



PLANNING COMMISSION

AGENDA

March 22, 2016

ROLL CALL: WASINGER _____ FREEMAN _____
PETERSON _____ PIERCE _____
WALKER-WYSE _____

Page 4

1. **Approval of Minutes – February 23, 2016**
2. **Public Comment** – Planning Commission will accept public comment for items not otherwise on the agenda for the first 15 minutes of the Planning Commission meeting.

3. **MARIN WOODS PLANNED RESIDENTIAL DEVELOPMENT (PRD) AND PRELIMINARY PLAT – Public Hearing**

The Planning Commission will conduct a public hearing to consider the PRD preliminary plat and submitted by Rick Duran with The Archinon Group, Inc. for a 43-lot single family residential subdivision on 10.6 acres titled Marin Woods, located at 1292 SW Swantown Avenue, parcel number R13204-459-4200. It will be necessary for the Planning Commission to forward a recommendation to the City Council.

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4. **TRANSPORTATION PLAN UPDATE – Public Meeting**

Staff and the consultant team will brief the Planning Commission on the financial analysis of the Transportation Plan. Included in this briefing will be existing and potential sources of project funding and system maintenance.

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5. **2016 COMPREHENSIVE PLAN UPDATE – Public Meeting**

Staff will brief the Commission on the progress of the 2016 Comprehensive Plan update. The major focus of this meeting will be the update to the Housing Element of the Comprehensive Plan.

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6. **WINDJAMMER PARK INTEGRATION PLAN – Public Meeting**

Staff will update the Commission on the Community Advisory Group's progress to date.

MINUTES

February 23, 2016

**Oak Harbor Planning Commission
Regular Meeting Minutes
February 23, 2016**

1. Roll Call

Present:

Greg Wasinger
Bruce Freeman
Jes Walker-Wyse
Cecil Pierce

Staff Present:

Steve Powers, Development Services
Director
Dennis Lefevre, Senior Planner
Cac Kamak, Senior Planner
Arnie Peterschmidt, Project Engineer

2. Approval of Minutes - January 26, 2016

Motion: Jes Walker-Wyse moved to approve the January 26, 2016 minutes as presented. Motion seconded by Bruce Freeman, majority approved.

VOTE: Motion majority approved 4 - 0

AYES: Greg Wasinger, Bruce Freeman, Jes Walker-Wyse, Cecil Pierce
NOES: None

3. Public Comment

Jamie Whiton was called to speak and spoke on behalf Waldron Construction and the George Marin Trust. Ms. Whiton spoke about the Marin family history and the Marin Woods project.

Jake Kempton was called to speak and noted that Boy Scout Troup 4065 was present to participate in the civic process.

4. TRANSPORTATION PLAN UPDATE – Public Meeting

Dennis Lefevre reported that staff and the transportation consultants have worked on a project list which was created through conducting a needs assessment of all modes of transportation and scoring criteria based on the goals presented at the January Planning Commission meeting. Based on this ranking, the “top tier” of projects from each priority network was identified. The “top tier” projects were presented at the February 3rd open house and the public was asked to prioritize the projects utilizing a “dot exercise”.

Arnold Peterschmidt reported on the results of February 3rd open house. Mr. Peterschmidt displayed a PowerPoint presentation (Attachment 1) which showed the results of the "dot exercise". The exercise helped show how the public ranked the projects. Staff also asked the public about what projects staff may have missed. There were about six or eight projects which

Planning Commission
February 23, 2016

were also run through ranking process and didn't score well. Mr. Peterschmidt also displayed a video clip which helped explained what a "road diet" means.

Planning Commission Questions and Comments

Commissioners questioned staff about how the public was invited to the open house, how lane reductions would be made to accommodate bike lanes. They pointed out that the lack of curbs and gutters and large drop-offs along some of our streets could be hazardous for bikers. There was a comment that bikers don't ride in bike lanes because of debris. They also asked about funds for the maintenance of bicycle lanes.

Mr. Lefevre reported that staff and the consultant team would be back to the Planning Commission in March with information about cost estimates and revenue sources.

5. SW 3rd Avenue - REZONING FROM R1, LOW DENSITY RESIDENTIAL TO R2, LIMITED MULTIFAMILY RESIDENTIAL - Public Hearing

Mr. Kamak reported that this zoning change is a follow-up to 2015 Comprehensive Plan land use map amendment and is a zoning changed from R1 to R2. Mr. Kamak displayed a PowerPoint presentation (Attachment 2) which identified the properties and the review criteria for the zoning change.

Mr. Wasinger opened the public hearing for public comment at 8:02 p.m. Seeing none the public hearing was closed at 8:03 p.m.

Motion: Cecil Pierce moved to forward a recommendation to City Council to approve the rezoning of the three properties on SW 3rd Avenue from R1 to R2. Motion seconded by Jes Walker-Wyse, unanimously approved.

6. 2016 COMPREHENSIVE PLAN UPDATE – Public Meeting

Cac Kamak displayed a PowerPoint (Attachment 3) which reviewed the draft land use element and draft housing element. Mr. Kamak also noted that Island County planners were present and would address growth allocations.

Mr. Kamak reported that the Land Use Element is a major rewrite. The major changes include generalized land use goals and policies, generalize land use map, new neighborhoods and a new challenges and opportunities section. Minor changes include changes to existing conditions, land use distribution and inventories. Mr. Kamak also reviewed land use inventory by land use category.

Mr. Kamak reported that the Housing Element is a minor update of data and refined policies but the established goals and original structure are maintained. Staff have looked at population growth, housing ownership, household size, densities by development and housing affordability based on a State study done on Counties. Mr. Kamak stated that a Housing Needs section would be added to the Housing Element. Mr. Kamak reported that we would need 1,629 new units to accommodate the population projections and based on the buildable lands analysis we have enough capacity to accommodate the housing needs. Mr. Kamak detailed how the buildable lands analysis was calculated.

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Planning Commission Question and Comments

Commissioners asked if the buildable lands analysis included infill and why infill properties weren't being utilized. They asked for comparable housing affordability numbers for Anacortes, Bellingham, Everett and Bremerton. They asked whether the infrastructure in place and water capacity would support the growth projections. They asked how the city promotes a diverse and affordable housing stock and if the incentives offered to promote affordable housing are being used.

There was additional discussion about inclusionary zoning and workforce housing.

Becky Frey, Island County Senior Long Range Planner was called to speak and gave an overview of what they were working on regarding the Buildable Land Analysis.

Commissioners asked how the job growth number was calculated. Nathan Howard, Island County Planner said that they used State statistics (doesn't include Navy) to arrive at the job growth number.

Becky Frey noted that the county is working on the definition of Urban Growth Areas (UGA) and whether to make any changes but there are no changes for Oak Harbor. They are proposing changes in zoning classification in the Joint Planning Areas (JPA) in Oak Harbor, the change is that the zoning classification will revert to county zoning until it is annexed into the city. Ms. Frey pointed out that the Countywide Planning Policies (CWPP) has a statement about rural to urban shift which means that we want the projected growth to happen in urban areas. The county is also looking at applying new Comprehensive Plan overlays in the JPA to designate certain areas as potential growth areas, leaving some areas undesignated and designating other areas as long term rural significance. This sets up the sequence for preference areas for expansion of the UGA in the future. Ms. Frey also announced that there will be a county public meeting on April 5th at Elks Lodge at 6:30 p.m.

Mr. Kamak stated that he would bring JPA maps to the next Planning Commission meeting.

7. WINDJAMMER PARK INTEGRATION PLAN – Public Meeting

Steve Powers displayed a PowerPoint presentation (Attachment 4) and reported that siting Clean Water Facility (CWF) in Windjammer Park presents a unique opportunity to develop long-term plan for Windjammer Park. The Windjammer Park Integration Plan (WPIP) will integrate existing and new park elements and build on past Park planning efforts and is a long term plan for Windjammer Park. This is a community driven design to form the Plan using public meetings, Community Advisory Group (CAG), Planning Commission, Park Board, Arts Commission and City Council. Mr. Powers displayed portions of presentations from CAG meetings 1 and 2 which included examples of similar waterfront parks, CAG priorities and Council priorities.

Mr. Powers reviewed WPIP schedule showing Council action in May. Planning Commission asked if there was money in the Clean Water Facility fund for park projects and whether private funding was a consideration. Mr. Powers said that there is funding but the projects have to be directly affected by the construction of the Clean Water Facility and private funding is a consideration. Commissioners also asked if handicap accessibility is being considered. Mr.

Planning Commission
February 23, 2016

Powers indicated that as concepts become more refined we are required to include handicap accessibility. Ms. Walker-Wyse stated that inclusive playground equipment was discussed as well as circulation within the site.

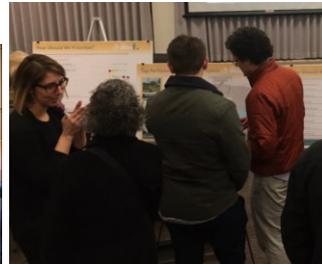
Katherine Gifford,
Development Services
Administrative Assistant

Planning Commission
February 23, 2016

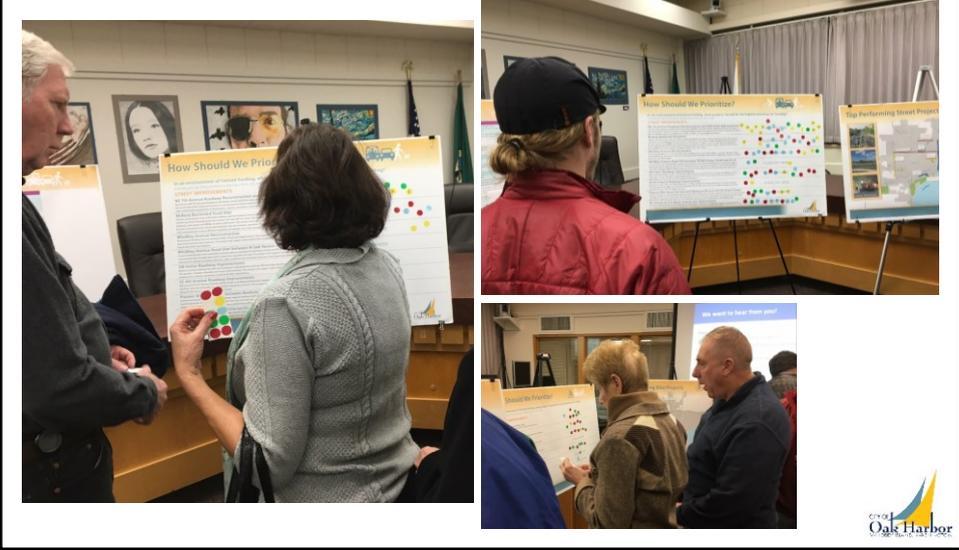
City of Oak Harbor Public Outreach Summary



