Utilities. Review and discussion of the preliminary working draft for the Freeland Subarea Plan.

June 30, 2016

Joint Workshop | Workshop to review proposed amendments to the Island County Code related to the Critical Areas Ordinance update, preliminary draft Housing and Land Use Comprehensive Plan Chapters (including Urban Holding options), and discussion of the Freeland open house feedback and draft Subarea Plan & Development Regulation materials.

September 26, 2016

Joint Workshop | Workshop to review public comments received in 2016 related to the Comprehensive Plan update.

C-3.3 BOARD PUBLIC MEETINGS

(All meetings of the Board of Island County Commissioners were held on the Island County main campus in Coupeville and relayed via video-conference to the Camano campus.)

February 20, 2013

Work Session | Presentation on and discussion of the 2016 Comprehensive Plan update Public Participation Plan and Issue Paper 1.

March 11, 2013

Public Hearing | Formal presentation of the 2013 Annual Review Docket, including work for the 2016 Comprehensive Plan update.

April 3, 2013

Work Session | Follow-up on the March 27, 2013 COG discussion on the Comprehensive Plan update. Revisions to the Public Participation Plan & Preliminary Schedule.

May 1, 2013

Work Session | Update on the progress of the 2016 Comprehensive Plan update, including updates to the Public Participation Plan & Preliminary Schedule. Transmittal of the Planning Commission's recommendation on the Public Participation Plan & Preliminary Schedule.

May 2, 2013

Work Session | Local Agency and Federal Aid Project Prospectus approval for the Transportation Element update.

May 15, 2013

Work Session | Presentation of staff's research associated with Island County population trends and next steps before selecting an OFM population for Island County.

May 20, 2013

Consent Agenda | Local Agency and Federal Aid Project Prospectus approval for the Transportation Element update.

May 20, 2013

Public Hearing | Resolution C-45-13 [PLG-001-13]: In the Matter of Establishing a Public Participation Plan and Preliminary Schedule for the 2016 Periodic Update of the Island County Comprehensive Plan.

June 19, 2013

Work Session | A staff presentation of research associated with Island County population trends and next steps before selecting an OFM population for Island County.

August 5, 2013

Regular Agenda | Schedule Public Hearing: Transmittal of the Planning Commission's recommendation for the selection of a twenty-year population projection (Resolution C-76-13 [PLG-006-13]).

August 26, 2013

Consent Agenda | Approval of the consultant contract for the Transportation Element update.

August 26, 2013

Public Hearing | Resolution C-76-13 [PLG-006-13]: Selecting a Twenty-Year Population Projection to comply with the Washington State Growth Management Act.

August 27, 2013

Special Session | Fish & Wildlife Habitat Conservation Area update presentation to provide an overview of the process that Island County will be undertaking to review and revise the Comprehensive Plan.

December 18, 2013

Work Session | General discussion on the 2016 Comprehensive Plan update.

January 15, 2014

Work Session | General discussion on the 2016 Comprehensive Plan update.

February 11, 2014

Public Hearing | Presentation on regional growth trends and recommendation on the allocation of the 2036 countywide population projections.

February 12, 2014

Work Session | Regional Population Allocations Issue Paper 2 presentation. Presentation and discussion of materials for the first round of public meetings on the Transportation Element update.

February 19, 2014

Work Session | General discussion on the 2016 Comprehensive Plan update.

February 24, 2014

Regular Agenda | Schedule Public Hearing - Resolution C-11-14 [PLG-001-14]: In the matter of allocating the 2036 population projection to the planning areas.

March 10, 2014

Public Hearing | Resolution C-11-14 [PLG-001-14]: In the matter of allocating the 2036 population projection to the planning areas.

March 19, 2014

Work Session | General discussion on the 2016 Comprehensive Plan update.

April 16, 2014

Work Session | General discussion on the 2016 Comprehensive Plan update.

May 14, 2014

Work Session | A presentation and discussion on proposed updates to the Island County Comprehensive Plan and Development Regulations to protect Fish and Wildlife Conservation Areas.

May 21, 2014

Work Session | General discussion on the 2016 Comprehensive Plan update.

June 18, 2014

Work Session | Transmittal of PC recommendation on proposed amendments to the Island County Comprehensive Plan and Development Regulations to protect Fish and Wildlife Habitat Conservation Areas. Presentation and discussion of materials for the second round of public meetings on the Transportation Element update.

July 7, 2014

Consent Agenda | Schedule Public Hearing - C-75-14 [PLG-006-14]: In the matter of reviewing and updating the Island County Comprehensive Plan and Development Regulations to protect fish and wildlife habitat conservation areas.

July 16, 2014

Work Session | General discussion on the 2016 Comprehensive Plan update.

July 21, 2014

Work Session | Ordinance C-75-14 [PLG-006-14]: In the matter of reviewing and updating the Island County Comprehensive Plan and Development Regulations to protect fish and wildlife habitat conservation areas.

July 28, 2014

Public Hearing | Continuation of the public hearing on July 21, 2014.

August 11, 2014

Regular Agenda | Schedule Public Hearing - Ordinance C-75-14 [PLG-006-14]: Reviewing and Updating the Island County Comprehensive Plan and Development Regulations to Protect Fish and Wildlife Habitat Conservation Areas.

August 20, 2014

Work Session | Discussion on revising the 2016 Comprehensive Plan update schedule.

August 25, 2014

Public Hearing | Ordinance C-75-14 [PLG-006-14]: Reviewing and Updating the Island County Comprehensive Plan and Development Regulations to Protect Fish and Wildlife Habitat Conservation Areas.

September 8, 2014

Work Session | Discussion on Ordinance C-75-14 [PLG-006-14]: Reviewing and Updating the Island County Comprehensive Plan and Development Regulations to Protect Fish and Wildlife Habitat Conservation Areas.

September 17, 2014

Work Session | Buildable Lands Analysis methodology presentation.

September 22, 2014

Public Hearing | Ordinance C-75-14 [PLG-006-14]: Reviewing and Updating the Island County Comprehensive Plan and Development Regulations to Protect Fish and Wildlife Habitat Conservation Areas.

September 29, 2014

Work Session | Discussion on coordinating with Oak Harbor on the future roadway network for the Transportation Element update.

October 1, 2014

Work Session | General discussion on the 2016 Comprehensive Plan update.

November 5, 2014

Work Session | Presentation of the results of the Buildable Lands Analysis in support of the 2016 Comprehensive Plan update. Discussion on the draft of the updated Countywide Planning Policies. Discussion on the consultant contract extension for the Transportation Element update.

November 10, 2014

Consent Agenda | Consultant contract extension for the Transportation Element update.

December 2, 2014

Work Session | Presentation and discussion on the draft Transportation Element.

December 3, 2014

Work Session | Discussion on the draft of the updated Countywide Planning Policies.

December 17, 2014

Work Session | Discussion on public outreach strategies and the initial survey questions prepared for the 2016 update.

January 21, 2015

Work Session | Presentation and discussion on the draft Transportation Element, including discussions on the public meeting times.

March 11, 2015

Work Session | Discussion on the Annual Work Plan & Planning Commission recommendation on the Annual Review.

March 18, 2015

Work Session | General discussion on the 2016 Comprehensive Plan update.

March 24, 2015

Public Hearing | Interim Ordinance C-16-15: In the matter of an Interim Official Controls that amends Development Regulations in Island County Code Chapters 17.02 and 17.02B that apply to preexisting agricultural activities within Critical Area Overlay Zones addressing the balance of critical area protection of farmland and rural character.

April 21, 2015

Public Hearing | Resolution C-34-15 [PLG-002-15]: In the Matter of Adopting Revised Countywide Planning Policies for the Purpose of Coordinating the GMA Planning Activities of the Governments of Island County.

April 29, 2015

Special Session | Discussion related to the public input received on the Scope of Work for the 2016 Comprehensive Plan update as reviewed by the Planning Commission on April 27, 2015.

May 6, 2015

Special Session | Continued discussion related to the public input received on the Scope of Work for the 2016 Comprehensive Plan update as reviewed by the Planning Commission on April 27, 2015.

May 20, 2015

Work Session | General discussion on the 2016 Comprehensive Plan update.

May 26, 2015

Regular Agenda | Schedule Public Hearing - Resolution C-60-15 [PLG-003-15]: In the Matter of Adopting a Scope of Work for the 2016 Comprehensive Plan Update.

June 2, 2015

Work Session | General discussion on the 2016 Comprehensive Plan update.

June 9, 2015

Special Session | Discussion on the 2016 Comprehensive Plan Update Scope of Work Resolution

June 10, 2015

Work Session | Discussion on the consultant contract extension for the Transportation Element update.

June 16, 2015

Consent Agenda | Consultant contract extension for the Transportation Element update.

June 23, 2015

Public Hearing | Resolution C-67-15 [PLG-003-15]: In the Matter of Adopting a Scope of Work for the 2016 Update.

July 1, 2015

Work Session | 2016 Comprehensive Plan status update and revised schedule for the Critical Areas review.

August 4, 2015

Special Session | Discussion on the proposed public outreach strategy to gain a better understanding of the community's vision of rural land use. Discussion of the rural land use survey that will be distributed to randomly selected addresses in each planning area, excluding Urban Growth Areas. General discussion of the 2016 update progress including discussions of the Langley and Freeland UGA Boundary public meetings.

August 5, 2015

Work Session | Introduction of working draft layout and formatting examples from other jurisdictions. Review of the existing policies of the Land Use Element.

August 11, 2015

Special Session | Discussion of Comprehensive Plan working draft format and review. Review of the following Elements: Water Resources, Shoreline Management, and Capital Facilities.

August 19, 2015

Work Session | Discussion of Comprehensive Plan working draft format and review. Review of the following Elements: Housing, Historic Preservation, Natural Lands, Parks and Recreation, Transportation and Utilities.

August 26, 2015

Special Session | Presentation and discussion of the Best Available Science report for the Critical Areas Ordinance update.

September 16, 2015

Work Session | Presentation and discussion of the Existing Conditions report for the Critical Areas Ordinance update.

September 22, 2015

Work Session | Schedule Public Hearing - Ordinance C-100-15 [PLG-006-15]: In the Matter of Adopting Revised Countywide Planning Policies for the Purpose of Coordinating the GMA Planning Activities of the Governments of Island County.

