City of Langley

Comprehensive Plan
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B. Interlocal Agreement with Island County
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D. Summary of 2002 Opinion Survey on Growth.
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Amendment History

Amendments Pursuant to Ordinance No. 732 Adopted January 15, 1997
Amendments Pursuant to Ordinance No. 772 Adopted February 9, 1999
Amendments pursuant to Ordinance No 787 Adopted July 19, 2000
Amendments Pursuant to Ordinance No 796 Adopted September 19, 2001
Amendments Pursuant to Ordinance No. 819 Adopted November 20, 2002
Amendments Pursuant to Ordinance No. 833 Adopted October 15, 2003
Amendments Pursuant to Ordinance No. 845 Adopted October 20, 2004
Amendments Pursuant to Ordinance No. 865 Adopted November 16, 2005
Amendments Pursuant to Ordinance No. 884 Adopted December 20, 2006
Amendments Pursuant to Ordinance No. 897 Adopted December 19, 2007
Amendments Pursuant to Ordinance No. 930 Adopted December 21, 2009
Amendments Pursuant to Ordinance No. 952 Adopted December 20, 2010
Amendments Pursuant to Ordinance No. 991 Adopted July 15, 2013
Executive Summary
Executive Summary

This comprehensive plan guide was prepared by the City of Langley in accordance with Section 36.70A.070 of the Growth Management Act to address growth issues in the City of Langley urban growth area and adjacent future growth area. It represents the community's policy plan for growth over the next 20 years. The introductory section contains the following:

- 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

To Implement the Growth Management Act
The Growth Management Act invests local government with significant decision-making power. The City of Langley has been directed to identify the concerns and 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 is working to create a comprehensive plan that establishes a clear intent and policy base, which can be used to develop and interpret local regulations.

To Promote Desired Changes and Preserve Community Assets
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 or an infill development project. 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 and therefore the city is planning in an attempt to control our future for the benefit of the entire community.
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 lead 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

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 Urban Growth Area and in the adjacent future growth area. It represents the community's policy plan for growth over 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. The plan includes the following elements:

• Sustainability
• Economic Development
• Land Use
• Housing
• Transportation
• Capital Facilities
• Utilities
• Parks, Open Space, and Waterfront

County-Wide Planning Policies
The County-Wide Planning Policies [Appendix A1] provide guidance in the planning process and are consistent with the comprehensive plan. These policies were originally jointly adopted on June 22, 1992, and amended on February 23, 1999, by the Island County Commissioners and the cities of Langley, Oak Harbor, and Coupeville.
Highlights of the policies are as follows:

- Urban growth boundaries extending beyond existing city limits should be based on city/town ability to provide urban services, since urban services should only be available in Urban Growth Areas (UGA).

- Promote retaining the rural character of Island County by accommodating urban growth in UGAs and establishing county development regulations that preserve rural character.

- 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.

- The county and municipalities should coordinate capital facilities planning and funding within UGAs.

- An economic development plan should be cooperatively developed by the private and public sectors.

PUBLIC PARTICIPATION

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

The committee met twice monthly and conducted public meetings and hearings in conjunction with the Planning Advisory Board on the Plan Concept, Urban Growth Boundary and Draft Comprehensive Plan. The committee activities were advertised through newspaper articles, legal ads, posting of notices in City Hall, the post office and library, and newsletters sent to all property owners in December 1992, and November 1993. Workshops were also held with the City Council during preparation of the Draft Plan. A public meeting was also held with Island County to discuss planning approaches in and around the Langley Urban Growth Area.

A growth management survey was sent to all property owners in the city and surrounding area (in conjunction with Island County) early in the planning process. Responses were received from 30 percent of the property owners.
Since the adoption of the 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 are 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, in anticipation of a substantial Comprehensive Plan review and update, the City Council again expanded the City's planning agency by creating the Comp Plan Group (CPG). The CPG had 96 members including City officials, citizens, and business interests. Its structure consisted of an executive team to guide the process; advisory committees to research content; and the Integration Committee, composed of the chairs of the advisory committees, the members of the executive team, and the chair of the Planning Advisory Board. The Integration Committee had the statutory responsibility to recommend the Comprehensive Plan amendments to the City Council. Meetings of the advisory committee and the Integration Committee were appropriately noticed and open to the public. The code establishing the CPG is included as an appendix to this plan.

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.

**VISION OF FUTURE FOR THE CITY OF LANGLEY**

The future of Langley is determined both by the actions and plans of those who have come before us and by those today who take an active part in shaping the city’s future. Active citizen involvement is essential if Langley is to be the result of planned, purposeful actions or the result of a series of unplanned, uncoordinated events. Each generation makes a contribution to the future of the city. This plan reflects the current attempt to define the future of Langley. Langley will continue to grow and change but not lose its essential character and vitality as a small town set in a semi-rural setting with a well-defined center with commercial, cultural, and residential components within walking distance for many residents and tourists alike. The city is further characterized by stunning views of Puget Sound and mountains; friendly, neighborly people; and an appreciation of the surrounding environment.
The vision should be read as describing the community we wish Langley to become in the next 20 years.

Langley is the most diverse community on South Whidbey, with its cultural, boating, tourist, and commercial activities and services. What sets Langley apart from all other centers on South Whidbey is the diversity of residential, commercial, cultural, recreational, and educational activities that flourish and continue to grow. The city is marked by a strong retail center in the downtown area, catering to both residents and tourists. Tourism is integrated into the local economy; the affordability of housing, goods, and services is maintained for residents; and the livability of the community endures. Pedestrian access has been enhanced as a means of preventing a further commitment to vehicular facilities (parking areas have been designated outside the downtown area to relieve downtown congestion and facilitate pedestrian movement in the downtown area). By making pedestrian circulation easy and enjoyable, the downtown core and strong residential community can be maintained and enhanced.

Cottage-based industries and home occupations have a strong presence in the community. The waterfront area is characterized by public parks, pathways, marine-related industry and the major marina on South Whidbey, serving both residents and visitors.

Langley is a regional center of culture. The city offers high-quality arts and entertainment and hosts many festivals and events. Anywhere in town, we are only a convenient bike ride or walk from work, classes, dining, entertainment and recreation. This closeness reinforces the tie between Langley’s economy, culture, and residential community. People live here because they enjoy being in the midst of the natural beauty and cultural amenities in Langley.

The nine goals identified below are deemed to be essential in maintaining a satisfactory quality of life for Langley. These goals will endure as the comprehensive plan is implemented, specific measurable tasks are accomplished, and changes occur. As the comprehensive plan is updated to account for changing conditions and completion of the policies or objectives identified in each element, the goals in this vision will provide direction for such revisions.

- The City of Langley should provide an effective stewardship of the environment to protect critical areas and conserve land, air, water, and energy resources.
- The City of Langley should encourage changes that promote livability, pedestrian orientation, and thoughtful design, and limit stress factors such as noise and air pollution and traffic congestion.
- The City of Langley should use 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.
The City of Langley should encourage 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 housing opportunities.

The City of Langley should enhance 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.

The City of Langley should encourage and support cultural activities and the arts as an integral element of the community.

The City of Langley should identify 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.

The City of Langley should encourage community support by ensuring that officials are accessible to the public.

The city is also committed 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.

**PLAN IMPLEMENTATION AND MONITORING**

This section 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 update 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 general guidelines should not be changed more than every five years. However, as specific objectives or policies are achieved, revision of the plan in each element may be required to continue progress toward the overall goals.

Amendments to the comprehensive plan can be requested by the City Council, Planning Advisory Board, or by any affected citizen or property owner. However, the plan may not be amended more than once a year, and therefore, requests for amendment 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). A public hearing will then be held to solicit comment. After further review a formal recommendation will be 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 listed 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 Island County Planning Policies and make amendments 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.
DEFINITIONS

**Adequate Capital Facilities** means facilities that have the capacity to serve development without decreasing levels of service below locally established minimums.

**Agricultural Land** means land primarily devoted to the commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products; or of berries, grain, hay, straw, turf, seed, or Christmas trees not subject to the excise tax imposed by RCW 84.33.100 through 84.33.140; or livestock; and that has long-term commercial significance for agricultural production.

**Arterial [Minor]** means a roadway providing movement along significant corridors of traffic flow. Traffic volumes, speeds, and trip lengths are high, although usually not as great as those associated with principal arterials.

**Arterial [Principal]** is a roadway providing movement along major corridors of traffic flow. Traffic volumes, speeds, and trip lengths are high, usually greater than those associated with minor arterials.

**Available Capital Facilities** means that facilities or services are in place or that a financial commitment is in place to provide the facilities or services within a specified time. In the case of transportation, the specified time is six years from the time of development.

**Capacity** is the measure of the ability to provide a level of service on a public facility.

**Capital Budget** means the portion of each local government’s budget that reflects capital improvements for a fiscal year.

**Capital Facility** means a physical structure owned or operated by a government entity that provides or supports a public service.

**Capital Improvement** means physical assets constructed or purchased to provide, improve, or replace a public facility and which are large scale and high in cost. The cost of a capital improvement is generally non-recurring and may require multiyear financing.

**Collector** is a roadway providing service that is of relative moderate traffic volume, moderate trip length and moderate operating speed. Collector roads collect and distribute traffic between local roads or arterial roads.

**Commercial Uses** are activities within land areas that are predominantly connected with the sale, rental, and distribution of products, or performance of services.
**Comprehensive Plan** means a generalized coordinated land use policy statement of the governing body of a county or city that is adopted pursuant to the State Growth Management Act.

**Concurrency** means that adequate capital facilities are available when the impacts of development occur. This definition includes the two concepts of "adequate capital facilities" and of "available capital facilities" as defined above.

**Consistency** means that no feature of a plan or regulation is incompatible with any other feature of a plan or regulation. Consistency is indicative of a capacity for orderly integration or operation with other elements in a system.

**Coordination** means consultation and cooperation among jurisdictions.

**Contiguous Development** means development of areas immediately adjacent to one another.

**Critical Areas** include the following areas and ecosystems: (a) wetlands; (b) areas with a critical recharging effect on aquifers used for potable water; (c) fish and wildlife habitat conservation areas; (d) frequently flooded areas; and (e) geological hazardous areas.

**Density** is a measure of the intensity of development, generally expressed in terms of dwelling units per acre. Can also be expressed in terms of population density (i.e., people per acre). Useful for establishing a balance between potential local service use and service capacities.

**Domestic Water System** means any system providing a supply of potable water for the intended use of a development, which is deemed adequate pursuant to RCW 19.27.097.

**Financial Commitment** means that sources of public or private funds or combinations thereof have been identified that will be sufficient to finance capital facilities necessary to support development, and there is assurance that such funds will be timely put to that end.

**Forest Land** means land primarily useful for growing trees, including Christmas trees subject to the excise tax imposed under RCW 84.33.100 through 84.33.140, for commercial purposes, and that has long-term commercial significance for growing trees.

**Geological Hazardous Areas** means areas that because of their susceptibility to erosion, sliding, earthquakes, or other geological events are not suited to the siting of commercial, residential, or industrial development consistent with public health or safety concerns.

**Growth Management** is a method to guide development in order to minimize adverse environmental and fiscal impacts and maximize the health, safety, and welfare benefits to the residents of the community.
**Household** includes all the persons who occupy a group of rooms or a single room that constitutes a housing unit.

**Impact Fee** is a fee levied by a local government on new development so that the new development pays its proportionate share of the cost of new or expanded facilities required to service that development.

**Industrial Uses** are the activities predominantly connected with manufacturing, assembly, processing, or storage of products.

**Infrastructure** means those man-made structures that serve the common needs of the population, such as: sewage disposal systems, stormwater systems, utilities, and roadways.

**Intensity** is a measure of land uses activity based on density, use, mass, size, and impact.

**Joint Planning Area** means that area jointly adopted by the City of Langley and Island County that is located adjacent to the city limits or the Urban Growth Area boundary and in which development may have an impact on the city and, therefore, where the city should be given an opportunity to comment as part of the County development review process.

**Land Development Regulations** means any controls placed on development or land use activities by a county or city, including, but not limited to, zoning ordinances, subdivision ordinances, rezoning, building construction, sign regulations, binding site plan ordinances or any other regulations controlling the development of land.

**Level of Service (LOS)** is an indicator of the extent or degree of service provided by, or proposed to be provided by, a facility based on and related to the operational characteristics of the facility. LOS means an established minimum capacity of capital facilities or services provided by capital facilities that must be provided per unit of demand or other appropriate measure of need.

**Long-term Commercial Significance** includes the growing capacity, productivity, and soil composition of the land for long-term commercial production, in consideration with the land's proximity to population areas and the possibility of more intense uses of the land.

**Local Road** is a roadway providing service that is of relatively low traffic volume, short average trip length, or minimal through traffic movements, and high-volume land access for abutting property.

**Manufactured Housing** is conventional housing utilizing pre-manufactured components.

**Mobile Home** is a single portable manufactured housing unit, or a combination of two or more such units connected on-site, that is:
a. designed to be used for living, sleeping, sanitation, cooking, and eating purposes by one family only, and which contains independent kitchen, sanitary, and sleeping facilities;

b. designed so that each housing unit can be transported on its own chassis;

c. placed on a temporary or semi-permanent foundation; and

d. over thirty-two feet in length and over eight feet in width.

**Multi-Family Housing**, as used in this plan, means housing that is designed to accommodate three or more households.

**Open Space** as used in this plan, includes hazardous and environmental critical areas, such as steep slopes, wetlands, and wildlife corridors; recreational sites, such as playgrounds, parks, and learning centers; lands that shape urban form, such as forested areas and trails; and aesthetic value lands, such as scenic corridors and viewsheds.

**Open Space Corridor** means a linked, connected, and continuous network of open spaces that includes, as defined in RCW 36.70A.160, lands useful for recreation, wildlife habitat, trails, and the connection of critical areas.

**Owner** means any person or entity, including a cooperative or a public housing authority (PHA), having the legal rights to sell, lease, or sublease any form of real property.

**Planning Period** means the 20-year period following the adoption or update of a comprehensive plan.

**Public Facilities** include streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools.

**Public Services** include fire protection and suppression, law enforcement, recreation, environmental protection, and other governmental services.

**Regional Transportation Plan** means the transportation plan for the regionally designated transportation system that is produced by the Regional Transportation Planning Organization.

**Regional Transportation Planning Organization (RTPO)** means the voluntary organization conforming to RCW 47.80.020, consisting of local governments within a region containing one or more counties that have common transportation interests.
**Resident Population** means inhabitants counted in the same manner utilized by the US Bureau of the Census, in the category of total population. Resident population does not include seasonal population.

**Right-of-way** is land in which the state, a county, or a municipality owns the fee simple title or has an easement dedicated or required for a transportation or utility use.

**Rural Land** means all lands that are not within an urban growth area and are not designated as natural resource lands having long term commercial significance for production of agricultural products, timber, or the extraction of minerals.

**Sanitary Sewer Systems** means all facilities, including approved on-site disposal facilities, used in the collection, transmission, storage, treatment or discharge of any waterborne waste, whether domestic in origin or a combination of domestic, commercial or industrial waste.

**Shall/Will** means a directive or requirement.

**Should** means an expectation.

**Single-Family Housing**, as used in this plan, means a detached housing unit designed for occupancy by not more than one household.

**Solid Waste Handling Facility** means any facility for the transfer or ultimate disposal of solid waste, including landfills and municipal incinerators.

**Subarea planning** means planning at a scale less than the entire city with the aim of adopting place- and context-specific approaches to permitted land uses and densities, natural resource preservation and conservation, neighborhood and site design and provision of public facilities and services. Such planning shall be coordinated between subareas and consistent with City-wide goals and policies.

**Transportation Facilities** includes capital facilities related to air, water, or land transportation.

**Transportation Level of Service Standard** means a measure that describes the operational condition of the travel stream, usually in terms of speed and travel time, freedom to maneuver, traffic interruptions, comfort, convenience, and safety.

**Transportation System Management (TSM)** means low capital expenditures to increase the capacity of the transportation network. TSM strategies include but are not limited to signalization, channelization, and bus turnouts.

**Transportation Demand Management Strategies (TDM)** means strategies aimed at changing travel behavior rather than at expanding the transportation network to meet
travel demand. Such strategies can include the promotion of work-hour changes, ride-sharing options, parking policies, and telecommuting.

**Urban Growth** refers to growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources. When allowed to spread over wide areas, urban growth typically requires urban governmental services. "Characterized by urban growth" refers to land having urban growth located on it or to land located in relationship to an area with urban growth on it as to be appropriate for urban growth.

**Urban Growth Area:** means those areas designated pursuant to RCW 36.70A.110.

**Urban Governmental Services** includes those governmental services historically and typically delivered by cities, including storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with non-urban areas.

**Utilities** mean facilities serving the public by means of a network of wires or pipes, and structures ancillary thereto. Included are systems for the delivery of electricity, telecommunications services, and water and for the disposal of sewage.

**Visioning** means a process of citizen involvement to determine values and ideals for the future of a community and to transform those values and ideals into manageable and feasible community goals.

**Wetland** means areas that are inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. Wetlands do not include those artificial wetlands intentionally created from non-wetland sites, including, but not limited to, irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities. However, wetlands may include those artificial wetlands intentionally created from non-wetland areas created to mitigate conversion of wetlands, if permitted by the city.

**Zoning** means the demarcation of an area by ordinance (text and map) into zones and the establishment of regulations to govern the uses within those zones (commercial, industrial, residential) and the location, bulk, height, shape, and coverage of structures within each zone.

**CONSISTENCY WITH STATE GROWTH MANAGEMENT GOALS**

The data used to develop this Comprehensive Plan are the best available. The city has also coordinated its plan with that of Island County and the Island/Skagit Regional
Transportation Planning Organization in order to achieve compatibility and consistency. In addition, the comprehensive plan has considered the Growth Management Act's thirteen goal areas and has incorporated these goals, where applicable.

**GROWTH MANAGEMENT ACT GOALS**

**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.

**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, that have historical or archaeological significance.

**RELATIONSHIP TO THE ISLAND COUNTY COMPREHENSIVE PLAN DEVELOPMENT CONCEPT**

Island County adopted a Growth Management Act Comprehensive Plan in September 1998. Consistent with GMA requirements, the plan designated the three cities/town in the County as Urban Growth Areas. Based on a proposal from the City the County adopted an Urban Growth Area boundary that was slightly larger than the city limits in order to have the land area necessary to accommodate the growth anticipated for the city. In addition, an area of potential future growth expansion was identified outside the UGA. This area is known as the Joint Planning Area. Subsequent to the County adoption of the comprehensive plan and development regulations to implement the plan, the City and County worked jointly on preparation of an interlocal agreement to address the following:

1. Establish and implement policies and procedures governing annexation by the city of properties in the unincorporated portion of the UGA
2. Establish and implement development regulations and procedures governing the review and approval of development in the unincorporated portion of the UGA
3. Amend the Langley UGA as necessary to accommodate the growth expected to occur in Langley through the year 2020.
4. Modification of County zoning regulations to create a new UGA zone district for the Langley UGA.

The interlocal agreement was adopted in June 1999. In November 1999, the County adopted the new UGA-Langley zone district and the associated land use regulations. In February 2001, the County adopted modified UGA and JPA boundaries as recommended by the City.
Sustainability Element
Sustainability Element

"Sustainability" is a foundational concept for planning in the 21st century, and it is vital to Langley's future. In this element we describe what sustainability means, how it applies to Langley, and how it creates a context for the rest of the elements in this comprehensive plan.

The concept of sustainability first entered mainstream awareness through the UN's 1987 Brundtland Commission Report, *Our Common Future*. The central recommendation in that report was the need for the world to engage in "sustainable development," which it defined as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs." Implicit in this definition is the concern that modern industrial society, with its dependence on non-renewable resources like fossil fuels and its degradation of the environment through such things as toxic pollutants, might not automatically leave a better, healthier world for future generations.

At its most basic, "sustainability" means simply "the ability to sustain," that is, the ability to continue into the future without being significantly diminished or impaired. Sustainability becomes a concern only when there is reason to believe that neither "business as usual" nor reacting to change as it happens will be sufficient to carry us to a positive future.

Today's world has many trends that raise this concern. Two of the most prominent are climate change and peak oil. There is broad scientific consensus that climate change is underway and that human activities are a major cause. The UN's Intergovernmental Panel on Climate Change estimates that approximately 60% of greenhouse gases come from burning fossil fuels, with significant additional contributions coming from commercial agriculture and deforestation. Avoiding the potentially catastrophic consequences of increased climate change will require profound changes in the way that humanity deals with energy, food, and forests.

Peak oil, which refers to the peak in world oil production due to reaching the physical limits of how much oil per year can be pumped out of the ground, may force us to diminish our use of that fossil fuel, but bring with it other challenges. A recent report to Congress by the Government Accountability Office concluded that the world may have already reached that peak and if not, it will likely do so within the next twenty years. Regardless of the timing of the peak, it is clear that oil is getting harder and more costly to find and produce at the same time that increased economic activity all over the world is raising the demand for this and many other resources. We can't safely assume that we will be able to go on consuming these resources indefinitely at the price levels that characterized the 20th century. Because oil is so central to the current global economy, there is a serious risk that the shift from the era of cheap oil and rising production to the era of costly oil and physically-imposed declining production could be wrenching -- especially because we have done so little to prepare for this transition.
Yet sustainability is about more than just climate change and peak oil. Sustainability, as a process, requires anticipating change and thereby gaining more time to prepare for and proactively adjust to that change -- whatever the changes might be. This proactive approach allows us to tap the opportunities that these changes offer rather than just reacting to change as threat.

Sustainability deals with two major types of change:

- Change that we have good reason to believe is coming and for which a reactive strategy is likely to be inadequate. Climate change and peak oil are both good examples. This type of change is best dealt with through steady, proactive investment in new systems that allow us to adapt to the new conditions as smoothly as possible. This will often involve evaluating such investments in new systems not in terms of present prices but in terms of expected future prices, such as for costs for energy. Much of what can be done in this regard is capable of leading us to a genuinely better future.

- Change that takes us by surprise, such as has unfolded after the 9/11 attack on the World Trade Center in Manhattan. One of the consequences of this attack, felt here in Langley, was a decline in tourism for a few years after. A major earthquake in the Puget Sound region would affect us even more strongly. This type of change is best dealt with by keeping our eggs in lots of baskets, that is, by diversification. A key word here is "resilience." In preparing for surprises, we need to look at which systems (such as water and food) are most important to our lives, then work to make these systems resilient through diversification and other means. Just as in ecosystems, greater diversity can lead to greater richness, interest, and beauty as well as more resilience.

Many of the actions that make sense from a sustainability point of view also make sense in terms of emergency preparedness. For example, the likely rise in the cost of energy, and so also the cost of transportation, encourages the sustainability strategy of more local production of basic consumables, like food and energy. Correspondingly, in an emergency, like a power outage or an earthquake, the less dependent we are on distant sources for things like food and energy, the more resilient we will be. This is especially true given our location on an island.

It can be helpful to look at the interest in sustainability as, in part, an insurance strategy. We do not know for sure what the impacts of things like climate change and peak oil will be on our lives. They are both so large in scale, so pervasive, and so unprecedented that they could unfold in many different ways. It is possible that some wonderful new technology or other discovery will come along and easily solve these problems. It is also possible that we are just at the beginning of a difficult time when we will wish that we had started preparing sooner. The risk of "buying the insurance" by preparing now is that events will work out so that the preparation was not necessary. The risk of not preparing is that it will turn out that we needed to.
And just as with insurance, there is a balance to be struck between the amount of time and resources we devote to preparing for the future and the amount we devote to living in the present. Fortunately many sustainability strategies, such as improving energy efficiency, make cost-effective sense today as well as in a wide variety of possible futures. The sooner we begin the process of preparing for a sustainable future, the easier and more sustainable the process itself can be.

**Decision-Making**

As we attempt to improve Langley's ability to sustain itself in changing times ahead, we can learn some lessons from those societies in the past that did not sustain themselves. In his book, *Collapse, How Societies Choose to Fail or Succeed*, Jared Diamond finds that the poor social decision-making that led various societies to collapse grows out of one or more of the following:

- the failure to anticipate a problem before it actually arrives
- the failure to perceive a problem once it has arrived
- the failure to attempt to solve the problem even after it is perceived

These failures are often due to such things as the role of special-interest selfishness, rigid belief systems that insist on "staying the course" in the face of growing signs that change is needed, and the all-too-common denial with which humans often confront unfamiliar conditions.

Learning from this, we can improve our chances of success.

*Goal 1: Engage in anticipatory decision-making, basing decisions on likely future conditions.*

Policy 1: Consider multiple scenarios for future conditions when making decisions with long-term impacts. As appropriate, consider likely implications over many decades, including multi-generational time horizons.

Policy 2: Use innovative analytic measures, such as the ecological footprint, to help perceive current conditions and trends more clearly.

Policy 3: Track and publicize relevant local trends, and in this and other ways help the community to more clearly see itself and more quickly anticipate likely future challenges and opportunities.

Policy 4: Use public consultation as a means of keeping perceptions and problem-solving fresh and multi-faceted.

**Community**

The most important resource for moving Langley toward a sustainable future is the quality of our community. When people are well informed and in good relationship with their neighbors, they are able to work with change in creative and confident ways.
Goal 2: Help the community to be well informed, well connected, and confident.

Policy 1: Within its available resources, provide citizens with timely, relevant information about the state of the community.

Policy 2: Encourage good neighbor-to-neighbor relationships.

Policy 3: Encourage high levels of volunteer participation in both City-related and general community activities.

Policy 4: Promote civic engagement for the sake of the long-term common good of the whole community, present and future.

Demographics
A fundamental characteristic of a sustainable community is that it has a good balance of people of all ages, plus a diversity of skills and experience. The City cannot control the demographic balance of the community. It does, nevertheless, influence the demographic patterns through such things as land-use, housing, and economic development policies. To strengthen the community's sustainability, the City should take into account the demographic implications of its policy choices and make choices that foster demographic diversity.

Goal 3: Foster a multi-generational, and economically and culturally diverse community.

Energy
Regardless of when the actual peak in world oil production occurs, it looks increasingly likely that we have left the over-100-year era of low-cost oil, in particular, and low-cost fossil fuels in general. In the face of this major challenge to industrial society, we do have choices. For example, the Centre for Alternative Technology in Britain has created a transition plan that could replace Britain’s fossil-fuel dependence with renewable energy sources in twenty years. Such a transition is technically feasible. The obstacles to doing this are primarily institutional and involve the same issues described above in the section on decision-making.

The City of Langley can play only a small role in this global challenge, but insofar as we are able, the City chooses to be part of the solution.

Goal 4: Foster the timely transition for the whole community away from dependence on fossil fuels and towards the efficient use of renewable energy.

Policy 1: Foster state-of-the-art resource-efficiency in both new and existing buildings and neighborhoods of all kinds in Langley.

Policy 2: Foster local renewable-energy generation.
Policy 3: Foster approaches to transportation that reduce per capita fossil fuel use.

Policy 4: Model these, where practical, through City facilities and activities.

Economy
The end of the era of low-cost oil, the growth of the world economy in places like China and India, and the impacts of climate change are likely to cause a profound restructuring of the global economy over the next 20 years in ways that will be felt locally. In the context of these trends, it would make sense from a sustainability point of view for local business activity to decrease its dependence on fossil fuels, to increase the amount of local production for local use, and to diversify. Most of these changes will need to come through private efforts, but the City can help through policies and regulations that encourage these directions.

Goal 5: Foster a diverse local economy that minimizes its dependence on fossil fuels and that includes a strong component of local production for local needs.

Food and Agriculture
Just as we are likely at the end of the era of low-cost oil, we are likely also at the end of the era of low-cost food. The reasons are many:

- Industrial agriculture depends heavily on fossil fuels -- to run farm machinery, to create fertilizers and pesticides, to pump irrigation water, to process and store foods, and to ship foods over long distances. On average every calorie of food produced requires ten calories of fossil fuels. As fuel costs go up, so will the cost of food produced by these energy-intensive means.
- The rising cost of fossil fuels has led to more land being devoted to producing biofuels instead of growing food. The competition between land for food and land for fuel will further drive up the cost of food.
- Industrial agriculture still depends on climate, yet climate change produces greater climate variability as well as shifting climate zones from one geographic region to another. The net result is not favorable to reliable crop production.
- Arable land is constantly being lost by erosion and other forms of land degradation, and by conversion to other uses such as urbanization. During the past 50 years the amount of arable land per person in the world has declined by about fifty percent and will likely decline further in the coming decades.
- The supply of fresh water available for agriculture, which accounts for sixty percent of national water use, is declining even without the effects of climate change. More water is going to cities, aquifers are being drawn down through overuse, and pollution is decreasing the usable supply. This growing water shortage will also raise food costs.
- Perhaps the most critical resource for agriculture is skilled farmers, yet today the average age of farmers is over fifty-five and rising, with less than six percent of farmers thirty-five and younger. Moreover, dealing with the challenges of higher energy costs, erratic climate, and declining water supply will likely require many more farmers. Estimates are that a successful non-fossil-fuel agriculture would
require from fifteen to twenty-five percent of the population to be involved in growing food -- more than ten times the present percentage.

While the new agriculture of the 21st century will likely take many forms at many different scales, there is likely to be an important component at Langley's small-town scale. One of these forms will be personal gardens, either at the residence or as a plot in a community garden. Another form will be somewhat larger commercial market gardens, including various forms of community-supported agriculture (CSA). Two of the advantages of having such market gardens within Langley are: easy access to part-time labor, and reduced transport and handling costs to a significant local market. In addition, market gardens that also serve as teaching facilities and/or visitor attractions may benefit from the additional facilities and amenities that Langley provides. We also have our waterfront, which provides us with important access to marine food sources.

Beyond food production, additional important components of a more localized and less energy-dependent food system are food processing and food distribution.

Here again, within its available capacity, the City can be part of the solution.

**Goal 6: Foster more localized and less energy-dependent food production, processing, and distribution. Do so in ways that take into account adverse impacts on neighboring land uses, fairness to all parties, and meet the needs of the present without compromising the likely needs of the future.**

**Policy 1: Preserve and protect land for growing food.**

**Water**

Unlike energy and food, water is already localized. Langley has a municipal water system that currently provides an ample high-quality water supply as well as sewage treatment. However, both the water supply and sewage treatment require significant amounts of energy, primarily for pumping. As energy becomes more expensive, the cost of supplying these services will rise unless the system can be made more efficient. The aquifers that provide our supply are fed by rainwater, so they are subject to climate shifts and to contamination from surface sources. Increased food production in Langley may increase demand on the water system. The City can address these issues by enhancing the sustainability and diversity of its water systems.

**Goal 7: Conserve its water supply and diversify our water systems.**

**Policy 1: Protect the quality of its water supply.**

**Policy 2: Increase the energy-efficiency of the water supply and treatment system.**

**Policy 3: Encourage water conservation by users.**
Policy 4: Encourage water-system diversification through such approaches as rainwater catchments, grey water recycling, and alternative biological waste treatment systems, where appropriate.

Ecological Footprint
Since its beginnings at the University of British Columbia in 1992, ecological footprint analysis has become widely used around the world as a tool for guiding progress towards a more sustainable way of life. Since it combines consideration of the environmental impacts of energy use, food production, forest products, and the built environment, it provides a useful way of assessing which actions have the most overall environmental benefit. By using ecological footprint analysis, and encouraging others in the community to use it, in conjunction with other criteria specified through the City’s code, the City can help guide the community towards a positive sustainable future.

Goal 8: Encourage the reduction of Langley's ecological footprint, both per capita and overall.
Economic Development Element
Economic Development Element

Introduction
Langley's economy has been shaped by its location, its people, and the times.

Langley nestles on the northeast coast of the southern part of Whidbey Island. Here, protected from storms, it became South Whidbey's main port and town, from its founding in 1891 and into the early 1900s, when transportation around Whidbey Island was primarily by water. It was incorporated in 1913 and is still the only incorporated town on South Whidbey. However, as the 20th century moved forward, the focus of transportation shifted from the water to the highway, and the main highway for Whidbey Island developed along the route now known as SR 525 and SR 20. In 1929 the passenger ferry serving South Whidbey shifted from Langley to Clinton, where today Washington State's vehicle and passenger ferry continues to land. No longer on the main transportation route, Langley nevertheless continued as South Whidbey's commercial center well into the late 20th century.

Langley's success today is both in spite of and because of being off the highway. Important for its success is that it is a beautiful town in a beautiful natural setting, surrounded by forests, on the shore of the Saratoga Passage, and looking east and north to the North Cascades and Camano Island. Being off the highway has fostered a quieter pace and the retention of important parts of its almost 120-year history.

Such a setting appeals to the creative spirit. Indeed Langley seems to have always been a place of vision and visionaries. This was evident even in 1890, when Langley's founders decided to develop their 700 acres of land facing Saratoga Passage in a way that protected its unique location. Jacob Anthes and J.W. Langley recognized that whatever they did to form a community here had to allow for commerce and growth while preserving the location’s natural assets. They saw that Langley’s bluff-top position, with its proximity to both forest and water, was going to require a sense of balance that could perhaps be overlooked in communities of less natural beauty. Evidence of this delicate balance between commerce and conservation can be found in the founders’ original decision to limit construction of stores and houses to the south side of what was then Main Street, both to maintain unobstructed views and to preserve space for a public park in the future.

The combination of vision, innovation, and community spirit has continued. In 1919 Langley elected an all-woman city council, believed to be the first in the nation. In the 60s and 70s, Langley attracted a wave of "counter-culture baby-boomers" who brought their artistic skills, entrepreneurial energy, and progressive ideas, and helped to revitalize the town. More recently, the creative yet off-the-highway character of Langley has served to attract retirees and visitors looking for a human-scale antidote to their urban lives. In many ways, Langley has become like a college town but without the college campus.

Looking forward, Langley, like the rest of the world, may again need to adjust to major changes. As discussed in the Sustainability Element, there is growing evidence that the
world is leaving the era of cheap energy while entering an era of climate change, and this
will have profound impacts on all aspects of the economy and our lives. We do not know
what the impacts will be for Langley, but we are confident that if Langley continues to be
a place with a strong sense of community, in a beautiful, well-loved, and well-cared for
natural setting, and with a creative approach to life, its prospects are good.

Activities and Markets
To understand Langley's economy more deeply, it helps to look at the activities that make
up this economy (retailing goods, providing services, producing goods, and transferring
wealth) and the markets that are served (local residents, visitors, and elsewhere).

Here "local" refers to South Whidbey, composed of the zip codes 98236, 98249, and
98260, with approximately 14,000 residents. Langley shares this area with commercial
districts along Highway 525 (Clinton, Ken's Korner, Bayview, Freeland). "Visitors"
refers to people from outside of South Whidbey who come temporarily to Langley.
"Elsewhere" refers to customers of Langley businesses who receive their goods and
services outside of South Whidbey.

Among the activities, "transferring wealth" refers to money flows -- such as salaries for
commuters, pension payments for retirees, and imported equity from house sales
elsewhere -- that are not connected to current Langley business activity.

Looking at each of the combinations of activities and markets we find:

Retailing goods to local residents -- Over the past few decades Langley has lost various
types of locally-oriented businesses (e.g. lumberyard, gas station) to places on Highway
525. Nevertheless, with such shops as the Star Store supermarket, Lind's drugstore, and
Good Cheer thrift store there are still significant locally-oriented retail stores in the
downtown.

Retailing goods to visitors -- Langley's beautiful location and charming downtown
combined with the strong local arts tradition has provided a wonderful setting for a
number of fine galleries and other shops oriented towards the visitor market. This part of
the economy grew strongly during the 1990s but has leveled off in the 2000s. The
expansion of the Small Boat Harbor is expected to help this part of the economy.

