



PLANNING COMMISSION

AGENDA

February 23, 2016

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

Page 4

1. **Approval of Minutes – January 26, 2016**
2. **Public Comment** – Planning Commission will accept public comment for items not otherwise on the agenda for the first 15 minutes of the Planning Commission meeting.

Page 15

3. **TRANSPORTATION PLAN UPDATE – Public Meeting**
Staff and the consultant team will brief the Planning Commission on the status of the Transportation Plan. The focus of this presentation will be the draft project list and public input received at the February 3rd Open House.

Page 24

4. **SW 3rd Street – REZONING FROM R1, LOW DENSITY RESIDENTIAL TO R2, LIMITED MULTIFAMILY RESIDENTIAL – Public Hearing**
The Planning Commission will hold a public hearing to consider rezoning three properties on SW 3rd Avenue (R13203-488-4830, R13203-488-4940, and R13203-488-5060) from Low Density Residential to Medium Density Residential. A land use change for these properties was approved with the 2015 Comprehensive Plan Amendments. This rezoning process is to implement the land use change. The Planning Commission will be requested to make a recommendation to the City Council.

Page 30

5. **2016 COMPREHENSIVE PLAN UPDATE – Public Meeting**
Staff will brief the Commission on the progress of the 2016 Comprehensive Plan update. The major focus of this meeting will be the update to the Housing Element of the Comprehensive Plan. Updates and material related to the Land Use Element will also be shared with the Planning Commission.
6. **WINDJAMMER PARK INTEGRATION PLAN – Public Meeting**
Staff will update the Commission on feedback received from the Community Advisory Group and the community open house.

MINUTES

January 26, 2016

**Oak Harbor Planning Commission
Regular Meeting Minutes
January 26, 2016**

1. Roll Call

Present:

Commissioner Greg Wasinger
Commissioner Sandi Peterson
Commissioner Jes Walker-Wyse
Commissioner Cecil Pierce

Staff Present:

Cac Kamak, Senior Planner
Dennis Lefevre, Senior Planner
Brad Gluth, Civil Engineer

2. Approval of Minutes - December 8, 2015

Motion: Commissioner Jes Walker-Wyse moved to approve the December 8, 2015 as presented. Motion seconded by Commissioner Sandi Peterson, majority approved.

VOTE: Motion majority approved 4 - 0

AYES: Greg Wasinger, Sandi Peterson, Jes Walker-Wyse, Cecil Pierce

NOES: None

3. Public Comment

Hal Hovey was called to speak. Mr. Hovey spoke about the major projects agenda item questioning the Capital Improvements Plan approval sequence. He also asked that staff take a finer look at the Capital Facilities Plan and the Transportation Plan and keep only the projects that we need on the list and not keep projects on the list just because they have been on the list for years.

4. ANNUAL REPORT TO CITY COUNCIL - Public Meeting

Mr. Kamak noted that OHMC Section 18.04.070 requires the Planning Commission to make an annual report to the City Council. Mr. Kamak reviewed the report and asked the Commission if they wished to add any recommendations to the City Council. Planning Commissioners asked if their previous recommendation to fully staff the Planning Commission had been resolved. Mr. Kamak indicated that the Planning Department was fully staffed. Planning Commissioners indicated that they had no other recommendations for 2015.

Motion: Commissioner Sandi Peterson moved to forwarding their annual report to City Council as presented. Motion seconded by Commissioner Cecil Pierce, majority approved.

VOTE: Motion majority approved 4 - 0

AYES: Greg Wasinger, Sandi Peterson, Jes Walker-Wyse, Cecil Pierce

NOES: None

6. LOW IMPACT DEVELOPMENT UPDATE – Public Meeting

Dennis Lefevre displayed a PowerPoint presentation (Attachment 1) and introduced City Civil Engineer Brad Gluth. Mr. Lefevre summarized the history of the national and statewide stormwater regulations, Washington's response, where our city stands with our stormwater permit, how we envision some of the changes that will occur with the new permit and what the next steps are.

Brad Gluth provided an in depth look at the new LID requirements and noted that the LID requirements have evolved from allowing LID practices to requiring LID practices. Mr. Gluth read the definition of LID and pointed out that, in simple terms, it means that low impact development requires that most stormwater stay on site. Mr. Gluth reviewed the LID methods available to process stormwater on site. Mr. Gluth also pointed out some of the long term impacts on the City such as the impact on public infrastructure if LID measures on private property fail, operations and maintenance will require additional staff and specialized equipment, inspection/enforcement will require additional inspections by the City to enforce restrictive covenants related to LID measures and native vegetation retention, increased recordkeeping and reporting will require additional staff. Mr. Gluth also noted that it will be difficult to enforce native vegetation retention and ongoing maintenance of pervious surfaces and rain gardens on private property.

Planning Commissioners asked staff how stormwater is currently being treated, what are other peer cities experiencing, whether fee increases would be needed, whether a home owner that is replacing a drive way would be required to replace it using pervious systems and what is the failure rate for LID pervious surfaces. There was some discussion about the Habitat for Humanity homes and other projects that have incorporated pervious surfaces. Planning Commissioners expressed concern about costs and enforcement.

5. 2016 COMPREHENSIVE PLAN UPDATE – Public Meeting

Cac Kamak displayed a PowerPoint presentation (Attachment 2) and reviewed the proposed changes to the Land Use Element which include generalized Land Use Goals and Policies, generalized Land Use Map, neighborhoods are expanded and districts are based on neighborhood character, street patterns, construction era and use characteristics, challenges and opportunities are included. Mr. Kamak opened the floor for additional feedback. Planning Commission had no further feedback and complimented Mr. Kamak on keeping the Commission well informed and making sure the Commission understands everything.

7. MAJOR PROJECT SCHEDULE – Briefing

Cac Kamak shared the schedule and addressed Mr. Hovey's public comment about a decision being made on the Capital Improvement Plan in March. Mr. Kamak clarified that there will be no decision on the Capital Improvement Plan but information will be shared and the public discussion will begin in March.

The meeting was adjourned at 9:30

Katherine Gifford
Development Services
Admin Assistant



LOW IMPACT DEVELOPMENT

NPDES PHASE II PERMIT REQUIREMENTS

Planning Commission
January 26, 2016



MEETING PURPOSE

- History of Stormwater regulations
- Washington's response
- Oak Harbor's stormwater permit – past and present
- Changes to our community
- Code amendment project
- Next steps



HISTORY OF NPDES PHASE II PERMITS

1972 Clean Water Act (33 USC §1251 et seq.)

- Establishes structure for regulating discharges of pollutants into the waters of the US and regulating quality standards for surface waters
- CWA authorizes national system for permitting wastewater discharges
- National Pollutant Discharge Elimination System (NPDES) permit (storm water)
- Administered by EPA
- EPA has delegated permitting authority to States



WESTERN WASHINGTON PHASE II MUNICIPAL STORMWATER PERMIT

- WA Department of Ecology is the implementing agency for WA state permits
- Permit regulates municipal stormwater systems:
 - Cities within a census-defined urban area
 - Bubble Cities
 - Located outside census-defined Urban Area
 - Population greater than 10,000
 - Required additional evaluation
 - Oak Harbor was Bubble City
 - Required to obtain a Phase II Permit
 - Shellfish habitat
 - Potential Bull Trout habitat
 - Military presence



WESTERN WASHINGTON PHASE II MUNICIPAL STORMWATER PERMIT

- Oak Harbor = Small MS4 (municipal separate storm sewer system)
 - Oak Harbor is the only agency in Island County required to operate under an NPDES Phase II permit
- First NPDES Phase II Permit in 2007
- DOE re-issues permits every 5 years



NPDES PHASE II PERMIT

- NPDES Phase II Permit includes requirements for:
 - Public education and outreach
 - Public involvement and participation
 - Illicit discharge identification and elimination
 - Controlling runoff from new development, redevelopment and construction sites
 - Pollution prevention and operations and maintenance for municipal operations

RECENT PERMIT CHANGES RELATED TO LOW IMPACT DEVELOPMENT

- 2007-2012 Permit: Oak Harbor had a legal requirement to "allow" for LID practices
- 2009 (Modification to 2007-2012 Permit: WA State Pollution Control Hearing Board found that WDOE must "require" jurisdictions (under Phase II Permit) to implement LID "whenever feasible."
- Most recent Permit (August 1, 2013)
 - S5.C4(f)(i): No later than December 31, 2016, permittees "shall" review, revise and make effective their local development-related codes, rules standards, or other enforceable documents to incorporate and "require" LID principles and LID best management practices (BMP's)

LOW IMPACT DEVELOPMENT WHAT IS IT?

"Low impact development" means a storm water management and land development strategy applied at the parcel and subdivision scale that emphasizes conservation and use of on-site natural features integrated with engineered, small-scale hydrologic controls to more closely mimic pre-development hydrologic functions. (Chapter 12.30.040(45)OHMC)

LOW IMPACT DEVELOPMENT

In simple terms:
Low impact development requires that most stormwater stays on site.

LOW IMPACT DEVELOPMENT

- Generally include:
 - Reduced amount of hard surface
 - Reduced roadway width
 - Smaller building footprints
 - Pervious Surfaces
 - Asphalt
 - Concrete
 - Pavers
 - Rain Gardens & Bioretention
 - Native Vegetation Protection Areas
 - Dispersion of stormwater into protected native vegetation areas
 - Smaller Lot Sizes

LOW IMPACT DEVELOPMENT

- May also include:
 - Green Roofs
 - Minimal Excavation Foundations
 - Rain Water Harvesting

REDUCED WIDTH ROADS

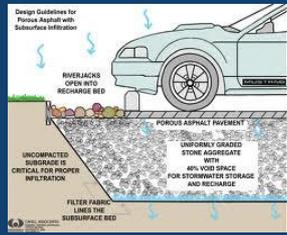


SMALLER BUILDING FOOTPRINTS



A photograph of a small, green, gabled-roof cabin situated in a forest. The cabin has a covered porch and is surrounded by tall trees and greenery.

PERVIOUS PAVEMENTS



Design Guidelines for Pervious Asphalt with Subsurface Infiltration

RIBBLINGS OVER BED RECHARGE BED

PERVIOUS ASPHALT PAVEMENT

UNCOMPACTED SUBGRADE IS CRITICAL FOR PROPER INFILTRATION

FILTER FABRIC LINES THE SUBSURFACE BED

UNIFORMLY GRADED STONE AGGREGATE WITH APPLICABLE SPACE FOR STORMWATER STORAGE AND RECHARGE

A cross-section diagram of a pervious pavement system. It shows a car on top of a layer of ribblings over a recharge bed. Below that is a layer of pervious asphalt pavement, followed by a layer of uniformly graded stone aggregate with space for stormwater storage and recharge. At the bottom is a filter fabric lining the subsurface bed. Arrows indicate water infiltration from the surface through the layers.

PERVIOUS CONCRETE



Two images illustrating pervious concrete. On the left, a hand holds a square piece of pervious concrete, showing water dripping through the holes. On the right, a circular area of pervious concrete is shown on a road, with water being poured onto it and infiltrating into the ground.

PERVIOUS ASPHALT



A photograph of a large, flat area of pervious asphalt pavement. The pavement is dark and has a grid-like pattern of small holes. A yellow barrel is visible in the foreground.

PERVIOUS PAVERS



Two images illustrating pervious pavers. On the left, a pervious paver is shown being poured with water, demonstrating its permeability. On the right, a grid of pervious pavers is shown laid out on a surface.

GRAVEL & GRASS GRIDS



Two images illustrating gravel and grass grids. On the left, a close-up of a gravel and grass grid, showing a grid of black plastic with gravel in the cells. On the right, a completed gravel and grass grid, showing a grid of black plastic with grass growing in the cells.

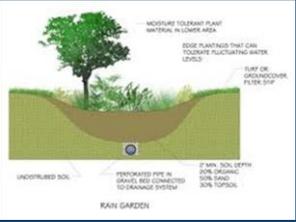
GRAVEL & GRASS GRIDS



GRAVEL & GRASS GRIDS



RAIN GARDENS & BIORETENTION



RAIN GARDENS & BIORETENTION



NATIVE VEGETATION PROTECTION



GREEN ROOFS



GREEN ROOF SECTION

Green Roofs: Green Roof System utilizing a 300 mm deep growing media layer, suspended base and drains.

1. Sloped "trough" for drainage cell
2. Waterproofing membrane
3. Drainage
4. Filtered sand
5. Growing media

MINIMAL EXCAVATION FOUNDATIONS

RAIN WATER HARVESTING

OAK HARBOR'S RESPONSE TO LOW IMPACT DEVELOPMENT "TREND"

- 2007 - Awarded technical services grant from Puget Sound Partnership to identify barriers to LID implementation
 - AHBL Consulting
- December 2011 - City adopts Ordinances 1613-1617 amending OHMC to incorporate LID
 - Chapter 14.17 Street Design Standards
 - Chapter 19.44 Parking
 - Chapter 19.46 Landscaping and Screening
 - Chapter 21.60 Residential Design Standards
- Code language is generally incentive-based or voluntary
 - Exception: mandatory in some cases such as native vegetation areas and LID parking

OAK HARBOR COMPREHENSIVE PLAN SUPPORTS LOW IMPACT DEVELOPMENT

Environmental Element:

- Goal 2 - To encourage alternative methods of resource protection and stewardship
- Policy 2.h - *The City should provide incentives to utilize Low Impact Development techniques* for new development and redevelopment projects that will further promote resource protection and stewardship. Such incentives may include density credits, street width and/or parking requirement reductions, stormwater fee credits, landscape/park requirement credits, and/or expedited permit review processing. The City should also provide educational materials through pamphlets or web links to the public to educate the public on low impact development.

SO NOW WHAT?

Current NPDES Phase II Permit (August 1, 2013):

- **SB.C.4(f)(1): No later than December 31, 2016**, permittees **"shall"** review, revise and make effective their local development-related codes, rules, standards, or other enforceable documents to incorporate and **"require"** LID principles and LID BMP's.
- Intent of revisions **"shall"** be to make LID the **"preferred and commonly-used"** approach to site development
 - Revisions **"shall"** be designed to minimize impervious surfaces, native vegetation loss, and stormwater runoff in all types of development situations
- Permittees **"shall"** conduct a similar review and revision process, and consider the range of issues, outlined in Integrating LID into Local Codes: A Guidebook for Local Governments (Puget Sound Partnership, 2012)

LID CODE UPDATE AND INTEGRATION TOOLKIT (DOE)

Six steps to LID Integration:

- Step 1 - Assemble the project team (Core; staff experts; stakeholders)
- Step 2 - Understand general topics to address (12 major topics; sub-topics; considerations)
- Step 3 - Review existing codes/standards "gap analysis"
- Step 4 - Amend existing codes/develop new codes "fill gaps"
- Step 5 - Public review and adoption process
- Step 6 - Ensure successful implementation (internal/external training; application; maintenance; enforcement)

IMPACT ON CITY PROJECTS

- Potential to increase project cost
- May require additional land
- Increased O&M

NORTH RESERVOIR PROJECT



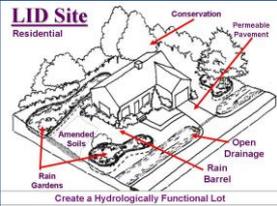
IMPACT ON DEVELOPMENT

- Subdivisions



LONG TERM IMPLICATIONS PRIVATE PROPERTY

- Restrictive covenants on single lots
 - Must maintain LID measures
 - May limit ability to add or change features on the property
- Property owner required to maintain LID measures
 - Requires knowledge and tools
 - Rain gardens
 - Pervious pavement/concrete
- Possible easement/right of entry for periodic inspections



LONG TERM IMPLICATIONS CITY

- City Infrastructure
 - New projects
 - Must use LID Measures
 - Impacts on public infrastructure if LID measures on private property fail
- Operations and Maintenance
 - Requires additional staff
 - Requires specialized equipment
- Inspection/Enforcement
 - May require additional inspections
 - City to enforce restrictive covenants related to LID measures
 - Native vegetation retention - very difficult to enforce
 - Ongoing maintenance of pervious surfaces and rain gardens - very difficult to enforce
 - Increased recordkeeping and reporting
 - Requires additional staff



LONG TERM IMPLICATIONS CITY

- **Development Review**
 - Additional review
 - Certified Stormwater Manager
- **Planning**
 - UGA sizing impact?
 - Affordable housing impact?
- **Budget**
 - Increased costs for staffing and equipment
 - Rate implications
- **Staff investigating opportunities to reduce impacts to Oak Harbor**
 - Prairie environment (Garry oak)
 - Rainfall is Less than Seattle – dispersion ratios



RESOURCES

- **Association of Washington Cities**
<http://www.awcnet.org/TrainingEducation/LowImpactDevelopment.aspx>
 - LID Overview
 - Tools and Resources
 - Videos
 - LID Code Webinar for Electeds
- **Department of Ecology**
<http://www.ecy.wa.gov/programs/wq/stormwater/municipal/LID/Resources.html>



QUESTIONS

?

