

Chapter 3 → Land Use Element

A fundamental role of the Comprehensive Plan is to anticipate, guide, and plan for growth in a way that helps the City achieve its Vision. The plan is a tool to look ahead to the likely growth and ensure that the City's plans for land uses, infrastructure, and services are aligned with that growth. The Land Use Element addresses the general pattern of land use within the city and provides a framework to guide the city's overall growth and development. It ensures that an appropriate mix of land uses are available to support the City's economic goals, provide services to residents and businesses, and provide an array of housing choices. Land use planning also helps protect environmentally sensitive areas and maintain the character of established neighborhoods while allowing the city to evolve to meet the changing needs of the community.

Existing Conditions

Oak Harbor's land use pattern is a reflection of its history and its relationship with Naval Air Station Whidbey Island (NASWI). Prior to the existence of Deception Pass Bridge and the naval base, Oak Harbor relied on Maylor Dock for supplies, and, therefore, most of the city's commerce was established around the dock. Maylor Dock was destroyed by fire in 1966. However commercial activity continued in the area and is still active today. This area is commonly referred to as Old Town and is currently where the Central Business District is located.

Deception Pass Bridge was built in 1935 and NASWI was established on Whidbey Island in 1942 and expanded in 1949. The first jet

squadron arrived in 1956. The Seaplane Base was built adjacent to Oak Harbor's Old Town, and Ault Field was built north of Oak Harbor. Today the Seaplane Base accommodates naval housing, the Navy Exchange and the Commissary. Ault Field is the active part of the base and features the main airfield, flight operation and supporting facilities. It also accommodates a hospital, a variety of housing units and recreational areas including an 18-hole golf course. The Seaplane Base is within city limits while Ault Field is located in the unincorporated area of Island County.

Transportation Corridors

Today's State Route 20 was originally designated State Route 536 and came to be called SR 20 after the North Cascades Highway was completed. SR 20 through Oak Harbor is flanked by the majority of the City's commercial uses which take advantage of the traffic volumes that on the highway.

Midway Boulevard runs north-south through the city and connects Old Town and SR 20. It is flanked by mixed uses in the south close to Old Town, and commercial uses to the north where it intersects with SR 20. Midway Boulevard connects to Goldie Road north of SR 20 which is flanked by commercial uses close to SR 20 and which becomes predominately industrial as it extends north to Ault Field Road. Goldie Road terminates at one of the major entry points onto NASWI Ault Field.

NAS Whidbey Island

Naval Air Station Whidbey Island (NASWI) is the single largest employer on Whidbey Island. Its Ault Field location and flight operations' proximity to Oak Harbor influences the city's land use patterns. Noise contours emanating from their training flight paths have been

mapped⁹ and play a crucial role in building construction techniques to mitigate noise impacts. The orientation of runways at Ault Field also creates Accident Potential Zones (APZ) that overlap on properties within the city. These areas have overlay restrictions on uses to promote compatibility and safety¹⁰. Due to these impacts, the land use patterns to the north of the city have been designated primarily for industrial uses to limit people-intensive uses, reduce potential impacts and promote safety.

The Seaplane Base encompasses approximately 2,897 acres east of the city and is developed primarily with family housing. A large portion of the Seaplane Base is covered by grasslands, wetlands, forests and beaches. It includes approximately 10 miles of shoreline along Crescent Harbor and Oak Harbor Bay.

Residential Development

In Oak Harbor, residential development east of SR 20 is comprised of a mix of single family and multifamily, with styles primarily of post-war modern ranch homes and construction dates typically in the 1950s to early 1970s.

Neighborhoods in this area are mostly comprised of grid pattern streets and have limited sidewalks. West of SR 20, the typical dates of residential construction are the late 1970s and early 1980s close to the highway and 1990s to 2000s further away to the west.

Neighborhoods in this area utilize curvilinear streets and cul-de-sacs as their primary development pattern.

Commercial Development

Commercial uses in Oak Harbor are primarily located along the major transportation corridors described above. SR 20 is flanked by big-box stores, national chain restaurants and medium-sized national chain drug stores. These

national chains along with local commercial strip centers provide a healthy mix of retail services for Oak Harbor and Whidbey Island. Old Town, located away from the highway, is characterized by smaller lots and denser development. Midway Boulevard between SR 20 and Whidbey Avenue also provides alternate commercial options.

Industrial Development

Industrial land and developments are located primarily along Goldie Road and North Oak Harbor Road. Of these two corridors, Goldie Road is the most highly developed. All of the properties along the east side of Goldie Road are within the city limits, as are a few parcels on the west side. While many of the west side properties are located within unincorporated Island County, their location within the UGA indicates that they are anticipated to annex into the city over time.

Shoreline

The marine shoreline within Oak Harbor is approximately 13 miles long, with a major portion of it on the Navy's Seaplane Base. The stretch within the city is covered predominantly by infrastructure (Pioneer Way, Bayshore Drive) and public lands (Oak Harbor Marina, Flintstone Park, Windjammer Park and Freund Marsh). The remaining shoreline is adjacent to residential uses that are mainly characterized by steep bluffs. The Shoreline Master Program is an overlay for uses adjacent to the shoreline and has seven environment designations¹¹ that guide development and conservation along the coast.

⁹ Air Installations Compatible Use Zones (AICUZ) for Naval Air Station Whidbey Island Ault Field and Outlying Landing Field Coupeville, Washington adopted 2005

¹⁰ See Chapter 5 of the AICUZ study

¹¹ Oak Harbor Shoreline Environment Designations – Maritime, Urban Mixed Use, Residential, Residential-Bluff Conservancy, Urban Public Facility, Conservancy and Aquatic.

Land Use Distribution

Land use categories are applied to all properties in the city and the UGA. Oak Harbor's land uses have been divided into seven general categories. This is a major change from the original GMA comprehensive plan adopted in 1995¹², which had more detailed land uses that directly matched zoning districts. The generalized land uses considered with the major update in 2016 are intended to provide a better planning tool and deal with meaningful change within a reasonable amount of time.

Planned Residential Estate

The Planned Residential Estate category is intended to preserve the rural residential character that exists in the Urban Growth Areas that will annex into the city. These areas are intended to be preserved in their existing capacity due to their proximity to the Naval Air Station, noise impacts, surrounding land uses and environmentally sensitive areas.

Low-Intensity Residential

The Low-Intensity Residential category is intended to accommodate most of the residential uses and to support low-intensity uses such as religious institutions, care facilities, schools etc., that create healthy livable neighborhoods. Supporting uses in this category normally provide services that are quiet, low impact and operate in a fashion that does not hinder the residential character of the neighborhood. Residential densities in this category range from a minimum of 3 units per acre to a maximum of 16 units per acre. This land use category is implemented by three zoning districts: Single Family Residential (R1), Limited Multifamily Residential (R2) and Multifamily Residential (R3).

This land use category, where most of the residents of Oak Harbor live, encompasses

¹² The first comprehensive plan adopted under the Growth Management Act (GMA)

approximately 5719 parcels (about 1941 acres) and 47% of the total area in the City and the UGA. Approximately 74% of this land use category is within the city limits and 26% is in the UGA. Approximately 82% (1596 acres) of this land use category is developed¹³.

High-Intensity Residential/Low-Intensity Commercial

This land use category accommodates high-density residential uses, fringe neighborhood-scale commercial uses and office-type uses. Densities in the residential district range from a minimum of 12 units per acre to a maximum of 22 units per acre.

Professional and administrative offices that have normal working hours are accommodated in this district and form a buffer between the Low-Intensity Residential category and other high-intensity uses. This district also accommodates neighborhood-scale commercial uses. This land use is best located on the fringes of neighborhoods and along transportation corridors and intersections and is supported by pedestrian amenities and/or is accessible by mass transit. This land use category is implemented by the following zoning districts: Multifamily Residential District (R4), Residential Office (RO) and Neighborhood Commercial District (CI).

Currently, the 275 acres that include all 366 parcels in this land use category are located within the city limits. Seventy-five percent of the area in this land use category is developed. This is one of the land use categories that should be considered for inclusion in the UGA and future UGA expansions to provide alternative commercial services away from SR 20.

¹³ Properties considered as "developed", are lots that have an existing structure valued greater than \$4000 (Countywide Policies Buildable Land Analysis). Properties that fall under this threshold are considered vacant but can include open space, parks, critical areas etc. and should not be assumed as all developable.

Maritime

The City created this land use category in 2012 to accommodate high-intensity water related and water dependent commercial and industrial uses. This land use category and the Maritime designation in the Shoreline Master Program have similar intent. This land use would accommodate uses such as boat building, sail making, water dependent transportation warehousing and other clean industrial uses. This land use also accommodates commercial uses similar to the uses that are allowed in the Central Business District. The commercial uses are intended to draw residents and visitors to the area and enjoy the recreational facilities provided by the marina, Catalina Park and the Maylor Point trail.

High-Intensity Commercial

The High-Intensity Commercial category is the workhorse commercial district for Oak Harbor and includes all types and scale of retail establishments, wholesale, transportation, and regional centers. This district is located primarily along major transportation corridors and capitalizes on traffic volumes. Large-scale offices and commercial complexes are encouraged to locate in this district. This district is intended to encourage mixed uses that support residential uses, where there are minimal noise impacts from NAS Whidbey and its operations. The zoning districts that implement this land use category are: Community Commercial (C3), Highway Service Commercial (C4) and Highway Corridor Commercial (C5).

There are 310 parcels (approximately 399 acres) in this land use category, of which 326 acres are within the city limits and 73 acres are in the UGA. Approximately 72% of the land in this area has been developed.

Central Business District

The Central Business District is commonly referred to as Downtown or Old Town and is located along SE Pioneer Way between City Beach Street and Midway Boulevard. This

district encompasses small- to medium-sized lots with dense building stock and pedestrian environments. Mixed uses and high-density residential complexes are encouraged in the district to create a vibrant mixed and cohesive pedestrian-scale environment. Setbacks and parking are limited mainly to residential uses thus encouraging commercial uses to maximize the development potential of lots. Due to the high density allowed in this district, heights, views and mixing of residential uses will need to be planned for compatibility. The intent of this district is implemented through the Central Business District (CBD) zoning classification. The CBD zoning district is further divided into CBD-1 and CBD-2 sub-districts to regulate building heights and residential uses.

There are 141 parcels (approximately 41 acres) in this land use category. Of the 141 parcels, 95 (approximately 28.5 acres) are developed.

Industrial/Business Park

The Industrial/Business Park land use category is intended to accommodate industrial uses, industrial parks and business parks. The industrial and business parks provide an opportunity for the City to work with developers to promote large-scaled master planned developments that accommodate office complexes while preserving natural amenities. The zoning districts in this land use category are: Industrial (I), Planned Industrial Park (PIP) and Planned Business Park (PBP).

There are currently 146 parcels totaling 671 acres in this land use category. Fifty-one of these parcels (277 acres) are within city limits and 95 parcels (393 acres) are in the UGA. Approximately 96 acres are within the city, and 185 acres are outside city limits but within the UGA are considered developed.

Public Facilities

This land use category accommodates public facilities and institutional uses such as schools, colleges, churches, governmental offices, public works yards, utility structures and public parks.

This land use category is implemented by the Public Facilities (PF) zoning district.

There are approximately 505 acres in this land use category. Approximately 96% are within the city limits.

