

## Exhibit A

(Land Use Element, Housing Element, Natural Lands Element, Transportation Element, and  
Capital Facilities Element of the Island County Comprehensive Plan)

## ***Non-Municipal Urban Growth Areas***

### **Clinton and Freeland**

Both Clinton and Freeland have developed as unincorporated communities, generally with a full range of land uses. As such, they are logical choices for further growth and to accommodate some of the forecasted population and employment for the county as a whole.

This relates directly to determining how large each of these two UGAs should be, and what the logical boundaries are for this designation. The Non-Municipal Urban Growth Area (NMUGA) Boundary for Freeland was adopted in 2007 (see Map B.1 Freeland NMUGA and FGPA). Related issues include determining an appropriate mix of commercial, residential and other land uses; and what degree of autonomy Clinton and Freeland would have in making local land use decisions.

Probably the key issue in answering these questions is the availability of basic infrastructure, particularly sewer. In addition to sewer, the other major constraints to potential development in Freeland and Clinton is the lack of adequate surface water/storm drainage systems. Even if solutions to sewer are found, development will be constrained without the correction of surface water problems and the planning and construction of storm drainage systems. In 2005, a draft Freeland Comprehensive Drainage Plan was prepared by Fakkema & Kingma, Inc. In Island County, more than most locations, availability of water and sewer (through septic or other systems) drives development, though water is not an issue in the potential development of Freeland or Clinton. Septic systems do not last forever; portions of Clinton are currently experiencing septic system failures. Many portions of Freeland do not “perk” and, without a public sewer, are undevelopable. Both Freeland and Clinton are very limited in the amount of additional growth they can absorb without public sewer and storm drainage improvements. The County recognizes that a sewer system and systems to manage stormwater are needed if these areas are to accommodate the densities associated with non-municipal UGAs. The 2020 Freeland Subarea Plan (FSAP) is based on the premise that a sewer system will be developed to serve the Freeland NMUGA.

Lack of infrastructure raises several issues: it forces the cost of residential development higher, with negative impact on affordable housing; limits business opportunities for people who live and work on the islands; constrains physical occupation of the property; and constrains the types of business which can locate there. It is recognized that Island County government has a central role in the provision of infrastructure for Freeland and Clinton. Citizens throughout the County share a common goal: to create more opportunities to live and work on the islands without compromising rural character.

Existing businesses, such as Nichols Brothers that try to be good neighbors and protect the shoreline, are an important resource. They should be encouraged to stay and grow in Freeland. Though Holmes Harbor’s sewer system is an untapped and under utilized, its roadway system and stormwater system needs improvement.

Freeland has a Public Water and Sewer Districts with the authority to provide sewer services within the Freeland NMUGA. These are: Freeland Water and Sewer District, Holmes Harbor

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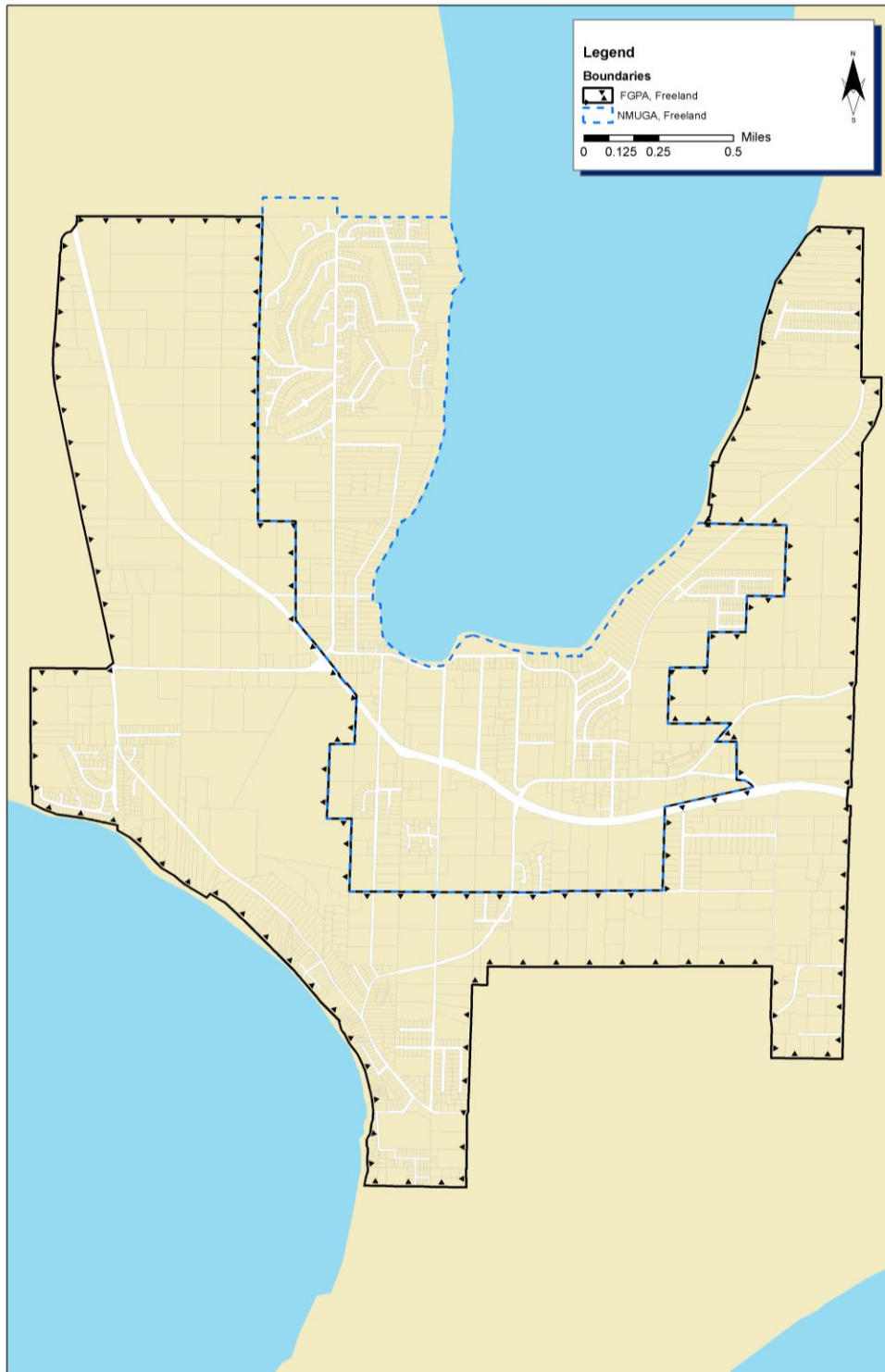
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~~Sewer District, and Main Street Sewer District. annex and create Utility Local Improvement Districts (ULIDs). It may also have the ability, through the state, to create a Public Sewer District. At present, there is no plan to create a Sewer District.~~ The “core area” of Freeland is gathered around Main Street and is considered the “business village” for about a quarter-mile in all directions.