Retailing goods elsewhere -- While not as visible as retailing to residents and visitors,
some of Langley's shops, as well as Langley artists and authors, sell their goods all over
the world, increasingly with the help of the internet. This is a part of the economy that
may have significant potential for growth.

Providing services to local residents -- Langley, for a town of its size, has a strong supply
of services useful for local residents, such as health-care providers, travel agents, a movie
theater, performing arts theaters, coffee shops, and restaurants.
Providing services to visitors -- In addition to the services used by both visitors and residents, such as the restaurants and the theaters, Langley is also well supplied with lodging through inns and bed & breakfast establishments.

Providing services elsewhere -- While again not as visible as the locally delivered services, Langley has a large number of businesses that provide services primarily to clients elsewhere: consultants, software developers, architects, multimedia arts developers, tour organizers, nonprofit organizations, etc. These are mostly knowledge-based businesses and many of them could be located anywhere but choose to be in Langley because of its quality of life and its world-class technology infrastructure.

Producing goods for local residents -- Currently, this is primarily in the areas of construction and of the arts (including graphic arts, written works, and multimedia productions). As described in the Sustainability Element, there may be potential also for local food production.

Producing goods for visitors -- This includes the arts and perishables, like baked goods.

Producing goods for elsewhere -- This includes the arts and products from knowledge-based businesses.

Transferring wealth to local residents -- A large proportion of Langley's population does not earn their living in Langley. This includes commuters and retirees of all ages. Their incomes do not depend on the other parts of Langley's economy described above, but they contribute significantly to those parts as local consumers of goods and services.

All of these are important to Langley's economy.

Goal 1: Foster a balanced, diversified local economy that serves local residents, visitors, and markets elsewhere.

Quality of Life as a Key Economic Asset
The foundation that supports all these activities, Langley's key economic asset, is its quality of life, including the beauty and well-being of its natural features and environment, the friendliness of its small-town atmosphere, the quiet of its neighborhoods, and the enthusiasm and creativity of its residents. All of these add high intrinsic economic value to Langley for both residents and visitors. As a small town off the highway, people only come to Langley -- whether to live, for commerce, or to visit -- because they see it as a desirable destination. People who could live anywhere -- retirees, owners of knowledge-based businesses with markets elsewhere, and commuters -- choose Langley because of this quality of life and in turn bring both their economic resources and their enthusiasm. This enthusiasm translates into Langley's high level of volunteerism, community involvement, and philanthropy, thus maintaining our quality of life. Artists and other creative people choose to live and work here because of the same quality of life, and likewise help to maintain it. Visitors come for the combination of the natural environment and the feel of the community. Whether it is because of an arts
festival or simply the authentic, walkable feel of the downtown, it is the combination of an interesting community in a beautiful setting that makes Langley special. It is therefore important for the health of Langley's economy that all aspects, natural and human, of this quality of life be conscientiously stewarded and that any proposal for economic development in Langley be viewed in terms of its impact on the quality of life for the whole community.

Goal 2: Develop Langley's economy in ways that steward and enhance all aspects of its quality of life, and continue to attract businesses and individuals who could locate anywhere.

Arts, Culture, and Education
Langley is the arts and education center for South Whidbey -- the home of the only regularly scheduled entertainment, the most musical and theatrical performances, the most art galleries, seven or eight annual festivals/ events, the South Whidbey Historical Society Museum, numerous adult-education offerings, a library, and the Island County Fairgrounds. The creative atmosphere here has produced a village that builds on its natural beauty by the sea with colorful buildings, gardens, parks, and outdoor art. These activities form an important direct part of Langley's economy and enhance the rest of the economy through their positive contribution to the community's quality of life and by attracting visitors.

Langley's experience in this regard is supported by research elsewhere. According to a special report on the role of the arts in economic development produced by the National Governors' Association Center for Best Practices, arts programs are a vital part of any economic development plan to revitalize and strengthen rural communities. A focus on the arts provides a community with an identity, improves property values, increases the profitability of surrounding businesses, helps develop tourism, and makes communities more attractive to New Economy businesses whose workers enjoy participating in these activities. According to their research, the biggest factor in making decisions for the location of a knowledge-based New Economy business is quality of life, consisting of "lifestyle, environmental quality, a vibrant music and arts scene [italics ours], and outdoor amenities."

Langley has the opportunity to build on its existing strengths by strengthening the arts, culture, and education part of its economy. Among other things, this is the most promising way to increase activity and draw more visitors outside of the summer season. Much of the effort to do so will need to come from individuals and private organizations but the City can foster this effort and work in cooperation with these private parties. For example:

- Artists have particular needs for studio space and live-work housing, all at affordable prices. Land-use planning and regulation can take these needs into account.
- There is current interest in concepts such as the formation of a life-long learning/conference center, a multipurpose campus for the arts and crafts, a center for sustainable living, an arboretum, and a marine-education center at the marina.
Land-use planning can provide space for such centers, and the City can work as a catalyst with other public and private entities to help bring such centers into being.

- In its communications with the wider world, the City can help to attract more arts-, culture-, and education-based businesses and activities to Langley.
- The City can work in partnership with local organizations that represent the arts.

Goal 3: Foster arts, culture, and education activities and organizations as a foundational part of Langley's economy.

Downtown

Langley's downtown, along First and Second Streets and lower Anthes Avenue, has historically been and should continue to be Langley's retail district and civic center. The downtown is bounded by Seawall Park and the Saratoga Passage on the north, by the bluffs along Cascade Avenue on the east, and by the Brookhaven housing complex on the south. Historical experience suggests it is unlikely to grow further up First and Second Streets to the west. The compact and fixed area of the downtown has proven to be one of its strengths since it has kept the downtown walkable and human-scale -- important aspects of its appeal. The downtown is currently busy and vibrant, but it also has challenges to be addressed and opportunities to be explored:

- A number of the buildings along the north side of First Street are either in need of repair or likely will be in a few years. These buildings form an important part of the historic look and feel of the downtown, so changes in these buildings could have a major impact on the appeal of the downtown for visitors and shoppers. Changes in these buildings could also have a major impact on Seawall Park, which they overlook. A unified plan for the north side of First Street east of Anthes needs to be developed to address these and related issues.

- The downtown could benefit from the revitalization methodologies of national organizations such as the Main Street Program with its focus on "building a sustainable future, including the following: sensitive infill development; adaptive reuse of historic properties; transportation planning, parking, and transit-oriented development; creating pedestrian-friendly spaces; planning and zoning. For livability, it will focus on parks, trails, and green space; heritage tourism; crime and safety; arts and culture development."

- The balance of businesses oriented to local residents relative to businesses oriented to visitors is a common topic of discussion. While this balance will be determined primarily through the decisions of private businesses, all parties have an interest in making sure that a critical mass of businesses for each market is maintained.

- Parking has grown more difficult for shoppers and short-term visitors, and this problem may be exacerbated by expansion of the Marina and increased residential development in the downtown area. Both the CPG Transportation Committee and the CPG Economic Development Committee have recommended the development
of remote parking lots served by a shuttle bus to move more employee- and other multi-hour-parking away from the downtown.

- Given the likelihood of rising energy costs and the need to reduce carbon emissions, it would be timely to emphasize transportation modes other than the car. This could include ideas such as:
  
  o a circulator bus within Langley to link the residential neighborhoods to the downtown
  o working with Island Transit to expand bus service between the Clinton Ferry Terminal and downtown Langley to include weekends, holidays, and appropriate evening hours so that visitors can make better use of this service
  o fuel-efficient marine-transportation of people and/or goods, although with care given to minimizing and controlling noise levels to minimize adverse impacts on overall community quality of life.

**Goal 4:** Maintain the existing downtown area as Langley's retail and civic center, and maintain its intimate, walkable, small-town atmosphere. Encourage a prosperous downtown by proactively addressing the downtown's planning and infrastructure issues.

**Goal 5:** Expand opportunities for short-term lodging to serve tourists and strengthen the downtown economy including an all seasons RV Park within the city limits.

**Waterfront**

Langley was born as an active port, with people and goods arriving and leaving primarily by water. While this phase of Langley's history came to a close in the early decades of the 20th century, the importance of the waterfront to Langley continues. North of First Street, Seawall Park and beach access to the west of Seawall park provide an important public amenity that allows both residents and visitors to experience, in a short walk, the direct connection between the town and its natural environment. Around the point to the east, down the bluff from Cascade Avenue, lies the waterfront area served by Wharf Street and Sunrise Lane, with the Small Boat Harbor, Phil Simon Park, an active boatyard, and a number of residences and accommodations for short-term and seasonal lodging.

The issues for the northern part of the waterfront are closely tied to the issues, discussed above, surrounding the buildings on the north side of First Street, and the relationship between those buildings and Seawall Park.

The City's planning documents have for many years viewed the eastern part of the waterfront as underdeveloped and capable of contributing more to the overall vitality of the community. Movement in this direction is underway with the Port of South Whidbey beginning to work on upgrading the Small Boat Harbor and surrounding park area, and various commercial and residential proposals either in development or being explored. This part of the waterfront, however, has important limits in terms of access (only by Wharf Street), parking, and land area. Appropriate uses in this area could include moorage, parks, public access walkways, a marine education center, kayak and small boat
rental, docking for small tour boats, and other water-based or water-oriented businesses and activities.

**Goal 6: Develop the eastern waterfront with multiple uses that provide broad public benefit and enhance overall community quality of life. Do so in balance with other aspects of the community and in ways that are consistent with the scale and character of Langley.**

An important issue for both the northern and the eastern waterfront is the appropriate role for residential uses, especially as mixed use in the same structures as commercial uses. Including a residential component in some structures may make the development of those structures more economically viable. A residential presence also adds life to these areas around the clock. At the same time, residences require parking that competes with commercial parking in the limited space of downtown and the waterfront. If placed directly next to parks or other public areas, it can produce an incompatible use if not properly buffered. It can also encourage larger multi-story buildings that may be out-of-scale with Langley architecture, or that could block valued public views or public access. A balance needs to be struck that gives priority to the overall community quality of life and to the primary public, civic, and commercial uses of these areas.

**Goal 7: Incorporate residential use in the downtown and along the waterfront in ways that complement, enhance, and do not detract from the primary commercial, civic, and public uses of these areas, that preserve the scale and character of Langley, and that preserve public views and access in these areas.**

**Langley's Knowledge Economy**

Langley already has a significant number of knowledge-based businesses (including multi-media producers, architects, business consultants, internationally-oriented non-profit organizations, writers, etc.) -- and we could benefit from having more.

According to the Center for the Study of Rural America, knowledge is the premium fuel for economic growth in the 21st century. From competing in a global market to retaining youth in rural communities, knowledge-based businesses are viewed as important opportunities for rural community economic planning and development.

To appreciate how the nurturing of a knowledge-based component of Langley’s economy can be beneficial, there are several key aspects about knowledge and information that must be understood.

- A knowledge-based economy is characterized by adding value to information. It is derived from people’s ability to combine education, experience, and ingenuity to power economic success.
- Knowledge-based businesses can blend seamlessly, almost invisibly, into a community and generally create a minimal environmental impact.
Knowledge-based businesses provide skilled workers in rural areas with wages competitive to those working in more urban areas. In addition, they provide attractive employment opportunities for area youth and young families.

Knowledge and information are intangible assets of a community that are made tangible in the following ways:

a. Information can be captured, developed, and monetized in the areas of writing, music, artwork, images, and movies; in databases; and in other forms of creative endeavors and business communications.

b. Knowledge can be imparted, shared, and monetized through educational programs and experiences.

Knowledge and information are key components for developing an entrepreneurial culture that can create jobs and wealth in a community.

A knowledge-based economy encourages professionals to move into the community; it encourages younger and educated citizens to remain; and it provides a stronger economic base to support other aspects of the community through commerce, through taxes, and through philanthropy.

Langley is fortunate to already have many qualities that make it a good location for knowledge-based businesses: a skilled workforce, a world-class broadband backbone connection to the Internet, a beautiful setting, an active arts culture, and an interesting community. We are well positioned to build on these strengths.

**Goal 8: Foster conditions which are supportive of and attractive to knowledge-based businesses.**

Much of what makes Langley attractive to knowledge-based business is the same as what makes it attractive to visitors, to artists, to retirees, and to commuters: the unifying thread is quality of life, especially in the forms of natural beauty and community character. In addition, the City can help make Langley attractive to knowledge-based businesses in particular ways including:

- Provide land-use flexibility in the siting of low-impact offices for knowledge-based businesses. Such offices can blend into otherwise non-commercial areas with little adverse effect on surrounding uses. Whether in the form of home-based businesses or low-impact offices situated close to where the workers live, such mixed-use approaches can reduce energy use, reduce commuting time, and enhance quality of life.

- Support the deployment of 21st century infrastructure. Knowledge-based businesses depend less on roads and more on communications systems such as the Internet. The City can be supportive of private efforts to keep Langley on the forefront of these rapidly evolving technologies.

- Encourage a high-quality work force. While the City does not have a direct role in education, it can partner with both the local school district and various colleges
and universities to encourage the local availability of programs in skills related to knowledge-based businesses.

• Foster local responsible entrepreneurism. Langley is fortunate to have a long history of local entrepreneurs who have brought vitality to the community and cared about its quality of life. Knowledge-based businesses can help maintain and re-invigorate this entrepreneurial spirit. The City can work with groups such as the Port of South Whidbey to help with business incubation and can encourage existing community members, notably including the community's youth, to develop their own entrepreneurial skills.
Land Use Element
Land Use Element

This Land Use Element has been developed in accordance with Section 36.70A.070 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

Langley, through its Comprehensive Plan, would like to build on and enhance its character and identity - the “small-town atmosphere.” Langley is a small, well-defined, friendly community of people with diverse interests and backgrounds and defined by its beautiful natural setting, distinctive downtown commercial area, and pedestrian orientation. Langley is also a community experiencing gradual residential and commercial growth, with tourism continuing to play an integral part in the city economy. With the growth has come increased concern over the scale and quality of growth and the increasing emphasis on a tourist economy. Residents are concerned that growth will bring changes to their livelihoods and lifestyle. Langley’s small-town, friendly atmosphere attracts visitors who provide economic support for the community; these same qualities attract people to establish and maintain residence in Langley. As the community grows and develops and as property values continue to be among the highest on South Whidbey, concerns are raised about the financial impact on long-time residents and persons of lesser incomes. The major tourism presence can also make Langley less accessible to the resident community. The residents’ vision of a community in a rural setting that includes open spaces and natural amenities must be nurtured through careful crafting of Comprehensive Plan goals and policies and implementing regulatory tools that collectively safeguard overall quality of life for all residents.

The City has identified through the process of visualizing the city’s future the following concepts that provide a basis for planning in general and the Land Use Element in particular:

• The city government, the business community, and the citizenry all must work together to realize community goals.
• Accommodating additional population by increasing densities in commercial and selected residential areas.

• Continuing emphasis on design review and development standards.

• Continued development of the downtown commercial area with expansion outward as necessary to meet needs of residents and visitors. Expansion beyond the area shown on the Comprehensive Plan Land Use Map would be subject to future Comprehensive Plan amendments.

• Reorientation of the city to its historical waterfront character, including expansion of marina services and improved access to and along the waterfront and beach in conjunction with the Port of South Whidbey.

• Development of a system of pathways and walkways through the residential and commercial areas to enhance Langley as a pedestrian community and connect to the county-wide trail system in the planning stages.

• Promote additional green and open spaces throughout the community, both within existing neighborhoods and within portions of the UGA characterized by a predominance of natural land cover (see Parks, Open Space, and Waterfront Element).

• Providing services for all segments of the community, from senior citizens to energetic teenagers and toddlers.

The city is currently not constrained by the availability of land; however, it is constrained by financial resources and available services, particularly sewer service. Coordination between the Land Use 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**

The Urban Growth Area and Joint Planning Area together include the lands to which Langley may feasibly provide future urban services and those surrounding areas that directly impact conditions within the city limits. These areas are shown on Figure LU-1. The City and County coordinated their activities in developing the urban growth boundary and in development of an Interlocal Agreement (Appendix B) to govern development in the area within the urban growth boundary but outside of the current city limits and the area within the Joint Planning Area. This process was conducted according to the County-Wide Planning Policies. The urban growth boundary is represented on all maps in the Land Use Element.

The urban growth boundary was selected based on environmental constraints, the concentrations of existing development, the existing infrastructure and services, the location of designated resource lands, and the ability to provide public facilities and
services. New development requiring urban services will be located in the Urban Growth Area consistent with the Comprehensive Plan and implementing development regulations. Central sewer and water, on-site septic where appropriate, drainage facilities, utilities, telecommunication lines, and local roads will be extended to development in these areas specifically targeted for future growth.

**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 that was gathered.

**Topography and Geology**

The City of Langley covers an area of approximately 644 acres. 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-2.)

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, and 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 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-4). 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 derived from precipitation and surface water filtering through the ground to aquifers. 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.

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 Element).

Frequently Flooded Areas
The Federal Emergency Management Agency has 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 flood plain management. Development on flood plains retards their ability to absorb water, restricts the flow of water from land areas, and causes hazards downstream. Flooded areas are mapped on the Critical Areas Map (Figure LU-4) and are primarily associated with potential coastal flooding from wave swell.

Wetlands
Wetlands are fragile ecosystems that 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; however other wetlands may be identified on a case-by-case basis as new developments are proposed or as other information becomes available. The wetlands will be protected according to the City’s Critical Areas regulations and 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 reason cannot survive division into small isolated land parcels.

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 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.

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, horned owl, and bald eagle. 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 BUILT ENVIRONMENT
In many ways, the built geography 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 established 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
In terms of raw acreage, Langley in 2007 has approximately 644 acres inside the city limits and approximately 452 acres within the unincorporated portion of the Urban Growth Area. To understand more fully the distribution and character of Langley land uses, the City updated in 2007 its Existing Land Use Map and Table (see Figure LU-5 and Tables LU-1 and -2). This inventory 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**

**ACREAGE BY TYPE OF LAND USE**

<table>
<thead>
<tr>
<th>Principal Land Use</th>
<th>Acres (city only)</th>
<th>Percent of Total Area Inside City</th>
<th>Acres (unincorp UGA)</th>
<th>Percent of Total Area in Unincorporated UGA</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>36</td>
<td>6.1%</td>
<td>43</td>
<td>9.6%</td>
</tr>
<tr>
<td>Commercial</td>
<td>16</td>
<td>2.7%</td>
<td>5</td>
<td>1.1%</td>
</tr>
<tr>
<td>Residential</td>
<td>237</td>
<td>40.3%</td>
<td>194</td>
<td>43.9%</td>
</tr>
<tr>
<td>Hotel/B&amp;B</td>
<td>5</td>
<td>0.9%</td>
<td>11</td>
<td>2.5%</td>
</tr>
<tr>
<td>Institutional</td>
<td>123</td>
<td>20.9%</td>
<td>0</td>
<td>-</td>
</tr>
<tr>
<td>Religious</td>
<td>6</td>
<td>1.1%</td>
<td>0</td>
<td>-</td>
</tr>
<tr>
<td>Parking</td>
<td>1</td>
<td>0.1%</td>
<td>0</td>
<td>-</td>
</tr>
<tr>
<td>Vacant</td>
<td>103</td>
<td>17.6%</td>
<td>190</td>
<td>42.8</td>
</tr>
<tr>
<td>Active Application</td>
<td>61</td>
<td>10.4%</td>
<td>0</td>
<td>-</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>588</strong></td>
<td><strong>100%</strong></td>
<td><strong>443</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

Source: 2007 Land Use Inventory, City of Langley

Clearly, the range of land uses inside the existing city limits shows a much more diverse character than is in evidence in the unincorporated portion of the City’s Urban Growth Area. This distinction is not surprising given the historical concentration of land uses within and around the original 1891 plat of Langley and the subsequent development of ancillary uses, such as institutional (schools, fairgrounds, wastewater treatment plant) and newer housing projects within close proximity of the village center. That this historical trend is continuing even today is evidenced by the finding that 10.4% of the land inside the city is currently in some active state of development review and/or implementation. 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 just over 40% of the total land area within the current city limits. The following table 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 housing category.

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1 This total is less than the 644-acre total for land inside the current City limits because the area within rights of way and private streets is not included in calculating the land-use inventory.
TABLE LU-2
HOUSING UNITS AND DENSITY BY HOUSING TYPE

<table>
<thead>
<tr>
<th>Housing Category</th>
<th>Acres (city only)</th>
<th>Housing Units</th>
<th>Average Density/acre</th>
<th>Acres (uninc UGA)</th>
<th>Housing Units</th>
<th>Average Density/acre</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single-Family</td>
<td>219.6</td>
<td>402</td>
<td>1.83</td>
<td>194.5</td>
<td>49</td>
<td>0.25</td>
</tr>
<tr>
<td>Duplex</td>
<td>4.4</td>
<td>38</td>
<td>8.63</td>
<td>0</td>
<td>0</td>
<td>-</td>
</tr>
<tr>
<td>Multi-Family</td>
<td>13.29</td>
<td>157</td>
<td>11.81</td>
<td>0</td>
<td>0</td>
<td>-</td>
</tr>
</tbody>
</table>

Source: 2007 Land Use Inventory, City of Langley

As the table indicates, single-family residential dominates with 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. This category includes the Brookhaven Senior Center, the Saratoga Terrace Family Project, several private condominium projects, and development west of Anthes Avenue.

Commercial Land Use
This category includes land used for retail and wholesale trade, offices, hotels, motels, restaurants, service outlets, and related services. Commercial land use constitute about 3.6% of the total land area within the city limits, or 21 acres, with the strongest concentration within the historic downtown area. The following table breaks this acreage by type of commercial use, first within the city limits and then within the unincorporated UGA.

TABLE LU-3
AREA BY COMMERCIAL LAND USE

<table>
<thead>
<tr>
<th>Category of Commercial Use</th>
<th>Acres (city only)</th>
<th>Acres (unincorporated UGA)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Manufacturing</td>
<td>0.37</td>
<td>-</td>
</tr>
<tr>
<td>Office</td>
<td>5.27</td>
<td>-</td>
</tr>
<tr>
<td>Restaurant</td>
<td>1.30</td>
<td>-</td>
</tr>
<tr>
<td>Retail</td>
<td>4.11</td>
<td>-</td>
</tr>
<tr>
<td>Service</td>
<td>1.02</td>
<td>-</td>
</tr>
<tr>
<td>Mixed Commercial</td>
<td>0.49</td>
<td>-</td>
</tr>
<tr>
<td>Mixed Use (w/housing)</td>
<td>3.10</td>
<td>4.94</td>
</tr>
<tr>
<td>Hotels/B&amp;B</td>
<td>5.22</td>
<td>11.06</td>
</tr>
</tbody>
</table>

Source: 2007 Land Use Inventory, City of Langley

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
The City has not zoned land for agricultural use, but there is currently land both within the city limits and in the unincorporated UGA in agricultural use.

Light Industrial Land Use
The City has not zoned land for industrial land use. However, the Neighborhood Business Zone does allow light manufacturing, warehousing, and related activities, and some limited activity of this type does occur.

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.

Recreational Lands
This category includes community mini-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, Seawall Park, Boy and His Dog Statue Park and pedestrian access, Phil Simon Park, Mildred Anderson and Faye Bangston Memorial Park, and the Langley Boat Harbor.

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 performs important functions in improving the quality of life and acting as buffers and connections between various land uses. Other open spaces in and around the area are acknowledged as private lands. Figure LU-4 shows the areas identified as Critical Areas.

Vacant/Undeveloped Lands
This category includes 103 acres of vacant and undeveloped 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, telephone facilities, postal facility, County Fairgrounds, and City parks.

Water System: The water system in the city currently provides domestic and commercial service to approximately 880 connections both inside and outside the city. The system
includes three active wells, a 650,000-gallon storage tank, and three booster pump stations, and is fed by two aquifers. The quality of the water is good, although it will be improved as part of water system improvements set forth in the capital improvement section of this plan and the service meets present needs, with the consumption for residential and commercial uses at 125 gallons per day per capita.

**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 may be 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 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:** Solid waste collection is provided by a private hauler. 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:** The city has one medical clinic, three dental clinics, a prescription pharmacy, two chiropractors, a physical therapy clinic, and two acupuncture clinics. Whidbey General Hospital in Coupeville is approximately 25 miles away. Emergency medical services are provided by Whidbey General Hospital.

**Police and Fire Protection:** The City currently employs four full time police officers (including the police chief) and a reserve officer corps. Police offices are located in the City Hall. The city is part of Fire District No. 3 which provides fire protection service in the city. The Fire Station is located on Second Street but will be moving to a new station on Camano Avenue in 2008. The city has a very good rating with the Washington State Fire Rating Bureau and the city has adequate water and hydrants to ensure safety.

**Public Education Facilities:** The Langley Middle School houses students in the sixth through eighth grades. The South Whidbey School District Administrative offices are also located in Langley adjacent to the Middle School. The Middle School site includes an auditorium and ball fields for school and non-school use. The Whidbey Island Center for the Arts is located on the school property by joint agreement between the school district and the Island Arts Council.

**Library:** The library is a very important part of the community. 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 the size of the library in the mid-90s.

**Transportation Facilities:** The amount, location, and quality of all transportation 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. 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).

Population Changes
Since 1980, the population has risen from 650 residents to an estimated 1,060 in 2007. Throughout this period, the population of Langley, as a percentage of the county’s total population, has dropped (from 2 to 1.4%). From Table LU-4, it can be seen that the city has been experiencing modest fluctuation in decennial growth, ranging from a high of 191 from 1980 to 1990 and a low of 99 from 1970 to 1980. In general, the unincorporated area has grown at a faster rate than the city.

TABLE LU-4
POPULATION GROWTH SINCE 1970

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
<th>Change From Previous Decade</th>
<th>Total Island County Population</th>
<th>Langley as a % of County Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>1970</td>
<td>547</td>
<td>99</td>
<td>27,011</td>
<td>2.0%</td>
</tr>
<tr>
<td>1980</td>
<td>650</td>
<td>107</td>
<td>44,048</td>
<td>1.5%</td>
</tr>
<tr>
<td>1990</td>
<td>845</td>
<td>191</td>
<td>60,195</td>
<td>1.4%</td>
</tr>
<tr>
<td>2000</td>
<td>959</td>
<td>114</td>
<td>71,558</td>
<td>1.3%</td>
</tr>
<tr>
<td>2007 (est)</td>
<td>1,060</td>
<td>101 (7 yrs)</td>
<td>78,400</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 projections of population for the period 2000-2020 for each county. Projections for each of the cities within each county are not provided. OFM published three ranges of population projections for each county: low, intermediate, and high. Island County was one of seven counties with substantially revised population projections since the last State projections in 1995. The projections for Island County are 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. With a population estimate of 1,060 people in 2007, it appears that Alternative 2 based on past trends will come the closest to the actual 2010 population.
TABLE LU-5
POPULATION PROJECTIONS

<table>
<thead>
<tr>
<th></th>
<th>ACTUAL</th>
<th></th>
<th>PROJECTED</th>
<th></th>
<th>% INCR (20 yrs.)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1990</td>
<td>2000</td>
<td>2010</td>
<td>2020</td>
<td></td>
</tr>
<tr>
<td>Alternative 1 – Based on 2002 State Low Range Projections</td>
<td>845</td>
<td>959</td>
<td>1020</td>
<td>1141</td>
<td>12%</td>
</tr>
<tr>
<td>Alternative 2 – Based on past trends 2002 State Intermediate Range Projections</td>
<td>845</td>
<td>959</td>
<td>1127</td>
<td>1319</td>
<td>32%</td>
</tr>
<tr>
<td>Alternative 3 – Based on 2002 State High Range Projections</td>
<td>845</td>
<td>959</td>
<td>1180</td>
<td>1451</td>
<td>52%</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, that tourism will continue to play an important role in the local economy and bring residents who prefer a small town or rural life style. The projected population has to account for the peak non-resident population of seasonal visitors who stay in hotels, bed and breakfasts, and similar facilities. In 2007, there were 74 visitor-oriented rooms in Langley. This is particularly important to consider in the analysis of transportation, public facilities, and public services.

Age Distribution of Population: The proportion of elderly in the city (23% over the age of 65) is greater than for the total county (14% over the age of 65). However, the city is experiencing a slightly decreasing percentage of individuals over 65. The fastest growing categories are individuals between ages 45 and 64. Both the elderly and young new households require special consideration in planning housing, transit, and social services. A large retired or nearly retired population will contribute income dollars, but will not be looking for employment opportunities. The decline in the number of persons ages 18-24 indicates an out-migration of working age individuals (see Table LU-6).

TABLE LU-6
POPULATION AGE DISTRIBUTION IN LANGLEY

<table>
<thead>
<tr>
<th>Age</th>
<th>1990 Population</th>
<th>1990 % of Total</th>
<th>2000 Population</th>
<th>2000 % of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>≤5</td>
<td>66</td>
<td>7.8</td>
<td>38</td>
<td>4.0</td>
</tr>
<tr>
<td>5 to 17</td>
<td>143</td>
<td>16.9</td>
<td>172</td>
<td>18</td>
</tr>
<tr>
<td>18 to 24</td>
<td>37</td>
<td>4.4</td>
<td>35</td>
<td>3.6</td>
</tr>
<tr>
<td>25 to 44</td>
<td>229</td>
<td>27.1</td>
<td>151</td>
<td>15.7</td>
</tr>
<tr>
<td>45 to 64</td>
<td>158</td>
<td>18.7</td>
<td>340</td>
<td>35.4</td>
</tr>
<tr>
<td>65 and over</td>
<td>212</td>
<td>25.1</td>
<td>223</td>
<td>23.2</td>
</tr>
<tr>
<td>TOTAL</td>
<td>845</td>
<td>100.0</td>
<td>959</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Source: 1990 and 2000 Census Data
**Home Ownership:** The proportion of owner-occupied to rental units has remained the same between 1980 and 2000 at a ratio of 56 percent to 44 percent. The implications for housing planning are analyzed in the Housing Element.

**Household Size:** The average household size decreased from 2.18 to slightly below 2 persons per household between 1990 and 2000. The 2007 OFM estimate for household size is 1.898 persons per household, evidence of a continuing drop in this demographic measure.

**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 $33,950.

**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; and (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 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)
- RS 7200  Medium Density Residential
- RS 15,000  Low Density Residential
- RM  Mixed Residential (multi-family)
- P-1  Public Use

The allocation of area for each district is described in Table LU-6, and the total area is further broken down into developed (which includes active applications), underdeveloped, vacant, and agricultural use.

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2 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.
TABLE LU-6
LAND STATUS BY ZONING DISTRICT

<table>
<thead>
<tr>
<th>Zone</th>
<th>Total Area (acres)</th>
<th>Percent of Total</th>
<th>Developed</th>
<th>Underdeveloped 3</th>
<th>Vacant</th>
<th>Agriculture</th>
</tr>
</thead>
<tbody>
<tr>
<td>CB</td>
<td>15.45</td>
<td>2.6%</td>
<td>14.09</td>
<td>0</td>
<td>1.36</td>
<td>0</td>
</tr>
<tr>
<td>NB</td>
<td>16.49</td>
<td>2.8%</td>
<td>9.13</td>
<td>1.26</td>
<td>6.10</td>
<td>0</td>
</tr>
<tr>
<td>P-1</td>
<td>102.56</td>
<td>17.4%</td>
<td>102.56</td>
<td>NA</td>
<td>NA</td>
<td>0</td>
</tr>
<tr>
<td>RM</td>
<td>22.24</td>
<td>3.8%</td>
<td>21.51</td>
<td>0</td>
<td>0.73</td>
<td>0</td>
</tr>
<tr>
<td>RS 5000</td>
<td>17.34</td>
<td>2.9%</td>
<td>16.07</td>
<td>0</td>
<td>1.27</td>
<td>0</td>
</tr>
<tr>
<td>RS 7200</td>
<td>207.46</td>
<td>35.2%</td>
<td>99.02</td>
<td>52.99</td>
<td>41.72</td>
<td>13.72</td>
</tr>
<tr>
<td>RS 15,000</td>
<td>207.98</td>
<td>35.2%</td>
<td>87.75</td>
<td>46.03</td>
<td>52.23</td>
<td>21.97</td>
</tr>
<tr>
<td>TOTAL</td>
<td>589.51</td>
<td>100%</td>
<td>350.13</td>
<td>100.28</td>
<td>103.41</td>
<td>35.70</td>
</tr>
</tbody>
</table>

Source: 2007 Land Use Inventory, City of Langley

Three dominant messages emerge from the existing land-use status inventory. First, there is a relatively small balance of land available for new commercial land uses, and most of the land that is available is located in the NB zoning 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 reserved for higher density housing types with less than an acre of vacancy within the RM district. Currently, this is the only district that excludes single-family residential development so densities tend to be the highest in these areas (11.8 units per acre as determined by the 2007 land-use inventory). And, while several higher density housing options, such as cottage housing or clustered residential development, are available within the lower density zoning districts, these choices are discretionary and are bypassed in favor of lower density single-family subdivisions. 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 an abundance of land available for single-family residential use, both within the existing city limits and within the unincorporated portion of the UGA. While this type of housing has predominated historically in Langley, the current designation of 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 or requiring clustered development of single-family uses in conjunction with open space dedications.

3 As defined for the land status analysis, underdeveloped means residentially zoned land where the parcel density is less than 1 unit per acre (for instance, a 2-acre lot with one home would be considered underdeveloped).
In accordance with the Growth Management Act, the City has adopted a Land Use Map (see Figure LU-6) that describes the general type and distribution of land uses for the future. The zoning map, from which the land status analysis presented above was derived, must be consistent with the Land Use Map. Unlike earlier versions of this map which prescribed residential density, the map now delineates only four basic categories of future land use: residential, commercial, parks/open space, and public facilities. 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 can 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, while perhaps not inevitable, is very likely to happen in Langley. Certainly, we have to look no further than our 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 a constant on the Langley landscape, the City must be clear in crafting the conditions for change to insure an overwhelmingly positive outcome.

One of the foundational goals of this Land Use Element is to ensure that all new growth meets the community expectations 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

Planning that considers environmental limitations can avoid expensive site modifications for development of certain lands. Furthermore, this type of planning is essential in order to preserve critical areas and natural resource lands. All 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: Runoff and drainage are determined by the topography, soils, the slope of the land, and extent of impervious surfaces. Development should be regulated to prevent increased runoff to other adjoining and/or downstream locations, increased volume and rate of stormwater runoff, and increased potential for pollution of the 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. In addition, soil suitability for septic tank usage and structural support and stability are important factors in determining the potential for development. The Island County Soil Survey conducted by the U.S. Soil Conservation Service provides data that can be used to determine site 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. 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 will be required to comply with the Critical Areas Ordinance.

Wetlands: 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.

Fish and Wildlife Habitat Conservation Areas: Two eelgrass areas and one clam bed area have been identified and will be protected through the Critical Areas Ordinance.

ANALYSIS OF AMENITIES

The quality of life in a community is greatly enhanced by the amenities the city has to offer. These amenities include the availability of schools, churches, community facilities such as the 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 a 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 historic site (Dog House Tavern). Other buildings may qualify.

Availability of Open Space: The City is considering the preparation of 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 and a significant portion of the unincorporated Urban Growth Area. The Parks, Open Space, and Waterfront Element of this plan addresses 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, youth activities, and substance abuse rehabilitation.

ANALYSIS OF INFRASTRUCTURE

City Hall: The old Masonic Hall building serves the needs for a City Hall with City Council chambers, administrative offices, and the police station. An effort is underway to determine if this space is adequate to meet the City’s 20-year administrative needs.

