

**PLANNING COMMISSION
REGULAR MEETING
CITY HALL – COUNCIL CHAMBERS
SEPTEMBER 28, 2010**

ROLL CALL: **Present:** Keith Fakkema, Kristi Jensen, Julie Dale, Gerry Oliver and Jeff Wallin.
 Absent: Bruce Neil and Greg Wasinger.
 Staff Present: Development Services Director, Steve Powers; Senior Planners, Cac Kamak and Ethan Spoo; Associate Planner, Melissa Sartorius and City Engineer, Eric Johnston.

Commissioner Fakkema called the meeting to order at 7:30 p.m.

PUBLIC COMMENT

None.

MINUTES: MS. DALE MOVED, MS. JENSEN SECONDED, MOTION CARRIED TO APPROVE THE AUGUST 24, 2010 MINUTES AS PRESENTED.

Commissioner Fakkema announced that agenda item number 4 – Adult Entertainment Interim Ordinance and agenda item number 6 – 2010 Comprehensive Plan Amendments were moved to the top of the agenda.

ADULT ENTERTAINMENT INTERIM ORDINANCE – Public Hearing

Mr. Powers requested the Planning Commission continue this agenda item to the Planning Commission's October 26, 2010 meeting so that staff has additional time to gather the research. Since the public hearing has been opened on this item it is necessary for a motion to continue the public hearing.

ACTION: MS. JENSEN MOVED, MR. OLIVER SECONDED, MOTION CARRIED TO CONTINUE THE ADULT ENTERTAINMENT INTERIM ORDINANCE PUBLIC HEARING TO THE PLANNING COMMISSION'S OCTOBER 26, 2010 MEETING.

2010 COMPREHENSIVE PLAN AMENDMENTS – Public Hearing

Mr. Powers reported that staff needs additional time to compile information to present to the Planning Commission. Since the public hearing has not been opened, a motion is not necessary. This public hearing will be re-advertised for the October 26, 2010 agenda and the Planning Commission will be asked to open the public hearing at that time.

SHORELINE SUBSTANTIAL DEVELOPMENT CONDITIONAL USE PERMIT – SE PIONEER WAY – Public Hearing

Mr. Powers announced that this item is a quasi-judicial proceeding. As such, the appearance of fairness doctrine and the need to disclose any ex-parte communication relative to the permit is necessary. To assist the Planning Commission in making a determination as to whether there is any potential for appearance of fairness issues Mr. Powers asked Mr. Spoo to display slides showing the shoreline jurisdiction, the portion of the Pioneer Way project area that falls within the shoreline jurisdiction and the 300 foot area around the portion of the project that falls within the shoreline jurisdiction while asking the following questions of each Planning Commission member.

| | Mr. Fakkema | Mr. Wallin | Ms. Dale | Ms. Jensen | Mr. Oliver |
|--|-------------|------------|----------|------------|------------|
| 1. Do you have any interest in the property or application? | No | No | No | No | No |
| 2. Do you own property within 300 feet of the subject property? | No | No | Yes | Yes | No |
| 3. Do you stand to gain or lose any financial benefit as a result of the outcome of the hearing? | No | No | No | No | No |
| 4. Do you have any personal, family or other connection to any party such that your ability to be impartial might be called into question? | No | No | No | No | No |
| 5. Can you hear and consider the application in a fair and objective manner? | Yes | Yes | Yes | Yes | Yes |
| 6. Have you had ex-parte communication regarding the Shoreline Substantial Development Conditional Use Permit | No | No | No | No | No |

Mr. Powers handed out a letter that was received today from Mr. Aramburu, Attorney at Law, addressed to the Planning Commission and the City Council entitled "Pioneer Way Improvements and SEPA Determination and Shoreline Conditional Use Permit" (Attachment 1). Mr. Powers summarized the letter's content for the Planning Commission. Mr. Powers stated that it is staff's opinion that the first three sections are not directly related or relevant to the permit decision before the Planning Commission, keeping in mind that the permit is whether or not a portion of the proposed street project is consistent with the City's adopted Shoreline Master Program. The decision making process for past policy or legislative decisions regarding redevelopment of the downtown or street design issues are not relevant to the permit. Section four of the letter asserts that the conversion of Pioneer Way from a two-way to a one-way street involves significant adverse environmental impacts requiring preparation of an environmental impact statement. Staff's comment in that area is that the City has gone through the required SEPA analysis process. An Environmental Checklist was prepared and has been reviewed and routed for comments. The City issued a mitigated determination of non-significance in which there was a public comment period, no public comments were received. At the closing of the comment period there was an appeal period and no appeal was received. It is staff's opinion

that the appropriate level of environmental review has been done for the project that is subject to the permit. Section number five does get to the issue of whether or not something is consistent with the Shoreline Master Program. Mr. Powers urged the Planning Commission to look at the comments and to come to their own conclusion as to whether the points raised are points which should be taken into consideration when making a recommendation to the City Council.

Ms. Jensen commented that she has received much information from the City that has discrepancies from the materials received [in the Planning Commission staff report] which makes her have a bias against some of the issues but it doesn't have to do with the area that falls within the shoreline jurisdiction but it does have to do with her having called for records from the City and they are different than some of the information related to this item. She asked, since she has strong opinions about some of the project, does she have to recuse herself? Mr. Powers said that the answer to her question lies in whether she can hear and consider the application in a fair and objective manner. Ms. Jensen said that she knows that the application only deals with the portion of the street within the shoreline jurisdiction yet throughout the permit a lot of information is about the design of the street and on the SEPA application, much of it is about the total redesign of the street and not just the portion within the shoreline jurisdiction. Mr. Powers explained that the SEPA checklist and analysis and determination cover the entire street project and a description of the intended improvements within the project area is necessary. The information presented in the staff report for the Shoreline Master Program permit (Substantial Development Permit) necessarily addresses and describes what the intended project is. When we say that the design is not the subject of the permit what we are referring to is that when we look at those conditions or those criteria that are in the Shoreline Master Program, what we are reviewing is a transportation facility against those regulations and policies. Whether there is two-way traffic or one-way traffic is not a reviewing criterion in the Shoreline Master Program.

Ms. Jensen stated that the SEPA application pulls in the entire project and the application is also based on the information given in the SEPA which doesn't correspond to information that was received in her requests for City documents. Mr. Powers asked if Ms. Jensen could be more specific about what the discrepancies or differences were. He also stated that staff does not believe that there is any inherent conflict between the fact that the SEPA analysis and determination covers a broader area than the Shoreline Permit and that is not uncommon because it is typical to have a project which is not totally located within the shoreline area itself. Mr. Powers used a storm drain as an example of such a project. Saying that we may have a storm drain project that the length of the pipe is much longer than the portion that is inside of the shoreline environment so the SEPA analysis covers the entire length of the project and the portion that is subject to the shoreline permit would only be that piece that is within 200 feet of the shoreline. Mr. Powers stated that the underlying question is whether you are able to sit in a fair and objective manner, given what you think about information that has been provided to you and how that might affect your decision making process.

Ms. Jensen stated that she didn't think that she could listen fairly because there is too much information in the application that doesn't just apply to the portion of the project that falls within the shoreline jurisdiction.

Mr. Powers stated that if it was her decision, it would be appropriate to recuse herself and leave the room and the Chair would call her back once the Commission had completed their work on this item.

Ms. Jensen asked what the protocol was for her to address the discrepancies. Mr. Powers indicated that someone would have to speak on her behalf. Ms. Jensen asked if she could

request that the application be moved to the next meeting. Mr. Powers stated that it would be highly unusual for someone that has put on the record that they have a conflict to ask for the body who is intended to conduct the public hearing, and make a recommendation on that item to continue the item so that you would have the opportunity to have someone else present your case. You are [essentially] making a request that you have the opportunity to influence the body that you are leaving.

Ms. Jensen recused herself and left the chambers.

Mr. Spoo presented the Shoreline Substantial Development Conditional Use permit staff report. Mr. Spoo explained that the purpose of the presentation is to give the Planning Commission a summary of staff's review of the Shoreline Substantial Development Conditional Use permit against the relevant criteria in the City's Shoreline Master Program (SMP). Cities have the authority under State law to administer their own shoreline master programs and the City's SMP designates the Planning Commission as the hearing body for shoreline substantial development applications.

Mr. Spoo displayed a map of the City's shoreline environments as adopted into the Shoreline Master Program. Mr. Spoo pointed out that Pioneer Way is located in the urban shoreline environment. Transportation facilities are conditional uses in this shoreline environment.

Mr. Spoo reported that staff reviewed the project against the following sections of the SMP, which move from more general to more specific.

- 4.02 applies to all projects in the Urban Environment. General regulations apply to all projects, period.
- 5.19 applies only to transportation facilities,
- 5.20 applies to utility facilities and
- 7.03 applies to conditional uses.

Mr. Spoo noted that there are six conditional use permit criteria listed below:

1. *That the proposed use is consistent with the policies of RCW 90.58.020 and the policies of this Master Program.*
 - RCW 90.58.020 – control of pollution and prevention of damage to shoreline environment. Criteria Met
2. *That the proposed use will not interfere with the normal public use of public shorelines or water.*
 - Improvements will be within existing road section. Will not affect public use of public shorelines. Criteria Met
3. *That the proposed use of the site and design of the project is compatible with other permitted uses within the area.*
4. *That the proposed use will cause no unreasonably adverse effects to the shoreline environment in which it is to be located.*
 - No impacts to shoreline. In fact, less impacts, better stormwater. Criteria Met
5. *That the public interest suffers no substantial, detrimental effect.*
 - "Public interest" defined in WAC. Public property, health, safety, welfare. Critical public purposes will remain intact. Criteria Met.
6. *With respect to uses which are not classified or set forth in this Master Program the applicant must demonstrate, in addition to the criteria set forth in 1 through 5 above, that extraordinary circumstances preclude reasonable use of the property in a manner consistent with the use regulations of the Master Program.*

- Not applicable.

Mr. Spoo concluded his presentation by recommending that the Planning Commission conduct the public hearing, approve the Shoreline Substantial Development Conditional Use Permit and adopt the "Findings of Fact".

Commission Discussion

Mr. Oliver asked if there were any adverse side affect due to the current storm drain system.

Mr. Spoo stated that there is a certain amount of pollution that is entering the public storm system and the storm system is ageing. The new storm system will improve that and better filter the pollutants. We can't demonstrate that there are adverse impacts but it is reasonable to assume that pollutants are entering the public storm system.

Mr. Johnston (City Engineer) explained that the assumption is that urban runoff is a large contributor of pollutants from street surfaces into waterways. Currently there are no water quality facilities in or around the Pioneer Way area to capture and treat stormwater runoff and to remove the pollutants from that runoff in the Pioneer Way project area. The project includes, as required by City Codes, installation of water quality treatment facilities that will capture those pollutants, remove them from runoff before the water is discharged into Oak Harbor Bay. Without water treatment facilities in place today the presumption is that there are pollutants being discharged in Oak Harbor Bay. At the completion of the project the required treatment levels will be provided.

Mr. Oliver asked how the project as a whole would be affected if the Planning Commission delayed making a recommendation to the City Council. Mr. Powers stated that it would depend on the nature of what led the Planning Commission to not make a recommendation and whether it would be the result of more than one evening's worth of discussion. If that were to go on for a couple of months it would push the overall project schedule by that same amount of time.

Mr. Fakkema opened the public hearing at 8:13 p.m.

Public Comment

Kathy Jones (Jones Accounting and Associations on Dock Street) commented as follows: I would hope that the Planning Commission would table recommending approval on this to the next meeting. Continue the item on the agenda. You've already moved two other items for the convenience of the staff. Please afford Ms. Jensen the same consideration. Allow her time to point out her concerns about the staff's data and what she sees as conflicting data which needs further explanation. I'm really here on behalf of the downtown merchants who oppose the one-way street. Tonight you received a packet from the attorney they hired, Richard Aramburu representing an opponent of the one-way proposal. That letter contains several technical studies and reports regarding the establishment and elimination of a one-way street in city business areas. Included within that material is a letter from a well-known Everett traffic engineering company, Gibson and Associates. Please read this material through though it is somewhat lengthy. The overwhelming conclusion shown by this information is many communities that have one-way streets are abandoning them and returning to two-way streets. The reason for this is simple, one-way streets are harmful to businesses that are located next to those streets. In particular there is a loss of visual access to businesses from cars on the street. In addition, one-way streets are also harmful to the pedestrian environment and create more hazardous conditions for them. One-way streets also create longer trips and confuse drivers seeking destinations along the one-way street. There are numerous examples of local situations where one-way streets have been converted to two-way but we cannot find one-way street commercial districts are being established. The most current example of abandoning

one-way streets in favor of a two-way is the South Lake Union neighborhood of Seattle where interests of Paul Allen are creating a new and vibrant retail residential area. There the old one-way of 9th and West Lake where each changed to encourage retail development. The Gibson Traffic Engineers have reviewed the proposal for Pioneer Way and have concluded that it will harm the business community and pedestrian environment along the street, doing exactly the opposite of what is intended. We ask therefore that the Planning Commission and Council drop their plans for a one-way Pioneer Way and deny any permits which allow this project to progress.

Frank Scelzi (PO Box 2249, Oak Harbor) handed a copy of a letter from Adam Hand to the Planning Commission which he stated was one of many (Attachment 2). Mr. Scelzi read from prepared comments as follows:

What if some people who were unqualified made an uninformed decision that was going to take your house, your business, everything you and all of your friends have worked for their entire lives? What would you do? Do we say to our government it's okay not to disclose the facts? It's okay to make decisions that are detrimental to our community and against the tax payers wishes? It is okay to mislead us and stand to gain from their decisions? The City paid Roger Brooks 400k of your money to get letters from him and other revitalization specialists saying that. Jim Slowik and certain Council members are mishandling this project and it will not succeed in revitalizing our City. I thought I lived in a country where we had no ruling parties, where our government made informed decisions that did not burden the community with their inclinations and benefit from their decisions. Not only do Bob Severns and Rick Almberg have an undisclosed even denied interest in this one-way project, but now we have learned Jim Slowik could also have an interest on Bayshore Avenue where they intend to divert traffic. These people should be held accountable for their actions as they were in the Bellflower, California incident back in July. This almost 9 million dollar and climbing unnecessary at this time, project will be detrimental to our entire City according to written statements by experts. Many knowledgeable professional people of our community including Judge Churchill said the City needs those businesses, those taxes. We already lost eight merchants since their decision and many more are leaving. Due to the one-way, military people will avoid the downtown sending over 4,000 cars east and west bound down our residential streets each day. Downtown businesses that support our City's fragile economy have no way to receive their goods with a one-way conversion. Just a couple of many huge problems brought forward by Councilman Dudley that were disregarded by our Mayor and certain Council members. There have already been decisions made by our City supporting municipal corruption and a daytime one-way decision that has already been substantiated many times over to be detrimental to our community. Please do not let this continue. Get only some facts with documentation provided by the public, merchants and building owners posted at 800 Pioneer Way for your review.

After reading the above comments Mr. Scelzi continued his comments as follows:

Here we go again, urban runoff, we don't really know because we have done no studies and we have no facts and that is where we are today. Unqualified people making uninformed decisions, here we go again. Also, I would like to bring up number 5, the compliance conditional use criteria. I thought it said welfare. Well, welfare means that if something is going to be detrimental to our community that it will affect all the merchants and everyone in the City.

Mr. Oliver asked for ten minutes to review the materials from Mr. Aramburu.

After the time was taken to review the materials Mr. Fakkema noted that the materials were mostly about on-way versus two-way issue and asked, regardless of that, the Planning Commission is required to go through the shoreline permit process? Mr. Powers stated that assuming that there is a street reconstruction utility project within the shoreline area; yes you

would go through the shoreline substantial conditional use permit process. Mr. Powers noted that Mr. Fakkema raised an important point which was that the majority of the material provided to the Planning Commission in the letter from Mr. Aramburu relates to the Council's decision as to the traffic flow on Pioneer Way. That is not a part of the review process for the shoreline permit. As noted in both in the staff report and through Mr. Spoo's presentation, traffic flow is not one of the criteria of what is being reviewed. What is being reviewed is whether or not an existing transportation facility being reconstructed in its existing location is consistent with those regulations and policies which apply to transportation facilities inside of a shoreline environment. In that sense, it is a very narrowly scoped project because as can be seen on the slides, only a very small portion of the overall project falls into the shoreline designation area.

The public hearing was closed at 8:33 p.m.

ACTION: MR. OLIVER MOVED, MS. DALE SECONDED, MOTION CARRIED TO FORWARD A RECOMMENDATION TO THE CITY COUNCIL TO APPROVE THE SHORELINE SUBSTANTIAL DEVELOPMENT CONDITIONAL USE PERMIT.

ACTION: MR. OLIVER MOVED, MS. DALE SECONDED, MOTION CARRIED TO ADOPT THE FINDINGS OF FACT CONCLUSIONS OF LAW AND RECOMMENDATION OF THE PLANNING COMMISSION.

PERMIT EXTENSION FOR ADULT DAY CARE CONDITIONAL USE PERMIT – Public Hearing

Mr. Powers presented the staff report outlining a request from Senior Services Director, Mr. Mike McIntyre, to grant a permit extension for the existing Daybreak Adult Care Facility. The extension would allow for the continued use of an existing modular structure within the Public Facilities (PF) zone. Oak Harbor Municipal Code (OHMC) 19.20.792 authorizes a manufactured home to be placed within the Public Facilities district to serve non-residential uses listed in the permitted and conditional uses of the Public Facilities zoning district. The modular may be placed in this zoning district for a period not to exceed five years. The building permit for this modular (BLD-01-353) was approved in August 2001. Two-year extensions may be approved by the Planning Commission. Two years ago the intension was to pursue plans for an expansion of the Senior Center which would have allowed us to divest ourselves from the modular building, but plans for development of a senior center replacement facility have been suspended due to the deterioration of economic conditions.

Mr. Powers concluded his presentation and noted that Planning Commission has final authority for conditional use permits and recommended that Planning Commission conduct a public hearing and Adopt Findings, Conclusions and Record of Decision and approve the two-year extension for the use of an existing modular structure in the Public Facilities zoning district.

Public Comment

Mike McIntyre (Senior Services Director) commented that the modular building is still of great value to the Senior Center. The building currently being used as a caregiver's support center, training and the foot care clinic is held there.

Commission Discussion

Mr. Oliver asked if the City would continue to keep extending the permit until a new Senior Center was built. Mr. Powers asked if the Planning Commission would be interested in entertaining a code amendment that would remove the requirement for the permit as we know it today. Mr. Fakkema asked if the amendment would apply to only the Senior Services facility or would it apply across the board. Mr. Powers indicated that the Senior Services facility was the

only facility in the Public Facilities zoning district that has used a modular home to provide non-residential use. Mr. Powers said that there was a concern when the current code was put into place that there would be a proliferation of modular homes being used for non-residential uses in Public Facilities zoning districts. It has been nine years and the Senior Services is still the only facility using a modular home to provide non-residential use.

ACTION: MS. DALE MOVED, MR. WALLIN SECONDED, MOTION CARRIED ADOPT THE FINDINGS, CONCLUSIONS AND RECORD OF DECISION AND APPROVE THE TWO-YEAR EXTENSION FOR THE USE OF AND EXISTING MODULAR STRUCTURE IN THE PUBLIC FACILITIES ZONING DISTRICT.

Commission Discussion

Discussion continued regarding a possible code amendment to eliminate a condition use permit for modular structures in the Public Facilities zoning district. The consensus was to leave the code as it is because the use of modular homes are a cheaper alternative and there could be a proliferation due to the current economic times.

MUNICIPAL CODE AMENDMENTS – DEVELOPMENT APPLICATION VESTING AND ADMINISTRATIVE APPEALS OF FINAL EIS – Public Hearing

Mr. Powers reported that the two Municipal Code amendments on the Planning Commission agenda will be presented together and the Planning Commission will be asked to make a recommendation on two separate ordinances to the City Council. The first ordinance deals with the concept of when an application vests and the second ordinance deals with the City's SEPA appeal procedures.

Mr. Powers reported that the City's insurance provider, the Washington Cities Insurance Authority (WCIA) conducts annual audits of their member cities. The 2009 audit reviewed the City's land use procedures. Only four minor areas required additional attention by the City. Two of these items are administrative in nature and are nearly complete. Two require minor code amendments: one addressing the vesting rights of development applications and the other addressing administrative appeals of Final Environmental Impact Statements (part of the SEPA process). The City is required to incorporate these recommendations into our procedures by October 31, 2010.

The ordinance pertaining to vesting amends OHMC Chapter 18.20 by adding a new subsection: 18.20.355, Vesting. This new subsection describes when an application vests in a particular set of development regulations, which applications are not subject to vesting, how partial vesting might apply and defines what is meant by the term 'development regulations.'

The ordinance providing for administrative appeals of Final Environmental Impact Statements proposes amending existing language found in OHMC Chapters 18.20 and 20.04. In this ordinance the existing appeals section of the SEPA code (OHMC 20.04.215) is deleted and replaced by language which clearly states which administrative appeals are permitted and outlines the appeal process. Amendments are also proposed to OHMC Chapter 18.20 to simplify the language (and increase the readability) of the consolidated appeals process. The amendment addresses how permit and environmental decisions are combined in a single public hearing and states which body (hearing examiner or city council) conducts the hearing. Another amendment, deleting reference to SEPA determinations as a review process II, is necessary to help implement the changes noted above. Finally, one housekeeping amendment is proposed (related to when appellants must file their appeal memorandums).

Mr. Powers gave a copy of comments that were e-mailed to the Planning Commission from Mr. Steve Erickson representing the Whidbey Environmental Action Network (Attachment 3). Mr.

Powers stated that Mr. Erickson seems to be making the point that the process is not adequate as it is outlined by staff. What Mr. Erickson is describing is only one issue which is related to and environmental decision on a potential urban growth area expansion. From the staff perspective there is no reason to not move forward with this amendment this evening because the amendment applies to a much broader range of environmental decisions and possible appeals. Secondly, if the situation described in Mr. Erickson's e-mail did come to pass, we can address that with the appropriate procedural steps at that time in the future.

The Planning Commission took a moment to review Mr. Erickson's e-mail.

Mr. Powers concluded his presentation by recommending that the Planning Commission conduct a public hearing, adopt ordinance amending OHMC Chapter 18.20 and providing vesting regulations and adopt ordinance amending OHMC Chapters 18.20 and 20.04, clarifying the SEPA appeal process.

Mr. Fakkema opened the public hearing at 9:05 p.m. No comments were forthcoming and the public hearing was closed.

Commission Discussion

Ms. Jensen asked why in 18.20.520 (2) the hearing is before the hearing examiner and in 18.20.520 (3) the hearing is before the City Council. Mr. Powers explained that is has to do with where those project permit decisions go upon appeal. Type 1 and Type 2 decisions upon appeal would go to the hearing examiner. Type 4 decisions will go before the City Council on appeal.

ACTION: MR. WALLIN MOVED, MS. DALE SECONDED, MOTION CARRIED ON A 3:1 VOTE (MS. JENSEN VOTED NO) TO FORWARD A RECOMMENDATION TO THE CITY COUNCIL TO ADOPT THE ORDINANCE AMENDING OHMC CHAPTER 18.20 AND PROVIDING VESTING REGULATIONS.

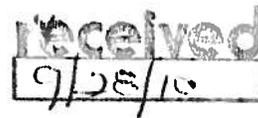
ACTION: MR. WALLIN MOVED, MR. OLIVER SECONDED, MOTION CARRIED ON A 3:1 VOTE (MS. JENSEN VOTED NO) TO FORWARD A RECOMMENDATION TO THE CITY COUNCIL TO ADOPT THE ORDINANCE AMENDING OHMC CHAPTERS 18.20 AND 20.04, CLARIFYING THE SEPA APPEAL PROCESS.

BEING NO FURTHER BUSINESS BEFORE THE PLANNING COMMISSION, THE MEETING WAS ADJOURNED AT 9:08 P.M.

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September 23, 2010

City of Oak Harbor Planning Commission
City of Oak Harbor City Council
865 SE Barrington Drive
Oak Harbor WA 98277

Re: Pioneer Way Improvements
SEPA Determination and Shoreline Conditional Use Permit

Dear Planning Commission and City Council:

This office represents Harborside Village LLC, who is the owner of real property at 800, 830 and 860 SE Pioneer Way and 749 and 791 SE Fidalgo Avenue. These properties are located on Pioneer Way in downtown Oak Harbor. Harborside Village has asked me to write to you regarding plans and permits for the realignment of the travel lane on Pioneer Way from the current two-way configuration to a one-way traffic flow (from west to east) for several blocks from City Beach Street to Midway Boulevard.

The one way proposal is inconsistent with established transportation planning and design principles and with established legal standards, including the Shoreline Management Act, the City of Oak Harbor Shoreline Master Program and the State Environmental Policy Act. In addition, the current proposed project is at odds with previous grants approved by the Island County Commissioners.

My clients are concerned that the modification of Pioneer Way to a one-way configuration will have serious impacts on the business community in the downtown area by traffic diversion, lost business, decreases in property values and adverse pedestrian impacts. For these reasons, as set forth in detail below, Pioneer Way should not be converted to a one-way street and should retain its two-way configuration. Because of the adverse environmental impacts regarding street modifications from two-way to one-way, the City should prepare an environmental impact statement before proceeding with any further consideration of this proposal.¹

¹My clients do not oppose, and indeed support reconstruction work along Pioneer Way to beautify the street right-of-way and make the area more pedestrian friendly.

The basis for our objections are specified below.

1. BACKGROUND AND HISTORY OF PIONEER WAY REDEVELOPMENT

The businesses and commercial activities adjacent to Pioneer Way are essentially the downtown core for the City of Oak Harbor. However, over the city's years civic leaders have seen the need for rehabilitation of the area. The street itself is in need of repair, but more importantly, the Pioneer Way neighborhood itself needs revitalization to support the adjacent business community.

In 1998, the City hired professional traffic engineers (KJS Associates) to prepare the Downtown Oak Harbor Circulation Study which was completed in 2001. See Attachment A hereto. The Circulation Study considered possible one-way configurations for Pioneer Way but the clear preference among the alternatives considered was for a two-way street, not the one-way configuration. See Attachment A, p. 3. As a result of that study, the two-way configuration was adopted.

In 2005, the Windjammer study was completed as a further effort to improve and revitalize downtown. That study accepted and assumed that Pioneer Way was, and would continue to be a two-way street.

In 2007, the City applied to the Island County Commissioners for approval of funds to improve Pioneer Way for the purpose of revitalization of the business community. That grant, in the amount of \$1,000,000, was based on Pioneer Way remaining a two-way street. See Attachment B.

In late 2009, some efforts were made by the City Council to move toward the realignment of Pioneer Way to a one-way configuration. However, there was no active consideration of environmental, land use or financial implications of such a change.

More recently, the City has prepared an environmental checklist for the project dated August 4, 2010 and has now prepared an application for a shoreline conditional use permit for the street. These items will be discussed in further detail below.

2. PROFESSIONAL REPORTS AND STUDIES, LOCAL OPINIONS AND OBJECTIVE ANALYSIS DEMONSTRATE THAT A ONE-WAY CONFIGURATION FOR PIONEER WAY IS UNDESIRABLE AND DAMAGING TO THE SURROUNDING BUSINESS COMMUNITY.

There is a pending proposal, generated largely by city staff, that Pioneer Way should be made a one-way street. However, a review of city files discloses that there have been no studies performed by transportation engineers that support the conversion to one-way.

In fact, one-way street configurations developed in U. S. cities in the 1950's and

1960's are now being abandoned in favor of a return to two-way streets. A history of the use of one-way streets is contained in Attachment C hereto, which is a report to the Transportation Research Board's (TRB) Urban Street Symposium in 2000 entitled "Downtown Streets Are We Strangling Ourselves On One-way Networks?" That report noted that the advent of one-way streets was to facilitate the movement of people into and out of cities, not with the goal of keeping people in the community for shopping, recreation or residential use. However, as the TRB report indicates that the "operational disadvantages" with one-way streets are being "increasingly recognized, including forcing drivers on out-of-direction routes, increases in the number of turning movements and miles traveled." See Attachment C, p. 3. Occasional visitors to downtowns are "often confused and disoriented by a one-way street." As to pedestrians, the report finds that there are 30-40% more vehicle pedestrian conflicts in a one-way street network as compared with a two-way system. The report concludes that urban residents want better automobile accessibility and that a two-way network is better for short trips than one-way. Though one-way systems move more traffic at higher speeds, that does not assist adjacent businesses. The TRB report, at page 12, notes that: "one-way streets have a negative impact on storefront exposure of those businesses."

The TRB report concludes by reporting that many cities are converting their one-way systems to two-way (Table 1), including Albuquerque, Berkeley, Cincinnati, Norfolk VA, and Toledo. Significantly, each of these conversions were promoted by the local business community.

The literature search conducted by Stan Stanley, a local resident, points out that the overwhelming recent trend in the U. S. has been to convert from one-way streets to two-way streets. See Attachment D. His report cites numerous studies showing that two-way streets enhance business performance and result in a better pedestrian environment. He notes abandonment of one-way streets in Washington cities including Vancouver, Redmond and Everett. Virtually no city is establishing new one-way streets in its downtown area.

The City of Seattle has recently abandoned the 9th Avenue/Westlake one-way couplet in the South Lake Union area. In a design study, the City concluded that:

The conversion of two-way Westlake Avenue will have a number of benefits including:

Improved business access and pedestrian environment - the two-way street will provide more circulation options and create a calmer traffic street that will be more pleasant for pedestrians.

Improved pedestrian safety - The project includes new crosswalk striping and crossing signals, and new, accessible pedestrian ramps.

A recent letter from Roger Brooks of Destination Development International

confirms that one-way streets are not appropriate for Pioneer Way. See Attachment E. Mr. Brooks' firm prepared the Windjammer Study for the City of Oak Harbor in 2005 which was formally entitled the "Waterfront Redevelopment, Branding and Marketing Program for Oak Harbor." From this unique perspective, Mr. Brooks' letter concludes that the one-way concept "is likely to have adverse effects on downtown - making it more difficult for businesses to succeed."

My client has also asked the well known transportation consulting firm Gibson and Associates from Everett to provide an analysis of the Pioneer Way one-way proposal. Gibson's report is enclosed as Attachment F (report attachments already referred to and attached to this letter have been removed from the report). Gibson concludes that the national experience with one-way streets has shown that they adversely affect adjacent businesses and increase pedestrian-vehicle conflicts.

As may be seen, the overwhelming trend nationwide, and in the state of Washington, is to abandon and eliminate one-way street systems in downtown and commercial areas. This is based on traffic engineering, pedestrian impacts and adverse impacts on adjacent local businesses. Indeed, no professional report on Pioneer Way has recommended that it be converted to one-way. Based on these adverse impacts, the City should abandon the one-way concept for Pioneer Way and deny any permits that would implement the concept.

3. THE ONE-WAY CONFIGURATION FOR PIONEER WAY VIOLATES THE TERMS OF GRANT APPROVAL FROM THE ISLAND COUNTY COMMISSIONERS.

In 2007, the City went before the Island County Commissioners requesting Rural County Economic Development funds for the "Pioneer Way Street Reconfiguration" project. On September 10, 2007, the Commissioners awarded the City \$1,000,000 from the Rural Economic Development Sales Tax funds, with a time frame of five years for implementation.

The application to the Commissioners was based on the plans and concepts found in the application, including reliance on the recently completed "Windjammer Plan" for downtown redevelopment. The Windjammer Plan, as well as the 2005 City comprehensive plan, anticipated that Pioneer Way would be a two-way, not one-way street. Indeed, there was no discussion in the application that Pioneer Way would be converted to a one-way street.

Because the premise of that report was that Pioneer Way would be two-way, not one-way, the approval given by the County Commissioners in 2007 is now void because of the change in project plans. If the City wishes to seek approval of a revised proposal for a new one-way configuration, a new application should be submitted to the Commissioners showing this change and new public input taken as to whether the one-way configuration is consistent with the revitalization of the Oak Harbor downtown.

Given that the principal in charge of the Windjammer Plan, Mr. Brooks, believes that the one-way configuration is detrimental to downtown economic interests, it is doubtful that the one-way revision would meet the criteria for "economic development" in the grant program.

4. CONVERSION OF PIONEER WAY FROM TWO-WAY TO ONE-WAY INVOLVES SIGNIFICANT ADVERSE ENVIRONMENTAL IMPACTS REQUIRING THE PREPARATION OF AN ENVIRONMENTAL IMPACT STATEMENT

As described in the foregoing, there is strong evidence that the conversion of Pioneer Way to a one-way street will have significant adverse environmental impacts under the terms of the State Environmental Policy Act, RCW ch. 43.21C (SEPA) and the SEPA Rules as found in RCW ch. 197-11.

Under the SEPA Rules, elements of the environment include such matters as aesthetics, transportation and transportation systems, parking, movement of traffic or goods, traffic hazards and similar impacts. See WAC 197-11-444. As described above, the one-way street system will create probable significant adverse impacts to these elements of the environment. Traffic impacts and effects on pedestrian safety are clearly involved as well as adverse impacts to the surrounding business community.

It is recognized, even in court decisions, that: "A couplet is a series of one-way streets designed to speed traffic flow through a metropolitan area." *Concerned Taxpayers Opposed to Modified Mid-South Sequim Bypass v. State, Dept. of Transp.*, 90 Wn. App. 225, 230, 951 P.2d 812, 815 (1998).

Under these circumstances, the City should enter a determination of significance for this proposal and prepare an environmental impact statement for the Pioneer Way one-way proposal. The EIS process will allow the comprehensive review of all impacts in a professional manner and allow the City Council and business interests to review the impacts of the City's proposal.

5. NO SHORELINE CONDITIONAL USE PERMIT FOR A ONE-WAY STREET CONFIGURATION SHOULD BE APPROVED.

The easterly portion of the project is located within the shoreline zone, thus invoking the jurisdiction of the Shoreline Management Act, RCW ch. 90.58 (SMA). Indeed a shoreline conditional use permit is required under the City of Oak Harbor Shoreline Master Program because the reconstruction of Pioneer Way and its conversion to a one-way street is not for a water dependent purpose.

The City should take the following actions regarding the shoreline conditional use application.

First, there should be no consideration of the shoreline aspects of this proposal until the City completes the SEPA process through the preparation of an EIS pursuant to the SEPA Rules.

Second, the shoreline conditional use permit should not be granted as requested. While street and utility improvements are consistent with the goals and policies of the SMA, the one-way reconfiguration will adversely impact views of the water from Pioneer Way and will limit pedestrian access. Further, the one-way configuration would serve to move traffic much faster and thus would further limit views of the water. Public access and visual access to the water are particular SMA Goals.

The City should delete the one-way configuration from the proposed shoreline permit.

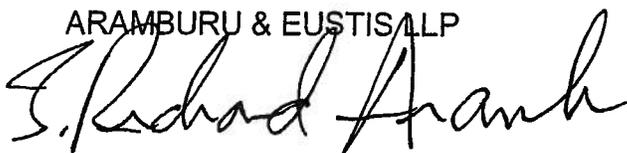
6. SUMMARY AND CONCLUSIONS.

From the foregoing, it is clear that a one-way configuration for Pioneer Way is not in the best interests of the City, the business community or the citizens of the Oak Harbor community. One-way streets are disappearing across the country as communities recognize that they impede business growth, endanger pedestrians, and reduce community access to businesses along the street.

While the City should not proceed with the one-way plan for Pioneer Way, if any further consideration is given to the plan the City should at least require the preparation of an environmental impact statement under SEPA. The City should delete from the proposed shoreline conditional use permit the provisions for a one-way street.

Sincerely yours,

ARAMBURU & EUSTIS LLP



J. Richard Aramburu

JRA/py/cc
Encl.

Attachment A

OAK HARBOR DOWNTOWN CIRCULATION STUDY



APRIL 2001

Presented by:

City of Oak Harbor
Department of Planning and Community Development

INTRODUCTION

Transportation circulation, accessibility, and a healthy business district in downtown Oak Harbor have long been at the forefront of community discussion. Dating back to the 1970's, a number of studies have been conducted and improvements implemented to address congestion, parking, safety, and general circulation within and through downtown Oak Harbor. Other suggested improvements that have not been implemented range from the construction of a parallel roadway to Pioneer Way between Midway and some location west of SR 20, to a variety of one-way and two-way street system networks.

In addition to these past studies and discussions of downtown street circulation, the recent planning and initial stages of implementing the *Harbor Watch* redevelopment plan including the preliminary portions of the Civic plaza and the waterfront pier.

The primary intent of the *Oak Harbor Downtown Circulation Study*, is to:

- Address the viability of a one-way traffic circulation pattern between City Beach Drive and Midway Boulevard with angled parking on Pioneer and Bayshore Drive.
- Identify other vehicular traffic circulation improvements, safety, and accessibility improvements to downtown streets between SR 20 and Midway Boulevard.
- Identify treatments and/or physical improvements to encourage and enhance pedestrian circulation, safety, and mobility in the downtown area. In the context of alternative vehicular circulation improvements, identify potential increases in pedestrian sidewalk space and improvements to pedestrian-vehicle conflicts.
- Prepare a list of recommended capital improvements distinguishing between short-term and long-range improvements, coordination efforts with future downtown plans and projects outside the study area, itemized capital costs, and implementation strategies.

This report documents these cumulative efforts since the project's inception in 1998 and provides a general summary of the project history, technical products and documents, the project's advisory group, public outreach efforts, and the resulting final preferred alternative.

Attached to this summary are key work products including:

Evaluation of Alternatives for the Downtown Oak Harbor Circulation Study, August 6, 1999, prepared by KJS Associates, Inc. This document summarizes the five circulation alternatives evaluated at a conceptual level for traffic operations, increased pedestrian space, impacts to on-street parking, and planning-level cost estimates.

Pioneer Way Improvement Study, April 16, 2001, prepared by The Makers. This report summarizes additional urban design elements, conceptual plan and sketches of how alternative street configurations would work and function, and documents the results of a public workshop held in November 2000 in which final community input was solicited to direct the study conclusions.