October 6, 2015

Public Hearing | Ordinance C-100-15 [PLG-006-15]: In the Matter of Adopting Revised Countywide Planning Policies for the Purpose of Coordinating the GMA Planning Activities of the Governments of Island County.

October 21, 2015

Work Session | Discussion of the results of the rural lands survey results and the upcoming rural lands public meetings.

November 2, 2015

Public Hearing | Ordinance C-100-15 [PLG-006-15]: In the Matter of Adopting Revised Countywide Planning Policies for the Purpose of Coordinating the GMA Planning Activities of the Governments of Island County.

November 3, 2015

Work Session | General discussion on the 2016 Comprehensive Plan update.

November 3, 2015

Regular Agenda | Final Adoption of Ordinance C-100-15 [PLG-006-15]: In the Matter of Adopting Revised Countywide Planning Policies for the Purpose of Coordinating the GMA Planning Activities of the Governments of Island County.

November 4, 2015

Work Session | General discussion on the 2016 Comprehensive Plan update.

December 16, 2015

Work Session | Presentation and discussion of the rural lands public engagement summary and next steps. Presentation of changes proposed for the 2016 Comprehensive Plan to include the addition of an introduction to the plan, and the reorganization of the Natural Lands, Water Resources, Utilities and Historic Preservation Elements.

January 20, 2016

Work Session | General discussion on the 2016 Comprehensive Plan update.

February 3, 2016

Work Session | General discussion on the 2016 Comprehensive Plan update.

March 16, 2016

Work Session | Consultant selection discussion based on responses received to the Island County RFQ for consultant services to assist with the 2016 Comprehensive Plan update.

April 6, 2016

Work Session | Presentation and workshop of the draft Needs Assessment and Gaps Analysis Report for the Critical Areas Ordinance update for the 2016 Comprehensive Plan update.

April 20, 2016

Work Session | Continued discussion of the draft Needs Assessment and Gaps Analysis Report.

May 18, 2016

Work Session | General discussion on the 2016 Comprehensive Plan update.

June 1, 2016

Work Session | Presentation of the Planning Commission recommendations on the draft UGA/JPA maps. Discussion of the Resolution of Substantial Progress (C-76-16) for the 2016 Comprehensive Plan.

June 7, 2016

Consent Agenda | Scheduling for the Resolution of Substantial Progress (C-76-16).

June 14, 2016

Regular Agenda | Approval of Resolution (C-74-16) drafting UGAs and JPA overlays.

June 15, 2016

Work Session | Discussion of the Capital Facilities Element and Appendix B and C of the Comprehensive Plan.

June 21, 2016

Regular Agenda | Approval of the Resolution of Substantial Progress (C-76-16).

July 13, 2016

Work Session | General discussion on the 2016 Comprehensive Plan update, Freeland Development Regulations, and codes related to implementing the Comprehensive Plan.

July 20, 2016

Work Session | Discussion on Freeland Development regulations and review of the draft of the 2016 Comprehensive Plan to send to the Department of Commerce.

August 3, 2016

Work Session | Brief overview of the July open houses and discussion on the implementation section of the Comprehensive Plan.

August 17, 2016

Work Session | Discussion on the draft of the 2016 Comprehensive Plan and Freeland Subarea Plan to send to the Department of Commerce.

August 23, 2016

Regular Agenda | Approval to send the draft of the 2016 Comprehensive Plan and Freeland Subarea Plan to the Department of Commerce for review.

September 21, 2016

Work Session | Discussion on the 2016 Comprehensive Plan process, including code amendments and potential restructuring of the Future Land Use designations.

October 5, 2016

Work Session | Brief discussion on proposed map changes to the Freeland UGA and Oak Harbor JPA. Presentation on the proposed Land Use maps.

October 12, 2016

Work Session | Brief discussion on proposed map changes to the Freeland UGA and Oak Harbor JPA. Presentation on the proposed Land Use maps as well as code changes necessary to implement the 2016 Comprehensive Plan update. Discussion on policy related questions for the new Freeland Development Code.

October 15, 2016

Work Session | Discussion of the proposed code changes necessary to implement the 2016 Comprehensive Plan update. Discussion on policy related questions for the new Freeland Development Code.

October 19, 2016

Work Session | Discussion discussion on proposed map changes to the Freeland UGA and Oak Harbor JPA. Discussion of the proposed code changes necessary to implement the 2016 Comprehensive Plan update. Discussion on policy related questions for the new Freeland Development Code.

October 25, 2016

Work Session | Discussion on finalizing the Freeland NMUGA boundary to be included in the Final Draft of the Comprehensive Plan.

November 2, 2016

Work Session | Discussion on: the Department of Commerce comment letter, the proposed revisions related to public input and Department of Commerce recommendations, updated zoning maps, code changes related to the Comprehensive Plan and the Freeland development regulations.

C-3.4 PLANNING COMMISSION PUBLIC MEETINGS

(All Planning Commission meetings were held on the Island County main campus in Coupeville)

April 9, 2013

Work Session | Discussion of the 2016 Comprehensive Plan update, including the Public Participation Plan & Preliminary Schedule.

June 25, 2013

Work Session | Presentation of research supporting the selection of an OFM population projection.

July 23, 2013

Work Session | Continued discussion of the research supporting the selection of an OFM population projection. Introductory discussion of the Countywide Planning Policies (CWPP) and an overview of upcoming work on revisions to the CWPPs.

March 25, 2014

Public Hearing | Discussion of proposed updates to the Island County Comprehensive Plan and Development Regulations to protect Fish and Wildlife Habitat Conservation Areas.

April 8, 2014

Public Hearing | Continuation of Planning Commission Workshop to discuss proposed updates to the Island County Comprehensive Plan and Development Regulations to protect Fish and Wildlife Habitat Conservation Areas.

April 22, 2014

Public Hearing | A public hearing on proposed amendments to the Island County Comprehensive Plan and Development Regulations to protect Fish and Wildlife Habitat Conservation Areas.

May 13, 2014

Public Hearing | Continuation of the public hearing from April 22, 2014.

May 27, 2014

Public Hearing | Continuation of the public hearing from May 13, 2014.

June 10, 2014

Public Hearing | Continuation of the public hearing from May 27, 2014.

August 26, 2014

Work Session | Presentation on the methodology and rationale for the Buildable Lands Analysis.

October 28, 2014

Work Session | Presentation of the results of the Buildable Lands Analysis in support of the 2016 Comprehensive Plan update. Review of Countywide Planning Policies and recommended policy revisions.

November 18, 2014

Work Session | Continued discussion on the revised Countywide Planning Policies. Discussion on public outreach techniques and draft survey questions.

January 27, 2015

Work Session | Overview of the 2016 Comprehensive Plan update efforts and presentation of final draft of the Countywide Planning Policies. Presentation of the draft Transportation Element.

February 23, 2015

Work Session | Discussion on scope of 2016 Comprehensive Plan Update. Presentation of the Buildable Lands Analysis report. Public hearing and deliberation on the draft Countywide Planning Policies.

March 9, 2015

Work Session | Public hearing and deliberation on the draft Countywide Planning Policies.

April 27, 2015

Public Hearing | Public hearing on the scope of the 2016 Comprehensive Plan update.

May 11, 2015

Public Hearing | Continuation of public hearing from April 27, 2015.

July 27, 2015

Work Session | Discussion of the Critical Areas Ordinance update and review of the draft Best Available Science Report.

August 10, 2015

Work Session | Discussion of the existing Comprehensive Plan goals and policies, and the potential reorganization and reformatting.

August 24, 2015

Work Session | Review of the existing Comprehensive Plan goals and policies. Discussion of the potential reorganization and reformatting of the Comprehensive Plan. Discussion on the rural land use outreach efforts.

September 14, 2015

Public Hearing | Public hearing and deliberation on the Countywide Planning Policies.

September 28, 2015

Work Session | Discussion of the Comprehensive Plan Working Draft, including the Housing, Natural Lands, Historic Preservation, Transportation, Parks and Recreation and Utilities Elements.

October 26, 2015

Work Session | Discussion of the Rural Lands Survey and public meetings being held as part of the public outreach strategy.

December 14, 2015

Work Session | Review of the public comments received from the Rural Lands outreach efforts, including the community meetings and the combined results. Presentation of and discussion on staff recommendations for next steps for Commissioner consideration. Presentation of changes proposed for the 2016 Comprehensive Plan to include the addition of an introduction to the plan, and the reorganization of the Natural Lands, Water Resources, Utilities and Historic Preservation Elements.

January 11, 2016

Work Session | Presentation and discussion of the draft Housing, and Parks and Recreation Elements.

February 22, 2016

Work Session | Presentation and discussion of future Comprehensive Plan update scheduling.

March 28, 2016

Work Session | Presentation and discussion of the Needs Assessment and Gap Analysis report for the Critical Areas Ordinance update.

May 23, 2016

Public Hearing | Presentation and recommendations on the Urban Growth Area boundaries and Joint Planning Area overlays for the 2016 Comprehensive Plan update.

July 11, 2016

Work Session | Update on the Island County Comprehensive Plan process & next steps, including review & discussion of draft materials.

July 25, 2016

Work Session | Island County Comprehensive Plan next steps and draft materials.

September 12, 2016

Work Session | Brief overview of code changes that will be necessary to implement the 2016 Comprehensive Plan update. A brief overview of work needing to be done on the Critical Areas Ordinance and Freeland Development Regulations.

October 10, 2016

Work Session | Review of the comments received from the Department of Commerce of the draft Comprehensive Plan. Brief discussion on proposed map changes to the Freeland UGA and Oak Harbor JPA. Presentation on the proposed Land Use maps as well as code changes necessary to implement the 2016 Comprehensive Plan update. Discussion on policy related questions for the new Freeland Development Code.

October 24, 2016

Work Session | Review of the comments received from the Department of Commerce of the draft Comprehensive Plan. Discussion of the proposed code changes necessary to implement the 2016 Comprehensive Plan update. Discussion on policy related questions for the new Freeland Development Code. Review of the changes to be made to create final drafts of the 2016 Island County Comprehensive Plan and Freeland Subarea Plan.

This page intentionally left blank for double-sided printing



Large Format versions of selected maps.

