



ISLAND REGIONAL TRANSPORTATION PLANNING ORGANIZATION



ISLAND REGIONAL TRANSPORTATION PLANNING ORGANIZATION

# COMPREHENSIVE SAFETY ACTION PLAN

APRIL 2025

# STATUTORY NOTICE

Under 23 U.S. Code § 148 and 23 U.S. Code § 407, safety data, reports, surveys, schedules, lists, compiled or collected for the purpose of identifying, evaluating, or planning the safety enhancement of potential crash sites, hazardous roadway conditions, or railway-highway crossings are not subject to discovery or admitted into evidence in a Federal or State court proceeding or considered for other purposes in any action for damages arising from any occurrence at a location mentioned or addressed in such reports, surveys, schedules, lists, or data.

## IRTPO COMPREHENSIVE SAFETY ACTION PLAN

Prepared for:

**ISLAND REGIONAL TRANSPORTATION PLANNING ORGANIZATION**



Prepared By:



In Partnership With:





# ACKNOWLEDGMENTS

---

## PLAN DEVELOPMENT TEAM

Malcolm Roberts, Transportation Planner, IRTPO  
Alexander Warner, City Engineer, City of Oak Harbor  
Randi Perry, Director of Public Works, City of Langley  
Joshua Engelbrecht, Community Planning Director, Town of Coupeville  
Brad Windler, Acting Operations Manager, Island Transit  
Jen Krenz, Prevention Services Supervisor, Island County Public Health

### Consultant Team:

Veronica Sullivan, Project Manager, DKS Associates  
Brian Chandler, Principal in Charge, DKS Associates  
Houssam Ghandour, Deputy Project Manager, DKS Associates  
Sheida Carugati, Engagement Lead, DKS Associates  
Toole Design Project Managers: Alex Duvall, Maimoona Rahim, Ryan O'Hara  
Support Team: Kyle McGowan, Anish Taylor, Harshala Sardar, Vanessa Choi Clark, Alexander Emmons, Crystal Chavez, and Brianna Velasquez

---

## IRTPO EXECUTIVE BOARD

Brian Tyhuis, Community Planning and Liaison Officer – Naval Air Station (NAS) Whidbey Island • Melanie Bacon, Commissioner – Island County • Curt Gordon, Vice President – Port of South Whidbey • Chris Damitio, Assistant Regional Administrator – WSDOT • Janet St. Clair, Commissioner – Island County • Jill Johnson, Commissioner – Island County • John Shambaugh, Transportation Planning Manager – WSDOT • Kennedy Horstman, Mayor – City of Langley • Molly Hughes, Mayor – Town of Coupeville • Michael Jones, Administrator – Island County • Justin Resnick, Planner – WSDOT Northwest Region • Fred Snoderly, Public Works Director – Island County • Ronnie Wright, Mayor – City of Oak Harbor • Martin Vandepas, District 3 Port Commissioner

---

## IRTPO TECHNICAL ADVISORY BOARD

Alex Warner, City Engineer – City of Oak Harbor • James Blaisdel, District 2 Citizen – Island County • Brad Windler, Planning & Outreach Manager – Island Transit PTBA • Brian Tyhuis, Community Planning and Liaison Officer – Naval Air Station (NAS) Whidbey Island • Cac Kamak, Principal Planner – City of Oak Harbor • Don Meehan, District 1 Citizen – Island County • Ed Sewester, County Engineer – Island County • Joe Grogan, Public Works Director – Town of Coupeville • John Lanier, Long Range Planner – Island County • John Shambaugh, Planning Manager – NW Region Mt Baker Area – WSDOT • Joshua Engelbrecht, Community Planning Director – Town of Coupeville • Phillip Esqueda, Capital Project Manager – City of Oak Harbor • Randi Perry, Public Works Director – City of Langley • Steve Schuller, Public Works Director – City of Oak Harbor • Angi Mozer, Executive Director – Port of South Whidbey

# CONTENTS

---

<b>EXECUTIVE SUMMARY .....</b>	<b>1</b>
EXECUTIVE SUMMARY .....	2

---

<b>INTRODUCTION .....</b>	<b>5</b>
INTRODUCTION .....	6
COMPREHENSIVE SAFETY ACTION PLAN .....	7

---

<b>SAFE SYSTEM APPROACH .....</b>	<b>11</b>
SAFE SYSTEM APPROACH .....	12

---

<b>VISION ZERO COMMITMENT .....</b>	<b>14</b>
VISION ZERO COMMITMENT FROM IRTPO .....	15

---

<b>METHODOLOGY .....</b>	<b>16</b>
--------------------------	-----------

---

<b>WHAT DOES OUR COMMUNITY SAY ABOUT ROADWAY SAFETY? .....</b>	<b>20</b>
PUBLIC OUTREACH AND ENGAGEMENT OVERVIEW .....	21

---

<b>EQUITY CONSIDERATIONS .....</b>	<b>26</b>
EQUITY ANALYSES .....	27
ADVANCING EQUITY .....	30

---

<b>POLICY AND PROCESS REVIEW .....</b>	<b>31</b>
CURRENT POLICIES AND PROCESSES .....	32
TYPES OF POLICIES AND POLICIES REVIEWED .....	33

---

<b>IRTPO REGION .....</b>	<b>35</b>
BACKGROUND .....	36
CRASH DATA AND TRENDS .....	37
EMPHASIS AREAS .....	40
FEEDBACK FROM THE PUBLIC .....	44

# CONTENTS

---

<b>UNINCORPORATED ISLAND COUNTY</b>	<b>46</b>
POTENTIAL RECOMMENDATIONS	47

---

<b>TOWN OF COUPEVILLE</b>	<b>49</b>
BACKGROUND	50
CRASH DATA AND TRENDS	51
EMPHASIS AREAS	53
FEEDBACK FROM THE PUBLIC IN THE TOWN OF COUPEVILLE	56
POTENTIAL RECOMMENDATIONS	57

---

<b>CITY OF LANGLEY</b>	<b>58</b>
BACKGROUND	59
CRASH DATA AND TRENDS	60
EMPHASIS AREAS	62
FEEDBACK FROM THE PUBLIC IN THE CITY OF LANGLEY	65
POTENTIAL RECOMMENDATIONS	66

---

<b>CITY OF OAK HARBOR</b>	<b>67</b>
BACKGROUND	68
CRASH DATA AND TRENDS	69
EMPHASIS AREAS	71
FEEDBACK FROM THE PUBLIC IN THE CITY OF OAK HARBOR	74
POTENTIAL RECOMMENDATIONS	75

---

<b>ISLAND TRANSIT</b>	<b>77</b>
BACKGROUND	78
CRASH DATA AND TRENDS	81
FEEDBACK FROM THE PUBLIC REGARDING ISLAND TRANSIT	82

---

<b>PROPOSED PROJECTS</b>	<b>83</b>
--------------------------	-----------

---

<b>MEASURING &amp; MONITORING PROGRESS</b>	<b>90</b>
--	-----------

---

<b>HELPFUL RESOURCES</b>	<b>92</b>
--------------------------	-----------

# LIST OF FIGURES

FIGURE 1. IRTPO CSAP METHODOLOGY APPROACH ..... 3

FIGURE 2. STUDY AREAS FOR THE IRTPO CSAP CHAPTERS ..... 8

FIGURE 3. USDOT SAFE SYSTEM APPROACH DIAGRAM ..... 12

FIGURE 4. COMPARISON BETWEEN TRADITIONAL ROAD SAFETY APPROACH & SAFE SYSTEM APPROACH ..... 13

FIGURE 5. ENGAGEMENT EVENTS TIMELINE ..... 22

FIGURE 6. SUMMARY OF PUBLIC ENGAGEMENT EFFORT ..... 23

FIGURE 7. HIGHLIGHTS FROM FEEDBACK RECEIVED ..... 24

FIGURE 8. HIGH EQUITY NEED AREAS ..... 29

FIGURE 9. NUMBER OF FATAL AND SERIOUS INJURY CRASHES IN THE IRTPO REGION ..... 37

FIGURE 10. PERCENTAGE DISTRIBUTION OF FATAL AND SERIOUS INJURY CRASHES IN THE IRTPO REGION ..... 38

FIGURE 11. LOCATION OF FATAL AND SERIOUS INJURY CRASHES IN THE IRTPO REGION ..... 39

FIGURE 12. TOP FIVE EMPHASIS AREAS FOR THE IRTPO REGION ..... 42

FIGURE 13. HIGH PRIORITY SEGMENTS AND INTERSECTIONS IN THE IRTPO REGION ..... 43

FIGURE 14. NUMBER OF FATAL AND SERIOUS INJURY CRASHES IN THE TOWN OF COUPEVILLE ..... 51

FIGURE 15. CRASHES BY SEVERITY IN THE TOWN OF COUPEVILLE ..... 52

FIGURE 16. TOP EMPHASIS AREAS IN THE TOWN OF COUPEVILLE ..... 54

FIGURE 17. HIGH PRIORITY SEGMENTS AND INTERSECTIONS IN THE TOWN OF COUPEVILLE ..... 55

FIGURE 18. NUMBER OF FATAL AND SERIOUS INJURY CRASHES IN THE CITY OF LANGLEY ..... 60

FIGURE 19. CRASHES BY SEVERITY IN THE CITY OF LANGLEY ..... 61

FIGURE 20. TOP EMPHASIS AREAS IN THE CITY OF LANGLEY ..... 63

FIGURE 21. HIGH PRIORITY SEGMENTS, INTERSECTIONS, PROPOSED PROJECTS IN THE CITY OF LANGLEY ..... 64

FIGURE 22. NUMBER OF FATAL AND SERIOUS INJURY CRASHES IN THE CITY OF OAK HARBOR ..... 69

FIGURE 23. FATAL AND SERIOUS INJURY CRASHES IN THE CITY OF OAK HARBOR ..... 70

FIGURE 24. TOP EMPHASIS AREAS IN THE CITY OF OAK HARBOR ..... 72

FIGURE 25. HIGH PRIORITY SEGMENTS, INTERSECTIONS, PROPOSED PROJECTS IN OAK HARBOR ..... 73

FIGURE 26. ISLAND TRANSIT SERVICE MAP ..... 80

FIGURE 27. NUMBER OF CRASHES INVOLVING TRANSIT ..... 81

FIGURE 28. PROPOSED INFRASTRUCTURE-BASED PROJECTS IN IRTPO REGION ..... 89



# LIST OF TABLES

TABLE 1. SAFE SYSTEM APPROACH ELEMENTS .....	13
TABLE 2. SCREENING FACTORS FOR SYSTEMIC SAFETY NETWORK ANALYSIS .....	18
TABLE 3. PRIORITIZATION SCORING SYSTEM FOR ROADWAY SEGMENTS – GENERAL SAFETY PROJECTS .....	18
TABLE 4. PRIORITIZATION SCORING SYSTEM FOR INTERSECTIONS – GENERAL SAFETY PROJECTS .....	19
TABLE 5. PRIORITIZATION LEVELS FOR ALL SEGMENTS AND INTERSECTIONS .....	19
TABLE 6. IRTPO REGION EXISTING POLICIES AND PLANS .....	32
TABLE 7. INVENTORY SUMMARY OF RELEVANT POLICIES AND PLANS THAT INCLUDE SAFETY .....	33
TABLE 8. IRTPO PLANS AND POLICIES TO PURSUE .....	34
TABLE 9. CRASHES BY EMPHASIS AREAS IN THE IRTPO REGION .....	40
TABLE 10. ISLAND COUNTY PROPOSED NON-INFRASTRUCTURE (NI) PROJECTS .....	47
TABLE 11. ISLAND COUNTY PROPOSED INFRASTRUCTURE (IB) PROJECTS .....	48
TABLE 12. CRASHES BY EMPHASIS AREAS IN TOWN OF COUPEVILLE .....	53
TABLE 13. TOWN OF COUPEVILLE PROPOSED NON-INFRASTRUCTURE PROJECTS .....	57
TABLE 14. TOWN OF COUPEVILLE PROPOSED INFRASTRUCTURE PROJECTS .....	57
TABLE 15. CRASHES BY EMPHASIS AREAS IN THE CITY OF LANGLEY .....	62
TABLE 16. CITY OF LANGLEY PROPOSED INFRASTRUCTURE PROJECTS .....	66
TABLE 17. CITY OF LANGLEY ADDITIONAL INFRASTRUCTURE PROJECTS TO CONSIDER .....	66
TABLE 18. CRASHES BY EMPHASIS AREA IN THE CITY OF OAK HARBOR .....	71
TABLE 19. OAK HARBOR PROPOSED NON-INFRASTRUCTURE PROJECTS .....	75
TABLE 20. OAK HARBOR PROPOSED INFRASTRUCTURE PROJECTS .....	75
TABLE 21. OAK HARBOR ADDITIONAL INFRASTRUCTURE PROJECTS TO CONSIDER .....	76
TABLE 22. SUMMARY OF PROPOSED NON-INFRASTRUCTURE BASED PROJECTS .....	84
TABLE 23. SUMMARY OF PROPOSED INFRASTRUCTURE-BASED PROJECTS .....	86
TABLE 24. HOW TO MEASURE PROGRESS OF OUTPUTS AND OUTCOMES .....	91

# ACRONYMS

**ADA** – Americans with Disabilities Act

**ADT** – Average Daily Traffic

**ATP** – Active Transportation Plan

**BIPOC** – Black, Indigenous, and Person of Color

**CSAP** – Comprehensive Safety Action Plan

**DUI** – Driving Under the Influence of Alcohol and/or Drugs

**EMS** – Emergency Medical Services

**GIS** – Geographic Information Systems

**HIN** – High Injury Network

**IB** – Infrastructure Based Project

**IRTPO** – Island Regional Transportation Planning Organization

**NI** – Non-Infrastructure Based Project

**P&R** – Park and Ride

**RRFB** – Rectangular Rapid Flashing Beacon

**SHSP** – State Highway Safety Plan

**SR** – State Route

**SS4A** – Safe Streets and Roads for All

**SSA** – Safe System Approach

**SSN** – Safe System Network

**USDOT** – United States Department of Transportation

**VRU** – Vulnerable Road User

**WSDOT** – Washington State Department of Transportation

# DEFINITIONS

<b>CRASH/COLLISION</b>	An event involving at least one motorized vehicle on a public roadway within which one or more road users are injured or killed, or that meets a particular property damage threshold (per WAC 446-85-010).
<b>CRASH SEVERITY</b>	The injury severity level of a crash is determined by the most severe injury sustained in the crash: fatal injury (K), suspected serious injury (A), suspected minor injury (B), possible injury (C), and no apparent injury (O).
<b>COMMUNITY AND POPULATION</b>	Community and population are often used interchangeably to describe groups of people sharing similar characteristics or experiences. In this document, we use “community” to mean a group of people who share experiences or cultures. “Population” is used to describe a group of people defined by shared demographic attributes, typically identified through Census data.
<b>DISTRACTED DRIVER</b>	Distraction includes a long list of items, including but not limited to other occupants, a moving object in the vehicle, eating or drinking, or using portable electronic devices.
<b>EQUITY</b>	Equity is a pluralistic concept that centers on the concept of fairness and justice. For a plan to address equity concerns of BIPOC communities, it must acknowledge historical marginalization, disenfranchisement, and disinvestment. An equity analysis should examine disproportionate impacts and disparate outcomes for those who have been harmed.
<b>HIGH INJURY NETWORK</b>	The High Injury Network (HIN) identifies where the most severe traffic-related fatal and serious injuries occur. The HIN represents 3.6% of IRTPO Region’s roadway miles and contains 52% of all fatal and serious injury crashes in the IRTPO Region.
<b>HISTORICALLY DISADVANTAGED COMMUNITIES</b>	Historically Disadvantaged Communities refers to populations sharing a particular characteristic, as well as geographic communities, that have been systematically denied a full opportunity to participate in aspects of economic, social, and civic life.
<b>SAFE SYSTEM NETWORK</b>	The Systemic Safety Network (SSN), also known as a high-risk network, is a proactive review of roads in the IRTPO Region that identifies the correlation between roadway characteristics and high frequencies of crashes. The SSN was developed by looking at crashes in the IRTPO study area from 2018-2022 and the following roadway characteristics: traffic volume/average daily traffic, functional class, speed limit, roadway setting, and equity score.
<b>TRANSPORTATION INSECURE</b>	Transportation Insecure is a component of transportation disadvantage according to the US Department of Transportation. It occurs when people are unable to get to where they need to go to meet the needs of their daily lives regularly, reliably, and safely.
<b>VULNERABLE ROAD USER</b>	A Vulnerable Road User refers to individuals who use a human-scale and often human-powered means of travel to get from one place to another, including walking, bicycling, using a mobility assistive or adaptive device such as a wheelchair or walker, using micromobility devices such as skateboards, and using electric-assist devices such as e-bikes and e-foot scooters. Vulnerable road users typically travel without external protection, making them more susceptible to severe injuries in the event of a collision with a vehicle. For this Plan, a Vulnerable Road User is defined as a pedestrian or cyclist for analysis purposes.



ISLAND REGIONAL TRANSPORTATION PLANNING ORGANIZATION

# EXECUTIVE SUMMARY



# EXECUTIVE SUMMARY

Island County's streets, roads, and highways serve as lifelines for residents and visitors, connecting them to jobs, education, and essential services. However, keeping road users safe while traveling on the islands remains a concern. Between 2008 and 2012, roadway crashes resulted in 28 fatalities and 119 serious injuries reported. These incidents have affected the community, emphasizing the need for safer transportation facilities.

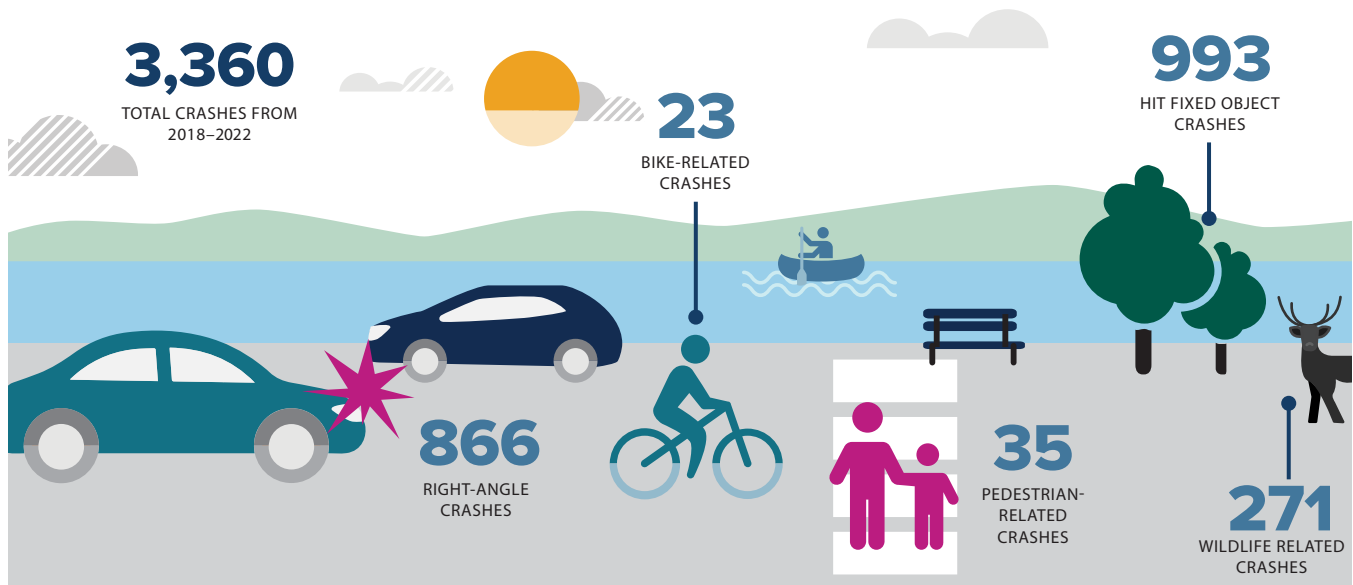
The Island Regional Transportation Planning Organization (IRTPO), made up of Island County, cities, towns, ports, Island Transit, major employers, and the Washington State Department of

Transportation (WSDOT), works collaboratively to design, operate, and maintain a transportation system that meets the needs of residents and visitors while promoting sustainability and equity.

**IRTPO has cast a vision to eliminate fatalities and serious injuries by 2045 through bold actions in transportation system design, maintenance, and education about safe behaviors.**

To achieve this ambitious goal, IRTPO's Comprehensive Safety Action Plan (CSAP) lays the groundwork for meaningful projects and strategies to reduce the number and severity of roadway crashes. The CSAP employs a data-driven approach,

## CRASH PATTERNS:



## IRTPO REGION POPULATION SUMMARY:

\*ESTIMATES FROM ESRI BUSINESS ANALYST

89,000  
TOTAL POPULATION

8,000  
POPULATION AGE 16-25  
17,000  
POPULATION OVER AGE 70

2,600  
TOTAL BUSINESSES

10,100  
HOUSEHOLDS WITH DISABILITIES

1,100  
HOUSEHOLDS WITHOUT VEHICLE

integrating crash history, community demographics, and public feedback to identify and prioritize areas for safety improvements. The plan outlines projects and strategies to address the specific needs of various road users, making roadways safer for everyone who travels to, from, and within Island County. Its foundation is the Federal Safe System Approach, a guiding framework used nationally that considers the comprehensive nature of transportation safety.

The IRTPO project team conducted several important activities to develop this safety plan, as illustrated in **FIGURE 1** and described below.

**Step 1: Safety Data and Equity Analysis.** IRTPO analyzed five years of reported crashes in Island County on all public roadways to understand two important elements of those crash events: location and contributing factors. The team also conducted an equity analysis to identify historically disadvantaged communities and sociodemographic populations.

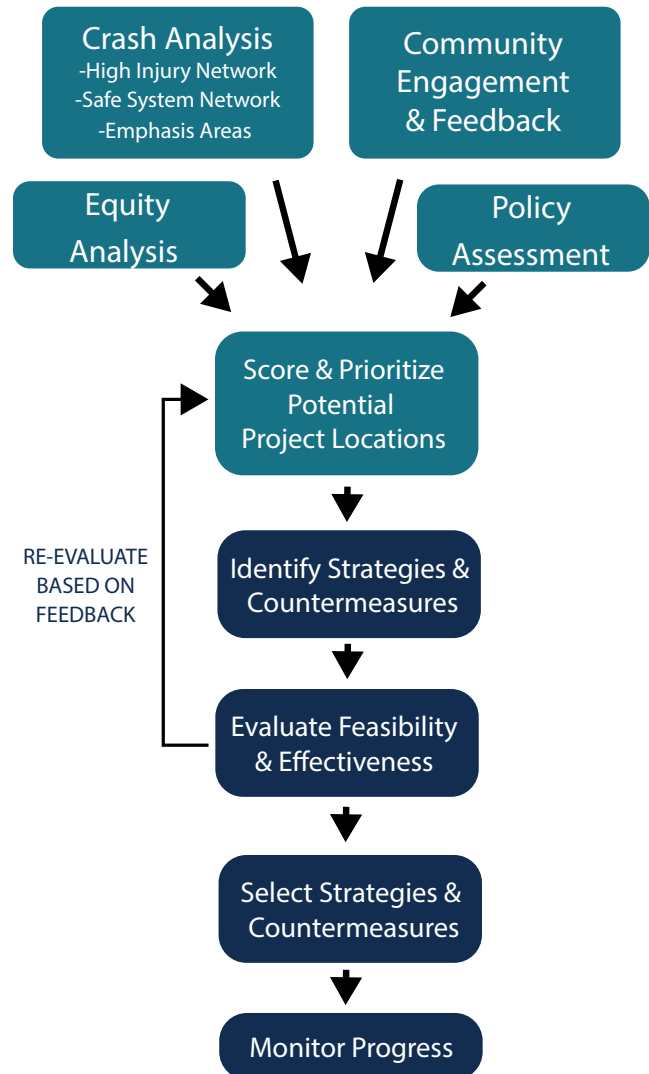
**Step 2: Policy Assessment.** IRTPO reviewed regional and member agency policies, plans, guidelines, and standards to assess how each addresses transportation safety needs. Improving policies can have long-term life-saving effects.

**Step 3: Community Input.** It is vital to understand community concerns to gain a full understanding of roadway safety needs. More than 400 comments were shared about safety and ideas for projects and strategies via an online mapping tool, safety survey, and/or by attending in-person and online events.

#### Step 4: Project and Strategy Recommendations.

Based on all inputs described in previous steps, IRTPO prioritized safety needs, balancing a reactive approach (focused on the past, including crash history) with a vision toward the future by predicting how projects and strategies can be most effective to prevent future crashes.

**FIGURE 1.** IRTPO CSAP METHODOLOGY APPROACH



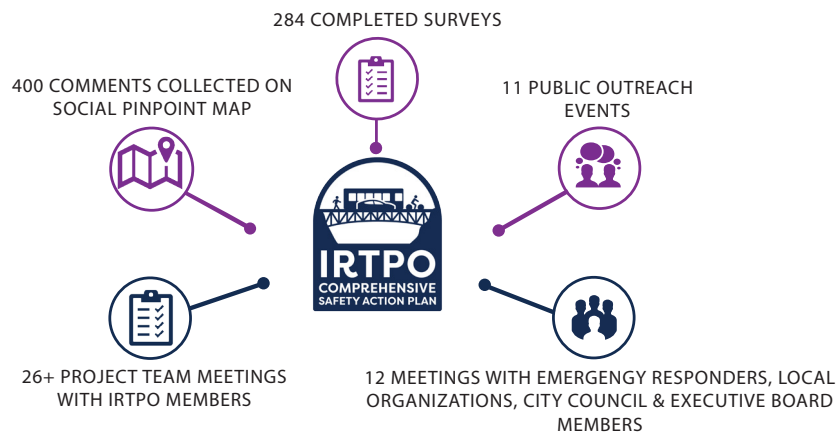
The result of this analysis is a set of recommended projects and strategies in these categories:

- **Policy Strategies** include implementing the County’s recently developed speed limit policy, developing Safe Routes to School Plans, and developing an Active Transportation Plan.
- **Non-infrastructure Safety Strategies** include actions to address road user behavior, like high visibility law enforcement, education programs, and public outreach regarding the potential impact of impaired and distracted driving. It also includes improving coordination with IRTPO, Island County, Public Health, and Emergency Services to support post-crash care.
- **Infrastructure Safety Projects** are projects that are larger, more expensive, and can require feasibility studies and grant applications to secure approvals and funding. Examples include signalized intersections, roundabouts, sidewalks, and roadway reconfigurations.

