



ISLAND COUNTY PLANNING & COMMUNITY DEVELOPMENT

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~ MEMORANDUM ~

TO: Island County Planning Commission

FROM: Island County Planning & Community Development

DATE: May 13, 2016

SUBJECT: Regarding the Resolution on Urban Growth Area Boundaries And Joint Planning Area Overlays for the 2016 Comprehensive Plan Update

As a part of the 2016 Comprehensive Plan Update, Long Range Planning has been working with the local communities and municipalities to reevaluate Island County's UGAs and JPAs. The UGAs for Oak Harbor and Coupeville are recommended to remain the same, while the UGAs for Langley and Freeland are oversized and are recommended for reduction. A new process of JPA overlays is proposed for Oak Harbor and Langley, while the JPA for Coupeville is recommended to be removed with the amendment of the interlocal agreement between the Town and County to allow for restoring a JPA if deemed necessary in the future.

The Findings of Fact being brought forward to the Planning Commission during this hearing are regarding a Resolution to **finalize draft maps** of the UGA boundaries and new JPA overlays for public review and comment. The draft maps will be incorporated into the Draft Island County Comprehensive Plan and the approval of the draft maps will be included in the Resolution of Substantial Progress to be sent to the Department of Commerce.

Extensive public outreach will take place over the summer months, beginning with five open houses scheduled for July. After all public comments have been received, reviewed and addressed as necessary, the UGAs and JPAs will be finalized with the adoption of the new 2016 Comprehensive Plan.

Enclosures:

Exhibit A – Draft PC Findings of Fact

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ISLAND COUNTY PLANNING & COMMUNITY DEVELOPMENT

ISLAND COUNTY PLANNING COMMISSION

Dean Enell, Chairperson

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~FINDINGS AND CONCLUSIONS~

TO: Board of Island County Commissioners

FROM: Island County Planning Commission

DATE: May 23, 2016

REGARDING: The Urban Growth Area Boundaries and Joint Planning Area Overlays for the 2016 Comprehensive Plan Update

SUMMARY

Island County is required to review their Urban Growth Areas as a part of the 2016 Comprehensive Plan Update. The Countywide Planning Policies also direct the County to develop JPA overlays as a part of this update process. Based on the review conducted, the public and municipal feedback received to date, and the discussion by the Board of Island County Commissioners and Planning Commission at several open public meetings, draft maps have been prepared for inclusion in the Draft Comprehensive Plan for public review and comment.

In addition, Planning and Community Development will be drafting a Resolution of Substantial Progress to send to the Department of Commerce prior to June 30, 2016. Part of this Resolution should include draft UGA Boundaries and JPA Overlays as part of the demonstration of substantial progress on the update of the Island County Comprehensive Plan for the 2016 periodic update cycle.

FINDINGS OF FACT

1. Island County conducts planning activities in accordance with RCW 36.70, the Planning Enabling Act.

2. The Washington State Legislature passed the Growth Managing Act (GMA) in 1990 to guide the development and adoption of comprehensive plans and development regulations of those counties required to plan under RCW 36.70A.040.
3. Island County is required to plan under the GMA.
4. RCW 36.70A.130(3)(b) requires UGAs to be revised to accommodate the urban growth projected in the succeeding twenty-year period.
5. Goal 1 of the GMA states Island County should “encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.”
6. Goal 2 of the GMA states Island County should “reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.”
7. Goal 12 of the GMA states Island County should “ensure that those public facilities 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.”
8. RCW 36.70A.110(1) requires Island County to designate urban growth areas in which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature.
9. RCW 36.70A.110(2) states Island County shall include areas sufficient to permit the twenty-years of urban growth that is projected based on the growth management population projections made by the Office of Financial Management.
10. RCW 36.70A.110(2) allows counties to use discretion in accommodating growth and determining a reasonable land market supply factor using local circumstances.
11. RCW 36.70A.110(3) states “urban growth should be located first in areas already characterized by urban growth that have adequate existing public facility and service capacities to serve such development, second in areas already characterized by urban growth that will be served adequately by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private sources, and third in the remaining portions of the urban growth areas.”
12. The GMA requires that counties subject to the GMA adopt Countywide Planning Policies (CWPP) and further requires that these policies be developed with the cooperation of the municipalities within the county as per RCW 36.70A.210(2).
13. In order to address the requirements of the GMA, Island County, and the jurisdictions within Island County first adopted CWPPs in 1992 which were subsequently revised in 1998 and 1999.

