



Town of Friday Harbor Comprehensive Plan

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Project Team:

- BERK Consulting, Inc.
- The Transpo Group, Inc.
- KPFF Engineers

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1 Introduction

1.1 Comprehensive Plan Overview

A comprehensive plan is a community's guide to how it will grow and change, how people will live, work, get around, and how businesses and the economy will be supported and grow. The Town of Friday Harbor's Comprehensive Plan contains the community's goals and policies about land use, housing, transportation, climate resiliency, economic development, governance, historic/cultural preservation, capital facilities and other topics. The Plan has been updated throughout the years, following the Washington State Growth Management Act (GMA) requirements for updates. The last update to the Town's Comprehensive Plan was in 2018 and was developed in accordance with Section 36.70A.070 of the GMA. The current plan developed in 2025 builds upon the 2018 plan, as well as federal, state, and regional policy and regulatory decisions affecting the town.

During the last several decades, Friday Harbor has seen the effects of highest rates of population growth in San Juan County manifested in the demands for facilities and services and the plan will serve as a roadmap to ensure that there is sustainable growth and development over the next 20 years.

1.2 Public Involvement and Visioning

In 2024, Friday Harbor initiated community engagement exercises designed to chart a direction for the town's future and to identify changes that could be made to the comprehensive plan that would improve the lives of residents. The town's vision was adopted in 2013 and has been a guide for not only for engagement with residents but also has helped to guide goal, policy, and strategy development throughout this plan.

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

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

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

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

Friday Harbor should continue to utilize the entrepreneurial spirit and generous commitment of its citizens, business owners and civic organizations to guide our future economic development, planning and growth policies. In doing so the Town must nurture the delicate balance between protecting and preserving the community's history, identity and heritage while meeting the evolving needs of a changing economy."

Town residents have come to expect historic charm, livable neighborhoods, gainful employment, diverse housing options, recreational opportunities, places to shop, a healthy environment, and an effective, balanced, and cost- efficient transportation system. The Town of Friday Harbor is required to provide these services, amenities, and facilities and to adopt regulations that meet these needs while complying with state and federal laws.

Public Involvement and Action Plan

The Engagement Plan and efforts from the

Town aimed to meet community members where they are, keep them informed on the comprehensive planning process, and to understand what residents would like to see continue in their town for the next twenty years and what opportunities the Town has to improve over the next 20 years. Engagement was conducted in a wide variety of settings including in person interviews, focus groups, phone calls as well as at tabling activities outside of grocery stores and at the 2024 San Juan County Fair. Materials were provided in both English and Spanish and distributed to residents of the town in a way that lowered barriers to participation for individuals that are normally excluded from the public participation process.

The goals of the Engagement Plan were as follows:

1. Keep the public, tribes, and agencies informed about the comprehensive planning process.
 - Manage appropriate channels for public comment and interfacing with comprehensive planning team.
 - Create a Comprehensive Plan e-mail account to be monitored by consultants and respond as much as possible to concerns.
 - Actively respond to all questions, comments, and concerns posed during engagement.
2. Be Inclusive.
 - Create opportunities for inclusive engagement to reach a broad group of participants.
 - Create opportunities for engagement for hard-to-reach and underserved populations.
 - Include written materials in Spanish as well as English.
 - Ensure there are diverse viewpoints and representative sampling of the town.
 - Renters and homeowners
 - Businesses owners and non-business owners
 - Wide range of incomes
 - Island-employed workers and off-island commuter residents
 - Hospitality industry workers
 - Drivers and non-drivers
 - Wide range of ages
 - Native English speakers and foreign language speaking groups
 - BIPOC (Black, Indigenous, and People of Color) community
3. Make public engagement enjoyable and accessible.
 - Choose fun activities.

- Choose meeting times and locations that are accessible to as many participants as possible.
 - Create multiple ways to engage.
 - Ensure access to project information online and other community spaces.
4. Honor community input on prior planning efforts.
- Review past community engagement efforts to reduce participant fatigue.
 - Review past community engagement efforts and consider it when developing new public outreach activities and during plan development.
5. Address Climate Change and its associated risks to the town.
- Gather community input on impacts of climate change and communicate opportunities to mitigate negative impacts of climate change and increase community resilience.
6. Document and Learn from Outreach Efforts.
- Keep records of outreach attendance.
 - Make time to reflect on the outcome of each activity – what went well, what could be improved, and what was learned.
 - Respect the feedback received and incorporate into project outcomes.

A comprehensive analysis of the engagement conducted as part of this comprehensive Plan

update can be found in the

Engagement Plan

Appendix. This appendix includes the initial public engagement plan as well as a summary of engagement outcomes and how they have shaped the comprehensive plan.

Integration with Other Plans

The Town must ensure that urban services match the requirements of the citizenry in a cost-effective way, which has required the development of long-range master plans for all major municipal functions. Capital facilities plans were adopted concurrently with this Plan. This Plan incorporates adopted sewer, stormwater, water system, housing, and transportation plans. The Plan serves as an integrating mechanism to ensure that these plans are compatible and advance the goals described in the Town's vision statement. The following documents are considered an integral part of this Plan:

- Town of Friday Harbor Housing Action Plan
- Town of Friday Harbor Six Year Transportation Improvement Program
- Town of Friday Harbor Water Systems Plan
- Town of Friday Harbor Wastewater Facilities Plan
- Town of Friday Harbor Water Conservation Plan
- Town of Friday Harbor Stormwater Management Plan
- Town of Friday Harbor Watershed Trout Lake Forest Assessment
- Port of Friday Harbor Jensen's Shipyard Cove Master Plan
- Friday Harbor Airport Master Plan
- Port of Friday Harbor Strategic Plan

Integration with San Juan County Plans

A cornerstone of the GMA is coordinated planning between different jurisdictions within a region. To that end, San Juan County and Friday Harbor adopted Joint Planning Policies as part of the San Juan County 2022 Comprehensive Plan Update. As the only incorporated area within San Juan County, these policies weigh the needs of the town with unincorporated areas of San Juan County. The goals and policies throughout this document are aligned with the joint planning policies between Friday Harbor and San Juan County. The County's Comprehensive Plan provides direction to Town staff and elected officials as part of the countywide development policies, including population allocations, transportation systems, vacant land inventories, and land allocations. The County and Town have coordinated and confirmed that their land use inventory and forecasts and transportation models are compatible.

For the 2025 update to the Comprehensive Plan, San Juan County staff and their consultants have been in close coordination with Town staff and consultants on growth allocations and targets to meet GMA requirements, new housing affordability targets, and land capacity analyses.

How to Use the Plan

The Plan is designed to help Town staff realize the vision for the Town of Friday Harbor and to describe a strategy for doing so over a 20-year period. The Plan will be implemented through changes to the Municipal Code and other regulations. The Plan also articulates community priorities for Town expenditures on capital facilities and transportation improvements and how such improvements could be financed in the future.

The Plan is a legally binding document that guides the creation of regulations and ordinances. Its goals and objectives express the ideal vision for the Town. However, these multiple goals and objectives may occasionally conflict with one another. Additionally, circumstances may arise that are not addressed in the Plan. Therefore, the Plan provides guidance in the decision-making process, but does not constitute a regulation. It is intended that the Plan be adjusted over time as conditions change or as new information is discovered about how successful the Plan is in achieving its goals.

Although integrated and coordinated, each element of the Plan establishes policies on a specific aspect of life in Friday Harbor. A brief description of the 10 elements follows.

Land Use: The Land Use element provides guidelines for property development during the next 20 years. It strives to achieve a balance between the land that is available for the creation of new jobs and land that is available for housing. It provides for the stability of existing neighborhoods, while enhancing key centers and providing opportunities for new housing, employment, and services. This element is divided into several sub-elements due to the nature of land uses which are simultaneously unique and interconnected. The GMA requirements include identification of urban growth areas, consistency with county-wide planning policies, and a description of population densities.

Housing: This element encourages a range of housing types and prices to meet the needs of all current and future residents of Friday Harbor. GMA requires that this element be consistent with county-wide planning policies, include an inventory and analysis of existing and projected housing needs, identify sufficient land for housing, among other requirements.

Transportation: This element establishes a Transportation Plan for the town, which ensures that the transportation system is safe, efficient, balanced, environmentally sustainable, and improves livability. The GMA requires that the transportation element be consistent with county-wide policies, be based on the land use plan, provide an inventory of existing transportation services, and provide a financing plan for new improvements, among other requirements.

Capital Facilities: The Capital Facilities element creates a plan for stormwater, wastewater, and water infrastructure, and will foster environmental sustainability and cost-efficient development of new infrastructure. The GMA requires that this element be consistent with county-wide policies, include the proposed location and capacities for new facilities, provide a six-year financing plan, and include an assessment of the land use assumptions if funding is not available to serve new growth. Note that all recently updated capital facilities plans have been adopted by reference. However, several capital facilities plans are out of date and have therefore been adopted by reference as amended but may not accurately reflect proposed

locations and capacities for new facilities nor do they reflect a six-year financing plan. Several of these out-of-date plans are to be amended in the near future.

Utilities: This element helps to ensure that the provision of electrical, cable, telephone, and other private utilities are well managed and timely. The GMA requires that this element be consistent with county-wide policies, include the general location and proposed location of utilities, and provide coordination between all service providers.

Parks and Recreation: This element provides direction on creating open spaces, trails, and parks within the community for present and future generations. It is an optional element under GMA. Note that the Parks and recreation sub-element of the Capital Facilities Element is directly linked to this element and the goals, policies, and level of service analyses of the Parks and Recreation element are adopted by reference into the Capital Facilities Element, Parks and Recreation Sub-element.