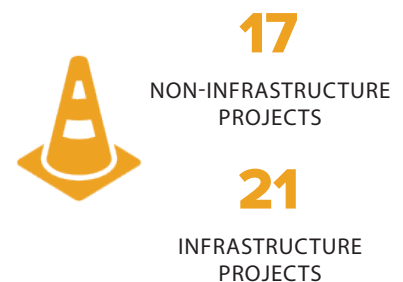
This 4-step process included regular reports to the IRTPO Board and modifications to the process along the way based on their feedback. The result is this Comprehensive Safety Action Plan (CSAP), its recommended projects and strategies, and a foundation for all IRTPO agencies to use to make roads safer for all users.

The IRTPO Region is prioritizing two key projects in its transportation safety efforts. The first, Project IB-09, is a collaboration with WSDOT to widen the road shoulder along State Route 20 between Race Road and Welcher Road. The second priority, Project IB-16, proposes roadway reconstruction along State Route (SR) 20 in Oak Harbor between Whidbey Avenue to Southwest Eagle Vista Ave. This project will assess the feasibility of a road diet, potentially reducing the roadway from five lanes to three, and incorporating separated bike lanes. The proposed Project IB-16 also aims to improve pedestrian safety by enhancing existing crossings and evaluating the need for additional pedestrian crossings along the corridor.

#### ENGAGEMENT SUMMARY:



#### POTENTIAL SAFETY RECOMMENDATIONS IDENTIFIED:



The CSAP is organized into chapters focused on the various contributors to the effort and their jurisdiction, including the whole IRTPO Region (Whidbey and Camano Islands), the Town of Coupeville, the City of Langley, the City of Oak Harbor, and Island Transit. Each chapter details the jurisdiction’s unique background, crash history, public outreach efforts, and proposed safety projects. By fostering collaboration among stakeholders and leveraging shared expertise, the plan envisions a safer Island County where residents can live, work, and travel safely.



ISLAND REGIONAL TRANSPORTATION PLANNING ORGANIZATION

# INTRODUCTION





# INTRODUCTION

The streets, roads, and highways in Island County connect our residents and visitors to jobs, education, goods and services, and one another. All public roadways in the county should offer ways for people to travel safely. Unfortunately, that is not the current state of roadway safety in Island County. Between 2018 and 2022, 28 people were killed and 119 were seriously injured while traveling in the county. These were our neighbors, coworkers, family members, friends, and visitors.

The Island County Regional Transportation Planning Organization (IRTPO), formed in September 2016, coordinates collaborative transportation planning efforts among Island County, cities, ports, towns, Island Transit, major employers, and the Washington State Department of Transportation.

**THE IRTPO HAS MADE A COMMITMENT TO IMPROVE ROADWAY SAFETY FOR ALL ROAD USERS WITH A GOAL TO REACH ZERO FATALITIES AND SERIOUS INJURIES BY 2045.**

To meet this goal, IRTPO must act boldly to improve the way we design, operate, and maintain the transportation system, and we must educate our road users about safe behaviors.

The following Comprehensive Safety Action Plan lays a foundation to implement important actions to reduce the number and severity of roadway crashes in the IRTPO Region. Approaching zero deaths and serious injuries will require all of us to share this responsibility and use our combined experience and expertise to implement safety projects and strategies. In the end, together we will make Island County a safer place to live, work, and play.

# COMPREHENSIVE SAFETY ACTION PLAN

## WHAT IS IT AND WHY DO WE HAVE ONE?

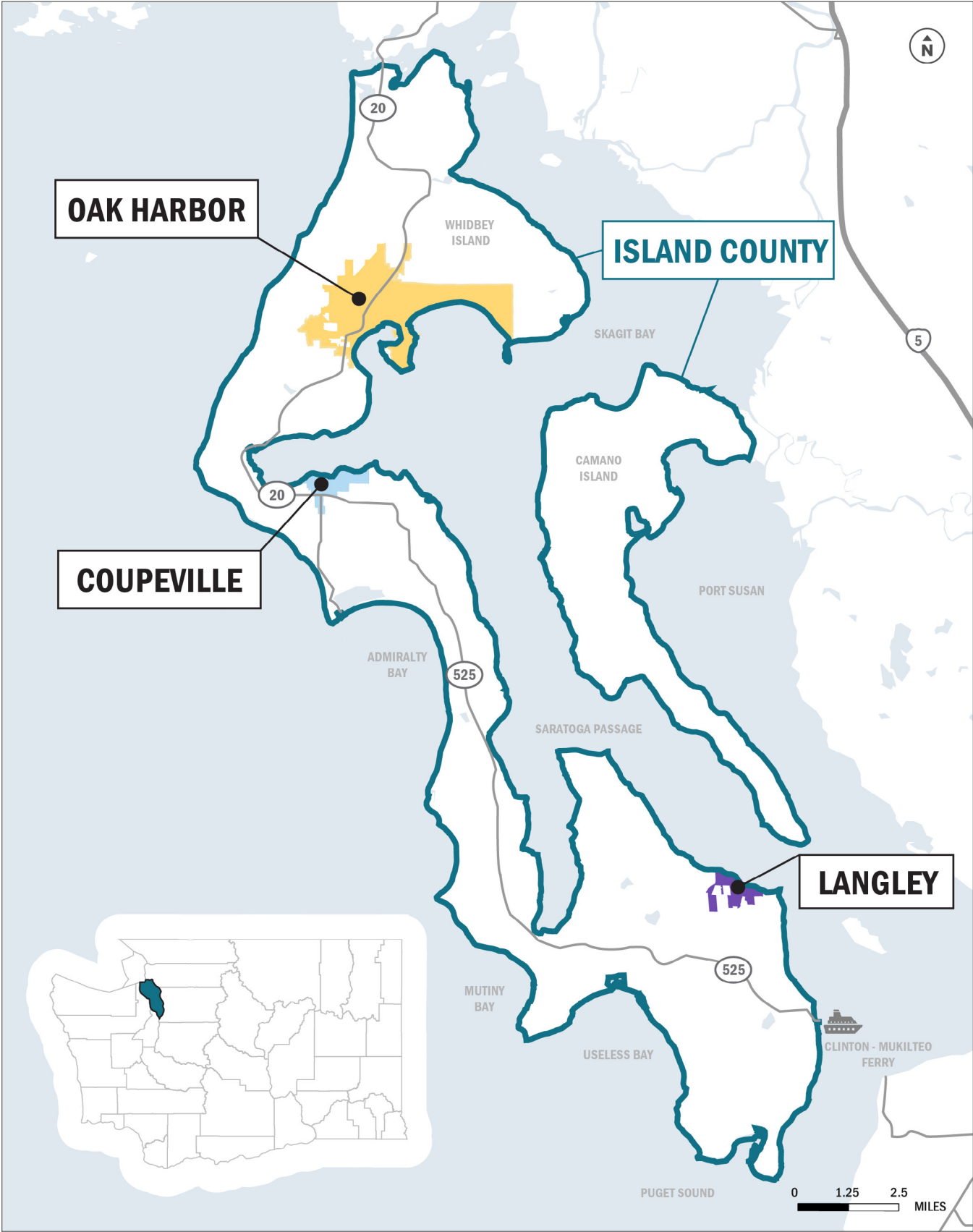
The Comprehensive Safety Action Plan's (CSAP) purpose is to improve safety for all roadway users. Its primary focus is reducing fatal and serious injury crashes. To do this, the CSAP uses data and the perspective of community members to create an understanding of the areas that need safety interventions. Based on this analysis, the plan includes proposed projects and strategies designed to improve roadway safety.

## PURPOSE OF THE CSAP

The IRTPO secured funding from the federal Safe Streets and Roads For All (SS4A) grant in 2023 to create a CSAP to reduce fatal and serious injuries in Island County. This safety plan identifies projects and strategies to make roadways safer for all users by using a data-driven approach to analyze crash history, community demographics, and citizen concerns. This information will help identify, prioritize, and implement safety countermeasures to reduce both frequency and severity of crashes.

This Plan is organized based on chapters for each of the partners who helped bring it together (see **FIGURE 2**). The following chapters are divided into IRTPO Region (including both Camano Island and Whidbey Island), then looking at the Town of Coupeville, City of Langley, and the City of Oak Harbor. Each chapter highlights the background, crash data, emphasis areas, high priority locations, feedback from the public, and the potential recommendations identified.

**FIGURE 2. STUDY AREAS FOR THE IRTPO CSAP CHAPTERS**



# SS4A CHECKLIST

The following section identifies the relevant chapters for each SS4A element. The 2024 SS4A Self-Certification Eligibility Worksheet is included in **APPENDIX A**.

ACTION PLAN ELEMENT	PAGE NUMBER
THE SAFETY ACTION PLAN MUST INCLUDE THESE THREE REQUIRED ELEMENTS:	
<p><b>1. SAFETY ANALYSIS</b></p> <ul style="list-style-type: none"> <li>• Analysis of existing conditions and historical trends to baseline the level of crashes involving fatalities and serious injuries across a jurisdiction, locality, tribe, or region;</li> <li>• Analysis of the location where there are crashes, the severity, as well as contributing factors and crash types;</li> <li>• Analysis of systemic and specific safety needs, as needed (e.g., high risk road features, specific safety needs of relevant road users);</li> <li>• A geospatial identification (geographic or locational data using maps) of higher risk locations.</li> </ul>	<p><b>IRTPO REGION</b> (P. 35)</p> <p><b>COUPEVILLE</b> (P. 48)</p> <p><b>LANGLEY</b> (P. 57)</p> <p><b>OAK HARBOR</b> (P. 66)</p>
<p><b>2. STRATEGY AND PROJECT SELECTIONS:</b> DOES THE PLAN IDENTIFY A COMPREHENSIVE SET OF PROJECTS AND STRATEGIES TO ADDRESS THE SAFETY PROBLEMS IN THE ACTION PLAN, TIME RANGES WHEN PROJECTS AND STRATEGIES WILL BE DEPLOYED, AND EXPLAIN PROJECT PRIORITIZATION CRITERIA?</p>	<p><b>PROPOSED PROJECTS</b> (P. 81)</p>
<p><b>3. COMPLETION DATE:</b></p>	<p><b>APRIL 2025</b></p>
THE SAFETY ACTION PLAN MUST INCLUDE AT LEAST THREE OF THE FOLLOWING FIVE OPTIONAL REQUIREMENTS:	
<p><b>4. ARE BOTH OF THE FOLLOWING TRUE?</b></p> <ul style="list-style-type: none"> <li>• <b>Leadership Commitment:</b> Did a high-ranking official and/or governing body in the jurisdiction publicly commit to an eventual goal of zero roadway fatalities and serious injuries?</li> <li>• <b>Goal:</b> Did the commitment include either setting a target date to reach zero, or setting one or more targets to achieve significant declines in roadway fatalities and serious injuries by a specific date?</li> </ul>	<p><b>VISION ZERO COMMITMENT</b> (P. 14)</p>



ACTION PLAN ELEMENT	REQUIRED OR OPTIONAL?
THE SAFETY ACTION PLAN MUST INCLUDE AT LEAST <u>THREE OF THE FOLLOWING FIVE</u> OPTIONAL REQUIREMENTS (CONT.):	
<p><b>5. PLANNING STRUCTURE:</b> TO DEVELOP THE ACTION PLAN, WAS A COMMITTEE, TASK FORCE, IMPLEMENTATION GROUP, OR SIMILAR BODY ESTABLISHED AND CHARGED WITH THE PLAN'S DEVELOPMENT, IMPLEMENTATION, AND MONITORING?</p>	<p>WHAT DOES OUR COMMUNITY SAY? (P. 20)</p>
<p><b>6. ENGAGEMENT AND COLLABORATION:</b> DID THE ACTION PLAN DEVELOPMENT INCLUDE ALL THE FOLLOWING ACTIVITIES?</p> <ul style="list-style-type: none"> <li>• Engagement with the public and relevant stakeholders, including the private sector and community groups</li> <li>• Incorporation of information received from the engagement and collaboration into the plan</li> <li>• Coordination that included inter- and intra-governmental cooperation and collaboration, as appropriate</li> </ul>	<p>WHAT DOES OUR COMMUNITY SAY? (P. 20)</p>
<p><b>7. POLICY AND PROCESS CHANGES:</b> ARE BOTH OF THE FOLLOWING TRUE?</p> <ul style="list-style-type: none"> <li>• Plan development included an assessment of current policies, plans, guidelines, and/or standards to identify opportunities to improve how processes prioritize safety</li> <li>• Plan discusses implementing through the adoption of revised or new policies, guidelines, and standards</li> </ul>	<p>POLICY &amp; PROCESS REVIEW (P. 31)</p>



ISLAND REGIONAL TRANSPORTATION PLANNING ORGANIZATION

# SAFE SYSTEM APPROACH

# SAFE SYSTEM APPROACH

The SS4A grant program is supported by the Safe System Approach, which represents a shift in thinking about transportation safety. This approach includes improving safety culture, increasing collaboration across all safety-interested parties, and redesigning transportation systems to anticipate human error, lessening impact forces to reduce crash severity.

The Safe System Approach is recognized as an effective way to manage inherent risks within the transportation system. As part of this approach, multiple layers of protection are created to prevent crashes and reduce harm when crashes do occur. It provides a holistic and comprehensive approach with a guiding framework to make transportation systems safer for everyone.

**FIGURE 3.** USDOT SAFE SYSTEM APPROACH DIAGRAM








The Safe System Approach (SSA) prioritizes the elimination of crashes that result in fatal and serious injury outcomes by creating a system with redundancies in place to protect all road users (See **FIGURE 3**).

There are six key principles of the USDOT Safe System Approach:

1. **DEATH AND SERIOUS INJURIES ARE UNACCEPTABLE**
2. **HUMANS MAKE MISTAKES**
3. **HUMANS ARE VULNERABLE**
4. **RESPONSIBILITY IS SHARED**
5. **SAFETY IS PROACTIVE**
6. **REDUNDANCY IS CRUCIAL**

The following are the five Safe System Approach elements. By integrating these elements, the SSA aims to create a transportation system where no one suffers life-changing injuries from road crashes.


**TABLE 1. SAFE SYSTEM APPROACH ELEMENTS**

SAFE SYSTEM ELEMENTS	
	<b>Safer People</b> – The safety of all road users is equitably addressed, including those who walk, bike, drive, ride transit, or travel by other modes.
	<b>Safer Vehicles</b> – Vehicles are designed and regulated to minimize injury for those inside and outside the vehicle using safety measures that incorporate the latest technology.
	<b>Safer Speeds</b> – Humans are less likely to survive high-speed crashes. Reducing speeds can accommodate human-injury tolerances in three ways: reducing impact forces, providing additional time for drivers to stop, and improving visibility.
	<b>Post Crash Care</b> – People who are injured in collisions rely on emergency first responders to quickly locate and stabilize their injuries and transport them to medical facilities. Post-crash care also includes forensic analysis at the crash site, traffic incident management, and other activities.
	<b>Safer Roads</b> – Designing transportation infrastructure to accommodate human mistakes and injury tolerances can greatly reduce the severity of crashes. Examples include physically separating people traveling at different speeds, providing dedicated times for different users to move through a space, and alerting users to hazards and other road users.

Whereas traditional road safety strives to modify human behavior and prevent all crashes, the Safe System Approach refocuses transportation system design and operation on anticipating human mistakes and lessening impact forces to reduce crash severity and save lives.

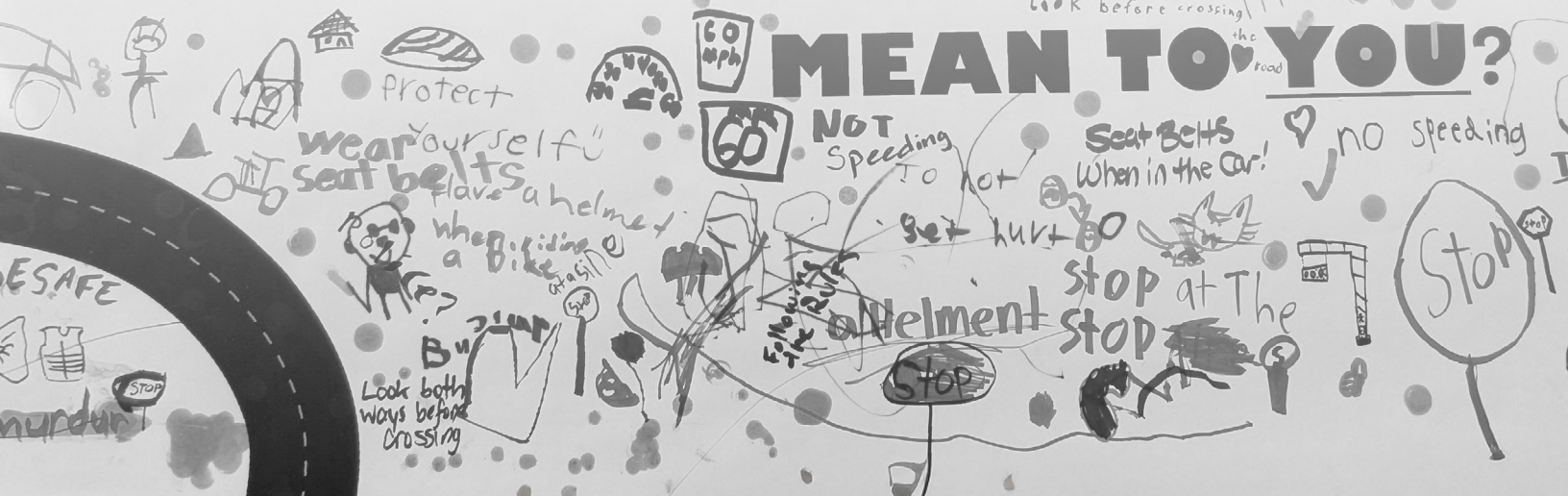
To make meaningful progress, changes are needed in how we think about the traffic safety problem and the approaches to solving it. **FIGURE 4** further describes differences between the previously-used traditional approach and the Safe System Approach.

**FIGURE 4. COMPARISON BETWEEN TRADITIONAL ROAD SAFETY APPROACH AND SAFE SYSTEM APPROACH**

TRADITIONAL APPROACH		SAFE SYSTEM APPROACH
<ul style="list-style-type: none"> <li>• Traffic deaths are inevitable</li> <li>• Aims to fix humans</li> <li>• Expects perfect human behavior</li> <li>• Prevents crashes</li> <li>• Exclusively addresses traffic engineering</li> <li>• Doesn't consider disproportionate impacts</li> </ul>		<ul style="list-style-type: none"> <li>• Traffic deaths are preventable</li> <li>• Aims to fix systems</li> <li>• Humans make mistakes</li> <li>• Prevents fatal and serious crashes</li> <li>• Considers the roadway system as a whole</li> <li>• Considers road safety as an issue of social equity</li> </ul>



# WHAT DOES SAFETY MEAN TO YOU?



ISLAND REGIONAL TRANSPORTATION PLANNING ORGANIZATION

## VISION ZERO COMMITMENT



**BEFORE THE ISLAND REGIONAL TRANSPORTATION PLANNING  
ORGANIZATION**

**IN THE MATTER OF ESTABLISHING A GOAL TO  
WORK TOWARDS ZERO TRAFFIC DEATHS AND  
SERIOUS INJURIES**

**RESOLUTION NO. 25-002**

**WHEREAS**, Traffic safety impacts our families, community, neighborhoods, health and livability; and

**WHEREAS**, The National Highway Traffic Safety Administration projects that an estimated 40,990 people died in motor vehicle traffic crashes in 2023; and

**WHEREAS**, Island Regional Transportation Planning Organization (IRTPO) adopted the Island County Regional Transportation Plan, also known as Island Access 2045, that includes a goal to support partners' efforts at building, maintaining, and operating a transportation system that safely and efficiently meets mobility needs for all modes of travel while keeping life costs as low as possible; and

**WHEREAS**, Target Zero is a statewide safety framework in Washington to reduce and eventually eliminate traffic deaths and serious injuries using a data-driven, multi-disciplinary, and the safe system approach that increases safe, healthy, and equitable mobility for all; and

**WHEREAS**, Target Zero recognizes that while human error will always occur, a combination of engineering, education, enforcement and emergency medical services measures can reduce collisions and prevent collisions from causing death or severe injuries; and

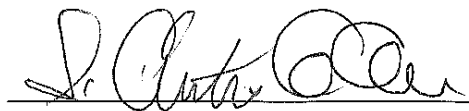
**WHEREAS**, IRTPO has given said matter careful review and consideration, and finds that good government and the best interests of IRTPO will be served by passage of this resolution.

**NOW THEREFORE BE IT RESOLVED BY THE ISLAND REGIONAL TRANSPORTATION ORGANIZATION:**

**Section 1:** IRTPO will be committed to the goal to reduce the number of traffic deaths and serious injuries to zero by the year 2045.

**Section 2:** For IRTPO staff to monitor and periodically report on progress toward the goal.

**ADOPTED** by the IRTPO Executive Board, this date April 23rd 2025.



Curt Gordon, Port of South Whidbey Commissioner  
Co-Chair of the IRTPO Executive Board



ISLAND REGIONAL TRANSPORTATION PLANNING ORGANIZATION

# METHODOLOGY



This section highlights the analysis components used to help prioritize potential project locations in the IRTPO Region. Every analysis component is used as an input for scoring intersections and segments with the most severe crashes in the IRTPO region.

For more details on the development, analysis, and conclusions drawn from the HIN, the SSN, the Intersection Analysis, and project prioritization, refer to:

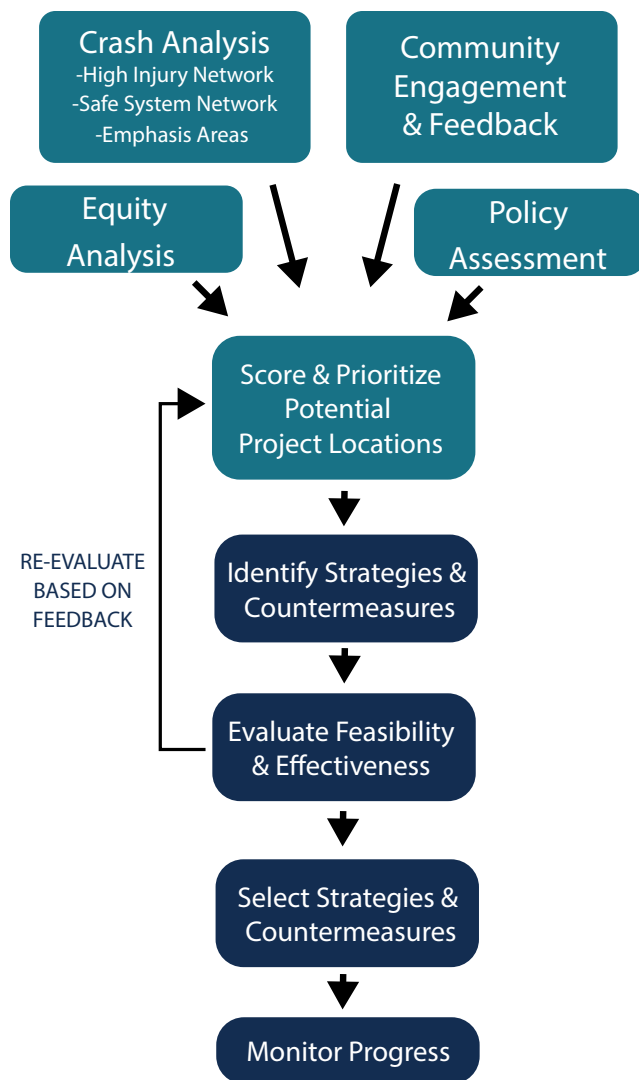
**Appendix B:** High Injury Network and Intersection Screening.

**Appendix C:** Systemic Safety Analysis Technical Memorandum

## HIGH INJURY NETWORK

The High Injury Network (HIN) for all modes depicts segments of the roadway network with the highest densities of fatal and serious injury crashes. The HIN was developed by using crash data from the 5-year period of 2018-2022, which was acquired from WSDOT for the IRTPO study area (including local, county, and state roadways). WSDOT crash data was retrieved from the Public Disclosure request center and includes all Officer reportable crashes to the public.<sup>1</sup> The crash data analysis began early 2024 and the most recent crash data verified by WSDOT was 2022, therefore crash data for 2023 was not included for this analysis.

The HIN for all modes contains 52% of the fatal and serious injury crashes on just 3.6% of the IRTPO Region's roadway miles. In other words, only 3.6% of all the roadway miles in the IRTPO Region experienced more than half of the fatal and serious injury crashes over the five-year study period.



## SYSTEM SAFETY NETWORK

The Systemic Safety Network (SSN), also known as a high-risk network, is a proactive review of roads in the IRTPO Region that looks at the correlation between roadway characteristics and high frequencies of crashes. The SSN was developed by looking at crashes in the IRTPO study area from 2018-2022 and the roadway characteristics in **TABLE 2** on the following page, which are referred to as screening factors.

<sup>1</sup> WSDOT Public Disclosure Request Center: <https://wsdot.wa.gov/about/contacts/public-disclosure>

**TABLE 2. SCREENING FACTORS FOR SYSTEMIC SAFETY NETWORK ANALYSIS**

SCREENING FACTOR	DESCRIPTION
<b>Traffic Volume/Average Daily Traffic (ADT).</b> The average number of vehicles that traveled along this segment each day.	Up to 1,000 ADT; 1,001 to 10,000 ADT; greater than 10,000 ADT
<b>Functional Class.</b> Roadways are categorized by their function (e.g., moving traffic and/or providing access to properties).	High = highways or arterials Medium = collectors Low = local and residential streets
<b>Speed Limit.</b> Regulatory maximum allowable speed posted on the segment.	Less than 30 MPH, 35 to 45 MPH, and greater than 50 MPH
<b>Roadway Setting.</b> Level of urbanization.	Defined as either ‘urban’ or ‘rural’ based on Island County land use data.
<b>Equity Score.</b> Described in Chapter 6, identifies marginalized geographics and/or populations.	Defined as ‘Higher Need’, ‘Moderate Need’, ‘Lower Need’, and ‘No Need’

See Appendix E for more information on the specific equity tool that were used and details on how the equity thresholds and areas were determined.

