

**COMPREHENSIVE PLAN**  
**SECTION B, ELEMENT 6**  
**TRANSPORTATION**

**July 2006**

*"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."*



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**TRANSPORTATION**  
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## **6.1 INTRODUCTION**

### **6.1.A Purpose**

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 improvement programs now and in the future. The Element is organized to outline first the overriding goals and objectives for all forms of transportation, and then describes goals and policies for air, marine, and land transportation systems. In addition to providing general guidance for action, these policies are designed to assist the County in determining priorities and assigning responsibilities for implementation of this Element. The inventory of transportation facilities, the LOS analysis and financial plan are provided in Appendix 6.

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 provides a foundation for County decisions on their funding, scheduling, design and construction.

The Non-motorized Transportation Plan, adopted in August 2005, addresses the role of bicycles and pedestrians as part of the County's overall transportation development strategy. The plan describes its relationships to federal, state and local policies and regulations to address funding and design for safety for bicycling and walking paths and trails. It includes guidelines for design, maintenance, and coordination with other travel modes, and identifies and prioritizes specific goals and projects for San Juan, Orcas and Lopez Islands for the 2005-2025 planning period.

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

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 enhance the quality of life in the community. The LOS standards for San Juan County transportation systems are based on the community's values and vision of its future.

After adoption of the *Comprehensive Plan*, the County must adopt and enforce an ordinance which will prohibit development approval if the 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 development are made concurrent with the development. This concept is referred to as *Concurrency*.

### **6.1.C Relationship to Other Elements and Consistency with Adjacent Jurisdictions**

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

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 (Resolution No. 120-1992). These policies address the need for consistent and coordinated County and Town comprehensive plans. They are included as Appendix 2 in this *Plan*.

## 6.2 TRANSPORTATION GENERAL GOALS AND POLICIES

The following General Goals and Policies apply to all transportation modes.

### 6.2.A General Goals:

1. To develop and maintain a safe, reliable, economically feasible, integrated transportation system that is responsive to the desires and preferences of County residents and preserves the rural, island communities and the natural and social environment of San Juan County.
2. To develop a transportation system that corresponds to and is consistent with patterns of land development in accordance with adopted land use plans and which:
  - a. enhances the character of the County as a single community of islands while maintaining the individual character of each island;
  - b. directs and moderates development of facilities in a manner and at a scale consistent with capabilities of the site and the community to absorb;
  - c. minimizes noise generated by transportation facilities and travel modes associated with them; and
  - d. includes a variety of transportation modes.

### General Policies (6.2.A.1-6):

1. Implementation of this Element should include active citizen participation.
2. Recognize the needs and desires of residents of each island in making decisions regarding transportation facilities and their operation.
3. In evaluation of proposed transportation facilities, consistency with the land use goals and policies adopted in the *Comprehensive Plan* and Shoreline Master Program should be a primary criterion.
4. Anticipation and monitoring of changes in the use of and demand for transportation facilities is key to managing development impacts. The County should seek 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. Bridges and tunnels between islands and from the mainland are inconsistent with the goals of this *Plan* and should not be allowed.

### 6.2.B Transportation Financing Goals and Policies

**Goal:** To assure that those public transportation facilities, which are required to be adequate and are provided by the County, are within the ability of the County to fund.

### Policies (6.2.B.1-8):

1. In accordance with Chapter 36.81, RCW, the County Engineer should prepare a six-year *Transportation Facilities Plan* to determine which roads, docks, ramps and paths should be improved based on priority rating systems established for these (see Appendix 6).

2. A rating system should be developed by the Public Works Department in consultation with the Planning Department to rank priorities for County transportation projects other than roads (docks, boat ramps, and pedestrian, equestrian and bicycle paths).
3. The six-year *Plan* should be organized in two three-year periods 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 Board of Commissioners 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 Board is scheduled to adopt it. A copy of the recommendation should be provided to the Public Works Director for comment before Board action.
4. Allocation of Funds. The County should allocate County road funds in the following order of program priority:
  - a. Debt service;
  - b. Maintenance of existing County transportation facilities; and
  - c. Engineering and construction of improvements.
5. Cooperative Improvements Funding. County roads that require improvements should be ranked using a priority rating system which allots additional points for projects financed cooperatively. In addition:
  - a. With approval from the County Engineer, County roads may be improved by others.
  - b. The County may cooperatively finance road 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. The County should consider forming local improvement districts when cumulative land development projects cause transportation problems on County roads.
  - d. The County should coordinate efforts with the Town of Friday Harbor for cooperative funding of road improvements within the Town and its urban growth area.
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. The costs of needed transportation improvements should be borne by both existing and future development. For the purposes of this *Plan*, "existing development" means development which has occurred or development which is vested prior to adoption of regulations implementing this *Plan* and "future development" means development which has not yet occurred and has not been vested prior to adoption of regulations implementing this *Plan*. Financial responsibilities are 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) Forms of payment 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. a fair share of the costs of capital improvements needed to address the impact of future development; and
  - ii. 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) Forms of payment include, but are not limited to: voluntary contributions for the benefit of any public transportation facility; impact fees, 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. In the event that revenues identified as necessary for the provision of adequate transportation facilities and services are unavailable, the *Comprehensive Plan* shall be revised to adjust for the lack of such revenues, 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. A combination of the above alternatives.

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

**Goal:** To ensure that those public transportation facilities and services necessary to support development 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.1-4):

1. Implement LOS standards to evaluate the adequacy of public transportation facilities which 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 standards, in which the Public Works Department will biennially 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.