Advisory Committee

One important and critical element to this project's success was the decision by the City and of community volunteers to establish a working group of key stakeholders that would provide direction and input into the alternatives and plan development process. This advisory committee was made up of a cross-section of local businesses, residents, community and downtown activists, City staff from other departments, and community leaders.

Advisory committee members for the Oak Harbor Downtown Circulation Study included:

Bill Daniel
Bill Massey
Chris Saxman
Hank Koetje
Jill Schacht
Patty Cohen
City Staff
Tom Burdett
Ryan Goodman
Krista-Janes Blackburn
Steve Powers

Circulation Study

Originally begun in March of 1998, a transportation engineering and planning effort (titled the *Downtown Oak Harbor Circulation Study*) was undertaken by KJS Associates, Inc., was undertaken in close coordination with an Advisory Committee and the City of Oak Harbor to identify, develop, and evaluate alternative circulation improvements within and through downtown Oak Harbor. Over a 12-month period, the following common themes, alternatives, and supporting elements were identified.

Common Themes

- Improved vehicle access and circulation through and within the downtown area.
- Traffic control and roadway improvements to maintain acceptable levels of service.
- Address vehicle speeds and arterial calming on Pioneer Way.
- Improved pedestrian environment through sidewalk widening and on-street amenities.
- Improved pedestrian safety.
- Improved on-street parking configurations for vehicle movements, vehicle access, and supply.
- Enhanced truck delivery network for local deliveries and accommodating through truck volumes.

Alternatives Considered in Final Evaluation

Alternative #1

One-way traffic eastbound from City Beach Street to Midway Boulevard.

Alternative #2

One-way traffic eastbound from City Beach Street to Ireland, two-way traffic from Ireland to Midway Boulevard.

Alternative #3

Two-way traffic. Retain parallel parking on both sides of Pioneer.

Alternative #4A

Two-way traffic. Retain on-street parallel parking, but only on one side of Pioneer. On-street parking would serpentine between the north and south sides of Pioneer.

Alternative #4B

Two-way traffic. Modify on-street parking to angle configuration and serpentine parking between the north and south sides of Pioneer.

Common Supporting Elements

- Switch Ely Street and Dock Street to two-way traffic from present one-way configuration.
- Replace existing traffic signal traffic at Dock Street and Pioneer to all-way stop control.
- Convert existing parallel parking with angle parking serpentine parking along both the north and south side of Pioneer.
- Provide pedestrian curb bulbs and enhanced crossing treatments along Pioneer Way at City Beach/Ely/Dock/Hathaway/Ireland/Ilwaco/Jensen and Midway.
- Rechannelize the intersection of Bayshore Drive and City Beach Street to improve safety and better facilitate traffic flow. Install raised islands at the intersection and a separate left turning lane on Bayshore Drive. Integrated signal/traffic control with the intersection of Bayshore Drive/City Beach Street and Pioneer Way to accommodate increased traffic on Bayshore Drive and vehicle queuing on southern intersection leg.
- Improve signal control and operations to facilitate traffic flow onto Bayshore Drive under either circulation scenario to accommodate goods movement and a smooth by-pass route for through trips in downtown.

Based upon recommendations from the Advisory Committee, City staff review, and public comments, two conceptual circulation alternatives were carried forward into a more refined design process. These two alternatives included:

One-Way Circulation on Pioneer Way (Alternative #1)

One-way traffic eastbound from City Beach Street to Midway Boulevard. Modify on-street parking to angle configuration and serpentine parking between the north and south sides of Pioneer.

Two-Way Circulation on Pioneer Way (Alternative #4B)

Maintain existing two-way traffic flow. Modify on-street parking to angle configuration and serpentine parking between the north and south sides of Pioneer.

During the course of these efforts, public outreach and solicitation included a presentation of key findings and conclusions of the circulation alternatives to the general public and a presentation before the Planning Commission and City Council in April of 1999. Additionally, the Advisory Committee and City mailed and distributed project information and surveys to downtown business and the community at large.

Refined Design Process and Public Workshop

As a follow-on to the *Downtown Oak Harbor Circulation Study*, MAKERS architecture and urban design worked with the City and Chris Saxman, local architect, to develop conceptual plans and sketches showing how the alternative configurations would actually look and function. The purpose of these illustrations was to help the community determine a preferred configuration for Pioneer Way, and in particular to help forge a consensus on a one-way or a two-way configuration.

These conceptual plans and sketches sought to illustrate the objectives for Pioneer Way identified by the earlier study:

- Enhancing the pedestrian environment
- Slowing traffic, while maintaining adequate capacity
- Making parking easier

All of these objectives are part of a larger goal of making Downtown Oak Harbor a more vibrant, economically viable part of the community. While traffic and street improvements are only part of the solution for revitalizing Pioneer Way, they are undoubtedly key elements.

Three types of illustrations were prepared to portray the differences between the alternatives: Chris Saxman prepared large-scale plans of the Pioneer Way corridor. MAKERS used these plans to develop cross-sections at three locations along the street showing the existing conditions and the two main alternatives, then prepared perspective sketches to give a better idea of how the alternatives would actually look.

The illustrations were presented at a Public Workshop on November 9, 2000, which was attended by about 40 citizens representing a variety of interests. Following the presentation, an open discussion was conducted, allowing the participants an opportunity to express their preferences, identify which issues were most important to them and air their concerns. All of the comments were recorded and posted, and consensus was reached on making the north-south cross streets two-way to the degree possible without reducing on-street parking, slowing vehicle speeds on Pioneer Way, and improving the pedestrian environment.

The clear preference among workshop participants was two-way traffic with angled parking on alternate sides which received 19 dots compared with 11 for the one-way alternative, none for two-way with parallel parking both sides and slightly wider sidewalks, and 5 for the status quo. The survey results also indicated a preference for the two-way configuration.

Preferred Alternative

Clearly, there is a wide range of divergent opinions on what is best for Pioneer Way and the community. There was consensus on making north-south cross streets two-way (providing on-street parking can be maintained) and a clear preference for two-way traffic with angled parking on alternate sides and two to four feet of additional sidewalk width.

There was consensus that the top priority was making Pioneer Way more safe and pleasant for pedestrians, and adding sidewalk width was the top objective toward meeting this goal, followed closely by creating additional landscaping. Making parking easier and slowing down traffic were rated somewhat lower, respectively, followed by making it easier to drive to and from Pioneer Way businesses. Increasing the number of parking spaces was not generally rated as a high priority, however. Although it was not listed as one of the issues on the survey, there was a strong feeling that the improvements need to be *dramatic* to be successful.

These community objectives for improving Pioneer Way can be met by the preferred alternative (Alternative # 4B) in a two-way traffic configuration with angled parking. Community priorities for this important part of Oak Harbor's past and future should provide a strong basis for further development of street improvement plans for Pioneer Way.

The preferred alternative is shown in Figure 1, and includes two-way circulation, angled parking, pedestrian curb bulbs, increased sidewalk width, street trees, and other pedestrian sidewalk amenities.

Supporting Comprehensive Plan Goals and Policies

As part of the preferred capital improvements to Pioneer Way, a series of supporting goals and policies were developed by the Advisory Committee and are included as recommended amendments to the City's Comprehensive Plan.

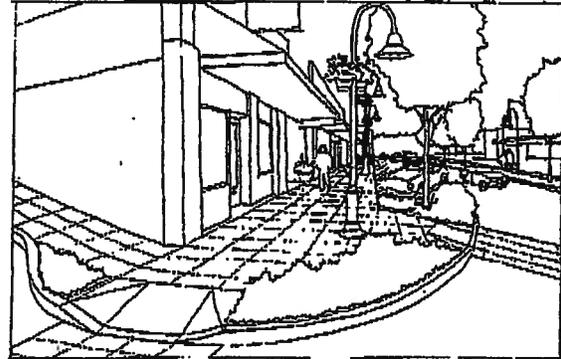
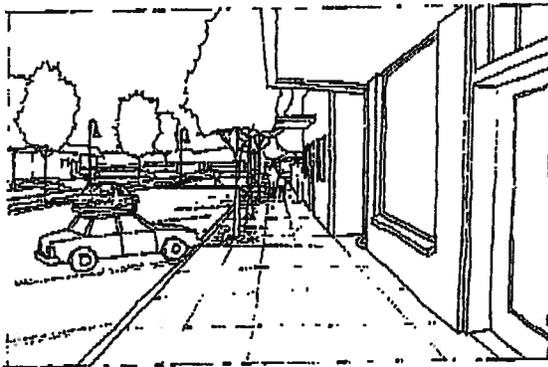
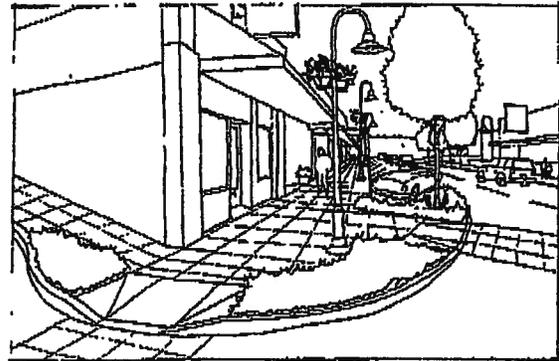
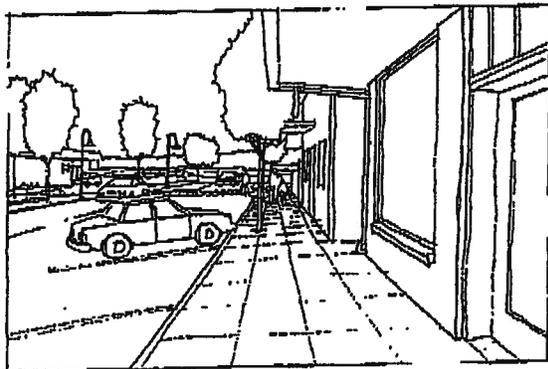
Transportation Element
(to be inserted on page 70 of the Comprehensive Plan)

- Goal 8:** Circulation improvements shall be implemented in the downtown in order to promote a more pedestrian friendly, economically viable area.
- Discussion: A key part of downtown revitalization efforts include creating a more pedestrian friendly environment. Downtown area property and business owners believe that changes in the area's circulation pattern are crucial to creating the desired environment.
- Policy 8.a** Pioneer Way, from City Beach Street to Midway Boulevard, shall continue to be a two-way direction street for vehicular traffic.
- Discussion: The major circulation decision made for the downtown area answered the question of whether Pioneer Way should be a one-way or two-way street. After significant study and discussion the majority of involved parties chose to continue Pioneer Way as a two-way street. The removal of the parallel parking on both sides of the street, and replacing it primarily with angled parking on alternating sides of the street, may be implemented to help create the physical space necessary for the envisioned pedestrian improvements. The change in parking type will also make parking in the downtown area easier.
- Policy 8.b** Pioneer Way, from City Beach Street to Midway Boulevard, should be designated a collector street so that the street functional classification supports the goals for the downtown area.
- Policy 8.c** Traffic-calming measures such as narrowing lane widths, installing four-way stop signs at key intersections, reducing the speed limit, etc. should be implemented in the downtown area.
- Policy 8.d** Pedestrian improvements such as wider sidewalks, enhanced crossings, increased landscape areas, benches, restroom facilities and other amenities should be installed in the downtown area.
- Policy 8.e** Increased circulation and directional changes to Dock, Ely, Ireland, and Hathaway Streets should be implemented to support the overall circulation goals of the downtown area.
- Policy 8.f** Improvements to the signalized intersections at Pioneer Way/City Beach St. and Pioneer Way/Midway Blvd./Bayshore Dr. should be made to promote through traffic movements in the downtown area onto Bayshore Drive.
- Policy 8.g** Bayshore Drive, from City Beach Street to Pioneer Way, should retain its functional classification as a minor arterial.
- Discussion: With the reclassification of a portion of Pioneer Way from an arterial to a collector and in light of certain development proposals in the area, retaining Bayshore Drive as a minor arterial is necessary to facilitate traffic movement within and through the downtown.
- Policy 8.h** Signage and/or other means should be created that encourages through-truck traffic to use Bayshore Drive as a bypass route to the downtown area.

Economic Development Element
(to be inserted on page 72 of the Comprehensive Plan)

Policy 2.e The City should seek, support and assist in grant applications to help fund construction of planned circulation improvements in the downtown area.

Pioneer Way Improvement Study



April 2001

prepared for the
City of
Oak Harbor

by

MAKERS
architecture + urban design

Pioneer Way Improvement Study

As a follow-on to the Downtown Oak Harbor Circulation Study, MAKERS architecture and urban design worked with the City and Chris Saxman to develop conceptual plans and sketches showing how the alternative configurations would actually look and function. The purpose of these illustrations was to help the community determine a preferred configuration for Pioneer Way, and in particular to help forge a consensus on a one-way or a two-way configuration. These conceptual plans and sketches sought to illustrate the objectives for Pioneer Way identified by the earlier study:

- Enhancing the pedestrian environment
- Slowing traffic, while maintaining adequate capacity
- Making parking easier

All of these objectives are part of a larger goal of making Downtown Oak Harbor a more vibrant, economically viable part of the community. While traffic and street improvements are only part of the solution for revitalizing Pioneer Way, they are undoubtedly key elements.

Three types of illustrations were prepared to portray the differences between the alternatives: Chris Saxman prepared large-scale plans of the Pioneer Way corridor. MAKERS used these plans to develop cross-sections at three locations along the street showing the existing conditions and the two main alternatives, and then prepared perspective sketches to give a better idea of how the alternatives would actually look.

Public Workshop:

The illustrations were presented at a Public Workshop on November 9, 2000, which was attended by about 40 citizens representing a variety of interests. 15 identified themselves as business owners, 10 as property owners and 13 as interested citizens (some were in more than one group). The presentation began with a discussion of the implications of the two main alternatives:

- One-way traffic with angled parking on alternate sides and 4'-6' of additional room for sidewalks and landscaping.
- Two-way traffic with angled parking on alternate sides and 2'-4' of additional room for sidewalks and landscaping.

Two additional alternatives that were not illustrated were also discussed:

- Two-way traffic with parallel parking on both sides and 0-2' of additional room for sidewalks.
- Keeping the arterial designation and leaving the street configuration as is.

Note: All of the alternatives except the last one would require narrower lane widths and removing Pioneer Way's arterial designation.

The presentation also included a discussion of the objectives for improving Pioneer Way:

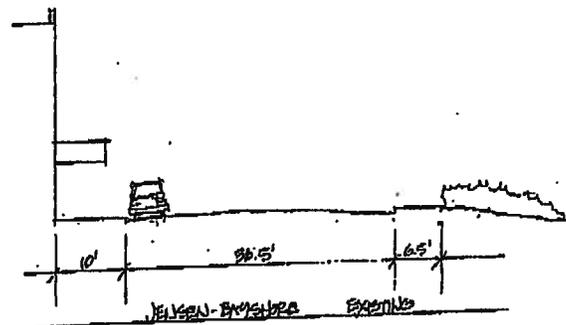
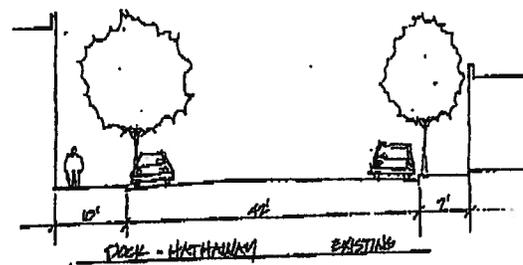
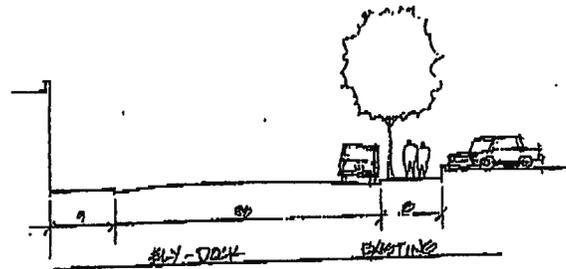
- Increase sidewalk width.
- Create additional landscape areas, including planting strips.
- Slow traffic down on Pioneer Way.
- Make it easier to get in and out of parking.

- Increase number of parking spaces.
- Make it easier to drive to and from Pioneer Way business.
- Make Pioneer Way more pleasant and safe for pedestrians.

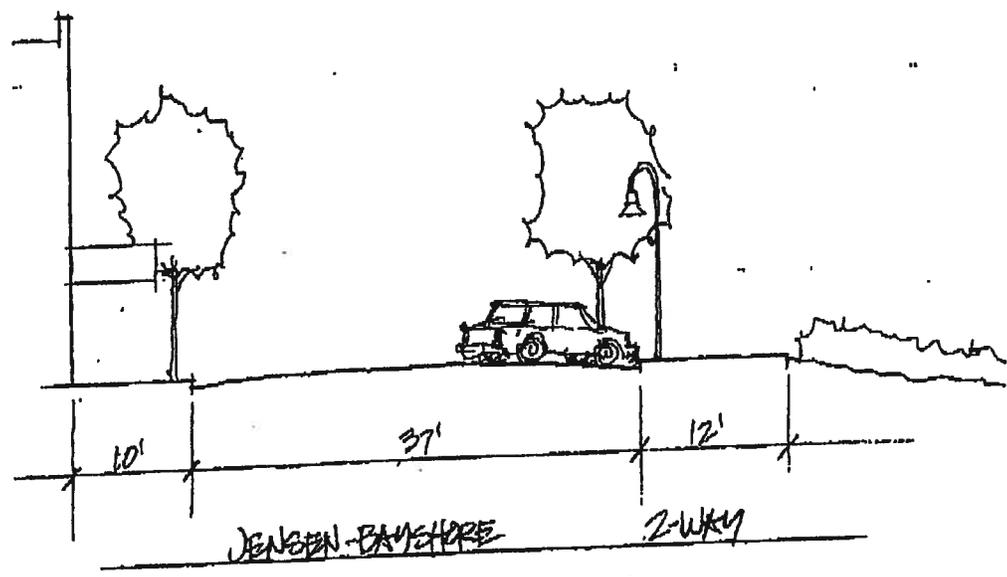
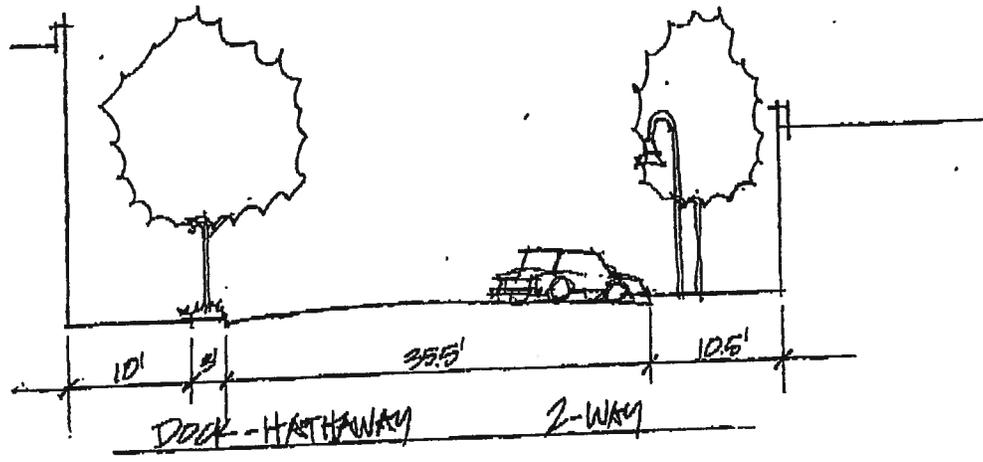
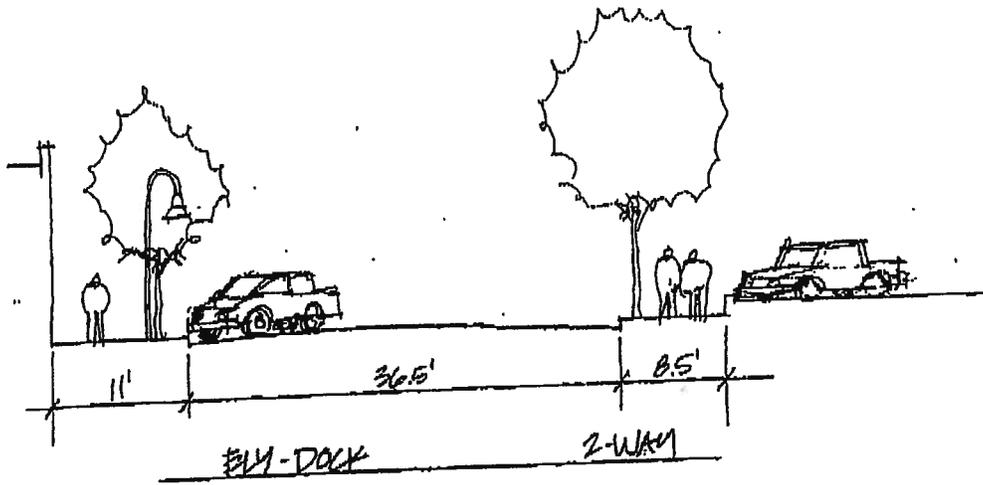
Following the presentation, an open discussion was conducted, allowing the participants an opportunity to express their preferences, identify which issues were most important to them and air their concerns. All of the comments were recorded and posted, and consensus was reached on making the north-south cross streets two-way to the degree possible without reducing on-street parking, slowing vehicle speeds on Pioneer Way, and improving the pedestrian environment. Then each participant was given one large and five small adhesive dots. The large dots were placed on the alternative configuration they preferred and the small dots were placed on the issues they thought were most important. Participants were also given a survey and asked to rate the alternatives and issues.

The clear preference among workshop participants was two-way traffic with angled parking on alternate sides which received 19 dots compared with 11 for the one-way alternative, none for two-way with parallel parking both sides and slightly wider sidewalks, and 5 for the status quo. The survey results also indicated a preference for the two-way configuration.

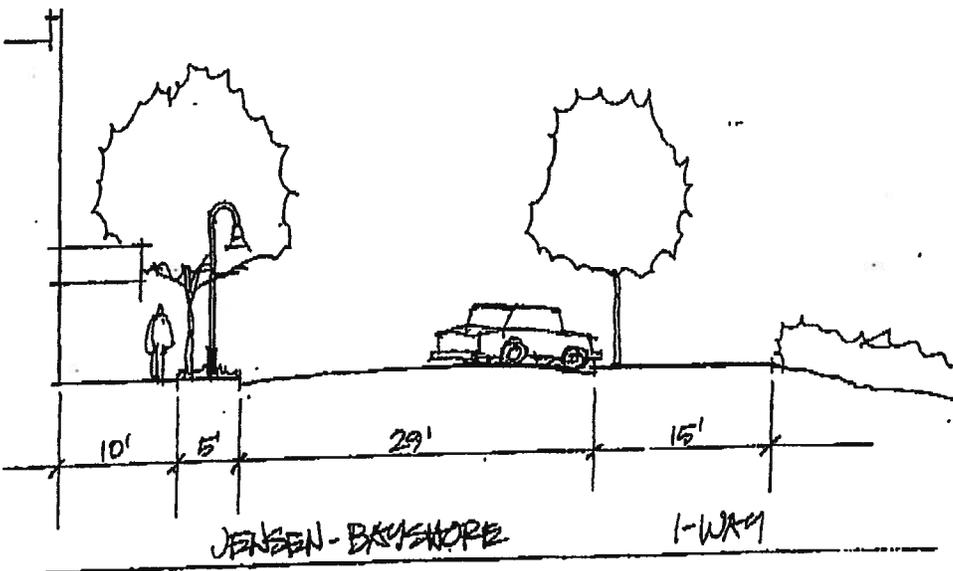
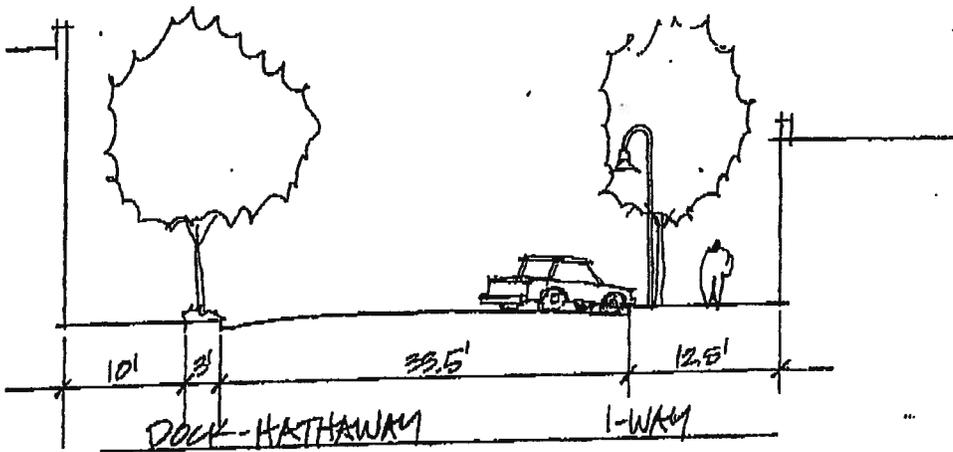
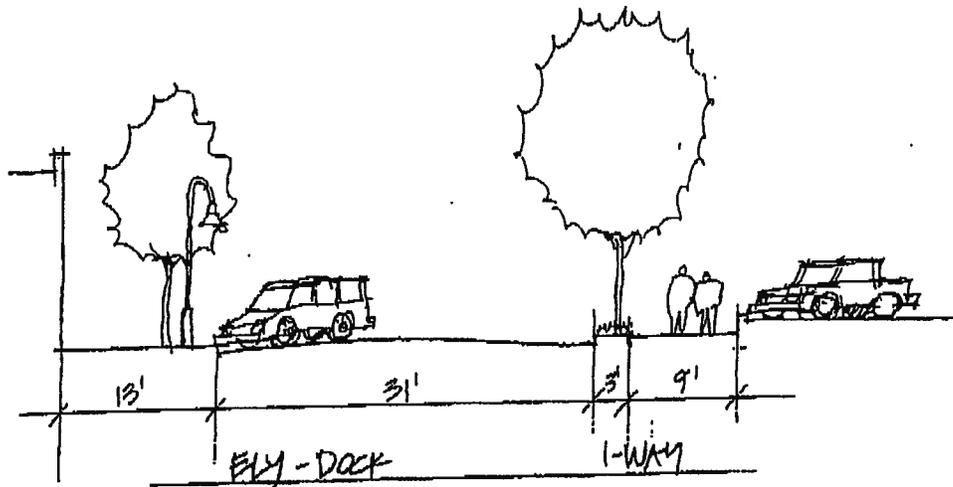
The illustrations presented at the workshop are reproduced on the following pages, followed by copies of the issue statements with their "dots" and the tabulated survey results.



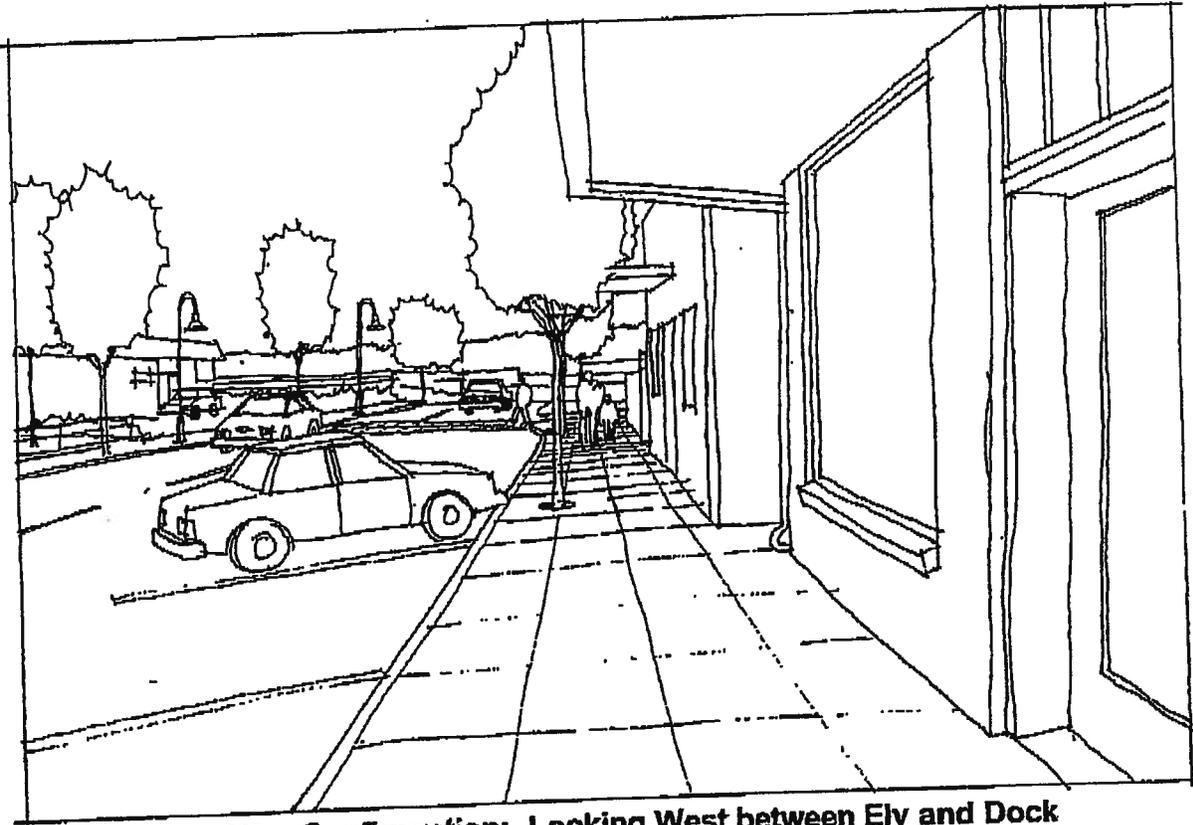
Existing Cross-Sections
A - 12



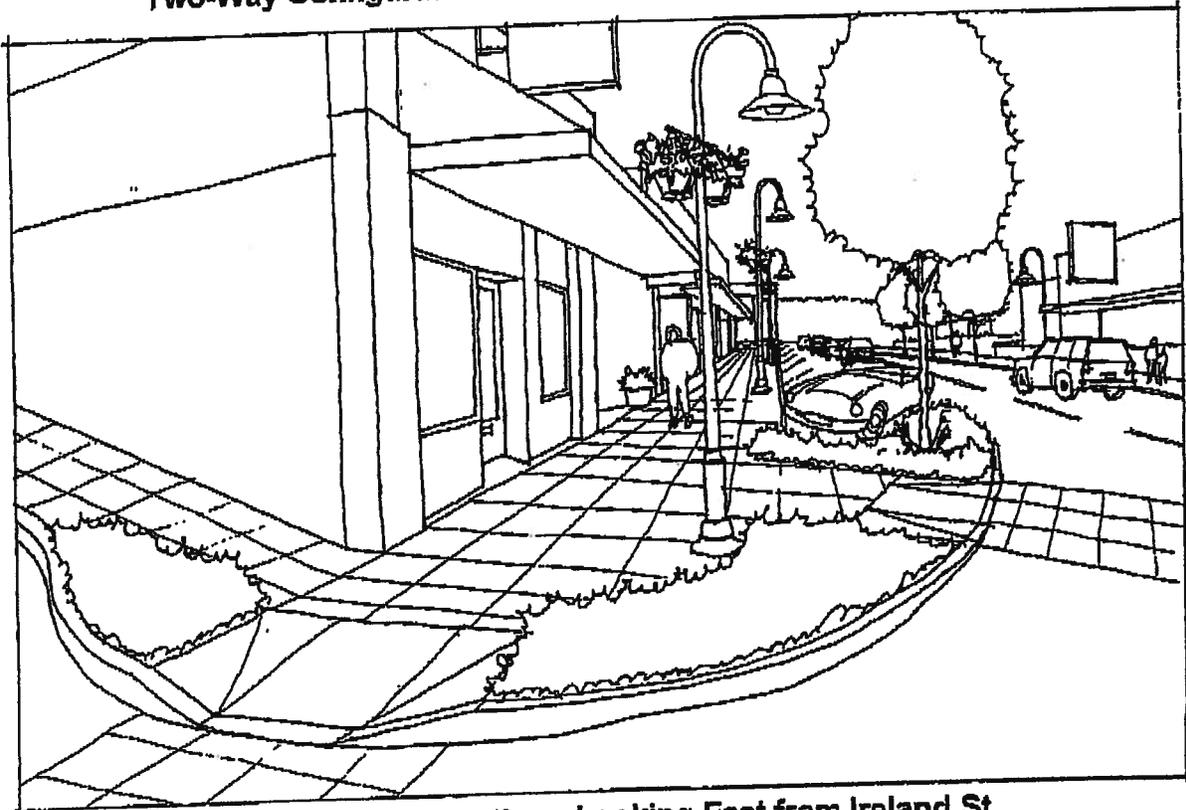
Two-Way Cross-Sections



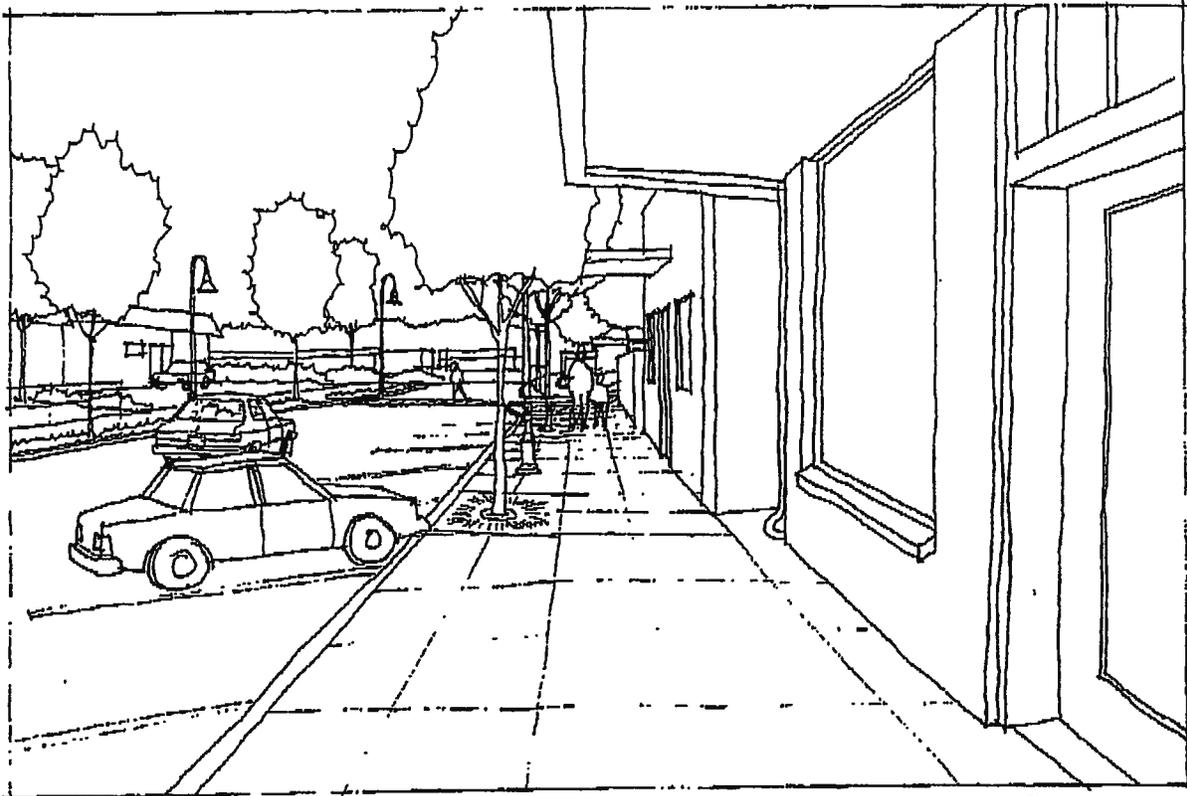
One Way Cross-Sections
A - 14



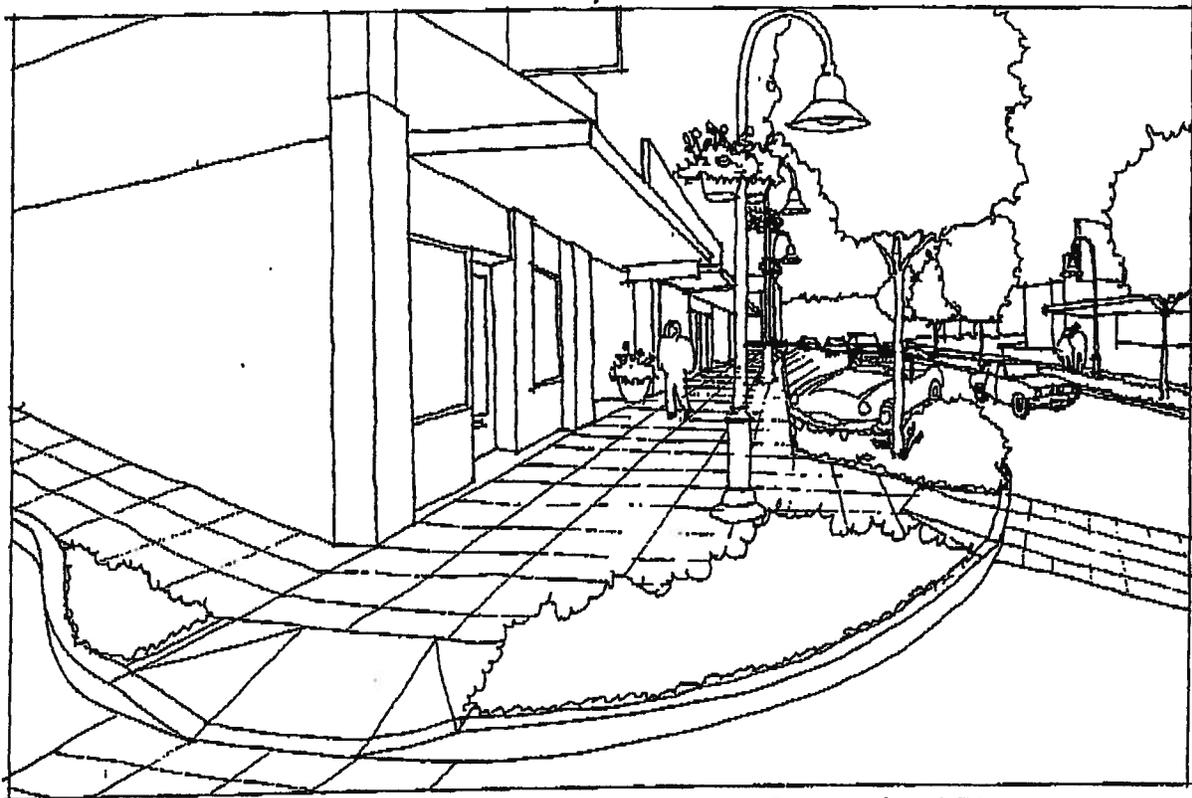
Two-Way Configuration: Looking West between Ely and Dock



Two-Way Configuration: Looking East from Ireland St.



