

Chapter 6 CAPITAL FACILITIES



Welcome sign at ferry

INTRODUCTION

Purpose

The Capital Facilities Element of the Comprehensive Plan was developed in accordance with Section 36.70A.070(3) of the Growth Management Act (GMA). It is intended to address capital facilities needs in Friday Harbor and its Urban Growth Area and represents the community's policy plan for the next 20 years.

The Capital Facilities Element was also developed to be consistent with the Joint Planning Policy, and integrated with all other plan elements to ensure consistency throughout the Comprehensive Plan. The Capital Facilities Element specifically considers the Town's fiscal capability to provide the public capital facilities necessary to support the other Comprehensive Plan elements.

The Capital Facilities Element is intended to promote efficiency by prioritizing capital improvements for planning periods of six and twenty years. Long range financial planning presents the opportunity to schedule projects so that the

various steps in development logically follow one another based on relative urgency, economic desirability, and community benefit. In addition, the identification of adequate funding sources results in the prioritization of needs, and allows tradeoffs between projects to be evaluated explicitly. The Capital Facilities Element will guide decision making to achieve the community goals as articulated in the Comprehensive Plan.

Level of Service

The principal tool for identifying capital facilities needs is level of service (LOS). The LOS standards for Friday Harbor are based on the community's values and vision for the Town's future. LOS measures the capacity of capital facilities necessary to support new development envisioned under the Comprehensive Plan. They can affect the timing and location of development by encouraging development in areas where facilities currently have adequate capacity. In other areas, development will depend on provision of needed facilities and services. Such provision and development may occur in a phased sequence over time.

Concurrency

Concurrency is a requirement of GMA. It means that needed capital facilities must be installed and available for use at the time of development, or within a reasonable time period following completion of the development. Provision of capital facilities at locally adopted LOS standards must be made, or committed to, before the new development can be approved.

Under GMA, the concurrency requirements are mandatory for transportation facilities. Additional facilities subject to concurrency requirements are to

be determined by local governments. Under the Friday Harbor Comprehensive Plan, the concurrency requirements will also apply to water supply and wastewater facilities.

“Concurrency management” involves a set of land use and permit approval processes designed to ensure that facilities and services keep pace with growth. In some cases, development codes could be enacted to require that specific LOS standards be implemented through the construction of identified improvements.

In other cases, restrictions to growth could be imposed until appropriate service standards for capital facilities are achieved. This could be the approach required for the unincorporated portions of the UGA. For example, land use applications for certain development proposals, in areas targeted for future growth, could have approvals withheld pending development of adequate facilities.

GENERAL GOALS AND POLICIES

General Goals

CFE-1 To provide needed public capital facilities to all Friday Harbor residents in a manner that protects investments in existing facilities, maximizes the use of existing facilities, and promotes orderly growth.

CFE-2 To provide needed public capital facilities for development that are consistent with the goals and policies of this Comprehensive Plan and the comprehensive plans of other jurisdictions.

CFE-3 To enlist the coordinated assistance of San Juan County, the Port of Friday Harbor and Washington State Department of Transportation in both the planning for, and fair share financial contributions to, capital

facilities improvements in Friday Harbor needed to mitigate the impacts of regional or island-wide demand.

CFE-4 To balance capital facilities service levels with the Town’s ability to provide and/or fund, and Town residents’ ability to pay for, needed improvements.

CFE-5 To provide capital facilities in a manner that protects the existing character of Friday Harbor and its neighborhoods.

General Policies

Land Use

CFE-6 Friday Harbor should demonstrate the need for capital facilities and the availability of funding to pay for them.

CFE-7 Friday Harbor should use development regulations and permit conditions to ensure that development of capital facilities is paced with the Town’s adopted annual growth rate.

CFE-8 Friday Harbor should identify contributing factors to peak impacts on capital facilities and require mitigation of those impacts through the Town’s development regulations and permit conditions.

CFE-9 Friday Harbor should ensure that future development bears a fair share of capital improvement costs necessitated by the development.

CFE-10 Friday Harbor should reserve the right to collect mitigation impact fees from new development in order to achieve and maintain adopted level of service standards.

CFE-11 Friday Harbor should extend facilities and services in a manner consistent with the Friday Harbor Urban Growth Area

Management Agreement adopted jointly with San Juan County in 1996.

CFE-12 Friday Harbor should develop capital facilities within the Urban Growth Area that are coordinated and phased through inter-jurisdictional agreements with San Juan County, the Port of Friday Harbor, and WSDOT.

CFE-13 Friday Harbor should support the capital facility planning efforts of special purpose districts and other facility providers that are consistent with the goals and policies of the Comprehensive Plan.

Concurrency

CFE-14 Friday Harbor should issue development permits when it determines that there is sufficient capacity of capital facilities to meet adopted LOS standards.

CFE-15 Capital facilities required to support development should be installed and fully operational prior to the issuance of a permit for construction of the development.

CFE-16 New development required to meet the concurrency test includes any construction or expansion of a building, structure, or use; any change in the use of a building or structure; or any changes in the use of land that creates an additional demand for capital facilities.

CFE-17 Friday Harbor should adopt level of service standards recommended in this plan for water supply, wastewater, storm drainage, solid waste, fire protection, law enforcement, emergency medical service and parks and recreation.

WATER SUPPLY



Trout Lake

Existing Facilities

System Description Friday Harbor's water is supplied from three surface water sources: the Trout Lake drainage basin, overflow from Lake 310 which is pumped into the Trout Lake watershed, and seasonal diversion of water from a creek in Section 17 east of Trout Lake. Water is distributed throughout the system by approximately 9 miles of pipeline. The piping ranges in size from 2 to 12 inches with most of the old 4 - 10 inch pipe being asbestos cement or cast iron. All the new pipes are polyvinyl chloride (PVC) except the 12-inch mains, which are ductile iron. The existing in Town water system is shown in FIGURE 6-1. In addition to the Town's system, irrigation needs are augmented by private water supplies. There are currently 57 private wells within the areas on the water system.

Until 1979 Friday Harbor's water supply came from one water surface source: Trout Lake. Trout Lake is located west of

Town in an isolated, undeveloped drainage basin of approximately 860 acres. The Town owns about 600 acres of the watershed. The natural lake was increased in size and depth with construction of the existing concrete dam.

In 1979, the Lake 310 augmentation project, called "Aug 1," was constructed to supplement Trout Lake with more surface water runoff. The project entailed building a diversion near the southeast end of Lake 310 to collect overflow water from a 290-acre watershed. The Lake 310 overflow water is captured in a small storage impoundment, then pumped over a hill into Trout Lake Creek which drains into Trout Lake. In 1988 the Town began construction of a second augmentation project called "Aug 2." Aug 2 consists of a stream diversion, pump station and force main. Runoff water is diverted from a creek and pumped to Trout Lake. While the Aug 1 and Aug 2 watersheds are not owned or protected by the Town of Friday Harbor, there is little development currently within them. The Town will need to coordinate future planning and development in these areas with San Juan County in order to protect water quality within the watersheds.

In 1993 construction began to replace the pressure filtration system with a 700-gpm gravity filtration system. Following filtration, water is chlorinated with contact time achieved in a 70,000-gallon clearwell, which also provides water to periodically backwash the filtration units. Finished water is carried via a 10-12-inch main to the Town's 0.5 million-gallon standpipe located at Spring Street and Marguerite Place. During high system demands, three 350-gpm pumps at the treatment plant maintain the standpipe at a hydraulic grade line elevation of 207 feet. During low system demands, a single 50-gpm pump maintains the standpipe elevation at 207 feet.

The annual water flow entering the system from Trout Lake varied from 112.8 million gallons in 2000 to 160.0 million gallons in 1990. Maximum daily demand has varied from 0.45 million gallons per day (mgd) in 2000 to .52 mgd in 1990. The highest water use over the past ten years typically occurs during the months of July, August, and September when approximately one third of the annual volume is consumed.

Single Family Residential use made up the largest portion of annual water use in Friday Harbor accounting for approximately 36.1 percent. Commercial users make up the next largest usage of water at approximately 25.3 percent per year. Multi-Family Residential and Public Authority use both account for approximately 15 percent per year each. Total industrial water use is approximately 2.7 percent of total water produced. The gravel pit accounted for approximately 90 percent of the industrial water use. The gravel pit ceased operations in March 1999.

