



## **Transportation Element**

**1/3/2018**



## TRANSPORTATION ELEMENT

The City of Langley is located in Island County on the south end of Whidbey Island. It is a primarily residential community with a population of 1,135 people (2016 OFM). The unincorporated community of Clinton, with its ferry terminal connecting the island to the mainland at Mukilteo, lies southeast of Langley. SR 20/SR 525, the major north-south state highway serving Island County, passes about three miles west of the town limits. There are four primary connections to Langley from SR 525 via Langley Road, Maxwellton Road, Coles Road, and Brooks Hill Road. Figure T-1 shows Langley in its regional setting. The small village feel is enhanced by these natural, treed entranceways.

A multi-modal transportation system considers diverse transportation options such as walking, cycling, public transportation and the automobile and also accounts for land use factors affecting accessibility. To be a true multi-modal system these different transport options are effectively integrated to provide a high degree of accessibility for the various modes<sup>1</sup>. This element contains goals and policies to enable Langley to develop a robust multi-modal transportation system.

Langley is a walkable community due to its size (one square mile) and its small vibrant downtown offering most goods and services that one needs. Many of the streets are narrow, keeping traffic speeds slow; the pedestrian network continues to improve and golf carts are permitted within the City limits. A free public transit system connects the City to the rest of the County. In 2012 the City adopted a Complete Streets ordinance. In 2014 2<sup>nd</sup> Street received a Complete Streets upgrade and in 2016 the City received a grant to undertake a Complete Street upgrade to 1<sup>st</sup> Street. These factors are all critical to building a multi-modal transportation system.

Single occupant vehicles trips comprise less than 50% of the commute mode share, with carpool, walking and working at home taking up a sizeable proportion of the commute mode share.

### Land Use and Transportation

Land use and transportation are inextricably linked. Table No. 1 describes various land use factors that can affect travel behavior and population health.<sup>2</sup>

**Table No. 1 Land Use and Travel Impacts**

Factor	Definition	Travel Impacts
Density	People or jobs per unit of land area (acre or hectare).	Increased density tends to reduce per capita vehicle miles traveled. Each 10% increase in urban densities typically reduces per capita vehicle miles traveled (VMT) by 1-3%.
Mix	Degree that related land uses (housing, commercial,	Increased land use mix tends to reduce per capita vehicle miles traveled, and increase use of alternative modes, particularly walking for errands. Neighborhoods

<sup>1</sup> [http://www.vtpi.org/multimodal\\_planning.pdf](http://www.vtpi.org/multimodal_planning.pdf)

<sup>2</sup> <http://www.vtpi.org/tm/tm38.htm>

	institutional) are located close together.	with good land use mix typically have 5-15% lower vehicle-miles.
Regional Accessibility	Location of development relative to regional urban center.	Improved accessibility reduces per capita vehicle mileage. Residents of more central neighborhoods typically drive 10-30% fewer vehicle-miles than urban fringe residents.
Centeredness	Portion of commercial, employment, and other activities in major activity centers.	Centeredness increases use of alternative commute modes. Typically 30-60% of commuters to major commercial centers use alternative modes, compared with 5-15% of commuters at dispersed locations.
Network Connectivity	Degree that walkways and roads are connected to allow direct travel between destinations.	Improved roadway connectivity can reduce vehicle miles traveled, and improved walkway connectivity tends to increase walking and cycling.
Roadway design and management	Scale, design and management of streets.	More multi-modal streets increase use of alternative modes. Traffic calming reduces vehicle travel and increases walking and cycling.
Walking and Cycling conditions	Quantity, quality and security of sidewalks, crosswalks, paths, and bike lanes.	Improved walking and cycling conditions tends to increase nonmotorized travel and reduce automobile travel. Residents of more walkable communities typically walk 2-4 times as much and drive 5-15% less than if they lived in more automobile-dependent communities.
Transit quality and accessibility	Quality of transit service and degree to which destinations are transit accessible.	Improved service increases transit ridership and reduces automobile trips. Residents of transit oriented neighborhoods tend to own 10-30% fewer vehicles, drive 10-30% fewer miles, and use alternative modes 2-10 times more frequently than residents of automobile-oriented communities.
Parking supply and management	Number of parking spaces per building unit or acre, and how parking is managed.	Reduced parking supply, increased parking pricing and implementation of other parking management strategies can significantly reduce vehicle ownership and mileage. Cost-recovery pricing (charging users directly for parking facilities) typically reduces automobile trips by 10-30%.
Site design	The layout and design of buildings and parking facilities.	More multi-modal site design can reduce automobile trips, particularly if implemented with improved transit services.
Mobility Management	Policies and programs that encourage more efficient travel patterns.	Mobility management can significantly reduce vehicle travel for affected trips. Vehicle travel reductions of 10-30% are common.

**TRANSPORTATION MODES**

The City of Langley's transportation system is made up of the following principal modes:

- Private automobile
- Public transit
- Active transportation that includes walking, cycling, skateboarding and other non-

- motorized modes
- Marine craft which tend to be tourist related
- Low speed vehicles such as golf carts and electric bicycles

### **Complete Streets**

Complete Streets is an urban/street design concept and policy framework to ensure the entire right-of-way is planned, designed, constructed, operated and maintained to provide safe access for all users. In the past transportation infrastructure tended to focus on streets for vehicular traffic which is now recognized as being an outdated and dangerous practice.

The City of Langley adopted a Complete Street ordinance in 2012. In 2014 the Second Street Complete Street project was completed. The project involved two years of public consultation including an advisory committee, numerous community meetings, a three-day design charrette, and working closely with Langley Main Street Association. The improvements included a new street design to improve safety and comfort, widening the sidewalks to ten feet, adding a variety of pavers for visual interest, including a rain garden, and establishing a center plaza with benches, tables and chairs. Langley Main Street Association completed extensive landscaping on 20 bump outs which its members continue to maintain, and installed pedestals for the display of public art. The plaza is now the location of the weekly farmers market as well as numerous community events throughout the year. The Second Street project serves as a template for future street improvement projects.

