



## ISLAND COUNTY PLANNING & COMMUNITY DEVELOPMENT

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### ~ MEMORANDUM ~

**TO:** Island County Planning Commission

**FROM:** Robert H. Pederson, AICP  
Director

**DATE:** October 29, 2010

**SUBJECT:** Comprehensive Plan Amendment 155/04 - Oak Harbor UGA Expansion  
Transmittal of Changes From the BICC

### Background

The above noted Comprehensive Plan Amendment was the subject of several Planning Commission public meetings and public hearings in 2003, 2004, and then again in 2006, finally culminating in a PC recommendation for approval in January of 2007. A more detailed discussion of prior Planning Commission action on this item is outlined in the August 31, 2010 staff memorandum to the BICC (attached).

Following the 2007 approval, the Planning Department did not transmit the PC recommendation and findings to the Board, presumably because of subsequent appeals of the SEPA threshold determination for this comprehensive plan amendment.

On September 8, 2010, the PC recommendation and findings were transmitted to the Board. On September 13<sup>th</sup>, the Board set a public meeting for October 11, 2010 to consider the PC recommendation and findings. Board action was required by the following provision of the Growth Management Act:

#### **RCW 36.70.620**

*“Upon receipt of any recommended official control or amendment thereto, the board shall at its next regular public meeting set the date for a public meeting where it may, by ordinance, **adopt or reject the official control or amendment**” (emphasis added).*

Prior to the October 11<sup>th</sup> public meeting, staff prepared a memo (attached) which outlined the two procedural options for the Board under the Growth Management Act.

These options were to adopt the PC recommendation “as is” or to reject the PC recommendation and determine what, if any, changes were necessary to CPA 155/04.

On October 11, 2010, following public comment, the Board voted to:

- 1) Reject the Planning Commission recommendation; and
- 2) Determined that only 1 of the 6 proposed expansion areas should be included in the Oak Harbor UGA.

The area the Board voted to include has been referred to as Parcel 1 (Hansen) throughout the proceedings for CPA 155/04. This ± 18 acre area is northwest of the intersection of Ault Field Road and Old Goldie Road, adjacent to NAS Whidbey.

The 2007 PC recommendation included Parcel 1 and 6 other areas that were identified as future residential growth areas. Parcel 1 was identified for industrial (i.e., nonresidential) uses (See table below).

<b>Expansion Area</b>	<b>Name</b>	<b>Future OH Land Use Designation</b>	<b>Future OH Zoning</b>	<b>Housing Capacity</b>
1	Hansen	Planned Industrial Park	OH-PIP	0
2	Hillcrest	Low Density Residential	OH-R	157
3	Cohick	Low Density Residential	OH-R	35
4	Fakkema	Special Planning Area	Mixed	352
5	Krieg	Low Density Residential	OH-R	8
6	Gaston	Low Density Residential	OH-R	32
8	Walker Heights	Low Density Residential	OH-R	61
<b>Total</b>				<b>646</b>

### **Current Planning Commission Review**

Now that the Board has determined that a change to CPA 155/04 is necessary, the following procedures apply:

RCW 36.70.630

*“...if after considering the matter at a public meeting as provided in RCW 36.70.620 the board deems a change in the recommendation of the planning agency to be necessary, the change shall not be incorporated in the recommended control until the board shall conduct its own public hearing, giving*

*notice thereof as provided in RCW 36.70.590, and it shall adopt its own findings of fact and its own analysis of findings considered by it to be controlling.”*

RCW 36.70.430

*“When it deems it to be for the public interest, or when it considers a change in the recommendations of the planning agency to be necessary, the board may initiate consideration of a comprehensive plan, or any element or part thereof, or any change in or addition to such plan or recommendation. The board shall first refer the proposed plan, change or addition to the planning agency for a report and recommendation. Before making a report and recommendation, the commission shall hold at least one public hearing on the proposed plan, change or addition. Notice of the time and place and purpose of the hearing shall be given by one publication in a newspaper of general circulation in the county and in the official gazette, if any, of the county, at least ten days before the hearing.”*

Now that CPA 155/04 is back before the Planning Commission, the Commission has 90 days in which to hold a public hearing and then issue a report and recommendation to the BICC. The Planning Commission does not have the option of further modifying or amending CPA 155/04 in their report and recommendation. The Planning Commission is to hold a public hearing and make a recommendation specifically on the revised Comprehensive Plan Amendment, CPA 155/04, as changed by the BICC.

