



Comprehensive Plan

December 2012

CITY OF OAK HARBOR

COMPREHENSIVE PLAN

PREFACE

In 1968, the City of Oak Harbor adopted its first Comprehensive Plan guiding the physical development of the community over a long period of time. This plan became necessary as Oak Harbor's population increased from 376 residents in 1940 to 3,942 residents in 1960¹. Oak Harbor's extraordinary population growth was not due to natural causes, but rather a result of the Navy's decision to locate a Naval Air Station at the north end of Whidbey Island in 1941. The Plan was then revised in 1973, with the completion of the Comprehensive Plan Update. The Update includes an additional section discussing planning standards, to be used as a guide for future developments.

Oak Harbor amended its Comprehensive Plan again in 1980, under the authority of the Planning Enabling Act of Washington (RCW 36.70, 35.63 and 36.64). The revised Plan also meets the requirements of the Optional Municipal Code (RCW 35A.63), which states a land use element, a circulation element and supporting data be included in the plan. This update was a major change in format and content. This Plan also restates the need to continually review and periodically update the Comprehensive Plan as growth occurs and Community values change.

The Comprehensive Plan was updated again in 1987, after several amendments had been made to the 1980 Plan. This Plan Update includes three additional elements to the previous comprehensive plans: Environmental Resources, Hazards, Public Safety and Development Limitations, and Public Facilities and Services. In addition to updating City statistics and projections, this document addresses the need for a growth preparation philosophy. The philosophy addresses the rate at which the City should develop, in an effort to prevent disruptive effects on the existing neighborhoods and commercial districts. This plan has often been used as a good example of a comprehensive plan for a small town with a limited staff.

This 1995 Comprehensive Plan Update was prepared under the authority of the Washington State Substitute House Bill Number 2929, more commonly known as the Growth Management Act (GMA), adopted in 1990 and revised in 1991. The GMA requires each county, and the cities located within it, that has a population of fifty thousand or more and has had its population increase more than ten percent during the previous ten years as well as any other county, regardless of its population, that has had a population increase of more than twenty percent during the past ten years to prepare, adopt and implement comprehensive plans (RCW 36.70A.040). County's and cities required to complete a comprehensive plan must also determine an urban growth area, in an effort to accommodate growth and protect the State's natural resources and quality-of-life.

A minor amendment was made in 1997 which resulted in a completely revised Capital Facilities element and an annual adjustment to land use designations. The 1998 amendment included revisions to the Shoreline Master Program, annual land use adjustments, additional corridors open space designations, review of revisions to county-wide planning policies and review and

¹ Oak Harbor Comprehensive Plan, 1968, Clark, Coleman & Rupeiks, Inc.

reconciliation of Western Washington Hearings Board Mediation issues. The 1999 amendment undertook major updates to the Transportation Element and Capital Facilities Plan. Also included are the annual land use adjustments, Urban Design Element policy additions, open space definition revision and a housing affordability study. The 2001 amendments include a major update of the Open Space Element, Downtown Circulation and Enterprise Area plans, numerous policy amendments and land use and critical area map amendments. The 2004 amendments made three changes to the land use map.

In 2005, in response to a State mandate to review the entire Comprehensive Plan for consistency with the Growth Management Act, the City undertook a major review of the Land Use Element (including the Urban Growth Area boundary) and the environmental policies as they relate to the use of best available science in protecting critical areas. In addition, the update included additional amendments to the Land Use, Economic Development, Urban Growth, Transportation and Environmental Elements, along with a new housing capacity analysis and population projection to the year 2025.

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OAK HARBOR



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VOLUME I

**Background Report and
Goals and Policies**

Introduction

The Comprehensive Plan provides guidance for the orderly growth and development of the City of Oak Harbor over a twenty-year planning horizon. The plan consists of four volumes, with community goals and policies in Volume 1, an Environmental Impact Statement (EIS) in Volume II, Technical Elements, Shoreline, Capital Facilities Plan and Transportation in Volume III and a technical appendix in Volume IV. Incorporated by reference are the following plans and reports:

Island County, County-Wide Planning Policies, December 1998
Oak Harbor Comprehensive Water System Plan, approved 2003
Oak Harbor Comprehensive Sewer System Plan, approved 2007,
Oak Harbor Comprehensive Storm Drainage Plan, approved 2007
Oak Harbor Comprehensive Park and Recreation Plan approved 2001
Critical Areas Ordinance approved 2005
Shoreline Master Program, February 16, 1999
Oak Harbor Downtown Circulation Study, Dec 4, 2001
City of Oak Harbor North Oak Harbor Enterprise Area Street Plan, Dec 4, 2001

Copies of Volumes II – IV, as well as the above noted documents, are available upon request.

Citizens Task Force

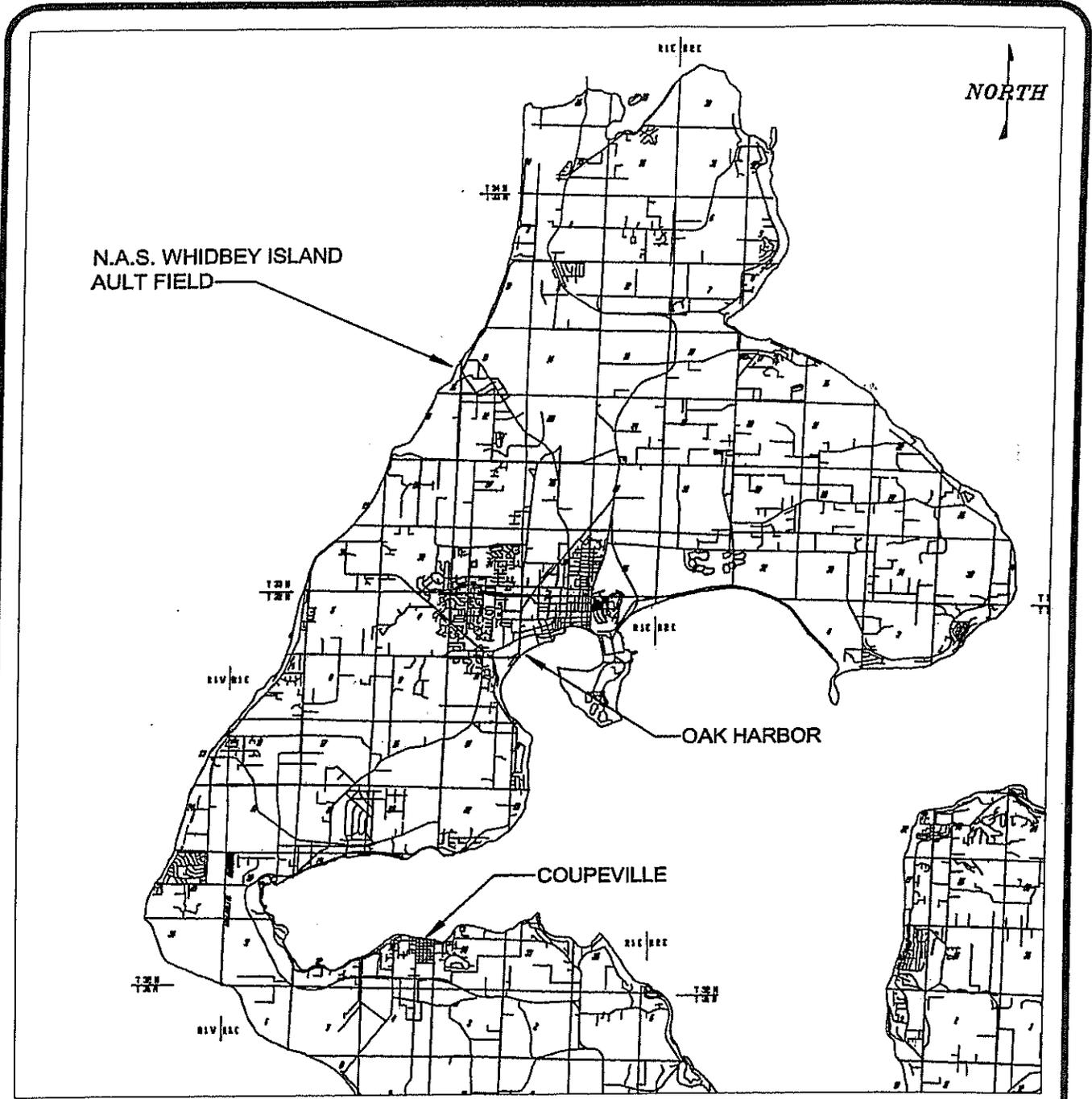
A Citizen's Comprehensive Plan Task Force met to direct updates to the plan. The 15 member Citizens' Comprehensive Task Force was appointed by the Mayor and confirmed by the City Council, to represent all sectors of the community in preparing and amending Oak Harbor's Comprehensive Plan. These dedicated citizens contributed hundreds of volunteer hours toward reviewing and amending Oak Harbor's Plan. The goals and policies contained in this plan reflect their vision and concern for the quality of life in Oak Harbor.

Washington State Growth Management Act and State Environmental Policy Act

A complete description of Growth Management Act and SEPA compliance is provided in Volume II, Environmental Impact Statement (EIS). The EIS, prepared as an integrated document with the Comprehensive Plan, weighs various growth alternatives considered during the planning process (WAC 197-22-235). Consequently, the EIS contains much of the supporting analysis for the Comprehensive Plan, and should be used in identifying appropriate mitigation measures during plan implementation.

Planning Area and Historic Growth

Oak Harbor's urban growth area boundary evolved from information at public forums, and review and comment from by the Comprehensive Plan Task Force. The adopted urban growth boundary is most similar to Alternative #2, in the Urban Growth Area Report. It is closest in land area and density of the three alternatives.



City of Oak Harbor Vicinity Map



In 1992, Makers Architecture and Urban Design consulting firm assisted the City of Oak Harbor collect demographic, land use, and capital facility information to analyze alternative Urban Growth Area boundaries. Although this use study assisted the City determine a preferred urban growth area, some of the information has become out-dated and is no longer consistent with the Draft Comprehensive Plan and the Draft Environmental Impact Statement. In addition, through the plan process, the City refined its supporting data for the preferred urban growth area. The information in the Comprehensive Plan and Environmental Impact Statement is accurate and should be used when analyzing the City's population projections, demographic trends, land use capacity and urban growth area.

Public Participation

The Growth Management Act requires early and continuous public participation, with the central focus of decision-making at the local level. (WAC 365-195) In addition to the Citizen's Task Force, Oak Harbor's Comprehensive Plan also draws on the record of public involvement established by Oak Harbor Urban Growth Area Study, by Makers Architecture for Island County and the City of Oak Harbor; the Oak Harbor Critical Areas Study, including workshops and public hearings on adoption of the Critical Areas Ordinance, No. 977 (1994); and the North Whidbey Community Diversification Action Plan, KRS Associates for Partnership Oak Harbor, 1995. Additional public involvement was provided during the EIS scoping public hearing. A brief description of the public participation portions, the major planning projects follows.

Oak Harbor Urban Growth Area Study

City staff and consultants with Makers, Inc. Presented three alternative growth management scenarios at community workshops beginning in 1991. Public input was also received through a questionnaire published in the Whidbey News-Times. This first phase of public involvement concluded with the City Council and Island County Board of Commissioners adopting an Interim Urban Growth Area (UGA) Boundary in 1994. The Land Use Element finalizes the UGA boundary and sets forth the general goals and policies expressed by the public.

North Whidbey Community Diversification Action Plan

The Comprehensive Plan draws on policy recommendations proposed by the North Whidbey Community Diversification Action Plan (1994). The purpose of the Action Plan is to help the region diversify economically and prepare for potential drawdowns at Naval Air Station Whidbey Island. Planners gathered public input from a random community survey by telephone, written surveys targeted to business owners and one-on-one interviews with community leaders. Partnership Oak Harbor conducted public workshops during each phase of the project for citizen review and comment.

Organization of the Plan

The Comprehensive Plan is organized into six volumes. The first volume is the plan vision, goals, policies, and illustrative maps. This section is organized into twelve elements, including required and optional elements of the Growth Management Act. The second volume contains the integrated EIS and public comments. The Third volume contains the technical elements for the Transportation Element, and Shoreline Master Program. The fourth volume contains the

supporting technical information concerning Urban Growth Area Study, Island County Housing Assessment.

Volume one contains one or more goal statements. Goals establish the general direction for development of the City. The policies which follow include action steps and intent to provide guidance for public concerns and issues which are likely to come forward in future years. Many policies will be used in making daily decisions. The action steps are to be used in implementation of the Comprehensive plan in the preparation of future work programs by City Council, Planning Commission, and Department Heads.

A glossary is provided to add consistency in interpretation of common planning terms and link certain terms to those in the Growth Management Act. The glossary has been reviewed by the Comprehensive Plan Task Force.

Discussion has been provided with many goals and policies to explain the purpose and intent of the goal or policy. This was done at the request of the task force and was reviewed and edited by the task force.

Policy Statements

Policy statements contained in previous plans have been brief statements which addressed the development of a small town. As Oak Harbor becomes a small diversified City is important to have detailed policy statements which address each element in sufficient detail to address change in the community. Policy planning is continuous and responsive to the political process of planning. It forms the link between the political, social, economic and technical aspects of long range planning.

Policy statements are intended to be the connective link between the action steps and the goal statements. Development regulations, capital facility programming, and City Council priorities should use the policies of the Comprehensive plan. Policies take the form of direction setting, priority setting, conditions of development, and standards for development. The usefulness of the plan depends on the use of these policies in reaching a particular decision given a range of alternatives. Courses of action should use the plan as much as possible to reach a correct path of direction.

Policy statements have been modified to reflect the direction of the policy. In most cases the policies read as directives. All “shall” statements have been made into directive statements. All “should” statements are left as drafted to indicate that there may be occasions when strict adherence to the policy is not always practical. It should be kept in context that a comprehensive plan is a guide. This is a legal requirement which must be met in review of a proposed development. Other legal actions must follow the comprehensive plan guide.

Major Themes

Major new themes have been added to the plan. These include economic diversification, environmental protection, urban design, urban growth area monitoring, capital facility programming and affordable housing. These themes were added by public demand, either as a local issue or by the State through the Growth Management Act. An introduction has been

provided at the beginning of each section to put the element into context. All of these themes have been brought into the plan with a more thorough technical plan or study in support of the element. All have included more public involvement than deliberation by the Task Force. Many of the themes are interrelated with other elements of the plan. Cross references have been provided as necessary to connect the themes with the physical, financial and social issues of the rest of the plan. It is important that the community continue to monitor these issues and mark progress in meeting plan goals.

Implementation

Oak Harbor's comprehensive plan expresses community goals and policies to guide growth and development. Reference should be made to these principles prior to making decisions which would affect Oak Harbor's physical, social and/or economic environment. The plan will be implemented through municipal budgeting, capital facilities planning, update to development regulations, private sector development, public/private partnerships, coordination with Island County and other jurisdictions, and periodic review and updates to the plan.

It is anticipated that the Comprehensive Plan will be reviewed and updated annually. At a minimum, this update will involve revision to the Capital Facilities Plan. Every five years, the City will review development capacity within the designated Urban Growth Area and consider amendments as necessary to meet projected growth as provided by the Growth Management Act.

OAK HARBOR 2013 -A Vision for the Future

Envision Oak Harbor as the principal island city in North Puget Sound. Start-up companies employ software engineers, environmental scientists and telecommunication specialists. The college campus is growing with the addition of a fourth building to accommodate new class offerings and increased enrollment. Galleries featuring national artists and aviation exhibits. Every Saturday during summer months, a farmer's market swells with shoppers, and musicians perform under the clock tower at Harbor Square. New offices, housing, a hotel, theater and specialty retail shops enhance Old Town, while it retains its small-town charm. Bald eagles nest above Oak Harbor Bay, while school children study wetlands at Freund's Marsh and plant new Garry Oaks in City parks. Residents and visitors dine at waterfront restaurants, and enjoy summer evening strolls on Maylor's Promenade. Some visitors come to Oak Harbor by water taxis and seaplanes, while others on private boats to stay at the marina. Bicyclists and hikers enjoy over two miles of shoreline pathways on the Oak Harbor Interpark Trail between Maylor's Point and Fort Nugent Park. State Route 20 and City streets carry automobiles and trucks efficiently; landscaped sidewalks provide safe, accessible and enjoyable pathways for all people. Neighborhood watch and community policing keep Oak Harbor's neighborhoods clean and secure. The families of Naval Air Station Whidbey Island play an active and vital role through their patriotism and community involvement. The children of third- and fourth-generation residents return from college to live and work in Oak Harbor. On the horizon, an agricultural and forest greenbelt envelopes the City.

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

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

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.

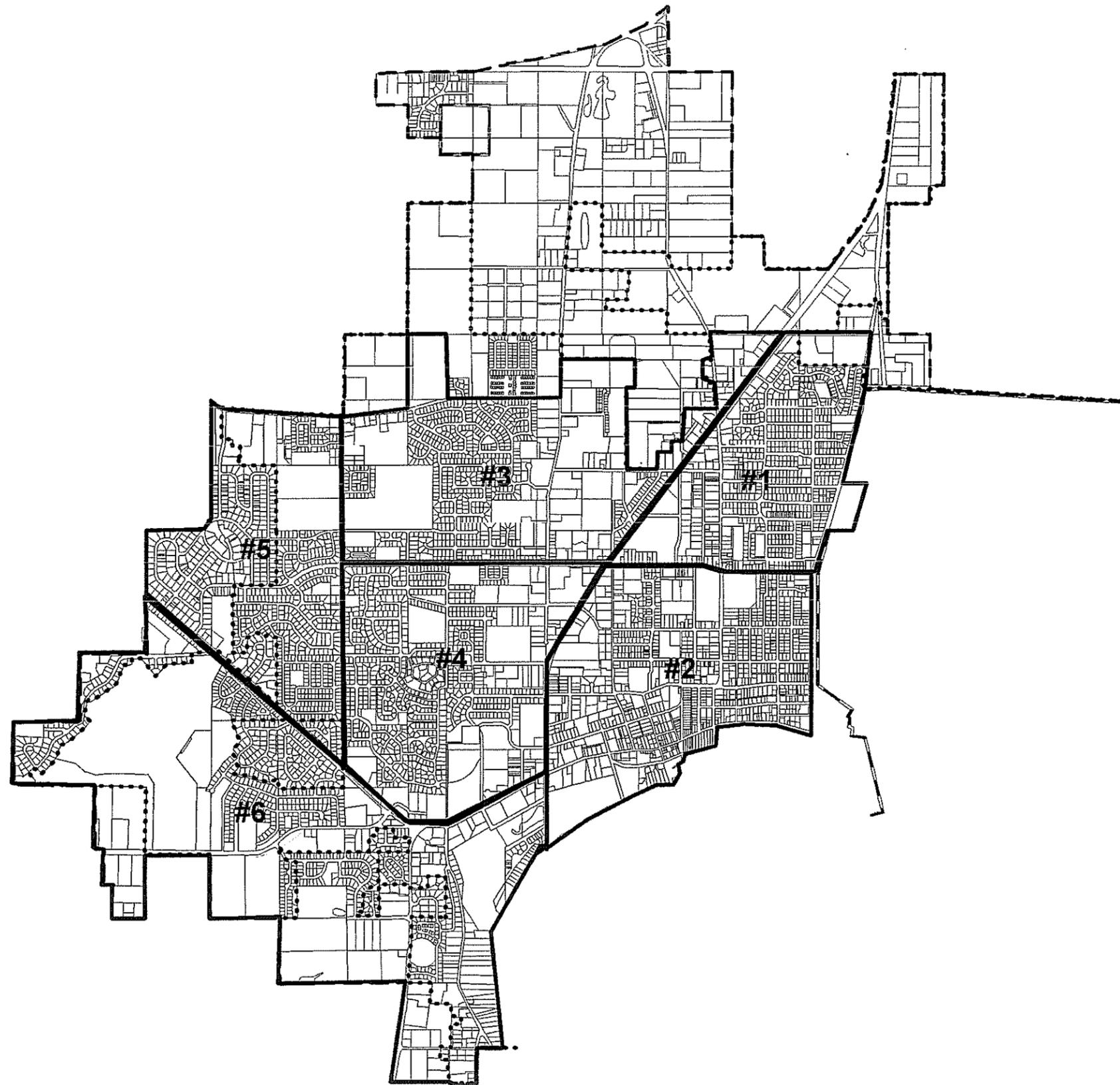
The Far West Neighborhood consists of single-family homes, with two large parcels of undeveloped single-family zoned land totaling 70 acres. Much of the anticipated residential growth is expected to occur in this neighborhood.

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.

Oak Harbor Comprehensive Plan 2002

Land Use Element

Neighborhood Planning Areas



Neighborhoods

- #1 - Northeast Neighborhood
- #2 - Southeast Neighborhood
- #3 - Northwest Neighborhood
- #4 - Southwest Neighborhood
- #5 - Far West Neighborhood
- #6 - South Neighborhood
- City Limits
- Urban Growth Area Boundary
- Parcels
- Federal Land Exempt from the UGA
- Federal Boundary

Note: Map not to scale



City of Oak Harbor
Development Services Department
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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 10,058.² 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%.³ Figures 3 and 4 illustrate the apportionment of students by age, and projected total enrollments.

² SOURCE: NAS Whidbey Island

³ SOURCE: State of Washington Superintendent of Public Instruction.

Figure 3
School Enrollment by Grade, 2002

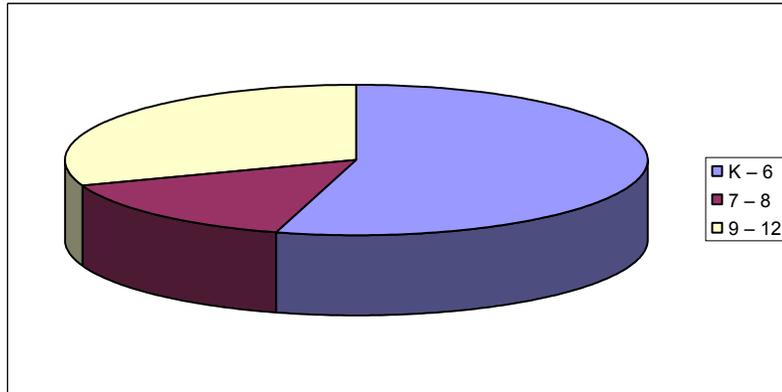
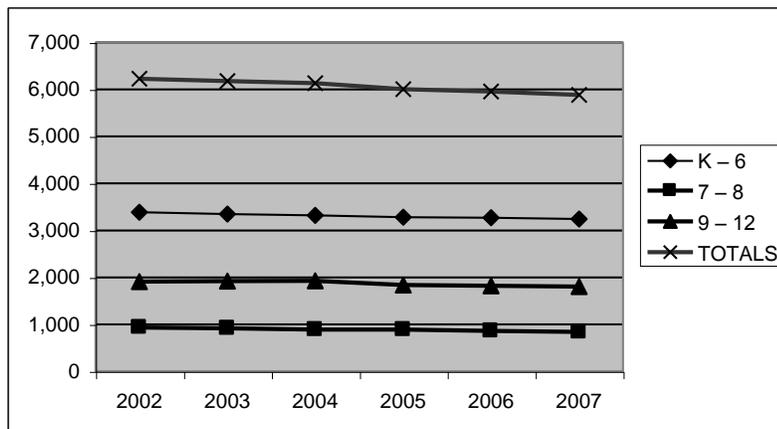


Figure 4
School District Enrollment Projections, 2002 – 2007



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 (± 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

Age Group	Population	Percent of Total
<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
TOTALS	19,795	100.0

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 Civilian	Total	NAS- Depend.	NAS- Independ.	Non-NAS Total	Non-NAS Growth	Total Employment
1980	6,381	856	7,237	1,517	2,388	3,905	----	11,142
1991	8,510	786	9,296	2,024	5,666	7,690	3,785	16,986
1993	8,829	2,031	10,860	2,099	5,989	8,088	398	18,948
2002¹	8,521	1,537	10,058	2,026	8069	10,095	2,007	20,153
2013²								
Low ^(a)	7,505	1,726	9,231	1,517	10,424	11,941	3,853	21,172
Medium ^(b)	8,829	2,031	10,860	2,099	10,424	12,523	4,435	23,383
High ^(c)	9,270	2,133	11,403	2,315	10,424	12,739	4,651	24,142
2022³								
Low ^(d)	7,243	1,306	8,549	1,722	14,045	15,767		24,316
Medium ^(e)	8,521	1,537	10,058	2,026	14,045	16,071		26,129
High ^(f)	8,947	1,614	10,561	2,128	14,045	16,173		26,734

¹ Source of military data: NAS Whidbey Island.

² 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.

³ 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 1993.⁴ 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)

⁴ *Housing Needs Assessment; Island County, Coupeville, Langley, Oak Harbor*. Judith Stoloff Associates, November, 1993.

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 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

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

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

FUTURE LAND USE NEEDS

A land use inventory was prepared for the city in 1994.⁵ 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.

⁵ *Oak Harbor Urban Growth Area Report*, Makers Architecture and Urban Design, 1994.

Figure 8

Land Use Inventory

Land Use	Acres	% of Total	% Developed
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>
Total	2,690	100	100

* 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 warehousing and other clean industrial uses. This land use also accommodates commercial uses similar to the uses that are allowed in the Central Business District. The commercial uses are intended to draw residents and visitors to the area and enjoy the recreational facilities provided by the marina, Catalina Park and the Maylor Point trail. 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.

GOALS AND POLICIES

Growth Management Goals of the State

The State of Washington's Growth Management Act sets forth fourteen goals for the guidance of the cities and counties in RCW 36.70A.020. These goals were prepared in no order of priority, in order to provide communities some flexibility to adapt them to local conditions. The goals that relate to this Land Use element are as follows:

- **Urban Growth:** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- **Reduce Sprawl:** Reduce the inappropriate conversion of undeveloped land into sprawling, low density development.
- **Property Rights:** Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
- **Open Space and Recreation:** Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.
- **Citizen Participation and Coordination:** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
- **Public Facilities and Services:** Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
- **Historic Preservation:** Identify and encourage the preservation of lands, sites, and structures that have historical or archeological significance.
- **Shorelines:** The goals and policies of the state shoreline management act (RCW 90.58.020) are goals and policies of the Growth Management Act.

Countywide Planning Policies

The Land Use element of the Island County Comprehensive Plan provides the policy framework for cities within the county. The policies for urban land use are shown below:

Goal:

Provide areas where urban land use activities may be concentrated in a manner which enables the efficient provision of public facilities and services.

Policies:

- A. Island County will encourage development in urban areas where adequate public facilities or services exist or can be provided in an efficient manner.
- B. It is the policy of the County and the municipalities that development within the unincorporated portion of municipal UGAs will be coordinated between the County,

- City, and Town governments and utility service providers through the following development guidelines:
1. The first preference for urban development is within municipal boundaries. The second preference is for urban development to occur after annexation to a City or Town. The third preference is in the non-municipal portion of the UGA;
 2. Non-urban development in the UGA should only be allowed if it will be compatible with future urban development;
 3. Within the UGA, contiguous to the municipal boundary, the County shall require:
 - a) Annexation to a Municipality; or
 - b) Develop at urban density, or site homes to not preclude future urban densities; and
 - c) If requested by the municipality, require the execution of a pre-annexation agreement prior to development approval.
 4. Non-contiguous annexation, shall be avoided within the UGA;
 5. Urban development patterns will minimize the fiscal and environmental impacts of growth.
 6. When possible, the edges of major features, such as drainage ways and sensitive lands, should be used to help provide a clear and natural boundary between urban and rural areas.
 7. Interlocal agreements shall be used as a method to guide development in the unincorporated portions of Urban Growth Areas.
 8. Open space corridors for the Urban Growth Areas are required under the GMA and are shown in the Natural Lands Element of this plan.
 9. The County shall identify in its Comprehensive Plan Land Use Map lands within unincorporated UGAs with the applicable Municipal Land Use designation.
 10. The County shall identify in its Zoning Atlas lands within unincorporated UGAs with the applicable municipal zoning classification shown as a potential zone.
- C. Overall growth and development within the municipal boundaries of Oak Harbor, Coupeville and Langley must be in conformance with their adopted comprehensive plans, within the framework provided by the jointly adopted County Wide Planning Policies.

The Island County plan also provides policy guidance for Urban Growth Area (UGA) expansion in the following goals and policies:

Joint Planning Areas

Goal:

Joint Planning Areas are intended to provide for coordinated planning and development of areas of special interest to the municipalities including principal

municipal entrance roads and adjacent areas, well fields, and open space corridors shared by the County and the Municipalities.

Policies:

- A. Joint Planning Areas shall be designated jointly by the County and the Municipalities and shall include but not be limited to:
 1. Potential UGA Expansion Areas to accommodate urban growth between the years 2010 and 2020 projected by the County but not otherwise accounted for in current municipal comprehensive plans.;
 2. Scenic Corridors;
 3. Open Space Corridors; and
 4. Coupeville Water Resource Protection Areas.
- B. Joint Planning Areas shall be illustrated in the Comprehensive Plan Land Use Map and show in the Zoning Atlas.
- C. Municipal and County Land Use and Capital Facility Plans shall be coordinated within Joint Planning Areas.
- D. Cities, Towns and the County shall jointly develop implementation strategies for the Open Space Corridors identified within Joint Planning Areas in the Natural Lands Element of the County Comprehensive Plan.

Potential UGA Expansion Areas Overlay

Goal:

Provide areas within Joint Planning Areas for municipal Urban Growth Area expansion which will allow for the future development of urban densities in an effective manner.

Policies:

Policies to be added following adoption of Interlocal Agreements between County and municipalities and establishment of appropriate provisions for Potential UGA Expansion Areas.

City of Oak Harbor Goals and Policies

City goals and policies have evolved during a continuous process of public review that began with the adoption of the city's first Comprehensive Plan in 1968. That process intensified in 1994 and 1995 as the city adopted its first plan as mandated by the state's Growth Management Act. Many of the goals and policies adopted in the city's 1995 plan were first set forth in the 1994 *Oak Harbor Urban Growth Area Report*, drafted jointly by the city and the county. The goals and policies set forth in this Land Use element restate and expand upon those earlier efforts.

Community Identity

Goal 1 - To respect the "small town" heritage of Oak Harbor while enhancing the unique character of its neighborhoods and districts with development that is fitting with the City's future as a regional center.

- 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*.

- 7.c Identify areas for high employment centers with non-polluting industries.
- 7.d The City shall participate with the County in a joint Comprehensive Economic Development Plan aimed at diversifying the North Whidbey economy.

Goal 8 - To ensure that the location, situation, configuration, and relationship of the varied land uses within the UGA are consistent and compatible.

- Policies:**
- 8.a Develop land use policies that recognize existing patterns of development and successfully accommodate future demands of growth.
 - 8.b Promote the integrity of areas established or proposed for residential land uses by preventing the sporadic and haphazard intrusion of incompatible land uses.

Goal 9 - To consider and, where appropriate, implement the Navy's Air Installation Compatible Use Zones (AICUZ) recommendations, and all other pertinent related information, in making land use decisions.

- Policies:**
- 9.a Require residential development to occur outside of high aircraft noise level areas (above 70 Ldn).
 - 9.b Encourage residential development to locate outside of moderate aircraft noise areas (60 to 70 Ldn), allowing for residential development where a demonstrated need exists and compliance is met with policy 9.e.
 - 9.c Ensure that land use and population densities in Accident Potential Zones remain low to conserve the highest degree of public health, safety, and welfare.
 - 9.d Ensure that no new land use proposals, structures or objects interfere with the safe operation of aircraft or deny the existing operational capability of Ault Field. Land use proposals, structures, or objects that may create an obstruction to air navigation will be reviewed for compatibility with airport operations. Hazards to air navigation will not be permitted.
 - 9.e Ensure that new structures built for human occupancy in designated noise impacted areas, as identified in the aviation environs section of the city code, are constructed to a noise level reducing standard that is appropriate for the outdoor noise levels that will be experienced by the inhabitants. In addition to indoor noise level reducing construction design standards, outdoor noise level reducing measures should be considered in site planning, building location and alignment, and site design.

9.f Ensure the disclosure of potential noise and accident potential impacts on prospective buyers, renters, or lessees of property or structures they intend to purchase, rent, lease, or otherwise occupy.

9.g Continue monitoring and update the Aviation Environs portion of the municipal code.

Goal 10 - To maintain viable facility needs for commercial and private flight operations.

Policies: **10.a** Preserve areas for float plane operations, in coordination with “Harbor Watch.”

10.b Coordinate with Island County to plan compatible land uses within the vicinity of the Oak Harbor Air Park.

Residential Development

Goal 11 - To encourage a sense of community through development of a spectrum of housing types that, collectively, would help to create diverse neighborhoods.

Policies: **11.a** Preserve the integrity of existing neighborhoods by ensuring that infill development is compatible with existing development patterns.

11.b Promote neighborhood design concepts for neighborhoods as an element to improve the quality of residential life.

11.c Reserve adequate residential areas for housing, and develop such areas at urban densities.

11.d Create a mix of housing types within the price range of young families and seniors.

11.e Prepare a comprehensive community development program that uses zoning incentives, public financial assistance, improved public services and facilities, and uniform housing code enforcement to preserve, integrate and induce revitalization of declining neighborhoods.

11.f Consider the level of public services available when establishing or permitting the establishment of new neighborhoods.

11.g Establish and preserve residential districts that consolidate residential activities into compatible neighborhood types.

11.h Consider the location of different residential types in proximity to other land uses, the level of public facilities that serve them and the physiographic conditions of the sites upon which they are located.

- 11.i Require the planting of Garry Oak trees in new neighborhoods that have compatible soils and surroundings.
- 11.j Continue to work with NAS Whidbey Island to ensure an adequate housing stock for military personnel and their families
- 11.k Permit home occupations in residential areas with appropriate restrictions on business activities, signs, parking, traffic and employees; provide flexibility in home occupation regulations to recognize and accommodate the impact of new technologies.

Industrial Development

Goal 12 - To strengthen and enlarge the economic base of the community by providing comprehensive and diverse job opportunities with the development of light industrial business and research park facilities.

- Policies:**
- 12.a Retain and expand the existing industrial base in the planning area by ensuring that adequate utility services, street capacities and land are available for future industrial growth.
 - 12.b Promote master planning of large contiguously owned properties to provide a variety of sizes of sites for industrial and business park development.
 - 12.c Encourage the assembly of small properties in order to provide planned parcels large enough for industrial development.
 - 12.d Develop regulatory guidelines and standards for light industrial research and office uses.
 - 12.e Encourage industrial activities to incorporate landscaping, decorative fencing, native vegetation and architectural sensitivity to design, color and materials into the facilities in order to ensure that such industries are attractive and complementary to the community.
 - 12.f Draft environmental and design policies to ensure that industrial development will be compatible with the sensitive island environment.
 - 12.g Develop industrial facilities in areas of the City not appropriate for residential development.
 - 12.h Encourage, through zoning, light manufacturing and business park uses along Goldie Road and along the northern section of Oak Harbor Road.

- 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.

- 14.h** Encourage lower intensity commercial uses, as defined by the maximum number of persons per acre, in areas of high aircraft noise or accident potential.
- 14.i** Create a Midway Boulevard Revitalization Overlay District to actively promote new and infill commercial and mixed use development and enhance the sense of place for this traditional commercial corridor. Flexible development standards, such as raising the height limit, allowing development to extend to the street, parking requirement reductions or others, and financial incentives, such as tax breaks, business improvement districts, public/private partnerships or others, should be used to support revitalization. The City should take an active role in creating strong unifying amenities within the public realm that complement the Overlay District objectives.
- 14.j** Before designating new commercial areas of sufficient size to accommodate larger shopping centers and retailers, determine the level of public support through broad-based public consultation.

Public Facilities

Goal 15 - To establish and maintain sufficient land within the City of Oak Harbor zoned to ensure a wide range of public and quasi-public services to meet community needs.

Policies: **15.a** Encourage the location of new schools in areas that are within or in close proximity to residential neighborhoods and, where feasible, also in close proximity to park land. Schools should not be located in areas where they would interfere with or be impacted by surrounding businesses.

Discussion

School activities are generally more compatible with residential neighborhoods than with commercial, retail and industrial areas. Locating schools within residential areas promotes the establishment of cohesive neighborhoods and reduces the need for bus transportation.

- 15.b** Encourage off-hour community use of school facilities as long as such use is compatible with surrounding neighborhoods.
- 15.c** Prior to constructing new schools, the Oak Harbor School District should provide modular structures for additional capacity.
- 15.d** Encourage the preparation of master plans for large-scale public and quasi-public campuses.
- 15.e** A master plan should be prepared for properties that are granted a PF zoning classification.

Discussion

Master Plans may be used by public/quasi-public agencies and land owners to establish an overall concept for land use. Once a master plan is adopted by the City Council, the subject property becomes eligible to receive a change in zoning classification to the PF District. Presently, only the Goldie Road Municipal Complex has this designation. A master plan for Public Works Shops and a Regional Ball Park was approved by the City in 1993 as part of the Oak Harbor Landfill closure.

The PF zone permits several public and quasi-public uses outright which are otherwise "conditional uses" in other zone districts. This zone classification benefits property owners because it effectively streamlines development permitting. The planning/rezoning process benefits the community because it gives a long-range view of development which is expected to occur, rather than an incremental review of development projects. Public input is received in advance during hearings for both the master plan adoption and zone change, with the result being a more thorough assessment of impacts. Projects in conformance with the master plan and zone district may be approved administratively through site plan review.

The requirements for master-planned developments should be set forth in the city's development regulations, and should include minimum requirements such as minimum parcel size, the types, densities, intensities, and distribution of land uses, proposed landscape and buffer requirements, planned circulation patterns, and provisions for required open space.

- 15.f** Plan for the operation, maintenance and development of public parks and recreational facilities, in conformance with the Comprehensive Parks and Recreation Plan.
- 15.g** Create a protocol for site selection and other planning studies for municipal projects, with public participation as a key element.
- 15.h** Encourage participation by the city administration in projects sponsored by other public agencies, to ensure that community needs are met. Participation by City officials in feasibility studies and site selection should be encouraged. Financial participation should be considered by the City Council when such projects are in conformance with the Comprehensive Plan.
- 15.i** Plan for future development of the Civic Center Complex. Priority should be given to community-oriented uses that would complement, rather than conflict, with the Senior Center, Vanderzicht Memorial Pool, Oak Harbor Fire Station and other land uses in the vicinity. Future expansion of the

Senior Center should be anticipated as Oak Harbor's senior population continues to grow.

- 15.j** Provide adequate parking, circulation and landscape buffers to ensure that public uses do not have a significant adverse impact on residential areas.
- 15.k** Priorities for the reuse of surplus public land (non-military) should be as follows:
 - A. Other public uses (non-enterprise)
 - B. Quasi-public use (non-religious), such as government assisted housing
 - C. Public enterprise, such as economic development

Parks and Recreation

Goal 16 - To provide high quality parks and recreational facilities in sufficient quantity to Oak Harbor residents and visitors, in conformance with the Comprehensive Parks and Recreation Plan.