### **EXISTING ROAD SYSTEM**

Three major collector roads lead into the city of Langley. Langley Road is the principal connection between the City of Langley and SR 525 at Ken's Corner. Maxwellton Road, which intersects Langley Road just south of the Langley city limits, connects Langley with SR 525 to the west of Ken's Corner. Both have a 50 mph speed limit. Inside the city limits, Langley Road becomes Camano Avenue. All roadways in the city limits, including Camano, have a 25 mph posted speed limit. Brooks Hill Road leads westward to the Bayview community and outside of the City limits the speed limit is 40 mph. Figure T-4 shows the Langley Loop route. This concept was established to encourage people to leave the highway and visit Langley. While the signs still remain there has been limited promotion of the Langley Loop in recent years.

Coles Road is a two lane county road connecting Langley with SR 525 via Brooks Hill Road and Third Street. It is in excellent condition. Saratoga Road is a scenic road along the Saratoga Passage to the northwest of Langley. Saratoga Road is in poor condition. Sandy Point Road leads eastward to Wilkinson Road and provides an alternative route to the Clinton ferry and SR 525. It is in fair condition and has narrow shoulders.

The street network around the Downtown area resembles a grid, but residential neighborhoods outside the core have dead-end streets and cul-de-sacs. There are a number of walking trails that connect the residential neighborhoods with the downtown area but these are not well marked so visitors or people new to Langley are unaware of them.

Edgecliff Drive and Sandy Point Road serve the residential development in the eastern section of the city. Edgecliff Drive dead-ends just beyond the city limits as a result of a land slide.

The downtown streets (First, Second, etc.) are all two-lane streets, mostly with sidewalks and parking on both sides. Wharf Street, which connects downtown Langley with the harbor area at the foot of the bluff, is a very narrow street with a sidewalk on the eastern side.

### **Functional Classification**

Classifying roadways by function provides a foundation for day-to-day decisions related to traffic operations, funding choices among competing road improvement projects and the long-range planning decisions related to land use and transportation needs. There are two primary functions of a roadway: mobility and land access. "Access" means the existence of driveways connecting the street with private property and the availability of part of the street for parking and loading. The movement or "mobility" function combines both the capacity to move quantities of vehicles or people along the street, and the ability to do so at a reasonable speed. The functions of access and mobility usually conflict with each other because access movements (i.e., left turns into and out of driveways or parking maneuvers) impede the smooth flow of traffic along the street.

The entire functional classification system is based on the evaluation of certain parameters including the following:

- Trip Length
- Traffic characteristics
- Continuity of functional classification
- Route feasibility
- Location of travel generators
- Geographical spacing of roads
- Miles and travel classification controls
- Integration of network with adjoining jurisdictions
- Ability of roads to serve other travel modes (i.e., bus, bicycle)

Functional classifications are generally divided into the following categories.

- **Arterial roads** provide the greatest degree of mobility and have the most limited access to adjacent land uses. There are no arterial roads in Langley.
- **Collector roads** generally provide equal mobility and land access.
- **Local access roads** provide more access to land than they provide mobility.

**Table 1.  
Transportation Roadway Classification**

<p><b>Principal Arterial</b> – provides traffic movements into, out of, and through a city. Principal arterials carry the highest amount of traffic volumes and provide the best mobility in the roadway network by limiting access and having few traffic control devices with high speed limits. Regional and inter-County bus routes are generally located on principal arterials, as well as transfer centers and park and ride lots.</p>
<p><b>Secondary Arterial</b> – connects with and augments principal arterials. Secondary arterials allow densely populated areas easy access to principal arterials. Because they provide more access to adjacent land uses (i.e., shopping, schools, etc.) than a principal arterial, these roadways have lower traffic flow rates. Secondary arterials also serve as local and inter-community bus routes.</p>
<p><b>Collector</b> – provides easy movement within neighborhoods and channel neighborhood trips onto the secondary and principal arterial street system. Collectors typically carry moderate traffic volumes, have relatively shorter trips than arterials, and carry very little through traffic. Local bus routes sometimes use collectors for passenger pickup.</p>
<p><b>Local Access Streets</b> – comprises all roadways and streets not otherwise classified. The main function of local access streets is providing direct access to abutting properties. Very often at the expense of traffic movement. Characteristics often associated with local streets are low speeds and delays caused by turning vehicles. Local streets are not generally designed to accommodate bus movements.</p>

Within the City of Langley, the functional classification is split into three categories according to the USDOT classification system.

1. Major Collector Streets
2. Minor Collector Streets
3. Local Access Streets

As indicated, streets listed below are designated as major collectors:

- Anthes Avenue (Second to Sixth)
- Brooks Hill Road/ Third Street
- Camano Avenue
- Sixth Street
- Cascade Avenue
- Second Street (to DeBruyn)
- DeBruyn Avenue (Third to Second)
- Park Avenue (Third to Sixth)

Seven streets are designated as minor collector streets:

- Park Avenue (First to Third)
- Edgecliff Drive (Camano to Decker)
- First Street (DeBruyn to Second/Cascade)
- Wharf Street (Cascade to End)
- Decker Avenue
- Sandy point Road
- Saratoga Road

All other streets in Langley are classified as local access roads.

### **Geometrics and Traffic Control**

Most roadways are two-lanes with 20 to 22-foot pavement widths and narrow gravel shoulders. The downtown streets are generally wider and have sidewalks and parking on one or both sides.

There are no traffic signals within the city. There are all-way stops at the intersections of Cascade Avenue/Sixth Street, First Street/Anthes Avenue, Second Street/Anthes Avenue, Third and Park, and 2nd and Cascade. All other intersections are controlled by stop signs on the minor street approach.