What has not changed from the 2007 Planning Commission recommendation is the revised population projections for the year 2025 (the 20 year planning horizon). When the Island County Comprehensive Plan was adopted in 1998, the population projections looked forward to the year 2020. For CPA 155/04, the population projections looked out to 2025. The population projections developed for CPA 155/04 reduce the 2020 countywide population from 118,800 to 101,443 (a reduction of 17,357 people) and as noted above, extend the planning horizon from 2020 to 2025. The draft 2025 projection is 110,050 which is 8,750 fewer people than the projected population in the 1998 Comprehensive Plan EIS, even though the planning horizon is extended by an additional five years. It is also important to note that the population projections for Island County will be updated in future, with the next periodic update of the Island County Comprehensive Plan. These projections will benefit from having the recent population counts from the 2010 Census.

Staff will also transmit revised CPA 155/04 to the Washington State Department of Commerce for review, as required by the Growth Management Act. This review is a 60 day process.

Finally, a SEPA Determination of Non-Significance (DNS) was issued for the revised CPA 155/04 on October 29, 2010.

Following Planning Commission action on CPA 155/04, your recommendation will be transmitted to the Board. The Board will then hold a public hearing to consider the recommendation and to take final legislative action. The Ordinance for final legislative action on CPA 155/04 will include maps of the UGA expansion area and all text

amendments associated with the 2025 population projections. The target date for the public hearing and final legislative action on this matter is March 8, 2011.

**Analysis of Parcel 1 (Hansen)**

Parcel 1 (Hansen), has been the descriptive reference for this polygon throughout the processing of CPA 155/04. In fact, the ±18 acre area known as Parcel 1 contains 6 tax parcel numbers assigned by the County Assessor and those records reflect there are 5 owners. The tables below show the current uses within this area and surrounding properties.

<b>SITE CHARACTERISTICS AND SURROUNDING AREA</b>	
<b>GENERAL LOCATION:</b>	<b>Northeast corner of Ault Field Road and Old Goldie Road</b>
<b>SIZE:</b>	<b>6 Tax Parcels comprising ±18 acres</b>
<b>FUTURE LAND USE CATEGORY:</b>	<b>Light Manufacturing</b>
<b>CURRENT ZONING</b>	<b>LM (Light Manufacturing). Site was rezoned from R (Rural) to LM in 2009 (Ord. C-121-09).</b>
<b>APZ ZONE(S):</b>	<b>The southern ½ of the site is in APZ II</b>
<b>SURROUNDING USES &amp; ZONING</b>	
<b>NORTH</b>	<b>Naval Air Station Whidbey</b>
<b>SOUTH</b>	<b>Ault Field Road and storage and warehouse facilities zoned OH-I (Oak Harbor Industrial)</b>
<b>EAST</b>	<b>Naval Air Station Whidbey</b>
<b>WEST</b>	<b>Old Goldie Road, storage, auto body repair, and Knights of Columbus hall – all zoned OH-I. Further west is NAS Whidbey</b>
<b>SITE DETAILS</b>	

<b>Tax Parcel</b>	<b>Owner</b>	<b>Address</b>	<b>Frontage</b>	<b>Acres</b>	<b>Current Use</b>
R13323-120-3100	Hicks, Jason	3300 Old Goldie Rd	None	1.63	Industrial Storage & "Kaiser's Garage"
R13323-074-2810	Christian, Richard J	3256 Old Goldie Rd	± 75'	0.50	Industrial Warehouse
R13323-063-2810	Truex, Jack A	3248 Old Goldie Rd	± 150'	1.00	Single-family Residence
R13323-046-2810	Lerch, Thomas H	3236 Old Goldie Rd	± 150'	1.00	Duplex
R13323-095-2980	Ault Field Rd LLC	3288 – 3296 Goldie Rd	± 545'	6.25	Multi-family (3 d.u.)/Paintball field

R13323-044-3120

Ault Field Rd LLC

Not assigned

± 285'  
± 645'

7.19

Vacant/Used car sales?

<b>ROADWAY CLASSIFICATIONS:</b>	<b><u>Ault Field Road</u></b> Major Arterial	<b><u>Old Goldie Road</u></b> Local Access
<b>ACCESS:</b>	9 driveway access points to Old Goldie Road	
<b>FLOOD ZONE(S):</b>	Zone X per FIRM Panel 530312 0110E, revised 02/02/07	
<b>CRITICAL AREAS:</b>	A Palustrine wetland was known to exist on the central/eastern portion of the area. This wetland was drained (legally) many years ago and then filled in. No other Critical Areas mapped for this site.	
<b>UTILITY CONNECTIONS:</b>	10" Navy water main on Old Goldie Rd. 8" sewer main on Old Goldie Rd. Easements run through site and along Old Goldie Rd. for water service lines	

### Urban Growth Areas - Standard for Review.

RCW 36.70A.110 requires each county that is required to plan under the Growth Management Act (GMA) to designate an UGA or areas within which urban growth is encouraged. Each city shall be included within a UGA. The UGA may also include territory that is outside of the city if such territory is characterized by urban growth or is adjacent to territory already characterized by urban growth [see RCW 36.70A.110(1)].