The Town of Friday Harbor experienced severe drought conditions in 1993 and 1994, receiving approximately 32 percent of the annual average rainfall at their Trout Lake reservoir. As it did in the 1988 drought, the Town implemented voluntary and mandatory conservation efforts. The 1994 conservation efforts resulted in an average 25 percent reduction in demand as compared to the 1993 average monthly demand.

Current Capacity Due to the 1993 drought conditions, which continued into 1994, the active storage volume in the Trout Lake reservoir dropped to its lowest level since the 1988 drought. The problem was severe enough to raise concerns as to whether the Town would have sufficient water storage for the 1994 year. Since the estimates of total reservoir storage volume vary and, since the reservoir level was 12

feet below the spillway elevation, the Town commissioned a study of the Trout Lake capacity to determine the actual storage volume.

Based on construction document records, the elevation of the Trout Lake spillway at the dam is 262.5 feet above sea level and the upper and lower water supply outlet pipes in the dam are situated at centerline elevations of 251.5 and 240.0 feet, respectively. The reservoir capacity analysis concluded that the lake covers 62 acres when filled. The study estimated total storage volume to be 468 million gallons including the live and dead storage. "Live storage" is the volume of water above the reservoir lower outlet pipe and was estimated to be 370 million gallons. The reservoir volume below the lower outlet pipe is considered "dead storage" and was estimated to be 98 million gallons.

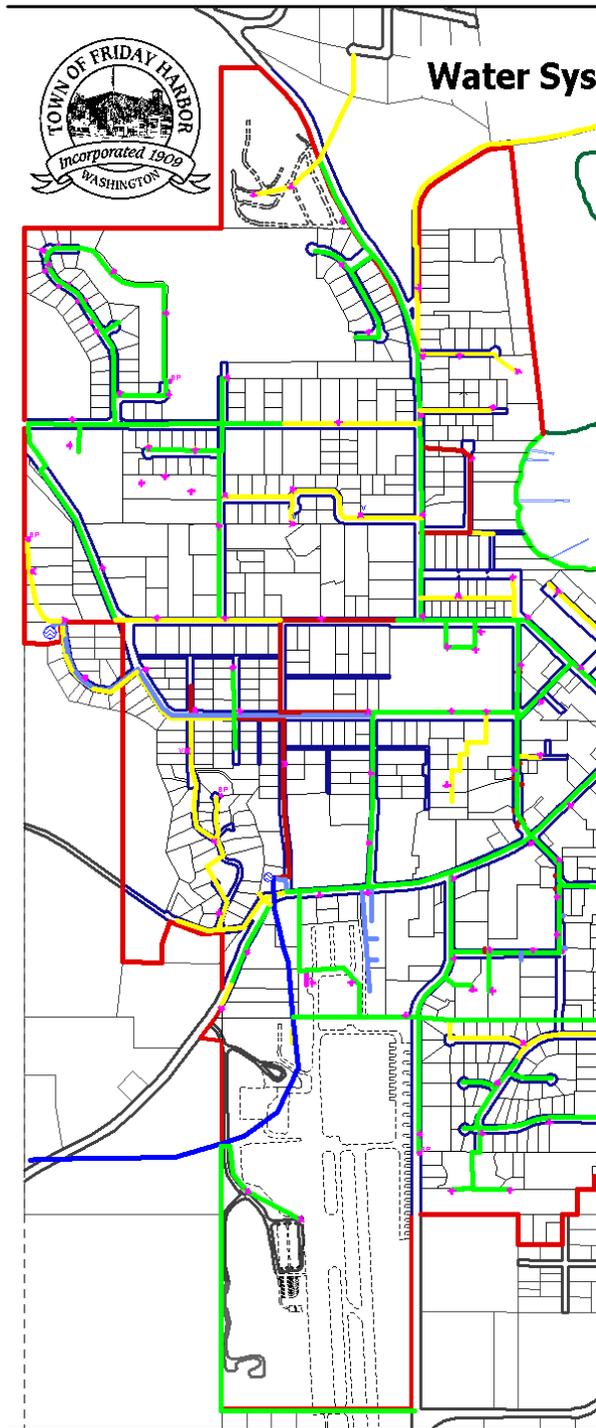
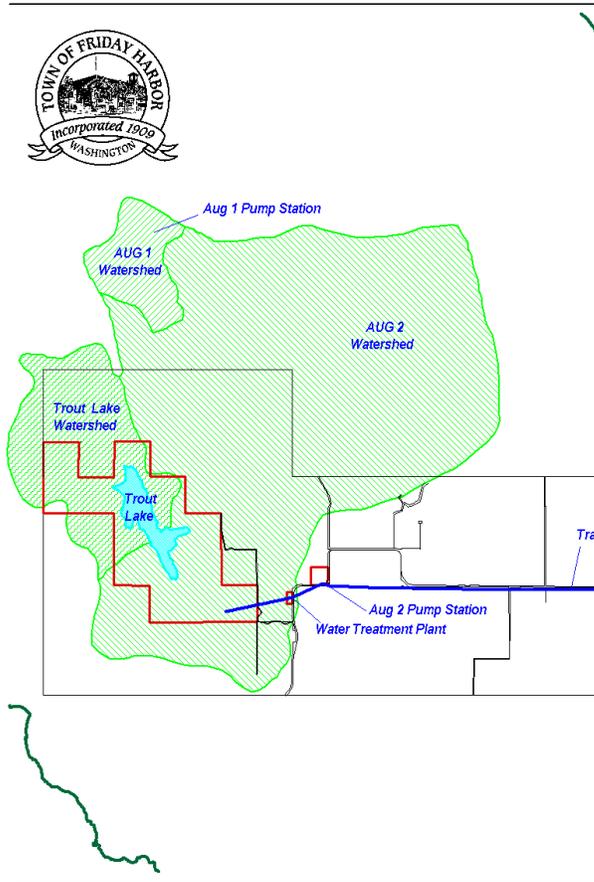


FIGURE 6-1
Existing Water System



Future Water Supply Needs

Level of Service The following LOS standards were used to estimate source, treatment, distribution and storage costs for water supply in the Comprehensive Plan:

- **Source:** 168 million gallons annually. This is a standard in the currently adopted Water System Plan and source approval consistent with WAC 246-290.
- **Treatment:** 340 GPCD. This is a standard in the currently adopted Water System Plan and source approval consistent with WAC 246-290.

- **Distribution:** State requirements for minimum fire flow are defined in the currently adopted Water System Plan.
- **Storage:** The standard is 600 GPC, with a base of 0.24 MG for fire protection.

Proposed In-Town Improvements

The currently adopted Water System Plan is the basis for the impact analysis and cost estimates for the current town limits. This document hereby adopts by reference that Plan, the Water Conservation Plan, as well as the Town of Friday Harbor's annually adopted Budget. These documents, along with the Capital Facilities Improvements Summary as depicted on Table 6-1, outline the proposed improvements.

Goals

CFE-18 To develop and maintain a safe, efficient, and cost-effective water supply treatment and distribution for Friday Harbor.

CFE-19 To promote water conservation as a means to ensure protection and availability of Friday Harbor's water supply.

CFE-20 To ensure that future water system improvements and service extensions are provided in a manner consistent with the goals and policies of the Comprehensive Plan.

CFE-21 To encourage the research and use of water conservation technology.

CFE-22 To exhaust potential cost effective conservation measures before seeking new resources.

General Policies

CFE-23 Friday Harbor should establish water conservation measures that apply to both water supply development and water use.

CFE-24 Friday Harbor should consider and support the best available options for water sources and supply to ensure that its citizens have adequate and reliable supplies of drinking water.

CFE-25 Friday Harbor should ensure that all the costs attributable to development of new water supplies or the extension of water supply facilities are equitably shared by those who benefit.

CFE-26 Friday Harbor should review and implement all viable methods of conservation, included but not be limited to:

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- Water efficient devices
- Energy efficient devices
- Recycling
- Composting

CFE-27 Friday Harbor should establish a Conservation Program Manager to collect, maintain and distribute conservation information; educate the public on new conservation technology; evaluate conservation systems; and encourage the public to adopt conservation measures.

CFE-28 Friday Harbor should explore utility rate structures that encourage conservation.

CFE-29 Friday Harbor should encourage the voluntary adoption of conservation measures and purchase of conservation devices through education and incentive programs.

Land Use and Development

CFE-30 New development should be contingent upon demonstration by the Town that water supply and related distribution facilities are both available and adequate for proposed uses.

