

# **GROWTH MANAGEMENT ELEMENTS GOALS AND POLICIES**

## **LAND USE**

### **Introduction**

The Land Use element of the comprehensive plan will guide decision-makers in defining how the land in Oak Harbor and its urban growth area (UGA) will be used to accommodate the projected population and employment growth over the next twenty years. The Future Land Use map describes the range of land uses that will occur (*i.e.*, residential, commercial, industrial), and where those land uses will occur. This element presents a broad vision of the future allocation and distribution of land uses. The policies in this element define the density, intensity and character of these proposed land uses, and will provide guidance in the drafting of development regulations to implement this plan.

Historic land use patterns have determined the character of the city -- the development of the downtown area; the location of homes and industries; the patterns of transportation corridors; the evolving relationship between the city and the Naval Air Station; all of these elements have helped to shape Oak Harbor's urban fabric. Land use decisions have determined where people reside, shop and work. They have also shaped the traffic patterns that determine the mobility of citizens, and the size, amount and type of parks and recreation areas that impact residents' quality of life. Land use decisions must consider and be sensitive to the natural environment and physical constraints within the community, and they must also reflect the visions and values of the citizens of the community. Land use decisions will continue to play a significant role in determining the quality of life in the city of Oak Harbor.

### **Relationship to Other Elements**

The Land Use element is the central component of the entire comprehensive plan. In conjunction with the Environmental element, it is the element upon which all other elements of the plan are based. Coordination between the Land Use element and the other plan elements is not only required by GMA, but it is essential in ensuring that the city can meet its land use, housing and economic development goals. The goals and policies expressed in this element, and shown on the Future Land Use map, are important in planning for the allocation, distribution and intensity of land uses. This information is also important in planning for the extension of streets and utilities, and for the siting of facilities such as schools, police or fire facilities. Thus, this element will be the cornerstone of the Capital Facilities, Utilities, Housing, Economic Development, Open Space, and Transportation elements of this plan.

### **Distribution, Location and Extent of Land Uses**

The city's existing land use pattern generally responds to the opportunities and constraints presented by natural features of the land, the economic opportunities presented by transportation corridors, and the unique opportunities and constraints resulting from the location and operation of NAS Whidbey Island.

The natural features of the land are described in the Environmental element. A key feature of Oak Harbor's natural environment is its visual and physical access to the waters of Puget Sound. City land use policies must recognize the importance of this link by emphasizing strategies that will maximize opportunities for water views and water access.

As in most communities, housing development has followed economic opportunity. In the past, housing growth paralleled the growth of naval facilities. As the local economy becomes more diversified, both residential and commercial growth will be less dependent on military activity.

## **EXISTING CONDITIONS**

### **Land Use Mix**

Due to the location of the naval base and its supporting facilities, the amount of land traditionally developed within the community for both residential and non-residential uses has been affected by similar facilities built by the Navy to accommodate their personnel and their dependents. For example, NAS Whidbey Island has built 1552 units of housing for use by base personnel and their families. In addition, the base Exchange and Commissary are primary sources of goods purchased by Navy personnel and DOD retirees. As a result, the development of housing and commercial areas within the city has been slower than development in cities of comparable size. The city's mix of land uses also reflects its status as a regional provider of goods and services for the North Whidbey Island area.

In order to evaluate the adequacy of Oak Harbor's mix of land uses, a comparative survey of similarly-situated communities was performed. Cities selected for this survey were similar in population to Oak Harbor (Marysville, Port Angeles, Mukilteo), or they were a regional service provider dominated by one major employer (Bremerton, Port Townsend). In one case, the community met both criteria (Pullman). The survey examined data found in the comprehensive plans of each community (including data from the Oak Harbor 2001 Comprehensive Plan), identifying the percentage of land within each city devoted to residential, commercial, and industrial use.

This survey indicates that Oak Harbor's mix of residential, commercial, and industrial uses is fairly consistent with similar communities surveyed. One exception to this observation is in the area of industrial land, where Oak Harbor's total was significantly lower than other cities. None of the data includes land outside city limits but within Urban Growth boundaries. It is therefore likely that, as industrial land to the north of Oak Harbor is annexed over time, the percentage of industrial land will be more in line with that of other communities.

In 2011, the City recognized that there was no land use category to accommodate water-related and water-dependent commercial and industrial uses adjacent to the shoreline. This was apparent when there was a potential for a boat builder to locate within Oak Harbor. To accommodate such uses in the future, the City created a new land use category called "Maritime" that is intended to allow commercial activity and clean industrial uses along Catalina Drive.

