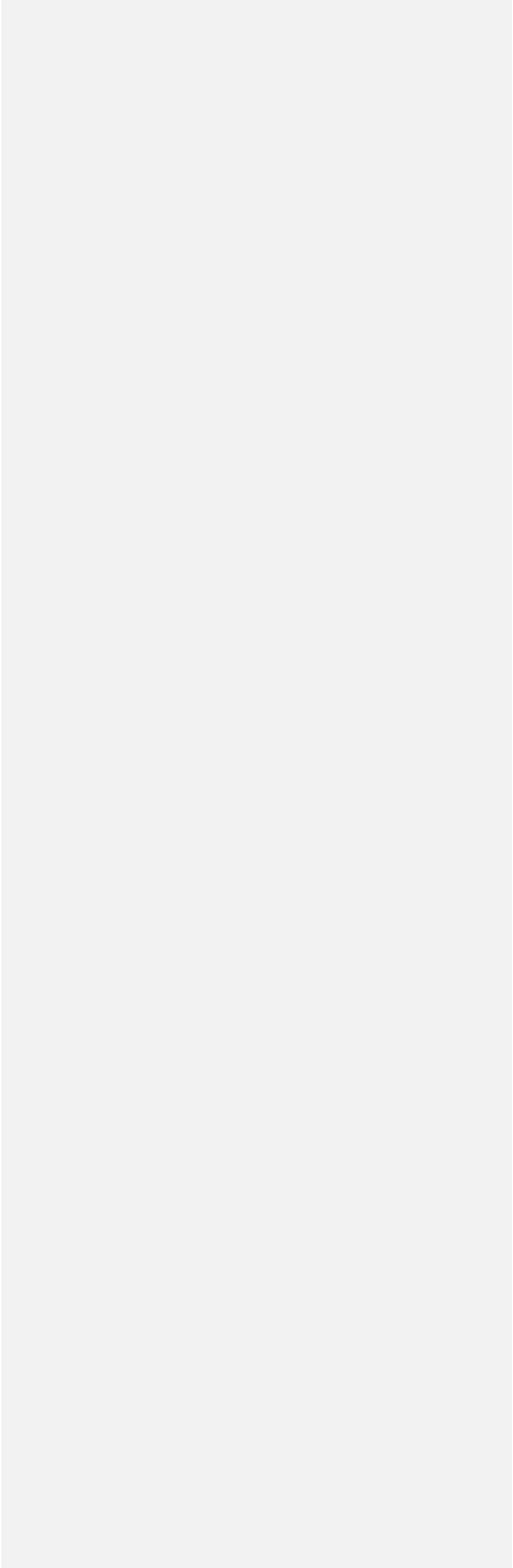




Executive Summary

May 24, 2017



Executive Summary

This comprehensive plan was prepared by the City of Langley in accordance with Section 36.70A.070 of the Growth Management Act (GMA). The plan ~~erves as guides to address~~ future growth and ~~development projects~~ in the city while conserving Langley's essential character not only in the city limits, but also in the Joint Planning Area. ~~its local environs.~~ This plan embodies the community's goals ~~and policies and to guide how the City will~~ develop over the next 20 years. ~~projected for the next 20 years. The executive summary section contains the following:~~

Commented [CP1]: This list is unnecessary.

- Why the City of Langley is planning
- Purpose of the Comprehensive Plan
- Public participation
- Vision of the Future for the City of Langley
- Plan implementation and monitoring
- Definitions
- Consistency with State Growth Management Goals
- Relationship to the Island County Comprehensive Plan Development Concept

WHY THE CITY OF LANGLEY IS PLANNING

1) To Implement the Growth Management Act (GMA)

The Growth Management Act passed in 1990 in response to rapid population growth, concerns with suburban sprawl, environmental protection, and quality of life requires local governments to adopt Comprehensive Plans, establishes mandatory elements together with more detailed requirements that must be included in these Plans. The GMA also contains goals to guide the development of Comprehensive Plans and development regulations. Through the planning process local governments prepare goals and policies for these elements that are relevant and address the specific needs of the jurisdiction. Following adoption of the Comprehensive Plan the local government prepares and adopts development regulations and other strategies to implement the Plan.