### **Traffic Operations**

A Level of service (LOS) analysis serves as an indicator of the quality of operation at an intersection. It is a measure that focuses almost exclusively on road capacity for vehicles. However, public transportation and bicycle and pedestrian paths meet a portion of the community's transportation needs. Although there is little current data available to confirm the extent. Programs to reduce demand or shift traffic away from rush hours or to encourage more walking may reduce the need for new facilities. As a result, lower LOS may be justified for street capacity in dense urban areas even if streets are congested, if overall mobility is adequate<sup>3</sup>. The LOS grading ranges from A to F such that LOS A is assigned when no delays are present and low volumes are experienced. LOS E, on the other hand, represents the 'at capacity' condition-no more vehicles could be added to the intersection without a breakdown in traffic flow. LOS F is an unacceptable level of service and indicates long delays and/or strained traffic flows.

Table T-2 summarizes the existing levels of service for the four main intersections.

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<sup>3</sup> Source: <http://mrsc.org/Home/Explore-Topics/Planning/General-Planning-and-Growth-Management/Level-of-Service-Standards-in-Plain-English.aspx>

**Table T-2  
Existing Intersection Levels of Service**

<b>Intersection</b>	<b>Existing LOS</b>	<b>Adopted LOS</b>	<b>Traffic Control</b>
Camano Avenue/ Sandy Point Road	A	C	Four-way stop
Camano Avenue/ Edgecliff Drive	A	C	Four-way stop
Sixth Street/ Cascade Avenue	A	C	Four-way stop
Third Street/ DeBruyn Avenue	A	C	Four-way stop

In preparing the Island County Transportation Element<sup>4</sup> a travel demand model was calibrated with 2012 traffic counts and used to forecast traffic volumes and travel patterns based on anticipated changes in land use. The 2036 forecast was based upon population and employment forecasts undertaken by Island County for the IC Comprehensive Plan and Buildable Lands Analysis. These forecasts are also identified in the Land Use Element of this Comprehensive Plan.

The forecast traffic volumes show small changes in overall growth on roadways within Island County. For the City of Langley the traffic volumes were measured for Maxwellton/Langley Road intersection only. Table T-3 shows the 2012 actual and 2036 estimated traffic volumes for this intersection as well as the actual and estimated LOS. The PM peak hour is measured during the weekday period between 4:00 to 6:00 PM.

**Table T-3: Traffic Volumes and Level of Service**

	<b>Southbound</b>	<b>Northbound</b>	<b>LOS</b>
2012 PM peak hour traffic	165	140	B
2036 PM peak hour traffic	175	155	B

As outlined above, the projected LOS for the City for traffic volumes does not indicate a reduction in vehicular LOS. Despite the high LOS for these intersections the City intends to continue working towards reducing the demand for vehicles by continuing to improve pedestrian and bicycling facilities and networks.

The City has not evaluated the LOS for other modes but we are aware that communities are starting to establish LOS ratings for walking, cycling and public transit, and to consider transportation demand management strategies as alternatives to roadway capacity expansion. Moving forward, the City plans to develop LOS standards for other modes of transportation. At the same time, depending on the available data it may be appropriate to establish mode shift goals. A multi-modal LOS system better reflects actual conditions and capacity as well as providing the community with the ability to improve LOS by implementing a wider variety of system upgrades. Motor vehicle LOS typically measure whether sufficient capacity is available in the system to accommodate vehicle demand. For

<sup>4</sup> [https://www.islandcountywa.gov/Planning/2016CompPlan/2016\\_08-Transportation.pdf](https://www.islandcountywa.gov/Planning/2016CompPlan/2016_08-Transportation.pdf)

other kinds of users, such as pedestrians, transit riders or bicyclists, LOS standards measure whether usable facilities are available at all, or they measure service quality when facilities do exist<sup>5</sup>.

Transportation Demand Management or TDM refers to various strategies that change travel behavior (how, when and where people travel) in order to increase transport system efficiency and achieve specific planning objectives. TDM is increasingly used to address a variety of problems. There are numerous TDM strategies using various approaches to influence travel decisions. Some improve the transport options available such as ride share programs and transit and non-motorized improvements; some provide incentives to change travel mode, time or destination such as parking pricing or pay-as-you drive vehicle insurance; others improve land use accessibility including smart growth, traffic calming, and parking management; while others involve transport policy reforms and new programs such as commute trip reduction or tourist transport management<sup>6</sup>.

### **Accidents and Safety**

According to the City of Langley Police Department between the period of August 2007 and August 2017 there were 173 non-injury motor vehicle accidents and 22 injury motor vehicle accidents. There are no records of pedestrian accidents. The City will continue to improve safety for pedestrians, bicyclists and vehicle drivers through the continued implementation of pedestrian and traffic calming improvements and incorporating Complete Streets elements where possible.

### **Parking**

Parking in Langley as in many North American cities is perceived as being inadequate and/or inconvenient. Two studies (2011 and 2015) were undertaken to review parking in the downtown core. The 2011 study determined there were over 500 parking spaces, both private and public, in an area bordered by First and Third Streets between Cascade and Anthes Avenues. The findings for both studies indicate that there is adequate parking in the downtown, but there may be some periods such as the Friday farmers market or when there is a large event, that parking in the core may be limited. Fortunately given the size of the City there is parking within a short walk. There is, however, a shortage of parking for persons with physical disabilities. Poor signage for parking options for visitors may contribute to the perception that there is a lack of parking. These events do not however appear to impact the LOS as outlined in table T-2 above.

There are a few parking/charging spaces for Electric Vehicles which are found in the downtown area. The public station is located at 2<sup>nd</sup> Street and Anthes Avenue and there are two private stations: Inn at Langley and the Saratoga Inn.