Open Space

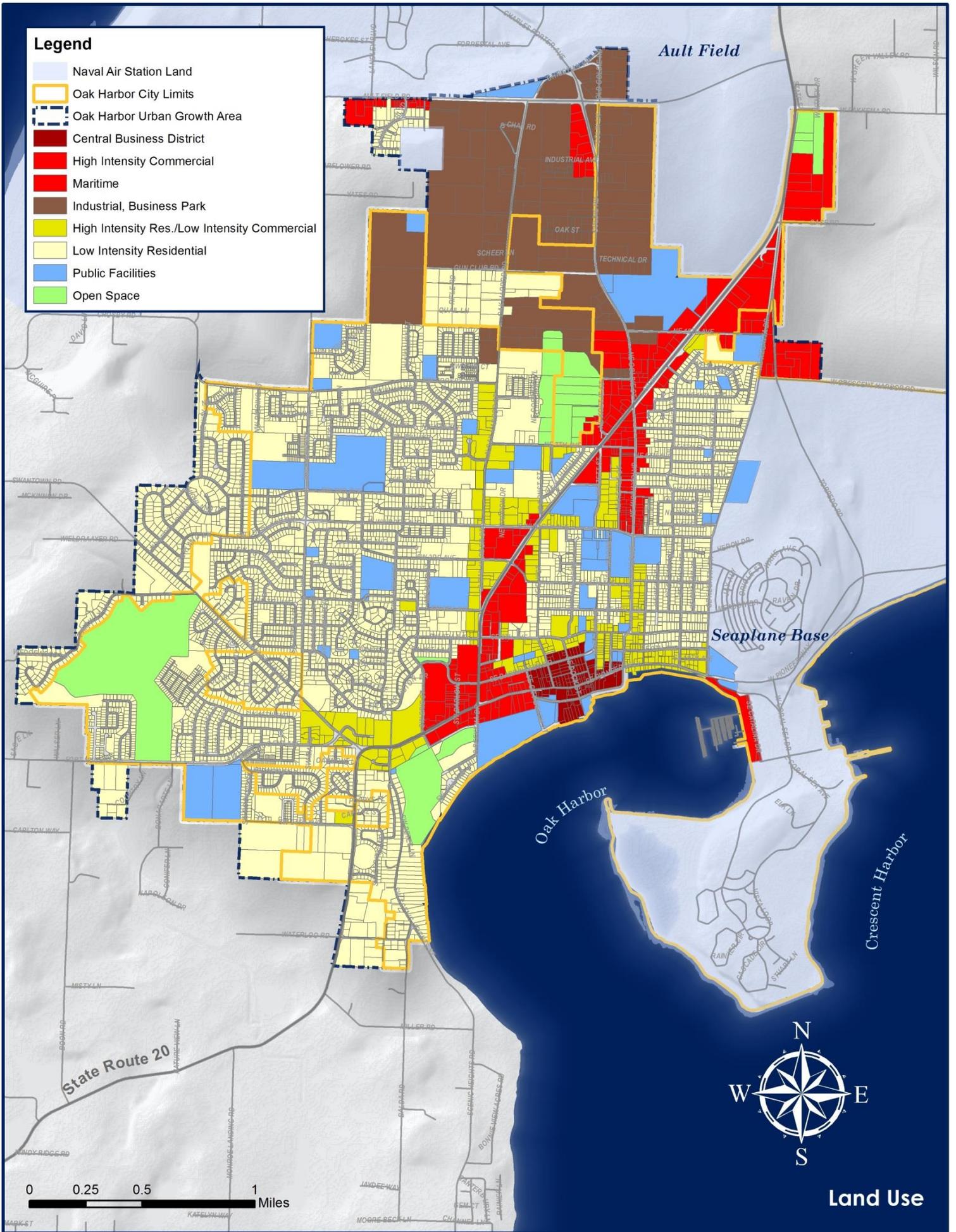
The intent of the Open Space category is to retain and preserve natural ecosystems and recreation areas for community benefit and welfare. Wetlands, forest lands, agricultural uses and golf courses are within this category. It is implemented by the Open Space (OS) zoning district.

There are approximately 325 acres of open space in the city and UGA. Approximately 259 acres are within city limits.



Legend

- Naval Air Station Land
- Oak Harbor City Limits
- Oak Harbor Urban Growth Area
- Central Business District
- High Intensity Commercial
- Maritime
- Industrial, Business Park
- High Intensity Res./Low Intensity Commercial
- Low Intensity Residential
- Public Facilities
- Open Space



Land Use

Land Use Inventory

A land use inventory indicates the amount of land in each land use category. Since every city is different and has unique land use categories there is no universal formula to determine if a city's land use distribution is ideal.

Figure 10 shows an inventory of the land use categories and the number of acres and lots in each category. As expected, the Low-Intensity Residential constitutes the major portion of the city and is likely the most dynamic of all categories as the city grows. Keeping a pulse on this land use category may provide an opportunity to determine future land use needs in other categories.

Twenty-Year Land Use Needs

Island County has estimated the population projections for Oak Harbor to reach 25,814 people by 2036, an increase of 3,739 persons from the 2010 population. The population projection methodology includes the proposed increase in squadrons at NAS Whidbey and the new families additional squadrons will bring. Based on the population projections, the County estimates that approximately 1,626¹⁴ housing units will be needed to meet the demand. The County's analysis¹⁵ also indicates that Oak Harbor has the capacity for 1,803 units and will therefore be able to accommodate the projected needs.

| 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 | |

Figure 9 - Percentage of developed acres by Land Use Category

¹⁴ Housing unit demand estimated using housing occupancy of 2.3 person per household -2010 Census

¹⁵ 2015 Buildable Lands Analysis

The County’s analysis also indicates that there is land available in Oak Harbor that once developed, could potentially accommodate an additional 6,781 jobs. The large capacity is probably a result of the amount of industrial land that is in the city’s UGA. The current projections estimate an increase of 1,611 jobs by 2036.

Figure 11 provides information on the total acreage in each land use category and the acreage and percentages considered as developed.

| 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 | |

Figure 10- Land Use Distribution (includes all land within City Limits and the UGA except the Seaplane Base)

Land Use Goals and Policies

The goals and policies of the Land Use Element help further Oak Harbor’s Vision. The policies are primarily intended to accomplish the following:

- Direct change – At a time of change, the community can rely on policies and seize the opportunity to move closer to its Vision.
- Bridge gaps – In some instances codes that implement the plan and its Vision may not be sufficient to address the intent of community plans, so policies can help determine mitigation measures to address potential impacts.
- Support code – Implementing codes have their foundation in the goals and policies of the plan.

Goal 1 – Promote a healthy mix of uses Policies:

- I.a. Encourage land use densities/intensities where services exist or are readily available.
- I.b. Consider land use changes that are compatible with the character of its neighborhood.
- I.c. Promote neighborhood-scale satellite commercial centers to locate in areas away from SR 20.
- I.d. Promote areas for open space and recreational opportunities within residential development.
- I.e. Encourage location of new schools within or adjacent to residential developments and in close proximity to parks.
- I.f. Progress toward a form-based code to regulate the built environment and to foster predictable physical form rather than the separation of uses.
- I.g. Promote a mix of uses and densities in new developments through the Planned Residential Development process.
- I.h. Encourage private and public preservation of undeveloped open space.
- I.i. Designate areas newly incorporated into the UGA as special planning areas to:
 1. Explore the best mix of land uses to serve the area and the city’s needs;
 2. Work with property owners in the area to determine land use patterns and development scenarios;
 3. Involve public participation.

Goal 2 – Encourage land use patterns that promote health and safety

Policies:

- 2.a. Promote land use changes that provide services closer to where people live.
- 2.b. Incorporate alternate modes of transportation with development.
- 2.c. Encourage higher land use intensities and densities along major transit corridors.
- 2.d. Discourage long stretches of intersection-less roadway within the city.
- 2.e. Locate neighborhood parks that are easily accessible to residents and community parks within the level of service distance established in the Parks Recreation and Open Space Plan.
- 2.f. Seek opportunities to establish parks and recreation opportunities in underserved residential areas.
- 2.g. Promote interconnectedness between streets, parks, schools, trails, open spaces, and natural preserves.
- 2.h. Promote interconnectedness from residential areas to commercial areas, parks, and open spaces.
- 2.i. Promote crime prevention through environmental and defensible space design.
- 2.j. Prohibit people-intensive and residential uses from locating in high-noise and aircraft crash zones.
- 2.k. Require noise abatement construction standards based on noise level zones.
- 2.l. Consider flexible standards to encourage redevelopment of underutilized lots.
- 2.m. Limit the development around existing public water supplies to low-intensity uses.
- 2.n. Require developments to protect the aquifer recharge areas from contamination.
- 2.o. Promote a pedestrian scale environment by requiring buildings to locate close to street frontages in commercial, office and residential areas.
- 2.p. Promote pedestrian amenities, where feasible, with development and redevelopment of land.

Goal 3 – Support a vibrant economy

Policies:

- 3.a. Facilitate mixed-use developments in all districts that allow commercial uses.
- 3.b. Support efforts to encourage quality development and redevelopment in the Old Town area.
- 3.c. Support NAS Whidbey and its continued operation by discouraging:
 - 1. Encroachment of incompatible uses;
 - 2. Residential uses from locating north of NE 16th Avenue alignment;
 - 3. Structures that are a hazard to flight navigation;
 - 4. People-intensive uses in high noise areas and potential crash zones.
- 3.d. Require the disclosure of potential noise and accident-potential impacts to prospective buyers, renters, or lessees of property and structures in the city and UGA.
- 3.e. Enhance and protect the waterfront as an asset and implement the Waterfront Redevelopment, Branding and Marketing Program.
- 3.f. Promote upland developments adjacent to the marina.
- 3.g. Consider flexible standards to encourage development and redevelopment along Midway Boulevard.
- 3.h. Support the retention and expansion of industrial uses by utility services extensions and public infrastructure improvements.
- 3.i. Support the development of business parks using, where appropriate, master planning processes to achieve campus type developments.
- 3.j. Facilitate the growth of Skagit Valley College and its facilities.
- 3.k. Accommodate mobile commercial enterprises such as food vendors, coffee trucks, etc. in the Old Town area, near schools and colleges, and along the waterfront and marina.
- 3.l. Promote context-sensitive and proportionately scaled signage.
- 3.m. Consider landscape flexibility along commercial frontages for signs and storefront visibility.
- 3.n. Support home occupations that:
 - 1. Can operate inconspicuously and do not infringe on neighboring residents;
 - 2. Do not infringe on or change the intent of the residential zone;
 - 3. Have limited visitors and do not require additional parking.
- 3.o. Collaborate with the county to promote development practices that:
 - 1. Encourage new development to occur within city limits;
 - 2. Promote urban Oak Harbor development standards in the UGA.

Goal 4 – Promote a diverse and affordable housing stock

Policies:

- 4.a. Maintain a healthy amount of developable and redevelopable land in all residential land use categories.
- 4.b. Support land use changes that accommodate higher density residential uses where services and utilities are available.
- 4.c. Support the development of new, and the conversion of existing, residential structures for accessory dwelling units.
- 4.d. Consider a mix of land uses when expanding urban growth areas.
- 4.e. Support flexible standards for developments that provide affordable housing.
- 4.f. Consider development incentives to include affordable housing within new developments.
- 4.g. Coordinate housing growth strategies with changes in school enrollment projections and NAS Whidbey expansions.
- 4.h. Support efforts to increase affordable housing in the City.