Commented [CP2]: More accurate reference to GMA requirements

~~power. City of Langley has been directed to identify the goals of the community, to prioritize these goals, and to plan for how these goals will be achieved. While the Act requires the city to complete several planning measures, the outcome of the planning effort is in the hands of the city. Therefore, the City of Langley's is working to update the Comprehensive Plan establishes a clear intent and policy base to be, which can be used to prioritize and guide its regulations, expenditures, and long range planning.~~

2) To Promote Desired Changes and Preserve Community Assets

Planning is a technical, political and public process concerned with the development and use

of land, planning permission, protection and use of the environment, public welfare, and the design of the urban environment, including its infrastructure. Planning is fundamentally about preservation and change. In order to preserve valuable community assets and promote desired changes, the city must actively plan and effectively implement those plans. A plan is a set of actions taken towards a desired outcome whether that outcome is preserving a historic building, an infill development project, or paving a street. Each of these actions, to be successful, requires vision, planning analysis, and community engagement. A plan is only as good as the extent to which it is implemented. Therefore, the City plans in order to guide control its future for the benefit of the entire community and for future generations.

Commented [CP3]: Clarification on planning definition.

3) To Involve the Citizens in the Decision-Making Process

Planning is both a process and a product. The process component of planning requires active civic engagement to make good decisions, gain public support, and ultimately leads to faster implementation of local plans. The process aspect of planning should not be confused as an end, but rather a means to an end, which is the realization of local plans. This is why we plan.

PURPOSE OF THE COMPREHENSIVE PLAN

A comprehensive plan is a broad statement of the community's values and vision for its future. It is a policy road map that directs orderly and coordinated physical development of the City for the next 20 years. It anticipates change and provides guidance for action to address and manage that change. The City of Langley's Comprehensive Plan is specifically intended to sustain and enhance the City's character and identity as a unique and vibrant small historic coastal town.

Commented [CP4]: More accurate description of purpose of Comp Plan

Langley's Comprehensive Plan contains goals and policies to guide

This Comprehensive Plan was developed in accordance with Section 36.70A.070 of the Growth Management Act to address growth issues in the City of Langley, unincorporated land in its Urban Growth Area and to a lesser extent lands in the Joint Planning Area, its adjacent future growth areas. It represents the community's policy plan for the next 20 years. The City of Langley is interdependent with other communities in the county, the unincorporated county area, and the Puget Sound region. In such circumstances, the long-term planning for the city needs to be adapted to unexpected or rapid changes. Therefore, rather than simply prioritizing actions, this plan assists the management of the city by providing policies to guide decision-making, capital improvement plans and budgeting. The plan includes the following elements:

- Sustainability
- Economic Development
- Land Use
- Housing
- Transportation
- Capital Facilities and Utilities
- Parks, Open Space, and Trails

County-Wide Planning Policies (CWPP)

The County-Wide Planning Policies ~~[Appendix A]~~ provide guidance in the planning 5/30/2017

Commented [CP5]: These do not need to be included as an appendix.

process and the Comprehensive Plan is consistent with the CWPP. ~~comprehensive plan~~. These policies were adopted on November 3, 2015 by the Island County Commissioners ~~and the cities of Langley, Oak Harbor, and Coupeville.~~

Highlights of the policies are as follows:

Commented [CP6]: The revisions below more accurately reflect the new CWPP.

- ~~The unincorporated part of the Urban Growth Area extending beyond existing city limits has been reduced based upon a lower population increase than was previously projected. The size of the UGA also considers should be based on the City's /town ability to provide urban services, since urban services should only be available in an Urban Growth Area (UGA).~~
- Overlay designations have been modified and a process established to prioritize which lands in the UGA should be expanded into first, designated as PGA which areas should be expanded into second, undesignated areas, and which area should be expanded into last, designated as AGA.
- Development outside of the UGA's shall be consistent with the County's definition of rural character.
- Urban growth shall occur only within designated UGA's and shall be orderly, compact, contiguous, and adequately served by urban services. ~~Promote retaining the rural character of Island County by accommodating urban growth in through infill the UGAs and establishing county development regulations that preserve rural character.~~
- A methodology has been created to guide future population projections and allocations to ensure consistency in addressing future growth needs.
- Guides the designation, location, expansion and modification of facilities of Countywide or Statewide significance to ensure compliance with GMA requirements. Provision shall be made in the county's and municipalities' regulations for siting "essential public facilities" (airports, state education facilities, solid waste handling facilities, and related). These facilities should be in UGAs or not require the extension of municipal facilities/services.
- Restricts the expansion of urban services and facilities outside of UGAs. ~~county and municipalities should coordinate capital facilities planning and funding within UGAs.~~
- Guides the administration of the Countywide Planning Policies between the County and Municipalities. ~~to private and public sectors should cooperatively develop an economic development plan.~~

