

2018

2018 Comprehensive Plan

TOWN OF FRIDAY HARBOR

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Town of Friday Harbor

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Table of Contents

Chapter 1.....	1-1
Introduction	1-1
Chapter 2.....	2-1
The GMA Process	2-1
The Joint Planning Policy.....	2-1
Visioning.....	2-2
Town of Friday Harbor Vision Statement	2-4
Community Goals.....	2-5
Chapter 3.....	3-1
Land Use.....	3-1
Urban Growth	3-2
Population and Land Supply	3-5
Land Use Designations	3-5
Residential Development.....	3-8
Commercial Development	3-8
Downtown Core	3-9
Public Service Development	3-10
Industrial Development	3-11
Shoreline Land Use	3-12
Open Space and Recreation.....	3-13
Environment	3-15
Historic and Cultural Resources.....	3-17
Chapter 4.....	4-1
Housing	4-1
Housing Demographics	4-1
Chapter 5.....	5-1
Transportation	5-1
Existing Transportation System	5-1
Future Transportation Needs.....	5-6
Finance	5-8
General Goals and Policies.....	5-11
General Level of Service (LOS)	5-11

Financing	5-12
Air Transportation.....	5-14
Marine Transportation.....	5-15
Land Transportation.....	5-18
Chapter 6.....	6-1
Capital Facilities	6-1
General Goals and Policies.....	6-2
Water Supply.....	6-3
Wastewater.....	6-9
Storm Drainage	6-13
Solid Waste	6-16
Emergency Medical Service	6-20
Criminal Justice/Law Enforcement	6-21
Fire Protection	6-23
Public Schools.....	6-24
Medical Services.....	6-25
Finance	6-26
Chapter 7.....	7-1
Utilities	7-1
Existing Utilities.....	7-1
Utility Goals.....	7-3
Utility Policies.....	7-4
Chapter 8.....	8-1
Parks and Recreation	8-1
Future Park and Recreation Needs	8-2
Chapter 9.....	9-1
Economic Development.....	9-1
Economic Development Vision, Strategies, and Actions	9-7
Policies	9-9
Chapter 10.....	10-1
Administration	10-1
Goals	10-1
Policies: Town Council.....	10-1

Policies: Planning Commission.....	10-2
Appendix A.....	114
Glossary of Terms.....	114
Appendix B	125
San Juan County & Town of Friday Harbor: Joint Planning Policy	125
Policies for Designation of an Urban Growth Area	125
Policies for Joint County and Town Planning, and Policies for Promotion of Contiguous and Orderly Development.....	126
Policies for Siting Essential Public Capital Facilities of County or State-Wide Significance	128
Policies for Transportation Facilities and Strategies.....	130
Policies for Affordable Housing.....	131
Policies for Economic Development and Employment.....	132
Town of Friday Harbor Watershed Management.....	132
Analysis of Fiscal Impacts.....	132
Appendix C	134
Friday Harbor Urban Growth Area Management Agreement.....	134

Chapter 1

Introduction

Overview

In 1990, the Governor signed legislation that significantly changed the process for land use planning in the State of Washington. The Growth Management Act (GMA) requires counties, cities, and towns to prepare and adopt comprehensive plans, and development regulations to implement them.

The Town of Friday Harbor 2002 Comprehensive Plan was developed in accordance with Section 36.70A.070 of the Growth Management Act and it represents the community's policy plan for growth and development over the next 20 years.

Local Decision Making

The GMA invests local government with significant decision-making powers. The Town was asked to identify the concerns and goals of the community, to prioritize those goals, and to plan for how those goals will be achieved. While the GMA established complex requirements and a long list of tasks, the outcome of the effort is in the hands of the Town.

During the last several decades, San Juan County experienced one of the highest rates of population growth in the state of Washington. Friday Harbor has seen the effects of this continuing growth manifested in the demands for important capital facilities and services. Examples include water supply, wastewater, and the state ferry system. Moreover, an increasing number of policy and regulatory decisions affecting those facilities are being made at the federal, state, and regional level. By clearly articulating a plan for the community, the Town can be informed about the effects of its policy decisions and express community concerns to regional, state, and federal agencies.

In addition, the GMA requires that state agencies comply with local comprehensive plans and development regulations. Therefore, the Comprehensive Plan and implementing regulations allow the Town to assert local control over certain issues with the assurance that state agencies will respect its decisions in a way that will protect the Town's character, scale, and identity.

Local Dialogue and Coordination

The Town of Friday Harbor is an interdependent part of the greater San Juan Island community. At the level of local governance, this translates into the increasing need for close coordination of long-term planning efforts between the two agencies most affecting the community: The Town of Friday Harbor and San Juan County.

Friday Harbor is the transportation gateway and center of commerce for San Juan Island. The ferry terminal, numerous businesses, government agencies, and community organizations serving the entire island population are located within Town of Friday Harbor limits. In addition to this

year-round role, the Town and the island are also major destinations for seasonal residents and visitors.

These characteristics and trends have resulted in several impacts to the Town resulting from external forces. Those impacts are having a profound effect on the Town's land use pattern, transportation network, and capital facilities. Even though many of the impacts to the Town are island-wide in nature there has, historically, been no mechanism in place to ensure those issues are addressed and resolved by the Town and County.

With the GMA, there are now specific requirements in place to ensure dialogue and coordination between Friday Harbor and San Juan County on growth management issues, including:

- Joint policies, agreed to by the Town and County, to guide development of their comprehensive plans and ensure that common issues are addressed in a consistent manner;
- Agreement by the Town and County on the boundaries of the Urban Growth Area;
- Agreement by the Town and County on how new urban development in the Urban Growth Area will be served by capital facilities and services;
- Agreement by the Town and County on management of the Urban Growth Area, including land use and the provision of capital facilities and services;
- Consistency of the Town and County comprehensive plans; and
- A means of resolving disputes in areas in which the Town and County cannot reach agreement.

Requirements

The GMA has changed the process for guiding the development of comprehensive plans by establishing 13 statewide goals with which local comprehensive plans and subsequent land use regulations must be consistent. The goals were established in the following areas:

- Urban Growth
- Sprawl
- Transportation
- Housing
- Economic Development
- Property Rights
- Permits
- Natural Resource Industries
- Open Space and Recreation
- Environment
- Citizen Participation and Coordination
- Public Facilities and Services
- Historic Preservation

The Town's comprehensive plan must contain the following elements:

- Land Use
- Housing
- Economic Development
- Parks and Recreation
- Capital Facilities

- Utilities
- Transportation

The Town must demonstrate how the capital facilities needed to support the development envisioned by the comprehensive plans will be provided and paid for.

- Comprehensive plans of San Juan County, and the Town of Friday Harbor, must be consistent with one another.
- Counties and cities or towns must agree on Urban Growth Areas "within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature." The Urban Growth Area must be able to accommodate growth that is expected to occur over 20 years.
- Counties and cities or towns must jointly adopt countywide planning policies that establish guidelines on how their comprehensive plans will be developed to be consistent.
- Local governments are required to establish processes for "early and continuous" public participation in the GMA planning process.

Organization

The Town of Friday Harbor Comprehensive Plan is organized into the following chapters:

Chapter 1 explains why and how Friday Harbor is planning under the GMA.

Chapter 2 contains a detailed description of the steps in the planning process under which the Comprehensive Plan was developed.

Chapter 3 contains the Land Use Element designating the proposed general distribution and general location of appropriate land uses.

Chapter 4 contains the Housing Element that ensures the vitality and character of established residential neighborhoods.

Chapter 5 contains the Transportation Element

Chapter 6 contains the Capital Facilities Element.

Chapter 7 contains the Utilities Element.

Chapter 8 contains the Parks & Recreation Element.

Chapter 9 contains the Economic Development Element.

Chapter 10 contains policies on administration of the Friday Harbor Comprehensive Plan.

The **Appendices** contain:

- A. Glossary of Terms
- B. Joint Planning Policy
- C. Friday Harbor Urban Growth Area Management Agreement

Chapter 2

The GMA Process

Overview

This chapter describes the process used by the Town of Friday Harbor to develop its Comprehensive Plan. Friday Harbor uses an integrated GMA/State Environmental Policy Act (SEPA) process in its comprehensive planning effort to meet its GMA and SEPA requirements through a single, unified process. Key features of the integrated process include: public participation, documenting existing conditions, establishing goals and objectives, developing plan alternatives, identifying potential impacts and mitigation measures, and preparing documents.

An important common feature of Friday Harbor's process is public participation. GMA requires, and SEPA encourages, early and continuous public participation in the development and amendment of comprehensive plans and development regulations. Further, GMA's Procedural Criteria strongly recommend communities undertake a "visioning" process to identify common community values and ideals, and to describe an image of the community's future. In addition, SEPA requires notice, public comment, agency coordination, public meetings, and public hearings. Friday Harbor designed its GMA planning process to comply with these requirements and recommended guidelines.

Process

The key steps and features of Friday Harbor's GMA planning process are summarized in the following sections. Although there was overlap in many of the steps and features over time, they are presented in the general sequence in which they occurred during the planning process. Those key steps and features include:

- The Joint Planning Policy
- Visioning
- Interim Critical Area Regulations
- Major Plan Objectives
- Urban Growth Study Area
- Interim Urban Growth Area
- Comprehensive Plan Alternatives
- Expanded Scoping
- Land Use Goals and Policies
- SEPA Impact Analysis
- The Proposed Comprehensive Plan

The Joint Planning Policy

Overview

GMA required development and adoption of countywide planning policies in all counties planning under the Act. Within each county, cities or towns and the county were to develop and adopt written policy statements (joint policies) that promote consistency between their comprehensive plans, and coordination of their planning efforts.

Process

In October of 1991 the Board of County Commissioners and the Friday Harbor Town Council signed an agreement to develop joint planning policies in accordance with requirements of GMA. Between October and December of 1991, a joint task force developed a preliminary proposal for presentation to the Town and County Planning Commissions.

The Town and County Planning Commissions held joint work sessions during the period from January through May 1992 to consider the draft policies. A joint public hearing was held by the two planning commissions on June 12, 1992. The Town and County planning commissions each voted unanimously to recommend adoption of the Joint Planning Policy by the Board of County Commissioners and Town Council.

The Board of County Commissioners and Town Council held a joint work session on June 12, 1992 to consider the recommendations of the County and Town Planning Commissions. On June 30, 1992, they held a joint public hearing on the proposed Joint Planning Policy.

At the close of the joint public hearing, the Town Council unanimously passed a motion to support a resolution of the Board of County Commissioners to adopt the policies. On July 7, 1992 the County Commissioners adopted the Joint Planning Policy (see APPENDIX B for complete text).

Features

The Joint Planning Policy contains policies intended to guide the planning process for Friday Harbor and San Juan County. Those policies address the following issues:

- Urban growth area designations and distribution of population forecasts
- The means to promote contiguous and orderly development and provision of urban services
- Siting of public facilities of county or state significance
- Transportation facilities and strategies
- Affordable housing
- Joint procedures for planning and annexation within urban growth areas
- Economic development
- Analysis of fiscal impacts

Visioning

Overview

GMA requires local governments planning under the Act to establish a process of "early and continuous" public participation in the development of the comprehensive plan. The State of Washington's GMA guidelines strongly recommend "visioning" to broadly define the future hoped for by local communities. Visioning is "a process of citizen involvement to determine values and ideals for the future of a community and to transform those values and ideals into manageable and feasible community goals."

Process

Early in 1992, the Friday Harbor community began its own visioning process. The visioning process was guided by the Comprehensive Plan Committee that included the Mayor, members of the City Council, Planning Commission, Town Administrator, and other Town staff.

The visioning process included a series of workshops leading to a vision statement and set of community values for the Friday Harbor community. The vision statement and related community values are intended to guide development of the new Friday Harbor Comprehensive Plan. A summary of the workshops is presented below.

February 27, 1992

This workshop focused on the requirements of the Growth Management Act (GMA). Butler & Associates distributed a Comprehensive Plan Workbook to each committee member and an overview of the key features of the GMA and its relation to the process of developing the Town's Comprehensive Plan.

At the end of the meeting, 35 mm slide film was distributed to each committee member with instructions for developing a photographic record of community character. The slides would be compiled and presented at the next workshop as a means focusing on community character and values.

March 12, 1992

The results of the Committee's photographic exercise were presented. The consultants presented selected slides taken by each member and asked them to share their impressions on community character. The comments were recorded as a basis for defining community values.

April 9, 1992

This workshop focused on Friday Harbor's Urban Growth Area, as required by GMA. Butler & Associates presented a video of areas at and adjacent to the Town's boundaries. The Committee's discussion focused on criteria for defining the Urban Growth Area boundaries including water and sewer service, levels of development, existing land use designations, and the role of the County and Port of Friday Harbor.

The objective of the meeting was to define a preliminary study area which included the U.W. Labs on the north, the County-designated Suburban lands on the west, the airport to Cattle Point Road on the south, Turn Point/Pear Point on the east, and Brown Island.

April 23, 1992

The focus of the fourth workshop was planning tools available to implement the Comprehensive Plan. Butler & Associates presented an overview of various planning tools, noting that GMA required the use of "innovative techniques" for implementing plans. Techniques discussed by the Committee include traditional zoning, performance zoning, master plan area, performance standards, mixed use, clustering, transfer of development rights, housing distribution schedule, and incentives.

February 10, 1993

The focus of the fifth workshop was to affirm the Committee's views on community character and identify community values by each of the 13 GMA goals. Butler & Associates presented the slides that were part of the previously completed photo exercise conducted by the Committee. Discussion focused on features that were important to community character. The consultants then asked the Committee to identify and discuss community values associated with each of the 13 GMA goals.

January 31, 2002

During the Comprehensive Plan Amendment Cycle for 2002, the Town Council requested the Planning Commission investigate adding “tourism” to the Vision Statement. During the Planning Commission meeting, discussion was limited to only the “tourism” aspect of the Vision Statement. The Commission thoughtfully considered the request and recommended a change in the text to include the word “visitors”.

October 17, 2013

During the Comprehensive Plan Amendment Cycle for 2013, changes to the Town’s Vision Statement expanded upon the 2002 amendment and brought it up to date with the current conditions in Town.

[**Town of Friday Harbor Vision Statement**](#)

The following is the Vision Statement for Friday Harbor with the 2013 amendments:

“Friday Harbor is the center of government, finance, commerce, culture, education and health care on San Juan Island. It is also the County seat and gateway to San Juan Island for tourists and visitors. The Town provides a safe, friendly, small-town experience while retaining its character as an authentic working seaport.

Friday Harbor nurtures a progressive, active, culturally-literate, and self-sufficient community. The Town promotes standards that protect quality of life and essential services. It must responsibly accommodate economic development and growth, including appropriate forms of affordable housing. The Town must protect access to and enjoyment of its scenic vistas for residents and visitors alike and safeguard indigenous wildlife in their natural aquatic and land environments.

Friday Harbor aspires to maintain high quality parks, recreation, public safety, and utilities and should promote efficient transportation options that will grow with the community. The Town should bolster its reputation as a world-class travel destination.

Friday Harbor should continue to utilize the entrepreneurial spirit and generous commitment of its citizens, business owners and civic organizations to guide our future economic development, planning and growth policies. In doing so the Town must

nurture the delicate balance between protecting and preserving the community's history, identity and heritage while meeting the evolving needs of a changing economy."

This Vision Statement emerged from the efforts to identify community values. Throughout the effort, the recurring theme was of a small town, rural atmosphere, and the sense of security that appears to be inherent in that context. Adults and young people alike desire to maintain this as the community grows and expands to embrace its future.

The visioning process, vision statement, and community values are discussed in detail in the report titled Visioning Report - Town of Friday Harbor Comprehensive Plan that was adopted by resolution of the Town Council. The original Visioning Report is on file at Town Hall.

Community Goals

Community Identity and Scale

- Maintain the sense of community, safety, peace, and individuality.
- Perpetuate the Town's compact, village character.
- Perpetuate the Town's historic character and traditions.

Air and Water Quality

- Maintain high clean air and water standards

Land Management

- Preserve personal property rights, promote well designed development, and protect the natural environment.
- Encourage affordable housing and public services.

Public Facilities

- Ensure water, sewer, fire protection, and other capital facilities are adequate to serve the needs of existing and future development.
- Support multi-modal transportation and pedestrian movement throughout the Town.

Employment and Economic Development

- Expand education and training opportunities that relate to the needs of business and industry.
- Expand infrastructure for communication and information systems required to attract and support technology-based businesses.
- Support for home occupations.

Recreation and Cultural Facilities

- Encourage the placement of facilities that provide year-round recreation and cultural opportunities in appropriate zones.

Conservation of Resources

- Provide information about current conservation methods, public services, grants, and other special programs.
- Encourage conservation measures through related incentive programs.
- Allow modification of building codes to accept innovative designs and proven conservation technology.
- Require proven conservation technology when the outcome is determined to be of significant benefit to the community

Chapter 3

Land Use

Purpose

The Land Use Element of the Friday Harbor Comprehensive Plan has been developed in accordance with section 36.70A.070 of the Growth Management Act (GMA) to address land use issues in the Town of Friday Harbor and its Urban Growth Area. It represents the community's policy plan for growth during the next 20 years. The Land Use Element describes how the goals of the other plan elements will be implemented through land use policies and regulations. Thus, the Land Use Element provides an overall framework for the Comprehensive Plan.

The Land Use 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 Land Use Element specifically considers management of the Urban Growth Area; population trends and projections; the distribution and location of land uses; the appropriate density and intensity of land uses given current trends and community goals; the protection of critical areas, natural resources, water quality and open space; and preservation of cultural and historic resources.

Land Use Issues

On San Juan Island, the annual average rate of growth from 1960 to 1990 was 4.46%. The Town of Friday Harbor's growth rate was somewhat less, ranging from 2.73% to 3.3% between 1960 to 1990. From 1990 to 1995, the Town's growth rate averaged 3.94% and from 1995 to 2001 the Town experienced a drop in its growth rate to an average of 1.4%.

Friday Harbor is the transportation gateway and center of commerce for San Juan Island. In addition to this year-round role, the Town and the island are destinations for seasonal residents and visitors. Seasonal visitation is expanding and difficult to predict.

These characteristics and trends are having a profound effect on the Town's land use pattern, transportation network, and capital facilities. Several droughts exacerbated an already limited Town water supply resulting in emergency conservation measures in 1994. The wastewater treatment facility, which used to be out of compliance during the peak summer months, required costly upgrades resulting in significant utility rate increases. Substantial demand is placed on the Town's roadway system each time a ferry unloads heavy vehicle and pedestrian traffic. Because a majority of those who place demands on the Town's infrastructure are visitors or residents who live outside of Town, the existing tax base is not large enough to adequately fund necessary municipal services.

Housing characteristics also reflect these trends. The median household income in Friday Harbor (\$46,964) is significantly lower than San Juan County (\$72,383) as indicated by the U.S. Census Bureau American Community Survey 5-year estimate for 2012-2016. Per the 2010 Census, the average household size is 2.05 for both the Town of Friday Harbor and San Juan County.

The Town of Friday Harbor is currently not constrained by the availability of land for new development. However, the community is concerned about the Town's ability to pay for needed

infrastructure, the ability of its residents to pay for those improvements, as well as diminishing affordability of housing on both San Juan Island and in Friday Harbor. Careful integration of the Land Use, Transportation, Capital Facilities and Housing elements will be essential to address these concerns and achieving the community's goals as articulated in the Vision Statement.

Urban Growth

Introduction

The boundaries of Friday Harbor's Urban Growth Area (UGA) are shown in Figure 3-2. The UGA boundary includes lands within the existing corporate limits of Friday Harbor and those lands that the Town expects to provide with urban services during the 20-year planning period. The shape of the boundary was based primarily on the Town's recommended 20-year population growth rate, existing patterns of development, and the ability of the Town to provide timely and adequate capital facilities and services. Other considerations included the protection of critical areas, and in providing an adequate supply of land to maintain housing affordability.

Goals

UGA-1 Eliminate the inappropriate conversion of undeveloped land into sprawling, low-density development.

UGA-2 Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

UGA-3 Preserve the compact, pedestrian character of Friday Harbor.

UGA-4 Work with San Juan County to provide an orderly transition land use zone from Town to County around the perimeter of the Town of Friday Harbor.

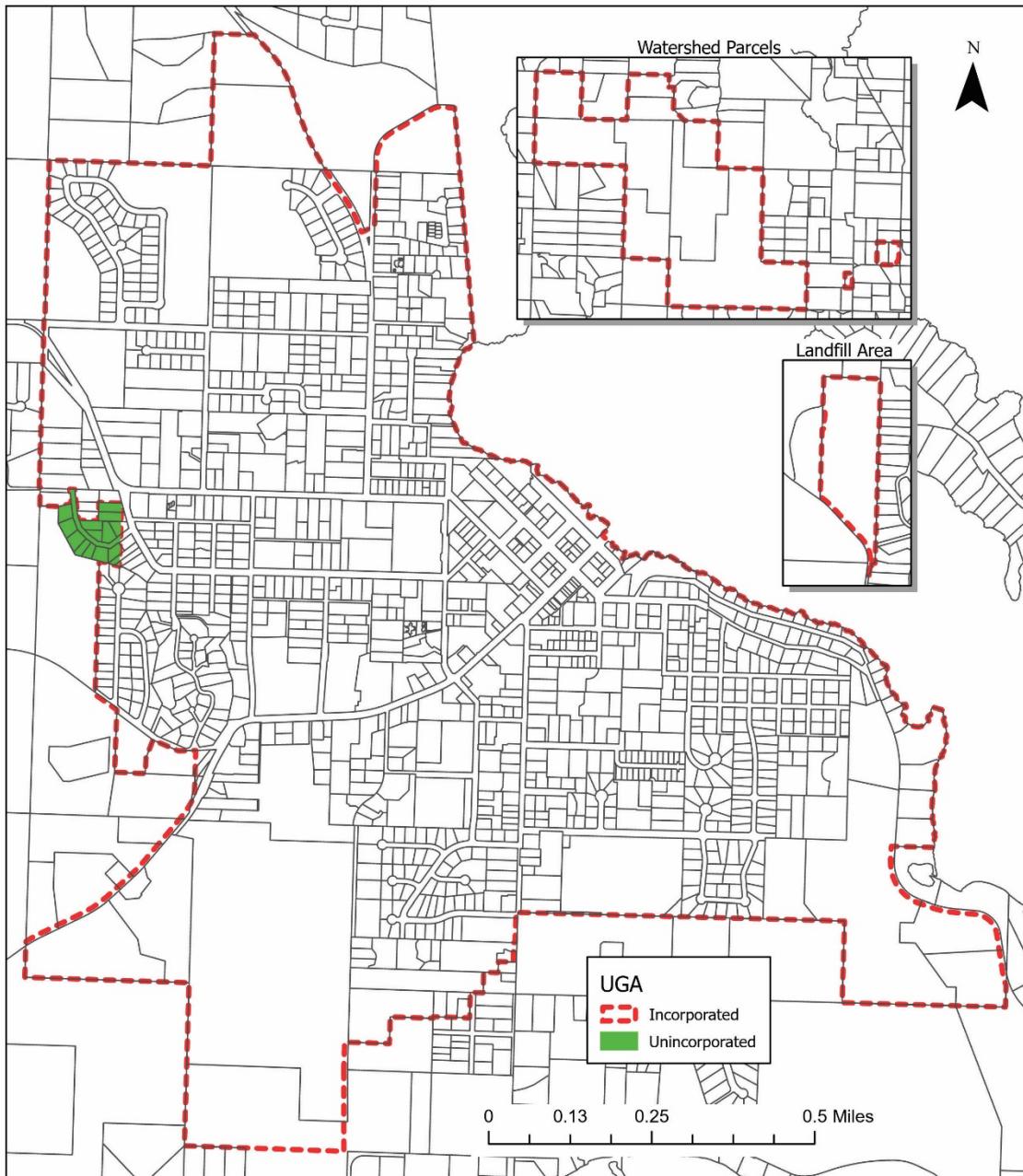
UGA-5 Identify areas where future growth can occur and provide appropriate zoning to control sprawl.

UGA-6 Coordinate efforts with San Juan County to control sprawl in the designation of the Friday Harbor Urban Growth Area, and the management of development within that area.

UGA-7 Accommodate future growth through increased intensities and densities in some areas as a trade-off for low density development in others.



Town of Friday Harbor - Comprehensive Plan
Figure 3-1: Urban Growth Area



Please contact the Town of Friday Harbor Community Development & Planning Department to verify information about a specific parcel; this map is intended for reference only and is not guaranteed to survey accuracy. Source: Town of Friday Harbor GIS (2020) and San Juan County GIS (2019). Author: C. Holman
Adopted: 01/16/2020 by Ord. No. 1685, Effective: 02/01/2020

Figure 3-1: Town of Friday Harbor Urban Growth Area (UGA)

UGA-8 Provide a pleasant residential environment for the people of Friday Harbor.

UGA-9 Ensure sufficient land is provided for facilities such as parks, schools, water, wastewater, and transportation to meet current demand and the demands of growth based on the Town's adopted growth rate.

UGA-10 Promote the availability of affordable land to serve the needs of the community.

UGA-11 Preserve the village character of the Friday Harbor community.

UGA-12 Use development regulations and permit conditions to minimize land use conflicts within the Town's UGA.

UGA-13 Maintain the character of the Town by protecting historic and cultural resources in a manner consistent with the Town's vision statement.

UGA-14 Direct growth within the UGA in a manner that implements Friday Harbor's vision statement and minimizes impacts to Town residents and landowners.

General Policies

UGA-15 If Town growth continues and annexation is requested, the area to be annexed should conform to the land use pattern of the Town.

UGA-16 Minimize land use conflicts in the Friday Harbor Urban Growth Area using appropriate buffering, and by ensuring compatibility among residential, commercial, and industrial land uses.

UGA-17 Residential densities should be achieved through a variety of means including, but not limited to, minimum lot sizes, and encouraging a variety of housing types.

Urban Growth Area Policies

UGA-18 The boundaries of the Friday Harbor Urban Growth Area should reflect the abilities of the Town and other service purveyors to provide urban levels of facilities and services during the 20-year planning period.

UGA-19 Within the Friday Harbor Urban Growth Area, long range growth management planning should be conducted in accordance with the Friday Harbor Urban Growth Area Management Agreement (see appendix), and ongoing review and approval of land use and development permits should be consistent with development regulations contained in the Friday Harbor Municipal Code.

UGA-20 Within any additional Urban Growth Areas on San Juan Island, the County should provide for and finance all necessary urban capital facilities and services, and coordinate with the Town activities related to long range growth management planning, and review and approval of all land use and development permits.

Population and Land Supply

Introduction

GMA requires that Friday Harbor's Urban Growth Area be of sufficient size to accommodate urban growth which is expected over the next 20 years. Population data is a vital tool in the GMA planning process. Characteristics of population such as size, distribution, density, and rate of growth have a profound effect on housing availability, the demand for public services and facilities, roads and transportation, and economic growth. Decisions and assumptions regarding future population have a significant effect on the size of Friday Harbor's urban growth area, and the amount of land required to accommodate future residential, commercial, and industrial development.

The Friday Harbor Planning Commission and Town Council reviewed and discussed the population trends for San Juan County, San Juan Island, and the Town of Friday Harbor, as well as projections prepared by OFM and other agencies. The Planning Commission and Town Council agreed on an average annual population growth rate of 1.4% for the Friday Harbor Comprehensive Plan.

Population Projections

Based on the Town of Friday Harbor's adopted annual growth rate of 1.4% and decennial census counts, the population in the Town is projected to increase from 2,416 in 2018 to 3,191 in 2038, and the unincorporated Urban Growth Area's population is projected to increase from an estimated 18 in 2018 to 25 in 2038. See more about Population Projections in Chapter 4.

Policies

PLS-1 The Friday Harbor Urban Growth Area should be able to accommodate an average annual population increase of 1.4% for the next 20 years, from 2,416 in 2018 to a population of 3,191 in 2038.

PLS-2 In order to minimize restrictions on the supply of urban land and offset rising housing costs, the Friday Harbor Urban Growth Area should be able to accommodate growth which is 20% greater than projected, or an estimated 20-year population increase of 775.

PLS-3 Planning, design and financing of public capital facilities and services within the Friday Harbor Urban Growth Area, including roads, water, sewer, and drainage, should be undertaken cooperatively by Friday Harbor and San Juan County in accordance with the Friday Harbor Urban Growth Area Management Agreement (see appendix).

PLS-4 Friday Harbor should revise its plans for capital facilities and services every five years to reflect recent trends in annual population growth and revised population projections.