This page intentionally left blank for double-sided printing

LAND USE MAPS

MAP 1D (Large).	Island County Planning Areas	5
MAP 1E (Large).	Urban Growth Areas	7
MAP 1F (Large).	OH Urban Growth Area	9
MAP 1G (Large).	Coupeville UGA	11
MAP 1H (Large).	Langley UGA	13
MAP 1I (Large).	Freeland UGA	15
MAP 1J (Large).	Joint Planning Area Boundaries	17
MAP 1K (Large).	OH JPA Overlays	19
MAP 1L (Large).	Langley JPA Overlays	21
MAP 1S (Large).	Future Land Use Map	23
MAP 1T (Large).	Future Land Use Map - North Whidbey	25
MAP 1U (Large).	Future Land Use Map - Central Whidbey	27
MAP 1V (Large).	Future Land Use Map - South Whidbey	29
MAP 1W (Large).	Future Land Use Map - Camano	31

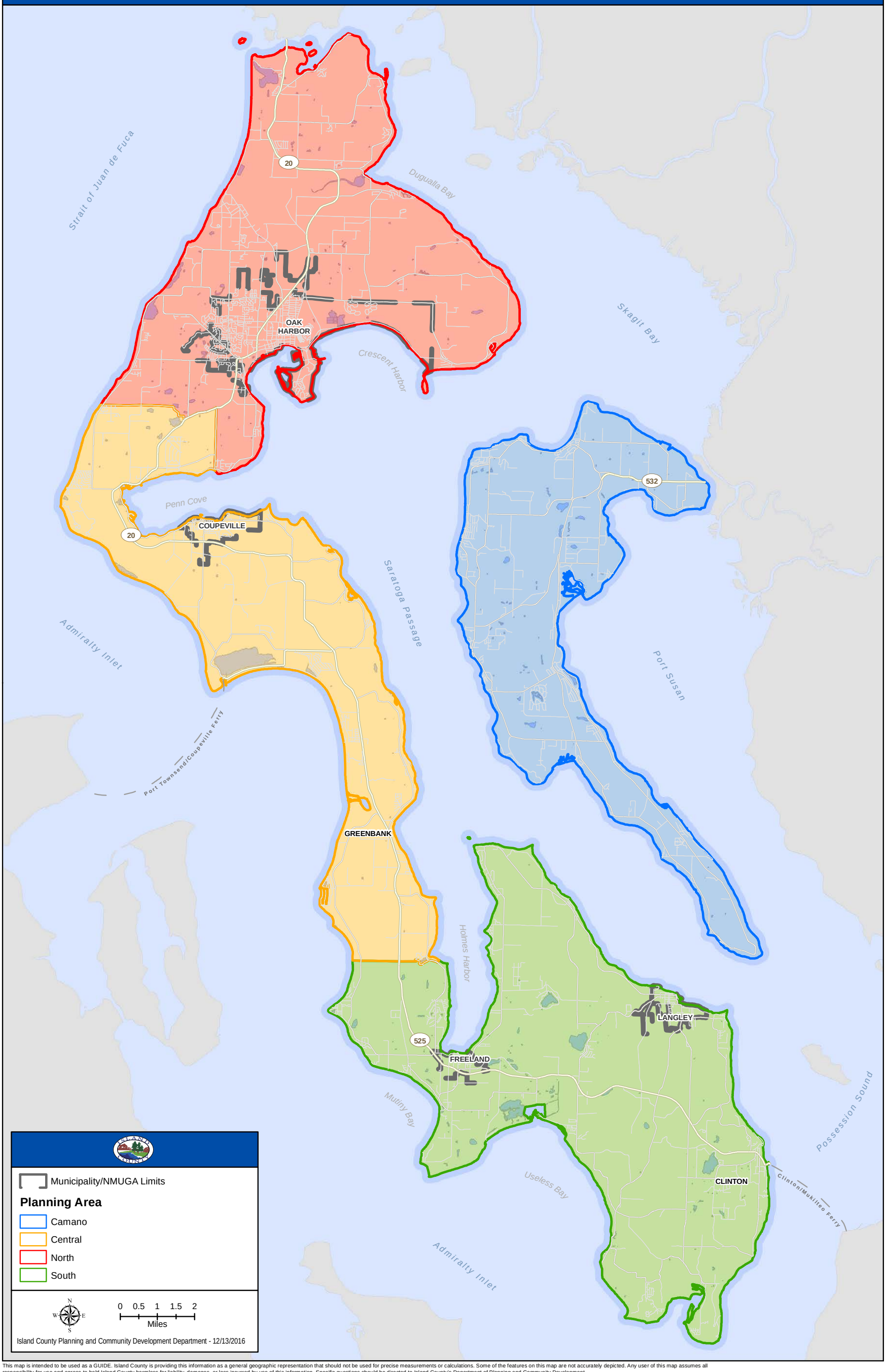
SHORELINE MAPS

MAP 3A (Large).	Shoreline Environmental Designations	33

This page intentionally left blank for double-sided printing

Map 1D (Large) - Island County Planning Areas

Island County Comprehensive Plan 2016



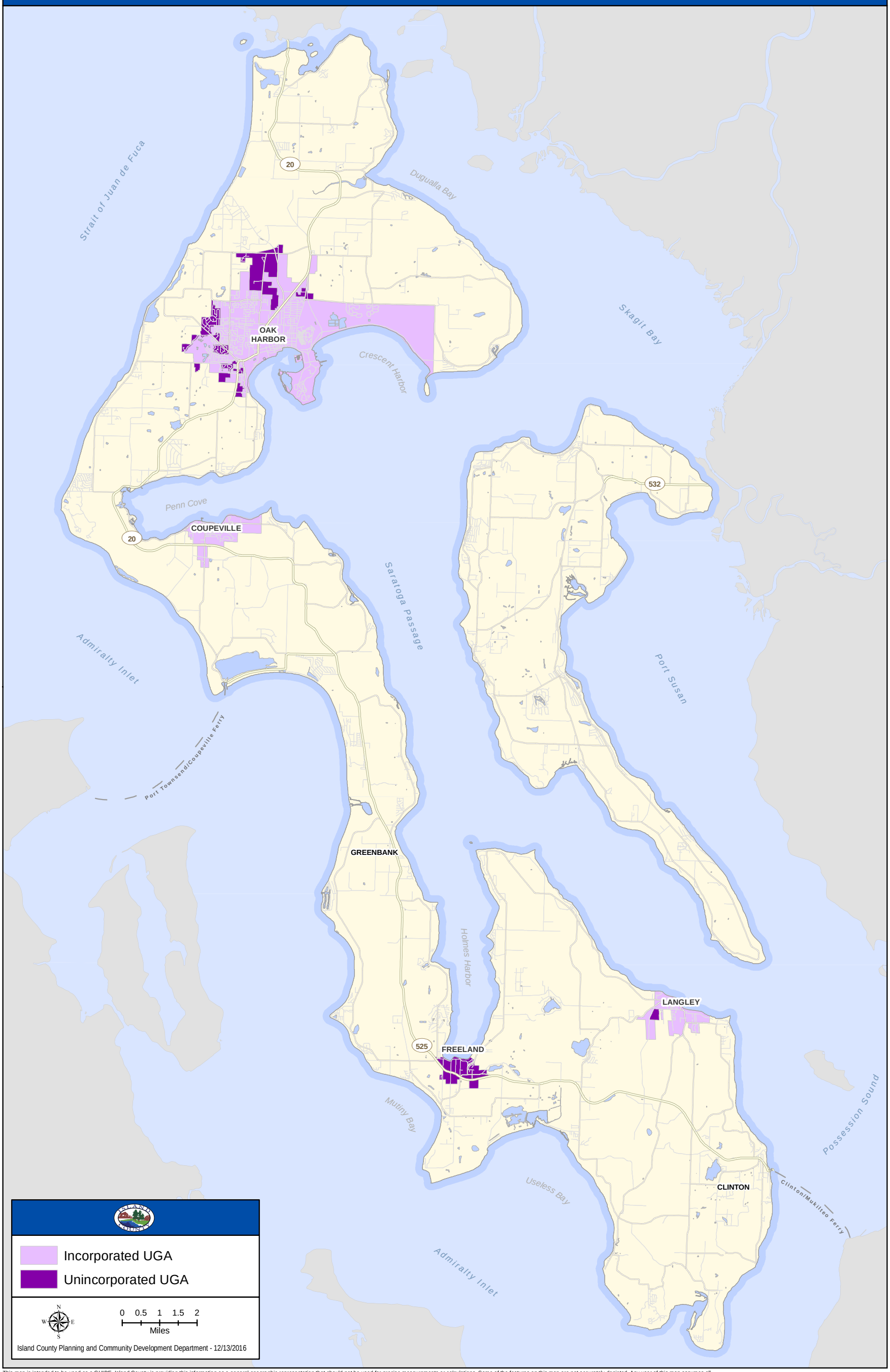
This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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.

