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TRANSPORTATION



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ELEMENT 6. TRANSPORTATION

The San Juan County 2045 Vision states:

“We have water, land, and air transportation systems commensurate with our island culture. Transportation plans carefully consider multimodal transportation and rural character. Expansion or construction of transportation systems, infrastructure, and facilities occurs only based on demonstrated local public need. Advanced communication infrastructure is encouraged.”

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

Purpose and Background

The purpose of the Transportation Element is to establish goals and policies that will guide the development of air, marine, and land transportation facilities and services in San Juan County, in a manner consistent with the overall goals of the Comprehensive Plan (Plan) and Vision Statement. It establishes direction for development of regulations for transportation systems, and for facilities and transportation



Lopez Island Ferry Terminal

Photo: Washington State Department of Ecology

improvement programs, now and through the year 2045. The goals and policies in the Transportation Element are based upon community vision, 2045 travel population forecasts, information provided in Appendix 6, and other applicable transportation plans.

The San Juan County Recreation, Open Space, and Stewardship Plan (ROSS) was developed to meet multimodal transportation and recreational needs of the community. The ROSS is implemented collaboratively by San Juan County Parks, Public Works, Environmental Stewardship, the Land Bank and other partners. It establishes the community's vision and plan to guide action and investment in active transportation projects, contains a trails classification system, and identifies trail corridors for development, as well as identifying

active transportation facility funding mechanisms and local financing options. The updated multimodal level of service standard and planned active transportation network identified in Appendix 6 build from this work to identify a comprehensive active transportation network across San Juan County. The ROSS also lists marine facilities and shore access sites within public right-of-way that can be used to provide access to motorized vessels or hand-carry boats and recreation. Its goals and strategies provide a framework that the community can use to meet its vision of providing safe, active transportation on a multi-purpose trail and corridor system and locations designed to provide accessibility to community activities, recreational areas and public shorelines.

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

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

The Transportation Element contains the introduction, goals and policies, and is based upon the data and analysis provided in Appendix 6, Transportation, which includes inventories of the existing air, marine and land transportation systems (both vehicular and active transportation). A consultant, Transpo Group, evaluated the available population and vehicular data to prepare projected growth rates to 2036/2045, which were used to assess transportation facility and service demand and capacity.



Photo: Thomas Noland

The transportation analysis includes a forecast of impacts to the transportation system and state-owned transportation facilities, consistent with land use and growth assumptions.

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

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

Level of Service Standards and Concurrency

Level of Service

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

- 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 policy direction.

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

Transportation plans carefully consider multimodal transportation and rural character. Improvements for expansion or construction of transportation systems, infrastructure, and facilities are prioritized based on capacity, safety, operation, maintenance, and demonstrated local public need. These aspects of the transportation facilities are reviewed in Appendix 6.

Concurrency

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

Relationship to Plan Elements, Consistency with Adjacent Jurisdictions and Regional Plan Coordination

Relationship to Plan Elements

This Element was developed to evaluate existing conditions, and to identify future planning needs. It sets out the goals, policies and preferences of the County for maintaining and improving the quality of transportation facilities and services, while assuring consistent adherence to the general goals and policies regarding the use and development of land and transportation facilities as expressed in the other elements of the Comprehensive Plan, including subarea plans.

Consistency with Plans of Adjacent Jurisdictions and Regions

Intergovernmental, regional and international coordination of plans are addressed in this element, including coordinated planning for consistency with jurisdictions with common borders and counties that share common regional issues. The Town of Friday Harbor is the only incorporated city in San Juan County. In 1992, the County and the Town of Friday Harbor jointly adopted Countywide Planning Policies (CPPs) (Resolution No. 120-1999, which was updated by the adoption of Ordinance 48-2008). These policies address the need for consistent and coordinated County and Town comprehensive plans. The CPPs are included as Appendix 2 in this Plan. Consistency between this Plan and the Town of Friday Harbor Comprehensive Plan, including Chapter 5, Transportation, is required by the GMA. San Juan



Friday Harbor waterfront.
Photo Washington State Department of Ecology

County is not a member of a Regional Transportation Planning Organization (RTPO); however, the County coordinates with Whatcom, Island, and Skagit Counties on regional planning issues.

GOALS AND POLICIES

General Goals

Goal T 1

Implement the following principles to guide planning, design and construction of Complete Streets, in accordance with Ordinance 24-2018.

Policy T 1.1

Promote healthy communities by designing walking villages and encouraging walking, bicycling, and use of public transportation.

Policy T 1.2

Create safe travel corridors by designing roads to accommodate all users.

Policy T 1.3

Reduce congestion by providing safe travel alternatives to single-occupant vehicle driving.

Policy T 1.4

Preserve the rural character of the community by involving local citizens and stakeholders to participate in the planning and design of transportation improvements.

Goal T 2

Integrate Land Use and Transportation.

Policy T 2.1

Direct development of facilities in a manner and at a scale consistent with the capabilities of the site and the community to absorb them and increase the efficiency and safety of existing transportation systems by using demand management strategies to avoid costly capital expenditures.