~~Public Water District boundaries should be considered when fixing Community boundaries. The Holmes Harbor Sewer District~~ has existing sewer and water capacity for residential development within its defined geographical boundaries. Similarly, the Main Street Sewer District provides service to 3 lots in the “core area” of Freeland. There exists ~~the a~~ potential of excess capacity within the Holmes Harbor Sewer District and Main Street Sewer District which could possibly be utilized by other residential development within the Freeland NMUGA, subject to a number of legal and regulatory hurdles.

Clinton has a Public Water District, one of the largest systems in the south part of the County. Its “core area” is on both sides of Highway 525. Clinton has been experiencing major problems as septic systems age and collapse, as well as interrelated stormwater management and slope stability problems. Currently, a community effort is under way to begin the process of implementing a sewer system.

**Map B.1 Freeland NMUGA and FGPA**



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between 58 and 63% of the population located in the Oak Harbor UGA. North Whidbey is projected to grow by 14,786 to 17,058 additional people by 2025, or 38 to 44% of the County's projected growth.

### ***Central Whidbey***

The proportionate share of population in the Central Whidbey region has held relatively steady over the years, at 13 to 14%, and is expected to decrease only slightly through the year 2025. Although a significant number of unimproved lands and Planned Residential Development exist, continued water problems in this region are expected to stabilize growth rates. By the year 2025, the Central Whidbey share of the County's population is projected to be 11 to 12%. Consistent with the rest of the county, Central Whidbey has experienced more growth in the rural area than in the Coupeville UGA. In 1970, Coupeville held 17% of the planning area's population, and in 2000 this figure had increased only slightly to 18%. By 2025 the Coupeville UGA is expected to make up 17% of the planning area population. Coupeville currently has no urban growth area outside of its current Town limits, so all new growth will be accommodated through infill development within the existing municipal boundaries. Central Whidbey is projected to show a population increase of between 2,639 and 3,356 people through 2025, or 7 to 9% of the county growth projection to 2020.

### ***South Whidbey***

In recent decades South Whidbey has held a steady 19% share of total county population. This share is predicted to increase between 21 and 23% in 2025 due to continued growth of employment opportunities in the Everett and Seattle areas within commuting distance. Since 1970, rural population growth has outpaced the growth of the Langley UGA. Langley's share of population in the South Whidbey planning area was 11% in 1970, it has fallen to a 1996 share of 7%. By 2025, the Langley UGA share is expected to increase slightly to 9%. A majority of new growth will be accommodated within the existing city limits. Some of the population growth on South Whidbey will be absorbed in the Freeland NMUGA. Projections for South Whidbey show growth between 9,106 to 11,305 people, or 24 to 29% of total county growth to 2025.

### ***Camano Island***

With respect to the rest of the county, the Camano region has experienced the greatest increase in population share. Since 1970, Camano's share has increased from 10% to 16% in 1996. This trend is expected to continue to rise as employment opportunities in Snohomish and Skagit county increase, making Camano Island attractive to commuters. Camano Island is projected to show an increase between 8,972 to 9,764 people, or 23 to 25% of the total county projection to 2025.