### **6.2.D Telecommunications Goals & Policies**

**Goal:**

To encourage the use of telecommunications for telecommuting and other uses which may reduce the need to provide additional transportation facilities, such as roads, parking and ferry service.

**Policies** (6.2.D.1-3):

1. Promote the use of telecommunications for telecommuting to work and meetings to alleviate the need for additional traditional transportation facilities.
2. The County should evaluate its operations to identify opportunities for enhanced use of telecommuting.
3. Incentives and education programs should be developed to facilitate private sector telecommuting.

### **6.2.E Hazardous Materials Transport Goals & Policies**

**Goal:**

To prohibit activity within the County which generates and transports hazardous materials in a manner that would compromise public health or safety or water quality.

**Policies** (6.2.E.1-4):

1. Oppose any efforts to allow oil-carrying ships with a capacity greater than 125,000 dead-weight tons through County waters or the Strait of Juan de Fuca.
2. Oppose the construction of oil trans-shipment pipelines through San Juan County or its waters.
3. Ensure that transportation of hazardous materials generated or used within the County will meet established state and federal guidelines.
4. Oppose transport of radioactive wastes through the County or its waters.

## **6.3 AIR TRANSPORTATION GOALS AND POLICIES**

The following goals and policies apply to air transportation facilities and services.

### **6.3.A Goals:**

1. To recognize the importance of public air transportation facilities to island commerce as well as to mobility of island residents.
2. To promote optimum compatibility between air transportation facilities and services and other land uses in a manner that minimizes adverse environmental and social impacts of airstrip, airfield, and airport use while assuring adequate, safe, efficient, and convenient service.

### **Policies (6.3.A.1-4):**

1. Cooperate with the WDOT, FAA and port districts to provide air transportation facilities and services which:
  - a. are scaled to serve first the needs of island residents; and
  - b. are planned for in a comprehensive manner and are consistent with adopted County land use goals and policies.
2. Foster recognition by pilots and other airport users of their roles in minimizing air traffic safety hazards, noise, traffic and other immediate, adverse 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. cooperating with port districts and airport operators to develop and adopt airport overlay districts and airport master plans and layout plans for public airports;
  - c. minimizing adverse impacts of airport, airstrip, and airfield lights and noise; and
  - d. ensuring that location-specific standards for airports will identify land use types and intensities compatible with airports and prevent the siting of incompatible uses adjacent to them.

4. Seaplane use should be considered in review of County shoreline permits for docks, marinas and port developments. The following should be considered for seaplane landing sites:
  - a. Preference should be given to location of landing sites for regular commercial seaplane service within public or private marinas or established port areas.
  - b. In granting shoreline permits for docks for seaplane use associated with residential or commercial use, the County should consider flight patterns with regard to noise and navigation impacts.

## **6.4 MARINE TRANSPORTATION GOALS AND POLICIES**

The following goals and policies apply to marine transportation facilities and services. These goals and policies express desires of County residents for actions by the County, Washington State Ferries (WSF) and private service providers for the creation, maintenance and evaluation of marine transportation systems. Policies stated here provide direction for County negotiation with WSF and for action on all applicable development proposals.

### **Goals:**

1. To recognize that marine transportation systems are critical functions in maintaining the quality and character of life in San Juan County.
2. To recognize the environmental and social conditions of the islands as primary factors in management of transportation facilities and services.

### **6.4.A General Policies (6.4.A.1-4):**

1. Encourage design and development of facilities and services which:
  - a. serve first the needs of island residents;
  - b. ensure preservation of rural island character, environmental quality, economic development, and island identities; and
  - c. ensure access to and among the islands served by County roads.
2. Consider the need for a minimum of one log dump and a minimum of one barge facility on each island, particularly non-ferry served islands, to address the special freight mobility needs of agriculture, forestry and other essential island businesses.
3. Consider the needs of alternative modes of transportation such as private marine passenger-only service and barges that provide direct connections for island residents with mainland intermodal transportation hubs.
4. The size and timing of improvements to marine transportation facilities should not be addressed in terms of peak demands.

#### **6.4.B Policies for Washington State Ferry System (6.4.B.1-18):**

1. Primary factors to be considered in planning and development of marine transportation facilities include the following:
  - 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.
  - 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. San Juan County expects the Washington State Ferry System to meet the service requirement expressed by the LOS standards adopted in this *Plan*.
2. Coordinate and meet at least once a year with Washington State Ferries (WSF) to establish efficient ferry routes, schedules and operations which serve local needs first.
3. Coordinate with WSF to establish procedures for processing requests for preferential loading which reflect local needs.
4. A local public review process should be conducted by WSF to seek comments regarding modification of 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.
5. Requests to modify WAC 468-300-700 should be made to the San Juan Ferry Advisory Committee *via* WSF's public affairs director. The Ferry Advisory Committee should review and make recommendations on each request to the San Juan County Board of Commissioners. The Board should make a formal recommendation to the Washington State Transportation Commission regarding amendment of WAC 468-300-700.
6. Coordinate with WSF and other regional transportation systems to promote non-vehicular traffic on ferries to moderate increased demands on terminal facilities and County roads. The WSF should:
  - a. provide load/unload floats at ferry terminals to improve service from islands not served by ferries;
  - b. construct adequate commuter or short-term (1-3 days) parking areas at the San Juan, Orcas and Lopez Island terminals;
  - c. consider impacts of proposed service and facilities improvements on traffic circulation at island terminals and on County Roads and Town streets;
  - d. maintain island ferry terminals for vehicle-carriers at the existing locations, provided that a new location on San Juan Island may be appropriate for future consideration to effect the San Juan County and Town of Friday Harbor Joint Planning Policies; and

