

## Sophia Cassam

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**Sent:** Thursday, July 14, 2022 8:39 AM  
**To:** Comp Plan Update  
**Cc:** Suzanne Olson  
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**Attachments:** Section\_B\_Ele\_2\_Land\_Use\_2022-05-31\_202206021019513214 - OPALCO comments.docx; Section\_B\_Ele\_6\_Transportation\_Draft\_2022-05-06\_202205191843572301 - OPALCO comments.docx; Section\_B\_Ele\_8\_Uilities\_Draft\_2022-05\_06\_202205191848299999 - OPALCO comments.docx; 2020-09-14\_Appendix\_6\_Transportation\_OPALCO comments.docx; 2020-04-03\_Appendix\_8\_Uilities\_Inventory - OPALCO comments.docx

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The Word documents below contain comments from OPALCO on various Comp Plan elements.

Change Tracking is “on” to make it easy to identify comments and suggested edits to the comp plan elements.

Thank you for the continued opportunity to contribute to this plan, and for all the dedicated work of the County Planning Commission, staff and Council.

Regards,

Jay Kimball on behalf of OPALCO

—

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**NOTE FROM DCD:** OPALCO's comments on the following Elements (Land Use, Transportation, and Utilities) and Appendices (Transportation and Utilities) are shown in **GREEN** strikeout/underline text.



**COMPREHENSIVE PLAN**

**SECTION B, ELEMENT 2**

**DRAFT LAND USE AND RURAL ELEMENT**

**April 15, 2022 DRAFT**

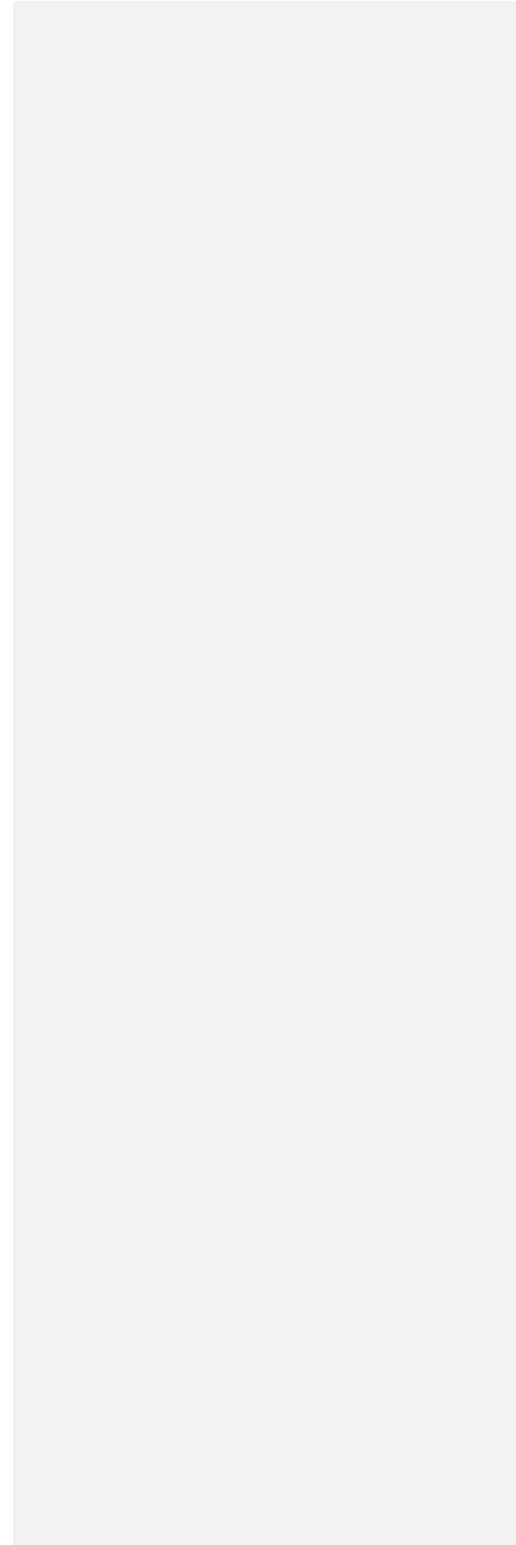
Supersedes October 14, 2019

**Ordinance 11-2019**

**~~\*incorporating Ord. 11-2010 and 17-2010~~**

*~~"Neighborhoods, hamlets, villages and towns are clearly defined so as to conserve agricultural, forest, mineral resource and environmentally sensitive lands. These areas provide for commerce and community activities without losing their small scale and attractive island ambiance. . . . Through innovative land use strategies, our citizens and institutions balance and protect private property rights, public rights, and our natural environment."~~*

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**ELEMENT 2  
LAND USE AND RURAL**

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Note: Table of Contents updated with new section numbers and new order

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1 **2.1 INTRODUCTION**

2  
3 The Land Use Element is comprised of interrelated land use goals which form the basis of the County's  
4 land use strategy and provides for a supply and distribution of land use types to accommodate the  
5 population and employment growth for the next twenty years. It establishes the desired character,  
6 quality, and patterns of development. Land use goals, policies and Official Maps will guide how the County  
7 manages growth and development within urban growth areas; how it will reduce development pressures  
8 and patterns of sprawl within rural areas; conserve agricultural, forest and mineral resource lands of long-  
9 term commercial significance; and preserve and protect open space, scenic and cultural resources.

10  
11 The land use goals, policies, and Official Maps are implemented through the regulations in Title 18 San  
12 Juan County Code (SJCC) and County programs. They determine where and how future land uses develop.  
13 As a result, this element is integral in realizing the community vision for land use:

14  
15 Neighborhoods, hamlets, villages, towns, and other activity centers are clearly defined to  
16 conserve, rural, agricultural, forest, mineral resource lands and critical areas. These areas  
17 define our heritage and sense of place: providing for commerce and community activities  
18 without losing their small scale and attractive island ambiance. The unique character of  
19 our shorelines is protected by encouraging uses that maintain or enhance the health of  
20 the shoreline environment. Through innovative land use strategies, our citizens and  
21 institutions balance and protect private property rights, public rights, and our natural  
22 environment.

23  
24 The WA State Growth Management Act (GMA) requires this element to:

- 25  
26
  - 27 ▪ Establish the general distribution, location and extent of the uses of land for agriculture, timber  
28 production, housing, commerce, industry, recreation, open spaces, general aviation airports, public  
29 utilities, public facilities, and other land uses (RCW 36.70A.070(1)), and
  - 30 ▪ Include rural lands that are not designated for urban growth, agriculture, forest, or mineral resources.  
31 This must provide for a variety of rural densities, uses, essential public facilities, and rural  
32 governmental services needed to serve the permitted densities and uses (RCW 36.70A.070(5)).

33  
34 Central to the GMA planning framework are three primary land use categories: urban, natural resource,  
35 and rural lands. Figure 1 below illustrates these categories relative to the intensity of the built  
36 environment. The GMA requires the County to designate urban growth areas (UGAs) inside of which  
37 urban development is permitted and outside of which urban growth is not allowed. Urban growth occurs  
38 at a higher intensity than rural and resource lands. Designated UGAs must be served or capable of being  
39 served by urban services such as water and sewer systems. Under the GMA, the County must designate  
40 natural resource lands with long-term commercial significance for the production of agricultural, timber,  
41 and mineral resources. Natural resource lands must be preserved from incompatible land uses to ensure  
42 that they remain available for resource industries. Finally, the GMA requires that lands that are not urban  
43 or natural resource lands be designated as rural lands. Diverse uses and densities must be allowed on  
44 rural lands to enable rural living while preserving the rural character.

1 **Figure 1. Land Use Categories.**



2.1.A Purpose

San Juan County is faced with a number of critical land use issues, perhaps the most critical being protection of the primarily *rural character* and natural environment of the islands while allowing for growth and *development* that maintains these characteristics and a healthy, diverse economy and populace. The Land Use Element of the *Comprehensive Plan*, guided by the county-wide Vision Statement, establishes the desired character, quality, and pattern of development for the physical environment of the county. It represents the policy plan for growth over the next twenty years. The goals and policies in this element direct future decisions on land use regulations, actions, procedures, and programs that will further implement the intent and purpose of the overall *Plan*.

2.1.B Land Use Concept

This Element establishes the concepts for how San Juan County should grow and develop while protecting its exceptional quality of life and natural environment, and equitably sharing the public and private costs and benefits of growth. The concept establishes the overall direction for guiding residential, commercial, and industrial growth in a manner that protects public health and safety and private property rights while preserving rural character and ~~our~~ the County's unique island atmosphere.

The land use concept guides San Juan County's efforts to achieve these ends by indicating where housing, shopping, community services, cultural facilities, and economic development activities should be encouraged, and where open space, rural areas, farmlands, and forested areas should be protected. It distinguishes between ~~urban growth areas for urban levels of development~~, activity centers and other areas of more intensive rural development, rural areas, and resource lands, and places the emphasis for growth in areas where adequate public facilities and services can be provided in an efficient and economic manner.

Finally, the land use concept attempts to preserve open space, protect ~~C~~critical ~~A~~areas, maintain and improve the quality of air, water, soil and land resources, and protect the historic and cultural character of the islands. The land use concept is based on the densities established on the Official Maps.

1 The Land Use Element consists of ~~five~~<sup>six</sup> major sections:

- 2
- 3 ~~The~~ General Goals, which provide the overall goals and policies for all lands in the county.
- 4 ~~The~~ Land Use Designations, which establish ~~four principal land use classes with~~ specific goals and
- 5 policies for a number of designations within these classes:
- 6 ~~Urban Growth Areas, including Towns and Urban Growth Areas.~~
- 7 ~~Activity Centers including Villages, Hamlets, Island Centers, and Residential Activity~~
- 8 ~~Centers, which are designated consistent with RCW 36.70A.070(5)(d) as Limited Areas of~~
- 9 ~~More Intensive Rural Development (LAMIRDs). Activity Centers also include Master~~
- 10 ~~Planned Resorts, which are designated consistent with RCW 36.70A.360 and .362.~~
- 11 ~~Rural Lands including Rural General Use, Rural Farm Forest, Rural Residential, Rural~~
- 12 ~~Industrial, Rural Commercial, Conservancy, and Natural.~~
- 13 Resource Lands including Agricultural and Forest lands.
- 14 ~~Rural Lands including Rural General Use, Rural Farm Forest, Rural Residential, Rural~~
- 15 ~~Industrial, Rural Commercial, Conservancy, and Natural.~~
- 16 ~~The~~ Special Districts of Conservancy and Natural which include goals and policies for conservation
- 17 of areas with valuable natural features.
- 18 Rural lands including activity centers, limited areas or more intensive rural development
- 19 (LAMIRD), master planned resorts, Rural general use, rural farm forest, rural residential, rural
- 20 industrial, rural commercial, conservancy and natural land use designations.
- 21 ~~The~~ Overlay Districts, which contain additional goals and policies for certain land areas and uses
- 22 that warrant specific recognition and management, including Mineral Resource Lands, Critical
- 23 Areas, Open Space Conservation, watershed management, and Airport Districts.
- 24 ~~The~~ ~~s~~Subarea ~~p~~Plans section, which contains goals and policies for the creation of plans and
- 25 regulations for specific geographic areas in the ~~c~~County ~~when the needs of those areas cannot be~~
- 26 ~~addressed by the land use provisions of this element.~~

### 27

### 28 2.1.C Existing Land Use Pattern

29

30 San Juan County is located north of Puget Sound and the Strait of Juan de Fuca, west of Rosario Strait,

31 east of Haro Strait, and south of the US-Canadian border. It is composed of over 130 islands. The majority

32 of these islands are either undeveloped or developed with rustic recreational development. Most of the

33 land on the inhabited islands is developed with either residential, agricultural or forestry uses.

34 Commercial and industrial development is primarily located in the County's urban growth areas (UGAs),

35 limited areas of more intense rural development (LAMIRDs), Activity Centers and Master Planned Resorts.

36

37 The County's three UGAs are the primary social and economic centers of San Juan, Lopez and Orcas

38 islands. Existing residential development in Friday Harbor, an incorporated UGA, Eastsound and Lopez

39 Village is comprised of single-family residences interspersed with multifamily development. Commercial

40 development in the UGAs includes a mix of retail, food service, and visitor accommodations. The types of

41 existing commercial development serve the needs of both the resident population and the seasonal visitor

42 population; reflecting the significant effect of the tourist economy. Industrial development in the County

43 is generally limited to small-scale manufacturing of locally-sourced consumer goods such as soaps and

44 food products.

45

1 There are four LAMIRDs designated on the Official Maps: Country Corner Commercial (Orcas), Island  
2 Center (Orcas), Island Center (Lopez), and Marine Center (Lopez). These LAMIRDs are predominately  
3 developed with commercial and institutional uses that provide services to surrounding rural areas.  
4 Commercial developments are mostly retail such as hardware stores and nurseries. The Island Center  
5 LAMIRD on Lopez Island also includes the Lopez Island K-12 school. There are few residential uses in these  
6 areas except those that are accessory to nonresidential uses.

7  
8 Activity Centers and Master Planned Resorts are special types of LAMIRDs that include resorts, villages  
9 and hamlets located outside of UGAs. They provide a variety of allowed uses and residential densities to  
10 serve the resident and visitor populations. Most of the Activity Centers and Master Planned Resorts have  
11 adopted subarea plans to guide development in these unique areas. Residential development in activity  
12 centers is mostly composed of single-family residences at higher rural density between one dwelling per  
13 two acres to one dwelling per half-acre. Commercial uses in Activity Centers are a mix of retail, food  
14 service, and visitor accommodations. Master Planned Resorts are primarily developed for recreational  
15 purposes and include a mix of residential and commercial uses that must support the on-site recreational  
16 nature of the resorts.

17  
18 Agricultural and forest resource lands are primarily developed with natural resource uses such as farms  
19 and timber land. Residential development in these areas typically occurs at the lowest density allowed in  
20 the County. Commercial development is limited to uses that are accessory to natural resource  
21 development such as roadside stands and cottage enterprises that process resource products into  
22 consumer goods.

23  
24 Rural areas, those that are not urban or natural resource lands, cover the majority of the County. These  
25 lands are typically either developed with residential uses or undeveloped. There are some scattered farms  
26 and timber lands in rural areas. Residential development in rural areas ranges in density but occurs at a  
27 lower rate of dwellings per acre than urban areas and activity centers. Commercial development in rural  
28 areas is predominately small-scale and limited to uses accessory to residential development.

#### 29 30 2.1.D Population and Housing Forecasts, Housing Needs, and Land Capacity Analysis, Residential and 31 Commercial Capacity

32  
33 San Juan County's 2016 population was 16,314. The 2036 population is projected to increase to 19,423  
34 persons by the year 2036, an increase of 3,109 (Appendix 1 Population Forecast and Land Capacity  
35 Analysis). Table 1 shows the forecasted 2036 population growth per island. San Juan and Orcas are  
36 projected to experience the most population growth; more than 1,000 residents each. Of the ferry served  
37 islands, Lopez and Shaw are expected to have the least population growth in this period. The total  
38 projected countywide growth is 3,109 new residents by 2036.

39  
40  
41

**Table 1. 2036 Forecasted Population Growth per Island.**

Island	2016 Population	2036 Population	2036 Population Growth
San Juan	7,810	9,298	1,488
Lopez	2,466	2,936	470
Orcas	5,395	6,423	1,028
Shaw	241	287	46
Waldron	109	130	21
Stuart	33	39	6
Decatur	89	106	17
Blakely	42	50	8
Other Islands	129	154	25
<b>Total</b>	<b>16,314</b>	<b>19,423</b>	<b>3,109</b>

Source: Appendix 1 Population Forecast and Land Capacity Analysis.

The GMA requires the County to ensure that the *Plan* and its implementing development regulations provide enough capacity of land suitable for development to accommodate the projected housing and employment growth (RCW 36.70A.115). The Land Capacity Analysis (LCA) in Appendix 1 analyzed the amount of capacity provided by the development regulations and *Plan* designations and densities to accommodate future growth through the year 2036.

The County's average household size is 2.04 people per household. At this rate, the number of households will increase from 7,997 to 9,521 by 2036, an increase of 1,524 households. Appendix 5, Housing Needs Assessment, indicates there were 13,859 housing units in the County in 2016. If housing units continue to grow at an average annual rate of 209 per year (the rate between 1980 to 2016), a total of 18,059 dwellings would be expected by 2036. This is an increase of 4,180 dwelling units over 2016 levels.

Table 2 shows the residential capacity for rural, resource, urban, and mixed-use residential land use designations. It indicates that the majority of residential capacity is in the Rural Farm Forest land use designation (RFF). This is the most prevalent land use designation in the County with around 48,608 acres (forty-three percent of all acres) designated RFF. The LCA indicates that the County's existing land use designations, densities and regulations provide residential capacity for the development of between 2,039 and 3,392 dwelling units after accounting for market and seasonal home factors. There is sufficient housing capacity to accommodate the forecasted 3,109 new residents or 1,524 new households.

**Table 2. Residential Capacity by Natural Resource, Rural and Urban Growth Area Designations.**

Land Use Category	Land Use Designation	Residential Capacity in Possible Dwelling Units
<b>Natural Resource Land</b>	Agricultural Resource	124.59
	Forest Resource	134.71
	<b>Natural Resource Land Subtotal</b>	<b>259.30</b>
<b>Rural</b>	Rural Farm Forest	1,131.27
	Rural Residential	150.53
	Conservancy	48.28
	Lopez Village Growth Reserve Area	0.82
<b>Rural Activity Centers, Eastsound Subarea outside UGA, and LAMIRD</b>	Residential Activity Center	35.32
	Olga Hamlet	5.17
	Orcas Village Residential	3.76
	Deer Harbor Hamlet Residential	16.96
	Eastsound Rural	6.94

Land Use Category	Land Use Designation	Residential Capacity in Possible Dwelling Units
	Eastsound Rural Residential 5P	5.69
	Eastsound Rural Residential 2P	7.79
	<b>Activity Center and LAMIRD Subtotal</b>	<b>81.63</b>
<b>Rural Subtotal, including Activity Centers and LAMIRDS</b>		<b>1,412.53</b>
<b>Eastsound UGA</b>	Eastsound Residential 1	.52
	Eastsound Residential 1P	5.69
	Eastsound Residential 2	13.03
	Eastsound Residential 2P	15.91
	Eastsound Residential 4-12	7.16
	Eastsound Residential 4P	55.45
	Eastsound Village Residential	181.69
	Service and Light Industrial	-5
	Eastsound Village Commercial Scenario A	-27
	Eastsound Village Commercial Scenario B	24.13
	Eastsound Village Commercial Scenario C	174.65
	Marina Scenario A	-2
	Marina Scenario B	1.60
	Marina Scenario C	21.58
		<b>Eastsound UGA Subtotal</b>
	<b>Scenario A</b>	<b>245</b>
	<b>Scenario B</b>	<b>300</b>
	<b>Scenario C</b>	<b>471</b>
<b>Lopez Village UGA</b>	Lopez Village Residential	121.81
	Lopez Village Commercial Scenario A	0
	Lopez Village Commercial Scenario B	577.34
	Lopez Village Commercial Scenario C	1,154.69
	<b>Lopez Village UGA Subtotal Scenario A</b>	<b>121.81</b>
	<b>Lopez Village UGA Subtotal Scenario B</b>	<b>699.15</b>
	<b>Lopez Village UGA Subtotal Scenario C</b>	<b>1,276.50</b>
<b>Countywide Total</b>	<b>Scenario A</b>	<b>2,039.09</b>
	<b>Scenario B</b>	<b>2,691.14</b>
	<b>Scenario C</b>	<b>3,392.01</b>

1 Source: Appendix 1 Population Forecast and Land Capacity Analysis.

2  
3 According to the LCA, there is sufficient employment capacity to accommodate the projected population  
4 growth. It shows that the gross commercial employment capacity projected to be available in 2036 could  
5 accommodate between 19,062 and 12,869 jobs. Countywide employment is only projected to increase  
6 by 473 new jobs, in proportion with the population. Table 3 below shows the employment capacity for  
7 each mixed-use, commercial, and industrial land use designation in the County based on current  
8 development regulations, existing development, and 2017 Official Map designations.

1 **Table 3. Employment Capacity by Mixed-use, Commercial, and Industrial Land Use Designations.**

<u>Land Use Designation</u>	<u>Developable Acres</u>	<u>Commercial Capacity in Square Feet</u>	<u>Future Employment Capacity in Jobs</u>
Rural Industrial	49.97	27,081.91	56.29
Rural General Use	1,145.86	4,123,102.45	10,326.39
Island Center	30.44	184,505.05	422.86
Deer Harbor Hamlet Commercial	2.65	19,706.41	37.11
Deer Harbor Hamlet Industrial	4.43	22,288.00	41.97
Orcas Village Commercial	7.71	34,049.90	64.13
Marine Center	17.36	46,921.96	112.99
Master Planned Resort	133.82	362,715.75	1,149.35
Country Corner Commercial	5.76	481.82	0.91
Service Park	4.97	90,368.50	170.19
<b>Non-UGA Subtotal</b>	<b>1,402.97</b>	<b>4,911,221.75</b>	<b>12,382.19</b>
<b>Eastsound UGA</b>			
Service and Light Industrial	19.98	258,911.79	487.60
Village Commercial			
Scenario A	13.18	117,073.96	220.48
Scenario B	13.18	58,308.78	109.81
Scenario C	13.18	0	0
Marina			
Scenario A	7.96	218,376.21	411.26
Scenario B	7.96	3,192.59	6.01
Scenario C	7.96	0	0
<b>Eastsound UGA Subtotal</b>			
Scenario A	41.12	594,361.96	1,119.35
Scenario B	41.12	320,413.15	603.43
Scenario C	41.12	258,911.79	487.60
<b>Lopez Village UGA</b>			
<b>Village Commercial</b>			
Scenario A	8.49	2,309,372.02	5,561.13
Scenario B	8.49	1,154,686.01	2,780.57
Scenario C	8.49	0	0
<b>Countywide Total</b>			
Scenario A	1,452.58	7,814,955.73	19,062.67
Scenario B	1,452.58	6,386,320.91	15,766.19
Scenario C	1,452.58	5,170,133.54	12,869.79

Source: Appendix 1 Population Forecast and Land Capacity Analysis.

2  
3  
4  
5  
6  
7  
8

1 **2.1.CE Population and Residential Density**

2  
3 This Element is consistent with the County’s 2036 population projections of 19,423 (Appendix 1). This  
4 includes 9,298 people on San Juan, 6,423 on Orcas, 2,936 on Lopez, 287 on Shaw and 479 on the remaining  
5 Islands.

6  
7 Residential density, the number of residential units allowed per acre, is established on the County’s  
8 Official Maps for each area of the County. The permitted density indicates the maximum number of  
9 dwelling units that may be constructed per acre of land, or conversely in rural areas, the minimum number  
10 of acres per dwelling unit. The Official mMaps of residential density do not establish a minimum parcel  
11 size, however, a New land divisions may not establish a parcel pattern which would permit development  
12 of the area at a residential density greater than that provided for in the Official Maps, or create parcels  
13 smaller than those allowed by the UDC San Juan County Code (SICC).

14  
15 The County’s patterns of development which have occurred in San Juan County have been greatly  
16 influenced by the residential densities established in the 1979 Comprehensive Plan. In many instances,  
17 the densities have been voluntarily reduced by property owners through the dedication of conservation  
18 easements with the San Juan Preservation Trust (a private, non-profit land trust) and the San Juan County  
19 Land Bank who Also, density reduction is being achieved through purchase of conservation  
20 easements and land acquisition by the San Juan County Land Bank.

21  
22 Some of the residential densities that were established in the 1979 Comprehensive Plan exceeded the  
23 density that is considered consistent with rural character by the Growth Management Hearings Boards  
24 established under Washington’s Growth Management Act. In response to an order from the Western  
25 Washington Growth Management Hearings Board, tThis Plan establishes includes rural densities that  
26 allow fewer dwelling units than permitted by the 1979 plan in a number of areas. Existing parcels which  
27 were established under the greater densities of the 1979 plan may still be developed for residential use,  
28 but any further subdivision in these areas must meet the newly established density limits. Plan policies  
29 encourage the combination of existing lots in order to reduce the number of dwelling units that may be  
30 developed in rural areas where the existing parcel pattern would permit development at a density greater  
31 than that established by this Plan and the Official Maps.

32  
33 Information on existing and future population are found in Appendix 1, Population Projections, Buildout  
34 Analysis and Land Use Inventory.

35  
36 **2.1.DE Growth Management and Resource Protection**

37  
38 To ensure that Ccritical Aareas and rural resources are protected, and that urban governmental services  
39 will not be required outside of urban growth areas and LAMIRDs, in addition to the density requirements  
40 changes there are also Comprehensive Plan policies that place address limits on capital facility  
41 development in the rural areas, and establish UDC conservation subdivision standards and other site  
42 design and performance standards.

43  
44 **2.2 GENERAL GOALS AND POLICIES OF THE LAND USE ELEMENT**

45  
46 This section of the Land Use Element establishes the General goals and polices overall goal and policies  
47 for address how the county will try to achieve the its Vision and identifies. They address a number of  
48 general goals and policies for a broad range of issues which may apply to all land classes use designations  
49 in the County.

1 **2.2.A General Goal and Policies**  
2

3 **General Goal: To provide for the orderly use of San Juan County land, shorelines and water areas and**  
4 **to respect, protect and maintain the natural beauty and land and marine resources of the islands,**  
5 **maintain the ~~present~~ rural, residential, agricultural atmosphere, ~~respect the natural environment and~~**  
6 **~~processes, recognize the marine orientation of the County,~~ and to regulate development in a manner**  
7 **which will protect ~~both~~ the rights of private landowners and the interests of the public.**  
8

9 **General Policies:**  
10

- 11 1. ~~Balance the public's interest in the management of~~ Manage community growth and its associated  
12 impacts, ~~with the protection of while protecting~~ individual property rights through adoption of a  
13 coordinated set of goals, policies and regulations to guide future development in the County.  
14
- 15 2. Recognize and support the right of property owners to maintain and replace legal, non-conforming  
16 uses and structures.  
17
- 18 3. Consider site capabilities and existing development patterns when determining the land use  
19 designation and appropriate locations and intensities of various uses of the land.  
20
- 21 4. Direct high density residential and mixed use development into urban growth areas, and ~~into~~  
22 ~~appropriate~~ Activity eCenters to prevent sprawl and relieve growth pressure in the surrounding rural  
23 areas.  
24
- 25 5. ~~Implement the goals and policies of this Plan by adopting a land use designation map and a set of~~  
26 ~~development regulations and enforcement procedures.~~  
27
- 28 6. Investigate the development of a program to allow for the transfer of residential density from Rural  
29 and Resource Lands to Activity Centers and other approved receiving areas ~~as appropriate~~ to protect  
30 rural and resource lands. Transfer of residential density within Activity Centers should also be allowed.  
31
- 32 67. Implement the Vision ~~Statement~~ goals of preserving rural character and limited natural resources by  
33 means of voluntary, incentive-based programs, and other strategies, to reduce the ~~currently allowable~~  
34 maximum number of residential structures in rural areas in a manner that is fair and equitable for ~~the~~  
35 ~~affected~~ property owners ~~including, and by establishing strategies that encourage~~ ing property owners  
36 to keep parcels whole and to preserve open space.  
37
- 38 78. Implement the maximum allowable ~~R~~residential densities specified on the Official Maps ~~indicate the~~  
39 ~~maximum allowable density for any given parcel.~~  
40
- 41 89. Recognize that the maximum allowable density applied to land by designation on the Official Maps  
42 reflects the general intent of this *Plan* for residential development and should be allowed unless ~~maximum~~  
43 ~~density~~ it would exceed site capabilities or unless it would not comply with ~~other applicable~~ County land  
44 use regulations. ~~For purposes of this Plan, s~~Site capabilities or conditions which may indicate a density  
45 lower than the specified maximum include, but are not limited to:  
46
  - 47 a. Suitability of soils to sustain individual or community sewage disposal systems.
  - 48 b. Quality and quantity of water available to serve the proposed development.
  - 49
  - 50

- 1 c. The presence ~~Geologically Hazardous Areas, Frequently Flooded Areas, Wetlands, or Fish and~~  
 2 ~~Wildlife Habitat Conservation Areas~~ of critical areas which would either be materially harmed, or  
 3 which would result in hazards to life and property as a result of development at maximum density.
- 4 ~~910.~~ Preserve rural character of rural, resource, and conservancy lands outside of UGAs by providing  
 5 for requiring conservation design in new land divisions and allowing for limited residential density  
 6 bonuses in return for additional protection of open space resources and natural resource functions.
- 7
- 8 ~~1011.~~ Manage runoff to prevent flooding and property damage, promote groundwater recharge and  
 9 protect the quality and quantity of ground and surface water in accordance with the Water Element  
 10 of this *Plan*. ~~In conformance with RCW 36.70A.070(1), a description of existing flooding, drainage, and~~  
 11 ~~water quality problems will be developed and included as an appendix to this Plan.~~
- 12
- 13 ~~1112.~~ *Vacation rental* (short-term, *i.e.*, of less than thirty days) of a principal, single-family residential  
 14 unit or an ~~ADU~~ accessory dwelling unit should be subject to standards similar to those for hospitality  
 15 commercial establishments but should be classified as a residential use for purposes of land use  
 16 regulation.
- 17
- 18 12. Placeholder for vacation rental cap policy, if adopted.
- 19
- 20 13. ~~Future r~~Review and revision of the Land Use Element, its land use designations, this *Plan* Element and  
 21 the Official Maps should be based in part on the:
- 22
- 23 a. ~~the s~~Sufficiency of capital facilities as provided in the Capital Facilities Element and six-year plan;  
 24 b. ~~r~~Review of development patterns, projected needs;  
 25 c. ~~the a~~Availability and adequacy of water resources;  
 26 d. ~~the a~~Ability to control and mitigate the impacts of development;  
 27 e. ~~the r~~Retention and protection of resource lands, special districts, critical areas, and water quality.
- 28

## 29 2.2.B Economy

30

31 **Goal:** ~~To support a broad-based, diversified, stable, year-round economy which provides a range of~~  
 32 ~~goods, services and employment opportunities serving the needs of County residents, while~~  
 33 ~~safeguarding the rural, residential, agricultural, and marine nature of the County.~~

34

### 35 Policies:

36

- 37 1. Provide a predictable development atmosphere ~~for the local economy~~ through the formulation of  
 38 clearly defined land use designations, regulations and standards.
- 39
- 40 2. Allow the establishment of *home occupations* and *cottage enterprises* with appropriate performance  
 41 standards.
- 42
- 43 3. Retain *resource-based activities* by:
- 44
- 45 a. Conserving agricultural, forest, and mineral resource lands;
- 46
- 47 b. Encouraging forest land owners to use best management practices and sustainable harvesting  
 48 techniques;
- 49
- 50 c. Allowing resource-based processing and commercial activities to locate on resource lands and in  
 51 some rural areas; and
- 52

- 1 d. Allowing the storage of personal commercial fishing vessels and related equipment incidental to  
2 a personal residential use throughout the county.  
3
- 4 4. Ensure that new commercial, industrial, and institutional uses are consistent and compatible with the  
5 islands' natural environment, community livability, and the needs of county residents by establishing  
6 performance standards, which address:  
7  
8 a. ~~compatibility with surrounding area;~~  
9 b. ~~visual impact, including signage, light and glare;~~  
10 c. ~~storm drainage control;~~  
11 d. ~~traffic access and circulation;~~  
12 e. ~~outdoor storage and location of parking and loading;~~  
13 f. ~~noise abatement;~~  
14 g. ~~water and air pollution, including hazardous wastes, odor, and noxious fumes; and~~  
15 h. ~~Critical Areas.~~  
16
- 17 5. Allow for tourism-related businesses and activities within the context of while maintaining a diverse  
18 and balanced economy while and minimizing the related negative impacts.  
19
- 20 6. Commercial and industrial uses should be located only where directly accessible from a County Road,  
21 or from a private road if traffic and maintenance impacts to the private road are minimized.  
22

### 23 2.2.C Energy 24

25 **Goal:** To conserve energy, and promote energy efficiency, and increase energy independence.

#### 26 **Policies:**

- 27 1. Promote education on site planning methods that make maximum use of energy-saving features  
28 of the natural environment.  
29
- 30 2. Provide opportunities within land use designations for the development and use of alternative energy  
31 resources which are compatible with the natural environment, including agri-solar.  
32
- 33 3. Provide clarity on land use for local renewable energy resources. The vision calls for striving for energy  
34 independence, which would require over 1,200 acres for solar and storage resources. Is energy  
35 independence in conflict with maintain rural character? If so, change the vision, if not, clarify land use.  
36 Without clarity, the grant funding and finance needed for increasing local energy resources is  
37 unattainable.  
38  
39  
40

### 41 2.2.D Essential Public Facilities 42

43 ~~Recognizing the diverse essential public facility needs of San Juan County's many islands, following are the~~  
44 ~~policies for addressing the siting and development of essential public facilities, including essential public~~  
45 ~~facilities located within the Shoreline jurisdiction.~~

46  
47 **Goal:** To ensure that the land use needs for *essential public facilities* are identified and provided for  
48 as a necessary component of a coordinated land use system.

#### 49 **Policies:**

- 50 1. ~~Identification of~~ Essential Public Facilities (EPFs) in the County.  
51  
52  
53

1 Essential Public Facilities (EPFs) are facilities that provide a necessary public service as their primary  
2 mission, and that are difficult to site. EPFs include, but are not limited to, those facilities listed in RCW  
3 36.70A.200; any facility that appears on the list maintained by the State Office of Financial  
4 Management under RCW 36.70A.200(4); secure community transition facilities as defined in RCW  
5 71.09.020; state education facilities; state or regional transportation facilities as defined in RCW  
6 47.06.140 and facilities determined to be an Essential Public Facility under SJCC 18.30.050E. Essential  
7 public capital facilities of county or state wide significance also include, but are not limited to:  
8 passenger and vehicle ferry terminals (public); public elementary and secondary schools; solid waste  
9 collection, transfer, and disposal facilities; county roads and county docks; county equipment storage  
10 and maintenance yards; county septage handling and treatment facilities; primary electrical  
11 transmission and distribution systems; fire stations and emergency service facilities; public libraries;  
12 post offices; parks; county administrative offices; and general aviation airports.  
13

14 2. Do not preclude the siting and construction of EPFs. Regulations and policies may not preclude the  
15 siting and construction of EPFs, and ~~When possible, require that~~ EPFs shall comply with existing  
16 regulations and policies. ~~When this is not possible, or when existing, non-conforming facilities need~~  
17 ~~to be expanded, special siting, design and approval procedures should be developed that:~~

18  
19 3. ~~Develop special siting, design and approval procedures for~~ When Policy 2 above this is not possible,  
20 or when existing, non-conforming facilities need to be expanded, special siting, design and approval  
21 procedures should be developed that:

- 22 a. Consider impacts on existing land uses, resource lands, open space, scenic resources, shoreline  
23 master program, Critical Areas, and the natural and rural environment;
- 24 b. Consider the quality of service provided and the economic, social and environmental costs and  
25 benefits to the public;
- 26 c. Include the public in selecting sites and developing alternatives to mitigate negative impacts;
- 27 d. Require EPFs to provide reasonable mitigation of negative impacts. An application for approval  
28 of an EPF Conditional Use Permit may ~~however,~~ not be denied because impacts are not fully  
29 mitigated; and
- 30 e. Prevent the siting of incompatible uses adjacent to general aviation airports.

31  
32  
33  
34  
35  
36 3. ~~Do not locate EPFs~~ Essential public facilities should not be located within frequently flooded or  
37 geologically hazardous areas unless no practicable alternative exists.

38  
39 4. ~~On Lopez and Orcas Islands,~~ new public schools and government administrative offices On  
40 Lopez and Orcas Islands, should be located within an Urban Growth Area (UGA), a LAMIRD, or  
41 other areas where adequate water supply and sewage disposal exist without new extensions of urban  
42 services.

43  
44 5. Do not locate ~~Other facilities should not be located~~ outside an UGA or LAMIRD unless its operation  
45 warrants a rural location.

46  
47 6. Establish shoreline environment designation, policies, boundaries, and provisions regarding the  
48 identification, siting and design of essential public facilities located in the shoreline jurisdiction in ~~the~~  
49 Shoreline Master Program Element ~~should establish shoreline environment designation, policies,~~  
50

1 boundaries, and provisions regarding the identification, siting and design of essential public facilities  
2 located in the shoreline jurisdiction.

- 3  
4 7. To help offset potential impacts from essential public facilities, dDevelop voluntary and incentive  
5 based programs to protect the overall functions and values of Ccritical Areas and to support resource  
6 land uses, particularly commercial agricultural uses Tto help offset potential impacts from essential  
7 public facilities.  
8  
9

### 10 11 2.2.E Recreation

12 **Goal: To provide for recreational opportunities to that will meet the needs and interests of County**  
13 **residents while ensuring that recreational uses are compatible with the natural limitations of specific**  
14 **sites and surrounding uses.**

#### 15 **Policies:**

- 16  
17  
18 1. Coordinate with other public and private agencies to ensure that plans and programs provided within  
19 the County accommodate the recreational needs and interests of County residents.  
20  
21 2. Allow the use of public lands consistent with the physical and cultural limitations of each specific site  
22 and the island on which it is located.  
23  
24 3. Allow commercial recreational developments, consistent with the above goal, which will serve to  
25 complement public recreational facilities.  
26  
27 4. Prohibit recreational vehicle parks and all-terrain vehicle parks tracks because these uses place  
28 excessive demands on public transportation systems.  
29  
30 5. Prohibit the development or use of land for large-scale, permanent, tourist attractions such as theme  
31 parks and casinos, as they are out of scale and character with San Juan County. Allowable tourist  
32 attractions should be limited to those that do not require significant land area, and such attractions  
33 should meet all concurrency requirements.  
34  
35 6. Establish performance standards for public and private recreational developments to minimize  
36 adverse impacts on adjacent properties and the natural environment.  
37  
38  
39

### 40 2.2.F Natural Resource Conservation

41  
42 **Goal: To preserve nonrenewable natural resources and conserve renewable natural resources for the**  
43 **benefit of existing and future generations.**

#### 44 **Policies:**

- 45  
46  
47 1. Conserve soils capable of supporting long-term agricultural production identified by the -The federal  
48 Natural Resources Conservation Service (NRCS) identified 34 soil types suitable for farming in San Juan  
49 County. These soils can be found on page 121 of the 2009 Soil Survey of San Juan County, Washington,  
50 available at: [http://soils.usda.gov/survey/online\\_surveys/washington/#san2009](http://soils.usda.gov/survey/online_surveys/washington/#san2009).  
51

2. Conserve forest lands in the Washington Department of Natural Resources' forest grades 1-5 classification (as classified by the Washington Department of Natural Resources) for long-term timber production.
3. Encourage sustainable forest management in order to conserve forest lands and promote the retention and preservation of forest stands that are particularly important to visual aesthetics, wildlife habitat, groundwater retention and/or site stability.
4. Protect and preserve, wetlands, critical marine and terrestrial wildlife habitats and wildlife corridors, including breeding grounds, resting and feeding areas for migratory birds, nursery areas and habitats of threatened, endangered and sensitive species.
5. Encourage the reclamation, rehabilitation and enhancements of: ~~(a)~~ wetlands, ~~(b)~~ marine and terrestrial wildlife habitat, and ~~(c)~~ vegetated areas necessary to maintain site stability and groundwater recharge.
6. Develop voluntary, incentive-based, protection measures for natural resources including conservation easements, transfer and purchase of development rights programs, current use taxation, and public education programs.
7. Protect the health, safety and welfare of the public by ensuring that areas susceptible to geological and hydrological hazards are not developed in a manner which would result in injury, loss of life, property damage or financial losses due to flooding, erosion, landslide, or steep slope failures.
8. Incorporate low impact development standards and guidelines (based on the ~~Technical Guidance Manual for Puget Sound, Puget Sound Action Team, 2005~~ *Western WA. Stormwater Management Manual*) into implementing regulations for critical areas, rural and resource lands, special districts, activity centers and urban growth areas.
9. Establish provisions for Conversion Option Harvest plans in coordination with the state Department of Natural Resources (DNR) to clearly delineate and coordinate the authorities and responsibilities of the DNR and the County in the processing, administration and enforcement of forest practice activities, especially as they relate to the clearing of land for non-forestry uses.
10. Encourage the creation of a county-wide carbon sequestration program.

#### 2.2.G Social Services

**Goal:** To augment County health and social service capabilities by allowing ~~provision~~ the development of affordable residential care facilities.

#### Policy:

1. Allow ~~the~~ establishment of residential care facilities ~~adult family homes for the elderly and special needs residents and home day care facilities for children~~ in all residential land use designations, ~~which allow residential uses in accordance with state and federal laws.~~
2. Allow the establishment of commercial care facilities in all land use designations within the UGA's.

#### 2.2.H Historic and Archaeological Preservation

1 **Goal: To protect, preserve, and restore significant archaeological and historical resources in the**  
2 **County and encourage these types of new development that will enhance historic community identity.**

3  
4 **Policy:**

- 5  
6 1. Protect areas of known archaeologic and historic value from incompatible development and ensure  
7 that newly discovered areas uncovered during excavation are examined by the appropriate  
8 authorities.  
9  
10 2. Protect through voluntary measures the significant historic resources identified in an inventory, using  
11 a variety of preservation techniques including acquisition, incentives, conservation easements,  
12 transfer of development rights, overlay districts, and alternative re-use of structures.  
13  
14 3. Incorporate the preservation of sites and structures of historic and archaeological significance as a  
15 part of the environmental consideration in development permit and land division reviews.  
16  
17

18 **2.2.I Open Space and Scenic Resources**

19  
20 **Goal: To protect and conserve open space and scenic resources.**

21  
22 **Policy:**

- 23  
24 1. Protect open space and scenic resources identified in the County's *Open Space and Conservation Plan*  
25 through implementation of a variety of conservation techniques including fee acquisition,  
26 conservation easements, incentives, overlay districts, purchase, retirement, or transfer of  
27 development rights, and educational programs.  
28

29 **2.2.J Access to Public Lands and Facilities**

30  
31 **Goal: To provide safe and convenient access to public lands and facilities without causing significant**  
32 **negative impacts on the quality of life or property of island residents, or adversely affecting fragile**  
33 **natural features.**

34  
35 **Policies:**

- 36  
37 1. ~~Public agencies should acquire or otherwise assure access to publicly owned lands and facilities. Such~~  
38 ~~access that~~ should not adversely affect the public resource or adjacent properties.  
39  
40 2. ~~Mark~~ Public access areas should be clearly and appropriately marked.  
41  
42 3. ~~Provide~~ Greenways or buffer zones should be provided within public access areas to protect  
43 adjacent private property when possible.  
44

45 **2.2.K Sewage Disposal**

46  
47 **Goal: To protect water quality and the public health, safety, and welfare by ensuring that growth and**  
48 **development is supported by site conditions suitable for sewage disposal systems, or by sewage**  
49 **treatment facilities in urban growth areas, and certain activity centers and residential activity centers,**  
50 **in order to protect water quality and the public health, safety, and welfare.**  
51

1 **Policies:**

- 2
- 3 1. Allow development only upon County approval of sewage disposal systems or upon connection to an
  - 4 approved community sewage treatment facility.
  - 5
  - 6 2. Allow innovative, functional technologies for the efficient processing of sewage. ~~These alternative~~
  - 7 ~~methods of sewage disposal may be allowed~~ with approval from the County's Public Health Officer.
  - 8
  - 9 3. Locate sewage disposal facilities to prevent contamination of surface and ground water resources.
  - 10
  - 11 4. Coordinate with the Town of Friday Harbor in the development of programs for local sewage sludge
  - 12 disposal which will have minimal negative impact on the public.
  - 13
  - 14 5. Prohibit the importation and disposal of sewage sludge to the islands from outside of the County.
  - 15
  - 16 6. Allow the extension of community sewage treatment facilities into rural areas only to remedy existing
  - 17 or potential groundwater contamination problems, or to correct existing or impending health hazards,
  - 18 or to provide service to public schools, and only when it meets the ~~other~~ criteria ~~provided in this Plan,~~
  - 19 Sections B.7.1.C and B.7.2.A.
  - 20

21 **7. Develop policies related to the establishment of LOSS (Large Onsite Sewer System) systems where**

22 **appropriate.**

23

24 **2.2.L Telecommunications**

25

26 **Goal: To allow for the development of effective telecommunications systems in a manner consistent**

27 **with the character of island neighborhoods and the rural and scenic qualities of the islands.**

28

29 **Policy:**

30

- 31 1. Allow ~~for~~ telecommunications towers and antennae subject to location, siting, appearance, and
- 32 performance standards.
- 33
- 34 2. Use to the maximum extent possible ~~E~~existing commercial telecommunications antennae and towers
- 35 ~~should be used to the maximum extent possible~~ to accommodate future telecommunications needs
- 36 before new facilities are approved.
- 37

38 **2.2.M Physical Activity**

39

40 **Goal: To implement community planning and design approaches that promote walking, bicycling and**

41 **other physical activity.**

42

43 ~~Detailed p~~Policies supporting physical activity are found in Appendix 11, Parks, Trails and Natural Areas

44 Plan and Nonmotorized Plan, and the Transportation Element of this ~~p~~Plan ~~(which includes a Non-~~

45 ~~motorized Transportation Plan)~~ and the goals and policies of adopted subarea and activity center plans.

46

47 **2.2.N Agriculture**

48

49 **Goal: Protect agricultural land and promote diverse agricultural activities that enhance stewardship**

50 **and economic viability, and maintain the rural character of San Juan County.**

51

52 **Policies:**

- 1
- 2 1. Encourage agricultural best management practices that conserve and regenerate soils; sequester
- 3 carbon; build climate resilience; and protect water quality, protect wetland functions, fisheries, and
- 4 wildlife through incentives, education and promotion of programs such as the Voluntary Stewardship
- 5 Program.
- 6
- 7 2. Protect farmland and encourage productivity by designation and zoning, including innovative zoning
- 8 techniques and accessory uses listed in RCW 36.70A.177.
- 9
- 10 ~~3. No net loss of Agricultural Resource Land (ARL).~~
- 11
- 12 4. Encourage agricultural activities, ag-related facilities and infrastructure on prime farmland provided
- 13 these facilities are located in such a way as to minimize their impact on prime agricultural lands.
- 14 Develop incentives for agricultural activities that could include tax credits, expedited permit review,
- 15 reduced permit fees, permit exemptions for activities complying with best management practices,
- 16 Voluntary Stewardship Program or similar programs.
- 17
- 18 5. Prioritize agricultural production and working farms on publicly held agricultural lands.
- 19
- 20 6. Encourage the leasing of lands held in public trust for agricultural use.
- 21
- 22 7. Support agricultural viability by encouraging investment in infrastructure on agricultural lands held in
- 23 public trust.
- 24
- 25 8. Encourage public agencies to develop conservation easements that support long term agricultural
- 26 viability.
- 27
- 28 9. Allow necessary infrastructure and services (which support agriculture and contribute to growing,
- 29 storing, processing, and distributing a local food supply.
- 30
- 31 10. Avoid duplication of federal and state regulations that apply to agriculture, resource-based industries
- 32 and value-added production while reserving the authority to address issues of local concern with
- 33 regard to resource-based activities and operations.
- 34
- 35 11. Allow year round and seasonal housing limited to agricultural workers, including tiny homes,
- 36 bunkhouses and other low cost and low impact solutions for working farms.
- 37
- 38 12. Encourage the recycling and beneficial use of island biomass and retention of nutrients through
- 39 innovative zoning that allows composting and biochar production.
- 40
- 41 13. Allow agricultural accessory uses, such as farm stands, direct sales of agricultural products,
- 42 agritourism and farm-based businesses where agriculture is allowed. Establish comprehensive
- 43 definitions for agricultural accessory uses.
- 44
- 45 14. Implements right-to-farm provisions that assure agricultural uses are not considered a nuisance in San
- 46 Juan County.
- 47
- 48 15. Support agricultural marketing, branding, and educational programs, agricultural policy advisory
- 49 committees, and local agricultural grants.
- 50

1 **2.2.O Climate Change**

2  
3 **Goal 1: Understand climate change impacts and ensure that the *Plan* and development regulations are**  
4 **responsive to new conditions and improved approaches to climate mitigation and resilience.**

5  
6 **Policies:**

- 7  
8 1. Commit resources for a climate change impact study **relying both on existing resources and reports**  
9 **and on new research** that assesses lands **and land dependent industries that** are susceptible to climate  
10 impacts and identifies hazard areas and regulatory changes to:  
11  
12 a. Make **existing and future** development in these areas more resilient;  
13  
14 b. Inventory greenhouse gases from development;  
15  
16 c. Address intersections of climate impacts and social equity; and  
17  
18 d. Develop a climate **adaptation and** mitigation action plan.  
19  
20 e. **Develop a climate balance sheet accounting for primary factors related climate change.**  
21  
22 2. Periodically review and if necessary, update the San Juan County Comprehensive Plan and  
23 development regulations to ensure that:  
24  
25 a. *Plan* goals and policies establish clear objectives and actions to increase climate **adaptation**  
26 **and mitigation** and cultivate community resilience;  
27  
28 b. Policies and regulations are responsive when new technologies are available to account for a  
29 changing climate; and  
30  
31 c. The effects of climate change are addressed. These include:  
32  
33 i. Sea level rise;  
34 ii. Increased risk of drought and fire;  
35  
36 iii. More frequent ~~severe~~ extreme weather events and natural disasters; and  
37  
38 iv. Constraints to potable water supply.  
39  
40 v. **Average temperatures that change over time.**  
41  
42 3. Collaborate with local nonprofits, utilities, agencies, and special taxing districts when drafting land  
43 use regulations for responding to new technologies or strategies for mitigating the effects of climate  
44 change.  
45  
46 4. Engage the community when adopting changes to goals, policies and regulations to adapt to climate  
47 change. Public input improves amendments and strengthens community buy-in.  
48  
49 5. Allow uses that support natural resource industries as they adapt to the effects of climate change.  
50

- 1 6. Establish land use patterns that:
- 2
- 3 a. Reduce demand for transportation and infrastructure;
- 4
- 5 b. Focus new development in areas less prone to climate impacts; and
- 6
- 7 c. Limit human impacts on ecosystems and habitats; and
- 8
- 9 e-d. Reduce our dependance on the mainland for energy by accommodating local renewable
- 10 energy, such as agri-solar on suitable rural, farm and forest land.
- 11

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12 **Goal 2: The carbon footprint of new development is reduced through innovative development**

13 **regulations and programs.**

14

- 15 7. Incentivize green building rating system certifications (such as LEED) for development to reduce
- 16 greenhouse gas emissions and increase climate resilience.
- 17
- 18 8. Establish development standards and incentives to support resource efficient design and
- 19 construction.
- 20
- 21 9. Provide green building informational materials, checklists and other resources to property owners
- 22 and developers.
- 23
- 24 10. Incorporate energy efficiency principles into publicly funded developments.
- 25
- 26 11. Reduce waste of natural resources and decrease greenhouse gas emissions generated by the
- 27 transport of building materials by promoting the design of developments and infrastructure for
- 28 disassembly and reuse or recycling.
- 29
- 30

31 **Goal 3: Maintain and enhance both natural systems and nature-based systems in the built environment**

32 **provide valuable services that support climate adaptation and mitigation and resilience.**

33

- 34 12. Increase resilience to climate impacts with nature-based solutions such as green infrastructure.
- 35
- 36 13. Support training for County staff on the development, incorporation, and preservation of green
- 37 infrastructure.
- 38
- 39 14. Establish landscaping standards that provide functional environmental benefits such as improved
- 40 air quality, carbon sequestration, temperature regulation, and stormwater management.
- 41
- 42 15. Promote forest stewardship activities that result in carbon sequestration, reduce wildfire risks, or
- 43 a combination of both; Promote and offer strong incentives for stewardship activities on forested
- 44 lands, shorelines, wetlands, and agricultural lands that result in increased carbon sequestration,
- 45 increased aquifer recharge, reduced wildfire risks, and reduced erosion, and accommodate local
- 46 renewable energy such as agri-solar.
- 47
- 48 16. Value Maintain and enhance ecosystem services that mitigate the effects of climate change
- 49 particularly on natural landscapes and designated Agricultural and Forest Resource lands. Ecosystem

1 services are features of natural areas that provide services instead of built infrastructure. Ecosystem  
2 services include:

- 3
- 4 a. Carbon sequestration;
- 5
- 6 b. Stormwater management;
- 7
- 8 c. Aquifer recharge; and
- 9
- 10 d. Erosion control.

## 11 **2.3 — LAND USE DESIGNATIONS**

12 This section of the Land Use Element establishes San Juan County has established four principal land use  
13 classes: Urban Growth Areas, Activity Centers (including LAMIRDS), Rural Lands, and Resource Lands. Each  
14 Class has sspecific goals and policies that for each class specify the criteria used to qualify lands for each  
15 land use designation, and They also provide guidance for guide the development of regulations by  
16 identifying uses and activities which may be established in them these areas.

17 Generally, the factors for assigning land use designations in this *Plan* include the following: physical site  
18 conditions such as soils, slope, groundwater recharge and drainage, present and projected needs of the  
19 population; the character of existing development and parcel size; financial impacts on the County and its  
20 residents; community livability; capacities of roads, sewers, water systems, and other facilities; proximity  
21 to shopping, business and community activities; and providing a balance between various land uses.

### 22 **2.3.A URBAN GROWTH AREAS**

23 **Goal 1: To recognize and provide for areas of compact urban development that includes urban-levels**  
24 **of uses and intensities which offer diverse employment opportunities, a variety of residential densities**  
25 **and housing types which will eventually achieve urban level densities in most locations, general**  
26 **commercial, general industrial, institutional, recreational, and community uses in a concentrated,**  
27 **development pattern that includes urban level and uses and intensities of use.**

#### 28 **Policy:**

- 29 1. Establish different urban growth areas, each of which has a mix of land uses with housing, businesses,  
30 and services appropriate to its character, size, and location, as described ~~in a and b,~~ *below*.

#### 31 Types of Urban Growth Areas

- 32 a. **Towns** are incorporated ~~Urban Growth Areas~~ with a full range of urban facilities and services,  
33 including high-density residential, ~~general~~ commercial, and ~~general~~ industrial uses, schools, and  
34 neighborhood and community parks. Towns offer a variety of housing types and are pedestrian-  
35 oriented with compact development patterns. They have municipal sewage treatment facilities,  
36 municipal water systems and provide other urban governmental services. ~~Towns are~~  
37 ~~incorporated.~~

- 38 b. **Unincorporated Urban Growth Areas (UGAs)** are: ~~1)~~

39 i. adjacent to incorporated towns, are or can be served by municipal water systems and municipal  
40 sewage treatment facilities, and contain or are appropriate for a mixture of uses including general  
41

1 commercial and general industrial and high density residential. All or a portion of these areas may  
2 be annexed into a town within the twenty year planning time frame; or

3  
4 2) ii. are non-municipal urban growth areas i.e, they provide community sewage treatment facilities  
5 and community water systems services at non-rural or urban levels of service, and provide some  
6 other services similar to towns but have no incorporated core. The UGAs provide a variety of  
7 housing types and residential densities, some of which are at urban-level densities, with the  
8 remainder conditioned during land division to not preclude future upzoning. The UGAs are  
9 pedestrian-oriented with a compact village core.

10  
11 2. Urban gGrowth Aareas should be designated on the Comprehensive Plan Official Maps where existing  
12 or proposed uses and services will meet the above definitions. Urban Ggrowth Aareas designated on  
13 the Comprehensive-Plan Official Maps are identified in Table 14, below.

14  
15 **Table 14. Summary of Urban Growth Areas.**

Location	Designation
Friday Harbor	Town
Friday Harbor Urban Growth Area	Urban Growth Area
Eastsound	Urban Growth Area
Lopez Village	Urban Growth Area

16  
17 3. Designate new lands as unincorporated urban growth areas only if they meet the following  
18 criteria:

19  
20 a. The land is developed with or characterized by urban growth.

21  
22 i. Urban growth refers to growth that makes intensive use of land for the location of  
23 buildings, structures, and impermeable surfaces to such a degree as to be incompatible  
24 with the primary use of land for the production of food, other agricultural products, or  
25 fiber, or the extraction of mineral resources, rural uses, rural development, and natural  
26 resource lands.

27  
28 ii. Characterized by urban growth refers to land having urban growth located on it, or to  
29 land located in relationship to an area with urban growth on it as to be appropriate for  
30 urban growth.

31  
32 b. A range of governmental facilities and services presently exists or can be economically and  
33 efficiently provided at urban levels of service in a timely manner. These services include  
34 sewer, water, storm drainage, transportation improvements, fire and law enforcement  
35 protection, and parks and recreation.

36  
37 c. The area has a physical connection to an existing UGA.

38  
39 d. Additional urban growth area is needed to accommodate forecasted urban growth based on  
40 a land capacity analysis and population forecast.

41  
42 f. The area does not have long-term commercial significance for agricultural, mineral, or forest  
43 products.

1  
2 g. Establishing new urban development in the area will not conflict with activities on nearby  
3 designated natural resource lands.

4  
5 h. Parcels that may not meet any of the criteria described in (a) through (g) above can be  
6 included to provide logical boundaries to the urban growth area and to avoid small areas of  
7 conflicting land uses amid urban lands. Similarly, parcels that meet some or all the criteria  
8 described in (a) through (g) above may be excluded to provide logical boundaries to the urban  
9 growth area and to avoid conflict with existing land uses.

10  
11 ~~34. Locate N~~ew urban-level residential, general-commercial and general-industrial uses, and urban-level  
12 facilities and services ~~should be located~~ only in urban growth areas, except as explicitly provided by  
13 this *Plan* and in compliance with the GMA, ~~in order~~ to avoid incompatible land uses and protect the  
14 character and values of the rural areas. ~~Rural industries and heavy industrial types of activities will~~  
15 ~~generally be located in Island Center activity centers and the Rural Industrial areas (see Rural areas,~~  
16 ~~below).~~

17  
18 45. Consider the local knowledge, experience, and preferences of community residents, in addition to the  
19 directives of the GMA and this *Plan*, when establishing the type, size, character, and boundaries of an  
20 urban growth area, deciding appropriate uses and their location, determining community  
21 infrastructure requirements, and establishing standards and design guidelines to protect and retain  
22 important features which the community values.

23  
24 ~~56. Adopt S~~ubarea plans or location-specific designations and standards for urban growth areas ~~should~~  
25 ~~be adopted~~ to guide land use and development in these areas. ~~including identification of R~~esidential,  
26 commercial, industrial, and open space and park areas ~~should be identified in each growth area.~~ Land  
27 use districts and development standards for subareas should be consistent with GMA direction to  
28 develop compact urban areas and to retain and enhance community character and values. ~~Critical~~  
29 ~~Areas within growth areas should be preserved and enhanced.~~

30  
31 ~~67. Ensure that L~~and use districts, densities and standards for urban growth areas ~~should be~~ are  
32 consistent with GMA direction to develop compact urban areas and for most areas to ultimately  
33 achieve urban-level densities. Densities and development should be phased so as to be compatible in  
34 the near term with existing development patterns. Standards ~~should also be developed to~~ prohibit  
35 new development during the phasing period that would physically preclude eventual higher densities.

36  
37 ~~78. Require that A~~ll new development in urban growth areas ~~should be connected to and served by~~  
38 urban services public or private community water and sewage treatment systems. Long-range sewer  
39 and water system plans should be developed or updated by the utility providers in cooperation with  
40 the County so that the plans are consistent with the growth projections, land use regulations, and  
41 subdivision patterns in each area.

42  
43 ~~89. Encourage N~~ew residential development in urban growth areas ~~should to~~ include a full range of  
44 single- and multi-family housing types. New areas added to an urban growth area should permit  
45 minimum densities of 4 units per acre ~~in order~~ to support efficient public services and provide a full  
46 range of affordable housing opportunities in the future.

47  
48 ~~910. Establish O~~pen space design standards ~~should be established~~ to maintain the rural character at the  
49 borders of urban growth areas. Open space areas, in the form of squares, green spaces, and parks  
50 within growth areas UGAs, should be an integral part of these areas to provide settings for recreation  
51 and public gatherings, and to protect Critical Areas, scenic qualities, and historic features.

