

Employment Capacity Appendix

Purpose

The purpose of this Appendix is to document and communicate the employment capacity of the Town of Friday Harbor over the next 20 years and to show that the town has the capacity to meet the allocations set forth by San Juan County (the County). The County has allocated 563 net new jobs to the Town of Friday Harbor between 2022 and 2045. The Town is responsible for showing that there is adequate capacity for net new jobs through a combination of strategies, policies, and land use choices.

To evaluate capacity for new employment growth, BERK Consulting, Inc. (BERK) has conducted a buildable land capacity analysis for the Town. A land capacity analysis is an analysis of existing land uses and projected future land uses to estimate the number of new workers that could be accommodated in new buildings constructed in Friday Harbor over the next 20 years following proposed changes to zoning and development regulations.

This appendix summarizes the outcome of that analysis and will inform updates to several elements of the Comprehensive Plan that are required by several recent amendments to the Growth Management Act as outlined by RCW 36.70A.115.

The goals of this appendix are to:

- Analyze existing capacity within town limits for employment growth on vacant and underutilized commercial, industrial, and professional services land.
- Determine future employment capacity based on future land use map designations.
- Provide background on the potential urban growth area (UGA) expansions identified by BERK and Town staff and provide reasoning and data to support some possible UGA expansions.

San Juan County Employment Allocations

San Juan County has allocated 563 net new jobs to the Town of Friday Harbor between 2022 and 2045. The County's methodology for determining the allocation is documented in the *San Juan County Population Forecast and Land Capacity Analysis* (Otak, 2025). It assumes that the ratio of jobs to population remains constant. So, as the population grows, employment will need to grow to maintain that ratio. The San Juan County allocations for areas throughout San Juan County including Friday Harbor can be found in Exhibit 1. As part of the Comprehensive Plan Periodic Update, the Town is required to show that there is land capacity that can support its allocation of net new jobs.

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Exhibit 1. San Juan County GMA Job Allocations by Location

Location	2022	2022-2045 Net New Jobs
San Juan Island CCD*	2,924	938
Friday Harbor Town & UGA		563
Orcas Island CCD	1,849	494
Eastsound UGA		247
Lopez Island CCD	677	67
Lopez Village		34
Countywide Total	5,450	1,499

*Census County Division – Otherwise called “Unincorporated San Juan County”
Source: San Juan County, 2025

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Current Employment Capacity

This section presents an updated analysis of the Town's employment capacity under current zoning. Parcel characteristics have been updated to reflect changes in capacity assumptions based on existing employment densities of different zones.

Current Employment Conditions

In 2024, BERK completed a community profile of Friday Harbor as part of the comprehensive planning process. It highlighted several important employment trends necessary to understand the characteristics of jobs in Friday Harbor and the San Juan Islands as a whole. We summarize key findings relevant to this analysis in the next paragraph and in Exhibit 2.

As of 2021, about 1 in 5 (582) of the 2,734 workers who live in Friday Harbor are employed in a primary job by employers based outside of Friday Harbor, 182 of which work for employers based elsewhere in San Juan County, and 393 of these workers who live in Friday Harbor but work elsewhere for employers based outside of San Juan County. The majority of workers in Friday Harbor (1,168) work in Friday Harbor but live elsewhere, the largest portion of which (890) live elsewhere in San Juan County. LEHD shows that 984 of the workers in Friday Harbor both live in and work for employers based in Friday Harbor.¹

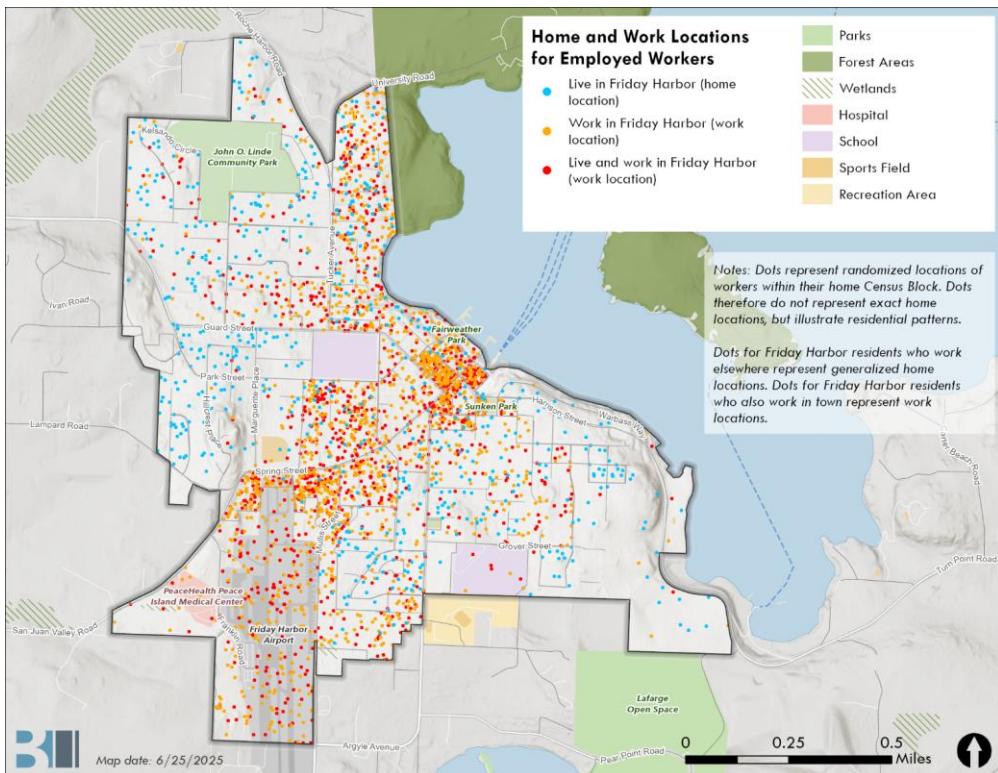
Exhibit 2. Summary of Home and Primary Work Locations for Friday Harbor

Work in Friday Harbor, Live Elsewhere		
Live in Unincorporated San Juan County	890	
Live elsewhere	278	
Total	1,168	43%
Live in Friday Harbor, Work Elsewhere		
Work in Unincorporated San Juan County	182	
Work elsewhere	393	
Total	582	21%
Live and Work in Friday Harbor		
Total	984	36%
Grand Total	2,734	100%

Source: U.S. Census Bureau, Center for Economic Studies, [LEHD](#), 2021; BERK, 2024

¹ Source: U.S. Census Bureau, Center for Economic Studies, LEHD, 2024.

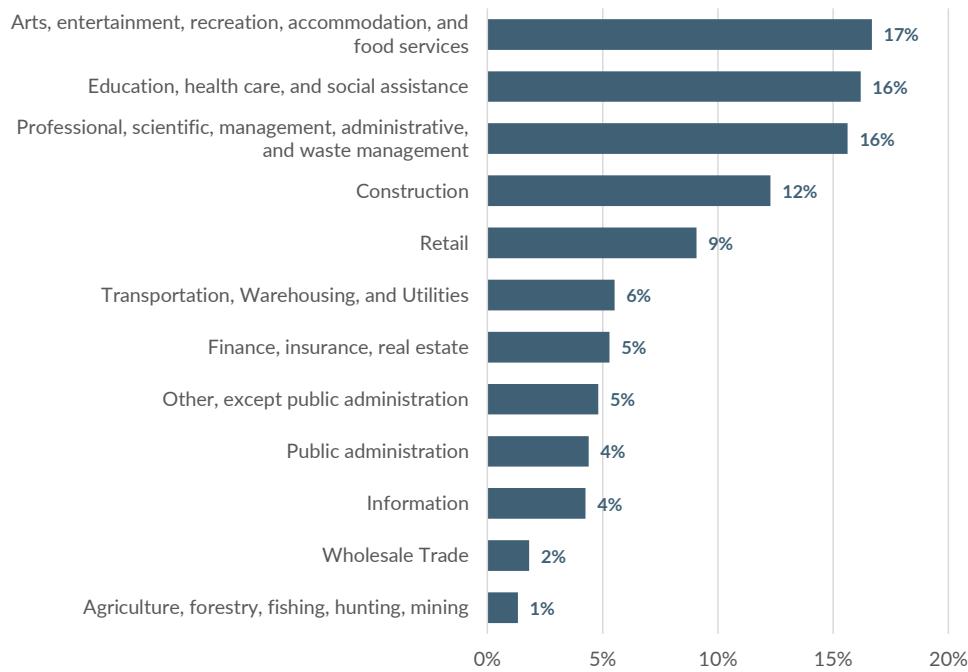
Exhibit 3. Map of Homes and Primary Work Locations in Friday Harbor



Source: U.S. Census Bureau, Center for Economic Studies, [LEHD](#), 2021; BERK, 2024

Additionally, the prevalent industries in Friday Harbor are a key consideration for the land capacity analysis and helped to shape BERK's understanding of the community. The industries that make up a majority of the jobs within Friday Harbor town limits are arts, entertainment, recreation, accommodation, and food services which are sometimes classified as tourism industry jobs. Tied for second most prevalent industries in the town are public services jobs which include education, health care, and social assistance and professional services jobs which include scientific, management, administrative, and waste management services. A full breakdown of industry shares of jobs can be found in Exhibit 4 which is categorized using American Community Survey (ACS) industry classifications.