D Large Maps

This page intentionally left blank for double-sided printing

Map 1E (Large) - Urban Growth Areas (UGA)

Island County Comprehensive Plan 2016



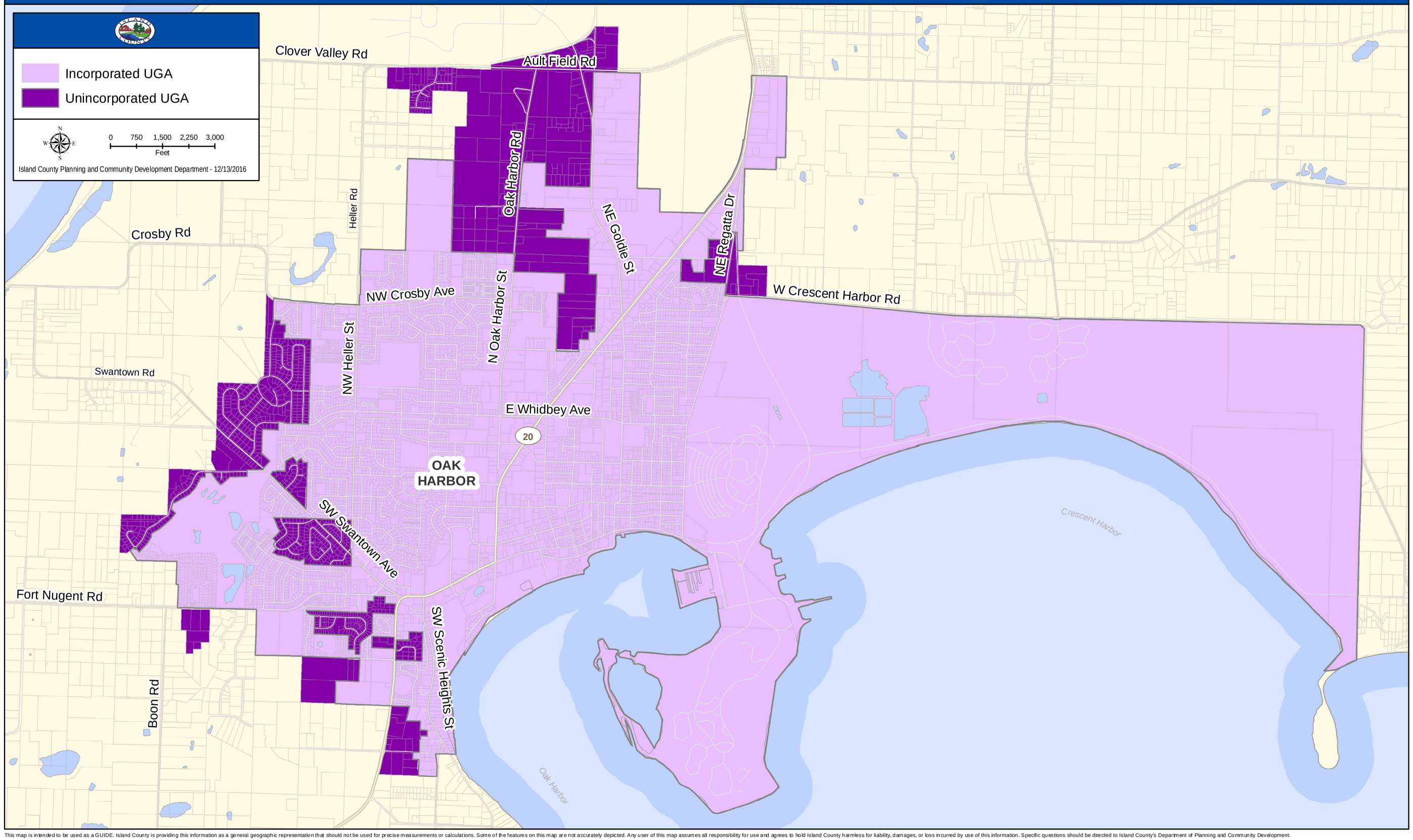
This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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.

D Large Maps

This page intentionally left blank for double-sided printing

Map 1F (Large) - Oak Harbor Urban Growth Area (UGA)

Island County Comprehensive Plan 2016



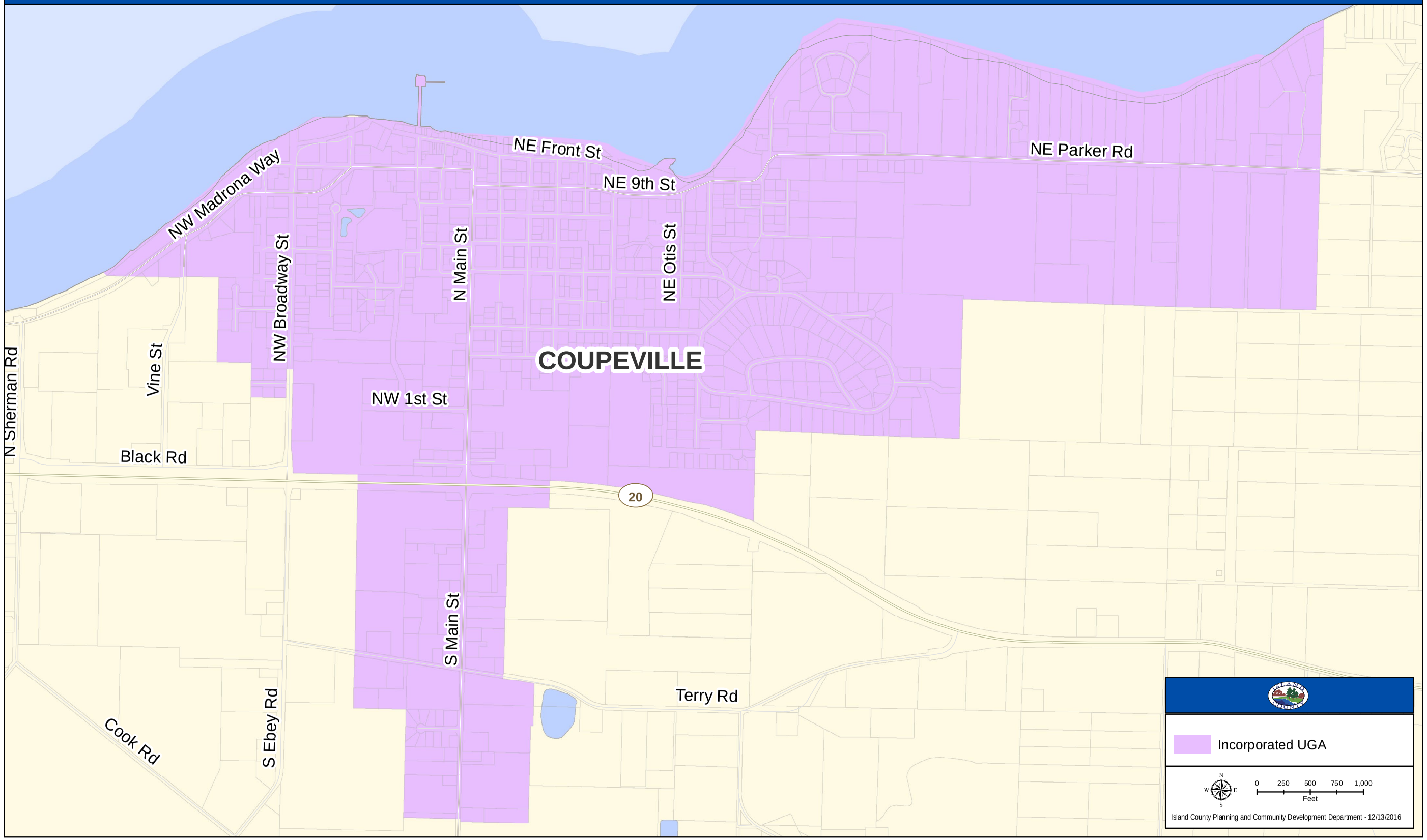
This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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.

D Large Maps

This page intentionally left blank for double-sided printing

Map 1G (Large) - Coupeville Urban Growth Area (UGA)

Island County Comprehensive Plan 2016



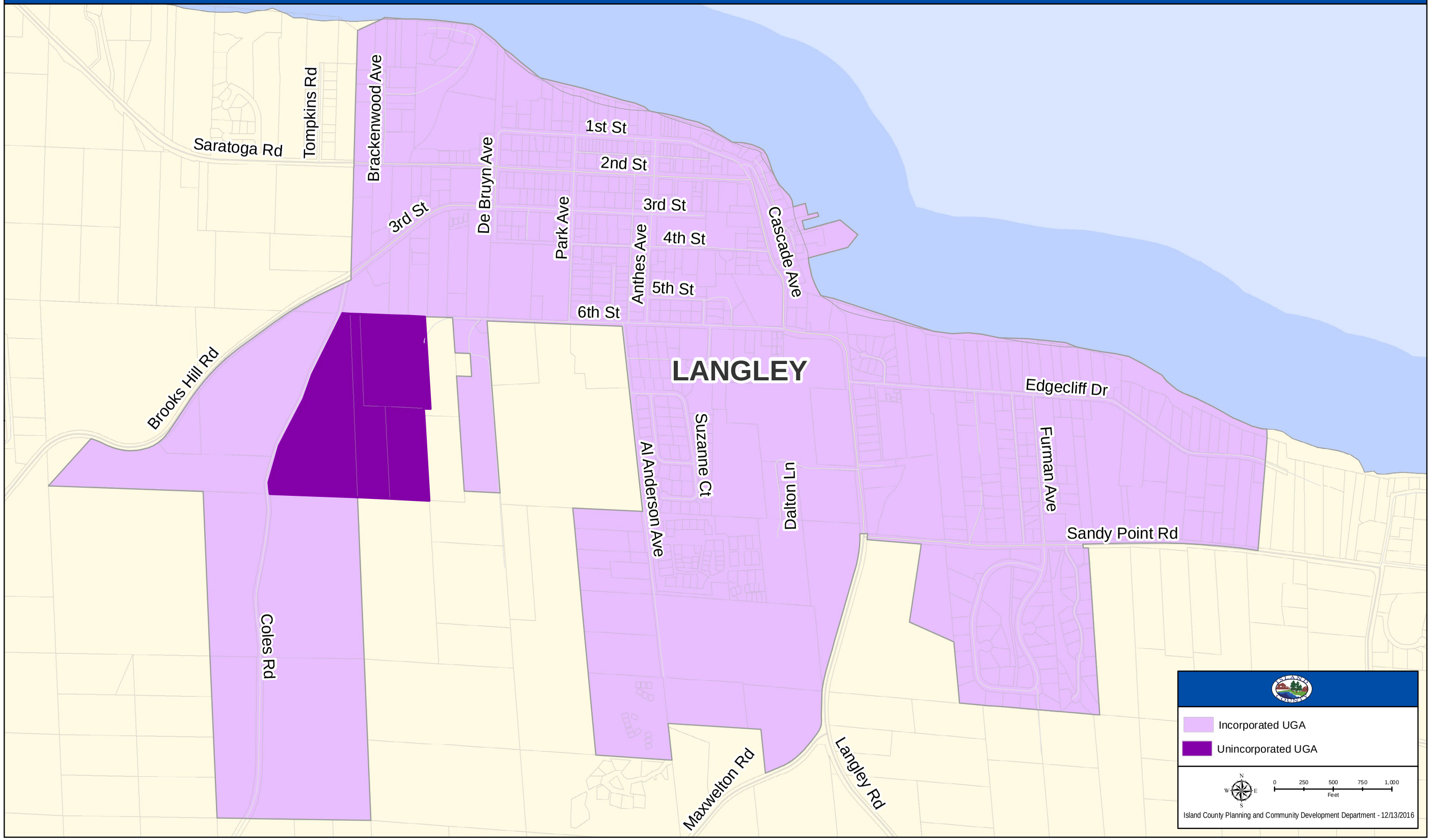
This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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.

