

COMPREHENSIVE PLAN

SECTION B, ELEMENT 6

TRANSPORTATION

October 21, 2016
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"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. Expansion or new construction of basic public transportation facilities occurs only on the basis of demonstrated local public need. Advanced interactive communication systems are encouraged."

ELEMENT 6

TRANSPORTATION

TABLE OF CONTENTS

6.1 INTRODUCTION

6.1.A Purpose and Background3

6.1.B Level of Service Standards and Concurrency5

6.1.C Relationship to Plan Elements, Consistency with Adjacent Jurisdictions and Regional Plan Coordination.....6

6.2 GENERAL TRANSPORTATION GOALS AND POLICIES

6.2.A General Goals and Policies6

6.2.B Transportation Financing Goals and Policies8

6.2.C General Level of Service (LOS) Goal and Policies12

6.2.D Communications and Information Technology Goals and Policies12

6.2.E Materials Transport Goals and Policies13

6.3 AIR TRANSPORTATION GOALS AND POLICIES

6.3.A Goals and Policies14

6.4 MARINE TRANSPORTATION GOALS AND POLICIES

6.4.A General Policies16

6.4.B Policies Related to the Washington State Ferry System17

6.4.C Policies for County Docks, Barge Landing Sites, Ramps and Associated Parking Areas22

6.5 LAND TRANSPORTATION GOALS AND POLICIES

6.5.A Policies for Road Classification, Right-of-Way, Design and Construction25

6.5.B Policies for Driveway Approaches to County Roads, Setbacks, and Maintenance26

6.5.C LOS Policies for Land Transportation27

6.5.D Policies for Private Roads28

6.5.E Policies for Parking29

6.5.F Policies for Mopeds29

6.5.G Policies for Transit30

6.6 INTERGOVERNMENTAL AND REGIONAL COORDINATION GOALS AND POLICIES31

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

6.1 INTRODUCTION

6.1.A PURPOSE AND BACKGROUND

The purpose of the Transportation Element is to establish goals and policies which 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 and Vision Statement. It establishes direction for development of regulations for transportation systems and for facilities and transportation improvement programs now and through the year 2030. The goals and policies in the Transportation Element are based upon the community vision, the 2021 travel forecasts and other information provided in Appendix 6, and other applicable transportation plans that address nonmotorized trails development for pedestrians, equestrians and bicyclists.

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. Appendix 6, Transportation of this Comprehensive Plan includes inventories of the existing air, marine and land transportation system. A consultant, Transpo Group, evaluated the available population and vehicular data to prepare projected growth rates to 2021 which were used to assess transportation facility and service demand and capacity. The transportation analysis includes a ten-year forecast of impacts to the transportation system and state-owned transportation facilities consistent with land use and growth assumptions. Factors affecting the existing level of service (LOS) and recommended LOS for the various facilities was presented by Transpo Group in the following series of memos dated June 16, 2010:

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

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

Appendix 6 also includes a discussion of demand management transportation 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.

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

Many state and federal transportation regulations and programs require accommodation of or encourage the development of nonmotorized transportation facilities and connections as part of an integrated

transportation system. Starting with the federal government and working down to state, regional and county levels, the acceptance of the need to design facilities to accommodate pedestrians, equestrians, bicyclists and hand and wind powered marine vehicles has become a legislative directive for local and county government, including San Juan County.

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

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

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

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

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

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

In addition, another San Juan County plan referenced in the Transportation Element is the San Juan County Coordinated Human Services Transportation Plan. 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 development of this Transportation Element and related transportation plans have included extensive public participation processes. In addition, the results of the Council on Economic Development's Transportation Summit and subsequent work by the County's Critical Needs Task Force which was organized with the support of the San Juan Community Foundation helped to shape the County's development of recent transportation plans.

Organization

The Element is organized to first outline the overriding goals and objectives for all forms of transportation then provides specific goals and policies for air, marine, and land transportation systems, and 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.

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

6.1.B 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 level of service (LOS) standards. LOS standards measure the capacity of capital facilities and services which are 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 the San Juan County road transportation systems are based on the physical capacity of the facility or service and development projections.

Concurrency

Consistent with GMA requirements, the County adopted development regulations which prohibit development approval if a development causes 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.

6.1.C 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 and to guide intergovernmental and regional and international coordination 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. 120–199 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 Comprehensive Plan. Consistency between this Comprehensive Plan and the Town of Friday Harbor Comprehensive Plan including Chapter 5, Transportation Element is required by the GMA. San Juan County is not a member of a RTPO; however, the County coordinates with the Whatcom and Skagit-Island RTPOs on regional planning issues.

6.2 GENERAL TRANSPORTATION GOALS AND POLICIES

The general goals and policies apply to all transportation modes.