14. In 1998, the Board of Island County Commissioners approved Ordinance C-123-98, which designated urban growth areas for Oak Harbor, Coupeville and Langley, and designated Freeland as a Rural Area of More Intense Development (RAID).
15. On December 10, 2007, the Board of Island County Commissioners adopted the initial Freeland Subarea Plan and designation of Freeland as an NMUGA.
16. On August 14, 2008, the Washington Supreme Court ruled, in case No. 80115-1, that UGAs must be large enough to accommodate the projected population increase, and cannot exceed the amount of land necessary to accommodate the urban growth project, plus a reasonable land market supply factor.
17. On April 1, 2013, Island County Planning & Community Development staff reached out to Oak Harbor, Coupeville and Langley to form an Intergovernmental Working Group (IWG) to better coordinate with the jurisdictions on the 2016 Comprehensive Plan update process, including updating the CWPP and population projections.
18. On November 3, 2015, the Board of Island County Commissioners approved Ordinance C-100-15 revising the CWPP.
19. The updated CWPPs created a methodology, CWPP 3.3.4 and Appendix A, to guide future population projections and allocations to ensure consistency in addressing future growth needs.
20. The 2036 Island County population projection is estimated at 9,411, as adopted in Resolution C-76-13; and
21. CWPP 3.3.9 allows UGAs to be reduced in size if population estimates or allocations indicate the UGA is larger than necessary to accommodate a 20 years supply of buildable lands, densities with the UGA have been increased such that the UGA is larger than necessary to accommodate a 20 year supply of buildable lands, or urban services cannot reasonable be provided to the area included in the proposed UGA.
22. The Planning Commission finds that Island County Planning & Community Development conducted a Buildable Lands Analysis which determined that:
 - a. Oak Harbor's UGA had adequate land to accommodate the 20 years of allocated growth and employment; and
 - b. Coupeville's UGA had adequate land to accommodate the 20 years of allocated growth, with a slight deficiency in land available for employment; and
 - c. both the Langley UGA and the Freeland NMUGA had excessive capacity to accommodate the 20 years of allocated growth and employment, and a reduction in those UGAs to be necessary.

23. CWPP 3.2 states the County shall designate Potential Growth Areas (PGA) and areas of Long-Term Rural Significance (LRS) within the Joint Planning Areas (JPA) to guide and control future development and Urban Growth Area (UGA) expansions, and these shall be adopted as Comprehensive Plan Overlays which will apply in addition to any underlying comprehensive plan or zoning.
24. CWPP 3.3.6 established a process of prioritizing which areas within the JPA, the UGA should be expanded into first, designated as PGA, which areas should be expanded into second, undesignated areas, and which areas should be expanded into last, designated as LRS.
25. The Planning Commission finds that Island County Planning & Community Development worked with the Intergovernmental Working Group (IWG), which consisted of staff from Oak Harbor, Coupeville and Langley, and held 19 meetings to discuss updates to the CWPPs, population projections, JPA designations and UGA boundaries for the 2016 Comprehensive Plan update.
26. The Planning Commission finds that Island County Planning & Community Development held 6 community meetings in Oak Harbor, Coupeville, Freeland and Langley to discuss JPA overlays and UGA boundaries for the 2016 Comprehensive Plan update, where general support was received for:
 - a. the reduction of the Langley UGA; and
 - b. the reduction of the Freeland UGA to “the smallest feasible size”; and
 - c. the removing the Coupeville JPA.
27. The Planning Commission finds that on April 18, 2016, the Langley City Council submitted to the County their recommendations for JPA designations.
28. The Planning Commission finds that on April 22, 2016, the Mayor of Coupeville submitted a letter to the County approving the removal of the Coupeville JPA.
29. The Planning Commission finds that the draft UGAs mapped as Exhibits A, B, C and D are sufficient to permit the twenty-years of urban growth that is projected based on the growth management population projections and should be incorporated in the Draft Comprehensive Plan for public review and comment.
30. The Planning Commission Finds that the JPA mapped in Exhibit G will be removed and the interlocal agreement between Island County and the Town of Coupeville adopted in 2002 by Ordinance C-02-02 will be amended to allow the reestablishment of a JPA if deemed necessary.
31. The Planning Commission finds that the final UGA boundaries and JPA overlays will be established when the 2016 Island County Comprehensive Plan is adopted following the conclusion of the public comment period.
32. The Planning Commission finds JPAs may be reevaluated when necessary with Comprehensive Plan Updates.

