

Chapter 7 → Transportation Element

This element aims to provide a 20 year vision for Oak Harbor's transportation system, which respects the community's history, culture and character, supports anticipated growth in the region, and builds on Oak Harbor's momentum as an attractive community in which to live, work, and play by supporting safe and comfortable travel by all modes through 2036.

The vision for this element is to provide a safe, balanced, and efficient multi-modal transportation system that is consistent with the City's overall vision and adequately serves anticipated growth. Guidance from City staff, stakeholders, citizens, Planning Commission, and City Council helped identify several priorities:

- Improve safety for all road users in Oak Harbor through thoughtful planning and street designs that accommodate all modes;
- Encourage the efficient movement of people and goods through an interconnected transportation network that includes streets, sidewalks, bike paths, public transit, and other transportation facilities; and,
- Ensure Oak Harbor's transportation element compliments the City's land use vision and adopted plans and Island County's transportation network.

The transportation element sets a framework for understanding, prioritizing, measuring, and creating a transportation network to help Oak Harbor achieve its vision.

Planning Framework

The State's Growth Management Act of 1990 requires communities to prepare a transportation plan that links directly to the City's land use decisions and financial planning. This transportation element fulfills the mandate.

Additionally, given the status of State Route 20 as a major transportation corridor that travels through Oak Harbor, this plan aims to coordinate with the Washington State Department of Transportation (WSDOT) to ensure that this state facility can adequately serve the region's needs.

As part of this planning process, several local, regional, and state plans and documents that influence transportation planning in the City of Oak Harbor were reviewed. This section summarizes some of the key regional plans that were reviewed.

The Skagit and Island Counties Metropolitan & Regional Transportation Plan (2010-2035), prepared by the Skagit Council of Governments, lays out the long term goals for growth management, economic, and transportation issues.

Island County's Transportation Element is intended to serve as a guide for making transportation decisions to address both short and long term needs. The overarching goals of the plan are to provide a safe and integrated transportation system that maintains and preserves the existing system, while supporting the land use development and economic vitality. The projects outlined within the county's 20-year project list focus on preserving and managing the existing transportation system and implementing safety projects, rather than adding more roadway capacity.

State Route 20, Swantown Road to Cabot Drive (WSDOT, 2005). WSDOT partnered with the City of Oak Harbor to review SR 20 corridor needs and develop a detailed plan that will facilitate design and construction of future highway improvements. The goal of the analysis was to determine how best to redesign the section of the corridor, between Swantown Road to Cabot Drive, to improve levels of safety and mobility, while encouraging better access to land uses and improving the aesthetics of the corridor to match the city character.

Based on the traffic analysis of six key intersections within the project area, roundabouts were determined to be the best solution to improve safety and mobility along the corridor. In 2012, WSDOT released a briefing report and technical update to the 2005 plan, which further analyzed traffic within the study area and updated the costing estimates of the improvements recommended in the pre-design analysis. As of June, 2015, the project was funded by WSDOT as part of the Connecting Washington Projects Highway Improvements Program¹⁸. The project is scheduled for implementation between 2027 and 2029.

The Whidbey Scenic Isle Way Corridor Management Plan (CMP) was created for the state scenic byway that consists of SR 525 and SR 20 on Whidbey Island. The corridor, which spans from Deception Pass to the Clinton Ferry Terminal, is characterized as a “ribbon of commerce and connectivity for island communities”. The vision of the Whidbey Scenic Isle Way is to enhance visitors’ experience and preserve the quality of life enjoyed by island residents.

The CMP serves as a tool that provides recommendations for specific strategies and actions that improve, enhance, and sustain the corridor’s unique intrinsic qualities and the many enjoyable experiences it offers. In regards

to transportation, the plan outline several goals such as promoting the non-driving experience, improving the aesthetics of the transit system and park-and-ride lots, expanding the multiuse trail system, and providing safe and convenient crossing opportunities for pedestrians.

The Oak Harbor Transportation Plan, (April 2016), prepared by Fehr & Peers, serves as the principal functional plan for this element and includes level of service reports, land use and travel demand, and travel demand modeling documentation supporting this element.

Existing Conditions and Trends

The way people travel is greatly influenced by the built environment, which includes land use and travel corridors, as well as the key destinations where people live, work, play, shop, and recreate. This section also describes trends in how people are traveling based on anticipated development patterns and travel mode data.

Land Use

The main commercial areas in Oak Harbor, where people tend to shop, are located downtown and along State Route (SR) 20; these areas are zoned Central Business District (CBD) and high-intensity commercial as shown on the Land Use Map in the Land Use Element of this document.

Oak Harbor’s Old Town District (downtown) features older buildings that are home to a variety of commercial uses including a mix of office and retail uses, as well as restaurants. The area along SR 20 is characterized by auto-oriented commercial development that features larger scale buildings and parking lots. Other areas of commercial and industrial land uses are located in the northern portions of Oak Harbor, and military land uses are adjacent to the eastern and northern city limits. Much of

¹⁸ Leap Transportation Document 2015 NL-1

the remaining City area is zoned for single-family residential.

It is important to consider that areas of commercial, industrial, and dense residential land use tend to have more concentrated trips and can be supportive of alternative modes of travel such as transit, whereas areas of low density residential tend to have dispersed trip patterns more conducive to trips made by personal vehicle.

Oak Harbor's Old Town District functions as the historical city center. It is a major trip generator for all modes. It features a mix of commercial, residential, and civic destinations such as City Hall and the public library.

Island Transit's Harbor Station

Island Transit's Harbor Station serves a major transit hub and transfer center in Island County. Located on Bayshore Drive, the Harbor Station is served by nine transit routes, and connects to destinations as far as the Anacortes and Clinton Ferry Terminals. The Harbor Station is well connected to the Old Town District, and provides access to a nearby surface lot for passengers who access transit by car. There are

also bicycle and pedestrian amenities at the station area, including shelters, bathrooms, benches, and bike parking.

Oak Harbor Waterfront

Located on the south side of Oak Harbor's Old Town District, the Oak Harbor Waterfront provides access to parks, trails, and the Marina. Many residents and visitors alike enjoy the waterfront area and travel and recreate on Oak Harbor's Waterfront Trail, which spans the entire City waterfront. The Waterfront Trail serves as a major non-motorized route for residents and visitors. It connects trail users to destinations in Old Town such as shops, restaurants, and the Skagit Valley College. The trail also provides important connections for residents who live on their boats in the Oak Harbor Marina.