**Figure 1**  
**Comparison of Land Uses by Community**

|                      | %<br>Residential | %<br>Commercial | %<br>Industrial |
|----------------------|------------------|-----------------|-----------------|
| <b>Bremerton</b>     | 37.3             | 9.1             | 0.1             |
| <b>Pullman</b>       | 37.2             | 6.4             | 5.8             |
| <b>Port Angeles</b>  | 48.0             | 7.0             | 17.0            |
| <b>Mukilteo</b>      | 52.0             | 8.0             | 15.0            |
| <b>Marysville</b>    | 58.3             | 6.5             | 22.4            |
| <b>Port Townsend</b> | 68.0             | 1.0             | 5.0             |
| <b>Average</b>       | <b>50.1</b>      | <b>6.3</b>      | <b>10.9</b>     |
| <b>Oak Harbor</b>    | <b>51.0</b>      | <b>7.0</b>      | <b>1.0</b>      |

NOTE: Because these numbers do not include all land use types, the totals do not reach 100%

### **Residential Uses**

The predominant land use within the city is residential. The density of residential areas varies from 3 – 6 dwelling units per acre (du/ac), to as much as 22 du/ac. The higher densities are located primarily near the center of the city. These areas feature a mix of single-family and multi-family dwellings. Lower density areas, consisting mostly of single-family homes, are located to the east, west, and south of the city’s central core. Residential development has been limited in the northern portion of the city, due largely to noise impacts from aircraft operations at Ault Field. A total of 4202 parcels of land within the city are devoted to residential uses. These parcels represent approximately 51% of the city’s total land area.

Different residential areas of the city were developed over a span of time, resulting in identifiable neighborhoods with distinguishing characteristics. Six distinctive neighborhood areas have been previously defined for planning purposes: Northeast (#1) north from Whidbey Ave. to the Sea Plane Base, Southeast (#2) south from Whidbey Ave. to the waterfront, Northwest (#3) north Whidbey Ave. W to the city limits, Southwest (#4) east of Heller Road to Highway 20, south of Whidbey Ave W to Swantown Road and Highway 20, Far West (#5) all incorporated areas west of Heller Road, and South (#6) all incorporated areas south of Highway 20 and west of Oak Harbor Street. These neighborhoods are mapped on **Figure 2**.

The Northeast Neighborhood is primarily made up of ranch-style single-family houses dating from the 1950s and 1960s. Newer and larger homes are located near the eastern boundary, while multi-family units lie closer to commercial strips along Midway Boulevard and SR 20. Lot sizes range from approximately 8,000 square feet to one-half acre.

The Southeast Neighborhood includes the residences downtown, where most of the oldest homes in the city are located. This area includes some craftsman style homes from the 1920s and 1930s, and a few Victorian style homes from earlier dates. The majority of the housing in this area consists of tract homes from the 1950s and 1960s. There is also a large stock of multi-family units centered around the Central Business District. Lot sizes range from approximately 5,000 square feet to one-half acre.

The Northwest Neighborhood contains a wide variety of housing units, including mobile home parks, tract housing, ten and fifteen year old single-family homes, and new apartments and condominiums. The neighborhood contains a small number of single-family homes lacking improved streets and a sewer service that were given a "poor" rating in the most recent housing survey.

The Southwest Neighborhood consists of single-family subdivisions and planned unit developments. The area includes ranch-style homes, with apartments and condominiums located closer to SR 20. This area also provides view lots of Oak Harbor and the bay. Bordering the Whidbey Golf and Country Club are planned unit developments containing both attached and detached condominiums and single-family homes plus a gated community containing estate homes.

The Far West Neighborhood consists of single-family homes, with two large parcels of undeveloped single-family zoned land totaling 70 acres. Much of the anticipated residential growth is expected to occur in this neighborhood.

The South Neighborhood contains a mixture of new condominiums, older rural subdivisions, new planned unit developments, and approximately 50 acres of wetland and cultivated land. Recent development has been along Scenic Heights Road, which provides some of the best "view" land available.

