Land Use Element

This Land Use Element has been developed in accordance with Section 36.70A.070(1) of the Growth Management Act to address land uses in the City of Langley Urban Growth Area. It represents the community's policy plan for growth and change over the next 20 years. The Land Use Element describes how the goals in the other plan elements will be implemented through land-use policies and regulations, and thus, it is a key element in implementing the comprehensive plan.

The Land Use Element has also been developed in accordance with the County-Wide Planning Policies, and has been integrated with all other planning elements to ensure consistency throughout the comprehensive plan. The Land Use Element specifically considers the general distribution and location of land uses, the appropriate intensity and density of land uses given current development trends, the protection of the quality and quantity of water supply, the provision of public services, the control and treatment of stormwater runoff, and the desired balance between growth and retention of village character.

VISION FOR THE FUTURE 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 and support 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.

The city is currently not constrained by the availability of land. However, it is constrained by lands designated for multi-family and small-lot single-family development. The constraints include the lack of available vacant lots in the MR and the R5000, and the presence of critical areas that can limit development on larger lots. Nonetheless, the city has adequate land within the city limits for our needs for the next 20 years. Through the use of creative rezoning, infill and redevelopment Langley can easily provide the housing and economic development, which will keep the city vibrant and growing.

Additionally, being a small community with a limited tax base the City has is constrained by limited financial resources. As sewer services are not currently established throughout the whole City this does limit development and available services, particularly sewer service. Coordination between the Land Use Element, the Housing Element, and the Capital Facilities Element will be essential in producing a plan with accurate projections for development. The Land Use Goals and Policies in this Element will guide decision-making to achieve the community goals as articulated above.
URBAN GROWTH AREA AND JOINT PLANNING AREA

In 2016 a new Urban Growth Area was established based on population and employment statistics provided by the Washington State Office of Financial Management (OFM) and requirements adopted by the County-wide Planning Policies. Information recently provided by OFM and accepted by the County document that over next 20 years the existing Langley City Limits can accommodate 1667 persons (a net addition of 600 people over the existing population) based on existing zoning. Other considerations were based on environmental constraints and existing infrastructure and services. New development requiring urban services will be located in the Urban Growth Area (UGA) consistent with the Comprehensive Plan and implementing development regulations. Central sewer and water, on-site septic under limited circumstances appropriate, drainage facilities, utilities, telecommunication lines, and local roads will be extended to development in these areas specifically targeted for future growth. Figure LU-1 shows the Urban Growth Areas across Island County and Figure LU-4 shows Langley's UGA.

Further, the city and the county will work together to identify lands within the Joint Planning Area (JPA) for designation as either a Priority Growth Area (PGA) or Auxiliary Growth Area (AGA) Potential Growth Area (PGA) or an area of Long-Term Rural Significance (LRS). The PGA designation is intended to identify lands that would be first considered for annexation into the City. Figure LU-2 shows the Joint Planning Area overlays and Figure LU-3 shows the land use designations for lands within the JPA, or restrict development that could interfere with the efficient utilization of lands for future urban development.

THE NATURAL ENVIRONMENT

The descriptions presented in this section provide information relevant to the planning process. They do not include all of the data or information available that was gathered. Langley is made up of people, buildings, and urban infrastructure, as well as wildlife and related habitat. Cities including Langley are imposed on a landscape which includes wetlands, steep slopes, aquifer recharge areas, fish and wildlife habitat conservation areas, and frequently flooded areas. These elements are defined in state law (GMA) as Critical Areas and are required to be protected. Often, these elements overlap, so that a wetland acts as an aquifer recharge area as well as wildlife habitat. Critical Areas are not necessarily contiguous.

Topography and Geology
The City of Langley covers an area of approximately 644 acres or 1 square mile. Most of central Langley is situated in a bowl-shaped depression, which is part of a small drainage basin, sloping toward a bluff overlooking Saratoga Passage. The 50-foot-high bluff is protected in places by a seawall; where it is not, the bluff is more vulnerable to erosion. The results of bluff slides are in evidence, including in the downtown area of the city.
Several narrow drainage basins characterize the east end of Langley, which also slopes toward the passage. The topography ranges from sea level along Wharf Street to about 250 feet above sea level on the city's southern boundary. (See Figure LU-7.)

There are lands in the community that are not suitable for development due to topographical constraints. For example, steep slopes (in excess of 15%) are low in strength and unstable in nature, are costly to be developed and, in certain areas, are not suitable for development. The geology determines the relative stability of a region, whether or not the area is prone to shifts or sinkholes, the rate of groundwater drainage, or whether significant mineral resources exist.

Soils
The load-bearing capacity of soil, the hydric properties, erosion potential, and characteristics with respect to shrink-swell potential all play a significant role in development of land. In particular, the hydric properties determine the potential for septic tank usage, indicate the existence of wetlands, and signal the potential for other environmental concerns. In addition, soils are the primary determinant in designation of "unique" or "prime" agricultural land.

The Soil Survey conducted by the US Soil Conservation Service for Island County, including Langley, includes detailed soil maps that can be used for site selection and planning. The survey explains in great detail each soil's suitability for agricultural, residential, sanitary facility, recreational, woodland, wildlife habitat, and other land uses. (See Figure LU-3 for soil conditions.)

Surface Water
Streams, wetlands and their adjacent riparian areas are critical ecological features as well as forming part of Langley's scenic backdrop. Maintaining high water quality is both a community and state imperative.

Streams and other surface waters are valuable environmental and scenic areas. The quality of water is important to the entire area. Reduction in water quality will not only reduce the environmental and scenic value of the streams, but it may also threaten the ground water that is connected to the surface water system. These streams are shown on the Critical Areas Map (Figure LU-8). The City of Langley Urban Growth Area is drained by three natural drainages/streams that originate south of the city and drain through the city generally in a northerly direction and into Saratoga Passage. The surface water quality is generally good, however, future development must consider point-source discharges, non-point-source discharges, and soil erosion, as well as development that strips the habitat or changes the flow of the streams in ways which damage the viability of the ecological system.

Ground Water
Ground water is the water that is beneath the surface of the ground, consisting largely of surface water, derived from precipitation, streams and wetlands, that has and surface water-filtered through the ground to the aquifer below. The ground where this filtering process takes place is called an aquifer recharge area. The quality of recharge areas and
surface waters needs to be protected to ensure the quality of the ground water. Ground water pollution is very difficult, often impossible, to clean.

Island County was federally designated as a ‘Sole Source Aquifer’ in 1982. The City uses two aquifers in the area as main sources of drinking water. All ground water on Whidbey Island is designated as a ‘Sole Source Aquifer.’ The City operates three wells, with a combined capacity of 400 gallons per minute. The City has an additional well on Coles Road that is capable of supplying 200 gallons per minute but would require treatment if it were to be used to provide domestic supply (see also discussion in the Water section of the Utilities/Capital Facilities Element).

Frequently Flooded Areas
The Federal Emergency Management Agency has established the National Flood Insurance Program (NFIP) to enable property owners in participating communities to purchase insurance protection against losses from flooding. As a participating jurisdiction, the City of Langley has adopted floodplain management regulations to reduce future flood risks for development in the Special Flood Hazard Areas (SFHA). The floodplain boundaries and Base Flood Elevations (BFE) are established based upon as the 1% annual chance flood (100-year) and are shown on the Flood Insurance Rate Maps (FIRM). Flood hazard areas in Langley are located on the coast due to the risk of flooding caused by storm surges and waves action. Offshore seismic events can also increase the flood hazard. Defined areas showing the extent of the 100-year flood boundary in order to establish actuarial flood insurance rates and assist communities in efforts to promote sound floodplain management. Development on flood plains retards their ability to absorb water, restricts the flow of water from land areas, and causes hazards downstream. These flooded areas are also designated as critical areas and mapped on the Critical Areas Map (Figure LU-8) and are primarily associated with potential coastal flooding from wave swell.

Wetlands
Wetlands are fragile ecosystems that provide valuable functions including water quality improvements, floodwater storage, fish and wildlife habitat, aesthetics, and biological productivity. assist in the reduction of erosion, flooding, and ground and surface water pollution. Wetlands also provide an important habitat for wildlife, plants, and fisheries. Several wetland areas have been identified and mapped as shown on Figure LU-8; however other wetlands may be identified on a case-by-case basis, as new developments are proposed or as other information becomes available. To provide additional information, areas of the City that have a high probability of having wetlands are shown on Figure LU-9. All wetlands are designated as Critical Areas and any proposed development is guided by will be protected according to the City’s Critical Areas regulations as well as state and federal statutes. The known wetlands are mapped on Figure LU-4.

Vegetation and Wildlife
Disturbance of ecological communities and division into isolated habitats are the major causes for the decline in animal and plant species. Conserving viable ecological habitats in an interconnected system is the most effective way of conserving vegetation and
wildlife. Many habitats that are conserved for environmental or scenic reasons cannot survive division into small isolated land parcels. In addition, there is growing awareness and recognition of the value of wildlife corridors that accommodate feeding areas and migration patterns. Terrestrial wildlife need to be able to move from one habitat area to another therefore designation and protection of corridors for wildlife movement is an important consideration. For example, much of western Washington, including Langley, is part of the “Western Flyway,” a bird migration pathway.