### ***Rural and Urban Population Growth***

It is estimated that an additional 38,492 people will be added to the County's population by the year 2025. This represents an increase of 53% over the next twenty years, producing a

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total population of 110,050. The rural portion of the County will accommodate 26,182 to 29,187 new residents, or 68% of this growth, while the urban growth areas will add 12,307

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persons, or 32%. As one of the implementation strategies of this plan, the County has committed to studying the Freeland and Clinton areas for consideration as non-municipal urban growth areas in 1998. If both these areas (Freeland and Clinton) were to become non-municipal growth areas and the urban growth areas expand for Oak Harbor and Langley as shown on the future land use maps at the end of this chapter with cooperation of the municipalities, the rural/urban split of population growth would change dramatically; the estimated result would be a 50% growth in rural areas and 50% in urban areas from 1996 through the year 2020. The three existing Urban Growth Areas do not have the capacity to achieve the 50/50 urban/rural split. The City of Langley would like discussion of the 50/50 split deferred until NMUGA designations are presented. It is anticipated that a Freeland NMUGA designation will be before the Planning Commission for consideration in 2007. The City of Oak Harbor has said they currently lack the public facilities and services to accommodate the additional population associated with the 50/50 allocation. Coupeville is currently not considering expansion of its Urban Growth Area for residential purposes due primarily to water supply problems.

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- A. Natural features and land characteristics are capable of supporting urban development without significant environmental degradation.
- B. The area does not have high current or future economic value for agriculture, forestry, or mineral production and should be able to develop without having a detrimental impact on nearby resource lands.
- C. Opportunities exist for a local balance of housing, jobs and shopping.
- D. The areas within the UGA boundaries for Oak Harbor, Coupeville and Langley as delineated during the formation of their comprehensive plans.

***Non-Municipal Urban Growth Areas (NMUGAs)***

**Definition:**

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.

**Designation Criteria:**

- A. The County, in 1998, has committed to further studying the Freeland and Clinton areas for potential designation as non-municipal urban growth areas. In 2007, Freeland was designated as a non-municipal urban growth area by the Board of Island County Commissioners.

***Existing Master Planned Resorts***

**Definition:**

**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.

**Designation Criteria:**

- A. Proposals for Existing Master Planned Resorts must conform to RCW 36.70A.362.
- B. The proposed resort was in existence on or before July 1, 1990 and met the definition of an Existing Master Planned Resort at that time.  
No new urban or suburban land uses are allowed in the surrounding vicinity of any Existing Master Planned Resort, except in areas otherwise designated for urban growth under RCW 36.70A.362.

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### ***FUTURE LAND USE PLAN MAP***

The maps on the following pages describe the future land use plan for Island County. The land use plan is based on the major issues as identified in Chapter I, the existing land use analysis in Chapter II, and the goals and policies that will be used to guide and accommodate future growth as presented in Chapter IV. Detailed atlases (at 1 inch = 200 feet) which more clearly delineate the Urban Growth Areas and areas of more intensive rural development and future land use classification may be viewed at the Island County Department of Planning and Community Development in Coupeville. Detailed maps of the defined areas of more intensive rural development depicting the Rural Residential, Rural Center, Rural Village, Rural Service, Light Manufacturing and Airport land use designations may be found in Appendix A of the Island County Zoning Code, chapter 17.03 ICC. The Future Land Use Map for the Freeland Non-Municipal Urban Growth Boundary can be found within the Freeland Subarea Plan.

The following is a summary of the acreages portrayed in Figure 3.20 for each of the future land use designations. The municipal Urban Growth Areas of Oak Harbor, Coupeville and Langley, as well as the non-municipal Urban Growth Area of Freeland comprise 5,8257,025 acres, with the potential municipal future land use designations as given by Oak Harbor and Langley shown on the land use map for the unincorporated portion of their UGAs. The UGAs for Oak Harbor and Langley are surrounded by Joint Planning Areas, within which future land use decisions are managed to not preclude UGA expansion. These areas comprise 5,725 acres for Oak Harbor and 733 acres for Langley. The Coupeville UGA also has a surrounding Joint Planning Area, but land use is not managed for UGA expansion because Coupeville has elected to not permit any expansion of its UGA. The Rural land use designation is by far the largest in the rural area at 78,490 acres. The Rural Agriculture and Rural Forest make up 6,080 and 13,990 acres respectively, while the Commercial Agriculture designation encompasses 4,680 acres. The County has also designated 1,580 acres of land as mineral lands of long term commercial significance. The Rural Residential land use designation comprises 9,270 acres. The remaining lands are comprised of 1,210 acres for non-residential and mixed-uses, 150 acres in the Special Review District of Greenbank Farm, 4,980 acres of parks or public ownership and 7,880 acres of federal lands.

Figure 3.21 classifies rural area acreage by minimum lot size. Slightly over 44,000 acres of the County are already divided into lots that are smaller than the 5-acre minimum lot size. Hence, these lands have no potential for further subdivision. They account for 40% of the rural area of the County. Almost 25,000 acres (22% of the rural area) have a minimum lot size of 10 to 20 acres. Therefore, approximately 34,000 acres (30% of the rural area) could theoretically be subdivided into 5-acre lots.

(Ord. C-135-99 [PLG 042-99], April 10, 2000)

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**Map M Future Land Use Plan Map - South Whidbey**

## **IV. GOALS AND POLICIES**

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Application of the Comprehensive Plan concept to the long-range needs of Island County is accomplished by the formation of specific planning goals, policies and implementation strategies. Goals represent the ideals of the community. Policies provide guidance in daily decision-making defining the route being taken to achieve the goals. Implementation strategies represent the method in which action may be taken to further the goals and policies of the plan. Measures to implement the goals and policies in this chapter are presented in Chapter V.