D Large Maps

This page intentionally left blank for double-sided printing

Map 1H (Large) - Langley Urban Growth Area (UGA)

Island County Comprehensive Plan 2016



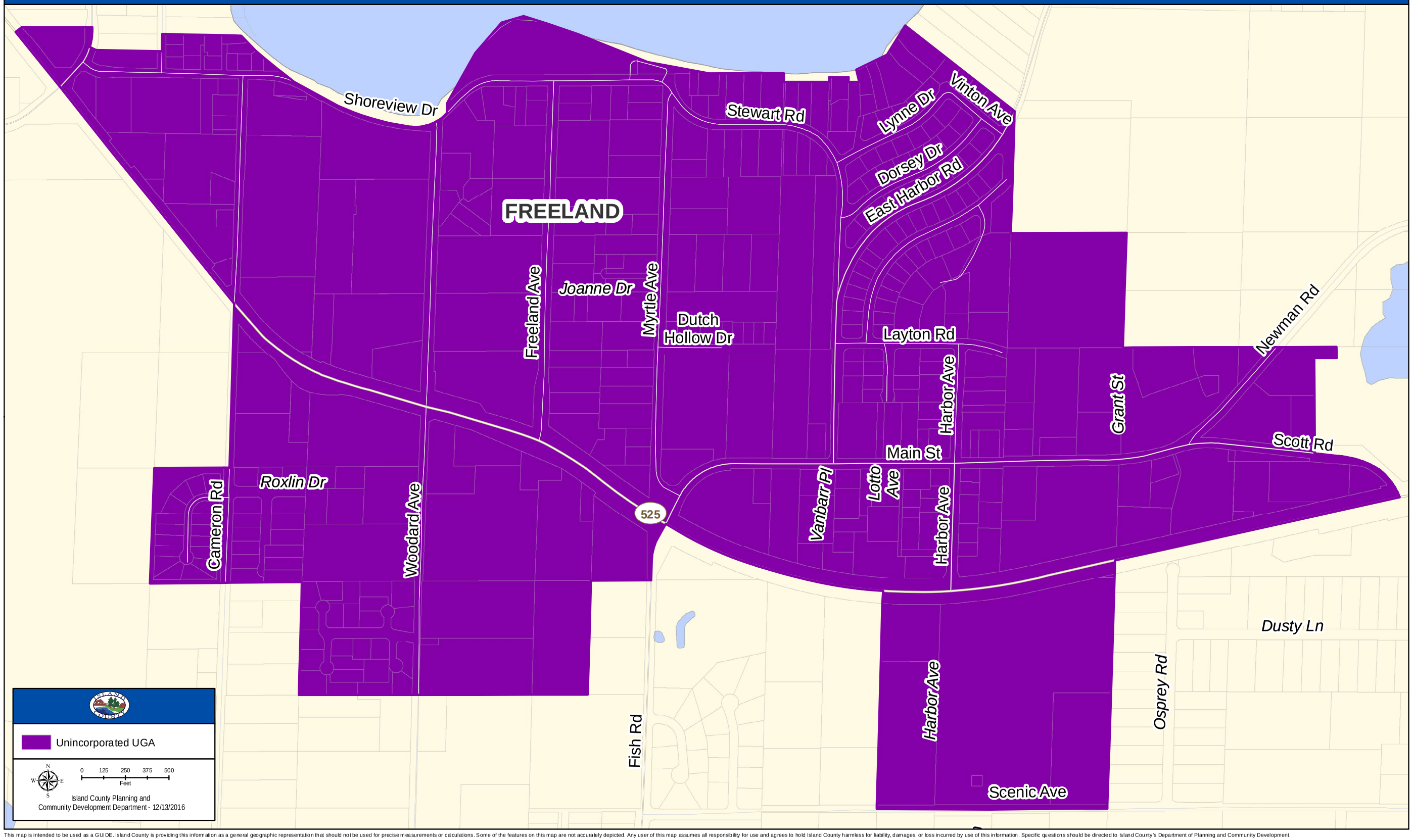
This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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.

D Large Maps

This page intentionally left blank for double-sided printing

Map 1I (Large) - Freeland Non-Municipal Urban Growth Area (NMUGA)

Island County Comprehensive Plan 2016



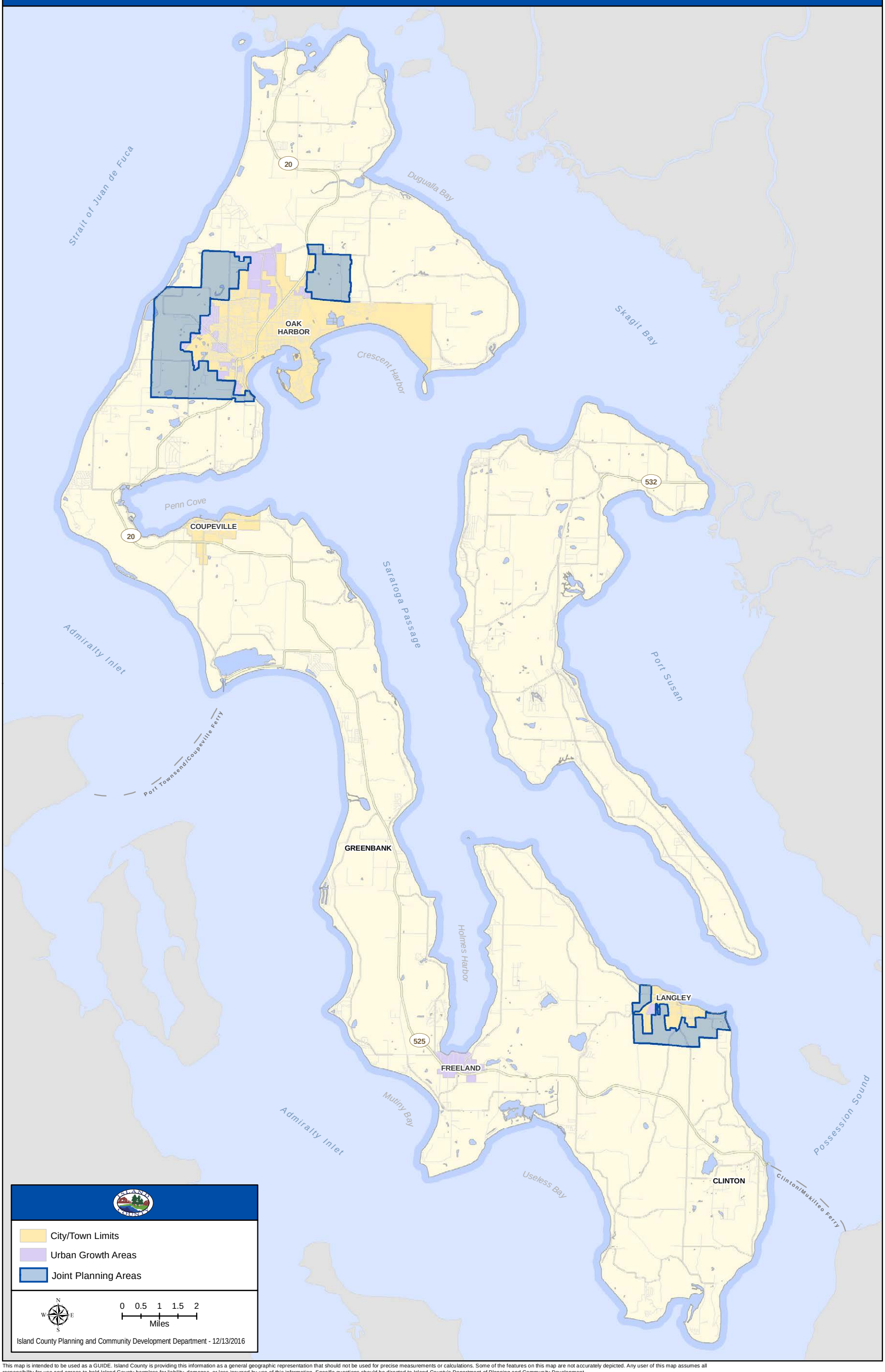
This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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.