**Vegetation**

The climate of South Whidbey has contributed to the predominantly forested natural environment in and near Langley. Originally the area was covered by dense forest, but little old growth forest remains. Mild weather, abundant rain, and a long growing season (202 days) support continued forest growth and agriculture in the region area. Douglas Fir, Western Red Cedar, Western Hemlock, and associated understory border the city. Large areas of Langley’s planning area remain in open space, but little is actively farmed. There are various invasive plant species that require vigilant management such as bamboo, knot weed, scotch broom to name a few.

**Wildlife**

“Big game” in the Langley area is limited to black-tailed deer that use the upland woodlands and agricultural areas. Other upland wildlife includes ring-necked pheasant, California quail, cottontail rabbit, raccoon, coyote, great-horned owl, barred owl, and bald eagle. Rabbits have become an increasing nuisance in the City. A large number of waterfowl are found in saltwater and intertidal zones, among them common and Barrow’s goldeneye, bufflehead, old squaw, and white-winged and surf scoter as well as eagles, herons, and gulls. Saratoga Passage is a common otter trail and is part of a salmon migratory route. Benthic organisms include shrimp, geoducks, clams, crabs, and mussels. The City Code identifies priority habitats and species and are considered Critical Areas.

**Climate Change**

In 1990, the First Assessment Report of the Intergovernmental Panel on Climate Change was produced. A consensus of thousands of climate scientists the world over, it contained a prediction of the global mean temperature trend over the 1990–2030 period. Currently, halfway through that period, the prediction are proving to be accurate to the changes observed in the climate, including a warming trend of 0.55 degrees over the past 20 years.¹

Scientists project average annual temperatures in the Pacific Northwest will be almost 2 degrees higher by the 2020s and almost 3 degrees higher by the 2040s, compared with 1970-1999 averages.² This means milder winters and hotter summers which result in more rain and less snow in the winter months, when water demand is lowest, and less

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² University of Washington - Climate Impacts Group
rainfall in the summer, when water needs are greatest for agriculture, fish and communities.

As global temperatures rise, the oceans warm slightly and expand, ice caps and glaciers melt, and more precipitation falls as rain instead of snow. This causes sea levels to rise. Most climate change models forecast a global sea-level rise of half a meter (over 1½ feet) by 2100. Globally, sea levels rose four to ten inches in the last century. Researchers expect sea levels to continue rising.

Coastal communities are particularly vulnerable to the effects of climate change and can include:

- Coastal community flooding
- Coastal erosion and landslides
- Seawater well intrusion, and
- Lost wetlands and estuaries.\(^3\)

Recent climate modeling results indicate that "extreme" weather events may become more common. Rising average temperatures produce a more variable climate system. Localized weather events could include:

- windstorms
- heat waves, droughts
- storms with extreme rain or snow, and
- dust storms.\(^4\)

THE BUILT ENVIRONMENT

In many ways, the built environment of present day Langley is typical of other communities in Puget Sound, with 19th century antecedents that persist and thrive still as small towns. There is the concentrated commercially-oriented downtown with strong waterfront connections accessed by scenic entranceways established over a century ago. There is the ring of medium and higher density housing just outside the downtown with a development pattern dictated by the lot and block grid of the original 1891 Plat of Langley. There is the modest post-war expansion of residential areas in small- to medium-sized subdivisions, interspersed with historic homes that were once associated with small farms. Finally, there is newer infill development that reflects current trends such as mixed-use housing in downtown and cottage development around common social spaces. The following sections examine aspects of the built environment of Langley.

EXISTING LAND USES

\(^3\) http://www.ecy.wa.gov/climatechange/risingsealevel_more.htm
\(^4\) Ibid.
In terms of raw acreage, Langley in 2007 has approximately 644 acres (1 square mile) inside the city limits. To understand more fully the distribution and character of Langley land uses see Tables LU-1, -2 and Figure LU-5 below; the City updated in 2007 its Existing Land Use Map and Table (see Figure LU-5 and Tables LU-1 and -2). This inventory is within the City only, includes land uses within the Urban Growth Area. The existing distribution of land uses is one tool that can be used to gauge the proportion of total land area that the City will need to devote to each land use in the future.

### Table LU-1

<table>
<thead>
<tr>
<th>Zone</th>
<th>Total Area (acres)</th>
<th>13% Critical areas reduction</th>
<th>Fully Developed</th>
<th>Under developed (acres)</th>
<th>Vacant (acres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>RS1500</td>
<td>238.34</td>
<td>207.36</td>
<td>45.95</td>
<td>123.87</td>
<td>68.52</td>
</tr>
<tr>
<td>RS7200</td>
<td>165.16</td>
<td>143.69</td>
<td>52.35</td>
<td>78.85</td>
<td>33.96</td>
</tr>
<tr>
<td>RS5000</td>
<td>18.59</td>
<td>16.18</td>
<td>14.63</td>
<td>2.99</td>
<td>0.97</td>
</tr>
<tr>
<td>MixedRes</td>
<td>22.33</td>
<td>19.43</td>
<td>21.23</td>
<td>0.73</td>
<td>0.37</td>
</tr>
<tr>
<td>Central Business</td>
<td>15.7</td>
<td>13.66</td>
<td>13.72</td>
<td>1.27</td>
<td>0.71</td>
</tr>
<tr>
<td>Neighborhood</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>NA</td>
</tr>
<tr>
<td>Business</td>
<td>17.08</td>
<td>14.86</td>
<td>6.37</td>
<td>3.59</td>
<td>7.12</td>
</tr>
<tr>
<td>Public Use</td>
<td>102.55</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
</tr>
<tr>
<td><strong>Totals:</strong></td>
<td><strong>579.75</strong></td>
<td><strong>415.18</strong></td>
<td><strong>154.25</strong></td>
<td><strong>211.3</strong></td>
<td><strong>111.65</strong></td>
</tr>
</tbody>
</table>

*Source: City of Langley Planning Department 2017*

*excludes right-of-way and roads*

### Table LU-1

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Acreage</th>
<th>Total Percentage of Land</th>
<th>Housing Units</th>
<th>Density (Units/Acre)</th>
<th>Percentage of Housing</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>23</td>
<td>4%</td>
<td>1</td>
<td>2.3%</td>
<td>2.3%</td>
</tr>
<tr>
<td>Commercial</td>
<td>18</td>
<td>2%</td>
<td>10</td>
<td>1.0%</td>
<td>1.0%</td>
</tr>
<tr>
<td>Residential</td>
<td>163</td>
<td>30%</td>
<td>704</td>
<td>3.9%</td>
<td>3.9%</td>
</tr>
<tr>
<td>Single Family</td>
<td>143</td>
<td>28%</td>
<td>507</td>
<td>5.3%</td>
<td>5.3%</td>
</tr>
<tr>
<td>Duplex</td>
<td>5</td>
<td>1%</td>
<td>8</td>
<td>8.7%</td>
<td>8.7%</td>
</tr>
<tr>
<td>Multifamily</td>
<td>25</td>
<td>4%</td>
<td>75</td>
<td>10.0%</td>
<td>10.0%</td>
</tr>
<tr>
<td>Hotels/Bed and Breakfast</td>
<td>12</td>
<td>2%</td>
<td>35</td>
<td>22.0%</td>
<td>22.0%</td>
</tr>
<tr>
<td>Institutional</td>
<td>223</td>
<td>29%</td>
<td>223</td>
<td>29%</td>
<td>29%</td>
</tr>
<tr>
<td>Open space</td>
<td>36</td>
<td>5%</td>
<td>36</td>
<td>5%</td>
<td>5%</td>
</tr>
<tr>
<td>Other public</td>
<td>15</td>
<td>2%</td>
<td>15</td>
<td>2%</td>
<td>2%</td>
</tr>
<tr>
<td>Utility</td>
<td>18</td>
<td>3%</td>
<td>18</td>
<td>3%</td>
<td>3%</td>
</tr>
<tr>
<td>Religious</td>
<td>6</td>
<td>1%</td>
<td>6</td>
<td>1%</td>
<td>1%</td>
</tr>
<tr>
<td>vacant</td>
<td>78</td>
<td>15%</td>
<td>78</td>
<td>15%</td>
<td>15%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>612</td>
<td>100%</td>
<td>727</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

2015 Land Use Inventory, City of Langley

The total area of 612 acres excludes right-of-ways and private streets.

The following subsections examine the main categories of existing land use in greater detail.