- Water supply should be considered "available" when it is demonstrated that water of sufficient quantity and quality for the intended use can be delivered to the proposed development.
- Water supply should be considered "adequate" when peak demand and the quantities of water necessary to satisfy that demand have been demonstrated.

CFE-31 Friday Harbor should revise its land use, development and building regulations to encourage water conservation. Measures should include, but not be limited to:

- Point-of-use demand management and water meters; and
- Water-efficient landscaping.



Water tank and Public Works Department

Level of Service

CFE-32 In evaluating water supply system improvements, or the impact of new development on the Town's water supply system, Friday Harbor should apply the following LOS standards:

- **Source:** 168 million gallons annually. This is a standard in the Comprehensive Water Plan.
- **Treatment:** 340 GPCD. This is a standard in the Comprehensive Water Plan.
- **Distribution:** State requirements for minimum pressure and fire flow are defined in the Comprehensive Water Plan.
- **Storage:** The standard is 600 gallons per capita (GPC), with a base of 0.24 MG for fire protection.

CFE-33 Friday Harbor should adopt a concurrency management ordinance that prohibits development approval if development causes the demand to exceed the adopted LOS unless improvements or strategies to accommodate the impacts of development are made concurrently with the development.

CFE-34 If demand exceeds 85% of adopted LOS standards Friday Harbor should respond in one or more of the following ways:

1. Decrease demand for water system facilities or services in one or more of the following ways:

- Implement substantial demand reduction regulations; and
- Re-evaluate the goals and policies in the Land Use Element that affect the rate of residential and non-residential growth; or
- Re-evaluate the concurrency policies contained in this Element and revise if necessary; or
- Limit the number of water service hookups approved by the Town pending funding and/or completion of identified water system improvements; or
- Implementing a moratorium on new water connections to the Town's water supply system.

2. Increase water supply system capacity by:

- Expanding water system facilities; or
- Improve the existing system to correct deficiencies; or

- Developing new water sources; or
- Implementing water conservation measures; or
- Conditioning permits for new development to provide for facilities that are lacking.

Water System Improvements

CFE-35 Friday Harbor should proceed with implementation of water system improvements in the Capital Facilities Element.

CFE-36 Friday Harbor should favor conservation measures over the acquisition of new resources.

WASTEWATER

Existing Facilities

Overview The Town of Friday Harbor wastewater system currently serves approximately 751 service connections within the Town limits. There are 12 services located out of town including the University of Washington Friday Harbor Laboratories. The facilities include a conveyance system, wastewater treatment facility, biosolids processing and effluent disposal with an outfall in the marine waters of Friday Harbor. While the wastewater treatment system had its last major upgrade in 1984 and it generally functions well, it occasionally experiences problems that can be attributed to seasonal variation in weather and usage.

The majority of Town residents are served by the wastewater collection system. Eleven households in the outlying areas are still on septic systems. These homes are beyond the reach of the collection system.

Because the Town allows for the addition of septage to its wastewater stream, the waste from these homes receives treatment upon pumping.

The description of the existing wastewater system is found in the Town of Friday Harbor General Sewer Plan and Wastewater Facilities Engineering Report, prepared by KCM, Inc. and adopted in July of 1995, and the Update that was done in April of 2001 by Brown and Caldwell. These Plans describe in detail the Town's existing system and future needs, and are hereby adopted by reference in this Plan.

Conveyance System The conveyance system is the part of the system responsible for collecting and transporting wastewater from individual homes and businesses to the wastewater treatment plant. Approximately 40,000 linear feet of sewer pipeline is in the system. The Town is responsible for main sewer lines (sewers in streets and other public rights-of-way). The side sewers (i.e., pipes from individual homes to the main) are the responsibility of property owners.

Natural topography does not allow for gravity flow to convey all wastes to the treatment plant. A pump station receives flow from one area by gravity and pumps that flow over a topographic ridge to continue to the treatment plant. There are six pump stations in the Town's collection system. One of these pumps is the in-plant pump station that also functions as part of the wastewater treatment facility.

As with many systems in Western Washington, the primary problem with the conveyance system is infiltration and inflow (I/I). Infiltration refers to groundwater that enters the collection system through cracks in pipes and loose connections. Inflow is surface water that enters the system through cross connections with storm drains and downspouts, area drains, or ponding over manhole covers. I/I uses up required

capacity within the collection system and treatment plant that could otherwise accommodate growth. I/I is seasonal, with peak flows occurring in the winter.

Treatment Facilities The Friday Harbor wastewater treatment plant is located at the southwest corner of the intersection of Harbor Street and Tucker Avenue. It is a secondary treatment plant. The plant utilizes an extended aeration activated sludge process with two clarifiers and a chlorine contact tank for effluent solids and disinfection control. The waste solids from the extended aeration process are temporarily held in an aerated basin, and the resulting solids are hauled to the mainland for further treatment through composting. The treatment plant also has an accredited laboratory on-site. The plant operates with three full-time staff persons during the week and one staff person for half days on weekends. Although the plant is generally well maintained, specific maintenance can be behind at times because the plant staff also maintains the Town's collection system.

Higher wastewater flows generally occur in the winter months in response to wet weather conditions. The wastewater treatment plant was designed to use a procedure called "split-stream treatment" to avoid providing costly hydraulic capacity for the winter flows which consist primarily of I/I. The Town's plant was designed to split the portion of flow in excess of 0.9 mgd around the main treatment process. The diverted flow is recombined with wastewater from the main treatment process, and the mixture is disinfected with chlorine before its discharge through the marine outfall. Currently, the plant does not use split-stream treatment. The flow entering the overflow channel is routed to a chamber in the chlorine contact tank and down a maintenance drain (mud valve) to the in-plant pump station. The use of the in-plant

pump station and its immediate interconnecting pipes in this manner is referred to as "using system equalization storage." This process can produce artificially low peak flows, which may affect plan-upgrading recommendations.



FIGURE 6-3
Existing Wastewater System

Urban Growth Area Sewer/sanitary service within the UGA is primarily served by on-site septic systems. There are approximately 6 on-site systems within the UGA. Several areas outside the UGA are served by Friday Harbor's sewer system; users include the University of Washington laboratory and a few additional customers. The adopted 1995 Sewer Plan addresses service in those areas.

Future Wastewater Needs

- *Level of Service* The currently adopted General Sewer Plan describes in detail the current LOS.

Proposed In-Town Improvements

The currently adopted General Sewer Plan is the basis for the Town's proposed improvements.

Goals

CFE-37 To develop and maintain a safe, efficient and cost-effective wastewater collection and treatment system for Friday Harbor.

CFE-38 To ensure that future wastewater system improvements and service extensions are provided in a manner consistent with the goals and policies of the Comprehensive Plan.

General Policies

CFE-39 Friday Harbor should consider and support use of the best available technology to ensure that its citizens have an adequate and reliable wastewater collection and treatment system.

CFE-40 Friday Harbor should, for each new development permit, demonstrate adequate wastewater collection and treatment capacity for the proposed use.

CFE-41 Friday Harbor should ensure that all the costs attributable to development of new wastewater supplies or the extension of wastewater facilities are equitably shared by those who benefit.



Sewer Plant

Land Use and Development

CFE-42 New development should be contingent upon demonstration that Town wastewater collection and treatment facilities are both available and adequate for proposed uses.

- Wastewater should be considered “available” when it is demonstrated that collection facilities can be extended to the proposed development.
- Wastewater should be considered “adequate” when peak demand and the wastewater treatment capacity necessary to satisfy that demand have been demonstrated.

CFE-43 Friday Harbor should allow existing developments with septic systems to continue using septic systems provided, that they comply with all Town, County and State regulations.

Level of Service

CFE-44 In evaluating wastewater system improvements, or the impact of new development on the Town's wastewater collection and treatment system, Friday Harbor should apply the following LOS standards:

- Conveyance: Residential - 70 GPCD; commercial - 1,900 gallons per acre per day (GPAD); and industrial - 80 GPAD as defined in the currently adopted General Sewer Plan and Wastewater Facilities Engineering Report (Res. No. 1013, July 1995).
- Treatment: DOE design guidelines as contained in the currently adopted General Sewer Plan, plus a 400 GPAD allowance for infiltration and inflow were used, in addition to professional judgment and historic experience. The summer average BOD load is assumed to be 0.46 pounds per person per day.
- Discharge: DOE approved design criteria and hydraulic capacity of discharge pipe(s) sized using the same criteria for conveyance, above, and as contained in the currently adopted General Sewer.
- Biosolids Utilization/Disposal: DOE and San Juan County-approved design guidelines and historic pollutant loads. Average 0.55 pounds of dry biosolids per pound of BOD as contained in the currently adopted General Sewer Plan.