1  
2 ~~101. The County should investigate~~ Evaluate the storm drainage impacts of current and future  
3 development for each urban growth area, and develop additional design and building standards for  
4 land development projects, and capital projects, and establishment of a utility if appropriate, needed  
5 to control storm water runoff and associated impacts.  
6

7 ~~121. The Town of Friday Harbor and the County should p~~Prepare and maintain an Urban Growth  
8 Area Management Agreement in accordance with the San Juan County and Town of Friday Harbor  
9 Joint Planning Policies adopted in 1992, as amended in Appendix 3 of this *Plan*.  
10

11 ~~132. Design Urban Growth Areas (UGAs) should be designed to accommodate fifty percent (50%) of~~  
12 ~~the twenty-year population growth projected for the island where the UGA is located during the~~  
13 ~~twenty-year planning period.~~ Development of urban areas should be encouraged consistent with  
14 smart growth principles. The Town, County, and utility providers should jointly explore infrastructure  
15 planning, construction and financing options for necessary capital improvements. Potential financing  
16 options include developer agreements, utility local improvement districts, grants, service area  
17 agreements, and impact fees.  
18

19 ~~143. Establish development standards for planned unit developments (PUD) in urban growth areas to~~  
20 ~~more effectively accomplish the goals and policies of this *Plan* and allow flexibility in site planning for~~  
21 ~~sites characterized by special features of geography, topography, size and shape. PUD standards~~  
22 ~~should include provisions for a mixture of housing types and residential densities, and preservation of~~  
23 ~~open space and natural features, as well as concurrency requirements to address impacts on~~  
24 ~~transportation and other capital facilities and services.~~  
25

26 **Note: Policy 14 is addressed in the Lopez Village Subarea Plan**

27 ~~14. An adaptive management program regarding seawater intrusion into the Lopez Village UGA water~~  
28 ~~supply is hereby established to evaluate whether existing regulatory and non-regulatory actions with~~  
29 ~~regard to seawater intrusion are protecting the quality and quantity of groundwater used for public~~  
30 ~~water supplies in the Lopez Village UGA. This program is intended to supplement the County's existing~~  
31 ~~water quality protections in San Juan County Code Chapter 8.06.~~  
32

33 ~~a. Benchmarks. The program uses June 2002 well data and the groundwater model described~~  
34 ~~in the June 2003 Lopez Village Groundwater Model Report ("2003 Report") prepared by~~  
35 ~~Pacific Groundwater Group as a benchmark. The 2003 Report is hereby incorporated into the~~  
36 ~~Comprehensive Plan by reference.~~

37 ~~b. Monitoring network. A well monitoring network of eleven wells has been established in and~~  
38 ~~around Lopez Village in partnership with the Washington State Department of Ecology. Data~~  
39 ~~loggers have been installed on these wells and will measure elevation and static level at least~~  
40 ~~hourly. Additionally, manual samples will be taken at least twice a year from the wells for~~  
41 ~~chemical analysis. The analysis will test for alkalinity, calcium, chloride, conductivity, fluoride,~~  
42 ~~magnesium, nitrate, potassium, sodium, and sulfate.~~

43 ~~c. Review by County Hydrogeologist. A County Hydrogeologist will review and analyze data~~  
44 ~~collected by the monitoring network by December 31, 2008, and annually thereafter. The~~  
45 ~~review will include:~~

46  
47 ~~i. Analysis of the collected data and comparison to the projections regarding pumpage and~~  
48 ~~water levels in the model developed in the 2003 Report.~~

- 1           ii. ~~Modification to the model in the 2003 Report if it is not simulating aquifer conditions~~  
2           ~~correctly or if more accurate indicators of seawater intrusion are developed and can feasibly~~  
3           ~~be integrated into the model.~~  
4           iii. ~~Analysis of the aquifer capacity compared to growth projections.~~  
5           d. ~~Thresholds. Degradation of the aquifer will be considered to occur if the County~~  
6           ~~Hydrogeologist determines that there is a greater impact on seawater intrusion than~~  
7           ~~predicted in the groundwater model. If more accurate indicators of seawater intrusion or~~  
8           ~~other degradation are developed and integrated into the model, such indicators will be used~~  
9           ~~to measure degradation in future analyses.~~  
10          e. ~~Response to degradation of water quality. If degradation occurs, the County will immediately~~  
11          ~~take appropriate action to cease the issuance of building permits in the Lopez Village UGA.~~  
12          ~~The County will not resume issuing building permits in the Lopez Village UGA until such time~~  
13          ~~as action which will prevent further seawater intrusion has been identified and implemented.~~  
14          ~~(Ord. 40-2008)~~

16 **Goal 2: Preserve community character in unincorporated urban growth areas.**

17 **Policies**

- 18  
19  
20 1. Development within urban growth areas should be of a scale and intensity appropriate to the rural  
21 character of the islands, including but not limited to:  
22  
23       a. New buildings should be consistent with the size and height of existing buildings;  
24  
25       b. Large buildings, long blank walls and large expanses of concrete should be avoided;  
26  
27       c. Design of buildings and site layout should incorporate open spaces and scenic views;  
28  
29       d. The night sky should remain dark and free of light-pollution; and  
30  
31       e. Development should be designed to minimize air pollution and untreated stormwater runoff  
32 to maintain excellent air and water quality;  
33  
34       f. Industrial, commercial, and other allowed nonresidential uses should be regulated to  
35 minimize their impact on neighboring residential uses and the natural environment both  
36 within the UGA and in the surrounding rural and natural resource lands; and  
37  
38       g. Urban growth areas are centered on walkable, commercial cores.  
39  
40 2. Establish street design standards for unincorporated UGAs to ensure improvements to the  
41 streetscape are consistent with community character.  
42  
43 3. Establish lighting standards for unincorporated UGAs that preserve the dark night sky.  
44  
45 4. Establish dimensional standards for new urban development that are consistent with the existing  
46 scale of development inside unincorporated UGAs.  
47  
48 5. Encourage infrastructure to support walking and bicycling within the unincorporated UGA commercial  
49 cores.  
50

- 1 6. Establish standards that minimize air and water pollution by controlling stormwater runoff and  
2 emissions of air pollution.
- 3
- 4 7. Establish development standards for industrial, commercial, and nonresidential uses that minimize  
5 impacts to other surrounding land uses and the natural environment.
- 6

7 **2.3.B Activity Centers (including Limited Areas of More Intensive Rural Development)-Note: moved**  
8 **To Rural Element**

9

10 ~~Goal: To recognize existing centers of activity areas of more intense rural development, which offer~~  
11 ~~diverse employment opportunities, a variety of residential densities and housing types, general~~  
12 ~~commercial, general industrial, institutional, recreational, and community uses in a concentrated,~~  
13 ~~development pattern.~~

14

15 **Policy:**

- 16
- 17 1. ~~Establish different types of activity centers, each of which has a mix of land uses with housing,~~  
18 ~~businesses, and services appropriate to its character, size, and location, as described in a. d., below.~~
- 19

20 ~~Identify and delineate activity centers that are limited areas of more intensive rural~~  
21 ~~development (LAMIRDs) according to the criteria in RCW 36.70A.070(5)(d). LAMIRDs consist of~~  
22 ~~existing (as of 1990, commercial, industrial, or residential areas in which the kinds, intensities, or~~  
23 ~~densities of use, or the capital facilities and services that exceed the levels normally associated with~~  
24 ~~rural development. Such areas allow for the continuance of the existing areas and uses, and for infill~~  
25 ~~in the areas to the level of existing patterns; however, the areas must be minimized and contained,~~  
26 ~~with logical outer boundaries defined predominantly by the built environment, and may not extend~~  
27 ~~beyond the existing area or use.~~

28

29 ~~Also establish Master Planned Resort Activity Centers, according to the criteria in RCW 36.70A.360~~  
30 ~~and 362.~~

31

32 **Types of Activity Centers**

- 33
- 34 a. ~~Village Activity Centers have only rural governmental services and are not incorporated. They~~  
35 ~~provide a limited variety of residential densities, and are pedestrian oriented with a compact~~  
36 ~~village core. They provide some intensive uses and services (including community sewage~~  
37 ~~treatment facilities and community water systems), but are not considered capable of or~~  
38 ~~appropriate for urban level development or expansion at this time, only for infill.~~
- 39
- 40 b. ~~Hamlet Activity Centers are residential areas that have some non-rural densities, and have small~~  
41 ~~commercial centers which provide goods and services to surrounding rural and resource land~~  
42 ~~uses. Hamlets are served by community water systems and may have community sewage~~  
43 ~~treatment facilities, but have only rural governmental services.~~
- 44
- 45 c. ~~Island Centers are generally characterized by existing general commercial and general industrial~~  
46 ~~uses and may also include some rural commercial and rural industrial uses. These centers may be~~  
47 ~~served by community water systems, but have only rural governmental services. Island Centers~~  
48 ~~differ from other Activity Centers in that they generally do not have a high density residential~~  
49 ~~component included within the center boundaries, and new residential development (except~~  
50 ~~where accessory to commercial or industrial use) should be prohibited. The commercial and~~  
51 ~~industrial uses located in these centers provide goods and services island-wide.~~

- 1  
2 ~~d. Residential Activity Centers are residential areas that have existing development patterns more~~  
3 ~~dense than one unit per five acres, some portion of which is served by non-rural levels of capital~~  
4 ~~facilities or services.~~
- 5  
6 ~~e. Master Planned Resorts are self-contained and fully integrated planned unit developments, in a~~  
7 ~~setting of significant natural amenities, with a primary focus on destination resort facilities~~  
8 ~~consisting of short-term visitor accommodations associated with a range of developed on-site~~  
9 ~~indoor or outdoor recreational facilities. They may contain other residential uses and commercial~~  
10 ~~activities within their boundaries, but only if these uses are integrated into and support the on-~~  
11 ~~site recreation nature of the resort. Master Planned Resorts may be within other activity centers.~~
- 12  
13 2. ~~Designate Activity cCenters should be designated on the Comprehensive Plan Official Maps where~~  
14 ~~existing or proposed uses and services meet the above definitions. Designated Activity cCenters~~  
15 ~~designated on the Comprehensive Plan Official Maps are identified in Table 2, below.~~

16 **Table 2. Summary of Activity Centers.**

Location	Designation	Existing Site-Specific Plans & Standards
Orcas Village	Village Activity Center	Yes
Olga	Hamlet Activity Center	Yes
Deer Harbor	Hamlet Activity Center	Yes
Doe Bay	Hamlet Activity Center	No (subject to Rural Residential general, interim activity center standards)
Westsound	Hamlet Activity Center	No (subject to Rural Residential general, interim activity center standards)
W. Beach Rd./Crow Valley Rd. — Orcas	Island Center	No
Center Rd./School Road. — Lopez	Island Center	No
Country Corner Orcas	Island Center	Yes
North Roche Harbor Area	Residential Activity Center	No
North Rosario Area	Residential Activity Center	No
Roche Harbor	Master Planned Resort	Yes (resort master plan)
Rosario Resort	Master Planned Resort	Yes (resort master plan)
West Beach Resort	Master Planned Resort	No

18 ~~Source: Plan Official Maps~~

- 19  
20 3. ~~Locate Nnew general commercial, general industrial, and institutional uses should be located in~~  
21 ~~activity centers, as appropriate with the established patterns of development and use, to avoid~~  
22 ~~incompatible land uses and the proliferation of these uses in rural areas.~~
- 23  
24 4. ~~Use the Roche Harbor Master Planned Resort (RHMPR) Activity Center Plan dated June 1994, and~~  
25 ~~modified in April 1996, as a guide for the planned unit development of the RHMPR. The following~~  
26 ~~policies are established to manage development in the RHMPR:~~
- 27  
28 a. ~~The RHMPR Plan is based on a 200-unit reduction in density from that potentially allowed under~~  
29 ~~the 1979 established densities on property under Roche Harbor ownership.~~
- 30

- 1 ~~b. A phased planned unit development (PUD), subject to the County's PUD process, should be~~  
2 ~~submitted for approval of any new development in the RHMPR planning area in any one year~~  
3 ~~period, when such development exceeds 4,000 square feet of gross floor area, or for any~~  
4 ~~recreational facility development.~~  
5
- 6 ~~c. Each phase of the PUD should be accompanied by an environmental assessment prepared in~~  
7 ~~accordance with the requirements of the State Environmental Policy Act (SEPA).~~  
8
- 9 ~~d. Each phase of the PUD should include a detailed plan identifying the number of dwelling units,~~  
10 ~~allowable uses, average density, percentage of open space, road access and circulation, and~~  
11 ~~provisions for water, sewage, and stormwater management. The specific area descriptions~~  
12 ~~identified in the Addendum to the modified RHMPR Activity Center Plan should be used to guide~~  
13 ~~phases of the PUD. A master plan for all sanitary sewer and stormwater disposal systems should~~  
14 ~~be provided by the developer for all areas included in the RHMPR and in the Westcott Bay~~  
15 ~~drainage basin, exclusive of those areas in the Rural Farm Forest designation, prior to~~  
16 ~~implementation of any phase of development.~~  
17
- 18 ~~e. At least one public meeting should be held in the Roche Harbor area prior to approval of PUD~~  
19 ~~phases. Such meetings should provide opportunity for public review and comment on proposed~~  
20 ~~phase plans.~~  
21
- 22 ~~5. In addition to the directives of the GMA and this Plan, cConsider the local knowledge, experience, and~~  
23 ~~preferences of community residents when establishing the type, size, character, and boundaries of an~~  
24 ~~LAMIRD/activity center, deciding appropriate uses and their location, determining community~~  
25 ~~infrastructure requirements, and establishing standards and design guidelines to protect and retain~~  
26 ~~important features which the community values.~~  
27
- 28 ~~6. Adopt Ssubarea plans or location specific designations and standards for village, hamlet and island~~  
29 ~~center activity centers may be adopted as needed to guide land use and development in these areas.~~  
30 ~~Land use districts and development standards for activity centers should be compatible with existing~~  
31 ~~development patterns and community character, including rural aspects. Critical Aareas within~~  
32 ~~activity centers should be preserved and enhanced. Residential, commercial and industrial areas~~  
33 ~~should be identified in each activity center, if appropriate, and specific development standards~~  
34 ~~adopted for these areas.~~  
35
- 36 ~~7. Require Nnew development in activity centers to be served by public or private community water and~~  
37 ~~sewage treatment systems should be connected to such systems where available and appropriate.~~  
38 ~~System operators should be responsible for maintaining an up to date understanding of the status of~~  
39 ~~their systems (including capacity and numbers of existing connections and commitments to service).~~  
40 ~~For sewage treatment systems and Group A water systems in Village, Hamlet, and Residential activity~~  
41 ~~centers long range sewer and water system plans should be developed or updated by the utility~~  
42 ~~providers in cooperation with the cCounty so that the plans are consistent with the growth~~  
43 ~~projections, land use regulations, and subdivision patterns in each area. Service by such facilities in~~  
44 ~~residential activity centers may be conditioned specifically for the individual area or portions thereof.~~  
45
- 46 ~~8. Locate Mmixed uses, high density residential uses, commercial, industrial, and public uses, should be~~  
47 ~~located within activity centers where adequate facilities, services, utilities and improvements exist or~~  
48 ~~are planned to support the level and type of development identified, as appropriate to the existing~~  
49 ~~levels and patterns of development, and the established range of uses.~~  
50

- 1 ~~9. Allow a full range of single and multi-family housing types and density bonuses. Residential~~  
2 ~~development in activity centers, except Island Centers and Master Planned Resort activity centers,~~  
3 ~~should allow a full range of single and multi-family housing types. Density bonuses are allowable, as~~  
4 ~~appropriate to established development patterns, to achieve affordable housing goals. New~~  
5 ~~residential development should be prohibited in Island Centers except as an accessory to commercial~~  
6 ~~or industrial use. New residential development may take place in mMaster Planned Resort activity~~  
7 ~~centers, but only if it is integrated into and supports the on-site recreational nature of the resort, as~~  
8 ~~determined at the time of Master Plan approval.~~  
9
- 10 ~~10. Establish Open space design standards should be established to maintain the rural character at in~~  
11 ~~and around the borders of activity centers.~~  
12
- 13 ~~11. Require that Open space areas, in the form of squares, green spaces, and parks within activity~~  
14 ~~centers, should be an integral part of these activity centers to and provide settings for recreation and~~  
15 ~~public gatherings, and to protect Critical Areas, scenic qualities, and historic features.~~  
16
- 17 ~~12. Require In all activity centers storm drainage considerations should be addressed in the design of land~~  
18 ~~development projects to control storm water runoff and erosion.~~  
19
- 20 ~~13. Establish development standards for Master Planned Resort activity centers to ensure that~~  
21 ~~development is compatible with surrounding land uses and that adequate facilities and services are~~  
22 ~~available for the planned level of development planned. Development standards should address, at~~  
23 ~~a minimum, the following:~~  
24
  - 25 ~~a. Aesthetic, visual and environmental considerations in order to provide appropriate siting of~~  
26 ~~buildings and amenities to incorporate and retain, as much as feasible, significant on-site natural,~~  
27 ~~historic, and other important features;~~
  - 28 ~~b. Location and design of improvements and activities in such a manner to avoid or minimize adverse~~  
29 ~~effects of the resort on surrounding lands;~~
  - 30 ~~c. Water quantity and quality, including stormwater management;~~
  - 31 ~~d. Location specific standards to retain and enhance resort character;~~
  - 32 ~~e. Protection of Ccritical Areas; and~~
  - 33 ~~f. Concurrency requirements for impacts on transportation facilities and other capital facilities and~~  
34 ~~services.~~
- 35
- 36
- 37
- 38
- 39
- 40
- 41 ~~14. Establish development standards for Planned Unit Developments (PUD) in activity centers (where~~  
42 ~~appropriate and practical, given existing development patterns, potential project sizes, available~~  
43 ~~supportive services, terrain, etc.) to more effectively accomplish the goals and policies of this Plan and~~  
44 ~~allow flexibility in site planning for sites characterized by special features of geography, topography,~~  
45 ~~size and shape. PUD standards should include provisions for a mixture of housing types and residential~~  
46 ~~densities, and preservation of open space and natural features, as well as concurrency requirements~~  
47 ~~to address impacts on transportation and other capital facilities and services.~~  
48  
49  
50

**2.3.C Rural Lands Note: Moved to Rural Element**

**Goal: To maintain and enhance the rural character of the County. Rural lands are intended to retain the agricultural, pastoral, forested, and natural landscape qualities of the islands while providing people**

1 ~~with choices of living environments at lower densities or use intensities than those in Activity Centers.~~  
2 ~~Rural lands also include the *Special Districts*, which are discussed further in Section B.2.4.~~

3  
4 **Policies (2.3.C.1-10):**

- 5  
6 ~~1. Identify as Rural lands on the *Comprehensive Plan* Official Maps all those which are not within an~~  
7 ~~Activity Center and are not designated as Resource Lands.~~  
8  
9 ~~2. Adopt performance standards for clearing and grading on Rural lands to minimize the potential~~  
10 ~~adverse impacts of these activities on forested lands, soils, surface water quality and quantity,~~  
11 ~~groundwater recharge, wildlife habitat and scenic resources. Grading to construct ponds and~~  
12 ~~reservoirs should be located a safe distance from roads, maintain in-stream flows of natural drainage~~  
13 ~~courses, and protect adjacent property from damage.~~  
14  
15 ~~3. Establish provisions for Conversion Option Harvest plans in coordination with the state Department~~  
16 ~~of Natural Resources (DNR) to clearly delineate and coordinate the authorities and responsibilities of~~  
17 ~~the DNR and the County in the processing, administration and enforcement of forest practice~~  
18 ~~activities, especially as they relate to the clearing of land for non-forestry uses.~~  
19  
20 ~~4. Establish development standards for Planned Unit Developments (PUD) in Rural areas to more~~  
21 ~~effectively accomplish the goals and policies of this *Plan* and allow flexibility in site planning for sites~~  
22 ~~characterized by special features of geography, topography, size and shape. PUD standards should~~  
23 ~~include provisions for a mixture of housing types at rural densities, and preservation of open space~~  
24 ~~and natural features.~~  
25  
26 ~~5. Strengthen Right to Farm and Right to Forestry provisions which establish the high priority and~~  
27 ~~avored use of Rural Lands, except Rural Residential areas, for farming and forestry activities and~~  
28 ~~assure that such uses will not be considered a nuisance or inconvenience to adjacent non-farm and~~  
29 ~~non-forestry uses.~~  
30  
31 ~~6. Consider the scope and scale of proposals for the alteration, modification, or expansion of existing~~  
32 ~~camp and existing small resorts. Changes that would expand the scope of services (e.g., adding meal~~  
33 ~~service or new recreational facilities, or adding new convention, hotel or marina facilities), increase~~  
34 ~~the scale of facilities, or add on-site residential housing, should require discretionary use or~~  
35 ~~conditional use permits. Allow expansion of existing uses that conform to the current scope and scale~~  
36 ~~subject to reasonable performance standards to ensure that alteration and expansion of such uses~~  
37 ~~have minimal adverse impacts on surrounding uses.~~  
38  
39 ~~7. Allow the alteration, intensification, and expansion of existing gravel pits subject to reasonable~~  
40 ~~performance standards to ensure that alteration, intensification, and expansion of such uses have~~  
41 ~~minimal adverse impacts on surrounding uses. If increased off-site impacts (noise, vibration, dust,~~  
42 ~~traffic) would result from expansion or modification, a conditional use permit should be required.~~  
43 ~~Modification to include a new use or operation (e.g., an asphalt plant or a rock crusher) should be a~~  
44 ~~conditional use and be limited to areas where residential densities are planned at five acres or more~~  
45 ~~per unit.~~  
46  
47 ~~8. Prohibit the alteration and expansion of existing airstrips and airfields that would result in increased~~  
48 ~~aircraft activity, conflict with the purpose of the applicable land use district, or cause increased~~  
49 ~~adverse impacts to surrounding areas. Allow minor, low-impact changes subject to reasonable~~  
50 ~~performance standards to ensure that such uses have minimal adverse impacts on surrounding uses.~~  
51 ~~Alteration and expansion of existing airports should be subject to a conditional use permit.~~

1  
2 ~~9. When evaluating proposals for the alteration, modification, or expansion of non-conforming uses,~~  
3 ~~consider the total impact of the non-conforming uses as well as the added impact of the incremental~~  
4 ~~changes, and the consistency of the changes with the applicable land-use designation when evaluating~~  
5 ~~proposals for the alteration, modification, or expansion of non-conforming uses.~~

6 10. Establish clearly defined Rural land use designations which promote and preserve the rural character  
7 of the islands while meeting the varied needs of island residents. The designations are:  
8

9 **a. Rural General Use**

10 **Goal: To provide flexibility for a variety of *small-scale, low-impact uses to locate on rural lands.***

11 **Policies:**

12  
13 (1) Areas which are characterized by the following criteria may be designated as Rural General  
14 Use on the *Comprehensive Plan* Official Maps:

15  
16 i. There is an existing mix of residential development, scattered single family residences, small  
17 farms, forestry activities, resource-based commercial and industrial uses, cottage enterprises,  
18 rural commercial and rural industrial uses;

19  
20 ii. Parcels are generally five to twenty acres in size; and  
21

22  
23 iii. Soils are marginal or unsuitable for intensive commercial agriculture or forestry uses.  
24

25  
26 (2) Allow resource-based industrial and commercial activities, rural commercial, rural industrial,  
27 and cottage enterprise uses.  
28

29 (3) Establish performance standards for the uses contained in Policy (2), above, to minimize  
30 adverse environmental and visual impacts. Standards should address access, circulation,  
31 building height and bulk, lighting, screening, signage, noise, odor, vibration, spray, smoke,  
32 water quality, waste disposal, and storm drainage control.  
33

34 (4) Allowable uses should be compatible with the existing rural character and should not result  
35 in more than a minimal and manageable increase in demand on existing rural governmental  
36 services and facilities, utilities, community water systems, sewage disposal systems, and  
37 County roads.  
38

39 **b. Rural Farm-Forest**

40  
41 **Goal: To provide for rural living opportunities which are compatible with small-scale farming and**  
42 **forestry activities.**  
43

44 **Policies:**

45  
46 (1) Areas which are characterized by the following criteria may be designated as Rural Farm-  
47 Forest lands on the *Comprehensive Plan* Official Maps:  
48

49 i. The predominant land use is farming and forestry mixed with residential development;

50  
51 ii. Parcels are generally five or more acres in size; and  
52

53  
54 iii. Soils are suitable for small-scale agricultural or forestry uses.

1 ~~(2) Adopt site development standards for permissible uses that will maintain a predominant~~  
2 ~~portion of the farm and forested areas for farming and forest uses.~~

3  
4 ~~(3) Allow cottage enterprise uses and agriculture and forestry related commercial and industrial~~  
5 ~~uses, such as processing and limited retailing facilities for farm and forest products, to be~~  
6 ~~located on Rural Farm Forest lands.~~

7  
8 ~~(4) Establish development standards that allow for farm stay accommodations for agritourism~~  
9 ~~enterprises.~~

10  
11 ~~(5) Allow the development of farm worker accommodations on Rural Farm Forest lands subject~~  
12 ~~to standards that ensure the occupancy is seasonal and limited to persons employed by the~~  
13 ~~proprietor in farm labor for a farm production season only, and that ensure compliance with~~  
14 ~~applicable public health and safety requirements.~~

15  
16 ~~(6) Establish performance standards for the uses listed in Policies (3), (4) and (5), above, to~~  
17 ~~minimize adverse environmental and visual impacts. Standards should address access,~~  
18 ~~circulation, building height and bulk, lighting, screening, signage, noise, odor, vibration, spray,~~  
19 ~~smoke, waste disposal, and storm drainage.~~

#### 20 21 **c. Rural Residential**

22  
23 **Goal: ~~To protect the predominantly residential character of some rural areas and provide for a~~**  
24 **~~variety of residential living opportunities at rural densities.~~**

#### 25 26 **Policies:**

27  
28 ~~(1) Areas which are characterized by the following criteria may be designated as Rural Residential~~  
29 ~~on the *Comprehensive Plan* Official Maps:~~

30  
31 ~~i. There are existing small acreage platted areas generally with private covenants and~~  
32 ~~restrictions, and some exclusively residential developments are expected to continue to~~  
33 ~~occur; and~~

34  
35 ~~ii. Parcels are generally two to five acres in size, and may also include areas with lots less than~~  
36 ~~two acres in size.~~

37  
38 ~~(2) Guide the site design of new residential land divisions to retain rural character and minimize~~  
39 ~~the demand for and cost of public facilities and services.~~

40  
41 ~~(3) Prohibit cottage enterprises and commercial and industrial uses, other than home~~  
42 ~~occupations and uses of comparable impact on residential use.~~

43  
44 ~~(4) Community facilities such as fire stations, club houses and associated recreational amenities~~  
45 ~~should be allowed in Rural Residential areas to serve these residential communities.~~

#### 46 47 **d. Rural Industrial**

48  
49 **Goal: ~~To provide areas for rural oriented industrial uses which are not generally compatible with~~**  
50 **~~activity center land uses, which compliment rural character and development, and which can be~~**  
51 **~~served by rural governmental services.~~**

52

1 **Policies:**

2  
3 ~~(1) Areas which are characterized by the following criteria may be designated as Rural Industrial~~  
4 ~~on the *Comprehensive Plan* Official Maps:~~

- 5  
6 i. ~~Lands with an existing or historical commitment to rural industrial uses;~~  
7  
8 ii. ~~Lands with direct access to a public roadway classified as a minor or major arterial;~~  
9  
10 iii. ~~Lands where on-site physical features can be used to protect surrounding lands from~~  
11 ~~negative impacts; and~~  
12  
13 iv. ~~Areas with parcels sizes large enough to accommodate expansion of existing uses or serve~~  
14 ~~several new uses in a concentrated area.~~

15  
16 ~~(2) Rural industrial uses should be limited to those which are most appropriately located in the~~  
17 ~~rural environment because of incompatibility with intensive, mixed use development patterns~~  
18 ~~characteristic of activity centers. Such uses include, but are not limited to, storage yards,~~  
19 ~~lumber mills, wood craft manufacturing, gas storage facilities, and cement batch plants.~~

20  
21 ~~(3) New residential development (except where accessory to commercial or industrial use) within~~  
22 ~~these areas should be prohibited.~~

23  
24 ~~(4) Establish performance standards for all development in Rural Industrial areas to ensure that~~  
25 ~~allowed uses are consistent with the rural character of the area and minimize adverse~~  
26 ~~environmental impacts. Standards should address access, circulation, signage, parking, noise,~~  
27 ~~odor, vibration, spray, smoke, screening, lighting, waste disposal, and storm drainage control.~~

28  
29 **e. ~~Rural Commercial~~**

30  
31 ~~**Goal: To provide areas for rural oriented commercial uses which compliment rural character**~~  
32 ~~**and development, and which can be served by rural governmental services.**~~

33 **Policies:**

34  
35  
36 ~~(1) Areas which are characterized by the following criteria may be designated as Rural~~  
37 ~~Commercial on the *Comprehensive Plan* Official Maps:~~

- 38  
39 i. ~~Lands with an existing or historical commitment to rural commercial uses;~~  
40  
41 ii. ~~Lands with direct access to a public roadway classified as a minor or major arterial; and~~  
42  
43 iii. ~~Lands where on-site physical features and/or parcel size can be used to protect~~  
44 ~~surrounding rural land uses from negative impacts.~~

45  
46 ~~(2) ~~Limit R~~rural commercial uses should be limited to those which are most appropriately located~~  
47 ~~in and are compatible with the rural environment. Such uses include, but are not limited to,~~  
48 ~~veterinary clinics, nurseries, animal boarding facilities, feed stores, and some small scale~~  
49 ~~hospitality commercial uses such as country inns and restaurants.~~

50  
51 ~~(3) ~~Prohibit N~~ew residential development (except where accessory to commercial or industrial~~  
52 ~~use) within these areas should be prohibited.~~

1 (4) Establish performance standards for all development in Rural Commercial areas to ensure  
2 that allowed uses are consistent with the rural character of the area and minimize adverse  
3 environmental impacts. Standards should address access, circulation, signage, parking, noise,  
4 odor, vibration, spray, smoke, screening, lighting, waste disposal, and storm drainage control.  
5

## 6 **2.43.D RESOURCE LANDS**

7  
8 **Goal: To recognize and protect the physical conditions and characteristics of agricultural and forest  
9 resource lands, including social and environmental benefits, which are conducive to the use of such  
10 lands for long-term commercial production.**

11 **Policies (2.3.D.1-5):**

- 12 1. Identify lands as Agricultural and Forest Resource lands on the ~~Comprehensive-Plan~~ Official Maps  
13 which are not designated as Activity Centers or Rural Lands.
- 14 2. Apply site planning standards for land division activities on resource lands to ensure that agricultural  
15 and forest resource lands are conserved for long-term farm and forest uses.
- 16 3. Preserve natural resource lands for their social, economic, and environmental benefits.
  - 17 **a. The economic benefits include but are not limited to:**
    - 18 (1) employment opportunities, and
    - 19 (2) Living wage jobs.
  - 20 **b. The environmental benefits include but are not limited to:**
    - 21 (1) carbon sequestration;
    - 22 (2) soil health; and
    - 23 (3) water quality;
    - 24 (4) local solar energy production.
  - 25 **c. Social benefits include but are not limited to:**
    - 26 (1) food security;
    - 27 (2) the farming community;
    - 28 (3) maintaining scenic landscapes; and
    - 29 (4) access to recreation;
    - 30 (5) reducing our dependence on the mainland for energy.
- 31 34. ~~Strengthen~~ Implement Right-to-Farm and Right-to-Forestry provisions which establish the high  
32 priority and favored use of Resource Lands for farming and forestry operations and assure that such  
33 uses will not be considered a nuisance or inconvenience to adjacent non-farm uses.
- 34 45. Continue to apply the Open Space Conservation Overlay District regulations to Agricultural Resource  
35 Lands located within the San Juan Valley.
- 36 56. Establish clearly defined Resource Lands designations which protect and conserve long-term  
37 commercially significant agricultural and forest lands, ~~and~~ associated uses, and benefits. The  
38 designations are:  
39  
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**a. Agricultural Resource Lands**

**Goal: To ensure the conservation of agricultural resource lands of long-term commercial significance for existing and future generations, and protect these lands from interference by adjacent uses which may affect the continued use of these lands for production of food and agricultural products.**

**Policies:**

- (1) Lands in agricultural use which are characterized by the following criteria may be designated as Agricultural Resource Lands:
  - i. Areas in parcels of ten acres or larger with soils capable of supporting long term commercial agricultural production. The federal Natural Resources Conservation Service (NRCS) identified 34 soil types suitable for farming in San Juan County. These soils can be found on page 121 of the 2009 Soil Survey of San Juan County, Washington, available at: [http://soils.usda.gov/survey/online\\_surveys/washington/#san2009](http://soils.usda.gov/survey/online_surveys/washington/#san2009);  
(DCD NOTE: link is out of date. Link and reference to link should be removed)
  - ii. The land is either currently used or has been used in the preceding ten years for agriculture.
- ~~(2) Limit conversion of Agricultural Resource Lands to permanent non farm uses through implementation of a purchase or transfer of development rights program, special tax assessment programs, conservation easements, and conservation site design options for residential land divisions and boundary line modifications.~~
- (3) Allow cottage enterprises that do not interfere with agricultural use, and allow agriculture-related activities such as processing and limited retailing facilities for locally grown products on farm sites and within agricultural areas consistent with allowances in State law for accessory uses in agricultural resource lands.
- (4) Allow farm labor housing and farm stay accommodations subject to specific performance standards on working commercial farms. ~~Agricultural Resource Lands.~~
- (5) Limit the location of utility lines and facilities, new roads and road realignments, access routes and other non-agricultural public and private facilities, to the least disruptive locations within agricultural areas.
- (6) Establish development standards for agricultural accessory uses, farmstands, agri-solar, agritourism and farm-based businesses that allow these uses while preventing the conversion of agricultural resource land to permanent incompatible uses.
- (7) Support the use of innovative technologies, procedures and practices that protect existing land, soil and water resources on agricultural land.
- (8) Support programs that promote and market locally grown and processed agricultural products.

1 b. Forest Resource Lands

2  
3 **Goal 1: To protect and conserve forest lands of long-term commercial significance for**  
4 **sustainable forest productivity and provide for uses which are compatible with forestry**  
5 **activities while maintaining water quality, water quantity, and fish and wildlife habitat.**

6  
7 **Goal 2: To protect forest lands that provide significant ecosystem services by protecting air and**  
8 **water quality, reducing forest fire risks, providing access to recreational opportunities,**  
9 **providing carbon sequestration benefits, and improving wildlife habitat and connectivity for**  
10 **upland species.**

11 **Policies:**

12  
13  
14 (1) Lands which are not characterized by urban growth, are used or capable of being used for  
15 forestry production, and determined to have long-term commercial significance based on  
16 WAC 365-190-060(2) and characterized by meet one or more of the following criteria may be  
17 designated Forest Resource Lands:

18  
19 i. are in Forest Land Grades 1-5 on the Department of Natural Resources Private Forest Land  
20 Grades map Lands enrolled in the designated forest land, current-use timber land, or open  
21 space-timber tax programs;

22  
23 ii. parcels are twenty acres or larger, or of a size meeting the Washington State requirements  
24 for timber open space designation State trust lands managed for production of forest  
25 products;

26  
27 iii. are in a tax deferred status of Designated Forest Land or Open Space Timber, or are state  
28 trust lands under forest management Lands managed for the long-term production of forest  
29 products with few non-forest related uses present,; and

30  
31 iv. Areas with at least 100 contiguous acres of forest land developed at a density less than  
32 one dwelling unit per fifteen acres. Lands in public ownership can count toward the 100  
33 contiguous acre threshold, even if they are not managed for commercial production of  
34 forest products; or

35  
36 iv. are being managed for the long-term production of forest products with few non-forest  
37 related uses present Parcels that may not meet any of the criteria in i. through iv. above can  
38 be included to provide logical boundaries to the Forest Resource land designation and to  
39 avoid small areas of conflicting non-forestry land uses amid resource lands. Similarly,  
40 parcels that meet some or all of the criteria described in i. through iv. above can be excluded  
41 to provide logical boundaries to the Forest Resource Land designation and to avoid conflict  
42 with existing land uses.

43  
44 (2) Areas within the shoreline jurisdiction should not be designated Forest Resource unless part  
45 of a larger parcel that is primarily located outside of the shoreline jurisdiction. Limits on  
46 harvesting in the shoreline jurisdiction reduce the commercial significance of forestlands in  
47 these areas, maintenance of forestlands in shorelines provides significant benefits to  
48 shoreline and nearshore habitat. The benefits of forestlands in shorelines include but are not  
49 limited to:

50  
51 i. Improving water quality;

- 1 ii. Shading nearshore fish habitat;
- 2 iii. Visual screening for shoreline development; and
- 3 iv. Supporting natural transport of shoreline sediment.

4

5 (3) Limit conversion of Forest Resource Lands to non-forest uses through implementation of a

6 purchase or transfer of development rights program, special tax assessment programs,

7 conservation easements, and/or the formulation of site design standards for residential land

8 divisions, including standards for planned unit developments.

9

10 (34) Allow cottage enterprises, and forest resource-based industries such as lumber processing

11 and retailing facilities for forest products.

12

13 (5) Create land use incentives to preserve large parcels and open space in forest resource lands

14 without converting the land to permanent incompatible non-forest uses.

15

16 (6) Strongly encourage and incentivize wildfire risk-reduction practices such as:

17 i. Vegetation management including thinning, spacing, trimming, and removing ladder

18 fuels, and

19

20 ii. Creating defensible space surrounding structures that will reduce the fire-spread

21 potential between buildings and neighboring vegetation.

22

#### 23 c. Mineral Resource Lands

24

25

26 **Goal: Assure that mineral resource lands of long-term commercial significance are conserved**

27 **in order to provide continued and economical local access to valuable minerals, particularly**

28 **those used for construction materials.**

29

#### 30 **Policies (2.5.A.1-4):**

31

32 (1) Upon application by a landowner, lands which are characterized by all of the following criteria

33 may be designated as a Mineral Resource Land Overlay District (MRLO) on the *Comprehensive*

34 *Plan* Official Maps:

35

36 i. Have a known or potential extractable resource in commercial quantities verified by

37 submittal of a geologic and economic report prepared by a qualified professional or the

38 land has a legally established mining operation, and the County Council adopts findings

39 that the land has commercial significance for mineral resources;

40

41 ii. Current or future land use will not exceed a residential density of one dwelling unit per

42 ten acres;

43

44 iii. Are not within an Activity Center, Rural Residential, Natural or Conservancy designation

45 or any Shoreline designation; and

46

47 iv. Are not within a wetland or fish and wildlife habitat conservation area as defined in this

48 *Plan*.

49

50 (2) Protect mineral resource lands of long-term commercial significance from incompatible land

51 uses and land use patterns so that access to existing and potential resources is maintained.

1 With appropriate design and performance standards land uses such as agriculture, forestry  
2 and some industries, and low-intensity residential uses (average density at least ten acres per  
3 unit), are compatible with mineral extraction and processing while other uses such as  
4 medium- to high-intensity residential uses are not. ~~Resource protection should be  
5 accomplished without loss of existing density potential.~~

6  
7 (3) ~~Provide the highest priority protection for Existing and potential~~ sources of sand, gravel, and  
8 ~~rock vary in size and distribution; those~~ which are most likely to provide for long term  
9 production with only minimal impact on the environment ~~should receive the highest priority  
10 for protection through designation with a Mineral Resource Lands overlay district by  
11 designating them under a MRLO and attendant establish~~ regulations to protect long-term  
12 access and use potential.

13  
14 (4) Allow those activities associated with long-term mineral extraction which enhance the  
15 commercial viability of extraction operations to locate within designated mineral resource  
16 lands, subject to performance standards to minimize negative impacts on the surrounding  
17 area and the environment.

18  
19 (5) Require a reclamation plan for new mining activities. An approved Washington Department  
20 of Natural Resources (WADNR) Surface Mine Reclamation Permit can satisfy this requirement.

## 21 22 **2.4 — SPECIAL DISTRICTS**

23 **Note:** Moved to Rural

24  
25 This section of the Land Use Element provides goals and policies for the conservation of areas with unique  
26 or valuable natural features which warrant specific recognition and protective measures to ensure their  
27 existing character is maintained. Two districts, Conservancy and Natural, fall into this category.

### 28 **2.4.A — Conservancy**

29  
30 ~~**Goal:** To protect, conserve, and manage existing natural conditions, resources, and valuable historic,  
31 scenic, educational, or scientific research areas for the benefit of existing and future generations  
32 without precluding compatible human uses.~~

#### 33 34 **Policies (2.4.A.1-5):**

35  
36 ~~1. Areas which are characterized by one or both of the following criteria may be designated as  
37 Conservancy on the Comprehensive Plan Official Maps:~~

38  
39 ~~a. areas possessing valuable natural features or resources which will tolerate only minimal  
40 disturbance of the existing terrestrial or freshwater environments; or~~

41  
42 ~~b. areas possessing scenic, historical, or recreational qualities of considerable local, regional, state  
43 or national significance which would be adversely affected by extensive modification or intensive  
44 use.~~

45  
46 ~~2. Allow the reclamation, rehabilitation, and where possible, the enhancement of scenic, unusual, and  
47 fragile areas and renewable and non renewable natural resources.~~

48  
49 ~~3. Ensure that the location and design of all development within Conservancy areas will minimize  
50 adverse impacts on the natural features or resources of the site.~~

1 ~~4. Allow uses and activities which promote environmental conservation and provide environmental~~  
2 ~~education opportunities.~~

3  
4 ~~5. Prohibit all commercial and industrial uses unless such uses are accessory to an existing use (for~~  
5 ~~example home occupations, cottage enterprise, and paddle boat rentals or maintenance storage~~  
6 ~~yards for park and recreation areas).~~

#### 7 8 **2.4.B Natural** 9

10 **Goal: To preserve indigenous plant and animal species and ecosystems in a natural state for the benefit**  
11 **of existing and future generations.**

#### 12 **Policies (2.4.B.1-6):**

13  
14 ~~1. Designate lands as Natural only upon request of the landowner.~~

15  
16  
17 ~~2. Designate as Natural only those areas which are characterized by the presence of intact indigenous~~  
18 ~~ecosystems or rare or unusual indigenous plant or animal species which are relatively intolerant of~~  
19 ~~human use.~~

20  
21 ~~3. Prohibit uses and activities which would encroach upon and disrupt rare plant and animal species and~~  
22 ~~ecosystems.~~

23  
24 ~~4. Prohibit land divisions for residential development.~~

25  
26 ~~5. Prohibit cottage enterprises and all commercial and industrial uses.~~

27  
28 ~~6. Allow uses and activities which promote preservation of the ecosystem and provide environmental~~  
29 ~~education opportunities.~~

#### 30 31 **2.5 RURAL LANDS** 32

33 Beautiful rural lands are the keystone of San Juan County's sense of place and identity. The County's rural,  
34 modestly developed landscapes, marine shorelines, open spaces, water, and mountain views, barely  
35 illuminated night skies, and natural environments provide the basis for its quality of life. Preservation of  
36 the County's rural character and land use patterns from sprawl is a primary objective of this Element.  
37

38 Some of the primary points the vision articulates that relate to rural lands are:

- 39 • The community is primarily rural;
- 40
- 41 • The Islands are rural, residential, quiet, agricultural, marine and isolated;
- 42
- 43 • Hamlets, villages, towns and other activity centers are clearly defined to preserve rural and  
44 natural resource lands;
- 45
- 46 • Rural lands are central to the Islands' heritage;
- 47
- 48 • The islands are a place where people respect others' dignity, privacy and freedoms;
- 49
- 50 • The community fosters a sense of neighborliness, self-sufficiency, and community pride;
- 51
- 52 • There is recognition of people's independence and self-reliance in the Islands;

- 1 • Natural resources are sustainably used; and
- 2 • The Plan seeks a balance between the needs of private property rights, public rights, and the
- 3 natural environment.

#### 4 **Growth Management Act Rural Element Requirements**

5 Under the WA State Growth Management Act (GMA), rural lands are those lands that are not designated

6 natural resource lands or designated for urban growth. A majority of the County's land has been

7 designated as rural lands on the Official Maps.

8 The GMA requires this Plan to have a rural element RCW 36.70A.070(5) which must:

9 "[...] permit rural development, forestry, and agriculture in rural areas. The rural element

10 shall provide for a variety of rural densities, uses, essential public facilities, and rural

11 governmental services needed to serve the permitted densities and uses. To achieve a

12 variety of rural densities and uses, counties may provide for clustering, density transfer,

13 design guidelines, conservation easements, and other innovative techniques that will

14 accommodate appropriate rural economic advancement, densities, and uses that are not

15 characterized by urban growth and that are consistent with rural character."

16 Though rural development must include a variety of densities and uses, density in rural areas is typically

17 lower than urban areas. There are two primary GMA mandates for rural areas. One is to reduce

18 conversion of undeveloped land into sprawling low-density residential development (RCW

19 36.70A.070(5)(c)(iii)). The Plan must also limit the extension of some services into rural lands. Rural lands

20 must only be served by rural governmental services which generally do not include storm and sanitary

21 sewers.

22 Rural lands include limited areas of more intense rural development (LAMIRD). Activity centers and

23 master planned resorts are sub-types of LAMIRD. The GMA allows LAMIRDS to permit a wider variety of

24 uses in rural areas. Many of the GMA requirements for LAMIRD are included in RCW 36.70A.070(5)(d).

25 The following types of development in LAMIRDS are allowed by RCW 36.70A.070 (5)(d)(i):

26 "(i) Rural development consisting of the infill, development, or redevelopment of existing

27 commercial, industrial, residential, or mixed-use areas, whether characterized as

28 shoreline development, villages, hamlets, rural activity centers, or crossroads

29 developments."

30 LAMIRDS are constrained to areas where existing development is confined within a defined 'logical outer

31 boundary.' The logical outer boundary must only contain areas or uses of more intensive rural

32 development existing as of 1990 and not allow new patterns of low-density sprawl (RCW 36.70A.070

33 (5)(d)(iv)). Some public services such as water and sewer are allowed in a LAMIRD. These services are

34 limited to those necessary to serve nonresidential uses and be provided in a manner that does not permit

35 low-density sprawl (RCW 36.70A.070 (5)(d)(iii)).

#### 36 **Rural Character**

37 Rural lands are unique because their designations and regulations must preserve rural character. Rural

38 character is defined in this Plan as:

1 “Rural character” means a quality of the landscape dominated by pastoral, agricultural, forested,  
2 and natural areas interspersed with single-family homes and agricultural structures. Rural  
3 character refers to the patterns of land use and development established by the Comprehensive  
4 Plan;

5  
6 1. In which open space, the natural landscape, and vegetation predominate over the built  
7 environment;

8  
9 2. That foster traditional rural lifestyles, rural-based economies, and opportunities to both  
10 live and work in rural areas;

11  
12 3. That provide visual landscapes that are traditionally found in rural areas and communities;

13  
14 4. That are compatible with the use of the land by wildlife and for fish and wildlife habitat;

15  
16 5. That reduce the inappropriate conversion of undeveloped land into sprawling, low-density  
17 development;

18  
19 6. That generally do not require the extension of urban governmental services; and

20  
21 7. That are consistent with the protection of natural surface water flows and groundwater  
22 and surface water recharge and discharge areas.

23  
24 This Plan establishes policies that allow rural development in designated rural lands while protecting rural  
25 character. Some Plan policies that help protect rural character are:

- 26 ▪ Requiring or protecting open space;
- 27
- 28 ▪ Establishing rural road standards;
- 29
- 30 ▪ Developing standards for clearing, grading, other development activities, and site-planning that  
31 minimize adverse impacts to natural processes;
- 32
- 33 ▪ Establishing densities;
- 34
- 35 ▪ Limiting the intensity of uses in rural areas;
- 36
- 37 ▪ Limiting the extension of urban governmental services beyond existing service areas; and
- 38
- 39 ▪ Allowing home occupation, cottage enterprise, and resource uses to provide opportunities to live  
40 and work in rural areas.

#### 41 Existing Rural Development

42  
43 Much of the rural land in the County is either undeveloped or developed with residential uses. Rural lands  
44 are interspersed with natural resource uses including farms and forestlands. Rural residential density  
45 outside of LAMIRDS, activity centers, and master planned resorts ranges between one dwelling per five  
46 acres to one dwelling per fifteen acres. The predominant development pattern in rural areas has led to  
47 many of the scenic areas, robust natural environment, and lifestyle that characterize much of the County.  
48  
49

1 **Residential Rural Development**  
2

3 Residential development in the rural areas is integrated into the visual and natural landscape because it  
4 is typically set back from the roadways and separated from adjacent development by open spaces and  
5 landscaped areas. There are some existing neighborhoods that were platted prior to the establishment  
6 of maximum densities by this Plan. These neighborhoods are characterized by smaller parcel sizes than  
7 many other rural areas but retain vegetative buffers and open spaces where possible thanks to the ‘cabin-  
8 in-the-woods’ aesthetic preferred by many property owners even before the County adopted  
9 development regulations. The natural environment predominates over the built environment in  
10 residential rural areas.

11  
12 Residential development inside the boundaries of LAMIRD, activity centers, and master planned resorts  
13 occurs at a range of densities. The allowed density in these areas is typically higher than other rural lands,  
14 ranging between one dwelling per five acres to four dwellings per acre. The primary factor that limits  
15 residential density in these areas is the availability of water and septic services. Many activity centers  
16 have adopted subarea plans that specifically define the kinds of residential development allowed in each  
17 area.

18 **Commercial and Industrial Rural Development**  
19

20  
21 Most commercial and industrial development in the rural areas is found in the LAMIRDS. Commercial  
22 developments serve the rural and visitor populations by providing access to goods, services, and  
23 recreational opportunities. Furthermore, rural commercial developments allow the opportunity to live  
24 and work in rural areas, fostering rural lifestyles.

25  
26 Outside of the LAMIRDS, activity centers, and master planned resorts, commercial development is often  
27 accessory to residential uses. Islanders utilize home occupation and cottage enterprise options to work  
28 where they live. These small-scale commercial operations support rural lifestyles by providing goods,  
29 services, recreational, and employment opportunities for residents and visitors alike. The income  
30 provided by these vital parts of the islands’ economy, allow many people to afford a life here that may  
31 otherwise be out of reach.

32  
33 **2.5.1 GENERAL RURAL GOALS AND POLICIES**  
34

35 **Goal: To protect rural character while allowing a mix of uses that support the ability of residents to**  
36 **live and work in rural lands.**

- 37  
38 1. Establish Setback, landscaping, and open space standards to ensure that open space, the natural  
39 landscape, and vegetation predominate over the built environment.  
40 2. Encourage the preservation of undeveloped land in rural areas.  
41  
42 3. Establish standards that protect wildlife habitat in rural lands.  
43  
44 4. Prohibit sprawling, low-density development in rural lands. Establish rural densities between one  
45 dwelling per five acres and one dwelling per twenty acres outside of Activity Centers, LAMIRD, and  
46 Master Planned Resorts, where density may be higher.  
47  
48 5. Ensure that any extension of services into rural lands is based on demonstrable need and is financially  
49 feasible.  
50

1 6. Allow the location of rural industries and heavy industrial types of activities in Island Center activity  
2 centers and Rural Industrial areas.

3  
4 7. Allow agri-solar and community solar arrays that support the vision of reducing our dependence on  
5 the mainland for energy.

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## 7 2.5.2 ACTIVITY CENTERS (INCLUDING LIMITED AREAS OF MORE INTENSIVE RURAL 8 DEVELOPMENT)

9  
10 **Goal: To recognize existing centers of activity areas of more intense rural development, which offer**  
11 **diverse employment opportunities, a variety of residential densities and housing types, general**  
12 **commercial, general industrial, institutional, recreational, and community uses in a concentrated,**  
13 **development pattern.**

### 14 **Policy:**

15  
16  
17 1. Establish different types of activity centers, each of which has a mix of land uses with housing,  
18 businesses, and services appropriate to its character, size, and location, as described in a-d, below.

19  
20 Identify and delineate activity centers that are ~~limited~~ ~~Areas of~~ ~~More~~ ~~Intensive~~ ~~Rural~~  
21 ~~Development~~ (LAMIRDs) according to ~~the criteria in~~ RCW 36.70A.070(5)(d). LAMIRDs consist of  
22 existing (as of 1990), commercial, industrial, or residential areas in which the kinds, intensities, or  
23 densities of use, or the capital facilities and services that exceed the levels normally associated with  
24 rural development. Such areas allow for the continuance of the existing areas and uses, and for infill  
25 in the areas to the level of existing patterns; however, the areas must be minimized and contained,  
26 with logical outer boundaries defined predominantly by the built environment, and may not extend  
27 beyond the existing area or use.

28  
29 ~~Also~~ ~~Establish~~ ~~Master Planned Resorts~~ ~~Activity Centers~~, according to ~~the criteria in~~ RCW 36.70A.360  
30 and ~~362~~.

### 31 Types of Activity Centers

- 32  
33  
34 a. **Village Activity Centers** have only rural governmental services and are not incorporated. They  
35 provide a limited variety of residential densities, and are pedestrian-oriented with a compact  
36 village core. They provide some intensive uses and services (including community sewage  
37 treatment facilities and community water systems), but are not considered capable of or  
38 appropriate for urban-level development or expansion at this time, only for infill.  
39  
40 b. **Hamlet Activity Centers** are residential areas that have some non-rural densities, and have small  
41 commercial centers which provide goods and services to surrounding rural and resource land  
42 uses. Hamlets are served by community water systems and may have community sewage  
43 treatment facilities, but have only rural governmental services. The four hamlet activity centers  
44 are Westsound, Deer Harbor, Olga, and Doe Bay on Orcas island.  
45  
46 c. **Island Centers** are generally characterized by existing general commercial and general industrial  
47 uses and may also include some rural commercial and rural industrial uses. These centers may be  
48 served by community water systems, but have only rural governmental services. Island Centers  
49 differ from other Activity Centers in that they generally do not have a high density residential  
50 component included within the center boundaries, and new residential development (except

where accessory to institutional, commercial or industrial use) should be prohibited. The commercial and industrial uses located in these centers provide goods and services island-wide.

d. **Residential Activity Centers** are residential areas that have existing development patterns ~~more~~ denser than one unit per five acres, some portion of which is served by non-rural levels of capital facilities or services. The area north of Rosario master planned resort is the only residential activity center in the County.

e. **Master Planned Resorts** are self-contained and fully integrated planned unit developments, in a setting of significant natural amenities, with a primary focus on destination resort facilities consisting of short-term visitor accommodations associated with a range of developed on-site indoor or outdoor recreational facilities. They may contain other residential uses and commercial activities within their boundaries, but only if these uses are integrated into and support the on-site recreation nature of the resort. Master Planned Resorts may be within other activity centers.

3. ~~Designate~~ Activity centers should be designated on the *Comprehensive Plan* Official Maps where existing or proposed uses and services meet the above definitions. Designated Activity centers ~~designated on the Comprehensive Plan Official Maps~~ are identified in Table 2, below.

**Table 25. Summary of Activity Centers.**

Location	Designation	Existing Site-Specific Plans & Standards
Orcas Village	Village Activity Center	Yes
Olga	Hamlet Activity Center	Yes
Deer Harbor	Hamlet Activity Center	Yes
Doe Bay	Hamlet Activity Center	No (subject to <del>general, interim activity center standards</del> <u>Interim controls in village and hamlet activity centers</u> )
Westsound	Hamlet Activity Center	No (subject to <del>general, interim activity center standards</del> <u>Interim controls in village and hamlet activity centers</u> )
W. Beach Rd./Crow Valley Rd-- Orcas	Island Center	No
Center Rd./School Road - Lopez	Island Center	No
Country Corner-Orcas	Island Center	Yes
<del>North Roche Harbor Area</del> <b>note: Roche Harbor area only in MPR</b>	Residential Activity Center	<del>No</del>
North Rosario Area	Residential Activity Center	No
Roche Harbor	Master Planned Resort	Yes (resort master plan)
Rosario Resort	Master Planned Resort	Yes (resort master plan)
West Beach Resort	Master Planned Resort	No

Source: *Plan Official Maps*

3. ~~Locate~~ New general commercial, ~~general~~ industrial, and institutional uses should be located in activity centers, ~~as appropriate~~ with the established patterns of development and use, to avoid incompatible land uses and the proliferation of these uses in rural areas.

4. Use the Roche Harbor Master Planned Resort (RHMPR) Activity Center Plan dated June 1994, and modified in April 1996, as a guide for the planned unit development of the RHMPR. The following policies are established to manage development in the RHMPR:

- 1 a. The RHMPR *Plan* is based on a 200-unit reduction in density from that potentially allowed under  
2 the 1979-established densities on property under Roche Harbor ownership.  
3
- 4 c. A phased planned unit development (PUD), subject to the County’s PUD process, should be  
5 submitted for approval of any new development in the RHMPR planning area in any one year  
6 period, when such development exceeds 4,000 square feet of gross floor area, or for any  
7 recreational facility development.  
8
- 9 c. Each phase of the PUD should be accompanied by an environmental assessment prepared in  
10 accordance with the requirements of the State Environmental Policy Act (SEPA).  
11
- 12 d. Each phase of the PUD should include a detailed plan identifying the number of dwelling units,  
13 allowable uses, average density, percentage of open space, road access and circulation, and  
14 provisions for water, sewage, and stormwater management. The specific area descriptions  
15 identified in the Addendum to the modified RHMPR Activity Center Plan should be used to guide  
16 phases of the PUD. A master plan for all sanitary sewer and stormwater disposal systems should  
17 be provided by the developer for all areas included in the RHMPR and in the Westcott Bay  
18 drainage basin, exclusive of those areas in the Rural Farm-Forest designation, prior to  
19 implementation of any phase of development.  
20
- 21 e. At least one public meeting should be held in the Roche Harbor area prior to approval of PUD  
22 phases. Such meetings should provide opportunity for public review and comment on proposed  
23 phase plans.  
24
- 25 5. ~~In addition to the directives of the GMA and this *Plan*, c~~Consider the local knowledge, experience, and  
26 preferences of community residents when establishing the type, size, character, and boundaries of an  
27 LAMIRD/activity center, deciding appropriate uses and their location, determining community  
28 infrastructure requirements, and establishing standards and design guidelines to protect and retain  
29 important features which the community values.  
30
- 31 6. ~~Adopt S~~ubarea plans or location specific designations and standards for village, hamlet and island  
32 center activity centers ~~may be adopted as needed~~ to guide land use and development in these areas.  
33 Land use districts and development standards for activity centers should be compatible with existing  
34 development patterns and community character, including rural aspects. Critical A areas within  
35 activity centers should be preserved and enhanced. Residential, commercial and industrial areas  
36 should be identified in each activity center, if appropriate, and specific development standards  
37 adopted for these areas.  
38
- 39 7. ~~Require N~~ew development in activity centers ~~to be served by public or private community water and~~  
40 ~~sewage treatment systems should be connected to such systems where available and appropriate.~~  
41 System operators should be responsible for maintaining an up-to-date ~~understanding of the~~ status of  
42 their systems (including capacity and numbers of existing connections and commitments to service).  
43 For sewage treatment systems and Group A water systems in ~~Village, Hamlet, and Residential~~  
44 centers long-range sewer and water system plans should be developed or updated by the utility  
45 providers in cooperation with the cCounty so that the plans are consistent with the growth  
46 projections, land use regulations, and subdivision patterns in each area. Service by such facilities in  
47 residential activity centers may be conditioned specifically for the individual area or portions thereof.  
48
- 49 8. ~~Locate M~~ixed-uses, high-density residential uses, commercial, industrial, and public uses, ~~should be~~  
50 ~~located~~ within activity centers where adequate facilities, services, utilities and improvements exist or

1 are planned to support the level and type of development identified, as appropriate to the existing  
2 levels and patterns of development, and the established range of uses.

