

**PLANNING COMMISSION SPECIAL SESSION**  
 501 N. Main St., Coupeville, WA,  
 Juvenile Detention Center Classroom  
**TUESDAY, August 26, 2014**

	<i>Members Present</i>	<i>Members Absent</i>
<i>District 1</i>	<i>Val Hillers – Chair</i>	
	<i>Dean Enell</i>	
	<i>Mike Joselyn – Vice Chair</i>	
<i>District 2</i>	<i>Jeffery Wallin</i>	
	<i>George Saul</i>	
		<i>Leal Dickson</i>
<i>District 3</i>	<i>Wayne Havens</i>	
	<i>Beth Munson</i>	
		<i>Scott Yonkman</i>

Meeting was called to order at 1:02 p.m. by Chair Hillers.

**ROLL CALL**

Dean Enell, Mike Joselyn, Wayne Havens, Val Hillers, George Saul

**Minutes:**

May 13, 2014, May 27, 2014 and June 10, 2014

*Commissioner Joselyn moved to approve the minutes as written, Commissioner Enell seconded, motion carried unanimously.*

Planning staff present: Dave Wechner – Planning and Community Development Director, Will Simpson – Long Range Planner, Brad Johnson – Long Range Planner, Amanda Almgren – Long Range Planner, Bill Oakes – Public Works Director

**ITEMS FROM THE PUBLIC**

NONE

**DIRECTOR’S REPORT**

Director Dave Wechner read and discussed the Planning and Community Update Report dated August 20, 2014 that was sent to the Board of County Commissioners.

Commissioner Enell asked Dave Wechner whether there was a draft UGA map being redone for Freeland and when will it be available for the Planning Commission to view it.

Dave Wechner responded to Commissioner Enell that Brad Johnson will be able to discuss it with the Freeland Water/Sewer District and it will be an ongoing conversation.

Brad Johnson responded there would be a separate item when they present the UGA alternatives to the Planning Commission for consideration. For analysis purposes a map was created for Freeland and when they get the maps for all of the UGA’s staff will bring them forward to the Planning Commission.

Commissioner Saul asked staff if he would be able to comment at all on some of the proposed changes to the Fish and Wildlife Habitat regulations.

Brad Johnson answered Commissioner Saul's question there was one change that resulted from last night's meeting. The Board was looking for some additional clarity on the definition of regulated and unregulated streams specifically with respect to the last sentence in the definition which speaks to regulated streams being water courses that drain or are routed through regulated wetlands. The Board was wondering, in response to public comment, just how far that connection could be for a wetland 2 miles distance that drains through a series of road ditches, would that still be a regulated stream. The intent was that it would be a watercourse that had some direct physical connection to a wetland, the Board was asking for some additional clarity on that.

Dave Wechner added it was language that for some citizens creates an ambiguity and they were not sure whether they were doing work in a regulated stream or not. The Board had some consensus about what they wanted regarding regulated streams but they want to take a closer look at permit processes for farming practices. The Board wanted regulated streams to be well defined so that people will know when they are within the boundaries of regulated streams.

Commissioner Wallin was acknowledged as being present for the Planning Commission meeting.

### **NEW BUSINESS** –

**Public Works – Hearing:** Adoption of the Six-Year Transportation Improvement Program 2014-2019 and the Capital Improvement Program 2014-2019.

Public Works Director Bill Oakes referred the Planning Commission to the Capital Improvement Plans and explained the coding on the maps. If it has a box with just a number it is on the Transportation Improvement Plan Project. If the project has a box with a 5 and a dash and a letter it is a miscellaneous drainage project, those are projects that are generally less than a \$150,000.00 and smaller in nature and included in the Transportation Plan and it is just a single line and have been listed on the maps. If it is listed as an outfall it is generally a drainage system that drains a road ditch and then discharges at the shoreline. If it is listed as a culvert it is basically a pipe underneath the road. In general it is a funded plan, he further explained that some jurisdictions put everything in the transportation plan that they think they need but they do not have funding for. Sometimes that is done to demonstrate need more than necessarily demonstrate than what can be delivered. Island County's philosophy is to focus on what can be delivered but he has to admit that there are a couple of speculative projects in the plan. One is the Crescent Harbor/Regatta Intersection, which is a partnership with the Navy and the City of Oak Harbor. That project is not funded for construction and there is speculation that it may be funded with federal funding but that funding is not secured, it is shown as project 36. The other speculative project is the Harbor Ave complete street project in Freeland. It is a multi-use type project that would address pedestrian, cyclists, motorized use and parking. Again, that project is programmed as speculative federal funding. The last key is in a box and has a CW and a number, Clean Water Utility is funding those projects.