**Residential Land Use**
This category includes single-family, duplex, and multi-family structures, including
cottage housing, planned unit developments, clustered housing, townhomes, manufactured
housing, foster care facilities, group quarters, and cooperative housing. Residential land
uses constitute almost 70% 40% of the total land area within the current city limits. The
following table shows the number of dwellings by broad housing typologies as per 2016,
breaks this acreage by the number of housing units by broad category, first within the city
limits and then within the unincorporated UGA, and calculates the average density for each

<table>
<thead>
<tr>
<th>Housing Category</th>
<th>Acres</th>
<th>Housing Units</th>
<th>Average Density/acre</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single-Family</td>
<td>341</td>
<td>507</td>
<td>1.49</td>
</tr>
<tr>
<td>Duplex</td>
<td>5</td>
<td>40</td>
<td>8</td>
</tr>
<tr>
<td>Multi-Family</td>
<td>12</td>
<td>159</td>
<td>13.25</td>
</tr>
</tbody>
</table>

Delete this table
2015 Land Use Inventory, City of Langley

Table LU-2
Numbers of Dwelling Units by Typology in 2016

<table>
<thead>
<tr>
<th>Housing Type</th>
<th>Land area in acres</th>
<th>Unit Number</th>
<th>Average Density/acre</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single-Family Detached</td>
<td>422.09</td>
<td>537</td>
<td>1.2</td>
</tr>
<tr>
<td>Multi-Family, Duplex, Mixed-use</td>
<td>22.03</td>
<td>212</td>
<td>9.6</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>444.12</strong></td>
<td><strong>749</strong></td>
<td><strong>1.7 units/ac</strong></td>
</tr>
</tbody>
</table>

Source: City of Langley Building Permits Log

As the table indicates, single-family residential dominates with over 70% 65% of the total
number of housing units, but just over a third of Langley’s housing stock is of the duplex
or multi-family type. Multi-family development and higher density single-family are
concentrated immediately south of the central business district and near Camano Avenue
and includes the Brookhaven Senior Center, the Saratoga Terrace Family Project, several
private condominium projects, and development west of Anthes Avenue. The overall
residential density is quite low with 1.7 units/acre for residentially zoned land or just over
1 unit/acre across the whole city. Increasing density that is infill and sensitive to the small
town character found in Langley can be a net benefit by utilizing existing infrastructure,
potential for alternative and more affordable housing options, and results in greater use of
Langley’s businesses and services.

Commercial Land Use

8/23/2017
This category includes land zoned for retail and wholesale trade, offices, hotels, motels, restaurants, service outlets, and related services. Commercially zoned land use constitutes about 5.1% of the total land area within the city limits, or 33.24 acres, with the strongest concentration within the historic downtown area. The commercial land use designation does not include properties located at the Fairgrounds. The following table breaks this acreage by type of commercial use:

<table>
<thead>
<tr>
<th>Category of Commercial Use</th>
<th>Acres (city-only)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Manufacturing</td>
<td>0.37</td>
</tr>
<tr>
<td>Office</td>
<td>5.27</td>
</tr>
<tr>
<td>Restaurant</td>
<td>1.30</td>
</tr>
<tr>
<td>Retail</td>
<td>4.44</td>
</tr>
<tr>
<td>Service</td>
<td>1.02</td>
</tr>
<tr>
<td>Mixed-Commercial</td>
<td>0.49</td>
</tr>
<tr>
<td>Mixed-Use (w/ housing)</td>
<td>2.10</td>
</tr>
<tr>
<td>Hotels/B&amp;B</td>
<td>5.22</td>
</tr>
</tbody>
</table>
| Total                      | 20.88             

Higher intensity land uses occur in the downtown business district with denser development of professional offices, retail stores, and mixed residential and commercial uses. Recent trends in this area include mixed-use development, with small numbers of residential units above ground floor retail or office. Smaller commercial areas exist along Camano Avenue, Third Street, and at the corner of DeBruyn Avenue and Second Street. These areas contain lesser intensity (retail uses are restricted) commercial land uses located outside of the downtown area. That these neighborhood commercial areas have not seen any significant new development or redevelopment in recent years would suggest a continuing preference by retail, office, and service businesses for downtown locations.

**Agricultural Use**

There is no agriculturally zoned land within the city limits, however there is land within the city that is actively used for agriculture. The City has not zoned land for agricultural use, but there is currently land within the city limits in agricultural use. There is also an increased interest and emphasis on the creation of community gardens, and the city also promotes a local Farmer’s Market to encourage local and regional agricultural use.

**Cottage Industry Land Use**

The City does not currently have any land zoned for small scale industry land uses. However, some limited activity of this type does occur within the city as small scale cottage industries. A cottage industry is regarded as a desirable designation for artists who work in wood, stone, glass, or similar media. The city encourages small low impact manufacturing businesses that do not negatively affect neighbors. Examples of cottage industries include doll making, leatherwork, glass blowing etc.

**Historic and Archaeological Resources**
This category includes historic buildings, and archaeological and prehistoric sites, which have been designated special protective status. The city has one officially designated historic building, the Dog House Tavern on First Street in the central business district, which is listed on the National Register of Historic Places. There are seven buildings and sites that have been designated by the city’s Historic Preservation Commission, and these may also be eligible for state designation as shown on Figure LU-11. The only site that is listed on the National Register of Historic Places is the Dog House Tavern on First Street.

Recreational Lands
This category includes community parks, pocket parks and marina facilities. Facilities that are part of an educational institution are not included in this category. Principal recreational lands include Langley Park, Hladky Park aka Whale Bell Park, Senwall Park, Boy and Dog Park, and pedestrian access. Generation Park, Phil Simon Park, Mildred Anderson and Faye Bangston Memorial Park, and the Port of South Whidbey Marina.

Parks and Open Space
This category includes lands designated as critical areas, privately owned lands that are permanently set aside as open space (such as within the Cedars subdivision), and publicly owned open space. An integrated system of open spaces and open space corridors perform important functions in improving the quality of life and acting as buffers and connections between various land uses. Open spaces may also provide opportunities for walking trails, whether public or private. Other open spaces in and around the area are acknowledged as private lands. It is important to preserve natural, open space buffers along entrance roadways into Langley. Figure POS-2 shows the parks and open spaces in the city. The previous Comprehensive Plan included an element for scenic corridors both within the Joint Planning Area and the City. This element has now been incorporated throughout the Comprehensive Plan.

Vacant/Undeveloped Lands
As shown on Table LU-1 above this includes over 300 acres of vacant, undeveloped or underdeveloped acreage. Most of the land in this category is in platted lots and larger unplatted lots scattered throughout the community.

PUBLIC FACILITIES AND SERVICES

Public Facilities and Services: Within the City of Langley a total of approximately 86 acres (14.6%) are devoted to public uses exclusive of transportation facilities. This land includes City Hall, a City maintenance facility, the South Whidbey Middle School, fire station, library, water and sewer facilities, telecommunication facilities, postal facility, the County Fairgrounds, and City parks.

Water System: The water system in the city currently provides domestic and commercial service to 694 connections within the city, and an additional 110 connections outside the city limits. The system includes three active wells, a 650,000-gallon storage tank, and three booster pump stations, which are fed by two aquifers. The quality of the water is good, and the service is adequate to meet present and future needs, with the consumption for
residential and commercial uses at 47.66 gallons per day per capita which is well below the national average of between 80 and 100 gallons per day.

Wastewater Disposal Facilities: The city is served by a secondary sewage treatment plant and collection system located at the southwest edge of the city on Coles Road. The plant, installed in 1992 is able to accommodate the population growth expected to be served by the city sewer system over the next 20 years. Currently, approximately 60 percent of the households in Langley are served by the sewage treatment system. It is the city’s long term goal that all properties in the City will be served by sewer. As a result, on-site treatment of waste water is limited to existing single family lots and is not intended to facilitate increased density. Rates have recently been increased to build the utility reserve fund for future improvements. Anticipated that many of the unsewered areas will be either serviced by the city sewer system as sewer mains are extended throughout a greater area of the city or permitted to use on-site treatment options employing alternative designs.

Solid Waste Disposal: A private company provides solid waste collection. Island County operates the landfill near Coupeville and the transfer stations where individuals can take their solid waste for disposal. Recycling facilities are located at Bayview and Freeland.

Medical and Emergency Facilities: Emergency medical services are provided by Whidbey General Hospital. The South Whidbey Fire District provides emergency medical transportation. A variety of other clinics and facilities are available throughout the South Whidbey area.

Police and Fire Protection: The City currently employs five full time police officers (including the police chief) and a reserve officer corps. Police offices are located in City Hall. The city is part of Fire District No. 3, which provides fire protection service. The Fire Station is located on Camano Avenue. The city has a very good rating with the Washington State Fire Rating Bureau and the city has adequate water and hydrants to ensure fire safety.

Public Education Facilities: The Langley Middle School is located within the city limits and has served students in the sixth through eighth grades since 1982. The Middle School site includes an auditorium and ball fields for school and non-school use. In late 2016 the School District announced the Middle School buildings would no longer be used for teaching and that it would seek other tenants for the buildings. The grounds will continue to be used by the School District. Whidbey Island Center for the Arts (WICA) is located on the school property by joint agreement between the School District and the Island Arts Council. Also located on school property are private facilities such as Island Dance and the South Whidbey Children’s Theater. The closing of the Middle School has resulted in the School District wanting to establish flexibility for its future use so it can continue to be a resource to the community. Due to its proximity to the performing arts organizations the Comprehensive Plan is establishing an Arts District overlay for this area as shown on LU-6.

3 Personal communication with Randi Perry, Public Works Supervisor

8/23/2017
Library: The library is a very important part of the community and meets the needs of the residents of the City and South Whidbey. The building and land are owned by the City and under the operation of the Sno-Isle Library District. The facility was expanded to double its size in the mid-90s.

Transportation Facilities: The amount, location, and quality of our multi-modal transportation system is facilities are detailed in the Transportation Element.

FUTURE NEEDS AND ALTERNATIVES

This section of the Land Use Element explains population trends and, based on the anticipated Langley population 20 years in the future, analyzes the inventory of land by zoning district within the Langley Urban Growth Area.