CFE-45 Friday Harbor should adopt a concurrency management ordinance that prohibits development approval if the development causes the wastewater LOS to decline below the standards outlined above unless improvements or strategies to accommodate the impacts of development are made concurrently with the development.

CFE-46 If the wastewater service demand exceeds adopted LOS standards Friday Harbor should respond in one or more of the following ways:

1. Re-evaluate the LOS standard to determine if it is still appropriate, and revise if necessary. Increase wastewater system capacity by:
 - Expanding wastewater system facilities; or
 - Improving the existing system to correct deficiencies; or
 - Conditioning permits for new development to provide for facilities that are lacking.
2. Decrease demand for wastewater system facilities or services in one or more of the following ways:
 - Re-evaluating the goals and policies in the Land Use Element that affect the rate of residential and non-residential growth; or
 - Re-evaluating the concurrency policies contained in this Element and revise if necessary; or
 - Limiting the number of sewer service hookups approved by the Town pending funding and/or completion of identified sewer system improvements; or

- Implementing a moratorium on new sewer connections to the Town's wastewater system. .

Wastewater Improvements

CFE-47 Friday Harbor should proceed with implementation of wastewater system improvements as addressed in the currently adopted General Sewer Plan.

STORM DRAINAGE

Existing Facilities

The Town of Friday Harbor has a stormwater drainage system that is made up of a passive open conveyance and buried pipe. Most of the Town is served by the roadway and roadside ditch system that has not been inventoried in detail. A significant portion of the more densely developed area of the Town is served by a piped network of stormwater drainage system. The locations of these pipes are shown in FIGURE 6-4. The piped system ranges in size from 6-inch-diameter pipe to 30-inch-diameter pipe. The Town has a total of 17,780 feet (3.4 miles) of buried stormwater pipe. The most utilized size pipe is 8 inches diameter with 7,750 feet of line.

Urban Growth Area Stormwater drainage within the UGA is managed by San Juan County. Until recently (1995), there were no policies in place for managing stormwater drainage within the County. Drainage systems within the UGA are primarily made up of a passive open conveyance. Most of the area is served by a roadside ditch system that has not been inventoried in detail.

Future Drainage Needs

The currently adopted Stormwater Management Plan identifies deficiencies in the Town's current stormwater facilities and improvements needed to control flooding over the next 20 years. The software modeling program HYDRA was used to evaluate the existing system's performance under 2-year, 10-year and 100-year storm conditions and locate projects. The Stormwater Management Plan does not cover, nor does it propose improvements for, the Urban Growth Area. Stormwater management within the UGA will be jointly managed by the Town and County.

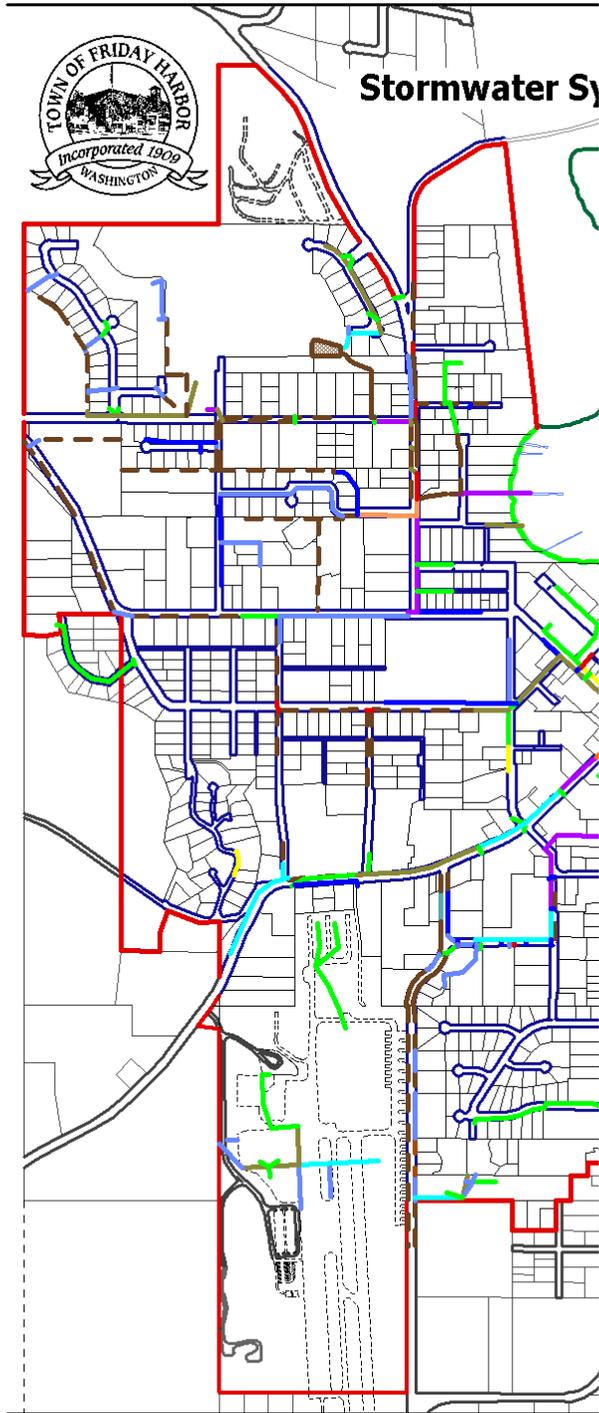


FIGURE 6-4
Existing Stormdrain System

Goals

CFE-48 To develop and maintain a safe, efficient and cost-effective storm drainage system for Friday Harbor.

CFE-49 To protect surface and groundwater quality through state and local controls and public awareness on water quality issues.

CFE-50 To ensure that future storm drainage system improvements and service extensions are provided in a manner consistent with the goals and policies of the Comprehensive Plan.

General Policies

CFE-51 Friday Harbor should manage stormwater in a manner consistent with the goals of currently adopted Stormwater Management Plan.

CFE-52 Friday Harbor should consider and support use of the best available technology to ensure that its citizens have an adequate and reliable storm drainage system.

CFE-53 Friday Harbor should, for each new development permit, demonstrate adequate storm drainage system capacity for the proposed use.

CFE-54 Friday Harbor should ensure that all the costs attributable to development of new storm drainage facilities are equitably shared by those who benefit.

CFE-55 Friday Harbor should coordinate with agencies that share drainage basins to ensure compatible regulations, consistent design of facilities, and equitable cost-sharing.

Land Use and Development

CFE-56 New development should be contingent upon demonstration that Town storm drainage facilities are both available and adequate for proposed uses.

- Storm drainage should be considered “available” when it is demonstrated that collection facilities can be extended to the proposed development.
- Storm drainage should be considered “adequate” when peak runoff and the storm drainage system capacity necessary to accommodate that runoff have been demonstrated.

Level of Service

CFE-57 In evaluating stormwater system improvements, or the impact of new development on the Town’s stormwater system, Friday Harbor should apply the following LOS standards:

- Drainage Swales: 25-year, 24-hour storm event.
- Stormwater Facilities: Retain on-site the runoff from 2-year, 10-year and 100-year storm at peak predevelopment discharge rates.

CFE-58 Friday Harbor should adopt a concurrency management ordinance that prohibits development approval if the development causes the demand for storm drainage to exceed the adopted LOS standards outlined above unless improvements or strategies to accommodate the impacts of development are made concurrently with the development.

CFE-59 If the demand exceeds the adopted LOS standards Friday Harbor should respond in one or more of the following ways:

1. Re-evaluate the LOS standard to determine if it is still appropriate, and revise if necessary.
2. Increase stormwater system capacity by:
 - Expanding stormwater facilities; or
 - Improving the existing system to correct deficiencies; or
 - Conditioning permits for new development to provide for facilities that are lacking.
3. Decrease demand for stormwater facilities in one or more of the following ways:
 - Re-evaluating the goals and policies in the Land Use Element that affect the rate of residential and non-residential growth; or
 - Re-evaluating the concurrency policies contained in this Element and revise if necessary; or
 - Implementing a moratorium on new connections to the Town's storm drainage system.

