Transportation Element

8/25/2017
Transportation

This section describes the City of Langley’s transportation network.

CONTEXT

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 1,100 people (2015 estimate). 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, Maxwelton 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 entrances.

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. 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 2nd Street received a Complete Streets upgrade and in 2016 the City received a grant to undertake a Complete Street upgrade to 1st 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.

The downtown area is located on a high bluff overlooking Saratoga Passage and Camano Island to the north. It contains primarily retail and commercial services for residents and tourists. The small boat harbor at the foot of Wharf Street below Cascade Avenue is a major feature of the downtown, and the relationship to the waterfront is a principal amenity of downtown Langley.

Population-Growth

1 http://www.wtpp.org/multimodal_planning.pdf
Between 2000 and 2015, Island County's population increased from 71,558 to 86,000. This represents a 20 percent increase in population, an increase in the rate of growth from the prior ten-year period of 15 percent. This rate of increase is equivalent to the statewide rate of 20 percent for the same period.

The City of Langley experienced an 15 percent increase in population over the same fifteen-year period, growing from 959 in 2000 to 1,100 persons in 2015.

Land Use Assumptions

Travel demand estimates were based on land use assumptions derived from discussions among the planners for Island County, Coupeville, Oak Harbor, and Langley. Input from each jurisdiction was used to allocate growth to each area of the county. The results of this process are outlined in detail in the travel forecasts section of this chapter.

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.  

Table No. 1 Land Use and Travel Impacts

<table>
<thead>
<tr>
<th>Factor</th>
<th>Definition</th>
<th>Travel Impacts</th>
</tr>
</thead>
<tbody>
<tr>
<td>Density</td>
<td>People or jobs per unit of land area (acre or hectare).</td>
<td>Increased density tends to reduce per capita vehicle travel. Each 10% increase in urban densities typically reduces per capita vehicle miles traveled (VMT) by 1-3%.</td>
</tr>
<tr>
<td>Mix</td>
<td>Degree that related land uses (housing, commercial, institutional) are located close together.</td>
<td>Increased land use mix tends to reduce per capita vehicle travel, and increase use of alternative modes, particularly walking for errands. Neighborhoods with good land use mix typically have 5-15% lower vehicle-miles.</td>
</tr>
<tr>
<td>Regional Accessibility</td>
<td>Location of development relative to regional urban center.</td>
<td>Improved accessibility reduces per capita vehicle mileage. Residents of more central neighborhoods typically drive 10-30% fewer vehicle-miles than urban fringe residents.</td>
</tr>
<tr>
<td>Centeredness</td>
<td>Portion of commercial, employment, and other activities in major activity centers.</td>
<td>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.</td>
</tr>
<tr>
<td>Network Connectivity</td>
<td>Degree that walkways and roads are connected to allow direct travel between destinations.</td>
<td>Improved roadway connectivity can reduce vehicle mileage, and improved walkway connectivity tends to increase walking and cycling.</td>
</tr>
</tbody>
</table>

Commented [CP2]: There are no travel demand estimates in the previous version.

2 http://www.vtpti.org/tdm/tdm38.htm

8/25/2017
<table>
<thead>
<tr>
<th>Roadway design and management</th>
<th>Scale, design and management of streets.</th>
<th>More multi-modal streets increase use of alternative modes. Traffic calming reduces vehicle travel and increases walking and cycling.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Walking and Cycling conditions</td>
<td>Quantity, quality and security of sidewalks, crosswalks, paths, and bike lanes.</td>
<td>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.</td>
</tr>
<tr>
<td>Transit quality and accessibility</td>
<td>Quality of transit service and degree to which destinations are transit accessible.</td>
<td>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.</td>
</tr>
<tr>
<td>Parking supply and management</td>
<td>Number of parking spaces per building unit or acre, and how parking is managed.</td>
<td>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%.</td>
</tr>
<tr>
<td>Site design</td>
<td>The layout and design of buildings and parking facilities.</td>
<td>More multi-modal site design can reduce automobile trips, particularly if implemented with improved transit services.</td>
</tr>
<tr>
<td>Mobility Management</td>
<td>Policies and programs that encourage more efficient travel patterns.</td>
<td>Mobility management can significantly reduce vehicle travel for affected trips. Vehicle travel reductions of 10-30% are common.</td>
</tr>
</tbody>
</table>

**TRANSPORTATION SYSTEM**

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**
  - Streets and roads
  - Pedestrian, golf carts, and bicycle facilities
  - Transit routes
  - Waterborne-transportation

The characteristics of each mode are discussed below.