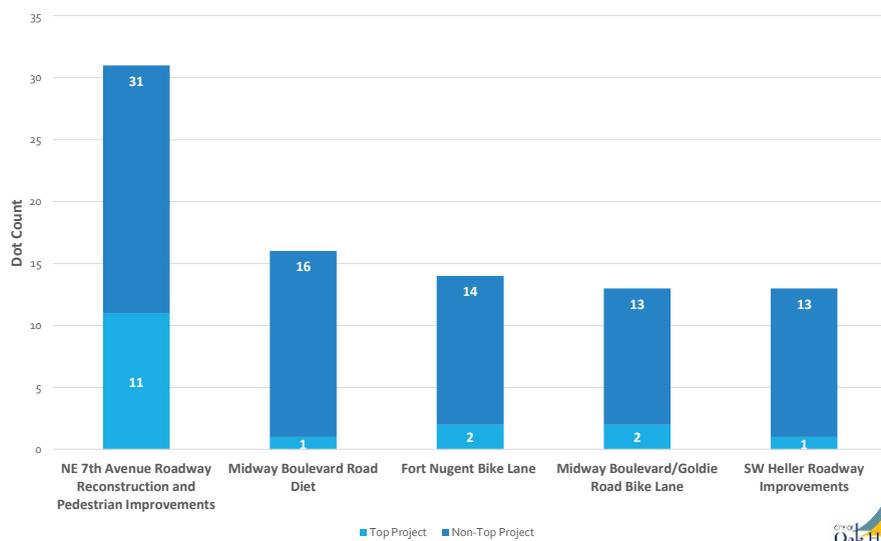
Oak Harbor Public Meeting – Feb. 3, 2016

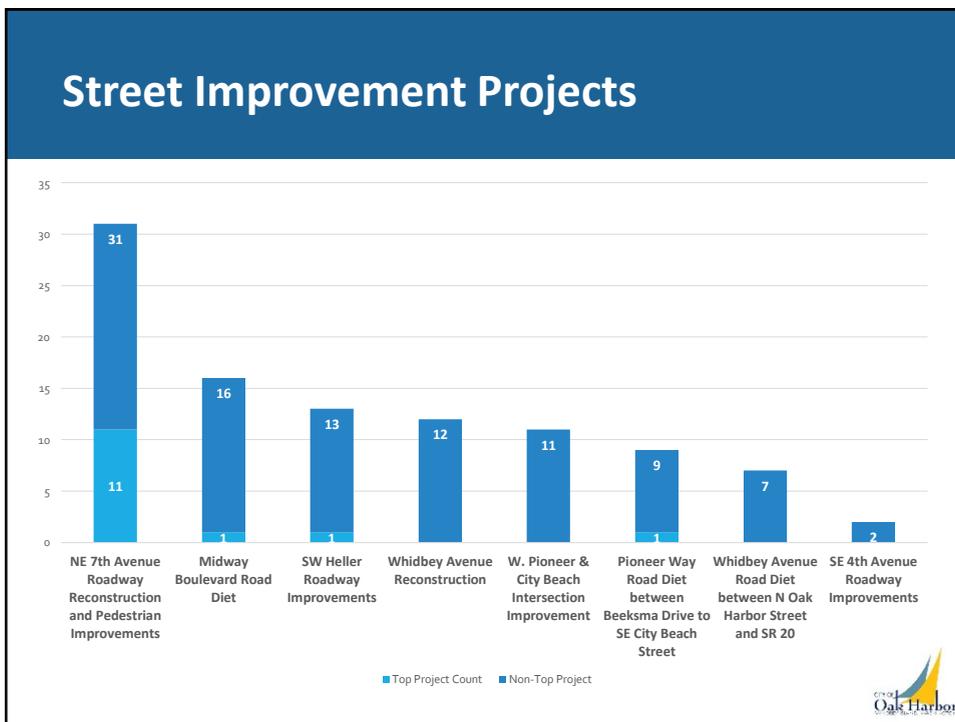
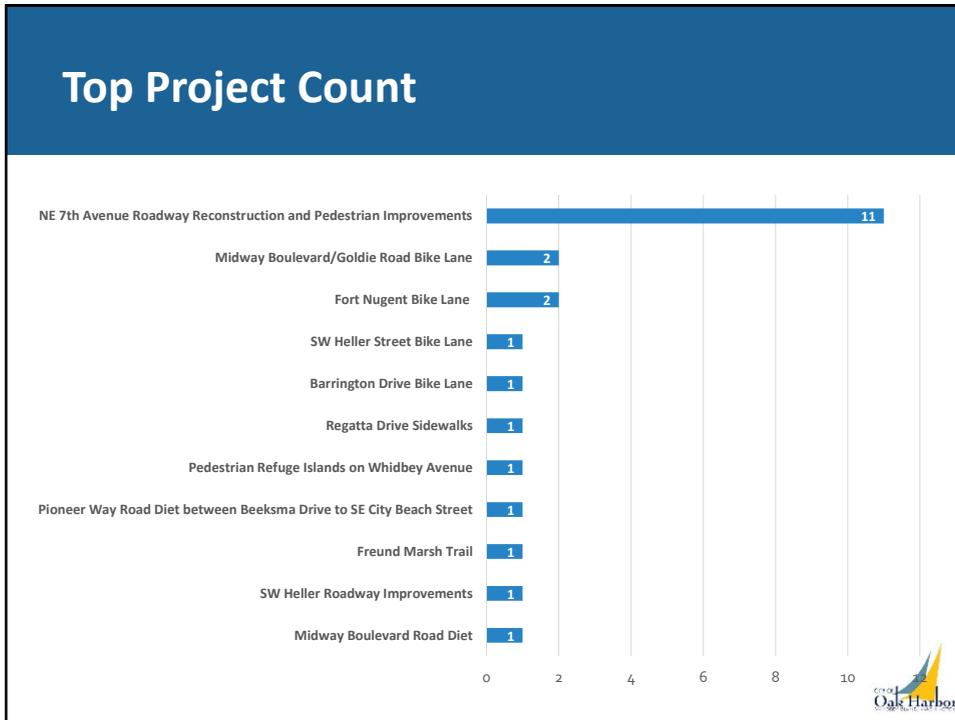


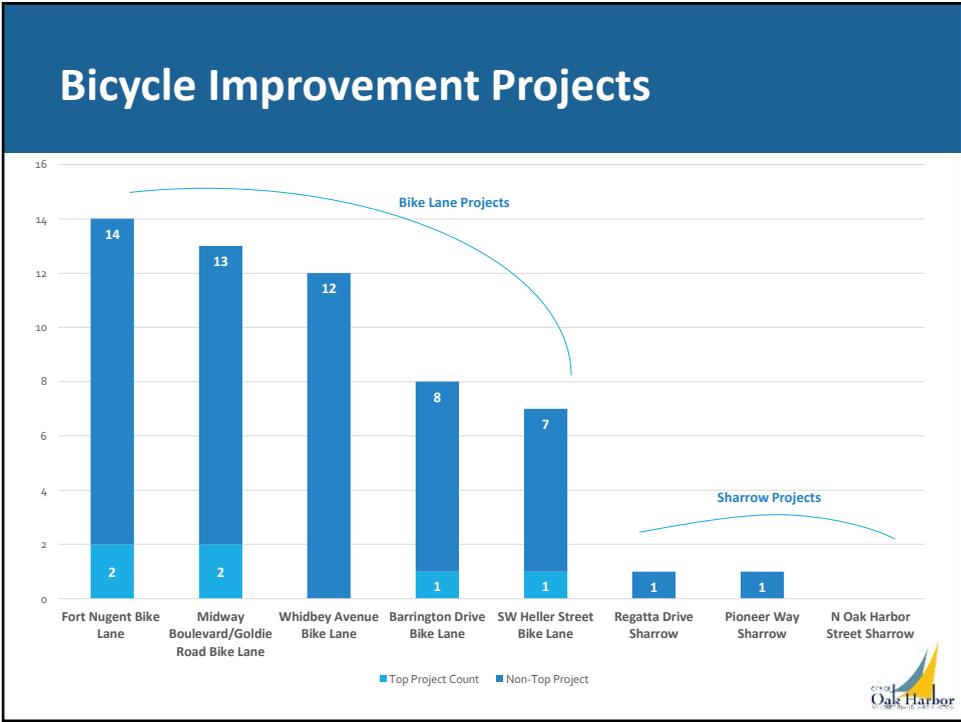
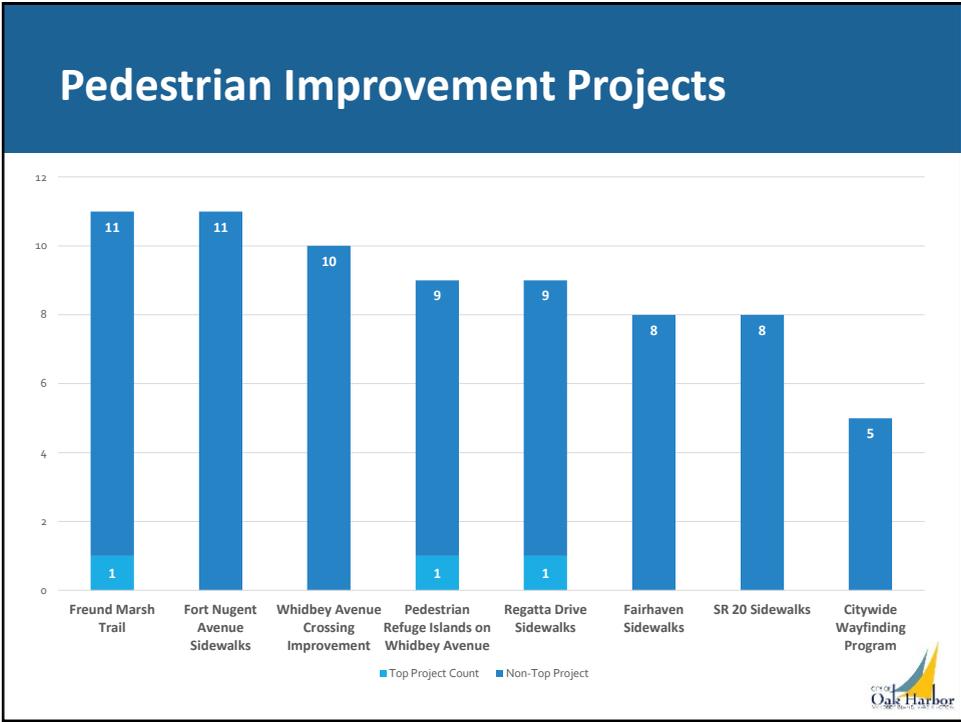
Dot Survey