6.2.A General Goals:

1. To develop and maintain a safe, reliable, economically feasible, locally, regionally and internationally integrated transportation system that reflects the desires and preferences of County residents, supports economic vitality and preserves the rural character, scenic road way features and aesthetics of island communities and the natural, social, and economic environment of San Juan County.
2. To develop a transportation system that corresponds to and is consistent with patterns of land development envisioned in adopted land use plans and:
 - a. Addresses the complex transportation demands of current land use patterns and prioritizes service to the Urban Growth Areas, accommodates the needs and priorities of residents and

businesses while meeting the basic transportation needs of all islands in the County including non-ferry served islands;

- b. Enhances the character of the County as a single community of islands while maintaining the individual character of each island;
- c. Directs 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;
- d. Minimizes noise generated by transportation facilities and travel modes associated with them;
- e. Provides a variety of transportation modes including air, marine and land (including nonmotorized transportation options), and provides for efficient intermodal connections;
- f. Provides a safe and efficient network of trails for bicyclists, equestrians, pedestrians, nonmotorized marine traffic and encourages nonmotorized transportation as a viable, healthy, non-polluting alternative to single-occupancy vehicles;
- g. Supports the promotion and enhancement of tourism, recreation, special events, scenic byway programs and diverse economic activities or opportunities;
- h. Facilitates the development of privately and/or publically funded projects to address specific transportation needs and challenges, where appropriate;
- i. Promotes modes of transportation and multi-modal connections that support active and healthy communities and mobility for all users;
- j. Encourages energy conservation and the use of low impact development techniques when physically and economically feasible in the development of transportation systems and facilities;
- k. Encourages development of transit system facilities and services that can reduce the reliance of visitors and residents on single occupancy vehicles; and
- l. Coordinates transportation and emergency management services planning.

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

1. Promote active citizen participation in the development and implementation of this Element.
2. Recognize the needs and desires of residents of each island in making decisions regarding transportation facilities and their operation for that island.
3. 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.

4. 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.
5. Explore ways to promote transportation modes that may decrease demands for increased automobile traffic capacities on roads and ferries.
6. Prevent the consideration and development of bridges and tunnels between islands and from the mainland.
7. Identify, develop and implement cross border transportation routes in addition to those established by Washington State Ferry Service.
8. Consider the risk of sea level rise in expenditures of public funds for transportation infrastructure.

6.2.B Transportation Financing Goals and Policies

Section II in Appendix 6 of this Comprehensive Plan addresses transportation financing strategies for the 2012 - 2032 planning period. It also includes an inventory of funding sources and levels for capital projects, an analysis of the County's funding capabilities and a copy of six-year Transportation Improvement Program (TIP) prepared by Public Works. The TIP identifies specific projects and funding sources for both road and nonmotorized projects. Public Works also creates an annual road plan (ARP) that includes the Public Works projects budgeted for and approved by the County Council.

Funding and financing options for rustic and bike (non right-of-way) trail development are addressed in the San Juan County Parks, Trails, and Natural Areas Plan and Nonmotorized Plan. Trail projects are selected from a 20-year long-range project plan for inclusion on the County's six-year capital facilities plan (CFP) and Parks Department budget. Financing goals and policies for transit services and mobility coordination are addressed and prioritized in the 2010 SJC Health and Human Services Coordinated Transportation Plan and implemented through inclusion in the Health and Human Service Department's budget.

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

Goals:

1. To assure that public transportation facilities provided by the County are within the ability of the County to fund.
2. To develop funding, budgeting and operational strategies that can be implemented over the planning period that create sustainable transportation funds, balance expenses with available revenue and preserve appropriate cash reserves.
3. To consider the use of appropriate methods of transportation financing when necessary to meet community transportation needs.

4. To include funding from the Public Works road fund budget for nonmotorized projects in each of the six-year transportation improvement programs.
5. To encourage public-private cooperation and partnerships to reduce barriers to maintaining and improving transportation facilities and services.
6. To coordinate with the Town of Friday Harbor, Port Districts and the Washington State Department of Transportation to plan fair share financial contributions to transportation improvements needed to mitigate town, regional, County, or island-wide impacts.
7. To 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.
8. To work with state and federal agencies to increase marine traffic from the Gulf Islands, Canada.
9. To work with state and federal legislatures to create additional ports of entry on Lopez and Orcas islands.
10. To obtain transportation planning grants for a dock utilization study and the development and adoption of updated engineering and design standards and/or other transportation planning needs.
11. To consider partnering with the Port Districts on future development projects.
12. To consider funding for marine based projects.