Storm Drainage Improvements

CFE-60 Friday Harbor should continue with implementation of storm drainage improvements in the currently adopted Stormwater Management Plan.

SOLID WASTE

Existing Facilities

The Town of Friday Harbor solid waste department provides municipal solid waste collection and disposal services to residential and business uses within the existing Town limits. Solid waste from outside the Town limits is only accepted in emergency situations. The Town and San Juan County jointly adopted the 1996 Solid Waste Management Plan on March 21, 1996.

In the past, Friday Harbor incinerated all of its municipal solid waste and routed the waste ash to landfills. As an interim measure waste ash from the incinerator was transferred to a County transfer station on Orcas Island and then long-hauled to the mainland. Currently, both the Town and San Juan County long-haul their solid waste from Orcas Island and San Juan Island to state-approved regional landfills.

Solid waste collection in Friday Harbor is available five days a week during the off-season and more often, as needed, during the summer. Residential waste is collected once a week to once a month while businesses typically require daily pickup. Friday Harbor provides waste collection service and owns its own collection trucks. The solid waste department is staffed with three people: two that collect waste and one that handles recyclables.

Past solid waste generation for the Town was estimated at five tons per day (1995 Refuse Report). In 1998, the Town collected 1923 tons of solid waste up from 1,818 tons of solid waste in 1995. The Town rarely accepts solid waste from outside its boundaries. However, 67 tons of solid waste was accepted on an emergency basis in 1994 from outside the Town limits.

The solid waste department also collects and transports recyclables. It provides curbside recycling service for its residential and business customers. Recyclables are collected once a month. Plastic, milk jugs, aluminum cans, glass, tin cans, misc. paper and cardboard are accepted. In 1995, the Town recycled 20.29 tons of, aluminum, plastic, glass and tin; and 52 tons of cardboard (1998 Refuse Report).

No separate yard waste collection service is provided by the Town. However, it is accepted at the County transfer station on San Juan Island. The County transfer station is currently open four days a week.

Hazardous waste disposal is provided by the County. Residents can bring their household hazardous waste to the transfer station where it is then hauled to the mainland for disposal.

Urban Growth Area

Solid waste disposal service within the UGA is provided by San Juan County. While County does not provide collection service there is a private sector collection service. Solid waste from County residents and businesses within the UGA is collected at the San Juan Island transfer facility and then long-hauled to the mainland.

Future Solid Waste Needs

Level of Service

Early in 1996 several changes were implemented by the solid waste department. The Town no longer incinerates waste that is collected in the Town. All solid waste that is collected is now sent directly to the County for long haul (Fitch, 1996).

Assuming 1995 solid waste generation per capita will continue in the future, the solid waste generation, disposal,

and recycling volumes were estimated using the following levels of service:

Solid Waste

Generation, 6.2 pounds per person per day (pounds/person/day) or 1.1 tons per person per year (tons/person/year);

Disposal, 4.8 pounds/person/day or 0.9 tons/person/year;

Recycling, 0.25 pounds/person/day or 0.3 tons/person/year.

A number of assumptions were made in estimating annual operating costs for solid waste management.

- Funding sources are assumed to be available in the same amounts as the Town has historically received.
- Funding received will increase at the same percentage as the population increases.
- Over the 20-year study period, all of the funding estimated to be available will be spent.

Existing Deficiencies Friday Harbor's solid waste management system currently has no deficiencies and has excess capacity to accommodate projected growth. The cost of system maintenance has been included in the finance section of this chapter.

Basis of Estimated Costs The 1998 revenues available for solid waste operations will serve as the baseline for estimating future funding increases. The baseline service area population is assumed to equal the 1998 Town population of 1,851.

Friday Harbor pays San Juan County for disposing of its solid waste. The fee that

the Town pays to San Juan County for landfilling its solid waste is assumed to increase in proportion to the increase in disposal volumes.

Goals

CFE-61 To develop and maintain a safe, efficient and cost-effective solid waste management system for Friday Harbor.

CFE-62 To reduce the volume of the waste stream through effective and sustained waste reduction and recycling efforts.

CFE-63 To ensure that future solid waste system improvements and service extensions are provided in a manner consistent with the goals and policies of the Comprehensive Plan.

General Policies

CFE-64 Friday Harbor should coordinate the provision of solid waste and recycling facilities with the residents of San Juan County.

CFE-65 Friday Harbor should consider and support use of the best available technology to ensure that its citizens have an adequate and reliable solid waste management system.

CFE-66 Friday Harbor should, for each new development permit, demonstrate adequate solid waste management capacity for the proposed use.

CFE-67 Friday Harbor should ensure that all the costs attributable to development of new solid waste management facilities or the extension of solid waste service are equitably shared by those who benefit.

CFE-68 Friday Harbor should manage its solid waste collection methods to minimize litter, neighborhood disruption, and degradation of the environment.

CFE-69 Friday Harbor should promote recycling of solid waste through waste reduction, source separation, and public education programs.

CFE-70 Friday Harbor should work cooperatively with the residents of San Juan County and Department of Ecology to achieve an environmentally safe and cost-effective solution for the disposal of catch basin wastes and street sweepings.

Land Use and Development

CFE-71 New development should be contingent upon demonstration by the Town that solid waste management facilities are both available and adequate for proposed uses.

- Solid waste management should be considered “available” when it is demonstrated that solid waste collection service for the intended use can be delivered to the proposed development.
- Solid waste management should be considered “adequate” when the capacity of solid waste disposal sites or facilities has been demonstrated.

Level of Service

CFE-72 In evaluating solid waste facility improvements, or the impact of new development on the Town’s solid waste management system, Friday Harbor should apply the following LOS standards:

- Solid Waste Generation, 6.2 pounds per person per day (pounds/person/day) or 1.1 tons per person per year (tons/person/year);
- Disposal, 4.8 pounds/person/day or 0.9 tons/person/year;
- Recycling, 0.25 pounds/person/day or 0.3 tons/person/year;

CFE-73 Friday Harbor should adopt a concurrency management ordinance that prohibits development approval if the development causes the demand for solid waste services to exceed the adopted LOS standards outlined above unless improvements or strategies to accommodate the impacts of development are made concurrently with the development.

CFE-74 If the demand exceeds LOS standards for solid waste management Friday Harbor should respond in one or more of the following ways:

1. Re-evaluate the LOS standard to determine if it is still appropriate, and revise if necessary.
2. Increase solid waste management system capacity by:
 - Expanding solid waste collection, transfer, and recycling facilities; or
 - Coordinating with San Juan County to increase the number of days that transfer and recycling facilities are open; or
 - Conditioning permits for new development to provide for facilities that are lacking.
3. Decrease demand for solid waste management system facilities or services in one or more of the following ways:

- Re-evaluating the goals and policies in the Land Use Element that affect the rate of residential and non-residential growth; or
- Re-evaluating the concurrency policies contained in this Element and revise if necessary; or
- Implementing ordinances to reduce the waste stream; or
- Increasing efforts to educate and involve local businesses and the public in waste reduction and recycling.

Solid Waste Management Improvements

CFE-75 Friday Harbor shall proceed with implementation of solid waste management system improvements in the currently adopted Solid Waste Management Plan which is hereby adopted by reference in this Plan.

PARKS AND RECREATION



Sunken Park

Existing Facilities

Friday Harbor Several public agencies own, operate and maintain park and recreation facilities, or provide recreation programs within Friday Harbor's corporate limits. They include the Town of Friday

Harbor, Port of Friday Harbor, San Juan Island School District, and San Juan Park and Recreation District.

The Town of Friday Harbor owns several park sites including Sunken Park, West Street Park, Cahail Park, Evergreen Park, and Memorial Park. The Town has no parks board or parks department. Parks are maintained by Town maintenance staff.

Within the corporate limits, the Port of Friday Harbor owns and manages the Friday Harbor marina Waterfront Park. The San Juan Island School District owns and operates the Friday Harbor Elementary and High Schools, both of which provide a variety of active recreation facilities.

The San Juan Island Park and Recreation District does not own any park or recreation sites or facilities within the Town of Friday Harbor. However, it has contributed to numerous programs and facilities in the Friday Harbor area.

The District was formed in the late 1980s as a special taxing district covering the entire island. Revenues are generated by a \$0.05 per thousand tax levy, yielding approximately \$58,000 in annual revenue.