POPULATION AND DEMOGRAPHICS

The analysis of local population and demographic trends is important for a broad understanding of the community and to anticipate future needs. This analysis is required by State law and is used to guide the sizing of a jurisdiction's UGA. The analysis of population projections for the next 20 years takes into consideration the Washington State Office of Financial Management projections for the total county area (required pursuant to the State Growth Management Act) as its base together with U.S. Census Bureau data and local area specifics.

Population Changes
Since 1980, the population has risen from 650 residents to an estimated 1,135* in 2016. Throughout this period, the population of Langley, as a percentage of the county’s total population, has been consistent at approximately 1.5% dropped (from 2% to 1.3%). From Table LU-4 shows that, it can be seen that the city has been experiencing modest fluctuation in decennial growth, ranging from a high of 191 (23% increase) from 1980 to 1990 and a low of 76 (7% increase) from 2000 to 2010. Based on the growth pattern that has occurred since 2010, it is projected that the 2010-2020 total city population growth will be 130 persons. However, the Buildable Lands Analysis and Growth Projections prepared by Island County projections have shown that Langley is projected to gain a net of 89 persons by 2036.

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* Source: State Office of Financial Management (OFM), April 2016

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LU-13
Population Growth Since 1990

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
<th>Change from Previous Decade</th>
<th>Island County Population</th>
<th>Langley as a percentage of County Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990</td>
<td>845</td>
<td>-</td>
<td>60,195</td>
<td>1.4%</td>
</tr>
<tr>
<td>2000</td>
<td>999</td>
<td>114</td>
<td>71,558</td>
<td>1.3%</td>
</tr>
<tr>
<td>2010</td>
<td>1,035</td>
<td>76</td>
<td>78,506</td>
<td>1.3%</td>
</tr>
<tr>
<td>2015 est.</td>
<td>1,100</td>
<td>65</td>
<td>80,600</td>
<td>1.4%</td>
</tr>
</tbody>
</table>

Projected Population Changes: In accordance with the State Growth Management Act, the State Office of Financial Management (OFM) has published 20-year population projections of population for the period 2000-2036 for each county. Projections for each of the cities within each county are not provided. The OFM publishes three ranges of population projections for each county: low, medium, intermediate and high. In accordance with RCW 43.62.035, the median range represents OFM’s most likely estimate of a county’s population. Island County was one of seven counties with substantially revised population projections since the last State projections in 1995. Over the last 20 years the projections for Island County have been higher than the actual population increases, downward from the 1995 projections. Calculated projections for Langley based on a percentage of the total County projection are shown in Table LU-5 below.

TABLE LU-5

<table>
<thead>
<tr>
<th>POPULATION PROJECTIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Actual</td>
</tr>
<tr>
<td>2000</td>
</tr>
<tr>
<td>Alternative 1 – Based on 2036 Population Projection and UGA Allocations</td>
</tr>
<tr>
<td>Alternative 2 – Based on 10% Increase to Preliminary UGA Allocations</td>
</tr>
<tr>
<td>Alternative 3 – Based on 20% Increase to Preliminary UGA Allocations</td>
</tr>
</tbody>
</table>

Projected Population: The State population growth projections (compared to the projections made in 1995) for the next 20 years are based on the premise that the Island County population is expected to grow at a moderate rate. This projection rate is consistent with State Code, acknowledges that the state and federal economies have rebounded back from the recession, recognizes tourism will continue to play an important role in the local economy and that individual and families looking for a small town or rural lifestyle in close proximity to a larger center are finding south Whidbey Island an attractive place to settle.
Age Distribution of Population: The median age of the Washington State population in Washington is 38.21. The median age for Island County is 45.33. The median age for the city of Langley is 58.72. In most age cohorts, females outnumber males. The greatest concentrations, by both age and gender, occur between the ages of 55 and 69. The next largest subgroups occur between the ages of 45 to 54. These statistics have significant implications for future housing needs (both type and location), and for the types of services that will be needed. Given the advancing age of the local population, the location of medical services and facilities may become critical. The population pyramids below show that between 2000 and 2010 that we are losing young people and families. Young working families are key to having a balanced community.

Commented [CP9]: Added 2000 population pyramid for context

Source: 2010 U.S. Census

Source: State of Washington, Office of Financial Management

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LU-15
**Home Ownership:** The proportion of owner-occupied to rental units has remained relatively constant over time. As of 2010 Langley’s has a housing tenure ratio of 57.3 percent to 42.7 44 percent\(^6\). The implications for housing planning are analyzed in the Housing Element. However, there is an increasing trend of people owning homes in Langley that are their second homes. These units may be used by the owners themselves as a vacation home or these units may be rented out as vacation rentals. Over the long term if this trend continues this can impact the character of a community as well as reducing the long term rental housing stock.

**Housing Tenure: 2000 & 2010**

<table>
<thead>
<tr>
<th></th>
<th>2000</th>
<th>2010</th>
<th>Net Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Owner-Occupied</td>
<td>269 49.6%</td>
<td>318 46.9%</td>
<td>49 18%</td>
</tr>
<tr>
<td>Renter-Occupied</td>
<td>217 40.0%</td>
<td>237 35.0%</td>
<td>20 9%</td>
</tr>
<tr>
<td>Seasonal</td>
<td>22 4.1%</td>
<td>62 9.1%</td>
<td>40 180%</td>
</tr>
<tr>
<td>Vacant</td>
<td>34 6.3%</td>
<td>61 9.0%</td>
<td>27 80%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>542</strong></td>
<td><strong>678</strong></td>
<td><strong>136</strong></td>
</tr>
</tbody>
</table>

Source: 2000 & 2010 United States Census

**Household Size:** The average household size decreased from 2.18 to slightly below 2 persons per household between 1990 and 2000. The 2015 OFM estimate for household size in Langley is 1.86 persons per household, evidence of a continuing drop in this demographic measure. Smaller households tend to increase demand for housing units.

\(^6\) 2010 United States Census General Housing Characteristics
Housing Affordability: The typical measure of housing affordability is that a household pays no greater than 30% of its household income on shelter and shelter related costs. Renter households are typically more rent burdened than households owning their home. There is more detailed discussion in the Housing Element.

Per Capita Median Income: Based on information developed for the Housing Element, approximately one-third of the households in Langley have incomes less than 50 percent of the county median (approximately $45,000). The median household income in Langley is $38,523.

FUTURE LAND USES

Settlement in Langley has occurred irregularly around the city, with the density of settlement increasing toward the center of the city. New residents have been attracted to (1) the bluffs above Saratoga Passage to take advantage of views (2) close to the downtown area due to proximity to services and the availability of multi-family housing. The lack of sewer mains to serve the more western and eastern sections of the city has limited residential development in those areas. Some areas developed since the 1970s for single-family residential use follow suburban development patterns.

Unlike the land-use inventory described above, a land availability analysis can determine how much land is remains vacant or significantly underdeveloped and thus ripe for potential new development. This analysis can be refined further by examining the amount of land available for each type of land use if the available lands develop in accordance with existing zoning. Currently, the city is divided into the following zoning districts:

- CB Central Business
- NB Neighborhood Business
- RS 5000 High Density Residential (single family) (11 units/acre)
- RS 7200 Medium Density Residential (6 units/acre)
- RS 15,000 Low Density Residential (3 units/acre)
- RM Mixed Residential (multi-family) (15 units/acre)
- P-1 Public Use

The allocation of area for each district is described in Table LU-7, and the total area is further broken down into developed (which includes active applications), underdeveloped, vacant, and agricultural use.

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9 Based on 2014 American Community Survey 5-year estimate
10 It is anticipated that implementation of the 2007 Comprehensive Plan amendments will result in significant changes to the City’s approach to zoning to achieve goals such as neighborhood diversity, affordable housing, and plentiful open space. Out of date

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Table LU-1 shows that there is considerable underdeveloped and vacant land within the City limits to accommodate future growth. However, the lack of sewer limits the ability to further develop lands in the RS15000 and Neighborhood Business zone districts.

There is limited vacant or underdeveloped land in the Central Business zone district. In recent years a number of commercial buildings in the Central Business district have been remodeled or are being remodeled by new tenants/owners or existing businesses. This has resulted in fewer vacant storefronts as well as improving the streetscape. Other activities including the Second Street Complete Streets project, the growing number of public art installations, improvements undertaken by the Historic Preservation Commission and the extensive landscaping undertaken by Langley Main Street are all resulting in the creation of an attractive and more vibrant downtown.

Land in the Neighborhood Business zone district has been slow to develop. Being located outside the central business area makes it less visible for customers and therefore less desirable to locate a business here.

Three dominant messages emerge from the existing land use status inventory. First, there is a relatively small amount of land available for new commercial land uses, and most of the land that is available is located in the NB zone district. Not surprisingly, given the geographical constraints, most properties within the CB zoning district are occupied, although there may be potential for creative infill or redevelopment on several properties. Over time, the City should closely monitor the availability of commercially zoned lands to determine if the supply remains adequate to serve local needs.

Second, development within Langley over the last 30 years has virtually exhausted the inventory of land zoned reserved for higher-density multi-family housing, with less than an acre of vacant land within the RM zone district. Only 5.3 percent of residentially zoned land is within the RM zone district resulting in almost 95 percent being zoned for single family and duplex residential units. Accessory dwelling units are also permitted in these zones. There is an identified need for more housing units and for housing that is more affordable for working people. In the City and across Island County housing is becoming increasingly more expensive and there is less available both to purchase and to rent.