Policy T 2.2

Enhance the character of the County as a single community of islands, while maintaining the individual character of each island.

Policy T 2.3

Direct development of facilities in a manner and at a scale consistent with the capabilities of the site and the community to absorb them and increases the efficiency and safety of existing transportation systems by using demand management strategies to avoid costly capital expenditures.

Policy T 2.4

Minimize noise generated by transportation facilities and travel modes associated with them.

Policy T 2.5

Provide a variety of transportation modes including air, marine and land (including active transportation options), and provides for efficient intermodal connections between the ferry terminals, activity centers, and points of interest.

Policy T 2.5

Support tourism, recreation, special events, scenic byway programs and diverse economic activities or opportunities.



Policy T 2.6

Reduce transportation-related greenhouse gas emissions from tourism by developing infrastructure to support and encourage 'car-free' or low-carbon tourism options.

Policy T 2.7

Facilitate the development of privately and/or publicly funded projects to address specific transportation needs and challenges, where appropriate.

Policy T 2.8

Promote modes of transportation and multi-modal connections that support active and healthy communities and mobility for all users.



Policy T 2.9

Encourage energy conservation, greenhouse gas emission reductions, and the use of low-impact development techniques when physically and economically feasible in the development of transportation systems and facilities.



Policy T 2.10

Encourage development of transit system facilities and services that can reduce the reliance of visitors and residents on single occupancy vehicles.

Policy T 2.11

Coordinate transportation and emergency management services planning.



Policy T 2.12

Support and incentivize interconnected, multi-modal transportation options, including conversion to electric vehicles, buses, vans, shuttles, taxis, electric rideshare and rental program.



Policy T 2.13

Review current EV infrastructure in the county to identify gaps in charging locations considering areas where the most benefit would be observed.



Policy T 2.14

Expand EV charging infrastructure across the county, including at County buildings, multi-family housing developments, major employer buildings, and guest lodging. Ensure future EV infrastructure addresses access issues and barriers to EV and charging stations for low-income homeowners, renters, and multifamily residents.



Policy T 2.15

Identify partners in the region who can assist with charging station infrastructure to lower program and construction costs.



Goal T 3

Establish an adaptation planning process for transportation infrastructure to evaluate actions to increase community and environmental resilience to climate change, while maintaining or modifying essential services.

Policy T 3.1

Evaluate transportation system vulnerabilities to climate change, promote community and environmental resilience, and define adaptive strategies to reduce damage and maintenance.

Policy T 3.2

Support transportation facility design and operational measures that protect the environment, such as energy conservation, greenhouse gas emission reductions, and stormwater management

Policy T 3.3

Support the electrification of all transportation modes (including electric bikes) and provide recharge stations at key destinations throughout the County.

Policy T 3.4

Switch to electric vehicles for new county fleet purchases and electric motors, when feasible.

Policy T 3.5

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

Policy T 3.6

Consider an integrated multimodal transportation plan that supports diverse, sustainable transportation options such as walking, cycling (including e-cycle), and electric transit services (micro-mobility and shared transit). The plan should prioritize low-impact approaches for point-to-point connectivity on key routes to villages and ferry terminals.



Goal T 4

Establish an Active Transportation Network on ferry-served islands.

Policy T 4.1

Study the feasibility of traffic revision strategies as well as support full use of rights of way and easements to facilitate safe multimodal use.

Policy T 4.2

Where feasible, active transportation facilities should be separated or protected from moving vehicles.

Policy T 4.3

Identify local County or state and federal grant funds to construct active transportation improvements on ferry-served islands.

Policy T 4.4

Explore ways to promote transportation modes that may decrease demand for increased automobile traffic capacity on roads and ferries.

Policy T 4.5

Recommend a program of utilizing a combination of traffic revisions, right of way and private easements to provide for bike connectivity.

Policy T 4.6

Include funding from the Public Works road fund budget for active projects in the six-year transportation improvement programs.

Policy T 4.7

Explore creating a Transportation Advisory Committee to engage with various stakeholders in the County in planning and guiding the county's transition to a seamless, sustainable multimodal transportation system.

Goal T 5

Ensure that all voices are represented and that historically underserved neighborhoods and vulnerable populations are heard.

Policy T 5.1

Incorporate racial and social equity during the transportation planning process.

Policy T 5.2

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

Policy T 5.3

Recognize the needs and desires of the residents of each island in making decisions regarding transportation facilities and their operation for that island.

Goal T 6

Ensure that consistency with the land use goals and policies adopted in the Comprehensive Plan and Shoreline Master Program is a primary consideration in the evaluation of proposed transportation facilities, while encouraging diverse economic opportunities.

Policy T 6.1

Anticipate and monitor changes in the use of and demand for transportation facilities, while managing development impacts and seeking ways to avert conflicts generated by increases in demands over time.

Financial Sustainability Goals:

Goal T 7

Ensure that publicly funded transportation facilities provided by the County are within the ability of the County to fund and maintain over time.

Policy T 7.1

Develop funding, budgeting and operational strategies that can be implemented over the planning period in order to create sustainable transportation funds, balance expenses with available revenue, and preserve appropriate cash reserves.