*INSERT NEIGHBORHOOD MAP HERE*  
(Figure 2)

## Neighborhood Map



## **Commercial Uses**

Commercial uses include the Central Business District (CBD), smaller neighborhood businesses, and auto-oriented businesses and large retail facilities located along highway corridors. The CBD features older buildings that are home to a mix of office and retail uses, as well as restaurants. The area also includes several undeveloped and underdeveloped parcels that present unique opportunities for downtown development. Many of the properties in this area have water views that will make them attractive for redevelopment. However, construction on these sites may also impact existing views from other properties. City development regulations should consider the value of these views during the permitting process for new construction within the CBD. The commercial area along SR20 has developed in a manner that accommodates the auto-oriented public. In addition to automotive services, the area includes businesses that feature large-scale buildings and parking lots.

## **Industrial Uses**

Land developed or designated for industry is located primarily in the northern part of the city. This area is within the Air Installation Compatible Uses Zones (AICUZ) footprint designated by the Navy and based on noise impacts and Accident Potential Zones (APZs) associated with aircraft activity at Ault Field. Due to noise impacts and limited areas also within designated APZs, this area is better suited to industrial uses, and is not suitable for residential development.

From 1993 to 1995, the city participated in the development of the North Whidbey Community Diversification Action Plan. In recognition of the area's reliance on NAS Whidbey Island as its economic engine, the plan set forth a strategy to diversify the local economy.

In 1990, a total of 10,446 people were directly dependent on employment at NAS Whidbey Island: military personnel, civilian employees, and contractors. In 2002, that population is 10,058.<sup>1</sup> During the intervening time, there were periods of uncertainty regarding the future of the facility, based on a decision in early 1991 to include the NAS on the federal base closure list. Although the base was removed from the list shortly thereafter, the potential for closure resulted in economic uncertainty and a realization that the level of reliance on the naval base was unhealthy for the long-term benefit of the local area.

## **Public/Institutional Uses**

This category of uses includes public and private schools, churches, municipal buildings and facilities, park and recreation facilities, and open space (whether public or private).

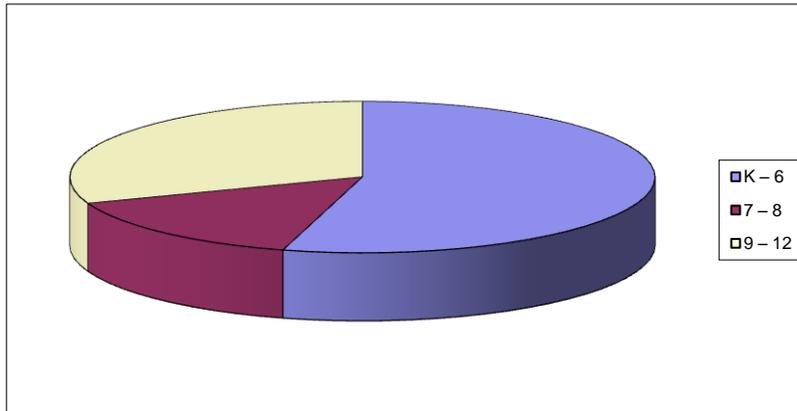
The greater Oak Harbor area is served by School District #201. The District operates one high school, two middle schools and six elementary schools, serving a total 2002 population of approximately 6,228 students in grades K – 12. Nearly one-third of this number (1,910) is high school age, with the remainder in earlier grades. Projected enrollments in coming years through 2007 suggest that the school population will decline slowly to a total of 5,886, a decline of approximately 5.5%.<sup>2</sup> Figures 3 and 4 illustrate the apportionment of students by age, and projected total enrollments.

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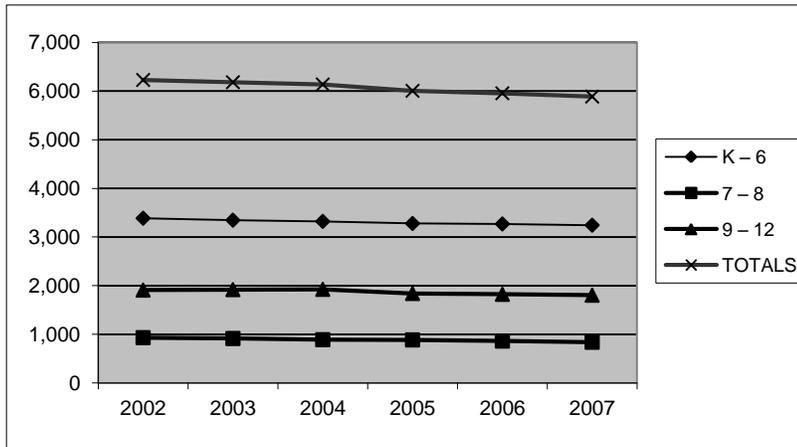
<sup>1</sup> SOURCE: NAS Whidbey Island

<sup>2</sup> SOURCE: State of Washington Superintendent of Public Instruction.