Naval Air Station Whidbey Island

The Naval Air Station Whidbey Island (NASWI) is located on two pieces of land near Oak Harbor. The primary section of the base, Ault Field, is located about three miles north of Oak Harbor. Ault Field, totaling approximately 4,250 acres in size, features the main airfield, administrative and industrial buildings, a



hospital, a variety of housing units, and several recreational areas including an 18-hole golf course.

The secondary section of the base, the Seaplane Base, is located just east of Oak Harbor's Old Town District. The Seaplane Base encompasses approximately 2,820 acres. About twenty percent of this land area is developed, primarily with single family housing.

NASWI's personnel contribute to a significant amount of traffic on roadways leading to Ault Field and the Seaplane Base. Traffic near the bases becomes backed up during shift changes, as personnel enter/exit the base at Goldie Road and West Ault Field Road; Langley Boulevard and West Ault Field Road; and West Crescent Harbor Road and Torpedo Road.

Although the majority of personnel commute by private vehicle, many young personnel do not own a vehicle, and rely heavily on Island Transit, walking, and/or biking for their travel. The anticipated growth in population (see below) is expected to increase the number of young personnel, who typically lack access to a personal vehicle and are dependent on other modes.

Today, approximately 7,000 personnel are stationed at NASWI. By 2020, the active duty population is projected to reach 8,000. Anticipated growth and development near NASWI bases may necessitate roadway and operation improvements.

Oak Harbor Public Schools

The Oak Harbor Public School system operates neighborhood schools that serve the City and surrounding areas. In addition to School District facilities, there are several private schools located within Oak Harbor. The City of Oak Harbor, the Oak Harbor School District, and neighborhood groups have made a commitment to provide safe access to the City's schools through the State Safe Routes to School (SRTS) program. The Oak Harbor SRTS program has been successful in securing grant funding for a

variety of programs that support a safer transportation network near schools.

Growth within the City of Oak Harbor will necessitate the need for new schools. NASWI alone is expected to add another 750 elementary students by 2019. Given this growth, the Oak Harbor School Board has approved a plan to create two "hybrid schools". Instead of two middle schools for grades 6-8, there will be one school for grades 5-6 and one school for grades 7-8.

This could create challenges for school children who may need to cross SR 20 more often, given that their home school will not necessarily be the one closest to them.

Skagit Valley College

A branch of Skagit Valley College is located in Oak Harbor at the east end of Pioneer Way. Approximately 1,400 students enroll on the campus annually. The college is served by three Island Transit routes (3, 10, and 12), however the majority of students access the campus by car.

Transportation Network Overview

Oak Harbor's transportation network accommodates many modes of travel, including walking, bicycling, public transit, and driving. Vehicular travel still is the primary choice for most travelers in and around Oak Harbor.

City streets form the foundation of the transportation framework with roadways shaping how residents and visitors experience Oak Harbor. The main travel corridors in Oak Harbor are mostly roadways with sidewalks but also include non-motorized trails. The Old Town District has a relatively well-connected street grid, while the remaining areas of the city are characterized by larger blocks and curvilinear streets, which can make direct connections difficult.

The network classifies Oak Harbor's roadways into principal arterials, collectors, and local streets, as shown in the Roadway Classification Map. While Oak Harbor utilizes a traditional classification system, future projects may incorporate alternatives to the classification to accommodate road diet options. Road diets serve to utilize existing right-of-way and

pavement to provide greater multi-modal opportunities.

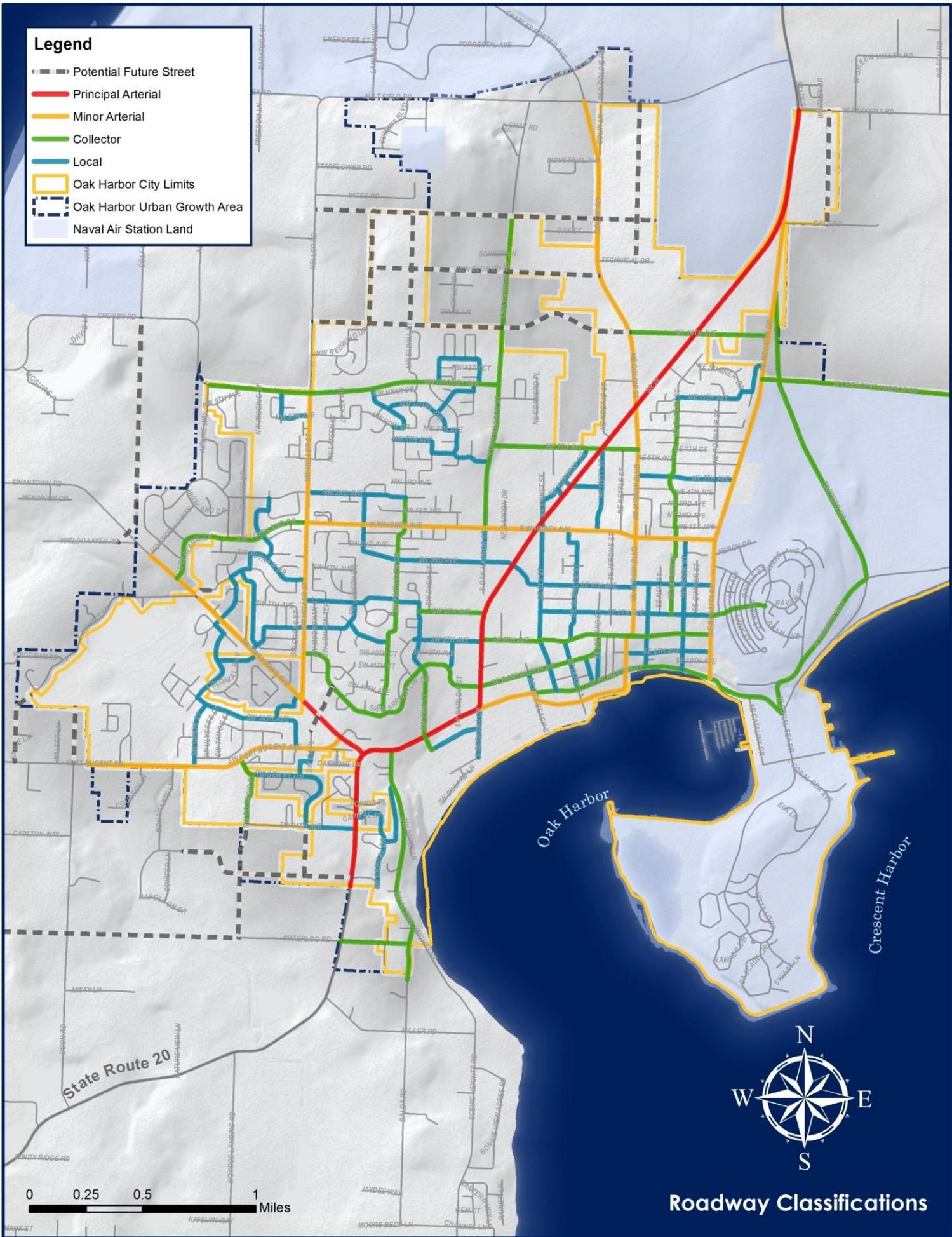
Residents and visitors in Oak Harbor walk and bike as a part of their daily travel for many reasons. Children attending school, commuters taking the bus or connecting with a carpool to get to work and senior citizens making midday trips, all require safe amenities. Over the past five years, Oak Harbor has made great strides in creating a more bicycle friendly and walkable community.