Land Use Designations

Introduction

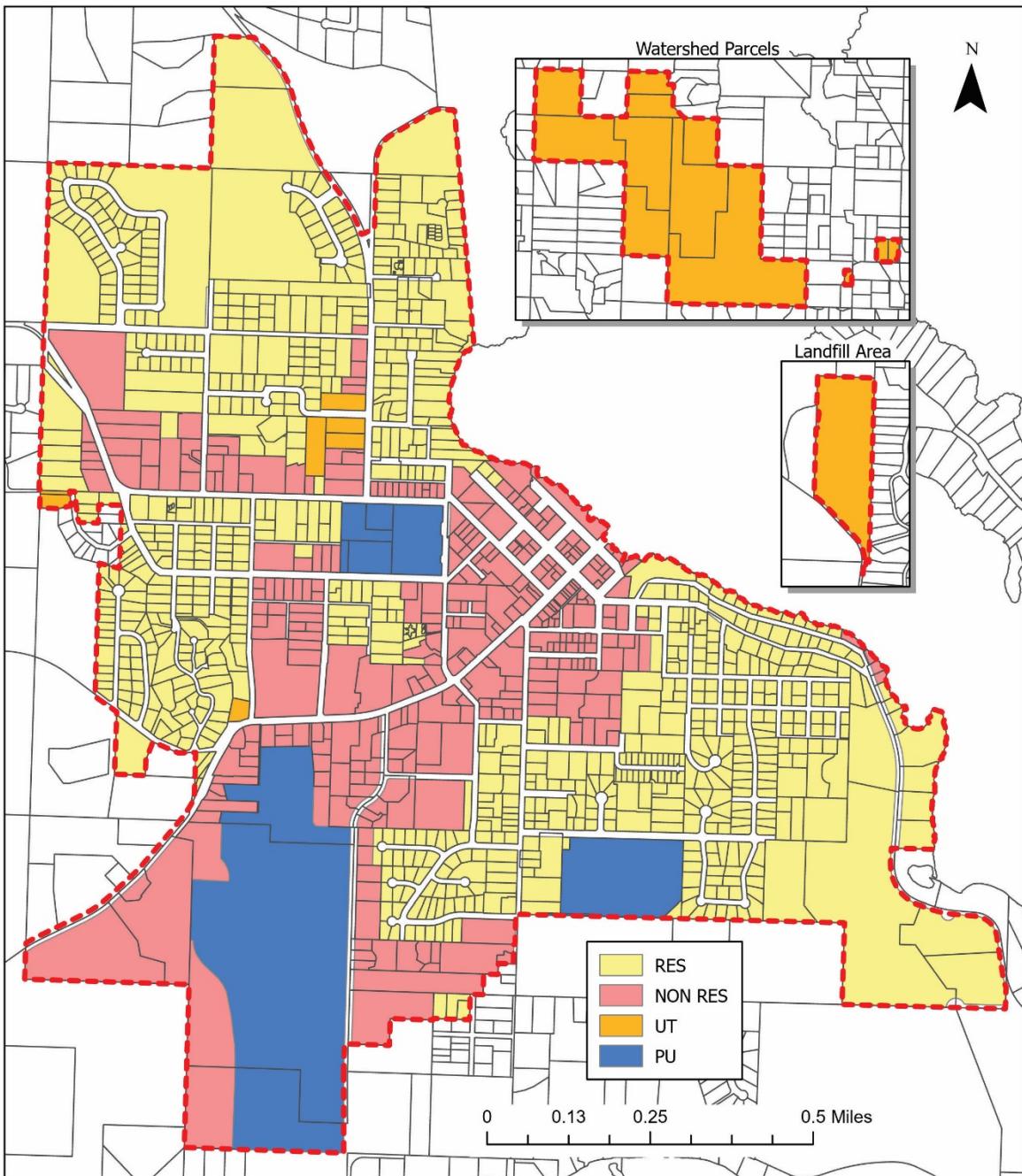
The Land Use Element establishes Town policy to guide growth and development in Friday Harbor. This element and its Land Use Map establishes the following Comprehensive Plan land use categories:

- Residential
- Non-Residential
- Public Service
- Utility

These land use designations are described below and are incorporated in the Comprehensive Plan Land Use Map (Figure 3-2).



Town of Friday Harbor - Comprehensive Plan
Figure 3-2: Land Use Map



Please contact the Town of Friday Harbor Community Development & Planning Department to verify information about a specific parcel; this map is intended for reference only and is not guaranteed to survey accuracy. Source: Town of Friday Harbor GIS (2020) and San Juan County GIS (2019). Author: C. Holman
Adopted: 10/15/2020 by Ord. No. 1697

Figure 3-2: Comprehensive Plan Land Use Map

Residential Development

Introduction

The following policies apply to uses in the **Single-Family Residential** and **Multi-Family Residential** designations.

Policies

RES-1 Friday Harbor should allow a range of residential lot sizes, housing development types, and densities to meet the needs of a diverse population and provide affordable housing choices for all income levels.

RES-2 Friday Harbor should allow a range of residential living environments including housing for special populations, independent living, assisted living, and congregate care facilities as single uses or within mixed-use developments.

RES-3 In order to encourage the protection of existing residential neighborhoods, Friday Harbor should discourage the conversion of residential uses to non-residential uses in areas designated for residential uses.

RES-4 Allow the development of housing for a wide variety of income groups in downtown Friday Harbor.

RES-5 Allow ancillary residential use in well designed, mixed commercial developments within the downtown, near the ferry terminal, and other locations where a mix of uses will promote a more efficient use of land, minimize the use of automobiles, and be compatible with surrounding neighborhoods.

RES-6 Off-street parking should be provided for multi-family residential development and designed to minimize visual impact.

RES-7 New residential buildings should be sited in a manner that preserves significant views and designed so that they complement, rather than dominate, the natural landscape.

RES-8 Multi-Family Zone should be used as a buffer between Professional Service Zone and Single-Family Zone as a protection to the Single-Family Zone from commercial activity.

Commercial Development

Introduction

The commercial policies of the Comprehensive Plan must provide for sufficient land and promote flexibility in commercial development standards to meet the retail and service needs, and economic development goals, of the Friday Harbor community. The following policies apply to uses in the **Professional Service** designation:

Policies

PFS-1 Professional Service zones should be established to meet the needs of business and the public in a convenient setting.

PFS-2 Professional Service developments should be designed to promote easy access for residents of surrounding neighborhoods, pedestrians, public transit, and the physically challenged.

PFS-3 New buildings in professional service areas should be sited in a manner that preserves significant views and public view corridors.

PFS-4 Professional Service development should be compatible with surrounding Multi-Family Zone to minimize the impacts on all residential zoning that may be nearby.

The following policies apply to uses in the **Commercial** designation:

Policies

COM-1 Commercial zones should be established to meet the needs of business and the public in a convenient setting.

COM-2 Commercial developments should be designed to promote easy access for residents of surrounding neighborhoods, pedestrians, public transit, and the physically challenged.

COM-3 Promote the use of ground floor street front space for retail purposes.

COM-4 New buildings in commercial areas should be sited in a manner that preserves significant views and public view corridors.

COM-5 New commercial development should comply with the Town's Street and Storm Drainage Standards and the Town's utility standards.

[Downtown Core](#)

Introduction

The goals and policies for downtown Friday Harbor are intended to promote the downtown's role as the commercial, civic, and cultural center of Friday Harbor and San Juan Island.

This vision includes preserving the downtown's "small-town" character and offering a full range of personalized commercial and public services in an attractive and convenient pedestrian-oriented environment.

Goals

DTN-1 Encourage the downtown's role as the center of Friday Harbor's commercial, civic, and cultural activities.

DTN-2 Develop downtown with adequate public parking and a circulation system that focuses on pedestrian and vehicular movement.

DTN-3 Preserve the downtown's small-town character.

DTN-4 Enhance the identity of the downtown through unified urban design, landscaping, and other measures.

Policies

DTN-7 To provide convenience to customers and businesses, as well as economical utility services, the commercial zone should include the present downtown business area. Adjacent area development should be encouraged. Isolated business districts should be discouraged.

DTN-8 New development and redevelopment in the downtown core should be designed to improve pedestrian linkages within the downtown area, between downtown uses, and the rest of the Friday Harbor community.

DTN-9 New development and redevelopment should include unified landscape and streetscape improvements.

DTN-10 New development and redevelopment should be designed to use and preserve inventoried and listed historic resources.

DTN-11 Promote the use of ground floor street front space for retail purposes.

DTN-12 Residential/commercial (mixed) uses should be encouraged.

DTN-13 Promote the use of public/private partnerships in projects, where appropriate which facilitate commercial vitalization of the downtown core. Examples include parking, landscaping, street furniture, and other pedestrian improvements.

DTN-14 The Town and Port of Friday Harbor should work together on projects that facilitate commercial revitalization of the downtown waterfront area.

DTN-15 New commercial development should comply with the Town's Street and Storm Drainage Standards and the Town's utility standards.

Public Service Development

Introduction

The Comprehensive Plan must identify sufficient land to provide for the public school and public airport needs of the Friday Harbor community. Currently there are 24.1 acres of land being used by public schools and 65.9 acres of land being used by public airports. Under the Comprehensive Plan, the amount of land utilized by public schools is not projected to increase, based on the public school's master plan, during the planning period. The amount of land being used by public airports is not expected to expand during the planning period. The following policies apply to uses in the **Public Service** designation.

Goals

PS-1 Ensure that land is available for the siting of public school facilities.

PS-2 Ensure that public school facilities are used to maximum advantage by the entire Friday Harbor community.

PS-3 Ensure that the quality of life of neighboring areas is not diminished by the siting of public schools or public airports. Including access to facilities that are constructed and designed for safe ingress and egress, per Town's specifications, and that do not disrupt established neighborhoods.

PS-4 Protect public schools from incompatible development in the vicinity.

PS-5 Protect public airports from encroachment by incompatible development or uses.

Policies

PS-6 Friday Harbor should allow the establishment of a Public Service designation.

PS-7 Uses in the Public Service designation should include, but are not limited to, public schools, playgrounds and parking lots related to public schools, the existing public airport, and aviation related uses directly connected to the existing public airport.

PS-8 Adopt standards that require careful siting and design of uses to reduce impacts to surrounding areas, including requirements for off-premise roads and other access routes that lead to any Public Service development or facility.

PS-9 Development in Public Service designations should comply with the Town's Street and Storm Drainage Standards and the Town's utility standards.

PS-10 Development regulations and permit conditions should be used to ensure compatibility between and minimize impacts of Public Service uses as well as uses on adjacent property.

Industrial Development

Introduction

The Comprehensive Plan must identify sufficient land to provide for the industrial employment needs of the Friday Harbor community. The Town believes that broadening the local employment base by attracting new light industrial or office businesses is important to achieve its long-term economic development objectives. The following policies apply to uses in the **Industrial** designations.

Goals

IND-1 Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries.

IND-2 Preserve sustainable sport and commercial fishing, shellfish harvest and other aquaculture as an important part of the local economy.

Policies

IND-5 Friday Harbor should allow the establishment and/or expansion of industrial uses which strengthen and diversify the Friday Harbor economy.

IND-6 Adopt standards to encourage careful siting and design of uses within industrial zones and to minimize impacts on more sensitive land uses in adjoining areas.

IND-7 Development in Industrial designations should comply with the Town's Street and Storm Drainage Standards and the Town's utility standards.

IND-8 The Town of Friday Harbor should coordinate with the Port of Friday Harbor to assist other public agencies needing additional space within Industrial designations to develop facilities which have private leasable space available, thereby offsetting the revenue impact to the Town.

Shoreline Land Use

Introduction

Friday Harbor has an adopted Shoreline Master Program (SMP); this Plan hereby references that document. The SMP establishes a priority for water-dependent and water-related use and emphasizes increased opportunities for the public to enjoy the shoreline resource.

The SMP designates four shoreline environments. These use environments are applied to specific geographic areas of the Friday Harbor shoreline based upon existing characteristics and potential activities considered desirable by the Town.

The four shoreline environments include:

Urban: allows intensive and diverse water-dependent and water-related urban uses.

Urban Residential: provides for residential areas and other uses compatible with residential uses.

Natural: intended to preserve unusual and/or valuable resource systems.

Aquatic: intended to protect the quality and quantity of surface water and preserve water areas for water dependent uses.

Goals

SLU-1 Assure protection of the unique character of Friday Harbor, as recognized, and described in the Town's Comprehensive Plan, while providing for uses of the Local Shoreline which do not needlessly diminish the quality of the shoreline environment.

SLU-2 Acknowledge the critical importance of a balanced and diversified local economy for the long-range welfare of Friday Harbor and the Island community by evaluating proposals for economic development along the shoreline or over the water regarding the degree to which physical and social qualities of the Town will be enhanced.

SLU-3 Assure safe, convenient, and diversified physical access for the public to the water and to and along the shoreline, and to assure that intrusions created by such public access will not endanger the quality of life or property of Town residents or have adverse effects on fragile natural features of the shoreline and water areas.

SLU-4 Protect the economic base of Friday Harbor and the surrounding community by preserving, among other unique characteristics, the quality and scope of existing public shoreline views.

SLU-5 Develop sure, safe, and economical transportation systems which assure efficient movement of people, with minimum disruption of the shoreline environment and minimum conflict between different types of users.

SLU-6 Encourage diverse, appropriate, and adequate water-oriented recreational opportunities which are compatible with over-water or shoreline locations and natural site conditions.

SLU-7 Assure preservation of scenic and nonrenewable natural resources and to assure conservation of renewable natural resources for the benefit of existing and future generations.

SLU-8 Protect and/or restore Local Shoreline areas which have archaeological, historic, cultural, educational, and/or scientific value.

SLU-9 Ensure the opportunity for participation by Friday Harbor residents in the decision-making processes which influence shoreline character.

SLU-10 Acknowledge the importance of a diversified local economy for the Friday Harbor community when evaluating shoreline proposals.

SLU-11 Encourage continued use of live-aboard vessels or houseboats as one of many viable options for affordable housing in Friday Harbor.

SLU-12 Ensure safe and economical transportation systems which minimize disruption of the shoreline environment.

SLU-13 Ensure preservation of scenic and nonrenewable shoreline natural resources for the benefit of existing and future generations.

[Open Space and Recreation](#)

Introduction

GMA requires that the Land Use Element designate the general distribution, location, and extent of a variety of land uses, including open space. Specifically, it should identify open space corridors which

include lands useful for recreation, wildlife habitat, trails, and connection of critical areas. The policies for open space and recreation are intended to enhance the sense of open space within the Friday Harbor area and the need to provide for public recreation facilities.

Open space in the Friday Harbor area has two components: natural areas and rural lands, and more formal developed parks and trails. A detailed discussion of park and recreation facilities is contained in Chapter 8 – Parks and Recreation Element. This section contains goals and policies for the natural and undeveloped areas of Friday Harbor’s open space system.

The open space system includes marine shorelines, fields and pastures, agricultural lands, woodlands, and hillsides. It also includes critical areas such as steep slopes, wetlands, and stream corridors where development will be constrained. Together, these elements contribute to a scenic character which is integral to the quality of life in the Friday Harbor area and a primary factor in the choice of most residents to live there.

Goals

OSR-1 Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

OSR-2 Provide park and recreation areas as needed by residents and visitors alike.

OSR-3 Provide for facilities where community activities and events can occur for the benefit of all Friday Harbor residents.

OSR-4 Provide bicycle and pedestrian facilities.

OSR-5 Provide parks and other public access areas on or near the Friday Harbor waterfront.

OSR-6 Create and protect small parks and open spaces within the Town limits.

Policies

OSR-7 Within its budget resources, and in cooperation with the Port of Friday Harbor, the San Juan Island Park and Recreation District and San Juan County Parks Board, the Town should strive to acquire and develop parks and recreation areas to serve the needs of the Friday Harbor community.

OSR-8 In conjunction with stated objectives in the San Juan Island Park and Recreation District's Comprehensive Park and Recreation Comprehensive Plan, and within its budget resources, the Town should:

- Promote the retention, conservation, and acquisition of open space and environmentally sensitive areas with unique or fragile features to maintain scenic, educational, and natural resource values.
- Encourage volunteer citizen participation in the planning, design, development, and implementation of recreation lands, facilities, and programs.

- Strive for the most efficient use of public and private funds to ensure appropriate development, maintenance, and operation of public parks and recreation facilities and programs.
- Encourage recreation programs that address the needs of a diverse population through coordination and sharing of resources among existing providers and by sponsoring new programs.
- Improve existing parks to meet current and projected demand.
- Encourage the development and maintenance of attractive areas that enhance the beautification of the Friday Harbor community.

OSR-11 The Town should continue to require protection of the open spaces provided by environmentally sensitive areas within new developments.

OSR-12 The Town should encourage developers to incorporate public open space and recreation facilities within development proposals.

OSR-13 The Town should encourage the use of excess rights-of-way, road ends and similar areas for open space or recreation purposes.

OSR-14 The Town and Port of Friday Harbor should coordinate their efforts to improve recreational access to saltwater shorelines.

OSR-15 The Town should coordinate its efforts with the San Juan Island School District, San Juan County, and the San Juan Island Park and Recreation District to establish agreed levels of service for park and recreation facilities.

[Environment](#)

Introduction

GMA requires the protection of "critical areas" and other environmentally sensitive areas. Critical areas, as defined in GMA, include wetlands, aquifer recharge areas, fish and wildlife habitat, flood hazard areas, and geologically hazardous areas.

Wetlands

Wetlands serve several important ecological functions including but not limited to: reduced siltation and flooding, filtration of ground and surface water pollution, habitat for plants and wildlife, aquifer recharge (see more under Aquifer Recharge Areas), and recreational and educational opportunities.

Aquifer Recharge Areas

Groundwater is contained in underground layers of porous rock or soil called aquifers. Water stored in aquifers reaches the ground surface through springs, wells, or by seepage into surface water features, including wetlands. Aquifers are replenished (recharged) from the ground surface by seepage from surface water bodies (streams, lakes, wetlands), and precipitation that percolates through soil or rock.

The State of Washington's definition of aquifer recharge areas for GMA planning purposes focuses on existing areas of supply which are vulnerable to contamination: Areas with a critical recharging

effect on aquifers used for potable water are areas where an aquifer that is a source of drinking water is vulnerable to contamination that would affect the potability of the water.

Fish and Wildlife Habitat

San Juan County and the Friday Harbor area contain an abundance of marine, freshwater, and upland habitat for fish and wildlife. Preservation of fish and wildlife habitat is critical to protecting suitable environments for animal species and providing an important part of the local quality of life for Friday Harbor residents and visitors.

Fish and wildlife habitat includes five categories:

Upland Category I - Areas having a primary association with Bald Eagles which are protected under the Washington State Bald Eagle Protection Rules.

Upland Category II - Priority Habitat for threatened or endangered species and habitat areas for rare plant species and plant communities.

Upland Category III - Habitat areas which are not based on use by a specific species but are protected by their conservation ownership or management status.

Category IV - Freshwater Habitat includes streams and riparian areas, and lakes or ponds 20 acres or larger.

Category V - Marine Habitat includes kelp and eelgrass beds, priority shellfish areas, and smelt spawning areas.

Flood Hazard Areas

Flood hazard areas are lands subject to a one percent or greater chance of flooding in any given year. In the Friday Harbor area, they include areas identified as potential or historic flood areas in the Department of Ecology's Coastal Zone Atlas or areas identified as "Zone A" flood areas on the National Flood Insurance Program Flood Insurance Rate Maps for San Juan County.

Flooding of marine shorelines is caused by several factors which can occur individually or in combination. They include extreme high tides, waves generated by winds, tsunamis of distant origin, and locally generated seismic waves or boils. By far the most common form of coastal flooding in Washington, and San Juan County, is by wind-driven waves combined with extreme high tides.

Geologically Hazardous Areas

Due to their susceptibility to landslides, erosion, earthquakes, or other geological events, geologically hazardous areas may not be suitable for new development. In many cases, hazards may be reduced or mitigated by engineering, design, or modified construction practices.

Water Quality and Runoff

In addition to the protection of Critical Areas, GMA also requires the Land Use Element to include policies that address water quality and runoff. Urban development often results in the clearing of vegetated areas, increases in impervious surfaces and resulting runoff, increased soil erosion and sedimentation during and after clearing, encroachment into streams and wetlands, alteration of stream, and loss of habitat. All these activities result in nonpoint source pollution of surface waters. Increased runoff may also increase the incidence of downstream flooding and erosion.

Goals

ENV-1 Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

ENV-2 Protect Friday Harbor's rural and marine character, clean air, and clean water.

ENV-3 Work with state and regional agencies for enforcement of air pollution regulations.

ENV-4 Maintain water quality through an adequate storm water management program and system.

ENV-5 Preserve public views and vistas from the downtown to the harbor and other surrounding areas as an important part of the local quality of life.

ENV-6 Preserve the proximity of surrounding rural areas as an important element in the Town's character.

Policies

ENV-7 New development should be required to protect and preserve critical areas.

ENV-8 The Town should promote a land use pattern which will protect critical areas and minimize hazardous conditions.

ENV-9 The Town should promote innovative design and planning which ensures protection of critical areas while allowing for reasonable use and development of property.

ENV-10 The Town should adopt regulations to protect "critical areas" which provide for:

Restrictions on clearing, grading, and filling;

Stormwater runoff controls;

Construction practices that are compatible with environmental concerns;

Sufficient buffers to sustain environmental functions; and

Mitigation and/or restoration.

ENV-11 Within potential aquifer recharge areas, the Town should identify and regulate land uses which could have a potential significant impact on ground water quality and/or quantity.

Historic and Cultural Resources

Introduction

Friday Harbor has a rich and diverse heritage dating back to the Town's founding in 1872. Numerous historic buildings and sites have been identified in the Friday Harbor area. Protection of these resources contributes to the character of the Town and maintains the community's links with the past. Additional economic benefits include enhanced property values, savings in structure replacement costs, tourism, and strengthened retail sales in commercial areas.

Historic properties are endangered by demolition, rehabilitation and remodeling, neglect, and destruction of historic context.

Demolition

Demolition is the most serious threat to any historic property.

Rehabilitation and Remodeling

Rehabilitation or remodeling often result in alterations that remove or destroy architectural features and details that determine historic character and authenticity. Often, they employ design features and materials that compromise a property's architectural and historic integrity.

Neglect

Failure to provide on-going care, repair, and maintenance may result in the irretrievable loss of historic buildings.

Destruction of Historic Context

The historic character of Friday Harbor has been eroded by construction of new buildings that are incompatible and/or out of scale with surrounding architecture and heritage. Additional impacts result from amenities such as street lighting, fencing, road repair and widening, and landscaping.

This Plan hereby references the documents that have been adopted or referenced by the Town of Friday Harbor concerning Historic Preservation. The documents are: ***Inventory of Historic Structures*** and ***Historic Preservation Manual***.

Goals

HCR-1 Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

HCR-2 Preserve Friday Harbor's historic and cultural resources and the aspects that have helped define its culture and heritage as sources of community pride, tradition, and legacy.

HCR-3 Identify the historic structures and features in Friday Harbor and record their history.

HCR-4 Celebrate Friday Harbor's heritage in festivals and other community events.

HCR-5 Encourage land uses to retain or enhance the historic or scenic value of historic buildings, landmarks, or sites.

HCR-6 Explore a variety of measures to preserve Friday Harbor's cultural heritage features.

Policies

HCR-7 The Town should coordinate with San Juan County to identify historic and cultural sites, resources, buildings, and structures within the Urban Growth Area.

HCR-8 The Town should continue its use of a Historic Preservation Review Board whose primary role is to review development projects and to prioritize, protect, and preserve historic and cultural resources.

HCR-9 The Town should consider obtaining status as a Certified Local Government through the State Office of Archeology and Historic Preservation to enable it to obtain special grants, expertise, technical assistance, and training from state and federal agencies and to participate in nominations to the National Register of Historic Places

HCR-10 The Town should encourage the preservation of significant historical and cultural resources which contribute to community identity and character.

HCR-11 The Town should encourage revitalization strategies for the downtown that recognize and capitalize on the historic traditions of Friday Harbor.

HCR-12 The Town should continue to encourage developers to rehabilitate historic buildings with established incentives, as well as developing new incentives.

Chapter 4

Housing Introduction

The Housing Element of the Comprehensive Plan was developed in accordance with Section 36.70A.070(2) of the Growth Management Act (GMA). It represents the community's policy plan for housing during the next 20 years.

The Housing 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 Housing Element describes the Town of Friday Harbor's housing demographics, including number of units, household size and characteristics, vacancy rates, and seasonal use. The housing element also examines housing conditions and affordable housing within the Town. Maximum residential capacity for the Town is presented, along with the twenty-year expected housing need.

Primary sources used in the housing element include both the 1990, 2000, and 2010 U.S. Census reports and the 2002 Town of Friday Harbor Housing Report. Please note that when San Juan County data is mentioned, it includes statistics from the Town of Friday Harbor, and Washington data is representative of the entire state.

Housing Demographics

Population Count & Housing Units

During the period from 2000 to 2010, the Town of Friday Harbor's population increased by 8.7%, from 1,989 people in 2000 to 2,162 in 2010. Per the Preliminary April 1, 2018 population estimate from the Washington State Office of Financial Management (OFM), Friday Harbor's population has increased to 2,345; this amounts to an increase of 8.5% from 2,162 in 2010.

Table 4-1: Total Housing Units by Year and Area

Year	Friday Harbor	San Juan County	WA
1990 ¹	819	6,075	2,032,378
2000 ¹	1,053	9,752	2,451,075
2010 ¹	1,273	13,313	2,885,677
2009-2013 ²	1,419	13,431	2,899,538
2012-2016 ³	1,281	13,728	2,966,814

¹Source : U.S. Census Bureau ; 1990, 2000, 2010 Census.

²Source: U.S. Census Bureau, 2009-2013 5-Year American Community Survey (estimate)

³Source: U.S. Census Bureau, 2012-2016 5-Year American Community Survey (estimate)

Considering the average household size in the Town of Friday Harbor is 2.05 (U.S. Census Bureau, 2010 Census), the estimated number of housing units needed to support a population of 2,345 is ~1,144.

The total number of housing units were 1,053 in 2000 and 1,273 in 2010, amounting to a 20.9% increase in a period of 10 years (U.S. Census Bureau, 2000 and 2010 Census). Presently and according to the Town's database of properties, there are 1,198 residential units by single-family and multi-family use; this count does not include numerous and active multi-family residential developments, as well as plans to construct 16 single-family residential home under the Homes for Islanders program.

Based on U.S. Census reports, Table 4-1 shows total housing unit estimates for Friday Harbor (Town), San Juan County, and Washington State.

Table 4-2 shows the change, as a percentage, in total housing units by date ranges noted for Friday Harbor, San Juan County, and Washington State.

Table 4-2: Change (%) in Total Housing Units by Range and Area

Date Range	Friday Harbor	San Juan County	WA
1990 to 2000	28.6%	60.5%	20.6%
2000 to 2010	20.9%	36.5%	17.7%
2010 to 2009-2013 estimate	11.5%	0.9%	0.5%
2009-2013 estimate to 2012-2016 estimate	-9.7%	2.2%	2.3%

Units", there are 518 detached housing units in the Town of Friday Harbor, which accounts for 50.9% of all occupied housing units in the Town of Friday Harbor. The remaining counts are 27 one-unit attached housing (2.7%), 29 structures with 2 units (2.9%), 117 structures with 3 or 4 units (11.5%), 89 structures with 5 to 9 units (8.8%), 118 structures with 10 to 19 units (11.6%), and 117 mobile homes or other housing units (11.5%).

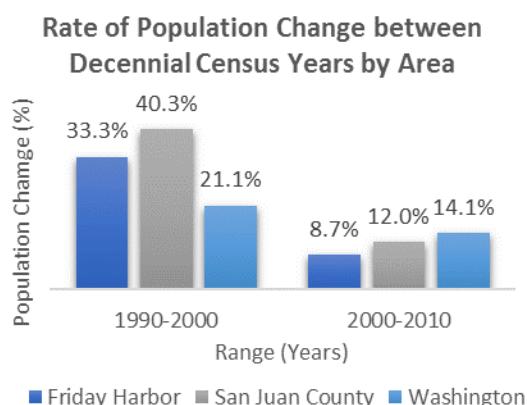


Figure 4-1: Rate of Population Change

significantly lower than the previous 10-year cycle. Comparatively, San Juan County (SJC) increased in number of households by 47.2%, for a total of 6,466 households in 2000. From 2000 to 2010 SJC households increased by 18%, for a total of 7,613 households in 2010 (U.S. Census Bureau, 2010 Census).

From 1990 to 2000, the Town of Friday Harbor experienced rapid housing and population growth. Then, from 2000 to 2010, Town's housing increased 20.9% (1,053 to 1,273 units), yet population growth slowed to 8.7% in the same period. Overall, U.S. Census counts and estimates indicate a slowdown in the number of housing units in each area, which coincides with an evident reduced rate of population growth (see Figure 4-1).

Units in Structure

According the U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimate for "Physical Characteristics for Occupied Housing

By comparison and not including the Town counts, estimated Occupied Housing Unit counts for San Juan County are: 5,718 detached, 79 attached, 169 with 2 units, 58 with 3 or 4 units, 10 with 5 to 9 units, 88 with 10+ units, and 485 mobile homes/other (U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimate).

Households

The Town of Friday Harbor had a 30% increase in households existing within the Town limits during the 1990's, for a total of 896 households in 2000. From 2000 to 2010, households in the Town increased by 13%, or 1,015 households, a rate

Household Size

Figure 4-2 highlights how household size has changed for the Town of Friday Harbor and San Juan County since 2000.

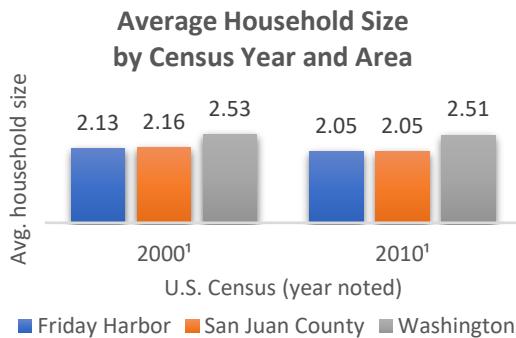


Figure 4-2: Average Household Size

population (2,345) requiring more housing units (~1,144) than it would if average household sizes were larger. See Table 4-3 for an example.

Household Characteristics

The U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimate for the Town of Friday Harbor reports that 48.8% of ~1,017 occupied housing units were family households and 51.2% were reported as non-family. San Juan County had a reported ratio of 59.3% family households compared to 40.7% non-family households (out of ~7,623 occupied households), and Washington was reported as 64.5% family compared to 35.5% non-family (out of ~2,696,606 occupied households).