PUBLIC PARTICIPATION

~~The City's planning agency is responsible for developing and recommending~~

Commented [CP7]: This should all go to an appendix if it needs to be kept. This is rather dated. There is no mention of the process that has been undertaken in 2015 to now.

comprehensive plans and plan amendments for review and action by the City Council. Normally, the planning agency is composed of the City Planner and the Planning Advisory Board. However, in recognition of the multiple responsibilities of the Planning Board and the extent of effort involved in developing a comprehensive plan that complied with the State Growth Management Act, a six member Growth Management Plan Committee was formed in 1992 to advise on the development of the Comprehensive Plan that was subsequently adopted in 1994. The committee consisted of a City Councilmember, community, and business interests.

Since the adoption of the initial Growth Management Act and comprehensive plan in 1994 and the adoption of the development regulations implementing the comprehensive plan in 1995, the city has been periodically updating both the plan and regulations to maintain consistency with the State Growth Management Act and related requirements, to ensure that both the plan and regulations continue to reflect a long range vision for the growth and development of the city, and to ensure to the greatest extent possible that the plan and regulations are consistent and clear in their purposes.

As part of the 2002 plan and regulations update, the City sent a questionnaire on growth to all property owners and residents of the city. The results of the questionnaire were used in the review of the plan and regulations. A copy of the questionnaire and a summary of the results are included as an appendix to this plan.

In 2006, the city completed a substantial Comprehensive Plan review and update. A similar process that was used in 1992 was followed in 2006.

In addition to the broad and inclusive membership in the Comp Plan Group, four "town meetings" were held to get input from the general public, newspaper articles covered the work of the CPG, reports from the advisory committees were posted on the Langley Community Forum website with open public access, and drafts of the various new or amended Comprehensive Plan elements were also posted on this website for public review. Public comment was received through writing and at the public meetings of the Integration Committee and the City Council.

As required by the GMA a comprehensive plan must be adopted and amended with public participation. The City of Langley adopted its first Comprehensive Plan in 1994 and associated development regulations in 1995. The Plan was updated again in 2002 and a substantial review was completed in 2006. This 2017 Comprehensive Plan uses the 2009 version with revisions made in 2013 as its base. As required by the State, the City began its periodic review of the document in 2015. The Planning Advisory Board (PAB) together with Planning staff worked together to update the Plan.

Beginning in December 2015 until August 30, 2016 the following events/meetings were held to discuss the Comprehensive Plan:

- 16 PAB meetings
- four public hearings
- 15 workshops with Council
- one joint PAB/Council meeting

Commented [CP8]: Meetings that have happened since Aug 2016 will be added to the total.

- three Intergovernmental Working Group meetings
- the Comprehensive Plan was discussed at seven regular Council meetings; and
- draft documents have been posted on the website.

VISION OF FUTURE FOR THE CITY OF LANGLEY

The City of Langley maintains its small town historic charm and unique sense of place that is characterized by the convergence of beautiful and inspiring natural and built environments. The city continues to be vibrant, artistic, human-scaled, and walkable community that ~~and~~ supports social and cultural connections amongst locals and visitors. Due to these assets Langley continues to be the artistic, cultural, retail, service and entertainment center for South Whidbey attracting visitors, retirees, businesses and new families to the community.

Langley's assets have been strengthened by new development and growth that fits with the strong sense of place and community identity ~~of the city~~ while preserving key cultural, historical and environmental assets including:

- The marina has been further expanded to support economic development and marine access to the city as well as greater access to the waterfront for locals and visitors.
- New mixed-use, multi-family and single-family housing has been integrated seamlessly into the community in appropriate areas with high quality design that respects the local character and minimizes impacts on critical areas.
- The city continues to support a number of non-profit organizations that meet the needs of the local community.
- Knowledge workers, those that have the freedom to work anywhere, have increasingly chosen to locate in Langley with their families due to broadband access and the variety of artistic, natural, and cultural amenities.
- The city has preserved land in and around the city for recreation and environmental benefits.
- Artisan manufacturing and associated cottage industries have integrated into the city and are driving new investment in the local economy.