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While this type of housing has predominated historically in Langley, the current designation of single-family zones districts with densities ranging from three to eleven units per acre medium and low density housing over most of the vacant and underdeveloped land in the community has the potential to will likely lead to a growing dominance of single-family land use to the exclusion of other types of housing options (see Housing Element for further discussion explanation). Below are some possible strategies to increase multi-family housing options which in turn can improve affordability: Remedies to this trend could include

- Creating pockets of lands zoned for higher density zoning in certain locations,
- Permitting multi-family residential development in single family zones as a 'conditional use',
- Encouraging sensitive infill development,
- Reducing barriers to accessory dwelling units, both attached and detached,
- Establishing smaller lot sizes,
- Reducing utility connection fees,
- Increasing building heights,
- Reducing parking requirements

Currently, this is the only district that does not permit single-family residential development, so densities tend to be the highest in these areas. Over time, development within these lower density districts has averaged out at around 2 units per acre. The lack of a clear direction and encouragement for denser housing options could present challenges for the City to fulfill overarching housing goals such as affordability, aging in place and neighborhood diversity.

Finally, the third strong message is that there is land available for single family residential use within the existing city limits. While this type of housing has predominated historically in Langley, the current designation of single-family zones districts with densities ranging from three to eleven units per acre medium and low density housing over most of the vacant and underdeveloped land in the community will likely lead to a growing dominance of single-family land use to the exclusion of other types of housing options (see Housing Element for further explanation). Remedies to this trend could include creating pockets of higher density zoning in certain locations, allowing multi-family residential development in single family zones as a 'conditional use', encouraging sensitive infill development requiring clustered development of single-family uses in conjunction with open-space dedications.

In accordance with the Growth Management Act, the City has adopted a Land Use Designation Map (see Figure LU-10) that describes the general type and distribution of land use for the future. The zoning map, from which the land status analysis presented above was derived, must be consistent with the Land Use Designation Map. No one of these should be viewed as being exclusively reserved for the particular land use suggested by its name. Instead, it should be considered to be the characteristic land use around which other compatible uses could be interspersed to encourage vitality and diversity within Langley neighborhoods. In particular, the residential category may contain large areas of open space and other uses compatible with the relative quiet of residential use.
GROWTH IN CONTEXT

Growth and change is inevitable and therefore must be planned for in ways that are consistent with the City’s vision and context as a small historic coastal community. The Growth Management Act requires that urban growth be concentrated in jurisdictions that have full services of water and sewer and restricts development in rural and resource areas. The larger Puget Sound region has been experiencing tremendous growth and since 2010 the Seattle Metro Area has gained approximately 1,100 new persons per week. According to the Puget Sound Regional Council Vision2040 five million people are expected to live in the region by 2040. While Langley and Island County are not part of the Puget Sound Regional Council we are located in the greater Puget Sound region and some of this growth pressure will inevitably impact our community. A number of factors will continue to influence this:

- Technology enhancements offer the ability to work remotely;
- Relative affordability of housing compared to communities on the mainland;
- Improved public transit that includes free bus service and growing vanpool use;
- Retiring baby boomers seeking a small town with a high quality of life; and
- A vibrant and expanding visual and performing arts community.

- Expansion of the US Naval Base in Oak Harbor
- Expansion of Paine Field in Everett to include commercial domestic flights

Growth, while perhaps not inevitable, is very likely to happen in Langley. Certainly, the city’s need to look no further than its population history to conclude that people will continue to seek out this lovely and creative community to make their home. While the pace and numbers behind that growth may be relatively small, each incremental change is felt in some degree by the existing population and, at the risk of over-simplification, can be a mixed blessing. A new home on the formerly vacant lot next to you may deprive you of a piece of rural character you once enjoyed outside your window, but it may also bring a new neighbor who could enhance your life in unknown ways. With change likely to be constant on the Langley landscape, the City must be clear in crafting the conditions for change to ensure a positive outcome.

One of the foundational goals of the Comprehensive Plan is Land Use Element is to ensure that all new development and redevelopment growth meets the community’s vision expectations outlined in the Executive Summary expressed at the beginning of this chapter. Toward meeting those expectations, new and redevelopment proposals must be analyzed in context with the local neighborhood and Langley in general. While the list of conditions that may define a specific context is likely a long one, even in a small community—The following sections describe some of the most critical.

ANALYSIS OF PHYSICAL CONDITIONS

Good planning, particularly for undeveloped lands (AKA greenfield sites), must that consider environmental limitations to preserve critical areas and hazard lands and also to
can avoid expensive site modifications. The following briefly describes the most critical biophysical constraints that are a factor in the City of Langley for development of certain lands. Furthermore, this type of planning is essential in order to preserve critical areas and natural resource lands as shown on the Critical Areas map Figure XX. Some of the relevant conditions currently known to the City have been mapped (Figure LU-4). This map indicates areas where development is not feasible or is limited.

**GEOGRAPHIC CONTRAINTS**

**Runoff and Drainage Constraints:** The topography, soils, the slope of the land, and extent of impervious surfaces determine runoff and drainage. Development should be regulated to prevent increased runoff to adjoining and/or downstream locations, increased volume and rate of stormwater runoff, and increased potential for pollution of Puget Sound. Development in areas prone to ponding is not recommended. Such development could also potentially alter natural recharge processes and cause drainage and environmental problems in areas where runoff has been diverted.

**Geological Hazardous Areas:** Much of the steep-slope area along the bluff above Saratoga Passage is unsuitable for development because of instability. Development practices on these properties may also exacerbate the instability including extensive vegetation removal on the top of the bluff, poorly managed roof and perimeter drainage, old and failing septic systems, and extensive hard surfacing of the land. In addition, soil suitability for septic systems tank usage and structural support and stability are important factors in determining the potential for development. The Island County Soil Survey conducted under the U.S. Soil Conservation Service provides data that can be used to determine site-specific development constraints.

**Aquifer Recharge Areas:** Protection of recharge zones is important because the ground water system is interconnected and pollution in one area may influence the quality of water used elsewhere. The pollution of ground water by effluent, agricultural waste, or industrial waste can contaminate the portion of the aquifer that lies down gradient from the pollution source, and contamination is extremely expensive and difficult to clean up. Therefore the Municipal Code limits the amount of hard surfacing on a property. Thus, improper and excessive development in aquifer recharge areas is discouraged. The Critical Areas Ordinance specifies the types of land uses that are acceptable within the aquifer recharge area. All proposed developments in the aquifer recharge area would be required to comply with the Critical Areas Ordinance.

**Wetlands:** Protecting wetlands and their buffers is critical. Wetlands protection is important because wetlands are important natural systems that should not be irreversibly altered, and the wet soil severely limits structural development. Because of the specificity used in defining wetlands and the quality of available maps, site-specific evaluations based on vegetative species present and/or soil type will be necessary for the evaluation of specific parcels should development be proposed.

**Fish and Wildlife Habitat Conservation Areas:** The Critical Areas Ordinance identifies a number of species and their habitat that are protected. Figure LU-8 shows the location

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LU-21
of some of the known habitat areas including eelgrass beds areas and one clam bed area, eagle nest trees, a heron rookery, stream corridors and the known wetlands have been identified and will be protected through the Critical Areas Ordinance.

COMMUNITY ANALYSIS OF AMENITIES

The quality of life in a community is greatly enhanced by the amenities available in the City and South Whidbey region has to offer. For Langley these amenities include:

- Location overlooking Saratoga Passage,
- Being one square mile makes it very walkable,
- Its historic buildings and downtown,
- Its vibrant visual and performing arts community that includes over 100 pieces of public art and numerous annual events that draw hundreds of visitors including a Mystery Weekend, Diablo Fest, Whale Fest and others
- The Fairgrounds and marina which are now both owned and managed by the Port of South Whidbey,
- Its parks and open spaces,
- Multiple social service organizations,
- Strong faith communities of various denominations
- Services and activities for children and families
- Multiple festivals and outdoor events
- A public transportation system that connects Langley to other island communities and the ferry
- Wide range of allopathic and holistic medical practitioners
- Full service veterinary clinic
- State of the art fiber optics internet
- A strong business district and chamber of commerce
- Short drive to the ferry with regular connections to the Mainland each day
- Safe and scenic bicycling
- Abundance of bird and wildlife
- Easy access to expansive beach

the availability of schools, churches, community facilities such as the marina, the parks and open spaces, Boat Harbor, Langley Park and Seawall Park, and traditional social services, as well as the aesthetic quality of the city, and the cultural and recreational opportunities.

Condition of Historic Resources: Historic preservation not only protects a valuable cultural resource it can also provide significant economic value. Historic structures generate tourism, frequently rehabilitate residential areas, and can provide architectural and design cues to guide future development...theme for revitalization. Historic areas may be eligible for State Historic Preservation Fund Grants or special tax incentives. Currently the city has one officially designated national historic site (Dog House Tavern). There are seven properties and buildings that are on the City's designated historic sites. Other buildings may qualify for the state register.

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LU-22
Availability of Open Space: The City has developed a plan for parks and open space and has protected areas of environmental importance, particularly the three stream corridors that run through the city to Saratoga Passage. The Parks, Open Space, and Trails Element of this plan address this matter in further detail.