- 3
- 4 9. ~~Allow a full range of single- and multi-family housing types and density bonuses~~ Residential  
5 development in activity centers, except Island Centers and Master Planned Resort activity centers,  
6 ~~should allow a full range of single- and multi-family housing types. Density bonuses are allowable, as~~  
7 ~~appropriate to established development patterns,~~ to achieve affordable housing goals. New  
8 residential development should be prohibited in Island Centers except as an accessory to commercial  
9 or industrial use. New residential development may take place in ~~an~~ Master Planned Resort activity  
10 centers, but only if it is integrated into and supports the on-site recreational nature of the resort, as  
11 determined at the time of Master Plan approval.
- 12
- 13 10. ~~Establish~~ Open space design standards ~~should be established~~ to maintain the rural character ~~at in~~  
14 ~~and around the borders of~~ activity centers.
- 15
- 16 11. ~~Require that~~ Open space areas, in the form of squares, green spaces, and parks within activity  
17 centers, ~~should~~ be an integral part of these activity centers ~~to and~~ provide settings for recreation and  
18 public gatherings, and ~~to~~ protect Critical Areas, scenic qualities, and historic features.
- 19
- 20 12. ~~Require~~ In all activity centers storm drainage considerations ~~should be addressed~~ in the design of land  
21 development projects to control storm water runoff and erosion.
- 22
- 23 13. Establish development standards for Master Planned Resort activity centers to ensure that  
24 development is compatible with surrounding land uses and that adequate facilities and services are  
25 available for the ~~planned~~ level of development ~~planned~~. Development standards should address, at  
26 a minimum, the following:
- 27
- 28 a. Aesthetic, visual and environmental considerations in order to provide appropriate siting of  
29 buildings and amenities to incorporate and retain, as much as feasible, significant on-site natural,  
30 historic, and other important features;
  - 31
  - 32 b. Location and design of improvements and activities in such a manner to avoid or minimize adverse  
33 effects of the resort on surrounding lands;
  - 34
  - 35 c. Water quantity and quality, including stormwater management;
  - 36
  - 37 d. Location specific standards to retain and enhance resort character;
  - 38
  - 39 e. Protection of ~~C~~ritical ~~A~~reas; and
  - 40
  - 41 f. Concurrency requirements for impacts on transportation facilities and other capital facilities and  
42 services.
  - 43
- 44 14. Establish development standards for Planned Unit Developments (PUD) in activity centers (where  
45 appropriate and practical, given existing development patterns, potential project sizes, available  
46 supportive services, terrain, etc.) to more effectively accomplish the goals and policies of this *Plan* and  
47 allow flexibility in site planning for sites characterized by special features of geography, topography,  
48 size and shape. PUD standards should include provisions for a mixture of housing types and residential  
49 densities, and preservation of open space and natural features, as well as concurrency requirements  
50 to address impacts on transportation and other capital facilities and services.
- 51
- 52

### 53 2.5.3 RURAL LANDS USE DESIGNATIONS

54

1 **Goal: To maintain and enhance the rural character of the County. Rural lands are intended to retain**  
2 **the agricultural, pastoral, forested, and natural landscape qualities of the islands while providing people**  
3 **with choices of living environments at lower densities or use intensities than those in Activity Centers.**  
4 **Rural lands also include the Special Districts, which are discussed further in Section B.2.6.5.**

5  
6 **Policies (2.3.C.1–10):**

- 7  
8 1. Identify as Rural lands on the ~~Comprehensive Plan~~ Official Maps all those which are not within an  
9 Activity Center UGAs and are not or designated as Resource Lands.  
10  
11 2. Adopt performance standards for clearing and grading on Rural lands to minimize the potential  
12 adverse impacts of these activities on forested lands, soils, surface water quality and quantity,  
13 groundwater recharge, wildlife habitat and scenic resources. Grading to construct ponds and  
14 reservoirs should be located a safe distance from roads, maintain in-stream flows of natural drainage  
15 courses, and protect adjacent property from damage.  
16  
17 3. ~~Establish provisions for Conversion Option Harvest plans in coordination with the state Department~~  
18 ~~of Natural Resources (DNR) to clearly delineate and coordinate the authorities and responsibilities of~~  
19 ~~the DNR and the County in the processing, administration and enforcement of forest practice~~  
20 ~~activities, especially as they relate to the clearing of land for non-forestry uses. Note: Moved to~~  
21 ~~Resource Land Policies~~  
22  
23 4. Establish development standards for Planned Unit Developments (PUD) in Rural areas to more  
24 effectively accomplish the goals and policies of this *Plan* and allow flexibility in site planning for sites  
25 characterized by special features of geography, topography, size and shape. PUD standards should  
26 include provisions for a mixture of housing types at rural densities, and preservation of open space  
27 and natural features.  
28  
29 ~~54. Strengthen/Implement~~ Right-to-Farm and Right to Forestry provisions which establish the high priority  
30 and favored use of Rural Lands, except Rural Residential areas, for farming and forestry activities and  
31 assure that such uses will not be considered a nuisance or inconvenience to adjacent non-farm and  
32 non-forestry uses.  
33  
34 ~~65.~~ Consider the scope and scale of proposals for the alteration, modification, or expansion of existing  
35 camps and existing small resorts. Changes that would expand the scope of services (*e.g.*, adding meal  
36 service or new recreational facilities, or adding new convention, hotel or marina facilities), increase  
37 the scale of facilities, or add on-site residential housing, should require discretionary use or  
38 conditional use permits. Allow expansion of existing uses that conform to the current scope and scale  
39 subject to reasonable performance standards to ensure that ~~alteration and expansion of~~ such uses  
40 have minimal adverse impacts on surrounding uses.  
41  
42 ~~76.~~ Allow the alteration, intensification, and expansion of existing gravel pits subject to reasonable  
43 performance standards to ensure that alteration, intensification, and expansion of such uses have  
44 minimal adverse impacts on surrounding uses. If increased off-site impacts (noise, vibration, dust,  
45 traffic) would result from expansion or modification, a conditional use permit should be required.  
46 Modification to include a new use or operation (*e.g.*, an asphalt plant or a rock crusher) should be a  
47 conditional use and be limited to areas where residential densities are planned at five acres or more  
48 per unit.  
49  
50 ~~87.~~ Prohibit the Alteration and expansion of existing airstrips and airfields that would result in increased  
51 aircraft activity, conflict with the purpose of the applicable land use district, or cause increased

1 adverse impacts to surrounding areas. Allow minor, low-impact changes subject to reasonable  
2 performance standards to ensure that such uses have minimal adverse impacts on surrounding uses.  
3 Alteration and expansion of existing airports should be subject to a conditional use permit.  
4

5 ~~98. When evaluating proposals for the alteration, modification, or expansion of non-conforming uses,~~  
6 ~~Consider the total impact of the non-conforming uses as well as the added impact of the incremental~~  
7 ~~changes, and the consistency of the changes with the applicable land-use designation when evaluating~~  
8 ~~proposals for the alteration, modification, or expansion of non-conforming uses.~~  
9

10 ~~1011.~~ Establish clearly defined Rural land use designations which promote and preserve the rural  
11 character of the islands while meeting the varied needs of island residents. The designations are:  
12

#### 13 a. Rural General Use

14  
15 **Goal: To provide flexibility for a variety of small-scale, low-impact uses to locate on rural lands.**

#### 16 Policies:

- 17  
18  
19 (1) Areas which are characterized by the following criteria may be designated as Rural General  
20 Use on the ~~Comprehensive~~ Plan Official Maps:  
21  
22 i. There is an existing mix of residential development, scattered single family residences, small  
23 farms, forestry activities, resource-based commercial and industrial uses, cottage enterprises,  
24 rural commercial and rural industrial uses;  
25  
26 ii. Parcels are generally five to twenty acres in size; and  
27  
28 iii. Soils are marginal or unsuitable for intensive commercial agriculture or forestry uses.  
29  
30 (2) Allow resource-based industrial and commercial activities, rural commercial, rural industrial,  
31 and cottage enterprise uses.  
32  
33 (3) Establish performance standards for the uses contained in Policy (2), above, to minimize  
34 adverse environmental and visual impacts. Standards should address access, circulation,  
35 building height and bulk, lighting, screening, signage, noise, odor, vibration, spray, smoke,  
36 water quality, waste disposal, and storm drainage control.  
37  
38 (4) Allowable uses should be compatible with the existing rural character and should not result  
39 in more than a minimal and manageable increase in demand on existing rural governmental  
40 services and facilities, utilities, community water systems, sewage disposal systems, and  
41 County roads.  
42

#### 43 b. Rural Farm-Forest

44  
45 **Goal: To provide for rural living opportunities which are compatible with small-scale farming and**  
46 **forestry activities.**

#### 47 Policies:

- 48  
49  
50 (1) Areas which are characterized by the following criteria may be designated as Rural Farm-  
51 Forest lands on the ~~Comprehensive Plan~~ Official Maps:  
52  
53 i. The predominant land use is farming and forestry mixed with residential development;  
54

1 ii. Parcels are generally five or more acres in size; and

2  
3 iii. Soils are suitable for small-scale agricultural or forestry uses.

4  
5 (2) Adopt site development standards for permissible uses that will maintain a predominant  
6 portion of the farm and forested areas for farming and forest uses.

7  
8 (3) Allow cottage enterprise uses and agriculture- and forestry-related commercial and industrial  
9 uses, such as processing and limited retailing facilities for farm and forest products, to be  
10 located on Rural Farm-Forest lands.

11  
12 (4) Establish development standards that allow for farm stay accommodations for agritourism  
13 enterprises.

14  
15 (5) Allow the development of farm worker accommodations on Rural Farm-Forest lands subject  
16 to standards that ensure the occupancy is seasonal and limited to persons employed by the  
17 proprietor in farm labor for a farm production season only, and that ensure compliance with  
18 applicable public health and safety requirements.

19  
20 (6) Establish performance standards for the uses listed in Policies (3), (4) and (5), *above*, to  
21 minimize adverse environmental and visual impacts. Standards should address access,  
22 circulation, building height and bulk, lighting, screening, signage, noise, odor, vibration, spray,  
23 smoke, waste disposal, and storm drainage.

24  
25 (7) Allow agri-solar and community solar arrays that support the vision of reducing our  
26 dependence on the mainland for energy.

27  
28 **c. Rural Residential**

29  
30 **Goal: To protect the predominantly residential character of some rural areas and provide for a**  
31 **variety of residential living opportunities at rural densities.**

32  
33 **Policies:**

34  
35 (1) Areas which are characterized by the following criteria may be designated as Rural Residential  
36 on the *Comprehensive Plan* Official Maps:

37  
38 i. There are existing small acreage platted areas generally with private covenants and  
39 restrictions, and some exclusively residential developments are expected to continue to  
40 occur; and

41  
42 ii. Parcels are generally two to five acres in size, and may also include areas with lots less than  
43 two acres in size.

44  
45 (2) Guide the site design of new residential land divisions to retain rural character and minimize  
46 the demand for and cost of public facilities and services.

47  
48 (3) Prohibit cottage enterprises and commercial and industrial uses, other than home  
49 occupations and uses of comparable impact on residential use.

50  
51 (4) Community facilities such as fire stations, club houses and associated recreational amenities  
should be allowed in Rural Residential areas to serve these residential communities.

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**d. Rural Industrial**

**Goal: To provide areas for rural oriented industrial uses which are not generally compatible with activity center land uses, which compliment rural character and development, and which can be served by rural governmental services.**

**Policies:**

- (1) Areas which are characterized by the following criteria may be designated as Rural Industrial on the ~~Comprehensive Plan~~ Official Maps:
  - i. Lands with an existing or historical commitment to rural industrial uses;
  - ii. Lands with direct access to a public roadway classified as a minor or major arterial;
  - iii. Lands where on-site physical features can be used to protect surrounding lands from negative impacts; and
  - iv. Areas with parcels sizes large enough to accommodate expansion of existing uses or serve several new uses in a concentrated area.
- (2) Rural industrial uses should be limited to those which are most appropriately located in the rural environment because of incompatibility with intensive, mixed use development patterns characteristic of activity centers. Such uses include, but are not limited to, storage yards, lumber mills, wood craft manufacturing, gas storage facilities, and cement batch plants.
- (3) New residential development (except where accessory to commercial or industrial use) within these areas should be prohibited.
- (4) Establish performance standards for all development in Rural Industrial areas to ensure that allowed uses are consistent with the rural character of the area and minimize adverse environmental impacts. Standards should address access, circulation, signage, parking, noise, odor, vibration, spray, smoke, screening, lighting, waste disposal, and storm drainage control.
- (5) Allow agri-solar and community solar arrays that support the vision of reducing our dependence on the mainland for energy.

**e. Rural Commercial**

**Goal: To provide areas for rural oriented commercial uses which compliment rural character and development, and which can be served by rural governmental services.**

**Policies:**

- (1) Areas which are characterized by the following criteria may be designated as Rural Commercial on the ~~Comprehensive Plan~~ Official Maps:
  - i. Lands with an existing or historical commitment to rural commercial uses;
  - ii. Lands with direct access to a public roadway classified as a minor or major arterial; and

- 1 iii. Lands where on-site physical features and/or parcel size can be used to protect  
2 surrounding rural land uses from negative impacts.
- 3 (2) ~~Limit R~~ rural commercial uses ~~should be limited~~ to those which are most appropriately located  
4 in and are compatible with the rural environment. Such uses include, but are not limited to,  
5 veterinary clinics, nurseries, animal boarding facilities, feed stores, and some small-scale  
6 hospitality commercial uses such as country inns and restaurants.
- 7
- 8 (3) ~~Prohibit N~~ new residential development (except where accessory to commercial or industrial  
9 use) within these areas ~~should be prohibited~~.
- 10
- 11 (4) Establish performance standards for all development in Rural Commercial areas to ensure  
12 that allowed uses are consistent with the rural character of the area and minimize adverse  
13 environmental impacts. Standards should address access, circulation, signage, parking, noise,  
14 odor, vibration, spray, smoke, screening, lighting, waste disposal, and storm drainage control.
- 15
- 16 (5) Allow agri-solar and community solar arrays that support the vision of reducing our  
17 dependence on the mainland for energy.
- 18

#### 19 2.5.4 SPECIAL DISTRICTS

20  
21 This section of the Land Use Element provides goals and policies for the conservation of areas with unique  
22 or valuable natural features which warrant specific recognition and protective measures to ensure their  
23 existing character is maintained. Two districts, Conservancy and Natural, fall into this category.

##### 24 2.5.4.A Conservancy

25  
26  
27 **Goal: To protect, conserve, and manage existing natural conditions, resources, and valuable historic,**  
28 **scenic, educational, or scientific research areas for the benefit of existing and future generations**  
29 **without precluding compatible human uses.**

##### 30 Policies (2.4.A.1-5):

- 31  
32
- 33 1. Areas which are characterized by one or both of the following criteria may be designated as  
34 Conservancy on the ~~Comprehensive Plan~~ Official Maps:  
35
- 36 a. areas possessing valuable natural features or resources which will tolerate only minimal  
37 disturbance of the existing terrestrial or freshwater environments; or  
38
- 39 b. areas possessing scenic, historical, or recreational qualities of considerable local, regional, state  
40 or national significance which would be adversely affected by extensive modification or intensive  
41 use.
- 42
- 43 2. Allow the reclamation, rehabilitation, and where possible, the enhancement of scenic, unusual, and  
44 fragile areas and ~~renewable and non-renewable~~ natural resources.
- 45
- 46 3. Ensure that the location and design of all development within Conservancy areas will minimize  
47 adverse impacts on the natural features or resources of the site.
- 48
- 49 4. Allow uses and activities which promote environmental conservation and provide environmental  
50 education opportunities.
- 51

5. Prohibit all commercial and industrial uses unless such uses are accessory to an existing use (for example home occupations, cottage enterprise, and paddle boat rentals or maintenance storage yards for park and recreation areas).

#### 2.5.4.B Natural

**Goal: To preserve indigenous plant and animal species and ecosystems in a natural state for the benefit of existing and future generations.**

#### ~~Policies (2.4.B.1-6):~~

1. Designate lands as Natural only upon request of the landowner.
2. Designate as Natural only those areas which are characterized by the presence of intact indigenous ecosystems or rare or unusual indigenous plant or animal species which are relatively intolerant of human use.
3. Prohibit uses and activities which would encroach upon and disrupt rare plant and animal species and ecosystems.
4. Prohibit land divisions for residential development.
5. Prohibit cottage enterprises and all commercial and industrial uses.
6. Allow uses and activities which promote preservation of the ecosystem and provide environmental education opportunities.

### 2.56 OVERLAY DISTRICTS

This section of the Land Use Element provides Provided below are goals and policies in addition to that supplement those above for certain land areas and uses which warrant specific recognition and management. Except as otherwise provided in this Section, the provisions of an Overlay District shall prevail over any conflicting provisions of this *Plan* or plans adopted for urban growth areas, activity centers or subareas. All other provisions of this *Plan* shall retain full ~~force and~~ effect within the Overlay District. The following types of Overlay Districts are ~~provided for by~~ established in this *Plan*:

#### ~~2.54.A Mineral Resource Lands~~

~~NOTE: Moved to Natural Resource Land Policies~~

~~Goal: — Assure that mineral resource lands of long-term commercial significance are conserved in order to provide continued and economical local access to valuable minerals, particularly those used for construction materials.~~

#### ~~Policies (2.5.A.1-4):~~

- ~~1. Upon application by a landowner, lands which are characterized by the following criteria may be designated as a Mineral Resource Land Overlay District on the *Comprehensive Plan* Official Maps:~~
  - ~~a. Have a known or potential extractable resource in commercial quantities verified by submittal of a geologic and economic report prepared by a qualified professional;~~
  - ~~b. Current or future land use will not exceed a residential density of one dwelling unit per ten acres;~~

- 1 e. ~~Are not within an Activity Center, Rural Residential, Natural or Conservancy designation or any~~  
2 ~~Shoreline designation; and~~  
3  
4 d. ~~Are not within a wetland or fish and wildlife area as defined in this Plan.~~  
5  
6 2. ~~Protect mineral resource lands of long term commercial significance from incompatible land uses and~~  
7 ~~land use patterns so that access to existing and potential resources is maintained. With appropriate~~  
8 ~~design and performance standards land uses such as agriculture, forestry and some industries, and~~  
9 ~~low intensity residential uses (average density at least ten acres per unit), are compatible with mineral~~  
10 ~~extraction and processing while other uses such as medium to high intensity residential uses are not.~~  
11 ~~Resource protection should be accomplished without loss of existing density potential.~~  
12 3. ~~Existing and potential sources of sand, gravel, and rock vary in size and distribution; those which are~~  
13 ~~most likely to provide for long term production with only minimal impact on the environment should~~  
14 ~~receive the highest priority for protection through designation with a Mineral Resource Lands overlay~~  
15 ~~district and attendant regulations to protect long term access and use potential.~~  
16  
17 4. ~~Allow those activities associated with long term mineral extraction which enhance the commercial~~  
18 ~~viability of extraction operations to locate within designated mineral resource lands, subject to~~  
19 ~~performance standards to minimize negative impacts on the surrounding area.~~  
20

## 21 2.56.BA Critical Areas

22  
23 Critical Areas are areas within San Juan the County that are important to the healthy function of natural  
24 ecosystems, as well as areas that can be hazardous to people and their property. Critical Areas include  
25 wetlands, fish and wildlife habitat conservation areas, critical aquifer recharge areas, geologically  
26 hazardous areas, and frequently flooded areas. ~~The Washington Growth Management Act GMA requires~~  
27 ~~Counties to designate and protect critical areas. The policies in this section are intended to will guide the~~  
28 ~~development of County regulations and programs for Critical Areas to ensure they are protected.~~  
29 ~~(Additional goals and policies related to Critical Areas within the shoreline jurisdiction are found Also see~~  
30 ~~the Shoreline Master Program, in Section B, Element 3 of this Plan).~~  
31

### 32 Goals:

- 33  
34 **Goal 1: 1. Protect the functions and values of Critical Areas, giving special consideration to anadromous**  
35 **(migratory) fish.**  
36  
37 **Goal 2: 2. Allow for use of property to the greatest extent possible while protecting Critical Area**  
38 **functions and values.**  
39  
40 **Goal 3: 3. Establish Critical Area requirements that are balanced and related to impacts.**  
41  
42 **Goal 4: 4. Establish funding mechanisms to support Critical Area protection programs including funding**  
43 **for voluntary measures such as education, technical assistance, and cost share programs.**  
44

### 45 Policies (2.5.B.1-11):

- 46  
47 1. In conformance with the ~~GMA Washington Growth Management Act~~, in designating and protecting  
48 critical areas establish regulations that protect ~~Critical Areas~~, based on consideration of the best  
49 available science.  
50

- 1 2. Adopt policies and regulations ~~that, as of the effective date of implementing ordinances, are designed~~  
2 to protect functions and values of critical areas.
- 3
- 4 3. ~~In addition to regulations, d~~Develop voluntary and incentive-based programs to protect the overall  
5 functions and values of ~~C~~critical Areas and other natural resources. Voluntary actions may include  
6 education, technical assistance, water conservation, stewardship programs, implementation of best  
7 management practices, and restoration activities. ~~One purpose of these programs is to mitigate~~  
8 ~~impacts resulting from authorized exemptions and exceptions.~~
- 9
- 10 4. Manage and mitigate ~~T~~the impacts of land use and development ~~preferably will be managed and~~  
11 ~~mitigated on site.~~
- 12
- 13 5. ~~When developing Critical Area regulations, e~~Consider the positive effect of all State, Federal and local  
14 environmental protection programs when developing Critical Area regulations.
- 15
- 16 6. ~~To the extent possible, a~~Adopt protection standards that vary based on site characteristics to the  
17 extent possible.
- 18
- 19 ~~7. Encourage the installation of water catchment systems.~~
- 20 ~~87.~~ Implement applicable the provisions of adopted Salmon Recovery and Marine Area Stewardship  
21 Plans, giving special consideration to anadromous fish.
- 22
- 23 ~~98.~~ Monitor and enforce permit requirements and Best Management Practices designed to protect  
24 ~~C~~critical Areas
- 25
- 26 ~~109.~~ Control or eradicate invasive and/or noxious weeds in conformance with RCW 17.10.
- 27
- 28 ~~1110.~~ Any regulation created pursuant to these policies should include provisions for Allow reasonable  
29 use exceptions and nonconforming uses.
- 30

31 11. The protected critical areas are:

32 **a. Geologically Hazardous Areas**

33 **Goal: To protect the public health, safety and welfare from threats resulting from incompatible**  
34 **commercial, residential, institutional or industrial development being sited in geologically**  
35 **hazardous areas.**

36 Policies:

- 37 i. Designate geologically hazardous areas in accordance with WAC 365-190-080(4).
- 38 ii. Designate and classify areas on which development should be prohibited, restricted, or  
39 otherwise controlled because of danger from geological hazards based on the level of hazard  
40 or risk.
- 41 iii. Require that significant geological impacts resulting from development are either mitigated  
42 or avoided within geologically hazardous areas.
- 43 iv. Avoid locating essential public facilities such as hospitals and emergency response operations  
44 in geologically hazardous areas.

45 **b. Frequently Flooded Areas**

46 **Goal: To protect the public health, safety, and general welfare, and to minimize public and**  
47 **private losses due to flood conditions in specific areas of special flood hazard areas.**

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**Policies:**

- i. ~~Protect the important hydrologic role of frequently flooded areas by designating those areas subject to frequent flooding or coastal inundation as special flood hazards. At a minimum, d~~Designate and protect the 100-year area of special flood hazard as defined and mapped by the Federal Emergency Management Agency.
- ii. Prevent or mitigate the impacts of development which may result in hazards to persons or property, or harm to hydrologic functions. ~~In general, this will be accomplished through compliance with applicable building codes, and Titles 15 and 18 of the San Juan County Flood Hazard Ordinance and the requirements of the Unified Development Code.~~
- iii. Minimize expenditures of public money for costly flood control projects and minimize the need for rescue and relief efforts associated with flooding.

**c. Critical Aquifer Recharge Areas**

**Goal: Protect the quality and quantity of groundwater.**

**Policies:**

- i. Designate and classify those areas which have the characteristics of critical aquifer recharge areas.
- ii. Within critical aquifer recharge areas, regulate those uses which could potentially have a significant negative impact on ground water quality and/or quantity. Such uses include, but are not limited to, underground hazardous materials storage tanks, facilities which use or store significant amounts of hazardous materials or wastes, large on-site sewage disposal systems, petroleum pipelines, landfills, and surface mining operations.

**d. Wetlands**

**Goal: To protect wetlands from a net loss in functions, values, and acreage.**

**Policies:**

- i. Designate, classify, and regulate wetlands based on wetland functions and values consistent with State guidance.
- ii. Establish standards for wetland protection including use limitations and buffers based on the classification of the wetland and the potential impact of a proposed use on the wetland.
- iii. Establish a mitigation sequence which includes, in order of priority, avoiding, minimizing or compensating for adverse impacts to regulated wetlands and/or their buffers.
- iv. Define wetlands consistent with RCW 36.70A.030(21).
- v. Delineate wetlands using the ~~Washington State Wetlands Identification and Delineation Manual, Ecology Publication 96-94, or comparable criteria consistent with state law, RCW 36.70A.175-~~ definitions and methods prescribed in the 1987 U.S. Army Corps of Engineers "Corps of Engineers Wetlands Delineation Manual," Technical Report Y-87-1 and rate them according to the Washington State Wetland Rating System for Western Washington – Revised (Ecology Publication No. 04-06-025), as revised by Ecology.

1 vi. Establish ~~methodologies which provide for~~ regulations for compatible agricultural uses of  
2 wetlands and their buffers and support implementation of the Voluntary Stewardship  
3 Program.  
4

5 **e. Fish and Wildlife Habitat Conservation Areas**

6 **Goals**

7 **Goal 1:1.** To protect the functions and values of fish and wildlife habitat conservation areas.

8  
9 **Goal 2:2.** Within and adjacent to 100 year areas of special flood hazard, protect and restore  
10 habitat for salmon listed as endangered, threatened or sensitive.

11 **Policies:**

12  
13 (1)i. Designate and classify fish and wildlife habitat conservation areas in accordance with WAC  
14 365-190-080(5) based on type, State or Federal status, association with priority species, or  
15 species of local concern.

16  
17 (2)ii. Establish standards including buffers, timing restrictions, and site specific habitat  
18 management plans based on the classification of the habitat area and the potential impact of  
19 a proposed use on the affected habitat.

20  
21 (3)iii. Use the WA Dept. of Natural Resources stream typing system.

22  
23 (4)iv. Establish clearing, grading and stormwater management regulations that protect water  
24 quality, water quantity, and fish and wildlife habitat from short term and long term impacts  
25 of land use and development.

26  
27 (5)v. Adopt regulations prohibiting the blockage of fish passage in F type streams.  
28  
29

30  
31 **2.56.CB Open Space Conservation**

32  
33 **Goal:** To protect those significant open spaces and vistas which substantially contribute to the rural  
34 character of the County.

35  
36 **Policies (2.5.C.1-2):**

37  
38 1. Identify *open space resources of high and very high conservation priority* and establish an Open Space  
39 Conservation Overlay District for these areas. High and Very High conservation priority areas are  
40 preliminarily identified on maps in the *Open Space and Conservation Plan*. Consider applying the Open  
41 Space Conservation District Overlay to those lands that are within landscape units which are rated in  
42 the *Open Space and Conservation Plan* and which have a score of 35 and above. Seek opportunities  
43 to work with property owners to prepare conservation plans for development in these areas upon  
44 designation of an Open Space Conservation Overlay District.

45  
46 2. Develop ~~Site~~ planning standards for ~~development in~~ Open Space Conservation Overlay District areas  
47 ~~should be~~ specific to the type of open space resource ~~involved~~ and its particular sensitivity to land  
48 alteration.  
49

50 **2.56.DC Airport Overlay District**

1 **Goal: To protect the public health, safety and welfare, to recognize those areas devoted to aviation uses**  
2 **and provide areas for those activities supporting or dependent upon aircraft or air transportation, when**  
3 **such activities benefit from a location within or immediately adjacent to a public airport, and to**  
4 **promote compatibility between airport uses and land uses and activities in the airport vicinity and**  
5 **environs.**

6  
7 **Policies (2.5.D.1-4):**

- 8  
9 1. Apply ~~the~~ Airport Overlay District designation ~~may be applied~~ to publicly-owned airports, and  
10 accessory uses. The boundaries of an airport overlay district may not necessarily coincide with those  
11 of a port district.  
12  
13 2. Designate FAA Airspace Zones within the Airport Overlay Districts and establish development  
14 standards and regulations for the lands underlying FAA imaginary surfaces including but not limited  
15 to, standards for location, design, operations, clearances, marking and lighting, buffering, landscaping,  
16 and noise abatement. Such standards should be based on Federal Aviation Administration advisory  
17 circulars regarding "Model Airport Hazard Zoning" and FAA regulations regarding "Objects Affecting  
18 Navigable Airspace" as they may be amended.  
19  
20 3. Designate Aircraft Accident Safety Zones within the Airport Overlay Districts and establish  
21 development standards and regulations for allowable uses, residential densities, open space, and  
22 noise to address safety issues and avoid the location of potentially incompatible uses in the airport  
23 environs.  
24  
25 4. Apply the more restrictive regulations ~~if~~ there is any conflict between regulations of an Airport  
26 Overlay District and regulations of an underlying designation, the more restrictive regulations should  
27 apply.  
28

29 **2.5.E.D Watershed Management**

30  
31 **Goal: To protect surface and ground water quality and quantity used for drinking water, and necessary**  
32 **to support marine areas sensitive to land use and development activities.**

33  
34 **Policies (2.5.E.1-2):**

- 35  
36 1. Identify surface water bodies and groundwater recharge areas used for public drinking water supplies  
37 and, if appropriate, establish a watershed management overlay designed to address the particular  
38 water quality and quantity needs for the selected areas.  
39  
40 2. Identify critical marine habitat areas, including but not limited to commercial and recreational  
41 shellfish areas, and establish watershed management overlays for them that, in addition to shoreline  
42 management provide sufficient protection from the impacts of upland uses and developments to  
43 maintain their habitat quality.  
44  
45 3. ~~When feasible, u~~Use a watershed based approach for managing water, aquatic ecosystems and other  
46 natural resources when feasible.  
47

48 **2.5.F.E San Juan County Fairgrounds**

1 **Goal:** To ensure that the San Juan County Fairgrounds are accommodated appropriately within the land  
2 use concept of this *Plan* for the 20-year planning period and beyond.

3  
4 **Policies (2.5.F.1-4):**  
5

- 6 1. The Fairgrounds Overlay District is to allow land uses and developments at the fairgrounds  
7 property on San Juan Island in a manner which may not be otherwise allowed by the underlying  
8 land use district, so that the San Juan County Fairgrounds may continue to serve the county-wide  
9 community over the long term, in its present capacities and in the accommodation of future uses  
10 consistent with its continued management for public-service purposes.  
11
- 12 2. Capital planning for fairgrounds facilities should be conducted in concert with the county capital  
13 budget cycles.
- 14 3. A master plan for the fairgrounds should be maintained by the San Juan County Fair Board,  
15 updated at least every six years, and submitted with each annual-year review cycle to the County  
16 Council for approval with the six-year capital budget.  
17
- 18 4. The Planning Commission and the County Council shall review the development regulations  
19 applicable to the Fairgrounds Overlay District, including the list of allowable uses within the  
20 overlay district at least as frequently as the required comprehensive plan updates pursuant to the  
21 GMA. The purpose of this review is to identify and adopt any appropriate modifications based on  
22 public comment from fairground neighbors or significant changes in the environment adjacent to  
23 the overlay district.  
24

25 **2.67 SUBAREA PLANS**  
26

27 This section of the Land Use Element provides the following goals and policies to guide the development  
28 of subarea plans. Subarea plans are intended to address the needs of specific geographic areas or the  
29 management of resources when they cannot be adequately addressed by the designations and provisions  
30 of this *Plan*.  
31

32 **2.67.A Goals and Policies**  
33

34 **Goal:** To provide for the creation of detailed plans for village activity centers, specific  
35 geographic areas, or for resources, in order to better address the unique needs and interests of  
36 those areas, environments, or functions.  
37

38 **Policies (2.6.A.1-5):**  
39

- 40 1. Require that Subarea plans ~~should~~ be consistent with, and more specific than, the goals and  
41 policies of this *Plan* and consistent with State law.  
42
- 43 2. Allow Subarea plans ~~may to~~ be developed to address unique circumstances and achieve specific  
44 goals which cannot be accomplished through or by amendment of the goals and policies of this  
45 *Plan* and associated regulations. Subarea plans for village activity centers may include rural and  
46 special district lands adjacent to their boundaries.  
47
- 48 3. Allow Subarea plan proposals ~~may to~~ be initiated by public or private groups, agencies, or  
49 individuals. Subarea plans should be presented initially as a general concept so as to allow full  
50 opportunity for public and agency participation in subarea plan development. Fairness, openness,  
51 and full citizen participation shall be paramount in all subarea planning procedures and processes.

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- 4. ~~Include the following in~~ subarea plan proposals ~~should include the following~~: Statement of Purpose; Description of Citizen Participation Process; Description and Character of the area; and, the Vision or Goal to be achieved by the subarea plan.
- 5. ~~Ensure that~~ subarea plan proposals ~~should be~~ are preliminarily evaluated by the Planning Department and reviewed by the Planning Commission prior to authorization by the Board of County Commissioners for inclusion in Planning Department work programs.

**2.67.B Existing Subarea Plans**

The following descriptions outline the general purpose and area of application of adopted subarea plans.

**1. DNR Trust Lands Management Plan**

This policy plan adopted by the County and the Board of Natural Resources in 1986 identifies the most appropriate uses of and management plans for ~~approximately 2,500 acres of~~ Washington Department of Natural Resources-managed trust land in the eCounty. Trust lands in the eCounty are located on six islands. Twenty-one of the properties are "common school trust lands" with limitations on their disposition and use.

**2. Eastsound Subarea Plan**

Eastsound is the largest unincorporated community in the county. It is the geographic center of Orcas Island and is the commercial and cultural center of the island community. The plan provides land use and development goals, policies and regulations specific to the Eastsound area. The *Plan* includes an official map that illustrates the boundaries of the subarea and the different land use districts within the boundaries. The *Plan* was first adopted in 1981, was completely revised in 1992, and further amended in 1996 and December 2015.

**3. Open Space and Conservation Plan**

This plan was adopted in 1991 and is intended to identify and recommend a variety of possible methods to protect those open spaces, vistas and view corridors that substantially contribute to the sense of rural character that now prevails in most of the county. The *Plan* presents the methods used for identifying significant open space resources, factors working to degrade those resources, and the effectiveness of open space conservation tools presently available. The *Plan* adopts no regulations, instead it presents specific recommendations for action to conserve open space resources.

**4. Shaw Island Subarea Plan**

The *Shaw Island Subarea Plan* was adopted in 1994 to protect the existing character and qualities of Shaw Island through goals, policies and regulations which are more specific to the needs and interests of the Shaw community. Shaw residents and property owners wish to protect the quiet, rural environment that results from limited commercial activity and a limited transportation network, and to ensure that demand does not exceed the present or planned capacity of infrastructure and public services.

**5. Waldron Island Limited Development District (LDD) Subarea Plan**

1 The *Waldron Island Limited Development District Subarea Plan* was adopted in 1995 and is a  
2 complete revision of the original plan adopted for Waldron in 1976. While Waldron is frequently  
3 characterized by the amenities it does not have (ferry service, electricity, paved roads), it is rich  
4 in attributes highly valued by the majority of its residents and property owners. Fields and forest,  
5 rock and beaches, clean air and water are part of everyday life, as are litter free, unpaved roads  
6 with minimal motor vehicle traffic. Waldron is not a wilderness, but the environment is relatively  
7 unspoiled. The plan recognizes the limited availability of government services and capital facilities  
8 existing and planned for on Waldron and is designed to maintain the existing rural, residential and  
9 agricultural character of the island.

10  
11  
12  
13  
14 **6. Lopez Village Plan for the Vital Place at the Heart of Lopez Island (Lopez Village Plan)**

15  
16 The Lopez Village Plan for the Vital Place at the Heart of Lopez Island was adopted in 2018<sup>9</sup>. It is  
17 a subarea plan for the Lopez Village Urban Growth Area (Village). The Village includes  
18 approximately 197 acres on the western side of Lopez Island. The Village's western boundary is  
19 almost exclusively identified by the shoreline of Fisherman Bay in San Juan Channel. The eastern  
20 boundary extends in a north/south alignment that encompasses parcels on the eastern side of  
21 Fisherman Bay Road. Lopez Village is about 1.6 miles in length and one-half mile wide.

22  
23 This plan reflects the vision and core values developed by the community. It is focused on people,  
24 health, housing, connectivity, and protection of the natural environment and quality of life that  
25 makes Lopez Village a special place to live.

26  
27 The Lopez Village Plan supplements the goals and policies of the SJC Comprehensive Plan. It  
28 applies to all land, land use activity, and to all structures and facilities developed within the official  
29 map of the Lopez Village Urban Growth Area. The provisions of the Lopez Village Plan will prevail  
30 over any conflicting provision of the Plan except as provided in the Shoreline Master Program.

**COMPREHENSIVE PLAN**

**SECTION B, ELEMENT 6**

**TRANSPORTATION**

**May 6, 2022**  
~~October 21, 2016~~  
~~Adopted November 8, 2016~~

*"We have water, land, and air transportation systems commensurate with our island culture. ~~On-island circulation is by means of a system of scenic rural roads with automobile, bicycle and pedestrian ways functioning without conflict. In some places, the roads are unpaved, narrow, and winding, and care is taken to maintain a rustic quality in public signs. Transportation plans carefully consider multimodal transportation and rural character. Expansion or new construction of basic public transportation systems, infrastructure, and facilities occurs only on the basis of based on demonstrated local public need. Advanced interactive communication systems are infrastructure is encouraged.~~"*

**ELEMENT 6**

**TRANSPORTATION**

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See APPENDIX 6 for Transportation Facilities Inventory, LOS Analysis, and Financial Analysis

1 **6.1 INTRODUCTION**

2  
3 **6.1.A Purpose and Background**

4  
5 The purpose of the Transportation Element is to establish goals and policies ~~which~~ that will guide the  
6 development of air, marine, and land transportation facilities and services in San Juan County, in a manner  
7 consistent with the overall goals of the Comprehensive Plan (*Plan*) and Vision Statement. It establishes  
8 direction for development of regulations for transportation systems, and for facilities and transportation  
9 improvement programs, now and through the year ~~2030~~ 2036. The goals and policies in the  
10 Transportation Element are based upon the community vision, ~~the 2021~~ 2036 travel population forecasts,  
11 ~~and other information provided in Appendix 6, and other applicable transportation plans, that address~~  
12 ~~nonmotorized trails development for pedestrians, equestrians and bicyclists.~~

13  
14 The San Juan County Parks, Trails and Natural Areas Plan and Nonmotorized Plan (PTNA-NM) was  
15 developed to meet the multimodal transportation and recreational needs of the community. It was  
16 adopted as Appendix 11 of the Plan in 2016. The PTNA-NM is implemented collaboratively by San Juan  
17 County Parks, Public Works, the Land Bank and other partners. It establishes the community's criteria for  
18 prioritizing nonmotorized projects, contains a trails classification system, and identifies trail corridors for  
19 development, as well as identifying nonmotorized facility funding mechanisms and local financing options.  
20 The PTNA-NM also lists marine facilities and shore access sites within public right-of-way that can be used  
21 to provide access to motorized vessels or hand-carry boats and recreation. Its goals and strategies provide  
22 a framework that the community can use to meet its vision of providing safe, nonmotorized travel on a  
23 multi-purpose trail and corridor system and locations designed to provide accessibility to community  
24 activities, recreational areas and public shorelines.

25  
26 Another San Juan County plan referenced in the Transportation Element is the San Juan County  
27 Coordinated Human Services Transportation Plan (CHST). This plan built upon community efforts to gain  
28 a better understanding of the transportation needs of San Juan County residents (especially low-income,  
29 elderly and disadvantaged persons) and visitors. It explores potential options for creating a new vision of  
30 island travel, awareness of transportation needs and issues, and explores public and private transit  
31 coordination and transit funding strategies.

32  
33 The Transportation Element is a mandatory planning element under the Growth Management Act (GMA)  
34 and was developed in accordance with RCW 36.70A.070(6) to be consistent with and implement the Land  
35 Use Element. It is based on a systematic planning approach that considers anticipated growth and  
36 transportation demand in planning for future transportation system needs.

37  
38 The Transportation Element contains the introduction, goals and policies, and is based upon the data and  
39 analysis provided in Appendix 6, Transportation, ~~Appendix 6, Transportation of this Comprehensive Plan~~  
40 ~~which~~ includes inventories of the existing air, marine and land transportation systems. A consultant,  
41 Transpo Group, evaluated the available population and vehicular data to prepare projected growth rates  
42 to ~~2021~~ 2036, which were used to assess transportation facility and service demand and capacity. The  
43 transportation analysis includes a ~~ten-year~~ forecast of impacts to the transportation system and state-  
44 owned transportation facilities, consistent with land use and growth assumptions. ~~Factors affecting the~~  
45 ~~existing level of service (LOS) and recommended LOS for the various facilities was presented by Transpo~~  
46 ~~Group in the following series of memos dated June 16, 2010:~~

- 47  
48
  - ~~Memo 1 of 3: San Juan County Transportation Element Growth Rates~~

- 1                   ◆ Memo 2 of 3: San Juan County Transportation Level of Service Analysis
- 2                   ◆ Memo 3 of 3: Potential Transportation Level of Service Refinement

3 The LOS analysis resulted in the recommended level of service standards and identification of long-range  
4 planning needs.

5  
6 Appendix 6 also includes a discussion of transportation demand management ~~transportation~~ options and  
7 intergovernmental coordination. Lastly, it contains an analysis of the County's transportation funding  
8 capability and financing options, and a multi-year financing plan for transportation improvement projects.

9  
10 ~~Additional white papers developed by the Community Development and Planning Department and the~~  
11 ~~Public Works Department were considered during the development of the transportation goals and~~  
12 ~~policies. These papers provided information pertaining to LOS, Washington State Ferries (WSF) LOS,~~  
13 ~~impact fees and concurrency, prioritizing trails with road projects, transportation benefit districts and~~  
14 ~~Regional Transportation Planning Organizations.~~

15  
16 ~~Many state and federal transportation regulations and programs require accommodation of or encourage~~  
17 ~~the development of nonmotorized transportation facilities and connections as part of an integrated~~  
18 ~~transportation system. Starting with the federal government and working down to state, regional and~~  
19 ~~county levels, the acceptance of the need to design facilities to accommodate pedestrians, equestrians,~~  
20 ~~bicyclists and hand and wind-powered marine vehicles has become a legislative directive for local and~~  
21 ~~county government, including San Juan County.~~

22  
23 ~~The provision of a safe and efficient network of pedestrian, equestrian, bicycling, and marine trails has~~  
24 ~~been an important component of the County's multi-modal transportation system for many years. Since~~  
25 ~~1979, the Transportation Element of the Comprehensive Plan has included direction to accommodate safe~~  
26 ~~use of bicycles and pedestrian pathways. Based on significant public and Parks and Recreation input, two~~  
27 ~~resolutions were passed in the 1990's that sought to develop important bicycle and walking trails.~~

28  
29 ~~While the demand for these facilities has been made and recognized repeatedly, in the adopted~~  
30 ~~Transportation Improvement Plans and the 1999—2004 Parks, Recreation and Preserved Lands Plan for~~  
31 ~~San Juan County residents were historically ambivalent about accommodating bicycles and creating new~~  
32 ~~paths for walking and riding. On one hand, historic surveys showed that many residents yearned for a~~  
33 ~~safer, more tranquil way to get out of their cars. On the other hand, funding and implementation have~~  
34 ~~been challenges for the realization of these plans.~~

35  
36 ~~The San Juan County Parks, Trails and Natural Areas Plan and Nonmotorized Plan is updated every six~~  
37 ~~years. It contains the nonmotorized inventories, strategies, goals, policies, actions, and financial~~  
38 ~~components. It is adopted by reference to serve as the County's Nonmotorized Transportation Plan.~~

39  
40 ~~The San Juan County Parks, Trails and Natural Areas Plan and Nonmotorized Plan also contains a trails~~  
41 ~~classification system (road right of way trail, rustic trail and bike trail), and identifies trail corridors for~~  
42 ~~development. It identifies nonmotorized facility funding mechanisms and local financing options. Its'~~  
43 ~~goals and strategies provide a framework that the community can use to meet its vision of providing safe~~  
44 ~~nonmotorized travel on a multi-purpose trail and corridor system designed to provide accessibility to~~  
45 ~~community activities and recreational areas.~~

46

1 ~~The plan is designed to meet the transportation and recreational needs of the community. It is~~  
2 ~~implemented collaboratively by San Juan County Parks and Public Works departments, the San Juan~~  
3 ~~County Land Bank and other partners. It establishes the community's criteria for prioritizing nonmotorized~~  
4 ~~projects. A long range action plan and project list guides community investment in a variety of trail~~  
5 ~~development projects. In addition, a detailed six year plan identifies projects and funding sources for~~  
6 ~~trails development in the near term and inclusion on the capital facilities six-year plan. Trail development~~  
7 ~~projects implemented by Public Works in the County road rights-of-way are identified on Public Works'~~  
8 ~~six-year Transportation Improvement Program (TIP).~~  
9

10 ~~Another plan, the 2006 San Juan Islands Trails Plan prepared by the San Juan Island Trails Committee to~~  
11 ~~promote island wide trail networks provided information for the development of the nonmotorized goals~~  
12 ~~and policies. Another plan, the 2006 San Juan Islands Trails Plan prepared by the San Juan Island Trails~~  
13 ~~Committee to promote island wide trail networks provided information for the development of the~~  
14 ~~nonmotorized goals and policies. Currently, the Lopez Island Community Trails Network is developing a~~  
15 ~~plan. The National Parks Service has provided technical assistance in the development of these plans~~  
16 ~~through its Rivers, Trails, and Conservation Assistance Program.~~  
17

18 ~~In addition, another San Juan County plan referenced in the Transportation Element is the San Juan County~~  
19 ~~Coordinated Human Services Transportation Plan. This plan built upon community efforts to gain a better~~  
20 ~~understanding of the transportation needs of San Juan County residents (especially low income, elderly~~  
21 ~~and disadvantaged persons) and visitors. It explores potential options for creating a new vision of island~~  
22 ~~travel, awareness of transportation needs and issues, and explores public and private transit coordination~~  
23 ~~and transit funding strategies.~~  
24

25 ~~The development of this Transportation Element and related transportation plans have included extensive~~  
26 ~~public participation processes. In addition, the results of the Council on Economic Development's~~  
27 ~~Transportation Summit and subsequent work by the County's Critical Needs Task Force which was~~  
28 ~~organized with the support of the San Juan Community Foundation helped to shape the County's~~  
29 ~~development of recent transportation plans.~~  
30

### 31 Organization

32  
33 ~~The Transportation Element is organized to first to outline the overriding goals and objectives for all forms~~  
34 ~~of transportation, then to provides specific goals and policies for air, marine, and land transportation~~  
35 ~~systems, and as well as intergovernmental and regional coordination. In addition to providing general~~  
36 ~~guidance for action, these policies are designed to assist the County in determining priorities and assigning~~  
37 ~~responsibilities for plan implementation.~~  
38

39 ~~The Air Transportation goals and policies address the long term management of airports, airport related~~  
40 ~~operations and services, and other air transportation facilities. The Marine Transportation goals and~~  
41 ~~policies address long term marine transportation services and development of new facilities. The Land~~  
42 ~~Transportation goals and policies address the development and maintenance of land transportation~~  
43 ~~facilities and provide guidance for County decisions on their funding, scheduling, design and construction.~~  
44 ~~Intergovernmental and regional coordination goals address County transportation system development~~  
45 ~~in relation to adjacent jurisdictions, and other counties, regions and entities.~~  
46  
47  
48

1 **6.1.B Level of Service Standards and Concurrency**

2  
3 Level of Service

4  
5 One of the principal criteria for identifying needed capital improvements for transportation systems is the  
6 establishment of level of service (LOS) standards. ~~LOS standards~~ to measure the capacity of capital  
7 facilities and services ~~which are~~ necessary to support new development and maintain or enhance the  
8 quality of life in the community. The LOS standards adopted by San Juan County are based on the  
9 community's values and vision of its future. LOS standards serve as a gauge to judge the performance of  
10 the transportation systems and ensure that the community:

- 11  
12
  - Has set realistic, measurable and attainable transportation goals;
  - Accounts for the impacts of growth and development; and
  - Makes transportation planning and programming decisions based upon community valued  
15 policy direction.

16  
17 The LOS standards for the San Juan County's road transportation systems are based on the physical  
18 capacity of the facility or service, as well as ~~and~~ development projections. An explanation of the LOS  
19 standards is provided in Appendix 6.

20  
21 Transportation plans carefully consider multimodal transportation and rural character. The County  
22 prioritizes transportation improvements for expansion or construction of transportation systems,  
23 infrastructure, and facilities are prioritized roadways, bridges, marine facilities and bicycle/pedestrian  
24 accommodations based on capacity, safety, operation, maintenance, and demonstrated local public  
25 need importance to the community. These aspects of the transportation facilities are reviewed in  
26 Appendix 6.

27  
28 Concurrency

29  
30 Consistent with GMA requirements, the County adopted development regulations ~~which that~~ prohibit  
31 development approval if a development would cause the level of service on a transportation facility to  
32 decline below the adopted standards, unless transportation improvements or strategies to accommodate  
33 the impacts of the development are made concurrent with the development in accordance with county  
34 standards.

35  
36 **6.1.C Relationship to Plan Elements, Consistency with Adjacent Jurisdictions and Regional Plan**  
37 **Coordination**

38  
39 Relationship to Plan Elements

40  
41 This Element was developed to evaluate existing conditions, and to identify future planning needs. It sets  
42 out the goals, policies and preferences of the County for maintaining and improving the quality of  
43 transportation facilities and services, ~~and to guide intergovernmental and regional and international~~  
44 ~~coordination~~ while assuring consistent adherence to the general goals and policies regarding the use and  
45 development of land and transportation facilities as expressed in the other elements of the  
46 Comprehensive Plan, including subarea plans.

47  
48 Consistency with Plans of Adjacent Jurisdictions and Regions

1  
2 Intergovernmental, regional and international coordination of plans are addressed in this element,  
3 including coordinated planning for consistency with jurisdictions with common borders and counties that  
4 share common regional issues. The Town of Friday Harbor is the only incorporated city in San Juan County.  
5 In 1992, the County and the Town of Friday Harbor jointly adopted Countywide Planning Policies (CPPs)  
6 (Resolution No. 120-199, which was updated by the adoption of Ordinance 48-2008). These policies  
7 address the need for consistent and coordinated County and Town comprehensive plans. The CPPs are  
8 included as Appendix 2 in this *Plan*. Consistency between this *Plan* and the Town of Friday Harbor  
9 Comprehensive Plan, including Chapter 5, Transportation, Element is required by the GMA. San Juan  
10 County is not a member of a Regional Transportation Planning Organization (RTPO); however, the County  
11 coordinates with ~~the~~ Whatcom, Island, and Skagit-~~Island~~ RTPOs Counties on regional planning issues.  
12

## 13 6.2 GENERAL TRANSPORTATION GOALS AND POLICIES

14  
15 The general goals and policies apply to all transportation modes.

### 16 6.2.A General Goals:

- 17  
18
- 19 1. To develop and maintain a safe, reliable, environmentally responsible, economically feasible, locally,  
20 regionally and internationally integrated transportation system that reflects the desires and  
21 preferences of County residents, supports economic vitality and preserves the rural character, scenic  
22 roadway features and aesthetics of island communities and the natural, social, and economic  
23 environment of San Juan County.  
24
  - 25 2. To implement the following principles to guide planning, design and construction of Complete Streets,  
26 in accordance with Ordinance 24-2018:  
27
    - 28 a. Promote healthy communities by designing walking villages and encouraging walking, bicycling,  
29 and use of public transportation;
    - 30
    - 31 b. Improve safety by designing roads to accommodate all users;
    - 32
    - 33 c. Reduce congestion by providing safe alternatives to single-occupancy driving; and
    - 34
    - 35 d. Preserve the rural character of the community by involving local citizens and stakeholders to  
36 participate in the planning and design of Complete Streets.
    - 37
  - 38 3. To develop a transportation system that corresponds to and is consistent with patterns of land  
39 development envisioned in adopted land use plans and also:  
40
    - 41 a. Addresses the complex transportation demands of current land use patterns, ~~and~~ prioritizes  
42 service to the Urban Growth Areas, accommodates the needs and priorities of residents and  
43 businesses while meeting the basic transportation needs of all islands in the County ~~including non-~~  
44 ~~ferry-served islands;~~
    - 45
    - 46 b. Enhances the character of the County as a single community of islands, while maintaining the  
47 individual character of each island;  
48

- 1 c. Directs development of facilities in a manner and at a scale consistent with the capabilities of the
- 2 site and the community to absorb them and increases the efficiency and safety of existing
- 3 transportation systems by using demand management strategies to avoid costly capital
- 4 expenditures;
- 5
- 6 d. Minimizes noise generated by transportation facilities and travel modes associated with them;
- 7
- 8 e. Provides a variety of transportation modes including air, marine and land (including
- 9 nonmotorized transportation options), and provides for efficient intermodal connections
- 10 between the ferry terminals, activity centers, and points of interest;
- 11
- 12 ~~f. Provides a safe and efficient network of trails for bicyclists, equestrians, pedestrians,~~
- 13 ~~nonmotorized marine traffic and encourages nonmotorized transportation as a viable, healthy,~~
- 14 ~~non-polluting alternative to single occupancy vehicles;~~
- 15
- 16 ~~g.~~ Supports the promotion and enhancement of tourism, recreation, special events, scenic byway
- 17 programs and diverse economic activities or opportunities;
- 18
- 19 ~~g.h.~~ Facilitates the development of privately and/or publicly funded projects to address specific
- 20 transportation needs and challenges, where appropriate;
- 21
- 22 ~~h.i.~~ Promotes modes of transportation and multi-modal connections that support active and healthy
- 23 communities and mobility for all users;
- 24
- 25 ~~i.j.~~ Encourages energy conservation, greenhouse gas emission reductions, and the use of low-impact
- 26 development techniques when physically and economically feasible in the development of
- 27 transportation systems and facilities;
- 28
- 29 ~~j.k.~~ Encourages development of transit system facilities and services that can reduce the reliance of
- 30 visitors and residents on single occupancy vehicles; ~~and~~
- 31
- 32 ~~k.l.~~ Coordinates transportation and emergency management services planning; and
- 33
- 34 ~~l.~~ Support and incentivize interconnected, multi-modal transportation options, including conversion
- 35 to electric vehicles, buses, vans, shuttles, taxis, electric rideshare and rental program.
- 36
- 37 4. To establish an adaptation planning process for transportation infrastructure to evaluate actions to
- 38 increase community and environmental resilience to climate change, while maintaining or modifying
- 39 essential services.
- 40
- 41 5. Prioritize the development of bike lanes from the ferry terminals to the major points of interest and
- 42 services on each island, to ensure connectivity utilizing safe designs for vehicle and bike separation.
- 43

**General Policies (6.2.A.1-8):**

- 1. Promote active citizen participation in the development and implementation of this Element.

- 1 2. Recognize the needs and desires of the residents of each island in making decisions regarding  
2 transportation facilities and their operation for that island.  
3
- 4 3. Ensure that consistency with the land use goals and policies adopted in the Comprehensive Plan and  
5 Shoreline Master Program is a primary consideration in the evaluation of proposed transportation  
6 facilities, while encouraging diverse economic opportunities.  
7
- 8 4. Anticipate and monitor changes in the use of and demand for transportation facilities, while managing  
9 development impacts and seeking ways to avert conflicts generated by increases in demands over  
10 time.  
11
- 12 5. Explore ways to promote transportation modes that may decrease demands for increased automobile  
13 traffic capacities on roads and ferries.  
14
- 15 6. Prevent the consideration and development of bridges and tunnels between islands and/or from the  
16 mainland.  
17
- 18 7. ~~Consider~~ Identify, develop and implement cross-border transportation routes, in addition to those  
19 established by ~~WSF~~ Washington State Ferry Service.  
20
- 21 8. Evaluate transportation system vulnerabilities to climate change, promote community and  
22 environmental resilience, and define adaptive strategies to reduce damage and maintenance.  
23
- 24 ~~9.8. Consider the risk of sea level rise in expenditures of public funds for transportation infrastructure.~~  
25
- 26 9. Support transportation facility design and operational measures that protect the environment, such  
27 as energy conservation, greenhouse gas emission reductions, and stormwater management.  
28
- 29 10. Support the electrification of all transportation modes ~~(including electric bikes, cars, planes, boats~~  
30 ~~etc. including electric bikes)~~ and provide recharge stations at key destinations throughout the County.  
31
- 32 11. Switch to electric vehicles for new county fleet purchases and electric motors, when feasible.  
33
- 34 12. Encourage bike safe roadway and trail designs to provide for safe separation of vehicles  
35
- 36 13. Recommend a program of utilizing a combination of right of way and private easements to provide for  
37 bike connectivity.  
38

#### 39 6.2.B Transportation Financing Goals and Policies

40 Section II in Appendix 6 of this *Plan* addresses transportation financing strategies for the ~~2012–2032~~ 2020–  
41 2036 planning period. It also includes an inventory of funding sources and levels for capital projects, an  
42 analysis of the County’s funding capabilities, and a copy of the ~~2019–2024~~ 2020–2036 six-year  
43 Transportation Improvement Program (TIP) prepared by Public Works. The TIP identifies specific projects  
44 and funding sources for both road, marine, and nonmotorized trail projects along County roads. Public  
45 Works also creates an annual ~~construction road~~ construction road plan (ARP ACP) that includes the Public Works projects  
46 budgeted for and approved by the County Council.  
47  
48

1 Funding and financing options for rustic and bike (non right-of-way) trail developments are addressed in  
2 the San Juan County *PTNA-NM Plan*. Trail projects are selected from a 20-year, long-range project plan  
3 for inclusion on the County's six-year capital facilities plan (CFP) and Parks Department and Land Bank  
4 budgets. Financing goals and policies for transit services and mobility coordination are addressed and  
5 prioritized in the ~~2010 SJC Health and Human Services Coordinated Transportation Plan~~ CHST and  
6 implemented through inclusion in the Health and Human Service Department's budget.

7  
8 As noted above, various County departments share responsibility for transportation planning, prioritizing  
9 projects, and managing and developing transportation services and facilities. The following goals and  
10 policies are intended to help guide the County as it develops transportation strategies, programs and  
11 projects based on community needs, budget capacity, and desire.

12  
13 **Goals:**

- 14  
15 1. To ~~ensure~~ assure that public transportation facilities provided by the County are within the ability of  
16 the County to fund.
- 17  
18 2. To develop funding, budgeting and operational strategies that can be implemented over the planning  
19 period ~~that~~ in order to create sustainable transportation funds, balance expenses with available  
20 revenue, and preserve appropriate cash reserves.
- 21  
22 3. To consider the use of appropriate methods of transportation financing, when necessary to meet  
23 community transportation needs.
- 24  
25 4. To include funding from the Public Works road fund budget for nonmotorized projects in ~~each of~~ the  
26 six-year transportation improvement programs.
- 27  
28 5. To encourage public-private cooperation and partnerships, in order to reduce barriers to maintaining  
29 and improving transportation facilities and services.
- 30  
31 6. To coordinate with the Town of Friday Harbor, Port Districts, and the Washington State Department  
32 of Transportation to plan fair share financial contributions to any transportation improvements  
33 needed to mitigate town, regional, County, or island-wide impacts.
- 34  
35 7. To support State legislation that would provide funding for local transportation system improvement,  
36 preservation and maintenance, and long-term, sustainable funding of WSF services and facilities.
- 37  
38 8. To work with state and federal agencies to increase marine traffic from the Gulf Islands, Canada.
- 39  
40 9. ~~To work with state and federal legislatures to create additional~~ international ports of entry on Lopez  
41 ~~and Orcas islands.~~
- 42  
43 ~~10.~~ To obtain transportation planning grants for a ~~dock utilization study~~ and the development and  
44 adoption of updated engineering and design standards and/or other transportation planning needs.
- 45  
46 ~~10~~1. To consider partnering with the Port Districts on future development projects.
- 47  
48 ~~11~~2. To consider funding for marine-based projects.

1  
2 **Policies (6.2.B.1-8):**

3  
4 **The County should:**

- 5  
6 1. Prepare a six-year Transportation Facilities Improvement Plan (TIP) in accordance with Chapter 36.81,  
7 RCW. The County Engineer should propose which roads, marine facilities, docks, boat ramps, barge  
8 landing sites, log dumps, mooring buoys, and road right-of-way trails should be improved, based on  
9 priority rating systems established for these facilities (see Appendix 6). Review prioritized projects  
10 with the Planning Commission and County Council prior to adoption of the Six-Year TIP.  
11  
12 2. ~~Develop a rating system based upon the Public Works Department in consultation with the Planning,~~  
13 ~~Parks, Land Bank, and Sheriff's departments and other interested parties to rank priorities for County~~  
14 ~~transportation projects other than roads such as (docks, boat ramps, barge landing sites, log dumps,~~  
15 ~~mooring buoys, and pedestrian, equestrian and bicycle trails).~~  
16  
17 3. ~~Organize the six-year TIP Plan in two three year periods. Consideration of to incorporate all phases of~~  
18 ~~projects to allow for: needed projects and their design should be managed as follows:~~  
19  
20 a. ~~Projects should be identified Scheduling time early in the plan period for public discussion and~~  
21 ~~County study of needs and desirability. After project definition, aAdditional public discussion to~~  
22 ~~be held during the project design phase, followed by project construction.~~  
23  
24 b. ~~Public discussion and County study of project design should occur in the later Plan period. The~~  
25 ~~Public Works Department County Council should submit the six-year TIPPlan to the Planning~~  
26 ~~Department and Planning Commission for review and recommendation regarding its relationship~~  
27 ~~to policies and regulations of adopted County plans at least 45 days before the Council is~~  
28 ~~scheduled to adopt it for review and recommendations regarding its relationship to policies and~~  
29 ~~regulations of adopted County plans. A copy of the recommendation should be provided to the~~  
30 ~~Public Works Director for comment before Council action.~~  
31  
32 34. ~~Allocate County road funds in the following order of program priority:~~  
33  
34 a. Debt service;  
35  
36 b. Maintenance and preservation of County transportation facilities; and  
37  
38 c. Engineering and construction of improvements.  
39  
40 4. ~~Rank County transportation facilities and services that require improvements using a priority rating~~  
41 ~~system which allots additional points for projects financed cooperatively. In addition, the County should~~  
42 For improvement of transportation facilities and services, the County should:  
43  
44 a. Allow County roads to be improved by others, with approval from the County Engineer, in  
45 accordance with county standards;  
46

- 1 b. Cooperatively finance transportation facility and service improvements with land developers. The  
2 amount of financial assistance should be based on a proportionate amount of increase in traffic  
3 volumes attributable to the development project;  
4  
5 c. Consider forming transportation benefit districts and/or local improvement districts, when  
6 cumulative land development projects cause transportation problems on County roads or to fund  
7 needed transportation improvements;  
8  
9 d. Coordinate efforts with the Town of Friday Harbor for cooperative funding of road improvements  
10 within the Town and its urban growth area; and  
11  
12 e. Seek to minimize regulatory impediments to investment in commercial transportation facilities,  
13 by conducting a code review process and making needed code amendments.  
14

15 5.6. Require that the estimated cost of providing those public transportation facilities, which are the  
16 responsibility of the County, not exceed conservative estimates of revenues from sources that are  
17 available to the County, pursuant to current statutes. Conservative estimates need not be the most  
18 pessimistic estimate, but cannot exceed the most likely estimate.  
19

20 6.7. Have the costs of needed transportation improvements be borne by both existing and future  
21 development. These costs may be paid by grants, entitlements, or public facilities from other levels  
22 of government and independent districts. For the purposes of this ~~Comprehensive Plan~~, "existing  
23 development" means development which has occurred and "future development" means  
24 development which has not yet occurred. ~~Financial responsibilities should be implemented as follows:~~  
25

26 a. Existing Development  
27

- 28 (1) Financial ~~responsibilities~~responsibilities includes:  
29 i. ~~Transportation improvements~~ that reduce or eliminate existing deficiencies; and  
30 ii. ~~Some or all of the replacement cost~~ of obsolete or worn out facilities, including a portion  
31 of the cost of transportation improvements needed by future development.  
32  
33 (2) Sources of funds should be utilized in the following order of priority: state transportation  
34 taxes, grants, and real property taxes. User fees, charges for services, and special assessments  
35 should only be utilized if all of the above-listed ~~available~~ sources have been exhausted.  
36

37 b. Future Development  
38

- 39 (1) Financial responsibilities include:  
40 i. Providing a fair share of the costs of capital improvements needed to address the impact  
41 of future development; and  
42 ii. Providing a portion of the cost of the replacement of obsolete or worn out facilities.  
43  
44 (2) Financial responsibilities do not include payment of impact fees for the portion of any public  
45 facility that reduces or eliminates existing deficiencies.  
46  
47 (3) Sources of funds may include, but are not limited to: voluntary contributions for the benefit  
48 of any public transportation facility; impact fees (upon adoption of impact fee regulations),

1 capacity fees, dedications of land, provision of public transportation facilities, public or private  
2 partnerships and future payment of user fees, charges for services, special assessments and  
3 taxes.

