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In 2017, the Washington State Legislature directed the William D. Ruckelshaus Center (the Center) to facilitate a two-year process to create a “*Road Map to Washington’s Future*.” The purpose of this project is to articulate a vision of Washington’s desired future and identify additions, revisions, or clarifications to the growth management framework of state laws, institutions and policies needed to reach that future.

The Legislature’s budget proviso funding the project outlined a scope, schedule, and general process. Included in this scope was for the Center to coordinate targeted data gathering and research that may inform future alternatives. The Center provided to state university partners several potential topics for research and data collection to be conducted in 2018 by faculty and students.

The attached report, “Local Areas of More Intensive Rural Development (LAMIRDs): A Report Analyzing Whatcom, Skagit, Island, and San Juan County LAMIRDs” was authored by faculty and students at the Western Washington University, Urban Planning and Sustainable Development Program. The Center coordinated the technical support and participation by the Washington State Department of Commerce and the planning directors from the four counties.

It is important to emphasize that the information in this report represents the views of the authors, based on sources and data that were accessible and assumed to be reliable in 2017-2018. These reports were not prepared by the Center’s Road Map to Washington’s Future project team nor does the Center confirm the accuracy or completeness of the analysis. The information and findings in the report do not represent the views of the William D. Ruckelshaus Center, members of its Advisory Board, the University of Washington, or Washington State University.

Comments and questions about the report, “Local Areas of More Intensive Rural Development (LAMIRDs): A Report Analyzing Whatcom, Skagit, Island, and San Juan County LAMIRDs” should be sent to Dr. Tamara Laninga at: Tammi.Laniga@wwu.edu.

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Local Areas of More Intensive Rural Development (LAMIRDs): A Report Analyzing Whatcom, Skagit, Island, and San Juan County LAMIRDs

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August 2018

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1. Introduction

1.1 Background

In 1990, Washington state adopted the Growth Management Act (GMA). In 1997, Washington adopted language to clarify the Legislature's original intent regarding the type and extent of development allowed in the rural area. The amendments adopted to the Revised Code of Washington (RCW) created the specifics of what constitutes a Limited Area of More Intensive Rural Development (LAMIRD), and what a LAMIRD can be used for. In 2015, Washington State legislators asked the William D. Ruckelshaus Center to design a process for a comprehensive and collaborative look at the GMA. This report is the end result of a two-team research project. The project goal was to conduct an objective review of LAMIRDs in Whatcom, Skagit, Island and San Juan Counties. Both teams used a variety of County documents, State documents, GIS maps and interview questions to obtain information for the report. The majority of the report is fact based, with some short analysis in the end. The history of development section of the project relied heavily on the quality and detail of data each county made available to us.

1.2 GMA LAMIRD Type Criteria

LAMIRD boundaries are created to preserve the character of existing neighborhoods and communities. Boundaries can be created by utilizing physical boundaries such as bodies of water, roads, and natural land barriers. Boundaries are often marked by the built environment; this is particularly true for Type I LAMIRDs, which involve the largest extent of infill and development. Boundaries allow counties the ability to provide public facilities and public services in a manner that does not permit low-density sprawl.

Washington's GMA establishes three unique types of LAMIRDs. These classifications are described below in further detail. All three LAMIRD types are bound by the extent of the built environment on July 1, 1990. In essence, designated rural communities [LAMIRDs] are unable to expand beyond the extent of its existing, built infrastructure in 1990. This date was the inception of the GMA.

Three Types of LAMIRDs as described by Washington Administrative Code (WAC) (WAC 365-196-425 6(c):

Type 1: Isolated areas of existing more intense development.

- A logical outer boundary must be established for Type 1 LAMIRDs. This contains the development to the LAMIRD and ensures rural character is not negatively affected.
- Consisting of infill, development or redevelopment of commercial, industrial, residential or mixed use areas
- May range from shoreline development to villages, hamlets, rural activity centers, or crossroad developments

● *Type 2: Small-scale recreational use.*

- Small-scale tourist or recreational development relying on a rural setting are permitted
- Do not need to be designed to serve existing or projected populations
- New residential developments not allowed

● *Type 3: Small-scale businesses and cottage industries.*

- Isolated small businesses may be built (i.e., farm supply store, gas station) (Washington State Legislature, 2017, Rural Element - Growth Management Act).
- Provides job opportunities for rural residents
- Includes Master Planned Resorts

The following four sections of the report outline various aspects and features of LAMIRDs in Whatcom, Skagit, Island and San Juan counties. Specifically we address the following aspects of LAMIRDs for each county:

- LAMIRD Boundaries
- Zoning Designations
- Development Standards
- Unique Policies
- Context
- History of Development
- Economics

2. Whatcom County

2.1 LAMIRD Boundaries

According to GMA, the boundaries of LAMIRDs are intended to limit sprawl. Without strong boundaries, development would likely sprawl out into surrounding agricultural areas. Based on an interview with Whatcom County Planning and Development Services, the “logical outer boundary” chosen for LAMIRDs in 1990 is a strong success. It puts an active limit on the extent of the built environment as it was in 1990.

2.2 Whatcom Zoning Designations

Whatcom County utilizes 3 unique LAMIRD designations, pulled directly from the Whatcom County Code (WCC) and the Revised Code of Washington (RCW).

- Type I Rural Community: Boundaries delineated by the built environment’s extent in 1990. This allows for infill possibilities; however, the size of buildings in the LAMIRD cannot exceed the size of buildings for similar uses that existed in 1990.
- Type II Rural Tourism: The intensification of development on lots containing, or new development of, small-scale recreational or tourist uses, including commercial facilities to serve those recreational or tourist uses, that rely on a rural location and setting but that do not include new residential development...” (RCW 36.70A.070(5)).
- Type III Rural Business: Generally applies to parcels that have been developed with nonresidential uses. This category recognizes existing businesses in either commercial or industrial zoned areas isolated from other LAMIRDS and Urban Growth Areas. The minimum spacing from a LAMIRD or Urban Growth Area is one-half mile.

Table 2.1 shows the zoning designations for each LAMIRD type in Whatcom County.

Table 2.1: LAMIRD Zoning Designations of Whatcom County by Type

LAMIRD Type	Whatcom County
Type I - Rural Communities	Rural (R), Rural Residential (RR), Rural Forestry (RF), Commercial Forestry (CF), Agricultural (AG), Small Town Commercial (STC), Rural General Commercial (RGC), Neighborhood Commercial (NC), General Manufacturing (GM), Rural Industrial Manufacturing (RIM), Gateway Industrial (GI)
Type II - Rural Tourism	Rural (R), Rural Residential (RR), Tourist Commercial (TC), Resort Commercial (RC)
Type III - Rural Business	Rural (R), Rural Forestry (RF), Commercial Forestry (CF), Agricultural (AG), Rural General Commercial (RGC), Neighborhood Commercial (NC), Rural Industrial Manufacturing (RIM), Recreational Open Space (ROS), Tourist Commercial (TC)

(Whatcom County, 2013).

2.3 Whatcom Development Standards

Table 2.2 outlines Whatcom County's development standards found in the different LAMIRD land use zones.

Table 2.2 Whatcom County LAMIRD development standards

Zone	Name	Code Cite	Front/ Road Setback (ft)*	Side/Rear setback (ft)	Max. Building Height (ft)	Max. Lot Coverage (%)	Min. Open Space Req. (%)	LAMIRD Type
RGC	Rural General Commercial	20.80.200 and 20.59.450, 500, 550	20-30	0/10	35	In Type I (rural community)- not to exceed that of a use of the same type as of 1990; if Type III (rural business), not to exceed 50	10	I, III

Table 2.2 Whatcom County LAMIRD development standards (continued)

Zone	Name	Code Cite	Front/ Road Setback (ft)*	Side/Rear setback (ft)	Max. Building Height (ft)	Max. Lot Coverage (%)	Min. Open Space Req. (%)	LAMIRD Type
TC	Tourist Commercial	20.80.200 and 20.63.400, 450, 500	20-30	0/10	40	In Type I - not to exceed that of a use of the same type as of 1990; if Type III, not to exceed 40	10-35	II
STC	Small Town Commercial	20.80.200 and 20.61.450, 500, 550	20-30	0/10	45 (with exceptio ns up to 70)	In Type I - not to exceed that of a use of the same type as of 1990; if Type III, not to exceed 70	10	I
RC	Resort Commercial	20.80.200 and 20.64.400, 450, 500	20-30	5/5	35 (conditio nal use permit up to 75)	35	10-40 (see options)	II
NC	Neighbor. Commercial	20.80.200 and 20.60.400, 450, 500	20-30	0/10	25	In Type I - not to exceed that of a use of the same type as of 1990; if Type III, not to exceed 30	15	I, III
GM	General Manufact.	20.80.200 and	20-30 ft	10/10	No max height (but setbacks increase by 1 ft for every ft in height above 35)	In Type I - not to exceed that of a use of the same type as of 1990; if Type III, not to exceed 50	--	I

Table 2.2 Whatcom County LAMIRD development standards (continued)

Zone	Name	Code Cite	Front/ Road Setback (ft)*	Side/Rear setback (ft)	Max. Building Height (ft)	Max. Lot Coverage (%)	Min. Open Space Req. (%)	LAMIRD Type
GI	Gateway Industrial	20.80.200 and 20.65.400, 450, 500	20-30 ft	10/10	35-45	--	20	I
RIM	Rural Industrial – Manufact.	20.80.200 and 20.69.400, 450, 500	20-30 ft	10/10	No max height (but setbacks increase by 1 ff for every ft in height above 35 ft)	In Type I - not to exceed that of a use of the same type as of 1990; if Type III, not to exceed 50	10	I, III
AG	Agriculture	20.80.200 and 20.40.450	50	20/20	--	25	--	I, III
CF	Commercial Forestry	20.80.200 and 20.43.450	20-45 ft	100/100	--	20	--	I, III
RF	Rural Forestry	20.80.200 and 20.42.400, 450	20-45 ft	20/20	35 ft (residential)	20	--	I, III
RR	Rural Residential	20.80.200 and 20.32.400, 450	20-45 ft	5/5	35	5,000 sq ft or 20%	--	I, II
R	Rural	20.80.200 and	20-45 ft	5/5	35	5,000 sq ft or 20%	--	I, II, III
ROS	Recreation Open Space	20.80.200 and 20.44.400, 450, 500	50-100	50/50	25	10	75	III

*Whatcom County designates setbacks based on road classification. In this table, we give the range of setbacks. To see the setback based on a specific road type, please see WCC 20.80.210.