**Figure 3**  
**School Enrollment by Grade, 2002**



**Figure 4**  
**School District Enrollment Projections, 2002 – 2007**



In addition to public schools, several private schools provide educational services to the community. Among the larger programs are Lighthouse Christian Academy, Oak Harbor Christian School, Montessori Der Kinderhuis, Inc., Oak Harbor Seventh Day Adventist Elementary School, and Oak Harbor Bible Baptist Christian School. Except for Lighthouse Christian Academy (which serves grades K – 12), these private schools generally serve the K – 8 school population.

A branch of Skagit Valley College is located in Oak Harbor on 2.5 acres at the east end of Pioneer Way. The facilities include classrooms and vocational and technical buildings. In addition to their two-year study programs, the school also offers a four-year degree program in Education in association with Western Washington University. Various undergraduate and graduate degrees are also offered to the general public by a branch of Chapman University, which is located on the Navy Seaplane Base. Finally, Embry-Riddle Aeronautical University at NAS Whidbey Resident Center offers both Associate and Baccalaureate degrees in aviation-related fields.

Municipal facilities include City Hall on SE Barrington Drive, a police station located across the street from City Hall, a fire department Headquarters Station located on E. Whidbey Avenue, the library located on the Skagit Valley College campus, and the public works/municipal shops facility.

City parks and recreation facilities include 25 parks on approximately 88 acres of land within the city. In addition, the School District owns approximately 85 acres of playgrounds and athletic fields, and the Navy manages some 207 acres of parks and fields for use by their personnel and dependents. Open space areas within the city are many and varied, as described more fully in the Open Space Element.

### **Military Uses**

Two of the Navy's four facilities on Whidbey Island are located in or adjacent to Oak Harbor.

Ault Field, located immediately to the north of the city, totals approximately 4,250 acres in size. It is the most highly developed of the four NAS properties, featuring the main airfield, administrative and industrial buildings, a hospital, a variety of housing units, and several recreational areas including an 18-hole golf course.

The Seaplane Base encompasses approximately 2,820 acres. About twenty percent ( $\pm 600$  acres) of this land area is developed, primarily with family housing. The remainder of the site is in forest, wetlands, grasslands, and beaches, some of which is used as required open space to buffer military uses. The base includes 10.1 miles of shoreline on Crescent Harbor and Oak Harbor.

Activities at Ault Field can limit the type of development within the northern portion of the city due to the noise created by aircraft takeoffs and landings. The city has historically cooperated with the Navy in implementing land use plans that conform to the Navy's AICUZ program recommendations. These plans limit land uses near Ault Field to non-residential uses.

## **ECONOMIC AND DEMOGRAPHIC PROJECTIONS**

Existing conditions form the basis to predict future patterns of growth. By examining the area's population and employment growth potential, it is possible to anticipate the city's future land use needs.

The following sections analyze growth projections related to employment, population, and housing. As a base, these projections use data found in previous plans and studies. New data is based on the 2000 U.S. Census, and on information provided by NAS Whidbey Island. To maintain consistency, the methodology used to extend projections is identical to that used in previous years.

### **Population and Demographic Projections**

According to the U.S. Census, Oak Harbor's population in 2000 was 19,975. This figure represents an increase of approximately 4.5% over the 1993 population of 18,930. The city's actual rate of growth from 1993 (the most recent date when population projections were made by the state's Office of Financial Management and allocated by Island County) to 2000 was less than one percent per year. In 1993, the city elected to use a high growth estimate of 2.55% per

year for planning purposes. While this rate of growth may be attained over an extended period, short-term growth has been shown to occur at a significantly lower rate.

The rate of growth during the 1990s was tied to uncertainties related to the future of NAS Whidbey Island, which was initially slated for closure during an early round of federal base closures. Since that time, the mission of the base has been stabilized and the economy of the region has begun to diversify. With the stabilization of the employment and population base at NAS Whidbey Island and the development of new economic sectors within the local and regional economy, it is possible that the city's rate of growth will continue at rates predicted earlier.

Overall population figures tell only a small part of the story. Oak Harbor has a relatively young population, with a median age of 28.3 years. Nearly a quarter (23.6%) of the city's population falls into the school-age years of 5 to 19 years. About one in five (19.1%) of residents are between 25 and 34 years old. Only nine percent of the population is 65 years of age or older. *Figure 5* shows the full range of Oak Harbor's population by age.