Occupancy

The U.S. Census Bureau, 2010 Census Demographic Profile Summary File defines an *occupied housing unit* as, “occupied if it is the usual place of residence of the person or group of people living in it at the time of enumeration, or if the occupants are only temporarily absent; that is, away on vacation or business”. Occupancy is categorized as “occupied” or “vacant”. The 2010 Census indicates 79.7% of total housing units were reported as occupied while 20.3% were reported as vacant. Figure 4-3 compares the occupancy status of total housing units for Friday Harbor, San Juan County, and Washington state as percentages.

Both Friday Harbor and San Juan County's average household sizes dropped from just over 2.10 in 2000 to 2.05 2010, and Washington state is holding steady at approximately 2.50 (U.S. Census Bureau, 2010 Census).

Average household sizes inversely correlate with the number of housing units required to accommodate the overall population. As demonstrated in the *Population Counts & Housing Units* section above, the small average household sizes of Friday Harbor (2.05) result in the overall

Table 4-3: Relationship between Population, Average Household Size, and Housing Units Needed

Population	÷ Avg. household size	= Approx. housing units needed
2,345	2.05	1,144
2,345	2.51	934

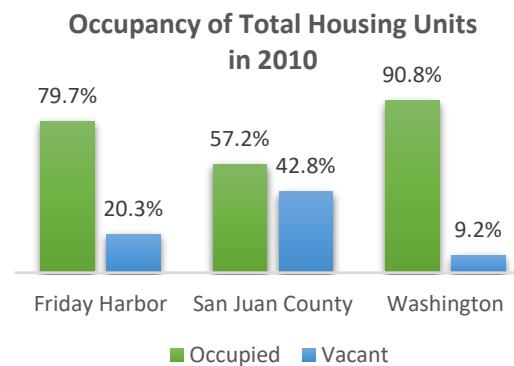


Figure 4-3: Occupancy of Total Housing

Tenure

Tenure of occupied housing units is based on a status of “owner-occupied” or “renter-occupied”. According to the 2010 Census, out of occupied housing units (1,015) in the Town of Friday Harbor, the proportion of homes reported as owner-occupied (49.5%) vs. renter-occupied (50.5%) are nearly the same.

Figure 4-4 compares the Town of Friday Harbor’s tenure of occupied housing units to San Juan County and Washington state, the Town has a much higher percentage of renter-occupied housing (U.S. Census Bureau, 2010 Census).

Vacancy Status

As shown in Figure 4-3 the Town of Friday Harbor has a lower vacancy rate than San Juan County but a higher rate than Washington state. The U.S. Census Bureau, 2010 Census, identifies and reports on seven (7) categories for vacancy status. Figure 4-5 summarizes and compares the proportion of each vacancy status for the Town of Friday Harbor, San Juan County, and Washington state.

During the 2010 Census, Friday Harbor had 41.1% of the vacant units available for rent, 2.3% were rented but not occupied, 5.8% were for sale only, and 0.8% were sold but not occupied. 37.6% of the vacant units in Friday Harbor were reported as designated for seasonal, recreational, or occasional use; 0.4% for migratory workers, and 12.0% for other purposes.

Seasonal Use

The recreational and aesthetic attributes of Friday Harbor and San Juan County have always attracted seasonal activity and, in turn, vacation housing. The rental vacancy rates for both the Town of Friday Harbor and San Juan County fluctuate drastically during the winter and summer seasons when there is seasonal work available.

Tenure of Occupied Units in 2010

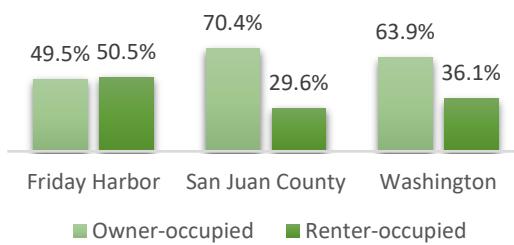
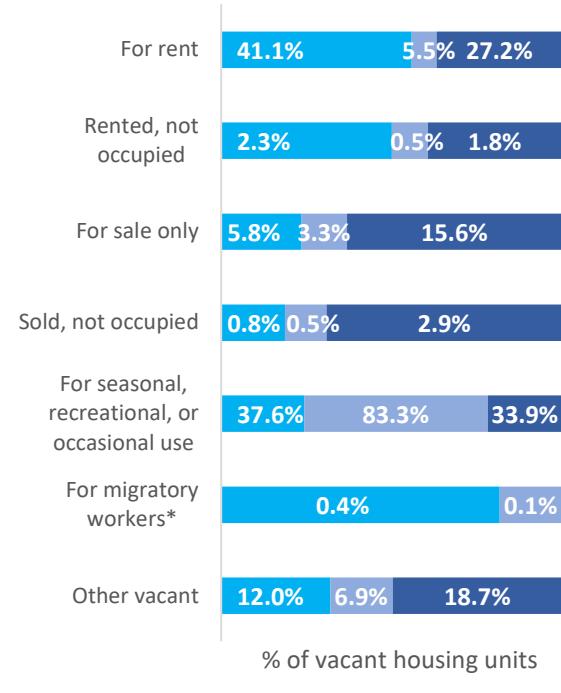


Figure 4-4: Tenure of Occupied Units

Status of Vacant Housing Units in 2010 as % by Location



*Figure 4-5: Status of Vacant Housing Units (*data not noted for Washington state)*

The 2000 Census indicates 43.9% of vacant housing units in the Town of Friday Harbor were designated for seasonal use and that number dropped to 37.6% according to the 2010 Census reports.

Comparatively, San Juan County reported that 83.3% of vacant housing units were designated for seasonal, recreational, or occasional use which is over twice the reported rates for Friday Harbor and Washington state (U.S. Census Bureau, 2010 Census); that is only a 1.2% decrease since the 2000 Census and likely due to increased enforcement of regulations pertaining to vacation rentals.

Housing by Type

According to the Town of Friday Harbor land use database as of June 2018, the Town of Friday Harbor has 561 single-family residential units and 637 multi-family residential units, which are 47% and 53% respectively. Since 2002, the percentage of single-family units has increased 2% and multi-family units have dropped 2%. Over a sixteen-year period, there has been little fluctuation of the single-family: multi-family unit ratio despite increasing the allowable density in multi-family zones from 9 units per acre to 14 units per acre in 2001. With that said, there are several active and proposed multi-family residential developments that will likely be available toward the end of 2018 and into 2020.

Comparatively, the Washington Center for Real Estate Research (WCRER) estimates San Juan County, including the Town of Friday Harbor, had a total of 10,811 single-family homes and 1,806 multi-family homes in 2017; 86% and 14% respectively. Statewide housing inventory estimates for Washington in 2017 were 65% single-family and 35% multi-family (WCRER Estimates; revised to reflect 2000 Census).

Housing Conditions

Based on U.S. Census Bureau, 2012-2016 American Community Survey data, housing conditions in the Town of Friday Harbor are reported as follows: 6.4% of existing structures were built in 1939 or earlier, 8.2% were built in the 1940-1959, and 20.7% were built from 1960-1979, 35.9% were built between 1980-1999, 21.4% from 2000-2009, and 0.4% were built from 2014 to 2016.

Out of occupied housing units, 99.6% housing units reported complete plumbing facilities and approximately 97.1% reported complete kitchen facilities, with 0.4% and 1.5% margins of error respectively. Almost 100% of the units were attached to the Town's water system and public sewer.

The primary heating sources reported are electric heat (63.9%) and propane (18.3%), with the remaining 17.8% relying on oil, wood, or other fuels.

Home Prices

Home prices have steadily risen in San Juan County, which includes the Town of Friday Harbor. The Washington Center for Real Estate Research (WCRER) estimates the median home prices in San Juan County during 2010 and 2017 were \$422,000 and \$516,700 respectively. Statewide the

median home prices in 2010 and 2017 were considerably less, coming in at \$245,700 and \$348,900 respectively.

Affordable Housing

Housing is considered affordable when occupants spend 30% or less of their gross household income (i.e. income prior to deductions) on housing costs. Housing costs for homeowners include mortgage principal and interest, property taxes, property insurance, and utilities. Housing costs for renters are based on rent and utility costs.

The San Juan Islands seem to attract people who value beauty and isolation, among many other qualities, over a more affordable lifestyle compared to some mainland areas. For many this means they will have to spend more than 30% of their income on housing costs. Table 4-4 summarizes the U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates for housing cost as a percentage of household income for the Town of Friday Harbor.

The summarized data does not include those that reported “zero or negative income” or “no cash rent”, which accounts for approximately 0.9% and 2.6% of total occupied housing units respectively.

Out of total occupied housing units in Town, 39.3% report paying more than 30% of their household income toward monthly housing costs. Breaking down total occupied housing by tenure reveals 33.9% of owner-occupied households and 43.8% of renter-occupied households report spending more than 30% of their income on monthly housing costs. Therefore, roughly 40% of the occupied homes in Town do not have affordable housing based on the percentage of their monthly income they pay toward housing costs.

Table 4-4: Housing Cost as % of Household Income in Past 12 Months

Monthly housing cost as % of household income	Out of total occupied housing units (~1,017)	Out of owner-occupied housing units (~468)	Out of renter-occupied housing units (~549)
<20%	29.3%	32.9%	26.2%
20-29%	28.0%	31.5%	24.9%
≥30%	39.3%	33.9%	43.8%

Publicly Financed Housing

Currently, there are seven multi-family complexes inside Town limits providing publicly financed housing, totaling 140 dwelling units. Two of these complexes provide apartments for individuals 62 years old or above and for those who are disabled. These complexes are Gerard Park (20 units) and Island Meadows (19 units). In March 2002 there were no vacancies at Gerard Park, and there were six people on their waiting list. Island Meadows had three vacancies and no waiting list, which is unusual according to a telephone interview with the manager. The other publicly financed complexes are Friday Harbor Village (25 units), Harbor View (20 units), Islewood (18 units), Rosewood (18 units) and Surina Meadows (20 units). Friday Harbor Village has two units vacant; the others are all full. Besides Gerard Park, there was no waiting list for any of the above units during March of 2002. Table 4-5 shows each complex’s rental rates, amount of each size unit, and how many units are given rental assistance or are available for those with HUD assistance.

Some of the publicly financed projects in the Town of Friday Harbor were constructed under the FHA Section 15 program. This program lends money at low interest rates to developers who, in turn, agree to rent the apartments at specified below-market rates for at least twenty years. Each apartment is assigned a base rate, which are based on construction and maintenance costs of the

Table 4-5: Publicly Financed Housing in the Town of Friday Harbor

Complex	1 BR Units	2 BR Units	3 BR Units	4 BR Units	Rental Assist Units	HUD
*Island Meadows <i>Rent</i>	17 \$390- \$576	2 \$425- \$607	0	0	5 30% of income	5
*Gerard Park <i>Rent</i>	18 Base \$412	2 Base \$470	0	0	16 30% of income	0
F.H. Village <i>Rent</i>	0 \$650	7 \$750	12 \$810	6	3 30% of income	2
Harbor View <i>Rent</i>	12 \$448- \$676	8 \$465- \$717	0	0	6 30% of income	3
Islewood <i>Rent</i>	8 \$436- \$631	10 \$473- \$662	0	0	5 30% of income	1
Surina Meadows <i>Rent</i>	4 \$420- \$665	14 \$478- \$740	2 \$535- \$810	0	20 30% of income	0
Rosewood <i>Rent</i>	4 \$475- \$675	10 \$520- \$730	4 \$580- \$830	0	18 30% of income	0

**Apartments for those 62+ or disabled*

Table 4-6 shows the 2018 income limits currently being used to qualify individuals for rental of a publicly financed unit. These income limits are based on County median family income.

For most of the publicly financed units in the Town of Friday Harbor an applicant's income must be less than 60% of the median family income determined for the County. For 2018, a family of four's total income must be below \$42,240 to qualify to live in most of the housing complexes. Once they qualify, then their monthly rent is determined based on their annual gross income. For most of the units, if a renter begins to earn more than 60% of the median family income, they will be forced to move out of their apartment.

building and apartment size. Actual rent depends on whether the apartment is rental-assisted. For rental-assisted units, if the base rent is greater than 30% of annual gross income (AGI) the tenant will pay only 30% of their AGI for rent. The difference between that amount and the base rent is paid to the landlord through a subsidy program. For non-rental assisted units, actual rent is either the base rate or 30% of the AGI, whichever is higher.

Income qualifications are established in two ways depending on whether the project developer received tax credits as part of the project financing. If the project developer received tax credits, the renter's household income must fall under specified levels depending on household size. If the developer did not receive tax credits, the income limit is set differently. Tax credits were granted to all the Friday Harbor projects except Harbor View.

Table 4-6: 2018 Income Limits for San Juan County Based on Median Family Income of \$70,400

Persons in Family	Very Low Income 50% of median	Low Income 80% of median
1	\$24,650	\$39,450
2	\$28,200	\$45,050
3	\$31,700	\$50,700
4	\$35,200	\$56,300
5	\$38,050	\$60,850
6	\$40,850	\$65,350
7	\$43,650	\$69,850
8	\$46,500	\$74,350

Source: U.S. Department of Housing and Urban Development (HUD)

Other rental housing

The Town of Friday Harbor has numerous other multi-family housing units available, many of which are relatively affordable. According to the planning staff of the Town of Friday Harbor, there are approximately 261 units, besides the rent-controlled apartments, which are considered affordable. There are another 93 multi-family units that are higher priced. Available rentals published in a local online newspaper in April 2018 range in price from \$500 for a room in a single-family house to \$950 for a 1-bedroom apartment, and \$1,850 to \$2,500 for a 3-bedroom/2-bath home.

Population Count

From 1910 to 2010, the Town's population has increased from 400 to 2,162 (Figure 4-6). According to unofficial population count estimates from the Washington State Office of Financial Management, the Town's population count as of April 2018 is around 2,345 and likely on track with the projected count of 2,416 based on the adopted 1.4% annual growth rate.

Rate of Population Change

Despite a seemingly steady rate of growth in the Town of Friday Harbor, we have seen a sharp decrease in the rate of growth from 33.3% for 1990-2000 down to 8.7% for 2000-2010. Figure 4-7 shows the rate of population change between decennial census years for the Town of Friday Harbor, San Juan County (which includes Friday Harbor), and Washington state.

Population Projections

As discussed in Chapter 3, page 18, the population projections for the Town of Friday Harbor are based on the Town's adopted annual growth rate of 1.4% and decennial census counts from the U.S. Census Bureau. Figure 4-8 summarizes projected population count estimates in 5-year increments from 2018 to 2038.

Residential Unit Capacity

Table 4-7 shows seven of nine land use zones in the Town of Friday Harbor which are either residential use by zoning, conditional residential use by permit, or ancillary residential use in addition to underlying zoning. As of July 2018, the Town's Community Development database counts indicate there are 1,305 existing dwelling units and 1,161 potential residential units.

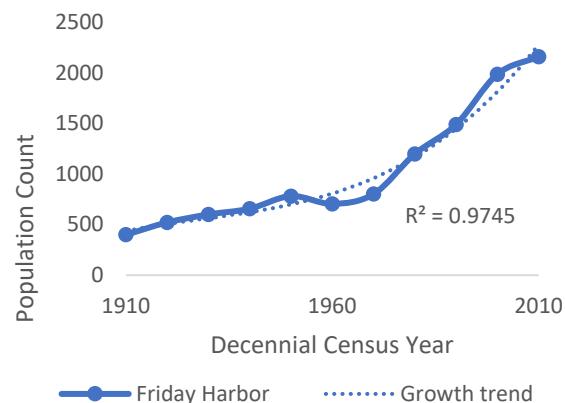


Figure 4-6: Town population count by Decennial Census Year

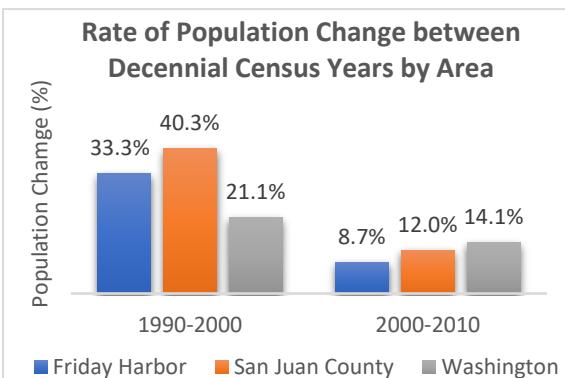


Figure 4-7: Rate of population change between Decennial Census years by area

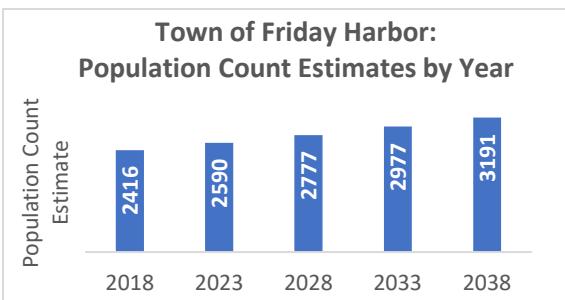


Figure 4-8: Town population estimates by year based on adopted 1.4% annual growth rate

Table 4-7: Town of Friday Harbor Residential Dwelling Unit Development with Infill

Zone	Existing Dwelling Units	Potential Residential Units
Single-Family Residential	506	113
Multi-Family Residential	650	989*
Professional Service	31	3
Commercial	60	26
Light Manufacturing	3	4
Light Industrial	42	24
Shoreline Public Accommodation	13	2
Totals	1,305	1,161
<i>*Estimated units by max. density (14 units: 1 acre)</i>		
Total Minimum Residential Units (Existing + Potential)		2,466
Population Count Estimate @ 2.05 individuals per dwelling unit		~5,055

Existing dwelling units are easily counted based on entry into the database and sorting by zone. Potential residential units are slightly more complicated to estimate for several reasons. For example: The number of allowed dwelling units on a given Multi-Family Residential property is dependent on the size of the parcel while dwelling units allowed on a given property not designated as residential are dependent on lot coverage, building size, and/or existing use.

Projected Twenty-year Housing Demand

According to the projected population in 2038, there is a potential demand for 252 more residential units over the next 20 years. If the average household size remains at or near 2.05 over the next 20 years, then the Town of Friday Harbor will need approximately 1,557 housing units.

Projected Population Count	÷ Avg. household size	= Approx. housing units needed
3,191	2.05	1,557

The Town currently has 1,305 housing units, leaving a need for 252 additional housing units over the next 20 years. Table 4-8 reflects the potential demand for housing by zone. The number of units by zone were calculated by following the current and approximate proportion of units by zone or set according to the limited number of properties remaining with zoning that allows for residential use.

Zone	20-yr Demand
Single Family Residential	101 units
Multi-Family Residential	126 units
Professional Service	3 units
Commercial	12 units
Light Manufacturing	1 unit
Light Industrial	8 unit
Shoreline Accommodation	2 units
Potential 20-yr. Demand for Residential Units	252 units

Housing Needs and Capacity

Table 4-9 summarizes the Town of Friday Harbor's capacity for residential units and provides an estimate of the number of housing units that will need to be affordable based on a 64% need (1996 Town of Friday Harbor Income Study). Town can easily accommodate its own 20-year projected residential unit needs within the current zones and density allowances.

Housing Goals

Table 4-9: Summary of Friday Harbor's Residential Unit Growth Capacity and Need for Affordable Housing Units

Potential Development Capacity	1,161 units
Percent that need to be affordable	743 units
20-Year Demand	252 units
Percent that need to be affordable	161 units
Existing Unit Count (July 2018)	1,305 units
Percent that need to be affordable	835 units
% Affordable needed found by multiplying by 64% Results of the 1996 Income and Wage Study	

% Affordable needed found by multiplying by 64% Results of the 1996 Income and Wage Study

HO-1 Provide for a wide range of housing types and densities to meet the housing needs of a diverse population and provide affordable housing choices for all incomes.

HO-2 Provide an adequate supply of land to promote housing costs that are affordable.

Housing Policies

HO-1 Preserve existing housing by using development regulations to minimize the pressure for conversion of residential to non-residential uses.

HO-2 Promote a variety of means for developing new affordable housing including infill, redevelopment, and new development.

HO-3 Work cooperatively with San Juan County to address the need for affordable housing on San Juan Island.

HO-4 Assure that the Town of Friday Harbor retains its residential character by monitoring the dwelling unit ratio of parcels zoned single-family residential to parcels zoned multi-family residential.

Housing Need

HO-8 When considering affordable housing Friday Harbor must acknowledge that its utilities, public services, and resources may cost more than in mainland communities.

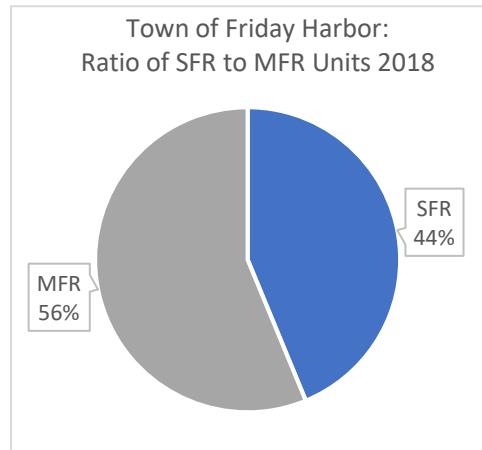
HO-9 Friday Harbor and San Juan County should jointly develop and maintain a database of housing information.

Land Supply

HO-10 In order to promote an adequate supply of urban land for housing, offset rising housing costs, and promote housing affordability, the Friday Harbor Urban Growth Area should be of sufficient size to accommodate population growth that is 20% greater than projected.

HO-11 In order to promote affordability of new housing, Friday Harbor should review its rates of residential land absorption and supply of available residential land every year.

Preservation



HO-12 In accordance with the policies of the Land Use Element, Friday Harbor should discourage the conversion of residential areas to non-residential uses.

HO-13 Recognizing the constraints of overall budget and revenues, Friday Harbor should commit capital improvement revenue to maintain and improve capital facilities in existing residential neighborhoods.

Local Government Initiatives

HO-14 Friday Harbor should encourage San Juan County in establishing a Housing Resource Center to function as an information clearinghouse and non-profit development agency to coordinate the development of affordable housing and related activities.

HO-15 Because of its significant role in providing affordable housing in San Juan County, the Town of Friday Harbor should be represented on the San Juan Housing Advisory Board.

HO-16 Friday Harbor's role in providing affordable housing should be to facilitate and encourage non-profit and for-profit housing development and financing initiatives, rather than assuming direct responsibility for housing development.

Chapter 5

Transportation

Purpose

The Transportation Element of the Comprehensive Plan was developed in accordance with Section 36.70A.070(6) of the Growth Management Act (GMA). It is intended to address transportation needs in Friday Harbor and its Urban Growth Area and represents the community's policy plan for the next 20 years.

Existing Transportation System

Overview

This section provides an inventory of the existing transportation system in the Friday Harbor area. This transportation system inventory is required by GMA to serve as a baseline for future planning. Data sources used in this element consist primarily of documents from the Town of Friday Harbor, the Port of Friday Harbor, and San Juan County and conversations with staff from those agencies.

System Description

Data collected for the Transportation Element focused primarily on facilities owned and operated by the Town of Friday Harbor. Other facilities critical to transportation within the Town are operated by other service providers. They include San Juan County, the Port of Friday Harbor, and Washington State Department of Transportation (WSDOT). Data for Town-operated transportation facilities were obtained from the Town of Friday Harbor. Data for non-Town-operated systems were obtained from service providers and secondary documents.

Land Transportation

Roadway System: Friday Harbor is served by a network of roads, totaling approximately 13 miles. Most of the arterials (Figure 5-1) are built to an acceptable standard, in terms of lane widths and surface condition, for their intended use. However, many of the older local access streets are narrow, have deteriorating pavement or are gravel, and are built on narrow rights-of-way. Streets that have been recently constructed conform to the Town's adopted street standards. Traffic congestion in the Town corresponds to the off-loading of vehicles from the ferry dock throughout the day and the morning and evening rush hour.

Traffic peaks due to ferry traffic are limited in volume and duration due to the finite number of vehicles that can be accommodated by each ferry. Ferry traffic peaks tend to be lower in the winter season, when the average vehicle volume on the ferries is under their total capacity, and higher in summer, when the ferries run at capacity much of the time. Generally, summer weekends produce the most trips and winter weekdays produce the fewest trips. In addition to the higher traffic volumes in summer, more ferry trips are scheduled to and from Friday Harbor during the summer season.

Loading of the vehicles onto the ferry does not produce the same type of congestion peaks on the roadway system as off-loading for several reasons. First, vehicles arrive at the on-loading area

over a period of several hours. Second, Washington State Ferries (WSF) provides off-street queuing for a large volume of vehicles, which prevents them from affecting traffic. During summer peaks this queuing capacity can be exceeded, and ferry traffic sometimes consumes street capacity while waiting to board the ferry.

Functional Classification: The streets in Friday Harbor are divided into two functional classifications: arterials and local access streets. The classifications are detailed in the Adopted Street and Storm Drainage Standards.

Circulation: Traffic circulation in Friday Harbor is affected by its location as the primary access point to San Juan Island. Through traffic to the rest of the Island passes through the Town. The peak vehicle loads that occur when the ferries unload has the greatest impact on traffic circulation. Excessive queuing of vehicles waiting to board the ferries and the actual boarding process also affects circulation. Conflicts between larger vehicles, pedestrian, bicycle, and moped traffic at uncontrolled intersections contribute substantially to congestion.

Parking Facilities: The Town currently provides 660 timed public parking spaces for short-term parking. Time limits associated with these spaces are 30 minutes, 2 hours, and 8 hours. Parking is also available outside the regulated zone, both on street and in private lots.

Sidewalks and Pedestrian Facilities: Sidewalks within the Town's jurisdiction are displayed in Figure 5-2. Sidewalks are provided in the downtown commercial area as well as in the newer residential areas in the Town. In the older residential areas, pedestrians use the streets or shoulders as walking paths.

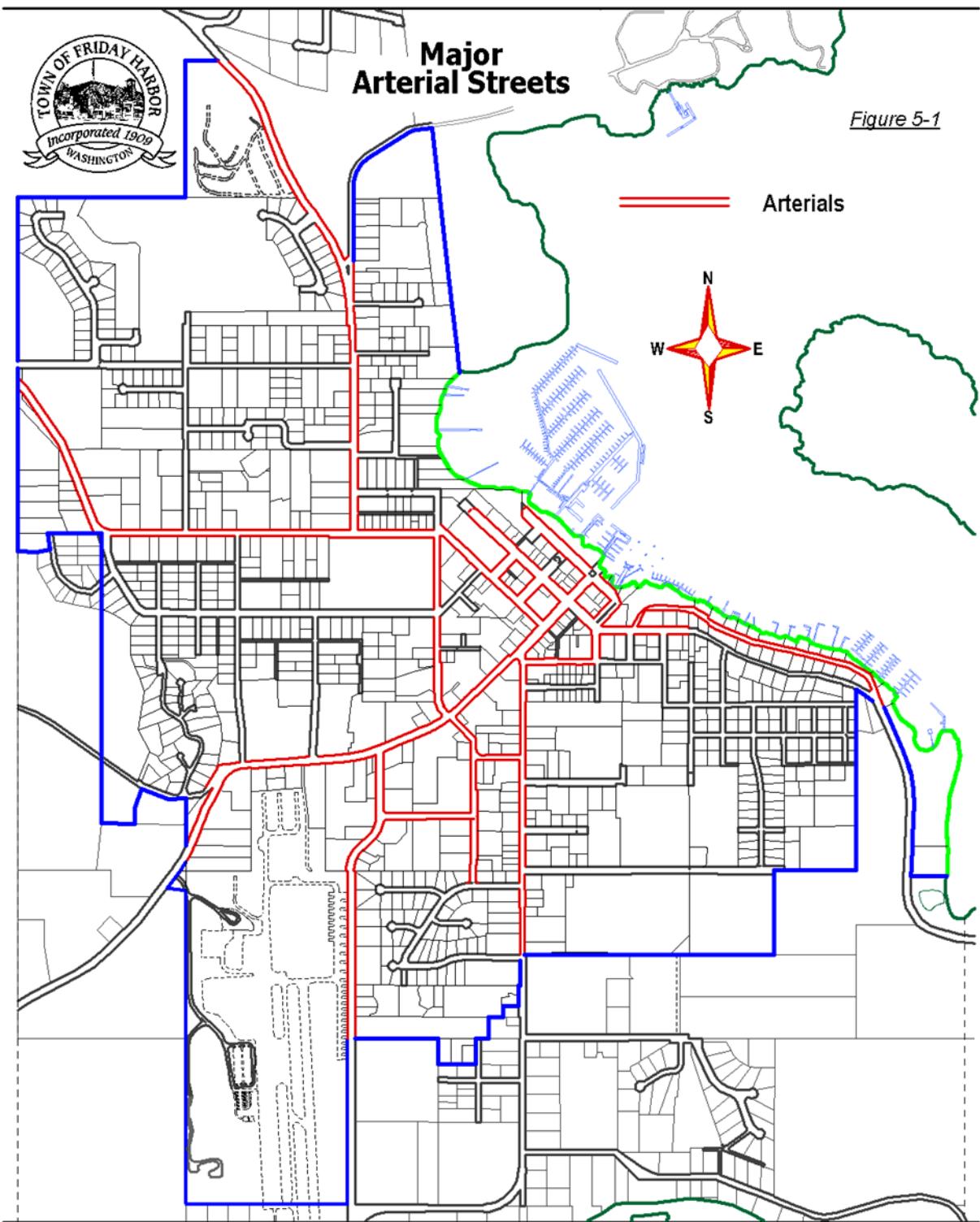


Figure 5-1: Major Arterial Roadways

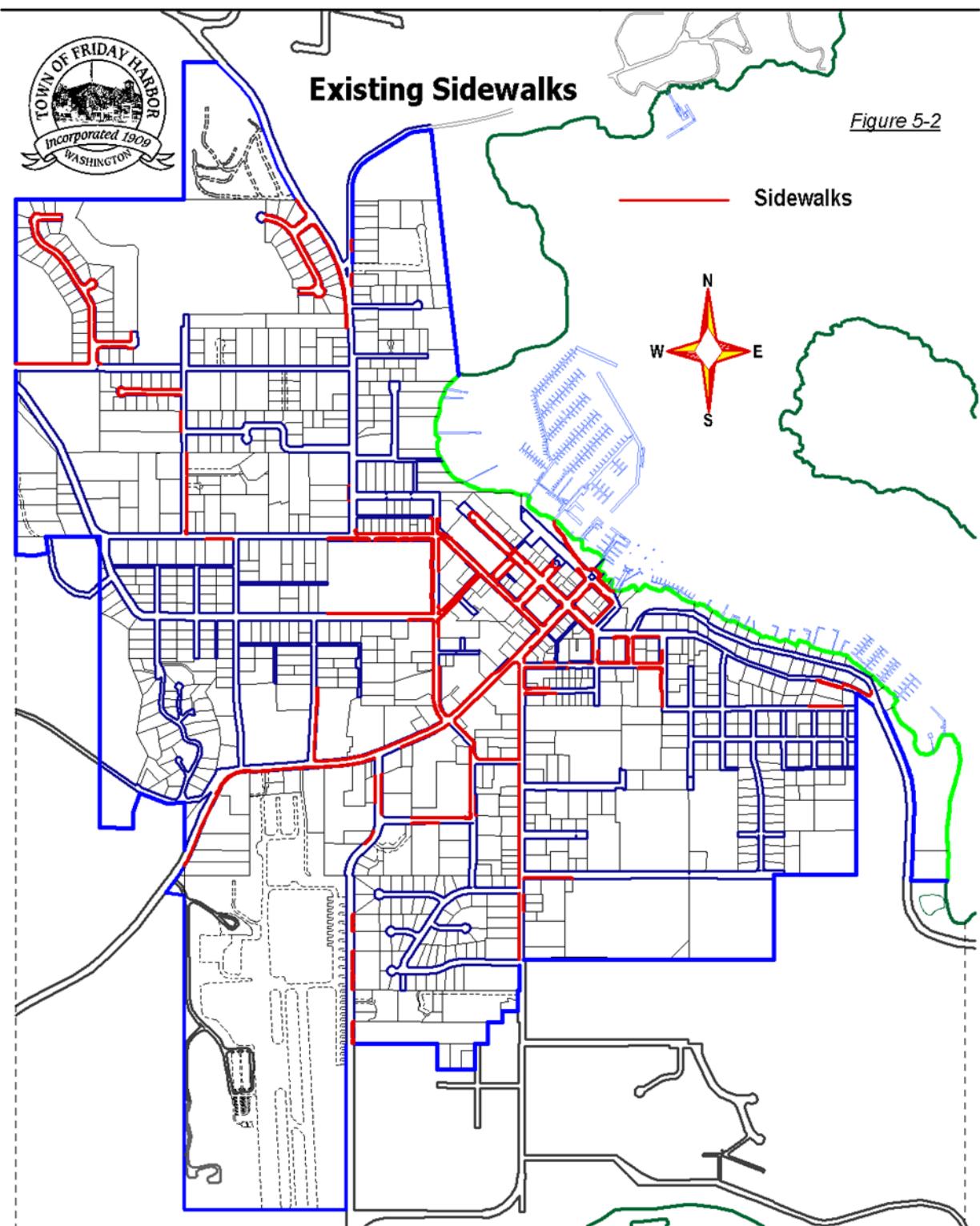


Figure 5-2: Existing Sidewalks

Bicycle and Moped Facilities: The Town of Friday Harbor does not have any designated bicycle or moped routes. Bicycles and mopeds share the Town's streets with the larger vehicular traffic.