Differences in zoning requirements occur based on the type of LAMIRD, including whether it is designated a rural community (Type I) or a rural business (Type III) LAMIRD. For example, “in

a rural community designation, maximum allowable floor area for a nonresidential building shall not exceed the floor area of the largest building of a use of the same type that existed in that same rural community designation on July 1, 1990” (Type I) (WCC 20.80.100). While, “in a rural business designation, the maximum allowable floor area for a new nonresidential building use is 7,000 square feet” (WCC 20.80.100) (Type III).

There are also differences regarding lot coverage depending on the type of use in either a rural community or rural business designation. “For nonresidential uses in a lot in a rural community designation, the combined floor area of all buildings shall not exceed that of a use of the same type that existed on a lot in that same rural community designation on July 1, 1990” (WCC 20.80.100). While, “for non-residential uses in a rural business designation, building or structural coverage of a lot shall not exceed 50 percent of the total area” (WCC 20.80.100).

A unique development standard in Whatcom County is a requirement for a 10-foot setback from the international border between Canada and the United States, which must be maintained to provide an open space vista. According to the WCC, the “10-foot setback area may be used for landscaping, agriculture, and natural vegetation. Structures may only be built within the 10-foot setback area after approval from the International Boundary Commission” (WCC 20.80.210).

2.4 Whatcom Unique Policies

Point Roberts: Transitional Zone:

“The purpose of the Transitional Zone District is to maintain the low density residential character of the areas designated as transitional on the official Whatcom County zoning map and...to create and protect a permanent network of interconnected open space and to provide the opportunity for development of building sites which maximize the efficient use of both infrastructure and land by allowing an option for clustering residential lots” (WCC 20.37.010).

Eliza Island (EI)

Eliza Island started out as a LAMIRD, but is no longer considered one. The EI zone is a unique rural zone, and is described as a the Eliza Island District. “The purpose of this district is to allow for a harmonious mixture of residential, seasonal residential, recreational, and accessory uses. When making a determination about uses, consideration will be given to the rural land use policies as outlined in the Comprehensive Plan, as well as cumulative impacts of uses in this rural area” (WCC Ord. 2015-013 § 2 Exh. B, 2015; Ord. 2011-013 § 2 Exh. B, 2011; Ord. 94-032, 1994).

Sudden Valley

Sudden Valley is categorized as a Rural Community (Type I LAMIRD), which was established in the early 1970s as a recreation/resort area that has been developed into a semi-urban residential area. It has unique challenges/limitations due to its location in the Lake Whatcom

Watershed, where limiting development has been identified as a goal. Because of its location in the watershed, it is not a candidate for incorporation or UGA status. However, Whatcom County recognizes the Sudden Valley Community Association as an active participant in county and Lake Whatcom planning (WCCP, 2018, 2-86).

Rural Neighborhood

Whatcom County has another designation, which is not a LAMIRD, called Rural Neighborhoods. These are residential areas that have been developed under a zoning that allows densities greater than one dwelling per five acres where public water service is available. According to the Whatcom County Comprehensive Plan, these areas “have their own unique rural character (as compared with the higher densities contained within LAMIRDs) and they serve to provide a needed variety of rural densities” (WCCP, 2018, 2-81).

2.5 Whatcom Context

In the following text, we provide more detail about the types of land use zoning found around the LAMIRD types.

Type I LAMIRDs:

Land surrounding Type I LAMIRDs is usually zoned as rural (1 Unit/ 2, 5 or 10 Acres, labeled R-2A, R-5A or R-10A respectively); there is a variety of other zoning mixed in including Commercial and Rural Forestry, Agricultural, Gateway Industrial, and federal/unzoned land.

The land in Type I Rural Communities, which often includes different forms of commercial zoning aside from rural residential, such as Small Town, Rural General, Neighborhood, and Resort. Residential Rural zoning also allows for denser populations of up to 3 units per acre. Some rural communities have General and Rural Industrial Manufacturing zones as well.

Zoning outside the Rural Communities (labeled Affected Areas) is more like the surrounding areas, made up of low-density Rural (1 Unit/ 2, 5 or 10 acres), Rural Forestry, and Agricultural. Some Affected Areas had Rural Residential zoning, but it was always low-density (1 Unit/ 5 acres or more).

Based on zoning patterns, it seems Rural Community LAMIRDs serve a fairly large area extending beyond their Affected Areas. They are the only commercially zoned areas, so they most likely act as a service center to surrounding areas beyond LAMIRD boundaries.

Type II LAMIRDs:

Zoning inside Type II LAMIRDs includes Tourist Commercial. The Affected Areas and surrounding zoning contain low-density Rural and Rural Residential zones (1 Unit/ 2, 5 or 10

acres, but rarely 2 acres). Because Rural Tourism LAMIRDs have limited use types, they almost strictly function as commercial service centers for Affected and surrounding areas; this is unlike Type I and III LAMIRDs that can have a greater variety of zoned uses.

Type III LAMIRDs:

Type III LAMIRDs contain forms of commercial (Rural General, Tourist, Neighborhood) and Rural Industrial Manufacturing zones. Affected Areas and surrounding zoning is made up of Rural (1 Unit/ 5 or 10 acres), Rural and Commercial Forestry, Rural Open Space, and Agricultural. Again, without any Rural Residential zoning in Rural Business areas or commercial zoning in Affected or surrounding areas, Type III LAMIRDs also seem to serve as service centers for areas beyond their boundaries.

2.6 Whatcom History of Development

Growth Management Hearings Board

In 2005, a Growth Management Hearings Board decision, upheld by an Appeals Court in 2007, found that some aspects of Whatcom County's Comprehensive Plan and zoning regulations were out of compliance with the GMA. Many of the non-compliances in Whatcom County's Comprehensive plan and zoning regulations had to do with rural area designations. Whatcom county planners came up with a series of changes to the comprehensive plan, so that future development in rural areas better align with the GMA and the interests of the public.

In 2011, Whatcom County adopted ordinance 2011-013, which reworked the boundaries and zoning of the County's LAMIRDs. This ordinance limited residential sprawl in the county's rural areas. Most LAMIRDs were reduced in size; areas that fell outside of the new boundaries were rezoned to lower densities and in some cases were given the Rural Neighborhood designation (which is one step below the LAMIRD designation). In some cases, entire LAMIRDs were downgraded to Rural Neighborhood status. Though most residential and commercial lots that remained within the LAMIRD boundaries retained their original zoning. This had a significant impact on development within Whatcom County's LAMIRDs. Figure 2.1 illustrates how the Hinotes Corner LAMIRD was reconfigured under ordinance 2011-013.