The original source for the City's parking code requirements is unknown but it appears to date back to ordinances adopted in 1973 and 1981 and earlier. In general, residential parking standards tend to be based on numerous parking demand studies, which are generally performed at new suburban sites with unpriced parking. Parking regulations often

<sup>5</sup> <https://deptofcommerce.app.box.com/s/erocgtpv3acyxv2m9bcb59c38s13qqjb>

<sup>6</sup> <http://www.vtpi.org/tdm/tdm12.htm>

reflect an 85<sup>th</sup> percentile demand standard, which means that 85 out of 100 sites will have unused parking supply even during peak periods. These standards tend to be excessive for more accessible conditions and where other Transportation Demand Management strategies are implemented.<sup>7</sup> While changes to the parking standards have been made to recognize Langley’s historic downtown and the inability to provide on-site parking due to the small lot size, for example, in general the City’s parking requirements tend to replicate a more traditional (conservative) standard.

### **TRANSIT SERVICE**

The Island County Public Transportation Benefit Area (PTBA), doing business as Island Transit, serves the transit needs of the City of Langley and its residents. The City is a member of the PTBA. The agency's services include:

- Fixed route service
- Para-transit service
- A vanpool program
- Ride matching programs
- Park and Ride facilities

All of Island Transit's services are provided free to its users. The system is funded by 0.9 percent of local sales tax revenue. Figure T-3 shows alternate travel options in the City including bus routes and bus stops, park and ride, and EV charging stations.

#### **Bus Routes**

Two bus routes travel through Langley. Routes 1SB (southbound) and 1NB (northbound) provide conventional fixed route transit along the SR 525 between the Clinton Ferry Dock to the city of Oak Harbor for Whidbey Island. This route serves Langley via stops at Kens Corner and Maxwellton Road. Route 57 directly serves the city of Langley, from the Clinton Ferry Dock connecting to Freeland. All buses have racks for a maximum of three bikes.

Buses run from about 6 am to 7:30 pm Monday to Friday with buses arriving every 40 to 60 minutes. Currently, there is no weekend or holiday service though the City has expressed interest in the return of Saturday service. The Noble Creek Transit Park is the main bus ‘terminal’ in the City however the primary stop in Langley is located on Anthes Avenue and Third Street, likely due to its central location.

Island Transit’s Transit Development Plan: 2017 – 2022 states that it plans to expand service to include Saturday or weekend service while maintaining or modestly expanding services into underserved and unserved areas where demand has or will surpass the current level of service. The lack of weekend service together with the limited supply of affordable housing for workers is creating an issue for employers seeking and keeping employees for their businesses. Given that the Transit Development Plan did not point to issues of congestion or declining intersection LOS on any of its routes, and also given that Langley’s intersection LOS measured A for all intersections, specific LOS standards were

<sup>7</sup> [http://www.vtpe.org/tdm/tdm73.htm#\\_Toc18599155](http://www.vtpe.org/tdm/tdm73.htm#_Toc18599155)

not established for the transit routes through Langley for this update.

#### **Para-transit and other services**

Para-transit service has been offered to Langley residents since March 26, 1992. Riders must fill out an application form and be accepted for service based upon federal criteria for citizens covered by the Americans with Disabilities Act. Users must provide 24 hour notice of their trip to Island Transit in order to arrange for door-to-door service.

#### **Vanpools and Ridesharing**

As of summer 2017 Island Transit operates 56 vanpools across Whidbey and Camano Islands. Twenty-three of them start in either Freeland, Bayview or Clinton, generally departing from one of the park and rides and travelling to the mainland to large employers such as Boeing, Fluke & Esterline in Everett, Costco in Issaquah, Microsoft Nintendo, Panasonic and Honeywell in the Redmond area, and other employers in the Seattle area. This is based on August 2017 data and therefore subject to change.

There are a number of “park and ride” lots on south Whidbey Island that enable ridesharing. Two are located in Langley one at Third Street and Anthes Avenue and the other at the Noble Creek Transit Park.

#### **AIR SERVICE**

Whidbey Island and the City of Langley are served locally by several air facilities. Regularly scheduled airline service is not currently offered on Whidbey Island. The primary airstrip serving the Langley area is the Langley Whidbey Airpark (Porter Airpark) on Crawford Road.

#### **NON-MOTORIZED TRANSPORTATION**

Non-motorized transportation plays an important role in an efficient transportation system:

- Walking is a nearly universal activity that provides mobility, exercise and pleasure.
- Walking and cycling provide affordable basic transportation.
- Walking and cycling are popular recreational activities. Improving walking and cycling conditions provides enjoyment and health benefits to users and it can support retail, recreation and tourism.
- Pedestrian environments (sidewalks, paths and trails) are a large portion of the public realm. Many beneficial activities (socializing, waiting, shopping and eating) occur in pedestrian environments, and so are affected by their quality.

#### **Pedestrian Facilities**

The compact size of Langley makes it a very walkable community and the length of safe pedestrian routes in Langley increase every year. Langley’s downtown depends on the walkable environment to attract visitors and local customers.

An inventory of the pedestrian network is shown on Figure T- 6. The inventory is broken down by roads with sidewalks on one or both sides of the street, unpaved and paved shoulders as well as identifying priority routes. This inventory will help to guide future pedestrian improvements. The trail or off-road network is also included in this element and Figure T-5 shows desired linkages between different areas in the City and Joint Planning

Area. It is anticipated that in the future these connections will be made as properties move forward with development.

For this Comprehensive Plan the trails discussion and related goals and policies have been moved from the Parks and Open Space Element to Transportation in recognition that trails are part of the pedestrian network and therefore must be included here. There are not many off-road trails and those that exist are fragmented and were created without the benefit of a larger trail system vision. However, there are trails that provide links through neighborhoods and between city streets. Many of these trails are located across private property without the benefit of easements. As they are “informal” trails they haven’t been constructed based upon any standards. The Parks and Open Space (POS) Commission has identified the need to begin working with property owners to try and formalize these trails.

