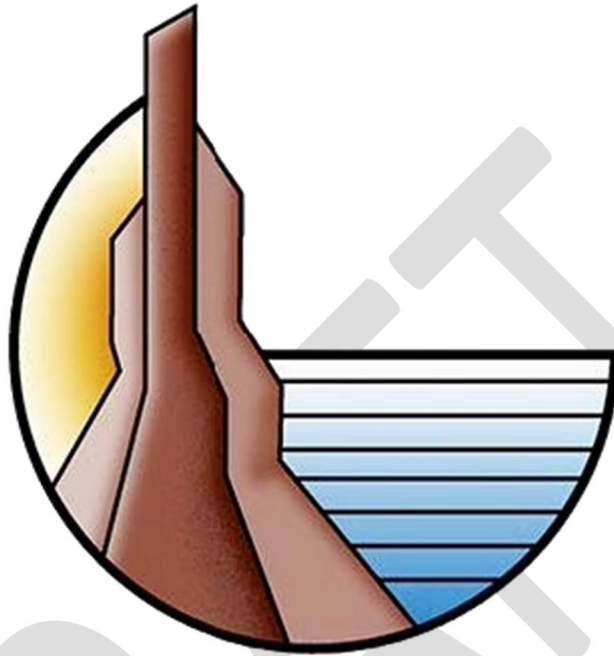




CITY OF ROCK ISLAND

2026 Comprehensive Plan

Acknowledgements

Updating a Comprehensive Plan requires much time and effort from a vast number of resources over an extensive period of time. The dedicated work by City of Rock Island staff, elected officials, and consultants have led to the development of a complete evaluative and prioritized growth plan that will help this community succeed over the next 20 years and beyond. Adding the input of community members and key stakeholders, this roadmap for the City's future is the reflection of many voices.

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INTRODUCTION

THE CITY OF ROCK ISLAND

Located on the eastern shoreline of the Columbia River in southern Douglas County, the City of Rock Island serves primarily as a residential community, with a large segment of its population working in the larger communities of Wenatchee and East Wenatchee, along with some residents who may commute to Quincy or the Moses Lake area.

Physically, Rock Island is characterized by oxbow lakes that ring the “teacup” shape of the community. Much of the existing and potential recreation in Rock Island is focused on these natural resources, a priority for future development in the city. Capitalizing on its distinct natural amenities will enable Rock Island to meet such priorities, reach that goal, and to grow into a unique and prosperous community.

The Rock Island Comprehensive Plan has been produced by and for its citizens. It integrates their ideas, concerns, and expressions of preferred growth into statements of how the City should be developed, what development regulations should accomplish, what facilities and service levels are needed, and how publicly funded improvements should support those objectives.

The 2026 Rock Island Comprehensive Plan provides this guidance and roadmap for the City’s future, implementing a local vision that aligns with the regional vision. This Plan was developed within the parameters and resources provided through the Growth Management Act (GMA), Department of Commerce, and Douglas County’s Regional Planning Policies. The priorities, policies, and implementation strategies reflect the input and feedback of the Rock Island community, including its elected leaders and City staff, through a robust public engagement process. Over the next 20 years Rock

Island, like many cities in the greater Wenatchee and Douglas County region, is projecting growth.

WHAT IS A COMPREHENSIVE PLAN?

A Comprehensive Plan is a guide for the orderly physical development of the area, outlining desirable community goals and policies that together influence future community growth.

A city, along with its surrounding urban growth area, is a complex system serving the many and varied needs of its citizens. Each community comprises a variety of land uses tied together by a network of streets, utilities, and communication channels. The purpose of the Comprehensive Plan is to bring about coordinated land use in accordance with future requirements, while at the same time protecting identified critical areas, resource lands, and the environment generally. It is also intended to ensure efficient expenditure of public funds and to promote the general health, safety, and welfare of the people living there.

Achievement of a balanced, attractive urban environment is possible only if the plan is sensitive to present and prospective community needs and sentiment. If the Plan is to be realistic, it must be based on sound population and economic forecasts, and it must reflect present and potential financial resources.

As the frame of reference for all administrative and regulatory measures concerned with the City's physical development, the Plan serves as a basis for the following activities: zoning ordinances and subdivision regulations, development guidelines and policies, financial balance of expenditures and revenues related to a program of public facilities improvements, and encouragement of civic interest that is essential to future development. Finally, effective implementation of the above activities is essential to achieve the desired concepts outlined by the Plan.

AUTHORITY

The Rock Island Comprehensive Plan has been prepared in accordance with the requirements of RCW 36.70A, the GMA. This Comprehensive Plan includes Rock Island's 20-year vision to 2046, and it addresses all areas within the present city limits of Rock Island as well as the unincorporated areas lying within the Rock Island Urban Growth Area (UGA).



GROWTH MANAGEMENT ACT GOALS

RCW 36.70A.020, the planning goals of the GMA, requires that Rock Island shows how the adopted Comprehensive Plan meets the planning goals contained within the GMA Table 1.

Table 1. GMA Goals

Urban growth | Encourage development in urban areas where public facilities and services exist.

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

Transportation | Encourage efficient multimodal transportation systems that reduce greenhouse gas emissions and vehicle miles travelled.

Housing | Plan for and accommodate housing affordable to all economic segments of the population by promoting a variety of housing types and densities.

Economic Development | Encourage economic development throughout the state by promoting economic opportunities for all citizens.

Property Rights | Private property shall not be taken for public use without just compensation having been made.

Permits | Applications should be processed in a timely and fair manner.

Natural Resource Industries | Maintain and enhance natural resource-based industries.

Open Space and Recreation | Retain open space, enhance recreational opportunities.

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 planning activities, including the Comprehensive Plan.

Public Facilities and Services | Ensure that those public facilities and services necessary to support development shall be adequate.

Historic Preservation | Identify and encourage preservation of lands, sites, and structures.

Climate Change and Resiliency | Ensure that comprehensive plans, development regulations, and regional policies, plans, and strategies adapt to and mitigate the effects of a changing climate.

Shoreline Management | (RCW 36.70A.480)

PUBLIC PARTICIPATION

In addition to the City conducting a community survey in 2025, the public was invited to participate at all public event and meeting opportunities including City Council meetings and Community Open Houses. Following the survey and at these meetings, citizen input was documented and their concerns and questions were addressed.

AMENDMENTS

While Comprehensive Plans are intended to be reviewed regularly to consider possible changes in existing conditions or in the vision of the Rock Island residents. This Comprehensive Plan is subject to amendment to ensure internal and inter-jurisdictional consistency with the implementing regulations, as well as maintaining consistency with State laws. An evaluation of new conditions will be an integral part of the amendment process.

State law does not allow more than one Comprehensive Plan amendment annually, except in cases of emergency. However, it does require that a Comprehensive Plan and supporting development regulations be reviewed and updated as necessary at least every 10 years. In the Rock Island area, the amendment process will concurrently consider all proposed changes to the document accumulated over time since the last amendment, to ascertain the cumulative impact of the proposed changes.

STATE AGENCIES



State agencies, such as Washington Department of Commerce, Washington State Department of Transportation, Department of Natural Resources, Department of Fish and Wildlife, and Washington State Department of Ecology, all play a role in the

periodic update process. Prescott has coordinated with state agencies in this periodic update process to ensure compliance with state guidelines.

THE COMPREHENSIVE PLANNING PROCESS

The Rock Island Comprehensive Plan update began in 2024 and was adopted at the end of 2026. This multi-year effort consisted of public engagement, local stakeholder engagement, and workshops with the County, City Staff, the Mayor, and City Council. The Plan is implemented as a 20-year guide to direct and accommodate growth until the next periodic update is due in 2036. This figure represents the general comprehensive planning process taken for a periodic update, which includes four primary phases of the project. Details on each step of the process are described in **Figure 1**.

Figure 1. Comprehensive Plan Process



Public engagement

The Comprehensive Plan Planning Process begins with public outreach, visioning, and engagement. Public input and engagement are vital to achieving an inclusive planning process. Community feedback generated within the survey, stakeholder meetings, and community events were utilized to maximize engagement in the Comprehensive Plan process, including:

- An online community survey
- Community announcements
 - Informational displays and planning activity booth at a local civic event, Redneck Days
 - Public postings advertising community survey gathering and public meetings
- City Council meetings, workshops, and Public Hearings
- City website and Facebook group updates on the planning process

Technical review

While the public engagement process is a critical component of the Comprehensive Plan Periodic Update Process, it is one side of the coin used to evaluate how growth should be accommodated. The City performs a series of technical analyses to understand the current needs of residents while estimating the future demand on services, infrastructure, and uses based on anticipated population, housing, and job growth. Additionally, the Plan must be aligned with the GMA and policies from Douglas County, in addition to documenting how this Plan meets State and regional planning requirements.

Evaluation

Key City stakeholders in the Comprehensive Plan Planning Process include the community, area public agencies and local organizations, City Council, City staff, and the Mayor. These parties all play separate but valuable roles in evaluating community feedback, implementing community-identified priorities, and amending existing

Comprehensive Plan goals and policies with new goals and policies that meet the current and projected needs of the community.

The internal City evaluation process is conducted throughout the Comprehensive Plan update and is repeated to ensure sufficient review of technical plans, chapter updates, and proposed actions. The primary goal of City Staff Comprehensive Plan evaluation is to ensure legislative decisions are aligned with overall community goals.



Implementation

The City of Rock Island will be implementing the goals and policies of the Comprehensive Plan through a package of technical, specialized plans and updates. These plans and updates are as follows:

Transportation Improvement Plan. Each metropolitan planning jurisdiction is required to develop a Transportation Improvement Plan (TIP). The TIP includes a list of projected transportation projects aimed to improve transportation infrastructure, such as public roadways, sidewalks, and bicycle lanes. The TIP is required to include capital and non-capital surface transportation projects, bicycle, and pedestrian

facilities (multi-modal plan), freight system improvements, and Level of Service standards for all inventoried infrastructure.

Capital Improvement Plan. A Capital Improvement Plan (CIP) identifies funding, descriptions, timelines, and locations for capital improvement projects over a 6-year and 20-year period. Capital improvement projects are generally listed by priority and sector and are financed through the jurisdiction's capital budget. The primary purpose of a CIP is to establish a financial plan for preserving and improving community's major infrastructure (i.e. roads, stormwater, utilities, and other facilities).

Implementation Plan. An Implementation Plan identifies strategic steps to execute an action, or a series of actions and projects. The Implementation Plan breaks down project logistics, including but not limited to (1) timeline, (2) level of effort, (3) team responsibilities, (4) success criteria, and (5) performance measures. Implementation Plans are often informed by the results of technical plans, such as the TIP and CIP. Overall, Implementation Plans allow jurisdictions to strategically plan for and allocate required resources ahead of time to achieve desired goals.

Code updates. As discussed throughout various chapters of the Comprehensive Plan, the City will perform a series of municipal code updates to meet GMA requirements, legislative changes, and changes driven by analysis. Code updates triggered through the Comprehensive Plan update are required to be adopted concurrent with the Periodic Update.

COMMUNITY PROFILE

HISTORY

Incorporated as a 4th-class town in 1931, the City of Rock Island became a code city on December 22, 1988, with a mayor-council form of government. The City experienced its first growth spurt during the construction of the Rock Island Dam, completed by Puget Power and Light in 1933. Following the completion of the dam, the City of Rock Island experienced slow and steady growth until the 1990's. The decade between 1990 and 2000 was a high-growth period for the area, with an increase in population inside city limits of 339 people. However, the period between 2000 and 2010 saw the first decline in decades, a decrease of 75 people. Since 2020, the population has begun to grow, with an estimated increase of 68 people.



GEOGRAPHIC SETTING

Rock Island is a small community located in the south-central portion of Douglas County. The topography in the City and its Urban Growth Area (UGA) is characterized by relatively flat orchard land, with oxbow lakes of varying sizes situated in a chain-like pattern paralleling the surrounding bluffs, giving Rock Island its unique "teacup" shape. The UGA is bordered by unincorporated Douglas County land that includes more lakes and bluffs on the west, north, and east. The Columbia River serves as the area's southern border. The City of Rock Island and its UGA encompass approximately 837 acres of land.

The lakes within the Rock Island UGA account for approximately 87 acres. The area offers recreational activities such as golfing and fishing to residents in the greater Wenatchee Valley area as well as to the traveling public. The privately operated Rock Island Public Golf Course, an eighteen-hole golf course, is nestled between Putters Lake and Hammond Lake. The lakes within and around Rock Island and its UGA are primarily surrounded by publicly owned land and are open to public fishing. Some developed public access points exist while others are informal.

POPULATION AND DEMOGRAPHICS

The American Community Survey (ACS) provides annual population and demographics estimates based on the most recent decennial census data, as well as data provided by counties and municipalities. The ACS estimates the City's population in 2024 to be 1,251, an increase of eleven people, or 0.88%, since the 2020 Census (which reported the population as 1,240). Within the City of Rock Island, the ACS estimates the median age to be 37.8 years, with 898 people (71.8% of the population) 18 years or older.

Of the 1,251 people within the City, 671 people, or 53.6%, identified themselves as being Hispanic or Latino (of any race). An estimated 504 people (42.4% of the population 5 years and over) indicated they speak a language other than English, with 254 of those (21.4% of the population) indicating they speak English less than "very

well.” Within Douglas County as a whole, 35.5% of the population reported being Hispanic or Latino.

The median household income for Rock Island was estimated at \$69,861 in the 2024 ACS, which was significantly less than Douglas County’s estimated median household income of \$80,363. Similarly, the percentage of families below the poverty level in Rock Island (10.3%) was slightly greater than that in the County (8.3%).

Of the occupied housing units in the community, an estimated 83.3% were owner-occupied and 16.7% were renter occupied. The same numbers for Douglas County are 69.3% and 30.7%, respectively. Rock Island and Douglas County historic population trends (from 1960-2024) are presented in **Table 2**.

Table 2. Historic Population Trends

YEAR	ROCK ISLAND		DOUGLAS COUNTY	
	POPULATION	% CHANGE	POPULATION	% CHANGE
1960	369	N/A	14,890	N/A
1980	442	+19.8%	22,144	+48.7%
2000	863	+95.3%	32,603	+47.2%
2010	788	-8.7%	38,431	+17.8%
2020	1,240	+58.1%	42,520	+10.6%
2024	1,251	+0.88%	44,366	+4.3%

LAND USE ELEMENT

INTRODUCTION

This Land Use Element reflects the City of Rock Island's 20-year vision for land use and provides guidance for manifesting that vision. It is intended to be a guide for both public and private actions affecting growth and development in the City's Urban Growth Area (UGA), evaluate individual land use proposals, and guide decisions about infrastructure, amenities, City projects and programs.

The core components of the Land Use Element encompass the Official Zoning Map, the Future Land Use Map, the Land Use Goals, and the Land Use Policies. The Maps graphically represent the current as well as future land use patterns that are desired for the City (inside of current City limits as well as the unincorporated UGA) within the 20-year planning period. The designations shown on the Maps are based on several factors including, but not limited to, the following:

- Rock Island's unique physical, social, and economic characteristics;
- The type of existing development;
- Existing zoning and environmental regulations;
- Ownership patterns; and.
- The condition of existing structures.

These designations represent the type of future development desired for each part of the UGA, while accommodating existing development. Combined with this chapter's Goals and Policies, they provide narrative guidance and the Maps lay out the community's proposed future development and growth. Certain land uses will require additional consideration.

It is important to keep in mind that this Plan addresses Rock Island’s growth over the next 20-year period. The City’s evolution that results from the Goals and Policies in this Plan is likely to take place over time and is intended to result in instrumental but incremental changes in land use in the City.



URBAN GROWTH

To support cities and counties in meeting the GMA's goals, the GMA provides for establishment of UGAs, areas within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature. Urban growth is generally characterized by development of land for residential, commercial, and industrial uses and associated facilities (such as parks, schools, and a network of paved streets), to the exclusion of large agricultural and natural resource areas.

Well-planned urban growth can provide for concentrated development that supplies employment and housing needs without destruction and conversion of important rural, resource, and sensitive lands. Urban growth typically requires urban governmental services, including what is defined by the GMA such as domestic water supply and sanitary sewer systems.

UGAs are intended to:

- Promote compact urban development within and adjacent to existing urban areas;
- Guide urban growth to areas most able to support and serve it;
- Ensure efficient use of land resources; and
- Facilitate cost-efficient provision of urban services.

The City and Douglas County cooperate in administering the unincorporated portion of the UGA. Counties planning under the GMA adopt County-Wide Planning Policies (CWPPs) that guide this cooperation. Douglas County's CWPP's are colloquially referred to as the Douglas County Regional Policy Plan (RPP) and they are developed under the direction of the Douglas County Regional Council, which consists of one elected official from each local jurisdiction in the county and the three County Commissioners.

The City of Rock Island ratified the current RPP in early 2026. This Element is intended to be used with the RPP to support the City in meeting its goals for orderly growth. Specifically, this Element reflects the RPP's "Policies on Implementing RCW

36.70A.110 regarding Urban Growth Areas,” “Policies on Joint Planning in Urban Growth Areas,” and “Policies on Promoting Contiguous and Orderly Development and Providing Urban Services to Such Development.” Other policies of the RPP are reflected in other parts of this Comprehensive Plan.

The RPP is based on the requirements of the GMA. Those requirements informed the policies noted above. Several of them are worth bearing in mind as the City plans for its growth and the development of land within its UGA:

- Each UGA shall include areas and densities sufficient to permit the urban growth that is projected to occur in the jurisdiction for the succeeding 20-year period.
- Urban growth should be located first in areas already characterized by urban growth that have existing public facilities and service capacities to serve such development.
- Each county shall review, at least every ten years, its designated UGA and the densities permitted within both the incorporated and unincorporated portions of each urban growth area.

POPULATION

Forecasted population

The GMA requires that the designated UGAs in Douglas County include areas and densities sufficient to accommodate the urban growth projected to occur in the County for the next 20 years, based on population projections developed by the State Office of Financial Management (OFM). The OFM provides three projections for each county, reflecting high, medium, and low rates of growth. Douglas County and the local jurisdictions therein, functions collectively as the Douglas County Regional Council, worked together to allocate the projected population increase among the UGAs in the County. The culminating product from this collaboration was the Douglas County 2025 Land Capacity Assessment (LCA), which is incorporated by reference. The LCA assigned a population growth of 2,160 people over the next 20 years to Rock Island. The City’s current estimated population being 1,815, this equates to over a

doubling in population over the next two decades (an annual, compounded growth rate of approximately 4%) - a *substantial* growth in population.

As a result of HB 1220 (2021), the LCA was not simply about assigning population, however. Under HB 1220, jurisdictions must now plan for and accommodate adequate amounts of housing *by income level*. More specifically, by State-mandated Area Median Income (AMI) bands. The numbers provided in **Table 3** reflect the outcome of the allocation process.

Table 3. Douglas County 2025 Land Capacity Analysis

Source: Douglas County 2025 LCA.

Region	Total Demand (No. of Housing Units)						Total Supply (No. of Housing Units)	Supply Meets Demand?	Region
	0-30% AMI	30-50% AMI	50-80% AMI	80-100% AMI	100-120% AMI	120%+ AMI	Total (All Income Levels)		
Rural Douglas County	0	0	211	95	4	598	908	21,064	Yes
East Wenatchee UGA	847	819	993	493	335	1,738	5,225	4,348	No
Bridgeport UGA	12	12	14	7	2	21	68	1,009	Yes
Rock Island UGA	193	186	226	111	67	377	1,160	296	No
Waterville UGA	1	1	1	0	0	0	3	292	Yes
Mansfield UGA	2	2	2	1	0	0	7	37	Yes
Coulee Dam UGA	1	1	1	1	1	3	8	1	No

These population projections, viewed through the lens of HB 1220 requirements, showed that the City possessed a shortfall of housing units in certain AMI bands, corrective actions for which were required.

2026-46 UGA expansion

During the course of the development of the 2026 Comprehensive Plan Periodic Update, the City, working collaboratively with Douglas County, assessed the extent to which Rock Island would be able to meet the housing shortfall without the expansion of the City's existing UGA. After incorporating the impacts of its adopted 2019 Waterfront Sub-Area Plan (incorporated by reference), impacts of which were never incorporated into the City's 2018 Comprehensive Plan after adoption, the City subsequently made several decisions including, but not limited to, the following:

- Increase development in the "Recreation Mixed-Use" designations (units per acre)
- Create a new, "Residential Medium Density" designation - upzone parcels
- Create a new "Inclusionary Overlay" designation
- Establish the "Commercial Mixed Use" designation (from the Waterfront Sub-Area Plan)

The anticipated result of these proposed changes were determined to result in: 1) the City being able to meet its projected housing demand for the 0% - 120% AMI bands within its existing UGA; 2) the City needing to expand its existing UGA in order to meet its projected housing demand for the 120%+ AMI band; and 3) the City needing to expand its existing UGA in order to meet the requirements of RCW 36.70A.110(2) regarding acquisition of open space. The UGA expansion request was subsequently documented and presented to the Douglas County Board of County Commissioners (Board) on June 26, 2026. The results of the UGA Expansion, inclusive of the re-zone within the existing City limits, altered the initial LCA results such that supply is expected to exceed demand over the next 20-year period. Details regarding these changes can be found in the Housing Element.

Alongside the support of the Douglas County Staff, the Board provided *preliminary* approval of this request at the following Douglas County meeting. The results of this UGA Expansion are incorporated into the City's 2026 Comprehensive Plan hereafter. Douglas County's *formal* approval is anticipated via the amendment of its 2026

Comprehensive Plan in 2027 - per Douglas County Staff, the City's UGA expansion will be referenced in Douglas County's 2026 Comprehensive Plan for the time being. Further details regarding this can be found in the Housing Element.

LAND USES

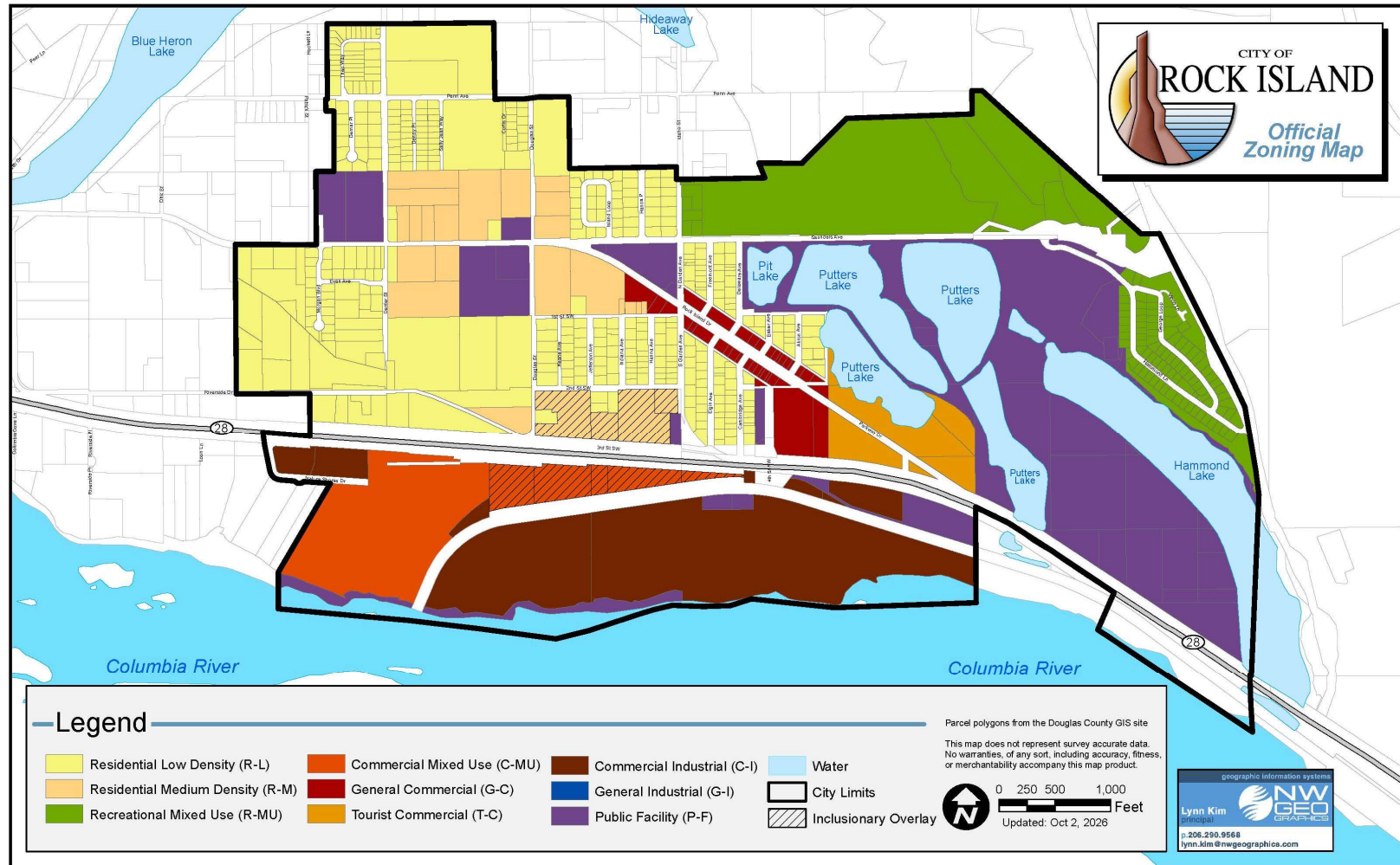
Existing zoning designations

The existing land use designations and existing land use, which are not necessarily the same thing, play an important part in the Comprehensive Plan's preparation process. The location and extent of residential, commercial, industrial, and public zoning designations and, as well as current uses, inclusive of vacant/undeveloped land as well as underutilized/re-developable land, result in both constraints and opportunities for future growth.

Within the City, existing land use designations define areas where specific types of land uses are allowed. Future development within the City's limits is expected to conform to the land uses identified by these designations. However, it is also important to consider existing land uses in plans for future development and population growth. Some existing land uses may not conform to this Comprehensive Plan (referred to as "legal non-conformities"). While it is generally assumed that all non-conforming, existing land uses will eventually be discontinued when they are redeveloped ("legal non-conformities" are not allowed to be re-established), uses such as single-family homes in what is now a commercial area may continue for years or even decades.

The City's Official Zoning Map on Figure 2 designates the existing land use designations for the City.

Figure 2. Rock Island Official Zoning Map



ZONING DESIGNATIONS & USES

The following sections describe the general characteristics and locations for each type of land use, with the goals and policies providing more specific guidance for growth.

Residential uses

Rock Island anticipates that most new residential uses will be located in its newly established “Residential Medium Density” and “Commercial Mixed Use” zones (including those that possess the Inclusionary Overlay), along with notable growth in its established “Residential Low Density” zone and “Recreation Mixed Use” zones. Growth is primarily anticipated via the development of agricultural lands and/or vacant lands (small-scale agricultural operations only - there are no agricultural lands of long-term commercial significance within the City’s UGA). It is also anticipated via the re-development of underutilized property currently zoned “Residential Low Density.” The Housing, Capital Facilities, Transportation, and Utility Elements show that the City has plans as well as supporting Goals and Policies in place to accommodate such growth.

Commercial uses

Two land use designations are dedicated to commercial use. “General Commercial” is intended to provide a wide range of commercial activities and “Tourist Commercial” will accommodate uses that are related to recreational activities and the needs of the traveling public. Some commercial uses may also be developed on lands designated “Recreation Mixed Use.”

The existing commercial uses within the City of Rock Island provide minimal services to residents and visitors, including people using the privately operated Rock Island Golf Course. They are primarily located along half of Rock Island Drive. Given the potential for rapid population increase and the community’s desire to develop tourism, Rock Island will benefit from putting more effort into encouraging commercial opportunities. Restaurants, a grocery store, even some small shops and indoor entertainment offerings would benefit the growing community. As a result, the

City has adopted its 2019 Waterfront Sub-Area Plan, which calls for up-zoning much of the land south of SR-28. A large swath of land north and west of the railroad has been up zoned to “Commercial Mixed Use.”

To help meet its AMI band housing requirements as well as in response to feedback from several property owners, the City has removed the dual zoning of certain parcels along Rock Island Drive. Several parcels were previously dual-zoned as both “General Commercial” and “Residential Low Density.” These parcels are now re-zoned as “Residential Medium Density” and, in a more limited capacity, “Residential Low Density” and “Public Facilities.” Additionally, several parcels that were previously listed as “General Commercial” were, in fact, “Public Facilities” and have been re-zoned accordingly. Please see the City’s Official Zoning Map above for more details.



Installation of the public sewer system has created opportunities for new commercial development, particularly in the area south of SR-28. For instance, development of a hotel/motel without a municipal sewer service would have required substantial land for a septic system and drainfield. Such a facility could now be built on a much smaller parcel, thereby making it more cost effective for developers.

Rock Island's rather close proximity to East Wenatchee and Wenatchee (both approximately eight (8) miles away) is expected to make it an attractive location for uses oriented towards recreational and tourist activities. The community vision includes motels, restaurants, retail/specialty shops, a farmer's market, and similar uses suited to the City's commercial cores.

Industrial uses

Two land use designations are committed to industrial use. "General Industrial" and "Commercial Industrial." The former provides for a very limited range of industrial uses in a way that limits/mitigates their impact on the surrounding area while the latter provides for a wider range of allowed uses than either the "General Commercial" or "General Industrial" zones currently allow.

Existing industrial land uses consist primarily of Central Washington Concrete's gravel extraction operations as well as various vehicle repair and storage yards. All are located along SR-28. Rock Island's new domestic sewer system has enhanced the potential for new industrial development. No additional land is anticipated for industrial development, as the City's current focus is on recreation, tourism, commerce, and residential development. However, the remaining half of the large swath of land south and east of the railroad has had additional use permitted to it as a result of adoption of the 2019 Waterfront Sub-Area Plan. Appropriate industrial use will continue to be encouraged in the area designated for industrial land use as a desirable component of an economically diverse community.

Public facilities & recreational uses

Two land use designations are committed to public facilities as well as recreational use. "Public Facilities" provides for government uses. It includes facilities like City Hall, the City's parks, the Fire Station, and the power sub-stations. It also includes all land owned by governmental jurisdictions including the many parcels owned by the City that are vacant as well as the many parcels owned by Chelan Public Utility District alongside water (e.g. lakes as well as the Columbia River). The second,

“Recreation Mixed Use” provides for limited recreational uses alongside denser residential uses but is intended to support the city’s recreation and tourism foci.