### ***Population Growth and Distribution***

#### **Goal:**

**Achieve a staged, orderly and distributed development pattern to foster a high quality living environment for all persons while conserving our rural lifestyle, conserving natural resources, conserving historic properties and achieving the goals of growth management.**

#### **Policies:**

- A. Accommodate the projected full-time resident population for the County of 118,800 by the year 2020 in a manner which protects the established character of neighborhoods, preserves rural and environmental quality, and allows for the efficient, orderly economic growth of the community.
- B. Guide urban growth into areas where planned public facilities and services will adequately support that growth.
- C. Encourage infilling of subdivided lands and the logical expansion of urban areas.

### **URBAN ELEMENT LAND USE DESIGNATION POLICIES**

#### ***Municipal and Non-Municipal Urban Growth Areas (UGAs)***

#### **Goal:**

**Provide areas where urban land use activities may be concentrated in a manner which enables the efficient provision of public facilities and services.**

#### **Policies:**

- A. Island County will encourage development in urban areas where adequate public facilities or services exist or can be provided in an efficient manner.
- B. It is the policy of the County and the municipalities that development within the unincorporated portion of municipal UGAs will be coordinated between the County, City, and Town governments and utility service providers through the following development guidelines:
  - 1. The first preference for urban development is within municipal boundaries. The second preference is for urban development to occur after annexation to a City or

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- Town. The third preference is in the unincorporated portion of the municipal UGA;
2. Non-urban development in the UGA should only be allowed if it will be compatible with future urban development;
  3. Through interlocal agreements, 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 applicable potential 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. Non-contiguous annexation, shall be avoided within the UGA;
  5. Urban development patterns will minimize the fiscal and environmental impacts of growth.
  6. When possible, the edges of major features, such as drainageways and sensitive lands, should be used to help provide a clear and natural boundary between urban and rural areas.
  7. Interlocal agreements shall be used as a method to guide development in the unincorporated portions of Municipal Urban Growth Areas.
  8. Open space corridors for the Urban Growth Areas are required under the GMA and are shown in the Natural Lands Element of this plan.

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9. The County shall identify in its Comprehensive Plan Land Use Map lands within unincorporated portions of Municipal UGAs with the applicable Municipal Land Use designation.
  10. The County shall identify in its Zoning Atlas lands within unincorporated portions of Municipal UGAs with the applicable municipal zoning classification.
- C. Overall growth and development within the municipal boundaries of Oak Harbor, Coupeville and Langley must be in conformance with their adopted comprehensive plans, within the framework provided by the jointly adopted County Wide Planning Policies.

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## **V. IMPLEMENTATION STRATEGIES**

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Implementation of the Comprehensive Plan is an ongoing process involving all sectors of the community. Changes in legal codes, capital improvements and everyday 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 interest 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.

### **A. Clinton and Freeland Subarea Plans**

1. Island County ~~will~~established one sub-area planning group for Clinton and one for Freeland to further explore the opportunity of becoming a non-municipal urban growth area, the criteria for the planning groups to be determined. The initial study area for Clinton ~~is~~was defined as the Clinton Water District, and the initial study area for Freeland ~~is~~was defined as the Freeland Water District and the Holmes Harbor Water District. The studies ~~shall~~be ~~be~~to be initiated prior to the end of 1998. It ~~is~~was anticipated that if the areas desire to become non-municipal UGAs, a UGA amendment will be ready for action prior to the County's second annual review of its Comprehensive Plan. Clinton Chamber of Commerce would like the study area to include Ken's Corner, Campbell's Glen and the development around Deer Lake.

In 2007, Freeland was established as a non-municipal urban growth area by the Board of Island County Commissioners.

### **B. Continued Planning**

1. Amendments may be made to the Comprehensive Plan once a year only after careful analysis of developing trends and a finding that the proposed amendment is in the common interest of the people of Island County. The Plan shall be reviewed at least every five years by the Planning Commission in making recommendations to improve the entire Plan.

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Timely and thorough review of the Plan will assist in keeping it responsive to the needs of local citizens.

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2. Island County will support an on-going comprehensive planning process with sufficient resources, staff, training and equipment.
3. Island County will conduct a review every two years of the Planned Residential Development program and an analysis of development patterns within designated areas of more intensive rural development.
4. The County has the necessary information systems, databases and mapping capabilities required for effective long-range planning.
5. The Planning Commission be representative of the community and well trained for their positions.

**C. Benchmark Monitoring**

1. Island County will work with the cities to set benchmarks for population and employment growth so that an annual monitoring process may be established with a detailed evaluation every five years. The first annual review would be done in 2001, so that the year 2000 census data may be used.
2. Prior to the end of 1998, Island County will work with the cities to establish and adopt countywide benchmarks, so that measurable goals can be established to determine progress in implementing the Growth Management Act. The benchmarks will form a basis for the long-term monitoring and evaluation program required by the CWPPs.
3. Island County will work with the cities to establish a long-term monitoring and evaluation program for urban growth areas that is modeled after the process set forth in RCW 36.70A.215. The long-term monitoring program shall commence with a first annual review in 2001 and then every five years thereafter.
4. **Preliminary List of Benchmarks.** Island County will use a benchmarking system to measure its performance on Comprehensive Plan goal and policies. Each benchmark will have progress indicators for comparison against stated goals.