Langley’s downtown contains numerous lanes and alleys that provide north south links between the two main streets of First and Second Streets. Recent efforts by Langley Main Street and the Langley Arts Commission to improve some of these lanes and alleys have been very well received. Alleys that were previously underused are now attractions in themselves as a result of installation of public art and interpretive signage, for example.

In 2007 Dan Burden, Director of Walkable Communities, completed walking audits for Langley and other south Whidbey Island communities. The assessment considers 12 qualities: human scale, defined town center, enclosure/streetscape, trails/sidewalks and crossing, imageability and complexity, security and transparency, street connectivity, street design, intersection design, complete street score, open space/parks/plaza, and sociability. The audit scored Langley as almost ‘highly walkable’. Given the improvements in Langley’s downtown core since 2007 that score is likely to have improved. Dan Burden recommends the City adopt a number of pedestrian design guidelines. Some of which have already been codified. These recommendations will be revisited as part of the design guideline review.

### **Bicycle Facilities**

There are no dedicated bicycle routes or lanes in Langley. There are also limited bicycling facilities such as dedicated bike parking or end of trip facilities. Bicyclists may use the existing roads and streets, however some roads are safer than others due to their limited width and/or narrow shoulders. Future improvements to accommodate bicycling routes and facilities will be welcome additions to Langley’s multi-modal transportation system.

### **Golf Carts**

In 2012 City Council adopted a golf cart ordinance that permits golf carts to be used within the City during daylight hours. Golf carts are used by Langley Main Street Association as a tourist shuttle throughout the year. Currently there are limited numbers of private golf carts being driven around town. However given the growing numbers of elders in the City this is likely to change.

## **MARINE AND FERRY SERVICE**

### **Ferry Service**

Passenger and auto ferry services, are provided by the Washington State Department

of Transportation, Marine Division to the terminal at Clinton, south of Langley. This route connects with Mukilteo in Snohomish County, and links Whidbey Island with the Seattle-Everett metropolitan area. There is limited free parking at the Clinton ferry terminal and very limited long-term parking at the Mukilteo ferry terminal which limits the ability of frequent ferry travelers to walk on and use public transit.

### **Port of South Whidbey Harbor at Langley (Marina)**

The Port of South Whidbey has been involved with the development of the marina since the Port was formed in 1961. In 2009 the Port took ownership of the Marina. The Marina offers both long term and transient moorage for recreational and commercial vessels with over 500 linear feet of dock space and 29 slips. The Marina offers additional services including pump out facilities, a restroom and showers, limited parking, boat ramp, beach access and fishing.

In 2014 the Port installed a 400-foot breakwater that provides moorage for larger vessels, including the ability for passenger vessels to tie up on the outside of the breakwater. As a result, the Victoria Clipper is now making Langley a destination in the off season as part of whale watching tours.

In 2004, the Port and City of Langley sponsored The Langley Boat Harbor and Environs Master Plan to examine opportunities to expand the marina and enhance the adjacent waterfront. In response, the ownership of adjacent properties and facilities were transferred from the City of Langley to the Port as part of an Interlocal Agreement (ILA). The Port intends to begin reviewing and updating the Harbor Master Plan in consultation with the City. This plan will guide future expansion of the facilities as well as recommend how to finance the improvements.

In January 2014, the Port of South Whidbey adopted its Comprehensive Scheme 2013-2019<sup>8</sup>. The following issues are identified as limiting factors for the Langley Marina:

- Seasonal occupancy – High season occupancy of transient slips has recently hovered around 70-percent, but decreases to 23-percent in the shoulder season (June to October) and to 13-percent in the low season (November to May). Increasing occupancy would increase revenues and the economic benefits of the site without requiring significant additional capital investment.
- Steep slope and lack of connections to downtown Langley – The steep slope between the marina and downtown Langley limits the visual connections and acts as a barrier. Further, the slope is susceptible to erosion: a spring mud slide in 2013 temporarily closed the Wharf Street access.
- Limited parking – On-site parking is limited; off -site parking is needed for more than eight boat trailers. However, the one parking lot available for this purpose is not available on Sundays and Island Transit does not provide Sunday service. Limited parking inhibits the ability of commercial users, like whale watching businesses and charter boats, to embark from the South Whidbey Harbor, especially on Sundays. A recent purchase of an adjacent lot provides an additional

<sup>8</sup> <http://www.portofsouthwhidbey.com/downloads/20161122%20PofSW-CompScheme%20Amend1.pdf>

- 8 to 10 parking stalls.
- Small, older marina facilities – The restroom on site is older and undersized; the Port also lacks an adequate marina office and storage areas.
- Long term maintenance and replacement needs – Marinas are expensive facilities to operate and maintain over time. Best practices dictate maximizing occupancy and adopting a rate structure that generates funds that can be used for major maintenance projects. The core infrastructure of the marina is a 20-year old creosote pile stockade, and there is a limited life span remaining for this structure and the interior docks.

### **Island Regional Transportation Planning Organization (IRTPO)**

The IRTPO was established in September 2016 to address the transportation needs and concerns of Island County residents, including making cooperative award decisions for certain federal transportation grant programs. IRTPO member organizations were formerly associated with two other joint planning groups that have since dissolved. The IRTPO is a voluntary organization made up of WSDOT, local governments and interested major employers with the mission to work collaboratively to address multi-modal transportation issues within and across regional boundaries. The City of Langley is a member organization and actively participates at both the technical advisory and policy levels, thus helping to ensure that the City's transportation plans are regionally coordinated. The IRTPO adopts a Unified Planning Work Program on an annual basis to guide work activities and their related budgets. A Regional Transportation Plan is currently being prepared and has an expected completion date of Q4 2018.

