

EXHIBIT A

**COUNTY WIDE PLANNING POLICIES
ANALYSIS OF FISCAL IMPACTS**

RCW 36.70A.210 required that each county required to plan under the Growth Management Act (and the cities therein), develop and adopt a series of mutually agreed upon County-wide planning policies. These policies will establish a framework for the local adoption of comprehensive plans and development regulations. They will also provide the foundation for meeting County-wide determined (vs. State determined) consistency criteria as required by the Growth Management Act. These policies are not the equivalent of a regional comprehensive plan. The legislative direction is to develop policy statements to be used solely for the purpose of attaining consistency among plans of the County and the Municipalities.

It is therefore the opinion of the Planning Officials of the Municipalities and the County that the County-Wide Planning Policies, in themselves, have no fiscal impact and are an agreed- upon method of guiding the planning activities required by the Growth Management Act. We recognize that as the Growth Management Act and these policies are implemented to their maximum extent, County Government may lose some tax base needed to operate essential services which serve both the County and Municipalities. To compensate for this, legislation may be required to provide tax base sharing. Neither the fiscal impacts of implementing the Growth Management Act itself nor development of land use plans and development regulations necessary to implement the GMA are addressed herein.

POLICY #1
POLICIES TO IMPLEMENT RCW 36.70A.110
i.e. URBAN GROWTH AREAS

It is the policy of the County and the Municipalities to:

1. Cooperatively and jointly designate municipal Urban Growth Area (UGA) boundaries. The designation of UGA boundaries beyond the existing limits of incorporation of a municipality should be based on a demonstration by the municipalities that public facilities and service capacities either already exist or are planned for and can be efficiently, economically, and practicably provided by either public or private sources;
2. Provide new municipal public works facilities only within, and not beyond Urban Growth Areas. Such facilities include:
 - a) Streets, bridges and sidewalks built to municipal standards,
 - b) Water storage, transmission and treatment facilities,
 - c) Sanitary sewer collection and treatment facilities, and
 - d) Storm sewer collection and treatment facilities.

Two exceptions are contemplated:

The provision of municipal water service by "Purveyors" whether municipal or private, throughout the unincorporated County as needed to implement the County's "Coordinated Water System Plan", and "Groundwater Management Plan"; and

The siting of essential public facilities;

3. promote the retention of the overall rural character of the County by
 - a) Including sufficient area within any UGA to accommodate anticipated growth and avoid market constraints that induce leapfrogging development, and
 - b) Establishing zoning classifications that preserve rural character and foster long term rural development;
4. Enter into Interlocal Agreements (County and each City/Town) for expeditious, concurrent, and cost effective joint review of development proposals and public projects in the UGAs, with final approvals continuing to reside with the County for areas outside of City limits;
5. Fully and cooperatively implement the County-Wide Planning Policies with the understanding that redress to all parties is available pursuant to the Growth Management Act. Since the County-Wide Planning Policies serve as the framework for the development and adoption of the County and municipal comprehensive plans to ensure consistency as required in RCW 36.70A.100, it is not anticipated that an amendment to the County-Wide Planning Policies will be necessary. However, in the unlikely event that the County, in collaboration with the municipalities, determines in conjunction with the development of their comprehensive plans that an amendment to the County-Wide Planning Policies is necessary to achieve the goals of the Growth Management Act as stated in RCW

326.70A.020, the Board of Island County Commissioners may amend the County-Wide Planning Policies in the same manner as their original adoption.

6. For the purposes of these policies, the term "Urban Growth Area" includes both the incorporated land and the surrounding unincorporated area that is planned to accommodate future urban development. Unincorporated areas of the County not contiguous to an incorporated area may be designated as an UGA upon the adoption of a UGA plan that demonstrates how public facilities and services are, or will be, provided consistent with the requirements of the GMA.
7. The County and the Municipalities recognize that Clinton and Freeland have many urban characteristics and that it may be appropriate to designate these areas as urban growth areas. Therefore, before the end of 1998, the County shall initiate a sub-area planning process to determine potential UGA boundaries; the urban land use designations for these areas; and the capital facilities that are necessary to provide urban services. It is anticipated that recommendations will be ready for consideration by the County prior to the County's second annual review of its Comprehensive Plan in the year 2000.
8. The County and the Municipalities recognize that designated municipal UGA's may need to be expanded in the future and agree to cooperatively and jointly designate UGA expansion areas for each municipal Urban Growth Area.