**Growth and Development**

- a) *Population Growth:* Population growth by UGAs, areas of more intensive development and remainder of rural area.
- b) *Development Activity:* New lots created, lot combinations, building permits, conditional use permits, shoreline and critical area permits
- c) *Enforcement:* Number of enforcement cases, major issues

**Urban Growth**

- a) *UGAs Annexations:* Amendments to UGA boundaries, and location, acreage, and populations annexed
- b) *Public Facilities:* Transportation, water, sewer improvements
- c) *Commercial/Industrial Development:* Location, development intensity
- d) ~~*Clinton and Freeland Subarea Plans:* Status, reports, recommendations~~

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We believe this harmonized approach increases areas of restricted development, increases the variety and, amount of affordable housing, increases the opportunity for the revitalization of the small towns of Clinton and Freeland (Freeland being established as a non-municipal urban growth area in 2007), ~~which could potentially become Non-Municipal Urban Growth Areas,~~ and preserves Rural Character in a manner supportive of economic development.

It would be disingenuous to say this locally fashioned balance of the competing requirements of GMA was reached without genuine pain or will be easily implemented. We have discovered that Environmentalism is not Religion and Private Property Rights is not heresy. Some Private Property Rights advocates threaten litigation for failure to provide adequate land for affordable housing and some environmentalists threaten litigation for failure to preserve Rural Character by protecting Resource Lands and Critical Areas. We believe the Housing Element is a thoughtful and integrated approach to rural densities and uses. It emerges from unique local circumstances, meets the requirements of the Growth Management Act and promotes the core values of the citizens of Island County. We are excited that our long and hard work has produced a well thought through solution to a complex and ongoing question of balance.

## ***II. FEATURES OF THE HOUSING ELEMENT***

The Housing Element contains four features; (1) Housing Needs Analysis (2) Inventory of Land to meet those Needs (3) Explanation of how the existing and projected housing needs identified in the Needs Analysis of each economic segment will be met, and a (4) Statement of Goals, Policies and Objectives for the preservation, improvement and development of housing.

The available data for affordable housing is based on 1990 U.S. Census data. The passage of time creates some inherent limitations which will not be fully resolved until the year 2000 Census data will allow us to provide a much better picture of affordable housing in Island County. In the interim, we have in each instance, explained the source and use of the data available. The Housing Element uses, as it is required to, the statistics provided by the Office of Financial Management. It is worth noting however that the OFM data is remarkably different from the data used by the Department of Housing and Urban Development in conjunction with its and the State of Washington's Affordable Housing assistance programs. The 1997 median family income for Island County is, according to OFM, is \$38,783. The 1997 median family income for Island County, according to HUD, is \$55,000. This discrepancy is based on the fact that for purposes of Affordable Housing Assistance Programs, HUD and the State of Washington "lumps" Island County into the standard metropolitan statistical area for Snohomish and King County. Throughout this Housing Element the 1997 median OFM income number is used.

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If rises in housing costs continue to exceed income increases, the housing situation will either get worse for lower income households or some of them will move to lower cost areas.

### ***B. MEETING PROJECTED HOUSING NEEDS***

The current provision of services to low and moderate households is discussed in the Island County Continuum of Care Plan. The Continuum of Care Plan designs a system to deliver services to prevent homelessness and assist homeless persons as they move into independent living. The Plan was prepared by the Island County Health Department, Opportunity Council, Housing Authority and mental health providers and advocates. The Continuum of Care Plan is the main document addressing the needs of extremely low and very low income households. Several of the elements of the Plan have been adopted as policies in this Housing Element.

While the available land may be able to meet the total need for housing units, nearly all the potential in the Rural, Rural Agriculture, Rural Forest and Commercial Agriculture zones is in very low, low, or moderate density single family housing, even using the density bonuses for clustered development in PRDs. In the Rural Residential zone as defined by logical outer boundaries of areas of more intensive rural development, housing units would be at the prevailing density of the area, with the more densely currently developed areas providing up to three units per acre. However, most of the Rural Residential lots are in shoreline areas of more intensive development, where housing and land prices tend to be very high.

The Rural Centers of Island County, and especially [the Freeland non-municipal urban growth area](#) and Clinton, provide the opportunity for the level of density to house those earning below 50% of the median income. Densities outside of Rural Centers are unlikely to be able to serve households below 50% of median income. Housing specialists acknowledge that per unit cost based on land acquisition, permitting and construction is the most important factor for affordable housing development, and recommend as a general rule of thumb that enough land be provided at densities of 12 units per acre or higher to house all people at 50% of median income or lower. Until densities in the 12 units per acre and up, there is little likelihood of government assisted multifamily housing which would serve households at 50% of median income and below.

In 1990 most housing in Island County was single family. Countywide the figure was nearly three quarters, but it varied from over 80% in South Whidbey and Camano to 64% in North Whidbey. As shown in Table 12 below, manufactured housing accounted for nearly 15% of housing countywide, and accounted for more housing than multifamily in all areas except North Whidbey.

Nearly two thirds of housing in Island County was owner occupied in 1990. The range is from ownership above 80% in Camano to the high 70s in Central and South Whidbey. In North Whidbey owner occupancy is 52%.

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**Map 1 UGA/Joint Planning Area,/Open Space Corridors**

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fundamental unpredictability of long-range population projections. Based on an analysis of the building permit activity on Whidbey and Camano Islands from 1990 through 1996, the County believes that the high series population projection is most appropriate at this time.

