

**BEFORE THE BOARD OF COUNTY COMMISSIONERS
OF ISLAND COUNTY, WASHINGTON**

IN THE MATTER OF AMENDING THE ISLAND)	
COUNTY COMPREHENSIVE PLAN (CPA)	ORDINANCE C- 46 -11
155/04) TO ADDRESS UPDATES TO)	PLG-012-11
POPULATION PROJECTIONS AND URBAN)	
GROWTH AREA BOUNDARIES.)	

WHEREAS, on September 29, 1998, the Board adopted the County's Washington State Growth Management Act (GMA) Comprehensive Plan and Future Land Use Map, which designated Urban Growth Area (UGA) boundaries in Island County; and

WHEREAS, RCW 36.70A.130 establishes periodic review cycles for comprehensive plan review and amendment procedures for counties and cities planning under the GMA; and

WHEREAS, RCW 36.70A.130(3)(a) establishes a review cycle for UGAs of at least every ten years;

WHEREAS, ICC 16.26.090.A.1 establishes a seven year review cycle, which combines comprehensive plan and UGA review processes; and

WHEREAS, RCW 36.70A.130(4)(b) specifies that Island County, and the jurisdictions within Island County, are required to take action to review and if necessary revise their comprehensive plans on or before December 1, 2005; and

WHEREAS, pursuant to the County Wide Planning Policies (CWPP), Island County and the municipalities within Island County (Oak Harbor, Coupeville, and Langley), began their joint effort to revise population projections and UGA boundaries prior to the 2005 deadline; and

WHEREAS, pursuant to RCW 36.70A.130 and 16.26.090 ICC, Comprehensive Plan Amendment (CPA) 155/04 was placed on the Seven-Year Review Docket; and

WHEREAS, on March 15, 2004, the City of Langley notified Island County that there was no interest in expanding their UGA because the UGA already accommodated the twenty-year projected population growth; and

WHEREAS, on May 11, and May 25, 2004, the Island County Planning Commission held public meetings on CPA 155/04; and

WHEREAS, on June 2, 2004, the Town of Coupeville notified Island County that there was no interest in expanding their UGA because the UGA already accommodated the twenty-year projected population growth; and

WHEREAS, on June 8, June 22, and July 13, 2004, the Island County Planning Commission held public meetings on CPA 155/04; and

WHEREAS, on August 23, 2004, the City of Oak Harbor informed the County that there was enough residential capacity within the existing UGA to accommodate the 2025 population projection and that a Comprehensive Plan Task Force, consisting of 15 citizens, had been formed; and

WHEREAS, on September 9, 2004, the City of Oak Harbor State Environmental Policy Act (SEPA) responsible official issued a SEPA Determination of Non-Significance (DNS) for the City's proposed amendments to the City Comprehensive Plan and Development Regulations, which included the ±180 acre proposed expansion of the UGA; and

WHEREAS, on November 17, 2004, and February 9, April 13, and June 15, 2005, the Oak Harbor Comprehensive Plan Task Force held a series public meetings to discuss population forecasts for 2025 and the UGA boundary; and

WHEREAS, on June 29, 2005, the Oak Harbor Comprehensive Plan Task Force held a public meeting and approved two motions to recommend to the Oak Harbor Planning Commission a list of properties to include in the UGA, and to designate the Fakkema property as a special planning area; and

WHEREAS, on September 20, 2005, the Oak Harbor Comprehensive Plan Task Force and Oak Harbor Planning Commission held a joint session with the Oak Harbor City Council; and

WHEREAS, on September 27, 2005, the Oak Harbor City Council held a public hearing on the analysis and proposed revisions; and

WHEREAS, on October 18, 2005, the Oak Harbor City Council held a public meeting regarding recommendations of the Oak Harbor Comprehensive Plan Task Force and Oak Harbor Planning Commission and approved amendments to the Oak Harbor Comprehensive Plan; and

WHEREAS, on September 27 and October 24, 2006, the Island County Planning Commission held public meetings on CPA 155/04; and

WHEREAS, on December 12, 2006, Island County Planning Commission held a public meeting where a SEPA Mitigated Determination of Non-Significance (MDNS) was presented, and a motion was approved to recommend approval of the Oak Harbor UGA expansion and forward the recommendation to the Board of Island County Commissioners; and

WHEREAS, on January 9, 2007, the Island County Planning Commission held a public meeting and approved a motion to adopt the recommendation for the Oak Harbor UGA expansion and that their findings be transmitted to the Board of Island County Commissioners; and

WHEREAS, on May 9, 2007, following the review and recommendation by the Island County Planning Commission, Island County issued a SEPA MDNS for the proposed expansion of the UGA; and

WHEREAS, on May 30, 2007, Island County issued the Notice of Final SEPA MDNS decision; and

WHEREAS, four parties subsequently filed appeals to the County's MDNS and one (1) party filed as an intervener; and

WHEREAS, on May 19, 2008, following a lengthy appeal process, Island County withdrew the County's MDNS and indicated that a Determination of Significance (DS) would be issued, thereby halting the MDNS appeal process; and

WHEREAS, following a lack of action by Island County, it was determined that the Island County Planning Commission recommendation still needed to be forwarded to the Board of Island County Commissioners for final legislative action; and

WHEREAS, on September 8, and September 13, 2010, the Board of Island County Commissioners discussed CPA 155/04 in work session; and

WHEREAS, on October 11, 2010, the Board of Island County Commissioners held a public meeting on CPA 155/04 and following public comment, the Board voted to reject the Island County Planning Commission recommendation and determined that a change in the recommendation of the Planning Commission was necessary, thereby revising the UGA expansion to only include ± 18 acres of industrial land (Parcel 1), with no changes to population projections and text amendments for CPA 155/04; and

WHEREAS, pursuant to RCW 36.70.430, CPA 155/04, as revised by the Board, was forwarded to the Planning Commission for a report and recommendation; and

WHEREAS, on October 29, 2010, pursuant to the SEPA, RCW 43.21C, a Determination of Non-Significance for revised CPA 155/04 was issued by Island County; and

WHEREAS, on November 9, 2010, the Island County Planning Commission held a public hearing on the Board's revisions to CPA 155/04 and by a unanimous decision approved a motion to recommend approval of revised CPA 155/04; and

WHEREAS, adoption of CPA 155/04 will require amendments to the County Wide Planning Policies; and

WHEREAS, amendments to the County Wide Planning Policies will be initiated following the adoption of this Ordinance and processed in accordance with the procedures set forth in that agreement; and

WHEREAS, pursuant to the terms of the Interlocal agreement with the City of Oak Harbor, adoption of this Comprehensive Plan amendment will not be effective until the necessary amendments to the Countywide Planning Policies have been executed; and

WHEREAS, the adoption of CPA 155/04 is necessary to resolve a pending Growth Management Act Failure to Act challenge brought by the City of Oak Harbor and the comprehensive plan amendments are therefore exempt from the annual requirement set forth in RCW 36.70A.130(2); **NOW, THEREFORE,**

IT IS HEREBY ORDAINED that the Board of Island County Commissioners hereby adopts, effective immediately upon adoption, Exhibit A, text amendments to the Island County Comprehensive Plan, Exhibit B, map amendment to the Future Land Use Map, and Exhibit C, BICC Findings of Fact. Material stricken through is deleted and material underlined is added.

ADOPTED this 11 day of APRIL, 2011 following public hearing.

BOARD OF COUNTY COMMISSIONERS
ISLAND COUNTY, WASHINGTON



ATTEST:

Elaine Marlow
Elaine Marlow
Clerk of the Board

Angie Homola
Angie Homola, Chair

Helen Price Johnson
Helen Price Johnson, Member

VOTED "NO"
Kelly Emerson, Member

Exhibit A

**Island County Comprehensive Plan
Text Amendments**

I. OVERVIEW

MAJOR ISSUES

Introduction

As Island County prepares its Comprehensive Plan, a number of critical issues stand out. The following discussion focuses on these issues, providing background and context for the County's future land use plan, and for the goals and policies that appear in later sections of the Plan.

Population Growth

Population growth in Island County has been driven largely by the in-migration of people from other sections of the state and country. Figure 1.1 displays the county's population growth from 1900 to ~~1990~~2000, while Figure 1.2 displays growth rates for each decade. Island County has experienced rapid population growth in every decade, except the years between 1920 and 1930. The most dramatic increases occurred between 1940 and 1960, a result of establishing Whidbey Naval Air Station on North Whidbey; and between 1970 and 1980, as the Everett Boeing plant expanded within close commuting distance to South Whidbey.