- Policies:**
- 16.a** Develop appropriate types of park and recreational facilities in growing and under-served areas of the City, in conformance with the Comprehensive Parks and Recreation Plan.
 - 16.b** Ensure that future park development generally conforms to the level-of-service standards and location criteria contained in the Comprehensive Parks and Recreation Plan.
 - 16.c** Locate and design parks for maximum use or "utility," while providing for an equitable distribution of services.
 - 16.d** Improve City parks to promote tourism, while minimizing conflicts between residents and visitors.
 - 16.e** Provide safe and convenient trails for walking and bicycling between parks, neighborhoods and major activity centers, and to other recreation sites on North Whidbey, with priority given to completing the Oak Harbor Waterfront Trail.
 - 16.f** Consider establishing an "Open Space" zone district as a means of conserving park lands and parcels containing critical resource areas. Note: For Goals and policies pertaining to greenbelts and other open space features, see the Urban Design Element.
 - 16.g** Consider the advance acquisition of park land ahead of growth and development.

- 16.h** Appoint an Open Space Committee to prepare an open space corridor element.
- 16.i** Allow for neighborhood park development in new subdivisions to occur near the completion of the subdivision, in order to maximize the amount of resources available for their construction.
- 16.j** Explore the possibility of public-private ventures to help provide needed recreational facilities.
- 16.k** Implement the park and recreational facility projects identified in the Waterfront Redevelopment, Branding and Marketing Program.

Essential Public Facilities

Goal 17 - To continue to work with other agencies in siting essential public facilities of a county, regional or statewide nature, while safeguarding community welfare through effective local public involvement.

Discussion

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

- Policies:**
- 17.a** Agencies proposing essential public facilities should demonstrate a justifiable need for the public facility and its location in Oak Harbor based upon forecast needs and a logical service area.
 - 17.b** The City, in cooperation with proponents of essential public facilities, should establish a public process by which Oak Harbor residents have an opportunity to participate in a meaningful way in site selection and development review.

Discussion

Public involvement may occur in many forums, including informational meetings, workshops, design charrettes, task force and advisory committees, public review and comment on draft plans, telephone surveys and formal hearings. The methods used should be appropriate to the circumstances of individual proposals. Public participation through master planning and zone amendments could be used in siting facilities. Projects with a significant adverse impact to the environment may require

preparation of an environmental impact statement, requiring the public to consider alternative plans and mitigation measures.

- 17.c** The City in coordination with other facility beneficiaries should establish a mitigation agreement to adjust the financial cost of receiving a public facility in exchange for inter-jurisdictional services.

Discussion

This policy should prevent the jurisdiction receiving the public facility from being disproportionately burdened with the financial cost.

- 17.d** The City should establish design criteria for public facilities to promote neighborhood and jurisdiction compatibility.

- 17.e** The City should establish a public use category to site facilities that may not otherwise be permitted.

- 17.f** Essential public facilities that are county-wide or state-wide in nature, must meet existing State law and regulations requiring specific siting and permitting requirements.

Discussion

This policy would allow the linkage of public facilities with compatible community services such as churches, medical facilities, libraries, recreational facilities, self-help groups and community based treatment programs.

- 17.g** At a minimum, essential public facilities shall be subject to all of the requirements of obtaining a Conditional Use Permit. Depending on the type of facility, the city may require additional reports or studies as part of its environmental review process to ensure that the impacts of the proposed development may be reasonably addressed.

Property Rights

Goal 18 To protect the property rights of land owners.

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

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

Built Environment

Goal 19 To create and maintain a balanced community that mixes residential and non-residential uses in a way that promotes environmental quality and community aesthetics.

- Policies:**
- 19.a** Promote the use of landscaping and design standards in new development or re-development.
 - 19.b** Require the use of buffers between incompatible land uses; require new development to bear the burden of transition when it is proposed adjacent to incompatible development.
 - 19.c** Encourage the retention of open space in new development, especially when such action will protect or enhance a wetland or wildlife habitat area.
 - 19.d** Protect commercial and industrial development from residential intrusions.
 - 19.e** Provide adequate parks, playgrounds and other open spaces for residents and visitors to create a pleasant environment for the community.
 - 19.f** Provide effective stewardship of the environment to conserve land, air, water and energy resources; protect critical areas; and enhance the quality and beauty of the area’s natural features.

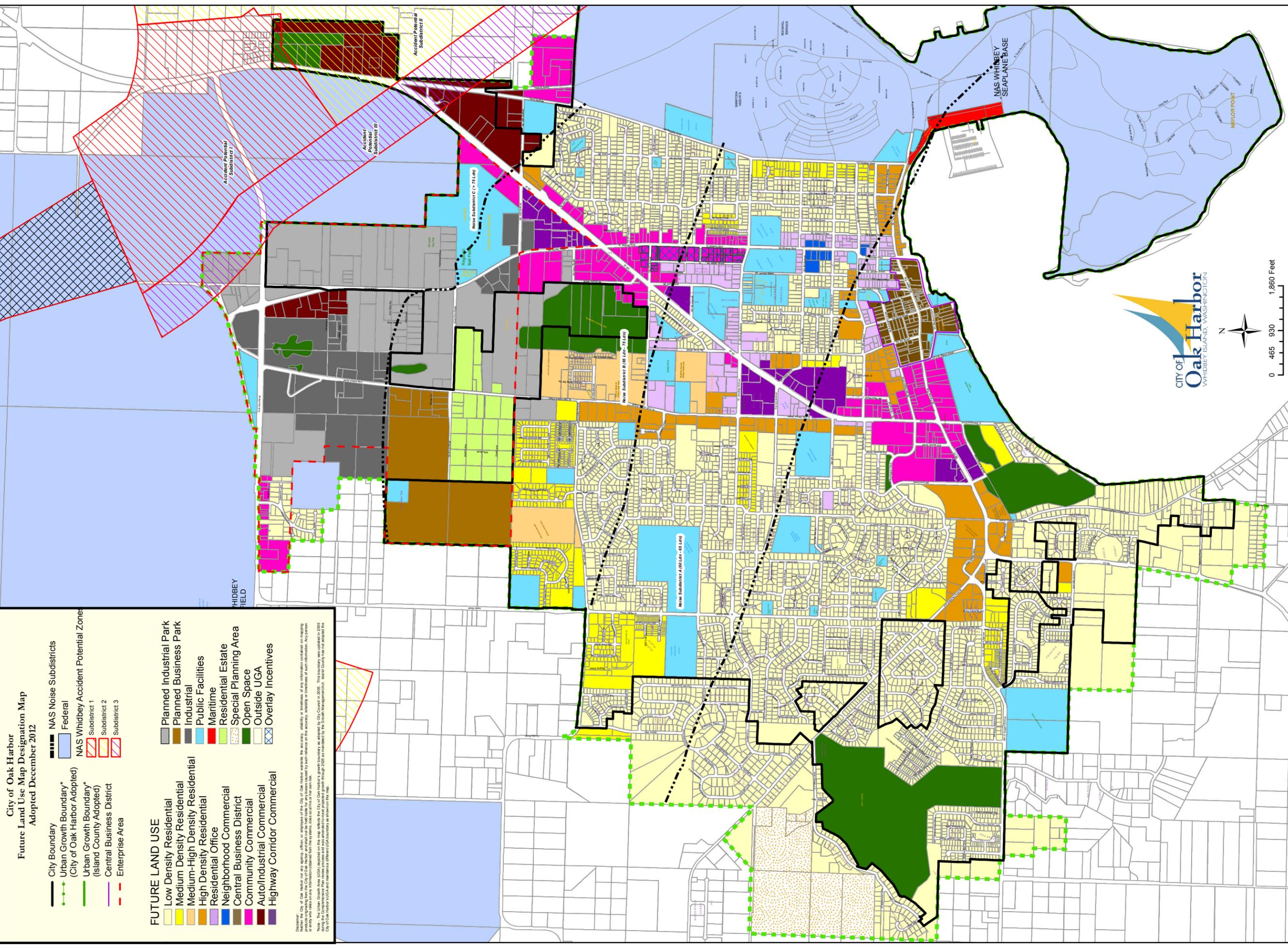
Goal 20 - To ensure that the city maintains an adequate supply of land available and suitable for growth.

- 20.a** Work with Island County to evaluate growth needs in anticipation of future adjustments to the city’s UGA boundary.
- 20.b** Develop and maintain an interlocal agreement with Island County to ensure that development within the UGA is consistent with the city’s development regulations.

**City of Oak Harbor
Future Land Use Map Designation Map
Adopted December 2012**

- City Boundary
 - Urban Growth Boundary* (City of Oak Harbor Adopted)
 - Urban Growth Boundary* (Island County Adopted)
 - Central Business District
 - Enterprise Area
 - NAS Noise Subdistricts
 - Federal
 - NAS Whidbey Accident Potential Zones
 - Subdistrict 1
 - Subdistrict 2
 - Subdistrict 3
- FUTURE LAND USE**
- Low Density Residential
 - Medium Density Residential
 - Medium-High Density Residential
 - High Density Residential
 - Residential Office
 - Neighborhood Commercial
 - Central Business District
 - Community Commercial
 - Auto/Industrial Commercial
 - Highway Corridor Commercial
 - Planned Industrial Park
 - Planned Business Park
 - Industrial
 - Public Facilities
 - Maritime
 - Residential Estate
 - Special Planning Area
 - Open Space
 - Outside UGA
 - Overlay Incentives

Disclaimer: The City of Oak Harbor nor any agency, officer, or employee of the City of Oak Harbor warrants the accuracy, reliability or timeliness of any information contained on mapping products originating from the City of Oak Harbor and shall not be held liable for any losses caused by such reliance on the accuracy, reliability or timeliness of such information. Any person using the information on this map does so at their own risk. The City of Oak Harbor's growth boundary as adopted by City Council in 2005. This boundary was updated in 2008 during the Comprehensive Plan Review process and was amended to meet projected growth through 2028 as mandated by the Growth Management Act. Island County has not adopted the City of Oak Harbor's growth boundary and maintains different UGA boundary as shown on this map.



0 465 930 1,860 Feet

Scale: 1"= 2,000'

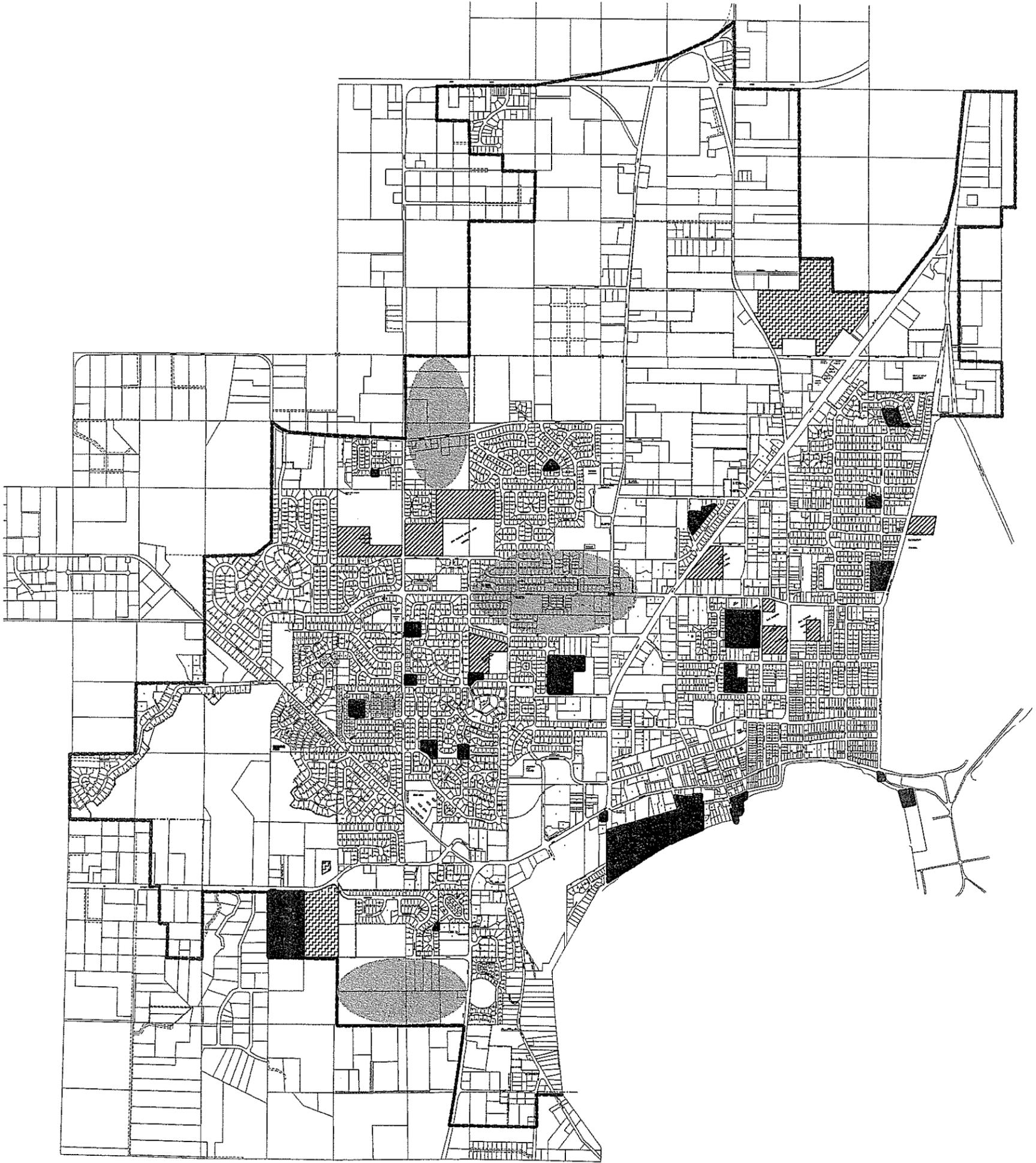
WE HEREBY CERTIFY THAT THIS MAP CONSTITUTES THE OFFICIAL LAND USE MAP AS APPROVED BY ORDINANCE # _____ OF THE OAK HARBOR CITY COUNCIL.

DATED THIS _____ DAY OF _____, 2012.

BY _____ ATTEST _____ CITY CLERK

_____ MAYOR

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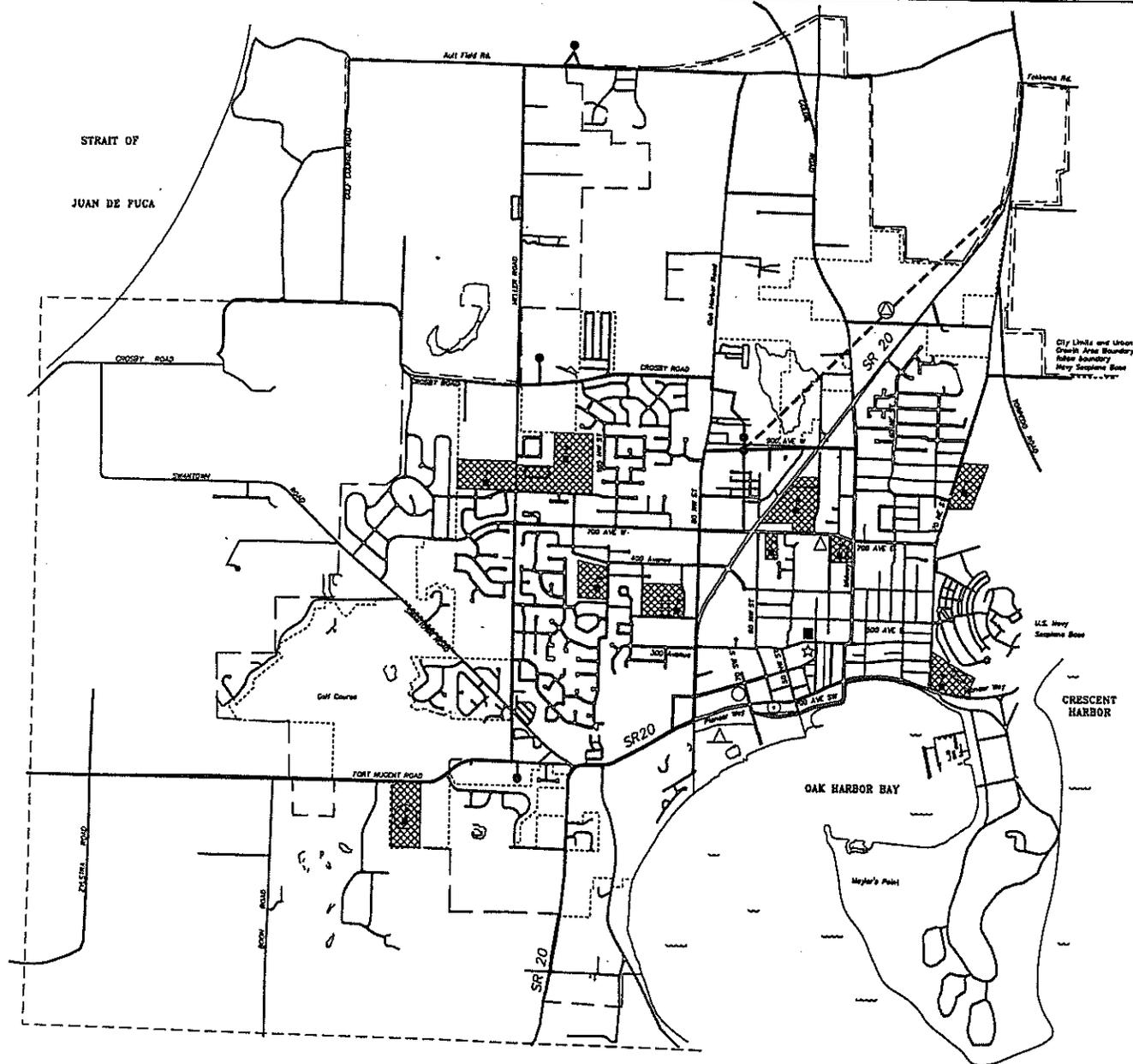
FUTURE PARKS AND PLAYGROUNDS

- CITY LIMITS
- _____ FEDERAL BOUNDARY
- URBAN GROWTH AREA BOUNDARY
- EXISTING CITY PARKS AND PLAYGROUNDS
- ▨ EXISTING SCHOOL PLAYGROUNDS
- ▩ FUTURE CITY PARKS AND PLAYGROUNDS
- NEIGHBORHOOD PARK TARGET AREA



SCALE: 1" = 800'

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Oak Harbor Comprehensive Plan, 1995

Public Facilities

- LEGEND**
- Urban Growth Area ---
 - City Limits - - - - -
 - Joint City-County Planning Area - - - - -
 - Post Office ○
 - City Hall □
 - District Court ■
 - Police Station ☆
 - Dept. of Social, Health Services ⊙
 - Municipal Shops ⊕
 - City Beach R.V. Campsite △
 - Puget Power Substations ●
 - Puget Power Transmission Line (115kv) ---
 - Approximate location of Puget Power Proposed Transmission Line ---
 - Fire Station △
 - Library ⊞
 - School ⊞
 - Future School ⊞



**OAK HARBOR
COMPREHENSIVE PLAN**

Data Source: City of Oak Harbor Planning Dept.
Puget Power and Light, Island
County GMA Draft Electric
Facilities

Prepared by City of Oak Harbor
Planning and Community Development Dept.



GROWTH MANAGEMENT ELEMENTS

GOALS AND POLICIES**URBAN DESIGN ELEMENT****Introduction**

"The general tenor of the responses indicates a strong preference to not allow low intensity development into natural areas, resource lands or highly visible open space. On the other hand, there was sentiment against dense urban-style development in town. Resolving these apparently conflicting viewpoints will be a major challenge in the planning process" ("The Oak Harbor Urban Growth Area Report: Draft Three," Appendix: Results of Public Workshops and Community Participation, 83.)

Time and again the desire to protect the "rural feel," the small-town atmosphere, of Oak Harbor is expressed. This has already proven difficult in the face of trying to provide affordable housing, diversify the economy, and meet growth projections, while striving to avoid more intense urban-style development. It seems urban design standards could be used as an effective tool in bridging the gap between these Goals, since the nature of urban design is to address and direct the "feel" of a development project. It may be possible through urban design requirements, to retain a "rural feel" in even the most dense developments. It is at this point the City should ask itself, "What do I want my community to look like; what atmosphere would I like it to project?"

In 2000 an Oak Harbor citizens' group known as Harbor Pride initiated a process focused on improving the design and function of the waterfront and "Old Town" area of the Central Business District (CBD). With assistance from the American Institute of Architects, Harbor Pride conducted a design charrette and published the goals, findings, study area proposals and recommendations as Harbor Pride: A Blueprint for Change. The recommendations from this community planning initiative are similar to those detailed in Harbor Watch a decade earlier. Because policy planning is intended to be continuous and responsive to the community and citizen initiatives, specific direction from Harbor Pride's report has been incorporated into the Goals and Policies of this element.

This section sets Goals and policies to implement the vision of Oak Harbor. Development regulations should be consistent with the Goals and policies.

Goal 1 - The City shall retain the appearance and character established by existing forests within and around the community.

Policy: **1.a** Plans for new developments should include tree retention where practical, especially regarding healthy, mature trees, and replacement of those unable to be saved.

Discussion

Methods could include: an ordinance requiring a minimum percentage of vegetation be retained in new developments, encouraging developments to seek alternative siting strategies that include existing vegetation, thus providing reduced landscaping requirements for projects that preserve existing trees.

- 1.b** Consideration shall be given to designating and protecting a "greenbelt" of wooded area or open land surrounding the urban growth boundary.

Discussion

The area regarded as "greenbelt" is generally within the joint city-county planning area, beyond the urban growth boundary. Greenbelt may contain forested areas, as well as large tracts of farm land which characterize rural Whidbey Island.

- 1.c** A new landscaping ordinance shall be prepared which includes replacement of trees lost through land development.
- 1.d** Plans for development on sites which contain significant forest areas or a portion there of shall include a forestry report to evaluate trees for retention.

Discussion

Significant forest areas generally include stands of healthy Douglas Fir/Western Hemlock forest of 3 or more acres. Maps and aerial photographs showing forest areas and viewsheds are on file at the Oak Harbor Planning Department. (Also see the Environment Element, policy 6.g)

- 1.e** Priorities for tree retention and replanting should be given to buffers along arterial streets, riparian areas and ridge lines as well as between different land uses and groupings of trees within developments and on rear lot lines.

Goal 2 - Develop design guidelines which maintain and enhance the unique character of Oak Harbor's natural setting and existing neighborhoods and districts while ensuring new areas develop with contextual sensitivity.

- Policy:**
- 2.a** Architectural and landscape design standards for multi-family residential units should be established to promote developments which are compatible with existing residential patterns.
- 2.b** Existing rural features, such as farm buildings which are structures of historic or architectural significance, should be retained where possible.
- 2.c** Pedestrian facilities should be maintained and enhanced, as consistent with the Transportation Element, to promote a pedestrian-friendly character.

- 2.d** Consideration should be given to recognizing and visually expressing separate commercial and residential districts in an effort to promote a sense of community.
- 2.e** The City should identify internal “gateways” between districts and neighborhoods and draft polices to help develop these areas with appropriate way-finding and landmarking initiatives.

Discussion

By marking transition points between different areas with specific architecture, built form and public realm designs a more easily understood built environment and comfortable sense of place can be achieved. For example, specific districts such as the CBD or the waterfront could benefit from clearly defined boundaries that reinforce their unique sense of place.

The elements used to define gateways may include: landscaping, streetscape design, signage, building scale and detailing, small parks, land use designation and public art. Areas for developing internal gateways include major street intersections, areas of change between residential and commercial districts, locations of significant topographic change, development sites at prominent street corners, and public buildings.

- 2.f** Consideration should be given to revising the sign ordinance in order to encourage signage more in keeping with the unique character of Oak Harbor.
- 2.g** Starting with the downtown waterfront area from Midway to State Route 20 and north to Barrington Avenue, the City should develop separate overlay districts for the application of unique design guidelines.

Discussion

The current commercial and industrial design guidelines are applied based upon the applicable zoning district of the project. One set of design guidelines may not be appropriate for every circumstance within that zoning district as areas with similar zoning may have different design needs. Developing design guidelines specifically for the CBD and waterfront areas would be beneficial for ensuring that new development is contextually sensitive to the city’s natural environment, neighborhoods and precincts.

- 2.h** Consideration should be given to establishing corridor specific guidelines for industrial corridors within the Enterprise Area (i.e. Oak Harbor, Goldie Roads, Gun Club Road and NE 16th Avenue). The nature of the design guidelines may vary depending upon the distance the project is located from the corridor. The guidelines should address the retention of a significant tree buffer along the identified streets.

Goal 3 - The City should adopt measures to improve urban design considerations which define the city's character.

Discussion

These measures should be created to promote high quality development and redevelopment in existing commercial areas and corridors such as CBD, the waterfront, and the Midway Boulevard corridor. These measures may include land use and design guidelines which allow for greater flexibility in uses, promote animated streets and develop pedestrian oriented districts and neighborhoods. For example: density transfers; performance based zoning; and, public realm design guidelines.

- Policy:**
- 3.a** The City should establish design guidelines, which strongly discourage large parking lots located at corners of arterial intersections.
 - 3.b** The City should establish design standards, which promote a trend for buildings, rather than parking lots, to dominate street fronts for commercial uses coupled with effective way-finding tools such as signage and parking program requirements.

Discussion

The focus of this policy is toward pedestrian use in commercial areas and reducing the physical and visual dominance of vehicles.

- 3.c** The City should establish design guidelines with stricter landscaping requirements for parking areas located between the street and the building, such as vegetation buffers.
- 3.d** The City should establish design guidelines incorporating wooded, open, and other natural areas into development designs to promote the area's natural setting.
- 3.e** The City should adopt maintenance standards for new landscaping in developments along major corridors.
- 3.f** The City should apply strict requirements for vegetative buffers screening property lines of commercial uses adjacent to single and multiple-family residentially zoned properties.
- 3.g** The City should establish design guidelines developing mandatory architectural and site design guidelines and performance standards with which all new retail development must comply. The City shall explore a plan provisional overlay process as the implementing vehicle to this policy for new retail development that exceeds 50,000 square feet in floor area.

Goal 4 - **Develop a public realm that is safe, aesthetically pleasing and interesting while promoting street life, opportunities for community interactions, and commercial and social activities.**

Discussion

This goal is interrelated with the creation of guidelines for architectural design, public realm, and streetscape design.

Policy: **4.a** The City should develop policies to strengthen the sense of place and unique qualities of its various districts and neighborhoods.

Discussion

Policies should focus on characteristics that define a particular sense of place and support activities and uses that further strengthen those qualities. Waterfront and CBD policies should focus on improving the function of these areas as highly livable districts primarily for the community and secondarily as an attraction for visitors. It is important that these policies build upon the context of the city and not develop as artificial thematic programming. These policies may include public art plans and street furniture design guidelines that add visual and tactile interest throughout the city.

Goal 5 - **Protect viewsheds and view corridors.**

Discussion

The City of Oak Harbor defines viewsheds as a panoramic view from a single location. Significant viewsheds include views of Mt. Baker, Mt. Rainier, Cascade mountain range, Olympic mountain range, Oak Harbor Bay, Maylor Point (especially wooded and tidal flat areas) and Saratoga Passage. The view corridors and viewsheds within the City should be identified and accurately mapped at a useable scale so they can appropriately guide development.

Policy: **5.a** Consideration of building impacts on viewsheds and view corridors shall be exercised in all developments, and mitigation measures shall be applied to protect existing views.

Discussion

The City may incorporate policies and guidelines to protect these resources, such as developing: a unified bulk program for building envelopes; performance based zoning; and, density bonuses as development incentives.

5.b Landscape buffers shall be required along major arterials, retaining existing vegetation where possible.

5.c Free standing business signs should be consistent with the speed limit of roadways, and the character of land use districts.

- 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.

7.b Require design standards for all development. These development standards could include:

- * Retaining wooded buffers to screen adjacent non-industrial uses.
- * Protecting sensitive natural areas.
- * Buffering service areas, loading docks and storage yards.
- * Providing generous landscaping of parking areas and buildings.

Goal 8 - **Preserve, enhance, and promote significant historic and distinctive architectural features of the City.**

- Policy:**
- 8.a** Prepare an inventory of historic structures within the UGA.
- 8.b** Establish design guidelines which protect and enhance historic features within the community. Guidelines should apply to both new construction and renovation projects in order to promote design cohesiveness. Separate street furniture and pedestrian amenity guidelines should be implemented to create a unifying element along identified street frontages.
- 8.c** Adopt historic preservation building codes and incentives to promote renovation and preservation of buildings with historic value.

Discussion

One method may be to establish a property tax structure which favors preservation of historic properties.

- 8.d** Encourage registration of inventoried historic structures as State and National Historic Sites.

Goal 9 - **The City should adopt measures to enhance the entryways into Oak Harbor with early and continuous community input.**

- Policy**
- 9.a** The entryways into Oak Harbor should be identified in the Comprehensive Plan. The following three primary, regional entryways are identified:
 North: Along SR-20, from Fakkema Road to approximately 1500 feet north of the SR-20/NE 16th Avenue intersection.
 South: Along SR-20 from Waterloo Road to the SR-20/Swantown Road intersection.
 East: Along Pioneer Way, from Regatta Drive to Midway Boulevard.

The following secondary, local entryways are identified: Oak Harbor Road, Goldie Road, Auvil Road, Regatta Drive, NE 16th Avenue, Swantown Road, Ft. Nugent Road, Heller Road, Crosby Road, Crescent Harbor Road, and Scenic Heights Road.

Note: The three, primary regional entryways were identified and mapped during the 1999-2000 Comprehensive Plan update process.

- 9.b** Design guidelines should be adopted that promote an aesthetically pleasing first impression of Oak Harbor and which will promote tourism. The guidelines should recognize the unique design characteristics and needs of the identified entryways. The guidelines should address various buffering techniques (vegetative or constructed) along the identified streets.
- 9.c** The design guidelines for the identified corridors should be applied outside of the UGA boundary so as to promote a cohesive corridor appearance. Applying the guidelines in such a manner will require coordination between the City of Oak Harbor, Island County and the Navy.

Discussion

The guidelines should focus on, but not be limited to: 1) providing special setbacks, 2) providing unique landscape features, 3) the inclusion of community signage, 4) a coordination of private signage for developments occurring at or near the identified entry ways, and 5) the preservation of existing trees.

- 9.d** Form partnerships with the Navy, the Washington State Department of Transportation, Island County and other property owners to implement the entryway design guidelines.

Goal 10 - The City should engage in a community visual analysis process with early and continuous community input.

Discussion

A community visual analysis process could be used to identify the desired visual character for the community. In this process the community, through a series of public meetings, reviews examples of existing developments (usually through a series of photographic slides). These examples are reviewed in order to determine which design features may be desirable and which may be undesirable. This process is intended to help the community arrive at a common vision of which design features or characteristics are desired.

- Policy:** **10.a** Once a community visual analysis process has been undertaken, the City should revise existing design guidelines and/or adopt additional design guidelines (including supporting graphics) which implement that vision.

Goal 11 Design guidelines should be established that encourage wireless and satellite communication facilities to be located and designed in such a manner as to minimize their visual impact to the community.

- Policy:**
- 11.a** Consideration should be given to establishing design guidelines that address the appearance and siting of ground and building mounted satellite facilities.

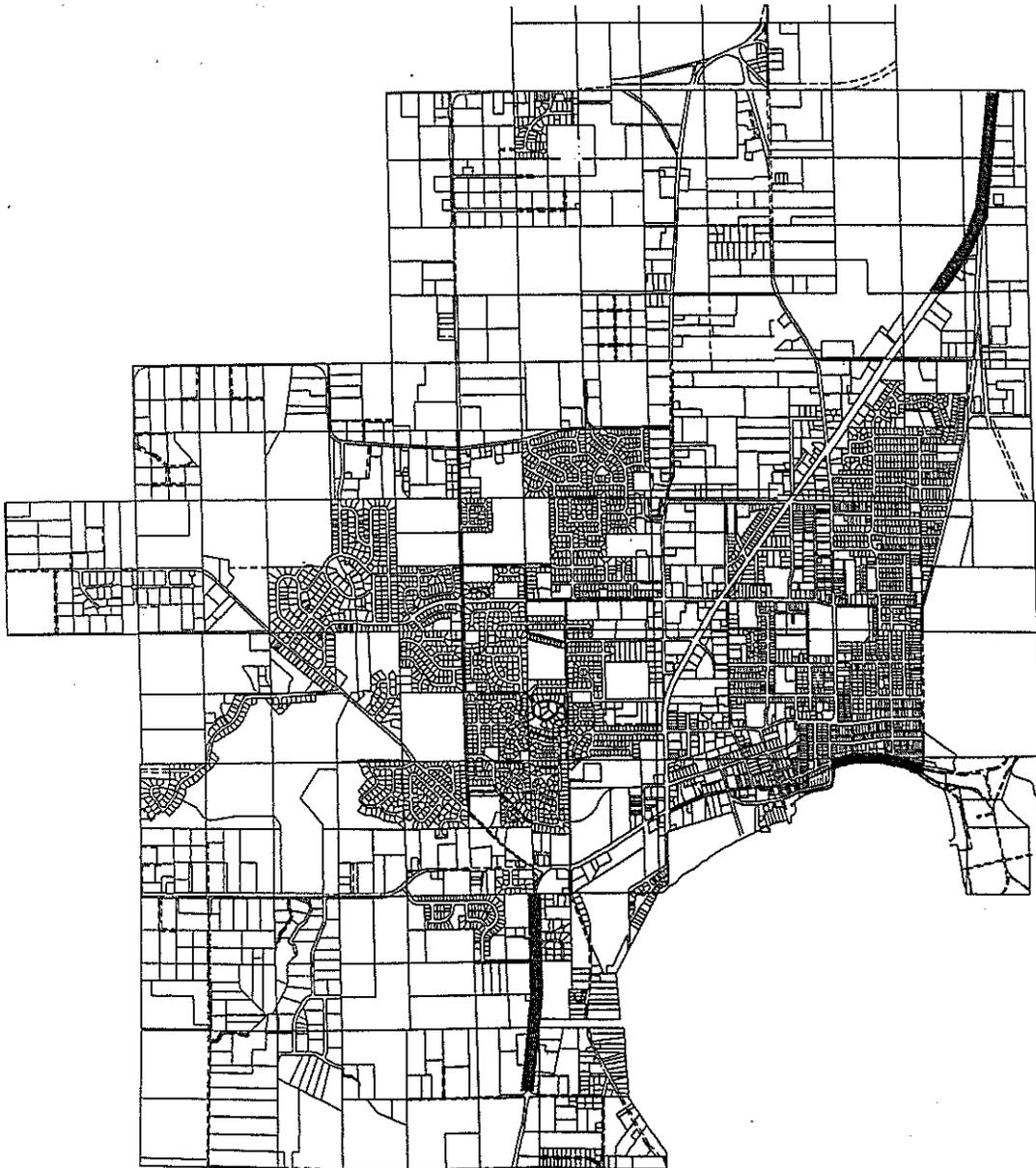
 - 11.b** Design guidelines should be established that require telecommunication facilities (especially monopoles) to blend into the surrounding environment.

Oak Harbor
Comprehensive Plan
2000

Entryway Map

LEGEND

 ENTRYWAY



Prepared by City of Oak Harbor
Planning and Community Development Dept.



GROWTH MANAGEMENT ELEMENTS

GOALS AND POLICIES

PARKS, RECREATION AND OPEN SPACE ELEMENT

VISION

The City of Oak Harbor is a beautiful place where the natural environment is woven into the urban environment with such care and precision that the sense of where the built form stops and nature begins is not known.

It's a place where human nature has the opportunity to find its balance with its surroundings by merging of the urban and natural environment in seamless ways, inviting nature into the community and creating a wide range of spaces and experience where community can gather as one or the energy of one can rest in solitude and peace.

It is a town where the residents of all age groups are active and healthy, and have a wide range of choices for recreation, engaging themselves in mental and physical activity all year round.

It's a City where the environment is clean with beautiful landscapes that line the streets and pathways, opening up to breath taking views of the water and mountains. It invites boaters and kayakers into the community compelling them to spend time at this premier waterfront community.

GUIDING PRINCIPLES

Guiding principles set the basic foundation for the users of this plan. These principles are a memorandum of understanding. The principles help to provide the user/reader with the right perspective, role and understanding necessary to speak or act on behalf of this community accepted Plan.

- A. The City of Oak Harbor recognizes, respects, preserves and protects areas where nature will and must take its own course in shaping itself. However, the City also recognizes that it is the ambassador for change that is required to create space for the healthy existence of nature within the built environment.
- B. The City recognizes, designates and differentiates between the spaces that need to be protected and preserved from the spaces that need to be restored and re-vegetated.
- C. The management, acquisition and development of open space, parks and recreation must be done in a fashion concurrent with development so that a resident's mind should seldom contemplate the question of sufficiency or quality.
- D. The recreational choices provided by the community, for the community, are of a community nature and will therefore reasonably provide opportunities for all within the community.
- E. Man-made structures are designed with aesthetic quality and built with natural and environmentally-friendly materials to last a very long time.
- F. City owned lands that are regional attractions must be welcoming so that a visitor to that space will savor the experience long after departing.
- G. Creating the experiences of these spaces includes meaningful public input, balancing the needs of the community, and determining the impacts to the vision.
- H. The community of Oak Harbor acknowledges preservation of the natural environment and in the necessity to protect nature and wildlife may restrict or preclude public access from some open space.
- I. All open spaces, parks and recreational facilities will be maintained to their designated level of service recognizing that "no-maintenance" is also a chosen form of maintenance.
- J. Elements of nature can and should be introduced to all public owned lands that will help connect the various spaces and form a complex network of paths between the community's open spaces, parks and recreational facilities.
- K. The Parks and Recreation Plan must always remain in compliance with the GMA, State and County agencies.
- L. A two-way communication system between residents and City administration, to share, inform and receive input, is essential for the success of the Vision.

- M. Reasonable safety measures will be incorporated into all aspects of the design of new facilities and equipment, acknowledging that people by choice indulge in sport and recreation activity that do have the potential for risks, accidents and danger.
- N. Recreational choices shall be provided to meet the needs of youth, adult, elderly and disabled population.
- O. The acquisition of land and easement to meet required levels of service shall be mandated concurrent with development of property. Donation of land for parks, recreation, open space and trails, above and beyond the requirements, is encouraged.
- P. Recreation facilities are planned for use all year and in most weather conditions.
- Q. Partnerships and relationships with other agencies, such as, but not limited to North Whidbey Parks and Recreation District, Island County, NAS Whidbey Island, Washington State, not-for-profits and other public and private entities, must be continuous, proactive and enhanced through communication, coordination and participation.
- R. Funding options and opportunities must be explored to provide a consistent revenue stream that will finance the success of the Vision.
- S. Existing facilities shall be upgraded to meet health and safety standards and to assure the longevity of its service.
- T. All projects initiated or partnered by the City, from conception to completion, will follow established planning processes, effective notification, public input/discussion, fair treatment and equal opportunity for all.

COMPREHENSIVE PLANNING GOALS

The goals listed below are an end result envisioned for the community. The goal statements in this section are a compilation of goals from the previous plan as well as new ones that have been added based on the most recent public input process. Since the previous plan was an update of the Plan originally drafted in 1989, it is acknowledged that 20 years worth of public input has gone into forming those statements. The spirit and essence of the goals have been included in this plan with the intent that it carries forward a community vision that may take several decades to achieve.

The Comprehensive Planning Goals include two types of goals. Some goals are “continuing” and others are “conclusive”. An example of a continuing goal is “Work with North Whidbey Parks and Recreation District to establish recreational programs in the community”. An example of a conclusive goal is “Provide additional RV spaces in or around Windjammer Park” or “Establish a trail connection between Windjammer Park and Flintstone Park”. A conclusive goal can be removed from this chapter after it has been completed.