- e. consider location of a passenger ferry terminal at Bellingham; this location may offer substantial benefits to island residents and, by encouraging passenger traffic, could reduce need for expanded vehicle terminal facilities in the islands.
7. Coordinate with WSF to adjust operational practices to moderate adverse impacts on traffic circulation and on island roads. To accomplish this the WSF should:
    - a. promote operational and/or scheduling changes in preference to expanding terminal facilities;
    - b. avoid increasing size of ferries beyond vessels of the super class size (160 vehicles) due to congestion and limited capacities of terminal facilities;
    - c. unload bicycles from ferries after unloading motor vehicles or hold bicycles at the terminal until motor vehicles are unloaded; and
    - d. provide information regarding ferry and land transportation schedules at ferry terminals, through fixed displays regarding scheduled services and costs and with adjustable displays providing current information on ferry operations , (e.g., overload status).
  8. In maintaining and improving existing island terminals the WSF should coordinate the location of passenger ferry terminals and the expansion or improvement of all terminal facilities with County and Town of Friday Harbor land-use plans and recognize circulation patterns, potential public transit system connections and public shoreline access in locating these facilities.
  9. In consultation with the WSF, establish level of service standards and response mechanisms for the ferry system which balance the needs of the community for marine transportation with the potential adverse impacts of providing additional facilities and services.
  10. Level of service standards for the Washington State Ferry System are as follows:

**Table 1. LOS for Washington State Ferry System Facilities.**

Transportation Facility	Level of Service (LOS) Standards					
	A	B	C	D	E	F
	<b>Percent of Sailings Overloaded in August</b>					
<b>Ferry Service (peak)</b>	<20	20-24	25-34	35-49	50-60	>60
	<b>Percent of Sailings Overloaded in March</b>					
<b>Ferry Service (off-peak)</b>	<10	10-14	15-24	25-39	40-50	>50
	<b>Parking Places per 100 Residents</b>					
<b>Ferry Parking</b>	>6	6	5	3	2	<2

11. Adopt LOS C as adequate for peak and LOS C for off-peak ferry service.
12. When peak or off-peak ferry service falls below the LOS established in Policy 11, *above*, take the following steps:
  - 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. If changes are

- appropriate, amend this Element to revise the level of service standards. Identification of how new data or changes in community needs or desires make changes appropriate should accompany any proposal to amend this Element.
- b. Request that WSF work with the County and Town of Friday Harbor to evaluate alternative demand management strategies. These may include, but are not limited to, the following:
    - (1) Steps to shift the demand from vehicle traffic to non-vehicular traffic, including ride-sharing programs, improved passenger and pedestrian handling capabilities at terminals (such as separate auto/passenger loading, public transit improvements, parking improvements, *etc.*).
    - (2) Alternative modes of transportation such as private ferry systems, barges, passenger-only service, air transportation, *etc.*
    - (3) Establishing a reservation system that will enable residents to obtain assured ferry space.
    - (4) Explore the feasibility of future resident-priority loading on ferries, if a reservation system proves ineffective.
  - c. Request that WSF work with the County and Town of Friday Harbor to evaluate the limits to increasing capacity. Based on this evaluation, consider the following steps if appropriate:
    - (1) Increasing the ferry service in a manner consistent with the adopted goals and policies of this Element.
    - (2) Revising those policies in this Element which limit the size of ferries serving the islands and/or the location of terminals and increase the level of ferry service accordingly.
13. If after taking the measures in Policy 12 the peak ferry service still falls below LOS C or off-peak ferry service falls below LOS C, take the following steps:
- 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. If changes are appropriate, amend this Element to revise the level of service standards. Identification of how new data or changes in community needs or desires make changes appropriate should accompany any proposal to amend this Element.
  - 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. Adopt and enforce concurrency standards which would prohibit development approval if the development causes the level of service for ferry service to decline below LOS C, 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 the policies above.
15. Until a methodology for implementing concurrency requirements can be jointly developed with WSF, a) concurrency for ferry service will not be applied to individual single-family residential development, and b) other development will continue to be evaluated for impacts and conditioned through the SEPA process.
16. Adopt LOS C as adequate for ferry parking facilities.

17. When ferry parking facilities fall below LOS C take the following steps:
  - 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. If changes are appropriate, amend this Element to revise the level of service standards. Identification of how new data or changes in community needs or desires make changes appropriate should accompany any proposal to amend this Element.
  - b. Work with WSF to evaluate alternatives for increasing capacity. Such alternatives include an evaluation of the costs, benefits and environmental impacts of adding additional spaces either on-site at the ferry terminal or at remote locations.
  - c. Work with WSF to evaluate alternatives for decreasing demand. Such alternatives include additional public transit services.
  - d. Adopt and enforce concurrency standards which would prohibit development approval if the development causes the level of service for ferry parking facilities to decline below LOS C, 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 the policies above.
18. Until a methodology for implementing concurrency requirements can be jointly developed with WSF, a) concurrency for ferry service parking will not be applied to individual single-family residential development, and b) other development will continue to be evaluated for impacts and conditioned through the SEPA process.