Climate Change Resiliency: This element ensures that the town is resilient to the possible negative impacts of climate change with further analysis of the economic, environmental, and social co-benefits of adaptation. This element will prioritize environmental justice in order to avoid worsening environmental health disparities and provide additional analyses on which hazards are most likely to impact the town. This is a required element under GMA as of the adoption of HB1181.

Economic Development: This element encourages a strong, independent, and broad-based economy in the town. This is an optional element under GMA.

The image is a composite of two aerial photographs. The top half shows a large body of water, likely a lake or bay, with a dense forested shoreline in the background. In the foreground, a large marina is filled with numerous sailboats and yachts. The bottom half of the image shows a large sports field with a green grassy area and a dark running track. Several buildings, including a large white one, are visible around the field. The text "2 Growth Management" is overlaid on the image in a white serif font, with the number "2" being significantly larger than the words "Growth Management".

2 Growth Management

2.1 Summary and Purpose

1990 Growth Management Act

The Growth Management Act (GMA) established in 1990 requires that cities and counties, with state oversight, plan and control where and how much growth occurs. The comprehensive plans developed by communities under this mandate will guide land use decisions in the future. At least every 10 years, the Town is required to review urban growth boundaries and land use choices to ensure it can accommodate future growth, its policies and strategies for achieving the Town Vision, and its overall progress in achieving its plan for the future.

The GMA requires counties with less than 50,000 people, and their cities, that have a population growth rate of 20 percent or more over the previous 10 years to prepare and adopt 20-year plans that meet GMA requirements. The Plan responds to the GMA and its subsequent amendments. Each element of the Plan includes a more detailed description of how each of these goals is met.

In years since the last comprehensive plan was adopted there have been a number of amendments to the GMA which have created additional guidelines to ensure that growth is sustainable, equitable, and incorporates projected future conditions more accurately than previous comprehensive plan updates.

GMA Goals

Plans adopted under the act must address the 15 goals of GMA, as follows (RCW 36.70A.020):

1. **Urban Growth:** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner
2. **Reduce Sprawl:** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
3. **Transportation:** Encourage efficient multimodal transportation systems that will reduce greenhouse gas emissions and per capita vehicle miles traveled and are based on regional priorities and coordinated with county and city comprehensive plans.
4. **Housing:** Plan for and accommodate housing affordable to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
5. **Economic Development:** Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.

6. **Property Rights:** Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
7. **Permits:** Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
8. **Natural resource industries:** Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forestlands and productive agricultural lands and discourage incompatible uses.
9. **Open space and recreation:** Retain open space and green space, enhance recreational opportunities, enhance fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
10. **Environment:** Protect and enhance the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
11. **Citizen participation and coordination:** Encourage the involvement of citizens in the planning process, including the participation of vulnerable populations and overburdened communities, and ensure coordination between communities and jurisdictions to reconcile conflicts.
12. **Public facilities and services:** Ensure that those public facilities and services necessary to support development shall be 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.
13. **Historic preservation:** Identify and encourage the preservation of lands, sites, and structures, that have historical or archaeological significance.
14. **Climate change and resiliency:** Ensure that comprehensive plans, development regulations, and regional policies, plans, and strategies under RCW 36.70A.210 and chapter 47.80 RCW adapt to and mitigate the effects of a changing climate; support reductions in greenhouse gas emissions and per capita vehicle miles traveled; prepare for climate impact scenarios; foster resiliency to climate impacts and natural hazards; protect and enhance environmental, economic, and human health and safety; and advance environmental justice.
15. **Shorelines of the state:** For shorelines of the state, the goals and policies of the shoreline management act as set forth in RCW 90.58.020 shall be considered an element of the county's or city's comprehensive plan.

NOTE:

The Town of Friday Harbor is not required to complete a Greenhouse Gas Emissions Reduction Sub-Element within its Climate Change and Resiliency Element as the population of the town is below the threshold to require this sub-element.

3 Land Use



3.1 Summary and Purpose

The Land Use Element guides how land will be developed in Friday Harbor during the next 20 years. This Element establishes the urban pattern for the town and ensuring that different uses work well together, are compatible, and improve livability, economic opportunity, and sense of community.

Central to the Land Use Element and the Comprehensive Plan as a whole is the Comprehensive Plan **Adopted Future Land Use Map (2025)**, which establishes a framework for regulating the locations and intensities of future land uses. The Town's Zoning Code and development regulations must be consistent with the Future Land Use Map, the accompanying narrative contained within this Land Use Element, and the other Comprehensive Plan Elements.

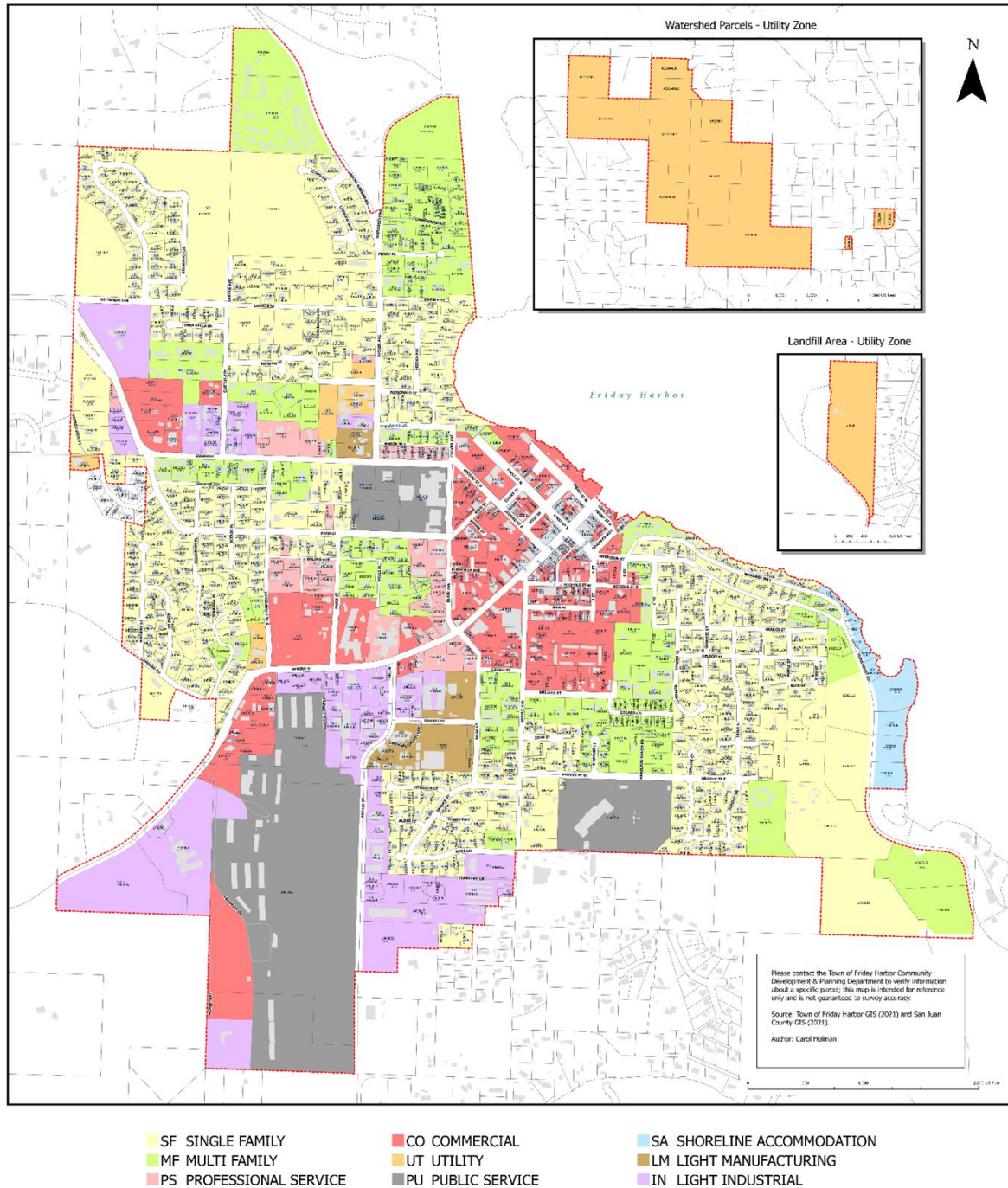
3.2 Conditions and Trends

Previous Conditions

Land uses within the town of Friday Harbor are based on the previous zoning map (**Exhibit 3-1**) which was last updated in 2021. This map includes several zoning designations listed below in the **Zoning Designations** section of this document.

The town's main commercial district is focused around the WSDOT Ferry Terminal and the waterfront, which serves residents living throughout San Juan Island, San Juan County, and tourists visiting the island. This area is characterized by historic buildings, small businesses, and government buildings. Residential, light industrial, public service, and other land uses are primarily located outside of the historic downtown commercial district that is the center of the town and its main commercial node.

Exhibit 3-1. Previous Zoning Map – (2021)



Source: Town of Friday Harbor, 2021

Editor's note: Since the zoning map would change to fit the direction of the Comp Plan Land Use Map, the 2021 zoning map is a placeholder in the draft plan. Alternatively, an aerial map with key points of interest can be used.

Zoning Designations

Previous Conditions

Zoning designations in Friday Harbor and allowed uses can be found in **Exhibit 3-2**. These zoning designations were created to maintain the town's vision of being a gateway community for the San Juan Islands while also being a destination for both residents and visitors to experience a small, coastal community with abundant natural beauty and historic charm. Previous land uses also helped to enhance public service provision, economic opportunity, and community connectivity.