Condition of Parks and Recreational Land Uses: The city has some deficiencies in acreage in park and recreational uses (community and neighborhood parks) when compared to the widely used National Parks and Recreation standards (particularly if school district facilities in Langley are not included). It is important for the community to examine facilities needs to ensure that residents of all ages and with a variety of interests are given recreational opportunities.

Social Services: Information about social services provided through educational facilities, churches, emergency services, and other programs is being developed. The City recognizes that changes in the population will affect these services and will require the planning of appropriate facilities. The public participation process conducted through a community development block grant has indicated that important community service needs include mobility services for seniors, community health care, accommodations for the homeless, youth activities, and substance abuse rehabilitation.

ANALYSIS OF INFRASTRUCTURE

This is not an analysis but a list

City Hall: The old Masonic Hall building serves the needs for a City Hall with City Council chambers, administrative offices, and the police station.

Water System: The quality of the water provided by the City is good and will be improved as part of improvements in the water system as set forth in the capital improvements section of this plan with removal of manganese and other minerals at the new water storage tank. The service meets present and projected future needs.

Provision of water for future development not only depends on capacity, but also on water quality design requirements. The City anticipates having enough capacity to serve the projected population; however, the costs of providing this service will depend on whether and when water treatment will be required and the extent of conservation measures employed since conservation measures can lower supply requirements and costs.

Wastewater Disposal Facilities: Most of the residents and businesses in the city are served by the sewer system, whose secondary sewage treatment plant was designed to accommodate projected residential and commercial needs. About 40% of the households in the city are served by on-site septic systems services, which are subject to failures leading to public health dangers and surface or groundwater pollution. The City is considering alternative and updated approaches to wastewater treatment and disposal as a part of the revised Sewer Comprehensive Plan.

Commented [CP29]: I disagree.

9.6 ac parkland/1000 ac
1 park for every 2,266 residents
Langley ??

Commented [CP31]: Confirm with PW if still valid

Commented [CP32]: The lack of sewer to areas of the City limit the ability to develop.
Also potential slope stability issues from old septic systems on bluff properties.
Police and Fire Protection: The provision of safe residential and commercial areas improves the quality of life for current residents, and makes the city more attractive for new residents and businesses. The city is served by a full-time police department and is part of Fire District No. 3 for fire protection.

Public Education Facilities: The school district anticipates that the current middle school facilities will satisfy the needs of the population for the foreseeable future.

Library: The public library is an essential part of the community. A major expansion program was completed in 1995.

Transportation Facilities: Various types of land uses will need different types of transportation and will place different demands on the transportation system. Residential areas need access to centers of employment and commercial areas, and commercial enterprises need access to supplier and consumer markets. Transportation corridors are often used to extend public services and utilities. The Transportation Element provides additional discussion and proposals. A critical element of the regional transportation system is the Clinton—Mukilteo ferry. The lack of parking in Mukilteo limits walk-on service, and significantly increases the wait times for cars during peak periods. This situation has implications that negatively affect tourism potential in Langley, and throughout Whidbey Island.

SITING ESSENTIAL PUBLIC FACILITIES

The State Growth Management Act requires local government comprehensive plans to include a process for identifying and siting essential public facilities. Essential public facilities are public or quasi-public facilities that are typically difficult to site and include, but are not limited to airports, state educational facilities, state and local correctional facilities, solid waste handling facilities, mental health facilities, and group homes. The State Office of Financial Management is required to maintain a list of essential state public facilities that are required or likely to be built within the next six years. No local comprehensive plan or development regulation may preclude the siting of essential public facilities.

LAND USE GOALS AND POLICIES

Goal LU – 1: Essential Public Facilities
The siting of essential public facilities shall be in accord with State and County regulations and policies.

<table>
<thead>
<tr>
<th>LU-1.1</th>
<th>Proposals to site essential public facilities in the Langley Urban Growth Area shall be made in accordance with the following:</th>
</tr>
</thead>
<tbody>
<tr>
<td>a)</td>
<td>The proponent shall provide a clear rationale for the proposed essential public facility and its proposed location in Langley's UGA that is based upon documented need.</td>
</tr>
<tr>
<td>b)</td>
<td>The proponent shall provide a reasonable opportunity for the public and the City to participate in the site selection process.</td>
</tr>
</tbody>
</table>
c) The County and City shall jointly and cooperatively establish a process for developing criteria to determine whether a use is an essential public facility and siting requirements for these facilities within Langley’s UGA. These requirements shall consider, at a minimum, protection of the natural environment, public health, safety, and equitable access to ensure people of all ages and abilities are able to use these facilities.

d) Essential public facilities proposed to be sited outside of the UGA must be self-contained and should not require the extension of municipal sewer and water utilities or other urban services.

LU-1.2 Essential public facilities may be located in all zones however negative impacts to adjacent land uses shall be minimized to the greatest extent through mitigation.

Goal LU-2 Joint Planning Area and Urban Growth Area

Work with Island County to ensure that the distribution and general location of new land uses within the Urban Growth Area and Joint Planning Area is coordinated and well planned.

LU-2.1 The annexation of land into the City shall be guided by the following:

a) Only lands designated as UGA shall be considered for annexation

b) A development agreement and connections to City sewer and water shall be a condition of annexation;

c) Lands that are not contiguous to the City shall not be annexed.

d) Proposed development shall incorporate urban densities.

LU-2.2 The City will adopt guidelines to guide annexation requests for different scenarios including greenfield lands, development that does not meet urban standards, and Rural Areas of Intense Development (RAID) and require an Annexation and Development Agreement.

LU-2.3 In accordance with CWPPs, lands outside of the City boundary but within the UGA shall be assigned the Urban Holdings (UH) designation.

LU-2.4 In accordance with CWPPs, review the inter-local agreement with Island County on a regular basis to establish land-use and development regulations for lands in the UGA and JPA.

LU-2.5 Lands designated as UGA and PGA shall be zoned and regulated by the County in consultation with the City such that interim development does not impede future urban development patterns and good planning practice.

LU-2.6 Continue to improve the inter-jurisdictional review of land use activities within the JPA. Explore options with Island County to expand the City’s review authority inside the JPA.

LU-2.7 Preserve to a significant extent tree cover and open space in the JPA for watershed management, habitat preservation, wildlife corridors and Langley’s visual character. Preserve significant forests, agriculture, and open space areas in the JPA with the goal of establishing an integrated open space system within and Langley, including such elements as a greenbelt, tree corridors, forested buffers, wildlife corridors, parks, overlooks and trails.

LU-2.8 Designate open space corridors with the City’s planning area to protect critical areas, protect wildlife habitat, and provide accessible footpaths for pedestrian connectivity in these corridors. Protect visually significant tree lines through open space corridors and other means including entranceways into the City.
LU-2.9 Collaborate with stakeholders to prioritize critical areas and other sensitive lands for conservation and long term protection.

LU-2.10 Any changes to the Urban Growth Area boundary shall be governed by CWPP's.

LU-2.11 Capital facilities planning within the UGA shall be undertaken jointly with Island County.

LU-2.12 Establish and revise as appropriate a rational population projection over the 20-year planning horizon that is based on population estimates and projections supplied by the Office of Financial Management, is consistent with County Wide Planning Policies and the historical growth trends for Langley.

LU-2.14 Coordinate with Island County on natural resource planning to ensure consistency of purpose both inside and outside the city.

LU-2.15 Cooperate with Island County to develop programs to protect natural resource lands that include for example regulations to prevent encroachment of incompatible development adjacent to designated resource lands.

LU-2.16 Work with the County on open space preservation efforts adjacent to the City.

LU-2.17 Support the policies in the County Comprehensive Plan to identify and protect scenic gateway corridors and prevent commercial development from locating along corridors leading into the city, including Langley Road, Wilkinson Road/Sandy Point Road, Maxwelton Road, Coles Road, Brooks Hill Road, and Saratoga Road.

Goal LU-3: General Planning

Development within the City shall preserve and enhance the qualities that make Langley a desirable place to live, operate a business and visit.

LU-3.1 Work with Island County, and regional economic development stakeholders, community groups, and local residents to enhance Langley as the commercial, mixed residential, and cultural center for South Whidbey.

LU-3.2 The City encourages the use of innovative planning tools and techniques to achieve the goals and policies in the Comprehensive Plan.

LU-3.3 The City will continue to work with the Port of South Whidbey and other land owners to balance the needs of local residents while encouraging marine tourism appropriate waterfront development all consistent with the Shoreline Master Plan.

LU-3.4 The City will work with public and private partners to develop a strategy and related programs to prepare for and mitigate the potential impacts of climate change, both on city operations and on the broader Langley community.

LU-3.5 Langley will continue to work with the wide range of stakeholders local and regional to achieve this goal.
**LU-3.6** The City encourages high quality architecture with building form and character that reflect the area history and utilize locally materials such as wood and stone.

**LU-3.7** The City shall review its design guidelines to ensure they continue to meet this goal and other elements of the Comprehensive Plan.

**LU-3.8** Where large areas of public open space are being provided or existing public facilities are being improved, increased densities or land use intensity may be considered.

### Goal LU-4: Distribution of Land Uses

The location of different land uses and housing densities shall reflect an efficient distribution of public infrastructure and accommodate future growth projections.