CONCLUSION

The Island County Planning Commission has reviewed the maps enclosed as Exhibits A-G and hereby recommends that the Board of County Commissioners adopt a resolution directing Island County Planning and Community Development to:

- Incorporate the UGA boundaries and JPA overlays enclosed hereto as Exhibits A-F into the Draft Island County Comprehensive Plan for public review and comment;
- Include the approval of these draft maps in the Resolution of Substantial Progress to the Washington State Department of Commerce; and
- Amend the interlocal agreement with the Town of Coupeville to remove the JPA enclosed hereto as Exhibit G and outline a process for establishing a future JPA as deemed necessary.

Respectfully submitted through the Island County Planning Department to the Board of Island County Commissioners, pursuant to RCW 36.70.430, this _____ day of _____, 2016 by,

Dean Enell
Chair, Island County Planning Commission

Enclosures:

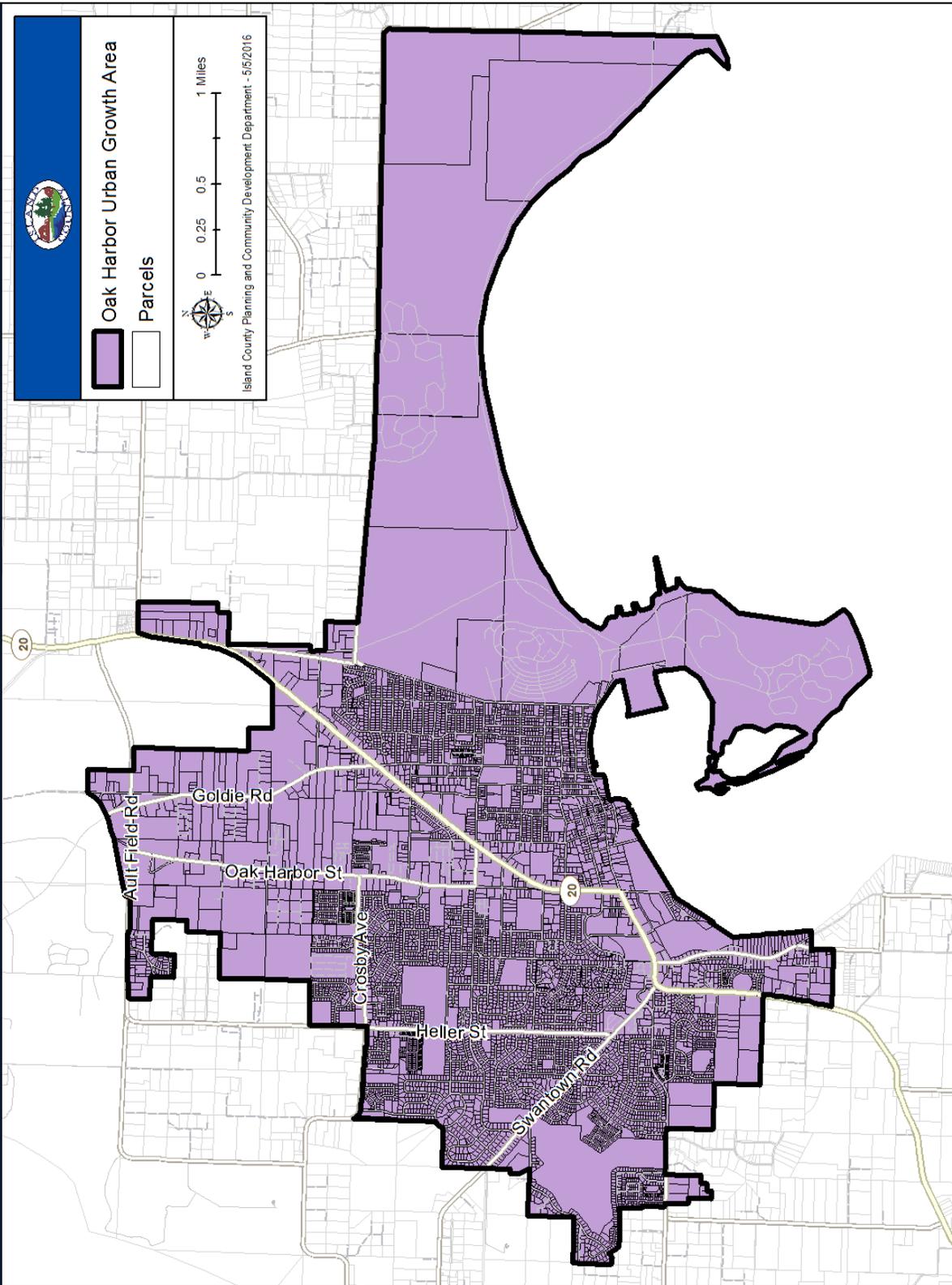
- Exhibit A - Map of Oak Harbor Urban Growth Area
- Exhibit B - Map of Coupeville Urban Growth Area
- Exhibit C - Draft Map of 2016 Freeland Non-Municipal Urban Growth Area
- Exhibit D - Draft Map of 2016 Langleys Urban Growth Area
- Exhibit E - Draft Map of 2016 Oak Harbor Joint Planning Area Overlay Designations
- Exhibit F - Draft Map of 2016 Langleys Joint Planning Area Overlay Designations
- Exhibit G - Map of Coupeville Joint Planning Area (Proposed To Be Removed)