Exhibit 3-2. Previous Zoning Designations (2021)

Land Use Category	Zone	Symbol
Residential	Single-Family Residential Zone	SF
Residential	Multifamily Residential Zone	MF
Non-Residential	Professional Service Zone	PS
Non-Residential	Commercial Zone	CO
Utility	Utility Zone	UT
Public Use	Public Service Zone	PU
Non-Residential	Shoreline Public Accommodation Zone	SA
Non-Residential	Light Manufacturing Zone	LM
Non-Residential	Light Industrial Zone	IN

Source: Town of Friday Harbor, 2021

Additional Overlay Districts

Outside of the zoning designations there are several additional overlay districts within the town of Friday Harbor. These districts represent areas of historical, economic, or environmental significance. The following overlay districts have underlying zoning which determines land uses while the overlays determine specific development regulations for the districts. They include the historic downtown, public shoreline views, and critical areas.

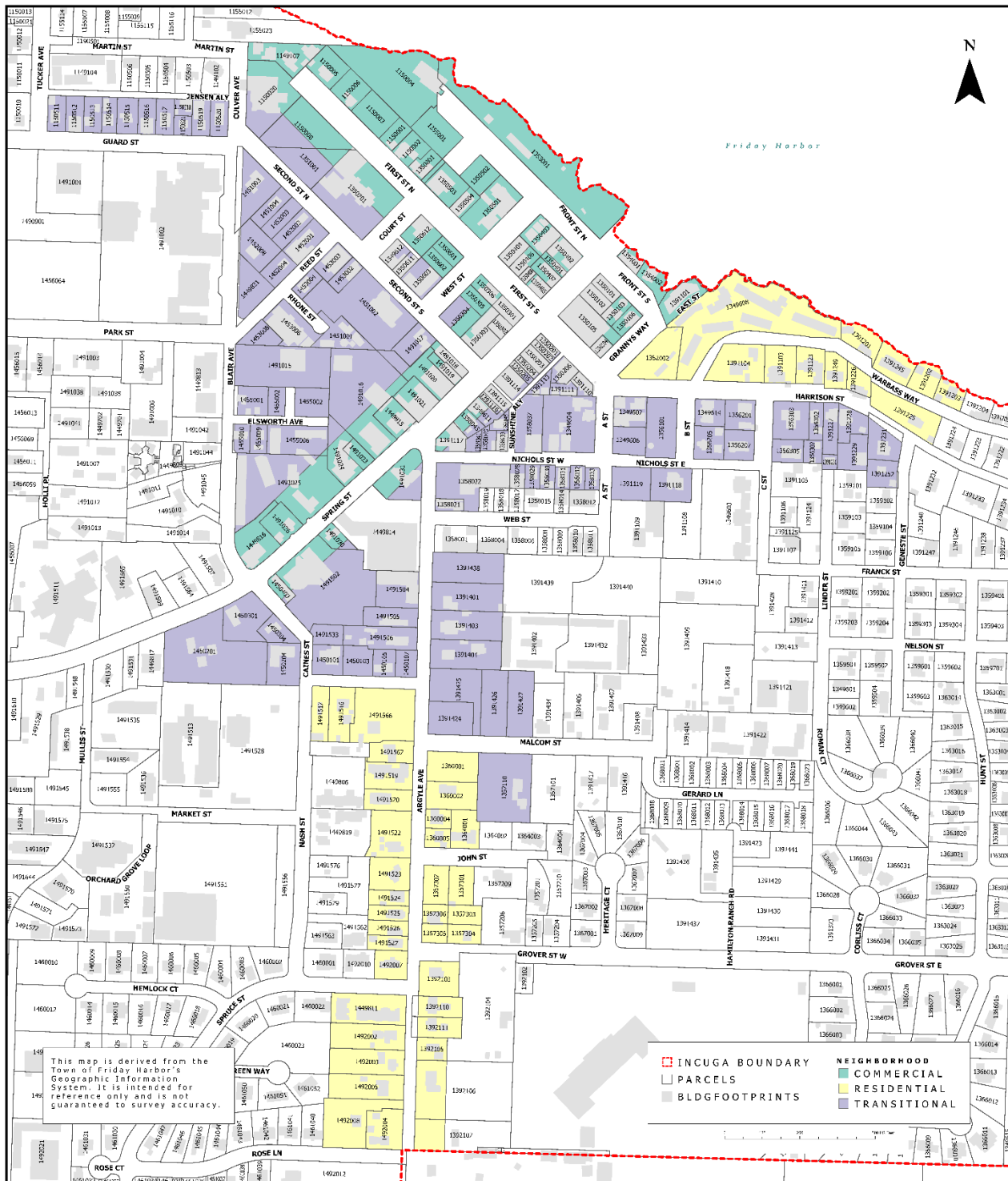
There are several regulations that govern development within the historic downtown including façade characteristics, height limitations, and others meant to protect historically significant structures and the overall design of this district.

The public shoreline view overlay is meant to ensure that views of the shoreline, a vital cultural and economic resource for residents and visitors alike, are not obstructed by new development.

Lastly the critical areas overlay ensure that areas that are either unsuitable for development or critical for necessary ecosystem functions are not impacted development. This includes, steep slopes, wetlands, aquifer recharge areas, and shoreline habitat.

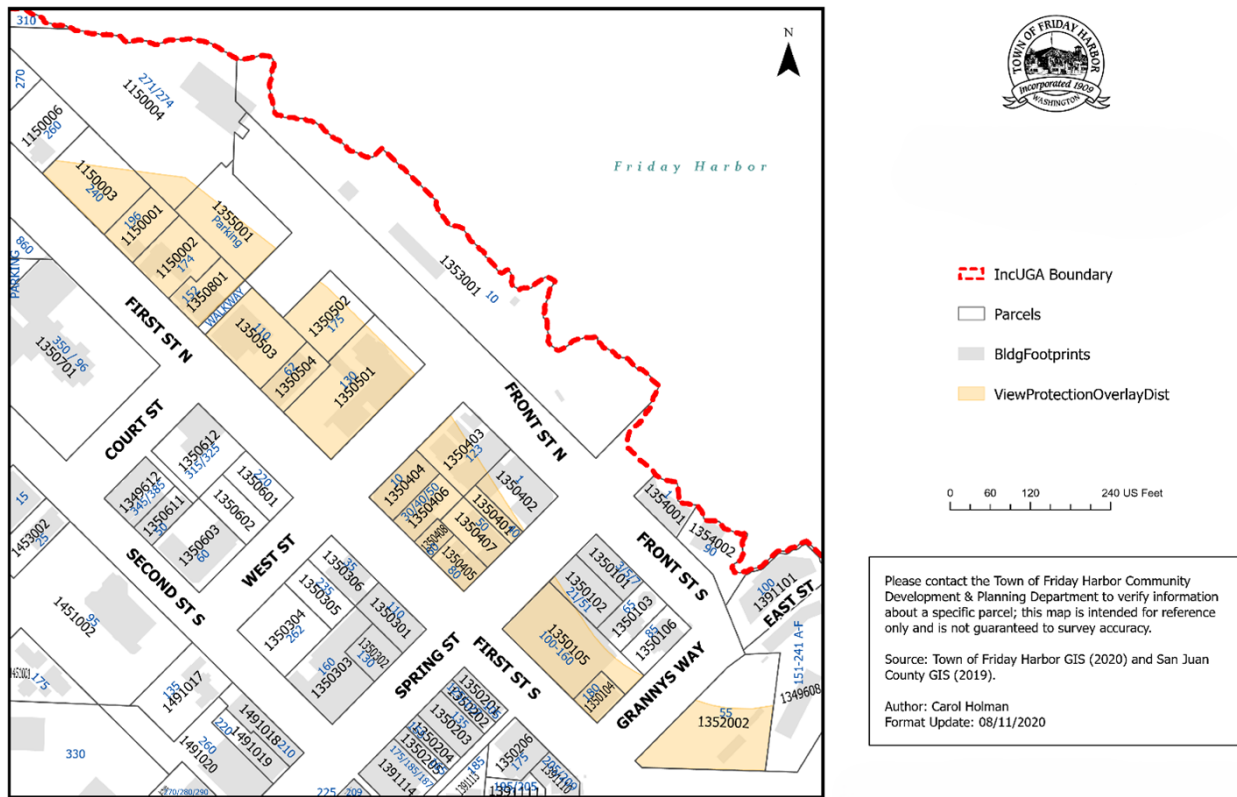
A full list of additional design regulations that apply to properties within these overlay districts can be found in the Friday Harbor Municipal Code and maps of these districts can be found below in **Exhibit 3-3**, **Exhibit 3-4**, and **Exhibit 3-5**.