## LOCATION IDENTIFICATION AND PRIORITIZATION

The results of the High Injury Network, Systemic Safety Network, and equity analyses, as well as feedback from the public, were used to score roadway corridors and intersections for project development. The roadway corridors and intersections were assigned scores for developing

general safety projects, as well as Vulnerable Road User-specific projects. The segments and intersections were assigned scores separately using geospatial software and the scoring frameworks in **TABLE 3** and **TABLE 4**. These locations were ranked and prioritized to guide project development.

**TABLE 3. PRIORITIZATION SCORING SYSTEM FOR ROADWAY SEGMENTS – GENERAL SAFETY PROJECTS (ALL MODES)**

CRITERION	METRIC (POINTS)	MAX SCORE (POINTS)
1. On High Injury Network for All Modes	Yes = 2 Points No = 0 points	2
2. On Systemic Safety Network for All Modes	Identified as “Critical” = 3 Points Identified as “High” = 2 Points Identified as “Medium” = 1 Point Not on Systemic Safety Network = 0 points	3
3. Overlaps with an Equity Need Area	Identified as “Higher” = 3 Points Identified as “Moderate” = 2 Points Identified as “Low” = 1 Point Not identified as an Equity Need Area = 0 points	3
4. Received Public Feedback	Yes = 3 points No = 0 Points	3
<b>Total Score (Points)</b>		<b># / 11</b>

**TABLE 4. PRIORITIZATION SCORING SYSTEM FOR INTERSECTIONS – GENERAL SAFETY PROJECTS (ALL MODES)**

CRITERION	METRIC (POINTS)	MAX SCORE (POINTS)
1. On Intersection Screening	Highest Number of Crashes = 4 Points High Number of Crashes = 3 Points Moderate Number of Crashes = 2 Points Low Number of Crashes = 1 Point No Reported Crashes = 0 Points	4
2. On Equity Need Area	Identified as “Higher” = 3 Points Identified as “Moderate” = 2 Points Identified as “Low” = 1 Point Not identified as an Equity Need Area = 0 points	3
3. Received Public Feedback	Yes = 3 points No = 0 Points	3
<b>Total Score (Points)</b>		<b># / 10</b>

To simplify the scoring system provided for segments and intersections a “Natural-Breaks Method” was used to categorize the prioritized locations. This method uses total scores and divides the data into groups that naturally cluster, ensuring the data points within the same group are more similar to each other than to those in other groups.

**TABLE 5. PRIORITIZATION LEVELS FOR ALL SEGMENTS AND INTERSECTIONS**

LOCATION/LAYER	TOTAL SCORES
Segments	0 - 1 Points = “Low” 2 - 4 Points = “Medium” 5 – 11 Points = “High”
Intersection	0 Points = “Low” 1 –2 Points = “Medium” 3 – 10 Points= “High”



ISLAND REGIONAL TRANSPORTATION PLANNING ORGANIZATION

WHAT DOES OUR COMMUNITY  
SAY ABOUT ROADWAY SAFETY?

# PUBLIC OUTREACH AND ENGAGEMENT OVERVIEW

Over the course of the Summer and Fall of 2024, the IRTPO CSAP project team conducted several forms of outreach including phone calls, emails, pop-ups at local events on Whidbey and Camano Islands, in-person open house presentations on both islands, and virtual meetings. The project team also developed and regularly updated a publicly accessible project website via Social Pinpoint. In addition to general information describing the IRTPO CSAP project, the project website also featured an interactive comment map, a brief survey, relevant documents such as FAQs and printable flyers, information on future engagement opportunities, and presentation materials from past public meetings and open houses. For more details on the engagement effort, see **Appendix D**. The following section summarizes the engagement effort and highlights the engagement received.

IRTPO developed an extensive initial list of contact information for community groups and organizations; professional societies; federal, county, and local agencies; Tribal nations; emergency responders; fire and police departments; and local businesses throughout the IRTPO region. The list of contact information for community members in the IRTPO region was continuously updated throughout the public engagement process as the public outreach events took place and more people shared their contact information on the Social Pinpoint site. The contact list for public engagement efforts grew to over 170 individuals over the course of the project.

**FIGURE 5** depicts the timeline of all the IRTPO CSAP public engagement efforts that were executed from Spring to Fall of 2024.

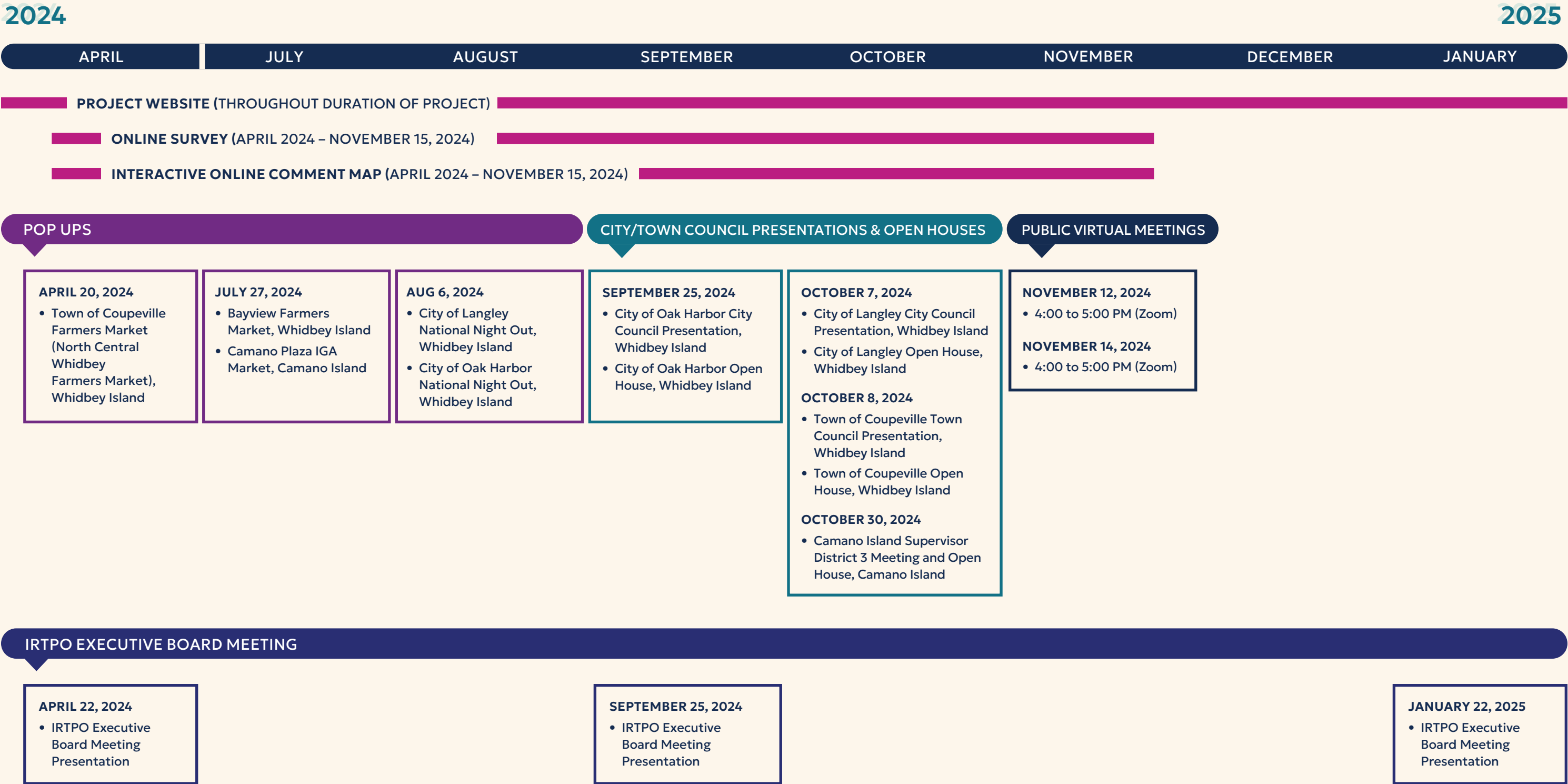
## THE GOALS OF THE IRTPO CSAP OUTREACH WERE TO:

- Inform the IRTPO community members of the IRTPO's goal to eliminate roadway deaths and injuries by 2045
- Inform the IRTPO community members of what CSAPs are, what they entail, and how they can help improve roadway safety in their communities
- Listen to and learn more about the public's safety concerns
- Incorporate the public's feedback and ideas for safety improvements in the IRTPO CSAP project prioritization process





FIGURE 5. ENGAGEMENT EVENTS TIMELINE

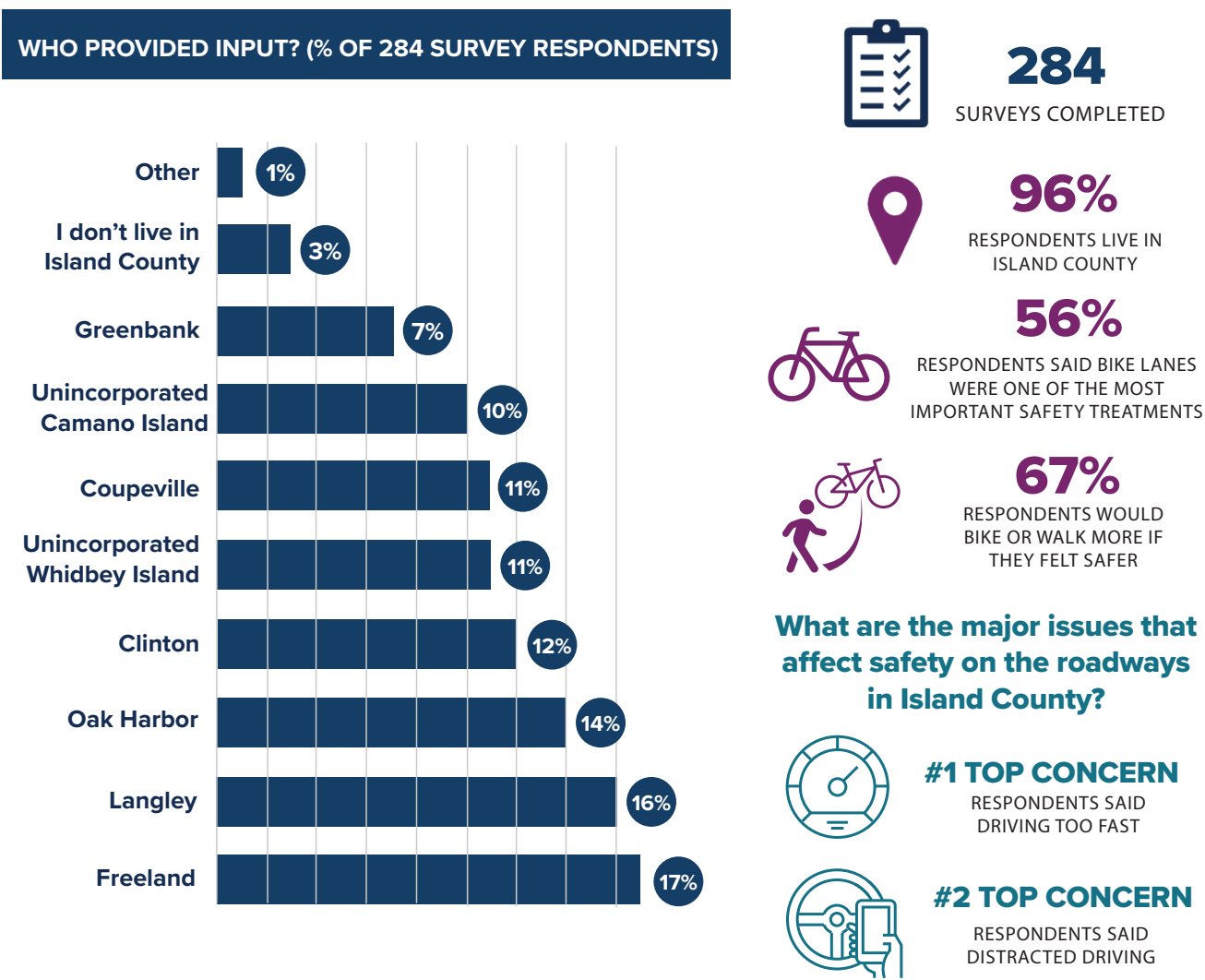


# PROJECT WEBSITE – SOCIAL PINPOINT

## SURVEY

The project website, hosted by Social Pinpoint, included a brief survey asking participants to share their safety priorities, concerns, and questions with the project team. The survey also asked optional demographic questions to gain a better understanding of which communities were filling out the survey and which communities needed more concerted outreach efforts based on the survey responses.

**FIGURE 6.** SUMMARY OF PUBLIC ENGAGEMENT EFFORT



## INTERACTIVE COMMENT MAP

The project website included an interactive map where participants could add location-based comments to share their safety priorities, concerns, and questions with the project team. The comment categories participants could choose from were Pedestrian/Bicycle, Motor Vehicle, Transit, and General. Participants could also upvote and downvote other comments already posted. Over the span of the project engagement phase, the Interactive Comment Map received 400 comments and numerous upvotes for existing comments.

The comments received in the survey responses for each of the major jurisdictions in the IRTPO region (City of Oak Harbor, City of Langley, Town of Coupeville) were summarized in the jurisdiction-specific Chapters.

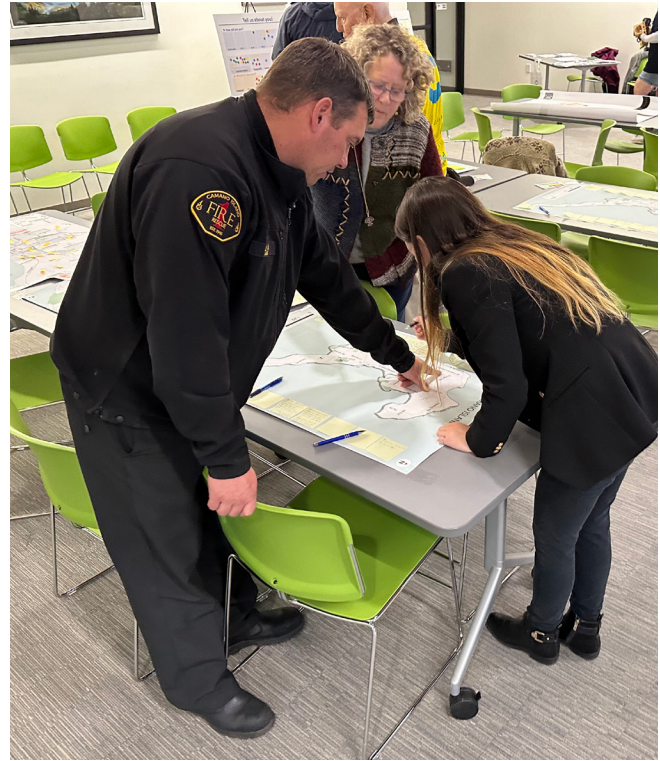
**FIGURE 7. HIGHLIGHTS FROM FEEDBACK RECEIVED**



## LOCAL LAW ENFORCEMENT AND EMERGENCY RESPONDERS

Local law enforcement officials and emergency responders (EMS and fire departments) were contacted throughout the development of the CSAP and during the public engagement phase. The project team held meetings with these officials to gain insight into crashes in their jurisdictions and ideas they may have for improvements. Local law enforcement officials and emergency responders were also invited to attend the City/Town Council presentations and the open houses to share their experiences with the project team and the public.

In addition to meeting with law enforcement and emergency responders, the Island County Public Health Department's Prevention Services Supervisor provided support for the CSAP and feedback regarding roadway safety improvements in the IRTPO region. The Island County Public Health Prevention Services Supervisor noted that "health care access is a major concern for Island County residents as described in the updated Community Health Assessment (Island County Public Health, 2024).<sup>1</sup> Emergency services are often overburdened due to residents relying on 911 for non-urgent care, stemming from an aging population, social isolation, and a lack of primary care and urgent care options. As a result, transports to emergency departments are increasing, so ensuring EMS routes are prioritized for safety improvements is critical."



### ROADWAY SAFETY FEEDBACK FROM THE CITY OF LANGLEY CHIEF OF POLICE

The IRTPO CSAP project team contacted the City of Langley Chief of Police, Tavier Wasser, to discuss safety concerns from a local law enforcement and EMS perspective.

The department's main concerns included road user behaviors (speeding, distraction, pedestrian crossing actions), use of golf carts on public roads, queueing during peak tourist seasons, and sight distance visibility issues. Chief Wasser suggested several strategies, including consistent posted speed limits, improvements to pedestrian infrastructure, and implementing roundabouts and neighborhood traffic calming circles.

---

<sup>1</sup> 2024 Island County Community Health Assessment. Retrieved January 27, 2025, from <https://www.islandcountywa.gov/DocumentCenter/View/8034/Island-County-Public-Health-Community-Health-Assessment-2024?bidId=>





ISLAND REGIONAL TRANSPORTATION PLANNING ORGANIZATION

# EQUITY CONSIDERATIONS



# EQUITY ANALYSES

The goal of the equity analysis is to present tools for distinguishing populations that are underserved and under-resourced and an approach to assessing how these populations are disproportionately impacted by the safety risks on the transportation system. The results of the analysis reveal demographic patterns in safety outcomes and provide valuable information for adopting an equity lens to prioritize safety investments. Along with the crash analysis, development of the High Injury Network (HIN), and community engagement findings, the results can provide an understanding of the implications of safety risk disparities in various communities.

This analysis acknowledges that it is limited to the data available and may not fully capture how transportation safety affects all disadvantaged populations. The following section provides a summary of the analysis, and the complete equity analysis report can be found in **Appendix E**.

A first step in equity analysis is identifying where historically disadvantaged communities are located. Such communities are distinguished using demographic and socioeconomic indicators from government data such as the U.S. Census or American Community Survey. These indicators reveal how particular communities have been systemically oppressed and marginalized. They can be mapped to see where high equity need communities are located within a given jurisdiction. Examples of such indicators are listed in the appendices of this memo.

The geographic distribution of high equity need areas can then be spatially compared to various outcomes of the transportation system, such as safety risk. Outcomes experienced by various populations can be compared to each other, revealing disparities, and establishing a baseline to improve upon. The equity analysis can be used as a framework to make decisions and investments that reduce socio-demographic disparities and redress past harms.

## DEFINING POPULATIONS

To see where communities with sociodemographic vulnerabilities are geographically located, four publicly available tools from Federal and State agencies were researched:

1. Climate and Economic Justice Screening Tool (CEJST)
2. Equitable Transportation Community Explorer (ETC Explorer)
3. Sandy Williams Equity Needs Map
4. Washington Environmental Health Disparities Map

To review the analysis results of all four publicly available tools, see **Appendix E**. These four datasets are not granular enough to recognize trends specific to local jurisdictions within the IRTPO Region. However, they provide a foundation for agencies to incorporate equity when planning transportation safety improvements.



## SUMMARY OF HIGH EQUITY NEED AREAS

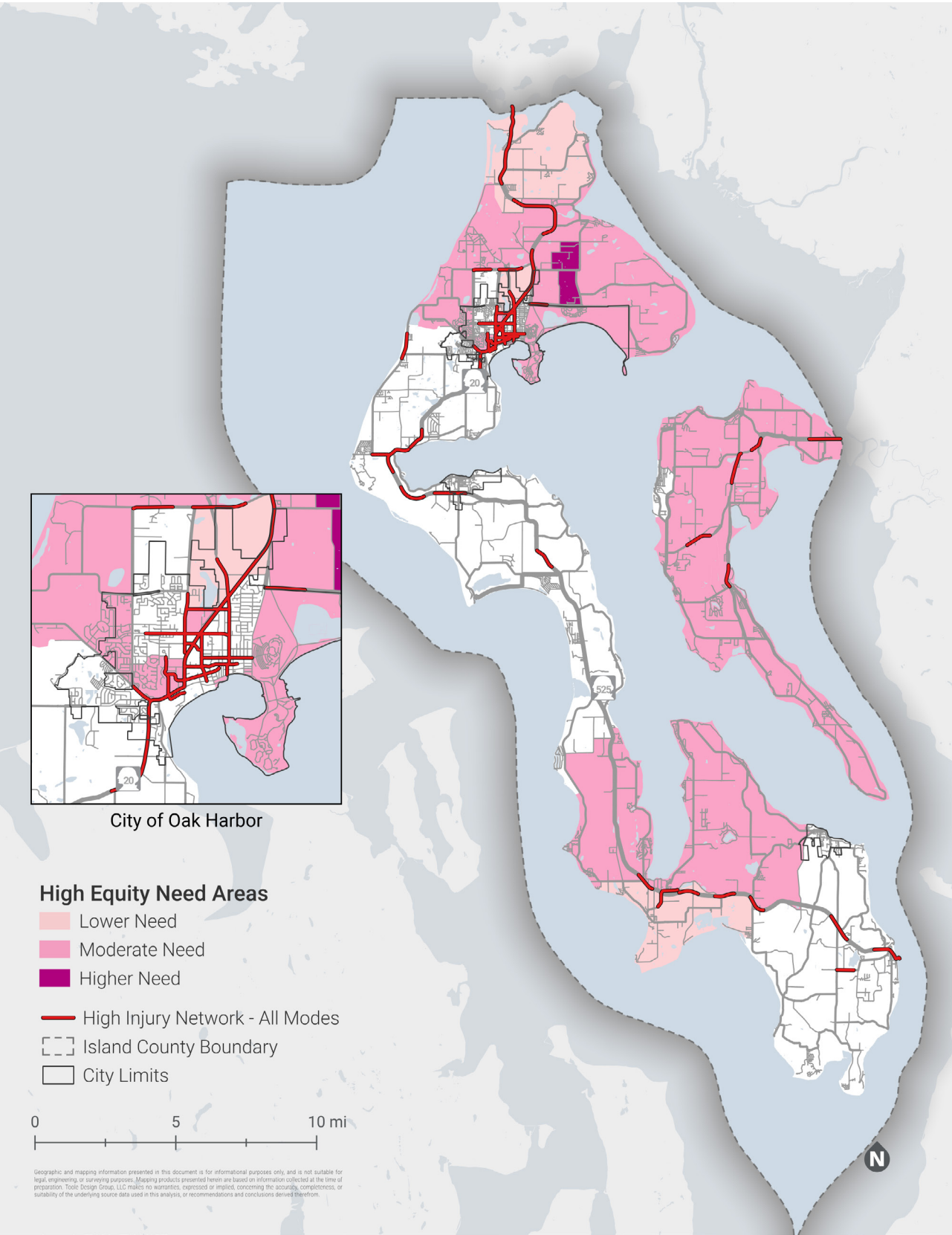
Using Geographic Information Systems (GIS), all four publicly available datasets were extracted and overlaid with each other. When all four datasets overlap (see **FIGURE 8**), a new map highlights particularly high equity need areas.

- Block groups with a score of 13 or higher on the Sandy Williams Equity Needs Map
- Census tracts that are transportation insecure according to the ETC Explorer
- Census tracts that are deemed disadvantaged according to the CEJST
- Census tracts where households spend 27% or 28% of their income on transportation expenses

**FIGURE 8** displays the Equity Need Areas and categorizes them as Higher Need, Moderate Need and Lower Need areas. The HIN was also overlaid to see where high equity needs areas and the HIN overlap.

Communities just north of Naval Air Station Whidbey Island are transportation insecure, have a high transportation expense, and have a high equity need according to the Sandy Williams Equity Needs Map. All of Camano Island is both transportation insecure and has a high transportation expense. Places of overlap should be the focus for safety improvements and for targeted community engagement to better understand their needs.

**FIGURE 8. HIGH EQUITY NEED AREAS**





# ADVANCING EQUITY

Equity analysis is the starting point for advancing transportation equity. The greatest insights into equity analysis come from being used at the regional and local levels, as well as for monitoring how outcomes change over time.

## STORYTELLING

IRTPO, as a planning organization, does not implement safety projects directly, but it does allocate funding. This funding can influence equity outcomes through storytelling of transportation needs and identifying those vulnerable to mobility limitations, based on patterns from the regional analysis. This is most useful in smaller towns and rural communities with fewer resources to conduct their own analysis.

Equity analysis should be influenced by regional engagement, as equity analysis groups people into broad demographic populations based on demographic data and geographic bounds from the US Census, not neighborhood boundaries. These demographic groupings do not capture individual or community experiences.

The concept of personas can show how people across the region experience the transportation system and its challenges, to bring this data to local jurisdictions.

## ACCESS FOR PEOPLE WITH DISABILITIES

This analysis does not fully explore the challenges of accessibility disparities. Since accessibility is tied to safety, further analysis would enhance the results. Expanding quality mobility options can reduce mobility limitations caused by factors such as age, ability, and income, enabling greater freedom of movement.

## QUALITATIVE DATA

The entire story is not told just by quantitative data and analysis. Lived experiences, gathered through community engagement, are needed to fully understand transportation disadvantages. This input helps define safety risks, barriers to access and mobility, and establish the existing conditions and context.

## CONTINUED ASSESSMENT

This analysis identified areas in IRTPO's jurisdiction with high equity needs by using online tools from government agencies. IRTPO can assess its progress on safety and addressing disparities by monitoring the impact investment decisions are having on marginalized communities. Monitoring these impacts over time ensures that investments address disproportionate impacts and underinvestment.

Updating the equity analysis by adjusting demographic factors and indicators will improve the process. Regularly repeating the analysis will help evaluate outcomes over time to help efforts toward equity.

Current inequities are from past discrimination, disinvestment, and disenfranchisement. Recognizing the history of racialized communities, other key communities, Whidbey Island, and Camano Island can highlight harms that need to be addressed, many of which affect mobility.



ISLAND REGIONAL TRANSPORTATION PLANNING ORGANIZATION

# POLICY AND PROCESS REVIEW



# CURRENT POLICIES AND PROCESSES

The current policies, plans, guidelines, and standards within the IRTPO region were cataloged and reviewed to determine how roadway safety is currently prioritized and identify opportunities to

improve how these processes can impact safety. See **Appendix F** for the full policy review. **TABLE 6** lists the existing documents that were reviewed.