EXHIBIT A

Oak Harbor Urban Growth Area

Oak Harbor Urban Growth Area

Island County Comprehensive Plan 2016



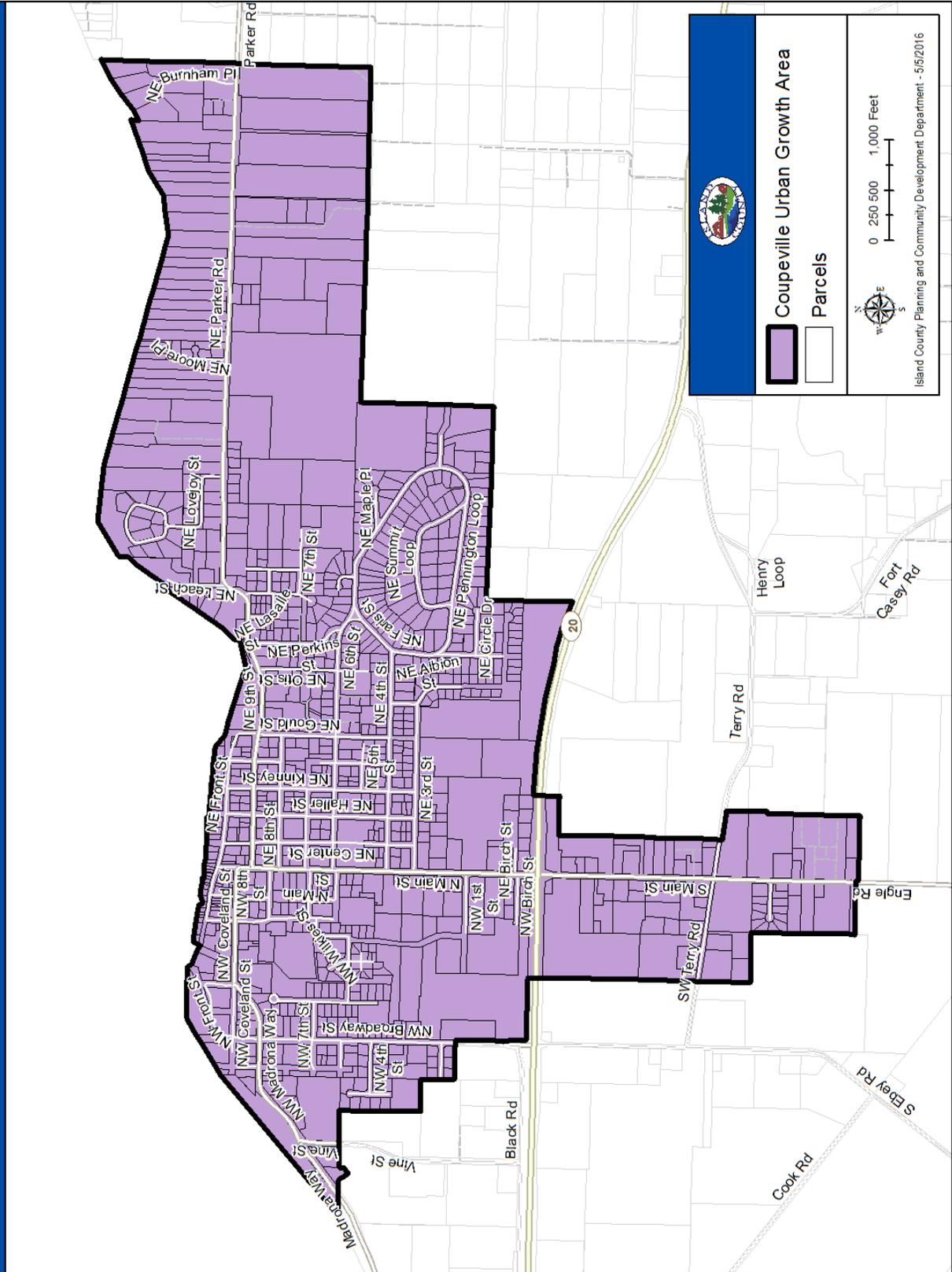
This map is intended to be used as a guide. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility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