Water System: The quality of the water provided by the City is good and will be improved as part of improvements to 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 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 for at least the next ten-year period. About 40% of the households in the city are served by on-site septic services, which are subject to failures leading to public health dangers and surface or groundwater pollution. The City is also considering alternative approaches to wastewater treatment and disposal.

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 next six years.

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.

**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, and 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.

**Policies:**

Proposals to site essential public facilities in the Langley Urban Growth Area shall be made in accordance with the following policies:

1. The project proponent shall provide a justifiable need for the essential public facility and for its location in the Langley Urban Growth Area based upon forecasted needs and a logical service area.

2. The project proponent shall provide a reasonable opportunity for the public and the City to participate in the site selection process.

3. Siting requirements for County facilities within the Langley UGA shall be jointly and cooperatively established by the County and the City.

4. Essential public facilities sited outside of urban growth areas must be self supporting and not require the extension of municipal services and facilities.
GOALS AND POLICIES

This section discusses the plan for future land uses in the City of Langley. The timing of development and provision of services are key components of this planning process. In addition to the discussion below, a Comprehensive Plan Map showing proposed land uses (Figure LU-6) has been developed to illustrate the various land uses.

An analysis of existing conditions and projected needs in the previous section highlighted the areas of concern and opportunities for Langley. The vision of the future of the city was used, along with the inventory and analysis contained in this element, to create a plan. The plan contains a strategy to achieve the City’s goals. The goals and policies within the plan provide guidelines for positive actions.

Goal 1: General Planning Direction

Ensure that development within the Langley planning area preserves and enhances the qualities that make Langley such a desirable place to live and visit, including the rural, small-town, marine atmosphere; scenic natural setting; waterfront; center of cultural activity; and the rural, early northwest character of the downtown area with a mix of services and activities for both residents and visitors to the community.

Policies

1.1 Establish and revise as appropriate a rational population projection over the 20-year planning horizon. This projection should be based on population estimates supplied by the Office of Financial Management, on consistency with the Countywide Planning Policies, and on historical growth trends for Langley.

1.3 Employ innovative planning techniques, including, but not limited to, cluster housing, planned unit developments, and form-based code, where appropriate to assist in achieving this and other relevant goals in this Comprehensive Plan.

1.4 Establish annexation policies and regulations to address immediate and long-term plans for growth that create logical boundaries and reasonable service areas on land that can physically accommodate development.

Goal 2: Coordinated and Planned Change Within the Planning Area

Ensure that the distribution and general location of new land uses within the Langley planning area (Urban Growth Area and Joint Planning Area) is coordinated and planned.

Policies

2.1 Require unincorporated land that is adjacent to the city boundary to annex to the city as a condition of receiving city services such as municipal water and sewer.
2.2 Do not allow annexation of unincorporated lands that are non-contiguous to the city. However, the City may extend municipal services subject to the property owner(s) signing an Annexation and Development Agreement.

2.3 In accordance with the Countywide Planning Policies, review on a regular basis the interlocal agreement with Island County setting forth the land-use and development regulations for the UGA-Langley area.

2.4 To reduce the impact of new development on the rural landscape that immediately surrounds the Langley Urban Growth Area and, if needed, to provide the city with land to expand in the future, the City of Langley and Island County have established a Joint Planning Area. While land within the UGA is zoned to reflect urban densities, the area within the Joint Planning Area is subject to procedures that allow for City review and input in the development review process. Figure LU-1 illustrates the boundaries of the Langley/Island County Joint Planning Area.

2.5 Continue to improve the system for conducting inter-jurisdictional review of land-use activities in both the adopted Urban Growth Area and the Joint Planning Area. Explore options with Island County to expand the City’s review authority inside the Joint Planning Area.

2.6 Preserve to a significant extent tree cover and open space in the unincorporated UGA and Joint Planning Area for watershed management, habitat preservation, wildlife corridors and Langley's visual character. Preserve significant forest, agriculture, and open space areas in the UGA and Joint Planning Area, as well as in future annexed sections of the UGA, with the goal of establishing an integrated open space system within and around Langley, including such elements as a greenbelt, tree horizons, forested buffers, wildlife corridors, parks, overlooks, and trails.

2.7 Designate open space corridors within the City's planning area to protect critical areas, protect wildlife habitat, and otherwise provide open space. Protect visually-significant tree lines through open space corridors and other means.

2.8 Collaborate with existing conservation groups, such as the Whidbey Camano Land Trust, to prioritize Langley Urban Growth Area and Joint Planning Area lands for preservation.

2.9 Use innovative planning techniques, such as density bonuses, to enhance the amount of contiguous open space to be preserved, development of trails for public access, and amenities to enhance the quality of the open space.

Goal 3: Distribution of Land Uses
Encourage the distribution and general location of land-use densities and intensities to coincide with growth projections and the availability of public services.

**Policies**

3.1 Langley should continue as the commercial, mixed-residential, and cultural center for South Whidbey, while retaining and reinforcing a seaside village character.

3.2 Encourage new growth to locate first inside the city limits and second within the unincorporated portion of the Urban Growth Area.

3.3 Preserve the community’s unique qualities in part through the concentration of business-commercial and higher intensity residential development closer to the downtown core of the city, and by integrating additional density in the residential community in a way that complements the single-family areas. Expansion of business-commercial development outward from the downtown core area should only occur as needed to meet community needs.

3.4 Allow mixed land uses where the uses are not conflicting. Examples include: home occupations in residential areas, higher residential densities adjacent to lower residential densities, and combined retail/residential in the commercial areas.

3.5 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.

3.6 Encourage innovation and diversity in the development of housing affordable to a range of household incomes through such strategies as clustered residential developments, density bonuses for developments that include “affordable” units/lots, accessory dwelling units, cottage housing developments, and inclusionary zoning.

3.7 Encourage a more active waterfront, including expanded marina facilities and increased access to the shorelines via pathways and stairways.

3.8 Require buffers (vegetation, fences, etc.) between certain land uses to minimize the impact of one use upon another, such as businesses adjacent to residences.

3.9 Prevent incompatible land uses or blighting of residential neighborhoods through active code enforcement of available regulatory measures.

3.10 Encourage the primary commercial development to locate in the downtown core area.
3.11 Encourage development that promotes livability, pedestrian orientation, and quality design and limits stress factors such as noise pollution and traffic congestion.

**Goal 4: Diverse and Stable Economy**

Support the local economy by providing a predictable development atmosphere, emphasize diversity in the range of goods and services, and make every effort to see that employment opportunities are balanced with a range of housing opportunities.

**Policies**

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

4.2 Encourage further development of the marina and waterfront area.

4.3 Attract and encourage the establishment of knowledge- and arts-based businesses.

4.4 Work with the business community to accomplish projects of mutual interest.

4.5 Study the economic and community benefits of implementing a light industrial zoning district.

**Goal 5: Timely and Fair Permit Review and Enforcement**

Applications for City permits should be processed in a timely and fair manner to ensure predictability, and enforcement of land-use violations should be timely and consistently applied.

**Policies**

5.1 Establish time frames for issuance of permits.

5.2 Increase where possible the number of administrative approvals, thereby minimizing lengthier permit processes.

5.3 Establish complete application standards at the earliest time in the application process to minimize demands on the applicant later in the process.

**Goal 6: Public Facilities and Services**

Coordinate the orderly provision of public facilities with public and private development activities in a manner that is compatible with the fiscal resources of the City through the development of a Concurrency Management System.
Policies

6.1 Condition development approvals upon facilities being in place as the impacts of the development occur. The following actions constitute development: a building permit, subdivision approval, rezoning, shoreline permit, variance, or any other official action that affects the development of land. The City shall take into account the variation in these different types of development approvals in preparing implementing regulations. Provisions for the review of applications for development and the timing of the actual impacts caused by the different types of developments will be adopted in the City's Concurrency Management System as part of the land development regulations.

6.2 Persons who develop land within the Urban Growth Area should be financially responsible for both on-site and off-site improvements required because of the development. These improvements may include, but are not limited to, street improvements, installation of traffic safety features, utility construction, utility capacity expansion, drainage ways, paths and/or sidewalks, easements, and parks and recreation areas as identified in the City’s Capital Improvement Program. Consideration should be given to use of impact fees as a means for new development to pay its share of the costs of new or expanded facilities and services.

6.3 Locate public facilities and utilities to: (a) maximize the efficiency of services provided; (b) minimize their costs; and (c) minimize their impacts upon the natural environment.

6.4 Extend city water and sewer utility services, except where alternatives to sewer services are deemed acceptable, to serve all of the residents of the city and to development within the Langley UGA in conjunction with annexation or recording of an annexation/development agreement (if not contiguous to the city limits and not eligible for annexation). The one exception is for direct water hookups outside the UGA where there are existing service mains, provided that the mains meet City standards or where the City has entered into an agreement to provide service.

6.5 Do not issue development permits that result in a reduction of the Level of Service (LOS) standard for the public facilities identified in the Capital Facilities Element.

6.6 Require additional land in association with development proposals that may be required for improvements to the roadways, for pedestrian walkways, for trails, and to provide access to open space areas.

6.7 Do not preclude the siting of essential public facilities, however, the City shall enforce its comprehensive plan and development regulations to ensure reasonable compatibility with other land uses.
Goal 7: - Critical Areas and Natural Resource Lands

Identify, protect, preserve, and restore critical areas and conserve natural resource lands to balance urban development and sensitive features of the natural environment. Allocate land uses to recognize the land’s environmental capabilities and suitabilities in the most reasonable and effective manner, by allowing innovation and flexibility while ensuring the environment is not degraded and that development does not result in a public hazard or nuisance.

Policies

7.1 Ensure that critical areas are maintained or, where appropriate, enhanced to protect functions and values, and to protect the public health, safety, and welfare. Promote restoration of critical areas damaged through previous activities.

7.2 Maintain and enforce Critical Areas Regulations in order to recognize current Best Available Science, to maintain and/or restore terrestrial and aquatic ecosystems and associated habitats, maintain Langley’s unique character, protect the public health and welfare, and provide for “reasonable use” of private property.

7.3 Adopt and continue to refine land development regulations that ensure the protection of the attributes, functions, and amenities of the natural environment, better control clearing and grading activities to limit the impacts of sediment-laden runoff, and to maintain natural drainage patterns and water table levels.

7.4 Maintain and update, as new information becomes available, the identification and designation of critical areas within the city, including natural corridors, watersheds, and open spaces that provide connectivity and migration routes.

7.5 Encourage inter-jurisdictional stewardship of critical areas and watersheds, especially those that extend beyond the city boundaries and provide habitat and hydrological connectivity.

7.6 Locate development in areas with few environmental constraints. Development alternatives that maintain sensitive and critical areas in a natural state are preferred.

7.7 To achieve maximum protection, locate required buffers for wetlands and streams in separate tracts designated as permanent native growth protection areas.

7.8 Require mitigation for unavoidable impacts when protection cannot be completely achieved. Mitigation plans should provide for monitoring programs, contingency plans, and financial guarantees.
7.9 Consider, where appropriate, non-regulatory protection measures or acquisition of critical areas by a public or non-profit entity.

7.10 Encourage public education activities addressing the preservation and protection of environmentally critical areas, including vegetation management on bluff properties, downstream impacts from upstream activities, and best management practices for yard maintenance.

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

7.12 Cooperate with Island County in developing programs to ensure natural resource protection, including regulations to prevent encroachment of incompatible development adjacent to designated resource lands, such as agricultural lands, and similar programs.

7.13 Manage stormwater runoff from new development to protect water quality within watersheds including creeks, wetlands, and shorelines. Stormwater discharged to Puget Sound should be treated to avoid contaminants from entering coastal waters. Efforts will be made to use biological non-toxic methods to treat the discharge.

7.14 Prevent cumulative adverse environmental impacts to critical areas and the overall net loss of wetlands and habitat conservation areas through critical areas regulations.

7.15 Minimize damage to life, property, and resources by avoiding or limiting development on steep slopes (as defined by the City of Langley Municipal Code) and on unstable soil and geologic hazard areas.

7.16 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 water courses.

7.17 Prohibit development on land determined to be contaminated pursuant to the State Toxics Control Act until remediation has been completed.

**Goal 8: - 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.

**Policies**
8.1 Work with the school district and Island County Fair to establish joint-use agreements to maximize the availability of these facilities for recreational and other public uses.

8.2 Administer activities and uses associated with the Island County Fairgrounds through a Fairgrounds Overlay Zone.

8.3 Pursue the development of appropriate incentives (e.g., increased densities) for the dedication of public facilities or for improving existing public facilities.

8.4 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.

8.5 Develop a pathway/walkway plan that allows residents and visitors to walk safely along principal streets and to major attractions such as downtown, the middle school, and the waterfront.

8.6 Concentrate open space preservation efforts in those parts of the Urban Growth Area that are most prized for their undeveloped character (see Parks, Open Space, and Waterfront Element).

8.7 Provide development incentives to assist in preserving permanent open spaces.

8.8 The City should support the efforts of organizations such as the Island Arts Council and the Port of South Whidbey to expand opportunities for cultural and marine-oriented uses.

**Goal 9: History and Aesthetics**

Encourage the protection of special historic, architectural, aesthetic, or 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.

**Policies**

9.1 Promote preservation of historically significant features of the Langley landscape, including cultural resources, farmlands, forests, and open spaces. Maintain the historic integrity of the downtown commercial core.

9.2 Encourage the restoration and rehabilitation of historic sites through appropriate means such as increased density, grant and loan technical assistance, adaptive reuse, and others.
9.3 Design new commercial development/redevelopment, multi-family development, and other development in a design that is compatible with the style of existing buildings and ensure aesthetically pleasing projects.

9.4 Preserve public viewing places and roadway corridors that offer opportunities to view the scenic downtown area and surrounding picturesque areas.

9.5 Require all new developments, where feasible, to locate utilities underground in order to enhance aesthetic quality and scenic vistas.

9.6 Support the policies in the County Comprehensive Plan to identify and protect scenic 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.

9.7 Develop a design concept for principal arterial streets to include street trees, landscaping, and benches, and develop an ongoing improvement program.

9.8 Preserve as much 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.
Housing Element
Housing

While it takes a range of land uses to create and sustain a village, it is the provision of adequate housing that is arguably the single most important use for the vast majority of Langley’s citizens. For those who call Langley “home,” the word means both the community and the above-store flat, cottage home, single-family house, condominium, duplex unit, or accessory dwelling in which they live. Housing options are exercised at a very personal level and can include considerations such as family size, household income, mobility, second homeownership, individual preferences (older vs. newer, lots of neighbors or somewhat isolated, large lot or common wall, room for a garden or no maintenance, etc.), or simply proximity to important people or places. For the vast majority, the choice to live in Langley is likely a voluntary one and their connection to the wider community is in part defined by that choice.

In a similar vein, it can be a measure of the community that it crafts housing policies and associated regulations to promote diversity in both housing types and styles and the people who make Langley their home. That there is a strong link between the demand for certain types of housing and the demography of the current Langley population is undeniable. However, it is equally true that the City’s desire to increase the diversity of its population must necessarily be linked to offering a wider range of housing options than might be available at the moment. In other words, housing policy should focus on what the community wants for the future, not necessarily a continuation of what it has today. Consequently, this element concentrates on describing the baseline for housing in 2007, discusses current trends in demographics, and introduces strategies to address key initiatives of increased diversity and affordability.

LANGLEY HOUSING

According to the 2007 land use inventory, there are 622 total housing units within the city limits of Langley, which is very close to the April 2007 estimate of 610 housing units supplied by the State of Washington's Office of Financial Management. To provide some historical perspective, the number of housing units in Langley increased from 357 to 421 between 1980 and 1990 and from 421 to 526 between 1990 and 2000, or decennial increases of 64 and 105 housing units respectively. Seven years into the first decade of the 21st century, the City has already added 96 new homes. With a number of current development proposals either approved or under review, it is likely that the number of new housing units completed this decade will greatly exceed the completion rate seen in recent decades. The following sections examine several aspects of the Langley housing stock over the past 20 years.

Housing Composition

Of the total number of housing units, 404 are single-family detached units (414 according to the OFM estimate), or 65% of the total. The remaining 35% are either multi-family, duplex or mixed-use housing. To put this breakdown into perspective from the recent past, it is again useful to look at change between the last two census years. Table H-1 below indicates a fairly significant shift between the three sample years, attributable
primarily to the rise in non-single-family detached housing between 1990 and 2000. The construction of common-wall structures outpaced single-family construction during that decade, although the predominance of detached single-family has reasserted itself in the first seven years of the new century. Applications under review currently suggest that this trend will continue (see Population Projection and Housing Capacity Analysis below for an explanation).

### Table H-1

**Housing Composition 1990, 2000 and 2007**

<table>
<thead>
<tr>
<th></th>
<th>1990</th>
<th>2000</th>
<th>2007</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single-family Detached</td>
<td>285 (67.7%)</td>
<td>325 (61.8%)</td>
<td>404 (64.9%)</td>
</tr>
<tr>
<td>Multi-Family, Duplex, Mixed Use</td>
<td>136 (32.3%)</td>
<td>201 (38.2%)</td>
<td>218 (35.1%)</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>421</td>
<td>526</td>
<td>622</td>
</tr>
</tbody>
</table>

Source: 1990 and 2000 data from the US Census. 2007 data from the City of Langley land-capacity analysis (see Appendix A of this Element)

### Housing Size

Home sizes, as measured by the number of bedrooms, appear to be getting larger in Langley. While there was a modest percentage increase in the number of dwellings with one bedroom, the biggest single shift was the percentage and actual increase in the number of three-bedroom homes. This increase was largely at the expense of two-bedroom dwellings which dropped by over 4%. Interestingly, there were nine homes built in Langley between 1990 and 2000 with at least five bedrooms. While still statistically insignificant, this might indicate that the “monster home” trend seen in many parts of the country is starting to take a foothold in Langley.

### Table H-2

**Number of Bedrooms per Dwelling Unit, 1990 to 2000**

<table>
<thead>
<tr>
<th></th>
<th>1990</th>
<th>2000</th>
<th>Net Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>No Bedroom</td>
<td>8 (1.9%)</td>
<td>5 (1.0%)</td>
<td>-3</td>
</tr>
<tr>
<td>1 Bedroom</td>
<td>75 (18.2%)</td>
<td>98 (18.6%)</td>
<td>+23</td>
</tr>
<tr>
<td>2 Bedrooms</td>
<td>167 (40.6%)</td>
<td>191 (36.3%)</td>
<td>+24</td>
</tr>
<tr>
<td>3 Bedrooms</td>
<td>112 (27.3%)</td>
<td>173 (32.9%)</td>
<td>+61</td>
</tr>
<tr>
<td>4 Bedrooms</td>
<td>47 (11.4%)</td>
<td>48 (9.1%)</td>
<td>+1</td>
</tr>
<tr>
<td>5+ Bedrooms</td>
<td>2 (0.5%)</td>
<td>11 (2.1%)</td>
<td>+9</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>411</td>
<td>526</td>
<td>+115</td>
</tr>
</tbody>
</table>

Source: 1990 and 2000 US Census

### Housing Character and Condition

By county standards, Langley’s housing is relatively old. The city contains many homes greater than 50 years old with about 15% of the city’s housing dating from before 1939. These homes are dispersed throughout the city. A survey of the condition of housing in Langley was conducted in 1992 by local resident and volunteer Bob Barnes, under the supervision of Jack Lynch, former planner for Langley. A four-scale rating system was used: 1 stands for housing in good condition; 2 for housing needing deferred maintenance
or moderate repair; 3 for housing needing substantial repair or substantial numbers of
moderate repairs; and 4 for deteriorated/dilapidated housing.

The survey found that Langley’s neighborhoods contain a diverse housing stock that is
generally in good condition. In most neighborhoods, one can find a variety of housing
types, including rental units above retail uses in older buildings, duplexes and
townhouses, and a wide range of detached single-family homes. Only one neighborhood,
Saratoga, had less than 75% housing in good condition, and overall 84% were in good
shape. Downtown, which includes many historic houses, has been well maintained or
restored. An insignificant number of houses are in substandard condition, although the
survey did not look closely at the condition of foundations.

Subsidized Housing
In 2007, Langley has approximately 12% of its housing in subsidized units, a drop of 4%
from the 1990 figure. While the actual number of subsidized units has increased to 73
dwelling units, the percentage has dropped because nearly all new housing units
constructed during that period were market rate. The following describes the three
subsidized housing complexes in Langley.

Brookhaven. Located at 150 Fourth Street in Langley, Brookhaven is a 40-unit public
housing complex with operating subsidy provided through the federal housing budget.
Qualifying tenants are generally elderly or are persons with disabilities. Units range from
efficiency studios to 1- and 2-bedroom apartments, with rents based on 30% of adjusted
monthly income. Average rents are approximately $150 - $200 per month. According
to the Island County Housing Authority, there is currently a 2- to 3-year waiting list for
Brookhaven.

Saratoga Terrace. Located near downtown Langley at 350 Manchester Way, the
Saratoga Terrace apartment facility receives a subsidy from the U.S. Department of
Agriculture Rural Development Program. All 24 units rent for below the market rate
($422 - $507 per month) and 16 units have tenants who qualify for rental assistance and
only pay up to 30% of their income for rent. All units are intended for couples or
families; single residents are not permitted. Similar to Brookhaven, there is minimal
turn-over at Saratoga Terrace.

Glen Haven Condominiums. In 1999 the Island County Housing Authority (HA)
purchased these 12 units (4 triplexes), located across from Brookhaven on Fourth Street.
A loan from the State Housing Trust Fund helps to provide for subsidized rents and all
but three of the units have rent subsidies. Rent structures vary for each unit, ranging from
80% below median income to 30% below median income. The three market-rate units
rent for approximately $700 per month.
Availability of Housing
Historically, the supply of housing has not equaled the demand in Langley. In 1990, for instance, the vacancy rate for rental housing was 2.8%, or below what is called the “frictional level.” Vacancy rates below 4 or 5% indicate that there is not much on the market, merely units being prepared for new tenants. While the vacancy rate rose somewhat to 4.8% in 2000, the small amount of new construction of units that might traditionally be rented suggests continuing constraints on the availability of rental housing.

DEMOGRAPHIC TRENDS AND HOUSING

As noted at the beginning of this element, Langley’s demographics play a seminal role in shaping the demand for housing. Logically, therefore, it is important to recognize trends within the city’s population as one tool in helping to craft housing policies for the next twenty years. However, while identifying trends may help us understand the demographic direction being forged within the community, it does not necessarily mean that Langley needs to reinforce these trends through specific actions. More appropriately, housing policy should be tailored to serve the desired demographic composition of the city in 2025. The following sections look at several demographic measures available from the US Census information.

Age Profile
Langley’s population is the oldest in terms of age of any jurisdiction in Island County and indeed within the county and state as a whole. As shown in Table H-3, the median age in Langley in 2000 was nearly 49 years, a mark significantly higher than Island County’s median age of 37 and the Washington median age of 35. The proportion of elderly in the City of Langley (aged over 65) similarly was greater than for the county and the state. Figure H-1, prepared using data from the U.S. Census, shows the shift in median age and general age characteristics between 1990 and 2000. While some of the aging reflected in this figure is attributable to general societal trends (e.g., the baby boom and echo boom), it still highlights the gradual increase in Langley’s median age.

Table H-3
Age Characteristics Langley vs. County and State in 2000

<table>
<thead>
<tr>
<th></th>
<th>Langley</th>
<th>Island County</th>
<th>Washington State</th>
</tr>
</thead>
<tbody>
<tr>
<td>Median Age</td>
<td>48.7</td>
<td>37</td>
<td>35.3</td>
</tr>
<tr>
<td>% Adults &gt; age 18</td>
<td>80.3%</td>
<td>74.5%</td>
<td>74.3%</td>
</tr>
<tr>
<td>% Population &gt; age 65</td>
<td>23.3%</td>
<td>14.3%</td>
<td>11.2%</td>
</tr>
</tbody>
</table>

Source: 2000 Census
Housing Tenure
The proportion of units measured by the two main categories of housing tenure, owner-occupied and renter-occupied, changed little between 1990 and 2000 (see Table H-4). Owner-occupied housing increased by 54 units while renter-occupied housing increased by 49 units over the decade. Seasonal, temporary, and unoccupied units grew to a total of 56 units, of which 22 were counted for “seasonal, recreational, or occasional use.” As a percentage of total housing units in Langley, these second homes account for approximately 3.5% of the available housing stock.

Table H-4
Housing Tenure, 1990 to 2000

<table>
<thead>
<tr>
<th></th>
<th>1990</th>
<th>2000</th>
<th>Net Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Owner-Occupied</td>
<td>215 (51.1%)</td>
<td>269 (49.6%)</td>
<td>+54</td>
</tr>
<tr>
<td>Renter-Occupied</td>
<td>168 (39.9%)</td>
<td>217 (40.0%)</td>
<td>+49</td>
</tr>
<tr>
<td>Seasonal, Temporary, or Unoccupied</td>
<td>38 (9.0%)</td>
<td>56 (10.3%)</td>
<td>+18</td>
</tr>
<tr>
<td>TOTAL</td>
<td>421</td>
<td>542</td>
<td>+121</td>
</tr>
</tbody>
</table>

Source: 1990 and 2000 US Census

Household Size
A key finding of population and housing change between 1990 and 2000 is that even though 121 dwelling units were added to the inventory of housing within the City of Langley over the decade, only 114 people were added to the population. This counter-intuitive finding is suggestive of several trends, including the increase in the number of vacation units built over the decade (residency of less than six months does not count in
The decline in people per household could be attributed to a variety of factors, such as more couples choosing not to have children, empty-nesters moving to the island, young families moving away due to increasing rents or the inaccessibility of purchasing a home. Whatever the combination of causes, this trend in declining household size, if it continues, is particularly important to recognize when identifying new housing policies, as smaller household sizes tend to prefer different types of housing (such as cottage housing).

Table H-5
Average Household Size, 1990 and 2000

<table>
<thead>
<tr>
<th></th>
<th>1990</th>
<th>2000</th>
<th>Percent Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Washington</td>
<td>2.53</td>
<td>2.53</td>
<td>NC</td>
</tr>
<tr>
<td>Island County</td>
<td>2.61</td>
<td>2.52</td>
<td>-3.4%</td>
</tr>
<tr>
<td>Langley</td>
<td>2.18</td>
<td>1.97</td>
<td>-9.6%</td>
</tr>
</tbody>
</table>

Source: 1990 and 2000 Census

POPULATION PROJECTION AND HOUSING CAPACITY ANALYSIS

With demographic trends that hint at increases in median age and decreases in average household size, not to mention a modest uptick in the number of homes used for less than half-time occupancy, it is clear that the City’s goal to increase the diversity of its population faces some uphill challenges. More fundamentally, however, the City must demonstrate that there is sufficient land available to accommodate residential land uses to house its 20-year growth projection. To confirm adequate capacity, City staff in 2007 conducted a housing capacity analysis based on current zoning. With the likely adoption of subarea plans in 2008 and the designation of revised future land uses for some areas, this capacity analysis will necessarily have to be updated to reflect these revisions.

The Growth Management Act requires that the City must plan to accommodate the population in its Interlocal Agreement with the County. The current Interlocal agreement requires Langley to plan for a total of 2,200 residents by the year 2025. This projected population is well in excess of historic trends and exceeds even the high range projection described in the Land Use Element, so the City intends to renegotiate this agreement (see Land Use Policy 1.1). Nevertheless, it is the standard the City must use in its planning until that agreement is renegotiated.

To gauge whether the size of the City’s Urban Growth Area and the permitted densities are sufficient to accommodate 2,200 people, City staff created a methodology (see Appendix A to this Element) and conducted an inventory of vacant, underdeveloped, and agricultural parcels to determine how much additional housing capacity remains within the UGA. The results of the inventory and analysis are summarized in Table H-6. Please
note that the population estimate is based on a constant household size which, according to the demographic trend discussed above, may not be the case. The potential population column at the far right does not include the current population of 1,060 (in other words, if the UGA was built out to current zoning, it could accommodate around 4,255 people).

Table H-6
Housing Units and Population Capacity within the UGA

<table>
<thead>
<tr>
<th></th>
<th>City Limits (capacity)</th>
<th>Uninc. UGA (capacity)</th>
<th>TOTAL CAPACITY</th>
<th>Household Size (avg)</th>
<th>Potential Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Vacant Land</td>
<td>232</td>
<td>451</td>
<td>683</td>
<td>1.898</td>
<td>1,296</td>
</tr>
<tr>
<td>Underdeveloped Land</td>
<td>191</td>
<td>405</td>
<td>596</td>
<td>1.898</td>
<td>1,131</td>
</tr>
<tr>
<td>Agricultural Land</td>
<td>101</td>
<td>189</td>
<td>290</td>
<td>1.898</td>
<td>550</td>
</tr>
<tr>
<td>Development Proposals</td>
<td>109</td>
<td>0</td>
<td>109</td>
<td>1.898</td>
<td>207</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>633</strong></td>
<td><strong>1,045</strong></td>
<td><strong>1,678</strong></td>
<td><strong>1.898</strong></td>
<td><strong>3,195</strong></td>
</tr>
</tbody>
</table>

Source: 2007 Land Capacity Analysis, City of Langley.

Thus, in raw numbers, there is substantially more than enough residentially zoned land to accommodate the anticipated population. However, as noted in the Land Use Element, there is a serious shortage of land zoned for multifamily or dense single-family housing, which has the greatest chance of being affordable. In other words, is this capacity in the right place and does it fulfill other objectives of this Comprehensive Plan? The following conclusions from the city’s first GMA compliant plan in 1994 appear still relevant today:

1. Based on current household incomes and the cost of housing, and assuming current relationships of income and housing costs continue, there will be more households needing assistance to pay for housing by 2020. All of these could be expected to reside in high-density single-family or multi-family housing. Therefore, there would be a need for additional area for such housing for median- and lower-income households.

2. Traditionally, middle-income households can meet their housing needs in the market. However, with housing prices and rents rising faster than income, middle-income households are also having trouble meeting their housing needs. Until the balance changes, middle-income people will continue to experience problems finding housing they can afford. To compound their difficulty, they are not eligible for most assistance programs from the federal or state government. It is for this group that local government is considering changes to land use codes and permit systems, which will facilitate lower-cost housing development by the private sector. Local government can also support and facilitate efforts by owner-builders and co-housing groups.

In summary, while Langley clearly has sufficient capacity to meet its 20-year growth projection, the shape and density of this capacity should be amended to more closely reflect the vision for the community expressed throughout this Comprehensive Plan.
HOUSING TRENDS AND AFFORDABILITY

Residential development regulations need to proactively affect the quality of the built environment. The current minimum-lot-size standards of residential subdivisions are destructive to the landscape and are based on historic 1950s – 1980s market models. The concept of conservation design combined with mixed densities can greatly change and improve Langley’s semi-rural landscape while providing creative, marketable, and affordable housing choices. This section looks first at some alternatives to the existing single-family residential culture and concludes with a discussion of housing affordability.

ALTERNATIVE HOUSING TYPOLOGIES

Post World War II American small-town housing has been typified, at least in the west, by single-family homes and boxy common-wall structures, and Langley has its share of this vernacular. More recently, frustration with the one-style-fits-all approach has resulted in new and neo-traditional movements that are introducing a variety of housing styles. This section looks at three typologies that have gained footholds in Langley, and explores other options that could be appropriate for new housing initiatives.

**Cottage Housing:** In an article published by the Housing Partnership, they note that the overwhelming preference among Americans (upwards of 85%) is to live in detached homes. They report that while a significant number of Americans live in multi-family housing, the majority of Americans would make sacrifices to live in single-family housing. Fostering a denser, more integrated community, one that encourages a sense of neighborhood community, is what many Americans feel is missing from their lives.

Further, a shift has started to take place among the demographic of American families: when the 2000 Census was conducted, the size of the average household in Langley was 1.97, whereas in the nation it was 2.59. It is predicted that this downward trend in household size will cause a shift in the type of housing that people find desirable.

Cottage housing is an attempt to expand density while preserving the privacy and personal space of a single-family home, and it provides a chance to deepen our sense of relatedness in our communities. Cottage housing is defined as the clustering of small, single-family homes around a common area, developed with a consistent plan for the entire site. Cottages have gained popularity in recent years as a shared common area and the coordinated design has allowed for densities that are higher than typical single-family neighborhoods. These developments minimize the impact on neighboring residential areas. As a result, cottage housing has the potential to offer the benefits of single-family housing at a lesser cost.

In 1995 Langley adopted the Cottage Housing Development Zoning Ordinance to help expand its housing options. This type of housing is most suitable for larger lots within the city or at the perimeter of neighborhoods. The Third Street Cottages were introduced into the community with great success. This project increased the density by 100% by
building eight detached units on four standard single-family lots. The homes share a community building, a garden, and a walkway while parking is screened.

**Mixed-Use Development:** The Urban Land Institute (ULI) created a formal definition of mixed use over thirty years ago. This definition states that a mixed-use project must have: three or more significant revenue-producing uses, significant functional and physical integration of the different uses, and conformity to a coherent plan. Mixed-use development is a way for cities to resist the trend of sprawl and for developers to maximize the value of land. Developers in the residential market say that homebuyers are attracted to development that contains complementary uses such as residential, retail, commercial, employment, civic, and entertainment uses in close proximity. Additionally, mixed-use development can contribute to the vitality and interest of residents, provide additional customers for neighborhood businesses, as well as offer a variety of housing options and reduce dependency on the automobile.

Recently, the City approved a new purpose-built mixed-use building on Anthes that will house two or three retail spaces on the ground floor and four residences on two floors above the retail.

**Accessory Dwelling Units (ADUs):** In the 1940s and 1950s, many families would rent an extra apartment over their garage or in the basement as a way to earn extra income to help pay their mortgage or other expenses. Known formally as Accessory Dwelling Units (ADUs) and less formally as mother-in-law units, they contain a separate living unit which includes a separate kitchen, sleeping room or area, and bathroom. ADUs can either be attached or detached from the primary residential unit and are almost always subordinate in size, location, and appearance to the primary residential unit.

After World War II, communities adopted restrictive residential zoning regulations which limited or banned such units altogether, usually for the sake of preserving single-family neighborhoods. Recently, the perception and attitude toward ADUs has started to change. Much of this shift can be credited to the effects of the challenge of affordable housing. Additionally, demographic trends are resulting in a growing number of smaller households, which has also contributed to an increased interest in these units. As we plan for future growth, we must consider increased density in housing. The utilization of ADUs is just one way to accommodate an increasing population. The Washington Legislature mandates that cities with over 20,000 residents must encourage and allow for the use of accessory dwelling units in single-family zones. To date, Langley has permitted about ten ADUs in various parts of the City.

**Corner-Lot “Captain's Homes”:** These homes typically include 3-5 units with a single entry, shared front porch, common front yard, and a backyard with private space. Parking is shared, with an entry from the side street or the alley. These homes are ideal for large corner lots either in the downtown or residential areas.

**The New “Boarding House”:** These homes are a combination of a captain’s home and an adult family home. They can include private space with cooking facilities, a shared
social space, and intimate work space. Like the captain's homes, corner lots in the
downtown corridor are suitable.

**Residential Neighborhoods:** Residential neighborhoods in Langley have single-family
detached housing with some small multiplex, courtyard, and cottage housing
interspersed. These areas can accommodate combined-lot in-fill housing that would
remain at a small scale, which would be sensitive to the existing small-town feel that
Langley strives to maintain. This strategy can provide for a modest increase in overall
density.