Transit Service: San Juan Island is currently served by several privately-owned transit companies. They offer regularly scheduled service during the spring, summer, and fall. The Island is also served by taxi service.

Marine Transportation

Ferry Service: Washington State Ferries currently serves Friday Harbor, providing transportation to and from Anacortes; Sidney, British Columbia; and Orcas, Shaw, and Lopez islands. The existing terminal includes ferry holding lanes, commuter parking lots, and waiting areas.

During the off-peak season, the Friday Harbor ferry terminal handles 14 departures per day between 6:00 AM and 7:50 PM. Seven of the departing trips serve Anacortes, six are inter-island sailings, and one serves Sidney, British Columbia. Extra sailings are added to the schedule during the summer peak season. Anacortes is the primary origin and destination of ferry trips to and from Friday Harbor.

On average, the Friday Harbor ferry terminal handles 2,100 cars daily from Anacortes (WSDOT) and 140 cars that have inter-island destinations (McGilvrey 1995). Implementation of the Washington State Ferries vehicle reservation system requires reservation holders to check in at the departure terminal 30 minutes prior to the scheduled sailing time. Overall, Friday is the most heavily traveled day from Anacortes to Friday Harbor. In the year 2000 the ferry terminal handled 482,474 passengers (vehicle and walk on) from Anacortes (WSDOT). For the period 7/1/2000 to 6/30/2001 the ferry terminal handled 481,000 passengers (vehicle and walk on) from Anacortes (WSDOT). The ferry system did experience overloads of walk on traffic in the summer of 1997 and 1998.

For staging of vehicles waiting to load onto the ferries, WSF operates two parking lots. The total parking supply for ferry patrons on San Juan Island is approximately 71 spaces (San Juan County 1995). WSF also provides a paved, 57-space park-and-ride lot south of the intersection of "B" Street and Nichols Avenue (lot C). This lot has a maximum time limit of 72 hours except weekends and holidays at which time it is used for staging vehicles waiting for the ferry. It is operating well below its capacity and should be able to accommodate increased demand for several years.

Port of Friday Harbor: The Port of Friday Harbor operates a 498-slip marina surrounded by a floating breakwater. The marina can accommodate about 600 boats. At least 94 slips and 1,500 feet of the breakwater are held for overnight boat moorage. During the off-season, 450 boats are moored at the marina. In the summer, moorages increase to more than 700. Electricity, water, waste disposal, recycling, bathrooms, showers, phones, cable television, parking, and US Customs services are available to recreational boaters. Fishing and commercial vessels have access to all services as well as a networking float and limited storage facilities.

Capacity of the marina is 20,000 boat nights per year plus an equal number of day visits. Some 14,695 guest boats moored in Friday Harbor in 2016 and 14,585 visited in 2017. Combined with

Roche Harbor, the marina clears more vessels through US Customs than any other West Coast port.

Air Transportation

Friday Harbor Airport: The Port of Friday Harbor operates the Friday Harbor Airport. It is located adjacent to the Town and is a primary service airport with regularly scheduled service. The 3,800-square-foot passenger terminal serves a variety of commercial carriers. Fifty-one (51) rental airplane hangars are maintained by the Port as well as 64 permanent aircraft tie downs and 42 transient tie downs. The rental hangars are not only at capacity but have a three-to-four-year waiting list.

In 1994, airport use consisted of an estimated 21,000 local General Aviation operations and 22,000 transient General Aviation operations. In 2001 the airport handled app. 70,000 operations. Of these operations app. 33% are commercial, 33% are transient and 33% are local (Mayo 2002).

Seaplanes: A seaplane landing float is also located on the breakwater at the Port of Friday Harbor. The waters of Friday Harbor are currently designated a general aviation seaplane base.

Future Transportation Needs

Overview

This section identifies future transportation needs under the Comprehensive Plan. It provides planning level cost estimates represented in 2018 dollars. Potential roadway improvements are identified in the annual Transportation Improvement Plan (TIP).

Land Transportation

Roadway System: Method and Criteria

A common approach often used in roadway system analysis is by rating the major arterials using the standard Highway Capacity Manual (HCM) Rural Highway Level of Service method (A through F).

The accepted Highway Capacity Manual methodology does not adequately address systems such as those found in Friday Harbor. The rural methodology used by the County applies to higher-speed roadways and mainly identifies opportunities to pass. It uses average daily traffic and does not consider peak periods. The urban methodology is geared toward higher-density, higher-traffic locations, and rates roads based on average speeds. Neither the County or urban methodology address the kind of conditions found in the Town which include peaking conditions several times a day, uncontrolled intersections, high numbers of pedestrians, and on-street parking. The town's position as the sole method of ingress and egress for the Island causes unique traffic patterns that are not available in standard traffic engineering documentation.

The Town has instituted bi-annual traffic counts in the winter and during Fair week in the summer. Data from these counts will be used in further transportation planning and LOS definition.

Four categories of improvements are identified by the Planning Commission for the roadway system: roadway reconstruction, new roadways, pavement overlays, and intersection

improvements. These improvements are detailed in the Town's current Six-Year Transportation Improvement Program (TIP) (Table 5-1).

Parking: Method and Criteria

Public parking is provided in the Town by the Town of Friday Harbor, Washington State Ferries (WSF), and the Port of Friday Harbor. The Town currently provides an adequate amount of on street parking.

Sidewalks and Pedestrian Facilities: Method and Criteria

Four categories of sidewalk or pedestrian improvement projects are identified: constructing new sidewalks, completing "missing links" in sidewalk systems, sidewalk repairs, and joint projects with the Port for pedestrian facilities in the waterfront area.

Improvements:

There has been significant progress regarding sidewalks in the four areas of Town previously identified as inadequate: Tucker Avenue from Guard Street to the Town boundary is currently complete as far out as University Way, Guard Street from Tucker Avenue, to the San Juan Island Library is complete, Argyle Avenue from Caines Street to Town limits will be widened in 2018 between Spruce Street and Rose Lane. Sidewalk has been added to Marguerite from Guard Street to Park Street. Harrison Street to Town limits remains to be done. Marguerite Place from Park Street to Spring Street is on the drawing board. Sidewalk improvements are directed by the *Street and Storm Drainage Standards* and are implemented during street reconstruction in accordance with the adopted TIP or during significant development.

In 2018 Web Street was also improved by adding sidewalks to both sides from Argyle Avenue to A Street.

Marine Transportation

Ferry Service: Method and Criteria

Most vehicular traffic arriving and departing from San Juan Island uses the ferry boats operated by Washington State Ferries (WSF). Access to the Island is provided through the ferry terminal in Friday Harbor. In addition to the terminal, the ferry system operates queuing areas for loading and unloading and parking facilities. It is assumed that the Town will not contribute to the cost of WSF facilities.

Port of Friday Harbor: Method and Criteria

The Port of Friday Harbor's General Plan 1998 to 2010 will identify specific improvements to the marina and waterfront area that will be needed over the next 8 years. Proposed improvements to the marina facilities will be identified in that plan. Improvements will be proposed for both the marina and the Port-operated piers. Marina facility improvement costs are the responsibility of the Port and will not be shared by the Town.

Air Transportation

Friday Harbor Airport: Method and Criteria

The Friday Harbor airport is owned and operated by the Port of Friday Harbor. Airport improvements, which are the responsibility of the Port, will be based on the Port of Friday Harbor's General Plan 1998 to 2010.

The Port has determined that the existing terminal and runway facilities are adequate to meet the needs of the 20- year GMA planning period. There is a need for additional hangar facilities for lease by private operators. The Port will continue to perform periodic maintenance and modernization on its existing facilities, such as pavement overlays or updating building systems.

Finance

Introduction

GMA requires that Friday Harbor prepare a plan for financing the transportation improvements identified in this Transportation Element (WAC 365-195-325). The Transportation Element (TE) must include an analysis of the Town's funding capabilities and a six-year funding plan to provide adequate service concurrent with the Town's growth and development. The Town must annually update and file with the Secretary of Transportation its six-year transportation program and include the financial plan to ensure that the Town is coordinating its street and road improvement program (RCW 35.77.010). The six-year Transportation Improvement Plan is contained in Table 5-1. This section identifies funding sources and funding levels for capital facilities identified in the Transportation Element. It includes a review of anticipated revenues, program expenditures, and capital improvements, and summarizes local, state, and federal resources that are needed to meet transportation improvements as well as resources that may be tapped to address future needs.

Table 5-1: Six-Year Transportation Improvement Program Summary

Table 5-1 – Summary of 2021-2026 Six Year Transportation Improvement Program

Project	Year Planned	Cost
1 First Street HMA Overlay	2022	\$ 150,000
2 Mullis Street (South) Reconstruction	2021	\$ 350,000
3 Mullis Street (North) Reconstruction	2022	\$ 330,000
4 Spring & Mullis Street Intersection Improvements	2022	\$ 100,000
5 Nichols Street Reconstruction	2025	\$ 1,200,000
6 Marguerite Place (South) Improvements	2023	\$ 1,000,000
7 Nash Street Construction (South)	2021-2022	\$ 1,100,000
8 Grover Street (East) Reconstruction	2024	\$ 1,000,000
9 Grover Street (West) Reconstruction	2025	\$ 250,000
10 Larson Street Improvements	2023-2025	\$ 705,000
11 Warbass Way Intersection Improvements	2021	\$ 220,000
12 Chipseal Overlay Improvements	2020	\$ 600,000
Total:		\$ 7,005,000

Funding Sources

The following sections describe financing options that the Town expects to use for transportation improvements to meet its transportation needs. The fund descriptions are organized into four categories. Operations identifies and describes locally derived revenues (e.g., current expense

fund, fuels taxes, and Capron funds) to be used for transportation projects. The Intergovernmental category includes grants and loans to Friday Harbor from other governmental jurisdictions.

Operating Revenues:

The following local revenues will support transportation improvements for roadways and arterials in Friday Harbor;

- Motor vehicle fuel tax
- Capron funds
- Town's current expense fund.

Motor Vehicle Fuel Tax: In an allocation of the Motor Vehicle Fuel Tax (MVFT) from the state's Town Road Administration Board, Friday Harbor receives approximately \$15.47 per capita based on gas sales in San Juan County. Detailed information on this funding source is available in the Town Budget. The revenues must be used for purposes such as construction, maintenance, and operation of city streets and arterials (RCW 82.36).

Transportation Benefit Districts: Chapter 36.73 RCW authorizes cities and counties to form Transportation Benefit Districts (TBDs), quasi-municipal corporations and independent taxing districts that can raise revenue for specific transportation projects, usually through vehicle license fees or sales taxes.

Transportation benefit revenues may be used for transportation improvements included in a local, regional, or state transportation plan. Improvements can range from roads and transit service to sidewalks and transportation demand management. Construction, maintenance, and operation costs are eligible.

Capron Funds: Capron funds are a special fund based on vehicle licensing and fuel taxes in San Juan County. Normally funding is distributed based on the location and length of a state highway in a county. Since San Juan County does not have a state highway a special fund has been set up to determine tax distribution. Details regarding these funds are available in the Town Budget.

Town Current Expense Fund: The current expense fund will contribute funds necessary for the maintenance and operation of the Town's streets. See the Town Budget for details.

Real Estate Excise Tax: State law gives towns planning under GMA the authority to impose a real estate excise tax on all real property transactions. This tax has two tiers, each 0.25 percent of the transaction price. The tax is intended to provide revenue to build growth-related capital facilities identified in GMA capital facilities plans.

Intergovernmental Resources: Four intergovernmental revenue sources are identified for transportation funding. These include the Urban Arterial Trust Account funding, Surface Transportation Plan funding, Transportation Improvement Account funding, and Transportation Improvement Board funds.

- **Urban Arterial Trust Account:** The UATA is a state funded program for arterial improvements and requires up to a 10% local match of the project costs.

- Transportation Efficiency Act: Federal funds from the Transportation Efficiency Act (TEA) for transportation projects are allocated through the Surface Transportation Plan (STP). These funds are divided between urban and rural projects. STP funds are to pay for and encourage projects that integrate multi-modal transportation (e.g., transit, pedestrian, non-motorized, marine, air, etc.). A local funding match of up to 13 percent of the project is required from the jurisdiction receiving funding.
- Transportation Improvement Board: The state's Transportation Improvement Board (TIB) manages a Transportation Improvement Account (TIA) program that can be used to alleviate and prevent traffic congestion caused by economic development or growth. Eligible projects should be multi-agency, multi-modal, and congestion-related, and support economic development activity. The TIB distributes about \$40 million annually in grants for qualified projects. Matching requirements are based on a Town's population. The Transportation Improvement Board (TIB) also administers the Sidewalk Account. The sidewalk account funds projects that improve pedestrian circulation.

Potential Funding Sources

The following financing options may also be considered in the future. The fund sources include both local and intergovernmental revenues.

Local Revenues:

- General Obligation (GO) and Revenue Bonds pledge the full faith and credit of the issuing jurisdiction and must be repaid through the multi-use revenues available to the Town, such as property tax or fees. Bonds are of two types: councilmanic and voter-approved.
- Councilmanic Bonds - The issuance of councilmanic bonds is authorized by Town Council action; they are non-voter bonds and can be used for any purpose the Board desires. These bonds, however, must be paid through existing tax revenues, which can cause problems since the Town relies on property taxes to pay for other capital facility improvements. Councilmanic bonds are limited to 1.5 percent of the total property value of the Town.
- Voter-approved Bonds - Voter-approved bonds allow citizens to authorize property taxation for projects over and above the Town's current tax rate. The statutory maximum levy rate for municipalities is \$1.80 per \$1,000 of assessed value. The bond limit for voter-approved bonds is 2.5 percent of the total property value of the Town.
- Property Tax - State law allows voters to approve property taxes more than the maximum rate. This "lid lift" option can be for general revenues or capital purposes and need not be permanent. If the lid lift is temporary and intended to fund capital improvements, it is exempt from the 6 percent annual limit on rate increases. If the lid lift is permanent, it is subject to the 6 percent limit. A 60 percent majority vote is needed to approve a lid lift.
- Local Option Fuel Tax Friday Harbor may consider a local option fuel tax. State law allows municipalities, subject to voter approval, to impose a fuel tax equal to 10 percent of the state fuel tax. The state collects the receipts and distributes the revenue back to cities and counties based on population. The distribution is weighted, so that unincorporated areas receive 50 percent more per capita than incorporated areas.
- Service Agreements In 1994 the Washington legislature authorized local governments to enter into service agreements (RCW 36.115). The purpose of service agreements is to identify the jurisdictions that will provide various local government services and facilities within a specified geographic area and the means for financing those services and facilities.

Intergovernmental Revenues:

The following intergovernmental revenues may be considered:

- Community Development Block Grants (CDBGs) are federal funds administered by the Washington State Department of Community, Trade, and Economic Development (CTED). The grants can be used for a variety of urban infrastructure improvements, including water and sewer system improvements, streets, and sidewalks. Eligible projects must principally benefit low and moderate-income households; therefore, the funds are generally targeted to small improvement projects in low- and very-low-income neighborhoods.
- Public Works Trust Fund (PWTF) monies are available for capital projects and are distributed by the state in the form of low interest loans. The amounts vary annually, and, in the case of construction loans, require a matching local share.
- Surface Transportation Plan (STP) competitive grants are also available for transportation improvements. These grants are available on a competitive basis for projects of regional significance. Grant matching requirements are like those for the regional STP programs described above.

General Goals and Policies

Goals

TE-1 To promote a varied system of transportation services that meets the needs of the Town of Friday Harbor and its residents, while protecting the character of the Town and its neighborhoods.

TE-2 To promote a transportation system that recognizes Friday Harbor's role as the center of commerce and transportation for all of San Juan Island, and the resulting impacts on the Town's transportation infrastructure.

TE-3 To promote a transportation system that is consistent with existing and future patterns of land use and development in Friday Harbor.

Policies

TE-4 The size and timing of transportation improvements should not be driven by peak demands.

TE-5 Identify and promote modes of transportation that reduce automobile traffic on both roads and ferries.

TE-6 Proposed transportation facilities should be based on consistency with the other elements of the Comprehensive Plan.

TE-7 Implementation of the Transportation Element should consider the needs and desires of Friday Harbor residents and include active citizen participation.

General Level of Service (LOS)

Goals

TE-8 To ensure that transportation facilities necessary to serve new development are adequate and available upon occupancy without decreasing existing levels of service below established minimum standards.

Policies

TE-9 The size and timing of improvements to the land transportation system should not be driven by peak demands.

TE-10 Friday Harbor's LOS standards should balance service levels with the Town's ability to provide and/or fund, and Town residents' ability to pay for, needed improvements.

TE-11 Friday Harbor should establish a process under which LOS standards are regularly reviewed and updated in response to local needs and/or financing capabilities.

TE-12 Friday Harbor should undertake a Roadway Condition Rating System project to monitor and ensure that roadway circulation is adequate to serve existing and future development.

Table 5-2: Street and Intersection Level of Service Standards

Level of Service (LOS)	A/B	C	D	E
Arterial Intersection Avg. Delay Time	0-20 sec.	20-45 sec.	45-90 sec.	>90 sec.
Avg. Annual Daily Traffic (Spring St.)	< 7,000	7,000 to 10,000	10,000 to 12,000	>12,000
Avg. Annual Traffic (Other Arterials)	< 2,500	2,500 to 4,500	4,500 to 7,500	> 7,500

TE-13 Town of Friday Harbor level of service standards are contained in the Table 5-2:

TE-14 The Town should adopt Level of Service D for Arterial Intersection Average Delay Time, Average Annual Daily Traffic on Spring Street and Average Annual Daily Traffic on other arterials.

Financing

Goals

TE-15 To ensure that needed transportation improvements are within the ability of the Town and its residents to fund.

TE-16 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, transportation improvements in Friday Harbor needed to mitigate regional or island-wide transportation impacts.

TE-17 Friday Harbor should seek new methods for improving and financing transportation issues that are directly related to the impacts of growth.

Policies

TE-18 Friday Harbor should prepare a six-year transportation improvement plan to determine which roads and other transportation facilities should be constructed or improved.

TE-19 Friday Harbor should develop a rating system to prioritize transportation projects.

TE-20 Friday Harbor should allocate transportation funds in the following order of priority: Debt service and administration; Maintenance of existing transportation facilities; and Engineering and construction of improvements.

TE-21 Road improvements should be ranked using a rating system that gives priority to projects that are financed cooperatively with other agencies or private developers.

TE-22 Friday Harbor may cooperatively finance road improvements with developers whose projects are determined to increase traffic volumes on Town roads. The amount of financial assistance by the developer should be based on a fair share that is proportionate to the amount of increase in traffic volumes attributable to the development.

TE-23 Friday Harbor should coordinate efforts with San Juan County for cooperative funding of road improvements within the Town and within the Friday Harbor Urban Growth Area.

TE-24 The costs of needed transportation 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.

TE-25 Financial responsibility for existing development should include: Transportation improvements that reduce or eliminate existing deficiencies; and a portion of the cost of replacement of obsolete or worn out facilities.

TE-26 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.

TE-27 Forms of payment for transportation improvements by future development should include, but not be limited to: Voluntary financial contributions, voluntary dedication of land, provision for public transportation facilities, public/private partnerships, and charges for services.

TE-28 The costs of needed transportation improvements for both existing and future development may be paid for by grants, entitlements, or public facilities from other levels of government and independent taxing districts.

TE-29 Friday Harbor should not provide a public transportation facility or accept a public transportation facility from others if the Town or other provider is unable to pay for the ongoing operation and maintenance of the facility.

TE-30 In the event that revenues identified for transportation 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 established 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 transportation facilities; other modes of transportation; a combination of the above; and denial of development permits.

Air Transportation

Goals

TE-31 To acknowledge the importance of public air transportation facilities to the residents and commerce of Friday Harbor.

TE-32 To achieve the greatest compatibility between air transportation facilities and operation and adjacent land uses while assuring adequate, safe, and convenient service.

General Policies

TE-33 Friday Harbor should cooperate with WSDOT, San Juan County and Port of Friday Harbor to provide air transportation facilities that:

- Are scaled to serve the needs of Town and island residents;
- Are planned in a coordinated and comprehensive manner;
- Are planned to protect the character of the Town and its neighborhoods; and
- Are consistent with the goals and policies in the Land Use Element.

TE-34 Friday Harbor should promote recognition by pilots and other air transportation users of their roles in minimizing air traffic safety hazards, noise, traffic, and other adverse impacts on surrounding land uses.

TE-35 Friday Harbor should help mitigate the impacts of air transportation facilities by:

- Coordinating with the Port of Friday Harbor to update its master plans for air transportation facilities;
- Minimizing the adverse impacts of lights and noise on adjacent properties.

Policies - Friday Harbor Airport

TE-36 Friday Harbor should coordinate with the Port of Friday Harbor to ensure that long term operation of the Friday Harbor Airport is compatible with surrounding land uses and consistent with the Comprehensive Plan by:

- Identifying land use types and intensities that are compatible with the airport;

Policies - Seaplanes

TE-37 Friday Harbor should coordinate with the Port of Friday Harbor in the regular review of seaplane operations in the Port marina. The review should focus on maintaining flight patterns that minimize noise impacts to area residents and minimize interference with navigation and moorage.

Marine Transportation

Goals

TE-38 To recognize the critical roles that marine transportation systems play in contributing to Friday Harbor's character, as the primary mode of regional transport for its residents, and as a significant contributor to the Town's economic base.

TE-39 To minimize conflicts in the movement of vessels, people and goods between marine transportation modes and upland areas in the Town of Friday Harbor.

General Policies

TE-40 Friday Harbor should encourage the design and development of marine transportation facilities and services that serve the needs of Town residents and protect the character of the Town and its neighborhoods.

TE-41 The design and development of marine transportation facilities and services should be undertaken in close coordination with the Port of Friday Harbor (POFH), San Juan County, and Washington State Department of Transportation (WSDOT).

Ferry System Policies

TE-42 The size and timing of improvements to the ferry terminal system should not be driven by peak demands.

TE-43 Friday Harbor should coordinate with WSDOT, the Port of Friday Harbor and San Juan County to establish and maintain efficient ferry routing, scheduling and operations that place a priority on meeting the needs of Friday Harbor residents and businesses.

TE-44 Friday Harbor and San Juan County should encourage WSDOT to develop and implement a fare schedule that will help offset periods of peak demand.

TE-45 In order to reduce loads on other vessels, Friday Harbor and San Juan County should encourage WSDOT to consider use of a barge-type carrier or a dedicated ferry for the transport of commercial vehicles.

TE-46 Friday Harbor and San Juan County should urge WSDOT to conduct a public involvement process related to existing preferential loading policies and possible changes to those policies.

TE-47 Friday Harbor, San Juan County and WSDOT should jointly identify and agree upon new terminal and related facilities that will be acceptable to the community, and the extent to which those facilities can be accommodated within the Town.

TE-48 Friday Harbor and San Juan County should undertake a coordinated effort with WSDOT to promote non-vehicular traffic on ferries to reduce demand on Town roads.

TE-49 In order to promote non-vehicular traffic on ferries, Friday Harbor and San Juan County should urge WSDOT to construct an adequate commuter or short-term (1-3 days) parking area. This parking area should also include a passenger pick-up and drop-off area, and bus/taxi stops.

TE-50 In order to accommodate increased non-vehicular traffic on ferries, Friday Harbor, the Port of Friday Harbor and San Juan County should urge WSDOT to provide adequate passenger waiting facilities that include larger restrooms and larger enclosed passenger-waiting areas.

TE-51 In order to reduce impacts to the Town of Friday Harbor and its neighborhoods, and to encourage non-vehicular traffic, Friday Harbor and San Juan County should urge WSDOT to construct new vehicle holding areas in remote locations away from the waterfront. Access to the new vehicle holding areas should be from designated arterials and be designed to avoid vehicle traffic in residential neighborhoods.

TE-52 In order to improve service for Friday Harbor and San Juan Island residents, Friday Harbor and San Juan County should urge WSDOT to convert the existing tie-up slip at the terminal to a loading/unloading slip for the inter-island ferry.

TE-53 Friday Harbor and San Juan County should urge WSDOT to revise its operational practices to reduce traffic impacts in the downtown area. Possible measures include, but are not limited to:

- Operational or schedule changes to compliment any expansion of terminal facilities;
- Limit vessel size at the Super Class (160 vehicles) due to congestion and limited terminal capacity;
- Unloading bicycles last or holding them at the terminal until motor vehicles are unloaded; and
- Providing current information on ferry and land transportation schedules at ferry terminals.

TE-54 Any development or expansion of ferry terminal facilities by WSDOT should be consistent with the goals and policies of this Comprehensive Plan. For its transportation planning, Friday Harbor should use the following level of service for future WSDOT ferry operations to and from Friday Harbor:

- Minimum of eight (8) peak summer ferry sailings to Anacortes
- Vessel “turn around” in Friday Harbor of 30-35 minutes

TE-55 Friday Harbor and San Juan County should establish joint level of service standards for the WSDOT ferry operations that balance the community’s need for marine transportation with the potential adverse impacts of expanded or new facilities and service. Level of service standards for the ferry system is shown in Table 5-3.

TE-56 For the purpose of its transportation planning Friday Harbor and San Juan County should jointly adopt LOS D for peak and off-peak ferry service.

TE-57 If peak or off-peak ferry service falls below LOS D, the Town and the County should take the following steps:

- Re-evaluate the LOS standard to determine if changes in data and/or community needs or desires require changes to the LOS standard. If changes are appropriate, amend the Comprehensive Plan with revised LOS standards.
- Request that WSDOT work with the Town and County to evaluate alternative demand management strategies.

TE-58 For the purpose of transportation planning Friday Harbor and San Juan County should jointly adopt LOS D for ferry parking facilities.