Figure 1.1 Island County Population, 1900-1990-2000

Year	Total Pop.	Incorp.	%	Oak Harbor	%	Coupeville	%	Langley	%	Unincorp.	%
1900	1,870	-	0%	-	0%	-	0%	-	0%	1,870	100%
1910	4,704	310	7%	-	0%	310	7%	-	0%	4,394	93%
1920	5,489	954	17%	337	6%	343	6%	274	5%	4,535	83%
1930	5,369	907	17%	362	7%	277	5%	268	5%	4,462	83%
1940	6,098	1,039	17%	376	6%	325	5%	338	6%	5,059	83%
1950	11,079	1,999	18%	1,193	11%	379	3%	427	4%	9,080	82%
1960	19,638	5,130	26%	3,942	20%	740	4%	448	2%	14,508	74%
1970	27,011	10,392	38%	9,167	34%	678	3%	547	2%	16,619	62%
1980	44,048	13,931	32%	12,271	28%	1,006	2%	654	1%	30,117	68%
1990	60,195	19,398	32%	17,176	29%	1,377	2%	845	1%	40,797	68%
2000	71,558	22,477	31%	19,795	28%	1,723	2%	959	1%	49,081	69%

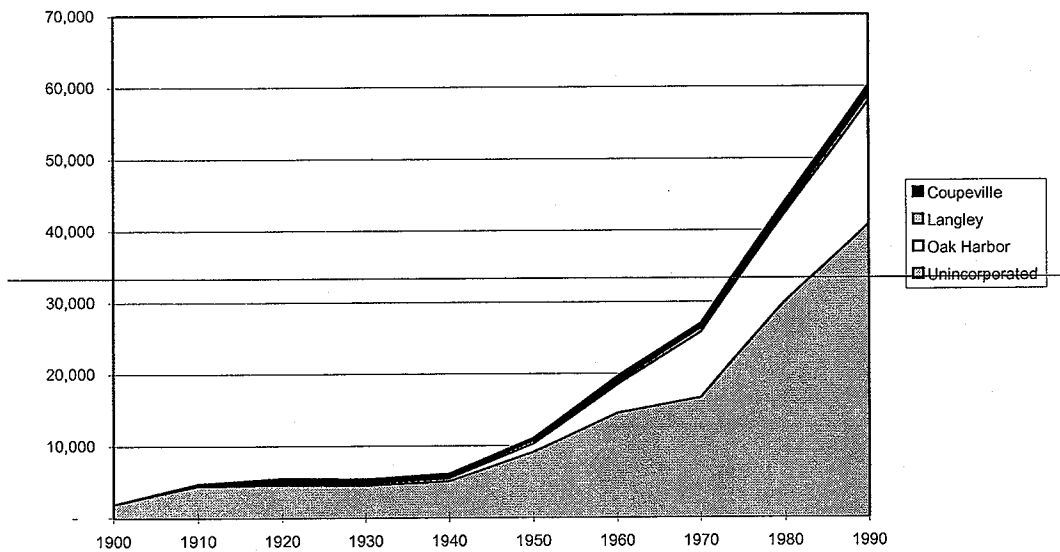


Figure 1.2 County-wide Growth, 1900-1990-2000

Decade	10-year Growth
1900-1910	152%
1910-1920	17%
1920-1930	-2%
1930-1940	14%
1940-1950	82%
1950-1960	77%
1960-1970	38%
1970-1980	63%
1980-1990	37%
1990-2000	18%

Since 1900, most of Island County's population has resided in rural unincorporated portions of the county. Even so, the incorporated areas (until 1970) traditionally had attracted a larger share of in-migration than unincorporated areas. Between 1970 and 1980 this trend reversed.

In the last three decades, unincorporated areas have maintained a constant 68% share of the total Island County population.

Between 1980 and 1996-2000, population in both the incorporated and unincorporated parts of Island County has increased by more than 50%. This is consistent with statewide trends of continued migration from more urban counties to rural counties.

Housing Price and Availability

Even if economic opportunity and high quality of life make an area a desirable place to move, in-migration will not occur if housing is not available or is too highly priced. Affordability is a serious problem in Island County. The County ranked second in the state to San Juan County in sales prices out of the range of affordability for most residents. Island County's growing popularity for retirees and vacationers, and the amount of shoreline property available, has contributed to high housing costs, keeping a significant amount of the available stock off the market.¹

Planning Area Population Allocation

For more accurate and useful population projections, the County has been divided into four planning areas: North Whidbey, Central Whidbey, South Whidbey and Camano Island (Map A). The division between North and Central Whidbey corresponds to census tract boundaries delineated by the U.S. Bureau of the Census. The division between Central and South Whidbey follows a voting district boundary requiring that one census block be divided between the two regions. After establishing the boundaries, each region can be analyzed to better prepare all parts of the county for expected growth demands. It is essential to understand where in the county growth is expected to occur. Planning area growth is predicted using the proportionate share method and growth rate method. By looking at what proportion of the total population each region has held in the past, a more accurate picture emerges of what the County will look like in the future.

Figure 1.3 Proportionate Share of Population by Planning Area, 1970-1990-2000

Planning Area	1970	1980	1990	2000
North Whidbey	58%	58%	57%	49%
Central Whidbey	16%	14%	14%	13%
South Whidbey	17%	17%	17%	20%
Camano Island	10%	12%	12%	19%

¹ Housing Needs Assessment for Island County, by Judith Stoloff and Associates, 1992.

Map A Island County Planning Areas

III. FUTURE LAND USE

INTRODUCTION

Island County is at a crucial period in the history of its growth and development. Set in the context of the urbanizing Puget Sound metropolitan region of the Pacific Northwest, the County is subject to the forces and dynamics of rapid development. It is important to assess in detail what has been happening in Island County: to improve our knowledge and understanding of the forces driving growth and development and to consider the specific impacts to our environment, open space and rural character.

Land use theories, policies and practices, like those in other arts and sciences, need to be constantly evaluated and worked on in order that they evolve to meet the changing needs and demands of our society. Without this on-going effort, and the detailed awareness of the activities and forces at work in shaping the future, Island County could face a future of environmental degradation, sprawl, congestion, loss of living amenity and fiscal crisis.

Island County proposes a definitive, effective growth management strategy that will fully implement all of the goals and policies set forth in the Washington Growth Management Act (RCW 36.70A) as well as respond to the unique developmental forces that have shaped the county's settlement pattern in the past, and that will continue to be the primary force for development over the foreseeable future. The County recognizes that the future well-being of its citizens and the wise conservation of the County's resources depends upon the decisions made today.

LAND USE PLAN CONCEPT

Literal interpretation of the Washington Growth Management Act presents a major issue for Island County. The GMA posits one, traditional model as the result of the dynamic forces and processes involved in the phenomenon of urban growth. This model, called the "concentric ring theory" of urban growth, assumes that the expansion of urban populations and land uses takes place in rings around existing dense urban centers. It further assumes that densities necessarily decrease as the distance from the urban center increases.

The concentric ring theory had a basis in the centralizing forces of the Industrial Revolution, forces that drove urban growth until the advent of the automobile. Today, however, many renowned urban and regional planners, planning theoreticians and historians have demonstrated that there are a variety of possible forms of urban expansion which can serve as a basis for effective growth management. Indeed, many experts have pointed out that the dynamic forces driving current urban expansion are powerfully in opposition to the concept of a city that simply continues to expand in concentric rings. Unlike Washington, several other states involved in growth management have acknowledged a variety of forms of urban and rural growth.

It has even been suggested that large central cities are no longer responsive to modern technological, social and economic forces. Our problems of urban congestion and pollution, our ineffectiveness in integrating the more disadvantaged segments of our populations, the increasing separation between the wealthy and the poor, the resultant inability to renew vast sectors of our older urban centers that have declined into slums, and an obsolete industrial plant call into

question the future of the large city. Other models of managed growth may be more appropriate to specific settings and circumstances.

In particular, a concentric ring *urban* model does not appear to be appropriate for Island County. The traditional development of Island County displays aspects of linear growth, especially in the form of small nodes of commercial development serving the rural areas of the County, along the major state arterial routes on both Whidbey and Camano Island. On both islands of the County, there is also a significant amount of dispersed development in the form of isolated long plats and planned residential developments.

Dispersed Growth

Today's technologies, most notably the automobile, television, communications, computers and the Internet are powerful forces that make dispersed forms of growth and settlement possible. Dispersion does not automatically produce sprawl and the resultant enormous infrastructure costs that sprawl generates. Density by and of itself also does not create sprawl. Sprawl results when density is permitted in an even and unbroken pattern across the landscape in a manner that ignores the underlying principles of land ecology and stewardship. This leads to environmental degradation and the destruction of the very natural resources that entice the movement of people into an area; be they forests, farmlands, views, waterfronts or other open space elements which humans appear to need as much as they need neighbors and villages.

Dispersed growth offers many potential benefits. Managed dispersion can even out and even diminish the costs of the provision of public utilities, facilities and services. A dispersed urban growth strategy can maintain the rural character of County infrastructure such as roads. It can provide more choices in the location of development, potentially allowing for more natural features and resources to be preserved in more places within the County. A dispersed urban growth strategy can also make the most efficient use of an already fragmented land use and ownership pattern.

A dispersed urban growth strategy may also provide a better means for preserving the natural features and rural character of the County. Island County is made up of two islands formed during the retreat of the glaciers at the end of the last ice age. As a result the geology, soil types, water resources, habitats, landforms and other natural features of the islands are also dispersed and intermixed. Planning for future growth must take these unique features of the islands into consideration.

Integrating the Historical Development Pattern

In approaching the task of planning in accordance with the Washington Growth Management Act, Island County faces the challenge of integrating an historical development pattern of dispersed communities within the GMA-mandated model of centralized urban growth areas surrounded by rural areas and resource lands.