2016 Comprehensive Plan Update

Land Use Element



Meeting Title
1/26/2016

Land Use Element

- What is new with this update?
 - Generalized Land Use Goals and Policies
 - Generalized Land Use Map
 - Neighborhoods
 - Challenges and Opportunities



Planning Commission 1/26/2016 2

Land Use Element

- **Goals and Policies**
 - 20 goals to 5 goals
 - Goals that are easy to understand and remember
 - More general policies
 - Manage change
 - Bridge gaps
 - Foundation for implementing codes
 - Remove policies that are not land use related
 - Eliminate redundancies



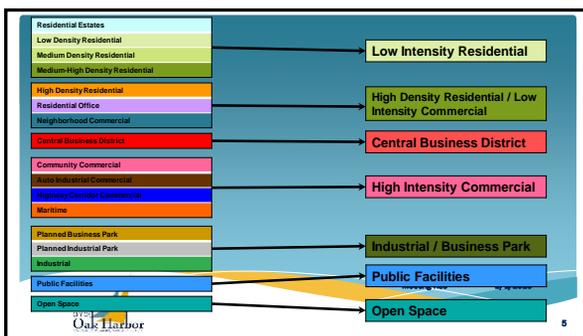
Planning Commission 1/26/2016 3

Land Use Element

- **Generalized Land Use Map**
 - Shifting away from the one-to-one ratios of land use and zoning
 - Seventeen land uses to seven land use
 - Several zoning districts implementing a single land use category
 - Ex – R4, CN and RO implements the High Intensity Residential/Low Intensity Commercial (Hi-Lo)
 - Rezoning possible without a Comprehensive Plan amendment
 - Less time consuming
 - Will still involve a public hearing process
 - Change does not impact current uses or zoning on the property



Planning Commission 1/26/2016 4



Land Use Element

- **Neighborhoods**
 - Increase from existing 6 neighborhoods to 13
 - Districts based on neighborhood character, street patterns, construction era and use characteristics
 - Implements current goals
 - Good foundation for future efforts
 - Identifies challenges and opportunities unique to each neighborhood



Planning Commission 1/26/2016 6

Land Use Element

- **Challenges and Opportunities**
 - New section to identify unique challenges related to land use
 - Identify challenges and leave solutions open based on circumstances
 - Can be improved upon with amendments
- **Currently identified**
 - Growth needs
 - SR 20
 - Low Impact Development
 - Old Town/Downtown development
 - Industrial and Business Parks
 - Home-based Businesses and Accessory Dwelling Units
 - Garry Oaks
 - Aging Neighborhoods
 - Midway Boulevard Redevelopment



Planning Commission 1/26/2016 7

Land Use Element - Outline

- Introduction
- Existing Conditions – Historical influences
- Land Use Distribution – descriptions, land use map
- Land Use inventory – stats – acres
- Twenty-year Land Use needs - projections
- Land Use Goals and Policies
- Challenges and Opportunities
- Neighborhoods – map, descriptions, and challenges and opportunities
- Other Land Use measures – GMA requirements



Planning Commission 1/26/2016 8

Planning Commission - Discussion

- Review Goals and Policies
- Any suggestions on the Generalized Land Use Map
- Neighborhoods – thoughts to capture
- Challenges and Opportunities – any additional ones to add



Planning Commission 1/26/2016 9

Planning Commission - Discussion



Meeting Title 1/26/2016 10

Transportation Plan Update

Public Meeting

City of Oak Harbor Planning Commission Report

Date: February 23, 2016
Subject: Transportation Plan Update

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

PURPOSE

The Planning Commission will have an opportunity to provide additional input on the transportation plan's draft project list initially presented at the February 3rd Planning Commission workshop. Staff will also brief the Planning Commission on the public open house held after the workshop.

DISCUSSION

This transportation plan has incorporated a multimodal approach analyzing the City of Oak Harbor's transportation system for not only vehicle and truck capacities and level of service but for non-motorized systems such as pedestrian and bicycle as well. Through the assessment and public participation phases of plan development, over 50 projects were identified. The set of 6 goals discussed at the November Planning Commission meeting were utilized as the basis for establishing an evaluation and ranking system. Those goals are:

1. Safe for all users;
2. Connected and efficient;
3. Multimodal;
4. Financially and environmentally sustainable;
5. Complementary of the City's land use and adopted plans; and,
6. Integrated with the regional transportation network.

Tangible elements or descriptions were identified for each goal with a quantifiable ranking attached to each description. For instance, if a project addressed a location with a history of injury or fatality collisions (Safety, Goal 1), a ranking of 4 (highest) would be given to the proposed project. A ranking of 2 would be given if the project was on the top 10 list of collision locations and 0 points would be given if there was a low collision rate. As safety for all users is the highest priority, safety was given a greater weight than the other criteria in the evaluation process. This procedure was followed for each of the 6 goals. Attachment 1 identifies the scoring criteria.

Based on this ranking, the "top tier" of projects from each priority network was identified. Those are identified in Attachment 2. Those "top tier" projects were presented at the February 3rd open house with attendees asked to prioritize the projects. Staff will present the results of this exercise at the February 23rd meeting.

NEXT STEPS

The staff and consultant team will identify and analyze funding sources for the above-referenced project list. The analysis will include funding needs for ongoing maintenance and street preservation. A review of potential funding strategies, including consideration of new sources of revenue, will be performed. Also during this time, the City's Concurrency and Transportation Impact Fee Ordinances will be reviewed and revised, if necessary.

The financial component, including preliminary project costs, and historic and potential funding sources will be presented to the Planning Commission in March. As part of the March package, a framework for

the draft plan will also be included. In early April, key components of the transportation plan will be integrated into the overall comprehensive plan update draft and will be presented to the Planning Commission at the April meeting.

RECOMMENDATION

No formal action is required. We invite comments regarding the appropriateness of the selection process used and the scope and scale of the projects listed.

ATTACHMENTS

1. Oak Harbor Transportation Plan – Project Scoring Criteria
2. Oak Harbor Transportation Plan – “Top Tier” Projects by Priority Network

The Scoring Criteria

Goal	Metric Description	Ranking
Safe for all users	1. Addresses location with a history of injury or fatality collisions	4= Fatality and/or bike/ped collision 2= On the top 10 list of collision locations 0= Low collision rate
	2. Fixes an identified sight distance issue or identified modal conflict point	4= Identified by City staff, public and/or consultants 2= Conflict with the auto priority network 0= Other
Connected and efficient	3. Consistency with the layered network	2= Yes 0= No
	4. Provides connection to employment, services, school, retail, government, recreation, or regional transportation.	2= 1/2 mile proximity 1= 1 mile proximity 0= Other

The Scoring Criteria

Goal	Metric Description	Ranking
Multimodal offering user friendly transportation options	5. Encourages pedestrian travel	2= Exclusive facility (e.g. buffered sidewalk) 1= Pedestrian facility (e.g. sidewalk w/o buffer) 0= Other
	6. Encourages bicycle travel	2=Exclusive facility (e.g. trail, separated lane) 1=Shared facility (e.g. bicycle lane, sharrow) 0=Other
	7. Encourages transit travel	2= Yes 0= No
	8. Supports Auto LOS	2= 1/2 mile proximity 1= 1 mile proximity 0= Other
Financially and environmentally sustainable	9. Supports Low Impact Development	2= Permeable surface, reduction in impervious surfaces 1= Repurpose existing space for multiuse 0= Other
	10. Project's costs are aligned with City budget constraints	2= Yes 0= No

The Scoring Criteria

Goal	Metric Description	Ranking
Complementary of the City's land use vision and other adopted plans	11. Project supports the character of Oak Harbor's Districts	2=Yes 0=No
	12. Project is on the books	2=Yes 0=No
Integrated with the regional transportation network to address a diverse range of transportation interests	13. Supports regional transportation network	2= Offsets SR 20, adds to regional bike/transit network 1= Congestion relief, pedestrian access to transit 0= Other
	14. Project impact per user	2= Impacts a high number of users 1= Impacts a medium number of users 0= Impacts a low number of users

How Should We Prioritize?



In an environment of limited funding, what projects should be the highest priorities for funding?

Indicate your top three priorities by placing a sticky dot next to them.

STREET IMPROVEMENTS

NE 7th Avenue Roadway Reconstruction and Pedestrian Improvements

Reconstruct NE 7th Avenue between N Oak Harbor Street and SR 20. Add street lighting, complete the missing sidewalks on the north side of the road, and construct a natural paved multiuse path on the south side of the road. This project will support safer multimodal connections to employment, schools, recreation, transit and other destinations.

PLACE DOT HERE

Midway Boulevard Road Diet

Convert existing four-lane undivided roadway segment between Pioneer Way and NE 7th Avenue to a three-lane segment consisting of two through lanes and a center two-way left-turn lane. This project includes sidewalk improvements such as bulbouts, curb ramps and RRFBs, as well as bike lanes. This project will support a safer and more attractive roadway for bicycles and pedestrians. This project will also improve roadway operations by reducing delay at signalized intersections and contributing to a more efficient movement of vehicles (less stop-and-go).

PLACE DOT HERE

Whidbey Avenue Reconstruction

Reconstruct Whidbey Avenue between Heller Street and Regatta Drive. This project includes curb, gutter, drainage, transit and nonmotorized improvements. This project will support safer multimodal connections to employment, schools, recreation, transit and other destinations.

PLACE DOT HERE

Whidbey Avenue Road Diet between N Oak Harbor Street and SR 20

Convert existing four-lane undivided roadway segment between N Oak Harbor Street and SR 20 to a three-lane segment consisting of two through lanes and a center two-way left-turn lane. This project will support many benefits including a reduction in vehicle-to-vehicle collisions, safer conditions for nonmotorized users, and improved roadway operations.

PLACE DOT HERE

SW Heller Roadway Improvements

Repave existing roadway and add curb and gutter improvements between SW Swantown Avenue to W Whidbey Avenue. This project includes sidewalk and transit improvements. This project will support safer multimodal connections to employment, schools, recreation, transit and other destinations.

PLACE DOT HERE

SE 4th Avenue Roadway Improvements

Reconstruct SE 4th Avenue between SE Ely Street to SE Midway Boulevard. Replace existing water and storm drainage facilities, and add sidewalks near Oak Harbor Elementary School. This project will support improved roadway conditions along SE 4th Avenue and Safe Routes to School.

PLACE DOT HERE

Pioneer Way Road Diet between Beeksma Drive to SE City Beach Street

Convert existing four-lane undivided roadway segment between Beeksma Drive and SE City Beach Street to a three-lane segment consisting of two through lanes and a center two-way left-turn lane. This project will support safety and roadway operational improvements and reduce the number of lanes pedestrians will need to cross to get to service along Pioneer Way.

PLACE DOT HERE

W. Pioneer & City Beach Intersection Improvement

Reconfigure the intersection of W Pioneer Way and SE City Beach. This project could include signage, a raised intersection or roundabout treatment. This project will make the intersection safer and less confusing to users.

PLACE DOT HERE



How Should We Prioritize?



In an environment of limited funding, what projects should be the highest priorities for funding?

Indicate your top three priorities by placing a sticky dot next to them.

PEDESTRIAN IMPROVEMENTS

Whidbey Avenue Crossing Improvement

Improve pedestrian crossing on Whidbey Avenue between N Oak Harbor Street and SR 20 near the intersection of Barron Drive.

PLACE DOT HERE

Pedestrian Refuge Islands on Whidbey Avenue

Construct pedestrian refuge islands at the intersections of Whidbey Avenue and Fairhaven Drive and Whidbey Avenue and Jib Street.

PLACE DOT HERE

Regatta Drive Sidewalks

Add buffered sidewalks on Regatta Drive between SE 9th Avenue to Whidbey Avenue and NE 6th Avenue to Crescent Harbor Road.

PLACE DOT HERE

Freund Marsh Trail

Complete Freund Marsh Trail as planned, including links to neighborhoods and walkable beaches.

PLACE DOT HERE

Fort Nugent Avenue Sidewalks

Complete the sidewalk network on both sides of the street between Fort Nugent Park and SW Swantown Avenue.

PLACE DOT HERE

Fairhaven Sidewalks

Add sidewalk connection on Fairhaven Drive between SW 3rd Avenue and SW 2nd Avenue. This connection will improve access to the Broadview Elementary School and support Safe Routes to School.

PLACE DOT HERE

SR 20 Sidewalks

Add buffered sidewalks on SR 20 between Goldie Road and NE 16th Avenue.

PLACE DOT HERE

Citywide Wayfinding Program

Create a Citywide Wayfinding Program that will direct visitors and residents to destinations citywide and promote walking, bicycling and transit.

PLACE DOT HERE



How Should We Prioritize?



In an environment of limited funding, what projects should be the highest priorities for funding?

Indicate your top three priorities by placing a sticky dot next to them.

BICYCLE IMPROVEMENTS

Whidbey Avenue Bike Lane

Add bike lane on Whidbey Avenue between Heller Street and Regatta Drive.

PLACE DOT HERE

Midway/Goldie Bike Lane

Add bike lane on Midway Blvd/Goldie Rd between Pioneer Way and Ault Field Road.

PLACE DOT HERE

Fort Nugent Bike Lane

Add bike lane on Fort Nugent Road between Swantown Avenue and City Limits.

PLACE DOT HERE

N Oak Harbor Street Sharrow

Add sharrows on N Oak Harbor Street between Whidbey Avenue and Crosby Road.

PLACE DOT HERE

Barrington Drive Bike Lane

Add bike lane on Barrington Drive between Fairhaven Drive and SE Ireland Street.

PLACE DOT HERE

SE Regatta Drive Sharrow

Add sharrows on SE Regatta Drive between Pioneer Way and Whidbey Avenue.

PLACE DOT HERE

Pioneer Way Sharrow

Add sharrows on Pioneer Way between SR 20 and Regatta Drive.

PLACE DOT HERE

SW Heller Street Bike Lane

Add bike lane on SW Heller Street between Swantown Avenue to Crosby Road.

PLACE DOT HERE



Rezone

SW 3rd Avenue

Public Hearing

**City of Oak Harbor
Report to the Planning
Commission**

Date: February 23, 2016
Subject: Rezoning three properties on SW 3rd Avenue (R13203-488-4830, R13203-488-4940, and R13203-488-5060) from R1, Single Family Residential to R2, Limited Multi-Family

FROM: **Cac Kamak, AICP
Senior Planner**

Purpose

The Planning Commission is requested to consider, through a public hearing process, the rezoning of three property located on SW 3rd Avenue from R1, Single Family Residential to R2, Limited Multi-Family. The Land Use¹ designation for this property was changed from Low Density Residential to Medium Density Residential in 2015.

This rezoning process follows through on the 2015 Comprehensive Plan Future Land Use amendment and, if approved by the City Council, will officially amend the zoning map to implement the land use change.

Public Notice and Comment

Public notices of the hearing were done in accordance with the requirements of the Oak Harbor Municipal Code Chapter 18.20. These notices included site posting, letters sent to the affected property owners and owners of properties within 300 feet of the affected properties, and publishing in the local newspaper.