While this Comprehensive Plan does not provide new public land for recreational use, it should be noted that the City is currently in discussions with the Chelan Public Utility District regarding acquisition of some of their open space parcels within the City’s UGA. These parcels primarily border the Columbia River as well as the lakes therein. Additionally, the Comprehensive Plan relies on development of new facilities on existing public land, development of trails on privately owned land designated “Recreation Mixed Use,” the development of new facilities on existing private land that is provided to the City under agreement, and the use of streets to provide connectivity.

Capitalizing on its natural features to provide formal and informal recreation opportunities for residents and visitors is a key component of Rock Island’s vision for the future. In addition to developing parks, trails, water recreation facilities, and sports fields, the City envisions using the street network to develop connectivity among recreation areas and between recreation and other uses. This includes those of adjacent communities and facilities, a direct result of the City’s adopted 2023 Loop Trail Integration Plan, which is incorporated by reference.

Given the expectation for Rock Island’s population to grow rapidly, it will be important for the City to retain certain opportunities while accommodating new residential and commercial uses. These include, but are not limited to, those for recreational development, protection of resource areas that provide for passive recreational use (e.g. bird and wildlife watching), protection of view corridors, and protection of archeological sites of importance to Federally recognized Tribes (the last two of which are notably referenced in the Planned Action Project Ordinance for the 2019 Waterfront Sub-Area Plan).



Uses in the Waterfront Sub-Area

Development in the Waterfront Sub-Area is managed by way of a permit review process benefitting from the adoption of a Planned Action Environmental Impact Statement (EIS). This process streamlines project reviews as a result of prior environmental impact analysis and establishment of mitigation measures and development thresholds for the Sub-Area. Proposed projects meeting standards established for the Planned Action are evaluated and addressed in advance, allowing subsequent qualifying development proposals to undergo coordinated and simplified permit review without repeating the prior environmental analysis. In this particular instance, environmental analysis was just one of several topics addressed by the City when it developed and adopted its 2019 Waterfront Sub-Area Plan and accompanying ordinance regarding development permitting under the adopted Planned Action EIS process.

There were four topics that required considerable consideration with respect to the Waterfront Sub-Area. First was the existence of three archeological sites. Second was the existence of a Federally- and State-recognized historic place, the railroad bridge, as well as the future potential of two more - the silicon plant and a railroad warehouse. Third was the cost of providing public infrastructure (concurrency) when developing the area, inclusive of energy needs. Fourth was environmental remediation of the area due to the prior operation of the silicon plant. The silicon plant is listed by the WA Department of Ecology as an environmental cleanup site under its Toxic Cleanup Program, as regulated under the Model Toxics Control Act (MTCA). A requirement of the Planned Action EIS for the Sub-Area is that contamination of soil and groundwater must be remediated according to the requirements of the MTCA. All are addressed in the City's ordinance regarding the Waterfront Sub-Area Planned Action EIS and factors in the required mitigation measures.

The issue of environmental remediation warrants particular attention for a single reason: it is the focus of all development proposed within the Waterfront Sub-Area of the Planned Action. Per the City's adopting ordinance:

"No time horizon has been identified for termination of the planned action designation. The provisions of the planned action shall apply until or unless the City of Rock Island amends or repeals the provisions; or if environmental conditions significantly change from those analyzed in the Final EIS. The SEPA Responsible Official may determine that the planned action designation is no longer applicable unless additional, supplementary environmental review is conducted, regardless of the date."

No such amendment has been adopted by the City Council nor has the City's SEPA Official made such a determination regarding the planned action designation no longer being applicable. However, there may have been changes in the environment conditions from those analyzed in the Final EIS. For the past three years, the silicon

plant has consistently been in quarterly non-compliance with the Clean Water Act, [as reported by the Environmental Protection Agency](#). This may or may not have been the case during the review and issuance of the Final EIS - further review is warranted.

Additionally, the past eight years have brought with it additional changes:

- *Housing.* As a result of HB 1220 (2021), new requirements have been placed on the City to show its ability to provide housing by AMI bands in the next 20-year planning period. The City has now created a new “Inclusionary Overlay” on portions of the “Commercial Mixed Use” portion of the Sub-Area in order to help meet this requirement. Additionally, the City has now established development standards for the “Commercial Mixed Use” zone, standards that were not covered in the 2019 Waterfront Sub-Area Plan.
- *Permitting.* As a result of HB 5290 (2023), new timing and process requirements have been placed on the City as they relate to project permit applications.
- *Economic Development.* The redevelopment of the “Commercial Industrial” portion of the Waterfront Sub-Area, denoted as the “Innovation District” and the “Industrial Park,” reference enabling the siting of emerging information technology opportunities in the area (e.g. server farms, data centers, etc.). Due to excessive infrastructure demands, the City Council no longer supports such land use.
- *Utilities.* Douglas Public Utility District currently has a moratorium on large private infrastructure projects like server farms and data centers. This is likely due to constraints on capacity which is further exacerbated by the cost and time needed to procure it. As a result, applicants for such projects may be unable to show that their project will be served with adequate power - an inability to meet concurrency requirements and, as a result, an inability to be permitted by the City.
- *Lot Line Adjustments.* The Waterfront Sub-Area Plan indirectly indicated that there would be a series of lot line adjustments (property lines) to parcels. Some parcels would be combined, others would be split, while a few would have their lot lines moved. Since the Sub-Area Plan’s adoption, however, these

adjustments have not yet come to fruition. As a result, the Official Zoning Map and Future Land Use Map, as updated in this 2026 Comprehensive Plan, does not currently align with the map from the 2019 Waterfront Sub-Area Plan.

As a result of these changes, the City may consider amending slightly its development permit process under the Planned Action EIS to account for these changes while continuing to enable a more efficient permitting process for residential, commercial, and industrial development permits in the Sub-Area.



FUTURE LAND USE

Land use under the 2026-46 UGA Expansion Request

As referenced above, to meet the City's obligation regarding AMI band housing allocation targets, a number of changes were made to the City's Official Zoning Map and, following the passage of the 2026 Comprehensive Plan, will need to be made to the City's development regulations. In addition to this, the City's UGA needed to be expanded to cover the deficit in 120%+ AMI housing, a direct result of converting parcels previously zoned for "Residential Low Density" as "Residential Medium Density."

A total of 34 parcels were jointly identified by the City and Douglas County for the purpose of resolving the 120%+ band deficit. Additionally, three parcels were jointly identified for the purpose of meeting the GMA's requirement for open space. Lastly, 11 sections of roadway (half-segments and full segments) were jointly identified for the purpose of meeting the GMA's requirement regarding contiguous growth. Using an agreed-upon market/infrastructure factor (a discount applied to parcels for the market and sale of properties as well as the need to install infrastructure) of 35%, a final request was provided to and accepted by the Douglas County Board of County Commissioners. This action is to be referenced in the County's 2026 Comprehensive Plan, pending an amendment to the County's Plan in 2027.

The land acquired for residential purposes will be zoned for "Residential Low Density" to meet the requirements of the GMA. Similarly, the land acquired for open space purposes will be zoned for "Public Facilities." Given the statutory requirement to meet the housing needs of all AMI bands of the population, ongoing monitoring and assessment of project permit applications that impact zoning must be undertaken.

Future Land Use Map

The Future Land Use Map in **Figure 3** below illustrates the community's intended future land use pattern for the next 20 years. It is a result of the analysis of the growth and development above, mirrors the City's UGA Expansion Request with Douglas County, and reflects the Goals and Policies listed at the end of this Element. Additionally, albeit unofficially, the Map identifies the *new* area within which the City plans on expanding into if/when the need to further enlarge the UGA becomes necessary. The URA is not a zoning designation officially recognized by Douglas County - it is merely a guiding tool used by the City as it plans its future additional growth. That area, which previously encompassed the southern portion of Batterman Drive up until meeting the limits of Pangborn Memorial Airport, now encompasses the confines of the "teacup" of the City.

Specifically, that area beneath the high slopes surrounding the majority of the City out to the end of Rock Island Drive as it meets SR-28 to the west. These high slopes are critical areas. Under the GMA, UGA expansion requests must contain less than 15% critical areas. As a result, it is not practical to designate these areas in the URA. This is further supported by the GMA's requirement that UGAs expand in a contiguous fashion. This newly designated area is referred to as the Urban Reserve Area (URA) and is now depicted on the Proposed Future Urban Reserve Area in **Figure 4**.

Figure 3. Rock Island Future Land Use Map

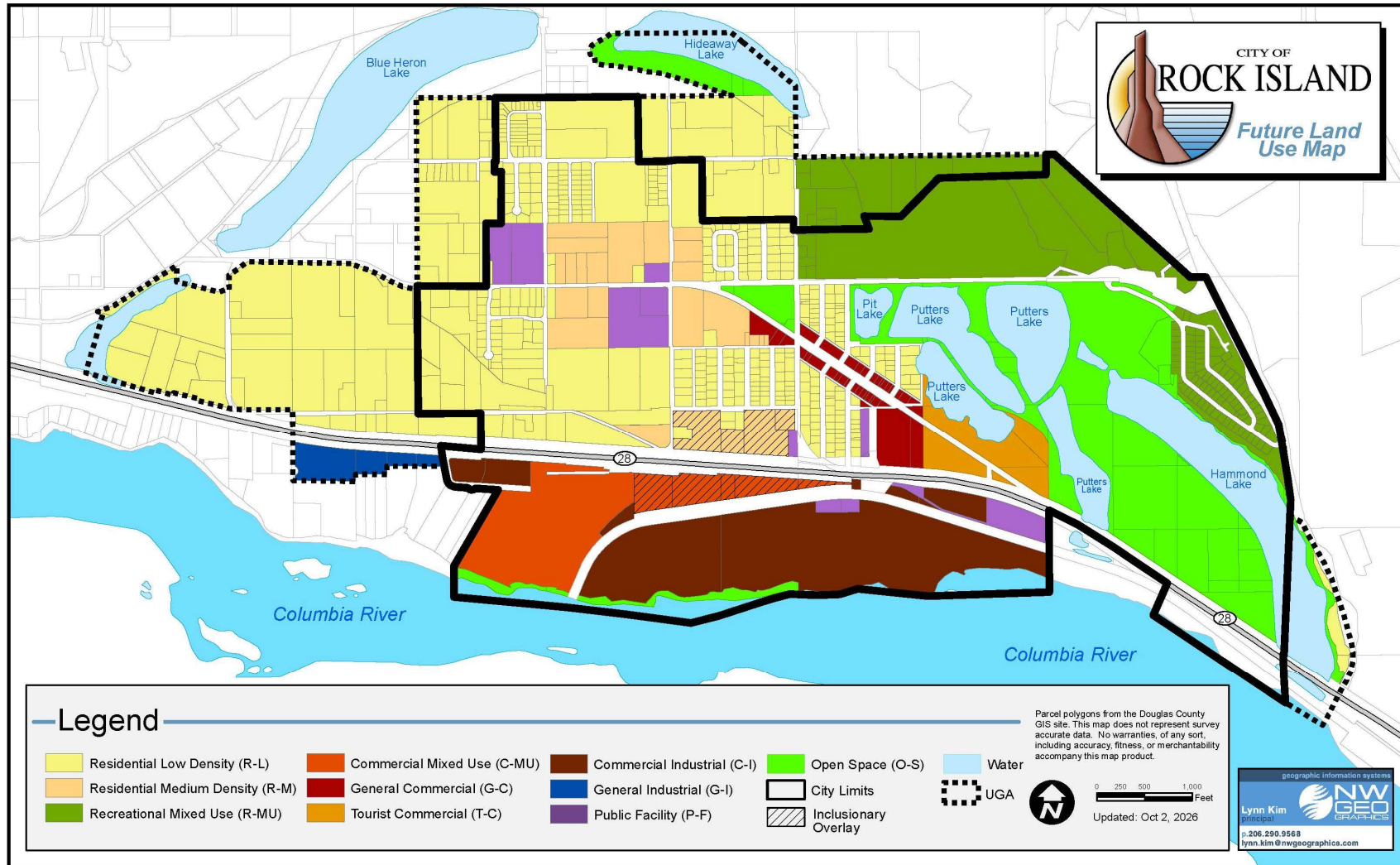


Figure 4. Proposed Future Urban Reserve Area

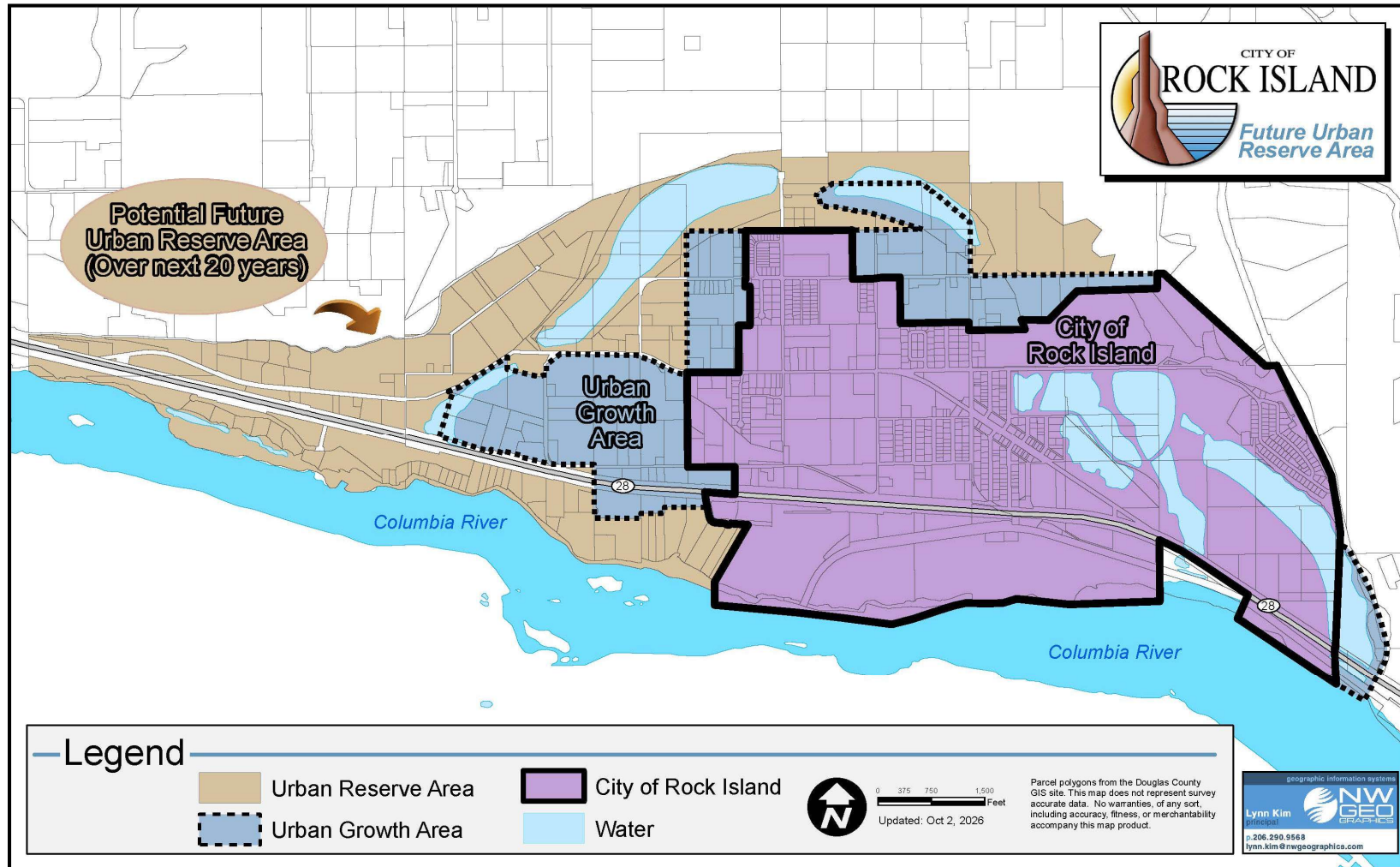


Table 4 identifies total acreage of parcels within the current City limits and UGA (as expanded) by zoning designation:

Table 4. Acreage By Zoning Designation

Zoning Designation	Inside City Limits	Outside City Limits	Total (UGA)
Residential Low Density	TBD	TBD	#VALUE!
Residential Medium Density	TBD	TBD	#VALUE!
Recreation Mixed Used	TBD	TBD	#VALUE!
Commercial Mixed Use	TBD	TBD	#VALUE!
General Commercial	TBD	TBD	#VALUE!
Tourism Commercial	TBD	TBD	#VALUE!
Commercial Industrial	TBD	TBD	#VALUE!
General Industrial	TBD	TBD	#VALUE!
Open Space Recreation	TBD	TBD	#VALUE!
Public Facilities	TBD	TBD	#VALUE!

The “Open Space Recreation” zoning designation is a potential addition to the City’s development regulations in the next 20-year planning period. Currently, the acreage that it encompasses is zoned “Public Facilities.”

TRIBAL, HISTORIC, & ENVIRONMENTAL JUSTICE CONSIDERATIONS

Federally recognized Tribes

Public outreach is a general requirement when performing long-range planning as well as reviewing and implementing certain project permit applications. However, public outreach (consultation) to interested Tribal Nations, sovereign governments, is a very specific form of outreach, a form which was further supported under House Bill 1717 (2022). In certain circumstances consultation with Tribes is required, whereas in others it is recommended - this is regardless of whether such Tribes are interested. Additionally, even if a Tribe is not indicated by the State as being interested in the area does not mean that said Tribe cannot be involved - *the interests of Tribes are not limited to geographic boundaries*. Regardless of which Tribal Nations wish to be involved in a long-range planning process or project permit application, they must be

involved if they request it since decisions about planning and development can affect their ancestral lands, cultural resources, treaty rights, and the cultural heritage they have a continuing responsibility to protect for future generations. As it relates to long-range planning and certain project permit applications, such involvement can also prove to be a boon to local jurisdictions. Consultations with interested Tribal Nations can lead to better awareness of environmental, archeological, and/or cultural factors which can have significant financial and operational impacts.

Per the WA Department of Archeological and Historic Preservation (DAHP), a total of four Federally recognized Tribal Nations who may have archeological, cultural, and/or other interests in processes or projects are located within or adjacent to Rock Island:

- Confederated Tribes & Bands of the Yakama Nation;
- Confederated Tribes of the Colville Reservation;
- Spokane Tribe of Indians; and
- Wanapum Band of Native Americans.

As of 2019, the City was generally aware of approximately 31 archeological sites within a one-mile radius of SR-28 that may be located within the City's limits. Three have previously been confirmed during the 2019 Waterfront Sub-Area Plan's Cultural Resource Assessment: 1) 45D0401; 2) 45D01007; and 3) 45D01031. As it relates to archeological and cultural factors, mitigation measures for a Planned Action Project in the Waterfront Sub-Area require a Cultural Resources Inadvertent Discovery Plan. In addition, there are notification, observation, and consultation requirements that involve DAHP, the Confederated Tribes & Bands of the Yakama Nation, and the Confederated Tribes of the Colville Reservation. The presence of three known archaeological sites within the City, together with 28 additional sites within a one-mile radius, indicates that there is potential for additional, currently undocumented archaeological resources within the City's UGA. As a result of this potential, City staff awareness of proper Tribal consultation processes, known locations of archeological sites via available resources (e.g. Cultural Assessment Reports, the State database -

WISAARD, etc.), and requirements for developers (e.g. Inadvertent Discovery Plans, Tribal Monitoring, etc.) is crucial.



Historic sites

Historic sites refer to those sites listed on the National Register of Historic Places (NRHP) and/or the Washington Heritage Register (WHR). While there are a number of unevaluated sites, there is only a single site that is listed. The Rock Island Railroad Bridge, built in 1893, is on both the NRHP and WHR. Additionally, the Great Northern Railway Warehouse, built in 1892, and the Rock Island Silicon Plant, built in 1942, are both recommended but, as of 2019, were not eligible. All three facilities are located in or adjacent to the Waterfront Sub-Area. Due to the potential impact of the additional two sites being added to the NRHP and/or the WHR, periodic review of these parcels is to be undertaken.

Environmental justice

Environmental justice, as defined by United State Environmental Protection Agency, is the fair treatment and meaningful involvement of all people, regardless of race, color, culture, national origin, income, and educational levels with respect to the development, implementation, and enforcement of protective environmental laws, regulations, and policies. It is an important issue that the GMA requires jurisdictions to consider during this Periodic Update process. Washington has passed multiple bills

since the previous update of the Comprehensive Plan, including some addressing environmental justice around the State.

The City must address environmental justice in this Comprehensive Plan and in all aspects of its planning and regulatory processes. Protecting all people from environmental hazards and enforcing environmental laws is only a part of environmental justice. Meaningful involvement of all people is something the City will continue to strive for in the future. This Comprehensive Plan update involved community engagement and getting input on a collective city vision from residents. The City attended community events, attempted to make the community survey as accessible as possible, reached out to community leaders, and held community open houses in order to garner as much input from the public as possible. It is important that every voice is heard and taken seriously in Rock Island and that everyone is given the same level of environmental protection and involvement.



GOALS, POLICIES, & IMPLEMENTATION STRATEGIES

The following goals and policies will provide the City a guideline for implementing its Land Use Element. These goals and policies should be used to provide consistent and logical decision-making during the 20-year planning period.

Land Use Goal 1: Establish a pattern of development that is in alignment with the needs and desires of the community.

Land Use Policy 1.1: Review all proposed developments to ensure compatibility with the land use intensities and densities established in the Comprehensive Plan.

Land Use Policy 1.2: Provide for adequate and timely installation of utilities and services necessary to support development.

Land Use Policy 1.3: Review all proposed Planned Actions to ensure compatibility with the established Waterfront Sub-Area Plan.

Land Use Implementation Strategy 1.3.1: Reassess the Planned Action Ordinance with respect to non-environmental changes as well as potential environmental changes.

Land Use Policy 1.4: Review all project permit and non-project permit applications to ensure necessary outreach, consultation, and consideration of Tribal Nations, their culture, and their desires as community members of the City are being performed.

Land Use Implementation Strategy 1.4.1: Provide ongoing training to relevant City staff regarding Tribal outreach, consultation, and involvement.

Land Use Goal 2: Provide adequate land to accommodate the City's expected population in an orderly fashion.

Land Use Policy 2.1: Coordinate other jurisdictions and providers when engaging in long-term planning efforts.

Land Use Policy 2.2: Perform periodic review of the City's UGA and any amendments to the City's UGA in accordance with the Douglas County Regional Policy Plan.

Land Use Policy 2.3: Perform planning and development actions in Rock Island consistent with the Douglas County Regional Policy Plan.

Land Use Policy 2.4: Collaborate with Douglas County and service providers on review of proposed land development in the unincorporated portions of the City's UGA occurs in order to better align with future annexation efforts.

Land Use Goal 3: Encourage the development and siting of a sufficient number as well as variety of safe and attractive homes in neighborhoods that have adequate public utilities and levels of services for people of all incomes and all backgrounds.

Land Use Policy 3.1: Promote residential development reflecting a variety of densities that provide housing for all incomes at projected levels of need.

Land Use Implementation Strategy 3.1.1: Provide notification to residential development stakeholders in the City of the changes regarding residential zoning (e.g. density increases, up-zones, Inclusionary Overlay, etc.).

Land Use Policy 3.2: Ensure that future residential development follows regulatory criteria that promotes high-quality neighborhoods and includes street frontage improvements (curb, gutter, and sidewalks), adherence to City landscaping requirements, sufficient off-street parking, and alignment with concurrency requirements.

Land Use Policy 3.3: Require mitigation of environmental impacts caused by other land uses on residential development, with particular attention towards maintaining

equity and environmental justice on overburdened and/or under-represented communities as well as vulnerable populations.

Land Use Policy 3.4: Prioritize the review of all land use applications for alignment with the City's intent to provide housing for individuals at all income levels over the next 20-year period.

Land Use Policy 3.5: Leverage the benefits of the Waterfront Sub-Area Plan to spur concentrated growth (residential, commercial, and industrial) that therein while also planning for the eventual annexation of parcels to the west for residential purposes (120%+ AMI) because of the 2026-46 UGA Expansion.

Land Use Goal 4: Create opportunities for safe, attractive, and accessible commercial districts that will provide for diverse economic development and contribute to a sound economic base for Rock Island while maintaining a quality environment and ensuring that adequate public facilities are provided.

Land Use Policy 4.1: Encourage commercial uses that will provide long-term benefits to the people of Rock Island.

Land Use Policy 4.2: Promote the development of commercial activities oriented towards the recreation and open space opportunities of the lake system and the Columbia River as well as the Apple Capital Recreation Loop Trail system.

Land Use Policy 4.3: Promote the City as a burgeoning center for new businesses and recreational opportunities.

Land Use Implementation Strategy 4.3.1: Provide proactive notification to landowners in the Waterfront Sub-Area of the changes in development standards to align them with the intent of the Sub-Area Plan.

Land Use Implementation Strategy 4.3.2: Re-engage with jurisdictions (e.g. the Port, the County, etc.) regarding new opportunities in the Waterfront Sub-Area.

Land Use Policy 4.4: Promote improvement of the area economy through diversification of commercial opportunities in the Waterfront Sub-Area via mixed use development.

Land Use Policy 4.5: Provide for continued use, development, and revitalization within commercial areas located in the City's downtown core.

Land Use Policy 4.6: Ensure that commercial areas are pedestrian friendly, with sidewalks and amenities appropriate to the location of the site and the nature of uses in the area including benches, kiosks, bike racks, landscaping, street trees, and drought-resistant, minimal-maintenance landscaping along SR-28.

Land Use Policy 4.7: Support commercial areas by providing adequate streets, parking, utilities, and access to the full range of multi-modal transportation options (e.g. sidewalks, bikes, public transit, ride-share stalls, etc.) in order to support a healthier and more active lifestyle while decreasing impacts on the environment (e.g. greenhouse gases, vehicle miles traveled, etc.).

Land Use Goal 5: Establish an industrial center that contributes to economic diversification, growth, and stability of the community as well as region without degrading the environment or other districts.

Land Use Policy 5.1: Actively support economic development measures that serve to revitalize and promote the growth of existing industrial locations with small, light industrial uses.

Land Use Policy 5.2: Industrial use districts should be located that provide easy access to transportation (road, rail, or water) access.

Land Use Policy 5.3: Encourage variety and innovative design in industrial site development and an attractive, high-quality environment for industrial activities in the Waterfront Sub-Area through adherence to the City's landscaping requirements, adequate parking, and building designs that take advantage of the Columbia River.

Land Use Policy 5.4: Encourage clean industrial development that is compatible with the quality of the City and natural environment (air, water, noise, visual impacts).

Land Use Policy 5.5: Recognize mining of precious minerals, sand, and gravel extraction and processing as temporary uses.

Land Use Implementation Strategy 5.5.1: Develop standards to ensure that: (1) mining is only allowed where necessary to prepare the area for future growth and development consistent with the community's future; (2) mining is only allowed where impacts on affected uses can be mitigated; (3) impacts, including aesthetic impacts, to surrounding land uses are adequately evaluated and mitigated; and (4) reclamation that will leave the site in a condition suitable for use as shown on the Official Zoning Map is required.

Land Use Policy 5.6: Consider providing support facilities, infrastructure and other public services to the City's industrial district in order to promote desirable industrial development.

Land Use Goal 6: Ensure adequate land for public purposes, inclusive of recreational opportunities.

Land Use Policy 6.1: Evaluate the need for public land, unique resources that the City may want to preserve for future public use, and conditions that limit development, such as the PUD easements, and designate adequate areas for public use while also surplus land that does not align with the City's plans.

Land Use Implementation Strategy 6.1.1: Perform an audit of all City-owned parcels in conjunction with a needs assessment on all City-owned public facilities and services.



HOUSING ELEMENT

INTRODUCTION

The purpose of the Housing Element is to ensure the vitality and aesthetic of the existing residential housing stock, determine the future housing needs for the City of Rock Island, ensure housing is readily available to all people in the city, and set policies to help the City implement programs to satisfy those needs. This Housing Element has been developed in accordance with the GMA to address the current and future housing needs of the City of Rock Island.

RCW 36.70A.070 requires that the Comprehensive Plan contain, “[a] housing element ensuring the vitality and character of established residential neighborhoods that:”

Includes an inventory and analysis of existing and projected housing needs.

Establishes anti-displacement policies, inclusionary zoning, and consideration of land that may be used for affordable housing.

Makes provisions for existing and projected needs of all economic segments of the community.

Identifies sufficient capacity of land for housing.

Identifies policies and regulations that result in racially disparate impacts, displacement, and exclusion in housing.

This Element contains the goals, policies, and implementation strategies necessary to support City actions that influence the preservation and development of housing. The goals, policies, and implementation strategies are framed to address the range of choices and the amount of supply necessary to accommodate the estimated future

demand. This Element is closely linked to the Land Use Element, which prescribes related goals and policies for residential densities, community design, and amenities that support a quality community.

Information supporting the Housing Element, including information about housing units and households, and affordability is contained in the Housing Needs Assessment in the Appendix, noting that the Housing Needs Assessment was completed using the County's 2025 Land Capacity Analysis (performed prior to the City's UGA Expansion and associated re-zone).



DOUGLAS COUNTY REGIONAL POLICY PLAN

Regional coordination between counties and cities is emphasized in the GMA. In counties that are fully planning under the GMA (including Douglas County), the cities and county are required to adopt county-wide planning policies to establish a county-wide framework from which county and city comprehensive plans are developed and adopted, and which will ensure that city and county comprehensive plans are consistent. This Housing Element ensures consistency with Douglas County's recently updated Regional Policy Plan, particularly in relation to affordable housing.

Douglas County is developing its first Housing Element as part of this periodic update. Due to the concurrent timing of the County's development of their element and Rock Island's work on the periodic update, it will not be possible for the City to exactly align with Douglas County's new Housing Element. However, during future periodic updates, the City will ensure that its Housing Element is in line with the County's.

UPDATES OF SIGNIFICANCE

Legislative changes

Several recent Washington Legislative bills impact the Comprehensive Plan and how communities plan for and permit housing. This Comprehensive Plan update recognizes and incorporates recently passed legislation, most notably including House Bill 1220 (HB1220). This bill saw many important housing-related laws changed and implemented statewide. Eliminating barriers for affordable housing, eliminating racially disparate impacts, and allowing a wider range of housing types were some of the focuses of HB1220. This Housing Element has implemented required changes throughout.