Exhibit 4. Industry Share of Total Friday Harbor Workforce, 2022



Source: ACS, 2022; BERK, 2024

Current Land Capacity Conditions

BERK analyzed data about land use and zoning (see Exhibit 5) in the Town of Friday Harbor to estimate the current buildable land capacity for employment growth. Exhibit 6 shows BERK's overall summary of current buildable land capacity, including acreage of vacant and underutilized parcels by each zone (see definitions below). It also includes the estimated capacity of proposed urban growth area expansions by current land use type and proposed future zone. Exhibit 7 is a condensed version of Exhibit 6 that includes the most relevant data for this capacity analysis. Both exhibits include data on each proposed UGA expansion (see section titled Proposed Urban Growth Area Expansion for more information).

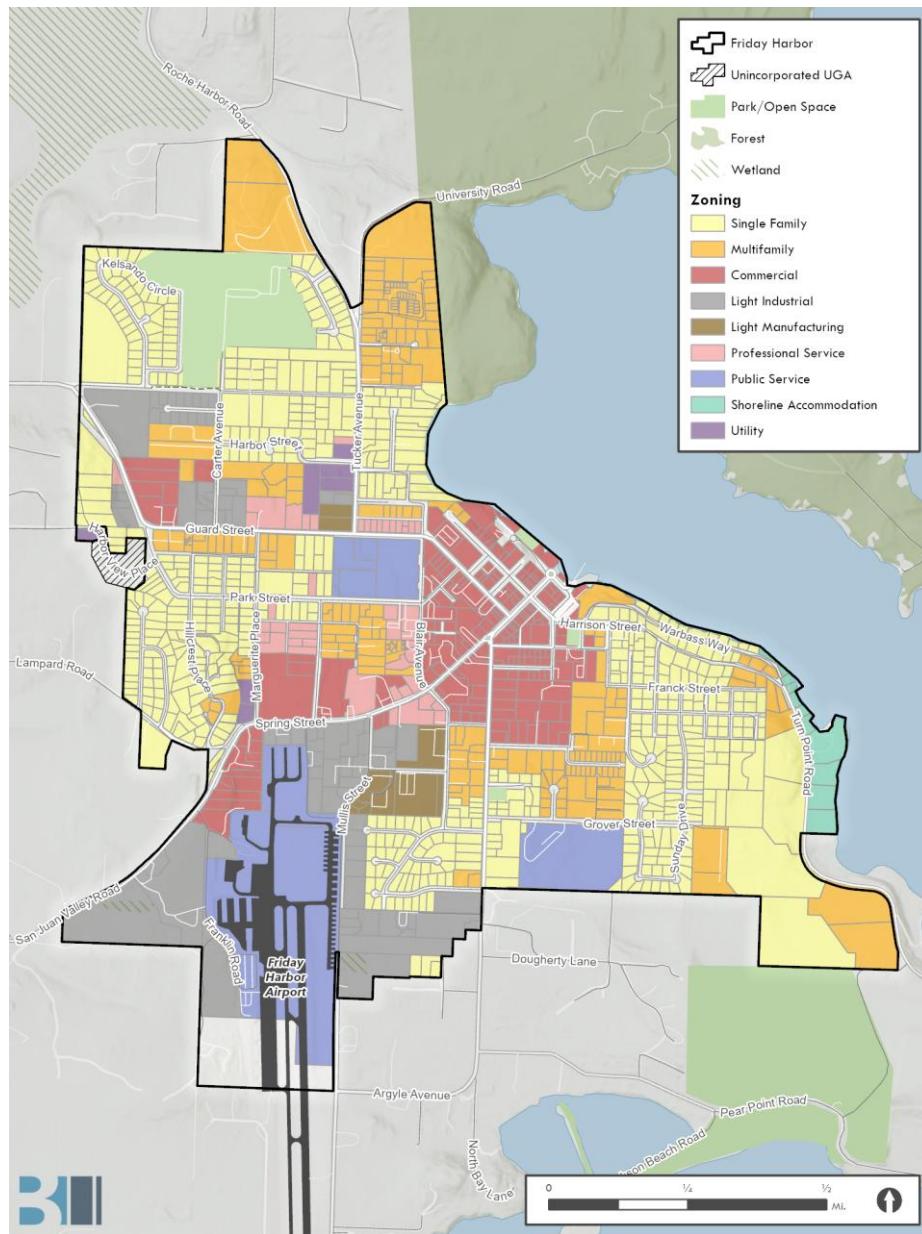
Current capacity calculations were based on a model created by BERK. The first step was to categorize all parcels by their current development status:

- Developed
 - Parcels which contain structures and are not likely to be redeveloped or expand on existing buildings.
- Excluded
 - Parcels that are unlikely to be developed to support employment during the planning period due to historic uses or existing non-conforming uses.
 - Several parcels were considered excluded based on knowledge of owner preference and past communication with town staff.
 - Also includes critical areas or geologically unsuitable parcels.
- Underutilized
 - Parcels that are developed to some degree, but where the San Juan County Assessor's estimated value of the parcel's current use is lower than the market value of the parcel if it were to be redeveloped.
- Vacant
 - Parcels that are currently "undeveloped" per San Juan County Assessor data.

The employment capacity estimates are based on a combination of buildable acres in "employee-supporting" zones multiplied by the employment density assumptions for that specific zone. Employee-supporting zones in Friday Harbor include Commercial, Public Service, Professional Services, Light Manufacturing, and Light Industrial. Employment density assumptions were calculated based on the anonymized LEHD data (see Exhibit 3). This dataset was chosen to ensure consistency with San Juan County's employment allocation as this is the same dataset used to create their methodology (see San Juan County Population Forecast and Land Capacity Analysis).

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Exhibit 5. Town of Friday Harbor Zoning Map



Source: Town of Friday Harbor, 2020; BERK, 2025

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Exhibit 6. Summary of Current Buildable Land Capacity for Employment Growth - 2025 (Excluding Residential-Only Land Uses)

Subarea	Zone	Developed and				Total Buildable Acres (Excludes Developed and Excluded Acres)	Employment Density Assumption (Jobs/Acre)	Net Employment Capacity - Vacant	Net Employment Capacity - Underutilized	Total Net Employment Capacity
		Net Parcel Acres	Vacant Net Acres	Underutilized Net Acres	Excluded Net Acres					
Town Limits										
	Commercial	79.09	9.62	10.36	59.11	13.92	23.19	160	60	220
	Light Industrial	84.67	9.68	12.68	62.31	15.52	15.49	107	105	212
	Light Manufacturing	12.57	0.84	0.91	10.82	1.22	13.28	8	3	11
	Professional Services	20.60	0.71	0.89	19.00	1.11	8.84	4	-	4
	Public Services	84.65	8.66	-	75.99	6.24	0.36	2	-	2
	Shoreline Accommodation	9.63	2.12	3.76	3.75	4.07	0.96	1	-	1
	Utility	6.15	-	-	6.15	-	-	-	-	-
Proposed UGA 1										
	Light Industrial	8.27	1.71	-	6.56	1.23	15.49	19	-	19
Proposed UGA 3										
	Light Industrial	5.22	-	5.22	-	3.53	15.49	-	54	54
Proposed UGA 4										
	Light Industrial	41.01	41.01	-	-	29.53	15.49	457	-	457
	Public Services	93.06	-	-	93.06	-	0.36	-	-	-
Total		444.92	74.35	33.82	336.75	76.37	108.95	758	222	980

Note: UGA Expansion areas 2 and 5 were excluded from this analysis as they are presumed to be residential only.