EXHIBIT B

Coupeville Urban Growth Area (Town Boundaries)

Coupeville Urban Growth Area (Town Boundary)

Island County Comprehensive Plan 2016



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EXHIBIT C

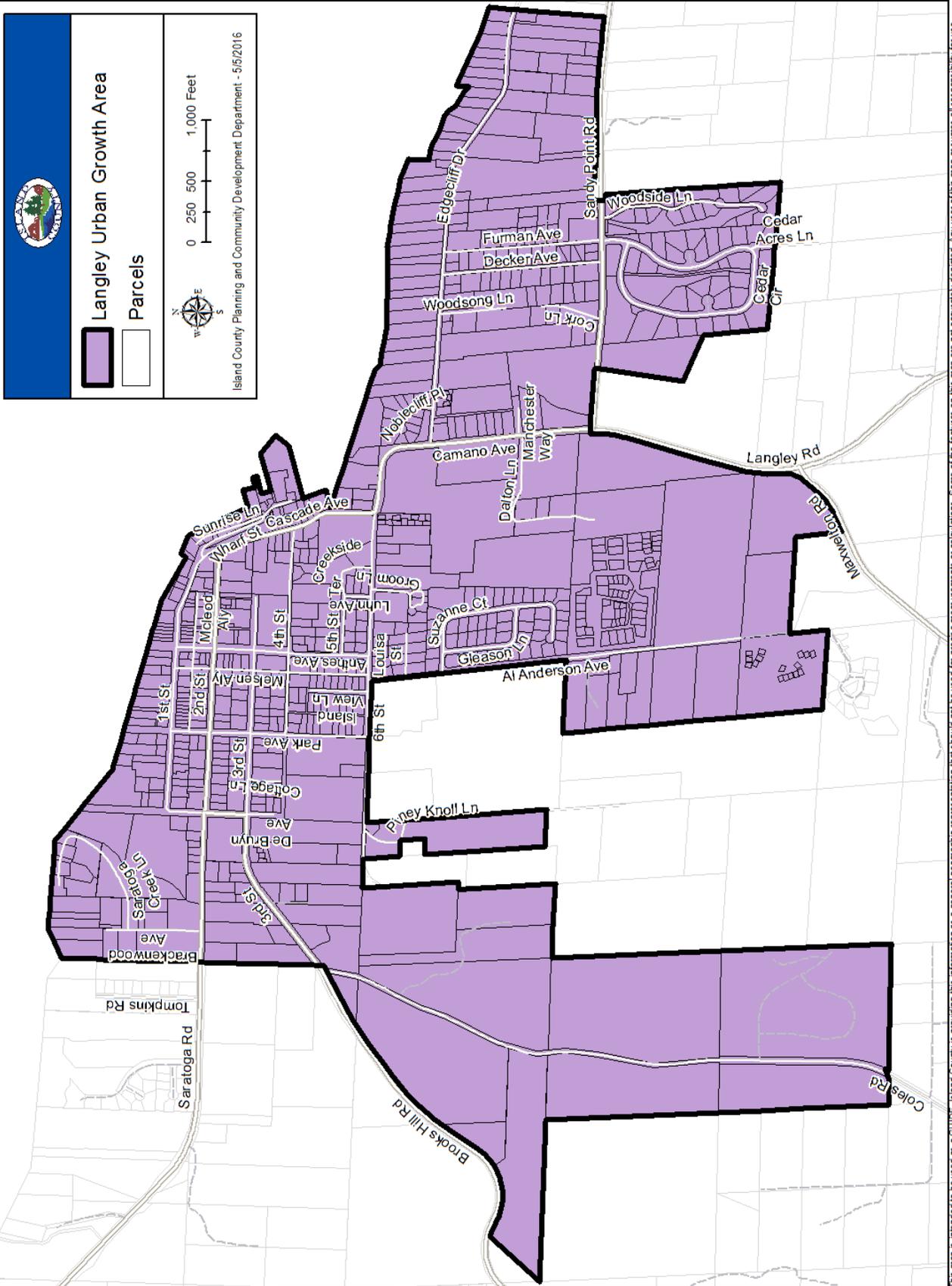
Draft Map of 2016 Freeland Non-Municipal Urban Growth Area