Exhibit 3-3. Friday Harbor Historic Preservation Overlay District



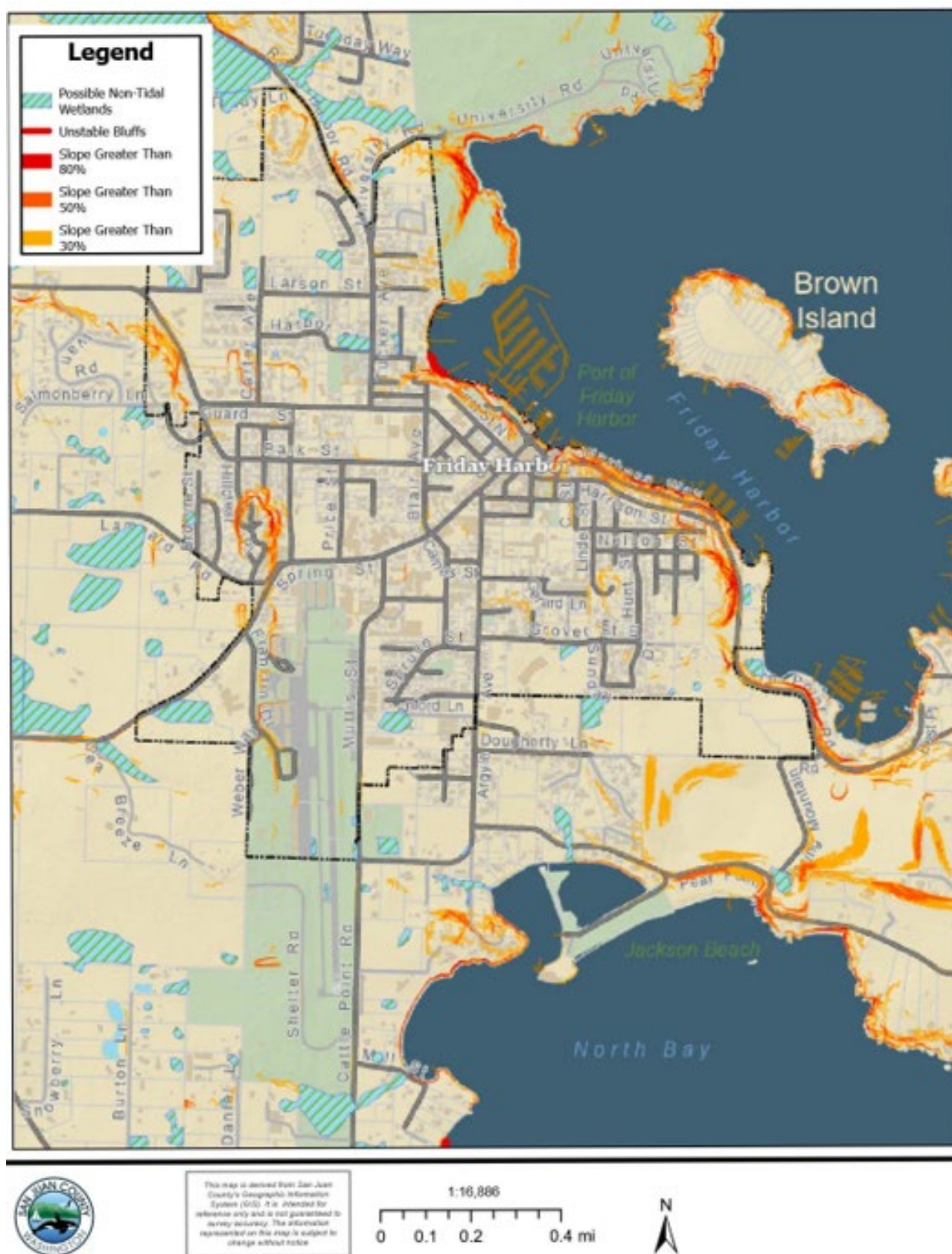
Source: Town of Friday Harbor, 2024

Exhibit 3-4. Town of Friday Harbor View Protection Overlay District



Source: Town of Friday Harbor, 2020

Exhibit 3-5. Wetlands, Unstable Bluffs, and Steep Slopes – Friday Harbor



Source: San Juan County GIS, 2024

Future Conditions

The GMA requires that enough land must be designated within the town and its Urban Growth Area (UGA), at sufficient densities, to accommodate its anticipated population growth as estimated by the Washington State Office of Financial Management (OFM) and allocated by San Juan County (the County). The following analysis pairs changes zoning, adequate provisions, and development regulations to create a future land uses within town limits and the Friday Harbor UGA (FHUGA) that ensure growth can be accommodate.

By 2045, the Town of Friday Harbor and the FHUGA is projected to reach 4,119 residents by 2045. This Comprehensive Plan must show that the town and the FHUGA have combined capacity for 916 new homes. Additionally, past employment trends and population growth mean that the town must also show that it has capacity for 563 net new jobs by 2045 in town limits and the UGA. Additional analysis, strategies, provisions to meet these allocations can be found in the **Housing Capacity Appendix** as well as the **Employment Capacity Appendix**.

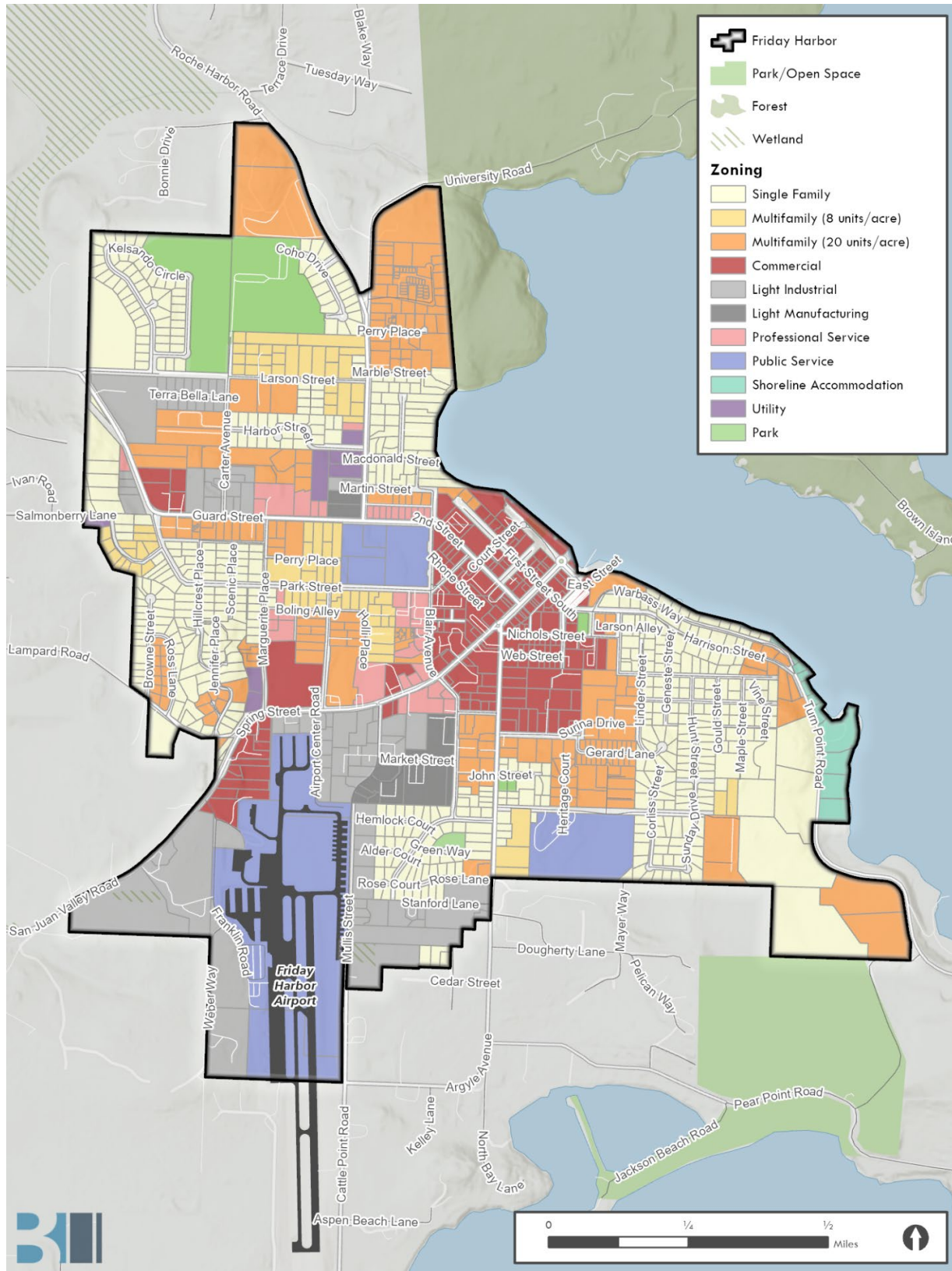
In order to meet the requirements to plan for housing and employment set forth by the GMA, the Town has prepared a housing land capacity analysis and an employment land capacity analysis and has determined that within current town limits and previous zoning designations, there was not adequate capacity to accommodate future housing and employment growth.

The Future Land Use Map (**Exhibit 3-6**) includes new land use designations to help meet growth allocations and to correct for previous administrative errors or incompatible uses. The Future Land Use Map is implemented by a zoning map and code.

Changes to the zoning map and zoning code are needed to meet housing targets by income band. The changed zones include the Multi-family R-8 Zone (MFR-8) that is meant to create additional opportunities for low-rise multi-family residential development, the Multi-family R-20 Zone (MFR-20) that is meant to create additional mid-rise multi-family development, and the Park Zone that is meant to explicitly zone green spaces as well as parks and recreation facilities.