Source: San Juan County Assessor, 2025; BERK, 2025



Exhibit 7. Summary of Current Buildable Land Capacity for Employment Growth by Subarea (2025)

Subarea Totals	Total Buildable Acres (Excludes Developed and Excluded Acres)	Total Buildable Employment Acres*	Net Employment Capacity - Vacant	Net Employment Capacity - Underutilized	Total Net Employment Capacity	Existing Surplus/Shortfall from Allocation (563)
Town of Friday Harbor	100.9	26.5	282	168	450	-113
Proposed UGA 1	5.02	1.23	19	0	19	-
Proposed UGA 2	0	0	0	0	0	-
Proposed UGA 3	10.54	3.53	0	54	54	-
Proposed UGA 4	29.53	29.53	457	0	457	-
Proposed UGA 5	0	0	0	0	0	-
Total	145.99	60.79	758	222	980	-113**

* Note: Calculation excludes buildable Single Family and Multi Family Residential parcels

** excludes proposed UGA expansions

Source: BERK, 2025

Next Steps

While the town currently has inadequate land capacity for the net new jobs allocation set forth by San Juan County with a conservative assumption of remote workers, the Town's proposed future land use map aims to rezone certain parcels and also aims to add several areas to the UGA initially proposed to alleviate housing allocation shortfalls, address past administrative errors, and address non-conforming uses, but which also address job capacity shortfalls.

Draft Future Land Use

We drafted the initial Future Land Use Map for Friday Harbor existing town limits (shown in Exhibit 10) cooperatively with Town staff and included several proposed parcel-specific rezone to support the projected housing needs of the town (Town of Friday Harbor Housing Capacity Appendix; BERK, 2025). This map also includes two new zones, the R-8 Low-Density Multi-Family Residential zone and the Park zone.

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Additionally, we drafted Future Land Use Maps which include the five proposed UGA expansion areas. Exhibit 13 is a map of the current zoning that includes the proposed expansion areas while Exhibit 14 which includes these same rezone as well as the five proposed UGA expansions. More details on these proposed expansions and the impact to employment capacity are in the section titled "Proposed Urban Growth Area Expansion."

We estimate that with these rezone for housing purposes and without any UGA expansion (see Exhibit 8 & Exhibit 9), the shortfall of jobs within town limits would increase from 113 jobs to 158 jobs. We estimate that with no rezone and with UGA expansion (see Exhibit 13), the shortfall of 113 jobs would convert to a surplus of 417 jobs (see Exhibit 6 & Exhibit 7). Lastly, we estimate that with these rezone and with these proposed UGA expansions (see Exhibit 14), the employment shortfall of 113 jobs would convert to an employment surplus of 372 jobs (see Exhibit 8 & Exhibit 9).

All employment capacity calculations in the following sections are based on Exhibit 14 which reflects all of the proposed rezone and the UGA expansion areas. The final Future Land Use Map will be determined by San Juan County and Town of Friday Harbor Councils and will be adopted into the 2025 Comprehensive Plan.

Exhibit 8. Draft Future Land Use Buildable Land Capacity for Employment Growth by Subarea (Excluding Residential-Only Land Uses)

Subarea/Zoning	Zone	Net	Vacant	Developed and Excluded Net	Total Buildable	Employment	Net	Net	Total Net Employment Capacity	
		Parcel Acres	Net Acres		Acres (Excludes Developed and Excluded Acres)	Density Assumption (Jobs/Acre)	Employment Capacity - Vacant	Employment Capacity - Underutilized		
Town Limits										
	Commercial	70.24	6.92	10.36	52.96	11.97	23.19	115	60	175
	Light Industrial	84.67	9.68	12.68	62.31	15.52	15.49	107	105	212
	Light Manufacturing	12.57	0.84	0.91	10.82	1.22	13.28	8	3	11
	Professional Service	18.33	0.71	0.43	17.19	0.80	8.84	4	-	4
	Public Service	84.65	8.66	-	75.99	6.24	0.36	2	-	2
	Shoreline Accommodation	9.63	2.12	3.76	3.75	4.07	.96	1	-	1
	Park	31.67	-	-	31.67	-	-	-	-	-
	Utility	6.15	-	-	6.15	-	-	-	-	-
Proposed UGA 1										
	Light Industrial	8.27	1.71	-	6.56	1.23	15.49	19	-	19
Proposed UGA 3										
	Light Industrial	5.22	-	5.22	-	3.53	15.49	-	54	54
Proposed UGA 4										
	Light Industrial	41.01	41.01	-	-	29.53	15.49	457	-	457
	Public Service	93.06	-	-	93.06	-	0.36	-	-	-
Total		372.41	71.65	33.36	267.4	74.11	108.59	713	222	935

Note: UGA Expansion areas 2 and 5 were excluded from this analysis as they are presumed to be residential only.

Source: BERK, 2025



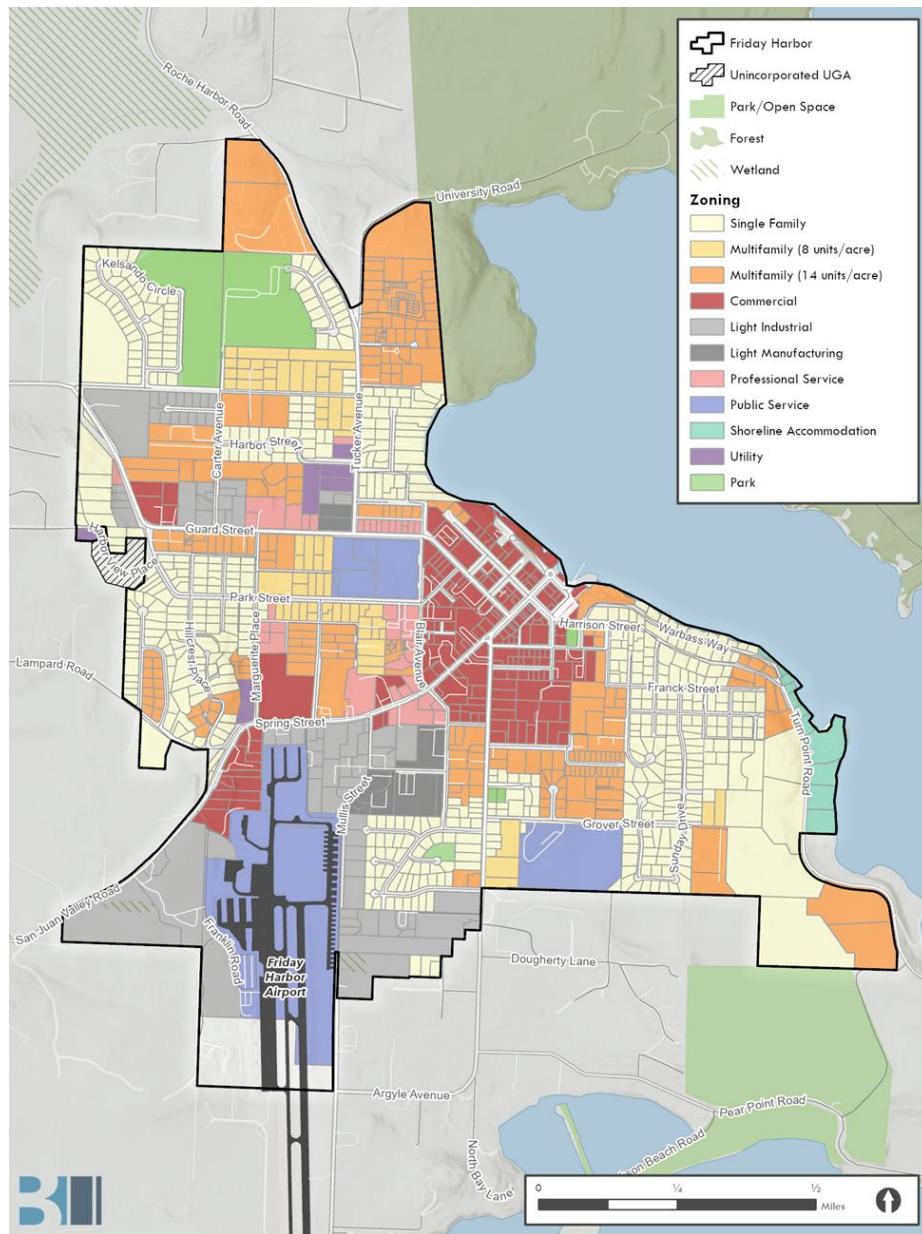
Exhibit 9. Summary of Draft Future Land Use Buildable Land Capacity for Employment Growth by Subarea (Excluding Residential-Only Land Uses)

Subarea Totals	Total Buildable Acres (Excludes Developed and Excluded Acres)	Total Buildable Employment Acres*	Net Employment Capacity - Vacant	Net Employment Capacity - Underutilized	Total Net Employment Capacity	Surplus/Shortfall from Allocation (563)
Town of Friday Harbor	110.26	39.82	237	168	405	-158
Proposed UGA 1	5.12	1.23	19	0	19	-
Proposed UGA 2	0	0	0	0	0	-
Proposed UGA 3	10.54	3.53	0	54	54	-
Proposed UGA 4	29.53	29.53	457	0	457	-
Proposed UGA 5	0	0	0	0	0	-
Total	155.45	74.11	713	222	935	+372

* Note: Calculation excludes buildable Single Family and Multi Family Residential parcels

Source: BERK, 2025

Exhibit 10. Draft Future Land Use Map – Friday Harbor



Proposed Urban Growth Area Expansion

Under GMA, the County has the responsibility to allocate growth to UGAs, and to size UGAs appropriately to accommodate planned growth.