Commissioner Hillers asked Mr. Oakes if everything that is listed on the maps is also on the documents.

Director Oakes replied to Commissioner Hillers question the document does list it for specific projects. There are ongoing programs that are listed in the TIP, for instance the transportation element planning. Every year they do miscellaneous guard rail projects, the overlay, if it is a programmatic funding line; it is not shown as project since it is countywide and not on a specific location. But every project that is tied to a specific location is shown on the maps, including the drainage projects for the capital program.

Bill highlighted the projects that have changed. They have funded construction for things that have changed this year; New County Road which is a connector along a section of the County that is only served by the state highway that is a through road. The other is the Clover Valley/Ault Field and Heller Intersection which is programmed to have roundabout built. There are also some feasibility studies funded in late years, the Whidbey Island Airpark access, and trail feasibility studies, Clinton North, Clinton to Langley Trail, Midvale Trail and Bon-Air Dr. to restore access to the Driftwood area. There is also a feasibility study for West Camano, it is a steep down grade to a T-intersection, has a history of accidents going through the stop sign and are looking at possibilities to address that location. Public Works has installed flashing LED red stop signs and flashing yellow stop ahead signs, they have been fairly effective. A guard rail used to be hit fairly regularly and it has not happened with the frequency it used to happen. Those are the lead-ins to potential new projects that have been included in the plan. There are also a couple of bicycle touring projects; one on South Whidbey and the other on Camano Island.

Commissioner Hillers asked Bill if the bicycle tour route would be separate from the road or a wider shoulder.

Director Oakes responded to Commissioner Hillers' inquiry at certain low volume roads they can sign by National standards as a bicycle route and for higher volume roads there needs to be a certain amount of shoulder. Both of the cases, Camano and South Whidbey require minor shoulder improvements in some places but in general they can be signed as a bike route as is.

Commissioner Saul said that he was noticing that in 2015 and 2016 there is a bump up to 4 or 5 million in transportation and then in 2017 and 2018 there is a bump up to 9 or 9 ½ million is that realistic or is it always a hockey stick two years after.

Bill Oakes responded to Commissioner Saul that it is all tied to the two major projects that have been funded for construction; they are in 2016 and 2017. New County Road will be the biggest project he has ever built in Island County; it will cost about 6 million dollars in construction just on that job. Camano Hill on Camano is about 5 million.

Commissioner Havens asked Director Oakes if there was anything in the plan to re-do the boat ramp on Maple Grove.

Bill Oakes responded to Commissioner Havens there are permits on board now to do a resurface of the ramp this fall.

Commissioner Havens stated that it has been at least 30 years since there was work done on that ramp, he remembers helping pour the concrete back then.

Commissioner Wallin asked Bill Oakes about the Maxwellton boat ramp.

Bill responded to Commissioner Wallin that the Maxwelton boat ramp was more difficult. There is a large sand bar that is moving across that ramp area and what will probably happen is that the sand will move past and then they can reopen that area.

Commissioner Enell asked Bill if that particular project would be a port project.

Bill Oakes responded to Commissioner Enell that there are partnerships with the Port but they are only partnerships. It would be a mixture of Island County Parks and the Port of South Whidbey.

Commissioner Enell asked Director Oakes about the Clinton to Langley bike way. It is number 43, he said that it looks like it is funded in 2017 and he read in the paper that it was to be completed in 2016. He asked why it was changed.

Bill responded to Commissioner Enell that the funding is secured it could possibly occur in 2017. It is a matter of whether the funding can be accelerated. 2016 is the earliest this project may occur but 2017 might be realistic but he tried to push it to earlier if he can.

Commissioner Enell wanted to compliment Bill Oakes on getting that one put in there. He was quite please s and amazed that it was going to happen as quick as it did. He thinks it is a wonderful step in a good direction.

Bill Oakes responded there is a little bit of shoulder work that needs to be done with that and that is why he thinks, and he is not sure they have all the right of way, it hinges on whether he has to purchase land to build it will delay it. That is about a year's process.

Commissioner Enell said there was a comment regarding SR525 Trail – Cameron to Bush Point.