D Large Maps

This page intentionally left blank for double-sided printing

Map 1J (Large) - Joint Planning Area Boundaries

Island County Comprehensive Plan 2016



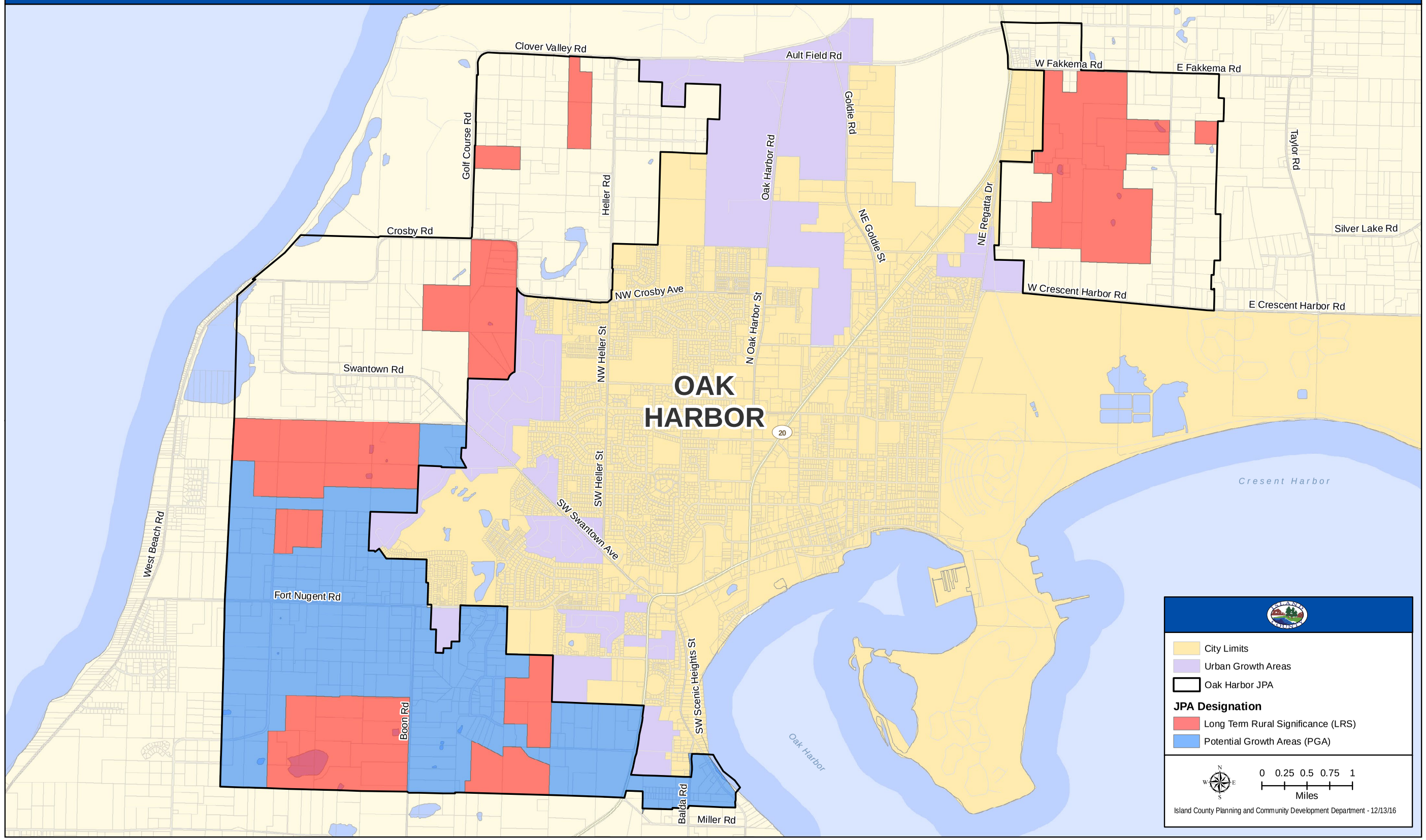
This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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.

D Large Maps

This page intentionally left blank for double-sided printing

Map 1K (Large) - Oak Harbor Joint Planning Area Overlays

Island County Comprehensive Plan 2016



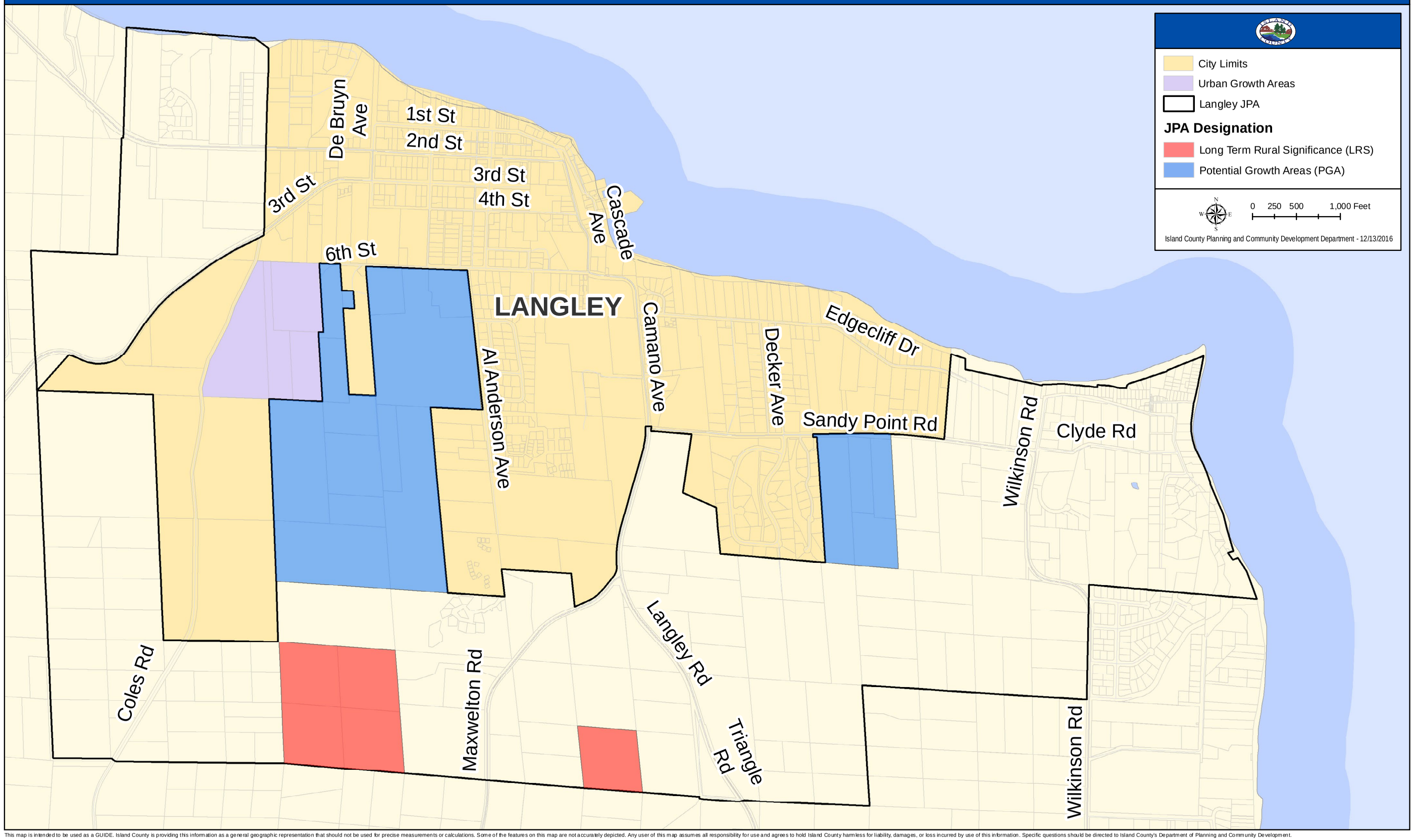
This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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.

D Large Maps

This page intentionally left blank for double-sided printing

Map 1L (Large) - Langley Joint Planning Area Overlays

Island County Comprehensive Plan 2016



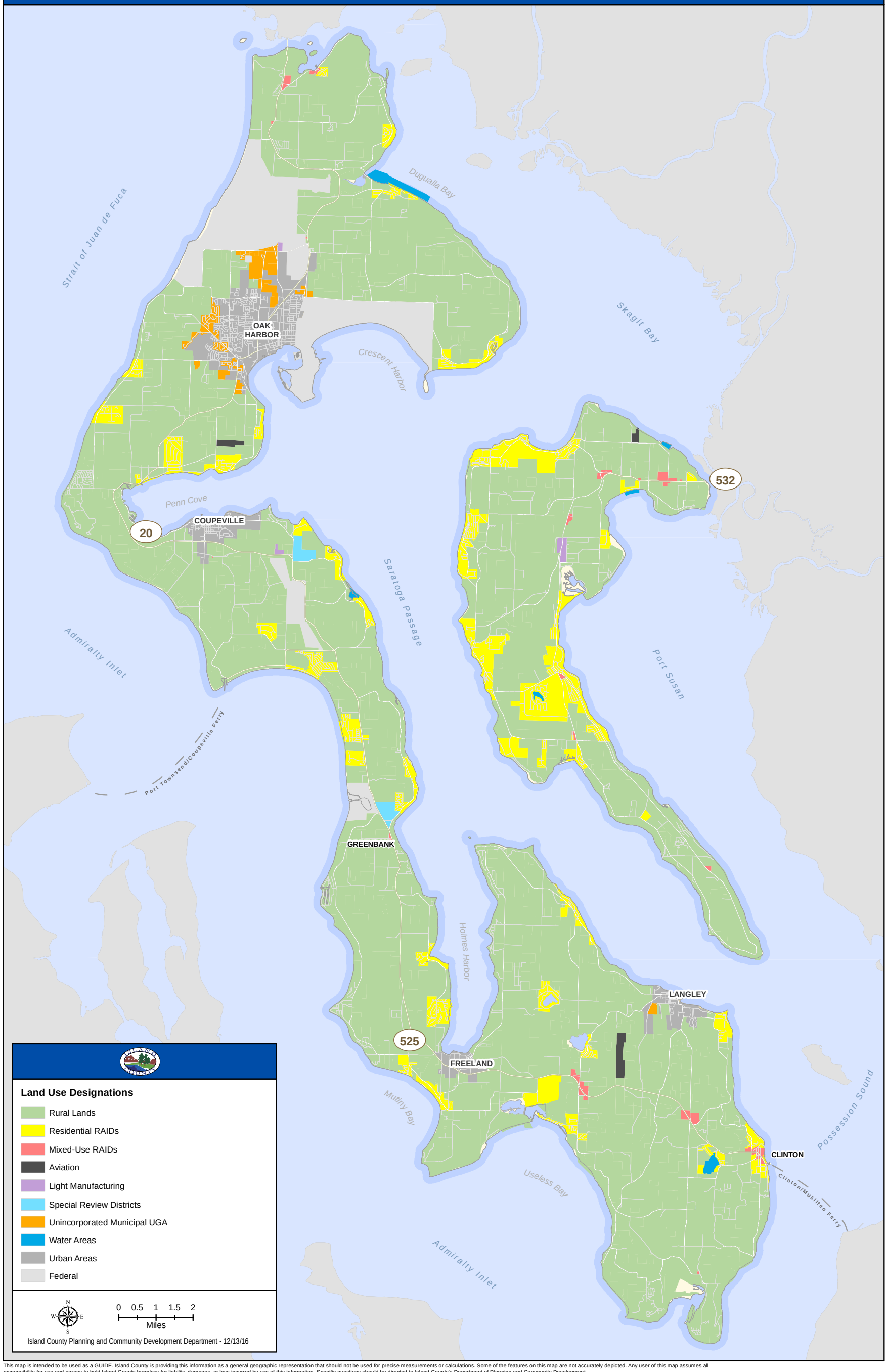
This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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.