The end result of an accomplished goal can also take various forms. Some may result in the construction or acquisition of a physical structure, building or space and some may result in the approval of codes, regulations, policies, agreements etc.

Goals included here can be accomplished or furthered in several ways. Some goals can be accomplished by a proactive approach such as including them in the six-year strategic plan. Others can be furthered by using them in decision making for specific projects. They may also be used to support a private venture that may attempt to accomplish similar goals.

Every six years, when the Plan is updated, goals are selected from this comprehensive list to be included in the Action Plan (Tier II) for implementation. The selected goals are indicated with a seal and the year they were selected. The 2008 update cycle has "Selected 2008". When the Plan is updated in the year 2014, a new seal can be created to indicate the chosen goals at that time. Over time, this will not only provide an indication of accomplishments but will also reveal areas that need attention.

The goals have been broadly categorized into open space, parks and recreation. A general category has been created for goals that apply to all the elements. The goals listed within each section are not arranged in any particular order nor are they prioritized.

Open Space

- a. Identify, designate and protect open space lands that provide forage, migration, and habitat for wildlife.
- b. Partner with NAS Whidbey Island to formulate a Plan acceptable to both parties for the continuation of the Waterfront Trail to Maylor Point.
- c. Construct a waterfront trail system linking providing public access to the waterfront from Scenic Heights Road to Maylor Point.
 - I. Connection between Windjammer and Flintstone Park
 - II. City and Navy to determine extension on Navy Property to Maylor Point
 - III. Extend the Freund March Trail to the waterfront
- d. Design and build trails around the 7th Avenue Wetlands Tract.
- e. Provide safe and convenient trails for walking and bicycling between parks, neighborhood and major activity centers throughout the City, and to other recreation sites on North Whidbey.
- f. Prepare a bicycle and pedestrian trails plan that establishes design standards and provides connections between city parks, residential areas and major activity centers.
- g. Integrate Island County's proposed Bicentennial Trail, Pacific Northwest Trail and other County-wide trails plans into the City Trail Plans.
- h. Identify and preserve open space lands that permit public access to the waterfront, and also to other areas where the public can interact with natural features.

- i. Promote the conservation of open spaces that are in both public and private ownership.
- j. Utilize open space conservation as a method to establish a “green belt” around the urban core of the city.
- k. Identify and protect important “view corridors” that provide visual access to scenic vistas.
- l. Protect open spaces that provide important ecological functions and values.
- m. Work with Island County staff to identify opportunities for cooperation in preserving open space areas within the city’s UGA, as well as within the city/county Joint Planning Area.
- n. Promote a coordinated regional effort toward the preservation of open space.
- o. Identify properties that may be suitable to create an open space link between Waterloo Marsh and Swantown Lake.
- p. Recognize hydrologic and other features that create physical or visual linkages between properties and natural features.
- q. Establish an “open space trust fund” for the protection, preservation, and potential acquisition of open spaces through which individuals, organizations, governments, trusts, foundations, businesses, and other entities may contribute.
- r. Review and revise as necessary the city’s development regulations to ensure that adequate provisions are made to preserve open space as land is developed.
- s. Explore options to convert the property located on the southeast corner of SR 20 and Fakkema Road into an Oak Grove.

Parks

- a. Develop an informative brochure that includes an easy-to-read map of all the recreation sites on North Whidbey Island and publish it on all popular media.
- b. Post a City Parks directory map at Windjammer Park that graphically incorporates key City landmarks.
- c. Construct a concert/performance arts pavilion at Windjammer Park.
- d. Provide additional public RV spaces in or around Windjammer Park.
- e. Provide shoreline access, campgrounds and trail linkages for kayakers and others using human powered watercrafts.

- f. Provide more facilities for large group gatherings in parks.
- g. Provide upland facilities at Flintstone Park that will support the Municipal Pier Project.
- h. Prepare a concessionaire policy and related ordinance for the City's shoreline and community parks.
- i. Provide more attractions at Oak Harbor's shoreline parks, including opportunities for community events and vendors of appropriate refreshments and rental sports equipment.
- j. Develop guidelines to promote private properties and existing developments to provide pocket parks along the City's arterial streets.
- k. Upgrade existing structures and facilities to make them safe and extend their life and usefulness.

Recreation

- a. Develop the former landfill site, where appropriate, with supplemental recreational facilities.
- b. Develop a regional ball park complex to serve local needs and attract tournament-level sports competition.
- c. Assist in developing programs to utilize existing facilities within the City to provide recreational opportunities for all ages.
- d. Work with the School District to establish long term use of existing facilities where feasible to meet established level of service standards for recreational facilities identified as needed in the level of service analysis.
- e. Work with North Whidbey Parks and Recreation District to establish recreational programs for youth in the community.
- f. Coordinate with Island County to establish funding for recreational programs.
- g. Build a community center that serves as an indoor multiple purpose facility for active and passive recreational needs that serve the residents all year round.
- h. Prepare a Marina Master Plan that analyses the community's perceptions and demand for marina services, determines market demand for tourism and commercial fishing, determines methods to establish long term funding, upland development alternatives and timing and enhance its connections to downtown.
- i. Improve the appearance of the Marina so as to make it welcoming to the boaters and other users that visit Oak Harbor.

- j. Investigate long term funding options for the Marina that are consistent and can serve the facility well into the future.
- k. Upgrade all existing facilities and utilities in the Marina to meet or exceed current safety standards.

General

- a. Explore option to increase the revenues for parks, recreation, trails and open space projects.
- b. Develop new volunteer programs to improve city parks, recreation and trails system and other areas in need of beautification.
- c. Prepare a lighting policy and associated ordinance for the City's community and neighborhood parks.

Recommended Plan

The Recommended Plan is a conceptual approach to planning for parks, recreation and open space in and around the community. This conceptual approach provides a desired scenario to work towards. Recommendations included in this section are targeted towards achieving a specific scenario.

This chapter provides general scenarios to work towards for the following elements of the Plan.

- Neighborhood Parks
- Community Parks
- Trails
- Open Space

The Recommended Plan draws from analyses and standards contained in other chapters of this document. References are provided where feasible.

Neighborhood Parks

Neighborhood Parks serve a smaller area than community parks and have facilities that are usually scaled down to serve the immediate neighborhood. Neighborhood Parks should be designed and located so that they are accessible by foot or bicycle. They should be safe and easy to access through local streets, pathways and trails and located away from barriers such as major streets.

Neighborhood Parks should provide playgrounds and recreational facilities for children and young adults in the neighborhood. However, opportunities to provide passive recreation with natural areas should also be considered.

As the City grows, neighborhood parks should continue to be provided in residential areas as they develop. Opportunities should also be explored to provide neighborhood parks in areas within the City where service is not currently available.

Listed below are recommendations of areas to consider for neighborhood parks. These are general areas and exact park location will vary based on patterns of development, street layout, trail connections, natural features and availability of land. Recommended areas are:

- South of Whidbey Avenue and east of Midway Boulevard
- Between SR 20 and Scenic Heights
- West of SR 20 and south of SW 24th Avenue
- South of Swantown Road and west of Fairway Lane
- North of Swantown Road and west of Loreland Drive
- North of Crosby Avenue and west of Oak Harbor Road

Community Parks

Community Parks serve a larger area than neighborhood parks and include facilities that serve the entire community. Community Parks are larger in area and includes the larger recreational facilities such as playfields for team sports and structures for large community gatherings.

Community Parks are more efficient when various recreational facilities are concentrated in one location. This allows these facilities to share common infrastructure such as water, parking, restrooms, drainage etc. Community Park should also be located along arterial streets since users may access the park by automobiles and mass transit.

The City of Oak Harbor is deficient in many recreation facilities. Most of the needed facilities best serve the City in a Community Park setting. More than one Community Park may be needed to provide the recreation facilities prescribed by the LOS standards. Analysis indicates that the west/northwest portions of the city has the least coverage. Therefore it would be ideal to locate a future community park to provide coverage in that area.

Open Space

Open space is a signature element that helps to define the quality of life in Oak Harbor. Open spaces are area of land or water in its natural or existing state that is essentially unimproved and designated, dedicated, reserved or preserved for scenic quality, or for sustaining sensitive ecosystems, or for public or private use.

The protection of open space is an issue of importance to city residents, and also to visitors to the city. Open space provides important and sometimes irreplaceable habitat for wildlife. It also provides places where people can enjoy the area's scenic beauty and cultural heritage, which may be passed to succeeding generations of residents and visitors alike.

Open space can serve many functions within a community. Those functions may include agriculture and forestry, wildlife habitat, wetlands protection, groundwater protection, flood management, shoreline access, preservation of view corridors, or similar functions. Individual open space tracts may provide more than one function. While each community may place different priorities on these functions, each can provide an important component of an area's quality of life.

Open space helps to create livable neighborhoods, to soften the edges of the built environment, to enhance property values, and to buffer incompatible land uses. Because the city is already built out to a significant extent, identifying opportunities to acquire or otherwise protect open

space can be critical. The extent of the built environment also suggests that the discussion of open space should occur within a regional context.

The City should work with the County and other organizations to help identify and designate natural areas, wetlands, wildlife habitats etc. around the City as open space. Some of these areas have been identified in Map 3: Recommended Plan –Long Term Trail Layout as nodes.

Trails

Trails can broadly include dedicated (separate from right-of-way) multi-use paths, marked lanes on roadways and sidewalks. Trails also serve multiple purposes. They can be designed, built and located primarily for recreation or they could be integrated into street projects for transportation. An ideal trail system would be designed to serve both purposes.

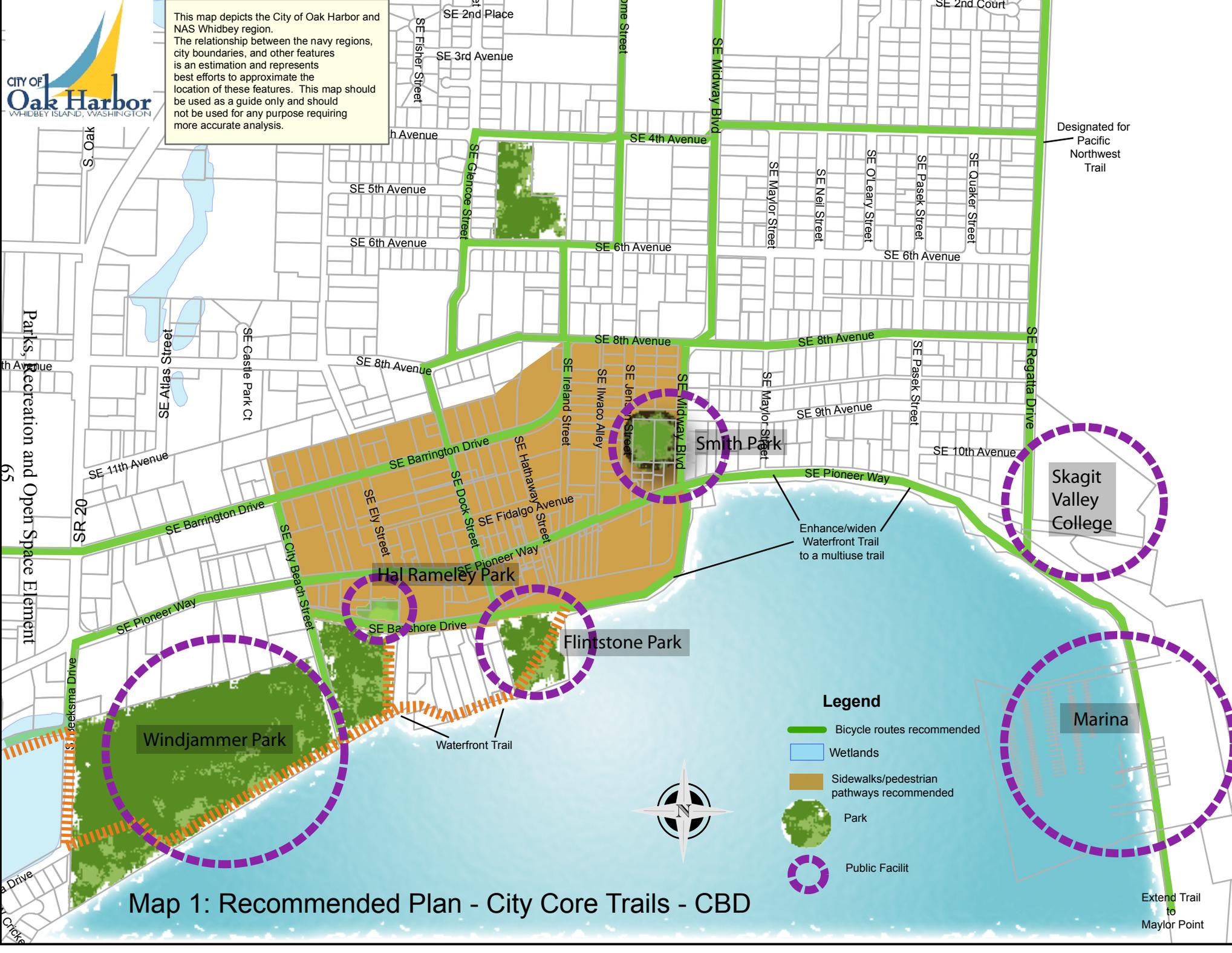
The Recommended Plan provides two different scenarios for trail development. One scenario provides concepts for connections within the city limits and the other scenario provides concepts for trail development outside the City in the UGA and beyond.

Recommended Plan for Trails within the City

Providing dedicated trails within the city can be challenging because of the existing built environment. Therefore trails within the city should be designed or designated along existing transportation corridors. Since they are adjacent to existing transportation systems, care must be taken to make them safe.



This map depicts the City of Oak Harbor and NAS Whidbey region. The relationship between the navy regions, city boundaries, and other features is an estimation and represents best efforts to approximate the location of these features. This map should be used as a guide only and should not be used for any purpose requiring more accurate analysis.



- Legend**
-  Bicycle routes recommended
 -  Wetlands
 -  Sidewalks/pedestrian pathways recommended
 -  Park
 -  Public Facility

Map 1: Recommended Plan - City Core Trails - CBD

Designated for Pacific Northwest Trail

Enhance/widen Waterfront Trail to a multiuse trail

Extend Trail to Maylor Point

Ideally it is preferred that the entire city be provided with trails and sidewalks to connect the various parks, public facilities, employment centers, commercial centers etc. However, the Recommended Plan identifies two areas specifically for the development of trails within the City. These two areas are the Central Business District (CBD) and the Whidbey Avenue Corridor.

CBD

The CBD is a high density district with a mix of commercial and residential uses. This district's commercial uses are geared towards capitalizing on pedestrian traffic. The CBD district is in an ideal location to create a hub for interconnectedness between some of the City's prime assets - Windjammer Park, Smith Park, Flintstone Park, Skagit Community College and the Marina. The waterfront trail that connects Scenic Heights Road to the Marina is adjacent to this area. The waterfront trail, a community asset, can benefit from a supporting bicycle/pedestrian trail network in the CBD district. The following recommendations are proposed to improve trails in this area:

- Design guidelines and regulations in this district should be written to guide the physical environment toward a pedestrian oriented environment.
- Enhance the existing trail connection between Flintstone Park and the Marina to a multiuse trail and extend the existing trail from the Marina to Maylor Point.
- Provide marked bicycle path along the primary east-west streets (Pioneer Way, Bayshore Drive, and SE Barrington Drive) and the primary north-south streets (City Beach Street, Dock Street, Midway Blvd and Regatta Drive).

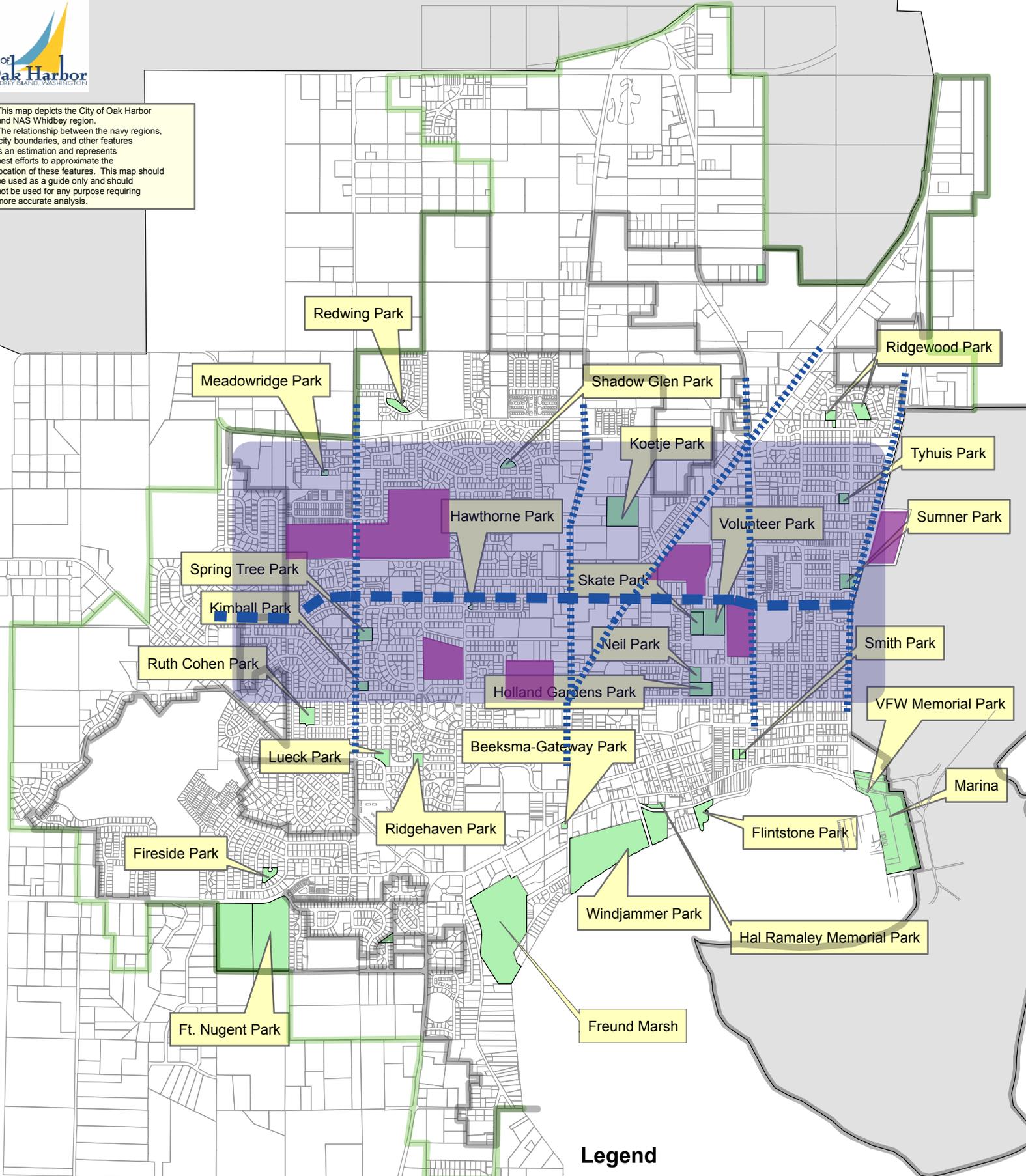
Whidbey Avenue Corridor

This corridor has been identified in the Recommended Plan since almost all the public schools in Oak Harbor are primarily located in the heart of the City along Whidbey Avenue. Several other public facilities such as the Vanderzicht Memorial Pool, the Senior Center, and the skate park are also located along this major east-west arterial.

This corridor should be enhanced for all modes of transportation. The following recommendations are proposed to improve trails in this area:

- Include pedestrian and bicycle trails into the design of the reconstruction of Whidbey Avenue.
- Augment the Whidbey Avenue Corridor trail with similar trails along the other major roadways that intersect it such as SR 20, Heller Road, Midway Blvd and Regatta Drive.

This map depicts the City of Oak Harbor and NAS Whidbey region. The relationship between the navy regions, city boundaries, and other features is an estimation and represents best efforts to approximate the location of these features. This map should be used as a guide only and should not be used for any purpose requiring more accurate analysis.



Map 2: Recommended Plan - City Core-Whidbey Avenue Corridor

1 inch equals 0.452920 miles

0 1,200 2,400 4,800 Feet

Parks, Recreation and Open Space Element

Legend

- Whidbey Avenue - Class II trail Recommended
- Class II or III Recommended
- Class III Recommended
- Schools



- Support the Whidbey Avenue Corridor trail system with sidewalks or a trail system along local streets so that it can provide for a dispersed funneling system to the major public facilities located in this area from organized/scheduled remote drop-off and pick-up locations, preferably, at nearby parks.

The above recommendations are further supported by the 2007 Transportation Plan. Since these options consider the existing transportation system as a foundation, it is recommended that the City undertake a pedestrian and bicycle study to establish standards and create a detailed plan to achieve this goal.

Trails along existing roadways do not have to wait for road improvements to be implemented. Normally there is adequate right-of-way to accommodate a trail adjacent to existing pavement or storm drain. Trails can be installed temporarily until funding becomes available for street improvements.

UGA and Beyond

This section of the Plan lays out a vision for the Parks, Recreation and Open Space Plan outside the city limits so that the community can plan ahead of possible growth and development. Recommendations within this section are ideas and general directions to follow. Since the City does not have jurisdictional authority beyond the city limits, it is important to coordinate with Island County to pursue the scenario recommended below.

The challenges in these areas are many such as land ownership patterns, varying lot sizes and shapes, critical areas, right-of-way and easement acquisition etc. Therefore the recommended plan for areas outside the City will rely on a few basic principles to help guide decision making.

The scenario establishes two basic elements – nodes and connectors. A combination of these will result in a network of trails, parks and open space that will provide interconnectedness, preserve critical areas, and provide open space and parks to meet the needs of growth and increase in population.

Nodes – Nodes serve as a hub for connectors (trails). They can be community parks, wetlands, natural areas such as forests, lakes, state and county parks etc. They serve to protect the natural environment, natural features, views etc. The attached map identifies some

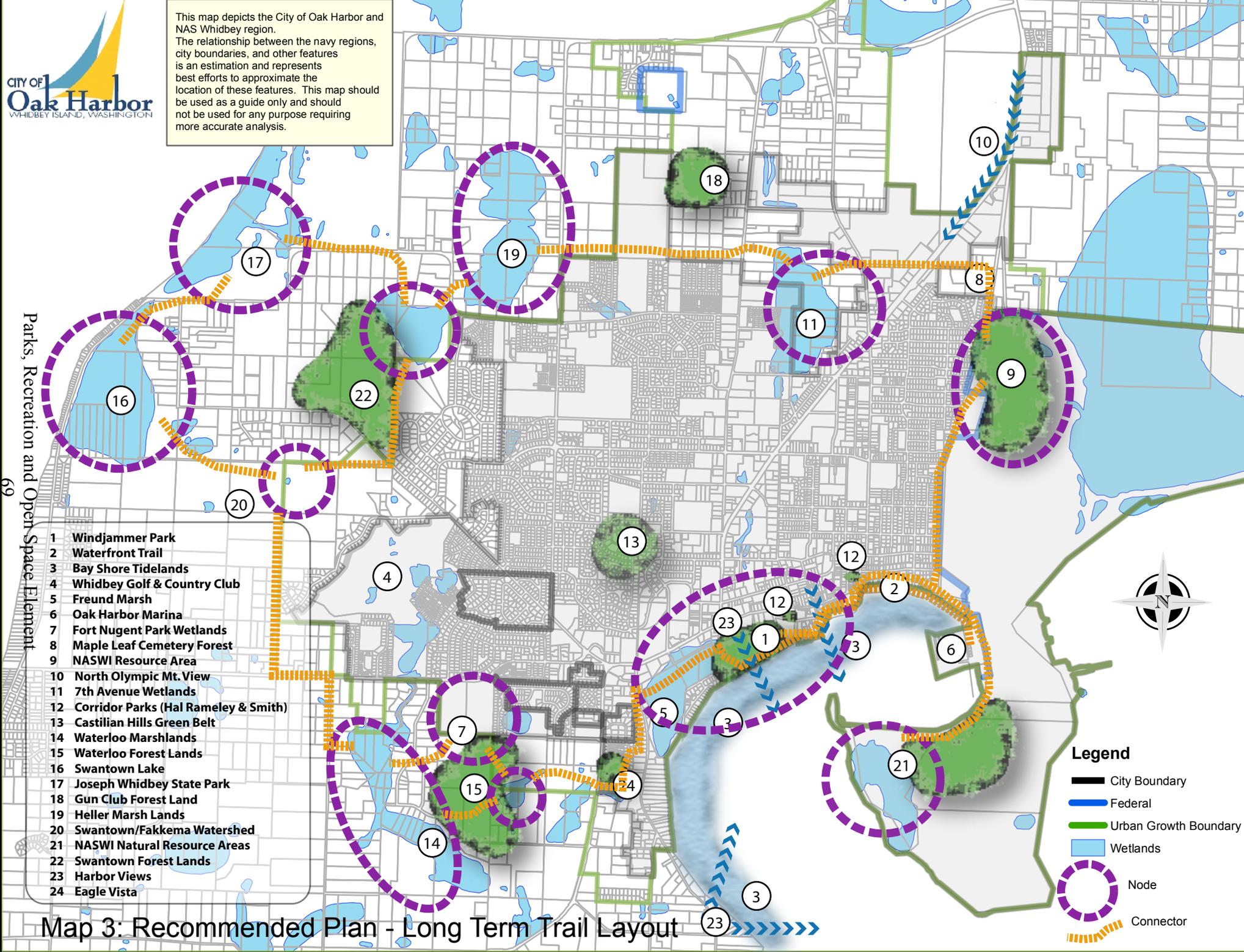
This map depicts the City of Oak Harbor and NAS Whidbey region. The relationship between the navy regions, city boundaries, and other features is an estimation and represents best efforts to approximate the location of these features. This map should be used as a guide only and should not be used for any purpose requiring more accurate analysis.

- 1 Windjammer Park
- 2 Waterfront Trail
- 3 Bay Shore Tidelands
- 4 Whidbey Golf & Country Club
- 5 Freund Marsh
- 6 Oak Harbor Marina
- 7 Fort Nugent Park Wetlands
- 8 Maple Leaf Cemetery Forest
- 9 NASWI Resource Area
- 10 North Olympic Mt. View
- 11 7th Avenue Wetlands
- 12 Corridor Parks (Hal Rameley & Smith)
- 13 Castilian Hills Green Belt
- 14 Waterloo Marshlands
- 15 Waterloo Forest Lands
- 16 Swantown Lake
- 17 Joseph Whidbey State Park
- 18 Gun Club Forest Land
- 19 Heller Marsh Lands
- 20 Swantown/Fakkema Watershed
- 21 NASWI Natural Resource Areas
- 22 Swantown Forest Lands
- 23 Harbor Views
- 24 Eagle Vista

Legend

-  City Boundary
-  Federal
-  Urban Growth Boundary
-  Wetlands
-  Node
-  Connector

Map 3: Recommended Plan - Long Term Trail Layout



potential major nodes around the City. Additional nodes can be added during updates or on closer studies of certain areas. Wetlands and other critical areas can have trails along the periphery or incorporated into an enhanced buffer that protects these natural features.

Connectors – These are primarily trails that connect the various nodes to form a network for pedestrians and bicycles. The proposed connectors are conceptual and additional studies need to be done to determine actual locations and alignments. A good location for connectors is to follow drainage patterns. Following such natural features can provide a quality experience to the recreational activity. Connectors in these new areas should preferably be, where possible, a trail network that provides dedicated right-of-way or easement for pedestrians and bicyclists. Trails in areas outside the City will also rely on existing roads for connection. Care must be taken to design them for safety.

The above recommendations are consistent with the Island County Trails Plan.

Summary of recommendations

- Continue to develop neighborhood parks as the city grows
- Find opportunities to provide neighborhood parks in underserved areas of the city.
- Explore options to develop a community park that can accommodate a concentration of recreational facilities.
- Work with Island County and other organizations to identify and designate natural areas, critical areas, wetlands, wildlife habitat as open space.
- Include bicycle paths and sidewalks in the design and reconstruction of Whidbey Avenue.
- Develop a trail system for bicycles and pedestrians along existing streets in the Whidbey Avenue corridor with links to parks in the area.
- Incorporate bicycle and pedestrian paths into the design and construction of streets in the CBD.
- Enhance the trail connection between Flintstone Park and the Marina as a multiuse trail and extend the trail from the Marina to Maylor Point.
- Develop a trail system that connects SR 20 to Regatta Drive along Barrington and 8th Avenue with connections to the waterfront trail.
- Work with developers to provide trails in new development that provides connectivity to parks and open spaces.
- Develop design guidelines for new developments that encourage connectivity and use of the trail system.

REFER TO THE 2009 PARKS, RECREATION AND OPEN SPACE PLAN FOR MORE INFORMATION ON INVENTORY, EXISTING CONDITIONS, LEVEL OF SERVICE, COMMUNITY NEED AND ADMINISTRATIVE POLICIES.

GROWTH MANAGEMENT ELEMENTS GOALS AND POLICIES

HOUSING ELEMENT

Introduction

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

Relationship to Other Elements

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

DEMOGRAPHIC and HOUSING DATA

Population

According to the 2000 U.S. Census, Oak Harbor's population was 19,795. After growing at a rate of 40% during the decade of the 1980s, the city's population increased at the much lower rate of 13% in the '90s. Projected population figures suggest that the rate of growth will increase somewhat between 2000 and 2020. *Figure 1* illustrates the city's growth from 1980 to 2000, with projected growth to 2020.

Figure 1
Population Growth, 1980 – 2020

Year	Population	Percent Increase
1980	12,271	--
1990	17,176	40.0
2000	19,795	13.2
2010	24,249	18.4
2020	29,704	18.4

SOURCE: U.S. Census Bureau.

The state's Office of Financial Management (OFM) projects population growth on an annual

basis. Their data indicates that the city's population increased to 20,060 in 2001, only to decrease to 19,880 in 2002. These projections suggest a stable and moderate growth pattern over the next twenty years.

Housing Units

The city's 2000 population was housed in a total of 7,333 occupied housing units. Of those occupied housing units, 3,172 (or 43.3%) were owner-occupied. An additional 439 housing units were vacant, resulting in a total of 7,772 available housing units and a vacancy rate of 5.6%. By 2002, the number of housing units in the city rose to 7,883.6

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

Figure 2
Housing Tenure

Area	% Owner Occupied	% Renter Occupied
Oak Harbor	43.3	56.7
Island County	70.1	29.9
Washington	64.6	35.4

SOURCE: U.S. Census Bureau.

Household Size

As the city's population has increased over time, its average household size has decreased. From nearly 3 persons per household in 1980, the average household size has continued to decline to today's rate of 2.70 persons per household. It is projected that household size will continue to decline through 2020.

The decline in household size will have long-term implications related to the need for future housing numbers and types. *Figure 3* shows the decline in household size since 1980, with projections to 2020.

Figure 3
Population and Housing Growth

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

6 SOURCE: City of Oak Harbor Development Services Department.

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

Housing Density

The city has approximately 1,570 acres of land devoted to single-family and multi-family housing (1,358 and 212 acres, respectively). This amount does not include land zoned as RO – Residential Office, where multi-family housing development is also permitted to occur. In single-family areas, housing densities are permitted at between three and twelve dwelling units per acre. In higher density multi-family areas, densities may range to up to 22 units per gross acre of land.

Historically over the past twenty years, the overall housing density in the city has averaged approximately 5.7 dwelling units per acre. With the trend toward smaller households, it may be expected that densities will increase as smaller housing units are needed. Given that much of the city’s land is already developed, the overall housing density will not increase significantly. As shown in *Figure 3* above, the 2020 average household size projected to be 2.56 persons will result in the need for a total of 11,603 households. Thus, by 2020, an additional 3,720 new housing units will be needed. Assuming an average city-wide density of six dwelling units per acre (increased from today’s 5.6 du/ac), a total of 620 acres of land will be needed to accommodate the projected growth.

HOUSING TRENDS and CONDITIONS

For nearly a decade, city and county housing policy has been influenced by the 1993 study, *Housing Needs Assessment; Island County, Coupeville, Langley, Oak Harbor*.⁷ Following a decade of extremely high growth, this study documented housing shortages and affordability concerns primarily affecting low-income households throughout Island County. After the release of this study the county’s rate of growth slowed significantly, for a variety of reasons.

In the area surrounding Oak Harbor, growth has historically been linked to the fortunes of NAS Whidbey Island. While the military base faced great uncertainty during much of the mid-1990s, existing conditions appear to be more stable. Thus, moderate growth may be expected to continue.

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

Housing Development History

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

⁷ Judith Stoloff Associates.

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

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

Housing Availability

Between 1980 and 1990, the number of housing units in Oak Harbor increased from 4,407 to 6,173, a jump of 40%. By 2000 that number increased to 7,772 units, representing a more modest increase of 21% during the '90s. When compared with the 1990 – 2000 population increase of 13.2%, it becomes apparent that the housing supply has begun to catch up with demand during the past decade.

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

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

According to the 2000 U.S. Census, the city's vacancy rate for housing 5.6%. This vacancy rate is generally regarded healthy, in that it allows the market to absorb changes without artificially increasing prices due to high demand. However, the vacancy rate may reflect the dwelling units that are currently "off the market" due to the Navy's rehabilitation program.

Housing Affordability

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

The study utilized a methodology that examined new housing development based on new housing permits issued between January 1994 and December 1998. To confirm the accuracy of value data, building value obtained from building permit data was compared to market values shown in the Island County Assessor's Office. Assuming the market value as the purchase price and adding costs for taxes and insurance, the city calculated monthly payments for every new housing unit created during the study period. Using the WAC definition for affordable housing⁸ and Island County median income levels provided by the state,⁹ the study then calculated the maximum payment for affordable housing for a two-person household. This maximum payment was then compared to the monthly payments calculated for each new housing unit. For a new housing unit to be deemed affordable, the calculated payment would have to be less than the maximum affordable payment.

Using this methodology, the study concluded that fully 36% of the 768¹⁰ housing units constructed during the study period met the definition of affordable housing. Of that total, the overwhelming majority of affordable housing units (76%) were in multi-family housing. *Figure 4* illustrates the study results.

Figure 4
Housing Affordability in New Construction,
1994 – 1998

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

SOURCE: City of Oak Harbor Development Services Department

SUMMARY

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

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

⁸ The Washington Administrative Code (WAC) defines affordable housing as housing whose cost does not exceed 30% of family gross income, for a household earning not more than 80% of the median area income.

⁹ The Department of Community, Trade and Economic Development (DCTED) collects this data for the purpose of distributing Community Development Block Grant funds.

¹⁰ This number does not include 25 units of Special Purpose Housing constructed in 1998.

housing. However, new housing constructed between 1994 and 1998 appears to have relieved this situation somewhat.

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

GOALS and POLICIES

Growth Management Act Goals

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

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

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

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

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

Island County Goals and Policies

Goal:

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

Policies:

- A. Promote fair and equal access to housing for all persons.
- B. Encourage a broad range of housing types, densities and programs including attached housing, housing appropriate to seniors, co-housing, self-help housing for low-income households and residential care housing.
- C. Promote, as the most appropriate mechanism in the County for the development of affordable housing, the construction of multifamily units, primarily rentals, in areas where higher densities are permitted and where infrastructure, including public transportation, is already available.
- D. Consider density incentives to encourage affordable housing development for county residents.
- E. Provide for duplexes, triplexes and fourplexes in the Rural Residential district which is delineated by defined logical outer boundaries of areas of more intensive rural development.

- F. Provide for PRDs to include either attached or detached housing units, while preserving rural character.
- G. Ensure residential developments are planned to minimize public expenditures for public facilities and services.
- H. Encourage emergency shelter for special needs populations such as youth, domestic violence and chronically mentally ill.
- I. Encourage transitional housing for youth, adults and families coordinated with critical support services.
- J. Encourage a range of permanent housing options through small project-based structures and scattered site rental assistance coordinated with appropriate services as necessary. Housing to be dispersed throughout the community, developed through collaboration with private developers, public agencies and non-profit organizations.
- K. Decrease barriers to successful implementation of homeless programs by developing local community support and encouraging legislation which both supports the community's ability to provide services and protects the rights of the individual.
- L. Ensure Comprehensive Plan and Land Use Plans incentives and appropriate language to facilitate low income housing and services for the homeless and contain the Continuum of Care priorities and vision statement.
- M. Housing will be provided in accordance with the County-wide Planning Policies.

City of Oak Harbor Goals and Policies

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

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

- Policies:**
- 1.a** Provide land use policies and development regulations that allow for a variety of housing types and residential life-styles, to accommodate households in varying income ranges.
 - 1.b** Conduct an annual review of land development codes, with the intent to address affordable housing needs.
 - 1.c** Encourage alternative housing types from the standard single-family residences by using contemporary building and planning concepts, including apartments, condominiums, small lot, zero lot line, attached patio, townhouse, and manufactured housing.

- 1.d Provide development incentives to promote the creation of housing units offered for sale or rent at below market rent.
- 1.e Disperse subsidized units throughout the community to diversify neighborhoods and ensure the most efficient and cost-effective use of public transportation.
- 1.f Support efforts to develop self-help housing programs.
- 1.g Allow provisions in development regulations for inclusionary affordable housing and density bonus performance standards.
- 1.h Consider the formation of a housing land bank or trust to provide low-cost housing.
- 1.i Allow for the development and preservation of manufactured home communities, using design guidelines that ensure that such communities are compatible with existing neighborhoods.
- 1.j Consider the establishment of neighborhood-based housing development programs (NHS) for rehabilitation and construction within targeted existing neighborhoods.
- 1.k Facilitate and monitor mediation services for tenant/landlord dispute issues.
- 1.l Encourage the development and implementation of affordable housing as part of the City's annexation program.
- 1.m Monitor affordable housing availability for low and moderate-income populations.
- 1.n Consider adopting land use regulations that allow accessory units to address housing needs, while providing safeguards for the integrity of established neighborhoods.

Goal 2 - To provide and monitor housing for the needs of special populations.

- Policies:**
- 2.a Provide development regulations that allow for the needs of the elderly, disabled, and infirm.
 - 2.b Maintain a list of locally available financial assistance programs.
 - 2.c Coordinate and cooperate with the Island County Housing Authority and Opportunity Council to address siting and development needs for special populations.

- 2.d Work cooperatively with social service providers to address the needs of homeless persons.
- 2.e Review and, if necessary, modify local ordinances to facilitate the development of assisted housing.
- 2.f Encourage cooperation with local churches, other organizations, and individuals, to establish a short-term homeless shelter or mission.
- 2.g Update codes to State and National Standards for group homes and family day care facilities.

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

- Policies:**
- 3.a Monitor absorption and inventory of land, to provide land resources for projected housing needs.
 - 3.b Allow for a range of densities to ensure maximum choice in housing options.
 - 3.c Monitor and evaluate the effectiveness of permitting multi-family housing in lieu of commercial development in mixed-use areas.

Goal 4 - To preserve, maintain and improve the city's existing housing stock.

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

Technical Appendix

2004 Urban Growth Area Housing Capacity Analysis

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

METHODOLOGY ASSUMPTIONS

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

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

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

housing capacity analysis. Instead of the gross acreage approach used in the 1994 inventory, the parcel approach is able to consider localized circumstances such as property boundaries and environmentally sensitive areas.