**LU-4.1** Focus urban residential and commercial growth in Langley's Urban Growth Area.

**LU-4.2** Focus new commercial development in the central business core.

**LU-4.3** New commercial development outside of the central business core may be supported when there is no net loss of residential units.

**LU-4.4** Higher density development is permitted in single family neighborhoods when integrated in a sensitive manner.

**LU-4.5** Work with the Fairground owner/operator to establish year round uses, compatible with surrounding neighborhoods, existing recreational and fair-related uses.

**LU-4.6** A mix of land uses is supported where they are sensitively integrated including for example home occupations in residential areas, higher residential densities adjacent to lower residential densities, and combined retail/residential uses in the commercial areas.

**LU-4.7** Cluster residential development in recognition of sensitive (critical) natural features and/or to provide maximum benefit to the owner/applicant to take advantage of territorial view opportunities and to preserve contiguous portions of properties in permanent open space.

**LU-4.8** Support innovative strategies that facilitate the development of a range of affordable housing options. Such strategies may include clustered residential developments, density bonuses for developments that include "affordable" units/lots, accessory dwelling units, cottage housing developments, multi-family as a conditional use in single family neighborhoods, and inclinational zoning.

**LU-4.9** Work with stakeholders to facilitate a more active waterfront, including expanded marina facilities and increased access to the shorelines via pathways and stairways.

**LU-4.10** Require buffers (vegetation, fences, etc) between certain land uses to minimize the impact of one use upon another, such as commercial adjacent to residences. These buffers shall not inhibit pedestrian circulation, connectivity, access and wayfinding.

**LU-4.11** Require visual vegetative buffers between development and main entrance corridors into the city. These buffers shall not inhibit pedestrian circulation, connectivity, access and wayfinding.

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**Commented [CP71]:** New Council review.

**Commented [CP72]:** New, Feet First recommendation

**Commented [CP73]:** Old LU-8.3. Revised to reflect dedication of public open space not public facilities. The latter is a requirement.


**Commented [CP75]:** Old LU-3.2 Slight revision to strengthen. Council review.

**Commented [CP76]:** Old LU-3.11 Slight revision for clarity. Council review.

**Commented [CP77]:** Old LU-3.3 Policy broken into 3 new policies. Council review.

**Commented [CP78]:** Old LU-3.3. as above.

**Commented [CP79]:** Old LU-3.3 as above.

**Commented [CP80]:** Old LU-3.4. Slight revision. Council review.

**Commented [CP81]:** Old LU-3.5. no change

**Commented [CP82]:** Old LU-3.6. Slight revision. Council review

**Commented [CP83]:** Old LU-3.7. Add ref to stakeholders.

**Commented [CP84]:** Old LU-3.8. No change

**Commented [CP85]:** Added Feet First recommendation

**Commented [CP86]:** Old LU-3.9. No change.

**Commented [CP87]:** Added Feet First recommendation

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8/23/2017 **LU-27**
LU-4.12 Encourage development that promotes livability, pedestrian orientation and quality design and limits stress factors such as noise pollution and traffic congestion.

LU-4.13 Approving new commercial development that results in the loss of residential units shall be discouraged.

LU-4.14 New commercial development is strongly encouraged to be mixed use.

LU-4.15 Higher density development is permitted in multi-family neighborhoods when integrated in a sensitive manner.

Goal LU-5: Economy
Support and expand the local economy by encouraging new businesses to locate here and assisting existing businesses to thrive.

LU-5.1 Encourage development of a wide range of commercial uses to support local residents as well as the needs of the visiting public.

LU-5.2 Encourage development of the waterfront area and marina consistent with the Shoreline Management Plan and other strategic goals.

LU-5.3 Support existing and encourage the establishment of knowledge, arts, and wellness-based businesses.

LU-5.4 Work with the business community and community groups to accomplish projects of mutual interest.

LU-5.5 Develop and implement a strategy to permit low impact (cottage) industries that are small scale, have limited negative impacts and are consistent with Langley’s character.

LU-5.6 Continue to invest in Langley’s public spaces, such as Second Street.

Goal LU-6: Current Development and Enforcement
Create a predictable development atmosphere by establishing clear and consistent application requirements. Enforce land use regulations equitably and consistently.

LU-6.1 Monitor development application approval times and where not already established develop reasonable development approval processing time frames.

LU-6.2 Increase, where possible, the number of administrative approvals, thereby minimizing lengthier permit processes.

LU-6.3 Establish clear application requirements.

LU-6.4 Develop a guide for development application processes to provide clarity and certainty for developers and to improve the public’s knowledge of the process.

Commented [CP88]: Old LU-3.12. No change


Commented [CP90]: New. Council review

Commented [CP91]: Added by PAB.

Commented [CP92]: Old Goal LU-4. Slight revision. Council review

Commented [CP93]: Old LU-4.1. No change.

Commented [CP94]: Old LU-4.2. Slight revision. Council review

Commented [CP95]: Old LU-4.3. Added wellness based businesses. Council review.

Commented [CP96]: Old LU-4.4. No change.

Commented [CP97]: Old LU-4.5 revised to clarify “cottage industry” PAB and Council review. Considerations include mass 6 of employees located inside.

Commented [CP98]: Add to definitions

Commented [CP99]: New. Council review

Commented [CP100]: As per PAB

Commented [CP101]: Old LU-5 revised Council review

Commented [CP102]: Policies reordered per PAB

Commented [CP103]: Old LU-5.1. Time frames established by statute and code. Need to monitor and revised as needed. Council review

Commented [CP104]: Old LU-5.2. Unchanged.

Commented [CP105]: Old LU-5.4 revised for clarity. Referenced application standards not requirements. Council review.

Commented [CP106]: New. PAB review

Goal LU-7: Public Facilities and Services
Coordinate the orderly provision of sewer, storm and water infrastructure and other public utilities to serve public and private development throughout the entire City in a manner that is consistent with the fiscal resources of the City.

| LU-7.1 | Development that increases density (including ADUs, short and long plats) shall not be approved where the necessary infrastructure (sewer, water, stormwater, and roads) cannot accommodate the proposed development or where the City has not required the proponent to pay for or install the necessary infrastructure. |
| LU-7.2 | The cost of related on and off site improvements necessary to facilitate a specific development shall be borne by the proponent and shall not result in a diminished Level of Service (LOS) of any mode without mitigation. |
| LU-7.3 | Locate public facilities and sewer and water utilities such that they (a) maximize the efficiency of services provided; (b) minimize costs to the taxpayer and developer; (c) minimize their impacts upon the natural environment and natural hazards; and (d) minimize ongoing maintenance costs and impacts. |
| LU-7.4 | New development, including long subdivisions and short plats, site plan approvals, and building permits for new residential and commercial development, are required to be served by sewer and water. |
| a. | Variances or waivers may be considered for new non-residential development or single family residential construction due to topographical constraints or lack of approval by contiguous land owners. |
| b. | Variances and waivers will not be considered for short and long subdivisions. |
| c. | Where septic systems and wells have been permitted for new development they shall be considered temporary and interim solutions until such time that City sewer and water is available. |
| LU-7.5 | Do not approve development that reduces the Level of Service (LOS) standards for public facilities including sewer, water, stormwater, roads and sidewalks as identified in the Utilities and Capital Facilities Element. |
| LU-7.6 | Any proposed development not meeting the minimum density of the current zone district shall be designed such that the layout does not impede future development to maximize the density of the current zone district. |
| LU-7.7 | Require all new developments, where feasible, to locate utilities underground to enhance aesthetic quality and scenic vistas. |

**Goal LU-8: - Critical Areas**

**Identify, protect, enhance, and restore critical areas.**

| LU-8.1 | Critical areas shall be maintained and, where appropriate, enhanced to protect functions and values, and to protect the public health, safety, and welfare. |
| LU-8.2 | The restoration and enhancement of critical areas damaged as a result of past land use activities is strongly encouraged. |

**Commented [CP107]:** Old Goal LU-6-1. Expanded reference to public facilities. Council review.

**Commented [CP108]:** Old LU-6-1 Revised for clarity and brevity and consistency with CWPP. Removed elements that do not exist. Revised with Council review.

**Commented [CP109]:** Old LU 6.2 Revised for brevity and clarity. Removed list of improvements. PAB review replaced impact fee with mitigation fee. Council review. Added First Feet review.