TE-59 If ferry parking facilities fall below LOS D, the Town and the County should take the following steps:

Table 5-3: Ferry System Level of Service Standards

Level of Service	A	B	C	D	E	F
% Overload Peak (August)	< 20	20-24	25-34	35-49	50-60	> 60
% Overload Off-peak (March)	< 10	10-14	15-24	25-39	40-50	> 50
Parking Spaces per 100 residents	> 6	6	5	3	2	< 2
<i>Note: Current LOS is D for peak overload, C for off-peak overload, and E for parking (San Juan Island).</i>						

- Re-evaluate the LOS standard to determine if changes in data and/or community needs or desires require changes to the LOS standard. If changes are appropriate, amend the Comprehensive Plan with revised LOS standards.
- Request that WSDOT work with the Town and County to evaluate alternatives for increasing capacity.
- Request that WSDOT work with the Town and County to evaluate alternatives for decreasing demand.

TE-60 If Friday Harbor and San Juan County jointly agree that measures to restore and/or maintain adopted LOS are unsuccessful, they should request WSDOT to begin the necessary

studies to determine the feasibility of relocating the ferry terminal to a location outside of downtown Friday Harbor.

Port of Friday Harbor Policies

TE-61 The Town of Friday Harbor and the Port of Friday Harbor (POFH) should closely coordinate their long-term planning efforts affecting the marina and Friday Harbor waterfront.

TE-62 Friday Harbor and the POFH should jointly identify and agree upon new Port facilities that will be acceptable to the Town, and the extent to which those facilities can be accommodated within the Town.

TE-63 Friday Harbor and the POFH should discourage buses from using Front Street at the ferry terminal by limiting their presence to actual loading and unloading and locating a “staging area” accessible to the waterfront.

Land Transportation

Goals

TE-64 To develop and maintain a roadway system for Friday Harbor that is consistent with the Adopted Street and Storm Drainage Standards.

TE-65 To develop and maintain a roadway system for Friday Harbor that is safe, efficient, and affordable.

TE-66 To develop and maintain a roadway system for Friday Harbor that accommodates a variety of modes of transportation.

Roadway Policies

TE-67 The size and timing of improvements to the road system should not be driven by peak demands.

TE-68 All roads in Friday Harbor should be classified as arterials or local access streets. Streets that are not classified as arterials should be classified as local access streets.

TE-69 Construction and maintenance of Town roads should be consistent with the Adopted Street and Storm Drainage Standards:

TE-70 Approaches to Town roads should be minimized.

Parking Policies

TE-71 All major transportation facilities, including the ferry terminal and Port of Friday Harbor, should include adequate off-street parking areas.

Bicycle Policies

TE-72 Friday Harbor should recognize the demand for bicycle use and accommodate such use to the extent practical consistent with the following:

- The Town should promote efforts to publicize the importance of safe riding practices.
- Where possible, Friday Harbor should accommodate bicyclists on Town roads.
- During ferry unloading bicycles should be held at the terminal until motor vehicles are unloaded.
- Public transportation facilities should include parking facilities for bicycles.

Moped Policies

TE-73 To reduce danger and promote safety, the Town should promote efforts to publicize the importance of safe riding practices.

Sidewalks and Pedestrian Path Policies

TE-74 Walking should be encouraged as a form of transportation that is in keeping with the small town, pedestrian environment in Friday Harbor.

TE-75 Unimproved road rights-of-way should be considered for development as pedestrian paths where they provide public access to shorelines or serve to achieve to further the parks and recreation goals and policies of the Capital Facilities Element.

TE-76 The Town should follow the State of Washington's lead in allowing personal electric assistive mobility devices, such as "Segways", adopting appropriate regulations that govern their use.

TE-77 Within downtown Friday Harbor, priority should be given to repair of existing sidewalks and completion of linkages where sidewalks have not been constructed.

TE-78 Within downtown Friday Harbor, "pedestrian bulbs" should be constructed at all major intersections in order to increase visibility and promote pedestrian safety.

TE-79 Locate pedestrian sitting and viewing areas throughout the Town, not just in the downtown core.

Public Transit

TE-80 Friday Harbor should encourage privately owned transportation services (e.g., bus or van shuttle) that can help reduce vehicular traffic in the downtown area.

TE-81 Friday Harbor should encourage the use, by transportation services, of smaller passenger van shuttles (25 passenger – 24' maximum length) that can maneuver in the confined spaces of the downtown core and waterfront.

Chapter 6

Capital Facilities

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

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.

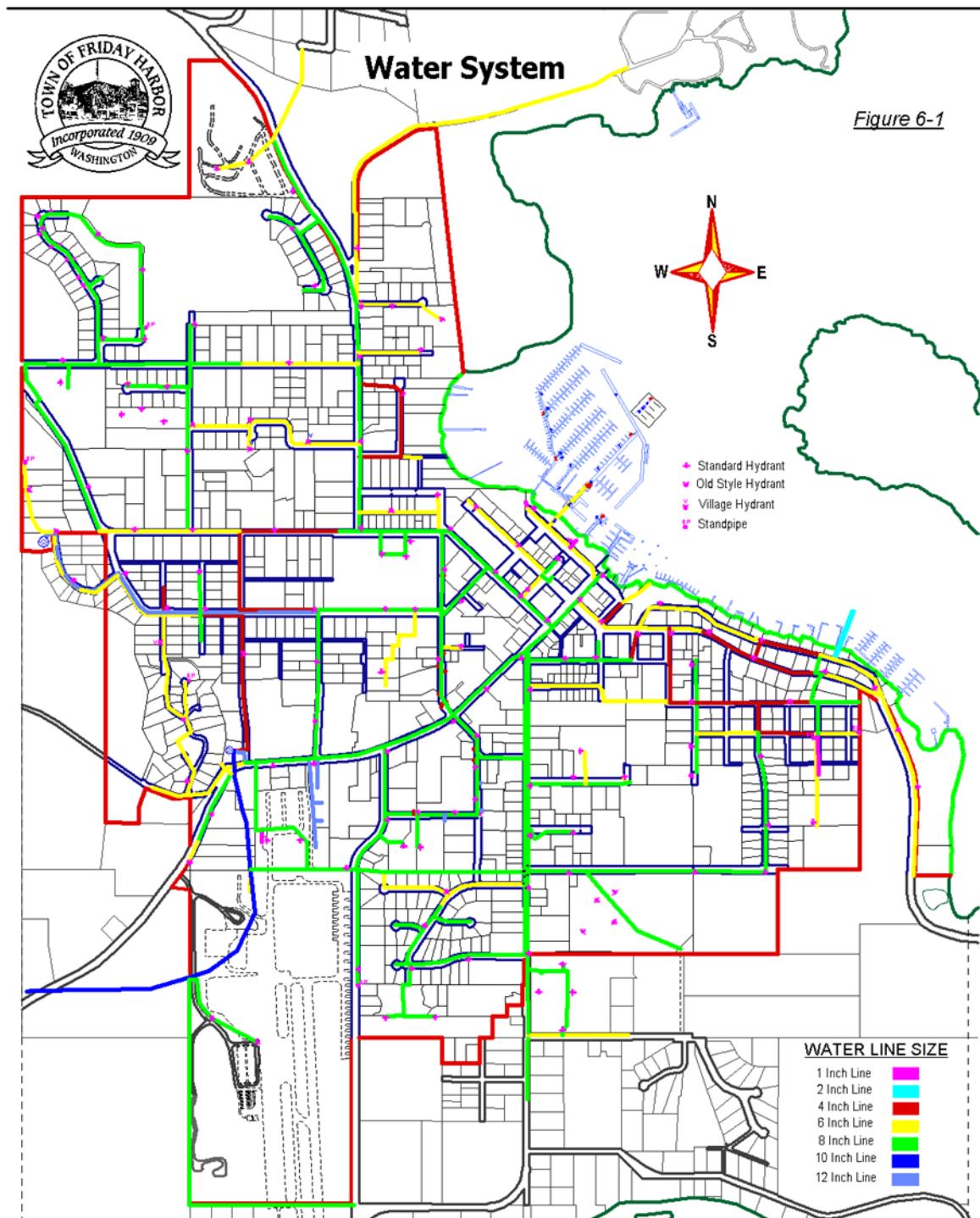


Figure 6-1: Existing Water System



Figure 6-2

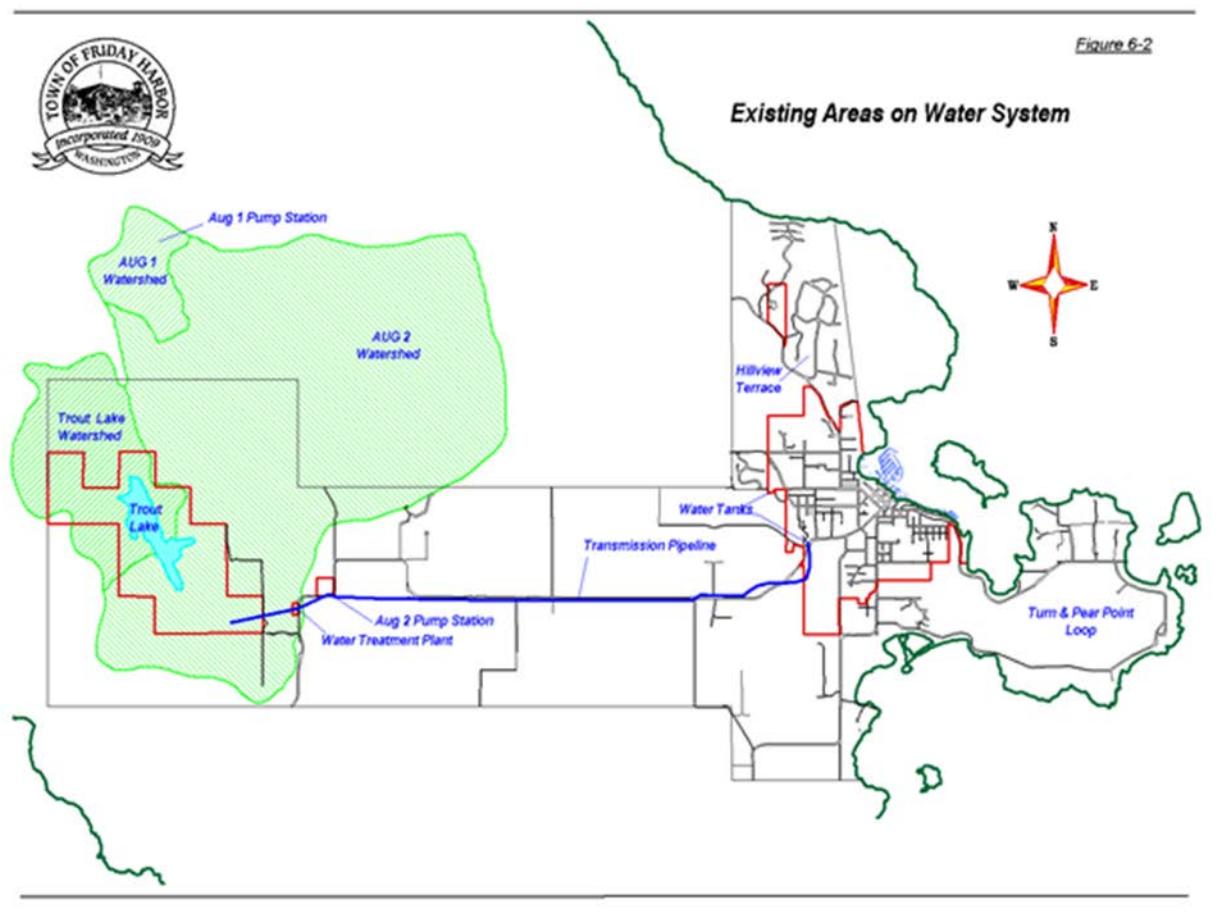


Figure 6-2: Overview of Town Water System

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 to protect water quality within the watersheds (Figure 6-2).

In 1993 construction began to replace the pressure filtration system with a 700-gpm gravity filtration system. In 2010, Granular-Activated Carbon filtration was added. A 70,000-gallon clearwell provides water to periodically backwash the filtration units. Following filtration, water is chlorinated. Finished water is carried via a new 14-inch HDPE main, built in 2016, 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 0.79 mgd in 2012. 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 38.8 percent. Commercial users make up the next largest usage of water at approximately 24.8 percent per year. Multi-Family Residential accounts for approximately 20 percent per year and Public Authority 10 percent. Total industrial water use is approximately 1.6 percent total water produced.

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.

Future Water Supply Needs

The following Level of Service (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 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:

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

CFE-27 Friday Harbor should explore utility rate structures that encourage conservation.

CFE-28 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-29 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-30 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.

Level of Service

CFE-31 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-32 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-33 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-34 Friday Harbor should proceed with implementation of water system improvements in the Capital Facilities Element.

CFE-35 Friday Harbor should favor conservation measures over the acquisition of new resources.

Wastewater

Existing Facilities

Overview The Town of Friday Harbor wastewater system (Figure 6-3) currently serves approximately 967 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 2004 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 septic 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. A new comprehensive sewer plan is expected to be prepared this year (2018) by Wilson Engineering, LLC and adopted by the Town.

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.

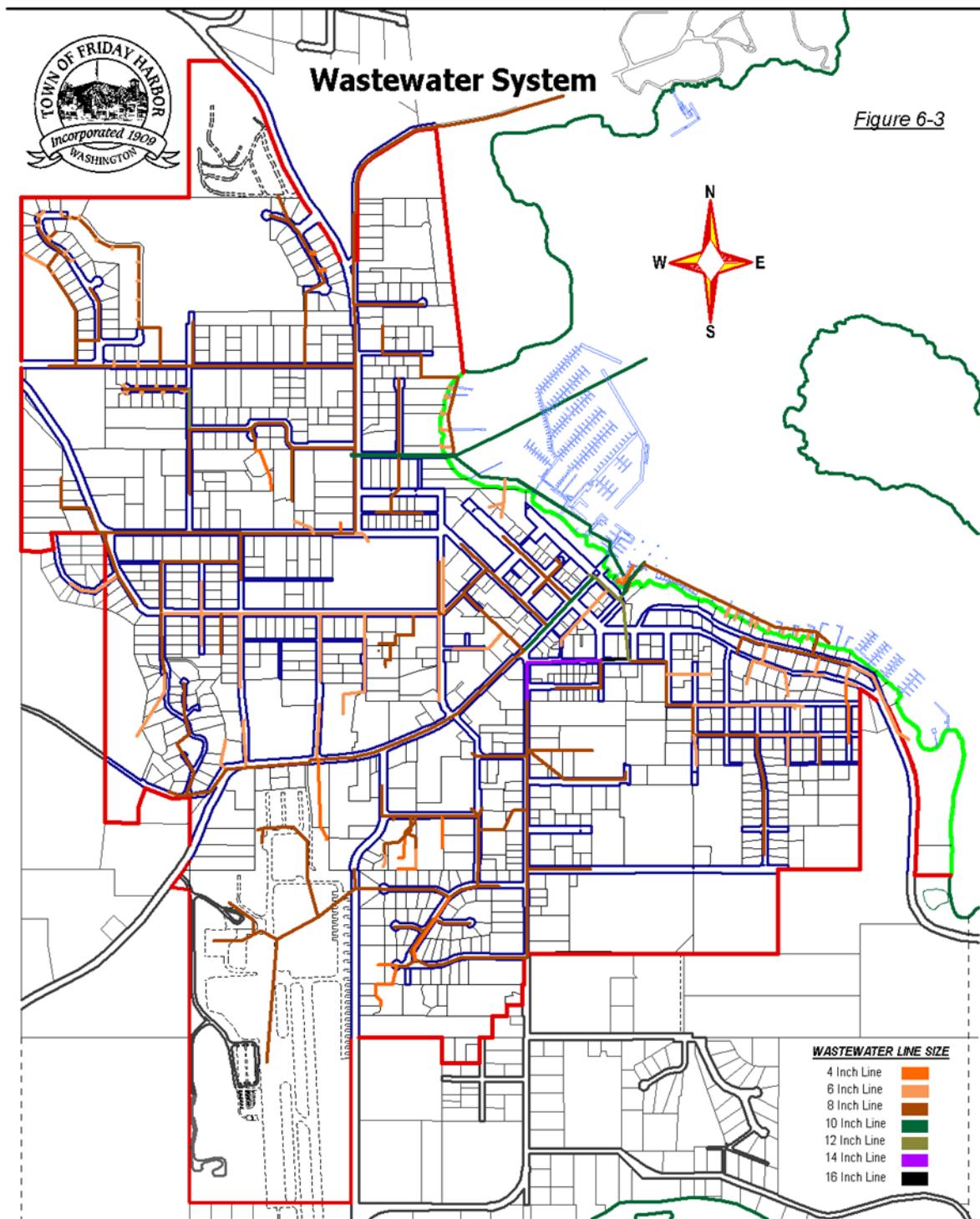


Figure 6-3: Town Wastewater System

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 nine 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 use up required capacity within the collection system and treatment plant that could otherwise accommodate growth; it 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 tertiary treatment plant. The plant is comprised on influent screening with grit removal, sequencing batch reactors for treatment, two flow equalization basins, with tertiary filtration and ultraviolet disinfection of effluent. The waste solids from the treatment process are temporarily held in an aerated basin, and the resulting solids are dried and hauled to the mainland for use at an animal waste processing facility. The treatment plant also has an accredited laboratory on site. The plant operates with five 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 sequencing batch reactors are designed to shorten the cycle time as flows increase to accommodate these higher flows.

If the flows become high enough, the cycle stops completely and the water flows through the units without treatment. At this point, the wastewater is comprised mostly of stormwater flow. In these circumstances, it is routed through the tertiary filter and disinfected with chlorine before it is discharged through the marine outfall; this situation only occurs during exceedingly high storm flow.

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-36 To develop and maintain a safe, efficient, and cost-effective wastewater collection and treatment system for Friday Harbor.

CFE-37 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-38 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-39 Friday Harbor should, for each new development permit, demonstrate adequate wastewater collection and treatment capacity for the proposed use.

CFE-40 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.

CFE-41 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-42 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-43 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-44 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-45 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-46 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 pipe size is 8-inch diameter with 7,750 feet of line.

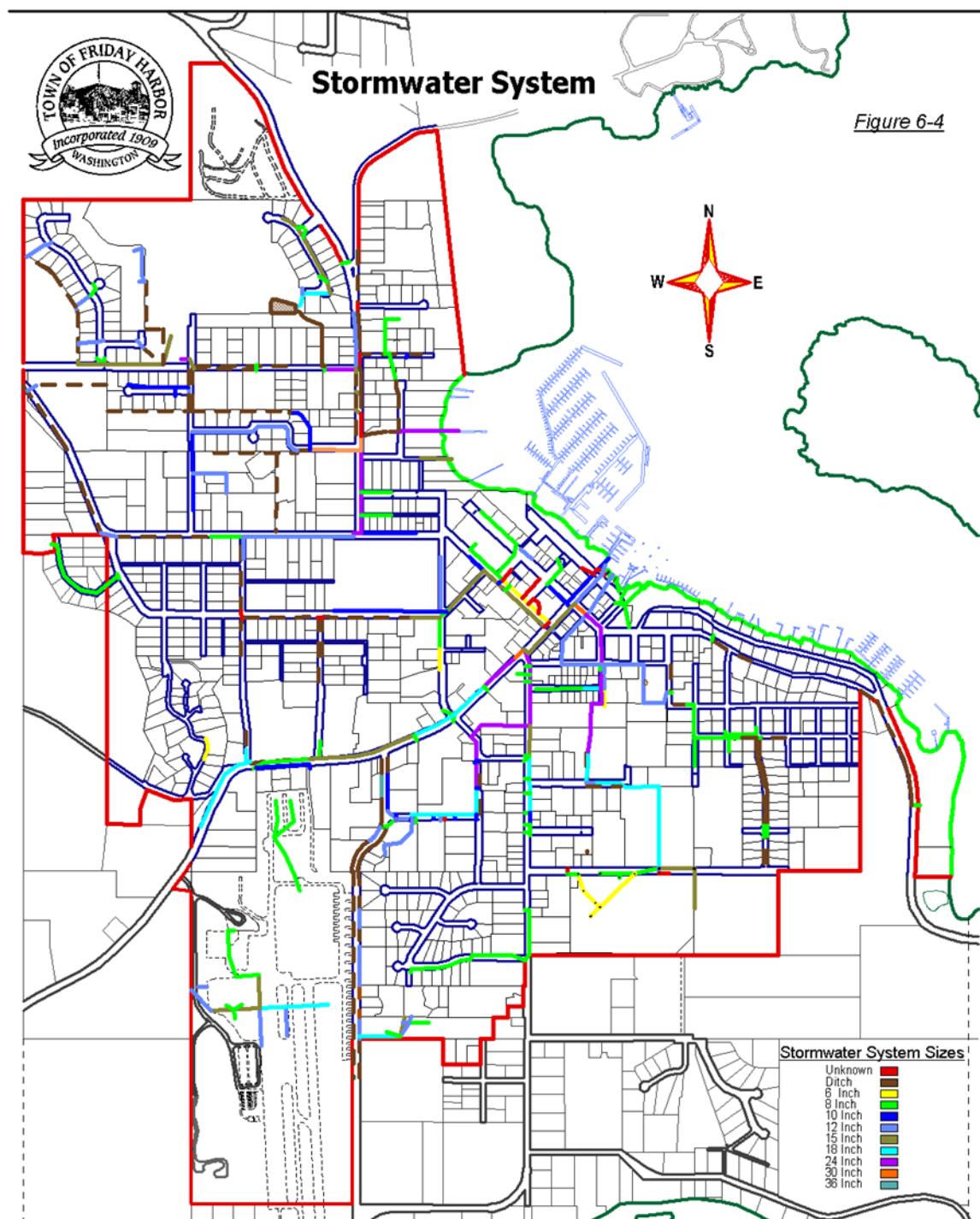


Figure 6-4: Town Storm Drainage System

Urban Growth Area

Stormwater drainage within the unincorporated 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 unincorporated 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.

Goals

CFE-47 To develop and maintain a safe, efficient, and cost-effective storm drainage system for Friday Harbor.

CFE-48 To protect surface and groundwater quality through state and local controls and public awareness on water quality issues.

CFE-49 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-50 Friday Harbor should manage stormwater in a manner consistent with the goals of currently adopted Stormwater Management Plan.

CFE-51 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-52 Friday Harbor should, for each new development permit, demonstrate adequate storm drainage system capacity for the proposed use.

CFE-53 Friday Harbor should ensure that all the costs attributable to development of new storm drainage facilities are equitably shared by those who benefit.

CFE-54 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-55 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-56 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-57 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-58 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-59 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 adopted the current *Moderate Risk Solid Waste Management Plan* on January 9, 2014.

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 bring their solid waste to a facility on Sutton Road where a contractor processes it into large containers and hauls it off island to permanent 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 several 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.

In 2011, the Town collected 1,67 tons of solid waste, down from 1,929 tons of solid waste in 2005. The town rarely accepts solid waste from outside its boundaries.

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, miscellaneous paper, and cardboard are accepted. In 2011, the Town recycled 10.96 tons of comingled aluminum, plastic, glass, and tin, and 52.5 tons of cardboard (2013 Moderate Risk Solid Waste Management Plan).

The Town periodically collects yard waste. The schedule varies with the seasons from once per month throughout winter and up to twice per month during spring, summer, and fall.

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 unincorporated 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 unincorporated UGA is collected at the San Juan Island transfer facility and then long-hauled to the mainland.

Future Solid Waste Needs

Level of Service In 2015, changes were implemented by the solid waste department. The Town no longer hauled its garbage off island to Skagit transfer station. Instead, arrangements were made to outsource operation of Sutton Road landfill to Lautenbach Industries. The Town now tips at Sutton Road and Lautenbach transports it off island.

Future solid waste generation, disposal, and recycling volumes are estimated as follows:

Solid Waste

2015 – 1,978 TN

2020 – 2,100 TN

2025 – 2,234 TN

2030 – 2,371 TN
2035 – 2,546 TN

Several 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.

Estimated Revenues

The refuse department is funded through user fees based on volume projections operating revenues were projected to be \$1,028,573 for 2018.

Goals

CFE-60 To develop and maintain a safe, efficient, and cost-effective solid waste management system for Friday Harbor.

CFE-61 To reduce the volume of the waste stream through effective and sustained waste reduction and recycling efforts.

CFE-62 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-63 Friday Harbor should coordinate the provision of solid waste and recycling facilities with the residents of San Juan County.

CFE-64 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-65 Friday Harbor should, for each new development permit, demonstrate adequate solid waste management capacity for the proposed use.

CFE-66 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-67 Friday Harbor should manage its solid waste collection methods to minimize litter, neighborhood disruption, and degradation of the environment.

CFE-68 Friday Harbor should promote recycling of solid waste through waste reduction, source separation, and public education programs.

CFE-69 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-70 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-71 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-72 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-73 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-74 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.

Emergency Medical Service

Existing Facilities and Services

Emergency Medical Services (EMS-911) for the Town of Friday Harbor and UGA are provided through the San Juan Island EMS, which operates under San Juan County Public Hospital District No. 1 and is headquartered at 1079 Spring Street next to PeaceHealth Peace Island Medical Center.

The Friday Harbor Aid Unit is staffed with five (5) full-time paramedics, one (1) full-time administrative assistant, 32 (thirty-two) part-time volunteer EMTs, three (3) full-time career EMTs (including a director of operations, logistics coordinator, and community paramedic). A minimum of one (1) paramedic is on call 24-hours a day, seven days a week. Backup support is provided by the volunteer staff.

The EMS 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 fifty (50) students, a kitchen area, an office, two restrooms, one shower and storage space.

The unit is equipped with three (3) ambulances, three (3) paramedic vehicles, one (1) community paramedicine vehicle, and one (1) chief vehicle. The upstairs accommodates a conference room, bathroom with showers, and sleeping quarter for around-the-clock EMT and paramedic coverage, and additional finished storage.

Future Emergency Medical Service Needs

Level of Service The current level of service in Friday Harbor has an average response time of 6:13 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 County Public Hospital District (PHD) No. 1.

Goals

CFE-75 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-76 Friday Harbor should cooperate with PHD No. 1 and the San Juan Island EMS to enhance the provision of emergency medical service.

Level of Service

CFE-77 Friday Harbor should support a LOS of 6 minutes as adequate for Emergency Medical Services.

CFE-78 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/Law Enforcement

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 undersheriff, 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.

Goals

CFE-79 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-80 Friday Harbor should maintain cost effective police protection services.

CFE-81 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-82 Friday Harbor should establish an LOS measurement for police protection services consistent with statewide standards.

CFE-83 Friday Harbor should establish an LOS of 1.6 commissioned officers per 1,000 population as adequate for police protection services.

CFE-84 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-85 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

Existing Facilities and Services

Fire protection in Friday Harbor and the UGA is provided to the Town under contract with San Juan County Fire District #3, Station 31, located at 1011 Mullis Street. The Department has primary responsibility for fire suppression and fire prevention within the Town limits.

Station 31 is a two-story building with three (3) bays, meeting rooms, offices, and a kitchen. The Department is currently staffed with one (1) chief, one (1) assistant chief (training and safety), one (1) administrative officer, one (1) captain in charge of maintenance and facilities, one (1) lieutenant in charge of fleet maintenance, two (2) firefighter who support the maintenance division officers, forty-four (44) paid on-call emergency responders, and seventeen (17) specialists and support personnel.

Station 31 is equipped with the following mechanical inventory:

- 1 Class A/Type 1 1,000 GMP, 1,000 Gallon pumper
- 1 Class A 1,500 GPM pumper with 65' aerial
- 1 heavy rescue
- 1 wildland engine
- 4 command vehicles
- 2 utility trucks
- 1 Type 2 fire boat (at the Port of Friday Harbor)

The Fire Department's response time to calls averages 5:12 minutes per incident (B. Creesy, 2017). Per a report from Fire District #3, over 19% of the calls are in the Station 31 response area which includes Friday Harbor. The current Washington Rating and Survey Bureau (WRSB) rating for the Town of Friday Harbor is 6, which exceeds a rating of 7 and is deemed adequate for fire protection services.

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.

Goals

CFE-86 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-87 Friday Harbor should cooperate with San Juan County Fire District No.3 to enhance the provision of fire protection service.

Level of Service

CFE-88 Friday Harbor should support a LOS for fire protection services consistent with the Washington Rating and Survey Bureau (WRSB).

CFE-89 Friday Harbor should support a LOS of WRSB 7 as adequate for fire protection services.

CFE-90 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.

CFE-91 If the fire protection service demand exceeds adopted LOS standards Friday Harbor should respond in one or more of the following ways:

- Re-evaluate the LOS standard to determine if it is still appropriate, and revise if necessary; or
- 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.

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-92 To ensure that the school-age residents of Friday Harbor have adequate public school facilities and healthy learning environments.

General Policies

CFE-93 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-94 The LOS standards and measurements for public schools should be determined by San Juan Island School District No. 149.

CFE-95 If impact fees are to be collected to mitigate the impacts of new development on public schools, the School District should:

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

CFE-96 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-97 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 the demand for public school facilities.
 - Re-evaluating the concurrency policies contained in this Element and revising the concurrency standards if necessary.

Medical Services

PeaceHealth Peace Island Medical Center (PIMC) opened its doors in November 2012. PIMC emergency care is available to district residents (including Friday Harbor residents) and visitors alike 24 hours a day, seven days a week, 365 days a year. PIMC is a level IV trauma center which means it has the capability of providing "advanced trauma life support" to patients prior to

transferring them to a higher-level trauma center, there is a trauma nurse and physician on site upon arrival, and 24-hour laboratory coverage.