Background

Valley High Investments Incorporated (applicant) owns two properties along SW 3rd Avenue. One property (185 SW 3rd Avenue) has a single family residence on it, and the other is vacant. The properties are each approximately 44,000 square feet in area and therefore substantially larger than the 7,200 square feet minimum lot size requirements in the current R-1 Single Family Residential District. The applicant believes that these properties can be developed at a higher density and has therefore requested a land use change.

To the east of the properties owned by Valley High Investments is a single parcel owned by the Oak Harbor School District (OHSD). This property is currently vacant of structures but has an access road into the Oak Harbor Middle School. The OHSD does not have plans to change the use of their property, however, Valley High Investments Incorporated has included the property in the requested change since it creates a better transition to the high

¹ “Land Uses” vs. “Zoning” – “Land Uses” are designated by the Future Land Use Map in the Comprehensive Plan and are considered a planning tool. “Zoning” is designated by the Zoning Map and is an implementation tool along with the Zoning Ordinance.

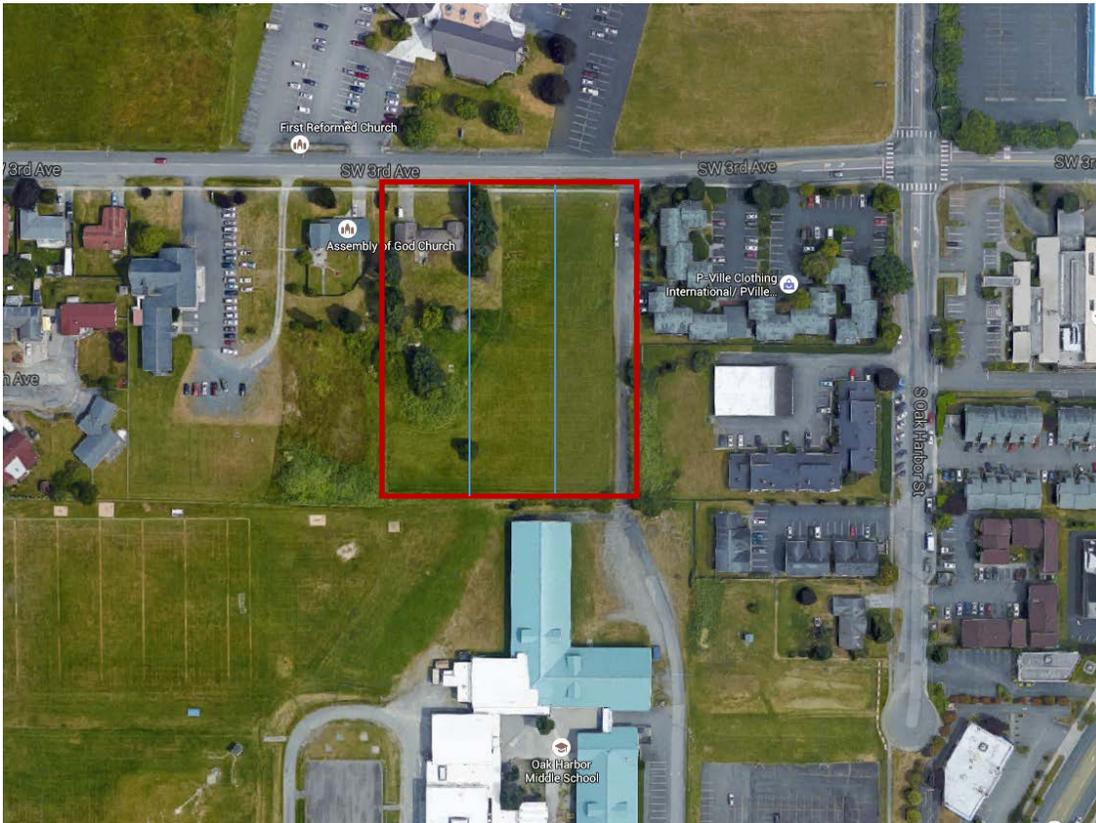
density residential uses along Oak Harbor Road to the east. The OHSD is not opposed to their inclusion in this amendment.

The requested land use change for the properties was approved with the 2015 Comprehensive Plan Amendments. This rezoning process, if approved, will amend the zoning map and allow the implementation of the change.

Site Characteristics

The properties are mostly flat and devoid of any sudden slope changes. As mentioned above, there is a single family residence on the western most property of the three included in the request. The property to the west of the subject property is a church (Assembly of God), and the church's parsonage is adjacent to the single family residence on the applicant's property. To the north and across the street is another church (First Reformed Church). To the east, the properties are developed with multifamily residential structures along Oak Harbor Road. Oak Harbor Middle School lies south of the subject properties.

Sewer and water are available to the properties from SW 3rd Avenue. SW 3rd Avenue is primarily a two lane asphalt street with ditches on either side for drainage. The south side of SW 3rd Avenue has sidewalks adjacent to the property.



Rezoning Criteria

While the long term land use vision for properties is embodied in the Future Land Use Map designation of the Comprehensive Plan, the specific zoning of the site implements the vision. Therefore, since the land use designation was changed to Medium Density Residential, the corresponding zoning district R2, Limited Multi-Family must also be adopted. In considering this rezoning change, the request is reviewed against the criteria listed in OHMC 19.75.020.

- (i) The proposed rezone is in the best interest of the residents of the city;
The rezoning of this property will allow it to be developed at a higher density. Developing property within the city where utilities are already available avoids infrastructure extension cost and is an efficient use of land and therefore benefits its residence. Using existing infrastructure efficiently is in the best interest of the city.
- (ii) The proposed rezone is appropriate because either:
 - (A) Conditions in the immediate vicinity of the subject property or within the city have so significantly changed since the property was given its present zoning that, under those changed conditions, a rezone is within the public interest; or
 - (B) The rezone will correct a zone classification or zone boundary that was inappropriate when established; or
 - (C) The proposed rezone is consistent with the comprehensive plan; or
This criteria is more applicable than the other criteria since the Comprehensive Plan was amended in December 2015 and this process is following through with the City Council's approval and implementing the zoning based on the amended land use.
 - (D) The proposed rezone is consistent with all applicable provisions of this title including any specific design criteria;
- (iii) The proposed rezone bears a substantial relation to the public health, safety, and welfare;
The proposed rezone will allow higher density residential development where utilities are already available, thus making this change a more efficient use of the existing infrastructure. This bears a substantial relation to the public health and welfare since more units are served without building additional public infrastructure.
- (iv) A site plan of the proposed project, if considered, is designed to minimize all significant adverse impacts on other properties;
Not applicable
- (v) A site plan, if considered, is designed to minimize impacts upon the public facilities, services and utilities;

Not applicable

- (vi) The proposal is not inconsistent with the surrounding area;
The amendment requested will increase the allowed density of the property from 3-6 units per acre to 3-12 units per acre. This increase in density is not uncharacteristic of this area that has high density residential uses immediately adjacent to the east. The other uses surrounding the properties are two churches and a school which would be minimally impacted from the increased density.
- (vii) If applicable, that there is a means of developing, preserving, and maintaining open space;
Not applicable
- (viii) All conditions necessary to lessen any impacts of the proposed use can be monitored and enforced.
The zoning ordinance and development regulations should be sufficient to address any impacts that the proposed use may have on adjacent properties.

Recommendations

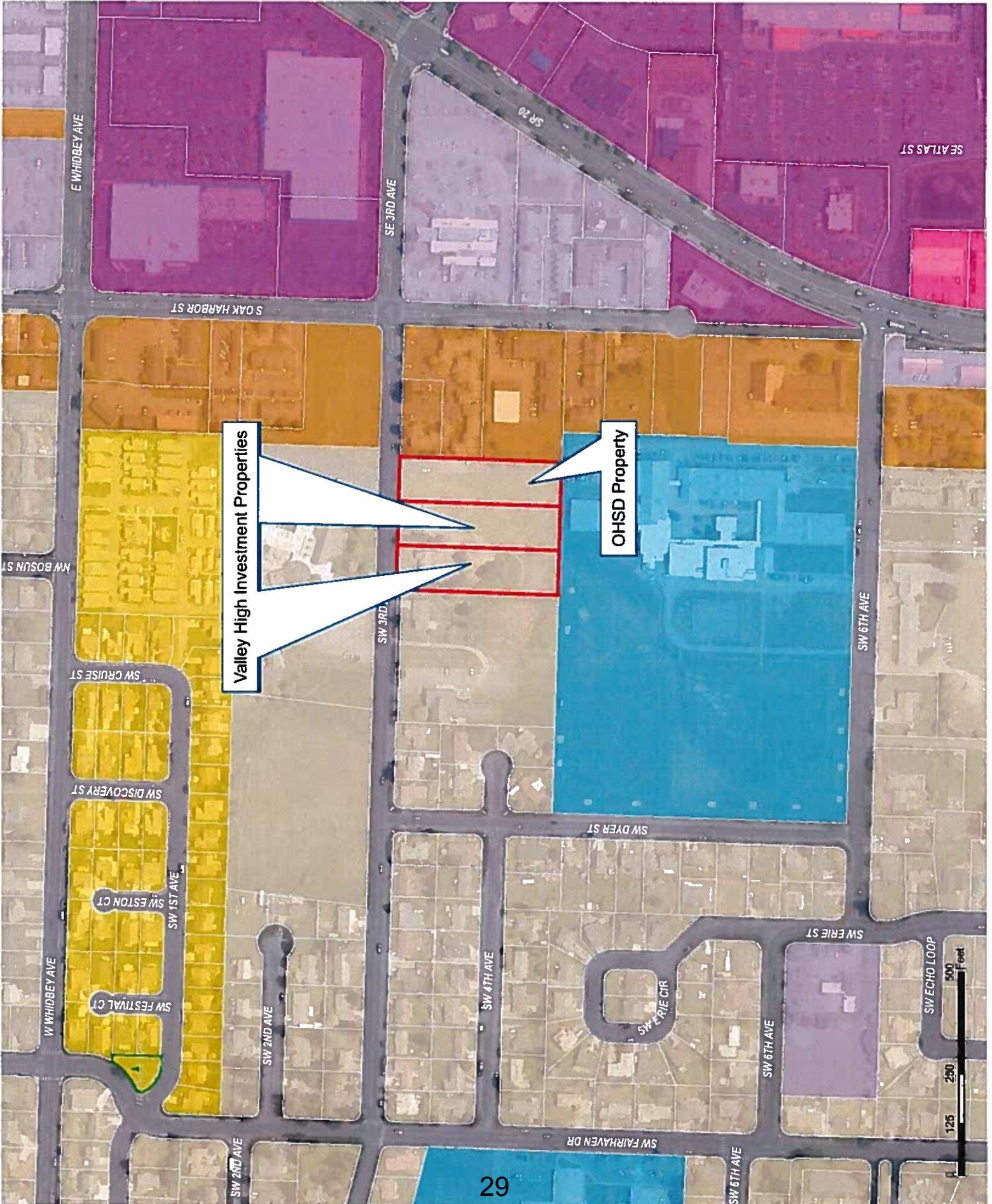
1. Conduct public hearing
2. Forward a recommendation to the City Council.

Attachments:

1. Location Map of property



PROPOSED ZONING CHANGE - ATTACHMENT 1



2016 Comprehensive Plan

Update

Public Meeting

**City of Oak Harbor
Planning Commission Memo**

Date: February 23, 2016
Subject: 2016 Comprehensive Plan
Major Update – Draft Land Use
Element and Housing Element,
County Growth Allocations

FROM: Cac Kamak, AICP
Senior Planner

2016 Comprehensive Plan

Land Use Element

Attached to this memo is a draft copy of the Land Use Element of the Comprehensive Plan. As the Planning Commission is aware, the update to the City’s Land Use Element can be considered a re-write due to the following changes:

- Generalized Land Use Goals and Policies – The current Land Use Element has 20 goals and many policies under each goal making it rather lengthy. The intent of the proposed update is to create goals and policies that are general and succinct, yet capture the intent of the existing goals and policies. Therefore, the proposed draft suggests five broad goals that are easy to understand and remember. The policies under the goals were also crafted to be general, yet capture the content and intent of the current element.
- Generalized Land Use Map – Currently, the land use map has seventeen land use categories that are implemented by as many zoning districts. This one-to-one ratio required any zoning change to first be preceded by a land use change. This update proposes a generalized land use map that has only seven land use categories. Each land use category is then implemented by several zoning districts. The proposed generalized land use map also allows the city to manage its land use inventory and track needs more efficiently.
- Neighborhoods – Since there is a neighborhood section in the current Land Use element this is not entirely new, but the proposed neighborhood districts are vastly different from the current version. The proposed section creates thirteen districts within the city based on architectural styles, era constructed, street patterns, and use characteristics. The proposed neighborhoods, will help fulfill some of the original goals in the Land Use element.
- Challenges and Opportunities – The proposed draft includes this section to capture some of the unique challenges and opportunities that Oak Harbor has, in a way that goals and policies may not be able to address. The intent is to identify the challenge but leave the solutions open to be based on current circumstances and opportunity.

The proposed draft includes sections on Existing Conditions, Land Use Distribution and inventories, which are essential to any Land Use Plan.

Housing Element

Also attached to this memo is a draft of the Housing Element of the Comprehensive Plan. Unlike the Land Use Element, no major changes are proposed to this element. Most of the changes proposed are related to updating data and refining policies. A copy of the edits to the existing element has been included with this memo so the Planning Commission and the public are aware of the changes proposed. Staff will provide a brief presentation at the meeting on some of these changes.

Island County Growth Allocation

Island County has long contemplated discouraging growth in the rural areas and encouraging it in urban areas as prescribed by the Growth Management Act. With their 2016 Comprehensive Plan Update, they are considering a couple scenarios for North Whidbey to increase population (growth) allocation to Oak Harbor. Planning staff from Island County will be at the meeting to present some information related to this topic.

Planning Commission

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

Attachments

1. Draft Land Use Element
2. Draft Housing Element – marked up copy
3. Draft Housing Element – clean copy

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 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 the 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 burned down 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.

The Deception Pass Bridge was built in 1935 and NASWI was established on Whidbey Island in 1942 with an expansion 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, Base Exchange and Commissary. Ault Field is the active part of the base featuring its 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 and Ault Field is located in the unincorporated area of Island County.

Transportation Corridors

The modern SR 20 was originally designated SR 536 and came to be known what it is today after the North Cascades Highway was completed. SR 20 through Oak Harbor is flanked by commercial uses that takes advantage of the traffic volumes that use the highway. A majority of the City's intensive commercial uses and services are located along 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 intersect with SR 20. Midway Boulevard connects to Goldie Road north of SR 20 which is flanked by commercial uses close to SR 20 and 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

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 mapped¹ and play a crucial role in building construction techniques to mitigate noise impacts. The orientation of runways at Ault Field also create Accident Potential Zones (APZ) that overlap on properties within the city. These areas have overlay restrictions on uses to promote compatibility and safety². 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 average construction dates in the 1950's to early 1970's. Neighborhoods in this area are mostly comprised of grid pattern streets and have limited sidewalks. West of SR 20, the average date of residential construction is the late 1970's and early 1980's close to the highway and 1990's and 2000's 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 along with medium size 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 categorized 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 N. Oak Harbor Road. Of these two corridors, the Goldie Road is the most highly developed. All of the properties along the east side of Goldie Road are within the city limits, as well as a few parcels on the west side. While many of the west side properties are located

¹ Air Installations Compatible Use Zones (AICUZ) for Naval Air Station Whidbey Island Ault Field and Outlying Landing Field Coupeville, Washington adopted 2005

² See Chapter 5 of the AICUZ study

within unincorporated Island County, their location within the UGA mean 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 within the Navy's Seaplane Base. The stretch within the city is covered predominately by infrastructure (Pioneer Way, Bayshore Drive) and public lands (Marina, Flintstone Park, Windjammer Park and Freund Marsh). The remaining shoreline is adjacent to residential uses that are mainly categorized by steep bluffs. The Shoreline Master Program is an overlay over the uses adjacent to the shoreline and has seven environment designations³ that guide development and conservation along the coast.

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 1995⁴, 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.

Low Intensity Residential

This land use category is intended to accommodate most of the residential uses and 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 three units per acre to a maximum of 16 units per acre. This land use is implemented by three zoning districts – Single Family Residential (R1), Limited Multifamily Residential (R2), and Multifamily Residential (R3).