FINE TUNING THE ASSUMPTIONS

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

1. **Starting Date** – The preliminary 2025 population projection of 30,419 people inside the Oak Harbor Urban Growth Area was calculated from April 1, 2004. Consequently, plats with housing under construction as of that date were not included within available capacity. On the other hand, plats where housing was not under construction by that date were included in available capacity.
2. **Underdeveloped Land** – These are parcels on which the current use does not fully realize the potential housing capacity as defined by the Comprehensive Plan and zoning regulations. While all of these parcels could arguably be factored into the available capacity, the analysis ignored all parcels for which there was no clear economic benefit for redevelopment.

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

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

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

3. **Church-owned Lands** – There is a significant inventory of land within Oak Harbor that is owned by religious organizations, most of which is zoned for residential use. For the inventory, it was assumed that these parcels would not be available for residential use within the 20-year planning horizon.
4. **NAS Housing** – Based on input from NAS personnel, the housing capacity analysis assumed no net increase in the amount of military housing inside the Urban Growth Area. Likewise, the housing need does not anticipate any increase in military personnel.

5. **Residential Office (RO) Zoning** – This zoning district allows both offices and high density residential uses. For determining potential residential capacity, the inventory assumed that vacant parcels located on arterials (such as Midway Boulevard) would more likely be developed for office use than high density residential. For RO zoned parcels not located on arterials or for areas characterized by existing multi-family developments (such as Kettle Street), the high density housing potential was included.
6. **Environmentally Sensitive Areas** – For parcels with a mapped wetland, steep slope or flood-prone area, housing capacity was reduced in relation to the size of the sensitive area.

RESULTS OF THE HOUSING CAPACITY ANALYSIS

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

Land Use District	Housing potential inside City Limits	Housing potential inside UGA
Low Density Residential (R1)	752	745
Medium Density Residential (R2)	742	31
Medium High Density Residential (R3)	318	0
High Density Residential (R4)	590	0
Residential Office (RO)	84	0
Commercial Districts (CBD and C3)	120	0
Residential Estate (RE) Other UGA Residential	0	10
Subtotals Housing Potential	2,606	786
TOTAL HOUSING CAPACITY (as of April 1, 2004)	3,392 UNITS¹¹	

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

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

¹¹ The above table also allows the City to assess whether the potential housing mix (single family vs. multi-family) is consistent with historical development patterns within Oak Harbor. According to the 2000 census, the current housing stock consists of 57% single family and 43% multi-family (which includes duplexes). Adding together the R1 housing potential and one-half the R2 housing potential (the R2 district allows both single family and multi-family), the potential housing mix will be 56% single family and 44% multi-family.

GROWTH MANAGEMENT ELEMENTS

GOALS AND POLICIES

UTILITIES ELEMENT

Introduction

The Utilities Element sets forth City policies for water, sanitary sewer and storm drainage services, and relates the Comprehensive Plan to development plans of independent utility providers in a coordinated and consistent manner. It incorporates by reference the Oak Harbor Comprehensive Water System Plan, 2003, and Oak Harbor Comprehensive Sewer System Plan, 2007, and any updates thereto.

The Utilities Element was prepared in accordance with Section 36.70A.070 of the Growth Management Act (GMA), and is consistent with the Utilities Element of Island County's Comprehensive Plan and Countywide Planning Policies 1, 2, 3, and 5. The Utilities Element contains a statement of Goals and policies, and a general inventory of existing and planned utilities. The Utilities Element also describes how the Goals in other Comprehensive Plan elements will be implemented through utility policies and regulations. The exact siting of utility corridors will be subject to further public review.

Scope and Organization of the Utilities Element

GMA requires that the "utilities element [consist] of the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines" (RCW 36.70A.070). The City is also required to plan for water, sanitary sewers, storm drainage and solid waste facilities, and has elected to address these services in the Utilities Element (WAC 365-195-210).

The format of this chapter is consistent with WAC 365-195-320, Growth Management Act -- Procedural Criteria for Adopting Comprehensive Plans and Development Regulations. Section II provides an inventory of the utilities serving the City of Oak Harbor and its Urban Growth Area (UGA), analyzing existing capacity, future needs and planned improvements. This is followed by a statement of City Goals and policies for utility siting and service in Section IV. Technical and financial information about city utilities is found in the Capital Facilities Element, Comprehensive Water Plan (2003), Comprehensive Sewer System Plan (2007), and Comprehensive Storm Drainage Plan (2007).

Inventory And Planned Improvements

This chapter provides a summary of the utilities currently serving the Oak Harbor UGA and incorporated City limits, and a description of improvements planned to meet anticipated demand through the GMA planning period. Also discussed are issues relating to siting particular utilities. Maps of the existing and planned systems are found in the Appendix. The plan references information collected from the City of Oak Harbor Public Works Department, Cascade Natural Gas Corporation, Puget Sound Power and Light Company (Puget Sound Energy) and AT&T Wireless - Cellular Telephone.

Water

Oak Harbor obtains water from Anacortes via 10- and 24-inch transmission lines, and from an aquifer below the city via three wells. The Anacortes supply is the primary source. The City updated its Comprehensive Water System Plan in 2003.

Oak Harbor has entered into a 20-year Water Supply Agreement with Anacortes, and renegotiates water charges and committed water volume with an annual amendment. The most recent water service amendment (2001) allows Oak Harbor to withdraw 2.66 million gallons/day, or adequate water through the year 2013. The Navy and the City have an equal allocation of water capacity through the existing transmission lines.

The supply and transmission system has sufficient capacity to meet the projected 2013 peak-day demand for the UGA service area. The Water System Plan analyzed the City's need for reservoir capacity and proposes additions to the system to meet projected demand, including required fire flows.

Sanitary Sewer

Refer to the City of Oak Harbor Comprehensive Sewerage Plan, adopted by City Council in 2007, for all pertinent information concerning the sanitary sewer system. The plan contains a description of the existing system, population projections, design criteria for future systems, and proposed improvements.

Storm Drainage

A Comprehensive Storm Drainage Plan was adopted by the Mayor and City Council in 2007. The Plan contains background information, water quality assessment, alternative solutions for improving Oak Harbor's run off quality, and funding alternatives for implementing the Comprehensive Plan.

Solid Waste

In July of 1980, the City of Oak Harbor terminated its sanitary landfill operations and began, through an interlocal agreement, to use the County's landfill site for disposal of its municipal solid waste. All operating revenues are obtained through collection and container fees and storage rentals. User charges are adjusted according to present needs.

Natural Gas

Washington State law requires gas providers to demonstrate that existing customers will not subsidize new customers. Thus, gas transmission line extensions are not planned in advance but are initiated only when there is sufficient customer demand.

Natural gas is piped to North Whidbey Island through a six inch high-pressure submarine line connecting Brown's Point on Camano Island to Strawberry Point east of the NAS-Whidbey Seaplane Base (Figure 1). Within the City of Oak Harbor, gas pipelines are typically located in street rights-of-way, however, some developments may receive service through utility easements on adjoining properties. Service is limited to the incorporated city limits, NAS Whidbey Island, and surrounding unincorporated areas within a short distance of the transmission main.

Future Demand and Proposed Facilities

Natural Gas

The location, capacity and timing of improvements to the CNG distribution system are driven purely by demand. This means that, unlike electrical or telephone service, improvements are initiated solely by customer requests. This applies to both new service connections and conversion from other energy sources to natural gas. Requests for natural gas service may legally be refused if the extension is not cost-effective to the company.

No major new facilities, upgrades, or extension of services beyond the existing service areas are planned or anticipated within the next 20 years, but the utility may serve new development outside present service areas if it is relatively close to existing mains. Figure 1 shows CNG service areas in Island County.

Electrical Facilities

Oak Harbor and its urban growth area are served exclusively by Puget Sound Energy. Electrical utilities must plan for growth to a much greater extent than other utilities, due to their public service obligations under law, and the regional scope of electrical supply and demand.

The Federal Energy Regulatory Commission (FERC), regulates electrical utilities by fixing rates and fees, and licenses hydroelectric projects through its agency arm, the Department of Energy. Privately-owned electrical utilities, such as Puget Sound Energy, are regulated by the Washington Utilities and Transportation Commission (WUTC), which is responsible for ensuring that safe and reliable service is provided at a reasonable cost. Under State law, electrical utilities must provide electrical service to all customers on demand on a uniform and non-discriminatory basis.

Due to the need for integrated and cooperative planning, the five major electrical utilities in Washington State (Puget Sound Energy, Snohomish County PUD, Bonneville Power Administration, Seattle City Light and Tacoma Public Utilities) have developed a long-term plan to address regional facilities (i.e., greater than 115 kilovolts). Prepared specifically for local governments planning under the GMA, the Regional GMA Inter-Utility Report (November, 1992) details major facility needs over the next twenty years for the Puget Sound Region. The joint plan represents a commitment by these utilities to work closely with each other and with local jurisdictions. In addition, the City of Oak Harbor is coordinating its electrical utility planning efforts with the *Island County - Whidbey Island Draft GMA Electrical Facilities Plan*, prepared by Puget Sound Power & Light Company, March 1994.

Voltages and Safety Issues

The potential for health hazards resulting from exposure to electric and magnetic fields (ELF/EMF) has gained public attention during the past decade. Scientific research into electric and magnetic fields of the type and levels found near power facilities is on-going. While new electrical facilities are typically designed to reduce electric and magnetic fields, the Environmental Protection Agency has not adopted any standards related to ELF/EMF impacts.

The Electric Utility System

Oak Harbor is dependent on off-island sources of power, as there are no substantial generating facilities on Whidbey Island. Puget Sound Energy electricity is generated by Columbia River hydroelectric facilities in Eastern Washington and British Columbia, along with other facilities in Whatcom and Skagit counties (including gas-fired combustion turbines at the Texaco refinery near March Point on Fidalgo Island).

From the March Point substation on Fidalgo Island, two 115 kV transmission lines cross Deception Pass and terminate at the Whidbey Transmission Substation south of 555 NE 7th Avenue in Oak Harbor. From there, two 115 kV lines run south toward Coupeville and Greenbank. Four distribution substations at Heller Road (Hillcrest), at Swantown Avenue, at Crescent Harbor Road, and co-located with the Whidbey sub-station (Faber), serve the incorporated city, while the Clover Valley substation serves the area north of Oak Harbor and south of Ault Field. The U.S. Navy Porter Substation located on Charles Porter Avenue serves NAS Whidbey-Ault Field (See Figure 2).

Future Demand

Puget Sound Energy has projected demand for electrical service in Oak Harbor based on the county's GMA population forecast. By 2010, the utility anticipates serving a city population of 33,652 and an employment base of 7,555; this represents a new adjusted load requirement of 40,171 KVA. While Puget Sound Energy's population forecast exceeds the city's forecast of 28,580, the difference is determined to be insignificant from the standpoint of required improvements.

Electricity demands vary depending on land use type. Residential electrical load growth is influenced by the seasonal changes in population; population is at its highest peak in the summer. Industrial electrical load growth is largely influenced by activity at NAS Whidbey, the only significant industrial load on the island. For the purposes of this plan, the City and Puget Sound Energy assumed that the current NAS Whidbey load of 7 MVA will remain unchanged. (Electric System Plan, PSP&L, 1994).

With the addition of Hillcrest Substation, electrical load has been reduced at each of the other substations serving Oak Harbor, providing additional reserve capacity. The substations serving Oak Harbor now have additional reserve capacity. The substations serving Oak Harbor now have sufficient capacity to accommodate forecasted load growth and the loss of a substation without an expectation of sustained service interruptions.

Proposed Facilities

Projected electrical load growth island-wide and a need to improve the reliability of the service delivery to the island will require transmission system improvements at the northern end of the island between March Point (Fidalgo Island) and Whidbey substations (Oak Harbor). Puget Sound Energy proposes to build a third transmission line between these stations, using either an overhead crossing at Deception Pass or an underwater crossing east of the pass, along a corridor separate from the one currently used, by the year 2003. The additional line would increase transmission capacity to the island; the separate corridor would reduce the likelihood of loss of all transmission lines in the event of storms. The proposed line would be initially energized at 115 kV and could be later upgraded to 230 kV when necessary. The precise routing has not yet

been determined, and will likely require a collaborative planning effort between Skagit and Island counties, the City of Oak Harbor, Puget Sound Energy and the State (See Section IV, Goals and Policies).

The following 20 MVA distribution substations are planned for North Whidbey Island:

1. **Torpedo Substation** is proposed to serve commercial and residential growth in east Oak Harbor. It may also provide system backup through feeder ties to the Faber and Crescent Harbor substations.

Telecommunication Facilities

Telephone

Like investor-owned gas and electric companies, telecommunications companies are regulated by the WUTC, which establishes service levels and rates. Standard telephone facilities include a central plant, which houses switching gear (usually in the same building as central offices), utility poles, and overhead or underground lines. Underground installation of telephone lines and use of efficient fiber optic systems is becoming more common as technology advances and regulators respond to aesthetic concerns.

Verizon serves North Whidbey Island, including the City of Oak Harbor and its UGA.

Cellular Telephone Service

A cellular system consists of cells (geographic areas served by a transmitting and receiving tower), cell sites (the tower site, base station radio and interconnecting equipment), a switching station (which receives and distributes signals from the cell sites via conventional lines and microwave signals), and the cellular phones themselves. Cellular phones can operate only within the range of a given cell site. Therefore, in order to cover broad service areas, cell sites must be located close enough to one another to provide uninterrupted service as the user moves from one location to another. With advances in digital technology, the capacity of cell sites will increase. Therefore, capacity is not anticipated to be a problem in the future. There are several providers of cellular telephone service within the Oak Harbor UGA. These providers operate a network of cell sites within the City of Oak Harbor, Island County and surrounding counties in order to provide adequate coverage. Additional cell sites will be constructed in response to consumer demand as regulated by the Federal Communications Commission.

Siting Issues

Cellular towers can pose siting problems due to aesthetic concerns and conflicts with competing radio signals. The towers can be free-standing, but are often placed on top of existing structures. As service demands change, cell sites may need to be reconfigured. For example, as additional cell sites are added to the system, tower heights may need to be changed to prevent overlapping radio coverage. The Federal Communications Commission (FCC) regulates the public airwaves, assigning frequencies and licensing cellular telephone utilities. The FCC requires that transmitting towers be located such that signals are unobstructed. Local governments may regulate tower siting to the extent that a utility's federally-licensed right to use the airwaves is not impeded. A local jurisdiction can deny approval of an individual tower site based on established

policy, but cannot impose an outright ban on towers, or effectively prohibit towers within its jurisdiction through repeated denials or excessive conditions.

The Federal Aviation Administration (FAA) also reviews proposed towers when they exceed 200 feet in height or when the proposed location is within 20,000 feet of a major airport (i.e., serving military or commercial aircraft), or within 10,000 feet of a smaller airport. While the FAA does not have the authority to deny siting proposals, it coordinates its review process with the FCC, who may deny a particular site if the FAA objects.

Cable Vision

Cable utilities transmit television programming via coaxial cable from trunk lines, which originate at "head-end" or data processing sites. Though the term "cable" implies wiring throughout the system, many cable systems also rely on satellite dishes and microwave antennas. Overhead utility poles are often used to run cable distribution lines, however, underground installation is becoming more common.

Existing System and Future Service

AT&T Broadband serves the North Whidbey area. Future demand and cable television facilities are expected to follow forecast population growth in Oak Harbor.

The following Goals and policies serve as a framework for the expansion of public and private utilities serving Oak Harbor. They are intended to provide a long-range plan for utilities to protect the public health, welfare and safety. Utility construction projects must be consistent with Goals and Policies. The Utilities Element meets the requirements of GMA, and is consistent with the County Wide Planning Policies and Urban Growth Area Agreement between the City of Oak Harbor and Island County.

Goal 1 - Facilitate the orderly and cost-effective development of all utilities at adequate levels of service to accommodate growth that is projected to occur within the Oak Harbor UGA.

- Policy:**
- 1.a** The City shall ensure that public utility services within the Urban Growth Area (UGA) are at a level that is consistent with an urban community. The *Comprehensive Water System Plan*, *Comprehensive Storm Drainage Plan*, and *Comprehensive Sewer System Plan* are used as a guide in operating and expanding municipal utilities. These plans contain level-of-service standards and an analysis of service capacity, projected needs and planned improvements, for inclusion in the City's Capital Facilities Plan. The plans should be updated at least once every six years.
 - 1.b** Sound growth management principles should be used to guide extension of utilities within the UGA. Capital facilities shall be phased using 10-year growth "tiers" within the UGA. Utilities may be extended into the second tier ahead of established timeframes for enterprise areas. Also see Capital Facilities for priority of financing projects.

- 1.c** The City should consider allowing phased upgrading of utilities for existing uses, for example, meeting fire flow and city sewer requirements, when immediate upgrading of existing properties would create an undue hardship.
- 1.d** New water and sewer extensions are not allowed beyond the UGA and the boundaries of existing service districts.

Discussion:

The Growth Management Act severely restricts the City of Oak Harbor's ability to provide domestic water service outside the urban growth area. *The Comprehensive Water System Plan* does not consider water use outside the UGA, with the exception of the existing service to North Whidbey Water District and Deception Pass State Park. The plan includes the following language:

The evaluation of water supply is based solely on the estimated demands for Oak Harbor, NAS Whidbey and the two service districts. It is acknowledged that Coupeville and other water purveyors in the north Whidbey Island area may request water service at some future date. Requests for water service will be considered if the governmental entity establishes the legality of service, secures a water allocation from Anacortes, and agrees to pay all costs of the following:

- *Studies necessary to evaluate impact of service*
- *Legal fees*
- *System development charges*
- *Improvements/expansion necessary for service*
- *Pumping costs*
- *Annual maintenance and operation costs*
- *Prorated share of Anacortes charges*
- *Prorated share of general system improvements as defined in the Oak Harbor Comprehensive Water Plan.*

- 1.e** The City should consider actual usage fee rates on an income needs-based scale that will assist low-income adults to remain in their own homes (for example: actual water and solid waste, sewer and direct-cost service hook-up fees).
- 1.f** The City should coordinate land use and utility planning to promote cost-effective utility services. Specifically, the Land Use Element and level-of-service standards shall be used to determine future service requirements, and utilities shall be designed accordingly.
- 1.g** The City shall encourage innovative solutions for reducing utility costs, managing growth and protecting the public health, safety and welfare.

Discussion:

Shared storm drainage facilities, such as regional detention ponds, is preferred over individual site-specific drainage facilities.. Co-location of utilities should be encouraged when co-location reduces impacts and does not substantially increase costs. Utility lines should be co-located in trenches whenever possible. Flexible and innovative construction techniques which reduce cost and impacts of utilities should be encouraged.

- 1.h** In extending utilities, the City shall seek to recover costs, including overhead costs, and the costs to maintain and operate these systems. Debt financing shall be minimized whenever possible.

Discussion:

The intent of this policy is to anticipate the utility needs of development and require private financing of improvements, as warranted, to mitigate development impacts. Financing may be achieved in a number of ways. The City currently uses system development charges a.k.a. "impact fees" to allocate the long-term cost of improving sewer and water system capacity. Another method of funding is the "local improvement district" (LID). Comprised of local property owners, LID's are used to develop specific projects which benefit a discrete area. An LID may be used to upgrade service to an area, or extend services into a previously unserved area. Utility infrastructure may also be constructed at the time of development, at the cost of the developer. Developers may apply for "credit" toward system development fees when they install oversized utility lines in conformance with the Comprehensive Plan. Credit toward off-site public improvements should not be provided, except where such improvements promote infill development. Other methods of financing include grants and bonding by the City. Reimbursement or "latecomers" agreements may be used to collect payment from property owners over time to repay infrastructure costs, as development occurs along a new utility line.

- 1.i** Enterprise areas may be identified by City Council for extension of utilities into the UGA ahead of annexation. The purpose of such areas shall be to promote economic development in conformance with economic development Goals (See Economic Development Element). Implementation of this policy shall be consistent with environmental policies, and the objective to manage growth within the UGA (Urban Growth Area Element).

- 1.j** As a condition of the City granting sewer service prior to annexation within an enterprise area, property owners shall be required to commence annexation proceedings within a timeframe established by agreement with inclusion of an intended completion date.
- 1.k** Sewer service may be provided prior to annexation within enterprise areas only for non-residential uses.
- 1.l** Any new construction on properties within enterprise areas provided sewer service prior to annexation shall comply with current standards of the Aviation Environs Overlay Zone and with current Noise Attenuation Standards.
- 1.m** Financing of utility extensions into enterprise areas should be mainly borne by the properties receiving the extended service unless grants or other outside financial sources are found or made available. The City may wish to participate in financing utility extensions in order to encourage economic development.
- 1.n** The City shall meet annually with the Navy to review the capacity of the shared sewer treatment facility.
- 1.o** Utility siting and construction should continue effective service with minimal periods of interruption.
- 1.p** Conditions which facilitate a utility's ability to meet its public service obligations under state law should be included in contract and franchise agreements between City and private utilities.

Discussion:

The City should support local initiatives to increase the variety and efficiency of telecommunication services available in Oak Harbor, under the condition that proposed fees and rates are equitable and proposed towers and other facilities are compatible with adjacent land uses. State legislation and administrative rules which provide for optimal service should be supported. Consideration should be given to expanding the direct dial area (DDA) for telephone service, and cable television coverage of public meetings and community events.

Goal 2 - Process permit requests for utilities in a fair and timely manner to ensure predictability.

Discussion:

The Growth Management Act mandates "predictability" in offering utility permits (RCW 36.70.010). One way to promote fairness and efficiency in the permit process is through open lines of communication including timely, effective notification, inter-jurisdictional coordination, and opportunity for public input early-on.

- Policy:**
- 2.a** Provide timely, effective notice to private utilities and customers regarding the review and approval of major projects.
 - 2.b** Work with private utilities and other jurisdictions to coordinate long-range plans for service expansion.
 - 2.c** Facilitate public participation in utility siting decisions early on in conjunction with private utilities to ensure that community Goals are addressed, while streamlining the permit process.
 - 2.d** The City should review and amend existing regulations as necessary to provide clear and objective standards for maintenance, repair, installation and replacement of utilities. Such changes shall be consistent with other Goals and policies of the Comprehensive Plan for construction practices, restoration of City property/rights-of-way, environmental protection and oak tree preservation.

Goal 3 - In conformance with the Comprehensive Plan use the Utilities Element and consult with utility providers, to guide decision-making and achieve community Goals.

- Policy:**
- 3.a** Review proposed utility projects based on Comprehensive Plan policies and other regulations. Land use, transportation, urban design and environmental elements should guide the decision-making process. Appropriate conditions for compliance shall be established as needed.
 - 3.b** The Utilities Element maps identify the general location of proposed utility corridors and planned facilities. Final alignment changes shall be subject to public review.
 - 3.c** Coordinate with Island County and utility providers to encourage orderly extension of services.
 - 3.d** Allow joint use of land for utilities, when feasible.

Discussion:

When practicable, new utility distribution lines should be installed in shared rights-of-way. Development of surface water detention and infiltration areas jointly with parks and open spaces should be encouraged when mutually compatible. The City should initiate agreements with private utilities and property owners to allow joint use of utility corridors for trails, open space and storm water management, to the extent that the uses are consistent with the Comprehensive Plan, and corridors are determined to be suitable for the proposed use (See Comprehensive Parks and Recreation Plan; Comprehensive Storm Drainage Plan).

- 3.e As a condition of development, easements shall be provided by property owners as necessary to install and maintain utilities.
- 3.f The City will observe the Island County wellhead protection program for development in vicinity of operating wells in the unincorporated areas.

Goal 4 - Minimize aesthetic and environmental degradation from utility operation, installation, replacement, repair and maintenance.

- Policy:**
- 4.a When practicable, the City should strive to reduce the environmental and aesthetic impacts of the construction, operation and maintenance of utilities.
 - 4.b Avoid, minimize and mitigate impacts on environmentally sensitive areas, based on best available science as required by the Environmental Element and Critical Areas Ordinance.
 - 4.c Continue monitoring the research into the environmental health effects of transmission lines, cell sites and other potential sources of electrical and magnetic fields, and update land use standards as necessary.
 - 4.d Regulate utility construction to mitigate construction-related disruptions to neighborhoods and disturbances to the environment.
 - 4.e Underground utility distribution lines shall be required in all new developments.
 - 4.f To the extent possible, above ground utilities should be screened within a building, sight obscuring fence or landscape or by locating the utilities out of public view.
 - 4.g Appropriate, low growing vegetation should be encouraged under and around above ground utility lines. The landscape code should reflect this policy.
 - 4.h Continue to implement Puget Sound Water Quality Management Plan standards for storm water.
 - 4.i Meet National Pollution Discharge Permit requirements for sanitary sewer discharge.

Discussion:

The City should coordinate with the Navy to help address the sewer discharge from the Navy base to achieve the National Pollution Discharge Permit requirements. The City should consider any methods necessary to reach these requirements. (See Environment Element.)

- 4.j** Coordinate utility projects to avoid or mitigate impacts to Garry Oak Trees.

Discussion:

Permits must be obtained prior to any tree-trimming projects involving Garry Oak trees.

Goal 5 - Encourage resource conservation to make existing public improvements more efficient.

- Policy:**
- 5.a** The City should adopt site design standards, which provide for solar access, and installation of solar energy systems where feasible.
- 5.b** Continue to support energy efficiency by encouraging low impact sustainable development through building practices, landscaping and site designs, which promote natural resource conservation.
- 5.c** Continue to develop the City's solid waste recycling program as a means of resource conservation. Encourage site designs, which allow for co-collection of trash and recyclables.
- 5.d** Encourage use of storm drainage solutions, which use natural processes to make existing infrastructure more efficient while protecting wetlands and drainage functions.
- 5.e** Protect groundwater recharge capacity to the greatest extent practicable (see Environment Element.)
- 5.f** Require preservation and/or replanting of landscaping in developments to support energy conservation Goals.
- 5.g** Implement the Water Conservation Program, as outlined in the Comprehensive Water System Plan, including adoption of a conservation rate structure.

Discussion:

An effective conservation program can result in reduced water and sewer bills, reduced energy costs to the City, increased life of water and sewer treatment facilities, environmental protection and improved water quality. The plan recommends use of promotional materials in water bills, builder contacts through the Building Department, assistance to wholesale and retail customers, use of bills showing consumption history, continued monitoring of leaks, residential conservation kits, technological improvements to nurseries, promotion of xeriscaping, and use of a conservation rate structure. The Comprehensive Water

System Plan estimates a reasonable, cost-effective water conservation Goal at 5% of current water use.

5.h The City should explore the possibilities of using gray water as a method of water conservation.

5.i The City should implement public education and any other measures necessary to conserve sanitary sewer treatment capacity.

Goal 6 - **The City of Oak Harbor shall work in conjunction with the City of Anacortes to ensure Oak Harbor's water needs are addressed.**

Policy: **6.a** The City of Oak Harbor and the City of Anacortes should coordinate and maintain consistency in projecting growth for Oak Harbor and NAS Whidbey regarding water needs.

6.b The City of Oak Harbor shall negotiate with the City of Anacortes a long-term contract to address forecasted water demands and long-term viability of water resources.

6.c The City of Oak Harbor should support the City of Anacortes in maintaining water rights.

6.d The City of Oak Harbor should explore alternative water sources, such as a desalinization plant, if the existing primary water source for the City becomes limited in the future.

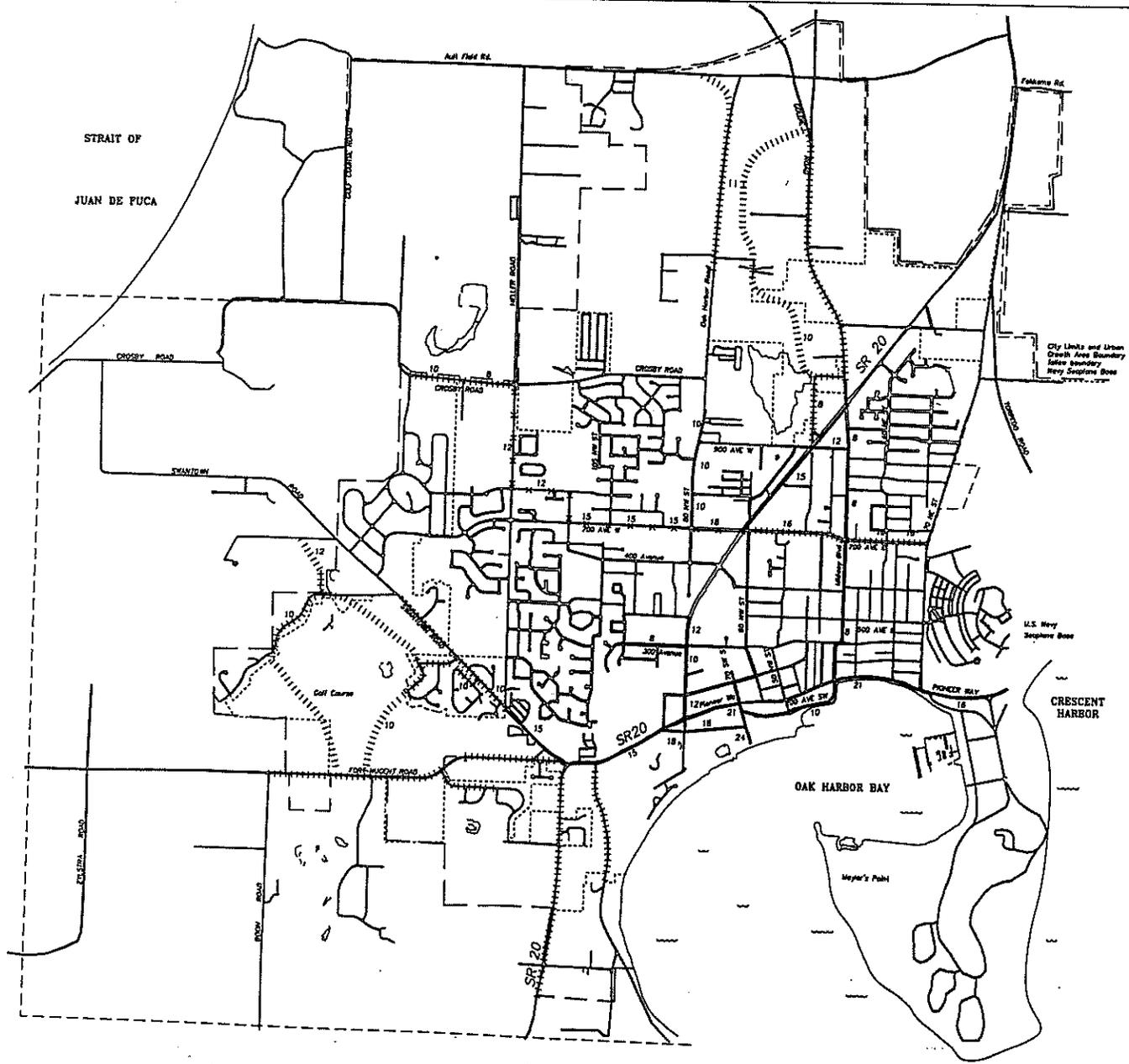
Goal 7 - **The City should develop a program, in cooperation with the affected utilities, to encourage the under grounding of overhead utility lines.**

Policy: **7.a** Establish priorities for the retrofitting and burying of overhead distribution lines adjacent to City arterial streets and other areas.

7.b Coordinate burying of overhead utilities with other street upgrade projects and include this activity in the capital facilities budget.

7.c Where feasible, reroute transmission lines in the future to less conspicuous corridors.

7.d Work with the local utility providers to develop a plan that will provide for underground power lines in the downtown business core, as defined by "Harbor Watch Downtown Redevelopment Plan".



Oak Harbor Comprehensive Plan, 1995

Utilities Element

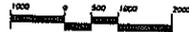
Existing and Proposed Sewer Trunk Lines

LEGEND

- Urban Growth Area -----
- City Limits - - - - -
- Joint City-County Planning Area - - - - -
- Existing Lines —————
- Proposed Lines | | | | |
- Proposed Upgrades x x x x x
- Size Line (inches) 12



NORTH

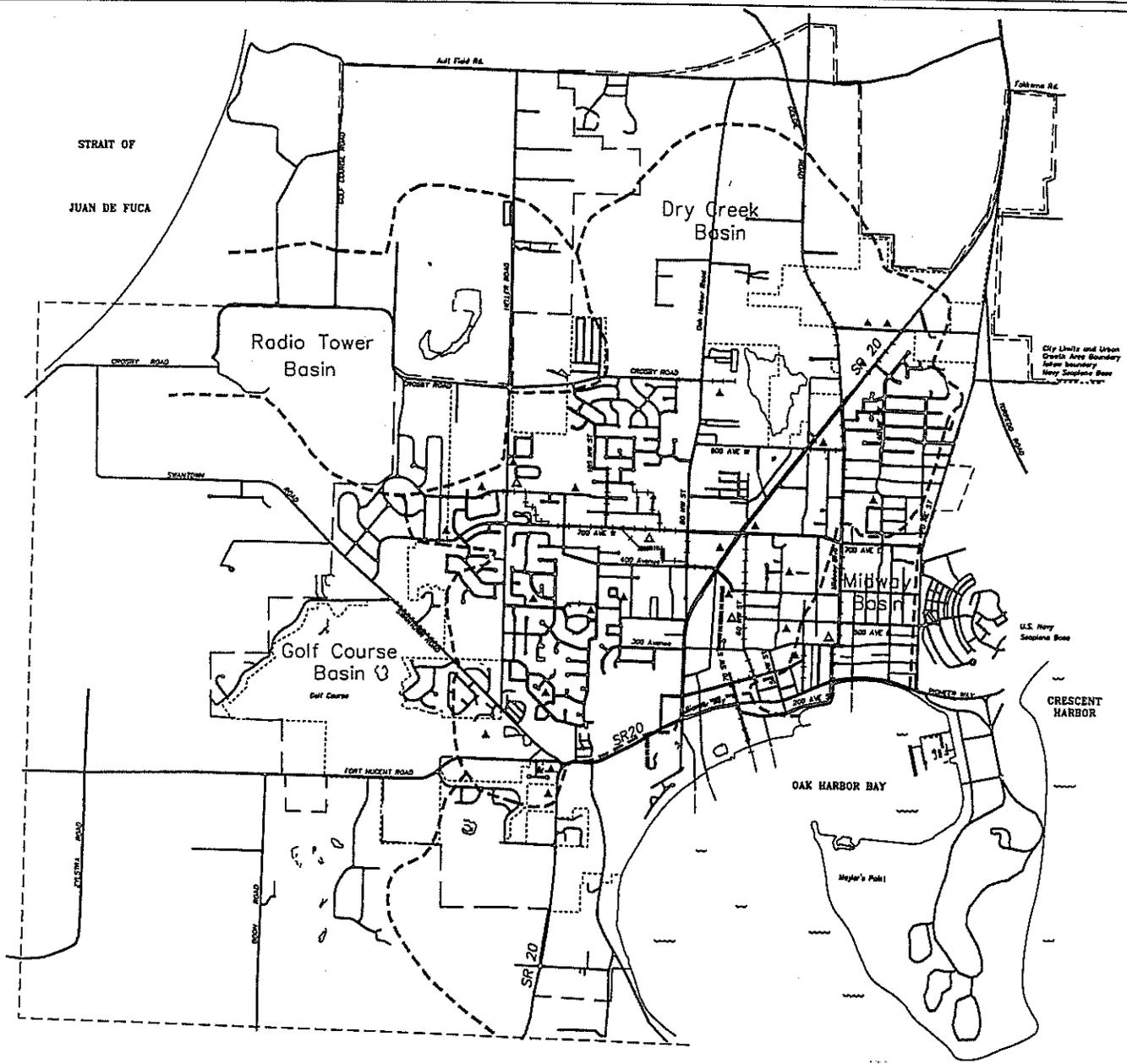



**OAK HARBOR
COMPREHENSIVE PLAN**

Data Source: Comprehensive Sewer System Plan,
1989; URS Consultants

Prepared by City of Oak Harbor
Planning and Community Development Dept.





Oak Harbor Comprehensive Plan, 1995

Utilities Element Existing and Proposed Storm Drain Pipelines

LEGEND

Urban Growth Area	---
City Limits	-----
Joint City-County Planning Area	- - - - -
Existing Lines (12" pipes or larger)	=====
Proposed Lines (12" pipes or larger)	-----+-----
Proposed Ditches	-----+-----
Drainage Basin Boundaries	-----
Existing Detention Facility	▲
Proposed Detention Facility	△



**OAK HARBOR
COMPREHENSIVE PLAN**

Data Source: Comprehensive Storm Drain Plan,
1993; Barrett Consulting group

Prepared by City of Oak Harbor
Planning and Community Development Dept.



GROWTH MANAGEMENT ELEMENTS GOALS AND POLICIES

TRANSPORTATION ELEMENT

Introduction

The *Transportation Element* is one component of the *City of Oak Harbor Comprehensive Plan*. The purpose of the *Transportation Element* is to guide the development of an efficient transportation system (primarily surface transportation) within the City of Oak Harbor in a manner consistent with the adopted transportation goals and policies, as well as the overall goals of the *Comprehensive Plan*. Based upon existing and projected future land use and travel patterns, the *Transportation Element* describes existing roadway and traffic conditions; forecasting and analysis methodologies; transit, marine, air and non-motorized conditions; assessment of existing and future deficiencies; and provides a Year 2035 Recommended Plan designed to address the identified deficiencies. The *Transportation Element* establishes direction for development of programs and facilities that address the transportation needs for the City of Oak Harbor both now and across a 28-year future horizon.

Objectives of Plan

The following are the overall objectives of this Comprehensive Plan Transportation Element update. They are consistent with and founded on the goals and policies described in the document and the mandates of the Washington State Growth Management Act and its amendments.

- Address the total transportation needs of the City of Oak Harbor.
- Identify transportation improvements necessary to provide a system that will function safely and efficiently through the year 2035.
- Ensure consistency with the Land Use Element of the Comprehensive Plan.
- Identify alternatives and recommendations to develop and maintain an efficient transportation system.
- Recommend transportation improvements that will contribute to the community's economic growth.
- Provide cost-effective alternatives for accessibility for people, goods, and services.
- Identify travel alternatives that are safe and have convenient access to employment, education, and recreational opportunities for residents in the area.
- Identify funding needs and sources for planned transportation improvements and the appropriate participation by both the public and private sectors of the local economy.

Goals & Policies

This updated Transportation Element to the City of Oak Harbor Comprehensive Plan is guided by the following transportation goals and policies.

Goals are statements of the City's desires and consist of broad statements of purpose and direction for each targeted issues. Goals, however, should contain enough specificity to adequately describe the intent of the city's vision. In the comprehensive plan, each goal statement is followed by policies that provide direction and mechanisms for reaching the stated goals.

Policies provide specific direction for meeting the stated goals.

The Review Process and Development of Goals and Policies

One purpose of the comprehensive planning process is to establish goals and policies that support the desired and projected transportation system and to encourage efficient multi-modal transportation systems that are based on city priorities and coordinated with regional and county comprehensive plans.

The goals and policies presented in this Transportation Element were developed through a process that sought public input and consideration. The previous goal and policy statements contained in the Transportation Element (developed in 2000) of the 2005 City Comprehensive Plan were reviewed for consistency with GMA, existing conditions in Oak Harbor and the current vision for the future of the City. Utilizing input and recommendations for the City's Comprehensive Plan Task Force, the goals and policies were refined, revised or reworded. Information contained in Appendix C – Review and Development of the Goals and Policies, provides more detailed information on the process and outcomes.