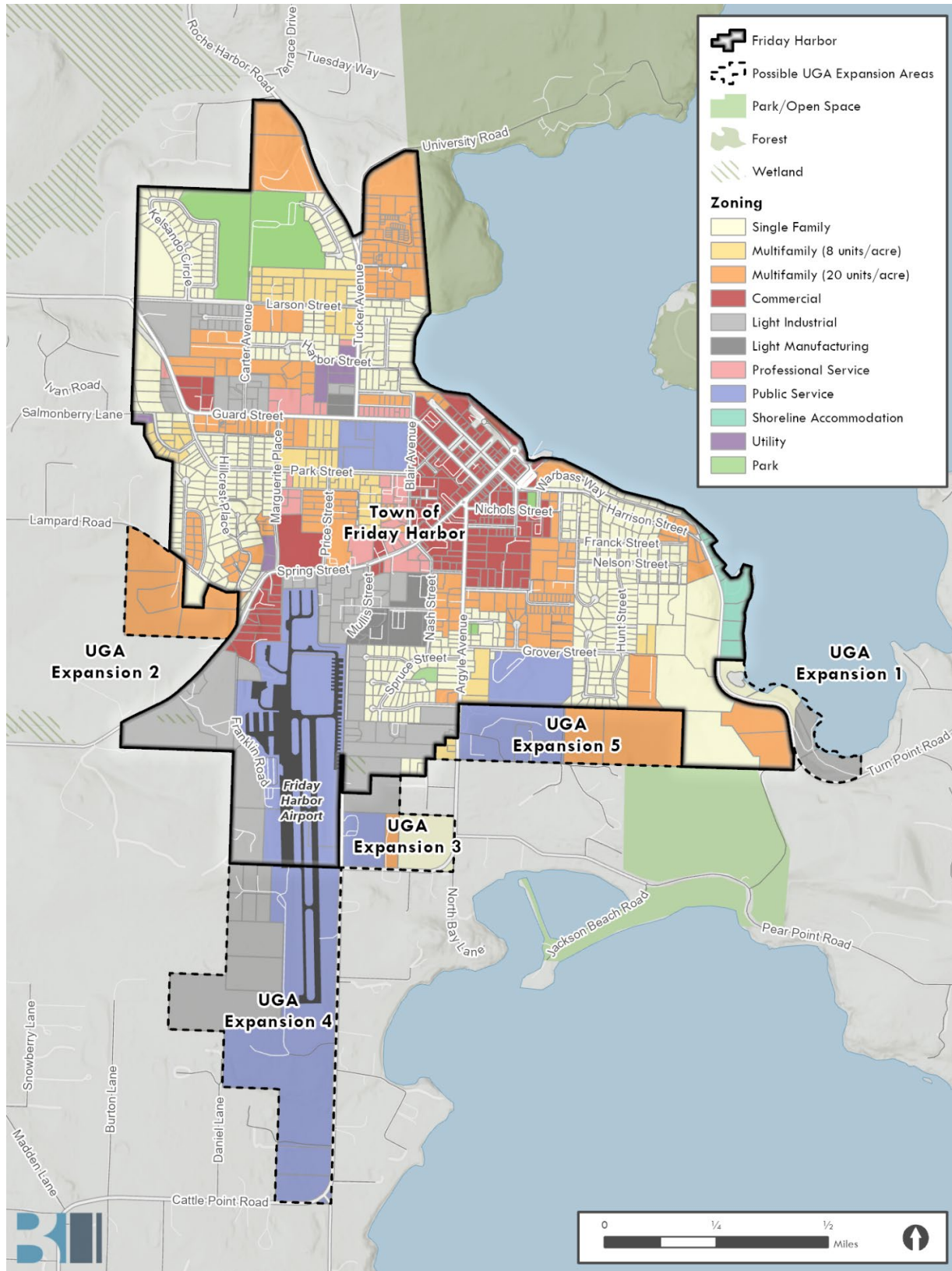
The Future Land Use Map in **Exhibit 3-7** includes FHUGA expansions developed in consultation with San Juan County. The County must approve the FHUGA expansions in order to put them into effect.

Exhibit 3-6. Future Land Use Map (2025) – Town Limits



Source: BERK, 2025

Exhibit 3-7. Future Land Use Map (2025) – FHUGA Expansions Included



Source: BERK, 2025

3.3 Land Use Goals and Policies

Urban Growth Areas and Growth Management

Goal UGA 3.1

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

Policies:

- UGA 3.1.1: The Friday Harbor Urban Growth Area and the incorporated areas of the town should be able to accommodate an average annual population increase of 1.9%
- UGA 3.1.2: Update development regulations and zoning code to meet GMA requirements before exploring Urban Growth Area expansion.
- UGA 3.1.3: The boundaries of the Friday Harbor Urban Growth Area should reflect the abilities of the Town and other service purveyors to provide urban levels of facilities and services during the 20-year planning period.
- UGA 3.1.4: Planning, design and financing of public capital facilities and services within the Friday Harbor Urban Growth Area, including roads, water, sewer, and drainage, should be undertaken cooperatively by Friday Harbor and San Juan County in accordance with the Friday Harbor Urban Growth Area Management Agreement
- UGA 3.1.5: Revise plans for capital facilities and services every five years to reflect recent trends in annual population growth and revised population projections.

Goal UGA 3.2

Preserve the compact, pedestrian character of Friday Harbor and encourage non-motorized travel.

Policies:

- UGA 3.2.1: Eliminate the inappropriate conversion of undeveloped land into sprawling, low-density development.
- UGA 3.2.2: Coordinate efforts with San Juan County to identify areas where future growth can occur to control sprawl in the designation of the Friday Harbor Urban Growth Area.
- UGA 3.2.3: Accommodate future growth through increased intensities and densities.
- UGA 3.2.4: Residential densities and housing variety should be achieved through a variety of means including changes to current development standards.

Goal UGA 3.3

Promote the availability of affordable land to serve the needs of the community.

Policies:

- UGA 3.3.1: Identify areas land that meet criteria for inclusion in the Friday Harbor Urban Growth Area that may help to meet the capital facilities, utilities, or affordable housing goals of Town and pursue expansion of the Friday Harbor Urban Growth Area if countywide criteria are met.
- UGA 3.3.2: Ensure sufficient land is provided for facilities such as parks, schools, water, wastewater, and transportation in coordination with San Juan County to meet current demand and the demands of growth based on the town's adopted growth rate of 1.9%.

Goal UGA 3.4

Direct growth within the Friday Harbor Urban Growth Area in a manner that is aligned with Friday Harbor's Vision and minimizes impacts to town residents and landowners.

Policies:

- UGA 3.4.1: Use development regulations, buffering, and permit conditions to minimize land use conflicts within the Friday Harbor Urban Growth Area by ensuring compatibility among residential, commercial, and industrial land uses.
- UGA 3.4.2: As the Friday Harbor Urban Growth Area continues to grow, proposed expansions should be compatible with the land use pattern of the town.
- UGA 3.4.3: Within the Friday Harbor Urban Growth Area, long range growth management planning should be conducted in accordance with the Friday Harbor Urban Growth Area Management Agreement, and ongoing review and approval of land use and development permits should be consistent with development regulations contained in the Friday Harbor Municipal Code.

Residential Development

Goal RES 3.1

Friday Harbor residential zones should accommodate housing types for all segments of the population and promote types of development which are consistent with this goal.

Policies:

- RES 3.1.1: Allow a range of residential lot sizes, housing development types, and densities to meet the needs of a diverse population and provide affordable housing choices for all income levels including low- and moderate-income households.
- RES 3.1.2: Allow a range of residential living environments including housing for special populations, independent living, assisted living, and congregate care facilities as single uses or within mixed-use developments.
- RES 3.1.3: Discourage the conversion of residential uses to non-residential uses.

Goal RES 3.2

Mix commercial and residential uses in areas that will ensure more efficient use of land, minimize the use of automobiles, and be compatible with surrounding neighborhoods and natural features.

Policies:

- RES 3.2.1: Allow ancillary residential use in commercial developments within the downtown, near the ferry terminal, and other locations where a mix of uses is appropriate.
- RES 3.2.2: New mixed-use buildings should be sited in a manner that preserves significant views and the natural landscape.
- RES 3.2.3: Off-street parking for residential and mixed-use developments should be designed to minimize visual impact at the pedestrian level.

Commercial Development

Goal COM 3.1

Commercial zones should be established to meet the needs of businesses and customers.

Policies:

- COM 3.1.1: Promote the use of ground floor street front space for retail purposes.
- COM 3.1.2: Commercial developments should be designed to promote easy access for residents of surrounding neighborhoods
- COM 3.1.3: Commercial developments should provide adequate pedestrian access for all customers including those with disabilities
- COM 3.1.4: Commercial developments should ensure that there are adequate nearby bicycle and micromobility locking devices (i.e. bike racks, bike lockers) that do not impede vehicular parking or pedestrian access

Goal COM 3.2

New commercial developments should be compatible with surrounding neighborhoods and natural features.

Policies:

- COM 3.2.1: New buildings in commercial areas should be sited in a manner that preserves significant views and public view corridors.
- COM 3.2.2: New commercial development should comply with the Town's Street and Storm Drainage Standards and the Town's utility standards.

Downtown Core

Goal DTN 3.1

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

Policies:

- DTN 3.1.1: To provide convenience to customers and businesses, as well as economic utility services, the commercial zone should include the present downtown business area. Adjacent area development should be encouraged. Isolated business districts should be discouraged.
- DTN 3.1.2: Coordinate efforts between the Town and the Port of Friday Harbor on projects that facilitate commercial revitalization of the downtown waterfront area.

Goal DTN 3.2

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

Policies:

- DTN 3.2.1: New development and redevelopment in the downtown core should be designed to improve pedestrian linkages within the downtown area, between downtown uses, and the rest of the Friday Harbor community.

Goal DTN 3.3

Preserve downtown's historic design.

Policies:

- DTN 3.3.1: New development and redevelopment should be designed to use and preserve inventoried and listed historic resources.
- DTN 3.3.2: Residential/commercial (mixed) uses should be encouraged.

Goal DTN 3.4

Enhance the identity of downtown Friday Harbor through unified urban design, landscaping, and other measures.

Policies:

- DTN 3.4.1: New development and redevelopment should include unified landscape and streetscape improvements.
- DTN 3.4.2: Promote the use of ground floor street front space for retail purposes.
- DTN 3.4.3: Promote the use of public/private partnerships in projects, where appropriate which facilitate commercial vitalization of the downtown core. Examples include parking, landscaping, street furniture, and other pedestrian improvements.
- DTN 3.4.4: New downtown development should comply with the Town's Street and Storm Drainage Standards and the Town's utility standards.

Public Service Development

Goal PS 3.1

ENSURE THAT LAND IS AVAILABLE FOR THE SITING OF PUBLIC SCHOOL FACILITIES.