This land use category is where most of the citizens of Oak Harbor live. There are approximately 5719 parcels (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 developed⁵.

³ Oak Harbor Shoreline Environment Designations – Maritime, Urban Mixed Use, Residential, Residential-Bluff Conservancy, Urban Public Facility, Conservancy and Aquatic.

⁴ The first comprehensive plan adopted under the Growth Management Act (GMA)

⁵ 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.

High Intensity Residential/Low Intensity Commercial

This land use category accommodates high density residential uses, fringe neighborhood scale commercial and office type uses. Densities in the residential district are a minimum of 12 units per acre and 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 district and other high intensity uses. This district also accommodates neighborhood scale commercial uses. This land use is best located on the fringes of neighborhoods, along transportation corridors and intersections, supported by pedestrian amenities and/or accessible to mass transit. This land use category is implemented by the R4, Multifamily Residential District, RO, Residential District and the C1, Neighborhood Commercial District.

Currently, 275 acres contain all 366 parcels in this land use category are located within the city limits. 75% 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.

High Intensity Commercial

This land use 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 support mixed uses supporting residential uses where there are minimal noise impacts from NAS Whidbey and its operations. The zoning districts that represent this land use category are C3, Community Commercial, C4, Highway Service Commercial and C5, Highway Corridor Commercial.

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

Central Business District

This 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 size 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 in CBD1 and CBD2 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 parcels (approximately 28.5 acres) are developed.

Industrial/Business Park

This 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. 51 of these parcels totaling 277 acres are within city limits and 95 parcels totaling 393 acres are in the UGA. Approximately 96 acres are within the city and 185 acres outside city limits and 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 this district 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.

(Land Use Map)

Land Use Inventory

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

Table 1 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.

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	

Table 1 Land Use Distribution – includes all land within the City and the UGA except the Seaplane Base.

Twenty Year Land Use Needs

Island County has estimated the population projections for Oak Harbor to reach 25,814 persons by 2036, a difference of 3,739 persons from the 2010 population. The population projection methodology includes the proposed increase in squadrons at NAS Whidbey and their families. Based on the population projections, the County estimates that approximately 1,626⁶ housing units will be needed to meet the demand. The County's analysis⁷ also indicates that Oak Harbor has the capacity for 1803 units and will therefore be able to accommodate the projected needs.

The County's analysis also indicates there is development potential in Oak Harbor to 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.

⁶ Housing unit demand estimated using housing occupancy of 2.3 person per household -2010 Census

⁷ 2015 Buildable Lands Analysis

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	

Table 2 Percentage of developed acres by Land Use Categories

Table 2 provides information on the total acreage in each land use category and the acreage and percentages considered as developed.

Land Use Goals and Policies

The goals and policies of the Land Use Element help further Oak Harbor’s vision. The policies are intended, but not limited 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, in instances, 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

- 1.a. Encourage land use densities/intensities where services exist or are readily available.
- 1.b. Consider land use changes that are compatible with the character of its neighborhood.
- 1.c. Promote neighborhood scale satellite commercial centers to locate in areas away from SR 20.
- 1.d. Promote areas for open space and recreational opportunities with residential development.
- 1.e. Encourage location of new schools within or adjacent to residential developments and in close proximity to parks.
- 1.f. Progress toward a form based code to regulate the built environment that fosters predictable physical form rather than separation of uses.

- 1.g. Promote a mix of uses and densities in new developments through the Planned Residential Development process.
- 1.h. Encourage private and public preservation of undeveloped open space.
- 1.i. Designate areas newly incorporated into the UGA as special planning areas to
 - a) Explore the best mix of land uses to serve the area and the city's needs.
 - b) Work with property owners in the area to determine land use patterns and development scenarios.
 - c) 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. Condition 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 on 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 leases 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, 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 not infringe on neighboring residents.
 - 2) Does not infringe or change the intent of the residential zone.
 - 3) Has limited visitors and does 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 – The School District anticipates a growth in student enrollment with the planned increase in squadrons at NASWI. The District anticipates enrollment to increase by 750 students and then drop to 500 with the disestablishment of VQ-1 squadrons. The District will face challenges in accommodating the increase in enrollment. The City will work with the School District on a regular basis and help them meet City review process and code requirements.

Neighborhoods

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

DRAFT

Modern Midway

Description

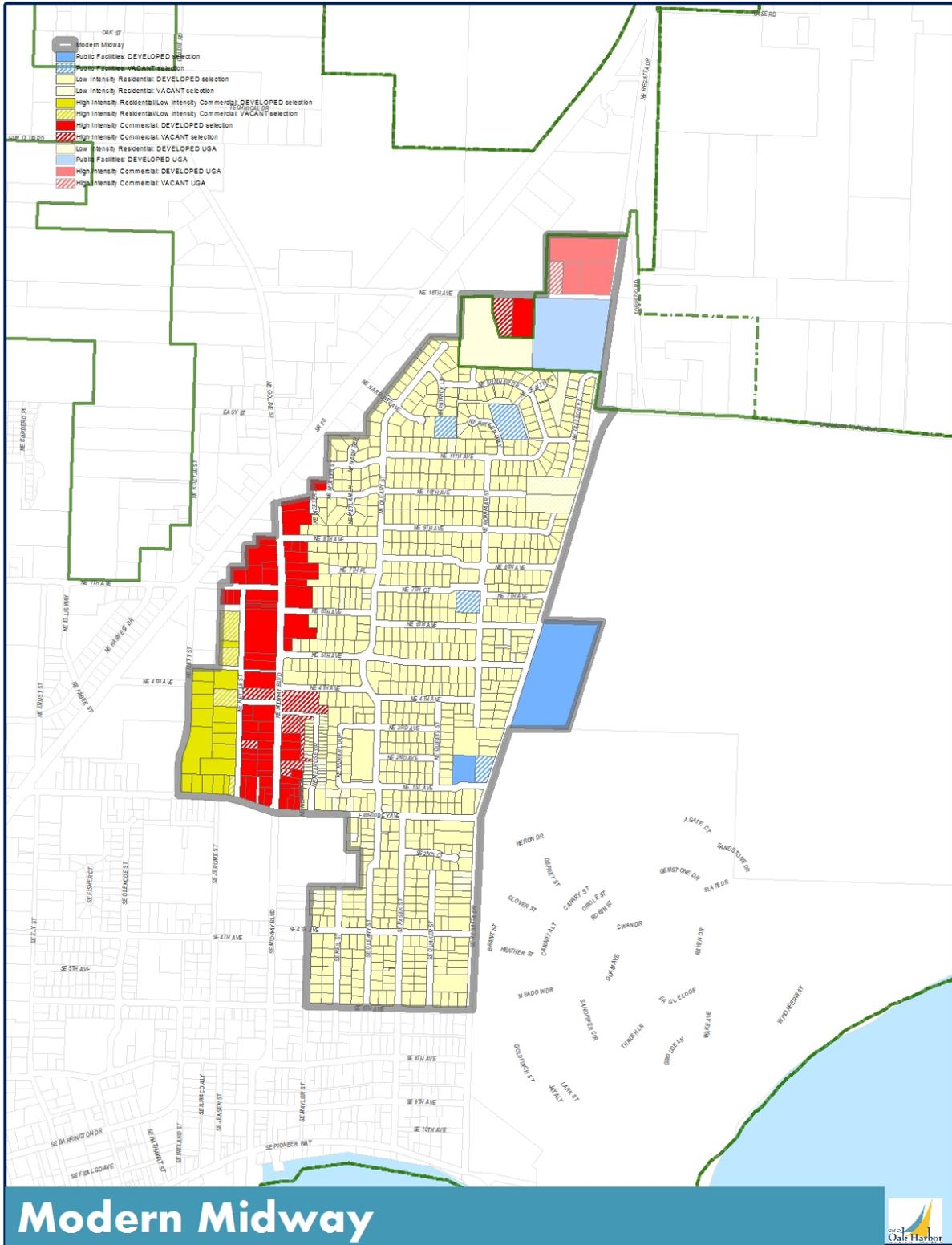
The district consists of a distinct commercial core along NE Midway Boulevard and stable residential neighborhoods generally developed in the years following World War II. May be viewed as Oak Harbor's first suburban-type development, the commercial district is strongly oriented toward visitors arriving 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 district, Modern Midway is almost entirely within the City limits.

Data

- Modern Midway includes about 353 total acres within its boundaries, the 7th largest district in the City.
- Approximately 935 Total properties within the district – of which about 89% are Low Intensity Residential.
- 858, or 91.8% of parcels are currently developed within the district.

Challenges, Opportunities and Strategies

- The neighborhood has a strong grid system allowing for easy and efficient vehicular movement, but in many areas, 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.
- Support higher-intensity land uses in appropriate locations.
- Improve pedestrian circulation in the neighborhood, with particular focus on NE Regatta Drive, NE O'Leary and NE Kettle Streets.



Fair Winds

Description

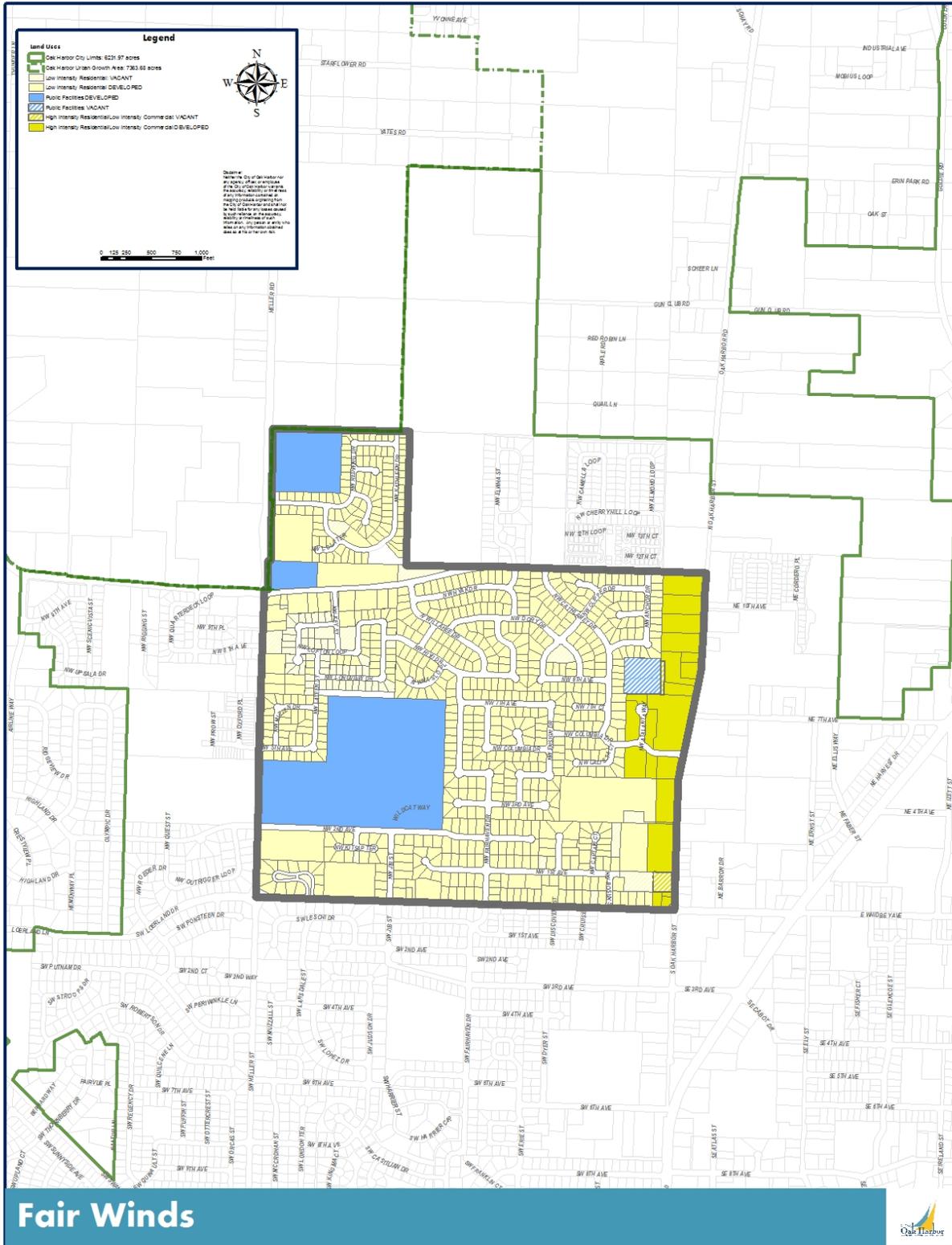
The district consists mostly of typical late 20th-century suburban development. A mix of single family homes - generally built from 1970 to 1990, with some more recent developments – coexist with denser multi-family complexes grouped along the Oak Harbor Street corridor on the eastern edge of the neighborhood.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

Data

- District is approximately 369 total acres, ranking 6th largest in the City.
- Includes approximately 761 developed Low Density Residential lots – approximately 17% of the total in the City.
- 59.7 acres, or 16.1% of the district's total area is dedicated to Public Facilities Land Uses.
- Approximately 91.7% of parcels in the district are developed.

Challenges, Opportunities and Strategies

- Fair Winds has little opportunity for infill development, 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 so as to allow redevelopment or lot splitting on a large scale. A developable lands survey found potential redevelopment in an area generally clustered around the intersection of NE Heller Road and NE Crosby Avenue.
- This district 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 districts will be a concern in the future.
- Consider higher densities where appropriate with flexible standards to promote development without compromising public safety standards.
- Promote accessory dwelling units where viable.



Ault Forest

Description

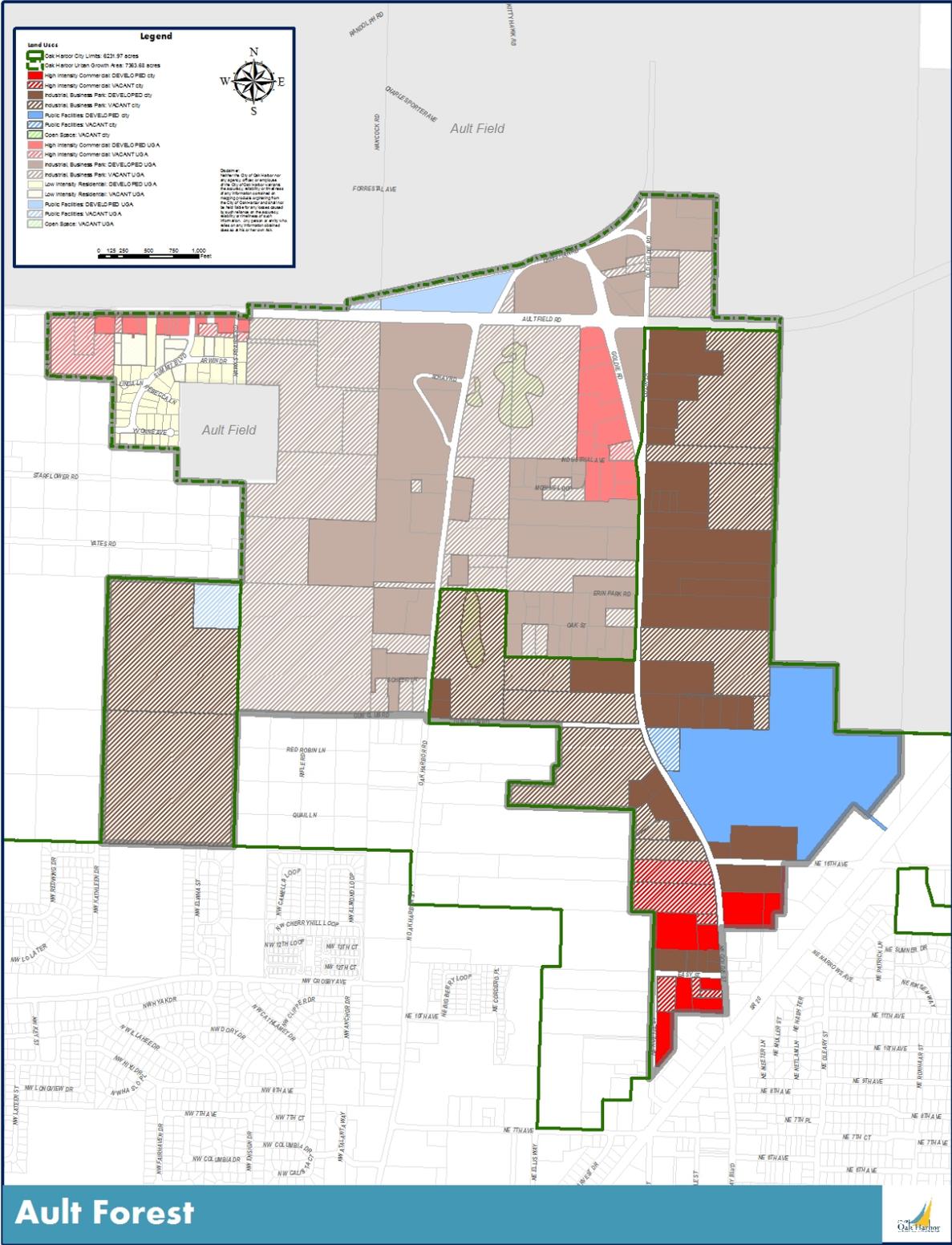
The Ault Forest neighborhood generally consists of industrial and undeveloped lands at the north end of the city. Close proximity to the NASWI air field limits residential development. Commercial and industrial corridors are mostly situated on one of three roads: Goldie Road, Oak Harbor Street and Ault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

Data

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

Challenges, Opportunities and Strategies

- While the district 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 district is under Island County jurisdiction.
- Development will need to account for wetland areas, which are currently unmapped.
- Lack of comprehensive sewer system in the area.
- No new residential projects will be permitted in this district because of its location being almost entirely north of the 16th Avenue alignment.