- 4  
5 (4) Upon completion of construction, "future" development becomes "existing" development,  
6 and will contribute to paying the costs of the replacement of obsolete or worn out facilities  
7 as described in Policy 76.a, above.

8  
9 ~~e. Existing and Future Development~~

10 ~~The costs of needed transportation improvements may be paid by grants, entitlements, or public~~  
11 ~~facilities from other levels of government and independent districts.~~

12  
13  
14 ~~7.8. Revise the Comprehensive Plan to adjust for the lack of such revenues in the event that revenues~~  
15 ~~identified as necessary for the provision of adequate transportation facilities and services, are but~~  
16 ~~unavailable, in any of the following ways:~~

- 17 a. Reduce the level of service for one or more public transportation facilities;  
18  
19 b. Increase the use of other sources of revenue;  
20  
21 c. Decrease the cost, and possibly the quality, of some types of public transportation facilities, while  
22 retaining the quantity of the facilities that is inherent in the standard for the adopted level of  
23 service;  
24  
25 d. Decrease the demand for and subsequent use of the transportation facilities; or  
26  
27 e. Use a combination of the above alternatives.

28  
29  
30 ~~8. A portion of ? will be used to fund clean transportation initiatives that help reduce greenhouse gas~~  
31 ~~emissions.~~

32  
33 ~~9. Consider managed retreat for locating transportation infrastructure away from climate impacted~~  
34 ~~locations, as risk of failure increases or upgrade is required, to improve long-term resilience of~~  
35 ~~investments.~~

36  
37 **6.2.C General Level of Service (LOS) Goals and Policies**

38  
39 **Goals:**

- 40  
41 1. To ensure that those public transportation facilities and services necessary to support development,  
42 including, but not limited to roads, and docks are adequate to serve the development at the time the  
43 development is available for occupancy and use, without decreasing current service levels below  
44 locally established minimum standards.  
45  
46 2. To ensure that suitable mitigation measures for addressing the impacts of growth are fair and  
47 equitable, and that transportation impacts at the project and system levels are mitigated concurrently  
48 with the project in accordance with county standards.

1  
2 **Policies (6.2.C.1-5):**  
3

- 4 1. Assign LOS standards to provide a basis ~~for upon which to evaluating~~ the adequacy of public  
5 transportation facilities ~~adequacy which~~ over time. ~~The standards shall be are~~ measurable,  
6 understandable, and appropriate to the services and/or facilities being considered.  
7  
8 2. Identify transportation LOS standards and response mechanisms ~~that which~~ balance the need for the  
9 facility or service with the possible environmental, economic and aesthetic impacts of those facilities  
10 and services.  
11  
12 3. Establish a monitoring program for transportation LOS, in which the Public Works Department will  
13 ~~annually~~ evaluate the demand and capacity of transportation concurrency facilities and other  
14 components of transportation management, and will work cooperatively with the Planning  
15 Department to review on a three-year basis the consistency of the six-year ~~TIP transportation facilities~~  
16 ~~plan~~ with this Comprehensive Plan and the Growth Management Act. This monitoring program should  
17 include cooperation with the Town of Friday Harbor to analyze the correlation between traffic volume  
18 increases on County roads and on town streets.  
19  
20 4. Require concurrency, in accordance with the goals and policies of this Element. For the purposes of  
21 this Element, "concurrent with development" means that improvements or strategies are in place at  
22 the time of development, or that a financial commitment is in place to complete the improvements  
23 or strategies within six years.  
24  
25 ~~5. Encourage County departments to work together and coordinate with other jurisdictions to develop a~~  
26 ~~comprehensive level of service standard that includes nonmotorized and transit services.~~  
27

28 **6.2.D Communications and Information Technology Goals and Policies**  
29

30 **Goal:**  
31

32 To encourage the use of communications and intelligent systems technology to support diverse economic  
33 opportunities; facilitate remote work and telecommuting; manage transportation system demands;,  
34 improve accessibility to services; meetings and work; promote energy conservation; reduce peak-period  
35 travel; reduce congestion and reliance on single-occupancy vehicle travel; and reduce the need to  
36 provide additional transportation facilities, such as roads, parking and ferry service.  
37

38 **Policies (6.2.D.1-7):**  
39

- 40 1. Promote the use of telecommunications ~~systems~~ meetings and facilitate remote work and  
41 telecommuting in order to alleviate the need for additional, traditional transportation facilities.  
42  
43 2. Evaluate County business ~~operations~~ to identify opportunities to reduce individual travel and  
44 encourage for the enhanced use of telecommuting and teleconferencing.  
45  
46 3. Encourage the development of county-wide, high-speed broadband service, with priority placed on in  
47 the Urban Growth areas, Town of Friday Harbor and business centers.  
48

- 1 4. Encourage and support the development of, or expansion of, the County's data networking  
2 infrastructure, in order to minimize reliance on vehicular travel.  
3
- 4 5. Coordinate with local libraries, Skagit Valley College, and other entities to share telecommunication  
5 resources.  
6
- 7 6. Promote the use of social media, web-based applications, intelligent transportation system  
8 development, and state transportation websites to provide information on transportation system  
9 scheduling, real-time data, trip reduction, ride sharing, and nonmotorized travel options.  
10
- 11 7. Utilize broadband technology and information systems to help create markets for locally produced  
12 agriculture, trade, manufactured and intellectual goods, and ~~or~~ services.  
13

#### 14 **6.2.E Hazardous Materials Transport Goals and Policies**

##### 15 **Goal:**

16  
17  
18 To limit activities ~~which that~~ encourage the external and internal transportation of hazardous materials  
19 or dangerous ~~good~~ goods in a frequency or manner ~~which that~~ could compromise the public health and  
20 safety or water quality, and to protect the economy, environment, and citizens by minimizing and  
21 mitigating the risks of hazardous materials, dangerous goods, and/or fossil fuel spills.  
22

##### 23 **Policies (~~6.2.E.1-6~~):**

- 24  
25 1. Support strategies that address the risk of major fossil fuels and/or material spills that could occur  
26 with current, as well as increased ~~in~~ transport vessel traffic.  
27
- 28 2. Discourage the construction of fossil fuels trans-shipment facilities or other facilities and pipelines  
29 through San Juan County or its waters that would compromise San Juan County's economy, public  
30 health, safety, or water quality.  
31
- 32 3. Ensure that transportation of hazardous materials or dangerous goods generated or used within the  
33 County will meet established state and federal guidelines, and oppose the transportation of other  
34 hazardous materials or dangerous goods that could endanger San Juan County's economy, public  
35 health, safety, or water quality.  
36
- 37 4. Improve the level of emergency preparedness for fossil fuel and material spills and other disasters,  
38 by working with state, federal, and Canadian entities to develop and improve training and emergency  
39 response plans, promote the location of response equipment in San Juan County, and support the use  
40 of Best Achievable Protection Methods and Best Achievable Technologies.  
41
- 42 5. Encourage responsible parties to locate spill response resources in San Juan County and to be  
43 prepared to respond to material spills in waters surrounding San Juan County.  
44
- 45 6. Advocate for the assignment of permit conditions on bulk shipping facility development project  
46 permits, in order to guarantee the mitigation of all potential impacts from accidents that could  
47 adversely affect San Juan County's economy, public health and safety, water quality, and fish and/or  
48 wildlife habitat.

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### 6.3 AIR TRANSPORTATION GOALS AND POLICIES

An inventory of aviation facilities and services, ~~along with a~~ and presentation of long-range planning needs, is provided in ~~Section A of~~ Appendix 6 of this Comprehensive Plan. The following goals and policies apply to land- and sea-based air transportation facilities and services.

#### 6.3.A Goals:

1. To recognize the importance of public air transportation facilities to island commerce, as well as to the mobility of island residents.
2. To promote optimum compatibility between air transportation facilities and services and other land uses, in a manner that minimizes the impacts of airstrip, airfield, and airport use while maintaining adequate, safe, efficient, and convenient service.
- ~~3. To explore the establishment of new ports of entry in the Eastsound and Lopez Village Urban Growth Areas.~~

#### Policies (6.3.A.1-5):

1. Coordinate with the WSDOT Aviation Division, FAA and port districts to provide and maintain air transportation facilities and services which:
  - a. Serve the needs of island residents and visitors;
  - b. Are planned in concurrence ~~consistent~~ with the County's adopted land use goals and policies, and ~~that~~ are developed through cooperation, consultation and participation with port districts, ~~and~~ airport operators, owners, users and the public; and
  - c. Are consistent with state, regional, and international air transportation plans.
2. Foster recognition by pilots and other airport users of their roles in minimizing air traffic safety hazards, noise, and other immediate impacts of airport activities on surrounding land uses. Cooperate with the port districts and solicit participation from airport operators, owners, and users, as well as the general and the public, in anticipating and responding to land use, safety and noise concerns.
3. Moderate the impacts of facilities for aircraft uses and facility expansion by:
  - a. Applying adopted policies and regulations and the permit systems established in land use plans to private airstrips and airfields, as well as to public airports;
  - b. Coordinating with the FAA, WSDOT Aviation Division, port districts, and airport operators to consider airport overlay districts, ~~and~~ airport master plans, and layout plans for public airports;

- 1
- 2 c. Encouraging consideration of the effects of noise, light, vibration, and fumes, and the perception
- 3 of low-flying aircraft; and
- 4
- 5 d. Ensuring that location-specific standards for airports will identify and prohibit the siting of
- 6 incompatible uses adjacent to them.
- 7
- 8 4. Consider seaplane use during review of County shoreline permits for docks, marinas, and port
- 9 developments. The following should be considered for seaplane landing sites:
- 10
- 11 a. Give preference to the location of landing sites for regular commercial seaplane service within
- 12 public or private marinas or established port areas.
- 13
- 14 b. Consider flight patterns with regard to noise and navigation impacts in granting shoreline permits
- 15 for docks for seaplane use associated with residential or commercial use.
- 16
- 17 5. Work to ensure that all existing public use airports, including land and sea bases, are identified as
- 18 essential public facilities.
- 19
- 20

**Commented [JK1]:** consider adding something about supporting the electrification of airport transportation: "Work to ensure airports support the emerging electrification of air transportation, including high speed charging infrastructure."

#### 21 6.4 MARINE TRANSPORTATION GOALS AND POLICIES

22  
23 Marine transportation includes the Washington State Ferry System (WSF) services and facilities, County  
24 ~~marine facilities, docks, barge landings sites, ramps, public mooring buoys,~~ log dumps, common landing  
25 areas, international transportation routes, facilities to support hand- and wind-powered vessels, and  
26 associated parking areas, and private marine transportation services. The following goals and policies  
27 apply to marine transportation facilities and services ~~which that~~ are inventoried and analyzed in ~~Section~~  
28 ~~1-B of~~ Appendix 6 of this Comprehensive Plan. These goals and policies express the desires of County  
29 residents for actions by the County, WSF, and private service providers for the creation, operation,  
30 maintenance, and evaluation of marine transportation systems. ~~Policies stated here provide direction for~~  
31 ~~County coordination with WSF on operations, review of updates to the WSF Division Long Range Plan,~~  
32 ~~legislative priorities, and for action on applicable development proposals. They also provide direction for~~  
33 ~~the development of, and investment in County operated marine transportation facilities including County~~  
34 ~~docks, barge landings sites, ramps, public mooring buoys, log dump facilities and associated parking areas.~~

#### 35 **Goals:**

- 36
- 37
- 38 1. To recognize that marine transportation systems are essential facilities, ~~which that~~ provide critical
- 39 functions in maintaining the quality, safety, and character of life in San Juan County and that play a
- 40 vital role in driving economic development ~~and tourism~~ in island communities, ~~while and~~ providing a
- 41 major draw for State tourism.
- 42
- 43 2. To recognize the environmental, economic, and social conditions of the islands as primary factors in
- 44 the management of transportation facilities and services.
- 45
- 46 3. To ~~establish LOS standards and~~ encourage the use of demand management strategies to contain
- 47 capital expenditures.
- 48

- 1 4. To promote state transportation plans that would provide long-term sustainable funding of ~~state ferry~~  
2 WSF routes ~~that linking~~ the County to the mainland and Canada.  
3  
4 5. To enhance the County's working relationship with ~~the~~ WSF and other transportation providers.  
5  
6 6. To inform ~~the~~ WSF and other state entities of the travelling needs of County residents and propose  
7 priority solutions.  
8  
9 7. To encourage the development of public and private-sector marine transportation services and  
10 facilities that improve multi-modal transportation options and connectivity.  
11  
12 8. To increase marine traffic to the Eastsound Urban Growth Area and the Lopez Village Urban Growth  
13 Area.  
14  
15 9. To provide public dock facilities on Shaw Island and other outer islands, if necessary.  
16

17 **6.4.A General Marine Policies (6.4.A.1-10):**  
18

- 19 1. Encourage appropriate funding, design, and development of facilities and services which:  
20  
21 a. Serve the needs of island residents and visitors;  
22  
23 b. Ensure the preservation of rural island character, environmental quality, economic  
24 development, and individual island identities;  
25  
26 c. Provide better access to and among the islands served by County roads and marine facilities  
27 ~~docks, barge landing sites and ramps~~;  
28  
29 d. Provide parking and ~~dock~~ marine facilities on ferry-served islands to meet the needs of outer  
30 island residents; and  
31  
32 e. ~~Encourage~~ Consider the development of privately owned and operated passenger-only ferries  
33 that would provide transportation between the County islands and mainland and Canadian  
34 destinations.  
35  
36 2. Establish and maintain a minimum of one barge landing site and facility when essential to ~~the~~ public  
37 wellbeing on each island with County roadways, ~~particularly non-ferry served islands~~, to address the  
38 special freight mobility needs of agriculture, forestry, and other essential island businesses.  
39  
40 3. Support the development of one log dump on each island if needed to address the freight mobility  
41 needs of the forestry industry.  
42  
43 4. ~~Consider~~ Support the evaluation of need for alternative modes of marine transportation, such as  
44 private marine passenger-only service and barges, and encourage the development of direct  
45 connections to mainland intermodal transportation hubs.  
46

- 1 5. Promote planning for, and the development of, intermodal connections between marine  
2 transportation services and facilities and land-based transportation systems, in order to improve  
3 mobility and accessibility.
- 4
- 5 6. Update, gather and interpret data on the use characteristics of marine transportation facilities and  
6 services, in order to measure changes in ~~level of service~~ capacity, and design and implement demand  
7 management strategies as needed.
- 8
- 9 7. Support improvements to marine transportation facilities and services that address the non-peak  
10 period needs of residents, businesses, and visitors, to improve the economic and social quality of  
11 island life.
- 12
- 13 8. Encourage delivery of an optimum state of ferry service for County residents and the business  
14 community at maximum efficiency and lowest cost.
- 15
- 16 9. Prohibit use of personal watercraft, such as jet skis, in the waters around and in San Juan County.
- 17
- 18 10. Consider direct marine access or expanded transportation service facilities in Eastsound, Lopez  
19 Village, Shaw, Waldron, and other outer additional islands.

#### 20 **6.4.B Policies Related to the Washington State Ferry System (6.4.B.1-1):**

21 San Juan County is highly dependent upon transportation services and facilities provided by the  
22 Washington State Department of Transportation Ferries Division (WSF). The Washington State ~~Ferry~~  
23 system is the State highway for the San Juan Islands. Ferry service is the primary mode of transportation  
24 to the mainland and the mainstay of social and economic life. Coordination with the WSF and other state  
25 entities is integral to maintaining an efficient system of moving people, goods and freight. Moreover, the  
26 ferry system is essential in meeting the special transportation needs of residents, businesses, social  
27 services, schools, and other public institutions. It also plays a critical role in maintaining and enhancing  
28 the state and local tourism sectors.

29 The County Council established the San Juan County Ferries Advisory Committee (FAC), under the  
30 requirements of RCW 47.60.310 and SJCC 2.44, to work with ~~the~~ WSF to address community needs related  
31 to ferry schedules, customer problems, and regional issues. The FAC obtains community input on ferry  
32 service issues, advises WSF on those issues, and provides the County Council with information on the  
33 condition of facilities, ~~and as well as~~ service and operational matters affecting the San Juan Islands service  
34 area. These issues pertain to safety, tariffs, service, scheduling, economic vitality, vessel allocation,  
35 terminal facility adequacy, and vessel maintenance.

36 With the help of the FAC, the County identifies solutions to on-going funding and service challenges and  
37 promotes improvements in the ferry system through interactions with the WSF, the Washington State  
38 Transportation Commission, and the State legislature.

#### 39 **Policies (6.4.B.1-1):**

- 40 1. Consider the following primary factors while planning and developing marine transportation systems:

Commented [JK2]: consider adding something about supporting the electrification of marine transportation: "Work to ensure marinas support the emerging electrification of marine transportation, including high speed charging infrastructure."

- 1 a. Existing marine terminal facilities and connecting roads are components of the marine  
2 transportation system and have significant physical constraints which must be considered in  
3 planning for changes to marine facilities and services;  
4
- 5 b. Transportation facilities and activities can have significant direct and indirect impacts on land use  
6 and circulation patterns and the economic vitality of the community;  
7
- 8 c. Cost-effective and time-efficient ferry transportation is essential to island commerce;  
9
- 10 d. The County and the State of Washington have separate but complementary responsibilities for  
11 inter-island marine transportation; and  
12
- 13 e. Washington State ferry routes are the primary economic routes for San Juan County.  
14
- 15 2. Work with the state and federal government to encourage:  
16
- 17 a. The long-term, sustainable funding of WSF service levels and capital funding for on-going ferry  
18 construction needed to replace the aging fleet;  
19
- 20 b. The construction of a second ferry terminal slip with vehicle access in the Town of Friday  
21 Harbor, to improve efficiency, scheduling flexibility and serve as a back-up slip;  
22
- 23 c. The dedication of funding needed to construct a commuter parking lot near the Friday Harbor  
24 ~~and Orcas and Lopez Island ferry terminals, and including priority funding to expedite~~  
25 ~~development of a lot on Department of Transportation property located in Orcas Village;~~ and  
26
- 27 d. The dedication of funding needed to improve the off-loading of passengers and vehicles,  
28 especially at the terminal located in the Town of Friday Harbor.  
29
- 30 3. Support the work of the FAC in collecting and interpreting data, gathering community input, and  
31 providing recommendations to the County Council on ferry service improvement issues requiring  
32 coordination with ~~the~~ WSF and the Washington Transportation Commission.  
33
- 34 4. Support a local public review process conducted by WSF that seeks comments regarding potential  
35 modifications to its administration of the adopted preferential loading policies identified in WAC 468–  
36 300–700. This review process should include, but not necessarily be limited to, the Ferry Advisory  
37 Committee. The County should support operations and procedures for processing requests for  
38 preferential loading ~~which~~ that reflect local needs.  
39
- 40 5. Submit requests to modify WAC 468–300–700 pertaining to preferential ferry loading to the FAC, who  
41 will coordinate with WSF. The FAC should review and make recommendations on each request to the  
42 San Juan County Council. The Council should make any formal recommendations to amend WAC 468–  
43 300–700 to the Washington State Transportation Commission.  
44
- 45 6. Coordinate with WSF, other regional transportation systems entities, and community transportation  
46 partners and providers to promote non-vehicular traffic on ferries, in order to spread demand and  
47 moderate increased demands on terminal facilities and County roads. To accomplish this, the County  
48 should encourage WSF to:

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- a. Work with the County and Town to provide traffic control support near ~~the~~ The Town of Friday Harbor ferry terminal, and near and around the Orcas parking lot and County road ferry queue;
  - b. Consider the impacts of proposed service and facility improvements on traffic circulation at island terminals, as well as ~~and~~ on County roads and Town streets;
  - c. Solicit resources to improve transit schedules and ~~transit~~ connections at ferry terminals and ~~coordinate~~ ing with Skagit Transit and other transit providers; and
  - d. Promote the development of improved pedestrian, ~~and~~ bike, and shuttle access at terminals to encourage walk-ons.
7. Coordinate with WSF to adjust operational practices, such as improving the use of information technology to mitigate adverse impacts on safe traffic circulation and safety on island roads. The County should encourage WSF to:
- a. Promote operational and/or scheduling changes in preference to expanding terminal facilities;
  - b. Provide ferry boats in a vessel class that meet the needs of the County;
  - c. Separate the unloading of bicyclists and pedestrians from motor vehicles at island terminals;
  - d. Provide information regarding ferry and land transportation schedules at ferry terminals, on fixed displays for ~~regarding~~ scheduled services and costs and on adjustable displays for ~~providing~~ current information on ferry operations, (e.g., overload status) and multimodal and transit options;
  - e. Enhance user information by developing updated and new social media and mobile information regarding ferry schedules, reservations, overloads, wait-times, and parking lot capacity; and
  - f. Work with the state legislature and WSF to add one additional ferry to the San Juan summer schedule to service seasonal demand.
8. Encourage the WSF to coordinate with the County and other parties when passenger ferry terminals or transfer floats are proposed by other parties, and on the preservation, expansion or improvement of all terminal facilities consistent with County and Town of Friday Harbor land use plans, including consideration of circulation patterns, potential public transit system connections, and public shoreline access.
9. Identify community needs and desires, and support the 2040 WSF Long Range Plan vision which depends on a coordinated set of investments in WSF's fleet, terminal infrastructure, workforce and technology with a focus on building a reliable fleet that has a lighter footprint on the environment and outperforms CO<sub>2</sub> reduction targets through the following strategies:  
~~encourage refinements in the ferry level of service, its methodology and standards and response mechanisms to ferry capacity and service issues.~~

- 1 a. Stabilizing the system to maintain reliable service through 2040 via vessel preservation and  
2 replacement with new electric-hybrid vessels;  
3
- 4 b. Improving the customer experience by enhancing connections for all users and harnessing  
5 technology for an overall easier commute;  
6
- 7 c. Managing growth by leveraging vessel, terminal and technology investments to provide strategic  
8 service enhancements for operational efficiencies, while encouraging bicycle and walk-on  
9 passengers; and  
10
- 11 d. Providing sustainability and resilience in the fleet by investing in infrastructure to maintain reliable  
12 service in a changing climate and reducing the environmental impact by employing adaptive  
13 management strategies.  
14
- 15 10. ~~Adopt WSF's level of service standard, Level 2 for ferry service which is based upon the daily percent~~  
16 ~~of sailings at full vehicle capacity and is fully described in Section B of Appendix 6 of this~~  
17 ~~Comprehensive Plan. Level 2 LOS indicates whether or not ferry assets are being used efficiently and~~  
18 ~~when the LOS is exceeded, additional investment would be considered.~~  
19
- 20 ~~11. Adopt WSF LOS Level 2 for ferry service for consistency with the WSF 2030 Long Range Plan although~~  
21 ~~the WSDOT does not identify the Anacortes to San Juan Islands ferry route as a highway of statewide~~  
22 ~~significance and concurrency requirements are not mandated.~~  
23
- 24 ~~12. Work with the WSF and other transportation providers to implement demand management strategies~~  
25 ~~outlined in the WSF 2030 Long Range Plan and other local plans addressing non-motorized~~  
26 ~~transportation and take the following steps:~~  
27
- 28 a. ~~Re-evaluate the ferry LOS standard to determine if changes in available data, suggest that~~  
29 ~~revisions of the LOS standards are appropriate. If changes are appropriate, amend this Element~~  
30 ~~to revise the level of service standards.~~  
31
- 32 b. ~~Work with WSF, the Town of Friday Harbor and other entities to consider and implement adaptive~~  
33 ~~demand management strategies, designed to address increases in peak demand and improve the~~  
34 ~~operation and efficiency of the ferry system. These strategies may include, but are not limited to,~~  
35 ~~those outlined in the WSF 2030 2040 Long-Range Plan and identified by the County, including taking~~  
36 ~~steps to:~~  
37
- 38 a. ~~(1) Shift the demand from vehicle traffic to non-vehicular traffic, implement a vehicle~~  
39 ~~reservation system, electric ride-sharing and electric public transportation programs, improve~~  
40 ~~passenger and pedestrian handling capabilities at terminals, enhance public transit scheduling~~  
41 ~~and real time connection information, expand park and ride capabilities, decentralize parking~~  
42 ~~or other parking improvements, improve pedestrian and bike connections, and provide new~~  
43 ~~loading/facilities and new/expanded services;~~  
44
- 45 b. ~~(2) Promote alternative modes of transportation, such as private ferry systems, barges, air~~  
46 ~~transportation, and passenger-only services, especially the location of a passenger ferry~~  
47 ~~terminal at Bellingham which offer substantial benefits to island residents and, by~~

1 encouraging passenger traffic, which could reduce need for expanded vehicle terminal  
2 facilities in the islands, etc.;

3  
4 ~~c.(3)~~ Work with WSF to establish a refine and update the reservation system that will to enable  
5 users to obtain assured ferry space to and that best meets the needs of residents, commercial  
6 enterprises, and other users, to expand the reservation system to include Lopez and Shaw  
7 islands, and to supports economic development.;

8  
9 ~~d.(4)~~ Optimize fare collection techniques and explore fare pricing options for different customer  
10 types, including fares that address the needs of local residents, frequent users, visitors, and  
11 off-peak, off-capacity, and promotional fares.;

12  
13 ~~e.(5)~~ Explore targeted, route-specific strategies to reduce queuing congestion traffic flow and  
14 smooth traffic flow queuing congestion at terminals, such as new traffic and dock space  
15 management techniques, parking, holding, and scheduling methods, and/or use of enhanced  
16 electronic and mobile user information applications and fare collection strategies that provide  
17 better customer service.;

18  
19 ~~f.(6)~~ Support data gathering and interpretation that provides real information upon which to base  
20 ferry operation and scheduling decisions.;

21  
22 ~~g.(7)~~ Promote and market the use of non-single occupancy vehicles, combined with transit  
23 enhancements.;

24  
25 ~~h.(8)~~ Market tourism events and programs during times of greater ferry capacity, and supporting  
26 with promotional fares to spread demand to non-capacity sailings.

27 6.5

28 ~~11.13.~~ Take the following steps if ferry service level falls below LOS 2 community needs and desires:

29  
30 a. ~~Re-evaluate the LOS standard to~~ Determine if whether changes in available data indicate that  
31 ferry assets are being used most effectively, and recommend that WSF move towards further  
32 system investments.;

33  
34 b. Evaluate the goals and policies contained in the Land Use Element and Shoreline Master Program  
35 that affect the rate and amount of residential, commercial, recreational, and industrial growth  
36 allowed.

37  
38 c. Evaluate the implementing an electric public transportation system, right-sized for county roads  
39 and passenger load. This will reduce the number of cars driving on ferries and enable small walk-  
40 on passenger ferries. It will also help islanders who can't afford automobiles and car insurance.

41  
42 ~~12.14.~~ Evaluate development for impacts to on ferry service and terminal parking through the SEPA  
43 process, except for single-family residential proposals and other development proposals that do not  
44 require SEPA.

45  
46 ~~13.15.~~ Work with WSF to evaluate the effects that demand management strategies from the WSF 2030  
47 Long Range Plan have on ferry terminal parking issues, and work together to consider the costs,  
48 benefits, environmental and land impacts associated with the creation of additional parking capacity,

1 located either on-site at the ferry terminal or at remote locations, if demand management strategies  
2 are not effective in reducing parking congestion issues.

3  
4 ~~14.16. Work with WSF to develop a meaningful LOS standard for ferry terminal parking that could be used~~  
5 ~~to more effectively gauge the adequacy of ferry terminal parking.~~

6  
7 ~~17. Support public and private transit and other multi-modal transportation system opportunities that~~  
8 ~~promote non-vehicular ferry trips and reduce the need for terminal parking.~~

9  
10 ~~15.18. Encourage WSF and the State to secure funding to construct adequate commuter or short-term (1-~~  
11 ~~3 days) parking areas at all ferry-served terminals as needed, after demand management strategies~~  
12 ~~have been implemented.~~

13  
14 ~~16.19. Support WSF plans to "Green the Fleet" and request prioritization of San Juan Island ferry service~~  
15 ~~for electric ferries to reduce fuel consumption and quiet ferries to reduce impact on orca whales.~~

16  
17 ~~17.20. Support WSF plans to improve resiliency by planning for earthquakes and climate change.~~

18  
19 ~~18. Support continued safe and effective transport of livestock on ferries per WAC 468-300-700(1)(p).~~

20  
21 **6.4.C Policies for County Marine Facilities Docks, Barge Landing Sites, Ramps and Associated Parking**  
22 **Areas (6.4.C.1-10):**

23  
24 Public marine facilities serve as extensions of the County road system, provide access for kayaks and other  
25 boats, create access to popular water trails and recreation areas, are essential components of a thriving  
26 economy, and are a significant element of the transportation system in an island community. Appendix  
27 6, Section I.B.4.c of this Comprehensive Plan provides an explanation of marine facility level of service  
28 (LOS). Tables 7 and 8 in Appendix 6 provides detailed dock inventories and current LOS information. for  
29 three types of docks and dock service areas in the County.

30  
31 ~~Type 1 docks are located on ferry served islands and provide primary access for non ferry served islands.~~  
32 ~~Type 2 docks are located on non ferry served islands that have County roads. Type 3 docks serve~~  
33 ~~recreational uses or provide access between ferry served islands. Appendix A indicates that the current~~  
34 ~~LOS for Types 1, 2 and 3 docks are C, D and F based upon lineal feet per seasonally adjusted dwelling unit~~  
35 ~~in a service area. This measurement has not been found to be significantly useful and warrants an~~  
36 ~~investigation of alternative methods of determining LOS standards for docks.~~

37  
38 The availability of sufficient barge landing sites and storage areas, and their safe use, are required and  
39 development will be needed through the planning period to accommodate business development and  
40 road building, especially if materials for road building must come from off-island providers. Barge landing  
41 sites are also critical for emergency situations.

42  
43 Marine facilities as an extension of the County road system shall be constructed on islands with County  
44 roads. Proposed marine facilities are based on location, population served, needs of population served,  
45 emergency response requirements and condition of existing facilities. Appendix 6 provides marine facility  
46 demand and capacity assessments, and long-range planning recommendations.

47  
48 **Policies (6.4.C.1-9):**

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1. County and state responsibilities for inter-island services and marine facilities ~~docks, barge landing sites, ramps~~ and their associated parking area facilities differ, but should be coordinated. The County should:
    - a. Work with the port districts, island communities, and WSF when applicable, to coordinate the planning, development, and maintenance of marine facilities ~~docks, barge landing sites, ramps~~ and associated parking areas;
    - b. Provide marine facilities ~~public docks, barge landing sites, ramps~~ and parking areas to facilitate inter-island transport of goods and people, as essential public facilities and components of the County road system that are available for public use, ~~to facilitate inter-island transport of goods and people~~ and coordinate these facilities with potential passenger-only ferry service operations. ~~Support development of one barge landing site per island when consistent with the Shoreline Master Program.~~
    - c. Place emphasis on first providing adequate loading/unloading space on floats, and secondly ~~on at~~ short-term tie-up space. Overnight moorage for recreational use should not be allowed, until a feasibility study is conducted that includes an analysis of individual dock usage characteristics, costs and benefits, strategies to minimize user conflicts, implementation and enforcement measures, and a pilot program has been implemented and assessed;
    - d. Include freight lifting equipment, where necessary or appropriate ~~to facilitate.~~
    - e. Encourage WSF to install loading/unloading floats or reasonable alternatives ~~to them~~ at all ferry terminals, including the Anacortes terminal, to enhance inter-island travel and promote efficient and convenient use of passenger-only ferry service;
    - f. Work with developers of small boat docks (loading/unloading floats) at ferry terminals designed to improve marine access to the terminals from islands not served by ferries; and
    - g. Work with the local utilities to improve service to all marine locations, including high-speed electric ferry and boat charging infrastructure, where possible.
  2. ~~Locate County docks and ramps only on islands served by County roads. Barge landing sites should be located as needed. Preference should be given to locations where public shoreline access is available and where there is adequate parking space to serve the type of use anticipated. Potential connection to public vehicular transport should also be considered in establishing dock, ramp and barge landing site locations. Prioritize the use of existing County owned or private barge landings. Limit barge landings in critical areas unless no other option is viable. Support the development of one public barge landing site per island, consistent with the Shoreline Master Plan and where adequate parking space is available.~~
  3. Prioritize County dock-marine faciliyies projects as follows:
    - a. Modifications and maintenance necessary for the safe usage of: (1) existing Type 2 County Docks. ~~Type 2 County Docks are those County docks~~ marine facilities located on non-ferry served islands;

- 1 b. ~~Modifications and maintenance necessary for the safe usage of (2) existing Type 1 County Docks.~~  
 2 ~~Type 1 County Docks are those County docks marine facilities, located on ferry-served islands,~~  
 3 ~~which provide primary access to ferry-served islands from non-ferry served islands; and~~  
 4
- 5 e. ~~Modifications and maintenance necessary for the safe usage of existing Type 3 (3) other existing~~  
 6 ~~County docks marine facilities. Type 3 County Docks are those County docks located on ferry-~~  
 7 ~~served islands which are primarily used for recreational purposes or are used for access between~~  
 8 ~~ferry served islands;~~  
 9
- 10 ~~b.d. New Type 1 County marine facilities docks on non-ferry served islands without existing County~~  
 11 ~~docks marine facilities; within service areas which have no existing County dock pursuant to the~~  
 12 ~~LOS policies for County docks;~~  
 13
- 14 ~~c.e. Capacity improvements to existing County docks marine facilities located on non-ferry served~~  
 15 ~~islands; Type 1 County docks pursuant to the LOS policies for County docks;~~  
 16
- 17 ~~d.f. New Type 2 County docks marine facilities located on ferry-served islands, which provide primary~~  
 18 ~~access to ferry-served islands from non-ferry served islands within service areas which have no~~  
 19 ~~existing County dock pursuant to the LOS policies for County docks;~~  
 20
- 21 ~~e.g. Capacity improvements to other existing Type 2 County docks marine facilities pursuant to the~~  
 22 ~~LOS policies for County docks; and~~  
 23
- 24 ~~f.h. All other new or improved Type 3 County docks marine facilities.~~
- 26 4. ~~Establish LOS C as adequate for existing and new Type 1 County docks and LOS D as adequate for~~  
 27 ~~existing and new Type 2 County docks. Dock level of service is addressed in section B.4 of Appendix 6~~  
 28 ~~of this Comprehensive Plan.~~  
 29
- 30 5. ~~For islands and locations where no County dock currently exists, establish LOS F as adequate. Annually~~  
 31 ~~evaluate the condition, demand, and capacity of County docks marine facilities, in order to and review~~  
 32 ~~the LOS standards and capital needs every three years as part of the development of the six year~~  
 33 ~~transportation facilities plan. prioritize maintenance and capital improvement projects based on the~~  
 34 ~~annual evaluation. Evaluate alternative means of increasing capacity or decreasing demand. Include~~  
 35 ~~in the evaluation the costs, benefits, and environmental impacts of expanding existing dock(s), leasing~~  
 36 ~~facilities, requiring new development to provide access at private joint moorage facilities, or adding~~  
 37 ~~additional public docks to serve the service area(s). Implement an appropriate mix of capacity~~  
 38 ~~improvements and/or demand management strategies to bring the service back to a level identified~~  
 39 ~~as adequate by this Element.~~  
 40
- 41 5.6. Consider the impacts of sea level rise, and accompanying flood and erosion hazards, and  
 42 opportunities to improve resiliency, when evaluating new development or maintenance of marine  
 43 facilities.  
 44
- 45 When the level of service for existing and new County docks falls below the LOS standards in Policy 4,  
 46 above, initiate the following response mechanisms:  
 47

- a. ~~Re-evaluate the LOS standard to determine if changes in available data, and/or community needs or desires, make modification of the LOS standards appropriate; and/or re-evaluate the defined service areas to determine if they still accurately reflect the majority of the users. If changes are appropriate, amend this Element to revise the LOS standards. Identification of how new data, changes in community needs or desires, or changes in the designated service areas make changes appropriate should accompany any proposal to amend this Element.~~
  - b. ~~Evaluate alternative means of increasing capacity or decreasing demand. Include in the evaluation the costs, benefits, and environmental impacts of expanding the existing dock(s), leasing facilities, requiring new development to provide access at private joint moorage facilities, or adding additional public docks to serve the service area(s).~~
  - c. ~~Implement an appropriate mix of capacity improvements and/or demand management strategies to bring the service back to a level identified as adequate by this Element.~~
7. ~~Adopt and enforce concurrency standards which would prohibit development approval if it can be shown that the development would cause the level of service for Type 1 and Type 2 County docks to decline below the standards adopted in Policy 4, above, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development. Transportation improvements or strategies may include, but are not limited to those identified in Policy 6 above.~~
- 6.8. Provide County parking at Type 1 County docks where appropriate and necessary. All parking should include Level 2 EV charging stations. In general, the number of spaces to be provided should be based on the number of dwelling units in the service area or the more detailed parking utilization study proposed in item 10 below.
9. ~~Complete a dock utilization study which considers the availability of private and public dock space and other dock use characteristics including typical dwell time, useable dock space, peak period use, dock parking amenities, the percentage of non-resident users and other pertinent factors. Use the study results to revise the dock LOS methodology and standards and to and to consider the adoption of a dock parking LOS.~~

## 6.5 LAND TRANSPORTATION GOALS AND POLICIES

Land transportation facilities and services are inventoried and analyzed in Appendix 6, Section I.C of this Comprehensive Plan. This Element addresses public and private roads, bridges, parking, bicycles, mopeds, and transit service. Levels of service standards for County roads are also established presented in Section I.C.1.b in Appendix 6 of this Comprehensive Plan.

### Goals:

1. To maintain a road planning and improvement system that corresponds to the land development goals and policies expressed in the Land Use Element of this Comprehensive Plan, and its subarea plans.
2. To maintain a public road system that is as safe and efficient as possible, while recognizing the importance of conserving the environmental ~~and scenic~~ qualities and rural character of island roads.

- 1
- 2 3. To facilitate diverse modes of transportation and provide intermodal connectivity and improved
- 3 accessibility.
- 4
- 5 4. To follow the goals and policies adopted in the San Juan County ~~Parks, Trails and Natural Areas Plan~~
- 6 ~~and Nonmotorized Plan~~ PTNA-NM for nonmotorized and recreational transportation facilities.
- 7
- 8 5. To increase education and outreach to improve bicycle and pedestrian safety, promote and healthy
- 9 lifestyles, and facilitate transportation alternatives which conserve energy, reduce greenhouse gas
- 10 emissions, and reduce reliance on fossil fuels.
- 11
- 12 6. To encourage transit providers to provide and expand low-emissions transportation services that
- 13 support the needs of local residents and visitors, and provide EV charging stations to support the
- 14 transition to electric vehicles.
- 15
- 16 7. To implement the principles of the Complete Streets Program, adopted in Ordinance 24-2018.
- 17
- 18 8. To establish level of service standards for the County's road system to gauge the performance of the
- 19 system and determine areas where transportation improvements are required.
- 20

21 **6.5.A Policies for Road Classification, Right-of-Way, Design and Construction (6.5.A.1-15):**

22 Road Classification

- 23
- 24
- 25 1. Classify all County roads as major collectors, minor collectors or local access roads, as shown on
- 26 the road classification maps adopted as part of this ~~Comprehensive Plan~~ in Appendix 6.
- 27
- 28 2. ~~Establish~~ Continue the prioritized ongoing traffic count program for County roads. ~~Local access~~
- 29 Road counts should be monitored to ensure that traffic volumes do not exceed road design
- 30 capacities.
- 31
- 32 3. Where adequate alternatives exist, decommission roads constructed along sensitive shorelines
- 33 and beaches in order to restore the environmental health of the shoreline, and reduce the
- 34 excessive costs for repairing and maintaining these roads.
- 35

36 Right-of-Way

- 37
- 38 3. Make County road rights-of-way widths adequate to accommodate anticipated improvements,
- 39 including utilities, franchise use options, telecommunications infrastructure, and nonmotorized
- 40 transportation facilities, and to maintain the roadway. A minimum twenty-year planning period
- 41 should be used for the purposes of anticipating needed improvements. ~~The County should:~~
- 42
- 43 a. ~~4.~~ Obtain dedications of road rights-of-way when discretionary use permits or land division
- 44 approvals are sought by property owners, ~~and~~
- 45
- 46 b. ~~Ensure coordination between the County, Planning, Public Works, Parks, Land Bank, trail~~
- 47 ~~organizations such as the San Juan Island Trails Committee, Orcas Pathways, Lopez Community~~

1 Trails Network, and other local, state and federal partners during the planning, development, and  
2 maintenance of nonmotorized transportation projects.

3  
4 5.4. Refrain from vacating public road rights-of-way needed to provide an adequate road system, access  
5 to private property, public access to, or a view of water bodies and links to trails systems.

6  
7 6.5. Approve parking on County road right-of-way if it will provide a public benefit; however, in rural  
8 areas, shoulders of County roads should not be widened or improved to provide parking for residential  
9 or commercial uses.

10  
11 7.6. Consider the inventory of County road ends ~~which that~~ about shorelines, ~~that which~~ is included in the  
12 2010 San Juan County *Parks, Trails and Natural Areas Plan and Nonmotorized Plan* ~~PTNA-NM~~, and  
13 evaluate on a case-by-case basis their potential for marine access, recreational or other uses. If  
14 appropriate, develop the shore access and ensure protection of neighboring private properties.

15  
16 8. Support agriculture in the county by continuing to allow unrestricted movement of farm equipment  
17 and machinery, as well as unrestricted driving of livestock, on County roads in a reasonable and  
18 prudent manner.

#### 19 Road Design and Construction

20  
21  
22 9.7. Develop and adopt County road standards that meet minimum WSDOT and other applicable  
23 agency requirements and follow Complete Streets principles. ~~The standards should protect rural~~  
24 ~~character, provide for safety, the types and intensities of land uses to be served, volumes of traffic~~  
25 ~~and transportation modes to be accommodated, and planning principles contained in the 1995~~  
26 ~~Scenic Road Manual. These principles include the design and planning guidelines addressing the~~  
27 ~~Protection of rural character and aesthetics.~~

28  
29 10.9. Ensure that County road standards and practices are updated to reflect climate change projections,  
30 and that new roads are sited appropriately and protected from sea level rise, increased flood and  
31 erosion hazards, and storm surge.

32  
33 11.9. Support road designs that follow the goals and guidelines in the 1995 Scenic Road Manual until they  
34 are superseded by Council-adopted County road standards, as described in item 7 above. ~~While safety~~  
35 ~~of County roads is a primary concern, the design, construction, and maintenance of roads and right-~~  
36 ~~of way trails should minimize adverse impacts on the scenic character of roadways that is provided by~~  
37 ~~roadside trees, brush and terrain, the routes themselves and vistas from them.~~

38  
39 12.10. Prevent the construction of public or private roads through areas designated Natural or  
40 Conservancy areas in the San Juan County Shoreline Master Program, where a feasible alternative  
41 exists.

42  
43 13.11. Make use of the procedure provided in Chapter 36.86, RCW, to deviate from state standards for  
44 collector roads when necessary to maintain their scenic qualities.

45  
46 14.12. Include a thorough public participation program and interdisciplinary teams advisory to the County  
47 Engineer, as early as practicable in the planning and design phases of major projects. Adjacent  
48 property owners and other affected persons should be represented on interdisciplinary teams.

1  
2 ~~15.13.~~ Strive to preserve the significant scenic, rural quality of island roads, including the San Juan Islands  
3 Scenic Byway.

4  
5 ~~16.14.~~ Establish alternative design standards for roads on non-ferry served islands that meet the specific  
6 transportation needs of these islands.

7  
8 ~~17.15.~~ Consider the creation of a local improvement district to finance improvements consistent with the  
9 applicable activity center or subarea plan, when owners of property in activity centers desire road  
10 improvements that exceed County requirements, ~~such as sidewalks and curbs.~~

11  
12 ~~18.16.~~ Consider using low-impact development techniques, when physically and economically feasible.

13  
14 **6.5.B Policies for Driveway Approaches to County Roads, Setbacks, and Maintenance (6.5.B.1-3):**

15  
16 1. Hold the number of driveway approaches to County roads to a minimum, in order to improve traffic  
17 safety and minimize maintenance expenses.

18  
19 2. Ensure that all structures are set back from road rights-of-way, ~~in order to maintain the rural and~~  
20 ~~scenic character of County roads and provide for underground utilities~~ in compliance with county  
21 codes.

22  
23 3. Conduct maintenance of County transportation facilities by:

24  
25 a. Keeping ~~its~~ transportation facilities in a usable and safe condition;

26  
27 b. Assigning first priority to maintaining major and minor collector roads;

28  
29 c. Supporting integrated control of noxious weeds within county road rights-of-way with  
30 environmentally responsible practices per SJCC 18.60.090; and

31  
32 ~~de.~~ Reducing the number presence of noxious weeds occurring over the long term by minimizing to  
33 ~~the extent that safety allows clearing of vegetation, particularly trees, in road rights of ways.~~  
34 ~~Scheduling clearing should be coordinated with the tourism season in mind. Developing and~~  
35 ~~implement programs as legally required under Chapter RCW 17.10 and Chapter WAC 16.750 to~~  
36 ~~remove noxious weeds, controlling the spread of their seeds prior to mowing and reducing the~~  
37 ~~spread of noxious seeds after mowing by sweeping and removing refuse from the roadway.~~

38  
39 d. ~~Do not use herbicides, pesticides, toxic substances, or other chemicals for weed control or other~~  
40 ~~purposes in road rights of way.~~

41  
42 **6.5.C Policies for Land Transportation Level of Service (LOS) (6.5.C.1-7):**

43  
44 1. Establish LOS standards and response mechanisms for land transportation facilities and services which  
45 balance the needs of the community for land transportation with the impacts of those facilities and  
46 services.

47

- 1 2. ~~Establish LOS standards for collector roads and UGA and Activity Center Intersections based upon~~  
2 ~~Average Annual Daily Traffic (AADT) volumes. For San Juan County, the maximum AADT levels for~~  
3 ~~specific LOS standards are provided in Appendix 6, Transportation of this Comprehensive Plan.~~  
4
- 5 3. ~~Adopt~~ Establish LOS D as adequate for County collector roads. LOS D is defined as traffic flows  
6 ~~approaching unstable flow and can be described as speeds slightly decreasing and volumes slightly~~  
7 ~~increasing, as that condition during the peak hour when average vehicle operating speeds drop to 35~~  
8 ~~miles per hour, platoon sizes are typically 5-10 vehicles, and 75 percent of the motorists are delayed~~  
9 ~~by congestion or slower vehicles.~~  
10
- 11 3. Adopt UGA intersection LOS ~~(-D-)~~ as adequate for Eastsound and Lopez Village key collector road  
12 ~~intersections. Key collector road intersections are defined by the County Engineer. For Urban Growth~~  
13 ~~Areas and Activity Centers, conduct intersection studies to determine the current LOS and evaluate~~  
14 ~~future needs,--~~  
15
- 16 4. ~~Initiate the following response mechanism w~~When a County collector road Annual Average Daily  
17 ~~Traffic (AADT) exceeds the LOS D standard, perform a traffic study to evaluate alternatives to increase~~  
18 ~~capacity and/or decrease demand and define an implementation schedule.;~~ road falls below LOS D,  
19 ~~based on the AADT:~~  
20
- 21 a. ~~Perform a traffic study to evaluate a collector road outside of an activity center by calculating the~~  
22 ~~LOS using the methods described in the most current edition of the Highway Capacity Manual,~~  
23 ~~and data for the specific section of a collector road outside of an activity center;~~  
24
- 25 b. ~~Re-evaluate the LOS standard to determine if changes in available data, and/or community needs~~  
26 ~~or desires, make modification of the LOS standards appropriate. If changes are appropriate,~~  
27 ~~amend this Element to revise the LOS standards. Identification of how new data or changes in~~  
28 ~~community needs or desires make changes appropriate should accompany any proposal to amend~~  
29 ~~this Element;~~  
30
- 31 c. ~~Initiate an evaluation of alternatives for increasing capacity and/or decreasing demand. The~~  
32 ~~alternatives considered should:~~  
33
- 34 (1) ~~include demand management strategies and other non-structural improvements;~~  
35
- 36 (2) ~~be cost effective;~~  
37
- 38 (3) ~~not significantly increase adverse impacts of the transportation facility on surrounding land~~  
39 ~~uses or the natural environment;~~  
40
- 41 (4) ~~be consistent with the goals and policies of this Element and the other elements of the~~  
42 ~~Comprehensive Plan, and~~  
43
- 44 (5) ~~include the evaluation of the goals and policies contained in the Land Use Element and~~  
45 ~~Shoreline Master Program that affect the rate and amount of residential, commercial,~~  
46 ~~recreational, and industrial growth allowed;~~  
47

1 ~~d. Begin implementation of an appropriate mix of capacity improvements and/or demand~~  
2 ~~management strategies to bring the facility(s) back to a level identified as adequate by this~~  
3 ~~Element within one year.~~

4 5. When a UGA intersection exceeds the LOS D standard, perform a traffic study to evaluate alternatives  
5 to increase capacity and/or decrease demand to meet the community's needs.

6  
7 ~~6. Adopt and enforce concurrency standards which that would prohibit development approval if the~~  
8 ~~development causes the AADT level of service to exceed the LOS D standard or exceed intersection~~  
9 ~~LOS standards. for the collector roads to exceed the decline below the standard adopted in Policy 3,~~  
10 ~~above, unless transportation improvements or strategies to accommodate the impacts of~~  
11 ~~development are made concurrent with the development. Transportation improvements or strategies~~  
12 ~~may include, but are not limited to those identified in Policy 4, above.~~

13  
14 ~~6.7. Develop specific LOS standards for collector roads when needed inside of urban growth areas or~~  
15 ~~activity centers as part of the planning for individual activity centers.~~

16  
17 ~~7. Do not require concurrency for any other land transportation facilities.~~

18  
19 **6.5.D Policies for Private Roads (6.5.D.1-2):**

20  
21 1. Private roads should not be incorporated into the County road system, unless public benefits are  
22 substantial and the County's road design standards are met.

23  
24 2. Establish standards for private roads in accordance with the following:

25  
26 a. Establish private road standards to provide adequate vehicular safety, low maintenance, and  
27 meet anticipated vehicular demand;

28  
29 b. Require private roads to avoid and minimize environmental impacts and maintain the scenic  
30 character of island roads;

31  
32 c. Subject roads developed as part of land development or new subdivisions to develop  
33 maintenance agreements when necessary;

34  
35 d. Consider adoption of lesser road standards for islands not served by ferries; and

36  
37 e. Require improvements to off-site private roads in approving a land development, if these roads  
38 serve the development and do not meet applicable design standards.

39  
40 **6.5.E Policies for Parking (6.5.E.1-7):**

41  
42 1. Encourage the development of community parking facilities in all areas designated as activity centers  
43 in County land use and subarea plans. Shared parking among separate facilities should be provided,  
44 if other applicable parking requirements allow. Parking areas should include electric vehicle charging  
45 stations.

46  
47 2. Provide off-street parking areas open to the public, where they would serve transportation facilities  
48 or meet community needs.

3. Encourage the business community in commercial core areas to provide parking areas in locations where they would relieve traffic congestion and accommodate taxi, van, and bus services without disrupting traffic circulation. Design and location should be carefully considered in accordance with applicable area plans. Parking areas should include electric vehicle charging stations.
4. Provide parking areas on the nearest ferry-served island to accommodate residents of non-ferry served islands, after considering possible funding mechanisms, costs and benefits, and possible parking lot locations. Parking areas should include electric vehicle charging stations.
5. Consider the use of local improvement districts or other administrative and financing structures when desired to build, operate and maintain community parking areas.
6. All major transportation facilities should include adequate off-street parking areas. Parking areas should include electric vehicle charging stations.
7. All parking areas associated with new public or private development should:
  - a. Include safe ingress and egress;
  - b. Be screened or well set back from roads;
  - c. Reflect adequate design for ease of use;
  - d. Provide for the physically impaired; and
  - e. e. Provide for alternative forms of transportation.
  - f. Parking areas should include electric vehicle charging stations.

**6.5.F Policies for Motorized Bicycles and Mopeds. (6.5.F.1):**

~~Mopeds are small motorcycles that have less stringent licensing requirements than motorcycles and do not include motorized bicycles. They are important modes of transportation used by residents and visitors to the islands. The use of mopeds, requires planning for the development of transportation facilities and operations that promote safe travelling experiences for all users and benefit the local economy.~~

- ~~1. Promote enforcement of road rules and speed limits, and educate the public how to share the road safely.~~
- ~~2. Evaluate the potential to improve safety by reducing the speed limits on high use or other County road segments with unique characteristics considering the legality, usage, season, events and practicality.~~
- ~~3. Require that moped vendors provide and enforce the use of protective headgear when required by State law and give written and oral instruction regarding safe operation of mopeds as part of a land use project permit approval.~~

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1 ~~4. Encourage WSF to unload mopeds in a safe and efficient manner.~~

2  
3 **6.5.F Policies for Bicycles and Mopeds.** (6.5.F.1):  
4

5 Motorized bicycles and mopeds are modes of transportation used by both residents and visitors to the  
6 island. Increases in the number of bicycling and moped enthusiasts require planning for the development  
7 of transportation facilities and operations that promote safe travel experiences for all users, and also  
8 benefits the local economy.  
9

- 10 1. Safe facilities and programs for use of bicyclists, (standard bicycles and motorized bicycles) should  
11 be developed by the County and addressed in updates to the PTNA-NM.
- 12  
13 2. The County and its economic and community development partners should:
  - 14 a. Require that moped vendors provide and enforce the use of protective headgear when  
15 required by State law, and give written and oral instruction regarding the safe operation  
16 of mopeds, as part of a land use project permit approval;
  - 17  
18 b. Identify other ways to foster recognition of rights and responsibilities in the use of County  
19 roads by both motorists and cyclists;
  - 20  
21 c. Sweep road shoulders regularly to facilitate safe use by cyclists and mopeds;
  - 22  
23 d. Encourage WSF to load and unload bicyclists and mopeds in a safe and efficient manner;
  - 24  
25 e. Include parking facilities for bicycles and mopeds at public transportation facilities, and  
26 encourage commercial developments and other traffic generators to provide parking  
27 facilities away from pedestrian paths;
  - 28  
29 f. Promote the enforcement of road rules and speed limits and educate the public on how  
30 to share the road safely, and
  - 31  
32 g. Evaluate the potential to improve safety by implementing road design changes on high-  
33 use or other County road segments with unique characteristics, taking into account  
34 legality, usage, season, events and practicality.
- 35  
36  
37 ~~3. Require that moped vendors provide and enforce the use of protective headgear when required~~  
38 ~~by State law and give written and oral instruction regarding safe operation of mopeds as part of~~  
39 ~~a land use project permit approval.~~  
40

41 ~~4. Encourage WSF to unload mopeds in a safe and efficient manner.~~  
42

43 **6.5.G Transit Goals and Policies;**  
44

45 Although San Juan County does not operate a centralized public transit service, many social service, non-  
46 profit and private transit providers are working to meet community transportation needs and fill  
47 accessibility gaps identified in the 2010 San Juan County ~~Coordinated Human Services Transportation~~  
48 ~~Plan~~ CHST.

1  
2 **Goals:**  
3

- 4 1. To encourage and support development of public and private electric transit and electric shuttle  
5 services.  
6  
7 2. To improve access to health and human services, employment, social, educational, recreational, and  
8 tourism destinations.  
9  
10 3. To improve mobility and quality of life for residents and workers.  
11  
12 4. To increase transportation options for tourists and guests.  
13  
14 5. To encourage alternatives to the use of single-occupant vehicles.  
15  
16 6. To consider transit operations in roadway designs.  
17

18 **Policies for Transit (6.5.G.1-9):**  
19

- 20 1. Support the development of social service public transit options and the work of nonprofit and private  
21 community transportation partners to:  
22  
23 a. Reduce the isolation of target populations;  
24  
25 b. Increase accessibility to transportation services; and  
26  
27 c. Address seasonal tourist travel peaks through the development of transit alternatives; and  
28  
29 d. Create additional organizational capacity to sustain implementation of community identified  
30 transportation needs.  
31  
32 2. Support the work of community transportation partners ~~such as San Juan Community Services, Senior~~  
33 ~~Services, Family Resource Centers, San Juan Friends and Neighbors Program, SJ Rideshare, social~~  
34 ~~service organizations and private transportation providers to evaluate public transit needs, further~~  
35 ~~identify opportunities for service coordination, and implement actions described in the 2010 San Juan~~  
36 ~~County Coordinated Human Services Transportation Plan CHST to~~  
37  
38 3. ~~Encourage the development of transportation services that~~ meet the needs of the community,  
39 especially individuals with lower incomes, seniors, persons with disabilities, and veterans.  
40  
41 4. ~~Support coordinated human services transportation planning that creates improved access to~~  
42 ~~transportation information, develops economies of scale, eliminates inefficiencies, and provides greater~~  
43 ~~visibility of transportation options.~~  
44  
45 4.5. Explore and support the collaborative efforts of community organizations, state and federal partners,  
46 and transportation providers to provide cost-effective service delivery, to increase capacity to serve

1 unmet needs, and to improve mobility, [reduce carbon emissions](#), and the quality of transportation  
2 services.

3  
4 5.4 Support community transportation planning efforts focused on gaining a better understanding of the  
5 transportation needs of the San Juan Islands, creating new methods of island travel, raising awareness of  
6 transportation issues, and exploring private and public funding for new [electric](#) public transportation  
7 solutions.

8  
9 6.5 Leverage community resources to obtain appropriate state and federal funding for transit projects  
10 that address both year-round and seasonal transit challenges.

11  
12 7.8 Coordinate with the WSDOT Public Transportation Division to implement high-priority projects  
13 identified by the community, using the ranking criteria for selecting projects established in the San Juan  
14 County 2010 Health and Human Services Transportation Plan [CHST](#).

15  
16 ~~9. Support private and nonprofit efforts to address seasonal tourism travel peaks through the~~  
17 ~~development of transit alternatives.~~

## 19 **6.6 INTERGOVERNMENTAL AND REGIONAL COORDINATION GOALS AND POLICIES**

20  
21 San Juan County and the Town of Friday Harbor have adopted County-wide Planning Policies (CPPs),  
22 included in Appendix 2 of this Comprehensive Plan. These CPPs include policies for Ttransportation  
23 Ffacilities and Sstrategies that to foster the alignment of transportation planning priorities and strategies  
24 affecting the Town and County. ~~Alignment with the Town of Friday Harbor Comprehensive Plan~~  
25 ~~Transportation Element and subarea plans of this Comprehensive Plan is important for intergovernmental~~  
26 ~~coordination of transportation services and facilities.~~ Consistency with the transportation goals and  
27 policies established in the Whatcom and Skagit adjacent cCounty Comprehensive Plans related to regional  
28 transportation service impacts are also considered in this Transportation Element. Lastly, this section  
29 provides guidance for alignment with state transportation plans, which is an important component of  
30 local and regional transportation planning.