Goal 5 – Respect the character of its natural and built environment

Policies:

- 5.a. Consider flexible standards to protect Garry Oak trees and their habitat.
- 5.b. Protect public view corridors :
 - 1. When considering new developments;
 - 2. From natural encroachments on public property.
- 5.c. Consider flexible standards for building locations, heights, and landscaping plans to preserve views.
- 5.d. Require, where appropriate, buffers and screening between new intensive uses and existing uses.
- 5.e. Promote the use of native vegetation, including Garry Oaks, for landscaping and buffers.
- 5.f. Promote parkways, street trees and landscaped boulevards with development proposals.
- 5.g. Require design and construction standards for development to consider:
 - 1. Protection of fish and wildlife habitat;
 - 2. Geologically sensitive areas for construction;
 - 3. Protecting critical aquifer recharge areas;
 - 4. Protecting and enhancing the shoreline;
 - 5. Frequently flooded areas.
- 5.h. Require development to adhere to design guidelines and regulations that promotes a pedestrian friendly environment by:

1. Locating buildings closer to street frontages;
 2. Encouraging visually interesting facades and people spaces.
- 5.i. Respect and acknowledge the role of historically and architecturally significant buildings in the community.
 - 5.j. Discourage premature land clearing ahead of development proposals.
 - 5.k. Promote revegetation when retaining existing trees is not practical.
 - 5.l. Promote landscaping to achieve visual and noise buffers.
 - 5.m. Require buffers where land use intensities vary.
 - 5.n. Require landscaping standards to efficiently screen for outdoor uses and storage areas.
 - 5.o. Encourage industrial uses to incorporate landscaping, decorative fencing and native vegetation so that they are attractive and complementary to the community.
 - 5.p. Explore creative ways to blend in/camouflage utility towers and devices.
 - 5.q. Place utilities underground whenever feasible.
 - 5.r. Require common/public open spaces within developments to be accessible and visible.

Challenges and Opportunities

Oak Harbor seeks to meet the challenge of achieving the community's land use vision, accommodating future growth and preserving what community-members love about Oak Harbor. Challenges and opportunities include:

- Meeting growth needs – Oak Harbor is constantly faced with the dynamic nature of NAS Whidbey and its changes. Increase in squadrons over the next few years will increase the demand for housing, schools and other services. Although, the Buildable Lands Analysis indicates sufficient land capacity within Oak Harbor, it is hard to predict whether the availability will be able to match the trend of incoming squadrons. The City will continue to support private development proposals and expansion of public facilities such as schools, colleges and other services as they come forward.
- Improvements on SR 20 – There are long standing plans to improve several intersections along Oak Harbor to relieve congestion. Funding is the primary challenge, for both the City and the State, to realize these projects. These proposals also have impacts on potential developments along the corridor. The City and Washington State Department of Transportation will continue to work in moving this project forward.
- Low Impact Development – Stormwater management has become a game changer in communities around Puget Sound. New regulations required through the National Pollutant Discharge Elimination System permitting will impact how development occurs. An increase in development regulations, maintenance requirements, and enforcement are challenges presented by this stormwater management methodology. The City will work with the community in finding practical solutions to meet this requirement.
- Old Town/Downtown Development – Directing more development to the Central Business District will continue to be a challenge due to its physical separation from SR 20 and the perceived drawback of the one-way street configuration. There are also challenges with an aging building stock and high cost of renovations and redevelopments. The City will continue working with the downtown merchants and property owners in supporting the Main Street program.
- Industrial and Business Park – There is a large inventory of land designated for industrial and business parks along NE Goldie Road and NE Oak Harbor Road. However, a major portion is outside the city limits and in the UGA. Infrastructure development, non-conforming uses and annexations are challenges in this area. The city will continue to work with property owners, Island County and potential developers to encourage developments and employment opportunities in this area.
- Home-based Businesses and Accessory Dwelling Units – There is an untapped potential in Oak Harbor to increase home occupations and accessory dwelling units. As demographics change and population grows, the City will continue to support and accommodate home occupations and the building of accessory dwelling units.
- Garry Oaks – The tree that gives the city its name is protected by city ordinance. However, propagating the species for future generations will require proactive measures to promote planting new trees where soils and

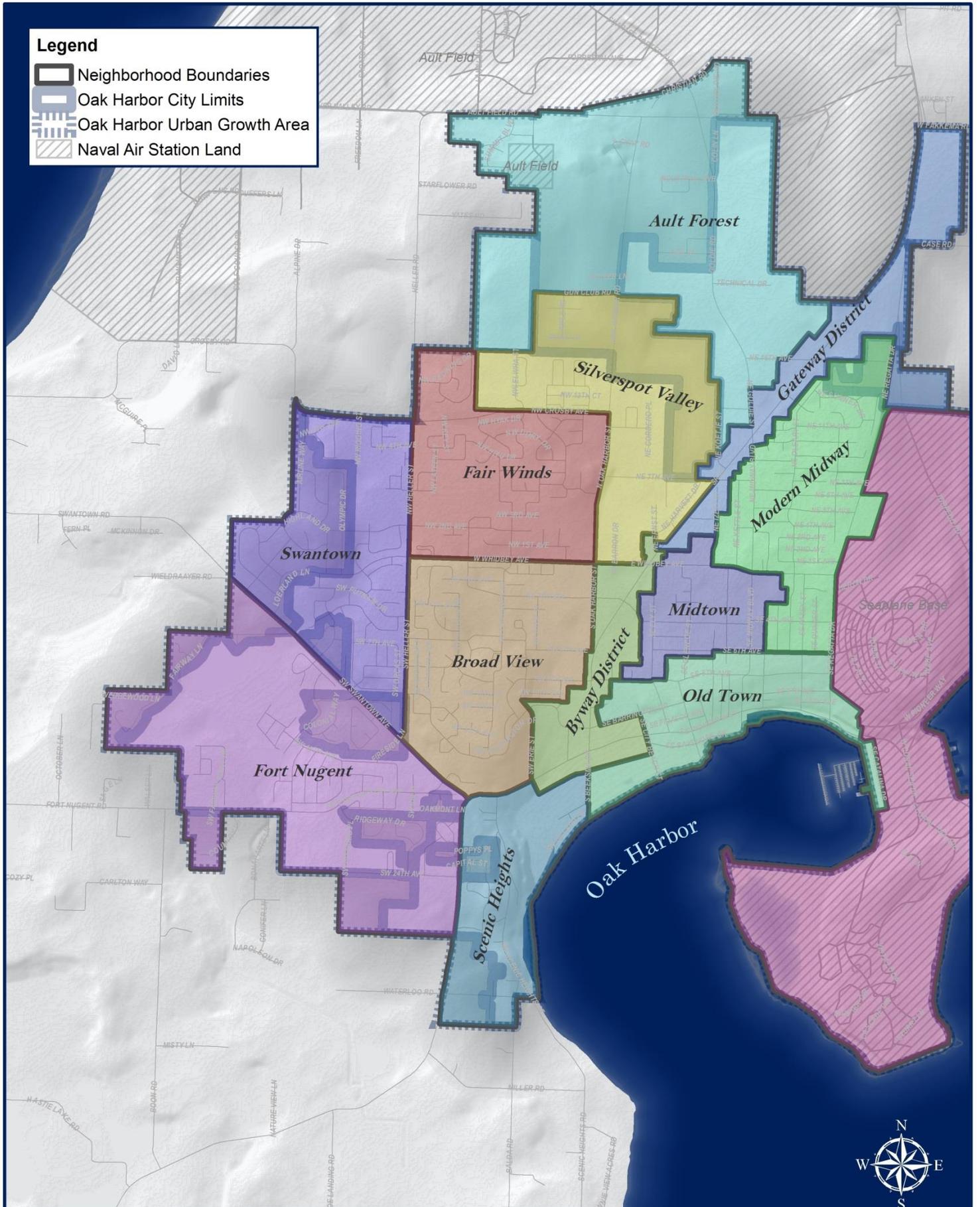
conditions are suitable. The City will continue its efforts in planting Garry Oaks on suitable public lands and encourage propagating them within private developments through incentives.

- Neighborhoods – Oak Harbor has diverse neighborhoods ranging in age from the early 20th century to current times. As neighborhoods age they naturally decline and can reach a state of disrepair. The City will have to manage change in these aging neighborhoods through a combination of zoning incentives, improved public services and facilities, public financial assistance and uniform housing code enforcement.
- Midway Boulevard – This corridor was identified in 2006 as a district that could accommodate higher-intensity commercial uses. This traditional commercial corridor will benefit from new and infill commercial and mixed use developments that enhance the sense of place. Flexible development standards, such as raising the height limit, allowing development to extend to the street, parking requirement reduction, public/private partnerships and other strategies can be used to support revitalization.
- Supporting growth of school facilities – Oak Harbor Public Schools anticipates an increase in student enrollment will mirror the planned increase in personnel and squadrons at NASWI. The District anticipates enrollment to increase by 750 students and then drop to 500 with the disestablishment of VQ-I squadrons. The District will face challenges in accommodating the increase in enrollment. A partnership between the District and the City is already well-established. The City leases school district property for parks and

athletic fields, the City shares technology infrastructure with Oak Harbor Public Schools and the City contracts with the school district for technology support services. Through the joint pursuit of grant opportunities and shared advocacy at the state and federal level for resources to address facility needs, the City can be an active partner in advancing the success of the District yielding broad benefits to the Oak Harbor community. The City will also communicate and work with the School District on a regular basis, help expedite the City review processes and support the District in meeting code requirements.

Legend

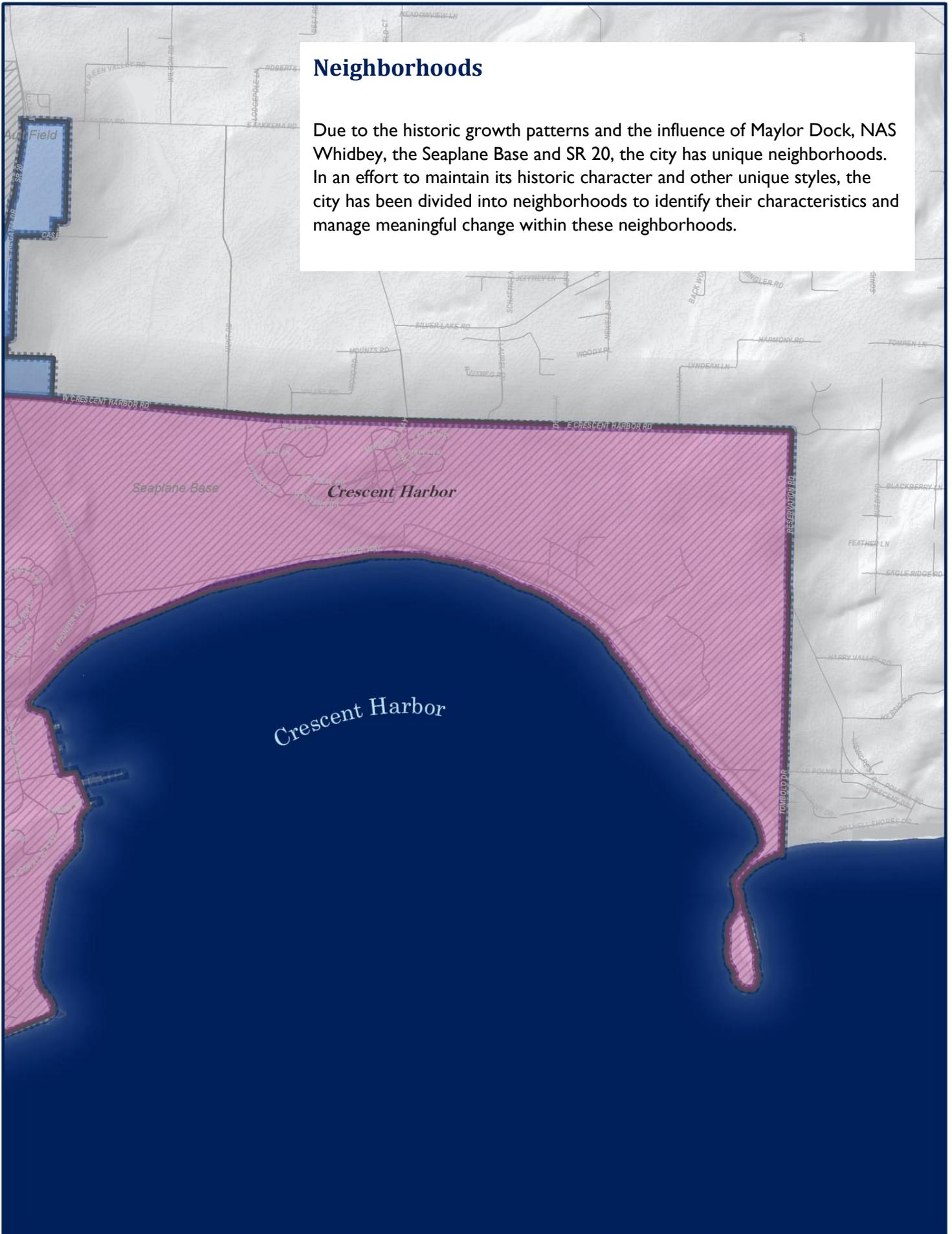
- Neighborhood Boundaries
- Oak Harbor City Limits
- Oak Harbor Urban Growth Area
- Naval Air Station Land



Neighborhoods

Neighborhoods

Due to the historic growth patterns and the influence of Maylor Dock, NAS Whidbey, the Seaplane Base and SR 20, the city has unique neighborhoods. In an effort to maintain its historic character and other unique styles, the city has been divided into neighborhoods to identify their characteristics and manage meaningful change within these neighborhoods.