The relatively young age of the city's population is due to the high percentage of military personnel, who tend to be younger than the general population. In addition, the families of military personnel contribute to the large number of school-age children, raising implications regarding the need for future school facilities.

**Figure 5**  
**Population by Age, 2000**

| <b>Age Group</b> | <b>Population</b> | <b>Percent of Total</b> |
|------------------|-------------------|-------------------------|
| <5 years         | 2,062             | 10.4                    |
| 5 – 9 years      | 1,829             | 9.2                     |
| 10 – 14 years    | 1,540             | 7.8                     |
| 15 – 19 years    | 1,311             | 6.6                     |
| 20 – 24 years    | 1,814             | 9.2                     |
| 25 – 34 years    | 3,776             | 19.1                    |
| 35 – 44 years    | 3,026             | 15.3                    |
| 45 – 54 years    | 1,580             | 8.0                     |
| 55 – 59 years    | 588               | 3.0                     |
| 60 – 64 years    | 485               | 2.5                     |
| 65 – 74 years    | 868               | 4.4                     |
| 75 – 84 years    | 682               | 3.4                     |
| >85 years        | 234               | 1.2                     |
| <b>TOTALS</b>    | <b>19,795</b>     | <b>100.0</b>            |

SOURCE: 2000 U.S. Census

### **Existing and Projected Employment**

NAS Whidbey Island continues to exert a significant impact on the city and the region. In addition to the direct employment of more than 10,000 persons, the base generates the need for a wide variety of secondary businesses to serve the needs of the Navy and its employees.

**Figure 6**  
**Employment Forecast NAS and NON-NAS; 1980 to 2022**

|                         | Military | NAS<br>Civilian | Total  | NAS-<br>Depend. | NAS-<br>Independ. | Non-NAS<br>Total | Non-NAS<br>Growth | Total<br>Employment |
|-------------------------|----------|-----------------|--------|-----------------|-------------------|------------------|-------------------|---------------------|
| <b>1980</b>             | 6,381    | 856             | 7,237  | 1,517           | 2,388             | 3,905            | ---               | 11,142              |
| <b>1991</b>             | 8,510    | 786             | 9,296  | 2,024           | 5,666             | 7,690            | 3,785             | 16,986              |
| <b>1993</b>             | 8,829    | 2,031           | 10,860 | 2,099           | 5,989             | 8,088            | 398               | 18,948              |
| <b>2002<sup>1</sup></b> | 8,521    | 1,537           | 10,058 | 2,026           | 8069              | 10,095           | 2,007             | 20,153              |
| <b>2013<sup>2</sup></b> |          |                 |        |                 |                   |                  |                   |                     |
| Low <sup>(a)</sup>      | 7,505    | 1,726           | 9,231  | 1,517           | 10,424            | 11,941           | 3,853             | 21,172              |
| Medium <sup>(b)</sup>   | 8,829    | 2,031           | 10,860 | 2,099           | 10,424            | 12,523           | 4,435             | 23,383              |
| High <sup>(c)</sup>     | 9,270    | 2,133           | 11,403 | 2,315           | 10,424            | 12,739           | 4,651             | 24,142              |
| <b>2022<sup>3</sup></b> |          |                 |        |                 |                   |                  |                   |                     |
| Low <sup>(d)</sup>      | 7,243    | 1,306           | 8,549  | 1,722           | 14,045            | 15,767           |                   | 24,316              |
| Medium <sup>(e)</sup>   | 8,521    | 1,537           | 10,058 | 2,026           | 14,045            | 16,071           |                   | 26,129              |
| High <sup>(f)</sup>     | 8,947    | 1,614           | 10,561 | 2,128           | 14,045            | 16,173           |                   | 26,734              |

<sup>1</sup> Source of military data: NAS Whidbey Island.

<sup>2</sup> Source: *Employment Forecast for Greater Oak Harbor 1995-2013*; The Oak Harbor Planning Department (Revised 3/17/93). Based on annual growth rate of 2.81 on Non-NAS Employment and a 0.2378 Military/NAS-Dependent multiplier (using 1993 as base). (a)Assumes a 15% reduction, (b)Assumes no change, and (c)Assumes a 5% increase.

<sup>3</sup> Source: *Employment Forecast for Greater Oak Harbor 1995-2013*; The Oak Harbor Planning Department (Revised 3/17/93). Based on annual growth rate of 2.81 on Non-NAS Employment and a 0.2378 Military/NAS-Dependent multiplier (using 2002 as base). (d)Assumes a 15% reduction, (e)Assumes no change, and (f)Assumes a 5% increase.