**TABLE 6.** IRTPO REGION EXISTING POLICIES AND PLANS

	DOCUMENT NAME	STATUS
<b>IRTPO</b>		
1	Regional Transportation Plan	Adopted 2019
2	IRTPO Unified Planning Work Program	Adopted 2023
<b>ISLAND COUNTY</b>		
3	Comprehensive Plan	Completed 2016, update scheduled for 2025
4	Local Road Safety Plan	Completed March 2023
5	Design Guidelines/Speed Limit Policy	2024 Version
6	Non-Motorized Trails Plan	Completed 2018
<b>COUPEVILLE</b>		
7	Comprehensive Plan	Completed 2023, update scheduled for 2025
8	Code of Ordinances	2023 Version
<b>LANGLEY</b>		
9	Comprehensive Plan	Completed 2018, amended in 2020, update scheduled for 2025
10	Municipal Code/Complete Streets/Speed Limit Policy	2022 Version
<b>OAK HARBOR</b>		
11	Comprehensive Plan	Completed 2022, updated scheduled for 2025
12	Capital Improvements Plan	Completed 2022
13	Active Transportation Plan	Completed 2024
14	Street Design Standards	2023 Version
15	Parks, Recreation, and Open Space Plan	Completed 2019
16	Impact Fee Ordinance	Completed 2022

# TYPES OF POLICIES AND POLICIES REVIEWED

The following types of plans related to roadway safety are currently in place within the IRTPO Region:

## COMPREHENSIVE PLANS:

A comprehensive plan is a long-term guiding document for the future growth and development of a city, town, or county. It outlines the community's vision for the future and establishes goals, policies, and objectives to guide decisions on land use, housing, transportation, economic development, environmental protection, and other key aspects of the built environment.

## LOCAL ROAD SAFETY PLANS:

A local road safety plan identifies, analyzes, and prioritizes safety improvements on local roadways. These plans focus on issues that are specific to the jurisdiction and allow for a more tailored approach to taking safety actions.

## MUNICIPAL CODE/DESIGN GUIDELINES:

Municipal code and design guidelines are regulatory tools used to shape the built environment and ensure that development aligns with a community's vision for its future.

## ACTIVE TRANSPORTATION PLANS (ATP):

An ATP is a blueprint for a community's active transportation future. It's a strategic document that lays out a vision, goals, and a detailed roadmap for creating a network of safe, accessible, and enjoyable walking, biking, rolling, and micro mobility infrastructure.

**TABLE 7** summarizes which jurisdictions have documents dedicated to the following transportation and planning elements: a comprehensive plan, a local road safety plan, municipal code/design guidelines, and an active transportation plan.

**TABLE 7. INVENTORY SUMMARY OF RELEVANT POLICIES AND PLANS THAT INCLUDE SAFETY**

JURISDICTION	HAS POLICIES RELATED TO SAFETY IN COMPREHENSIVE PLAN	HAS A LOCAL ROAD SAFETY PLAN	HAS MUNICIPAL CODE/ DESIGN GUIDELINES THAT INCLUDE A SAFETY COMPONENT	HAS AN ACTIVE TRANSPORTATION PLAN
ISLAND COUNTY	✓	✓	✓	
COUPEVILLE	✓		✓	
LANGLEY	✓		✓	
OAK HARBOR	✓		✓	✓

**TABLE 8** summarizes the proposed non-infrastructure plans and policies to pursue. These projects aim to address the missing, incomplete, or outdated roadway safety plans and policies

throughout the IRTPO region. The table includes the project number, name, and the USDOT Safe System Approach category it falls under.

**TABLE 8. IRTPO PLANS AND POLICIES TO PURSUE**

PROJECT NUMBER	PROJECT NAME	SAFE SYSTEM APPROACH
NI-07	Island County Safe Routes to School Plan	All
NI-09	Island County Speed Limit Policy Implementation	Safer Speeds
NI-10	Island County Complete Streets policy	All
NI-11	Island County Active Transportation Plan	Safer People
NI-13	Oak Harbor Citywide Posted Speed Limit Evaluation and Policy	Safer Speeds







ISLAND REGIONAL TRANSPORTATION PLANNING ORGANIZATION

IRTPO REGION



## BACKGROUND

The IRTPO Region, located in Washington State, consists of Whidbey and Camano Islands, along with several smaller islands. The IRTPO's roadway network supports a mix of rural and suburban communities, with state highways and county roads serving as vital transportation links. Major routes include State Route 20 (SR 20), which runs the length of Whidbey Island, and State Route 525 (SR 525), connecting the Clinton Ferry Terminal to SR 20. On Camano Island, SR 532 serves as the primary connection to the mainland. These roadways are essential for residents, visitors, and commuters, particularly those traveling to the Seattle metropolitan area via ferry.

The county has a population of approximately 87,000, with a median age of 46.5 years, reflecting a higher proportion of older residents compared to the state average. This demographic trend

influences roadway design and safety priorities, including the need for safer infrastructure for vulnerable road users. The road network experiences seasonal traffic surges during the summer, as tourists visit parks, beaches, and historical sites. Most roads are two-lane rural highways with narrow or no shoulders, presenting unique challenges for traffic safety and roadway maintenance.

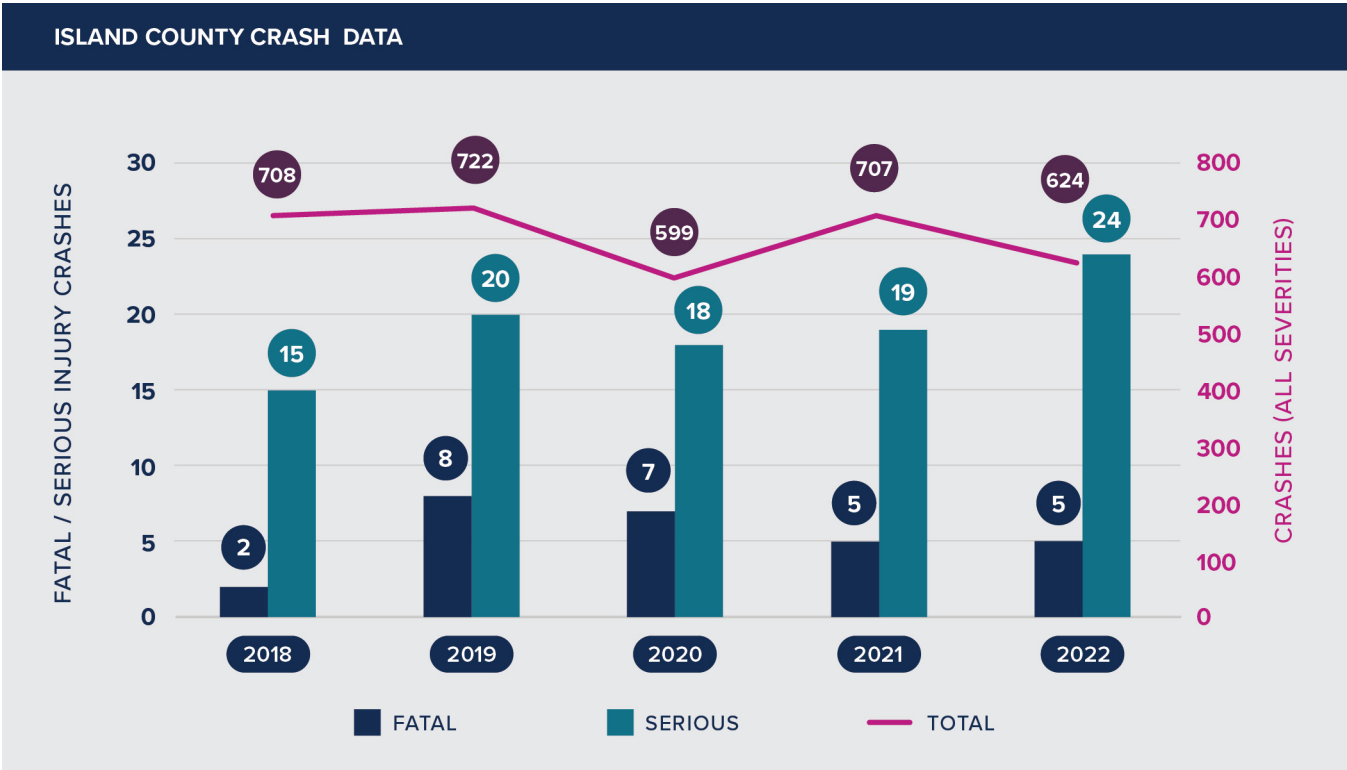
The following section presents a comprehensive safety analysis based on the latest crash data. Key emphasis areas are identified by examining crash data trends. Additionally, public feedback on safety concerns and specific locations within the study area is gathered as part of the CSAP. Drawing on crash data trends, identified emphasis areas, and public input, recommendations for safety improvements are provided.



# CRASH DATA AND TRENDS

In the past five years, there was an average of 670 reported crashes that occurred on all roadways (local, county, and state roadways) in the IRTPO Region, 28 of which were fatal or serious injury crashes. **FIGURE 9** presents the summary of total crashes by fatal and serious injury crash types in the IRTPO Region over the five-year study period (2018-2022). During this period, the year 2020 had the lowest number of crashes, after which the number increased and then slightly decreased. The number of serious injury crashes continued to increase after 2020.

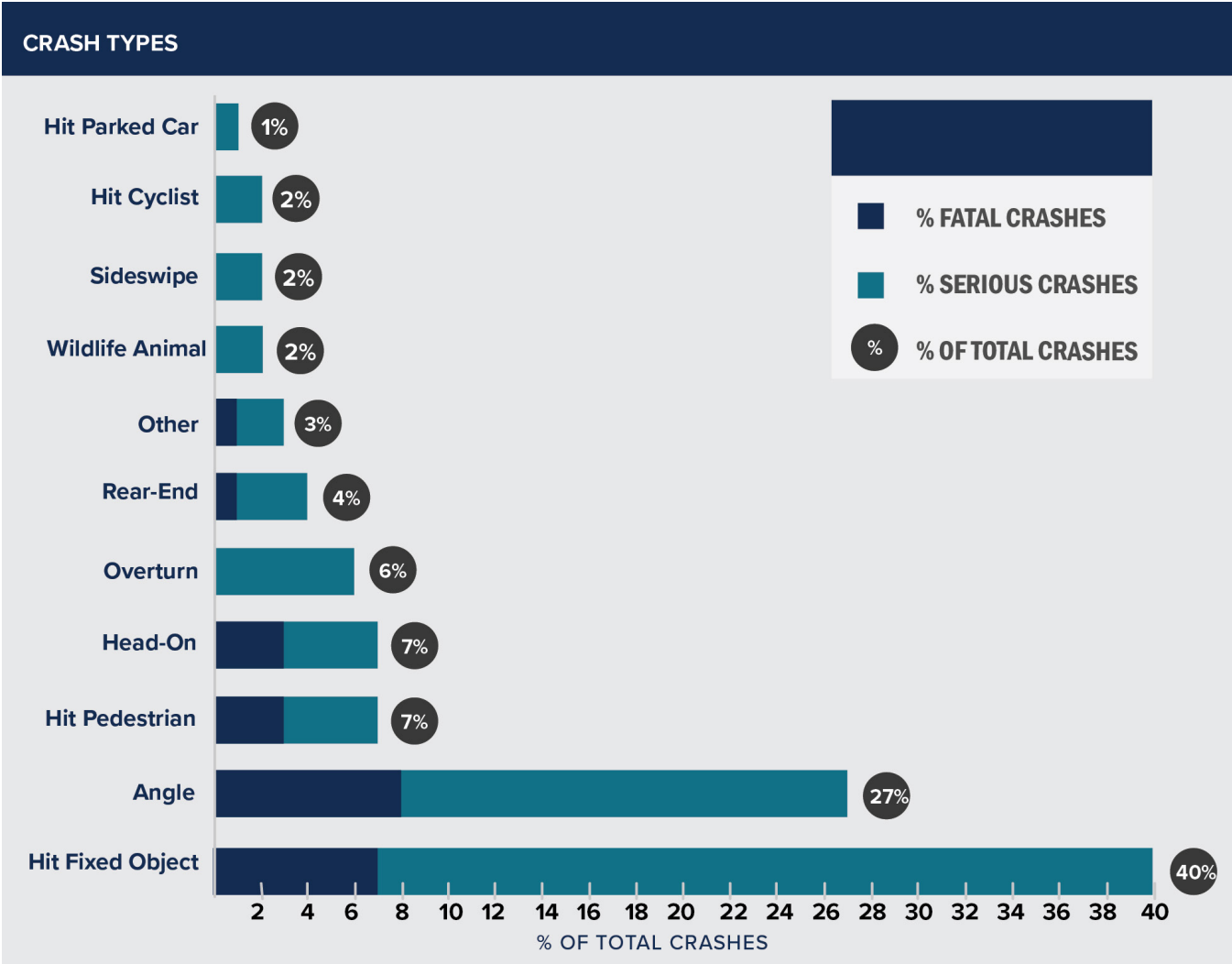
**FIGURE 9. NUMBER OF FATAL AND SERIOUS INJURY CRASHES (2018-2022) IN THE IRTPO REGION**



**FIGURE 10** presents the percentage distribution of fatal and serious injury crashes by crash type. Hit Fixed Object (40%) and Angle (27%) crashes are the two most common crash types, followed by Pedestrian Involved (7%) and Head-on (7%) crash types.

Hit Fixed Object crash types normally occur due to lane departure. Angle crashes are most common at signalized intersections, unsignalized intersections, and driveways.

**FIGURE 10.** PERCENTAGE DISTRIBUTION OF FATAL AND SERIOUS INJURY CRASHES (2018-2022) IN THE IRTPO REGION



**FIGURE 11** illustrates geolocated fatal and serious injury crashes on all roadways in the IRTPO Region from 2018 to 2022. Fifty-two percent of these crashes occurred on County roads, while 37% occurred on State Routes, and 11% on city streets. Among the State Routes, SR 20 and SR 525 experienced most of the fatal and serious injury crashes, aligning with the results of the HIN. Additionally, several County roads, including Ault Field Road, West Crescent Harbor Road, NE Camano Drive, and West Camano Hill Road, had multiple fatal and serious injury crashes.

Also mapped in **FIGURE 11**, the High Injury Network (HIN) for all modes depicts segments of the roadway network with the highest densities of fatal and serious injury crashes. The HIN represents 3.6% of roadway miles in the IRTPO Region and contains 52% of all fatal and serious injury crashes.












**FIGURE 11. LOCATION OF FATAL AND SERIOUS INJURY CRASHES IN THE IRTPO REGION**



# EMPHASIS AREAS

Washington State's Safety Emphasis Areas are 11 specific focus areas identified in the Target Zero Plan, updated in 2024. These areas target high-priority issues related to traffic crashes and aim to reduce fatalities and serious injuries. They are designed to address the most significant causes of crashes in Washington and are aligned with national traffic safety goals. **TABLE 9** summarizes the total crashes, and fatal and serious injury crashes, categorized by emphasis areas.

**TABLE 9. CRASHES BY EMPHASIS AREAS IN THE IRTPO REGION**

	EMPHASIS AREAS	TOTAL	% OF TOTAL CRASHES	FATAL AND SERIOUS INJURY CRASHES	% OF FATAL AND SERIOUS INJURY CRASHES**
	LANE DEPARTURE	977	29%	64	52%
	INTERSECTION RELATED	1,278	38%	38	31%
	IMPAIRMENT INVOLVED	276	8%	36	29%
	DISTRACTED ROAD USER	848	25%	34	28%
	MOTORCYCLISTS	101	3%	29	24%
	YOUNG DRIVER (16-25) INVOLVED	1,164	35%	30	24%
	OLDER DRIVERS (70+) INVOLVED	562	17%	23	19%
	SPEEDING	514	15%	21	17%
	UNRESTRAINED OCCUPANT	65	2%	16	13%
	HEAVY VEHICLE INVOLVED	96	3%	3	2%
	ACTIVE TRANSPORTATION USERS	24	1%	0	0%

\*\* ###% indicates percentage of Fatal and Serious Injury crashes are higher than percentage of total crashes

The emphasis area in the IRTPO Region with the highest percentage of fatal and serious injury crashes is lane departure crashes (52%), followed by intersection related, impairment, distraction, young driver involved, and motorcyclist involved crashes.

**FIGURE 12** presents a summary of the emphasis areas with the highest safety concerns. Except intersections, all other emphasis areas have a higher percentage of fatal and serious injury crashes compared to the percentage of total crashes in the region.

**FIGURE 12** also provides additional information on overlapping emphasis areas for each of the top five emphasis areas. The lane departure fatal and serious injury crashes are found to have impaired and distracted drivers involved. The intersection fatal and serious injury crashes have young and older drivers involved. Around one-third of the fatal and serious injury crashes involving impaired driving are either unrestrained (vehicle occupant was not wearing a seatbelt) and/or speeding related. One-fourth of the distracted drivers are young drivers. One-fourth of the fatal and serious injury crashes involving motorists occur at intersection or are of lane departure crash type.

Identifying overlapping emphasis areas helps prioritize safety strategies that can significantly reduce fatal and serious injury crashes. For instance, a high percentage of young and older drivers involved in crashes at intersections highlights the need to focus on educating these drivers about navigating intersections effectively, either through training programs or targeted awareness campaigns.

## HIGH PRIORITY LOCATIONS IN THE IRTPO REGION

Identifying road segments and intersections with safety concerns is a key approach to addressing safety issues. Tackling these concerns helps target emphasis areas such as lane departure and intersection-related crashes. Methods like the High Injury Network, Systemic Safety Network, Vulnerable Road Users, and Equity Need are used to pinpoint locations with safety concerns. A scoring system evaluates all segments and intersections based on the HIN, SSN, and VRU methods, with total scores indicating the level of safety risk. Locations with higher scores are designated as prioritized segments or intersections. Chapter 6 details the scoring methodology used to identify these priority areas. **FIGURE 13** presents a map of segments and intersections with the priority levels.

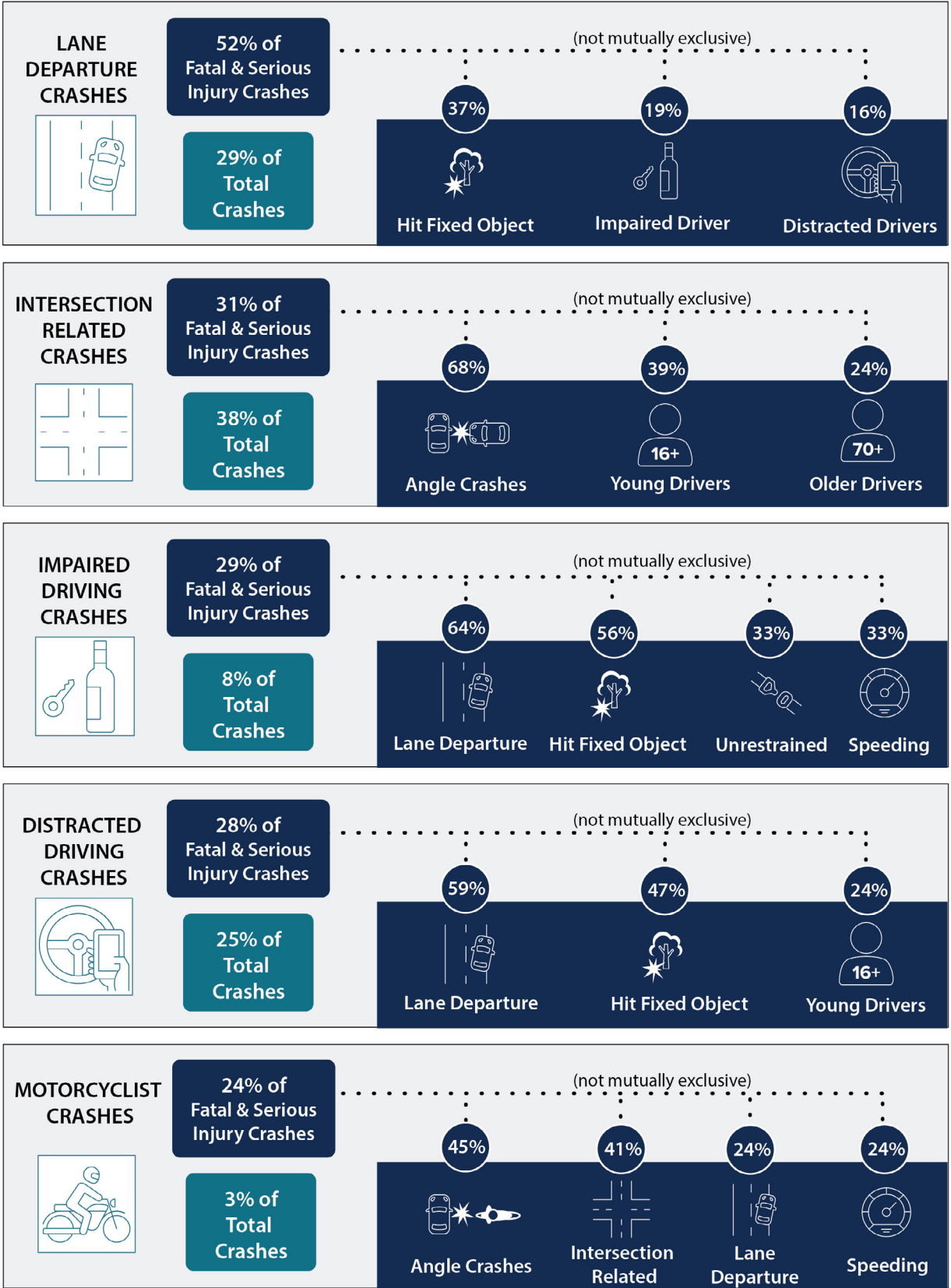
From **FIGURE 13**, sections of SR 20 and SR 525 show up as high prioritized corridors. Among the County roads, Ault Field Road, Crescent Harbor Road, NE Camano Drive, E Camano Drive, SE Camano Drive and Elger Bay Road are high prioritized corridors. Within the various city's limits, NE Goldie Street, Whidbey Avenue, SR Barrington Drive, SW Erie Street, SW Bayshore Drive are some of the prioritized corridors in Oak Harbor.

A total of 110 intersections are prioritized with high level, the top three among these are SR 20 at SW Barrington Drive, SR 20 at Erie St in the City of Oak Harbor and SR 525 at Cameron Road. Another intersection of note identified on the high injury network was Double Bluff Road and State Route 525.

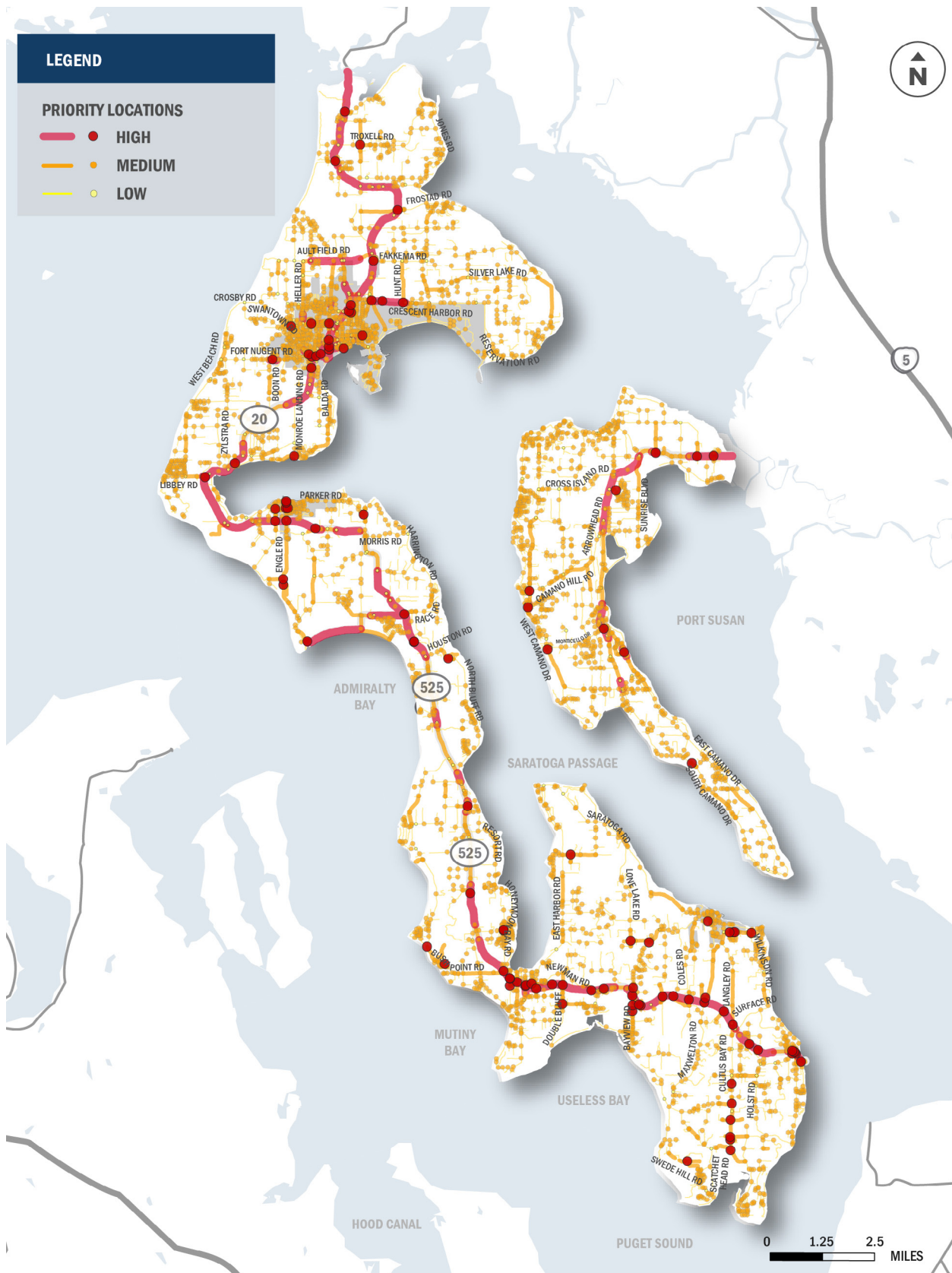
By combining high-priority locations with safety concerns highlighted by the public, a list of recommended safety improvements is developed. The following sections summarize public feedback and propose safety enhancements for all of Island County.



**FIGURE 12. TOP FIVE EMPHASIS AREAS FOR THE IRTPO REGION**



**FIGURE 13. HIGH PRIORITY SEGMENTS AND INTERSECTIONS IN THE IRTPO REGION**



# FEEDBACK FROM THE PUBLIC

The inclusion of all of IRTPO Region is vital to understanding the best solutions for improving safety in areas outside of the Town of Coupeville, the City of Langley, and the City of Oak Harbor. IRTPO Region includes Whidbey Island and Camano Island. Both islands have a significant portion of the population living in the areas of the IRTPO Region outside of the municipalities, including Tribal communities.