**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. This past focus on streets for vehicular traffic is recognized as being outdated and dangerous.

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, widen the sidewalks for ten feet, add a variety of pavers for visual interest, included a rain garden, established 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 arterial 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. Maxwelton Road, which intersects Langley Road just south of the Langley city limits, connects Langley with SR 525 to the west of Ken’s Corner. As indicated in Figure T-4, Langley and Maxwelton Roads are two lane roads in good condition. 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.

Two secondary arterial roads and one collector enter the City of Langley. 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 highway 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 neighborhood 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.

**Intergovernmental Coordination**

Langley’s LOS (Level Of Service) standards were developed with a full understanding of Island County’s LOS standards and are consistent with these standards. Langley LOS standards have no direct bearing on WSDOT standards.

**Public Participation**

Extensive efforts were made to involve the public in the development of the Comprehensive Plan and Transportation Element. These are discussed in more detail on page 4 of the Comprehensive Plan.

**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; and
- 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 defines the roadway classifications.

Table 1 Roadway Classification

<table>
<thead>
<tr>
<th>Type</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Principal Arterial</td>
<td>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.</td>
</tr>
<tr>
<td></td>
<td>Regional and inter-County bus routes are generally located on principal arterials, as well as transfer centers and park and ride lots.</td>
</tr>
<tr>
<td>Secondary Arterial</td>
<td>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.</td>
</tr>
<tr>
<td></td>
<td>Secondary arterials also serve as local and inter-community bus routes.</td>
</tr>
<tr>
<td>Collector</td>
<td>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.</td>
</tr>
<tr>
<td>Local Access Streets</td>
<td>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.</td>
</tr>
<tr>
<td></td>
<td>Local streets are not generally designed to accommodate bus movements.</td>
</tr>
</tbody>
</table>

Within the City of Langley, the functional classification according to WSDOT is divided into three categories:

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

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• 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
• Al-Anderson Road
• Fairgrounds Road

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

Stan has a replacement map for figure T-2B

Geometries and Traffic Control
Figure T-2B also summarizes current geometries (roadway and lane widths, right-of-ways etc.) for the key roadways in Langley. 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, bicycle and pedestrian paths, may meet a significant portion of a community's transportation needs. Programs to reduce demand or shift traffic away from rush hours, 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. 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. A more detailed discussion of LOS can be found in Appendix XX, follows later in this chapter.

Manual p.m.-peak-hour traffic volume surveys were conducted at two locations in Langley in 1993. Data were available for or were estimated at two other locations. These locations were selected for analysis because of their importance for traffic flow to and from Langley as a whole, and because they are recommended for monitoring to maintain the GMA level of service standards, when they are defined.

Table T-2 summarizes the existing levels of service for the four main intersections included in the traffic analysis.

Table T-2: Existing Intersection Levels of Service

<table>
<thead>
<tr>
<th>Intersection</th>
<th>Existing Level of Service</th>
</tr>
</thead>
<tbody>
<tr>
<td>Camano Avenue/ Sandy Point Road</td>
<td>A</td>
</tr>
<tr>
<td>Camano Avenue/ Edgecliff Drive</td>
<td>A</td>
</tr>
<tr>
<td>Sixth Street/ Cascade Avenue</td>
<td>A</td>
</tr>
<tr>
<td>Third Street/ DeBruyn Avenue</td>
<td>A</td>
</tr>
</tbody>
</table>

Levels of service of intersections and roadway sections within Langley are shown in Figure T-3. Roadway levels of service for county roads in the surrounding area are shown in Figure T-4.

Communities are starting to establish Level-of-Service ratings to walking, cycling and public transit, and to consider demand management strategies as alternatives to roadway capacity expansion. A multi-modal LOS system better reflects actual conditions and capacity as well as providing your 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 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 exist4. Moving forward the City plans to develop LOS for other modes of transportation.

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

4 https://deptofcommerce.app.box.com/s/erocgtgv3acyv2m9bcb59c38s13qqib
vehicle accidents. There are no records of pedestrian accidents.