Bill responded to Commissioner Enell that there is a portion that is still in the plan and he is referring to project 16, the Freeland Trail Segment 1, which goes from Main to Cameron. The Cameron to Bush Point project was directed to be removed by the Board of County Commissioners and is no longer in the plan. There are lots of projects that are not in his plan that are waiting for funding but as part of the vision of the separated trail from bridge to ferry, it is still in there but there some issues coordinating with Island Transit. There was a park and ride to be located at the northwest corner of Bush Point Island and he is not sure if that is still in the works. Part of the trail would service that park and ride until that sort of attractor for that pedestrian facility is solidified more, that section was put on hold.

Commissioner Enell asked Bill if there are any parts of that trail between Deception and Clinton that are in the plan of the off-road bike trail.

Bill answered Commissioner Enell's question the feasibility for looking at starting from Clinton and going North, there is a pedestrian facility, it is in somewhat disrepair but rebuilding it is part of that vision and taking a separated trail north once it breaks out of the urban area of Clinton is the feasibility study. The Libbey Trail head and extension would continue the Central Whidbey Trail to the north and tie it into another trail head location.

Commissioner Enell stated he guessed it was number 40 the Clinton to Langley trail feasibility from 2016 and requested Director Oakes to tell the Planning Commission about the Midvale Trail feasibility.

Bill replied to Commissioner Enell's comment the Midvale Trail was a request from the Clinton Community area looking at a right of way that is an existing right of way that, he thinks it is an existing right of way that goes between Midvale Rd and what was realigned by the State to the highway. Topographically it is hard to do that because it is very steep. When the State did all the rework they dropped the highway grade significantly, it is about 16 feet up in the air where the road slope hits the existing ground level. The Midvale side does not have those grade challenges but he also has a real estate issue with how clear the title is to that right of way. The feasibility is determining they actually have the property right and then the physical feasibility of putting a trail in there. It will be tough; certainly to have an ADA facility is not going to work. There would need to be some kind of stair, a structure and then a trail.

Commissioner Saul asked Bill Oakes about the connector road on Race to Houston. He asked for some background since he is not aware of the overwhelming clamor to spend 6 million dollars on that.

Bill responded to Commissioner Saul stating if looking at the county road system as a system, it is a glaring point of failure right in the middle of Whidbey Island. A serious accident in that portion of the state highway isolates the north from the south because accidents have happened there, and in working with Central Whidbey emergency systems, they have had blocking accidents at that point out the problem that there is nowhere to detour traffic. To build that redundancy in the whole system, it was originally put up for federal funding, there was slightly less than a million dollars received for it and it was just for design. It is supported by him but from the engineering aspect it is a glowing single point of failure right in the middle of your system. The only other places where there are no alternatives to the highway are very short near the bridge, which is why they are pursuing the project.

Commissioner Enell asked Bill that on item 28 they are only spending \$50,000 in 2015 and then it goes up in 2016 to \$200,000, is something actually going to happen there in 2015.

Bill responded that Race to Jacobs, item 28 is a cooperative project with the DOT. They are realigning Morris and Parker and adding a turn lane for the transfer station facility. That number is the plan in two places, but this is the County's contribution towards the left turn lane. The New County Road items 9 and 10 are the first phase is right of way acquisition and the second phase is construction.

Commissioner Enell asked if it was all County money.

Bill Oakes responded to Commissioner Enell by stating it is all local money. It started out as a federally funded project that was following all the federal guidelines but that money will be expended, there is only about a quarter million left for the right of way phase and then that is the end of the federal funds.

Commissioner Enell stated there are some people in the room like him that probably do not share Bill's optimism and the need for that thing and he personally thinks it is kind of a boondoggle. It started out from the federal government, that's debate for another time.

Commissioner Saul then asked how 6 million dollars from that project get approved. It is the largest line item in the next ten years.

Director Oakes responded to Commissioner Saul by stating it is approved by the Board of County Commissioners. This project has been in the works for quite a number of years and in

the same plan that built Camano Hill Rd as another major project which was a shoulder widening adding shoulders to a road going from the east/west corridor across Camano. The Board made that decision that it is a project they support and it has been in the plan for a number of years.

Commissioner Hillers stated it is why they plan 6 years out, they move along. If there is an accident on Race Rd it can be 4 to 5 hours that traffic is sitting there.

Commissioner Enell recalled that it started out with Rick Larsen getting a federal grant to do that and that was 6 years ago and so it kept it alive for a while and then they backed out of it. He for one is not convinced it is necessary.

Bill Oakes informed the Planning Commission the federal money was not intended to construct the road. The federal money was intended to design it and buy some right of way, which it has done. But the funding was not enough to build it.