House Bill 1220

Recently passed House Bill 1220 requires comprehensive plans to create the capacity for housing units affordable at every income level throughout the city. This significantly strengthened the goal of encouraging affordable housing. Cities must permit a variety of housing types that support the lowest income groups. This also includes provisions for emergency shelters, emergency housing, transitional housing, and permanent supportive housing in zones that allow hotels (emergency housing) or single-family housing (transitional and permanent supportive housing). Finally, comprehensive plans must address racially disparate impacts, displacement, and exclusion in housing opportunities.

Waterfront Sub-Area Plan

In 2019, the City of Rock Island passed the Rock Island Waterfront Sub-Area Plan. This Plan was created in collaboration with Port of Douglas County and has the purpose of providing guidance for future development of the Rock Island Waterfront that borders the Columbia River on the south side of the City. The area is currently mostly zoned Commercial-Industrial, with some areas being Public Facilities.

The Sub-Area Plan provides a vision for future development of the area and establishes its own goals, a conceptual land-use plan, and supporting policies. It proposes major development of the area into a mixed-use residential, commercial, and light industrial space. There are proposed to be open space along the river, a trail

through the sub-area, and changes to SR- 28 to account for the increased traffic in the area. Also included in the Sub-Area Plan are an Existing Conditions Report, an adopted Planned Action Ordinance, Final Environmental Impact Statement, and several technical studies. The entirety of the Sub-Area Plan, including goals, policies, and actions items, are incorporated into this Comprehensive Plan update by reference.

2026-46 UGA Expansion

Over the course of this Periodic Update, the City of Rock Island has been working with Douglas County on expanding the City's UGA. After multiple rounds of revision and discussion, it was finally decided that the City would expand its UGA in the western part of the existing UGA for residential and the northern part for open space. This encompasses an increase of 107.8 buildable acres within the City's UGA.

The basis for the Expansion was that Rock Island lacked the land capacity to accommodate the projected level of growth and would need more land area in the future, as evinced by Douglas County's 2025 Land Capacity Analysis (LCA), which is incorporated by reference. The Expansion greatly increased housing capacity within the City and allow for future development that can serve the 120%+ Area Median Income (AMI) housing band.

As part of the Expansion, the City also chose to modify its development regulations as well as Official Zoning Map to the tune of the following:

- Creation of a new "Residential Medium Density" designation at 12.5 housing units per acre and accompanying up-zone of a number of "Residential Low Density" parcels that thereto (50-120% AMI band);
- Increase/clarification of the housing density in the "Recreation Mixed Use" designation from 10.0 to 12.5 housing units per acre (50-120% AMI band);
- Incorporation of the Waterfront Sub-Area Plan by creating a new "Commercial Mixed Use" designation at 15.0 housing units per acre (30-50% AMI band); and

- Creation of a new “Inclusionary Overlay Zone” designation at 15.0 housing units per acre and accompanying up-zone of a number of “Residential Low Density” parcels that thereto (0-30% AMI band).

The impact of these changes in addition to the expansion of the UGA in order to meet the 120%+ AMI band resulted in changes to the City’s demand/supply figures, as addressed in the next section of this Element as well as in the Land Use Element.

INVENTORY & ANALYSIS

Housing affordability

Across the State, housing affordability is becoming an increasingly serious problem. Under the GMA, local governments are asked to analyze the impacts of policies and regulations of the Comprehensive Plan on the development of various types of housing, at various densities, and across a range of income levels (AMI bands). This analysis evaluates the current and projected housing needs of Rock Island’s residents by AMI bands. The outcome of this process will be policies that provide opportunities for the development of the types and amounts of housing expected to be needed over the next 20 years.

Individuals and families at the lower end of the economic spectrum must spend more of their income on their housing. Between the twin problems of fewer available rental units and cost prohibitive rent levels, it is difficult for those with low incomes or fixed incomes to find rental housing in Rock Island. Nowhere is this more prevalent than in the lowest income range, the 0-30% AMI band. As previously highlighted, the City has developed a new “Inclusionary Overlay Zone” designation to meet its 0-30% AMI band supply - changes to the City’s development regulations meaningfully promote this housing tool will be undertaken. In addition, two more new zoning designations, “Residential Medium Density” and “Commercial Mixed Use” were created with respect to the 30-50% and 50-120% AMI bands, respectively - similar changes to development regulations for these new zones will also be undertaken. Lastly, the City will work with other local agencies, organizations, and the public to develop, implement,

assess, and refine housing solutions for current and future residents in all income bands. This includes those populations that are overburdened and/or under-represented communities as well as vulnerable populations.

Existing housing inventory

As of 2023, there were approximately 414 housing units in the Rock Island UGA (including incorporated and unincorporated areas), based on data gathered by the American Community Survey. According to the Douglas County 2025 LCA , Rock Island has the capacity to provide 296 housing units over the next 20 years.

Projected housing needs analysis

As stated in the Land Use Element and Housing Needs Assessment, Rock Island is planning for a projected population of approximately 3,975 in 2046. Analysis detailed in the Housing Needs Assessment indicates the City will need approximately 1,160 new dwelling units in order to accommodate the projected levels of growth. As a result of the UGA Expansion and associated re-zone within City limits, the City's supply of housing over the next 20-year period has been increased to sufficient levels, as described in **Table 5**. The 0-30% AMI band represents non-Permanent Supportive Housing (PSH), a topic covered later in this Element. The City was not assigned any PSH housing units over the next 20-year period, but it was assigned seven (7) Emergency Housing units, a figure which is encompassed back in Table 3.

Table 5. Housing Demand/Supply by AMI Band

AMI	LCA Demand	LCA Supply	Revised Supply	DELTA
0-30%	193	102	227	34
30-50%	186		353	167
50-80%	226		477	58
80-100%	111			
100-120%	67			
120%+	377	194	461	84
TOTAL	1,160	296	1,517	
DELTA	-864		357	1,221

RACIALLY DISPARATE IMPACTS

Throughout Washington State, there has been a push to undo racially disparate impacts within the housing sector. A major component of House Bill 1220, passed by Washington State Legislature in 2021, includes the requirement of cities to conduct a Racially Disparate Impacts (RDIs) assessment of existing and past goals, policies, and regulations relating to housing.

Understanding and identifying RDIs is the first step towards undoing them. Racially Disparate Impacts occur when policies, rules, and practices negatively impact certain racial or ethnic groups in a community. These can often be challenging to identify and require analysis of past and present policies. Analyzing data, goals, policies, and regulations are an important first step for conducting an RDIs assessment. Important measures of RDIs include racial demographics of a community, cost burden by race, homeownership by income levels and race, and owner and rental rates by race. The purpose of this analysis is to determine if there are any inequities within the housing sector in Rock Island.

The City of Rock Island is dedicated to a community that plans for and provides equitable housing. As a community that is built by its people, Rock Island will work in tandem with citizens to balance investments and implement actions that meet the housing needs of all. It is the City's objective to eliminate, reduce and/or mitigate any policies or legacies that harm Black, Indigenous, and People of Color (BIPOC) communities, and to create a space in which people of all backgrounds can thrive.

History of the Land

Throughout U.S. history, a various laws and practices have influenced and impacted where specific groups of people, often people of color, can live, what opportunities they have access to, and their ability to build generational wealth through stable housing. White residents have historically benefitted from systematic racism in housing in this county, at the social and economic expense of black, indigenous, and other people of color.

Examples of systematic racism in the housing sector include redlining, which used racial and ethnic criteria to determine which neighborhoods and areas were eligible for government loans, the building of highways through racially diverse and low-income neighborhoods, and racially restrictive covenants, which explicitly restricted certain racial and ethnic groups from owning houses in certain neighborhoods. While made illegal by the U.S. government, these practices continue to impact communities of color today, restricting their ability to build generational wealth through homeownership and influencing where certain groups tend to be located in urban areas.

The area that is Rock Island is the ancestral homelands of member tribes of the Confederated Tribes of the Colville Reservation, including the Moses-Columbia (Sinqayuse) and the Wenatchi tribes, members of the Confederated Tribes and Bands of the Yakama Nation, the Spokane Tribe of Indians, and the Wanapum Band of Native Americans. These tribes have called the Columbia River Valley home since time immemorial and continue to live in and play an important role throughout the area. Settlers first came to the Rock Island area in the late 19th century and has a trading post. Rock Island itself was officially incorporated in 1930.

There has historically been a large Hispanic/Latino population within Rock Island. This is likely due to the large number of jobs available in the agriculture industry in and around the City. It is important that the City takes this into consideration when making planning decisions.

Rock Island has historically relied on the Columbia River to support it. The river has provided the City with power, resources, transport, and commerce. The City also relies on the fertile soil in the area, where farms and agriculture are important (though none are agricultural lands of long-term commercial significance).

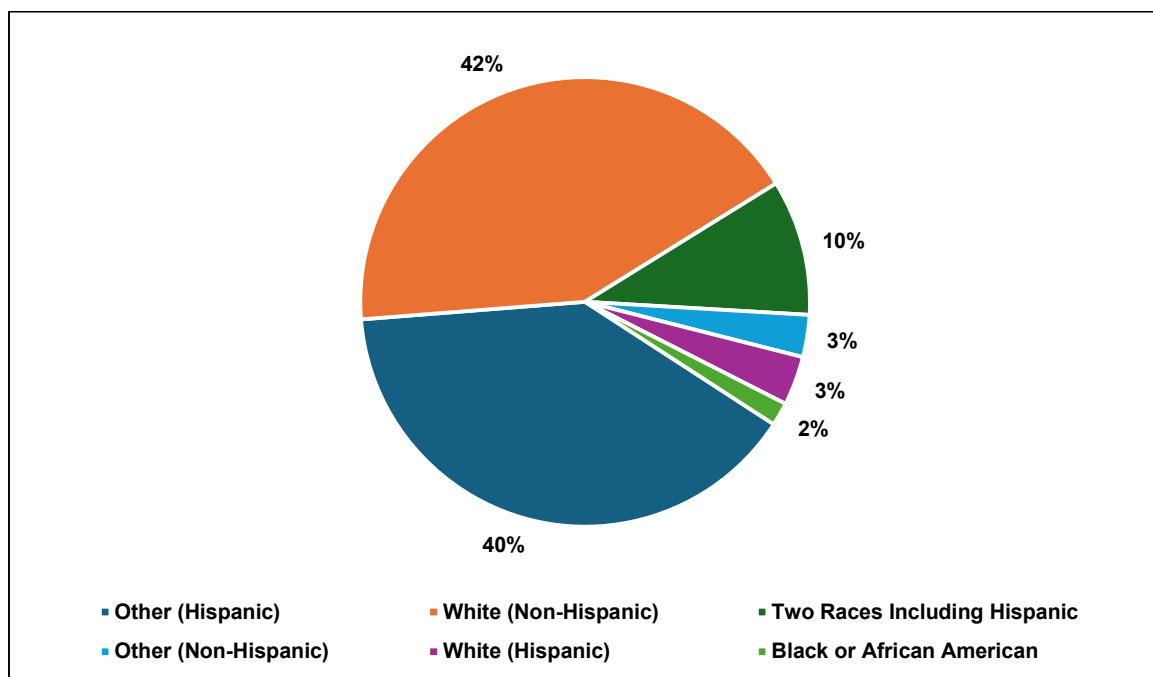
Rock Island's approach

A full audit of the City's municipal code, Comprehensive Plan goals and policies, and all other regulations were conducted to uncover any possible racially disparate impacts that may have occurred through Rock Island's regulatory practices. The results of this audit did not show any RDIs that were occurring through the City's policies or regulatory language.

Demographic results & data analysis

According to the 2024 American Community Survey, around 42% of Rock Island residents are white, 40% are Hispanic, 2% are Black or African American, 1% are American Indian and Native Alaskan, and the remaining 16% are two or more races (as shown in **Figure 5**). There is significant racial diversity within Rock Island, with a large amount of people being Hispanic.

Figure 5. City Demographics



Source: 2024 American Community Survey.

For a city of Rock Island's size, there is a high level of racial diversity in the community. This could be due to a number of factors, with the primary one being the general demographic of workers in the agricultural industry. There are numerous farms and orchards in and around Rock Island and the City represents a more affordable place to live than East Wenatchee. It is important that Rock Island takes the racial diversity of the city into account when making planning decisions.

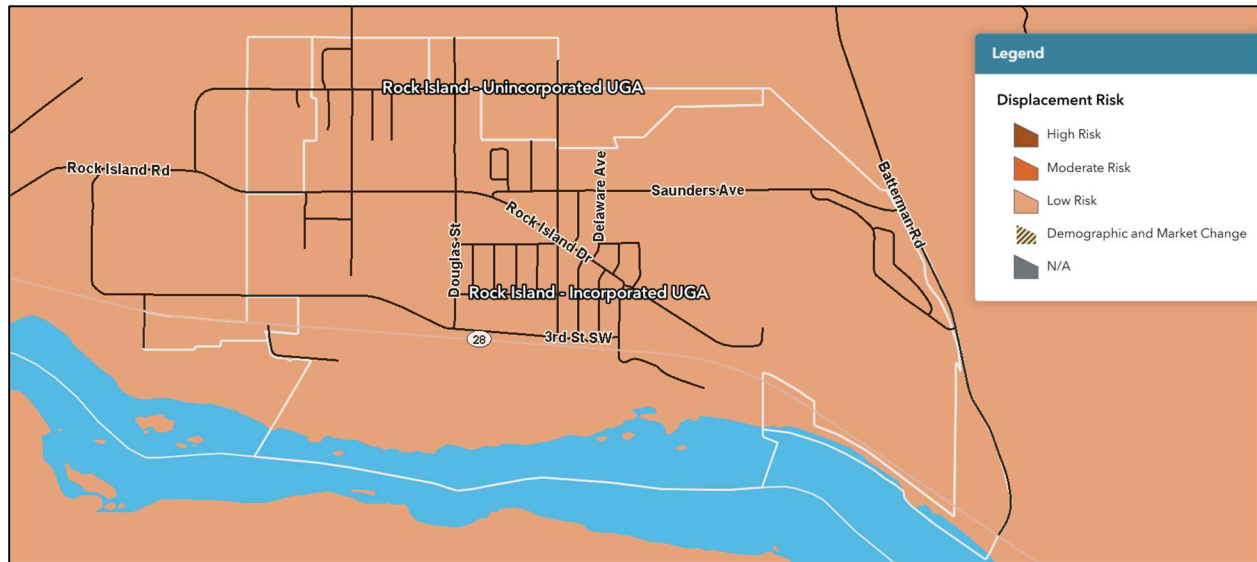
According to data provided by the US Housing & Urban Development in the 2015-2019 Comprehensive Housing Affordability Strategy surveyed households did not show any racial disparity in cost burden for housing, income, or household tenure. However, the data is incomplete because only a small portion of households in Rock Island were surveyed in addition to not considering seasonal (agricultural) housing in and around the City. It is important that the City be mindful of this fact and continue to monitor any RDIs that may occur.

Displacement risk

WA Department of Commerce created a mapping tool for viewing displacement risk around the State. Displacement risk is the pressures put on a household, usually members of a historically marginalized community, that threatens their ability to remain in their homes. Several different outside forces can cause displacement, such as an increase in property values, rising property taxes, natural hazards, and other market forces. Displacement can result in a household becoming disconnected from their community and support networks. It can also limit opportunities and access to services.

According to the tool, the Rock Island area has a low displacement risk. As seen in **Figure 6**, areas within East Wenatchee have moderate and high displacement risk. In the wider Douglas County, rural areas in the north, such as Bridgeport and Manfield, also have high displacement risk.

Figure 6. Displacement Assessment



Source: WA Department of Commerce

Racially restrictive covenants

Eastern Washington University recently created a mapping tool where the location of historic and current racially restrictive covenants can be viewed. Racially restrictive covenants are clauses that were put into property deeds to prevent people of certain racial or ethnic backgrounds from buying land. This practice has historically helped to create serious disparities in generational wealth, access to neighborhoods with desirable amenities and services, and create homogenous neighborhoods.

While there are some racially restrictive covenants that remain in Douglas County, there are none in the immediate Rock Island area. Racially restrictive covenants are illegal in the State of Washington, but many still exist and their legacies in the State continue to impact communities of color. Rock Island will take all preventative measures possible to ensure that the impacts of racially restrictive covenants do not impact people's ability to own or purchase land in the area if and when they are identified.

Results from the community survey

Community engagement through a comprehensive plan survey was determined to be the primary form of RDI-related engagement. Soliciting feedback on the survey from residents of Rock Island was a challenge, with a low survey response rate making drawing major conclusions from the survey difficult. The few responses received indicated that racial inequity and racially disparate impacts were not major concerns in the City. However, few of the survey respondents were from historically marginalized communities, making the responses inconclusive.

The City attempted multiple ways to make the survey accessible to as wide of a range of the population as possible. Consultants attended a community event to support survey distribution. Surveys were offered on online, on paper, at locations in the community known to be frequented by diverse populations and included in Spanish language to increase ease of access and were dropped off at local businesses to maximize exposure. Despite all this, the survey response was extremely low. This may or may not have been interrelated with the ongoing Federal policies regarding immigration control and enforcement, as, during the deployment of the survey, these issues were arguably at their height of impact to certain communities (an issue which persists). Rock Island will consider different ways of engaging with the community going forward to try to increase participation and reach.

Barriers for affordable housing

Throughout Washington, jurisdictions, including Rock Island, have faced challenges in developing affordable housing that people of all income levels can afford. There are multiple barriers to affordable housing in the City.

Based on an analysis of the Rock Island Municipal Code and research into challenges identified by affordable housing developers, a number of barriers were identified. These barriers are a lack of services in the City, spatial limitations, and restrictive zoning regulations. Each of these barriers will be discussed further and potential solutions will be presented.

The lack of services in the City is one of the most challenging barriers for Rock Island to address. Rock Island is near to more major urban centers but does not have many of the services most associated with affordable housing, such as employment and healthcare. Due to the City's relatively small size, it is unlikely that there will be an influx of services within the City until more non-residential development activity occurs to provide such services, such as expected in the Waterfront Sub-Area. Despite the lack of services located directly within Rock Island, East Wenatchee and Wenatchee are nearby with such needful services and industry. One way the City can address this challenge is to make agreements with these neighboring jurisdictions to help provide better access and transportation to these services. Towards this end, the City, in concert with the County and the Chelan-Douglas Transportation Council, have identified the need for additional investments in multi-modal options along the SR-28 corridor to connect Rock Island to East Wenatchee - either a shared-use path or bike lane (discussed further in the Transportation Element).



Rock Island does have spatial limitations when it comes to providing affordable housing. Many residential parcels within the City are already developed or have development plans already laid out. There is substantial land currently being used for agriculture and recreation and the City has a limited UGA to expand into. One way that the City has addressed this challenge is by working with Douglas County to expand the UGA. This will allow the City more future residential land to help accommodate a wider range of housing types.

Restrictive zoning regulations are a frequent problem when it comes to the development of affordable housing units in many jurisdictions. Rock Island is no different, with there not being a wide enough range of housing types allowed in residential zones. The City is attempting to address the issue by creating more residential and commercial mixed-use zones that will allow for a wider range of housing types. The City is also creating new zoning residential zoning designations (e.g. Residential Medium Density), updating its development regulations (e.g. allowing for Accessory Dwelling Units), and performing an audit on its existing affordable housing endeavors in and around City Hall (the City maintains an affordable housing program thereon).

Lastly, the City will be implementing the creation of an “Inclusionary Overlay Zone” in order to promote a significant increase in housing availability in the 0-30% AMI housing band, inclusive of housing options for seasonal workers. The intent is for these actions to trigger additional development of different housing types and support a wider range of affordability in the City. Possible tools to help support the implementation of inclusionary zoning that the City will consider are density bonuses, dimensional standard relief, tax incentives, expedited review, and reduced review fees. This new designation has purposely been placed along the SR-28 corridor in order to take advantage of nearby existing and future multi-modal transportation options in conjunction with such tools (e.g. decreased parking requirements).

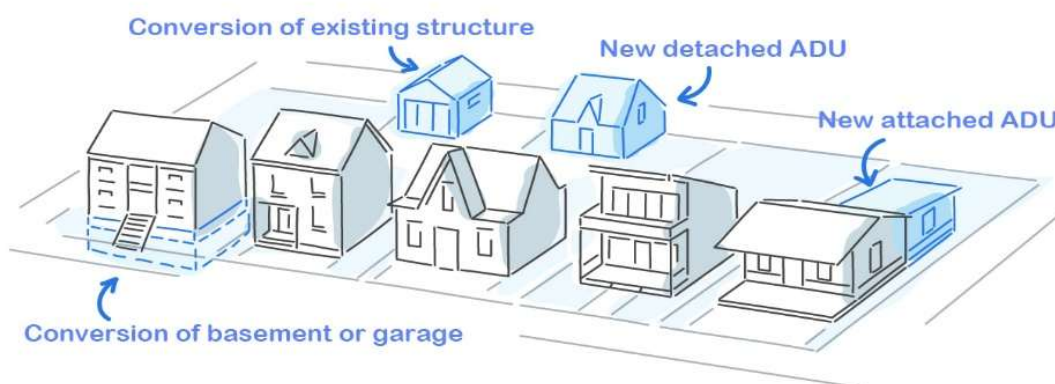
Rock Island will continue to monitor barriers to affordable housing and will take necessary actions to both encourage affordable housing and eliminate barriers for it. Collaborative efforts with State agencies, developers, and other jurisdictions will be a priority to ensure that barriers to affordable housing are addressed in the future.

SPECIALITY HOUSING NEEDS

Accessory dwelling units

Accessory Dwelling Units (ADUs) can be an effective tool to help increase density, affordability in housing, and diversify housing options in neighborhoods while keeping the same general aesthetic. While ADUs do increase the density of neighborhoods, it tends not to be at extreme levels. They add *slightly* more dwelling units to a neighborhood without increasing the overall density of the houses themselves and the general feel of the neighborhood. They are an effective way to increase affordable housing options for people in lower income brackets without making the neighborhood feel too crowded. They can also make previously inaccessible neighborhoods accessible to people of different racial and ethnic and economic backgrounds as shown on Figure 7.

Figure 7. ADU Placement Example



Source: Marin County Backyard Bungalows.

The recently enacted State Legislative bill, HB1337, required that cities such as Rock Island ease barriers for ADUs and make them easier for property owners to build. Examples of new ADU allowances include allowing a minimum of two ADUs per lot, reducing or eliminating any existing barriers for building ADUs in the municipal code, and expediting permitting for ADUs. The City of Rock Island does not currently permit ADUs but, as a result of HB1337, this will change. As the City does not permit ADUs, there exists no base data from which to project the impact of HB1337. Regardless, the City will track said impact moving forward so that projections can be developed in subsequent Comprehensive Plans and mid-term reports.

Co-living housing

Co-living is a way to provide affordable housing options at a scale more compatible with smaller jurisdictions such as Rock Island. A co-living housing unit provides multiple private living quarters and shared kitchens and other common areas, all within a single building. Such housing units allow residents to have private living quarters while saving money by having shared common areas. Washington State has encouraged co-living housing statewide, and it has been identified as a way for jurisdictions without sanitary sewer systems to provide affordable housing. The City of Rock Island will look further into the benefits and feasibility of implementing co-housing practices.

Tenant-homeowner match program

A concept similar to shared housing is the tenant-homeowner match program. The principal difference is that in the tenant-homeowner match program, the services to be rendered by the tenant to the elderly homeowner are more formalized than in shared housing and spelled out in a contract between parties. In shared housing the two parties are generally elderly individuals, while the tenant-homeowner match program usually involves either a young single person or a young couple and an elderly homeowner. The tenant, in return for paying the minimum rent, provides such services as home maintenance, errand running, and/or house cleaning free of charge.

House Bill 1859

Passed in 2026, House Bill 1859 decreases the number of affordable units required to qualify for a density bonus for an affordable housing development on a property that is owned by a religious organization. It also requires that cities and counties develop policies to implement a density bonus if it receives a request for such a bonus from a religious organization. The intent of this bill is to expand opportunities for affordable housing developments on properties owner by religious organizations. The City of Rock Island will implement the required policies and density bonuses laid out by House Bill 1859 and work with any religious organizations that wish to provide affordable housing units in the future.

Housing for individuals with disabilities

This is a broad category that includes housing for individuals living with disabilities. Group homes for those living with disabilities are more likely to occupy existing vacant homes, rather than new, purpose-built structures, due to limitations related to septic requirements.

Homelessness

An element about housing would not be complete if it did not address the growing issue of homelessness. Homelessness is a significant challenge facing society as a whole. Rock Island is not immune to the problem and may see a rise in homelessness in the future. Currently, homelessness is not a major issue in the community. There are no existing homeless hot spots in the City and most homeless individuals seen

around the City pass through to head to more urban areas with more services available. The City must do its part to provide the necessary housing to accommodate people at all income levels and provide any necessary services needed in the future.

Douglas County has a joint homeless prevention program with Chelan County. This Homeless Prevention program is intended to assist households with maintaining their current housing and avoiding becoming homeless. These programs are generally short-term and have an emphasis on preparing these households to become self-sufficient. Services include assistance with past due rent, ongoing rent assistance, utility management, and housing stability planning. The City of Rock Island will support any efforts made by Douglas County in fighting homelessness.

Alternative housing

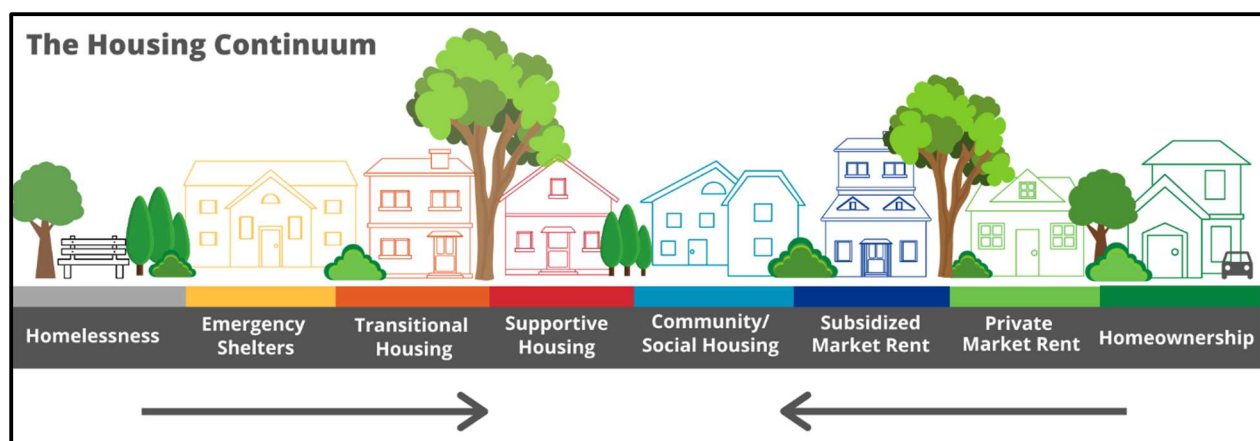
Alternatives exist for housing that meets the needs of low-income individuals and families, and that also reflect society's changes toward fewer people purchasing homes and looking for alternatives. HB1220 lays out new requirements for jurisdiction to plan for and accommodate Permanent Supportive Housing (PSH), Transitional Housing (TH), emergency shelters, and emergency housing (shown in **Figure 8**). PSH and TH are now legal in any zones where residential dwelling units are allowed. Emergency shelters and emergency housing are allowed in any zones that allow for hotels. Descriptions of these housing options are as follows:

1. **Permanent Supportive Housing:** Permanent supportive housing is a housing type that allows people who have struggled with chronic homelessness or are in danger of experiencing homelessness with stable, long-term housing options. These facilities provide employment, healthcare, and treatment services for residents, either on- or off-site. There are usually many residential units in these facilities and there is a screening process and background check for residents. Residents are allowed to live at these facilities as long as they need or want.
2. **Transitional Housing:** Transitional housing is a housing type that provides a temporary dwelling for people who are seeking a more permanent housing option. People who are at risk of homelessness or who have experienced chronic

homelessness are the target of this service. Transitional housing provides many similar services to permanent supportive housing, including services to assist residents to with finding permanent housing. The time limit of occupancy at these facilities is usually 18-24 months, after which the resident will hopefully be transitioned into permanent housing. There are no walk-up units at these facilities, with residents having to go through a screening process to ensure they will be suitable residents.

3. **Emergency Shelters:** Emergency shelters provide temporary shelter for those who are experiencing homelessness. These shelters provide warming centers and overnight sleep areas for people. There is walk-up access to these shelters, with residents not being required to sign a lease or occupancy agreement.
4. **Emergency Housing:** Emergency housing is a short-term housing option for people who are in danger of experiencing homelessness or are experiencing homelessness. The stay is usually limited to 60 days. These facilities offer services and basic needs, like clothing, food, and hygiene supplies. There is a low bar of entry for these facilities and walk-ups are permitted.

Figure 8. PSH & TH in the Housing Continuum



Source: Muskoka Housing Task Force

Given Rock Island's proximity to urban areas, such as Wenatchee and East Wenatchee, it is possible that some form of these alternative housing types could be built in the city. Douglas County does not project there to be any demand for PSH or TH in Rock Island by 2046, but it does project some need for emergency housing. The County projected seven emergency housing units in the City in the next 20 years. It is important that Rock Island allows and plans for these different housing types, should the need for them arise.

As hotels are permitted in the General Commercial, Tourist Commercial, and Industrial General zones, this legislation requires that the City allow for emergency shelter and housing in these zones. Despite not being allocated any PSH or TH, it is still important that the City consider the uses of and be capable of accommodating any of these facilities in the future.

GOALS, POLICIES, & IMPLEMENTATION STRATEGIES

Housing Goal 1: Encourage the development of a sufficient supply of a variety of housing types and densities.

Housing Policy 1.1: Provide an adequate supply of land at suitable densities to enable development of housing for all income levels in various locations.

Housing Implementation Strategy 1.1.1: Review maximum height requirements to align with designated densities and lot size requirements in order to meet density requirements while taking into account required height limitations as a result of the Waterfront Sub-Area Plan.

Housing Policy 1.2: Continue to allow designated manufactured homes, as defined in RCW 35.63.160, wherever single-family residential dwellings are allowed.

Housing Policy 1.3: Strive for a variety of housing types and prices, including middle housing, accessory dwelling units, co-living, mixed-use, commercial conversion, and single-family residential options, among others.

Housing Implementation Strategy 1.3.1: Establish middle housing definitions consistent with State law and update the Municipal Code to provide for forms of middle housing where single-family residential is permitted.

Housing Policy 1.4: Evaluate the effectiveness of development regulations to encourage residential developments that increase housing choice and affordability and are compliant with existing zoning regulations.