One-Way Configuration: Looking West between Ely and Dock



One-Way Configuration: Looking East from Ireland St.

Workshop Comments

As the illustrations on these pages show, opinions are quite divergent on a number of issues. All comments were recorded, then participants were allowed to place their dots on the ones they felt were most important. These are reproduced here grouped by theme:

One-Way v. Two-Way

Not surprisingly, most of the comments were about the basic question of one-way vs. two-way traffic, which generated a lively debate. Some of these comments dealt with traffic flow, while others addressed business vitality and the degree of change resulting from the alternatives. These issues are dealt with further on the following pages.

← ONE WAY
IS THE WAY TO GO,
BUT START AT
••• ELY ST. •••

← ONE WAY
WOULD CREATE MOST
DRAMATIC, OPEN
CHANGE IN CHARACTER
••• •••



TRY ONE-WAY
ON TRIAL BASIS
FOR 1 YEAR?

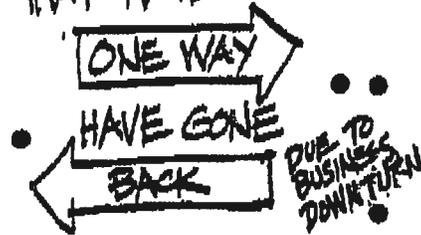
HARBOR PRIDE
AIA - DESIGN
ASSISTANCE
TEAM
•••
RECOMMENDED 2-WAY
•••

1-WAY TRIAL
COULD BE EXPENSIVE

••• & CONFUSING
IF REVERSED AT END

Business Vitality

MANY COMMUNITIES
THAT HAVE GONE



IF AIM IS TO IMPROVE
BUSINESS

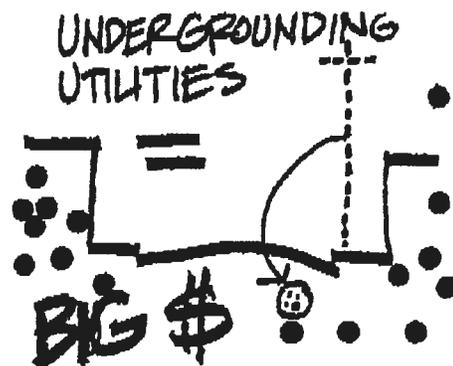
ONE WAY IS WRONG
MOVE

Other Downtown Uses

PIONEER
SERVES MORE THAN
BASE, COLLEGE, MARINA.
REMEMBER LIBRARY,
& FUTURE PIER

PEOPLE DON'T COME
DOWNTOWN FOR EASY
PARKING, BUT FOR
SPECIAL USES &
COMMUNITY ANCHORS

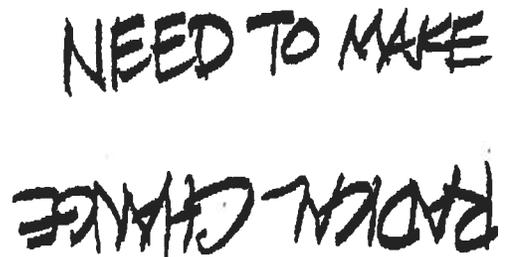
Undergrounding Utilities



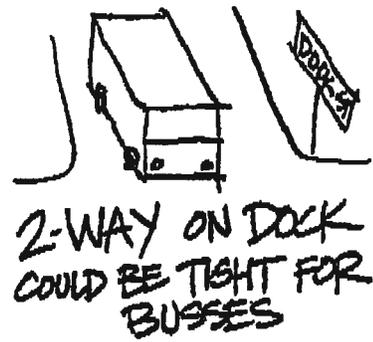
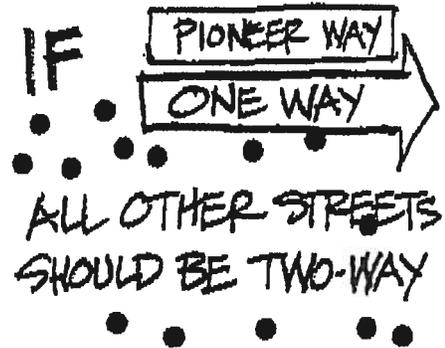
Safety



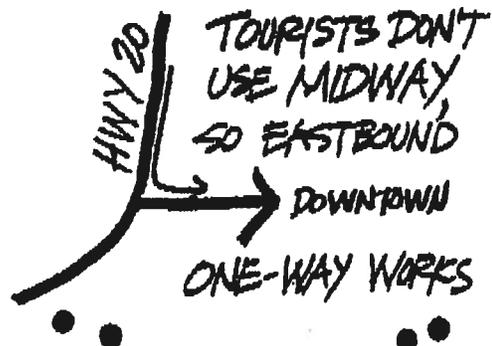
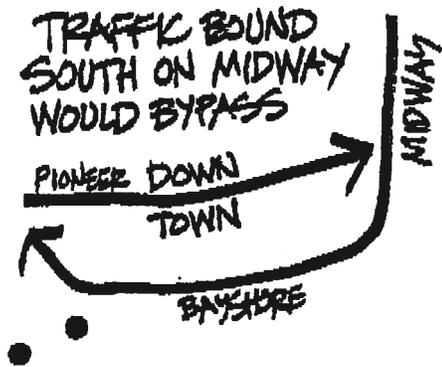
Need for Dramatic Change



Side Streets



Traffic Flow



Survey Results (NOTE: a rating of 5 is most favorable, 1 least favorable)

| | Avg. | Rank | Rating: | | | | | Comments |
|--|------|------|---------|---|---|---|----|--|
| | | | 1 | 2 | 3 | 4 | 5 | |
| Circulation Alternatives: | | | | | | | | |
| Two-way traffic w/ angled parking | 3.77 | 1 | 2 | 3 | 4 | 2 | 11 | Narrower streets would slow traffic. I think this will work fine. |
| One-way traffic w/ angled parking | 3.24 | 2 | 7 | | | 2 | 8 | Inconvenient in many ways |
| Two-way traffic w/ parallel parking | 2.43 | 3 | 5 | 3 | 3 | 1 | 2 | Wider sidewalks would be an improvement. |
| Leave street configuration as is | 2.42 | 4 | 7 | 2 | 1 | | 4 | It's just "O.K." as is. |
| Issues: | | | | | | | | |
| Make Pioneer Way more pleasant and safe for pedestrians | 4.10 | 1 | 2 | 2 | 1 | 2 | 13 | With a purpose. I'm sure we can all agree on this. |
| Increase sidewalk width | 4.00 | 2 | 1 | 1 | 4 | 4 | 9 | Creates room for outdoor cafés, etc. Nice but could very much be rebuilt w/ underground utilities. I am a business owner with a very narrow sidewalk. Increased width, even a little, would be nice. Make this area people-friendly. If you clean up the sidewalk, it will add width: bury wires, lower trees. |
| Create additional landscape areas, including planting strips | 3.85 | 3 | | 2 | 8 | 1 | 9 | Aesthetically appealing. This must be created uniquely property to property. Think maintenance and liability. Will create a more pedestrian friendly atmosphere. Cut trees and make lower, more inviting landscape. Be careful what you plant. Low maintenance, slow growth. |
| Make it easier to get in and out of parking | 3.79 | 4 | 1 | 3 | 4 | 2 | 9 | Not important if pedestrian area is interesting. I like angle parking, except you have to back out into traffic. We need purpose first. Then parking that is not so easy in and out of downtown so people will stay and interact or shop. No. It doesn't bother me now. |

| Issues: | Avg. | Rank | Rating | | | | | Comments |
|---|------|------|--------|---|---|---|---|--|
| | | | 1 | 2 | 3 | 4 | 5 | |
| Slow traffic down on Pioneer Way | 3.58 | 5 | 2 | 1 | 7 | 2 | 7 | Pedestrian traffic is a factor of vehicular traffic. Also more crosswalks and stop signs. Yes! Yes! |
| Make it easier to drive to and from Pioneer Way businesses. | 3.44 | 6 | 3 | 1 | 4 | 2 | 6 | vs what? A mall? If you want to get there you can do it. Turn some 1-ways to 2-ways. One-way streets are perceived as inconvenient. Not necessary if area is attractive and interesting to pedestrians. |
| Increase number of parking spaces | 2.74 | 7 | 5 | 3 | 6 | 2 | 3 | Important but we do it now and survive. We need to educate people as to the availability of parking in area to support larger anchors. Too many already. If at all possible. We have a large parking lot behind our business that nobody uses. Better signage may help with off-street parking. In a separate area - large parking lots to promote walking traffic. As is. OK |

Other Comments:

Hoping for a dramatic change if ever want to use downtown on a regular basis. Agree with importance of developing community anchors like performing arts center, library, etc.

We need to look at the time line of change - making a transition for life to thrive in this historic core. Respect the historic scale building to building (2 story massing). How does this circulation connect to the water?

Allow live/work environments on Pioneer.

Anchors - create a purpose for people to want to come downtown; Library in center of town. (Not focus on process or method of traffic.)

You want to create a setting where people can park without easy in and out.

Go with ideas from Harbor Pride Group.

Too many parking spaces already.

I would like to see shade trees with park benches, old-fashioned lighting, and other pedestrian perks.

Most importantly, we need to attract special businesses such as sidewalk cafés, gift shops, nicer restaurants, maybe a theater, etc. to attract pedestrians.

More parades, event, etc. and marketing would also be an improvement.

Thank you Staff. Keep up the good work.

Survey Comments continued:

Must be dramatic. Must look different.

Need anchor things - dock - convention center - plaza square - performing arts center.

It needs to be people friendly places to stop - places to linger.

Can support 2-way. Support common element improvements. Need to pay attention to dynamics of traffic around downtown area (Bayshore).

I assume the goal is to attract tourists as well as local people to the downtown.

If the goal is to attract tourists, there needs to be some emphatic means to identify the downtown and get them off of SR-20

Which is the primary goal? To attract more locals or more tourists? The plan for Pioneer may be different depending on this goal.

I fail to see how either of the options will bring \$\$ to this area unless the business owners can also come up with an attractive front.

Need more signage to direct tourists and a reason for them to follow that direction. Which comes first? Traffic flow or reason to go?

SE Ely Street should be two-way.

Between Dock St. and Hathaway Street there is no parking allowed for businesses on the north side of Pioneer Way.

Only three of the businesses on the north side have rear access to the parking lot.

Direct truck traffic to Bayshore.

50% of population is of senior citizens age. Not inclined to walk very far from their cars.

Conclusion

Clearly, there is a wide range of divergent opinions on what is best for Pioneer Way and the community. There was consensus on making north-south cross streets two-way (providing on-street parking can be maintained) and a clear preference for two-way traffic with angled parking on alternate sides and two to four feet of additional sidewalk width. This was reflected in the "dot exercise" at the workshop, where this alternative was favored by nearly two to one, as well as in the survey, where the distinction was less dramatic due to the weighting of responses. Still, a total of 17 gave the highest rating to one of the two-way configurations, while only eight gave the one-way alternative the highest rating. The one-way alternative also had significantly higher low ratings than the preferred two-way alternative. This probably reflects the concern that a one-way configuration could have a negative impact on businesses on Pioneer Way.

There was consensus that the top priority was making Pioneer Way more safe and pleasant for pedestrians, and adding sidewalk width was the top objective toward meeting this goal, followed closely by creating additional landscaping. Making parking easier and slowing down traffic were rated somewhat lower, respectively, followed by making it easier to drive to and from Pioneer Way businesses. Increasing the number of parking spaces was not generally rated as a high priority, however. Although it was not listed as one of the issues on the survey, there was a strong feeling that the improvements need to be dramatic to be successful.

These community objectives for improving Pioneer Way can be met by the preferred alternative. The community priorities for this important part of Oak Harbor's past and future should provide a strong basis for further development of street improvement plans for Pioneer Way.

K J S Associates, Inc.

Memorandum



DATE: August 6, 1999
TO: Advisory Committee Members, Downtown Circulation Study
FROM: Michael J. Read, P.E., KJS Associates
RE: Evaluation of Alternatives for the *Downtown Oak Harbor Circulation Study*

The following alternative circulation improvements were evaluated as part of the *Downtown Oak Harbor Circulation Study*. This memorandum presents the findings of the evaluation for the advisory committee use and consideration. A total of five circulation alternatives were evaluated. Planning level cost estimates and the impacts and benefits of each alternative is provided within this study. The alternatives included:

Alternative #1

One-way traffic eastbound from City Beach Street to Midway Boulevard.

Alternative #2

One-way traffic eastbound from City Beach Street to Ireland, two-way traffic from Ireland to Midway Boulevard.

Alternative #3

Two-way traffic. Retain parallel parking on both sides of Pioneer.

Alternative #4A

Two-way traffic. Retain on-street parallel parking, but only on one-side of Pioneer. On-street parking would serpentine between the north and south sides of Pioneer.

Alternative #4B

Two-way traffic. Modify on-street parking to angle configuration and serpentine parking between the north and south sides of Pioneer.

Common Elements Among Alternatives

- Improved vehicle access and circulation through and within the downtown area.
- Traffic control and roadway improvements to maintain acceptable levels of service.
- Address vehicle speeds and arterial calming on Pioneer Way.
- Improved pedestrian environment through sidewalk widening and on-street amenities.
- Improved pedestrian safety.
- Improved on-street parking configurations for vehicle movements, vehicle access, and supply.

- Enhanced truck delivery network for local deliveries and accommodating through truck volumes.
- Downtown urban revitalization and enhanced economic vitality of downtown business.

Alternative Improvements to Downtown Circulation

One-Way Circulation: These alternatives would address traffic control, circulation, truck routing, pedestrian crossing, and parking configurations assuming a one-way street system is created on some portion or all of Pioneer Way. Two separate one-way street systems were evaluated:

1. **Alternative #1, Pioneer Way:** One-way eastbound from City Beach Street to Midway Boulevard, make traffic control and other improvements to facilitate through traffic back to SR 20 on other streets (Bayshore Drive, Barrington, SE 8th, Regatta, etc.). Specific modifications in addition to one-way traffic include:
 - Switch Ely Street and Dock Street to two-way traffic from present one-way configuration.
 - Replace existing traffic signal with stops signs to control north/south traffic at Dock Street and Pioneer.
 - Stop signs for left turns onto Pioneer from Ireland and Jensen.
 - Increase sidewalk width along Pioneer by an average of 8 feet.
 - Convert existing parallel parking to angle parking (creates approximately 88 additional on-street parking spaces); serpentine parking along both the north and south side of Pioneer.
 - Rechannelize the intersection of Bayshore Drive and City Beach Street to improve safety and better facilitate traffic flow. Install raised islands at the intersection and separate left turning lane on Bayshore Drive. Integrated signal control with the intersection of Bayshore Drive/City Beach Street and Pioneer Way may be necessary due to increased traffic on Bayshore Drive and vehicle queuing on southern intersection leg.
2. **Alternative #2, Pioneer Way:** One-way eastbound from City Beach Street to Ireland, make traffic control and changes in one-way directionality of north-south streets to accommodate movements back to SR 20 via Barrington and SE 8th Avenue. Pioneer Way between Ireland and Midway Boulevard would remain in a two-way configuration. Specific elements included:
 - Switch Ely Street and Dock Street to two-way traffic from present one-way configuration.
 - Switch Hathaway from a one-way northbound to one-way southbound.
 - Switch Ireland from a one-way southbound to a one-way northbound
 - Replace existing traffic signal with stops signs to control north/south traffic at Dock Street and Pioneer.

- Stop signs for left turns onto Pioneer from Hathaway.
- Increase sidewalk width along Pioneer by an average of 8 feet.
- Convert existing parallel parking to angle parking (creates approximately 57 additional on-street parking spaces); serpentine parking along both the north and south side of Pioneer. Note: some parallel parking retained.
- Install a traffic island at Ireland to direct westbound traffic off of Pioneer onto Ireland.
- Rechannelize the intersection of Bayshore Drive and City Beach Street to improve safety and better facilitate traffic flow. Install raised islands at the intersection and separate left turning lane on Bayshore Drive. Integrated signal control with the intersection of Bayshore Drive/City Beach Street and Pioneer Way may be necessary due to increased traffic on Bayshore Drive and vehicle queuing on southern intersection leg.

Two-way Circulation - Revised Traffic Control Treatments and Parking

Configurations on Pioneer Way: These alternatives would involve removing the existing signal at Pioneer Way and Dock Street and installing stop control signage at key intersections on Pioneer Way. It would identify traffic control, truck circulation, pedestrian needs, and parking configurations on downtown streets. Traffic signal improvements/changes at the intersections of Bayshore Drive at Pioneer Way and Bayshore Drive/Midway Boulevard and Pioneer Way may also be required for those drivers who did not want to travel on Pioneer Way and travel through all-way stop controlled intersections. Two additional two-way system alternatives were developed in the final stages of the study to consider alternative on-street parking configurations and travelway patterns. The three two-way alternatives that were evaluated included:

1. Alternative #3: Two-way traffic on Pioneer Way. Retain parallel parking on both sides of Pioneer in current configuration. Standardize roadway cross-section to capture additional pedestrian space where possible.
 - Switch Ely Street and Dock Street to two-way traffic from present one-way configuration.
 - Replace existing traffic signal with a 4-way stop at Dock Street and Pioneer.
 - All-way stop at Ireland and Pioneer.
 - Increase sidewalk width where possible; varies between 0 and 6 feet in total.
 - Retain existing parallel parking; no additional parking created
 - Provide pedestrian curb bulbs at Pioneer and City Beach/Ely/Dock/Hathaway/Ireland/Ilwaco/Jensen and Midway.
 - No additional on-street parking stalls will be created along Pioneer.
 - Rechannelize the intersection of Bayshore Drive and City Beach Street to improve safety and better facilitate traffic flow. Install raised island at the intersection and separate left turning lane on Bayshore Drive. Stop control for northbound movements from City Beach Street onto Bayshore Drive.

2. Alternative #4A: Two-way traffic. Retain on-street parallel parking, but only on one-side of Pioneer. On-street parking would serpentine between the north and south sides of Pioneer.
 - Switch Ely Street and Dock Street to two-way traffic from present one-way configuration.
 - Rechannelize the intersection of Bayshore Drive and City Beach Street to improve safety and better facilitate traffic flow. Install raised islands at the intersection and separate left turning lane onto Bayshore Drive. Stop control for northbound movements from City Beach Street onto Bayshore Drive.
 - Replace existing traffic signal with a 4-way stop at Dock Street and Pioneer Way.
 - Increase sidewalk width where possible; varies between 4 and 12 feet in total.
 - Retain existing parallel parking on only one-side of the curb. Eliminate parking on alternative curb faces with serpentine travelway of two-way flow. Total on-street parking stalls on Pioneer would be reduced by 37 stalls (out of a total of 90 stalls). Loss in on-street parking would be mitigated through the creation of additional on-street parking on side streets to Pioneer Way.
 - Provide pedestrian curb bulbs and enhanced crossing treatments along Pioneer Way at City Beach/Ely/Dock/Hathaway/Ireland/Ilwaco/Jensen and Midway (maintain turning lanes at Pioneer and Midway).
 - Install all-way stop control at the intersection of Pioneer Way and Ireland.

3. Alternative #4B: Two-way traffic along Pioneer Way. Modify on-street parking to angle configuration and serpentine parking between the north and south sides of Pioneer.
 - Switch Ely Street and Dock Street to two-way traffic from present one-way configuration.
 - Rechannelize the intersection of Bayshore Drive and City Beach Street to improve safety and better facilitate traffic flow. Install raised islands at the intersection and C-curb to provide a separate left turning lane on Bayshore Drive and to channelize northbound approach into a right-angle with Bayshore Drive.
 - Replace existing traffic signal with a 4-way stop at Dock Street and Pioneer Way.
 - Increase sidewalk width where possible; varies between 0 and 6 feet in total.
 - Eliminate parking on alternative curb faces with serpentine travelway of two-way flow and convert existing parallel parking to angle parking. Total on-street parking stalls on Pioneer Way would be increased by approximately 44 stalls.
 - Provide pedestrian curb bulbs and enhanced crossing treatments along Pioneer Way at City Beach/Ely/Dock/Hathaway/Ireland/Ilwaco/Jensen and Midway (maintain turning lanes at Pioneer and Midway).
 - Install all-way stop control at the intersection of Pioneer Way and Ireland.

Cumulative Assessment

In order to provide a cumulative assessment of these alternative solutions in the context of future development in the downtown area as well as throughout the greater Oak Harbor area a planning level determination of future traffic conditions in the downtown core was developed. This future baseline assessment included the following assumptions:

- Existing (1998) turning movement volumes were factored by 12 percent to account for general vicinity traffic growth.
- New trips associated with the *Harbor Watch* redevelopment and the marina expansion at the Seaplane Base, Naval Air Station, were determined. An additional 275 p.m. peak hour trips were added to the downtown street system and distributed in a manner likely to result from these projects.

Table 1 summarizes intersection levels of service under these baseline future assumptions. All intersections would operate at LOS D or better with the exception of Pioneer Way and SR 20. However, recently completed signal phasing improvements so that westbound right turning movements could occur simultaneously with the southbound phase, improve the signal efficiency and operation to LOS C at the Pioneer Way and SR 20 intersection.

Table 1: Future Baseline Intersection Levels of Service

| Intersection | 1998 Existing | Future Baseline Conditions |
|---|----------------------|----------------------------|
| Pioneer Way at City Beach Street | LOS B (9 sec.) | LOS B (11 sec.) |
| Pioneer Way at Dock Street | LOS B (8 sec.) | LOS B (8 sec.) |
| Pioneer Way at Midway Boulevard | LOS B (9 sec.) | LOS B (11 sec.) |
| SE 8 th Avenue at Midway Boulevard | LOS B (10 sec.) | LOS B (10 sec.) |
| SE 8 th Avenue at SR 20 | LOS B (10 sec.) | LOS B (11 sec.) |
| SE Barrington Drive at SR 20 | LOS C (24 sec.) | LOS D (33 sec.) |
| Pioneer Way at SR 20 | LOS C (20 sec.) | LOS C (25 sec.) |
| Pioneer Way at Hathaway Street | LOS B (SB - 8 sec.) | LOS B (SB - 8 sec.) |
| Pioneer Way at Ireland Street | LOS B (SB - 8 sec.) | LOS B (SB - 9 sec.) |
| SE 8 th Avenue at Midway Boulevard | LOS B (EB - 9 sec.) | LOS C (EB - 11 sec.) |
| SE Barrington Street at Dock Street | LOS A (SB - 5 sec.) | LOS B (SB - 5 sec.) |
| SE 8 th Avenue at Ireland Street | LOS B (AWS - 9 sec.) | LOS C (AWS - 12 sec.) |

Level of Service Evaluation

Table 2 summarizes intersection levels of service under the alternative one-way and two-way improved street systems. As shown, all intersections would operate at LOS C or better, with the exception of SR 20 and Barrington, which would operate at LOS D. Specific traffic control, vehicular flow, parking, and pedestrian environment improvements are shown in Figures 1 through 6 for alternative street systems.

Table 2: Future PM Peak Intersection Levels of Service

| Intersection | 1998 Existing | Pioneer One-Way to Midway | Pioneer One-Way to Ireland | Improved Two-Way System |
|---|----------------------|-------------------------------|----------------------------|-------------------------|
| Pioneer Way at City Beach Street | LOS B (9 sec.) | | | LOS B (11 sec.) |
| Pioneer Way at Dock Street | LOS B (8 sec.) | LOS B (TWSC - 8 sec.) | LOS B (TWSC - 8 sec.) | |
| Pioneer Way at Midway Boulevard | LOS B (9 sec.) | LOS B (13 sec.) | | LOS B (11 sec.) |
| SE 8 th Avenue at Midway Boulevard | LOS B (10 sec.) | | LOS B (10 sec.) | LOS B (10 sec.) |
| SE 8 th Avenue at SR 20 | LOS B (10 sec.) | LOS B (11 sec.) | LOS B (11 sec.) | LOS B (11 sec.) |
| SE Barrington Drive at SR 20 | LOS C (24 sec.) | LOS D (28 sec.) | LOS D (27 sec.) | LOS D (33 sec.) |
| Pioneer Way at SR 20 | LOS C (20 sec.) | LOS C (18 sec.) | LOS C (18 sec.) | LOS C (20 sec.) |
| Pioneer Way at Halhaway Street | LOS B (SB - 8 sec.) | No Critical Turning Movements | LOS B (SB - 8 sec.) | LOS B (SB - 8 sec.) |
| Pioneer Way at Ireland Street | LOS B (SB - 8 sec.) | LOS B (SB - 6 sec.) | LOS A (EB - 3 sec.) | LOS B (AWS - 8 sec.) |
| SE 9 th Avenue at Midway Boulevard | LOS B (EB - 9 sec.) | LOS C (EB - 16 sec.) | LOS C (EB - 11 sec.) | LOS C (EB - 11 sec.) |
| SE Barrington Street at Dock Street | LOS A (SB - 5 sec.) | LOS B (SB - 9 sec.) | | LOS B (SB - 5 sec.) |
| SE 8 th Avenue at Ireland Street | LOS B (AWS - 9 sec.) | LOS C (TWSC - 18 sec.) | LOS C (AWS - 14 sec.) | LOS C (AWS - 12 sec.) |

Note: Shaded cells indicate a significant decrease in level of service compared with future baseline no-action conditions (i.e., without any improvements).

Recommendations by Alternative

Table 3 provides a summary of pedestrian space enhancements and implications to on-street parking supply by alternative. Table 4 summarizes planning-level costs of each alternative by major sub-elements including curb bulb treatments, increased pedestrian curb space, signal control measures, other traffic control and traffic flow elements, and on-street parking treatments. Tables 5 through 9 highlight specific recommendations to traffic control, signal improvements, vehicular flow, parking, and pedestrian enhancements by each alternative roadway configuration.

Although truck circulation and load/unload zones are discussed at a conceptual level within the summary tables, a detailed identification of specific locations is not provided given the uncertainties of the next level of design efforts and the number of alternatives presented in this report. However, at a conceptual level, large truck movements would be restricted on Pioneer Way itself between City Beach Street and Midway Boulevard and routed to Bayshore Drive through the downtown core. Two major study objectives would both reduce the overall street width of Pioneer Way as well as constrict turning movement radii for larger vehicle movements at intersections within the corridor. As well, the enhanced "pedestrian" environment of the downtown core would not be conducive to continued large trucking movements along Pioneer Way.

Deliveries via smaller wheel-based truck within the downtown core would be enhanced through the use of load/unload zones opposite street parking strategically placed along Pioneer Way. These areas would also concurrently serve as larger street areas for fire and emergency vehicle accessibility needs. Again the exact placement and total number of these zones would greatly depend upon emergency and fire access needs, but generally would be placed at approximately 1 per every other block face or more along Pioneer Way. Additionally, depending upon the final alternative selected, increased on-street parking supply along Pioneer Way would allow load/unload zones on side-streets to be located to accommodate local service and delivery needs.

Table 3: Pedestrian Space and Parking Stall Implications by Alternative

| | City Beach to Ely | Ely to Dock | Dock to Hathaway | Hathaway to Ilwaco | Ilwaco to Midway | Increased Pedestrian Space (sq ft) | On-Street Parking Supply |
|------------------------------|-------------------|-------------|------------------|--------------------|------------------|------------------------------------|--------------------------|
| Alternative 1 Cross-Section | 32 | 32 | 32 | 32 | 32 | | + 88 stalls |
| Increased Pedestrian Space | - | 2,800 | 3,000 | 2,760 | 2,700 | 11,260 | |
| Alternative 2 Cross-Section | 32 | 32 | 32 | 32 | 38 | | + 57 stalls |
| Increased Pedestrian Space | - | 2,800 | 3,000 | 2,760 | - | 8,560 | |
| Alternative 3 Cross-Section | 28 | 36 | 36 | 36 | 36 | | no change |
| Increased Pedestrian Space | 2,000 | 800 | 1,500 | 1,480 | 900 | 6,680 | |
| Alternative 4a Cross-Section | 28 | 28 | 28 | 28 | 28 | | - 37 stalls |
| Increased Pedestrian Space | 2,000 | 4,800 | 4,500 | 4,040 | 4,500 | 19,840 | |
| Alternative 4b Cross-Section | 28 | 37 | 37 | 37 | 37 | | + 44 stalls |
| Increased Pedestrian Space | 2,000 | 300 | 1,125 | 1,160 | 450 | 5,035 | |

Table 4: Planning-Level Cost Estimates by Alternative

| | Increased Curb Space | Intersection Approach Narrowing | Signal Improvements | Traffic Flow Improvements | Parking Enhancements | Total Cost |
|----------------|----------------------|---------------------------------|---------------------|---------------------------|----------------------|------------|
| Alternative 1 | \$188,600 | \$180,000 | \$21,000 | \$119,250 | \$3,700 | \$512,550 |
| Alternative 2 | \$143,400 | \$150,000 | \$19,500 | \$123,375 | \$3,175 | \$439,450 |
| Alternative 3 | \$111,900 | \$180,000 | \$19,500 | \$81,250 | \$1,500 | \$394,150 |
| Alternative 4a | \$332,300 | \$180,000 | \$19,500 | \$88,250 | \$3,250 | \$623,300 |
| Alternative 4b | \$84,300 | \$180,000 | \$19,500 | \$88,250 | \$3,700 | \$375,750 |

Figures 1 through 4 provide street-level conceptual diagrams of each alternative configuration. Figures 5 and 6 provide the meandering travelway configuration of one-way alternatives in the context of on-street angle parking. The meandering configurations would also apply to the two-way alternatives, with changes in cross-section and parking configuration. Figures 7 through 9 overview specific elements of the one-way and two-way traffic flow improvements necessary to implement major circulation enhancements.

Alternatives 1 and 4B were selected by the citizens steering committee as the preferred alternatives for further analysis and public involvement.

Table 5: Alternative #1 Pioneer One-Way to Midway - Proposed Improvements

| Type of Improvement | Treatment | Description | Justification | Planning Cost Estimate |
|----------------------------|------------------------------------|--|---|------------------------|
| Traffic Control | Signal Improvements | Phasing-timing improvements at Pioneer Way and Bayshore/City Beach Street | Facilitate vehicular flow back to SR 20. | \$3,500 |
| | | Remove signal control at Pioneer Way/Dock Street | Not warranted due to volume and one-way system on Pioneer. | \$12,500 |
| | | Phasing-timing improvements at Pioneer Way and Midway Blvd | Facilitate westbound vehicular flow back to SR 20 via Bayshore and SE 8 th Avenue | \$3,500 |
| | | Phasing-timing improvements at SE 8 th Avenue and Midway Blvd | Facilitate westbound vehicular flow back to SR 20 via SE 8 th Ave | \$1,500 |
| | Stop Sign Control | Convert Pioneer/Dock Street intersection to two-way stop control with Pioneer Way as the major street. | Facilitate traffic movement on Pioneer Way under a one-way system. | \$1,000 |
| | Turning Restrictions | Install signage at key entry/exit intersection along Pioneer Way to restrict movements westbound on Pioneer Way | Facilitate traffic movement and provide safe operation of Pioneer Way under a one-way system. | \$1,500 |
| Vehicular Flow | One-Way Streets | Converts Pioneer Way from a two-way street to a one-way eastbound street between City Beach Street and Midway Blvd. | Convert street to a one-way system to increase on-street parking availability and pedestrian environment on Pioneer Way. | \$15,000 |
| | Two-Way Streets | Convert Ely Street from a one-way northbound (between Pioneer and Barrington) to a two-way street. | Facilitate traffic movement to one-way street system on Pioneer and improve local circulation alternatives. | \$4,250 |
| | | Convert Dock Street from a one-way southbound (between Pioneer and Barrington) to a two-way street. | Facilitate traffic movement to one-way street system on Pioneer and improve local circulation alternatives. | \$4,250 |
| | Intersection Approaches | Install island and rechannelize intersection to improve turning movement radius and safety at City Beach Street and Bayshore | Improve safety and operation. | \$85,000 |
| Parking Configuration | On-street Parking Availability | Convert existing on-street parallel parking to angle parking along specific streets segments on Pioneer Way | Increase parking availability to downtown business and enhance vehicular access. Increases on-street spaces by 88 stalls. | \$2,200 |
| | Signage/ Visibility | Install signage to direct drivers to available off-street public parking. | Improve parking access. | \$1,500 |
| Goods Movement | Truck Route | Restrict large tractor trailer movements to Bayshore Drive through signage. | Roadway configuration would be too narrow for larger vehicles. | \$750 |
| | Local Deliveries/Load-Unload Zones | Provide for load/unload zones between each block on opposing street face of angle parking | Maintain local deliveries for business and reduce conflicts with parking vehicles and moving traffic. | \$7,500 |
| Pedestrian Environment | Increase Pedestrian Space | Narrow roadway at key intersections to improve pedestrian visibility and decrease pedestrian exposure. | Expand curb face extensions into roadway where space is available to improve pedestrian environment. | \$188,600 |
| | Pedestrian Safety | Calm traffic on Pioneer through roadway narrowing and horizontal obstacles (parked vehicles). | Increase pedestrian safety through installation of curb bulbs at key crossing locations. | \$180,000 |
| Total Capital Costs | | | | \$512,550 |

Table 6: Alternative #2 Pioneer One-Way to Ireland - Proposed Improvements

| Type of Improvement | Treatment | Description | Justification | Planning Cost Estimate |
|----------------------------|------------------------------------|---|--|-------------------------------|
| Traffic Control | Signal Improvements | Phasing-timing improvements at Pioneer Way and Bayshore/City Beach Street | Facilitate vehicular flow back to SR 20. | \$3,500 |
| | | Remove signal control at Pioneer Way/Dock Street | Not warranted due to volume and one-way system on Pioneer. | \$12,500 |
| | | Phasing-timing improvements at Pioneer Way and Midway Blvd | Facilitate westbound vehicular flow back to SR 20 via Bayshore and SE 8 th Avenue | \$3,500 |
| | Stop Sign Control | Convert SE 8 th Avenue/Ireland intersection to all-way stop control. | Facilitate large traffic movements on opposing intersection legs. | \$500 |
| | | Convert Pioneer/Dock Street intersection to two-way stop control with Pioneer as the major street. | Facilitate traffic movement on Pioneer Way under a one-way system. | \$1,500 |
| | | Convert Barrington/SE 8 th Avenue intersection to stop control on southbound Ireland and eastbound 8 th . | Facilitate westbound vehicular flow back to SR 20 Barrington Drive. | \$750 |
| | Turning Restrictions | Install signage at key entry/exit intersection along Pioneer Way to restrict westbound movements | Facilitate traffic movement and provide safe operation of Pioneer Way under a one-way system. | \$1,500 |
| | | Converts Pioneer Way from a two-way street to a one-way eastbound street between City Beach Street and Ireland Street | Convert street to a one-way system to increase on-street parking availability and pedestrian environment on Pioneer Way. | \$10,125 |
| | | Convert Ely Street from a one-way northbound (between Pioneer and Barrington) to a two-way street. | Facilitate traffic movement to one-way street system on Pioneer and improve local circulation alternatives. | \$4,250 |
| | Two-Way Streets | Convert Dock Street from a one-way southbound (between Pioneer and Barrington) to a two-way street. | Facilitate traffic movement to one-way street system on Pioneer and improve local circulation alternatives. | \$4,250 |
| | | Switch directional flow on Hathaway/Ireland couplet. | Facilitate westbound vehicular flow back to SR 20 Barrington Drive. | \$9,750 |
| | | Intersection Approaches | Install island and rechannelize intersection to improve turning movement radius and safety at City Beach Street and Bayshore | Improve safety and operation. |
| Parking Configuration | On-street Parking Availability | Convert existing on-street parallel parking to angle parking along specific streets segments on Pioneer Way | Increase parking availability to downtown business and enhance vehicular access. Increases on-street spaces by 67 spaces. | \$1,675 |
| | Signage/ Visibility | Install signage to direct drivers to available off-street public parking. | Improve parking access. | \$1,500 |
| Goods Movement | Truck Route | Restrict large tractor trailer movements to Bayshore Drive. | Roadway configuration would be too narrow for larger vehicles. | \$750 |
| | Local Deliveries/Load-Unload Zones | Provide for load/unload zones between each block on opposing street face of angle parking | Maintain local deliveries for business and reduce conflicts with parking vehicles and moving traffic. | \$5,000 |
| Pedestrian Environment | Increase Pedestrian Space | Narrow roadway at key intersections to improve pedestrian visibility and decrease pedestrian exposure. | Expand curb face extensions into roadway where space is available to improve pedestrian environment. | \$143,400 |
| | Pedestrian Safety | Calm traffic on Pioneer through roadway narrowing and horizontal obstacles (parked vehicles). | Increase pedestrian safety through installation of curb bulbs at key crossing locations. | \$150,000 |
| Total Capital Costs | | | | \$439,450 |