POLICY #2

**POLICIES FOR SITING ESSENTIAL PUBLIC FACILITIES
OF A COUNTY OR STATE WIDE SIGNIFICANCE**

It is the policy of the County and the Municipalities that:

1. Provision shall be made in the County's and Municipalities' 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. The objective is to achieve interjurisdictional consistency in these regulations;
2. Siting requirements will be important factors in determining whether essential public facilities will be located in urban, growth or in rural areas. Siting requirements for County facilities within UGAs will be jointly and cooperatively established with the municipalities;
3. Essential public facilities should not be located in Resource Lands and Critical Areas unless there is a demonstrated need and no alternative siting options are reasonable/feasible. 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;
4. Essential public facilities sited outside of urban and urban growth areas must be self-supporting and not require the extension of Municipal urban services and facilities; and
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;

POLICY #3

POLICIES FOR JOINT COUNTY/MUNICIPALITY PLANNING

It is the policy of the county and the Municipalities that cooperative planning will be performed under the following policies:

1. The Municipalities and the County will commence the process for major revision of their Comprehensive Plans for a planning horizon of 2025 no later than 2005. Population projection allocations between the Municipalities and the County will be re-evaluated during this review and will be finalized during the preparation of revised County and Municipality Comprehensive Plans to be adopted in 2006.
2. The Municipalities and the County should coordinate capital facilities planning and funding within UGAs. Cooperative effort is best suited to this level of planning and development because many capital facilities and public services, i.e. parks, public and private utilities, youth services, senior services, drainage and transportation facilities are regional in nature. Facility design and construction standards within the UGA shall be established cooperatively with the adjacent city to assure consistency; and
3. The County and Municipalities should also coordinate where appropriate, the development and implementation of long-range plans for youth services, senior services, fire protection, police services, air quality, transportation, solid waste, public and private utilities, and environmental plans such as watershed action and stormwater management plans.
4. The County and the Municipalities, in coordination with the Department of Ecology, have previously adopted a Ground Water Management Plan which provides for the protection of the quality and quantity of ground water used for public water supplies.
5. The County and the Municipalities will develop a list of benchmarks* and establish a monitoring program for changes in growth trends using measurable indicators.

* such as population, employment, geographic distribution of new land use and development

POLICY #4
POLICIES FOR COUNTY-WIDE ECONOMIC DEVELOPMENT
AND EMPLOYMENT

To ensure future economic vitality, broaden employment opportunities and meet the needs of projected growth while retaining a high-quality environment, it is the policy of the County and the Municipalities that:

1. Economic growth should be encouraged within the capacities of the County's natural resources, public services and public facilities;
2. A joint comprehensive economic development plan aimed at diversifying the economy in appropriate areas of the County should be formulated. Economic development should implement and be consistent with the Comprehensive Land Use and Capital Facilities Plans. The plan should:
 - a. Consider the goods, services and employment requirements of existing and projected population;
 - b. Identify the siting requirements of businesses which have the highest probability of economic success in Island County and the least negative impact on the quality of life;
 - c. Based on citizen input, existing land use patterns and local capacity (geographic, environmental and other considerations), determine areas suitable for desirable retail, commercial and industrial uses; and
 - d. Encourage expansion of the tax base to support the infrastructure and services required by a growing population;
3. Future retail/commercial/industrial development should be encouraged in urban or commercial centers as identified in the Comprehensive Plan of the County and Municipalities;
4. Land use regulations and infrastructure plans of the County and Municipalities should be amended or developed as necessary to implement the economic development plan;
5. Economic development in the four geographic regions of the County, i.e. North, Central and South Whidbey and Camano Island should proceed in a coordinated, but independent, fashion consistent with the Comprehensive Plans of the County and Municipalities; and
6. The County and the Municipalities will seek the participation and cooperation of Port Districts within areas of overlapping responsibility/jurisdiction.

POLICY #5

POLICIES FOR PROMOTING CONTIGUOUS AND ORDERLY DEVELOPMENT AND PROVIDING URBAN SERVICES TO SUCH DEVELOPMENT

It is the policy of the County and the Municipalities that developments within Municipal Urban Growth Areas (UGAs) will be contiguous, orderly and coordinated between the County and Municipalities' governments and utility service providers through the following policies:

1. The first preference for urban development is within municipal boundaries. The second preference for urban development is within areas annexed to municipalities in the UGA;
2. Non-urban development in the UGA should be discouraged. Non-urban development in the UGA should only be allowed if such development will be compatible with future urban development;
3. Through interlocal agreements as provided in Policy 5.6 below, governing entities shall require development in the unincorporated area of the municipal UGA to comply with the following:
 - a. If the area is contiguous to the municipal boundary to:
 - (1) Annex to the municipality, or
 - (2) If authorized by the municipality,
 - (a) Execute an annexation/development agreement prior to development approval, and
 - (b) Develop at urban density or uses, and
 - (c) Submit a site development plan showing ultimate development of the lot or parcel(s) consistent with the potential applicable municipal zoning and development standards.
 - b. If the area is not contiguous to the municipality,
 - (1) Execute an annexation/development agreement prior to development approval,
 - (2) Develop at the densities and uses established in the interlocal agreement adopted by the municipality and the County, and
 - (3) Submit a site development plan showing ultimate development of the lot or parcel(s) consistent with the applicable potential municipal zoning and development standards.
4. The forming of unincorporated enclaves shall be avoided in the UGA;
5. The minimum parcel sizes/density of new residential development within the UGA that proposes to utilize on-site sewage treatment systems shall be jointly and collaboratively established by the County and the municipalities in an adopted Interlocal Agreement.

6. Interlocal agreements shall be cooperatively developed by the County and the municipalities to address the following:
 - a. Consistent with Policy 5.10 below, establish and implement Urban Growth Area policies and include zoning district boundaries, uses, density and such standards as may be required to coordinate development decisions within the unincorporated portion of the UGA. These agreements shall be adopted within 90 days of the CWPP amendments. In the case where future amendments to Urban Growth Area boundaries trigger the need for an interlocal agreement or revision of an existing agreement, the agreement/revised agreement shall be adopted at the same time as the amended UGA boundary.
 - b. Establish and implement the Joint Planning Area policies to include UGA Expansion Areas with appropriate regulations and procedures. These agreements shall be adopted within 90 days of the adoption of the CWPP amendments.
7. Except as authorized by the Growth Management Act, urban development shall not be permitted outside of the boundaries of UGAs. Once established by the County pursuant to RCW 36.70A.070(5), expansion of the boundaries of areas of more intensive rural development shall only be permitted pursuant to RCW 36.70A.070(5) and otherwise shall not be permitted to expand unless they are designated as Urban Growth Areas in compliance with the requirements of RCW 36.70A.110.
8. The intensification of development on lots containing isolated non-residential uses or new development of isolated cottage industries and isolated small-scale businesses permitted by RCW 36.70A.070(5) are permissible, subject to adopted development and compatibility standards.
9. As permitted by RCW 36.70A.070(5), the intensification of development of or new development of small-scale recreation or tourist uses are permissible including commercial facilities to serve those recreational or tourist uses, that rely on a rural location and setting, but do not include any residential development, all subject to adopted development and compatibility standards.
10. The preference for urban development is as stated in Policy 5.1 above, that urban development is to occur in a municipality or be annexed to a municipality. In those cases where development is within the unincorporated portion of a municipal UGA and is not served by municipal services, the development shall use rural governmental services and comply with the County's rural development standards or, for development within the unincorporated portion of Langley's and Coupeville's UGAs, such service requirements and development standards established through adopted interlocal agreements between the County and the City of Langley and the Town of Coupeville.

Amendment to Policy 5.10 adopted on 2/22/99.

POLICY #6
POLICIES FOR COUNTY-WIDE TRANSPORTATION
FACILITIES & STRATEGIES

It is the policy of the County and the Municipalities that:

1. The Transportation element of the Island County Comprehensive Plan should include Urban Growth Area elements to assure consistency among planning jurisdictions. All transportation planning, including that of Federal and State Agencies as well as Port Districts, should be jointly and cooperatively developed, adopted and implemented through coordinated planning;
2. The County and Municipalities will remain actively involved in multi-county regional transportation planning;
3. The County and Municipalities will cooperate in the analysis of and response to any major regional industrial, retail/ commercial, recreation or residential development proposals that may impact the transportation systems in Island County;
4. The capacity of the roadway system must be planned, built and managed to meet planned land use densities in UGAs, and the development of transportation modes offering alternatives, such as transit and telecommunications, to the automobile should be encouraged.
5. The planned transportation system should be implemented in a coordinated and cost-effective manner utilizing a fair and sufficient method of funding.
6. All jurisdictions within Island County will cooperate with each other and the State of Washington in coordinated planning for State Highway and Ferry facilities with respect to current revisions to RCW 36.70A as amended by SHB 1487. This coordination recognizes that the State Department of Transportation will be primarily responsible for establishment and maintenance of the level of service for these facilities.

Note: Policy # 6 amended by Resolution C-169-98 on December 28, 1998 by the addition of paragraph #6.