## WHIDBEY ISLAND

Nearly half (47%) of the survey respondents said they lived in areas of Whidbey Island outside of the municipalities. Throughout the engagement process, community members from all over Whidbey Island provided valuable feedback on their safety concerns, including specific locations and ideas for improvements.

### SAFETY CONCERNS

Community members in Whidbey Island expressed concerns about:

- Speeding vehicles, especially within five miles of the ferry, safer speed limits, and more speed limit enforcement
- Unsafe pedestrian infrastructure such as missing, incomplete, or damaged sidewalk and sidewalk networks
- Drivers using the shoulders to pass, especially as many community members mentioned pedestrians and bicyclists using the shoulders on roads without pedestrian or bicyclist infrastructure
- Chip seal on the roadway shoulders coming off the pavement and injuring bicyclists while they ride

### LOCATIONS OF CONCERN

Many community members from Whidbey Island shared concerns about specific locations they found to be concerning. The locations mentioned the most were:

- Segments along Highway 20 and Highway 525
- Several intersections with Highway 20 and Highway 525
- Libbey Road
- Regatta Drive
- Engle Road
- Bush Point Road
- Bayview Road

### IDEAS FOR SAFETY IMPROVEMENTS

Community members from Whidbey Island shared some of their own ideas to improve roadway safety in their neighborhoods. The most common ideas shared with the project team were:

- Safer speed limit, more speed limit enforcement, and consideration of speed limit reduction
- Implementing neighborhood traffic circles and roundabouts at appropriate intersections
- Improving pedestrian facilities such as extending sidewalk networks, widening narrow sidewalks, and constructing new sidewalks
- Improving bicycle facilities such as implementing more bike lanes, connecting the existing network, and constructing multi-use trails
- Widening shoulders where possible throughout all of Whidbey Island

## CAMANO ISLAND

Ten percent of the survey respondents said they lived in Camano Island. Throughout the engagement process, community members from Camano Island provided valuable feedback on their safety concerns, including specific locations and ideas for improvements.

### SAFETY CONCERNS

Community members in Camano Island expressed concerns about the following issues:

- Speeding vehicles
- Driving the narrow, winding, and poorly lit roads with steep ditches, especially the senior population on Camano Island
- Unsafe passing by drivers, especially using the roadway shoulders. Many pedestrians and bicyclists use road shoulder in areas without pedestrian and bicyclist infrastructure
- Crashing into wildlife
- Chip seal on the roadway shoulders coming off the pavement and injuring bicyclists while they ride

### LOCATIONS OF CONCERN

Many community members from Camano Island shared concerns about specific locations they found to be concerning. The locations mentioned the most were:

- South Camano Drive (particularly between Shumway Road and Monticello Drive, Monticello Drive and Cascade View Drive)
- Southeast Camano Drive (particularly between Broadmoor Road and Shady Lane, West Camano Hill Road and Monticello Drive)

- Utsalady Road
- Country Club Drive
- Monticello Drive
- Elger Bay Road
- Highway 532
- North Sunrise Boulevard

### IDEAS FOR SAFETY IMPROVEMENTS

Community members from Camano Island shared some of their own ideas to improve roadway safety in their neighborhoods. The most common ideas shared with the project team were:

- Safer speed limit, more speed limit enforcement, consistent speed limits, and consideration of speed limit reduction
- Improving roadway lighting
- Improving pedestrian facilities such as extending sidewalk networks, widening narrow sidewalks, and constructing new sidewalks
- Improving bicycle facilities such as implementing more bike lanes, connecting the existing network, constructing multi-use trails, and improving bicycle signage and roadway striping
- Widening shoulders where possible
- Updating and limiting passing lanes
- Improving pavement markings, especially turn lane pavement markings throughout Camano Island

The locations with safety concerns and a list of proposed safety improvements were used to identify potential projects throughout Island County, as described in the next section.





ISLAND REGIONAL TRANSPORTATION PLANNING ORGANIZATION

# UNINCORPORATED ISLAND COUNTY



# POTENTIAL RECOMMENDATIONS

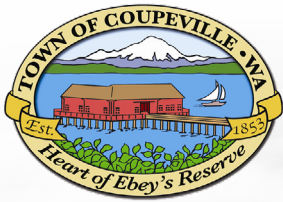
The following tables highlight the potential projects identified by Island County, IRTPO, and WSDOT. The tables separate infrastructure-based projects (IB) and non-infrastructure-based (NI) projects. See Chapter 12 for the full list of projects with descriptions. The order of appearance does not indicate prioritization order of the project.

**TABLE 10. ISLAND COUNTY PROPOSED NON-INFRASTRUCTURE (NI) PROJECTS**

PROJECT NUMBER	PROJECT NAME	EMPHASIS AREAS	SAFE SYSTEM APPROACH
NI-01	Neighborhood Safety Organization Program	All	Safer People
NI-03	Improve coordination between Island County Public Works and Public Health	All	Safer Roads
NI-04	Improve coordination between Island County and EMS	All	Safer Post Crash Care
NI-05	Neighborhood Traffic Management Program	Speeding	All
NI-06	Additional Driver's Education programs	Young Drivers	Safer People
NI-07	Safe Routes to School Plan	Active Transportation	All
NI-08	Emergency vehicle operator course	All	Safer Post Crash Care
NI-09	Countywide Speed Limit Policy Implementation	Speeding	Safer Speeds
NI-10	Complete Streets policy	All	All
NI-11	Active Transportation Plan	Active Transportation	Safer People
NI-16	Countywide speed feedback signs	Speeding	Safer People
NI-17	Intersection Traffic Studies (including, but not limited to, SR 525 & Double Bluff Road)	Intersection	Safer Roads

**TABLE 11. ISLAND COUNTY PROPOSED INFRASTRUCTURE (IB) PROJECTS**

PROJECT NUMBER	PROJECT NAME	EMPHASIS AREAS	SAFE SYSTEM APPROACH
IB-06	Dedicated Multi-Use Trail on SR 525 from Clinton Ferry to Ken's Korner	Active Transportation	Safer People
IB-07	Northeast Camano Dr and East Cross Island Rd Roundabout	Intersection	Safer Roads
IB-08	Northeast Camano Dr and Mc Elroy Dr Roundabout	Intersection	Safer Roads
IB-09	Widen Shoulders on SR 20 from Race Rd to Welcher Rd	Lane Departure	Safer Roads
IB-21	Bush Point Rd at Honeymoon Bay Intersection Safety	Intersection	Safer Roads, Safer Speeds



ISLAND REGIONAL TRANSPORTATION PLANNING ORGANIZATION

# TOWN OF COUPEVILLE





## BACKGROUND

Coupeville is a small, historic waterfront town located on the central part of Whidbey Island within Island County and Washington State. Today it is primarily a residential community and serves as the commercial center for central Whidbey.<sup>1</sup> SR 20 is the major route which provides access to the town via Main Street.

As of 2022, Coupeville has an estimated population of 1,965 people, approximately 2.3% of Island County population. The median age is 63.6, which is nearly 20 years older than the median age in Island County and 25 years older than the median age in Washington State.

The Town is committed to improving the transportation system within its community to provide safer roads for all roadway users. Its 2023-2045 Comprehensive Plan provides a detailed list of goals and policies toward transportation elements like roadway mobility and accessibility needs, and improvements necessary to enhance safety, bicycle and pedestrian facilities, and public transit.

---

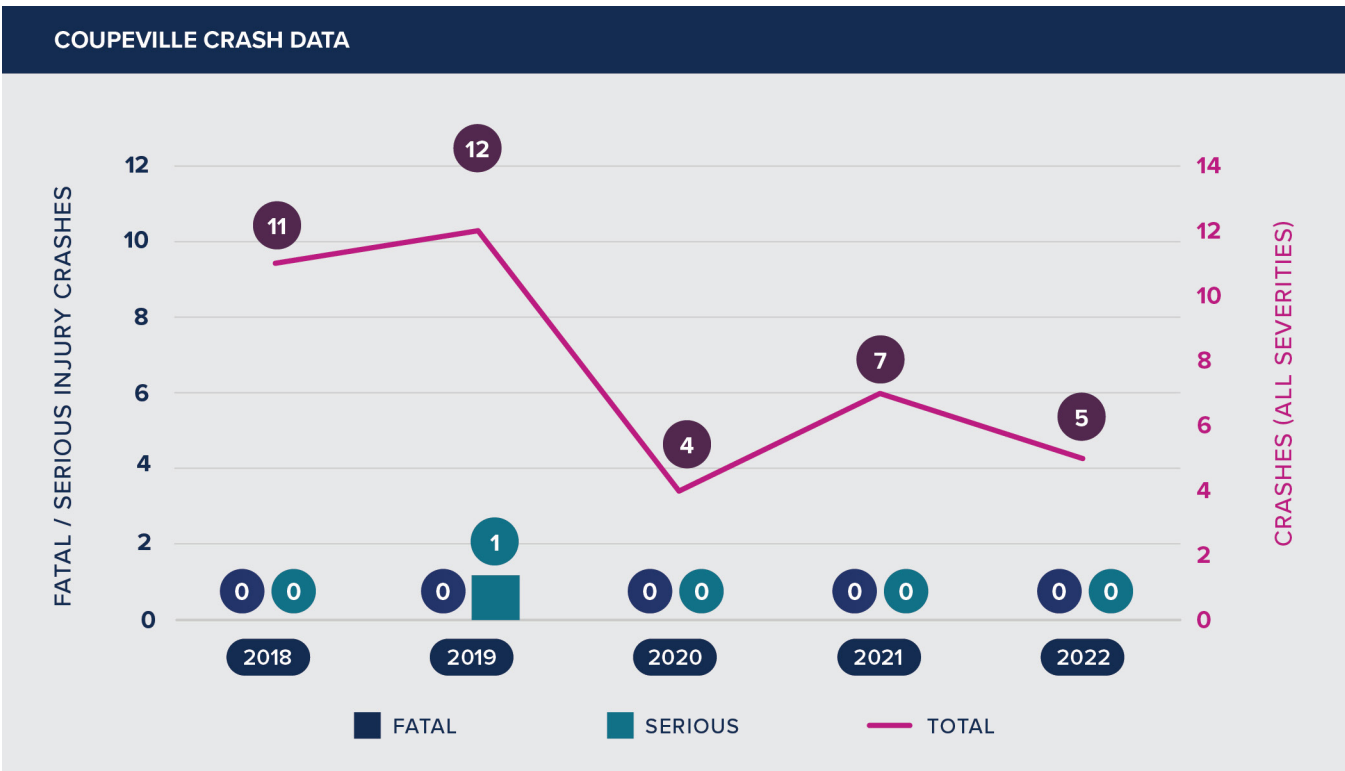
<sup>1</sup> Coupeville-Comprehensive-Plan: [https://townofcoupeville.org/wp-content/uploads/2023/11/Coupeville-Comprehensive-Plan\\_Volume-I-Plan\\_FINAL\\_23-1110.pdf](https://townofcoupeville.org/wp-content/uploads/2023/11/Coupeville-Comprehensive-Plan_Volume-I-Plan_FINAL_23-1110.pdf)



# CRASH DATA AND TRENDS

Between the years 2018 and 2022, there were 39 total crashes on all roadways within the Town of Coupeville, which is 1 percent of the IRTPO Region. There were no fatal crashes, but one serious injury crash occurred. **FIGURE 14** presents the summary of crashes by year (2018-2022). After 2019, there was a decrease in total number of crashes.

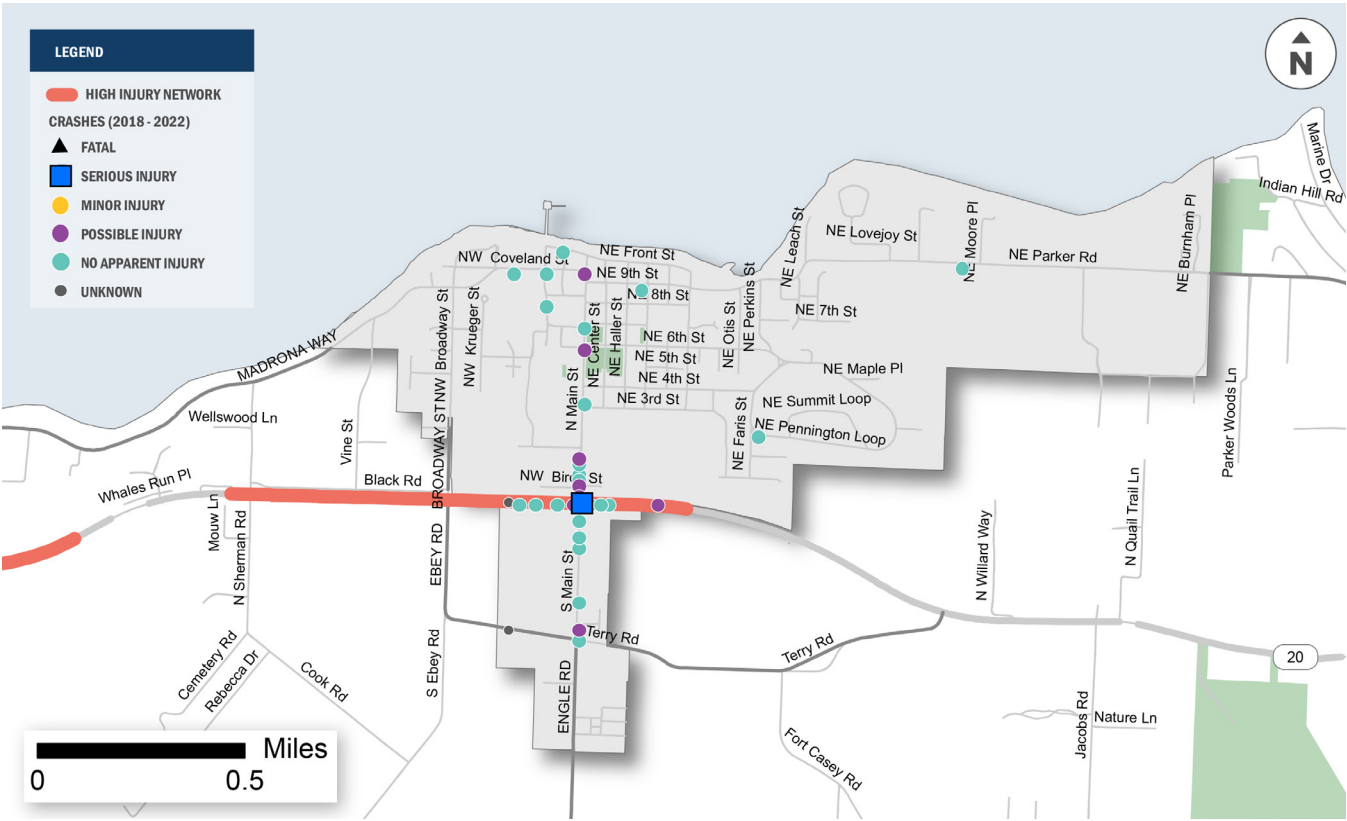
**FIGURE 14.** NUMBER OF FATAL AND SERIOUS INJURY CRASHES (2018-2022) IN THE TOWN OF COUPEVILLE



**FIGURE 15** presents the crashes from 2018 to 2022 by severity type in the Town of Coupeville. One seriously injured crash occurred at the intersection of SR 20 and Main Street. The most common crash types are end (33%) and angle (26%) types.

Forty-six percent of the crashes occurred on Main Street (north and south). There were 13 intersection related crashes in the Town of Coupeville, of which 6 crashes occurred at the intersection of SR 20 and Main Street. This intersection had angle and rear-end type crashes. One pedestrian crash occurred at the intersection of N Main Street and NE 6th Street.












**FIGURE 15. CRASHES BY SEVERITY IN THE TOWN OF COUPEVILLE**



# EMPHASIS AREAS

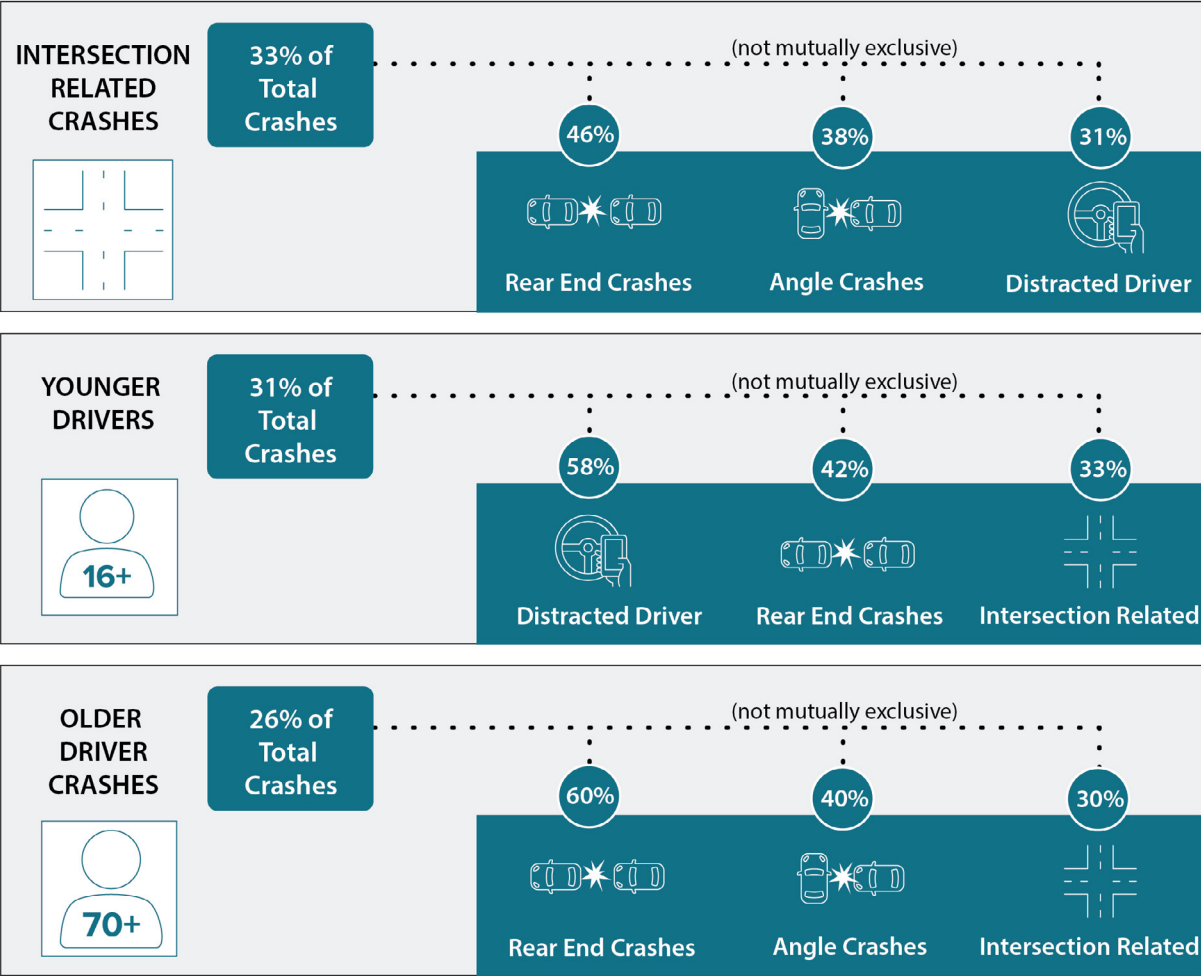
**TABLE 12** provides a summary of total and fatal and serious injury crashes categorized by emphasis areas. This analysis is based on the eleven emphasis areas defined in the Washington State Target Zero Plan (Strategic Highway Safety Plan). By analyzing the percentage distribution of total crashes, the top three emphasis areas specific to the Town of Coupeville are identified.

**TABLE 12. CRASHES BY EMPHASIS AREAS IN TOWN OF COUPEVILLE**

	EMPHASIS AREAS	TOTAL	% OF TOTAL CRASHES	FATAL AND SERIOUS INJURY CRASHES
	INTERSECTION RELATED	13	33%	1
	YOUNG DRIVER (16-25) INVOLVED	12	31%	0
	DISTRACTED ROAD USER	10	26%	0
	OLDER DRIVERS (70+) INVOLVED	10	26%	0
	LANE DEPARTURE	4	10%	0
	SPEEDING	2	5%	0
	HEAVY VEHICLE INVOLVED	2	5%	0
	IMPAIRMENT INVOLVED	1	3%	0
	ACTIVE TRANSPORTATION USERS	1	3%	0
	UNRESTRAINED OCCUPANT	0	0%	0
	MOTORCYCLISTS	0	0%	0

Older drivers, young drivers, and intersections are the top three emphasis areas identified in the Town Coupeville, as described in **FIGURE 16**. Overall, young drivers are involved in crashes at intersections and are found to be distracted. The older drivers are involved in intersection related crashes.

**FIGURE 16.** TOP EMPHASIS AREAS IN THE TOWN OF COUPEVILLE



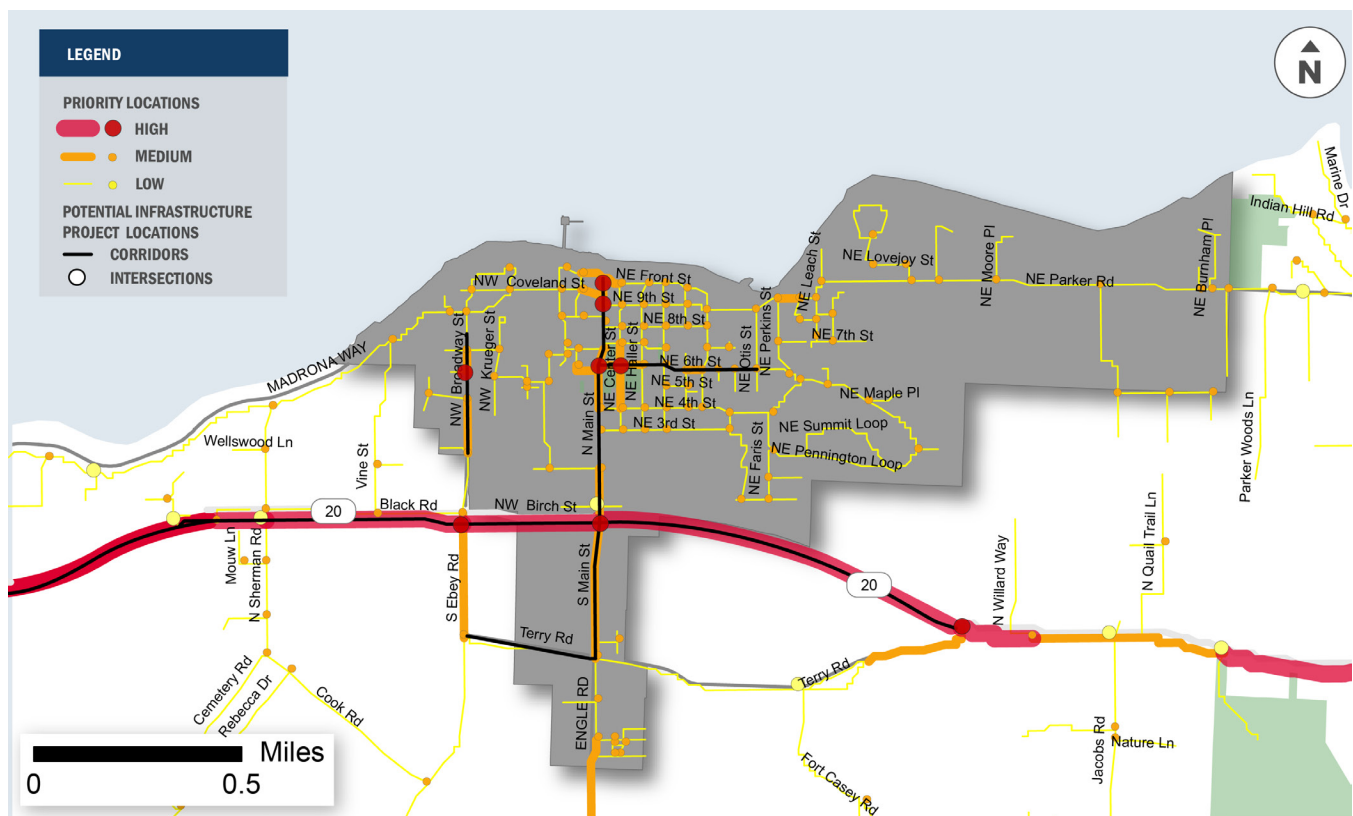
## HIGH PRIORITY LOCATIONS IN THE TOWN OF COUPEVILLE

**FIGURE 17** presents the segments and intersections prioritized by “low”, “medium,” and “high” in the Town of Coupeville. The high priority corridors with crashes are SR 20, Main Street and NW 6th Street.

The top priority intersections with crashes are along Main Street at SR 20, NW 6th Street and NW Coveland Street.

A list of proposed safety improvement projects are identified by merging high-priority locations and public safety concern information. The following sections outlines public feedback and potential projects for the Town of Coupeville.

**FIGURE 17. HIGH PRIORITY SEGMENTS AND INTERSECTIONS IN THE TOWN OF COUPEVILLE**





# FEEDBACK FROM THE PUBLIC IN THE TOWN OF COUPEVILLE

Eleven percent of the survey respondents said they lived in the Town of Coupeville. Throughout the engagement process, community members from Coupeville provided valuable feedback on their safety concerns, including specific locations and ideas for improvements.

## SAFETY CONCERNS

Community members in the Town of Coupeville expressed concerns about:

- Speeding vehicles
- Distracted drivers, especially by cell phone use
- Unsafe intersections and pedestrian crossings
- Unsafe pedestrian infrastructure such as missing, incomplete, or damaged sidewalk and sidewalk networks
- Drivers using the shoulders to pass, especially as many community members mentioned pedestrians and bicyclists using the shoulders on roads without pedestrian or bicyclist infrastructure
- Chip seal on the roadway shoulders coming off the pavement and injuring bicyclists while they ride

## LOCATIONS OF CONCERN

Many community members from the Town of Coupeville shared concerns about specific locations they found to be concerning. The locations mentioned the most were:

- |               |                        |
|---------------|------------------------|
| • Engle Road  | • Smuggler's Cove Road |
| • Highway 20  |                        |
| • Main Street | • Libbey Road          |
| • Ebey Road   | • Deception Pass       |
|               | • Keystone Hill Road   |

## IDEAS FOR SAFETY IMPROVEMENTS

Community members from the Town of Coupeville shared some of their own ideas to improve roadway safety in their neighborhoods. The most common ideas shared with the project team were:

- Safer and consistent speed limits, more speed limit enforcement, and consideration of speed limit reduction
- Improving roadway lighting
- Implementing neighborhood traffic circles and roundabouts at appropriate intersections
- Improving pedestrian facilities such as extending sidewalk networks, widening narrow sidewalks, and constructing new sidewalks
- Improving bicycle facilities such as implementing more bike lanes, connecting the existing network, and constructing multi-use trails and shared use paths
- Widening shoulders where possible
- Improving signage and pavement markings for bicycle facilities

# POTENTIAL RECOMMENDATIONS

The following tables highlight the proposed projects identified by the Town of Coupeville. The tables separate proposed infrastructure-based (IB) projects and non-infrastructure-based (NI) projects. See Chapter 12 for the full list of projects with descriptions. The order of appearance does not indicate prioritization order of the project.