Table 7: Alternative #3 Improved Pioneer Two-Way System - Proposed Improvements

| Type of Improvement | Treatment | Description | Justification | Planning Cost Estimate |
|----------------------------------|------------------------------------|---|---|-------------------------------|
| Traffic Control | Signal Improvements | Phasing-timing improvements at Pioneer Way and Bayshore/City Beach Street | Facilitate vehicular flow to SR 20 via Bayshore Drive. | \$3,500 |
| | | Remove signal control at Pioneer Way/Dock Street | Not warranted due to volume and one-way system on Pioneer. | \$12,500 |
| | | Phasing-timing improvements at Pioneer Way and Midway Blvd | Facilitate vehicular flow to SR 20 via Bayshore Drive. | \$3,500 |
| | Stop Sign Control | Convert SE 8 th Avenue/Ireland intersection to all-way stop control. | Facilitate large traffic movements on opposing intersection legs. | \$500 |
| | | Convert Pioneer/Dock Street intersection to all-way stop control | Existing signal not warranted. All-way stop provides arterial calming effect on Pioneer and minimizes delay to side street mobility and access across Pioneer Way. | \$1,000 |
| | | Convert Pioneer/Ireland Street intersection to all-way stop control | All-way stop provides arterial calming effect on Pioneer and minimizes delay to side street mobility and access onto Pioneer Way. | \$1,000 |
| Vehicular Flow | Two-Way Streets | Convert Ely Street from a one-way northbound (between Pioneer and Barrington) to a two-way street. | Facilitate traffic movement to two-way street system on Pioneer and improve local circulation. | \$1,500 |
| | | Convert Dock Street from a one-way southbound (between Pioneer and Barrington) to a two-way street. | Facilitate traffic movement to two-way street system on Pioneer and improve local circulation. | \$1,500 |
| | | Intersection Approaches | Install island and rechannelize intersection to improve turning movement radius and safety at City Beach Street and Bayshore | Improve safety and operation. |
| Parking Configuration | On-street Parking Availability | Loss of some on-street parking may result through improvements to pedestrian environment and crossing treatments. | No on-street parking deficiencies currently exist nor would demand change significantly given Harbor Watch redevelopment. | \$0 |
| | Signage/ Visibility | Install signage to direct drivers to available off-street public parking. | Improve parking access. | \$1,500 |
| Goods Movement, Local Deliveries | Truck Route | Restrict large tractor-trailer movements to Bayshore Drive. | Roadway configuration would be too narrow for larger vehicles. | \$750 |
| | Local Deliveries/Load-Unload Zones | Provide for load/unload zones between each block. | Maintain local deliveries for business and reduce conflicts with parking vehicles and moving traffic. | \$0 |
| Pedestrian Environment | Increase Pedestrian Space | Narrow roadway at key intersections to improve pedestrian visibility and decrease pedestrian exposure. | Curb bulb installation at key locations, and curb face extensions into roadway where space is available. | \$111,900 |
| | Pedestrian Safety | Calm traffic on Pioneer through roadway narrowing and curb bulbs at each intersection. | Narrow entire curb-to-curb space to 36 feet. Narrow intersection approaches with curb bulbs to 20 feet. Provide turning lanes where demand warrants throughout Pioneer Way. | \$180,000 |
| Total Capital Costs | | | | \$394,150 |

Table 8: Alternative #4a Meandering Two-Way System on Pioneer with Parallel Parking Configuration - Proposed Improvements

| Type of Improvement | Treatment | Description | Justification | Planning Cost Estimate |
|----------------------------------|------------------------------------|--|---|------------------------|
| Traffic Control | Signal Improvements | Phasing-timing improvements at Pioneer Way and Bayshore/City Beach Street | Facilitate vehicular flow to SR 20 via Bayshore Drive. | \$3,500 |
| | | Remove signal control at Pioneer Way/Dock Street | Not warranted due to volume and one-way system on Pioneer. | \$12,500 |
| | | Phasing-timing improvements at Pioneer Way and Midway Blvd | Facilitate vehicular flow to SR 20 via Bayshore Drive. | \$3,500 |
| | Stop Sign Control | Convert Pioneer/Dock Street Intersection to all-way stop control | Existing signal not warranted. All-way stop provides arterial calming affect on Pioneer and minimizes delay to side street mobility and access across Pioneer Way. | \$1,000 |
| | | Convert Pioneer/Ireland Street Intersection to all-way stop control | All-way stop provides arterial calming affect on Pioneer and minimizes delay to side street mobility and access onto Pioneer Way. | \$1,000 |
| Vehicular Flow | Two-Way Streets | Convert Ely Street from a one-way northbound (between Pioneer and Barrington) to a two-way street. | Facilitate traffic movement to two-way street system on Pioneer and improve local circulation. | \$1,500 |
| | | Convert Dock Street from a one-way southbound (between Pioneer and Barrington) to a two-way street. | Facilitate traffic movement to two-way street system on Pioneer and improve local circulation. | \$1,500 |
| | Intersection Approaches | Install island and rechannelize intersection to improve turning movement radius and safety at City Beach Street and Bayshore | Improve safety and operation. | \$75,000 |
| Parking Configuration | On-street Parking Availability | Loss of some on-street parking may result through improvements to pedestrian environment and crossing treatments. | Elimination of 37 stalls. | \$1,750 |
| | Signage/ Visibility | Install signage to direct drivers to available off-street public parking. | Improve parking access. | \$1,500 |
| Goods Movement, Local Deliveries | Truck Route | Restrict large tractor trailer movements to Bayshore Drive. | Roadway configuration would be too narrow for larger vehicles. | \$750 |
| | Local Deliveries/Load-Unload Zones | Provide for load/unload zones between each block. | Maintain local deliveries for business and reduce conflicts with parking vehicles and moving traffic. | \$7,500 |
| Pedestrian Environment | Increase Pedestrian Space | Narrow roadway at key intersections to improve pedestrian visibility and decrease pedestrian exposure. | Curb bulb installation at key locations, and curb face extensions into roadway where space is available. | \$332,300 |
| | Pedestrian Safety | Calm traffic on Pioneer through roadway narrowing and curb bulbs at each intersection. | Narrow entire curb-to-curb space to 36 feet. Narrow intersection approaches with curb bulbs to 20 feet. Provide turning lanes where demand warrants throughout Pioneer Way. | \$180,000 |
| Total Capital Costs | | | | \$623,300 |

Table 9: Alternative #4b Meandering Two-Way System on Pioneer with Angle Parking Configuration - Proposed Improvements

| Type of Improvement | Treatment | Description | Justification | Planning Cost Estimate |
|----------------------------------|------------------------------------|--|---|------------------------|
| Traffic Control | Signal Improvements | Phasing-timing improvements at Pioneer Way and Bayshore/City Beach Street | Facilitate vehicular flow to SR 20 via Bayshore Drive. | \$3,500 |
| | | Remove signal control at Pioneer Way/Dock Street | Not warranted due to volume and one-way system on Pioneer. | \$12,500 |
| | | Phasing-timing improvements at Pioneer Way and Midway Blvd | Facilitate vehicular flow to SR 20 via Bayshore Drive. | \$3,500 |
| | Stop Sign Control | Convert Pioneer/Dock Street intersection to all-way stop control | Existing signal not warranted. All-way stop provides arterial calming affect on Pioneer and minimizes delay to side street mobility and access across Pioneer Way. | \$1,000 |
| | | Convert Pioneer/Ireland Street intersection to all-way stop control | All-way stop provides arterial calming affect on Pioneer and minimizes delay to side street mobility and access onto Pioneer Way. | \$1,000 |
| Vehicular Flow | Two-Way Streets | Convert Ely Street from a one-way northbound (between Pioneer and Barrington) to a two-way street. | Facilitate traffic movement to two-way street system on Pioneer and improve local circulation. | \$1,500 |
| | | Convert Dock Street from a one-way southbound (between Pioneer and Barrington) to a two-way street. | Facilitate traffic movement to two-way street system on Pioneer and improve local circulation. | \$1,500 |
| | Intersection Approaches | Install island and rechannelize intersection to improve turning movement radius and safety at City Beach Street and Bayshore | Improve safety and operation. | \$75,000 |
| Parking Configuration | On-street Parking Availability | Loss of some on-street parking may result through improvements to pedestrian environment and crossing treatments. | Creates 44 new stalls. | \$2,200 |
| | Signage/Visibility | Install signage to direct drivers to available off-street public parking. | Improve parking access. | \$1,500 |
| Goods Movement, Local Deliveries | Truck Route | Restrict large tractor trailer movements to Bayshore Drive. | Roadway configuration would be too narrow for larger vehicles. | \$750 |
| | Local Deliveries/Load-Unload Zones | Provide for load/unload zones between each block. | Maintain local deliveries for business and reduce conflicts with parking vehicles and moving traffic. | \$7,500 |
| Pedestrian Environment | Increase Pedestrian Space | Narrow roadway at key intersections to improve pedestrian visibility and decrease pedestrian exposure. | Curb bulb installation at key locations, and curb face extensions into roadway where space is available. | \$84,300 |
| | Pedestrian Safety | Calm traffic on Pioneer through roadway narrowing and curb bulbs at each intersection. | Narrow entire curb-to-curb space to 36 feet. Narrow intersection approaches with curb bulbs to 20 feet. Provide turning lanes where demand warrants throughout Pioneer Way. | \$180,000 |
| Total Capital Costs | | | | \$375,750 |

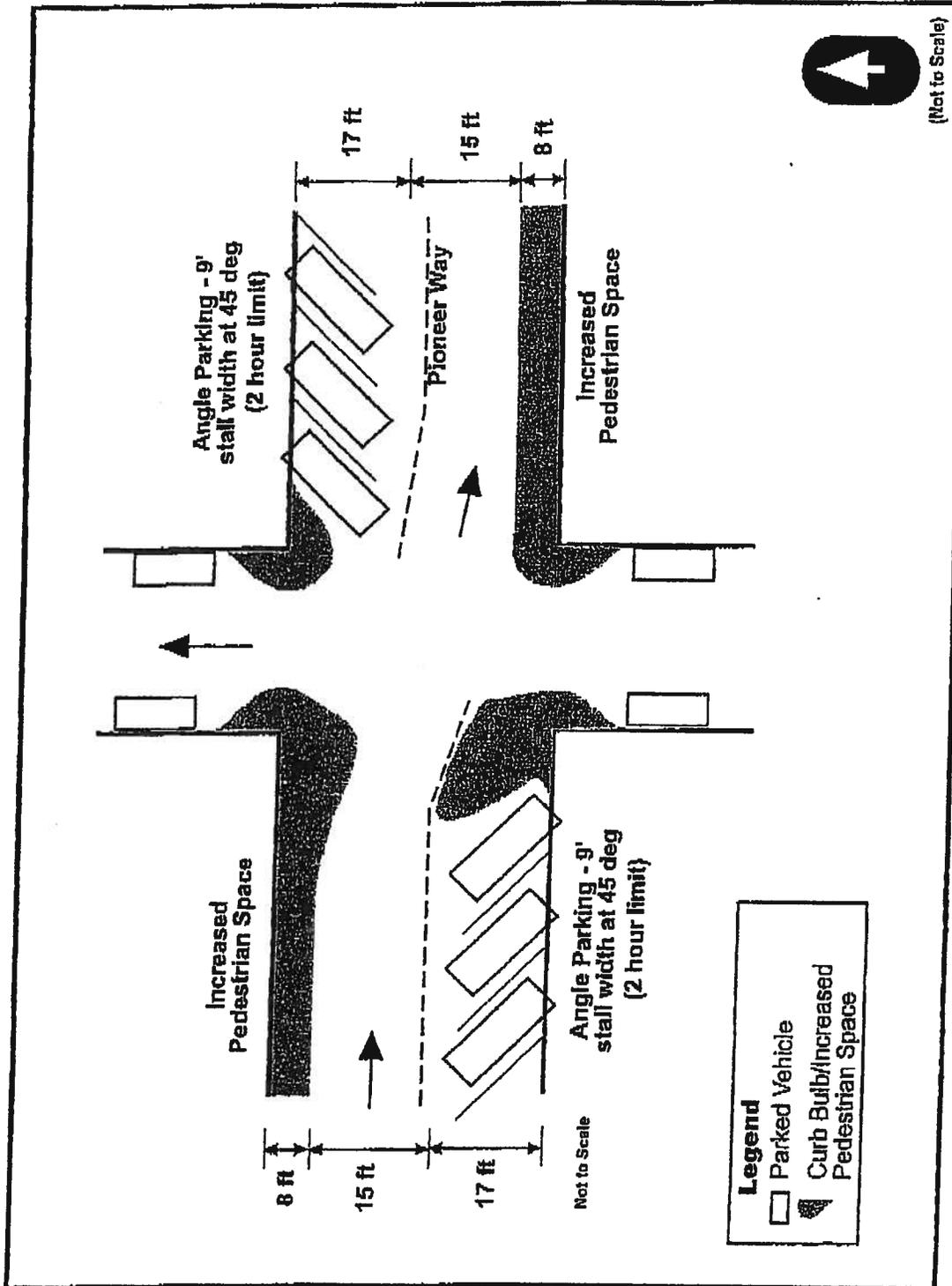


Figure 1
Alternatives 1 and 2 - Conceptual One-Way Configuration on Pioneer Way

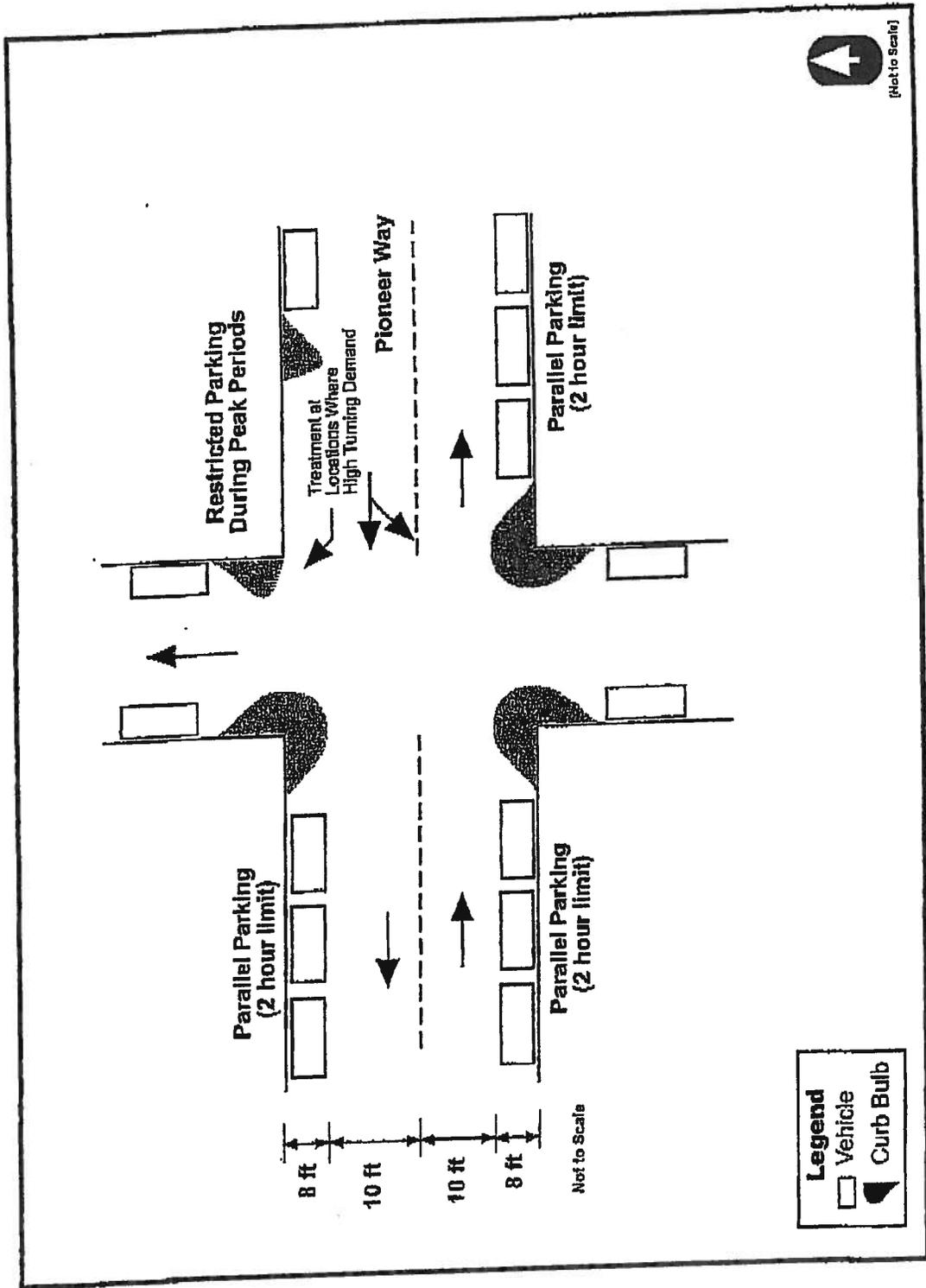


Figure 2
Alternative 3 - Conceptual Two-Way Configuration on Pioneer

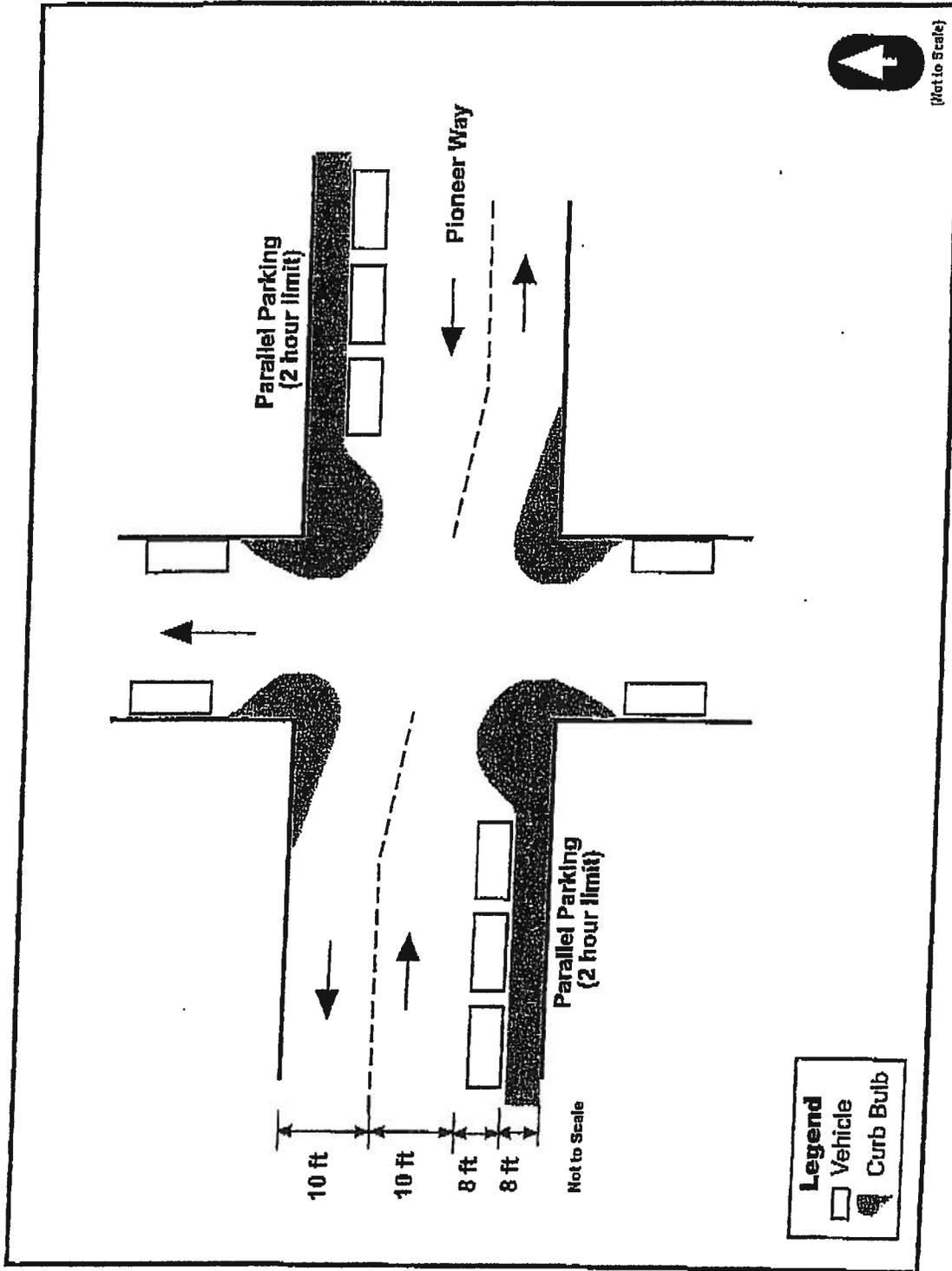


Figure 3
Alternative 4a - Conceptual Two-Way Configuration on Pioneer

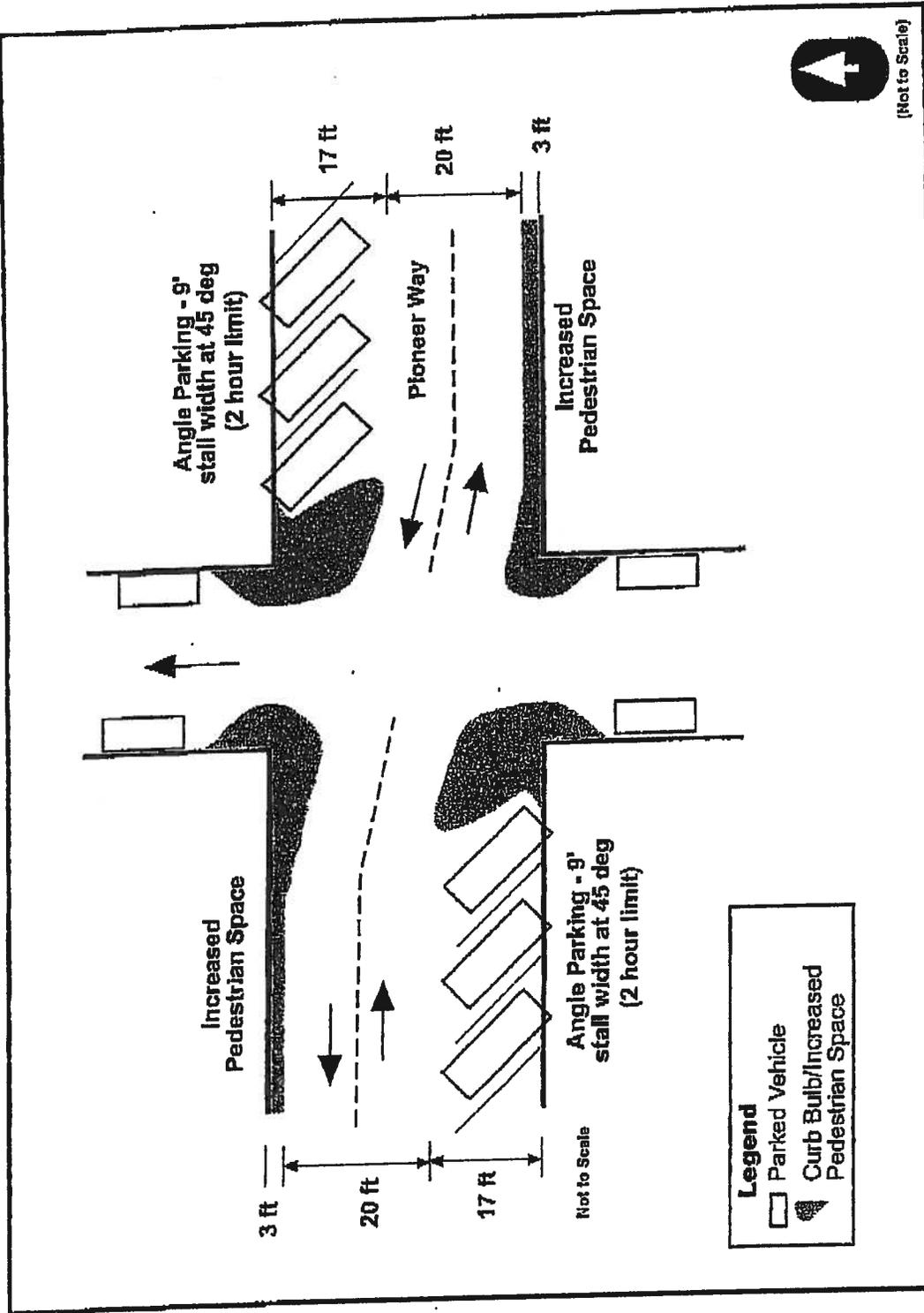
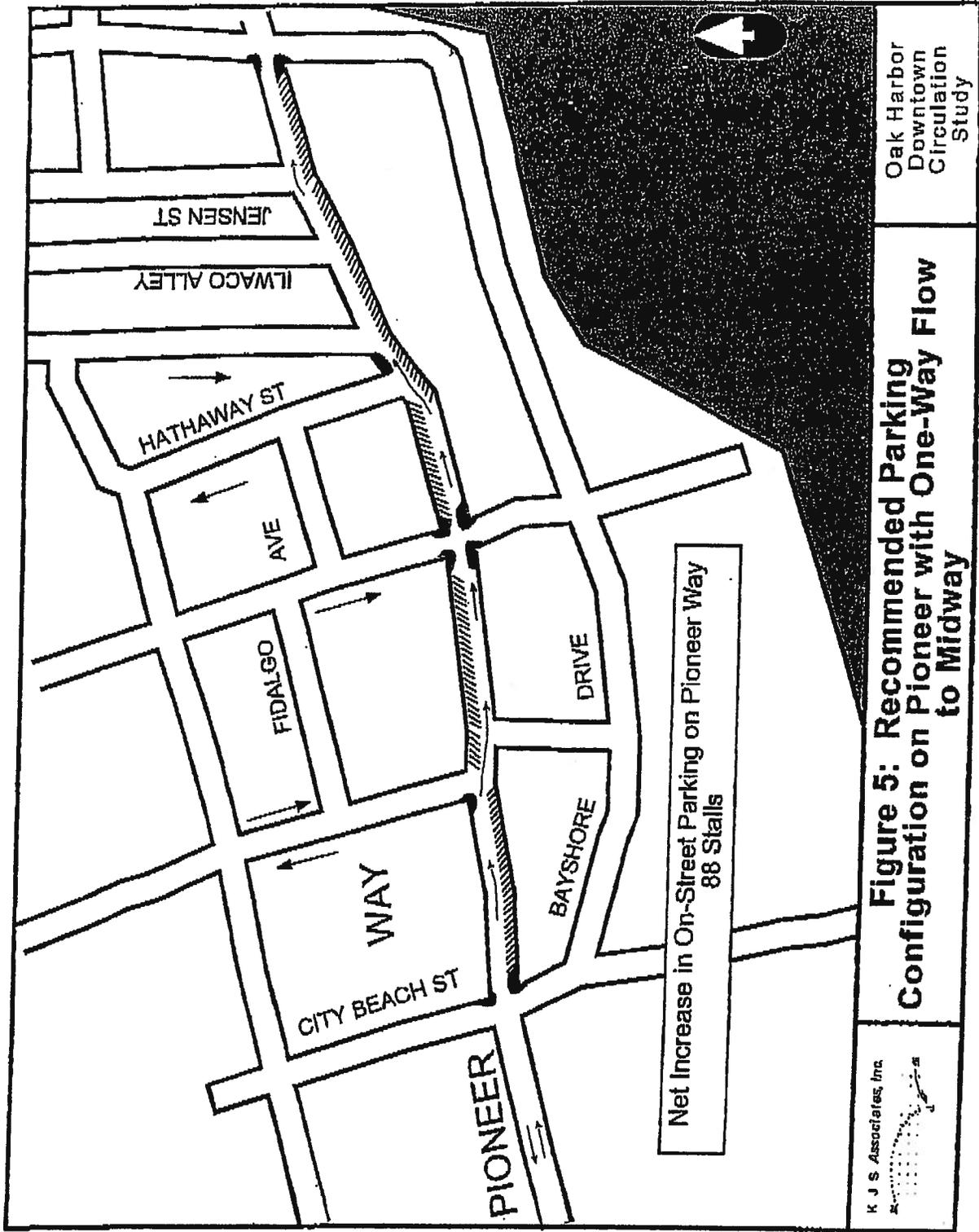


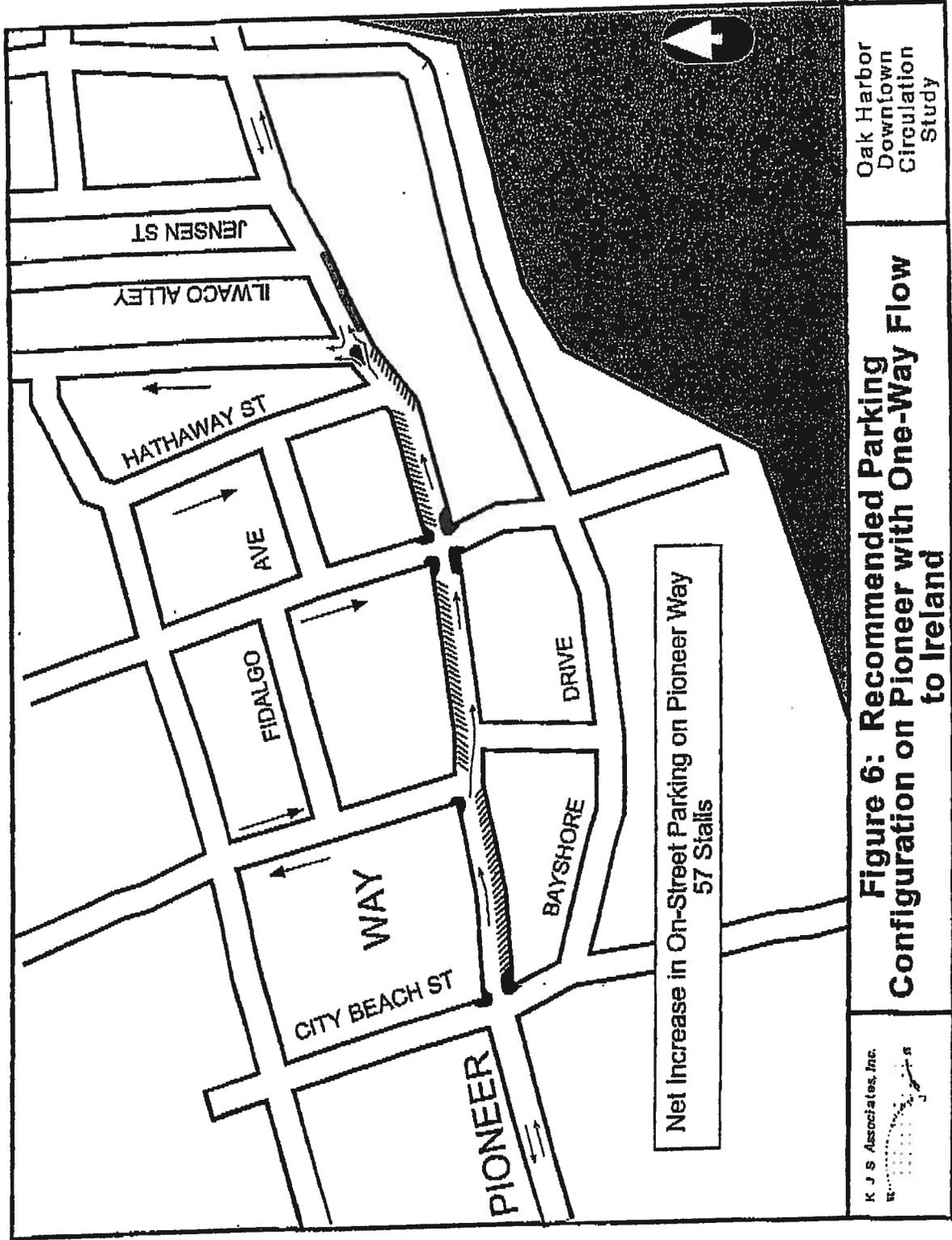
Figure 4
Alternative 4b - Conceptual Two-Way
Configuration on Pioneer Way

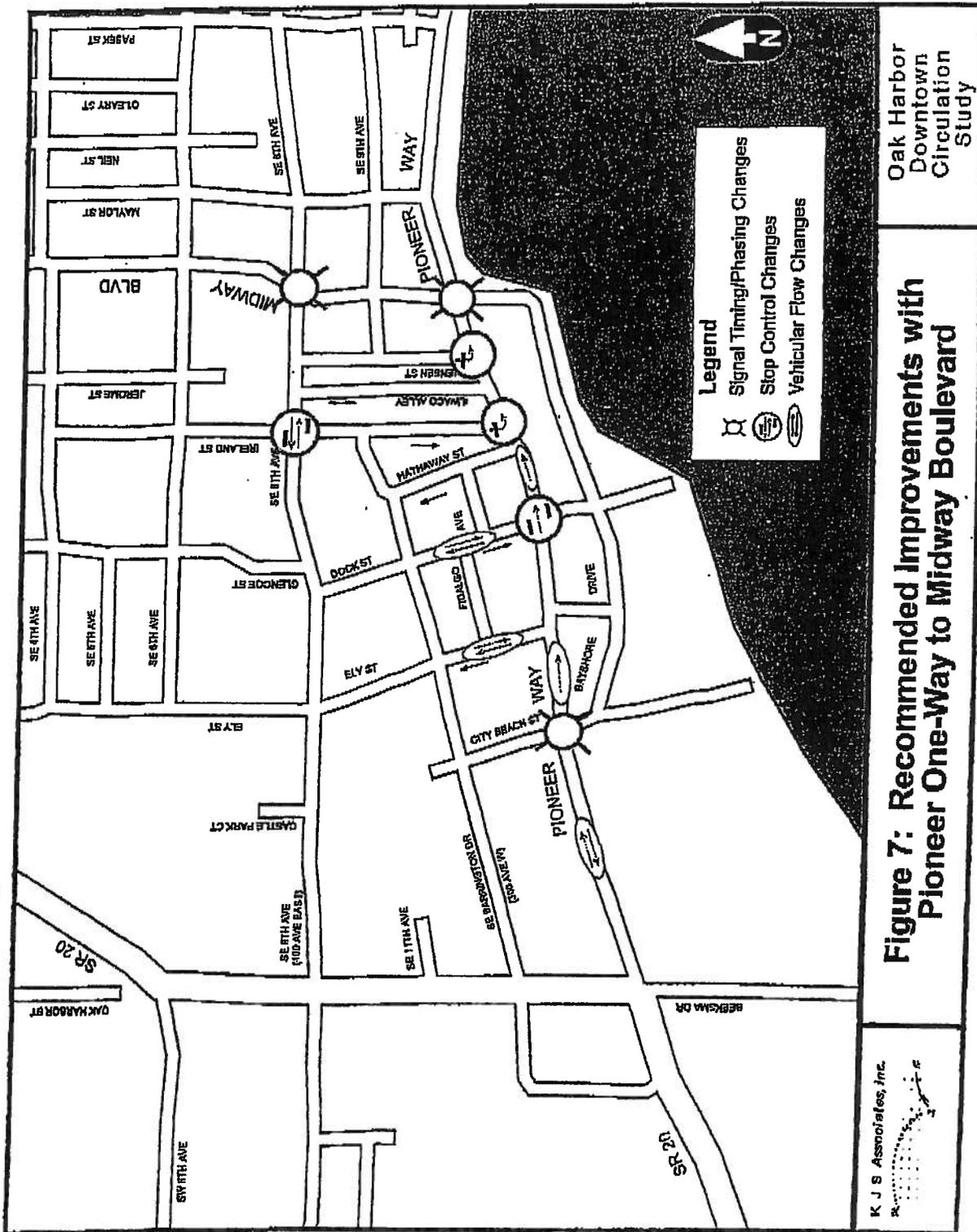


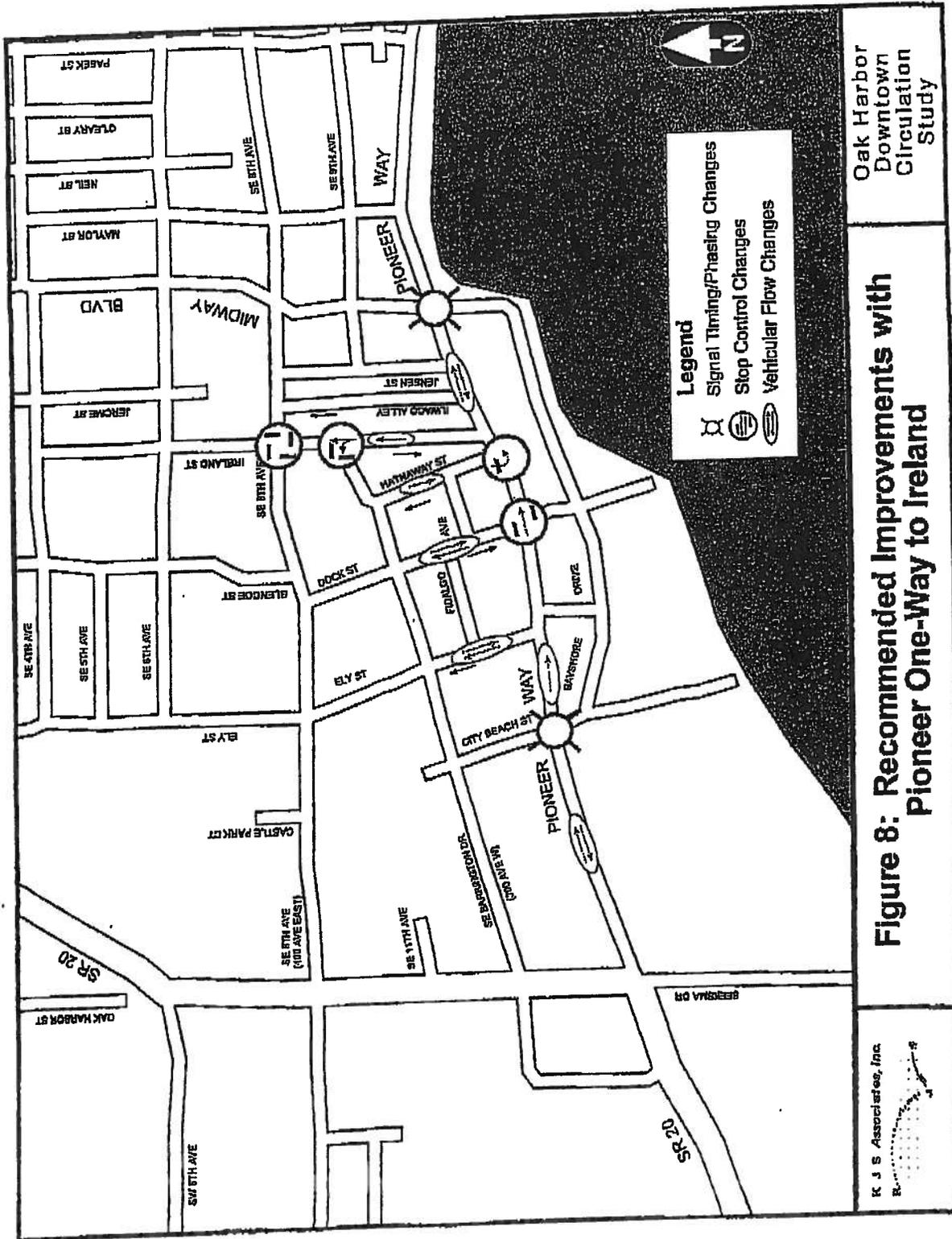
Oak Harbor
Downtown
Circulation
Study

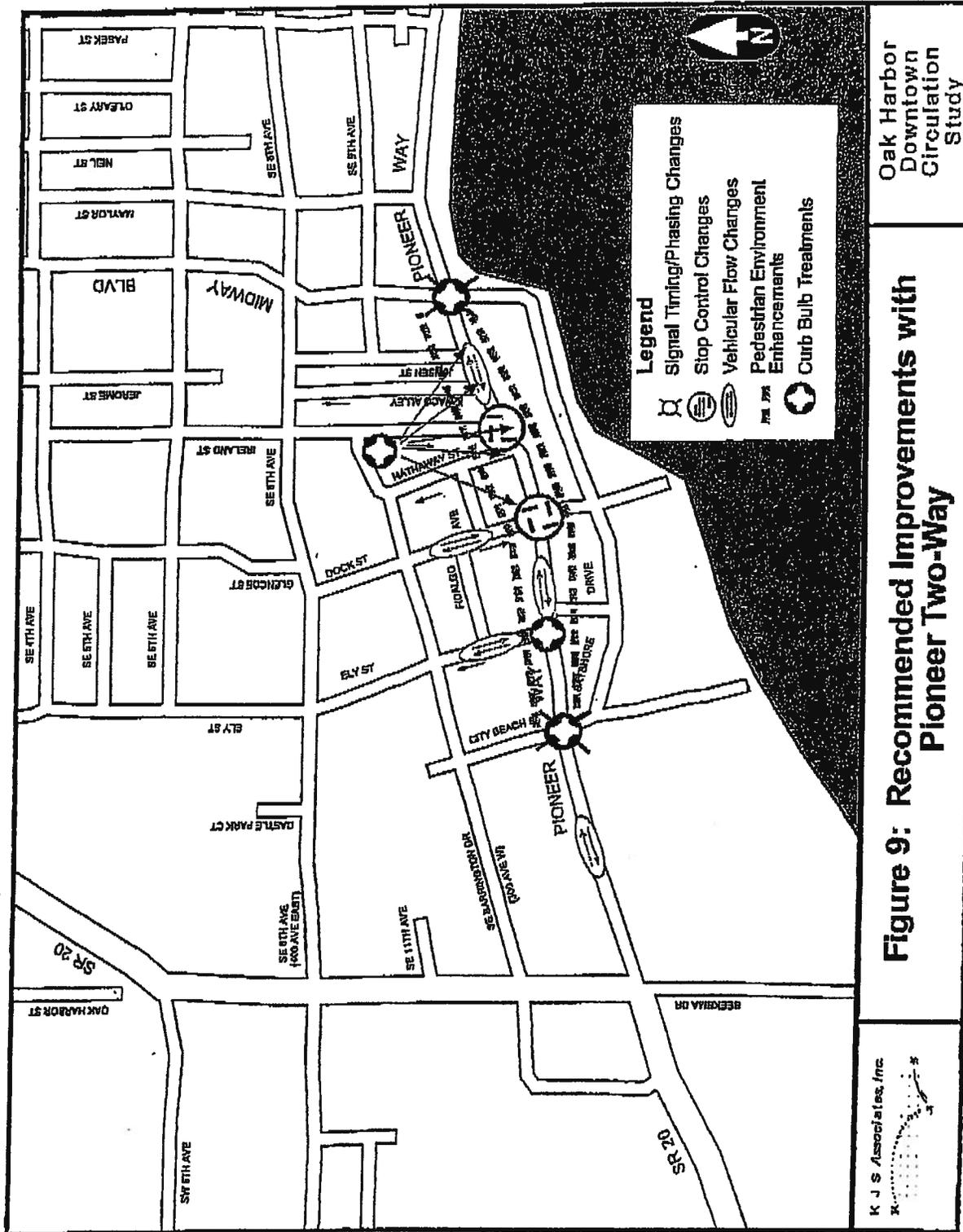
Figure 5: Recommended Parking Configuration on Pioneer with One-Way Flow to Midway