WSDOT the city of Langley experienced 8 accidents in 2013 per 1,100 populations. Two were minor and four involved property damage. It can be concluded that Langley's streets are safe.

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 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 lack of parking perception. A few parking/charging spaces for Electric Vehicles are found in the downtown area. The public station is located at 2nd Street and Anthes Avenue and there are two private stations: Inn at Langley and the Saratoga Inn.

Current City Code requirements for residential parking are based on numerous parking demand studies, which are generally performed at new suburban sites with unpriced parking. Parking regulations often reflect an 85th 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, priced parking, where other Transportation Demand Management strategies are implemented.5

TRANSIT SERVICE
The Island County Public Transportation Benefit Area Transit, operating 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 a 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
Routes 1SB A (southbound) and 1NB (northbound) provide conventional fixed route transit along the SR 525 between the Clinton Ferry Docks to the city of Oak Harbor for

5 http://www.vtpei.org/tdm/tdm73.htm#_Toc18599155
Whidbey Island. This route serves Langley via stops at Kens Korner and Maxwelton Road.

Two route 57 and 58 directly serves the city of Langley, from the Clinton Ferry Docks connecting to Freeland. Service hours in Langley are from 5:37 AM to 7:40 PM Monday through Friday.

Service hours in Langley are 5:36 a.m. to 7:27 p.m., Monday through Friday, and 8:36 a.m. to 7:27 p.m. Buses run from about 6 am to 7:30 pm Monday to Friday with service between 40 minutes and one hour. Currently, there is no weekend or holiday service though the city has expressed interest in the return of Saturday service and Island Transit has indicated that it is working towards offering Saturday service.

Buses run on approximately hourly headways (time between buses) in each direction. The major stop in Langley is located on Ethics Avenue and Third Street. Additional runs between Langley and the Clinton ferry terminal are provided in the morning and evening peak periods. For a complete list of routes and times refer to www.islandtransit.org—All buses have bike racks.

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. Potential users must provide 24 hours notice of their trip to Island Transit in order to arrange for door-to-door service.

Island Transit also offers subsidized vanpools and ride matching services for car/vanpools to all PTBA residents, including those in Langley.

Vanpools and Ridesharing
Island Transit operates 56 vanpools across Whidbey and Camano Islands. Twenty-three of them start in either Freeland, Bayview or Clinton generally 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.

There are a number of 'park and ride' lots on south Whidbey Island that enable ride sharing. Two are located in Langley one at Third Street and Ethics Avenue and the other at the Noblescliffe transit stop that enables ride sharing.

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 provided 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 (sidewalk, 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. Langley's downtown depends on the walkable environment to attract customers.

Pedestrian Facilities AND BICYCLE FACILITIES
The size of Langley makes it a very walkable community and the length of safe pedestrian routes in Langley increase every year. There are an increasing number of facilities available for non-motorized travel within the City of Langley.

An inventory of the pedestrian network is shown on Figure UC#7. The inventory is broken down by roads with sidewalks or separated walkways, paved shoulders or fog lines, unpaved shoulders and roads that lack pedestrian amenities that may or may not be safe for walking. Some of the routes are safer than others. 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 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 benefit of easements. As they are "informal" trails they haven't been constructed based upon any standards. The 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 First and Second Streets, the two main 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 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

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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 has most certainly 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. The sidewalks, alleys and walkways that exist in the commercial downtown area of Langley provide ample opportunities for non-motorized travel and make this area truly walkable. A continuous walkway exists along the major traffic corridor from the Camano/Sandy Point intersection entrance to the city along Camano Avenue, 6th Street, Park Avenue, and 3rd Street to the Coles Road/Brooks Hill Road entrance to the city.

Although there are no dedicated bicycle facilities, bicyclists may safely use the existing roads and streets. Future additions to existing facilities will create an extensive network of interconnected walkways and trails that provide readily accessible alternatives to the use of motorized transit within Langley.

Bicycle Facilities
Although 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. Facilities-Bicyclists may use the existing roads and streets, however some roads are safer than others due to their limited width and/or narrow shoulder. Future improvements to accommodate bicycling routes and facilities will be welcome additions to Langley’s multi-modal transportation system. Existing facilities will create an extensive network of interconnected walkways and trails that provide readily accessible alternatives to the use of motorized transit within Langley.