From the early 1900s, when the County had a population of only 1,870 to 1940 when the County population was 6,098 and the City of Oak Harbor's population was but 590, Island County existed as a completely rural setting, its small resource based economy quite in tune

with its rural character. World War II brought the establishment of the Whidbey Naval Air Station, which opened Whidbey Island up to a different kind of development. In response, the City of Oak Harbor, which previously had maintained a relatively small growth rate, only growing from 337 in 1920 to 590 in 1940, suddenly began to expand. Today, Oak Harbor's population is over 20,000. The growth rate for the County's other two municipalities, Coupeville and Langley, pretty much stayed the same. Coupeville's population has grown from 310 in 1910 to 1,610 in 1997. Langley has grown from 274 in 1920 to 1,000 in 1995.

The population of the unincorporated area of Island County also began to increase in the decade between 1940 and 1950 and has consistently outpaced the growth of the County's cities ever since.

Prior to 1966, land subdivision in Island County was not regulated in terms of lot size and density. During that period, 186 long plats were established on 18,329 acres creating 30,966 lots. Lots ranged in size from 4,000 square feet to over 3 acres, with an average lot size of 6/10th of an acre. ~~Forty-eight percent of these lots remain undeveloped today.~~

Since 1966, growth of the unincorporated portion of Island County has been directed in accordance with regulations established in the Island County Code. Long plats and planned residential developments approved between 1966 and 1984 number 150, with 7,342 lots on 5,889 acres of land. Sizes ranged from 6,000 square feet to over 2.5 acres, with an average lot size of 8/10th of an acre. ~~Twenty-six percent, or 2,651 of these lots remain undeveloped today.~~

Since 1984, the planned residential development process has been used a number of times in place of the long plat subdivision process. ~~in place of the long plat for the subdivision of land into five or more parcels.~~ About 25 planned residential developments containing about 500 lots have been established on 934 acres of land at an average lot size of 1.9 acres.

These regulations (the 1966 Interim Zoning Code and the 1984 Zoning Code) ended a system of land subdivision which had resulted in the platting and parcelization of many key areas of the County in a manner that greatly outstripped the demand for the lots created. Almost all of the waterfront property in the County was zoned at higher densities in 1966. More recently, the planned residential development provisions, enacted in 1984, did begin to integrate needed neighborhood-oriented amenities, and the protection of forested lands, agricultural lands and sensitive areas such as wetlands, floodplains and steep and unstable slopes was significantly improved.

Island County must now plan for growth in the context of a largely fragmented and dispersed land use and ownership pattern. This does not fit well within the framework established under the GMA. However, this does not necessarily mean that the County cannot meet the statutory goals established within the act. The 1997 GMA amendments contained in the rural element for defining existing areas of more intensive rural development provide the opportunity to acknowledge the land development patterns of the past in Island County, while not proliferating them.

Much of the anticipated population growth over the next 204 years will be originating from an urban or suburban setting and coming to Island County to seek a rural lifestyle. However,

this population is not rural in the sense that rural populations are generally involved in the primary resource sectors of the economy (i.e. industries of fishing, agriculture, forestry and mineral extraction). Island County's rural population is largely oriented toward secondary and tertiary sectors of the economy which have traditionally located in and about urban centers. Although Island County does not have within its borders a mature urban economy in the classical sense, population growth has nevertheless increased in recent years due to the county's accessibility to urban employment centers on the mainland, particularly in the Everett area of the Puget Sound metropolitan region.

To date, this "commuter accessibility" has worked, but the limitations on transportation access to and from the Islands are becoming increasingly restrictive. There are no firm plans in hand for the replacement and/or widening of the Deception Pass Bridge, the Mark Clark Bridge, or the state highways connecting North Whidbey and Camano Island to the mainland. Plans have been proposed for the improvement of ferry service between Clinton and Mukilteo by adding a third ferry, but no further changes are contemplated in the number or size of the boats serving Whidbey.

Intent of Plan

The comprehensive plan concept groups our future growth and development within those presently developed urban and dispersed rural areas to conserve Island County's natural resources, critical areas, open space, and rural characteristics. Our objective is to create efficient and attractive urban and rural communities while adhering to the goals and guidelines of the State Growth Management Act.

POPULATION PROJECTIONS

The Growth Management Act states that the Office of Financial Management (OFM) shall provide 20-year population forecasts for counties, and requires counties and cities to create plans based on these forecasts. OFM provides a low, medium and high series of projections. OFM forecasts do not address the distribution of population within counties or the calculation of seasonal residents. These are the County's responsibility in cooperation with the cities.

Office of Financial Management Population Projections Series

~~The County has chosen to use the high series OFM population projections. The OFM high series projects that Island County's population will grow from a 1996 population of 74,900 to a population of 118,800 by the year 2020. This represents an increase of 43,900 people over the twenty-four year planning period. OFM states that the high and low series population projections are formulated in addition to the medium series as a means of taking into account the 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 feels that the high series population projection is most appropriate at this time. The final chapter of this element describes a monitoring and benchmarking system for population increases where the County's growth will be carefully assessed against the year 2000 population census, additional rounds of OFM forecasting and further analysis of building permit activity. In the 1998 Comprehensive Plan review cycle, the County adopted the high~~

series OFM projections. Based on an analysis of building permit activity in the County from 1990 to 1996, the County felt that the high series was the most appropriate projection at the time. In 2004 the County reviewed the 2000 U.S. Census and recent trends in its population growth in accordance with RCW 36.70A.130. It was found that the County population was growing at a lower rate than had been projected in the 1998 Comprehensive Plan, but the amount of building permits remained the same. After these trends were discussed in the public hearings process, the County concluded that it was appropriate to adjust the twenty year projection down to a figure between the medium and the high series OFM projections. A lower population projection was clearly necessary to ensure efficient planning, yet the Planning Commission was hesitant to choose too low of a projection because of the robust state of the housing construction industry. Historical building permit activity that is trended out to 2025 combined with the countywide average household size yields a population very close to the medium/high projection of 110,050 residents in 2025. This projection results in an increase of 38,492 from 2000.

After the total population estimate for 2025 was arrived at, the County was broken into planning regions: North Whidbey, Central Whidbey, South Whidbey and Camano Island. This regional break-down is discussed further in the *Population Distribution* section below. The County then used historical permit data and census tract information to determine the population in each region and the respective growth rates. Two methods were then employed in this process. One has been termed the Proportional method, the other the Growth method. Both produce a growth projection every five years, starting with the known population in each planning area in 2000, through the end of the planning horizon in 2025.

The Proportional method uses the proportion of the population that each region has historically hosted. The Growth method tracks the recent growth rate in each region using building permit data. The two methods produce a range of potential growth for each region (Figure 3.7). The results of the Proportional and Growth calculations are provided for all regional planning areas that indicate growth projections in five year increments.

Seasonal Population

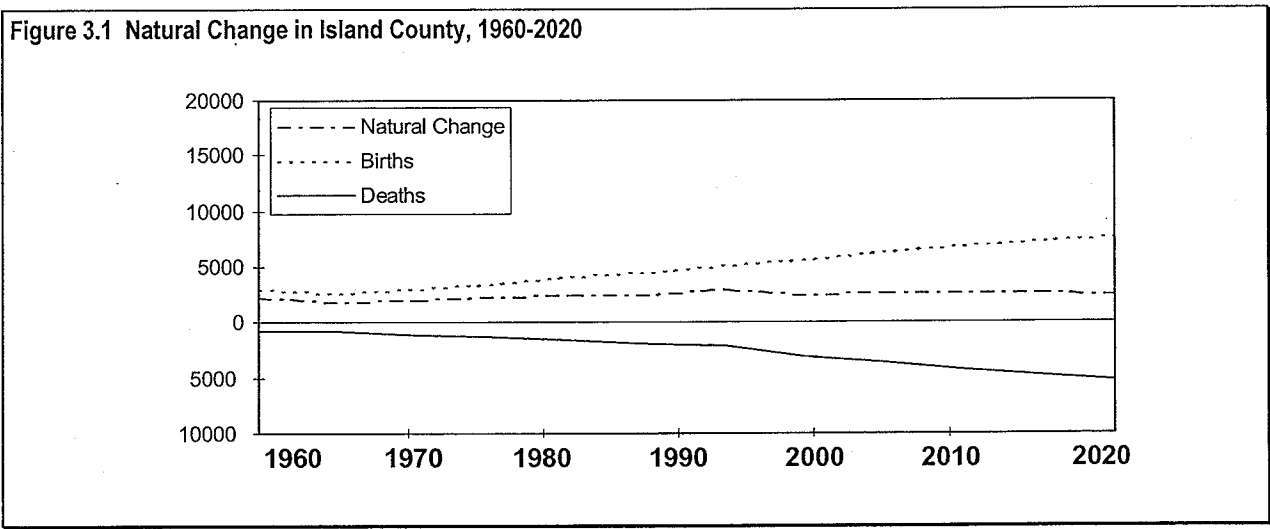
The County will not adjust the OFM medium/high population projection for a seasonal population at this time. In 1980, the County estimated that 4,289 of its 20,872 housing units, or 20.4%, were for seasonal use. By 1990, the seasonal housing estimate was 3,053 of the 25,580 units, or 11.8%. However, in the year 2000, it is estimated that of the 32,378 housing units, 3,107 units or 9.6% are seasonal. From 1990 to 2000 there was a reduction of only 2.2%. The decrease in the percentage of seasonal housing units by 8.6% 10.8% (20.4% minus 11.8% 9.6%) and the decrease in the absolute number of seasonal units of 1,236 (4,289 minus 3,053) from 1980 to 1990-2000 illustrates two probable trends. The first is that seasonal homes are being converted to permanent residences as people near retirement. The second is that housing prices are becoming relatively more expensive in Island County than in other areas in the region where second homes or retirement homes may be purchased. Though the proportion of houses that are used seasonally is declining, the absolute number of seasonal homes has leveled off since 1996. This may be a temporary trend and will need to be studied again during subsequent Comprehensive Plan review cycles to determine if a true trend is emerging. The County surmises that if current trends continue, by the year

2020-2025, the percentage of the County's housing units that are dedicated to seasonal residents will probably be a negligible amount (1 or 2%) that the County should not include in its population forecast at this time. Should the leveling-off of the number of seasonal residents continue, it may take a little longer before those residents reach the level of negligibility.