Policy T 7.2

Encourage public-private cooperation and partnerships, in order to reduce barriers to maintaining and improving transportation facilities and services.

Policy T 7.3

Coordinate with the Town of Friday Harbor, Port Districts, and the Washington State Department of Transportation to plan fair share financial contributions to any transportation improvements needed to mitigate town, regional, County, or island-wide impacts.

Policy T 7.4

Support State legislation that would provide funding for local transportation system improvement, preservation and maintenance, and long-term, sustainable funding of WSF services and facilities.

Policy T 7.5

Actively pursue transportation planning grants for the development and adoption of updated engineering and design standards and/or other transportation planning needs.

Goal T 8

Ensure the continued viability of marine commerce throughout San Juan County.

Policy T 8.1

Work with state and federal agencies to increase marine traffic from the Gulf Islands, Canada.

Policy T 8.2

Consider partnering with the Port Districts on future development projects.

Policy T 8.3

Consider funding for marine-based projects

Goal T 9

Annually adopt a six-year Transportation Improvement Plan (TIP) in accordance with Chapter 36.81, RCW.

Policy T 9.1

The County Engineer will propose which roads, marine facilities, and road right-of-way trails should be improved, based on priority rating systems established for these facilities (see Appendix 6) and the County's vetting framework for capital improvement projects

Policy T 9.2

The County Engineer will review prioritized projects with the Planning Commission and County Council prior to adoption of the Six-Year TIP.

Policy T 9.3

Organize the six-year TIP to incorporate all phases of projects to allow for:

- a. Scheduling time early in the plan period for public discussion and County study of needs and desirability. Hold additional public discussion during the project design phase prior to construction.
- b. The Public Works Department should submit the six-year TIP to the Planning Department and Planning Commission at least 45 days before the Council is scheduled to adopt it for review and recommendations regarding its relationship to policies and regulations of adopted County plans.

Policy T 9.4

Allocate County road funds in the following order of program priority:

- a. Debt service;
- c. Maintenance and preservation of County transportation facilities; and
- d. Engineering and construction of improvements

Policy T 9.5

Improve transportation facilities and services by:

- a. Allowing County roads to be improved by others, with approval from the County Engineer, in accordance with county standards;

- b.** Cooperatively financing transportation facilities and service improvements with land developers. The amount of financial assistance should be based on a proportionate increase in traffic volumes attributable to the development project;
- c.** Considering forming transportation benefit districts and/or local improvement districts, when cumulative land development projects cause transportation problems on County roads or to fund needed transportation improvements; Section B, Element 6. Transportation
- d.** Coordinate efforts with the Town of Friday Harbor for cooperative funding of road improvements within the Town and its urban growth area; and
- e.** While prioritizing safety and environmental impact, minimize regulatory impediments to investment in commercial transportation facilities, by conducting a code review process and making needed code amendments.

Policy T 9.6

Have the costs of needed transportation improvements be borne by both existing and future development. These costs may be paid by grants, entitlements, or public facilities from other levels of government and independent districts. For the purposes of this Plan, "existing development" means development which has occurred and "future development" means development which has not yet occurred.

Existing Development is responsible for:

- a.** Transportation improvements that reduce or eliminate existing deficiencies, and
- b.** some or all of the replacement cost of obsolete or worn out facilities, including a portion of the cost of transportation improvements need by future development.
- c.** Sources of funding should be utilized in the following order of priority: state transportation taxes, grants, real property taxes. User fees, charges for services and special assessments should only be used if all of the above listed sources have been exhausted.

Future Development is responsible for:

- a.** Providing a fair share of the costs of capital improvements needed to address the impacts of future development and
- b.** Providing a portion of the cost of the replacement of obsolete or worn out facilities
- c.** Financial responsibilities do not include payment of impact fees for the portion of any public facility that reduces or eliminates existing deficiencies

- d. Sources of funds may include, but are not limited to: voluntary contributions for the benefit of any public transportation facility impact fees (upon adoption of impact fee regulations), capacity fees, dedications of land, provision of public transportation facilities, public or private partnerships and future payment of user fees, charges for services, special assessments and taxes.
- e. Upon completion of construction, “future” development becomes “existing” development, and will contribute to paying the costs of the replacement of obsolete or worn out facilities as above.

Policy T 9.7

Revise the Plan to adjust for the lack of revenues identified as necessary for the provision of adequate transportation facilities and services, but unavailable in any of the following ways:

- a. Reduce the level of service for one or more public transportation facilities
- b. Increase the use of other sources of revenue
- c. Decrease the cost, and possibly the quantity, of some types of public transportation facilities, while retaining the quantity of the facilities that is inherent in the standard for the adopted level of service
- d. Decrease the demand for and subsequent use of the transportation facilities; or
- e. Use a combination of the above alternatives

Communication, Information Technology Goals and Travel Demand Management Goals



Goal T 10

Encourage the use of communications, intelligent systems technology and transportation demand management programs to:

- a. Support diverse economic opportunities
- b. facilitate remote work and telecommuting;
- c. manage transportation system demands;
- d. improve accessibility to services, meetings, and work; promote energy conservation;
- e. reduce peak-period travel;
- f. reduce congestion and reliance on single-occupancy vehicle travel; and

- g.** reduce the need to provide additional transportation facilities, such as roads, parking and ferry service.