In 2012, Oak Harbor completed the Pioneer Way improvements as part of a downtown revitalization project. The reconstruction project converted Pioneer Way from a two-way to a one-way street and added pedestrian-friendly streetscape enhancements including wider sidewalks, landscape planters, and angled on-street parking.

South of Pioneer Way is Oak Harbor's waterfront trail. Oak Harbor's waterfront trail has grown into a popular pedestrian and recreational facility that spans the entire City waterfront. It connects to some of Oak Harbor's busiest parks and key destinations such as downtown, Skagit Valley College, the public library, and Oak Harbor's Marina.

Legend

- Potential Future Street
- Principal Arterial
- Minor Arterial
- Collector
- Local
- Oak Harbor City Limits
- Oak Harbor Urban Growth Area
- Naval Air Station Land



Roadway Classifications

Oak Harbor’s bicycle circulation is supported by a network of low speed and low volume residential streets, which offer the basic components of a safe bicycling environment. The City is working to make Oak Harbor more bicycle-friendly by investing in bike facilities such as bike lanes and multiuse trails that support local and regional connections.

Locally, Oak Harbor has improved the bike network through projects such as the Freund's Marsh Trail from Scenic Heights Road to Windjammer Park. Regionally, Oak Harbor has worked with Island County, through planning efforts such as the Island County Non-Motorized Transportation Plan, to further develop Oak Harbor’s bicycle network; identify short-term, mid-term, and long-term priority projects; and support a regional trail system that connects Oak Harbor with Deception Pass, Joseph Whidbey State Park, Dugualla State Park, and a number of additional parks and beach access areas. The Bicycle Priority Map shows the existing bicycle network.

Island Transit provides local bus, express bus, and para-transit service with connections in Oak Harbor. The majority of transit riders access this transit service by walking or driving to a parking lot or on-street parking and then walking to connect to transit. Six Island Transit routes serve Oak Harbor with frequencies ranging from 20 – 60 minutes. Service is offered throughout all of Whidbey Island’s eight park-and-ride lots, which are located along the state scenic byway that consists of the SR 525 and SR 20.

Island Transit connects to each of the ferry terminals on Whidbey Island, and many communities along the scenic byway. In addition, several transit agencies connect to Oak Harbor’s transit network including Sound Transit, Skagit Transit, Community Transit, Everett Transit, Jefferson Transit and Whatcom Transit. Island Transit also offers a very successful vanpool and rideshare program. The Island Transit Routes Map shows existing routes.