Policies (6.2.B.1-8):

The County should:

1. Prepare a six-year Transportation Facilities Plan in accordance with Chapter 36.81, RCW. The County Engineer should propose which roads, docks, boat ramps, barge landing sites, log dumps, mooring buoys, and road right-of-way trails should be improved based on priority rating systems established for these facilities (see Appendix 6).
2. Develop a rating system based upon the Public Works Department in consultation with the Planning, Parks, Land Bank, and Sheriff's departments and other interested parties to rank priorities for County transportation projects other than roads such as (docks, boat ramps, barge landing sites, log dumps, mooring buoys, and pedestrian, equestrian and bicycle trails).
3. Organize the six-year Plan in two three-year periods. Consideration of needed projects and their design should be managed as follows:
 - a. Projects should be identified early in the plan period for public discussion and County study of needs and desirability.
 - b. Public discussion and County study of project design should occur in the later *Plan* period. The County Council should submit the six-year *Plan* to the Planning Department and Planning

Commission for review and recommendation regarding its relationship to policies and regulations of adopted County plans at least 45 days before the Council is scheduled to adopt it. A copy of the recommendation should be provided to the Public Works Director for comment before Council action.

4. Allocate County road funds in the following order of program priority:
 - a. Debt service;
 - b. Maintenance and preservation of County transportation facilities; and
 - c. Engineering and construction of improvements.
5. Rank County transportation facilities and services that require improvements using a priority rating system which allots additional points for projects financed cooperatively. In addition, the County should
 - a. Allow County roads to be improved by others with approval from the County Engineer,
 - b. Cooperatively finance transportation facility and service improvements with land developers. The amount of financial assistance should be based on a proportionate amount of increase in traffic volumes attributable to the development project.
 - c. Consider 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.
 - d. Coordinate efforts with the Town of Friday Harbor for cooperative funding of road improvements within the Town and its urban growth area.
 - e. Seek to minimize regulatory impediments to investment in commercial transportation facilities by conducting a code review process and making needed code amendments.
6. Require that the estimated cost of providing those public transportation facilities which are the responsibility of the County not exceed conservative estimates of revenues from sources that are available to the County pursuant to current statutes. Conservative estimates need not be the most pessimistic estimate, but cannot exceed the most likely estimate.
7. Have the costs of needed transportation improvements be borne by both existing and future development. For the purposes of this Comprehensive Plan, "existing development" means development which has occurred and "future development" means development which has not yet occurred. Financial responsibilities should be implemented as follows:
 - a. Existing Development
 - (1) Financial responsibility includes:
 - i. transportation improvements that reduce or eliminate existing deficiencies; and

- ii. some or all of the replacement of obsolete or worn out facilities, including a portion of the cost of transportation improvements needed by future development.
 - (2) Sources of funds should be utilized in the following order of priority: state transportation taxes, grants, and real property taxes. User fees, charges for services, and special assessments should only be utilized if all of the above-listed available sources have been exhausted.
- b. Future Development
 - (1) Financial responsibilities include:
 - i. Providing a fair share of the costs of capital improvements needed to address the impact of future development; and
 - ii. Providing a portion of the cost of the replacement of obsolete or worn out facilities.
 - (2) Financial responsibilities do not include payment of impact fees for the portion of any public facility that reduces or eliminates existing deficiencies.
 - (3) 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.
 - (4) 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 described in Policy 7.a, above.

c. Existing and Future Development

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

- 8. Revise the Comprehensive Plan to adjust for the lack of such revenues in the event that revenues identified as necessary for the provision of adequate transportation facilities and services are 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 quality 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.

6.2.C General Level of Service (LOS) Goal and Policies

Goal:

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

Policies (6.2.C.1-5):

1. Assign LOS standards to provide a basis upon which to evaluate public transportation facilities adequacy which over-time are measurable, understandable, and appropriate to the services and/or facilities being considered.
2. Identify transportation LOS standards and response mechanisms which balance the need for the facility or service with the possible environmental, economic and aesthetic impacts of those facilities and services.
3. Establish a monitoring program for transportation LOS, in which the Public Works Department will annually evaluate demand and capacity of transportation concurrency facilities and other components of transportation management, and will work cooperatively with the Planning Department to review on a three-year basis the consistency of the six-year transportation facilities plan with this Comprehensive 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.
4. Require concurrency in accordance with the goals and policies of this Element. For the purposes of this Element, "concurrent with development" means that improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years.
5. Encourage County departments to work together and coordinate with other jurisdictions to develop a comprehensive level of service standard that includes nonmotorized and transit services.

6.2.D Communications and Information Technology Goals and Policies

Goal:

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

Policies (6.2.D.1-7):

1. Promote the use of telecommunications meetings and telecommuting to work to alleviate the need for additional traditional transportation facilities.
2. Evaluate County operations to identify opportunities for enhanced use of telecommuting and teleconferencing.
3. Encourage the development of county-wide high speed broadband service with priority in the Urban Growth areas, Town of Friday Harbor and business centers.
4. Encourage and support the development of, or expansion of the County's data networking infrastructure to minimize reliance on vehicular travel.
5. Coordinate with local libraries, Skagit Valley College and other entities to share telecommunication resources.
6. 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 nonmotorized travel options.
7. Utilize broadband technology and information systems to help create markets for locally produced agriculture, trade, manufactured and intellectual goods or services.