Population Trends

Three components affect population size and distribution: Fertility (Births), Mortality (Deaths), and Migration. Age and sex-specific birth, death, and migration rates can be used to predict the future population, by age, for the county. These age-specific data sets are important because different age groups have different infrastructure and service needs. For example, a population with a large percentage of retired adults would require more medical and long term care facilities than a population consisting primarily of young adults.

Natural Change. The number of births and deaths is used to determine whether the population is naturally increasing or decreasing. Very little population growth in Island County can be attributed to natural change (Figure 3.1). However, there was a very slight, but steady, natural population increase between 1960 and 1995. While the number of births is expected to increase at a steady rate in the future, the number of deaths is expected to increase at a faster rate, resulting in a slight natural decrease in population over the next 20-25 years. This is due to the relatively high number of middle-aged and retirement aged people currently living in Island County who will be aging in the next 20-25 years. In addition, the significant in-migration of retirement age adults seen in the last decade is expected to continue, resulting in higher death rates.



Migration. Migration refers to the number of people who move into and out of a specific area. Of all components of population change, migration is the most variable and difficult to predict because people move from one place to another for many different reasons. Economic opportunity, quality of life, and the price/availability of housing are major factors affecting migration patterns. More than two-thirds of Island County's population growth is a result of in-migration. In the past, this was due to the military presence and the County's

proximity to major employers in Everett and Seattle. Increasingly, more people are moving to Island County to take advantage of its rural lifestyle, retirement, and recreational opportunities. Migration rates have varied, with spurts of higher migration roughly proportionate to increases experienced by the state as a whole in times of rapid economic growth (Figure 3.2). While a consistently high rate of migration covers all age groups, it is expected that adults over age 45 will account for a disproportionate share. This reflects the county's appeal to higher income people and retirees.

Figure 3.2 Net Migration, 1960-2020

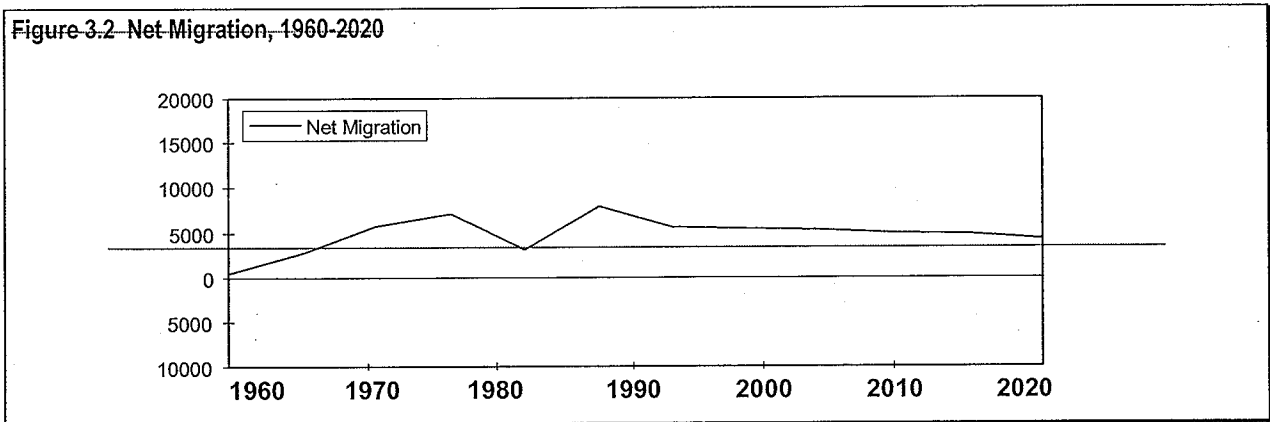


Figure 3.3 further shows how the 65 and over population will be growing in a manner which will have it account for 22% of the total population in 2020, compared to 15% in 1995. This dramatic rise in the over 65 population (approximately 300% increase by 2020) requires special planning efforts for transportation, public services and housing, among others. A discussion of the housing needs of the older population is presented in the Housing Element of this plan.

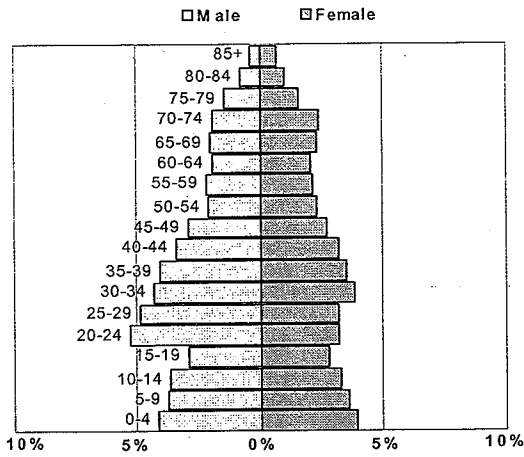
Figure 3.3 Selected Age Segments as Percent of Total Population, 1995-2020

Age Segment	1995	2000	2005	2010	2015	2020
0-19 as % of Population	28%	27%	27%	26%	25%	25%
20-64 as % of Population	57%	58%	58%	57%	56%	53%
65+ as % of Population	15%	15%	16%	17%	19%	22%

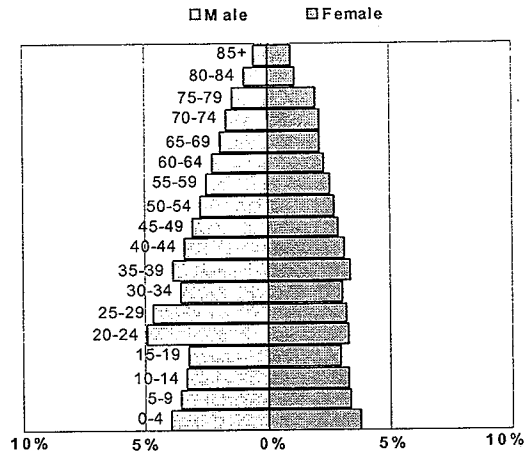
Population pyramids are shown on the following page in Figure 3.4 at five-year intervals through the year 2020. Each bar in the population pyramid represents the percentage of the total population for that projection year which is composed of a five-year age interval of males or females. Careful attention should be paid to movements in the "bulges" in the population pyramids from year to year, as this represents a changing make up of the County's population. The 2010, 2015 and 2020 pyramids show that the County's population is becoming "older", in that an increasing percentage of the population is comprised of the over 50 age segments.