**Multiplex Homes:** Buildings in compact form, 2-3 stories high, while maintaining small-
scale residential character. Parking is typically to the rear and/or underneath or to the
side of the building. Various typologies fit this design intent including courtyard, row, or
townhome housing. The front of the units should face the main street. Row and
townhome designs should share a common roof form with individual entries. Stacked
flats with a shared entry (typically 4 per entry).

**Adaptive Re-Use:** Special-condition housing developments such as old school buildings
and churches may be attractive to non-profit housing groups for affordable housing or
single-room occupancy.

**Mixed Density Design:** This approach is applicable to both urban and semi-rural
contexts. This type of design mixes housing types within a cluster or phase of a
development as opposed to locating one specific typology in one sector and a different
typology in another.

**Conservation Design:** This density neutral approach is appropriate where preservation of
natural features such as forested slopes, ravines, ridges, wetlands, etc. are considered a
priority in the configuration of a lot's size and shape within a development. With this
approach, the clustering of homes to preserve these natural features as well as to conserve
open space is of prime consideration. Characteristics of a density-neutral development
design include but are not limited to:

- No requirement for minimum lot dimension as long as significant contiguous
  open space is protected and conserved. Open space interspersed with compact
  housing development.
- Limited-access road that provide access to both individual and shared parking
  areas.
- Two- to three-story buildings.
- Ground-floor parking with two-story units above, which reduces the total building
  footprint.
- Private open spaces for each unit, which are attached to a larger common space.
- Can be patented or condominium (air-space) ownership arrangements.

**AFFORDABILITY OF HOUSING**
The dramatic increase in the cost of housing has pushed the dream of home ownership beyond the reach of a growing number of Langley residents. A growing state population and changing demographics have added more people to the state and increased the number of households, which is placing an intense demand on local housing markets. Contrary to popular belief, those unable to afford housing are not limited to those at the bottom end of the income ladder, but rather these individuals represent middle-income families and individuals.

With an annual average increase of 10% in the cost of housing on South Whidbey Island since the year 2000, it is not surprising that many current homeowners in Langley could not afford to purchase their own homes today.

**What is Affordable Housing?**
Federal guidelines define affordable housing as decent, quality housing that does not exceed 30% of a household’s gross monthly income for rent/mortgage and utility payments. Island County is ranked as the 8th least affordable area in Washington State for housing and Langley is the most expensive area to live on Whidbey Island. As the cost of housing continues to rise, more low- and median-income households will either be evicted from the housing market altogether or forced to pay a larger portion of their income toward rent.

**Classification of Income Groups**
The Department of Housing and Urban Development [HUD] and the State of Washington classify household income groups as follows:

- **Very Low Income**……Households below 50% of the average median income
- **Low Income**…………Households between 50-80% of the average median income
- **Lower Income**…….Households between 81-95% of the average median income
- **Middle Income**……..Households between 96-120% of the average median income

The Washington Office of Financial Management provides the following median household income figures for Langley, Island County, and the State of Washington:

<table>
<thead>
<tr>
<th></th>
<th>1989</th>
<th>1999</th>
<th>2005 Estimate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Langley</td>
<td>$23,523</td>
<td>$34,792</td>
<td>$38,619</td>
</tr>
<tr>
<td>Island County</td>
<td>$29,161</td>
<td>$45,513</td>
<td>$52,692</td>
</tr>
<tr>
<td>Washington State</td>
<td>$31,183</td>
<td>$45,776</td>
<td>$53,771</td>
</tr>
</tbody>
</table>

The cost of housing has increased, and incomes have not kept pace. Many families now pay in excess of 50% of their income to housing, and the inability of income to keep up with the cost of housing is pushing moderate- and low-income residents out of the local housing market.
Increasing density is one of the most basic and potentially most effective techniques for promoting housing affordability. As previously discussed, increasing density can be done through the creation of cottage housing, ADUs, and mixed-use development. Part of the challenge of meeting the needs of our growing region is to offer the types of housing that address the values that people hold for single-family housing, but with smaller spaces and smaller price tags.

**HOUSING PROGRAMS SERVING WHIDBEY ISLAND AND ISLAND COUNTY**

**Saratoga Community Housing:** This community land trust formed in 2006 to concentrate efforts to provide affordable housing throughout Island County.

**Housing Authority of Island County:** No organization has had a greater impact on meeting the housing needs for low income residents than the Housing Authority (HA) of Island County. HA provides and administers various public programs including HUD-subsidized housing for the elderly and persons with disabilities as well as the HUD Section 8 Housing Choice Voucher Program (rental assistance and home ownership). It also developed partnerships with other private and public service organizations such as CADA (Citizens Against Domestic Abuse) and the Opportunity Council to provide emergency and transitional housing for women and children, transitional group housing for persons with mental illnesses, transitional housing rental assistance, and other assistance.

**Habitat for Humanity:** Since 1998, Habitat for Humanity has completed eight new homes in Island County, averaging two new units per year. To date, none of the homes have been constructed in Langley, primarily due to the high cost of undeveloped lots within the city. Eligible applicants must be within 30% - 50% of median income to qualify for 0% financing and are required to provide a down payment, pay a monthly mortgage, and invest 250 - 500 hours of sweat equity. The homeowner is responsible for the cost of materials to build the house and Habitat covers the cost of the land and the infrastructure. The average Habitat home built in the United States costs $60,000 (www.islandcountyhabitat.org/). Homes are built in partnership with local churches, organizations, and businesses, along with staff and community volunteers.
GOALS AND POLICIES

Goal 1: Innovative and Diverse Housing

Work to provide a mix of housing in Langley and facilitate residential development in the form of single-family homes, duplexes, condominiums, apartments, townhouses, and other innovative forms of housing.

Policies

1.1 Review the City's development regulations to determine where more flexible development standards could be considered and, thereby, reduce development costs. Standards to be reviewed include:
   • Minimum lot sizes
   • Maximum lot size for clustering
   • Zero-lot-line and other attached single-family development
   • Narrower lot widths
   • Lot coverage limits for small lots, accessory units, and multi-family
   • Reduced setbacks
   • Narrower street widths
   • Platting of alleys for servicing and parking access
   • Shared or common parking between dwellings

1.2 Encourage developers to design and build innovative housing options including creative housing alternatives for individuals at each stage of life.

Goal 2: Character and Density

Seek opportunities to ensure that various types and densities of housing are permitted in sufficient numbers to meet projected housing needs, while maintaining the character of existing neighborhoods.

Policies

2.1 Assure that adequate areas are available for higher-density residential development, are appropriately located, and are served by the full range of city services.

2.2 Encourage accessory dwelling units in residential zones as long as residential character, scale, and appearance are maintained and subject to design review.

2.3 Encourage the distribution of various housing types throughout the city to provide a wide variety of neighborhood settings and avoid undue concentration in particular neighborhoods.
2.4 Ensure that new development is sensitive to and reinforces the design character of existing neighborhoods, promotes the pedestrian orientation of neighborhood streets, and encourages street and development patterns that promote social interaction as well as privacy.

2.5 Continue the conservation of housing through public investment in the infrastructure needed to service the community (water, sewer, storm drainage, streets, and pathways) and in development regulations necessary to prevent incompatible land uses.

**Goal 3: Pedestrian Orientation, Community and Safety**

Encourage housing with a pedestrian orientation and housing that maintains a development pattern consistent with promoting a sense of community and safety.

**Policies**

3.1 Promote residential development that will facilitate pedestrian and transit access to commercial areas, employment, schools, and park or recreational areas.

3.2 Encourage new development, remodeling, or adaptation of existing structures for multiple residential use to provide accommodations and access for residents to gather for either impromptu or formal meetings, community affairs, and to provide access to the full range of public services.

3.3 Discourage front-access garages and curb cuts. Encourage alleys and shared driveways.

3.4 Encourage usable porches facing the street for community vitality and neighborhood surveillance.

**Goal 4: Housing Affordability**

Encourage the opportunity for all residents to purchase or rent affordable housing.

**Policies**

4.1 Use innovative techniques for enabling affordable housing, such as accessory dwelling units, a housing trust fund, inclusionary zoning, density bonuses, and similar options.

4.2 Consider increasing densities, permitting density bonuses, and eliminating minimum lot-size requirements, as well as other provisions that could increase the affordability of housing.
4.3 Require all housing projects over a certain number of housing units to provide for affordable housing, either through extra units or donated land on-site or through comparable measures off-site. Consider bonus densities as an incentive.

4.4 Work with non-profit and governmental housing providers to build permanently affordable housing units.

4.5 Consider establishing an inventory of old buildings that could be converted into affordable housing.

4.6 Work to preserve the existing affordable housing stock.

4.7 Endorse and support the efforts of nonprofit housing organizations, whether governmental such as the Housing Authority of Island County, or community-based such as the Saratoga Community Housing, Whidbey Island Share a Home, or Habitat for Humanity; and endorse and support local organizations in their efforts to obtain technical and financial resources through private organizations and governmental agencies.

Goal 5: Special-Needs Housing

Work with Island County and other appropriate agencies to increase opportunities for residents with special housing needs. While these needs may not be met immediately, clarifying the responsibilities of various public and private agencies is an important step toward meeting these needs.

Policies

5.1 Ensure special needs housing and group homes are permitted in appropriate areas in the city.

Goal 6: Environmentally Friendly Housing

Support efforts to make residential properties efficient in their use of energy, water, and other resources, and in other ways environmentally friendly.

Policies

6.1 Create development regulations that encourage, and as appropriate require, homeowners and developers to make existing and new-construction housing resource efficient and environmentally friendly.

6.2 Support an ongoing program to inform homeowners, planners, and developers about the opportunities to make new and existing housing resource efficient and environmentally friendly.
Goal 7: Adequate Public Facilities

Ensure that all residential areas are supplied with public facilities as necessary (such as water, waste treatment services, roads, and storm drainage) and services. The costs of facilities and services will be borne by or shared by new development.
HOUSING ELEMENT
Appendix A
2007 Housing Capacity Analysis Methodology

METHODOLOGY ASSUMPTIONS

1. The capacity analysis assumed that all parcels within the Urban Growth Area would be developed to full potential in accordance with the City Zoning Map.

2. The housing capacity analysis measured the development potential of residentially zoned land. However, it did not evaluate the ripeness of land for development, which may be influenced by such factors as consumer preference, property values, interest rates, or personal choice.

3. In calculating the potential number of units for each parcel, the capacity analysis utilized the maximum possible density for each zone, and multiplied that maximum by .75 to account for right-of-way and utility needs. For example, in the RS15000 zone, the analysis assumed 2.904 units per acre (43560 square feet/15000 square feet) and multiplied that by .75 to get a constant of 2.178 units per acre.

4. The capacity analysis utilized a parcel-by-parcel analysis of vacant and underdeveloped land within the City of Langley Urban Growth Area. This approach was determined to be the most reliable approach in performing the capacity analysis and was able to consider localized circumstances such as property boundaries and environmentally sensitive areas.

FINE-TUNING THE ASSUMPTIONS:

Beyond the broad assumptions outlined above, it was necessary to further refine the housing capacity calculation for individuals parcels based on several specialized criteria:

Current Development Proposals: The capacity analysis assumed that existing development proposals would be developed as they are currently proposed or approved. This removed the acreage and units associated with proposed development from the total vacant land and placed them in a separate category entitled “Development Proposals.”

Multi-family Housing: The analysis classified multi-family housing as those dwellings that had more than two dwellings on a parcel of land. This classification method made it unnecessary for dwellings to share a common wall or floor to be classified as multi-family housing and, as a result, this classification included cottage homes.

Underdeveloped Land: The capacity analysis categorized all residential parcels with a density less than one as underdeveloped land. Each parcel in this category was greater than one acre and had varying degrees of redevelopment potential. The potential for redevelopment of these parcels was assessed on an individual basis.
Capital Facilities Element
Capital Facilities

This Capital Facilities Element has been developed in accordance with Section 36.70A.070 of the Growth Management Act to address the capital facilities needs in the city of Langley Urban Growth Area. It represents the community's policy plan for public facilities for the next 20 years, and includes a six-year financing plan for capital facilities. The policies and objectives in this plan will be used to guide public decisions on the use of capital funds. They will also indirectly guide private development decisions by providing a strategy of planning public capital expenditures.

The element has also been developed in accordance with the Island County-Wide Planning Policies, and has been integrated with other planning elements to ensure consistency throughout the comprehensive plan. The element specifically evaluates the city's fiscal capability to provide the public facilities necessary to support the other comprehensive plan elements.

The Capital Facilities Element is the mechanism the city uses to coordinate its physical and fiscal planning. The Capital Facilities Element promotes efficiency by requiring the city to prioritize capital improvements for a longer period of time than the single budget year. Long range financial planning presents the opportunity to schedule projects so that the various steps in development logically follow one another, with regard to relative urgency, economic desirability, and community benefit. In addition, the identification of adequate funding sources, results in the prioritization of needs, and allows the trade offs between projects to be evaluated explicitly.

CAPITAL FACILITIES PROGRAM

The Capital Facilities Program within this element is a six-year financing plan for capital expenditures to be incurred each year. It sets forth each capital project, which the jurisdiction plans to undertake and present estimates of the resources needed to finance the project. The first year of the Capital Facilities Program will be converted to the annual capital budget, while the remaining five-year program will provide long-term planning. Only the expenditures and appropriations in the annual budget are binding financial commitments. The projections for the remaining five years are not binding, and the capital projects recommended for future development may be altered or not developed due to cost or changing circumstances. The Capital Facilities Program is a six-year rolling plan that will be revised and extended annually to reflect changing circumstances.

Definition of Capital Improvement
This Capital Facilities Element is concerned with needed improvements, which are of relatively large scale, are generally non-recurring high cost, and may require multi-year financing.
It does not include capital outlay items such as equipment. Minor projects, activities, or maintenance costing less than $5,000 are considered minor maintenance and are not a part of capital improvements.

The project may include design, engineering efforts, permitting, environmental analysis, land acquisition, construction, major maintenance, site improvements, energy conservation projects, landscaping, initial furnishings, and equipment.

**Capital Improvement Program**

The city’s six-year and twenty-year capital improvement program is identified in Table C-1, which is hereby incorporated by reference. Table C-1 provides a brief description of each of the capital improvements projects, and provides an estimate of the total project costs. Capital improvement projects have been identified for transportation, parks and recreation, wastewater, potable water, stormwater drainage facility improvements, and other public facilities.

**CAPITAL FACILITY STRATEGIES**

In order to realistically project available revenues and expected expenditures on capital facilities, the city must consider all current policies that influence decisions about the funding mechanisms as well as policies affecting the city's obligation for public facilities. The most relevant of these are described below.

**MECHANISMS TO PROVIDE CAPITAL FACILITIES**

**Analysis of Debt Capacity:** Langley currently has minimal long-term debt obligations. Annual bond payments for improvements to the library and city hall total approximately $30,000 and will be paid off in 2014. The city has the ability to issue general obligation bonds without voter approval, but must have the available revenue to pay the bond payments over time. The city adopted updated budget policies in 2012 that will guide consideration of future bond proposals. The city currently has ample debt capacity, but limited ability under the existing budget to pay the costs of long-term bonds.

**Mandatory Dedications or Fees in Lieu of:** The jurisdiction may require, as a condition of development approval, that developers dedicate a certain portion of the land in the development to be used for public purposes, such as roads or parks. Dedication may be made to the local government or to a private group, but must be proportional to the impact of the project. When a development is too small or because of topographical conditions a land dedication cannot reasonably be accommodated, the city may accept a voluntary fee in lieu of providing the needed improvement. Developers are responsible for providing all needed public facilities to accommodate a proposed development if existing facilities are lacking. The city may decide, at its discretion, to participate in the development of infrastructure to accommodate a development project to meet city goals such as economic development or affordable housing.
Impact Fees: Impact fees may be used to affect the location and timing of infill development, but generally work best in faster growing communities than Langley because of the restrictions on use of the funds and required timeframes

Official Controls: RCW 36.70.560 allows city’s to utilize official controls for the purpose of planning for future public facilities and capital improvements. Mapped capital facilities must be accommodated in any development proposal on the property, but the property owner must be compensated for any property or facilities that are needed beyond those that are proportional to the development’s impact. Mapped public facilities may include streets, parks and facilities for sewer, water and stormwater infrastructure.

OBLIGATION TO PROVIDE CAPITAL FACILITIES

Coordination with Other Public Service Providers: Local goals and policies as described in the other comprehensive plan elements are used to guide the location and timing of development. However, many local decisions are influenced by state agencies, special management districts, and utilities that provide public facilities within the city. The planned capacity of public facilities operated by other jurisdictions must be considered when making development decisions. Coordination with other entities is essential not only for the location and timing of public services, but also in the financing of such services.

The city's plan for working with electric and telecommunication providers is detailed in the Utilities Element. This plan includes policies for sharing information and a procedure for negotiating agreements for provision of new services in a timely manner.

Other public service providers such as the school and port districts, Island Transit and Island County are important agencies to the city. The city's policy is to exchange information with these entities and to provide them with the assistance they need to ensure that public services are available and that the quality of the service is maintained.

Urban Growth Area Boundaries: The Urban Growth Area Boundary was selected in order to ensure that urban services will be available to all development. The location of the boundary was based on the following: environmental constraints, the concentrations of existing development, and the existing infrastructure and services. New and existing development requiring urban services will be located in the Urban Growth Area.
GOALS, OBJECTIVES AND POLICIES

Goal 1

The city shall strive to plan for and adequately provide needed public facilities to all properties within its jurisdiction in a manner that protects investments in existing facilities, maximizes the use of existing facilities, and promotes orderly and compact growth.

Objective A: Capital improvements shall be provided to correct existing deficiencies, to replace worn out or obsolete facilities and to accommodate desired future growth.

Policies

1.A.1 Improvement projects identified for implementation in the other elements of this plan and determined to be of relatively large scale and cost $5,000 or more shall be included in the six-year Capital Improvement Program.

1.A.2 Proposed capital improvement projects shall be evaluated and prioritized using all the following criteria:

a. whether the project is needed to correct existing deficiencies, replace needed facilities, or to provide facilities needed for future growth;

b. elimination of public hazards;

c. elimination of capacity deficits;

d. financial feasibility;

e. site needs based on projected growth patterns;

f. new development and redevelopment;

g. plans of state agencies; and

h. local budget impact

i. economic development

j. growth management

Objective B: Future development shall bear its fair share of facility improvement costs.

Policies
1.B.1 City sewer and water connection fee revenues shall be allocated primarily for capital improvements related to expansion.

1.B.2 The city shall require new development to pay for the costs of improvements that are necessitated by the project or proportional to the project’s impact. The city may at its discretion participate in funding infrastructure for projects that serve the public interest.

**Objective C:** The city shall manage its fiscal resources to support the provision of needed capital improvements.

**Policies**

1.C.1 The city shall continue to adopt an annual capital budget and a six-year capital improvement program.

1.C.2 Efforts shall be made to secure grants or private funds whenever available to finance the provision of capital improvements.

1.C.3 Fiscal policies to direct expenditures for capital improvements will be consistent with other Comprehensive Plan Elements.

**Objective D:** The city shall coordinate land use decisions and financial resources with a schedule of capital improvements to provide existing and future facility needs.

**Policies**

1.D.1 The city and/or developers shall provide for the availability of public facilities and services needed to support development concurrent with the impacts of such development subsequent to the adoption of the Comprehensive Plan. These facilities shall meet adopted Level of Service standards and be consistent with the Concurrency Management System.

1.D.2 The city will support and encourage the joint development and use of cultural and community facilities with other governmental or community organizations in areas of mutual concern and benefit.

1.D.3 The city will emphasize capital improvement projects, which promote the conservation, preservation or revitalization of commercial and residential areas.

1.D.4 The city shall use the following LOS standards in reviewing the impacts of new development and redevelopment upon public facility provision:

- Drainage
-- Drainage swales - 25-year, 24-hour storm event
-- Stormwater management systems - Retain on-site the runoff from 25-year, 24-hour storm at peak discharge rates. Development will be regulated to ensure that its post-development run-off to city systems does not exceed the pre-developed discharge volume and/or rate to ensure the level of service of the existing stormwater system is not compromised. In instances where the physical conditions of the site cannot accommodate on-site retention of stormwater the city stormwater system must be able to accommodate the increased flow.

• Traffic Circulation
  -- Roadway link specific for all roadways in the city's jurisdiction. The LOS by segments is indicated in the Transportation Element.
  -- Major arterial: LOS D at peak hour traffic
  -- State highway and county road: LOS C over 24-hour period, off-season traffic
  -- Collectors and local roads: Design standards

• Sanitary Sewer
  -- 110 gallons per capita per day

• Potable Water
  -- Yearly average 125 gallons per capita per day (gpcd) raw water source (dry season 154 gpcd) including a 10% contingency; 189 gpcd treatment and pumping capacity, plus 15 million gallons per day fire reserve.

Goal 2

The city shall reassess the land use element of this plan if the funding necessary to meet identified capital facility needs to support the anticipated growth is not available in a timely manner. In planning for capital projects and facilities the city shall consider the long-term economic and social benefits of projects that include placemaking elements that capitalize on Langley’s small town charm and increase its attractiveness as a place to live, work or visit.
PLAN IMPLEMENTATION AND MONITORING

Implementation
Table C-1 lists the capital improvement project by facility type, indicates which projects are needed to correct existing deficiencies, and provides estimates of project costs by year. The distribution among years matches the years in which capital improvement work is planned in order to achieve or maintain the adopted Level of Service standards and measurable objectives for various public facilities.

Top priority is generally given to projects, which correct existing deficiencies, followed by those required for facility replacement and those needed for future growth. A further consideration is the economic and social benefits of capital projects.

Monitoring and Evaluation
Monitoring and evaluation are essential in ensuring the effectiveness of the Capital Facilities Plan Element. Table C-1 will be annually reviewed and amended to verify that fiscal resources are available to provide public facilities needed to support this element and the goals of the comprehensive plan.

CAPITAL FACILITIES INVENTORY

Water (ID# 45950W): The City began construction in 1927 of a concrete storage tank to serve for the City’s water supply, but there is evidence of three older well installations in the watershed area. The watershed was formally conveyed to the City by Superior Court judgment in 1939 for “well pumps and piping” and again in 1976 to further clarify the present boundary. In 1986 a hydrological study outlined the present well development that is in use today. The City’s service area is approximately 2.5 square miles and serves 980 connections. It has the capacity to serve 1,372 connections. The infrastructure includes approximately 46,000 linear feet of water mains, ranging in size from 2 inch to 12 inch; two aquifers that supply three operating wells; an emergency well; one water treatment facility; and one welded steel reservoir that holds 618,179 gallons of water. A complete description of the City’s supply, treatment and distribution systems can be found in the adopted 2012 Comprehensive Water System Plan.

Sanitary Sewer (NPDES Permit # WA-002070-2): The original wastewater collection system was a combined system carrying both sanitary wastewater and storm water. In 1960 and 1961 the sewer was separated into both a sanitary sewer system and storm drainage system. The original primary wastewater treatment plant was constructed in 1963 at Seawall Park at the base of Anthes Avenue. In 1992, the new secondary wastewater treatment facility was constructed at the southwestern edge of the City on Coles Road. The location of this new plant requires the influent wastewater to be pumped over a mile through a force main from a lift station at the location of the old primary treatment facility at Seawall Park (which was removed) and a lift station at the NW corner of DeBruyn and 2nd Street. The effluent is discharged through approximately 7,200 feet of pipe into the water of Puget Sound’s Saratoga Passage. The capacity of the
The wastewater facility is 150,000 gallons per day. The infrastructure includes approximately 6 miles of sewer pipe (both grinder pump and gravity fed), ranging in size from 2 inch to 12 inch; two pump stations, Sunrise Lane and Woodside; two lift stations; and the secondary wastewater treatment facility. A complete description of the collection and treatment of the City’s sanitary sewer system can be found in the adopted 2006 Comprehensive Sewer System Plan. The plan is currently being updated.

**Stormwater Management:** The City’s storm drainage system was first installed in the 1960’s. Due to the bowl-shaped nature of the central area, most of the stormwater runoff converges at the storm drains on Anthes Avenue. This concentration of flow through the downtown commercial area has contributed to drainage problems within the downtown area. The infrastructure consists of open ditches, storm drains, detention ponds, and infiltration systems. A complete description of the City’s stormwater management can be found in the adopted 2009 Comprehensive Stormwater Management Plan.

**Non-City owned Utilities:**

**Telephone/TV/Internet:**

Whidbey Telecom is an independent, locally owned and operated business that serves residential and commercial properties in Langley. Originally incorporated in 1908 as Whidbey Telephone Company, it rebranded as Whidbey Telecom in 2004. In 1961, they became the first local telephone company in the United States to bury 100% of its local lines. The product of this investment benefits Langley’s customers by giving them increased network reliability and a decreased impact on the scenic beauty that characterizes Langley. Whidbey Telecom also provides internet and TV.

Comcast Cable is a nationally owned and operated business that serves residential and commercial properties in Langley. Originally formed as American Cable Systems in 1963, the company was incorporated in 1969 under the new name Comcast Corporation. Comcast provides mass media (cable television), internet service, and telephone service.

**Power:** Puget Sound Energy provides power to the residential and commercial properties within the City. Through mergers and acquisitions, dozens of small utility companies gradually evolved into today’s Puget Sound Energy. The oldest of these, the Seattle Gas Light Company, introduced Washington Territory to manufactured-gas lighting on New Year’s Eve, 1873. A dozen years later, another PSE ancestor, the Seattle Electric Light Company, gave the region its first electric service from a central power plant. PSE adopted its name and current structure in 1997 when two of its largest ancestral companies, Puget Sound Power and Light Company and Washington Energy Company, merged. PSE serves more than 1 million electric customers across 11 counties.

**Small Boat Harbor:** In 1902 Jacob Anthes built a dock in the Wharf Street area. It was U-shaped and had two driveways with a warehouse at the end in which to store freight. The dock changed ownership several times. In 1985 the existing marina facility was
completed. The City Harbor consists of 41 slips, most of which will accommodate vessels up to 35 feet. Facilities include restrooms and showers, power and water at the docks, a floating pump out station, Phil Simon Park and a boat launch. In January of 2009, The South Whidbey Port District took over ownership of the Harbor. Additional information can be found in the 2004 Boat Harbor Master Plan.

**Seawall:** The Seawall north of First Street at Seawall Park was built in 1976. It is a reinforced concrete seawall that is 1,032 feet long. It created a level separation from the beach and the slope, thus giving the City what is now known as Seawall Park. There is deterioration of the wooden posts and the concrete is starting to deteriorate.

**Cemetery:** The Langley-Woodmen Cemetery is located south of the central business district on Al Anderson Avenue. It was established in 1902 by the Woodmen’s Lodge and they maintained it until the City was incorporated. In September of 1913 the Woodmen donated the Cemetery to the City of Langley. The Cemetery is approximately 5 acres, and currently has 2803 plots and an ash garden. The City has a very active cemetery board that plans policy, budget, development and landscaping. In 1995, the Friends of the Langley Woodmen Cemetery (a non-profit organization) was founded to assist the city with the maintenance and care of the cemetery.

**Parks, Open Space and Trails:** For an inventory and description of the city’s parks, open space, and trails refer to the Parks, Open Space, and Trails element found in OS-1 – OS-34 of this Comprehensive Plan. It also describes natural areas and parks in the surrounding area outside of city limits.

**Transportation:** Refer to the Transportation element found in T-1 – T-31 of this Comprehensive Plan for an inventory and description of the transportation system in Langley, along with level of service standards for roadway and transit systems and the goals and the policies for the transportation improvement program.

**Buildings (Non-Utility):**

104 2nd Street – Library: The city remodeled the library (and City Hall) in 1994 with non-taxable municipal bonds, a federal grant and a generous contribution from the Friends of Langley Library Association. The city is currently responsible for the maintenance of the grounds, and the capital improvements to the building. The library became part of the Sno-Isle Regional Library System in January of 2012.

115 2nd Street – Post Office: The city outgrew the original post office and did not have enough space to expand, so in 1998 the city partnered with D & L Constructors. The city gave D & L a long-term ground lease which was paid for in a lump sum payment that allowed the city to purchase adjoining property. With the additional square footage, D & L was able to construct the new postal facility and sub-lease it to the Postal Service. The Postal Service is responsible for all building and property maintenance, including capital improvements. The contract expires in 2026.
112 2nd Street – City Hall: City Hall was formerly the Masonic Lodge building and the city remodeled it in 1994. The city is responsible for the grounds, the building, and all capital improvements.

179 2nd Street – Old Fire Hall: South Whidbey Fire District rented the fire hall until they built a new building in Langley on Camano Avenue in 2008. At that time the city decided to continue to rent out the building rather than sell the property. The city is responsible for the capital improvements to the building.

208 Anthes Avenue – Langley Visitor’s Information Center and Public Restrooms: The city currently rents the VIC to the Langley Chamber of Commerce. The city is responsible for the capital improvements to the restroom building, the VIC and the storage shed.

999 Coles Road – Public Works Shop: The public works shop was originally located at the northwest corner of Saratoga Road and Debruyn Avenue (now lift station #2/Generation Park). It was relocated to the current location after the Wastewater Treatment Plant was built and the city needed a convenient location for the temporary post office, while the new one was being constructed at 115 2nd Street. The utilities share the responsibility, along with the city capital fund, of any capital improvements to the public works shop.

**CAPITAL PLAN GRAPHICS**

The following graphics illustrate key six year capital plan projects. The graphics do not represent final designs and are intended for public education and input. Prior to implementing any of the projects a more robust public design process will be undertaken.
Capital Improvements - Pedestrian Circulation

Legend:
- Planned Route
- Existing Route w/ planned improvements
- Existing Route Connector

Noble Creek Acquisition and Trail Improvements
Middle Langley Trail Project
Second Street Walkway
Third Street Walkway
Sixth Street Improvements
Waterfront Boardwalk
Funicular
Fossek Farm Trail Project
Noble Creek Acquisition and Trail Improvements

Figure: CIP 2
Cascade Promenade Urban Design Plan

Site Plan

Future Third Street Connection

Proposed Cascade Street Section - Looking North

Third St. Overlook Perspective

Figure: CIP 3
Hladky Park Expansion Concept Plan

Features:
- Expansion
- Landscape Trees
- Water Feature
- Benches
- Art Opportunities

Site Plan

First Street

Anthes Ave.

Water View Opportunities

Figure: CIP 4

City of Langley
Funicular

Cascade and Wharf Stations

View from Cascade Promenade

View up to Cascade Station

Cascade Station

Wharf Street Station

Funicular Location and Site Plan

Figure: CIP 5
Third Street Connection

City of Langley

Figure: CIP 6

Alternative A: Straight Alignment

- 60’ Right-of-Way
- Removal of Existing Home
- Opportunities for Pedestrian Oriented Infill Development

Alternative B: Curved Alignment

- 60’ Right-of-Way
- Retain Existing Home
- North of Existing House Only
Parks, Open Space, and Trails Element
Parks, Open Space, and Trails

The City of Langley is defined, in large part, by the land and the water in and around it. The shoreline and Saratoga Passage on the north, the forests and treelines to the west and the south, the ridges and valleys carved by the retreat of the Vashon Glaciation, the historic agricultural landscapes, and the various wetlands and streams, each natural element helps shape the form and character of the City.

This influence of the natural environment on the built form of the City began with the founding of Langley and has continued to the present day. An illustration of this is shown in the placement of the town itself. Langley was settled along Saratoga Passage, but its location was not chosen solely for its proximity to water. Explaining the choice for a town site, Jacob Anthes said, “in exploring the island I found that nearly all the ridges and high hills ran in such a direction that, without climbing any of them, the place where Langley now stands could be reached from any part of South Whidbey.” Initial roads were placed in natural valleys carved by the retreat of the Vashon Glaciation to avoid the “ridges and high hills” and the resultant road pattern formed a distinct hub and spoke development pattern, with the spokes being the various roads and the hub being downtown Langley. These road spokes, which are bounded by ridges on both sides, continue to this day to have few connections between them due to the same topographical barriers that influenced the City’s early development.

Despite this influence; however, the presence of these natural attributes is not always apparent to current residents of and visitors to the City of Langley. This is partly due to the fact that individuals within an automobile may not feel the strain of climbing a ridge, but also because the parks and open space system that is available to the public does not provide access to many of these features. Existing parks and open space within the City are primarily clustered in the downtown area and are situated to take advantage of the views of the Cascade Mountains. Few offer access to the “ridges and high hills,” farms, and other unique features found within the City.

This Parks, Open Space, and Trails Element articulates a proactive strategy to preserve a variety of these distinct landforms and ecosystems, and create an integrated parks and open space system to connect these features. This strategy has been developed through exploring the following questions related to parks and open space:

1. What parks and open space do we have?
2. What parks and open space do we want?
3. How do we get to our desired future?
4. What are our priorities?
5. How do we pay for our future projects?

The element is organized around the responses to each of these questions.

In the first section, “What parks and open space do we have,” the element presents an inventory and analysis of the existing parks and open space system inside and outside the
City, as well as results of a parks survey conducted in 2009. This inventory and analysis presents major findings about the characteristics and use of the existing parks and open space features as well as major themes associated with the existing parks and open space system.

The second section, “What parks and open space do we want,” builds on this analysis of current conditions and introduces a series of concepts for the future parks, open space and trail system. These concepts feed directly into a discussion of Level of Service Standards that establish a baseline for essential amenities that must be provided to meet Langley residents’ basic needs and expectations for parks, open space and trails. The third section, “How do we get to our desired future,” continues this future-oriented focus and establishes the goals and policies that the City of Langley should follow in expanding and enhancing the parks and open space system.

The fourth and fifth sections of the element, “What are our priorities” and “How do we pay for our future projects,” present priority actions that should be accomplished by the City of Langley, as well as a funding plan for the projects to be conducted during the next six years. The identification of the priority projects and the financing plan, articulated through the Capital Improvement Program for Parks and Open Space, represent key mechanisms to help the City coordinate its physical and fiscal planning, and respond to population growth and community expectations.

This element has been developed in accordance with state law and the County-wide Planning Policies, and has been integrated with all other planning elements of the Comprehensive Plan to ensure consistency within the document. The element has particularly been developed in line with the goals related to open space and recreation in the Growth Management Act: retain open space; enhance recreational opportunities; conserve fish and wildlife habitat; increase access to natural resource lands and water; and develop parks and recreation facilities.

1. What Parks and Open Space Do We Have?

The purpose of this section is to identify the existing characteristics of the parks and open space system, by inventorying the existing parks and open space features that serve the City of Langley (including amenities both inside and outside of the city), the type of facilities that can be found at each of these areas, and citizens’ perceptions and use of these assets. The section also identifies key strengths and deficiencies of the existing parks and open space system.