Policy T 10.1

Promote the use of communications systems and facilitate remote work and telecommuting in order to alleviate the need for additional, traditional transportation facilities.

Policy T 10.2

Evaluate County business to identify opportunities to reduce individual travel and encourage the enhanced use of telecommuting and teleconferencing.

Policy T 10.3

Encourage the development of county-wide, high-speed broadband service, with priority placed on the Urban Growth areas, Town of Friday Harbor and business centers.

Policy T 10.4

Encourage and support the development of, or expansion of, the County's data networking infrastructure, in order to minimize reliance on vehicular travel.

Policy T 10.5

Promote the use of social media, web-based applications, intelligent transportation system development, and state transportation websites to provide information on transportation system scheduling, real-time data, trip reduction, ride sharing, and active transportation travel options.

Policy T 10.6

Encourage the use of demand management strategies to contain capital expenditures.

Policy T 10.7

Support the development of social service public transit options and the work of nonprofit and private community transportation partners to:

- a.** Reduce the isolation of underserved populations;
- b.** Increase accessibility to transportation services;
- c.** Address seasonal tourist travel peaks through the development of transit alternatives; and
- d.** Create additional organizational capacity to sustain implementation of community identified transportation needs.

Policy T 10.8

Support the work of community transportation partners to evaluate public transit needs, further identify opportunities for service coordination, and implement actions described in the San Juan County CHST to meet the needs of the community, especially individuals with lower incomes, seniors, persons with disabilities, and veterans.

Policy T 10.9

Support coordinated human services transportation planning that creates improved access to transportation information, develops economies of scale, eliminates inefficiencies, and provides greater visibility of transportation options.

Policy T 10.10

Explore and support the collaborative efforts of community organizations, state and federal partners, and transportation providers to provide cost-effective service delivery, to increase capacity to serve unmet needs, and to improve mobility and the quality of transportation services.

Policy T 10.11

Support community transportation planning efforts focused on gaining a better understanding of the transportation needs of the San Juan Islands, creating new methods of island travel, raising awareness of transportation issues, and exploring private and public funding for new public transportation solutions.

Policy T 10.12

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

Policy 10.13

Coordinate with the WSDOT Public Transportation Division to implement high-priority projects identified by the community, using the ranking criteria for selecting projects established in the San Juan County CHST.

Hazardous Materials Transport Goals

Goal T 11

Limit activities that encourage the external and internal transportation of hazardous materials or dangerous goods in a frequency or manner that could compromise public health and safety or water quality, and to protect the economy, environment, and citizens by minimizing and mitigating the risks of hazardous materials, dangerous goods, and/or fossil fuel spills.

Policy T 11.1

Support strategies that address the risk of major fossil fuels and/or material spills that could occur with current, as well as increased, transport vessel traffic.

Policy T 11.2

Restrict the construction of fossil fuels trans-shipment facilities or other facilities and pipelines through San Juan County or its waters that would compromise San Juan County's economy, public health, safety, or water quality.

Goal T 12

Ensure that transportation of hazardous materials or dangerous goods generated or used within the County will meet established state and federal guidelines.

Policy T 12.1

Oppose the transportation of other hazardous materials or dangerous goods that could endanger San Juan County's economy, public health, safety, or water quality.

Policy T 12.2

Improve the level of emergency preparedness for fossil fuel and material spills and other disasters, by working with local, state, federal, and Canadian entities to develop and improve training and emergency response plans, promote the location of response equipment in San Juan County, and support best practices

Policy T 12.3

Require responsible parties to locate spill response resources in San Juan County and to be prepared to respond to material spills in waters surrounding San Juan County.

Policy T 12.4

Advocate for the assignment of permit conditions on bulk shipping facility development project permits, in order to guarantee the mitigation of all potential impacts from accidents that could adversely affect San Juan County's economy, public health and safety, water quality, and fish and/or wildlife habitat.

Air Transportation Goals

Goal 13

Recognize the importance of public air transportation facilities to island commerce, as well as to the mobility of island residents.

Policy T 13.2

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.

Policy T 13.3

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 with the County's adopted land use goals and policies, and are developed through cooperation, consultation and participation with port districts, airport operators, owners, users and the public; and
- c. Are consistent with state, regional, and international air transportation plans.

Policy T 14.4

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 public, in anticipating and responding to land use, safety and noise concerns.

Policy T 14.5

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, airport master plans, and layout plans for public airports;
- c. Encouraging consideration of the effects of noise, light, vibration, and fumes, and the perception of low-flying aircraft; and

- d. Ensuring that location-specific standards for airports will identify and prohibit the siting of incompatible uses adjacent to them.