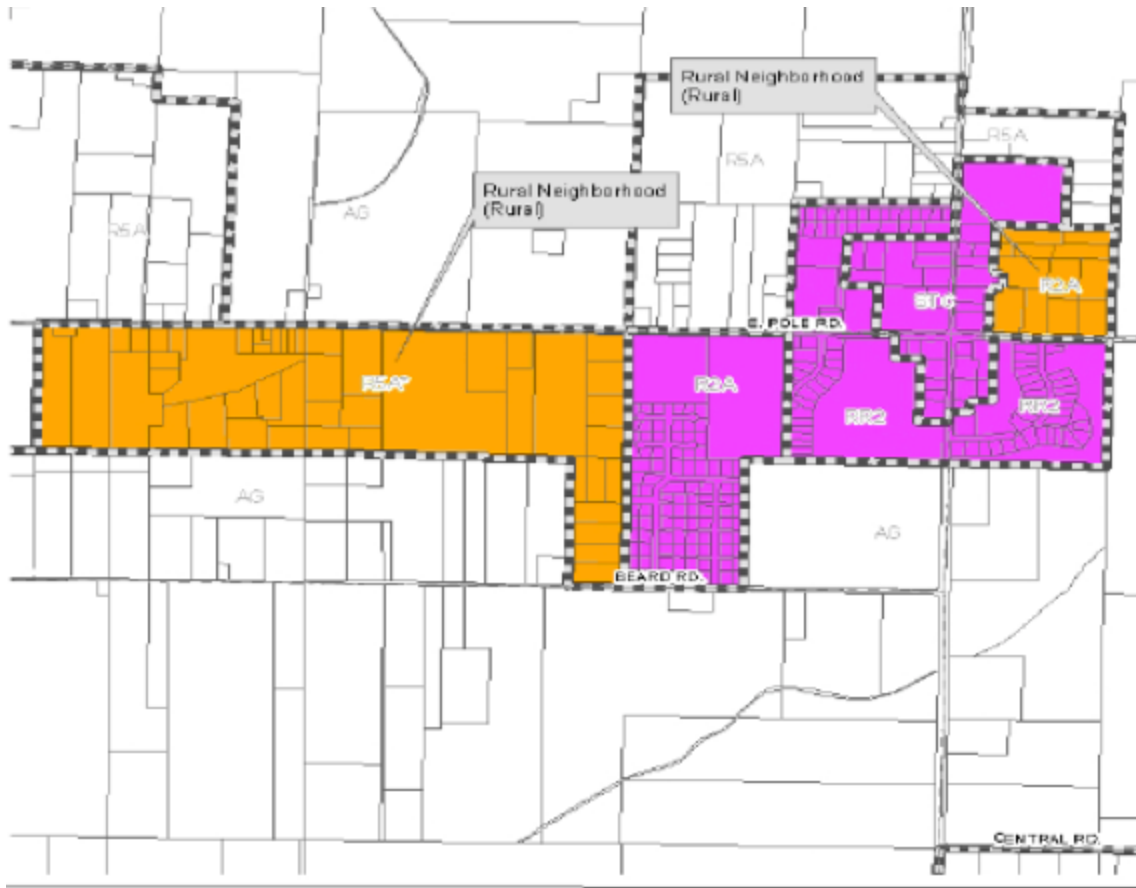


Figure 2.1. Reconfiguration of The Hinotes Corner LAMIRD, Whatcom County.

Dotted lines represent the prior boundary; the pink area represents the Type I Rural Community; the orange represents the areas that were rezoned and re designated as Rural Neighborhoods

We determined the history of development within Whatcom County’s LAMIRDS by analyzing permit data covering every known permit issued within each LAMIRD since designation. This piece of the project relied heavily on the quality and detail of data each county made available to us. Whatcom County staff provided us with a relatively complete list of permits, though we were made aware that the data set in no way covered every permit issued within the county’s LAMIRDS due to changes over time. There was a significant data loss in the 1990’s that was never recovered, and parcel numbers have changed over time, making duplicates a factor. But the data provided proved to be more than sufficient for the purpose of this project.

There were two main parts in addressing history of development in Whatcom County. Part I focused on identifying new projects that have been built in each LAMIRD since designation; and Part II focused on identifying any new land uses that were not present when the LAMIRD was

first designated. These two parts together will provide us with an idea of how Whatcom County's LAMIRDS have been, and will continue to be, developed over time.

Part I

All of the new construction projects that have been permitted in each Type I LAMIRD within Whatcom County are represented in Table 2.2. This table compiles permits for single-family residences (SFR), multifamily residences, mobile homes, commercial buildings, industrial facilities, and public/institutional buildings. These categories represent the all of the major construction projects found in each LAMIRD. The same information for Type III LAMIRDS is represented in Table 2.3. Permits issued for renovations, maintenance, and tenant improvements were ignored. Please note that permits are not separated by pre and post 2011 LAMIRD boundaries.

- All Type I LAMIRDS that we received data for, except for one, have had at least two new projects built in them since designation. The one exception is the Van Wyck LAMIRD, where only renovation and maintenance permits have been issued.
- Most Type I LAMIRDS have had new SFR development, with Sudden Valley having the largest increase, at 1123 new permitted single-family residences. Five LAMIRDS have had over 100 new SFR's permitted since designation.
- New multifamily residences (duplex or larger) have been relatively uncommon in Whatcom County's LAMIRDS, with only 11 in total. Hinotes Corner has had seven of these new permitted multifamily residences. Point Roberts has two, and Emerald Lake and Glacier each have one.
- Surprisingly, 13 out of 22 Type I LAMIRDS have had at least one new commercial use added since designation. Point Roberts, Hinotes Corner, and Glacier have had the most new commercial activity, with 14, 5, and 4 new commercial uses respectively. New commercial activity ranges from small businesses run from residences to retail and hotels.
- New industrial facilities represent the smallest increase in development in Type I LAMIRDS. Glacier, Laurel, and Point Roberts each have one new permitted industrial facility; all are light use industrial.

There has been much less new development in Type III LAMIRDS; only 21 new permitted projects. New commercial has been the largest growth experienced in these areas, with five new projects at Birch Bay Lynden & I-5, and seven new projects at Smith & Guide Meridian. These

two LAMIRDs also have the only new permitted industrial facilities. The majority of the permits issued for commercial buildings, in Type I and III LAMIRDs, are for tenant improvements and/or renovations and not new new projects.

The County's largest LAMIRDs like Sudden Valley and Cain Lake have experienced the largest increase in new development since designation. While the County's smallest LAMIRDs like Welcome and Van Wyck have experienced no growth. The majority of Type I LAMIRDs in Whatcom County are significantly larger than Type III LAMIRDs, and therefore have experienced more development.

Table 2.3. Number of Permits Issued in Type I LAMIRDs Since Designation in Whatcom County.

LAMIRD - TYPE I	NEW PERMITS ISSUED					
	SFR	Multi-Family	Mobile Home	Commercial	Industrial	Public /Institutional
Acme	4	-	4	1	-	-
Axton & Guide Meridian	1	-	-	-	-	-
Cain Lake	404	-	32	-	-	-
Custer	4	-	9	-	-	-
Deming	1	-	1	1	-	-
Diablo (No Data)	-	-	-	-	-	-
Emerald Lake	44	1	8	-	-	-
Glacier	266	1	20	4	1	-
Hinotes Corner	29	7	4	5	-	-
Kendall	-	-	-	1	-	1
Lake Samish	55	-	9	-	-	-
Laurel	-	-	-	2	1	-
Lummi Peninsula	56	-	16	-	-	-
Maple Falls	2	-	1	2	-	1
Newhalem (No Data)	-	-	-	-	-	-

LAMIRD - TYPE I	NEW PERMITS ISSUED					
	SFR	Multi-Family	Mobile Home	Commercial	Industrial	Public /Institutional
Nugents Corner	-	-	-	3	-	-
Point Roberts	404	2	39	14	1	1
Pole & Guide Meridian	25	-	3	1	-	-
Sandy Point/Sandy Point Heights	154	-	57	1	-	-
Sudden Valley	1123	-	-	1	-	2
Van Wyck	-	-	-	-	-	-
Wiser Lake	30	-	6	3	-	-

Table 2.4. Number of Permits Issued in Type III LAMIRDs Since Designation.

LAMIRD - TYPE III	NEW PERMITS ISSUED					
	SFR	Multi-family	Mobile Home	Commercial	Industrial	Public institutional
Birch Bay Lynden & I-5	-	-	1	5	2	-
Blue Canyon (No Data)	-	-	-	-	-	-
Guide Meridian Border Crossing	-	-	-	-	-	-
North Lake Samish & I-5	-	-	-	1	-	-
Slater & Elder	-	-	-	1	-	-
Smith & Guide Meridian	-	-	1	7	3	-
Van Zandt (No Data)	-	-	-	-	-	-
Welcome	-	-	-	-	-	-

Part II

Most LAMIRDs in Whatcom County have not had major land use changes or new abnormal uses since designation. There are though, a few LAMIRDs that have had some notable interesting new development over the past two and a half decades.

One of Whatcom County's most interesting areas is the Type I Birch Bay-Lynden & Valley View LAMIRD. This area was originally part of the Type III Birch Bay-Lynden & Valley View LAMIRD, but was split off after the Growth Management Hearings Board decision and re-designated as a Type I LAMIRD. This LAMIRD is made up of only three parcels and was originally included due to its commercial uses as of July 1 1990. These commercial uses have since disappeared, and the land now sits mostly empty and overgrown with what looks to be a mobile home on one of the parcels. All of these parcels are still zoned commercial yet the only use appearing on one parcel is residential. These parcels have had no apparent commercial use since at least 1998, Figure 2.1 shows aerial images from 1998 and 2017.