Legend

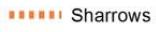
Existing Facility Type

 Bike Lane

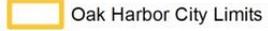
 Sharrow

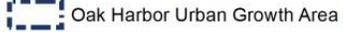
New Facility Type

 Bike Lane

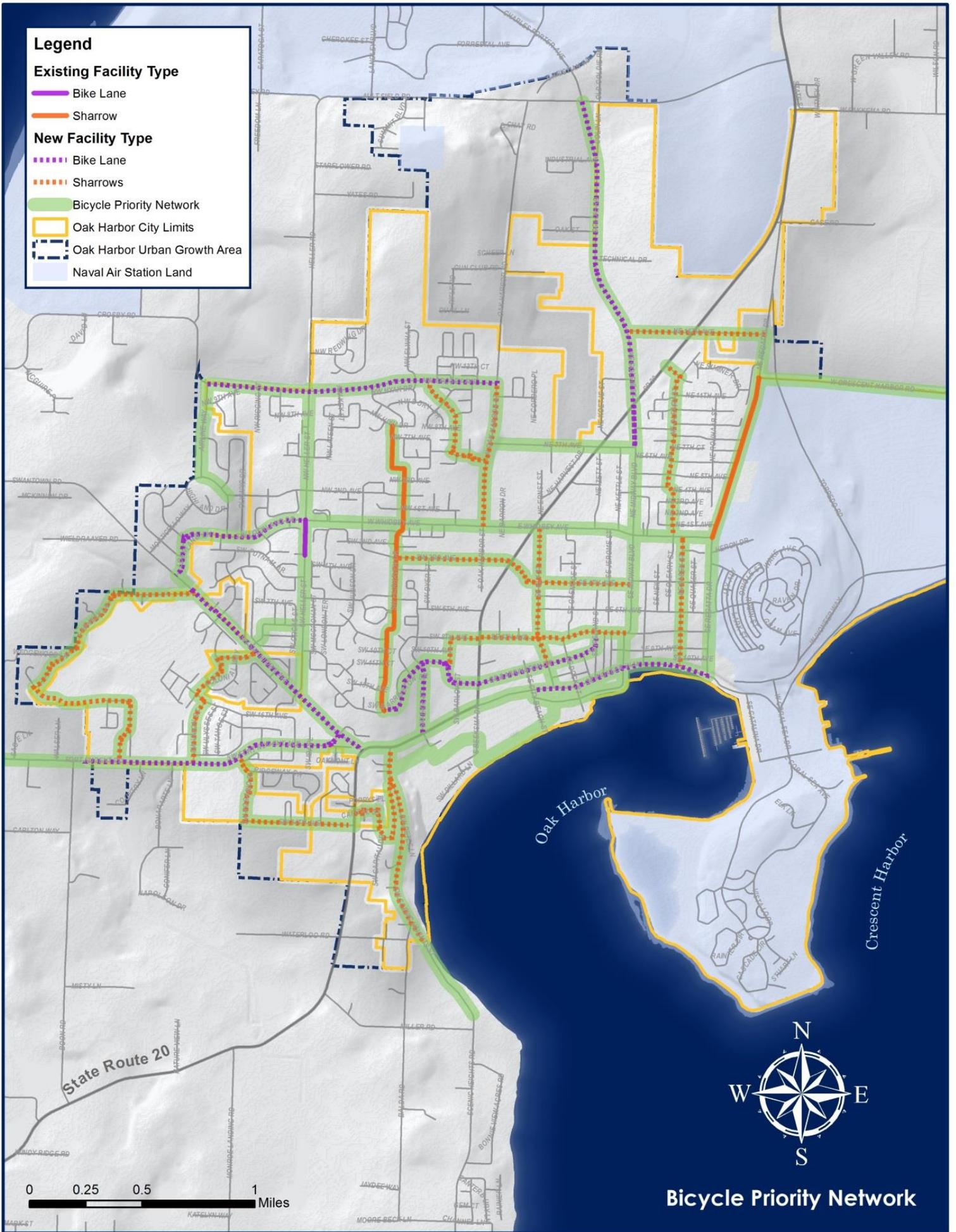
 Sharrows

 Bicycle Priority Network

 Oak Harbor City Limits

 Oak Harbor Urban Growth Area

 Naval Air Station Land



Bicycle Priority Network

Freight and goods movement is a vital and often underappreciated element of the transportation network. Everyone is directly impacted by how goods are delivered to ports, distribution centers, stores and their homes. The City of Oak Harbor is a key regional player in the movement of goods with major highway and arterial connections to distribution facilities. Further, NAS Whidbey's Ault Field and Seaplane Base rely heavily on the efficient movement of goods.

SR 20, from Deception Pass Bridge through the City of Oak Harbor, is the most heavily-traveled roadway facility in Island County, with approximately 3.6 million tons of freight carried annually along the corridor. In addition, local city arterials such as Regatta Drive, Midway Boulevard, Oak Harbor Street, Whidbey Avenue, Swantown Avenue, and Heller Street serve as key freight arterials that provide connections to regional facilities.

Level of Service Standards

With many Oak Harbor residents, employees, and residents relying on vehicles as their primary mode of transportation, the City's street network is critical to the transportation system. Growth within the region has increased traffic congestion along some of Oak Harbor's roadways.

To understand roadway operations in the City today, 31 intersections in the City of Oak Harbor were evaluated to identify the need for future roadway improvements. The study intersections were within the area bounded by NE 16th Avenue (north), Regatta Drive (east), Swantown Avenue (west), and Pioneer Way (south). Intersection operations were evaluated and assigned a level of service (LOS) grade based on their operations in terms of vehicle delay.



The City’s existing level of service policy sets the following standards for its roadways:

- LOS D or better for intersections on City streets within the City UGA
- LOS E for intersections along SR 20 within the City UGA

Table 21 describes the Level of Service definitions established in Chapter 16 of the Highway Capacity Manual (HCM) (Transportation Research Board, 2010), which is a standard methodology for measuring the performance of intersections and corridors.

Level of Service	Description
A	Free-flowing conditions.
B	Stable operating conditions.
C	Stable operating conditions, but individual motorists are affected by the interaction with other motorists.
D	High density of motorists, but stable flow.
E	Near-capacity operations, with significant delay and low speeds.
F	Over capacity, with delays.

Figure 24 - Level of service definitions

Of the 31 intersections analyzed, all intersections operate at LOS D or better today. These intersections are generally located along key north-south arterials. Given the land use growth anticipated in Island County between now and 2036, some of the intersections that are currently meeting the City’s LOS D standard would degrade to LOS E or F by 2036 without the infrastructure improvements identified in this plan. The locations of these intersections are shown on the Future Level of Service Map. Detailed reports of LOS are available in the Transportation Plan.

Travel Demand Forecasting

An important component of this element was forecasting how the future land uses envisioned in the City, as well as regional growth, would influence demand on Oak Harbor’s transportation network. A description of the travel demand modeling process is provided below with more detail about land use assumptions in Appendix C of the Transportation Plan (May, 2016).

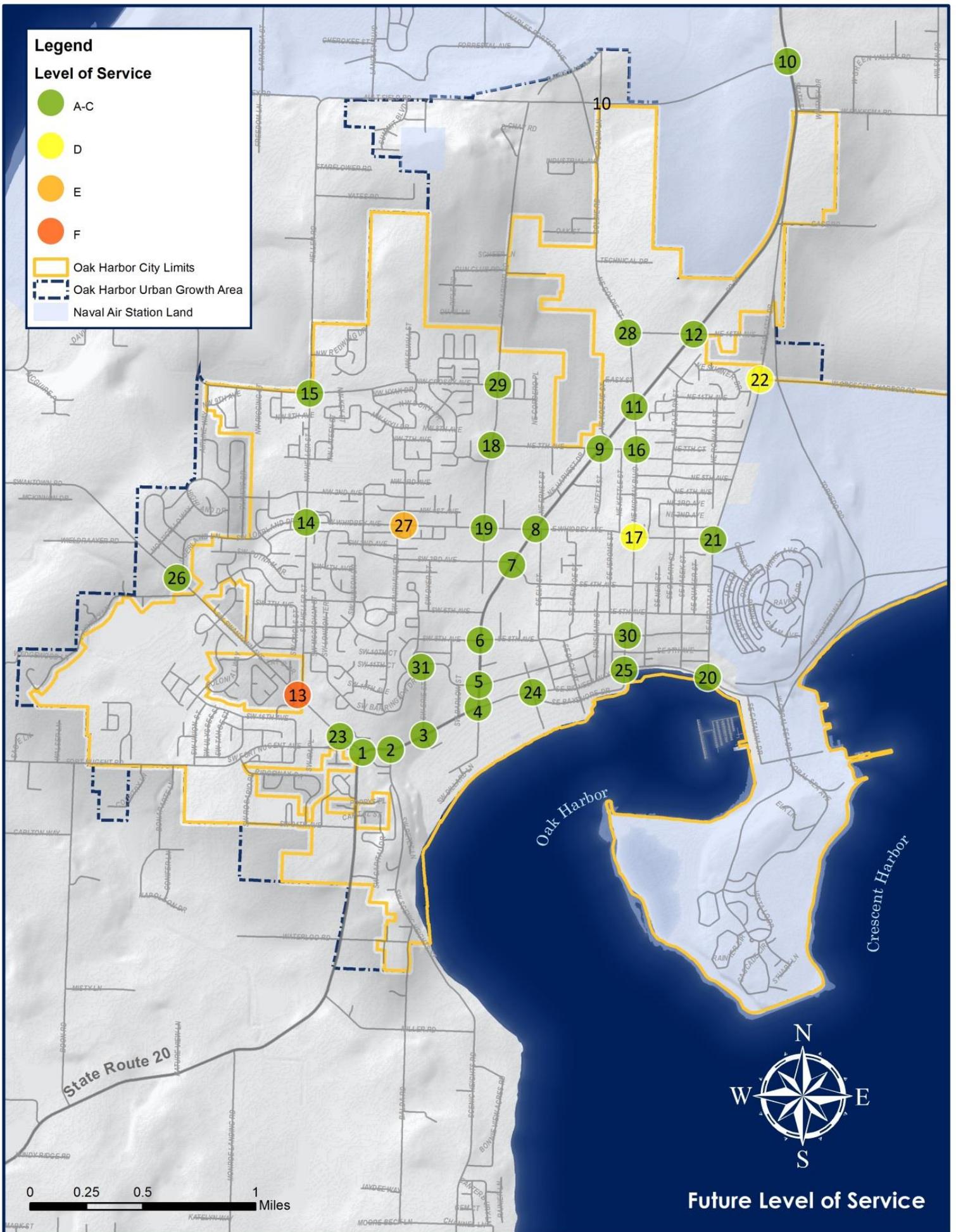
As a part of previous planning efforts, the Skagit Council of Governments created a travel model with the Visum software package. This model forecasted traffic volumes during the evening commute hour (4-6pm) along Oak Harbor’s key streets and intersections. This tool provides a reasonable foundation for developing year 2036 forecasts, as the underlying land use assumptions have been updated to match the land use forecasts for the current Comprehensive Plan.