Gateway District

Description

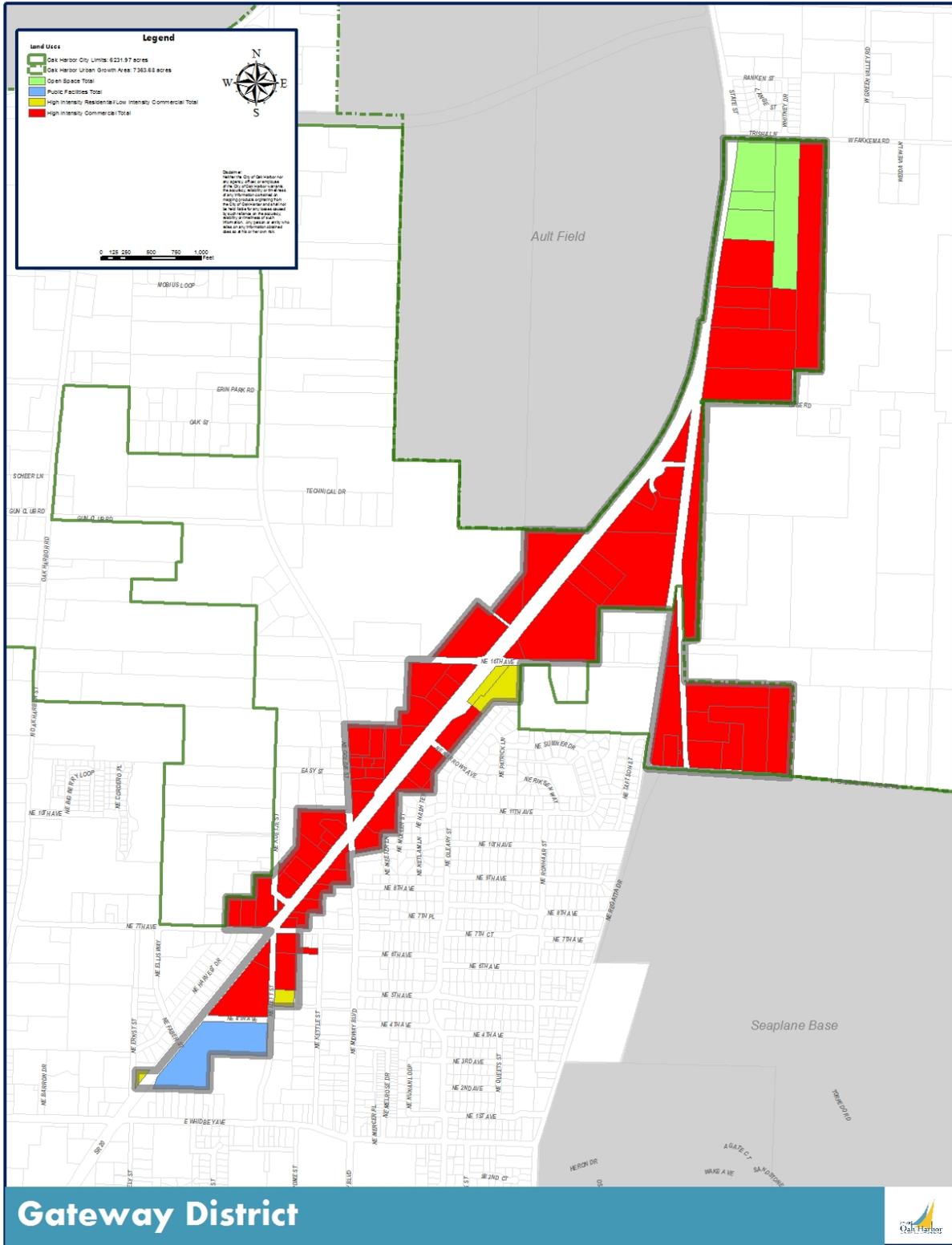
The Gateway District serves as the northern entry into Oak Harbor via Highway 20. As such, it is a heavily-traveled corridor and will be the visual first impression for visitors. The neighborhood is mostly commercial in nature, with businesses serving both local residents and visitors alike. Several 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 with the Heritage Way program.

Data

- 84% of the neighborhood is within the 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 is vacant according to the buildable lands survey.

Challenges, Opportunities and Strategies

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



Silverspot Valley

Description

The Silverspot Valley neighborhood not only includes some of Oak Harbor's more dense residential areas, but a significant area of permanent open space and wetland. The residential areas are a mix of single family, multi-family 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-1 zone district – meaning there is a higher proportion of multiple-family properties in the neighborhood than would be expected. That contributes to the higher densities as shown in the 2010 Census numbers.
- 44% of the neighborhood is located outside City limits, but in 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 may occur.
- Some of the northern portion of the neighborhood is located north of the 16th Avenue corridor, making it ineligible for residential development.

Swantown

Description

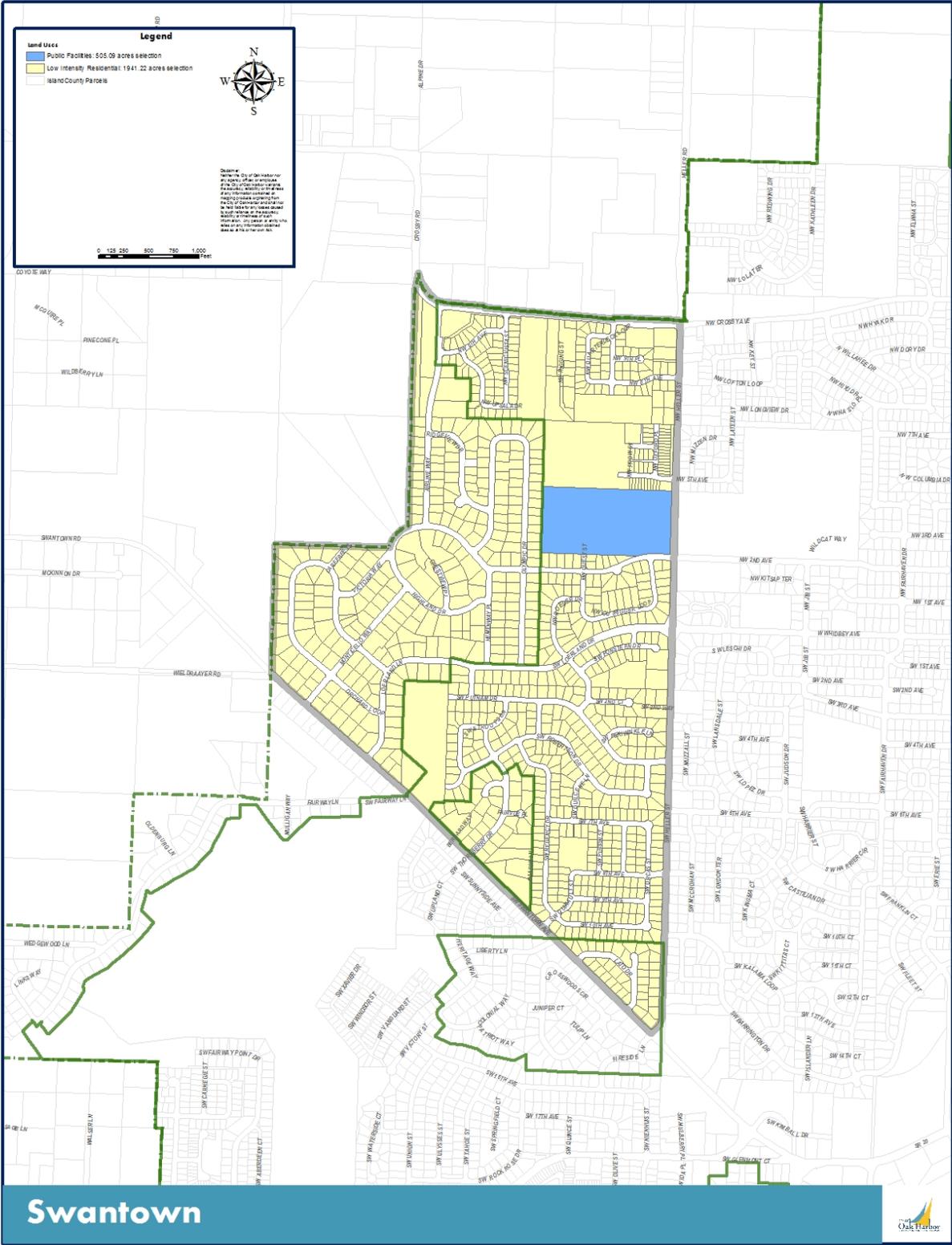
Located on the far western side of the City, the Swantown neighborhood is comprised almost entirely of single family residences, generally developed since the 1970s. Much of the neighborhood is located outside of the City limits, while still in the Urban Growth Area.

Data

- Of the approximately 342 acres located in the neighborhood, 94.3% is in the Low Intensity Residential land use category. Remaining land is located 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 is about 45 acres of vacant land in the neighborhood.
- Hillcrest Elementary School is located 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.



Broad View

Description

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 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 is 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 neighborhoods near Highway 20 may be impacted by encroaching commercial development.

Fort Nugent

Description

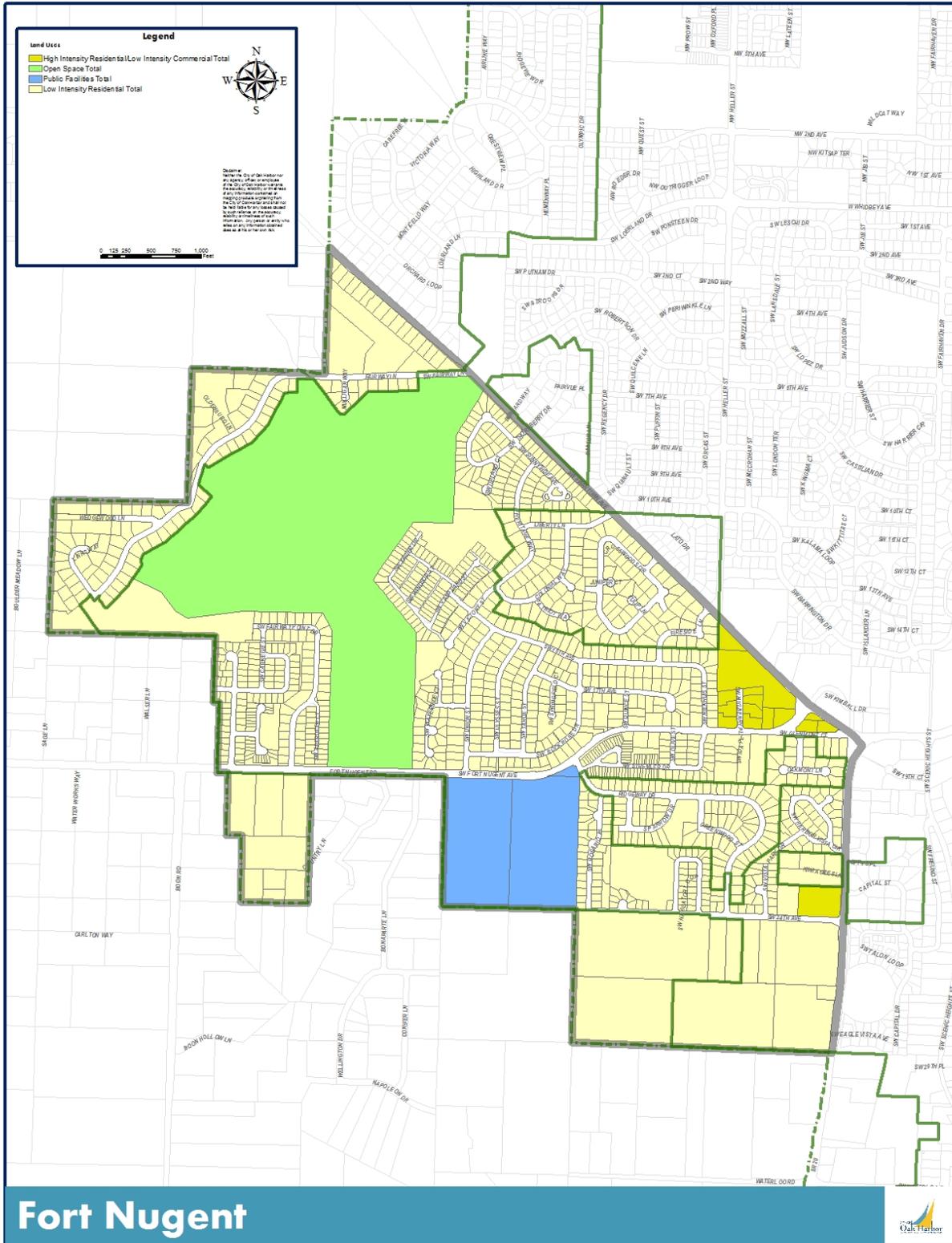
Fort Nugent is Oak Harbor's southwestern frontier and site of much recent single-family home construction. The neighborhood is also home to a private golf club and Fort Nugent Park, a large regional park with multiple sports fields, large playground and open spaces.

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.
- Trail system through the City could be augmented with a connection from Fort Nugent Park to Scenic Heights and on to the waterfront trail.
- Most logical expansion of the Urban Growth Area would include the Fort Nugent neighborhood.



Midtown

Description

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 generally 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 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.

Old Town

Description

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 the all 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

- 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.
- Marina area may support redevelopment and inclusion of support services and other commercial enterprises.
- Consider higher densities where appropriate to support downtown businesses and reduce sprawl impacts. 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.