D Large Maps

This page intentionally left blank for double-sided printing

Map 1T (Large) - Future Land Use Map

Island County Comprehensive Plan 2016



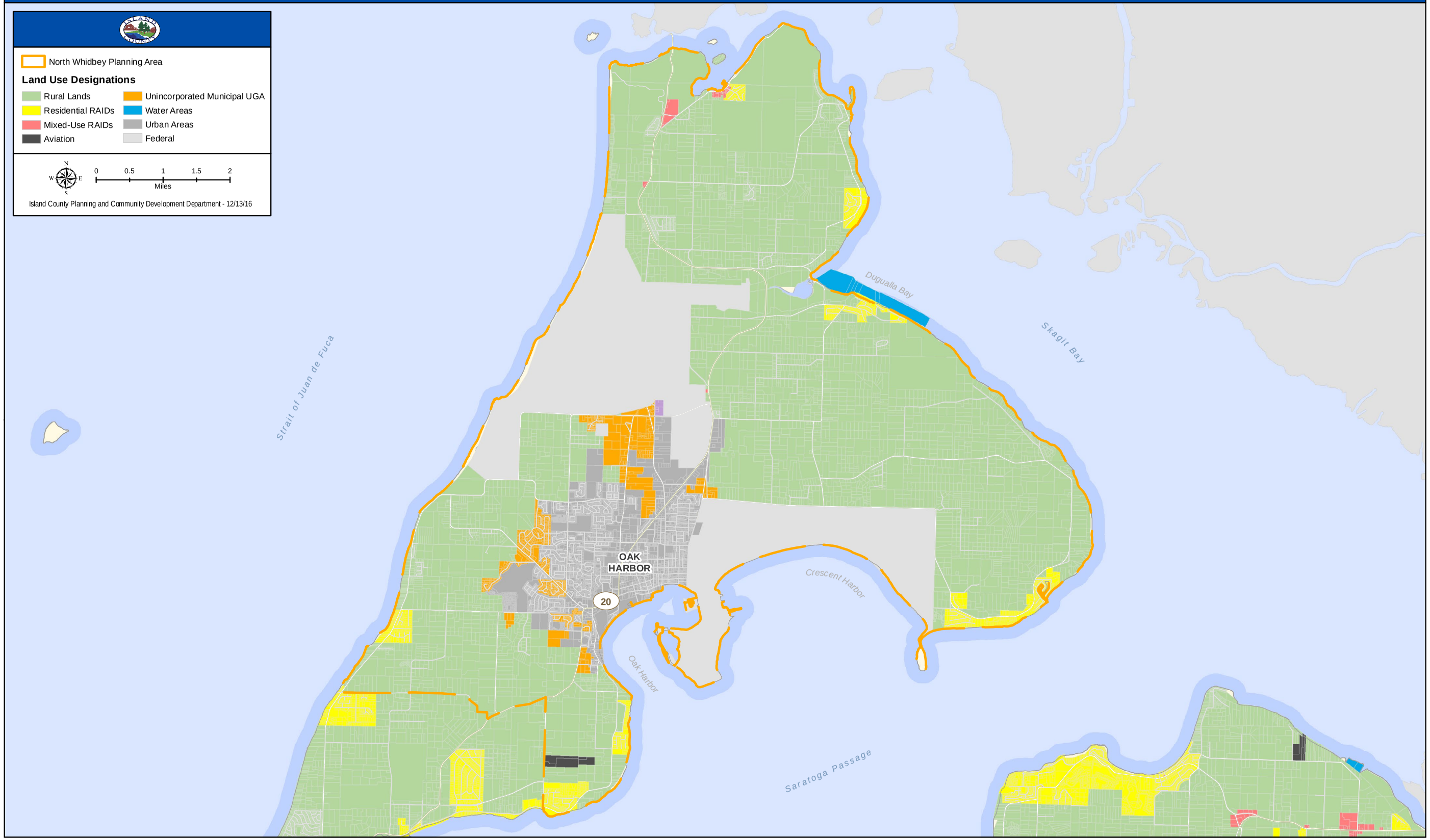
This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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.

D Large Maps

This page intentionally left blank for double-sided printing

Map 1U (Large) - Future Land Use Map - North Whidbey Planning Area

Island County Comprehensive Plan 2016



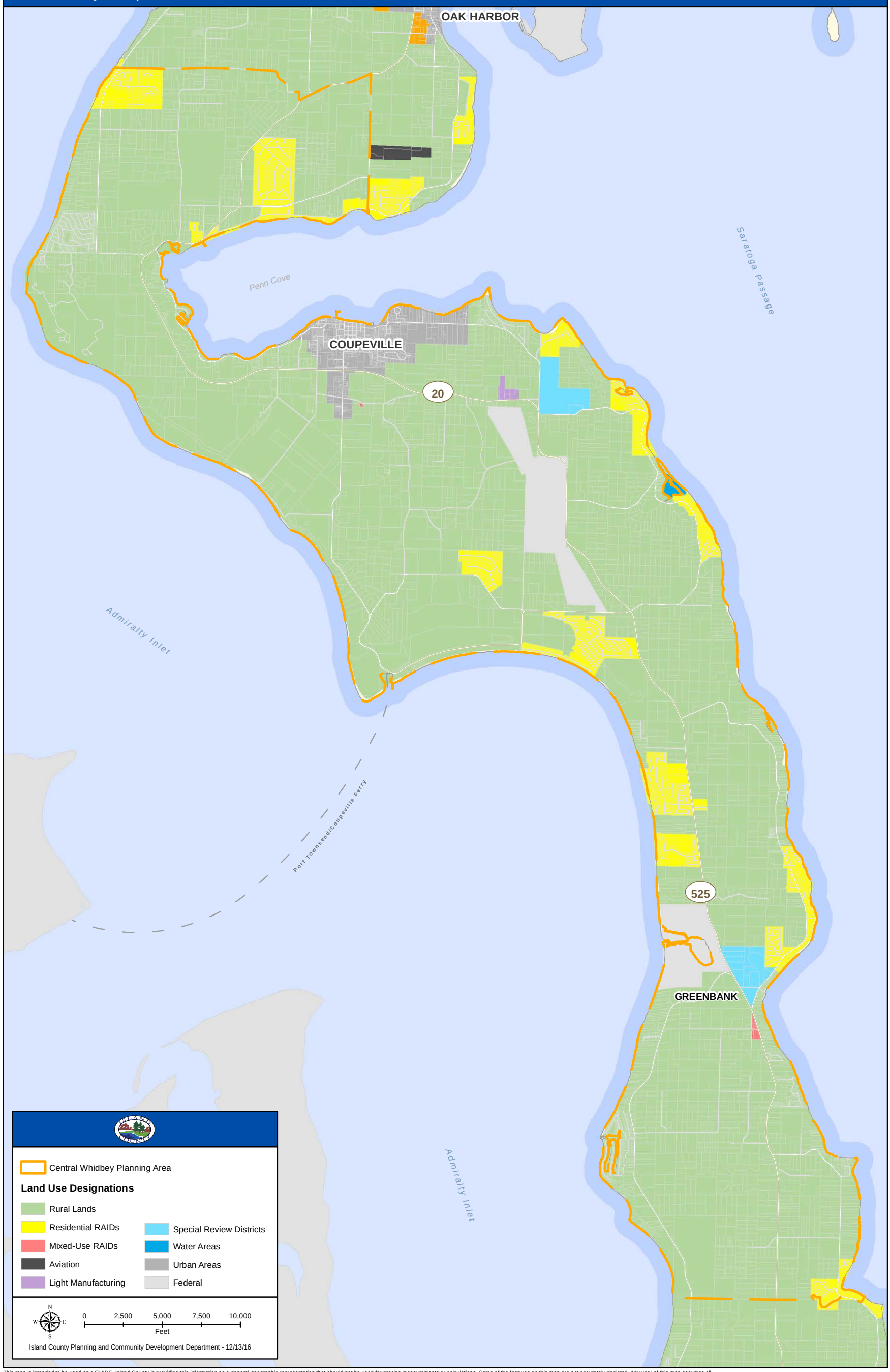
This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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.

D Large Maps

This page intentionally left blank for double-sided printing

Map 1V (Large) - Future Land Use Map - Central Whidbey Planning Area

Island County Comprehensive Plan 2016



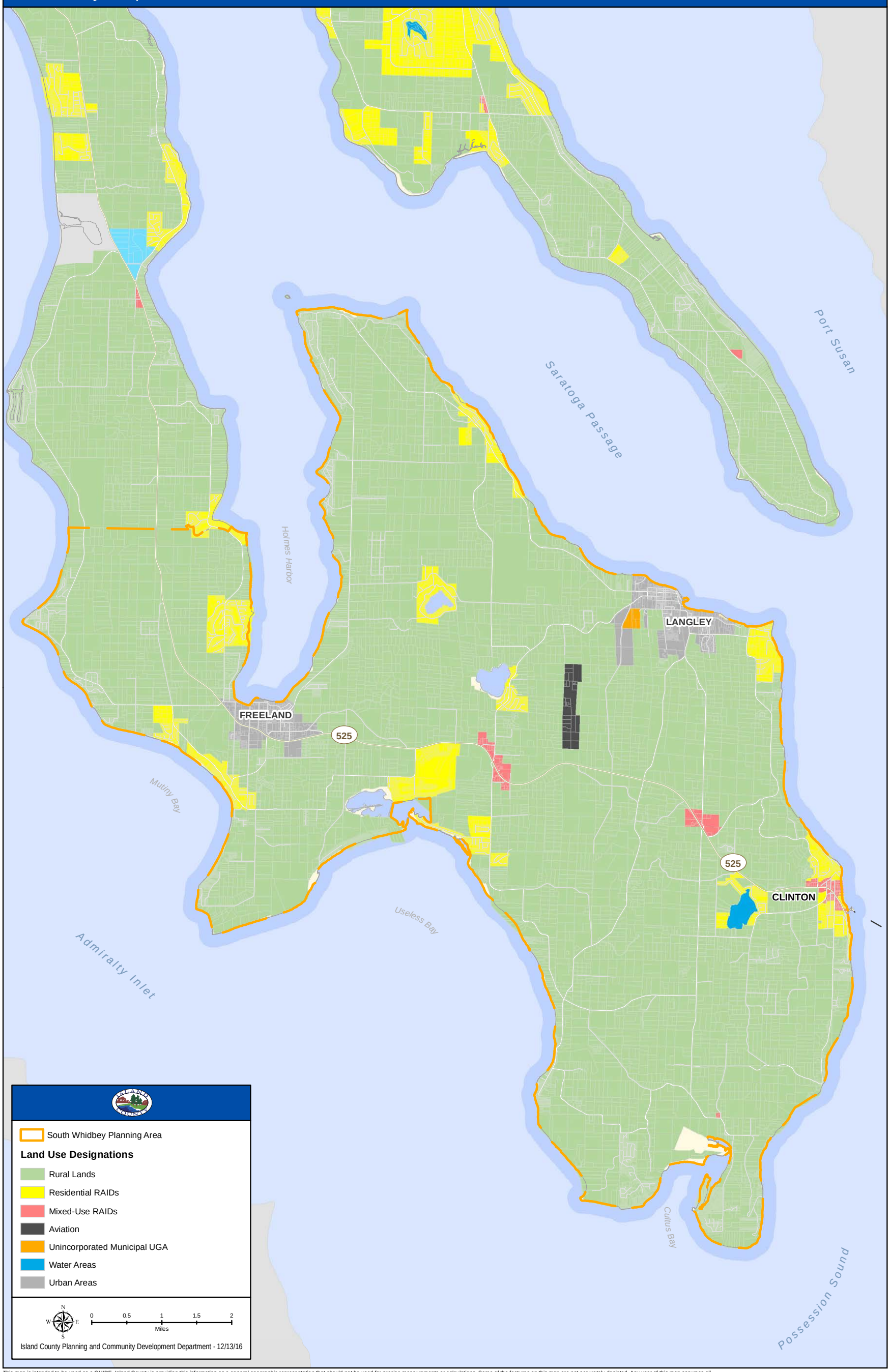
This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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.