Modern Midway

This neighborhood consists of a distinct commercial core along NE Midway Boulevard and stable residential areas generally developed in the years following World War II. Sometimes viewed as Oak Harbor's first suburban-type development, the commercial district is strongly oriented toward visitors arriving by car with spacious parking lots located in front of buildings. Single family residences dominate the gridded streets, with mid-century modern architecture mixing with more traditional styles. With the exception of a very small area at the north end of the neighborhood, Modern Midway is almost entirely within the City limits.

Data

- Modern Midway includes about 353 total acres within its boundaries; it is the 7th largest neighborhood in the City.
- There are approximately 935 total properties within the neighborhood – of which about 89% are in the Low-Intensity Residential category.
- 858 (91.8%) parcels within the neighborhood are currently developed.

Challenges, Opportunities and Strategies

- The neighborhood has a strong grid system allowing for easy and efficient vehicular movement, but in many areas, it lacks infrastructure for pedestrians and alternative modes of transportation.
- Modern Midway is highly developed, and has very few large lots available for infill or redevelopment. A buildable lands inventory shows only a few scattered parcels that could be divided or redeveloped for residential uses.
- Higher-intensity land uses in appropriate locations.
- Pedestrian circulation in the neighborhood should be improved, with particular focus on the NE Regatta Drive, NE O'Leary and NE Kettle Street areas.

Fair Winds

This neighborhood consists mostly of typical late 20th-century suburban development. A mix of single-family homes - generally built from 1970 to 1990, with some more recent developments – coexist with denser multi-family complexes grouped along the Oak Harbor Street corridor on the eastern edge of the neighborhood. Home of Oak Harbor High School and several churches and small neighborhood parks, the neighborhood is characterized by curvilinear streets and cul-de-sacs and generally lacks a typical street grid.

Data

- The neighborhood is approximately 369 total acres, ranking 6th largest in the City.
- It includes approximately 761 developed Low Density Residential lots, or approximately 17% of the total in the City.
- 59.7 acres (16.1%) of the neighborhood's total area is dedicated to Public Facilities land uses.
- Approximately 91.7% of parcels in the neighborhood are developed.



Challenges, Opportunities and Strategies

- Fair Winds has little opportunity for infill due to its high level of development and significant areas used by public facilities such as schools and churches.
- Lots are generally larger than minimums required in respective zone districts, but not so large as to allow redevelopment or lot splitting on a large scale. A developable lands survey found potential redevelopment opportunities in an area generally clustered around the intersection of NE Heller Road and NE Crosby Avenue.
- This neighborhood has no commercial uses within its boundaries or within close walking distance.
- Fair Winds is bounded by four major thoroughfares within Oak Harbor. Increasing traffic with additional population in neighboring and outlying neighborhoods will be a concern in the future.
- Where appropriate, higher densities with flexible standards should be considered to promote development without compromising public safety standards.
- Accessory dwelling units should be promoted where viable.

Ault Forest

The Ault Forest neighborhood generally consists of industrial and undeveloped lands at the north end of the city. Close proximity to the NASWI air field limits residential development. Commercial and industrial corridors are mostly situated on one of three roads: Goldie Road, Oak Harbor Street or Ault Field Road. Not including the Crescent Harbor Neighborhood, which includes exclusively US Navy lands, Ault Forest is the largest of the neighborhoods in the City, with over 800 acres in its boundaries.

Data

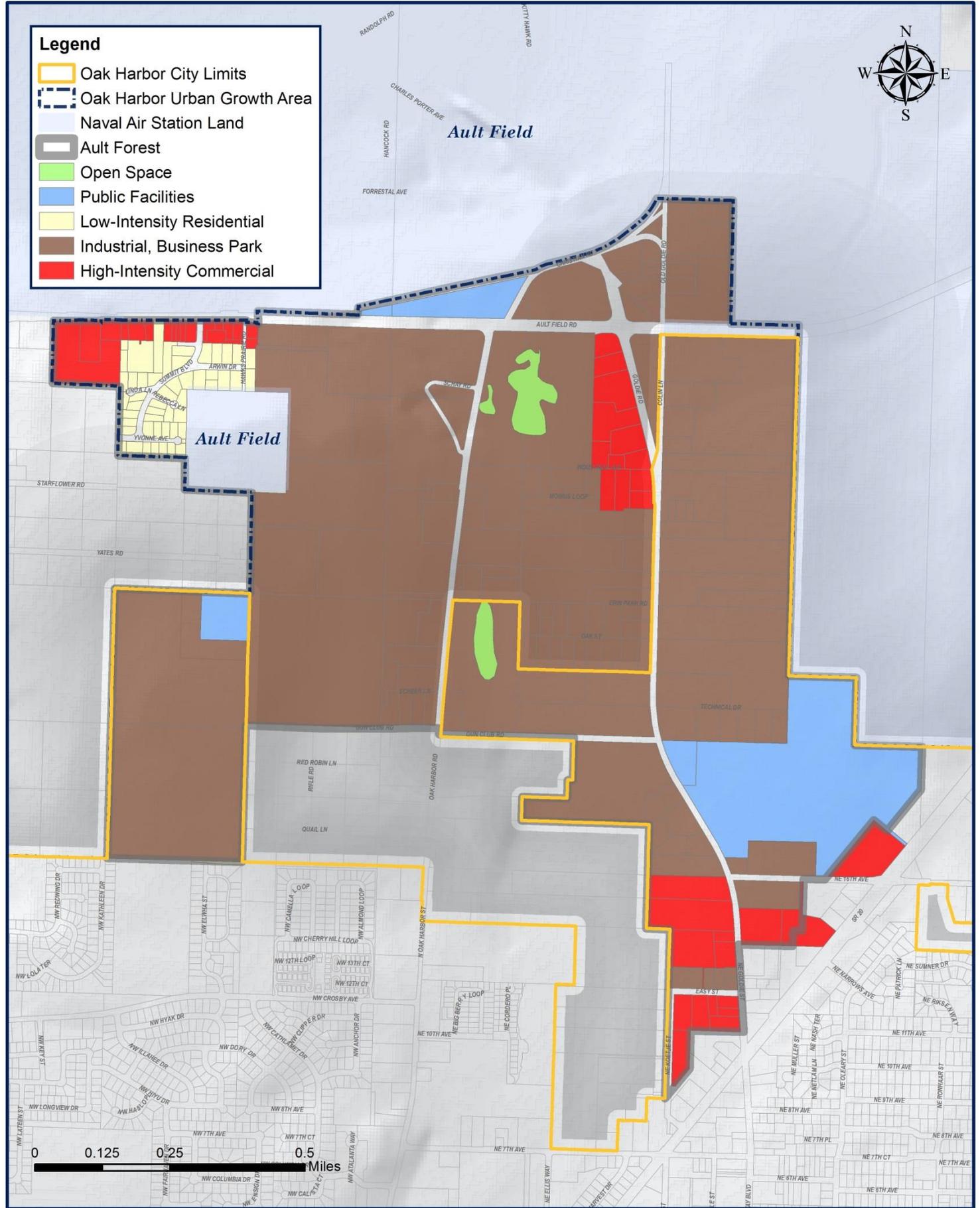
- Nearly half of the acreage in the neighborhood is located outside Oak Harbor city limits, but within the Urban Growth Area.
- More than 72% of parcels in the neighborhood are located outside City Limits.
- Only about 42% of the acreage within the neighborhood is considered developed by the standards used.

Challenges, Opportunities and Strategies

- While the neighborhood is comprised of large areas of undeveloped business and industrial park designated lands, the transportation network is under-developed and might be a hurdle to development in the area.
- As noted in the data above, most of the land in the neighborhood is under Island County jurisdiction.
- Development will need to account for wetland areas, which are currently unmapped.
- There is no comprehensive sewer system in the area.
- No new residential projects will be permitted in this neighborhood as the majority of it lies north of the 16th Avenue alignment.

Legend

-  Oak Harbor City Limits
-  Oak Harbor Urban Growth Area
-  Naval Air Station Land
-  Ault Forest
-  Open Space
-  Public Facilities
-  Low-Intensity Residential
-  Industrial, Business Park
-  High-Intensity Commercial



Ault Forest

Gateway District

The Gateway District neighborhood serves as the northern entry into Oak Harbor via Highway 20. As such, it is a heavily-traveled corridor and the visual first impression for visitors. The neighborhood is mostly commercial in nature, with businesses serving both local residents and visitors alike. Several hotels and restaurants are located along the Highway 20 corridor within the neighborhood. The more developed sections of the highway corridor are planted with mature trees through the Heritage Way program.

Data

- 84% of the neighborhood is designated as High-Intensity Commercial land use category
- The neighborhood includes approximately 43% of the City's High-Intensity Commercial land.
- Approximately 27 acres within the High-Intensity Commercial land use category are vacant according to the buildable lands survey.

Challenges, Opportunities and Strategies

- The City should endeavor to complete the Heritage Way landscaping along the entire Highway 20 corridor.
- Bicycle and pedestrian facilities are lacking in certain areas.
- The northern portion of neighborhood is heavily impacted by Accident Potential Zones for Ault Field. These zones limit development in those areas.