Urban Growth Area

The Friday Harbor UGA currently contains no developed parks.



Memorial Park

Other Recreation Opportunities

In addition to the specific park sites identified above there are many other recreational opportunities within the UGA and Town of Friday Harbor. Recreational opportunities include a swimming and fitness club, two museums, youth center, community theater, and arts center, senior center and programs, water recreation, soccer, and baseball.

Existing Town owned Park and Recreation Facilities

Cahail Park 0.5 acre
 Evergreen Park 1.0 acre
 Memorial Park 0.1 acre
 Sunken Park 0.8 acre
 West Street Park 0.3 acre

Existing trails in Town include a pedestrian trail/sidewalk combination in the newly platted Islanders Subdivision. This trail will serve as a link for the subdivision to town as well as any future link to a County trail connection to Jackson Beach. It will connect Linder Street with the southeast border of Town below Grover Street. As of the date of this Plan, the County hasn't secured a *legal* trail for any connections to the south. Another trail in the UGA is the Port of Friday Harbor trail near the airport by Skagit Valley College. The Port also has future plans for walking areas along the shoreline in Friday Harbor, with upland links to West Street and Court Street.

Urban Growth Area Park and recreation facilities and programs within the UGA are provided by San Juan County and the San Juan Park and Recreation District.

Future Park and Recreation Needs

Level of Service Total park land required for the Comprehensive Plan is based on the National Recreation and Park Association (NRPA) standard of 6.25 to 10.5 acres of developed open space per 1,000 population.

Existing Deficiencies While not directly owned by the Town of Friday Harbor there are currently 28 acres of parks and recreational space within the Town of Friday Harbor. The population of the Town as of 2001 was 2,020. Using the NRPA standard, only 12.6 to 21.2 acres of parks would be necessary within the Town. The Town exceeds this amount by almost 7 acres. Therefore, based on these criteria, there are no system deficiencies within the Town.

Comprehensive Plan Assuming the forecast population of 2,705 in 2022 and the existing park land inventory within the Town, no additional park land would be required under the Comprehensive Plan. No improvements are required.

Specific Needs In spite of the apparent lack of deficiencies in overall park LOS, many members of the Friday Harbor community consistently point to a lack of adequate sports playfields, particularly for baseball and soccer, to accommodate the active island youth sports programs. Currently, all of the sports fields on San Juan are located in Friday Harbor, but are used by the island-wide population currently estimated at 7,200.

Based on the number of existing baseball fields (2), the current LOS is approximately 1 field/2,918 population. By comparison statewide standards range from 1,300 - 5,000 and average 1/2,560. The NRPA standard is 1/5,000. Based on 1 existing regulation soccer field, the island-wide LOS is approximately 1 field/5,836.

By comparison, the statewide range is 1,500 - 5,000 and the average is 1/2,750. The NRPA standard is 1/10,000.

Another area of deficiency is in the area of urban trails and/or sidewalks. As discussed in the Transportation Element, chapter 5, four areas of Town are in need of a continuous sidewalk route for pedestrian safety and enjoyment. They are Tucker Street from Guard Street to approximately Perry Place, Guard Street from Tucker to the Library and Harrison Street from C Street to the Town border. A priority should be placed on these routes that will provide internal links to help keep the Town a “walking town” or “village”. These routes, to the Town limits, will also allow for future connections with trails in the county to help link the island.

Goals

CFE-76 To develop and maintain a safe, efficient and cost-effective parks and recreation system for Friday Harbor.

CFE-77 To recognize the importance of park and recreation facilities and activities to the overall quality of life in the Friday Harbor community.

CFE-78 To ensure that Friday Harbor residents have access to a variety of park and recreation opportunities.

CFE-79 To recognize that many park and recreation facilities located in Friday Harbor are used extensively by the entire population of San Juan Island.

CFE-80 To ensure that future park and recreation improvements are provided in a manner consistent with the goals and policies of the Comprehensive Plan.

General Policies

CFE-81 Friday Harbor should strive for the most efficient use of public and private funds to ensure its citizens have adequate park and recreation facilities.

CFE-82 Friday Harbor should, for each new development permit, demonstrate that adequate park and recreation facilities are provided for the proposed use.

CFE-83 Friday Harbor should coordinate its park and recreation planning and development efforts with the San Juan Island Park and Recreation District, San Juan County, and Port of Friday Harbor.

CFE-84 Friday Harbor should ensure that all the costs attributable to development of new park and recreation facilities are equitably shared by those who benefit.

Level of Service

CFE-85 In evaluating park and recreation facility improvements, or the impact of new development on the Town's park and recreation facilities, Friday Harbor should apply the following LOS standards:

- The National Recreation and Park Association (NRPA) standards are from 6.25 to 10.5 acres of developed parks per 1,000 population.

CFE-86 Friday Harbor should adopt a concurrency management ordinance that prohibits development approval if the development causes the park and recreation LOS to decline below the standards outlined above unless improvements or strategies to accommodate the impacts of development are made concurrently with the development.

CFE-87 If the LOS standards fall below the adopted level, Friday Harbor should respond in one or more of the following ways:

1. Re-evaluate the LOS standard to determine if it is still appropriate, and revise if necessary.
2. Work with other agencies to increase park and recreation facility capacity by:
 - Expanding existing park and recreation facilities; or
 - Encouraging development of private facilities; or
 - Acquiring and developing property for new facilities.

3. Decrease demand for park and recreation facilities or services by re-evaluating the goals and policies in the Land Use Element that affect the rate of residential and non-residential growth and the demand for park and recreation facilities.

Park and Recreation Improvements

CFE-88 Friday Harbor should support the efforts of the San Juan Island Park and Recreation District to fund and develop park and recreation facilities consistent with the goals and policies of the Comprehensive Plan.

CFE-89 Because of island-wide public use of existing baseball and soccer fields that exceeds the average statewide levels of service for those facilities, Friday Harbor should urge the San Juan Island Parks and Recreation District to fund and develop additional sports fields on San Juan Island.

CFE-90 Friday Harbor should develop a parks and recreation plan.

EMERGENCY MEDICAL SERVICE

Existing Facilities and Services

Emergency medical service (EMS) for the Town of Friday Harbor and UGA is provided by San Juan Island Hospital District and is based out of the San Juan Aid Building located next to the Inter-Island Medical Center on Spring Street in Friday Harbor. Additional medical service is provided by the Inter-Island Medical Center (IMC) located at 550 Spring Street. Patients in need of serious care are flown via Medflight helicopter to St. Joseph's Hospital in Bellingham.

The San Juan Aid Unit is staffed with two full-time paramedics, one full-time administrative person, 42 volunteer EMTs and 1 volunteer paramedic. One paramedic is on call 24-hours a day, seven days a week. Backup support is provided by the volunteer staff.

The San Juan Aid building is a 4,300-square-foot facility that consists of a two-bay garage for the unit's two ambulances, a classroom that can accommodate 50 students, a kitchen area, an office, two restrooms, one shower and storage space. An unfinished attic area could be converted to sleeping quarters in the future. The unit is equipped with two fully equipped ambulances and one advanced life support vehicle (non-transport ambulance). The advanced life support vehicle stays with the on-call paramedic at all times and is the first vehicle to arrive to a call site (Wilson 1995).

Future Emergency Medical Service Needs

Level of Service The current level of service is an average response time of 6 minutes. There are no identified threats to maintaining this level of service at this time.

Existing Deficiencies There are no system deficiencies for EMS at this time.

Comprehensive Plan All costs will be funded by the San Juan Hospital District.

Goals

CFE-91 To protect the health and safety of Friday Harbor citizens and promote the maximum efficiency and timely provision of emergency medical services.

General Policies

CFE-92 Friday Harbor should cooperate with Hospital and Emergency Medical Service Districts to enhance the provision of emergency medical service.



Medical Center

Level of Service

CFE-93 Friday Harbor should support an LOS of 6 minutes as adequate for emergency medical services.

CFE-94 Friday Harbor should adopt a concurrency management ordinance that prohibits development approval if the development causes the demand for emergency medical service to exceed the adopted LOS standards outlined above unless improvements or strategies to accommodate the impacts of development are made concurrently with the development.

CRIMINAL JUSTICE/POLICE

Existing Facilities and Services

Police protection in the Town of Friday Harbor and UGA is provided by the San Juan County Sheriff Department through an interlocal agreement. The Sheriff's Department is headquartered in the Courthouse. The headquarters station serves the Town of Friday Harbor and the surrounding unincorporated area. It is also responsible for the entire County dispatch which includes fire and medical.