Policy T 14.6

Consider seaplane use during review of County shoreline permits for docks, marinas, and port developments. The following should be considered for seaplane landing sites:

- a. Give preference to the location of landing sites for regular commercial seaplane service within public or private marinas or established port areas.
- b. Consider flight patterns with regard to noise and navigation impacts in granting shoreline permits for docks for seaplane use associated with residential or commercial use.

Policy T 14.7

Work to ensure that all existing public use airports, including land and sea bases, are identified as essential public facilities.

Marine Transport Goals

Goal T 15

Enhance the County's working relationship with WSF and other transportation providers.

Policy T 15.1

Recognize that marine transportation systems are essential facilities, which provide critical functions in maintaining the quality, safety, and character of life in San Juan County and that play a vital role in driving economic development in island communities, while providing a major draw for State tourism.

Policy T 15.2

Actively advocate for state transportation plans that would provide long-term sustainable funding of WSF routes linking the County to the mainland and Canada.

Policy T 15.3

Inform WSF and other state entities of the travel needs of County residents and propose priority solutions.



Policy T 15.4

Encourage the development of public and private-sector marine transportation services and facilities that improve multi-modal transportation options and connectivity.

Policy T 15.5

Provide public dock facilities on Shaw Island and other outer islands, if necessary.

Policy T 15.6

Encourage appropriate funding, design, and development of facilities and services which:

- a. Serve the needs of island residents and visitors;
- b. Ensure the preservation of rural island character, environmental quality, economic development, and individual island identities;
- c. Provide better access to and among the islands served by County roads and marine facilities;
- d. Provide parking and marine facilities on ferry-served islands to meet the needs of outer island residents; and
- e. Consider the development of privately owned and operated passenger-only ferries that would provide transportation between the County islands and mainland and Canadian destinations.

Policy T 15.7

Establish and maintain a minimum of one barge landing site and facility when essential to public wellbeing on each island with County roadways, to address the special freight mobility needs of agriculture, forestry, and other essential island businesses.

Policy T 15.8

Support the development of a marine facility on each island if needed to address the freight mobility needs of the forestry industry.



Policy T 15.9

Support the evaluation of alternative modes of marine transportation, such as private marine passenger-only service and barges, and encourage the development of direct connections to mainland intermodal transportation hubs.

Policy T 15.10

Promote planning for, and the development of, intermodal connections between marine transportation services and facilities and land-based transportation systems, in order to improve mobility and accessibility.

Policy T 15.11

Update, gather and interpret data on the use characteristics of marine transportation facilities and services, in order to measure changes in capacity, and design and implement demand management strategies as needed.

Policy T 15.12

Support improvements to marine transportation facilities and services that address the nonpeak period needs of residents, businesses, and visitors, to improve the economic and social quality of island life.

Policy T 15.13

Encourage delivery of an optimum state of ferry service for County residents and the business community at maximum efficiency and lowest cost.

Policy T 15.14

Prohibit use of personal watercraft, such as jet skis, in the waters around and in San Juan County.

Policy T 15.15

Upgrade marine facilities throughout the county with latest utilizing low impact designs where possible and economically feasible.

Goal T 16

Ensure the Washington State Ferry System continues to serve the needs of San Juan County residents and visitors.

Policy T 16.1

Plan and develop marine transportation systems that consider the following primary factors:

- a. Existing marine terminal facilities and connecting roads are components of the marine transportation system and have significant physical constraints which must be considered in planning for changes to marine facilities and services;

- b.** Transportation facilities and activities can have significant direct and indirect impacts on land use and circulation patterns and the economic vitality of the community;
- c.** Cost-effective and time-efficient ferry transportation is essential to island commerce;
- d.** The County and the State of Washington have separate but complementary responsibilities for inter-island marine transportation; and
- e.** Washington State ferry routes are the primary economic routes for San Juan County.

Policy T 16.2

Work with the state and federal government to encourage:

- a.** The long-term, sustainable funding of WSF service levels and capital funding for ongoing ferry construction needed to replace the aging fleet;
- b.** The construction of a second ferry terminal slip with vehicle access in the Town of Friday Harbor, to improve efficiency, scheduling flexibility and serve as a back-up slip;
- c.** The dedication of funding needed to construct a commuter parking lot near the Friday Harbor and Lopez Island ferry terminals; and
- d.** The dedication of funding needed to improve the off-loading of passengers and vehicles, especially at the terminal located in the Town of Friday Harbor.

Policy T 16.3

Support the work of the FAC in collecting and interpreting data, gathering community input, and providing recommendations to the County Council on ferry service improvement issues requiring coordination with WSF and the Washington Transportation Commission.

Policy T 16.4

Support a local public review process conducted by WSF that seeks comments regarding potential modifications to its administration of the adopted preferential loading policies identified in WAC 468-300-700. This review process should include, but not necessarily be limited to, the Ferry Advisory Committee. The County should support operations and procedures for processing requests for preferential loading that reflect local needs.

Policy T 16.5

Submit requests to modify WAC 468-300-700 pertaining to preferential ferry loading to the FAC, who will coordinate with WSF. The FAC should review and make recommendations on each request to the San Juan County Council. The Council should make any formal

recommendations to amend WAC 468–300–700 to the Washington State Transportation Commission.