Commissioner Hillers asked a question about Engle Road and the concern about the amount of ferry traffic on the road. She asked if there was a way to make the road safer for residents of the prairie when they are moving farm equipment on Engle Road.

Bill answered Commissioner Hillers that it was a question for himself and the DOT. The DOT owns the 520 spur and the signage to direct people from the ferry.

Commissioner Hillers inquired if a truck took the spur, would it be able to turn around to take the ferry. The trucks coming from the paper mill are unable to turn around. She has been hearing from the neighbors on those roads that they are feeling unsafe with moving tractors and slow moving vehicles when there are big trucks and cars trying to get to the ferry. She asked if there can be signs like Skagit County have, where the sign says share the road with farm vehicles.

Bill responded to Commissioner Hillers that he will look at those kinds of signs.

Commissioner Enell asked Bills Oakes what advice he can give him those people that are concerned about the Freeland Trail from Cameron to Bush what would be a practical way to put that back on the schedule.

Bill suggested to Commissioner Enell that they can lobby with Island Transit to continue with the park and ride plans and to create the attractor that a pedestrian facility would serve there. Certainly if they see there are other pedestrian uses between Cameron and Bush, making those pedestrian uses known highlights the need for that trail system. They can send those comments to him or the Board.

Commissioner Enell told Bill Oakes that Public Works recently resurfaced Andreason Rd last year and it is already in bad shape.

Bill responded to Commissioner Enell's comment that there are some issues with their oil and rock and is working on it. Once they have a proven resurfacing method they are going to stick with that. It was very obvious that the overlay did not stick but the chip seal did not stick to where they had patched. What happens is the new asphalt is so clean the new oil gets sucked into the new asphalt and then there is no oil to stick to the rock. They are looking at ways to keep that from happening.

Commissioner Joselyn asked Bill Oakes about the cycling that is done about putting gravel on the roads one year and repaving another. He asked how it was determined.

Bill responded to Commissioner Joselyn by stating there was a computer program that keeps a deterioration schedule on the roads. Once the roads reach a level that they need to get looked at, the engineers and the maintenance staff go out and drive the roads and look at the conditions of the roads to ground truth what the computer is saying. It then is a call between the engineers and the maintenance staff about what is the right treatment for that piece of road. In some cases it will take another chip seal and in some cases it would need an overlay. He explained the process in more detail.

Commissioner Munson's presence was recognized by the Planning Commission.

### **Public Comments**

*Marianne Edaine, Box 53, Langley*

Representing WEAN, Whidbey Island No Spray and Island Beach Access

- While this is Capital Improvement Program and a Maintenance Program, what is missing is road side vegetation. There is money spent on machines and staff time, they would like to see that program lined out and specified so that they may understand what is being done, when, where, how and under what circumstances so that they may track what the vegetation management program is.
- Island Beach access is thrilled there is a cooperation with Public Works. The first water phasing sign has been placed on Marissa Lane.
- They would like for shore access roads be identified and Public Works make that a part of their program to identify and maintain those accesses.

*Steve Erickson, Box 53, Langley*

Representing WEAN

He has a couple of comments on both the project level and the plan level.

- Project level
  - Parker Rd realignment is providing a commercial/industrial access for Island Transit.
  - Entire Industrial area needs to be identified as that in Island County zoning and planning documents.
  - There should be one egress/ingress access to that area, with one internal road.
  - The reality is that there needs to be some constraint to that industrial area.
  - Turning Parker Rd into an industrial entrance road is not good.

Commissioner Saul asked Mr. Erickson if it would be a traffic light situation.

Steve Erickson continued,

- What is being planned on Parker Rd. is basically closing the existing Parker Rd where it is the highway and instead re-routing it to come in about 100 ft. up Morris Rd.
- He has suggested to WSDOT using smart signs that would signal traffic entering road way ahead. They were all rejected by WSDOT.

Commissioner Saul asked if what Steve is talking about is an Island County Decision or a WSDOT.

Bill Oakes responded to Commissioner Saul that it was a WSDOT issue but we are partnering with the DOT on the turn lane project.

Steve said it was a planning issue also since it is being allowed by planning also.

Commissioner Hillers asked if there would be a left turn lane.

Bill responded to Commissioner Hillers that it is for the transfer station.

Commissioner Hillers asked if that is with County money.