The City has continued investing in public infrastructure with new street design and public space investments that provide placemaking opportunities to be capitalized on by local community stakeholders as a means to increase the vibrancy, economic activity, social interaction and amusement in the downtown core.

To achieve the above vision the City of Langley has the following goals:

1. **Environmental Stewardship.** The City of Langley ~~should~~ provides an effective stewardship of the environment to protect critical areas and conserve land, air, water, and energy resources as well as shoreline views.
2. **Downtown Vitality.** The City of Langley ~~should~~ maintains and enhances the downtown core as the economic, cultural, retail and social hub of the community to attract residents, businesses, organizations and businesses to the community.
3. **Community Design.** The City of Langley ~~should~~ encourages changes that promote livability, pedestrian orientation, and thoughtful design, and limit stress factors such as noise and air pollution and traffic congestion.
4. **Local Economy.** The City of Langley ~~should~~ uses local resources whenever possible to encourage local involvement in community actions and to enhance community pride. This should include continued encouragement of public and private involvement in community traditions, as well as encouragement of volunteerism and activism.
5. **Diverse Economy.** The City of Langley ~~should~~ encourages the local economy by providing a timely review of projects and allowing a diversity in the range of goods and services, and recognize that as the economy changes, employment opportunities should be balanced with a range of diverse housing opportunities.
6. **Diverse and Affordable Housing.** The City of Langley ~~should~~ actively plans for diverse and affordable housing options that promote innovative styles of development and integrate seamlessly with existing development patterns.
7. **Recreational Amenities.** The City of Langley ~~should~~ enhances the opportunities for enjoyment of recreational activities, providing a range of activities for all ages. The enjoyment and educational value of such activities is enhanced by diversity in the available choices.
8. **Arts + Culture.** The City of Langley ~~should~~ encourages and supports cultural activities and the arts as an integral element of the community.
9. **Public Investment.** The City of Langley ~~should~~ identifies the public improvements needed to properly serve existing and planned future growth and the means to finance these improvements so that they are implemented in a timely and equitable manner.
10. **Public Participation.** The City of Langley ~~should~~ encourages community involvement by ensuring effective communication, providing ample and diverse opportunities for input, and empowering people to be involved in the planning, design and development process.
11. **Partnerships.** The city commits to working with Island County, Port of South Whidbey, Island Transit, South Whidbey School District, and other relevant jurisdictions to coordinate and resolve regional issues.

Commented [CP9]: Goals should not be written as a conditional statement but in the present tense.

12. **Preservation.** The City of Langley ~~should~~ identifies and encourages the preservation of lands, sites, and structures that have historical or archaeological significance. Continue preservation of scenic entrances into Langley and enhance buffering between roadways and development.

13. **Community Character.** The City of Langley ~~should~~ preserves and enhances the existing small town and historic character of Langley.

14. **Knowledge Based Businesses and Workers.** The City of Langley ~~should~~ actively promotes Langley as a hub for Knowledge Based Businesses and Workers that have the freedom to locate anywhere.

PLAN IMPLEMENTATION AND MONITORING

There are a number of tools used to implement the Comprehensive Plan. The main methods are through development regulations, such as zoning and critical area ordinances, and through capital improvement plans, such as sewer, water, parks, and roads. The City's fiscal resources must be factored into the preparation and adoption of these regulations and plans. The Comprehensive Plan goals and policies are the basis upon which development regulations and capital improvement plans are prepared. Regulations and capital improvement plans must be consistent with the Comprehensive Plan.

Commented [CP10]: More accurate statement of implementation.

This section ~~introduces outlines~~ the plan implementation and monitoring procedures ~~developed in order to~~ establish a system for measuring progress and success obtained in implementing the goals, ~~objectives~~, and policies in the City of Langley's Comprehensive Plan. This process also prepares the City for updates in the future.