PARKS AND OPEN SPACE OUTSIDE LANGLEY

The south end of Whidbey Island is well served by parks and open space. The region, which is approximately 60 square miles in size (of which the City of Langley is one square mile), contains areas of protected and public land that offer access to the beach, protect wetlands and forests, and provide active-use park features (see Table 1).
## TABLE 1: PARKS AND OPEN SPACE OUTSIDE OF LANGLEY CITY LIMITS

<table>
<thead>
<tr>
<th>Proximity to Langley (in Miles)</th>
<th>Size (in Acres)</th>
<th>Public Access</th>
<th>Amenities</th>
<th>Management Organization</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>South Whidbey Elementary School Grounds</strong></td>
<td>2.0</td>
<td>60.0</td>
<td>Y</td>
<td>Indoor multi-use room/ gym. Two outdoor covered play areas, two soccer fields, a playground, 40 acre forest, trails</td>
</tr>
<tr>
<td><strong>South Whidbey Primary School Grounds</strong></td>
<td>2.2</td>
<td>34.2</td>
<td>Y</td>
<td>Indoor multi-use room, covered basketball court, playfield, covered play area, playground.</td>
</tr>
<tr>
<td><strong>South Whidbey Community Park</strong></td>
<td>2.3</td>
<td>120.0</td>
<td>Y</td>
<td>Large playset, two baseball fields, two softball fields, trails, several soccer fields</td>
</tr>
<tr>
<td><strong>Metcal Reserve</strong></td>
<td>2.5</td>
<td>40.0</td>
<td>Y</td>
<td>Forest, trails, wildlife habitat and viewing</td>
</tr>
<tr>
<td><strong>Boose Conservation Easement</strong></td>
<td>2.8</td>
<td>10.0</td>
<td>N</td>
<td>Wildlife habitat, forest, aquifer recharge area</td>
</tr>
<tr>
<td><strong>Saratoga Woods</strong></td>
<td>2.8</td>
<td>118.0</td>
<td>Y</td>
<td>Forest, trails, wildlife habitat and viewing</td>
</tr>
<tr>
<td><strong>South Whidbey High School Grounds</strong></td>
<td>2.8</td>
<td>48.4</td>
<td>Y</td>
<td>Two large indoor gyms. Outdoor basketball court, softball field, baseball field, soccer field, football field, track, and seven tennis courts</td>
</tr>
<tr>
<td><strong>Lone Lake County Passive-Use Park</strong></td>
<td>3.3</td>
<td>30.0</td>
<td>Y</td>
<td>Wildlife habitat, forest</td>
</tr>
<tr>
<td><strong>Lone Lake</strong></td>
<td>3.4</td>
<td>5.0 + Lake</td>
<td>Y</td>
<td>Boat ramp, restroom, picnic area</td>
</tr>
<tr>
<td><strong>Maxwelton Valley Trustland Trails</strong></td>
<td>4.0</td>
<td>200.0</td>
<td>Y</td>
<td>Mature forest at headwaters of salmon-bearing Maxwelton Creek, trails</td>
</tr>
<tr>
<td><strong>Maxwelton Wetlands Preserve</strong></td>
<td>4.1</td>
<td>24.0</td>
<td>PO</td>
<td>Wildlife habitat, scenic vistas, wetlands and stream, watershed protection</td>
</tr>
<tr>
<td><strong>Putney Woods</strong></td>
<td>4.3</td>
<td>600.0</td>
<td>Y</td>
<td>Trails, mature forest, rare plants, wildlife habitat, watershed protection</td>
</tr>
<tr>
<td><strong>Goss Lake</strong></td>
<td>4.6</td>
<td>1.0 + Lake</td>
<td>Y</td>
<td>Boat ramp, fishing, swim area, picnic area</td>
</tr>
<tr>
<td><strong>Whidbey Institute Conservation Easement</strong></td>
<td>4.7</td>
<td>59.0</td>
<td>Y</td>
<td>Forest, hiking trails, educational use</td>
</tr>
<tr>
<td><strong>Zimmerman Conservation Easement</strong></td>
<td>4.8</td>
<td>30.0</td>
<td>N</td>
<td>Forest, agricultural land, shoreline, and wildlife habitat</td>
</tr>
<tr>
<td><strong>Forest Forever Conservation Easement</strong></td>
<td>5.0</td>
<td>176.0</td>
<td>PO</td>
<td>Wildlife habitat, forest, watershed protection</td>
</tr>
<tr>
<td><strong>Useless Bay Conservation Easement</strong></td>
<td>5.4</td>
<td>54.0</td>
<td>N</td>
<td>Wildlife habitat, wetlands, streams, farmland, aquifer recharge, views</td>
</tr>
<tr>
<td><strong>Maugerite Braun Memorial Park</strong></td>
<td>5.6</td>
<td>13.0</td>
<td>Y</td>
<td>Trails, fenced off-leash area, picnic shelter</td>
</tr>
<tr>
<td><strong>Dan Porter Park</strong></td>
<td>5.9</td>
<td>8.5</td>
<td>Y</td>
<td>Ballfields, playground, trails, tennis court, picnic shelter, restrooms</td>
</tr>
<tr>
<td><strong>High Point TLT (2009, 50-year lease)</strong></td>
<td>6.0</td>
<td>40.0</td>
<td>Future</td>
<td>Stand of mature forest</td>
</tr>
<tr>
<td><strong>Maxwelton Salmon Adventure (Outdoor Classroom)</strong></td>
<td>6.0</td>
<td>6.0</td>
<td>Y</td>
<td>Wetlands, salmon-bearing creek, trails, shelter</td>
</tr>
<tr>
<td><strong>Skyline West TLT</strong></td>
<td>6.0</td>
<td>40.0</td>
<td>Future</td>
<td>Wildlife habitat, water quality protection</td>
</tr>
<tr>
<td><strong>Clinton Beach Park</strong></td>
<td>6.2</td>
<td>0.6</td>
<td>Y</td>
<td>Beach access, fishing dock, restrooms, temporary mooring dock</td>
</tr>
<tr>
<td><strong>Deer Lake</strong></td>
<td>6.2</td>
<td>0.75</td>
<td>Lake</td>
<td>Y</td>
</tr>
<tr>
<td><strong>Clinton Watershed TLT (2009, 50-year lease)</strong></td>
<td>6.5</td>
<td>40.0</td>
<td>N</td>
<td>Water source, perennial creek with native vegetation</td>
</tr>
<tr>
<td><strong>Freeland Wetlands</strong></td>
<td>6.7</td>
<td>39.5</td>
<td>Y</td>
<td>Wetlands, forest, trails, wildlife and bird habitat</td>
</tr>
<tr>
<td><strong>Brainers Road Trust Land Transfer (TLT)</strong></td>
<td>7.1</td>
<td>40.0</td>
<td>Future</td>
<td>Forest and riparian habitat</td>
</tr>
<tr>
<td><strong>Dave Mackie Park/ Maxwelton Beach</strong></td>
<td>7.8</td>
<td>5.0 + Beach</td>
<td>Y</td>
<td>Boat Ramp, playground, restroom, beach access, ballfield, picnic shelters</td>
</tr>
<tr>
<td><strong>Freeland Park</strong></td>
<td>7.9</td>
<td>17.0</td>
<td>Y</td>
<td>Boat ramp, playground, picnic shelter, pavilion</td>
</tr>
<tr>
<td><strong>Deer Lagoon</strong></td>
<td>8.1</td>
<td>326</td>
<td>Y</td>
<td>Wetlands, wildlife and bird habitat</td>
</tr>
<tr>
<td><strong>Glendale Creek TLT</strong></td>
<td>8.3</td>
<td>40.0</td>
<td>Future</td>
<td>Mature forest connected to Hammons Preserve</td>
</tr>
<tr>
<td><strong>Hammons Preserve</strong></td>
<td>8.3</td>
<td>9.5</td>
<td>Y</td>
<td>Next to Glendale Creek TLT, wildlife habitat, wetland/stream/heritage orchard</td>
</tr>
<tr>
<td><strong>Mutiny Bay</strong></td>
<td>8.9</td>
<td>Unknown</td>
<td>Y</td>
<td>Boat ramp</td>
</tr>
<tr>
<td><strong>Possession Point Park</strong></td>
<td>10.1</td>
<td>30.0</td>
<td>Y</td>
<td>Boat ramp, shoreline, trail</td>
</tr>
<tr>
<td><strong>Wahl Road TLT (2009, 50-year lease)</strong></td>
<td>10.7</td>
<td>0.25</td>
<td>Beach</td>
<td>Y</td>
</tr>
<tr>
<td><strong>Wahl Point Boat Launch</strong></td>
<td>11.8</td>
<td>4.0</td>
<td>Y</td>
<td>Boat ramp</td>
</tr>
<tr>
<td><strong>South Whidbey State Park + Ryan Addition</strong></td>
<td>13.8</td>
<td>354.3</td>
<td>Y</td>
<td>Trails, beach access, picnic shelter, campsites</td>
</tr>
</tbody>
</table>

**Total Acreage within a Five Mile Radius**: 1553.6

**Total Acreage within a 5-10 Mile Radius**: 679.9

**Total Acreage within a 10-15 Mile Radius**: 409.05

**Legend**
- Gray = Includes School Structures
- PO = Permission Only
- POSW = Port of South Whidbey
- SWSD #206 = South Whidbey School District
- WCLT = Whidbey Camano Land Trust
- WI = Whidbey Institute
- WSP = Washington State Parks

Within a five mile radius of the City of Langley, there are approximately 1553.60 acres of land preserved for recreational or habitat purposes. This acreage is largely clustered in two areas. One major cluster of protected land is associated with the Saratoga Woods, Putney Woods, Forest Forever and Metcal Trust lands, which provide around 934.0 acres of protected land northwest of the City of Langley, and the other area includes the lands associated with the South Whidbey School District, Maxwelton Valley Trustland Trails and South Whidbey Community Park. The lands of Community Park, the...
Trustland Trails and the school district comprise 462.6 acres of land, including active and passive use features, approximately 2.5 miles south of the City on Maxwelton Road.

In addition to the areas within five miles of the City of Langley, 679.88 acres of protected land exist within five to ten miles of the City and 409.05 acres of land exist within ten to fifteen miles of Langley. These lands include land south of the City on Maxwelton and Cultus Bay Roads, and areas west of the City, such as South Whidbey State Park.

To understand how this broader parks and open space system is used by the residents of Langley, residents were surveyed in 2009. As part of the survey, participants were asked the question “what are the three parks or recreation areas on South Whidbey that you use the most and what are the main reasons you visit”. Five parks and open space areas received the most responses: South Whidbey Community Park, Double Bluff, Dave Mackie Park/Maxwelton Beach, Saratoga Woods and South Whidbey State Park (see Figure OS-1). These parks and open space areas are described below.
South Whidbey Community Park: South Whidbey Community Park is a 120 acre park located 2.3 miles south of the City of Langley on Maxwelt on Road. The park is run by South Whidbey Parks and Recreation District and serves as the main active-use park for the south end of the island. The park contains a number of active-use features, such as a large playground, a skate park, four baseball fields, five soccer fields, and a basketball court, as well as a variety of passive use features, including picnic tables and trails for hiking and biking. South Whidbey Community Park was the most used park facility according to the park survey, with City residents identifying the trails and Castle Park, the large playground inside the park, as the major features that they enjoyed.

Double Bluff: Double Bluff Park is a 24,354 foot long beach located near Useless Bay on the southwest portion of Whidbey Island. The beach is located 10.7 miles southwest of the City of Langley and offers sandy areas of beach on its eastern portion and a rockier, cobble beach as one travels further west on the site. The beach features views of Seattle, Mount Rainier, and the Cascade and Olympic Mountains on clear days and has tide pools and other beach environments for individuals to explore. The park is the second most used park or natural area outside of the City of Langley, according to the respondents of the park survey, and is valued for its beach enjoyment activities, views, walks and off-leash dog area.

Dave Mackie Park/Maxwelton Beach: Dave Mackie Park/Maxwelton Beach is a park and beach access, co-owned by Island County and the Port of South Whidbey, that is located 7.8 miles south of Langley on Maxwelton Road. The park features a mixture of active and passive use activities including a baseball field with a grandstand, a boat ramp, picnic shelters, a play area, and beach access. Survey respondents said that they enjoyed the beach on the site, walking in the area, picnicking and watching the evening sunsets from the park.

Saratoga Woods/Putney Woods: Saratoga Woods and Putney Woods are two forests that comprise a 720+ acre natural area to the west of the City of Langley. The forests provide miles of trails for hikers, bikers, runners, and back country horse riders, and offer a diverse range of landscapes for users to visit including high bluff waterfront, second growth forest and wetland environments. The area was the fourth most used south end park or natural area outside the City of Langley with park survey respondents identifying the trails and walking through the woods as the primary reason for their visits.

South Whidbey State Park: South Whidbey State Park is a 347 acre park, owned and operated by Washington State Parks, that is located 13.8 miles from the City of Langley. The park features a number of trails and natural features, including a remnant old-growth forest and 4,500 feet of saltwater beach access, and offers amenities such as covered picnic areas, restrooms, campsites, and an outdoor pavilion area. Respondents to the survey identified hiking through the area, as well as the mature forest, as the major features that they enjoyed about the park.
The City of Langley Urban Growth Area contains a number of park, natural areas, and critical areas in addition to these regional facilities. Langley contains 10.8 acres of park land, 36.3 acres of City and privately-owned natural areas, and over 250 acres of publicly and privately-owned critical areas and their buffers. However, a number of undeveloped areas in the Urban Growth Area perceived by residents as protected open space, especially those lands used for agricultural purposes and important for habitat, are not currently protected. The areas of existing protected parks, natural areas and critical areas are analyzed in detail below. Numbers following the listings correspond with items on Table 2 and Figure OS-2.

**CITY-OWNED PARKS**

City-owned parks found in the City of Langley are primarily community mini-parks that are located along major roads into town or in the downtown area. Seven of the ten developed parks in the City are located in the downtown area (Cascade Walkway, Langley Park, Phil Simon Park, Robert L. Smith Park, Seawall Park, and Thomas Hladkey Memorial Park), and one park (Generation Park) is located on a major road into downtown. Only one developed park in the City currently functions as a neighborhood park (the Cedars-Tract 100).

**Cascade Avenue Walkway** (see number 1): The Cascade Avenue Walkway is a 1.28 acre community mini-park located in the downtown portion of Langley. The park includes the flat area east of Cascade Avenue, as well as a large portion of the bluff east of the walkway. The upland portion of the park provides interpretive signage, benches and views of the marina, Saratoga Passage and the Cascade Mountains. The sloped portion of the area is vegetated and contains no human use areas.

The walkway is the most used park by residents of the City, according to the results of the park survey, with 152 people (82.2 percent of the respondents) saying that they used the site at least once a year, and 105 people (56.8 percent) saying that they used the site twelve or more times a year. Park users primarily identified the views of the surrounding natural features as the major feature of the park that they enjoyed, with 82 people responding that they appreciated the views from the walkway. Other respondents mentioned that they appreciated walking through the park, the proximity of the area to their home, and the ability to watch wildlife such as whales and birds from the park.

**Generation Park** (see number 2): Generation Park is a 0.35 acre community mini-park located at the northwest portion of the Second Street and DeBruyn Avenue intersection. The park was constructed by the Langley Community Club in 2005 on a site previously occupied by the City of Langley maintenance facility, and the area features picnic tables and one of the two City-owned swing and slide play structures. The park was identified in the parks survey as one of the least used, with 116 people (or 66 percent of the respondents for the park) saying that they visited the area zero times over the course of a
## TABLE 2: CITY OF LANGLEY PARK AND NATURAL AREA INVENTORY

<table>
<thead>
<tr>
<th>Key #</th>
<th>Name</th>
<th>Size</th>
<th>Facilities</th>
<th>Critical Area on Site</th>
<th>City-Owned</th>
<th>Private</th>
<th>Other Public</th>
<th>Park Facility</th>
<th>Natural Area</th>
<th>Undev.</th>
<th>Park</th>
<th>Mini-Park</th>
<th>Special Use</th>
<th>Comm.</th>
<th>Neigh.</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Cascade Walkway</td>
<td>1.28</td>
<td>Benches, interpretive signs</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>2</td>
<td>Generation Park</td>
<td>0.35</td>
<td>Playground, picnic tables</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>3</td>
<td>Langley Park</td>
<td>0.15</td>
<td>Picnic tables, shelter, chairs, art</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
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<td>x</td>
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<tr>
<td>4</td>
<td>Langley-Woodmen Cemetery</td>
<td>6.06</td>
<td>Cemetery</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
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<td>5</td>
<td>Robert L. Smith Park (Boy and Dog)</td>
<td>0.15</td>
<td>Picnic tables, statue, beach</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
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<tr>
<td>6</td>
<td>Seawall Park</td>
<td>1.44</td>
<td>Picnic tables, trail, benches</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
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<td>x</td>
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<tr>
<td>7</td>
<td>The Cedars Subdivision-Tract 100</td>
<td>0.65</td>
<td>Playground, benches</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
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<td>8</td>
<td>Thomas Hadkey Memorial Park</td>
<td>0.25</td>
<td>Benches</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
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<tr>
<td>9</td>
<td>Coles Road Natural Area (Across from WWTP)</td>
<td>14.55</td>
<td>Trail</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
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<td>x</td>
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<td>10</td>
<td>Langley Well Site Natural Area</td>
<td>8.17</td>
<td>Water pump/ Trails</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
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<tr>
<td>11</td>
<td>The Meadow’s Wetland Natural Area</td>
<td>2.14</td>
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<td>x</td>
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<td>x</td>
<td>x</td>
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<tr>
<td>12</td>
<td>The Cedars Subdivision-Tract 105</td>
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<td>x</td>
<td>x</td>
<td>x</td>
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<td>Debruyin Right of Way</td>
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<td>1.36</td>
<td>None</td>
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<td>x</td>
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<td>x</td>
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<td>Park Right of Way</td>
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<tr>
<td>16</td>
<td>Noble Cliff Subdivision-Tract A</td>
<td>1.84</td>
<td>-</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
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<tr>
<td>17</td>
<td>Noble Cliff Subdivision-Tract C</td>
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<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
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<td>x</td>
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<tr>
<td>18</td>
<td>The Cedars Subdivision-Tract 101</td>
<td>2.19</td>
<td>-</td>
<td>x</td>
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<td>x</td>
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<tr>
<td>19</td>
<td>The Cedars Subdivision-Tract 104</td>
<td>2.27</td>
<td>-</td>
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<tr>
<td>20</td>
<td>The Cedars Subdivision-Tract 108</td>
<td>0.89</td>
<td>-</td>
<td>x</td>
<td>x</td>
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<td>x</td>
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<td>21</td>
<td>The Cedars Subdivision-Tract 109</td>
<td>0.19</td>
<td>-</td>
<td>x</td>
<td>x</td>
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<td>22</td>
<td>The Cedars Subdivision-Tract 110</td>
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<td>23</td>
<td>The Highlands PUD-Tract A</td>
<td>2</td>
<td>Trail</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
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<td>x</td>
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<tr>
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<td>Woodside Subdivision-Tract C</td>
<td>2.12</td>
<td>-</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
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<tr>
<td>25</td>
<td>Woodside Subdivision-Tract D</td>
<td>0.63</td>
<td>-</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
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<td>x</td>
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<tr>
<td>26</td>
<td>Phil Simon Park (Port of South Whidbey)</td>
<td>0.46</td>
<td>Picnic tables, restrooms, boat launch, dock</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td>x</td>
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<tr>
<td><strong>Total Acreage</strong></td>
<td><strong>49.50</strong></td>
<td></td>
<td></td>
<td></td>
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</tbody>
</table>
Please Note: The numbers for facilities on this map correspond with the numbers in Table 2. Areas marked with an asterisk are public lands that are not owned by the City of Langley that are used for parks, open space and recreation purposes. The areas marked with an asterisk are not included in Table 2.
year and only 9 people (5.1 percent) saying that they visited it twelve or more times a year. Respondents that utilized the area said that the park was a good place for kids and that they appreciated the play set in the park.

**Langley Park** (see number 3): Langley Park is a 0.15 acre community mini-park located at the southwest portion of the Second Street and Anthes Avenue intersection. The park was donated to the City of Langley in 1998 by Nancy Nordhoff and contains a number of unique features, including a shelter constructed of metal and recycled wood and brightly painted lawn chairs and tables. The park is the fifth most used park in the City, according to the results of the parks survey, with 142 people (79.3 percent of the respondents for the park) saying that they visited the area at least once a year and 37 people (20.6 percent) saying that they visited the park twelve or more times per year. Survey respondents said that they appreciated the “charming,” “sweet,” “funky” and “whimsical” nature of the park and identified the park’s central location as a major draw for their use.

**Langley-Woodmen Cemetery** (see number 4): The historic Langley-Woodmen Cemetery is a 6.06 acre special-use park located along Al Anderson Avenue in the southern portion of the City of Langley. The area, while not containing features traditionally associated with a park, combines unique gravesites and tombstones with the surrounding natural setting to provide a peaceful, contemplative environment for residents of the City.

The cemetery is used moderately by residents of the City according to the park survey, with 56.5 percent of the total respondents for the cemetery saying that they visited at least once a year and 18.5 percent saying that they used the site twelve or more times a year. Individuals that made use of the area said that they appreciated the “peaceful,” “quiet” and “serene” qualities of the cemetery, the trees and natural setting, and the ability to walk to and through the area.

**Mildred Anderson and Faye Bangston Park** (see number 14): Mildred Anderson and Faye Bangston Park is a 1.36 acre undeveloped neighborhood park that was donated to the City of Langley as part of recordation of The Highlands Planned Unit Development. The park is located south of the Well Site Natural Area and has a trail connection with the natural area. The park contains no other amenities at this time.

**Robert L. Smith or “Boy and Dog” Park** (see number 5): Robert L. Smith Park, or Boy and Dog Park, is a 0.15 acre passive use community mini-park that is located in the middle of the First Street business core. The park was donated to the City in 1969 by Langley on Whidbey Island, Incorporated (of which park namesake Robert L. Smith was a partner) and the area features two of the most iconic images associated with the City of Langley: the Georgia Gerber “Boy and Dog” sculpture and the view of the Cascade Mountains beyond the Saratoga Passage. The park contains several benches to enjoy these features, as well as landscaped areas and stairs that provide access to Seawall Park.

The park is the second most used in the City of Langley, according to the survey data, with 161 respondents for the park (87.0 percent) saying that they visited the site at least once a year and 86 individuals (46.5 percent) saying that they visited the site twelve or
more times in a year. Park users identified the view from the park as the primary feature that they enjoyed; however, a number of individuals also identified items such as the benches, statue, stairs to Seawall Park, and using the site for gathering or people-watching as important features of the park.

**Seawall Park** (see number 6): Seawall Park is a linear 1.44 acre community mini-park that was created in 1975 when the seawall was constructed along the Saratoga Passage. The park offers 1,140 feet of saltwater beach access; views of Saratoga Passage, Camano Island, and the Cascade Mountains; and amenities such as totem poles, a walking trail, beach access, benches and picnic tables. The park abuts private property on its southern side, and this neighboring undeveloped property makes the park area appear larger than its actual size. The neighboring private property includes flat portions of the land adjacent to the park, as well as the bluff that divides the park from First Street.

The park is the third most used park by residents of the City, according to the respondents to the park survey, with 158 people (83.3 percent of respondents for the park) saying that they visited at least once a year and 63 people (33.2 percent) saying that they visited twelve or more times in a year. Survey respondents said that they primarily valued the park’s proximity and access to the water and the scenic views from the park; a number of respondents also said that they enjoyed the peaceful nature of the area, its benches, its walkability, and the park’s proximity to downtown.

**The Cedars Subdivision-Tract 100** (see number 7): Tract 100 of the Cedars is a 0.65 acre neighborhood mini-park that was donated to the City of Langley as part of the creation of the Cedars subdivision. The park features one picnic table and one of the two City-owned play structures in Langley. The park is the least used park in the City according to the parks survey, with 143 respondents (85.1 percent of the total respondents for the park) saying that they visited the park zero times in a year and only 5 people (2.9 percent) saying that they used the park twelve or more times a year. Several respondents said that they did not know that the park existed, where the park was located, and had never visited the area.

**Thomas Hladkey Memorial Park** (see number 8): Thomas Hladkey Memorial Park is a 0.25 acre community park located at the north end of the Anthes Avenue right-of-way. The park, named after a former Public Works Director for the City of Langley, has been devoted to public use as a right-of-way since the creation of the 1890 Plat of Langley and the area originally provided access to the first marina in Langley. The park was recently redeveloped as part of the Two Totems construction project, a mixed-use development located west of the park, and the area now includes three benches, a whale bell, landscaping and interpretive signage.

The park receives moderate use, according to the respondents of the parks survey, with 123 people (70.7 percent of the respondents for the park) saying that they visited at least once a year and 32 people (18 percent) saying that they used the park twelve or more times in a year. Survey respondents said the views from the park and the access to the park provides to Seawall Park were the primary reasons that they used the area.
DeBruyn and Park Right-of-way ends (see numbers 13 and 15): The right of way ends on DeBruyn and Park Avenue have been dedicated for public use since the original platting of Langley. These areas have long been thought of as potential mini-park locations; however, neither of these areas has ever been utilized as such.

Other City-owned Land with Park Type Features: Several City-owned parcels also have sitting areas and other outside features for passive-use enjoyment. These parcels include land around the Langley Library, City Hall, the Post Office, and Chamber of Commerce buildings. The land around the library includes a Georgia Gerber statue called “Otter Memories” as well as a bench and other places to sit, while City Hall includes a covered area, benches, and a picnic table. The land surrounding the Chamber of Commerce has public restrooms and a small courtyard with a bench, and the land in front of the Post Office includes landscaping and nine benches.

OTHER PUBLIC LAND USED FOR PARKS AND RECREATION

Island County Fairgrounds: The fairgrounds are a 13.98 acre site that hosts the annual Island County Fair. The grounds include a variety of outdoor spaces and buildings, including an arena, stables and exhibit centers that offer the opportunity for individuals to conduct specialized recreational activities associated with livestock. The fairgrounds area also offers space for a variety of recreational events including relay races.

Phil Simon Park (see number 26): Phil Simon Park is a 0.46 acre community mini-park that was acquired by the City of Langley in 1975 and transferred to the Port of South Whidbey in 2009. The park is located south of the marina and the combination of the park and marina are the fourth most used recreation area in the City. 146 people (or 78.4 percent of respondents for the park) said that they visited the site at least once per year and 48 individuals (25.8 percent of respondents for the park) said that they used the site twelve or more times per year.

Langley Middle School: The Langley Middle School and school grounds is located west of Camano Avenue and offers the largest array of active and passive use recreational features found within the City of Langley. The site has a passive use trail system that travels though a forested wetland composed of older alders with a diverse understory including salmonberries, elderberries, sword fern and skunk cabbage. The school grounds also provide a number of active-use outdoor sport fields, including two basketball courts; two baseball, softball or T-ball fields; a football field (that is also used for ultimate Frisbee); a soccer field; and a track. Additional recreational facilities, including three gyms, are contained inside the school complex, and are used by the South Whidbey Parks and Recreation District to provide recreational opportunities for youth and adults.

The outdoor fields on the school grounds receive little to moderate use according to the parks survey, with 73 people (41.2 percent of respondents) saying that they used the site at least once a year and only 25 people (14.1 percent) saying that they used the site
twelve or more times in a year. Respondents that used the area said they liked the flat open space provided by the fields, walking in the area, and playing sports on the grounds.

CITY-OWNED NATURAL AREAS

Langley contains three City-owned natural areas beyond these park facilities: the Coles Road Natural Area, the Well Site Natural Area, and the Meadow’s Wetland Natural Area. These natural areas provide 24.86 acres of land for open space purposes in the City, but are currently underutilized by the residents of the City. These areas and the features that they provide are analyzed below. Numbers following each of the headings correspond with the items on Table 2 and Figure OS-2.

Coles Road Natural Area (see number 9): The Coles Road Natural Area is a 14.55 acre site located in the southwest portion of the City Langley. The area was logged, though not clearcut, in the early 1980’s and features a mixture of individual, older Douglas firs and dense stands of younger western hemlock and red alders. The site also contains some areas of understory vegetation, such as huckleberries and salal, although this understory growth is limited due to the dense forest present throughout much of the parcel. The Coles Road Natural Area contains one informal pedestrian trail that provides access to the land surrounding the Puget Sound Energy distribution station found west of the site, but the City has made no short or long-term plans for the use of the area.

Langley Well-Site Natural Area (see number 10): The Langley Well-Site Natural Area is an 8.17 acre site that houses the wells and well house for the City of Langley. The site is located directly west of the institutional uses of Camano Avenue (the Fairgrounds and Langley Middle School) and directly east of the residential uses along Al Anderson Road (the Highlands PUD and Northview Subdivision). The area is forested with Douglas fir, red alder and Western Red Cedar trees, and contains a variety of understory vegetation including black and red huckleberry, salal, sword fern, and elderberry. The site contains one informal trail along its western portion, but the City has no short or long-term plans for the future use or care of the area.

Meadows Wetland Natural Area (see number 11): The Meadows Wetland Natural Area is a 2.14 acre parcel that was given to the City of Langley in 2007 as part of the recordation of the Meadows Planned Unit Development. The area includes a portion of the wetland that runs from Coles Road to near Third Street, and is composed of pasture and shrub wetland plant communities, including a number of invasive species such as blackberry and Canada thistle. The City has no plans for the future use or maintenance of this area at this time.

PRIVATELY-OWNED NATURAL AREAS

Natural areas have also been provided by private development within the City (see numbers 16 to 25 on Table 2 and Figure OS-2). Langley has 10.9 plus acres of privately-owned natural areas that have been dedicated as open space as part of the recordation of a subdivision. These areas are owned and maintained by a homeowners’ association, not
the City of Langley and exist within the Cedars, Noble Cliff and Woodside Subdivisions, as well as The Highlands Planned Unit Development. These areas function to preserve critical areas such as steep slopes (in subdivisions like Noble Cliff, the Cedars and Woodside); buffer development from roads (in the Cedars, Highlands and Noble Cliff); and provide amenities such as trails (in Noble Cliff and the Highlands).

**CRITICAL AREAS**

The Langley Urban Growth Area also has over 250 acres of critical areas and their buffers in addition to these parks and natural areas. These critical areas include a number of steep slopes, streams, and wetlands that are privately-owned, but are protected under the Critical Areas Ordinance of the City of Langley (see Figure OS-3).

**Steep Slopes:** Langley contains a number of linear bands of steep slopes that travel through and around the planning area. Most of these bands were created by the retreat and meltwater of the Vashon Glaciation, which formed a number of north trending steep slope systems; however, one belt of steep slopes along the Saratoga Passage was formed more recently through the process of coastal erosion. These steep slope systems display the geologic history of Whidbey Island, and in many instances merge with areas of streams and wetlands within the valleys to form larger habitat and natural areas of land that are primarily privately-owned, but protected under the Critical Areas Ordinance.

**Streams:** Three streams exist in the City of Langley: Saratoga Creek, Brookhaven Creek and Noble Creek. These streams are generally narrow in width, rarely exceeding four feet, and are fully contained within the Urban Growth Area. Each of these streams is unique.

Brookhaven Creek has contributed a great deal to the development of Langley. Initial buildings in the City were located near the creek and early founders utilized the relatively short bluff associated with the outlet of the creek as the logical location for a marina. Early citizens also utilized the water from the creek as a water source. This historic process of the City growing around the stream has made Brookhaven Creek the most urbanized and altered stream within the City. The stream has been put into culverts and pipes in a number of locations, the stream course has been altered, and the wetlands previously associated with the stream have been filled. Houses and other developments have also been placed in the stream’s riparian area.

Saratoga Creek, at the opposite extreme, is perhaps the most natural or scenic stream within the City. The creek is piped under two roads and is piped an additional 250 feet at the stream’s mouth on the Saratoga Passage; however, little development has occurred around the stream and the stream corridor retains a number of unique natural features.
The creek begins in a large forested wetland that contains a mixture of alders and cedars of varying age, including a number of snags and fallen trees useful for wildlife habitat. As the stream travels north from the wetland, it descends a ravine that is up to 110 feet deep. This depth is especially striking given the fact that only a four foot wide stream now flows through the area. The ravine contains large Douglas Firs, cedars, and some spruce trees, as well as understory vegetation including salmonberries and salal, but invasive ivy is slowly degrading the overall habitat of the area.

Noble Creek follows a similar path to the Puget Sound as Saratoga Creek. The creek begins in a mixed aged cedar and alder forested wetland south of Sandy Point Road; travels through a culvert under Sandy Point Road; and then moves into another riparian wetland system. This riparian wetland north of Sandy Point Road and its buffer includes several cedars with a sword fern understory that transitions to a primarily even aged alder forest moving north to Edgecliff Drive. The alder forest contains a diverse understory including elderberry, salmonberry, skunk cabbage, trillium, and false lily of the valley, and contains few invasive plant species. Beyond this wetland, the stream then descends to the Saratoga Passage via a ravine north of Edgecliff Road.

**Wetlands:** A number of wetlands are also located throughout Langley. These wetlands are associated with each of the streams found in the City, as well as areas of poorly draining soil not associated with streams, such as the eastern portion of the Edgecliff/Sandy Point area (please note: not all wetlands are known or mapped on Figure OS-3). These wetlands are primarily forested, with some areas having a mixed age and species canopy and others having an even aged alder canopy, though some areas of wet meadows and shrub/scrub wetland do exist, especially in portions of the wetland that runs parallel to Third Street. The overall habitat quality of these various wetlands varies greatly.

**MAJOR THEMES FROM THE INVENTORY AND PARKS SURVEY**

Based on this overview of the existing parks and open space system, several themes and issues emerge. These themes are outlined below.

1. **Regional Parks and Open Space Features.** The south end of Whidbey Island contains a wealth of parks and open space features. Over 1,500 acres of parks and open space land exist within five miles of downtown Langley and this land is clustered in two main areas: along Maxwelton Road and between Saratoga and Brooks Hill Road.

2. **A Narrow Range of Landscapes and Ecosystems.** Existing parks and natural areas showcase a narrow range of the landscapes and ecosystems found in the City of Langley. Several parks offer views of the Saratoga Passage and the Cascade Mountains, and some provide beach and water access, but few parks or open space features offer access to farmlands, ravines, wetlands, stream corridors, or steep slope areas.
3. **The Distribution of Parks and Natural Areas.** Existing parks and natural areas are not distributed evenly throughout the Urban Growth Area. Existing parks and natural areas accessible to the public (and known by the public) are primarily located in the historic central portion of the City and several neighborhoods have no easy access to a park or natural area.

4. **A Non-Integrated Open Space System.** Existing park and natural features do not form an integrated open space system. Current parks and natural areas exist as distinct entities and have minimal habitat or pedestrian connections between each feature.

5. **Varied Appreciation of Parks.** The use and appreciation of the parks system varies widely between parks. Existing parks containing views of the Saratoga Passage and the Cascade Mountains are highly valued and used by residents of the City, but other parks, including facilities with playgrounds, are only minimally used.

6. **The Prevalence of Passive Use Mini-parks.** Existing parks in the City of Langley are primarily passive use mini-parks. Few parks are larger than an acre in size, or offer a mixture of passive and active uses.

7. **Underutilized City-owned Natural Areas.** Existing City-owned natural areas are underutilized for recreational or habitat purposes. These areas encompass over fifty percent of the parks and open space lands located within the City and have the potential to provide additional public access or improved habitat.

8. **An Incomplete Trail System.** Few publicly accessible trails exist in the Urban Growth Area. Trails that exist are fragmented and were created, in many instances, without a larger trail system in mind. No connections between beach access points exist.

9. **Maintenance and Appearance.** Continuing maintenance is essential for the parks and open space system. Few plans exist for the long-term enhancement and maintenance of existing parks and natural areas.

10. **Lack of Signage.** Existing City-owned parks and natural areas have few identification or wayfinding signs. These facilities, as a result, are not clearly perceived by residents as available for public use.

11. **The Importance of Critical Areas.** Existing critical areas and their buffers provide a foundational element for the parks and open space system. Critical areas form a series of belts through and around the Urban Growth Area and are currently protected under the Critical Areas Ordinance of the City of Langley. These areas also represent key features that display the geologic and ecological history of the area.
2. What Parks and Open Space Do We Want?