Steve continued,

- On a programmatic level, he has seen numerous road sides converted from a stable nice dense cover of slab to grass and scotch broom by improper roadside vegetation management.
- The County needs programmatic roadside vegetation plan and management.
- The other programmatic issue is the problem of various locally rare species and plant communities that do occur in places on the roadside.
- 2001 County Commissioners told the Growth Management Hearings Board that they would develop roadside BMP's. That is one reason why the Growth Management Hearings Board did not order the County to protect locally rare plants, it never happened.
- Bill has cooperated with WEAN on one site on an informal basis for managing an area that has some prairie plants. The problem with informal agreements is that is totally dependent on the people who have made the "handshake" is when those people retire or are replaced, those agreements go away.

Commissioner Joselyn asked Bill Oakes about the repair on the outfall on Maxwellton and when that will happen.

Bill said it was the next project on the Clean Water Utility. He is calling the permitting of the deep water outfalls as almost impossible. The Coast Guard, the Corp of Engineers, the State, Ecology, DNR all gets involved and the permitting hurdles are many. But it is in the next construction season.

Commissioner Enell would like to reiterate the Shore Avenue public beach access and he is very familiar with it and he feels it is perfect public beach access. There are no signs stating that the public can park in that area.

Bill responded to Commissioner Enell's comment that they are currently working on that access.

Commissioner Enell said he would be comfortable approving the program and it is a well done budget. There have been some things brought up that should be passed along to the County, outside having to vote no on the program. It is a good comprehensive data driven budget.

Commissioner Wallin wanted to clarify what the need is behind selecting Houston Rd.

Bill responded to Commissioner Wallin there was no alternative road that could have been selected. This would be the alternative to the highway should something block the highway. The only other place that exists is close to the bridge.

*Commissioner Enell made the motion to approve the Six-Year Transportation Improvement Program 2014-2019 and the Capital Improvement Program 2014-2019 as proposed; Commissioner Joselyn seconded motion.*

Commissioner Enell wanted to add one more comment. As he brought up last time, how often road maintenance was done and he looked at some detail on the methodology for doing that and again he would just recommend from a laymen's point of view, that Public Works delay by one or two years the scheduled road maintenance for any given chunk of road. He thinks they are done too often and does not know how he can change that but that is just his outlook on the subject.

*Commissioner Hillers stated there was one comment added in terms of maintenance, the motion carried unanimously.*

### **Planning & Community Development** – Presentation on the methodology and rationale for the Buildable Lands Analysis.

Will Simpson, Long Range Planner, wanted to make a note that the first item on the agenda was a public hearing and this item is not a public hearing, this is a public meeting purely informational. The Planning Department has been working on the buildable lands analysis over the last six months this is a fundamental step in the periodic review and update of the Comprehensive Plan. This meeting is just to introduce the method for conducting a buildable lands analysis and intend to present the results for the actual analysis in an upcoming Planning Commission meeting but wanted to provide a foundation for future discussions when the analysis is finalized. Staff will be using the terms land capacity analysis and buildable lands analysis interchangeably.

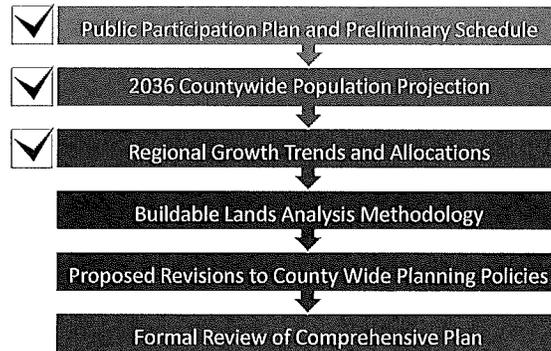
Will Simpson will briefly discuss the relationship between this work and the other tasks necessary for the 2016 Comprehensive Plan update. Amanda Almgren is the new Long Range Planner and she will take over after he introduces the topic and describe the legal requirements under the Growth Management Act, the methodology developed by staff as well as the assumptions that are informing that methodology, which are particularly important. Finally, staff will go over the next steps for both the Planning Commission and the Comprehensive Plan Update process.

#### Outline

- Context
- Introduction to Buildable Lands Analysis
- Legal Requirements
- Methodology
- Assumptions
- Next Steps

Will wanted to clarify the record of how the County got to where they are today. As the Planning Commission may recall the Planning department divided the Comprehensive Plan Update process into two separate phases.