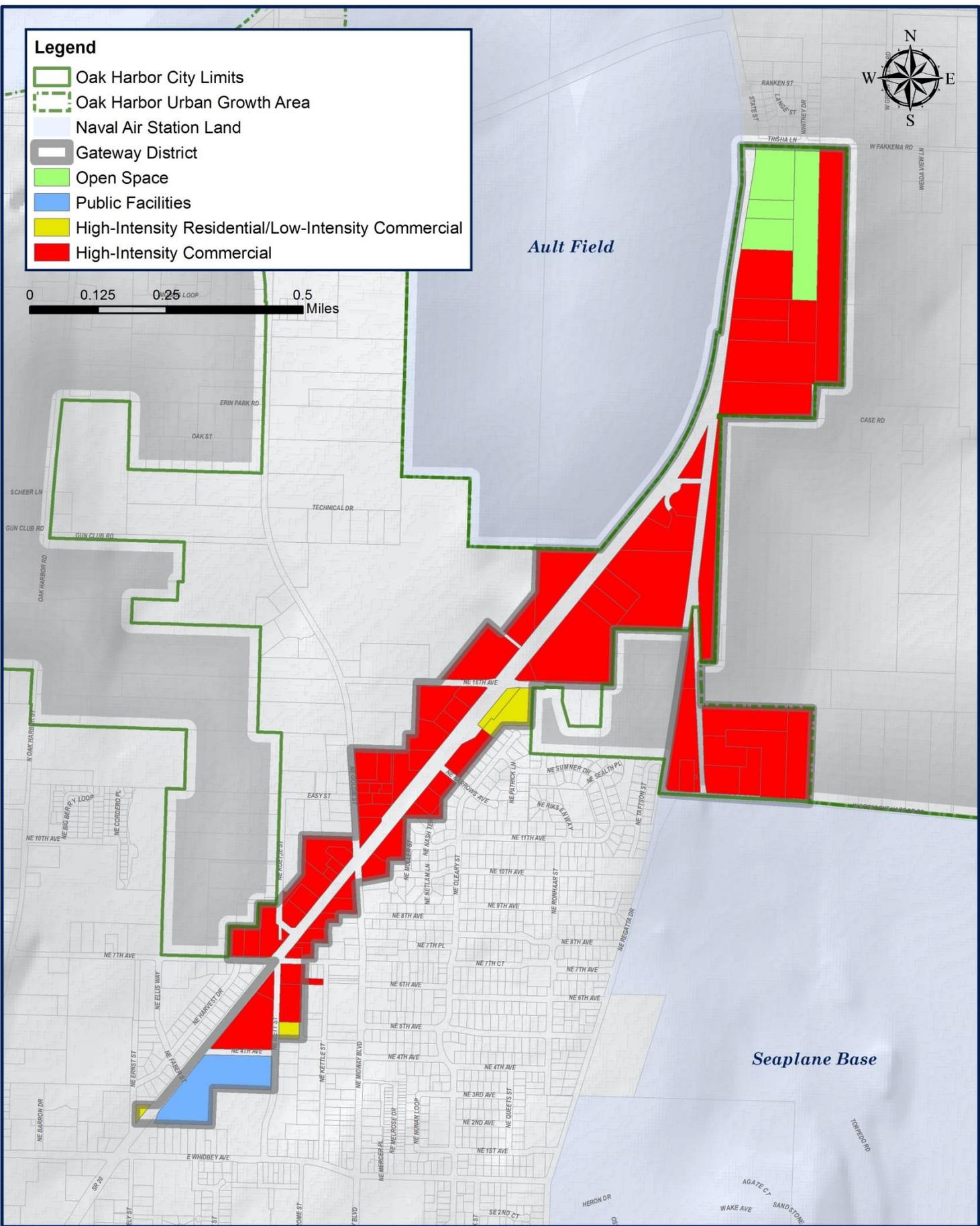


Legend

- Oak Harbor City Limits
- Oak Harbor Urban Growth Area
- Naval Air Station Land
- Gateway District
- Open Space
- Public Facilities
- High-Intensity Residential/Low-Intensity Commercial
- High-Intensity Commercial



0 0.125 0.25 0.5 Miles



Gateway District

Silverspot Valley

The Silverspot Valley neighborhood includes some of Oak Harbor's denser residential areas, but also a significant area of permanent open space and wetland. The residential areas are a mix of single-family and multi-family residences and manufactured home parks, with higher densities occurring along the Oak Harbor Street and Crosby Avenue corridors.

Data

- Approximately 49% of Silverspot Valley is in the Low-Intensity Residential land use category. However, none of that land is in the R-I zone district – meaning there is a higher proportion of multiple-family properties in the neighborhood than would be expected. This contributes to the higher densities as shown in the 2010 Census numbers.
- 44% of the neighborhood is located outside City limits, but within the Urban Growth Area.
- Over 100 acres of land in the neighborhood is in the Open Space land use category.

Challenges, Opportunities and Strategies

- As noted above, a significant amount of land in the Silverspot Valley neighborhood is designated as Open Space. The wetland area that this designation protects is also buffered in many locations and may preclude development based on the distance required for buffering. Therefore, there may be a significant amount of vacant land that may not be available for development.
- Nearly half of the neighborhood is located outside Oak Harbor city limits. These areas may not be fully served by the City and may require sewer, water or other utilities to be extended before development can occur.
- Some of the northern portion of the neighborhood is located north of the 16th Avenue corridor, making it ineligible for residential development.

Swantown

Located on the far western side of the City, the Swantown neighborhood is comprised almost entirely of single-family residences, generally developed since the 1970s. Much of the neighborhood is located outside of the City limits while still in the Urban Growth Area.

Data

- Of the approximately 342 acres located in the neighborhood, 94.3% is in the Low-Intensity Residential land use category. The remaining land is in the Public Facilities category.
- Almost 42% of the land is located outside the City limits. All of that land is in the Low-Intensity Residential category.
- There are about 45 acres of vacant land in the neighborhood.
- Hillcrest Elementary School is located on land in the Public Facilities land use category. It is the only parcel in the neighborhood that is not in the Low-Intensity Residential category.

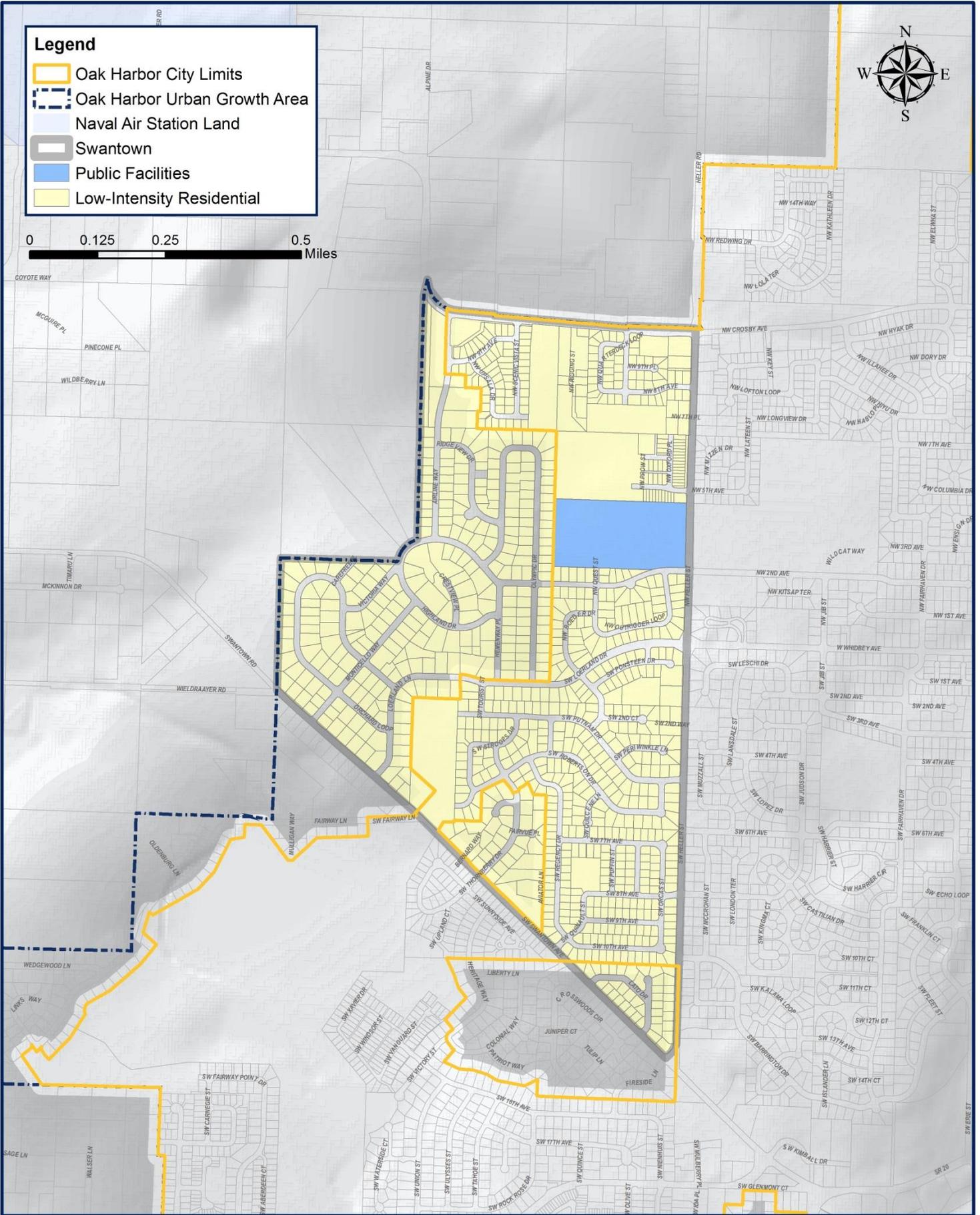
Challenges, Opportunities and Strategies

- Many residential properties located outside the City limits are not connected to the City sewer system. Generally, they utilize community or individual septic systems.
- The eastern border of the neighborhood is Heller Road – a key north-south corridor in the City.
- Access to public parks is lacking in the neighborhood.

Legend

-  Oak Harbor City Limits
-  Oak Harbor Urban Growth Area
-  Naval Air Station Land
-  Swantown
-  Public Facilities
-  Low-Intensity Residential

0 0.125 0.25 0.5 Miles



Swantown

Broad View

The Broad View neighborhood, named after the elementary school located within its boundaries, is home to established single-family residential areas and a concentration of churches near its eastern boundary. This area generally developed later than neighborhoods on the east side of Highway 20 and has homes dating from the 1960s to the present. Several small parks dot the area, both City-owned and privately held.

Data

- All of the Broad View neighborhood is located within City limits
- Approximately 74% of land in the neighborhood is in the Low-Intensity Residential land use classification. 15% fits in the High-Intensity Residential/Low-Intensity Commercial category.
- According to the buildable lands survey, there are less than 45 acres of vacant land in the neighborhood.

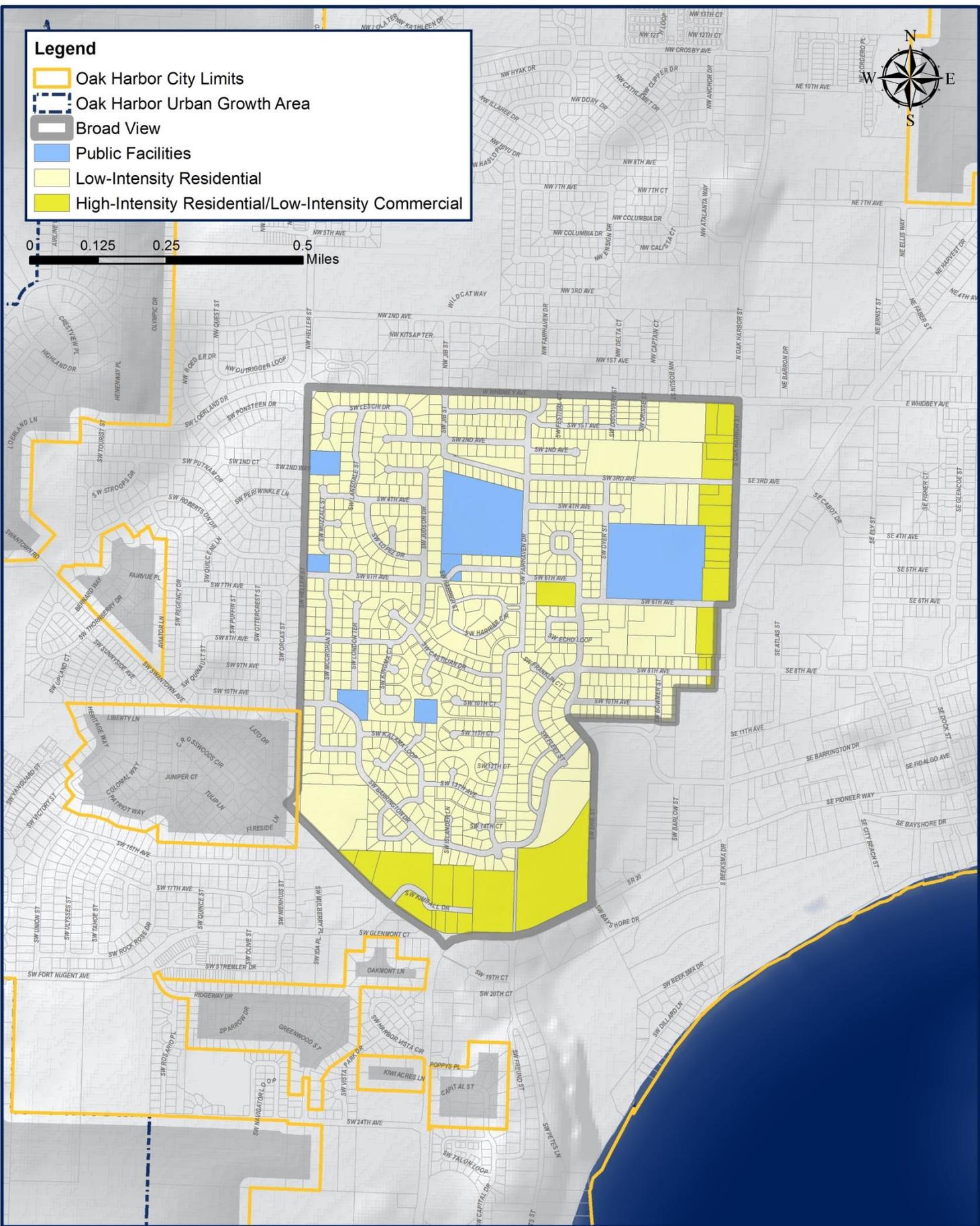
Challenges, Opportunities and Strategies