6.2.E Materials Transport Goals and Policies

Goal:

To limit activities which encourage the external and internal transportation of hazardous materials or dangerous good in a frequency or manner which could compromise the 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.

Policies (6.2.E.1-6):

1. Support strategies that address the risk of major fossil fuels and/or material spills that could occur with increases in transport vessel traffic.
2. Discourage 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.
3. Ensure that transportation of hazardous materials or dangerous goods generated or used within the County will meet established state and federal guidelines and oppose the transportation of other hazardous materials or dangerous goods that could endanger San Juan County's economy, public health, safety or water quality.

4. Improve the level of emergency preparedness for fossil fuel and material spills and other disasters by working with 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 the use of Best Achievable Protection Methods and Best Achievable Technologies.
5. Encourage 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.
6. Advocate for the assignment of permit conditions on bulk shipping facility development project permits 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.

6.3 AIR TRANSPORTATION GOALS AND POLICIES

An inventory of aviation facilities and services 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 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 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 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, and the public, in anticipating and responding to land use, safety and noise concerns.

3. Moderate 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;
 - c. Encouraging consideration of the effects of noise, light, vibration, 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.
4. 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 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.
5. Work to ensure that all existing public use airports including land and sea bases are identified as essential public facilities.

6.4 MARINE TRANSPORTATION GOALS AND POLICIES

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

Goals:

1. To recognize that marine transportation systems are essential facilities that 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 and tourism in island communities and providing a major draw for State tourism.

2. To recognize the environmental, economic, and social conditions of the islands as primary factors in the management of transportation facilities and services.
3. To establish LOS standards and encourage the use of demand management strategies to contain capital expenditures.
4. To promote state transportation plans that would provide long-term sustainable funding of state ferry routes that link the County to the mainland and Canada.
5. To enhance the County's working relationship with the WSF and other transportation providers.
6. To inform the WSF and other state entities of the travelling needs of County residents and propose priority solutions.
7. To encourage the development of public and private sector marine transportation services and facilities that improve multi-modal transportation options and connectivity.
8. To increase marine traffic to Eastsound Urban Growth Area and the Lopez Village.
9. To provide public dock facilities on Shaw Island and other outer islands, if necessary.

6.4.A General Policies (6.4.A.1-10):

1. 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 island identities;
 - c. Provide better access to and among the islands served by County roads, docks, barge landing sites and ramps;
 - d. Provide parking and dock facilities on ferry-served islands to meet the needs of outer island residents; and
 - e. Encourage the development of privately owned and operated passenger-only ferries that would provide transportation between the County islands and mainland and Canadian destinations.
2. Establish and maintain a minimum of one barge landing site and facility when essential to the public wellbeing on each island, particularly non-ferry served islands, to address the special freight mobility needs of agriculture, forestry and other essential island businesses.
3. Support the development of one log dump on each island if needed to address the freight mobility needs of the forestry industry.

4. Consider the need for alternative modes of transportation such as private marine passenger-only service and barges and encourage the development of direct connections to mainland intermodal transportation hubs.
5. Promote planning for and the development of intermodal connections between marine transportation services and facilities and land based transportation systems to improve mobility and accessibility.
6. Update, gather and interpret data on the use characteristics of marine transportation facilities and services to measure changes in level of service, and design and implement demand management strategies as needed.
7. Support improvements to marine transportation facilities and services that address the non-peak period needs of residents, businesses and visitors to improve the economic and social quality of island life.
8. Encourage delivery of an optimum state of ferry service for County residents and the business community at maximum efficiency and lowest cost.
9. Prohibit use of personal watercraft such as jet skis in the waters around and in San Juan County.
10. Consider direct marine access or expanded transportation service facilities in Eastsound, Lopez Village, Shaw, Waldron and other additional islands.

6.4.B Policies Related to the Washington State Ferry System. (6.4.B.1-18):

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

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

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

Policies (6.4.B.1-18):

1. Consider the following primary factors while planning and developing marine transportation systems:
 - 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.
 - e. Washington State ferry routes are the primary economic routes for San Juan County.
2. Work with the state and federal government to encourage:
 - a. The long-term, sustainable funding of WSF service levels and capital funding for on-going 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 Orcas and Lopez Island ferry terminals including priority funding to expedite development of a lot on Department of Transportation property located in Orcas Village; and
 - d. The dedication of funding needed to improve off-loading of passengers and vehicles especially at the terminal located in the Town of Friday Harbor.
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 the WSF and the Washington Transportation Commission.
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 which reflect local needs.
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 recommendation to amend WAC 468–300–700 to the Washington State Transportation Commission.