Goal PS 3.2

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

Policies:

- PS 3.2.1: Promote public school facility use in which public school facilities may be utilized as community facilities when not in use by the San Juan Island School District No. 149.

Goal PS 3.3

Protect public service lands from incompatible development in the vicinity.

Policies:

- PS 3.3.1: Uses in the Public Service designation should include, but are not limited to, public schools, playgrounds and parking lots related to public schools, the existing public airport, and aviation related uses directly connected to the existing public airport.

Goal PS 3.4:

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

Policies:

- PS 3.4.1: Adopt standards that require careful siting and design of uses to reduce impacts to surrounding areas, including requirements for off-premise roads and other access routes that lead to any Public Service development or facility.
- PS 3.4.2: New public service developments should comply with the Town's Street and Storm Drainage Standards and the Town's utility standards.
- PS 3.4.3: Development regulations and permit conditions should be used to ensure compatibility between and minimize impacts of Public Service uses as well as uses on adjacent property.

Industrial Development

Goal IND 3.1

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

Policies:

- IND 3.1.1: Allow the establishment and/or expansion of industrial uses which strengthen and diversify the Friday Harbor economy.
- IND 3.1.2: Preserve sustainable sport and commercial fishing, shellfish harvest and other aquaculture as an important part of the local economy.
- IND 3.1.3: Promote environmentally responsible and environmental justice-focused practices in industrial lands to minimize impacts to nearby communities and natural resources.

Goal IND 3.2

INDUSTRIAL AREAS AND USES SHOULD BE COMPATIBLE WITH SURROUNDING NEIGHBORHOODS AND NATURAL FEATURES.

Policies:

- IND 3.2.1: Adopt standards to encourage careful siting and design of uses within industrial zones and to minimize impacts on more sensitive land uses and vulnerable communities in adjoining areas.
- IND 3.2.2: New industrial developments should comply with the Town's Street and Storm Drainage Standards and the Town's utility standards.

Goal IND 3.3

Industrial lands owned by public agencies should be efficiently allocated.

Policies:

- IND 3.3.1: Coordinate efforts between the Town and the Port of Friday Harbor to assist other public agencies needing additional space within Industrial designations to develop facilities which have private leasable space available, thereby offsetting the revenue impact to the Town.

Shoreline Land Use

Goal SLU 3.1

Assure protection of the shoreline of Friday Harbor while providing for uses which do not needlessly diminish the quality of the shoreline environment.


Policies:

- SLU 3.1.1: Protect and/or restore Local Shoreline areas which have archaeological, historic, cultural, educational, and/or scientific value.
- SLU 3.1.2: Ensure the opportunity for participation by Friday Harbor residents in the decision-making processes which influence shoreline design and function.
- SLU 3.1.3: Ensure preservation of scenic and nonrenewable shoreline natural resources for the benefit of existing and future generations.


Goal SLU 3.2

Promote diverse development along the shoreline or over the water which will enhance the physical and social qualities of the town.


Policies:

-  SLU 3.2.1: Protect the economic base of Friday Harbor and the surrounding community by preserving the quality and scope of existing public shoreline views.
- SLU 3.2.2: Prioritize shoreline development which will support a diversified local shoreline economy for the Friday Harbor community.
- SLU 3.2.3: Encourage continued use of live-aboard vessels or houseboats as one of many viable options for affordable housing in Friday Harbor.

Goal SLU 3.3

Assure safe, convenient, and diversified public access to the water and along the shoreline. 

Policies:

- SLU 3.1: Assure that public access will not endanger the quality of life or property of Town residents.
- SLU 3.2: assure that public access will not have adverse effects on fragile natural features of the shoreline and water areas.
-  SLU 3.3: Develop public shorelines in a way that encourages diverse, appropriate, and adequate water-oriented recreational opportunities which are compatible with over-water or shoreline locations and natural site conditions.

Open Space and Recreation

Goal OSR 3.1

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

Policies:

- OSR 3.1.1: Continue to require protection of the open spaces provided by environmentally sensitive areas within new developments.

Goal OSR 3.2

Provide park areas and recreation opportunities as needed by residents and visitors alike.

Policies:

- OSR 3.2.1: Acquire and develop parks and recreation areas to serve the needs of the Friday Harbor community within its budget resources, and in cooperation with the Port of Friday Harbor, the San Juan Island Park and Recreation District, and San Juan County Parks Board.

- OSR 3.2.2: Support the stated objectives in the San Juan Island Park and Recreation District's Comprehensive Park and Recreation Comprehensive Plan through the following actions:
 - Encourage volunteer participation in the planning, design, development, and implementation of recreation lands, facilities, and programs.
 - Strive for the most efficient use of public and private funds to ensure appropriate development, maintenance, and operation of public parks and recreation facilities and programs.
 - Encourage recreation programs that address the needs of a diverse population through coordination and sharing of resources among existing providers and by sponsoring new programs.
 - Improve existing parks to meet current and projected demand.
 - Encourage the development and maintenance of attractive areas that enhance the beautification of the Friday Harbor community.

Goal OSR 3.3

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

Policies:

- OSR 3.1: Coordinate its efforts with the San Juan Island School District, San Juan County, and the San Juan Island Park and Recreation District to establish agreed levels of service for park and recreation facilities.

Goal OSR 3.4

Provide bicycle and pedestrian facilities for both transportation and recreation.

Policies

- OSR 3.4.1: Ensure that there are adequate facilities including sidewalks throughout the town to support safe and accessible use for all road users
- OSR 3.4.2: Promote cycling as a viable transportation and recreation alternative to, from, and within town limits through community events or by promoting land uses compatible with non-motorized travel.

Goal OSR 3.5

Provide parks and other public access areas on or near the Friday Harbor waterfront that improve or maintain important shoreline or ecosystem functions.

Policies:

- OSR 3.5.1: Coordinate with San Juan Island Park and Recreation District to promote the retention, conservation, and acquisition of open space and environmentally sensitive areas with unique or fragile features to maintain scenic, educational, and natural resource values.
- OSR 3.5.2: Coordinate efforts between the Town and the Port of Friday Harbor to improve recreational access to saltwater shorelines.

Goal OSR 3.6

Create and protect small parks and open spaces within the town limits.

Policies:

- OSR 6.1: Encourage developers to incorporate public open space and recreation facilities within development proposals.

Environment

Goal ENV 3.1

Protect the environment and enhance quality of life, including air and water quality, and the availability of water.

Policies:

- ENV 3.1.1: New development should be required to protect and preserve critical areas.
- ENV 3.1.2: Promote a land use pattern which will protect critical areas and minimize hazardous conditions.
- ENV 3.1.3: Work with state and regional agencies for enforcement of air pollution regulations.

Goal ENV 3.2

Protect Friday Harbor's rural and marine character, clean air, and clean water, public views and vistas within the downtown and surrounding areas.

Policies:

- ENV 3.2.1: Prioritize development in areas that do not interfere with marine access.
- ENV 3.2.2: Promote downtown development which supports or improves existing ecosystem services that are necessary for a healthy marine environment.

Goal ENV 3.3

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

Policies:

- ENV 3.1: Adopt regulations to protect “critical areas” which provide for:
 - Restrictions on clearing, grading, and filling;
 - Stormwater runoff controls;
 - Construction practices that are compatible with environmental concerns;
 - Sufficient buffers to sustain environmental functions; and
 - Mitigation and/or restoration.
- ENV 3.2: Promote innovative design and planning which ensures protection of critical areas while allowing for reasonable use and development of property.
- ENV 3.3: Identify and regulate land uses within potential aquifer recharge areas which could have a potential significant impact on ground water quality and/or quantities.

Goal ENV 3.4

Mitigate the risk to residents and property posed by wildfires.

Policies:

- ENV 3.4.1: Create land use patterns that reduce development pressure in the wildland urban interface area to reduce the risk posed to lives and property by wildland fires.
- ENV 3.4.2: Consider adoption of the Wildland Urban Interface Code or equivalent.
- ENV 3.4.3: Create land use patterns and maintenance standards that protect existing development from wildfire prone landscapes, consistent with Firewise USA Program principles.

Historic and Cultural Resources

Goal HCR 3.1

PRESERVE LANDS, SITES, AND STRUCTURES THAT HAVE HISTORICAL OR ARCHAEOLOGICAL SIGNIFICANCE.

Policies:

- HCR 3.1.1: Consider obtaining status as a Certified Local Government through the State Office of Archeology and Historic Preservation to enable it to obtain special grants, expertise, technical assistance, and training from state and federal agencies and to participate in nominations to the National Register of Historic Places.

Goal HCR 3.2

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

Policies:

- HCR 3.2.1: Continue reviewing and providing incentives for development projects within the historic district which prioritize, protect, and preserve historic and cultural resources.
- HCR 3.2.2: Preserve significant historical and cultural resources which contribute to community connectivity.
- HCR 3.2.3: Celebrate Friday Harbor's heritage in festivals and other community events.

Goal HCR 3.3:

Identify historic resources in Friday Harbor and record their history.

Policies:

- HCR 3.3.1: Coordinate with San Juan County to identify and preserve historic and cultural sites, resources, buildings, and structures within the Urban Growth Area.
- HCR 3.3.2: Maintain and preserve historic resources in a manner that is compatible with growth while remaining sensitive to culturally important resources.

Goal HCR 3.4:

Encourage land uses to retain or enhance the historic or scenic value of historic buildings, landmarks, or sites and balance these land uses with modern needs of town residents.

Policies:

- HCR 3.4.1: Encourage revitalization strategies for the downtown that recognize the historic traditions of Friday Harbor.
- HCR 3.4.2: Continue to encourage developers to rehabilitate historic buildings with established incentives, as well as developing new incentives.