Proposed expansions of the Friday Harbor UGA (FHUGA) include parcels that are currently designated as Unincorporated San Juan County. Additions to the FHUGA must meet several criteria laid in [RCW 36.70A.110](#). These criteria are summarized in Exhibit 11. Land that is not already characterized by urban growth, and lies adjacent to urban areas and can be served with urban public services can be considered for inclusion in an urban growth area (UGA) if there is a need to meet 20-year growth allocations (considering any approach to increasing capacity inside the city/town consistent with GMA and case law to promote urban growth and avoid sprawl).

Additional urban growth GMA guidance from the State of Washington can be found the [Washington Administrative Code Chapter 365-196-310](#) and additional guidance from San Juan County Joint Planning Policies (2020) helped to shape the analysis of the five proposed UGA expansion areas.



Exhibit 11. Criteria for Potential Urban Growth Area Expansions

Criteria
The area is already characterized by urban development.
The area is proximal to the Town of Friday Harbor corporate limits of areas characterized by urban development.
The area has the ability to support urban levels of development.
The area does not contain extensive designated critical areas and it does not contain designated resource lands of long-term commercial significance. It does not contain other lands with limited development capability as defined in a land use inventory.
The area contains natural or topographic features which may serve to define the boundaries of the Friday Harbor UGA.
In situations where the Town's land capacity is insufficient in meeting growth allocations in housing and employment, the area either increases housing and/or employment capacity or increases the Town's public service provision capabilities.
The area contains developed parcels under common ownership or uses that are not under common jurisdiction, and the proposed UGA would correct this administrative error. For example, the Friday Harbor Airport property is partially within the Town of Friday Harbor and partially outside of the Town of Friday Harbor.

Source: Washington Administrative Code - 365-196-310; San Juan County, Town of Friday Harbor Joint Planning Policies, 2020; RCW 36.70A.110

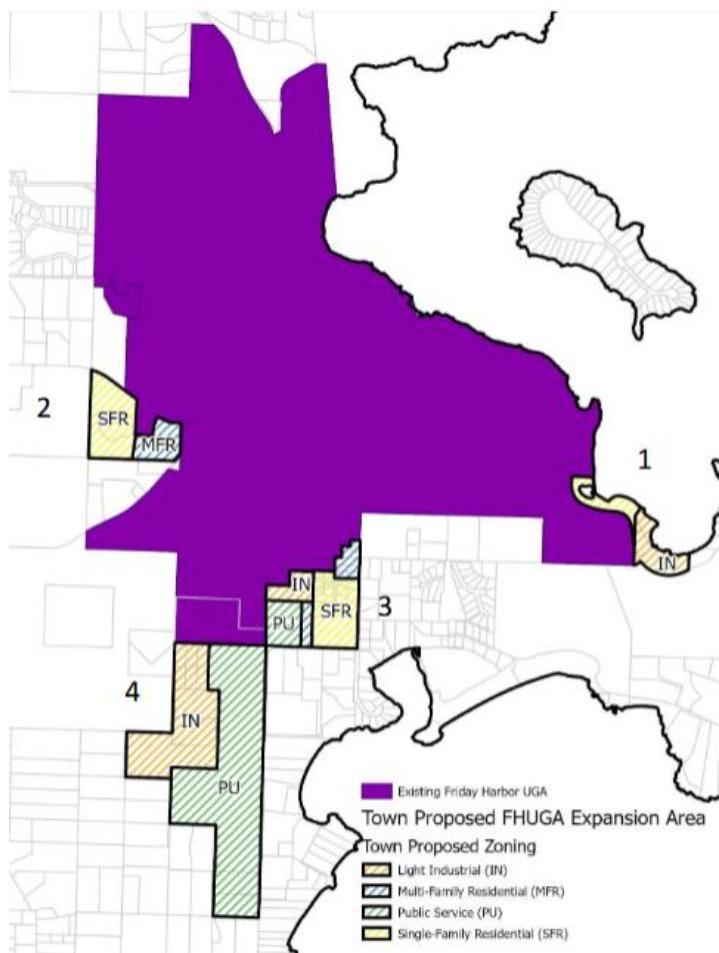
Adding to the FHUGA requires that the areas either are already urban in use or potential use, can be served with urban services (e.g. sewer) within the service capacity of the Town, or can ensure that the Town meet growth allocations of growth over the next 20 years.

The San Juan County Department of Community Development presented several possible UGA expansions for the Town of Friday Harbor to the County Planning Commission in August 2020 and presented the map in Exhibit 12. These UGA expansions were studied as part of the upcoming Comprehensive Plan Update for criteria listed in RCW 36.70A.110. Additional parcels were added to and removed from the four proposed UGA expansions shown in Exhibit 12. Also, two additional UGA expansion areas are being proposed in light of the OFM population growth projections, the county allocations, and the necessity to accommodate this growth over the next 20 years. A map showing all five potential UGA expansion areas be found in Exhibit 13. The following sections highlight each of the proposed UGA expansions and provide information on their qualifications to be included in the FHUGA.

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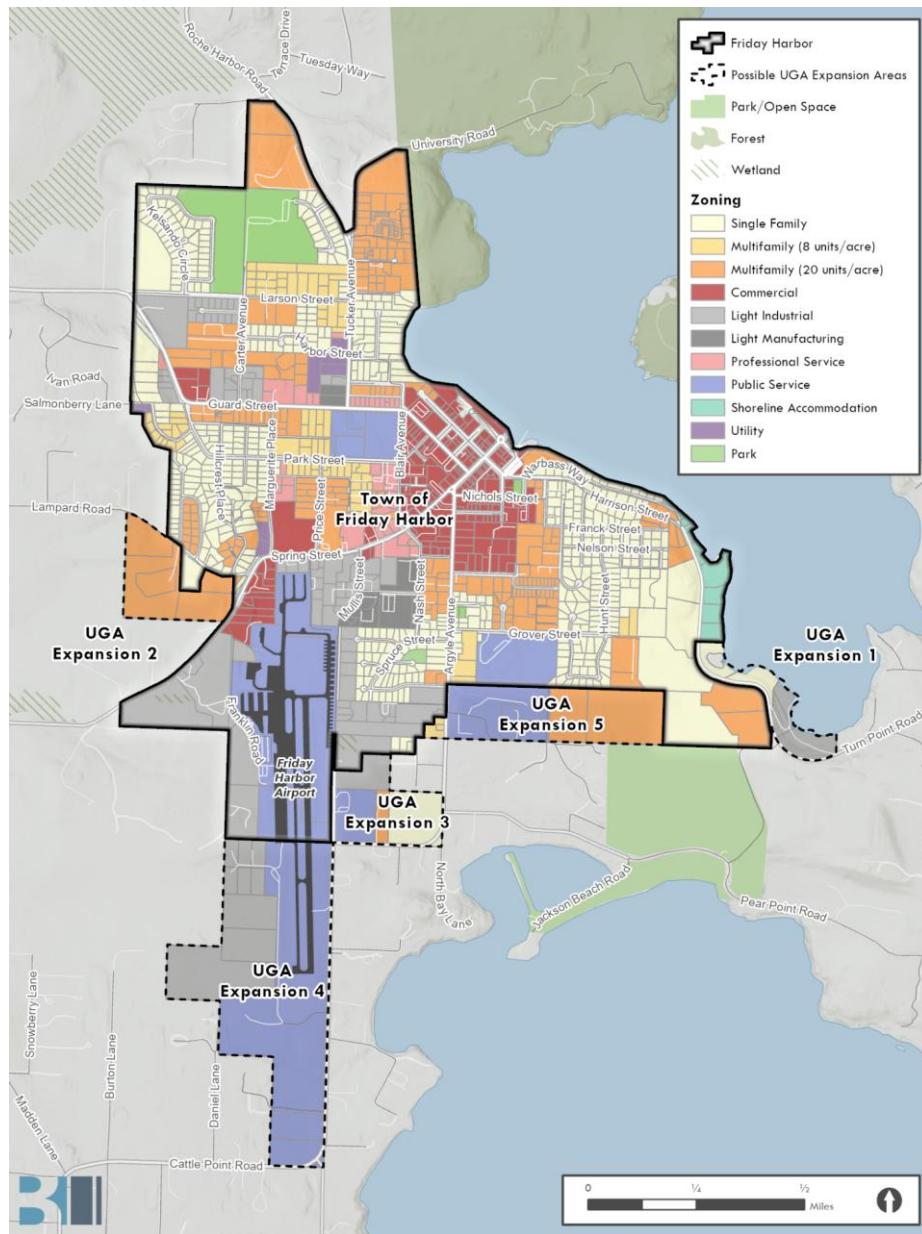
Exhibit 12. Map of Friday Harbor with Proposed Urban Growth Area Expansions (2020)