### Phase I Comprehensive Plan Tasks



### Island County Comprehensive Plan Work Program

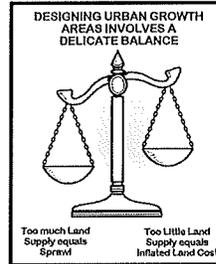
Preliminary Schedule for the 2016 Comprehensive Plan Update	2011				2012				2013				2014				2015				2016			
	Q2	Q3	Q4	Q1	Q2	Q3	Q4																	
<b>Phase 1</b>																								
Preliminary Scope of Work																								
Public Participation Plan																								
Regional Growth Trends and Allocations																								
Buildable Lands Analysis																								
Revise Countywide Planning Policies																								
Formal Review of Comprehensive Plan																								
<b>Phase 2</b>																								
Public Outreach																								
Urban Growth Area Modifications																								
Draft Comprehensive Plan Revisions																								
SEPA Analysis and Public Review Period																								
Draft Development Regulations																								
Final Adoption																								

Will further explained how they are collaborating in municipalities and Island County on both of these work items and intends to present final products the Planning Commission before the end of the year. In terms of revisions to the county wide planning policies, some of the work on the buildable lands analysis will be incorporated into those proposed revisions. The purpose behind that is to ensure that all jurisdictions are utilizing a consistent methodology when they are going through this process and communicating early and often throughout the Comprehensive Plan Review process and that all of the jurisdictions are meeting Growth Management Act requirements. The last phase is the formal review of the Comprehensive Plan. This is the final phase one task; this is essentially when staff members will look at specific elements of the Comprehensive Plan and look at any changes to State law or any new decisions from the courts. The Planning department will create a new Phase 2 Public Participation Plan, where they

envision more extensive public outreach. There will be a better idea of the scope of the project following the formal review.

### Introduction to Buildable Lands Analysis

Urban Growth Area (UGA) Boundaries must include enough land to accommodate the 20 year population and employment projections



5

Amanda Almgren proceeded to discuss the following topics:

- The main goal of the buildable lands analysis is to understand how development might occur under current zoning and if there is enough land to meet the projected demand-both for residential and non-residential uses.
- As the graphic illustrates, there is a need to achieve a balance between too much land within UGAs which may result in sprawl and too little land which will increase property prices. In order to contain sprawl to the best of our ability, we need to encouraging infill development and new developments adjacent to existing urban land uses.

### Growth Management Act Requirements

- Jurisdictions planning under the Washington State Growth Management Act (GMA) must:
  - Encourage development in urban areas where adequate public facilities and services can be provided in an efficient manner (RCW 36.70A.020(1)); and
  - Implement plans and development regulations that reduce the inappropriate conversion of undeveloped land into sprawling, low-density development (RCW 36.70A.020(2)).

6

Amanda further explained the following;

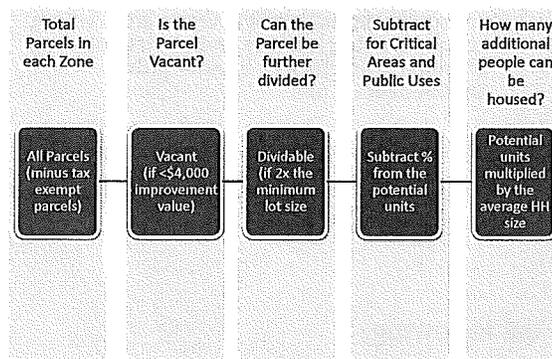
- The Growth Management Act requires counties to consider many issues as part of a periodic review. However, there is very limited guidance on how to go about a buildable lands analysis.
- The major requirements include encouraging development in urban areas where adequate public facilities and services can be provided; and

- Reducing the inappropriate conversion of undeveloped land into sprawl.
- In Island County, our rural character is high valued. It is one of the county's greatest assets. In order to protect the rural character, we need to be proactive in protecting it. Once land has been developed it is difficult to regain the rural character.

### Growth Management Act Requirements (continued)

- Local governments must determine the anticipated amount of population and employment growth for the next twenty-year planning period and ensure that UGAs are adequately sized to accommodate that growth (RCW 36.70A.110 & WAC 365-196-310(2)).
- Jurisdictions must also accommodate other needs associated with anticipated urban growth; including any medical, governmental, educational, institutional, commercial, and industrial facilities.
- As Will reminded us earlier, Island County has determined and jurisdictions within the County have agreed upon the population growth.
- Next we need to determine through this analysis if the UGAs are adequately sized to incorporate this growth.
- Additionally, we need to consider more than simply residential uses in the analysis. All of the elements of land use that make for a strong urban character, such as medical, governmental, educational, institutional, commercial, and industrial facilities, should be considered.