- Heller Street, a key north-south corridor in the City, forms the western border of the neighborhood.
- Older areas near Highway 20 may be impacted by encroaching commercial development.

Legend

-  Oak Harbor City Limits
-  Oak Harbor Urban Growth Area
-  Broad View
-  Public Facilities
-  Low-Intensity Residential
-  High-Intensity Residential/Low-Intensity Commercial

0 0.125 0.25 0.5 Miles



Broad View

Fort Nugent

Fort Nugent is Oak Harbor's southwestern frontier and the site of much recent single-family home construction. The neighborhood is also home to a private golf club and Fort Nugent Park, a large regional park with multiple sports fields, a large playground and open spaces.

Data

- Approximately 33% of the land in Fort Nugent is located outside the City limits, but within the Urban Growth Area. Unlike Swantown and other neighborhoods with land outside the City limits, there are several county "islands" that are surrounded by the City limits.
- Just over 68% of the land is in the Low-Intensity Residential land use category, but much of that is golf course.
- Fort Nugent contains over 146 acres of land in the Open Space land use category.

Challenges, Opportunities and Strategies

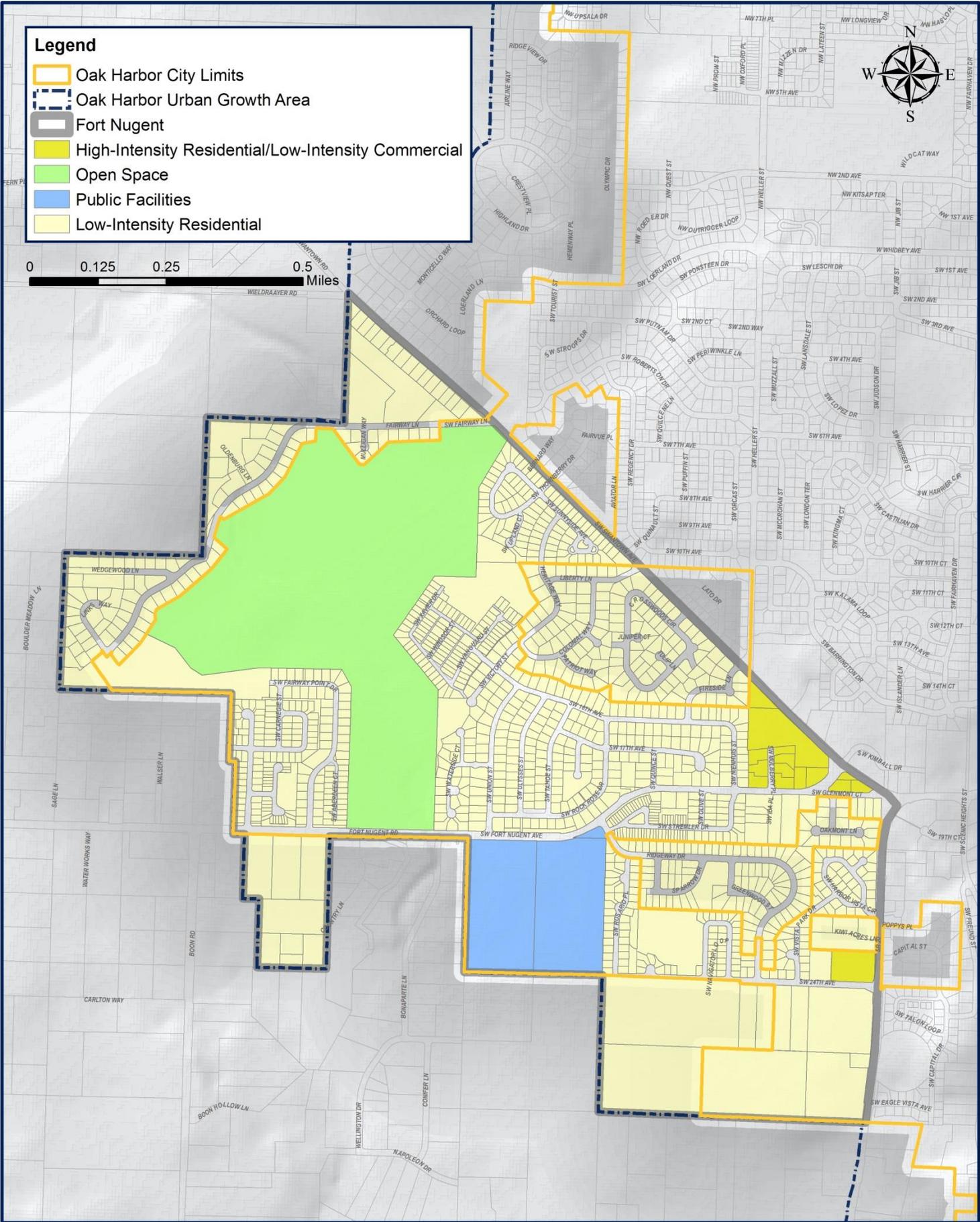
- The neighborhood includes large areas of vacant land that may be open to development.
- Increasing traffic could present problems in the neighborhood, particularly at the intersections of Fort Nugent Road and Swantown Road and at Swantown Road and Highway 20.
- The trail system through the City could be augmented with a connection from Fort Nugent Park to Scenic Heights and on to the waterfront trail.
- The most logical expansion of the Urban Growth Area would include the Fort Nugent neighborhood.

Legend

- Oak Harbor City Limits
- Oak Harbor Urban Growth Area
- Fort Nugent
- High-Intensity Residential/Low-Intensity Commercial
- Open Space
- Public Facilities
- Low-Intensity Residential



0 0.125 0.25 0.5 Miles



Fort Nugent

Midtown

This neighborhood includes the mostly-residential area just to the north of Oak Harbor's original settlement and the Old Town neighborhood. This small-scale "first ring suburb" is comprised generally of single-family homes, with a few multi-family parcels mixed in and some small-scale commercial businesses along Midway Boulevard.

Data

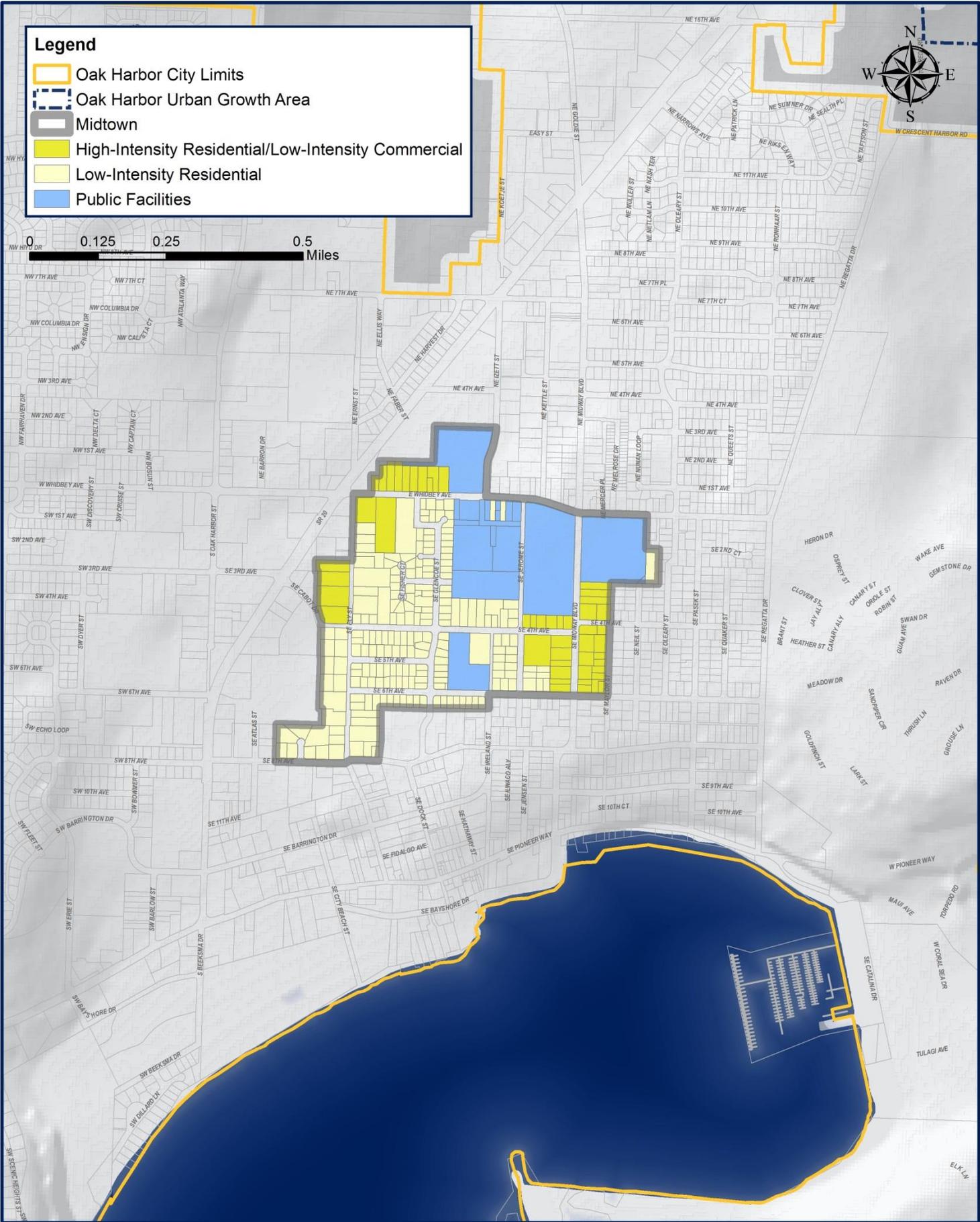
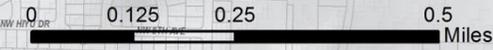
- This neighborhood has limited diversity in its land uses – nearly half (46.9%) of the land is in the Low-Intensity Residential category. The remainder is either High-Intensity Residential/Low-Intensity Commercial (20.2%) or Public Facilities (32.8%).
- The ratio of Public Facilities land use in this neighborhood is the highest in the City. Much of the land in this category is owned by the Oak Harbor School District and is utilized for Oak Harbor Elementary School and the district offices and support facilities.