31 Generally, ~~in Washington~~, regional transportation plans in the State of Washington are developed in  
32 conjunction with local plans and County-wide transportation policies. San Juan County does not meet the  
33 population requirements for creating its own Regional Transportation Planning Organization (RTPO), but  
34 is eligible to join ~~the Skagit Island RTPO or~~ another RTPO from a neighboring region. As of 2018, Skagit  
35 County and Island County are separate RTPOs. San Juan County has chosen not to join a local RTPO, but  
36 does informally coordinate with the Skagit adjacent counties and regional organizations other RTPOs, and  
37 ~~the North Sound Connecting Communities Group (i.e., the Farmhouse Gang)~~. San Juan County  
38 coordinates with the Town of Friday Harbor and the Port of Friday Harbor as in an informal RTPO, to align  
39 transportation plans and share Federal Highway Funds.

40 The following goals and policies address the alignment of transportation plans, and provide guidance on  
41 the intergovernmental coordination of local, regional and state planning priorities.

### 42 **Goals:**

- 1 1. To plan, prioritize, and finance transportation improvements in coordination with portions of local,  
2 regional and state transportation plans.
- 3
- 4 2. To coordinate with multiple agencies and jurisdictions to facilitate the efficient clean low carbon  
5 transportation of people, goods, and services, in order to strengthen the local and regional  
6 environment and economy.
- 7
- 8 3. To identify common regional transportation issues and work cooperatively with other agencies,  
9 jurisdictions, and regional organizations to develop solutions to transportation system challenges.
- 10
- 11 4. To collaborate with adjacent jurisdictions and regional interests to lobby for legislation and funding  
12 ~~that~~ solves regional transportation issues and for the provision of beneficial state transportation  
13 facilities and services.
- 14

15 **Policies (6.6.A.1-17):**

- 16
- 17 1. Coordinate with the Town of Friday Harbor to ensure consistency with the ~~County-wide Planning~~  
18 ~~Policies~~ CPP for Transportation Facilities and Strategies adopted in Appendix 2 of this ~~Comprehensive~~  
19 ~~Plan~~ and to facilitate integration of the transportation system.
- 20
- 21 ~~2.~~ Coordinate with the Town of Friday Harbor, Port of Friday Harbor and the WSDOT to plan fair share  
22 financial contributions to transportation improvements needed to mitigate regional or island-wide  
23 transportation impacts consistent with The Town of Friday Harbor Transportation Element Goals. ~~TE~~  
24 ~~16.~~
- 25
- 26 3. Coordinate with the Town of Friday Harbor on cooperative funding of road improvements within the  
27 Town of Friday Harbor and the Friday Harbor Urban Growth Area Consistent with the Friday Harbor  
28 Transportation Element Goals ~~TE 23.~~
- 29
- 30 4. Cooperate with WSDOT, ~~t~~The Town of Friday Harbor and the Port of Friday Harbor during the  
31 development of aviation facilities ~~and~~ consistent with the Town of Friday Harbor's Comprehensive  
32 Plan ~~\_~~General Air Transportation Policies ~~TE 33,~~ plan for facilities that:  
33  
34 a. ~~Are scaled to serve the needs of Town and Island residents;~~  
35  
36 b. ~~Are planned in a coordinated and comprehensive manner;~~  
37  
38 c. ~~Are planned to protect the character of the Town and its neighborhoods; and~~  
39  
40 d. ~~Are consistent with the policies in the Town and County Land Use Elements.~~
- 41
- 42 5. Coordinate with the WSF and the Town of Friday Harbor to support marine transportation ferry  
43 system policies that provide optimum clean low carbon ferry system services and facilities.
- 44

- 1 6. Encourage the development of transit service, in order to reduce vehicular traffic in downtown Friday  
2 Harbor and on County roads and to support conservation goals consistent with Town of Friday Harbor  
3 Comprehensive Plan Policy ~~TE-85~~.
- 4
- 5 ~~7.~~ Identify and encourage the development of transportation projects that have local and regional  
6 benefits and cost-sharing efficiencies, consistent with Whatcom County Policy 6C-11 to:  
7  
8 *~~"Identify areas and mechanisms for potentially collaborative projects so that~~*  
9 *~~multiple jurisdictions can share costs and efficiencies."~~*  
10
- 11 8. Inform the North Sound ~~Connecting Communities Group~~ Transit Alliance-NTSA (aka Farmhouse Gang)  
12 and adjacent RTPOs of San Juan County's transportation issues and identify coordination issues.
- 13
- 14 9. Work with neighboring counties, as well as and the Skagit, Island RTPOs and Whatcom RTPOs  
15 to recommend and develop planning goals, policies, and plans that address regional issues.
- 16
- 17 10. Coordinate with transportation planners in Whatcom and Skagit counties and Canada to develop  
18 compatible transportation recommendations that support efficient trade and commerce.
- 19
- 20 ~~11.~~ Coordinate with the Skagit ~~County Island~~ RTPO to support the continued provision of ferry service  
21 between to and from Anacortes-San Juan Islands and -Vancouver Island, B.C. consistent with Skagit  
22 County Transportation Element Policy 8A 5.6 to:  
23  
24 *~~"Support the State's continued provision of ferry service to and from Anacortes-~~*  
25 *~~San Juan Islands -Vancouver Island, B.C."~~*  
26
- 27 12. Promote the development of transportation facilities that serve to improve the mobility of goods,  
28 services, and people to encourage economic development, environmental sustainability, and  
29 implement compatible transportation plans compatible with those of the County and neighboring  
30 RTPOs.
- 31
- 32 13. Coordinate with other jurisdictions, public transit providers, agencies, and other entities, to promote  
33 multimodal travel options and promotions that provide alternatives to the single-use passenger  
34 vehicle.
- 35
- 36 14. Coordinate with the WSF, and the Skagit County RTPO, and the Whatcom RPTO to improve intermodal  
37 connectivity between public transit operations on the mainland and WSF ferry-service.
- 38
- 39 15. Periodically assess the costs and benefits of joining an RTPO.
- 40
- 41 16. Continue to promote ~~Establish better~~ communications and coordination between the County and the  
42 Port Districts within the County.
- 43
- 44 17. Participate in statewide transportation planning organization teleconferences.
- 45

- 1 18. Work with the Governor, Legislature and WSF to prioritize the San Juan Islands for construction of
- 2 new, quieter, hybrid-electric ferries to modernize our aging fleet, ensure reliable ferry service, and
- 3 benefit our waters and whales.
- 4
- 5
- 6
- 7

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**COMPREHENSIVE PLAN  
SECTION B, ELEMENT 8**

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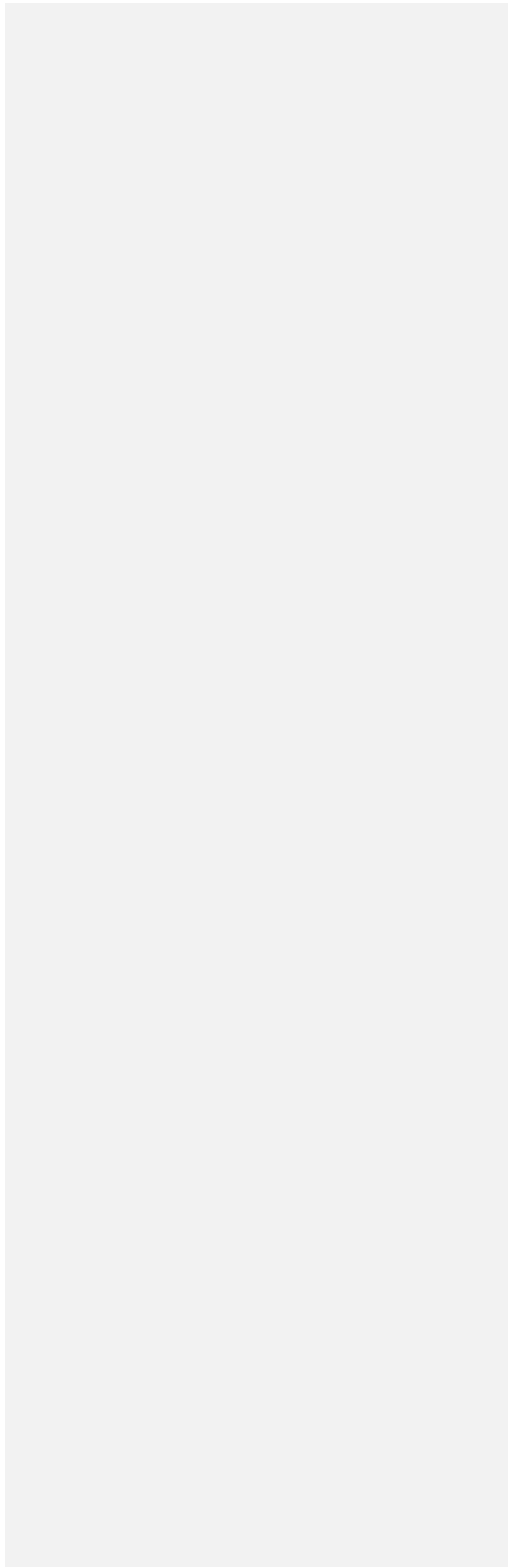
**UTILITIES ELEMENT**

**~~November 2005~~**

**May 6, 2022**

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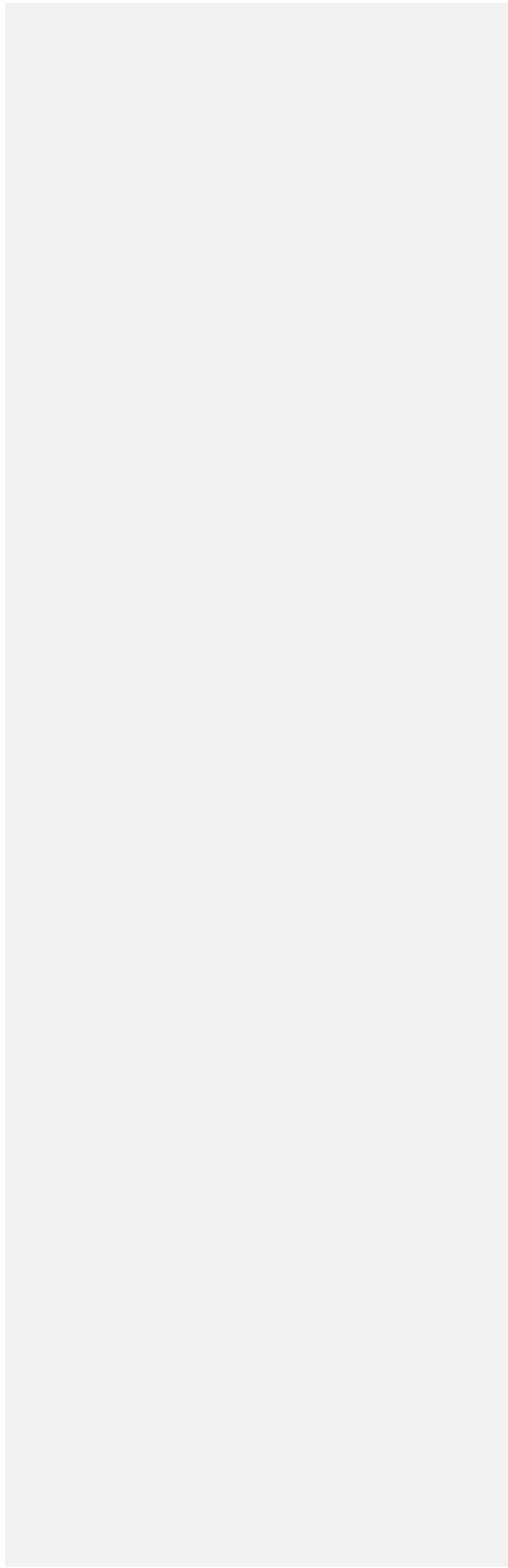
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**ELEMENT 8**  
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**UTILITIES ELEMENT**  
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1 **8.1 INTRODUCTION**

2  
3 **8.1.A Purpose**

4  
5 The purpose of the Utilities Element is to set goals and policies which provide guidelines for the  
6 provision of utility services in San Juan County, and to facilitate coordinated, cost-effective  
7 planning and construction by the County and by individual utility service providers in a manner  
8 consistent with the goals and policies set forth in this Plan. This element consists of General Goals  
9 and Policies, Utility Specific Goals and Policies, and a Utilities Inventory in Appendix 8.

10 The Utilities Element includes the current and projected conditions of utilities in San Juan County. Utility  
11 services included in this Element are electricity, propane, telecommunications, internet and cable. San  
12 Juan County does not provide utility services; therefore, this Element relies on information shared by  
13 utility providers.

14  
15 This Element establishes goals and policies to guide the provision of utility services. Goals and policies  
16 aim to facilitate coordinated, cost-effective provision of services, planning, and construction by utility  
17 service providers in a manner consistent with the goals and policies of other elements of the  
18 Comprehensive Plan (Plan). This document also identifies opportunities and challenges for utility services  
19 through the 2036 planning period. These opportunities and challenges stem from projected population  
20 increases, new technologies, and climate change.

21 The Utilities Element reflects certain key assumptions:

- 22  
23  
24 1. Utility providers are the best identifiers of utility problems and the solutions needed to overcome  
25 them;₂  
26  
27 2. Level of service (LOS) standards, concurrency, and capacity requirements do not apply to utility  
28 services addressed in this element;₂  
29  
30 3. Privately owned utilities are not public facilities although they provide a public service. Each utility  
31 bears the responsibility for providing services to San Juan County residents within the guidelines  
32 of their own policies and in a manner consistent with the regulatory bodies having jurisdiction  
33 over them;₂ and  
34  
35 4. County residents ultimately bear the majority of the costs associated with the provision of utility  
36 services through utility rates, taxes, land development costs, and impacts to environmental and  
37 aesthetic values.

38  
39 This Element supports the Plan Vision and fulfils the requirements of the Growth Management Act (GMA)  
40 for utilities planning.

41  
42 Regarding energy, while the Vision states, “Our community strives for energy independence...we use  
43 renewable energy.” – the county is heavily dependent on the mainland for the bulk of its electricity,  
44 propane and gasoline energy. Fossil fuel energy providers are not renewable and are not working  
45 toward “energy independence.” Washington state energy strategy calls for most fossil-fueled  
46 transportation and heating to be converted to electric forms. Solar power is minimal in the winter,

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1 when county electric load doubles, due to heating. Energy independence is therefore not  
2 economically within reach with current viable technologies, requiring over 1,200 acres of solar and  
3 over \$10 billion of battery storage to store summer power for winter use. Both the solar and battery  
4 systems would need to be replaced every 15 to 30 years. OPALCO, the local electric energy provider,  
5 is working to increase local energy resilience, employing a combination of community and rooftop  
6 solar plus storage systems configured as micro-grids, and modernizing the grid to allow for adaptive  
7 reconfiguration during major mainland outages. This can help increase local energy resilience,  
8 economically, especially in population centers. In time, and with community support, tidal power,  
9 which works year round, day and night, may provide a portion of the energy needed in winter,  
10 removing the need for massive storage systems. As with the County wireless ordinance that  
11 facilitated rapid deployment of wireless broadband services, the county should work with OPALCO  
12 to evolve land use ordinances to facilitate the needed local energy resources to reduce our  
13 dependence on the mainland for energy. Provide clarity on land use for local renewable energy  
14 resources. The vision calls for striving for energy independence, which would require over 1,200  
15 acres for solar and storage resources. Is energy independence in conflict with maintaining rural  
16 character? If so, change the vision, if not, clarify land use. Without clarity, the grant funding and  
17 finance needed for increasing local energy resources is unattainable.

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18 Regarding communication systems, the Vision affirms that “Advanced communication infrastructure is  
19 encouraged...we encourage new ideas and new technology... [and] communication systems support our  
20 economy.”

21  
22  
23 The Utilities Element is oriented toward meeting the needs of the people of the County in the midst of  
24 growth, climate change, and ever-advancing technologies. The GMA calls for comprehensive plans to  
25 include “the general location, proposed location, and capacity of all existing and proposed utilities” in  
26 RCW 36.70A.070(4). By fulfilling the GMA requirement, the County positions itself to make effective use  
27 of existing utilities infrastructure, and to be responsive to inevitable change. Together, this Element and  
28 Appendix 8, Utilities Inventory meet this requirement. Appendix 8 contains the in-depth inventory of  
29 utilities.

## 30 8.2 RELATIONSHIP TO OTHER PLAN ELEMENTS

31  
32 The siting and provision of utility services interacts with other topics in the Plan. Utilities information can  
33 be found in both the Utilities and Capital Facilities Elements and Inventories. Water and sewer utilities  
34 are discussed in the Capital Facilities Element and Inventory, and are subject to concurrency requirements  
35 and Level of Service (LOS) standards. Services discussed in the Utilities Element and Inventory are not  
36 subject to concurrency requirements or LOS standards. The siting of utilities facilities, such as propane  
37 storage, electrical substations, and telecommunication towers, is a land use issue. Telecommunication  
38 services are closely tied to issues discussed in the Economic Development Element. The Utilities Element  
39 must be consistent with other Plan elements. No element can be enacted independently without  
40 consideration of other elements.

## 41 8.3 CURRENT CONDITIONS AND FUTURE OUTLOOK

1 The following subsections summarize existing utilities conditions and provide a look at what the future  
2 may hold for the provision of those services. The outlook is based on the assumption that the County  
3 will grow according to the population projections in *Plan* Appendix 1. Both existing and future utility  
4 services are and will be operating in the context of climate change and the development of new energy  
5 and communication technologies.

### 6 7 **8.3.1 Electricity**

#### 8 9 Current Conditions

10  
11 Orcas Power and Light Co-operative (OPALCO) provides electricity in the County. —The majority of  
12 electricity is sourced from hydropower on the mainland. Bonneville Power Administration and Puget  
13 Power generates and distributes it.— Local renewable energy sources, such as solar power, currently  
14 generate about three percent of electricity. In 2021, OPALCO served about 15,000-400 accounts on 21  
15 islands. OPALCO estimates an annual increase of 0.5-9 percent for the number of residential accounts and  
16 2.0 percent for commercial accounts.

#### 17 18 Energy Outlook

19  
20 Globally, we face a climate crisis induced by human-generated greenhouse gas emissions. In the Pacific  
21 Northwest, we have observed wildfires, drought, lack of snowpack, and increased ocean acidification in  
22 recent years<sup>1</sup>. Governor Inslee’s Executive Order 14-04 includes key areas for addressing climate change,  
23 including reducing carbon emissions and improving energy efficiency<sup>2</sup>. San Juan County can reduce  
24 carbon emissions by increasing reliance on electricity if it comes from clean, renewable sources, and is  
25 used as efficiently as possible. Transportation and home heating/cooling are two major sources of energy  
26 expenditure in the County (and anywhere else). Thirty five percent of county residential energy use is for  
27 heating, and over half of energy use is for transportation, which accounts for 45 percent of Washington  
28 State fossil fuel emissions<sup>3</sup>. Electric transportation costs about 75 percent less than fossil fueled  
29 transportation, helping keep dollars in the local economy<sup>4</sup>.

30  
31 The Washington State 2021 Energy Strategy estimates the electrification of transportation and heating  
32 will nearly double load by 2050. Over this same period, the electrification of transportation and heating  
33 is estimated to reduce greenhouse gas emissions by 72 percent by 2050<sup>5</sup>. The number of Electric Vehicles  
34 (EVs) in the county increased by 65 percent in 2019 as they became less expensive and provided longer  
35 ranges<sup>6</sup>. The State has reinstated tax breaks for non-luxury electric vehicles in an effort to increase their  
36 prevalence and reduce transportation emissions.

37  
38 In 2019, Washington State Ferries (WSF) announced that it would begin transitioning its diesel ferry fleet  
39 to hybrid-electric. The anticipated 2030 ferry electrification will add load as well. Ferry electrification is  
40 an effort to drastically reduce greenhouse gas emissions. Currently, WSF generates fifty percent of

1 <sup>1</sup> <https://fortress.wa.gov/ecy/publications/documents/1902031.pdf>, pg. x.

2 <sup>2</sup> [https://www.governor.wa.gov/sites/default/files/exe\\_order/eo\\_14-04.pdf](https://www.governor.wa.gov/sites/default/files/exe_order/eo_14-04.pdf)

3 <sup>3</sup> OPALCO analysis, US Department of Energy, WA Department of Ecology

4 <sup>4</sup> OPALCO analysis, US Department of Transportation, WA State Department of Transportation

5 <sup>5</sup> The Brattle Group

6 <sup>6</sup> WA State Department of Transportation

1 greenhouse gas emission from working boats in Puget Sound (220,000 metric tons annually), despite only  
2 making up only six percent of such boats<sup>7</sup>.

3  
4 While electric power in Washington may be cleaner than in other states that rely heavily on fossil fuels to  
5 generate electricity, hydropower is not without environmental impact. Chinook Salmon populations have  
6 been in decline in both dammed and undammed river systems in the northwest. Orca Whales in the Salish  
7 Sea rely on Chinook as a food source. That said, WA hydro power is cleaner than solar, wind, coal and  
8 natural gas and most other sources of energy, and helps reduce the impacts of climate change on ocean  
9 warming and acidification, which is driving ecosystem collapse, impacting thousands-millions of species<sup>8</sup>.  
10 Hydro is an essential resource in the 2019 WA Clean Energy Transformation Act (CETA) and WA 2021  
11 Energy Strategy, for firming intermittent renewables like solar and wind.

12  
13 There is a push toward energy independence from the mainland. Renewable energy resource costs have  
14 been falling, while mainland pricing has been slowly rising. The point at which they cross is called grid  
15 parity. In other words, grid parity is the point at which an emerging technology becomes economically  
16 viable. At that point, the emerging technology has increasing cost savings compared to the legacy  
17 technology. Once a resource is at grid parity or better, it can be added into OPALCO's energy portfolio to  
18 replace or moderate the cost of legacy energy sources. OPALCO expects that local renewable energy  
19 resources will become competitive with mainland power wholesale electric rates and reach grid parity  
20 around 2028. OPALCO is transitioning to a more locally generated energy mix, which could include  
21 member-generated energy (solar, wind, micro-hydro), Community Solar, utility-scale solar, tidal energy,  
22 and other new technologies. OPALCO expects that up to fifty-35 percent of County energy could be  
23 generated locally by 2040<sup>9</sup>. Energy storage systems are an increasingly important part of local energy  
24 solutions. Storage technology currently depends on lithium or iron flow battery technologies, but green  
25 hydrogen will likely be a viable candidate for storage, especially for longer term seasonal storage and for  
26 large electric trucks and possibly ferries. This will require green hydrogen production and storage facilities  
27 in the islands.

28  
29 The impacts from climate change, changing carbon emission regulations, and the restructuring of the  
30 electric transmission market throughout the Pacific Northwest will impact the electric grid serving the  
31 County. This may increase the potential for unplanned outages and rolling blackouts. The need for locally  
32 generated electricity from wind, solar, tidal, and other sources are vitally important to prevent economic  
33 disruption and preserve the County's environment. The County Vision states, "Our community strives for  
34 energy independence...we use renewable energy." To achieve-move toward this vision will require  
35 significant land and water areas to host local renewable energy and tidal power sites. Development of  
36 Joint Use Wireless Facilities fostered the rapid development of reliable ubiquitous cellular service in the  
37 county, improving healthcare, emergency services, public safety communications and economic activity.  
38 County land use designations should be similarly reviewed and updated for siting renewables. To increase  
39 local energy independence from the mainland resilience will require predictable permitting processes, to  
40 ensure timely achievement of grant funding and site development. This is particularly so for agri-solar  
41 applications on Rural Farm Forest and Ag land. Just as improved wireless land use designations fostered  
42 rapid improvement of wireless services in the county, updating land use designations for local renewable  
43 energy sites can help accelerate achieving the vision of "energy independence."

44

<sup>7</sup> <https://medium.com/wagovernor/clean-transportation-advances-with-hybrid-electric-ferries-85d2db1f902b>

<sup>8</sup> UN IPCC [https://archive.ipcc.ch/pdf/special-reports/srren/SRREN\\_FD\\_SPM\\_final.pdf](https://archive.ipcc.ch/pdf/special-reports/srren/SRREN_FD_SPM_final.pdf)

<sup>9</sup> OPALCO [Integrated Resource Long Rang Plan](#)

1 Siting electric facilities serving locally generated electricity and its supporting infrastructure can enable  
2 the deployment of an electric ferry system and the electrification of the state's transportation system.  
3 Airports, marinas, and town centers should all plan for DC fast charging to support the rapid transition to  
4 electric forms of cars, trucks, boats and planes.

5  
6 More information about the future of electricity in San Juan County can be found in OPALCO's planning  
7 documents. OPALCO's long-range plan contains an analysis of capacity development needed to meet  
8 future demands. Additionally, their four-year Construction Work Plan contains load forecasts and  
9 information on construction projects.

### 11 **8.3.2 Propane**

12  
13 There are no natural gas lines in San Juan County. The population relies heavily on propane. Propane  
14 tanks are not allowed on Washington State Ferries. Propane utility providers barge propane from the  
15 mainland to their distribution centers on San Juan, Orcas, and Lopez islands. The two propane providers  
16 in San Juan County are Inter-Island Propane and San Juan Propane. Inter-Island Propane recently  
17 established a facility on Orcas Island, which is subject to County inspection prior to starting operations.

18  
19 The demand for propane will likely may increase as the County's population increases, however many  
20 propane users are switching over to efficient electric heat pumps, which cost much less to heat, are  
21 climate friendly, and include air conditioning for increasingly hot summer months. HoweverIn addition,  
22 alternative renewable energy sources, such as home solar energy installations, and changes in State  
23 building code and greenhouse gas emission reduction requirements to meet WA State Greenhouse Gas  
24 targets for energy efficiency may reduce the per capita demand for propane in the future.

### 26 **8.3.3 Communications**

27  
28 San Juan County encourages the development of advanced communication infrastructure. Reliable, up-  
29 to-date communication services support everything from healthcare and public safety, to economic  
30 opportunity and modern lifestyles. Geographic isolation and relatively small resident populations have  
31 historically inhibited the extension of telecommunication services to some islands in the County. Today,  
32 Fiber and LTE are providing faster and more expansive communication services.

- 34 ▪ **Fiber:** The availability of fiber optic based services has grown extensively throughout the County in  
35 the past decade, meeting the growing needs of the electric grid, emergency communications, and  
36 residential and business broadband and cell phone service. Approximately half of County addresses  
37 are located within a serviceable distance of existing fiber optic facilities. As demand for higher  
38 bandwidth and additional improvements are made to public infrastructure, the availability of fiber  
39 optic services are expected to continue to grow.
- 41 ▪ **Voice over Internet Protocol (VoIP):** Anyone with a reliable internet connection can purchase VoIP  
42 service, which is becoming more common as internet access and speed increases. It is the  
43 predominant method for non-wireless voice communications around the nation, particularly for  
44 businesses.
- 46 ▪ **Fixed Wireless** Fixed wireless provides high speed internet service throughout the County by  
47 multiple providers.

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- Fixed Wireless – Cellular Service: All major cellular carriers have coverage to an extent in the County; however, the geography currently limits coverage in some areas. For some residents and visitors, lack of cell service poses a safety concern because it would be difficult to call for help in the case of an emergency.
- Plain Old Telephone Service (POTS): Use of POTS has decreased in the recent years as consumers discontinue landline service or switch to VoIP.
- Cable: Cable internet and television services are available from multiple providers in parts of Friday Harbor and Orcas Island. Use of cable services is declining as fiber and wireless broadband becomes more popular.

#### 8.4 KEY CHALLENGES

The key challenges for utilities provided below are based on the utilities inventory in *Plan Appendix 8* and the energy outlook. Considering the assessment of electricity, propane, and communications services, the utilities goals and policies in the following section put an emphasis on:

- Preparing to serve the County’s 2036 forecasted population in *Plan Appendix 1*;
- Meeting energy and telecommunications needs within and outside of population centers;
- Reducing greenhouse gas emissions, which come predominantly from transportation and heating;
- Reducing environmental impacts of all forms of energy we use;
- Increasing local energy resilience as we Achieving—move toward the vision of energy independence;
- Increasing energy efficiency; and
- Working with the challenges presented by the islands’ unique geography.

#### 8.5 GOALS AND POLICIES

Utilities goals and policies guide San Juan County’s actions affecting the provision of utility services. This section aims to result in meeting San Juan County’s current and projected needs for energy and communications in a way that is cost-effective, efficient, appropriate for the character of the islands, and responsive to climate change. These goals and policies are informed by the 2005 Utilities Element, other *Plan* elements, information from utilities providers, community feedback, and by state climate directives.

##### 8.5.A General Goals and Policies

The General Goals and Policies in this Element address the planning, location and siting of utilities; services to new development; and environmental protection. These issues are common among all utility services.

##### 8.2.A Long-range Planning

1 ~~Goal 1. Goal: To e~~ Coordinate planning efforts between San Juan the County and utility service  
2 providers and encourage the regular exchange of information plans, maps, and other pertinent  
3 ~~information;~~ to aid utility service providers in anticipating and responding to growth ~~by establishing land~~  
4 ~~use policies and regulations to direct and manage future growth;~~ and to maintain consistency between  
5 utility service plans and San Juan County plans.

6  
7 CLEAN: Coordinate planning efforts between the County and utility service providers and encourage the  
8 regular exchange of information to aid utility service providers in anticipating and responding to growth  
9 and to maintain consistency between utility service plans and County plans.

10  
11 Policies (8.2.A.1-6):

- 12
- 13 1. Provide utility service providers with appropriate plans and mapped information to help establish
- 14 a common eCounty-wide base map for utilities planning.
- 15
- 16 2. Obtain Mmaps and facility inventories, with text designating the approximate location of existing
- 17 facilities and the general location of proposed new facilities, ~~will be obtained~~ from utility service
- 18 providers and integrated them into the eCounty's Geographic Information System (GIS).
- 19
- 20 ~~3. Review the utility facilities inventory annually and provide updates on a biennial basis or as~~
- 21 ~~necessary.~~
- 22
- 23 3. 4.Provide utility service providers with annual updates and status reports for the six year capital
- 24 improvement financing plan to aid in their ability to coordinate necessary system improvements.
- 25
- 26 4. 5.Cooperate with utility providers in siting facilities for new and alternative technologies to save
- 27 money and promote reliability of existing utilities by conserving existing energy resources, while
- 28 promoting a feasible conversion to energy-saving technologies.
- 29
- 30 5. 6.Cooperate with utility service providers in future comprehensive planning efforts, ~~and in to~~
- 31 ~~evaluating~~ actual patterns and rates of growth and ~~comparing such patterns and rates them~~ to
- 32 demand forecasts.
- 33

34 ~~8.2.B Project Coordination~~

35  
36 ~~Goal 2. Goal: To a~~ Allow for the timely and cost-effective provision of utility services to eCounty  
37 residents by enabling inter-agency joint project planning; and to ensure the availability and use of utility  
38 corridors within public rights-of-way for the placement of utility service facilities.

39 Policies (8.2.B.1-4):

- 40
- 41
- 42 1. Facilitate inter-agency coordination and planning for joint trenching, installation, upgrade, repair,
- 43 maintenance, and construction of new utility facilities between the Public Works Department, the
- 44 various utility service providers, and other agencies.
- 45
- 46 2. Provide timely notification of proposed projects in public rights-of-way to utility service providers
- 47 and coordinate the placement of both above- and underground utility facilities, which are

necessary to provide adequate service, including transformers, switch vaults, telephone pedestals, utility equipment cabinets, and other necessary utility equipment or structures.

3. ~~Allow for utility services in N~~new dedications for public rights-of-way ~~should allow for utility services.~~

4. ~~Utility providers should be consulted~~ Encourage consultation between permit applicants and utility providers during the permitting process for installation of utility systems. [Moved from Goal 4]

#### 8.2.C Location and Siting

##### ~~Goal 3. XX XXX~~

~~Goal: To Allow for the presence, continuing operation, maintenance, and expansion of the full range of utility services available as reflected in the facilities inventory.; to Accommodate future changes in conditions and technologies which may impact the character and operation of utility facilities.; to recognize that the geographic character of San Juan County necessitates providing access and the ability to cross shorelines and waterways to utilities; and to recognize that utility facilities must occupy and traverse a broad range of areas and land use designations.~~

##### Policies (8.2.C.1):

~~1. Recognize that the geographic character of San Juan County necessitates providing access and the ability to cross shorelines and waterways to utilities; and to and that recognize that utility facilities must occupy and traverse a broad range of areas and land use designations. [Moved to Environment/Rural Character goal]~~

~~2. Locate and site utility facilities to minimize negative impacts to the rural character and natural environment of the county. New transmission facilities, substations and submarine transmission cable terminal facilities should be located and sited to minimize adverse impacts to the county's shorelines and rural character. [Moved to Environment/Rural Character goal]~~

~~3. New utility facilities should conform to the policies of the Land Use Element.~~

#### 8.2.D Permitting

~~Goal 3. Goal: To f~~Foster predictability and timeliness in processing permit applications for utilities new utility facilities or utility service work; and to allow for necessary development, maintenance, repair, improvement, and expansion of utility facilities in a timely and efficient manner.

##### Policies (8.2.D.1 3):

~~1. Priority should be given to maintenance and repair work required to restore utility service under emergency circumstances.~~

Provide provisions for emergency response for delayed permitting of activities necessary to prevent an imminent threat to public health, safety, or the environment; or to public or private property.

1  
2 2. ~~Identify utility installation, relocation and maintenance activities which are expected to have~~  
3 ~~insignificant environmental impacts and will establish exemptions from permit requirements for~~  
4 ~~those types of activities.~~

5  
6 Continue to allow utility exemptions from critical area requirements for the installation and  
7 construction of utility lines and equipment, provided the conditions of exemption are met and  
8 documented.

9  
10 ~~8.2.E New Development~~

11  
12 ~~**Goal 4.** Goal: To minimize adverse impacts of providing utility services to new development on the rural~~  
13 ~~character of San Juan County ; to allow for the provision of the full range of utility services to county~~  
14 ~~residents; and to provide for new utility facilities which are compatible with or can be mitigated to~~  
15 ~~minimize adverse impacts to adjacent land uses. Protect rural character while also providing for the~~  
16 ~~location and extension of necessary utility facilities.~~

17  
18 ~~Policies (8.2.E.1-3):~~

19  
20 1. ~~Require New utility installations distribution lines to serve for new development should to be~~  
21 ~~installed underground, except that sServices for single-family residential construction on an~~  
22 ~~existing parcel may connect with existing overhead utility facilities.~~

23  
24 2. ~~Require New development should to be designed so that utility easements are accessible and~~  
25 ~~have sufficient capacity for installation of the full range of required utility services.~~

26  
27 3. ~~Utility providers should be consulted during the permitting process for installation of utility~~  
28 ~~systems. [Moved to Goal 2]~~

29  
30 Require landscaping to buffer adjacent uses for new utility installations excluding aboveground  
31 utility facility development and distribution or transmission corridors when located outside a  
32 public right-of-way.

33  
34 4. ~~New utility installations should provide vegetative screening or buffers for existing adjacent~~  
35 ~~development. Locate and site utility facilities to minimize negative impacts to the rural character~~  
36 ~~and natural environment of the county. [Moved from old goal 3]~~

37  
38 5. ~~New development approved adjacent to existing utility facilities should provide vegetative~~  
39 ~~screening or buffers. New utility generation facilities, transmission facilities, substations and~~  
40 ~~submarine transmission cable terminal facilities should be located and sited to minimize adverse~~  
41 ~~impacts to the eCounty's shorelines and rural character. [Moved from old goal 3]~~

42  
43 ~~8.2.F Environmental Protection~~

44  
45 ~~**Goal 5.** Goal: To Protect and preserve natural habitats and environments while also providing for the~~  
46 ~~location and extension of necessary utility facilities.~~

1 Policies (8.2.F.1-4):

- 2
- 3 1. ~~View Environmental protection and a quality environment are viewed as one product of, and not~~
- 4 ~~a constraint on, good utility service, and are important components of operation in the public~~
- 5 ~~interest. Regulations for environmental protection should recognize both the significance and~~
- 6 ~~permanence of potential environmental damage and the cost to mitigate or avoid potential~~
- 7 ~~damage for proposed utility projects.~~
- 8
- 9 2. ~~Locate N~~ew utility facilities should be located away from, or constructed ~~them~~ in a manner
- 10 compatible with, critical areas, R~~esource~~ ~~l~~ands, and S~~hore~~lines. ~~Recognize that physical and~~
- 11 ~~service constraints may not allow relocation away from or full compatibility with such areas and~~
- 12 ~~resources.~~
- 13
- 14 ~~3.~~ ~~Condition the approval of new utility facilities so as to avoid or mitigate any significant adverse~~
- 15 ~~impacts, and to develop appropriate compensating measures where mitigation is not feasible.~~
- 16
- 17 ~~3.~~ ~~4~~ Ensure that utility service providers are responsible for costs such as those associated with damage
- 18 caused to the environment and public rights-of-way so that ~~utilities~~ providers will seek to
- 19 minimize those costs in their planning, decision-making, and project execution.
- 20
- 21 ~~4.~~ ~~5~~ Recognize that the geographic character of San Juan ~~the~~ County necessitates ~~requires~~ providing
- 22 access to and the ability to cross shorelines and waterways to connect utilities; ~~and to~~ and that
- 23 ~~recognize~~ that utility facilities must occupy and traverse a broad range of areas and land use
- 24 designations. [Moved from old goal 3]
- 25

26 **8.5.B Utility-Specific Goals and Policies**

27

28 **ELECTRICITY**

29 **8.3.A5.B Electricity**

30

31 Goal 6. Minimize the environmental impacts of electricity production and use while promoting local

32 energy independence/resilience.

33 Goal: Encourage the exploration of innovative and alternative technologies regarding energy

34 conservation.

35

36 Policies (8.2.G.1):

- 37
- 38 1. Encourage utility service providers to explore innovative and alternative methods of producing
- 39 energy.
- 40
- 41 2. Support the transition toward energy independence from the mainland by. [Moved to goal 7,
- 42 policy 7]
- 43
- 44 Working with the San Juan County Conservation District and OPALCO to promote community
- 45 solar projects and provide technical assistance and incentives to increase individual home solar
- 46 installations.
- 47

- 1 3. Encourage utility providers, Washington State Department of Transportation (WSDOT), and the  
2 public to reduce greenhouse gas emissions.
- 3
- 4 4. Adopt regulations that allow facilities that support the distribution of electricity for cleaner  
5 transportation including electric vehicles cars, trucks, and electric ferries, planes, boats and other  
6 electric vehicles.
- 7
- 8 5. Encourage the provision of electric vehicle chargers at key destinations throughout the County,  
9 including airports, marinas, city centers and transportation hubs.
- 10
- 11 6. Increase energy efficiency of buildings and systems on the islands by:  
12
  - 13 ▪ Providing educational materials and supporting education on energy efficiency in buildings,  
14 beyond State energy efficiency requirements; and
  - 15 ▪ Updating and building new County buildings beyond State energy efficiency requirements and  
16 generating some electricity with solar arrays when feasible alternatives are available.  
17 Installing solar panels on new and updated County buildings when feasible.
- 18
- 19 7. Ensure that solar installations are sited and designed in a manner that minimizes impacts on  
20 agricultural land, allows for flexibility in future agricultural activity and maximizes potential for  
21 multiple benefits from "agrivoltaics".
- 22

23 **Goal 7.** ~~Goal:—To Assist Collaborate with the Orcas Power and Light Company Co-Operative (OPALCO) in~~  
24 ~~achieving its goals for local energy resiliency. as stated in the Cooperative's Bylaws and Articles of~~  
25 ~~Incorporation: "to make electric energy available to its members at the lowest cost consistent with sound~~  
26 ~~economy, good management, and the public interest."~~

27  
28 Policies (8.3.A.1-6):

- 29
- 30 1. Assist OPALCO when necessary to respond to new, unforeseen conditions and technologies that  
31 may affect utility operations and facilities.
- 32
- 33 2. Coordinate planning to allow for the appropriate location and siting of all necessary existing and  
34 future facilities including overhead, underground, and submarine transmission and distribution  
35 systems, substations, cable terminals, ~~standby micro-grids, and~~ generation, and any other  
36 necessary equipment or structures. ~~Existing facilities are shown in Figure 1, below.~~
- 37
- 38 3. ~~Consider~~ Identify electric power facilities ~~to be~~ as essential public facilities.
- 39
- 40 4. Locate and site ~~N~~new upland power transmission facilities, substations and submarine  
41 transmission cable terminal facilities ~~should be located and sited~~ to minimize adverse impacts to  
42 the rural character, shorelines and natural environment of the County.
- 43
- 44 5. Allow ~~the testing of pilot programs to evaluate~~ new alternative renewable energy sources ~~which~~  
45 ~~are consistent with the goals and policies of this Plan and that which~~ comply with all attendant  
46 regulations.
- 47

1 6. ~~Develop a process for locating sites deemed appropriate for the location of alternative power~~  
2 ~~generation facilities.~~

3  
4 Provide opportunities within land use designations for the development and use of renewable  
5 energy resources which are compatible with natural environment and rural character.  
6

7 7. Support the transition toward energy independence from the mainland by up to 50 percent by  
8 the year 2040. [Moved from Goal 6, policy 2]  
9

10  
11  
12  
13 **TELECOMMUNICATIONS**

14 **8.3.B Telecommunications**

15  
16 **Goal 8. Goal:** ~~To Promote the widespread availability of communication systems to facilitate~~  
17 ~~communication among members of the public, public institutions, government agencies, and businesses,~~  
18 ~~and to promote the public service and safety advantages and economic opportunities afforded to the~~  
19 ~~community due to the availability of state-of-the-art telecommunications technology.~~

20  
21 **Policies (8.3.B.1):**

22  
23 1. ~~Identify Telecommunications facilities which are developed and operated expressly to carry out~~  
24 ~~emergency services should be considered as essential public facilities.~~

25  
26 2. ~~In keeping with the County's goal to promote the public service, safety advantages and economic~~  
27 ~~opportunities of widespread availability of state-of-the-art telecommunications technology,~~  
28 ~~potentially suitable personal wireless facility locations identified on the Official County Map, per~~  
29 ~~SJCC 16.80.040, as (1) preferred, (2) potentially suitable and (3) conditionally suitable locations,~~  
30 ~~should be reviewed and updated every five years.~~

31  
32 Coordinate with telecommunications service providers, Emergency Services, Public Works, and  
33 the County's Fire Districts to upgrade the County's emergency radio communications.  
34

35 **PROPANE**

36  
37 **Goal 9: Recognize propane as a heating source used in the County.**

38  
39 **Policies**

40 1. Identify appropriate land use designations for the siting of bulk fuel storage.

41  
42 2. Support the use of historic barge landings that have served as landing sites for transporting bulk  
43 fuels.

44  
45 3. Work with the Ports, the Town of Friday Harbor, WSDOT and propane distributors to develop safe  
46 transportation and circulation routes for the transport of propane.

1

**COMPREHENSIVE PLAN**

2

**APPENDIX 6**

3

**TRANSPORTATION**

4

**October 10, 2016 - 02/10/2020**

5

**06/30/2020 09/14/2020**

6



7



1 APPENDIX 6

2 TRANSPORTATION

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1 **I. TRANSPORTATION FACILITIES INVENTORY AND LOS ANALYSIS**

2  
3 Transportation in San Juan County is a complex, multimodal system dictated by geography. The county is  
4 surrounded by water and contains 176 named islands and reefs. The only way to travel between islands or to  
5 and from the mainland is via boats or airplanes. There are no land-based state highways; San Juan County's  
6 highway is the Washington State Ferry (WSF) ferry route. All residents, visitors and freight are dependent on  
7 the marine and air transport systems to support the economics of the area. ~~Once on an island, other modes~~  
8 ~~of travel are available.~~

9  
10 ~~The 2010 Census listed the population of San Juan County as 15,769. The Washington State Office of Financial~~  
11 ~~Management (OFM) estimates the County 2016 population as 16,314. This figure soars in the summer, with~~  
12 ~~visitors arriving from numerous origins to enjoy the San Juan Islands. Based on ferry ridership data presented~~  
13 ~~in a report from the San Juan Islands Scenic Byway, an average of over 141,000 people arrived on Orcas Island~~  
14 ~~and more than 209,000 people traveled to San Juan Island during the June through September summer~~  
15 ~~months in 2011 and 2012. Based on data collected by the San Juan Islands Visitors Bureau (SJIVB) tabulating~~  
16 ~~direct contacts, approximately fifteen percent of the visitors to the county come from California and nearly~~  
17 ~~ten percent from Oregon. Visitors from around the state of Washington account for approximately twenty~~  
18 ~~percent, but this figure is considered to be low; many Washingtonians may not contact the SJIVB before~~  
19 ~~heading to the San Juan Islands. SJIVB receives inquiries from interested people in every state of the US, as~~  
20 ~~well as dozens of countries worldwide. Based on ferry ridership data presented in the WSF Traffic Statistics~~  
21 ~~Rider Segment Report for July 1, 2017 through September 30, 2017; 767,671 people (drivers and passengers)~~  
22 ~~travel to the San Juan Islands from Anacortes during this two-month timeframe:~~

- 23
- 24 • 11,331 to Shaw Island;
- 25 • 118,299 to Lopez Island;
- 26 • 254,056 to Orcas Island; and
- 27 • 352,391 to San Juan Island.
- 28

29 ~~To assess level of service needs, updated population projects and demographic data were used to assess the~~  
30 ~~consistency of land use assumptions in the County's Comprehensive Plan. It was determined that the land~~  
31 ~~use assumptions used in the update of the Transportation Element did not impact the land use assumptions~~  
32 ~~provided in the Land Use Element. Travel forecasts were prepared for 2010 to 2021. These forecasts predict~~  
33 ~~the estimated demand for new transportation facilities based on projected growth and use. Population~~  
34 ~~projects, travel forecast and level of service recommendations are included in the Attachment.~~

35 ~~The purpose of the Transportation Element is to provide a framework of analysis, goals, policies, and strategies~~  
36 ~~necessary to develop the transportation facilities that will serve San Juan County in the future. The Growth~~  
37 ~~Management Act (GMA) requires a systematic approach for estimating and planning for future transportation~~  
38 ~~needs, based on an analysis of existing conditions and a projection of future needs.~~

39  
40 ~~Appendix 6 to the Transportation Element provides information regarding existing transportation facilities,~~  
41 ~~demand/capacity analysis, expenditure/revenue analysis, and planning recommendations to ensure adequate~~  
42 ~~current and future transportation capacity.~~

43  
44 **A. Air Transportation**

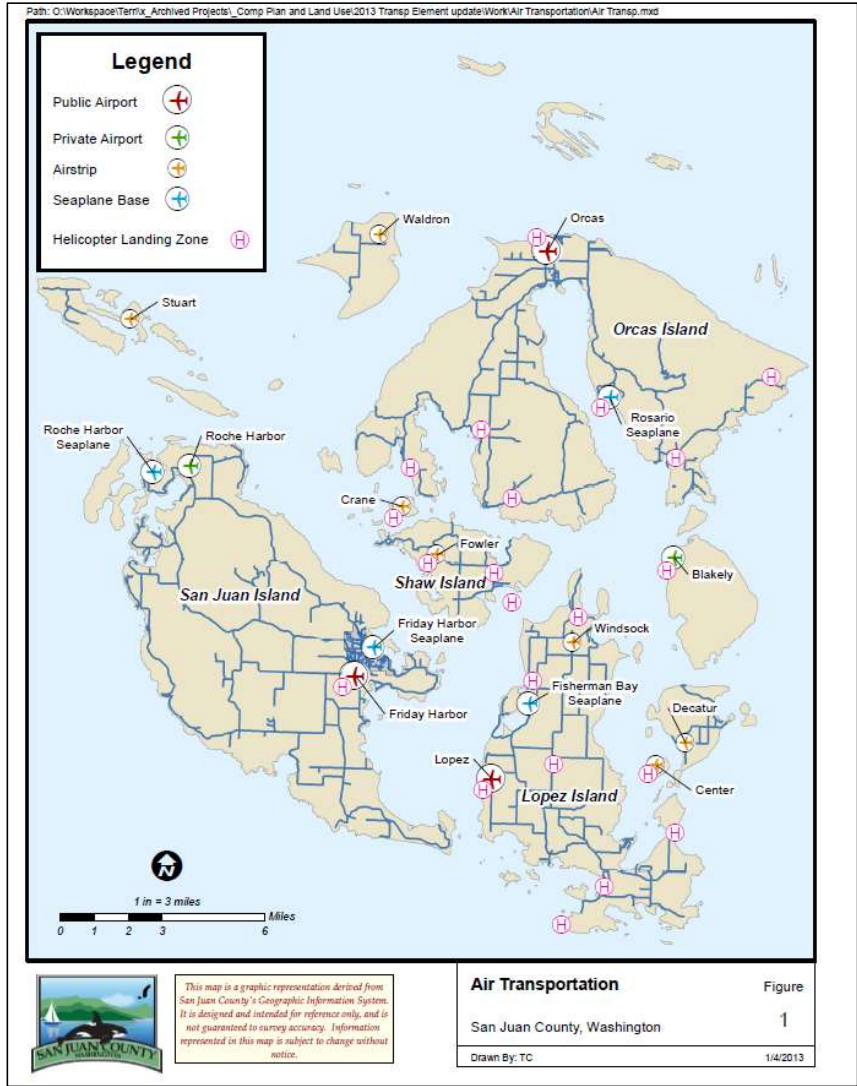
45 ~~Aviation is a vital transportation component connecting non-ferry served island to other locations in the~~  
46 ~~island and to the mainland, providing passenger travel, freight and mail transport, medical evacuation to~~  
47 ~~mainland hospitals, disaster staging/relief, and other essential services. Aviation has been an important~~  
48 ~~element of travel in the San Juan Islands for many years. The vast majority of air traffic now uses public~~

C:\Users\sophiac\AppData\Local\Microsoft\Windows\NetCache\Content.Outlook\UO4W9VCF\2020-09-14 Appendix 6 Transportation OPALCO  
comments.docx\LAND-USE\LONG-RANGE-PROJECTS\PCOMPL-17-0001-Comp\_Plan\B-Plan\_Drafts\_2020\_Plan\_PH\Appendices\2020-09-  
14\_Appendix\_6\_Transportation\_.docx

1 airports on San Juan, Orcas and Lopez Islands, owned by the port districts, ~~in those areas~~ to reach Seattle,  
2 Bellingham, Anacortes, and other mainland destinations. Additional private landing fields exist on many  
3 other inhabited islands. Seaplanes use designated harbors ~~in Fisherman Bay, Rosario, Deer Harbor, West~~  
4 ~~Sound, Roche Harbor and Friday Harbor~~ as well as and private docks. The general locations of the public  
5 and private various air transportation facilities within San Juan County are presented in Figure 1.  
6

7 **Figure 1. Air Transportation.**

DRAFT



1

1 **1. Inventory of Existing Facilities and Services**

2 ~~Friday Harbor, Orcas and Lopez have commercial airline connections to Seattle, Bellingham, Anacortes~~  
3 ~~and other mainland destinations, and these services are used by residents as well as visitors to the islands.~~  
4 ~~Aviation is a vital transportation component connecting non ferry served islands to other locations in the~~  
5 ~~islands and to the mainland, providing passenger travel as well as freight and mail transport, medical~~  
6 ~~evacuation to mainland hospitals, disaster staging/relief and other essential services.~~  
7 ~~The Ports of Friday Harbor, Orcas and Lopez receive federal funding through the Federal Aviation~~  
8 ~~Administration for improvements at the major public island airports. Capital projects funding is also~~  
9 ~~available through the Washington State Department of Transportation/ Aviation Division.~~

10  
11 **a. Friday Harbor Airport**

12 Friday Harbor Airport is classified as a commercial service airport, which is owned and operated by  
13 the Port of Friday Harbor. Its location spans the Town of Friday Harbor's (Town) boundary with San  
14 Juan County. The airport is a "primary service" airport. ~~with more than 10,000 commercial~~  
15 ~~enplanements each year.~~ Its location adjacent to the Town makes it a destination for recreational  
16 pilots from throughout the region.

17  
18 Friday Harbor Airport has a 3,400-foot runway that is rated for aircraft of 12,500 pounds. The airport  
19 designation is B-1 Small. ~~The largest commercial aircraft serving the airport carry nine passengers.~~  
20 ~~The airport facilities include 55 Port-owned hangars, 45 private hangars, and 87 tie-downs of which~~  
21 ~~45 are reserved for visiting aircraft. As of 2012, the airport has 125 based aircraft. A passenger~~  
22 ~~terminal provides a base for commuter airlines to conduct business. Other business activities include~~  
23 ~~air freight, air charter, flight training, full-service aviation mechanic and medical evacuation to~~  
24 ~~mainland hospitals by helicopter or fixed-wing air ambulance. Business activities include passenger~~  
25 ~~terminal, air freight, air charter, flight training, full-service aviation mechanic, and medical evacuation~~  
26 ~~to mainland hospitals by helicopter or fixed-wing air ambulance. The airport is adjacent to Peace~~  
27 ~~Island Medical Center. Friday Harbor Airport, the Friday Harbor Seaplane Base and the Roche Harbor~~  
28 ~~Seaplane Base are served by U.S. Customs and Border Protection personnel, who clear hundreds of~~  
29 ~~international flights each year. Friday Harbor Airport has an average of 50,000 to 60,000 operations~~  
30 ~~each year. Recent years have seen just over 10,000 annual passenger enplanements, with the~~  
31 ~~majority of passengers embarking on flights to Seattle. Comprehensive airport details are available in~~  
32 ~~the airport master plan on the Port of Friday Harbor website.~~

33  
34 **b. Orcas Island Airport**

35 The Port of Orcas operates the Orcas Island Airport. The facility is classified as a commercial service  
36 airport. ~~The taxing district owns approximately 100 acres of land within the Eastsound Subarea.~~  
37 ~~Business activities include passenger terminal, air freight, air charter, flight training, aviation~~  
38 ~~mechanic, and medical evacuation to mainland hospitals by helicopter or fixed-wing air ambulance.~~  
39 ~~Orcas Island Airport has a 2,901-foot runway that is rated for aircraft of 12,500 pounds. The airport~~  
40 ~~designation is B-1 Small. Comprehensive airport details are available in the airport master plan on the~~  
41 ~~Port of Orcas website.~~

42 ~~From Federal Aviation Administration (FAA) form 5010/WSDOT Aviation data, an estimated 5,000~~  
43 ~~passenger were enplaned in 2011, accompanying 6,400 commercial operations, with an estimated~~  
44 ~~additional 42,000 non-commercial operations. Over 200,000 pounds of freight were delivered by air.~~  
45 ~~With an existing capacity of 122,000 operations, there is sufficient capacity to meet long-term~~  
46 ~~increased demand.~~

47 ~~The airport has a 1500-sq. foot terminal, recently remodeled passenger waiting area, a public-~~  
48 ~~use/conference room and office space for conducting port operations. There are 52 designated~~

1 aircraft tie-down spaces, including 30 turf spots. The federal aircraft registry counts 70 aircraft using  
2 the Orcas Island Airport as their home base, meaning they are either housed on the field or have  
3 deeded residential through the fence access.  
4

#### 5 c. Lopez Island Airport

6 The Port of Lopez operates the Lopez Airport, which is classified as a community service airport. The  
7 facility occupies 50 acres and has a 2,900-foot runway. According to Port staff in 2018, the 1993  
8 Washington State Continuous Airport System Plan, Volume 1, it is a “general aviation” airport (i.e.,  
9 public/private facility with general aviation usage) and had approximately 18,250 operations in 2010.  
10 The Port of Lopez does not currently have any full-time employees and daily flight operations are not  
11 monitored. The airport office and waiting room occupies 500 square feet. There are 11 aircraft tie-  
12 down spaces available and 6 private hangars with space for 28 aircraft are located adjacent to the  
13 Port of Lopez property. Business activities include the airport office and waiting room.  
14 Comprehensive airport details are available in the airport master plan on the Port of Lopez website.  
15

#### 16 d. Seaplane Facilities and Services

17 Currently, Kenmore Aviation provides the only regularly scheduled seaplane service to San Juan  
18 County. Seaplane service is provided at the following locations: Islander/Islands Marine Center on  
19 Lopez; West Sound Marina, Deer Harbor Marina, Rosario Resort and West Sound Marina on Orcas  
20 Island; and Roche Harbor Resort and Friday Harbor Marina on San Juan Island. Four Three to six flights  
21 per day are offered at all island locations, depending on the season.  
22

## 23 2. Long-Range Planning Needs Demand/Capacity

24 As stated in the WSDOT/Aviation 2012 Aviation Economic Impact Study, small communities have  
25 particular challenges when it comes to the air service access they need to sustain their economic  
26 vitality and the mobility of their residents. Each of the ports is assessing the current trends to  
27 determine the most effective improvements to meet projected demands. Periodically the ports  
28 assess demand and capacity trends to determine the most effective improvements to meet the  
29 project demands.  
30

### 31 a. Friday Harbor Airport

32 The airport has seen a slower rate of growth in annual operations than was anticipated in the most  
33 recently adopted Airport Master Plan (2007). An updated master plan, taking into account reduced  
34 forecasts, will be completed by early 2013. The airport’s capacity is projected to be sufficient for  
35 anticipated demand over the next ten years.

36 The Port is planning the following improvements within the next five years, and others will be  
37 identified in the master planning process.

- 38 ● Update Airport Master Plan
- 39 ● Identify and remove obstructions in runway approaches
- 40 ● Electric system rehabilitation: gate controls, vault, emergency generator (complete)
- 41 ● Rebuild of parallel taxiway, including replacement of signs and lights with energy efficient  
42 systems (complete)
- 43 ● Replace runway lighting system for energy efficiency
- 44 ● Construct visiting pilot welcome center
- 45 ● Rehabilitate aprons
- 46 ● Site preparation for t hangars and executive hangars
- 47 ● Replace hangars
- 48

- Replace or rebuild airport fuel facility

Friday Harbor Airport is currently developing an airport master plan that will guide development over the next 20 years. This master plan is being prepared because the airport does not meet current design standards for the B-II(s) category/group of aircraft. The next step in the master plan development process is to arrive at a recommended development concept. Once a consolidated development plan is identified, a 20-year capital improvement program, with a list of prioritized projects tied to aviation demand and/or necessity, will be prepared. Finally, a financial analysis will be prepared to identify potential funding.

#### b. Orcas Island Airport

The latest document regarding the airport is the 2008 Airport Layout Plan (ALP), updated as part of an Airport Improvement Plan, which studied the feasibility of an instrument approach. This document noted that the existing Runway 16/34 remains at 2,900', with a parallel taxiway east of the runway, and 4 connecting taxiways. Wildlife fencing was installed in 2002, a drainage survey and 14 new hangars completed in 2003, along with substantial on-field improvements including new runway lighting, signs, wind cone and beacon replacements, and an emergency generator/electrical building. In 2006, the master plan was updated through the ALP. The next year, 2007, saw an expansion and updated lighting for the emergency medical services (EMS) helipad. A GPS approach to runway 34 was instituted in 2009. In 2010, reconstruction of the south ramp was completed, with 1/3 of the tarmac area replaced by turf tiedowns. A WSDOT/Port grant in 2011 added a 4-view webcam for pilot/public information. 2012 saw purchase of 40 acres on the west side of the airport to protect the airspace, discourage incompatible development and control of access to the airport.

By the end of 2017, the following improvements are anticipated:

- Reconstruction/repaving of the runway; movement of the taxiway 6' east; reconfiguration of the 4 runway/taxiway crossovers; stormwater improvements,
- A GPS approach to runway 16
- Wildlife Hazard Assessment
- Environmental Assessment
- Update AWOS (weather reporting instruments) equipment

These improvements would bring total FAA and the Washington State Department of Transportation (WSDOT) contributions to over \$10,000,000. The Orcas Island Airport is part of NPIAS, and remains protected from incompatible land use by the creation of an airport overlay district created in 2003 and the constant vigilance by its five elected commissioners and paid staff. SJC classifies it as an essential public service.

In 2019, Orcas Island Airport completed an airport master plan that will guide development over the next 20 years. This master plan is being prepared because the airport does not meet current design standards for the B-II(s) category/group of aircraft. The next step in the master plan development process is to arrive at a recommended development concept. Once a consolidated development plan is identified, a 20-year capital improvement program, with a list of prioritized projects tied to aviation demand and/or necessity, will be prepared. Finally, a financial analysis will be prepared to identify potential funding.

#### c. Lopez Island Airport

A Capital Improvement Plan submitted to the FAA listed improvements to the Lopez Airport which included land acquisition. Completed projects included taxiway rehabilitation, improved lighting and navigational aids, additional paving, and perimeter fencing.

In its 2012 "Airport Compliance Inspection Report" the Federal Aviation Administration (FAA) listed both ends of the airport as unsafe for landing aircraft, because of the obstructing trees. In 2013-2014,

the Port acquired most of the critical parcels at each end of the airport and it has removed most of the trees obstructing landing and departing airplanes, making the airport safer and meeting FAA requirements. The critical properties were converted into pasture land for local farming. In 2018, the airport completed an airport master plan that will guide development over the next 20 years. The follow up to the master plan will be the FAA-required environmental assessment of future projects identified in the master plan.