Byway District

Description

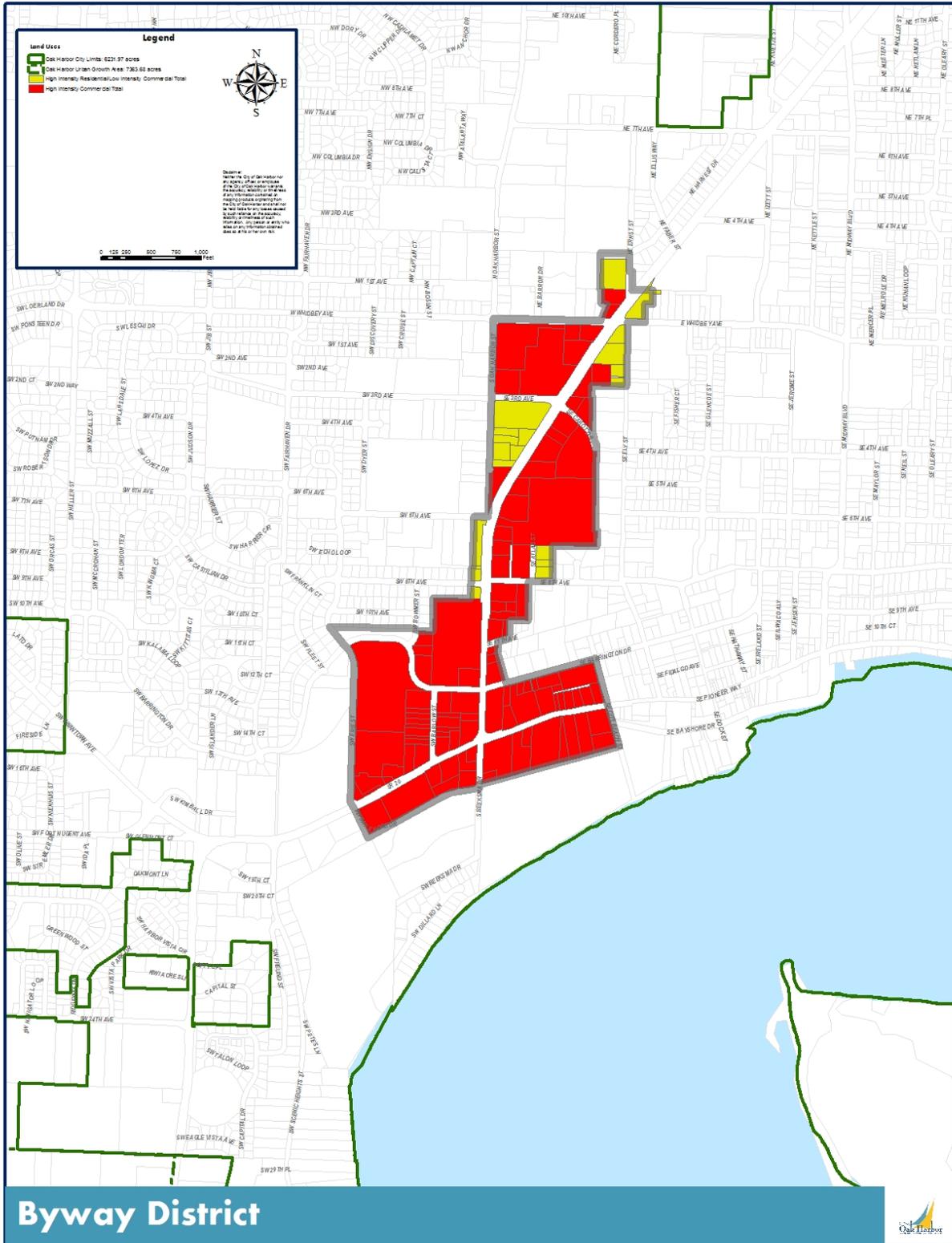
Oak Harbor's auto-oriented commercial district, anchored by large retail stores that serve not only the City, but much of Whidbey Island. Characterized by more recent, large scale developments that include grocery, building supply and general merchandise retailers located behind landscaped strips and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

Data

- 164 acres – the second smallest neighborhood.
- 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 – many areas lack landscaping and may be upgraded.
- Proposed roundabouts at several locations will change traffic flow through the area.
- Opportunities for redevelopment of under-utilized lands.
- Several high-profile vacant parcels located in the neighborhood.



Scenic Heights

Description

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.

Crescent Harbor

Description

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 the City limits, but the City has no zoning jurisdiction in the neighborhood.

Data

- Nearly 2800 acres of total land area – nearly 3 ½ times larger than the Ault Forest neighborhood

Challenges, Opportunities and Strategies

- Neighborhood includes most of the coastline located in City limits
- Recently adopted Shoreline Master Program
- Work with Navy on planning and land lease issues

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.

DRAFT

GROWTH MANAGEMENT ELEMENTS GOALS AND POLICIES

HOUSING ELEMENT

Introduction

The Housing element provides a framework ~~that the citizens of the City of Oak Harbor can use to guide them in providing~~ adequate and diverse ~~appropriate~~ housing for existing and future residents within the city. This element ~~will also promote discussion and provides~~ policy guidance on the ~~as to the~~ types and densities of housing that are most appropriate to accommodate the city's future needs. ~~The discussion of housing necessarily involves~~ It addresses issues of affordability, density, and the housing needs of many special populations including to accomodate low- and moderate-income households that are cost-burdened with housing costs.

Housing Development History

Oak Harbor's housing is relatively young. Less than two percent of the city's housing pre-dates 1939. The city's oldest homes are located in and around the Central Business District, and are mainly in the American Craftsman style (circa 1920).

As one would expect to see in a town that "grew up" with the military build-up of the mid to late 1900s, much of the city's housing (particularly in the city's older east-side neighborhoods) was developed in the "tract" style of the 1950s, 60s and 70s. These tract homes are characteristically small, simple in form, and inexpensively constructed. Because of these features, they are known to be relatively affordable. Even though Oak Harbor's population is primarily transitory, the local supply of tract housing has been well maintained, and it is expected that these homes will have a relatively long life-span.

In recent years local home builders have responded to demand for greater affordability by expanding the local supply of condominium style housing units, by developing single family homes on smaller lots, and by building more multi-family housing to accommodate the needs of more transient military households. Manufactured housing continues to fill a niche in the local housing market, supplying less than ten percent of the city's housing stock.

Relationship to Other Elements

~~The Housing element is integrally related to other comprehensive plan elements. The Land Use element, relying upon an analysis of the carrying capacity of the land to determine densities and compatibility, and also upon growth estimates, will indicate how much land should be made available within the city and its UGA to accommodate the identified housing needs. The capital facilities, transportation, and utilities elements will serve to guide where, and how, public services will be provided to support projected housing needs.~~

DEMOGRAPHIC and HOUSING DATA

Population

According to the 20100 U.S. Census, Oak Harbor's population was ~~49,795~~22,075. After growing at a rate of 40% during the decade of the 1980s, the city's population increased at a~~the much~~ lower

rate of ~~153%~~ in the '90s and 12% between 2000 and 2010. Projected population figures suggest that the rate of growth will decrease to 9% and drop to 5% between 2020 and 2030. ~~increase somewhat between 2000 and 2020~~. *Figure X1* illustrates the city's growth from 1980 to 2000, with projected growth to ~~2036~~20.

Figure 1
*Population Growth, 1980 – 2036*20

Year	Population	Percent Increase
1980	12,271	--
1990	17,176	40.0%
2000	19,795	43.215%
2010	24,249 <u>22,075</u>	48.412%
2020	29,704 <u>24,057</u>	48.49%
2030	<u>25,161</u>	5%
2036	<u>25,814</u>	3%

SOURCE: U.S. Census Bureau and projections by Island County and

City of Oak Harbor.

The state's Office of Financial Management (OFM) projects population growth on an annual basis. Their data indicates that the city's population ~~increased to 20,060 in 2001, only to decrease to 19,880 in 2002~~. ~~These projections suggest a stable and moderate growth pattern over the next twenty years~~. has been slightly decreasing since 2010. This is mainly due to decreases on base as they transition to acquire new squadrons in the later part of the decade. The new squadron will cause a minor spike in Oak Harbor's population and will likely even the rate of increase over the decade. Failing any more large increases in squadrons in the next decade, the population is expected to have slight increases and average approximately 1% a year.

Housing Units

The city's ~~2000 population was housed in~~ census indicated that there were a total of 7,772~~333 occupied housing units in Oak Harbor. In 2010 the number of housing units increased by 1,781 units to 9,553. The population during that time frame increased by 2,280. In that same time period, vacancy rates increased from 5.6% (439 units) to 9.2% (876 units). Owner-occupied housing units rose by 2.6% from 3,172 to 3,979. Of those occupied housing units, 3,172 (or 43.3%) were owner-occupied. An additional 439 housing units were vacant, resulting in a total of 7,772 available housing units and a vacancy rate of 5.6%. By 2002, the number of housing units in the city rose to 7,883.~~

The rate of owner-occupied housing in Oak Harbor is significantly lower than in Island County, and in the State of Washington. The low occupancy rate likely results from the high incidence of military personnel located at NAS Whidbey Island. The mobile nature of military employment acts to discourage home ownership investment among enlisted personnel. A comparison of home ownership rates is shown below in *Figure 2*.

Figure 2
Housing Tenure

1 SOURCE: City of Oak Harbor Development Services Department.

Area	% Owner Occupied	% Renter Occupied
Oak Harbor	43.345.9	56.754.1
Island County	70.94	29.19
Washington	64.663.9	35.436.1

SOURCE: U.S. Census Bureau.

Household Size

As the city's population has increased over time, its average household size has decreased. From nearly 3 persons per household in 1980, the average household size has continued to decline to today's rate of 2.5370 persons per household. It is projected that household size will continue to decline through 2020. The decrease in household size seems to follow the national trend that has seen a decline from 2.76 in 1980 to 2.59 in 2010.

The decline in household size will have long-term implications related to the need for future housing numbers and types. *Figure 3* shows the decline in household size since 1980, with projections to 2020. Failing extenuating circumstances, the household size is not expected to continue decreasing at the current rate and will likely stabilize at the current level. This is an important assumption since population projections for 2036 are based on the household size remaining at the current level.

Figure 3
Population and Housing Growth

Year	Population	# of Households	Avg. Household Size
1980	12,271	4,107	2.99
1990	17,176	5,971	2.88
2000	19,795	7,333	2.70
2010	24,24922,075	9,1858,677	2.5364
2020	29,704	11,603	2.56

SOURCE: U.S. Census Bureau. 2010 and 2020 population projections assume the "medium" growth projection (2.05% annual growth rate) originally developed as a local planning estimate.

Housing Density

The city has approximately 1941,570 acres of land devoted to low density residential single-family and 275 acres for High Density Residential/Low intensity Commercial land uses multi-family housing (1,358 and 212 acres, respectively). This amount does not include land zoned as RO—Residential Office, where multi-family housing development is also permitted to occur. In a single-family zone areas, the lowest density zone, housing densities are permitted at between three and twelve dwelling units per acre. In the higher density multi-family zone areas, densities are permitted may range to up to 22 units per gross acre of land.

Historically over the past ~~fifteen~~ ^{twenty} years, the overall housing density in the city has averaged approximately ~~7.47~~ ^{5.7} dwelling units per acre which is up from the 5.7 units per acre observed during the last update in 2005. This may be due to a ~~With~~ ^{the} trend toward smaller households and the popularity of smaller homes. Housing densities from development done in the last fifteen years are provided below. It should be noted that in 2016 the land uses were generalized. Therefore the Low Intensity Residential has densities ranging from 3-16 units per acre and the High Intensity Residential/Low Intensity Commercial can have densities ranging from 12 – 22+ units per acre., it may be expected that densities will increase as smaller housing units are needed. Given that much of the city's land is already developed, the overall housing density will not increase significantly. As shown in **Figure 3** above, the 2020 average household size projected to be 2.56 persons will result in the need for a total of 11,603 households. Thus, by 2020, an additional 3,720 new housing units will be needed. Assuming an average city wide density of six dwelling units per acre (increased from today's 5.6 du/ae), a total of 620 acres of land will be needed to accommodate the projected growth.

<u>Developments</u>	<u>Land Use</u>	<u>Units</u>	<u>Total Acreage</u>	<u>Density</u>
<u>Cherry Hills</u>	<u>Low Intensity Residential</u>	<u>151</u>	<u>29.5</u>	<u>5.12</u>
<u>Spring Hollow</u>	<u>Low Intensity Residential</u>	<u>32</u>	<u>4.03</u>	<u>7.94</u>
<u>Whidbey Links</u>	<u>Low Intensity Residential</u>	<u>28</u>	<u>7.93</u>	<u>3.53</u>
<u>Woodbury Park</u>	<u>Low Intensity Residential</u>	<u>37</u>	<u>6.06</u>	<u>6.11</u>
<u>Island Place</u>	<u>Low Intensity Residential</u>	<u>105</u>	<u>19.45</u>	<u>5.40</u>
<u>Crosby Commons</u>	<u>Low Intensity Residential</u>	<u>74</u>	<u>19.4</u>	<u>3.81</u>
<u>Whidbey Greens</u>	<u>Low Intensity Residential</u>	<u>90</u>	<u>16.04</u>	<u>5.61</u>
<u>Harbor Place</u>	<u>Low Intensity Residential</u>	<u>56</u>	<u>6.3</u>	<u>8.89</u>
<u>Rose Hill</u>	<u>Low Intensity Residential</u>	<u>38</u>	<u>4.01</u>	<u>9.48</u>
<u>Fairway Point</u>	<u>Low Intensity Residential</u>	<u>140</u>	<u>36</u>	<u>3.89</u>
<u>Highland Park</u>	<u>Low Intensity Residential</u>	<u>25</u>	<u>4.75</u>	<u>5.26</u>
<u>Summer Wind</u>	<u>High Res/Low Com</u>	<u>48</u>	<u>2.42</u>	<u>19.83</u>
<u>Scenic View</u>	<u>High Res/Low Com</u>	<u>24</u>	<u>1.24</u>	<u>19.35</u>
<u>Foxwood Condos</u>	<u>High Res/Low Com</u>	<u>48</u>	<u>4.1</u>	<u>11.71</u>
<u>Kettle Coves</u>	<u>High Res/Low Com</u>	<u>14</u>	<u>0.8</u>	<u>17.50</u>
<u>East Park</u>	<u>Low Intensity Residential</u>	<u>38</u>	<u>9.13</u>	<u>4.16</u>
<u>Redwing</u>	<u>Low Intensity Residential</u>	<u>111</u>	<u>28.86</u>	<u>3.85</u>
<u>Barrington Heights</u>	<u>Low Intensity Residential</u>	<u>23</u>	<u>7.6</u>	<u>3.03</u>
<u>Frostad Pond</u>	<u>Low Intensity Residential</u>	<u>45</u>	<u>8.74</u>	<u>5.15</u>
<u>West Meadows</u>	<u>Low Intensity Residential</u>	<u>61</u>	<u>15.4</u>	<u>3.96</u>
<u>Fireside</u>	<u>Low Intensity Residential</u>	<u>226</u>	<u>69.1</u>	<u>3.27</u>
-	-	-	-	-
			<u>Total Average</u>	<u>7.47</u>

<u>Land Use Category</u>	<u>Units</u>	<u>Acres</u>	<u>Avg Density</u>
<u>Low Intensity Residential</u>	<u>1280</u>	<u>292.3</u>	<u>4.38</u>
<u>High Res/Low Com</u>	<u>134</u>	<u>8.56</u>	<u>15.65</u>

HOUSING TRENDS and CONDITIONS

As the table below indicates, Oak Harbor experienced significant growth between 1981 and 1990. This growth prompted For nearly a decade, city and county housing policy has been influenced by the 1993 study, *Housing Needs Assessment; Island County, Coupeville, Langley, Oak Harbor*.² ~~Following a decade of extremely high growth, t~~ This study documented housing shortages and affordability concerns primarily affecting low-income households throughout Island County. After the release of this study the county's rate of growth slowed significantly, for a variety of reasons.

<u>Year</u>	<u>Population Increase</u>	<u>Building Permits</u>	<u>Census Household size</u>	<u># of Households</u>	<u>Population</u>
<u>1973-1980</u>	<u>1971</u>	<u>1223</u>	<u>2.99</u>	<u>4107</u>	<u>12,317</u>
<u>1981-1990</u>	<u>4859</u>	<u>1800</u>	<u>2.88</u>	<u>5971</u>	<u>17,176</u>
<u>1991 - 2000</u>	<u>2619</u>	<u>1154</u>	<u>2.70</u>	<u>7333</u>	<u>19,795</u>
<u>2001-2010</u>	<u>2280</u>	<u>1433</u>	<u>2.53</u>	<u>8677</u>	<u>22,075</u>

In the area surrounding Oak Harbor, growth has historically been linked to the fortunes of NAS Whidbey Island. While the military base faced great uncertainty during much of the mid-1990s, existing conditions appear to be more stable. In 2012, NAS Whidbey announced expansion of new squadrons by the end of the decade. Since the old squadrons will be transitioning out, a small increase in population is expected during this time. It is assumed that Thus, moderate/normal growth patterns are may be expected to continue.