**Population Distribution (Refer to Land Use Element for Detail)**

For planning purposes, Island County is divided into four planning areas. Each of the four County planning areas is expected to accommodate a particular share of the County’s 43,900 person growth through the year 2020. The methodology for allocating population to the planning areas is based on an analysis of historical trends, available lands and anticipated areas of future growth. The historical trends for 1970 through 1996 are shown below along with the percentages for 2000 through 2020 in Table III-2. In addition, a graphical presentation of the trend is shown in Figure III-1. Special consideration is also given in defining population distributions for the unique characteristics of each planning area, and how people generally move to an area of the County that meets their desired living situation.

**TABLE III-2  
 PLANNING AREA POPULATION DISTRIBUTION  
 OF TOTAL COUNTY POPULATION: 1970-2020**

Planning Area	YEARS						
	1970	1980	1990	1996	2000	2010	2020
North Whidbey	58%	58%	57%	52%	51%	50%	48%
Central Whidbey	16%	14%	13%	14%	13%	12%	12%
South Whidbey	17%	17%	17%	18%	20%	21%	22%
Camano Island	10%	12%	13%	16%	16%	17%	18%
<b>Total</b>	100%	100%	100%	100%	100%	100%	100%

Source: Island County

As stated above, it is estimated that an additional 43,900 people will be added to the County’s population by the year 2020. This represents an increase of 59% over the next twenty-four years, producing a total population of 118,800. Based on the future land use plan, the rural portion of the County will accommodate 30,500 new residents, or 70% of this growth, while the urban growth areas will add 13,400 persons, or 30%.

One of the implementation strategies of this plan ~~has~~ committed the County to studying the Freeland and Clinton areas for consideration as non-municipal urban growth areas. In 2007, Freeland was designated as a Non-Municipal Urban Growth Area. If both these areas become non-municipal growth areas and the urban growth areas expand for Oak Harbor and Langley as shown on the future land use maps at the end of this chapter, the rural/urban split of population growth would changed dramatically; the estimated result would be a 50% growth in rural areas and 50% in urban areas from 1996 through the year 2020.

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### **Level of Service Standards**

In following the GMA guidelines, the Island County Board of Commissioners have preliminarily approved the following highway and intersection level of service standards for county arterials and suggested level of service standards for state highways, as listed below. The Skagit/Island RTPO has also adopted the suggested state highway level of service standards.

- **SUGGESTED LOS STANDARDS FOR STATE HIGHWAYS IN ISLAND COUNTY:**
  - ◆ the LOS standard for state roads in rural areas would be LOS ‘D’;
  - ◆ the LOS standard for state roads in urban areas would be LOS ‘E’;
- **LOS STANDARDS FOR COUNTY ARTERIALS:**
  - ◆ the LOS standard for roads in rural areas would be LOS ‘C’;
  - ◆ the LOS standard for roads in urban areas would be LOS ‘D’;
  - ◆ Exceptions to these standards are as follows:
    - a) if the existing LOS on county arterials is presently below these standards, then the 1992 LOS would become the standard; and
    - b) the level of service on East Camano Drive between SR 532 and Camano Hill Road would be LOS ‘E’.
- **LOS STANDARDS FOR INTERSECTIONS, INCLUDING SUGGESTED LOS FOR STATE HIGHWAY INTERSECTIONS IN ISLAND COUNTY:**
  - ◆ County arterial intersections in rural areas would be LOS ‘C’;
  - ◆ County arterial intersections in urban areas would be LOS ‘D’;
  - ◆ County arterial intersections with State roads in rural areas would be LOS ‘D’;
  - ◆ County arterial intersections with State, city, or town roads in urban areas would be LOS ‘E’.

**NOTE:** The urban areas to be used with the above standards are defined by the proposed interim urban growth areas for Oak Harbor, Coupeville, Freeland and Langley. In addition, the following roads ~~in two the~~ commercial centers of ~~Freeland and~~ Clinton will utilize the urban area level of service standards:

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**TABLE V-3  
 SUMMARY OF INTERSECTION LEVEL OF SERVICE  
 ISLAND COUNTY**

<b>INTERSECTION</b>	<b>LOCATION</b>	<b>1996 LOS</b>
1. SR 20 / Cornet Bay Road	Whidbey Island	C <sup>3</sup>
2. SR 20 / Troxell Road	Whidbey Island	D
3. SR 20 / Banta Road	Whidbey Island	F
4. SR 20 / Frostad Road	Whidbey Island	E
5. SR 20 / Fakkema Road	Whidbey Island	F
6. Ault Field Road / Clover Valley Road / Heller Road	Whidbey Island	C
7. SR 20 / Monroe Landing Road	Whidbey Island	B
8. SR 20 / Arnold Road	Whidbey Island	C
9. SR 20 Madrona Way	Whidbey Island	B
10. SR 20 / Libbey Road	Whidbey Island	B
11. SR 20 / SR 525 / Race Road	Whidbey Island	B
12. SR 525 / Smugglers Cove Road.	Whidbey Island	B
13. SR 525 / Honeymoon Bay Road / Bush Point Road	Whidbey Island	C
14. SR 525 / Main Street (Freeland) / Fish Road	Whidbey Island	C <sup>1</sup>
15. Main Street (Freeland) / East Harbor Road	Whidbey Island	C
16. SR 525 / Harbor Avenue	Whidbey Island	B
17. SR 525 / Scott Road	Whidbey Island	C
18. SR 525 / Bayview Road	Whidbey Island	D <sup>2</sup>
19. SR 525 / Coles Road	Whidbey Island	B
20. SR 525 / Maxwellton Road	Whidbey Island	C <sup>4</sup>
21. SR 525 / Cultus Bay Road / Langley Road	Whidbey Island	C <sup>5</sup>
22. SR 525 / Bob Galbreath Road	Whidbey Island	C
23. SR 525 / Deer Lake Road	Whidbey Island	C
24. Cultus Bay Road / Deer Lake Road / Log Cabin Road	Whidbey Island	B
25. Maxwellton Road / Langley Road	Whidbey Island	B
26. SR 532 / East Camano Drive / Sunset Boulevard	Camano Island	C
27. East Camano Drive / Cross Island Road	Camano Island	C
28. East Camano Drive / Camano Hill Road	Camano Island	B
29. East Camano Drive / Monticello Drive / Elger Bay Road	Camano Island	B