### Methodology: Residential Zones



- The Growth Management Act directs us to ensure there is adequate land for the population projections, but provides very little guidance on how exactly to do this.
- This allows for a lot of local discretion in deciding how to perform this analysis.
- Staff spent considerable time understanding guidance provided by the Washington Department of Commerce and how other counties and jurisdictions have completed their

analysis. Based on this, staff developed an approach and made assumptions they feel are most appropriate for Island County.

- The process used applies to both the urban and rural areas.

Commissioner Hillers asked Amanda when looking at rural areas did she take into consideration the areas that have development rights sold.

Amanda asked Commissioner Hillers for clarification.

Commissioner Hillers responded that there is quite a bit of farming property that no longer has development rights on it; for example conservation easements.

Will Simpson informed Commissioner Hillers that they did not specifically address conservation easements. One important thing to note is that under state law they are only required to look at Urban Growth Areas but as staff was developing a new methodology they wanted to do a test run on both rural areas and rural areas of intense development.

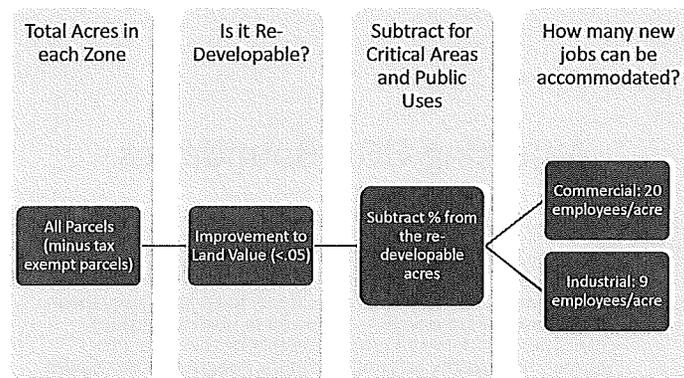
Amanda also stated that they ultimately need to look at UGA and see if they are the right size for the projected growth.

Brad also responded the UGA's is how they determine the capacity, whether or not the UGA's are adequately sized, for example some areas would warrant an increase or decrease. In the rural areas it is much more theoretical where as with the UGA's it is an essential part of the process.

Commissioner Hillers answered Mr. Johnson that she understands what is being discussed but there are several thousand acres.

Further discussion continued.

### Methodology: Commercial, Industrial, High-Density Residential and Mixed-Use Zones



9

## Assumptions

- **Vacant Land or Vacant Parcel**
  - Improvement value under \$4,000
- **Partially Vacant Parcel**
  - Lot size over 2 times the minimum lot size
- **Critical Areas**
  - % of the acres affected by critical areas
- **Land Needed for Public Purposes**
  - 15% needed for roads, parks, and other public purposes
- **Household Size**
  - 2.3 people per household (countywide average household size)

10

Amanda stated as she noted earlier, the GMA doesn't spell out any of the assumptions which need to be determined in order to complete the analysis.

## Assumptions (Continued)

- **Redevelopment of Commercial, Industrial, and High Density Residential Land**
  - An Improvement value / land value less than 50%, property is considered to have a 50% chance for redevelopment in the planning timeframe
- **Commercial Employment Density**
  - 20 employees per acre
- **Industrial Employment Density**
  - 9 employees per acre

11

## Adjusting UGA Boundaries

- **No Change:**
  - If there is found to be adequate land within the UGA boundaries, there is no obligation to expand or reduce the size
  - UGAs contained totally within a national historic reserve, such as the Town of Coupeville, are allowed to restrict densities, intensities, and forms of urban growth if it is necessary to protect the physical, cultural, or historic integrity of the reserve (RCW 36.70A.110 (2)).
- **Expand:**
  - If there is not adequate land to meet the projected employment and population growth, the UGA can be expanded
- **Reduce:**
  - Must plan to provide city services (including sewer) to UGA within 20 years

12

Ms. Almgren pointed out once the methodology and assumptions are agreed upon, there are basically 3 options for UGAs moving forward.

### Next Steps

- Island County is collaborating with planning partners on the buildable lands analysis and revisions to the Countywide Planning Policies
- Finalize the analysis and present the results to the Planning Commission and Board
- Present proposed revisions to the Countywide Planning Policies
- Conduct an internal review of the Island County Comprehensive Plan

13

Commissioner Havens asked staff except for a few places some areas depend on well waters and septic systems, how does someone determine whether land will perc or not or if there is water available. There is a lot of well water being used and there is very limited water in the aquifers.