Figure 3.4 Population Pyramids, 1995 to 2020

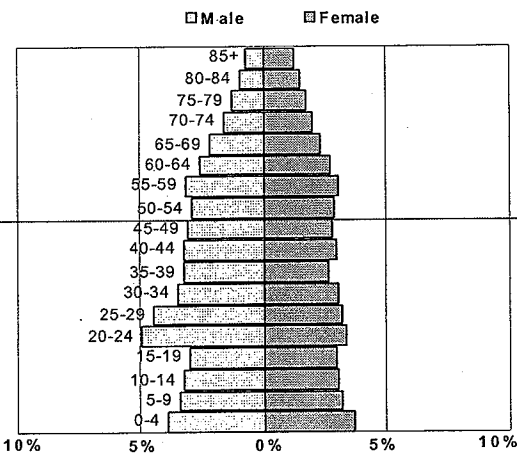
1995 Population Pyramid



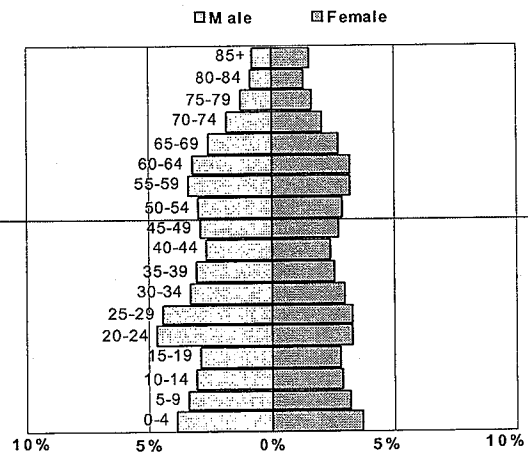
2000 Population Pyramid



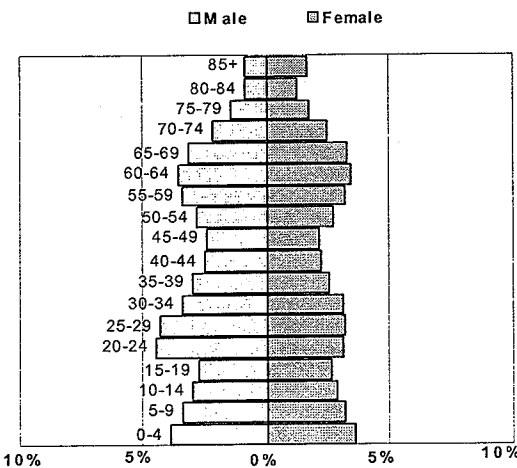
2005 Population Pyramid



2010 Population Pyramid



2015 Population Pyramid



2020 Population Pyramid

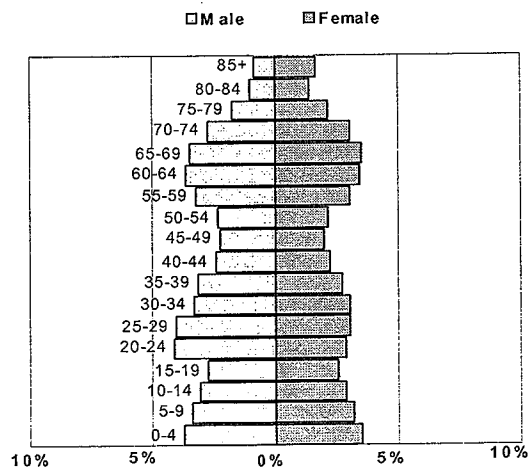
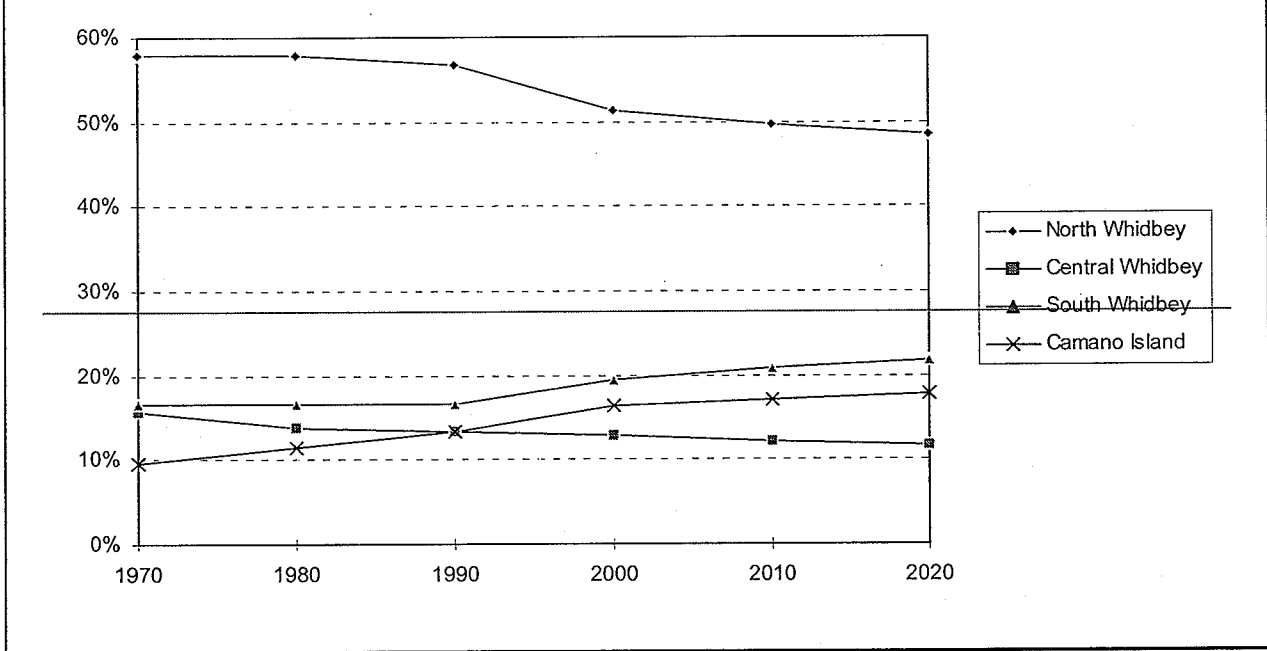


Figure 3.6 Planning Area Population Distribution as Percent of Total County Population, Graphical Presentation



The following two figures represents the population projections for each of the four planning areas based on the percentages of projected growth which are expected to occur as discussed in the previous section.

Figure 3.76a Planning Area Population Distribution of OFM High Series, Proportional method

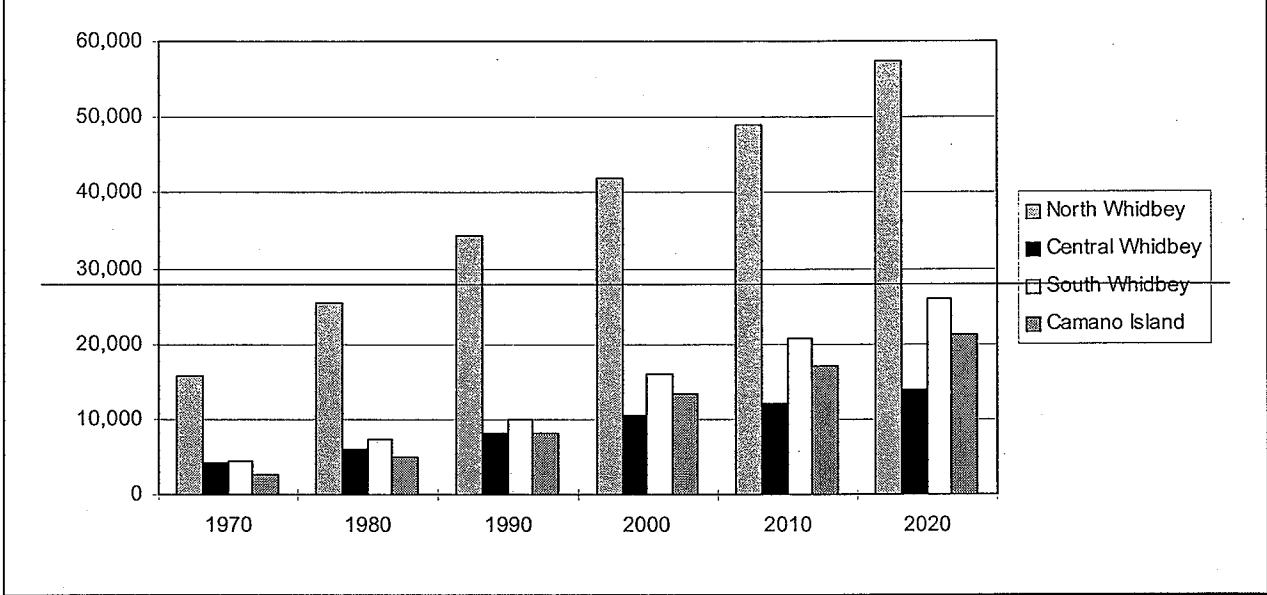
Planning Area	1970	1980	1990	1996	2000	2010	2020
North Whidbey	15,600	25,500	34,200	39,100	41,800	49,000	57,500
Central Whidbey	4,200	6,100	8,000	10,200	10,500	12,000	14,000
South Whidbey	4,500	7,300	10,000	13,600	15,900	20,700	26,000
Camano Island	2,600	5,100	8,000	12,000	13,300	17,000	21,300
Total	26,900	44,000	60,200	74,900	81,500	98,700	118,800

	1970	1980	1990	2000	2005	2010	2015	2020	2025
North Whidbey	15,600	25,500	34,200	34,737	37,085	40,551	42,674	46,664	49,523
Central Whidbey	4,200	6,100	8,000	9,467	10,044	10,138	11,132	12,173	12,106
South Whidbey	4,500	7,300	10,000	14,007	16,225	17,741	20,409	22,317	25,312
Camano Island	2,600	5,100	8,000	13,347	13,907	16,051	18,554	20,289	23,111
Total	26900	44000	60200	71,558	77,261	84,481	92,769	101,443	110,052

Figure 3.76b Planning Area Population Distribution of OFM High Series, Growth method

	1970	1980	1990	2000	2005	2010	2015	2020	2025
North Whidbey	15,600	25,500	34,200	34,737	36,858	40,642	44,093	47,958	51,795
Central Whidbey	4,200	6,100	8,000	9,467	9,865	10,605	11,456	11,984	12,823
South Whidbey	4,500	7,300	10,000	14,007	15,548	16,948	18,982	21,211	23,113
Camano Island	2,600	5,100	8,000	13,347	14,989	16,283	18,237	20,288	22,319
Total	26900	44000	60200	71,558	77,260	84,478	92,768	101,441	110,050

Figure 3.8 Planning Area Population Distribution of OFM High Series - Graphical Presentation



The following two-figures displays the 10-year-growth rates for each of the planning areas for the five decades encompassing 1970 to 20202025.