### **Whidbey Island/Seatac Shuttle**

Whidbey-SeaTac Shuttle is a locally owned and operated airport shuttle van service, serving all of Whidbey Island with transportation to Sea-Tac International Airport in SeaTac, Washington. The Shuttle identified a need for fast, convenient and direct transportation service. The operators offer approximately 11 return trips per day and will increase the frequency of services as demand increases.

### **Concurrency**

The Growth Management Act (GMA) requires concurrency for transportation facilities. For transportation, concurrency means “improvements or strategies are in place at the time of development, or that commitment is in place to complete the improvements or strategies within six years.”<sup>9</sup> The purpose of concurrency is to ensure that the public facilities and services necessary to support development are adequate to serve that development at the time it is available for occupancy and use, without decreasing service levels below locally established minimum standards<sup>10</sup>. Concurrency ensures consistency in land use approval and the development of adequate public facilities as plans are implemented, and it prevents development that is out of sync with the public facilities necessary to support the development. The concurrency management system is the combination of comprehensive

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<sup>9</sup> RCW 36.70A.070(6)(b)

<sup>10</sup> RCW 36.70A.020 (12)

plan policies, implementing development regulations, and the day-to-day operations that meter and monitor the achievement of concurrency<sup>11</sup>.

The City is far removed from the state facilities and the regional transportation model did not predict transportation impacts on state facilities or other regional jurisdictions based on existing or proposed land use and traffic patterns in Langley.

### **TRANSPORTATION IMPROVEMENT PROGRAM**

Local jurisdictions are required to prepare and keep current a Six-Year Transportation Improvement Program (TIP). These programs identify capital transportation projects, prioritize them, indicate project costs and identify funding sources for each project. Langley will continue to prepare TIPs every year in a manner consistent with the general guidance of the comprehensive plan and to implement its goals and policies. Langley's current TIP, adopted August 2017, is incorporated herein by reference. This year's TIP includes numerous multi-modal improvements which has not been the case in previous TIPs.

#### **Transportation Improvement Program 2018 – 2023**

##### **2018**

Saratoga Road (City limits to DeBruyn)	\$634,150
Full Depth Reclamation (FDR) and overlay	(\$31,750 local match)
TIB Small Cities Preservation Program grant applied for	
Saratoga Road (City limits to DeBruyn)	\$500,000
Widening for walkway	
First Street (Wharf to Anthes)	\$250,000 (no local match)*
Milling, overlay road, wider sidewalk, crosswalks,	
ADA improvements, plaza, bike racks	
TIB Complete Streets grant awarded	
Edgecliff Drive to Sandy Point	
Connecting trail	\$500,000

##### **2019**

Second Street (Anthes to DeBruyn)	\$530,000
Milling, overlay and separated walkway with an	(\$72,000 local match)*
extruded curb	
STP grant awarded	
Middle Earth Trail (behind Middle School Field)	\$50,000
Reestablish	

<sup>11</sup> <https://deptofcommerce.app.box.com/s/erocgtpv3acyxv2m9bcb59c38s13qqjb>

**2020**

Sandy Point Road (Camano Ave to Cedar Circle  
Full Depth Reclamation (FDR) and overlay  
Will apply for a TIB SCPP grant

\$700,000  
(\$35,000 local match)

Fourth Street (Cascade to Anthes  
Reconstruction)

\$1,000,000

**2021**

Third Street (City limits to DeBruyn  
Milling and overlay  
STP grant awarded

\$442,900  
(\$60,000 local match)

DeBruyn (2<sup>nd</sup> Street to 3<sup>rd</sup> Street  
Milling and overlay  
STP grant awarded

\$130,050  
(\$17,600 local match)\*

Park Avenue (3<sup>rd</sup> Street to 4<sup>th</sup>  
Milling and overlay  
STP grant awarded

\$117,400  
(\$16,000 local match)\*

Fairgrounds Road  
Widening to provide bike/pedestrian lane  
Highland to Langley Road

\$750,000

**2022**

Edgecliff Drive (Camano Ave to Furman  
Milling and overlay

\$800,000

Wharf Street  
Widening (includes retaining wall)

\$750,000

Third Street Connection with Cascade Ave  
Requires property acquisition

\$1,500,000

**2023**

Sandy Point Reconstruction and widening  
(Cedars to City Limit)

\$1,000,000

Edgecliff Reconstruction and widening  
(Furman to City Limits)

\$750,000

Sixth Street to Park Ave, Park Ave to Third Street  
Widening to provide bike/pedestrian lane

\$500,000

Al Anderson Ave, Sixth Street to the Highlands

\$800,000

Widening to provide bike/pedestrian lane

Requires property acquisition

\*These projects will be included in the WSDOT Transportation Improvement Plan as they have grant funding. All other projects do not have committed funding.

**TRANSPORTATION GOALS AND POLICIES**

**GOAL T-1 Multi-Modal Transportation Network**

Strive for a multi-modal transportation network that safely and conveniently accommodates multiple functions including travel, social interaction and commerce, to provide for more vibrant neighborhoods and more livable communities.