Transportation Goals and Policies

The following **Transportation Goals and Policies** create the vision and foresight for maintaining and improving Oak Harbor's transportation system with adequate facilities and circulation as growth occurs.

Goal 1 – Provide a safe, convenient, efficient, and integrated highway and roadway system for the movement of people and goods, one that is functionally well maintained, reflects the local environment, and meets the demands of the future, especially the growth anticipated within the Oak Harbor UGA.

Policy:

1a. Provide and maintain a circulation system with different roadway classifications that is in balance with the land use and transportation requirements in the City of Oak Harbor.

1b. For long-term planning, provide for Level of Service (LOS) D, or better, (based on intersection level of service analysis) for City streets and intersections; and provide for LOS

E (based on intersection level of service analysis) for street segments and intersections along SR 20; based upon Average Annual Daily Trips.

1c. Maintain LOS for public streets consistent with their use and function, placing greatest emphasis on arterials and main thoroughfares.

1d. Require that roadways are designed and constructed in accordance with the City of Oak Harbor Standards.

1e. Require use of access management techniques to promote free-flowing traffic along arterials. Examples of access management techniques include: selective placement of roundabouts, spot safety improvements, intelligent transportation systems, and limited and/or shared accesses, as may be necessary.

1f. Require developments which create a significant increase in traffic or change in street access and circulation patterns to mitigate impacts in order to maintain LOS standards.

1f1. Require developers to provide traffic studies to address potential impacts to the transportation system.

1f2. Encourage sub-area studies to address the cumulative aspects of multiple projects.

1f3. Develop a uniform set of requirements for traffic studies including the identification of pipeline projects to be included in a particular traffic study, and require that all new development adhere to these requirements.

1g. Encourage new developments to include the construction of consolidated parking facilities into their development plans.

Goal 2 – Promote a coordinated and integrated public transportation system within the City of Oak Harbor that is available to all residents, visitors, and those without personal transportation options.

Policy:

2a. Coordinate all modes of transportation to enhance effectiveness and efficiency. Promote a public transportation network, including non-motorized modes, that allows for convenient access to major destinations within the City of Oak Harbor.

2b. Encourage cooperation between private transportation providers and public transportation providers.

2c. Coordinate with Island Transit to identify locations for future transit infrastructure, such as bus stops and park-and-ride facilities.

2d. Encourage improvements to the Island Transit system that will more effectively serve the developing areas of Oak Harbor including, more bus pullouts, and covered bus stop shelters.

2e. Encourage the use of car and van pool efforts through incorporation of policies in City development standards and through providing park-and-ride lots, designated car pool parking spaces, etc.

2f. Support the long-term sustainability of air transportation and facilities.

2g. Continue to explore all potential funding sources for financing construction, reconstruction and operation of water transportation facilities.

Goal 3 – Provide safe, accessible, and convenient routes, trails, parking facilities, trail heads, and other amenities that promote the use of non-motorized travel in a manner that is integrated with other forms of transportation.

Policy:

3a. Develop a bicycle master plan for the City of Oak Harbor and the UGA. The master plan shall include but not be limited to the following: existing and future bicycle routes, existing and future multi-use paths, typical designs for bicycle lanes (attached and detached) on the different roadway classifications and intersections, existing and future bike rack locations, programs to educate bicycle usage, and funding opportunities for bicycle projects.

3a1. Promote bicycle paths, lanes, and routes that provide an efficient alternative mode of transportation, as well as recreation.

3a2. Promote the development of regional and community-wide bicycle and pedestrian pathways that form a network connecting parks and activity centers.

3a3. Provide bikeways along minor arterials and low volume streets or where this is not possible, provide adequate separation from traffic to promote safety.

3a4. Promote bikeways that link City residential areas with commercial and public activity centers.

3a5. Develop innovative incentives to support the creation of bicycle routes and supporting infrastructure.

3b. Maintain a pedestrian-oriented atmosphere in the Harborside (Downtown) Area.

3c. Develop a pedestrian master plan which includes an uninterrupted pedestrian system of sidewalks, pathways, and crosswalks. Pedestrian improvement locations will be prioritized at streets used frequently by school children, senior citizens, and handicapped people, and streets in heavily congested areas. The master plan shall include but not be limited to the

following: existing and future multi-use paths, typical designs for sidewalks (attached and detached) on the different roadway classifications and intersections, identification of missing sidewalk locations, identification of programs to educate pedestrian activity, and the identification of potential funding opportunities for pedestrian projects.

3d. Explore and identify locations to implement the Federal Highway Administration Safe Route to School Program.

3e. Draft and implement development regulations and design guidelines that create infrastructure, land use patterns, and developments that support bicycle usage and a pedestrian oriented atmosphere throughout the City. Maintain an emphasis on a bicycle and pedestrian oriented atmosphere during development review.

3f. Encourage completion of the Waterfront Trail, from Scenic Heights to Maylor Point , through a cooperative effort with private property owners and the U.S. Navy.

Goal 4 – Balance regional transportation strategies with the varied needs of different land uses within the City of Oak Harbor. Encourage land use types, mixes, and densities that promote efficient multi-modal transportation systems.

Policy:

4a. Encourage site planning and subdivision design that best utilizes the existing street system through design techniques such as lot orientation and access management.

4b. Encourage the link between land use and public transportation by requiring public transportation opportunities for new and re-developed projects.

4c. Encourage land use development patterns that reduce the demand for increased capacity on roadways.

Goal 5 – Provide additional roadway aesthetic features that are consistent with surrounding land use and the natural environment.

Policy:

5a. Develop a Street Landscape Master Plan for the City of Oak Harbor. The master plan shall include but not be limited to the following:

5a1. Develop a streetscape improvement program that includes community activities such as tree planting and landscaping.

5a2. Enhance aesthetics by requiring medians and setbacks in typical roadway sections to allow for planting and landscaping.

5a3. Identify roadway segments that could be developed and designated as future parkway locations.

- 5a4.** Develop a landscape median plan, landscape ordinance and typical street cross-sections as necessary to implement the landscaped median program.
- 5a5.** Construct landscaped medians where there is available right-of-way and where they can be designed to safe standards.
- 5a6.** Include landscaping with the access management techniques for SR-20.

Goal 6 - Ensure that the City of Oak Harbor Transportation Plan is coordinated and consistent with the plans of state and regional governments.

Policy:

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

Goal 7 – Provide transportation facilities and services that are energy efficient, protect and enhance the environment, and maintain the existing quality of life in the City of Oak Harbor. Reduce aesthetic and environmental degradation of transportation operations, installations and maintenance.

Policy:

- 7a.** Protect air quality by improving the operating efficiency of the overall transportation system, through the effective promotion of different modes.
- 7b.** Consider the potential of using roundabouts in lieu of installing new signalized intersections or reconstructing existing signalized intersections,.
- 7c.** Encourage the preservation of natural vegetation in transportation right-of-ways, particularly regarding the City's trademark Garry Oak trees, in the construction and repair of streets.

7d. Protect and/or mitigate environmentally sensitive areas and resource lands when planning for future streets (See Environmental Element.)

Goal 8 – *Ensure that the City of Oak Harbor seeks out and evaluates all applicable transportation funding opportunities and receives their proportionate share of Federal, State, and private transportation funding.*

Policy:

8a. Develop a program that will evaluate and rank the planned improvement projects in the City of Oak Harbor Capital Improvement Plan (CIP) so as to prioritize projects and maximize the funding available for CIP projects. An example program would be the creation of a cost and benefit evaluation chart for the planned improvements.

8b. Coordinate with state and regional agencies to obtain State funding for identified improvements for SR-20 within the UGA.

8c. Develop a program that identifies potential federal, state and other funding (grants and loans) programs; evaluates the compatibility of those programs with prioritized transportation projects; and sets parameters for the application of those funds.

8d. Encourage property owners to finance neighborhood street improvements, for example an LID, and assist in seeking state and federal funding to improve and up-grade local streets in older neighborhoods.

Goal 9 – *Prepare, implement and maintain a Six-Year Transportation Improvement Program that is feasible and financially constrained and prioritizes improvement projects in a cost-effective manner, using fair and sufficient methods of funding.*

Policy:

9a. Maintain an Impact Fee Program that determines proportionate share of infrastructure improvement costs to be assessed to new and redevelopment projects.

9b. Encourage proportionate funding of required transportation improvements by adjacent property owners and by developers whose developments impact the streets.

9c. Encourage the formation of LIDs to upgrade substandard roads and develop new streets, in accordance with the Comprehensive Plan.

9d. Maintain concurrency between land development and installation of required transportation facilities, consistent with the Capital Facilities Element.

9h. Integrate Transportation Demand Management goals with the development review process such that they become a part of any traffic impact assessment and mitigation program.

Existing Roadway System

Oak Harbor is served by a network of publicly maintained streets and highways that serve the residential, business, military and commercial areas within the City, as well as providing connections outside the Oak Harbor UGA to local communities and urban centers in Island County and the Skagit-Island Region.

The City's roadway network consists of streets and roadways which serve different purposes. Some are designed primarily to provide mobility (direct access from one destination point to another), while others are designed to provide direct property access at either end of a trip.

Existing Intersection Level of Service Analysis

The City of Oak Harbor has adopted intersection level of service as the basis for evaluating its transportation system (street network) and determining impacts from new development. Level of Service (LOS) Standards currently adopted by the City are:

- LOS D or better – for intersections on City streets within the City UGA; and
- LOS E – for intersections along SR 20 within the City's UGA

Results of the capacity and queuing analyses indicate that currently all signalized intersections are operating at an acceptable level of service and are meeting the City's adopted level of service for concurrency requirement. Likewise, the level of service on the SR 20 facility meets the adopted LOS.

For unsignalized intersections, the levels of service the Oak Harbor Road / Ault Field Road intersection (a stop-controlled intersection) experiences unacceptable delays.

Year 2013 Travel Forecast and Level of Service

The 2013 future condition was modeled with the inclusion of certain planned projects outlined in Section 5.6. The results of the intersection capacity analyses indicate that the following intersections are projected to operate at LOS E or F:

- SR 20 and West Pioneer Way/Beeksma Drive (LOS F) – signalized intersection
- SR 20 and Scenic Heights Road (LOS F) – unsignalized intersection
- Heller Street and SW Swantown Avenue (LOS E) – unsignalized intersection
- Midway Avenue and NE 7th Avenue (LOS F) – unsignalized intersection

The NE Regatta Drive / Crescent Harbor Road intersection was included in more detailed traffic study previous to this analysis (ref: Reid Middleton, 2005). The results from that more specific study were used to forecast LOS for this intersection. Land use changes and growth in the County may have significant impacts to the level of service at this intersection. Future conditions associated with this intersection should be monitored.

Recommended 6-Year Capital Improvement Projects

Intermediate and long-range improvement projects and programs are identified on the basis of mobility needs (i.e. congestion and level of service) and on satisfying the intent of the adopted goals and policies of this Plan. The 6-year project list was developed based on; project scoring, committed funding, transportation concurrency, and judgment of City staff.

Like many other jurisdictions, the City of Oak Harbor has limited funding and budgetary constraints to finance transportation projects. To determine the most appropriate projects for inclusion in future Transportation Improvement Programs a priority matrix, as described in the following section, was used to assess projects and rank them in priority order.

The prioritized projects were then recommended for programming based on a number of criteria, including: availability of funding, coordination with other projects (e.g. utilities, water, sanitary sewer, etc.), staff availability, and community priorities.

Table ES-1 2013 Project Prioritization Ranking Matrix

Project	Total Score	Rank	Anticipated Year of Completion
N. Oak Harbor Street Reconstruction	52	1	2008
Whidbey Avenue Reconstruction	51	2	2010
Heller Road Improvements	47	3	2011
SR 20 Corridor Improvements	40	4	2013
SE 4 th Avenue Reconstruction	37	5	2009
Pioneer Way Improvements	24	6	2008
Bayshore Drive Extension	12	7	2008
Freund Marsh Trail	11	8	2008
Waterfront Trail	11	8	2008
Midway Blvd / NE 7 th Ave Intersection Improvements	9	10	2012

Year 2035 Recommended Roadway Improvements and New Connections

The analysis and resulting evaluations for the 2035 conditions resulted in the identification of a number of long range improvements to the network. These improvements include capital improvements to existing roadways, as well as the planning and construction of new connections and roadway extensions. These improvements are necessitated either by a decline in level of service (capacity) or for the overall development of the City's street network. Identified recommended improvements are depicted in *Figure ES-1*.

Some of the new connections described in the above table and shown on *Figure ES-1* currently lay outside the Oak Harbor UGA. For long range planning purposes, it is prudent to show the improvements as potential future network connections for the overall development of the street network.

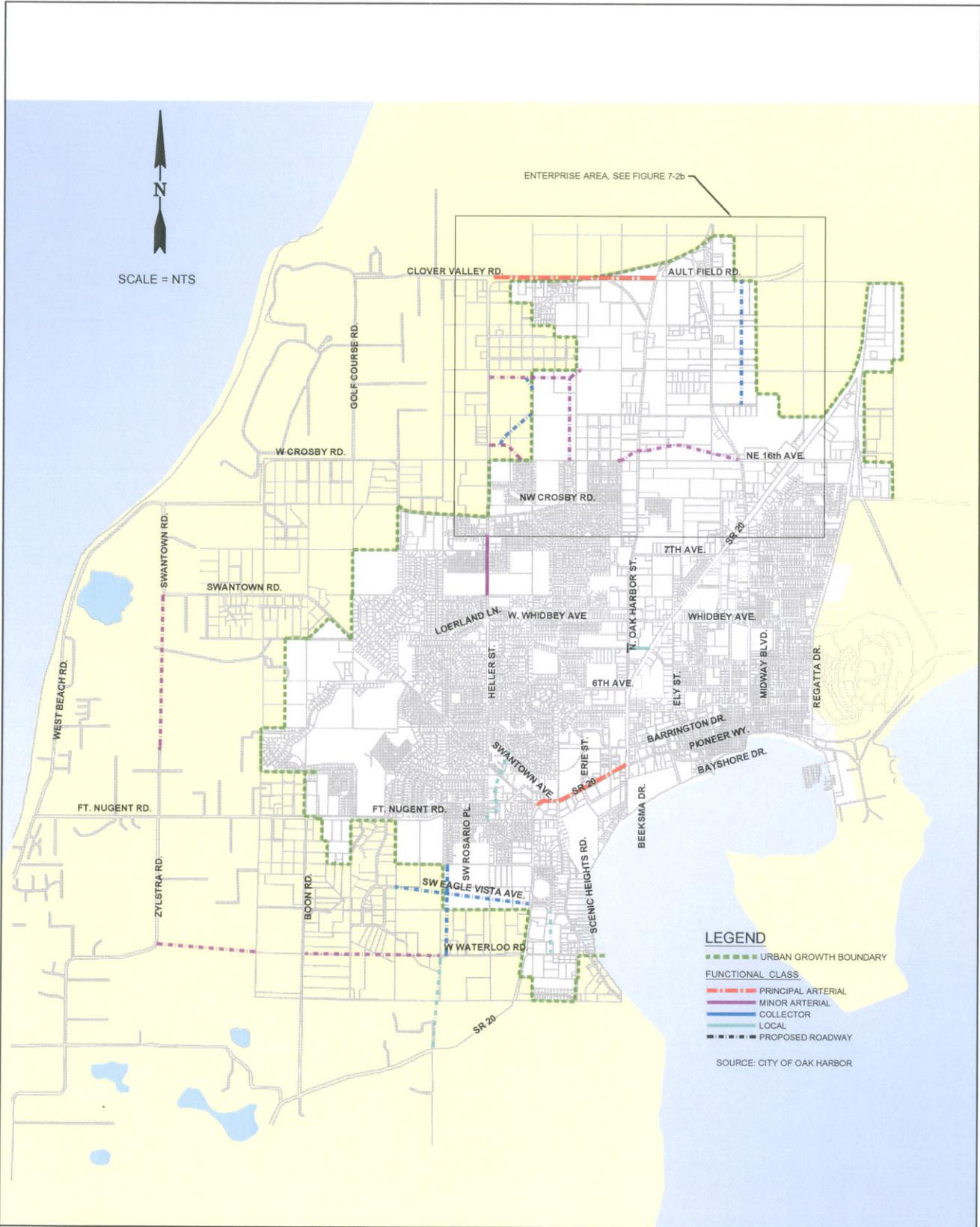


Figure ES-1
Recommended 2035
Roadway Improvements

City of Oak Harbor
Transportation Plan

GROWTH MANAGEMENT ELEMENTS GOALS AND POLICIES

ECONOMIC DEVELOPMENT

Introduction

In March of 1991, the Department of Defense recommended the closure of NAS Whidbey Island. Although the base was later removed from the closure list, the original action created economic instability in Oak Harbor and the greater north Whidbey Island area. As a result, the "North Whidbey Economic Diversification Action Plan" was prepared to assist the community in diversifying its economy.

This chapter of the Comprehensive Plan is in part based upon the "North Whidbey Economic Diversification Action Plan," which contains the following mission statement:

"North Whidbey is committed to creating a planned and diversified local economy that creates opportunities for fairly paid employment and a strong local tax base, while respecting the unique quality of life we treasure. To accomplish this mission, we will create proactive community and customer service support programs which will maintain NAS Whidbey, support the vitality of existing businesses and encourage compatible new economic activities."

Goal 1 - Encourage coordination between Oak Harbor and Island County governments with local, state, and federal entities as well as the public to promote economically diverse opportunities for Oak Harbor.

- Policy:**
- 1.a** To ensure community consensus, representation should be sought from all Oak Harbor Stake-Holders in planning for economic diversification. "Stake-holders" include, but are not limited to, the School District, Skagit Valley Community College, NAS Whidbey, Greater Oak Harbor Chamber of Commerce, Island County Economic Development Council, Downtown Development Council, Partnership Oak Harbor, and the public at large.
 - 1.b** The City and County should monitor the implementation of the North Whidbey Economic Diversification Action Plan and regularly meet to refine economic development programs.
 - 1.c** To achieve economic development Goals, the City and County should coordinate, where applicable, zoning, development standards, permit review processes, and land use within the urban growth area.

Discussion

These Goals include, but are not limited to, those listed within the North Whidbey Economic Diversification Action Plan.

- 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.

- 3.b** The City should support consolidation of segmental strip development into organized groupings by assisting with planning and upgrading of site improvements.

Goal 4 - Continue working with the Navy to enhance economic opportunities.

- Policy:** **4.a** The City of Oak Harbor supports the continuing operation of NAS Whidbey as a military installation. Should the present character of operations and mission change in the future such that the Navy can support joint use, then the opportunity for joint use of Ault Field should be explored.

Discussion

The opportunity for joint use of Ault Field was explored in the North Whidbey Community Diversification Action Plan of April, 1994. The Plan's conclusion; "The operations of NAS Whidbey and related directives regarding military, security and other logistical, environmental and surplus issues clearly make joint use not a viable option, particularly for the scope of time of this study" (Chapter 1, page 10).

Laws, regulations, policies, and criteria regarding joint use of military airports can be found in the Federal Aviation Act of 1958, the Federal Airport and Airways Development Act of 1970, the Federal Airport and Airways Improvement Act of 1982, and Secretary of the Navy Instruction 3770.2. Associated airspace, land use, facilities, environmental, etc., regulations, policies, and/or criteria may also apply and can be found in applicable Public Law, Executive Order, the National Environmental Policy Act, Department of Defense and Department of the Navy policies and regulations, Federal Aviation Regulations, etc..

- 4.b** Consider surplus military lands for economic diversification potential.
- 4.c** The City should work together with the Navy to encourage Naval procurement of local products and services.

Goal 5 - Implement long-range economic diversification projects to provide job opportunities and reduce economic reliance on Naval Air Station Whidbey Island.

Discussion

The majority of the policies within this Goal can be referenced directly to the "North Whidbey Community Action Plan".

- Policy:**
- 5.a** The City, in cooperation with Island County and other stake-holders, should work to increase the number of jobs in primary industries and the retention of existing employment.
 - 5.b** Diversification assistance should be directed towards helping businesses and employees most likely impacted by military realignments.
 - 5.c** The City should work to establish the North Whidbey Enterprise Area to facilitate the creation of primary jobs in targeted business sectors (see North Whidbey Economic Diversification Action Plan and map).
 - 5.d** The City should plan to annex the Enterprise Area and coordinate the extension of utilities, in conformance with the UGA and Utilities Element.
 - 5.e** For consistency with the Enterprise Area concept, review existing standards, such as requirements for fire flow and sanitary sewer.
 - 5.f** The City should pursue the financing and construction needed to upgrade Goldie Road and Oak Harbor Road corridors and extension of Cemetery Road, in conformance with the Transportation Element.
 - 5.g** Adopt performance zoning and design standards for the Enterprise Area to allow flexibility in site design and use, while requiring a high standard of aesthetics, circulation, and overall compatibility with the small-town character of Oak Harbor and unincorporated Island County.
 - 5.h** The City should adopt a minimum target to increase the share of North Whidbey area manufacturing jobs from 4 to 8 percent as well as increase transportation and utility jobs from 1 to 3 percent of all non-agricultural workers by the year 2013.

Discussion

The wording of this policy is to suggest an increase in private sector jobs, rather than governmental jobs.

- 5.i** Encourage non-polluting industries to locate within the city and/or urban growth area.
- 5.j** The City should pursue funding and construction of the North Whidbey Enterprise Area sewer as a means of encouraging economic growth and job creation within this area.

Goal 6 - Ensure tourism with an emphasis on strengthening Oak Harbor as a tourist destination.

- Policy:**
- 6.a** The City, Oak Harbor Chamber of Commerce and other tourism agencies should participate in regional tourism planning.
 - 6.b** Allocate hotel/motel tax funds and leverage additional support for tourism.
 - 6.c** The City should encourage the Tourism Promotion and Visitor Information Center programs of the Chamber of Commerce.
 - 6.d** Encourage the Economic Development Council to promote and assist existing and new tourist oriented businesses.
 - 6.e** A hotel/special events center should be encouraged to locate in the the downtown waterfront area, as determined in the Downtown Redevelopment, Branding and Marketing Program.
 - 6.f** The City should explore and encourage the development and expansion of eco-tourism and military related tourism, such as reunions and a military museum.

GROWTH MANAGEMENT ELEMENTS

GOALS AND POLICIES

URBAN GROWTH AREA

Introduction

The Urban Growth Area (UGA) plays a significant role in planning for Oak Harbor's future. Oak Harbor's UGA also assists the City in meeting State planning Goals; such as encouraging development in urban areas where public facilities and services exist or can be provided in an efficient manner, reducing the inappropriate conversion of undeveloped land into sprawling low density developments, and protecting the environment and enhancing the state's high quality of life.

Consistent with the County-Wide Planning Policies, the term UGA includes both the incorporated land and the surrounding unincorporated area that is planned to accommodate future urban development. For a complete outline of urban governmental service standards, the reader is referred to the Government Services Element.

Goal 1 - Establish and maintain the UGA boundary within which urban uses and densities will occur.

- Policy:**
- 1.a** Include urban density growth, and municipal public facilities serving that growth, only within the UGA boundary, as mandated by the Washington State Growth Management Act.
 - 1.b** Include sufficient land in the UGA to provide reasonable development opportunities in addition to meeting the projected future growth needs.
 - 1.c** The City shall seek to eliminate unincorporated enclaves in order to provide for the most efficient provision of urban services within the UGA.

Goal 2 - The City and County should adopt cooperative methods for expanding the UGA boundary.

- Policy:**
- 2.a** The UGA boundary expansion may be activated by a proposal from either the City or County. Both governments must agree on the boundary as required by the Washington State Growth Management Act.
 - 2.b** Base proposed expansion of the UGA on the percentage of developable land existing within the UGA as determined by the City Council as well as changes in the city or amendments to the Comprehensive Plan.

Discussion

The UGA boundary may be expanded through the joint planning process at the City's option when the city reaches a threshold of approximately 15% undeveloped acres of any one major land use category, i.e. residential, commercial and industrial land use categories, within the city UGA as defined in the Land Use Plan.

Goal 3 - The City and County shall adopt inter-jurisdictional cooperation policies regarding land within and surrounding the UGA.

- Policy:**
- 3.a** Joint planning should identify, in advance, the priority areas of future boundary expansion.
 - 3.b** Ensure regional growth capacity issues be a part of the consideration of the boundary expansion by the City and County.

Discussion

The City and County base their comprehensive plans on official population forecasts developed by the State of Washington Department of Financial Management. The forecasts are allocated to the four regions of Island County, with Oak Harbor located in the North Whidbey Island region.

- 3.c** Continue to use and amend as necessary the Interlocal Agreement between Oak Harbor and Island County as the primary means of implementing compatible land use policies, procedures, public facility planning and development standards and regulations within the UGA.
- 3.d** Plan development within the UGA for future annexation to the City by ensuring uses are compatible with the adopted Comprehensive Plan.
- 3.e** A portion of Ault Field should be included in the Oak Harbor UGA in the event the base is closed, land are surplus, or the base's mission is changed and joint use becomes possible. The City shall coordinate with the County, the Department of Defense and other agencies involved to develop a Master Plan for reuse of the air station should any of these events occur.

Discussion

Portions of Ault Field which could be included in the UGA are airfield functions such as operation areas, runway, structures, and clear zones (see UGA map). These areas are urban in character and served by water systems interconnected with the City.

Goal 4 - Annexations to the City will occur in compliance with the Washington State Growth Management Act and the following policies.

- Policy:** **4.a** Land to be annexed should include only areas seen as logical extensions of the City, located adjacent to existing urban development.

Discussion:

This policy is to be used solely as a guide to prevent leap-frogging and not as a means of preventing growth.

- 4.b** The City should avoid annexations that would result in unincorporated enclaves within the UGA.

Discussion:

An unincorporated enclave is an area completely surrounded by incorporated parts of the city. However, the City may make exceptions to this policy in cases where the potential enclave is already characterized by urban density. In such cases, the City should first encourage petitioners to work with property owners inside the potential enclave to include them in the annexation area. Failing this preferred option, only then should the City consider whether the annexation would further other Comprehensive Plan goals, such as economic development, and otherwise be consistent with annexation policies.

- 4.b** Annexations to the City should be based on evidence that public facilities and service capacities already exist or are planned for and can be efficiently, economically, and practically provided by either public or private sources.
- 4.c** Annexations should not diminish the present LOS or create an excessive financial burden to existing and prospective property owners in the City.
- 4.d** Ensure property owners within an annexing area are aware of foreseeable obligations or requirements that may be imposed upon them by the City at the time of annexation.

Discussion:

Provide foreseeable cost estimates where possible.

- 4.e** Require existing buildings, within annexed areas, to meet the City's fire and safety requirements.

Discussion:

Public safety shall be ensured by the following:

- * An inspection will be conducted of all properties within the proposed annexation area. The Fire Department will identify deficiencies of fire and life safety codes to property owners and City Council. Actions for addressing the deficiencies within specified time frames as recommended

by the Fire Department and subject to approval by City Council, will be in the annexation agreement.

- * Upon annexation, existing buildings will be required to have minimum fire-flow within three years for mobile home parks, and two years for all other buildings, or by annexation agreement. Smaller, individually developed properties should not be burdened by excessive costs of utility improvements beyond their normal proportional share of costs. Costs should be proportionate to benefit.
- * Existing buildings not conforming to the City's requirement for fire sprinkler systems, will not be subject to retrofitting until the building is remodeled, modified or has an occupancy reclassification. Occupancies or portions thereof classified as hazardous and/or required to have fire suppression systems in accordance with the Uniform Building Code will be required to install an approved system within one year.

4.f Assure that the City's fire rating is not reduced because of annexation.

Discussion

The intent is to preserve the City's current fire rating and LOS and protect public welfare by providing a water supply of sufficient quantity and pressure for fire protection. In all instances, areas to be annexed should be analyzed for their potential effect on the City's fire rating. Programs should be established to assure improvements are made in the annexed area or to correct identified deficiencies made elsewhere in the City to balance rating deficiencies in the annexed area. Property owners in the annexing area may be required to pay all or a portion of the cost to correct the deficiencies in their area.

4.g Maintain the existing level of police service when annexing new areas.

Discussion

The intent is to protect the residents of the City from a reduced level of police services due to annexation. In all instances the areas to be annexed should be analyzed for their potential effect on the City's current level of police protection. Increases in police personnel may be necessary in order to remain at its present LOS. The City should have a method for analyzing the fiscal impacts of annexation on police services.

4.h Annexation proposals should describe the method and level of funding for capital facilities needed to serve the annexed area.

4.i Proponents of annexation in developed or partially developed areas should pay their fair share of the costs of urban services and public improvements required to meet the City's LOS standards.

Discussion

This commitment to meet the City's LOS standards should be identified by all annexation agreements, including pre-annexation agreements.

- 4.j The City may require the preparation of a fiscal impact study which addresses long and short-term economic impacts to the City.
- 4.k Annex, when possible, areas of sufficient size that square off City boundaries and enhance circulation.

Discussion

This policy makes subarea planning for local roads and utilities more efficient.

- 4.l Proposed annexations shall not result in the long-term reduction of the City's established LOS standards.

Goal 5 - New neighborhoods annexed into the City should contribute in a positive manner to sustain and enhance the quality of life for all Whidbey Island citizens while promoting a strong sense of place for Oak Harbor.

- Policy:**
- 5.a Annexation agreements should include a preliminary plan for a transportation network that emphasizes connections to existing neighborhoods, streets and pedestrian facilities.
 - 5.b Where topography allows, new annexation areas should develop in the traditional lot and block grid pattern that typified early Oak Harbor development and enhances the provision of public facilities and services.
 - 5.c The City should consider the desirability of acquiring potential new public facilities, such as trails, parks or open space lands, during the annexation review process with the cooperation of the petitioners.
 - 5.d In annexation requests where the surrounding land uses could be significantly affected by the potential land uses in the annexing area, the City should require a greenbelt designation of an appropriate width to ameliorate the negative impacts.

Discussion: This policy would apply to the annexation of new industrial lands that abut properties that have historically been used for residential purposes.

- 5.e The City should adopt standards that support the Comprehensive Plan annexation policies.



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GROWTH MANAGEMENT ELEMENTS GOALS AND POLICIES

ENVIRONMENTAL ELEMENT

Introduction

The City of Oak Harbor recognizes the value of its natural environment and supports environmental protection and enhancement. The community recognizes that total preservation may not be feasible in an urban area. Rather, the City should seek to implement environmental goals within the context of planned growth. This approach acknowledges and accepts the demand for growth, and suggests that urbanization can be sensitive to those resources found to be valuable to the community.

As authorized by the State of Washington Growth Management Act (GMA), the City prepared the Comprehensive Plan with an integrated Environmental Impact Statement. The Comprehensive Plan has been reviewed for consistency with environmental laws as well as the Growth Management Act. This advanced planning is intended to streamline review procedures under the State Environmental Policy Act. For example, development applications found to be consistent with the Comprehensive Plan and its supporting Environmental Impact Statement would not require further review by the City under the State Environmental Policy Act. Issues such as land use designation, density, and availability of public services would normally not be re-evaluated.

Relationship to Other Elements

Along with the Land Use Element, the Environmental Element is one of the central components of the comprehensive plan. While the Land Use Element is the cornerstone for the Capital Facilities, Utilities, Housing, Economic Development and Open Space elements of this Plan, the Environmental Element is the key for planning the protection and enhancement of the City's natural environment. The Environmental Element goals and policies and the critical areas designations shown on the Critical Areas Atlas are important for planning appropriate land uses and establishing meaningful open space areas and corridors.

The Environmental Element is closely coordinated with the Land Use Element so the City can meet its land use, housing and economic development goals, while protecting and enhancing the natural environment. The Environmental Element is also coordinated with the Open Space Element to facilitate protecting critical areas identified in the Environmental Element to the maximum extent possible through the lands set aside under the Open Space Element. In addition, the Environmental and Open Space elements' goals and policies are coordinated to ensure designated uses under the Open Space Element are appropriate for the underlying critical area designations established under the Environmental Element. The Environmental Element is also coordinated with the City's Shorelines Master Program to ensure that shoreline uses are consistent with protection of these valuable environmental resources.

Existing Environmental Conditions

The City has a rich natural environment that shapes the land uses and development patterns in the City. The City's natural environment includes critical areas, shorelines, environmental values, and cultural resources. Each of these features contributes to the health and special character of Oak Harbor. The special environmental features found within the City are jointly designated as "critical areas" and the goals and policies for these areas are addressed in this Element. These resources include tidal flats, wetlands, fish and wildlife habitat conservation areas (including species and habitats of local importance such as Garry Oak), geologically sensitive areas, flood hazard areas, and aquifer recharge areas. Urban forest areas are also found in the City.

A key amenity of Oak Harbor's natural environment is the visual and physical association with the marine waters of Puget Sound. This unique association is addressed here, along with the other critical areas discussed above. The marine shoreline is addressed in greater detail under the City's Shorelines Master Program.

Other environmental values such as water quality and air quality are included under the Environmental Element. Cultural resources are also addressed under the Environmental Element. Environmental features found within the City are discussed below, followed by goals and policies that serve as the basis to protect the City's environmental resources.

This Environmental Element includes inventories of critical areas and environmental features within the City of Oak Harbor and the Urban Growth Area (UGA). See the Environmental Element Maps in this Plan for mapping of these critical areas. See also the Critical Areas Atlas for more detailed mapping. See the Shoreline Master Program for inventories of shoreline habitats within the City and UGA.

Tidal flats are found along the shoreline of Oak Harbor Bay. Wetlands are found throughout the study area, with one large wetland system associated with the shoreline. Flood hazard areas associated with several of the wetland areas are also mapped. Geologically sensitive areas are primarily associated with the bluffs along the shoreline and other steep slopes, and potential liquefaction areas in the downtown area and Maylor Point. Fish and wildlife habitat conservation areas primarily include marine resources such as eelgrass communities, shellfish, forage fish spawning areas, great blue heron, and bald eagle habitats. Critical aquifer recharge areas are mapped based on the susceptibility of current or possible future potable water supplies to pollution. Garry Oak tree habitat occurs throughout the City; areas of concentration are shown on the fish and wildlife habitat conservation areas map.

Natural Resource Lands are defined in the GMA as including agricultural lands, mineral resource lands, and forest lands. No agricultural lands or mineral resource lands are shown on the Critical Area Atlas maps, as there are no mapped agricultural lands or mineral resource within the study area. Likewise, while forest lands are shown on the Critical Areas maps, these represent urban forest resources, not commercial forest lands. These resource lands are not addressed in this Environmental Element, as the City does not contain these resources.

GOALS AND POLICIES

Growth Management Act Goals

RCW 36.70A.020 sets forth thirteen Planning Goals for use by jurisdictions in developing comprehensive plans. These goals are not stated in any order of priority. One of those goals, as shown below, directly addresses the environment:

(10) Environment. Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

Island County Countywide Planning Policies

The following policies have been established by Island County to facilitate inter-jurisdictional cooperation and coordination in the implementation of Growth Management Plans, as they relate to this Environmental element:

Policy 3.3: The County and Municipalities should also coordinate where appropriate, the development and implementation of long-range plans for . . . air quality . . . and environmental plans such as watershed action and stormwater management plans.

Policy 3.4: The County and the Municipalities, in coordination with the Department of Ecology, have previously adopted a Ground Water Management Plan, which provides for the protection of the quality and quantity of ground water used for public water supplies.

City of Oak Harbor Goals and Policies

The following goals and policies address protection and enhancement of the natural environment features covered by this element. These features include shorelines and tidal flats, wetlands, fish and wildlife habitat conservation areas (including species and habitats of local importance such as Garry Oak), geologically hazardous areas, frequently flooded areas, and critical aquifer recharge areas, urban forests, surface water quality, air quality, stormwater management, and cultural resources. Features of the built environment covered in other elements of the plan include noise (Land Use), water conservation and waste disposal/recycling (Utilities), and landscaping and design (Urban Design).

General Goals

Goal 1 - To protect the public health, safety and welfare by preventing adverse impacts to the environment, specifically critical areas and their functions and values.

Discussion

It is in the public interest to protect critical areas from adverse impacts to preserve public health, safety, and welfare. The State's Growth Management Act mandates designation and protection of environmentally critical areas and their functions and values (RCW 36.70A.020, 0.60, .170, .172, and .175.) Critical areas include wetlands, fish and wildlife habitat conservation areas (including

species and habitats of local importance), geologically sensitive areas, frequently flooded areas, and critical aquifer recharge areas. These resources provide valuable functions within the environment that warrant special protections. This includes measures that protect these resources from noxious, invasive and non-native plant and animal species.

- Policies:**
- 1.a** Adopt regulations for the protection of critical areas consistent with state law. Regulations created pursuant to this policy should include provisions for reasonable use exceptions and nonconforming uses.

Discussion

The City has adopted critical areas regulations in accordance with the Growth Management Act. State and local regulations require identification and expert assessment of the functions, values and potential impacts to critical areas prior to development approval.

- 1.b** Maintain inventories of the above critical areas within the City and its UGA in the form of Critical Areas Maps, as new data becomes available. See also, Critical Areas Maps and Critical Areas Atlas.

Discussion:

The City should incorporate new information from site-specific studies on a regular basis to update the Critical Area Maps for use by the public and other entities.

- 1.c** With Island County, jointly prepare a critical areas field reconnaissance study for the proposed transportation and utility corridors in the Enterprise Area. The purpose of this study is to identify existing wetlands so that informed decisions may be made regarding final street alignments within the Enterprise Areas.
- 1.d** Establish a Critical Areas Overlay that includes areas identified as wetlands, fish and wildlife habitat conservation areas (including species and habitats of local importance), geologically sensitive areas, frequently flooded areas, and critical aquifer recharge areas. (See also the Land Use Element and Zoning regulations.)
- 1.e** A monitoring and management program should be developed to prevent adverse impacts to the environment and critical areas from noxious, invasive and non-native plant and animal species.

Discussion:

The GMA requires that critical areas designations and protections overlay and supercede all other land uses, with the exception of agricultural uses, and should preclude new land uses and developments incompatible with the preservation of

critical areas. As long as critical areas are protected, other non-critical areas can be developed as appropriate under the applicable land use designation and zoning requirements. Existing uses do not need to be discontinued but may be regulated so as not to adversely affect critical areas.

Goal 2 - To encourage alternative methods of resource protection and stewardship.

Discussion:

There are generally three ways in which resource protection and stewardship may occur: acquisition, financial incentives, and regulation. Acquisition by public agencies and non-profit organizations has the benefit of long-term preservation and direct control over the resource. In all but the most extreme cases, acquisition should occur with the voluntary participation of the property owner. Financial incentives such as reductions in property taxes have the advantage of reduced public costs for acquisition and maintenance and represent a more collaborative approach between private owners and the City. The advantage of regulatory options, such as zoning and subdivision controls and incentives such as density bonuses for clustered development, is reduced public costs for acquisition and maintenance of resources. The method of preservation selected for a particular resource should be based on the public benefit derived from preservation, resource sensitivity, maintenance requirements, and related planning goals and policies. In any event, the cost and legal implications of resource protection must be taken into consideration, and an active program of public involvement should be undertaken (See also, Government Services Element, Property Rights policies and Open Space Element, Implementation Strategies).