Source: San Juan County Community Development, August 2020

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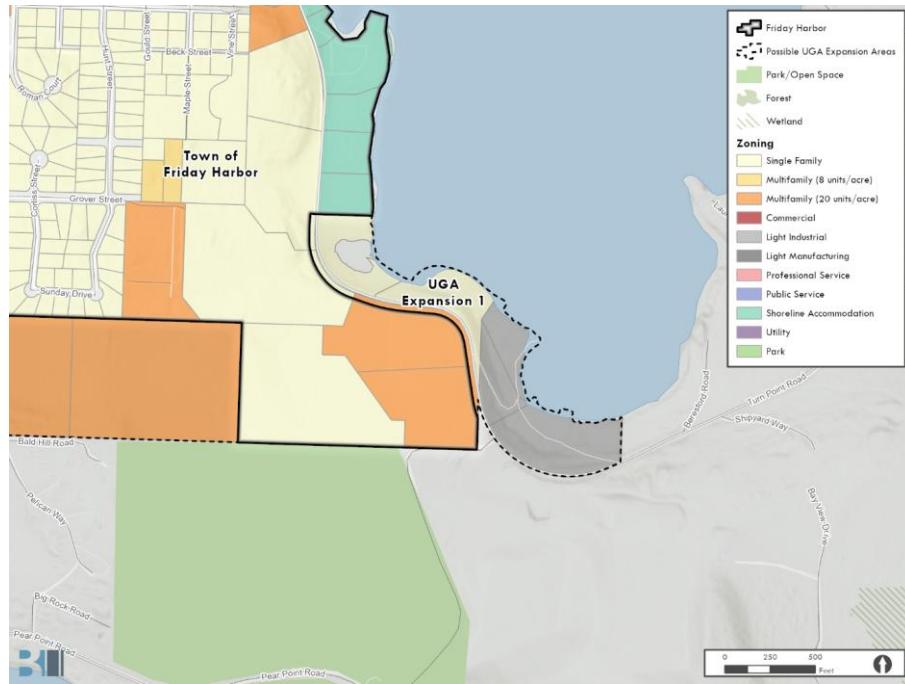
Exhibit 13. Draft Future Land Use Map of Friday Harbor with Proposed Urban Growth Area Expansions



Source: BERK, 2025

Proposed UGA 1

Exhibit 14. Map of Proposed UGA 1 – Current Land Use



Source: BERK, 2025

Background

Proposed UGA 1 is the smallest of the proposed UGA expansions. This possible expansion of the FHUGA would bring three additional Port of Friday Harbor properties into the Town of Friday Harbor UGA. The purpose of this proposed UGA expansion is to increase the employment capacity of the FHUGA by 19 jobs and to mitigate possible impacts to critical shoreline habitats. The area is largely urban in character and is served with Town water. It has the fewest developable acres to accommodate housing and employment. Regardless, it would help alleviate future employment shortfalls that were identified in the land capacity analysis.

This proposed UGA expansion satisfies the following criteria:

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Exhibit 15. UGA Expansion Criteria Analysis – Proposed UGA 1

Criteria	Discussion
The area is already characterized by urban development	This area already has single-family residential land as well as partially utilized light industrial land.
The area is proximal to the Town of Friday Harbor corporate limits of areas characterized by urban development	This area is directly adjacent to the Town of Friday Harbor's corporate limits and other similar land uses.
The area has the ability to support urban levels of development.	This area includes partially developed parcels that can already be characterized as urban development. The area is largely urban in character and is served with Town water. It is not currently served by Town sewer or solid waste.
The area does not contain extensive designated critical areas and it does not contain designated resource lands of long-term commercial significance. It does not contain other lands with limited development capability as defined in a land use inventory.	Shoreline adjacent parcels in this proposed UGA expansion have limited development capabilities but has inland development capabilities.
The area contains natural or topographic features which may serve to define the boundaries of the Friday Harbor UGA.	This area directly abuts the shoreline and by adopting this proposed UGA expansion into the FHUGA there would be a definitive natural boundary to the east.
In situations where the Town's land capacity is insufficient in meeting growth allocations in housing and employment, the area either increases housing and/or employment capacity or increases the Town's public service provision capabilities.	The area increases employment capacity. It can be served with public services; see discussion of utilities that would need extension above and in text below.
The area contains developed parcels under common ownership or uses that are not under common jurisdiction, and the proposed UGA would correct this administrative error. For example, the Friday Harbor Airport property is partially within the Town of Friday Harbor and partially outside of the Town of Friday Harbor.	The area largely contains developed parcels. It does have small amounts of developable lands.

Source: San Juan County CWPP; 2020; BERK, 2025

Size

The proposed UGA is 11.58 acres in total. 6.56 of which are developed and 5.02 of which is deemed "buildable" and largely part of the partially developed industrial land.

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Utilities

Sewer and Solid Waste utilities are not currently provided to this proposed UGA. Utility extension is possible if the area were added to the FHUGA. The 2020 wastewater management plan shows upgrades to the existing wastewater treatment plant are necessary regardless of this proposed UGA's inclusion. To serve Proposed UGA #1, a sewer main extension and connections from residential and commercial structures would be needed. Water resources are adequate to support this proposed UGA expansion per the 2013 Water System Plan. Solid waste facilities for the Town of Friday Harbor are currently adequate to support this proposed UGA expansion per the 2018 Solid Waste Management Plan; however additional collection days or packer trucks may be needed to accommodate growth in the town regardless of where the growth occurs based on an increased number of solid waste customers.

Land Use Patterns

The main features of this UGA expansion are the Port of Friday Harbor owned Shipyard Cove and Jensen's Marinas as well as the Albert Jensen & Sons boatyard. Additionally, two residential parcels would be included in this UGA expansion. One of which is a developed parcel based on Town Staff historical knowledge of the site and the other site is a vacant parcel that has redevelopment potential. The overall buildable acres of these proposed residential parcels is 3.79 acres and the overall buildable acres of the light industrial parcels (including Jensen's Marina) is 1.23 acres.

Summary

Proposed UGA 1 would provide services to Parcels in San Juan County that are already urban in nature, directly adjacent to existing corporate limits, and have some development potential for employment and housing. For these reasons, we recommend that the County consider adopting this area into the Friday Harbor UGA.