Challenges, Opportunities and Strategies

- There is a lack of pedestrian and bicycle infrastructure in the neighborhood – many subdivision streets were built without sidewalks. Bike lanes are absent from major traffic routes.
- The high proportion of land in the Public Facilities land use category may act as an impediment to redevelopment.
- Increasing density may be possible in some areas. Mixed use developments could be encouraged along the Midway Boulevard corridor and along Ely Street.

Legend

-  Oak Harbor City Limits
-  Oak Harbor Urban Growth Area
-  Midtown
-  High-Intensity Residential/Low-Intensity Commercial
-  Low-Intensity Residential
-  Public Facilities



Midtown

Old Town

Old Town encompasses the original Oak Harbor town site dating back to its first settlement. This neighborhood includes a wide variety of land uses, from the downtown commercial core to high and low density residential areas. Old Town is also home to the Oak Harbor Marina and all the waterfront property that is not located either in the Scenic Heights neighborhood or in the Navy-owned Crescent Harbor neighborhood.

Data

- Old Town includes five of the seven land use categories
- The City's entire Central Business District land use category is within this neighborhood. Of the approximately 41 acres of CBD-zoned land, about 12.8 acres are vacant.

Challenges, Opportunities and Strategies

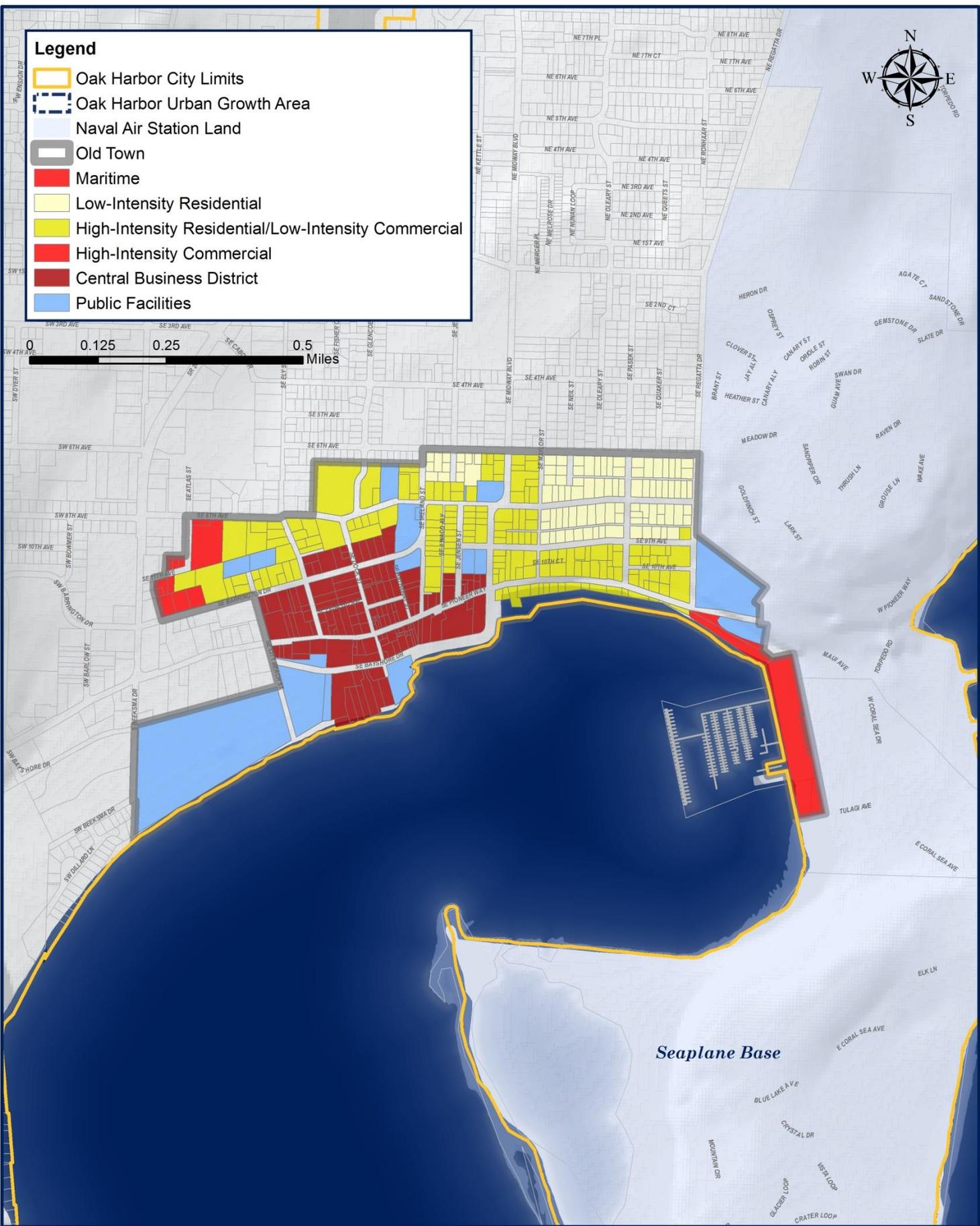
- This neighborhood includes a large concentration of Garry Oak trees. Protection of existing trees should be a priority and the inclusion of new trees may be considered for future projects.
- The marina area may support redevelopment and inclusion of support services and other commercial enterprises.
- Higher densities, where appropriate, should be considered to support downtown businesses and development and reduce pressure on the urban growth area boundary. Services already exist in all areas of the neighborhood, making it a good location for infill and increased density.
- There is limited parking in the area by design. Uses that do not require significant parking facilities, complementary uses that can share parking, and pedestrian oriented design should be encouraged.



Legend

-  Oak Harbor City Limits
-  Oak Harbor Urban Growth Area
-  Naval Air Station Land
-  Old Town
-  Maritime
-  Low-Intensity Residential
-  High-Intensity Residential/Low-Intensity Commercial
-  High-Intensity Commercial
-  Central Business District
-  Public Facilities

0 0.125 0.25 0.5 Miles



Old Town

Byway District

The Byway District is Oak Harbor's auto-oriented commercial district, which is anchored by large retail stores that serve not only the City, but much of Whidbey Island. This neighborhood is characterized by more recent, large scale developments that include grocery, building supply and general merchandise retailers located behind landscaped strips and large parking lots. Most of the development in this area occurred after the 1960s.

Data

- At 164 acres, this is the second smallest neighborhood.
- The buildable lands survey shows only 15.8 vacant acres in the neighborhood.
- 119 acres are in the High-Intensity Commercial Land Use category.

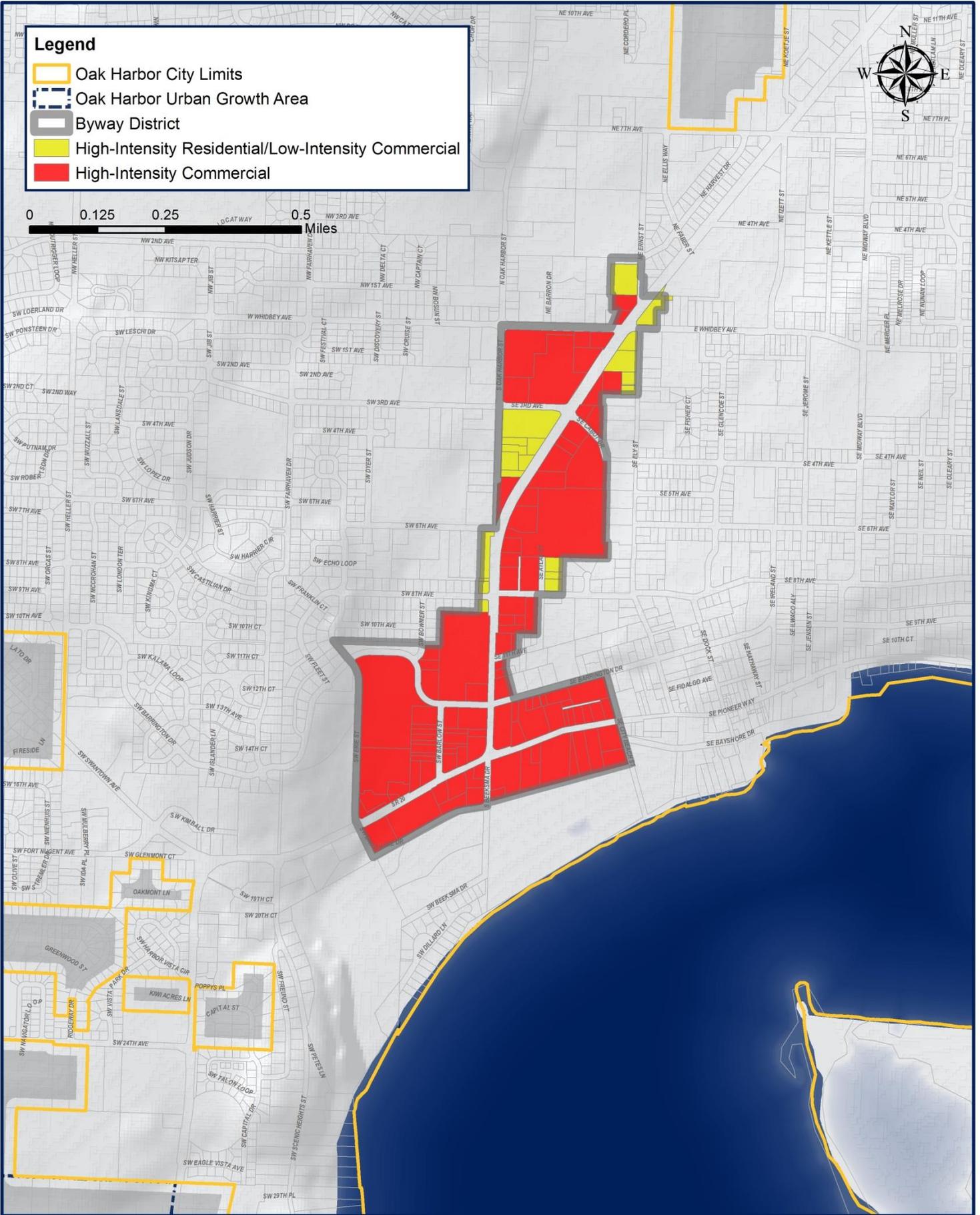
Challenges, Opportunities and Strategies

- Heritage Way landscaping theme should be implemented as many areas lack landscaping or could be upgraded.
- Proposed roundabouts at several locations will change traffic flow through the area.
- There are opportunities for redevelopment of under-utilized lands.
- Several high-profile vacant parcels are located in the neighborhood.

Legend

-  Oak Harbor City Limits
-  Oak Harbor Urban Growth Area
-  Byway District
-  High-Intensity Residential/Low-Intensity Commercial
-  High-Intensity Commercial

0 0.125 0.25 0.5 Miles



Byway District

Scenic Heights

The southern gateway into Oak Harbor, Scenic Heights consists mostly of residential properties and open space along the waterfront. Freund Marsh occupies a large area in the middle of the neighborhood, providing recreational opportunities, wildlife habitat and picturesque views. A walking and biking path that begins in Scenic Heights near the marsh continues into the Old Town neighborhood. Scenic Heights is home to the only waterfront bluff property in the City.

Data

- Approximately 18% of the Scenic Heights neighborhood is designated Open Space.
- More than 45% of the neighborhood is designated Low-Intensity Residential, with nearly half (51.5 acres) being located outside the City limits.
- There are approximately 57 acres of developable land within the neighborhood boundaries.