6. Coordinate with WSF, other regional transportation systems entities, and community transportation partners and providers to promote non-vehicular traffic on ferries to spread demand and moderate increased demands on terminal facilities and County roads. To accomplish this, the County should 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 and on County roads and Town streets;
 - c. Solicit resources to improve schedules and transit connections at ferry terminals and coordinating with Skagit Transit and other transit providers; and
 - d. Promote development of improved pedestrian and bike 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 regarding scheduled services and costs and on adjustable displays 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 parking 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 encourage refinements in the ferry level of service, its methodology and standards and response mechanisms to ferry capacity and service issues.
10. Adopt WSF's level of service standard, Level 2 for ferry service which is based upon the daily percent of sailings at full vehicle capacity and is fully described in Section B of Appendix 6 of this Comprehensive Plan. Level 2 LOS indicates whether or not ferry assets are being used efficiently and when the LOS is exceeded, additional investment would be considered.
11. Adopt WSF LOS Level 2 for ferry service for consistency with the WSF 2030 Long-Range Plan although the WSDOT does not identify the Anacortes to San Juan Islands ferry route as a highway of statewide significance and concurrency requirements are not mandated.
12. Work with the WSF and other transportation providers to implement demand management strategies outlined in the WSF 2030 Long-Range Plan and other local plans addressing non-motorized transportation and take the following steps:
 - a. Re-evaluate the ferry LOS standard to determine if changes in available data, suggest that revisions of the LOS standards are appropriate. If changes are appropriate, amend this Element to revise the level of service standards.
 - b. 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 demand and improve the operation and efficiency of the ferry system. These strategies may include, but are not limited to those outlined in the WSF 2030 Long-Range Plan and identified by the County, including taking steps to:
 - (1) Shift the demand from vehicle traffic to non-vehicular traffic, implement a vehicle reservation system, 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, provide new loading/facilities and new/expanded services.
 - (2) Promote alternative modes of transportation such as private ferry systems, barges, air transportation, passenger-only service especially the location of a passenger ferry terminal at Bellingham which offer substantial benefits to island residents and, by encouraging passenger traffic, could reduce need for expanded vehicle terminal facilities in the islands, *etc.*
 - (3) Work with WSF to establish a reservation system that will enable users to obtain assured ferry space and that best meets the needs of residents, commercial enterprises, and other users, and supports economic development.
 - (4) 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.
 - (5) Explore targeted, route-specific strategies to reduce traffic flow and smooth queuing congestion at terminals such as new traffic and dock space management techniques, parking,

holding, and scheduling methods, use of enhanced electronic and mobile user information applications and fare collection strategies that provide better customer service.

- (6) Support data gathering and interpretation that provides real information on which to base ferry operation and scheduling decisions.
- (7) Promote and market the use of non-single occupancy vehicles combined with transit enhancements.
- (8) Market tourism events and programs during times of greater ferry capacity and supporting promotional fares to spread demand to non-capacity sailings.

13. Take the following steps if ferry service falls below LOS 2:

- a. Re-evaluate the LOS standard to determine if changes in available data indicate that ferry assets are being used most effectively and recommend that WSF move towards further system investments.
- 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.

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

15. Work with WSF to evaluate the effects that demand management strategies from the WSF 2030 on ferry terminal parking issues and work together to consider the costs, benefits, environmental and land impacts associated with the creation of additional parking capacity located either on-site at the ferry terminal or at remote locations if demand management strategies are not effective in reducing parking congestion issues.

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

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

18. 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.

6.4.C Policies for County Docks, Barge Landing Sites, Ramps and Associated Parking Areas (6.4.C.1- 10):

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

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

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

Policies (6.4.C.1-9):

1. County and state responsibilities for inter-island services and 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 docks, barge landing sites, ramps and associated parking areas.
 - b. Provide public docks, barge landing sites, ramps and parking areas 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 load/unload space, and secondly on 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 load/unload 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 (load/unload floats) at ferry terminals designed to improve access to the terminals from islands not served by ferries.
 - g. Work with the local utilities to improve service to all marine locations 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.
 3. Prioritize County dock projects as follows:
 - a. Modifications and maintenance necessary for the safe usage of existing Type 2 County Docks. Type 2 County Docks are those County docks located on non-ferry served islands;
 - b. Modifications and maintenance necessary for the safe usage of existing Type 1 County Docks. Type 1 County Docks are those County docks, located on ferry-served islands, which provide primary access to ferry-served islands from non-ferry served islands;
 - c. Modifications and maintenance necessary for the safe usage of existing Type 3 County Docks. Type 3 County Docks are those County docks located on ferry-served islands which are primarily used for recreational purposes or are used for access between ferry-served islands;
 - d. New Type 1 County docks within service areas which have no existing County dock pursuant to the LOS policies for County docks;
 - e. Capacity improvements to existing Type 1 County docks pursuant to the LOS policies for County docks;
 - f. New Type 2 County docks within service areas which have no existing County dock pursuant to the LOS policies for County docks;
 - g. Capacity improvements to existing Type 2 County docks pursuant to the LOS policies for County docks; and
 - h. New or improved Type 3 County docks.
 4. Establish LOS C as adequate for existing and new Type 1 County docks and LOS D as adequate for existing and new Type 2 County docks. Dock level of service is addressed in section B.4 of Appendix 6 of this Comprehensive Plan.
 5. For islands and locations where no County dock currently exists, establish LOS F as adequate. Annually evaluate demand and capacity of County docks, and review the LOS standards and capital needs every three years as part of the development of the six-year transportation facilities plan.