Policy T 16.6

Coordinate with WSF, other regional transportation systems entities, and community transportation partners and providers to promote non-vehicular traffic on ferries, in order to spread demand and moderate increased demands on terminal facilities and County roads.

Policy T 16.7

Actively encourage WSF to:

- a. Work with the County and Town to provide traffic control support near 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 on County roads and Town streets;
- c. Solicit resources to improve transit schedules and connections at ferry terminals and coordinate with Skagit Transit and other transit providers; and
- d. Promote the development of improved pedestrian, bike, and shuttle access at terminals to encourage walk-ons.
- e. Promote operational and/or scheduling changes in preference to expanding terminal facilities;
- f. Provide ferry boats in a vessel class that meet the needs of the County
- g. Separate the unloading of bicyclists and pedestrians from motor vehicles at island terminals;
- h. Provide information regarding ferry and land transportation schedules at ferry terminals, on fixed displays for scheduled services and costs and on adjustable displays for current information on ferry operations (e.g., overload status) and multimodal and transit options;
- i. 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.

Policy T 16.8

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.

Policy T 16.9

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.

Policy T 16.10

Support WSF investments in fleet expansion, fleet modernization and transition to low-carbon fuels, and terminal infrastructure improvements.

Policy T 16.11

Work with WSF, the Town of Friday Harbor and other entities to consider and implement adaptive demand management strategies, designed to address increases in peak seasonal demand and improve the operation and efficiency of the ferry system. These strategies may include, but are not limited to:

- a.** Shift the demand from vehicle traffic to non-vehicular traffic, implement ride-sharing programs, improve passenger and pedestrian handling capabilities at terminals, enhance public transit scheduling and real time connection information, expand park and ride capabilities, decentralize parking or other parking improvements, improve pedestrian and bike connections, and provide new loading/facilities and new/expanded services;
- b.** Promote alternative modes of transportation, such as private ferry systems, barges, air transportation, and passenger-only services, which could reduce need for expanded vehicle terminal facilities in the islands;
- c.** Work with WSF to refine and update the reservation system to enable users to obtain assured ferry space to best meet the needs of residents, commercial enterprises, and other users, to expand the reservation system to include Lopez and Shaw islands, and to support economic development;
- d.** Optimize fare collection techniques and explore fare pricing options for different customer types, including fares that address the needs of local residents, frequent users, visitors, and off-peak, off-capacity, and promotional fares;

- e. Explore targeted, route-specific strategies to reduce queuing congestion and smooth traffic flow at terminals, such as new traffic and dock space management techniques, parking, holding, and scheduling methods, and/or use of enhanced electronic and mobile user information applications and fare collection strategies that provide better customer service;
- f. Support data gathering and interpretation that provides real information upon which to base ferry operation and scheduling decisions;
- g. Promote and market the use of non-single occupancy vehicles, combined with transit enhancements;

Policy 26.12

San Juan County will take the following steps if ferry service falls below community needs and desires:

- a. Determine whether changes in available data indicate that ferry assets are being used most effectively, and recommend that WSF move towards further system investments; and
- b. Evaluate the goals and policies contained in the Land Use Element and Shoreline Master Program that affect the rate and amount of residential, commercial, recreational, and industrial growth allowed.

Policy T 16.13

Evaluate development for impacts on ferry service and terminal parking through the SEPA process, except for single-family residential proposals and other development proposals that do not require SEPA.

Policy T 16.14

Work with WSF to develop adequate ferry terminal parking.

Policy T 16.15

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

Policy T 16.16

Support WSF plans to transition to low-carbon fueling and request prioritization of San Juan Island ferry services to reduce fuel consumption and quiet ferries to reduce impact on all marine and aquatic species and habitats within the Islands.





Policy T 16.17

Support WSF plans to improve resiliency by planning for earthquakes and climate change.

Policy T 16.18

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

Goal T 17

Ensure coordination between Marine Facility and Land Transportation Planning and Improvements.

Policy T 17.1

County and state responsibilities for inter-island services and marine facilities 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 and associated parking areas;
- b. Provide marine facilities 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, and coordinate these facilities with potential passenger-only ferry service operations;
- c. Place emphasis on first providing adequate loading/unloading space on floats, and secondly 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;
- e. 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
- f. Work with the local utilities to improve service to all marine locations, where possible.

Policy T 17.2

Prioritize County Marine Facility projects as follows:

- a. Modifications and maintenance necessary for the safe usage of: (1) existing County marine facilities located on non-ferry served islands; (2) existing County marine facilities, located on ferry-served islands, which provide primary access to ferry-served islands from non-ferry served islands; and (3) other existing County marine facilities;
- b. New County marine facilities on non-ferry served islands without existing County marine facilities;
- c. Capacity improvements to existing County marine facilities located on non-ferry served islands;
- d. New County marine facilities located on ferry-served islands, which provide primary access to ferry-served islands from non-ferry served islands;
- e. Capacity improvements to other existing County marine facilities; and
- f. All other new or improved County marine facilities.