EXHIBIT D

Draft Map of 2016 Langley Urban Growth Area

Draft Map of 2016 Langley Urban Growth Area

Island County Comprehensive Plan 2016



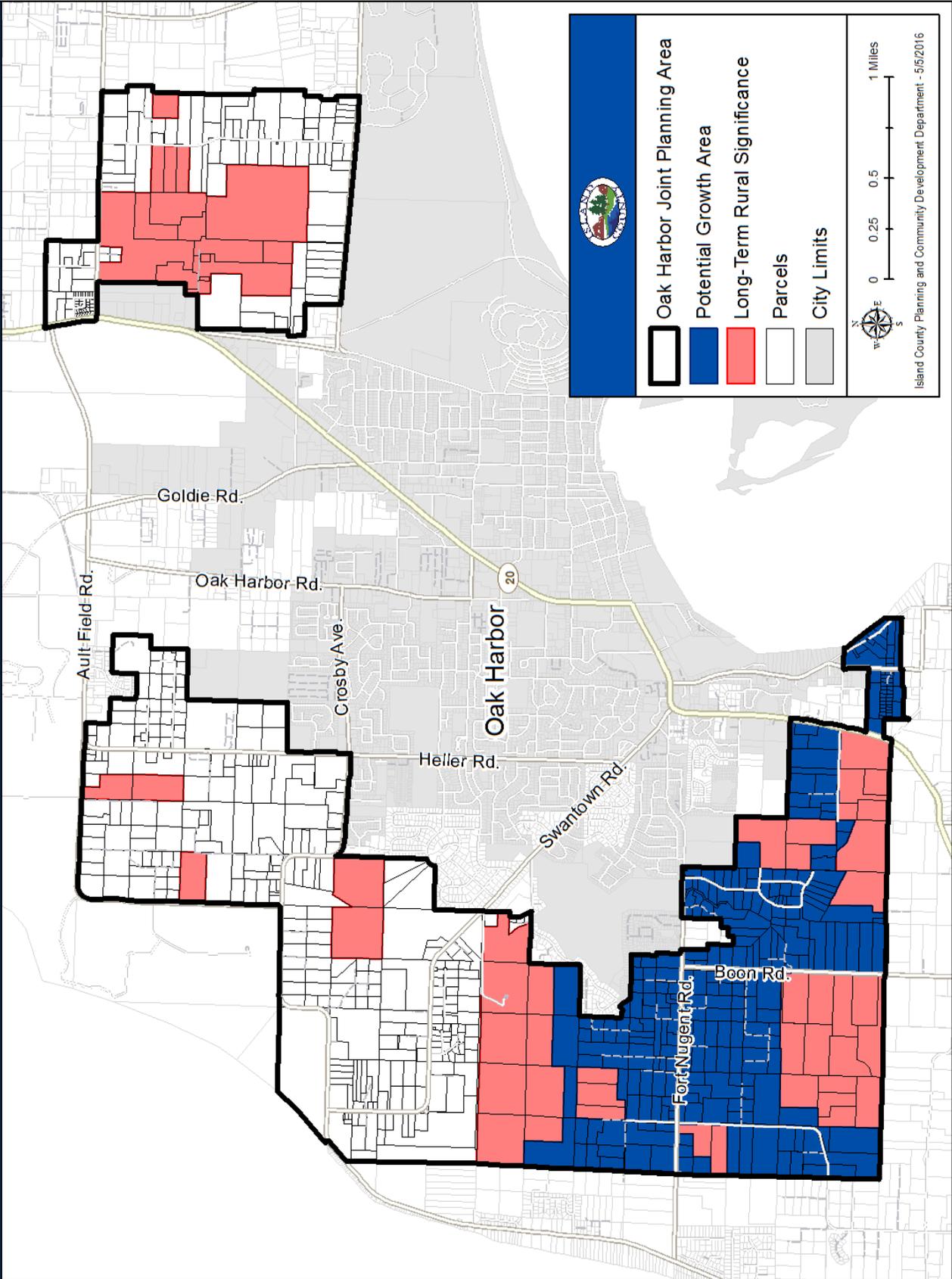
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EXHIBIT E