D Large Maps

This page intentionally left blank for double-sided printing

Map 1W (Large) - Future Land Use Map - South Whidbey Planning Area

Island County Comprehensive Plan 2016



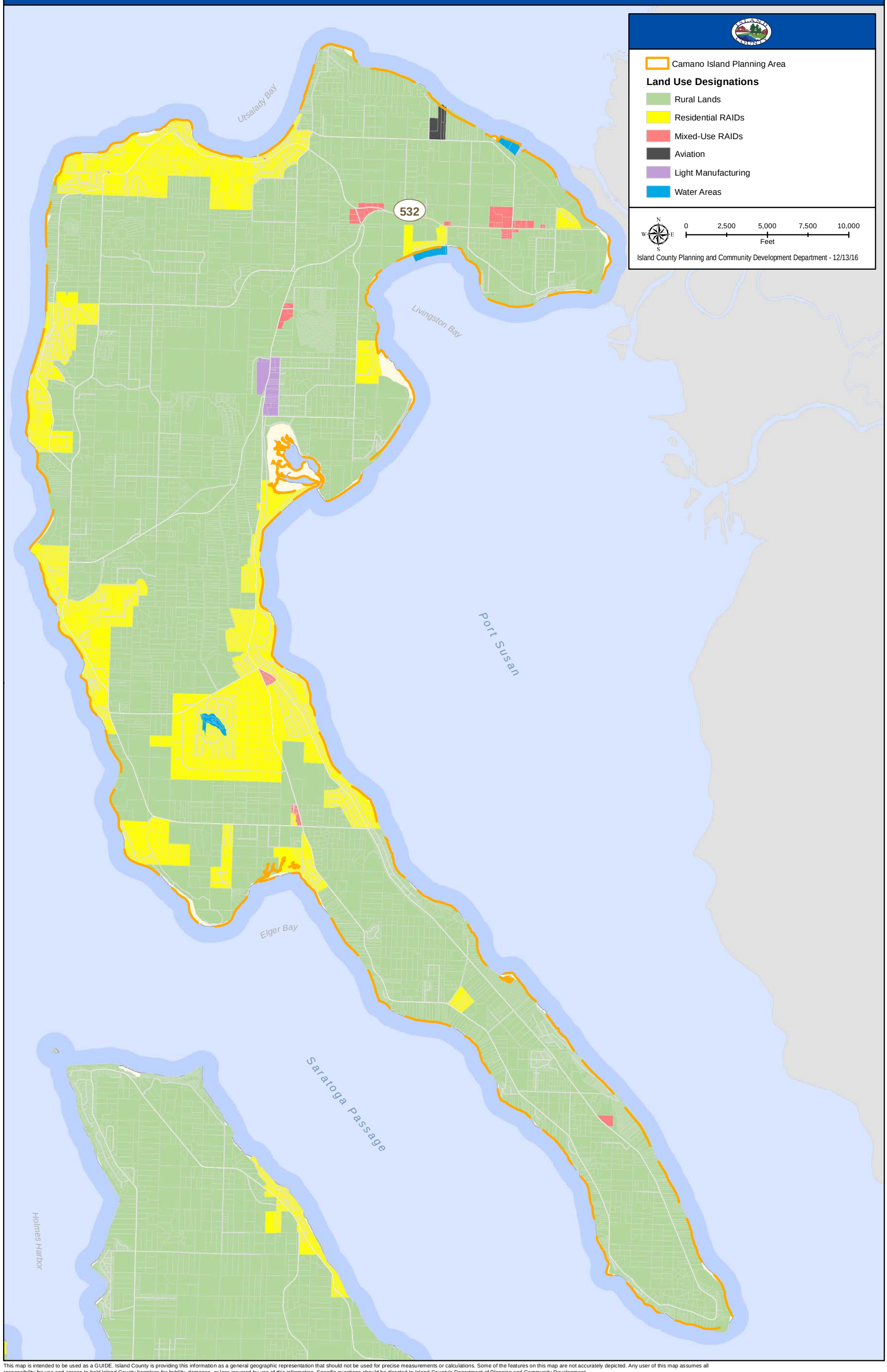
This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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.

D Large Maps

This page intentionally left blank for double-sided printing

Map 1X (Large) - Future Land Use Map - Camano Planning Area

Island County Comprehensive Plan 2016



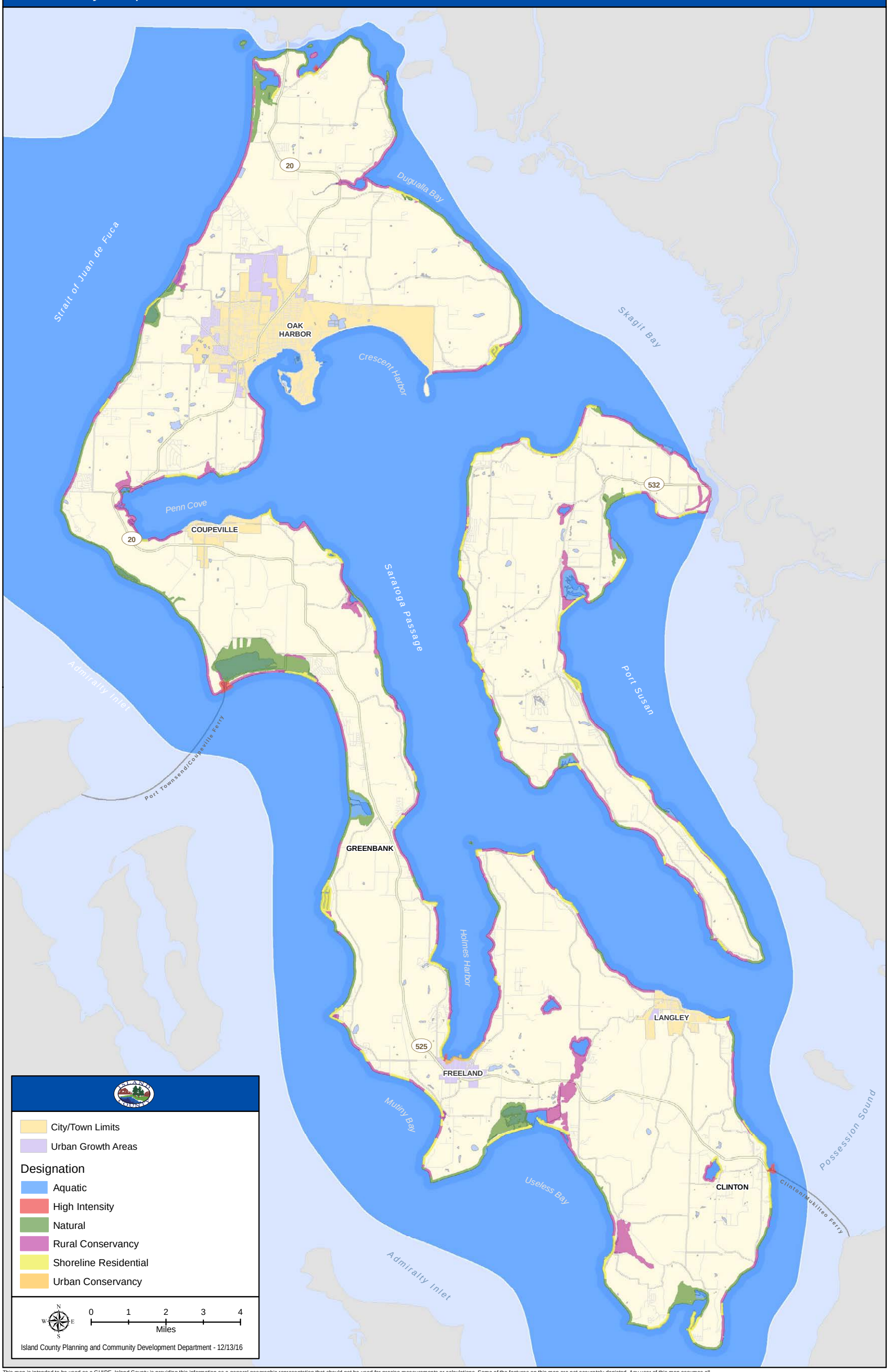
This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility 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.

D Large Maps

This page intentionally left blank for double-sided printing

Map 3A (Large) - Shoreline Environmental Designations

Island County Comprehensive Plan 2016



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.

Visit www.IslandCountyWA.gov/Planning/Pages/Shorelines.aspx for an Interactive Version of this Map.

D Large Maps

This page intentionally left blank for double-sided printing