Housing Implementation Strategy 1.4.1: Monitor the development of ADUs over the next 10-year period in order to develop projections for the 2036 Comprehensive Plan Periodic Update.

Housing Implementation Strategy 1.4.2: Monitor the development of 0-30% AMI housing development in the “Inclusionary Overlay Zone,” assess successes and failures in five years, and then revise development regulations accordingly in order to effectuate better results.

Housing Policy 1.5: Encourage local participation in State programs that facilitate home ownership by extremely low, very low, low, and moderate-income families.

Housing Policy 1.6: Review and monitor development regulations and standards to promote time-efficient and economical permit procedures that do not unnecessarily add to the time or cost of developing housing.

Housing Implementation Strategy 1.6.1: Review permit processing forms and online resources for alignment with SB5290 and HB2418.

Housing Implementation Strategy 1.6.2: Implement a new online permitting system for both building and land use permits.

Housing Goal 2: Ensure the preservation of existing housing stock and resilience to natural hazards by encouraging proactive measures to keep properties safe.

Housing Policy 2.1: Encourage new sustainable, innovative designs that are energy efficient, fire resistant, and use less expensive building materials.

Housing Policy 2.2: Conserve the City’s existing housing through code enforcement and participation in rehabilitation and reinvestment programs.

Housing Policy 2.3: Incorporate the Wildlands Urban Interface Code into local buildings codes to reduce wildfire risk and damage within the City.

Housing Goal 3: Promote strong, stable residential neighborhoods through public investments in physical improvements.

Housing Policy 3.1: Cooperate with developers to support development of high-quality and affordable housing that aligns with street frontage requirements.

Housing Goal 4: Promote fair and equal access to housing for all persons regardless of race, color, religion, gender, age, national origin, family status, source of income, or disability.

Housing Policy 4.1: Ensure that zoning and development regulations are fairly applied to all persons regardless of race, color, religion, gender, age, national origin, family status, source of income, or disability, including group homes, consistent with the Federal Fair Housing Act.

Housing Policy 4.2: Encourage the utilization of the housing resources from Federal, State, and private sources to assist in providing better housing opportunities for members of historically disadvantaged groups.

Housing Policy 4.3: Evaluate and continue to monitor existing housing trends, such as homeownership rates and displacement, to identify any racially disparate impacts in housing.

Housing Policy 4.4: Collaborate with community groups, organizations, non-profits, and businesses to help vulnerable groups obtain and maintain housing.

Housing Policy 4.5: Engage and partner with communities most disproportionately impacted by housing challenges to inform strategies, actions, regulations, and resource allocation decisions.

TRANSPORTATION ELEMENT

INTRODUCTION

Transportation plays a key role in making the Comprehensive Plan work. It serves as a partner to crucial land use and economic development decisions, often behind the scenes. The Transportation Element links transportation and land use decisions with the planning of capital facilities to ensure that the City's transportation system responds as appropriately as possible to population growth and development within stringent funding constraints.

In 2014, Chelan and Douglas Counties became part of the Chelan-Douglas Transportation Council (CDTC), the Metropolitan Planning Organization (MPO) for the region. The MPO is charged with planning for regional transportation within Chelan and Douglas Counties. Rock Island participated in the development of the required CDTC's 2050 Regional Transportation Plan (RTP). The RTP is incorporated by reference.

This Transportation Element addresses the multimodal transportation needs of the City's UGA. It represents the community's policy regarding projected transportation needs (current and future), the location and condition of the existing traffic circulation system, the transportation problems, and Level of Service (LOS) standards regarding growth in the next 20 years. As specified in the GMA, new developments will be prohibited unless transportation improvements or strategies to accommodate the impacts of development are made concurrent at the time of the development (concurrency management, wherein growth pays for growth).

The type and availability of transportation resources are major factors in the development of land use patterns. At the same time, the way land is used has a strong influence on the need for and location of new transportation. The relationship between transportation and land use is one of continuous interaction, and their planning must be coordinated. Future land use and the Transportation Element are dependent on each other and need to be carefully coordinated.



INVENTORY & ANALYSIS OF TRANSPORTATION FACILITIES

Rock Island's existing transportation system is described below. Additional information is also included in the RTP.

Air Transportation Facilities & Services

The nearest airport is Pangborn Memorial Airport, approximately two miles northeast of the City in Douglas County. It is managed by the Chelan Douglas Regional Port Authority. Pangborn is a commercial service airport that is accessed from the City by SR-28 and Grant Road. Despite limitations from its Compatibility Zones and FAR Part 77 Imaginary Surfaces, Pangborn has consistently been labeled by Douglas County as one of the most important locales as it relates to economic development in the region.

Ground Transportation Facilities & Services

Roadways. Rock Island Drive and SR-28 are Rock Island's main thoroughfares. SR-28 bisects the City, separating the existing industrial and commercial lands to the south from residential and commercial development to the north. Rock Island Drive intersects with SR-28 near the lakes at the east end of the City, then runs north to the commercial core of the City, where it turns west and continues on until it again intersects with SR-28 approximately 2½ miles west of Rock Island's city limits. Collectors and local access streets provide a transportation network throughout the City. Several new roadways have been developed in the past eight years as a result of private development and concurrency requirements.

Arterials: Defined as streets that are designed to carry a high proportion of the total urban area traffic, and usually either serve traffic going from the central business district to outlying residential areas, or traffic entering and leaving the urban area. Arterials (also referred to by WSDOT and Federal Highways as Major Arterials and/or Major Collectors) also provide a connection to collector streets, and they provide intra-community continuity while maintaining identifiable neighborhoods. The following roadways are classified as arterials:

- Delaware Avenue
- Rock Island Parkway
- Rock Island Drive
- Saunders Street

Collectors: These are defined as streets that are designed to provide access service and traffic circulation within residential neighborhoods and commercial/industrial areas. They differ from the above arterials in that they may penetrate residential neighborhoods, distributing traffic from arterials to the ultimate destination or vice versa. The following roadways are classified as collectors:

- Third Street SW
- Center Street

- Douglas Street
- Garden Avenue North
- Garden Avenue South
- Ohio Street
- Penn Avenue
- Riverside Drive

Sub-Collectors: The typical residential street, the sub-collector is most recognized as the lesser “through street” of a residential grid. While vehicular traffic could often travel along on a minor collector, intersections are either controlled or encumbered with stop signs, thus encouraging vehicles to use a major collector for through traffic. The Annual Average Daily Travel (AADT) (AADT represents the average number of vehicles that travel along a roadway at a particular location on an average day over the course of a year) is greater than 1,000 and less than 2,000. The following roadways are classified as sub-collectors:

- First Avenue SW
- Second Street SW
- Akron Avenue
- Baker Avenue
- Cambridge Avenue
- Elgin Avenue
- Freemont Avenue
- Hanna Avenue
- Hanna Place
- Indiana Avenue
- Jefferson Avenue
- Keane Avenue

Local Access: These are defined as streets that have a primary function of providing access to abutting land and to collector and arterial streets. They offer

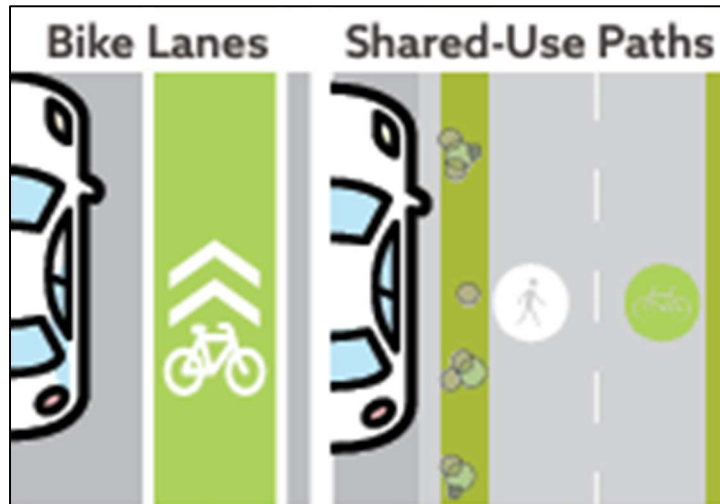
the lowest level of mobility and are not intended to accommodate through traffic. Local access streets are further classified according to the primary intended use of the area, based on the Comprehensive Plan's land use designations map. All roadways in the City are considered local access unless classified above as otherwise.

Sidewalks. The City currently has a disconnected set of sidewalks dispersed among several of its most well-traveled roadways. As new projects are permitted, the City enforces its concurrency requirements via its curb-gutter-sidewalk (aka street frontage) standards. The City is also in the process of considering a “fee in lieu” program in order to increase efficiency for sidewalk projects, decrease costs to private developers, and create an fully interconnected and ADA-compliant sidewalk transportation system. Nowhere is there more of a pronounced need for this than in the vicinity of the LINK Transit bus route and Rock Island Elementary School. Currently, the City (via CDTC's 2050 RTP) is deficient in its sidewalk LOS around this area as well as just north of SR-28.

Trails. Trails are considered a Parks, Recreation, and Open Space facility and service and, as a result, are located in the Parks, Recreation, & Open Space Element.

Bike Lanes & Shared-Use Paths. Bike lanes are fully dedicated, paved pathways (unpaved being synonymous with bike trails) alongside or within a road, inclusive of signage. Conversely, shared-use paths function similarly but are dedicated solely to intermingled, multimodal transportation methods (e.g. pedestrians, bikes, etc.). See Figure 8 for examples.

Figure 9. Bike Lanes & Shared-Use Path Examples



Source: CDTC 2050 RTP.

The City is currently exploring both ideas as it improves some of its more major transportation routes, as denoted in its 2023 Loop Trail Integration Plan. This aligns with the CDTC’s 2050 RTP as it relates to the eventual development of a multi-jurisdictional, multi-modal transportation facility that connects Rock Island to the Apple Loop Trail on the other side of East Wenatchee via SR-28. Rock Island and CDTC collectively recognize the need to support the intent of HB 1181 (the establishment of a new, required Climate Element and Resiliency Sub-Element), “Target Zero,” and the CDTC’s 2050 RTP by way of creating a safe, alternative transportation option along SR-28 for the purpose of allowing residents of Rock Island to access the employment center that is East Wenatchee. At the same time, with the development of the City’s Waterfront Sub-Area Plan in the near horizon, the City is equally interested in supporting Douglas County’s efforts to stimulate the regional economy via the parks and recreation opportunities that the Sub-Area is envisioned to provide.

As the City and CDTC move closer to the realization of this particularly important undertaking (Apple Capital Loop Trail Connectivity), the City recognizes that further investments in multi-modal transportation should be considered as they related to this type of transportation system. The RTP’s Biking Element indicates four major

issues from individuals surveyed regarding biking: 1) low bike ownership rates; 2) safety concerns; 3) lack of bike lanes; and 4) inability to afford bikes. Development of a shared-use bike path along SR-28 that is designed with the precepts of the “Safe Systems Approach” (described in further detail below under “Safety”) is the first step towards such an investment, with the second step focused around addressing [affordable] bike ownership/rental/repair options (e.g. “shared bike program,” rental bike programs, roadside bike repair facilities, etc.) as project realization begins to occur further. Affordable, multi-modal options are of particular interest to the City, as the southern tract of voters in the City represent a slightly more disadvantaged portion of individuals (e.g. disabled, low income, minority, etc.).

Public Transportation. Wenatchee-based LINK Transit provides regularly scheduled bus service between Rock Island and Wenatchee seven days a week (Route #23). The route follows Rock Island Road to the intersection with SR-28. There are roughly a dozen stops in Rock Island, including one near Rock Island Elementary School. Additionally, there is a LINK Transit stop adjacent to the LINK Transit “Park & Ride” (34 parking spaces available). LINK Transit provides para-transit service anywhere within $\frac{3}{4}$ mile of an existing route. There is no other public transportation service in Rock Island.

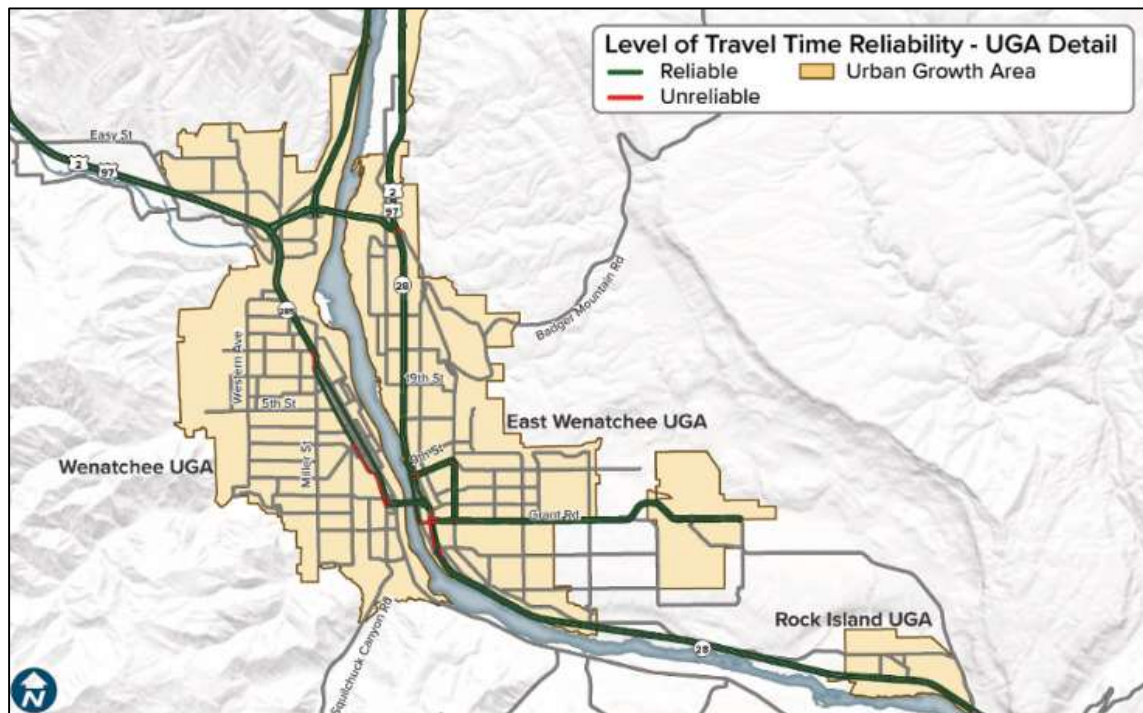
Rail Facilities & Services. A Burlington Northern Santa Fe (aka BNSF) rail line parallels SR-28 and the Columbia River. This line crosses the River to Chelan County about a third of a mile upstream of Rock Island’s city limits, within the Rock Island UGA. It carries primarily freight. The nearest passenger rail service is provided by Amtrak in Wenatchee, where the Empire Builder stops on its route between Chicago and Seattle.

State Transportation Facilities. The only State transportation facility is SR-28. The State, Douglas County, as well as the City have not analyzed local impacts to the State’s transportation facilities. However, CDTC has identified that the intersection of SR-28 and Batterman Dr, a portion of which is within City’s UGA, should be improved (“multimodal retrofit,” per the CDTC’s 2050 RTP). Additionally, the CDTC has also identified that the “Loop Trail - SR-28 Connector” (per the City’s 2023 Loop

Trail Integration Plan but referred to as the “Hydro Park - Rock Island Pathway” in the CDTC’s 2050 RTP) is a needed transportation facility and service (a “multimodal retrofit”).

As it relates to travel time on SR-28 (capacity), no further improvements are warranted at this time, per the CDTC’s 2050 RTP as shown in **Figure 10**.

Figure 10. SR-28 Levels of Service



Source: CDTC 2050 RTP.

Water Transportation Facilities & Services

Pursuant to RCW 47.06.140, the navigable portions of the Columbia River are considered a transportation facility and service of statewide significance. There are no known plans for the development of a State-run ferry system in the Rock Island area of the Columbia River, though.

Additionally, the City's adopted 2019 Waterfront Sub-Area Plan identifies a vision for increased public access to the Columbia River, including recreational opportunities and, potentially, a marina and/or public boat launch, *if determined feasible*. No feasibility determination has been made regarding such facilities, and no specific project to develop a marina or public boat launch is currently programmed or otherwise underway within the Waterfront Sub-Area.

EXISTING ROAD CONDITIONS

Surface information and condition ratings shown below are from the WA State Transportation Improvement Board's Performance Dashboard and was collected in 2023 as shown in **Table 6**.

Table 6. Pavement Condition Ratings

ROAD	LENGTH (Sum)	WIDTH (Avg)	TYPE	PCR SCORE	RATING
1ST ST	0.33	21	ACP	86	Good
2ND ST	0.24	24	ACP	80	Good
3RD ST	0.40	27	ACP	82	Good
4TH ST	0.09	25	ACP	67	Fair
AKRON AVE	0.11	24	ACP	80	Good
BAKER AVE	0.08	22	ACP	80	Good
CAMBRIDGE AVE	0.18	34	ACP	80	Good
CENTER ST	0.33	24	ACP	85	Good
CURTIS RD	0.12	26	ACP	100	Excellent
DELAWARE AVE	0.17	42	ACP	81	Good
DEMAR PL	0.10	32	ACP	86	Good

ROAD	LENGTH (Sum)	WIDTH (Avg)	TYPE	PCR SCORE	RATING
DENNY PL	0.13	27	ACP	95	Excellent
DOUGLAS ST	0.57	20	ACP	76	Good
ELGIN AVE	0.21	34	ACP	80	Good
FREEMONT AVE	0.14	34	ACP	90	Good
GARDEN AVE	0.48	30	ACP	88	Good
HAMMOND LN	0.04	20	ACP	100	Excellent
HANNA AVE	0.12	35	ACP	90	Good
HANNA PL	0.12	36	ACP	90	Good
INDIANA AVE	0.12	35	ACP	76	Good
ISLAND LOOP	0.25	30	ACP	90	Good
JEFFERSON AVE	0.12	22	ACP	85	Good
KEANE AVE	0.12	21	ACP	80	Good
NATURE SHORES DR	0.22	36	ACP	57	Fair
PARKWAY DR	0.42	25	ACP	83	Good
PENN AVE	0.37	23	ACP	97	Excellent
RIVERSIDE DR	0.55	20	ACP	76	Good
ROCK ISLAND DR	1.04	39	ACP	79	Good
SALLY JEAN WAY	0.13	27	ACP	95	Excellent
SAUNDERS AVE	0.13	29	ACP	89	Good
THEO WAY	0.16	25	ACP	100	Excellent

Source: WA Department of Transportation.

(Note: ACP stands for “Asphalt Concrete Pavement.”)

There are a number of identified transportation needs in CDTC’s 2050 RTP that, due to the recent 2026-46 UGA expansion by Rock Island, may now fall within the City’s new UGA. Efforts to update Table B-7 of Appendix B as well as Table C-3 of the Bikeway Element of the RTP with the CDTC will need to occur in tandem with the development of the City’s 2028 or 2029 Transportation Improvement Plan following completion of the UGA expansion efforts with Douglas County.

TRANSPORTATION SYSTEM CONSIDERATIONS

Safety

“Target Zero” is Washington’s strategic highway safety plan, established to guide coordinated efforts to eliminate traffic fatalities and serious injuries on Washington roadways by 2030. “Target Zero” has been incorporated into CDTC’s 2050 RTP. The precepts of the underlying “Safe Systems Approach,” the manner in which to achieve the plan, are also generally used to guide the City’s development and improvement of Rock Island’s transportation system. Two items, in particular, are called out from RTP:

- *Safer Land Use Planning.* Per the RTP, “[u]nderstanding where people will live, work, attend school, and shop, authorities plan for shorter vehicle distances and safe travel using all modes, including active transportation, transit, and private and shared vehicles.”
- *Safer Roads.* Per the RTP, “[t]ransportation facilities are designed and built to separate users in time and space, manage speeds, and reduce crash impact angles at locations where road users are most likely to come into conflict. Facilities are designed and built to support safe travel using all modes: walking, rolling, biking, riding, driving, and transit.

Both items have been at the forefront of the City’s mind as it has begun to redevelop its transportation system such as the construction of sidewalks during roadway construction/maintenance, implementation of shared-use paths during same, and review/adoption of its Loop Trail Integration Plan. Of particular importance is that these items are incorporated into the City’s Waterfront Sub-Area Plan, an undertaking that envisions significant growth in the City’s population, local/regional commercial establishment footprint, and, most notably, the expansion in the size as well as complexity of its transportation system (that is, the addition of one or two roundabouts and several railroad crossings). Given the City’s recent proposal to expand its UGA over the next 20-year period, which will result in a projected population growth that equates to essentially the doubling of its current population, it is the City’s intent to continue to expand and improve its transportation system via concurrency requirements, safety being of the utmost importance.

Level of Service Standards

Level of Service (LOS) standards provide measurable criteria by which the City can evaluate the adequacy of its transportation facilities, as identified in the Capital Facilities Element. Future facilities will be linked to LOS standards established by the City. As specified in the GMA and the policies in this Element, new development will be prohibited unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development. State highways are exempt from LOS standards. Minimum LOS standards for the City of Rock Island, as adopted by the CDTC (the Metropolitan Planning Organization for the region), are as follows in **Figure 11**:

Figure 11. Regional LOS Standards

Measure	Standard to be maintained
Vehicle Mobility	LOS D on federally classified roadway segments and intersections LOS D or C on Highways of Statewide Significance (US 2, US 97, and SR 28)
Pedestrian Connectivity & Accessibility	Continuous sidewalk on both sides of federally classified roads ¹ Enhanced crossings on all legs of intersecting federally classified roads ² Four enhanced crossings/mile on federally classified roads with transit and > 3000 ADT ²
Bicycle Mobility	Absence of identified regional pathways 100% completion of planned regional on-street bikeways 100% completion of planned regional Pathways
Roadway Condition	100% of the roads and bridges are in good or fair functional or structural condition

Source: CDTC 2050 RTP.

LINK Transit has established its own LOS for transit, which can be found in its 2026 Strategic Plan / 2026-31 Transit Development Plan. This document is incorporated by reference. Figure 8 of this document references that the City has existing services (60 minute intervals to/from, a “Park & Ride” (a recently improved facility), and about a dozen transit stops and that these services will continue to be supplied for the foreseeable future. The City will coordinate with LINK Transit when evaluating existing and projected transit service needs as it grows, particularly with respect to the development of the Waterfront Sub-Area.

LOS standards for “Vehicle Mobility” are generally defined as referred here in **Figure 12**.

Figure 12. Vehicle Mobility

FREE FLOW Low volumes and no delays.	LOS A	
STABLE FLOW Speeds restricted by travel conditions, minor delays.	LOS B	
STABLE FLOW Speeds and maneuverability closely controlled because of higher volumes.	LOS C	
STABLE FLOW Speeds considerably affected by change in operation conditions. High density traffic restricts maneuverability; volume near capacity.	LOS D	
UNSTABLE FLOW Low speeds; considerable delay; volume at or slightly over capacity.	LOS E	
FORCED FLOW Very low speeds; volumes exceed capacity; long delays with stop-and-go traffic.	LOS F	

Source: State of Michigan Transportation Economic Development Fund.

The City has adopted a LOS C standard for “Vehicle Mobility,” with the understanding the CDTC has set a minimum standard of LOS D. There are no known LOS deficiencies at this time.

With respect to non-“Vehicle Mobility” LOS standards, the City incorporates the CDTC’s multi-modal LOS standards by reference and, in so doing, the relevant deficiencies from the RTP. Those deficiencies (some of which are not just the responsibility of Rock Island) are:

- Saunders Rd, from Delaware Ave to Batterman Dr (sidewalk gaps; completed)
- Saunders Rd and Delaware Ave (intersection crosswalk gaps; completed)
- 3rd St SW, from Douglas St to Rock Island Dr (sidewalk gaps)

- Rock Island Dr, from UGA to Delaware Ave (crossing density)
- Rock Island Dr, from UGA to Douglas St (sidewalk gaps)
- SR-28 & Batterman Dr (intersection improvement)

Travel Forecasts

The last travel forecast performed by CDTC (with the exception of the 2025 assessment of SR-28, the result of which indicated no foreseeable issues at that time) occurred in 2014. At that time, there were roughly 250 more housing units being proposed. CDTC estimated that the impact of this growth would still allow the City to maintain a LOS A for regarding “Vehicle Mobility” and, as a result, no intersection improvements were proposed.

With respect to the City’s Waterfront Sub-Area Plan (as further encompassed by the recent UGA expansion, which incorporated the assessment and response to HB 1220 regarding planning for housing by income levels - a large portion of the increase in growth assigned to the City is anticipated to occur in the Sub-Area), travel forecasts were performed. The result of these, as indicated above, was that significant improvements to the Sub-Area, intersecting with SR-28, would be needed: one or two roundabouts as well as several railroad crossings. Such improvements will be re-assessed when development of this Sub-Area begins to come to fruition via concurrency management.

Transportation Demand Management

The City is small enough that commuting within the City on foot or by bicycle is feasible. Its location, which is about eight miles from Wenatchee and East Wenatchee (both of which are major employment centers for Douglas County), makes bicycle commuting possible for dedicated cyclists. Additionally, many residents commute to Wenatchee or Quincy along SR-28 for jobs or school via carpool or bus. LINK Transit operates a limited-capacity parking facility at Rock Island Drive and SR-28, a “Park & Ride.” This location is directly adjacent to one of LINK Transit’s bus stops for Route #23, the only route servicing Rock Island. LINK Transit also has a stop outside of the Rock Island Elementary School.

There are two general sets of plans in motion to further the City’s efforts as they relate to Transportation Demand Management. The first is to implement the “play-work-live” community vision, as described in the Economic Development Element. This can, most notably, be achieved by successfully implementing the vision of the 2019 Waterfront Sub-Area Plan, wherein there is envisioned to be a significant amount of mixed-use residential and commercial development as well as additional employment opportunities in other nearby areas. All these employment areas would still be within easy walking/cycling distance of Rock Island’s city limits.

The second set of plans in motion is for the development of a dedicated bike lane/path along SR-28 that connects Rock Island to East Wenatchee (shown in **Figure 13**). This has been envisioned both through the City’s 2023 Loop Trail Integration Plan (though labeled as a trail), which is incorporated by reference, as well as the CDTC’s 2050 RTP.

Figure 13. SR-28 Multi-Modal Project



Source: 2023 Rock Island Loop Trail Integration Plan.

Transportation System Needs.

As part of the City's 2012 Wastewater Treatment Facility project, most roads in Rock Island were resurfaced with asphalt-concrete paving and are, for the most part, currently in good/excellent condition. The City's current transportation system priorities include those projects are listed in the Capital Facilities Plan (found in the Capital Facilities Element).

Transportation Improvements & Financing

The City's transportation financing plan is included in the Capital Facilities Plan (found in the Capital Facilities Element) and, ideally, is updated annually (the Transportation Improvement Program, an aspect of the Capital Facilities Plan). Regularly evaluating needs, resources, and priorities will enable the City to focus on the transportation projects that are most important to meet current and emerging needs and ensure the financing plan stays realistic. Future dedicated funding opportunities for such improvement financing usually consist of private sector investment (aka street frontage requirements), Real Estate Excise Taxes (aka REET I & II), intergovernmental grants/loans, and General Fund monies. Alternatives include, but are not limited to, the establishment of a Transportation Benefits District (aka TBD) and the establishment of impact fees in alignment with case law (*In Re Sheetz*). Syncing transportation system improvement projects together via a "Fee In Lieu" Program (project bundling) is also one method that the City is currently exploring.

GOALS, POLICIES, & IMPLEMENTATION STRATEGIES

The following goals and policy statements are designed to guide the City of Rock Island in making consistent decisions on future transportation needs in the Rock Island UGA.

Transportation Goal 1: Provide an effective transportation network with adequate capacity to meet the demand for travel in the Rock Island UGA, at the adopted Level of Service using the City’s “Complete Streets” program.

Transportation Policy 1.1: Adopt Levels of Service for all transportation infrastructure and services that reflect the preference of the community balanced with the financial ability to fund it.

Transportation Implementation Strategy 1.1.1: Adopt a Capital Facilities Plan that funds/resolves all City-owned transportation facility deficiencies within the next six years.

Transportation Implementation Strategy 1.1.2: Reassess the City’s transportation system needs and Level of Service following Douglas County’s adoption of its 2027 Comprehensive Plan Update (which includes the City’s UGA Expansion Request) in alignment with the RTP’s list of identified deficiencies to ascertain any additional projects needing to be listed in the City’s Capital Facilities Plan.

Transportation Policy 1.2: Encourage the use of innovative funding tools, discourage piecemeal construction of transportation facilities, and prioritize the funding of maintenance.

Transportation Implementation Strategy 1.2.1: Develop a “Fee In Lieu” Program for street frontage requirements.

Transportation Policy 1.3: Ensure mobility for all residents and visitors within the Urban Growth Area, including the elderly, persons with disabilities, and overburdened, vulnerable, and/or historically under-represented individuals by providing an accessible and affordable transportation system (ADA-compliant).

Transportation Implementation Strategy 1.3.1: Partner with LINK Transit to reassess service levels once the Waterfront Subarea begins development, inclusive of the expansion of the “Park & Ride.”

Transportation Implementation Strategy 1.3.2: Actively advertise all rebate/discount programs for LINK Transit in English and Spanish.

Transportation Implementation Strategy 1.3.3: Actively manage the City’s transition plan of correcting ADA-deficient pedestrian facilities as they become identified, ideally when upgrading entire sections of the City’s transportation system.

Transportation Policy 1.4: Provide for suitable ratios of off-street and on-street parking based on land use needs and the design character of each land use district in the UGA.

Transportation Policy 1.5: Encourage the development of bicycle-focused transportation facilities (e.g. bike storage, public bike repair stations, bike rental facilities) in the Waterfront Sub-Area and at the Rock Island Elementary School.

Transportation Policy 1.6: Support the development, improvement, and/or expansion of the City’s transportation system in a way that aligns with the operations of freight rail systems as well as the operations of the Rock Island Dam (aka the navigable portions of the Columbia River).

Transportation Goal 2: Apply engineering/environmental design standards that result in safe, functional transportation facilities.

Transportation Policy 2.1: Establish a safe and efficient transportation system in alignment with “Target Zero” and the “Safe Systems Approach” that supports desired land use patterns.

Transportation Policy 2.2: Control the location and spacing of commercial driveways and the design of parking lots to avoid traffic and pedestrian conflicts and unsafe circulation patterns.

Transportation Goal 3: Create an attractive transportation system that encourages visitors and residents to use and enjoy Rock Island’s streets, sidewalks, trails, and other transportation facilities in an active and healthy manner.