While it is certain that housing affordability remains a significant issue for low and moderate income persons, the decline in the area's rate of growth suggests that housing pressures may have eased somewhat. ~~It would be instructive to undertake a study similar to the county wide 1993 effort today, in order to compare results.~~

Housing Development History

Oak Harbor's housing is relatively young. Less than two percent of the city's housing pre-dates 1939. The city's oldest homes are located in and around the Central Business District, and are mainly in the American Craftsman style (circa 1920).

As one would expect to see in a town that "grew up" with the military build-up of the mid to late 1900s, much of the city's housing (particularly in the city's older east-side neighborhoods) was developed in the "tract" style of the 1950s, 60s and 70s. These tract homes are characteristically small, simple in form, and inexpensively constructed. Because of these features, they are known to be relatively affordable. Even though Oak Harbor's population is primarily transitory, the local supply of tract housing has been well maintained, and it is expected that these homes will have a relatively long life-span.

In recent years local home builders have responded to demand for greater affordability by expanding the local supply of condominium style housing units, by developing single family homes on smaller lots, and by building more multi-family housing to accommodate the needs of

² Judith Stoloff Associates.

more transient military households. Manufactured housing continues to fill a niche in the local housing market, supplying less than ten percent of the city's housing stock.

Housing Availability

Between 1980 and 1990, the number of housing units in Oak Harbor increased from 4,407 to 6,173, a jump of 40%. By 2000 that number increased to 7,772 units, representing a more modest increase of 21% during the '90s. By 2010, the Census indicates that the number of housing unit grew to 9553 which is an increase of approximately 22%. If the rate of growth in the last two decades is a sign of stability, it can be expected that the growth between 2010 and 2020 will also be approximately 22% which is approximately 2054 units (approximately 205 units per year). However, the American Factfinder estimates that in 2014 the total housing units at 9944 which indicates a slower rate of growth (less than 100 unit per year). With the squadron increase at NAS Whidbey anticipated in 2017, the rate of growth in latter part of the decade can be expected to increase. When compared with the 1990—2000 population increase of 13.2%, it becomes apparent that the housing supply has begun to catch up with demand during the past decade.

In preparation for the land use and Urban Growth Area review in 2005, the City prepared a comprehensive Housing Capacity Analysis in 2004 based on the availability and current zoning of land for new residential development. At the 2025 planning horizon, it was projected that the City would have to accommodate 30,419 people with its UGA. The study (attached at the conclusion of this Element) revealed that the Oak Harbor UGA had a total housing capacity of 3,392 dwelling units. Total housing need to 2025 was determined to be 3,190 new dwellings. After an extensive community discussion, housing capacity was raised through expansion of the City's Urban Growth Area by approximately 170 acres to 4,037 dwellings, or 126.5% of the anticipated need (see the Technical Appendix at the conclusion of this Element).

As with many factors of life in Oak Harbor, housing availability is determined in large part by conditions at NAS Whidbey Island. The Navy owns and manages 1,444 units of family housing in the area. These units are full, with long waiting lists. The remaining 3,262 Navy families are housed in the community, with a full 95% living in or within the immediate vicinity of Oak Harbor. Local housing shortages have been higher in recent years as the Navy has undertaken a program to update its housing stock. This renovation project has temporarily displaced several hundred families, who have sought housing from other local sources. Renovation efforts are expected to be completed by 2003, at which time the local housing market is expected to return to more normal conditions.

~~According to the~~ In 2000, according to the U.S. Census, the city's vacancy rate for housing ~~was~~ 5.6%. The 2010 Census indicates that the vacancy rate has increased to 9.6. This may be due to a slight decrease in population that Oak Harbor has been experiencing since 2012. The decrease is primarily due to the navy preparing for the transition in squadrons. This vacancy rate is generally regarded healthy, in that it allows the market to absorb changes without artificially increasing prices due to high demand. However, the vacancy rate may reflect the dwelling units that are currently "off the market" due to the Navy's rehabilitation program.

Housing Affordability

~~In 1999, the City of Oak Harbor conducted research on the issue of affordable housing. The study was needed because the most recent data at that time was more than six years old, and market conditions had changed considerably during that period of time.~~

The study utilized a methodology that examined new housing development based on new housing permits issued between January 1994 and December 1998. To confirm the accuracy of value data, building value obtained from building permit data was compared to market values shown in the Island County Assessor's Office. Assuming the market value as the purchase price and adding costs for taxes and insurance, the city calculated monthly payments for every new housing unit created during the study period. Using the WAC definition for affordable housing³ and Island County median income levels provided by the state,⁴ the study then calculated the maximum payment for affordable housing for a two-person household. This maximum payment was then compared to the monthly payments calculated for each new housing unit. For a new housing unit to be deemed affordable, the calculated payment would have to be less than the maximum affordable payment.

Using this methodology, the study concluded that fully 36% of the 768⁵ housing units constructed during the study period met the definition of affordable housing. Of that total, the overwhelming majority of affordable housing units (76%) were in multi-family housing. *Figure 4* illustrates the study results:

Figure 4
Housing Affordability in New Construction,
1994 – 1998

Housing Type	# Constructed	# Affordable	% Affordable
Single-Family	478	59	12
Multi-Family	290	221	76
TOTAL	768	280	36

SOURCE: City of Oak Harbor Development Services Department

In January 2015, the State released a report on Housing Needs Assessment for Washington. It was commissioned by a diverse, governor-appointed membership of the Washington State Affordable Housing Advisory Board to create an unbiased accounting of housing affordability in Washington State. The assessment considered housing to be affordable when a household pays no more that 30% of its income for all housing costs. When a household pays more than 30% of it income for housing costs it was considered “cost-burdened” and when it pays more than 50% it was considered “severely cost-burdened”. American Factfinder for 2014 (Table below) indicates that 46.8% of home owners and 48.7% of renters in Oak Harbor are considered cost burdened.

	Owner	Renter
<u>Less than 20 percent</u>	<u>19%</u>	<u>16.80%</u>

³ The Washington Administrative Code (WAC) defines affordable housing as housing whose cost does not exceed 30% of family gross income, for a household earning not more than 80% of the median area income.

⁴ The Department of Community, Trade and Economic Development (DCTED) collects this data for the purpose of distributing Community Development Block Grant funds.

⁵ This number does not include 25 units of Special Purpose Housing constructed in 1998.

<u>20 to 24.9 percent</u>	<u>17.70%</u>	<u>16.70%</u>
<u>25 to 29.9 percent</u>	<u>16.50%</u>	<u>17.80%</u>
<u>30 to 34.9 percent</u>	<u>7.60%</u>	<u>10.10%</u>
<u>35 percent or more</u>	<u>39.20%</u>	<u>38.60%</u>

SUMMARY

The local housing market is driven primarily by conditions at NAS Whidbey Island. While the area is undertaking efforts to diversify its economy, ~~these~~ it is expected that ~~growth projections by the~~ changes in base population ~~Navy~~ will continue to dominate local housing issues.

~~Growth in the Oak Harbor area was considerably slower in the 1990s when compared to conditions a decade earlier. During the 1990s new housing starts exceeded population growth, resulting in an easing of the housing crunch that had previously been experienced. The tight housing market of the '80s and the early '90s was felt most severely in the market for affordable housing. However, new housing constructed between 1994 and 1998 appears to have relieved this situation somewhat.~~

The New census data for the last two decades and population projections suggest that area growth will continue at moderate levels in the foreseeable future. As growth continues, the city will need to remain diligent in implementing strategies that will continue to provide housing that is affordable to all economic segments within the community.

GOALS and POLICIES

Growth Management Act Goals

~~GMA includes four goals that relate to the issue of housing.~~

~~**Urban Growth.** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.~~

~~**Reduce sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.~~

~~**Housing.** Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.~~

~~**Permits.** Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.~~

Island County Goals and Policies

Goal:

~~Encourage the availability of affordable housing for all economic segments of the population, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.~~

Policies:

- ~~A. Promote fair and equal access to housing for all persons.~~
- ~~B. Encourage a broad range of housing types, densities and programs including attached housing, housing appropriate to seniors, co-housing, self-help housing for low-income households and residential care housing.~~
- ~~C. Promote, as the most appropriate mechanism in the County for the development of affordable housing, the construction of multifamily units, primarily rentals, in areas where higher densities are permitted and where infrastructure, including public transportation, is already available.~~
- ~~D. Consider density incentives to encourage affordable housing development for county residents.~~
- ~~E. Provide for duplexes, triplexes and fourplexes in the Rural Residential district which is delineated by defined logical outer boundaries of areas of more intensive rural development.~~
- ~~F. Provide for PRDs to include either attached or detached housing units, while preserving rural character.~~
- ~~G. Ensure residential developments are planned to minimize public expenditures for public facilities and services.~~
- ~~H. Encourage emergency shelter for special needs populations such as youth, domestic violence and chronically mentally ill.~~
- ~~I. Encourage transitional housing for youth, adults and families coordinated with critical support services.~~
- ~~J. Encourage a range of permanent housing options through small project-based structures and scattered site rental assistance coordinated with appropriate services as necessary. Housing to be dispersed throughout the community, developed through collaboration with private developers, public agencies and non-profit organizations.~~
- ~~K. Decrease barriers to successful implementation of homeless programs by developing local community support and encouraging legislation which both supports the community's ability to provide services and protects the rights of the individual.~~
- ~~L. Ensure Comprehensive Plan and Land Use Plans incentives and appropriate language to facilitate low income housing and services for the homeless and contain the Continuum of Care priorities and vision statement.~~
- ~~M. Housing will be provided in accordance with the County-wide Planning Policies.~~

City of Oak Harbor Goals and Policies

~~The Growth Management Act requires local jurisdictions to define and plan for affordable housing. For the purpose of defining affordable housing, the City of Oak Harbor uses the WAC definition: housing costs that do not exceed 30% of a family's gross income, for households earning at or below 80% of Island County's median income level.~~

Goal 1 - ~~To~~ Ensure that adequate opportunities exist for low and moderate-income families to obtain affordable housing.

- Policies:**
- 1.a Provide land use policies and development regulations that allow for a variety of housing types and residential life-styles, to accommodate households in varying income ranges.
 - 1.b ~~Conduct an annual review of land development codes, with the intent to address affordable housing needs.~~
 - 1.c Encourage alternative housing types from the standard single-family residences by using contemporary building and planning concepts, including apartments, condominiums, small lot, zero lot line, attached patio, townhouse, and manufactured housing.
 - 1.d ~~Provide development incentives to~~ Promote the inclusion creation of affordable housing units developments through incentives, density bonuses, and flexible development regulations. ~~offered for sale or rent at below market rent.~~
 - 1.e Promote the inclusion of ~~Disperse~~ subsidized units throughout the community to diversify neighborhoods.
Promote the location of affordable housing in proximity to transit routes to ~~and~~ ensure the most efficient and cost-effective use of public transportation.
 - 1.f Support efforts to develop self-help housing programs.
 - 1.g Allow provisions in development regulations for inclusionary affordable housing and density bonus performance standards.
 - 1.h ~~Consider the formation of a housing land bank or trust to provide low cost housing.~~
 - 1.i Allow for the development and preservation of manufactured home communities, using design guidelines that ensure that such communities are compatible with existing neighborhoods.
 - 1.j ~~Consider the establishment of neighborhood-based housing development programs (NHS) for rehabilitation and construction within targeted existing neighborhoods.~~
 - 1.k ~~Facilitate~~ Support and monitor mediation services for tenant/landlord dispute issues.

- 1.l Encourage the development and implementation of affordable housing as part of the City's annexation program.
- 1.m Monitor affordable housing availability for low and moderate-income populations.
- 1.n ~~Consider adopting land use regulations that allow~~Encourage the development of accessory units to address housing needs and increase capacity., ~~while providing safeguards for the integrity of established neighborhoods.~~

Goal 2 - ~~To provide and monitor housing for the needs of special populations~~Promote housing opportunities for special needs population.

- Policies:**
- 2.a ~~Provide development regulations that allow~~Accomodate land uses and housing that provides for the needs of the elderly, disabled, and infirm.
 - 2.b ~~Maintain a list of locally available financial assistance programs.~~
 - 2.c ~~Coordinate and cooperate with~~Support the Island County Housing Authority and Opportunity Council to address siting and development of housing ~~needs~~ for special needs populations.
 - 2.d Work cooperatively with social service providers, local churches, other organizations and individuals, to address the needs of homeless persons by establishing options for short-term homeless shelters and encampments.
 - 2.e ~~Review and, if necessary, modify local ordinances to facilitate~~allow for the development of assisted housing in appropriate locations.
 - 2.f ~~Encourage cooperation with local churches, other organizations, and individuals, to establish a short term homeless shelter or mission.~~
 - 2.g ~~Update codes to~~Ensure compliance with State and National Standards for group homes and family day care facilities.

Goal 3 - ~~To~~Identify and provide sufficient and appropriate land for housing.

- Policies:**
- 3.a ~~Monitor absorption and inventory of~~ developable land, to ~~provide~~ensure adequate land resources ~~for~~is available for projected housing needs.
 - 3.b Allow for a range of densities to ensure maximum choice in housing options.

- 3.c Consider incentives and flexibility in development standards to promote
~~Monitor and evaluate the effectiveness of permitting mixed uses that~~
include multi-family housing in lieu of commercial development in ~~mixed-~~
~~use areas.~~

Goal 4 - ~~To p~~Preserve, maintain and improve the value city's of existing
neighborhoods housing stock.

Policy: 4.a Enforce existing housing codes and maintain code enforcement efforts in
residential areas.

4.b Invest in existing infrastructure as a means to encourage private
reinvestments

4. Encourage redevelopment and infill of underdeveloped residential
properties.

Technical Appendix

2004 Urban Growth Area Housing Capacity Analysis

The housing capacity analysis is a calculation of the total number of new residential units that could, under current zoning, be constructed inside the Oak Harbor Urban Growth Area. This Technical Paper explains the methodology and criteria used to perform this calculation and the results of the analysis.

METHODOLOGY ASSUMPTIONS

1. Subject to several known factors that limit certain parcels from being developed to their full potential (see below), the capacity analysis assumes that all parcels within the Urban Growth Area will be developed to full potential by 2025 in accordance with the Comprehensive Plan Land Use Map.
2. The Comprehensive Plan Land Use Map is the most reliable resource for determining the build-out potential for all residentially zoned parcels. For instance, a one-acre parcel zoned high density with an existing single family residence has 'capacity' even though the parcel is currently occupied.
3. A housing capacity analysis measures the development potential of residentially zoned land. It does not evaluate the ripeness of this land for development, which may be influenced by such factors as consumer preference, property values, interest rates or personal choice.
4. Each residential zoning district in Oak Harbor offers a range of permitted units per acre. In calculating the potential number of units for each parcel, the capacity analysis employed averages based on recent development activity within each district. The following table summarizes these averages by zoning district.

Zoning District	Permitted Units Per Acre	Calculated Average
Low Density Residential (R1)	3 to 6 units	4.0 per acre
Medium Density Residential (R2)	3 to 12 units	6.0 per acre
Medium High Density Residential (R3)	6 to 16 units	9.6 per acre
High Density Residential (R4)	12 to 22 units	12.8 per acre
Residential Office (RO)	12 to 22 units	12.8 per acre

5. The Comprehensive Plan is strongly supportive of mixed use projects (commercial ground floor uses with residential use on upper floors) within the CBD and Community Commercial zoning districts. Local and nationwide trends highlight the growing popularity of downtown living and the prospect of this trend spilling over modestly into Oak Harbor is reflected in the capacity analysis.
6. A parcel by parcel analysis of vacant and underdeveloped land within the Oak Harbor Urban Growth Area was determined to be the most reliable approach to performing the housing capacity analysis. Instead of the gross acreage approach used in the 1994

inventory, the parcel approach is able to consider localized circumstances such as property boundaries and environmentally sensitive areas.