Figure 3.9a Planning Area Population Distribution 10-Year-Growth Rates

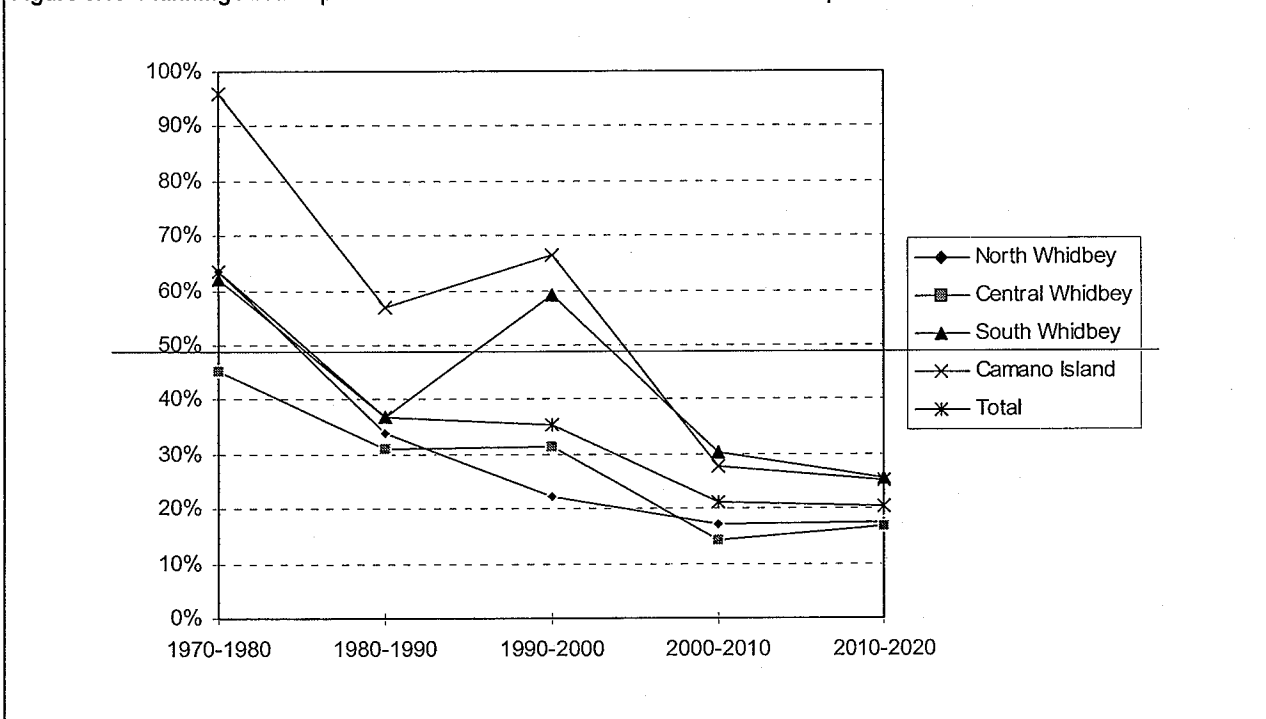
Planning Area	1970-1980	1980-1990	1990-2000	2000-2010	2010-2020
North Whidbey	63%	34%	22%	17%	17%
Central Whidbey	45%	31%	31%	14%	17%
South Whidbey	62%	37%	59%	30%	26%
Camano Island	96%	57%	66%	28%	25%
Total	64%	37%	35%	21%	20%

	<u>1970-1980</u>	<u>1980-1990</u>	<u>1990-2000</u>	<u>2000-2005</u>	<u>2005-2010</u>	<u>2010-2015</u>	<u>2015-2020</u>	<u>2020-2025</u>
North Whidbey	63.5%	34.1%	1.6%	6.8%	9.3%	5.2%	9.3%	6.1%
Central Whidbey	45.2%	31.1%	18.3%	6.1%	0.9%	9.8%	9.4%	-0.6%
South Whidbey	62.2%	37.0%	40.1%	15.8%	9.3%	15.0%	9.3%	13.4%
Camano Island	96.2%	56.9%	66.8%	4.2%	15.4%	15.6%	9.4%	13.9%
Total	63.6%	36.8%	18.9%	8.0%	9.3%	9.8%	9.4%	8.5%

Figure 3.9b Planning Area Population Distribution Growth Rates

	1970-1980	1980-1990	1990-2000	2000-2005	2005-2010	2010-2015	2015-2020	2020-2025
North Whidbey	63.5%	34.1%	1.6%	6.1%	10.3%	8.5%	8.8%	8.0%
Central Whidbey	45.2%	31.1%	18.3%	4.2%	7.5%	8.0%	4.6%	7.0%
South Whidbey	62.2%	37.0%	40.1%	11.0%	9.0%	12.0%	11.7%	9.0%
Camano Island	96.2%	56.9%	66.8%	12.3%	8.6%	12.0%	11.2%	10.0%
Total	63.6%	36.8%	18.9%	8.0%	9.3%	9.8%	9.3%	8.5%

Figure 3.10 Planning Area Population Distribution 10-Year Growth Rates - Graphical Presentation



The following figures present the population distributions for each of the planning areas split into the amount which is projected to occur in the three urban growth areas and the amount in the remaining rural areas. The adopted Comprehensive Plans for Oak Harbor, Coupeville and Langley currently project their populations to the year 2025 which is the same planning horizon as that established in this Plan.10, while Oak Harbor is planning out to the year 2013. The additional population presented in the following figures for the ten years (2010 to 2020) for Coupeville and Langley and seven years (2013 to 2020) for Oak Harbor have been arrived at by extending their current projections for the additional years at the same rate of growth. The 2025 benchmarks for population are contained in the adopted draft CWPPs which are currently under City/Town review.

Figure 3.11 Planning Area Population Distribution Between Urban Growth Areas and Unincorporated Areas

Planning Area	1970	1980	1990	1996	2000	2010	2020	24-year Growth	Percent of Growth
North Whidbey	15,600	25,500	34,200	39,100	41,300	49,000	57,500	18,400	42%
Oak Harbor UGA	9,200	12,300	16,800	19,200	21,200	26,000	31,000	11,800	27%
Unincorporated	6,400	13,200	17,400	19,900	20,100	23,000	26,500	6,600	15%
Central Whidbey	4,200	6,100	8,000	10,200	11,000	12,000	14,000	3,800	9%
Coupeville UGA	700	1,000	1,400	1,600	1,700	1,800	2,000	400	1%
Unincorporated	3,500	5,100	6,600	8,600	9,300	10,200	12,000	3,400	8%
South Whidbey	4,500	7,300	10,000	13,600	15,900	19,700	26,000	12,400	28%
Langley UGA	500	700	800	1,000	1,300	1,600	2,200	1,200	3%
Unincorporated	4,000	6,600	9,200	12,600	14,600	18,100	23,800	11,200	26%
Camano Island	2,600	5,100	8,000	12,000	13,300	18,000	21,300	9,300	21%
Island County	26,900	44,000	60,200	74,900	81,500	98,700	118,800	43,900	100%
UGAs	10,400	14,000	19,000	21,800	24,200	29,400	35,200	13,400	30%
Unincorporated	16,500	30,000	41,200	53,100	57,300	69,300	83,600	30,500	70%

Planning Area	1970	1980	1990	2000	2005	2010	2015	2020	2025	25-year Growth	Percent of Growth
North Whidbey	15,600	25,500	34,200	34,737	37,085	40,551	42,674	46,664	49,523	14,786	38%
Oak Harbor UGA	9,200	12,300	16,800	19,795	0	0	0	0	30,419	10,624	28%
Unincorporated	6,400	13,200	17,400	14,942	37,085	40,551	42,674	46,664	19,104	7,162	11%
Central Whidbey	4,200	6,100	8,000	9,467	10,044	10,183	11,132	12,173	12,106	2,639	7%
Coupeville UGA	700	1,000	1,400	1,723	1,808	1,893	1,978	2,068	2,165	442	1%
Unincorporated	3,500	5,100	6,600	7,744	8,236	8,290	9,154	10,105	9,941	2,197	6%
South Whidbey	4,500	7,300	10,000	14,007	16,225	17,741	20,409	22,317	25,312	11,305	29%
Langley UGA	500	700	800	959	1,050	0	0	0	2,200	1,241	3%
Unincorporated	4,000	6,600	9,200	13,048	15,175	17,741	20,409	22,317	23,112	10,064	26%
Camano Island	2,600	5,100	8,000	13,347	13,907	16,051	18,554	20,289	23,111	9,764	25%
Island County	26,900	44,000	60,200	68,558	77,261	84,526	92,769	101,443	110,052	41,494	100%
UGAs	10,400	14,000	19,000	22,477	2,858	1,893	1,978	2,068	34,784	12,307	32%
Unincorporated	16,500	30,000	41,200	46,081	74,403	82,633	90,791	99,375	75,268	29,187	68%

Figure 3.11a Planning Area Population Distribution Between Urban Growth Areas and Unincorporated Areas, Proportion method

Figure 3.11b Planning Area Population Distribution Between Urban Growth Areas and Unincorporated Areas, Growth method