In addition to emergency care, PIMC also provides:

- Primary Care with PeaceHealth Medical Group
- Tele-psychiatry and Integrated Behavioral Health Services
- Visiting specialty medical care
- Outpatient surgical services
- Telemedicine specialty consultations
- Diagnostic imaging services
- Diagnostic medical lab service
- Professional pharmacy services
- Cancer care and specialty services

PIMC is staffed by five (5) members of the PeaceHealth Medical Group team of primary care providers; two (2) full-time Emergency Department practitioners, three (3) part-time that travel to San Juan Island, and two (2) scheduled as needed; and one (1) oncologist and one (1) certified oncology nurse in the Cancer Care department. This count does not include numerous support staff.

Finance

Introduction

A six-year finance plan has been prepared for the years 2018 to 2024 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.

Table 6-1 - Summary of Capital Facility Improvements

Project List	Year Planned	Cost
Water Utility:		
Facility		
Design and Replace Treatment Plant Facility	2023-2026	\$ 8,750,000
Design, Replace/Raise Trout Lake Dam	2030-2035	\$ 12,000,000
Water Main & Station Replacement, Improvement or Upgrade		
Main Replacement – First / Harrison St from Spring to B St	2021	\$ 900,000
Main Replacement – Argyle Ave to Jacksons Beach	2025	\$ 450,000
Main Replacement – Harrison St from B St to Turn Point Rd	2025	\$ 1,500,000
Other		
Wireless Meter Reading System	2023	\$ 750,000
	Total	\$ 24,350,000
Sewer Utility:		
Facility		
Sewer Plant Outfall Line Replacement (including const administration)	2021	\$ 1,700,000
Sewer Plant SBR Conversion including: Mobilization, Demolition, Equipment, Buried piping, Air piping, Valves, Biosolids removal equipment and building, Anoxic Basin, Equilization Basin, Clarifier, Site work, Electrical, Contractor profit and sales tax	2021-2023	\$ 13,218,000
Sewer Main & Station Replacement, Improvement or Upgrade		
Pump Station - #4 Decommission	2021	\$ 300,000
Main Replacement - Ellsworth Avenue	2020-2021	\$ 300,000
Main Replacement – Spring St from First to Second St	2022	\$ 250,000
Main Replacement - Marguerite from Spring to Park St	2022	\$ 297,000
Main Replacement - First Street (North)	2024	\$ 220,000
Pump Station - #3 Upgrade	2024	\$ 490,000
Main Replacement - Larson St	2025	\$ 225,000
Pump Station - #2 Electrical Upgrades	2025	\$ 100,000
Pump Station - #1 Upgrade	2025	\$ 490,000
Main Replacement - Nichols St from Argyle to B St	2025	\$ 600,000
Inflow & Infiltration (I/I) Projects – Various Locations	2020-2025	\$ 500,000
	Total	\$ 18,690,000
Street Utility		
SEE TABLE 5-1 FOR 2021-2026 SIX YEAR TIP		
	Total	\$ 7,005,000
Stormwater Utility:		
Conveyance - Spring Street from Second to First St	2022	\$ 200,000
	Total	\$ 200,000
Parks & Buildings:		
Grange Pocket Park Construction	2021	\$ 165,000
Public Works Yard	2021	\$ 650,000
Sunshine Alley Restroom Renovations	2022	\$ 250,000
Town Hall Addition/Renovation	2024	\$ 800,000
Sunshine Alley Improvements	2024	\$ 1,133,000
Cahail Park Improvement and Expansion	2024	\$ 75,000
Overlook Park Improvements and Expansion	2026	\$ 300,000
	Total	\$ 3,373,000
	Grand Total	\$ 53,618,000

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.

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 2019-2024 and totals \$40.1 million.

Goals

CFE-98 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-99 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-100 Friday Harbor should develop a process that informs, notifies, and allows public participation in all capital facility planning and project proposals.

CFE-101 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-102 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-103 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-104 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-105 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-106 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-107 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-108 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-109 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-110 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-111 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-112 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.

Chapter 7

Utilities

Purpose

The Utilities Element of the Comprehensive Plan was developed in accordance with Section 36.70A.070(4) of the Growth Management Act (GMA). It is intended to address utility service needs in the Friday Harbor Urban Growth Area and represents the community's policy plan for the next 20 years.

The Utilities 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 Utilities Element specifically considers the general location and capacity of all existing and proposed utilities, including but not limited to electrical power distribution, and telecommunications distribution systems and facilities.

Urban Growth Area

The boundary of the Friday Harbor Urban Growth Area was selected to ensure that urban services will be available to all development. This includes the provision of utilities. The Town recognizes that planning for utilities as defined by GMA is the primary responsibility of the utility service providers (OPALCO, Zito Media, CenturyLink, and others). However, the Town incorporated the plans of the providers into its planning effort in order to identify ways of improving the quality and delivery of services provided in the Town UGA.

Existing Utilities

Overview

Utility services provided to residents of the Town of Friday Harbor include electric power, standard and cellular telephone communications, and cable television and fiber optics. Water, sewer, stormwater, and solid waste disposal, although normally considered utilities, are considered capital facilities by GMA and, therefore, are discussed in Chapter 6 of this Comprehensive Plan.

Friday Harbor is not connected to the extensive network of natural gas lines that serve the western United States. However, OPALCO has made plans to install a valve in the Georgia Straight Pipeline. This could provide natural gas to the San Juan Islands in the future. Presently fuels such as liquid propane and diesel can be obtained from a number of suppliers in the Town.

Electric Power

Electrical power is provided in the Town of Friday Harbor by Orcas Power and Light Company (OPALCO). OPALCO purchases power from the Bonneville Power Administration (BPA).

OPALCO is a member-owned, private, non-profit Rural Electric Administration (REA) Cooperative that provides electric service to its members in San Juan County. OPALCO was formed in 1937 and currently maintains offices in Friday Harbor, Eastsound and on Lopez Island, with headquarters in Eastsound. OPALCO is primarily an electric power distribution utility at

present but does maintain a small generation capacity for emergency purposes at its original generation plant in Eastsound.

OPALCO reports that the utility's existing electric facilities in San Juan County have adequate capacity to serve existing loads, and that a comprehensive system plan to expand capacity as load growth occurs is maintained. OPALCO Substation No. 5, a 12/16/20 megawatt facility, is located in Friday Harbor on tax parcel #351391410. A new substation that will double the capacity is currently under construction, a 12/16/20 megawatt facility, and is located in Friday Harbor on tax parcel #351391323. OPALCO is currently building a fiber optic system that will inter-connect San Juan Island and Orcas Island to the mainland.

In March 1993 the Bonneville Power Administration developed a 20-year load forecast for OPALCO. BPA's assumption for new residential accounts was based on the historical relationship between County population and residential accounts. Its average annual growth rate for new residential accounts through the year 2013 was 3.1%.

Telecommunications

CenturyLink of Inter-Island, based in Monroe, Louisiana, provides local standard telephone service. CenturyLink also provides DSL service, Internet services as well as Private Dedicated services, which meet the needs of telecommunications customers throughout the County.

In 2002 CenturyLink maintained 7,283 standard telephone service accounts for San Juan Island alone. This represents nearly half (49%) of the 15,002 service accounts for San Juan County.

CenturyLink provides service to the County via a fiber optic cable network that connects all of the major islands to the mainland. It provides all the essential services to meet the needs of telecommuters and those who run businesses from their homes. Service is currently provided to Blakely, Brown, Center, Crane, Decatur, Henry, Lopez, Obstruction, Orcas, Pearl, San Juan, and Shaw Islands.

The technology used by CenturyLink facilities in San Juan County assures that capacity constraints are not a problem in providing standard service locally. Geographic isolation and comparatively small resident populations have historically inhibited the extension of telephone service to some islands within San Juan County, such as Stuart and Waldron Islands.

CenturyLink plans for growth within its service area by projecting growth based on known development activity, past growth history, current Town and County land use designations, and system capacity. Based on these studies, expansion projects are planned and included in annual plans. Five-year "forecasts" of capital spending requirements needed to address projected growth are made in CenturyLink's capital plan, which is filed with the Washington Utilities and Transportation Commission.

Nationally, the Federal Communications Commission (FCC) regulates the airwaves and the cellular industry and is responsible for issuing construction permits for transmission facilities and licenses to operate cellular systems. The FCC awards two operating licenses to cellular

communications providers within each Rural Service Area (RSA). The Friday Harbor/San Juan County RSA is currently served by AT&T, T-Mobile, and Verizon Wireless.

Local governments regulate development of the cellular network by specifying where facilities can locate, applying buffering, setback, and other requirements except in the case of facilities covered by the Federal Aviation Administration (FAA). The FAA regulates towers that exceed 200 feet in height, and smaller towers within 20,000 feet of major airports or within 10,000 feet of general aviation airports.

Where feasible, cellular facilities use existing tower structures, poles, and buildings where antennas can be mounted on rooftops and electronic equipment can be installed within the building itself. Topography and other engineering factors influence specific site selection because of the need for cell sites to “hand off” the signal so that it can be picked up by another facility.

Unlike other utilities, the cellular telephone industry does not plan facilities far into the future. Market demand is analyzed to determine expansions into new service areas. Cellular service can be expanded to provide better service to cellular customers by extending the coverage to new areas or by increasing the capacity of the system within the current service area.

A decision to expand the system depends on a number of factors. Those include the number of current customers within the area and the capacity of the current system, the quality level of the service currently being provided, and FCC license requirements which specify that cellular service carriers must provide service to at least 75 percent of their Cellular Geographic Service Area (CGSA) within five years from the date the license is granted.

Cable Television

Cable television is provided by Zito Media, a privately-owned franchise, to residents of the Town of Friday Harbor and several areas of San Juan Island

Utility Goals

UTL-1 To coordinate all long-range planning efforts between utility service providers and the Town of Friday Harbor.

UTL-2 To ensure the timely and cost-effective provision of utility services to Friday Harbor residents through joint project planning and availability of utility corridors within public rights-of-way.

UTL-3 To allow for the siting, placement, continuing operation, maintenance, and expansion of utility services consistent with the goals and policies of the Comprehensive Plan.

UTL-4 To ensure timely processing of permit applications for new utility facilities or utility service work.

UTL-5 To minimize adverse impacts of siting, placement, or operation of utility facilities to new development or the character of Friday Harbor and its neighborhoods.

UTL-6 To protect and preserve critical areas and other features of the natural environment while providing for the extension of necessary facilities.

UTL-7 To save money and promote reliability of existing utilities by conserving existing energy resources, and promoting the feasible conversion to energy-conserving technologies.

UTL-8 To assist the Orcas Power and Light Company (OPALCO) achieve its goal of providing electric energy to its customers efficiently and at the lowest cost consistent with the goals and policies of the Comprehensive Plan.

UTL-9 To promote the availability of telecommunication systems to the public, institutions, businesses and government agencies and the related benefits for public service and economic opportunity consistent with the goals and policies of the Comprehensive Plan.

Utility Policies

Long Range Planning

UTL-10 Encourage utility service providers to assist Friday Harbor in future comprehensive planning efforts.

UTL-11 Friday Harbor should obtain the most up-to-date information on the existing and planned location of utility facilities from the service providers.

UTL-12 Friday Harbor should provide utility service providers with annual status reports on the six-year capital improvement financing plan.

Project Coordination

UTL-13 Encourage and facilitate inter-agency coordination in the siting, installation, and maintenance of utility facilities.

UTL-14 Provide timely notification to utility service providers of proposed projects in public rights-of-way.

UTL-15 Provide for utility services in the dedication of new rights-of-way.

Location and Siting

UTL-16 New utility facilities should conform to the policies of the Land Use Element.

UTL-17 Utility facilities should be sited and located to minimize negative impact to the character of Friday Harbor or its neighborhoods.

UTL-18 Where necessary, new development approved adjacent to existing utility facilities should provide vegetative screening or buffers.

UTL-19 Utility installations to serve new development should be installed underground.

UTL-20 New development should be designed so that utility easements are accessible and have sufficient capacity for installation of the full range of required utility services.

UTL-21 New transmission facilities, substations and submarine transmission cable terminal facilities should be located and sited to minimize adverse impacts to Friday Harbor's shorelines or the character of its neighborhoods.

Environmental Protection

UTL-22 New utility facilities should be located away from, or constructed in a manner compatible with, designated critical areas and shorelines.

UTL-23 Friday Harbor should attach appropriate conditions to the approval of new utility facilities in order to mitigate impacts to critical areas, shorelines, or the character of Friday Harbor neighborhoods.

Telecommunications

UTL-24 Friday Harbor should work with San Juan County to develop specific standards and criteria for the siting, size and height of telecommunications antennae and towers.

UTL-25 The joint use of existing telecommunications antennae and towers should be maximized to the extent feasible prior to the approval of new facilities.

Chapter 8

Parks and Recreation

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, Memorial Park, and Spring Street Pocket 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 #149 owns and operates the Friday Harbor Elementary, Middle, and High Schools. The school district also owns John Linde Community Park, which is operated and maintained by San Juan Island Park and Recreation District (Island Rec). These parks provide a variety of active recreation facilities for the greater San Juan Island community.

The San Juan Island Park and Recreation District does not own any park, 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/thousand tax levy which yields approximately \$58,000 in annual revenue.

Urban Growth Area The Friday Harbor unincorporated UGA currently contains no developed parks.

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, softball, 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 (Overlook) Park 0.3 acre
- Spring Street Pocket Park 0.04 acre

Other existing park and recreation facilities inside Town limits:

- John Linde Community Park 29.8 acres
- Fairweather Park 0.5 acre

Existing trails in Town include a pedestrian trail/sidewalk combination in the Islanders Subdivision. This trail serves 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 approximately 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 $33\pm$ acres of parks and recreational space within the Town of Friday Harbor. The estimated Town population as of June 2018 is 2,345. Using the NRPA standard, only 14.7 to 24.6 acres of parks are necessary within the Town. The Town exceeds this amount by approximately 8.4 acres. Therefore, based on these criteria, there are no system deficiencies within the Town.

Comprehensive Plan

Assuming the forecast population of 3,191 in 2038, the NRPA standard 19.9 to 33.5 acres of park facilities would be necessary within Town limits. Considering the existing park land inventory within the Town, $0.5\pm$ acre of 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, Town needs a continuous sidewalk route for pedestrian safety and enjoyment along Marguerite Place from Spring Street to Park Street. 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

PR-1 To develop and maintain a safe, efficient, and cost-effective parks and recreation system for Friday Harbor.

PR-2 To recognize the importance of park and recreation facilities and activities to the overall quality of life in the Friday Harbor community.

PR-3 To ensure that Friday Harbor residents have access to a variety of park and recreation opportunities.

PR-4 To recognize that many park and recreation facilities located in Friday Harbor are used extensively by the entire population of San Juan Island.

PR-5 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

PR-6 Friday Harbor should strive for the most efficient use of public and private funds to ensure to ensure its citizens have adequate park and recreation facilities.

PR-7 Friday Harbor should, for each new development permit, demonstrate that adequate park and recreation facilities are provided for the proposed use.

PR-8 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.

PR-9 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

PR-10 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.

PR-11 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.

PR-12 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

PR-13 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.

PR-14 Friday Harbor should develop a parks and recreation plan.

Chapter 9

Economic Development

Purpose

The Economic Development Element (EDE) 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 economic development needs in Friday Harbor and its Urban Growth Area and represents the community's policy plan for the next 20 years.

The statewide goal for economic development is as follows:

"Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities."

Sound economic development seeks to create sustainable wealth by creating jobs that match the workforce or conversely, providing workforce training that qualify locals to fulfill available jobs. Long-term economic development efforts seek to add value to existing industries before creating new ones. Short-term efforts seek to protect existing employers from or help them mitigate detrimental trends or conditions.

Proactive economic development seeks out business development opportunities based on an area's competitive advantages, market characteristics and community values – because those are the foundations of long-range success. Smart economic development recognizes that prosperity both depends on and drives quality of life. Sustaining the structure, nature, and diversity of our community as we now know it is dependent on maintaining and growing a successful economy.

Relationship to other Comprehensive Plan Elements

The EDE is just one part of the Town of Friday Harbor Comprehensive Plan. It does not supersede any other element or policy direction set therein. Rather, the EDE incorporates and builds on or works within policies established in the other Plan elements.

The EDE assumes that economic development is regional as well as local. Implementation responsibilities should be shared among the Town of Friday Harbor, San Juan County, Port of Friday Harbor, and other partners.

Most importantly, strategies, actions and policies presented within the EDE are presented within the context of the overall Comprehensive Plan, cognizant of community values and priorities related to land use, population growth, transportation constraints, natural hazard response readiness, and many other factors. In short, the EDE is presented as a plan to bring "economic vitality that fits" Friday Harbor and San Juan County.

Historical Economic Context

The area now known as Friday Harbor, Washington was first occupied by Coastal Salish people who harvested shellfish and managed the native grasslands and oak woodlands with fire in order to exploit edible camas bulbs. Traveling to the island by cedar canoes, they also harvested salmon, deer, waterfowl, and berries to take back to mainland winter camps.

Friday Harbor was first recognized on maps in 1847, named after the Hudson Bay Company Hawaiian sheepherder who tended sheep in this location. The deep harbor and sheltered bay also provided anchorage for a saltery to process and export salmon. With the peaceful settlement of the International Boundary Dispute with Great Britain (The Pig War) and the establishment of San Juan County, Friday Harbor was named the county seat in 1873. It took several years of effort by Town founder Edward D. Warbass to attract American settlers to the bay, but eventually they came.

By the time the Town incorporated in 1909, a population of about 350 supported a significant array of services including a weekly newspaper, bank, general stores, U.S. Customs, drugstore, theatre, livery stable and blacksmith, barber, three hotels, three saloons, a school, several fraternal organizations and churches, a sawmill, a cooperative creamery, and large salmon cannery. Agricultural products from the island such as pears, cherries, apples, peas, cream, eggs, poultry, and grain were shipped from Friday Harbor's waterfront, accommodated by the many steamships of the "Mosquito Fleet." In 1910, Albert Jensen added a boatyard on the south side of Town.

By 1912, the Town realized the need to invest in water and sewer and an ambitious public works project was launched to bring water through a gravity fed wooden pipe from Trout Lake, across the island. During the next 30 years, the economy struggled as transportation improved on the mainland, and new water systems (Columbia River dams) helped Eastern Washington corner the State's agricultural market.

The Black Ball Ferry Line brought a car ferry to Friday Harbor in 1930 and continued in private hands until 1951 when the terminal and boats were acquired by the State of Washington. The Port of Friday Harbor, established in 1950, developed a formal marina for the fishing fleet and visitors, and purchased adjacent shoreline properties including a fuel pier, restaurant, passenger ferry landing and a commercial building. Today, the Port hosts an international seaplane base, commercial freight and passenger ferries, pocket cruise ships, and tour boats. Adjacent to the southwestern boundary of Friday Harbor, the Port acquired a privately developed airport in 1979 and completely rebuilt the facility to open with a new terminal and runway in 1986.

By the 1960's the San Juan's had been discovered and the economy became driven as it is today by construction of new residences and commercial properties, and trade and services, especially for seasonal visitors. Friday Harbor remains the only incorporated town in San Juan County, supporting its infrastructure through five enterprise funds, property taxes, a 8.3% retail sales tax, a 2% hotel/motel tax for tourist related facilities, and another 2% hotel/motel tax for tourism promotion.

Economic Drivers

It is important to note that sales revenue in Friday Harbor is 30% of the total for the County. If the first priority of an Economic Development Plan is to support the existing economy, then the economic sectors listed in the Economic Development Council Report to the Town (Friday Harbor Comprehensive Plan EDE September 2008) are where this plan should focus. What are the issues facing these sectors?

Construction

1. Large construction projects seem beyond the capability of local contractors.
2. Home building has slowly increased since 2010.
3. Retail sales revenue related to construction continues to grow but may be the result of rising labor and materials costs, as well as the trend toward larger, more expensive homes.
4. There has been an increasing trend toward construction firms bringing workers to the islands, housing them on-island Monday through Thursday, the result of a lack of local, skilled construction workers.

Accommodations, Restaurants, Food Services

1. A love/hate relationship seems to exist between the community and the Tourist industry. Many local citizens resent the dislocations caused by summer tourism, as well as the stresses they place on infrastructure and community services.
2. The success of the tourist sector is dependent on the health of the area's ecosystems. In particular, commercial, and tribal fisheries, shellfish growers, agriculture, forestry, recreation, tourism-related industries, and real estate development benefit from, and even rely upon, the high quality natural environment to succeed.
3. Tourist spending during the shoulder seasons has increased slightly, in part because of Skagit Valley College's Elder Hostel Program and Visitor Bureau promotion programs (weddings, artist studio tours, etc..).
4. Tourism is one of the economic anchors of the Town of Friday Harbor. Tourism generates a little more than 20% of all employment and tax receipts. Tourism generates revenue that offsets the costs of services and provides income for residents.
5. Because of the seasonal nature of the tourist industry and the large proportion of part-time residents, many businesses have a difficult time achieving year around profitability and increasing difficulty finding seasonal workers.

Motor Vehicles and Parts

The size and success of this economic sector may be largely due to the lower sales tax charged by the Town of Friday Harbor (much of the revenue is generated through yacht and aircraft sales).

Management, Education, and Health Services

1. The school district is experiencing declining enrollment which has significantly decreased educational spending. While students frequent food suppliers (restaurants and stores) 10 months a year, it is questionable whether school related spending has much impact on the Town.
2. Health services organizations, which are a growing segment of the economy, are having increasing difficulty finding skilled workers (nurses in particular).
3. The cost of housing is the major challenge for employers seeking to attract and secure employees.

The above categories reflect the leading generators of Retail Sales within the Town of Friday Harbor. The contributions from Tourism are directly reflected within the Accommodations and “Restaurants / Food Services” categories. However, there are two notes to keep in mind. First, sales in general (merchandise, retailers, wholesale, or real estate) incorporate and reflect visitor spending. Second, the source of residents typically is people who came here as tourists, where they decide to then retire or build their second home. Thus, Real Estate and Construction reflect a second-tier impact of Tourism.

Income Information

Income by Jurisdiction (2000-2010)

Median HH Income

	2000	2005	2010
San Juan Island*	\$45,000	\$50,261	\$57,371
Friday Harbor	\$35,160	\$40,000	\$46,570
San Juan County	\$43,440	\$48,732	\$55,558
State of Washington	\$45,770	\$51,537	\$58,309

Source: ESRI Business Information Solutions

Per Capita Income

	2000	2005	2010
San Juan Island*	\$30,824	\$36,366	\$48,401
Friday Harbor	\$19,792	\$31,070	\$42,351
San Juan County	\$30,603	\$36,802	\$48,680
State of Washington	\$22,973	\$26,412	\$31,511

Source: ESRI Business Information Solutions

Clearly, average income in the town is below that of the County and State generally. That is a significant factor for land use planning, particularly when considering affordable housing and affordable housing construction incentives. It is also very important when the Town Council considers cost of infrastructure services (water, sewer, solid waste, fire, and police protection).

Observations about San Juan County Income

1. Sources of Personal Income; investment income is #1 at 46% of the total; wage and salary are only 27% (lowest in any county for which we have compiled data).
2. Covered Employment; accommodation, food-services, government, construction, and retail account for almost two-thirds (65%) of all jobs. Average pay in all the top sectors (except government) is low or very low. Wages increased by only 3% between 2002 and 2004, well below inflation.
3. Median household and per capita incomes are projected to grow faster than the overall state average between 2005 and 2010. However, household incomes will be merely closing the gap between the local average and a higher state average.
4. San Juan County differs significantly from the rest of the state in many respects. Demographically speaking, the islands amount to one large resort. By and large, the resort dwellers (including retired seniors) do not depend on the economy of the islands for their sustenance. Those who work for a living do so for low to moderate wages with no ability of employers to pay wage premiums for working in what is clearly a high cost-of-living county.

5. Unemployment is relatively low, and the average personal income ranks close to the highest in the state. Not having Employment Security Department services available within the county adds an additional burden on the unemployed. This may also distort the actual unemployment rate since discouraged job-seekers cannot afford to travel to the mainland to engage services.

US Census 2000 Highlights

Census 2000 figures also provide a few insights into the Town of Friday Harbor:

- While Friday Harbor has about the same percentage of population under age 18 as the County (23.1% to 24%), it has an even higher percentage of population over age 65 (17.6% to 11.3%).
- Friday Harbor has a slightly higher percentage of residents with high school degrees (91.2%) than the County, and a slightly lower percentage with a bachelor's degree or higher (26.9%).
- Over 71% of Friday Harbor labor force participants work in management, professional, service or sales and office occupations.
- More than 25% of owners and about 33% of renters spend more than 35% of their household income on home costs (above affordability threshold).

Key Strengths and Challenges

The following description of economic strengths and challenges is derived, in part, from a review of available data, but more importantly and to a larger degree, from contacts made with over 100 community stakeholders. Organizations, businesses, elected officials, community groups and other community opinion leaders contributed their thoughts and ideas related to past, current, and future economic development efforts in the Town of Friday Harbor and San Juan County in general. The items listed below reflect topics most often discussed by those individuals.

Key Strengths

Without a doubt, the primary strength of the Town of Friday Harbor is the fact that the San Juan Islands' environment is what brought most people here and why they stay. Whether fourth-generation resident or first-time visitor, the Islands have a way of capturing the imagination and inspiring people to somehow, some way, stay a little longer. In spite of, and probably because there are limited employment opportunities, a strong and long-standing culture of entrepreneurship has evolved in the islands. Many of those who contributed their observations and suggestions during development of this plan report holding multiple jobs, some just to make ends meet, others to supplement income during the "off-season." To be sure, island residents are quite resourceful in finding ways "to make a buck."

In recent years, as infrastructure has improved, Friday Harbor has become a comfortable place for many non-resource-dependent businesses to set up shop. Industry classification data shows growth in information services, finance and insurance, professional and technical services, educational services, health care and social services. A few of the characteristics of these businesses that have contributed to recent success: they have few employees, require little space, operate year-round, have little environmental impact and, in large part, do not have insurmountable cost-of-business incongruities when compared to off-island competitors.

Moderate growth has also occurred in construction, retail trade, arts and entertainment and accommodations, and food services, although growth is primarily in number of employees rather than employers. Like the small businesses identified above, these industry classifications show continued prospects for employee and wage growth.

Manufacturing and utilities industries have also grown. However, continued growth prospects are less certain here given multiple challenges such as cost of land, lack of space, shipping expenses, and labor cost disadvantages compared to off-island competitors.

Real estate sales and related businesses continue to flourish and have generated a considerable amount of tax revenue for the Town. Real Estate sales is also the reason that the Land Bank has been able to acquire the funds to acquire and preserve several hundred acres of undeveloped land, much of it irreplaceable shoreline property. The volume of sales may slow in the near future, though prices likely will not. The real estate boom has also spawned sub-industry success for the service trades, specialty contractors and others who serve to build, remodel, stock or otherwise service a growing number of second-home estates. However, it is not clear what percentage of these beneficiaries are locally-based versus off-island contractors that commute to the job site. Retail leakage figures and anecdotal observations suggest there is potential for a larger on-island share of this business sector.

Government employment has grown, adding 48 employees when combining local, state, and federal hires from 2002-2004. On average, government wages are among the most solid on the islands.

Key Challenges

The key challenge is that the present economy is heavily dependent upon Construction and Tourism which makes the health of the economy vulnerable to external factors.

The Town of Friday Harbor is the only incorporated Urban Growth Area on San Juan Island. As such, it is required by GMA to be the center for urban development and the main bearer of the infrastructure development burden. It is the transportation hub for the island with the only ferry loading/unloading facility, the airport and the largest marina, and the hub of the existing road network. It is the center for education and most medical, cultural, and social activities. Finally, it is the seat for County government and the location for the vast majority of County offices.

Land development has not been a socially or politically acceptable strategy upon which to build a Town economy (i.e. manufacturing centers, large housing developments, or large hotel resorts).

Recruiting major employment entities, outside of those providing government- or resort-related activities, will likely remain a challenge for Friday Harbor due to inherent location, transportation and other general cost-of-business disadvantages when compared to the mainland.

An increasingly smaller proportion of island residents depend on island-based wages for their income. Not many year-round jobs will be needed to meet existing employment demand. Seasonal employment to support tourist dependent businesses will continue to challenge the ability of local

residents to fill and local housing to accommodate. However, employment related revenue is an essential ingredient to funding infrastructure and services. Trends suggest this gap is going to widen without proactive changes.

The future economy of Friday Harbor will rely heavily on the small business entrepreneur and sole-proprietor. Some reports indicate increased competition within selected business categories (e.g. restaurants) is bringing overall revenue down. Others say there are many “fledgling” businesses that could grow, prosper, and take on employees with a little help. In the end, island employment and income are heavily dependent on a diverse range of niche service and product providers.

Tourism currently plays (and has historically played) an important role within the economy. The community conversation should turn from “do we want tourism or not” to “what role do we want tourism to play in our economy and what benefits and impacts do we need to plan for?” This is true for two reasons in particular. First, quality of life without tourism will be worse than with. Visitor spending supports a vast number of jobs for “regular people” and contributes significantly to municipal revenues. Tourism drives and enables diversification of business types, attracts new investors and residents, and creates the need for ferry transport and other essential services enjoyed by visitors and residents alike. Second, visitors are going to come whether people want them to or not. Discussions surrounding ecologically-friendly tourism, circulation management and other visitor-generated challenges are healthy and essential.

Labor force availability, particularly in terms of quantity, is a major challenge for all industries. Even food and accommodation-based businesses have recently reported difficulty finding labor to provide core services. They attribute the challenge primarily to increasing housing costs.

Fewer average wage families are able to afford living on the islands. Some affordable housing efforts have been very successful, but overall, they are not keeping pace with the challenge. This has an impact on schools, future jobs, and seasonal workforce.

The future of the Friday Harbor/San Juan County economy looks like it will be evermore dependent on powerful communications networks. To compete with or in the mainland economy, businesses must be able to communicate in real time. Continued investment in broadband and wireless communications is a must.