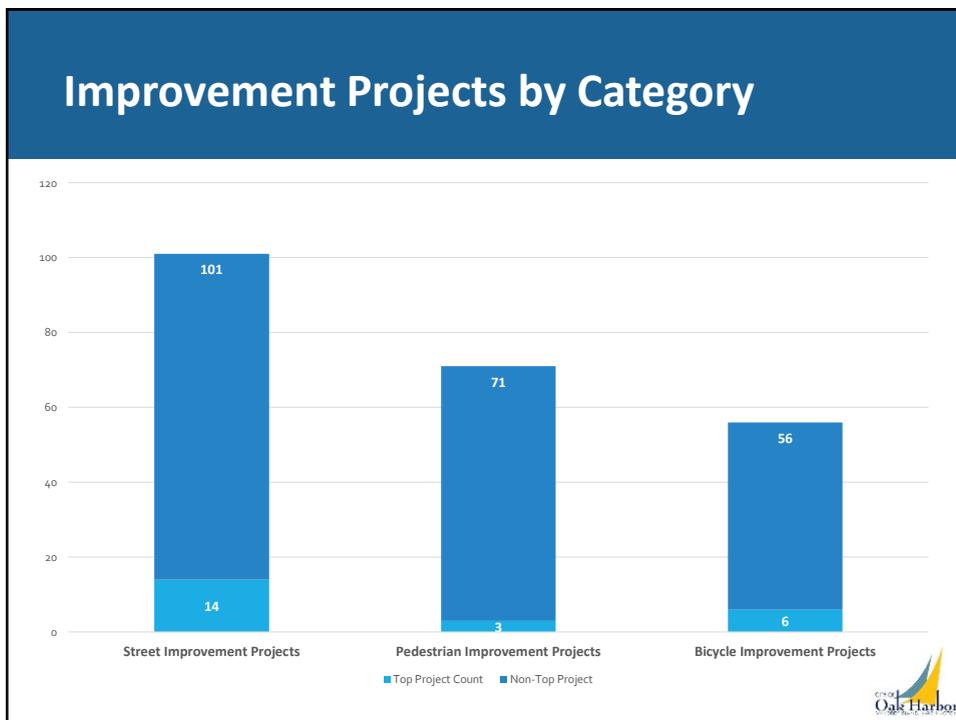
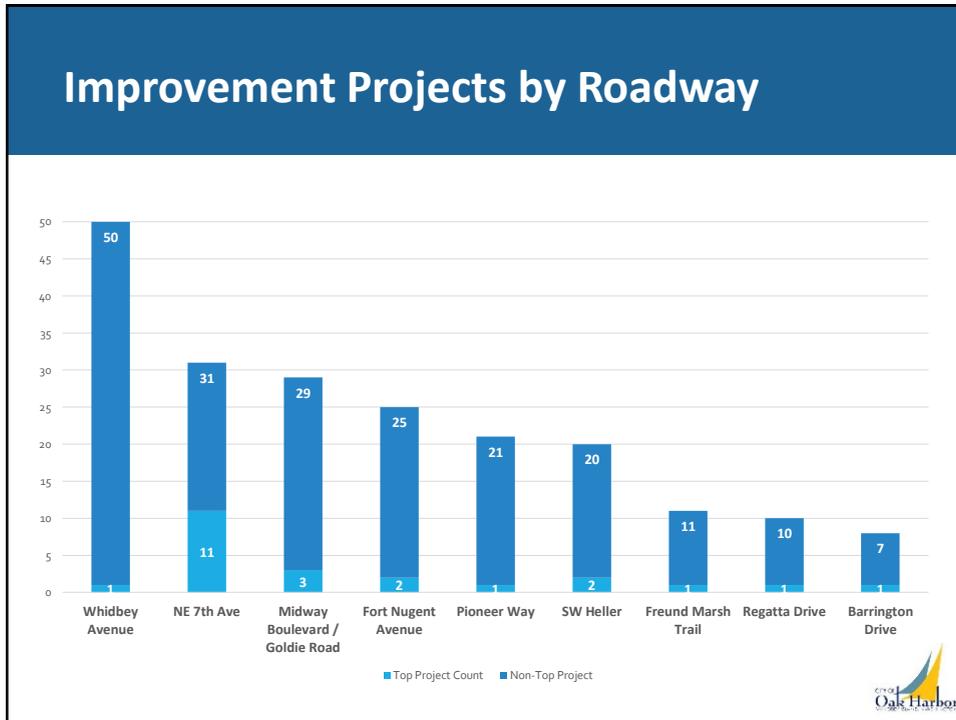


Projects with Highest Dot Count

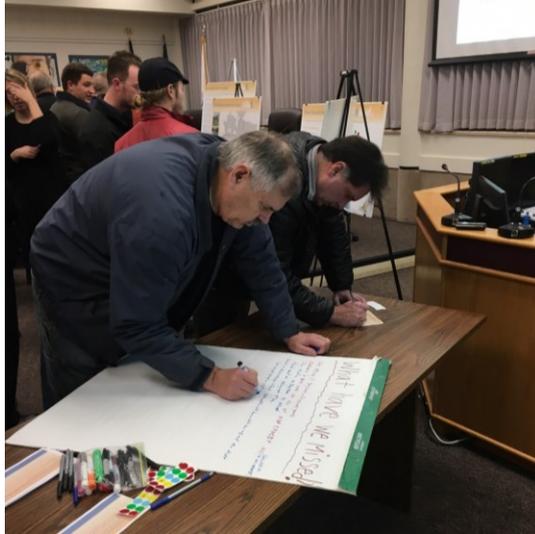








What have we missed?



What have we missed?

- Received 29 written comments
- 5 projects had multiple comments
 - Northbound Midway at SR 20 – Change lane configuration and/or add left turn arrow. (3x)
 - Do not extend Bayshore Drive (2x)
 - Slow traffic speeds to 25 mph and install safe pedestrian crossing on Bayshore Drive (2x)
 - Install Traffic Signal at Regatta and Whidbey (2x)
 - Rename 8th Ave SE to Barrington Ave (2x)
- Comments requesting installation of roundabouts at 4 intersections.
- 8 comments related to Midway Blvd, 5 comments related to Bayshore Drive.



SW 3RD STREET
REZONING FROM SINGLE
FAMILY RESIDENTIAL (R1) TO
LIMITED MULTI-FAMILY (R2)

CITY OF
Oak Harbor
WHIDBEY ISLAND, WASHINGTON

Planning Commission

2/25/2016

SW 3RD STREET
REZONING

Planning Commission

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Oak Harbor
WHIDBEY ISLAND, WASHINGTON

- Follow through on the land use amendment with the 2015 Comprehensive Plan
 - Change from Low Density Residential to Medium Density Residential
- Formal process is required to change the zoning map
- Process includes public hearing before the Planning Commission
- Notification to neighbors
- Address rezoning criteria

SW 3rd Street
Rezoning



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WHIDBEY ISLAND, WASHINGTON



REZONING CRITERIA

- **The proposed rezone is in the best interest of the residents of the city**
- **The proposed rezone is appropriate because either:**
 - (A) Conditions in the immediate vicinity of the subject property or within the city have so significantly changed since the property was given its present zoning that, under those changed conditions, a rezone is within the public interest; or
 - (B) The rezone will correct a zone classification or zone boundary that was inappropriate when established; or
 - **(C) The proposed rezone is consistent with the comprehensive plan; or**
 - (D) The proposed rezone is consistent with all applicable provisions of this title including any specific design criteria;
- **The proposed rezone bears a substantial relation to the public health, safety, and welfare**
 - A site plan of the proposed project, if considered, is designed to minimize all significant adverse impacts on other properties
 - A site plan, if considered, is designed to minimize impacts upon the public facilities, services and utilities
- **The proposal is not inconsistent with the surrounding area**
 - If applicable, that there is a means of developing, preserving, and maintaining open space
- **All conditions necessary to lessen any impacts of the proposed use can be monitored and enforced**

- **Recommendations**
 - Conduct public hearing
 - Forward a recommendation to the City Council.



SW 3RD
STREET
REZONING

Planning
Commission

2016 Comprehensive Plan

Major Update



Meeting Title
2/25/2016

Land Use Element

Draft



Meeting Title **2/25/2016** **2**

Land Use Element

- Major Changes
 - Generalized Land Use Goals and Policies
 - Generalized Land Use Map
 - New Neighborhoods
 - Challenges and Opportunities
- Minor Changes
 - Existing Conditions, Land Use Distribution and inventories



Meeting Title

2/25/2016

3

Land Use Goals

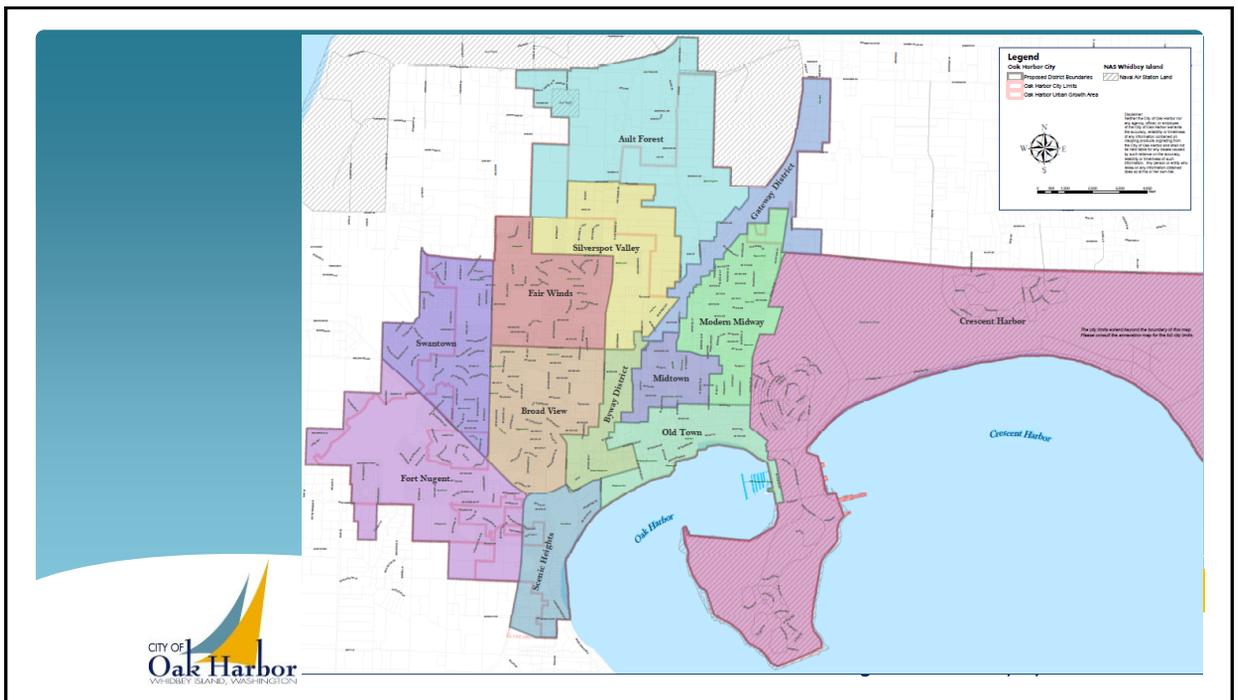
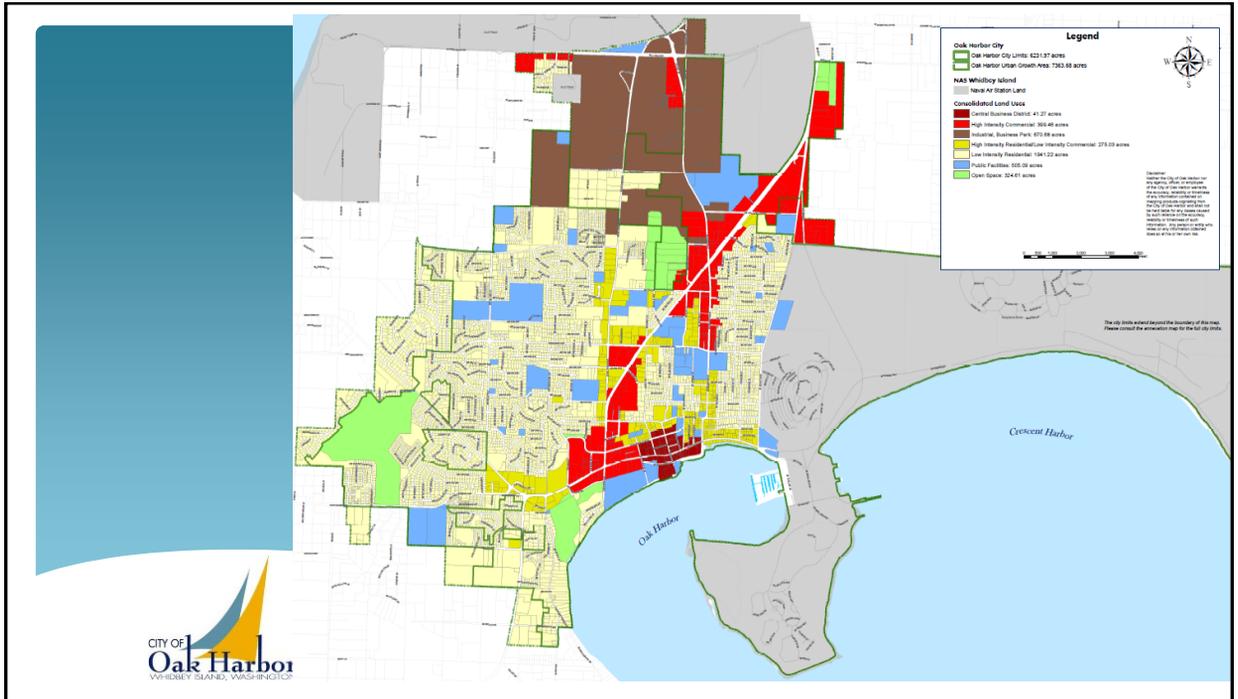
- Promote a healthy mix of uses
- Encourage land use patterns that promote health and safety
- Support a vibrant economy
- Promote a diverse and affordable housing stock
- Respect the character of its natural and built environment