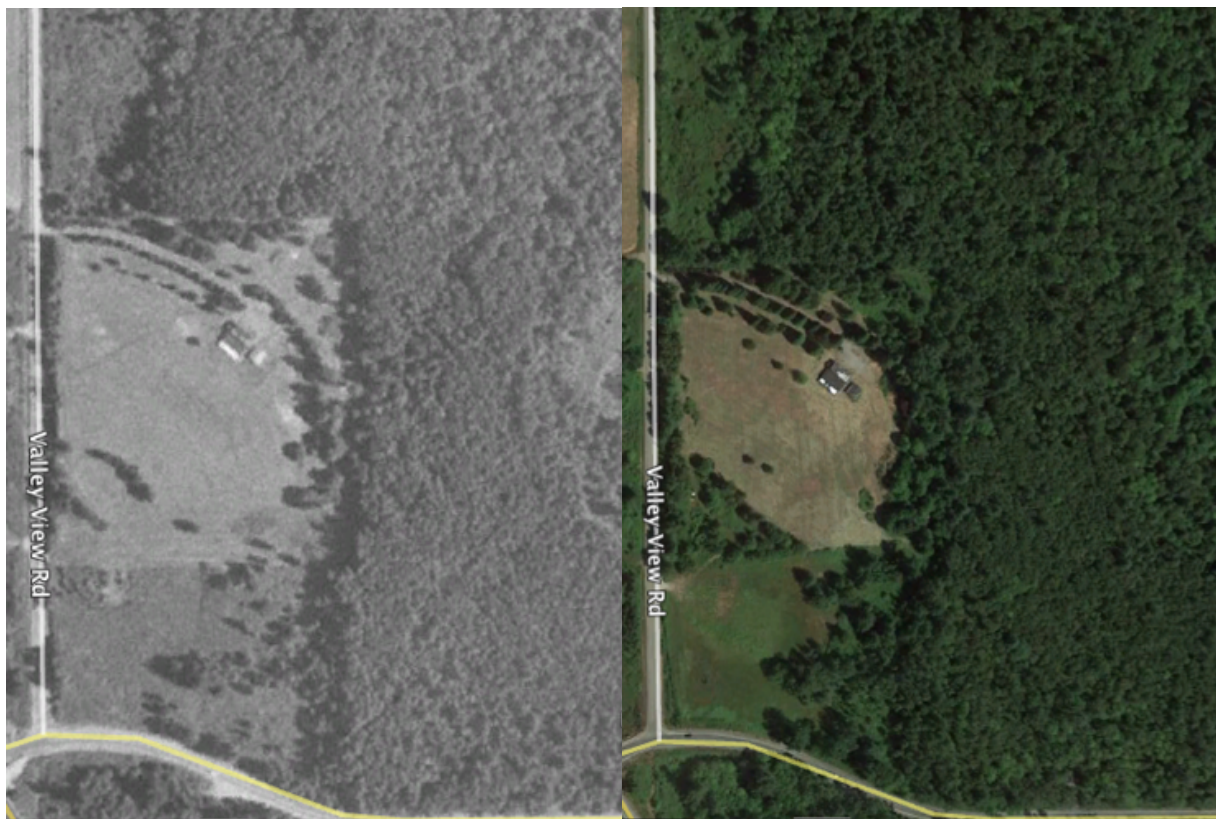


Figure 2.2. Aerial photos of Birch Bay-Lynden & Valley View Type I LAMIRD from 1998 (left) and from 2017 (right), Whatcom County

Notable land use changes in each LAMIRD are as follows:

Deming

- Demolition of multiple single-family residences to increase the size of neighboring agricultural fields (Fig. 3).
- Renovation of the old Deming Tavern into offices by the Nooksack Tribe.



Figure 2.3. Single family residences around Deming, from 1998 on the left along Mitchell Rd. were demolished to increase the size of the agricultural field, seen in the photo on the right (2017), Whatcom County.

Glacier

- Conversion of single-family residence into commercial light fabrication facility

Maple Falls

- Change from Single family residence to commercial- restaurant

Wiser Lake

- Conversion of non-commercial garage to commercial offices

Point Roberts

- Remodel of old cannery into restaurant and shops (16,292 sq ft.)
- Replace existing duplex with SFR

Smith & Guide Meridian

- Apartments converted into commercial storage and unused space

2.7 Whatcom Economics

Economic Profile

- Agriculture is a steady influence in the northern parts of the county. Today, Whatcom County produces more raspberries than any county in the United States.
- Like the national economy, Whatcom County's largest job-providing sector is private services, with a 62.8 percent share of jobs. Following national trends and due to the recent recession, goods-producing jobs fell to a greater extent than private services. The county has some heavy industry at Cherry Point in the northwest corner of the county with crude oil refineries and an aluminum smelter. There is some niche manufacturing and a large variety of other small businesses that create a well-rounded economy.
- Whatcom County is home to Western Washington University as well as a community and technical college. The university and colleges are in their own right major employers and Bellingham consistently draws a large student population which contributes to the local service economy.
- The proximity to the Canadian border is a strong influence on the economy. When the Canadian dollar is strong, it creates demand for retail bargains and real estate in Whatcom County. (Employment Security Department, 2015, Whatcom County)

Growth Planning

Whatcom County plans for growth in the county, and specifically for LAMIRDs, in the county's comprehensive plan. The following are policies from the Whatcom County Comprehensive Plan:

- Comparing the non-urban population growth trends with the adopted non-urban population growth projection as part of the population growth monitoring report required in Policy 2S-5. If the trend over five years is seen to indicate that non-urban growth is significantly higher than adopted projections, the County shall take action to address the discrepancy. Actions may include changing the allocation of the projected population growth during the comprehensive plan update required per RCW 36.70A.130(1), or changing development regulations to limit growth outside the urban growth areas. In addition, as the County and cities review the capacity for growth in the urban growth

areas, the county should coordinate with the cities to ensure that policies are in place that are consistent with encouraging growth in the urban areas and reducing demand for development in rural areas. (Whatcom County comprehensive plan policy 2DD-1).

- Promote economic prosperity for rural areas and allow rural property owners reasonable use of their land by continuing to allow legal nonconforming uses. (Whatcom County comprehensive plan policy 2DD-9).

The Whatcom County Comprehensive plan also reflects the policies of the GMA. Specifically, “to achieve a variety of rural densities and uses, counties may provide for clustering, density transfer, design guidelines, conservation easements, and other innovative techniques that will accommodate appropriate rural economic advancement, densities, and uses that are not characterized by urban growth and that are consistent with rural character” RCW 36.70A.070(5)(b).

3. Skagit County

3.1 Skagit LAMIRD Boundaries

In Skagit County, Type I LAMIRD boundaries are based on the existing developed areas of 1990. Those existing residential, industrial and commercial areas allow for infill development and are contained within the ‘logical outer boundaries’ described in the GMA. The Rural Intermediate and Rural Village designations reflect areas that were already developed in 1990 and the existing built environment was “carefully considered” when designating these areas as LAMIRDs (Skagit County, 2015).

3.2 Skagit Zoning Designations

Skagit County has four main LAMIRD Zoning Designations, which are then further broken down into additional land use types (Skagit County, 2010):

- **Rural (R):**
Industrial (RI), Commercial (RC), Marine Industrial (RMI), Freeway Service (RFS)
- **Rural Village (RV):**
Residential (RVR), Commercial (RVC), Rural Intermediate (RI), Rural Center (RC)
- **Small Scale (SS):**
Business (SSB), Recreation & Tourism (SSRT)
- **Natural Resource Industrial (NRI)**

Table 3.1 shows designated zones in the three LAMIRD types

Table 3.1. LAMIRD Zoning Designations of Skagit County by Type.

LAMIRD Type	Skagit County	Total
Type I	Rural Village Residential (RVR) (13) Rural Village Commercial (RVC) (25) Rural Intermediate (RI) (34) Rural Center (RC) (15)	87
Type 2	Small Scale Recreation and Tourism (SRT) (2)	2
Type 3	Rural Freeway Service (RFS) (7) Small Scale Business (SSB) (9) Rural Business (RB) (80) Natural Resource Industrial (NRI) (21) Rural Marine Industrial (RMI) (6)	123
Total # of Designated Zones in LAMIRDs		212

(Skagit County GIS Department, 2017).

3.3 Skagit Development Standards

Table 3.2 outlines Skagit County's development standards found in the different LAMIRD land use zones.

Table 3.2. Skagit County LAMIRD development standards*

Zone	Name	Code Cite	Front/Road Setback	Side/Rear setback	Max. Building Height	Max. Lot Coverage (%)	LAMIRD Type
RVC	Rural Village Commercial	14.16.100	5-15	8/20	40	50	I
RC	Rural Center	14.16.110	35-55	20/20	40	50	II
RFS	Rural Freeway Service	14.16.120	35-55	35-55/35-55	40	25	I
SRT	Small Scale Rec & Tourism	14.16.130	35-55	35/35	50	Formula in SCC or no more than 130,680 ft	II
SSB	Small Scale Business	14.16.140	35-55	0-35/0-35	50	25%	III
RB	Rural Business	14.16.150	35-55	35/35	40	50%	III
NRI	Natural Resource Industry	14.16.160	50	50/50	50	25%	III
RMI	Rural Marine Industrial	14.16.170	50	50/50	50	See SCC for tables	III
RI	Rural Intermediate	14.16.300	35 (25 on access road)	8/25	40	35%	I
RVR	Rural Village Residential	14.16.310	35 (25 on access road)	8-20/25	40	50%	I

*SCC does not specify min. open space requirement

3.4 Skagit County Unique Policies

Skagit County has one unique LAMIRD policy. In 2002, Skagit designated Similk Beach as a LAMIRD due to failing septic tanks in the area and was originally designated a LAMIRD to provide government water services to the area (Skagit County Comprehensive Plan, 2016, 64). The Similk Beach LAMIRD is permitted the same uses as Rural Intermediate (RI). On May 16, 2017, the Skagit County Planning Commission adopted an amendment to the Zoning Code to reflect that the sewage system was not completed as planned (Skagit County Code 14.16.920).