**Commented [CP110]:** Old LU6.3 expanded. Council review.

**Commented [CP111]:** New. Consistent with CWPP 3.4. This includes ADUs.

**Commented [CP112]:** Old LU6.4 revised to be consistent with CWPP 3.4 4/5/6 and to make more clear.

**Commented [CP113]:** Old LU6.5 expanded for clarity. Council review.

**Commented [CP114]:** New. Council review.

**Commented [CP115]:** Old LU-9.5. Unchanged.

**Commented [CP116]:** Old LU-7. Simplified. Removed Up to Natural Resource Land

**Commented [CP117]:** Old LU-7-1 broke it into 2 policies. Council review.

**Commented [CP118]:** Old LU-7.1 Council review.
| LU-8.3 | Best available science shall be used to refine development regulations to protect the functions and values of critical areas while maintaining Langley's unique character, protecting public health and welfare and providing "reasonable use" of private property. |
| LU-8.4 | Review and update land development regulations to incorporate best practices and innovative techniques that minimize negative impacts to the natural environment. |
| LU-8.5 | Update and designate critical areas as new information becomes available and could include for example, natural corridors, wildlife habitat conservation areas and open spaces that provide connectivity and migration routes. |
| LU-8.6 | Encourage inter-jurisdictional stewardship of critical areas and watersheds, especially those that extend beyond the city boundaries and provide habitat and hydrological connectivity. |
| LU-8.7 | Direct activities not dependent on the use of critical areas to less ecologically sensitive sites and mitigate unavoidable impacts to critical areas by regulating alterations in and adjacent to critical areas. |
| LU-8.8 | To achieve maximum protection, establish critical areas buffers on separate parcels or tracts. |
| LU-8.9 | Mitigate unavoidable impacts to critical areas by regulating alterations in and adjacent to critical areas. Mitigation plans may require monitoring and financial surety or bonds. |
| LU-8.10 | Consider, where appropriate, non-regulatory protection measures or acquisition of critical areas by a public or non-profit entity. |
| LU-8.11 | Encourage public education activities that preserve and protect environmentally critical areas, including vegetation management on bluff properties, downstream impacts from upstream activities, management of invasive plant species, and best management practices for yard maintenance and living by water. |
| LU-8.12 | New development shall be required to manage stormwater runoff to maintain pre and post development flows, and water quality. Any discharge off site shall be treated. Green infrastructure is encouraged. |
| LU-8.13 | Prevent cumulative adverse environmental impacts to critical areas and the overall net loss of wetlands and habitat conservation areas through critical areas regulations. |
| LU-8.14 | Minimize damage to life, property, and resources by prohibiting, avoiding or limiting development on steep slopes (as defined by the City of Langley Municipal Code) and on unstable soil and geologic hazard areas. |
| LU-8.15 | Ensure that site development regulations reduce erosion, promote immediate re-vegetation, and reduce the amount of sediment leaving a construction site to protect other properties and watercourses. |
| LU-8.16 | Prohibit development on land determined to be contaminated pursuant to the State Toxics Control Act until remediation has been completed in accordance with an approved plan. |
| LU-8.17 | The City should develop an urban forest strategy to guide tree management activities on public and private lands. |

Commented [CP119]: Old LU-7.2 revised for clarity
Commented [CP120]: Old LU-7.3 Moved stormwater specific references to LU-8.12. Revised for clarity. Council review
Commented [CP121]: Old LU-7.4 revised for clarity. Council review.
Commented [CP122]: Old LU-7.5 No change
Commented [CP123]: Old LU-7.6 revised for clarity. Council review
Commented [CP124]: Old LU-7.7 Expanded to all critical areas. Removed reference to native growth protection areas as undefined. Council review
Commented [CP125]: Old LU-7.8 revised for clarity. Council review
Commented [CP126]: Old LU-7.9 no change
Commented [CP127]: Old LU-7.10 expanded to include invasive plants. Council review
Commented [CP128]: Old LU-7.13 Revised for clarity. Removed specific list of stormwater management tools. Council review
Commented [CP129]: Old LU-7.14 unchanged
Commented [CP130]: Old LU-7.15 unchanged
Commented [CP131]: Old LU-7.16 unchanged
Commented [CP132]: Old LU-7.17 unchanged
Commented [CP133]: New. Council review
Commented [CP134]: Other policies written as an imperative. PAB
LU-8.18  Review the Langley Municipal Code to remove barriers that prevent and adopt regulations to encourage urban agriculture.

LU-8.19  Review base flood elevations to incorporate a factor for sea level rise.

**Goal LU-9: Health, Education and Recreation**
Encourage opportunities for recreational and cultural activities for all age groups and for a planned open space system within and around the UGA.

LU-9.1  Work with public entities to establish joint-use agreements to maximize the use of all public facilities.

LU-9.2  Amend the Fairgrounds Overlay Zone to encourage year-round use of the facility, maximize compatible uses and create more flexibility.

LU-9.3  Support increased intensity of land uses where large areas of public open space are being provided or existing public facilities are being improved.

LU-9.4  Work with the business community to accomplish the programs that will make Langley a comfortable, enriching home for all of its inhabitants, from senior citizens to energetic teenagers to toddlers and community groups.

LU-9.5  Provide incentives to assist in preserving permanent open spaces.

LU-9.6  The City should support the efforts of organizations to expand opportunities for cultural and marine-oriented uses.

**Goal LU-10: History and Aesthetics**
Encourage the protection of special historic, architectural, aesthetic, and cultural resources through the designation of historic landmarks and districts and the adoption of appropriate incentives, and ensure that new development contributes aesthetically to the overall village character. Avoid negatively impacting archeological features.

LU-10.1  Promote preservation of historically significant features of the Langley landscape, including cultural resources, farm lands, forests, and open spaces.

LU-10.2  Maintain the historic integrity of the downtown commercial core.

LU-10.3  Encourage the restoration and rehabilitation of historic sites through appropriate means such as increased density, grant and loan technical assistance, adaptive reuse, and other innovative techniques.

LU-10.4  Design new commercial development/redevelopment, multi-family, and other development in a manner that is compatible with the style of existing buildings, and ensure aesthetically pleasing projects.

LU-10.5  Preserve and expand public viewing places and roadway corridors that offer opportunities to view the scenic downtown area and surrounding picturesque areas.
LU-10.6 Preserve as much healthy natural vegetation (larger trees and groundcover) as possible on building sites and along streams, roads, and in parking lots. Where natural vegetation will be disturbed, commensurate landscaping and tree planting should be provided.

Commented [CP151]: Old LU-9.8 unchanged

LU-10.7 Protect the dark sky over Langley as an environmental necessity, as well as a scenic, educational and cultural resource.

Commented [CP152]: New. Joann Quintana submission

LU-10.8 Review and update the City's design guidelines to meet the goals and objectives of this Comprehensive Plan.

Commented [CP153]: First review

Goal LU-11 - Transportation
Strive for a multi-modal network that safely and conveniently accommodates multiple functions including travel, social interaction and commerce, to provide for more vibrant neighborhoods and more livable communities.

LU-11.1 Develop a multi-modal transportation plan that promotes an integrated system of walking, biking, transit, auto and other forms of transportation designed to effectively support mobility, access, and provides multiple linkages across the whole City, in particular within city core, and to adjoining County roads and trails.

Commented [CP154]: Goal LU-11 and related policies are new. Council review

Commented [CP155]: Old LU-8.5 broadened

LU-11.2 Develop a design concept for Complete Streets consistent with the City's adopted ordinance that include sidewalks, street trees, landscaping, and benches, and develop an ongoing improvement program.

Commented [CP156]: Add to definitions. PAB

LU-11.3 Integrate public transportation, pedestrian and biking requirements into the design of proposed developments and the design and maintenance of public and private roads.

Commented [CP157]: Old LU-9.7 changed ref from arterial to collector roads. Langley doesn't have arterial roads.

Commented [CP158]: Old T-1.4. Minor revision for clarity. Council review

LU-11.4 Designate and design collector roads and trails to be compatible with adjacent county roadways to achieve concurrent levels of service.

Commented [CP159]: Old T-1.8. minor revision. Council review

LU-11.5 When undertaking transportation planning and service decisions, evaluate and encourage land use patterns and policies that support a sustainable multi-modal transportation system.

LU-11.6 Strategically design transportation options - including bike routes, sidewalks, pedestrian trails and other non-motorized solutions - to support and anticipate land use and economic development goals.

Commented [CP160]: Old LU-6.6 minor revision. Council review.

LU-11.7 Developments may be required to dedicate additional land for pedestrian improvements such as trails, sidewalks, cycling, access to open space.

LU-11.8 Promote greater walkability in Langley by improving pedestrian connections, increasing densities and permitting a mix of uses.

Commented [CP161]: Added as per PAB

Goal LU-12 Climate Change
Work with public and private partners to develop a strategy and related programs to prepare for and mitigate the potential impacts of climate change, both on city operations and on the broader Langley community.

Commented [CP162]: Goal LU-12 and related policies are new. Council review.

8/23/2017
| LU-12.1 | Develop a strategic plan that will help guide and focus resources and program initiatives to 1) reduce Greenhouse Gases (GHGs) and the city's carbon footprint and the broader community 2) assess the risks and potential impacts of climate change, and 3) reduce and minimize these risks. |
| LU-12.2 | Develop policies and strategies for land use and development that result in reduced GHGs for new development as well as redevelopment activities. |
| LU-12.3 | Develop programs and incentives that encourage existing land use, buildings and infrastructure to reduce their carbon footprints. |
| LU-12.4 | Foster state-of-the-art resource-efficiency in both new and existing buildings and neighborhoods of all kinds in Langley by promoting "green building" concepts such as those outlined by the U.S. Green Building Council and similar organizations. |
| LU-12.5 | Foster local renewable-energy generation including solar. |
| LU-12.6 | Foster approaches to transportation that reduce per capita fossil fuel use, such as adding more the location of recharging stations for electric vehicles and encouraging more public transit ridership. **Commented [CP163]: Added comments from PAB** |
| LU-12.7 | Model these examples, where practical and cost-effective, through City facilities and activities such as the selection of low emission vehicles for the City fleet. **Commented [CP164]: Added comments from PAB** |