### 3. Demand/Capacity Analysis Long Range Transportation Planning Recommendations

The 2012 Economic Impact Study developed by the WSDOT Aviation Division and FHWA evaluated all airports within the state to demonstrate how individual airports contribute to the well being of their communities. The study evaluated economic impacts from the perspective of airports, industry and the user.

Table 1 provides the latest data from the 2012 Economic Impact Study on each of the listed airports within San Juan County.

**Table 1. Existing Level of Activity**

Location	Airport Classification	Based-Aircraft <sup>1</sup>	Emplanements	Total Operations <sup>2</sup>	Total Visitor Spending
Friday Harbor Airport	Commercial	147	10,800	50,803	\$ 3,679,400
Orcas Island Airport	Commercial	72	5,066	35,824	\$ 2,279,700
Lopez Airport	Community-Service	34	4,000	28,500	\$ 2,289,600
Friday Harbor Marina	Sea Plane Base	0	2612	-	\$ 807,700
Roche Harbor	Sea Plane Base	0	2977	-	\$ 719,500
Rosario	Sea Plane Base	0	1413	-	\$ 339,200

Source: WSDOT Aviation Division – 2012 Economic Impact Study

1. Based aircraft is defined as the number of aircraft stored at a particular airport on an annual basis.

2. Total operations are the total estimated number of takeoffs and landings that occur at an airport.

The premise of the economic study was that airports support a community's economic and transportation needs. "A significant share of aviation system economic contributions are from mobility and connectivity for both people and freight." The study stated that 90% of the economic activity within the county is located within 5 miles of a local airport.

The Ports receive federal funding through the FAA for improvements at the major public island airports. Capital project funding is also available through the Washington State Department of Transportation/Aviation Division. The updated airport master plans and 20-year capital improvement plans will be used to prioritize airport improvements and identify potential funding. The County shall provide support to the Ports in response to community needs.

### B. Marine Transportation

Marine transportation services and facilities are the primary means for movement of people and goods among the islands, and between the islands and the mainland; they provide a link that is vital to the existence of every aspect of life within San Juan County. Washington State Ferries (WSF) is the chief service provider and along with airports and public ports, landings and marinas, has a substantial effect on the quality of transportation and also on the type, character and functioning of surrounding land uses. Marine transportation facilities and services are provided by Washington State Ferries (WSF), public ports, public docks and ramps, and private marinas. In addition to public ferry service, private commercial

1 vessels and barges provide transportation opportunities.  
2  
3

4 **1. Washington State Ferry System**

5 ~~The marine linkage between the islands within the county and the ‘mainland’ of Washington State~~  
6 ~~has supported the economy of the county for over 100 years. In the 1920’s when the fruit growing~~  
7 ~~industry in the islands was vibrant, it was the necessary marine connection between the orchards in~~  
8 ~~the island valleys and the markets throughout the state and beyond that made the farmers successful.~~  
9 Washington State Ferries is the principal provider of marine transportation between the islands of  
10 San Juan County (San Juan, Orcas, Shaw and Lopez) and the mainland via Anacortes, Washington and  
11 Canada through Sidney, B.C.; see Figure 2. Island terminals contain ferry holding lanes, commuter  
12 parking lots and waiting areas. Schedules and routes vary from year to year as well as season-to-  
13 season, but in general a greater number of larger vessels are employed during the summer months  
14 than in the winter.

15  
16 Demand for ferry services on the San Juan County route is highly variable. That variability is  
17 manifested in substantial differences in demands depending upon the season, the day of the week,  
18 and the hour of the day. The complexity of these demand variables contributes to the difficulty in  
19 planning for the impacts on ferry service throughout San Juan County. The summer season, between  
20 mid-June and mid-September, is the busiest season, with the highest peak demand occurring in July  
21 and August. By contrast, the least busy period is the winter, from early January through March.  
22 ~~The shoulder seasons in the spring and fall complete the cycle of demand through the year.~~  
23 ~~Total demand for ferry service is a composite of four segments of the traffic volume handled by WSF.~~  
24 ~~The transportation needs of the County residents, commercial companies providing goods and~~  
25 ~~services to those residents, and those visitors/tourists that support the County economy all contribute~~  
26 ~~to the planning matrix that meets those collective demands. The fourth segment is the need to move~~  
27 ~~those same customers within the islands of San Juan County.~~  
28

29 **Figure 2. Marine Transportation - Washington State Ferries.**



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a. **Inventory of Existing Facilities and Services**

Ferry travel is dependent on the size and frequency of the ferries, the parking available at the ferry landing, and the reservation system. Currently, all ferry facilities are planned to accommodate and handle the highest peak of demand occurring in the summer months.

**Ferries:** The assignment of ferry vessels during the year is a function of seasonal varies seasonally based on demand. The specific boats vary seasonally and also with maintenance needs and unanticipated repairs. Table 2 provides an inventory of the boats that may ferries that typically serve the San Juan Islands at any one time.

**Table 2. Inventory of Ferries Serving San Juan County**

Ferry/Class	Year-Built/Rebuilt	Service Area	Ferry Size — (no. cars/no. passengers)
Elwha/Super	1967/1991	San Juan Islands	144/1,076
Yakima/Super	1967	San Juan Islands	144/2,000
Hyak/Super	1967	San Juan Islands	144/2,000
Chelan/Issaquah 130	1981	San Juan Islands / Sidney, B.C.	124/1,076
Sealth/Issaquah	1982	San Juan Islands	90/1,200
Evergreen/Evergreen-State	1954/1988	Inter island	87/983
Hiyu/Hiyu	1967	San Juan Islands	34/200

16  
17

During the summer period there are five vessels assigned to the Anacortes terminal. In general, three

C:\Users\sophiac\AppData\Local\Microsoft\Windows\INetCache\Content.Outlook\UO4W9VCF\2020-09-14 Appendix 6 Transportation OPALCO comments.docx\LAND-USE\LONG-RANGE-PROJECTS\PCOMPL-17-0001 Comp\_Plan\B-Plan\_Drafts\_2020\_Plan\_PH\Appendices\2020-09-14\_Appendix\_6\_Transportation\_.docx

1 of the ferries are Super-class providing service between Anacortes and the four island terminals.  
2 ~~One~~The fourth is an Issaquah-class boat assigned to the international service connection with Sidney,  
3 B.C. The fifth ferry is a smaller boat, assigned to interisland service. The five ferries represent ~~25%~~  
4 22% of the current WSF fleet, although the San Juan Islands represent about 10% of the total system  
5 traffic demand.  
6

7 During the shoulder seasons, fall and spring, one Super-class ferry is typically removed. The two  
8 remaining Supers continue to provide mainland service and the Issaquah-class ferry divides service  
9 between one round-trip per day to Sidney, B.C. and service to the islands on the second work shift.  
10 The interisland service remains the same.  
11

12 In the winter period, service to Canada is discontinued, and that vessel provides service to the islands.  
13 During this season, the interisland ferry is not in service on the weekends, such that for three months  
14 there are two different schedules ~~for the weekly period within each week~~. The four ferries assigned  
15 to the islands ~~during the winter period~~ represent ~~20%~~ 17% of the fleet ~~providing service to~~ while  
16 representing about 7% of the system demand.  
17

18 **Ferry Parking and Services:** WSF provides parking facilities at each of the island ferry terminals and  
19 has a contract with San Juan County for maintenance of the parking lots.  
20

21 **San Juan Island:** WSF operates a paved park-and-ride lot for ferry patrons, located south of the  
22 intersection of Nichols Avenue and "B" Street, just east of the upper auxiliary holding area. This lot  
23 has a capacity of 57 spaces. Some walk-on ferry patrons park in front of the Town of Friday Harbor's  
24 Sunken Park, at the intersection of "B" Street and Nichols Avenue, and some park on Nichols Avenue,  
25 adjacent to the north boundary of the upper auxiliary holding area. The Town  
26 of Friday Harbor (Town) is within walking distance of the ferry landing and provides a wide range of  
27 services and resources. Traffic in Town is significantly impacted by ferry unloading.  
28

29 **Orcas Island:** WSF provides parking in two areas at the Orcas ferry terminal, located in Orcas Village.  
30 West of the upper holding lanes are 20 parking spaces along the southern boundary of the entrance  
31 to the holding lanes. Parking is available at this location daily excluding Sundays and holidays and is  
32 primarily used by commuters and day trippers.  
33

34 Just to the south of the upper holding lanes is another parking area, which contains 36 parking spaces  
35 ~~with~~ and one ADA parking stall. This lot is adjacent to the public restroom and is used by commuters  
36 and long-term travelers. This parking lot is posted for a maximum parking limit of 72 hours. This  
37 parking lot is typically full, particularly in the summer months.  
38

39 Historically, Overflow overflow parking ~~tends~~ tended to occur at various locations within Orcas Village.  
40 Overflow parking along road shoulders, particularly along Orcas Road to the north and Killebrew Lake  
41 Road to the east, ~~are~~ were the areas most impacted during the summer season. These areas are  
42 uncontrolled and unsigned.  
43

44 In 2017, San Juan County constructed a park-and-ride facility on the WF property north of the holding  
45 lanes. This facility contains about 80 parking spaces. The unsafe parking areas along Orcas Road have  
46 been posted "No Parking" to improve safety.  
47

48 WSF owns a parcel just to the north of the holding lanes. In the past, there was discussion of the  
parcel being developed for additional parking, but there are no current plans to do so. To the east of

1 the ferry terminal and adjacent to the Post Office, there are three private parking lots. ~~Directly north~~  
2 ~~of the loading ramp is a waiting area with a ferry ticket vending machine and newspaper box.~~ Orcas  
3 Landing, within walking distance of the ferry landing, has a grocery store, hotel, restaurants, post  
4 office, retail shops, and rental car services.

5  
6 In 2017, WSF made safety improvements to the ferry landing, including relocating the ticket booth to  
7 enlarge the roadway for large vehicles exiting the ferry, pedestrian/bicycle safety and accessibility  
8 improvements, and side upgrades.

9  
10  
11 **Lopez Island:** Parking for ferry patrons is provided in two areas in close proximity to the Lopez  
12 terminal. A WSF-owned, gravel parking lot containing 58 spaces is located 200 feet south of the  
13 terminal building and east of the vehicle holding area. The parking lot is posted for a maximum parking  
14 limit of 72 hours. This parking lot is usually filled to capacity during the summer months. When the  
15 lot is full, overflow traffic parks along the western road shoulder beyond Penny Lane (entrance to  
16 Land Bank preserve). The shoulder is posted for no parking from 1 a.m. to 5 a.m.

17  
18 A small paved parking lot owned by WSF is located across from the terminal building and contains ~~14~~  
19 4 spaces, ~~signed posted~~ for 10 minute parking. Four spaces are reserved for ferry employees, ~~and 2~~  
20 more spaces are labeled for ADA, ~~with and one spot~~ for the local taxi. The total present parking supply  
21 in the vicinity of the Lopez Island ferry terminal is approximately ~~79~~ 69 spaces.

22  
23 The remoteness of the terminal location means that there is no other alternative to parking or being  
24 dropped off at the terminal ~~except for the use of a taxi available on the island.~~ There are no park-and-  
25 ride lots on Lopez.

26  
27 There are four car holding lanes. The easternmost lane (Lane 1) is reserved for Anacortes-bound  
28 vehicles. When the number of cars exceeds the lane capacity, cars park and wait along the eastern  
29 road shoulder. During the peak summer periods, ~~the~~ this extension of Lane 1 may contain cars backed  
30 up in the shoulder nearly to Odlin Park, a distance of one mile to the south.

31  
32 Available services within the Lopez terminal include a ferry ticket vending machine, a newspaper box,  
33 a community bulletin board, and a display of used books for sale which is stocked by Friends of the  
34 Lopez Library. Outside the terminal are three portable toilets, within the small paved parking lot. Two  
35 more portable toilets are located on the rise east of the large, gravel parking lot.

36  
37 ~~A privately owned espresso stand with vending machines is located adjacent to the small, paved~~  
38 ~~parking lot and is typically open during the shoulder and summer seasons with limited hours.~~

39  
40 **Shaw Island:** The Shaw Island ferry landing was rebuilt in the mid-1990's and currently includes two  
41 regular holding lanes, one oversize holding lane, and 6 parking spaces which ~~include~~ including one  
42 ADA space. A restroom facility, a small customer waiting room and a ferry office are also located at  
43 the dock. A bike rack is located east of the transfer span.

44  
45 One holding lane is used exclusively for interisland ferry traffic and can accommodate 11-12 vehicles.  
46 The second holding lane is used exclusively for the Anacortes-Shaw route and can accommodate 12-  
47 13 vehicles. Capacity of the holding lanes is usually adequate for vehicle queuing, except for busy days  
48 and weekends in during the summer when the Anacortes lane is regularly overloaded. Overloading of

1 the ferry holding lanes creates a safety concern as vehicles queued for the ferry extend out into the  
2 northbound driving lane of the county road, up a steep hill and around a blind corner.

3  
4 In addition to the facilities provided by Washington State Ferries, there is a privately owned store with  
5 about 8 parking spots, located just north of the ferry holding lanes. The store is the only commercial  
6 retail facility on Shaw Island and is regularly visited during daylight hours throughout the year. The  
7 store complex includes the Shaw Island Post Office, which generates a significant number of vehicle  
8 trips each day. Traffic visiting the store and/or post office must cross the loading and unloading ferry  
9 traffic to reach their destination.

10  
11 A privately-owned gravel parking area, adjacent to and west of the county road between the ferry  
12 holding lanes and the oversize vehicle lane, is available for public parking. This area is often filled to,  
13 or beyond, capacity during the daytime because it is used by commuters who walk on to the  
14 interisland ferry. Approximately 10 parking spaces are available in this location.

15  
16 Long-term lease parking is provided by the Shaw General Store to the east of the ferry holding lanes.  
17 Approximately 10-12 spaces are available. Several of these spaces are permanently leased by utility  
18 service providers, such as OPALCO, Century Tel, and San Juan County.

19  
20 **b. Long Range Planning Needs Demand/Capacity**

21 In 2009, the Washington State legislature adopted the Washington State Department of  
22 Transportation Ferries Division Final Long Range Plan: 2009-2030 (Long Range Plan). The goal of the  
23 WSF Long Range Plan was to establish new operational and pricing strategies to meet the needs of  
24 ferry customers and identify vessel and terminal operations and capital requirements into the future.  
25 One of the primary challenges since the adoption of the Long Range Plan has been to identify a stable  
26 source of capital funding. The funding source has yet to be identified, thus a number of the projects  
27 and programs identified in the Long Range Plan have not yet been implemented.

28 To provide a frame of reference for the long range planning needs of the ferry system in San Juan  
29 County, a brief discussion of the history of the ferry system within San Juan County is presented below  
30 followed by the pertinent sections of the Long Range Plan and a discussion of the status today based  
31 on current legislation and/or funding.

32 **Historical Background:** After a long period of service throughout the islands by independent  
33 transportation providers, Black Ball Lines of Port Angeles, WA became the primary operator of ferry  
34 service from the mainland to the islands of San Juan County. The State of Washington purchased the  
35 assets of Black Ball in 1951 with the intention of only running the ferry service until cross sound  
36 bridges were constructed. The bridges never materialized and the Washington State Ferries came  
37 into existence. During the following fifty years WSF expanded terminals at ferry served communities  
38 throughout the Sound including the four within the County, and at Anacortes, WA. The fleet of ferry  
39 vessels was also expanded beginning with the construction of the Evergreen Class vessels during the  
40 1950's. Currently, WSF has a fleet of 20 vessels.

41 In 1937, the motor vehicle excise tax (MVET) was established. During the 1990s, MVET was a major  
42 source of revenue for operations and for capital expansion of the ferry system. With the population  
43 of Washington State expanding at a significant rate, the MVET provided a substantial revenue stream  
44 that allowed for planning of additional expansion of the system to include multi-modal terminals and  
45 the next generation of ferries to replace an aging fleet.

46 That revenue stream collapsed in 1999 with the voter approved Initiative 65 (I-695) and the legislative  
47 repeal of the MVET in 2000. WSF lost approximately 20% of its operating support and 75% of its  
48 dedicated capital funds. Since that time, the revenue for operations has been replaced by dramatic

1 increases in the tariffs charged to customers through the fare box. During the decade from 2000-  
 2 2010, tariffs increased dramatically in San Juan County. Historical analysis has shown that for every  
 3 5% in fare increases, the traffic volumes have decreased by about two percent.

4 As a result of this change in the source of funding for WSF operations, and the inaction of the State  
 5 Legislature to establish a long-term funding plan for capital replacement and expansion, the future of  
 6 marine transportation services as provided by WSF is very much undefined.

7 **Ferries:** In the WSF Long Range Plan, WSF lays out a number of philosophies and techniques to  
 8 continue to provide service to the various communities by maximizing the efficiency with which it  
 9 provides service. Demand projections for the San Juan Islands route estimate that this route will  
 10 represent the second largest projected increase within the WSF system. To accommodate these  
 11 increased needs with the reduction in funding since 2000, WSF plans to implement operational and  
 12 pricing strategies. WSF states that the San Juan Island route is primarily affected by growth in  
 13 population.

14 **Ferry Terminals:** In the Long Range Plan, WSF identified terminal preservation and improvements  
 15 programs. The terminal preservation program focuses on identifying the needs for operating at  
 16 current service levels and maintaining and preserving existing capital assets. The San Juan Islands  
 17 route terminals identified for essential preservation projects are shown in Table 3, as listed in the WSF  
 18 Long Range Plan.

19 **Table 3. Essential Terminal Preservation Projects**  
 20 (2008, \$ Millions)

Terminal	Slip Preservation	Trestle	Wingwalls & Dolphins	Buildings & Overhead Loading	Other	Total
Anacortes	\$8.0	\$17.7	\$21.4	\$39.7	\$7.5	\$94.3
Friday Harbor	\$1.5	\$8.4	\$7.9	\$1.6	\$3.1	\$22.4
Orcas	\$4.6	\$2.8	\$7.1	\$1.0	\$1.4	\$17.0
Lopez	\$11.7	\$2.2	\$6.5	\$0.7	\$1.6	\$22.8
Shaw	\$1.3	\$3.2	\$3.1	\$0.1	\$0.3	\$8.1

21 *Source: WSF 2009 Long Range Plan*

22 To date in 2011, WSF has repaved the holding lanes and improved the pedestrian bridge at the  
 23 Anacortes terminal. No other terminal improvements have been initiated and funding sources are  
 24 yet to be identified.

25 Other types of terminal improvements included transit-related improvements such as improved  
 26 terminal access for pedestrians and transit vehicles. However, funding for these projects was deferred  
 27 by the Legislature until such time as increased walk-on ridership was realized, additional transit service  
 28 is available and pre-design studies are received.

29 **Ferry Parking:** The WSF Long Range Plan did not address the issue of ferry parking in the long term.

30  
 31  
 32 In 2019, WSF finalized its 2040 Long Range Plan. The 2040 Long Range Plan (LRP) evaluates the current  
 33 status of the ferry service and provides a proposal for investment and policy recommendations to  
 34 support a reliable, sustainable, and resilient ferry service through 2040 and beyond, while managing  
 35 growth and offering exceptional customer service. Development of the plan began by identifying  
 36 issues and priorities from public and stakeholder engagement activities. WSF received input from  
 37 County Council, staff and citizens through advisory groups, public outreach meetings, and internet  
 38 surveys. From the community engagement activities, four themes emerged: Reliability, Customer  
 39 Experience, Manage Growth, and Sustainability/Resilience. The LRP establishes goals for meeting

1 customer service needs while improving efficiency and advancing the state's environmental goals.  
2 The plan recommends capital investment, service modification and policy changes to achieve these  
3 goals. The 2040 LRP is available on the WSF Web Page. The information in the LRP relative to San  
4 Juan County is referenced here as background to the County transportation planning  
5 recommendations.

6  
7 The 2040 LRP reviews the progress made since the 2009 LRP. Elements of note to San Juan County:

- 8 • Implemented reservation system for Anacortes to Lopez, Orcas, Shaw, San Juan and Sydney.  
9 However, reservations to Anacortes are only available from San Juan Orcas, and Sydney (not  
10 from Lopez or Shaw);
- 11 • Improved the customer web experience;
- 12 • Implemented pricing strategies to maximize use of vehicle space;
- 13 • Built two new Olympic class vessels; Samish is dedicated to the Anacortes/San Juan Island  
14 route; and
- 15 • Not noted in the LRP is that WSF made significant access improvements to the Orcas Landing  
16 in 2017.

17  
18  
19 The 2040 LRP predicts that the WSF system ridership will increase more than 30 percent by 2040.  
20 Anacortes to San Juan Islands ridership is predicted to increase slightly less, 26.5 percent. The LRP  
21 notes that the Anacortes/San Juan Island route has low on-time performance, especially during the  
22 high-demand summer season, due to challenges with queuing and holding capacity and delays  
23 associated with the high pedestrian traffic at the Friday Harbor terminal.

24  
25 To address the current situation and the predicted growth, WSF has the following improvement plans  
26 for facilities serving the Anacortes/San Juan Island route:

- 27 • Terminal electrification for Orcas, Friday Harbor, and Anacortes in 2022.
- 28 • Construction of a new terminal building at Anacortes and expansion of vehicle holding at  
29 Lopez in 2025-2027;
- 30 • Construction of overhead loading and second slip at Friday Harbor is planned for 2035-2027;
- 31 • Preservation of the trestle and bridge structures at Orcas, Lopez and Shaw is planned for  
32 medium-term and long-term planning horizon;
- 33 • In 2028, add service hours by extending the summer sailing schedule into May and October.  
34 Restore the winter season weekend interisland service in 2033;
- 35 • Two vessels serving this route will be retired and replaced with two hybrid-electric,  
36 international certified Olympic Class vessels (144 car) in 2022 and 2023;
- 37 • Replace the 90-car interisland with 114-car all-electric vessel with single deck in 2036.
- 38 • Replace two additional vessels with 144 car hybrid electric vessels in 2037;
- 39 • Increase entire fleet from 22 vessels to 26 vessels to allow for adequate maintenance and  
40 have enough spare vessels to maintain reliable service;
- 41 • Relocate all customs processing to Sidney, in order to reduce processing time at Anacortes;
- 42 • Establish a workforce development plan to address workforce shortages;
- 43 • Improve customer experience, including upgrades to web site and service alerts, automate  
44 queue detection and wait time information, real time parking information, upgrading  
45 ticketing and reservation systems, automatic vehicle length detection, and automatic vehicle  
46 passenger counting;

**Commented [JK1]:** This page is loaded with old data. For example, WA DOT is not planning on eFerries for SJC until late 2030's.

- Reduce carbon emissions by converting to hybrid-electric vessels;
- Reduce vessel noise to protect marine life;
- Increase energy efficiencies and waste reduction;
- Monitor stormwater at terminals;
- Continue creosote removal;
- Develop an emergency response plan to enhance preparedness and aid in response and recovery efforts; and
- Prioritize terminal maintenance needs with the most seismic risk, vulnerability to sea level rise and “lifeline routes” that provide access to major population centers or critical facilities.

To accomplish its goals, the LRP includes new investments that are not currently included in WSF’s 16 year capital improvement and preservation plan for Fiscal year 2018-2033.

**c. Level of Service Analysis-Long Range Transportation Planning Recommendations**

**Ferries:** WSF’s previous LOS measure, adopted in 1994, was based on the number of ferry sailings a walk-on, vehicle, or commercial vehicle had to wait before boarding a ferry during the peak period. This measure, called “boat wait”, was generally set at one boat wait for vehicles on most ferry routes. However, this measure did not apply to San Juan County routes due to the low frequency, complex routing, and non-commute nature of routes serving San Juan County. The only San Juan County boat-wait LOS measure adopted by WSF was a zero-boat wait for all pre-registered commercial vehicles. This performance measure was revised in 2009 with the adoption by the State Legislature of the WSF Long Range Plan. The Long Range Plan eliminated the wait-based LOS measure and moved to a measure of percent of sailing full during a specific month. Percent sailings full are measured in the westbound peak direction for the months of January, May and August. Two performance thresholds were identified: Level 1, which indicates when demand management and peak-spreading strategies should be implemented and Level 2, which indicates when additional capacity may be needed. The intent of the revised LOS measure is to “move [the] ferry system planning away from thinking primarily about peaks and more about how to best fit the service to the overall demand and filling up the space outside the peaks.”

To determine where LOS standards might be appropriately set, WSF conducted an analysis using 2006 ridership data adjusted to reflect the 2030 demand forecast, as shown in Table 4. The Anacortes-San Juan Islands route is currently exceeding Level 1 standards in May and August, but is well below the Level 2 standards. This indicates a high level of seasonal travelers, compared with residential and/or commuter travelers. When a large portion of sailings are filled, it indicates congestion and overloaded sailings. Standards for summer months reflect additional recreational ridership and specifically for the San Juan Islands route, it reflects a greater seasonality in recreational ridership. In addition, the San Juan Islands have a unique sailing schedule that accommodates several destinations. The forecasted 2030 percent sailings for the Anacortes-San Juan Islands route will also remain well below Level 2 standards, indicating that no additional ferry capacity is needed in the next 20 years.

**Table 4. Estimated Percent Sailing Full by Route**

Route	2006 Westbound-Weekly Average			2030-Expected Westbound-Weekly Averages		
	January	May	August	January	May	August
Anacortes-San Juan Islands	10%	31%	36%	24%	48%	45%

**Proposed LOS Standards by Route**

	Level 1 Standards (spread demand and improve customer experience)			Level 2 Standards (efficiently used assets, consider additional investment)		
Anacortes-San Juan Islands	25%	30%	35%	65%	75%	85%
Anacortes-Sidney	N/A	50%	50%	N/A	100%	100%

Source: WSF 2009 Long Range Plan

WSF cautions that it is important to consider these LOS in conjunction with a vehicle reservation system and other adaptive management strategies so that is not indicative of degradation of service. Also, because of the financial situation faced by WSF, this two-tiered LOS reflects that assets are fully utilized before significant capital investments are considered.

To address exceeding the first level of LOS, WSF is proposing implementation of a vehicle reservation system as the primary demand management tool. A pilot program of the reservation system had been proposed for the Friday Harbor/Anacortes leg of the San Juan Route to begin in the summer of 2010, but the program was delayed and a new estimated date has not been released. WSF maintains that the reservation system would be designed individually for each route. A few common elements of the reservation system are: (1) that a percent of spaces would be reserved for sailing time; (2) preference would be given to emergency vehicles, vanpools and carpools, commuters, local residents and commercial traffic; (3) reservation fees and partial or entire pre-payment of fees, and (4) timing and phase in of the system.

**Ferry Parking:** Table 5 estimates the level of service for ferry parking facilities based on the estimated number of parking spaces available at the ferry terminals per 100 County residents. The estimated number of available parking spaces was tallied by San Juan County.

**Table 5. Level of Service – Ferry Parking Facilities**

Ferry Terminal-Location	2010				2021			
	Population	Capacity	Ratio	LOS	Population	Capacity	Ratio	LOS
San Juan	7,581	57	0.75	F	9,537	57	0.60	F
Orcas	5,006	56	1.12	F	6,169	56	0.91	F
Lopez	2,383	79	3.32	D	3,050	79	2.59	D
Shaw	237	25	10.55	A	291	25	8.59	A

Source: WSF 2009 Long Range Plan

As noted earlier, there is nothing in the WSF Long Range Plan to address LOS in ferry parking facilities. The County shall continue to set a high priority on maintaining and constructing marine facilities that provide non-ferry served island residents with access to WSF ferry landings. The County shall maintain the roadways that provide access to the ferry landing. The County shall continue to collaborate with WSF to establish additional parking at the ferry landings to improve access and safety for the community.

## 2. Passenger Ferries

Private passenger-only ferries (POF) from Bellingham (San Juan Cruises), Port Townsend (Puget Sound Express), and Seattle (Victoria Clipper) land at the Port of Friday Harbor and Orcas Landing during the summer tourist season.

In the winter months of 2005/2006, a passenger-only ferry pilot project was conducted. The study was funded by the US Federal Transit Administration and conducted by the Whatcom Council of Governments (WCOG) and the Port of Bellingham with the intention of identifying data on potential

1 markets and service characteristics for a passenger-only ferry between the City of Bellingham and the  
2 Town of Friday Harbor.

3 During the pilot study, there were two round trips daily on weekdays for a one-way cost of \$10 for  
4 adults and \$5 for youths. The trip took one hour and forty minutes. At the conclusion of the pilot  
5 study, it was decided that the results were favorable enough to warrant proceeding to the next step.  
6 Based on the results of the pilot study, a "Passenger-Only Ferry Study and Business Plan" (Passenger  
7 Ferry Study) was developed in 2008 to develop an approach to providing high-speed passenger-only  
8 ferry service between Bellingham and Friday Harbor. The benefits identified with such a service were  
9 many and included stronger regional connections, commuter access and increased tourism  
10 commerce. The route was also identified as having the potential for lower seasonality effects (such  
11 as is experienced by the WSF system) stemming from its substantial commuter base rather than a  
12 pure tourist base.

13 The business model proposed a public-private partnership with the Public Partners (WCOG, the Ports  
14 of Bellingham and Friday Harbor) and a private vessel operator. The boat was to be a high-speed  
15 aluminum catamaran ferry that would provide four daily round trips between Bellingham and Friday  
16 Harbor. The one-way fares were to be \$20 each for resident adults, \$25 for non-residents and \$15  
17 for youths. A discount commuter book was also proposed. The estimated crossing time was to be  
18 one hour and forty minutes.

19 The success of the concept was the ability to serve the interests of a wide variety of stakeholders and  
20 the forging of community partnerships and linkages. Another critical element identified was the need  
21 for strong intermodal connections at either end to allow riders to leave their personal vehicles and  
22 access the destinations needed in a timely, efficient, clean and cost-effective manner. The first year  
23 of operation was estimated to cost between \$2.8 and \$3.2 million.

24 In the WSF 2009 Long-Range Plan, the legislature directed WSF that it is not to provide passenger-  
25 only ferry service. Where local providers view that service as a way to improve service or fill potential  
26 gaps, it is expected that locally funded passenger-only ferry service will be evaluated and pursued.  
27 As of 2013, the concept of the passenger-only ferry has not progressed beyond the Business Plan  
28 presented in 2008. It is maintained that with the current communities and the slow economy, there  
29 is not enough potential ridership to support such a service, nor is there enough funding to initiate the  
30 operation or subsidize the on-going financial requirements.

31 A hospital was recently opened in Friday Harbor, late in 2012. The hospital is a sister to the one in  
32 Bellingham. It has been conjectured that many of the employees could come from Bellingham and  
33 make use of a passenger-only ferry, which would provide a solid commuter base for the ferry.

34 WSF does not currently operate POF service. WSF did provide POF service in the 1990s, but it was  
35 discontinued a decade later by legislative restrictions on operating funds after the scaling back of  
36 Motor Vehicle Excise Tax (MVET). POF service is not an allowable use for gas tax revenue. King and  
37 Kitsap counties both now operate POF service with voter-approved local revenue sources.

38  
39 The County does not plan to operate a passenger-only ferry; however, the County would support a  
40 passenger-only ferry by providing roadway and marine facility access, as appropriate.  
41

### 42 3. County Marine Facilities

43 Because of the marine orientation of the San Juan Islands, ~~docks, floats, and ramps~~ marine facilities  
44 (piers, floats, and ramps) -- both public and private facilities -- are a significant part of the  
45 transportation system. Public marine facilities are, in a sense, a continuous contiguous part of the  
46 County road system, and therefore thus are, the responsibility of the County. Figure 3 presents the  
47 location of the various county marine facilities. ~~Private docks are owned, maintained and used by the~~  
48 ~~owners and their guests.~~

1  
2  
3 a. **Inventory of Existing Facilities and Services-County Marine Facilities and Services**

4 San Juan County Public Works Department currently operates and maintains 9 public docks with  
5 floats, 8 boat ramps (7 barge/landing craft capable) and leases with two outer island moorage docks.  
6 County Parks operates and maintains 1 boat ramp. All county owned marine facilities are for limited-  
7 time day use only. Table 6 provides an inventory of the County Marine Facilities

8 **Roche Harbor Dock and Float, San Juan Island:** A dock and float built in 2011 on leased land east of  
9 the private boat ramp at the Roche Harbor Resort. The float is connected to the dock with a gangway.  
10 Dock space is available for outer island residents only by permit with parking for vehicles permitted  
11 annually by Public Works.

12 **Small Pox Bay Ramp, San Juan Island:** Within San Juan County Park on the west side of San Juan  
13 Island, County Parks owns a concrete launching ramp serving recreational boating needs only. The  
14 ramp was reconstructed in 1997 and is in good condition, but prone to siltation.

15 Parking for ramp and park use is available for up to 7 vehicles with boat/kayak trailers.

16 **Jackson Beach, San Juan Island:** This Port of Friday Harbor facility contains a recreational dock and  
17 ramp with public parking. The County's barge landing site is also located at Jackson Beach.

18 **Prevost Harbor Dock and Float, Stuart Island:** The facility is located in Prevost Harbor on the  
19 northeast side of Stuart Island. The drive on pier was constructed in the early 1950's as a joint  
20 County/US Coast Guard pier and later turned over to San Juan County. The pier contains a small  
21 cantilevered building located midway out on the north side and an extension on the north side  
22 provides access to a float which is accessed via an aluminum gangway.

23 No public parking is available.

24 **Reid Harbor Ramp, Stuart Island:** A concrete log boat ramp built in 1993 extends into the shallow,  
25 flat tidal beach at the head of Reid Harbor in the center of Stuart Island. The facility is used as both a  
26 boat ramp and a barge landing facility.

27 The adjacent state owned parking lot holds 13 vehicles.

28 **Deer Harbor Marina Float, Orcas Island:** County Public Works leases float space from Deer Harbor  
29 Marina in a 25 year lease. Mooring is by permit only. The facility serves the private and commercial  
30 needs of outer island residents, primarily those from Waldron Island. There is a 1000 pound capacity  
31 loading crane, owned and maintained by Public Works.

32 Figure 3. Marine Transportation – County Marine Facilities

District	Island	Name	Dock	Float	Ramp*	Parking
1	San Juan	Roche Harbor Resort	12' x 45'	8' x 60'		25 by permit only
		Small Pox Bay Ramp			13' x 100'	7 day use
		Jackson Beach			Hard-packed beach*	Port of Friday Harbor
	Stuart	Prevost Dock and Float	12' x 228' 8' x 28'	8' x 60'		None
		Reid Harbor Ramp			16' x 75'	13
2	Orcas	Deer Harbor Marina		120 l.f.		None
		Madrona Point	14 x 112'	8' x 40'		None
		Obstruction Pass	12' x 107'	10' x 40'	16' x 100'*	19-25
		Westsound	7' x 154'	2 floats - 8' x 40' ea		6
		Orcas Landing	3200 sf pier; 2700 sf dock	20' x 29' 18' x 18' 10' x 40' 10' x 150'		4 at pier; 7 above facility
	Waldron	Cowlitz Bay	12' x 184'	14' x 32'	Hard-packed beach*	None
3	Lopez	Hunter Bay	12' x 80'	9'6" x 80'	14' x 120'	At least 9, permit only
		Mackaye Harbor		8' x 60'	12' x 120'*	Numerous unmarked spaces
		Odlin Park	22' x 24' & 11' x 48'	10' x 50'	24' x 110'*	None only for marine facilities
	Shaw	Indian Cove			12' x 28'	None only for marine facilities
		Neck Point Cove			Gravel beach at high tide*	None
	Decatur	Hermitage			16' x 110'*	Limited parking in Co. ROW

1 Table 6. County Marine Facilities

2 *\*barge/landing craft capable*

3 Currently, there is no dedicated parking that goes with the public mooring, although some users do  
4 park on the south end of Upper Deer Harbor Road approximately 1/8 mile east of the marina.  
5 Generally, parking at Deer Harbor is a problem, especially during the summer months. Acquisition of  
6 a suitable parking facility is an on going challenge that has not been resolved.

7 **Madrona Point Dock and Float, Orcas Island:** This seasonal dock is located just outside of Eastsound.  
8 The dock is connected to a float via a gangway. The float and gangway are removed by November 1  
9 each year and stored in a protected harbor until April 1. Movement during storms could cause  
10 damage to the piling and the attachment mechanism.

11 **Obstruction Pass Dock, Float and Ramp, Orcas Island:** The marine facility is located at the end of  
12 Obstruction Pass Road on the southeastern tip of Orcas Island. The drive-on pier is connected to the  
13 float via a gangway. West of the dock and float is the ramp. The ramp is constructed of concrete  
14 logs.

15 The facility provides primary commercial and community linkage to Blakely and Obstruction Islands.  
16 All gasoline and propane currently delivered to Orcas is offloaded at this ramp. The public paved  
17 parking lot provides space for 19-25 cars.

18 **Orcas Landing Dock and Float, Orcas Island:** This public marine facility contains a drive-on pier with  
19 a small building. To the east, a small float is reserved for the Sheriff's boat. To the east, three floats  
20 provide mooring for up to 4 hours. A gangway on each side of the pier provides access to the floats.  
21 There is little public parking available at the site. Adjacent to the pier are four spaces—2 ADA, one  
22 for the sheriff and one for the County. On the northern elevated boundary are seven reserved parking  
23 spaces.

24 **Westsound Dock and Float, Orcas Island:** This facility is located south of Deer Harbor Road at MP  
25 0.85 on the southwestern portion of Orcas Island. The pier was constructed in 1989, along with two  
26 floats. There is a stairway to the beach. The marine facility primarily serves recreational boaters and  
27 some light commercial use.

28 There is parking for about 6 cars along Deer Harbor Road; it is often crowded during the summer  
29 months.

30 **Cowlitz Bay Dock, Float and Ramp, Waldron Island:** The facility consists of a pier with a turning apron  
31 leading to a gangway down to a float, also described as a hammerhead dock. There is a small hand-  
32 operated jib crane and a small wooden building on the dock but no utilities.

33 The facility is located at the end of Cowlitz Bay Waldron Center Road. There is no parking on the road.  
34 The area south of the dock has road access and is popularly used as a ramp for boat launching and  
35 also functions as a barge landing. While there is no  
36 structure formally built as a boat 'ramp', the site is hard packed and serves the needs of the island for  
37 delivery of essential supplies and materials.

38 **Hunter Bay Dock, Float and Ramp, Lopez Island:** The Hunter Bay marine facilities are located at the  
39 south end of Lopez Island at the end of Crab Island Rd. The pier is connected by a steel and wood  
40 gangway leading down to a monolithic timber float on the westerly side of the dock. The facility is  
41 the primary dock used by residents of Decatur and Center Islands. The reinforced concrete ramp is  
42 located to the east of the dock. The ramp serves both recreational and light commercial needs.

43 While there is some general parking, most of the parking spaces in the area require a County permit.

44 **Mackaye Harbor Float and Ramp, Lopez Island:** The grooved timber float was installed in 2000. It is  
45 attached by an ADA-accessible aluminum gangway to a concrete abutment at the shore. The  
46 reinforced concrete plank ramp was replaced in 2009 and is located just to the west of the float. It  
47 serves as one of the few commercial loading/unloading facilities on Lopez Island. One third of the  
48 float on the shore side is unusable during lower tide conditions.

1 Adjacent to the float and ramp is a large unpaved parking area that has room for numerous cars and  
2 boat trailers.

3 **Odlin Park Dock, Float and Ramp, Lopez Island:** Odlin Park is a popular County Park located on the  
4 north side of Lopez Island, one mile from the ferry terminal. The dock and float are located at the end  
5 of Odlin Park Road at MP 0.34 with the final ¼ mile being a one lane primitive road behind a locked  
6 gate. The facility serves mostly recreational boaters, and also light commerce and commercial fishery  
7 activities. Occasionally, it is used for loading/unloading private passenger ferries and also serves  
8 passenger feeder boats during emergency outages at the Lopez ferry terminal.

9 The drive on pier includes an approach apron with an aluminum gangway that leads to a heavy duty  
10 timber float. The float was rebuilt in 2006.

11 The concrete reinforced log ramp is located within Odlin Park at MP 0.25 at the end of Odlin Park  
12 Road. The road and all marine facilities are under the jurisdiction of Public Works. It is one of the few  
13 commercial loading/unloading facilities on Lopez Island. It is also used by recreational boaters.

14 There is no parking specifically dedicated to the marine facilities. All parking is part of the County Park  
15 complex.

16 **Indian Cove Ramp, Shaw Island:** The ramp is located within Indian Cove County Park at the end of  
17 Shaw Park Road. Since it is located on a very flat, shallow beach above +10 MLLW, the wooden ramp  
18 can only be used at high tide to launch small recreational boats. Commercial landing craft can often  
19 only access it 2 or 3 times per year.

20 **Shaw Landing Dock, Shaw Island:** The small dock and stairway is located adjacent and to the  
21 southwest of the state ferry loading area. There is currently no float and no beach access from the  
22 facility.

23 **Neck Point Cove, Shaw Island:** The site is located is located at the County road end. At high tides,  
24 landing craft barges are able to deliver essential supplies and materials on the gravel beach.

25 **Decatur Head Ramp, Decatur Island:** The concrete log ramp was reconstructed in 2009. It is located  
26 at the end of Davis Beach Road and serves the commercial, transportation and recreational needs of  
27 island residents as both a ramp and a barge landing site. Limited parking is available within the County  
28 ROW.

29 San Juan County Public Works Department currently operates and maintains 16 public marine  
30 facilities:

- 31 • 9 public piers with floats;
- 32 • 7 boat ramps;
- 33 • 1 barge landing site, at the old gravel pit on San Juan Island; and
- 34 • The County leases one moorage dock, at Deer Harbor.

35  
36  
37 The details of the marine facilities operated by Public Works are provided in the Annual Marine Facility  
38 Report. That report includes annual maintenance activities, capital improvements, physical  
39 assessment results, and Comprehensive Plan Review. A copy of the annual report is available on the  
40 Public Works page of the County website.

41  
42 In addition to Public Works, San Juan County Parks operates and maintains boat ramps, at Small Pox  
43 Bay on San Juan Island and at Indian Cove on Shaw Island. The Port of Friday Harbor operates the  
44 boat ramp and dock at Jackson Beach. The Port also manages a marine fuel dock and public dock at  
45 Friday Harbor. The Port has recently purchased Jensen's Shipyard and Shipyard Cove. They are in the  
46 process of developing a plan for use of the site. Numerous private marine facilities exist on the islands,  
47 from large marinas like Roche Harbor, Shipyard Cove, Deer Harbor, Cayou Quay, Rosario, and  
48 Fisherman Bay to the single docks constructed for use by individual or small groups of property

1 owners.

2  
3 The County also has numerous inventoried and non-inventoried shore access points resulting from  
4 County roads that end at the shoreline (coastal or lakes). These shore access points may provide for:

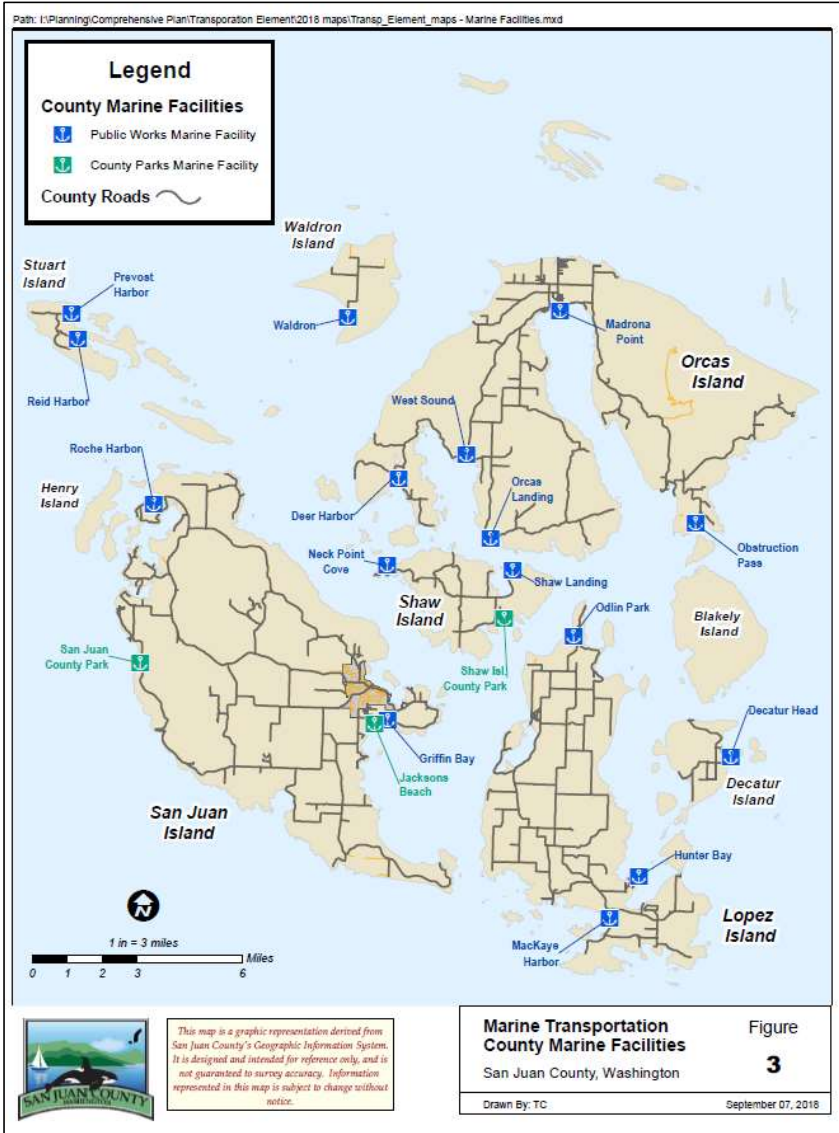
- 5
- 6 • Delivery of people, vehicles, and freight via a barge or freight ferry
- 7 • Marine recreation including shore access and small boat launching
- 8

9 Some shore access points are listed in the County's Parks, Trails and Natural Area Plan and  
10 Nonmotorized Plan (Parks Plan) and improvements to the public right of way may be included in the  
11 County Public Works transportation improvement plans or the Parks capital improvement plans.

12  
13 Several private barge companies serve the islands for most freight needs. A number of the County's  
14 ramps are routinely used by the barges for delivery of freight and construction materials, including  
15 ramps on Orcas, Lopez, Decatur, Stuart, and Waldron.

DRAFT

1 **Figure 3. Marine Transportation – County Marine Facilities.**



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b. **Long Range Planning Needs Demand/Capacity**

The following projects have either been identified and included in the County's Six Year Transportation Improvement Program or the latest Annual Dock Report or identified as concepts worth investigating further.

**Small Pox Bay Ramp, San Juan Island:** The ramp is maintained by County Parks and requires silt removal periodically. Based on the 2006 Annual Dock Report, the ramp is anticipated to have a useful life until 2018.

**Madrona Point Dock and Float, Orcas Island:** Consider rebuilding or replacing the float to allow year-round day moorage.

**Obstruction Pass Dock, Float and Ramp, Orcas Island:** Construct a new Obstruction Pass Boat/Barge Ramp. This ramp was repaired with 8" deep concrete logs in 2004. This ramp is an important water access for Orcas Island. It is the alternative launch site for autos via barge when the state ferry service is interrupted. When Orcas Island has ferry service interruptions, as it did just a few years ago, this new ramp would provide a safe place to land and launch cargo and autos. Ramp replacement is not currently on the Six Year TIP.

**Westsound Dock and Float, Orcas Island:** Explore leased, permitted parking with Orcas Island Yacht Club which is located next door.

**Orcas Landing Dock and Float, Orcas Island:** Long range improvements were identified in a 2008 Structural Report and through a master plan public process. Marine improvements identified included a lower profile bracket to be installed for small boats/kayaks, replacement of pile caps and decking, and modifications to accommodate ADA facilities. Additional improvements could include installing bollards at the head of the pier, extending guardrails at the top end of the west gangway and add additional guardrails around public access areas.

**Hunter Bay Dock, Float and Ramp, Lopez Island:** The concrete ramp at Hunter Bay is deteriorating. The lower portion of the ramp exhibits significant cracking and breaks, which will soon impact the upper portion of the ramp. The logs are too thin to sustain the heavy equipment which is frequently loaded from the ramp. This ramp should be removed and replaced. The design for this facility is scheduled to commence in 2014 with float and dock replacement scheduled for 2017. Applicable grant funding should be evaluated.

**Odlin Park Dock, Float and Ramp, Lopez Island:** The Odlin Park Float was removed, inspected, and repaired during the winter of 2005-2006. It was found to be in poor condition. The original design included splicing two sections together at mid-length. This lack of structure continuity causes the float to behave poorly and has led to a shortened useful life. The piling needs to be replaced with steel piling. The design of the float and pile replacement was initiated in 2012. After an anticipated two year permit process, construction is anticipated to occur in 2015 or 2016, depending on funding sources.

**Level of Service Analysis**

Level of service for County docks is based on the lineal footage of useable dock space per residential dwelling unit within the designated service area. County Code 18.60.200 defines the standards as LOS C for Type 1 docks, LOS D for Type 2 and LOS F for Type 3 docks. Table 7 identifies the location of the County docks and the areas they serve.

**Table 7. County Service Area**

	<b>Service Area</b>	<b>Dock Location</b>
<b>Type 1<sup>3</sup></b>	Center, Decatur, Frost, Trump	Hunter Bay, Lopez Island
	Blakely, Obstruction	Obstruction Pass, Orcas Island

	Waldron, Wasp	Deer Harbor, Orcas Island
	Stuart, Henry, Pearl, Johns, Cactus, O'Neal, Spieden	Roche Harbor, San Juan Island
<b>Type 2<sup>2</sup></b>	Stuart	Prevost
	Waldron	Cowlitz
	Decatur	—
<b>Type 3<sup>3</sup></b>	San Juan	—
	Orcas	Eastsound, Westsound, Orcas Landing
	Lopez	Odlin, MacKaye Harbor
	Shaw	—

**Notes:** <sup>1</sup>**Type 1**—County docks located on ferry-served islands which provide primary access for non-ferry served islands.

<sup>2</sup>**Type 2**—County dock located on non-ferry served islands with County roads.

<sup>3</sup>**Type 3**—County docks that provide recreational uses or access between ferry-served islands

Table 8 identifies the estimated existing and projected number of residential dwelling units within each service area. These estimates are then used to calculate the existing and projected LOS based on the LOS policies for County docks.

**Table 8. County Dock Level of Service**

	2010				2021			
	Demand	Capacity	Ratio	LOS	Demand	Capacity	Ratio	LOS
<b>Type 1</b>								
Center Decatur								
Frost	129	185	1.43	B	133	185	1.39	B
Trump								
Blakely Obstruction	40	187	4.68	A	44	187	4.25	A
Waldron Wasp	69	120	1.741	B	69	120	1.74	B
Stuart Henry Pearl, Johns Cactus O'Neal Spieden	62	120	1.94	B	71	120	1.69	B
<b>Type 2</b>								
Stuart	35	376	10.74	A	41	376	9.17	A
Waldron	69	248	3.59	A	69	248	3.59	A
Decatur	67	0	0	F	81	0	0	F
<b>Type 3</b>								
San Juan	76	0	0	F	96	0	0	F
Orcas	76	885	11.64	A	96	885	9.22	A
Lopez	76	238	3.13	A	96	238	2.48	B

Shaw	76	0	0	F	96	0	0	F
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Source: *Transpo Group, 2011*

Capital improvements to the County PW marine facilities are based on several factors: priority of facility, condition of facility, and evidence of inadequate capacity. These factors are evaluated and reported upon in the Marine Facility Annual Report.

Updated information on completed, in-progress, and planned capital projects for marine facilities are available in the 6-Year TIP and the Annual Marine Facility Report, both of which are available on the County website, Public Works page.

**c. Long Range Transportation Planning Recommendations**

The County has set a high priority on maintaining and constructing marine facilities that provide non-ferry served island residents with access to ferry served islands. Long-range planning needs for County marine facilities are evaluated annually and documented in the Annual Marine Facility Report.

**4. Barges and Landing Craft**

Several private barge companies serve the islands with most freight needs. Humpback Hauling is a United States Coast Guard certified barge that can carry up to 49 passengers and regularly moves vehicles and freight throughout the islands. In the case of an emergency, Humpback Hauling is contracted with the County to provide emergency evacuation services from marine access locations. Other private barging businesses provide similar services to other outer islands. A number of the County ramps are routinely used for delivery of freight and construction materials. Two are located on Lopez Island at Odlin Park and Mackaye Harbor and the other is on Orcas Island at Obstruction Pass.

**C. Land Transportation**

San Juan County contains 270 miles of roads located on 7 islands. The roads are classified as Major Collectors, Minor Collectors, and Local Access Roads. The County currently has four bridges, all on Orcas Island. In the past 6 years, the County has made a dedicated commitment to non-motorized transportation and has constructed over 8 miles of trails.

In 2008, county roads on San Juan and Orcas Islands, along with the marine route from Anacortes to the Islands, were designated in the San Juan Islands Scenic Byway. Figure 4 shows the official route of the byway. The County is a member of the scenic byway stakeholder group and has participated in the development of the 2012 Scenic Byway *Corridor Management Plan* and various grants. Successful grant projects are included in the county's Six-Year Transportation Plan and those projects involving the roads are implemented in compliance with county standards and safety protocols.

The Town of Friday Harbor (Town) on San Juan Island developed the Transportation Element of their Comprehensive Plan in 2002. The Town operates and maintains approximately 13 miles of arterials and local access roads. Traffic circulation within the Town is affected by the loading/unloading of the Washington State Ferry at the harbor and the primary access points to destinations throughout the island. The Town will soon be updating its Comprehensive Plan.

San Juan County has approximately 745 miles of roadways spread over 13 islands. Public Works maintains 270 miles of public roads located on 7 islands (Orcas, Lopez, San Juan, Shaw, Stuart, Waldron, and Decatur). The majority of the roads in the County -- 450 miles -- are privately owned and maintained. In addition, there are Federal park roads, State park roads, and the Town of Friday Harbor has about 16 miles of roads. In 2008, some county roads on San Juan and Orcas Islands, along with the marine route from Anacortes to the Islands, were designated as the San Juan Islands Scenic Byway. Figure 4 shows the official

C:\Users\sophiac\AppData\Local\Microsoft\Windows\NetCache\Content.Outlook\U04W9VCF\2020-09-14 Appendix 6 Transportation OPALCO comments.docx\LAND-USE\LONG-RANGE-PROJECTS\PCOMPL-17-0001-Comp\_Plan\B-Plan\_Drafts\_2020\_Plan\_PH\Appendices\2020-09-14\_Appendix\_6\_Transportation\_.docx

1 route of the Byway.

2  
3  
4 County roads provide transportation corridors for multi-modal access: motor vehicles, transit vehicles,  
5 pedestrians, and bicyclists. The County's Parks, Trails and Natural Area Plan and Nonmotorized Plan (Parks  
6 Plan) provides goals, policies and plans for the County's pedestrians and bicyclists. These plans include  
7 integrating roadway access (shoulder widening), separated trails adjacent to the roadways, and off-road  
8 trails to provide multi-modal access in the County. The Parks Plan states:

9  
10 "...one of the most pressing issues identified through the community outreach undertaken in preparation  
11 for this plan is the need for non-motorized transportation opportunities. There is a need expressed by  
12 the community to connect our islands together with a well-planned transportation system of multi-modal  
13 trails".

14  
15 In 2018, the County adopted the Complete Streets Program Ordinance to ensure that future planning,  
16 design, and construction of motorized and non-motorized transportation facilities incorporate Complete  
17 Streets principles. The ordinance directs the County Engineer to prepare an annual report on the  
18 recommended application of Complete Streets principles. This report is available on the County website,  
19 Public Works page.

20  
21 County roads are categorized according to their role and usage in carrying vehicles. These categories are  
22 defined by US Department of Transportation, Federal Highway Administration (FHWA) in its roadway  
23 functional classification system. The Functional Classification System includes designations for rural and  
24 urban roads, including: Interstates, Freeways/Expressways, Principal Arterials, Minor Arterials, Major  
25 Collectors, Minor Collectors, and Local Access. San Juan County does not have any Interstate, Freeway,  
26 or Arterial roads. San Juan County has roadways in three functional classifications, as shown on Figure 5.  
27 The functional classifications are described as follows:

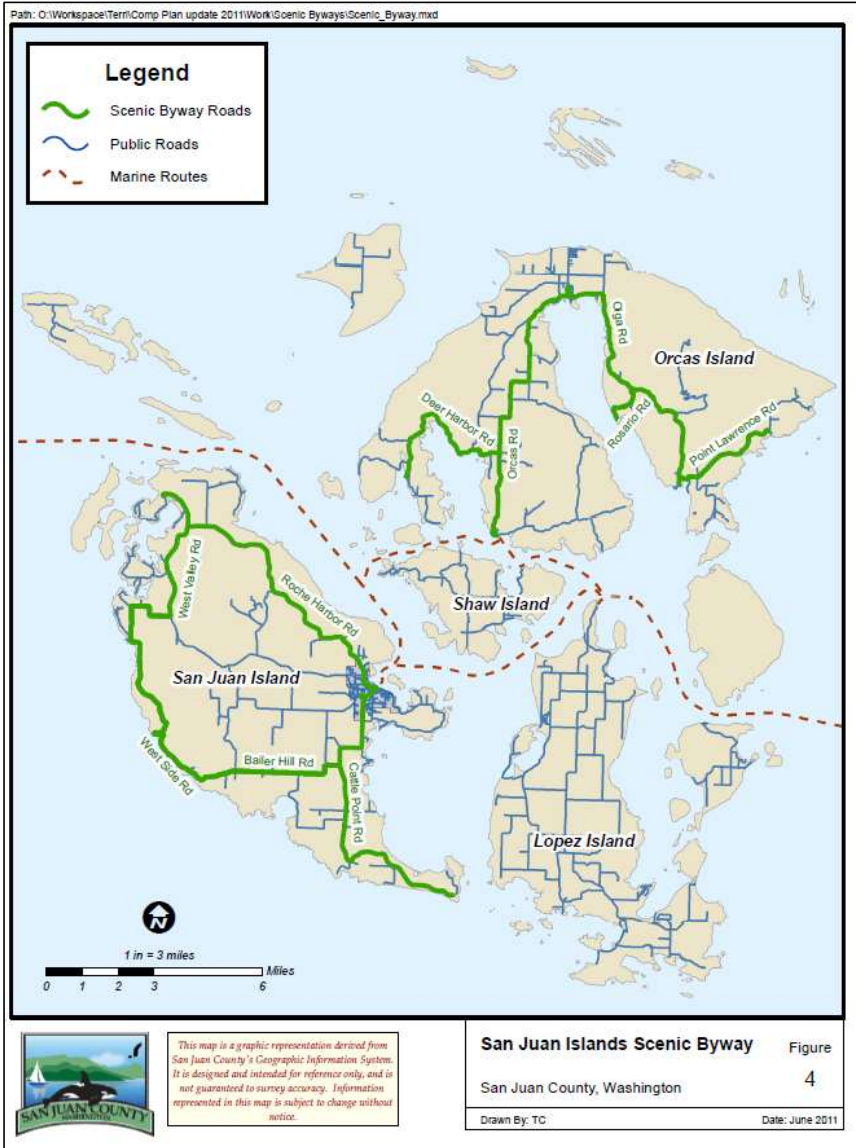
28  
29 Rural Major Collectors provide the main access from the ferry landings. These are the highest volume  
30 roads, with the highest speeds, and are the primary freight routes.

31  
32 Rural Minor Collectors provide connections between the major collectors and the local access roads  
33 or provide a secondary access to parts of the island.

34  
35 Rural Local Access Roads provide direct access to abutting land uses and carry traffic to the collector  
36 roads. Local access roads typically carry low volumes of traffic, traveling at low speeds.