- Policies:**
- 2.a** Existing and potential open space areas should be designated on land use, park and recreation, and open space plans. Open space may include public and private parks, greenbelts, corridors, and critical areas. (See also, Open Space Element, Goals and Policies and Land Use Element, Goal 15).
 - 2.b** A land trust should be formed to have first option to acquire or purchase development rights for open space conservation.
 - 2.c** Work with the Navy and other applicable agencies to acquire open space lands in a coordinated regional effort toward the preservation of open space. Lands to be acquired for open space should be prioritized with public input.

Discussion:

The appropriate agency to acquire open space lands depends upon management objectives, available resources, and various land use considerations. For example, management of wildlife habitat may best be accomplished by a land trust, wildlife agency or conservation organization, while the City or a parks district may be the appropriate steward of recreational lands. Island County's Open Space Public

Benefit Rating System may be a useful tool in helping to prioritize the specific open spaces to be acquired or protected. This system was originally developed following extensive public input, including input from residents of Oak Harbor.

- 2.d** The City should establish a wetland mitigation bank to increase wetland values and encourage efficient land use.

Discussion:

The Oak Harbor Critical Areas Ordinance authorizes the City to establish a wetland mitigation bank. The City has identified a potential wetland restoration site consisting of approximately 36 acres of former saltwater marsh east of Scenic Heights Road. The peat bog located north of NE 7th Avenue is characterized by different functions and values and may serve as an additional enhancement site, as the City has previously acquired wetlands in this area. Prior to any development, it will be necessary to complete hydrological studies and receive state and federal agency approval of a master plan and wetland mitigation program.

- 2.e** The City should pursue advanced acquisition of designated park lands within the UGA, ahead of development pressures.

- 2.f** Continue to work together with Island County to implement a program for greenbelt protection around the UGA

Discussion:

Greenbelt protection may include clustered development incentives, critical areas regulation, educational support for agriculture and forestry uses through the Washington State extension service, and transfer of development rights as administered by Island County. The City should work with the County to implement the interlocal agreement that allocates a portion of Conservation Futures funds generated from Oak Harbor toward open space preservation in the Joint Planning Area or UGA. Where practical, valuable open space areas outside the UGA should be considered for acquisition or protection to benefit future generations.

- 2.g** The City should provide public incentives to promote conservation of open space on private land, such as tax incentives, density credits, and provisions mandating open space in the city's development regulations. Promote Island County's Public Benefit Rating System to provide tax incentives.

- 2.h** The City should provide incentives to utilize Low Impact Development techniques for new development and redevelopment projects that will further promote resource protection and stewardship. Such incentives may include density credits, street width and/or parking requirement reductions, stormwater fee credits, landscape/park requirement credits,

and/or expedited permit review processing. The City should also provide educational materials through pamphlets or web links to the public to educate the public on low impact development.

Discussion:

Low impact development includes a host of site design and construction techniques that can reduce impervious surfaces, retain and/or increase vegetative cover, and generally reduce the environmental impacts of projects. The Washington State Department of Ecology has incorporated low impact development guidance and incentives into its 2005 Stormwater Management Manual for Western Washington. Incorporating low impact development techniques can reduce environmental impacts of a project and foster resource protection and stewardship.

Goal 3 - Preserve and enhance water quality in conformance with the Puget Sound Water Quality Authority's Stormwater Management Program and other Clean Water Act and Growth Management Act requirements.

Policies: **3.a** Use a comprehensive system of drainage facilities and public education to control the quality and quantity of storm water runoff.

Discussion:

The City has adopted a Comprehensive Storm Drainage Plan as required by the Puget Sound Stormwater Management Program. The plan identifies regional detention facilities and conveyance system improvements to serve future development. As provided under federal and state clean water laws, the plan adopts by reference the Department of Ecology's Stormwater Management Manual for the Puget Sound Basin and the 2005 update, the Stormwater Management Manual for Western Washington, otherwise known as "The Manual". The city's plan also recommends use of public education techniques, such as published materials, to protect water quality.

3.b Update the City's Comprehensive Storm Drainage Plan to incorporate appropriate guidance and information from The Manual (2005).

Discussion:

The Manual includes new information and guidance based on best available science regarding stormwater management and water quality. Updates to the City's Plan should include innovative stormwater management methods such as low impact development techniques (see also Policy 2.h), reduction of impervious surface, innovative water quality treatment technology, best management practices, and appropriate design criteria.

3.c Update the City's Title 12 Stormwater Ordinance to incorporate appropriate guidance and information from The Manual.

Discussion:

The City's ordinance should be updated to include incentives for use of innovative design and techniques to reduce stormwater impacts, as described above. The ordinance should address required design criteria and other changes in The Manual (2005), as appropriate.

- 3.d** The City should coordinate with Island County to protect water quality when stormwater drainage affects both jurisdictions.
- 3.e** Approve erosion and sediment control plans for construction activities. Such plans shall include approved best management practices, as applicable, to control sedimentation of waterways, tracking of sediment onto public roads, erosion of denuded soils, and runoff damage to adjacent properties.
- 3.f** Include storm water management facilities to protect water quality and limit maximum discharge to pre-development rates in new developments and substantial redevelopment projects. All new development shall adhere to the City's Title 12 Stormwater Ordinance.

Discussion:

The State of Washington regulates storm water drainage. It is the policy of the City to require an approved storm drainage plan from developers prior to construction. Such plans must address pre- and post-development runoff, downstream impacts, and required water quality treatment - or "best management practices" (BMPs) - in conformance with the Comprehensive Storm Drainage Plan. Storm water detention ponds and other drainage features should be constructed with consideration to public safety and health. The City encourages the use of innovative design and construction techniques to reduce impervious surfaces, maintain water quality, and utilize stormwater for amenity features in the landscape.

- 3.g** Maintain natural drainage patterns and discharge that occur in natural locations, to the maximum extent practicable, while protecting functions and values of wetlands (See also, Utilities Element, Policy 1.g).
- 3.h** Provide regulations to guide corrective actions necessary to mitigate or cleanse those discharges that pollute waters of the state.

Discussion:

The Growth Management Act requires that local jurisdictions develop regulations that will provide guidance for corrective actions that need to be taken to cleanse or mitigate those discharges that currently pollute waters of the state. The intent is to clean up existing discharges that are polluting waters of the state. The City

will develop such regulations to guide clean up any such discharges that may exist in the City.

- 3.i** Meet National Pollution Discharge Permit requirements for sanitary sewer discharge (See also, Utilities Element, Policy 4.f).
- 3.j** Be prepared to respond to toxic spill incidents, including monitoring cleanup and assisting permitting agencies with enforcement of related laws. The City should require large developments and industries to maintain Spill Prevention and Contingency Plans to effectively respond to any spill incidents.

Goal 4 - To maintain and improve air quality in the Oak Harbor Area to protect the public health, safety, and welfare.

Discussion:

Oak Harbor enjoys relatively good air quality due to its lack of significant point sources of pollution and constant air circulation around the islands of north Puget Sound. However, local air quality may periodically drop below acceptable standards due to atmospheric inversions, particularly during winter months. Local air quality near intersections with high automobile traffic may also drop below minimum standards for short periods, however this should be mitigated by traffic improvements.

- Policies:**
- 4.a** Cooperate with the Northwest Air Pollution Authority and federal agencies in efforts to implement regional air quality standards.
 - 4.b** Maintain restrictions and open burning bans associated with land clearing. Encourage chipping and use of woody material on-site wherever possible.

Discussion:

State law requires that local governments prohibit outdoor burning in UGAs, except for small household burning, by the year 2001 (WAC 173.425; Washington State Clean Air Act, 1991). The Fire Department is responsible for implementing state air quality standards, as directed by the Northwest Air Pollution Authority, including regulating and permitting open fires associated with land development. In accordance with state law, the Fire Department has imposed burning bans within the City and UGA.

- 4.c** Review developments to address air quality and establish mitigation measures to avoid significant impacts. Prior to approval of industrial emissions, the City shall coordinate with the Northwest Air Pollution Authority and other affected agencies.

- 4.d** Land uses which create excessive amounts of point-source pollution shall not be permitted within the City or the UGA.
- 4.e** Consider land use and transportation linkages in planning decisions to reduce air quality impacts.

Discussion:

For example, planning should be integrated as follows:

- Locate higher density housing within walking distance of employment centers to the extent possible.
- Develop transit facilities adjacent to housing, public campuses and employment centers to reduce reliance on the automobile.
- Develop sidewalk and pathway systems to allow efficient travel by pedestrians and bicycles.
- Plan neighborhood commercial centers so as to reduce the number of automobile trips, reduce trip distances, and promote alternative modes of transportation. Priority should be given to reducing the number of cold automobile starts versus reduced trip lengths.
- Monitor trends in home-based employment and modify zoning standards as necessary to reduce reliance on automobiles.

Goal 5 - **To conserve the urban forest to enhance air quality, energy conservation, noise abatement, community aesthetics, wildlife habitat, and the general quality of life appropriate to a small urban community. (See also Urban Design Element).**

Discussion:

The urban forest includes the interconnected system of trees and shrubbery on public or private property within the City and the UGA. Components of this system may include remnant forest lands, parks, street trees, forested ridge lines, private open space tracts within subdivisions, greenbelts between land use districts, arterial landscape buffers, landscaping on residential lots, landscaping within parking areas, individual Garry Oaks and hedge rows and trees of significant size or historical importance.

The Urban Growth Area study identifies Oak Harbor's natural forest greenbelt as a key visual amenity unique to the City. During the summer of 1994, the Planning Department prepared an inventory of urban forest lands and changes that have occurred in the natural canopy (See Urban Forest Map). The following policies were developed based on the study findings:

Policies: **5.a** Increase community awareness about the importance of the urban forest and the positive impact trees and shrubs have upon the environment.

Discussion:

The City should consider submitting an application for Tree City USA status to increase public awareness and stewardship of the urban forest.

- 5.b** Provide adequate funding to assure safe, well-maintained, and healthy trees and shrubs on public property.
- 5.c** Promote public and private tree planting as well as replacement and preservation programs to sustain and improve the urban forest.
- 5.d** Require retention or planting of trees and shrubs with new development and substantial redevelopment projects. Retention of existing trees is preferred over replanting of trees (See also Land Use Element, Urban Design Element).
- 5.e** Encourage City departments, other agencies, and the public to work together to identify opportunities for cooperative projects to enhance the urban forest.
- 5.f** Continue to work together with Island County to implement a program for greenbelt protection around the UGA.
- 5.g** Require developers to submit and receive City approval of erosion control and limits-of-clearing plans, as applicable, prior to release of land clearing permits.

Discussion:

The City may require assessment by a professional forester or arborist to support tree retention requests within protected buffers. Such assessments should address removal of any hazardous trees and replanting of areas cleared for utility installation. In addition, the City may require a forestry report for areas containing 3 or more acres of forested land or portions thereof prior to clearing. (Also see Urban Design, Policy 1.d)

- 5.h** Update the land clearing and grading ordinances to prevent indiscriminate removal or destruction of trees and ground cover on undeveloped and partially developed property.

Discussion:

The City is currently updating the land clearing ordinance to include requirements for clearing limits, erosion controls, timing and other aspects of land clearing. The City's ordinances are being developed to preserve as many trees to the maximum extent feasible.

Goal 6 - Protect, preserve and restore significant historical and cultural resources in the City to the maximum extent practicable.

- Policies:**
- 6.a** Protect areas of known historic and cultural value from incompatible development and ensure that newly discovered areas are documented by the appropriate experts and authorities.

- 6.b** Develop an inventory of potential historical and cultural resource sites for City reference.
- 6.c** Use the following preferences to address identified historical and cultural resources:
 - Avoid adverse impacts to the historical or cultural resource.
 - Protect the historical or cultural resource to the maximum extent possible.
 - Document the historical or cultural resource prior to development activity.
 - Monitor the resource during development activity.
- 6.d** Coordinate with the appropriate Native American Tribe(s) or Nation for identified Native American cultural resources prior to development activity.
- 6.e** Encourage voluntary protection of significant historical and cultural resources, using acquisition, incentives, conservation easements, transfer of development rights, and alternative re-use of structures.
- 6.f** Develop educational materials as appropriate to educate the public and increase awareness and appreciation for historical and cultural resources.
- 6.g** Incorporate the preservation of historical and cultural resources into development permit and land division reviews.

Goal 7 - To include “Best Available Science” in the process of designating critical areas and developing environmental regulations.

Discussion:

In 1995, the State Legislature incorporated a new section in the Growth Management Act to require that local jurisdictions consider reliable scientific information when adopting policies, development regulations, and critical areas ordinances to designate and protect critical areas and their functions and values (RCW 36.70A.172 and WAC 365-195-900 through 925, August 2000.)

- Policies:**
- 7.a** Include the best available science in developing policies and regulations to protect the functions and values of critical areas and shorelines.
 - 7.b** Identify the best available science (science obtained through valid and reliable scientific process) used in developing the regulations.
 - 7.c** Identify any non-scientific information used as a basis for departing from science-based recommendations for policy and regulations. The reasoning for use of non-scientific information shall be specified.
 - 7.d** Where scientific information is lacking or non-scientific information is used in developing policies and regulations, implement a precautionary or

“no-risk” approach or an adaptive management and monitoring program to monitor the protection of the functions and values of the critical area or resource.

Goal 8 - To integrate and streamline the environmental review process with the development review process

Policies: **8.a** Use the Comprehensive Plan and its supportive environmental impact statement to assess the environmental impact of development proposals to the greatest extent possible.

Discussion:

For example, development applications found to be consistent with the Comprehensive Plan and its supporting Environmental Impact Statement would not require further review by the City under the State Environmental Policy Act. Issues such as land use designation, density and availability of public services would normally not have to be re-evaluated.

8.b Review and amend existing regulations to integrate and streamline the environmental review process.

Discussion:

The City should provide clear guidelines in the regulations for environmental protection requirements, provide for concurrent review of environmental and development submittals, establish City review timing limits, and other methods to provide a reasonable level of predictability for development and environmental reviews.

8.c Coordinate with Island County to streamline development policies and regulations to optimize predictability for development and environmental reviews in the UGA.

8.d Develop regulations to provide a streamlined (fast-tracking) review process for projects that meet a specific threshold of environmental resource protection and stewardship. City shall develop reasonable thresholds for the streamlining program.

8.e Define and give priority to non-polluting industries in consideration of environmental impacts.

Wetlands Goal

Goal 9 - To protect wetlands from a net loss in functions, values and acreage.

Policies: **9.a** Designate, classify, and regulate wetlands based on functions, values and acreage.

- 9.b** Establish standards for wetland protection including use limitations and buffers based on wetland classification and habitat value. Allow for variances based on potential impacts.

Discussion: The Washington State Department of Ecology has issued guidance regarding delineating, rating and protecting wetlands and mitigating wetland impacts. Ecology recommends basing wetland buffers on habitat value, since the function of wetlands most sensitive to buffer size and quality is wildlife habitat, particularly for amphibians and larger birds.

- 9.c** Establish a prioritized mitigation sequence for adverse impacts to wetlands and their buffers: i.e. avoid, minimize, rectify, reduce, compensate, and/or monitor impacts.

Fish and Wildlife Habitat Conservation Areas Goal

Goal 10 - To protect fish and wildlife habitat conservation areas from loss or adverse impacts.

Discussion:

Fish and wildlife habitat conservation areas are designated critical areas that include, among other wildlife resources areas, areas with which endangered, threatened, or sensitive species have a primary association and habitats for species of local importance, including priority habitat and species designated by the Department of Fish and Wildlife. Federal and State laws mandate that these species and their habitats be designated and protected.

The City should designate federal- and state-listed species that are potentially present within the City and the UGA (such as bald eagle and great blue heron) and provide mapping of these specially protected resources. The City should also designate local species of importance, such as Garry Oak trees. The City should provide special protections through the Critical Areas ordinance for federal and state-listed species and local species of importance and their habitats.

- Policies:**
- 10.a** Designate and classify critical fish and wildlife areas based on type and/or association with priority species.
- 10.b** Identify priority species based on Federal or State status or based on local importance.
- 10.c** Establish standards including buffers and timing or activity restrictions based on the habitat class and priority species use.

- 10.d Establish a prioritized mitigation sequence for adverse impacts to critical habitat functions and values, i.e. avoid, minimize, rectify, reduce, compensate, and/or monitor impacts.
- 10.e The City shall develop conservation or protection measures necessary to preserve or enhance anadromous fisheries.

Discussion:

Anadromous fish associated with the Puget Sound do not currently use the one stream in the City, Swantown Creek, but almost certainly do use Oak Harbor Bay. The City should include measures to protect anadromous fish potentially utilizing the nearshore marine habitat in the Shoreline Master Program and Critical Areas Ordinance.

Geologically Sensitive Areas Goal

Goal 11 - Protect the public health, safety and welfare from hazards resulting from incompatible development being sited on geologically sensitive areas.

Discussion: Oak Harbor, along with the rest of lowland Puget Sound, is in Earthquake Zone 3, an area of moderate to high potential for earthquakes. The Puget Sound area falls within this category because the North American (Continental) Plate and the Juan de Fuca (Oceanic) Plate come together along the Washington coast, the presence of a volcanic mountain range (Cascade Mountains) to the east, and the North and South Whidbey Faults running through the island. Parts of the City are susceptible to liquefaction during earthquakes or have potential landslide hazards due to steep slopes that are unstable due to underground springs and aquifers.

- Policies:**
- 11.a Designate and classify areas on which development should be prohibited or limited due to danger from geologic hazards, based on level of hazard or risk.
 - 11.b Require through regulation, that significant geologic impacts resulting from development be mitigated or avoided within identified critically geologically sensitive areas.

Frequently Flooded Areas Goal

Goal 12 - Protect the public health, safety and welfare, and to minimize public and private losses due to flood hazards.

- Policies:**
- 12.a Designate those areas subject to frequent flooding or inundation as flood hazard areas.

- 12.b Protect the important hydrologic role of frequently flooded areas by preventing or mitigating disruption of frequently flooded areas, which may result in hazards to safety or property.
- 12.c Limit development within flood hazard areas to reduce flood control and disaster relief costs.

Critical Aquifer Recharge Areas Goal

Goal 13 - Protect critical aquifer recharge areas from contamination and maintain long-term recharge potential.

- Policies:**
- 13.a Designate and classify those areas where current or potential potable groundwater supplies are susceptible to pollution as critical aquifer recharge areas.
 - 13.b Regulate activities that could have a potentially significant negative impact on ground water quality and or recharge potential within critical aquifer recharge areas.

Discussion:

Uses that could have a potentially significant negative impact on critical aquifer recharge areas include, but are not limited to, underground and above ground hazardous materials storage tanks, facilities which store significant amounts of hazardous materials or wastes, on-site sewage disposal systems, petroleum pipelines, vehicle repair and washing, junk yards and salvage yards, pesticide storage and use and/or landfills.

Shoreline Goal

Goal 14 - To conserve, protect, and enhance shoreline resources through implementation of the Oak Harbor Shoreline Master Program.

Discussion:

The City of Oak Harbor Shoreline Master Program (Master Program) applies to all shoreline areas under the jurisdiction of the City, as authority and responsibility to manage shorelines is mandated by the Washington Shoreline Management Act (SMA)(RCW 90.58). Mapped shorelines include Oak Harbor Bay and Crescent Harbor. The Master Program provides goals, policies, and regulations for shoreline areas, generally described as aquatic environments and tidelands of Oak Harbor Bay, and land areas within 200 feet of the ordinary high water mark. Crescent Harbor lies within federal jurisdiction and as such is governed by the Naval Air Station. The Naval Air Station has developed the Integrated Natural Resources Management Plan for to guide activities at the base. The following policies serve as general goals for shoreline use of Oak Harbor Bay, as identified by the Master Program.

- Policies:**
- 14.a** Assure protection of the unique character of the City of Oak Harbor and its shoreline environment while providing for compatible use of the shoreline. Optimize public participation in decision-making processes that may affect the City's shorelines.
 - 14.b** Evaluate proposals for economic development along the shoreline or over the water with regard to the degree to which the natural environment and the social qualities of the city will be enhanced and/or affected. Evaluate such proposals with a preference for long-term benefits over short-term benefits. Evaluate development proposals with a preference for proposals that concentrate development in areas where current development already exists.
 - 14.c** Ensure safe, convenient, and diversified public access to the water and shoreline, while protecting the natural environment and maintaining quality of life.

Discussion:

The Shoreline Management Act places emphasis on protection of the natural character and functions of the shoreline and the right of the general public to enjoy its physical and aesthetic qualities while allowing for controlled development consistent with the public interest. Public access may include activities ranging from shellfish harvesting on public tidelands to simple appreciation of water views from upland areas. Access may be to beaches, lands adjacent to the shoreline, and the water itself. The City's Shoreline Master Program establishes development standards and other criteria for assuring public access to shoreline areas while protecting the natural environment and property values. The City's Critical Areas Ordinance protects the functions and values of fish and wildlife habitat conservation areas, including those areas along the shoreline.

- 14.d** Designate forage fish spawning areas, eelgrass, shellfish areas and shoreline areas used by bald eagles or great blue herons as fish and wildlife habitat conservation areas, and protect them through the Critical Areas Ordinance
- 14.e** Ensure efficient movement of people, with minimum disruption of the shoreline environment and minimum conflict between different types of uses, through transportation systems developed along the shoreline.
- 14.f** Encourage diverse, water-oriented recreational opportunities that are compatible with and appropriate to the shoreline locations on which they are planned without degrading the shoreline environment.

- 14.g** Conserve natural resources unique to the shoreline for the benefit of existing and future generations. Utilize the following prioritized mitigation sequence in addressing potential impacts to the natural resources associated with the shoreline when evaluating development proposals:
1. Avoid impact by not taking certain action or parts of an action.
 2. Minimize impact by limiting the degree or magnitude of action by use of technology or other means.
 3. Rectify impact by repair, rehabilitation, or restoration.
 4. Reduce or eliminate impact over time by preservation and maintenance operations.
 5. Compensate for impact by replacing, enhancing, or providing substitute resources
 6. Monitor the impact and compensation project, taking appropriate corrective measures.

Discussion:

The natural resources and processes associated with the shoreline are sensitive to development. These include view corridors, vistas, open space, water resources, sand circulation patterns, vegetation, and fish and wildlife habitats. Avoidance of impacts is the preferred mitigation for potential impacts to these resources; however, full avoidance is not always feasible. Therefore, minimizing, rectifying, reducing or compensating for the impacts is also allowed if shown that the public benefit exists for the development. In addition, if supported by regulatory agencies, the City may establish a wetland mitigation bank to enhance and restore the shoreline ecosystem and advance growth management objectives.

- 14.h** Protect and/or restore shoreline or water areas that have archaeological, historic, or cultural value.

Discussion:

The City should encourage the preservation of historic and cultural resources such as Native American artifacts and features that contribute to the historical character of Oak Harbor. Expert study of shoreline and other development sites for historic and cultural resources should be required prior to excavation when such areas are thought to contain significant resources. See also Goal 6, Historical and Cultural Resources.

- 14.i** Protect shoreline or water areas that have educational or scientific value.

- 14.j** Recognize that areas lying seaward from the line of extreme low tide of Oak Harbor Bay as shorelines of statewide significance and manage the uses along these shorelines with the recognition of their regional importance.

City of Oak Harbor

Critical Areas Mapping

Wetlands and Streams

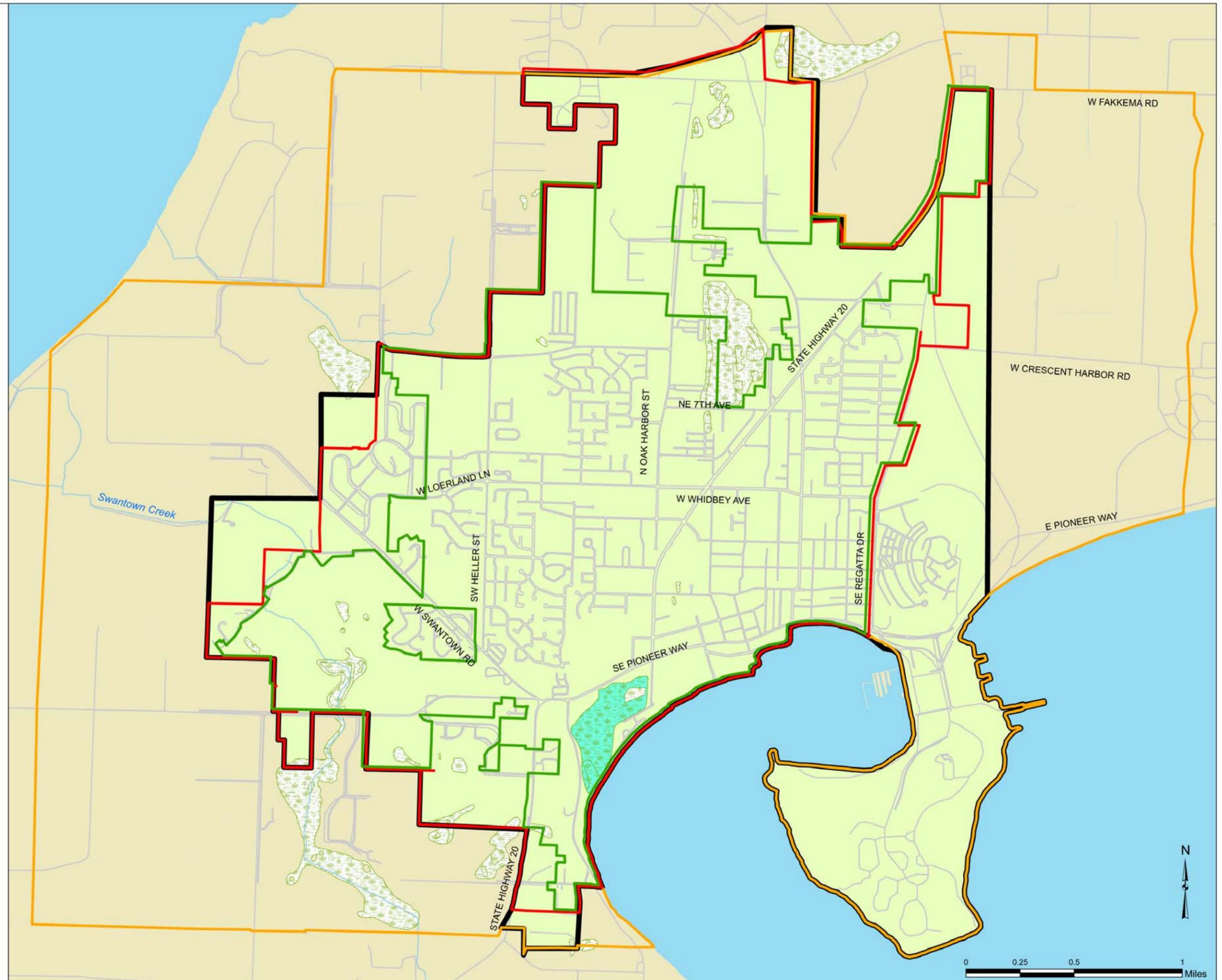
- City Boundary
- Oak Harbor Urban Growth Boundary
- Oak Harbor Joint Planning Area
- Study Area
- Streams
- Wetlands
- Potential Wetlands

Potential Wetlands do not currently contain all the characteristics that define a wetland but are considered a priority for restoration because, if restored, they likely could maintain these characteristics and provide functional improvements in water quality, hydrology, and fish and wildlife habitat.

Data obtained from Pentec Environmental, Inc.,
Wetlands Inventory Report, July 12, 1991;
U.S. Fish and Wildlife Services, National Wetlands
Inventory, Oak Harbor, WA, development
permit maps, and general field verification
by Steward and Associates



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City of Oak Harbor

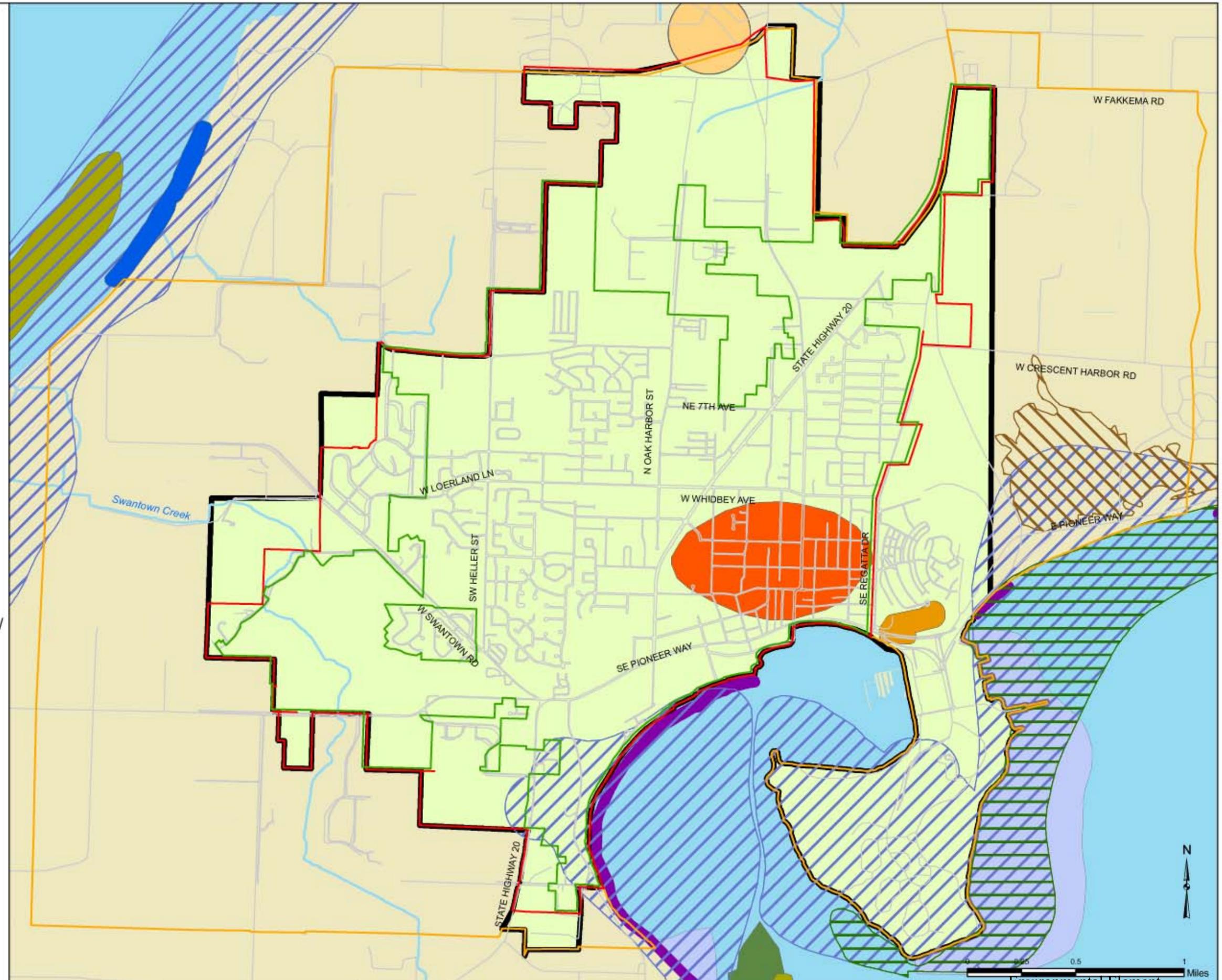
Critical Areas Mapping

Fish and Wildlife Habitat Conservation Areas

-  City Boundary
-  Oak Harbor Urban Growth Boundary
-  Oak Harbor Joint Planning Area
-  Study Area
-  Streams
-  Bald Eagle
-  Harlequin Duck
-  Waterfowl Concentrations
-  Heron
-  Eelgrass
-  Geoduck
-  Shellfish Areas
-  Forage Fish Spawning Areas
-  Garry Oak Concentration
-  American Dunegrass / Japanese Beachpea / Bighead Sedge / Coastal Spit with Native Vegetation Pattern
-  Garry Oak / Snowberry / Long-stolon Sedge Plant Community

Natural Heritage Program shows Golden Paintbrush and Alaska Alkaligrass historically present in study area.

Data obtained from Washington State Department Fish and Wildlife, Natural Heritage Program - Washington Department of Natural Resources, Island County Marine Resources Committee, and Oak Harbor Development Services Department



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City of Oak Harbor

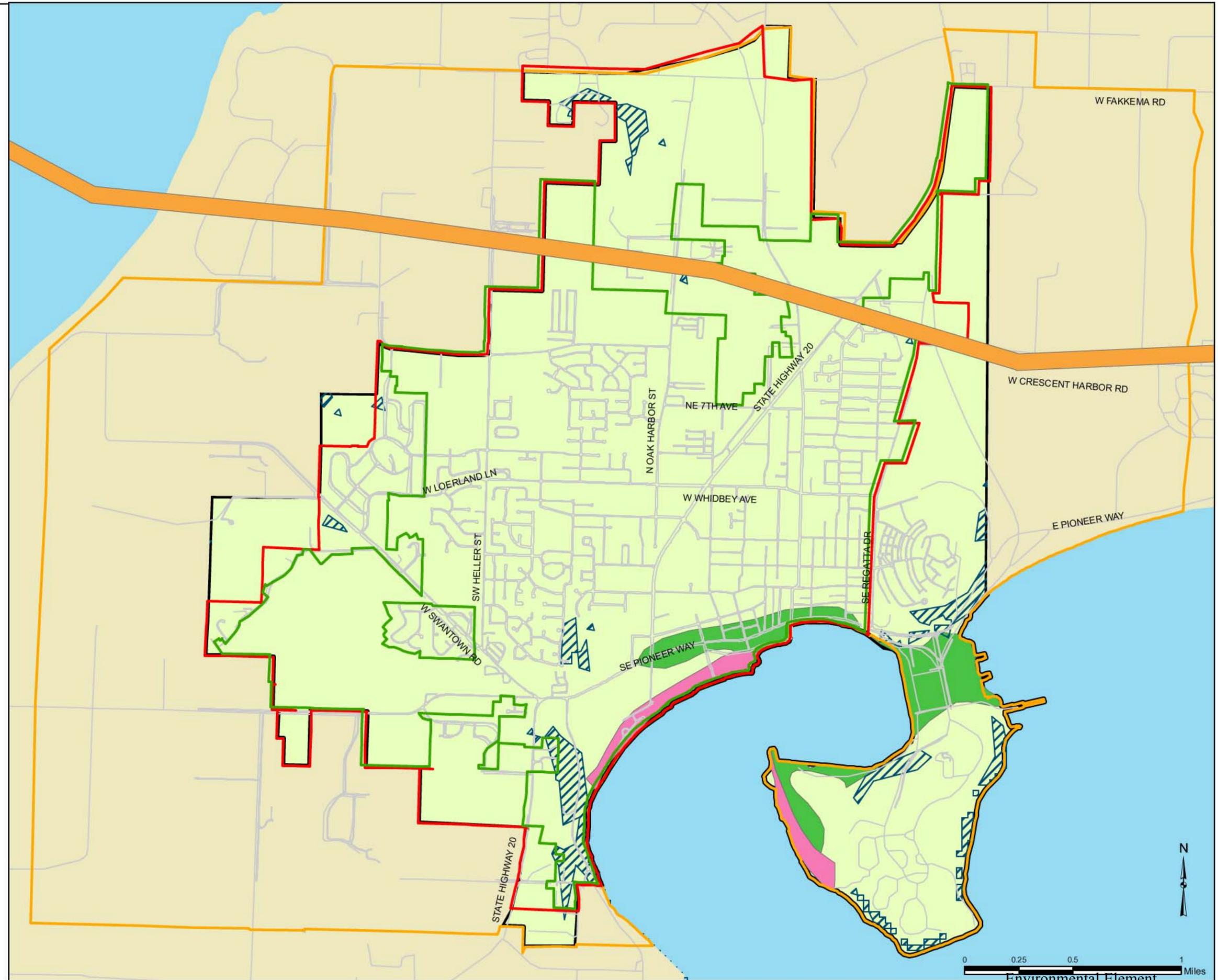
Critical Areas Mapping

Geologically Sensitive Areas

- City Boundary
- Oak Harbor Urban Growth Boundary
- Oak Harbor Joint Planning Area
- Study Area
- North Whidbey Fault Approximate Location
- Potential Landslide Areas**
 - 15% Slope or Greater*
- Potential Liquefaction Areas**
 - Moderate
 - High

* 15 - 39% slope with groundwater seepage requires geotechnical analysis. 40% slope or greater requires geotechnical analysis.