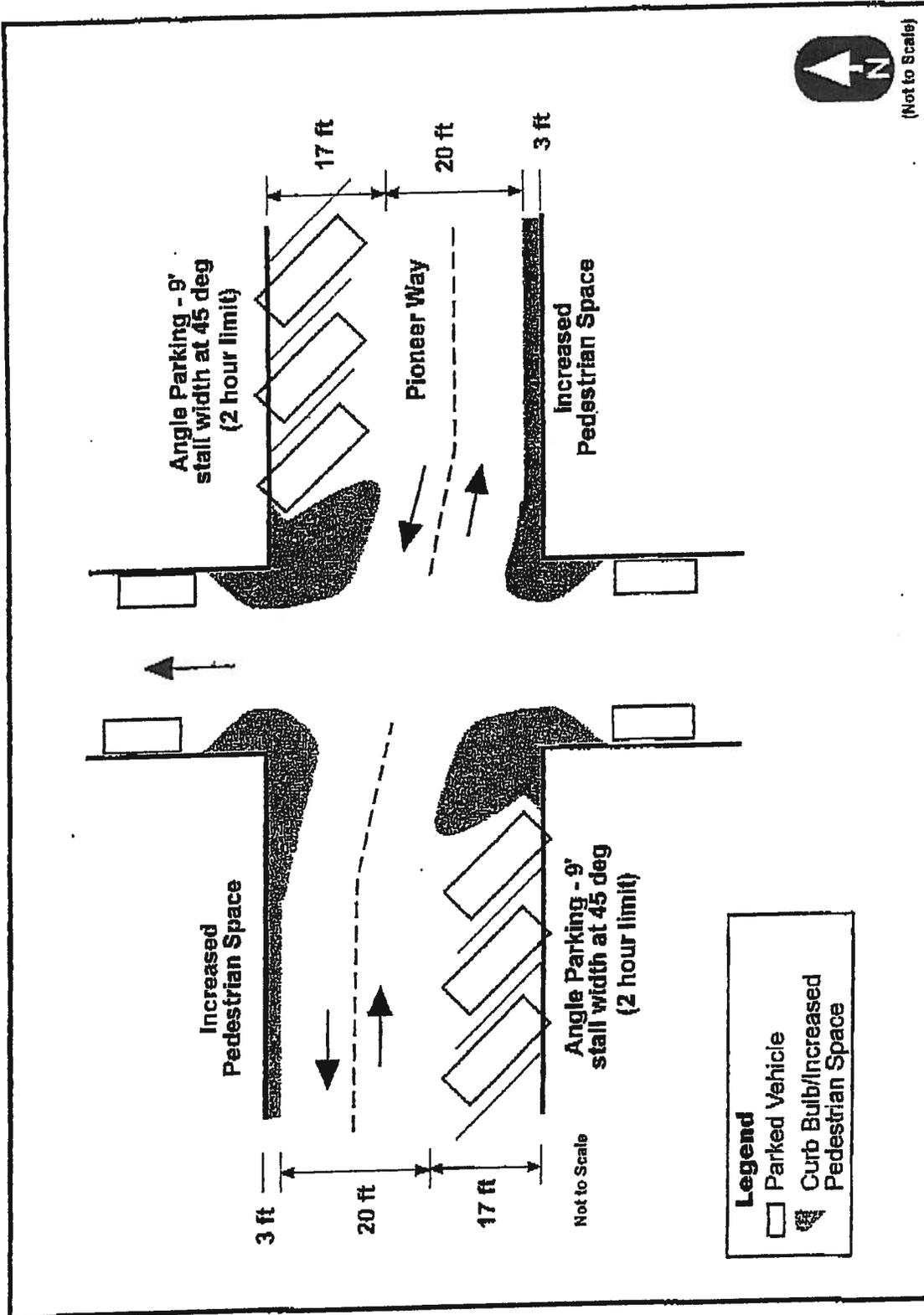


Figure 4
Alternative 4b - Conceptual Two-Way
Configuration on Pioneer Way



PORT ANGELES, WA SDAT:

DOWNTOWN PORT ANGELES AND THE GATEWAY CORRIDOR:
RECONNECTING TO THE COMMUNITY

A SUSTAINABLE DESIGN ASSESSMENT TEAM FINAL REPORT

PORT ANGELES, WA
MARCH 16-18, 2009

A - 64



The American Institute of Architects
1735 New York Ave., NW
Washington, DC 20006-5992
Phone 202.626.7300
www.aia.org



The American Institute of Architects Center for Communities by Design

turning lanes at some or all intersections, it may be possible to segregate trip types for more efficient flow and put the current right of way to another use.

TWO TWO-WAY STREETS

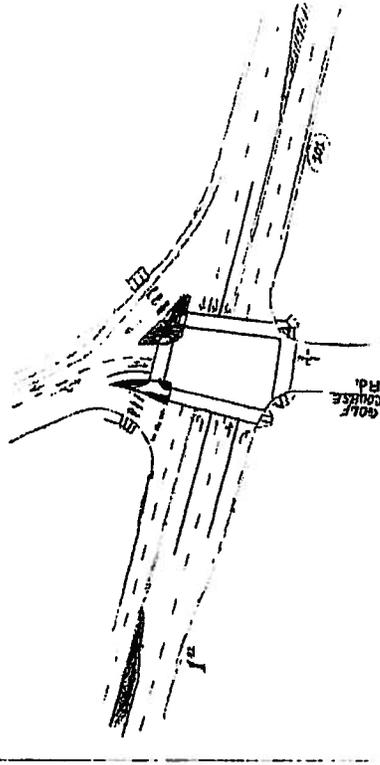
In this alternative First and Front Streets both become two-way streets. This change would help reduce the amount of circulating traffic, motorist that can't get to their destination in the most direct (shortest) path and must drive farther to go around the block. This circling activity is likely increasing the daily counts on First and Front by as much as 30%. By changing both streets to two-way operation, pollution can be reduced and it may be possible to add capacity. This change also would permit a new paradigm to emerge. Both streets would no longer be 'the state highway' if one of them has sufficient right-of-way space to serve the needs of the State.

RECOMMENDATION

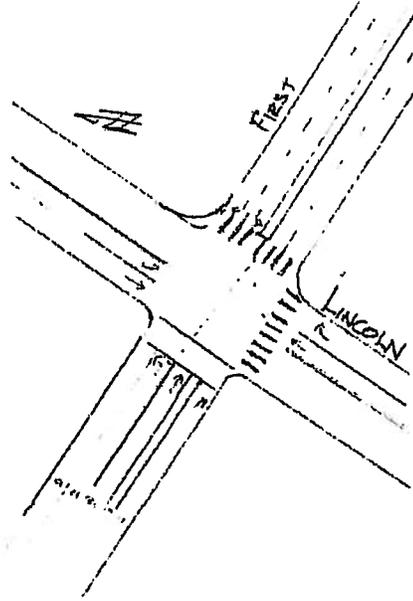
We recommend that Port Angeles explore with the Washington Department of Transportation ways to decouple Front and First Streets so that each street is returned to two-way operation. It is further recommended that First Street becomes the Highway 101 Route so that Front Street can be returned to Port Angeles as a local through street.

ONE FOUR LANE STATE ROUTE

The adoption of First Street as the designated State Route through Port Angeles to Lincoln would require First Street becomes a four-lane road with a median and no on-street parking. First Street has fifty-one feet of curb-to-curb



roadway over most of its length. Fifty-one feet is sufficient for four 11-foot travel lanes and a seven-foot median, or four 12-foot travel lanes and a 3-foot median. At major intersections, where a left-turn lane is needed, a nine- to eleven-foot turn lane is possible with narrower travel lanes until those intersections can be widened. For the recommended speed limit of 35 mph on Highway 101 in Port



President Anderson opened a public hearing regarding Council Bill No. 02-01-03, a proposed ordinance providing for the conversion of Hoyt Avenue (19th to 32nd Street), Wetmore Avenue (19th to 37th Street), and California Street (Rucker to Rockefeller) from one-way to two-way streets.

President Anderson invited public comment.

Wayne Wentz, City Traffic Engineer, and Michael Stringham, Perteet Engineering, gave a brief presentation regarding the project background, schedules, design alternatives, public involvement, benefits and challenges, and budget.

Maureen Moore, 2404 Hoyt #1, expressed concern at the lack of notification regarding the proposed street conversion and requested that the Council delay action to allow further citizen input.

The following individuals spoke in support of the proposed ordinance. They stated that it would make traffic patterns less confusing and help revitalize downtown Everett: Jim Kellest, Edward Jones Office, 2722 Colby; Dick Bennett, Downtown Everett Action Committee, 2707 Colby #900; and Sigfred Martinis, 2611 Rockefeller.

The following individuals spoke in opposition to the proposed ordinance. They expressed concern regarding safety issues related to left turns and the loss of parking spaces: Kal Leichtman, 3410 Colby #8; Al Furiak, 6312 Cypress; and Ruby Filmore.

Moved by Council Member Pope, seconded by Council Member Olson to close the public hearing.

Roll was called with all council members voting yes.

Motion carried.

**ADT Traffic counts
City of Oak Harbor**

| STREET | FROM | TO | 1999 | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 |
|--------------------------|--------------------------------|----------------------|-------|-------|-------|-------|-------|-------|-------|-------|------|
| SW Heller Street | SW Barrington Dr. | SW 8th Ave. | | 81190 | 7489 | 7824 | 7049 | 8955 | 7329 | 8124 | |
| SW Heller Street | SW Putnam Drive | W. Whidbey Ave. | 13001 | 6111 | 7448 | 8478 | 8763 | 8462 | 8735 | 8327 | |
| NW Heller Street | NW 2nd Ave. | NW 8th Ave. | 7719 | 8150 | 8870 | 7186 | 9569 | 9265 | 8572 | 8315 | |
| NW Heller Street | NW 8th Ave. | NW Crosby Ave. | | 8133 | 8795 | 8580 | 7808 | 8085 | 7938 | 7710 | |
| NW Heller Street | NW Crosby Ave. | N. Corp. City Limits | 7314 | 6392 | 7812 | 8293 | 8550 | 8394 | 7936 | 7604 | |
| SW Swantown Ave. | SR 20 | FL Nugent Ave. | 12047 | 20951 | 17780 | 11845 | 12884 | 12160 | 11490 | 11010 | |
| SW Swantown Ave. | SW Heller Street | SW Heller Street | 13300 | 6210 | 8765 | 8173 | 9226 | 8782 | 8180 | 8238 | |
| SW Scenic Heights Street | SR 20 | Thornberry Dr. | | 2822 | 2556 | 1941 | 2544 | 2693 | 2526 | 2280 | |
| FL Nugent Ave. | SW Swantown Ave. | Friend St. | 2200 | 3579 | 1868 | 917 | 2785 | 1878 | 2128 | 1899 | |
| SE Midway Blvd. | SE 8th | SW Nalhinus St. | 5012 | 9484 | 5334 | 5545 | 8122 | 5975 | 5681 | 5967 | |
| NE Midway Blvd. | NE 5th Ave. | SE 4th Ave. | 8778 | 8169 | 9133 | 8728 | 7574 | 7432 | 8333 | 6580 | |
| NE Goldie Street | NE 16th Ave. | NE 6th Ave. | 11284 | 12467 | 10697 | 11803 | 10414 | 9489 | 8992 | 9073 | |
| NE 16th Ave. | SR 20 | N. Corp. City Limits | 8343 | 8168 | 7879 | 8812 | 8198 | 7155 | 8451 | 8632 | |
| SR 20 | Regatta Drive | NE Goldie Street | 4551 | 1138 | 708 | 879 | 972 | 971 | 935 | 945 | |
| N. Oak Harbor Street | N. Oak Harbor Street | Regatta Drive | 1491 | 1138 | 3413 | 1380 | 1443 | 1418 | 1141 | 1278 | |
| SE Pioneer Way | SE Pioneer Way | NW Anchor Dr. | 3369 | 5365 | 9178 | 3726 | 4340 | 4226 | 5244 | 5900 | |
| SE Pioneer Way | SE Pioneer Way | SE City Beach Street | 13478 | 18600 | 10241 | 17482 | 13823 | 8400 | 11322 | 11736 | |
| SE Pioneer Way | SE Pioneer Way | Midway Blvd. | 8881 | 10367 | 11128 | 10452 | 9304 | 9227 | 8732 | 8288 | |
| SE Baysboro Drive | SE Baysboro Drive | SE Regatta Drive | 8594 | 8699 | 10666 | 7628 | 8120 | 7547 | 7473 | 7215 | |
| SW Erie Street | SW Barrington Drive | SE City Beach Street | 2737 | 2368 | 2313 | 5141 | 2418 | 2466 | 2150 | 1930 | |
| SW Fairhaven Drive | SW Fairhaven Drive | SR 20 | 887 | 926 | 4719 | 5015 | 4284 | 5073 | 3425 | 5027 | |
| SW Fairhaven Drive | SW 8th Ave. | SR 20 | 5640 | 2780 | 3038 | 1048 | 913 | 1083 | 1064 | 1085 | |
| NW Fairhaven Drive | W. Whidbey Ave. | SW 4th Ave. | 1117 | 2627 | 2213 | 2638 | 2532 | 2498 | 2590 | 2471 | |
| SE Barrington Drive | SE Ely Street | NW 3rd Ave. | 7335 | 6088 | 6902 | 7176 | 6454 | 8885 | 8677 | 7185 | |
| SE Ireland & SE 8th Ave. | SE Ireland Street | SE Ireland Street | 5724 | 5316 | 5620 | 5271 | 5225 | 4658 | 4469 | 5007 | |
| SE 6th Ave. | SE Barrington Drive | Midway Blvd. | 7783 | 4403 | 7282 | 5251 | 5828 | 4800 | 5120 | 4846 | |
| SW 6th Ave. | SW 6th Ave. | SE Ely Street | | 1239 | 1208 | 573 | 1144 | 1062 | 1462 | 1056 | |
| SE 6th Ave. | SW Fairhaven Drive | SW Fairhaven Drive | 3269 | 3680 | 3850 | 3903 | 4071 | 4087 | 3981 | 3874 | |
| SE 3rd Ave. | Midway Blvd. | SW Heller Street | 1300 | 1373 | 2176 | 1784 | 1418 | 1524 | 1545 | 1481 | |
| SE 4th Ave. | SE Cabot Drive & SE Ely Street | SE Regatta Drive | 5919 | 1691 | 1584 | 832 | 1499 | 885 | 1332 | 1211 | |
| E. Whidbey Ave. | Midway Blvd. | SE Regatta Drive | 3092 | 3219 | 4892 | 2888 | 2882 | 3050 | 2894 | 2828 | |
| W. Whidbey Ave. | SE Cabot Drive & SE Ely Street | S. Oak Harbor Street | 8648 | 6046 | 5542 | 4850 | 4712 | 4385 | 5035 | 4826 | |
| W. Whidbey Ave. | Midway Blvd. | Midway Blvd. | 8630 | 3186 | 1196 | 2109 | 1723 | 2086 | 2066 | 2230 | |
| W. Whidbey Ave. | Midway Blvd. | SE Regatta Drive | 7985 | 4715 | 4794 | 4850 | 6124 | 5517 | 5698 | 5502 | |
| W. Whidbey Ave. | Oak Harbor Street | SR 20 | 12981 | 11152 | 8965 | 9894 | 9280 | 8770 | 7924 | 7378 | |
| W. Whidbey Ave. | NW Jib Street | Oak Harbor Street | 8256 | 5018 | 5667 | 8488 | 7343 | 7767 | 8330 | 8144 | |
| W. Lorillard Drive | NW Heller Street | NW Heller Street | | 4637 | 5571 | 5418 | 5954 | 5879 | 5892 | 5656 | |
| SE Regatta Drive | SE 4th Ave. | W. Corp. City Limits | 2438 | 2380 | 4053 | 2809 | 2516 | 2678 | 2755 | 2782 | |
| NE Regatta Drive | E. Whidbey Ave. | SE 6th Ave. | 5405 | 6246 | 8242 | 7084 | 7175 | 6984 | 6984 | 6447 | |
| S. Oak Harbor Street | S. Oak Harbor Street | N. Corp. City Limits | 8092 | 6132 | 6283 | 9510 | 7640 | 7122 | 7163 | 7080 | |
| N. Oak Harbor Street | N. Oak Harbor Street | City Beach Park | 1473 | 3252 | 2180 | 1197 | 942 | 1299 | 1233 | 1340 | |
| N. Oak Harbor Street | Whidbey Ave. | Whidbey Ave. | 4411 | 4541 | 4135 | 4780 | 4563 | 4474 | 4667 | 4690 | |
| N. Oak Harbor Street | NE 7th Ave. | NE 7th Ave. | 8039 | 15720 | 7480 | 3840 | 8008 | 8102 | 7881 | 8880 | |
| N. Oak Harbor Street | NW Crosby Ave. | NW Crosby Ave. | 9358 | 10627 | 9238 | 5802 | 9342 | 8937 | 8987 | 10804 | |
| N. Oak Harbor Street | N. Corp. City Limits | N. Corp. City Limits | 10659 | 7891 | 8686 | 8060 | 7700 | 8481 | 7211 | 7229 | |

**AADT Traffic counts
City of Oak Harbor**

| STREET | FROM | TO | 1999 | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 |
|---------------|------------------|----------------------|------|------|------|------|------|------|------|------|------|
| NE 5th Ave. | Midway Blvd. | NE Regatta Drive | 1249 | 893 | 3316 | 888 | 872 | 967 | 797 | 809 | 614 |
| NE 7th Ave. | Midway Blvd. | SR 20 | 4075 | 4168 | 4241 | 2349 | 4201 | 3416 | 4500 | 4289 | 4323 |
| NE 7th Ave. | SR 20 | N. Oak Harbor Street | 5268 | 5203 | 5401 | 4261 | 6323 | 5599 | 5327 | 5934 | 5906 |
| SE Cabot Dr | SR 20 | SE Ely Street | | | 5366 | 4874 | 3987 | 4576 | 4451 | 4162 | 4085 |
| NW Crosby Ave | NW Heller Street | NW Frow Street | | | 4853 | 1843 | 1921 | 1979 | 3285 | 1938 | 1841 |
| SW 8th Ave | SR 20 | SW Bowmer | 868 | | 3335 | 3303 | 901 | 1473 | 1100 | 1866 | 2505 |
| SW Balda St | SW Seismic Hts | SW Waterloc Ave | | | | | | | 1354 | 1250 | 1285 |

ENVIRONMENTAL CHECKLIST

CITY OF OAK HARBOR
865 SE Barrington Drive
Oak Harbor, Washington 98277
Phone: (360) 279-4510

RECEIVED
AUG 06 2010
CITY OF OAK HARBOR
Development Services Department

Purpose of Checklist:

The State Environmental Policy Act (SEPA), chapter 43.21C RCW, requires all governmental agencies to consider the environmental impacts of a proposal before making decisions. An environmental impact statement (EIS) must be prepared for all proposals with probable significant adverse impacts on the information to help you and the City identify impacts from your proposal (and to reduce or avoid impacts from the proposal, if it can be done) and to help the City decide whether an EIS is required.

Instructions for Applicants:

This environmental checklist asks you to describe some basic information about your proposal. Governmental agencies use this checklist to determine whether the environmental impacts of your proposal are significant, requiring preparation of an EIS. Answer the questions briefly, with the most precise information know, or give the best description you can.

You must answer each question accurately and carefully, to the best of your knowledge. In most cases, you should be able to answer the questions from your own observations or project plans without the need to hire experts. If you really do not know the answer, or if a question does not apply to your proposal, write "do not know" or "does not apply". Complete answers to the questions now may avoid unnecessary delays later.

Some questions ask about governmental regulations, such as zoning, shoreline, and landmark designations. Answer these questions if you can. If you have problems the City can assist you.

The checklist questions apply to all parts of your proposal, even if you plan to do them over a period of time or on different parcels of land. Attach any additional information that will help describe your proposal or its environmental effects. The City may ask you to explain your answers or provide additional information reasonably related to determining if there may be significant adverse impact.

Use of checklist for nonproject proposals:

Complete this checklist for nonproject proposals, even though questions may be answered "does not apply." In addition, complete the SUPPLEMENTAL SHEET FOR NONPROJECT ACTIONS (part D).

For nonproject actions, the references in the checklist to the words "project," "applicant," and "property or site" should be read as "proposal," "proposer," and "affected geographic area," respectively.

TO BE COMPLETED BY APPLICANT

EVALUATION FOR
AGENCY USE ONLY

c. Proposed measures to reduce or control impacts, if any:

Consultation with the DAHP has resulted in a recommendation that an archaeologist be on-site to report on monitoring and ground disturbance, with further consultation.

14. TRANSPORTATION

a. Identify public streets and highways serving the site, and describe proposed access to the existing street system. Show on site plans, if any.

Pioneer Way, Bayshore Drive and Barrington Drive are major east-west connectors through downtown Oak Harbor. Several side streets connect these roadways to each other. SR 20, the major state route that runs through Whidbey Island, is located a quarter mile to the west of the project area. Please see vicinity map.

b. Is site currently served by public transit? If not, what is the approximate distance to the nearest transit stop?

Oak Harbor is served by Island Transit. The Harbor Station Transit Center is located at Dock Street and Bayshore Drive, a block south of the project area. Routes that serve the station include Routes 1, 2, 3, 6, 9, 10, and 411W.

TO BE COMPLETED BY APPLICANT

EVALUATION FOR
AGENCY USE ONLY

c. How many parking spaces would the completed project have? How many would the project eliminate?

There will be an overall increase in parking spaces available. The completed project will have between 120 and 130 parking spaces. Pioneer Way currently has 83 parking spaces.

d. Will the proposal require any new roads or streets, or improvements to existing roads or streets, not including driveways? If so, generally describe (indicate whether public or private).

The proposal improves circulation on the street system and enhances facilities for pedestrians. Traffic flow will be altered with the redesign of the street to one-way and intersections with side streets will be improved to facilitate traffic and turning movements. The project does not require the improvement of additional streets.

e. Will the project use (or occur in the immediate vicinity of) water, rail, or air transportation? If so, generally describe.

Yes. Water transportation facilities are located within the harbor, but will not be impacted by the project.

f. How many vehicular trips per day would be generated by the completed project? If known, indicate when peak volumes would occur.

The proposal itself does not generate vehicular trips, but is designed to accommodate 15,000 average daily trips in the twenty-year planning horizon.

TO BE COMPLETED BY APPLICANT

EVALUATION FOR AGENCY USE ONLY

g. Proposed measures to reduce or control transportation impacts, if any:

The project itself improves the street system, increases parking opportunities in the downtown area, and encourages pedestrians to park their cars and walk around downtown. The City continues to engage the public and business owners in public meetings to address transportation and access concerns.

During construction, special attention will be given to street closures, parking needs, and continued pedestrian and vehicular access to local businesses. The City will work closely with Island Transit to reroute buses that cross Pioneer Way.

15. PUBLIC SERVICES

a. Would the project result in an increased need for public services (for example: fire protection, police protection, health care, schools, other)? If so, generally describe.

No increase is anticipated.

b. Proposed measures to reduce or control direct impacts on public services, if any.

None needed.

16. UTILITIES

a. Circle utilities currently available at the site: electricity, natural gas, water, refuse service, telephone, sanitary sewer, septic system, other.

Attachment B



August 6, 2007

Island County Board of County Commissioners
PO Box 5000
Coupeville, WA 98239-5000

RECEIVED
AUG 06 2007
ISLAND COUNTY
COMMISSIONER'S OFFICE

Re: City of Oak Harbor
2007 Rural County Economic Development Funds Application

Dear Commissioners:

On behalf of the City of Oak Harbor I pleased to submit our 2007 Rural County Economic Development Funds application for the Pioneer Way Street Reconfiguration project. As you will see from our application materials the City has identified this project as one of the cornerstones to our overall economic diversification strategy.

We look forward to meeting with you and discussing our application. I trust that you will find it complete; however should you have any questions or require any additional information please do not hesitate to contact me at 279-4511 or at spowers@oakharbor.org. Thank you for your time and attention to this matter.

Sincerely,

Steve Powers, AICP
Director, Development Services Department

cc: Enclosures
File

ISLAND COUNTY – APPLICATION FOR 2007
RURAL COUNTY ECONOMIC DEVELOPMENT FUNDS

Applicant: City of Oak Harbor

Contact: Steve Powers

Project Title: Pioneer Way Street Reconfiguration

Application Date: August 6, 2007

Total Project Cost: \$8,420,000

| | |
|-------------|--|
| \$4,460,000 | Street reconfiguration, landscaping, etc. |
| \$1,800,000 | Below street utilities (water, sewer, storm drain) |
| \$2,160,000 | Off-street plazas |

Amount Raised to Date: \$1,800,000 (City funds budgeted; utilities);

Funding strategy for street improvements:

| | |
|-------------|---|
| \$1,000,000 | Rural County Economic Development Funds |
| \$1,000,000 | REET (City; pending) |
| \$1,160,000 | Bonds (City; pending) |
| \$1,300,000 | LID (Property owners; not committed) |

Funding for off-street plazas not yet identified.

Is this a Phased Project: NO Over how many years? N/A

Are you requesting a funding gap? YES.

What amount are you requesting now? \$1,000,000

Briefly describe your project:

The Pioneer Way Street Reconfiguration project involves the complete reconstruction of SE Pioneer Way in Oak Harbor, with the primary goal of creating a pedestrian-oriented street in the heart of the city's historic shopping area to enhance its desirability for commercial/retail and development activity. The project area is identified in air photos below.

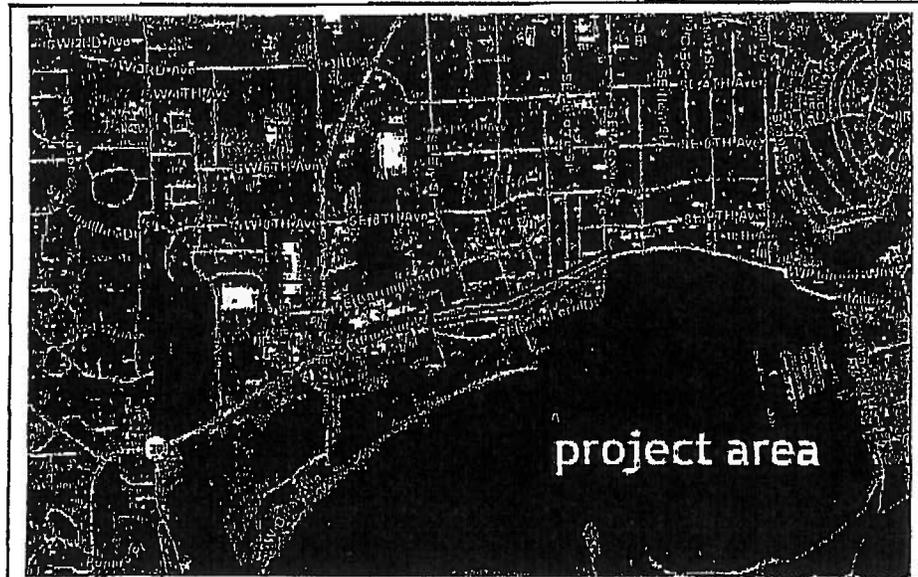


Figure 1: Project Area in Oak Harbor

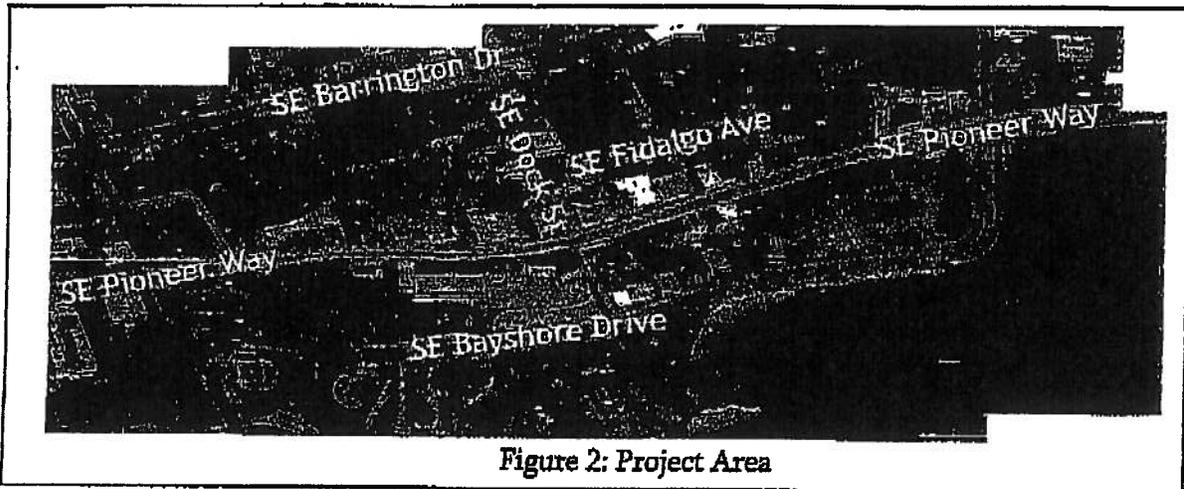


Figure 2: Project Area

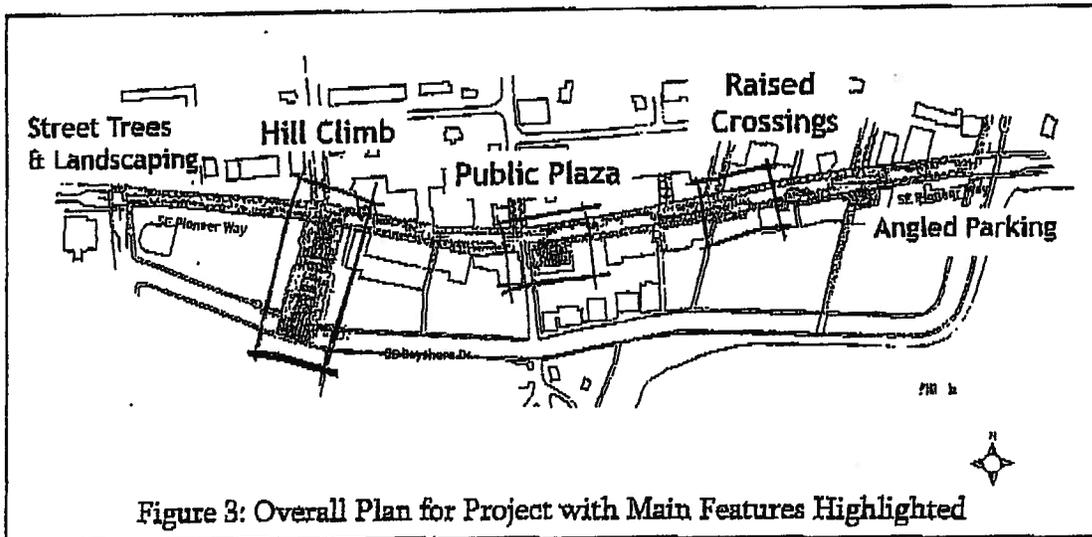
Major project features include:

- replacement of water, sewer and storm drain lines;
- improved street design: curbs, gutters, sidewalks & enhanced pedestrian crossings;
- angled parking substituted for parallel parking;
- serpentine travel lanes to improve parking ease and reduce vehicular speeds for safety;
- undergrounding of overhead utility lines; and,
- installing new street furniture, street lights and planter strips with landscaping.

The specific pedestrian-oriented improvements in the project include:

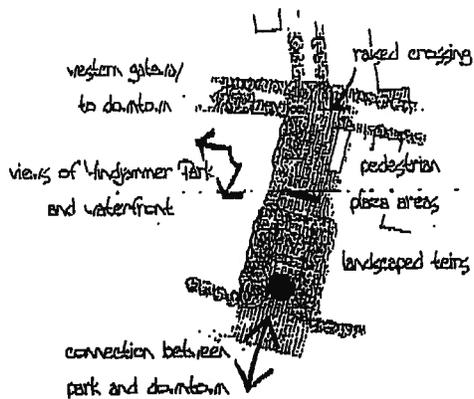
- Wider sidewalks;
- Landscape planter areas;
- Pedestrian hill climb connecting Hal Ramaley Park and the downtown;
- Central public plaza;
- Improved pedestrian street crossings; and,
- Raised intersections designed for use during special events an activity nodes.