Based on these major themes from the inventory, as well as citizen input about desired park facilities (see Appendix 1), the Parks and Open Space Commission developed a number of goals for the parks and open space system. These goals include: the formation of an integrated open space system; the distribution of park and open space features throughout the City and Urban Growth Area; the creation and preservation of a diversity of park and open space types; the creation of a trail system; improved functionality, including signage, for each park; and improved maintenance for the parks and open space system.

The Parks and Open Space Commission also developed the Core Areas and Corridor concept to provide a framework to implement a number of these concepts, especially goals related to the preservation of open space. This Core Area and Corridor concept seeks to preserve large areas of open space adjacent to a series of connecting belts. The concept envisions core areas as large habitat areas or areas of open space, including agricultural land, and sees critical areas or other connecting features as corridors to ensure that these larger areas are connected. The concept is summarized by the following six principles:

1. Critical areas are the foundation for the parks and open space system;
2. Critical areas form a pre-existing belt/corridor system around much of the City of Langley;
3. For habitat and open space purposes, the corridors should be as wide as possible balancing other land use priorities;
4. Core habitat or open space areas should be connected to the corridor system;
5. A diversity of core areas should be provided; and
6. Core areas should be as large as possible for habitat and open space purposes.

This concept and the general goals for the parks and open space system informed the following Level of Service Standards necessary to meet the community’s basic needs and expectations, for parks, open space, and trails.

**LEVEL OF SERVICE – PARKS**

- Each park fulfills a recreational or leisure need that makes it attractive to residents and visitors.
- Each park has safe access for pedestrians to visit the park.
- Each public park clearly welcomes public use through signage or an attractive park entrance.
- Each residential or commercial space in the City is within a five minute or quarter mile walking distance of a park or natural area with facilities that allow public access (see Figure OS-4).
The park system contains a diverse array of amenities appropriate for the landscape including viewpoints, beach access, passive use features, and structured activity areas.

**LEVEL OF SERVICE – OPEN SPACE**

- Critical area corridors and buffers are preserved to create open space connectivity through the City.
- Open space set aside as part of new developments connects with critical area corridors and other open spaces.
- The open space system contains a diversity of open space habitats and types including farmland, riparian habitat, forested habitat, wetlands, and bluffs.
- Scenic treelines visible from downtown, neighborhoods and City entries are protected (Treelines visible from downtown and along the scenic entry corridors are displayed in Figure OS-5).
Development projects contribute to maintaining a citywide level of service for open space in accordance with the standards contained in the Capital Facilities Element. Development projects in certain parts of the community containing over 40 percent critical area and associated buffer contribute some portion of the developable land to open space.

LEVEL OF SERVICE – TRAILS

- A pedestrian trail system connects the following features (potential locations for these connections are represented in the Conceptual Trail System map (see Figure OS-6)):
  
  A. Saratoga Road and Saratoga Passage (along the Saratoga Creek ravine);
  B. Third Street and Sixth Street;
  C. Third Street and the Wastewater Treatment Plant (along the sewer easement or another route);
  D. The southern portion of Coles Road, Sixth Street and Al Anderson Road;
  E. The Langley Woodmen Cemetery and Maxwelton Road;
  F. The south end of Al Anderson and Maxwelton Road;
  G. Langley Road and the Cedars;
H. Langley Road and Edgecliff Drive (along the Noble Creek corridor);
I. Highlands and Sixth Street with connections to the wetland behind the Langley Middle School;
J. Seawall Park and Phil Simon Park/ Marina;
K. Cascade Avenue and the Marina;
L. Sandy Point Road and Edgecliff Drive; and
M. Edgecliff Drive and Indian Point Lane.

FIGURE OS-6

- Entrances to publically accessible trails are clearly marked.
- Trails are the minimum width and surfacing required to allow use by the intended user.
- The trail system is interconnected with the city and countywide trails system.

LEVEL OF SERVICE – MAINTENANCE

- Maintenance procedures that relate directly to facility design, context, kinds of use, and frequency of use are written and implemented for each new and existing park, open space and trail feature.
- Invasive native and exotic plants are controlled with an integrated management system according to species requirements.
● Sustainable park, open space, and trail design and maintenance is achieved through methods including: low water usage; minimal alteration of local hydrology; retention of natural soils; minimal habitat disturbance; and use of native species.
● Parks, open space and trail facilities are maintained in clean, working order. Regular inspection and maintenance is included in each park management plan.

3. How do we get there? - Goals and Policies

In order to meet the general goals and Level of Service Standards for parks, open space, trails, and maintenance the City should strive to achieve the following goals and policies.

**PARKS**

**Goal 1:** Provide and maintain a safe, attractive, enjoyable and diverse park system that meets the needs of city residents, businesses, and visitors.

1.1 Develop a plan to make sure that each park meets the needs of residents, businesses and visitors and work to implement those plans.

1.2 Provide a balance of active and passive open space and parks that are well integrated throughout the city.

1.3 Identify potential parks or open space in areas that are not currently served by the five minute, quarter mile walking radius and work to achieve public access on those properties.

1.4 Require larger developments to establish or contribute to the establishment of an accessible park or open space amenity in areas not meeting the five minute or quarter mile walking radius.

1.5 Ensure that each park has a safe access for pedestrians to visit the area.

1.6 Provide a mixture of amenities including: viewpoints, beach access, passive use features, community agricultural land, cultural features, and structures and features for children, youth, families, the elderly, and people with disabilities. Ensure that each of the amenities provided is suited to the specific location and environmental conditions of the park.

**OPEN SPACE AND HABITAT**

**Goal 2:** Work to create an integrated habitat and open space system in the Langley Urban Growth Area and preserve large areas of open space beyond the city planning area.
Policies Specific to the City Limits and Urban Growth Area

2.1 Ensure that Langley’s natural environment is a key to the quality of life and economic development of the City.

2.2 Ensure that the community’s heritage of natural assets - shorelines, streams, views, wildlife habitat, riparian corridors, wetlands, steep slopes, agricultural land, and abundant natural vegetation is protected, preserved, and enhanced.

2.3 Implement the Core Area and Corridor Concept to protect habitat and other open space areas, and realize the integrated open space system.

2.4 Ensure that core open space areas and connecting corridors are protected by the city to the greatest extent possible, using tools including but not limited to direct acquisition or non-purchase options to the extent permitted by law, such as conservation easements, development standards and agreements and transfer or purchase of development rights.

2.5 Protect critical areas and their buffers as wildlife corridors throughout the City. Create trails in these areas when the trail is in the best location to connect areas articulated within the trail Level of Service and the trail is designed to be consistent with the Critical Areas Ordinance.

2.6 Preserve core open space areas adjacent to the critical area or corridor system to provide large areas for wildlife habitat, community agriculture or other open space amenities.

2.7 Ensure that all new development contributes to open space that connects with critical area corridors or other open spaces.

2.8 Preserve a mixture of core natural areas and open space including farmland, forests, steep slopes and riparian habitat.

Policies Specific to Land beyond the Urban Growth Area

2.9 Encourage the protection and acquisition of large areas of open space in the county including agricultural, forest, and natural resource lands.

TREELINES

Goal 3: Protect treelines essential to the character of the City of Langley

3.1 Ensure that a contiguous treeline is preserved in all areas articulated within the treeline Level of Service.
3.2 Work with Island County and the Washington Department of Natural Resources to ensure that treelines in the Urban Growth Area and Joint Planning Area are protected.

SCENIC ENTRIES

Goal 4: Foster attractive and signature gateways at the city entrances.

TRAILS

Goal 5: Develop a trail system that connects parks, open space, residential neighborhoods, and commercial areas inside and outside the City of Langley.

5.1 Implement the trail Level of Service through City funding, development regulations, shared use street standards, development set asides, acquisition, easements and other means.

5.2 Enhance circulation between the varied parks and open space features and strengthen connections to neighborhoods through the use of the following features:

1. Pedestrian Paths and Bikeways. Develop a multi-use pathway or trail system that connects points in the city and areas in the county.

2. Shared Use Streets. View the street as a social space and an extension of the park, open space and trail system. Design and use streets and alleys for several modes of travel, not just the automobile.

3. Scenic Roads. Enhance the open space role that scenic corridors play for motorists, bicyclists and pedestrians.

4. Marine Recreation and Water Access. Increase opportunities for public access to the water and create additional connections between access points along the water. Utilize stream corridors/ravines as opportunities for developing further access to the water.

5.3 Develop trail easement guidelines; and work with landowners and encourage the donation of trail easements.

5.4 Provide public education about trail use etiquette.

5.5 Approach Island County to include trail easements in the Public Benefit Rating System for reduced property taxes.

5.6 Work with Island County to implement the Non-Motorized Trails Plan. Work specifically to achieve a non-motorized connection to the Saratoga Woods and Putney Woods complex.
5.7 Ensure that new trails utilize native soil as a surface material and that no gravel or manmade surfaces are imported except when handicapped accessibility is sought.

5.8 Develop new trails that provide access to natural features with minimal disturbance to the ecosystem. Ensure that trail widths are the minimum necessary for the intended user and native vegetation surrounding the trail is retained.

**SIGNAGE**

**Goal 6:** Create a signage system for the parks and open space system.

6.1 Develop entrance signage or other methods to identify parks, open space, or trails where public access is allowed.

6.2 Develop a consistent signage and wayfinding system that can be used to guide individuals to parks, open space, and trails throughout the City.

**PARK CREATION AND LAND PROTECTION**

**Goal 7:** Utilize a variety of methods to create, preserve and protect parks, open space, and trails.

7.1 Develop a broad and creative funding strategy for park creation, open space protection, and trail development. Utilize regulatory, non-regulatory and taxation methods to achieve the acquisition of fee simple property, the acquisition of development rights or easements, the protection of privately owned land, and the use of other organizations’ land.

7.2 Develop a designated land acquisition fund.

7.3 Ensure that public open space is incorporated as an essential component of new public, residential and commercial development.

7.4 Require private development in the city to provide or contribute to open space in proportion to the size and type of development involved. Utilize the option of off-site open space when the parcel is less than two acres in size; when the open space will not be used for community agriculture; and when the parcel does not directly abut neighboring open space or critical area land.

7.5 Take advantage of opportunities to incorporate public open space as an important element of major public projects, including transportation and public utilities and facilities required to meet the increased demand for public services resulting from growth.
7.6 Maximize the potential of the street system for public use through the use of public rights-of-way, where appropriate, for open space, waterfront access, tree planting, landscaping, pedestrian amenities, recreation space, and view corridors.

7.7 Retain city-owned lands, including excess rights-of-way, for open space purposes.

7.8 Promote private recreation facilities within the city by making allowances for such uses in the zoning and land use regulations.

**MAINTENANCE**

**Goal 8:** Ensure that parks, natural areas and trails are well-cared for and maintained to preserve the natural beauty and ecological integrity of the area.

8.1 Write and implement maintenance plans and procedures for each new and existing City-owned park, open space and trail feature. Ensure that these plans and procedures address the following items when applicable:

1. Irrigation;
2. Soil amendment, grading, mulching, and/or drainage;
3. Pruning;
4. Lawn management;
5. Control and/or eradication of invasive or exotic plant species;
6. Maintenance of structures and facilities;
7. Garbage removal; and
8. Weeding of landscaped areas.

8.2 Ensure that each open space parcel donated to the City, or dedicated as open space as part of the recording of a subdivision or Planned Unit Development, has a maintenance plan to promote the long-term health of the area.

8.3 Ensure that each park, open space, and trail acquisition and/or design is based on realistic maintenance capabilities.

8.4 Include long-term maintenance considerations into the design of each park, open space and trail feature through methods such as the use of native drought tolerant species, low water landscaping design, and the minimization of habitat disturbance.

8.5 Control and/or eradicate invasive or exotic plant species in City-owned parks, open space and trails.
8.6 Develop and implement strategies to encourage owners of privately-owned natural areas and critical areas to control and/or eradicate invasive or exotic plant species on their land.

**COOPERATION**

**Goal 9:** Maximize partnerships to: develop a cooperative, coordinated, and community-based park and open space system; and retain natural amenities essential to the character of Langley.

9.1 Cooperate with Island County, the South Whidbey School District, the Island County Fair Board, the Whidbey Camano Land Trust, the South Whidbey Parks and Recreation District, and others to develop and maintain park and open space areas.

9.2 Partner with Island County to better coordinate project review in the Urban Growth Area, Joint Planning Area and beyond to ensure that open spaces and natural amenities important to the character of Langley are preserved during development.

9.3 Work with the county and other jurisdictions to establish linkages between open space areas.

9.4 Promote volunteer programs to plan, develop, operate, maintain and improve parks.

**WATERFRONT**

**Goal 10:** Preserve, protect and expand, when possible, opportunities for the public to have access to and enjoyment of the waterfront area of the city.

10.1 Work cooperatively with the Port District of South Whidbey with the objective of expanding boat moorage, improving the boat ramp and the associated Phil Simon Park, and facilitating public access to the waterfront area.

10.2 Work cooperatively with private property owners as they seek to expand business opportunities in the waterfront area, recognizing the need to do so in an environmentally responsible manner and through means that are consistent with local, State and Federal regulations.
4. What are our priorities?

Based on these goals and policies, the Parks and Open Space Commission identified four major priorities for the next twenty years. These priorities and the general actions necessary to achieve them are listed below.

Priority 1: Implement the Core Area and Corridor Concept (see Figure OS-7)

1.1 Continue to protect existing critical areas regulated under the Langley Municipal Code to maintain the natural corridor system that is the foundation for the parks and open space system.

1.2 Protect core and corridor conservation areas (in the following prioritized order) to supplement the critical area system:

1. Agricultural land (Over Fifteen Acres).
2. Land adjacent to wetlands and streams.
3. Areas that fill gaps between parks and critical areas and critical areas.
5. Agricultural Land (Under Fifteen Acres).
6. Areas of Other Forests.
7. Shorelands including areas of shore access.

Priority 2: Enhance existing parks and open space amenities

2.1 Prepare management plans for each City-owned park and natural area within the City of Langley, including items such as maintenance, signage, and desired enhancements.

2.2 Implement the management plans for selected parks and natural areas.

Priority 3: Develop a trail system throughout the City of Langley.

3.1 Develop a trail easement information packet, acquire trail easements, and develop trails.

3.2 Work with Island County to implement their Nonmotorized Trail Plan, with particular focus on a connection between Langley and the Saratoga/ Putney Woods complex.

Priority 4: Support Community Agriculture
Please note: This map represents priorities for conservation, not the exact location or extent of future conservation areas.
5. How do we pay for our future projects?

In order to achieve these major priorities over the next twenty years, the City of Langley should draw upon a variety of funding sources and approaches to protect and enhance parks, open space and trails. These approaches should include methods to protect land that is not currently owned by the City of Langley, and methods to enhance existing City-owned properties.

METHODS TO PROTECT NON-CITY OWNED PROPERTY

The City of Langley has several options for the future acquisition or protection of land. These methods include the acquisition of fee simple property, the acquisition of development rights through the use of conservation easements, the protection of privately-owned land, and the use of other organizations’ land. These approaches are articulated below:

A. **Acquisition of fee simple property.** With the acquisition of fee simple property, the City of Langley acquires the outright ownership of a piece of land. Methods to implement this strategy are:

1. Outright purchase through:
   a. Grants including:
      i. Funding administered by the Recreation and Conservation Office, such as the Aquatic Lands Enhancement Account, Land and Water Conservation Fund, Nonhighway and Off-Road Vehicle Activities Program, Washington Wildlife and Recreation Program, and Youth Athletic Facilities Fund.
      ii. Island County Conservation Futures.
      iii. Funding provided by local service organizations.
      iv. Funding provided by state and federal departments.
   b. Loans.
   c. Donations from citizens.
   d. A designated land acquisition fund.
   e. Voter approved bonds or levies including general obligation bonds or a levy lid lift.
   f. Non-voter approved bonds including councilmatic or revenue bonds.
   g. Impact fees.
   h. Real Estate Excise Tax.
2. Land trades.
3. Donations, options include:
   a. Land donated to the City as part of a subdivision.
   b. Land donated to the City by a private property owner or other agency.

B. **Acquisition of development rights.** With the acquisition of development rights a landowner continues to own a piece of land, but voluntarily removest some or all of the development rights through a legal agreement called a conservation
easement. The conservation easement permanently limits land uses forever on the property, regardless of who owns the land, in order to protect the land's conservation values. The conservation easement may restrict the allowed number of uses on a parcel, the location of uses on a site, or the allowance of certain types of activities to a level that is mutually agreed upon by the City and the landowner. Potential methods to implement this strategy are:

1. Landowner donation of development rights
2. Purchase of development rights through funding methods listed above in "A".
3. A transfer of development rights program.

C. Protection of Privately-Owned Land. With the protection of privately-owned land, a private owner continues to own a piece of land, but does not necessarily have the right to develop the land due to the previous dedication of the land as park or open space, or the regulations specified in the Langley Municipal Code. Potential methods to promote the protection of privately-owned land are:

1. Critical area regulations.
2. Subdivision regulations (including standards specifying a set amount of open space or the dedication of privately-owned park as part of the recordation of a subdivision).
3. Zoning regulations.
4. Open space taxation under the Public Benefit Rating System of Island County.

D. Use of Other Organizations’ Land. In partnership with other organizations, another agency owns a piece of land and allows the City use of the land. Potential methods to implement this strategy are:

1. A Memorandum of Understanding.
2. Other partnerships with organizations to provide parks, open space and trails.

METHODS TO ENHANCE CITY-OWNED LANDS

The City of Langley also has several options for the enhancement of existing parks and natural areas. These sources include unique sources such as the donation of time and labor in the design or construction of a facility, and each of the funding sources listed under “The Acquisition of Fee Simple Property” (though some grant programs are not appropriate for certain projects).

CAPITAL IMPROVEMENT PROGRAM

Taking into account each of these funding sources, the Parks and Open Space Commission has established the following Six Year Capital Improvement Program (see Table 3).
**TABLE 3: CAPITAL IMPROVEMENT PROGRAM (2010-2015)**

Parks, Open Space, and Trails
(Totals in Millions of Dollars)

<table>
<thead>
<tr>
<th>REVENUES</th>
<th>2010</th>
<th>2011</th>
<th>2012</th>
<th>2013</th>
<th>2014</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capital Fund Revenue</td>
<td></td>
<td></td>
<td>1.5</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Grant Funding</td>
<td></td>
<td></td>
<td>0.5</td>
<td></td>
<td></td>
<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>PROJECTS</th>
<th>2010</th>
<th>2011</th>
<th>2012</th>
<th>2013</th>
<th>2014</th>
<th>2015</th>
</tr>
</thead>
<tbody>
<tr>
<td>PRIORITY 1: IMPLEMENT THE CORE AREA AND CORRIDOR CONCEPT</td>
<td></td>
<td></td>
<td>2</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Project 1: Acquire fee-simple ownership or a conservation easement over a portion of the land in one of the two highest priority conservation areas*</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

| TOTAL PROJECTS               |      |      | 2    |      |      |      |
| TOTAL EXPENDITURES           |      |      | 2    |      |      |      |
| ENDING FUND BALANCE          | 0    | 0    | 0    | 0    | 0    | 0    |

*Scheduling of this project is dependent on the willingness of landowners and the availability of funding*
APPENDIX 1:
PARK FACILITIES DESIRED BY RESIDENTS

In addition to identifying the use of parks throughout the City of Langley, the parks survey also questioned what additional types of park facilities the City should pursue. Respondents identified responses on a one to five scale, with one being not interested in the activity and five being very interested in the activity. The average response for the desired activity/feature is provided in Table 4.

**TABLE 4: ACTIVITY/FEATURE**

<table>
<thead>
<tr>
<th>Activity/Feature</th>
<th>Average Score</th>
</tr>
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<tbody>
<tr>
<td>Beach swimming</td>
<td>2.0</td>
</tr>
<tr>
<td>Beach walks</td>
<td>4.3</td>
</tr>
<tr>
<td>Bike trails</td>
<td>3.2</td>
</tr>
<tr>
<td>Covered areas/pavilions</td>
<td>3.0</td>
</tr>
<tr>
<td>Indoor activity areas</td>
<td>2.5</td>
</tr>
<tr>
<td>Outdoor exercise and activity areas</td>
<td>3.3</td>
</tr>
<tr>
<td>Scenic overlooks with benches</td>
<td>4.2</td>
</tr>
<tr>
<td>Pea patch gardens</td>
<td>2.8</td>
</tr>
<tr>
<td>Picnic areas and tables</td>
<td>3.4</td>
</tr>
<tr>
<td>Playgrounds</td>
<td>2.7</td>
</tr>
<tr>
<td>Large park with multiple activities and features</td>
<td>2.9</td>
</tr>
<tr>
<td>Walking trails</td>
<td>4.3</td>
</tr>
<tr>
<td>Water activities: fishing, diving, boating</td>
<td>3.2</td>
</tr>
<tr>
<td>Nature/interpretive signs</td>
<td>3.6</td>
</tr>
</tbody>
</table>

Survey respondents identified walking trails and beach walks as the most desired activities of the potential responses (each registering a 4.3 average score). Scenic overlooks were the third most desired facility (with a 4.2 average score). Other items with an average score above three were nature/interpretive signage, picnic areas and tables, outdoor exercise and activity areas, bike trails, water activities, and covered areas/pavilions.
APPENDIX 2: 
PUBLIC PARTICIPATION

The Parks, Open Space and Trails Element is the result of a seventeen-month planning process conducted by the Parks and Open Space Commission of the City of Langley. This Commission is made up of five volunteers, two of whom have professional experience related to Parks and Open Space.

The Commission has held twenty meetings over this seventeen month period, each of which has been open to the public. Five of these meetings featured tours of existing parks and open space system, and one of these meetings was a public workshop designed to present the Commission’s concept for the parks and open space system. Beyond these meetings, the Commission has also conducted a number of subcommittee meetings and presented four times to the Langley City Council. The general timeline for the creation of this element is presented below:

**August 2008 to January 2009** – The Parks and Open Space Commission held its first nine meetings and worked to establish a basic understanding of existing parks and open space in Langley. Over these meetings, the Commission conducted five tours of Langley that featured visits to: Seawall Park, the lands between the Langley Woodmen-Cemetery and the Langley Middle School, Generation Park, the Saratoga Creek Ravine, the Noble Creek Corridor, Cedars Subdivision – Tract 100, Fossek Farm, and the Cascade Avenue walkway.

**December 15, 2008** – The Commission presented the general scope of their planning effort and their preliminary findings to the Langley City Council.

**February 2009 to April 2009** – The Parks and Open Space Commission held three regular committee meetings and a number of subgroup meetings during this period. The Technical Subcommittee of the Commission analyzed data from the tours and worked to create a framework for the parks and open space system, and the Public Participation Subcommittee worked to figure out how to involve the public in the process. The full Commission established definitions for different types of parks and natural areas and, at the meeting of March 9, 2009, created the Core Area and Corridor concept for open space.

**April 2009** – The Commission sent a Parks Survey, developed by the Public Participation Subcommittee, to residents of the City of Langley. Of the 750 surveys distributed, 202 surveys were returned with comments related to existing park use and desired park facilities.

**May 18, 2009** – The Parks and Open Space Commission presented the draft Core Area and Corridor concept to the Langley City Council.
May 28, 2009 – The Parks and Open Space Commission presented the findings of the survey and the Core Area and Corridor concept on a series of tri-fold display boards at a public meeting at Saint Hubert’s Catholic Church. 38 residents (not including Commission and Council members) attended the meeting and 17 out of the 18 individuals that filled out evaluation forms for the event said the meeting met or exceeded their expectations. A number of comments were recorded on butcher paper in the room and were integrated into the element.

June 2009 to November 2009 – The Parks and Open Space Commission held seven meetings to work on drafting the Parks, Open Space and Trails Element. Draft versions of the element were posted online prior to each meeting and public comment was allowed at each of the meetings.

June 15, 2009 – The Parks and Open Space Commission presented the boards from the May 28th public meeting to the Langley City Council. Audience and council members were invited to study the materials and offer any comments or concerns.

August 13 to August 16, 2009 – The Parks and Open Space Commission displayed the tri-fold display boards from the May 28th public meeting at the Island County Fair. Comments were solicited on sheets of paper and the City of Langley was presented a blue ribbon for the educational content of the boards.

September 21, 2009 – The Parks and Open Space Commission presented a draft version of the element to the Langley City Council.

November 6, 2009 – The City of Langley issued a Determination of Nonsignificance for the draft Parks, Open Space and Trails Element of the Langley Comprehensive Plan. A fourteen day comment period was established for the determination. No comments on the determination were submitted.

November 23 and November 30, 2009 – The Parks and Open Space Commission conducted a public hearing on the Parks, Open Space and Trails Element over the course of two meetings, and after due deliberation forwarded a unanimous recommendation of approval to the City Council.

December 7 and December 21, 2009 – The City Council conducted a first and second reading of the Parks, Open Space and Trails Element and unanimously approved of the element at the meeting of December 21, 2009.
Utilities
Element
Utilities

This utilities element is intended to provide a link between the land use planning policies of the city and the development activities of utility providers, and to describe how the various utilities plan to accommodate forecasted growth over the next 20 years.

This element has been developed in accordance with Section 36.70A.070 of the Growth Management Act to address utility services in the Langley urban growth area. It represents the community's policies for utility planning over the next 20 years. The Utilities Element describes how the goals in the other comprehensive plan elements will be implemented through utility policies and regulations, and is an important element in implementing the comprehensive plan of the city.

General goals and policies regarding utilities are provided herein to guide development of utility facilities. The Utilities Element has been developed in accordance with the county-wide planning policies, and has been integrated with other planning elements to ensure consistency throughout the comprehensive plan. The Utilities Element considers the general location and capacity of all existing and proposed utilities, including electrical, telecommunication, sewer, water, and storm water. This element also identifies general utility corridors.

SCOPE OF THE UTILITIES ELEMENT

Per WAC 365-195-210, certain utilities, such as water systems, sanitary sewers, storm-water management facilities, and solid waste facilities are listed as "utilities" that need to be addressed by jurisdictions planning under the GMA.

For the purpose of this plan component, the definition of "utilities" includes electrical, telecommunications facilities (including telephone, cellular phone, and cable television services) and municipal sewer, water, and storm water management facilities. The following utility providers meet this definition:

WATER, SEWER, AND STORM WATER MANAGEMENT

City of Langley

ELECTRICAL

Puget Sound Energy
TELECOMMUNICATIONS

TELEPHONE:
   Whidbey Telephone

CELLULAR SERVICES:
   AT&T
   Verizon
   Nextel
   VoiceStream
   Sprint

CABLE
   AT&T/Comcast

ORGANIZATION OF THE UTILITIES ELEMENT

In Section II, for each type of utility, a general description of the generation and use of the service is provided. For each individual utility provider, the general locations and capacities of existing and proposed facilities is inventoried, an analysis of the existing capacity versus anticipated growth is provided, and future facilities needed to accommodate anticipated growth are listed.

In Section III, general goals and policies regarding utility facility siting and service in the Langley UGA area are articulated.

The inventory presented in this section (Section I) provides information useful to the planning process. It summarizes general information pertaining to the existing utility service systems. This section describes existing utility systems within the city and describes improvements that are necessary to meet anticipated demand consistent with the Land Use Element. Descriptions of these systems are supplemented with maps which illustrate the utility systems and any anticipated or proposed improvements necessary to provide adequate service to the community. Also discussed are issues relating to siting and health that are particular to each type of utility.

Most of the information contained in this inventory is excerpted from plans developed by the utilities themselves. This inventory does not include all of the data or information available, but attempts to present the relevant information in an organized and useful format. Additional data is available in individual utility plans.
DESCRIPTION OF SERVICES

WATER

Location and Size
The City of Langley’s water system shown in Figure U-1 is municipally owned. The present water service area includes the City of Langley and the following areas outside the city limits: (1) Community of Sandy Point; (2) homes south of Sandy Point; (3) two plats with a total of 48 lots north of Saratoga Road and west of the city limits; and (4) a few homes along Mt. Baker Avenue south of the city limits.

History of the Water System
The city’s water system was mainly constructed during the 1960s. The city depends solely on ground water for its source. The city draws its water from the wells listed below:

Table 1

<table>
<thead>
<tr>
<th>WELL</th>
<th>YEAR DRILLED</th>
<th>DEPTH</th>
<th>SIZE OF CASING</th>
<th>PUMP CAPACITY (GPM)</th>
<th>AVAILABLE SUPPLY (GPM)</th>
</tr>
</thead>
<tbody>
<tr>
<td>NO. 1</td>
<td>1987</td>
<td>281’</td>
<td>12”</td>
<td>340 to 500</td>
<td>500</td>
</tr>
<tr>
<td>NO. 2</td>
<td>ABANDONED</td>
<td>7/22/97</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>NO. 3</td>
<td>1962</td>
<td>42’</td>
<td>8”</td>
<td>87</td>
<td>90</td>
</tr>
<tr>
<td>NO. 5*</td>
<td>1971</td>
<td>238’</td>
<td>8”</td>
<td>200</td>
<td>200</td>
</tr>
<tr>
<td>NO. 6</td>
<td>1997</td>
<td>51’</td>
<td>8”</td>
<td>75</td>
<td>75</td>
</tr>
</tbody>
</table>

*Emergency Use Only

The city currently uses wells number 1, 3, and 6, which are located in its watershed area well field relatively close to its 650,000-gallon storage facility. Well number 5 has not been used as a source since well number 1 was developed in 1987, due to the amounts of iron and manganese present in its water. Well No. 2 was abandoned due to well casing failure in 1997 and Well No. 6 was drilled as a replacement.

The wells can produce the amounts in gallons per minute (gpm) listed in Table 1 with the water surface of the tank relatively constant between full and a draw down of four feet. Well number 1 has a capability of producing 500 gpm under heavy demand.
The older water distribution system consists of 6-inch and 8-inch asbestos cement pipe as well as some 4-inch cast iron and 2 and 1-inch galvanized steel pipe. The new mains are either PVC or ductile iron pipe.

A major improvement in the water supply was made in 1987 when a new well was drilled, well number 1, which is now the main supply source. At the same time that this well was developed meters were installed at the other wells to record water production. Therefore, the city's well production records begin in 1987.

The City’s storage facility consists of one covered steel tank with a capacity of 650,000 gallons. This tank was constructed in 1996 as a part of an improvement project listed as Phase I Water System improvements.

The Safe Drinking Water Act amendments passed by the U.S. Congress in 1986 require disinfection of potable water supplies, including ground water.

In anticipation of these regulations, when well number 1 was developed in 1987 a chlorination injection system was also installed. Chlorination is provided at the pump house near well number 1 where water from all three wells flows in and is metered. Chlorine is injected based on the flow rate at the meter.

**Ground Water Characteristics**

Ground water on Whidbey Island exists in three general aquifers. The "perched aquifer" is the nearest aquifer to the surface. It is limited to local areas and is not generally used for potable water.

The "water table aquifer," the next aquifer encountered, is the aquifer tapped by wells number 2 and number 3. The "sea level aquifer" occurs from 30 feet above to 200 feet below sea level. This is the aquifer tapped by well number 1.

In 1982 all ground waters beneath Whidbey Island were designated a "sole source aquifer" by the Federal Environmental Protection Agency (EPA). The designation was based on the fact that ground water is the principal source of drinking water on the Island and on the aquifer's vulnerability to contamination from industrial sources, subsurface sewage disposal, and seawater intrusion. The designation requires that federally funded projects be designed to ensure that ground water contamination will not occur. Numerous investigations have been done on ground water conditions in Island County by the United States Geological Society, DOE, DOH, and Island County Health and Planning Departments. The studies indicate the need for increased management of ground water resources throughout the county in order to adequately protect the resource.
Wellhead Protection

The location of the Langley wellhead protection area is discussed since this study considers the use of infiltration systems to recharge groundwater and these systems must not allow contamination of the groundwater. A wellhead protection area is the surface and subsurface area surrounding a well that supplies a public water system through which contaminants are likely to pass and eventually reach the water well. The Department of Health prepared an initial delineation of the wellhead protection area for Langley’s wells using the Calculated Fixed Radius method. This method determines a 1.5 and 10 year time of travel zone for contaminants. The Calculated Fixed Radius method is a very simple ground water model, which may not accurately predict the actual zone of contribution to the city’s wells. The method is based on the well pumping rate, soil porosity and well screen interval. Figure U-2 shows the three wellhead protection zones delineated by the DOH.

The DOH provided the delineation to give the city a basis for initiating its wellhead protection program. Wellhead protection plans are a required component of water system plans for all ground water based public water systems following modification of the State Board of Health’s Drinking Water Regulations. A wellhead protection plan outlines management strategies for wellhead protection which may include: zoning ordinances, design standards, source prohibitions, public education, ground water monitoring, household hazardous waste collection, and purchase of property.

Protection of ground water recharge characteristics by limiting impervious surface construction is one method of wellhead protection. Besides ensuring replenishment of the aquifers, protection of the recharge characteristics may help prevent seawater intrusion. The use of infiltration systems within the wellhead protection area, as with all areas of the city, must have water quality treatment elements as specified in the DOE manual design guidelines.

Existing Water Quality

The Safe Drinking Water Act establishes drinking water regulations to apply to all States and localities. In the State of Washington the EPA designated the Department of Health as the primary enforcement agency for water quality control. Examination of city well data indicates that the quality of ground water is in compliance with the DOH’s bacteriological, physical and chemical primary maximum contaminated levels. Well number 1 and number 5 do not conform to all the secondary maximum containment levels, primarily due to the presence of manganese.
SEWAGE

Centralized Sewer and Treatment System
The city's sewer system is shown on Figure U-3. The system serves about 60 percent of the population and essentially all of the businesses and the Middle School.

The sewer system consists of 2,300 feet of 6-inch, 10,200 feet of 8-inch, 1,700 feet of 10-inch, and 500 feet of 12-inch pipe. The basic sewer system was constructed between 1960 and 1968 as part of six local improvement districts (LID). Since completion of the basic system, private developers have added extensions to serve new developments. All of the existing sewers are concrete pipe with rubber gasket joints, with the exception of some lines that were installed by developers that are PVC pipe.

On-Site Systems
There are 160 individual septic tank/soil absorption drain fields with the city limits, and about 200 immediately adjacent to the city.

Existing Sewage Flows
Based on records for the period of January 1997 to December 1997, the average daily flow at the secondary sewer treatment plant is about 86,000 gallons per day. Historical flow data can be found in the City of Langley General Sewer Plan, Chapter 3.7, adopted in February 1998.
STORMWATER MANAGEMENT SYSTEM

The City of Langley has a stormwater conveyance system that is mainly limited to the central portion of the city. The existing drainage system is shown in Figure U-4. Due to the bowl-shaped nature of the central area most of the stormwater runoff converges at the storm drains on Anthes Avenue. This concentration of flow through the downtown commercial area has contributed to drainage problems within the downtown area.

The existing system consists of open ditches, storm drains along some major arterials, and mainly privately owned detention and infiltration systems. In addition, the natural drainage system includes three small creeks that flow through the city and wetland areas shown in Figure U-4. Common names of the three creeks are Saratoga Creek (west of DeBruyn Avenue), Brookhaven Creek (through the center of town), and Noble Creek (east of Camano Avenue). None of the three creeks has a native fish population though Brookhaven Creek has been used in the past for salmon rearing. Protection of the wetland areas shown in Figure U-4 is important in the management of stormwater runoff since they act as natural stormwater detention and water quality treatment facilities and minimize the need for artificial stormwater facilities.