**TABLE 13. TOWN OF COUPEVILLE PROPOSED NON-INFRASTRUCTURE PROJECTS**

PROJECT NUMBER	PROJECT NAME	EMPHASIS AREAS	SAFE SYSTEM APPROACH
NI-02	Updated Crosswalk Markings Townwide and add ADA Ramp Pads	Active Transportation	Safer Roads

**TABLE 14. TOWN OF COUPEVILLE PROPOSED INFRASTRUCTURE PROJECTS**

PROJECT NUMBER	PROJECT NAME	EMPHASIS AREAS	SAFE SYSTEM APPROACH
IB-01	Main St Corridor Improvements	Active Transportation	Safer People
IB-02	Terry Road Pedestrian Improvements	Active Transportation	Safer People
IB-03	NE 6th St Shoulder Access	Active Transportation	Safer Roads
IB-04	Broadway Neighborhood Greenway	Active Transportation	Safer Roads, Safer Speeds, Safer People
IB-05	Cedar Hollow Lane to Terry intersection improvements along SR 20 corridor	Intersection	Safer Roads



ISLAND REGIONAL TRANSPORTATION PLANNING ORGANIZATION

CITY OF  
LANGLEY





## BACKGROUND

Langley preserves its quaint historic charm and distinct character, defined by the blend of stunning natural landscapes and appealing architecture. This unique combination has earned it the nickname “Village by the Sea.” The City remains a lively, artistic, and walkable community that fosters social and cultural ties among residents and visitors alike. As a result of these qualities, Langley serves as the artistic, cultural, retail, and entertainment hub for South Whidbey, drawing in tourists, retirees, businesses, and new families.<sup>1</sup>

State Route 525 is the main arterial road connecting Langley to other parts of Whidbey Island and the mainland. Langley Road, Bayview Road, and Coles Road connect the City to SR 525.

Its population was reported 1,147 in 2020, approximately 1.4 percent of Island County population. The median age is 69.6, which is 25 years older than the average age in Island County and 30 years older than the average age in Washington State.

---

<sup>1</sup> City of Langley Comprehensive Plan: <https://cms4files1.revize.com/langleywashington/Consolidated%20Comp%20Plan%202020.pdf>

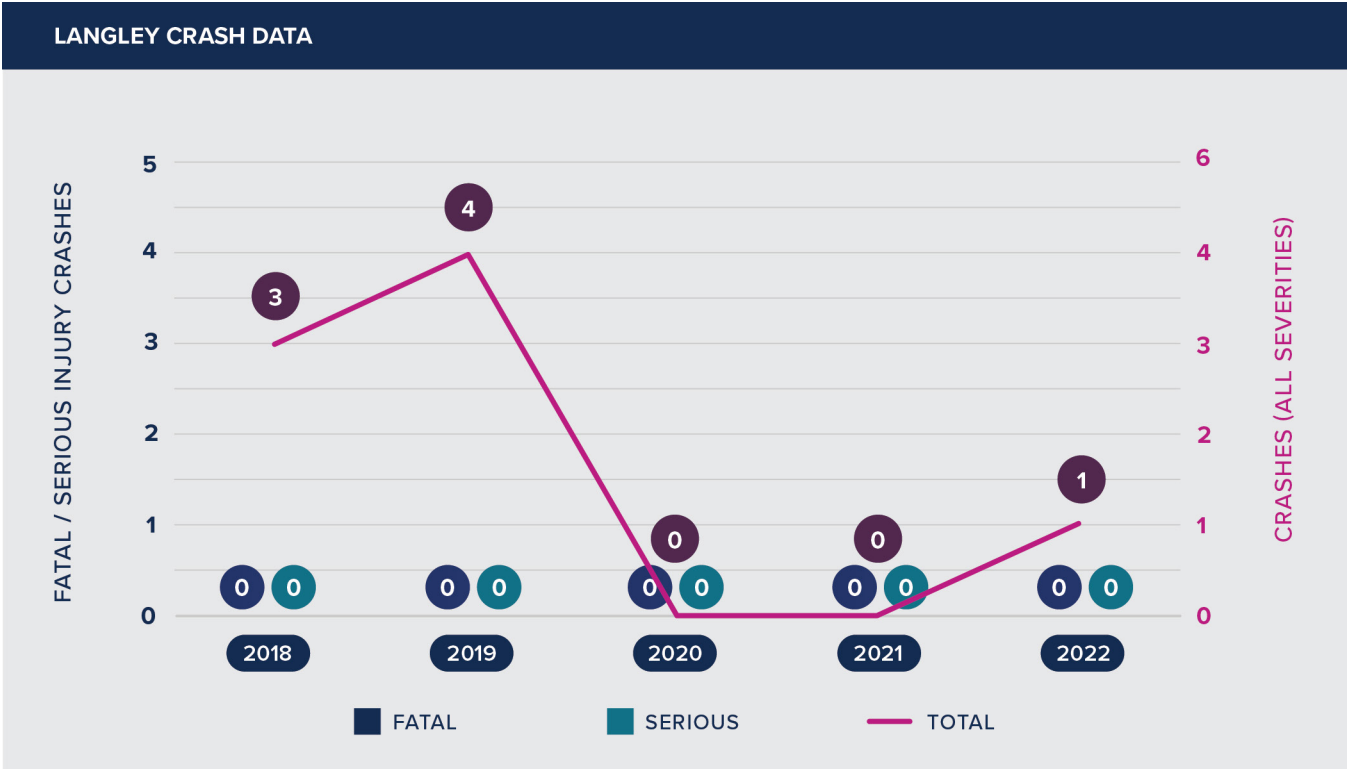


# CRASH DATA AND TRENDS

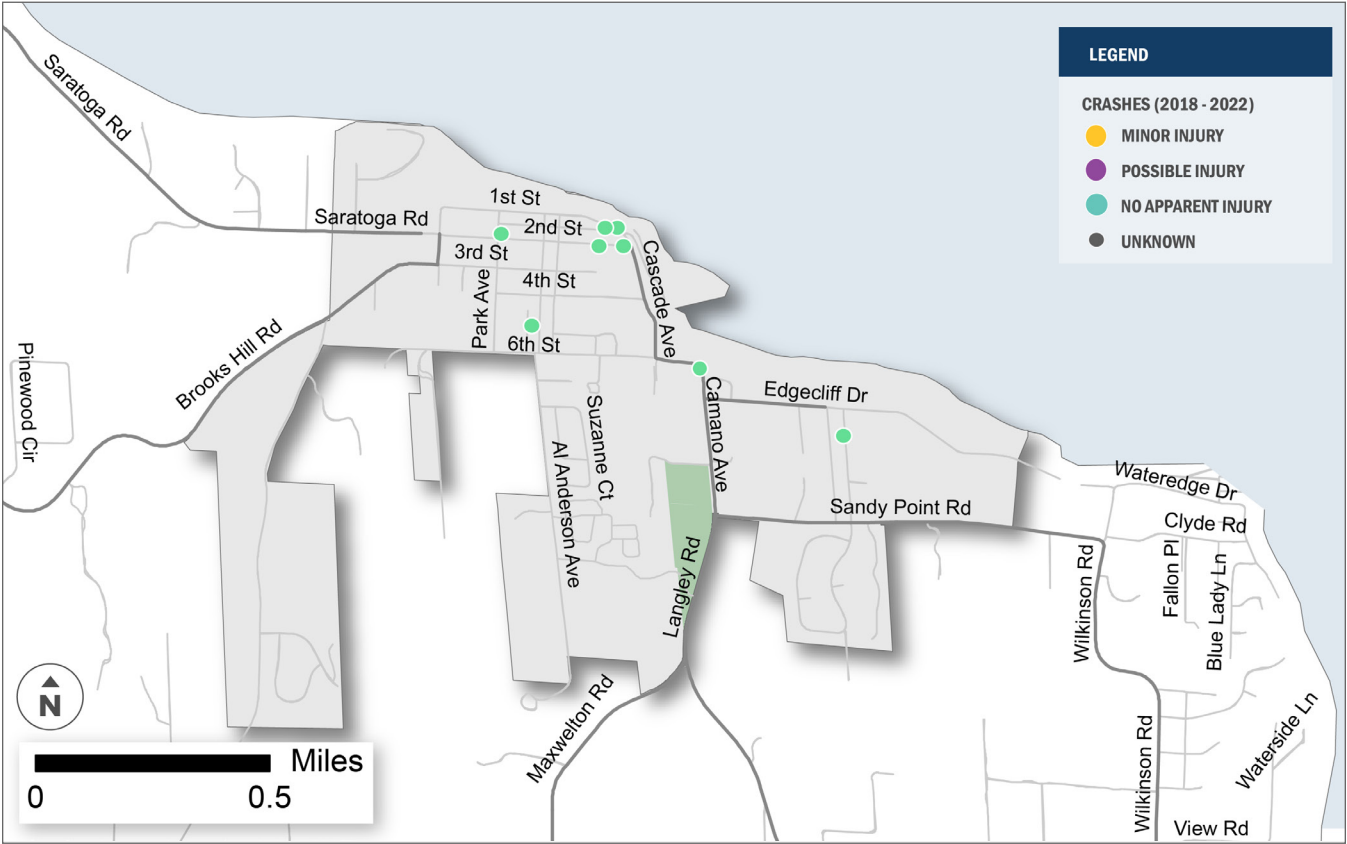
**FIGURE 18** presents the trend of crashes from 2018 to 2022 in the City of Langley. There were 8 total crashes with no fatal and serious injury crashes during the study period. Half of the crashes were due to hitting a parked car and three were due to hitting a fixed object. Most of these crashes were of lane departure type.

**FIGURE 19** presents the crash by severity type in the City of Langley. All eight crashes are of no-injury type. A cluster of 4 crashes is seen near the shore at the intersections of Cascade Avenue and 1st/2nd Street.

**FIGURE 18.** NUMBER OF FATAL AND SERIOUS INJURY CRASHES (2018-2022) IN THE CITY OF LANGLEY














**FIGURE 19. CRASHES BY SEVERITY IN THE CITY OF LANGLEY**



# EMPHASIS AREAS

There are eleven emphasis areas outlined in the Washington State Target Zero Plan (Strategic Highway Safety Plan). **TABLE 15** presents the summary of crashes, and its percentage distribution for these eleven emphasis areas. By examining the percentage distribution of total crashes, the top two emphasis areas are identified.

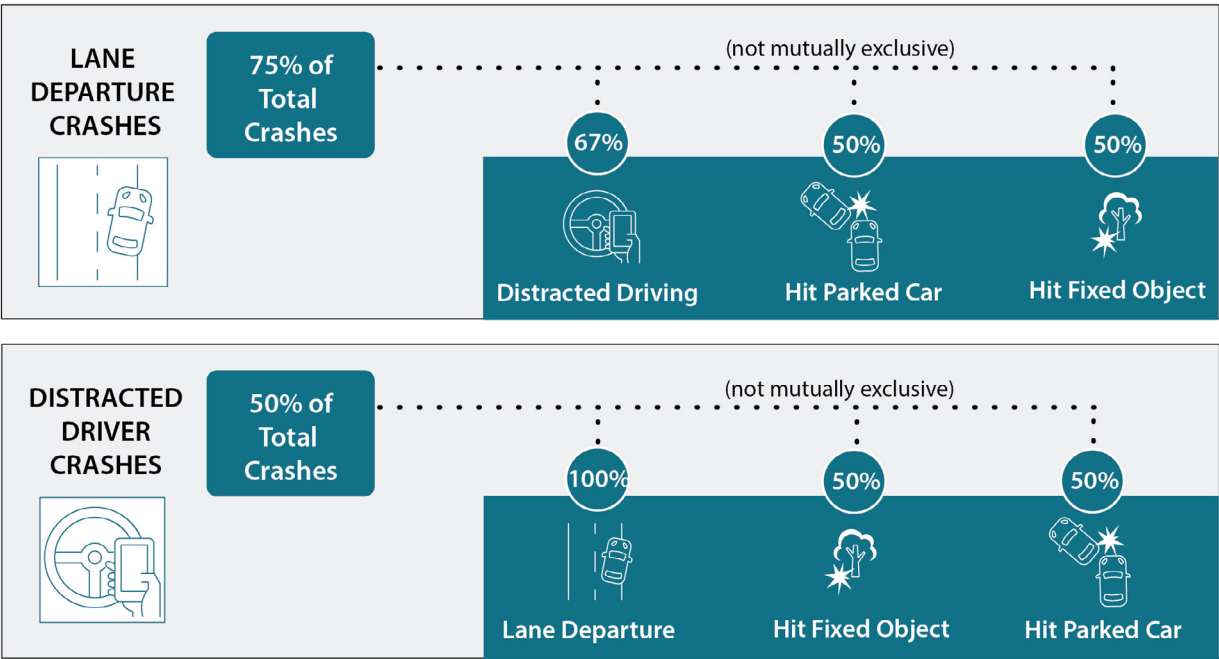
**TABLE 15. CRASHES BY EMPHASIS AREAS IN THE CITY OF LANGLEY**

	EMPHASIS AREAS	TOTAL	% OF TOTAL CRASHES
	LANE DEPARTURE	6	75%
	DISTRACTED ROAD USER	4	50%
	OLDER DRIVERS (70+) INVOLVED	2	25%
	HEAVY VEHICLE INVOLVED	1	13%
	YOUNG DRIVER (16-25) INVOLVED*	1	13%
	INTERSECTION RELATED	1	13%
	IMPAIRMENT INVOLVED	0	0%
	SPEEDING	0	0%
	ACTIVE TRANSPORTATION USERS	0	0%
	UNRESTRAINED OCCUPANT	0	0%
	MOTORCYCLISTS	0	0%

The emphasis areas with the highest number of identified crashes are distracted drivers and lane departure. From **FIGURE 20**, the lane departure crashes that hit a car or a fixed object were due to distracted driving.

In addition, high priority locations are identified using the methodology discussed in Chapter 4.

**FIGURE 20.** TOP EMPHASIS AREAS IN THE CITY OF LANGLEY



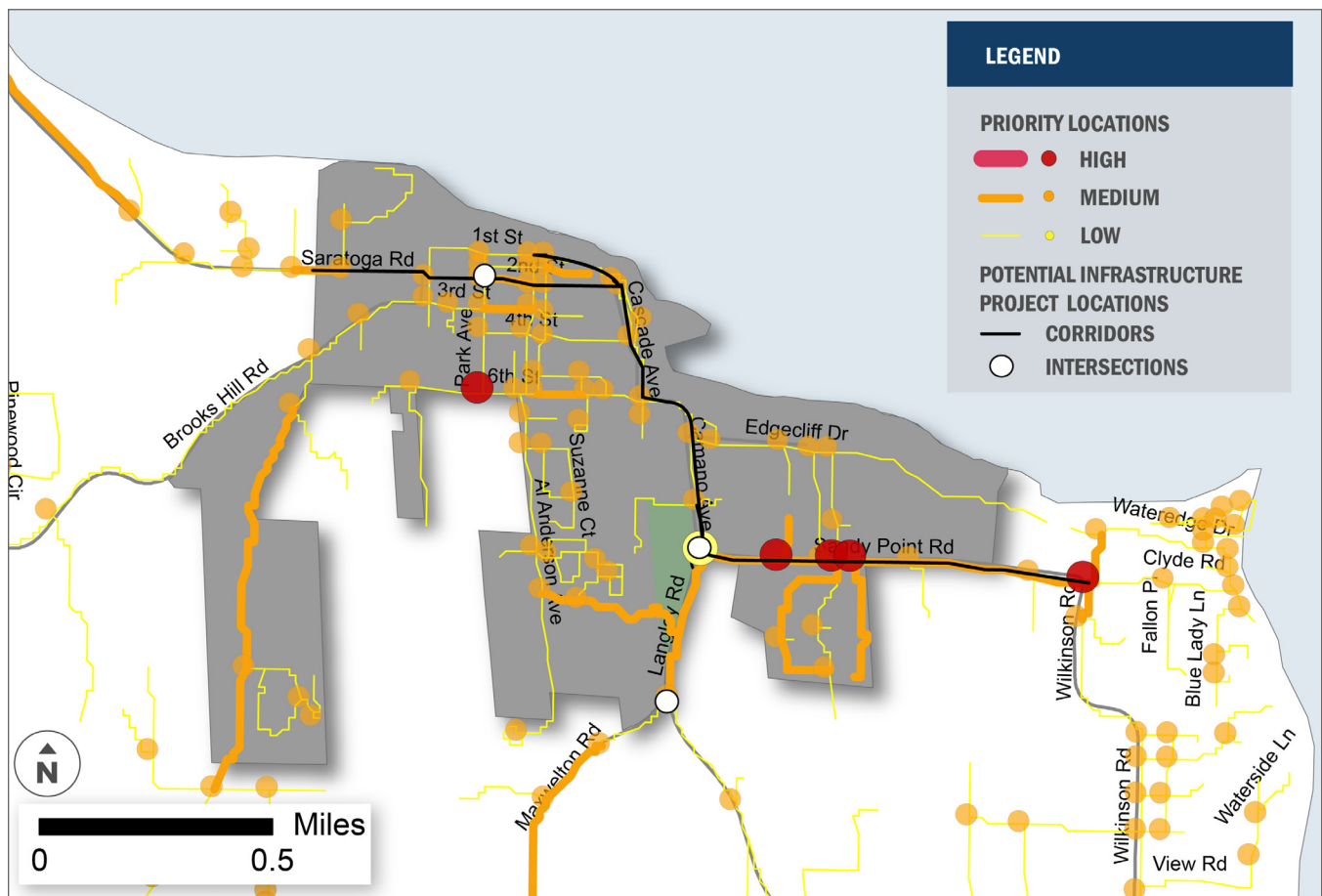


## HIGH PRIORITY LOCATIONS IN THE CITY OF LANGLEY

**FIGURE 21** presents the segments and intersections prioritized by “low,” “medium,” and “high” in the City of Langley. Looking at just the City of Langley, some of the high priority segments identified overlap with the public concerns provided during the engagement process for example the 6th Street and Saratoga Road. Other high priority segments are Fairgrounds Road, 2nd Street, 3rd Street. The intersection of 6th Street and Park Avenue is the one identified as top priority.

A list of proposed safety enhancements is developed by combining high-priority locations with public safety concerns. The following sections summarize public input and suggest projects for the City of Langley.

**FIGURE 21. HIGH PRIORITY SEGMENTS AND INTERSECTIONS ALONG WITH PROPOSED PROJECTS IN THE CITY OF LANGLEY**



# FEEDBACK FROM THE PUBLIC IN THE CITY OF LANGLEY

Sixteen percent of the survey respondents said they lived in the City of Langley. Throughout the engagement process, community members from Langley provided valuable feedback on their safety concerns, including specific locations and ideas for improvements.

## SAFETY CONCERNS

Community members in the City of Langley expressed concerns about:

- Speeding vehicles
- Distracted driving
- Aggressive driving, including tailgating
- Unsafe pedestrian crossings
- Drivers using the shoulders to pass, especially as many community members mentioned pedestrians and bicyclists using the shoulders on roads without pedestrian or bicyclist infrastructure
- Narrow roads and roads with poor visibility due to the roadway alignment

## LOCATIONS OF CONCERN

Many community members, including law enforcement, from the City of Langley shared concerns about specific locations they found to be concerning. The locations mentioned the most were:

- Highway 525
- 6th Street
- Langley Road
- Cascade Drive
- Kramer Road
- Coles Road
- Maxwellton Road
- Double Bluff Road
- Saratoga Road
- Bayview Road

It should be noted that most of the roads mentioned by community members in the City of Langley are outside of the city limits. Parts of Saratoga Road, Cascade Drive, and Coles Road are within the city limits.

## IDEAS FOR SAFETY IMPROVEMENTS

Community members from the City of Langley shared some of their own ideas to improve roadway safety in their neighborhoods. The most common ideas shared with the project team were:

- Safer and consistent speed limits, more speed limit enforcement and speed feedback technology, and consideration of speed limit reduction
- Implementing neighborhood traffic circles and roundabouts at appropriate intersections
- Improving pedestrian facilities such as extending sidewalk networks, widening narrow sidewalks, and constructing new sidewalks, walkways, shared use paths, and multi-use paths
- Improving bicycle facilities such as implementing more bike lanes, connecting the existing network, and constructing multi-use trails and shared use paths
- Improve signage and pavement markings for bicycle facilities

# POTENTIAL RECOMMENDATIONS

The following table highlights the proposed projects identified by the City of Langley. See Chapter 12 for the full list of projects with descriptions. The order of appearance does not indicate prioritization order of the project.

**TABLE 16. CITY OF LANGLEY PROPOSED INFRASTRUCTURE PROJECTS**

PROJECT NUMBER	PROJECT NAME	EMPHASIS AREAS	SAFE SYSTEM APPROACH
IB-11	Second St & Park Ave Intersection All Way Stop Control Conversion	Intersection	Safer Roads
IB-12	Saratoga and 2nd Gateway	Speeding	Safer Roads, Safer Speeds
IB-13	1st St Gateway	Intersection	Safer Roads
IB-14	Sandy Point Rd Traffic Calming	Active Transportation	Safer Roads, Safer Speeds
IB-15	Camano Ave/Langley Rd/Sandy Point Rd Intersection Improvement	Intersection	Safer Roads

The following **TABLE 17** provides the additional infrastructure projects that may be considered.

**TABLE 17. CITY OF LANGLEY ADDITIONAL INFRASTRUCTURE PROJECTS TO CONSIDER**

PROJECT NAME	DESCRIPTION	EMPHASIS AREAS	SAFE SYSTEM APPROACH
<b>CAMANO AVE SIGHT LINES (CAMANO AVE FROM CASCADE AVE TO SANDY POINT RD)</b>	Along Camano Ave from Cascade Ave to Sandy Point Rd: Maintain vegetation to keep good sight distance lines around curves and intersections (North of Edgecliff Drive).	Intersection	Safer Roads
<b>LANGLEY RD AND MAXWELTON ROUNDABOUT</b>	Build a roundabout at Langley Rd and Maxwellton Rd.	Intersection	Safer Roads



ISLAND REGIONAL TRANSPORTATION PLANNING ORGANIZATION

CITY OF  
OAK HARBOR





## BACKGROUND

Oak Harbor is a city located on Whidbey Island and is the largest municipality in the IRTPO region by population. Oak Harbor is known for its scenic waterfront, small-town charm, and strong military presence. State Route 20 (SR 20) runs through Oak Harbor, dividing the town into distinct east and west sections, each with its own character. The majority of the city's commercial services are situated along this highway, serving not only Oak Harbor but also the northern and central parts of Whidbey Island.<sup>1</sup>

The City of Oak Harbor had a population of 24,016 people in 2023, accounting for 28% of the population in Island County. The median population age is 31.8, which is 13 years younger compared to the average age in Island County and 8 years younger than the average age in Washington State.

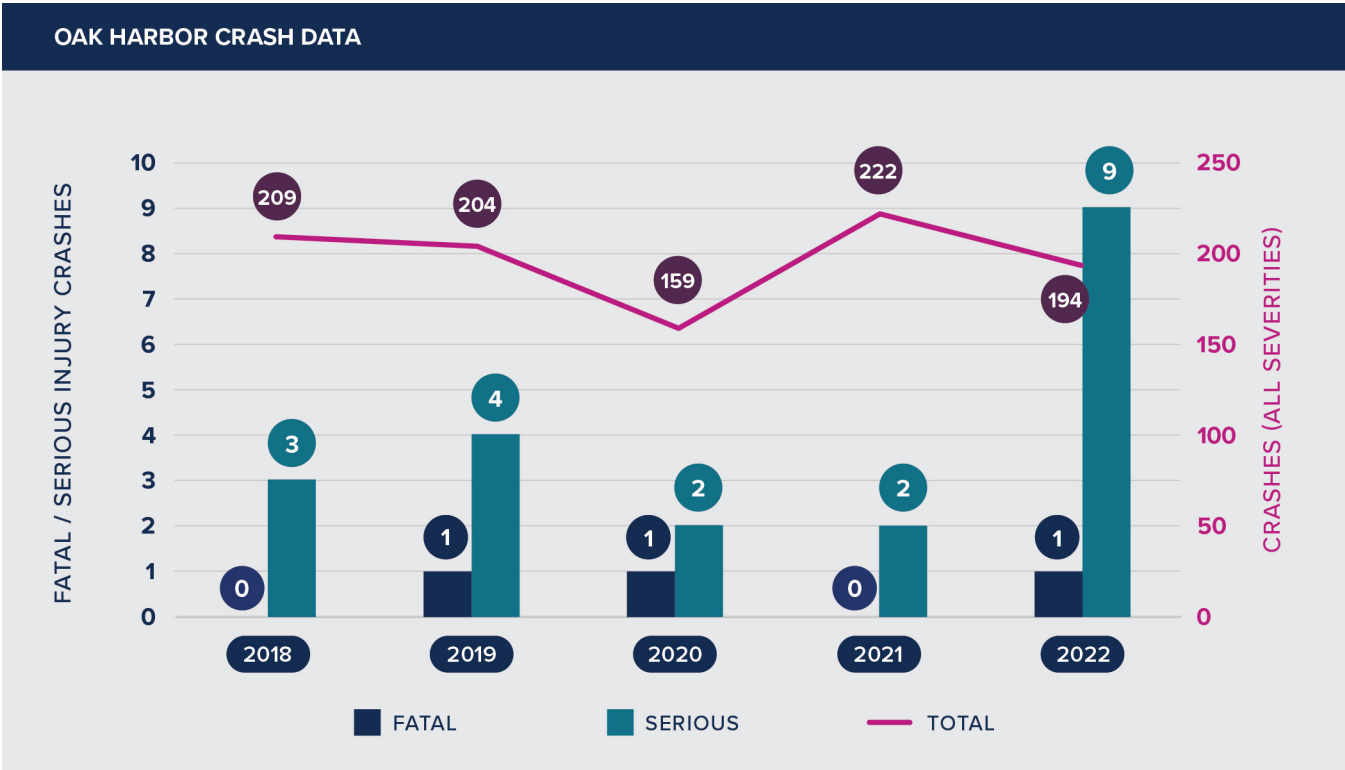
---

<sup>1</sup> City of Oak Harbor Comprehensive Plan: <https://www.oakharbor.gov/ImageRepository/Document?documentId=1273>

# CRASH DATA AND TRENDS

**FIGURE 22** presents a summary of crashes that occurred on all roadways in the City of Oak Harbor from 2018 to 2022. Oak Harbor experienced 988 crashes for the five-year study period, averaging around 198 crashes per year. In 2020, the City of Oak Harbor experienced 159 crashes, which was the lowest number of yearly crashes in the study period. While yearly crashes were roughly steady during the study period, the combined number of fatal and serious crashes was steady in the first four years but suddenly increased in 2022.