4 Housing

4.1 Summary and Purpose

Access to safe and affordable housing for all residents is a basic human need. It is also important to the continued social and economic vibrancy of Friday Harbor. However, due in large part to the town's desirable location and limited supply of housing, the cost of living is more than many residents and workers can afford. To address the challenge, Friday Harbor is taking steps to encourage new housing production in a variety of housing types that can support housing affordability for residents of all income levels.

Consistent with recent changes to the Washington State Growth Management Act (RCW 36.70A.070), key components of this housing element include:

- An inventory of housing needs, including permanent supportive and emergency housing.
- Evaluation of land capacity to meet needs.
- Assessment of the town's housing and jobs balance.
- Review of policies for racially disparate impacts and identifying measures to undo impacts.
- Adequate provisions that can remove identified barriers to meeting housing needs.

This chapter is organized in three sections: Current Conditions, Projected Future Conditions, and Goals and Policies. More detailed supporting analysis for this chapter can be found in the

Housing Capacity Appendix

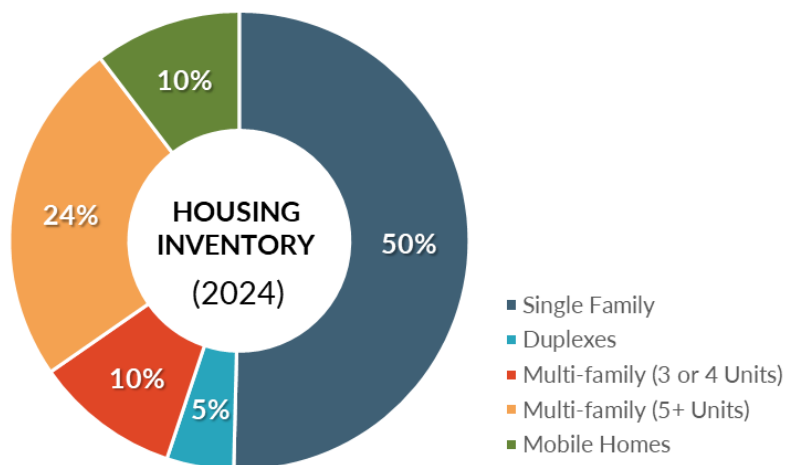
4.2 Current Conditions

Housing Stock

As of 2024, Friday Harbor had just over 1,500 housing units. Exhibit 4-1 shows a breakdown of these units by housing type. About half of the housing stock are detached single family homes, while a quarter are in multi-family buildings with five or more units, such as apartments or condominiums. Mobile and manufactured housing make up 10% of the housing stock. Over the previous decade, Friday Harbor has gained about 21 new units per year. About 70% of these net new units were detached single family homes.¹ **Exhibit 4-2** shows the breakdown of net new housing production by housing type from 2014-2024.

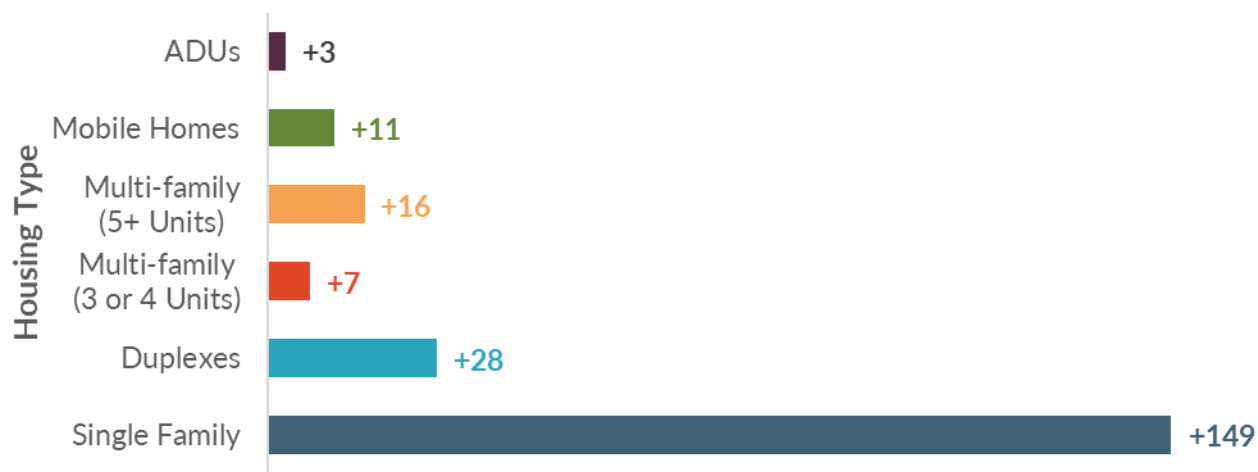
¹ Source: OFM, 2024; BERK, 2025.

Exhibit 4-1. Friday Harbor Housing Inventory by Unit Type, 2024



Source: OFM, 2024; BERK, 2025.

Exhibit 4-2. Net Change in Housing by Type, 2014-2024



Source: OFM, 2024; BERK, 2025.

Housing Vacancy

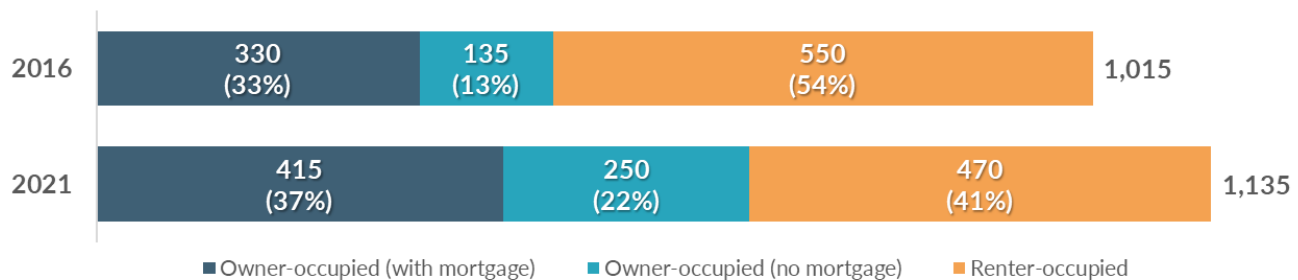
As of 2023, about 88% of all housing units were occupied while 12% were vacant.² The availability of vacant units can be important for supporting housing affordability. When there is enough supply of vacant homes for sale or rent, it reduces the competition for available units. However, in Friday Harbor, the estimated supply of homes actively on the market for sale or available for rent is quite low—only 3% of the total housing stock. Census data indicates that many of the vacant units in Friday Harbor are “for seasonal, recreational, or occasional use.” These may include vacation homes or homes available for short-term rental. These types of homes are not available for full-time residency, reducing the supply of homes for residents of Friday Harbor.

² Source: Census ACS 5-year estimates, 2019-2023.

Households

In 2024, there were over 1,200 households living in Friday Harbor.³ A household is composed of one or more people who live together in a single housing unit. As of 2021, about 41% of households rented their homes while 59% owned their homes. **Exhibit 4-3** compares housing tenure between 2016 and 2021. It shows a significant shift towards homeownership, particularly among households with no mortgage. The number of households renting their homes reduced in both total count as well as a share of all households. This indicates many homes that were once available for rent have since become occupied by homeowners, reducing the total supply of homes available for rent.

Exhibit 4-3. Housing Tenure in Friday Harbor, 2016 and 2021



Source: HUD CHAS (Based on Census ACS 5-year estimates, 2012-2016 and 2017-2021); BERK, 2025.

Household incomes in San Juan County have been rising quickly in recent years. In 2021, HUD estimated Area Median Income (AMI)⁴ to be \$78,000. In 2025, AMI is \$113,200.⁵ This is a 45% increase over just four years. While this rate of change is partially explained by rapid income inflation, it is also likely caused by higher income households moving to the county.

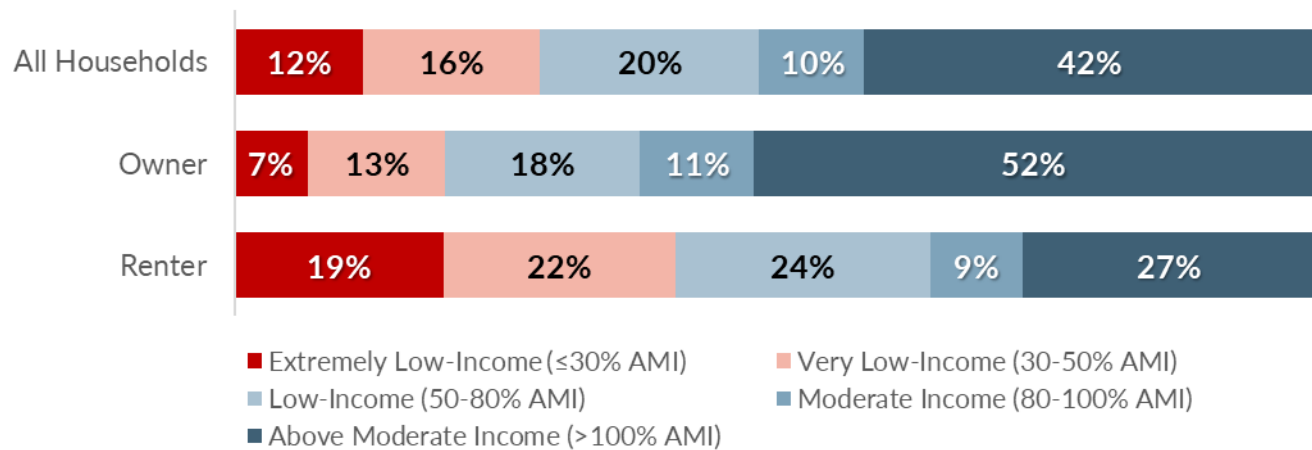
The latest available data breaking down households by income level is available for 2021. **Exhibit 4-4** shows the percentage of households by income level and housing tenure. Renter households are much more likely than owner households to be in a lower income category.