3.5 Skagit Context

In Skagit County, LAMIRDs are situated near the edge of developed areas. Many are located in unincorporated areas near towns. This is illustrated by the presence of many Type I LAMIRDs, since these are most likely to occur in pre-populated areas. The large number of Type III Rural Business (RB) LAMIRDs may also reflect the peripheral development pattern of Skagit LAMIRDs (see Table 3.1). Land surrounding UGAs and LAMIRDs is designated as Rural Reserve, which covers the rural area that, as of 1990, had not been developed at higher densities (SCC, 2016).

3.6 Skagit History of Development

Utilizing Washington State Department of Commerce GIS data and Skagit County ArcGIS Map, development in Skagit County was able to be analyzed. The GIS data showed 126 LAMIRDs in Skagit County (DOC, GIS Data, 2017). The Department of Commerce GIS data show that development of LAMIRDs in Skagit County has increased between 2000 and 2017.

Housing units in Skagit County LAMIRDs have increased by 26.57% between 2000 and 2017, with the majority of development taking place in the early 2000's. In 2000, there were 5,190 housing units located on the LAMIRDs in Skagit County. Eight years later, that number had added 1,008 housing units, to total 6,198. Development slowed with the onset of the recession in 2008, as the number of housing units developed on Skagit LAMIRDs increased by only 371 housing units over the next nine years to 6,569 total. Today, Skagit County's active permits map shows LAMIRDs seeing increased building permits for residential uses (Department of Commerce GIS Data, 2017).

Smaller LAMIRDs are typically commercial or industrial. Since 2000, six small previously designated Type I LAMIRDs have been converted to Type III (1 RFS, 2 NRI, and 3 RB). Of note are the larger Type I LAMIRDs (RVR, RVC, RI, & RC) scattered throughout Skagit County. They are often located near water, and with the one exception of the Skagit River LAMIRD west of Mount Vernon, all have increased. The Skagit River LAMIRD currently has a

number of active Flood Area Development permits in the area, indicating the reason for the reduction in development in the area.

Table 3.3. Large LAMIRDs in Skagit County

LAMIRD Location	Housing Units Year 2000	Housing Units Year 2017	Percentage Change between 2000-2010	Residential Permits	Commercial Permits
Conway Hill	155	195	23.86%	6	0
Similk Bay	600	719	16%	23	0
Clear Lake	327	367	8.87%	25	0
Anacortes	88	160	67.05%	13	0
Bayview State Park	228	272	11.4%	19	0
Burlington	330	376	13.94%	6	0
Concrete	131	154	16.03%	4	0
Cape Horn	236	294	25.42%	3	0
Guemes Island, SE	180	224	21.11%	9	1
Guemes Island, NW	88	121	34.09%	6	0
Samish Island	352	464	26.7%	17	0
Friday Creek	131	169	22.9%	13	1
Lake Cavanaugh	429	564	21.91%	28	0
Big Lake	441	803	69.39%	40	0
Lake Eerie	468	567	20.94%	16	0
Lake McMurray	119	122	0.84%	6	0
Skagit River	278	268	-3.24%	1	1

3.7 Skagit Economics

Economic Profile

Two important economic goals of Skagit County are to preserve natural resource lands and bring specialized jobs to the areas. In 2012, natural resource industries like agriculture, forestry, fishing, and hunting contributed to 4.5 percent of the county real gross domestic product (GDP).

Skagit's growing manufacturing industry accounted for 33.4 percent of total GDP. LAMIRDs further the development of natural resource and industrial economies by allowing for development that has the potential to bring specialized employment opportunities while preserving the rural and agricultural lands in the county (Employment Security Department, 2015, Skagit County).

Growth Planning

In Skagit County, LAMIRDs serve as areas to accommodate new growth in the form of infill, development, or redevelopment of existing commercial, industrial, residential, or mixed-use, as well as the new development of small scale recreational or tourist uses or new development of isolated collage industries and isolated small-scale businesses that do not principally serve the rural population, but provide job opportunities for rural residents (SCC, 2016, Goal 3B).

According to the 2016 Comprehensive Plan, Policy 3B-1.5, LAMIRD designation "does not grant any increased land uses, intensities, or densities not already allowed for" in the plan (SCC, 2016, 79).

Skagit County does not anticipate future growth, within a 20-year planning period, requiring the designation of new non-municipal UGAs or fully contained communities. Planning efforts for Skagit County reflect a commitment to preserving and protecting the unique quality of life and rural character of the county, while promoting a robust economy that compliments the its rich agricultural and resource heritage (SCC, 2016).

4. San Juan County

4.1 San Juan LAMIRD Boundaries

The ‘logical outer boundaries’ for LAMIRDs within San Juan County are marked by the extent of the built environment as of 1990. They consist of commercial, industrial, or residential areas where the kinds, intensities, or densities of use, or the capital facilities and services exceed the levels normally associated with rural development (San Juan County (SJC), 2010). LAMIRDs in the San Juan County “allow for the continuance of the existing areas and uses, and for infill in the areas to the level of existing patterns; however, the areas must be minimized and contained, with logical outer boundaries defined predominantly by the built environment, and may not extend beyond the existing area or use” (SJC, 2010, 13).

4.2 San Juan Zoning Designations

San Juan County divides its LAMIRDs into activity centers which have a mix of land uses with housing, businesses, and services appropriate to its character, size, and location (SJC, 2010).

- **Village Activity Centers (V):** have only rural governmental services and are not incorporated. They have a limited variety of residential densities and are pedestrian-oriented with a compact village core. Village Activity Centers contain the following zoning designations:
 - Commercial (VC), Industrial (VI), Residential (VR)
- **Hamlet Activity Centers (H):** are residential areas with some non-rural densities, and small commercial centers, which provide goods and services to surrounding rural and resource land uses. Hamlet Activity Centers contain the following zoning designations:
 - Commercial (HC), Industrial (HI), Residential (HR)
- **Island Centers (IC):** are characterized by general commercial and industrial uses and may include some rural commercial and rural industrial uses. They differ from other Activity Centers because they are tend to be free of high density residential development.
- **Residential Activity Centers (R):** are residential areas with development patterns exceeding one unit/five acres, and served by non-rural levels of capital facilities or services.
- **Master Planned Resorts (MPR):** are self-contained and fully integrated planned unit developments located in areas of significant natural amenities and focusing on short-term visitor accommodations. Some residential and commercial activities may exist within the boundaries, but they are integrated into and support the resort. MPRs may be designated within other activity centers.

Table 4.1 LAMIRD Zoning Designations of San Juan County by Type.

	San Juan County	Total
Type 1	Hamlet Residential (HR) (130) Village Residential (VR) (129) Village Commercial (VC) (107)	366
Type 2	Island Centers (IC) (25)	25
Type 3	Master Planned Resorts (MPRs) (75) Hamlet Commercial (HC) (16) Hamlet Industrial (HI) (3)	94
Total # of Designated Zones in LAMIRDs		485

(San Juan County, 2016).

Table 4.2 shows the name and designation for each Activity Center/LAMIRD in San Juan County, and whether it has site-specific plans and standards.

Table 4.2 Activity Center/LAMIRDs in San Juan County (source: SJC, 2010)

Name	Designation	Site-specific Plans and Standards
Orcas Village	Village Activity Center	Yes
Olga	Hamlet Activity Center	Yes
Deer Harbor	Hamlet Activity Center	Yes
Doe Bay	Hamlet Activity Center	No
Westsound	Hamlet Activity Center	No
W. Beach Rd/Crow Valley Rd - Orcas	Island Center	No
Center Rd./School Rd. - Lopez	Island Center	No
Country Corner - Orcas	Island Center	Yes
North Roche Harbor Area	Residential Activity Center	No
North Rosario Area	Residential Activity Center	No
Roche Harbor	Master Planned Resort	Yes
Rosario Resort	Master Planned Resort	Yes
West Beach Resort	Master Planned Resort	No

4.3 San Juan Development Standards

Development standards for land use designations in San Juan County LAMIRDs are shown in Table 4.3.

Table 4.3 San Juan County LAMIRD development standards

Zone	Name	Code Cite	Front/Road Setback	Side/Rear setback	Max. Building Height	Max. Lot Coverage (%)	Min. Open Space Req. (%)	LAMIRD Type
VC	Village Commercial	18.60.050	10	0	30	65	10	III
VI	Village Industrial	18.60.050	10	0	30	60	5	III
VR	Village Residential	18.60.050	10	10	30	50	30	I
HC	Hamlet Commercial	18.60.050	10	0	30	65	10	III
HI	Hamlet Industrial	18.60.050	10	0	30	60	5	III
HR	Hamlet Residential	18.60.050	10	10	30	50	30	I
RAC	Residential Activity Center	18.30.222	N/A	N/A	30	Min. parcel size 0.5 acres	30	I
IC	Island Center	18.60.050	10	0	30		10	II
MPR	Master Planned Resort	18.60.050	All standards for MPRs established in specific master plans					III

4.4 San Juan Unique Policies

San Juan has a unique “split zone” policy, which applies to 39 different LAMIRDs in the county. Split zones combine two or three different zones within one parcel. The most common split zone is Village Commercial/Village Residential, followed by “FO”/Hamlet Residential and “VCL”/Village Residential. Interesting to note is that many split zones refer to zones that do not exist in the County Code, such as FO, VCL, ER1P, ER2P, and SLI (San Juan GIS Department, 2016).