~~Although adopted by ordinance, a comprehensive plan has traditionally been a policy document with the implementation carried through by land development regulations, and other ordinances. However, The Growth Management Act has established a planning process whereby policies, regulations, capital facilities, and methods of financing all constitute one comprehensive plan.~~

~~In reviewing regulations for consistency, the city should ensure that the development patterns suggested in the plan are encouraged. In addition to the new development regulations identified in the land use plan, other regulations will be enacted as necessary to implement the land use plan.~~

Planning is an ongoing process and improved data or changing circumstances will require amendment to the comprehensive plan. In particular, pursuant to the State Growth Management Act, the Plan can be updated no more often than once a year to reflect revisions to the Office of Financial Management population estimate and revisions to the Capital Facilities Plan. The annual update ~~can will~~ also address any specific concerns, clarify inconsistencies that were identified during the year, and review the adequacy of the adopted level-of-service standards.

The community's vision and quality-of-life goals provide long-range guidance for the

City. To maintain consistency and allow sufficient time for decisions to take effect, these plan policies should not be changed more than every five years. However, as specific objectives or policies are achieved, or as new issues emerge revisions to the plan ~~in each element~~ may be required to continue progress toward the overall goals.

Any affected citizen or property owner can request amendments to the Comprehensive Plan. However, the plan may not be amended more than once a year, and therefore, requests for amendments will be deferred to the ~~time of the annual public~~ review. The Planning Advisory Board shall review the comprehensive plan and propose any needed amendment(s). Additional public input may be sought depending on the nature of the amendment. A public hearing ~~must will then~~ be held to solicit comment. After further review a formal recommendation ~~will be~~ is made to the City Council. The Council may hold a public hearing, make modifications if necessary, and adopt the proposed amendment(s) to the Comprehensive Plan. By reviewing and updating the Plan on a regular basis, Langley can rely on this document in decision-making and can maintain public interest and support of the planning process.

Plan Monitoring/ Amendments

The policies found in the Sustainability Element Goal S-7 directs the City to establish an implementation framework for the Comprehensive Plan and that it be tied to the capital planning and annual budgeting process. To be effective the implementation framework should also include indicators, bench marks and targets that can be monitored over time to ensure the Plan is achieving its goals, its ing will involve below establish a framework for monitoring and amending the Comprehensive Plan. The purpose is to monitor implementation of the plan for consistency with the city vision, Growth Management Act requirements and policies, and the County Wide Planning Policies. When necessary and make amendments shall be made. as necessary.

Policies:

- ~~1.— The Planning Advisory Board shall make a report to the Mayor and City Council on implementation of the Comprehensive Plan in conjunction with the recommendations for comprehensive plan and development regulations amendments.~~
- ~~2.— Requests to initiate plan amendments will be considered no more than once each year. All proposed amendments must be considered concurrently so that the cumulative effect of various proposals can be evaluated.~~
- ~~3.— Requests to initiate plan amendments may emanate from the Mayor, City Council, Planning Advisory Board, or the general public but will be implemented through the plan amendment procedures established in the City Code (i.e., via a public review process conducted by the Planning Advisory Board and adoption by the City Council).~~
- ~~4.— At a minimum, the city shall review and revise the Comprehensive Plan pursuant to the mandatory review and update requirements of the Growth Management Act.~~

GROWTH MANAGEMENT ACT GOALS

Commented [CP11]: I think these policies are redundant as 2, 3, and 4 are all State requirements. Not just the PAB's role to report on the Comp Plan

Urban Growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

Reduce Sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

Transportation. Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.

Housing. Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing.

Economic Development. Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth, all within the capacities of the state's natural resources, public services, and public facilities.

Property Rights. Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.

Permits. Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.

Natural Resource Industries. Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.

Open Space and Recreation. Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

Environment. Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

Citizen Participation and Coordination. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

Public Facilities and Services. Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

Historic Preservation. Identify and encourage the preservation of lands, sites, and structures, which have historical or archaeological significance.

Shorelines.¹ The goals and policies of the state shoreline management act (RCW 90.58.020) are goals and policies of the Growth Management Act.

Commented [CP12]: This was added by Island County in their Comp Plan and worth adding here.

RELATIONSHIP TO THE ISLAND COUNTY COMPREHENSIVE PLAN DEVELOPMENT CONCEPT

Commented [CP13]: This is addressed above.

Island County is in the process of adopting an update to its comprehensive plan. As part of the process the county has adopted County Wide Planning Policies (CWPP) after consultation with the three cities/town within the county. The CWPP supersede the inter-local agreements that previously set forth procedures for designating future growth areas in the Joint Planning Area (JPA) and techniques for review of development proposals within the JPA.

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¹ Shorelines are added as a GMA goal in RCW 36.70A.020 by a footnote..
5/30/2017

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