T-1.1	Develop and implement a multi-modal transportation plan that provides multiple linkages across the whole City, in particular within city core, and to adjoining County roads and trails.
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T-1.2	Review road design standards to ensure they include the requirements of a multi-modal transportation network.
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T-1.3	In partnership with the City and State, review road classifications and what they mean to the City.
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T-1.4	Prepare long-range plans for a future city road network that establish connections and adequate rights of way for a multi-modal transportation system.
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T-1.5	Integrate public transportation, pedestrian and bicycling requirements into the land development review and the design and maintenance of public and private roads.
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T-1.6	Review land use designations where roadway construction or upgrading to serve future land uses and densities is not feasible or where concurrence cannot be achieved.
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T-1.7	Review road design standards to ensure adequate provision has been made for safe and efficient vehicular access to individual properties while maintaining the integrity of the city's roadway system.
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T-1.8	Designate and design major collector roads and trail networks to be compatible with adjacent county roadways to achieve concurrent levels of service.
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T-1.9	Maintain adequate access to and circulation within all developments for
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	emergency service and public transportation vehicles.
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T-1.10	Work with Island County to establish consistent road standards in the UGA and JPA.
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T-1.11	Streets shall be designed to connect the community and provide efficient and safe circulation. Dead end streets are strongly discouraged.
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T-1.12	Encourage commuter and through traffic to use the major collector streets instead of local streets and the downtown area.
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T-1.13	Develop a comprehensive traffic calming policy that includes intersections for roads with different classifications.
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T-1.14	Development applications with proposed increase in density may be required to provide a transportation plan that shows how the development will impact the transportation system and to provide mitigation where necessary.
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T-1.15	Review road standards to improve neighborhood connections particularly for non-motorized vehicles and pedestrians.
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T-1.16	Develop and implement a comprehensive way-finding program accessible to pedestrians, cyclists and drivers and that enhances the multi-modal experience for residents and visitors.
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T-1.17	Develop a prioritization plan to retrofit City streets to comply with standards of the City’s adopted Complete Street ordinance.
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**GOAL T-2 Urban Design**

Design, regulate, and maintain Langley's transportation network to balance the needs of all uses and users, recognizes the streets' role as public spaces, and retains Langley's small-town character.

T-2.1	Encourage street furniture combined with traffic calming measures.
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T-2.2	Protect and enhance the Langley Loop from the City’s gateways to downtown.
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T-2.3	Consider use of different types of impervious surfaces where appropriate.
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T-2.4	Develop a transportation system that considers aesthetic and visual values. Examples: (a) existing trees and landscaping should be maintained along all city collectors and (b) new residential developments adjacent to collectors should be buffered from these facilities.
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T - 2.5	Complete Streets design recommendations shall be incorporated into all publicly and privately funded projects, as appropriate.
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T - 2.6	Review Dan Burden’s 2007 Walkability Assessment recommendations for inclusion in the Design Guidelines and Municipal Code.
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**GOAL T-3 Non-Vehicular Transportation**

Establish equal access for non-motorized transportation facilities and services along all roadways to encourage walking and bicycling.

T-3.1	Wherever possible establish walkways that are separated from roadways along all collectors in the city.
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T-3.2	Provide a safe system of pedestrian facilities that connects different parts of the city and has links to the county trail system.
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T-3.3	New development shall provide public access for pedestrian and other non-motorized vehicles that connects to existing or future public-access walkways outside of the development.
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T-3.4	Provide convenient and secure bicycle parking facilities downtown, on the waterfront, and at other major activity centers.
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T-3.5	In partnership with local businesses and other stakeholders, develop end of trip facilities for cyclists.
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T-3.6	Sidewalks shall be required for all new development, redevelopment, or street replacement in all business districts and residential subdivisions. Pathways should be required for residential development.
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T-3.7	Enhance existing and develop new pedestrian connections between neighborhoods and all business centers.
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**Goal T-4 Mobility**

Design facilities and provide services that meet the mobility needs of all citizens.

T-4.1	Provide pedestrian facilities to establish and maintain access between public facilities and residential areas.
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T-4.2	Construct pedestrian facilities that accommodate persons with different levels of mobility.
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T-4.3	Establish barrier free access to and from public rights of way, public facilities and private development that is safe and takes the most direct route possible.
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**GOAL T-5 Vehicle Access**

Restrict the number of direct vehicle accesses onto collector streets to enhance both traffic flow and safety.

T-5.1	Review driveway and intersection standards to ensure safety, both vehicular and pedestrian as well as efficient traffic flows.
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T-5.2	Where practical, require joint driveway access as a condition of new development for properties that have compatible land uses.
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T-5.3	Review road design standards to ensure adequate provision has been made for safe and efficient vehicular access to individual properties while maintaining the integrity of the city's roadway system and safety for non-vehicular modes of transportation.
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**GOAL T-6 Concurrency**

The Transportation Element shall meet the GMA's goal for concurrency and maintain the City's level of service (LOS) for all modes.

T-6.1	The goals, objectives and policies of the Comprehensive Plan shall be used to guide interpretations of land development application's concurrence with transportation.
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T-6.2	Assess the City's collector street to ensure Langley's LOS does not deteriorate beyond LOS C.
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T-6.3	Continue to collect traffic counts on collector streets entering Langley to better understand traffic variations, impacts, and implications related to seasonal residents and tourists.
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T-6.4	Consider revising First Street's designation to a major collector road.
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T-6.5	The City should conduct an analysis of Fairgrounds Road and Al Anderson Road with regards to the adequacy of the road and pedestrian services. When appropriate begin working with WSDOT and the landowners to reclassify the road.
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T-6.6	Encourage the use of programs aimed at reducing peak period traffic congestion in adjacent communities that discourage the use of single occupancy vehicles, and increase the use of public transportation by means such as park and ride lots, park and pool lots, vanpools, car pools and ride sharing.
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T-6.7	New development/redevelopment that creates the need for off-site traffic safety and control measures should be responsible for the necessary improvements to the degree caused by the development.
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T-6.8	Review the Wharf and First Streets and Sunrise Lane intersections for safety in particular for over length vehicles.
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T-6.9	Consider using mixed-multi-modal level of service as a performance metric rather than level of service.
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**GOAL T-7 Impacts**

Emphasize transportation improvements that have positive or minimal adverse impacts on the natural environment, air quality, energy consumption, and that reduce greenhouse gas emissions.