The design features of the project are intended to support downtown businesses, and increase the development potential for mixed-use projects by creating a shopping and strolling street environment in which people are truly comfortable. These types of commercial districts tend to be more desirable commercial areas, with increased economic activity and improved livability for residents and visitors alike; with real estate surveys consistently showing that a growing segment of the population prefers communities that are walkable and livable.¹ The following sketches illustrate the character of the Pioneer Way Reconfiguration project:

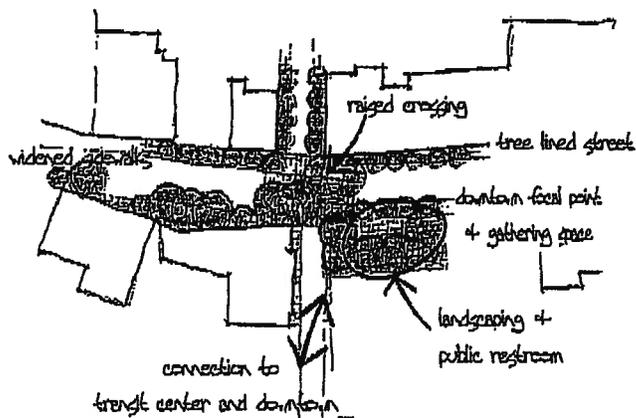


¹ Katz, Bruce, *Six Ways Cities Can Reach Their Economic Potential*, The Brookings Institution, 2006, p. 4)

Hill Climb



Public Plaza



Raised Ped. Crossings

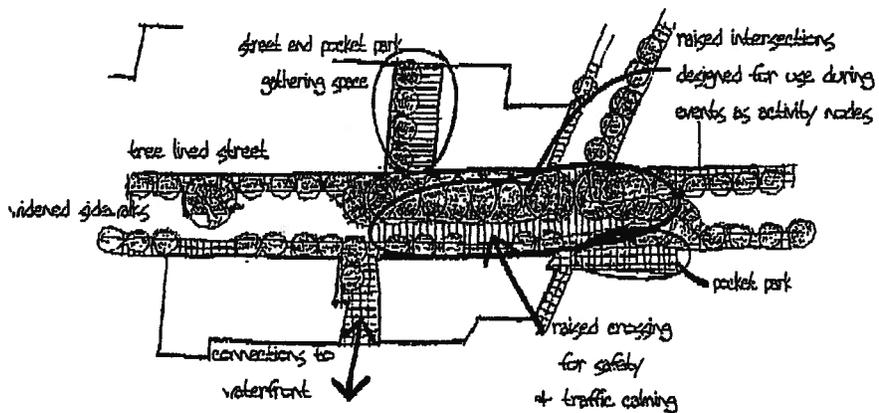
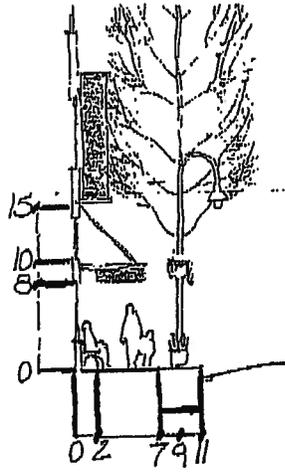
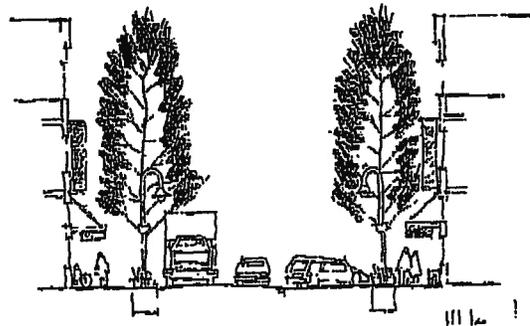


Figure 4: Sketches of Main Features

Widened Sidewalk Section



Typical Section



Blvd Section without Parking

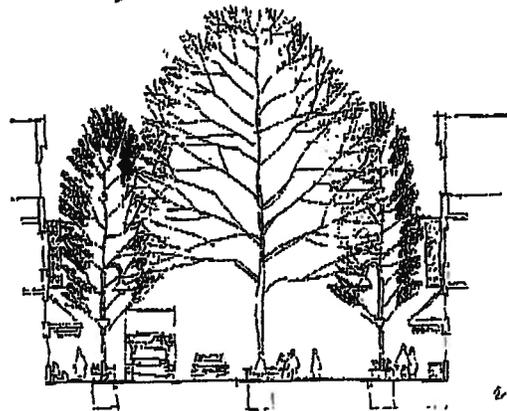
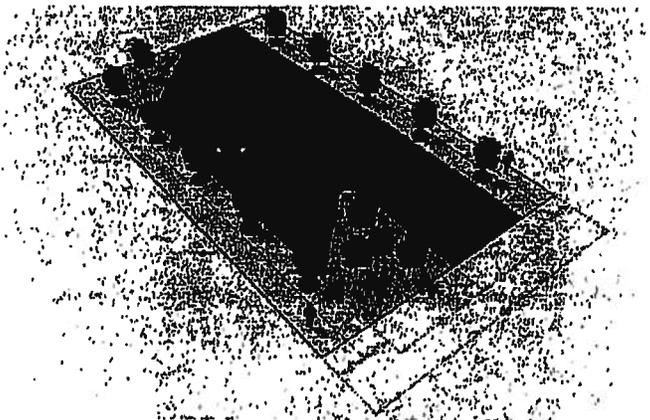
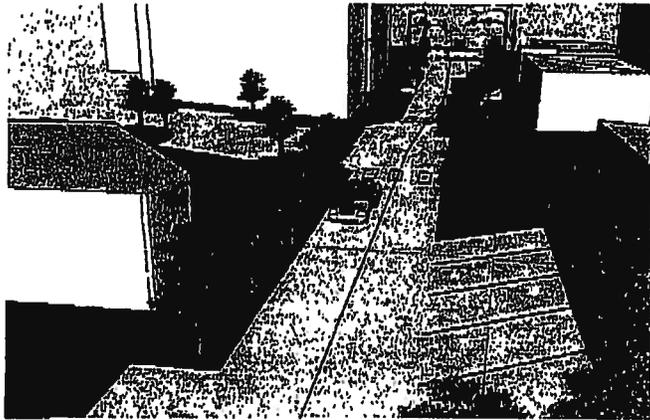
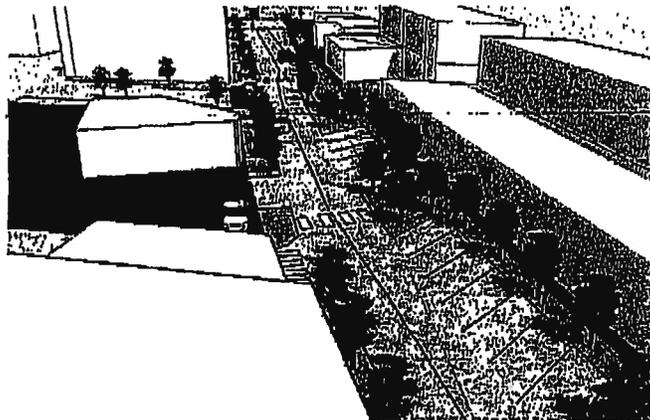


Figure 5: Simulations of General Streetscape Character

Streetscape Proportions
& General Character



Character of Angled Parking
& Landscape Planters

Figure 6: Simulations of General Streetscape Character

How does the project satisfy, in whole or in part, your economic diversification strategy?

The City's recent economic development activities have been focused on a number of areas including support for existing market sectors, and attracting new businesses within commercial and industrial areas.² The Pioneer Way project allows the city to address changing market demands and capitalize on the existing assets of the downtown and waterfront areas to provide service sector jobs and capital investment in mixed use projects in the downtown.

The following information demonstrates how this project is consistent with the City's economic development strategy as embodied in the Comprehensive Plan and the North Whidbey Community Diversification Plan. Also included in this section is information relating to contemporary economic development issues, influences, and trends, by which this project is all supported.

Comprehensive Plan Policies

The revitalization of Oak Harbor's downtown has long been part of the City's economic diversification strategy. Some of that focus has been in implementing the Comprehensive Plan policies, while some of the effort has been in improving development regulations that encourage urban density, and mixed-use projects that support a vibrant and livable downtown district. The Brookings Institution publication *Six Ways Cities Can Reach Their Economic Potential* identifies that these strategies are sound investments in the future of the community, stating, "Evidence shows that the urban form is not only competitively wise, but fiscally sound".³

The Pioneer Way Reconfiguration project, and the entire Windjammer Plan, arose out of existing economic development policy framework. These policies are defined within the City's Comprehensive Plan, Economic Development Element. Goal 2 and its associated policies envision a combination of public-private activities that could create a climate ripe for business retention and growth:

Goal 2 Implement the Waterfront Redevelopment, Branding and Marketing Program to increase visitor spending and enhance the quality of life and economic vitality of Oak Harbor.

² A portion of the North Whidbey Community Diversification Action Plan focuses on the creation and attraction of manufacturing jobs which would be located within the industrial zoned areas of the city.

³ Katz, Bruce, *Six Ways Cities Can Reach Their Economic Potential*, The Brookings Institution, 2006, p. 7

⁴ The Pioneer Way Reconfiguration project is found within the broader 2005 economic development plan adopted by the City: The Waterfront Redevelopment, Marketing and Branding Program (Windjammer Plan). This plan is a comprehensive strategy to focus on economic development in the waterfront and the tradition downtown with market based approaches that: build on the available assets of the City and community; develops partnerships with multiple stakeholders; fosters community support; influences capital investment with private-public partnerships; and creates incentives to development and investment.

- Policy 2.a The City shall pursue a variety of funding strategies as outlined in the Waterfront Redevelopment, Branding and Marketing Program in order to bring about its implementation.*
- Policy 2.b The City will assist the Harborside Shops businesses in forming a Business Improvement District, or other similar funding mechanism, to help implement the capital and non-capital projects identified in the Waterfront Redevelopment, Branding and Marketing Program.*
- Policy 2.c The City should seek, support and assist in grant applications to help fund construction of planned circulation improvements in the downtown area.*

Other support for this economic diversification effort can be found in the Land Use Element of the Comprehensive Plan. These policies speak to economic diversification through implementing projects and community asset development:

- Policy 1.f Support revitalization efforts of downtown Oak Harbor...through the implementation of adopted plans and programs.*
- Goal 7 To encourage land use opportunities for diversified economic development.*
- Policy 7.a Support, through incentives, the upgrading of Oak Harbor's downtown and the enhancement of its identity.*
- Policy 7.b Enhance and protect the waterfront as an asset for future economic development, as outlined in the Waterfront Redevelopment, Branding and Marketing Program.*
- LAND USE ELEMENT Goal 14 To strengthen and enlarge the commercial economic base of the community by promoting the development of facilities that provide a competitive and stimulating business environment.*
- Policy 14.f Retain and enhance the character of historic commercial districts.*
- Policy 14.g Promote commercial infill development.*

The physical characteristics of the streetscape improvements would implement Goal 6 of the Urban Design Element of the Comprehensive Plan:

- Goal 6 The redevelopment of downtown Oak Harbor shall receive continued support, consistent with the Waterfront Redevelopment, Branding and Marketing Program. The City may consider guidelines for: a comprehensive signage program to enhance way-finding; pedestrian oriented design elements within the public right-of-way; and, human scaled architectural detailing and building design.*

North Whidbey Community Diversity Action Plan

The North Whidbey Community Diversity Action Plan has been a key strategy document to recent economic development activities within North Whidbey Island and Oak Harbor. This document sets out policies for improving the stability, growth and resilience of the economy of the region. These policies are clearly broad in nature but have provided direction in the development of refined project initiatives such as the Pioneer Way Reconfiguration project, and the Windjammer Plan of which it is a part.

Building on community assets and existing businesses, as proposed with the Pioneer Way project, is exactly what the North Whidbey Community Diversity Action Plan states in the introduction⁵:

*Develop strategies which will enhance the vitality of existing area businesses.
Guide the investment of the public and private sector in terms of organizational resources, infrastructure improvements and land use policies.*

The economic diversification strategies for North Whidbey focused on five targeted opportunities including "Downtown & Waterfront Development/Tourism". Chapter two further refines this policy direction, instructing the community of Oak Harbor to "capitalize on the unique resource of the Oak Harbor Waterfront and Downtown"⁶. A specific action strategy is also identified for the downtown and waterfront to strengthen economic opportunities, including targeting three markets.⁷ To meet these markets three actions are defined; the first two are directly reflected in the plans for completing the Pioneer Way Reconfiguration project, and the Windjammer Plan:

1. *Commence plans to establish an LID to finance the remainder of the capital projects with revenue bonds.*
2. *Establish a Property Improvement/Beautification program.*⁸

The City, downtown property owners, and downtown businesses have begun developing the framework for an LID that will help fund the implementation of the Pioneer Way project. These same stakeholders, representatives from the Chamber of Commerce, architects, members of the public, and local area banks have also participated in creating specific design guidelines

⁵ *North Whidbey Community Diversity Action Plan*, City of Oak Harbor; Island County; WA Department of Community Development; US Department of Defense, Office of Economic Adjustment., 1995, Introduction.

⁶ *Ibid.*, p.10

⁷ "1. A stronger local market for residential space producing a greater in-town population needing local services for everyday personal needs; 2. A market arising for increased office space as the Downtown becomes the focus for business and professional needs on North Whidbey Island. This will result in a greater need for business services; 3. A recreational/retail market developed to serve visitors from throughout the area as well as residents and office workers.", *Ibid.*, p.14

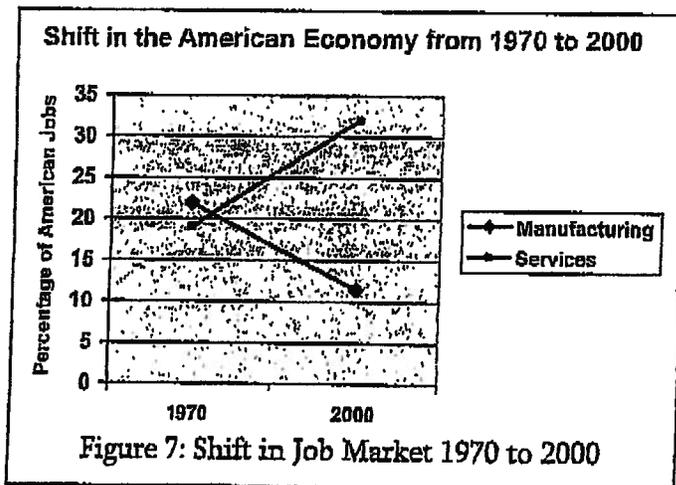
⁸ *Ibid.*, p.14

for building façades in the downtown. These will be utilized primarily in two ways to support capital investment in the downtown:

1. As an incentive to invest, and to ensure a cohesive character to the downtown, local Banks and the City have developed a program by which downtown businesses/property owners may receive low interest loans for building façade improvements. The design guidelines are being used as a tool to ensure the quality and suitability of the improvements to qualify for the loans.
2. The City is incorporating the design guidelines into the existing regulations governing new development and renovations. Therefore, all new developments in the downtown will conform to the same design parameters. While these will have flexibility and encourage innovative designs, they will ensure that the downtown evolves in a manner that is aesthetically appealing and functional. This will provide a greater level of assurance to business, development, real estate, and investment interests regarding the quality of the design and contextual sensitivity of new developments in downtown.

Contemporary Conditions and Trends

By improving the downtown district and making it more attractive to service oriented businesses and mixed-use developments with commercial/retail components, the efforts of the City are addressing strong national economy trends. The shifting American economy, from manufacturing to service sector jobs, is illustrated in the image below from the Brookings Institution⁹.



Recent research and market findings from across the country reveal an increased market demand for walkable urbanism — living, working and entertainment within a pedestrian environment provided by downtowns and similar places.¹⁰ “In a recent study by the National Association of Realtors and Smart Growth America, six in ten prospective homebuyers, when asked to choose between two communities, chose the neighborhood that

⁹ Katz, Bruce, *Six Ways Cities Can Reach Their Economic Potential*, The Brookings Institution, 2006, p.5

¹⁰ Christopher B. Leinberger, Real estate developer and Director of the graduate Real Estate Program at University of Michigan, 2007 keynote presentation at the annual meeting of the Downtown Sacramento Partnership

offered a shorter commute, sidewalks, and amenities like shops, restaurants, libraries, schools, and public transportation within walking distance. They prefer this over the one with longer commutes and larger lots but limited options for walking"¹¹ Nation wide changes in household makeup is also influencing these preferences.

This project will help tap into these strong market trends and desires for livable, walkable neighborhoods increasing the development potential for the area by improving the aesthetics and function of the downtown.¹² This is expected to result in construction of residential and commercial mixed-use projects, and increased commercial activity in the downtown.

With conventional suburban development, the necessary pre-conditions for growth include the provision of utilities, services and schools. Creating the walkable city neighborhoods identified in contemporary planning, development, and real estate circles, as attractive and necessary for private investment (in terms of residential and business activity) requires all of this and much more.¹³ The Pioneer Way project, as part of the overall Windjammer Plan, improves the visual and functional appeal of the infrastructure of the traditional commercial core of the community. By utilizing public investment, this also signals the community's commitment, and provides assurances to investors that the downtown is viewed by the City and community as a worthwhile asset¹⁴; improving the prospects of private-public partnerships and ultimately private investment and business activity.

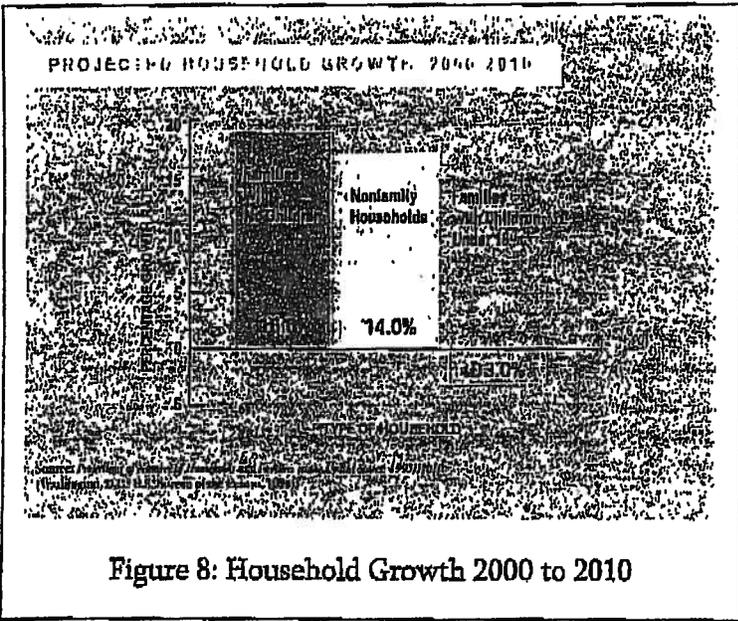


Figure 8: Household Growth 2000 to 2010

¹¹ *Higher Density Development Myth and Fact*, Urban Land Institute (in cooperation with the AIA, National Housing Council and Sierra Club), 2005, p.7

¹² Changes in national household makeup are also increasing the need for a greater range of residential options beyond the predominantly single family, single lot, development characteristic of Island County. The form of housing that would be developed in a revitalizing downtown would support this increasing population

¹³ "There is a need for a physical definition of the place, a comprehensive strategy for the place to be created, and management to implement the strategy", *Turning Around Downtown: Twelve Steps to Revitalization*, Brookings Institution, March 2005, p.4

¹⁴ "Important public infrastructure projects provide opportunities to advance local goals", Seidman, Karl F. *Revitalizing Commerce for American Cities*, Fannie Mae Foundation, September 2004, p. 47

In *Turning Around Downtown: Twelve Steps to Revitalization*, published by the Brookings Institution the role of this form of investment and its potential rate or return is clearly defined (p. 4):

Early progress must be made in building this expanded definition of infrastructure – along with a believable commitment to provide the rest – in order to attract the private sector developers and investors who will ultimately drive the downtown turnaround. Only by re-establishing a private sector real estate market (the focus of steps 6 to 12) can a downtown prosper. In fact, successful downtown turnarounds have shown that for every \$1 of public investment, there will be \$10 to \$15 of private money.

The North Whidbey Community Diversity Action Plan identifies three fundamental building blocks to serve as a foundation for community economic activity. The need for implementation of the Pioneer Way improvements speaks directly to the third:

A commitment to action must be made by public and private sector leadership following an open community planning process which seeks participation by stakeholders.¹⁵

The timing of this public investment is critical, as it signals to private investors and businesses that the community is committed to the positive outcome of the downtown district¹⁶. The influence this economic development strategy has on potential private investment in the downtown has already become evident. As a result of the adoption of the Windjammer Plan and the initial work completed to date (including the preliminary designs of a redeveloped Pioneer Way) interest in downtown mixed-use development has increased. This was exhibited by the proponent's statement at the public hearing for a mixed use application which includes 119 residential units and 15,867 sq. ft. of commercial space:

*We think that the City's plan for the redevelopment of the downtown and the waterfront is an outstanding one. As a matter of fact, if I may interject here, one of the reasons why we proceeded with the design and planning of this project in this location was the fact that the City's waterfront redevelopment plan exists. We believe that it is an outstanding one...*¹⁷

¹⁵ *North Whidbey Community Diversity Action Plan*, City of Oak Harbor; Island County; WA Department of Community Development; US Department of Defense, Office of Economic Adjustment, 1995, Chapter 2-2

¹⁶ To achieve future success in economic diversification "The bulk of the public investment must be made in the early years, however, in order to set the stage for private development." *Turning Around Downtown: Twelve Steps to Revitalization*, the Brookings Institution, March 2005, p. 4

¹⁷ Mr. Fred Flemming, proponent of 119 residential unit mixed use proposal, quote from Hearing Examiner Public Hearing of July 9, 2007

What planning has taken place regarding this project, and is the project part of a plan?

The City has already undertaken the visioning process for the Pioneer Way project as part of the Windjammer Plan¹⁸, to determine community support and uncover the emotional, economic and fiscal reasons for reinvesting in the downtown. This process built upon a history of community efforts, was professionally managed and has been continued by bringing together representatives of local government, neighborhood groups, retailers, and business owners. Support for these activities has been provided by the City through staff resources, allocating funding to initiate specific projects, and facilitating the creation of private/public partnerships for specific projects.

The Pioneer Way project is part of the City's Comprehensive Plan and its Capital Improvement Plan. Other, specific planning efforts, past and present, include:

1. 2001, Downtown Circulation Plan;
2. 2005, Waterfront Redevelopment, Branding and Marketing Program (The Windjammer Plan);
3. 2006, Commercial Lands Analysis and Inventory (conducted as part of the 2006 Comprehensive Plan Update);
4. 2006, Oak Harbor Downtown Streetscape Design Charette (an ancillary project linked with the overall economic development activities outlined in the Windjammer Plan);
5. 2006, Detailed cost estimate of Pioneer Way project components¹⁹;
6. 2006, Pioneer Way Storefront Design Guidelines (an ancillary project linked with the overall economic development activities outlined in the Windjammer Plan);
7. 2007, Amendments to the zoning code were adopted to improve options for residential and mixed use developments within the district to enhance the livability of the area and opportunities for economic vitality.²⁰

Is this project included in:

Capital Facilities Plan Yes No

Comprehensive Plan Yes No

NOTE: see attached Exhibit A Capital Facilities Plan and Comprehensive Plan References.

¹⁸ This plan is a comprehensive strategy to focus on economic development in the waterfront and the tradition downtown with market based approaches that: build on the available assets of the City and community; develops partnerships with multiple stakeholders; fosters community support; influences capital investment with private-public partnerships; and creates incentives to development and investment.

¹⁹ This is a very details preliminary engineering/construction level estimate outlining all components necessary for completion of the project (in 2006 dollars).

²⁰ Since this project is part of an entire economic development program there are a number of planning actions that support the overall plan, and thus the Pioneer Way Street Reconfiguration plan.

Have engineering reports and feasibility studies been prepared, and if so, when?

The 2001 Downtown Circulation Plan, which determined the travel lane and parking characteristics of the intended project was prepared by a registered traffic engineer. Other engineering consultants have completed preliminary designs for water line portions of the project. This work was undertaken in 2003.

A cost estimate and project component breakdown for the Pioneer Way project has been completed in 2006. This is a detailed preliminary engineering/construction level cost estimate of project components necessary for completion of the entire project (in 2006 dollars). This information is being utilized in a number of ways:

- to determine the feasibility of project elements;
- to develop potential private-public partnerships; and,
- to determine the characteristics of an LID to fund a portion of the project.

Have you secured funds for this project from state or federal programs or foundations?

The City has had discussions with representatives from the Washington State Department of Community Trade and Economic Development (CTED) regarding possible funding sources for street reconfiguration and streetscape portions of this project. Additionally discussions regarding the utility portions of the project with a representative from the Public Works Trust Board have taken place. Our State Representatives have been briefed about this project and the City's economic development strategy. To date no outside funding has been secured for the project.

Are there other efforts you have made that are unique to this project?

There are many efforts that are unique to this project, all of which relate to community coordination. These are summarized as follows:

- The City has contracted with a consultant to assist with implementation of the Windjammer Plan, conduct project specific feasibility analyses, and facilitate private/public partnerships;
- The City has budgeted \$512,500 for the Windjammer Project including approximately \$32,000 directly associated with the Pioneer Way redevelopment;
- The City meets regularly with the Harborside Merchants Association (a downtown business organization which has participated in a number of the initiatives of the Windjammer economic development plan) and has their support for this project;
- The Harborside Merchants Association formed a 'Streetscape Committee.' City staff, and the consultant tasked with the management and implementation of projects associated with the Windjammer Plan, met

regularly with this committee during the summer of 2006 to develop the desired streetscape program for the Pioneer Way project;

- The Harborside Merchants Association formed a 'Facades Committee.' City staff and the consultant tasked with the management and implementation of projects associated with the Windjammer Plan, met regularly with this committee during the fall of 2006 to develop design guidelines for buildings located along Pioneer Way. These guidelines complement, and work with, the streetscape design and are viewed as an important part of transforming this area into a pedestrian-oriented retail area; and,²¹
- The Windjammer Committee (whose membership includes the Executive Director of Chamber of Commerce, two downtown business owners and members of the Harborside Shops Merchants Association, three City Council members, the Mayor and staff) meets monthly for the purposes of implementing the Windjammer Plan. A prominent project included in these meetings is the Pioneer Way Street Reconfiguration.

Support for the entire Windjammer Plan and the Pioneer Way project has included the following actions by the City²²:

- Developed partnerships with local community service organizations to test market feasibility and implement components of the plan;
- Created private/public partnership exploring the feasibility for a synergistic development of a special events center, enhanced park area, and improved connection between the waterfront and downtown;
- Adopted amendments to the zoning code to improve options for residential and mixed use developments within the downtown to enhance the livability of the area and opportunities for economic vitality;
- Print and web based marketing materials and information has been generated and made available to local businesses.

²¹ The City, downtown property owners, downtown businesses, representatives from the Chamber of Commerce, architects, members of the public, and local area banks have developed specific design guidelines for building façades in the downtown. These will be utilized to support capital investment by providing a greater level of assurance to business, development, real estate, and investment interests regarding the quality of the design and contextual sensitivity of new developments in downtown.

²² All of these activities mirror the strategies for success recommended by the Brookings Institution in *Turning Around Downtown: Twelve Steps to Revitalization* (March 2005, p. 8): "strategies including: defining the character; encourage housing; determine retail walking district parameters; determine cultural facilities to be located downtown; focusing on public infrastructure to support the district; recruitment efforts on businesses for the downtown for increased employment; providing opportunities for public involvement and information dissemination; bringing existing non-profits into the process; continuously market downtown and events; make downtown a community gathering place for the entire community".

How many full-time permanent jobs will be created or retained?

Create in 1-3 years - Estimated approximately 20 to 25 part-time service industries
Estimated 12 full-time service industries; and,
Estimated 30 to 60 construction oriented industries.

Created in 3-5 years - Estimated approximately 20 to 25 part-time service industries
Estimated 12 full-time service industries; and,
Estimated 45 to 60 construction oriented industries.

Jobs retained - the economic strength of the downtown district will be increased as a result of this project, and is expected to ensure greater job retention rates and reduced vacancies that currently experienced in the downtown.

There are a number of areas in which this project is expected to impact job retention and creation in the community and greater North Whidbey region, specifically:

1. New mixed-use developments, increased population, and the evolution of a more desirable commercial street environment will provide a more vital commercial retail street reducing the storefront vacancy rate, thereby increasing employment opportunities;
2. The development of new retail/commercial spaces within mixed-use buildings with contemporary amenities will result in filling a commercial rental niche not currently available. This is expected to attract a new range of businesses that currently have very limited opportunities in North Whidbey.
3. Employment resulting from construction of new mixed-use buildings and reinvestment in existing properties in the downtown;
4. Real estate trends show that many employers are attracted to communities that offer their potential employees with lifestyle amenities they desire. These employers are seeking the 'creative class' of employees that desire to live in walkable urban neighborhoods.²³ By developing a more vibrant and livable mixed-use downtown, those individuals that choose to reside here will potentially help attract the attention of new businesses.

²³ "Downtown revitalization can bring additional economic development benefits as well. With increasing demand for walkable urbanism and a dearth of such neighborhoods in most metropolitan areas, cities with vibrant downtowns have a better shot of recruiting or retaining the 'creative class' of workers economists, like Richard Florida, have shown is key to future growth" (Richard Florida, *The rise of the Creative Class* (New York: Basic Books, 2002). *Turning Around Downtown: Twelve Steps to Revitalization*, Brookings Institution, March 2005, p. 5

In addition to the jobs that can be attributed to this project, and the entire economic development program of the Windjammer Plan, there will be other economic impacts on the City, North Whidbey Island and County. These will result from the capital investments in the downtown made by the public, private-public partnerships, and solely private development activities, all adding to the local economy through: increased patronage of local suppliers; increased taxes of appreciating and newly developed properties; rental of new commercial spaces; and, sale of real estate.

What is the size of the population that will benefit by this project?

It is believed that the greater North Whidbey area will benefit from this project through the provision of a strengthened commercial area. That population is projected to be 40,642 by 2010. It is possible that some residents from elsewhere on Whidbey Island would also take advantage of this area.

How will this project improve infrastructure capacity?

The project will improve infrastructure capacity in the following ways:

1. By bringing the underground utilities of sewer, water, and storm drain lines up to contemporary engineering standards and capacities, eliminating the increasingly frequent service interruptions caused by line failures of the aging systems;
2. The pedestrian walkway infrastructure will be functionally and aesthetically improved with wider sidewalks, landscaped planter strips and reconstruction with ADA compliant transitions and enhanced street crossings for safety; and,
3. The street section will be reconstructed to reduce traffic speeds with narrow serpentine lanes to improve safety, as well as, improving parking access along the street with angled parking.

How many businesses do you plan on serving with this project?

This project is expected to directly serve approximately 101 businesses. The number of businesses that are directly adjacent or neighbor the project include approximately 71 businesses along SE Pioneer Way, and approximately 30 businesses along the adjacent streets of SE Fidalgo Ave. and SE Bayshore Drive.

Currently there is also a pending development project located on the 1000 block of SE Pioneer Way that includes 15,867 sq. ft of retail space that will be served when constructed.

Additionally, increased residential development in the Downtown that is expected to result from the City's economic development strategy will result in added business for other businesses throughout the entire community.

How many jurisdictions do you plan on serving with this project?

The jurisdictions that will be served by this project are the City of Oak Harbor, Island County, and the Navy (NAS Whidbey).

How many months will this project take to complete?

The project is expected to take nine to twelve months to complete.

Are there other factors significant to this project that we should be aware of, such as emergency declarations, volunteer efforts, links to other priority projects, etc.?

The City has already undertaken the visioning process for the Pioneer Way project as part of the Waterfront Redevelopment, Marketing and Branding Program. This process built upon a history of community efforts, was professionally managed and has been continued by bringing together representatives of local government, neighborhood groups, retailers, and business owners. Support for this group's activities has been provided by the City through staff resources, allocating funding to initiate specific projects, and funding professional management services. A significant portion of this management is devoted to the development of private/public partnerships for components of the plan.

Similar to the National Trust's Main Street approach used by an estimated 1600 communities nationwide, the Pioneer Way improvement project is one component of a system of economic development initiatives (the Windjammer Plan) with four intersecting areas: 1) Design and physical improvements to enhance the district's attractiveness; 2) promotion and marketing to strengthen the district's image and attract more customers; 3) economic restructuring to identify the district's economic potential, build on existing assets, and attract new business and capital.; 4) organizational development that engages all major concerned parties in planning and executing commercial district revitalization. "The aim is to create an appealing environment, and attract the pedestrian activity necessary for a vital commercial district."²⁴

Community service groups have approached the City with interest in partnering for the completion of components of the Windjammer Plan, and this work has begun. While these are not elements specific to the Pioneer Way project, the comprehensive and interrelated nature of the City's current economic development strategy does link all these activities. As public interest and momentum builds with the successful completion of these projects it is expected that additional opportunities for community based volunteer partnerships will emerge.

²⁴ Seidman, Karl F., *Revitalizing Commerce for American Cities*, Fannie Mae Foundation, September 2004, p. 3

What quantifiable outcomes are you going to track to measure the success of this project?

There are a number of indicators that will be tracked to identify the success of this project. Changes in the following will provide clear information regarding the impacts and areas of influence of the project, as they show levels of private investment, interest and commitment in private/public partnerships, retail and commercial vitality, and desirability of the district for both complementary business and residential land uses:

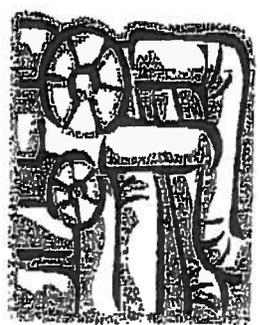
- Storefront vacancy rate
- Retail/commercial mix
- Changes in sales tax revenues for the downtown
- Number of development applications for vacant sites
- Number of renovation or redevelopment applications
- Interest and success in completing private/public partnerships for project components, such as the plaza space (and/or associated Windjammer projects)
- Uptake rate for the sale of new residential units developed within the district

EXHIBIT A: Capital Facilities Plan and Comprehensive Plan References



City of Oak Harbor
Capital Improvement Plan
2007-2012

February 20, 2007



Non-Enterprise Funded Activities—Capital Facilities

The following is a listing of capital facility projects that are needed within the six year planning timeframe to enable the City to meet Comprehensive Plan goals, LOS or to further a sub-area plan or strategy. For detailed information on needed non-enterprise funded projects, see Appendix C.

New Non-Enterprise Funded Capital Facilities, 2007-2012

| Streets | |
|---|--|
| Improvements to NE 16th Avenue | Windjammer Trail Connection |
| Design for the construction of NE 16th Avenue | Trail extensions at Freund Marsh |
| Installation of signalized street lights | Scenic Heights Trail Head |
| Barrington Drive Extension | Marina |
| Baysshore Drive Extension | Oak Harbor Marina Redevelopment |
| Oak Harbor Street Improvements | Windjammer |
| SR-20 Widening | Freund Marsh |
| General Administration | Pioneer Way Reconstruction and Streetscape |
| New City Animal Shelter | RV Park Development |
| New Library Carpet | Special Events Center |
| New Senior Center | Windjammer Park Redevelopment |
| Parks and Recreation | Oak Harbor Municipal Pier Project |
| Development of Ft. Nugent Park Phase 3 | Fire |
| Land acquisition for future park development | New West Side Fire Station |



Comprehensive Plan

October 2005

- 1.d Ensure that economic development addresses all levels of the demography, including, the youth and retired.
- 1.e The City, working with other governmental agencies and the public sector, shall seek to provide employment opportunities for older adults, particularly those with low-to-moderate incomes.

Goal 2 - Implement the Waterfront Redevelopment, Branding and Marketing Program to increase visitor spending and enhance the quality of life and economic vitality of Oak Harbor.

Discussion

The Waterfront Redevelopment, Branding and Marketing Program focuses on capital and non-capital projects intended to improve the community's economic and recreational opportunities along the waterfront. The mix of existing assets ripe for redevelopment, combined with future development opportunities, will contribute significantly to the community's livability and economic vitality. The existing commercial core area, referred to as the Harborside Shops area, receives special prominence in the program.

- Policy:**
- 2.a The City shall pursue a variety of funding strategies as outlined in the Waterfront Redevelopment, Branding and Marketing Program in order to bring about its implementation.
 - 2.b The City will assist the Harborside Shops businesses in forming a Business Improvement District, or other similar funding mechanism, to help implement the capital and non-capital projects identified in the Waterfront Redevelopment, Branding and Marketing Program.
 - 2.c The City should seek, support and assist in grant applications to help fund construction of planned circulation improvements in the downtown area.
 - 2.d The City should support and assist private property owners in the Harborside Shops area with planning projects in conformance with the Waterfront Redevelopment, Branding and Marketing Program.
 - 2.e Improve Harborside Shops area identity from State Highway 20 through signage and other projects identified in the Waterfront Redevelopment, Branding and Marketing Program.

Goal 3 - Increase Oak Harbor's market share of retail sales to reduce the economic leakage off-island.

- Policy:**
- 3.a Adequate land should be zoned, where compatible with existing uses, to meet the retail needs of the local community.

- Policies:**
- 1.a Develop, preserve and enhance a pedestrian oriented character throughout the city.
 - 1.b Preserve and enhance the streetscape with more sidewalks, landscaping and buffers to the highway.
 - 1.c Encourage future commercial development design to be oriented less toward the automobile.
- Discussion: Appropriate design guidelines should be developed to promote more pedestrian-oriented commercial areas.
- 1.d Business-related signs, both temporary and permanent, should serve the needs of the business owner and public to identify business locations but should not proliferate in a manner whereby the sum of all signs detracts from a positive aesthetic experience of the City's commercial areas.
 - 1.e Signage standards should promote design sensitivity to the context in which signs are placed and scaled to both the mass of the building and the location of the sign on the lot.
 - 1.f Support revitalization efforts of downtown Oak Harbor and other neighborhoods through implementation of adopted plans and programs.

Goal 2 - To retain the character and visual identity of the Oak Harbor area.

- Policies:**
- 2.a Encourage planned residential development (PRDs) with performance based standards.
 - 2.b Consider view corridors when planning for development.
 - 2.c Draft and implement a landscape ordinance for inclusion with development regulations.

Goal 3 - To protect, develop and manage the urban forest resources of the City because of their value to the community in terms of community identity, public health, environmental integrity, habitat and economic support of property values.

- Policies:**
- 3.a Encourage tree retention in new development, where feasible. Require the use of native plant species in landscaping plans, where appropriate.
 - 3.b Require compatible tree planting with all new development.
 - 3.c Alternative methods for protecting, and effectively managing the urban forest resources of the City for future generations, will be considered during

development review processes, including appropriate and effective off-site mitigation proposals.

- 3.d The City should develop a standardized off-site mitigation process to support this Goal.

Goal 4 - To preserve community character through quality design.