## Housing Need Projections

A full study of housing needs was conducted by Island County in 1993.<sup>3</sup> That study formed the basis for much of the county's housing policy during the 1990s, and is discussed more fully in the Housing Element. This study was updated in 2004 with a new housing capacity analysis (see the Housing Element for details)

Throughout the 1990s, the trend toward smaller average household sizes continued in Oak Harbor and throughout Washington. The city's average household size in 2000 was 2.70

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<sup>3</sup> *Housing Needs Assessment; Island County, Coupeville, Langley, Oak Harbor*. Judith Stoloff Associates, November, 1993.

persons, down from the 2.88 persons reported in the 1990 census. A smaller household size means that a larger number of housing units will be needed to accommodate the city’s projected population. This trend also has implications for housing types, as smaller households do not require the larger single-family homes that were predominant in Oak Harbor in the 1950s through 1970s. *Figure 7* ties population projections to future household needs.

**Figure 7**  
**Population and Housing Growth**

| <b>Year</b> | <b>Population</b> | <b># of Households</b> | <b>Avg. Household Size</b> |
|-------------|-------------------|------------------------|----------------------------|
| <b>1980</b> | 12,271            | 4,107                  | 2.99                       |
| <b>1990</b> | 17,176            | 5,971                  | 2.88                       |
| <b>2000</b> | 19,795            | 7,333                  | 2.70                       |
| <b>2010</b> | 24,249            | 9,185                  | 2.64                       |
| <b>2020</b> | 29,704            | 11,603                 | 2.56                       |

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

## **FUTURE LAND USE NEEDS**

A land use inventory was prepared for the city in 1994.<sup>4</sup> That study confirmed the city’s role as a regional center for goods and services.

*Figure 8* details the extent of specific land uses within the city. This table does not include military uses at the Seaplane Base, even though this area is a part of the city. In addition to the aggregate numbers shown in this table, an understanding of the quality and character of land uses is also important. A discussion of land use quality and character must consider the density and intensity of development, as well as those elements that will ensure that new development is compatible with existing development in the city.

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<sup>4</sup> *Oak Harbor Urban Growth Area Report*, Makers Architecture and Urban Design, 1994.

**Figure 8**

**Land Use Inventory**

| <b>Land Use</b> | <b>Acres</b> | <b>% of Total</b> | <b>% Developed</b> |
|-----------------|--------------|-------------------|--------------------|
| Single Family   | 1358         | 50                | 73                 |
| Multiple Family | 212          | 8                 | 48                 |
| Commercial      | 204          | 8                 | 36                 |
| Office          | 116          | 4                 | 1                  |
| Industrial      | 51           | 2                 | 1                  |
| Semi-Public     | 59           | 2                 | 4                  |
| Public*         | 174          | 6                 | 11                 |
| Parks           | 70           | 3                 | 5                  |
| <u>Vacant</u>   | <u>446</u>   | <u>17</u>         | <u>-</u>           |
| <b>Total</b>    | <b>2,690</b> | <b>100</b>        | <b>100</b>         |

\* Includes local streets but not arterial streets.

Source: City of Oak Harbor Development Services Department 2002

The following table identifies the zoning districts, which implement the land use designations from the Comprehensive Plan.

| <u>COMPREHENSIVE PLAN</u> |                                     | <u>ZONING DISTRICT</u> |                                      |
|---------------------------|-------------------------------------|------------------------|--------------------------------------|
| PRE                       | Planned Residential Estate          | PRE                    | Planned Residential Estate           |
| R-LD                      | Low Density Residential             | R-1                    | Single-Family Residential            |
| R-MD                      | Medium Density Residential          | R-2                    | Limited Multiple Family Residential  |
| R-MHD                     | Medium-High Density Residential     | R-3                    | Multiple Family Residential          |
| R-HD                      | High Density Residential            | R-4                    | Multiple Family Residential          |
| RO                        | Residential Office                  | R-O                    | Residential Office                   |
| NC                        | Neighborhood Commercial             | C-1                    | Neighborhood Commercial              |
| CC                        | Community Commercial                | C-3                    | Community Commercial                 |
| CBD                       | Central Business District           | CBD                    | Central Business District            |
| AIC                       | Auto/Industrial Commercial          | C-4                    | Highway Service Commercial           |
| HCC                       | Highway Corridor Commercial         | C-5                    | Highway Corridor Commercial          |
| PBP                       | Planned Business Park               | PBP                    | Planned Business Park                |
| PIP                       | Planned Industrial Park             | PIP                    | Planned Industrial Park              |
| I                         | Industrial                          | I                      | Industrial                           |
| PF                        | Public Facilities                   | PF                     | Public Facilities                    |
| ORA                       | Open Space Recreation & Agriculture | OS                     | Open Space, Recreation & Agriculture |