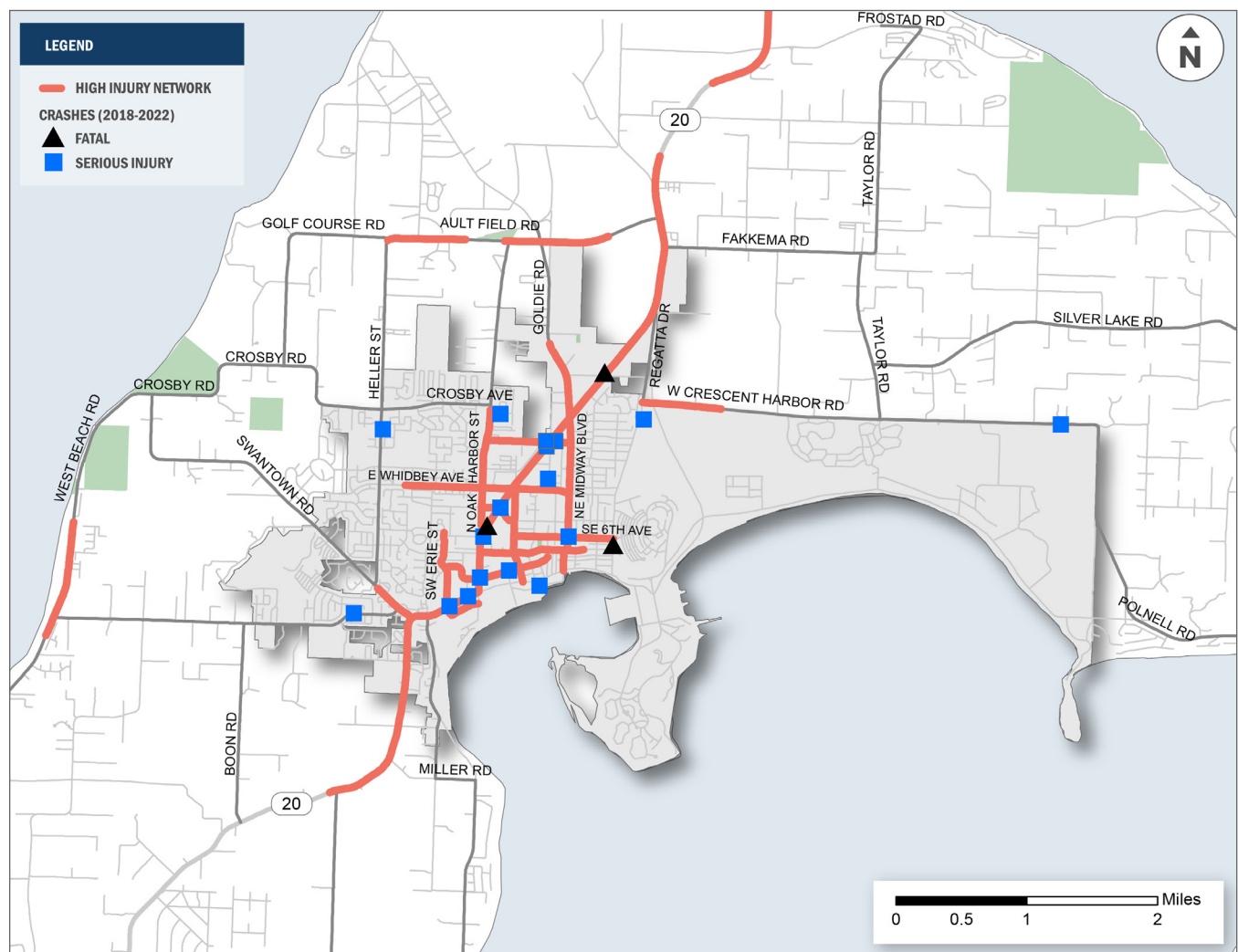
**FIGURE 22.** NUMBER OF FATAL AND SERIOUS INJURY CRASHES (2018-2022) IN THE CITY OF OAK HARBOR



**FIGURE 23** maps the fatal and serious injury crashes that occurred within the City of Oak Harbor. Two out of the three fatal crashes occurred on SR 20. The highest number of four serious injury crashes occurred at the intersections of SR 20 at NE 7th Avenue, three of which occurred at the driveway near the intersection. The intersection of SR 20 at SE 3rd Avenue/SE Cabot Drive experienced two serious injury crashes.

The four crash types with the highest proportion of fatal and serious injury crashes are angle (52%), hit fixed-object (17%), hit pedestrian (13%), and rear-end (13%) crashes.












**FIGURE 23. FATAL AND SERIOUS INJURY CRASHES IN THE CITY OF OAK HARBOR**



# EMPHASIS AREAS

The Washington State Highway Safety Plan (SHSP) outlines 11 emphasis areas. **TABLE 17** provides a summary of total crashes, as well as fatal and serious injury crashes, organized by these emphasis areas. By comparing the percentage distribution of total crashes to that of fatal and serious injury crashes, the top three emphasis areas specific to City of Oak Harbor are identified.

**TABLE 18. CRASHES BY EMPHASIS AREA IN THE CITY OF OAK HARBOR**

	EMPHASIS AREAS	TOTAL	% OF TOTAL CRASHES	FATAL AND SERIOUS INJURY CRASHES	% OF FATAL AND SERIOUS INJURY CRASHES**
	INTERSECTION RELATED	556	56%	14	61%
	MOTORCYCLISTS	27	3%	9	39%
	DISTRACTED ROAD USER	265	27%	7	30%
	YOUNG DRIVER (16-25) INVOLVED*	429	43%	6	26%
	OLDER DRIVER (70+) INVOLVED	195	20%	5	22%
	IMPAIRMENT INVOLVED	71	7%	5	22%
	LANE DEPARTURE	119	12%	4	17%
	SPEEDING	73	7%	2	9%
	UNRESTRAINED OCCUPANT	12	1%	2	9%
	ACTIVE TRANSPORTATION USERS	31	3%	0	0%
	HEAVY VEHICLE INVOLVED	28	3%	0	0%

\*\* ###% indicates percentage of Fatal and Serious Injury crashes are higher than percentage of total crashes



The emphasis areas with the highest number of crashes, including fatal and serious injury, for the City of Oak Harbor are ranked as follows: intersection-related crashes, motorcyclist crashes, and distracted driving, which are described in **FIGURE 24**.

Common crash types at intersections include angle and rear-end collisions. Fatal and serious injury crashes involving young drivers and motorcyclists occur at a higher rate.

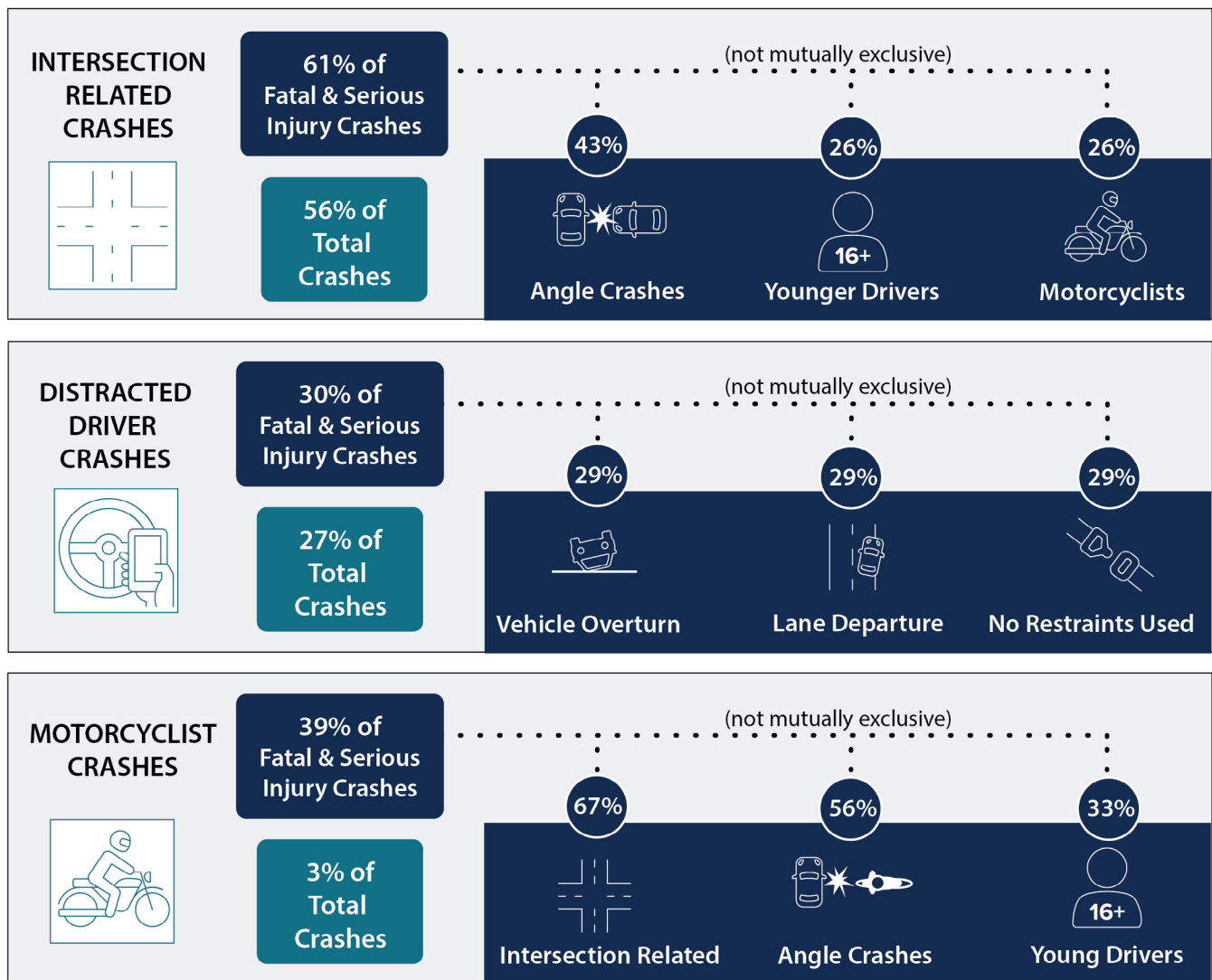
Although the percentage of motorcyclist crashes is relatively low (only 3% of all reported crashes), these crashes have a high likelihood of resulting in fatal or

serious injuries, accounting for 39% of all fatal and serious injury crashes in Oak Harbor. Motorcyclist crashes are often associated with intersections and/or young drivers.

Distracted driving poses significant risks at intersections and on high-speed roadways. On such roadways, lane departures and vehicle overturns are more likely to result in fatal or serious injury crashes.

In addition to the emphasis areas, high priority locations are identified based on the methodology discussed in Chapter 6.

**FIGURE 24.** TOP EMPHASIS AREAS IN THE CITY OF OAK HARBOR



## HIGH PRIORITY LOCATIONS IN OAK HARBOR

Prioritizing road segments and intersections with safety concerns is a critical strategy for identifying projects that will address the safety concerns. Techniques like the High Injury Network (HIN), Systemic Safety Network (SSN), Vulnerable Road Users (VRU), and Equity Need are utilized to identify locations with safety concerns and prioritize them. A detailed methodology on how the segments and intersections are prioritized is discussed in Chapter 6.

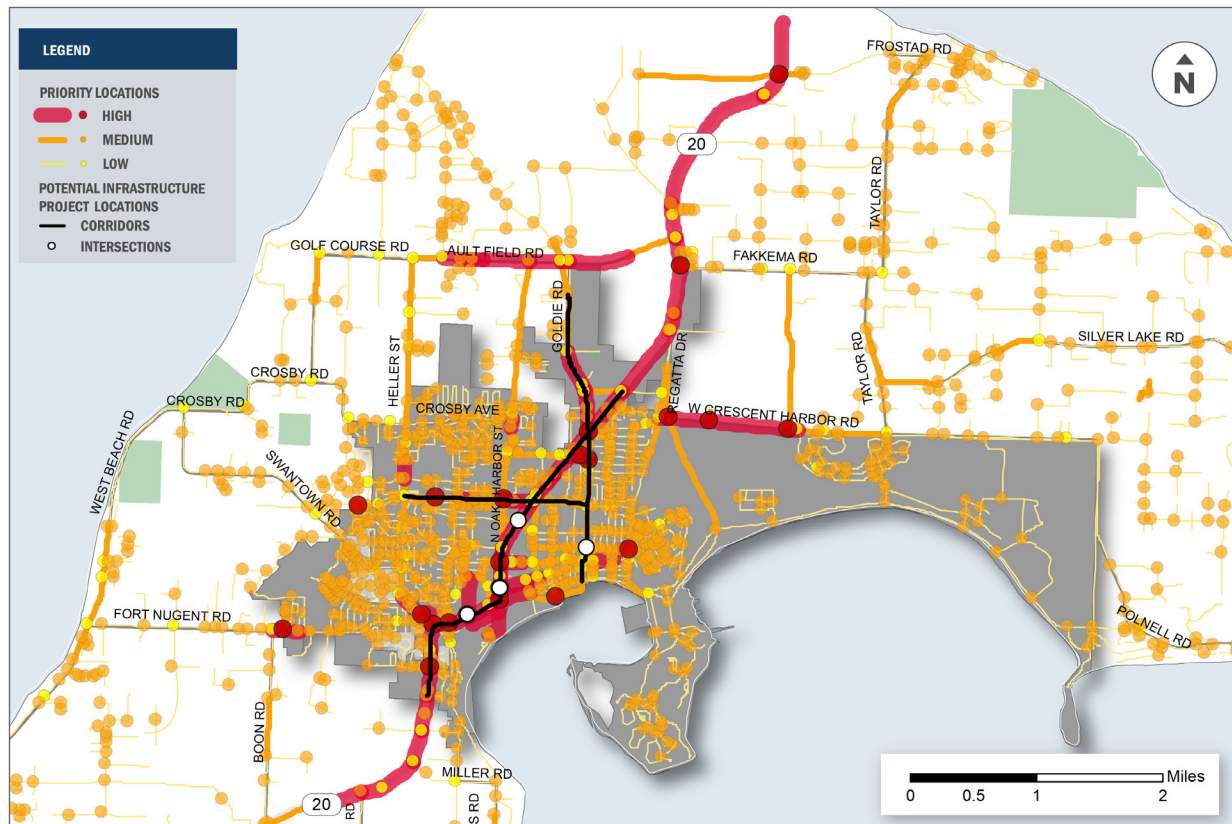
**FIGURE 25** presents the high priority segments and intersections in the City of Oak Harbor. The whole corridor of SR 20 is of high priority. Other roadways of note are W Crescent Harbor Road, cross streets along SR 20 like west and east Whidbey Avenue, SE Barrington Drive, SW Erie Street, SW Bayshore Drive, SW Beeksma Drive, and SW Swantown Road.

Approximately 20 intersections are identified as high priority. This includes two sets of consecutive intersections along the same corridor:

- Three consecutive intersections on W Crescent Harbor Road.
- Seven consecutive intersections on SR 20 from SW 8th Street in the north to SW 24th Avenue in the south.

By integrating high-priority locations with safety concerns raised by the public, a list of proposed safety improvement projects is created. The following sections provide an overview of public feedback and the proposed safety enhancements projects for the City of Oak Harbor.

**FIGURE 25. HIGH PRIORITY SEGMENTS AND INTERSECTIONS ALONG WITH PROPOSED PROJECTS IN THE CITY OF OAK HARBOR**



# FEEDBACK FROM THE PUBLIC IN THE CITY OF OAK HARBOR

Fourteen percent of the IRTPO survey respondents said they lived in the City of Oak Harbor. Throughout the engagement process, community members from the City of Oak Harbor provided valuable feedback on their safety concerns, including specific locations and ideas for improvements.

## SAFETY CONCERNS

Community members in the City of Oak Harbor expressed concerns about:

- Speeding vehicles
- Unsafe pedestrian crossings
- Drivers using the shoulders to pass, especially as many community members mentioned pedestrians and bicyclists using the shoulders on roads without pedestrian or bicyclist infrastructure
- Narrow roads and roads with poor visibility due to the roadway alignment
- Chip seal on the roadway shoulders coming off the pavement and injuring bicyclists while they ride

## LOCATIONS OF CONCERN

Many community members from the City of Oak Harbor shared concerns about specific locations they found to be concerning.<sup>1</sup> The locations mentioned the most were:

- |                    |                        |
|--------------------|------------------------|
| • Highway 20       | • Crescent Harbor Road |
| • Oak Harbor Road  |                        |
| • Regatta Drive    | • Arnold Road          |
| • Monkey Hill Road | • Ault Field Road      |

## IDEAS FOR SAFETY IMPROVEMENTS

Community members from the City of Oak Harbor shared some of their own ideas to improve roadway safety in their neighborhoods. The most common ideas shared with the project team were:

- Improving pavement markings, especially turn lane pavement markings throughout the City of Oak Harbor
- Safer speed limits, more speed limit enforcement, consistent posted speed limits, and consideration of speed limit reduction
- Improving roadway lighting
- Implementing pedestrian-focused traffic calming measures
- Improving pedestrian facilities such as extending sidewalk networks, widening narrow sidewalks, and constructing new sidewalks
- Improving bicycle facilities such as implementing more bike lanes, connecting the existing network, constructing multi-use trails, and improving bicycle signage
- Widening shoulders where possible

---

<sup>1</sup> Note: Some locations mentioned by community members in the City of Oak Harbor are outside the city limits.

# POTENTIAL RECOMMENDATIONS

The following tables highlight the proposed projects identified by the City of Oak Harbor. The tables separate infrastructure-based projects and non-infrastructure-based projects. See Chapter 12 for the full list of projects with descriptions. The order of appearance does not indicate prioritization order of the project.

**TABLE 19. OAK HARBOR PROPOSED NON-INFRASTRUCTURE PROJECTS**

PROJECT NUMBER	PROJECT NAME	EMPHASIS AREAS	SAFE SYSTEM APPROACH
NI-12	Proactive Traffic Neighborhood Program	Speeding	Safer People
NI-13	Citywide Posted Speed Limit Evaluation and Policy	Speeding	Safer Speeds
NI-14	Yard Sign Safety Program	Distracted Driving	Safer People
NI-15	SR 20 Signal Coordination in Oak Harbor	Intersection	Safer Roads

**TABLE 20. OAK HARBOR PROPOSED INFRASTRUCTURE PROJECTS**

PROJECT NUMBER	PROJECT NAME	EMPHASIS AREAS	SAFE SYSTEM APPROACH
IB-16	SR 20 Oak Harbor Reconstruction (Mid Term)	Speeding	Safer Roads, Safer Speeds, Safer People
IB-17	Whidbey Ave Intersection improvements	Active Transportation	Safer Roads, Safer Speeds, Safer People
IB-18	Intersection Pedestrian Improvements	Active Transportation	Safer Roads, Safer People
IB-19	Midway Blvd Improvements	Active Transportation	Safer Roads, Safer People
IB-20	SW 3rd Ave and SE Cabot Dr from S Oak Harbor St and SE Ely St	Active Transportation	Safer Roads, Safer Speeds, Safer People



The following **TABLE 21** provides the additional infrastructure projects that may be considered.

**TABLE 21. OAK HARBOR ADDITIONAL INFRASTRUCTURE PROJECTS TO CONSIDER**

PROJECT NAME	DESCRIPTION	EMPHASIS AREAS	SAFE SYSTEM APPROACH
<b>WHIDBEY AVE – HELLER ST TO NW JIB ST</b>	Add protection in the bike buffers. Road diet from 5 lanes to 3 lanes. Add a mid-block enhanced pedestrian crossing at Barron Drive. Evaluate reducing the speed limit. Modify the Signal operations.	Active Transportation	Safer Roads, Safer Speeds, Safer People
<b>SR 20 OAK HARBOR RECONSTRUCTION (LONG TERM)</b>	Road diet 5 lane to 3 lane. Separated Bike Lanes per Oak Harbor ATP. Long-Term project. Safe Routes to School considerations.	Speeding	Safer Roads, Safer Speeds, Safer People
<b>SR 20 AND SW ERIE ST AND SW BAYSHORE DR INTERSECTION SAFETY</b>	Evaluate intersection signal operations for additional safety benefits.	Intersection	Safer Roads
<b>SR 20 AT BARRINGTON DR INTERSECTION SAFETY</b>	Add no right-turn on red signs, refreshing the pedestrian pavement markings and ensure pedestrian push buttons are operational.	Intersection	Safer Roads
<b>SR 20 AT BARRINGTON DR INTERSECTION SAFETY</b>	Roundabout at SR 20 at S Barrington Dr.	Intersection	Safer Roads



ISLAND REGIONAL TRANSPORTATION PLANNING ORGANIZATION

ISLAND TRANSIT



## BACKGROUND

Since December 1, 1987, Island Transit has offered free public transportation to the Island County community. It began as a small system, serving 161 riders on its first day. Over the years, it has grown into a county-wide service, catering to nearly 1,350 daily ridership per weekday for those who travel for work, school, medical appointments, business needs, and to connect with ferries and other transit systems. Currently, Island Transit provides a comprehensive range of transportation services, including fixed routes, paratransit, and vanpool options, totaling over 380,574 trips each year.<sup>1</sup>

Island Transit serves the residents of Island County, encompassing Whidbey and Camano Islands, while also offering connections to neighboring transit systems like Skagit Transit, Everett Transit, the Coupeville and Clinton Ferry Terminals, and multiple Park & Ride (P&R) locations. The agency provides a range of services, including fixed-route buses, on demand rides, paratransit, and rideshare/vanpool options. Committed to accessibility, all Island Transit buses are fully equipped to meet Americans with Disabilities Act (ADA) requirements, ensuring convenient and inclusive transportation for all.

---

<sup>1</sup> Source: [https://irp.cdn-website.com/ac3d33af/files/uploaded/FINALDraft%28V2%298.26.24.2024-2029\\_Transit\\_Development\\_Plan.pdf](https://irp.cdn-website.com/ac3d33af/files/uploaded/FINALDraft%28V2%298.26.24.2024-2029_Transit_Development_Plan.pdf)



**FARE-FREE:** Island Transit is fare-free, meaning that passengers can ride all buses and services without having to pay a fare. This makes public transportation more accessible to everyone, including seniors, individuals with disabilities, and those on fixed or limited incomes. By eliminating fares, Island Transit helps reduce financial barriers, encouraging more people to take advantage of their convenient and reliable service.

**ON DEMAND SERVICE:** Island Transit's On Demand service provides flexible, bus stop-to-bus stop transportation for riders in specific service areas where regular bus routes do not operate. This service is perfect for those who need a more personalized travel option and can be booked in advance through the Island Transit app or by calling their customer service line. To sign up, call our dispatch 360-678-7771 for assistance. Visit our website ([www.islandtransit.org](http://www.islandtransit.org)) to learn more.

**PARATRANSIT SERVICE:** Island Transit's fare-free Paratransit service requires an application, interview, and functional assessment for eligibility. It extends 3/4 of a mile beyond fixed bus routes, offering curb-to-curb service. This specialized transportation ensures accessibility for individuals with disabilities, enhancing mobility and independence within the community.

**TRAVEL TRAINING PROGRAM:** Island Transit's Travel Training Program helps individuals build the skills and confidence they need to use public transportation safely and independently. The program offers personalized instruction on navigating bus routes, reading schedules, and understanding transit schedules, making it easier for riders to access essential services and destinations. To sign up, participants can contact Island Transit directly by phone at 360-678-7771 or visit our website ([www.islandtransit.org](http://www.islandtransit.org)) for more information and to schedule a training session.



**RIDER ALERTS:** Island Transit's Rider Alerts keep passengers informed about service changes, delays, or route disruptions in real time. To stay updated on schedule changes or emergencies, riders can sign up for alerts via email or text message by visiting the Island Transit website ([www.islandtransit.org/Rider-Alert-Simplify-Transit](http://www.islandtransit.org/Rider-Alert-Simplify-Transit)) and subscribing to the Rider Alerts section. This service ensures that passengers are informed before heading out.

**ISLAND TRANSIT SAFETY TIPS:** For added safety while riding Island Transit, it's important to wear bright or reflective clothing, especially when traveling during early morning or evening hours. This makes you more visible to bus drivers and other travelers, reducing the risk of crashes. Additionally, if you're traveling in the dark, consider carrying a flashlight to improve visibility. Island Transit can provide free safety vests and flashlights to riders to support greater visibility at night.