The city was divided into the 13 drainage sub-basins shown in Figure U-4 to develop a computer simulation of runoff flow rates. These sub-basins are part of three main basins, which drain to Noble Creek, Saratoga Creek and Brookhaven Creek/Anthes Avenue plus two basins located east of Noble Creek. The city's drainage discharges to the Sound through an 18-inch outfall on Anthes Avenue, a 12-inch outfall on Park Avenue, a 12-inch outfall on Camano Avenue and from Noble and Saratoga Creeks.

An inventory of the storm drains and detention/infiltration facilities within the city are presented in Tables 1 and 2. Of the detention and infiltration facilities, only the Cedars infiltration ponds are owned and maintained by the city.
### TABLE 1
**STORM DRAIN INVENTORY**

<table>
<thead>
<tr>
<th>PIPE SIZE (inches)</th>
<th>APPROXIMATE LENGTH (feet)</th>
</tr>
</thead>
<tbody>
<tr>
<td>18”</td>
<td>660</td>
</tr>
<tr>
<td>12”</td>
<td>5,000</td>
</tr>
<tr>
<td>10”</td>
<td>360</td>
</tr>
<tr>
<td>8”</td>
<td>1,170</td>
</tr>
<tr>
<td>6”</td>
<td>650</td>
</tr>
</tbody>
</table>

### TABLE 2
**DETENTION/RETENTION AND INFILTRATION FACILITIES**

<table>
<thead>
<tr>
<th>FACILITY</th>
<th>CAPACITY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Northview Pond</td>
<td>25,600 cf</td>
</tr>
<tr>
<td>Cedars Infiltration Ponds</td>
<td>29,689 sf</td>
</tr>
<tr>
<td>Saratoga Terrace Infiltration Trenches</td>
<td>1,842 cf</td>
</tr>
<tr>
<td>Creekside Terrace Retention Pond</td>
<td>2,000 cf</td>
</tr>
<tr>
<td>4th Street Condos Detention Pipe</td>
<td></td>
</tr>
<tr>
<td>Glenhaven Condos Detention Pipe</td>
<td>605 cf</td>
</tr>
<tr>
<td>Martin Short Plat Infiltration Pond</td>
<td>400 sf</td>
</tr>
<tr>
<td>Second Street – Langley Village Det. Pipe</td>
<td>2,700 cf</td>
</tr>
</tbody>
</table>
NATURAL GAS

Cascade Natural Gas Corporation

Cascade Natural Gas Corporation (CNG), a privately owned for-profit corporation, is the sole provider of natural gas in Island County. Service on Whidbey Island is limited to the City of Oak Harbor, NAS Whidbey Island, and surrounding unincorporated areas within reasonable distance of the transmission main (Figure U-5.). No major new facilities, upgrades, or extension of services beyond existing service areas is planned.

ELECTRICITY

Recognizing the need for integrated and cooperative planning, the five major electrical utilities in the Pacific Northwest (Puget Sound Energy, Snohomish County PUD, the Bonneville Power Administration, Seattle City Light, and Tacoma Public Utilities) have developed a long-term plan. Prepared specifically for local jurisdictions planning under the GMA, the Regional GMA Inter-Utility Report (November 1992) details major facility needs over the next twenty years for the Puget Sound region. The joint plan represents a commitment by these utilities to work closely with each other and with local jurisdictions.

Being regional in scope, the Inter-Utility Report does not address in detail those transmission facilities, which are considered local, such as 115 kV (kilovolts, or 1,000 volts) transmission lines which serve distribution substations. Currently, Island County is not served with any lines with greater capacity than 115 kV, though upgrades are planned (see below).

An electric power network, from large generating stations to the outlet on the wall, involves a series of "step-downs" through transformers. From any of a number of Columbia River hydroelectric generators, 500,000 volts (500 kV) transmission lines terminate at transmission substations, where the voltage is typically stepped down to 115 kV. At a distribution substation the 115 kV is stepped down to distribution levels, usually between four and 35 kV. For service lines to individual customers, this voltage is dropped to 110 or 240 volts via the transformers on utility poles.

Electrical facilities of less than 55,000 volts (55 kV) are generally referred to as distribution facilities. Facilities of greater than 55 kV are known as transmission facilities. For the purposes of this inventory, only transmission facilities and other major facilities are addressed.
Puget Sound Energy
With roots dating to the 1880s, Puget Sound Energy (PSE) is one of the oldest investor-owned utilities in the Northwest, and, with nearly 800,000 customers, it is the largest electric utility in Washington. Its service area spans approximately 4,500 square miles in nine Washington counties. About 40 percent of PSE’s electrical needs are met by hydroelectric projects on the Columbia River. The remainder is generated by smaller hydroelectric, coal, gas, or oil-fired facilities.

As of 1990, PSE served a population of approximately 53,000 on Whidbey Island (the utility has not provided information on number of connections, nor broken the totals into commercial vs. residential).

Existing Facilities
Whidbey Island is served exclusively by PSE. Power for the Whidbey Island is generated by Columbia River hydroelectric projects in Eastern Washington and British Columbia, along with other facilities in Whatcom and Skagit Counties, including gas-fired combustion turbines at the Texaco refinery near March Point on Fidalgo Island.

From the March Point substation, two 115 kV lines cross Deception Pass and terminate at the Whidbey Substation in Oak Harbor. From this substation, two 115 kV lines run to the South Whidbey Substation near Langley. Lines run from these three transmission substations to nine distribution substations (See Figure U-6).

For further information about PSE’s services and facilities in Island County, the reader is referred to PSE’s "GMA Electrical Facilities Plan" as a source.
TELECOMMUNICATIONS

Existing System: Whidbey Telephone
Whidbey Telephone’s service area begins at Greenbank and covers the southern part of Whidbey Island. The provision of telecommunications services is driven by the needs of its customers. As the population grows, telecommunications facilities will be upgraded to ensure adequate service levels. It is also feasible that facilities will be upgraded as technology advances.

Like investor-owned gas and electric companies, telecommunications companies are regulated by the WUTC, which ensures reliable service levels is provided at reasonable rates.

Standard telephone facilities include a central plant, which houses switching gear (usually in the same building as central offices), and the familiar utility poles and overhead lines. Underground installation of telephone lines and use of efficient fiber optic systems is becoming more common as technology advances and the regulatory framework responds to aesthetic concerns.

Whidbey Telephone is an independently owned and operated telephone utility serving roughly the southern half of Whidbey Island with main offices in Bayview. In addition to its standard telephone service, the company also provides marine communications services and internet service through WhidbeyNet.

Future Demand and Proposed Facilities
Existing telephone facilities and some minor upgrades, mainly in the distribution level, will adequately serve the area’s needs during the planning period, and no major new facilities are planned.

CELLULAR TELEPHONE SERVICE

Cellular telephone service has become increasingly popular. A cellular system consists of cells (a geographic area served by a transmitting and receiving tower), cell sites (the tower site, also including a base station on radio and interconnecting equipment), a switching station (which receives and distributes signals from the cell sites via conventional land lines and microwave signals), and, the cellular phones themselves. Cellular phones can operate only within the range of a given cell site. Thus, in order to cover broad service areas, cell sites must be located close enough to one another so that service is uninterrupted as the user moves from one location to another.

Cellular towers can pose siting problems. The towers can be free-standing structures, but are often placed on top of existing structures where convenient. This is more common in urban areas, and creates less of a visual impact than free-standing towers. As service expands or changes, existing cell sites may need to be reconfigured. For example, as additional cell sites are added to the system, existing towers may need to be lowered to prevent overlapping radio coverage.
With growing use of digital technology, existing cell sites will be able to serve greater capacity than the analog system. Thus, capacity is not anticipated to be a problem in the future. Local jurisdictions can regulate tower siting to the extent that a federally-licensed use is not impeded. Thus, a local jurisdiction can deny approval of a tower at a particular site, but cannot impose an outright ban on towers within its jurisdiction.

There are providers of cellular telephone service in Island County, including AT&T, Nextel, Verizon, Sprint, and VoiceStream.

**Existing System: US West Cellular**

US WEST has provided cellular phone service in Island County since 1990, and currently operates two existing cell sites in the county -- one on North Whidbey near Polnell Point, and one near Freeland. The Freeland cell site is currently undergoing upgrade. (Figure U-7.)

Coverage of Island County is also provided by cell sites located near Anacortes, Port Townsend, Lake Goodwin (near Smoky Point), and Everett.

Approximately 1000 to 1500 customers may be served by a single cell site. The exact number of customers served by US WEST is Island County is unavailable. Cellular service is, by definition, mobile, making service area discussions, on the level of local area, somewhat meaningless. Oftentimes billing addresses may be different than areas of use. For proprietary reasons, specific information regarding customers is withheld by US WEST.

**Future Demand and Proposed Facilities**

A proposed cell site is planned for South Whidbey, near Clinton, on top of an existing fire station

**CABLE TELEVISION**

Cable carries data via coaxial cable from trunk lines, which originate at a "head-end site," which processes information and generates it through the distribution system. Though the term "cable" implies wiring throughout the system, many cable systems also utilize satellite dishes and microwave antenna. Cable distribution lines are often run using overhead utility poles, but underground installation of cable systems is becoming more common.

Six cable companies serve Island County. Cable companies and cable service change often, and require relatively minor facilities. AT&T/Comcast provides cable service in the Langley area.
FUTURE NEEDS

WATER SERVICE

Residential Use
The 537 residential water units within the City make up about 51 percent of the total water consumption. The 99 residential water units outside of the City Limit make up about 10 percent of the total water consumption.

Commercial Uses
Commercial water use makes up about 39 percent of total consumption. Water use of Langley’s four churches, the middle school and public facilities is included with commercial use. It is estimated that public and institutional water use makes up about 15 percent of the city’s total consumption.

Table 2
Historical Water Consumption

<table>
<thead>
<tr>
<th>YEAR</th>
<th>ANNUAL PRODUCTION (million gallons)</th>
<th>AVERAGE DAILY DEMAND (gallons)</th>
<th>MAXIMUM DAILY DEMAND (gallons)</th>
<th>NUMBER OF CONNECTIONS*</th>
</tr>
</thead>
<tbody>
<tr>
<td>1988</td>
<td>41.3</td>
<td>114,480</td>
<td>**</td>
<td>576</td>
</tr>
<tr>
<td>1989</td>
<td>52.3</td>
<td>143,186</td>
<td>328,600 (July 13)</td>
<td>642</td>
</tr>
<tr>
<td>1990</td>
<td>50.9</td>
<td>139,609</td>
<td>347,800 (August 4)</td>
<td>657</td>
</tr>
<tr>
<td>1991</td>
<td>49.1</td>
<td>134,683</td>
<td>327,900 (July 15)</td>
<td>669</td>
</tr>
<tr>
<td>1992</td>
<td>53.5</td>
<td>146,622</td>
<td>339,200</td>
<td>687</td>
</tr>
<tr>
<td>1993</td>
<td>51.7</td>
<td>141,644</td>
<td>311,500</td>
<td>706</td>
</tr>
<tr>
<td>1994</td>
<td>58.3</td>
<td>159,726</td>
<td>405,700</td>
<td>724</td>
</tr>
<tr>
<td>1995</td>
<td>60.2</td>
<td>165,047</td>
<td>435,600 (July 18)</td>
<td>743</td>
</tr>
<tr>
<td>1996</td>
<td>60.3</td>
<td>165,235</td>
<td>371,600 (June 12)</td>
<td>722</td>
</tr>
<tr>
<td>1997</td>
<td>58.3</td>
<td>159,860</td>
<td>396,100 (August 13)</td>
<td>818</td>
</tr>
<tr>
<td>1998</td>
<td>68.6</td>
<td>187,934</td>
<td>453,600</td>
<td>818</td>
</tr>
<tr>
<td>1999</td>
<td>61.0</td>
<td>167,309</td>
<td>317,300</td>
<td>842</td>
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<tr>
<td>2000</td>
<td>63</td>
<td>172,565</td>
<td>484,900</td>
<td>849</td>
</tr>
<tr>
<td>2001</td>
<td>58.6</td>
<td>160,437</td>
<td>354,750</td>
<td>856</td>
</tr>
</tbody>
</table>

*Number of connections includes 55 Sandy Point units that are all on one meter plus apartment units.
**Incomplete data available

Projected Demands
Future demand can be projected based on the estimated future population to be served by the water system. The projected population is multiplied by the historical values for
maximum day demand and average day demand. Average daily usage (residential and commercial) is estimated as 187 gallons per person per day.

### Table 3
Projected Demand in Gallons

<table>
<thead>
<tr>
<th>YEAR</th>
<th>POPULATION OF SERVICE AREA</th>
<th>NUMBER OF CONNECTIONS**</th>
<th>AVERAGE DAILY DEMAND</th>
<th>MAXIMUM DAILY DEMAND</th>
</tr>
</thead>
<tbody>
<tr>
<td>1980</td>
<td>980</td>
<td>536</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1990</td>
<td>1116</td>
<td>657</td>
<td>139,609</td>
<td>347,800</td>
</tr>
<tr>
<td>2000</td>
<td>1451</td>
<td>810</td>
<td>181,375</td>
<td>451,261</td>
</tr>
<tr>
<td>2010</td>
<td>1886</td>
<td>996</td>
<td>235,750</td>
<td>586,546</td>
</tr>
</tbody>
</table>

* Population projections based on trend of 3.5% growth
** Future connections based on past trend of 2.3% growth

Based on these estimates by the year 2010 the city's source capability of 494,640 gal/day permitted (per water rights) use of existing water sources will be exceeded by the peak day usage. However, through the use of water conservation methods, seeking approval of expanded withdrawal rights from the current well sources, and continued lost water control, the city’s water needs can be met for the future.

### Summary of Proposed Improvements
Per the City of Langley Water System Plan prepared in 1992, (the 2003 Comprehensive Water Plan was adopted in May 2003) Phase 1 improvements, with the exception of the water main along Sandy Point Road, were constructed in 1996 as shown in Figure U-8.

Improvements identified in the 2003 plan update include mostly replacement of substandard 4-inch or less diameter pipe. (See Figure U-9.) Scheduling of the Phase 2 water main replacements should be done in anticipation of road improvements or when development occurs whenever possible. In addition to the replacements some new mains are proposed that would improve operation of the system by connecting with other pipes to form loops. Reliability and efficiency is improved in a looped system. Other improvements identified include an upgrade of the existing booster station at the well site and a corrosion control facility. The estimated cost of the anticipated 6-year improvements is $954,658. It should be noted that $429,660 of that amount reflects the projected cost of corrosion control facilities.

Another improvement is the treatment of manganese and iron at well number 5. It is estimated based on historical usage records and population growth that a new source will be required by about the year 2010. This need could be delayed, however, through implementation of water conservation measures, control of lost water and expanded rights to water from existing sources. Over the 20-year period, additional main replacements and main looping are identified in addition to a new reservoir to serve higher elevations within the urban growth area, an emergency generator to provide pumping capacity and fire flow volume and pressure in the higher areas.
In addition to the proposed system improvements it has been recommended that the city standards be updated to reflect current American Public Works Association and American Water Works Association standards. Specifically it was recommended that the minimum distribution main size be changed from 6-inch to 8-inch for all cases except dead-end cul-de-sacs.
SEWER SYSTEM

Projected Sewage Flows
It is difficult to project the future sewer system flows. Although the past trend has been identified in the 1998 General Sewer Plan, past trends do not guarantee the future trend. The increase in flow can be directly affected by the factors listed below:

**FACTORS THAT DIRECTLY AFFECT FUTURE SEWAGE FLOWS**
- Population
- People per Dwelling Unit
- Additional Connections - Existing System
- Additional Connections - Development
- Infiltration
- Inflow
- Water Consumption/Conservation
- Commercial/Business Changes
- Change in Tourism/Activities
- Industrial Development

There are other factors that indirectly affect future sewage flows. Some examples are, local economical changes that affect demographics, or changes in City ordinances that may affect development and development requirements.

The 1998 General Sewer Plan provides the City with the necessary tools for working in decisions regarding future connections and their impact on the system. The plan does not, however, provide the City a method to project future flows. For example, the City's historical increase in connections has involved years of minimal additional connections with aberrant years of several new connections at once, due to concurrent development. Minimum future flow increases can be projected based on past typical minimum annual connections, but there is no way of projecting when and how many of the large groups of connections will occur. The City will have to plan system expansion using remaining system capacity in that process. Remaining system capacity is explained in detail in the above-mentioned process.

**Future Residential (ERU) Flow**
The ERU flow was identified for past years and must be projected for the future. The criteria used to calculate future ERU flows include the number of persons per household and the average flow per person. The number of persons per household was established in the City's Comprehensive Plan at 2.18 persons per household in 1990 and estimated to increase approximately 0.65% per year. The 1996 average daily sanitary sewage flow (not including I&I) per ERU is established, as shown in the 1998 General Sewer Plan as 128 gpd. The average daily ERU flow increased approximately 2.5% from 1995 to 1996. Given the projected increase in persons per household and the actual increase in average flow per ERU, the more conservative increase of 2.5% per year was used to establish the
average daily sanitary sewage flow per ERU of 220 gpd for the year 2018. Figure U-10 summarizes the projected flow per ERU from 1998 through 2018.

**Sewer Main Extensions**
In order to accommodate the growth projected for the city over a 20-year period, sewer service has to be expanded in the city and, potentially, the UGA. Estimates of the amount of sewer main that needs to be installed and the cost of the mains are included in Table 4.

**Figure U-10**  
Sewer System

### PROJECTED AVERAGE DAILY SANITARY SEWAGE FLOW  
(NOT INCLUDING I&I) PER ERU THROUGH 2018  
(128 gpd in 1997 and 2.5% growth per year)

<table>
<thead>
<tr>
<th>Year</th>
<th>*SS Flow Per ERU (gpd)</th>
<th>Year</th>
<th>*SS Flow Per ERU (gpd)</th>
<th>Year</th>
<th>*SS Flow Per ERU (gpd)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1998</td>
<td>134</td>
<td>2005</td>
<td>160</td>
<td>2012</td>
<td>190</td>
</tr>
<tr>
<td>1999</td>
<td>138</td>
<td>2006</td>
<td>164</td>
<td>2013</td>
<td>195</td>
</tr>
<tr>
<td>2000</td>
<td>141</td>
<td>2007</td>
<td>168</td>
<td>2014</td>
<td>199</td>
</tr>
<tr>
<td>2001</td>
<td>145</td>
<td>2008</td>
<td>172</td>
<td>2015</td>
<td>204</td>
</tr>
<tr>
<td>2002</td>
<td>148</td>
<td>2009</td>
<td>176</td>
<td>2016</td>
<td>210</td>
</tr>
<tr>
<td>2003</td>
<td>152</td>
<td>2010</td>
<td>181</td>
<td>2017</td>
<td>215</td>
</tr>
<tr>
<td>2004</td>
<td>156</td>
<td>2011</td>
<td>185</td>
<td>2018</td>
<td>220</td>
</tr>
</tbody>
</table>
Table 4: Projected ERU Flows 1998-2018

CITY OF LANGLEY SUMMARY OF NEEDED CAPITAL FACILITIES

<table>
<thead>
<tr>
<th>PROJECT DESCRIPTION</th>
<th>TOTAL COST</th>
</tr>
</thead>
<tbody>
<tr>
<td>SEWER MAIN EXTENSIONS</td>
<td></td>
</tr>
<tr>
<td>Park Avenue, from 4&lt;sup&gt;th&lt;/sup&gt; St. to 6&lt;sup&gt;th&lt;/sup&gt; St.</td>
<td>123,000</td>
</tr>
<tr>
<td>Edgecliff Drive from Noblecliff Ln. to East CA Boundary</td>
<td>176,000</td>
</tr>
<tr>
<td>Edgecliff Drive from East CA basin boundary to lift station at East City Limits</td>
<td>875,000</td>
</tr>
<tr>
<td>Easement from Edgecliff Drive to Sandy Point Rd. @ E. City Limit</td>
<td>146,000</td>
</tr>
<tr>
<td>Furman Ave. from Edgecliff Dr. to Sandy Point Road</td>
<td>236,000</td>
</tr>
<tr>
<td>Decker Ave. from Edgecliff Dr. to Sandy Point Rd.</td>
<td>218,000</td>
</tr>
<tr>
<td>Sandy Point Rd. from West boundary of Basin E3 to Esm’t main</td>
<td>236,000</td>
</tr>
<tr>
<td>The Cedars</td>
<td>427,000</td>
</tr>
<tr>
<td>Sandy Point Rd. from Camano Ave. to Basin E2A</td>
<td>127,000</td>
</tr>
<tr>
<td>Sandy Point Rd. from Furman Ave. Eastward through Basin E2B</td>
<td>354,000</td>
</tr>
<tr>
<td>Saratoga Rd. from West of L.S. #2 to West City Limits</td>
<td>174,000</td>
</tr>
<tr>
<td>Main through Catholic Church Property from L.S. #2 to 3&lt;sup&gt;rd&lt;/sup&gt;. St.</td>
<td>81,000</td>
</tr>
<tr>
<td>DeBruyn Ave. from Church extension to 6&lt;sup&gt;th&lt;/sup&gt; St.</td>
<td>233,000</td>
</tr>
<tr>
<td>Third St. from Catholic Church Extension to West City Limits</td>
<td>509,000</td>
</tr>
<tr>
<td>Basin W5 Improvements</td>
<td>297,000</td>
</tr>
<tr>
<td>Brackenwood Lane</td>
<td>246,000</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>4,458,000</strong></td>
</tr>
</tbody>
</table>

Complete description and cost breakdown for the above mentioned projects can be found in Appendix E of the 1998 City of Langley General Sewer Plan.

**Sewage Treatment System**

The City installed a sequencing batch reactor secondary sewage treatment system in 1991 on 23 acres of City-owned property on Coles Road. The system was designed to treat up to 150,000 gallons of sewage per day. Per the discussion above about projected demand, the existing sewage treatment system should be able to accommodate flows within the Urban Growth Area to the year 2010. The Capital Facilities Plan (Table C-1.2) schedules the preparation of a Waste Water Treatment Facility Expansion Plan for 2008, with the upgrade of the Treatment Plant to follow.

**Stormwater Management System**

Most of the city's stormwater system problems are related to the lack of adequate conveyance along streets and lack of maintenance of the conveyance system. The Comprehensive Stormwater Management Plan focused on developing improvements to prevent or reduce the stormwater flooding problems. The proposed improvements were designed to convey the 25-year 24-hour storm event. In addition, in compliance with the Department of Ecology's basic storm water program requirements, policies were recommended to improve both water quality treatment and quantity control.
The recommended management actions presented in the Stormwater Plan include: revision of the city's Land Development Standards to provide better control of stormwater runoff from new development and redevelopment; use of the DOE's Puget Sound Stormwater Management Manual as the design guideline for future storm water facilities; an operation and maintenance program; a public education program; a policy of protection of wetland, steep slopes and stream corridors; a policy of preference for use of infiltration for new development in areas where there are appropriate conditions; strict enforcement of the revised standards in sub-basins E1 and E2 (Figure U-3) in order to protect Brookhaven Creek and the downstream conveyance system; protection of the Brookhaven Creek headwaters area; and no water quantity control/detention requirements for sub-basins C1 and D2 which discharge directly to the Sound and have short times of concentration in comparison to uphill basins.

The Stormwater Plan's recommended structural improvements include the conveyance improvements listed in Table 5 and shown in Figure U-11. The priority conveyance improvements are an improved ditch and culverts on 3rd Street from DeBruyn Avenue to Anthes Avenue, a 12-inch storm drain on 2nd Street from Park Avenue to Anthes Avenue, a storm drain on Park Avenue, and a grass lined ditch on Brooks Hill Road. Proposed detention improvements include modifications to Northview pond in the near future and modifications to Brookhaven pond in the long-term future. The improvements include modifying the pond outlet structures to provide better flow regulation to the downstream system. The Plan also includes a section on stream conditions and proposed improvements on Brookhaven Creek that would provide better habitat for future fish rearing projects.
<table>
<thead>
<tr>
<th>Priority</th>
<th>Proposed Improvements</th>
<th>Length</th>
<th>Immediate</th>
<th>Near Future</th>
<th>Long Range</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>3rd Street - Park Ave. to Anthes</td>
<td>570</td>
<td>$15,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>400' of ditch/culvert &amp; 170' of 12&quot; pipe replace 6&quot;</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>(To be constructed with 1994 water system improv.)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Park Ave. - 3rd St to 1st St</td>
<td>640</td>
<td>$42,600</td>
<td></td>
<td>$3,000</td>
</tr>
<tr>
<td></td>
<td>(15&quot;, 12&quot; storm drain) &amp; Energy Dissipater added to 12&quot; ADS outfall</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>2nd Street - Park Ave. to Anthes Ave.</td>
<td>460</td>
<td>$25,500</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>a. 12&quot; storm drain (within shoulder)</td>
<td>460</td>
<td>$12,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>b. or ditch/culvert</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>3rd Street - DeBruyn Ave. to Park Ave.</td>
<td>600</td>
<td>$16,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>By DeBruyn Ave. 60 LF 12-inch pipe and 2 CB's, Culverts &lt; 12&quot; replaced, ditch improved</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Brooks Hill Road - 450 ft of ditch/culvert &amp; 150 ft of 12&quot; storm drain</td>
<td>600</td>
<td>$20,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Replacement of round 24&quot; catch basins (3) w/ Type I on Anthes Avenue</td>
<td></td>
<td>$5,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>Northview Subdivision</td>
<td>350</td>
<td>$12,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>ditch to detention pond and outlet structure improv.</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>4th Street - Alley to Anthes Ave.</td>
<td>140</td>
<td>$9,500</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>12&quot; storm drain</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>x</td>
<td>9 6th Street- East of Anthes to Brookhaven Creek</td>
<td>700</td>
<td>$14,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>ditch/culvert</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>10</td>
<td>Wharf Street</td>
<td>180</td>
<td>$12,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>8&quot; or 12&quot; storm drain</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>x</td>
<td>11 Edgecliff Drive - ditch/culvert</td>
<td>1200</td>
<td>$24,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>x</td>
<td>12 Furman Avenue - ditch/culvert</td>
<td>1100</td>
<td>$22,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>x</td>
<td>13 Decker Avenue - ditch/culvert</td>
<td>1100</td>
<td>$22,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>x</td>
<td>14 Anthes Ave. 4th to 2nd St - Upsizing 8&quot; to 15&quot;</td>
<td>560</td>
<td>$38,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>x</td>
<td>15 6th Street and Anthes Ave.</td>
<td>500</td>
<td>$34,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>12&quot; storm drain (within pavement)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>x</td>
<td>16 1st Street and DeBruyn Ave. - ditch/culvert</td>
<td>800</td>
<td>$20,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>x</td>
<td>17 2nd Street - DeBruyn Ave to Park Ave</td>
<td>600</td>
<td>$14,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>ditch/culvert</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* Potentially as part of general road improvements
ELECTRICITY

Future Demand and System Improvements
Puget Power has identified two sets of issues concerning continued provision of service through the year 2010: (1) the need for system capacity improvements to serve new load associated with projected island growth; and (2) service reliability related to existing transmission facilities. These issues and P.S.E.’s proposed responses are summarized in the following section. A detailed discussion of these issues and proposed system improvements is available in Puget Power's "GMA Electrical Facilities Plan," Section IV. A discussion of additional transmission improvements under consideration beyond the year 2010 is presented at the end of this section.

Projected electrical load growth island-wide and a need to improve the reliability of the service delivery to the island will require transmission system improvements at the northern end of the island between March Point (Fidalgo Island) and Whidbey Island (Oak Harbor). Puget Power proposed to build a third transmission line between these stations, using either an overhead crossing at Deception Pass or an underwater crossing east of the pass, along a corridor separate from the one currently used, by the year 2003. The additional line would increase transmission capacity to the island; the separate corridor would reduce the likelihood of loss of all transmission lines in the event of storms. The proposed March Point-Whidbey #3 line would be initially energized at 115 kV (Figure 12A).

Additional Distribution Substation capacity is expected to be needed throughout the island. South of Langley a single new substation, "Glendale," is proposed to accommodate new load expected to develop by the year 2010. Concurrent with the installation of this facility, a new 115 kV transmission line will be needed to feed the substation. The new line is proposed to route past the existing transmission line west of Langley Substation, creating a new single path from the South Whidbey Generator to the Freeland Substation.
Figure 12 - B

ELECTRICAL TRANSMISSION SYSTEM
EXISTING FACILITIES
CITY OF LANGLEY

LEGEND
EXISTING TRANSMISSION LINES

---

SOUTH WHIDBEY-GREENBANK #1 115KV
SOUTH WHIDBEY-GREENBANK #2 55KV (UNUSED)

LANGLEY
BRICK HILL
SOUTH WHIDBEY

SARATOGA PASSAGE

HIDBEE
ISLAND

For further information contact: BPA Planning Group
P.O. Box 81034
Bellevue, WA 98009-8134

Land Planning GS
March 1994
GOALS, OBJECTIVES AND POLICIES

Goals

1. Preserve the community’s desirable qualities through the extension and improvement of public and quasi-public utilities (these services are regulated by a public regulatory agency) and services consistent with the community goals as articulated in the comprehensive plan and consistent with the growth anticipated in the Langley UGA as expressed in the comprehensive plan.

2. Facilitate the provision of utilities and ensure environmentally sensitive, safe and reliable service that is aesthetically compatible with the surrounding land uses without imposing an unfair or excessive burden on Langley residents and property owners.

3. Process permits and approvals for utility facilities in a fair and timely manner and in accord with the development regulations, which encourage predictability.

4. Minimize environmental degradation from utility facility installation, replacement, repair, and maintenance.

5. Employ siting policies, which minimize human exposure to potentially harmful effects of utility facilities.

Objective 1: Coordination with the Land Use Elements of the Comprehensive Plan.

Policies

a. Coordinate land use planning with the utility providers’ planning. Adopt procedures that encourage providers to utilize the Land Use Element and Urban Growth Area in planning future facilities.

b. Utilize the maps of general location of existing and proposed utility facilities to determine consistency of such designations with other elements of the comprehensive plan.

c. Map the general location of proposed utility facilities to a general utility coordinator area rather than to a specific site. Coordinate with each utility provider to obtain updated information, and if necessary, revise the maps accordingly.

d. Utilities should be extended in an orderly manner, consistent with the financial capabilities of the City and applicants, the orderly development of the city, and the capacities of these systems.
e. All new developments should be served by City water and sewer service and all existing development within two hundred feet of sewer main and capable of a side main connection should be connected to the city sewer system. Allowance should be made in case of financial hardship.

f. All new development should provide for proper collection and disposal of storm water runoff that is generated on-site.

g. City water and sewer services should not be extended outside the City Urban Growth Boundary and into the Joint Planning Area until the City Comprehensive Plan has been amended pursuant to the State Growth Management Act to expand the UGA boundary and annexation has occurred or a pre-annexation agreement has been executed. The one exception is for direct water hookups outside the UGA area where there are existing service mains.

h. Residential development in the UGA but outside the city limits should be clustered and, thereby, more economically served by municipal utility services.

i. New developments should absorb the full costs of required utility services, including applicable latecomers’ charges.

j. Each new development should be responsible for minimizing storm water runoff from its site. Primary emphasis should be on infiltrating storm water on-site, except in those circumstances where water flows to and through steep bluffs.

k. The impact of increasing runoff on downstream drainage facilities shall be analyzed by all development proposals. Best management practices for control shall be considered including retention, percolation or improvement of existing improvements as the situation dictates. Plans shall be approved by the City Engineer.

l. Parking lot or outdoor work area runoff should be free of toxic contaminants such as oils before leaving the property and entering the city storm drainage system.

m. Developments traversed by a watercourse such as a drainage way, channel or stream should provide a storm water easement or drainage right-of-way to the city. Up to twenty-five feet on each side of the watercourse should be undisturbed except for normal maintenance or landscaping.

**Objective 2:** Facilitate and encourage conservation of resources to delay the need for additional facilities for electrical energy and water resources and achieve improved air quality and give careful consideration to the siting of utilities to protect natural resource areas and public health, safety and welfare.
Policies

a. Facilitate the conversion to cost-effective and environmentally sensitive alternative technologies and renewable energy sources.

b. Standards providing for solar access for solar energy systems should be adopted.

c. Promote siting of facilities with respect for natural features, sensitive areas, and water quality and quantity. Where feasible, relocate existing facilities located in sensitive areas.

d. Consideration should be given to fields in the siting and design of transmission lines, cell sites, and related facilities.

Objective 3: Implement timely, predictable, and reasonable permit processes for utility service.

Policies

a. Promote when reasonable and feasible the co-location of new public and private utility distribution facilities in shared trenches and coordination of construction timing to minimize construction-related disruptions to the public and disturbances to the environment, and to reduce the cost to the public of utility delivery.

b. Use existing and identified future utility corridors for joint uses, such as trails, open space, and recreation.

c. Provide timely effective notice to utilities to encourage coordination of public and private utility trenching activities for new construction and maintenance and repair of existing roads.

d. Encourage provision of an efficient, cost effective and reliable utility service by ensuring land will be made available for the location of utility lines, including location within public transportation corridors, consistent with franchise terms and conditions including the possible payment of annual fees.

e. Promote the extension of distribution lines to and within the designated urban growth area. Coordinate land use and facility planning to allow eventual siting and construction of distribution lines within right-of-way which are being dedicated or within roads which are being constructed or reconstructed.

f. Review and amend existing regulations as necessary to allow maintenance, repair, installation and replacement of utilities, where consistent with the overall goals of the comprehensive plan.
g. Provide information needed by public, quasi-public and private utilities to identify and plan for future service development.

h. Encourage system design practices intended to minimize the number and duration of interruptions to customer service.

i. Ensure that the goals, objectives, and policies of this plan and the implementing development regulations are consistent with the public service obligations imposed by federal and state laws on utility service agencies.
Transportation Element
Transportation

This section describes the current transportation system in the City of Langley. The information contained in this document provides a foundation for the development of the Transportation Element of the Langley Growth Management Plan.

CONTEXT

The City of Langley is located in Island County on the south end of Whidbey Island. It is a primarily residential community with a population of 1025 people (2002 estimate). The unincorporated community of Clinton, with its ferry terminal connecting the island to the mainland at Mukilteo, lies southeast of Langley. SR 20/SR 525, the major north-south state highway serving Island County, passes about three miles west of the town limits. There are four primary connections to Langley from SR 525 via Langley Road, Maxwelton Road, Coles Road, and Brooks Hill Road. Figure T-1 shows Langley in its regional setting.

The downtown area is located on a high bluff overlooking Saratoga Passage and Camano Island to the north. It contains primarily retail and commercial services for residents and tourists. The small boat harbor at the foot of Wharf Street below Cascade Avenue is a major feature of the downtown, and the relationship to the waterfront is a principal amenity of downtown Langley.

Population Growth

Between 1991 and 2002, Island County's population increased from 62,700 to 72,400. This represents a 15 percent increase in population, a significant decrease in the rate of growth from the prior ten year period. This rate of increase is slightly less than the statewide rate of 19 percent increase for the same period.

The City of Langley experienced an 18 percent increase in population over the same ten-year period, growing from 845 in 1990 to 1000 persons in 2000.

Land Use Assumptions

Travel demand estimates, modeled by Popp & Associates, were based on land use assumptions derived from discussions among the planners for Island County, Coupeville, Oak Harbor, and Langley. Input from each jurisdiction was used to allocate growth to each area of the county. The results of this process are outlined in detail in the travel forecasts section of this chapter.
TRANSPORTATION SYSTEM

The City of Langley's transportation system includes the following principal modes:

- Streets and roads
- Pedestrian and bicycle facilities
- Transit routes
- Waterborne transportation

The characteristics of each mode are discussed below.