GOLF CARTS
In 2012 City Council adopted a golf cart ordinance that permits golf carts to be used within the City during day light 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 parking at the Clinton ferry terminal and very limited parking at the Mukilteo ferry terminal which limits the ability of frequent ferry travelers to walk on and use public transit. 

8/25/2017
Port of South Whidbey Harbor at Langley (Marina)

The Port of South Whidbey has been involved with the site’s development since the Port was formed in 1961. In 2009 the Port took ownership of 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 how to finance the improvements.

In January 2014, the Port of South Whidbey adopted its Comprehensive Scheme 2013-2019. The following issues were 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 and 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 boat, to embark from the South Whidbey Harbor, especially on Sundays. A recent purchase of an adjacent lot provides an additional 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

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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 but it evolved from the Skagit/Island RTPO to serve the needs of Island County residents. RTPOs are voluntary organizations 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 Island County. 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." 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. 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 plan policies, implementing development regulations, and the day-to-day operations that monitor the achievement of concurrency.

**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. 

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7 RCW 36.70A.070(6)(b)
8 RCW 36.70A.020 (12)
9 [https://deptofcommerce.app.box.com/s/erogqtqv3acyxv2m9bcb59c38s13qq1b](https://deptofcommerce.app.box.com/s/erogqtqv3acyxv2m9bcb59c38s13qq1b)

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year's TIP includes numerous multi-modal improvement which has not been the case in previous TIPs.

**Transportation Improvement Program 2018 - 2023**

<table>
<thead>
<tr>
<th>Year</th>
<th>Project Description</th>
<th>Cost</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>2018</td>
<td>Saratoga Road (City limits to DeBruyn) Full Depth Reclamation (FDR) and overlay</td>
<td>$634,150 ($31,750 local match)</td>
<td>TIB Small Cities Preservation Program grant applied for</td>
</tr>
<tr>
<td></td>
<td>Saratoga Road (City limits to DeBruyn) Widening for walkway</td>
<td>$500,000</td>
<td></td>
</tr>
<tr>
<td></td>
<td>First Street (Wharf to Anthes) Milling, overlay road, wider sidewalk, crosswalks, ADA improvements, plaza, bike racks</td>
<td>$250,000 (no local match)*</td>
<td>TIB Complete Streets grant awarded</td>
</tr>
<tr>
<td></td>
<td>Edgecliff Drive to Sandy Point Connecting trail</td>
<td>$500,000</td>
<td></td>
</tr>
<tr>
<td>2019</td>
<td>Second Street (Anthes to Debruyn) Milling, overlay and separated walkway with an Extruded curb</td>
<td>$530,000 ($72,000 local match)*</td>
<td>STP grant awarded</td>
</tr>
<tr>
<td></td>
<td>Middle Earth Trail (behind Middle School Field) Reestablish</td>
<td>$50,000</td>
<td></td>
</tr>
<tr>
<td>2020</td>
<td>Sandy Point Road (Camano Ave to Cedar Circle) Full Depth Reclamation (FDR) and overlay Will apply for a TIB SCPP grant</td>
<td>$700,000 ($35,000 local match)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Fourth Street (Cascade to Anthes Reconstruction)</td>
<td>$1,000,000</td>
<td></td>
</tr>
<tr>
<td>2021</td>
<td>Third Street (City limits to DeBruyn) Milling and overlay STP grant awarded</td>
<td>$442,900 ($60,000 local match)*</td>
<td></td>
</tr>
<tr>
<td></td>
<td>DeBruyn (2nd Street to 3rd Street) Milling and overlay STP grant awarded</td>
<td>$130,050 ($17,600 local match)*</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Park Avenue (3rd Street to 4th Street) Milling and overlay STP grant awarded</td>
<td>$117,400 ($16,000 local match)*</td>
<td></td>
</tr>
</tbody>
</table>

8/25/2017
Fairgrounds Road $750,000
  Widening to provide bike/pedestrian lane
  Highland to Langley Road

2022
Edgecliff Drive (Camano Ave to Furman) $800,000
  Milling and overlay
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 $500,000
  Widening to provide bike/pedestrian lane
Al Anderson Ave, Sixth Street to the Highlands
  Widening to provide bike/pedestrian lane $800,000
  Requires property acquisition

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

TRANSPORTATION GOALS AND POLICIES

TRANSPORTATION

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. |

| T-1.2 | Review road design standards to ensure they include the requirements of a multi-modal
|       | transportation network. |

| T-1.3 | In partnership with the City and State, review road classifications and what they |