- Notes: 1. - to be signalized in FY1999.  
 2. - to be signalized in FY2000.  
 3. - to be signalized in FY1998.  
 4. - was signalized in 1997.  
 5. - existing signalized intersection.

Source: Island County

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*Island County Comprehensive Plan • Transportation Element*

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physical constraints surrounding the airport. The runway is bordered on the east by Scenic Heights Road and on the west by Monroe Landing Road. The north and south sides of the runway are bordered by private property. As a result, the terrain, land use and public roads limit runway expansion, beyond its present length.

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 often used by pilots practicing take-offs and landings.

## **NON-MOTORIZED TRANSPORTATION**

Non-motorized transportation is generally comprised of bicycles, pedestrian and equestrian facilities. For the unincorporated areas of Island County, there are only a few separate facilities designed exclusively for non-motorized transportation. Hiking trails are provided in the state parks. There are no separate bicycles and equestrian facilities for general travel by residents and tourists within the unincorporated areas of Island County.

Island County analyzed the supply, demand and need for non-motorized trail development on a countywide basis, as part of their 1995 *Nonmotorized Trails Plan* and determined that there are approximately 323.8 miles of trail facilities in Island County. These facilities are operated and maintained by state, county and other local agencies. The state facilities include on and off road trails maintained by the Washington State Park and Recreation Commission, Department of Natural Resources and Department of Transportation. The Island County facilities are maintained by the Island County Parks Department and the Public Works Department. Other agencies that maintain non-motorized facilities in Island County include the City of Oak Harbor, the City of Langley, the Town of Coupeville, the Port of South Whidbey and the Dugulla Bay Diking District. A summary of the non-motorized facilities in Island County is listed in Table V-10.

### **Pedestrian/Hiking Facilities**

Pedestrian movement as a mode of travel is largely limited to urban areas. However there are hiking trails, beach trails and walks along public tidelands that accommodate pedestrians primarily for recreational purposes. These facilities are mostly found in the state and county parks. As summarized in the inventory of non-motorized facilities, there are approximately 77 miles of trails in the various parks in Island County and along public tidelands.

Deficiencies still exist in commercial and urbanized areas where pedestrian facilities can be beneficial to support shopping and schools. In the designated Freeland non-municipal urban growth -Urban Growth Center area, plans have been developed to provide sidewalks along major commercial streets. The 2010 Freeland Subarea Plan contains goals, principles and policies for pedestrian travel ways including sidewalks and trails. In addition, some pedestrian facilities at the ferry terminal are being planned in the Clinton Urban Growth Center. School children and pedestrians traveling to public schools located along Maxwellton Road have to use the highway shoulders. In other areas, better pedestrian access to bus stops needs to be developed.

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## **Urban Growth Area Capital Facility Plans**

Urban Growth Areas (UGA) are those areas established through designation of a boundary which separates existing and future urban areas from rural and resource areas. A UGA defines where developments of an urban intensity will be directed and supported with historical and typical urban governmental services. Specific capital facility planning for UGAs shall be contained in the adopted UGA Plans. Financial commitments by the County for cooperative efforts is reflected in the Capital Improvement Program. The County and the municipalities recognize that Freeland and Clinton have many urban characteristics and ~~should be designated in the future as urban growth areas~~ in 2007, Freeland was designated as a non-municipal urban growth area. The County ~~should~~ initiated a sub-area planning process for Freeland to determine the UGA boundaries, the urban land use designations for these areas, and the capital facilities that are needed to provide urban governmental services.

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## **Septage Treatment and Utilization and Sanitary Sewer Treatment and Collection**

### **Current Facilities**

Sanitary septage facilities owned by the county are limited to a septage treatment facility. Three wastewater treatment plants, one lagoon system and related collection lines/outfalls serve the three incorporated cities with sanitary sewer. Two private wastewater treatment plants in Freeland serve two different residential developments within the NMUGA. In addition the City of Langley will provide 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. Sewer studies are currently in process for Clinton on South Whidbey and Juniper Beach on Camano Island. In both of these cases Sewer District operations are envisioned. A sewer study for Freeland was completed in 2005 and the Freeland Water and Sewer District is currently working on obtaining funding for installing sewers. The Washington State Parks and Recreation Commission identified a need to upgrade 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. Approximately 500,000 to 600,000 visitors were expected during July of 1997. The sewage system at Deception State Pass Park currently consists of antiquated drainfield systems that were not designed to handle the capacity the Park currently needs. State Parks has reached an agreement with the Whidbey Naval Air Station (NAS Whidbey) for joint use of its wastewater treatment and disposal facilities.