The current staffing level is 12 uniformed officers including detectives, the under sheriff and the sheriff along with eleven administrative personnel that occupy full-time positions (Cumming 2002). Three reserve officers volunteer their services. Of the eleven administrative personnel, 9 operate the dispatch. The Chief Civil Deputy is responsible for handling the civil process, payroll, and permitting. Based on the number of commissioned officers, the County employs approximately 0.73 officers per 1,000 residents County-wide (Cumming 2002).

The Department contracts primarily with Island County, but also with Skagit, Whatcom and Clallam Counties for jail facilities. The County has one courtroom

that is shared with San Juan County Superior Court (Cumming 1995).

Departmental equipment includes 22 patrol cars and 5 patrol boats. One of the patrol boats is assigned to Friday Harbor. The Department also operates a dive rescue team and McGruff programs. The Department's dispatch is now totally enhanced 911 and is fully supported by CAD and computer technologies.

For an in-depth analysis of the Sheriff Department's response report, please refer to the Sheriff's Statistical Report that is provided to the Town Council on a monthly and yearly basis.

Future Criminal Justice/Police Needs

Level of Service Future needs for police officers within the Town of Friday Harbor have been calculated based on the statewide average of 1.60 commissioned officers per 1,000 population.

Basis of Estimated Costs Friday Harbor currently contributes an amount of \$200,000 per year plus the monies raised from property taxes for police services. The amount covers the cost for officers, dispatch, patrol hours, jail services, operation and maintenance (building space, vehicles and equipment), McGruff programs, and liability insurance. The contract is re-negotiated on an annual basis. For the purpose of this analysis, the amount of \$200,000 plus approximately 3 percent per year inflation will be assumed.

Existing Deficiencies There is a need for additional officers and 24 hour coverage in San Juan County to serve the needs of Friday Harbor. The LOS of 1.6 commissioned officers per 1,000 people indicates that there should be a minimum of

3.2 officers assigned to patrol the Town. The ratio of commissioned officers in the County is 0.73 per 1,000 residents, which is below the standard. However, anecdotal evidence suggests that Friday Harbor is receiving adequate police protection due to assignment of personnel.

Comprehensive Plan The annual cost to the Town would be \$200,000 plus approximately 3 percent per year inflation.



Parking Officer chalking tires

Goals

CFE-95 To protect the health and safety of Friday Harbor citizens and promote the maximum efficiency and timely provision of police protection services.

General Policies

CFE-96 Friday Harbor should maintain cost effective police protection services.

CFE-97 Friday Harbor should coordinate with the San Juan County Sheriff to ensure the highest quality of police protection service for Friday Harbor citizens.

Level of Service

CFE-98 Friday Harbor should establish an LOS measurement for police protection services consistent with statewide standards.

CFE-99 Friday Harbor should establish an LOS of 1.6 commissioned officers per 1,000 population as adequate for police protection services.

CFE-100 Friday Harbor should adopt a concurrency management ordinance that prohibits development approval if the development causes the demand for police protection service to exceed the adopted LOS standards outlined above unless improvements or strategies to accommodate the impacts of development are made concurrently with the development.

CFE-101 If the police protection service demand exceeds adopted LOS standards Friday Harbor should respond in one or more of the following ways:

1. Cooperate with the San Juan County Sheriff to re-evaluate the LOS standard to determine if it is still appropriate, and revise if necessary; or
2. Re-evaluate the terms of the contract with San Juan County, and revise if necessary.
3. Work with San Juan County to increase police protection service capacity by expanding existing staff and facilities.
4. Decrease demand for police protection services by:
 - Re-evaluating the goals and policies in the Land Use Element that affect the rate of residential and non-residential growth and the demand for police protection services;

- Implementing public educational programs, such as Law Enforcement Education (previously D.A.R.E.); or
- Implementing crime prevention programs, such as Neighborhood Watch.

FIRE PROTECTION



Fire on May 9, 2002

Existing Facilities and Services

Fire protection in Friday Harbor and the UGA is provided by the Friday Harbor Fire Department (the Department) located at 260 West Street. The Department has primary responsibility for fire suppression and fire prevention within the Town limits. In addition to responding to calls from its own district, the Department has a mutual aid agreement with San Juan County Fire District 3 to respond to calls outside its service area when requested.

Friday Harbor's fire station is a two-story building with four bays, meeting rooms, offices, and a kitchen. The building was remodeled approximately ten years ago and will be adequate for some time (R. Low 2002). The Department is currently staffed with one chief; a part-time training officer; and 30 active volunteer fire fighters. The

station is equipped with two first class pumper with aerial capabilities on one, a rescue truck with support equipment, two command vehicles, a 26-foot fire boat, an old pumper in storage for backup, and a fully restored 1915 vintage Cadillac fire truck that is used for parades (R. Low 2002). Through the mutual aid agreement with San Juan County, the Department also has access to another first class pumper.

The Fire Department's response time to calls averages 6.00 minutes per incident (R. Low 2002).



View from ferry of May 9, 2002 Fire

Because the Department is staffed by volunteer fire fighters, response time to calls varies. As presently staffed and equipped, the Department currently maintains an average response time of 5 - 8 minutes to points within its service area. In general, a duty officer, and the command unit can respond to a call within 2 - 5 minutes. (R. Low 2002).

Future Fire Protection Needs

Level of Service The Friday Harbor Fire Department relies on citizen volunteers; therefore, the level of service is based on quantifiable data provided by Sheriff's Department.

Existing Deficiencies The Department currently experiences no staffing or equipment deficiencies.

Comprehensive Plan No direct costs related to the Comprehensive Plan have been identified.



Downtown engulfed in smoke from May 9, 2002 fire

Goals

CFE-102 To protect the health and safety of Friday Harbor citizens and promote the maximum efficiency and timely provision of fire protection services.

General Policies

CFE-103 Friday Harbor should cooperate with San Juan Fire District No.3 to enhance the provision of fire protection service.

Level of Service

CFE-104 Friday Harbor should support an LOS for fire protection services consistent with the Washington Rating and Survey Bureau (WRSB).

CFE-105 Friday Harbor should support an LOS of WRSB 7 (the current rating) as adequate for fire protection services.

CFE-106 Friday Harbor should adopt a concurrency management ordinance that prohibits development approval if the development causes the demand for fire protection service to exceed the adopted LOS standards outlined above unless improvements or strategies to accommodate the impacts of development are made concurrently with the development.



Fire fighters at work

CFE-107 If the fire protection service demand exceeds adopted LOS standards Friday Harbor should respond in one or more of the following ways:

- a. Re-evaluate the LOS standard to determine if it is still appropriate, and revise if necessary; or
- b. Decrease demand for fire protection services by re-evaluating the goals and policies in the Land Use Element that affect the rate of residential and non-residential growth and the demand for fire protection services.



Media interviewing Mayor following Fire

PUBLIC SCHOOLS

Existing Facilities

Overview The Town of Friday Harbor and the UGA are served by two existing school facilities operated by San Juan Island School District No. 149. The San Juan Island School District serves San Juan, Stuart, Pearl, Henry, and Brown Islands. The facilities, an elementary school and combined middle school/high school, serve all of San Juan Island.

Future School Facilities Needs

Level of Service Current and future needs are identified in the San Juan Island School District's 2000 Comprehensive Plan Update.

Goals

CFE-108 To ensure that the school-age residents of Friday Harbor have adequate public school facilities and healthy learning environments.

General Policies

CFE-109 In recognition of public school's role as essential public facilities, Friday Harbor should cooperate with San Juan Island School District to enhance the provision of public school facilities.

Level of Service

CFE-110 The LOS standards and measurements for public schools should be determined by San Juan Island School District No. 149.

CFE-111 If impact fees are to be collected to mitigate the impacts of new development on public schools, the School District should:

- a. Develop and submit to Friday Harbor a cost analysis for providing public education within its service area; and
- b. Jointly develop a program with Friday Harbor to establish the fee to be collected through the land development permitting process.

CFE-112 When the School District has established its LOS standards, Friday Harbor and the School District should consider adopting a concurrency management ordinance that would:

- Prohibit new development approval if the development causes the LOS for public school facilities to fall below the adopted LOS standards; or
- Allow new development to be approved if improvements or strategies to accommodate the impacts of development are made concurrently with the development.