Exhibit 16. Summary of Capacity in Proposed UGA Expansion Area 1 - Draft Future Land Use

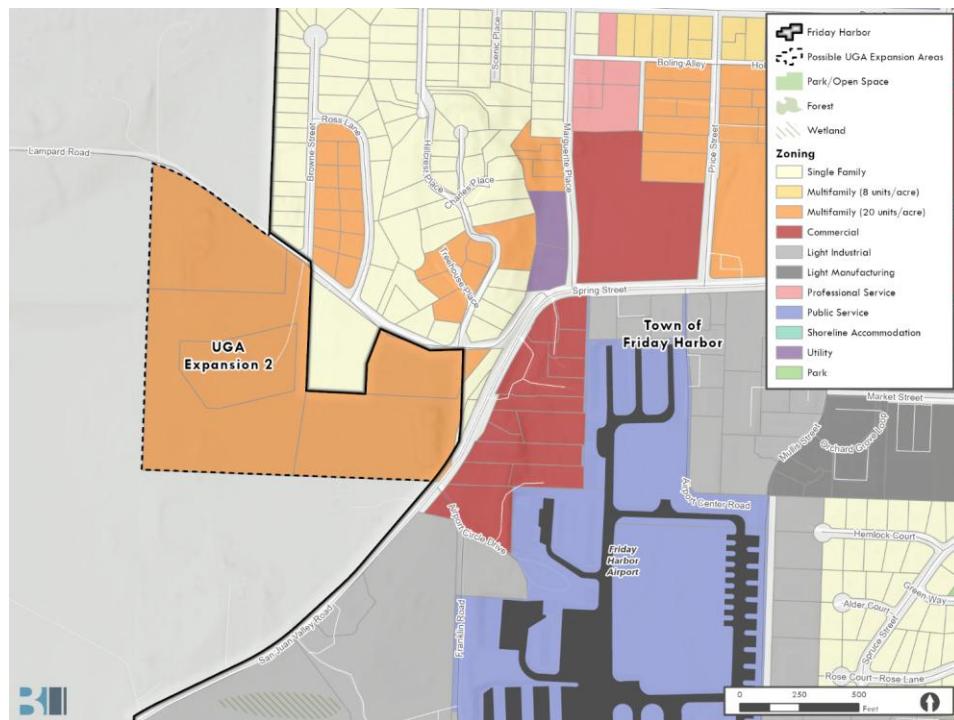
Zone	Net Parcel Acres	Vacant Net Acres	Underutilized Net Acres	Developed and Excluded Net Acres	Total Buildable Acres (Excludes Developed and Excluded Acres)	Employment Density Assumption (Jobs/Acre)	Net Employment Capacity - Vacant	Net Employment Capacity - Underutilized	Total Net Employment Capacity
	8.27	1.71	-	6.56	1.23	15.49	19	-	19
Light Industrial									

Source: BERK, 2025



Proposed UGA 2

Exhibit 17. Map of Proposed UGA 2- Draft Future Land Use



Background

Proposed UGA 2 is characterized by five large residential parcels on the West side of the town near the corner of San Juan Valley Road and Lampard Road. These parcels have high future development potential in the planning period given their size and status as either vacant or partially utilized. Currently the 3 parcels on the Western side of the proposed UGA expansion are under common ownership and adds the possible housing capacity in the town if the landowner chooses to develop. The southeastern parcel is currently vacant and would add 5.4 acres of multifamily capacity to the FHUGA. The northeastern parcel is excluded from the capacity calculation based on Town Staff recommendation to ensure a more accurate model. It is included in this UGA for continuity of the town border.

Exhibit 18. UGA Expansion Criteria Analysis – Proposed UGA 2

Criteria	Discussion
The area is already characterized by urban development	This area already has partially utilized single-family residential land. It is primarily undeveloped though it is utilized at a similar level to adjacent parcels within the Town's corporate limit.
The area is proximal to the Town of Friday Harbor corporate limits of areas characterized by urban development	This area is directly adjacent to the Town of Friday Harbor's corporate limits and other similar land uses.
The area has the ability to support urban levels of development	This area includes partially developed parcels which Town utilities should be able to support with small expansions to water, sewer, and solid waste systems.
The area does not contain extensive designated critical areas and it does not contain designated resource lands of long-term commercial significance. It does not contain other lands with limited development capability as defined in a land use inventory.	The lands are not of long-term commercial significance for resources, and do not contain extensive mapped critical areas. There is capacity for development.
The area contains natural or topographic features which may serve to define the boundaries of the Friday Harbor UGA.	The lands are all served by the same road and the boundary would create a logical service area.
In situations where the Town's land capacity is insufficient in meeting growth allocations in housing and employment, The area either increases housing and/or employment capacity or increases the Town's public service provision capabilities.	The Town's land capacity for developable multi-family residential parcels is currently insufficient. If the parcels within the proposed UGA were to be added to the FHUGA, there would be added capacity and additionally, the single-family residential parcels to the west of the property may be considered for future rezoning to multi-family (R-8) if the proposed UGA were adopted. This proposed UGA would not add employment capacity.
The area contains developed parcels under common ownership or uses that are not under common jurisdiction, and the proposed UGA would correct this administrative error. For example, the Friday Harbor Airport property is partially within the Town of Friday Harbor and partially outside of the Town of Friday Harbor.	The lands are not under common ownership. The UGA expansion would create a more serviceable boundary for this area that is partially utilized.

Source: San Juan County CWPP; 2020; BERK, 2025

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Size

The proposed UGA is 17.74 acres in total. 2.20 of which are developed or excluded and 15.54 of which is deemed "buildable". There is currently capacity for 79 additional housing units under current design standards and zoning code with opportunities for additional units if additional provisions are adopted.

Utilities

Utilities are not currently provided to this proposed UGA but would be if it were adopted into the FHUGA. Utilities include solid waste, sewer, and water. The 2020 wastewater management plan shows that upgrades to the existing wastewater treatment plant are necessary regardless of this proposed UGAs adoption. A sewer main extension and connections would be needed. Water resources are adequate to support this proposed UGA expansion per the 2013 Water System Plan. Solid waste facilities for the Town of Friday Harbor are currently adequate to support this proposed UGA expansion per the 2018 Solid Waste Management Plan, however additional collection days or packer trucks may be needed to accommodate growth regardless in the town regardless of where the growth occurs based on an increased number of solid waste customers.

Land Use Patterns

One parcel on the west side of this area is developed with a single-family home and one parcel is developed on the northeastern most corner of the area. The remaining parcels are vacant with redevelopment potential either as a large, splitable residential parcel or as a multi-unit residential development. The overall buildable acres of these proposed residential parcels is 15.54 acres.

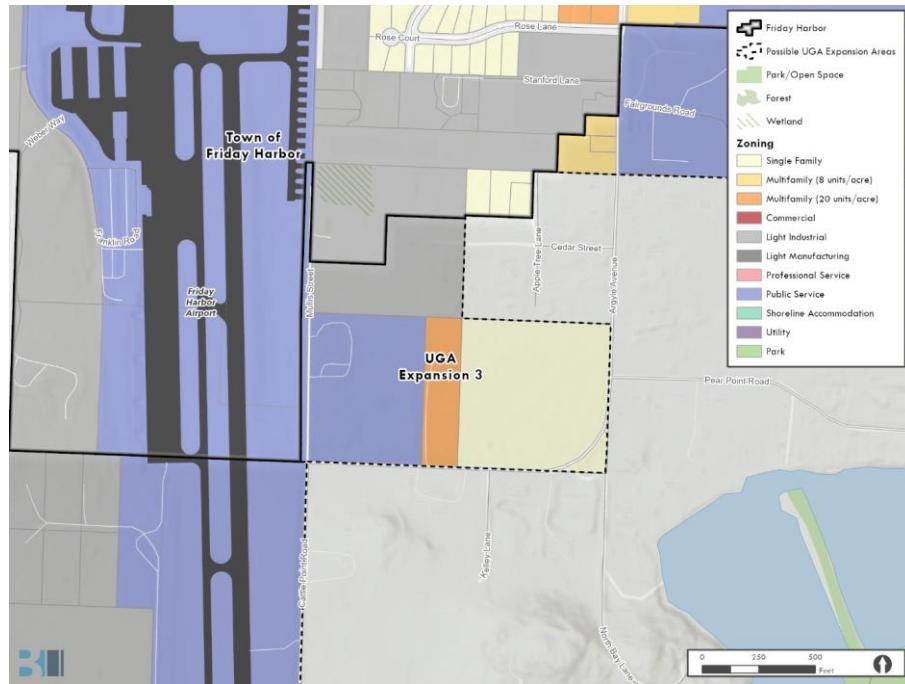
The proposed future land use of this site includes a full rezone of residential parcels to multi-family zoning to promote more housing development.

Summary

Proposed UGA 2 both in current land use and possible future land use would only partially help meet growth allocations for housing and would not support additional employment. This expansion would provide utility services to parcels in Unincorporated San Juan County which are already urban in nature, directly adjacent to existing corporate limits, and have some development potential. For these reasons, we recommend that the County consider adopting this area into the Friday Harbor UGA. There is no associated employment capacity increase if this area were to be adopted and therefore no capacity exhibit.

Proposed UGA 3

Exhibit 19. Map of Proposed UGA 3 – Draft Future Land Use



Source: BERK, 2025

Background

Proposed UGA 3 is characterized by four parcels directly south of current town corporate limits east of Mullis Street and the Friday Harbor Airport. Two of these parcels have future development potential in the planning period if they were to be zoned for residential after adoption.

Currently the parcel on the southwestern side of the proposed UGA is operated under public utility use as the station and administrative offices of the San Juan County Fire District 3 and owned by the Port of Friday Harbor. The parcel north of this is currently designated as light industrial. Both sites have development potential and may help the town meet future employment allocations from the County while the residential parcels of this proposed UGA have development potential and may help meet the housing allocations from the County. Additionally, this would serve to alleviate administrative mistakes with previous town boundaries excluding port owned properties under common use such as properties adjacent to the airport.