EXISTING ROAD SYSTEM

Langley Road is the principal connection between the City of Langley and SR 525 at Ken's Comer. Maxwelton Road, which intersects Langley Road just south of the Langley city limits, connects Langley with SR 525 to the west of Ken's Comer. As indicated in Figure T-2, Langley and Maxwelton Roads are two lane roads in good condition. Both have a 50 mph speed limit. Inside the city limits, Langley Road becomes Camano Avenue. All roadways, including Camano, have a 25 mph posted speed limit.

Coles Road is a two lane county road connecting Langley with SR 525 via Brooks Hill Road and Third Street. Brooks Hill Road leads westward to the Bayview community. Saratoga Road is a scenic highway along the Saratoga Passage to the northwest of Langley. All three roads are in poor to fair condition and have narrow gravel shoulders.

Edgecliff Drive and Sandy Point Road serve the residential development in the eastern section of the city. Edgecliff dead-ends just beyond the city limits, but Sandy Point Road continues eastward to Wilkinson Road and provides an alternative route to the Clinton community.

The downtown streets (First, Second, etc.) are all two-lane streets, mostly with sidewalks and parking on both sides. Wharf Street connects downtown Langley with the harbor area at the foot of the bluff.
**Intergovernmental Coordination**

Langley's LOS standards were developed with a full understanding of Island County's LOS standards and are consistent with these standards. Langley LOS standards have no direct bearing on WSDOT standards.

**Public Participation**

Extensive efforts were made to involve the public in the development of the Comprehensive Plan and Transportation Element. These are discussed in more detail on page 4 of the Comprehensive Plan.

**Functional Classification**

Classifying roadways by function provides a foundation for day-to-day decisions related to traffic operations, funding choices among competing road improvement projects and the long-range planning decisions related to land use and transportation needs. There are two primary functions of a roadway: mobility and land access. "Access" means the existence of driveways connecting the street with private property and the availability of part of the street for parking and loading. The movement or "mobility" function combines both the capacity to move quantities of vehicles or people along the street, and the ability to do so at a reasonable speed. The functions of access and mobility usually conflict with each other because access movements (i.e., left turns into and out of driveways or parking maneuvers) impede the smooth flow of traffic along the street.

The entire functional classification system is based on the evaluation of certain parameters including the following:

- Trip Length;
- Traffic characteristics;
- Continuity of functional classification;
- Route feasibility;
- Location of travel generators;
- Geographical spacing of roads;
- Miles and travel classification controls;
- Integration of network with adjoining jurisdictions; and
- Ability of roads to serve other travel modes (i.e., bus, bicycle).

Functional classifications are generally divided into the following categories.

- **Arterial roads** provide the greatest degree of mobility and have the most limited access to adjacent land uses
- **Collector roads** generally provide equal mobility and land access.
- **Local access roads** provide more access to land than they provide mobility.

Table 1 defines the roadway classifications.
Table 1: Roadway Classification Definitions

<table>
<thead>
<tr>
<th>Classification</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Principal Arterial</td>
<td>provides traffic movements into, out of, and through a city. Principal arterials carry the highest amount of traffic volumes and provide the best mobility in the roadway network by limiting access and having few traffic control devices with high speed limits. Regional and inter-County bus routes are generally located on principal arterials, as well as transfer centers and park and ride lots.</td>
</tr>
<tr>
<td>Secondary Arterial</td>
<td>connects with and augments principal arterials. Secondary arterials allow densely populated areas easy access to principal arterials. Because they provide more access to adjacent land uses (i.e., shopping, schools, etc.) than a principal arterial, these roadways have lower traffic flow rates. Secondary arterials also serve as local and inter-community bus routes.</td>
</tr>
<tr>
<td>Collector</td>
<td>provides easy movement within neighborhoods and channel neighborhood trips onto the secondary and principal arterial street system. Collectors typically carry moderate traffic volumes, have relatively shorter trips than arterials, and carry very little through traffic. Local bus routes sometimes use collectors for passenger pickup.</td>
</tr>
<tr>
<td>Local Access Streets</td>
<td>comprises all roadways and streets not otherwise classified. The main function of local access streets is providing direct access to abutting properties. Very often at the expense of traffic movement. Characteristics often associated with local streets are low speeds and delays caused by turning vehicles. Local streets are not generally designed to accommodate bus movements.</td>
</tr>
</tbody>
</table>

Within the City of Langley, the functional classification is divided into three categories. Figure T-2A graphically shows the Langley roadway network and Figure t-2B identifies the functional classification of these roads. The three classifications are listed below.

- Major Collector Streets
- Minor Collector Streets
- Local Access Streets

As indicated in Figure T-2B, streets listed below have been designated as major collectors:
• Sandy Point Road (Camano Avenue to East city limit)
• Camano Avenue
• Sixth Street
• Cascade Avenue
• Second Street (DeBruyn to Cascade)
• Third Street (City limits to Park Avenue)
• DeBruyn Avenue (Third Street to First Street)
• Park Avenue (Sixth to Third Street)

Seven streets have been designated as minor collector streets:
• Park (Third to First)
• Saratoga Road (City limits to DeBruyn)
• Edgecliff Drive (Camano to Decker)
• Anthes (Sixth to Second)
• First Street (DeBruyn to Second/Cascade)
• Wharf Street (Cascade to end)
• Decker Avenue

All other streets in Langley are classified as local access roads.
Geometrics and Traffic Control
Figure T-2B also summarizes current geometrics for the key roadways in Langley. Most roadways are two-lanes with 20 to 22 foot pavement widths and narrow gravel shoulders. The downtown streets are generally wider and have sidewalks and parking on one or both sides.

There are no traffic signals within the city. There are all-way stops at the intersections of Cascade Avenue/Sixth Street, First Street/Anthes Avenue, Second Street/Anthes Avenue, Third and Park, and 2nd and Cascade. All other intersections are controlled by stop signs on the minor street approach.

Traffic Operations
Level of service (LOS) analysis serves as an indicator of the quality of operation at an intersection. The LOS grading ranges from A to F such that LOS A is assigned when no delays are present and low volumes are experienced. LOS E, on the other hand, represents the 'at capacity' condition-no more vehicles could be added to the intersection without a breakdown in traffic flow. LOS F is an unacceptable level of service and indicates long delays and/or strained traffic flows. A more detailed discussion of LOS follows later this chapter.

Manual p.m. peak-hour traffic volume surveys were conducted at two locations in Langley in 1993. Data were available for or were estimated at two other locations. These locations were selected for analysis because of their importance for traffic flow to and from Langley as a whole, and because they are recommended for monitoring to maintain the GMA level of service standards, when they are defined.

Table T-2 summarizes the existing levels of service for the four intersections included in the traffic analysis.

Table T-2: Existing Intersection Levels of Service

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<tr>
<th>Intersection</th>
<th>Existing Level of Service</th>
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<td>Camano Avenue/ Sandy Point Road</td>
<td>A</td>
</tr>
<tr>
<td>Camano Avenue/ Edgecliff Drive</td>
<td>A</td>
</tr>
<tr>
<td>Sixth Street/ Cascade Avenue</td>
<td>A</td>
</tr>
<tr>
<td>Third Street/ DeBruyn Avenue</td>
<td>A</td>
</tr>
</tbody>
</table>

Levels of service of intersections and roadway sections within Langley are shown in Figure T-3. Roadway levels of service for county roads in the surrounding area are shown in Figure T-4.
TRANSIT SERVICE

The transit needs of the City of Langley and its residents are served by the Island County Public Transportation Benefit Area Transit, operating as Island Transit. The City is a member of the PTBA. The agency's services include:

- Fixed route service
- Para-transit service
- A vanpool program and
- Ride matching programs

All of Island Transit's services are provided free to its users. The system is funded by a 0.3 percent sales tax.

Bus Routes
Routes 1A (southbound) and 1B (northbound) provide conventional fixed-route transit service to the City of Langley. These routes run between the Clinton Ferry terminal and the main inter-route transfer point in downtown Oak Harbor.

Service hours in Langley are 5:36 a.m. to 7:27 p.m., Monday through Friday, and 8:36 a.m. to 7:27 p.m. on Saturdays. There is no Sunday or holiday service.

Buses run on approximately hourly headways (time between buses) in each direction. Southbound buses are generally due in Langley at Third and Anthes at 36 minutes past the hour, and northbound buses typically arrive at 12 or 27 minutes past the hour. Additional runs between Langley and the Clinton ferry terminal are provided in the morning and evening peak periods.

Para-transit and other services
Para-transit service has been offered to Langley residents since March 26, 1992. Riders must fill out an application form and be accepted for service based upon federal criteria for citizens covered by the Americans with Disabilities Act. Potential users must provide 24 hours notice of their trip to Island Transit in order to arrange for door-to-door service. Island Transit also offers subsidized vanpools and ride matching services for car/vanpools to all PTBA residents, including those in Langley.
AIR SERVICE

Whidbey Island and the City of Langley are served locally by several air facilities. Regularly scheduled airline service is not currently offered on Whidbey Island. The primary airstrip serving the Langley area is the Langley Whidbey Airpark (Porter Airpark).

PEDESTRIAN AND BICYCLE FACILITIES

There are an increasing number of facilities available for non-motorized travel within the City of Langley. The sidewalks, alleys and walkways that exist in the commercial downtown area of Langley provide ample opportunities for non-motorized travel and make this area truly walkable. A continuous walkway exists along the major traffic corridor from the Camano/Sandy Point intersection entrance to the city along Camano Avenue, 6th Street, Park Avenue, and 3rd Street to the Coles Road/Brooks Hill Road entrance to the city. Although there are no dedicated bicycle facilities, bicyclists may safely use the existing roads and streets. Future additions to existing facilities will create an extensive network of interconnected walkways and trails that provide readily accessible alternatives to the use of motorized transit within Langley.

MARINE AND FERRY SERVICE

Ferry Service
Passenger and auto ferry services are provided by the Washington State Department of Transportation, Marine Division to the terminal at Clinton, south of Langley. This route connects with Mukilteo in Snohomish County, and links Whidbey Island with the Seattle-Everett metropolitan area.

Mosquito Fleet (private)
The Mosquito Fleet, based in Everett, currently offers charter cruises between Everett and Langley. These charter cruises are recreational; the Mosquito Fleet currently has no commuter service.
TRAFFIC FORECASTS

Travel demand forecasting is a means of estimating future traffic volumes based on the growth in population and employment within an area. Alpha Engineering Group (Alpha) and William Popp & Associates have developed a 2003 travel demand model for Island County arterials as a part of the county's GMA Transportation Planning program. This report summarizes the assumptions, methodologies, and results of the model forecasts.

To enable detailed planning, Island County staff subdivided the county into 4 planning sub-areas: North Whidbey, Central Whidbey, South Whidbey and Camano Island. Through the census, these 4 sub-areas are further divided into 21 smaller areas entitled Block Numbering Areas (BNA's). This zone structure was adopted as traffic analysis districts for the forecasting of population and employment within each of the 4 county planning sub-areas. For the forecasting of travel demand, the BNA’s were further subdivided into 48 traffic analysis zones (TAZ's). The South Whidbey sub-area, located generally south and east of Freeland, contains 4 BNA’s and 11 TAZS. Langley is in BNA 9720, and the city limits of Langley serve as the boundary for TAZ #37. The Block Numbering Areas for South Whidbey are shown in Figure T-6, and the TAZ's are shown in Figure T-7. These figures also show the arterial network used in the model.

POPULATION FORECASTS

The Washington State Office of Financial Management (OFM) has developed 2000 and 2010 population forecasts for Island County as a whole. These population forecasts deal only with year-round residents of Island County; seasonal residents and tourists are not included. County staff has allocated these OFM population forecasts to each of the 4 planning sub-areas in accordance with the currently adopted land use plan. Estimates of 2003 population within each sub-area were interpolated from the 2000 and 2010 sub-area forecasts, and allocated to each BNA based on the BNA’s proportionate share of the 1990 sub-area population total. The 1990 to 1992 population growth within each sub-area was allocated to each BNA using the same method. Table 3 shows the results of the population forecasts for the South Whidbey sub-area.
Table 3: South Whidbey Island Population Estimates

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</tr>
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The population growth for the South Whidbey sub-area between 1992 and 2003 is projected to be 30 percent, significantly higher than the county average growth of 18 percent. Population in the Langley vicinity, represented by BNA 9720, is projected to grow by 20 percent between 1992 and 2003, only slightly higher than the county average.

EMPLOYMENT FORECASTS

Since no employment forecasts for Island County are currently available, a trend-line forecast was developed. The Washington State Department of Employment Security (DES) maintains records of employment by year, address, and industry SIC code. Using this database, the historical employment growth between 1970 and 1992 was determined for each industry SIC code in Island County. The resulting growth rates were applied to 1992 employment numbers to reach an estimate of 2003 employment levels. The employment growth was allocated to each BNA based on the assumption that employment growth would occur in the same areas as existing employment. These DES employment forecasts do not include Navy base employment or Agricultural employment. For this analysis, it was assumed that military and agricultural employment would remain stable over the next 10 years. Tables 4 and 5 show the results of the 1992 and 2003 employment allocations for the South Whidbey sub-area.

Table 2-2: 1992 South Whidbey Island Employment Allocation

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</tbody>
</table>

The employment growth within each BNA between 1992 and 2003 varies from 35 percent to 42 percent. BNA 9718 has the least employment growth in the South Whidbey sub-area at 35 percent, and BNA's 9719 and 9721 have the highest growth at 42 percent. Projected employment growth in Langley's BNA (#9720) is 36 percent. The average employment growth projected for the South Whidbey sub-area of 37 percent is much higher than the county average growth forecast of 21 percent.

**TRAVEL DEMAND FORECASTS**

In addition to the population and employment forecast assumptions, specific assumptions were required to determine growth in external traffic volumes. For Whidbey Island, the external connections include the ferry crossing points at Keystone and Clinton and the highway crossing at Deception Pass. In each case, historical vehicle traffic counts and ferry ridership records were used to project the 2003 volumes at these points. No attempt was made to reflect current or future capacity constraints at either ferry or bridge crossings.

The development of the traffic model necessitated the allocation of the BNA-level population and employment forecasts described above to the TAZ level. This task was accomplished by Popp & Associates, with the assistance of staff representatives from Island County, and the municipalities of Oak Harbor, Coupeville and Langley. Tables 6 and 7 show the population and employment allocation for the South Whidbey sub-area by TAZ. Forecasts for the City of Langley are shown in TAZ #37.

The population and employment information for each TAZ were converted to vehicle trips using trip generation rates from the ITE Trip Generation Manual. The trip ends resulting from the population growth were identified as either single-family or multi-family residential trips. The employment trips were identified by industry. Table 8 summarizes the trip ends forecasted for the South Whidbey sub-area.
## Table 6: South Whidbey Population Allocation

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Table 7: South Whidbey Employment Allocation

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</tr>
<tr>
<td>Total</td>
<td></td>
<td>100%</td>
<td>1,936</td>
<td>100%</td>
<td>727</td>
<td>2,663</td>
<td>38%</td>
</tr>
</tbody>
</table>

Table 8: South Whidbey Trip Ends

<table>
<thead>
<tr>
<th>TAZ</th>
<th>1992</th>
<th>2003</th>
<th>Growth</th>
</tr>
</thead>
<tbody>
<tr>
<td>32</td>
<td>404</td>
<td>760</td>
<td>88%</td>
</tr>
<tr>
<td>33</td>
<td>461</td>
<td>1,071</td>
<td>132%</td>
</tr>
<tr>
<td>34</td>
<td>336</td>
<td>594</td>
<td>77%</td>
</tr>
<tr>
<td>35</td>
<td>538</td>
<td>674</td>
<td>25%</td>
</tr>
<tr>
<td>36</td>
<td>795</td>
<td>1,023</td>
<td>29%</td>
</tr>
<tr>
<td>37</td>
<td>829</td>
<td>1,005</td>
<td>21%</td>
</tr>
<tr>
<td>38</td>
<td>501</td>
<td>607</td>
<td>21%</td>
</tr>
<tr>
<td>39</td>
<td>453</td>
<td>548</td>
<td>21%</td>
</tr>
<tr>
<td>40</td>
<td>204</td>
<td>246</td>
<td>21%</td>
</tr>
<tr>
<td>41</td>
<td>204</td>
<td>246</td>
<td>21%</td>
</tr>
<tr>
<td>42</td>
<td>389</td>
<td>610</td>
<td>57%</td>
</tr>
<tr>
<td>43</td>
<td>576</td>
<td>767</td>
<td>33%</td>
</tr>
<tr>
<td>Total</td>
<td>5,690</td>
<td>8,151</td>
<td>43%</td>
</tr>
</tbody>
</table>
Table 8 shows that trips ends within the City of Langley (TAZ #37) increase by 21 percent between 1992 and 2003. This is consistent with the population and employment growth forecasts for TAZ #37 of 20 percent.

**Trip Assignment**
All trips were assigned to the County arterial system based on existing trip distribution and traffic assignment patterns. The trip distribution used in the traffic model was refined until the 1992 traffic volumes produced by the model closely matched the existing 1992 ground count volumes at sample locations. Once the model was calibrated, the 2003 population and employment forecasts described above were input to the model.

**Seasonal Traffic Variations**
The Washington State Department of Transportation (WSDOT) maintains a database of traffic volumes along SR 20/SR 525 on Whidbey Island. WSDOT has a permanent traffic recorder, located just east of Coupeville on SR 20, which continually counts vehicles passing that section of the state highway. Data from this recorder provides a sample of monthly and yearly variations in traffic volumes on Whidbey Island.

Based on this data, traffic volumes vary up to 36 percent over the course of the year. Peak traffic flows occur in August, which are about 19 percent higher than the monthly average, and low flows occur in January at about 17 percent lower than the monthly average. These variations are the result of increased travel by Island County residents, tourists, and seasonal residents in good weather months.

The 1992 existing traffic volumes and 2003 forecasted traffic volumes represent average daily traffic volumes; the seasonal variations in traffic described above are not reflected in these volumes. As a result, there will generally be more congestion than forecasted during the spring and summer months, and less congestion than forecasted during the fall and winter months. A new traffic counts program is being initiated during the summer of 1994 in cooperation with Island County. This will provide information on seasonal variations.

**TRAFFIC IMPACTS**
Traffic volumes on the four arterials in the Langley vicinity (Saratoga Road, Brooks Hill Road, Langley Road, and Wilkinson Road) will increase 17 percent between 1992 and 2003. This is less than the 21 percent increase in trip ends since some (approximately 4 percent) of the trips generated within the zone will be internal trips. The traffic growth on these roadways was used by KJSA to estimate future roadway level of service conditions in and around Langley. The existing and future levels of service in Langley and the Langley vicinity are shown in Figure T-8 and Figure T-9, respectively.

The forecasted traffic growth will not result in any capacity deficiencies in the Langley arterial system. All intersections within the City will operate at LOS C or better in 2003. All arterial segments within the City will operate at LOS C or better in 2003.
LEVEL OF SERVICE STANDARDS

The 1990 Washington State Growth Management Act requires Langley to establish level of service (LOS) standards for roadways and transit. The standard is a determination of the maximum level of congestion allowed on a roadway before improvements should be made. For example, if the established level of service for a specific roadway is LOS D, improvements should be made to that roadway if its level of service falls below LOS D (more congestion) or if projected growth would cause the road to exceed the LOS D standard. Level of service standards must be coordinated with the county.

Level of service standards will help ensure that the transportation system can adequately serve expected growth and development. In addition, the service level policy can become the basis for establishing a traffic impact mitigation fee system to provide "fair share" funding of needed transportation improvements. The level of service policy can also be used as an environmental impact review criteria under the State Environmental Policy Act (SEPA) as a basis for conditioning or denying proposed developments.

LEVEL OF SERVICE DEFINITIONS

Level of service standards are qualitative measures describing both the operational conditions within a traffic stream and the perception of these conditions by motorists and/or passengers. Each level of service describes traffic conditions in objective terms such as speed, travel time, or vehicle density (i.e., the number of vehicles per mile). The conditions are also qualitatively described in terms of a drivers' ability to change lanes, safely make turns at intersections and choose his/her own travel speed. Six level of service are defined. Each level is given a letter designation from A to F, like school grades. LOS A represents the best operating conditions and LOS F the worst. The six levels of service are summarized in Table 9.

Congestion is measured in terms of delay, which can be categorized into levels of service. Delay is a measure of mobility and access, and it considers the excess travel time accrued by motorists due to less than ideal traffic conditions. Congestion can also be measured by vehicle density and average travel speed. While these measures involve different calculations, their influence on travel behavior remains the same. Delay is a convenient measure of congestion at intersections, while average travel speed or vehicle density is a better indicator of congestion on long roadway sections or freeways.
Table 9: Arterial Level of Service Definitions

| Level-of-Service A | describes primarily free flow operations at average travel speeds usually about 90 percent of the free flow speed for the arterial class. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Stopped delay at signalized intersections is minimal |
| Level-of-Service B | represents reasonably unimpeded operations at average travel speeds usually about 70 percent of the free flow speed for the arterial class. The ability to maneuver within the traffic stream is only slightly subjected to appreciable tension. |
| Level-of-Service C | represents stable operations. However, ability to maneuver and change lanes in mid-block locations may be more restricted than in LOS B, and longer queues and/or adverse signal coordination may contribute to lower average travel speeds of about 50 percent of the average free flow speed for the arterial class. Motorists will experience an appreciable tension while driving. |
| Level-of-Service D | borders on a range in which small increases in flow may cause substantial increases in approach delay and, hence, decreases in arterial speed. This may be due to adverse signal progression, inappropriate signal timing, high volumes, or some combination of these. Average travel speeds are about 40 percent of free flow speed. |
| Level-of-Service E | is characterized by significant approach delays and average travel speeds of one-third the free flow speed or lower. Such operations are caused by some combination or adverse progression, high signal density, extensive queuing at critical intersections, and inappropriate signal timing. |
| Level-of-Service F | characterizes arterial flow at extremely low speeds below one-third to one-quarter of the free flow speed. Intersection congestion is likely at critical signalized locations, with high approach delays resulting. Adverse progression is frequently a contributor to this condition. |


For Langley, levels of service were calculated both at key intersections and along key arterial segments.

ADOPTED LOS POLICY

In July 1993, the Island County Board of Commissioners reached a preliminary agreement on LOS Standards. For county roads, the standard will be LOS C in rural areas and LOS D in urban areas. For state roads (SR 20/SR 525), the standard will be LOS D in rural areas and LOS E in urban areas. Further, if there are existing arterials which are below these standards, the 1992 existing LOS would become the standard. Urban areas are defined by the proposed interim urban growth areas of Oak Harbor, Coupeville, and Langley, and the rural business areas of Freeland and Clinton.

The Growth Management Planning Committee of the City of Langley was charged with the responsibility of recommending a roadway level of service policy for the city. In order to accomplish this, the committee reviewed the following information:

- Existing level of service conditions for key roadways in Langley.
- Potential future (2003) level of service conditions for key roadways in Langley.
• Level of service recommendations for Island County.

The level of service standard recommended by the committee is LOS C. Although this LOS standard is higher (less congestion) than the standard recommended by the county for urban areas, the standard is consistent with the county's standard for rural areas. As a result, the Langley LOS standard appears to be consistent with Island County's GMA Plan.

TRANSPORTATION IMPROVEMENT PROGRAM

Local jurisdictions are required to prepare and keep current a Six-Year Transportation Improvement Program (TIP). These programs identify capital transportation projects, prioritize them, indicate project costs and identify funding sources for each project. Langley will continue to prepare TIPs every year in a manner consistent with the general guidance of the comprehensive plan and to implement its goals and policies. Langley's current TIP is incorporated herein by reference.

GOALS AND POLICIES

Goal 1

A transportation system that complements the land use element of the Comprehensive Plan.

Policies

1.1 Use future land use projections based on the Comprehensive Plan to identify and provide for adequate rights of way for all modes of travel as areas develop.

1.2 Provide types and levels of transportation facilities based on the anticipated intensity of development in areas of the city.

1.3 Prepare long-range plans for future city roadways providing direct connections and adequate rights of way in consideration of existing and anticipated future development.

1.4 Integrate public transportation planning into land development review and the design and maintenance of public roads.

1.5 Review land use designations where roadway construction or upgrading to serve designated land use intensities is not feasible or where concurrence cannot be achieved.

1.6 Future roadways and improvements to existing roads should be planned to enhance multi-modal (transit, pedestrians, bicycles, etc.) traffic flow.
1.7 Review Land Development Standards to ensure adequate provision has been made for safe and efficient vehicular access to individual properties while maintaining the integrity of the city's roadway system.

1.8 Designate and design primary transportation corridors to be compatible with adjacent county roadways.

1.9 Maintain adequate access to and circulation within all developments for emergency service and public transportation vehicles.

1.10 Seek to establish compatible street and roadway standards with Island County, particularly in the Langley Urban Growth Area.

1.11 Design residential streets that link neighborhoods and complementary land uses for efficient and safe circulation.

1.12 Locate bus stops and design bus pullouts and on-site circulation to accommodate public or school bus transportation where potential ridership warrants such improvements.

1.13 Encourage commuter and through traffic to use the arterial city streets instead of neighborhood streets and the downtown area.

Goal 2

Design, regulate, and maintain Langley's roads and streets in a way that balances the needs of all uses and users, recognizes the streets' role as public spaces, retains Langley's small-town character, and minimizes impervious surfaces.

Policies

2.1 The city should develop and implement a set of street types (designs and associated regulations) to achieve this goal that can be used in different parts of the city depending on traffic volumes, anticipated future use characteristics, and existing or planned surrounding land uses.

Goal 3

Improved access to non-motorized transportation facilities and services.

Policies

3.1 Participate in preparation of a county-wide plan that provides continuous routes between major activity centers and the cities.
3.2 Provide a safe system of pedestrian facilities tying together neighborhoods and downtown, waterfront, and the school/fairgrounds/Arts Center area, and connecting to the county trail system.

3.3 Ensure that new development incorporates public-access pedestrian and other non-motorized facilities within the development and connects to existing or planned public-access walkways outside of the development.

3.4 Provide convenient and secure bicycle parking facilities downtown, on the waterfront, and at other major activity centers.

3.5 Sidewalks should be required for all new development, redevelopment, or street replacement in the central business district. Pathways should be required for residential development.

**Goal 4**

Design facilities and provide services that enhance the mobility of all citizens regardless of age, disability, or income.

**Policies**

4.1 Provide pedestrian facilities that maintain access between public facilities and residential areas.

4.2 Construct pedestrian facilities that accommodate elderly persons and persons with disabilities.

4.3 Design safe and direct pedestrian and disabled access to and from public rights of way, public facilities and private developments.

**Goal 5**

Restrict the number of direct vehicle accesses onto collector streets to enhance both traffic flow and safety.

**Policies**

5.1 A pedestrian and vehicular circulation concept should be a part of each public and private development proposal for which it is applicable.

5.2 Require adequate spacing of driveways from intersections in order to promote safe and efficient flow of traffic.

5.3 Require joint driveway access as a condition of new development for properties that have compatible land uses.
5.4 Locate driveways in a manner that provides adequate site distance for traffic movements and does not interfere with traffic operations at intersections.

Goal 6

A transportation system that complies with GIMA concurrence requirements and the City's adopted level of service.

Policies

6.1 The goals, policies, and objectives of the Langley Comprehensive Growth Management Plan shall provide the basis for making interpretations of land development concurrence with transportation.

6.2 Monitor level of service on the city's arterial streets in order to ensure that the adopted LOS C is adhered to.

6.3 Encourage the use of programs aimed at reducing peak period traffic congestion, discourage the use of single occupancy vehicles, and increase the use of public transportation by means such as park and ride lots, park and pool lots, vanpools, car pools and ride sharing.

6.4 Reduce parking demand by requiring accommodation within site plans for pedestrians, public transportation, ridesharing, and bicycles.

6.5 Establish minimum off-street parking stall ratios for different land uses.

6.6 Provide transit stops and transit access for land uses that attract larger numbers of employees and/or customers/patrons.

6.7 New development/redevelopment that creates the need for off-site traffic, safety and control measures should be responsible for the necessary improvements to the degree caused by the development.

6.8 Participate in public awareness and education programs with Island Transit that encourage more reliance on public transportation.

Goal 7

Emphasize transportation improvements that have positive or minimal adverse impacts on the natural environment, air quality, and energy consumption.
Policies

7.1 Design transportation facilities to include mitigation of adverse impacts on water resources, drainage patterns, and soils profiles.

7.2 Locate transportation facilities to minimize the disruption of natural habitat, floodplains, wetlands, geological hazard areas, resource lands and other environmentally sensitive areas.

7.3 Develop a transportation system that considers aesthetic and visual values. Examples: (a) existing trees and landscaping should be maintained along all city collectors and (b) new residential developments adjacent to collectors should be buffered from these facilities.

7.4 Require circulation roadways and driveway access to be aligned in such a way as to avoid impacting environmentally sensitive areas.

Goal 8

The transportation elements of the comprehensive plans of the county and city shall be compatible with the countywide planning policies developed pursuant to the requirements of the Growth Management Act.

Policies

8.1 Establish and maintain an on-going process for the development, mutual adoption, and revision of countywide transportation goals, objectives, and policies.

8.2 Use the Island Sub-region of the Regional Transportation Planning Organization (RTPO) as a framework for determining consistency among local transportation plans.

8.3 The long-range transportation plans and transportation improvement programs of the county and cities shall be compatible with regional goals and policies.

8.4 Participate in the organization and planning activities of the RTPO.

8.5 Develop long-range transportation plans and implement transportation improvement programs, which are compatible with the regional transportation plan.

8.6 The county and city shall coordinate with Island Transit and the state in the development of transportation facilities of statewide, region-wide and countywide significance.
Goal 9

The city should work jointly with Island County to provide adequate transportation systems, such that development can proceed with order and according to the land use elements of local comprehensive plans.

Policies

9.1 Produce coordinated forecasts of road and highway needs and transit demand based on the regional travel demand models and the land use elements of county and city comprehensive plans.

9.2 Establish compatible methodology and standards by which to determine the types and estimated costs of needed future transportation system improvements.

9.3 Prioritize lists of future transportation system improvements based upon the extent they fulfill the objectives of the regional transportation plan and county and city comprehensive plans.

9.4 Ensure that the land use element, the transportation improvements element, and the finance plan are coordinated and consistent.

Goal 10

The City, Port of South Whidbey, Island Transit and Island County should coordinate their efforts with the private sector to accommodate water transportation service as an alternative to vehicular movement.

Policies

10.1 Provide sufficient berthing capacity and harbor and navigational improvements for water borne transportation services.

10.2 Provide safe and efficient ground access to and from the berthing area to accommodate water borne passengers.

INSERT FIGURE T-10 – CIRCULATION PLAN
CIRCULATION PLAN

A. Third Street Connection

**Description:** Extend Third Street from the eastern terminus of the park and ride lot to Cascade Avenue via a new 60’ to 70’ right-of-way. Refer to Figure CIP-6 for more detail.

**ROW Width:** 60’ to 70’

**Length:** 260’

B. Second and Third Street Connection

**Description:** Connect Second Street to the Third Street park and ride area via the Post Office parking lot. The connection is for improved ingress and egress to the post office to ease traffic circulation and not intended to accommodate through traffic.

**Actions:** Amend existing easement agreement with the Island County Housing Authority to allow connection. Amend Post Office lease to allow for connection.

C. Sunrise Lane Pedestrian Connection

**Description:** Pedestrian connection to Seawall Park from the intersection of Sunrise Lane and Wharf Street. Sunrise Lane is currently a private street.

**Width:** 10’

**Length:** 700’

D. Waterfront Boardwalk

**Description:** Connection from the boat launch at the Langley Marina north to Seawall Park along a waterfront boardwalk.

**Width:** 10’

**Length:** 800’

E. Funicular

**Description:** Pedestrian tram connection from Cascade Avenue to the Langley Marina. The Cascade Avenue station is proposed in proximity to the intersection with Fourth Street. See Figure CIP-5 for more detail.

**Width:** 30’
Length: 140’

F. Noble Creek Trail and Waterfront Access

Description: Trail connection from Sandy Point Road to Edgecliff Drive. The city should perform a feasibility study on providing pedestrian access from Edgecliff Drive to the shoreline as shown on the Figure T-10.

Length: 1900’

Actions: Conservation Easement for stream, wetland and buffer on properties between Edgecliff Drive and Sandy Point Way and fee simple acquisition of the property north of Edgecliff Drive to the shoreline through the use of Conservation Futures Funds from Island County.
Scenic Corridor Streetscape Element
Scenic Corridor Streetscape Element

The purpose of the Scenic Corridor Streetscape Element is to establish the general design guidelines for the aesthetic improvements of the main entrance roadways to the City. The streetscape policies are intended to result in development that provides a visual buffer between development and the street, create a comfortable street space for vehicles and pedestrians, maintain continuity of the City's unique natural design concepts, and preserve existing natural vegetation.

The roadways that the Scenic Corridor streetscape policies relate to include; Brooks Hill Road, Coles Road, Saratoga Road, Maxwelton Road, Langley Road and Sandy Point Road (those segments shown on the City's Comprehensive Plan Map).

STREETSCAPE ISSUES

As the City of Langley and the region as a whole continue to develop, existing roads may have to be upgraded to safely carry more traffic, providing the opportunity to maintain and/or improve the design and appearance of such roads. The preservation and/or addition of tastefully designed landscaping, screening and buffers adds to the appearance of the roads as well as protecting adjacent uses from roadway noises and preserving rural character.

Impervious surfaces, such as roadways, contribute to the amount of storm water runoff that flows into area streams. This can be minimized by planting landscaping along roadways that slows the flow of the water and allows it the opportunity to filter into the soil rather than to run off onto paved surfaces.

STREETSCAPE POLICY

Existing significant trees and under-story vegetation that can be incorporated into the landscape design of designated roadways should be preserved.

BUFFER/ CUTTING PRESERVE POLICIES

A. A minimum buffer/cutting preserve, fifty feet in residential areas and thirty-five feet in non-residential areas, should be provided outside of the right-of-way on private or public property on each side of all collector and arterial roadways. For lots less than one acre in size, the width of the buffer should be reduced as necessary to allow reasonable development of the property but under no circumstances should the buffer be less than twenty feet in width. The purpose of said preserves is to protect existing stands of significant trees and under-story vegetation, create a boulevard effect in the street corridor and separate the pedestrian activity associated with the adjoining uses from the vehicular activity of the street corridor.
Landscape treatment of such buffer/cutting, preserves shall include the following forms:

- **Native Growth**—The retention and preservation of existing topography and undisturbed natural landscape materials.
- **Natural Plantings**—The retention of suitable natural landscape materials supplemented with sodded berms and natural plant materials; i.e., non-flowing evergreens, deciduous and natural undercover species. Minor modification of existing topography may be appropriate to achieve the Natural Plants cutting preserve form.

B. Any new landscape plantings within the buffer/cutting preserve should be placed in an informal manner to buffer the adjacent development areas and supplement existing native vegetation. Groundcover shall be provided in all shrub planting areas. Whenever possible, native plant species should be used in new plantings.

a. Where there is a significant grade change in the land adjacent to the street. Appropriate landscaping and retaining structures may be used as necessary.
Shoreline Management Element

1.0 INTRODUCTION

The 2013 Langley Shoreline Master Program (SMP) implements the Shoreline Management Act RCW 90.58 and WAC 173-26-100 and is hereby incorporated by reference into the comprehensive plan. The SMP establishes goals, policies and regulations for the protection and development of the shorelines of the City of Langley. For more details please refer to the city’s adopted SMP.