Meeting Title

2/25/2016

4



Challenges and Opportunities

- **Currently identified**
 - Growth needs
 - SR 20
 - Low Impact Development
 - Old Town/Downtown development
 - Industrial and Business Parks
 - Home-based Businesses and Accessory Dwelling Units
 - Garry Oaks
 - Aging Neighborhoods
 - Midway Boulevard Redevelopment
 - Growth of School Facilities



Meeting Title

2/25/2016

7

Land Use Inventory

Land Use Categories	Acres	Percentage	Parcels	Percentage
Low Intensity Residential	1941	46.7%	5719	84.4%
High Intensity Residential/Low Intensity Commercial	275	6.6%	366	5.4%
High Intensity Commercial	399	9.6%	310	4.6%
Central Business District	41	1.0%	141	2.1%
Industrial/Business Park	671	16.1%	146	2.2%
Public Facilities	505	12.1%	67	1.0%
Open Space	325	7.8%	27	0.4%
Totals	4157		6776	



Meeting Title

2/25/2016

8

Land Use Inventory

Land Use Categories	Total Acres	Developed Acres	Percentage Developed
Low Intensity Residential	1941	1596	82%
High Intensity Residential/Low Intensity Commercial	275	207	75%
High Intensity Commercial	399	288	72%
Central Business District	41	28	68%
Industrial/Business Park	671	281	42%
Public Facilities	505	308	61%
Open Space	325	--	--
Totals	4157	2708	



Meeting Title

2/25/2016

9

Housing Element

- Minor Update
 - Updating data
 - Refining policies
 - Established goals
 - Maintaining structure



Meeting Title

2/25/2016

10

Housing Element

Population Growth

Year	Population	Percent Increase
1980	12,271	--
1990	17,176	40.0%
2000	19,795	15%
2010	22,075	12%
2020	24,057	9%
2030	25,161	5%
2036	25,814	3%



Meeting Title

2/25/2016

11

Housing Element

Housing Tenure

Area	% Owner Occupied	% Renter Occupied
Oak Harbor	45.9	54.1
Island County	70.9	29.1
Washington	63.9	36.1



Meeting Title

2/25/2016

12

Housing Element

Affordability

	Owner	Renter
Less than 20 percent	19%	16.80%
20 to 24.9 percent	17.70%	16.70%
25 to 29.9 percent	16.50%	17.80%
30 to 34.9 percent	7.60%	10.10%
35 percent or more	39.20%	38.60%
> 30%	46.8%	48.7%



Meeting Title

2/25/2016

15

Housing Element

Housing Needs

2010 Population	2036 Projected Population	Housing Needs	Housing Capacity (AVG)
22,075	25,822	1629	1859



Meeting Title

2/25/2016

16

Housing Element

- Goals and Policies
 - Ensure that adequate opportunities exist for low and moderate-income families to obtain affordable housing
 - Promote housing opportunities for special needs population
 - Identify and provide sufficient and appropriate land for housing
 - Preserve, maintain and improve the value of existing neighborhoods



Meeting Title

2/25/2016

17

Questions? Comments?



Meeting Title

2/25/2016

18

Oak Harbor UGA - Buildable Lands/Population Allocations

Population Growth Shift

Regional Allocation 6,245

North Whidbey	Baseline		10% shift		20% shift	
	Allocation	Growth	Allocation	Growth	Allocation	Growth
Oak Harbor	60%	3,747	70%	4,372	80%	4,996
Rural	40%	2,498	30%	1,874	20%	1,249

Oak Harbor Total Population	2036			
	2010	Baseline	10%	20%
	22,075	25,822	26,447	27,071

Land Capacity (2036)

	Baseline			10%		20%	
	Housing Capacity (Housing Units)	Additional Housing Units Need*	Excess Housing Units	Additional Housing Units Need*	Excess Housing Units	Additional Housing Units Need*	Excess Housing Units
Low	896	1,629	(733)	1,901	(1,005)	2,172	(1,276)
Average	1,859	1,629	230	1,901	(41)	2,172	(313)
High	2,366	1,629	737	1,901	466	2,172	194

Job Growth (non-military)

Regional Allocation 398

North Whidbey	Allocation	Growth
Oak Harbor	42%	167
Rural	58%	231

Employment Capacity

Employment Capacity (Jobs)	Estimated Employment Increase	Excess Capacity to Accommodate Jobs
2,857	167	2,690



Meeting Title

2/25/2016

19

Windjammer Park Integration Plan



Planning Commission

2/23/2016

Windjammer Park Integration Plan

What is Windjammer Park Integration Plan (WPIP)?

- Siting Clean Water Facility (CWF) in Windjammer Park
 - Unique opportunity to develop long-term plan for park
- WPIP integrates existing and new park elements
- Builds on past park planning efforts



Meeting Title

2/25/2016

2

Windjammer Park Integration Plan

The WPIP will:

- Integrate existing and new park elements (“things”)
- Prioritize and define park elements
- Detail location and layout of elements
- Identify potential funding sources
- Propose phased implementation schedule



Meeting Title

2/25/2016

3

Windjammer Park Integration Plan

Community driven design to form Plan:

- Public meetings
- Community Advisory Group (CAG)
- Planning Commission
- Park Board
- Arts Commission
- City Council



Meeting Title

2/25/2016

4

Windjammer Park Integration Plan

Community Advisory Group Meeting 1 – January 20, 2016



Meeting Agenda

- Review Plan purpose and existing planning efforts
- Discuss and define starting point for Park program elements
- Prioritize park elements
- Discuss next steps