Data obtained from Washington State Department of Natural Resources, Island County Planning & Community Development, and Pacific Northwest Seismograph Network



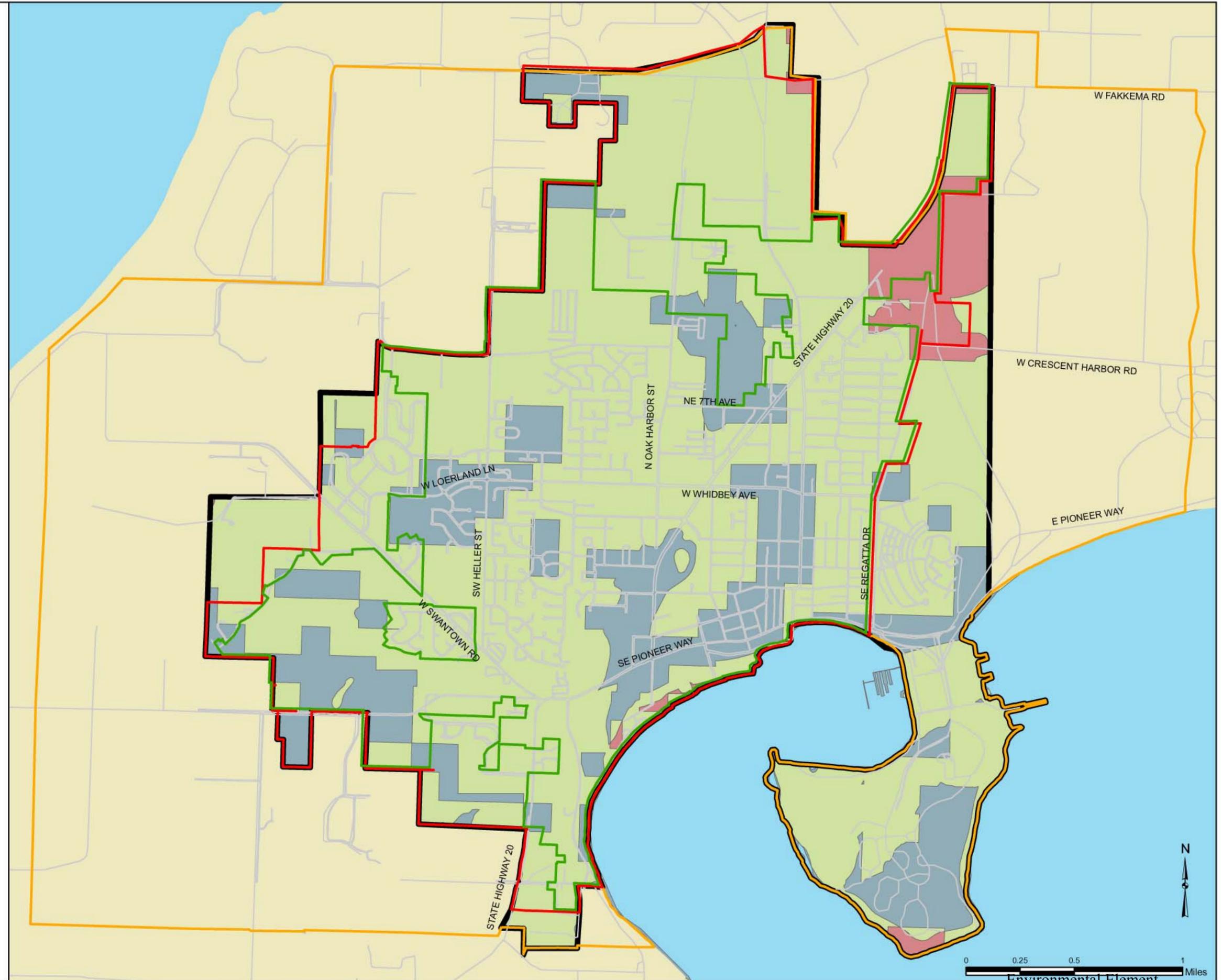
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City of Oak Harbor

Critical Areas Mapping

Critical Aquifer Recharge Areas- Combined CARA Scoring

- City Boundary
- Oak Harbor Urban Growth Boundary
- Oak Harbor Joint Planning Area
- Study Area
- Aquifer Susceptibility**
 - Low Susceptibility
 - Moderate Susceptibility
 - High Susceptibility



Data obtained from
Island County Health Department



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City of Oak Harbor

Critical Areas Mapping

Frequently Flooded Areas

- City Boundary
- Oak Harbor Urban Growth Boundary
- Oak Harbor Joint Planning Area
- Study Area

FEMA Classifications

Special Flood Hazard Areas Inundated by 100-Year Flood

- Zone A: No Base Flood Elevations Determined
- Zone AE: Base Flood Elevations Determined

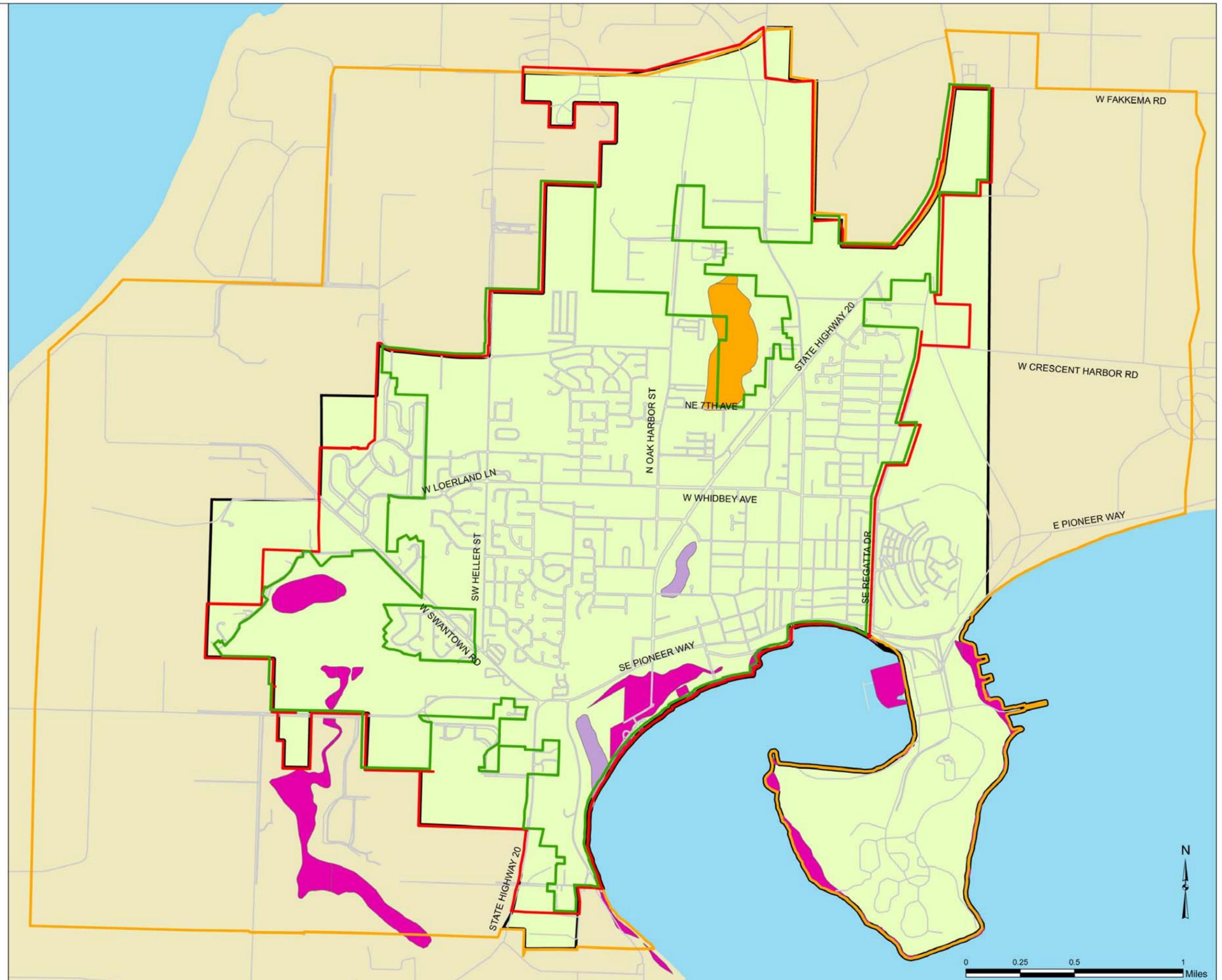
Other Flood Areas

- Zone X: Areas of 100-Year Flood with Average Depths of less than One Foot or with Drainage Areas less than One Square Mile

Flood Data obtained from the Federal Emergency Management Agency (FEMA) Countywide FIRM (Flood Insurance Rate Map), August 16, 1995 and from 1996 Q3 digital file, c53029m.



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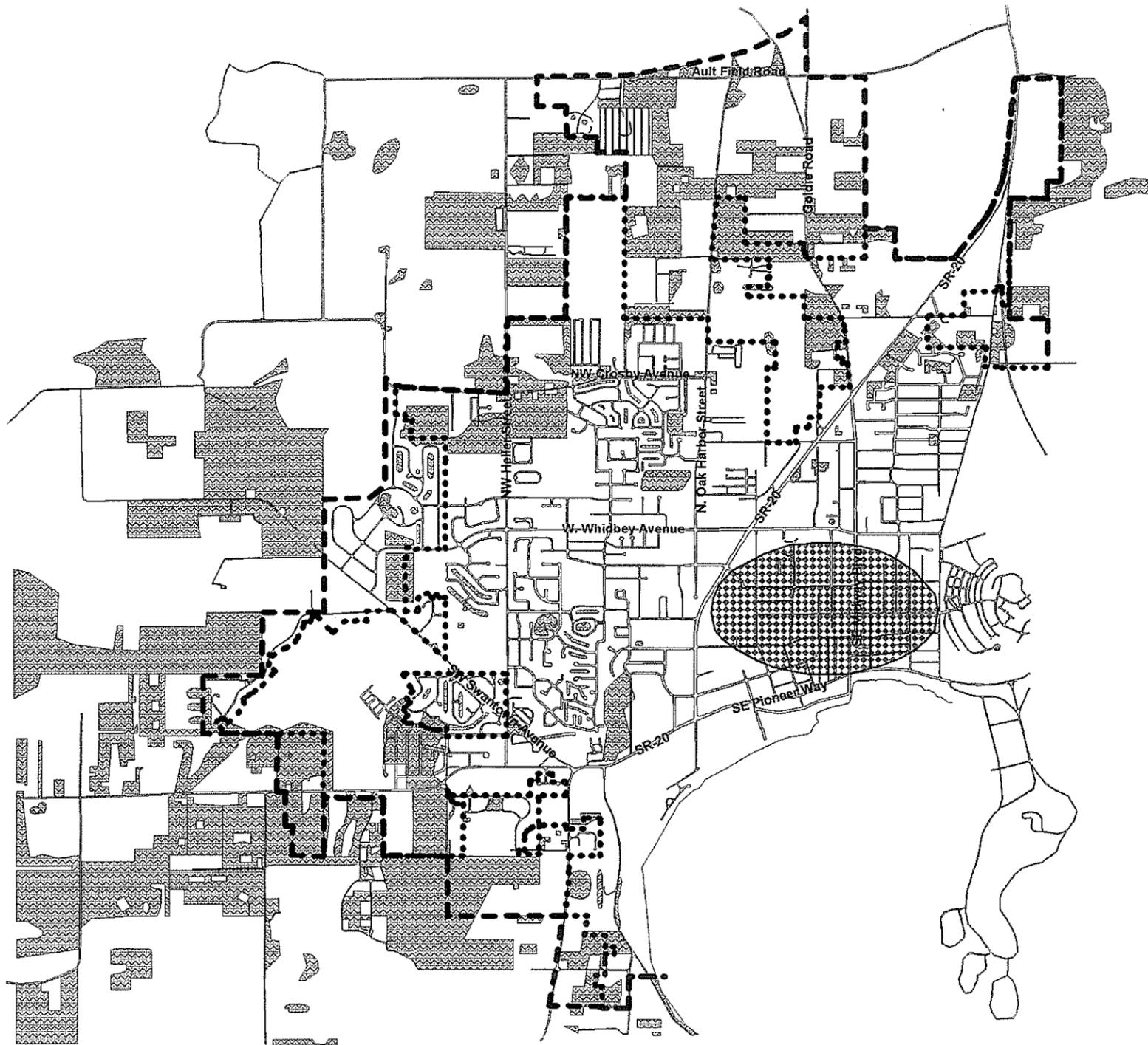


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Oak Harbor Comprehensive Plan 2002

Environmental Element

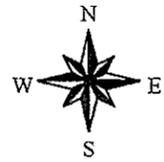
Woodland Areas*



- Urban Growth Area
- City Limits
- Shoreline
- Streets
- Garry Oak Tree Principal Habitat
- Forested Areas
- Federal Exempt Land

* See Critical Areas Atlas for greater detail

Note: Map not to scale



City of Oak Harbor
Development Services Department
Last Update: 12/18/02

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GROWTH MANAGEMENT ELEMENTS GOALS AND POLICIES

CAPITAL FACILITIES

Introduction

A capital facility is a structure, improvement, piece of equipment, or other major asset, including land, that has a useful life of at least 10 years. The Capital Facilities Element links adequate physical infrastructure and facilities with development. In addition the Capital Facilities Element also proposes maintaining or improving existing level-of-service (LOS) standards.

Oak Harbor's Capital Facilities Element complies with the Washington State Growth Management Act (GMA), RCW 36.70A.070(3) and WAC 365-195-315 (Capital Facilities Requirements) and the Island County, County Wide Planning Policies.

In meeting GMA requirements the Capital Facilities Element includes the following information:

1. An inventory of existing capital facilities owned by public entities, showing the locations and the capacities of public facilities.
2. A forecast of the future needs for such capital facilities.
3. The proposed locations and capacities of expanded or new capital facilities.
4. At least a six-year plan to finance such facilities within projected funding capacities that clearly identifies sources of public money for such purposes.
5. A requirement to reassess the land use element if probable funding falls short of meeting existing needs. This ensures coordination of the Land Use Element and the Capital Facilities Element.

See Technical Appendices, Elements to be Adopted with the Comprehensive Plan, Volume III, for the entire Capital Facilities Element. The following Goals and policies apply to the Capital Facilities Plan Element.

Goal 1 - Provide adequate capital facilities and services necessary to serve Oak Harbor's existing and future population without causing decreased service levels below adopted LOS standards.

- Policy:**
- 1.a** Predict facility needs for the next 20 years based on projections of anticipated population and business growth.
 - 1.b** Prepare phased plans to identify needed public facilities to support existing and future growth projected in policy 1.a.

- 1.c Coordinate with other jurisdictions to establish priorities of county-wide facility improvements, identify services needed to achieve adopted service levels, and protect public health, safety and the environment.
- 1.d Review growth projections and capital facilities plans annually congruent with the City budget process to ensure that the City's ability to provide and maintain adequate public facilities and services is consistent with growth.
- 1.e Phase the development of capital facilities to ensure sufficient lead-time financing, planning, and construction to provide the facilities when needed.
- 1.f Coordinate land use and public works planning activities with an ongoing program of long-range financial planning to conserve fiscal resources.
- 1.g Support and encourage joint development and use of cultural and community facilities among governmental and/or community organizations.
- 1.h Approve development only when the LOS for a capital facility is assured to meet the standards set forth in the Comprehensive Plan. Limited short term reduction in LOS is acceptable when a capital improvement or strategy to accommodate the impacts is made concurrent with development.

Discussion

When adequate facilities do not exist to serve proposed development and funds have not been allocated to provide such facilities, the City may consider the following alternatives: change LOS standards, modify the land use element, or require the developer to mitigate.

- 1.i The City will cooperate with private developers to address Capital Improvements financing programs when necessary.

Goal 2 - Implement capital facilities projects in accordance with the funding policy priorities of Oak Harbor.

Policy:

Discussion

The City should avoid deferring necessary maintenance in favor of new capital projects except for reasons of public safety and other urgent Community needs. Funding programs for specific revenue sources should be linked to priority categories.

- 2.a Program and prioritize City capital improvements for consistency with the Comprehensive Plan. The City's capital improvement funding priorities should be:

1. Urgent projects which cannot reasonably be postponed including, but not limited to, those reconstruction, upgrading or new construction projects which are needed to protect public health, safety and welfare.
2. Reconstruction, major maintenance or expansion of the City's existing infrastructure in order to provide for service to the existing community.
3. New projects where the need or demand for service already exists.
4. Expansion projects in partially developed or developing areas where demand is anticipated as a result of, or in preparation for, future growth.

2.b Evaluate capital projects that are included in the Six-Year Capital Facilities Plan for consistency with the Comprehensive Plan.

2.c Coordinate with the Navy, Island County, and other applicable agencies during planning stage for timely siting and development of facilities of regional significance to ensure the consistency of each jurisdiction's plans.

2.d Locate only compatible public facilities in designated resource lands or critical areas.

2.e Promote high quality design and site planning in the construction of capital facilities.

2.f Encourage citizen involvement in the planning and siting of capital facilities.

2.g Ensure that all City departments review changes to the Capital Facilities Plan and participate in an annual review.

Goal 3 - Finance Oak Harbor's needed capital facilities in the most economic, efficient, and equitable manner possible.

Policy: **3.a** Ensure that the burden of financing capital improvements is equitably borne by the primary beneficiaries of the facility.

3.b Use general revenue only to fund projects that provide a general benefit to the entire community.

3.c Determine which services or facilities are delivered most cost-effectively by the City and which services should be contracted to private entities.

3.d Where appropriate, use special assessment, revenue and other self-supporting bonds instead of tax-supported general obligation bonds.

- 3.e** Consider adopting impact fees when appropriate to mitigate the short-term fiscal impacts of increased development.

Discussion

A mitigation fee has been proposed for meeting park level-of-service standards, and a fee may be necessary to address transportation concurrency. The City currently collects system development charges to allocate long-term costs for improving water and sewer systems. (See Utilities Element, Policy 1.i.)

Goal 4 - Provide a full range of cost-effective urban governmental services to residents within the Oak Harbor City boundaries and the Urban Growth Area as annexed.

- Policy:**
- 4.a** Monitor annually school, fire, police, waste disposal, utilities and other capital facilities to ensure existing and future needs are met.
- 4.b** Require development proposals to be reviewed for available capacity to accommodate development and needed system improvements by the various providers of services, such as school districts, utilities, police and fire departments.
- 4.c** Encourage joint-use of corridors for major utilities, trails, and transportation rights-of-way. (See Utilities Element)

GROWTH MANAGEMENT ELEMENTS GOALS AND POLICIES

GOVERNMENT SERVICE ELEMENT

Introduction

Local governments are charged with the responsibility of providing certain public services and facilities. Often, the quality of such services is an important indicator of quality-of-life in a particular area, and may shape the decisions of employment and residents as to where they choose to locate. The City of Oak Harbor provides police and fire protection, senior, youth and library services, parks and recreation, utilities, streets, and various community development services. In addition, Oak Harbor School District, Skagit Valley College, Sno-Isle Regional Library, Island County, North Whidbey Parks and Recreation District and Island Transit, provide educational, public health, recreational and public transportation services within the City and the unincorporated UGA.

An important planning consideration is the relationship between the ability of local government to provide public services and the increased demands that growth and development place upon local government. If this relationship is not properly addressed through advanced planning, the demand for services and facilities may exceed available supply resulting in a reduction of service levels and deterioration of infrastructure.

This element explores the public facilities and services provided by the City and other agencies within the planning area, and the potential impact of growth and development. An underlying philosophy of the Comprehensive Plan is that growth and development should not detrimentally affect the level of public services and facilities that residents, businesses and property owners presently enjoy. For a discussion of required public improvements and methods of funding, see the Capital Facilities Element technical plan. The reader is referred to the Utilities Element technical plan for a discussion of water, sanitary sewer, storm drainage, solid waste, electricity, natural gas, and telecommunications services. Marina services are addressed in the Comprehensive Park and Recreation Plan.

Law Enforcement

Law enforcement services within the urban growth area are provided by the Oak Harbor Police Department within City limits, Island County Sheriff's office in unincorporated areas, and the US Navy within the Seaplane Base. In 1999, the Police Department maintained approximately 1.4 non-management law enforcement officers including sergeants, for every 1,000 persons living in the City (non-military lands). This ratio is close to the national average of 1.7 officers per 1,000 population, and the State average of 1.5 officers per 1000. A memorandum of understanding from 1993 determines the range of service available to the NAS Whidbey Seaplane Base.

The department has 45 total employees. This translates into 2.2 employees per 1000 people. It is important that the City maintain an adequate level of police staffing to ensure a safe environment for residents and businesses. The Police Department provides auxiliary response if requested to the Navy Seaplane Base for dependents.

The physical facilities for the Police Department are all located in one building across from City Hall within the Central Business District. The Police Station contains approximately 12,000

square feet of floor area, including 1,250 square feet of jail area. Equipment assets operated by the Police Department includes 23 motor vehicles broken down as follows: 6 marked, 2 traffic motorcycles, 1 prisoner transport van, 2 drug prevention, 3 administrative, 5 investigative, 3 volunteer/reserve units, 1 mobile community precinct.

In addition to law enforcement, the municipal police department is also responsible for supervising the emergency communications function which serves City police, fire and island-wide medical dispatch services. Six full-time and two part-time dispatchers staffed the 911 emergency communications system in 1994. This center will be converted to a county-wide dispatch system, with proportionate funding by all benefiting agencies.

Goal 1 - Maintain and enhance law enforcement services to protect the public health, safety and welfare of Oak Harbor residents.

Policy: **1.a** The City shall ensure that existing public safety and emergency service levels are not diminished as a result of urban growth.

Discussion

At any one time there may be shortfalls when the City would not meet level-of-service standards (LOS), however, over the long-term, the City will meet or exceed standards.

1.b The City should continue to maintain its law enforcement response time standard of two minutes or less for emergency calls, and five to seven minutes for non-emergency calls.

Discussion

These service standards are meant to serve as general targets. The City recognizes that circumstances beyond the control of the Police Department may prevent staff from achieving the target on individual cases. Preservation and improvement of this response time as the City grows will require expanded staff levels, equipment and facilities, as well as proper planning, construction and upkeep of City streets and individual developments.

1.c The City shall seek to maintain adequate Police Department staffing.

Discussion

The preferred method of measuring demand for law enforcement services is the "24-hour unit" concept. This unit of measurement describes the manpower necessary to support a single patrol officer in the field over a 24-hour period. Each 24-hour unit is supported by one investigator and one clerical support position. In order to maintain existing law enforcement service levels the City needs to add one additional 24-hour unit for each 5,000 to 5,500 increase in population. For simple calculation purposes an additional method of evaluating police LOS is used, a ratio which compares number of non-management officers per 1,000 population.

- 1.d** The City should require that new development and redevelopment designs incorporate crime prevention and public safety measures, as practicable, to mitigate the need for law enforcement expenditures.

Discussion

Street designs that ensure proper grades, turning radii, surface width and sight distances contribute to public safety and reduce the occurrence of traffic accidents. Further, development projects can be designed to ensure that inhabitants enjoy relative freedom from burglaries and assaults. By simply enhancing visibility to the general public through outdoor lighting, landscape maintenance and creation of defensible spaces, much can be done to reduce potential crime situations.

- 1.e** The City should continue to offer neighborhood-based crime prevention programs to help educate local residents and employers about actions they can take to reduce the threat of crime.

Discussion

Examples of successful crime prevention programs include D.A.R.E., Citizens on Patrol and the Citizens Academy.

- 1.f** The City should work cooperatively with the Island County Sheriff's office and other law enforcement agencies to address regional crime prevention issues and cases.
- 1.g** Engage in law enforcement programs which protect the City's large percentage of children for their own inexperience and the criminal conduct of others.

Discussion

Community police programs and cooperative youth intervention programs such as D.A.R.E., Neutral Zone and Youth Center Based programs, should be encouraged and developed as the needs of the community change. (also see Youth Services)

Fire Protection

The Oak Harbor Fire Department and Fire District No. 2 provide fire protection services within the UGA planning area. The Oak Harbor Fire Department provides services in public education, inspections, and fire/medical incident responses. These services are essential to protect lives and property. The department also provides support to Whidbey General Hospital through an agreement to assist with paramedic ambulance service.

The City relies upon a combination of career and volunteer personnel, and preventative means, such as strict enforcement of building and fire codes, to protect lives and property. In 1994, the Fire Department employed five career, two part-time, and 35 volunteer personnel. Career personnel include an Administrative Secretary, a Firefighter/EMT, a Fire Marshal, a Training/Maintenance Officer and a Fire Chief.

Headquarters Station 81 was completed in April, 1992, and is located at the intersection of 700 Avenue West and 30 NW Street. The facility includes a 2,800 square foot training structure and is centrally located on a major arterial street. It is anticipated that the City will need a new fire sub-station in the southwest portion of the UGA to serve future growth.

Goal 2 - Maintain and enhance fire protection services to safeguard life, property and firefighting personnel.

- 2.a** The City shall ensure that existing fire protection levels are not diminished as a result of urban growth (See also Urban Growth Area Element).
- 2.b** The City should maintain a fire protection response time standard of five minutes or less for fire-related incidents, and four minutes or less for medical-related incidents.

Discussion

This service standard is meant to serve as a general target. The City recognizes that circumstances beyond the control of the Fire Department may prevent staff from achieving the target on individual cases. Preservation and improvement of this response time as the City grows will require expanded staff levels, apparatus, equipment and facilities, as well as proper planning, construction and upkeep of City streets and individual developments (See Capital Facilities Element for capital project requirements).

- 2.c** Maintain minimum fire flow standards in conjunction with building and fire codes to protect life and property.

Discussion

Developers may be required to install appropriate public and/or private improvements for fire safety based on potential risk to life and property. For annexation policies, see Urban Growth Area Element, Goal 4.

- 2.d** Maintain adequate fire protection staffing in order to meet its LOS standards.

Discussion

Career positions will continue to provide Fire Department administration, training, fire prevention and education, code enforcement services, planning, and fire investigations. Volunteer personnel will remain the primary force for fire suppression and response to medical incidents. The strong volunteer firefighting organization is unique for a City of Oak Harbor's size. In order to continue with this structure, it will be necessary to maintain a ratio of firefighters to population, and career personnel to firefighters, which will enable the City to continue providing all of the essential functions described above. This plan recognizes that such ratios may change over time, however, the current level-of-service is a general bench-mark:

Fire Department Officers	0.2 per 1,000 population
Support Staff	0.1 per 1,000 population

Firefighters (volunteer and career)	2.4 per 1,000 population
Training Staff (for volunteers)	0.1 per volunteer

2.e Maintain or improve the City's Survey and Rating Bureau rating.

Discussion

The City was reviewed by the Washington Survey and Rating Bureau in 1999, and rated a Class 4 on a scale from one to ten. Some insurance companies use this rating to assist in establishing premium costs for property owners. The rating is based on a number of factors, including personnel, facilities, training, existing fire hazard conditions, City policy toward fire protection, water system for fire flow, emergency communications, and the Fire Department in general, among other things.

2.f Adopt and implement zoning, subdivision codes and other regulations that address the relationship between development design and protection of property against fire hazards.

Discussion

Subdivision and site design regulations must consider the relationship between fire protection, street design and layout. Zoning regulations must compliment fire protection regulations.

2.g Maintain routine inspection programs to enforce building and fire codes.

Discussion

The intent of these programs is to maintain compliance with the code requirements and thereby reducing risk from fire and other catastrophic events.

2.h The City should work cooperatively with adjacent fire protection agencies to coordinate fire delivery service within the Urban Growth Area.

2.i The Fire Department should continue to educate residents and business owners on fire safety and prevention.

2.j The City shall require proposed annexations provide, when requested by the Fire Department, a Fire Response Time Analysis to ensure that the City's response time can be maintained.

2.k The City should consider establishing a fire service impact fee in order to ensure that capital facilities can be provided to maintain the adopted level of service as the community grows, and should also consider a variety of financing mechanisms in combination with non-capital alternatives.

Discussion

Financing mechanisms to ensure adequate capital facilities to provide fire services include, but are not limited to, impact fees and service or user charges and dedication of land for facilities in lieu of impact fees. Non-capital alternatives can include private installation of infrastructure, sprinkler systems or interlocal

agreements. Other options may include intersection and roadway improvements to maintain response times.

Emergency Management

"Emergency management is an umbrella system of planning and preparing for emergencies that are larger than can be handled on a routine basis by law enforcement and fire service first responders... Disaster research reveals that communities which are not prepared and which do not have viable emergency management plans, generated through an interagency planning process, will experience greater difficulty managing resources, delays and misunderstandings during response actions... It is a high probability that these difficulties increase threats to life safety; cause higher, more costly property damage; and lead to more serious degradation of the environment." (Growth Management Applications to Emergency Services, Department of Community Trade, and Economic Development, 1994).

The Fire Department is responsible for updating the Emergency Management Plan for Oak Harbor. In particular, the following potential hazards were identified by the community during the Comprehensive Plan update: *earthquakes, wind storm damage, aircraft accidents, bridge and utility failure, and hazardous materials releases and spills*. The purpose of the emergency management plan is to describe the roles and responsibilities each part of the community will play in responding to the above emergencies.

Goal 3 - Prepare for natural disasters and other emergencies which may require extraordinary response measures.

Policy: **3.a** The City should cooperate with other responsible agencies to update and maintain a current Emergency Management Plan.

Discussion

The Fire Department is responsible for maintaining the Emergency Management Plan for Oak Harbor. Such a plan should include an assessment of hazards, identification of responses and facilities, equipment, training, exercises to test effectiveness, public education, and appropriate mitigation to avoid hazards. It is planned that the City of Oak Harbor will participate in the creation of the Island County Communications Center (ICOM); a centralized emergency response center serving and funded by all agencies in Island County.

3.b Ensure that Enhanced 911 and all other emergency communications plans are consistent with planned future growth.

3.c Avoid building critical public facilities, such as hospitals, schools and electric transmission lines, in areas likely to experience severe seismic effects, flooding, hazardous material releases or intense fire.

3.d Maintain current information on land use, transportation, utility and communications systems to assist in emergency planning.

Educational Services and Facilities

Educational services and facilities are principal contributors to a community's quality-of-life. Often the level and quality of such services become key factors in where families and businesses

choose to locate. Elementary schools are an integral part of neighborhoods in which they are located. Libraries and museums symbolize the community's regard for the past and interest in the future. The availability of higher education in either vocational or academic fields is an important determinate in where industries choose to locate.

Usually the agencies responsible for providing the educational services conduct their own long range planning programs that anticipate future demands on staffing and capital facilities. However, the City has an interest in assuring that its activities do not adversely affect the ability of these organizations to provide their services. Therefore the following policies are intended to support the growth of Oak Harbor's educational institutions. (See also, Land Use Element, Goals and Policies for Public and Quasi-Public Uses).

Oak Harbor School District

The City of Oak Harbor is served by Oak Harbor School District No. 201. Currently the District operates one high school, two middle schools and six elementary schools and serves students that live both within and outside the Oak Harbor Urban Growth Area Boundary.

The new North Whidbey Middle School and the soon-to-be modernized Oak Harbor Middle School will have capacity for an additional 200 students. The old North Whidbey Middle School is scheduled for demolition by 2003.

The high school can accommodate approximately 200 additional students. The high school is scheduled for full modernization in 2005-2006. The sports stadium which serves the high school is not located on the high school property and is in severe need of upgrading and enhancement. A school committee has recommended that a new sports facility be constructed on the site of the present high school. If this plan is acted on, it would include bleachers seating up to 3,000 spectators and parking for 750 vehicles.

Elementary school capacities are full at the present time. Two schools, Clover Valley Elementary and Crescent Harbor Elementary are not at their optimum size. If elementary enrollment increases, the district would likely consider adding classroom space to Clover Valley and Crescent Harbor permitting the housing of an additional 600 students at those sites.

The school district enrollment projections show little or no growth for the foreseeable future and, specifically, the coming six years. The school district is in the midst of full modernization of its elementary schools. The district has no plans for construction of a new school.

The district is currently considering purchase of a former bank in Oak Harbor which would likely be used to house administration offices, meeting rooms, and several head Start classrooms. If this occurs, the present administration offices will be converted to house the Discovery Program (for behaviorally disabled students currently located at Camp Casey) and the Outreach/Opportunity programs (for dropout retrieval and at-risk students currently housed at the Educational Service Center on Goldie Road).

Private Primary and Secondary Schools

Several private schools provide educational services to the community. Among the larger programs in 1994 are Lighthouse Christian Academy (40 students in K-12), Oak Harbor Christian School (255 students in K-8), Montessori Der Kinderhuis, Inc. (# students in K-5), and

Oak Harbor Seventh Day Adventist Elementary School (# students in grades 1-8), and Oak Harbor Bible Baptist Christian School (approximately 50 students in K-8).

Colleges

A branch of Skagit Valley College is located in Oak Harbor on 2.5 acres of the Navy Seaplane Base at the east end of Pioneer Way. The facilities include # classrooms, and 9,000 square feet of vocational and technical buildings. The college offers a two-year program of vocational training in Marine Maintenance Technology, Licensed Practical Nursing, and Electronics and Office Occupations, which are transferable to four-year colleges and universities. The degrees awarded by the college are Associate of Arts and Associate of Technical Arts. Western Washington University, in cooperation with Skagit Valley College, offers a four-year degree program in education. Various undergraduate and graduate degrees are offered to the general public by a branch of Chapman University, which is located on the Navy Seaplane Base. Embry-Riddle Aeronautical University at NAS Whidbey Resident Center offers both Associate and Baccalaureate degrees in aviation-related fields.

Oak Harbor Public Library

The Oak Harbor Public Library, a branch of the Sno-Isle Regional Library System, is located in Hayes Hall on the campus of Skagit Valley College. The library offers many services to children, young adults and adults including reference and information, children's programming and interlibrary loan. The Oak Harbor Library provides library services to approximately 41,325 residents in the City of Oak Harbor and unincorporated North Whidbey. This consists of access to 1.3 million items through the Sno-Isle Library System as well as the following library amenities:

- Magazines, audio and video cassettes, compact discs and computer software
- Storytimes for children to promote reading
- Homework assistance, to complement K-12 education
- Internet access
- Electronic databases
- Reference and Information services
- Outreach services to the homebound and local daycares
- Professional, trained local staff
- Computer equipment

In 1998, the library circulated 387,589 items, compared to 206,940 in 1983. The building contains approximately 10,700 square feet and currently holds a collection of 113,218 items, a 42.8% increase over the library's collection of 79,282 items in 1993 when the present facility opened. As of December 31, 1998, there were 21,699 registered borrowers at the Oak Harbor Library, and this can be compared to the 1993 figure of 19,299. Reference transactions which include in-person, telephone and fax questions totaled 83,728 in 1998, a 22.98% increase over 1997 figures. The use of electronic resources by library patrons is significant and increasing. In 1998, Oak Harbor in-library access logons to the Sno-Isle catalog and on-line databases totaled 43,804.

Usage statistics gathered by the Sno-Isle Regional Library System for the Oak Harbor Library indicate that 59% of borrowers are residents of the City of Oak Harbor and the remaining 41% live outside the city limits. It is advisable then to use population projection estimates for both the city of Oak Harbor and unincorporated North Whidbey when planning a library facility to serve

Oak Harbor Library patrons. To keep pace with population growth in North Whidbey, a potential source of funding for expanded library facilities is new legislation signed into law in 1995 and codified in RCW 27.15 which allows the formation of library capital facility areas in the state of Washington. A library capital facility area is an independent taxing unit formed within the boundaries of an existing rural county library district. Funds approved by voters can be used to finance a new library or remodel an existing library.

Goal 4 - Encourage and promote public and private institutions dedicated to the pursuit of education.

- Policy:**
- 4.a** The City should coordinate with Oak Harbor School District, Skagit Valley College and other educational institutions in preparing long-range plans, development regulations and capital projects.
 - 4.b** The City should coordinate with the Oak Harbor School District, Skagit Valley College and other public entities for joint use, including maintenance, of facilities for public use.
 - 4.c** The City should continue to include the Oak Harbor School District in the City's development review process and advise the administration of all municipal activities that may affect the District.
 - 4.d** The City should coordinate its economic diversification plans with Skagit Valley College and other educational institutions and support reasonable plans for campus expansion (See also, Economic Development and Land Use elements).
 - 4.e** The City should work cooperatively with the Oak Harbor School District, Skagit Valley College and Oak Harbor Public Library to share information and resources.
 - * 4.f** The Library Board is responsible for advising City Council on all matters related to the Oak Harbor Public Library.
 - * 4.g** The City and Sno-Isle Regional Library should continue to implement library expansion and improvements to advance customer service, information technology and operational efficiency.

*subject to review by the Library Board

Youth Services

Young people represent the future of our community and merit special efforts that meet their needs within the scope of government services. Oak Harbor is a diverse Community with a high proportion of youth to adult citizens. A previous survey (The Sourcebook of Zip Code Demographics, CACI Marketing Systems, 1994) indicated Oak Harbor having 20 percent more youths than an average City of its size in Washington State. Youth services typically combine recreation, education, counseling, and prevention programs to meet the varied needs of youth. Services to youth in Oak Harbor are provided by government and civic organizations, the Naval Air Station, schools, churches and other non-profit organizations. A center based youth program

is in the planning stages as a cooperative effort between the Naval Air Station, the City and private sector organizations. Increasing concerns regarding substance abuse, youth violence, gangs and crime prevention have made youth services even more critical to the long term growth and health of our community.

Goal 5 - Ensure that youth in our community are offered a wide variety of services that challenge their potential and encourage positive development.

Policy: **5.a** Work cooperatively with community organizations to develop viable programs for the Community's youth.

Discussion

Coordinate programs and strategies with the Oak Harbor School District, to help create a forum in which youths are active members.

5.b City resources, including the Parks and Recreation and the Police Departments, should have pivotal roles in the development and execution of youth programs.

5.c The City of Oak Harbor shall appoint a representative of the City Council, Parks Department and/or police Department to the community youth activities project.

5.d The City, in cooperation with other agencies and organizations should establish funding to support Youth Services as an integral part of community services.

Goal 6 - Offer Youth Services and programs to all youths of our community and their families. They should reflect the diversity and uniqueness of the North Whidbey/Oak Harbor community.

6.a Services will be developed for all military and non-military youths of the community.

6.b Evaluate and develop programs which focus on the needs of youths of differing race, ethnicity and gender.

Discussion

A balance in male and female services and program opportunities should be maintained by all youth service providers.

6.c A "pro-family" focus should be utilized to ensure that programs strengthen the family unit.

Discussion

Parent/youth activities such as "Family Night" should be interspersed with youth programs. Parents will be needed to make such programs successful, not only

from the perspective of working as volunteers, but to be involved in formal and informal activities with their children. A "family night" should be planned as well as possible special events and sibling activities. The philosophy is to emphasize the integrity of the family unit and to ultimately strengthen its ties through role modeling and growth and recreational activities.

6.d Encourage integration of older members of our community with the youth.

Discussion

"Foster Grandparents," "Youth Senior Exchange" or other models should be utilized to integrate the elderly and the young.

Senior Services

In 1983, a study was undertaken to identify the needs of Oak Harbor's low and moderate income senior citizens. The need for a centrally located multi-purpose senior center was identified and established as a high priority by the City Council. In December of 1984, the City received a \$750,000 Community Development Block Grant to finance the construction of a senior center. The 8,000 square foot facility, located at the corner of 700 Avenue West and 20 NW Street, was designed to meet the existing needs of senior citizens.

Following dedication in September of 1986, paid membership reached 700 members during the first year of operation. In 1993, unduplicated attendance reached 3,000 older adults. In 1994, the City began planning for expansion of the center under another Community Development grant.

The Senior Center Director is supported by a program coordinator, a part-time adult day care/respite director, and a day care/respite activity coordinator. The day care program, among others, has been located in other facilities in the community. The center is also supported by over 300 dedicated senior and community volunteers.

Goal 7 - Continue to provide our senior residents with recreational, social, educational, and health maintenance services specifically designed to meet their current and emerging needs.

Discussion

The Goal and policies of this section are written to promote programs which allow seniors to remain independent and live in their personal dwelling units longer.

Policy:

- 7.a** The City should identify barriers to service access and define emerging needs of this group while updating planning strategies as needed.
- 7.b** The City should expand the senior center as use increases and unmet needs are identified.
- 7.c** Establish an interlocal Agreement with Island County to assure that the Senior Center remains capable of providing its services and adequate staffing is maintained.

Public Involvement

Local government is a democratic institution governed by elected representatives. As such, its policies, actions, and decisions should reflect the majority view of its constituency, tempered by the parameters of the state and national constitutions. Further, local government must ensure that its constituency is informed about the implications of its activities so that people can effectively express their opinions. This is particularly important in the establishment of policies affecting community growth and development.

Local Boards, Commissions and Advisory Committees

The City of Oak Harbor maintains seven special purpose boards with varying powers to advise and act in matters affecting public services and development. These include the Civil Service Commission, the Library Board, Park Board, Board of Adjustment, Board of Appeals, Senior Advisory Board, Police Policy Advisory Board, Marina Committee, and Planning Commission. Of these, the Planning Commission and Board of Adjustment have the most responsibility for addressing growth and development issues.

In addition to formally adopted boards and commissions, the City has, from time to time, established ad-hoc citizens committees to accomplish a specific task. This approach increases public exposure and involvement in municipal activities, providing greater assurances that new policies are consistent with the interests of the general citizenry. The Citizens Comprehensive Plan Task Force, which served as the steering committee for this plan update, was appointed by the Mayor and confirmed by the City Council. More information on the planning process is found in the Comprehensive Plan Introduction, Volume I.

Inter-governmental Relations

From the City's perspective, it is desirable to understand the role and intentions of each level of government and to establish policies that guide its approach to inter-governmental relationships affecting the community's growth and development. Oak Harbor coordinates its development review and planning activities with other governmental agencies and service providers. In particular, the establishment of an Urban Growth Area boundary and supportive interlocal agreement with Island County is an integral part of the Comprehensive Plan (See Urban Growth Area Element).

Goal 8 - Encourage the involvement of citizens in the planning process and ensure coordination between the City and other jurisdictions to advance community Goals and reconcile conflicts.

Policy: **8.a** City plans, policies and regulations shall be subject to public review and deliberation.