8/25/2017  T-17
<table>
<thead>
<tr>
<th>T-1.4</th>
<th>Prepare long-range plans for a future city road network that establish connections and adequate rights of way for a multi-modal transportation system.</th>
</tr>
</thead>
<tbody>
<tr>
<td>T-1.5</td>
<td>Integrate public transportation, pedestrian and bicycling requirements into the land development review and the design and maintenance of public and private roads.</td>
</tr>
<tr>
<td>T-1.6</td>
<td>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.</td>
</tr>
<tr>
<td>T-1.7</td>
<td>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.</td>
</tr>
<tr>
<td>T-1.8</td>
<td>Designate and design major collector roads and trail network to be compatible with adjacent county roadways to achieve concurrent levels of service.</td>
</tr>
<tr>
<td>T-1.9</td>
<td>Maintain adequate access to and circulation within all developments for emergency service and public transportation vehicles.</td>
</tr>
<tr>
<td>T-1.10</td>
<td>Work with Island County to establish consistent road standards in the UGA and JPA.</td>
</tr>
<tr>
<td>T-1.11</td>
<td>Streets shall be designed to connect the community and provide efficient and safe circulation. Dead end streets are strongly discouraged.</td>
</tr>
<tr>
<td>T-1.12</td>
<td>Encourage commuter and through traffic to use the major collector streets instead of local streets and the downtown area.</td>
</tr>
<tr>
<td>T-1.13</td>
<td>Develop a comprehensive traffic calming policy that includes intersections for roads with different classifications.</td>
</tr>
<tr>
<td>T-1.14</td>
<td>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.</td>
</tr>
<tr>
<td>Commented [CP20]:</td>
<td>New. Replaced old T-1.2.</td>
</tr>
<tr>
<td>Commented [CP21]:</td>
<td>Old T-1.3 revised to include multi-modal reference.</td>
</tr>
<tr>
<td>Commented [CP22]:</td>
<td>Old T-1.4 broadened council review.</td>
</tr>
<tr>
<td>Commented [CP23]:</td>
<td>Old T-1.5 slight revision.</td>
</tr>
<tr>
<td>Commented [CP24]:</td>
<td>Old T-1.7 slight revision. Council review.</td>
</tr>
<tr>
<td>Commented [CP25]:</td>
<td>Old T-1.8 slight revision. Council review.</td>
</tr>
<tr>
<td>Commented [CP26]:</td>
<td>Old T-1.9 no change.</td>
</tr>
<tr>
<td>Commented [CP27]:</td>
<td>Old T-1.10 slight revision. Council review.</td>
</tr>
<tr>
<td>Commented [CP28]:</td>
<td>Old T-1.11 broadened. Council review.</td>
</tr>
<tr>
<td>Commented [CP29]:</td>
<td>Added First recommendation.</td>
</tr>
<tr>
<td>Commented [CP30]:</td>
<td>Old T1-13 added collector street. Council review.</td>
</tr>
<tr>
<td>Commented [CP32]:</td>
<td>Old T-1.15 revised for clarity. Council review.</td>
</tr>
</tbody>
</table>
T-1.15 Review road standards to improve neighborhood connections particularly for non-motorized vehicles and pedestrians.

Commented [CP33]: New. Council review. Feet First re

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.

Commented [CP34]: New

T-1.17 Develop a prioritization plan to retrofit City streets to comply with standards of the City’s adopted Complete Street ordinance.

Commented [CP35]: Feet First review

Goal T-2 Urban Design
Design, regulate, and maintain Langley’s transportation network that balances the needs of all users 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.

Commented [CP36]: Broadened. Council review

T-2.2 Protect and enhance the Langley Loop from the City’s gateways to downtown.

Commented [CP37]: New. Council review

T-2.3 Consider use of different types of impervious surfaces where appropriate.

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.

Commented [CP38]: Old T-7.2 No change

T - 2.5 Complete Streets design recommendations shall be incorporated into all publicly and privately funded projects, as appropriate.

Commented [CP39]: New. Council policy


Commented [CP40]: New. Council policy

Goal T-3 Non-Vehicular Transportation
Establish equal access for non-motorized transportation facilities and services along all roadways wherever possible, to encourage walking and bicycling.