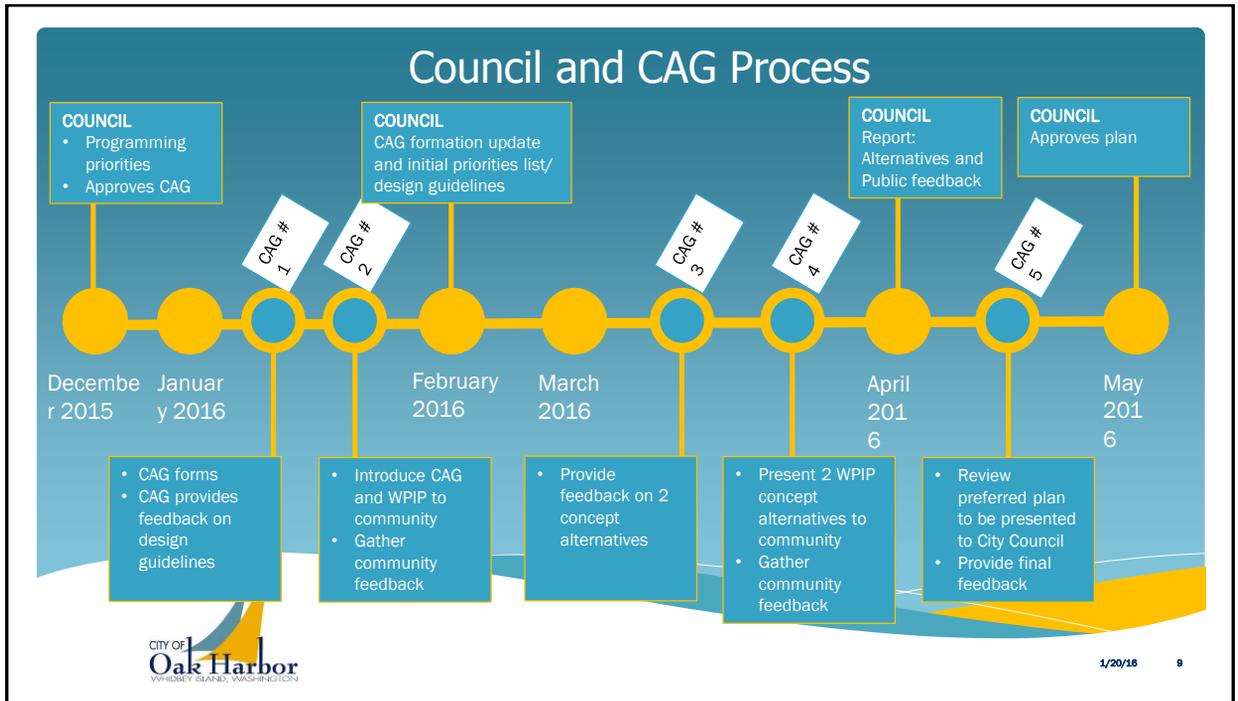


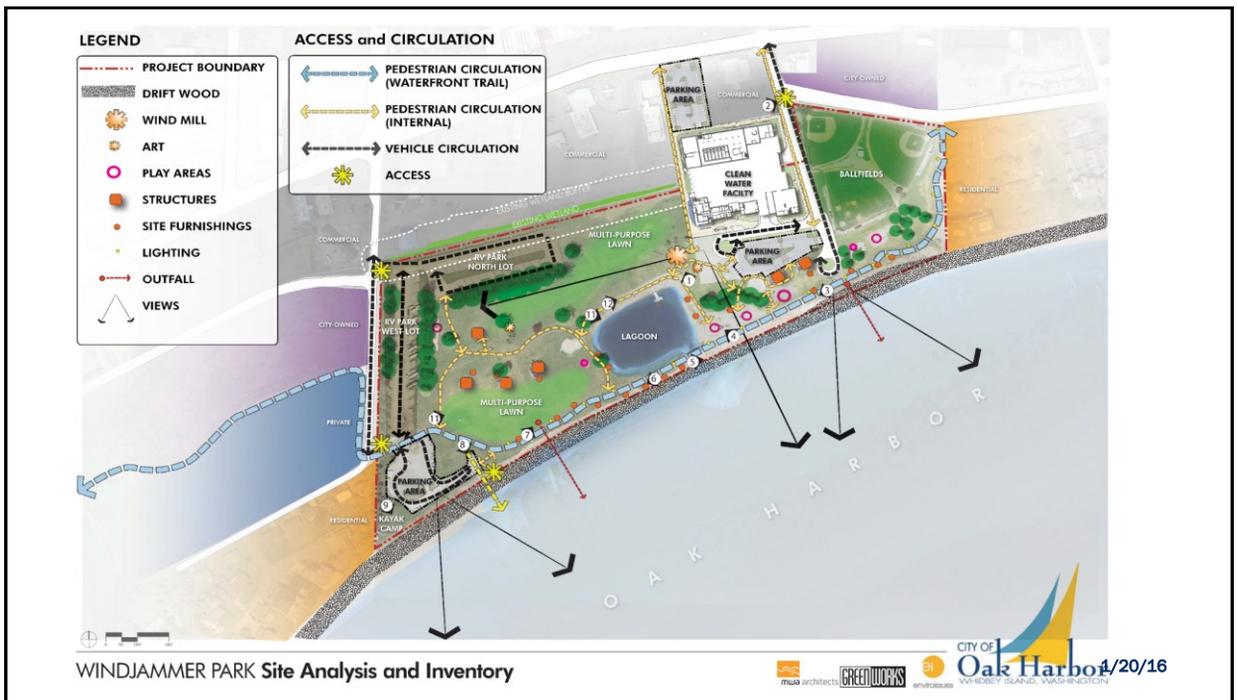
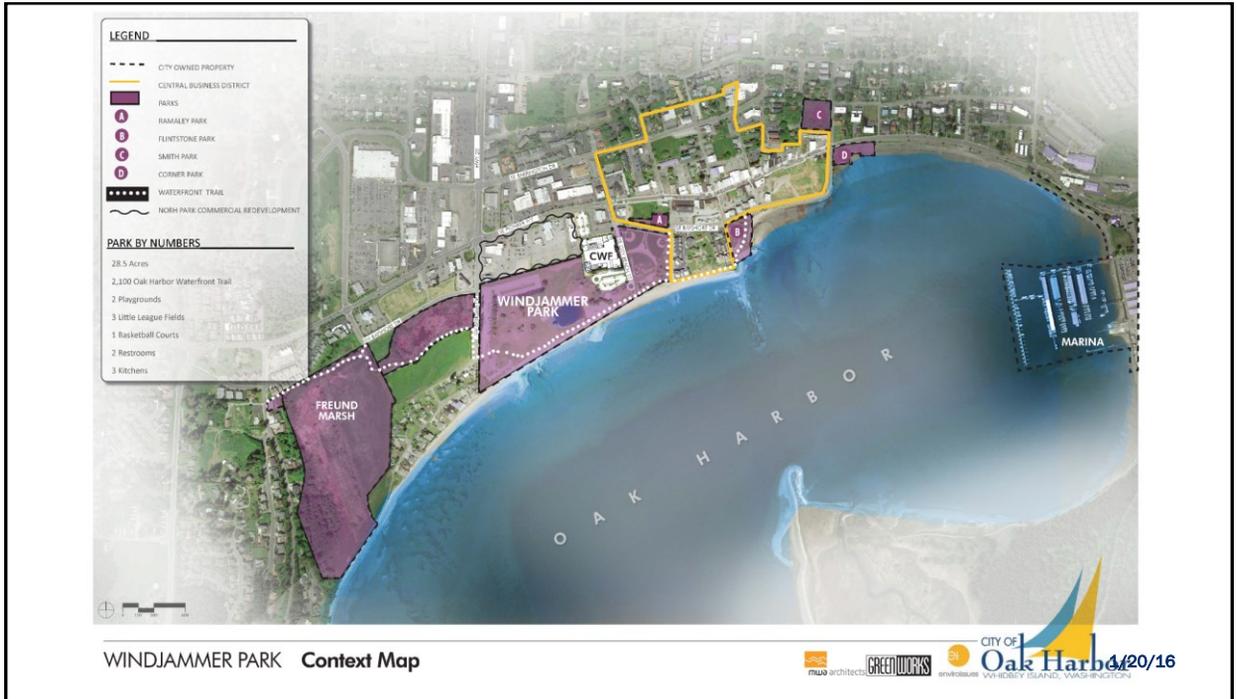
Clean Water Facility

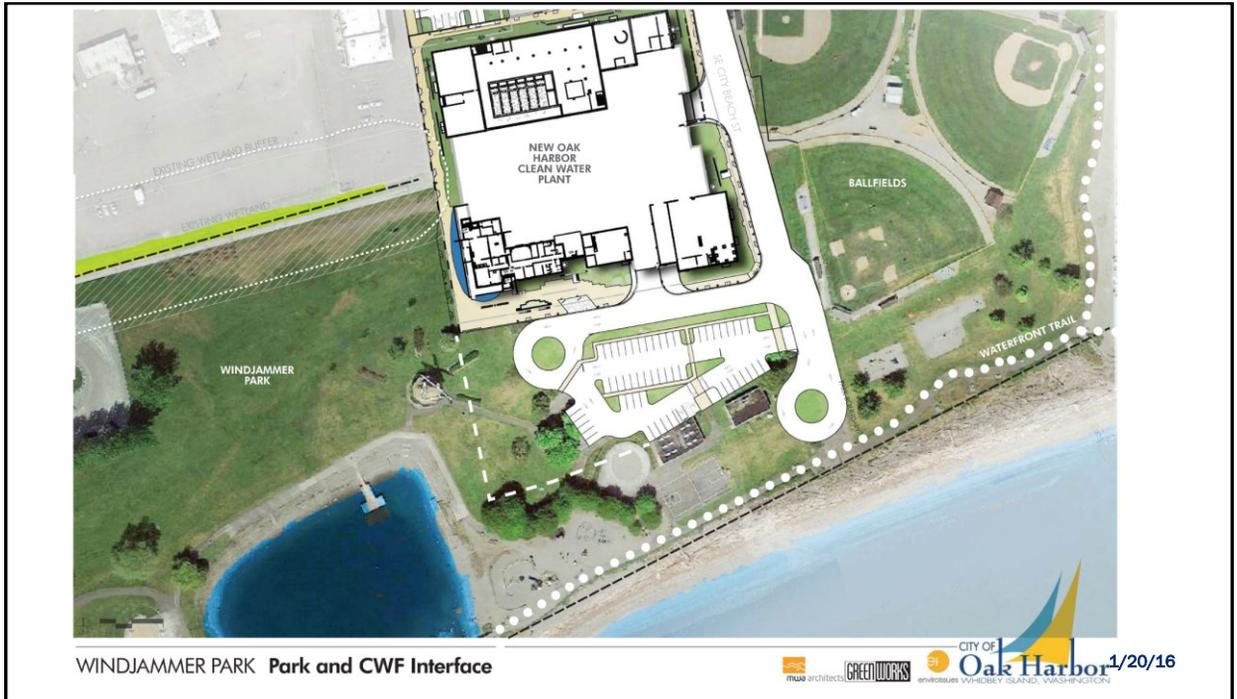


Community Advisory Group Purpose

- Provide input and advice regarding proposed layout options for program elements and landscaping
- Serve as a sounding board for the project team
- Serve as a liaison to the public / representative groups







Precedent Imagery

- Examples of other waterfront parks
- Contain similar elements as Windjammer Park



WINDJAMMER PARK Precedent Imagery | Riverfront Park Corvallis, Oregon 2.5 Acres



WINDJAMMER PARK Precedent Imagery | McEuen Park Coeur d'Alene, Idaho 22.5 Acres



ACCESS:	GRAND ENTRANCE BEACH ACCESS	STRUCTURES:	WINDMILL RESTROOMS KITCHEN CANOPY/GAZEBO SITE FURNISHINGS
RECREATION:	LAGOON SPLASH PARK PLAYGROUND BALLFIELDS BASKETBALL COURT	EVENT SPACES:	STAGE/AMPHITHEATER EVENT PLAZA
NATIVE/ VEGETATED SPACE	EXISTING WETLAND MULTI-PURPOSE LAWN LANDSCAPE AND GARDENS	OVERNIGHT USE:	RV PARK KAYAK CAMPSITE
		TRANSPORTATION	
		CIRCULATION:	AUTOMOBILE INFRASTRUCTURE PARKING NON-MOTORIZED BOAT LAUNCH WATERFRONT TRAIL AND PARK TRAIL
		ADJACENT USES:	NORTH PARK COMMERCIAL REDEVELOPMENT

WINDJAMMER PARK **Precedent Imagery** | PARK PROGRAM ELEMENTS



GRAND ENTRANCE

BEACH ACCESS

WINDJAMMER PARK **Precedent Imagery** | ACCESS



This collage features seven images of recreational facilities. The top row includes a lagoon with people sitting on a concrete ledge, an aerial view of a park with a lagoon and buildings, a child playing in a splash park, and a modern plaza with stone steps. The bottom row shows a multi-use hard court with a basketball hoop, a covered outdoor court, children playing in a splash park, and a splash park with purple lighting at night.

LAGOON

MULTI-USE HARD COURT

SPLASH PARK

WINDJAMMER PARK Precedent Imagery | RECREATION

maa architects GREENWORKS CITY OF Oak Harbor ENVISIONING WHIDDEY ISLAND, WASHINGTON 1/20/16

This collage features five images of recreational facilities. The top row shows a ballfield with a wooden fence, a playground with a blue slide, and a playground with a wooden tower and green slides. The bottom row shows an aerial view of a ballfield, a ballfield with a soccer goal, and a playground with large logs.