#### **6.4.C Policies for County Docks (6.4.C.1-9):**

1. County and state responsibilities for inter-island services and facilities differ but should be coordinated. The County should:
  - a. Coordinate efforts with the port districts to coordinate the planning and development of marine facilities.
  - b. Provide public docks, ramps and parking areas as a component of the County road system to facilitate inter-island transport of goods and people and coordinate these with potential passenger-only ferry service.
  - c. Place emphasis first on providing adequate load/unload space, and then on short-term tie up space. Overnight moorage for recreational use should not be provided.
  - d. Include freight lifting equipment where desirable and appropriate to facilitate transport of goods as well as people.

When terminal improvements are proposed, Washington State Ferries should install load/unload floats or reasonable alternatives to them at all ferry terminals, including Anacortes, to enhance inter-island travel and promote efficient and convenient use of passenger-only ferry service.

2. County docks and ramps should be located only on islands served by County roads. Preference should be given to locations where public shoreline access is available and where there is space adequate for parking to serve the type of use anticipated. Potential connection to public vehicular transport should also be considered in establishing dock and ramp locations.
3. Appropriate County dock projects should be prioritized 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. Level of service standards for County Docks are as follows:

**Table 2. LOS for County Docks.**

Transportation Facility	Level of Service (LOS) Standards					
	A	B	C	D	E	F
<b>County Docks</b>	<b>Lineal Feet per Seasonally Adjusted<sup>1</sup> Dwelling Unit in Service Area<sup>2</sup></b>					
	3.0+	1.2–2.9	0.6–1.19	0.4–0.59	0.1–0.39	0–0.09

<sup>1</sup> Derived by formula by the County Engineer and reviewed periodically as a part of the 6-Year Transportation Facilities Plan.

<sup>2</sup> For service areas, see Table 3 or Appendix 6.

**Table 3. Service Areas for County Docks.**

Service Area	Docks
<b>Type 1 Docks<sup>1</sup></b>	
Center, Decatur, Frost, and Trump islands	Hunter Bay, Lopez Sound
Blakely and Obstruction islands	Obstruction Pass
Waldron and Wasp islands	Deer Harbor
Stuart, Henry Pearl, Johns, Cactus, O'Neal and Spieden islands	Roche Harbor
<b>Type 2 Docks<sup>2</sup></b>	
Stuart Island	Prevost Harbor
Waldron Island	Cowlitz Bay

<sup>1</sup> Type-1 Docks = County docks located on ferry-served islands which provide primary access for non-ferry-served islands.

<sup>2</sup> Type-2 Docks = County docks located on non-ferry-served islands with County roads.

5. 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.
6. 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.
7. When the level of service for existing and new County docks falls below the LOS standards in Policy 5, *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 level of service 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.
8. Adopt and enforce concurrency standards which would prohibit development approval if the development causes the level of service for Type 1 and Type 2 County docks to decline below the standards adopted in Policy 5, *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 7 above. There is no concurrency requirement for Type 3 County docks.
9. 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.

## 6.5 LAND TRANSPORTATION GOALS AND POLICIES

### Goals:

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

3. To accommodate diverse modes of transportation.

#### **6.5.A Policies for Road Classification, Right-of-Way, Design and Construction (6.5.A.1-14):**

##### Road Classification

1. All County roads are classified as major collectors, minor collectors or local access roads as shown on the road classification maps (*see* Figures 1-4), adopted as part of this *Plan*.
2. Establish an on-going traffic count program for all County roads. Local access road counts should be routinely monitored to ensure that traffic volumes do not exceed road design capacities.

##### Right-of-Way

3. **Right-of-Way.** County road rights-of-way widths should be adequate to accommodate anticipated improvements, including utilities and to maintain the roadway and ancillary features. A minimum twenty-year planning period should be used for purposes of anticipating improvements. The County should obtain dedications of road rights-of-way when discretionary use permits or land division approvals are sought by property owners.
4. **Right-of-Way Vacation.** The County should retain public road rights-of-way to provide an adequate road system, access to private property, and access to and view of water bodies.
5. **Parking in Public Right-of-Way.** The County Engineer may approve parking on County road right-of-way if it will afford a public benefit but in rural areas shoulders of County roads should not be widened or improved to provide parking for residential or commercial uses.
6. **County Road Ends.** Inventory and prioritize county road ends which abut shorelines and evaluate their potential for recreational or other uses.

##### Road Design and Construction

7. While safety of County roads is primary, the design, construction and maintenance of roads should minimize adverse impacts on the scenic character of roadways provided by roadside trees, brush and terrain, the routes themselves and vistas from them. Design should follow the goals and guidelines of the Scenic Road Manual.
8. Establish standards for road improvements that are responsive to preferences of islands residents and that are in accordance with types and intensities of land uses to be served as well as volumes of traffic to be accommodated.
9. Neither public nor private roads should be constructed through areas designated Natural or Conservancy where a feasible alternative exists.
10. The County Engineer should 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. A thorough public participation program and interdisciplinary teams advisory to the County Engineer should be included in the design phase of major projects. Adjacent property owners and other affected persons should be represented on interdisciplinary teams.
12. Preserving the significant scenic, rural quality of certain island roads is important to the county. In order to accomplish this the County should maintain the Scenic Roads Manual.

13. Alternative design standards should be established for roads on non-ferry served islands, as land transportation needs are significantly less on these islands.
14. Owners of property in activity centers who desire road improvements that exceed County standards, such as sidewalks and curbs, should establish a local improvement district to finance improvements.