Will responded to Commissioner Havens, particularly in unincorporated areas this is somewhat of a theoretical exercise. Public Health went through a process in 2005 when they were looking at the density designation for rural areas of intense developments and looked at the amount of ground water available and the potential of seawater intrusion to inform the density in those RAIDs. As the Planning Commission is aware there is a water resources element in the Comprehensive Plan and has begun setting up meetings to discuss some of those issues about the potential capacity for development based on water resources. Essentially, there is a broad theoretical framework and then start to look at other constraints.

Commissioner Munson asked staff where the UGA's where located and how large.

Brad Johnson responded to Commissioner Munson that each one of the cities in Island County is a UGA and has a UGA around it. Langley's UGA is twice the size of the incorporated city itself. In Coupeville's case the UGA is consistent with the city limits. They vary in size and were largely established in 1998 with the adoption of the Comprehensive Plan.

Will notified the Planning Commission that they will have Virginia Shaddy send them the UGA maps.

Commissioner Saul asked Ron Nelson in the audience if he will be involved in the analysis in the perspective of the Economic Development Council.

Ron responded to Commissioner Saul that he will be involved in the process.

Commissioner Hillers informed staff Planning Commission will need the maps showing the RAIDs.

Commissioner Enell asked staff if in the final analysis will a percentage of the new development that occurs on the island, what percentage occurs in a UGA or a city versus a rural area and is there a goal.

Amanda responded to Commissioner Enell that it was done as part as the allocations and population growth.

Brad also informed Commissioner Enell the regional allocation contained an urban/rural split for each one of the planning areas and it had both a low number, status quo number and a target per increase. He further explained the urban and rural split and goals.

Commissioner Enell asked if staff has any idea since the Comprehensive Plan was adopted in 1998 to current, what the percentage might be.

Will responded to Commissioner Enell that he did not remember the specific figures; the change has not been as dramatic as envisioned in the 1998 Comp Plan. What was found in the regional allocation process is that the proportional share of growth has remained really constant both in rural and urban areas. There has not been a shift from what was initially envisioned with the exception of the designation of the Freeland Urban Growth Area.

Commissioner Enell recalled that he worked on the 1998 Comp Plan and the goal was to achieve a 50% for rural and 50% urban growth in those areas.

Brad responded to Commissioner Enell in terms of the percentage of new growth that is occurring that is true. He would suggest if the Planning Commissioners are interested, to review the regional allocations paper that was produced and that has a chart that breaks down over history in each planning area of the percentage of urban versus rural growth is. It varies dramatically by planning area. Obviously on Camano where there is no UGA all of the growth has been rural, North Whidbey has had much more urban growth and the most dramatic shift overtime. South Whidbey had a less of a pronounced increase and perhaps even a decrease, The topic was further discussed.

Commissioner Hillers acknowledged Lou Malzone's e-mail received by the Planning Commission and asked him if he had additional items he would like to discuss.

### **Public Comments**

*Lou Malzone, 5428 Pleasant View Lane, Freeland*

Representing Freeland Water Sewer District

Mr. Malzone responded to Commissioner Hillers the analysis he did was based on his interpretation on the assumptions without understanding what the assumptions were. He has the data to modify what he did in order to get a better picture of the probability of conversion on redevelopment of the commercial property especially in Freeland, especially in the first phase of the sewer project that they want to do. Another question he had was since the Freeland Subarea Plan was based on the buildable lands analysis at that time, will there be any change to the buildable lands analysis in Freeland.

Brad responded to Mr. Malzone that staff is looking at all of the UGA's to find out whether or not the buildable lands analysis is still correct. That is part of the effort to review and update the land use element of the Comprehensive Plan. For each of the UGA's will be looking at the amount of buildable land that is in the UGA, which is the work that Amanda has just completed, staff will comparing it to the regional allocations that were previously completed and the difference between the two sets of numbers will show whether or not there is a deficiency or a

surplus in each of the UGA's. That calculation will lead to proposals to modify the UGA's if necessary.

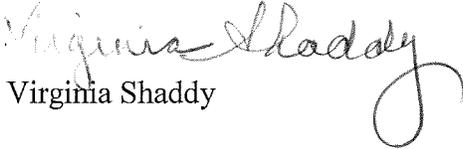
Further dialogue continued concerning the subject and the needs in UGA's and expenses.

Director Wechner stated this was just an introduction to the topic, methodology and assumptions that go into the kind of thinking and questions that need to be answered to move forward. Staff will come back to the Planning Commission after refinement.

*Commissioner Enell moved to adjourn, Commissioner Havens seconded, motion carried unanimously.*

Meeting adjourned at 2:55 p.m.

Respectfully submitted,

  
Virginia Shaddy