6. When the level of service for existing and new County docks falls below the LOS standards in Policy 4, above, initiate the following response mechanisms:
 - 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.
8. Provide parking at Type 1 County docks where appropriate and necessary. 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, mopeds, and transit service. Levels of service standards for County roads are established 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 land development goals and policies expressed in the Land Use Element of this Comprehensive *Plan*, its subarea plans.

2. To maintain a public road system that is as safe and efficient as possible while recognizing the importance of conserving environmental and scenic qualities of island roads.
3. To facilitate diverse modes of transportation and provide intermodal connectivity and improved accessibility.
4. To follow the goals and policies adopted in the San Juan County Parks, Trails and Natural Areas Plan and Nonmotorized Plan for nonmotorized and recreational transportation
5. To increase education and outreach to improve bicycle and pedestrian safety and healthy lifestyles.
6. To encourage transit providers to provide and expand transportation services that support the needs of local residents and visitors.

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

Road Classification

1. Classify all County roads as major collectors, minor collectors or local access roads as shown on the road classification maps adopted as part of this Comprehensive Plan in Appendix 6.
2. Establish a prioritized on-going traffic count program for County roads. Local access road counts should be monitored to ensure that traffic volumes do not exceed road design capacities.

Right-of-Way

3. Make County road rights-of-way widths adequate to accommodate anticipated improvements, including utilities, franchise use options, telecommunications infrastructure, and nonmotorized transportation facilities, and to maintain the roadway. A minimum twenty-year planning period should be used for the purposes of anticipating needed improvements. The County should:
 - a. Obtain dedications of road rights-of-way when discretionary use permits or land division approvals are sought by property owners; and
 - b. Ensure coordination between Planning, Public Works, Parks, Land Bank, trail organizations such as the San Juan Island Trails Committee, Orcas Pathways, Lopez Community Trails Network, and other local, state and federal partners during the planning, development, and maintenance of nonmotorized transportation projects.
4. Refrain from vacating public road rights-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.
5. 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.

6. Consider the inventory of County road ends which abut shorelines that is included in the 2010 San Juan County Parks, Trails and Natural Areas Plan and Nonmotorized Plan and evaluate their potential for recreational or other uses.

Road Design and Construction

7. Develop and adopt County road standards that meet minimum WSDOT and other applicable agency requirements. The standards should protect rural character, provide for safety, the types and intensities of land uses to be served, volumes of traffic and transportation modes to be accommodated, and planning principles contained in the 1995 Scenic Road Manual. These principles include the design and planning guidelines addressing the protection of rural character and aesthetics.
8. Support road designs that follow the goals and guidelines in the 1995 Scenic Road Manual until they are superseded by Council adopted road standards described in item 7 above. While safety of County roads is a primary concern, the design, construction, and maintenance of roads and right-of way trails should minimize adverse impacts on the scenic character of roadways that is provided by roadside trees, brush and terrain, the routes themselves and vistas from them.
9. Prevent the construction of public or private roads through areas designated Natural or Conservancy in the San Juan County Shoreline Master Program where a feasible alternative exists.
10. 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.
11. Include a thorough public participation program and interdisciplinary teams advisory to the County Engineer as early as practicable in the planning and design phases of major projects. Adjacent property owners and other affected persons should be represented on interdisciplinary teams.
12. Strive to preserve the significant scenic, rural quality of island roads including the San Juan Island Scenic Byway.
13. Establish alternative design standards for roads on non-ferry served islands that meet the specific transportation needs of these islands.
14. 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, such as sidewalks and curbs.
15. Consider using low impact development techniques when physically and economically feasible.

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

1. Hold the number of driveway approaches to County roads to a minimum to improve traffic safety and minimize maintenance expenses.
2. Ensure that all structures are setback from road rights-of-way in order to maintain the rural and scenic character of County roads and provide for underground utilities.