T-3.1 Wherever possible establish walkways that are separated from roadways along all

Commented [CP41]: Old T-3. Slight revision for clarity. Council review Feet First review to eliminate ‘where possible’ to be consistent with WA TIB Complete Street ordinance language.
collectors in the city.

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.

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.

T-3.4 Provide convenient and secure bicycle parking facilities downtown, on the waterfront, and at other major activity centers.

T-3.5 In partnership with local businesses and other stakeholders develop end of trip facilities for cyclists.

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.

T-3.7 Enhance existing and develop new pedestrian connections between neighborhoods and all business centers.

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.

T-4.2 Construct pedestrian facilities that accommodate persons with different levels of mobility.

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.

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. |
| T-5.2 | Where practical, require joint driveway access as a condition of new development for properties that have compatible land uses. |
| 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. |

**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 applications concurrency with transportation. |
| T-6.2 | Assess the City's collector street to ensure Langley's LOS does not deteriorate beyond LOS B. |
| 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. |
| T-6.4 | Consider revising First Street's designation to a major collector road. |
| T-6.5 | The City should conduct an analysis of Fairgrounds Road and A1 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. |
| 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. |
| T-6.7 | New development/renovation that creates the need for off-site traffic safety |

*Commented [CP54]: Old T-5.2 Slight revision. Council review*
*Commented [CP55]: Old T-5.3. more flexible. Council review*
*Commented [CP56]: Old T-5.4 minor revision. Council review*
*Commented [CP57]: Corrected reference should be element or system?*
*Commented [CP58]: Minor revision. Council review. Feet First*
*Commented [CP59]: Corrected reference*
*Commented [CP60]: Was LOS C but source unknown. No intersection operates at less than LOS A currently. As per S. Berryman Dir of Public Works.*
*Commented [CP61]: Old T-6.2a changed reference*
*Commented [CP62]: Old T-6.2b made more general. AB review*
*Commented [CP63]: Old T-6.2.3 made more general PAB review*
*Commented [CP64]: Old T-6.3. clarified this applies to outside the city. Council review*
and control measures should be responsible for the necessary improvements to the degree caused by the development.

T-6.8 Review the Wharf and First Streets and Sunrise Lane intersections for safety in particular for over length vehicles.

Commented [CP65]: unchanged

Commented [CP66]: Old T-6.2.4 minor revision. PAB review

Commented [CP67]: Feet First

T-6.9 Consider using mixed-multi-modal level of service as a performance metric rather than level of service.

Goal T-7 Impacts
Emphasize transportation improvements that have positive or minimal adverse impacts on the natural environment, air quality, energy consumption, and reduce greenhouse gas emissions.

T-7.1 Review design standards to ensure negative impacts to critical areas, drainage patterns, and soil profiles are mitigated.

Commented [CP68]: Added GHG reference

Commented [CP69]: Minor change. Council review

Commented [CP70]: Minor revision. Council review

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.

Commented [CP71]: New. Council review

Commented [CP72]: New. Council review

T-7.3 Develop an urban forest strategy that includas street trees for developments/redevelopments both public and private.

Commented [CP73]: New. PAB review

T-7.4 The multi-modal transportation plan shall include policies, actions, and strategies for climate change adaptation and mitigation.

Commented [CP74]: New. Council review

T-7.5 Foster approaches to transportation that reduce per capita fossil fuel use, such as the location of recharging stations for electric vehicles.

Commented [CP75]: This section had a lot of duplication.

T-7.6 Develop policies and strategies for land use and development that result in reduced GHGs for new development as well as redevelopment activities.
**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.

<table>
<thead>
<tr>
<th>T-9.1</th>
<th>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.</th>
</tr>
</thead>
<tbody>
<tr>
<td>T-9.2</td>
<td>Establish compatible methodologies and standards by which to determine the types and estimated costs of needed future transportation system improvements.</td>
</tr>
<tr>
<td>T-9.3</td>
<td>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.</td>
</tr>
</tbody>
</table>

**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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<table>
<thead>
<tr>
<th>T-10.2</th>
<th>Provide safe, efficient and barrier free access between the harbor and downtown for water borne passengers and visitors.</th>
</tr>
</thead>
<tbody>
<tr>
<td>T-10.3</td>
<td>Investigate and establish alternative access for emergency personnel to the harbor area.</td>
</tr>
<tr>
<td>T-10.4</td>
<td>Enhance connections from the harbor to the Island Transit system.</td>
</tr>
</tbody>
</table>

**Goal T-11 Parking**
Manage parking such that its impacts are minimized and parking is consistent with the goals of this element.