**Residential Uses**

The city contains a variety of residential uses and housing types, and varying densities. This plan is intended to ensure that sufficient land is available for future housing needs, while protecting the integrity of existing neighborhoods. For example, multi-family housing is an

important part of the city's housing mix, but its development would typically be discouraged in areas that are predominantly single-family in nature. The following types of residential development are contemplated:

***R-1 Single-Family.*** R-1 Single-Family Residential areas are intended for low density, urban, single-family residential uses, while providing sufficient density to allow the City to effectively provide needed urban services. Densities would range between a minimum of three (3) units per gross acre and a maximum of six (6) units per gross acre.

***R-2 Limited Multi-Family.*** R-2 Limited Multiple Family Residential areas are intended for medium density residential housing. Densities would range between a minimum density of three (3) units per gross acre and a maximum density of (12) twelve units per gross acre. The R-2 areas are intended only for those areas having safe and convenient access to improved collector or arterial streets and adequate public services.

***R-3 Multi-Family.*** The R-3 Multiple Family Residential designation is intended to provide for and protect areas for medium to high density multiple family residential development. The densities for this district range between a minimum density of six (6) units per gross acre and a maximum density of sixteen (16) units per gross acre. The R-3 areas are intended only for those areas adjacent to arterials or collector streets, where adequate public services are available.

***R-4 Multi-Family.*** This Multiple Family Residential designation is intended to provide for and protect areas for high density multiple family residential development for persons who desire to live in an apartment environment. Densities would range between a minimum of twelve (12) units per gross acre and a maximum density of twenty-two (22) units per gross acre. The R-4 district shall be considered only for those areas adjacent to arterials or collector streets. Safe and convenient streets must be available or developed to the district without generation of additional traffic upon existing residential streets.

***Residential/Office.*** It is the purpose of the RO Residential Office district to provide for areas appropriate for professional and administrative offices. It is intended that such districts would provide a buffer for residential districts, and that the development standards would be such that office uses would be compatible with residential districts. This designation would recognize areas where existing single-family homes may be functionally obsolete due to their size, and promote the conversion of such dwellings to office uses in a manner that retains the character of the larger single-family structure.

### **Commercial Uses**

A community needs a variety of retail and office areas to maintain economic health. For that reason, provision must be made to accommodate businesses serving small neighborhoods, as well as much larger businesses with a regional clientele. The following commercial uses are contemplated:

***C-1 Neighborhood Commercial.*** This commercial designation is intended to provide for limited commercial and mixed residential/commercial uses to serve the residents of a surrounding residential district. The scale of development, the architectural and site design and the operational character of allowed uses would be an important consideration for this type of development.

***Central Business District.*** The Central Business District (CBD) is intended to preserve and enhance the unique harbor location of the City's heritage with the character of a traditional center of social, cultural and retail activity. Mixed-use developments, combining retail and visitor oriented activities on the ground floor with office, retail and residential uses above, would be required. Within the district, pedestrian-oriented activity would be encouraged. Standards and design guidelines adopted to enhance and maintain a pedestrian friendly environment would be implemented. Incentives would also be provided to encourage the development of mixed-use projects. Subdistricts within the CBD would provide for flexibility of residential development within specific areas. Large surface parking lots would not be encouraged. Shared clustered parking areas in the middle of blocks would be encouraged, away from street frontages. Access driveways would be kept at a minimum, to promote the safety and convenience of pedestrians. As with the Neighborhood Commercial areas, the scale of development within the CBD would be an important consideration.

***C-3 Community Commercial.*** The Community Commercial designation would provide for those types of retail, wholesale, transportation, and service uses which, because of traffic and other requirements, depend upon particular locations or site characteristics to serve the needs of the community and its trading area. Generally, the permitted uses would contemplate large sites with access from either major or minor arterials.