Transportation Policy 3.1: Consider natural landscape features (such as topography, vegetation, rock outcroppings, open water, and views) in the design of transportation facilities.

Transportation Policy 3.2: Establish and maintain attractive entrances to the City along SR-28 with the assistance of WSDOT.

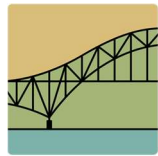
Transportation Goal 4: Coordinate Transportation System improvements.

Transportation Policy 4.1: Coordinate with all service providers regarding the location of major utility and transportation corridors and the construction of roadway and utility improvements alongside the utilization of street frontage requirements to create cost-efficiencies.

Transportation Policy 4.2: Coordinate planning, construction, and operations of transportation facilities and programs with CDTC, East Wenatchee, Douglas County, and the local office of WSDOT.

Transportation Implementation Strategy 4.2.1: Re-engage with local/regional jurisdictions as well as BNSF regarding needed transportation improvements once the Waterfront Sub-Area begins development. Such improvements shall involve a discussion regarding a public boat launch and/or marina (access to the Columbia River).

Transportation Policy 4.3: Advocate for the development of a shared-use bike lane on SR-28 between the City and East Wenatchee that connects to the Apple Loop Trail.



Chelan-Douglas
TRANSPORTATION COUNCIL
CDTC



CAPITAL FACILITIES ELEMENT

INTRODUCTION

The Capital Facilities Element is a required element of the City’s Comprehensive Plan under the Growth Management Act (GMA). Capital facilities are facilities and services necessary to maintain municipal functions, such as water and sanitary sewer systems, stormwater facilities, schools, parks and recreational facilities, transportation facilities, and public safety facilities. Capital facilities are, in general, primarily provided by local government agencies and available to all residents of the community.

Capital facilities play a large role in determining how much and what kind of development will occur where. Rock Island’s Comprehensive Plan is intended to provide public facilities that will be adequate to support the amount and type of growth the City expects, as described in the Land Use Element.

Why plan for capital facilities?

There are three primary reasons to plan for capital facilities:

- Growth management;
- Quality of life, including ensuring that new development is served by adequate facilities; and
- Eligibility for grants and loans.

Where should capital facilities be sited?

Capital facilities, inclusive of Essential Public Facilities (to the extent authorized and constrained by applicable statutory requirements; as addressed later in this Element),

should be sited in a manner that helps avoid or, where avoidance is not practicable, mitigate displacement and promote environmental justice (avoidance or mitigation of disparities in health-related outcomes caused by environmental conditions).

CONCURRENCY MANAGEMENT & CAPITAL PLANNING

A major planning consideration under the GMA is concurrency between land use development and the provision of capital facilities to provide public services. Concurrency is determined by comparing the capital facilities required by new development to existing and available facility capacity. The GMA requires that cities develop 6-year and 20-year Capital Facilities Plans and allow development when the City can afford to provide urban services.

INVENTORY & ANALYSIS

Capital Facilities include those publicly owned structures, utilities, and land necessary to maintain an operational capacity to offset the impacts of growth and development where construction, major repairs, or replacement costs are above \$15,000.

Transportation System

All information regarding the City's Transportation System can be found in the Transportation Element.

Water System

The City has prepared a comprehensive Water System Plan (WSP) that specifically identifies the system as well as the required improvements to serve the future needs of the City's UGA. The current Water System Plan was updated in 2024 and is incorporated by reference (while adequacy of this system with respect to the recent 2026-2046 UGA expansion has been confirmed by the City's engineer, an update to the WSP will be needed as a result of this expansion prior to the next Comprehensive Plan periodic update). The remainder of this section has been excerpted from the WSP and describes the existing system and how the City will address identified future needs.

The City's water system (Group A) (the City also has four Group B water systems within its service area) is currently served by Well # 5 and Well # 2. Well # 5 is located in the eastern portion of the City near Putters Lake along the Rock Island Golf Course and includes treated water. Well # 2 is located along Center Street just north of Riverside Drive. Water from both wells can be pumped to the City's reservoirs and distribution system. The City has two reservoirs that serve its water system. The City's distribution system currently operates with one pressure zone consisting of 44,800 linear feet of piping. These pipes range in size and composition, from 4" to 12" in diameter and asbestos cement, ductile iron, steel, and polyvinyl chloride, respectively.

The City owns five wells, Well # 1 through #5, but currently depends on only two wells to supply the City's water system, Wells #2 and #5. The City currently holds two groundwater claims and two groundwater certificates on file with the Washington State Department of Ecology. The water rights meet the definition as being for municipal water supply purposes provided under RCW 90.03.015. Consistent with the Municipal Water Law, the place of use for these water rights is the service area as identified in this WSP.



At the time of WSP being developed, the City had over 425 active service connections (95% of which are single-family residential), with a total service area of 787 acres (~1.2 square miles). Given the City's UGA expansion, the water service population and water demand is projected to double over the next 20 years.

A summary of the existing system capacities is listed below:

- Supply capacity is adequate for current and projected water demands for no more than the next 10 years.
- Storage volume is adequate for current and projected water demands for no more than the next 10 years.
- The interiors of the reservoirs were inspected in 2010 and were found to be in excellent condition.
- Distribution system capacity is adequate to meet demands for projected 20-year growth.
- Calculated available fire flows meet the selected criteria in most, but not all, commercial zoned areas.
- Calculated available fire flows meet the selected criteria in residentially zoned areas.
- The distribution system has several relatively minor deficiencies.
- Growth in East Hills will require a new pressure zone.
- Rock Island's primary well (Well #5) is below the maximum contaminant level for arsenic.
- The City will need to add a new water tower at a higher elevation than the current tower.
- The City is currently in the process of constructing a new well (Well #6).

The City has adequate water rights for its present and projected annual withdrawal volume, but rapid growth and development may cause a need for additional water rights to be able to maintain adequate peak flows. The City is expected to exceed its instantaneous water rights by the end of the 20-year planning period (which now

includes an expanded UGA), and, as a result, has already begun the process of seeking additional water rights as orchard lands are converted to residential developments and when new areas are annexed.

The Capital Facilities Plan reflects prioritization of planned water system improvements in the next 6-year and 20-year periods, inclusive of cost estimates and funding sources (6-year period only).

Sewer System

The City built a new Wastewater Treatment Facility in the early 2010's. The construction included the main facility, service network, and the connection of private lines to each residence and business within the City limits. At present, the City's treatment facility is operating with excess available capacity. Once the facility reaches 85% of capacity, the City will need to start planning for future expansion. The pipes and lift station were sized to accommodate triple the 2012 population of the UGA - one or more additional lift stations and many feet of gravity lines may be necessary to address the City's growth into the recently expanded UGA as well as the Waterfront Sub-Area. Lastly, the City will, in short order, be undertaking an update to its 2008 Sewer Service Plan (SSP) - the SSP pre-dates the construction of the Wastewater Treatment Facility, the development of the Waterfront Sub-Area Plan, and the 2026-46 expansion of the City's UGA. The Capital Facilities Plan reflects prioritization of planned sewer system improvements in the next 6-year and 20-year periods, inclusive of cost estimates and funding sources (6-year period only).

Stormwater System

As is the case with the City's Transportation System, the City's Stormwater System is not comprised of one or several large facilities, but a multitude of small facilities dispersed through the City's limits. These primarily take the form of catchbasins, pipes, and storm ditches, both public and private. The information in this section is based on the 2024 Stormwater Management Manual for Eastern Washington published by WA Department of Ecology. While this manual establishes Levels of Service for

stormwater facilities, the City is not a Phase 2 Permit holder. Regardless, the City uses the information therein as Best Management Practices and attempts to adhere to them whenever possible. Levels of Service for all new development are summarized as follows:

- Stormwater discharge rates after development should be managed in accordance with the applicable requirements of the 2024 Stormwater Management Manual for Eastern Washington.
- Projects meeting applicable thresholds should provide stormwater treatment and flow control in accordance with the Manual.
- Conveyance facilities (inclusive of pipes, culverts, storm ditches, bioswales, and channels), in conjunction with allowable ponding, should be sized to convey the 25-year, 24-hour design storm.
- Stormwater facilities (inclusive of storm drains, dry wells, infiltration trenches, permeable pavement, future retention/detention ponds, and catchbasins) should be designed and maintained to prevent or minimize adverse impacts to public infrastructure, adjacent properties, and receiving waters.

The Capital Facilities Plan reflects prioritization of planned stormwater system improvements in the next 6-year and 20-year periods, inclusive of cost estimates and funding sources (6-year period only). As a result of the recent 2026-46 UGA expansion, the City anticipates that further requirements from WA Department of Ecology as they relate to stormwater may be necessary upon annexation of more land, the effects of which may trigger a Comprehensive Plan update.



Parks, Recreation System, & Open Space System

All information regarding the City's Parks, Recreation, & Open Space System can be found in the Parks, Recreation, & Open Space Element.

General facilities

City-Owned Buildings. The City owns the following buildings (excludes those previously listed):

- City Hall
- City Shop/Recycle Center
- Public Works Shop
- Show Building (leased)

There is not currently identified future need to replace any of these facilities due to their condition or due to the Level of Service that they provide.

Educational Facilities. Rock Island's public education is provided by the Eastmont School District, headquartered in East Wenatchee. Rock Island Elementary School serves approximately 300 students in grades K-6, including residents of the City, its UGA, and the surrounding rural area. Older Rock Island students attend school in East Wenatchee at one of two different facilities. Rock Island Elementary School is situated on 10 acres. If Rock Island's population grows as projected, the student population is likely to outgrow the school within the period covered by this Plan, despite a prior expansion of the facility in the early 2020's. There have been several recent attempts by the Eastmont School District to pass levies for the further expansion and modernization of educational facilities, but those attempts have failed.

Fire Protection. Fire protection for the City of Rock Island is provided by the Wenatchee Valley Fire Department. This recently constructed fire station, Station #3, is located in between City Hall and the Elementary School. The fire station is operated by one engine company (two firefighters) and has the capacity for more, should demand increase.

Police Protection. Police protection for the City of Rock Island is currently provided through a contract with the Douglas County Sheriff's office. The City of Rock Island receives the same police coverage as Douglas County. The Sheriff's Department routinely patrols the Rock Island area and, currently, police protection is considered adequate by the City. Rock Island City Hall is officially designated as a Douglas County Sheriff substation. Officers can use space at City Hall for coordination or paperwork, but do not hold regularly scheduled hours at the site.

ESSENTIAL PUBLIC FACILITIES

Essential Public Facilities (EPFs) are facilities that serve a public purpose and that have inherent characteristics that make them difficult to site. Those characteristics may include facility size, land consumption uses, traffic impacts, noise, odor, safety concerns and utility needs. As a result of those characteristics, many EPFs are considered "locally unwanted land uses." Others may be desirable but still require special consideration to site. Essential public facilities may be publicly or privately owned or operated. They may be State or regional facilities, and they may be facilities of State-wide significance.

The GMA is clear that cities, towns, and counties cannot prohibit EPF placement in their communities despite potential public/municipal objections. The GMA also requires that the City's Comprehensive Plan includes a process for identifying and siting such facilities.



The Douglas County Regional Planning Policy, which has been ratified by the City and is incorporated by reference, includes policies on siting essential public facilities. This Capital Facilities Element has been written to be consistent with state law and with the Douglas County Policy Plan. This section defines EPFs and includes EPF determination and siting processes intended to provide for consistent, coordinated identification and siting of EPFs.

Definition and designation of EPFs

Statutory definitions of EPFs can be found in RCW 36.70A.200 and WAC 365-196-550. As mentioned above, they are considered to be hard-to-site facilities including, but not limited to, airports, in-patient facilities, and solid waste handling facilities. The following facilities are designated as EPFs in Rock Island:

- State Route 28;
- BNSF railway and bridge (freight railways);
- Columbia River (those portions that are navigable);
- The City's sewer treatment plant;
- The City's water facilities; and
- All Chelan PUD and Douglas PUD power generation and transmission facilities.

No other EPFs are planned or under construction at this time.

CAPITAL FACILITIES PLAN

Rock Island's Capital Facilities Plan (CFP) includes a proposed capital spending plan for the next 6 years and a list of other projects the City intends to complete within the 20-year planning period. It identifies specific capital improvements the City proposes to make, the costs of those improvements, and the anticipated funding sources.

The GMA imposes certain capital facilities planning requirements. The City's CFP must cover at least six years. Annual updates of the entire CFP are recommended. The CFP can then be used to develop the following year's budget and to give an accurate

forecast of future investment. The CFP includes project-evaluation guidelines to help the City determine project feasibility and priorities.

The CFP is intended to ensure use of sound fiscal policies to provide adequate public facilities consistent with the Land Use Element and concurrent with, or prior to, the impacts of development in order to achieve and maintain adopted standards for Levels of Service. The City will reassess the Land Use Element if probable funding falls short of meeting existing needs and ensure that the Land Use Element, the Capital Facilities Element, and the financing plan in the CFP are coordinated and consistent.

Transportation System Projects

The City's Street Fund generates the bulk of its revenue from property and fuel taxes - this funds all Transportation System projects. The Fund ensures that streets are maintained and provides funds for sidewalks, traffic control, and snow removal. Funding for Transportation System projects (as shown in **Table 7**) can also be acquired through grants from State and Federal agencies. Grant sources include the Federal Surface Transportation Program, State Bicycle and Pedestrian Program, State Safe Routes to School Program, Federal Safe Routes to School Program, and several State Transportation Improvement Board programs.

Table 7. Transportation Improvement Plan

PROJECT NAME	PROJECT PRIORITY	ESTIMATED COST	PROJECT YEAR	FUNDING SOURCE
TRANSPORTATION SYSTEM PROJECTS (CFP YEARS 1-6)				
Rock Island Dr (Road, Bike)(TIP, RTP, Loop Plan)	High	\$1,890,000	2027-29	Street Fund, Grants, Developer
Penn Ave (Road)(TIP)	Medium	\$1,390,000	2029-30	Street Fund, Grants, Developer
N Garden Ave (Road, Bike)(TIP, Loop Plan, RTP)	Medium	\$1,780,000	2029-30	Street Fund, Grants, Developer
1 st St SW (Road)(TIP)	Medium	\$2,400,000	2030-31	Street Fund, Grants, Developer
	<i>Total:</i>	\$7,460,000		
TRANSPORTATION SYSTEM PROJECTS (CFP YEARS 7-20)				
SR-28 & Batterman Dr (Intersection)(RTP)				
SR-28 Connector (Bike)(Loop Plan, RTP)				
Douglas St, 3 rd St SW to RI Dr (Road, Sidewalks)(RTP, TIP)				
SR-28 & RI Dr Roundabout (Road)(Waterfront)				
SR-28 & Nature Shores Dr Intersection (Road)(Waterfront)				
At-Grade Railroad Crossing (Road)(Waterfront)				
Below-Grade Railroad Crossing (Sidewalk-only)(Waterfront)				
Grade-Separated Railroad Crossing (Road)(Waterfront)				
Misc. Street Improvements (Road) (Waterfront)				

Water System Projects

The City's Water Fund is a proprietary fund, which means it is allowed to generate revenues in user fees to cover the normal costs for maintenance and debt service. Therefore, this Fund is made up entirely of user fees and connection costs to balance the fund. Funding for Water System projects (shown in **Table 8**) can also be acquired through grants and loans from the Public Works Trust Fund (loans), the State Drinking Water State Revolving Fund (loans), and the USDA Rural Development programs (grants/loans).



Table 8. Water Improvement Plan

PROJECT NAME	PROJECT PRIORITY	ESTIMATED COST	PROJECT YEAR	FUNDING SOURCE
WATER SYSTEM PROJECTS (CFP YEARS 1-6)				
W1 - Financial Rate Study (WSP)	Medium	\$45,000	2031	Water Fund, Grants
W4 - Evaluate Hydraulic Grade Line (WSP)	Medium	\$34,000	2030	Water Fund, Grants
W5 - Revise BPS Design, Permitting & Construction (WSP)	Medium	\$1,848,000	2031	Water Fund, Grants, Developer
W7 - New Tank Design, Permitting, Construction (WSP)	Medium	\$1,282,000	2030	Water Fund, Grants, Developer
W8 - Water Blending Study (WSP)	High	\$52,000	2028	Water Fund, Grants
A1 - Annual Replacement Program (WSP)	High	\$90,000 (annually)	ALL	Water Fund, Grants
A2 - Leak Detection Program (WSP)	High	\$20,000 (annually)	ALL	Water Fund, Grants
A3 - Hydrant Replacement Program (WSP)	High	\$110,000 (annually)	ALL	Water Fund, Grants
	<i>Total:</i>	\$4,581,000		
WATER SYSTEM PROJECTS (CFP YEARS 7-20)				
DE1 - Water Main (Center - Douglas)(WSP)				
DE2 - System Expansion (West)(WSP)				
DE3 - System Expansion (South)(WSP, Waterfront)				
W9 - Review Water Rights (WSP)				
W10 - Water System Plan Update (WSP)				
W11 - EWWD Intertie (WSP)				

W12 - SCADA & Telemetry Improvements (WSP)				
W13 - Well #4 Decommissioning (WSP)				
DE5 - Riverfront Improvements (WSP, Waterfront)				

Sewer System Projects

The City's Sewer Fund is a proprietary fund, which means it is allowed to generate the revenues in user fees to cover the normal costs for maintenance and debt service. Therefore, this fund is made up entirely of user fees and connection costs to balance the fund. Funding for Sewer System projects (shown in **Table 9**) can also be acquired through grants and loans from the Public Works Trust Fund (loans), CDBG program (loans), the Centennial Clean Water Fund (grants), and the USDA Rural Development programs (loans).

Table 9. Sewer Improvement Plan

PROJECT NAME	PROJECT PRIORITY	ESTIMATED COST	PROJECT YEAR	FUNDING SOURCE
SEWER SYSTEM PROJECTS (CFP YEARS 1-6)				
UGA Sub-Area Review/Plan (Sewer)	High	\$40,000	2027	Sewer Fund
Updated Sewer Plan	High	\$300,000	2028	Sewer Fund, Grants
Misc. Sewer Improvements	High	\$30,000 (annually)	ALL	Sewer Fund, Grants, Developer
	<i>Total:</i>	\$520,000		
SEWER SYSTEM PROJECTS (CFP YEARS 7-20)				
Misc. Sewer Improvements (Waterfront)				

Stormwater System Projects

As was the case with Transportation System projects, all Stormwater System projects are funded by the Street Fund. The Fund ensures that storm drain facilities are maintained and provides funds for catch basing cleaning and repairs, street sweeping, and grate replacement. Funding for Stormwater System projects (shown in **Table 10**) can also be acquired through WA Department of Ecology's Stormwater Financial Assistance Program (grants/loans) as well as most of the same grant/loan opportunities that the Water System can avail itself of.

Table 10. Stormwater Improvement Plan

PROJECT NAME	PROJECT PRIORITY	ESTIMATED COST	PROJECT YEAR	FUNDING SOURCE
STORMWATER SYSTEM PROJECTS (CFP YEARS 1-6)				
<i>*NONE AT THIS TIME</i>	<i>N/A</i>	<i>N/A</i>	<i>N/A</i>	<i>N/A</i>
	<i>Total:</i>	<i>N/A</i>		
STORMWATER SYSTEM PROJECTS (CFP YEARS 7-20)				
<i>*NONE AT THIS TIME</i>				

Parks, Recreation, & Opens Space System Projects

The City's General Fund provides funding for the Parks, Recreation, & Open Space System. Funding for General Facility projects (shown in **Table 11**) can also be acquired through grants and loans from the WA Recreation & Conservation Office (grants) and State Legislative Capital Budget Appropriations (grants).

General facility projects

The City's General Fund provides funding for general facility projects. Funding for General Facility projects (shown in **Table 12**) can also be acquired through grants and loans from the Public Works Trust Fund (loans) and State Legislative Capital Budget Appropriations (grants).

Table 11. Parks, Recreation, & Open Space Improvement Plan

PROJECT NAME	PROJECT PRIORITY	ESTIMATED COST	PROJECT YEAR	FUNDING SOURCE
PARKS, RECREATION, & OPEN SPACE PROJECTS (CFP YEARS 1-6)				
Pit Lake Improvements	High	\$375,000	2028	City General, WA RCO
Putters Lake Improvements	High	\$680,000	2028-2029	City General, WA RCO
Schooler Park Improvements	Med	\$1,200,000	2030	City General, WA RCO
School Trail Improvements	Low	\$550,000	2030-2031	City Roads, WA RCO
	<i>Total:</i>	\$2,805,000		
PARKS, RECREATION, & OPEN SPACE PROJECTS (CFP YEARS 7-20)				
Rock Island Road Bicycle Lanes (Bike) (Loop Plan)				
Lakeside Trail Loop Improvements (Bike) (Loop Plan)				
Powerline Park Improvements				
Waterfront Trail (Waterfront)				

Table 11. General Facilities Improvement Plan

PROJECT NAME	PROJECT PRIORITY	ESTIMATED COST	PROJECT YEAR	FUNDING SOURCE
GENERAL FACILITY PROJECTS (CFP YEARS 1-6)				
*NONE AT THIS TIME	N/A	N/A	N/A	N/A
	<i>Total:</i>	N/A		
GENERAL FACILITY PROJECTS (CFP YEARS 7-20)				
City Hall Replacement				
Public Works Shop Replacement				

GOALS, POLICIES, & IMPLEMENTATION STRATEGIES

The following goals and policies provide the City a guideline for implementing its Capital Facilities Element. These goals and policies should be used to provide consistent and logical decision-making during the 20-year planning period.

Capital Facilities Goal 1: Adequately provide public facilities to all legal conforming uses in Rock Island in a manner that protects investments in existing facilities, maximizes the use of existing facilities, and promotes orderly urban growth.

Capital Facilities Policy 1.1: Ensure that public facility planning is consistent with the Comprehensive Plan.

Capital Facilities Policy 1.2: Locate and design public facilities to create minimal adverse impacts and displacement on surrounding land uses and communities while promoting environmental justice.

Capital Facilities Policy 1.3: Phase in future development and redevelopment consistent with the provision of utilities, streets, parks, and other community facilities.

Capital Facilities Policy 1.4: Encourage the compatible multiple use of utility corridors and all publicly owned facilities.

Capital Facilities Policy 1.5: Monitor excess or reserve capacities of public facilities and services to avoid over-commitments.

Capital Facilities Policy 1.6: Encourage new public facilities to provide community facilities such as multi-purpose rooms, resource rooms, and recreational facilities that can be operated for various community uses.

Capital Facilities Policy 1.7: New development within the urban growth area will be served by underground capital facilities and utilities wherever feasible.

Capital Facilities Goal 2: Ensure that system facilities are adequately planned, constructed, maintained, and financed to serve existing and projected development while protecting public health, safety, and general welfare.

Capital Facilities Policy 2.1: Recognize and respond to the need for flood control, both in new developments and area wide. Encourage the preservation of natural drainage channels for storm water runoff.

Capital Facilities Policy 2.2: Control runoff during construction to limit erosion, siltation, and stream channel scouring.

Capital Facilities Policy 2.3: Public facilities should ensure the efficient collection of water runoff at the point of introduction into major watercourses.

Capital Facilities Policy 2.4: Align future development of the City's stormwater system with anticipated climate-related impacts, particularly inundation.

Capital Facilities Policy 2.5: Plan for a system of sidewalks and trails that meets both recreation and mobility needs of residents and visitors throughout Rock Island, including connecting the residential and commercial cores and the lakes.

Capital Facilities Policy 2.6: Provide fire and police services and facilities adequate to ensure the safety and protection of citizens and property and encourage training programs.

Capital Facilities Policy 2.7: Assure an adequate water supply and distribution system for fire protection and community use during water shortages.

Capital Facilities Policy 2.8: Require that applicants for short plats, subdivision, binding site plans, planned developments, and building permits for uses other than single-family residences transfer to the City water rights adequate to serve the subject parcel or parcels, based on anticipated water usage for development in the applicable zoning district, or make payment to the City in lieu of such transfer.

Capital Facilities Policy 2.9: Ensure that any commitment of excess system capacity to potential developers includes a developer obligation to use the allocated capacity within a certain time period or be faced with loss of commitment.

Capital Facilities Policy 2.10: Allow for the extension of public facilities such as public water, sanitary sewer, stormwater, and transportation facilities into the urban growth area without requiring annexation to occur first, contingent upon transfer of water rights adequate to serve the subject parcel or parcels, based on anticipated water usage for development in the applicable zoning district, or payment in lieu of such transfer.

Capital Facilities Policy 2.11: The costs of providing new, expanded capital facilities such as public water, sanitary sewer, stormwater, and transportation facilities to new development shall be the responsibility of the developer.

Capital Facilities Goal 3: Support the provision of adequate school facilities to meet the educational needs of the City and the surrounding area's existing and projected population.

Capital Facilities Policy 3.1: New schools should be sited to require minimal extensions of municipal services.

Capital Facilities Policy 3.2: Partner with the Eastmont School District to plan for new and/or expanded school facilities within Rock Island that will meet the needs of area students as the City and the surrounding area grows.

Capital Facilities Policy 3.3: Encourage continued use of Rock Island Elementary School as a focal point for educational and community activities.

Capital Facilities Grant 4: Provide for the timely and appropriate siting of EPFs necessary to serve the City and region.

Capital Facilities Policy 4.1: The following policies apply to EPFs in Rock Island and its UGA:

- EPFs should be served with the full range of services necessary to support the use.
- EPFs located outside the City's UGA must be self-contained or be extended services in a manner that does not promote additional development or premature conversion of lands to other uses.
- State mandated siting criteria should be incorporated where applicable.
- EPFs should not locate in designated Resource Lands or Critical Areas if incompatible.
- The City should work with Douglas County, the Health District, and other jurisdictions to establish, through cooperative agreements, decision-making processes for EPF environmental review as well as permitting and should support such an agreement in its development regulations.

Capital Facilities Policy 4.2: Proposals for EPFs in Rock Island and its UGA should be reviewed to ensure that:

- The proposal includes a fiscal analysis of the long-term and short-term public costs and a strategy to mitigate identified disproportionate financial burdens on the City that may result from facility siting.
- The proposal is compatible with surrounding land uses, existing zoning classifications, and the present and projected population density of surrounding areas.
- The proposal includes an analysis of the likelihood of associated development being induced or precluded by the siting of an EPF, including an analysis of the

urban nature of the facility, the existing urban growth near the facility site, the compatibility of the facility with continued urban growth and the location of the facility in relation to any nearby urban growth areas.

- Facility design and operation include mitigation measures necessary to alleviate identified adverse environmental impacts.
- The proposed EPF will not adversely impact existing public facilities and services.

Capital Facilities Goal 5: Establish Levels of Service for all public facilities and services below which further development will not be allowed.

Capital Facilities Policy 5.1: Analyze Level of Service options for their potential implications on capital budgets, development costs, impacts on the costs of housing and quality of life perceptions.

Capital Facilities Policy 5.2: Periodically update Levels of Service for all public facilities and services.

Capital Facilities Policy 5.3: Coordinate Level of Service standards with adjacent jurisdictions wherever an interface exists.

Capital Facilities Goal 6: Maintain a Capital Facilities Plan that serves existing and projected City needs in a timely and financially sustainable manner.

Capital Facilities Policy 6.1: In developing the Capital Facilities Plan, anticipate the provision of full public services throughout the urban growth area.

Capital Facilities Policy 6.2: Address in the Capital Facilities Plan any existing deficiencies in meeting the adopted Levels of Service and establish a firm financing plan to seek to correct said deficiencies within six years of Comprehensive Plan adoption.

Capital Facilities Policy 6.3: Develop a 6- and 20-year Capital Facilities Plan that will identify phased and orderly development of public services and facilities within the City's UGA.

Capital Facilities Policy 6.4: Allow developers to participate in the provision of public facilities and services prior to the schedule outlined in the Capital Facilities Plan, provided the development is consistent with all of the goals and policies of the Comprehensive Plan, and impacts to community services can be fully mitigated.

Capital Facilities Policy 6.5: Use the phasing schedule for public facilities and services defined in the Capital Facilities Plan as a basis for land use, development approval, and annexation decisions.

Capital Facilities Policy 6.6: If/when impact fees are collected, stipulate how and when they are to be expended.

Capital Facilities Goal 7: Develop the Waterfront Sub-Area with adequate capital facilities.

Capital Facilities Policy 7.1: Ensure that public facilities and services necessary for supporting development in the Waterfront Sub-Area are provided commensurate with level of development intensity.

Capital Facilities Policy 7.2: Provide capital improvements to correct existing deficiencies, to replace deteriorated or obsolete facilities, and to accommodate desired future growth in the Waterfront Sub-Area.

Capital Facilities Policy 7.3: Identify major utility improvements in the City's Capital Facilities Plan where local agencies will take the lead in development in the

Waterfront Sub-Area and pursue multiple funding sources, including State and Federal grants, to support these facility improvements.

Capital Facilities Policy 7.4: Allow regional stormwater management systems in the Waterfront Sub-Area as an alternative to individual systems.



UTILITIES ELEMENT

INTRODUCTION

The Growth Management Act (GMA) requires that the Comprehensive Plan of each jurisdiction planning under the GMA include, “a utilities element consisting of the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines.” This element addresses these required utilities, inclusive of cable and solid waste. Municipal water, sewer, and stormwater utilities are addressed in the Capital Facilities Element.