Getting to and from the mainland and between one island and another remains a challenge. Increased ferry fares and reduced trip volume/frequency makes travel to and from the mainland even more difficult and has a negative impact on the local cost of living.

Economic Development Vision, Strategies, and Actions

Economic Development Vision

Strategic economic development provides a crucial mechanism for maintaining and enhancing community vitality and prosperity for the long-term. Initiatives to strengthen transportation and communications networks benefit both business and resident populations. Efforts to secure more family-wage employment are not just about creating “jobs” but also about creating a rich social

network of healthy families and active community members. Increasing business sales generates more tax revenue, which in turn reduces the amount residents must pay to maintain high-quality public services. By identifying, facilitating development of new target businesses, we can shape our own growth and foster prosperity that fits with our community goals. By working to close the gap between housing and wages, we help to ensure those that live here can stay, and those that we need to fill positions in our schools, health care facilities and other essential trades can afford to come and/or stay.

Economic Development Framework

The strategies and actions proposed below are founded in a core set of assumptions, as follows:

1. The majority of Town residents do not want economic growth for the sake of growth, but rather as a controlled means for maintaining economic vitality and a high quality of life. Sub-assumptions are:

- Emphasis should be placed on strengthening existing business before bringing in new ones
- Physical growth should be directed to identified commercial areas consistent with existing community character
- While some residents don't want or need economic development of any kind, many others believe it has become increasingly difficult to successfully operate a business based on a range of issues, including housing affordability and the wages required to support employees
- Proposed economic development strategies must be based on town realities, and be designed holistically, with an eye toward keeping an island-scale economy.

2. The purpose of an EDE is to guide municipal policy and decision-making. Therefore, proposed strategies should be designed with the Town of Friday Harbor as the principal audience. Implementation, however, will require participation by many entities and private sector partners in addition to the various jurisdictions.

3. Resources are far too limited to "try everything all at once;" policies should focus on the most promising and Town appropriate economic emphasis areas. Moreover, some business sectors will continue to thrive on their own for the foreseeable future and won't require as much proactive support (e.g. real estate, construction, etc.).

Strategies and Actions

With the above economic development framework in mind, we propose a number of policy changes designed to improve the business prospects for the Town. Additionally, there are a number of proposals to stimulate specific, significant economic sectors.

Planning for the Future - General

First, since the Comprehensive Plan was adopted, very little island-wide, cooperative (Town, County, and Port) planning or review of existing plans has taken place.

The Town is the economic, educational, cultural, and social center of the island and, as such, everyone on San Juan Island has an interest in the development of the Town. The Town Council and staff should emphasize joint planning participation with the County and Port. Joint cooperation

among the Town, the County and Port of Friday Harbor is, important to the long-term sustainability of the Town's economy

Second, the residents of the Town made very clear in their Visioning Report that they want Friday Harbor to retain the structure and "feel" of a village. The definition of village, however, remains somewhat ambiguous in relationship to development, particularly economic development opportunities. Moreover, the economic situation has changed with the escalation of land values and the growing importance of visitor spending. With urban boundary growth limits, high land and lease costs, limited commercial building space, and building and historical district restrictions, it is increasingly difficult for a business looking for space to overcome the start-up financial costs. More and more businesses are building farther from the village center (sprawl). It is time for the village design to be re-examined, with the focus for how business, affordable housing and the village can coexist to the financial and social benefit of each.

Policies

General Policies

ED-1 The Town should promote the use of the Joint Planning Policy Agreement process with the County and Port to build a coordinated plan (specifically including economic development, transportation, affordable housing, utility services, and other infrastructure) which meets the needs of the entire island. Financial support commitments should be agreed to which do not leave the Town with an inequitable burden for development costs and infrastructure support and development.

ED-2 Adjust the Town Development Regulations to support and encourage denser mixed-use commercial, professional services and residential uses.

ED-3 The Town Council should work with its citizens to define a "Tourism Plan" which recognizes the financial importance of visitors and directs the expenditure of hotel/motel tax funds to accomplish the Plan.

Workforce Policies

ED-4 The Town Council should encourage a strengthened relationship between local schools, Skagit Valley Community College, and the Northwest Work Force Development Council to ensure that appropriate job training is available.

Housing Policies

ED-5 The Town should maintain an inventory of land in the multi-family zone that allows for app. 30% of total residences.

Transportation Policies

ED-6 The Town should consider joining the Regional Transportation Planning Organization to facilitate access to state and federal funding.

Communication Infrastructure Policies

ED-7 The Town should facilitate access to high speed wired and wireless communications infrastructure throughout the town.

Business Support Policies

ED-8 The Town should support the institutionalization of the Economic Development Council on San Juan Island with participation by the Town of Friday Harbor, San Juan County, OPALCO, and other community and non-profit organizations.

ED-9 The Town should support developing a comprehensive Business Resource Center (BRC) in Friday Harbor.

ED-10 The Town should support continued growth in cultural/heritage tourism such as the successful Elderhostel model developed by Skagit Valley College, consistent with Policy ED-3.

ED-11 The Town should support collaboration between the Visitors Bureau, Chambers, Agricultural Resources Committee (ARC) and individual agricultural operators to define, brand and market agri-tourism consistent with Policy ED-3.

ED-12 The Town should support the establishment of a permanent farmers market in Friday Harbor.

ED-13 The Town should maximize the benefits of the Scenic Byway Designation

Chapter 10

Administration

Purpose

Planning is an ongoing process and the Comprehensive Plan is a living document that must respond to improved data, changing circumstances and evolving community values. To ensure successful implementation of the Comprehensive Plan, mechanisms must be in place to provide for ongoing administration, monitoring, and amendments.

This chapter of the Comprehensive Plan contains provisions to ensure that plan policies are effectively administered. It also establishes procedures for periodic review and amendment consistent with the requirements of GMA.

Review Timetable

As a requirement of GMA, the Town of Friday Harbor's Comprehensive Plan shall be reviewed as follows:

- Comprehensive Plan shall be reviewed a minimum of every 7 years.
- Land Reclassifications shall be reviewed on an annual basis.
- Technical amendments and "fixes" to the Land Use Regulations can be amended at any time as long as the request is consistent with the adopted Comprehensive Plan.

Updating the Comprehensive Plan, reviewing Land Reclassifications, and Land Use Regulation text changes are handled in a legislative manner. Upon approval for changes under the Comprehensive Plan, any reclassifications that may require additional changes to the Land Use Zoning Map, will be processed through a quasi-judicial manner for site-specific reclassifications.

Goals

ADM-1 To ensure that the Comprehensive Plan continues to reflect the physical, social, and economic character of the Friday Harbor community.

ADM-2 To ensure effective, fair, and impartial administration and enforcement of the Comprehensive Plan and implementing ordinances.

ADM-3 To ensure that the Comprehensive Plan is regularly reviewed and amended consistent with the requirements of GMA.

Policies: Town Council

ADM-4 The Town Council should be vested with the authority to implement the Comprehensive Plan and its implementing ordinances.

ADM-5 The Town Council should appoint the Land Use Administrator to administrator the Comprehensive Plan.

ADM-6 The responsibilities of the Land Use Administrator, or designee, should include:

- Preparing guidelines and procedures for implementation of the Comprehensive Plan.
- Coordinating with the County, other agencies, and the public in the preparation of implementing ordinances.
- Preparing and making available to the public informational material relevant to the Comprehensive Plan and its implementing ordinances.
- Providing technical and administrative assistance to the Planning Commission and Town Council as required for effective implementation of this Plan.
- Enforcing the provisions of the Comprehensive Plan and its implementing ordinances.
- Preparing and/or coordinating all amendments, as necessary, to ensure effective implementation of the Comprehensive Plan.
- Preparing and/or coordinating Local Government Service Agreements, Inter-Local agreements or any other agreement related to the implementation or maintenance of the Comprehensive Plan.

Policies: Planning Commission

ADM-7 The Town Planning Commission should:

- Conduct public hearings and make recommendations to the Town Council on amendments to the Comprehensive Plan or its implementing ordinances.
- Recommend to the Town Council policies or procedures to guide the Land Use Administrator in administration of the Comprehensive Plan.
- Monitor the administration of the Comprehensive Plan and its implementing ordinances.

Plan Monitoring

ADM-8 The Comprehensive Plan should be formally reviewed in its entirety every seven years. The review should include an analysis of the effect of recent population trends and projections, land use trends and demand, and economic trends on the elements of the Plan.

ADM-9 Joint management of the Friday Harbor Urban Growth Area by the Town and County should be conducted under the terms and provisions of the Friday Harbor Urban Growth Area Management Agreement.

ADM-10 The Land Use Administrator and Planning Commission should recommend to the Town Council the procedures for the Comprehensive Plan reviews.

ADM-11 The Land Use Administrator and Planning Commission should conduct the reviews in accordance with procedures established by the Town Council.

ADM-12 In accordance with RCW 36.70A.130 the Friday Harbor Urban Growth Area established in the Land Use Element should be reviewed in coordination with San Juan County at least once every ten years.

Plan Amendments

ADM-13 Reclassification requests from the public and staff should be collected annually beginning September 1 and ending on December 31. Requests must be submitted on forms provided by the Town for the request to be considered.

ADM-14 Comments and suggestions, other than reclassifications, from the public should be collected annually beginning September 1 and ending on December 31. Requests must be submitted on forms provided by the Town for the request to be considered.

ADM-15 Technical amendments and "fixes" to the Land Use Regulations that do not conflict with the adopted Comprehensive Plan, can be submitted at any time. The Land Use Administrator will determine if there are conflicts with the existing Plan. If none, then a schedule will be established as to when it will be heard at an appropriate public hearing.

ADM-16 All comments, suggestions and technical amendments should be in writing on forms provided by the Town, delivered to the Land Use Administrator and should be date-stamped upon delivery to the Town.

ADM-17 Beginning January 1 of the year following the close of the comment period the Town should:

- Organize and analyze the requests, comments, and technical amendments.
- Prepare a staff report outlining the issues raised during the comment period.
- Hold one or more Planning Commission work sessions on the requests, suggestions, and fixes.
- Before any scheduled Public Hearings for any changes to the Comprehensive Plan, the Town should publish a notice of Public Hearing in a newspaper of record for two weeks prior to the hearing. The proposed changes should be available for public review at Town Hall during this time.
- The Planning Commission and the Town Council (if they desire) should, following the close of the comment period, hold a Public Hearing on the proposed amendments. At that time, the Planning Commission shall make its recommendations and forward them to the Town Council.
- After receiving the recommendation from the Planning Commission, the Town Council should commence a series of one or more work sessions on the proposed amendments.
- The Town Council should, adopt, adopt with modifications, or reject any or all proposed Comprehensive Plan amendments. Whatever the final changes to the Plan are, they should be adopted, so as to have an effective date no later than September 1 of that year.

ADM-18 All comments, requests or suggestions received after the close of the comment period, shall be considered in the next round of the Comprehensive Plan amendment process.

ADM-19 All amendments to the Comprehensive Plan should be administered pursuant to the procedures established in RCW 36.70A.

Appendix A

Glossary of Terms

Accessory Dwelling Unit: A second dwelling unit added to, created within, or detached from an existing single-family detached dwelling for use as a completely independent or semi-independent unit with provisions for cooking, eating, sanitation and sleeping.

Adequate Public Facilities: Facilities which have the capacity to serve development without decreasing levels of service below locally established minimums. (WAC 365-195-210)

Affordable Housing: A residential housing unit that is rented or owned by a person or household whose monthly housing costs do not exceed thirty percent of the household's income.

Agricultural Lands: Land primarily devoted to the commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw turf, seed, Christmas trees not subject to the excise tax imposed by RCW 84.33.100 through 84.33.140, or livestock and that has long-term commercial significance for agricultural production. (RCW 36.70A.030)

Ancillary Dwelling Unit: A dwelling unit that is subordinate to the primary use of the property where that primary use is non-residential.

Aquaculture: The cultivation of fish, shellfish, and/or other aquatic animals or plants, including the incidental preparation of these products for human use.

Aquifer: A water-bearing layer of permeable rock, sand, or gravel.

Aquifer Recharge Area: The area above an aquifer through which water is filtered.

Available Public Facilities: Indicates that facilities or services are in place or that a financial commitment has been made to provide facilities or services within six years from the time of development. (WAC 365-195-210)

Best Management Practices: A physical, structural, or managerial practice which has gained general acceptance for its ability to prevent or reduce environmental impacts.

Buffer or Buffer Zone: A neutral area between two areas of concern of sufficient width and quality to ensure that activities on one property does not negatively impact the other. The buffer might consist of open space, landscaped areas, undisturbed areas of natural vegetation, fences, walls, berms, or any combination thereof.

Capacity: The measure of the ability to provide a level of service on a public facility.

Capital Improvement: Land, improvements to land, structures (including design, permitting, and construction), initial furnishings and selected equipment. Capital improvements have an expected useful life of at least 10 years.

Carrying Capacity: The level of development density or use an environment is able to support without suffering undesirable or irreversible degradation.

CFR: Code of Federal Regulations.

City: Any city or town, including a code city. (RCW 36.70A.030)

Clearing: The destruction or removal of vegetation ground cover, shrubs and trees including, but not limited to, root material removal and/or topsoil removal.

Clustering: Grouping the allowed number of residential units a portion of a parcel in such a way that a significant portion of the site remains in common open space, recreation, any combination of those uses, or remains undeveloped.

Commercial Uses: Businesses involved in: 1) the sale, lease or rent of new or used products to the consumer public; 2) the provision of personal services to the consumer public; 3) the provision of leisure services in the form of food or drink and passive or active entertainment; or 4) the provision of product repair or servicing of consumer goods.

Commercial Parking Lots: Any parcel, parcels, or portions thereof used for the short-term parking of vehicles for compensation on a pay per use, rent or lease basis.

Comprehensive Plan, Comprehensive Land Use Plan, or Plan: A generalized coordinated land use policy statement of the governing body of a county or city as adopted pursuant to the Growth Management Act. (RCW 36.70A.030)

Concurrency: Adequate public facilities are available when the impacts of development occur. This definition includes the two concepts of “adequate public facilities and of “available public facilities” as defined in this section. (WAC 365-195-210)

Consistency: A term which means that no feature of a plan or regulation is incompatible with any other feature of a plan or regulation. Consistency is indicative of a capacity for orderly integration or operation with other elements in a system. (WAC 365-195-210)

Contiguous Development: Development of areas immediately adjacent to one another. (WAC 365-195-210)

Critical Areas: Areas which include the following areas and ecosystems: (a) wetlands; (b) areas with a critical recharging effect on aquifers used for potable water; (c) fish and wildlife habitat conservation areas; (d) frequently flooded areas; and (e) geologically hazardous areas. (RCW 36.70A.030)

Density: A measure of the intensity of development, generally expressed in terms of dwelling units per acre. Density can also be expressed in terms of population (i.e., people per acre).

Design Guidelines: A set of guidelines defining parameters to be followed in site and/or building design and development.

Design Standards: A set of standards defining parameters to be followed in site and/or building design and development.

Development: The construction, reconstruction, conversion, structural alteration, relation or enlargement of any structure, and any mining, excavation, filling, or other associated land disturbance.

Development Regulations: Any controls placed on development or land use activities by a county or city. Including, but not limited to, zoning ordinances, subdivision ordinances, and binding site plan ordinances. (RCW 36.70A.030)

Domestic Water System: Any system providing a supply of potable water which is deemed adequate pursuant to RCW 19.27.097 for the intended uses of a development. (WAC 365-195-210)

Dwelling Unit: A suite of one or more rooms containing living, sleeping, bathroom and cooking facilities for occupancy by one family.

Easement: A covenant which grants or restricts a specific right of use.

Ecology (WDOE): The Washington State Department of Ecology. Use of "Ecology" or "WDOE" is preferred over "DOE" to avoid confusion with the federal Department of Energy.

Enhancement: Alteration of an existing resource to improve or increase its characteristics and processes without degrading other existing functions. Enhancements are to be distinguished from resource creation or restoration projects.

Environmental Impact Statement (EIS): A document detailing the expected environmental impacts of a proposed action.

Erosion Hazard Areas: Those areas that because of natural characteristics, including vegetative cover, soil texture, slope gradient, and rainfall patterns, or human-induced changes to such characteristics, are vulnerable to erosion.

Erosion: The wearing away of the earth's surface as a result of the movement of wind, water, or ice.

Essential Public Facilities: Public facilities that are typically difficult to site such as airports, education facilities, state or regional transportation facilities, state and local correction facilities,

solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, and group homes (RCW 36.70A.200).

Facilities: The physical structure or structures in which a service is provided.

Family: One or more persons who live in one dwelling unit and maintain one household. Any number of such persons, related by kinship, constitutes a family. A group of more than five persons not related by kinship shall not constitute a family (FHMC 17.08.180).

Fauna: Animal life.

Federal Highway Administration (FHWA): The federal agency responsible for implementing regulations and administering federal moneys for highways.

Fire Flow: The amount of water volume needed to provide fire suppression. Adequate fire flows are based on industry standards, typically measure in gallons per minute (gpm). Continuous fire flow volumes and pressures are necessary to insure public safety. The fire flow volume shall be in addition to the requirements of the water system for domestic demand.

Floodplain: That area of land adjoining a body of water that has been or may be covered by floodwater.

Flora: Plant life.

Forest Land: Land that is primarily used for growing trees, including Christmas trees subject to the excise tax imposed under RCW 84.33.100 through RCW 84.33.140, for commercial purposes, and that has long-term commercial significance for growing trees commercially. (RCW 36.70A.030)

Friday Harbor Urban Growth Area: The area designated by San Juan County pursuant to RCW 36.70A.110 within which the Town of Friday Harbor shall provide for and finance all necessary urban capital facilities and services, manage all activities related to long range growth management planning, and ongoing review and approval of all land use and development permits.

Functional Classification: A designation assigning categories to transportation facilities based on a facility's role in the overall transportation system.

Geologically Hazardous Areas: Areas that because of the susceptibility to erosion, sliding, earthquake, or other geological events, are not suited to the siting of commercial, residential, or industrial development consistent with public health or safety concerns. (RCW 36.70A.030)

Grading: The physical manipulation of the earth's surface and/or drainage pattern in preparation for an intended use or activity.

Greenbelt: A linear corridor of open space which often provides passive recreation and non-motorized transportation opportunities, serves as a buffer between developments and varying land uses, or creates a sense of visual relief from urban landscapes.

Groundwater: Water that fills all the unblocked pores of material lying beneath the water table.

Growth Management Act (GMA): The Growth Management Act as enacted in 1990 and amended by the State of Washington (RCW 36.70.A).

Habitat: The place or type of site where a plant or animal naturally or normally lives and grows.

Houseboat: A vessel, principally used as an over-water residence. Houseboats are licensed and designed for use as a mobile structure with detachable utilities or facilities, anchoring and the presence of adequate self-propulsion and steering equipment to operate as a vessel. Principal use as an over-water residence means occupancy in a single location, for a period exceeding two months in any one calendar year. This definition includes liveaboard vessels.

Impact Mitigation: Moderation of negative impacts caused by development. The term refers to voluntary and mandatory actions to compensate for the costs of reducing impacts; including traffic impacts. The process of avoiding, reducing, or compensating for the environmental impact(s) of a proposal. See WAC 197-11-768.

Infill: The development of housing or other buildings in vacant sites in an already developed area.

Infrastructure: Facilities and services needed to sustain industry, residential, and commercial activities. Infrastructure may include, but not be limited to, water and sewer lines, streets, and communication lines.

Intensity: A measure of land use activity based on density, use, mass, size, and impact.

Level of Service (LOS): An established minimum capacity of public facilities or services that must be provided per unit demand or other appropriate measure of need. (WAC 365-195-210); A qualitative measure describing the operational conditions within the traffic stream, and their perception by motorists and passengers.

Local Improvement District (LID): A special taxing district formed by landowners to finance and construct a variety of physical infrastructure improvements benefiting its members.

Lot: A designated parcel, tract, or area of land established by plat, subdivision, or as otherwise permitted by law, to be used, developed, or built upon as a unit.

Major Arterial: Roads that convey traffic along corridors to areas of high density residential or high intensity commercial or industrial activity. Major arterials emphasize mobility and de-emphasize access.

Master Planned Community: A self-contained and fully integrated development intended to provide a mix of uses to provide jobs, housing and services to residents while protecting critical areas and preserving significant areas in open space.

Master Planned Resort: A self-contained and fully integrated development in a setting of significant natural amenities that includes short-term visitor accommodations associated with a range of developed on-site indoor or outdoor recreation facilities. It may also include permanent residential uses as an integrated part of the overall resort development. (WAC 365-195-210)

Median Income: The income level which divides the income distribution of a given area into two equal parts, one having incomes above the median income and the other having incomes below the median income. For households and families, the median income is based on the distribution of the total number of units including those with no income. (U.S. Department of Commerce, Bureau of the Census)

Minerals: A term which includes gravel, sand, and valuable metallic substances. (RCW 36.70A.030)

Minor Arterial or Secondary Arterial: Roads which link activity centers and convey traffic onto major arterials. Minor arterials provide both mobility and access.

Mitigation: The process of avoiding, reducing, or compensating for the environmental impact(s) of a proposal. See WAC 197-11-768.

Mixed Use: Development that combines two or more different land uses in the same project. For example, a mixed-use project may include both retail uses and residential uses.

Mobile Home: A manufactured home that is a structure, transportable in one or more sections, which in the traveling mode, is eight body feet or more in width or forty body feet or more in length, or, when erected on site, is three hundred twenty or more square feet, and which is built on a permanent chassis and designed to be used as a dwelling with or without a permanent foundation when connected to the required utilities, and includes the plumbing, heating, air-conditioning, and electrical systems contained therein.

Multifamily Dwelling Unit: A structure containing two or more joined dwelling units.

Multimodal: Two or more modes or methods of transportation. Examples of transportation modes include: bicycling, driving an automobile, walking, bus transit or rail.

Non-motorized: Any mode of transportation that utilizes a power source other than a motor. Primarily, non-motorized modes include walking (pedestrian), horseback riding (equestrian), and bicycling.

Non-traditional Housing Types: Dwelling types other than on-site built housing units. Non-traditional housing types include, but are not limited to, manufactured housing, mobile homes, and houseboats.

Nonconforming Land Use: A use or activity that was lawful prior to the adoption, revision or amendment of the comprehensive plan but fails by reason of such adoption, revision, or amendment to conform to the present requirements of the comprehensive plan.

Non-point Source Pollution: Pollution that enters a water body from diffuse origins on the watershed and does not result from discernible, confined, or discrete conveyances.

Open Space: Typically, open space implies a landscape that is primarily unimproved. Open space may include: critical areas; wooded areas; parks; trails; privately owned nature reserves; abandoned railroad lines; utility corridors; and other vacant rights of way.

Per Capita Income: Per Capita Income is the mean income for all men, women, and children in a particular group. It is computed by dividing the total income of a particular group by the total population in that group.

Performance Standards: Criteria that are established and must be met before a certain use will be permitted. These measures are designed to guide development of property and include, but are not limited to, open space requirements, water and wastewater requirements, buffer zones, screening, size and heights limits for buildings, noise, vibration, glare, heat, air or water contaminants, and traffic.

Planning: The use of scientific and technical knowledge to provide choices for decision making as well as a process for considering and reaching consensus.

Planning Period: The 20-year period following the adoption of a comprehensive plan or such longer period as may have been selected as the initial planning horizon by the planning jurisdiction. (WAC 365-195-210)

Plat: A map or plan, especially of a piece of land divided into building lots.

Primary Treatment: The first step in wastewater treatment in which solids in a wastewater stream are allowed to settle out. The suspended solids and the BOD (Biochemical Oxygen Demand) are reduced by 25 to 40 percent.

Public Facilities: Public Facilities include, but are not limited to, streets, roads, highways, sidewalks, street and road lighting, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools (RCW 36.70A.030). See “Adequate Public Facilities” and “Available Public Facilities.”

Public Services: Public Services include, but are not limited to, fire protection and suppression, law enforcement, public health, education, recreation, environmental protection, and other governmental services. (RCW 36.70A.030)

Public Water System: Any systems of water supply intended or used for human consumption or other domestic uses, including source, treatment, storage, transmission, and distribution facilities

where water is being furnished to any community, collection, or number of individuals, but excluding a water system serving on single family residence. (WAC 248-54)

RCW: Revised Code of Washington.

Resource Lands: Those lands which are suitable for agriculture, forest mineral extraction and protected by resource lands regulations.

Resource-Based: A use that is dependent upon, or supports uses that are dependent upon, natural resources including, but not limited to, forestry, agriculture, aquaculture, horticulture, and mineral extraction.

Restoration: To revitalize or reestablish characteristics and processes of a wetland or habitat diminished or lost by past alterations, activities, or catastrophic events.

Right-of-way: Land owned by a government or an easement for a certain purpose over the land of another, used for a road, ditch, electrical transmission line, pipeline, or public facilities such as utility or transportation corridors.

Riparian Areas or Zones: Lands situated along the banks of streams, rivers, and lakes

Road Adequacy Standards: Standards by which government agencies can assess whether adequate road facilities are being provided and regulated.

Runoff: Water from rain, snowmelt, or irrigation that flows over the ground surface and returns to streams.

Rural Areas: Rural Areas include those areas that are not within an urban growth area and are not designated as natural resource lands having long term commercial significance for production of agricultural products, timber, or the extraction of minerals.

Sanitary Sewer (Wastewater) Systems: All facilities, including approved on-site disposal facilities, used in the collection, transmission, storage, treatment, or discharge of any waterborne waste, whether domestic in origin or a combination of domestic, commercial, or industrial waste. (WAC 365-195-210)

Sediment: The fine-grained material deposited by water or wind.

Seismic Hazard Areas: Areas subject to severe risk of damage as a result of earthquake induced ground shaking, slope failure, settlement, or soil liquefaction.

SEPA (State Environmental Policy Act): SEPA requires state agencies, local governments, and other lead agencies to consider environmental factors when making most types of permit decisions, especially for development proposals of a significant scale. As part of the SEPA process, EISs may be required to be prepared and public comments solicited (RCW 43.21.C).

Setback: See “Yard”.

Sewer: The closed pipe which carries raw sewage from a home or business to a treatment facility.

Shoreline Management Act: Chapter 90.58 RCW and Chapter WAC 173-14-030(1) WAC).

Shoreline Master Program (SMP): The comprehensive use plan and related use regulations that are used by local governments to administer and enforce the permit system for shoreline management. Master programs must be developed in accordance with the policies of the SMA, be approved and adopted by the state, and be consistent with the rules (WACs) adopted by Ecology.

Shoreline Public Accommodation: A high intensity tourist or marine activity that can be served within the shoreline without creating large scale commercial centers. Public accommodations include small-scale resorts, hotels, motels, inns, and bed and breakfast establishments.

Shoreline Setback: A required open space, specified in shoreline master programs, measured horizontally upland from and perpendicular to the ordinary high-water mark.

Shorelines: All of the water areas of the state, including reservoirs and their associated uplands, together with the lands underlying them, except those areas excluded under RCW 90.58.030(2)(d). See RCW 90.58.030 (2)(d) and WAC 173-18, 173-19 and 173-22.

Sight Distance: The length of a roadway required which is sufficient enough to ensure safe operation of a motor vehicle at posted speeds.

Single Family Dwelling Unit: A detached building containing one dwelling unit.

Solid Waste: All putrescible and non-putrescible solid and semisolid wastes, including, but not limited to, garbage, rubbish, ashes, industrial wastes, swill, demolition, and construction wastes, abandoned vehicles or parts thereof, and recyclable materials. (RCW 70.95.030)

Subdivision: The division of a lot, tract, or parcel of land into two or more lots, plats, sites, or other divisions of land for the purpose, whether immediate or future, of sale or building development.

Surface Waters: Streams, rivers, ponds, lakes, or other waters designated as “waters of the state” by the Washington Department of Natural Resources (WAC 222-16-030).

Transportation Demand Management (TDM): An array of strategies intended to lead to a reduction in the number of vehicles using the road system while simultaneously serving the same number of travelers.

Transportation Improvement Plan (TIP): A jurisdiction’s long-range programming document for transportation facilities.

Transportation System Management (TSM): The use of low capital expenditures to increase the capacity of the transportation system. TSM strategies include but are not limited to signalization, channelization, and bus turn-outs. (WAC 365-195-210)

Urban Governmental Services: Include those governmental service historically and typically delivered by cities, and include storm and sanitary sewer services, fire and police protection services, public transit services and other public utilities associated with urban areas and normally not associated with non-urban areas. (RCW 36.70A.030)

Urban Growth Area: Those areas designated by a county pursuant to RCW 36.70A.110.

Urban Growth: Growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources. When allowed to spread over wide areas, urban growth typically requires urban governmental services. “Characterized by urban growth” refers to land having urban growth located on it, or to land located in relationship to an area with urban growth on it as to be appropriate for urban growth. (RCW 36.70A.030)

Urban Level of Facilities and Services: Those services defined as “urban governmental services” with levels of service as defined in Capital Facilities Element of the Comprehensive Plan.

Utilities or Public Utilities: Enterprises or facilities serving the public by means of an integrated system of collection, transmission, distribution, and processing facilities through more or less permanent physical conditions between the plant of the serving entity and the premises of the customer. Included are systems for the delivery of natural gas, electricity, telecommunications services, and water for the disposal of sewage. (WAC 365-195-210).

Vessel: Ships, boats, barges, or any other floating craft which are designed and used for navigation and do not interfere with normal public use of the water (WAC 173-14-030(18)).

Visioning: A process of citizen involvement to determine values and ideals for the future of a community and to transform those values and ideals into manageable and feasible community goals. (WAC 365-195-210)

WAC: Washington Administrative Code.