Legend

Level of Service

- A-C
- D
- E
- F

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



Future Level of Service

These land use assumptions include:

- *Estimated Land Use Growth in the City.* As a part of the Comprehensive Plan update, the City is planning for expected growth in housing units and employment over the next 20 years through 2036. Based on growth estimates from Island County and reviewed by City staff, Oak Harbor is preparing for 1,600 new housing units and 2,000-3,000 new workers by 2036. The City then allocates the growth throughout Oak Harbor based on adopted zoning, observed development patterns, and other city policies.
- *Capture Regional Growth Patterns.* Other communities throughout the region are going through this very same process. Since travel does not stop at a jurisdiction's borders, it is important to capture how regional growth could influence travel patterns on Oak Harbor's streets.
- *Translating Land Uses into Trips.* The next step is evaluating how the City and regional growth assumptions described above translate into walking, biking, transit, and auto trips. The travel model represents the number of housing units and employees in spatial units called traffic analysis zones (TAZs). TAZs can be as small as a few street blocks to as large as an entire neighborhood. They provide a simplified means to represent trip making rather than modeling individual parcels. The travel model estimates trips generated from each TAZ (both inside and outside of the City) using established relationships between different land use types with trip making. These trips are then assigned onto the roadway network to estimate how much traffic would be on each street during the evening commute hour.

Opportunities and Challenges

The City of Oak Harbor has several important challenges to face as it prepares for future growth and development. Motor vehicle travel currently dominates the City's transportation network. Oak Harbor is working to create a more balanced network and addressing the transportation challenges below will be a key to the City's success.

Network Connectivity

Barriers to Mobility: The City's roadway network creates several challenges for local traffic. Few east-west and north-south arterials serve the entire City. Further, poor connections between local streets (e.g. dead ends, cul-de-sacs, misaligned roads, etc.) encourage the use of SR 20 for local trips. This contributes to congestion on SR 20, especially during peak periods. In addition, SR 20 bisects the center of Oak Harbor creating barriers for walking and biking. Proposed enhancements to the City's roadway network to partially address these issues are identified on the Bicycle Priority Map.

Pedestrian and Bicycle Infrastructure: Sidewalks are generally available along all arterials, most streets within the Old Town District, and in newer subdivisions. However, many older residential areas, have incomplete or poorly maintained sidewalks. This limits the mobility of pedestrians between major destinations. The Pedestrian Priority Network Map identifies where pedestrian infrastructure should be provided.

The City's existing bicycle network is limited to a small number of trails and on-street facilities. These gaps in infrastructure, along with a topography that includes many hills, create challenges for bicycle travel within the City. The Bicycle Projects Map identifies potential bicycle network segments.

Transit Access and Availability: With no high capacity local transit system, bus service in Oak Harbor must be reliable and provide significant mobility. The bus routes that currently serve Oak Harbor operate on infrequent service schedules. This creates challenges for transit-dependent riders for accessing their needs, and it forces many potential transit users to drive instead. The City should look for ways to encourage enhanced transit service from Island Transit through investment in transit-supportive amenities to help residents, employees, and visitors access and use transit.

Downtown Mobility

The City is working to develop safer connections to the Old Town District as part of this Transportation Element update. By improving bicycle and pedestrian amenities, by adding flashing beacons at crosswalks and bike lanes along Pioneer Way, the City will create a more accessible and attractive downtown. This will enhance the appeal of spending time in the downtown area.

Safe Routes for All, Especially Pedestrians and Bicycles

Since 2010, Oak Harbor has seen 150 to 200 traffic collisions per year. The Collisions (2010-2014) Map displays traffic crashes around the City over a five-year period spanning 2010-2014. Of the 965 total collisions during this 5-year period, 39 collisions, or about 4 percent, involved pedestrians or bicycles. In an effort to increase pedestrian safety, Oak Harbor has improved pedestrian facilities in the downtown. Sidewalk and crosswalk improvements have created a more welcoming environment for pedestrians moving around downtown, but busy corridors, such as Pioneer Way, SR 20, and Regatta Drive, have still seen a significant number of collisions involving pedestrians and bicyclists.