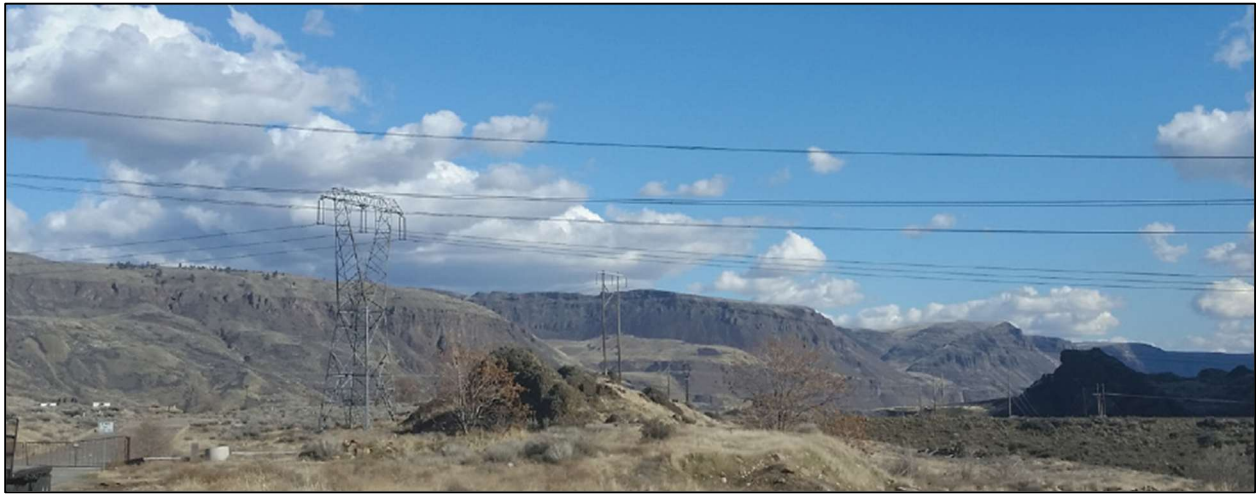
SERVICE PROVIDERS & CAPACITY

Electrical Power

[Douglas County Public Utility District #1](#) (Douglas PUD) provides electrical power throughout Rock Island and its UGA. As a public utility, the Douglas PUD is required to provide service to everyone in its service area. According to Douglas PUD, there is ample capacity to serve Rock Island and its UGA, inclusive of the 2026-46 expanded UGA.

[Chelan County Public Utility District #1](#) (Chelan PUD) owns and operates electrical facilities in the City, though it does not provide any services. Chelan PUD also owns and operates Rock Island Dam, a hydroelectric dam south of the City, albeit outside of the City’s limits. Distribution lines carrying power from the dam extend westward from the Columbia River through Rock Island, occupying a substantial area in the City’s Industrial District and a corridor 80 feet wide that bisects the City. These lines have been designated as Essential Public Facilities (see Capital Facilities Element for further details).

Both Douglas PUD and Chelan PUD provide recreational facilities on land they own in Rock Island as partial mitigation for the impacts of these electrical facilities.



Natural gas

There is no natural gas service in Rock Island. Cascade Natural Gas, which serves the Wenatchee area, does not provide service within the City or its UGA, and does not have plans to extend service to the area. If members of the public wish to utilize propane as a home heating service, they must go through private vendors.

Telecommunications & cable

Telecommunications and cable industries have changed dramatically over the past decade in that technological advances have transformed service delivery. Several companies provide service in Rock Island. Each provider has its own distribution system, and products and infrastructure location are driven by customer demand.

[Zipty Fiber](#), [Frontier Communications](#), [LocalTel](#), and [Spectrum Communications](#), collectively, provide telephone, cable, and internet services in the City. Coverage may or may not be available throughout the City and its UGA. As the City grows, it is anticipated that telecommunication facilities will be extended and upgraded with new technology to ensure adequate service levels for present and future needs.

Solid waste

Solid waste services for the City are provided by [Waste Management](#). Waste pick-up and disposal services are provided through private contracts between Waste Management and the landowners or residents. The City provides recycling services at the City's Recycle Center located at the City Shop. This center is available to residents to drop off their recyclable household items year-round.

Douglas County and its participating jurisdictions have mutually agreed, through an Interlocal Agreement, to regionally plan on solid and hazardous waste issues and concerns in order to comply with RCW 70.95 and RCW 70.105. Douglas County Board of Commissioners adopted a Douglas County Comprehensive Solid Waste Management Plan (SWMP) and established the Douglas County Solid Waste Advisory Committee (SWAC). By Interlocal Agreement, the Douglas County Solid Waste Program Office is the department responsible for updating the SWMP, administering the SWAC approved budget and work schedule, and assisting the participating jurisdictions in implementing the programs identified within the adopted SWMP.



GOALS, POLICIES, & IMPLEMENTATION STRATEGIES

Utilities Goal 1: Facilitate efficient provision and expansion of utilities concurrent with development, inclusive of the Waterfront Sub-Area.

Utilities Policy 1.1: Electrical and communication facilities should be sized to meet anticipated needs based on projected growth rates and planned land use types, locations, and densities.

Utilities Policy 1.2: Provision of utility systems to new development should be adequate, efficient, and timely.

Utilities Policy 1.3: Where possible, utility and transportation facilities should share installation sites, including rights of way and other corridors. Facilities such as towers, poles, antennas, substation sites should be consolidated where reasonably feasible.

Utilities Policy 1.4: In considering utility siting, the City should consider any public Utilities Element service obligations of the utility involved, evaluate the effect of the siting decision on the ability of the utility to provide service throughout its service area, and balance local design considerations against articulated needs for system-wide uniformity.

Utilities Policy 1.5: Utility permit applications should be considered simultaneously with project permit applications for a project requesting service and, when possible, utility permits should be approved when the project permit application is approved.

Utilities Goal 2: Coordinate utility upgrades and expansion with external entities.

Utilities Policy 2.1: Promote continued multi-jurisdictional cooperation in solid waste management planning and implementation.

Utilities Policy 2.2: Roadway projects within the Rock Island UGA (including road construction and maintenance and upgrades of existing roads) should be coordinated with planned utility expansions and extensions where shared sites, corridors, rights-of-way, or trenches may be appropriate.

Utilities Policy 2.3: All public and private utility trenching activities should be coordinated, and shared trenches should be required when reasonably feasible.

Utilities Policy 2.4: The City should promote and participate in multi-jurisdictional utility planning and implementation, especially where facilities of county-wide, regional, or statewide importance are involved.

Utilities Goal 3: Minimize adverse impacts, including visual and safety impacts, of utility facilities and utility development on residents, land uses, and the environment.

Utilities Policy 3.1: The City should collaborate with utility providers to develop vegetation management policies and plans for utility corridors, as specified in WAC 365-196-420(iv)(A)-(B).

Utilities Policy 3.2: Utility installations (including cellular communication facilities) and system upgrades should be made in a way that will minimize adverse impacts on surrounding land uses.

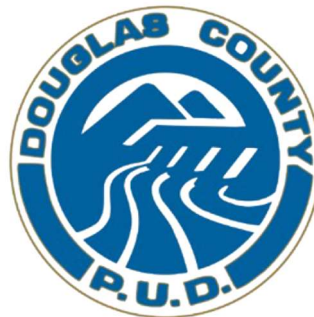
Utilities Policy 3.3: Require/encourage under-grounding of new/existing electrical distribution and communication lines where reasonably feasible, respectively, especially where such lines would affect views and in proximity to the lakes and the river.

Utilities Goal 4: Growth pays for growth via concurrency requirements.

Utilities Policy 4.1: Development should carry a proportionate share of the cost for extending and increasing the capacity of needed public utilities.

Utilities Policy 4.2: The cost of on-site utility improvements or site preparation for developments, will be the responsibility of the developer.

Utilities Policy 4.3: Provide a framework for public-private cost sharing for the extension of Rock Island utilities to support new and anticipated development in the Waterfront Sub-Area.



ECONOMIC DEVELOPMENT ELEMENT

INTRODUCTION

The City of Rock Island is poised for growth, as espoused by its 2026-46 UGA Expansion, and the City recognizes its duty to shape and mold that growth in a way that creates jobs and revenue without compromising the rural character and lifestyle of the community.

The overall purpose of the Economic Development Element is to identify useful strategies to stabilize and improve the local economy. The intention of the strategies is to assign responsibilities and establish a time frame in which each is to be implemented. Due to the current state of the global economy, time frames for implementation can only be general guidelines, rather than definite deadlines.

The City coordinates with the Chelan Douglas Regional Port Authority, the North Central Washington Economic Development District, and Douglas County's Economic Development Department related to regional economic development issues and projects as needed. The Port Authority has previously unofficially served as the principal economic development agency for Douglas County and operates off a 2020 Economic Development Strategic Plan - a 2026-2030 update is underway, the results of which will help influence the City's own efforts. Douglas County is currently in the process of creating an Economic Development Strategic Plan, the development of which the City will be following via the Douglas County Regional Council. In conjunction with these and other stakeholders, local leaders can create an environment that is conducive to positive, sustainable development.

The growth of a community is dependent on its ability to attract outside revenue streams. The sustainability of a community depends on its ability to achieve a balance in diversity, growth, and revenue. This Element is the result of an evaluation of the various components of the local economy and presents the City's vision for its future economy as well as a set of applicable goals and policies aimed at achieving that vision.

OPPORTUNITIES

The City is situated in a beautiful, natural area that provides multiple opportunities for outdoor recreation and relaxation. Five lakes, the Columbia River, and a private 18-hole golf course are just some of the assets that provide the nearby community and its visitors with opportunities for fishing, swimming, hiking, biking, rowing, golf, and any number of outdoor activities. Pairing those assets with infrastructure development is critical to orderly growth within the UGA. The City's next step in creating new economic opportunities for the community is the development of the Waterfront Sub-Area, which includes mixed-use residential, highway commercial, industrial, and innovation (envisioned as a mixture of commercial, hospitality, and industrial startups). The Sub-Area also includes utilization of the waterfront for passive recreational use and open space.



As these components take shape, the City plans to actively recruit commercial and industrial businesses, with a primary focus on the Waterfront Sub-Area and a

secondary focus on the core commercial area on Rock Island Drive. Quality of life, including immediately accessible recreational opportunities, is expected to draw companies, workforce, and new residents - the City envisions itself as a “play-work-live” community.

The City, in its role as service provider, recognizes that implementing an economic development strategy is vital to the future of the community. Generating new economic activity will increase employment opportunities, expand the tax base, increase disposable incomes, and provide additional tax revenues that allow the City to expand needed public services in parallel to growth. Increased development also has the potential to cause adverse impacts on the community and environment, such as traffic congestion, housing shortages, and additional demands on the water supply, sewer services, and social services. It is crucial for the City to develop economic strategies that facilitate improvement and maintenance of capital facilities and transportation systems, coordinate land use and housing policies with the economic development policies, and strive to attain a balance between growth and the small-town quality of life that Rock Island residents cherish.

CONSIDERATIONS & LIMITATIONS

Residents have limited access within the City to several basic goods and services, represented by the absence of a full-service grocery, pharmacy, health and dental care, hardware and home-improvement supplies, financial services, and other personal and household services. Many of these needs are met by traveling to larger commercial centers outside of the City’s limits. As the City grows in accordance with its 2026-46 UGA Expansion, it will be important for these services to take root, ideally within the Waterfront Sub-Area.

It should be noted that Douglas Public Utility District has currently imposed a moratorium upon the siting of medium- and large-sized data-center facilities. This is a direct result of the load such facilities have on electrical facilities as well as the time/cost to upgrade said facilities (efforts are currently underway to alleviate this

issue). Such information is important to note as the Waterfront Sub-Area Plan, developed in 2019, specifically indicates that such a use would be ideal for citing in the Sub-Area due to its proximity to the Columbia River as well as the amount of land available. This moratorium could apply to the City's Plan in a *de facto* capacity in that such facilities may not currently be built due to an insufficiency of available supply of electricity. Exploration of such future use may need to be postponed.

The Waterfront Sub-Area Plan is also constrained by the high cost of extending water/sewer utilities south of SR-28, the development of one or two roundabouts on SR-28, the development of one or two at- or below-grade railroad crossings, and the expense of brownfield redevelopment of the Sub-Area. With respect to this last point, the Sub-Area has been explicitly identified by WA Department of Ecology as a location where actual or suspected contamination, or the presence of hazardous substances, complicates redevelopment (aka brownfield). Coordination with both private and [regional] public agencies will, therefore, likely be required in order to effectuate success.

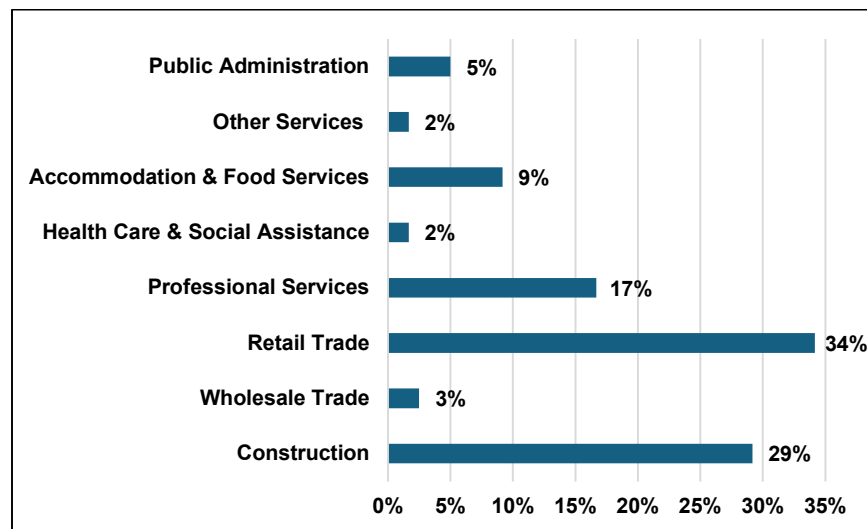
Presently, agricultural tourism is a particularly hot topic in the region and has benefited from renewed interest. In parallel with this, the State has also recently required that jurisdictions plan to accommodate housing for all levels of income (HB 1220). Combined, and for the purpose of discussing economic development, this equates to the topic of agricultural workforce housing (seasonal or otherwise). Agricultural workforce housing is often needed at extremely low- and very-low-income levels, particularly for seasonal and lower-wage agricultural workers. Given that this type of housing tends to be difficult to build due to profitability, and that the region as well as the City is required to produce this type of housing both for complying with the Growth Management Act as well as to meet community needs, alternative approaches to supporting this need will be required.

EMPLOYMENT REVIEW

Unlike other counties, Douglas County does not assign job growth allocations to its local municipalities. Additionally, while the Chelan Douglas Regional Port Authority has a 2020 Economic Development Plan in place and an update pending, it does not have localized data regarding Rock Island's labor force, only regional-level statistics. As a result, the City has turned to the US Census Bureau for Rock Island-specific data such as the recently released [Longitudinal Employer-Household Dynamics] Origin-Destination Employment Statistics (LODES) data from 2023.

This data, which is derived from employment and worker records from State agencies and combined with Federal administrative data, indicates that there are 120 jobs presently located within Rock Island city limits. These jobs are apportioned per **Figure 14.**

Figure 14. Employment in Rock Island



Source: 2023 LODES.

This data set further indicates several observations about individuals who work in the City. Employment within the City is largely comprised of Caucasians identifying as Hispanic/Latino. There is a very close ratio of males to females who possess a wide range of educational attainment and work primarily in construction, retail, and/or professional services. More than half of jobs in Rock Island pay \$3,333 per month or

less, indicating a predominantly lower-wage local employment base. These are reflected in the following series of **Figures 15-20**.

Figure 15. Employment - Gender

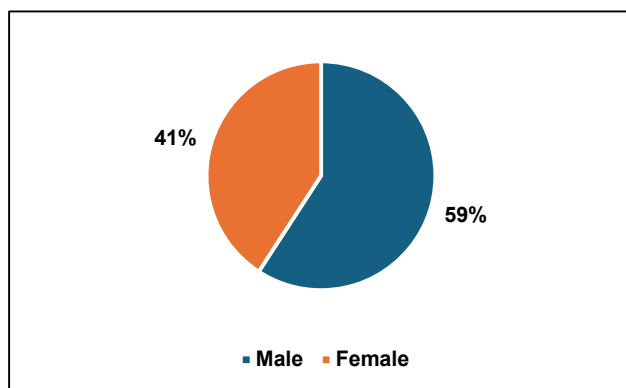


Figure 16. Employment - Education

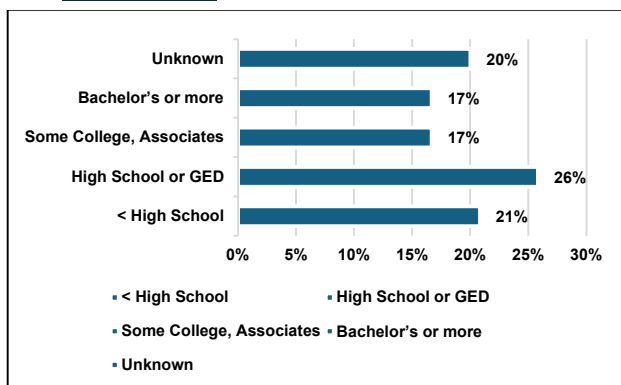


Figure 17. Employment - Hispanic/Latino

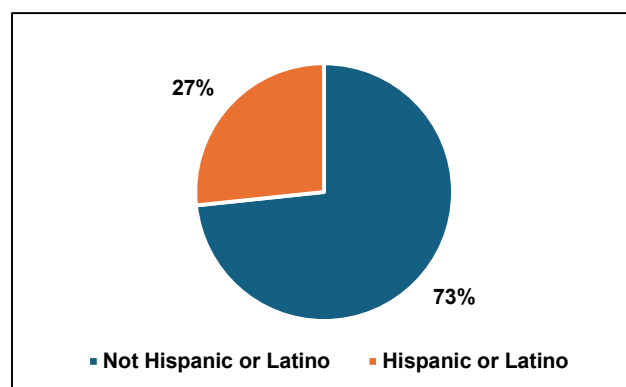


Figure 17. Employment - Income

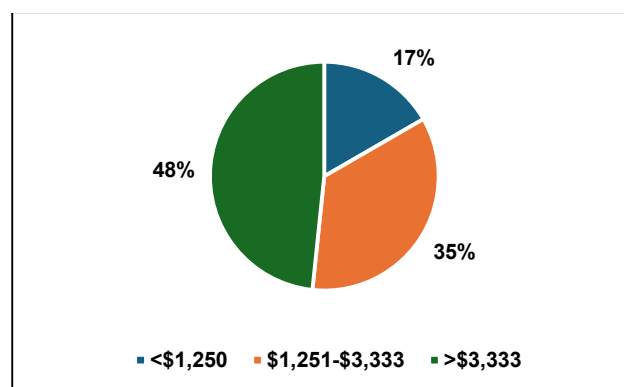


Figure 16. Employment - Demographics

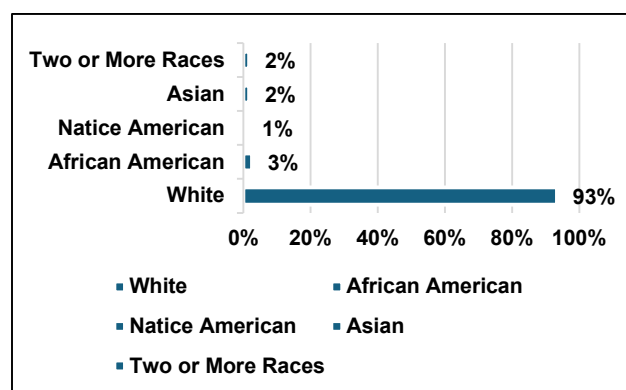
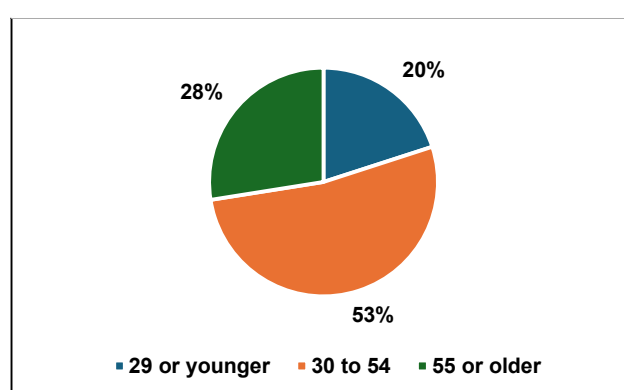


Figure 15. Employment - Age



The concentration of lower-paying employment suggests that Rock Island's existing economy may have limited capacity to provide the range of family-supporting wages necessary to support a strong live-work community, particularly for households with multiple dependents. Development of the Waterfront Sub-Area and re-development of the City's core downtown commercial area are, therefore, critical for the development of the City's local economy if it is to effectuate a vision as a live-work-play community.



GOALS, POLICIES, & IMPLEMENTATION STRATEGIES

Economic Development Goal 1: Present a thriving, active community by enhancing the aesthetic quality of the City.

Economic Development Policy 1.1: Support the creation of a gateway on SR-28 that is appealing to all users including motorists, cyclists, and pedestrians via a WSDOT partnership.

Economic Development Policy 1.2 Adopt and enforce landscaping, screening, buffering, and maintenance standards for the commercial, tourist commercial, and industrial districts.

Economic Development Policy 1.3: Identify vacant spaces with potential for community uses in the downtown area.

Economic Development Policy 1.4: Create a City-center feature to attract visitors.

Economic Development Goal 2: Increase the number of residents and visitors to the community.

Economic Development Policy 2.1: Update and implement the City's Parks, Recreation and Open Space Plan.

Economic Development Policy 2.2: Build trails, public restrooms, and basic infrastructure for recreational development.

Economic Development Policy 2.3: Implement streetscape projects in alignment with the City's "Complete Streets" program as feasible.

Economic Development Policy 2.4: Recruit hotel/motel, dining, and shopping venues.

Economic Development Policy 2.5: Develop new and enhance existing promotional events and community festivals.

Economic Development Policy 2.6: Actively participate in coordinated marketing opportunities for the region.

Economic Development Goal 3: Develop the business districts as pedestrian-friendly hubs.

Economic Development Policy 3.1: Develop clear and objective design standards for the business districts to retain and create walkable options, inclusive of sidewalks, setbacks, parking, driveways, and other features.

Economic Development Goal 4: Improve the business retention rate.

Economic Development Policy 4.1: Continue to develop coordinated promotional activities to market local businesses as a unit.

Economic Development Policy 4.2: Connect with small business assistance centers to provide hands-on support with startup businesses and those experiencing difficulties in today's market.

Economic Development Policy 4.3: Strive to assure that goods and services are available to meet the needs of the local residents.

Economic Development Policy 4.4: Encourage rehabilitation of existing farmland to serve the regional effort towards promoting agricultural tourism.

Economic Development Policy 4.5: Support and, where possible, incentivize the development of seasonal housing for agricultural workers.

Economic Development Goal 5: Develop an environment that attracts new businesses and industries that provide family-wage jobs, with year-round employment.

Economic Development Policy 5.1: Support the recruitment of industries, particularly those related to and/or compatible with recreation.

Economic Development Policy 5.2: Coordinate with local and regional economic development organizations in order to align the City's efforts in an effective and efficient manner as well as to avoid duplication of efforts and/or overfocus on other efforts.

Economic Development Policy 5.3: Maintain an adequate inventory of commercial and industrially zoned lands to accommodate new ventures at a scale that will meet the community's values and preferences.

Economic Development Policy 5.4: To the extent feasible, preserve the existing rail access as an asset that can encourage desirable development.

Economic Development Policy 5.5: Continue to improve customer service, especially in response to requests for information.

Economic Development Goal 6: Develop the Waterfront Sub-Area in a way that creates a significant land base for future employment and economic development.

Economic Development Policy 6.1: Encourage public-private partnerships to support infrastructure improvements and redevelopment of the Waterfront Sub-Area.

Economic Development Policy 6.2: Encourage opportunities in the Waterfront Sub-Area for increased employment with a focus on technology and light industrial uses.

Economic Development Policy 6.3: Future uses in the Waterfront Sub-Area that support education and workforce development opportunities should be prioritized.

Economic Development Policy 6.4: Support activities and uses that designate the Waterfront Sub-Area as a destination, including hotel, dining, shopping, arts and entertainment events, and public recreation.

Economic Development Policy 6.5: Support industrial uses in the Waterfront Sub-Area that can utilize rail access.

Economic Development Policy 6.6: Encourage remediation of historical environmental impacts in the Waterfront Sub-Area to support redevelopment.



PARKS, RECREATION & OPEN SPACE ELEMENT

INTRODUCTION

The City of Rock Island last adopted a Parks, Recreation, and Open Space (PROS) Plan in 2026 and is hereby incorporated by reference into this Comprehensive Plan. The information contained in the Parks, Recreation, & Open Space Element of this Comprehensive Plan is supplemental to the City's PROS Plan, which serves as the primary vision and plan for future parks and recreation development.

Rock Island and its surrounding area offer a variety of recreational opportunities for the citizens and traveling public. Access to lakes, the Columbia River, and the privately-operated Rock Island Golf Course, as well as cultural and geological amenities within proximity to the City, allows Rock Island to serve many types of recreational users in the region. Other opportunities such as hiking, cycling, skiing, and hunting are also available nearby. While some facilities, such as the golf course and certain trails, are currently in operation, other opportunities are still in need of further planning and development. Recreational use of the lakes, for instance, requires the City to address how it will balance fishing, boating, and swimming with protection of the ecology and natural beauty of the sites. Access to the Columbia River is largely underdeveloped and will require the City to implement its long-term vision and plan for public access. This element will discuss community vision, goals, and policies for the development of Rock Island's water access, as well as trails, parks, ballfields, and other public recreational facilities and open spaces.

OUTLOOK FOR PARKS, RECREATION, & OPEN SPACE

The community of Rock Island envisions a future that capitalizes on the natural environment with expanded recreational opportunities.

In planning for the future, the residents of Rock Island hope to create a friendly outdoor atmosphere to promote the City of Rock Island and the surrounding area as a destination area for tourists and recreational users. The residents of Rock Island wish to develop a number of amenities, including: 1) a trail system connecting the lakes and river to various destinations within town and each other; 2) bicycle connections to the regional trail system; 3) public swimming and fishing facilities, including bird watching stops; 4) additional parks and regulation-size ballfields/ soccer fields; 5) outdoor basketball and tennis courts; 6) and a multi-purpose sports complex. The community seeks to create a balance between active and passive recreational opportunities. In order to accomplish this, the City will expand or develop amenities that support passive recreation activities such as bird/wildlife viewing, preserve view corridors, and highlight other cultural opportunities.



The development and expansion of these recreational activities is expected to encourage private investment in commercial tourism. This added investment will improve and stabilize the local economy and contribute to meeting the need for goods and services of residents. This can be achieved by capitalizing on the available natural resources and beauty of the area to entice tourism and recreational activity.

Open space and recreational needs can be met in part by preserving areas that are not suitable for development due to physical limitations or other substantial public interest reasons. The transmission corridor for the Bonneville Power Association, Douglas County Public Utility District (PUD), and the Chelan County PUD power lines (see Recreation Opportunities Map at the end of this Element) are areas that are not suitable for development due to easement restrictions placed on the impacted properties by the utility purveyors. However, this property will be programmed as open space, play space, trails, and grassy areas for playfields that don't require infrastructure. Also, if an area is determined to be environmentally sensitive, intensive recreational use may not be compatible, while passive uses such as viewing platforms or interpretive sites can be educationally beneficial.

As residential development expands, sensitive areas may be subjected to further encroachment. By providing buffer areas between the two land uses, impacts to the sensitive areas may be minimized. The buffer area can also be used to the advantage of the development in that it can provide open space and/or low-intensity recreational opportunities for the surrounding residents and generally enhance the value and amenities of the development.

By carefully considering the design of development proposals, the community can be better served by designs that appear to be consistent and inter-connected (i.e. connecting parks/public use lands by pedestrian/bicycle trails, therefore supporting the City's intent to further promote a healthier and more active lifestyle). Development proposals will strive to achieve consistency with the goals of the Rock Island Comprehensive Plan and consider existing and potential surrounding land uses.

LEVEL OF SERVICE STANDARDS

The Parks, Recreation, and Open Space Levels of Service (LOS) standards used by the City to help identify needed facilities are shown in **Table 13**.

Table 12. Parks LOS Standards

Item	Existing Facilities	Needed Facilities
Recreational Trails	None	10 miles trails
Fishing Dock (ADA)	None	5
Public Restrooms (ADA)	None	5-6 restrooms
Regulation Soccer fields	None	4
Regulation Baseball fields	None	4
Boat Launches	2 informal	2-3
Boat Trailer Parking	No formal, but usable	20 spaces
Basketball Courts	One	2
Tennis Courts	None	2
Park Toys/Equipment	One	5

EXISTING FACILITIES INVENTORY

Existing recreation facilities and open space areas are listed in **Table 14** and are also shown in the adopted 2026 PROS Plan.

Table 13. Parks - Existing Facilities

Existing Park Facility/Resource	Amenities	Ownership
Schooler Park	2-acre city park adjacent to City Hall that includes swings, climbing toys, basketball hoops, and a large, non-regulation-sized ball field.	City
Rock Island Golf Course	18-hole public golf course, restrooms, and parking area.	City, Private
Pit Lake	Small pond in Rock Island; has a year-round open fishing season for catchable opportunities to catch Largemouth bass, Pumpkinseed, and Bluegill. Lake access for fishing with a small pocket park with seating.	City
Putter's Lake	Adjacent to golf course with two access sites, one of which is shared with Pit Lake on the northwest shoreline and another on the north shoreline. Both access sites (Pit and Putter's) have unimproved boat launches, a dirt parking area, garbage cans, and a portable toilet. WDFW stocks this lake.	City, Chelan PUD
Hammond Lake	Adjacent to golf course; waters are managed primarily for Bass and Bluegill. The shoreline is	City, Chelan PUD

	overgrown with Russian olives and dense cattails, so shore access is limited.	
Blue Heron Lake	No public access or amenities.	City
Big Bow Lake	Limited access for fishing by foot, garbage cans, and an unimproved nonmotorized boat launch with waters primarily managed as mixed species such as Trout, Bluegill, and Catfish.	Chelan PUD
Hideaway Lake	Limited, primitive foot access for fishing with waters primarily managed for Bass and Bluegill. There is an unimproved non-motorized boat launch and garbage cans	Chelan PUD
Columbia Lake	No public access or amenities.	Chelan PUD
Rock Island Elementary School	Play equipment, play fields, sport courts, gym, etc.	Eastmond School District

ASSESSMENT OF FACILITIES

The Washington State Recreation Conservation Office assists municipalities in planning for future parks and recreational facilities. One important aspect of evaluating future needs for parks, recreation and open space improvements include outreach to the community to solicit feedback on satisfaction with existing facilities and programs. Items identified as proposed facilities or improvements to existing facilities have come directly from public comments and surveys, or from visual identification of sub-standard or failing facilities. For example, residents often complain that the ball fields and soccer fields currently available are not regulation size and can therefore not host actual league or tournament-level games. These and other items are listed as areas that need to be addressed by the City and its partner agencies.

The nearest public water access to the Columbia River is Kirby Billingsley Hydro Park (owned and operated by the Chelan County Public Utility District), approximately seven miles west of the City of Rock Island. There are currently no safe bicycle/ pedestrian routes between the City and the park, which is located on the river side of US 28. The existing access to the lakes in the Rock Island area is informal and does not provide accessibility for the disabled. The City proposes to address ADA-accessible public water access either on the Columbia within City limits, at the lakes, or both.