Draft Map of 2016 Oak Harbor Joint Planning Area Overlay Designations

Draft Map of 2016 Oak Harbor Joint Planning Area Overlay Designations

Island County Comprehensive Plan 2016



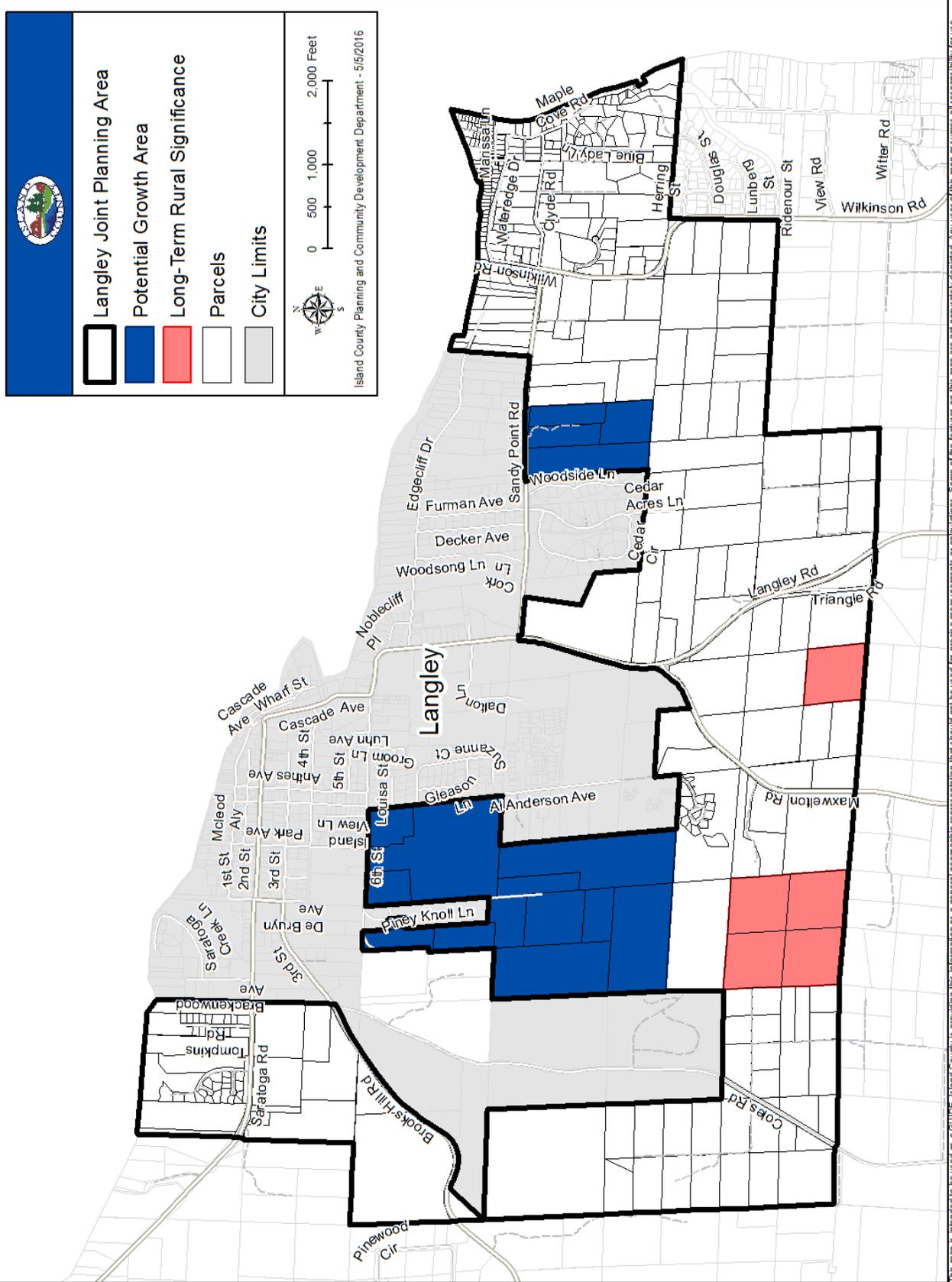
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EXHIBIT F