***C-4 Auto/Industrial Commercial.*** The Auto/Industrial Commercial district would permit the establishment of facilities oriented toward uses dependent upon a highway location, for purposes of either access or visibility. The district would primarily be intended to allow for the concentration of automobile and other motor vehicle sales centers. Other commercial and limited industrial activities would also be permitted. The uses permitted by this district must also be compatible with the NAS Whidbey AICUZ recommendations. Access to the highway would be controlled, so as to minimize turning movement conflicts and maximize traffic efficiencies.

***C-5 Highway Corridor Commercial.*** The Highway Corridor Commercial would provide for those types of uses which, because of traffic and other requirements, are regional in impact and should be located in the highway corridor. This designation is intended to provide a means of allowing these uses along the highway corridor, but with limited access to SR 20.

## **Maritime Uses**

The City created this land use in 2012 to accommodate high intensity water related and water dependent commercial and industrial uses. This land use category and the Maritime designation in the Shoreline Master Program have similar intent. This land use would accommodate uses such as boat building, sail making, water dependent transportation ware housing and other clean industrial uses. This land use also accommodates commercial uses similar to the uses that are allowed in the Central Business District. The commercial uses are intended to draw residents and visitors to the area and enjoy the recreational facilities provided by the marina, Catalina Park and the Maylor Point trail. Commercial and industrial uses in this area will need to be sufficiently screened from each other. The Maritime Land Use should consider flexible standards for streets and parking as an incentive to foster development in the area. One of the major challenges in creating this land use category is the intersection of Pioneer Way, Catalina Drive and the security gate to the Seaplane Base. Since the proposed land uses in this area has the potential to generate traffic, creative solutions will need to be sought to address this issue. Creating flexible parking standards in this area is also intended to encourage the public to use the access provided by the waterfront trail with alternative modes of transportation.

## **Industrial Uses**

The city currently has a limited amount of developed industrial land. The designation of industrial areas within the city would also provide a basis of agreement with Island County regarding industrial development within the city's UGA located to the north of the city. This area, which is impacted by the noise and accident potential generated by aircraft operations at Ault Field, is well-suited to industrial development while accommodating the Navy's need for compatible uses near the airfield. Several types of industrial use may be contemplated, including uses that may also permit commercial development.

***PBP or PIP Planned Business or Industrial Parks.*** Planned business or industrial parks are intended to promote the development of larger-scaled master planned developments related to office complexes or complex manufacturing facilities. They would preserve or create environmental amenities superior to those generally found in conventional developments. The degree of planning required for such developments would promote a flexibility of development intended to result in a campus or park-like environment.

***Industrial.*** The Industrial district would accommodate certain industrial structures and uses having physical and operational characteristics that could have an adverse impact on adjoining residential or commercial uses. Regulations would be designed to permit those industrial uses that can be operated in a relatively clean, quiet and safe manner compatible with adjoining land uses.

## **Other Land Uses**

***Military.*** Although the Seaplane Base is located entirely within the Oak Harbor city limits, all land use and development within that area is governed directly by the Navy. Historically, the city and the Navy have worked cooperatively to ensure that development meets the needs and expectations of all the parties involved.

**Public Facilities.** The Public Facilities district accommodates public facilities and institutional land uses such as public parks, schools, churches, governmental offices, public works yards, utility structures, hospitals, and other similar public and quasi-public uses. This designation aids the City and the public in planning and budgeting for public facilities, while minimizing potential conflicts between incompatible land uses.

**Open Space.** Some outlying areas of the UGA continue to be used for agricultural purposes. This designation would allow the retention of natural areas, rural character, and open space areas within the City. It would also allow for annexation of lands to the City without forcing immediate development. Further, this designation would help promote development of special community resources such as golf courses, wetlands, forest land and farming areas that may have scenic and other environmental value. Except for special circumstances, it is anticipated that this district will be used only for land brought into the City by annexation or for which special tax considerations are already provided by Island County.

**Special Planning Area.** This 105-acre area encompasses the easternmost portion of the historic Fakkema Farm property. It was designated in 2005 as a “Special Planning Area” with the following land use goals:

1. Maintain the historic farm building cluster intact within a protected seven acre reserve area with specific design guidelines;
2. Designate areas for future residential growth to a maximum of 352 housing units, allowing for mixed densities where desirable;
3. Identify an area of ten acres for passive public open space or active recreational facilities within the Special Planning Area;
4. Dedicate a public trail easement through the drainage buffer from Fairway Lane to Swantown Lake;
5. Encourage transfer of development rights from the remaining agricultural land to upland areas on the southern edges of the Fakkema property.