<table>
<thead>
<tr>
<th>T-11.1</th>
<th>Consider the use of pervious alternatives for parking.</th>
</tr>
</thead>
<tbody>
<tr>
<td>T-11.2</td>
<td>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.</td>
</tr>
<tr>
<td>T-11.3</td>
<td>Parking areas shall have a landscape buffers where necessary to reduce negative impacts between different land uses.</td>
</tr>
<tr>
<td>T-11.4</td>
<td>Locate parking areas to the rear of a building.</td>
</tr>
<tr>
<td>T-11.5</td>
<td>Review parking requirements and consider establishing maximum parking requirements and other methods to reduce the area devoted to parking including shared parking.</td>
</tr>
<tr>
<td>T-11.6</td>
<td>Reduce parking demand by requiring accommodation for new development plans for pedestrians, public transportation, ridesharing, and bicycles.</td>
</tr>
</tbody>
</table>

**Goal T-12 Public Transportation**
In partnership with Island Transit, Island Transportation Planning Organization (ITPO) and other stakeholders establish 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. |

Commented [CP87]: Slight revision.
Commented [CP88]: Slight revision council review.
Commented [CP89]: New
Commented [CP90]: Simplified
Commented [CP91]: Revised to be positive
Commented [CP92]: Revised for clarity.
Commented [CP93]: Strengthened
Commented [CP94]: New
Commented [CP95]: Old T-11.4 revised for clarity council review
Commented [CP96]: Old T-6.4
Commented [CP98]: Old T-1.12
<table>
<thead>
<tr>
<th>T-12.2</th>
<th>Participate in public awareness and education programs with Island Transit to encourage more reliance on public transportation.</th>
</tr>
</thead>
<tbody>
<tr>
<td>T-12.3</td>
<td>In partnership with ITPO and new large employers/businesses, facilitate improved access to public transit and provide bus stops.</td>
</tr>
<tr>
<td>T-12.4</td>
<td>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.</td>
</tr>
<tr>
<td>T-12.5</td>
<td>Adopt road design standards, site-access guidelines, and land use regulations that support transit.</td>
</tr>
</tbody>
</table>

**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.

<table>
<thead>
<tr>
<th>T-13.1</th>
<th>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.</th>
</tr>
</thead>
<tbody>
<tr>
<td>T-13.2</td>
<td>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:</td>
</tr>
<tr>
<td></td>
<td>a. A multi-modal pathway or trail system that connects points in the city and areas in the county.</td>
</tr>
<tr>
<td></td>
<td>b. Shared use streets/alleys where the streets are an extension of the parks, open space and trail network.</td>
</tr>
<tr>
<td></td>
<td>c. Scenic roads that form Langley’s gateway.</td>
</tr>
<tr>
<td></td>
<td>d. Increased opportunities for public access to and across the marine and freshwater environments.</td>
</tr>
<tr>
<td></td>
<td>e. Guidelines for trail easements and working with landowners to encourage the donation of trail easements.</td>
</tr>
<tr>
<td></td>
<td>f. Public education about trail use etiquette.</td>
</tr>
</tbody>
</table>

**Commented** [CP99]: Old T-6.8  
**Commented** [CP100]: Old T-6.6  
**Commented** [CP101]: New  
**Commented** [CP102]: New  
**Commented** [CP103]: Section moved from Parks. Council review.  
**Commented** [CP104]: Old P1  
**Commented** [CP105]: New  
**Commented** [CP106]: Old P-5.2 revised to include components of a trail management plan. Made more general.  
**Commented** [CP107]: Revised to include multi-modal  
**Commented** [CP108]: Old P-5.3  
**Commented** [CP109]: Old P-5.4
<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>g.</td>
<td>Trail standards for each trail type that would include at a minimum types of surfacing, width, grade, etc.</td>
</tr>
<tr>
<td>h.</td>
<td>Maintenance and budgeting requirements</td>
</tr>
</tbody>
</table>

| 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. |
| 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. |
| T-13.5 | Establish and protect wildlife-and-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, conservation easements, and transfer of development rights. |
| T-13.6 | Preserve and protect critical areas and their buffers as wildlife-and-trail corridors. Where trails are located within critical area buffers ensure they will not negatively impact the form and function of the ecosystems. |
| T-13.7 | 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. |

Commented [CP110]: Old P-5.7 made more general

Commented [CP111]: Old P5.1. Need to establish LOS.