CFE-113 The following measures should be considered by the School District if school facilities fall below adopted LOS standard:

1. Re-evaluate the LOS standard to determine if it is still appropriate, and revise in cooperation with Friday Harbor if necessary.

2. Increase public school facility capacity by:

- Expanding existing facilities; or
- Purchasing property and building new facilities; or
- Renting, leasing, or purchasing additional building space; or
- Implementing new scheduling strategies to use existing public school facilities more efficiently; or
- Conditioning permits for new development to provide school facilities that are lacking.

3. Decrease demand for public school facilities by:

- Cooperating with Friday Harbor to re-evaluate the goals and policies in the Land Use Element that affect the rate of residential and non-residential growth and other. Operating revenues are collected by the Town to pay for operating

and the demand for public school facilities.

- Re-evaluating the concurrency policies contained in this Element and revising the concurrency standards if necessary.

FINANCE

Introduction

A six-year finance plan has been prepared for the years 2002 to 2007 only for those facility improvements that are the responsibility of the Town of Friday Harbor. This plan complies with the Growth Management Act (GMA) goal to provide adequate capital facilities concurrent with Friday Harbor growth and development (RCW 36.70A.020).

The GMA requires that jurisdictions prepare a finance plan that spells out how they will pay for necessary capital facility improvements (WAC 365-195-315). This six-year Capital Facilities Element identifies the capital projects and resources that the Town can reasonably rely on to pay for needed improvements. The Town must review the CFE every two years so that financial planning remains sufficiently ahead of future needs to meet GMA concurrency requirements.

Funding for the finance plan is a combination of conventional sources, such as taxes (e.g., property and sales), and intergovernmental loans and grants (Public Works Trust Fund, Transportation Improvement Board, Community Development Block Grants).

The Town will rely on several different sources of funding to pay for capital facility improvements. Funding sources have been divided into three categories: operating, intergovernmental, and other. Operating revenues are collected by the Town to pay for operating

costs associated with Town services. Property tax receipts, utility and user fees are examples. Intergovernmental revenues are obtained by the Town from other governmental entities. State and federal grants make up the majority of these revenues. Other revenues include bond proceeds and incidental income related to service operations that help offset the cost of providing services.

Improvement and Budget Summary

TABLE 6-1 presents a summary of total capital needs for services covered by the CFE (except for emergency medical services, criminal justice, fire protection, public health and schools) and TE. The costs represent budget level estimates of capital improvement needs for the years 2013-2019 and totals \$25.4 million.

Table 6-1 – Summary of Capital Facilities Improvements

Project	Year Planned	Cost
Water Utility:		
Transmission Main Replacement	2015 - 2017	\$9,481,944
Complete Water Main Replacement – Pear Pt from Argyle to Jackson	2015 – 2018	\$450,000
Construct Concrete Pads—Water Treatment Plant	2016	\$40,000
Water Storage Tank – Water Treatment Plant	2016	\$150,000
Water Main Replacement – Spring from Second to Argyle	2016	\$150,000
Water Main Replacement – Park from Marguerite to Price	2017	\$100,000
207 Zone Fire flow Improvements—Franklin Drive	2018	\$731,000
Water Main Replacement – Harrison from Spring to End	2018	\$879,000
Hillview Terrace Tank and Pipelines	2020	\$1,450,000
Design and Replace Treatment Plant Facility	2023-2028	\$8,750,000
Design, Replace/Raise Trout Lake Dam	2030-2035	\$10,000,000
Total Water Utility:		\$32,181,944
Sewer Utility:		
Sewer Main Replacement – Spring from Second to Argyle	2016	\$150,000
Sewer Main Replacement – Blair to Marguerite	2017	\$120,000
Sewer Main Replacement – Spring from First to Second	2017	\$150,000
Sewer Main Replacement – Park, from Hillcrest to Marguerite	2018	\$160,000
Sewer Plant Outfall Line Replacement	2018	\$700,000
Install Fine Bubble Diffusers & Replace SBR Blowers and Controls	2020	\$1,000,000
Headworks Improvements	2020	\$500,000
Sludge Dryer	2020	\$750,000
Digester Construction	2022	\$1,800,000
Total Sewer Utility:		\$5,330,000
Street Utility		
Warbass Way (Traffic Calming) SEE TABLE 5-1 FOR TIP 2016-2021 (\$9,444,000)	2016	\$120,000
Total Street Utility:		\$120,000
Stormwater Utility - Upgrade:		
McDonald Street from Tucker Avenue to Outfall	2016	\$50,000
Spring Street – Argyle Avenue to Second Street	2016	\$150,000
Spring Street Stormwater Waterfront Filter	2017	\$925,000
North Linder Storm Drain	2017	\$120,000
Spring Street – Second Street to First Street	2017	\$120,000
Web Street Diversion from Argyle Avenue to "A" Street	2018	\$250,000
Total Stormwater Utility:		\$1,615,000
Parks & Buildings:		
Town Hall Addition/Renovation	2016--17	\$800,000
Spring Street Pocket Park at Alley	2016	\$101,273
Construction Public Works Yard/Harbor Park	2017-18	\$600,000
Sunshine Alley Improvements	2016-18	\$1,132,714
Overlook Park Improvements and Expansion	2017	\$300,000
Total Buildings:		\$2,933,987
Grand Total:		\$42,180,931

Goals

CFE-114 Friday Harbor should develop and adopt six-year capital improvement plans that identify projects, outline a schedule for completion, and designate realistic funding sources for all Town capital facility projects.

CFE-115 For all capital facility projects, the Town should evaluate alternatives, purpose and service as a means to reduce capital facilities and associated operating costs.

CFE-116 Friday Harbor should develop a process that informs, notifies and allows public participation in all capital facility planning and project proposals.

CFE-117 Friday Harbor should allocate capital facilities funds in the following order of priority:

- Debt service and administration;
- Maintenance of existing capital facilities; and
- Engineering and construction of improvements.

CFE-118 Road improvements should be ranked using a priority rating system that allots additional points for projects that are financed cooperatively with other public agencies.

CFE-119 Friday Harbor may cooperatively finance capital facilities improvements with developers whose projects are determined to increase demand on Town facilities. The amount of financial assistance by the developer should be based on a fair share that is proportionate to the amount of increase in demand attributable to the development.

CFE-120 Friday Harbor should coordinate efforts with San Juan County for cooperative funding of capital facilities improvements

within the Town and within the Friday Harbor Urban Growth Area.

CFE-121 The costs of needed capital facilities improvements should be borne by both existing and future development. “Existing development” means development that has occurred or that is vested prior to adoption of regulations implementing this Comprehensive Plan. “Future development” means development that has not yet occurred and has not been vested prior to adoption of regulations implementing this Comprehensive Plan. Upon completion of construction, future development becomes existing development.

CFE-122 Financial responsibility for existing development should include:

- Capital improvements that reduce or eliminate existing deficiencies; and
- A portion of the cost of replacement of obsolete or worn out facilities.

CFE-123 Financial responsibility for future development should include:

- A fair share of the costs of capital improvements needed to address the impact of future development; and
- A portion of the cost of the replacement of obsolete or worn out facilities.

CFE-124 Financial responsibility for future development should not include payment of impact fees for the portion of any public capital facility that reduces or eliminates existing deficiencies.

CFE-125 Forms of payment for capital facilities improvements by future development may include, but are not limited to:

- Voluntary contributions
- Voluntary Dedication of land/granting of easements
- Public/private partnerships
- Payment of user fees
- Charges for services
- Special assessment and taxes

CFE-126 Friday Harbor should not provide a public capital facility or accept a public capital facility from others if the Town or other provider is unable to pay for the ongoing operation and maintenance of the facility.

CFE-127 In the event that revenues identified for capital facilities and services are unavailable, the Comprehensive Plan should be amended to reflect the absence of such revenues. Such an amendment may include any of the following:

- A reduction in the level of service;
- An increase in the use of other sources of revenue;
- A decrease in the cost, and possibly the quality of some types of public capital facilities, while maintaining the number of facilities inherent in the adopted level of service; or
- A combination of the above.

Essential Public Facilities

CFE-128 Friday Harbor should identify and allow for the siting of “essential public facilities” according to the policies in this Comprehensive Plan. Essential public facilities include, but are not limited to, solid waste handling facilities, water supply facilities, wastewater treatment plant, airports, water ports, public schools, and ferry terminals.