PROPOSED FACILITIES & UPGRADES

The City of Rock Island has identified goals and objectives for parks, recreation, and open space to support healthy and active lifestyles, community recreation needs, access to natural areas and shoreline, and non-motorized connectivity. To that end, the community has identified a number of recreational needs as listed in **Table 15**.

- Unpaved, natural, recreational trail system around lakes and the golf course
- Trail connections to City sidewalk system
- Improved lake quality for fishing and recreation
- ADA-accessible fishing dock(s) and restrooms at fishing areas
- Additional public boat launches
- Regulation soccer and baseball fields
- Tennis and basketball courts
- Designated swimming area

Table 14. Parks - Proposed Facilities

TYPE	PROJECT	DESCRIPTION
Parks	Big Bow Lake	Big Bow Lake is managed by Chelan PUD and currently has limited improvements that provide access for fishing at the east end of the lake. Once City control is assured, improved access focused on fishing with a trail along the south shoreline for exercise and birdwatching, as well as a connection to the proposed Lake Loop Trail is desired. The site could also be improved with picnic tables/shelters.
Parks	Hideaway Lake	Hideaway Lake is also managed by Chelan PUD. This proposed park would provide improved access to the lake and picnic tables/shelters. The park would connect to the proposed Lake Loop Trail and a proposed Hideaway Lake Trail that circles the lake.
Parks	Pit Lake	Pit Lake has access for swimming and fishing along its eastern shoreline. Proposed improvements would provide access down from 1st Street SW and improvements to support water activities such as swimming, paddle boarding, kayaking, and fishing. Designated swimming beaches would limit conflict with those trying to fish, and swimming platforms or docks could be constructed to enhance access to the water. The proposed Lake Loop Trail would connect to this park.

Parks	Putter's Lake	Putter's Lake is one the larger lakes in Rock Island and fully within the existing City limits. This lake already has primitive access for fishing and non-motorized boating and has temporary restroom facilities. Improvements to the lake park would include ADA access, platforms for fishing and boating, permanent restrooms and developed parking and landscaping. The western shoreline, where much of the current access is, is adjacent to Pit Lake. Improvements for parking or restrooms at this location could serve both lakes. The proposed Lake Loop Trail would connect to this park.
Parks	Schooler Park	Schooler Park is in the center of Rock Island and is adjacent to City Hall and a City-owned and managed affordable housing area. The City is in the process of terminating leases for the area and making this property available for another City uses. The concept for expanding Schooler Park is predicated on these developments. The entire triangular block could serve as the town center, with City Hall eventually being relocated elsewhere. Parts of the property could be redeveloped for a community center. This project would complement efforts to redevelop Rock Island Drive with a corridor plan focused on commercial, retail, office space and on-street parking.
Parks	Powerline Park	This park is proposed for property that is part of the Hideaway Lake Estates housing development and is designated as open space as part of that project. Chelan PUD has a powerline easement over this property, and as such uses under the powerlines are limited. This project is envisioned as a public-private partnership with the Hideaway Lake Estates developer, Chelan PUD and the City of Rock Island. The property could be developed to provide sports fields and meet needs for stormwater detention for the subdivision while meeting the constraints of the powerline easement.
Parks	Peninsula Park	Peninsula Park would be a new park located on a large sand and gravel peninsula owned by Central Washington Gravel. The new park would be located within Putter's Lake and would expand access to the lake by recreators. The park could include non-motorized watercraft launches, a fishing pier, enhanced shorelines/beaches, landscaping, and picnic tables. This park further supports the City's goals to provide enhanced opportunities for non-motorized watercrafts.

Trails	Big Bow Lake Trail	The Big Bow Lake Trail is envisioned as a relatively short trail (approximately 2,800 feet) along the south shore of Big Bow Lake and connecting to the Big Bow Lake Park and lake access. This trail would also connect to the Lake Loop Trail, providing access throughout Rock Island via a trail system.
Trails	Hideaway Lake Trail	The Hideaway Lake Trail would connect to the Lake Loop Trail and Hideaway Lake Park (lake access). This trail, in conjunction with the Lake Loop Trail along the south shore of Hideaway Lake, would provide a 6,000-ft. path encircling the lake and climbing the hill north of the lake. This trail will provide exercise benefits, but also allow for spectacular views over Rock Island to the Columbia River, as well as wildlife viewing.
Trails	Lake Loop Trail	With so many small lakes ringing the community, connecting these recreational amenities with a trail network is a very attractive project. The Lake Loop Trail would provide pedestrian and bicycle access through much of the City, with a focus on connections to each of the small lakes. This trail would also provide for off-street travel along key routes where construction of a typical curb, gutter and sidewalk would be an expensive proposition.
Trails	School Trail	The School Trail will provide an off-street walking and biking route for school children to reach Rock Island Elementary School. As proposed, this trail would have segments both north and south of Rock Island Drive, allowing children from existing and future residential developments to reach the school without traveling on Rock Island's busiest street. This trail would also connect to the sports fields at Powerline Park, Schooler Park and the city center, and the Lake Loop Trail.
Other	Rock Island Golf Course	The Rock Island Golf Course, of which a portion of the land is owned by the City of Rock Island, provides a significant recreational amenity for the region, not just the residents of the City of Rock Island. Situated along Hammond Lake and Putter's Lake, this is another element of the Parks Plan that can be connected via the Lake Loop Trail to other parts of the City.
Other	Community Center	One of the needs identified by residents of Rock Island as part of this planning process was a community center to host events, allow for meetings and classes, indoor activities and indoor exercise. A community center can be developed as a stand-alone project on some as-yet identified property, or it could be co-located with City Hall at or near Schooler Park in the City center.

LONG-TERM MAINTENANCE & OPERATION OF FACILITIES

City Public Works staff currently maintain the City Park (Schooler Park) and all other City-owned open space areas. The golf course is leased by a private company that provides maintenance as part of the agreement (half of the golf course is privately owned and half is owned by the City). School facilities are currently maintained by Eastmont School District maintenance staff. Chelan County PUD maintains all PUD-owned lands. It is expected that these entities will all continue to provide maintenance and operation staff for their existing facilities.

Additional facilities would certainly require more staff time for upkeep and some funding for equipment and supplies. Future partnerships could require Memorandums of Agreement specifying with other agencies and stakeholders which partnership would be lay forward responsibilities for maintenance and operation, insurance and liability matters, and what the process would be for future upgrades or improvements to the facilities. Examples from other cities include city staff maintaining PUD properties for an annual fee, private sports clubs maintaining city property by user agreement, and cities and schools sharing costs for shared facilities (one entity covers insurance and one covers upkeep costs). Any of these scenarios, or some kind of variation could work in the City of Rock Island and will continue to be discussed as the planning and design processes go forward.



GOALS, POLICIES, & IMPLEMENTATION STRATEGIES

It is the City of Rock Island's goal to achieve quality recreational facilities while keeping costs down. One way to accomplish this is to keep the facilities simple, by maintaining the natural environment as much as possible. The following goals, policies, and objectives provide the citizens of Rock Island with the tools necessary to implement a recreational network that will enhance the natural beauty of the area.

Parks Goal 1: Preserve, maintain, and enhance the natural beauty of the area by providing sufficient quantities of parks, open spaces, natural spaces, and recreational facilities equitably distributed in a way that aligns with the tenets of environmental justice.

Parks Policy 1.1: Encourage grass-roots citizen organizations/committees to become actively involved in encouraging, promoting, and providing for recreational opportunities in the area.

Parks Policy 1.2: Assure all recreation facilities have basic infrastructure including parking and ADA-accessible restroom facilities.

Parks Implementation Strategy 1.2.1: Develop water recreation facilities such as City-owned/operated beaches and swimming areas, boat launches, and fishing areas.

Parks Implementation Strategy 1.2.2: Continue to develop trail systems by utilizing existing grant funding to plan and develop trails around ponds as well as planning and developing locations for interconnected trail system extensions.

Parks Implementation Strategy 1.2.3: Develop and continue to hold events to promote the area such as the Kids' Fishing Day, R/C boat races, bird-viewing events, and farmers' market events.

Parks Implementation Strategy 1.2.4: Develop park amenities such as a skate park, a bicycle pump track, a volleyball court, and permanent (plumbed) bathrooms that are ADA-accessible as well install maintain new/existing tables, picnic shelters, and playground equipment.

Parks Implementation Strategy 1.2.5: Develop sports facilities are built to tournament quality and regulation standards, inclusive of baseball/softball fields, basketball courts, soccer fields, and/or football fields.

Parks Goal 2: Ensure all recreation facilities are accessible to all age groups, income levels, and needs.

Parks Policy 2.1: Assure ADA access standards are met, especially regarding access to lakes.

Parks Policy 2.2: Enhance site access to recreation facilities by linking walkways, bikeways, equestrian trails, and parking areas to adjoining land uses and to transit systems where feasible and by keeping in mind the City's policy regarding Complete Streets.

Parks Policy 2.3: Assure accessibility issues are addressed at the planning and design stage of facility development.

Parks Goal 3: Support designation of environmentally sensitive areas to be retained as open space and consider impacts to the environment and the overall quality of life in the Rock Island area as new facilities are implemented.

Parks Policy 3.1: Design recreational facilities so as to avoid or minimize adverse effect on unique cultural or critical areas, inclusive of Tribal interests.

Parks Policy 3.2: Design facilities with appropriate amenities.

Parks Policy 3.3: Encourage low-maintenance designs for parks and recreational facilities.

Parks Policy 3.4: Allow for the long-term acquisition, dedication, and management of open space as well as passive and active recreational uses.

Parks Policy 3.5: Recognize activities such as boating, fishing, and other similar activities as viable recreational uses where feasible.



(Conceptual drawing of Powerline Park.)

NATURAL ENVIRONMENT & CLIMATE ELEMENT

INTRODUCTION

The Natural Environment and Climate Element has been developed in accordance with the Growth Management Act (GMA) to address current and future challenges related to climate change and the protection of the natural environment within and surrounding Rock Island. The goals and policies contained within this Element and supporting narrative content were designed to increase understanding of and resilience to climate change and protection of the natural environment.

This Element identifies goals, policies, and strategies that will guide how the City plans for climate related actions in the future, as well as protection of critical areas, water quality, and enhancement of the environment. Primary climate hazards were identified during the process of creating this element. These hazards and actions taken based on them will be discussed further in this Element.

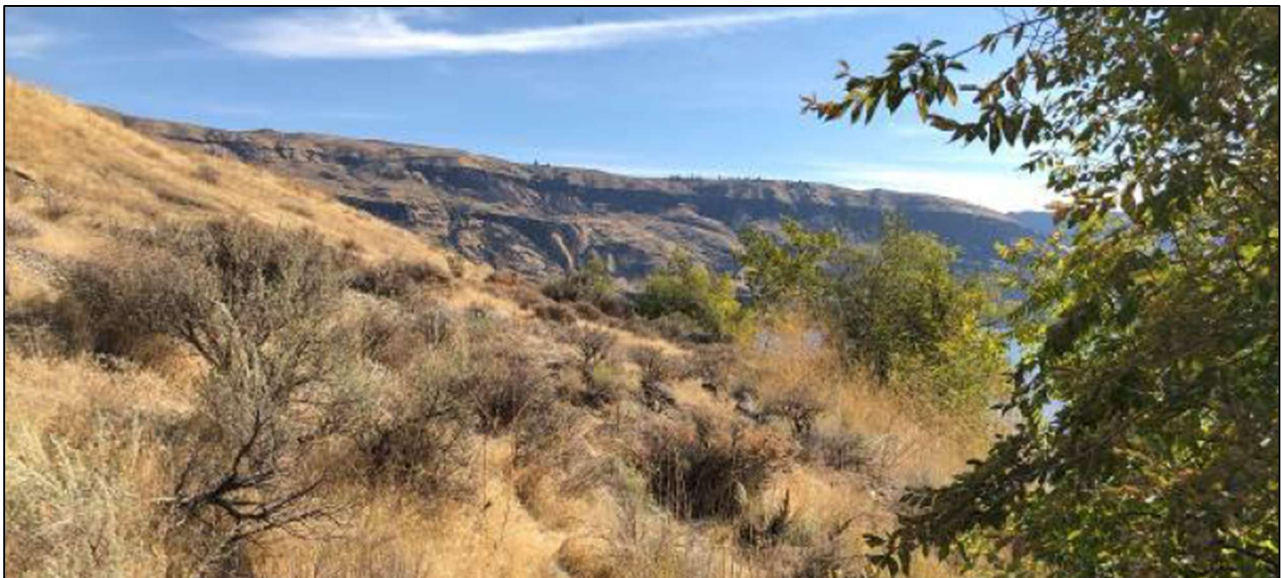
REGIONAL CLIMATE PLANNING

Due to House Bill 1181, which requires all planning jurisdictions in Washington State to plan for climate impacts and resiliency, there are many regional climate planning efforts that impact and support the City of Rock Island. Climate impacts are not limited by jurisdictional boundaries, making coordination and collaboration important for ensuring everyone's resilience. Douglas County is updating its Hazard Mitigation Plan as part of its climate planning effort, in place of creating a climate element in their comprehensive plan. Rock Island will ensure that its climate and resiliency planning is consistent with Douglas County's efforts and is collaborative with neighboring jurisdictions.

ENVIRONMENTAL PROFILE OF ROCK ISLAND

Rock Island is located in the foothills of the Cascades along the Columbia River. The river and mountains play an important role in shaping the natural environment around the city. Steep hills and oxbow lakes surround Rock Island, giving the city its distinct “teacup” lakes. The Columbia River runs along the south side of the city and a mix of flat agricultural lands and rolling hills make up most of the topography within city limits. The Cascade Mountains also create a backdrop for the City.

Key environmental factors that most impact Rock Island are the steep slopes that surround the city, the Columbia River and its oxbow lakes, and the semi-arid climate. The steep slopes and teacup lakes limit development and growth to the north, west, and east and the Columbia River limits development and growth to the south. The semi-arid climate leads to cold winters and hot, dry summer. The lack of rainfall in the summer and variable winter snowfall can lead to increased wildfire danger during the dry seasons. It is important that the City of Rock Island consider these environmental constraints and factors when making planning decisions.



INVENTORY OF NATURAL FEATURES

Vegetation & wildlife

Disturbance of ecological communities is a major cause of the decline in animal and plant species. It is important that efforts are taken to protect viable habitats as a way of sustaining native vegetation and wildlife. With continued human activity and development throughout the state, protecting critical habitats for wildlife and vegetation is more important than ever.

According to the Washington Department of Fish and Wildlife Priority Habitat and Species Mapping, the only priority habitat within city limits is for golden eagles. The priority habitat for golden eagles covers a large area of land which covers the entirety of Rock Island. The region is within the Pacific Flyway, which is a major north-south migration route for migratory birds that extends from Patagonia to Alaska. Hundreds of birds migrate seasonally along the route and travel through the Central Washington region. There are several priority habitat species in the Columbia River, which borders the city to the south. These species include chinook salmon, bull trout, rainbow trout, steelhead, sockeye salmon, and white sturgeon.

Rock Island does not have any priority habitat for any types of vegetation within its borders. The area that Rock Island is located is considered shrubsteppe. This is an arid ecosystem found in central and eastern Washington. It is a diverse ecosystem that provides habitat for many kinds of species. The City will work with the Department of Fish and Wildlife to help protect the ecosystem.

During public engagement efforts, the invasive species, Trees of Heaven, were brought up numerous times. Tree of Heaven, or *Ailanthus altissima*, are an invasive tree species that are widespread in the area. They have aggressive root systems and an offensive smell. A way for the City to help stop the spread of invasive plant species like trees of heaven is to plant native species.

Shorelines of the Columbia

The most notable shoreline within Rock Island is the shoreline of the Columbia River, which runs along the entirety of the south side of the city. The navigable portions of the Columbia River are considered an Essential Public Facility, adding to the importance of properly regulating the shorelines along the river. Large portions of the shoreline in the city are currently maintained and operated by Chelan County Public Utility District #1. Rock Island will work with Chelan County to continue to properly maintain this portion of shoreline. It is important for the City of Rock Island to properly regulate and manage the shoreline, as the Columbia River is important habitat for many different kinds of fish and contributes to the ecosystem of the area in a major way.

In 2019, Rock Island adopted a Waterfront Sub-Area Plan that lays out a long-term plan for the industrial area along the Columbia River. The eventual goal is to convert the area into a mixed-use residential, commercial, and light industrial area, while maintaining areas for walking trails and other recreation opportunities. The portion of the project area along the river would be used for open space and recreation. Additionally, the site of the old silicon factory is considered a brownfield, which the Sub-Area Plan seeks to remediate in the future. This would help to protect the ecological functions of the shoreline.



Wetlands

The only areas within Rock Island that are considered wetlands are the teacup lakes and their respective shorelines that surround the north, east, and west sides of the city and the Columbia River to the south. These are either considered lakes, riverine, or freshwater ponds. The City does not have any other types of wetlands within its boundaries.

Geologically Hazardous Areas

The primary geological hazards that Rock Island are susceptible to are landslides. Steep slopes surround much of the city and many of these slopes have some level of landslide threat. Land in the northeast part of the urban growth area are the areas most susceptible to landslides. The City of Rock Island will ensure that these geologically hazardous areas are planned for and regulated properly.

Critical Aquifer Recharge Areas

According to the Douglas County Geographical Information System (GIS) Map, there are no wellhead protection zones within the City of Rock Island. A wellhead protection area is an area where water is brought up to the surface from aquifers for use by residents. It is crucial that these areas are protected to prevent contamination of the underground aquifer. Should any wellhead protection areas be identified within city limits, Rock Island will ensure that it is properly regulated.

Frequently Flooded Areas

Most of the City of Rock Island is outside the 100-year floodplain but is within the 500-year floodplain, according to the Douglas County GIS Map. Some areas right along the Columbia River are considered high risk for flooding. Properties and buildings within high-risk flood areas can be damaged by floods. The City and Chelan Public Utility District are currently in talks to transfer ownership of properties within city limits and along the Columbia River from the district to Rock Island's ownership. Some of these parcels are within the floodplain. It is important that the City properly regulates these frequently flooded areas.

DEFINING RESILIENCE

The RCW 70A.65.010(16) defines climate resilience as follows:

“Climate resilience is the ongoing process of anticipating, preparing for, and adapting to changes in climate and minimizing negative impacts to our natural systems, infrastructure, and communities. For natural systems, increasing climate resilience involves restoring and increasing the health, function, and integrity of our ecosystems and improving their ability to absorb and recover from climate-affected disturbances. For communities, increasing climate resilience means enhancing their ability to understand, prevent, adapt, and recover from climate impacts to

BEST AVAILABLE SCIENCE

When regulating critical areas, Washington State requires that jurisdictions use “best available science.” Local jurisdictions are responsible for collecting and assessing available scientific information related to protecting critical areas. As scientific methods and understanding changes over time, jurisdictions must consider how these emerging sciences impact the protection of critical areas.

Best available science is used to best protect the functions of wetlands. The periodic update process serves as an opportunity to reassess best available science and make changes and update regulations as emerging scientific discoveries see fit. Best available science is officially defined as:

“[C]urrent scientific information used in the process to designate, protect, or restore critical areas, which is derived from a valid scientific process as defined by WAC 365-195-900 through 365-195-925. Examples of best available science are included in Citations of Recommended Sources of Best Available Science for Designating and Protecting Critical Areas published by the Washington State Department of Commerce.”

CLIMATE PLANNING IN RELATION TO OTHER PLANNING

Climate planning is an intersectional process that takes multiple other planning processes and practices into account. It is important that Rock Island considers how other regional and state planning processes can impact climate planning and support the City in best mitigating climate change. As seen in the Figure below, there are many different kinds of plans and sectors that interact with and influence climate planning. This section will explore each of the different categories seen in **Figure 21**:

Figure 18. Climate Planning



Critical areas & riparian management

Part of the Periodic Update process is to update the City's Critical Areas Ordinance (CAO). Rock Island will adopt Douglas County's Critical Areas Ordinance by reference to serve as the city's Critical Areas Ordinance. This will help ensure consistency countywide regarding critical areas planning and enforcement. Implementing climate planning practices into the CAO is an important part of this periodic update. A new requirement within the CAO is for jurisdictions to regulate riparian management

zones. Given Rock Island's proximity to the Columbia River, planning for and regulating riparian areas will be important for the city going forward. The City will work with Douglas County to ensure that these riparian management zones are properly regulated in the upcoming critical areas ordinance update.

Stormwater management

Stormwater management can take a wide variety of forms, ranging from constructing manmade wetlands to installing permeable pavement to the use of bioswales. Many possibilities exist for stormwater management that can help to alleviate stormwater impacts. Currently, Rock Island follows the 2024 Stormwater Management Manual for Eastern Washington to regulate stormwater.

Code enforcement

Code enforcement may not immediately seem related to climate planning efforts, but it can play a major role in the actual implementation of policies intended to support the environment and the people living in it. City policy and the municipal code dictates code enforcement. If the City chooses to enact climate planning through the municipal code, then code enforcement can be a useful tool for implementing climate policy.

Hazard mitigation

The City of Rock Island is currently part of the Douglas County Multi-Jurisdictional Hazard Mitigation Plan. This is a multijurisdictional plan that allows for collaboration and coordination in hazard mitigation efforts countywide. Most of the individual jurisdictions in Douglas County are annexed into the plan, allowing for easier coordination for hazard mitigation. The Hazard Mitigation Plan was last updated in 2022 and is currently being updated by Douglas County to incorporate climate planning as part of its periodic update process.

Emergency planning

Emergency planning aims to prevent emergencies from occurring when possible, and when emergencies do occur, it aims to reduce, control, or mitigate the effects of the emergency. This is a very important element of planning, as it seeks to reduce harm and damage to both the built environment and to people. Working with Douglas County, Wenatchee Valley Regional Fire District, and other associated agencies and organizations will be important for establishing emergency planning in Rock Island.

Wildfire mitigation

Wildfire mitigation can be achieved in several ways. City-wide mitigation and individual property owner efforts are both important for ensuring that the city and its residents are prepared to handle wildfires. Individual property owners can landscape their property and modify their homes and other structures to make them less susceptible to wildfires. The City can provide information and resources to residents and can work with agencies and organizations to help support wildfire resilience and mitigation efforts.

Washington State Department of Natural Resources is currently undertaking an effort to create statewide wildfire risk and hazards maps. These maps will be available later in the year and will provide jurisdictions with guidance on how to regulate areas with higher wildfire risk and hazard ratings.

Air quality is an issue that is linked to wildfires. Wildfires as far off as California or British Columbia can impact the air quality in Rock Island. During fire season, roughly from early July to October, there is a possibility of debilitatingly poor air quality. When air quality reaches dangerous levels, it is important for residents to protect themselves and take any necessary precautions. Members of at-risk and historically marginalized communities can often be most impacted by poor air quality. It is important that the City take action to ensure that these groups are not inequitably impacted when air quality is at its worst. Air quality monitors can be installed in the city to help residents get up-to-date information on local air quality. They can help

the City to ensure that residents are aware of when the air quality is going to be particularly poor.

Shorelines

As noted in WAC 173-26-191(1)(e), RCW 90.58.340 requires that policies for lands adjacent to shorelines be consistent with the Shoreline Management Act, implementing rules, and the applicable master program. The Shoreline Management Act performs as the fourteenth goal of the Growth Management Act. Policies of the Shoreline Management Plan and the Comprehensive Plan must reflect this growth management planning. The Columbia River shoreline is the singular shoreline in Rock Island.

The City of Rock Island is a part of the Douglas County Regional Shoreline Master Program. The cities of East Wenatchee, Rock Island, and Bridgeport are all part of the multijurisdictional plan, which is coordinated through Douglas County. The Shoreline Master Program was last updated in 2021 and is used to regulate shorelines within Rock Island and the other jurisdictions mentioned above.

The Washington Department of Ecology requires municipalities to update their Shoreline Master Program every eight years. The program was developed in accordance with the Shoreline Management Act and Shoreline Master Program Guidelines outlined by Washington State.

State Environmental Policy Act

The State Environmental Policy Act (SEPA) is a process that identifies and analyzes environmental impacts associated with governmental decisions. These decisions can range from issuing permits for private development projects to the construction of public facilities to adoption of regulations, policies, and plans. This Comprehensive Plan and any subsequent updates will go through a SEPA approval process, as well as any regulations or ordinances that result from the periodic update.

The SEPA review process helps jurisdictions to understand how a proposal will impact the environment. Both procedural projects, such as a Comprehensive Plan update, and physical projects, such as development, must go through a SEPA review process. SEPA can be used to modify or deny proposals that will negatively impact the environment. Washington Department of Ecology offers technical assistance to applicants and jurisdictions as they go through a SEPA review process.



CLIMATE RESILIENCY SUB-ELEMENT

CITY CLIMATE ASSETS

Creating an inventory of Rock Island’s assets is an important part of the climate planning process. It allows specific plans to be created that protect the assets that are most important or at risk. The Washington State Department of Commerce (Commerce) provided guidance to assist jurisdictions with the asset and hazard identification process. Commerce provided eleven overarching categories that assets could come from, with the intent that jurisdictions identify at least one asset within each category. The categories are listed in **Figure 22**.

Figure 19. Climate Assets



A total of 24 assets were identified as priorities for Rock Island to protect. At least one asset was identified in each of Commerce’s categories. **Table 16** shows each of the identified assets, along with the category they fit into.

Table 15. Community Assets

ASSET	COMMERCE CATEGORY
Farmland/Pasturelands	Agriculture and Food Systems
Switchyard Facility	Buildings and Energy
Municipal Buildings	
Rock Island Community Church	Cultural Resources and Practices
Elementary School	
Potential Archaeological Sites	
Businesses in the City	Economic Development
Industrial Area	
Columbia River	Ecosystems
Teacup Lakes	
Wenatchee Valley RFD Station	Emergency Management
City Hall (Sheriff Office Substation)	
Community Health	Health and Wellbeing
Cost of Living	
Roadways	Transportation
Bus Lines Running through City	
Sewer Systems	Waste Management
Recycling Center	
City Water System	Water Resources
Wellheads	
Residential Buildings	Zoning and Development
RV Park	

CLIMATE HAZARDS

An important part of planning for climate change is to identify climate related hazards that would most impact Rock Island going forward. Commerce provided tools to help to better understand which parts of the state would be impacted by which hazards. The City identified which hazards will be most impactful. A mapping tool was used to identify which climate hazards would impact Douglas County the most, and then other resources were used to narrow down the analysis to Rock Island specifically. The three identified hazards that would most impact Rock Island are reduced snowpack, extreme heat, and wildfires.

Reduced snowpack. Reduced snowpack is a relatively new challenge that the City will face. Reduced winter snowpack in the mountains near Rock Island will have a number of impacts to the community, surrounding region, and the agricultural industry in

Douglas and Chelan Counties (impacts to earnings). It will increase streamflow in the winter months, as more precipitation will be falling as rain as opposed to snow. It will also decrease streamflow during the summer months, as there is less water stored in melting snow later into the year. This will impact agriculture in the area by leaving less water during summer months for watering crops. It will also impact the ecology of the Columbia River by changing streamflow patterns and peak streamflow season.

Extreme heat. Extreme heat is also a relatively new challenge that the City of Rock Island faces. Changing weather patterns means that summers will tend to be hotter in Rock Island. The main change seen in the city that will lead to extreme heat is an increase in 90-degree Fahrenheit max humidex days. 90-degree Fahrenheit Max Humidex days are the number of days that feel over 90 degrees. They can cause heat stroke, damage to roadways and other infrastructure. It will also impact lower-income and at-risk communities by increasing cost of living and negatively impacting health, which is an issue of environmental justice.

Wildfire. Wildfire has impacted much of central and eastern Washington and will continue to play a large role in the region in the future. According to the University of Washington Climate Mapping Tool, there is expected to be more high danger wildfire days in Rock Island. This will impact several sectors in the City, including health and wellbeing, buildings, transportation, and economic development. Poor air quality will be a frequent challenge in Rock Island, increasing the cost of living and inequitably impacting at-risk members of the community.

RISK ASSESSMENT

Sensitivity

The first step of the vulnerability and risk assessment was to analyze and determine each asset's sensitivity to the identified climate hazards. To assess the sensitivity of each asset, a set of rules were established to ensure that sensitivity was consistently measured for each of the assets. The leading question for each of the assets was:

“To what degree does this hazard affect this asset?”

Assets were then grouped into three different categories: physical assets, social assets, and environmental assets. Each category has its own set of criteria for measuring sensitivity. Physical assets accounted for building materials of the asset and the general susceptibility to damage the asset was to damage from the hazard. Social assets considered stress caused to residents and the community and financial burden from the hazard. Environmental assets looked at the disruption caused by the hazard. For each asset, a rating of low, medium, or high sensitivity was assigned based on the criteria outlined above.

ADAPTIVE CAPACITY

The next step of the vulnerability and risk assessment was to analyze each asset’s adaptive capacity to their paired climate hazards. For this step, the leading question for each asset was:

“What is the ability of this asset to adjust to the hazard, take advantage of new opportunities, or cope with change?”

Similar to the sensitivity analysis, each asset was given as rating of low, medium, or high adaptive capacity to the hazard. Things such as available funding, ability to retrofit or renovate, and preventative measures were taken into consideration for each asset. The assets were given a rating based on their ability to adapt to the climate hazard which impacted Step 3 of the assessment. The results of the analysis can be seen in **Table 17**.