Discussion

Ensure agendas for public meetings including, but not limited to, City Council, Planning Commission and Board of Adjustment Hearings, are published prior to meetings and posted in public places as well as in the local newspaper. The City should also publish a Citizens Guide which outlines all public organizations, positions, and opportunities for citizen involvement.

- 8.b** The City should seek to maintain diverse public involvement, and expeditiously appoint new advisory board and commission members as vacancies occur.

Discussion

Consideration should be given to announcing vacancies in the local newspaper as a means of encouraging community interest.

- 8.c** The City should actively include older adults in its governance.

Discussion

Through appointments to boards, task forces, commissions and ad hoc committees, the City recognizes the contributions of life-time experience, training and knowledge older adults have attained.

- 8.d** The City should provide timely and effective public notification of land use actions.

Discussion

City ordinances require different levels of public notification dependent upon the type of land use action proposed. The City should consider expanding public notification procedures for actions which most directly impact existing residents and businesses. The short plat and site plan review processes, because they are administered by City staff without public hearings, are examples of where the City and the public, such as adjacent property owners, would benefit from notification.

- 8.e** The City should cooperate with all levels of government to serve the public interest (See Urban Growth Area and Utilities elements).

Permitting

Various City departments are responsible for issuing permits and licenses. Some permits, such as major land use approvals, require authorization by the City Council, after recommendations by the Planning Commission, while other approvals, such as short subdivision plats and building permits, are administered by City staff. The City recognizes that fair and efficient processing of permits is in the interest of property owners, private businesses, and the City Administration.

Goal 9 - Process land use and development permits in a fair and timely manner, with City decisions based upon clear and objective standards to ensure predictability.

- 9.a** The City should combine review and notification procedures for multiple permits, whenever possible, to eliminate unnecessary delay in review of development applications.

Discussion

This policy is intended to improve communications between City departments and applicants in an effort to concurrently process multiple permits and prevent

unnecessary delays, possibly through presubmittal discussion. The policy is not intended to reduce public participation or limit statutory review procedures, such as notification requirements.

- 9.b** The City should consider streamlining procedures under the State Environmental Policy Act and Shoreline Management Act, as such programs may be developed by the State of Washington.
- 9.c** The City shall process development applications within the legal time frames established by state law.

Discussion

In the event of a heavy work load, the Planning Commission may consider auxiliary meetings or workshops to address planning and development problems.

- 9.d** The City should consider establishing a fee structure for development permits which is graduated to reflect demands on staff time.

Discussion

For example, larger, more complex projects require more time for review by City staff than smaller projects which presently fall under the same classification and fee. Further, it may be in the city's best interest to obtain a special fee for projects requiring outside consultant review and technical support.

Property Rights

Goal 10 - Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions. (Also see the United States Constitution, 5th Amendment)

Policy:

Discussion

In addition to the following policies, the City of Oak Harbor will abide by the *State of Washington Attorney General's recommended process for evaluation of proposed regulatory or administrative actions to avoid Unconstitutional Takings of Private Property, 1993*.

- 10.a** The rights of property owners, operating under current land use regulations, shall be preserved unless a public health, safety or welfare purpose is served by more restrictive regulation.
- 10.b** Proposed regulatory or administrative actions shall not result in an unconstitutional taking of private property without just compensation.
- 10.c** The City shall not exceed its valid authority as granted to it under police powers or by any other grant of power.

City Administration

The following section describes City departments not previously described in this section. For information on the Fire Department, Police Department and Senior Center, please refer to previous information in this chapter.

Mayor and City Council

The City of Oak Harbor is a non-charter code City as described in Title 35A of the Revised Code of Washington. It was incorporated in May of 1915 and operates under a Mayor/Council form of government. In addition to establishing municipal policy, the Mayor and Council are responsible for enacting laws, appointing members of the City's advisory and discretionary boards and commissions, adopting the annual budget, authorizing municipal expenditures, establishing tax levels and approving of contracts and agreements.

City Supervisor

The City Supervisor is responsible for assisting the Mayor and City Council in the development of municipal policy and day to day administration of the City. One of the supervisor's most important functions is guiding the municipal staff, the Mayor and the City Council through the annual budget process.

Finance Department

The Finance Department manages the flow of municipal revenues and expenditures through the City. Specific responsibilities in this regard include accounting, utility billing, cash management and investments. In addition, the Clerk and Treasurer's offices handle various licenses, keep municipal records and manage the City's financial data processing system.

Legal Services

The City Attorney's Office provides legal services for City government including: legal counsel to the Mayor, City Council and departments; preparation and review of contracts, ordinances and resolutions; carrying out or supervision of litigation involving the City; and prosecution of offenses under City ordinances.

Community Development Department

This department is responsible for the City's comprehensive planning and economic development programs and provides current planning services such as development review, zoning, and subdivision administration. The department undertakes various community development projects in conjunction with other governmental agencies, community groups, and City departments.

Public Works

The Public Works Department has two Department Heads, one which oversees streets, water and rental equipment services and the other oversees solid waste, sanitary sewer and storm drains. The entire Public Works Department includes: Parks, Streets, Water, Sanitary Sewer, Solid Waste, Equipment Rental and Repairs, and the Recreation Director. This department maintains, operates and constructs many elements of the City's infrastructure, such as storm drains, sewers, water and street facilities.

Engineering Department

The Engineering Department is responsible for planning, financing, budget, design, inspection, and management of infrastructure improvements including transportation, water, sewer, and storm drainage. This department provides advise to the Mayor, City Council, staff and public on

technical matters pertaining to City facilities and recommends mitigation methods of development impacts. Staff provides traffic expertise and produces project plans and specifications followed by inspection of public improvements. Utility plans for private development are reviewed and approved records of all public and private infrastructure improvements are maintained by this department.

The Building Division is a function of the Engineering Department and is responsible for enforcement and administration of the City's building and zoning codes. Staff in this division perform plan review and issue building permits for all private and public buildings constructed within the City boundaries. Building inspections are performed for all permitted construction projects and business occupancy requests. Historical construction records are maintained in address files through this division.

As the City grows in population and geographic area, this organizational framework will undoubtedly change. Some departments will grow and some functions will be relocated or adjusted within the organization. New technical, professional and administrative knowledge and skills will suggest better ways for the City to accomplish its public purpose.

Fire Department

[See the Law Enforcement, Goal 1]

Police Department

[See Fire Protection, Goal 2]

Senior Center

[See Senior Services, Goal 7]

Goal 11 - Maintain and enhance the facilities and services the City provides in an efficient and cost-effective manner.

- Policy:**
- 11.a** Maintain and enhance a municipal organizational structure that is flexible enough to accommodate the changing public service demands caused by growth in the City's population and geographic area.
 - 11.b** The City shall seek to maintain adequate personnel, facilities and technology for the various municipal departments.

Discussion

One method of determining personnel needs as the City grows is to consider the organizational structure of larger municipalities. With increased population, the need for all services is likely to grow. While technological advances and other efficiencies should help to maintain service levels, it will be necessary to train and/or attract personnel with skills in the appropriate fields. Individual departments should be encouraged to adopt performance standards and, through the budgeting process, inform the City Council when additional resources are needed.

- 11.c** Maintain and enhance over-sight procedures (checks and balances) for all financial activities to provide a high level of expenditure efficiency and safety of investments.

City Employment - January 2003

<u>Department</u>	<u>Number of Employees</u>
Mayor Office	1
City Administration	3.5
Finance	8
Legal Services	4
Development Services	12
Planning	4
Engineering	5
Building	3
Public Works	41
Fire	11
Human Resources	1
Police	37.5
Senior Center	4
Marina	5
Systems Administrator (not a City employee)	1

CITY OF OAK HARBOR AND NAVAL AIR STATION WHIDBEY ISLAND COMMUNITY COORDINATION

Introduction

The Whidbey Island Naval Air Station plays an important role in the population of Oak Harbor. Ault Field serves as an employment base and a market for services, while increasing the population of the City with military personnel and their dependents. For example, in 1993 there were 24,155 military and civilian personnel and dependents directly related to NAS Whidbey. Of this amount, 94 percent live in the North Whidbey/Oak Harbor area or a total of 78 percent of the total population. NAS Whidbey also has a significant impact on employment. Based on a survey of Oak Harbor residents¹², approximately 50% of all employment in the North Whidbey and Oak Harbor area was in the active military¹³. In addition, because the U.S. Navy is a "basic" industry, i.e., an industry that brings in revenue and employment from outside the community, it attracts other secondary employment business such as retailers and service firms. In 1991 there were 0.2378 Navy dependent jobs for each basic military employee.¹⁴

The following is part of the *North Whidbey Community Action Diversification Plan*, adopted in August 1995:

The Update for the Defense Base Closure and Realignment Commission states that the "1991 and 1993 Commission findings remain valid today. The immense value of NAS Whidbey as the hub of an irreplaceable Northwest training complex, which is uniquely suited to the training needs of the EA-6B and P-3 aircraft, and which offers assets not found elsewhere in the country for aircraft of all branches and services...[is that] NAS Whidbey is a modern facility, with exceptional training assets. Air space is a precious commodity, which cannot be reclaimed when lost. The increasing crowding of airspace in other regions of the country has significantly impaired the ability of the military services to conduct realistic airborne training, a fact which greatly enhances the value of the unencumbered airspace in the Pacific Northwest...To close NAS Whidbey would not only lose irreplaceable training assets, but would also require significant and unnecessary construction costs to expand other facilities to accommodate the current and projected NAS Whidbey units. Reductions in force structure will occur in the post cold war military. However, the reductions must meet readiness standards and must be closely scrutinized for accuracy and feasibility. If all standards are uniformly applied, NAS Whidbey will remain open well into the 21st century."

Just as the Defense Base Closure and Realignment Commission recognized the importance of the NAS Whidbey to the Navy, the City of Oak Harbor recognizes its importance to the greater Oak Harbor community. This section of the Comprehensive Plan provides a summary of the goals and policies that support the mission of NAS Whidbey and displays the spirit of cooperation between the City of Oak Harbor and the Navy. NAS Whidbey and Oak Harbor are

¹² Seattle Pacific University, Center for Entrepreneurship of the School of Business and Economics

¹³ Employment Forecast of Greater Oak Harbor 1995 - 2013, Oak Harbor Planning Department (Revised 3/17/93).

¹⁴ "The Economic and Demographic Impact of NAS-Whidbey Closure", Reed Hansen & Associates, 1991.

interconnected by planning issues. Goals and policies that either directly support NAS Whidbey Island or that support the military and civilian personnel who are employed there, can be found in every element of the Comprehensive Plan. Listed below are key goals and policies. Please note that not all policies associated with a particular goal are shown.

Comprehensive Plan Elements

Land Use Element

Maintaining land use compatibility with NAS Whidbey is of paramount importance to the City of Oak Harbor. The City has adopted an Aviation Environs Overlay Zone, noise disclosure statement and noise zone construction standards as part of the Municipal Code. The following goal and policies to help maintain land use compatibility:

Goal 9 - To consider, and where appropriate, implement the Navy's Air Installation Compatible Use Zones (AICUZ) recommendations, and all other pertinent related information, in making land use decisions.

Policy: **9.a** Require residential development to occur outside of high aircraft noise level areas (above 70 Ldn).

Discussion

Ldn is the day/night average sound level, measured in decibels. Ldn is the common means of measuring sound.

9.b Encourage residential development to locate outside of moderate aircraft noise areas (60 to 70 Ldn), allowing for residential development where a demonstrated need exists and compliance is met with policy 9.e.

9.c Ensure that land use and population densities in Accident Potential Zones remain low to conserve the highest degree of public health, safety, and welfare.

9.d Ensure that no new land use proposals, structures or objects interfere with the safe operation of aircraft or deny the existing operational capability of Ault Field. Land use proposals, structures, or objects that may create an obstruction to air navigation will be reviewed for compatibility with airport operations. Hazards to air navigation will not be permitted.

9.e Ensure that new structures built for human occupancy in designated noise impacted areas, as identified in the aviation environs section of the city code, are constructed to a noise level reducing standard that is appropriate for the outdoor noise levels that will be experienced by the inhabitants. In addition to indoor noise level reducing construction design standards, outdoor noise level reducing measures should be considered in site planning, building location and alignment, and site design.

- 9.f Ensure the disclosure of potential noise and accident potential impacts on prospective buyers, renters, or lessees of property or structures they intend to purchase, rent, lease, or otherwise occupy.
- 9.g Continue monitoring and update the Aviation Environs portion of the municipal code.

Urban Growth Area Element

The Urban Growth Area (UGA) plays a significant role in planning for Oak Harbor's future. Oak Harbor's UGA also assists the City in meeting State planning Goals; such as encouraging development in urban areas where public facilities and services exist or can be provided in an efficient manner, reducing the inappropriate conversion of undeveloped land into sprawling low density developments, and protecting the environment and enhancing the state's high quality of life. Consistent with the County-Wide Planning Policies, the term UGA includes both the incorporated land and the surrounding unincorporated area that is planned to accommodate future urban development. Policies that relate to NAS Whidbey include:

Goal 3 - The City and County shall adopt inter-jurisdictional cooperation policies regarding land within and surrounding the UGA.

- Policy:**
- 3.c Continue to use an amend as necessary the Interlocal Agreement between Oak Harbor and Island County as the primary means of implementing compatible land use policies, procedures, public facility planning, and development standards and regulations within the UGA.
 - 3.d Plan development within the UGA for future annexation to the City by ensuring uses are compatible with the adopted Comprehensive Plan.

Housing Element

The ability to provide adequate opportunities for housing, and affordable housing, is important to the City of Oak Harbor. It is especially important to the City's relationship with NAS Whidbey as the personnel employed by the Navy are only partially housed in Navy housing. Affordability of housing is recognized as a key factor in the ability of Oak Harbor to meet the needs of all its citizens.

A housing analysis was performed in 1993 during the drafting of the first GMA comprehensive plan. It was determined that for households in need (those households earning less than \$20,000 and paying more than 30% of their income for housing) there was an unmet need of 953 units. This unmet need was projected to be 1,647 units by 2010. The housing analysis recommended that 40% of all new units constructed should be affordable. An analysis was performed in 1999 to monitor the progress in construction of affordable housing units. The analysis concluded that between the period of 1994 to 1998, 36% of all new units were affordable. This is very close to the 40% goal of the 1993 study. Two Comprehensive Plan goals directly support the City's efforts in providing for adequate housing:

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

Goal 3 - The City shall identify sufficient land for housing.

Environmental Element

The City of Oak Harbor recognizes the value of its natural environment and supports environmental protection and enhancement. The community recognizes that total preservation may not be feasible in an urban area. Rather, the City should seek to implement environmental Goals within the context of planned growth. This approach accepts the demand for growth and suggests that urbanization can be sensitive to those resources found to be valuable to the community.

The City recognizes that it must coordinate with the Navy on environmental issues, since NAS Whidbey is such an integral part of the community and has stewardship over many environmentally sensitive areas.

Goal 3 - Encourage alternative methods of resource protection and stewardship.

Policy: 3.c The City and/or land trust should work with the Navy and other applicable agencies to acquire open space lands.

Utilities Element

Water

Oak Harbor obtains water from Anacortes via 10- and 24-inch transmission lines, and from an aquifer below the City via three wells. The Anacortes supply is the primary source. Oak Harbor has entered into a 20-year Water Supply Agreement with Anacortes, and renegotiates water charges and committed water volume with an annual amendment. The Navy is a wholesale water customer of the City. The Navy and the City have an equal allocation of water capacity through the existing transmission lines. The supply and transmission system has sufficient capacity to meet the projected 2013 peak-day demand for the UGA service area, with an excess capacity of 16% if the City's wells are not producing and 21% if the wells are producing.

Wastewater treatment

The City and the Navy share a wastewater treatment facility on the Seaplane Base. An existing contract determines the amount of treatment capacity allocated to both entities.

Existing goals and policies address wastewater discharge requirements:

Goal 4 - Minimize aesthetic and environmental degradation from utility operation, installation, replacement, repair and maintenance.

Policy: 4.f Meet National Pollution Discharge Permit requirements for sanitary sewer discharge.

Discussion:

The City should coordinate with the Navy to help address the sewer discharge from the Navy base to achieve the National Pollution Discharge Permit requirements. The City should consider any methods necessary to reach these requirements, including possible regulation of garbage disposal units. (See Environment Element.)

Transportation Element

Transportation within Oak Harbor and to and from the Ault Field and the Seaplane Base is addressed in general terms by the goals and policies of the Transportation Element. The City of Oak Harbor recognizes that efficient transportation systems support NAS Whidbey operations.

Goal 1 - Ensure the City's transportation and circulation system remains reasonably safe and efficient while accommodating the growth anticipated within the Oak Harbor UGA.

Goal 3 - Ensure viable transportation alternatives.

Goal 5 - Improve the pedestrian accessible system.

The City should:

Policy: 5.e Complete the Waterfront Trail, from Scenic Heights to Maylor Point, through a cooperative effort with private property owners and the Navy.

Discussion:

Completion of the Waterfront Trail as described above will provide connectivity between existing and proposed activity centers as well as provide a link to the City's waterfront heritage.

Capital Facilities Element

The Capital Facilities Element links adequate physical infrastructure and facilities with development. As with the other elements, coordination between the City and the Navy on capital facility projects benefits both parties.

Goal 2 - Implement capital facilities projects in accordance with the funding policy priorities of Oak Harbor.

Policy: 2.c Coordinate with the Navy, Island County, and other applicable agencies during planning stage for timely siting and development of facilities of regional significance to ensure the consistency of each jurisdiction's plans.

Economic Development Element

As was noted earlier, as the largest employer in North Whidbey, NAS Whidbey has a significant economic impact on the greater Oak Harbor area. Yet it is realized that additional economic

growth is required in order for Oak Harbor to maintain economic stability. This chapter of the Comprehensive Plan is in part based upon the ‘*North Whidbey Economic Diversification Action Plan*,’ which contains the following mission statement:

“North Whidbey is committed to creating a planned and diversified local economy that creates opportunities for fairly paid employment and a strong local tax base, while respecting the unique quality of life we treasure. To accomplish this mission, we will create proactive community and customer service support programs which will maintain NAS Whidbey, support the vitality of existing businesses and encourage compatible new economic activities.”

The Economic Development Element provides the goals and policies intended to assist in meeting this goal.

Goal 4 - Continue working with the Navy to enhance economic opportunities.

Policy: **4.a** The City of Oak Harbor supports the continuing operation of NAS Whidbey as a military installation. Should the present character of operations and mission change in the future such that the Navy can support joint use, then the opportunity for joint use of Ault Field should be explored.

Discussion

The opportunity for joint use of Ault Field was explored in the North Whidbey Community Diversification Action Plan of April, 1994. The Plan's conclusion; "The operations of NAS Whidbey and related directives regarding military, security and other logistical, environmental and surplus issues clearly make joint use not a viable option, particularly for the scope of time of this study" (Chapter 1, page 10).

Laws, regulations, policies, and criteria regarding joint use of military airports can be found in the Federal Aviation Act of 1958, the Federal Airport and Airways Development Act of 1970, the Federal Airport and Airways Improvement Act of 1982, and Secretary of the Navy Instruction 3770.2. Associated airspace, land use, facilities, environmental, etc., regulations, policies, and/or criteria may also apply and can be found in applicable Public Law, Executive Order, the National Environmental Policy Act, Department of Defense and Department of the Navy policies and regulations, Federal Aviation Regulations, etc..

4.c The City should work together with the Navy to encourage Naval procurement of local products and services.

Goal 5 - Implement long-range economic diversification projects to provide job opportunities and reduce economic reliance on Naval Air Station Whidbey Island.

Discussion

The majority of the policies within this Goal can be referenced directly to the "North Whidbey Community Action Plan".

- Policy:**
- 5.a** The City, in cooperation with Island County and other stake-holders, should work to increase the number of jobs in primary industries and the retention of existing employment.
 - 5.c** The City should work to establish the North Whidbey Enterprise Area to facilitate the creation of primary jobs in targeted business sectors (see North Whidbey Economic Diversification Action Plan and map).
 - 5.d** The City should plan to annex the Enterprise Area and coordinate the extension of utilities, in conformance with the UGA and Utilities Element.
 - 5.e** For consistency with the Enterprise Area concept, review existing standards, such as requirements for fire flow and sanitary sewer.
 - 5.f** The City should pursue the financing and construction needed to upgrade Goldie Road and Oak Harbor Road corridors and extension of Cemetery Road, in conformance with the Transportation Element.
 - 5.g** Adopt performance zoning and design standards for the Enterprise Area to allow flexibility in site design and use, while requiring a high standard of aesthetics, circulation, and overall compatibility with the small-town character of Oak Harbor and unincorporated Island County.
 - 5.h** The City should adopt a minimum target to increase the share of North Whidbey area manufacturing jobs from 4 to 8 percent as well as increase transportation and utility jobs from 1 to 3 percent of all non-agricultural workers by the year 2013.

Discussion

The wording of this policy is to suggest an increase in private sector jobs, rather than governmental jobs.

- 5.i** Encourage non-polluting industries to locate within the city and/or urban growth area.
- 5.j** The City should pursue funding and construction of the North Whidbey Enterprise Area sewer as a means of encouraging economic growth and job creation in this area.

Government Service Element

Goal 6 - Offer Youth Services and programs to all youths of our community and their families. They should reflect the diversity and uniqueness of the North Whidbey/Oak Harbor community.

Policy: 6.a Services will be developed for all military and non-military youths of the community.

Urban Design Element

The Urban Design Element provides the goals and policies that direct the visual appearance of the community. These goals and policies directly contribute to the quality of life for all the citizens of Oak Harbor.

Goal 4 Protect viewsheds and view corridors.

Discussion

The City of Oak Harbor defines a viewshed as a panoramic view from a single location. Significant viewsheds include views of Mt. Baker, Mt. Rainer, Cascade mountain range, Olympic mountain range, Oak Harbor Bay, Maylor Point (especially wooded and tidal flat areas) and Saratoga Passage.

Policy 4.f The City and the Navy should cooperate on the protection of viewsheds and view corridors.

Goal 8 - The City should adopt measures to enhance the entryways into Oak Harbor with early and continuous community input.

Policy: 8.c Form partnerships with the Navy, the Washington State Department of Transportation, Island County and other property owners to implement the entryway design guidelines.

Related Documents

Comprehensive Plan Non-Project Environmental Impact Statement

A non-project environmental impact statement (EIS) was prepared during the drafting of the first GMA comprehensive plan (1995). This EIS evaluated five alternatives for addressing growth in Oak Harbor. Each of the alternatives analyzed issues previously discussed above such as housing, employment and the environment. Throughout this analysis the presence of NAS Whidbey played a critical role in planning for the future of Oak Harbor. For instance, noise and safety issues resulting from aircraft operating from Ault Field are addressed in the Comprehensive Plan through the designation of uses compatible with the Accident Potential Zones (APZ's) and noise sensitivity areas (DNL or Ldn contours) established by the Navy. In addition, it is projected that NAS Whidbey will provide 500 additional residential units to serve military families over the next 20 years, including the necessary roads and utilities, and has joint agreements with Oak Harbor on sewer treatment and potable water.

Shoreline Master Program

The City of Oak Harbor Shoreline Master Program contains an applicability to federal agencies section. Direct federal agency actions and projects occurring on lands subject to the Washington State Shoreline Management Act and within the City's shoreline jurisdiction shall comply with WAC 173-27-060 (as filed on 9/30/96, effective 10/31/96).

Oak Harbor Municipal Code Chapter 6.90, Noise Disclosure Requirement

This chapter requires that any person selling, leasing or offering for sale any property within the noise contours of 60Ldn or above must give notice to the prospective buyer or lessee of the fact that property is in an area impacted by noise.

Oak Harbor Municipal Code Chapter 17.30, Noise Attenuation Standards

The purpose of this chapter is to safeguard life, health, property and public welfare by establishing minimum requirements regulating the design and construction performance standards of buildings for human occupancy in the noise sensitive vicinity of the Whidbey Island Air Station and Ault Field, to ensure compatibility between the air station and surrounding land uses, and to protect the air station from incompatible encroachment.

Oak Harbor Municipal Code Chapter 19.50, Aviation Environs Overlay Zone

This chapter serves as an overlay district that applies additional standards and requirements to properties located within an underlying zoning district. It also shares the same purpose statement of OHMC 17.30, Noise Attenuation Standards. The two subdistricts of this chapter (Noise Zone A and B) determine which of the noise attenuation standards from OHMC 17.30 apply to a given project.

ACKNOWLEDGMENTS

Oak Harbor Comprehensive Plan Task Force 1994 - 1995

A planning effort such as this one contained many discussions. For 12 months, a Citizen's Comprehensive Plan Task Force met to direct the plan preparation. The 20 member Task Force met 35 times over a period of one year. Various members of the Task Force served on focus groups and editing committees. The Task Force members represent all sectors of the community interests. Their task is to balance all of the elements of community interests into a cohesive plan to direct the growth of the community into the 21st century.

The goals and policies contained in this plan reflect their vision and concern for the quality of life in Oak Harbor. The values they represent are those tenets which the Task Force hold as important to preserve and enhance quality of life in the community. They are useful both for immediate decision making and for helping the leaders of tomorrow judge future project proposals. As individual projects or policy changes are suggested in the years to come, they will be discussed in relationship to the goals and policies in this plan. The tone which has been set by the plan must be reinforced by further implementation actions.

The service the Task Force provided the City is beyond measure. Their goals will continue to shape the community for many years to come. The printing of this plan represents a successful accomplishment. The community owes a great amount of gratitude to those individuals who participated in this plan.

Marsha Chatman, Chair	Chamber of Commerce
Frank Simmons, Vice Chair	Ministerial Association
Kenna Bridges	Planning Commissioner
Robert Craig	Planning Commissioner
Robert Fakkema	Economic Development Council
Ron Wallen	Island County Builders Association
Sheila Davies	Whidbey Island Board of Realtors
Dorthy Neil	Island County Historical Society
Rich Melaas	NAS Whidbey Island
Lois Meyers	AARP
Fannie Dean	Multi-cultural Association
Jim Arnsberger	Audubon Society
Rick Chapman	Downtown Development Council
Marguerite Walsh	Oak Harbor School Board
Vic Guerra	Citizen at Large
Kathy Vohland	Citizen at Large
Bob Miller	Opportunity Council
Harriette Hayes	Citizen at Large
Lois Repoz	Teachers K-12
Ken Jensen	Island County Housing Authority

GLOSSARY

Accessory Dwelling Unit - An additional living unit, including separate kitchen, sleeping, and bathroom facilities, attached or detached from the primary residential unit, on a single-family lot.

Adequate public facilities - facilities which have the capacity to serve developments without decreasing levels of service below locally established minimums.

Affordable Housing - housing that does not exceed 30% of a family's gross income, for households at or below 80% of Island County's median income level.

Annexation - The incorporation of a land area into an existing community with a resulting change in the boundaries of the community.

Available Public Facilities - facilities or services are in place or that financial commitment is in place to provide facilities or services within a specified time.

Average - The arithmetic mean, a number that typifies a set of numbers of which it is a function.

Board of Adjustments - A local body, created by ordinance, whose responsibility is to hear appeals from decisions of the zoning administrator and to consider requests for variances and conditional uses.

Bonds - A certificate of debt issued by a governmental or corporation guaranteeing payment of the original investment plus interest by a specified future date. (Also see the Capital Facilities Plan, Volume III)

General Obligation Bond - Voter-approved or Councilmanic bonds that are backed by the value of property within the jurisdiction. Voter-approved bonds will increase the property tax rate, with increased revenues dedicated to paying principal and interest on the bonds. Councilmanic bonds are authorized by the jurisdiction's legislative body without the need for voter approval and does not utilize a dedicated funding source for repaying the bondholder.

Business Incubator - Packages of low priced office space, facilities, and services offered to new and expanding small businesses.

Capital Facilities - A structure, improvement, piece of equipment or other major asset, including property that has a useful life of at least ten years. Capital facilities are for public purposes and services including, but not limited to, streets, utilities, fire, and police protection.

Capital Improvements Program/Plan (CIP) - A document outlining anticipated expenditures to create, expand, or modify capital facilities.

Carrying Capacity - The level of use which can be accommodated and continued without irreversible damage.

Commercial - Commercial uses include any business that sells goods and services, including, retail, office, and restaurants.

Community - general term for City, town, unincorporated locality, planning area, or sub-city division that has some legal, functional, or historical basis as a geographic unit for sub-county forecasting.

Comprehensive Plan - A legal, comprehensive, long-range document intended to guide the growth and development of a community or region; it includes analysis, recommendations, and proposals that address the community or region's population, economy, housing, transportation, community facilities, and land use.

Concurrency - A growth management principal requiring adequate public facilities be available when the impacts of development occur.

Conditional Use - A use permitted in a particular zoning district only upon showing that such use in a specified location will comply with all the conditions and standards for the location or operation of such a use as specified in a zoning ordinance and authorized by the planning board.

Conservation - The controlled use and systematic protection of natural resources.

Consistency - Compatibility among the different components of the Comprehensive Plan and supporting data.

County-wide Planning Policies - Policy statements to establish a county-wide framework for which the county and City comprehensive plans are developed and established to ensure consistency, as required by the GMA.

Critical Areas - Critical areas include shorelines, wetlands, fish and wildlife habitat, frequently flooded areas, areas of aquifer recharge value and hazardous slope areas. State and local regulations require identification and expert assessment of critical areas prior to development approval.

Dedication - Gift or donation of property by the owner to another party.

Demography - The study of population and its characteristics.

Density - A method of relating land and dwelling units or the number of persons per housing unit, per unit of land. Usually expressed by number of units per acre.

Design Review - Local standards are set for a special district of a significant area, and development is reviewed for meeting these criteria at the time of the application for a building permit.

Determination of Non-significance (DNS) - Written decision by the responsible lead agency that a proposal will not likely have significant adverse environmental impacts and therefore not requiring an environmental impact statement.

Determination of Significance (DS) - Written decision by responsible lead agency determining a proposal will likely have significant adverse environmental impacts requiring an environmental impact statement.

Development Regulations - Controls placed on a development or land use activities by state, county, and City municipalities which include, but are not limited to, zoning ordinances, planned unit developments, subdivisions, and site plan ordinances.

Development Standards - Minimum standards for new developments required by local governments for the provision of streets, fire and building safety, utilities, landscaping, and public access.

Down Zone - To increase the intensity of use by increasing density or floor area ratio or otherwise decreasing bulk requirements.

Easement - A grant of one or more of the property rights by the property owner to, and/or for the use by, the public, a corporation or another person or entity.

Eco-Tourism - Regional areas that attract tourism for the natural surroundings, such as the Everglades in Florida or Old Faithful in Yellowstone National Park.

EDC - Island County Economic Development Council

Eminent Domain - The power of local governments to condemn private property for which just compensation is to be paid.

Encroachment - Any obstruction in a delineated floodway, right-of-way, or adjacent land.

Ensure - To make sure or certain.

Enterprise Area - The area within the UGA bounded by Ault Field Road on the north, and generally between Heller Road on the west and the Goldie Road commercial/industrial areas on the north. The enterprise area is proposed to include industrial, light industrial, manufacturing, research and development and office uses.

Environmental Impact Statement (EIS) - A detailed written statement that analyzes the probable adverse environmental impacts due to development or land use activities, possible alternatives, mitigation measures, and unavoidable adverse impacts.

Goal - A broad statement of what is desired to be achieved in the future as determined through a citizens involvement process.

Gray Water - All waste water, except solid waste, that can be recycled.

Greenbelt - Undeveloped open space and natural areas, including agricultural lands, golf courses, and wildlife corridors surrounding developments or used as a buffer between land uses or to mark the edge of an urban area.

Gross - Total area of land without any deductions.

Group Quarters - A dwelling unit that houses unrelated individuals.

Growth Management Act (GMA) - The Washington State Growth Management Act, enacted in 1990 as ESHB 2929, amended in 1991 as ReSHB 1025, and implemented through the Department of Community, Trade and Economic Development.

Holding Capacity - The sum of the permitted residential densities in land use zones in a jurisdiction times the area of those zones. This term can be interchanged with "build-out capacity." The capacity can be expressed in population or housing units; housing units require an assumed average household size and vacancy rate.

Housing Land Bank - The County would purchase land available at relatively low cost and hold it for later development. Publicly owned land appropriate for housing development could also be included in the land bank as well as donated private land.

Impact Fee - A fee paid by the developer for absorbing the local government costs of new development.

Infill Development - Development of vacant lots within otherwise developed land areas.

Inclusionary Zoning - Requiring new residential developments to set aside a percent of the entire development for affordable housing to low- and moderate-income home buyers.

Infrastructure - Public Facilities necessary to the functioning of an urban area, including streets, water and sewer lines.

Interim Urban Growth Area (IUGA) - A temporary urban growth area boundary designed by counties and cities prior to adoption of comprehensive plans under the GMA.

Inter-jurisdictional Area - The unincorporated areas of the UGA and joint-planning area, in which the County and City coordinate land use decisions.

Joint Planning Area - Unincorporated county land which will become the future growth and service area for a City and for which planning will occur jointly between the county and that City.

Land Capacity - The ability of the land to accommodate the impacts of growth.

Leapfrog Development - New development that is not contiguous with existing development and leaves substantial vacant land in between.

Level of Service (LOS) - Quantifiable measures of the amount of public facilities that are provided to the community, usually expressed in ratio of minimum capacity to demand.

Local Improvement District (LID) - Method used to finance public improvements and facilities by distributing the costs of the improvements to surrounding property owners.

Manufactured Homes - Mobile and modular homes. A structure, originally designed and constructed to be transportable in one or more sections, that is built on a permanent chassis, and designed to be used as a dwelling with or without a permanent foundation when connected to the required utilities.

Market Share - The number of buyers in the market that actually become customers within a geographical area.

Median - In the middle of two symmetrical halves: half are greater than the median number and half are less than the median number.

Mitigation Measures - Actions that reduce, minimize, avoid, or otherwise correct probable adverse environmental impacts.

Multi-family Dwelling Units - Includes: apartments, condominiums, and additional dwelling unit that is not a single family detached unit.

Municipality - A unit of local government; any municipal corporation of the state and any consolidated city-county government of the state.

National Environmental Policy Act (NEPA) - An act passed in 1974 establishing federal legislation for national environmental policy, a council on environmental quality, and the requirements for environmental impact statements.

Neighborhood Housing Services - A program that includes financing, rehabilitation, new construction, and other neighborhood improvements.

Net - Amount of land remaining after deductions have been made, such as City right-of-ways and easements.

Open Space - Any area of land or water in its natural or existing state that is essentially unimproved and designated, dedicated, reserved or preserved for scenic quality, or for sustaining sensitive ecosystems, for public or private use. This may also include scenic vistas along transportation corridors. This definition does not include existing lands with a Comprehensive Plan designation of Public Facilities.

Open Space Corridors - Open space corridors are lands useful for recreation, wildlife habitat, trails, and connection of critical areas.

Ordinance - A municipally adopted law or regulation.

Old Town\Downtown - Old Town is the historic commercial district of Oak Harbor from Midway Boulevard to City Beach, and from SE Barrington Drive to Oak Harbor Bay.

Performance Standard - A set of criteria or limits that a particular use of process must satisfy.

Performance Zoning - Flexible zoning which determines land use locations and characteristics through the application of performance criteria, which establish basic development standards and limitations, and specify the conditions under which developments will be allowed.

Parking and Business Improvement Area (PBIA) - Local self-help funding mechanism authorized by state law that allows businesses and property owners within a defined area to establish a special assessment district.

Policy - A general principle or plan that guides the actions taken by a person or group.

Public Facilities - Includes: streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water system, storm and sanitary sewer system, parks and recreation facilities, and schools.

Public and Quasi Public Land Uses - A use owned or operated by a nonprofit, religious or charitable institution and providing educational, cultural, recreational, religious or similar types of public programs.

Redevelopable Land - Land where the value of the property exceeds the value of improvements.

RCW - Revised Code of Washington, the governing laws of Washington State.

Rezone - To change the zoning classification of particular lots or parcels of land.

Right-of-Way (ROW) - The right to pass over the property of another. It usually refers to lands purchased or dedicated for public facilities, including: land for traffic lanes, bikeways, and utilities.

Rural - A sparsely developed area, with a population density of less than 100 persons per acre, where the land is undeveloped or primarily used for agricultural purposes.

Service Capacity - The geographical area that a specific utility can provide adequate service to without oversteering the maximum capacity.

Site Plan - A scale drawing showing the proposed uses and structures for a parcel of land as required by application regulations.

Scoping - The process of determining the range of proposed actions, alternatives, and impacts to be discussed in an environmental impact statement.

Self Help Homes - An affordable housing option that uses participant labor to reduce the cost of housing in relation to its final value.

Shall - Actions which are mandatory and which City officials and staff have the authority to carry out.

Should - Indicates intent and provides direction while at the same time allowing for needed administrative flexibility.

Spot Zoning - Rezoning of a lot or a parcel of land to benefit an owner for a use incompatible with surrounding uses and not for the purpose or effect of expanding the comprehensive zoning plan.

Sprawl - The conversion of undeveloped land into wide-spread, low-density development. Sprawl is also defined as residential densities between one unit per ten acres and two units per acre.

Strip Development - Large amounts of commercial, retail, and often multi-family residential developments locate in a linear pattern along both sides of a major arterial and typically, accessing directly onto the arterial.

Taking - To take, expropriate, acquire, or seize property without compensation.

Topography - The configuration of a surface area showing relative elevations.

Tree City USA - A national, non-profit, program to assist cities maintain and increase the number of public trees.

Uniform Building Code (UBC) - National building standards to provide minimum standards to safeguard life or limb, health, property and public welfare by regulating and controlling the design, construction, quality of materials, use and occupancy, location and maintenance of all buildings and structures within this jurisdiction and certain equipment specifications. These codes are established by the International Conference of Building Officials.

Upzone - To reduce the intensity of use by decreasing density or lowering the floor area ratio or otherwise increasing bulk requirements.

Urban - Residential, commercial, and industrial development that requires municipal utilities.

Urban Governmental Service - Governmental services historically and typically delivered by cities, and include storm, sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and not normally associated with non-urban areas.

Urban Growth Area (UGA) - A designated area within which adequate public facilities and services exist or can be provided in an efficient manner, such as water, sewer, utilities, fire, police, and transportation. An urban growth area may include territory outside of the City limits only if such territory already is characterized by urban growth or is adjacent to territory already characterized by urban growth.

Urban Infill - Development that occurs on vacant lots within urbanized areas.

Urban Sprawl - Scattered, poorly planned urban development that occurs particularly in urban fringe and rural areas and frequently invades land important for environmental and natural resource potential.

Variance - Permission to depart from the literal requirements of a zoning ordinance.

Vesting - Property where the landowner has the right to proceed with development. In Washington, land can be developed consistent with the building permit and subdivision regulations in effect at the time a "fully complete" application is submitted.

View Corridor - Linear view, for example looking down a narrow street.

Viewshed - A panoramic view, for example looking west towards the Olympic Peninsula.

Visioning - A public participation exercise to imagine and put into words the preferred future for a Community.

WAC - Washington Administration Code

Wetlands - Swamps or marshes, especially areas preserved for wildlife.

Will - Something decided upon by a person of authority, to decree or ordain.

Xeriscaping - Water conservation through creative landscaping, using water tolerant plant species.

Zero Lot Line - The location of a building on a lot in such a manner that one or more of the building's sides rest directly on a lot line.

Zoning - The dividing of a municipality into districts and the establishment of regulations governing the use, placement, spacing, and size of land and buildings.