Exhibit 20. UGA Expansion Criteria Analysis – Proposed UGA 3

Criteria	Discussion
The area is already characterized by urban development	This area already has partially utilized single-family residential land that is utilized at a similar level to adjacent parcels within the Town's corporate limit.
The area is proximal to the Town of Friday Harbor corporate limits of areas characterized by urban development	This area is directly adjacent to the Town of Friday Harbor's corporate limits and other similar land uses.
The area has the ability to support urban levels of development.	This area includes partially developed parcels that may already be characterized as urban development. While utilities are not currently provided to these sites, Town water, sewer, and solid waste service provision is possible.
The area does not contain extensive designated critical areas and it does not contain designated resource lands of long-term commercial significance. It does not contain other lands with limited development capability as defined in a land use inventory.	The land does not contain extensive designated critical areas or designated resource lands. There is property that is capable of development.
The area contains natural or topographic features which may serve to define the boundaries of the Friday Harbor UGA.	It would include land facing the airport that has some relationship to that use.
In situations where the Town's land capacity is insufficient in meeting growth allocations in housing and employment, the area either increases housing and/or employment capacity or increases the Town's public service provision capabilities.	The Town's land capacity for developable multi-family residential parcels is currently insufficient. If the parcels within the proposed UGA were to be added to the FHUGA, there would be added capacity and additionally, the single-family residential parcels to the west of the property may be considered for future rezones if the proposed UGA were adopted. Additionally, the parcel currently housing the San Juan Island Fire and Rescue station may support additional airport facilities or employment capacity.
The area contains developed parcels under common ownership or use that are not under common jurisdiction and the proposed UGA would correct this administrative error. i.e. The Friday Harbor Airport property is partially within the Town of Friday Harbor and partially outside of the Town of Friday Harbor.	The southeasternmost parcel of this proposed UGA is currently owned by the Port of Friday Harbor. This UGA expansion would alleviate this past administrative error.

Source: San Juan County CWPP; 2020; BERK, 2025

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Size

The proposed UGA is 12.96 acres in which 10.53 acres are deemed “buildable” at least in part. 2.43 of these acres have potential to be converted to Moderate-Density Multi-Family and converted from excluded/developed to buildable and 7.07 acres may be zoned LDR to be consistent with current land use. There are 3.69 acres of developable land to support 54 additional jobs.

Utilities

Utilities are not currently provided to this proposed UGA but would be if it were adopted into the FHUGA. Utilities include solid waste, sewer, and water. The 2020 wastewater management plan shows that upgrades to the existing wastewater treatment plant are necessary regardless of this proposed UGA's adoption. A sewer main extension and connections would be needed. Water resources are adequate to support this proposed UGA expansion per the 2013 Water System Plan. Solid waste facilities for the Town of Friday Harbor are currently adequate to support this proposed UGA expansion per the 2018 Solid Waste Management Plan, however additional collection days or packer trucks may be needed to accommodate growth in the town regardless of where the growth occurs based on an increased number of solid waste customers.

Land Use Patterns

The main feature of this UGA expansion is the large Port of Friday Harbor-owned property which contains a San Juan County Fire District 3 station. Additionally, two residential parcels would be included in this UGA expansion. One of these is a developed parcel based on current land use while the other site is a vacant parcel that has redevelopment potential, either as a large, splitable residential parcel or as a multi-unit residential development.

Summary

This proposed UGA expansion would only partially help meet growth allocations for employment and housing but would provide utility services to parcels in Unincorporated San Juan County which are already urban in nature, directly adjacent to existing corporate limits, and have some development potential both for industrial and residential uses. Additionally, this proposed UGA expansion would alleviate past errors of corporate limits that resulted in Port-owned parcels near the existing Friday Harbor Airport to be under different jurisdiction. For these reasons, we recommend that the County consider adopting this area into the Friday Harbor UGA.

Exhibit 21. Summary of Capacity in Proposed UGA Expansion Area 3 - Draft Future Land Use

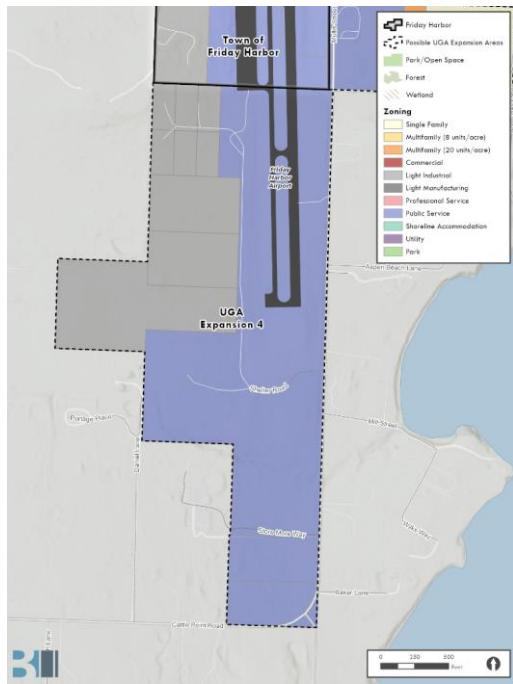
Zone	Net Parcel Acres	Vacant Net Acres	Underutilized Net Acres	Developed and Excluded Net Acres	Total Buildable Acres (Excludes Developed and Excluded Acres)	Employment Density Assumption (Jobs/Acre)	Net Employment Capacity - Vacant	Net Employment Capacity - Underutilized	Total Net Employment Capacity
Light Industrial	5.22	-	5.22	1.69	3.53	15.49	-	54	5.22

Source: BERK, 2025



Proposed UGA 4

Exhibit 22. Map of Proposed UGA 4- Draft Future Land Use



Source: BERK, 2025

Background

Proposed UGA 4 is characterized by several light industrial parcels to the West and the southern section of the Friday Harbor Airport runway along Hiking Trail and Shelter Road. All parcels in this proposed UGA including the partial runway parcel are owned by the Port of Friday Harbor. The westernmost parcels are zoned as light industrial and may help the town meet future employment allocations from the County if developed into additional support facilities for the Port of Friday Harbor. This proposed expansion would primarily serve to alleviate administrative mistakes with previous town boundaries excluding port owned properties under common use such as properties adjacent to the airport. The airport is considered an essential public use.

Exhibit 23. UGA Expansion Criteria Analysis – Proposed UGA 4

Criteria	Discussion
The area is already characterized by urban development	This area is under common use and ownership to adjacent Port-owned parcels to the North. It is in use for airport operations or related aviation uses.
The area is proximal to the Town of Friday Harbor corporate limits of areas characterized by urban development	This area is directly adjacent to the Town of Friday Harbor's corporate limits and other similar land uses.
The area has the ability to support urban levels of development	This area is already developed as part of the Friday Harbor Airport runway. Utility services are not currently provided to this area but there is capacity with a small amount of investment to provide these parcels with Town water, sewer, and solid waste services.
The area does not contain extensive designated critical areas and it does not contain designated resource lands of long-term commercial significance. It does not contain other lands with limited development capability as defined in a land use inventory.	The area does not contain extensive designated critical areas and it does not contain designated resource lands.
The area contains natural or topographic features which may serve to define the boundaries of the Friday Harbor UGA.	The airport serves as a feature that defines the south side of Town, and is consistent with the topography.
In situations where the Town's land capacity is insufficient in meeting growth allocations in housing and employment, the area either increases housing and/or employment capacity or increases the Town's public service provision capabilities.	The UGA change would allow a more serviceable public service boundary by including the full airport instead of partial inclusion.
The area contains developed parcels under common ownership or use that are not under common jurisdiction and the proposed UGA would correct this administrative error. i.e. The Friday Harbor Airport property is partially within the town of Friday Harbor and partially outside of the town of Friday Harbor.	All parcels of this proposed UGA are currently owned by the Port of Friday Harbor and have similar land use to the adjacent Port of Friday Harbor property. This UGA expansion would alleviate this past administrative error.

Source: San Juan County CWPP; 2020; BERK, 2025

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Size

The proposed UGA is 120.15 acres in which 29.5 acres are deemed “buildable” at least in part. Based on current employment density in light industrial areas, the light industrial parcels have estimated capacity for 457 additional jobs. While this is consistent across all light industrial areas of the city, the model used to estimate employment capacity by land use type does not distinguish parcels under common ownership with adjacent parcels which may not support the same number of new jobs as other light industrial parcels. Therefore, the estimate is an over calculation.