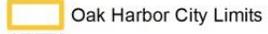
Legend

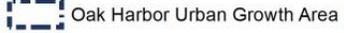
Project

ID Number in Red

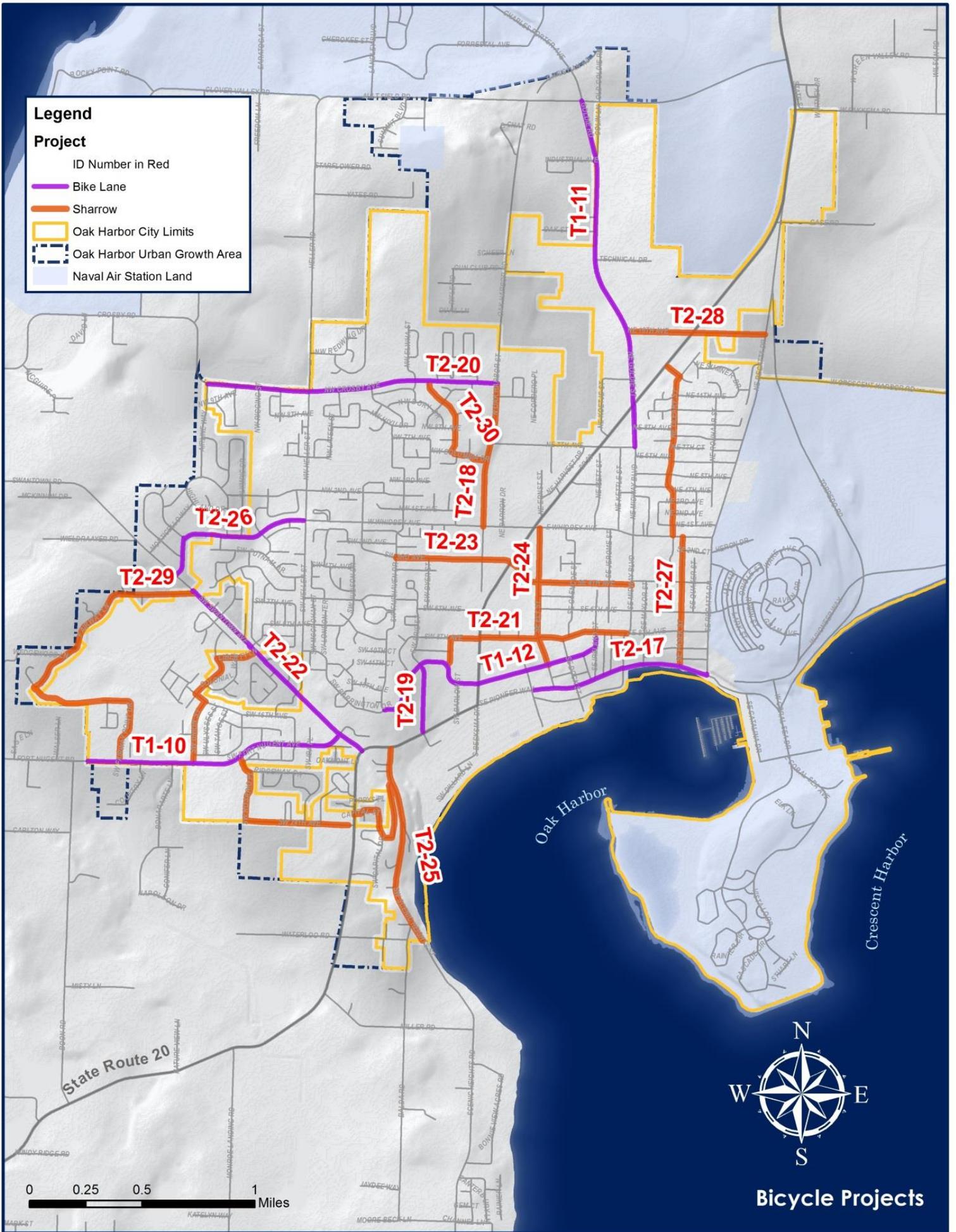
 Bike Lane

 Sharrow

 Oak Harbor City Limits

 Oak Harbor Urban Growth Area

 Naval Air Station Land



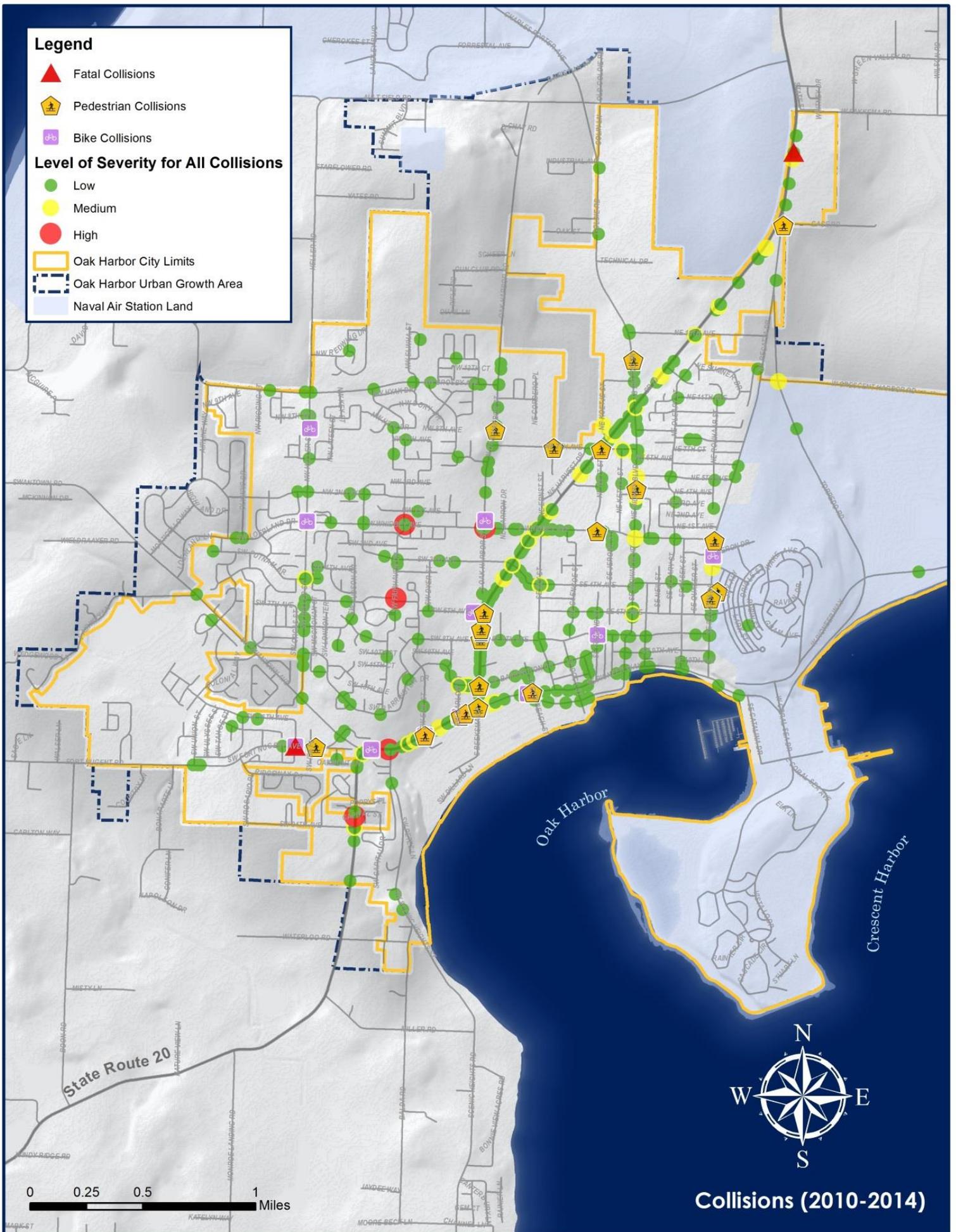
Bicycle Projects

Legend

-  Fatal Collisions
-  Pedestrian Collisions
-  Bike Collisions

Level of Severity for All Collisions

-  Low
-  Medium
-  High
-  Oak Harbor City Limits
-  Oak Harbor Urban Growth Area
-  Naval Air Station Land