**FIGURE 26. ISLAND TRANSIT SERVICE MAP<sup>1</sup>**



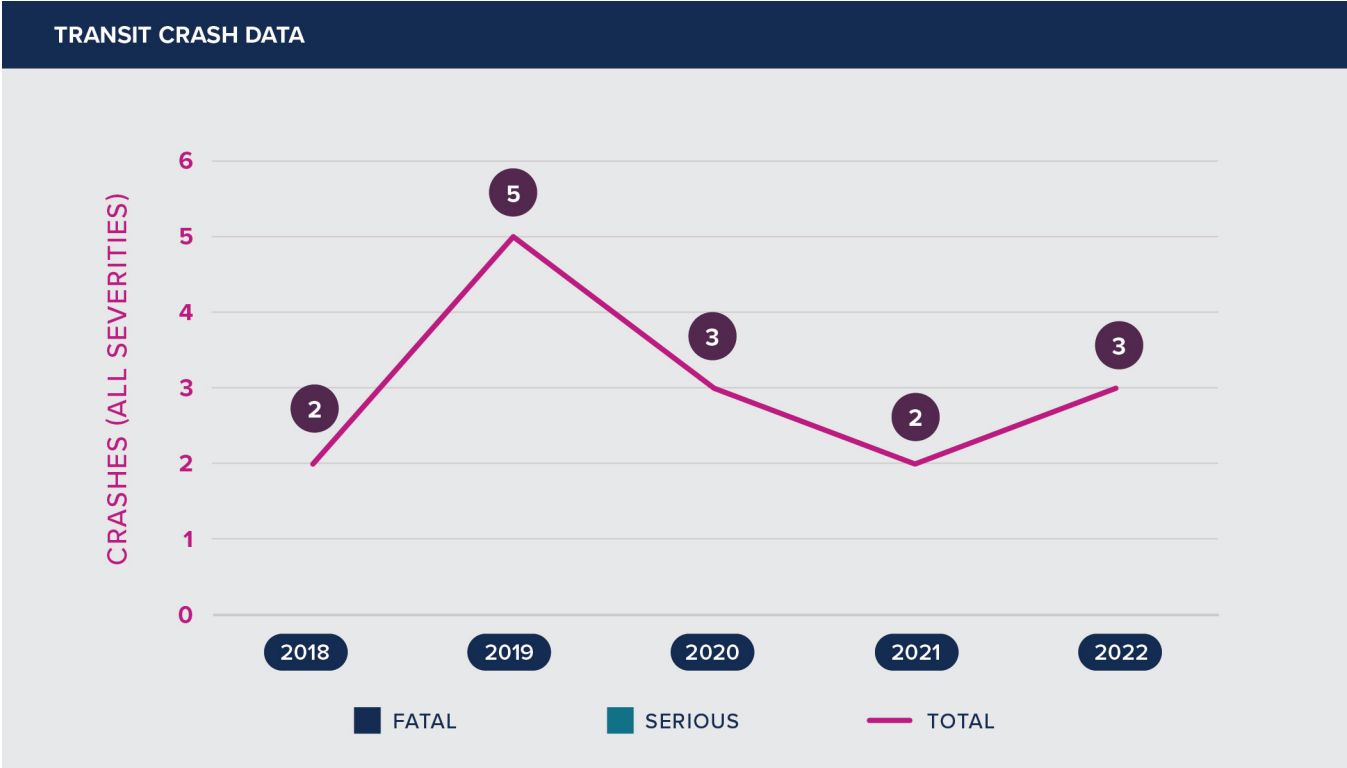
<sup>1</sup> Island Transit Service Map: [https://irp.cdn-website.com/ac3d33af/files/uploaded/FINALDraft%28V2%298.26.24.2024-2029\\_Transit\\_Development\\_Plan.pdf](https://irp.cdn-website.com/ac3d33af/files/uploaded/FINALDraft%28V2%298.26.24.2024-2029_Transit_Development_Plan.pdf) (Pages 44-46)

# CRASH DATA AND TRENDS

**FIGURE 27** presents the trend of crashes where a transit vehicle was involved. From 2018 to 2022, there were a total of 15 crashes in which a transit vehicle was involved. None of the crashes resulted in a fatal or serious injury.

There were eight crashes at intersections, four of which were of rear-end type. There were four crashes that involved a distracted road user.

**FIGURE 27.** NUMBER OF CRASHES (2018-2022) INVOLVING TRANSIT



# FEEDBACK FROM THE PUBLIC REGARDING ISLAND TRANSIT

Many community members left feedback through either the interactive map, the project website survey, or verbally at the in-person pop-ups and open houses. The public feedback regarding transit in the IRTPO region is summarized below.

## SAFETY CONCERNS

Community members in the IRTPO region expressed concerns about:

- Unsafe pedestrian crossing locations or insufficient crossing locations at or near the bus stops
- Nonexistent, inadequate, or poor lighting at bus stops
- Proximity to vehicles and driver behavior (speeding) while waiting for the bus
- Lack of ADA accessibility at bus stops
- Lack of bus stop infrastructure such as bus shelters, benches, and signage

## LOCATIONS OF CONCERN

Many community members from the IRTPO region shared concerns about specific locations they found to be concerning. The locations mentioned the most were:

- Admiral Drive
- Penn Cove Road
- Bayview Road
- Swantown Road
- Freeland Avenue
- Clinton, Island County, WA
- Honeymoon Bay Road
- Scatchet Head Road

## IDEAS FOR SAFETY IMPROVEMENTS

Community members from throughout the IRTPO region shared some of their own ideas to improve roadway safety related to transit. The most common ideas shared with the project team were:

- Improving bus stop lighting, signage, and benches
- Improving pedestrian crossings
- Implementing more and safer pedestrian crossings
- Implementing roundabouts or neighborhood traffic calming circles where appropriate
- Implementing clearly marked dedicated Island Transit bus stops



ISLAND REGIONAL TRANSPORTATION PLANNING ORGANIZATION

# PROPOSED PROJECTS



This section summarizes all the proposed non-infrastructure and infrastructure-based projects. The projects are ordered alphabetically based on agency and timeframe. The order of appearance does not indicate the prioritization order of the project.

**TABLE 22. SUMMARY OF PROPOSED NON-INFRASTRUCTURE BASED PROJECTS**

Near Term (Under 3 years)			Mid Term (3 to 5 years)		Long Term (Greater than 5 years)	
AGENCY	CSAP	PROJECT TITLE	PROJECT LOCATION	PROJECT DESCRIPTION	TIMEFRAME	
All Agencies	NI-01	Neighborhood Safety Organization Program	All Agencies	Develop a neighborhood safety ambassador program, promoting road safety awareness and advancing safety initiatives.	Long Term	
Coupeville	NI-02	Updated Crosswalk Markings Townwide and add detectable warning surfaces (DWS) to curb ramps	Coupeville Townwide	Refresh crosswalk markings to improve crosswalk visibility and add ADA ramp pads in Coupeville.	Near Term	
Island County Public Health / Island County Public Works	NI-03	Improve coordination between Island County Public Works and Public Health	All Agencies	Improve coordination and cooperation with Island County Public Health and Public Works to help in planning and decision-making.	Near Term	
Island County (Camano Island)	NI-04	Improve coordination between Island County and EMS	Countywide	Improve coordination between Island County and Camano Island EMS to improve EMS priority routes (in particular Camano Hill Rd and Monticello Dr).	Near Term	
Island County	NI-05	Neighborhood Traffic Management Program	Countywide	Continue funding the Neighborhood Traffic Calming Program.	Near Term	
Island County Public Health	NI-06	Additional Driver's Education programs	Countywide	<p>Incorporate additional education in driver's education programs that address contributing factors for crashes in youth ages 15-19. Funding for the following activities will support this effort:</p> <ul style="list-style-type: none"> <li>• Gain an understanding of main contributing factors (exceeding safe speeds, distracted driving, alcohol, etc.).</li> <li>• Develop materials or adapt existing materials for driver's education programs. Use evidence-based programs if they exist and collaborate with driver's education programs.</li> <li>• Integrate positive community norms in education.</li> </ul>	Mid Term	

AGENCY	CSAP	PROJECT TITLE	PROJECT LOCATION	PROJECT DESCRIPTION	TIMEFRAME
Island County Public Works and Public Health	NI-07	Safe Routes to School Plan	Countywide	Develop a Safe Routes to School Plan in Island County to improve safety and mobility for children by enabling and encouraging them to walk and bicycle to school. Island County Public Health proposes piloting this program on Camano Island before expanding to other school districts as efforts to improve routes to school will also address locations of concern and other safety concerns.	Mid Term
Island County	NI-08	Emergency vehicle operator course	Countywide	Ensure all first responders take the emergency vehicle operator course.	Mid Term
Island County	NI-09	Countywide Speed Limit Policy Implementation	Countywide	Implement the Island Countywide Speed Limit Policy Recommendations.	Long Term
Island County	NI-10	Complete Streets policy	Countywide	Develop a complete streets policy countywide.	Long Term
Island County	NI-11	Active Transportation Plan	Countywide	Develop an Island County Active Transportation Plan to identify and improve active transportation connections and facilities.	Long Term
Oak Harbor	NI-12	Proactive Traffic Neighborhood Program	Oak Harbor Citywide	Give the community members an opportunity to apply for signage or other traffic calming programs to support the existing traffic neighborhood program.	Near Term
Oak Harbor	NI-13	Citywide Posted Speed Limit Evaluation and Policy	Oak Harbor Citywide	Evaluate the current posted speed limit policy and update the policy if needed.	Mid Term
Oak Harbor	NI-14	Yard Sign Safety Program	Oak Harbor Citywide	Develop a yard sign safety program to make yard signs available for community members to improve transportation safety awareness. Examples include, "Share the road," "Beware of Wildlife," "Slow Down: Drive like you live here" Signs.	Mid Term
Oak Harbor	NI-15	Yard Sign Safety Program	Oak Harbor Citywide	Develop a yard sign safety program to make yard signs available for community members to improve transportation safety awareness. Examples include, "Share the road," "Beware of Wildlife," "Slow Down: Drive like you live here" Signs.	Mid Term
WSDOT / Oak Harbor	NI-15	SR 20 Signal Coordination in Oak Harbor	SR 20 from SW Swantown Ave to E Whidbey Ave	Update signal timing and coordination for seven signalized intersections. Consider safety and operations to prevent speeding and red-light running.	Near Term
WSDOT / IRTPO	NI-16	Countywide speed feedback signs	Countywide	Identify locations and Installing speed feedback signs along Hwy 20 and SR 525.	Long Term

AGENCY	CSAP	PROJECT TITLE	PROJECT LOCATION	PROJECT DESCRIPTION	TIMEFRAME
WSDOT / IRTPO	NI-17	Intersection Traffic Studies (including, but not limited to, SR 525 & Double Bluff Road)	Various	Conduct traffic analysis studies on priority locations to determine intersection controls. In particular, consider a compact roundabout at SR 525 and Double Bluff Road.	Long Term

**TABLE 23. SUMMARY OF PROPOSED INFRASTRUCTURE-BASED PROJECTS**

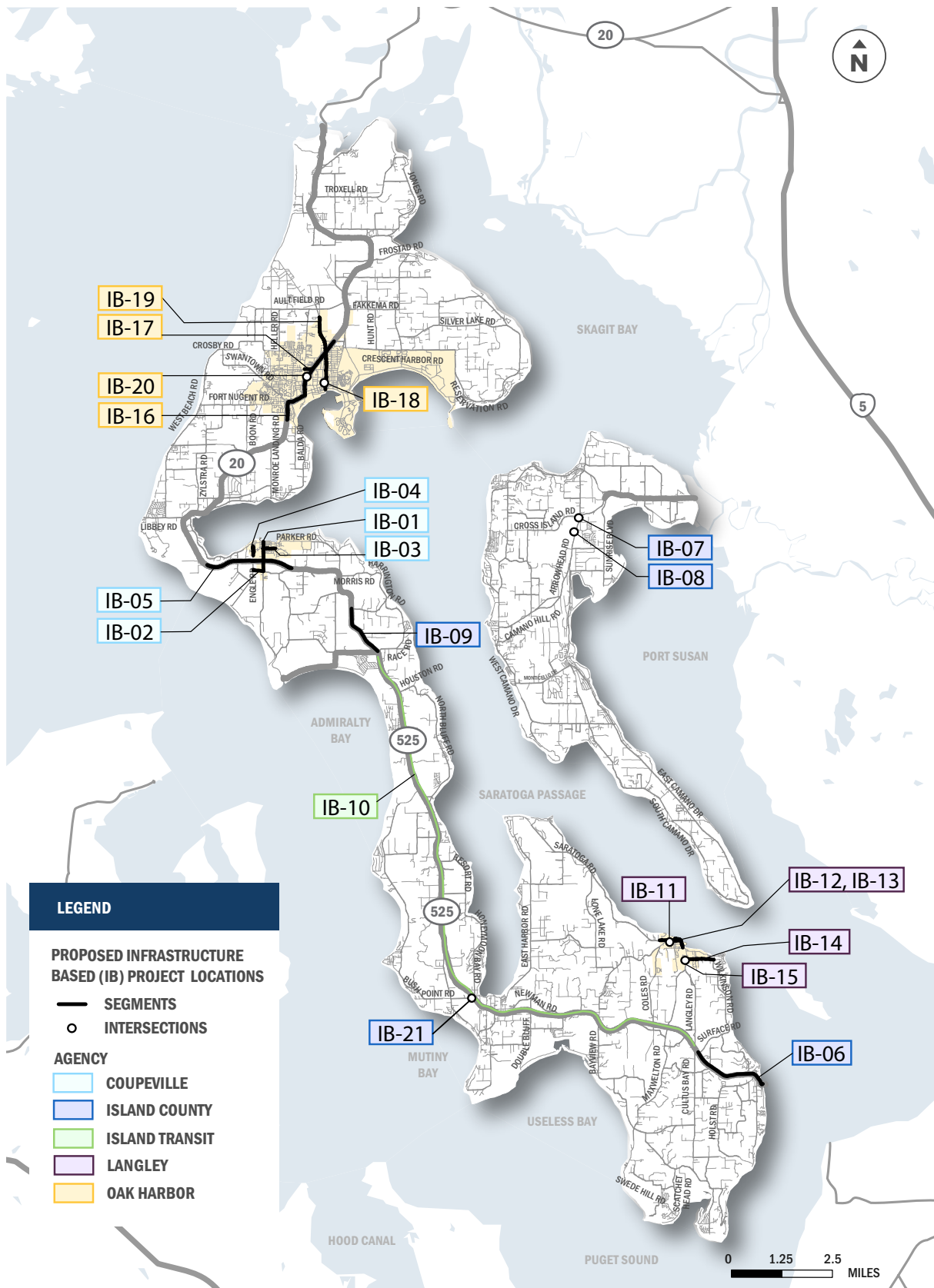
Near Term (Under 3 years)			Mid Term (3 to 5 years)		Long Term (Greater than 5 years)
AGENCY	CSAP	PROJECT TITLE	PROJECT LOCATION	PROJECT DESCRIPTION	TIMEFRAME
Coupeville	IB-01	Main St Corridor	Northeast Front Street to Southwest Terry Road	Roadway improvements including sidewalk connections, bicycle facilities, right turn lanes and bus pullout.	Mid Term
Coupeville	IB-02	Terry Road Pedestrian Improvements	SW Terry St from S Main St to S Ebey Rd	Install sidewalk, pedestrian crossing flashing lights and raised crossings.	Long Term
Coupeville	IB-03	NE 6th St Shoulder access	NE 6th St from N Main St to NE Otis St	Widen shoulders along NE 6th St for bikes and pedestrians from N Main St to NE Otis St.	Long Term
Coupeville	IB-04	Broadway Neighborhood Greenway	NW Broadway from NW Oakmont St to NW Madrona Way	Neighborhood Greenway on Broadway, install a raised crosswalk, add a pinch point or other traffic calming elements. Pave the gravel pedestrian path.	Long Term
Coupeville / Island County / WSDOT	IB-05	Cedar Hollow Lane to Terry intersection improvements along SR 20 corridor	SR 20 from Cedar Hollow Lane to Terry Road	Provide left turn lanes at intersections, or roundabouts. Add wildlife signing.	Long Term
Island County	IB-06	Dedicated Multi-use trail on SR 525 from Clinton Ferry to Ken's Korner	SR 525 from Clinton Ferry to Surface Rd (Ken's Korner)	<ul style="list-style-type: none"> <li>Add a dedicated multi-use trail for pedestrians and cyclists from Clinton Ferry to Ken's Korner Shopping Plaza parallel to SR 525.</li> </ul>	Long Term

AGENCY	CSAP	PROJECT TITLE	PROJECT LOCATION	PROJECT DESCRIPTION	TIMEFRAME
Island County	IB-07	Northeast Camano Dr and East Cross Island Rd Roundabout	Northeast Camano Dr and East Cross Island Rd	Roundabout at Northeast Camano Dr and East Cross Island Rd.	Long Term
Island County	IB-08	Northeast Camano Dr and Mc Elroy Dr Roundabout	Northeast Camano Dr and Mc Elroy Dr	Roundabout at Northeast Camano Dr and Mc Elroy Dr.	Long Term
Island County / WSDOT	IB-09	Widen Shoulders on SR 20 from Race Rd to Welcher Rd	SR 20 from Race Rd to Welcher Rd	Partner with WSDOT to widen shoulders along SR 20 from Race Rd to past Welcher Rd.	Long Term
Island Transit	IB-10	Bus Pull Outs on SR 525	Countywide	Evaluate and add bus pull outs at strategic bus stop locations along SR 525 between WA-20 and Cultus Bay Rd. Island Transit will be undertaking a long-term project to add pullouts over time.	Long Term
Langley	IB-11	Second St & Park Ave Intersection All Way Stop Control Conversion	Second St and Park Ave	Convert intersection into all way stop control to improve consistency throughout the corridor. Evaluate other intersections, as well.	Mid Term
Langley	IB-12	Saratoga and 2nd Gateway	Saratoga Rd - 2nd St from City Limits to Cascade Ave	Gateway Treatment such as a pinch point and signs eastbound on Saratoga before 2nd Ave. Add speed tables on Saratoga Rd to slow vehicles approaching town. Consider speed feedback signage.	Mid Term
Langley	IB-13	1st St Gateway	1st St - Cascade Ave from Melsen Aly to 6th St	Gateway treatment. Remove centerline "arterial" striping between Anthes Ave and Wharf St. Install concrete instead of asphalt (like Second Street). Raised crosswalks at intersections with 4th, second, Wharf, and Anthes.	Long Term
Langley / Island County	IB-14	Sandy Point Rd Traffic Calming	Sandy Point Rd from Langley Rd to Wilkinson Rd	Pedestrian Improvements with traffic calming elements.	Long Term
Langley / Island County	IB-15	Camano Ave/ Langley Rd/ Sandy Point Rd Intersection Improvement	Camano Ave/Langley Rd/Sandy Point Rd	<ul style="list-style-type: none"> <li>Intersection Improvement Project. Consider roundabouts or neighborhood traffic circle.</li> </ul>	Long Term
Oak Harbor	IB-16	SR 20 Oak Harbor Reconstruction	SR 20 from Whidbey Ave to Southwest Eagle Vista Ave	Road diet 5 lane to 3 lane. Separated Bike Lanes per Oak Harbor ATP. Enhance pedestrian crossings and consider additional pedestrian crossings.	Mid Term



AGENCY	CSAP	PROJECT TITLE	PROJECT LOCATION	PROJECT DESCRIPTION	TIMEFRAME
Oak Harbor	IB-17	Whidbey Ave Intersection improvements	S Oak Harbor St to SR 20	Add protection in the bike buffers. Road diet from 5 lanes to 3 lanes. Add a mid-block enhanced pedestrian crossing at Barron Drive. Evaluate reducing the speed limit. Modify the Signal operations.	Long Term
Oak Harbor	IB-18	Intersection Pedestrian Improvements	SE 6th St and SE Midway Blvd	<ul style="list-style-type: none"> <li>• ADA markings, curb ramps, all-way stop intersection, pedestrian crosswalk markings, advanced warning signs, RFB. Add pedestrian crossing treatments in the near term for SE 6th Ave intersection.</li> </ul>	Long Term
Oak Harbor	IB-19	Midway Blvd Improvements	NE Goldie St - NE Midway Blvd from South of Colin Ln to SE Pioneer Way	Street overlay, restriping from 4 lane to 3 lanes with bike facilities. Consider enhanced pedestrian crossings and driveway consolidation.	Long Term
Oak Harbor / WSDOT	IB-20	SW 3rd Ave and SE Cabot Dr from S Oak Harbor St and SE Ely St	S Oak Harbor St to SE Ely St	Reconfigure lanes to add Bike Lanes along SW 3rd Ave /SE Cabot Dr between S Oak Harbor St and SE Ely St. Top priority bicycle project in Oak Harbor ATP.	Long Term
WSDOT	IB-21	Bush Point Rd at Honeymoon Bay Intersection Safety	SR 525 and Bush Point Rd and Honeymoon Bay Rd	Signalized Intersection or Roundabout	Long Term

**FIGURE 28. PROPOSED INFRASTRUCTURE-BASED PROJECTS IN IRTPO REGION**





ISLAND REGIONAL TRANSPORTATION PLANNING ORGANIZATION

# MEASURING & MONITORING PROGRESS

As part of the Safe System Approach, it is important to monitor both output (the number of projects and strategies implemented) and outcomes (the effectiveness of the projects to reduce the number and severity of roadway crashes).

Each project will be monitored to assess its status toward completion and its effectiveness in reducing traffic fatalities and severe injuries. To ensure the monitoring process is conducted properly, the

IRTPO Transportation Advisory Committee (TAC) may review and oversee progress on an annual basis. Monitoring results may be presented in a publicly available annual report. The potential performance metrics are shown in **TABLE 24** below. The purpose of monitoring the proposed projects is to ensure that projects lead to the intended goals of reducing fatal and serious injury crashes.

**TABLE 24. HOW TO MEASURE PROGRESS OF OUTPUTS AND OUTCOMES**

PERFORMANCE METRICS	HOW DO WE MEASURE
PROJECT SCHEDULE	<input type="checkbox"/> On-schedule <input type="checkbox"/> Behind Schedule
PROJECT STATUS	Determine the status of the project: <input type="checkbox"/> Yet to begin <input type="checkbox"/> Work started <input type="checkbox"/> Work on-going <input type="checkbox"/> Completed
FUNDING STATUS	Status: <input type="checkbox"/> Looking for Funding <input type="checkbox"/> Funded <input type="checkbox"/> Needs more funding
PROJECT OUTCOMES	Before / After Assessment: <input type="checkbox"/> No documentation at this time <input type="checkbox"/> Documented improvement (e.g., fewer conflicts or crashes) <input type="checkbox"/> Documented, but no improvement





ISLAND REGIONAL TRANSPORTATION PLANNING ORGANIZATION

# HELPFUL RESOURCES

IF YOU ARE IN AN EMERGENCY OR WANT TO REPORT A TRANSPORTATION  
SAFETY ISSUE (WILDLIFE CRASH, STOP SIGN DOWN, ETC.)

**CALL 911**

TO REQUEST FIXING A SIGNAL, PEDESTRIAN PUSH BUTTON OR PROVIDE FEEDBACK TO  
WASHINGTON STATE DEPARTMENT OF TRANSPORTATION:

[HTTPS://WSDOT.WA.GOV/ABOUT/CONTACTS/SEND-US-YOUR-FEEDBACK](https://wsdot.wa.gov/about/contacts/send-us-your-feedback)

Here are some other resources from the Whidbey Health Emergency Medical Services:  
Visit: <https://whidbeyhealth.org/services/emergency-care/ems-community-programs/>

**AED PROGRAMS**

Manages Public Access Defibrillation Programs  
and provides AEDs to reduce unnecessary sudden  
cardiac arrest deaths

**AMBULANCE STANDBYS**

Partners with community events to proactively  
ensure that Community Programs, participants,  
and visitors have the safest experience possible

**TAKE10**

Provides community-based peer-taught CPR  
training through 10-minute classes to teach  
compression-only CPR

**ACT**

Offers ACT to Save a Life, a one hour first aid class  
that teaches 3 vital skills that can save a life during  
the crucial minutes before EMS arrives.

Learn and improve your driving and motorcycle safety skills:

**CASCADE MOTORCYCLE SAFETY**

Visit: [cascademotosafety.com](http://cascademotosafety.com)  
Call: 360.969.1710

**DEFENSIVE DRIVING SCHOOL OF OAK HARBOR**

Visit: [Driving-school.com](http://Driving-school.com)  
Call: 360.848.0686  
Address: 520 E Whidbey Ave, Oak Harbor, WA

**MUNROS' DRIVING INSTRUCTION INC.**

Visit: [Driving-school.com](http://Driving-school.com)  
Call: 360.848.0686  
Address: 520 E Whidbey Ave, Oak Harbor, WA

REMEMBER YOUR  
HIGH-VISIBILITY  
PROTECTIVE GEAR!



## LEARN HOW TO USE A CAR SEAT OR BOOSTER SEAT:

<p><b>READ 2025 LATCH MANUAL</b>  <a href="http://www.saferidenews.com">www.saferidenews.com</a></p> <p>Contact:  Denise Donaldson, CPST-I  Safe Ride News Publications  Publisher/Editor  P.O. Box 136  Greenbank, WA 98253  425.640.5710 (local)  800.403.1424</p>	<p><b>SAFE KIDS SNOHOMISH COUNTY</b>  Safe Kids Snohomish County will provide assistance and car seat checks for Camano Island residents.</p> <p><a href="https://www.southsnofire.org/community-programs/safe-kids-coalition">https://www.southsnofire.org/community-programs/safe-kids-coalition</a></p> <p><a href="https://stanwoodwa.org/476/Car-Seat-Safety-Checks">https://stanwoodwa.org/476/Car-Seat-Safety-Checks</a></p> <p>Car seat class form: <a href="https://us02web.zoom.us/join/register/tZEkcOutpj8iHN0H3nYnJjh1a1BCdYDk2AdB#/registration">https://us02web.zoom.us/join/register/tZEkcOutpj8iHN0H3nYnJjh1a1BCdYDk2AdB#/registration</a></p>
<p><b>NORTH WHIDBEY OAK HARBOR FIRE STATION</b></p> <p>855 E Whidbey Ave  Oak Harbor, WA 98277  Phone: 360.675.1131  Contact: Ashley Byer</p> <p><i>Appointments are required. To reserve your time slot, send us an email: <a href="mailto:carseatsNW@gmail.com">carseatsNW@gmail.com</a></i></p>	<p><b>SOUTH WHIDBEY FIRE/EMS CAR SEAT SAFETY PROGRAM</b>  <a href="https://www.swfe.org/programs-and-education">https://www.swfe.org/programs-and-education</a></p> <p><i>Free car seat checks are by appointment only. Email: <a href="mailto:carseats@swfe.org">carseats@swfe.org</a> to schedule</i></p>
<p><b>SAFE KIDS NORTHWEST</b>  <a href="https://www.safekidsnorthwest.org/car-seat-checkup-locations.html">https://www.safekidsnorthwest.org/car-seat-checkup-locations.html</a></p> <p>4 – 6PM 2nd Tuesday of the Month  Whidbey General Hospital  101 N. Main St, Coupeville, WA 98239</p> <p><i>Email: <a href="mailto:safekidsnorthwest@gmail.com">safekidsnorthwest@gmail.com</a> to locate a car seat technician near you.</i></p>	