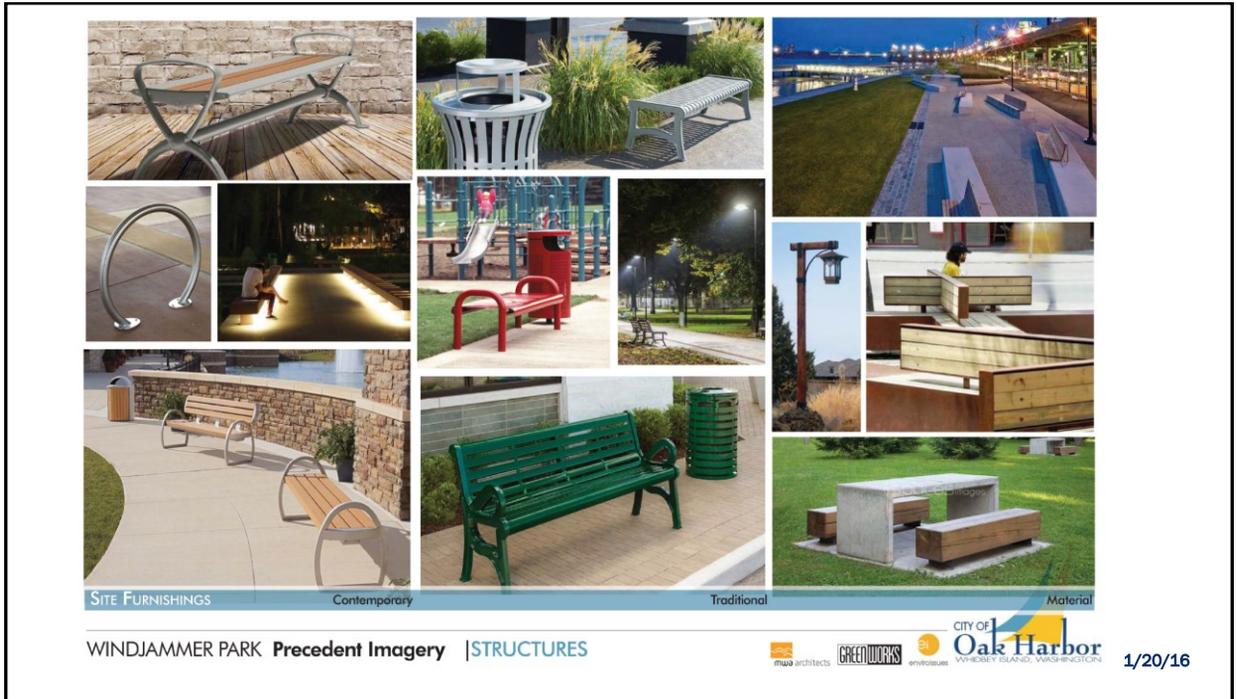
BALLFIELDS

PLAYGROUND

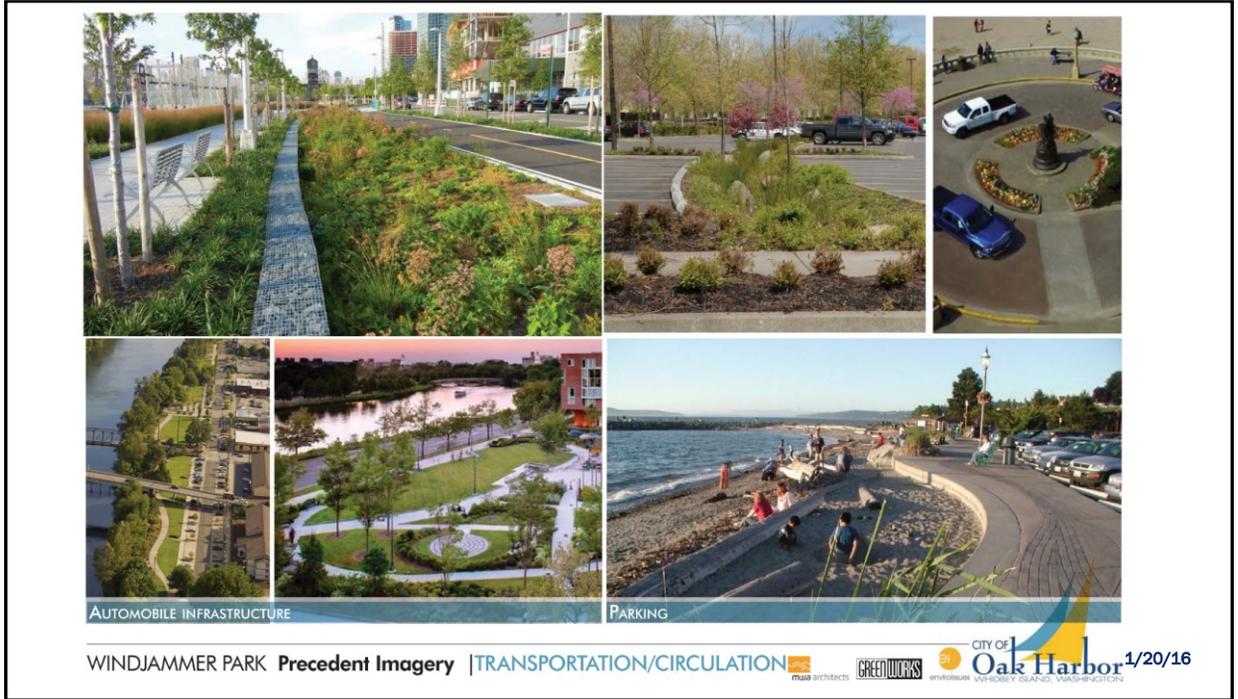
WINDJAMMER PARK Precedent Imagery | RECREATION

maa architects GREENWORKS CITY OF Oak Harbor ENVISIONING WHIDDEY ISLAND, WASHINGTON 1/20/16











NORTH PARK COMMERCIAL REDEVELOPMENT

ADDITIONAL ELEMENTS

WINDJAMMER PARK **Precedent Imagery** | ADJACENT USES



1/20/16
W-HARBOR ISLAND, WASHINGTON

What are your priorities?



Park Program Elements Prioritized by City Council

Top Priority

Grand Entrance
Relocate ballfields
Stage / Amphitheater
Splash park
North Park Commercial
Redevelopment
Beach Access
Lagoon

Low Priority

Multi-use hard court
Kitchens
Landscape and gardens
Kitchens
RV Park
Automobile infrastructure
Trails
Playgrounds

No Priority

Parking
Windmill
Existing wetlands
Canopy
Site furnishings
Kayak campsite
Multi-purpose lawn

Theme: Multi-use

Elements to remove

Non-motorized boat
launch
Gazebo
Wading pools

Elements to relocate (in or outside the park)

RV Park
Baseball fields
Windmill
Basketball court



Windjammer Park Integration Plan

Community Advisory Group Meeting 2 – February 4, 2016



Meeting Agenda

- Introductions and ground rules
- Draft park element priority list
- “How big is that?”
- Developing park concepts
- Questions and Answers
- Open House



Prioritized Park Elements

GIVEN ELEMENTS	HIGH PRIORITY	MEDIUM PRIORITY	LOW PRIORITY	REMOVE
Automobile infrastructure* Canopy Existing wetlands Kayak campsite Kitchens Parking Restrooms Site furnishings - contemporary or materials found in Oak Harbor Windmill	Event plaza Lagoon (renovate) Splash park Stage/amphitheater Waterfront trail/park trails	Beach access Educational elements Gateway entrance (grand) Landscape and gardens Linkage to downtown Multi-purpose lawn North park commercial redevelopment Playground RV park* Safe connection bike trail to park	Baseball fields* Boat launch Fitness trail/equipment Gazebo Multi-use hard court/basketball court*	City dock Site furnishings - traditional Wading pools

Items are listed alphabetically, not in order of priority

*Relocate in or out of park



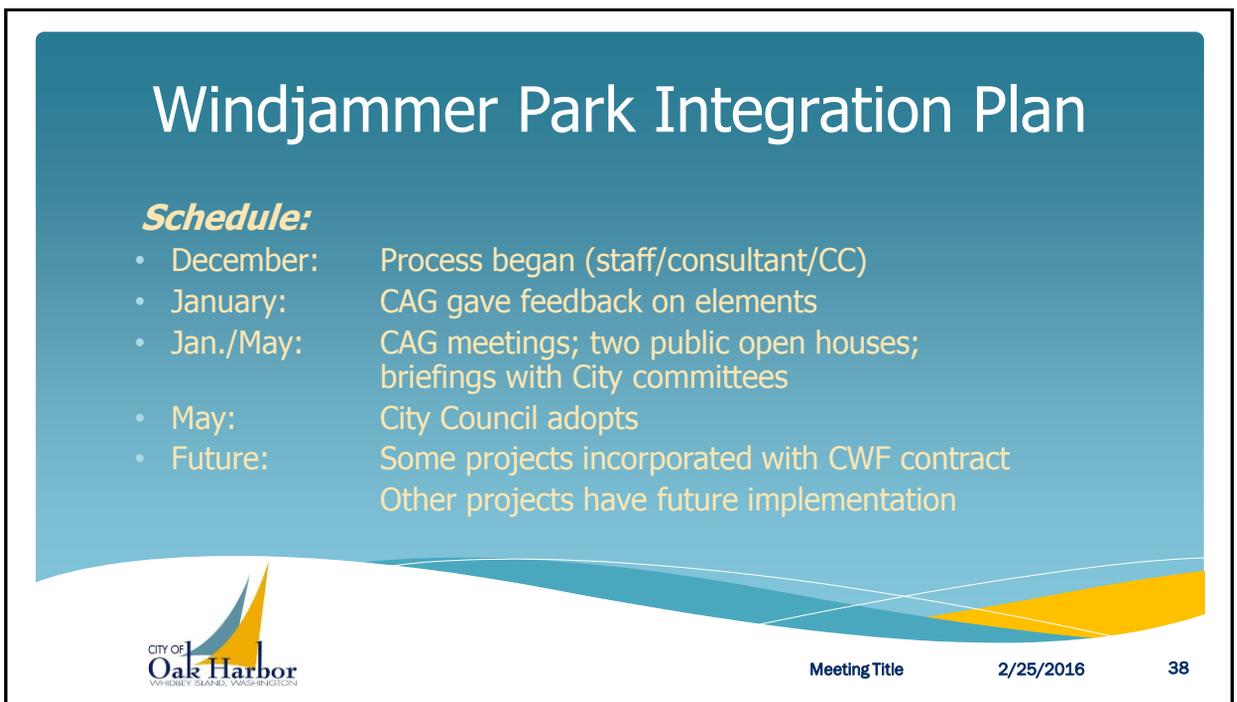


• “How big is that?”