Collisions (2010-2014)

Goals and Policies

Oak Harbor has established six goals to accomplish its overall vision for transportation. The goals establish overarching priorities that serve the vision of this Transportation Element while policies lay out specific actions. Together, the goals and policies lay the foundation for the remainder of this Plan, including the proposed project list and ongoing implementation of the Plan.

Goal 1 - Safe for all Users

Policies:

- I.a. Strive to reduce traffic deaths and serious injuries in Oak Harbor to zero by 2030 as part of the State of Washington's traffic safety efforts using education, enforcement, engineering, emergency medical services, and leadership / policy.
- I.b. Prioritize locations with a history of collisions or other identified safety issues when selecting transportation projects to implement.
- I.c. Keep roadways operating in safe condition by taking steps to secure roadway funding from a variety of sources to maintain, rehabilitate, or replace roadways.
- I.d. Design street improvements to enhance the safe and efficient movement of pedestrians and bicycle traffic. Incorporate traffic calming measures where appropriate.
- I.e. Design new streets and, when the opportunity arises, redesign streets in order to reduce lane widths to accommodate vehicles that use the street most frequently; rather than large vehicles that may use the street only occasionally.
- I.f. Coordinate with emergency response services to ensure adequate and timely access as the city builds out the transportation network.

Goal 2 - Connected and Efficient

Policies:

- 2.a. Encourage the efficient movement of people and goods through an effective and inter-connected transportation network that includes: collector and arterial streets, trails, bike paths, public transit and other transportation facilities and is in balance with the land use and transportation requirements in the City of Oak Harbor.
- 2.b. Provide for the efficient movement of people and goods on arterial streets through a balanced approach that only increases the automobile capacity of roadways when necessary.
- 2.c. Work toward development of a multi-modal transportation system that achieves the following level of service metrics:
 - 1. Vehicular LOS: Maintain standards that promote growth where appropriate while preserving and maintaining the existing transportation system. Set LOS D as the standard for PM peak hour for allowable PM peak hour delay at intersections, with the exception of intersections along SR 20 within the City UGA, where LOS E operations will be considered acceptable during the PM peak period.
 - 2. Pedestrian LOS: Provide sidewalks, trails, and/or separated paths, as defined in Pedestrian Priority Network.
 - 3. Bicycle LOS: Provide bike lanes, separated paths, protected facilities, and bicycle boulevards, as defined in Bicycle Priority Network.
 - 4. Transit LOS: Partner with Island Transit and other transit operators to provide transit stop amenities and safe access to transit at major transit stops and park and ride facilities.
- 2.d. Maintain concurrency between land development and installation of required transportation facilities, consistent with the Capital Improvement Plan.
- 2.e. Facilitate efficient connections by encouraging street system design in a rectangular grid pattern with smaller block sizes, frequent interconnections, and clear wayfinding; strongly discourage cul-de-sacs or dead end streets.
- 2.f. Coordinate all modes of transportation to enhance effectiveness and efficiency. Promote a transportation network, including non-motorized modes, that allows for convenient access to major destinations within the City of Oak Harbor.

Goal 3 - Multimodal, Offering User Friendly Transportation Options

Policies:

- 3.a. Coordinate with private transportation providers to boost the effectiveness of public transportation providers.
- 3.b. Coordinate with Island Transit to identify locations for future transit infrastructure and improvements that will more effectively serve the developing areas of Oak Harbor, such as bus stops, bus pullouts, bus stop shelters, and park-and-ride facilities.
- 3.c. Provide incentives for the use of car and van pools through City development standards that support providing park-and-ride lots, designated car pool parking spaces, van pool pick-up areas, and other supportive amenities.
- 3.d. Participate and support in the planning for long-term sustainability of air and water transportation and facilities.
- 3.e. Develop a bicycle priority network for the City of Oak Harbor and the UGA that promotes bicycling as an efficient choice for transportation and recreation. The priority network shall include but not be limited to the following: future on-street bicycle facilities, multi-use paths, and bike rack locations, using context-sensitive designs for bicycle facilities on the different roadway classifications and intersections.
- 3.f. Enhance and beautify the Waterfront Trail, from Scenic Heights to Maylor Point, with widening, scenic viewpoints, historical signage and art.
- 3.g. Develop and construct a pedestrian priority network for all streets and highways that interconnects with other

modes of transportation and prioritizes streets used frequently by school children, senior citizens, people with disabilities, and streets in heavily congested areas. Use the Safe Routes to School program as a model for identifying locations for these facilities.

- 3.h. Maintain a pedestrian-oriented atmosphere in the Old Town District (Downtown).

Goal 4 - Financially and Environmentally Sustainable

Policies:

- 4.a. Reduce the demand on roadways as a method of deferring or negating the need for capacity improvements.
- 4.b. Integrate Transportation Demand Management goals with the development review process such that they become a part of any traffic impact assessment and mitigation program.
- 4.c. Prioritize roadway preservation projects, review potential roadway preservation funding programs and consider the long term maintenance costs of new transportation capacity projects.
- 4.d. Prioritize projects on the City of Oak Harbor Capital Improvement Plan (CIP) by evaluating and ranking them, taking into account their costs and benefits, to ensure effective investment of city funds.
- 4.e. Maintain an Impact Fee Program that determines the proportionate share of infrastructure improvement costs to be assessed to new and redevelopment projects. Require proportionate funding of required transportation improvements by property owners and by developers whose developments impact the streets.
- 4.f. Evaluate potential federal, state, and other funding (grants and loans) programs that may be compatible with prioritized transportation projects.
- 4.g. Coordinate with state and regional agencies to obtain funding for identified improvements for SR-20 within the UGA.
- 4.h. Promote property owners to finance neighborhood street improvements, for example through local improvement districts (LIDs).
- 4.i. Protect air quality by improving the operating efficiency of the overall transportation system and boosting the non-single occupant vehicle mode share in Oak Harbor.
- 4.j. Consider the potential of using roundabouts in lieu of installing new signalized intersections or reconstructing existing signalized intersections.
- 4.k. Protect and/or mitigate the preservation of natural vegetation in transportation rights-of-way, particularly regarding the City's trademark Garry Oak trees, in the construction and repair of streets.
- 4.l. Protect and/or mitigate environmentally sensitive areas and resource lands when maintaining existing streets and planning for future ones (See Environmental Element.)