Figure 1

# SAN JUAN ISLAND

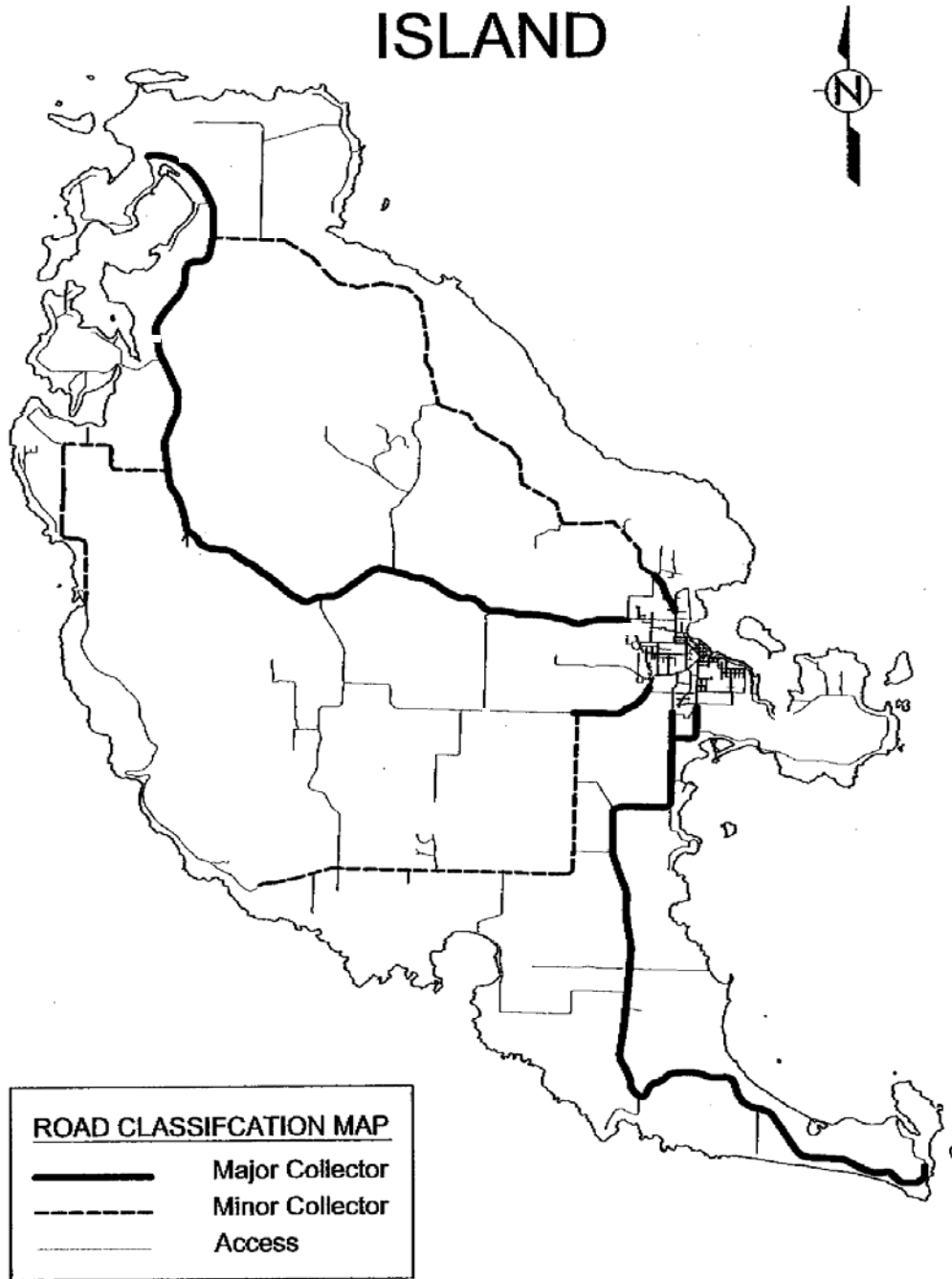


Figure 2