Planning Area	1970	1980	1990	2000	2005	2010	2015	2020	2025	Growth	Growth
North Whidbey	15,600	25,500	34,200	34,737	36,858	40,642	44,093	47,958	51,792	17,055	44%
Oak Harbor UGA	9,200	12,300	16,800	19,795	0	0	0	0	30,419	10,624	28%
Unincorporated	6,400	13,200	17,400	14,942	36,858	40,642	44,093	47,958	21,373	6,431	17%
Central Whidbey	4,200	6,100	8,000	9,467	9,865	10,605	11,456	11,984	12,823	3,356	9%
Coupeville UGA	700	1,000	1,400	1,723	1,808	1,893	1,978	2,068	2,165	442	1%
Unincorporated	3,500	5,100	6,600	7,744	8,057	8,712	9,478	9,916	10,658	2,914	8%
South Whidbey	4,500	7,300	10,000	14,007	15,548	16,948	18,982	21,211	23,113	9,106	24%
Langley UGA	500	700	800	959	1,050	0	0	0	2,200	1,241	3%
Unincorporated	4,000	6,600	9,200	13,048	14,498	16,948	18,982	21,211	20,913	7,865	20%
Camano Island	2,600	5,100	8,000	13,347	14,989	16,283	18,237	20,289	22,319	8,972	23%
Island County	26,900	44,000	60,200	71,558	77,260	84,478	92,768	101,442	110,047	38,489	100%
UGAs	10,400	14,000	19,000	22,477	2,858	1,893	1,978	2,068	34,784	12,307	32%
Unincorporated	16,500	30,000	41,200	49,081	74,402	82,585	90,790	99,374	75,263	26,182	68%

Figure 3.12 Planning Area Population Distribution – Percent of Planning Area Population

North Whidbey								
Oak Harbor UGA	59%	48%	49%	49%	51%	53%	54%	64%
Unincorporated	41%	52%	51%	51%	49%	47%	46%	36%
Central Whibey								
Coupeville UGA	17%	16%	18%	16%	15%	15%	14%	11%
Unincorporated	83%	84%	83%	84%	85%	85%	86%	89%
South Whidbey								
Langley UGA	11%	10%	8%	7%	8%	8%	8%	10%
Unincorporated	89%	90%	92%	93%	92%	92%	92%	90%
Camano Island								
	100%	100%	100%	100%	100%	100%	100%	100%
Island County								
UGAs	39%	32%	32%	29%	30%	30%	30%	30%
Unincorporated	61%	68%	68%	71%	70%	70%	70%	70%
Population Distribution								24-year

Figure 3.12a Planning Area Population Distribution - Percent of Planning Area Population Proportion method

Percent of Planning Area

Planning Area	1970	1980	1990	2000	2005	2010	2015	2020	2025	25-year Growth
North Whidbey										
Oak Harbor UGA	59%	48%	49%	57%	0%	0%	0%	0%	61%	72%
Unincorporated	41%	52%	51%	43%	100%	100%	100%	100%	39%	28%
Central Whibey										
Coupeville UGA	17%	16%	18%	18%	18%	19%	18%	17%	18%	17%
Unincorporated	83%	84%	83%	82%	82%	81%	82%	83%	82%	83%
South Whidbey										
Langley UGA	11%	10%	8%	7%	6%	0%	0%	0%	9%	11%
Unincorporated	89%	90%	92%	93%	94%	100%	100%	100%	91%	89%
Camano Island										
	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Island County										

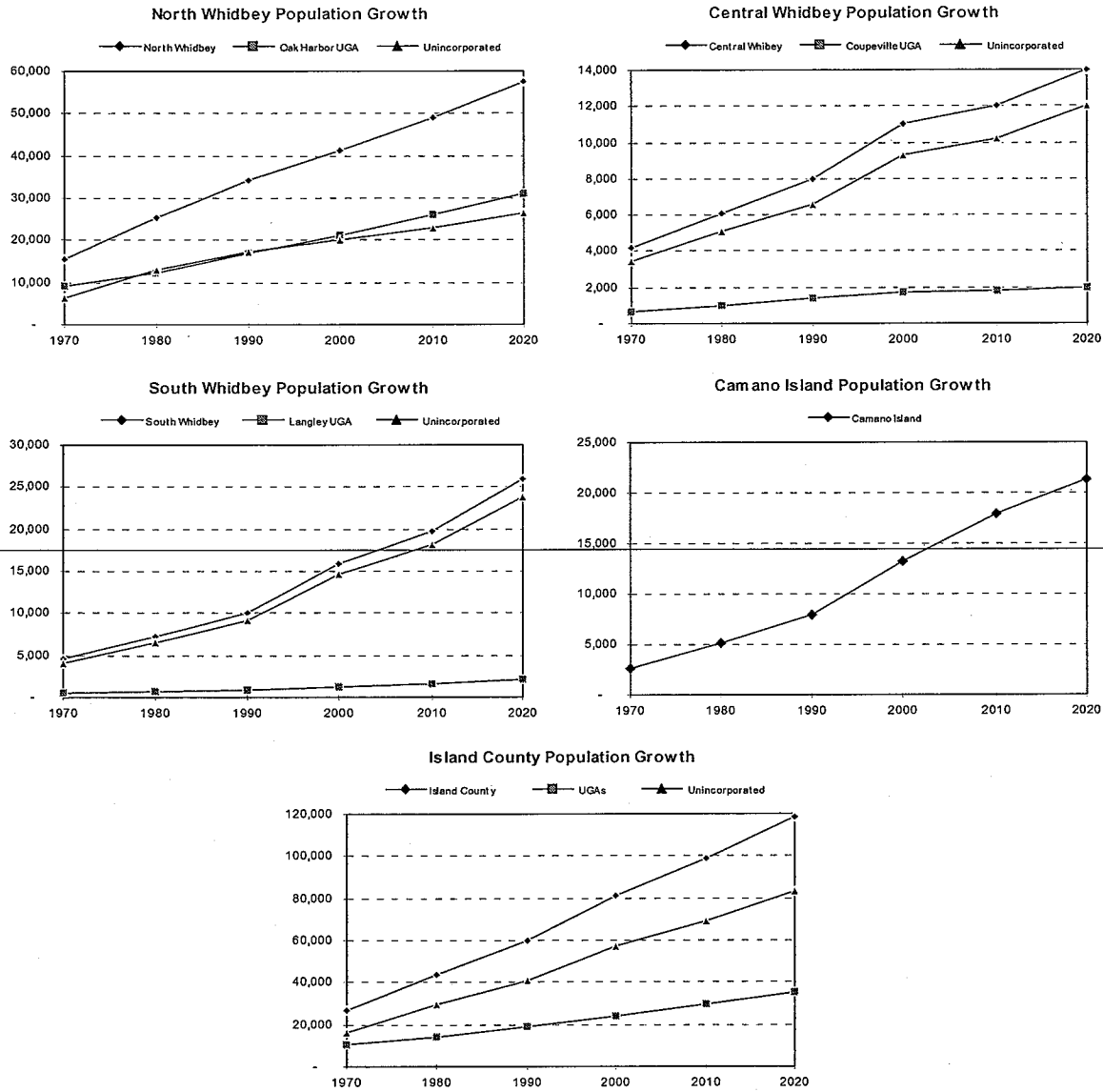
UGAs	39%	32%	32%	31%	4%	2%	2%	2%	32%	32%
Unincorporated	61%	68%	68%	69%	96%	98%	98%	98%	68%	69%

Figure 3.12 b Planning Area Population Distribution - Percent of Planning Area Population Growth method

Percent of Planning Area										25-year
Planning Area	1970	1980	1990	2000	2005	2010	2015	2020	2025	Growth
North Whidbey										
Oak Harbor UGA	59%	48%	49%	57%	0%	0%	0%	0%	59%	62%
Unincorporated	41%	52%	51%	43%	100%	100%	100%	100%	41%	38%
Central Whibey										
Coupeville UGA	17%	16%	18%	18%	18%	18%	17%	17%	17%	13%
Unincorporated	83%	84%	83%	82%	82%	82%	83%	83%	83%	87%
South Whidbey										
Langley UGA	11%	10%	8%	7%	7%	0%	0%	0%	10%	14%
Unincorporated	89%	90%	92%	93%	93%	100%	100%	100%	90%	86%
Camano Island										
	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Island County										
UGAs	39%	32%	32%	31%	4%	2%	2%	2%	32%	32%
Unincorporated	61%	68%	68%	69%	96%	98%	98%	98%	68%	69%

The following figure shows the population increase for each of the four planning areas broken down by urban growth area population and unincorporated population.

Figure 3.13 Planning Area Population Distribution Between Urban Growth Areas and Unincorporated Areas – Graphical Presentation



The four planning areas have unique characteristics that are expressed in the manner that they are projected to grow over the next twenty-four years.

North Whidbey

North Whidbey's population share represents a decreasing percentage of the total Island County population: from 58% in 1970, to 51% in the year 2000—the direct result of a stabilized military population. The North Whidbey share of the total population is projected to fall to 48%between 45 to 47% by the year 20202025, depending on whether the Proportional or Growth method is used. Likewise, the population share in the Oak Harbor Urban Growth Area (UGA) has steadily decreased in relation to the rural portion. This trend,

which has leveled in recent decades, is expected to ~~remain fairly constant with 54% increase~~ slightly to somewhere between 58 and 63% of the population located in the Oak Harbor UGA ~~and 46% located in the rural areas~~. North Whidbey is projected to grow by ~~an 18,400~~ 14,786 to 17,058 additional people by ~~2020~~ 2025, or ~~42%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 ~~2020~~ 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 ~~2020~~ 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 ~~1996-2000~~ this figure had declined increased only slightly to ~~16%~~ 18%. By ~~2020-2025~~ the Coupeville UGA is expected to make up ~~14%~~ 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 ~~about 3,800~~ between 2,639 and 3,356 people though 2025, or 7 to 9% of the county growth projection to 2020.