Draft Map of 2016 Langley Joint Planning Area Overlay Designations

Draft Map of 2016 Langley Joint Planning Area Overlay Designations

Island County Comprehensive Plan 2016



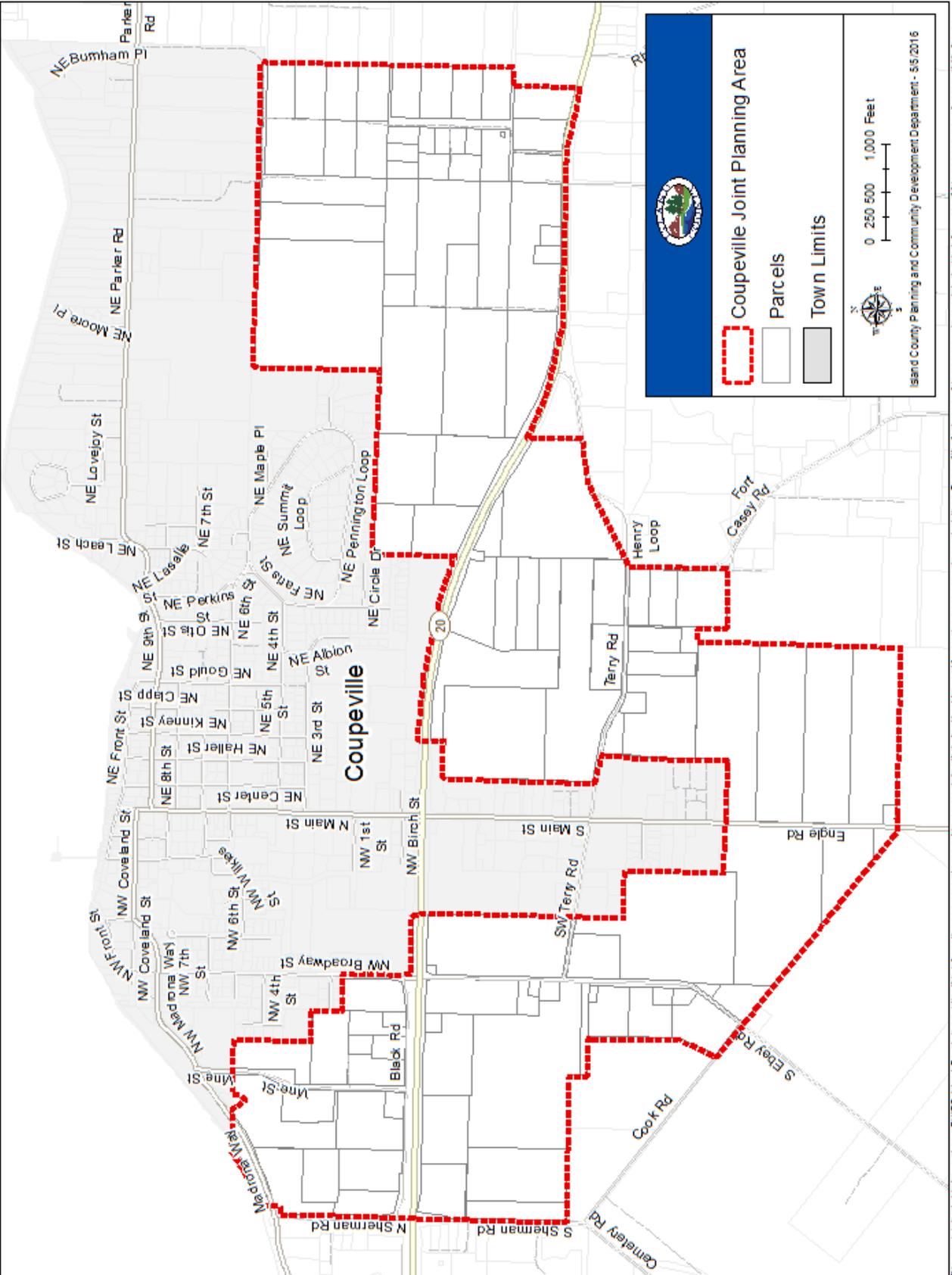
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EXHIBIT G

**Map of Coupeville Joint Planning Area
(Proposed To Be Removed)**

Coupeville Joint Planning Area - To Be Removed

Island County Comprehensive Plan 2016



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