4.5 San Juan Context

In San Juan county, LAMIRDs are located in areas with higher population levels, particularly residential areas. As a result, most LAMIRDs in San Juan County are Type I, and are categorized as either Hamlet Residential or Village Residential. LAMIRDs in San Juan County are important to contain residential sprawl, particularly in rural areas. Additionally, San Juan County's economy is largely tourism-based, which is reflected by its high number of Master Planned Resorts (MPR) and Island Centers (IC) (Table 4.1).

4.6 San Juan History of Development

Data not available. Due to limited staff resources, San Juan County was unable to provide information on permits. Further, the GIS data provided by the Department of Commerce did not include San Juan County.

4.7 San Juan Economics

Economic Profile

San Juan County's economy is characterized by a large tourism industry and a "small but cherished" farming economy. Twenty-five percent of jobs are in leisure and hospitality, illustrating the county's emphasis on tourism. One way the county draws tourists is by encouraging small-scale farmers' markets and farming operations, though these industries only make up a small fraction of the total economy. San Juan County is also home to 74 Master Planned Resorts and 36 Island Centers, which lend further support to tourism (Employment Security Department, 2015, San Juan County; Table 4).

Growth Planning

San Juan County is faced with a number of critical land use issues, most critical of which is protecting the "primarily rural character and natural environmental of the islands while allowing for growth and development that maintains these characteristics and a healthy, diverse economy and populace" (SJC, 2010, 2.1-1). Urban governmental services are not required outside of urban growth areas and LAMIRDs, to protect critical areas and rural resources. Furthermore, comprehensive plan policies place limits on capital facility development in rural areas (SJC, 2010).

5. Island County*

*Refers to LAMIRDs as RAIDs: Rural Area of more Intense Development

5.1 Island County RAID Boundaries

Consistent with the GMA [RCW 36.70A.070(5)(d)], the RAID designation permits the infill, development or redevelopment of existing rural areas outside of urban growth areas (UGAs) at a density greater than typical rural development. Island County has three types of RAIDs: 1) residential; 2) non-residential; and 3) mixed use (Island County, 2016, 33). These three types of RAIDs are not technically land use designations, but rather were used to form logical outer boundaries to preexisting rural development as of July 1, 1990. “The County has established the logical outer boundary of each designated RAID per state law, and delineates the permanent extent of the RAIDs using logical physical boundaries, such as environmental features or transportation infrastructure” (Island County, 2016, 33).

An interview a Long-Range Planner for Island County revealed RAID boundaries are a challenge within the county. The boundaries chosen are not as logical as they could be. In some areas, parcels are half in the RAID and half outside. Others have parcels outside of the RAID that should be included.

5.2 Island County Zoning Designations

Type 1 RAIDs: Most common in Island County and designated as Residential. They tend to line the coast and interior water bodies. They are also frequently located next to each other. Some Type 1 RAIDs have Mixed-Use (Type 3) RAIDs located within them, which supports the context that Type 1 RAIDs rely on Type 2 and 3 RAIDs for goods and services that are commercial or industrial in nature.

Type 2 RAIDs: The Island County Municipal Code lists five Non-Residential RAIDs. They are split into the categories Light Manufacturing and Airport. Airport RAIDs are located by Highway 20 and 525. Light Manufacturing RAIDs were also located by Highway 20 and arterials such as East Camano Drive. These are more isolated due to their air and noise pollution, but are still accessible service centers because they sit near major throughways.

Type 3 RAIDs: Can be a Rural Center, Rural Village, Rural Service, and Camano Gateway Village. Rural Centers are right along Highway 525 and Type 1 RAIDs tend to be clustered within a few miles of them. Rural Service centers and Villages similarly sit by Highways 20 and 525, but also branch out along smaller arterials and roads; because they are much smaller than Rural Centers, some of them are located within Residential RAIDs, which further supports the

context that they function as the sole goods and service center for the Type 1 RAIDs that annex or neighbor them.

Table 5.1 outlines the zoning designations found in the Island County LAMIRDs.

Table 5.1: LAMIRD Zoning Designations of Island County by Type

LAMIRD Type	Island County	Total
Type I - Residential	Rural Residential (RR) (43)	43
Type II - Non-residential	Light Manufacturing (LM) (2) Airport (3)	5
Type III - Mixed Use	Rural Center (RC) (3) Rural Village (RV) (6) Camano Gateway Village (CGV) (2) Rural Service (RS) (10)	21
Total # of Designated Zones in LAMIRDs		69

(Island County, 2016).

5.3 Island County Development Standards

Table 5.2 outlines Island County's development standards found in the different LAMIRD land use zones.

Table 5.2. Island County LAMIRD development standards

Zone	Name	Code Cite	Front/ Road Setback (ft)	Side/ Rear setback (ft)	Max. Building Height (ft)	Max. Lot Coverage (%)	LAMIRD Type
RR	Rural Residential	17.03. 070	20-30	5	35	5% for parcels >5 acres	I
RC	Rural Center	17.03. 120	--	10	40	80	III
RV	Rural Village	17.03. 130	50	10	30	70	III
GVC	Camano Gateway Village	17.03. 135	10-50	10	35	70	III
RS	Rural Service	17.03. 140	10	10	25	--	III
LM	Light Manufacturing	17.03. 145	50	10	30	--	II
AP	Airport	17.03. 150	--	10ft	Reserved	--	II

Additional development standard requirements are detailed below, and come from the Land Use Element chapter of the Island County Comprehensive Plan (ICCP).

- In the Urban Growth Areas (UGAs), several land designations are not allowed, including: rural agricultural, forest or mineral resource lands.
- Subdivision of rural residential parcels is allowed within RAIDs if the parcel size meets the minimum lot size per Island County Code, which ranges from 14,500 square feet to 2.5 acres (varies by RAID). Parcel size is also limited by applicable shoreline regulations, critical areas, County health requirements, public facility limitations, and other land use or zoning limitations (ICCP, 2016, 33).

Island County Zoning Code, Chapter 17.03:

- Minimum lot width for non-residential RAIDs is sixty (60) feet.
- Minimum lot size for non-residential RAIDs is five (5) acres. Base density is one (1) dwelling unit per five (5) gross acres for non-residential RAIDs.
- The growing, harvesting, sale and managing of agricultural products including horticulture and livestock provided raising of large livestock on lots less than two and one-half (2.5) acres in size requires approval of an animal management plan.

5.4 Island County Unique Policies

Sustainable planning in the Camano Gateway Area (ICC, 2016)

- LU 6.1.7.1. Establish sustainable building practices, use of low impact development, reduction in water consumption, sensitive design, minimizing bulk and mass, participation in local economic development strategies, and reduction in traffic. Incentives should be provided to developers so that the benefits outweigh the costs.
- LU 6.1.7.2. A proactive planning approach should be used for access management into State Highway 532. Possible consolidation of access points shall be explored consistent with Island County Code and Washington State Department of Transportation regulations.
- LU 6.1.7.3. Mixed Uses involving a combination of Residential and Non- Residential components are encouraged, especially with long-term village residence above business activities or that are detached but functionally and physically connected to each other.
- LU 6.1.7.4. Overnight lodging shall be designed to fit into and enhance the rural island landscape through effective design, orientation, siting, signage, lighting and landscaping. Overnight Lodging should be designed in a manner that does not utilize and distribute water resources beyond the capacity of the resources available in the RAID.

Clinton

Currently Clinton is a RAID, however, in the 2016 Comprehensive Plan Update, Island County stated that it “may change the designation of the area to a [non-municipal urban growth area] NMUGA” (34). Clinton developed as an unincorporated community with a full range of land uses, making it a “logical choice” for further growth and to accommodate some of the County’s projected population and employment” growth (34). The County plans for research the possibility for designating the area a NMUGA or developing a subarea plan for Clinton.

To accommodate future growth, Clinton needs to address its infrastructure limitations, namely related to sewer (aging septic systems), stormwater management, and slope stability.

Special Review Districts

Special Review District (SRD) classification applies to large properties (150 plus acres) owned by a single public agency or non-profit organization. These sites are unique or have use characteristics that make it hard to classify. SRD are often used to “establish special standards to protect lands and structures that have historical, archaeological or environmental significance while allowing a unique combination of uses that enhance, conserve or highlight these features of significance” (ICC, 2016, 34).

5.5 Island County Context

Island County consists of four planning areas: Camano Island, and North, Central and South Whidbey Island. Rural zoning is the largest zoning classification in Island County; approximately 33% of the rural zoned land is undeveloped (ICC, 2016, 7). Camano has no urban growth areas (UGA), and only has rural and RAID designations (ICC, 2016, 12). North Whidbey is the most developed area of the county, while Central and South Whidbey planning areas have more rural areas and are dotted by smaller UGAs and RAIDs.

Past development trends and land use regulations in Island County resulted in a dispersed pattern of land use development (ICC, 2016). However, the county is dedicated to protecting the rural character, which it states is one of its most “valued assets, providing the quality of life desired by many Island County residents” (ICC, 2016, 15). The land uses surrounding most RAIDs, whether commercial centers or rural residential areas are dominated by rural lands. The majority of RAIDs are residential (Type I), followed by mixed use (Type III) (see Table 5.1).