POLICY #7

POLICIES ON AFFORDABLE HOUSING, FOR ALL OF THE POPULATION

It is the policy of the County and Municipalities that:

1. A wide range of housing development types and densities throughout the County should be encouraged and promoted to meet the needs of a diverse population and provide affordable housing choices for all;
2. Manufactured home parks at Urban densities, should be located within Urban Growth Areas.
3. Multifamily housing, at urban densities, should be located within UGAs and/or unincorporated Rural Centers;
4. The County and Municipalities should provide appropriately zoned lands and/or location criteria to assure the inclusion of multi-family housing and manufactured home parks within Urban Growth Areas and should provide for other types of housing for individuals with special needs throughout the county;
5. The comprehensive Plans of the County and Municipalities should consider housing and housing provision options such as:
 - a. Development of boarding houses, single-room occupancy housing, scattered site housing, and accessory housing such as elder cottages, guest houses and/or attached apartments;
 - b. Establishment of a public/private housing trust fund to provide loans and grants for development of low to moderate-income housing and housing for persons with special needs;
 - c. Identification of publicly-owned properties, excluding those designated as Resource or Critical Lands, that could serve as possible sites for development of affordable low income or senior housing; and
 - d. Identification of regulatory relief actions such as inclusionary zoning, density bonuses for the development of lower-cost housing or in-lieu-of payments into a housing trust fund, forgiveness of impact or mitigation fees for low-income housing as authorized under the Growth Management Act or priority permit process treatment of housing developments intended for or including affordable housing.
6. It is intended that provisions for affordable housing will be required elements of the economic development and comprehensive plans of the County and the Municipalities.

POLICY #8
**POLICIES FOR PARKS, RECREATION
OPEN SPACE AND NATURAL LANDS**

To protect the rural and scenic character of Island County and to ensure that both urban and rural residents of the County have reasonable access to and opportunities for outdoor recreation, it is the policy of the county and the Municipalities that:

1. Each jurisdiction intends to include a park, recreation and open space element in its GMA Comprehensive Plan. These elements shall be coordinated and, where appropriate, the County and each of the cities should adopt level of service standards and definitions. Capital facility plans for funding and acquisition of new parks and recreation facilities should also be coordinated between the county and each of the cities to ensure efficient and effective use of public funds.
2. Establish a county-wide system of non-motorized trails. Trails would be established on a region wide basis.
3. Identify, establish and protect open space corridors and greenbelts within and between urban growth areas through (a) public acquisition of fee or lesser interests in these corridors by purchase donations, incentives such as density bonuses; and (b) by use of the open space tax program.
4. Develop and adopt a County-wide plan for the preservation and acquisition of lands for open space, recreation, and natural resources (Natural Lands Plan) that can serve as an “implementation umbrella” for municipal plans with open space components. The Plan should prioritize voluntary acquisition of sites based upon their conservation, open space, or recreation value. The Plan should coordinate implementation programs to acquire and protect these identified sites. The plan should implement County Comprehensive Plan policies regarding protection of the rural character and livability of Island County by protecting open space corridors, areas that are important to separate and define urban growth areas, and areas of more intensive rural development.
5. To preserve open space and create recreational opportunities by innovative incentives and/or regulatory techniques such as, but not limited to, purchase of developments rights, conservation easements, land trusts and community acquisition of lands for public ownership shall be encouraged.
6. The use of open space taxation laws shall be evaluated as a useful method of land use control and resource preservation.
7. Maintaining recreation and open space corridors shall be coordinated with land use elements.
8. A park and recreation system shall be promoted which is integrated with existing and planned land use patterns.

COUNTY WIDE PLANNING POLICIES

Adopted By Resolution No. C-120 –98, September 28, 1998

Revised #6.6 on 12/28/98; Revised #5.10 on 2/ 22/99, Resolution C-10-99

9. School districts, local public agencies, State and Federal governments, recreation districts, the Federal government, and private entities should work together to develop joint inter-agency agreements to provide facilities that not only meet the demands of the education for youth, but also provide for public recreation opportunities that reduce the unnecessary duplication of facilities within Island County.
10. Review, comment and coordinate with Navy plans such as the NAS Whidbey Island Base Master Plan, Natural Resources Management Plan, Outdoor Recreation Management Plan, etc. as Appropriate, and continue to maintain active communication.