Staff recommends that Parcel 1 is already 1) characterized by urban growth; and 2) adjacent to territory already characterized by urban growth. Each of these standards is addressed below:

#### Characterized by Urban Growth

The 18 acre site has several existing land uses, including a single-family residence, a duplex, multi-family (3 residences on one parcel), storage and warehouses businesses, used car sales, and a paintball field. In addition, a number of land uses are Permitted Uses under existing LM zoning, with a Type 1 approval. Type 1 approvals are ministerial and review of land use standards is in conjunction with building permits.

1. Accessory Uses;
2. Fire Stations;
3. Governmental Services;
4. Light Manufacturing Uses;
5. Minor Utilities;
6. Research and Development Uses;
7. Storage, Personal and Outdoor;
8. Warehouses; and
9. Water Tanks.

Additional land uses are Conditionally Permitted, though a Type II or Type III approval process in the LM zoning district. Type II approvals are administrative (a site plan is required) and Type III decisions are quasi-judicial and go before the Hearing Examiner for a decision.

1. Communication Towers may be allowed upon Site Plan approval processed as a Type II decision pursuant to Chapter 16.19 ICC.
2. Major Utilities and Essential Public Facilities may be allowed upon Site Plan approval processed as a Type III decision pursuant to Chapter 16.19 ICC.

As noted above, the site has 9 existing access connections to Old Goldie Road and 642” of frontage on Ault Field Road, a major arterial. The Navy has a 10’ water line and the City of Oak Harbor an 8” sewer line along the entire length of the site. These factors are characteristics of an urban rather than a rural setting.

This site was rezoned from R (Rural) to Light Manufacturing in 2009, recognizing that the Comprehensive Plan future land use designation for this site is Light Manufacturing, the area is no longer rural in nature, the existing uses were not rural, and that the site is surrounded by NAS Whidbey on two sides, a major arterial roadway to the south, and other light industrial type businesses to the south, west, and southwest. The existing Oak Harbor UGA also abuts the site to the south and west. In effect, the site was an “island” of Rural zoning surrounded on all sides by NAS Whidbey and the existing Oak Harbor UGA.

Given the somewhat eclectic mix of existing land uses, staff recommends that this area is no longer rural in nature and may be properly identified as “characterized by urban growth.” The existing Comprehensive Plan and zoning designations of Light Manufacturing, as well as the availability of urban services, further support this characterization.

#### *Adjacent to Territory Already Characterized by Urban Growth*

As identified in the table above and excluding NAS Whidbey, the surrounding area is characterized by urban growth, both in the immediate vicinity of the site and the larger surrounding area.

To the south are a number of non-residential uses on both sides of Goldie Road. Toward Technical Drive are storage facilities, light manufacturing plants, several industrial parks, a couple of churches, a pub, auto repair shops, and manufactured housing units. All land to the south is in the existing Urban Growth Area until you reach the City of Oak Harbor, just over 3,300’ (0.6 mile) to the south. None of the uses to the south could be characterized as rural. Existing zoning classifications to the south are OH-I (Oak Harbor Industrial) and OH-PIP (Oak Harbor Planned Industrial Park).

To the west, along Ault Field Road, are several storage facilities, a junk yard, ball-parks, and then NAS Whidbey. This area is zoned OH-I and OH-PIP, with OH-HSC (Oak Harbor Highway Service Commercial zoning further to the west, across from the main entry to NAS Whidbey).

All of the land uses in the nearby surrounding area are within the existing Oak Harbor Urban Growth Area. And perhaps more to the point, the entire surrounding area was designated for Light Manufacturing future land uses in the 1998 Island County Comprehensive Plan.

Based on the Island County adopted future land use plan, the pattern of existing land uses, and the zoning of the land in question, the surrounding area is properly defined as characterized by urban growth.

### **Summary**

Based on the facts set forth above, the subject area meets the standards for inclusion in the Oak Harbor Urban Growth Area, pursuant to RCW 36.70A.110.

### **Staff Recommendation**

Staff recommends that revised CPA 155/04, which now comprises 6 tax parcels previously labeled as Parcel 1 (Hansen), is an area that is characterized by urban growth and also adjacent to territory already characterized by urban growth. As such, it is appropriate for the Planning Commission to recommend approval of CPA 155/04, as changed, to the Board of Island County Commissioners.