Policy T 17.3

Annually evaluate the condition, demand, and capacity of County marine facilities, in order to prioritize maintenance and capital improvement projects. Evaluate alternative means of increasing capacity or decreasing demand. Include in the evaluation the costs, benefits, and environmental impacts of expanding 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).

Policy T 17.4

Consider the impacts of sea level rise, and accompanying flood and erosion hazards, and opportunities to improve resiliency, when evaluating new development or maintenance of marine facilities.



Land Transportation Goals

Goal 18

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 Plan, and its subarea plans.

Goal 19

To maintain a public road system that is as safe and efficient as possible, while recognizing the importance of conserving the environmental qualities and rural character of island roads.

Goal 20

Design and facilitate multimodal transportation and provide intermodal connectivity and improved accessibility.

Goal 21

To follow the goals and policies adopted in the San Juan County ROSS Plan for active and recreational transportation facilities.

Goal 22

To increase education and outreach to improve bicycle and pedestrian safety, promote healthy lifestyles, and facilitate transportation alternatives which conserve energy, reduce greenhouse gas emissions, and reduce reliance on fossil fuels.

Goal 23

Adopt an ADA transition plan in accordance with Title II of the Americans with Disabilities Act.

Goal 24

Ensure that road classification, right-of-way designation, design and construction practices facilitate the overall transportation vision of San Juan County.

Policy T 24.1

Design County road ROW widths adequate to accommodate anticipated improvements, including utilities, franchise use options, communications infrastructure, and active transportation facilities, and to maintain the roadway. A minimum twenty-year planning period should be used for the purposes of anticipating needed improvements.

Policy T 24.2

Require dedications of road rights-of-way when discretionary use permits or land division approvals are sought by property owners.

Policy T 24.3

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

Policy T 24.4

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

Policy T 24.5

Consider the inventory of County road ends that abut shorelines, which is included in the San Juan County ROSS Plan, and evaluate on a case-by-case basis their potential for marine access, recreational or other uses. If appropriate, develop the shore access and ensure protection of neighboring private properties.

Policy T 24.6

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

Policy T 24.7

Support road designs that follow the goals and guidelines in the 1995 Scenic Road Manual until they are superseded by Council-adopted County road standards. Strive to preserve the significant scenic, rural quality of island roads, including the San Juan Islands Scenic Byway.

Policy T 24.8

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

Policy T 24.9

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

Policy T 24.10

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

Policy T 24.11

Consider the creation of a local improvement district to finance improvements consistent with the applicable activity center or subarea plan, when owners of property in activity centers desire road improvements that exceed County requirements



Policy T 24.12

Require an impacts assessment for large development projects, and prioritize projects that use low-impact techniques (such as traffic revision) that support long term sustainability.

Policy T 24.13

Prioritize projects providing connectivity of greenspaces, and multi-model transportation corridors between villages and hamlets.

Goal T 25

Ensure driveway approaches on county roadways, setback and maintenance practices support the overarching transportation vision for San Juan County.

Policy T 25.1

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

Policy T 25.2

Evaluate all new development to ensure that all structures meet minimum set back requirements from County road rights-of-way.

Policy T 25.3

Conduct maintenance of County transportation facilities by:

- a. Assigning first priority to maintaining major and minor collector roads;
- b. Keeping transportation facilities in a usable and safe condition;
- c. Supporting integrated control of noxious weeds within county road rights-of-way with environmentally responsible practices per SJCC 18.60.090; and
- d. Reducing the presence of noxious weeds occurring by controlling the spread of their seeds prior to mowing and reducing the spread of noxious seeds after mowing by sweeping and removing refuse from the roadway.

Goal 26

Ensure that those public transportation facilities and services necessary to support development, including but not limited to roads, are adequate to serve development at the time the development is available for occupancy and use, without decreasing current service levels below locally established minimum standards.

Policy T 26.1

Establish vehicle roadway and intersection LOS standards and response mechanisms for land transportation facilities and services which balance the needs of the community for land transportation with the impacts of those facilities and services.

Policy T 26.2

Adopt vehicle roadway LOS D as adequate for County collector roads.

Policy T 26.3

Adopt UGA intersection LOS D as adequate for Eastsound and Lopez Village key collector road intersections. Key collector road intersections are defined by the County Engineer.

Policy T 26.4

When a County collector road Annual Average Daily Traffic (AADT) exceeds the LOS D standard, perform a traffic study to evaluate alternatives to increase capacity and/or decrease demand and define an implementation schedule.

Policy T 26.5

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

Policy T 26.6

Adopt and enforce concurrency standards that would prohibit development approval if the development causes the AADT to exceed the LOS D standard or exceed intersection LOS standards unless adequate mitigation is proposed as part of the development.

Policy T 26.7

San Juan County development review for transportation concurrency will be focused on vehicle trip generation and LOS. Active transportation LOS and transit LOS standards are goals for public investment to help reduce both vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions.