Note: This policy #8 was adopted as an amendment to the County-wide Planning Policies by the Board of Island County Commissioners and the Municipalities on July 27, 1998

POLICY #9

POLICIES FOR PROJECTING POPULATION GROWTH AND EMPLOYMENT

It is the policy of the County and Municipalities that:

1. **Initial Growth Projection:** Initial population and employment growth projections will be established as follows:
 - a) The County has elected to use the 1995 Office of Financial Management 2020 High Series Population Growth for the County Comprehensive Plan. The Municipalities do not necessarily concur with this policy. The Municipalities previously elected to prepare their Comprehensive Plans for planning periods ending in 2010 or 2013 utilizing the earlier OFM single series projection which is now considered to be the Medium Series.
 - b) The County has prepared population projections for each Municipality for the planning period projected to the year 2020 using a rate of growth assumed by the municipality in its comprehensive plan. The Municipality will accept the County projections and allocations for the purposes of planning the unincorporated portion of the urban growth area with the understanding that the projections and allocations will be reconciled on the basis of long-term monitoring as provided for below and in Policy #3. The initial population growth projections are set forth in Attachment A.
 - c) The Island County EDC Jobs Forecast dated March 26, 1998 will be used to project employment growth. The initial employment growth projections are set forth in Attachment A.
2. **Long-term Monitoring.** Though not required by the GMA, the County in collaboration with each Municipality will implement a monitoring and evaluation program modeled after the process set forth in RCW 36.70A.215 and Policy #3, Item 5 above. The long-term monitoring program shall commence as soon as results of the U.S. Year 2000 Census and updated OFM projections have been released, and shall be repeated in 2006, 2011 and 2016. The Municipal and County Comprehensive Plans will be collaboratively synchronized and reconciled by 2006. Revised UGA boundaries shall be based on such factors as the ability to provide urban services.

3. **General Objectives**

Consistent with Policy #3, Item 5 above, the following are examples of general objectives that shall be considered in the establishment of specific benchmarks:

- b. **Population Distribution:**
 - Increase the percentage of total county population growth occurring inside the urban growth areas, including potential non-municipal Urban Growth Areas in Freeland and Clinton.
 - Decrease the percentage of total county population growth occurring in the rural areas.

COUNTY WIDE PLANNING POLICIES

Adopted By Resolution No. C-120 –98, September 28, 1998

Revised #6.6 on 12/28/98; Revised #5.10 on 2/ 22/99, Resolution C-10-99

- Encourage, to the extent permitted by the GMA, as much rural growth as possible as infill within the logical outer boundaries of existing, designated Areas of More Intensive Rural Development.
- c. Employment:
- Increase non-military, locally-based jobs from the current 40% of the County labor force to 50% of the labor force by the year 2020, an increase of approximately by 4,000 local jobs above the current level of non-military, locally-based jobs.

ATTACHMENT A

<u>Population</u>	<u>1996</u>	<u>2020</u>	<u>24-year Growth</u>	<u>Change from % of Growth</u>	<u>Median Forecast</u>
North Whidbey	39,100	57,500	18,400	42%	+2,500
Oak Harbor UGA	19,200	31,000	11,800		
Unincorporated	19,900	26,500	6,600		
Central Whidbey	10,200	14,000	3,800	9%	
Coupeville UGA	1,600	2,000	400		
Unincorporated	8,600	12,000	3,400		
South Whidbey	13,600	26,000	12,400	28%	+4,850
Langley UGA	1,000	2,200	1,200		
Freeland RAID	1,400	2,500	1,100		
Clinton RAID	900	2,000	1,100		
Unincorporated	12,600	23,800	11,200		
Camano Island	12,000	21,300	9,300	21%	+4,850
Island County	74,900	118,800	43,900		+12,200
UGA	21,800	35,200	13,400	30%	
Rural	53,100	83,600	30,500	70%	
<u>Employment</u>	<u>1996</u>	<u>2020</u>	<u>22-year Growth</u>	<u>% of Growth</u>	
North Whidbey	16,143	22,850	6,707	57%	
Oak Harbor UGA	5,516	11,400	5,884	50%	
Unincorporated	10,627	11,450	823	7%	
Central Whidbey	2,287	3,551	1,264	11%	
Coupeville UGA	1,537	2,378	841	7%	
Unincorporated	750	1,173	423	4%	
South Whidbey	2,708	5,634	2,926	25%	
Langley UGA	509	1,310	801	7%	
Unincorporated	2,199	4,324	2,125	18%	
Camano Island	451	1,310	859	7%	
Island County	21,585	33,345	11,760		
UGA	8,138	15,233	7,095	64%	
Rural	13,902	18,112	4,210	36%	