Utilities

Utilities are not currently provided to this proposed UGA but would be if it were adopted into the FHUGA. Utilities include solid waste, sewer, and water. The 2020 wastewater management plan shows that upgrades to the existing wastewater treatment plant are necessary regardless of this proposed UGA's adoption. A sewer main extension and connections would be needed. Water resources are adequate to support this proposed UGA expansion per the 2013 Water System Plan. Solid waste facilities for the Town of Friday Harbor are currently adequate to support this proposed UGA expansion per the 2018 Solid Waste Management Plan, however additional collection days or packer trucks may be needed to accommodate growth regardless in the town regardless of where the growth occurs based on an increased number of solid waste customers.

Land Use Patterns

The main feature of this UGA expansion is the southern portion of the Port of Friday Harbor-Airport. This parcel's current land use is designated as public service use. Additional parcels' current land uses are light industrial.

Summary

The main purpose of this proposed UGA expansion would be to alleviate past errors of corporate limits that resulted in Port-owned parcels near the existing Friday Harbor Airport to be under different jurisdictions. For these reasons, we recommend that the County consider adopting this area into the Friday Harbor UGA.

Exhibit 24. Summary of Capacity in Proposed UGA Expansion Area 4 - Draft Future Land Use

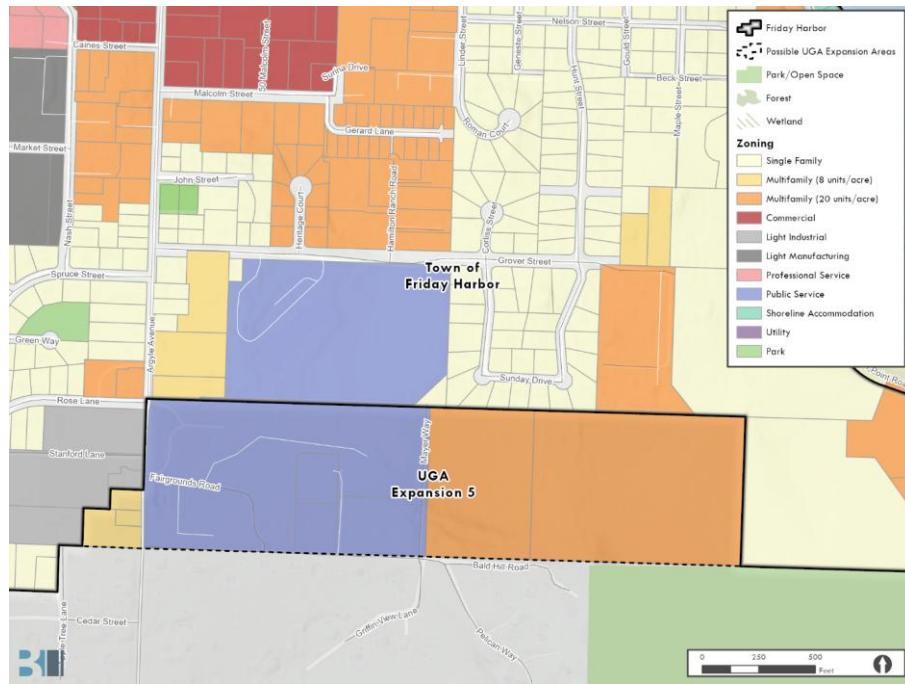
Zone	Net Parcel Acres	Vacant Net Acres	Underutilized Net Acres	Developed and Excluded Net Acres	Total Buildable Acres (Excludes Developed and Excluded Acres)	Employment Density Assumption (Jobs/Acre)	Net Employment Capacity - Vacant	Net Employment Capacity - Underutilized	Total Net Employment Capacity
Light Industrial	41.01	41.01	-	-	29.53	15.49	457	-	457
Public Service	93.06	-	-	93.06	-	0.36	-	-	-

Source: BERK, 2025



Proposed UGA 5

Exhibit 25. Map of Proposed UGA 5 – Draft Future Land Use



Source: BERK, 2025

Background

Proposed UGA 5 is characterized by six parcels directly south of current town corporate limits north of Dougherty Lane and Bald Hill Road. Two of these parcels have high future development potential in the planning period given their size and status as either vacant or partially utilized if converted to Moderate-Density Multi-Family Residential parcels. Currently all parcels on the Western side of the proposed UGA have public use as their current land use and include the San Juan County Fairgrounds. All public use parcels are excluded from the capacity model. This proposed UGA expansion includes other associated public use facilities as well.

Exhibit 26. UGA Expansion Criteria Analysis – Proposed UGA 5

Criteria	Discussion
The area is already characterized by urban development.	While there are several vacant and partially utilized parcels on the land, many of the residential parcels are developed and meet criteria for urban development.
The area is proximal to the town of Friday Harbor corporate limits of areas characterized by urban development.	The proposed area is adjacent to the town of Friday Harbor on the southern boundary of the town corporate limits with similar land use to nearby parcels within town limits.
The area has the ability to support urban levels of development.	Utility providers have adequate capacity to meet the demand posed by this expansion. Water services are already provided to this proposed UGA but sewer and solid waste services are not currently provided.
The area does not contain extensive designated critical areas and it does not contain designated resource lands of long-term commercial significance. It does not contain other lands with limited development capability as defined in a land use inventory.	The area does not contain extensive designated critical areas and it does not contain designated resource lands. Some development capacity is possible.
The area contains natural or topographic features which may serve to define the boundaries of the Friday Harbor UGA.	The pattern of current development is consistent with the adjacent Town and inclusion of the San Juan County fairgrounds may help to more clearly define the boundaries of the Town.
In situations where the town's land capacity is insufficient in meeting growth allocations in housing and employment, the area either increases housing and/or employment capacity or increases the Town's public service provision capabilities.	The proposed future land use of the residential parcels of this proposed UGA expansion would help the town to meet its growth allocations.
The area contains developed parcels under common ownership or uses that are not under common jurisdiction, and the proposed UGA would correct this administrative error. For example, the Friday Harbor Airport property is partially within the Town of Friday Harbor and partially outside of the Town of Friday Harbor.	The area contains the fairgrounds and other institutional uses as well as residential and undeveloped lands. It would allow for a serviceable boundary.

Source: San Juan County CWPP; 2020; BERK, 2025

Commented [LG23]: Verify what I wrote about critical areas etc.

Commented [KR24R23]: This is correct, there are no critical areas in this proposed UGA.

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Size

The proposed UGA is 17.08 acres in which 10.08 acres are deemed “buildable” at least in part as Moderate-Density Multi-Family Residential parcels.

Utilities

Sewer and Solid Waste utilities are not currently provided to this proposed UGA. Utility extension is possible if the area were added to the FHUGA. The 2020 wastewater management plan shows upgrades to the existing wastewater treatment plant are necessary regardless of this proposed UGA's inclusion. To serve Proposed UGA #6, a sewer main extension and connections from residential and commercial structures would be needed. Water resources are adequate to support this proposed UGA expansion per the 2013 Water System Plan. Solid waste facilities for the Town of Friday Harbor are currently adequate to support this proposed UGA expansion per the 2018 Solid Waste Management Plan; however additional collection days or packer trucks may be needed to accommodate growth in the town regardless of where the growth occurs based on an increased number of solid waste customers.

Land Use Patterns

The main feature of this UGA expansion is the San Juan County Fairgrounds. Additional vacant and partially developed residential properties provide consistent land use when compared to nearby parcels and potential added capacity multi-family development adjacent to the Friday Harbor Elementary School and existing multi-family parcels.

The draft future land use map of this area does not change the land uses but rather would alter the land uses of adjacent parcels that are currently within town limits. These rezoned parcels would help to create a stepwise density increase that would ensure that the higher density parcels of this potential UGA expansion area were not jarring to the neighborhood and blended with surrounding land uses.

Summary

This proposed UGA expansion would require some improvements to utility infrastructure in order to provide utility services to these potential new developments. The capacity for multi-family housing is dependent on adopting capacity-increasing provisions but would be increased nonetheless by adopting this proposed area into the FHUGA. This part of the expanded UGA may help the town reach the low- and extremely low-income requirements of the GMA allocations. Additionally, adding the Fairgrounds to the FHUGA would alleviate the administrative uncertainty about utility use and create consistency between current and future use of the Fairgrounds. For these reasons, we recommend that the County consider adopting this area into the Friday Harbor UGA. There is no associated employment capacity increase if this area were to be adopted and therefore no capacity table.