Table 16. Sensitivity, Adaptive Capacity, & Vulnerability Ratings

ASSET-HAZARD PAIR	SENSITIVITY	ADAPTIVE CAPACITY	VULNERABILITY
Farmland/Pasturelands - Extreme Heat	High	Medium	High
Farmland/Pasturelands - Reduced Snowpack	Medium	High	Low
Farmland/Pasturelands - Wildfires	High	Low	High
Switchyard Facility - Extreme Heat	Medium	High	Low
Municipal Buildings - Wildfires	Medium	High	Low
Rock Island Community Church - Wildfires	High	High	Medium
Elementary School - Wildfires	Medium	Medium	Medium
Potential Archeological Sites - Wildfires	Medium	Low	Medium
Businesses in the City - Extreme Heat	Low	High	Low
Businesses in the City - Wildfires	Medium	Medium	Medium
Industrial Area - Extreme Heat	High	Medium	High
Industrial Area - Wildfires	Medium	Medium	Medium
Columbia River - Extreme Heat	High	Low	High
Columbia River - Reduced Snowpack	Medium	Low	Medium
Teacup Lakes - Extreme Heat	High	Low	High
Wenatchee Valley RFD Station - Wildfires	Low	High	Low
City Hall (Douglas County Sheriff Substation) - Wildfires	Medium	High	Low
Community Health - Extreme Heat	Medium	Medium	Medium
Community Health - Wildfires	High	Medium	High
Cost of Living - Extreme Heat	Medium	Medium	Medium
Cost of Living - Wildfires	High	Medium	High
Roadways - Extreme Heat	Medium	High	Low
Bus Lines - Wildfires	Low	High	Low

Characterizing vulnerability

Characterizing vulnerability for each asset involved taking the results of the previous steps to help determine which hazard-asset pairs will be flagged for further analysis. To characterize vulnerability, the scores from the previous two steps were aggregated to produce a vulnerability score. This was done by looking at how the adaptive capacity impacted sensitivity and producing a final score. If an asset had high sensitivity to a hazard but had high adaptive capacity, it was given a medium vulnerability score as the two previous scores cancelled each other out. If an asset

had high sensitivity and low adaptive capacity, the scores complement each other and give a high vulnerability score. The sensitivity score was always deferred to for determining vulnerability. For example, if an asset had high sensitivity and medium adaptive capacity, it is considered to have high vulnerability. All the vulnerability scores were noted to help determine which hazard-asset pairs to further analyze in Step 4.

Characterizing risk

The first step for characterizing risk was to narrow down which hazard-asset pairs to conduct a more in-depth analysis on. All hazard-asset pairs that were identified to have medium or high vulnerability in Step 3 were analyzed further in this step. All of the hazard-asset pairs with low vulnerability were not analyzed further.

Hazard-asset pairs involving extreme heat used sensitivity to extreme heat as a measure to determine probability. If an asset has high sensitivity to extreme heat, the probability of damage from extreme heat was considered high as well.

For hazard-asset pairs involving reduced snowpack, the adaptive capacity was used to determine the probability of harm or negative impact to the asset. For example, if an asset had a low adaptive capacity to reduced snowpack, then the probability of damage or impact was determined to be high for that asset.

For hazard-asset pairs involving wildfires, the vulnerability score from Step 3 was used to determine probability. If an asset has high vulnerability to wildfires, the probability of damage from wildfires is high as well. This logic was also used for assets with low and medium vulnerability to wildfires.

Magnitude was calculated using an aggregate score of three indicators: criticality, redundancy, and expected annual loss. Criticality was deemed either high or low based on whether the asset is on the FEMA Community Lifelines list. Redundancy was determined based on whether an asset has system redundancy in the event of loss.

The annual expected loss was calculated using the FEMA National Risk Index, which calculated annual expected loss in Rock Island's census tract as relatively high. The score of each of the three indicators was aggregated to determine magnitude of loss.

The final action of Step 4 was to combine the probability and magnitude scores into the Risk Characterization Matrix to determine the risk the hazard poses to the asset. This matrix gave each hazard-asset pair a final risk score. **Table 18** shows the final results for risk assessment.

Table 17. Probability, Magnitude, & Risk Ratings

ASSET-HAZARD PAIR	PROBABILITY	MAGNITUDE	RISK
Farmland/Pasturelands - Extreme Heat	High	High	High
Farmland/Pasturelands - Wildfires	High	High	High
Rock Island Community Church - Wildfires	Medium	Low	Low
Elementary School - Wildfires	Medium	Low	Low
Potential Archeological Sites - Wildfires	Medium	Medium	Medium
Businesses in the City - Wildfires	Medium	Low	Low
Industrial Area - Extreme Heat	High	High	High
Industrial Area - Wildfires	Medium	High	Medium
Columbia River - Extreme Heat	High	Medium	High
Columbia River - Reduced Snowpack	High	Medium	High
Teacup Lakes - Extreme Heat	High	Medium	High
Community Health - Extreme Heat	Medium	High	Medium
Community Health - Wildfires	High	High	High
Cost of Living - Extreme Heat	Medium	High	Medium
Cost of Living - Wildfires	High	High	High
Sewer System - Extreme Heat	Low	High	Medium
Wellheads - Reduced Snowpack	High	High	High
Residential Buildings - Extreme Heat	High	High	High
Residential Buildings - Wildfires	High	High	High
RV Park - Extreme Heat	High	High	High
RV Park - Wildfires	High	High	High

DECIDING ACTION

The final step of the vulnerability and risk assessment was to decide whether or not action should be taken to address each hazard-asset. The primary action taken will be to create a goal or policy in the new Climate Element to address the hazard-asset

pair. The decision to take action or accept the risk of the asset-hazard pair was determined based on the vulnerability and risk assessment. If an asset has medium or high vulnerability and risk to a specific hazard, it was determined that action should be taken. A complete list of the hazard-asset pairs that action should be taken on is listed in **Table 19**.

Table 18. Priority Hazard-Asset Pairs for Future Action

ASSET	HAZARD
Farmland/Pasturelands	Extreme Heat & Wildfires
Potential Archaeological Sites	Wildfires
Industrial Area	Extreme Heat & Wildfires
Columbia River	Extreme Heat & Flooding
Teacup Lakes	Extreme Heat
Community Health	Extreme Heat & Wildfires
Cost of Living	Extreme Heat & Wildfires
Sewer System	Extreme Heat
Wellheads	Extreme Heat
Residential Buildings	Extreme Heat & Wildfires
RV Park	Extreme Heat & Wildfires

GOALS, POLICIES, & IMPLEMENTATION STRATEGIES

Natural Environment & Climate Goal 1: Coordinate with other regional agencies and stakeholders to ensure that the local agricultural economy, including food and materials producers, distributors, and sellers, is resilient to the impacts of extreme weather and other natural hazards.

Natural Environment & Climate Policy 1.1: Expand local food security and the food-related economy to address climate impacts and increase access to healthy, affordable foods.

Natural Environment & Climate Policy 1.2: Coordinate with local, regional and state partners to promote sustainable water-storage and farming practices that help agricultural producers adapt to changing conditions and reduce production losses.

Natural Environment & Climate Policy 1.3: Support the local agricultural sector's efforts to adapt to changing climate conditions and take advantage of sustainable business opportunities.

Natural Environment & Climate Goal 2: Ensure that buildings are designed and built to reduce wildfire impacts and remain resilient to extreme heat and other hazards.

Natural Environment & Climate Policy 2.1: Develop or modify design standards to integrate exterior building features that reduce the impacts of heat.

Natural Environment & Climate Policy 2.2: Adopt fire-resilience standards for new and redeveloped sites in high-risk wildfire areas.

Natural Environment & Climate Goal 3: Support the protection and recovery of ecosystems to provide healthy habitat.

Natural Environment & Climate Policy 3.1: Implement actions identified in restoration and salmon recovery plans to improve the climate resilience of streams and watersheds.

Natural Environment & Climate Policy 3.2: Protect, enhance, and restore ecosystems in order to meet tribal treaty rights and conserve culturally important resources including foods, medicinal plants, and materials that could be adversely impacted by climate change.

Natural Environment & Climate Goal 4: Support the protection of community health and well-being from the impacts of climate-exacerbated hazards and ensure that the most vulnerable residents do not bear disproportionate health impacts.

Natural Environment & Climate Policy 4.1: Prioritize at-risk community members for actions that mitigate wildfire smoke such as pursuing funding to support retrofitting of households and distribution of masks and facial coverings.

Natural Environment & Climate Policy 4.2: Work with local emergency services to implement notification alerts within the community to reduce risk exposure to wildfire smoke and particulate matter.

Natural Environment & Climate Policy 4.3: Consider the implementation of a wildfire smoke resilience strategy in partnership with residents, emergency management officials, regional clean air agency officials, and other stakeholders.

Natural Environment & Climate Policy 4.4: Coordinate with regional agencies and stakeholders to develop and maintain a program to distribute cooling units and install heat pumps, prioritizing households with residents (e.g., low-income seniors) most vulnerable to extreme temperature events.

Natural Environment & Climate Goal 5: Establish land use patterns that increase the resilience of the built environment, ecosystems, and communities.

Natural Environment & Climate Policy 5.1: Review land use maps and identify opportunities or barriers to responding to rapid population growth or decline, rebuilding housing and services after disasters, and other extreme climate impact scenarios.

Natural Environment & Climate Policy 5.2: Manage water resources sustainably in the face of climate change through plant selection, landscape management, use of low-flow water fixtures, and wastewater reuse.

Natural Environment & Climate Policy 5.3: Identify and implement strategies for reducing residential development pressure in the wildland-urban interface to decrease wildfire risk and damage.

Natural Environment & Climate Policy 5.4: Identify and plan for climate impacts to valued community assets such as parks and recreation facilities, including relocation or replacement.

Natural Environment & Climate Goal 6: Coordinate with other regional agencies and stakeholders to preserve and protect natural open space, agricultural lands, and environmentally sensitive areas to ensure best management practices that minimize risk of wildfires.

Natural Environment & Climate Policy 6.1: Support the coordination with other regional agencies and stakeholders to ensure all residents of the region regardless of race, social, or economic status have a clean and healthy environment.

Natural Environment & Climate Policy 6.2: Coordinate with other regional agencies and stakeholders to identify, mitigate, and correct unavoidable negative impacts of

public actions that disproportionately affect those frontline communities impacted by existing and historical racial, social, environmental, and economic inequities, and who have limited resources or capacity to adapt to a changing environment.

Natural Environment & Climate Policy 6.3: Create and continue to update the City's Critical Areas Ordinance to meet current science and law and incorporate climate change considerations.

Natural Environment & Climate Policy 6.4: Cooperate with state, county, and federal programs to ensure protection of food producing lands including the use of agricultural districting, purchase of development rights, and transfer of development rights where appropriate.

Natural Environment & Climate Goal 7: Promote community-wide stewardship of the natural environment.

Natural Environment & Climate Policy 7.1: Collaborate with public and private agencies in the future for outreach efforts for the protection and preservation of Rock Island's natural environment.

Natural Environment & Climate Goal 8: Provide transportation facilities and services in a manner that protects and enhances the environment.

Natural Environment & Climate Policy 8.1: Transportation facilities and services should be sited, designed, and buffered to fit in harmoniously with their surroundings. When sited within or adjacent to residential areas, special attention should be given to minimizing noise, light, and glare impacts.

Natural Environment & Climate Policy 8.2: Support reasonable opportunities for transportation choices that reduce carbon output. This can include future considerations for ridesharing, public transit, and commute trip reduction programs as

well as other multi-modal options when/if Rock Island realizes a large enough employment



Source: WildfireNCW.com.

APPENDIX A - HOUSING NEEDS ASSESSMENT

Population Characteristics

Population Count and Forecast

The City of Rock Island has a current population of 1,815 people, according to the Office of Financial Management (OFM) and Douglas County. The OFM and Douglas County projected there to be a high level of population growth in Rock Island over the next 20 years, projecting a population of around 3,975 people in the city by 2046. This would be an increase of 2,160 residents over the 20-year period, representing over 119% growth. Population growth targets were allocated by Douglas County based on historic population trends and ability for cities and towns in the county to grow.

Based on the major amount of projected growth over the next 20 years, Rock Island has taken action to increase the residential capacity within the city. Capital facilities, such as wastewater and water utilities, are sufficient to accommodate the projected level of growth. However, there is not sufficient land capacity with the current zoning and within city limits to accommodate the projected growth. For this reason, the City of Rock Island has both changed its zoning layout, added more types of residential zones, and worked with Douglas County to increase the city's Urban Growth Area. In the Land Capacity Analysis section of this document, there will be a more in-depth description of these actions.

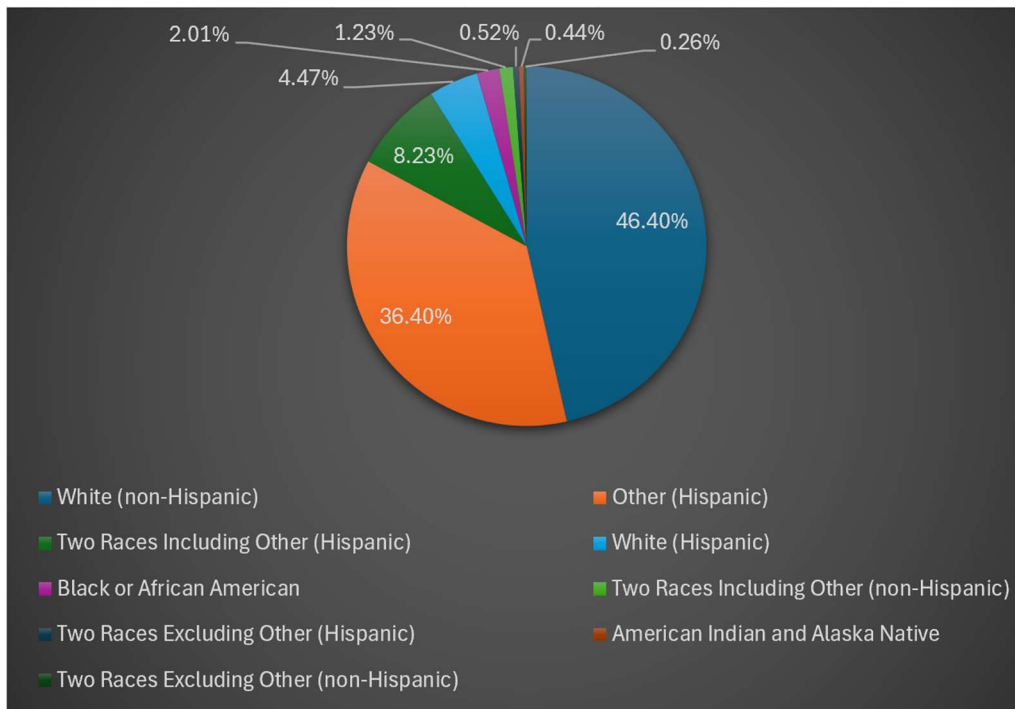
Population Diversity

The most common race in the City of Rock Island non-Hispanic white, with the 2023 American Community Survey (ACS) reporting 46.4 percent of residents as white. The next highest racial category is Hispanic, representing 36.4 percent of residents. People of two races (including Hispanic) make up 8.23 percent of residents in the city. The remaining 18.97 percent of residents are comprised of people with racial backgrounds of Asian, White

Hispanic, Black or African American, American Indian and Native Alaskan, and people of two or more races.

The percentage of white residents in Rock Island is lower than that of Douglas County, with roughly 59 percent of residents being white countrywide. The next highest racial categories in the county are Other (Hispanic), people of races (including Hispanic), and White Hispanic.

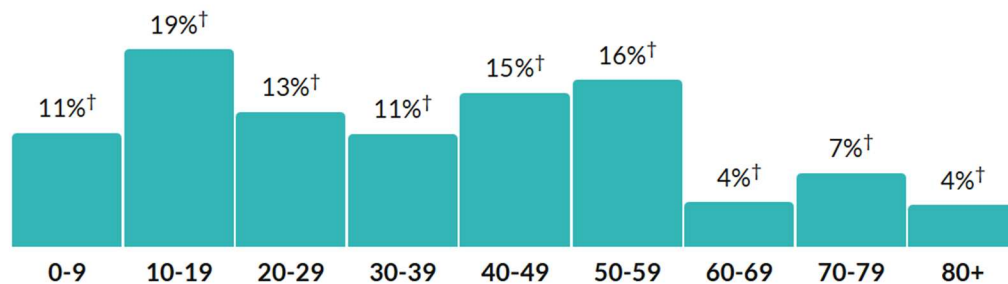
Figure HNA 1
Population Diversity in Rock Island



Population by Age Group

The median age in Rock Island is 36 years old, according to the American Community Survey (ACS) in 2023. This is slightly lower than the countywide average of 38 years old. The highest number of residents are in the age range between 10 and 19 years old, with the next most common age range being between 50 and 59 years old. This indicates that Rock Island is mainly comprised of families which represent a more youthful community.

Figure HNA-2
Population by Age Range in Rock Island



Housing Characteristics

Household Count

According to the 2023 ACS, there are 414 total housing units in Rock Island. Douglas County has allocated the City of Rock Island a growth target of 1,160 new housing units over the next 20 years, to a total of 1,599 housing units in the City. This is a high growth projection for the planning period and could require zoning reform to accommodate higher density housing types. The City is also engaged in discussion with Douglas County over Urban Growth Area expansion to help accommodate anticipated growth.

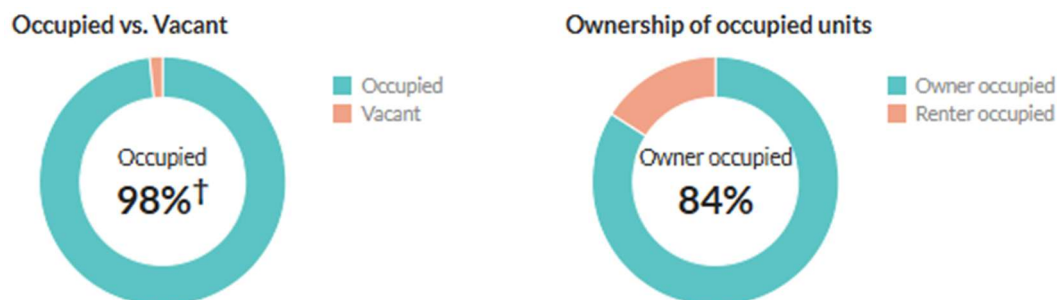
The most common age for homes in Rock Island is homes built between 1960 and 1979. The next most common age of households is homes built after 2010, reflecting that fact that many homes in Rock Island are new or recently built, with minimal renovations or safety concerns. According to the ACS, there have been no new homes built since 2020. The continued development of houses in Rock Island is important for ensuring the city can reach its growth targets in the future.

Household Tenure

Of the 414 housing units in Rock Island, 407 units (98 percent) are occupied, leaving 7 units (2 percent) vacant. This is a very high occupancy rate compared to both Douglas County and the rest of Washington State. Douglas County has an occupancy rate of around 89 percent and Washington State has a 92 percent occupancy rate. Having as high of an occupancy rate as Rock Island is a concern, as it does not allow existing residents to upsize or downsize the living situation within the city and makes it challenging for new residents to find housing. Increasing the supply of housing in Rock Island will be important in the future.

to increase the vacancy rate and number of units available to both existing and future residents.

Figure HNA-3
Household Tenure in Rock Island



Of the occupied units, 342 units (84 percent) are owner occupied. 65 units (16 percent) are renter-occupied. The occupancy rate by owners in Rock Island is much higher than both Douglas County (68% owner occupied) and the rest of Washington States' (63% owner occupied). Creating more rental housing units in the city will be important going forward to keep the city affordable to people of all income levels.

Household Types and Unit Count

According to the 2023 ACS, 64 percent of dwelling units in Rock Island are detached single-family houses. This is a slightly lower percentage than Douglas County, which has 70 percent dwelling units as detached single-family houses. The remaining dwelling units in Rock Island are predominantly mobile homes, making up 33 percent of dwelling units in the city. The remaining 3 percent are RVs.

Household Size

The city has an average household size of 2.8 people per household, according to the 2023 ACS. This is slightly higher than Douglas County and Washington State, which have average household sizes of 2.7 and 2.5 people per household respectively.

Household Income and Cost Burden

The Area Median Income (AMI) for Rock Island is \$55,114. AMI is used to measure and compare the wealth distribution of a region. AMI is the midpoint of a region's income

distribution, meaning that half of Rock Island residents make more than \$55,114 and half of residents make less. The AMI for Douglas County is \$80,374 meaning that Rock Island has a significantly lower AMI.

A more in-depth breakdown of annual income levels in Rock Island can be seen in Table 1 below. This shows the number of residents in five different income brackets that are used to help guide housing and land use policies.

Table HNA-1: Rock Island Population Distribution by Income Level		
Income Level	Income Range	Percentage of Population
Extremely Low (0-30% AMI)	\$0-\$16,534	4.2%
Very Low (31-50% AMI)	\$16,535-\$27,557	6.5%
Low (51-80% AMI)	\$27,558-\$44,091	31.2%
Moderate (81-95% AMI)	\$44,092-\$52,358	7.6%
High (96% or more AMI)	\$52,358 or more	52.5%

Special Housing Inventory

Subsidized and Public Housing Units

There are no subsidized housing units or public housing units in Rock Island. This is likely due primarily to the lack of services available in Rock Island. Public and subsidized housing requires close access to medical, mental health, and employment services, all of which are located outside of Rock Island. This makes it challenging for these housing types to be located within the city. However, East Wenatchee and Wenatchee are near Rock Island and have many of the necessary services needed for subsidized housing. Both have subsidized housing units currently. Due to this proximity to larger urban centers, it is possible that over the next 20 years, there will be subsidized housing units in Rock Island. The City must ensure that accommodation is provided to ensure that subsidized housing units are able to be built.

Group Home or Care Facilities

There are no group homes or care facilities in Rock Island. These facilities tend to be larger-scale and require access to a multitude of services, resulting in an incompatibility with Rock Island's smaller size. However, as the city grows and more services become available, it is likely that group homes and care facilities will be more attracted to Rock Island. The

City must ensure that these housing types are planned for in the future. There is currently Permanent Supportive and Transitional Housing units in East Wenatchee.

Gap Analysis

Quantity of Housing Units Available to Various Income Brackets

The various income level brackets in Rock Island can be broken down into these categories: extreme low, very low, low, moderate, and high income. Extremely low income is 0 to 30 percent Annual Median Income (AMI), or lower than \$16,534 annual income. Very low income is 31 to 50 percent AMI, or between \$16,535-\$27,557 annual income. Low income is 51 to 80 percent AMI, or between \$27,558-\$44,091 annual income. Moderate income is 81 to 95 percent AMI, or between \$44,092-\$52,358 annual income. High income is higher than 95 percent AMI, or \$52,358 or higher annual income. According to the 2023 American Community Survey, 4.2 percent of households fall into the extremely low-income category, 6.5 percent into very low income, 31.2 percent into low income, 7.6 percent into moderate income, and 52.5 percent into high income.

Table 2 shows the home values of owner-occupied housing units in Rock Island. In review of the various income brackets, there appears to be sufficient housing available for the extremely low- and very low-income brackets. More low-, moderate-, and high-income housing may be needed in the city to meet demand.

Table HNA-2: Owner Occupied Units Home Value	
Value	Number of Units
Less than \$100,000	57
\$100,000-\$199,999	49
\$200,000-\$299,999	122
\$300,000-\$399,999	48
\$400,000-\$499,999	50
\$500,000 or more	16
Total Units	342*

**This number represents the total number of housing units surveyed in the 2023 ACS Survey for home value in Rock Island, not the total number of housing units in Rock Island*

Projections for Future Housing Demand

According to housing allocations released in 2025 by Douglas County, there is projected to be 1,160 new housing units in Rock Island by 2046. This is consistent with the population

projections for 2,160 new residents in the city by 2046. It is important the City of Rock Island plans for and ensure that there is sufficient land to accommodate the large amount of projected housing and population growth.

Table 3 below shows the projected housing growth for each income level. Rock Island will ensure that zoning regulation and policies allow for development of lower-density affordable housing options.

Table HNA-3: Projected Housing Needs	
Income Level (% AMI)	Allocated Housing Need per unit
Emergency Housing	7*
0-30% PSH	0
0-30% non-PSH	193
>30-50%	186
>50-80%	226
>80-100%	111
>100-120%	67
>120%	377
Total	1,160

**Emergency Housing allocation does not count towards 1,160 total*

Land Capacity Analysis

Land Available to Meet Housing Unit Demand

In April of 2025, the Douglas County Regional Council approved Douglas County's Land Capacity Analysis (LCA), which included an analysis of potential residential lands for Rock Island and its Urban Growth Area (UGA). The City of Rock Island adopts Douglas County's LCA by reference and allows it to serve as their LCA for the 2026 periodic update.

An important part of the periodic update process now includes conducting an LCA, which is an analysis of all lands zoned for residential use to ensure that there is sufficient capacity in a jurisdiction to accommodate projected growth. In the process of conducting a countywide LCA, Douglas County also took on the LCA for Rock Island and its UGA.

Douglas County's Residential LCA included population projections, discussion of future housing demand in the County, a detailed summary of the LCA and its methodology, and discussion on housing supply in the County. Currently, Rock Island makes up 4.02% of the County's 45,150 population, with a total population of 1,815 people. In the period between

2014 and 2024, Rock Island and East Wenatchee were the two primary contributors to growth in Douglas County, with Rock Island growing by 656 people, or a 56.51% increase. For the 20-year planning period of 2026 to 2046, Douglas County has allocated Rock Island 15.6% of the County's 13,850-person growth. This equated to roughly 2,160 new people in Rock Island by 2046, or a total population of 3,975 people.

Rock Island was allocated a total of 1,160 new housing units for the 20-year planning period. With the additional 1,160 new housing units, there is projected to be a total of 1,599 housing units in the City. This would lead to roughly 2.48 people per household.

Housing supply was calculated using a variety of tools and resources. Washington Department of Commerce (Commerce) created a tool (Housing for All Planning Tool, or HAPT) which showed housing demand estimates from 2020 to 2046. Douglas County used this tool, as well as permitting data from the years 2021 to 2026, to show the supply rate of housing units in the various jurisdictions around the County. This methodology showed that the housing supply in Rock Island is not currently sufficient to meet the demand for the 20-year planning period. As a result, Rock Island may need to consider code changes such as zoning, densities, types of housing units allowed in the City, permitting processes, lot dimension allowances, and/or other factors to help increase the supply of housing units. Further discussions with City staff and elected officials will be needed.

Table HNA-4: Acreage and Housing Capacity in Residential Zones		
Zone	Total Acres after Deductions	Housing Capacity Estimate
R-L	41.7 acres	167
M-R	8.8 acres	70
Total	50.5 acres	237

The LCA conducted by Douglas County concluded that residential land capacity does not meet the need in Rock Island. The methodology for the LCA involved analyzing the parcels from zones that allow for residential development in the City. Parcels that were on steep slopes, in the floodplain, or owned by government or other public agencies were ruled out. Of the remaining land, 25% was deducted from the inventory to accommodate for market factors and after this another 35% of the remaining land was dedicated to account for public infrastructure and roads. The remaining land was divided into three categories: vacant land, re-developable land, and underutilized/underdeveloped land. Finally, the area of the land was multiplied by assumed residential density to derive the potential number of housing units that could be accommodated.

Table HNA-5: Projected Housing Needs and Capacity					
Income Level (% AMI)	Allocated Housing Need per Unit	Zone Category Serving Needs	Aggregated Housing Needs	Total Capacity	Capacity Deficit
0-30% PSH	0	Multifamily Density	379	0	-379
0-30% non-PSH	193				
>30-50%	186				
>50-80%	226	Medium Density	226	70	-156
>80-100%	111	Low Density	555	167	-388
>100-120%	67				
>120%	377				
Total	1,160		1,160	237	-923

Rock Island has two zones that allow for residential development. The Mixed Use Recreational (M-R) zone is the only one that allows for multifamily housing. If the current zoning layout is used in the future, the M-R zone would need to be able to accommodate all multifamily housing units. Another factor to consider in Rock Island and its UGA is Agriculture Resource Lands. Many of the properties zoned for residential use are currently being used for agriculture. Another discussion that needs to be had with Rock Island City staff is the level of protection they would like to see for Agriculture Resource Lands and how to balance the need for housing with the need for agriculture.

As seen in Table HNA-5, there is a major residential land deficit in Rock Island compared to allocated growth targets. Zoning reform is needed within the City, which would allow for a wider range of housing types at higher densities. This would help accommodate housing at multifamily and medium densities but would allow for more housing development at the low-density level. However, zoning changes alone are unlikely to allow the City to meet its housing targets. Expansion of Rock Island's UGA will be necessary to allow the City to realize its growth potential.

UGA Expansion and Rezoning

Based on the Land Capacity Analysis conducted by Douglas County, the City of Rock Island chose to pursue a two-headed approach to addressing the deficit in housing available land for housing. These were to work with Douglas County to expand the City's Urban Growth Area and to change residential zoning within the city. The UGA expansion was based on Rock Island's lack of land capacity to accommodate the projected level of growth. The extra land acquired in the expansion will support the city in reaching its growth targets.

Rezoning and modifying the City’s development regulations were implemented to support the provision of affordable housing for all income levels within Rock Island. These actions also allowed for greater densities within residential zones and add new residential and mixed-use zones in the city. Rock Island created a new medium density residential zone, increased housing density in the “Recreation Mixed Use” zone, added an inclusionary zone overlay, and more. Full details on the changes made to the UGA and development regulations can be found in the Housing Element of this plan.

As a result of the UGA expansion and rezone, Rock Island’s supply of housing has increased to sufficient levels. The following table shows the new LCA with the associated changes.

Table HNA-6: Housing Capacity after UGA Expansion/Rezone				
Income Level (% AMI)	Allocated Housing Need per Unit	LCA Supply	Revised Supply	Revised Surplus/Deficit
0-30% PSH	0	102	227	274
0-30% non-PSH	193			
>30-50%	186		353	
>50-80%	226		477	
>80-100%	111			
>100-120%	67			
>120%	377	194	461	84
Total	1,160	296	1,517	358

Adequate Provisions to Accommodate Affordable Housing

Another aspect of the Housing Element update and the creation of the Housing Needs Assessment is to conduct an adequate provisions analysis. This is performed by looking at the city’s projected housing needs for different types of housing and comparing them with historic housing production. The 2023 American Community Survey was used to source data.

Over the 20-year period representing 2000 to 2020, eighty (80) new housing units were built in Rock Island. This is a typical, if slightly lower than usual level of housing production for the city. The rate of housing production is roughly four new housing units per year in the city.

Table HNA-7: Adequate Provisions for Housing			
Zone Category	Aggregated Housing Needs	Annual Production Needed (units per year)	Historic Production (units per year)
Multifamily Density	379 units	19 units/ year	1.35 units/year
Medium Density	226 units	11 units/year	0 units/year
Low Density	555 units	28 units/year	2.65 units/year

Given the large growth targets for the next 20-year planning period, the housing production in Rock Island must increase dramatically for all levels of density. Multifamily and medium density housing units have historically not been built in Rock Island. Both zoning reform and incentives for higher density housing are needed to encourage development of more affordable housing in the city. Low density housing is the most common housing type in Rock Island, but it is also not being built at a high enough rate to meet housing demand. Full utilization of existing residential land in the city will be needed to meet housing demand over the next 20 years, as well as growth of the city's UGA.

APPENDIX B - COMMUNITY OUTREACH RESULTS

*Outreach Summary to be inserted following Community
Open House and Public Hearing actions*