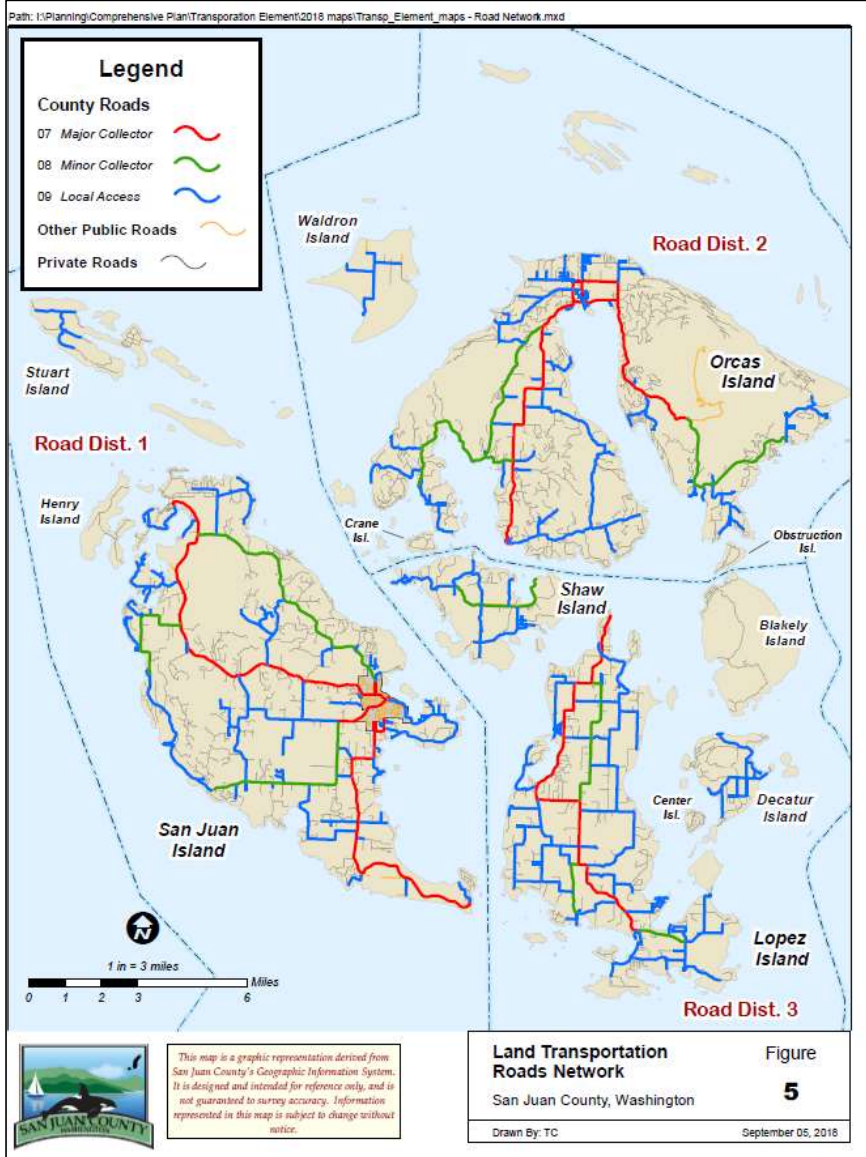
37  
38 The functional classifications in San Juan County were established in 1968. In 2018, four road segments  
39 on Orcas Island were changed from local access roads to major collectors: Main Street, Crescent Beach  
40 Road, Prune Alley, and North Beach Road from School Road to Mount Baker Road.

1 **Figure 4. San Juan Islands Scenic Byway.**



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1 **Figure 5. Roads – San Juan County.**



2

The Town of Friday Harbor (Town) on San Juan Island developed the Transportation Element of its Comprehensive Plan in 2002. The plan is amended annually to reflect changes to the Six-Year Transportation Improvement Plan and the Summary of Capital Facility Improvements. Traffic circulation within the Town is affected by the loading/unloading of the Washington State Ferry at the harbor. The County and Town work together to maintain roads that transition from Town to County. In 2019, Town and County worked together to improve Argyle Avenue, as it transitions from Town to County jurisdiction near the Fairgrounds.

**1. Roads**

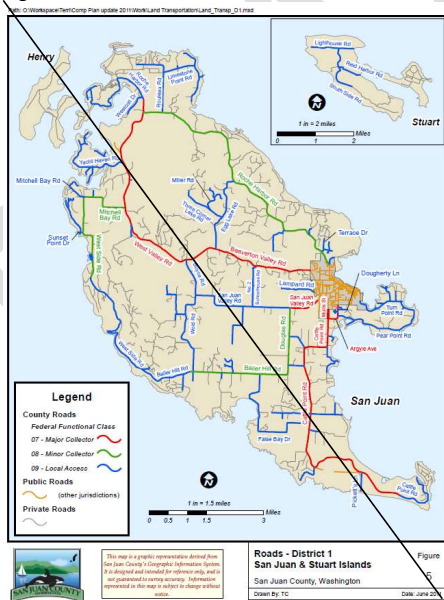
**a. Inventory of Existing Facilities and Services – County Roads**

The County's 270 miles of public roads are divided into three districts; see Figure 5. The road crew in each district is responsible for the operation and maintenance of the facilities within each of the districts. Roadway maintenance includes mowing and brushing within the road right-of-way to maintain sight distance, sign installation, repairing and paving the roads, and general preservation of the facilities. Figures 5 through 9 present the roads within each of the districts.

**b. Level of Service Analysis – County Roads Demand/Capacity**

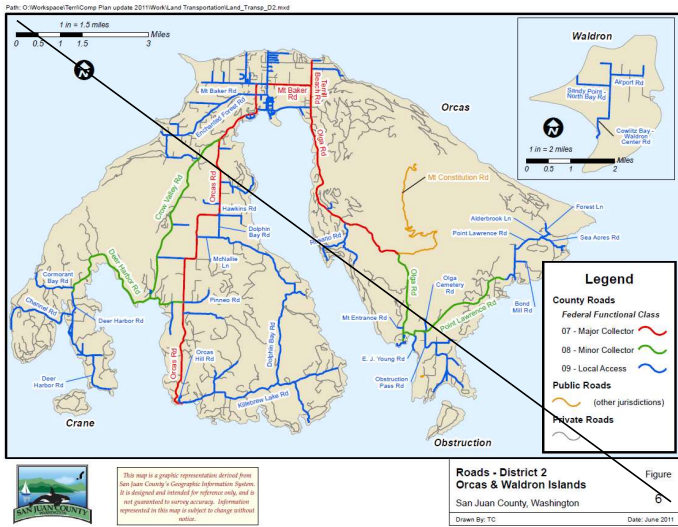
The level of service (LOS) for the County's roadways were updated based on the 2000 Highway Capacity Manual. The updated LOS thresholds for all LOS values are shown below in Table 9.

Figure 5. Roads – District 1 – San Juan & Stuart Islands



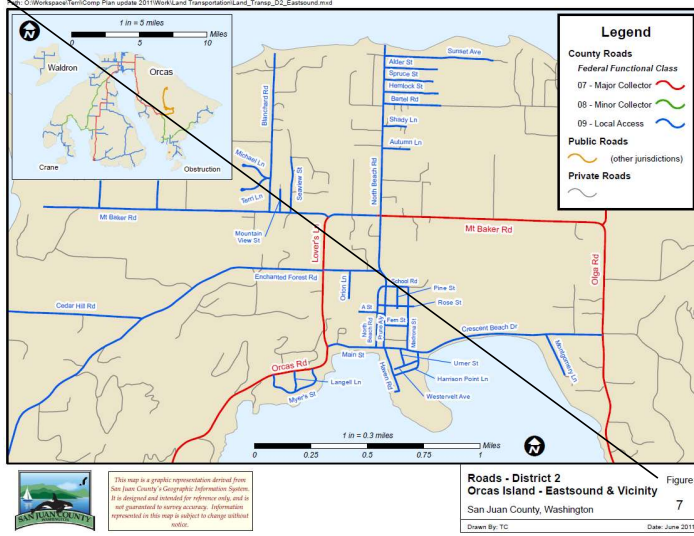
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Figure 6. Roads—District 2—Orcas & Waldron Islands



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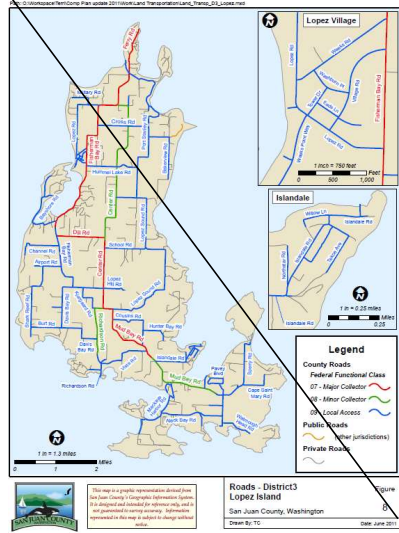
Figure 7. Roads—District 2—Eastsound & Vicinity



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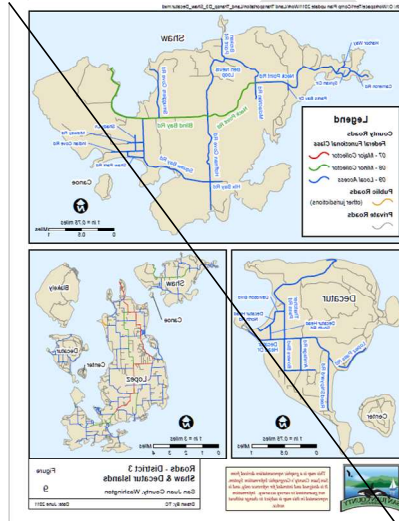
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Figure 8. Roads – District 3 – Lopez Island



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Figure 9. Roads – District 3 – Shaw & Decatur Islands



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**Table 9. County Collector Roads AADT LOS Standards<sup>1</sup>**

Terrain	LOS A/B	LOS C	LOS D <sup>2</sup>	LOS E	LOS F <sup>3</sup>
Rolling Level	< 1,360 < 2,000	1,360 – 2,790 2,000 – 3,500	2,790 – 4,380 3,500 – 6,170	4,380 – 11,670 6,170 – 14,000	> 11,670 > 14,000

Source: Transpo Group, 2011

**Notes:**

1. Proposed Standards from the HCM 2000
2. LOS D is San Juan County's adopted LOS standard for County collector roadways, per County Code 18.60.200.
3. The roadway capacity used to establish the LOS F threshold assumed the following: 10 foot travel lanes, no shoulders, 60/40 directional split, 10 percent trucks, 1 percent recreational vehicles, K factor of 0.10 to convert peak hour capacity to a daily volume capacity.

Existing and forecast average daily roadway volumes and level of service were calculated for County collector roadways using average annual daily traffic (AADT) counts. AADT is the typical description for the two-way traffic count for a roadway in a 24-hour period. A factor is applied to the AADT to adjust for seasonal variation. The 2021 forecasted volumes were developed by applying a forecast blended growth rates across all islands. The current and projected traffic counts and LOS on San Juan Island are shown in Table 10 and demonstrate that all San Juan Island collector roadways meet the County's standard of LOS D or better. Only one roadway segment operates at LOS D in 2010 and three segments in 2021.

**Table 10. San Juan Island – County Roads LOS**

County Road #	Mile Post	Road Name	Terrain	2010 or 2012 <sup>1</sup>		2021 <sup>2</sup>	
				AADT	LOS	AADT	LOS
<b>Major Collectors</b>							
7	0.46	Argyle Rd	Rolling	2,073	A/B/C	2,507	A/B/C
18	0.65	Mullis Rd	Level	2,691	A/B/C	3,035	A/B/C
18	0.75	Cattle Point Rd	Level	3,160	A/B/C	3,733	D
3	0.83	Roche Harbor Rd	Level	4,014	D	4,527	D
7	0.92	Argyle Road	Flat	1,416	A/B/C	1,597	A/B/C
1	1.00	San Juan Valley Rd	Level	2,651	A/B/C	3,117	A/B/C
2	1.05	Beaverton Valley Rd	Rolling	2,648	A/B/C	1,889	A/B/C
18	1.95	Cattle Point Rd	Level	2,327	A/B/C	2,854	A/B/C
18	2.61	Cattle Point Rd	Rolling	1,923	A/B/C	2,169	A/B/C
2	3.52	Beaverton Valley Rd	Rolling	1,265	A/B/C	1,427	A/B/C
18	3.87	Cattle Point Rd	Rolling	1,163	A/B/C	1,311	A/B/C
2	4.75	West Valley Rd	Rolling	1,612	A/B/C	1,677	A/B/C
18	5.22	Cattle Point Rd	Rolling	947	A/B/C	1,068	A/B/C
18	5.75	Cattle Point Rd	Rolling	698	A/B/C	787	A/B/C
18	6.82	Cattle Point Rd	Rolling	600	A/B/C	676	A/B/C
2	6.91	West Valley Rd	Rolling	813	A/B/C	917	A/B/C
2	9.60	West Valley Rd	Rolling	834	A/B/C	940	A/B/C
2	9.72	Roche Harbor Rd	Level	1,295	A/B/C	1,262	A/B/C
2	10.82	Roche Harbor Rd	Rolling	1,058	A/B/C	1,135	A/B/C
<b>Minor Collectors</b>							

1	2.15	Douglas Rd	Rolling	1,538	A/B/C	1,742	A/B/C
3	2.15	Roche Harbor Rd	Rolling	2,840	D	3,203	D
1	3.52	Bailer Hill Rd	Rolling	1,108	A/B/C	1,250	A/B/C
3	5.00	Roche Harbor Rd	Rolling	1,905	A/B/C	2,166	A/B/C
1	6.23	Bailer Hill Rd	Rolling	814	A/B/C	883	A/B/C
3	6.53	Roche Harbor Rd	Rolling	2,087	A/B/C	2,354	A/B/C
3	7.63	Roche Harbor Rd	Level	1,720	A/B/C	1,940	A/B/C
1	14.67	Mitchell Bay Rd	Rolling	841	A/B/C	924	A/B/C

<sup>1</sup> San Juan County Public Works

<sup>2</sup> Transpo Group, 2011

As shown in Table 11, all Orcas Island collector roadways meet the County's standard of LOS D or better. Only one roadway segment operates at LOS D in 2010 and three segments in 2021.

**Table 11. Orcas Island - County Roads LOS**

County Road #	Mile Post	Road Name	Terrain	2010 or 2012 <sup>1</sup>		2021 <sup>2</sup>	
				AADT	LOS	AADT	LOS
<b>Major Collectors</b>							
57	0.03	Ferrill Beach Rd	Rolling	1,382	A/B/C	1,525	A/B/C
52	0.08	Lovers Ln	Rolling	2,127	A/B/C	2,617	A/B/C
58	0.10	Mount Baker Rd	Level	1,428	A/B/C	1,875	A/B/C
52	0.46	Lovers Ln	Rolling	1,979	A/B/C	2,434	A/B/C
57	0.68	Ferrill Beach Rd	Level	632	A/B/C	778	A/B/C
4	0.75	Orcas Rd	Rolling	1,993	A/B/C	2,338	A/B/C
58	0.79	Mount Baker Rd	Rolling	1,829	A/B/C	1,924	A/B/C
58	1.17	Mount Baker Rd	Rolling	2,283	A/B/C	2,843	D
4	3.92	Orcas Rd	Level	2,167	A/B/C	2,361	A/B/C
4	6.93	Orcas Rd	Rolling	3,116	A/B/C	3,261	D
4	7.00	Orcas Rd	Level	3,514	D	4,650	D
4	9.45	Olga Rd	Rolling	2,674	A/B/C	2,875	D
4	11.50	Olga Rd	Rolling	2,325	A/B/C	2,554	A/B/C
<b>Minor Collectors</b>							
45	0.10	Deer Harbor Rd	Rolling	572	A/B/C	1,261	A/B/C
63	0.10	Point Lawrence Rd	Rolling	939	A/B/C	1,209	A/B/C
51	0.16	Crow Valley Rd	Rolling	745	A/B/C	916	A/B/C
63	0.56	Point Lawrence Rd	Rolling	540	A/B/C	664	A/B/C
45	1.00	Deer Harbor Rd	Rolling	1,060	A/B/C	1,304	A/B/C
51	1.90	Crow Valley Rd	Rolling	931	A/B/C	1,198	A/B/C
63	3.31	Point Lawrence Rd	Rolling	252	A/B/C	310	A/B/C

51	3.59	Crow Valley Rd	Rolling	1,488	A/B/C	1,807	A/B/C
45	3.80	Deer Harbor Rd	Rolling	942	A/B/C	1,159	A/B/C
45	4.36	Deer Harbor Rd	Rolling	881	A/B/C	1,084	A/B/C
4	14.36	Olga Rd	Rolling	1,086	A/B/C	1,388	A/B/C
4	15.94	Olga Rd	Rolling	253	A/B/C	312	A/B/C

<sup>1</sup> San Juan County Public Works

<sup>2</sup> Transpo Group, 2011

As shown in Table 12, all Lopez and Shaw Island collector roadways meet the County's standard of LOS D or better in both 2010 and 2021.

**Table 12. Lopez and Shaw Islands – County Roads LOS**

County Road #	Mile Post	Road Name	Terrain	2010 or 2012 <sup>1</sup>		2021 <sup>2</sup>	
				AADT	LOS	AADT	LOS
<b>Major Collectors (all on Lopez Island)</b>							
108	0.10	Dill Rd	Level	674	A/B/C	664	A/B/C
114	0.10	Mud Bay Rd	Level	1,114	A/B/C	1,181	A/B/C
5	0.16	Ferry Rd	Level	633	A/B/C	654	A/B/C
103	0.40	Fisherman Bay Rd	Level	689	A/B/C	712	A/B/C
114	0.55	Mud Bay Rd	Rolling	906	A/B/C	937	A/B/C
103	1.75	Fisherman Bay Rd	Level	1,141	A/B/C	1,149	A/B/C
5	1.98	Ferry Rd	Level	1,128	A/B/C	1,144	A/B/C
103	2.26	Fisherman Bay Rd	Level	1,689	A/B/C	1,746	A/B/C
114	2.30	Mud Bay Rd	Level	857	A/B/C	886	A/B/C
103	3.00	Fisherman Bay Rd	Level	2,186	A/B/C	2,259	A/B/C
103	3.76	Fisherman Bay Rd	Level	1,300	A/B/C	1,343	A/B/C
103	4.00	Fisherman Bay Rd	Rolling	1,288	A/B/C	1,348	A/B/C
5	6.17	Center Rd	Level	1,661	A/B/C	1,717	A/B/C
5	7.12	Center Rd	Rolling	1,277	A/B/C	1,369	A/B/C
<b>Minor Collectors – Lopez</b>							
5	2.24	Center Rd	Level	446	A/B/C	461	A/B/C
114	2.94	Mud Bay Rd	Level	508	A/B/C	525	A/B/C
5	3.30	Center Rd	Level	619	A/B/C	535	A/B/C
5	4.85	Center Rd	Level	1,327	A/B/C	1,123	A/B/C
5	8.10	Richardson Rd	Level	269	A/B/C	278	A/B/C
5	9.20	Richardson Rd	Rolling	259	A/B/C	267	A/B/C
<b>Minor Collectors – Shaw</b>							
96	1.00	Blind Bay Rd	Rolling	292	A/B/C	359	A/B/C

96	2.21	Blind Bay Rd	Rolling	207	A/B/C	234	A/B/C
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<sup>1</sup> San Juan County Public Works

<sup>2</sup> Transpo Group, 2011

The County evaluates several factors when prioritizing transportation improvement projects. These factors include: roadway capacity (level of service), safety issues, operational/maintenance elements, and Complete Street principles (bicycle, pedestrian, and public transportation users). Roadway capacity (level of service, LOS) determines the maximum acceptable threshold for traffic volume prior to considering improvements to address potential congestion.

In 2011, the County established LOS thresholds for County roadways. It is the industry standard to define the maximum roadway capacity as LOS F. A roadway operating at LOS F is at or above maximum capacity, resulting in forced or breakdown traffic flow; see the descriptions in Table 1. The maximum roadway capacity for county roads was estimated at an annual daily traffic volume of 11,670 vehicles based the typical roadway characteristics using the 2000 Highway Capacity Manual. Based on this value, the remaining LOS thresholds were scaled by applying a relative percentage of total capacity. In 2011, the County established LOS D as the maximum acceptable threshold for traffic volume, and set LOS D at annual average daily traffic (AADT) <4,380.

In 2018, the County reviewed its LOS standards based on observed traffic flow at measured traffic volumes, in order to revise the LOS standards to more appropriate traffic flow numbers. The maximum roadway capacity was reviewed and kept at 11,670 AADT. The highest volume of daily traffic measured during the summer, 5,300 AADT on Roche Harbor Road, was set as LOS C, Stable Flow. The remaining LOS thresholds were scaled by applying a relative percentage of total capacity and adjusted as shown in Table 1. The maximum acceptable threshold for traffic volume remains LOS D, but is now AADT < 7,900 as shown in Table 1.

**Table 1. Level of Service (LOS) Description and AADT.**

LOS	Description	Annual Average Daily Traffic (AADT)
A	Free Flow-Traffic flows at or above the posted speed limit. Motorists have a high level of physical and psychological comfort.	<5,300 For both A/B
B	Reasonable Free Flow-Speeds are maintained, maneuvering is slightly restricted. Motorists still have a high level of comfort.	
C	Stable Flow or Near Stable Flow. Ability to maneuver is noticeably restricted and passing requires more drive awareness.	5,300-6,535
D	Approaching Unstable Flow. Speeds slightly decrease as volumes slightly increase.	6,535-7,900
E	Unstable Flow, operating at capacity. Flow becomes irregular and speed varies rapidly. Speeds rarely reach the posted limit. Drivers' level of comfort is poor.	7,900-11,670
F	Forced or Breakdown Flow. Every vehicle moves in lock step with the vehicle in front of it, with frequent slowing required. A road in constant traffic jam is at LOS F.	>11,670

Source: Highway Capacity Manual 2010, Transportation Research Board, 2010

Every two years the County measures traffic volume at specific roadway locations. Daily traffic in San Juan County varies greatly from the wintertime, which is primarily County residents using the

roads, to the summertime, when traffic increases significantly due to the large number of tourists. The seasonal factor in traffic volume has been determined and was used to calculate the AADT. The 2036 traffic volumes were forecast based on the Population Projections adopted by the County Council in 2018. Current and forecasted AADT and LOS for collector road segments in the three road districts are shown in Tables 2, 3 and 4.

All of the County collector road segments are currently operating at LOS A/B, free-flowing traffic volume. The 2036 LOS forecast predicts that all of the County collector roads will operate at or above the established LOS Standard D, as shown below.

**Table 2. AADT and LOS for San Juan Island.**

San Juan Island Collector Roads						
County Road #	Mile Post	Road Name	2018		2036	
			AADT	LOS	AADT	LOS
7	0.46	Argyle Ave	2830	A/B	3663	A/B
7	0.92	Argyle Ave	1916	A/B	2480	A/B
1	3.52	Bailer Hill Rd	1654	A/B	2141	A/B
1	6.23	Bailer Hill Rd	498	A/B	645	A/B
2	1.05	Beaverton Valley Rd	3109	A/B	4024	A/B
2	3.52	Beaverton Valley Rd	2476	A/B	3205	A/B
18	0.75	Cattle Point Rd	3948	A/B	5110	A/B
18	1.95	Cattle Point Rd	3176	A/B	4111	A/B
18	2.61	Cattle Point Rd	2048	A/B	2650	A/B
18	3.87	Cattle Point Rd	1595	A/B	2064	A/B
18	5.22	Cattle Point Rd	961	A/B	1244	A/B
18	5.75	Cattle Point Rd	961	A/B	1244	A/B
18	6.82	Cattle Point Rd	738	A/B	955	A/B
1	2.15	Douglas Rd	1683	A/B	2179	A/B
1	14.6	Mitchell Bay Rd	965	A/B	1249	A/B
18	0.65	Mullis Rd	3275	A/B	4239	A/B
3	0.83	Roche Harbor Rd	4719	A/B	6107	C
3	2.15	Roche Harbor Rd	2796	A/B	3619	A/B
3	5.0	Roche Harbor Rd	2149	A/B	2781	A/B
3	6.53	Roche Harbor Rd	1829	A/B	2367	A/B
3	7.63	Roche Harbor Rd	1257	A/B	1627	A/B
2	9.72	Roche Harbor Rd	1419	A/B	1837	A/B
2	10.82	Roche Harbor Rd	1419	A/B	1837	A/B
1	1.19	San Juan Valley Rd	2716	A/B	3515	A/B
2	4.75	West Valley Rd	1472	A/B	1905	A/B
2	6.91	West Valley Rd	919	A/B	1190	A/B
2	9.6	West Valley Rd	575	A/B	744	A/B

Source: 2018 County Traffic Counts and TranspoGroup Memoranda September 26, 2018; San Juan County Level of Service Analysis

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**Table 3. AADT and LOS for Orcas Island.**

Orcas Island Collector Roads						
County Road #	Mile Post	Road Name	2018		2036	
			AADT	LOS	AADT	LOS
4	8.90	Crescent Beach Rd	4172	A/B	6177	C
51	0.16	Crow Valley Rd	819	A/B	1213	A/B
51	1.9	Crow Valley Rd	1074	A/B	1590	A/B
51	3.59	Crow Valley Rd	1625	A/B	2407	A/B
45	0.1	Deer Harbor Rd	731	A/B	1082	A/B
45	1.0	Deer Harbor Rd	1132	A/B	1677	A/B
45	3.8	Deer Harbor Rd	1132	A/B	1677	A/B
45	4.36	Deer Harbor Rd	866	A/B	1282	A/B
52	0.08	Lovers Ln	2448	A/B	3625	A/B
52	0.46	Lovers Ln	2448	A/B	3625	A/B
4	8.20	Main St	4257	A/B	6303	C
58	0.1	Mount Baker Rd	1952	A/B	2890	A/B
58	0.79	Mount Baker Rd	2818	A/B	4172	A/B
58	1.17	Mount Baker Rd	2953	A/B	4373	A/B
53	0.35	North Beach Rd	4213	A/B	6238	C
4	9.45	Olga Rd	2919	A/B	4322	A/B
4	11.5	Olga Rd	2919	A/B	4322	A/B
4	14.36	Olga Rd	1089	A/B	1613	A/B
4	15.94	Olga Rd	250	A/B	370	A/B
4	0.75	Orcas Rd	2336	A/B	3459	A/B
4	3.92	Orcas Rd	2477	A/B	3667	A/B
4	6.93	Orcas Rd	3828	A/B	5668	C
4	7.0	Orcas Rd	4856	A/B	7190	D
63	0.1	Point Lawrence Rd	1045	A/B	1547	A/B
63	0.56	Point Lawrence Rd	554	A/B	820	A/B
63	3.31	Point Lawrence Rd	332	A/B	491	A/B
54	0.47	Prune Alley	2227	A/B	3298	A/B
57	0.03	Terrill Beach Rd	2157	A/B	3195	A/B
57	0.68	Terrill Beach Rd	1093	A/B	1619	A/B

Source: 2018 County Traffic Counts and TranspoGroup Memoranda September 26, 2018; San Juan County Level of Service Analysis

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**Table 4. AADT and LOS for Lopez and Shaw Islands.**

Lopez and Shaw Collector Roads						
County Road #	Mile Post	Road Name	2018		2036	
			AADT	LOS	AADT	LOS
5	2.24	Center Rd	508	A/B	530	A/B
5	3.3	Center Rd	720	A/B	752	A/B
5	4.85	Center Rd	1545	A/B	1614	A/B
5	6.17	Center Rd	1769	A/B	1848	A/B
5	7.12	Center Rd	1415	A/B	1478	A/B
108	0.1	Dill Rd	754	A/B	788	A/B
5	0.16	Ferry Rd	929	A/B	970	A/B
5	1.98	Ferry Rd	1145	A/B	1196	A/B

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103	0.4	Fisherman Bay Rd	849	A/B	887	A/B
103	1.75	Fisherman Bay Rd	1167	A/B	1218	A/B
103	2.26	Fisherman Bay Rd	1824	A/B	1905	A/B
103	3.0	Fisherman Bay Rd	1824	A/B	1905	A/B
103	3.76	Fisherman Bay Rd	1304	A/B	1362	A/B
103	4.0	Fisherman Bay Rd	1304	A/B	1362	A/B
114	0.1	Mud Bay Rd	915	A/B	956	A/B
114	0.55	Mud Bay Rd	915	A/B	956	A/B
114	2.3	Mud Bay Rd	720	A/B	752	A/B
114	2.94	Mud Bay Rd	450	A/B	470	A/B
5	8.1	Richardson Rd	226	A/B	236	A/B
5	9.2	Richardson Rd	226	A/B	236	A/B
96	1.0	Shaw Island-Blind Bay Rd	233	A/B	233	A/B
96	2.21	Shaw Island-Blind Bay Rd	233	A/B	233	A/B

Source: 2018 County Traffic Counts and TranspoGroup Memoranda September 26, 2018; San Juan County Level of Service Analysis

While the roadways are predicted to operate within the established LOS Standards, there is a potential that intersections could be negatively impacted by population growth and changes in land use. Intersection LOS standards may be used to assess the adequacy of the transportation system within Urban Growth Areas (UGAs), such as Eastsound and Lopez Village. As UGAs increase in density, more vehicles (and pedestrians and bicycles) will be competing for the same street space. By setting intersection-based standards and evaluating UGA intersection LOS periodically, the need for intersection improvements can be identified.

Intersection LOS is based on the vehicular delay traveling through an intersection during the busiest one-hour period. Smaller delays result in better LOS (A, B, C), while longer delays mean worse LOS (D, E, F).

Level of Service	Average Control Delay (seconds/vehicle)
A	0 – 10
B	10 – 15
C	15 – 25
D	25 – 35
E	35 – 50
F	50

TranspoGroup recommends that the Intersection LOS D be adopted as the maximum acceptable intersection delay for the key intersections in Eastsound and Lopez Village UGAs. The key intersections are collector road intersections used for moving traffic in and out of the UGA and are listed below.

In 2019/2020, intersection flow was measured for existing conditions and modeled to predict intersection flow in 2036. When long-range planning, typical traffic forecasting methodology utilizes historic population and traffic growth, as well as forecasted population growth, to estimate future traffic volumes for a specific future year, such as 20 years in the future. The analysis performed was based on the historically achieved density and floor area ratios. The future buildout may or may not occur. If it does, it may take much longer than 20 years. The existing and projected LOS for the study intersections in LV-UGA are shown in Table 5 and in Eastsound in

1                    Table 6.

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4                    **Table 5. Lopez UGA Intersection LOS Existing and Projections.**

<b>LOPEZ UGA INTERSECTIONS</b>	<b>2019 Existing</b>		<b>2036 Projection</b>	
	<b>Delay (sec/veh)</b>	<b>LOS</b>	<b>Delay (sec/veh)</b>	<b>LOS</b>
<u>Weeks Rd/Fisherman Bay Rd</u>	<u>9.1</u>	<u>A</u>	<u>10.5</u>	<u>B</u>
<u>Lopez Rd/Fisherman Bay Rd</u>	<u>9.1</u>	<u>A</u>	<u>11.0</u>	<u>B</u>
<u>Fisherman Bay Rd/Hummell Lake Rd</u>	<u>9.6</u>	<u>A</u>	<u>13.5</u>	<u>B</u>
<u>Weeks Rd/Lopez Rd</u>	<u>9.1</u>	<u>A</u>	<u>10.9</u>	<u>B</u>

5                    Source; TranspoGroup 2020-06-16 Final Lopez Village UGA LOS and Circulation Memo

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7                    All four LV-UGA study intersections which currently operate at LOS A are forecasted to operate at  
8                    LOS B in 2036.

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10                    **Table 6. Eastsound UGA Intersection LOS Existing and Projections.**

<b>EASTSOUND UGA INTERSECTIONS</b>	<b>2019 Existing</b>		<b>2036 Projections</b>	
	<b>Delay (sec/veh)</b>	<b>LOS</b>	<b>Delay (sec/veh)</b>	<b>LOS</b>
<u>N Beach Rd/Mt Baker Rd</u>	<u>21.7</u>	<u>C</u>	<u>133</u>	<u>F</u>
<u>Lovers Ln/Mt Baker Rd</u>	<u>11.8</u>	<u>B</u>	<u>19.4</u>	<u>C</u>
<u>Orcas Rd/Main St</u>	<u>14</u>	<u>B</u>	<u>24.7</u>	<u>C</u>
<u>Prune Alley/Main St</u>	<u>14.7</u>	<u>B</u>	<u>23.5</u>	<u>C</u>
<u>Prune Alley/School Rd</u>	<u>11.5</u>	<u>B</u>	<u>19.7</u>	<u>C</u>
<u>Terrill Beach/Crescent Beach Dr</u>	<u>11.3</u>	<u>B</u>	<u>12.2</u>	<u>B</u>
<u>Terrill Beach/Mt Baker Rd</u>	<u>8.5</u>	<u>A</u>	<u>9.8</u>	<u>A</u>

11                    Source; TranspoGroup 2020-06-23 Final Eastsound UGA LOS and Circulation Memo

12  
13                    All of the Eastsound UGA study intersections are currently operating at LOS C or better.  
14                    The 2036 projections show that the intersection of North Beach Road and Mount Baker Road is  
15                    forecasted to operate at LOS F, while the other intersections will operate at LOS C or better. The  
16                    only improvement necessary for all intersections to operate at LOS C or better in the Eastsound  
17                    Study Area at Buildout is for the intersection of North Beach Road and Mount Baker Road to be  
18                    changed from two-way to all-way stop controlled. Without this improvement, vehicles headed  
19                    northbound on North Beach Road will have difficulty making a left turn onto Mount Baker Road,  
20                    causing LOS failure. Converting to an all way stop forces eastbound and westbound vehicles to  
21                    stop and gives northbound vehicles sufficient time and space to make left turns which reduces  
22                    overall intersection delay to approximately 16 seconds per vehicle. Future analysis of  
23                    intersection LOS will be used to confirm projected impact of UGA growth to key intersections.

24  
25                    In addition to evaluating the UGA intersection LOS, the County contracted with Transpo Group to  
26                    reviewed future road improvement options that may mitigate future development and maintain  
27                    LOS standards in the UGAs. The purpose of the analysis was to understand the impact to vehicular  
28                    and non-motorized traffic and what impacts these changes may have on intersection LOS within  
29                    the UGA. Implementation of these improvements would be considered only if LOS standards in  
30                    the UGA are negatively impacted by development or other factors. The discussion of the new  
31                    improvements within this memorandum is focused on a connectivity and level of service

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1 standpoint. The specific alignment, engineering feasibility and construction costs of the  
2 improvements were not analyzed.

3  
4 Two road connections in LV-UGA and three road connections in Eastsound were analyzed in  
5 order to evaluate their impact on intersection LOS.

6  
7 **LV-UGA Weeks Road:** Weeks Road is a two-lane road with no shoulders or bike lanes and an  
8 unpaved path on the north side of the road. It is one of the primary access points to the Lopez  
9 Village. Under the UGA buildout is forecasted to operate above the LOS standard at the  
10 intersections with Lopez Road and Fisherman Bay Road. Based on the number of forecasted  
11 vehicles, along with the resulting forecast intersection LOS, no roadway improvements are  
12 expected from a capacity or level of service standpoint. However, with the buildout of the UGA,  
13 there will likely be an increased need for multimodal facilities to improve walking and biking  
14 experiences along this roadway and increase multimodal access to the developing commercial  
15 area in the UGA.

16  
17 **LV-UGA Hummel Lake Road and Cross Road Connection:** The potential new roadway connection  
18 might be necessary for one of two reasons. First, if there was not enough north-south capacity in  
19 and around the UGA, or second, if development occurred east of the UGA and future roadways  
20 were required to provide for adequate circulation and access to serve the new developments and  
21 land uses. The future Lopez Village UGA buildout scenario does not include any significant  
22 development east of the UGA. Therefore, any additional north-south connections would not be  
23 required from a vehicle connectivity standpoint. Additionally, the forecast volumes show ample  
24 north-south roadway capacity along both primary north-south corridors in the UGA, Fisherman  
25 Bay Road and Lopez Road. The additional roadway capacity in the UGA indicates that no additional  
26 north-south connections are necessary from a LOS or capacity perspective.

27  
28 **Eastsound A Street Connection:** The west end of A Street has significant turnaround traffic,  
29 which has prompted the County to consider a connection to Lover's Lane. This connection  
30 would likely change the way vehicular traffic accesses the downtown area, particularly from the  
31 west side of the study area. This connection would result in only slight improvements to the  
32 UGA intersection LOS. The connection would not be necessary unless the UGA intersection LOS  
33 degrades or if there are other safety reasons to make this connection.

34  
35 **Eastsound School Road North-South Connection:** This scenario would involve a north-south  
36 connection between Rose Street and School Road, and a connection north to Mount Baker  
37 Road. This connection is intended to improve the north-south circulation around the downtown  
38 area and reduce the vehicular impact on Prune Alley and Lovers Lane, while providing improved  
39 access to Orcas Island Elementary and Middle Schools. Due to the small number of vehicles  
40 expected to use the new School Road connection, there is a negligible improvement in  
41 intersection LOS for all study intersections. The connection would not be necessary unless the  
42 UGA intersection LOS degrades or if there are other safety reasons to make this connection.

43  
44 **Eastsound Crescent Beach Road Closure:** The potential closure of Crescent Beach Drive as a  
45 result of the increasing storm frequency and rising sea levels may result in the County's inability  
46 to continue maintaining the roadway. This scenario is intended to evaluate how well the other  
47 roadways would be able to absorb the traffic under UGA buildout should Crescent Beach Drive  
48 be closed. The analysis of the closure of Crescent Beach Drive shows that intersection

1 improvements will be needed at the intersections of North Beach Road and Mt Baker Road,  
2 Lovers Lane and Mt Baker Road, and Prune Alley and School Road. Specific alignment and  
3 engineering feasibility would be required to determine the appropriate intersection-  
4 transportation improvements.

5  
6 **c. Long Range Planning Needs – County Roads Long Range Transportation Planning**  
7 **Recommendations**

8 Between the early 1970s to early 1990s, traffic volumes increased by about 5%/year. However,  
9 growth rates on county collector roadways more recently have slowed and forecasted growth is  
10 project to be between 0.3% and 1.9%, depending on the island. These figures are based on 2010  
11 Census figures and the Office of Financial Management projections. This decline is attributed to  
12 factors such as the aging County population which tends to drive less, decrease in ferry traffic and  
13 inconsistent data collection locations. In most locations, maintenance and gradual upgrading to  
14 meet State and County standards are expected to provide adequate capacity and traffic safety to  
15 meet anticipated increases in traffic volumes.

16 Safety for all forms of transportation remains a long term goal for the County. An analysis of  
17 accident data from 2001 through mid 2011 was recently conducted. The majority of injury and/or  
18 fatal crashes in San Juan County involve a single vehicle (83%). Of the crashes that are classified  
19 as road departure accidents, 65% involve collision with a fixed object, such as trees, ditches or  
20 earth/rock banks. And 60% of the crashes occurred at a horizontal curve. These crash volumes  
21 may be partly attributed to narrow road surfaces, poor or no road shoulders, presence of objects  
22 like trees and fences in road right of way, and curvy roads. But while these may contribute to  
23 local vehicular crashes, they are also elements of scenic, rural character enjoyed by travelers on  
24 many island roads. One of the long term planning goals of the County will be to balance the need  
25 for increased safety along roadways with recognizing the need to maintain the scenic  
26 characteristics.

27 Currently, all County roadways are operating within the established LOS Standard (LOS D) or  
28 better and will continue to operate at acceptable traffic volume levels for the next 20 years based  
29 on estimated traffic growth. County roadways are expected to provide adequate capacity to meet  
30 anticipated increases in traffic volumes. Roadway improvements should be focused on reducing  
31 collisions and providing multi-modal access, while preserving scenic- rural characteristics.

32  
33 The UGA key intersections are currently operating at adequate LOS C or better. However,  
34 modeling of the intersections for 2036 growth, projects that North Beach Road and Mount Baker  
35 Road intersection some of the intersections will have excessive side street delays. In addition, the  
36 potential closure of Crescent Beach due to rising sea levels and increased storm events due to  
37 climate change will may result in excessive traffic delay at several key intersections. projected to  
38 have excessive delays. These Intersection delays will continue to be monitored by future traffic  
39 studies, evaluated and intersection improvements such as four way stops, turn lanes, or  
40 roundabouts will be considered Intersections with LOS D or worse shall be evaluated and  
41 improvements to reduce traffic delays will be considered based on; the traffic flow predictions,  
42 intersection geometry, and available road right of way, and demand management options.  
43 Potential intersection improvements will go through the standard county project planning and  
44 review process to ensure improvements are in compliance with the Comprehensive Plan  
45 Transportation Element goals and policies.

46  
47 The County shall use the following assessments to develop transportation improvement priority  
48 arrays, and guide the County legislative authority in the preparation of the Six Year Transportation

1 Improvement Plans and the Annual Construction Programs:

- 2
- 3 • Roadway condition;
  - 4 • Biennial traffic counts and LOS assessments;
  - 5 • Annual Complete Streets assessment;
  - 6 • Traffic collision assessment for road safety plan;
  - 7 • Concurrency evaluation for proposed developments. Developers in the County are not
  - 8 typically required to improve County roads, but they are required to construct private
  - 9 roads and may be required to make improvements to intersections to improve traffic flow
  - 10 or safety; and
  - 11 • Intersection LOS assessments.
- 12

13 The County shall continue to coordinate with the Town, Ports, and Washington State Ferries to

14 provide roadway continuity with marine and air transportation services.

15

16 **2. Bridges**

17 **a. Inventory of Existing Facilities and Services**

18 San Juan County Public Works Department maintains four bridges on Orcas Island. There are no

19 County bridges on the other islands.

20

21 **Deer Harbor Bridge (Bridge No. 2146A):** Constructed in late 1970 and early 1971, this bridge is

22 Located at milepost 0.22 on Channel Road, this bridge was replaced in 2016-2017 with a concrete

23 bridge supported by concrete end walls. It crosses a salt water estuary that is nearly dry at low

24 tide. The bridge is a three-span timber bridge with an overall length of fifty-one feet. The bridge

25 originally had a laminated timber deck which was replaced earlier and again in 2009 with a new

26 timber plank deck. The bridge has thirteen lines of timber stringers supported by transverse

27 timber pile bents, consisting of a timber cap and four 12-inch diameter treated timber piles per

28 bent. During removal and replacement of the decking in 2009, there was no evidence of "Vee"

29 rot in the top of the original stringers. In 2009, the pile caps were reinforced with steel channel

30 sections (C12x20.7) and new timber pile bent bracing. The piles are checked for soundness when

31 the bridge is inspected every two years. The bridge is classified but functionally obsolete (FO);

32 because of the narrowness of the bridge. Repair and replacement of the north timber backwall

33 was completed earlier. This required removing and replacing the northerly approach fill.

34

35 **Moran State Park Bridge (Bridge No. 9227A):** Located at milepost 14.35 on Orcas Road, this one-

36 lane, earth-filled concrete arch bridge was constructed in 1921 by Robert Moran. The bridge is

37 founded on bedrock, spans Cascade Creek in Moran State Park, and is adequate for current loads.

38 The bridge is not scour critical. In the past, the concrete bridge rails and overhead concrete portal

39 have sustained damage from over-height vehicles. The bridge is inspected every two years by

40 Washington State Department of Transportation (WSDOT) bridge inspectors. The bridge is

41 classified as Functionally Obsolete (FO), because of the narrowness of the bridge and the angle of

42 the road approaches. There is an oversize restriction on the bridge because the bridge is narrow

43 and on a curve; extra wide or long vehicles, such as mobile homes, may strike the supports or the

44 sides of the bridge. In spring 2005, the overhead portal was repaired by Washington State

45 Department of Transportation (WSDOT) maintenance personnel because of a "high load" hit in

46 September 2004. In the 1990's, the County received grant funding to replace the bridge, but

47 public opinion from residents forced the County to abandon plans for replacing the bridge.

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1 Replacement of the bridge will be challenging because of right-of-way issues and agency-wide  
2 competition for bridge replacement funds through the Federal/WSDOT BRAC program. A yield  
3 sign has been installed on the northbound lane and the Public Works department continues to  
4 monitor traffic safety.  
5

6 **West Sound Bridge (Bridge No. 9247A):** Located at milepost 0.72 on Deer Harbor Road, this  
7 bridge was rebuilt in 2001. by adding new precast pre-stressed concrete deck slabs, two  
8 reinforced cast-in-place concrete pile caps supported on four 10-inch diameter piling behind the  
9 original "U-shaped" concrete retaining walls, and new timber posts and railing. The original  
10 retaining walls are cracked and deteriorating because of age and tidal action. The bridge crosses  
11 a small saltwater estuary at West Sound  
12

13 **Pt. Lawrence Road Bridge at Buck Bay:** Completed in the fall of 2011, this 43-foot span, pre-  
14 stressed concrete bridge spans Cascade Creek at Buck Bay, at milepost 0.3 on Pt. Lawrence Road  
15 on the southeast side of Orcas Island, just east of the community of Olga. The bridge replaced  
16 two culverts, which were insufficient to pass flood water, and led to overtopping the road. The  
17 bridge consists of a reinforced, cast-in-place concrete deck on top of seven 24-inch deep pre-  
18 stressed of precast concrete channel beams. The abutments are cast-in-place concrete cap  
19 beams, supported on eight 14-inch diameter steel piling per abutment. An 18-foot wide channel  
20 was created in place of 30-inch and 18-inch culverts. Salmon Recovery Board funds and County  
21 Road Funds were used to fund the design and construction  
22

23 d. **Long Range Planning Needs**

24 **Deer Harbor Bridge:** The County has been working with environmental groups to assess the  
25 environmental impacts of the existing structure. A federal grant was secured in 2012 to replace  
26 the existing bridge with a wider span which will allow for recovery of the estuary habitat. Design  
27 will begin in 2013 with construction estimated to take place in 2015/16. In the meantime, the  
28 approaches have been posted to limit trucks to a single lane on the bridge.

29 **Moran State Park Bridge:** The bridge structure is adequate, but the narrow roadway may require  
30 a new bridge within the next 15 years.

31 **Westsound Bridge:** The bridge was replaced in 2001 with new decking and new structural support  
32 system. The existing concrete retaining walls were left in place, but no longer provide structural  
33 support for the bridge. Grant funds are being sought for a replacement structure that will also  
34 allow fish passage.  
35

36 a. **Inventory of Existing Facilities and Services**

37 San Juan County Public Works Department maintains four bridges on Orcas Island. The details of  
38 the bridges are provided in the Annual Bridge Report. The report includes annual maintenance  
39 activities, capital improvements, and biennial inspection results. A copy of the annual report is  
40 available on the Public Works page of the County website. The four bridges are:

- 41 • Deer Harbor Bridge on Channel Road;
  - 42 • Moran State Park Bridge on Olga Road;
  - 43 • West Sound Bridge on Deer Harbor Road; and
  - 44 • Buck Bay Bridge on Pt Lawrence Road.
- 45  
46

1 **Figure 6. County Bridges.**



2

DRAFT

1           **b. Demand/Capacity**

2           The County evaluates two key factors when prioritizing bridge improvement projects: traffic capacity  
3           and structural integrity. The capacity of each bridge is evaluated as part of the roadway LOS  
4           assessment. The structural integrity of the bridges is evaluated every two years by Washington State  
5           Department of Transportation (WSDOT) bridge inspectors from Whatcom County. The condition of  
6           the bridges, along with completed and planned maintenance and capital improvements, is updated  
7           in the Annual Bridge Report, available on the Public Works page of the County website. Currently, all  
8           four bridges provide adequate capacity and are structurally sound.

9  
10           **c. Long Range Transportation Planning Recommendations**

11           The County shall continue to inspect and evaluate the structural integrity and traffic capacity of the  
12           bridges.

13  
14           **3. Human Services Transportation Plan**

15           In 2010, a *Coordinated Human Services Transportation Plan (HSTP)* was completed for San Juan  
16           County. The purpose of the plan was to: (a) create a local assessment that identified the varied  
17           transportation services available for individuals with lower incomes, seniors and persons with  
18           disabilities; (b) identify gaps in accessing services and community, and (c) develop and recommend  
19           strategies to meet those needs.

20           In general, San Juan County contains a larger percentage of people aged 65 or over than in Washington  
21           State. However, a slightly less percentage of people with disabilities or in poverty reside in the islands  
22           based on 2000 Census and updates, and the State Office of Financial Management data.

23           Transportation can be challenging for individuals without access to a personal vehicle. Unique  
24           strategies are employed on each island to assist residents to getting to services on the island or on  
25           the mainland.

26           Most community activities are located in the Town of Friday Harbor, Lopez Village or Eastsound, while  
27           the majority of people needing access live in a widely scattered pattern across each of the islands. In  
28           addition, many residents must travel to the mainland for work, medical appointments and for access  
29           to some government program offices.

30           In developing the HSTP, input was sought from the public utilizing a number of different venues,  
31           including surveys, personal interviews and public workshops. The top priorities for unmet  
32           transportation needs among individuals with lower incomes, seniors and persons with disabilities  
33           were identified.

34           With the data collected, San Juan County was successful in securing three grants to begin meeting the  
35           primary three identified transportation needs:

- 36           1. An on-demand accessible taxi service with voucher program for eligible individuals,
- 37           2. Capital assistance to replace three aging Senior Services vans, and
- 38           3. Funding for a Mobility Manager to coordinate services for more efficient use of available public  
39           and private resources.

40           In 2012, a Mobility Manager was hired, the successful Transportation Voucher Program (TVP) was  
41           launched, and two out of three Senior Service vehicles were acquired and put into service. 2013 will  
42           see the remaining vehicle replaced and TVP closed out, having provided increased community access  
43           to over 135 San Juan County community members. In 2013, San Juan County applied for continued  
44           funding to continue the TVP, as well as study the role of public transportation in San Juan County's  
45           future.

46  
47           **D. Demand Management Transportation Options**

48           The availability of other modes of transportation to provide services and provide demand management

benefits is limited in San Juan County. Public transit is available on the mainland to transport people to the ferry in Anacortes. ~~Otherwise on island transportation options are primarily privately owned. Figure 11 shows the various routes of the public and private transportation routes within San Juan County. San Juan County transit options are privately owned.~~

## 1. Public Transit Inventory of Transportation Services

### a. Human Services Transportation Plan

The 2018 San Juan County Human Services Transportation Plan (HSTP) update builds on the work completed in the 2010 HSTP and the 2014 plan update. It examines strategies for the unique and diverse needs of an isolated and rural population. It identifies ways to facilitate access to essential services and community opportunities not otherwise accessible to some county residents. It also explores means to improve services and other needs, such as coordinating transportation services between island-based and mainland transportation. With the overlapping descriptions of individual transportation needs, San Juan County Human Services Transportation programs have found that the most useful criteria to identify the transportation-vulnerable and underserved populations in San Juan County are: low income, people with disabilities, and seniors. These three criteria most frequently accompany lack of access to a vehicle, which is a significant factor in this county with no public transportation service.

The plan describes the methods used to determine public needs and service gaps, and makes recommendations for strategies, actions, and projects to meet the needs and close the gaps.

San Juan County was successful in securing three grants to meet its primary transportation needs:

1. An on-demand, accessible taxi service with voucher program for eligible individuals;
2. Capital assistance to replace three aging Senior Services vans; and
3. Funding and hiring for a Mobility Manager to coordinate services for more efficient use of available public and private resources.

The 2018 HSTP presents the following priority projects for 2019 through 2021:

- Increasing access to San Juan County's Transportation Voucher Program, exploring partnership with non-profit providers, and supporting drivers to operate the San Juan County Senior Center vehicles.
- Coordination with adjacent counties' human service transportation is currently limited, but opportunities for enhancement are noted.
- Education and outreach are approached through a network of public and private service providers. Interviews indicate that casual or organized community discussions are also an important means of distributing information about services.
- Reliable funding for organizational capacity is identified as a key to pursuing other funding, communications and networking, and the continued success of human services transportation in San Juan County.

The HSTP is available on the Health and Community Services Page of the County website.

### b. Skagit Transit (SKAT)

SKAT Provides mainland connecting service from the ferries via Route 410 with a stop at the Anacortes ferry terminal. Accessible SKAT buses take San Juan County residents to March Point, where they can

1 transfer to the Tri-County Connector service going to the Skagit Transit Center (which hosts  
2 Greyhound Bus, Amtrak, or buses northbound to Bellingham) or south via Island Transit, to Whidbey  
3 Island. Students attending one of the campuses of Skagit Valley College use SKAT, as do people who  
4 work in the Mt. Vernon or Burlington areas.  
5

6 **2. Private Transportation Services**

7 **c. Airport Shuttle Service-**

8 Shuttle bus service to SeaTac Airport is provided by one San Juan Island-based provider, the Island  
9 Airporter. They provide scheduled ground service six days a week, offering both passenger and  
10 package service. San Juan County is also served by a private airport shuttle service located on the  
11 mainland; Bellair Airporter Shuttle meets the ferry at the Anacortes terminal and connects to Mt.  
12 Vernon, Bellingham, Seattle and SeaTac.  
13

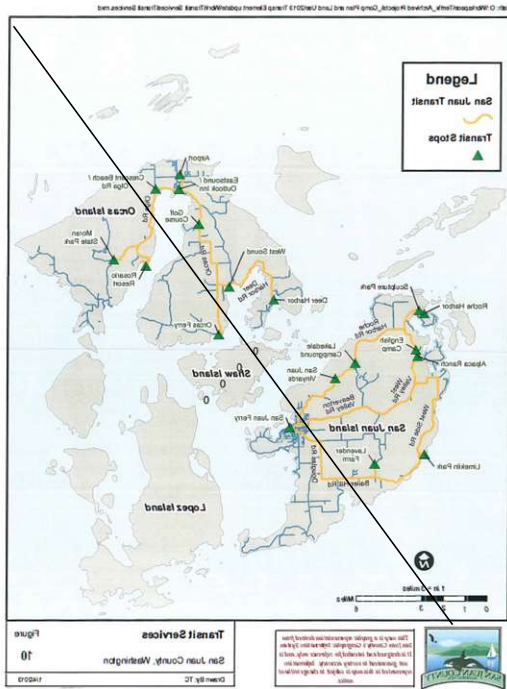
14 **d. Island Summer Shuttle Services:**

15 ~~San Juan Transit operates buses on a seasonal basis to transport tourists from the ferry terminal in~~  
16 ~~Friday Harbor to service hubs and visitor attractions on San Juan Island. San Juan Transit offers fixed~~  
17 ~~route service, stopping at locations that are of interest to visitors. It offers a limited number of local~~  
18 ~~discount cards for commuters going to work through a punch card system. Several of the larger~~  
19 ~~employers, such as Roche Harbor Resort, contract with San Juan Transit for their summer employees~~  
20 ~~or guests. The buses generally operate between Memorial Day and Labor Day. San Juan Transit has~~  
21 ~~a lift-equipped van. Orcas Island Shuttle provided seasonal service to destinations on Orcas Island~~  
22 ~~until early in 2012. Beginning in the summer of 2012, San Juan Transit expanded service to include~~  
23 ~~Orcas Island as a part of the Scenic Byway Shuttle Pilot Program for 2012/2013.~~  
24

25 As of 2018, there are two shuttle bus services on a seasonal basis to transport tourists from the ferry  
26 terminal in Friday Harbor to service hubs and visitor attractions on San Juan Island. San Juan Transit  
27 offers fixed-route service, stopping at locations that are of interest to visitors. It offers a limited  
28 number of local discount cards for commuters going to work, through a punch card system. Several  
29 of the larger employers, such as Roche Harbor Resort, contract with San Juan Transit for their  
30 summer employees and/or guests. The buses generally operate between Memorial Day and Labor  
31 Day. San Juan Transit has a lift-equipped van that provides weekend service to Orcas Island and  
32 Lopez Island. The Jolly Trolley provides shuttle service from the ferry to designated locations on San  
33 Juan Island.  
34  
35

1  
2

Figure 11. Transit Services



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14

**e. Taxi Services**

San Juan Island is the only island that has had stable taxi services at present. Currently, San Juan Island and Orcas Island have licensed providers. Three out of the five licensed providers operate year-round. On Orcas and Lopez, taxi services have been tried sporadically but have not yet demonstrated the ability to survive long-term. Alternatives to taxis such as UBER or Lyft are not providing services on the islands.

**3. Other Transportation Options**

**f. sjRIDESHARE**

Islanders without cars often walk onto ferries, hoping to find someone they know or a “friend of a friend” who is willing to get them to their off-island destinations. Electronic-Electric vehicle ridesharing is available to a limited extent, through island-specific websites like lopezrocks.org and an Orcas-oriented Facebook site. Along county roadways, there are a series of signs that designate ridesharing opportunities. sjRIDESHARE is the state’s only sanctioned hitchhiking system. ~~and~~ It provides designated safe, accessible sites for potential riders to stand and wait for a ride. It also

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provides guidelines for both riders and drivers. ~~sjRIDESHARE is in the process of developing a web-based bulletin board to connect those needing rides with those who are available to provide them.~~

g. **Senior Service Vans**

The Senior Services Council is a non-profit corporation, with a mission to assist seniors in remaining independent and in their own homes as long as possible. ~~They~~The Council operates a fleet of vans for the primary purpose of transporting seniors and people living with disabilities to the group meals held at the senior centers on the three major islands. ~~San Juan and Orcas program also offer periodic medical trips to the mainland and occasional social and mainland shopping outings. The program also offers periodic trips to the mainland from San Juan and Orcas islands, for medical visits and occasionally for social outings or shopping trips.~~

2. **Demand/Capacity**

San Juan County is the only county in Washington State that has no public transit system other than a ferry. No island has bus service, other than intermittent private bus services that operate during the summer months. San Juan and Orcas are the only islands that currently have reliable taxi service.

The Transportation Voucher Program (TVP) for human services transportation is available in San Juan County, and the TVP has substantially improved access to transportation services for many. However, the TVP program does not have secure funding, and further, longer term needs of a large number of transportation-vulnerable members of the community remain to be met.

3. **Long Range Transportation Planning Recommendations**

The County does not plan to operate public transit services; however, the County shall continue to support existing public and private transportation services. County roadways and marine facilities provide access for transit systems, and the roadways in the urban growth areas support the mobility of seniors and persons with disabilities. The County shall continue to upgrade roadways in urban growth areas, to provide better accessibility for persons with disabilities.

Washington state transportation policy is rapidly shifting emphasis to clean electric forms of transportation. This includes cars, trucks, boats and planes. Airports, marine facilities, public docks and parking areas will all be candidates for charging systems. For airports and marinas, Level 3 DC Fast Chargers will likely be needed to rapidly charge commuter planes, passenger boats. Many communities are transitioning to electric school buses and electric public passenger shuttles. Fast charging infrastructure and green hydrogen generation and storage systems should be part of the long range planning process. Green hydrogen is an emerging clean fuel for use in long term storage and fueling large vehicles such as trucks, boats, and ferries.

**Commented [JK2]:** Why not? Having an electric public transit service of shuttles, right-sized for the county, would be invaluable for reducing the need to drive on ferries, and helping islanders that can't afford cars and auto insurance. See Martha's Vineyard award winning public transportation system for an example: <https://www.nxtbook.com/accessintelligence/POWER/power-july-2022/index.php#p/32>

**E. Freight Mobility**

The ability to move goods and services within the county, as well as ~~back to~~ and ~~forth~~ from the mainland, is essential to the economic vitality of San Juan County. The county is unique among other areas in the state, in that there are no roads that lead to San Juan County. The only ways to get to and from the county are via air or water. This fact raises challenges in developing reliable methods for moving freight to and from the region. As stated in the WSF Long-Range Plan, WSF is an essential part of the highway network in Western Washington, and for communities on the San Juan Islands. WSF is the only link from ferry-served islands to the mainland for personal and commercial vehicles. ~~Additionally, that~~The commercial vehicle connection is essential; San Juan County communities depend on ferries as the primary means to transport goods – including basic supplies and local products – to and from -- the wider market.

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Ferries are designed to allow “tall” vehicles; i.e., commercial trucks over 7’6” in height, to be loaded in the center of the boat. The available space is limited and during high demand periods, commercial vehicles may be delayed. WSF instituted ~~has~~ a “preferred loading” program for commercial vehicles ~~nearly 30 years ago~~. This ~~program allowed~~ allows qualifying businesses to reserve space on the ferries, provided that the company has met certain requirements as to frequency of travel and timely arrival at the ferry terminal. ~~Each vehicle must travel on the same ferry at the same time at least twice each week in order to apply for space under this program. This represented essentially the first “reservation” program and is only in effect on the San Juan Islands run. Companies not able to meet the requirements vie for available “tall” space on a first come, first served basis.~~

For those islands not served by ~~WSF~~ ferries, local barges and ferries transport a limited number of people and goods between the islands. ~~These facilities are discussed in more detail in Section I.B.5. Barges.~~

Another essential freight transport link is represented by the airports on the islands, which provide critical support to the economic well-being of each community. The ferry-served islands have airports owned and operated by a public Port District. Other islands have airstrips and private landing strips that can be used to transport freight, as well as passengers. The airports on both San Juan and Orcas Islands are located close to the main town and village, ~~which facilitate~~ facilitating the ability to move goods to the commercial centers. Air facilities in San Juan County provide critical mobility and connectivity for people and freight in the region.

#### F. Intergovernmental Coordination

~~To date, San Juan County has acted~~ acts as its own Transportation Planning Organization, together with the Ports of Friday Harbor, Orcas and Lopez and the Town of Friday Harbor. Meetings on coordination of transportation issues are held on an ~~infrequent~~ as-needed basis, primarily when funding is available or there are common projects between entities. ~~However, while~~ San Juan County is geographically isolated, but it is dependent on the facilities of adjacent jurisdictions to ensure the effective transportation of freight and people to and from the county. Therefore, there have been discussions with other Counties in the past ~~with other counties~~ as to the benefits of joining an existing adjacent Regional Transportation Planning Organization (RTPO) ~~such as Skagit/Island~~ or a Municipal Planning Organization (MPO), ~~such as Whatcom County.~~

Common interests and goals with Skagit County primarily concern ~~transit; the ability to coordinate transportation~~ the coordination of the ferry in Anacortes with the Skagit Area Transit (SKAT) system and the Anacortes ferry, to ensure that people island residents are able to efficiently travel between Anacortes and the I-5 corridor. With the ferry schedule changing seasonally, coordination of transit schedules has been a challenge.