5.6 Island County History of Development

Island County only keeps track of permits issued in its residential RAIDs. The permits were also not organized by RAID, so we searched by water provider (each community seemed to have its own water district). The problem is that separating permits by water provider excludes new development that receives water from a well or another provider that did not match the name of the community. Therefore, the results of this section are in no way representative of the true history of development within each RAID, but can be used to make some general assumptions.

There were two main parts in addressing history of development. Part I focuses on identifying new projects that have been built in each LAMIRD since designation; and Part II focuses on identifying any new land uses that were not present when the LAMIRD was first designated.

Part I

The limited data that was made available to us shows that there has been growth in each of Island County’s residential RAIDs. The only permits in these RAIDs are for new single family residences and for the demolition of commercial buildings. The permits issued in each RAID show that the only new development is residential, and that there has been no new non-conforming uses. Table 5.2 includes the number of permits issued in each RAID by permit type

Table 5.2. Number of Island County Development Permits for Single Family Residential

LAMIRD-TYPE 1 – Residential RAID	NEW PERMITS ISSUED – Single Family
Cornet Bay	6
Sunrise Hill	19
Dugualla	29
Mariners Cove	21
Bonnie View	8
Penn Cove	108
Rolling Hills	31
Sea View	2
West Beach	-
Snakelum Point	-
Crockett Lake	2
Harrington Lagoon	3
Admiral's Cove	138
Race Lagoon	17
Shangri-la	10
Ledgwood	26
Teronda	23
Beachcomber	28
Honeymoon Lake	19
Holmes Harbor	13
Mutiny Sands	11
Menlo	-
Freeland	16 (2 commercial demolitions)
Useless Bay	-
Goss Lake	29

LAMIRD-TYPE 1 – Residential RAID	NEW PERMITS ISSUED – Single Family
Saratoga	43
Sunlight Beach	21
Sandy Point	-
Clinton	49
Deer Lake	8
West Deer Lake	7
Idlewood	11
Elger Bay	4
Parklane	3
Saratoga Shores	3
Country Club	-
Lost Lake	38
Camano	-
Madron	30
Livingston Bay Heights	12
Utsalady	28
Livingston Bay	12
Land's Hill	12

Part II

The permits issued in Island County's Residential RAIDs do not indicate any new non-conforming uses. The one interesting thing in Island County was the demolition of 2 commercial buildings in the Freeland RAID, these buildings were demolished to make room for new residential development.

Aerial photographs were analyzed to identify any new uses within Island County's non-residential RAIDs. This method was very time consuming and did not help identifying any changes in use within individual structures. Only one major land use change was identified in Island County's non-residential RAIDs, this change occurred in the Utsalady Store RAID. The

Utsalady Store RAID contained a small neighborhood corner store within the residential Utsalady RAID, but the store has since been demolished. Multiple new high-end townhomes are now located in this area.

Due to the fact that the permit data that we received for Island County's RAIDs was limited, more research is needed to determine the true history of development within the county's RAIDs. Finding out a way to gather permit information for the county's non-residential RAIDs would be really important in future research.

5.7 Island County Economics

Economic Profile

- The largest employer is the U.S. Naval Air Station in Oak Harbor (Naval Air Station Whidbey Island or NASWI). Oak Harbor is the largest city in the county with a population of 22,000 in 2015. (Employment Security Department, 2015, Island County).
- Total nonfarm employment averaged 15,520 in 2014. Nearly 29 percent of all jobs in Island County were government jobs—especially local government. Typically, the largest volume of local government jobs is related to K-12 education. Private education and health services made up nearly 15 percent of total nonfarm employment and leisure and hospitality made up slightly more than 14 percent. Goods producing industries, which are predominantly represented by construction and manufacturing, made up 9 percent of the non-military jobs in Island County. (Employment Security Department, 2015, Island County).

Growth Planning

According to the 2016 Comprehensive Plan, the county is committed to addressing its historic fragmented and dispersed land use development patterns by “directing future growth and development within existing developed urban areas” to conserve the county’s natural resources, critical areas, open space, and rural characteristics (ICC, 2016, 17). As noted on page 15, the county “faces a dual challenge of balancing the demands of population growth while protecting rural character” (15).

Goal 6 in the 2016 Comprehensive Plan addresses RAIDs, which focuses primarily on not expanding them beyond their logical outer boundaries. Subsequent sub goals include land use designations, which emphasize compact development in rural centers (RCs) to prevent highway sprawl (ICC, 2016, LU 6.1.1.2), supporting light manufacturing (LM) areas that do not entail frequent customer visits (ICC, 2016, LU 6.1.3.1), identifying infill, development, or

redevelopment of existing residential areas (ICC, 2016, LU 6.2), as well as a number of other issues related to water availability and compatibility with existing adjacent land uses.

As determined by a Buildable Lands Analysis based on the population projections, the county concluded that no UGA enlargements were required for the 2016 Comprehensive Plan update. They also found that the Freeland NMUGA and the Langley UGA were larger than necessary to accommodate projected growth, and were resized to allocate an “appropriate mix of zoning to accommodate growth over the next 20 year planning horizon” (ICC, 2016, 14). The 2016 Island County Comprehensive plan goes on to state that the reduced UGAs will result in “more concentrated development, allow for more efficient infrastructure service, and improve protection of rural lands” (14).

Clinton is mentioned as a “logical choice” for future growth to accommodate some of the county’s projected population and employment growth as a whole (ICC, 2016, 34). However, in order to accommodate future growth, improvements to water and sewer infrastructure will be required.

6. GIS Data Analysis

Spatial data was collected from Whatcom, Skagit, San Juan and Island counties to examine a number of quantitative aspects of LAMIRDs including the following: total number of LAMIRDs, combined acres, size range, average size, major type (I, II, III), total and average housing units, distance to incorporated city limits, distance to major roadways (e.g., I-5), water system types, and surrounding zoning context. In the following section, we outline the quantitative data about LAMIRDs, highlighting similarities and differences in the four counties in Table 6.1.

6.1 Whatcom County

GIS analysis of Whatcom County's LAMIRDs produced a series of large data tables. The results are summarized here:

- Whatcom County contains a total of 117 LAMIRDs.
- Whatcom's LAMIRDs make up a combined area of 8,766.3 acres.
- LAMIRDs range in size from less than half an acre up to 846.1 acres.
- LAMIRD size in Whatcom County averages 74.9 acres per LAMIRD.
- The majority of LAMIRDs are Type 1.
- LAMIRD clusters contain a total of 9,169 housing units in 2017 (WSDC, 2017).
- LAMIRD clusters contain an average of 248 housing units per LAMIRD in 2017 (WSDC, 2017).
- The number of housing units in LAMIRD clusters range from 0 to 2,639 housing units (WSDC, 2017).
- Most LAMIRDs are about 3 miles from incorporated city limits and urban growth areas by proximity, not road miles.
- The majority of LAMIRDs are within 10 miles of the I-5 corridor by proximity, not road miles.
- The majority of LAMIRDs are along state highways (Exceptions are Point Roberts, Lummi Peninsula, and Sandy Point).
- The majority of LAMIRDs use Group A water systems services.
- A number of these areas rely on well water (Refer to data for more water information).
- Zones which border LAMIRDs are diverse and include:
 - AG, CF, FEDERAL, GC, GM, HII, NC, R10A, R2A, R5A, RC, RF, RGC, RIM, ROS, RR1, RR10A, RR2, RR3, RR5, RR5A, STC, TC, and TZ.

6.2 Skagit County

GIS analysis of LAMIRDs in Skagit County resulted in large data tables. The results are summarized here:

- Skagit County contains a total of 212
- Skagit's LAMIRDs make up a combined area of 11,362.6 acres.
- LAMIRD size in Skagit County averages 53.6.
- The majority of LAMIRDS are Type III
- LAMIRDs clusters a total of 6,569 housing units in 2017 (WSDC, 2017).
- LAMIRD clusters contain an average of 52 housing units per LAMIRD in 2017 (WSDC, 2017).
- The number of housing units in LAMIRD clusters range from 0 to 803 housing units (WSDC, 2017).
- Most LAMIRDs are about 3.5 miles from incorporated city limits and urban growth areas by proximity, not road miles.
- There is insufficient data on water systems to analyze water systems in the LAMIRDs of Skagit County.

6.3 San Juan County

GIS analysis of LAMIRDs in San Juan County resulted in large data tables. The results are summarized here:

- San Juan County contains a total of 13 LAMIRDs, or Activity Centers.
- San Juan's LAMIRDs make up a combined area of 1,029.1 acres.
- LAMIRDs size: not currently available
- LAMIRD average size: not currently available
- There is no housing unit data for LAMIRDs in San Juan County.
- There is no data of water systems to analyze water systems in the LAMIRDs of San Juan County.

6.4 Island County

Analysis of Island County's LAMIRDs produced a single large data table and shapefile. Please note that there are minor differences between state and county data, thus these data should be taken as rough data rather than absolute. These data are summarized as follows:

- Island County contains 72 LAMIRDs.
- Island County's LAMIRD have a combined area of roughly 11,217 acres.
- LAMIRDs average around 156 acres per LAMIRD.
- LAMIRDs range in size from less than half an acre to over 997 acres.
- LAMIRD clusters contain a total of 11,247 housing units as of 2017 (WSDC, 2017).