~~FINE TUNING THE ASSUMPTIONS~~

Beyond the broad assumptions outlined above, it was necessary to further refine the housing capacity calculation for individual parcels based on several specialized criteria. Factors used in refining the inventory are addressed below:

1. ~~**Starting Date**~~—The preliminary 2025 population projection of 30,419 people inside the Oak Harbor Urban Growth Area was calculated from April 1, 2004. Consequently, plats with housing under construction as of that date were not included within available capacity. On the other hand, plats where housing was not under construction by that date were included in available capacity.

2. ~~**Underdeveloped Land**~~—These are parcels on which the current use does not fully realize the potential housing capacity as defined by the Comprehensive Plan and zoning regulations. While all of these parcels could arguably be factored into the available capacity, the analysis ignored all parcels for which there was no clear economic benefit for redevelopment.

—For instance, on a quarter acre lot with high density zoning, it was considered unlikely that someone would demolish a single family residence to construct a new duplex or triplex. Conversely, that same single family residence on a one-half to one acre parcel could be a candidate for redevelopment or infill, especially if it is located in an area that is already transitioning to multi-family use.

—As another example, extra capacity was counted within two mobile home parks because the housing potential was far in excess of the existing number of mobile homes. Other mobile home parks where the number of mobile homes was already at or near the housing potential for that zoning district were not counted in the capacity survey.

—Of the total number of units identified in the housing capacity analysis, approximately 15% are on underdeveloped or potential infill land.

3. ~~**Church-owned Lands**~~—There is a significant inventory of land within Oak Harbor that is owned by religious organizations, most of which is zoned for residential use. For the inventory, it was assumed that these parcels would not be available for residential use within the 20-year planning horizon.

4. ~~**NAS Housing**~~—Based on input from NAS personnel, the housing capacity analysis assumed no net increase in the amount of military housing inside the Urban Growth Area. Likewise, the housing need does not anticipate any increase in military personnel.

5. ~~**Residential Office (RO) Zoning**~~—This zoning district allows both offices and high density residential uses. For determining potential residential capacity, the inventory

assumed that vacant parcels located on arterials (such as Midway Boulevard) would more likely be developed for office use than high density residential. For RO-zoned parcels not located on arterials or for areas characterized by existing multi-family developments (such as Kettle Street), the high density housing potential was included.

6. ~~**Environmentally Sensitive Areas**~~ For parcels with a mapped wetland, steep slope or flood-prone area, housing capacity was reduced in relation to the size of the sensitive area.

RESULTS OF THE HOUSING CAPACITY ANALYSIS

The following table is an aggregate by zoning district of all the individual parcels inside the Oak Harbor Urban Growth Area with measurable capacity for new housing. The second column represents the totals for all parcels within the current City Limits and the third column provides totals for parcels outside the City Limits but inside the current Urban Growth Area.

Land Use District	Housing potential inside City Limits	Housing potential inside UGA
Low Density Residential (R1)	752	745
Medium Density Residential (R2)	742	31
Medium High Density Residential (R3)	318	0
High Density Residential (R4)	590	0
Residential Office (RO)	84	0
Commercial Districts (CBD and C3)	120	0
Residential Estate (RE)	0	10
Other UGA Residential		
Subtotals Housing Potential	2,606	786
TOTAL HOUSING CAPACITY (as of April 1, 2004)	3,392 UNITS⁶	

With a total housing capacity of 3,392 new homes, the following table connects this capacity with the City’s anticipated need at the end of 2025.

Total Housing Capacity	Total Housing Need	Excess Capacity	Percent of Total
3,392	3,190	202	106%

⁶The above table also allows the City to assess whether the potential housing mix (single family vs. multi-family) is consistent with historical development patterns within Oak Harbor. According to the 2000 census, the current housing stock consists of 57% single family and 43% multi-family (which includes duplexes). Adding together the R1 housing potential and one-half the R2 housing potential (the R2 district allows both single family and multi-family), the potential housing mix will be 56% single family and 44% multi-family.

City of Oak Harbor Comprehensive Plan

HOUSING ELEMENT

Introduction

The Housing element provides a framework to address adequate and diverse housing for existing and future residents within the city. This element provides policy guidance on the types and densities of housing that are appropriate to accommodate the city's needs. It addresses issues of affordability, density, and the housing needs to accommodate households that are cost-burdened with housing costs.

Housing Development History

Oak Harbor's housing is relatively young. Less than two percent of the city's housing pre-dates 1939. The city's oldest homes are located in and around the Central Business District, and are mainly in the American Craftsman style (circa 1920).

As one would expect to see in a town that "grew up" with the military build-up of the mid to late 1900s, much of the city's housing (particularly in the city's older east-side neighborhoods) was developed in the "tract" style of the 1950s, 60s and 70s. These tract homes are characteristically small, simple in form, and inexpensively constructed. Because of these features, they are known to be relatively affordable. Even though Oak Harbor's population is primarily transitory, the local supply of tract housing has been well maintained, and it is expected that these homes will have a relatively long life-span.

In recent years local home builders have responded to demand for greater affordability by expanding the local supply of condominium style housing units, by developing single family homes on smaller lots, and by building more multi-family housing to accommodate the needs of more transient military households. Manufactured housing continues to fill a niche in the local housing market, supplying less than ten percent of the city's housing stock.

DEMOGRAPHIC and HOUSING DATA

Population

According to the 2010 U.S. Census, Oak Harbor's population was 22,075. After growing at a rate of 40% during the decade of the 1980s, the city's population increased at a lower rate of 15% in the '90s and 12% between 2000 and 2010. Projected population figures suggest that the rate of growth will decrease to 9% and drop to 5% between 2020 and 2030. *Figure X* illustrates the city's growth from 1980 to 2000, with projected growth to 2036.

Population Growth, 1980 – 2036

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

SOURCE: U.S. Census Bureau and projections by Island County and City of Oak Harbor

The state's Office of Financial Management (OFM) projects population growth on an annual basis. Their data indicates that the city's population has been slightly decreasing since 2010. This is mainly due to decreases on base as they transition to acquire new squadrons in the later part of the decade. The new squadron will cause a minor spike in Oak Harbor's population and will likely even the rate of increase over the decade. Failing any more large increases in squadrons in the next decade, the population is expected to have slight increases and average approximately 1% a year.

Housing Units

The 2000 census indicated that there were a total of 7,772 housing units in Oak Harbor. In 2010 the number of housing units increased by 1,781 units to 9,553. The population during that time frame increased by 2,280. In that same time period, vacancy rates increased from 5.6% (439 units) to 9.2% (876 units). Owner-occupied housing units rose by 2.6% from 3,172 to 3,979.

The rate of owner-occupied housing in Oak Harbor is significantly lower than in Island County, and in the State of Washington. The low occupancy rate likely results from the high incidence of military personnel located at NAS Whidbey Island. The mobile nature of military employment acts to discourage home ownership investment among enlisted personnel. A comparison of home ownership rates is shown below.

Housing Tenure

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

SOURCE: U.S. Census Bureau.

Household Size

As the city's population has increased over time, its average household size has decreased. From nearly 3 persons per household in 1980, the average household size has continued to decline to today's 2.53 persons per household. The decrease in household size seems to follow the national trend that has seen a decline from 2.76 in 1980 to 2.59 in 2010.

Failing extenuating circumstances, the household size is not expected to continue decreasing at the current rate and will likely stabilize at the current level. This is an important assumption since population projections for 2036 are based on the household size remaining at the current level.

Population and Housing Growth

Year	Population	# of Households	Avg. Household Size
1980	12,271	4,107	2.99
1990	17,176	5,971	2.88
2000	19,795	7,333	2.70
2010	22,075	8,677	2.53

SOURCE: U.S. Census Bureau.

Housing Density

The city has approximately 1941 acres of land devoted to low density residential and 275 acres for High Density Residential/Low intensity Commercial land uses. In a single-family zone, the lowest density zone, housing densities are permitted at between three and twelve dwelling units per acre. In the high density multi-family zone, densities are permitted up to 22 units per gross acre of land.

Historically over the past fifteen years, the overall housing density in the city has averaged approximately 7.47 dwelling units per acre which is up from the 5.7 units per acre observed during the last update in 2005. This may be due to a trend toward smaller households and the popularity of smaller homes. Housing densities from developments done in the last fifteen years are provided below. It should be noted that in 2016 the land uses were generalized. Therefore the Low Intensity Residential has densities ranging from 3-16 units per acre and the High Intensity Residential/Low Intensity Commercial can have densities ranging from 12 – 22+ units per acre.

Development Densities Since 2000

Developments	Land Use	Units	Total Acreage	Density
Cherry Hills	Low Intensity Residential	151	29.5	5.12
Spring Hollow	Low Intensity Residential	32	4.03	7.94
Whidbey Links	Low Intensity Residential	28	7.93	3.53
Woodbury Park	Low Intensity Residential	37	6.06	6.11
Island Place	Low Intensity Residential	105	19.45	5.40
Crosby Commons	Low Intensity Residential	74	19.4	3.81
Whidbey Greens	Low Intensity Residential	90	16.04	5.61
Harbor Place	Low Intensity Residential	56	6.3	8.89
Rose Hill	Low Intensity Residential	38	4.01	9.48
Fairway Point	Low Intensity Residential	140	36	3.89
Highland Park	Low Intensity Residential	25	4.75	5.26
Summer Wind	High Res/Low Com	48	2.42	19.83
Scenic View	High Res/Low Com	24	1.24	19.35
Foxwood Condos	High Res/Low Com	48	4.1	11.71
Kettle Coves	High Res/Low Com	14	0.8	17.50
East Park	Low Intensity Residential	38	9.13	4.16
Redwing	Low Intensity Residential	111	28.86	3.85
Barrington Heights	Low Intensity Residential	23	7.6	3.03
Frostad Pond	Low Intensity Residential	45	8.74	5.15
West Meadows	Low Intensity Residential	61	15.4	3.96
Fireside	Low Intensity Residential	226	69.1	3.27
			Total Average	7.47

Land Use Category	Units	Acres	Avg Density
Low Intensity Residential	1280	292.3	4.38
High Res/Low Com	134	8.56	15.65

HOUSING TRENDS and CONDITIONS

As the table below indicates, Oak Harbor experienced significant growth between 1981 and 1990. This growth prompted the 1993 study, *Housing Needs Assessment; Island County, Coupeville, Langley, Oak Harbor*.¹ This study documented housing shortages and affordability concerns primarily affecting low-income households throughout Island County. After the release of this study the county's rate of growth slowed significantly, for a variety of reasons.

Year	Population Increase	Building Permits	Census Household size	# of Households	Population
1973-1980	1971	1223	2.99	4107	12,317
1981-1990	4859	1800	2.88	5971	17,176
1991 - 2000	2619	1154	2.70	7333	19,795
2001-2010	2280	1433	2.53	8677	22,075

In the area surrounding Oak Harbor, growth has historically been linked to the fortunes of NAS Whidbey Island. While the military base faced great uncertainty during much of the mid-1990s, existing conditions appear to be more stable. In 2012, NAS Whidbey announced expansion of new squadrons by the end of the decade. Since the old squadrons will be transitioning out, a small increase in population is expected during this time. It is assumed that, moderate/normal growth patterns are expected to continue.

While it is certain that housing affordability remains a significant issue for low and moderate income persons, the decline in the area's rate of growth suggests that housing pressures may have eased somewhat.

Housing Availability

Between 1980 and 1990, the number of housing units in Oak Harbor increased from 4,407 to 6,173, a jump of 40%. By 2000 that number increased to 7,772 units, representing a more modest increase of 21% during the '90s. By 2010, the Census indicates that the number of housing unit grew to 9553 which is an increase of approximately 22%. If the rate of growth in the last two decades is a sign of stability, it can be expected that the growth between 2010 and 2020 will also be approximately 22% which is approximately 2054 units (approximately 205 units per year). However, the American Factfinder estimates that in 2014 the total housing units at 9944 which indicates a slower rate of growth (less than 100 unit per year). With the squadron increase at NAS Whidbey anticipated in 2017, the rate of growth in latter part of the decade can be expected to increase.

In 2000, according to the U.S. Census, the city's vacancy rate for housing was 5.6%. The 2010 Census indicates that the vacancy rate has increased to 9.6. This may be due to a slight decrease in population that Oak Harbor has been experiencing since 2012. The decrease is primarily due to the navy preparing for the transition in squadrons.

¹ Judith Stoloff Associates.

Housing Affordability

In January 2015, the State released a report on Housing Needs Assessment for Washington. It was commissioned by a diverse, governor-appointed membership of the Washington State Affordable Housing Advisory Board to create an unbiased accounting of housing affordability in Washington State. The assessment considered housing to be affordable when a household pays no more than 30% of its income for all housing costs. When a household pays more than 30% of its income for housing costs it was considered “cost-burdened” and when it pays more than 50% it was considered “severely cost-burdened”. American Factfinder for 2014 (Table below) indicates that 46.8% of home owners and 48.7% of renters in Oak Harbor are considered cost burdened.

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

SUMMARY

The local housing market is driven primarily by conditions at NAS Whidbey Island. While the area is undertaking efforts to diversify its economy, it is expected that changes in base population will continue to dominate local housing issues.

The census data for the last two decades and population projections suggest that area growth will continue at moderate levels in the foreseeable future. As growth continues, the city will need to remain diligent in implementing strategies that will continue to provide housing that is affordable to all economic segments within the community.

City of Oak Harbor Goals and Policies

Goal 1 - Ensure that adequate opportunities exist for low and moderate-income families to obtain affordable housing.

Policies:

- 1.a. Provide land use policies and development regulations that allow for a variety of housing types and residential life-styles, to accommodate households in varying income ranges.
- 1.b. Encourage alternative housing types from the standard single-family residences by using contemporary building and planning concepts, including apartments, condominiums, small lot, zero lot line, attached patio, townhouse, and manufactured housing.
- 1.c. Promote the inclusion of affordable housing units in new developments through incentives, density bonuses, and flexible development regulations.
- 1.d. Promote the inclusion of subsidized units throughout the community to diversify neighborhoods.

- 1.e. Promote the location of affordable housing in proximity to transit routes to ensure the most efficient and cost-effective use of public transportation.
- 1.f. Support efforts to develop self-help housing programs.
- 1.g. Allow provisions in development regulations for inclusionary affordable housing and density bonus performance standards.
- 1.h. Allow for the development and preservation of manufactured home communities, using design guidelines that ensure that such communities are compatible with existing neighborhoods.
- 1.i. Support and monitor mediation services for tenant/landlord dispute issues.
- 1.j. Encourage the development and implementation of affordable housing as part of the City's annexation program.
- 1.k. Monitor affordable housing availability for low and moderate-income populations.
- 1.l. Encourage the development of accessory units to address housing needs and increase capacity.

Goal 2 - Promote housing opportunities for special needs population.

Policies:

- 2.a. Accommodate land uses and housing that provides for the needs of the elderly, disabled, and infirm.
- 2.b. Support the Island County Housing Authority and Opportunity Council to address siting and development of housing for special needs populations.
- 2.c. Work cooperatively with social service providers, local churches, other organizations and individuals, to address the needs of homeless persons by establishing options for short-term homeless shelters and encampments.
- 2.d. Allow for the development of assisted housing in appropriate locations.
- 2.e. Ensure compliance with State and National Standards for group homes and family day care facilities.

Goal 3 - Identify and provide sufficient and appropriate land for housing.

Policies:

- 3.a. Monitor inventory of developable land, to ensure adequate land is available for projected housing needs.
- 3.b. Allow for a range of densities to ensure maximum choice in housing options.
- 3.c. Consider incentives and flexibility in development standards to promote mixed uses that include housing in commercial development.

Goal 4 - Preserve, maintain and improve the value of existing neighborhoods.

Policy:

- 4.a. Enforce existing housing codes and maintain code enforcement efforts in residential areas.
- 4.b. Invest in existing infrastructure as a means to encourage private reinvestments.
- 4.c. Encourage redevelopment and infill of underdeveloped residential properties.

Windjammer Park Integration Plan

Public Meeting

There are no hand-outs for this item.