- Policies:**
- 4.a Encourage city beautification through design and quality standards for landscaping of both public facilities and private development.
 - 4.b Encourage the identification and preservation of structures and places of historic and/or architectural significance.
 - 4.c Require all public facilities constructed by public agencies to be appropriately landscaped and designed.
 - 4.d Identify, preserve and enhance desired views of water, mountains or other unique landmarks or landscape features. Such views should be regarded as important and valuable civic assets.

Goal 5 - To protect existing land uses as new development occurs.

- Policies:**
- 5.a Encourage private and public preservation of undeveloped open space.
 - 5.b Require adequate buffers between proposed new development and existing land uses.

Goal 6 - To develop indoor and outdoor opportunities/facilities for youths, adults and families.

- Policies:** (Also see Public and Quasi-Public Land Uses and the Government Services Element)
- 6.a Place special emphasis on activities and places for youths/teenagers.
 - 6.b Consider opportunities for development of a multi-use center (cultural/arts/convention).
 - 6.c Explore best possible off-hour use of school facilities for additional community activities.

Goal 7 - To encourage land use opportunities for diversified economic development.

- Policies:**
- 7.a Support, through incentives, the upgrading of Oak Harbor's downtown and the enhancement of its identity.
 - 7.b Enhance and protect the waterfront as an asset for future economic development, as outlined in the *Waterfront Redevelopment, Branding and Marketing Program*.

- 12.i Larger vacant parcels should be planned for new high quality research and business parks.

Goal 13 - To plan industrial development, clustered in expanding areas, in a coordinated manner.

Policies: 13.a Require business parks, which cluster uses into a master-planned, campus-type development, to include interior landscaping and site design controls.

13.b Assist business parks developers with parcel aggregation and permitting.

13.c Encourage business parks to provide coordinated landscaped buffers around the perimeter of the park.

Commercial Development

Goal 14 - To strengthen and enlarge the commercial economic base of the community by promoting the development of facilities that provide a competitive and stimulating business environment.

Policies: 14.a Locate different types of commercial uses in a manner that is consistent with existing traffic patterns and public facilities, and is compatible with nearby and adjacent land uses.

14.b Promote the development of clustered commercial facilities that will accommodate high traffic-generating uses. Large single sites are preferred over *ad hoc* strip commercialization.

14.c Allow neighborhood scale services that are compatible with residential areas. Develop standards to ensure that such services are compatible in location, scale, design and intensity with the prevailing neighborhood character.

14.d Include consideration of architectural quality and good site planning in the design of commercial developments.

14.e Support and maintain the central business district of Oak Harbor and the established commercial nodes located at SR20 and West Pioneer Way, along North Midway Boulevard, and Goldie Road and SR20, to serve the greater Oak Harbor area.

14.f Retain and enhance the character of historic commercial districts.

14.g Promote commercial infill development.

- 5.d Developments along Oak Harbor's waterfront should enhance the area's natural and physical aesthetics.
- 5.e Scenic transportation routes should be identified. Adjacent properties owners will be encouraged to protect scenic values.
- 5.f The City and the Navy should cooperate on the protection of viewsheds and view corridors.

Goal 6 - The redevelopment of downtown Oak Harbor shall receive continued support, consistent with the *Waterfront Redevelopment, Branding and Marketing Program*.

Discussion

Enhancing the pedestrian experience and improving connections and access to the waterfront from neighboring areas of the city should have the highest priority. The City may consider guidelines for: a comprehensive signage program to enhance way-finding; pedestrian oriented design elements within the public right-of-way; and, human scaled architectural detailing and building design.

Policy: 6.a The historic character of downtown and Harborside Shops area should be encouraged through the establishment of design guidelines and a design review process.

Discussion

For example design policies for the CBD should support the development of an interrelated and connected system of pedestrian walkways while maintaining other access options. Additionally they should provide a variety of pedestrian oriented commercial and cultural opportunities along the street.

6.b Building heights should be coordinated in the downtown and Harborside Shops vicinity to enhance the area's view of the harbor.

Industrial Development Design

As with commercial development, industrial activities can suffer from blight and unsightliness. However, with landscaping and architectural sensitivity to exterior design, color and materials, such activities can be attractive and complementary to the community. The use of dense, native, forest vegetation or the replanting of a variety of coniferous trees to buffer industrial facilities from neighboring land uses and right of ways can contribute significantly to improve their appearance.

Goal 7 - Establish design guidelines for industrial and business park development.

Policy: 7.a Mitigate the visual and traffic impacts of industrial uses on adjacent properties and street corridors.

Attachment C

Downtown Streets

Are We Strangling Ourselves on One-Way Networks?

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ABSTRACT

As many communities are in the process of revitalizing their downtowns, a common issue is the prevalence of intricate and often confusing one-way street networks. This paper provides a comparison of one-way versus two-way street systems for downtowns and presents an evaluation methodology for considering two-way conversion. The analysis gives equal weight to all modes of travel and includes the non-regular visitor to downtown. Motorist analysis factors include mobility, vehicle miles of travel (VMT), number of turning movements, travel time, vehicle capacity, and parking supply. Pedestrian factors analyzed are number and severity of pedestrian/vehicle crossing conflicts. Direction and symmetry of routes comprise the transit analysis factors, and retail factors measure the visibility of street front locations.

INTRODUCTION

Ever since the explosion of automobile use that occurred after WWII, people have moved their residences further and further from downtown centers, out into new suburban communities. With this exodus came a daily travel ritual in which suburbanites in motor vehicles behave as tides do, placing a tremendous strain on the downtown street network. The historical response to this strain has been to improve the efficiency of moving vehicles into and out of the city at all costs, without considering other system users.

We now understand that downtowns that operate predominantly as a place of work and clear out in the evening are the ones most often struggling to foster new development and business ventures. The longstanding mantra to seek the greatest speed by which commuter motorists can flee the city has accelerated the downtown deterioration process. The sad results are streets congested with fast-moving automobiles and barren of lively pedestrian, cultural, or commercial activity after the mad evening exodus.

As many communities are in the process of revitalizing their downtowns, a common issue is the prevalence of intricate and often confusing one-way street networks. This legacy of one-way streets can be traced back to when the streets' sole mission was to move traffic into and out of the downtown employment center as quickly as possible. An emerging role of downtown as a cultural and entertainment center is now challenging the

embedded mindset that the primary purpose of streets is the unequivocal movement of commuter automobile traffic.

HOW WE GOT HERE: A BRIEF HISTORY OF ONE-WAY NETWORKS

One-way streets in downtowns were not an overnight occurrence; rather, their proliferation was the result of a series of events that occurred over a number of years. The development of one-way downtown networks can be traced through four very distinct periods of evolution.

The *Pre-Freeway Era* encompasses the time from prior to the development of the automobile to just after the conclusion of World War II. Cities were at the height of their development, and downtowns not only served as the seat of the local governments, but were also the hub of all social, civic, and cultural activity within the surrounding region. Downtown streets were home to not only motor vehicles, but also streetcars, trolleys, buses, and most importantly, people. Movement of each of these travel modes was equally balanced, with cars and pedestrians coexisting peacefully in a controlled, slow-speed environment. Retail business activity was at an all-time high, with most goods and services available in the core of the downtown.

It is important to note that during this era most downtown workers did not commute great distances; rather, most lived within 2 to 5 miles of their downtown jobs. Suburbs had not yet been invented, as the transportation facilities of the day did not support long commute distances. However, all this was about to change, in the name of progress.

America learned several important lessons during the course of World War II. Perhaps one of the most profound was the example that Nazi Germany provided through its impressive system of limited-access highways, by which expedient movement of troops and goods across the country was possible. With the passage of the Federal Highway Act of 1956, the *Freeway Proliferation Era* had begun.

The construction of the freeways did exact many benefits for commerce; however, it also opened the door for downtown workers to move farther from their place of work. As downtown workers began to seek out less expensive, more desirable housing in the suburbs, the mode balance on downtown roadways that had been prevalent for many years began to shift toward facilitating the speedy entrance and exodus of commuters. Downtown streets began to be converted to one-way travel to facilitate this expedient movement into the city in the morning and out in the afternoon.

As downtown workers continued the flight to the suburbs, providers of goods and services soon followed. Small downtown shops were recreated in the suburbs as regional shopping malls, supermarkets, and discount stores. Workers no longer patronized the small shops downtown since they could fill their needs closer to home, often at lower prices. Many of the small, family-owned businesses that had been located downtown for years either moved to the suburbs with their market or succumbed to closure as the market dwindled.

This *Post-Freeway Era* reached its peak in the 1980s, when even traditional downtown corporate offices sought out the cheaper land in the suburbs. Many formerly strong downtowns were reduced to blighted, empty streets and boarded-up storefronts, devoid of life after 6 pm.

Downtowns have seen a resurgence, beginning in the 1990s, as communities began to rediscover the attraction of the downtown as a location. Most downtowns never lost the designation of the cultural and governmental hub of their community; however, the ability of the downtowns to adapt to a new role as entertainment centers has aided in their comeback during this, the *Reemerging Era*.

Many people are returning to downtowns as residents and workers now seek to escape the outlying suburbs and office parks. Since most suburban developments rely on one or two major arterial roadways, the traffic impacts associated with these areas have become much worse than ever imagined in the downtown, with its well-defined street network grid. As people return to downtown, there has been a plea for a rebalancing of downtown roadways, to make them safer and friendlier again for all modes of travel. It is in this context that many cities are contemplating the conversion of one-way streets to two-way travel.

CONFLICTING OPINIONS

The return of one-way downtown street networks to two-way travel is a relatively new phenomenon associated with downtown revitalizations. Opinions about the feasibility of two-way conversions vary widely, according to the interest group polled. Three of the most prevalent groups in communities that are investigating the possibility of two-way conversion are discussed in the following paragraphs.

A Traffic Engineer's Perspective

For many years, traffic engineers were mandated to "move as much traffic as possible, as quickly as possible," often resulting in degradation of movement for other modes of travel. The unequivocal movement of the motor vehicle through a downtown network was of paramount concern; all other modes of travel took a back seat. Effectiveness of the network was measured by the amount of delay a motorist would encounter on a given street segment or intersection during either the morning or afternoon peak hours.

Given this context, one-way streets do make sense; the *Transportation and Traffic Engineering Handbook* reports that the conversion to two-way operation generally increases capacity by about 10 to 20 percent. The case is also often made that one-way streets help facilitate good signal progression through a downtown network. One-way streets also offer the opportunity to control their traffic flow at signalized intersection approaches by a single signal phase, freeing up green time for intersecting street movements. One-way streets also have fewer conflicting turning movements at their intersections, reducing the chance for a through vehicle to encounter a turning vehicle. Finally, curbside activity such as service vehicle loading and unloading is less disruptive to the traffic flow on a one-way street, where only one travel lane is usually blocked by this activity.

In traffic engineering circles, however, the operational disadvantages associated with one-way streets are becoming increasingly recognized. The system often forces drivers to follow out-of-direction routes to their destinations, causing an increase in both the number of turning movements required and vehicle miles of travel (VMT). The direct result of this recirculation is an increase in traffic volumes on a given segment or intersection within a one-way system, with a corresponding degradation in air quality within the downtown.

Signal progression can often be maintained on two-way streets to favor the peak direction movement during the morning and afternoon peak hours with minimal effect on through-vehicle delay or the capacity of the network.

The User's Perspective

Another group with a vested interest in what happens to downtown one-way street networks is the users of those facilities. Users can be grouped into three general categories: the motorist, the transit rider, and the pedestrian. Each group views the street network in a different way, as discussed below.

Motorists

Motorists use the street network as a means for navigating the downtown to get to their destination. In most cases, a downtown motorist's destination is someplace to park the car, namely a garage, lot, or on-street parking space; upon parking, the motorist leaves the vehicle as a pedestrian to access the final destination. It is well known that people attempt to park as close to their ultimate destination as possible, in an effort to minimize walking distance.

One-way streets do not pose a major inconvenience for commuters and regular visitors to the downtown; these motorists have learned the downtown network and know the "best route" to their destination. Rather, it is the occasional visitors to downtown who are often confused and disoriented on encountering a one-way street network. Often, these motorists are able to see their destination but are shunted away from it by the one-way streets. But these occasional users are in fact the customers that revitalized downtowns are trying to attract. If circulation in the downtown can be made easier by converting one-way streets, people in this target market segment may be better pleased with their overall downtown experience and become more regular downtown patrons.

Transit Patrons

A one-way street network exacts a similar toll on the downtown transit system and its users. In a one-way network, stops on the same route for opposite directions are forced to be located on two different streets. Again, the most affected users are the occasional downtown visitors, who are not familiar with the system. For instance, a visitor who is dropped off at a stop downtown on a one-way street may not realize that the transit stop for his return trip is actually located one block away on a different street. Regular transit users can even become victims of this system in sections of downtown with which they are not familiar. In a two-way system, transit stops for a particular route can be located across the street from each other, eliminating this confusing situation.

Pedestrians

As stated previously, at some point every downtown visitor becomes a pedestrian. Whether one arrives by private vehicle, taxi, or rail or bus transit, it becomes necessary at

some time to navigate the street system on foot. One-way streets present challenges to the pedestrian due to the speed and direction of adjacent vehicular traffic and pedestrian expectations at intersections.

On a two-way street, pedestrians always have the choice of walking facing the oncoming traffic or with their backs to it. This choice does not exist on a one-way street, where pedestrians moving in the same direction of the vehicular traffic will always have adjacent traffic coming behind them regardless of which side of the street they choose to walk on.

At intersections of two streets that are each two way, pedestrians have an expectation of potential vehicular conflicts with their path as they cross the intersection. This sequence reverses itself for the opposite movement across the intersection, for a total of two conflict sequences that the pedestrian should expect. When a one-way street is included in the intersection, the number of potential conflict sequences increases dramatically. This phenomenon will be discussed in greater detail in the evaluation section of this paper. Suffice it to say, a pedestrian who is crossing an intersection of one-way streets must pay particular attention to the direction of both through and turning traffic to avoid a conflict.

It is also important to remember that a one-way street system always has a greater magnitude of vehicle turning movements compared to a two-way system. Any turning movement, regardless of street configuration as one- or two-way, creates *exactly* the same potential for vehicle/pedestrian conflict, namely, one legally turning vehicle crossing the path of one legally crossing pedestrian. Thus, aside from the complexity of conflict sequences, there are simply more (typically 30–40%) vehicle/pedestrian conflicts within a one-way street network than in a comparable two-way system.

Downtown Community Perspective

Much attention recently has been given to downtown vitality and redevelopment efforts. One-way street conversions to two-way are part of a much bigger effort to make downtowns more livable and economically successful. City leaders, both political and business, are becoming increasingly concerned with the quality of the outdoor environment experienced by downtown visitors.

Some national chains are beginning to develop downtown locations, with an emphasis on service industries such as office supplies, bookstores, and coffeehouses. In our experience, most of these retailers prefer the exposure and accessibility offered by a location on a two-way street. This fact is supported by examples such as Vine Street in Cincinnati, where 40% of businesses in this economically depressed downtown corridor closed after the street was converted from two-way to one-way.

As retail and entertainment activities begin to increase downtown, cities today are experiencing an influx of new downtown residents not seen in decades. Young professionals with no children, looking for an urban lifestyle, as well as “empty-nesters” who are tired of the big house and yard (with a corresponding big commute) are beginning to return to the housing areas within and immediately adjacent to downtown. For these people, livability is of paramount importance. As shown in Figure 1, large gains in overall livability can often be accomplished while exacting only a slight increase in vehicular delay.

The cost of living in downtown neighborhoods is relatively high compared to suburban neighborhoods. Downtown residents expect the high cost of living to be offset

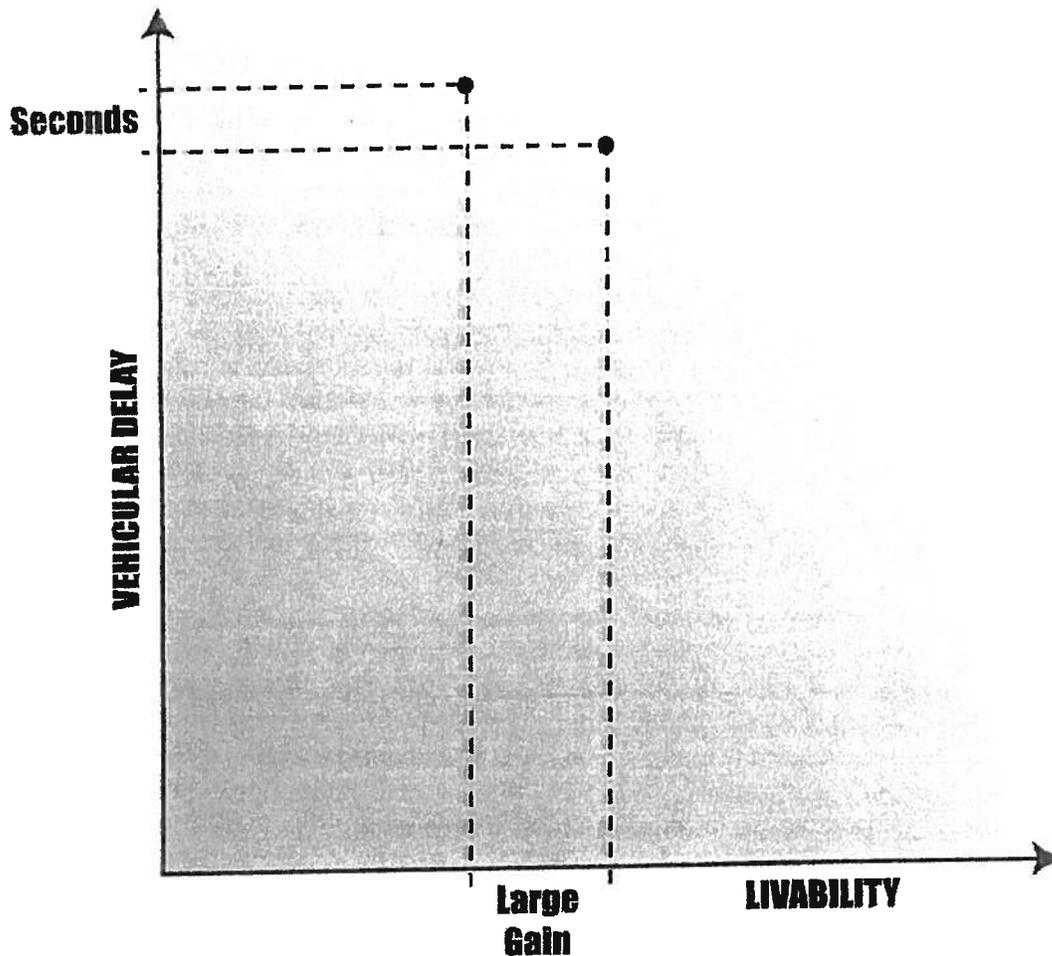


FIGURE 1 Livability index.

by better services, close proximity to public facilities such as parks, walkable streets, and being close to the center of activity. Being able to walk to these attractions is very important to urban residents.

A high level of auto accessibility in a downtown is more important to urban residents than access to regional roadways. By requiring less out-of-direction travel and fewer turning movements, a two-way street network is better for short trips to local establishments than a one-way street network. Livable streets benefit all users of a downtown whether they are using transit, an automobile or walking.

ONE-WAY VERSUS TWO-WAY: EVALUATION MEASURES

In order to effectively evaluate the impacts and benefits of converting a given one-way street network to two-way travel, it is proposed that a combination of evaluation measures be used. As summarized in Figure 2, these measures include traditional travel service impacts such as capacity and vehicular delay, but also take into account livability issues within the downtown street network such as transit routing, pedestrian mobility

TRADITIONAL

EVALUATION CONTINUUM



Capacity Comparison

- Number of Lanes
- Delay



Out-Of-Direction Travel

- VMT
- Turning Movements
- Recirculation



Average Travel Speed



Pedestrian Issues



Eclipsing of Storefront Exposure

EMERGING

FIGURE 2 One-way vs. two-way measures of effectiveness.

and safety, and retail business street exposure. These measures are defined in detail within this section.

Network Capacity Comparison

The first evaluation measure is a comparison of the total east-west and north-south street capacity for both the existing one-way and proposed two-way travel conditions. To make this comparison, traffic counts on the street segments must be obtained for the a.m. and p.m. peak hours. These existing volumes must then be reassigned on the converted network to allow for the redistribution of traffic that will occur when the one-way restriction on certain streets is lifted. This reassignment can be accomplished through the use of a manual reassignment for small street networks or by using a traffic modeling software package for more detailed networks. Once a set of traffic volumes has been established for both the one-way and two-way scenarios, screenlines can be established to account for all of the east-west and north-south lane capacity through the network. Capacity volume thresholds can then be established for the desired level-of-service on the streets contained in the screenline. Since it is acknowledged that a one-way lane does have a slightly greater capacity than a corresponding two-way street, a 10–20 percent reduction in lane capacity is taken for the two-way facilities. Volume-to-capacity ratios (v/c) can then be established for each of the facilities along the screenline in both a one-way and two-way configuration. Aggregated v/c 's can be obtained by summing the volumes and capacities for each travel direction, giving an indication of the total available system capacity in both the east-west and north-south travel corridors. An example of this application as used in New Haven, Connecticut, is illustrated in Figure 3.

Most downtowns have a well-developed street grid; this abundance of alternate routes is the inherent advantage that downtowns have over their competitors, suburban office and retail parks, where all traffic is generally forced onto the one or two available arterials. This corridor capacity approach assumes that as one facility begins to approach its capacity, some traffic will divert to other parallel, less-used facilities. This diversion begins to animate some of the downtown roadways that were previously forgotten in the one-way system, making them more visible and attractive for redevelopment.

Out-of-Direction Travel

As stated previously, one of the inherent disadvantages with one-way streets is that they force additional turning movements at the intersections caused by motorists who must travel "out-of-direction" to reach their destination. These additional turning movements increase the chance of a vehicular-pedestrian conflict at any given intersection, and also result in a systemwide increase in VMT over a comparable two-way system due to the amount of recirculating traffic.

The magnitude of these measures can be quickly estimated using the following approach. By choosing several downtown "portals," typically used entry and exit points from the downtown street network, and several major downtown "destinations," usually a high concentration of parking, supply, or office use, vehicular paths can be traced from origin to destination and back assuming both a one-way and two-way street network. This

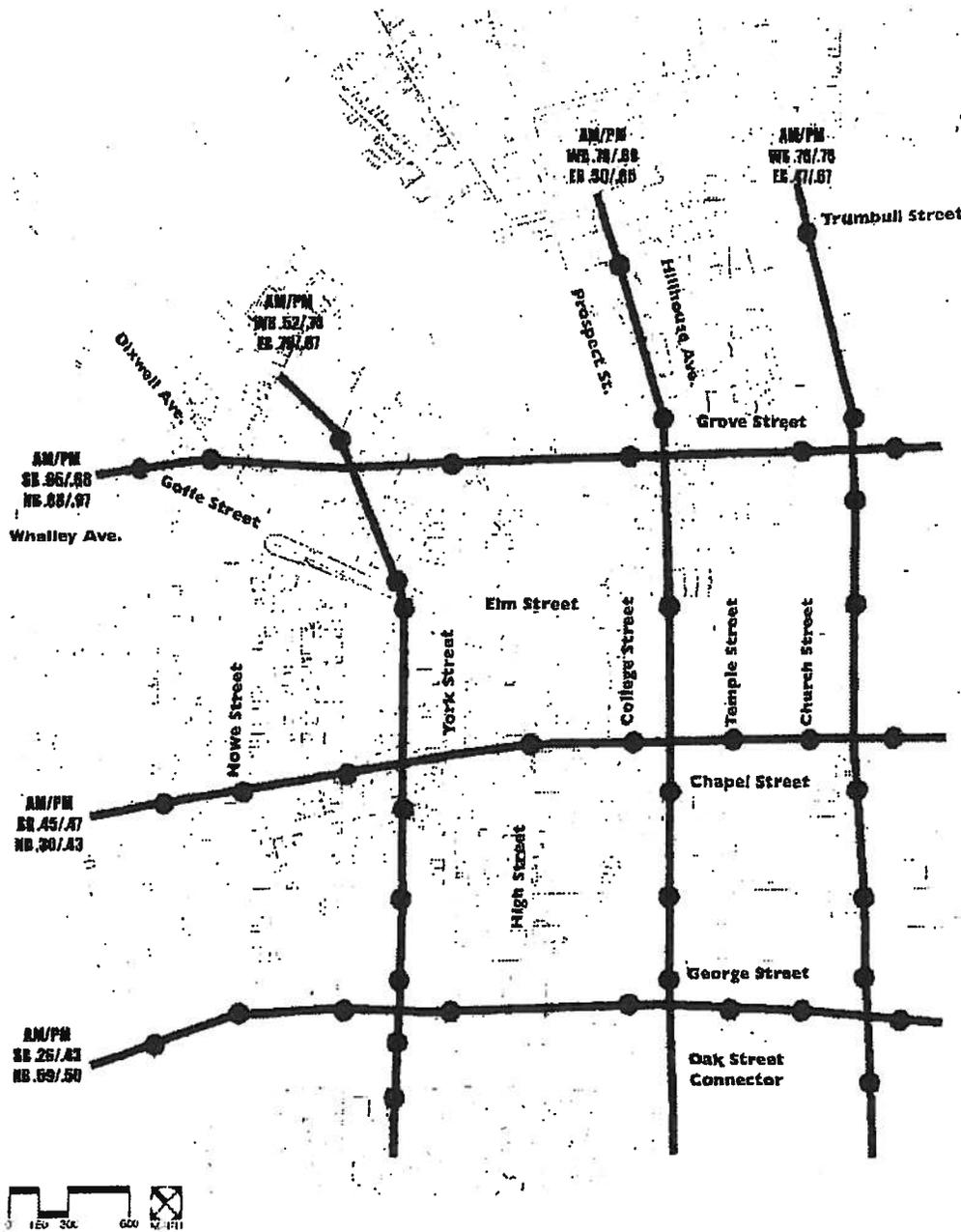


FIGURE 3 Screen lines and traffic volumes New Haven, Conn. (proposed).

method will give a comparison of the number of turning movements and total travel distance for each street configuration. Our experience shows that a one-way system usually yields approximately 120 to 160% of the turning movements when compared to a two-way system, and the travel distance between portal and destination is usually 20 to 50 percent greater in a one-way street system.

An additional measure of this comparison can be made by simulation modeling of both the one-way and two-way networks with TRAF-NETSIM. The simulation program would yield system VMTs and delays for each case, which could then be compared.

Travel Speed Comparison

It is true that overall average through-travel speeds are lower for a two-way street configuration than for a one-way system. However, to achieve a rebalancing of the system, it is important to consider *all* users of the downtown street network, not just the through traveler. Slower vehicular speeds are safer for crossing pedestrians, as they allow longer gaps in the traffic stream for crossing. Additionally, for those travelers with a destination downtown, accessibility and mobility are usually more important than through vehicular delay.

In most downtowns, the delay penalty will be small for the through traveler. For instance, a decrease in average arterial travel speed of five miles per hour over a one-quarter mile segment of network yields an additional three minutes of travel time. This delay incurred by the through traveler must be weighed against the other objectives of the community to determine the acceptability of the impact.

Pedestrian Measures of Effectiveness

Pedestrian measures of effectiveness such as sidewalk capacity and pedestrian LOS will not be covered in this discussion since they do not pertain specifically to the one-way versus two-way argument. Concerns for downtown pedestrians with regard to one-way streets center on convenience, safety and the quality of the walking environment.

The convenience to pedestrians is a key element to the livability and vitality of a successful downtown. A prosperous downtown contains many more offerings of goods and services than a blighted one and is therefore far more attractive to the pedestrian.

The conventional wisdom has always assumed that one-way streets were safer and more comfortable for pedestrians to cross than two-way streets. Superficially, it would seem that crossing the single direction of traffic on a one-way street is always preferable to crossing a two-way street.

As is often the case, the conventional wisdom is wrong. In fact, crossing a one-way street presents greater difficulties to the pedestrian than crossing a two-way street. The explanation lies in the greater number of different vehicle/pedestrian conflict sequences (hereinafter "conflict sequences") that are encountered in crossing the one-way street. Any given conflict sequence consists of: (1) the kind of turning movement that the vehicle is engaged in, (2) the direction (left-to-right or vice versa) in which the vehicle path intersects with the pedestrians and (3) the location of the vehicle with respect to the pedestrian's field of view, at the beginning of the vehicle movement. Figure 4 illustrates the conflict sequences for both one-way and two-way intersections.

There are only two possible sequences (sequences #1 and #2 in diagram) that pedestrians can encounter in crossing a two-way street. Regardless of what leg of the intersection they cross, they will never encounter other than these two conflict sequences. Further, these two sequences are closely related, essentially the mirror image of each other.

On one-way streets, by contrast, there are 16 different conflict sequences that pedestrians can encounter, depending upon which leg of the intersection they are crossing. Further, these sequences vary widely in their component parts. For example, some sequences have only a single conflict, while others have two or even three. Further, the

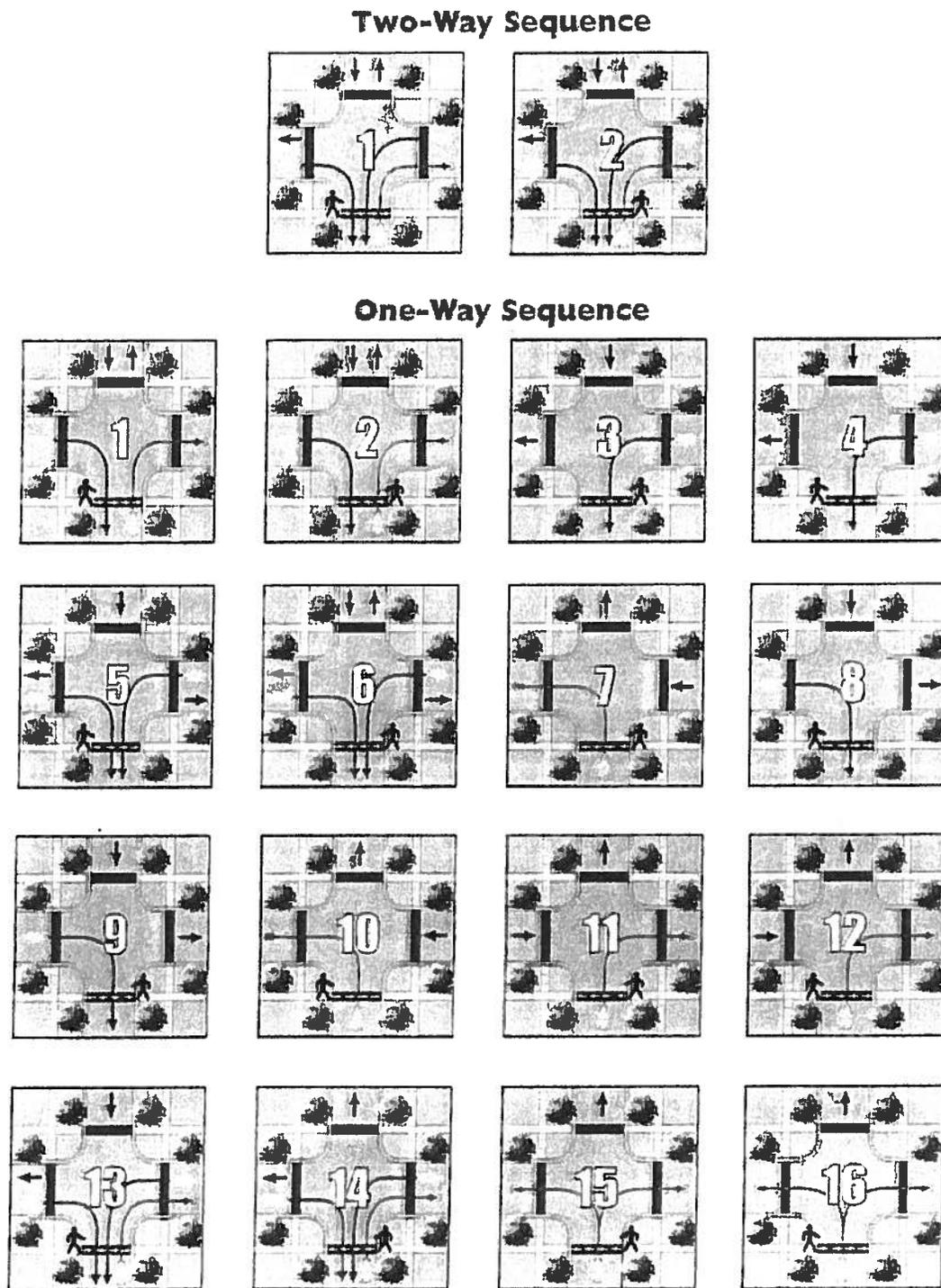


FIGURE 4 Sequence of conflicts created by one-way streets.

sequences involve a wide variety of directions of vehicle flow and pedestrian views of the vehicle. The conventional view of the safety of one-way street crossing usually focuses on crossing the upstream leg of the intersection, in which only a single turning movement is encountered (sequence #11 and #12 in the diagram). However, this situation comprises only 2 of the 16 possible conflict sequences. The complexity and variety of the other 14 are typically overlooked when discussing the merits of one-way streets.

Eclipsing of Storefront Exposure

One-way streets have a negative impact on storefront exposure for those businesses highly dependent on pass-by traffic. As a vehicle stops at or enters an intersection the driver has excellent visibility of the storefronts on the far side of the cross street. On one-way street networks, precious storefront exposure is lost when one direction of travel is removed, causing one side of every cross street to be partially “eclipsed” from view, as illustrated in Figure 5. “Eclipsing” occurs on cross-street storefronts along the

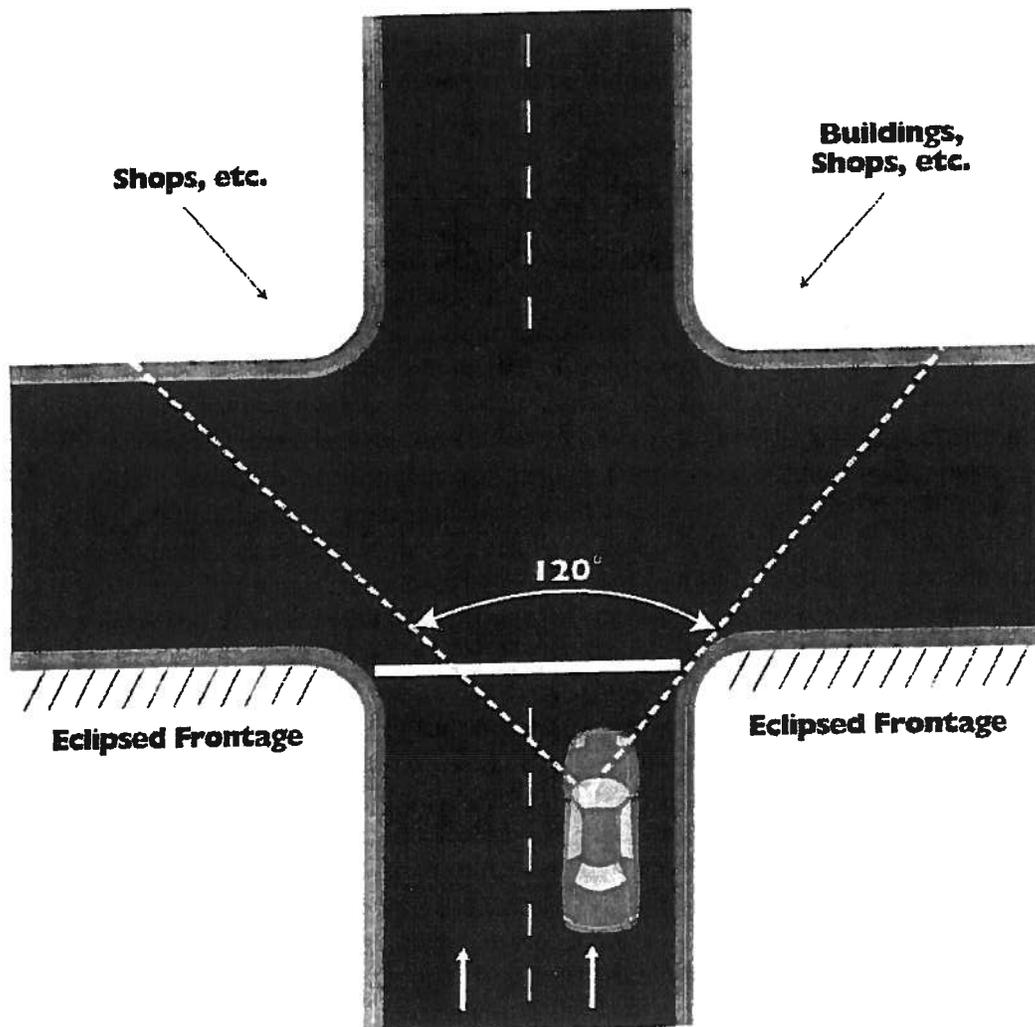


FIGURE 5 Retail eclipsing a diagrammatic summary.

nearside of the intersection relative to the direction of travel, and where downtown street networks contain many one-ways the accumulated negative impacts are significant. A methodology was developed to calculate the loss of exposure to first floor commercial property.

The quantity of eclipsed store frontage is a function of the quantity of one-way street approaches in the intersection, block perimeter size, building setback and street width.

As block perimeter size increases, assuming the store frontage eclipsed remains relatively constant, the percentage of impacted property decreases. The opposite is true when block perimeters decrease, exacting an unfair disadvantage to the downtown with a superior small-block size street grid. Building setback and street width combine to determine the storefront footage visible across the street from the corner to the range of sight limited by the glancing angle. The greater the sum distance from building setback to building setback on the cross street, the more the store frontage eclipsed. An application of the eclipsed frontage analysis is shown in Figure 6.

Once the evaluation measures have been quantified using the presented methodology, they can be summarized in a matrix similar to the one presented in Figure 7. In this way, a clear comparison is readily available for review by all interested parties.