With the Whatcom MPO, past discussions on the viability of a passenger ferry, ~~particularly now with the new medical facility in Friday Harbor~~, has been the focal point of discussions, with transit connections as an ancillary topic.

~~To date, there have been no formal discussions with either Skagit/Island RTPO or Whatcom MPO for a number of years. It has been acknowledged that participation in a formal setting would require additional time and resources and the tangible benefits of doing so have not been quantified. San Juan County has been participating actively in regional informational and coordination meetings to assess the regional transportation issues and developing projects to better position the county to respond in a cooperative~~

manner with other agencies. The Northsound Connecting Communities Group (aka Farmhouse Gang) is a nonprofit group that gathers regional transportation providers and legislators together and facilitates discussions to foster support for regional projects. is a coalition of concerned citizens, elected officials and professional staff of transportation agencies from Washington’s five northwestern-most counties: Whatcom, Skagit, Island, San Juan, and northern Snohomish. The NSTA strives to develop better ways for people to travel in the region. San Juan County attends the general meetings and has participated in subcommittees and presentations. San Juan County attends the general meetings and has participated in subcommittees and presentations. San Juan County has also been regularly attending periodically attended the quarterly MPO/RTPO/WSDOT Committee meetings. This attendance has allowed the county to remain current on funding opportunities and requirements, as well as to stay informed on state transportation planning efforts.

**II. TRANSPORTATION FINANCING (2012 – 2032)**

Appendix 6 addresses transportation funding for transportation projects maintained, preserved, improved and constructed by San Juan County Public Works. Transportation funding sources and financing strategies and plans for nonmotorized transportation projects managed by the San Juan County Parks Department are included in the Parks, Trails and Natural Areas Plan and the Capital Facilities Plan. The 2010 Coordinated Human Services Transportation Plan addresses transit funding and financing.

**A. County Transportation Improvement Expenditures**

San Juan County has been in a period of diminishing financial resources for several years and if this trend continues revenues for major transportation related capital projects will be limited. Future expenditures on transportation related improvements within the county will depend on the availability of local funding and, to a greater extent, the availability of state and Federal grant revenues. Planned projects are primarily targeted at safety improvements with few projects that add new capacity. Table 14 provides a summary of estimated transportation expenditures by major program type expected to be made by the county during the 2013-2032 timeframe.

**Table 14.6. Summary of Planned Transportation Expenditures – 2013 through 2032**

Estimated Expenditures	2013-2018 (\$ Thousands)	2019-2032 (\$ Thousands)	Total (\$ Thousands)
Operations & Maintenance	21,807	54,418	76,225
Asset Preservation Activities	8,839	23,814	32,653
Safety Related Projects	9,440	19,258	28,698
Marine Access	913	1,863	2,776
Capacity Projects	30	61	91
Non-Motorized Projects	408	832	1,240
Other Projects	2,355	4,804	7,159
Sheriff Patrol	4,101	11,699	15,800
Total	47,893	116,749	164,642

**1. Operations and Maintenance**

In 2010, under the direction of the County Administrator, the County Public Works Department prepared a strategic budget plan for fiscal years 2011 through 2016. The strategic budget plan

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1 identified significant reductions in maintenance and operations staffing resulting in a decrease in level  
2 of service for some non-essential maintenance and engineering activities. Reductions are driven by  
3 the projected gap between level or decreasing resources and increasing future costs. Despite planned  
4 reductions in maintenance services, this category is projected to remain the largest single category of  
5 local transportation spending over the twenty-year planning period.

## 6 **2. Asset Preservation Activities**

7 Asset preservation activities are non-construction project investments in existing infrastructure that  
8 add useful life to the asset, but do not add additional capacity. The primary activities anticipated over  
9 the twenty-year planning period are pavement reclamations, section rehabilitations, dock pile and  
10 float replacements, and the applications of thin overlays such as seal coats or chip seals.

## 11 **3. Safety-Related Projects**

12 Safety-related transportation improvement capital construction projects will be designed and built to  
13 correct known or potential safety issues. Typical safety issues include: (1) poor road alignment; (2)  
14 narrow roadways without adequate shoulders for safe pedestrian travel; (3) roadside hazards; and (4)  
15 installation of guardrails and other spot improvements.

## 16 **4. Marine Access**

17 Marine access projects will be designed and constructed to add new capacity to existing marine  
18 highway structures such as docks and ramps, and to correct existing deficiencies with the GMA  
19 requirement for concurrency.

## 20 **5. Capacity projects**

21 Capacity projects are investments in construction of new or substantially redesigned infrastructure  
22 that creates availability for more traffic. Evaluations are being conducted to determine if relief and/or  
23 capacity infrastructure is required during the planning period. Currently, traffic volumes are deemed  
24 to be acceptable on the county roads.

## 25 **6. Other Projects**

26 This category represents a range of transportation improvements that are not safety-related. Projects  
27 in this category include those that improve drainage and environmental conditions.

## 28 **7. Sheriff Patrol**

29 It is anticipated that a transfer of significant funding from the county road fund to the sheriff for  
30 traffic patrol will continue during the planning period.

31  
32 Table 15 is the County's 6-Year Transportation Improvement Program (TIP) which presents a listing of the  
33 upcoming projects from planning through construction phases with identified funding sources. The  
34 County Council approves and adopts the 6-Year TIP each year.

## 35 **B. County Transportation Revenues**

36  
37 The short range to mid range (2-6 year) revenue forecast calls for flat to declining revenue growth across  
38 most major sources of transportation funds. There are five primary traditional sources of revenue for the  
39 county roads fund. Of these five sources only the local road levy is projected to show slight growth over  
40 the 6-year planning period. The revenue trends are summarized below:

- 41 ● Local Property Tax Road Levy (RL): Slight growth
- 42 ● Motor Vehicle Fuel Excise Tax (MVFT): Flat
- 43 ● Capron Refund (Capron): Flat to decreasing
- 44 ● County Arterial Preservation Account (CAPP): Flat
- 45 ● State and Federal Grants: Flat to slight growth
- 46 ●
- 47 ●

1 Overall revenue growth from stable major sources of revenue for the county roads fund is projected to  
2 be between 1.5% and 2.5% per year, for the planning period 2013—2032.  
3

4 **1. County's Existing Sources of Transportation Revenue**

5 San Juan County relies on a number of revenue sources (federal, state, and local) in order to design,  
6 build and operate transportation facilities and services within unincorporated areas of the County.  
7 Descriptions of the primary revenue sources follow.  
8

9 a. **Property Taxes**

10 The authority to levy property tax is codified in RCW 84.52.043 and the county road fund levy is  
11 specifically authorized in RCW 36.82.040. State law limits the annual allowable increase in the  
12 road levy to one percent. Property taxes are levied for many state and local purposes and are  
13 arranged in a complex hierarchy. The basic limits of the senior county levies are \$1.80 per \$1,000  
14 assessed valuation for general government (current expense) and \$2.25 per \$1,000 assessed  
15 valuation for roads. The sum of the two senior county levies cannot exceed \$4.05 per \$1,000  
16 assessed valuation.

17 The county council has traditionally increased the local road levy by one percent annually, and  
18 revenue forecasts for this source are based on an annual one percent increase throughout the  
19 planning period 2013—2032.  
20  
21

DRAFT

1 Table 6. Planned Transportation Improvement Projects – 2013 through 2018

**RESOLUTION –2012 SIX YEAR TRANSPORTATION IMPROVEMENT PROGRAM (2013-2018)**

Costs are in \$100,000s of dollars. Projects shown in bold include outside (use 8 federal) funding. Shaded cells indicate program construction year for projects yet to receive outside funding.

Item No.	LOC	PROJECT	E-Yr			PROJECT SCHEDULE in thousands of dollars						TOTAL	COMMENTS	
			2013	2014	2015	2016	2017	2018	2019	2020				
1	S1	M/S Cable Road Road Replacement (MP 7.6 - 8.5)	\$410	\$300	\$10	\$10	\$10	\$10				\$1,050	Need \$1.2 million Federal Funding \$ 200k Outside Fund Match \$ 150 Pending County REIT fund 2013 allocation	
2	O	Open Road Improvements (MP 3.6 - 4.3)	\$2,875	\$400	\$100	\$1,188	\$288					\$4,851	Pending \$2,587,500 MVA/MTM Application (90%)	
3	S1	San Juan Valley Road Reclamation (MP 0.08 - 0.1)	\$250	\$10	\$25	\$140	\$75					\$500	Pending County REIT fund 2013 allocation	
4	ALL	Guardrail Safety Projects	\$85	\$85								\$170	Settled by Road Safety Grant Fed 2009	
5	ALL	Sign Replacement Program	\$970	\$970								\$1,940	Settled by Road Safety Grant Fed 2009	
6	ALL	Roadside Hazard Mitigation Program	\$220	\$220								\$440	Settled by Road Safety Grant Fed 2009	
7	O	West Beach Road Culvert Replacement (MP 1.1 - 1.25)	\$350	\$300	\$50							\$700	Settled by Road Safety Grant Fed 2009	
8	L	Olefin Point and Pile Replacement	\$148	\$120								\$268	Settled by Road Safety Grant Fed 2009	
9	O	Operation Yes Four and Pile Replacement	\$23	\$23								\$46	Settled by Road Safety Grant Fed 2009	
10	O	Moose Baker Road Improvements (MP 0.0 - 1.1)	\$1,625	\$1,600	\$10	\$5	\$5					\$3,245	Settled by Road Safety Grant Fed 2009	
11	O	Moose Baker Road Improvements (MP 1.1 - 1.3)	\$230	\$20	\$10							\$260	Settled by Road Safety Grant Fed 2009	
12	L	Shelby Harbor Road Intersection at County Park (MP 1.1 - 1.3)	\$1,855	\$340	\$375	\$2,680	\$248					\$4,498	Pending County REIT fund 2013 allocation	
13	O	Overlook Bridge Replacement (Rt No 21442)	\$380	\$30	\$30	\$10	\$10					\$480	Pending County REIT fund 2013 allocation	
14	O	Street Repairs												
15	S1	Madison Road Reconstruction												
16	O	Reclaimed Forest Road Trail - East	\$300									\$300		
17	L	Hunter Bay Dock, Road, Boat Ramp Replacement	\$50	\$45	\$20	\$25						\$140		
18	S1	Griffin Bay Marine Access	\$710	\$30	\$10	\$40	\$150					\$1,040		
19	O/S	San Juan Island Science Strategy, Bypass Blanding and Wayskewing	\$10	\$10								\$20		
20	S1	Fear Point Road to Turn Point Road Connector	\$10	\$30								\$40		
21	O	Frank Alley Culvert Street	\$505	\$285	\$450							\$1,240		
22	S1	Beaumont Valley Road Culvert Replacement (MP 4-1)	\$200	\$10	\$10							\$220		
23	O	Bojone / Butler Hill Road Improvements (MP 3.15 - 3.35)												
24	ALL	SHORE ACCESS: Harbor St, Alford St, Herbold St, Harwood Rd, Entrance Rd, Cape St, Verry Rd, Cousins Rd	\$320	\$140	\$10	\$60	\$160					\$690	Use local funds for part and 50% Outside funds for rest	
25	ALL	SHORE ACCESS	\$75	\$15	\$15	\$15	\$15					\$120		
26	ALL	NON-MOTORIZED SAFETY IMPROVEMENTS	\$75	\$15	\$15	\$15	\$15					\$120		
27	ALL	INTERSECTION GEOMETRY IMPROVEMENTS	\$350	\$90	\$30	\$30	\$30					\$600		
<b>TOTAL - 2013</b>			<b>\$17,805</b>	<b>\$2,815</b>	<b>\$7,025</b>	<b>\$4,573</b>	<b>\$3,265</b>					<b>\$30,483</b>		
<b>TOTAL - 2014</b>			<b>\$3,840</b>	<b>\$4,340</b>	<b>\$1,255</b>	<b>\$3,240</b>	<b>\$450</b>					<b>\$13,685</b>		
<b>COUNTY ROAD FUNDS</b>			<b>\$1,146</b>	<b>\$627</b>	<b>\$400</b>	<b>\$614</b>	<b>\$614</b>					<b>\$3,601</b>		

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**b. Reimbursable Services**

San Juan County routinely provides transportation related services, such as engineering, and construction and maintenance projects, to other agencies and local governments through the provisions of intergovernmental agreements. Typical clients for these services include the Town of Friday Harbor, Port Districts, Fire Districts, School Districts and County Parks. The county is reimbursed for these expenditures based on actual costs. This source of revenue is highly variable from year to year, depending on the needs of the local agencies and the capacity of the county to provide needed services.

**c. Motor Vehicle Fuel Taxes (MVFT)**

The state motor vehicle fuel excise tax is collected as a tax per gallon of gasoline sold at the pump statewide, and generates over 1.3 billion dollars annually. The current state "gas tax" is 37.5 cents per gallon. Counties receive a portion of the total tax based on a formula that uses population, road miles and road expenses, among other factors, to distribute the funds.

It should be noted that of the 37.5 cents per gallon, 14.5 cents is dedicated to capital construction projects. San Juan County receives none of the 14.5 cents because there are no state gas tax funded capital projects in the county.

Motor vehicle fuel tax revenues in San Juan County grew at a slow to moderate rate between 1980 and 2000 slow rate from 2012-2017. Since 2000, the rate of growth has slowed. Receipts from 2009 were less than 2008. This source of revenue will continue to be an important component of overall road fund revenues between 2011 and 2016, but the rate of growth is projected to remain flat.

Motor vehicle fuel tax currently accounts for about 12-10 percent of road fund annual revenue.

**d. State and Federal Grants**

State and federal grant funding have become an increasingly larger portion of the overall transportation improvement investment in the county. The most significant source of state transportation grants over the past 15 years has been the Rural Arterial Trust Account (RATA). The County Road Administration Board (CRAB) administers this competitive grant program for counties in Washington. San Juan County has been awarded over \$4,000,000 in RATA funding over the past 10 years.

Federal grant funding has increased in recent years due to economic stimulus programs and road safety programs, with increased support from the Federal Highway Administration (FHWA).

There is significant uncertainty regarding the level of funding that may be available for the long term. Conservative estimates have been used to project future revenue from these sources for the planning period.

**e. County Arterial Preservation Program**

Counties receive an annual distribution of funds from CRAB, through the county arterial preservation account (CAPA) for the preservation of local arterial and collector roadways. The source of the money is motor vehicle fuel tax, and a distribution formula is used to allocate monies

1 to the various counties. These funds can only be used on certain functional class roads and cannot  
2 be used on roads that are designated as local access roads. For San Juan County, which has no  
3 classified arterial roads, this means the money must be spent on major and minor collector routes.  
4

5 This source of revenue accounts for a little less than 2% of annual road revenues. The CAPP  
6 revenues the county receives have been flat for the past 10 years or so. This funding is projected  
7 to remain flat or show slow growth during the planning period.  
8

9 **f. Capron Refund**

10 The Capron refund is a special transfer payment to San Juan and Island Counties which pays the  
11 counties money from the motor vehicle fuel account in lieu of providing state highways and  
12 maintenance facilities. The Capron Act was originally made law in 1919, as a means to ensure  
13 equitable distribution of the State portion of Motor Vehicle Fuel Tax (MVFT) revenues. Without  
14 the Capron Act, San Juan County would be the only county in the state to receive no local benefit  
15 from state investment in state and federal highways.

16 The most significant event with respect to the Capron Act was a legislative change in 2006 that  
17 significantly reduced Capron revenue to San Juan County. ESSB 6839, passed by the 2006  
18 Washington Legislature, amends the Motor Vehicle Fuel Tax (MVFT) and License Fee refund to  
19 island counties authorized by RCW 46.68.80 (Capron Act). This amendment of the Capron Act  
20 transfers a portion of the San Juan County refund to the Washington State Ferries (WSF) operating  
21 account. ESSB 6839 resulted in the loss of significant existing and future CAPRON Act refund  
22 dollars by transferring all of the Nickel Account and all of the Transportation Partnership Account  
23 (TPA) revenues to the Washington State Ferries (WSF) Operating Account. Both the Nickel  
24 Account and the TPA revenues were to be used by the Washington State Department of  
25 Transportation (WSDOT) for a specific set of projects set forth by the state legislature in 2003 and  
26 2005. The WSF operating account is not a specific project approved by the legislature. San Juan  
27 County is currently the only county in Washington receiving no direct benefit or local investment  
28 from the Nickel and TPA revenues. This change resulted in the loss of one to two million dollars  
29 annually for San Juan County.  
30

31 Capron refund revenues currently account for about 35% of annual road fund revenues. The  
32 projected trend for this source is flat or downward. Capron revenues decreased every year  
33 between 2005 and 2010, and have remained steady since then. The revenues fluctuate depending  
34 on levels of annual grant funding. The long range growth forecast for this important source of  
35 revenue is relatively flat.  
36

37 **g. Real Estate Excise Taxes**

38 Real Estate Excise Taxes (REET) are collected on the sale of residential and commercial real  
39 property in Washington State. San Juan County collects both authorized one quarter percent REET  
40 for a total of one half percent REET for local capital projects. The 2013-2018 2019-2025 Six Year  
41 TIP contains pending REET fund allocations for enhancement projects.  
42

43 **h. Developer Contributions**

44 This de facto revenue source entails dedicated right of way and construction that proponents of  
45 development contribute to county road system improvements.  
46 -

47 **i. Other Revenues**

48 The County receives other revenues in any given year that include private timber harvest taxes;

1 federal forest yield, inter-departmental service fees; interest income; and miscellaneous review  
2 fees.

3  
4 The various sources of revenue described above make up the county road fund, from which funds  
5 are drawn for operations, maintenance, and capital programs as described under the prior section  
6 on county expenditures.

## 7 **2. County's Potential Sources of Transportation Revenue**

### 8 **a. Transportation Benefit Districts**

9  
10 A Transportation Benefit District (TBD) is a special taxation district for transportation purposes,  
11 created by cities and/or counties. It allows more than one jurisdiction to join together for the  
12 purpose of acquiring, constructing, improving, providing, and funding any city street, county road,  
13 or state highway improvement within the district. With voter approval, a TBD has the authority  
14 to levy property tax, implement a vehicle license fee, and/or issue general obligation bonds.

### 15 **b. Transportation Impact Fees**

16  
17 The County is authorized to collect impact mitigation fees, based on daily vehicle trips generated  
18 by new residential and commercial developments. Fees generated from impact fees may be used  
19 to fund selected capacity improvements that are related to the impacts caused by the  
20 development. San Juan County has not adopted regulations to allow the implementation of  
21 impact fees on development.

### 22 **c. Public Transportation Benefit Areas**

23  
24 RCW 36.75A allows for the creation of Public Transportation Benefit Areas (PTBA), for the express  
25 purpose of providing transit and special needs transportation services. Revenues collected under  
26 the authority of a PTBA may not be used for the improvement or maintenance of public roads or  
27 highways.

### 28 **d. Local Improvement District**

29  
30 Local Improvement Districts (LIDs) are special assessment districts. These districts are formed as  
31 a means of assisting benefitting properties in the financing of and payment for needed capital  
32 improvements. LIDs are formed to permit the improvements to be financed and paid for over a  
33 period of time through assessments on the benefitting properties.

### 34 **e. Federal Programs**

35  
36 **FTA Urban Mass Transit (Sections 3 and 9):** This program is intended for transit agencies from  
37 the federal government. Section 3 is for new rail projects, improvement of existing rail systems,  
38 and the rehabilitation of bus systems. Section 9 provides transit capital and operating assistance  
39 to urbanized areas.

40  
41 **FTA Urban Mass Transit (Section 16):** This program is for private, nonprofit agencies from the  
42 federal government through the state. It provides capital assistance for transportation services  
43 to elderly persons and persons with disabilities.

44  
45 **FTA Urban Mass Transit (Section 18):** Transit agencies, cities and counties in rural areas from the  
46 federal government through the state benefit from this program. It provides transit capital and  
47 operating assistance to non-urbanized areas.

**Community Development/Development Block Grant (CDBG):** Federal funds are made available to cities and counties for a variety of public facilities, as well as housing and economic development projects that benefit low to moderate income households.

**Land and Water Conservation Fund (LWCF):** This fund is available to cities, counties, and the state to provide funds for trail development. Projects must create or expand trail development.

f. **Public Works Trust Funds (PWTF)**

PWTF are available to cities, counties, and special purpose districts from the state in the form of low-interest loans for public works improvements. Agencies must be compliant with the Growth Management Act in order to apply for funds from this program.

**3. Summary of Projected Revenues**

Table 16 provides an estimate of revenues available for transportation infrastructure improvements for the planning period, which are balanced against estimated expenditures for the same planning period. Some revenue sources, such as motor vehicle fuel tax, Capron, and real estate excise tax, are not certain for the long range period and may vary significantly from current long range estimates.

**Table 16. Summary of Transportation Revenues – 2013 through 2032**  
(2011 Adjusted Dollars)

Revenue Category	Short Range- 2013–2018- (\$ Thousands)	Long Range- 2019 – 2032 (\$ Thousands)	Total (\$ Thousands)
Road Property Tax	25,838	66,641	92,749
Diverted Road Property Tax	-Shown in Expenditure Table 14 for Sheriff Dept.		
Reimbursable Services	170	420	590
Motor Vehicle Fuel Tax	5,290	12,320	17,610
Real Estate Excise Tax	149	Unknown	–
CAPRON	15,000	35,000	50,000
State/Federal Grants	3,701	Unknown	–
CAPP	630	1,470	2,100
Other Revenue	1,092	2,730	3,822
<b>TOTAL REVENUE</b>	<b>51,870</b>	<b>approx. 118,581</b>	<b>approx. 170,451</b>

**4. Non-County Transportation Investments**

a. **Air Transportation**

The Transportation Element does not include a Level of Service standard for air transportation facilities. However, the inventory does note that existing airport capacity should be sufficient to meet the projected air travel demand of the county. Air transportation facilities are provided by the port districts on San Juan, Orcas and Lopez islands. Approximately 2.31 percent of the local Property tax dollar is collected by the port districts to support port operations. Most funding for airports is provided through the Federal Aviation Administration which apportions funds from the Aviation Trust Fund. Aviation trust funds are authorized to be spent through the Airport and Airway Improvement Safety and Capacity Expansion Act of 1987. The monies are allocated to airports on a priority basis.

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1           **b. Marine Transportation**

2           With the repeal of the MVET, a major source of funding for the Washington State Ferries was lost.  
3           Now the principal source of operating revenue is from the fare box. During the past ten years,  
4           the tariffs for travel throughout the ferry system have increased with the largest increases  
5           occurring in the San Juan Islands route. That higher percentage increase was the result of an  
6           equalization procedure that balanced the tariffs throughout the WSF system as a function of the  
7           length of the trip between ports, so that all tariffs are now proportionate. An indicator known as  
8           “fare box recovery” now provides an approximation as to the degree that route revenues pay for  
9           the costs of service on each route. Fare box recovery on the San Juan Islands route is estimated  
10          at 50%.  
11

12          **III. Public Outreach Process**

13          A variety of techniques and resources were used to inform, consult and involve the community during the  
14          Transportation element update. Input was solicited from the general public stakeholder committees and  
15          organizations. Community comments have been obtained in writing and through interviews and public  
16          testimony. Public participation was early and continuous as many opportunities for community input were  
17          provided during different stages of product development.

18          In 2011, input from the community during development of the draft Transportation Element Update of the  
19          County’s Comprehensive Plan was solicited in the following venues:

- 20          ● Stakeholder development of text for the Inventory
- 21          ● A series of County Council workshops
- 22          ● Presentation to the Critical Needs Task Force – Transportation Group
- 23          ● A booth at the Farmer’s Market on each of the islands

24          In 2012, input for further updates to the Transportation Element was sought from the following organizations:

- 25          ● County-wide Community Transportation Meeting
- 26          ● WSF San Juan County Ferry Advisory Committee

27          In 2013, public outreach efforts and presentation of information intensified and the following organizations  
28          and venues were included:

- 29          ● Workshops and hearings with the Planning Commission
- 30          ● WSF San Juan County Ferry Advisory Committee
- 31          ● San Juan Island Trails Group
- 32          ● Town of Friday Harbor
- 33          ● Economic Development Council
- 34          ● Public Community Meetings on Lopez, Orcas and San Juan Islands
- 35          ● County Council Briefings and Public Hearing

36          In addition, written and telephone comments were received prior to the issuance of the State Environmental  
37          Policy Act (SEPA) determination, documents were sent to the Washington Department of Commerce and the SEPA  
38          determination was publicized on the Washington State Department of Ecology’s SEPA register (#201301568).  
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**IV. Attachments**

~~Transportation Element Growth Rates~~

~~Transportation Level of Service Analysis and Recommendations~~

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1 **Level of Service: General Overview**

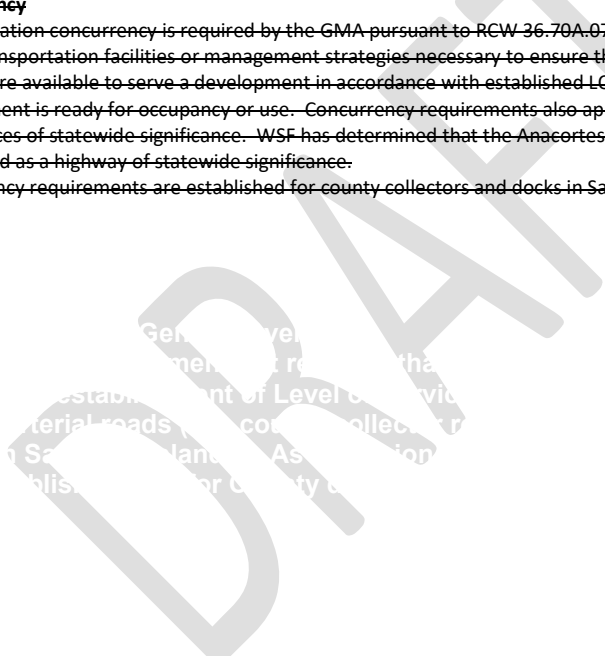
2 The Growth Management Act requires that San Juan County regionally coordinate establishment of Level of  
3 Service (LOS) standards for locally owned arterial roads (aka county collector roads) and public transit routes  
4 (none in San Juan islands). As extension of County roads, San Juan County also establishes LOS for County docks  
5 which are considered extensions of the County road system.

6 The Washington State Department of Transportation Ferries division (WSF) establishes LOS standards for state-  
7 owned ferry route facilities and services that are considered highways of statewide significance. These LOS  
8 standards help the state to gauge the performance of the state transportation system and monitor  
9 performance, analyze proposed improvement strategies and facilitate coordination between local planned  
10 improvements and the state's ten-year investment program. After local consultant, LOS standards for the  
11 Washington State ferry service were established in the 2009 Washington State Ferries Long-Range Strategic Plan  
12 by WSDOT. These standards are based on projected ferry use to the year 2030. LOS standards for ferry related  
13 docks and parking have yet to be developed by WSF.

14 **Concurrency**

15 Transportation concurrency is required by the GMA pursuant to RCW 36.70A.070. Concurrency means that  
16 public transportation facilities or management strategies necessary to ensure that transportation facilities and  
17 services are available to serve a development in accordance with established LOS standards when a  
18 development is ready for occupancy or use. Concurrency requirements also apply to transportation facilities  
19 and services of statewide significance. WSF has determined that the Anacortes-Friday Harbor ferry route is not  
20 designated as a highway of statewide significance.

21 Concurrency requirements are established for county collectors and docks in San Juan County Code 18.60.200.  
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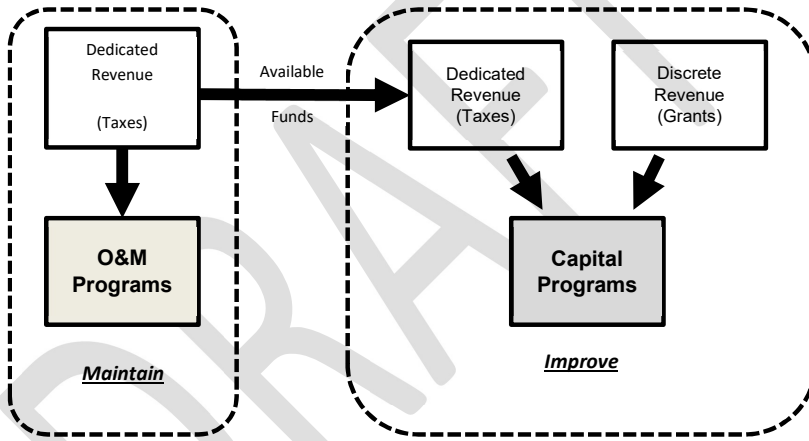
1 **II. TRANSPORTATION FINANCING (2020-2036)**

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3 This section addresses transportation funding for transportation projects funded by the County road fund and  
4 administrated by the Public Works Department.

5  
6 **A. Overview**

7 The County road fund receives revenue in two general categories: dedicated revenue (taxes) and discrete  
8 revenue (grants). Taxes are the most reliable and predictable source of transportation funds and are used  
9 primarily to support the County's operation and maintenance (O&M) programs (those necessary to  
10 maintain the existing level of service). They are also used to support, if available, the County's capital  
11 programs (those developed to improve the level of service, multi modal access, and/or safety), see Figure  
12 7.

13 **Figure 7. Operation and Maintenance Programs vs Capital Programs.**



16  
17 Source: 2019 San Juan County Engineer Budget Presentation

18  
19 The ability of the County to self-fund its capital programs enables it to best prioritize transportation  
20 improvements in accordance with the recommendations of the Plan. When capital programs become  
21 grant-dependent, individual capital projects must be developed to be grant eligible. Developing grant  
22 eligible capital projects requires the expenditure of staff time and funds with no certainty of award.  
23 Further, grant compliance may surrender the County's desire to have full authority over project design  
24 elements reflective of local conditions and social values.

25  
26 Overall, the County has been in a period of diminishing financial resources for several years and this trend  
27 is projected to continue. The recent decrease in Capron revenue and increase in employee and goods and  
28 services costs has accelerated the need to make strategic organizational decisions to reduce costs or  
29 increase revenue, or some combination thereof, in order to prevent transportation level of service  
30 reductions in the County.

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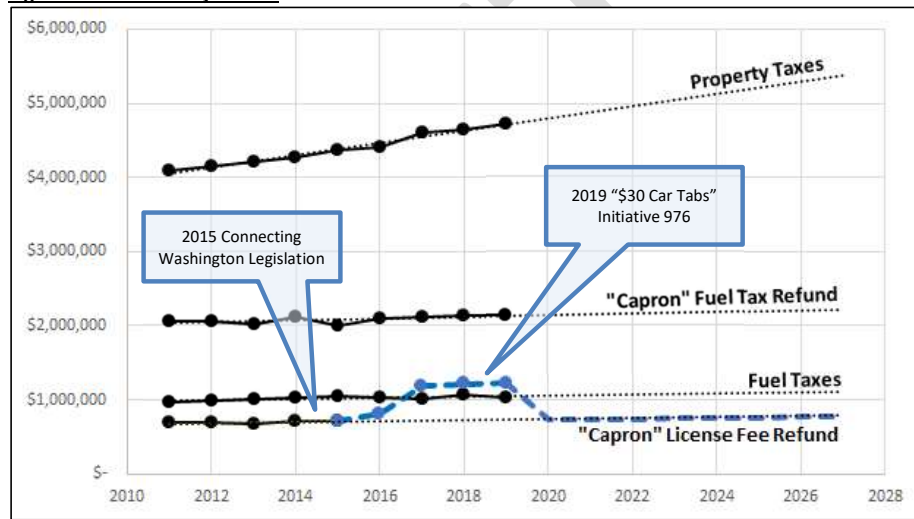
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**B. Transportation Revenues**

Revenue sources include property taxes, fuel taxes, and Capron refunds. Property taxes are authorized by the County legislative authority and are subject to deductions from levy shifts and levy diversions. Fuel taxes are collected by the State and are distributed to the County. The 1929 Capron Act (RCW 46.68.080) provides additional revenue to the County consisting of motor vehicle license fees and motor vehicle fuel taxes.

As shown in Figure 8, while tax revenue is normally stable and predictable, the license fee portion of Capron refunds increased significantly in 2015 (approximately \$500,000/year) due to the passage of the 2015 Connecting Washington legislation. The recent passage of Initiative 976 (which is currently contested) may reduce this revenue to 2015 projections pending final court action.

**Figure 8. Revenue Projections.**



Source: San Juan County Road Fund Budgets 2011-2019 and projections by County Engineer

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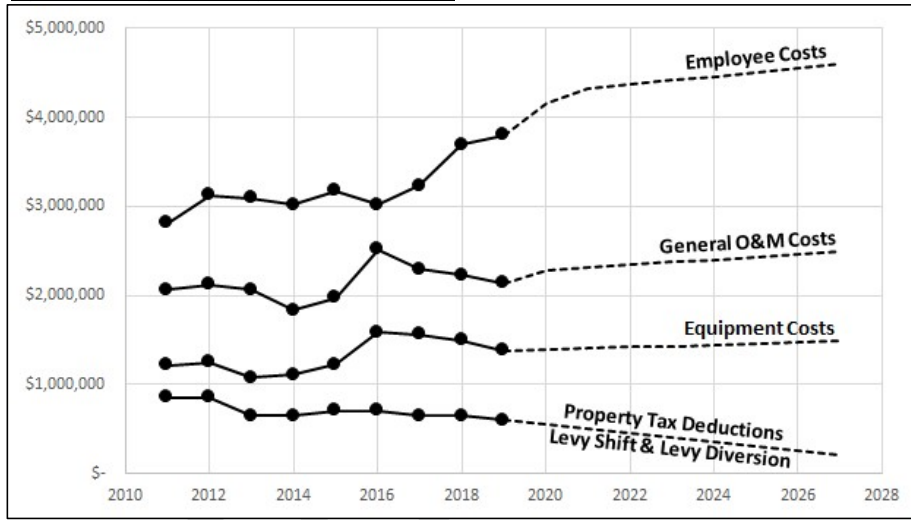
**C. Transportation Expenditures**

Expenditures have been categorized into four groups to facilitate annual projections and assist in strategic organizational decisions: employee costs, operations and maintenance (O&M) costs, equipment costs, and property tax deductions. Some of the many factors that complicate the ability to predict these costs include collective bargaining agreements, employee benefit programs, raw material costs (rock and oil), and inclement weather response (snow, ice, and wind).

Property tax deductions due to a levy shift or levy diversion are discretionary actions authorized by the County legislative authority each year. They are shown as an expenditure so that property tax revenue can be projected in accordance with the authorized county road levy.

The last levy shift occurred in 2016 when \$50,000 was allocated to the Parks, Recreation, and Fair Department by Ordinance 12-2015. A levy diversion has occurred every year since 2002. Beginning in 2017, the County Council has programmatically reduced the levy diversion by \$50,000 each year with a \$550,000 and \$500,000 levy diversion budgeted for 2020 and 2021. Figure 9 shows the projected expenses in these four groups.

**Figure 9. Transportation Expenditure Projections.**



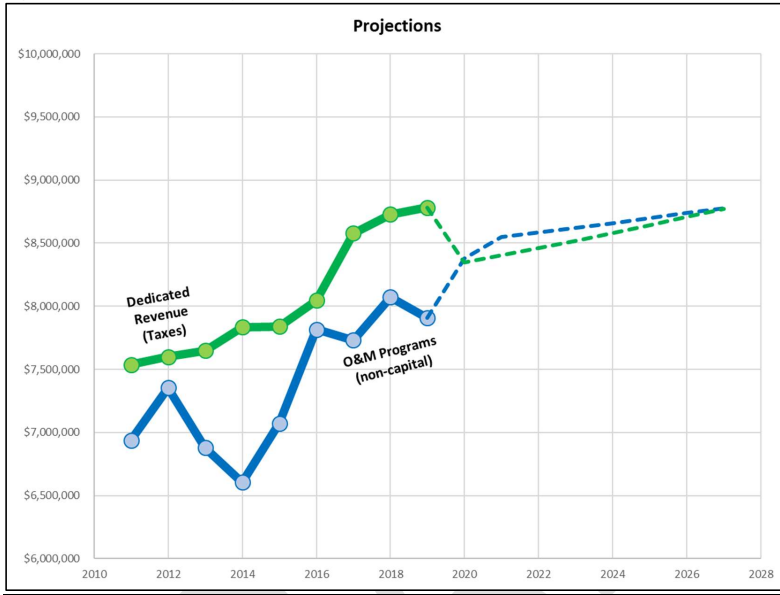
Source: San Juan County Road Fund Budgets 2011-2019 and projections by County Engineer

**D. Analysis and Projections**

A comparison of dedicated revenues (taxes) and O&M programs (non-capital) is necessary to determine the remaining availability of dedicated revenue for capital programs. In 2020, the County will need to implement cost saving or revenue increasing measures to preserve an ability to self-fund capital projects. Without these changes, the County's capital program may be entirely dependent on grant programs for construction (see Figure 10).

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**Figure 10. Road Fund Projections.**



Source: San Juan County Road Fund Budgets 2011-2019 and projections by County Engineer

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Table 7, a summary of planned transportation expenditures and revenues, indicates that in the 2020 – 2025 period O&M programs will need to be funded by County road fund reserves (cash) and that construction for planned capital programs may be entirely dependent on grant funds. This projection will need to be continually revised as necessary cost cutting and/or revenue increase measures are implemented.

**Table 7. 2020-2037 Projection of Planned Expenditures and Revenues.**

	3 x 6-Year Projections (in millions)		
	2020 - 2025	2026 - 2031	2032 - 2037
Dedicated Revenue (taxes)	\$50.1	\$53.2	\$57.0
O&M Program Expenditures	\$51.5	\$52.8	\$54.3
Balance	(- \$1.4)	\$0.4	\$2.7
Planned Capital Program	\$18.0	\$22.0	\$27.0
Local Funds	-	\$0.4	\$2.7
Grant Funds	\$18.0	\$21.6	\$24.3

Source: San Juan County 2020-2025 Six Year Transportation Improvement Plan and projections by County Engineer

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**E. Potential Options for Reducing O&M Expenses**

The Public Works Department has two basic options to consider to reduce O&M expenses:

- Accelerate process improvement strategies to decrease costs by increasing operational efficiencies. While process improvement is continually evaluated for cost saving measures, it is most effective when strategically implemented over time when opportunities arise. For example, an opportunity for fleet optimization may present itself when advances in the industry allow for combining equipment or sharing equipment between islands.
- Implement level of service reductions by cutting back on maintenance programs. This may include reductions to the County’s chip seal overlay program, which will adversely affect the quality of County roads. Over time, deferred maintenance is typically more expensive as the scope and scale of repairs exceeds what can be performed under routine operations.

**F. Potential Source of Transportation Revenue**

The State’s Transportation Resource Manual (reference provided herein) includes the complete listing of options that local governments may consider to increase dedicated revenues (taxes) for transportation. The two most practical options are:

- Property Taxes: Any county may impose a road levy up to \$2.25 per \$1,000 assessed value for the county road district. In 2019 the San Juan County’s road levy was approximately \$0.62 per \$1,000. The road levy is subject to the 1 percent annual “levy lid” (RCW 84.55.010 and WAC 458-19-020).
- Transportation Benefit Districts: Chapter 36.73 RCW authorizes counties to form transportation benefit districts that can raise revenue for specific transportation projects, usually through vehicle license fees or sales taxes.

**G. References for Section II Update**

**CRAB County Engineers’ and Public Works Directors’ Desk Reference**

Updated regularly by the Washington State County Road Administration Board (CRAB), a general resource to support the work performed within the Office of the County Engineer.  
<http://www.crab.wa.gov/engineering/dcs/20180419DeskRef.pdf>

**Transportation Committee Transportation Resource Manual**

Produced annually by the Transportation Committee (House Transportation Committee & Senate Transportation Committee) and includes a comprehensive list of transportation taxes that have been authorized by the Legislature for use by local governments.  
<http://leg.wa.gov/JTC/trm/Pages/TRM2017.aspx>

**Office of Financial Management (OFM) Transportation Revenue Forecast Council**

Each quarter, technical staff of the Department of Licensing, Department of Transportation, Washington State Patrol and the Office of Forecast Council produce forecasts. The revenue forecasts agreed upon by the Transportation Revenue Forecast Council members become the official estimated revenues under RCW 43.88.020 21.  
<https://ofm.wa.gov/budget/budget-instructions/transportation-revenue-information>

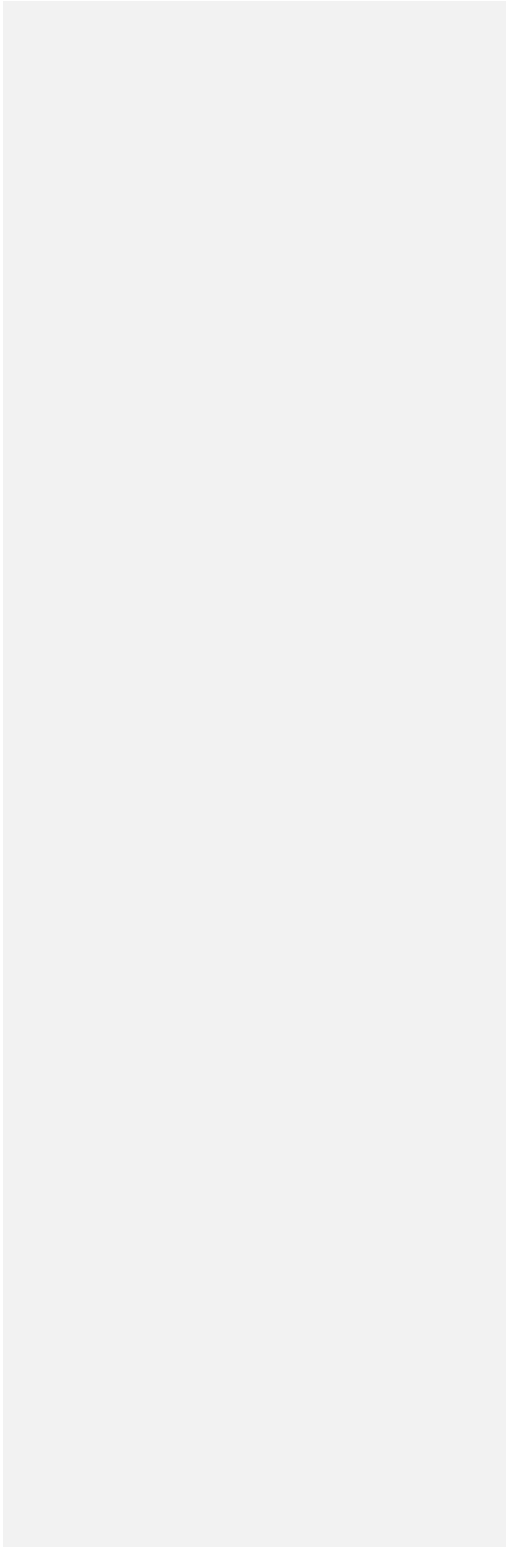
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**WSDOT Fuel and Vehicle Trends Report** - Summary of articles appearing in popular, business and technical media referring to the impact of fuel costs and fuel efficiency on vehicle technology, development and markets. It also compares the latest monthly actual vehicle registrations, fuel prices, consumption and revenues to the current forecast.  
<https://www.wsdot.wa.gov/sites/default/files/2020/05/05/FuelandVehicleTrends-Apr2020.pdf>

**Department of Revenue Property Tax Levies "Levy Manual"**  
Designed for the convenience of the 39 county assessors and the Department of Revenue. It is also a useful tool for other county officials, taxing district officials, legislators, and, of course, taxpayers.  
[https://dor.wa.gov/sites/default/files/legacy/Docs/Pubs/Prop\\_Tax/LevyManual.pdf](https://dor.wa.gov/sites/default/files/legacy/Docs/Pubs/Prop_Tax/LevyManual.pdf)

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**COMPREHENSIVE PLAN**

**Appendix 8**

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**UTILITIES INVENTORY  
AND EXISTING CONDITIONS**

**August 4, 2017**

**April 3, 2020**

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**APPENDIX 8**

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UTILITIES INVENTORY  
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## 8.1 INTRODUCTION

The Utilities Inventory and Existing Conditions is an appendix to the San Juan County (SJC) 2020 *Comprehensive Plan (Plan)* Utilities Element. This document provides an inventory of utility services in San Juan County, including electricity, telecommunications, internet and cable, and communication sites and facilities. In San Juan County, private service providers supply utilities to customers. This inventory includes the providers, general locations and capacities of existing utilities where applicable. Planning for utilities aids SJC in ensuring adequate services are provided to different areas of the County, particularly as the County population increases.

## 8.2 ELECTRICITY

San Juan County relies on electricity generated primarily in the Pacific Northwest and transmitted to the San Juan Islands by the Bonneville Power Administration (BPA) and Puget Power. The BPA was created by Congress in 1937 to act as an agent to market power from Bonneville Dam. BPA has been designated to market power from the 29 additional federal dams located within the Northwest. The BPA does not build or own dams or power plants, but does operate the nation's largest network of long-distance high-voltage transmission lines. The BPA electricity is sold to the Orcas Power and Light ~~Company~~ Cooperative (OPALCO) at BPA's point of delivery on Lopez Island. OPALCO is the sole electric service provider in San Juan County.

OPALCO is a member-owned, private, non-profit Rural Utility Services (RUS) Cooperative that provides local electric service to its members in San Juan County. OPALCO was formed in 1937 and currently maintains offices in Eastsound, Friday Harbor, and on Lopez Island with headquarters in Eastsound. OPALCO is an electric distribution utility distributing power via submarine cables to members on twenty islands. OPALCO prioritizes energy delivery that is safe, reliable, affordable, clean, and sustainable.

### 8.2.1 Existing Conditions

According to OPALCO, existing electric utility facilities in San Juan County have adequate capacity to serve existing loads. OPALCO maintains a comprehensive Integrated Resource Plan to expand capacity as load growth occurs. Table 8.1.1 below, lists the location and capacities, in million volt-amps (MVA) of each substation in OPALCO's transmission network.

**Table 8.2.1 Capacity of OPALCO Electric Facilities (2019).**

Location	Base Capacity (MVA)	Max Capacity (MVA)
Shaw	5	5
Orcas	12	12
Eastsound	12	20
Olga	7.5	7.5
Lopez	12	16
Blakely	2.5	2.5
Decatur	2.5	2.5
Roche Harbor	12	22.4
Friday Harbor	12	22.4
Gravel Pit	12	20

Source: OPALCO 2019

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Map 1. OPALCO Electrical Facilities (2019).

### OPALCO Islands Served



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1 Table 8.2.2 below, lists the number of service accounts by island for 2019.

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3

**Table 8.2.2 2019 OPALCO Accounts.**

Island	Number of Services
Armitage	1
Bell	1
Big Double	3
Blakely	166
Brown	48
Canoe	6
Center	142
Charles	2
Crane	53
Decatur	279
Fawn	1
Henry	97
Little Double	1
Lopez	2,486
Obstruction	36
Orcas	4,736
Pearl	40
Reef Point	1
San Juan	6,528
Shaw	275
Spieden	11
Total	14,913

Source: OPALCO 2019

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## 8.2.2 Capacity Needs

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8 An analysis of capacity development necessary to meet future demand is contained in OPALCO's long-range  
9 plan. OPALCO also develops load forecasts and construction projects in their 4-year Construction Work Plan  
10 (CWP) in addition to its long-range planning program. OPALCO is currently implementing its 2017-2021-2024  
11 CWP which is reviewed and updated annually as necessary. These capital-planning programs are referenced  
12 here for future comprehensive planning purposes.

13

14 Detailed analyses have been and will be conducted by OPALCO based on planned land use. Planned  
15 construction of electric utility facilities serving local load areas is based on existing and projected load rather  
16 than time (years). Utilities determine the need for expanded or new electric utility regional transmission  
17 network facilities on the basis of established planning standards that define required system performance  
18 under specified conditions including load and generation levels, equipment outages, weather, and equipment  
19 ratings. As the electric load within San Juan County grows due to an increase in customers and demand,  
20 OPALCO will need to add new electrical facilities to increase the capacity of its distribution system. OPALCO  
21 estimates an average annual increase of 0.90-5 percent for residential accounts and 2.0 percent for  
22 commercial accounts. Since 2007, OPALCO has increased its consumer accounts by approximately 10 percent  
23 or an increase of over 1,400 customers. OPALCO currently has about 15,400 customers. IN addition, to reduce  
24 dependence on the mainland, and increase local energy resilience, storage capacity will be needed, in the  
25 form of lithium and iron flow batteries and green hydrogen systems.

### 8.2.3 Community Solar

OPALCO operates a 500 KW solar array located on 3.6 acres at the Decatur Substation. This is OPALCO’s first Community Solar Project—a program where members offset a portion of their energy use and electric bill via credits by buying shares of a solar array OPALCO operates. Decatur Community Solar began operating in July 2018, and is expected to produce approximately 570,000 kWh/year. More solar projects may will be a part of OPALCO’s effort to become more energy independent from mainland energy sources local energy resilience. A 3 MW tracking solar array will be built on San Juan Island in 2023.

San Juan Islands Conservation District and OPALCO promote solar energy projects in the county in partnership with the Bonneville Environmental Foundation and local solar installers. The Community Solar for Our Schools program provided solar array installations to generate power for public schools on Orcas, San Juan, Lopez and Shaw islands.

### 8.2.4 Electric Vehicles and Charging Stations

San Juan County has two EVs and two EV charging stations. One EV is on San Juan Island where the County had a charging station in the parking garage beneath the Legislative Building. There is also an EV on Orcas where there is a charging station at the Orcas Ferry Landing. The County is considering purchasing another EV and installing another charging station, to be located on Lopez Island. County EV charging stations are not for public use.

According to the San Juan Islands Conservation District (SJICD), San Juan County has the highest number of public EV chargers per capita in Washington State. There are EV charging stations available to the public on San Juan, Orcas, and Lopez islands, shown in table 8.2.3 below. The SJICD provides some funding for businesses and organizations to install public EV chargers.

**Table 8.2.3 Public Electric Vehicle Charging Stations**

<u>Location Name</u>	<u>Address</u>	<u>Number of Stations</u>
<b>SAN JUAN ISLAND</b>		
<u>Port of Friday Harbor</u>	<u>200 298 Front St N</u>	<u>1</u>
<u>Key Bank</u>	<u>95 2nd St</u>	<u>3</u>
<u>Earthbox Motel and Spa</u>	<u>410 Spring St.</u>	<u>2</u>
<u>Friday Harbor Grand Bed and Breakfast</u>	<u>345 Blair Ave</u>	<u>1</u>
<u>Avalon Business Park</u>	<u>322 Daniel Ln</u>	<u>1</u>
<u>Sweet Earth Farm Store</u>	<u>5658 West Side Rd</u>	<u>1</u>
<u>Snug Harbor Resort</u>	<u>1997 17 Mitchell Bay Rd</u>	<u>1</u>
<b>ORCAS ISLAND</b>		
<u>Orcas Island Ferry Terminal</u>	<u>156 Orcas Rd</u>	<u>1</u>
<u>Odd Fellows Hall</u>	<u>112 Haven Rd</u>	<u>1</u>
<u>Orcas Island Market</u>	<u>469 Market St</u>	<u>2</u>

<u>Rosario Resort</u>	<u>410 Ocean Mist Way</u>	<u>2</u>
<u>Doe Bay Resort</u>	<u>107 Doe Bay Rd</u>	<u>1</u>
<b>LOPEZ ISLAND</b>		
<u>Lopez Community Land Trust</u>	<u>25 Tuatara Rd</u>	<u>1</u>
<u>Lopez Village Market</u>	<u>162 Weeks Rd</u>	<u>3</u>
<u>Ark Veterinary Clinic</u>	<u>262 Weeks Rd</u>	<u>1</u>
<u>Lopez Island Library</u>	<u>2225 Fisherman Bay Rd</u>	<u>1</u>
<u>Southend General Store and Restaurant</u>	<u>3024 Mud Bay Rd</u>	<u>1</u>

### 8.3 PROPANE AND NATURAL GAS

Propane is an important energy source in San Juan County. Natural gas is not available in the County, contributing to the reliance on propane. Propane in San Juan County is provided by private suppliers, including Inter-Island Propane and San Juan Propane. Inter-Island Propane is located in Friday Harbor and on Lopez Island. They currently provide barge service to Orcas, Shaw, and to the outer islands by request. Inter-Island propane has been permitted to build and operate a new facility in Eastsound. San Juan Propane is located in Friday Harbor, Eastsound, and Island Center on Lopez Island. San Juan County’s involvement with propane extends only to land use issues. Safe delivery of propane from ports is a priority.

As with all fossil fuels, burning propane emits greenhouse gases that warm the climate. Washington state is developing policy to phase out their use and transition to clean alternatives for heating.

### 8.4 TELECOMMUNICATIONS (DATA & VOICE)

#### 8.4.1 Data & Telephone - Fiber Optic

The availability of fiber optic based services has grown extensively throughout the county in the past decade. This is meeting the growing needs of the electric grid, emergency communications, residential and business broadband and cell phone service. In Mid-2015, deployment of Fiber to the Home and Premise (FTTH & FTTP) began throughout the county. As of October 2019, approximately 50 percent of the County (7,500 addresses) is located within a serviceable distance (500 feet or less) of existing fiber optic facilities. Of those addresses, 1,800 are utilizing fiber optic service. As demand for higher bandwidth and additional improvements are made to public infrastructure, the availability of fiber optic services will continue to grow. The FTTP system enables homes and businesses to scale their needs up to 1Gbps (1,000 Mbps) upon initial installation with the ability to go to 10Gbps (10,000 Mbps) as required. Fiber is considered a future-proof technology that allows for massive increases in available bandwidth for generations to come. The average monthly new connection rate is 30-40 locations. The fiber is spanning 500 plus miles connecting all major islands and to the mainland with multiple upstream connections in Bellingham and Seattle.

#### 8.4.2 Telephone – Voice over Internet Protocol (VoIP)

With the increase use of data communication services, Voice over Internet Protocol (VoIP) has become the

1 predominate method for non-wireless based voice communications around the nation, particularly for  
2 businesses. VoIP services are dependent on reliable, low-latency internet connectivity. Unlike Plain Old  
3 Telephone Service (POTS) lines, the Washington Utilities and Transportation Commission (WUTC) does not  
4 regulate VoIP.

5  
6 There are various resellers of VoIP services for residents and businesses in San Jun County. Anyone with a  
7 reliable internet connection can purchase voice services from a variety of national providers. Each of these  
8 providers deliver a wide variety of services and advanced features based upon the consumer requirements.  
9

### 10 **8.4.3 Wireless – Fixed Wireless Long Term Evolution (LTE)**

11  
12 In addition to deploying Fiber To The Home (FTTH) around the County, Fixed Wireless LTE has been deployed.  
13 LTE has been deployed to service areas where fiber is unavailable currently. LTE is a standard for wireless  
14 broadband communication for mobile devices and data terminals. It increases the capacity and speed using  
15 a different radio interface together with core network improvements. Fixed Wireless LTE utilizes cellular  
16 technology enabling high-speed data and voice connections in the range of 25Mbps to 150 Mbps. As of  
17 October 2019, 3,000 locations are served with fixed wireless broadband service. This service is recognized  
18 nationally as one of the top 10 fastest wireless services available to U.S. residents and the highest available  
19 offering in Washington State. Service is provided to 18 non ferry-served islands, some without utility power  
20 service. With increased capacity being added regularly, this service is available to over 4,500 locations in San  
21 Juan County.  
22

### 23 **8.4.4 Wireless – Cellular**

24  
25 Personal wireless communication facilities are not classified as public utilities or essential services, but are a  
26 commercial service. Nationally, the Federal Communications Commission (FCC) regulates the airwaves and  
27 the personal wireless communications industry and is responsible for issuing construction permits for  
28 transmission facilities and licenses to operate wireless systems. All major national cell phone providers have  
29 a presence in San Juan County from T-Mobile, Verizon, AT&T and Sprint to smaller service providers. Overall  
30 capacity of the network with multiple new frequency bands opening enables for higher throughput and data  
31 rates. It is expected providers will expand their capacity and coverage area over time to accommodate their  
32 respective customer base.  
33

34 Local governments regulate the development of the wireless communications network by specifying where  
35 facilities can locate, applying buffering and setback requirements, etc. Federal case law from regulating  
36 facilities covered by the Federal Aviation Administration (FAA) has preempted local governments. The FAA  
37 reviews the location and height of proposed support structures to prevent interference with operations of  
38 airports and flight paths. The FAA regulates proposed towers that exceed 200 feet and smaller structures  
39 located within 20,000 feet of a major airport and 10,000 feet of a general aviation airport. The FAA does not  
40 have the authority to deny an FCC construction permit, but it can cite a proposed support structure as a hazard  
41 to navigation. (See the discussion on Airport facilities in Element II-D Transportation.) In 2014, San Juan  
42 County adopted a joint use wireless ordinance enabling the broader development of wireless infrastructure  
43 for essential public services.  
44

### 45 **8.4.5 Telephone - Plain Old Telephone Service (POTS)**

46  
47 CenturyLink, based in Monroe, Louisiana, is the primary provider of POTS (Plain Old Telephone Service), to  
48 approximately 10,000 residential and business customers in the county. The number of locations decreases  
49 as consumers discontinue landline service or port their number over to VoIP providers, such as Rock Island  
50 Communications, a subsidiary of OPALCO. In addition, CenturyLink also provides digital subscriber line (DSL)

1 service; as well as private dedicated services (i.e. Ethernet) which helps meet the needs of telecommunication  
2 customers throughout the county.

3  
4 CenturyLink provides service to the county via a fiber optic cable network that connects all the major islands  
5 to the mainland. It provides these essential services to meet the needs of telecommuters and those who run  
6 businesses from their homes. Service is currently provided to Blakely, Brown, Center, Crane, Decatur, Henry,  
7 Lopez, Obstruction, Orcas, Pearl, San Juan and Shaw Islands.

8  
9 Geographic isolation and comparatively small resident populations have historically inhibited the extension  
10 of telephone service to some islands within the county, such as Stuart Island.

## 11 12 **8.5 INTERNET & CABLE SERVICES**

13  
14 Fast, reliable Internet connection is increasingly important to economic development, health and safety, and  
15 daily life in San Juan County. Broadband Internet connection allows residents opportunities to work remotely  
16 and connect with others globally. Medical facilities and emergency services rely heavily on broadband Internet  
17 in order to provide modern, up-to-date care. The Economic Development Element of this Comprehensive  
18 Plan states the goal of “support[ing] development of reliable high-speed (100 Mbps or higher, or the current  
19 standard for urban regions of the U.S., whichever is higher) broadband infrastructure that enables the creation  
20 of jobs and improved educational opportunities for islanders, and increased competitiveness for the county.”  
21 Internet utility infrastructure comes in several forms, including LTE fixed wireless, fiber, and cable.

22  
23 Rock Island Communications provides broadband Internet via LTE fixed wireless and fiber in San Juan County.  
24 Rock Island is a subsidiary of OPALCO, as of 2015. Fiber connectivity is growing rapidly, with LTE providing  
25 service in areas awaiting fiber deployment. Cable Television and Internet services have continued to see a  
26 significant decrease throughout the county with CenturyLink, Zito Media and PogoZone covering parts of  
27 Friday Harbor and Orcas Island. This decline has been driven by the consumer move to online streaming  
28 services such as Netflix, Hulu and Amazon as broadband services via fiber and wireless increase, in addition  
29 to increased competition from satellite providers.

## 30 31 **8.6 COMMUNICATION SITES AND FACILITIES**

32  
33 Antennae and towers atop Mt. Constitution on Orcas Island are used to provide broadcast communications  
34 and electronic controls. As telecommunications technology and demands continue to change, service  
35 providers must retain the ability to expand existing and build new antennae and towers for operational  
36 purposes.

37  
38 Mt. Constitution Sites, Inc. owns 160 acres of land within Moran State Park and leases communication towers  
39 to approximately 40 users. In all they have five towers with three primary sites ranging from 500', 400', to a  
40 235' tower, located in the northeast corner of this property.

41  
42 East of the 160-acres of private property mentioned above, the U.S. Coast Guard leases a one-acre site from  
43 the Washington State Parks and Recreation Commission (WSPRC) and operates a 100-foot tower with  
44 microwave dishes to monitor small vessels. KVOS leases a one-acre site from the WSPRC at the 2,409 summit  
45 of Mt. Constitution and operates a transmitter facility and a 150-foot tower. Washington State Department  
46 of Transportation (WSDOT) leases a one-acre site from WSPRC southwest of the KVOS site and operates two  
47 70-foot towers. The U.S. Forest Service also leases one acre from WSPRC and operates two 70-foot towers.  
48 The University of Washington also operates a seismographic telemetry station at this site. This site may, at  
49 some point, no longer be sufficient for future forms of, or demand for, personal wireless services. The county

- 1 adopted Ordinance 8-1997, which established a subarea plan and requirements for future personal wireless
- 2 communication service facilities through Chapter 16.80 of the SJCC.

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