Policy T 26.8

Active Transportation LOS Standards on the countywide Active Transportation Network are listed below:

- a. Green = Active transportation facilities exist with lower levels of traffic stress
- b. Yellow = Shoulder present OR low volume, low speed shared use roadway with higher levels of traffic stress
- c. Red = No safe active transportation user accommodation where called for in the Active Transportation Network

Policy T 26.9

Establish an annual monitoring program for transportation LOS, in which the Public Works Department will evaluate the demand and capacity of transportation concurrency facilities and other components of transportation management and will work cooperatively with the Planning Department to review the consistency of the six-year TIP with this Plan and the Growth Management Act. This monitoring program should include cooperation with the Town of Friday Harbor to analyze the correlation between traffic volume increases on County roads and on town streets.

Policy T 26.10

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

Goal T 27

Ensure adequate parking is provided for Island residents and visitors.

Policy T 27.1

Encourage the development of community parking facilities in all areas designated as activity centers in County land use and subarea plans. Shared parking among separate facilities should be encouraged, where feasible.

Policy T 27.2

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.

Policy T 27.3

All major transportation facilities should include adequate off-street parking areas.



Goal T 28

Plan for and develop a comprehensive Active Transportation Network across the San Juan Islands where feasible.

Policy T 28.1

Safe facilities and programs for use of bicyclists, (standard bicycles and motorized bicycles) should be developed by the County and addressed in updates to the ROSS plan.

Policy T 28.2

The County and its economic and community development partners should:

- a. Require that moped vendors provide and enforce the use of protective headgear when required by State law, and give written and oral instruction regarding the safe operation of mopeds, as part of a land use project permit approval;
- b. Identify other ways to foster recognition of rights and responsibilities in the use of County roads by both motorists and cyclists;
- c. Sweep road shoulders regularly to facilitate safe use by cyclists and mopeds;
- d. Encourage WSF to load and unload bicyclists and mopeds in a safe and efficient manner;
- e. Include parking facilities for bicycles and mopeds at public transportation facilities, and encourage commercial developments and other traffic generators to provide parking facilities away from pedestrian paths;
- f. Promote the enforcement of road rules and speed limits and educate the public on how to share the road safely, and
- g. Evaluate the potential to improve safety by implementing road design changes on high-use or other County road segments with unique characteristics, taking into account legality, usage, season, events and practicality.



Goal T 29

Encourage the development of public and private transit and shuttle services in San Juan County to improve mobility and quality of life and increase transportation options for both residents and workers.

Intergovernmental and Regional Coordination Goals

Goal T 30

Plan, prioritize, and finance transportation improvements in coordination with portions of local, regional, and state transportation plans.

Policy T 30.1

Work with the Governor, Legislature, and WSF to prioritize the San Juan Islands for construction of new ferries to modernize our aging fleet, ensure reliable ferry service, and benefit our waters and whales.

Policy T 30.2

Coordinate with the Town of Friday Harbor to ensure consistency with the CPP for Transportation Facilities and Strategies adopted in Appendix 2 of this Plan and to facilitate integration of the transportation system.

Policy T 30.3

Coordinate with the Town of Friday Harbor, Port of Friday Harbor and the WSDOT to plan fair share financial contributions to transportation improvements needed to mitigate regional or island-wide transportation impacts consistent with The Town of Friday Harbor Transportation Element Goals.

Policy T 30.4

Coordinate with the Town of Friday Harbor on cooperative funding of road improvements within the Town of Friday Harbor and the Friday Harbor Urban Growth Area Consistent with the Friday Harbor Transportation Element Goals.

Policy T 30.5

Cooperate with WSDOT, the Town of Friday Harbor and the Port of Friday Harbor during the development of aviation facilities consistent with the Town of Friday Harbor's Comprehensive Plan - Air Transportation Policies.

Goal T 31

Identify common regional transportation issues and work cooperatively with other agencies, jurisdictions, and regional organizations to develop solutions to transportation system challenges.

Policy T 31.1

Identify and encourage the development of transportation projects that have local and regional benefits and cost-sharing efficiencies.

Policy T 31.2

Inform regional government cooperative agencies and adjacent RTPOs of San Juan County's transportation needs and identify coordination issues to develop planning goals, policies, and plans that address regional transportation issues.

Policy T 31.3

Coordinate with Skagit County to support the continued provision of ferry service between Anacortes-San Juan Islands and Vancouver Island, B.C.

Policy T 31.4

Coordinate with other jurisdictions, public transit providers, agencies, and other entities, to promote multimodal travel options and promotions that provide alternatives to the single passenger vehicle.

Policy T 31.5

Coordinate with WSF, the Skagit Council of Governments (SCOG), and the Whatcom Council of Governments to improve intermodal connectivity between public transit operations on the mainland and WSF ferry service.

Policy T 31.6

Coordinate with transportation planners in Whatcom, Island and Skagit counties and Canada to develop compatible transportation recommendations that facilitate the efficient transportation of people, goods, and services, in order to strengthen the local and regional environment and economy.

Policy T 31.7

Collaborate with adjacent jurisdictions and regional interests to lobby for legislation and funding to solve regional transportation issues and for the provision of beneficial state transportation facilities and services.