• Concept development

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2/4/16 37



Windjammer Park Integration Plan

Schedule:

- December: Process began (staff/consultant/CC)
- January: CAG gave feedback on elements
- Jan./May: CAG meetings; two public open houses; briefings with City committees
- May: City Council adopts
- Future: Some projects incorporated with CWF contract
Other projects have future implementation

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Meeting Title 2/25/2016 38

Windjammer Park Integration Plan

Contact:

- Steve Powers
- spowers@oakharbor.org
- (360) 279-4511
- www.oakharborcleanwaterfacility.org/Park



Meeting Title

2/25/2016

39

Transportation Plan Update

Public Meeting

City of Oak Harbor Planning Commission Report

Date: March 22, 2016
Subject: Transportation Plan Update

FROM: Dennis Lefevre, Senior Planner, Development Services Department
Arnie Peterschmidt, Project Engineer, Public Works Department

PURPOSE

The Planning Commission will have an opportunity to provide additional input on the transportation plan's draft project list initially presented at the February 3rd Planning Commission workshop and open house. The scoring criteria and project ranking, by priority network, was also presented at the February 23rd Planning Commission meeting. At this meeting, staff and the consultant team will again ask for comments pertaining to the project list and begin discussing project funding.

DISCUSSION

Through the assessment and public participation phases of plan development, over 50 projects were identified (the complete list of projects was transmitted to commissioners, via email, February 4, 2016). Incorporating the ranking criteria discussed last month, a list of the highest ranking projects was established for each priority network. The highest ranking projects by priority network are included in this packet as Attachment 1 and the scoring criteria was included in the February 23rd Planning Commission packet.

Staff and the consultant team will present the process to develop a 20-year financially constrained draft project list. Traditional funding methods for new projects as well as system maintenance will be reviewed and potential sources of new revenue generation will be presented.

NEXT STEPS

With the project list solidifying, development of financial strategies to fund these projects will be the focus. The project team will have additional discussion of the financial sustainability and constraints at April's Planning Commission meeting. It is also anticipated that a draft plan will be presented to initiate Planning Commission review.

RECOMMENDATION

No formal action is required. We invite comments regarding the appropriateness of the project selection process and the scope and scale of the projects listed. Any comments regarding transportation system funding will also be welcome.

ATTACHMENTS

1. Oak Harbor Transportation Plan – Projects by Priority Network

Attachment 1

City of Oak Harbor "Top Tier" Transportation Projects by Priority Network

Priority	Project Name	Final Scoring Criteria
<i>Street Improvements</i>		
1	NE 7th Ave. Trail & Roadway Reconstruction	7.50
2	Midway Blvd. Road Diet	7.50
3	Whidbey Ave. Reconstruction	6.56
4	Whidbey Road Diet between N Oak Harbor St. & SR 20	6.56
5	SW Heller Roadway Improvements	6.25
6	SE 4th Ave. Roadway Improvements	5.63
7	Pioneer Way Road Diet between Beeksma Dr. to SE City Beach St.	5.63
8	W. Pioneer & City Beach St. Intersection Improvements	4.38
9	Oak Harbor at Crosby Road Intersection Improvements	3.44
10	NW Heller St. Overlay	3.44
<i>Pedestrian Improvements</i>		
1	Whidbey Ave. Crosswalks	6.56
2	Fort Nugent-Pioneer Way Trail Connection & Wayfinding	6.56
3	Whidbey Ave. Pedestrian Refuge Islands at Fairhaven Dr. & Jib St.	6.56
4	NE Regatta Dr. Sidewalks	5.94
5	Freund Marsh Trail	5.94
6	Fort Nugent Ave. Sidewalks	5.63
7	Fairhaven Sidewalks	5.63
8	SR 20 Sidewalks	5.00
9	Loerland Dr. Sidewalks	5.00
10	NE 5th Ave. Sidewalks	4.69
<i>Bicycle Improvements</i>		
1	Whidbey Ave. Bike Lane	6.25
2	Midway/Goldie Bike Lane	6.25
3	Fort Nugent Bike Lane	5.94
4	N Oak Harbor St. Sharrow	5.63
5	Barrington Dr. Bike Lane	5.63
6	SE Regatta Dr. Sharrow	5.63
7	Pioneer Way Sharrow	5.63
8	SW Heller St. Bike Lane	5.31
9	SW Erie Road Bike Lane	5.31
10	Crosby Road Bike Lane	4.69

2016 Comprehensive Plan Update

Public Meeting

**City of Oak Harbor
Planning Commission Memo**

Date: March 22, 2016
Subject: 2016 Comprehensive Plan
Major Update – Draft Urban
Growth Area Element

FROM: Cac Kamak, AICP
Senior Planner

2016 Comprehensive Plan

Urban Growth Areas Element

Attached to this memo is a draft copy of the Urban Growth Areas Element of the Comprehensive Plan. The update to this element reflects the policies in the Countywide Planning Policies that were recently adopted by the City and the County.

Highlights of the amendments are summarized below:

- Policies to ensure that sufficient land is available to accommodate the 20 year projected growth
- Timing and methodology for considering expansions to the Urban Growth Area (UGA) boundaries
- Supporting policies for planning beyond the UGA in the Joint Planning Area (JPA)
- Policies and procedures for annexing properties into the City
- Policies to consider for annexation related development agreements

Planning Commission

The Commission is requested to review the material provided (attached) and discuss comments and thoughts at the meeting. No formal action is required. As with any agenda item, the Planning Commission is encouraged to take public input at the meeting.

Attachments

1. Draft Urban Growth Area Element – marked up copy
2. Draft Urban Growth Area Element – clean copy

GROWTH MANAGEMENT ELEMENTS

GOALS AND POLICIES

URBAN GROWTH AREA

Introduction

The Urban Growth Area (UGA) plays a significant role in planning for Oak Harbor's future. Oak Harbor's UGA also assists the City in meeting State planning Goals; such as encouraging development in urban areas where public facilities and services exist or can be provided in an efficient manner, reducing the inappropriate conversion of undeveloped land into sprawling low density developments, and protecting the environment and enhancing the state's high quality of life.

Consistent with the County ~~Wide~~ Planning Policies, the term UGA includes both the incorporated land and the surrounding unincorporated area that is planned to accommodate future urban development. For a complete outline of urban governmental service standards, the reader is referred to the Government Services Element.

Goal 1 - ~~Establish and maintain the UGA boundary within which~~ Support and encourage urban uses and densities ~~will to occur~~ within the UGA boundaries.

- Policy:**
- 1.a** Include urban density growth, and municipal public facilities serving that growth, only within the UGA boundary, as mandated by the Washington State Growth Management Act.
 - 1.b** ~~Include~~ Ensure that sufficient land in the UGA is available to provide reasonable development opportunities ~~in addition to meeting~~ accommodate twenty years of population and employment growth ~~the projected future growth needs.~~
 - 1.c** ~~The City shall seek~~ Progress ~~toward~~ eliminating unincorporated enclaves in order to provide for the most efficient provision of urban services within the UGA.

Goal 2 - ~~Engage Tthe City and County should adopt cooperatively in determining methods for expansions~~ ding to the UGA boundary in accordance with the County Wide Planning Policies.

- Policy:**
- 2.a** ~~The Urban GA Growth Areas may be expanded during a GMA mandated periodic update cycle if necessary to accommodate a 20 year supply of buildable land as required by RCW 36.70A.110~~ boundary expansion may be activated by a proposal from either the City or County. Both governments must agree on the boundary as required by the Washington State Growth Management Act.

- 2.b** Urban Growth Areas may be expanded outside of a GMA mandated periodic update cycle if the expansion is necessary for one of the following reasons:
- a. Population growth in the UGA since the start of the planning period equals or exceeds fifty percent of the population growth allocated to the UGA at the start of the planning period; or
 - b. Employment growth in the UGA since the start of the planning period equals or exceeds fifty percent of the employment growth allocated to the UGA at the start of the planning period; or
 - c. Written notification is provided by the Department of Defense, or other reliable and verifiable information is obtained, indicating that prior to the next periodic update cycle, Naval Air Station Whidbey staffing will increase in a manner which would result in population growth equal to or exceeding fifty percent of the population growth allocated to the UGA at the start of the planning period; or
 - d. An opportunity is presented to bring a large scale business, industry, institution, or other significant employer to Island County, and the County and City agree that due to the facility or institution's unique characteristics there is no suitable land available inside the current UGA.
- 2.c.** In considering potential UGA expansion scenarios, the City should consider alternative measures such as, increasing the densities allowed within their existing UGA or altering the uses allowed by their land use plan and zoning regulations. The viability of such measures should then be discussed with the County. In determining the viability of such alternative measures, the City may consider a full range of economic, social, and real estate market factors.
- 2.d** For UGA modifications proposed by an individual outside the periodic update, the City shall use a Type V review process to formulate a recommendation to the County.~~Base proposed expansion of the UGA on the percentage of developable land existing within the UGA as determined by the City Council as well as changes in the city or amendments to the Comprehensive Plan.~~

Discussion

~~The UGA boundary may be expanded through the joint planning process at the City's option when the city reaches a threshold of approximately 15% undeveloped acres of any one major land use category, i.e. residential, commercial and industrial land use categories, within the city UGA as defined in the Land Use Plan.~~

Goal 3 - ~~The City and County shall adopt inter-jurisdictional cooperation policies~~ **Coordinate and participate in planning the Joint Planning Area with the eCounty regarding land within and surrounding the UGA to ensure opportunities for urban growth is contiguous, serviceable and unhindered.**

- Policy:**
- 3.a** Joint planning should identify, in advance, the priority areas of future boundary expansion.
 - 3.b** Ensure regional growth capacity issues be a part of the consideration of the boundary expansion by the City and County.

Discussion

~~The City and County base their comprehensive plans on official population forecasts developed by the State of Washington Department of Financial Management. The forecasts are allocated to the four regions of Island County, with Oak Harbor located in the North Whidbey Island region.~~

- 3.c** Continue to use and amend as necessary the Interlocal Agreement between Oak Harbor and Island County as the primary means of implementing compatible land use policies, procedures, public facility planning and development standards and regulations within the UGA.
- 3.d** ~~Plan development~~ **Support the County in establishing policies and regulations that support directing development to** within the UGA **and discouraging it within the JPA** ~~for future annexation to the City, by ensuring uses are compatible with the adopted Comprehensive Plan.~~
- 3.e** ~~A portion of Ault Field should be included in the Oak Harbor UGA in the event the base is closed, land are surplus, or the base's mission is changed and joint use becomes possible. The City shall coordinate with the County, the Department of Defense and other agencies involved to develop a Master Plan for reuse of the air station should any of these events occur.~~

Discussion

~~Portions of Ault Field which could be included in the UGA are airfield functions such as operation areas, runway, structures, and clear zones (see UGA map). These areas are urban in character and served by water systems interconnected with the City.~~

Goal 4 - **Support Aannexations into the City ~~will occur~~ in compliance with the Washington State Growth Management Act and **in accordance with** the following policies.**

Policy: **4.a** ~~Land to be a~~**Annexed** should include only areas seen as logical extensions of the City **boundaries and its infrastructure**, ~~located adjacent to existing urban development.~~

Discussion:

This policy is to be used solely as a guide to prevent leap-frogging and not as a means of preventing growth.