# ORCAS ISLAND

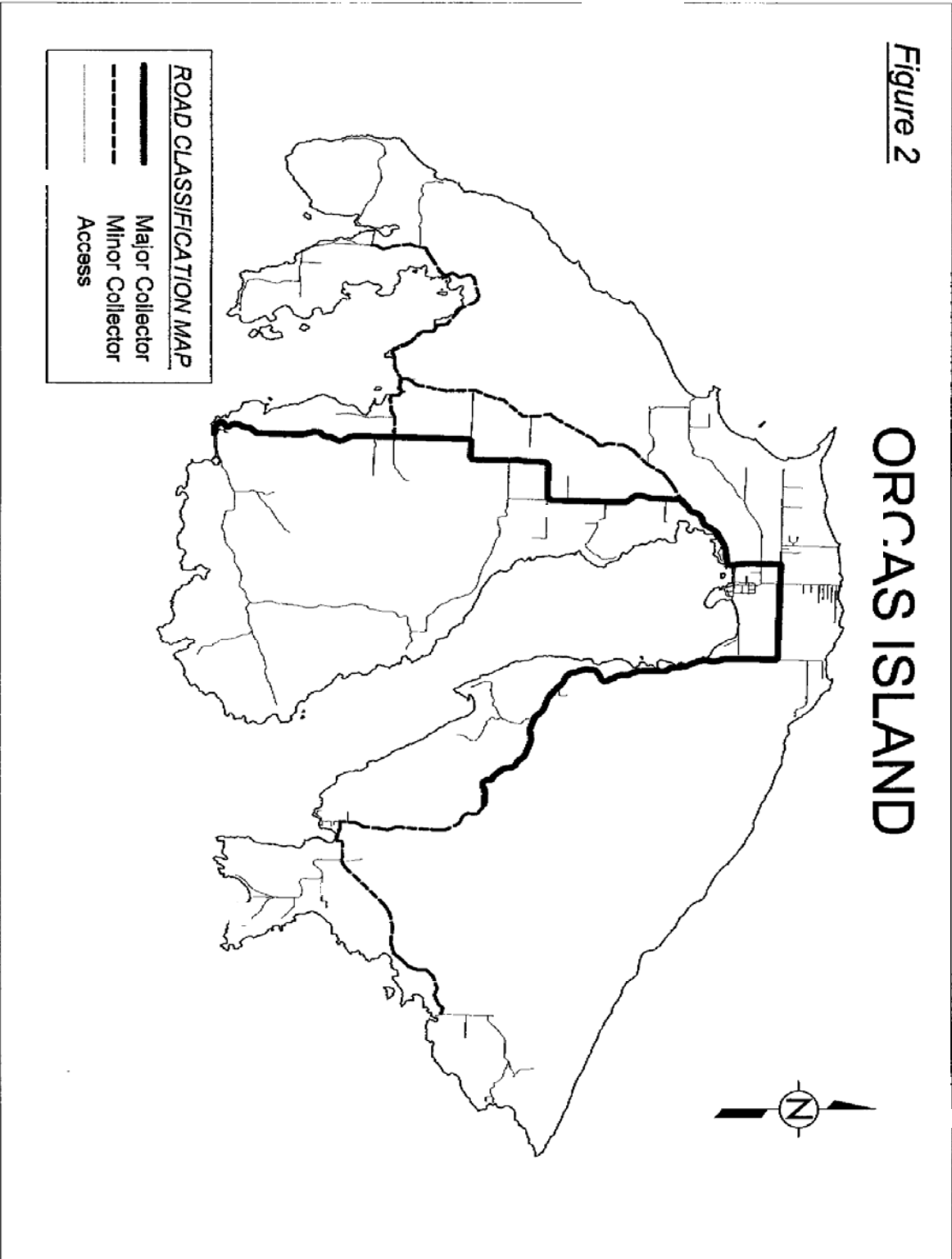
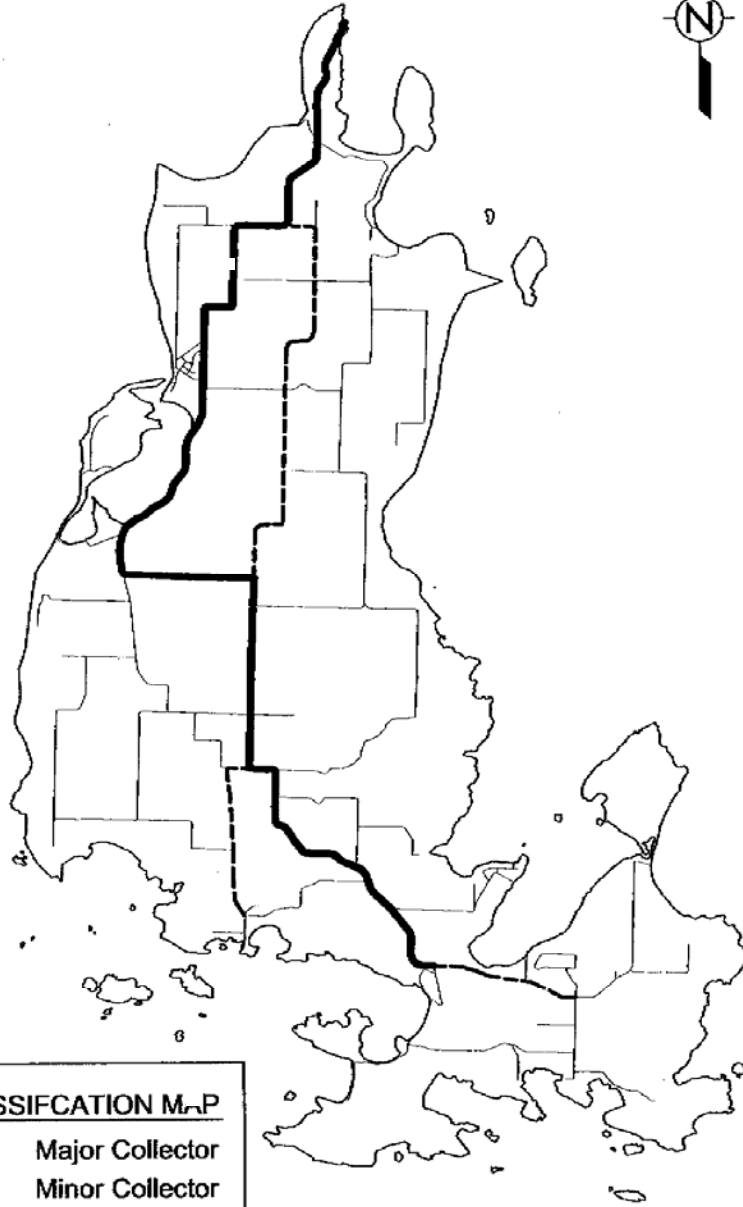