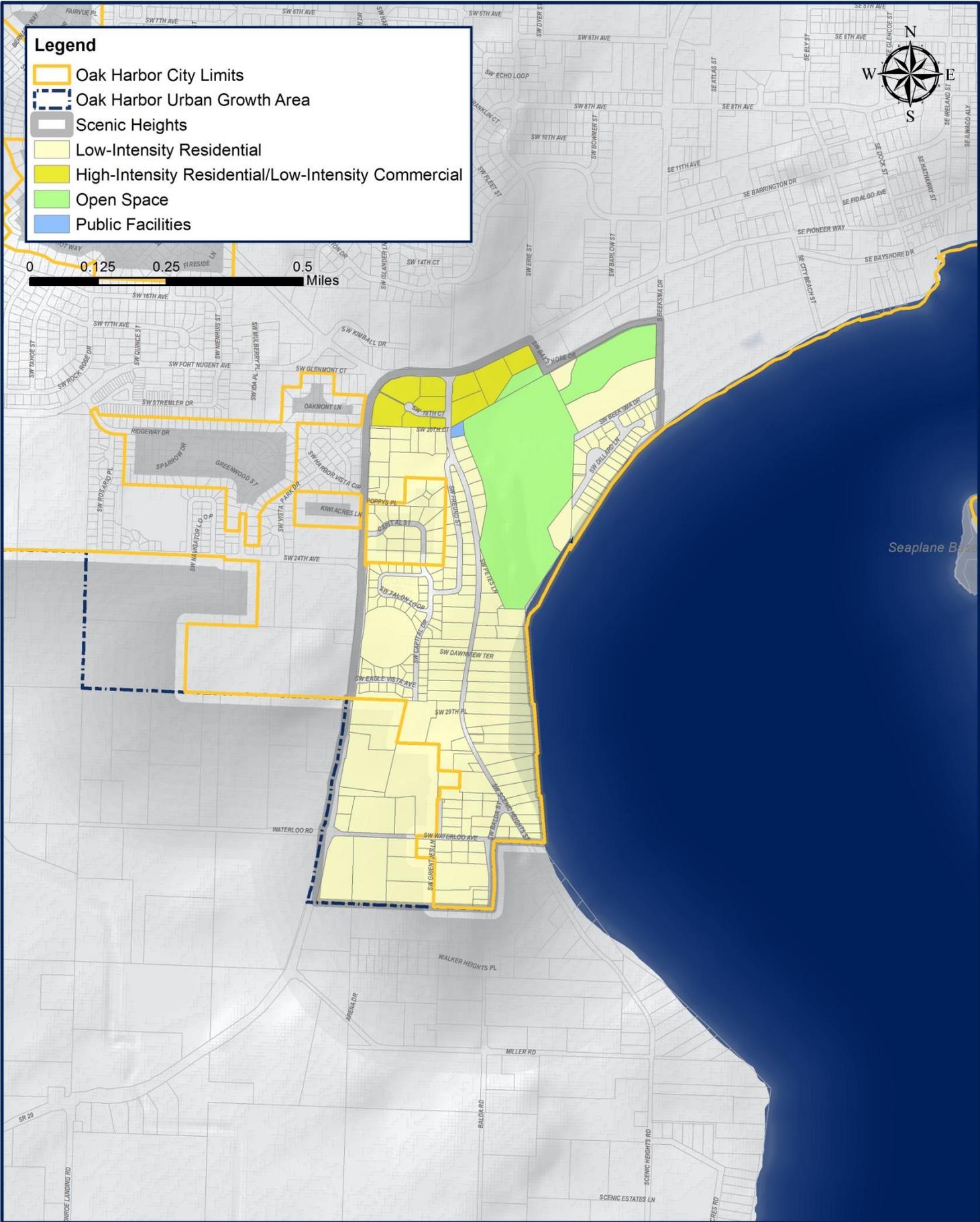
Challenges, Opportunities and Strategies

- As the gateway to the City, special consideration should be made to the landscaping, design and overall appearance of the highway corridor.
- While there is a large parcel of open space in the Freund Marsh, there are no neighborhood parks available for the residents of the area.
- The two main roads through the neighborhood, Highway 20 and Scenic Heights Street, lack pedestrian amenities in many places.
- Infill development may be accomplished on larger lots through short plats or accessory dwelling units.

Legend

- Oak Harbor City Limits
- Oak Harbor Urban Growth Area
- Scenic Heights
- Low-Intensity Residential
- High-Intensity Residential/Low-Intensity Commercial
- Open Space
- Public Facilities

0 0.125 0.25 0.5 Miles



Scenic Heights

Crescent Harbor

The largest of Oak Harbor's neighborhoods, Crescent Harbor is entirely composed of US Navy-owned property. This area includes much of the housing provided for Naval Air Station Whidbey Island in several different locations. Crescent Harbor Elementary School serves many children in the neighborhood, as well as those residing outside City limits to the east of Oak Harbor. All of Crescent Harbor lies within City limits, but the City has no zoning jurisdiction in the neighborhood.

Data

- With nearly 2800 acres of total land area, this neighborhood is nearly 3 ½ times larger than the Ault Forest neighborhood.

Challenges, Opportunities and Strategies

- The neighborhood includes most of the coastline located in City limits.
- The neighborhood benefits from the recently adopted Shoreline Master Program.
- The Navy works with the City on planning and land lease issues.

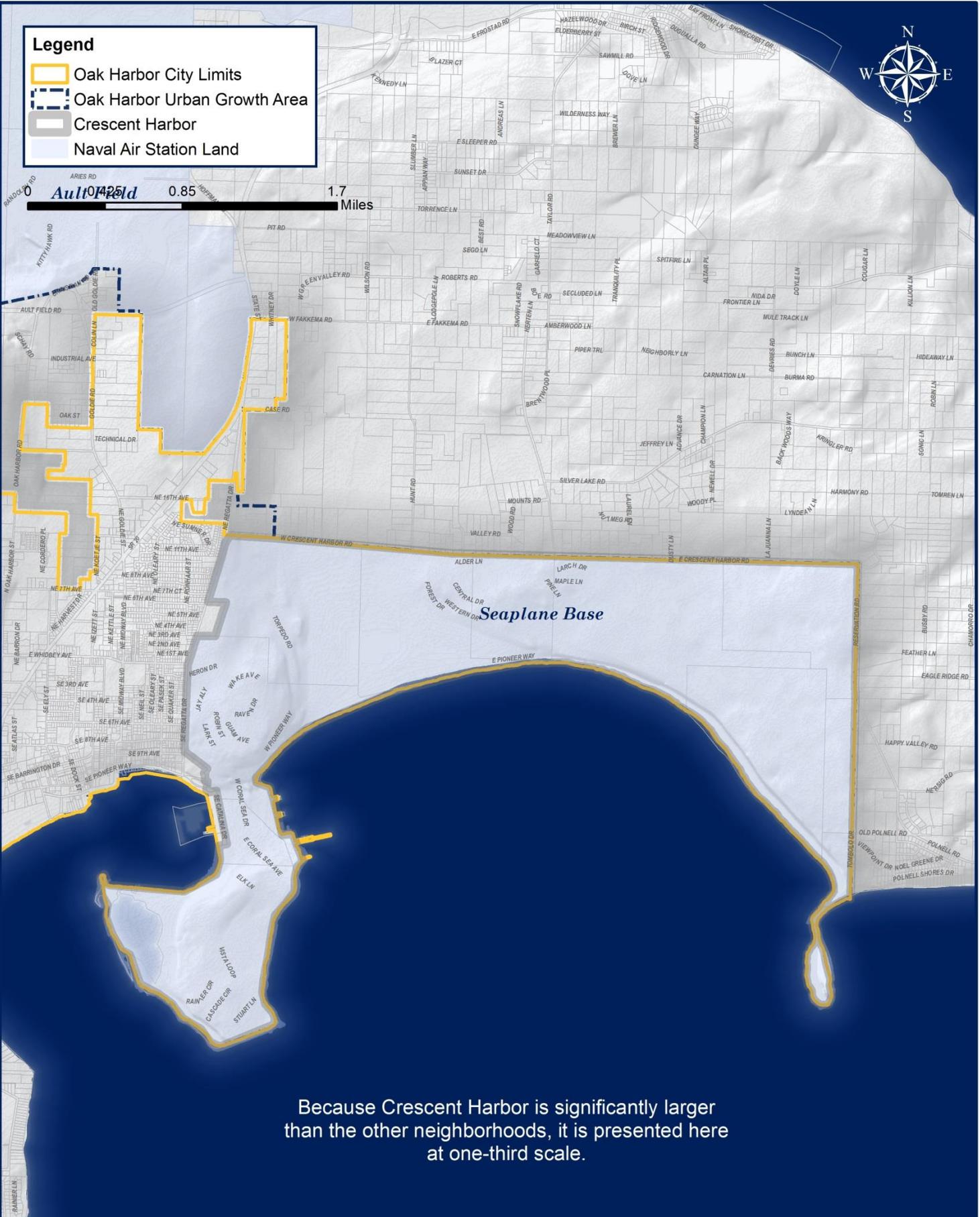


Legend

-  Oak Harbor City Limits
-  Oak Harbor Urban Growth Area
-  Crescent Harbor
-  Naval Air Station Land



0 0.425 0.85 1.7 Miles



Because Crescent Harbor is significantly larger than the other neighborhoods, it is presented here at one-third scale.

Crescent Harbor

Essential Public Facilities

GMA requires that each local jurisdiction planning under the Act provide a process within its Comprehensive Plan for identifying and siting “essential public facilities.” Facilities which fall into this category are those that are typically difficult to site, and are not anticipated by existing plans and zoning, such as airports, state education facilities, state or regional transportation facilities, correctional facilities, solid waste handling facilities and in-patient facilities including substance abuse, mental health and group homes (RCW 36.70A.200). The GMA prohibits communities from imposing outright bans on such land uses. The following policies address Oak Harbor’s process and criteria for siting essential public facilities.

1. Agencies proposing essential public facilities should demonstrate a justifiable need for the public facility and its location in Oak Harbor based upon forecast needs and a logical service area.
2. The City, in cooperation with proponents of essential public facilities, should establish a public process by which Oak Harbor residents have an opportunity to participate in a meaningful way in site selection and development review.
3. The City in coordination with other facility beneficiaries should establish a mitigation agreement to adjust the financial cost of receiving a public facility in exchange for inter-jurisdictional services.
4. The City should establish design criteria for public facilities to promote neighborhood and jurisdiction compatibility.
5. The City should establish a public use category to site facilities that may not otherwise be permitted.

6. Essential public facilities that are county-wide or state-wide in nature, must meet existing State law and regulations requiring specific siting and permitting requirements.
7. At a minimum, essential public facilities shall be subject to all of the requirements of obtaining a Conditional Use Permit. Depending on the type of facility, the city may require additional reports or studies as part of its environmental review process to ensure that the impacts of the proposed development may be reasonably addressed.

Property Rights

The protection of private property rights is one of the goals identified in the Growth Management Act. The purpose of providing local goals and policies on this subject is to maintain consistency between state and local requirements, and to provide a mechanism to ensure that the cumulative effect of local, regional, state and national regulations governing the development of land do not act to deprive a property owner of all economically beneficial use of property. In the relatively rare instance where such a situation should occur, there should be sufficient flexibility in local land use regulations to avoid a claim of “takings.” Such flexibility should provide a reasonable use of property in a manner that balances the legitimate but competing interests of environmental stewardship and private property rights.

To protect the property rights of land owners

1. Allow for variances from the city’s zoning and land use regulations to mitigate undue hardship when the literal application of those regulations would prohibit all reasonable development on a parcel of land.
2. Consider the use of reasonable use exemptions or transfers of development rights when a regulation would deprive an owner of all economically viable use of their property, or have a severe impact on the landowner’s economic interest, or deny a fundamental attribute of ownership.