4.b ~~The City should a~~**void** annexations that would result in unincorporated enclaves within the UGA.

Discussion:

An unincorporated enclave is an area completely surrounded by incorporated parts of the city. However, the City may make exceptions to this policy in cases where the potential enclave is already characterized by urban density. In such cases, the City should first encourage petitioners to work with property owners inside the potential enclave to include them in the annexation area. Failing this preferred option, only then should the City consider whether the annexation would further other Comprehensive Plan goals, such as economic development, and otherwise be consistent with annexation policies.

4.b ~~Annexations to the City~~ should be based on evidence that public facilities and service capacities already exist or are planned for and can be efficiently, economically, and practically provided by either public or private sources.

4.c Annexations should not diminish the present LOS or create an excessive financial burden to existing and prospective property owners in the City.

4.d Ensure property owners within an annexing area are aware of foreseeable obligations or requirements that may be imposed upon them by the City at the time of annexation.

Discussion:

~~Provide foreseeable cost estimates where possible.~~

4.e Require existing buildings, within annexed areas, to meet the City's fire and safety requirements.

Discussion:

Public safety shall be ensured by the following:

- * An inspection will be conducted of all properties within the proposed annexation area. The Fire Department will identify deficiencies of fire and life safety codes to property owners and City Council. Actions for

addressing the deficiencies within specified time frames as recommended by the Fire Department and subject to approval by City Council, will be in the annexation agreement.

- * Upon annexation, existing buildings will be required to have minimum fire-flow within three years for mobile home parks, and two years for all other buildings, or by annexation agreement. Smaller, individually developed properties should not be burdened by excessive costs of utility improvements beyond their normal proportional share of costs. Costs should be proportionate to benefit.
- * Existing buildings not conforming to the City's requirement for fire sprinkler systems, will not be subject to retrofitting until the building is remodeled, modified or has an occupancy reclassification. Occupancies or portions thereof classified as hazardous and/or required to have fire suppression systems in accordance with the Uniform Building Code will be required to install an approved system within one year.

4.f Assure that the City's fire rating is not reduced because of annexation by requiring upgrades/improvements to the infrastructure.

Discussion

~~The intent is to preserve the City's current fire rating and LOS and protect public welfare by providing a water supply of sufficient quantity and pressure for fire protection. In all instances, areas to be annexed should be analyzed for their potential effect on the City's fire rating. Programs should be established to assure improvements are made in the annexed area or to correct identified deficiencies made elsewhere in the City to balance rating deficiencies in the annexed area. Property owners in the annexing area may be required to pay all or a portion of the cost to correct the deficiencies in their area.~~

4.g Maintain the existing level of police service when annexing new areas.

Discussion

~~The intent is to protect the residents of the City from a reduced level of police services due to annexation. In all instances the areas to be annexed should be analyzed for their potential effect on the City's current level of police protection. Increases in police personnel may be necessary in order to remain at it's present LOS. The City should have a method for analyzing the fiscal impacts of annexation on police services.~~

4.h Annexation proposals should describe the method and level of funding for capital facilities needed to serve the annexed area.

- 4.i Proponents of annexation in developed or partially developed areas should pay their fair share of the costs of urban services and public improvements required to meet the City's LOS standards.

Discussion

This commitment to meet the City's LOS standards should be identified by all annexation agreements, including pre-annexation agreements.

- 4.j ~~The City may r~~Require, when necessary, the preparation of a fiscal impact study which addresses long and short-term economic impacts to the City.

- 4.k Annex, when possible, areas of sufficient size that square off City boundaries and enhance circulation.

Discussion

~~This policy makes subarea planning for local roads and utilities more efficient.~~

- 4.l Proposed annexations shall not result in the long-term reduction of the City's established LOS standards.

Goal 5 - ~~New neighborhoods~~Properties annexed into the City should contribute in a positive manner to sustain and enhance the quality of life for all ~~Whidbey Island citizens while promoting a strong sense of place for Oak Harbor~~through good design, layout and amenities.

- Policy:**
- 5.a Annexation agreements should include a preliminary ~~plan~~layout for a transportation network that emphasizes connections to existing neighborhoods, streets and pedestrian facilities.
 - 5.b Where topography allows, new annexation areas should develop in the traditional lot and block grid pattern that typified early Oak Harbor development and enhances the provision of public facilities and services.
 - 5.c ~~The City should consider the desirability of acquiring potential new~~Annexations shall explore the need for public facilities, such as trails, parks or open space lands, during the annexation review process with the cooperation of the petitioners.
 - 5.d ~~In a~~Annexation agreement for properties, requests where the surrounding land uses could be significantly affected by the potential land uses in the annexing area, ~~the City should require~~shall consider mitigations with a greenbelt designationbuffers of an appropriate width to ameliorate the negative impacts.

Discussion: ~~This policy would apply to the annexation of new industrial lands that abut properties that have historically been used for residential purposes.~~

~~**5.e** — The City should adopt standards that support the Comprehensive Plan annexation policies.~~

GROWTH MANAGEMENT ELEMENTS GOALS AND POLICIES

URBAN GROWTH AREA

Introduction

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Goal 1 - Support and encourage urban uses and densities within the UGA boundaries.

- Policy:**
- 1.a** Include urban density growth, and municipal public facilities serving that growth, only within the UGA boundary, as mandated by the Washington State Growth Management Act.
 - 1.b** Ensure that sufficient land in the UGA is available to provide reasonable development opportunities to accommodate twenty years of population and employment growth.
 - 1.c** Progress toward eliminating unincorporated enclaves in order to provide for the most efficient provision of urban services within the UGA.

Goal 2 - Engage the County cooperatively in determining expansions to the UGA boundary in accordance with the Countywide Planning Policies.

- Policy:**
- 2.a** Urban Growth Areas may be expanded during a GMA mandated periodic update cycle if necessary to accommodate a 20 year supply of buildable land as required by RCW 36.70A.110.
 - 2.b** Urban Growth Areas may be expanded outside of a GMA mandated periodic update cycle if the expansion is necessary for one of the following reasons:
 - a. Population growth in the UGA since the start of the planning period equals or exceeds fifty percent of the population growth allocated to the UGA at the start of the planning period; or

- b. Employment growth in the UGA since the start of the planning period equals or exceeds fifty percent of the employment growth allocated to the UGA at the start of the planning period; or
- c. Written notification is provided by the Department of Defense, or other reliable and verifiable information is obtained, indicating that prior to the next periodic update cycle, Naval Air Station Whidbey staffing will increase in a manner which would result in population growth equal to or exceeding fifty percent of the population growth allocated to the UGA at the start of the planning period; or
- d. An opportunity is presented to bring a large scale business, industry, institution, or other significant employer to Island County, and the County and City agree that due to the facility or institution's unique characteristics there is no suitable land available inside the current UGA.

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 - 3.b** Ensure regional growth capacity issues be a part of the consideration of the boundary expansion by the City and County.
 - 3.c** Continue to use and amend as necessary the Interlocal Agreement between Oak Harbor and Island County as the primary means of implementing

compatible land use policies, procedures, public facility planning and development standards and regulations within the UGA.

- 3.d Support the County in establishing policies and regulations that support directing development to the UGA and discouraging it within the JPA.

Goal 4 - Support annexations into the City in compliance with the Washington State Growth Management Act and in accordance with the following policies.

- Policy:**
- 4.a Annex areas seen as logical extensions of the City boundaries and its infrastructure.

Discussion:

This policy is to be used solely as a guide to prevent leap-frogging and not as a means of preventing growth.

- 4.b Avoid annexations that would result in unincorporated enclaves within the UGA.

Discussion:

An unincorporated enclave is an area completely surrounded by incorporated parts of the city. However, the City may make exceptions to this policy in cases where the potential enclave is already characterized by urban density. In such cases, the City should first encourage petitioners to work with property owners inside the potential enclave to include them in the annexation area. Failing this preferred option, only then should the City consider whether the annexation would further other Comprehensive Plan goals, such as economic development, and otherwise be consistent with annexation policies.

- 4.b Annexations should be based on evidence that public facilities and service capacities already exist or are planned for and can be efficiently, economically, and practically provided by either public or private sources.
- 4.c Annexations should not diminish the present LOS or create an excessive financial burden to existing and prospective property owners in the City.
- 4.d Ensure property owners within an annexing area are aware of foreseeable obligations or requirements that may be imposed upon them by the City at the time of annexation.
- 4.e Require existing buildings, within annexed areas, to meet the City's fire and safety requirements.

Discussion:

Public safety shall be ensured by the following:

- * An inspection will be conducted of all properties within the proposed annexation area. The Fire Department will identify deficiencies of fire and life safety codes to property owners and City Council. Actions for addressing the deficiencies within specified time frames as recommended by the Fire Department and subject to approval by City Council, will be in the annexation agreement.
 - * Upon annexation, existing buildings will be required to have minimum fire-flow within three years for mobile home parks, and two years for all other buildings, or by annexation agreement. Smaller, individually developed properties should not be burdened by excessive costs of utility improvements beyond their normal proportional share of costs. Costs should be proportionate to benefit.
 - * Existing buildings not conforming to the City's requirement for fire sprinkler systems, will not be subject to retrofitting until the building is remodeled, modified or has an occupancy reclassification. Occupancies or portions thereof classified as hazardous and/or required to have fire suppression systems in accordance with the Uniform Building Code will be required to install an approved system within one year.
- 4.f** Assure that the City's fire rating is not reduced because of annexation by requiring upgrades/improvements to the infrastructure.
- 4.g** Maintain the existing level of police service when annexing new areas.
- 4.h** Annexation proposals should describe the method and level of funding for capital facilities needed to serve the annexed area.
- 4.i** Proponents of annexation in developed or partially developed areas should pay their fair share of the costs of urban services and public improvements required to meet the City's LOS standards.

Discussion

This commitment to meet the City's LOS standards should be identified by all annexation agreements, including pre-annexation agreements.

- 4.j** Require, when necessary, the preparation of a fiscal impact study which addresses long and short-term economic impacts to the City.

4.k Annex, when possible, areas of sufficient size that square off City boundaries and enhance circulation.

4.l Proposed annexations shall not result in the long-term reduction of the City's established LOS standards.

Goal 5 - Properties annexed into the City should contribute in a positive manner to sustain and enhance the quality of life through good design, layout and amenities.

Policy:

5.a Annexation agreements should include a preliminary layout for a transportation network that emphasizes connections to existing neighborhoods, streets and pedestrian facilities.

5.b Where topography allows, new annexation areas should develop in the traditional lot and block grid pattern that typified early Oak Harbor development and enhances the provision of public facilities and services.

5.c Annexations shall explore the need for public facilities, such as trails, parks or open space lands, during the annexation review process with the cooperation of the petitioners.

5.d Annexation agreement for properties, where the surrounding land uses could be significantly affected by the potential land uses in the annexing area, shall consider mitigations with buffers of appropriate width to ameliorate the negative impacts.

Windjammer Park Integration Plan

Public Meeting

There are no handouts for this item.