Figure 3

# LOPEZ ISLAND









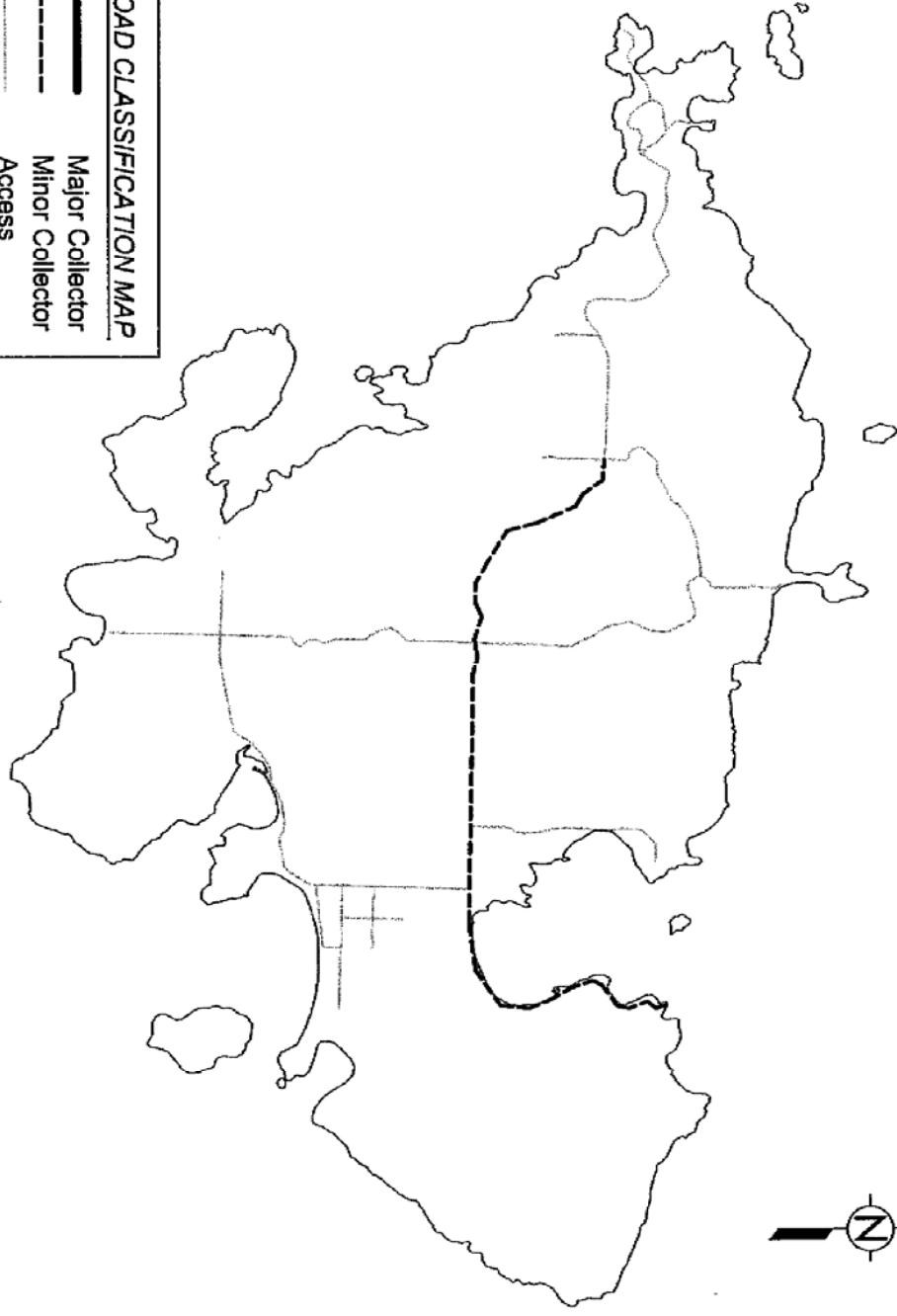
ROAD CLASSIFICATION M.P	
	Major Collector
	Minor Collector
	Access

Figure 4

# SHAW ISLAND

ROAD CLASSIFICATION MAP	
	Major Collector
	Minor Collector
	Access



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

(6.5.B.1-3):

1. Driveway Approaches to County Roads. The number of driveway approaches to County roads should be held to a minimum to improve traffic safety and minimize maintenance expenses.
2. Setbacks from Roads. In order to maintain the rural and scenic character of County roads and provide for underground utilities, all structures should be setback from road rights-of-way. Setbacks may vary in activity centers.
3. Facilities Maintenance. Maintenance of County transportation facilities should be conducted in accordance with the following:
  - a. The County should maintain its transportation facilities in a usable and safe condition.
  - b. The County should assign first priority to maintaining major and minor collector roads.
  - c. Clearing vegetation, particularly trees, in road rights-of-way should be minimized to the extent possible and that safety allows.
  - d. No herbicides, pesticides or other chemicals should be used for weed control or other purposes in road rights-of-way.

**6.5.C LOS Policies (6.5.C.1-7):**

1. Establish level of service 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. Level of service standards for collector roads are measured by Average Annual Daily Traffic (AADT) volumes. For San Juan County, the maximum AADT levels will be as follows:

**Table 4. LOS for County Collector Roads and UGA and Activity Center Intersections.**

Transportation Facility (County Roads)	Level of Service (LOS) Standards			
	A/B	C	D	E
<b>Outside of designated UGAs and Activity Centers</b>	<b>Average Annual Daily Traffic (AADT)<sup>1,2</sup></b>			
Rolling Terrain	<1,372	1,372–2,801	2,802–4,399	4,400–11,730
Level Terrain	<2,476	2,476–4,343	4,344–7,657	7,658–17,370
<b>Inside of designated UGAs or Activity Centers<sup>3</sup></b>	<b>Average Delay Time per approach (in seconds)<sup>4</sup></b>			
Intersections	0–10	10–15	15–25	25–35

<sup>1</sup> These thresholds are based on the 1994 Highway Capacity Manual (HCM) calculations, assuming: 40% no-passing zones for Level terrain, 80% no-passing zones for Rolling terrain, 60/40 directional split, 10-foot lane width with no shoulders, 10% trucks, 4% Recreational Vehicles, 1% bus. Peak hour factors vary from 0.91 to 1.00 and are taken from table 8-3 of the HCM. The K-factor used is 0.10.