Goal 5 - Complementary of the City's Land Use Vision and Other Adopted Plans

Policies:

- 5.a. Locate and design transportation facilities to meet the demands of existing and projected land uses as provided for in the Comprehensive Plan, including the growth anticipated within the Oak Harbor UGA.
- 5.b. Implement transportation improvements that respect the community's residential character, natural features, and quality of life.
- 5.c. Manage the supply of parking to ensure it serves the community's needs and maintains a positive aesthetic.
- 5.d. Support the use of public transit, walking, and bicycling through development regulations and design guidelines that create infrastructure, land use patterns, and developments that are conducive to these modes. Require public transit opportunities for new and re-developed projects. Maintain an emphasis on a bicycle and pedestrian oriented atmosphere during development review.

Goal 6 - Integrated with the Regional Transportation Network to Address a Diverse Range of Transportation

Interests

Policies:

- 6.a. Ensure efficient management of all transportation resources through cooperation in planning and project development with Federal, State, regional, and local jurisdictions. Work with Island County to continue consistency and interconnectedness in Oak Harbor's Unincorporated UGA.
- 6.b. Coordinate planning for transportation improvements and projects with other agencies in order to reduce costs, minimize environmental impacts, reduce duplication of services, and minimize disruption to the general public.
- 6.c. Work with adjacent jurisdictions and transportation agencies to identify necessary improvements to the regional roadway system to ensure adequate regional access to and from the City of Oak Harbor.
- 6.d. Coordinate with the Washington State Department of Transportation (WSDOT) on capacity improvements, access management and safety issues for SR 20.
- 6.e. Continue to encourage the implementation of transportation demand management (TDM) strategies through coordination with WSDOT, Island County, and Island Transit.

Project List Development

Extensive community outreach during the development of the Transportation Plan, including, staff workshops, stakeholder meetings, surveys, and public forums provided the basis to develop an initial list of city projects.

A 20 year project list was developed to create a transportation system that realizes Oak Harbor's ultimate transportation vision: to provide a safe, balanced, and efficient multi-modal transportation system that is consistent with the City's overall vision and goals and adequately serves anticipated growth.

The draft project list included over 50 potential projects. Each project was evaluated and scored relative to the transportation goals using a scoring matrix. The scoring matrix included 14 metric covering the 6 goals (City of Oak Harbor Transportation Plan, 2016, Appendix E). The scoring matrix, combined with other sources of community outreach, were utilized to prepare a 20 year project list which identified projects as Tier 1 projects representing roadway and intersection, pedestrian and bicycle network improvements (City of Oak Harbor Transportation Plan, 2016, Table 8). Tier 1 projects are those that meet multiple criteria in terms of effectiveness, benefit to the community, and ability to be implemented. Tier 2 projects, while ranked lower than Tier 1 projects, are considered contingency projects based on available funding (City of Oak Harbor Transportation Plan, 2016, Table 9).

Oak Harbor will maintain its current LOS D standard for allowable PM peak hour delay at intersections in most locations, with the exception of intersections along SR 20 within the City and UGA, where LOS E operations will be considered acceptable during the PM peak period in recognition of the need to balance driver experience with other considerations, such as regional travel, cost, right of way, and

other modes. This plan also provides an exception for the LOS E operations measured at the intersection of Whidbey Avenue and Fairhaven Drive, since the higher delays would only be experienced by a relatively small number of left-turning vehicles during a short period of the day.

Maintaining intergovernmental coordination, Oak Harbor will work with Island County in their improvement and signalization at the intersection of SW Heller Street and Fireside Lane and intersection improvements at Regatta Drive and Crescent Harbor Road.

Capital Plan

Since the scope of the 20 year project list exceeds revenues from exclusively city sources over the next few decades. As shown in Table 2, the project list has been sized to represent projects which provide a balance of safety, maintenance, and operational improvements for all modes. These projects provide a starting point for the City in developing its financially constrained Six-Year Capital Improvement Plan, which is updated annually and is developed based on knowledge related to project feasibility and funding availability.

The components of the transportation program include \$2.3 million in maintenance, operations and roadway rehabilitation. Maintaining Oak Harbor's transportation system is important for sustaining the quality and safety of roadways. The program also includes full reconstruction of NE 7th Avenue between N Oak Harbor Street and SR 20.

Funding to support this program will come from a number of sources including Oak Harbor's general funds, gas taxes, property taxes, impact fees, as well as federal and state grants.

Investment	Project Description	Planning Level Cost
Pavement Maintenance	Annual pavement maintenance and overlay program	\$2.3 M
NE 7 th Avenue Roadway and Pedestrian Improvements	Full reconstruction of the Roadway; Construct missing sidewalks on the north side, multiuse path on south side of the road.	\$4.7 M
TOTAL		\$7 M

Figure 25 - Six-year Transportation Program

Implementation

A key GMA planning requirement is the concept of fiscal restraint in transportation planning. A fiscally constrained Transportation Element must first allow for operation and maintenance of existing facilities, and then capital improvements. To introduce fiscal constraint into the plan, an inventory of revenues and costs was undertaken to identify funds that are likely to be available for capital construction and operations.

The proposed Transportation Plan for the City of Oak Harbor contains approximately \$7 million worth in transportation investments over the next 20 years. The Transportation Plan focuses on capital projects that will complete the layered network plan, as well as ongoing pavement maintenance to ensure that the roadway network is kept in good condition.

Funding Approach

Not all of the transportation needs are affordable with existing revenue sources during the 20 year period. Should supplementary funding become available, projects that would further support the development of the transportation network have been identified and prioritized.

Other funding options available to the City include:

- Increase the amount of revenue from existing sources, including impact fees or increased general fund revenues;
- Adopt new sources of revenue, such as creating a Transportation Benefit District;
- Develop a grant strategy to secure additional funding for capital projects.