GETTING IT DONE: NEXT STEPS

By carefully evaluating the results of an analysis using the methodology described above, a community can make a better-informed decision about converting one-way streets to two-way travel. Decision makers can weigh these quantitative criteria against the vision and goals a community has for its downtown and determine if the through-traffic impacts are acceptable in gaining livability within the downtown. Once the decision is made to convert to two-way networks, several implementation strategies are available to make the transition as simple and cost-effective as possible.

Figure 8 graphically depicts five options that can be used to implement a systemwide downtown network conversion from one-way to two-way streets. The strategies allow communities to undertake as much or as little conversion as they desire in each phase and provide a systematic approach to deal with specific financial concerns or skeptics. As can be seen from Figure 9, a conversion plan as dramatic and far-reaching as the one recommended for New Haven, Connecticut, can entail significant costs and time and is therefore a candidate for phasing.

Many communities are in the process of converting their one-way streets to two-way networks. Table 1 summarizes some of those communities as well as where they are in the process.

In conclusion, it is important to note that converting the street network from one-way to two-way will not by itself guarantee an immediate resurgence of growth and activity downtown. Most communities have come to this recommendation as a part of a greater vision or urban design plan for their downtown. The conversion of one-way streets is most often accompanied by other initiatives designed to attract additional downtown development or redevelopment and make downtown a more livable community.



FIGURE 6 Retail/commercial properties eclipsed by one-way streets, New Haven, Conn.

----- Sight Lines

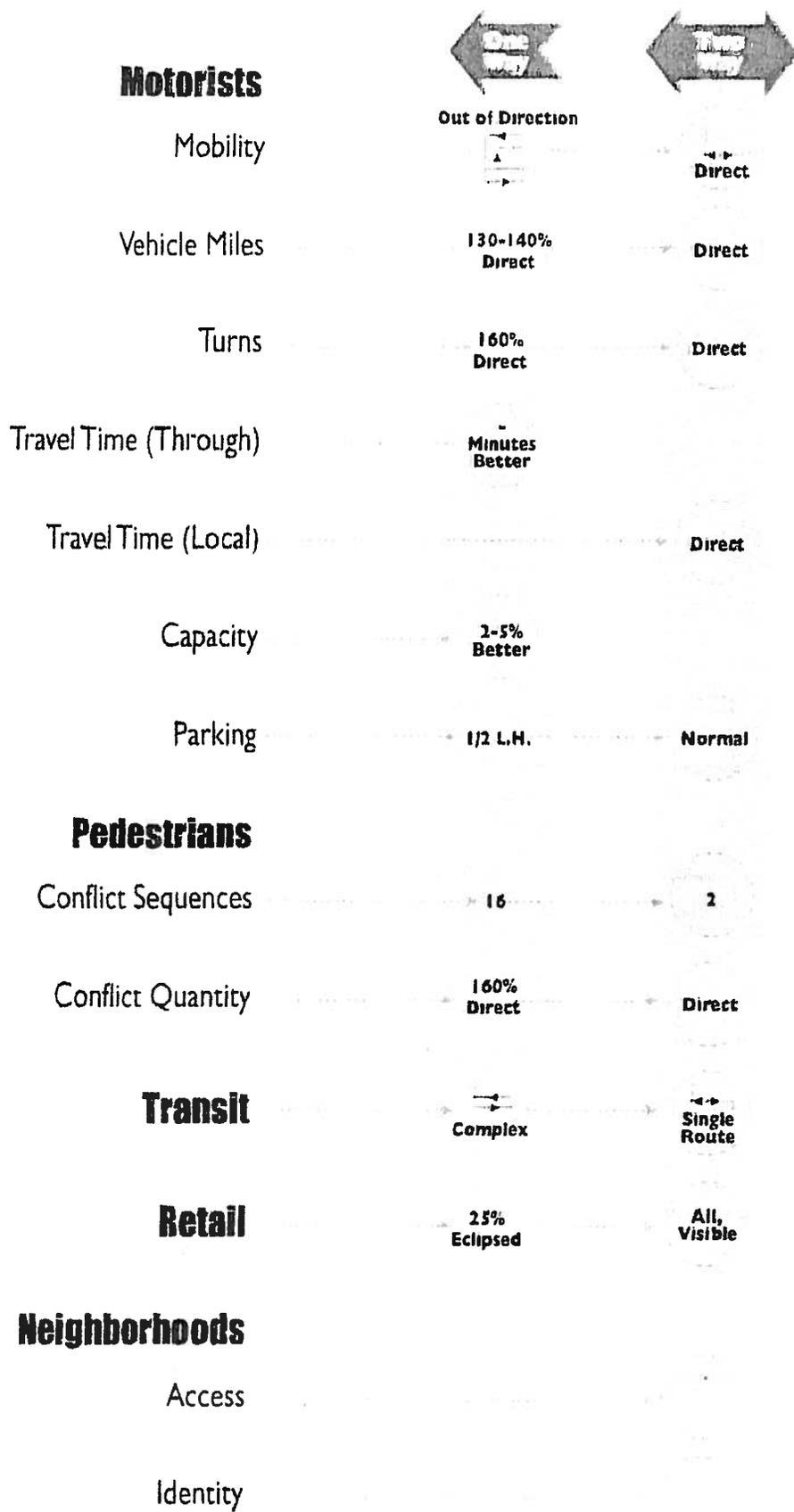
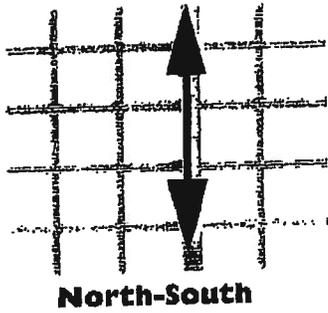
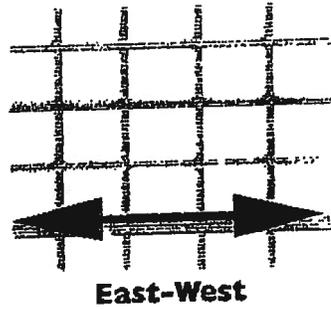


FIGURE 7 Sample evaluation matrix.

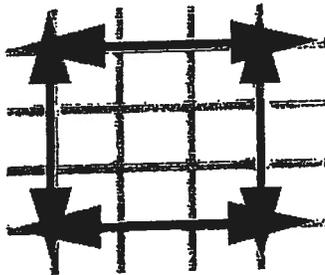
1. Begin with bold statement



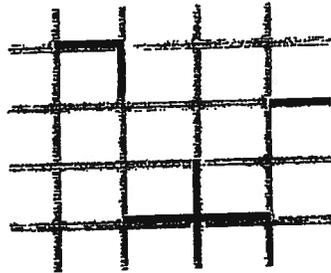
OR



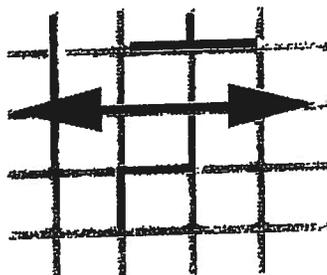
2. Break up the mass



3. Little victories first



4. Bold connection and little ones



5. Nibble from outside in

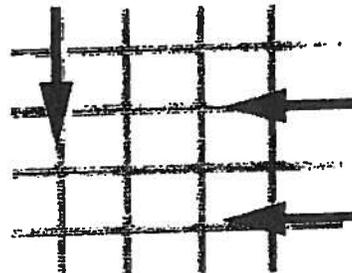


FIGURE 8 Strategies for restoring "two-ways".

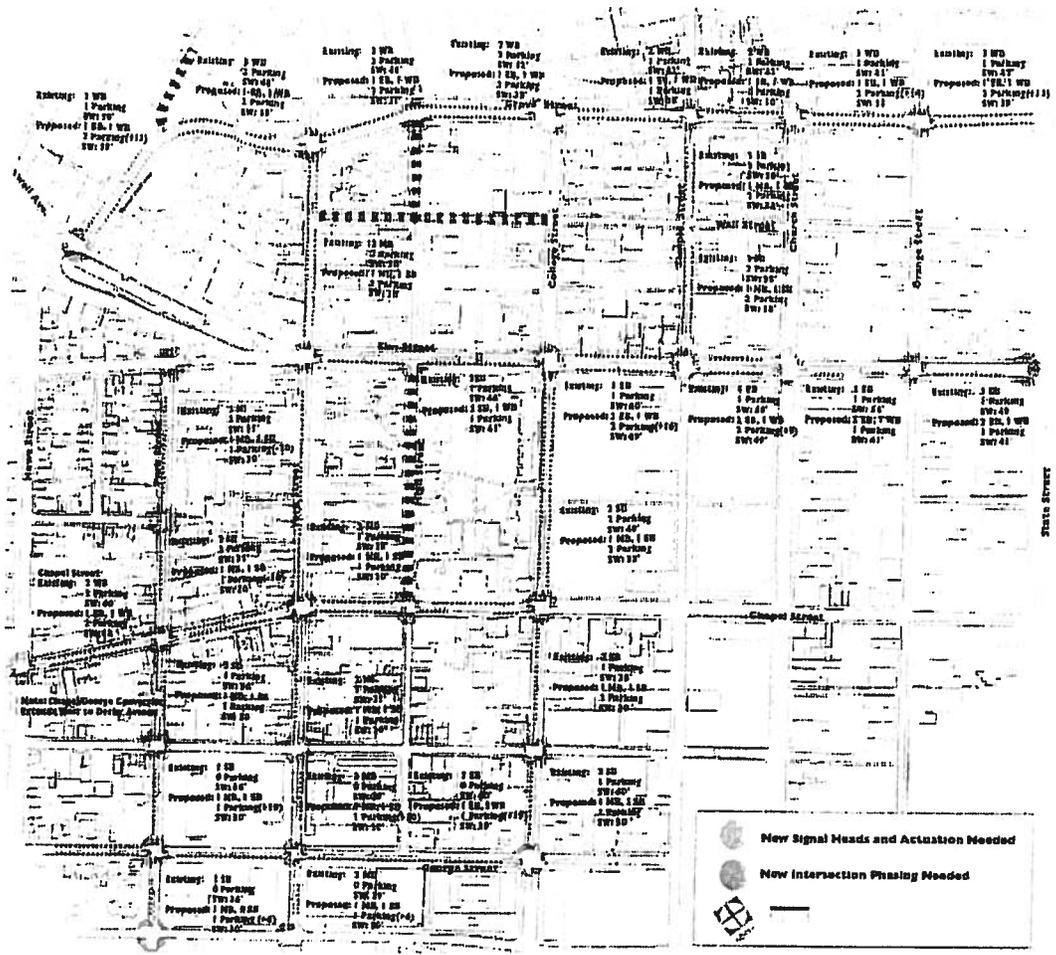


FIGURE 9 Sample conversion plan - New Haven, Conn.

TABLE 1 Communities Undertaking One-Way Conversions

| City | Chief Supporters of Conversion | Reasons for Conversion | Current Stage in Conversion | Primary Contact |
|-------------------|--|---|---|---|
| Albuquerque, NM | City transit system and council member | Create a pedestrian-friendly environment near a new intermodal facility and reduce confusion for visitors | City council will approve conversion this year. | Robert Dourte, Transportation Development, (505) 924-3990 |
| Berkeley, CA | Neighborhood association | Accommodate buses and bikes and reduce neighborhood cut-through | Final draft of conversion plan now in preparation. | Charles Deleuw, Traffic Engineering, (510) 644-6540 |
| Cincinnati, OH | Local business community (Over-The-Rhine Chamber of Commerce) | Calming traffic and attract new neighborhood businesses | A city council resolution has called for conversion. | Judith Osbourne, Over the Rhine Chamber of Commerce, (513) 241-2690 |
| Edmonton, Alberta | Business community | Increasing retail activity downtown | A majority of one-way streets to be converted in August 1998. | Frank Perich, Transportation and Engineering (403) 496-1787 |
| Norfolk, VA | Planning office, local residents, traffic engineering department | Completion of boulevard system surrounding downtown and traffic calming in residential area | Conversion of two streets to be complete by mid-July 1998. | Brian Townsend, Planning, (757) 664-4752 |
| Toledo, OH | Business and government leaders (Downtown ToledoVision) | Create a pedestrian- and visitor-friendly downtown | Two streets were converted in 1997, and plans call for the entire downtown network. | Joe Moran, Downtown ToledoVision, (419) 244-3747 |
| Waukesha, WI | Traffic engineering department/ business community | There is no longer a need for a one-way network | Several streets have been converted, and more on an ad hoc basis | Don Martinson, Southeastern WI Regional Planning Commission, (414) 547-6721 |

ACKNOWLEDGMENTS

The authors would like to express their gratitude to Jonathan Hoffman, student at the Georgia Institute of Technology and Glatting Jackson intern during the summer of 1998, for his assistance in compiling data and studying the effects of retail frontage eclipsing in New Haven, Connecticut.

RESOURCES

Special Report 209: Highway Capacity Manual (1994 update). TRB, National Research Council, Washington, D.C., 1994.

Harwood, D. W. *NCHRP Report 330: Effective Utilization of Street Width on Urban Arterials*, TRB, National Research Council, Washington, D.C., 1990.

Attachment D

The Impact of One and Two Way Streets on Adjacent Business.

by Stan Stanley

References supporting two way streets in Downtown retail corridors

The Worst Main Street Revitalization Ideas

<http://www.urbanreviewstl.com/?p=7012>

"Main streets across this country, from big cities to suburbs to small towns, have been abused by urban planners over the second half of the 20th Century trying to find the right formula to reverse the exit to the edge.

In big cities you had white flight and schools as explanations for flight but in many small towns these reasons didn't exist. They didn't have the mall on the edge of town drawing customers away from main street. They had only the single school district. However, many had Wal-Mart pulling customers out of the existing downtown's.

The "solutions" were almost universal from big city Central Business Districts to suburban areas to small towns. With some exceptions these all failed:

One-way traffic - charming main streets were turned into high speed roads to get through town. See Collinsville IL and many others..."

The Return of the Two-Way Street. Vancouver WA

<http://www.governing.com/column/return-two-way-street>

"Rather than wait for the \$14 million more in state and federal money it was planning to spend on projects on and around Main Street, it opted for something much simpler. It painted yellow lines in the middle of the road, took down some signs and put up others, and installed some new traffic lights. In other words, it took a one-way street and opened it up to two-way traffic.

The merchants on Main Street had high hopes for this change. But none of them were prepared for what actually happened following the changeover on November 16, 2008. In the midst of a severe recession, Main Street in Vancouver seemed to come back to life almost overnight.

Within a few weeks, the entire business community was celebrating. "We have twice as many people going by as they did before," one of the employees at an antique store told a local reporter. The chairman of the Vancouver Downtown Association, Lee Coulthard, sounded more excited than almost anyone else. "It's like, wow," he exclaimed, "why did it take us so long to figure this out?"

A year later, the success of the project is even more apparent. Twice as many cars drive down Main Street every day, without traffic jams or serious congestion. The merchants are still happy. "One-way streets should not be allowed in prime downtown retail areas," says Rebecca Ocken, executive director of Vancouver's Downtown Association. "We've proven that."

Downtown East West Corridor Study. Redmond WA

<http://www.redmond.gov/insidcityhall/documentlibrary/pdfs/Resolutions/RES1289.PDF>

"WHEREAS, the city of Redmond has a vision to reclaim our downtown as an economically healthy, people-friendly place, enhanced by the movement of pedestrians, bikes, cars, and a diversity of businesses, and

WHEREAS, the Transportation Facility Plan identifies three critical projects in Downtown Redmond Which will support Implementation of the downtown vision:

- Redmond Way and Cleveland Street improvements including the conversion of the one-way couplet to two-way streets...

Designated by Washington State Department of Transportation (WSDOT) as State Routes 908 and 202, respectively, the existing couplet was created in 1986 to maximize traffic circulation through Downtown. However, recent studies show that a majority of traffic (62%) is destined for Downtown. Because the couplet is conducive to throughput traffic and not destination traffic it does not support a healthy retail environment and is not a pedestrian-friendly place. The one-way street system also creates driver confusion, with many visitors giving lost upon entering the downtown corridor. All these factors impede redevelopment and real estate investment in business: that could contribute to thriving pedestrian environments along the corridor"

The Impact of Traffic Patterns on Corridor Retail

<http://www.co.washington.or.us/LUT/PlanningProjects/Bethany/loader.cfm?csModule=security/getfile&pageid=146651>

"Much has been written on the debate over one-way vs. two-way traffic and the inherent impacts. However, most of the information presented has been from the perspective of the traffic engineer, rather than from the perspective of the retailer. This report is an attempt to provide the perspectives of both... Among the studies discovered, most, if not all, indicated a negative relationship on "heavy streets" (defined as one-way with synchronized lights and comparatively high volumes) between both the awareness of one's surroundings and willingness to interact within those surroundings... Arguments for two-way streets include: enhanced businesses perform better; a favorable pedestrian environment; increased storefront exposure; and, fewer service disruptions. Research has proven that businesses on two-way streets have a comparatively elevated tax base, command stronger commercial rents and net higher real estate values, versus businesses on one-way streets. This same research suggests that the improved pedestrian safety and comfort afforded by a two-way traffic environment encourages shoppers to patronize adjacent businesses by foot, creating economic synergy... For those businesses highly dependent on passer-by traffic, two-way streets are essential... Two-way streets tend to promote a sense of pedestrian dominance that contributes to the tax base, creates an environment that encourages urban residential development and contributes to a compact city form."

University of Georgia Small Business Development Center: Evaluating Potential Locations for Your Retail Business

<http://www.sbdc.uga.edu/pdfs/cedwards04.pdf>

"Beware of One-Way Streets – Locating on a one-way street exposes your business to the traffic traveling in only one direction. In addition, it will be more difficult for your potential customers to access your location."

Bringing Back the Two-Way Street:

<http://www.preservationnation.org/main-street/main-street-news/2002/06/bringing-back-the-two-way-street.html>

"The conversion of streets from one-way to two-way traffic seems to be a growing trend across North America. In the United States and Canada, many cities and towns have already made the change or are in the process of considering such conversions. While the circumstances motivating such changes and the logistical issues involved vary from place to place, most of the communities contemplating the conversion process cite easier access, traffic calming, and support for local businesses as reasons to make the transformation."

Converting One-way Streets to Two-way

<http://www.preservationnation.org/main-street/main-street-news/2002/06/converting-one-way-to-two-way.html>

"Many factors combine to make main street economically successful. One important, but often overlooked, aspect is the traffic pattern. One-way streets are efficient but they are not customer friendly for people coming downtown to shop two or three times a month... When should a community consider converting a street or network of streets from one-way to two-way traffic? The most important consideration is whether it will help the revitalization effort. If the area affected by the conversion is a retail district that is experiencing a comeback, then a conversion may be warranted.... Perhaps the most important reason for changing the traffic flow of a downtown street is to improve the economic well-being of the commercial district. A survey of 25 towns and cities that have converted their main streets show that many have experienced significant reductions in vacant floor space after the conversion."

Smart Growth: Main Streets and Transportation Policies

<http://www.preservationnation.org/main-street/main-street-news/2002/06/smart-growth.html>

"Transportation policies have great impacts, both positive and negative, on the economic vitality and quality of main streets. Poorly planned by-passes can spawn edge-of-town sprawl that lures businesses away from downtown. One-way road pairings can lead to increased traffic speed, turning main streets into speedways. And bans on on-street parking can make it hard for local main street businesses to accommodate their customers. For those reasons, downtown revitalization leaders should pay close attention to local transportation plans."

Downtowns: A New Look for Their Transportation?

<http://www.ite.org/membersonly/itejournal/pdf/Jha98a18.pdf>

"Instead of 'more access, more traffic capacity' which we heard in days gone by, we are hearing calls for improved internal circulation for pedestrians and a need for a more localized, focused transportation system... Lower traffic volumes, slower speeds, convenient but unobtrusive parking, more neighborhood 'character' and aesthetic quality, and increased safety and security are all being demanded.... Where we frequently pursued one-way streets to increase roadway capacity under the travel patterns of the past, we are now realizing that we can do as well in downtowns with more two-way streets."

Converting One-Way Streets to Two-Way. Lexington KY

<http://www.lexingtondda.com/collegetown/11UKBOOK-TRAFFIC.pdf>

"The prevailing wisdom is that in a retail district, two-way streets enhance a neighborhood's environment, reduce speeds to levels that are more compatible with pedestrian traffic, and that a "busy" street can be an indicator of a healthy business environment... Often times one-way streets create an unnecessary struggle for retail districts. They make it difficult for motorists to stop at, or return to a business they have passed. As a result, in business districts, one-way streets can have a vacuous affect. Like the one-way motorist, retail vitality moves out of town quickly."

Downtown success is a two-way street. Lexington KY

<http://tomeblen.bloginky.com/2009/02/28/downtown-success-is-a-two-way-street/>

"Downtown Lexington's legacy from 20th century traffic engineering efficiency is its one-way street pairs... It didn't work. Worse yet, those one-way streets have hampered public and private efforts to reinvent and revitalize downtown Lexington ever since.

Here's the problem: Cars go faster on one-way streets, especially when lanes are wide. That makes traffic more dangerous, especially for pedestrians, and more noisier. One-way streets hurt business and confuse tourists."

Riverwalk, Art Crawls, Two-Way Traffic Revive Downtown Waukesha. WI

<http://milwaukee.bizjournals.com/milwaukee/stories/2005/07/18/focus1.html>

"Waukesha's downtown resembled a ghost town following the shopping mall boom of the 1960s and 1970s, according to local business and community leaders.

The proliferation of one-way streets only contributed to the unwelcoming vibes of the downtown business district.

Thanks to development initiatives over the past decade, Waukesha's central business district finally has become a destination of choice.... The bounce is evident in the record-low office and retail space vacancy rates...

Downtown business leaders cite a number of factors that they say have created an environment more conducive to conducting business in downtown Waukesha. These changes include the elimination of one-way streets, the start-up of community policing programs, the city's long-term development plan, the beautification of the Fox River corridor and an active artisan community."

Effects of Two-Way Traffic Flow on High and Maple Street in the City of Holyoke MA

http://www.pvpc.org/resources/transport/holyke_traf.pdf

"Based on the results of the Pioneer Valley Regional Transportation Model, both High Street and Maple Street are capable of accommodating two-way traffic flow between Appleton and Lyman Streets. Two-way traffic flow could assist in reducing vehicle travel speeds through downtown Holyoke, encouraging pedestrian traffic, and in conjunction with ongoing redevelopment efforts make downtown more economically successful."

Additional References supporting two way streets in Downtown retail corridors

Main Street Program

MainStreet.org

[Smart Growth: Main Streets and Transportation Policies](#)

[Main Street 101: Public Improvements Part I](#)

[Main Street 101: Public Improvements on Main Street, Part II](#)

American Planning Association

[American Planning Association](#)

[Street Design Guidelines for Healthy Neighborhoods](#)

Other Studies/Articles

[Dayton Street Conversion Project](#)

[twowaystreetstudy.pdf \(application/pdf Object\)](#)

[Evaluating Urban Downtown One-Way to Two-Way Street Conversion Using Multiple Resolution Simulation and Assignment Approach](#)

[Streetsblog Capitol Hill » Are Two-Way Streets the Way of the Future?](#)

[Going Both Ways: Are Indy's Downtown Merchants Punished by One-Way Streets? - Smaller Indiana](#)

[Let's Go KC » Yet another one-way street is being eliminated Downtown](#)

[Davenport considers more two-way streets](#)

[February 08.pdf \(application/pdf Object\)](#)

[ParkPlandMarket2way.pdf \(application/pdf Object\)](#)

[Streetfilms | Park Slope: One Way Is The Wrong Way](#)

[Downtown Development Authority - Two-Way Street Project](#)

[One Way? Wrong Way -- Courant.com](#)

[Traffic Flow Conversion Study Executive Summary.pdf \(application/pdf Object\)](#)

References supporting one way streets

One-Way Streets Are Better Than Two-Way

<http://www.i2i.org/articles/2-2005.pdf>

"Planners also sometimes argue that two-way streets are better for businesses on those streets because it is easier for patrons to reach those businesses. But traffic flows on one-way streets can be significantly higher than on two-way streets..."

Converting one-way streets to two-way traffic is one of the latest fads of urban planning. Such conversions will increase congestion, pollution, and traffic accidents, but planners ignore these problems and talk about how they will lead to more "vibrant" streets, whatever that means."

Attachment E

August 17, 2010

Kristi Jensen
Windermere Whidbey Island
32785 SR 20 Suite 4
Oak Harbor, WA 98277

Dear Kristi:

Thank you for sending us your information regarding the City of Oak Harbor's plans to convert Pioneer Way from a two-way street to a one-way configuration.

Our firm produced a Waterfront Redevelopment, Branding & Marketing Program for Oak Harbor in 2005. The goal of the plan was to provide recommendations for the City to further develop its tourism industry, revitalize downtown, recruit non-tourism businesses, and make Oak Harbor a place where businesses could thrive and residents and visitors would enjoy spending their time.

The key for Oak Harbor to achieve this success revolves around its waterfront. The projects detailed in the plan would redevelop City Beach Park, further develop Freund Marsh and the waterfront trail system, and revitalize downtown. The waterfront redevelopment would create a gorgeous, unique park area, with a variety of activities to attract residents and visitors, including a family play area, a plaza event area, an amphitheater overlooking the lagoon, an extensive trail system, an interpretive center, and upgraded and expanded RV facilities.

The park redevelopment would attract many more people – residents and visitors. The proximity of downtown to the waterfront would lure many people into the shops and restaurants there, particularly with enhanced corridor linkages, and revitalization and business recruitment efforts. But the key to attracting additional traffic downtown is the waterfront redevelopment, and this should be top priority.

Converting two-way streets to one-way was a popular plan in the 1950s and 1960s, with the goals of improved traffic flow and to reduce conflicts at intersections. But those plans didn't take into consideration the goals of economic development or a sense of community. Since that time, many cities have converted their one-way streets back to two-way, for many reasons:

- One-way streets create circuitous and confusing transportation patterns, making navigation particularly difficult for visitors.
- Frequently businesses on one-way streets have less exposure to passing customers.
- Narrow two-way streets actually slow traffic.



- Some studies show that two-way streets improve pedestrian and bicycle safety, rather than the opposite.
- With the direct routes provided by two-way streets, there are fewer miles of travel, less fuel consumption, and less automobile emissions.
- Two-way streets allow direct emergency vehicle access to and from downtown.
- Two-way streets improve pedestrian perception of the street as less of a barrier and of the downtown as being more intimate.

The Hyannis Main Street Improvement District conducted a survey in December of 1999 of 22 communities that had converted downtown streets from one-way to two-way. This study reported that the vast majority of communities reported improved business, increased investment downtown, increased pedestrian friendliness, more choices for travel downtown, and a general feeling of improved livability and a greater sense of community after conversion to two-way streets.

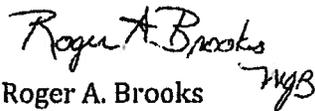
It is our opinion that changing the configuration of Pioneer Way to a one-way street is likely to have adverse effects on downtown – making it more difficult for businesses to succeed and more difficult for people to get around. We urge the City to reconsider this idea.

If the cost of this project were redirected to the waterfront redevelopment, downtown would see more business – people want things to do, and a redeveloped waterfront would attract many more people who would also gravitate to the additional offerings downtown. We suggest the City reassess the street configuration after downtown becomes the community's central gathering place.

Before a one-way street configuration can work successfully, without negatively impacting economic development, the downtown needs to be such an outstanding destination that people will be willing to drive "around" or park a block or two away because downtown Oak Harbor is worth the walk.

I hope this is helpful.

Best regards,


Roger A. Brooks

Destination Development International

mjb

Attachment F



September 23, 2010

Kristi Jensen
Windermere Whidbey Island
32785 SR 20, Suite 4
Oak Harbor, WA 98277

Re: Pioneer Way Reconfiguration Assessment, City of Oak Harbor
Two-way to One-way Circulation, GTC #10-088

Gibson Traffic Consultants (GTC) has been retained to provide a review of available materials that have been presented as part of a SEPA application to convert Pioneer Way from a two-way to a one-way roadway from City Beach Street to Midway Boulevard.

According to the SEPA Checklist the one-way conceptual design for Pioneer Way was approved by the Oak Harbor City Council in December 2009. This one-way conceptual design is not consistent with the December 2009 Comprehensive Plan that calls out Pioneer Way as a route to provide a marked bicycle path along. The one-way nature means that bikes would have to divert one block to continue on this route or that counter flow would have to be allowed, which is inappropriate with parallel parking or back-in angle parking. The angled parking shown and the one-way nature of the conceptual design is not conducive to a safe bicycle route.

The SEPA Checklist identifies the Oak Harbor Downtown Circulation Study (April 2001) as environmental information that has been prepared or directly related to this proposal. There has been no update or additional analysis presented covering the downtown circulation. Based on this study the preferred alternative was the two-way option with angled parking. As part of the Oak Harbor Downtown Circulation Study analysis prepared by KJS Associates, Inc., it was shown that the proposed one-way impacted more intersections negatively than the improved two-way system, thus reducing level-of-service ratings for the road system. See Table 2, page 6.

Pursuant to the Oak Harbor Downtown Circulation Study the Comprehensive Plan had been updated to include Goals that identified that Pioneer Way, from City Beach Street to Midway Boulevard, shall continue to be a two-way street for traffic. These goals were still in place in the February 2007 Comprehensive Plan. It was this two-way City of Oak Harbor Pioneer Way Street Reconfiguration that was awarded Rural Economic Development Sales Tax Funds for the 2007 Cycle from the Board of Island County Commissioners in the amount of \$1 million.

It should be noted per the 2007 Transportation Element Figure 4-2 Existing PM Peak Hour Turning Movement Volumes that more traffic is shown heading west along Pioneer Way from City Beach Street to Midway Boulevard. Also, according to the City of Oak Harbor Average Daily Traffic Data this stretch of Pioneer Way carried less traffic in 2007 (7,837 ADT) than it did in 1999 (8,881 ADT); therefore, there are no capacity reasons to be changing the roadway from two-way to one-way flow.

In the 2007 Transportation Element, the Comp Plan called for a change to the functional classification of Pioneer Way from a minor arterial to a collector with a maximum acceptable service volume of 10,500 ADT (LOS D). In doing so, the identified design capacity within the SEPA Checklist of 15,000 ADT would be operating above the roadway's functional classification and contrary to the goal of making the corridor pedestrian friendly.

GTC has performed an extensive literature search of cities that have reversed or are reversing one-way systems to two-way systems to better serve the surrounding community. A local example of this was in the City of Everett, when in 2002 the city held a public hearing to convert portions of Hoyt Avenue, Wetmore Avenue, and California Street from one-way to two-way streets. Wayne Wentz, the City Traffic Engineer and Michael Stringham of Perteet, a consulting firm, presented on the project background, schedules, design alternatives, public involvement, benefits, and challenges. Also, in a 2009 AIA (The American Institute of Architects) Communities by Design report for the City of Port Angeles the AIA made the major recommendation that Port Angeles explore with the Washington State DOT ways to decouple Front and First Streets (one-way streets). This would allow each street to return to two-way operation. In the fast growing South Lake Union area of Seattle, the City, property owners, adjacent businesses and developer have come together to make the former one-way 9th Avenue/Westlake one-way couplet into two two-way streets. This change was to enhance business opportunities and promote a pedestrian friendly streetscape.

The general consensus among both planners and traffic engineers has been that one-way streets are best reserved for situations where there are high volumes of traffic to be moved. However, in downtown and commercial areas, where traffic volumes are not an issue, one-way streets are not preferred and are often detrimental to the surrounding neighborhoods. One-way streets tend to create more dangerous situations for pedestrians due to visibility and higher speeds. One-way streets also have adverse impacts on adjacent businesses because of a lack of visibility, confusing routes and the need for longer trips for patrons of such businesses.

Ms. Kristi Jensen
September 23, 2010
Page 3

GTC trusts that this memorandum addresses the impacts of the possible reconfiguration of Pioneer Way from a two-way street to a one-way street. If there are any questions or comments, please contact GTC at (425) 339-8266.

Sincerely,

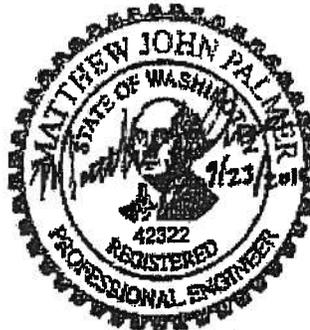
GIBSON TRAFFIC CONSULTANTS, INC.

Matthew J. Palmer, P.E.

Traffic Engineer

Attachments

XC: Richard Aramburu, Aramburu & Eustis Attorneys at Law



GIBSON
TRAFFIC
CONSULTANTS

ATTACHMENT 1

To Whom It May Concern,

My name is Adam Hand. I am the former owner and Executive Chef of The Bay City Bistro, formally located on historic Oak Harbor Pioneer Way. I am writing this letter to clarify the reasoning behind the closer of the semi fine dining bistro that I successfully ran for three years.

I started Bay City Bistro in May of '07 and the lease was up for renewal in April of '10. To be clear, I did not have any second thoughts of renewing my three year lease for the space that I grew to love, until the downtown road construction project was introduced and voted on by the city council. Only then did I start to worry about the progress of my business in that historic location. Despite the local gossip my reasoning's were not a question of a one way street or a two way street (though that issue is surrounded by its own inconsistencies). I based my decision on the way the city council was treating the downtown merchants.

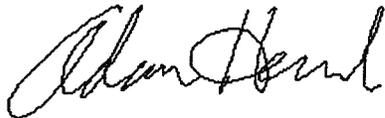
There way of following through on a decision to beautify the street was conducted in an alienating manner to all the business owners that there actions would effect. Now I am all for the beautifying of the down town. I know the street has its issues and would love to see it set right. The fact that the street is being redone is not the issue that I am fighting. It's the way the city is planning this event, the manor in witch they are conducting the project, and the false facts that are being conveyed to the community. They came to us in merchant meetings and said plans would be set in a way to limit the loss of business then went to there council meeting and told us to our faces (only behind there desks this time) that it would be perfectly expectable to loose 85% of businesses in the downtown, and that this would make way for "high end, upscale" stores and restaurants to come in after the project is done.

This statement highly offended me, and I wasn't offended for just my bistro, but for all my fellow merchants in witch I shared my life on Pioneer Way with. For that statement seems to be the mission statement for the whole project. Lying to our faces, and hoping that we all go out of business to leave a vacant down town. They propose an eleven month construction project on a street where businesses don't have back doors, and the only help they tried to offer was a bunch of lies that were told behind closed doors. This isn't any way for a city to treat its small businesses. We could thrive more as a community if only we felt the city, like other cities, cared about us.

I can't help but to imagine if I treated the council member the way they treated us in there city meeting when they came to eat at the restaurant. How they might feel about me. If I told them I had a special dish for them and I convinced them to order it. But when I brought out it would be something completely different. They would send it back and say "This isn't what you promised me." I would roll my eyes at them, head back into the kitchen and come back with an unchanged plate a bill to place in front of them and walk away.

That seems to be the way all of us in the downtown feel like. As a result, a lot of us have left, or plan on leaving, or want to leave but can't. Those who are staying have a loom over there heads that is brought on by the city, and alls there is to do is wait and see what happened to there business. So when it came down to sign a renewal for Bay City Bistro. My Partner and I discussed what the future held for us in Oak Harbor. We decided to quit while we were ahead so our city wouldn't put us out of business as well.

Sincerely



Adam Hand
Owner/Operators of Bay City Bistro



Dave N Hand II

Kathy Gifford

From: Steve Erickson [wean@whidbey.net]
Sent: Tuesday, September 28, 2010 2:49 PM
To: Margery Hite; Steve Powers
Cc: GayLynn Beighton; Bob Pederson
Subject: Tonight's OH OC meeting

Please include these comments in the record for tonight's hearing regarding Oak Harbor's SEPA appeal procedures,

The SEPA appeal procedures in the ordinance under consideration at tonight's Oak Harbor Planning Commission meeting are not clear as to if and how a threshold determination for a UGA change can be appealed. We believe that such appeals are highly problematic as outlined below:

There are several statutory requirements and limitations that are relevant here.

1. Statutory authority for initial appeal of noncompliance with the Growth Management Act resides in the Growth Management Hearings Boards (GMHBs). Appeals must be brought to a GMHB before judicial review can be sought.
2. That authority includes appeals of State Environmental Policy Act environmental threshold determinations and adequacy of Environmental Impact Statements. RCW 36.70A.280(1).
3. With the exception of failure to act claims, only legislative ADOPTIONS may be challenged for noncompliance with SEPA "as it relates to plans, development regulations, or amendments, ADOPTED under" GMA or the Shoreline Management Act. Ibid.
4. Cities simply make recommendations to counties about Urban Growth Areas. GMA is explicit that the authority for designating UGAs resides with counties, not cities: "The county shall designate and take other actions related to urban growth areas. . ." RCW 36.70A.040(3)(c). Therefore, an action by a city to change its UGA, including a SEPA threshold determination or preparation of an EIS, is not appealable to a Growth Management Hearings Board.

Therefore, a cities' SEPA threshold environmental determination or EIS relating to a UGA is not appealable, since a city's legislative action is simply a request/recommendation to the county to adopt the UGA proposed by the city. In fact, the city is not even in the position before the county of being an "applicant." The county's action is a separate proceeding with its own process. It is this process which is appealable to a GMHB, not the city's.

So, if a city provides for administrative appeal of a SEPA threshold determination or adequacy of an EIS, the decision on that appeal may not be appealed. All appeals of GMA matters must be brought before a GMHB before judicial review is possible. But because the city can not adopt a UGA, there is no adoption to be brought before a GMHB. But under state statute, appeal of this decision (of a city's administrative appeal of SEPA relating to a UGA) must first go to a GMHB before judicial review can be sought.

Because the decision of an administrative appeal of SEPA related to a city's UGA may not be further appealed (to either a GMHB or a court), it may not be resolved. Because it may not be resolved, it is futile. Numerous court decisions stretching back decades hold that parties cannot be required to engage in futile legal processes. Therefore, (potential) appellants cannot be required to bring city administrative appeals of SEPA determinations and EIS's relating to UGAs.

-Steve Erickson

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