3. Conduct maintenance of County transportation facilities by:
 - a. Keeping its transportation facilities in a usable and safe condition.
 - b. Assigning first priority to maintaining major and minor collector roads.
 - c. Reduce the number of noxious weeds occurring over the long-term by minimizing to the extent that safety allows clearing of vegetation, particularly trees, in road rights-of-ways. Scheduling clearing should be coordinated with the tourism season in mind. Develop and implement programs as legally required under Chapter RCW 17.10 and Chapter WAC 16.750 to remove noxious weeds, control the spread of their seeds prior to mowing and reduce the spread of noxious seeds after mowing by sweeping and removing refuse from the roadway.
 - d. Do not use herbicides, pesticides, toxic substances or other chemicals for weed control or other purposes in road rights-of-way.

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

1. Establish 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.
2. Establish LOS standards for collector roads and UGA and Activity Center Intersections based upon Average Annual Daily Traffic (AADT) volumes. For San Juan County, the maximum AADT levels are provided in Appendix 6, Transportation of this Comprehensive Plan.
3. Establish LOS D as adequate for County collector roads. LOS D can be described as that condition during the peak hour when average vehicle operating speeds drop to 35 miles per hour, platoon sizes are typically 5-10 vehicles, and 75 percent of the motorists are delayed by congestion or slower vehicles. For Urban Growth Areas and Activity Centers, conduct intersection studies to determine the current LOS and evaluate future needs.
4. Initiate the following response mechanism when a County collector road falls below LOS D, based on the AADT:
 - a. Perform a traffic study to evaluate a collector road outside of an activity center by calculating the LOS using the methods described in the most current edition of the Highway Capacity Manual, and data for the specific section of a collector road outside of an activity center;
 - b. 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. If changes are appropriate, amend this Element to revise the LOS standards. Identification of how new data or changes in community needs or desires make changes appropriate should accompany any proposal to amend this Element;
 - c. Initiate an evaluation of alternatives for increasing capacity and/or decreasing demand. The alternatives considered should:

- (1) include demand management strategies and other non-structural improvements,
 - (2) be cost effective,
 - (3) not significantly increase adverse impacts of the transportation facility on surrounding land uses or the natural environment,
 - (4) be consistent with the goals and policies of this Element and the other elements of the Comprehensive Plan, and
 - (5) include the evaluation of 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;
- d. Begin implementation of an appropriate mix of capacity improvements and/or demand management strategies to bring the facility(s) back to a level identified as adequate by this Element within one year.
5. Adopt and enforce concurrency standards which would prohibit development approval if the development causes the level of service for the collector roads to decline below the standard adopted in Policy 3, *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 4, *above*.
 6. Develop specific LOS standards for collector roads when needed inside of urban growth areas or activity centers as part of the planning for individual activity centers.
 7. Do not require concurrency for any other land transportation facilities.

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

1. Private roads should not be incorporated into the County road system unless public benefits are substantial and design standards met.
2. Establish standards for private roads in accordance with the following:
 - a. Establish private road standards to provide adequate vehicular safety, low maintenance, and meet anticipated vehicular demand.
 - b. Require private roads to minimize environmental impacts and maintain the scenic character of island roads.
 - c. Subject roads developed as part of land development or new subdivisions to maintenance agreements when necessary.
 - d. Consider adoption of lesser road standards for islands not served by ferries.

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

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

1. Encourage the development of community parking facilities in all areas designated as activity centers in County land use plans. Shared parking among separate facilities should be provided if other applicable parking requirements allow.
2. Provide off-street parking areas open to the public where they would serve transportation facilities 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.
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.
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.
7. All parking areas associated with new public or private development should:
 - a. Include safe ingress and egress;
 - b. Be screened or well setback from roads;
 - c. Reflect adequate design for ease of use;
 - d. Provide for the physically impaired; and
 - e. Provide for alternative forms of transportation.

6.5.F Policies for 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.
4. Encourage WSF to unload mopeds in a safe and efficient manner.

6.5.G Transit Goals and Policies:

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

Goals

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

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

1. 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 target populations;
 - b. Increase accessibility to transportation services; and
 - c. Create additional organizational capacity to sustain implementation of community identified transportation needs.
2. Support the work of community transportation partners such as San Juan Community Services, Senior Services, Family Resource Centers, San Juan Friends and Neighbors Program, SJ Rideshare, social service organizations and private transportation providers to evaluate public transit needs, further identify opportunities for service coordination and implement actions described in the 2010 San Juan County Coordinated Human Services Transportation Plan.

3. Encourage the development of transportation services that meet the needs of the community, especially individuals with lower incomes, seniors, persons with disabilities, and veterans.
4. 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.
5. Explore and support the collaborative efforts of community organizations, state and federal partners, and transportation providers to provide cost effective service delivery, increase capacity to serve unmet needs, improve mobility and the quality of transportation services.
6. 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.
7. Leverage community resources to obtain appropriate state and federal funding for transit projects that address both year-round and seasonal transit challenges.
8. 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 2010 Health and Human Services Transportation Plan.
9. Support private and nonprofit efforts to address seasonal tourism travel peaks through the development of transit alternatives.