T-7.1	Review design standards to ensure negative impacts to critical areas, drainage patterns, and soil profiles are mitigated.
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T-7.2	Locate transportation facilities such that negative impacts to wildlife habitat, floodplains, wetlands and geological hazard areas, resource lands and other Environmentally Sensitive Areas (ESAs) are minimized.
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T-7.3	Develop an urban forest strategy that includes street trees for developments/redevelopments both public and private.
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T-7.4	The multi-modal transportation plan shall include policies, actions, and strategies for climate change adaptation and mitigation.
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T-7.5	Foster approaches to transportation that reduce per capita fossil fuel use, such as the location of recharging stations for electric vehicles.
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T-7.6	Develop policies and strategies for land use and development that result in reduced GHGs for new development as well as for redevelopment activities.
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**GOAL T-8 Regional Transportation**

The Transportation Element shall be compatible with the Countywide Planning Policies and the Island Regional Transportation Planning Organization (IRTPO) goals and objectives.

T-8.1	Establish and maintain an on-going process for the development, mutual adoption, and revision of countywide transportation goals, objectives, and policies.
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T-8.2	Participate in the organization and planning activities of the IRTPO including the preparation of a regional transportation plan.
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T-8.3	Develop long-range transportation plans and implement transportation improvement programs that are compatible with the regional transportation plan.
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T-8.4	The county and city shall coordinate with Island Transit and the state in the development of transportation facilities of statewide, region-wide and countywide significance.
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T-8.5	All Transportation Improvement Plans must include improvements for both motorized and non-motorized modes of transportation.
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**GOAL T-9 Island County**

The city shall work jointly with Island County to provide adequate transportation systems, such that development can proceed with order and according to the land use elements of local comprehensive plans.

T-9.1	Produce coordinated forecasts of road and highway needs and transit demand based on the regional travel demand models and the land use elements of county and city comprehensive plans.
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T-9.2	Establish compatible methodologies and standards by which to determine the types and estimated costs of needed future transportation system improvements.
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T-9.3	Prioritize lists of future transportation system improvements based upon the extent they fulfill the objectives of the regional transportation plan and county and city comprehensive plans.
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**GOAL T-10 Marine Transportation**

The City shall work together with the Port of South Whidbey, Island Transit, and Island County to accommodate marine transportation as an alternative to vehicular transportation.

T-10.1	Provide sufficient berthing capacity and harbor and navigational improvements for water borne transportation services.
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T-10.2	Provide safe, efficient and barrier free access between the harbor and downtown for water borne passengers and visitors.
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T-10.3	Investigate and establish alternative access for emergency personnel to the harbor area.
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T-10.4	Enhance connections from the harbor to the Island Transit system.
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**GOAL T-11 Parking**

Manage parking such that its impacts are minimized and parking is consistent with the goals of this element.

T-11.1	Consider the use of pervious alternatives for parking.
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T-11.2	Review development standards to ensure run-off from parking areas does not create erosion and/or contaminate groundwater and the Sound. The use of green infrastructure is strongly encouraged.
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T-11.3	Parking areas shall have a landscape buffers where necessary to reduce negative impacts between different land uses.
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T-11.4	Locate parking areas to the rear of a building.
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T-11.5	Review parking requirements and consider establishing maximum parking requirements and other methods to reduce the area devoted to parking, including shared parking.
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T-11.6	Reduce parking demand by requiring accommodation for new development plans for pedestrians, public transportation, ridesharing, and bicycles.
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**GOAL T-12 Public Transportation**

In partnership with Island Transit, Island Transportation Planning Organization (ITPO) and other stakeholders, establish a more robust local and regional public transportation system.

T-12.1	Locate bus stops and design bus pullouts and on-site circulation to accommodate public or school bus transportation where potential ridership warrants such improvements.
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T-12.2	Participate in public awareness and education programs with Island Transit to encourage more reliance on public transportation.
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T-12.3	In partnership with ITPO and new large employers/ businesses, facilitate improved access to public transit and provide bus stops.
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T-12.4	New development and redevelopment should be designed to provide and encourage non-motorized access to transit. The location of bus stops and shelters should be incorporated into larger residential and non-residential project design.
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T-12.5	Adopt road design standards, site-access guidelines, and land use regulations that support transit.
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**GOAL T-13 Trails**

Develop, maintain, and enhance a trail system that connects parks, riparian areas, waterfront, harbor, open space, residential neighborhoods, and commercial areas inside and outside the City of Langley.

T-13.1	Develop a trail management plan that includes meaningful public engagement, establishing Levels of Service (LOS), identifying land acquisition, funding mechanisms, and priorities. Such a plan could form part of the multi-modal transportation network plan.
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T-13.2	The trail management plan shall be designed to enhance circulation between parks and open space features and strengthen connections to neighborhoods through the use of the following features:
a.	A multi-modal pathway or trail system that connects points in the city and areas in the county.
b.	Shared use streets/alleys where the streets are an extension of the parks, open space and trail network.
c.	Scenic roads that form Langley's gateway.
d.	Increased opportunities for public access to and across the marine and freshwater environments.
e.	Guidelines for trail easements and working with landowners to encourage the donation of trail easements.
f.	Public education about trail use etiquette.
g.	Trail standards for each trail type that would include at a minimum types of surfacing, width, grade, etc.
h.	Maintenance and budgeting requirements

T-13.3	Develop a Level of Service for walking and cycling facilities to include such features as network continuity, network quality, traffic protection, road crossing, topography, and wayfinding.
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T-13.4	Work with Island County to implement the 2006 Non-Motorized Trails Plan. Work specifically to achieve a non-motorized connection from Langley to the Saratoga Woods and Putney Woods complex.
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T-13.5	Establish and protect trail corridors that connect parks and open spaces within the City to the extent possible using a variety of tools including but not limited to acquisition and trail easements.
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T-13.6	Review Code regulations and establish clear criteria for new multi-family, mixed use developments, and subdivisions to dedicate public park or public open space or trails.
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