Water Dependent Use: A use that is dependent on the water due to the intrinsic nature of its operation and which cannot function other than in a waterfront location. Examples include, but are not limited to, ferry terminals; boat construction, repair, and maintenance; marinas and other moorages; tug and barge operations; waterfront parks; and fishing piers (FHMC 19.04.090.34).

Water-enjoyment Use: A recreational use such as a park, pier, or other use facilitating public access as a primary character of the use; or, a use that provides for passive and active interaction of a large number of people with the water or shoreline for leisure and enjoyment as a general character of the use and which, through location, design and operation assure the public's ability

to interact with the water or shoreline. To qualify as a water enjoyment use, the use must be open to the public and most if not all the water or shoreline-oriented space in the facility must be devoted to the specific aspects of the use that foster shoreline or water interaction. Water enjoyment uses may include, but are not limited to, restaurants, museums, aquariums, scientific/ecological reserves, resorts, and mixed-use commercial provided that such use conforms to the above requirements and provisions of the master program (FHMC 19.04.090.35).

Water-oriented Use: Any one or a combination of water-dependent, water-related or water-enjoyment uses (FHMC 19.04.090.37).

Water-related Use: A use that is not intrinsically dependent on a shoreline location, but which cannot function economically except at a shoreline location. Examples include, but are not limited to, marine electronics, plumbing and other marine repair services; boat rigging and outfitting services; and marina, port, and boat rental offices (FHMC 19.04.090.38).

Watershed: The region drained by or contributing water to a stream, lake, or other body of water.

Wetland or Wetlands: Areas that are inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. Wetlands do not include those artificial wetlands intentionally created from non-wetland sites, including, but not limited to, irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities. However, wetlands may include those artificial wetlands intentionally created from non-wetland areas created to mitigate conversion of wetlands, if permitted by the county or city. (RCW 36.70A.030)

WSDOT: Washington State Department of Transportation.

WSF: Washington State Ferries.

Yard: An open space on a lot or parcel which is required to be unoccupied and unobstructed from the ground upward to the sky except for decks, platforms, or walks less than 30 inches above the ground at any point, and except for permitted roof overhangs (FHMC 17.08.530).

Zoning: The process by which a county or municipality legally controls the use of property and physical configuration of development upon tracts of land within its jurisdiction.

Appendix B

San Juan County & Town of Friday Harbor: Joint Planning Policy

Policies for Designation of an Urban Growth Area

The Town and County shall cooperatively and jointly determine the Friday Harbor Growth Area (FHUGA).

Policy 1 The criteria for determining the FHUGA should include the following:

- a. Existing areas characterized by urban development or able to support urban levels of development; and
- b. The proximity to the Town of Friday Harbor corporate limits of areas characterized by urban development or ability to support urban levels of development; and
- c. The presence of designated critical area and resource lands, and other lands with limited development capability as defined in a land use inventory conducted in accordance with the POLICIES FOR JOINT COUNTY AND TOWN PLANNING on page 2 of this document; and
- d. Other natural or topographic features which may serve to define the boundaries of the FHUGA.

Policy 2 The Town and County should agree on the 20-year population forecast for San Juan Island to be used for growth management planning. The 20 years population forecast should, at a minimum, consider both the State Office of Financial Management projections and seasonal fluctuations in population which are characteristic of the Town and County.

Policy 3 The Town and County should jointly determine the portion of the 20-year population forecast which should be allocated to the FHUGA.

Policy 4 Based on the evaluation called for in Policies 1 through 3, the Town and County should jointly determine the amount of land necessary to support those uses.

Policy 5 The Town and County should jointly identify additional commercial and other non-resident uses required to serve rural areas outside the FHUGA, but required to be located within the FHUGA, and determine the amount of land necessary to support those uses.

Policy 6 Based on the results of Policies 1 through 5, the Town and County should jointly determine the preliminary boundary of the FHUGA.

Policy 7 The Town and County should jointly define the levels of service necessary to support urban levels of development within they FHUGA.

Policy 8 The final boundary of the FHUGA should be determined by the Town, County, and other service purveyor's abilities to provide urban levels of facilities and services for a 20-year planning period.

Policies for Joint County and Town Planning, and Policies for Promotion of Contiguous and Orderly Development

The following policies are intended to provide guidance in development of comprehensive, consistent, and coordinated plans for the FHUGA. They are intended to ensure that the Comprehensive Plans of the Town and County promote contiguous and orderly development.

General Policies

Policy 1 As a component of the Growth Management Act (GMA) implementation, the Town and County should prepare a Friday Harbor Growth Area Management Agreement. The Town and County should agree to jointly formulate and adopt goals, policies and standards which will be the basis for all planning decisions within the FHUGA.

Policy 2 The development review process defined by the FHUGA Management Agreement should be uniform and predictable in techniques, terminology, and standards. Subject to the terms of the agreement, final actions within the unincorporated areas of the FHUGA will be made by the County, and final actions within the incorporated area will be taken by the Town.

Policy 3 The FHUGA Management Agreement should define the following for the unincorporated portions of the FHUGA:

- a. A process and standards for review of development proposals; and
- b. The extent of use of Developer Extension Agreements (DEA) for the construction of required capital facilities. The DEA should specify the facilities to be constructed, applicable conditions and standards; identify fees for processing and review of facility construction plans and specifications; identify required bonds and assurances; and establish required inspections.

Policy 4 County permitting procedures should include notification to the Town Planning Administrator of all development proposed to locate within 1000 feet of the Friday Harbor municipal boundary. County procedures should also specify a minimum setback for new uses other than residential, forestry or agriculture uses proposed to locate within areas designated as Rural General Use or Rural Farm Forest by the County Comprehensive Plan when such development is proposed to occur on property that abuts area zoned for single-family residential by the Town of Friday Harbor's Comprehensive Plan.

Policy 5 San Juan County should encourage the conservation of agricultural open space presently existing at those locations at or near the points where Beaverton Valley, Roche Harbor and San Juan Valley Roads cross the Town's municipal boundaries to mark and maintain these distinct "edges" between the Town and the rural area of the County.

Annexation

Policy 1 The Comprehensive Plans of the Town and County should contain a section devoted to policies for annexation.

Policy 2 Annexation agreements between the Town and property owners within the FHUGA seeking annexation should define the annexation request, phasing, extension of urban services,

proposed development, and specific conditions under which the annexation will be considered by the Town.

Policy 3 Urban services and capital facilities should be extended to lands within the FHUGA only when those lands are annexed to the Town.

Land Use

Policy 1 The County should coordinate a land use inventory for the FHUGA with the Town. The inventory should include agreed upon definitions of land categories, for example “vacant land”, “developed land” and “constrained land,” and identify such lands. In addition, the inventory should, at a minimum, identify the following:

- a. Lands currently served by the Town of Friday Harbor water and sewer services;
- b. Lands within the Town of Friday Harbor’s existing water and sewer service areas;
- c. Lands within service areas of public water systems as defined in RCW 70.116; and
- d. Lands designated as resource lands or critical areas.

Policy 2 The County should consult with the Town in the process of designating other areas of San Juan Island as activity centers and give substantial weight to the Town’s concerns regarding impacts to the Town including but not limited to tax base, water, sewer, transportation, and other service requirements.

Local Capital Facilities

Policy 1 The Town and County should jointly develop the portion of the capital facilities element of their respective Comprehensive Plans which pertains to the FHUGA. The capital facilities element should inventory existing local capital facilities. Capital facilities include, but are not limited to, water, sewer, parks, public buildings, fire protection, public safety, and storm drainage facilities. The inventory should include the type of facility, the age of the facility, level of development, location, capacity, and financial information.

Policy 2 The capital facilities element should be designed to serve development envisioned or authorized by the land use classifications of the FHUGA.

Policy 3 The capital facilities element should require facilities or facilities improvements to accommodate the impacts of new development to be in place at the time of development, or a financial commitment to be in place to complete the improvements within six years.

Policy 4 The capital facilities element should establish capacity and level of service standards for existing and proposed capital facilities in the FHUGA.

Policy 5 The capital facilities element should establish criteria for the siting of new capital facilities and utilities which:

- a. Provide for the protection of critical areas and resource lands;
- b. Are consistent with adopted land use regulations; and
- c. Ensure compatibility between capital facilities and residential uses.

Policy 6 The capital facilities element should identify the means and methods of financing for expansion or new construction of capital facilities and utilities.

Water Quality and Supply

Policy 1 The capital facilities element should include uniform and consistent policies for the protection and enhancement of water supplies.

Policy 2 The capital facilities element should require that all new development be contingent upon proof that a water supply is available and adequate for proposed uses.

Policy 3 The capital facilities element should provide for the protection of water quality and address public education, stormwater management, and watershed management.

Policy 4 The capital facilities element should promote water conservation as a means to ensure protection and availability of water supplies and include conservation measures which apply to both water supply development and water use.

Utilities

Policy 1 The utilities element should be developed in cooperation with local power and telecommunications utilities and franchises.

Policy 2 The utilities element should be designed to serve development envisioned or authorized by the land use elements of the Comprehensive Plan of both the Town and County.

Policy 3 The utilities element should establish criteria for the siting of new utilities which:

- a. Provide for the protection of critical areas and resource lands;
- b. Are consistent with adopted land use regulations;
- c. Ensure compatibility between utilities and residential uses;
- d. Consider the use of “utility corridors” to reduce impacts of utility construction and facilitate repair and maintenance.

Policies for Siting Essential Public Capital Facilities of County or State-Wide Significance

Following are the policies of the Town and County for addressing the siting and development of essential public capital facilities of county and state-wide significance in the capital facilities elements of their comprehensive plans.

Policy 1 The capital facilities elements should identify existing and proposed public capital facilities. Essential public capital facilities of county or state-wide significance include, but are not limited to: passenger and vehicle ferry terminals (public); public elementary and secondary schools; solid waste collection, transfer and disposal facilities; county roads and county docks, county equipment storage and maintenance yards; county septicage handling and treatment facilities; primary electrical transmission and distribution system; fire stations and emergency service facilities; public libraries; post offices; parks; county administrative offices; and general aviation airports.

Essential public facilities on San Juan Island include: town streets; town equipment storage and maintenance yards; municipal sewer system; municipal water system and associated watershed; and Town Hall administrative offices;

Location Policies

Policy 2 Essential public facilities should not be located within resource lands or critical areas unless no practicable alternative exists, and then only to the minimum extent possible and in accordance with applicable regulations.

Policy 3 New public schools and government administrative offices should be located only within the Town, its UGA, or Village districts unless adequate water supplies and sewage disposal exist without new extensions of urban services.

Policy 4 Other facilities, except parks, should not be located outside an urban growth area or village district unless the nature of their operations warrants a rural location.

Policy 5 The siting of any essential public facility must be compatible with existing land uses and with the applicable comprehensive plan for the area affected.

Location Policies for San Juan Island

Policy 6 The Town of Friday Harbor and San Juan County should avoid duplication of facilities and facilities sites when they could reasonably and practically be shared among the two jurisdictions for common or multiple purposes, particularly those that, by their nature, warrant a rural location.

Policy 7 The Town and the County should maintain a standing task force of elected and appointed representative, including representative of the Port of Friday Harbor as appropriate, to develop specific siting criteria for a given facility, and to analyze and rank potential sites; such analysis much include evaluation of consistency with the applicable comprehensive plan.

Policy 8 The Town and the County should ensure that public involvement in siting decisions is fostered to the greatest extent possible by holding public meetings and otherwise distributing information at the earliest possible point in the decision process, in addition to public notices and hearings that may be required by law.

Other Policies

Policy 9 The capital facilities elements should require facilities or facilities improvements to accommodate the impacts of new development to be in place at the time of development or require a financial commitment to be in place to complete the improvements within six years.

Policy 10 The capital facilities elements should be designed to achieve consistency with county or state plans and policies for the siting of public capital facilities.

Policy 11 Capital facilities element policies should be designed to serve development envisioned or authorized by the comprehensive plans of both jurisdictions.

Policy 12 The capital facilities elements should be designed to achieve consistency between both jurisdictions' plans for capital facilities.

Policy 13 The capital facilities elements should establish and maintain standards for the level of service for both existing and future public capital facilities.

Policy 14 The capital facilities elements should establish criteria for the siting of new public capital facilities which:

- a. Provide for the protection of critical areas and resource lands;
- b. Provide for urban services;
- c. Are consistent with adopted land use regulations; and
- d. Ensure compatibility between capital facilities and residential uses.

Policy 15 The capital facilities elements should identify the timing and methods of financing for expansion or new construction of public capital facilities.

Policies for Transportation Facilities and Strategies

Following are the policies of the Town and County for development of the transportation elements of their comprehensive plans.

Policy 1 The transportation elements should be based on an inventory of existing transportation facilities including, but not limited to, airports, marine ports, roads, ferry terminals, marinas, parking facilities, and bicycle, equestrian and pedestrian trails.

Policy 2 The transportation elements should require transportation facilities or facilities improvements to accommodate the impacts of the development to be in place at the time of development or require a financial commitment to be in place to complete the improvements within six years.

Policy 3 The transportation elements should be designed to achieve consistency between both jurisdictions plans for transportation facilities.

Policy 4 The transportation elements should establish standards for the level of service for existing and proposed transportation facilities.

Policy 5 The transportation elements should contain specific requirements to bring existing facilities into compliance with level of service standards adopted under Policy 4.

Policy 6 The transportation elements should identify needs for expansion of transportation systems and facilities. Transportation facilities should be designed to serve development envisioned authorized by the comprehensive plans of both jurisdictions.

Policy 7 The transportation elements should establish criteria for the siting of new transportation facilities which:

- a. Provide for the protection of critical areas and resource lands;
- b. Provide for urban services and capital facilities;
- c. Are consistent with adopted land use regulations; and
- d. Ensure compatibility between transportation facilities and residential uses.

Policy 8 The transportation elements should contain strategies designed to encourage conservation.

Policy 9 The transportation elements should identify the timing and methods of financing for expansion of new construction of transportation facilities and, at a minimum, include:

- a. An analysis of funding capabilities and revenue sources;
- b. A multi-year financing plan; and
- c. A contingency plan for funding shortfalls.

Policy 10 The transportation elements should promote the active involvement of, and coordination with, the Port of Friday Harbor and the State Department of Transportation in developing comprehensive plan policies with affect the Town, County, airport, marina, and ferry terminal.

Policies for Affordable Housing

Following are the policies of the Town and County for development of the housing elements of the Comprehensive Plans.

Policy 1 The housing elements should include goals and policies that provide for a wide range of housing development types and densities to meet the housing needs of a diverse population and provide affordable housing choices.

Policy 2 The housing elements should include an inventory of existing housing conditions, an assessment of the current and projected need for affordable housing by household type, household income group and housing type.

Policy 3 The Town and County should consider the following factors when making decisions regarding land supply for affordable housing.

- a. Overall density goals, goals for resource land conservation and protection of environmentally sensitive areas, and goals for open space and other public uses.
- b. Existing neighborhood character, environment constraints, and applicable designation zoning and development regulations.
- c. Varying interest of property owners in terms of timing of development, land use, and financial capability.
- d. Effects on land costs and housing affordability resulting from land supply allocated by the comprehensive plans of both jurisdictions.

Policy 4 The housing elements should include policies for preservation and improvement of the existing housing stock.

Policies for Economic Development and Employment

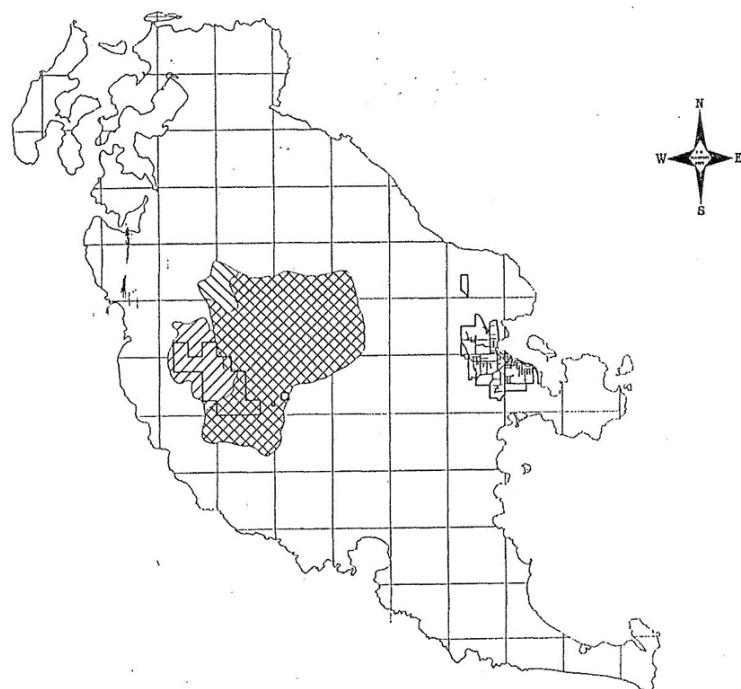
Policy 1 The Economy and Employment elements of the Town and County Comprehensive Plans should contain goals and policies to ensure future economic vitality, broaden employment opportunities and meet the needs of projected growth while maintaining environmental integrity.

Policy 2 The Economy and Employment elements should be aimed at diversifying the economy and employment opportunities in appropriate areas of the County. Economic development policies should implement and be consistent with the County and Town Comprehensive Land Use Plan and Capital Facilities elements.

Policy 3 The Economy and Employment element should, at a minimum, include an inventory and assessment of the local economy, an analysis of economic and employment opportunities and options, an economic and employment strategy, and an action plan for implementing the strategy.

Town of Friday Harbor Watershed Management

Policy 1 Because the 4,880-acre watershed (pictured at right) containing the Town of Friday Harbor's water supply occurs largely within the jurisdiction of the County, the County Comprehensive Plan and development regulations should provide for notice to be given to the Town Planning Administrator of a development permit application submitted to the County which affect land within this watershed. For those applications for which the County Code specifies a public and agency comment period the Town Planning Administrator should be given opportunity to comment.



Policy 2 The Town and the County should support public educational efforts regarding best management practices for the protection of water quality.

Analysis of Fiscal Impacts

The following policies are intended to provide guidance to the Town and County in assessment of the fiscal impacts of implementing their comprehensive plans for San Juan Island;

Policy 1 The Town and County Comprehensive Plans should include an analysis of the fiscal impacts associated with implementing plans, policies, and regulations. The analysis should include an inventory of tax bases

- a. Sources of tax revenue including property, sales, franchise, hotel/motel, and other taxes;
- b. Regulations and constraints governing the use of each revenue source;
- c. Methods for collecting the revenue from each source; and
- d. Sensitivity of each revenue source to fluctuations.

Policy 2 The analysis of fiscal impacts should include an evaluation of the public and private revenues required to fund the costs of public facilities and services resulting from the proposed land uses business activity and level of service standards.

Policy 3 The Town and County should each evaluate potential effects of GMA implementation regulations on their respective tax bases and tax revenues with particular attention to the effects on operating and capital budgets; assessed valuation; future debt capacity and assumption of debt.

Policy 4 The Town and County should jointly evaluate the potential for distribution of tax and non-tax revenues resulting from the Town's role as a center of commerce and primary point of entry for San Juan Island.

Policy 5 The Town and County should jointly enter into a service agreement in accordance with RCW 36.115 to compensate for imbalances in transportation or capital facilities levels of service as defined in the respective comprehensive plans. The basis for this service agreement should be the analysis and evaluation results obtained from Policies 2 and 4 of this section.

Appendix C

Friday Harbor Urban Growth Area Management Agreement

**SJC Agreement No.
08CD.019**

**Unincorporated Urban Growth Area
Management Agreement Between
The Town of Friday Harbor and San Juan County, Washington**

Section 1. Preface.

This document is adopted pursuant to RCW 36.70A.110 to set forth an agreement between San Juan County (the "County") and the Town of Friday Harbor (the "Town") for the management of the unincorporated Urban Growth Area (UGA) located adjacent to the Town of Friday Harbor (the "unincorporated UGA" or "Friday Harbor UGA"). Both jurisdictions recognize the need for cooperation in land use planning and public service delivery in the unincorporated UGA. The policies and strategies in this Agreement are to guide the actions of each jurisdiction. This Agreement does not, however, substitute for comprehensive planning by the Town or the County.

Section 2. Purpose.

This Agreement is to accomplish the following purposes:

1. To promote communication and participation in planning for the unincorporated UGA;
2. To establish guidelines for orderly growth and development within the unincorporated UGA;
3. To concentrate urban development within the Town of Friday Harbor and not within the unincorporated UGA;
4. To coordinate land use regulation and development services to minimize the public and private costs of development within the unincorporated UGA;
5. To prepare for the orderly provision of public facilities and services to accommodate and serve as a guide for urban development of those lands within the unincorporated UGA;
6. To contain urban development within a planned urban area where basic services such as sewer and water facilities, storm drainage, police, and fire protection can be efficiently and economically provided; and
7. To make economical use of local tax dollars in locating facilities and providing services for the benefit of all citizens within the unincorporated UGA; since urban services are interrelated, coordination is best achieved by a single government unit, the Town of Friday Harbor.

Section 3. Designation of Unincorporated UGA on Official Maps.

The geographic area designated on Figure 1 to this Agreement is the unincorporated UGA that is the subject of this Agreement and is coterminous with the area designated on the Town and County official comprehensive plan maps, respectively. The Town will provide the County with a copy of its official map.

Section 4. General Provisions.

1. The County and the Town will coordinate land use planning and the application of development regulations within the unincorporated UGA as provided for in this Agreement. Nothing shall prevent the County and the Town from establishing other cooperative agreements addressing particular projects, geographic areas, or concerns, which are not subject to this management Agreement.
2. Notwithstanding the provisions of this Agreement, the ultimate authority for land use and development decisions is retained by the County and the Town within their respective jurisdictions. Neither jurisdiction may assign or defer its decision-making authority to the other.

Section 5. Joint Planning.

The County and the Town affirm their commitment to the Joint Planning Policy adopted by San Juan County and the Town of Friday Harbor in Appendix 2 of the San Juan County Comprehensive Plan, as it now exists or may be jointly amended hereafter.

Section 6. Development Review Procedures.

1. Applications—General. This section applies to all land use and development permit applications, including all building permits, use permits, and land division applications.
2. Applications—Submittal to Town. Land use and development applications for projects located within the existing municipal boundaries of the Town of Friday Harbor shall be submitted to and acted upon by the Town of Friday Harbor according to its adopted regulations and procedures and the applicable provisions of this Agreement (see Section 7, below).
3. Applications—Submittal to County. Land use and development applications for projects located within the unincorporated UGA shall be submitted to and acted upon by San Juan County according to its adopted regulations and procedures and the applicable provisions of this Agreement (see Section 7, below).
4. Notice Requirements.
 - a. The jurisdiction receiving a use or development application involving property located within 1,000 feet of the municipal boundary or within 1,000 feet of the UGA boundary shall give notice to the other as specified below.
 - b. If no notice is required and/or no comment period is provided for a given application type by the applicable, adopted Town or County procedures, then the jurisdiction accepting the application shall provide notice to the other within three working days of finding an application to be complete. It shall then allow up to five working days for comments before action may be taken on the application.

- c. If the applicable Town or County procedures specify notice requirements and the duration of a comment period, then the jurisdiction accepting the application shall give notice to the other and provide opportunity to comment as provided in the applicable procedures for the type of application involved.
- d. The County shall notify the Town in writing of any comprehensive plan amendment, development code amendment, and of any other proposals for legislative action which affects land located within 1,000 feet of the municipal boundary or within the unincorporated UGA. Such notice shall be sufficient to allow the Town staff the opportunity to review and comment on such proposals before final action is taken. Likewise, the Town shall notify the County in writing of any comprehensive plan amendment, zoning code amendment, and any other proposals for legislative action which affects land within 1,000 feet of the municipal boundary or within the unincorporated UGA.
- e. Nothing shall prevent the Town Administrator and County Administrator from agreeing to exempt certain types of developments from interjurisdictional notice requirements. Any such agreement shall be in writing and signed by both Administrators.

Section 7. Intention Regarding Additional Use and Development Regulations.

The applicable use and development regulations shall be those adopted by the applicable jurisdiction, with the following additional provisions intended for the unincorporated UGA upon the designation of such land by the County Council.

1. Land Uses – Limitations Generally.

- a. San Juan County will retain responsibility for land use decisions and actions affecting the unincorporated UGA until such time as annexation to the Town occurs.
- b. San Juan County will review and, as necessary, amend its comprehensive plan and development regulations to establish a moratorium and/or create an overlay zone such that development within the unincorporated UGA is consistent with the intent and purposes of this Agreement to protect such lands in such a way that allows for the development for urban uses only at such time as the land is annexed to the Town. Specifically, the County Council will conduct hearings on ordinances which will, if adopted, prohibit all uses and developments, except the following uses and developments which shall be allowed outright:
 - i. Single-family residence and structures appurtenant to a single-family residence;
 - ii. Two-family residential uses (duplex);
 - iii. Home occupation;
 - iv. Public streets;
 - v. Public trails and paths;
 - vi. Agricultural uses and activities;

- vii. Forest practices, no processing;
- viii. Lumber mills, portable;
- ix. Nurseries;
- x. Retail sales of agricultural products.

2. Urban Services. The Town and the County will review and, as necessary, amend the comprehensive plan and development regulations so that each jurisdiction will refrain from the development, creation or extension of water or sewer service to those areas lying within the unincorporated UGA until such areas are first annexed to the Town.

Property within the unincorporated UGA proposed for new development which requires urban services (Town water and sewer facilities) shall be annexed before a land use or building permit is issued.

Proposed developments which do not require urban services shall be subject to conditions establishing an enforceable developer extension agreement to pay for Town services upon the annexation of the subject property. County code requirements for on-site water supply, fire flow, sewage disposal and stormwater control facilities shall apply to allowable uses and developments that do not require urban services.

The County will not authorize the creation of a special purpose district for the provision of utilities, recreation or other public facilities unless such district includes all of the area within the unincorporated UGA and the creation has been approved by both parties.

3. Buffers. The County will review and, as necessary, amend its comprehensive plan and development regulations to require that new development within the unincorporated UGA on property abutting the UGA-County boundary shall provide drought-resistant vegetated buffers sufficient to mitigate significant adverse impacts to land and land uses outside of the unincorporated UGA boundary.

4. Critical Areas/Environmentally Sensitive Areas. The San Juan County Code requirements for critical areas shall apply to critical areas within the unincorporated UGA.

5. Subdivisions and Short Subdivisions. The county will review and, as necessary, amend its comprehensive plan and development regulations by use of a moratorium or overlay zone to prohibit all subdivisions, including subdivision by long subdivision, short subdivision, simple land division, binding site plan or condominium, that result in the creation of any parcel or unit of land smaller than five acres. Boundary line modifications shall be allowed so long as no new parcel is created. In allowing for rural land division, the County will ensure that the developments design does not preclude future infill development at urban densities.

Section 8. Annexation.

1. Only those areas within the unincorporated UGA may be considered for annexation to the Town.

2. Urban services and capital facilities may be extended to properties within the unincorporated UGA only when those properties are annexed to the Town.
3. Property owners seeking annexation to the Town will be required to include in annexation petitions a full description of proposed development and any phasing plans, and the specific urban services needed together with the analysis and reports required by the Town.

Section 9. Administration.

The responsibility for administration of this Agreement shall rest jointly with the San Juan County Council and the Friday Harbor Town Council, through their respective administrators. Within 30 days of the effective date of this Agreement the County and Town administrators will exchange the names and addresses to be used in official correspondence regarding this Agreement. Each jurisdiction is responsible for keeping this contact information current and for directing correspondence consistent with this information.

Section 10. Periodic Review, Amendment, and Termination.

The term of this Agreement shall be five years from the effective date and shall automatically be renewed for subsequent five-year terms unless one of the following actions is taken:

1. The County and the Town may agree at any time to revise or terminate this Agreement. Any such agreement shall be in writing.
2. Either party may notify the other of a desire to revise or terminate this Agreement. Such notice shall be in writing and be given no fewer than ninety days prior to the automatic renewal date. Should such notice be given, the County and the Town will begin immediately and, in good faith, to revise and renew this Agreement.
3. This agreement does not apply to portions of the unincorporated UGA after such property has been duly annexed by the Town.
4. Should the County designate additional unincorporated UGAs in accordance with the procedure set forth in RCW 36.70A.110(2), this Agreement shall be reviewed by the parties and amended as necessary to address mutual concerns relating to the additional unincorporated UGA.

Section 11. Effective Date and Filing Procedures.

The effective date of this Agreement shall be the date it is filed with the County Auditor and with the Town Clerk.

TOWN OF FRIDAY HARBOR

By: David F. Jones 7/3/08

DAVID F. JONES, Mayor Date

APPROVED AS TO FORM ONLY

DONALD E. EATON

By: Donald E. Eaton 7/7/08

DONALD E. EATON Date

ADOPTED this 8th day of July 2008.

COUNTY COUNCIL
SAN JUAN COUNTY, WASHINGTON

ATTEST: Clerk of the Council

By: Ann Larson
Ann Larson - Clerk
Date: 7/8/08


Howard Rosenfeld, Chair

District 3, Friday Harbor


Gene Knapp, Vice-Chair
District 5, Orcas East


Kevin M. M. Ranker, Member
District 1, San Juan South


Rich Peterson, Member
District 2, San Juan North


Alan Lichter, Member
District 4, Orcas West/Waldron


Bob Myhr, Member
District 6, Lopez/Shaw

REVIEWED BY COUNTY
ADMINISTRATOR


Pete Rose Date: 7-8-08

APPROVED AS TO FORM ONLY
RANDALL K. GAYLORD

By: Randall K. Gaylord
Date 7/8/2008

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