Commented [CP112]: Old P-5.6

Commented [CP113]: Old P-2.4 revised for clarity
Commented [CP114]: Revised as per POS 5/31/17

Commented [CP115]: Old P-2.5
Commented [CP116]: Revised and moved to POS-3.6 and 3.7 as per POS 5/31/17

Commented [CP117]: Old P-1.4 revised for clarity.
LEVEL OF SERVICE STANDARDS

The 1990 Washington State Growth Management Act requires Langley to establish level of service (LOS) standards for roadways and transit. The standard is a determination of the maximum level of congestion allowed on a roadway before improvements should be made. For example, if the established level of service for a specific roadway is LOS D, improvements should be made to that roadway if its level of service falls below LOS D (more congestion) or if projected growth would cause the road to exceed the LOS D standard. Level of service standards must be coordinated with the county.

Level of service standards will help ensure that the transportation system can adequately serve expected growth and development. In addition, the service level policy can become the basis for establishing a traffic impact mitigation fee system to provide "fair share" funding of needed transportation improvements. The level of service policy can also be used as an environmental impact review criteria under the State Environmental Policy Act (SEPA) as a basis for conditioning or denying proposed developments.

LEVEL OF SERVICE DEFINITIONS

Level of service standards is a qualitative measure describing both the operational conditions within a traffic stream and the perception of these conditions by motorists and/or passengers. Each level of service describes traffic conditions in objective terms such as speed, travel time, or vehicle density (i.e., the number of vehicles per mile). The conditions are also qualitatively described in terms of a driver's ability to change lanes, safely make turns at intersections and choose his/her own travel speed. Six levels of service are defined. Each level is given a letter designation from A to F, like school grades. LOS A represents the best operating conditions and LOS F the worst. The six levels of service are summarized in Table 9.

Congestion is measured in terms of delay, which can be categorized into levels of service. Delay is a measure of mobility and access, and it considers the excess travel time accrued by motorists due to less than ideal traffic conditions. Congestion can also be measured by vehicle density and average travel speed. While these measures involve different calculations, their influence on travel behavior remains the same. Delay is a convenient measure of congestion at intersections, while average travel speed or vehicle density is a better indicator of congestion on long roadway sections or freeways.

Table 9: Arterial Level of Service Definitions

<table>
<thead>
<tr>
<th>Level of Service</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Level of Service A</td>
<td>Describes primarily free flow operations at average travel speeds usually about 90 percent of the free flow speed for the arterial class. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Stopped delay at signalized intersections is minimal.</td>
</tr>
<tr>
<td>Level of Service B</td>
<td>Represents reasonably unimpeded operations at average travel speeds usually about 70 percent of the free flow speed or the arterial class. The ability to maneuver within the traffic stream is only slightly subjected to appreciable tension.</td>
</tr>
</tbody>
</table>
**Level-of-Service C** represents stable operations. However, ability to maneuver and change lanes in mid-block locations may be more restricted than in LOS B, and longer queues and/or adverse signal coordination may contribute to lower average travel speeds of about 50 percent of the average free flow speed for the arterial class. Motorists will experience an appreciable tension while driving.

**Level-of-Service D** borders on a range in which small increases in flow may cause substantial increases in approach delay and, hence, decreases in arterial speed. This may be due to adverse signal progression, inappropriate signal timing, high volumes, or some combination of these. Average travel speeds are about 40 percent of free flow speed.

**Level-of-Service E** is characterized by significant approach delays and average travel speeds of one-third the free flow speed or lower. Such operations are caused by some combination or adverse progression, high signal density, extensive queuing at critical intersections, and inappropriate signal timing.

**Level-of-Service F** characterizes arterial flow at extremely low speeds below one-third to one-quarter of the free flow speed. Intersection congestion is likely at critical signalized locations, with high approach delays resulting. Adverse progression is frequently a contributor to this condition.


For Langley, levels of service were calculated both at key intersections and along key arterial segments.