<sup>2</sup> AADT is the average daily traffic volume count on a two-way road during a 24-hour period divided by a seasonal fluctuation factor. AADT estimates for collector county roads are available from the Public Works Department.

<sup>3</sup> LOS standards specific to individual activity centers may also be developed as part of subsequent planning specific to the centers.

<sup>4</sup> These thresholds are based on Exhibit 17-2 of the 2000 Highway Capacity Manual.

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. Establish LOS D as adequate for intersections in urban growth areas or Activity Centers.
4. When a County collector road falls below LOS D, based on the AADT, or an intersection in an activity center or urban growth area falls below LOS D based on average delay time per approach, initiate the following response mechanisms:
  - a. For collector roads outside of activity centers, perform a traffic study to evaluate the specific road by calculating the LOS using the methods described in the most current edition of the HCM, and data for the specific section of road. For roadway intersections in activity centers or urban growth areas, perform an intersection traffic study using the methods described in the most current edition of the HCM, and determine the LOS for all of the movements in the intersection;
  - 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 level of service 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. Within one year 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.
5. Adopt and enforce concurrency standards which would prohibit development approval if the development causes the level of service for the collector roads or for intersections in activity centers or urban growth areas identified in Table 4, *above*, 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. Specific LOS standards for collector roads and intersections inside of urban growth areas or activity centers may be developed as part of the planning for individual activity centers.
7. Concurrency is not required for any other land transportation facilities.

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

1. Dedication of Private Roads. Private roads should not be incorporated into the County road system unless public benefits are substantial and design standards met.
2. Private Road Standards. Establish standards for private roads in accordance with the following:
  - a. Private road standards should be designed to provide adequate vehicular safety, low maintenance, and meet anticipated vehicular demand.
  - b. Private roads should be designed to minimize environmental impacts and maintain the scenic character of island roads.
  - c. Roads developed as part of land development or new subdivisions should be subject to maintenance agreements.
  - 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.1-6):**

1. Community parking facilities should be encouraged 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. Off-street parking areas open to the public should be provided 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. Local improvement districts or other administrative and financing structures should be established to build, operate and maintain community parking areas.
5. All major transportation facilities should include adequate off-street parking areas.
6. All parking areas associated with new public or private development should meet the following criteria:
  - a. Safe ingress and egress;
  - b. Screened or well setback from roads;
  - c. 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 Bicycles and Mopeds (6.5.F.1-4):**

Bicycles

1. The demand for safe facilities for use of bicycles should be recognized and accommodated by the County to the extent practical in accordance with the following:

- a. The County should promote efforts to publicize the importance of safe riding practices when bicycling in the islands by bicycle clubs, tour operators and those who provide accommodations and services to island visitors.
- b. The County should identify other ways to foster recognition of rights and responsibilities in the use of County roads by both motorists and bicyclists.
- c. The County should accommodate bicyclists on County roads by providing wider road shoulders along arterials rather than providing separate bicycle paths; however, separate bicycle paths may be preferable in specific locations and should not be precluded.
- d. County road shoulders should be swept regularly to facilitate safe use by bicyclists.
- e. If possible, bicycles should be unloaded from ferries after motor vehicles are unloaded; or bicycles should be delayed in holding areas at ferry terminals until motor vehicles are unloaded.
- f. Public transportation facilities should include parking facilities for bicycles. Commercial developments and other traffic generators should be encouraged to provide bicycle parking facilities away from pedestrian paths.
- g. The County should consider the use of user fees for bicycle tour groups to mitigate their impacts on the county's infrastructure and services.
- h. The County should adhere to the policies, design guidelines and project schedules adopted in the 2005 San Juan County Non-motorized Transportation Plan for bicycling facilities.

#### Mopeds

2. To reduce danger to public safety posed by moped traffic (or motorcycles with engines smaller than 50 cubic centimeters) the County should require as part of permit approval that moped vendors provide and enforce use of protective headgear and give written and oral instruction regarding safe operation of mopeds.
3. The County should consider a business licensing program to control numbers and operations of rental-moped vendors as an effective means to enforce rider training requirements and to safely manage the numbers of riders on County roads.
4. Mopeds should be unloaded from ferries after motor vehicles are unloaded or should be delayed in holding areas at terminals until motor vehicles are unloaded.

#### **6.5.G Policies for Paths and Trails (6.5.G.1-3):**

1. Recognize walking and horseback riding as forms of transportation that are conducive to rural, island living.
2. Unimproved roads and utility rights-of-way should be considered for use as pedestrian paths. Encourage inclusion of pedestrian and/or equestrian trails in new subdivisions or developments where they will link to existing or planned trails off-site.
3. Paths designated specifically for pedestrians should be considered in development of subarea and development plans to connect shopping and activity centers with ferry terminals, marinas and airports. Commercial, industrial and multi-family residential developments should include provision for pedestrian sidewalks and paths where needed.
4. The County should adhere to the policies, design guidelines and project schedules adopted in the 2005 San Juan County Non-motorized Transportation Plan for walking paths and trails.

**6.5.H Public Transit Policy (6.5.H.1):**

1. Privately operated public transit services are desirable but county owned or operated public transit is not contemplated at this time.