An estimated 75% of the Whidbey Island residential units, presently estimated at 17,000 systems are served by the septage facilities with as many as 25,000 projected by 2020. An estimated 2,700 Camano Island residential on-site systems use out-of-county treatment plants with as many as 4,400 systems by 2020. A summary of Island County owned septage/sanitary sewer facilities in Island County appears in Table SS-1.

### **Level of Service (LOS)**

LOS standards on a Residential Equivalent (RE) basis are shown for volume in gallons per day for existing trans-shipment and gallons per year for treatment, assuming a 10 year pumping cycle. (Residential units may pump every 7 to 15 years, more frequently where housing turnover is higher.) The Health Department recommends a septic tank inspection every 3 years with pumping as required.

Municipally-owned Waste Water Treatment Plants will continue to provide residential service to limited service areas with special needs outside of the three existing incorporated jurisdictions. Island County has no plans at this time to provide sanitary service other than septage treatment.

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*Island County Comprehensive Plan • Capital Facilities Plan*

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The initial septage 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.

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### **Courthouse Expansion/Remodel, 1999-2001**

A master plan for this project has been developed and reviewed by the Town of Coupeville and necessary properties to implement the plan have been purchased. The main elements of the project are

- Construction of a new Law & Justice facility
- Remodel of the existing courthouse
- Remodel of the courthouse annex
- Relocation of and parking along 5<sup>th</sup> Street
- Programming and schematic design of a juvenile justice facility

Design of the facility will be done in 1998 and the Law and Justice Facility will go out to bid early 1999. The rest of the project will be phased in as personnel moves into the new facility and the spaces to be remodeled are vacated.

### **Remodel of Current Space at Camano Annex, 1999**

Remodel the current space at Camano to include the recently-vacated Sheriff precinct space.

### **Freeland Infrastructure Planning, 1999**

Planning for the infrastructure in Freeland, including water, wastewater and surface water began following adoption of this plan in 1998. In 2005 a draft comprehensive drainage plan was developed. Sewer planning for Freeland is currently underway.

### **Clinton Infrastructure Planning, 2000**

Planning for infrastructure in Clinton, including water, wastewater and surface water.

### **Juvenile Justice Facility, 2001-2002**

This facility is programmed into the CIP in the event that a law & justice levy is passed by the voters in the coming election. The facility construction will likely be funded by the levy until enough is available to provide the bulk of the construction costs. If an additional amount is needed to get the project started, a temporary loan may be sought.

### **Camano Road Shop Design & Construction, 2000-2001**

This project includes replacement of the current shop on Camano Island and relocation of it further south on existing county property. During the current year, financing for this project will be ascertained.

**Camano Annex, 2002-2004**

The Camano Annex planning and design starts in 2002. Funding for that facility would have to be determined; REET revenues should be available for partial funding starting 2003.

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## **Sewage**

### **Description:**

Seventy-five percent of the population utilizes on-site sewage disposal systems for wastewater treatment and disposal. Subsurface sewage disposal systems are considered a reliable, environmentally-sound, and long-term method for wastewater treatment and disposal.

### **Maintenance**

The Island County Health Department has developed an active program for sewage system operation and maintenance. Mandatory maintenance for certain categories of facilities (restaurants, commercial, industrial, mobile home parks) is required. In addition, an education and reminder system for homeowner sewage system operation and maintenance is in place. Homeowners are reminded every three years to inspect their system and pump the septic tanks if necessary. If no pumping activity is recorded for the parcel in the past three years, an educational reminder is sent to the homeowner. Pumping activity is tracked through required pumper records and entry of records into a database connected to the parcel number database. Island County is required to develop and implement an inspection program for onsite sewage treatment systems no later than January 1, 2000.

## **Wastewater**

### **Planning Efforts**

The Island County Health Department received a Centennial Clean Water Grant to work with two communities to solve existing wastewater disposal problems. The project has provided two communities with engineering and health services to prepare separate approvable facilities plans. Plans are currently underway for Juniper Beach Water District (Camano Island) and Clinton Water District (Clinton, Wa).

The objective of the planning effort is to develop solutions for improved wastewater treatment and disposal to replace the existing individual on-site systems. Existing systems have been deemed inadequate due to age, soil type, soil depth, depth to ground water, construction, density, lack of treatment, and proximity to the marine shoreline. Replacement of individual on-site systems in the vicinity is not an option due to unsuitable site conditions.

The wastewater facility plans have been completed and the communities are evaluating implementing procedures for the preferred alternative.

It is hoped that the results of these two demonstration areas will be utilized by other communities facing similar disposal problems and site constraints.

## **New Facilities**

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.

As urbanizing areas of the county become densely developed, concentrations of pollutants and high demands for domestic water supplies are generating a need for measures to solve these water quality and quantity problems.

Efforts to provide county-wide sewer and water systems were previously evaluated in the studies entitled the Island County Water Pollution Control and Abatement Plan, 1972 and the Island County Water and Sewer Plan, 1968.

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. Currently, the County is coordinating with the Freeland Water and Sewer District with regard to establishing a sewer system in Freeland. The Freeland Water and Sewer District is working on obtaining funding for the project.

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.

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