6.6 INTERGOVERNMENTAL AND REGIONAL COORDINATION GOALS AND POLICIES

San Juan County and the Town of Friday Harbor adopted County-wide Planning Policies (CPPs) in Appendix 2 of this Comprehensive Plan. These CPPs include policies for Transportation Facilities and Strategies that foster alignment of transportation planning priorities and strategies affecting the Town and County. Alignment with the Town of Friday Harbor Comprehensive Plan Transportation Element and subarea plans of this Comprehensive Plan is important for intergovernmental coordination of transportation services and facilities. Consistency with the transportation goals and policies established in the Whatcom and Skagit County Comprehensive Plans related to regional transportation service impacts are also considered in this Transportation Element. Lastly, this section provides guidance for alignment with state transportation plans which is an important component of local and regional transportation planning.

Generally, in Washington, regional transportation plans are developed in conjunction with local plans and County-wide transportation policies. San Juan County does not meet the population requirements for creating its own Regional Transportation Planning Organization (RTPO), but is eligible to join the Skagit-Island RTPO or another RTPO from a neighboring region. The County has chosen not to join a local RTPO but does informally coordinate with the Skagit and other RTPOs and the North Sound Connecting Communities Group (i.e., the Farmhouse Gang).

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

Goals:

1. To plan, prioritize, and finance transportation improvements in coordination with portions of local, regional and state transportation plans.
2. To coordinate with multiple agencies and jurisdictions to facilitate the efficient transportation of people, goods and services to strengthen the local and regional economy.
3. To identify common regional transportation issues and work cooperatively with other agencies, jurisdictions and regional organizations to develop solutions to transportation system challenges.
4. To collaborate with adjacent jurisdictions and regional interests to lobby for legislation and funding that solves regional transportation issues and the provision of beneficial state transportation facilities and services.

Policies (6.6.A.1-17):

1. Coordinate with the Town of Friday Harbor to ensure consistency with the County-wide Planning Policies for Transportation Facilities and Strategies adopted in Appendix 2 of this Comprehensive Plan and to facilitate integration of the transportation system.
2. 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 Goal TE-16.
3. 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 Goal TE 23.
4. Cooperate with WSDOT, The Town of Friday Harbor and the Port of Friday Harbor during the development of aviation facilities and consistent with Town of Friday Harbor Comprehensive Plan General Air Transportation Policy TE-33, plan for facilities that:
 - a. Are scaled to serve the needs of Town and Island residents;
 - b. Are planned in a coordinated and comprehensive manner;
 - c. Are planned to protect the character of the Town and its neighborhoods; and
 - d. Are consistent with the policies in the Town and County Land Use Elements.
5. Coordinate with the WSF and Town of Friday Harbor to support marine transportation ferry system policies that provide optimum ferry system services and facilities.
6. Encourage the development of transit service to reduce vehicular traffic in downtown Friday Harbor and on County roads to support conservation goals consistent with Town of Friday Harbor Comprehensive Plan Policy TE-85.

7. Identify and encourage the development of transportation projects that have local and regional benefits and cost sharing efficiencies consistent with Whatcom County Policy 6C-11 to:

“Identify areas and mechanisms for potentially collaborative projects so that multiple jurisdictions can share costs and efficiencies.”

8. Inform the North Sound Connecting Communities Group (aka Farmhouse Gang) and adjacent RTPO of San Juan County’s transportation issues and identify coordination issues.
9. Work with neighboring counties, and the Skagit-Island RTPO and Whatcom RTPO to recommend and develop planning goals, policies and plans that address regional issues.
10. Coordinate with transportation planners in Whatcom and Skagit counties and Canada to develop compatible transportation recommendations that support efficient trade and commerce.
11. Coordinate with the Skagit-Island RTPO to support continued provision of ferry service to and from Anacortes-San Juan Islands-Vancouver Island, B.C. consistent with Skagit County Transportation Element Policy 8A-5.6 to:

“Support the State’s continued provision of ferry service to and from Anacortes-San Juan Islands-Vancouver Island, B.C.”

12. Promote the development of transportation facilities that serve to improve the mobility of goods, services and people to encourage economic development and implement compatible transportation plans of the County and neighboring RTPOs.
13. Coordinate with other jurisdictions, public transit providers, agencies and other entities to promote multimodal travel options and promotions that provide alternatives to the single-use vehicle.
14. Coordinate with the WSF and the Skagit-Island RTPO and Whatcom RPTO to improve intermodal connectivity between public transit operations on the mainland and ferry-service.
15. Periodically assess the costs and benefits of joining an RTPO.
16. Establish better communications and coordination between the County and the Port Districts within the County.
17. Participate in statewide transportation planning organization teleconferences.