South Whidbey

In recent decades South Whidbey has held a steady ~~17~~ 19% share of total county population. This share is predicted to increase between 21 and 23% in ~~2020-2025~~ 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 ~~2020~~ 2025, the Langley UGA share is expected to increase slightly to 8%9%. A majority of new growth will be accommodated within the existing city limits. Projections for South Whidbey show growth of ~~about~~ between 12,400 9,106 to 11,305 people, or ~~28%~~ 24 to 29% of total county growth to 2020.

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 of ~~about 9,300~~ between 8,972 to 9,764 people, or ~~21%~~ 23 to 25% of the total county projection to ~~2020~~ 2025.

Rural and Urban Population Growth

It is estimated that an additional ~~43,900~~ 38,492 people will be added to the County's population by the year ~~2020~~ 2025. This represents an increase of ~~59~~ 53% over the next ~~twenty-four~~ twenty years, producing a total population of ~~118,800~~ 110,050. The rural portion of the County will accommodate ~~30,500~~ 26,182 to 29,187 new residents, or ~~70~~ 68% of this growth, while the urban growth areas will add ~~13,400~~ 12,307 persons, or ~~30~~ 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. If 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 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 ~~second annual review~~ 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.

Exhibit B

**Island County Comprehensive Plan
Future Land Use Map K**

MAP K
FUTURE LAND USE PLAN
NORTH WHIDBEY

UGA BOUNDARY

Urban Growth Boundary

UGA ZONING

- Public Facilities
- Low Density - Residential
- Medium Density - Residential
- Rural
- Rural Center
- Light Manufacturing

PROPOSED ZONING

- Airport (AP)
- Commercial Agriculture (CA)
- Federal Land (FL)
- Municipality
- Park (PK)
- Public Facilities (PF)
- Rural (R)
- Rural Agriculture (RA)
- Rural Center (RC)
- Rural Forest (RF)
- Light Manufacturing (LM)
- Rural Residential (RR)
- Rural Service (RS)
- Rural Village (RV)
- Special Review District (SR)

SCALE
1 INCH = 11,000 FT.

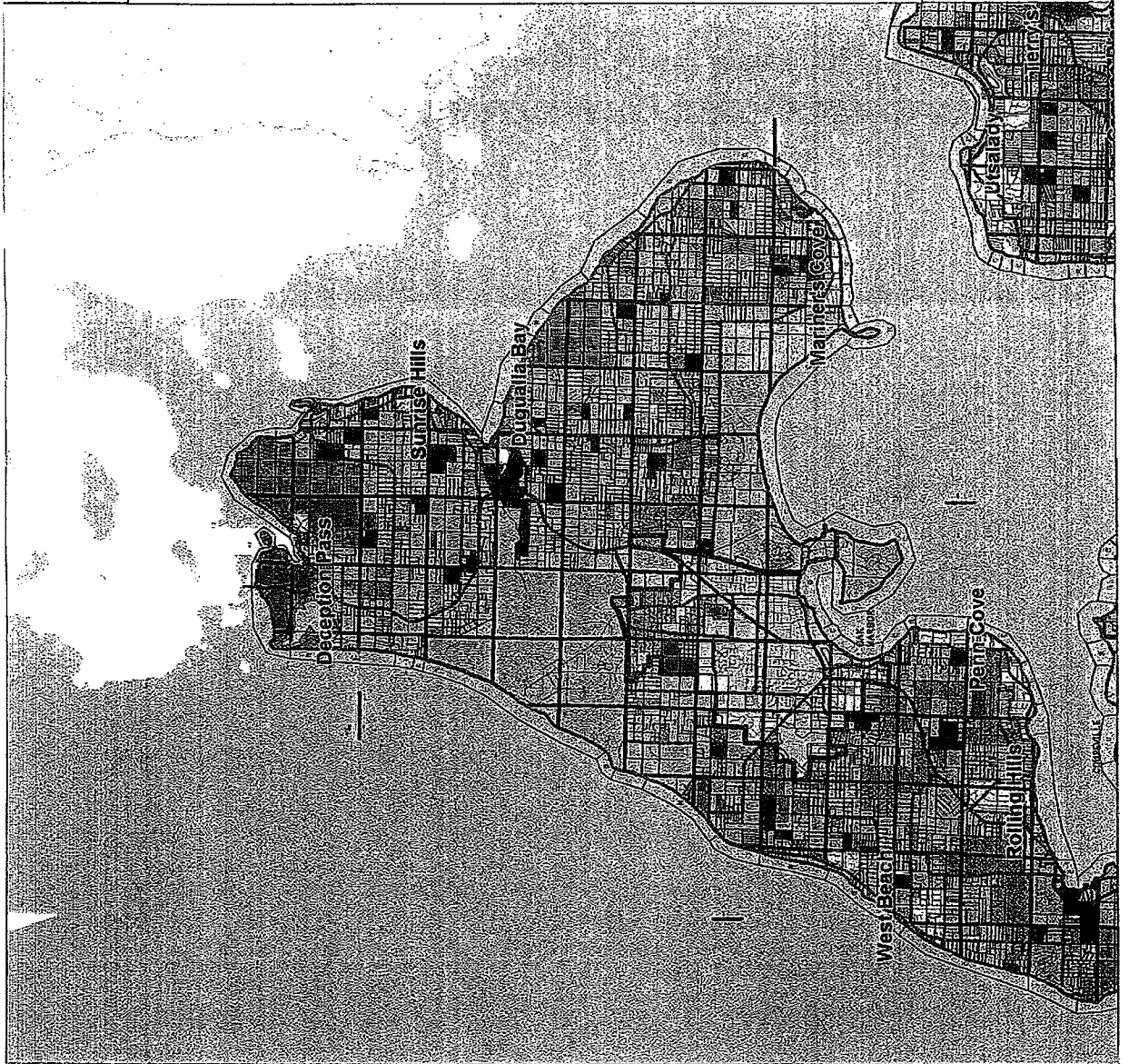


Exhibit C

Findings of Fact

**Board of Island County Commissioners
Findings of Fact**

1. The Board finds that the Langley UGA, Coupeville UGA, and Oak Harbor Urban Growth Area, at their current size, adequately accommodate the urban growth projected to occur in Island County between 2005 and 2025.
2. Additionally, the Board finds that Parcel 1 meets the standards for inclusion in the Oak Harbor Urban Growth Area, pursuant to RCW 36.70A.110. This tract is an area that is characterized by urban growth and also adjacent to territory already characterized by urban growth.
3. The Board finds that even though the future population projections in CPA 155/04 have been demonstrated in numerous ways to be overly optimistic, these projections should be adopted to bring closure to CPA 155/04, as requested by the City of Oak Harbor.
4. The Board finds that next required periodic update of the Comprehensive Plan is just around the corner and fresh projections of future population will be made in conjunction with that update. Those projections will be based on the recently released 2010 Census and a current buildable lands analysis.
5. The Board finds that the City's own record in conjunction with the County 2005 UGA review clearly states that the existing Oak Harbor UGA is adequate to accommodate 106% of the housing units necessary for the projected 2025 population.



ISLAND COUNTY
BOARD OF COUNTY COMMISSIONERS
AGENDA BILL

April 11, 2011

#12

DEPARTMENT: Planning and Community Development

DIVISION: *(if applicable)*

STAFF CONTACT: Robert Pederson, Director

AGENDA SUBJECT: CPA 155/04 – Amending the Island County Comprehensive Plan to address updates to population projections and urban growth area boundaries.

BACKGROUND/SUMMARY: *(include prior BOCC discussion & action, if applicable)*

CPA 155/04 is an update to the Island County Comprehensive Plan to address Growth Management Act requirements for periodic review. Specifically, this amendment completes the 2005 required updates to the Comprehensive Plan with respect to 20-year population projections and urban growth area boundaries in Island County. The proposal, as modified by the Board on October 11, 2010, expands the Oak Harbor UGA by ± 18 acres. CPA 155/04 extends the 20-year population projections to 2025.

FISCAL IMPACT/FUNDING SOURCE:

There is no additional fiscal impact. Long range planning is funded by the General Fund in the 2011 budget.

RECOMMENDED ACTION:

- Approve/Adopt
- Schedule Public Hearing/Meeting
- Continue Public Hearing/Meeting
- Information/Discussion
- Other *(describe)* _____

SUGGESTED MOTION: Move to adopt CPA 155/04, an update of the Island County Comprehensive Plan to address the Growth Management Act requirements for periodic review.

[BELOW TO BE COMPLETED BY CLERK OF BOARD]

BOCC ACTION:

- APPROVED
- DENIED
- TABLED/DEFERRED/NO ACTION TAKEN
- CONTINUED TO DATE: ____/____/____ TIME: _____
- OTHER _____