- LAMIRD clusters average roughly 163 houses.
- Housing units within LAMIRD clusters range from 0 to 1,793 as of 2017 (WSDC, 2017).
- Many LAMIRDs are located within close proximity, or even bordering incorporated cities and urban growth areas.
- Most LAMIRDs are located near state highways.
- High housing density LAMIRDs on Camano Island are located within 15 miles of I-5.
- Analysis obtained water source data, however further information is required.
- Surrounding land uses for LAMIRDs in Island County include
 - Rural
 - Special Review Districts
 - Urban Areas
 - “Water areas”

6.5 Cross-County Comparisons

Table 6.1. LAMIRD statistics for Whatcom, Skagit, San Juan, and Island counties for 2017

County	Number of LAMIRDs	Total LAMIRD Acreage	Mean LAMIRD Acreage	Greatest Acreage LAMIRD	Total Housing Units (17)	Mean Housing Units (17)
Whatcom	117	8,766.3	74.9	846.1	9,169	248
Skagit	212	11,362.6	53.6	1,153.7	6,569	52
San Juan	13	1,029.1	--	--	--	--
Island	72	11,217	156	997.3	11,247	163

Note that these data are not necessarily absolute and are only estimates in some cases. Data for this table was calculated using data from all four counties as well as data from Washington State Department of Commerce (WSDC, 2017).

6.6 GIS Maps

The map in Figure 6.1 provides an overview of where LAMIRDs are in Whatcom, Skagit, San Juan, and Island counties and their relation to UGAs.

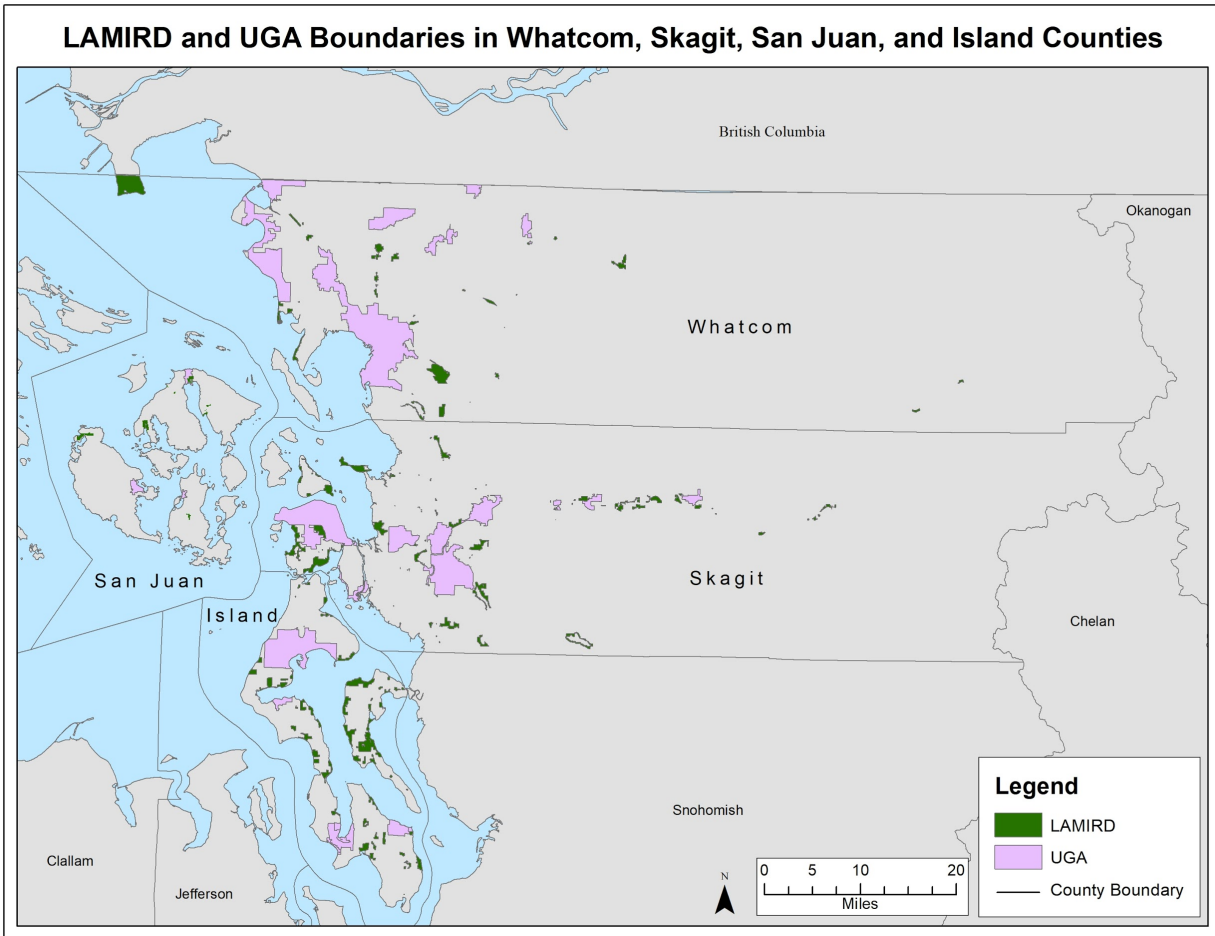


Figure 6.1. LAMIRD and UGA Boundaries in Whatcom, Skagit, San Juan, and Island Counties.

For further maps, please view:

https://drive.google.com/open?id=11SOL_HsQmvt6nxl_Y24iDxU9xQNWbvF3

7. Conclusions

7.1 Challenges

- Proximity to Critical Areas:
 - Many LAMIRDs are located near protected areas like critical areas and shorelines. Proximity to critical areas limits the extent and the kinds of development that can take place in LAMIRDs (Smith, 2018).
- Rural sprawl
 - Although LAMIRDs establish growth boundaries in order to limit sprawl, these are not always effective. All four counties list sprawl prevention in their Comprehensive Plan goals, indicating that it is an ongoing challenge to address.
- Limits to development
 - Businesses and subdivisions within LAMIRDs are often limited by lack of access to services such as sewer, water, and public roads. LAMIRD development is also limited by septic systems and wells, which can only support certain numbers of people and land uses. Finally, Skagit County mentioned “legal access to water” as another significant challenge for LAMIRDs (Smith, 2018).

7.2 Successes

Washington State’s GMA establishes 14 goals for counties to strive toward, leaving counties to decide how to prioritize their goals. LAMIRDs help counties succeed in many of their goals, including urban growth, reducing sprawl, economic development, natural resource industries, and open space and recreation (Washington State, 2017, Planning Goals - Growth Management Act). Specifically, according to the four counties’ comprehensive plans, LAMIRDs help them address a wide range of issues, which we summarize below.

Protecting Rural Character (found in all four counties)

- Constraining the built environment as it was in 1990 actively protects that character of a LAMIRD
- Creates specialized development of land on a county-by-county basis, allowing municipalities to generate optimal land use patterns for desired outcomes. Take for example to use of LAMIRDs in expanding tourism on Island County.
- Not allowing new uses in LAMIRDs also protects the industries that currently exist by limiting competition.

Whatcom County:

- In rural areas, including LAMIRDs, foster a range of economic opportunities from small-scale, rural-based employment and self-employment to rural-based agriculture, commercial, recreation, and tourist businesses
- Enhance the rural sense of community and quality of life (WCCP, 2018, 2-64-65).
- LAMIRDs protect undeveloped land in rural areas from sprawling, low density development. (WCCP, 2018, 2-74).

Skagit County:

- Provide diverse employment opportunities
- Protect natural resources, open space, and natural resource economies
- Promote a range of commercial retail and service businesses
- Increase tourism (Skagit County, 2010, Chapters 4 and 11).
- Recognize historic rural residential, commercial, and industrial development patterns.
- Allow certain new small-scale recreation and tourism uses and industries that provide jobs for rural residents (Skagit County, 2015).

San Juan County:

- Create jobs through the support of diversified, stable, community-friendly industries
- Promote tourism and leisure opportunities
- Strengthen traditional industries like construction, light manufacturing, marine resource industries, and agriculture (SJC, 2010, Section 10.1.A).

Island County:

- Ensure adequate water supply and prohibit creation of new lots in hazard areas (e.g., tsunami, flood)
- Encourage multi-modal transportation options
- Support development of businesses that do not draw a significant number of regular customers, but that do provide job opportunities for rural residents (ICCP, 2016, 60-61).

7.3 Future Opportunities

- GMA provides power to local governments for designing their LAMIRDS.
- Expand septic and sewage lines in order to allow greater infill within LAMIRD boundaries.
- Future LAMIRDs should be designated on a case specific basis. Considerations may include: access to water services, support of regional natural resource industries opportunities for isolated rural services like tourism and recreation; or pre-existence of a “logical outer boundary” consisting of the built environment (San Juan County, Ordinance 14-2010).

- Establishing a Planning body for LAMIRDs. Some residents of LAMIRDs feel the county does not understand them or listen to them. Many objectives within LAMIRDs are different than rural areas outside of LAMIRDs. Some LAMIRDs are developing subareas plans with their counties (Kitsap County, 2018).
- LAMIRDs in some counties would be applicable to add into Urban Growth Areas. In Island County, the proximity of some LAMIRDs to UGAs is very close and should be incorporated.

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