³ Source: OFM, 2024; BERK, 2025.

⁴ AMI is a commonly used acronym referring to HUD's Median Family Income estimates for counties and metropolitan areas. This is an estimate of the median income of all family households. Median household income statistics from the Census are typically lower because they include non-family households, such as people living alone.

⁵ Source: HUD, 2025. *Income Limits*. <https://www.huduser.gov/portal/datasets/il.html>

Exhibit 4-4. Friday Harbor Households by Tenure and Income Level, 2021



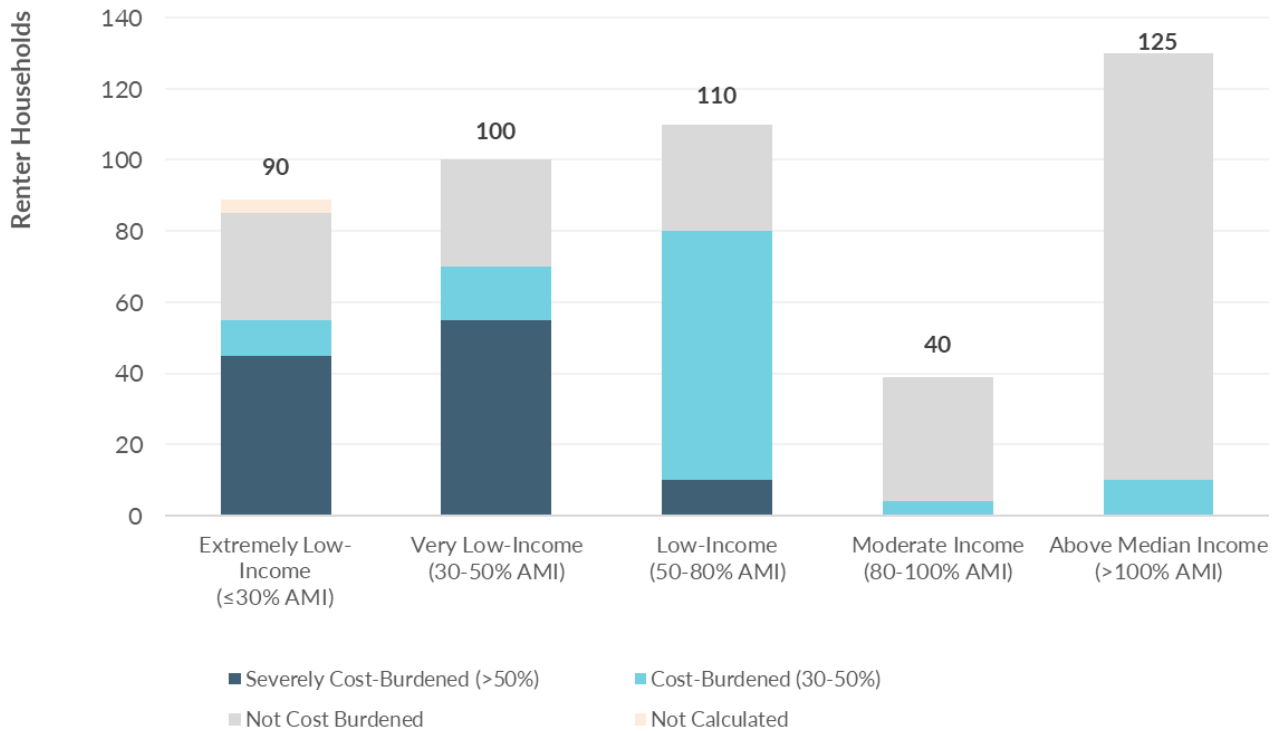
Source: HUD CHAS (Based on Census ACS 5-year estimates, 2017-2021); BERK, 2025.

Housing Affordability

Nearly 40% of all households living in Friday Harbor are cost burdened.⁶ This means they spend more than 30% of the income on housing costs. Severely cost-burdened households spend more than 50% of their income on housing costs. Most of these households have incomes well below the county median, as shown in [Exhibit 4-5](#). These households have limited income remaining to cover other essentials like food, transportation, child care, and medical care.

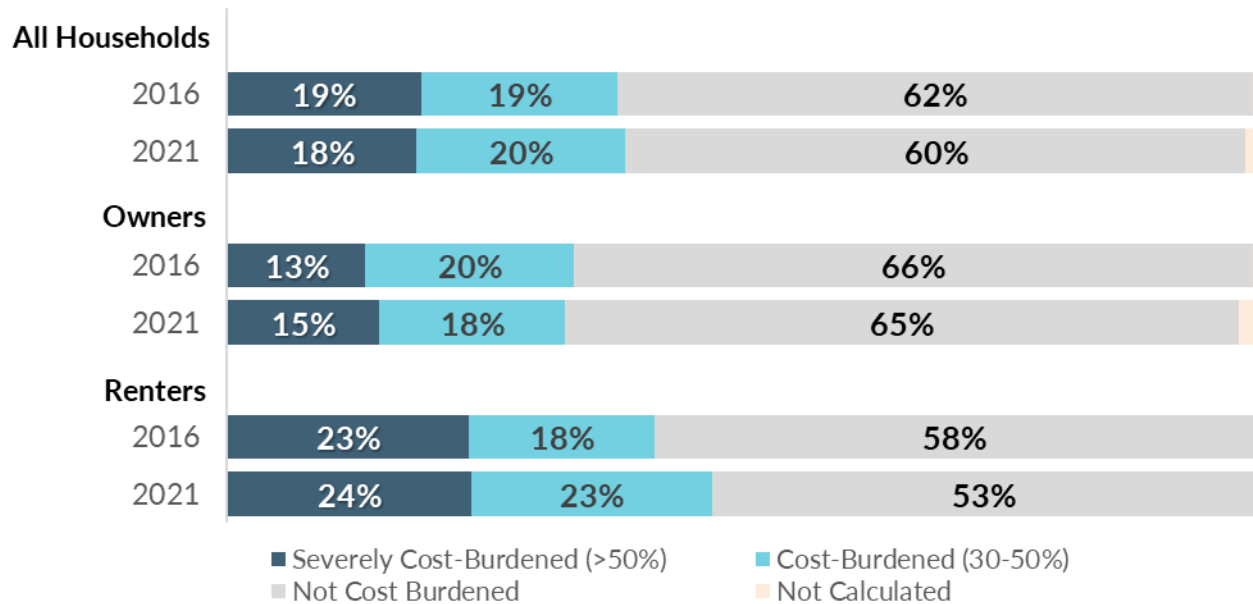
⁶ Source:

Exhibit 4-5. Renter Households by Income and Cost-Burden Status, 2021



Source: HUD CHAS (Based on Census ACS 5-year estimates, 2017-2021); BERK, 2025.

The percentage of households that are cost-burdened has changed over time. **Exhibit 4-6** shows an increase in the percentage of renter households experiencing cost burden between 2016 and 2021. During the same period, the percentage of homeowners experiencing cost-burden declined slightly.

Exhibit 4-6. Cost-Burdened Households by Tenure, 2016 and 2021

Source: HUD CHAS (Based on Census ACS 5-year estimates, 2012-2016 and 2017-2021); BERK, 2025.

4.3 Projected Future Conditions

Washington's Office of Financial Management (OFM) projects that the total population of San Juan County will grow to 23,014 by 2045. This is an increase of 5,226 residents between 2020 and 2045. The county needs to add an additional 3,180 net new units of housing during this period to accommodate this growth and address current housing shortage.⁷ Consistent with new GMA requirements and guidance from Washington's Department of Commerce, San Juan County allocated this countywide housing need to the town of Friday Harbor, the FHUGA, other unincorporated UGAs, and the remainder of the County. **Exhibit 4-7** presents this allocation, with breakdowns by affordability level and emergency housing.

⁷ Source: Washington State Department of Commerce, Housing for All Planning Tool (HAPT), 2024.

Exhibit 4-7. Allocation of Projected Housing Needs by Income Level, 2020-2045

Jurisdiction	Total Units Needed	Housing Needs by Affordability Level (% of AMI)							Emergency Housing Needed
		0-30% Non-PSH	0-30% PSH	>30-50%	>50-80%	>80-100%	>100-120%	>120%	
Town of Friday Harbor (including FHUGA)	916	311	2 279 6		63	38	38	161	10
Eastsound UGA	515	175	1 150 5		106	35	35	0	6
Lopez Village UGA	244	83	7 81		49	12	12	0	3
Remainder of County	1,504	0	0 0		213	173	175	943	17

Source: WA Department of Commerce, San Juan County, Town of Friday Harbor, Leland Consulting Group, 2025

Housing Types to Accommodate Projected Housing Needs

Not all housing types are appropriate for meeting all housing needs. Due to differences in land and construction costs per unit, the affordability of new housing depends in part on housing type. For instance, a new single-family home on a large lot is the most expensive type of home to produce per unit. Multifamily homes, such as apartment buildings, can be produced at a much lower cost per unit. This makes them the most suitable option for affordable housing providers seeking to provide the most housing possible with limited public subsidies.

Exhibit 4-8 presents five different housing types that can be built in Friday Harbor, as well as the lowest level of income that can likely be served assuming the new housing is either market-rate or a subsidized affordable housing project. These housing types and affordability assumptions are consistent with Commerce guidance for updating housing elements as well as BERK's analysis of housing market conditions in Friday Harbor.

Exhibit 4-8. Housing Types and Potential Income Levels Served in Friday Harbor

Housing Type	Definition	New Market Rate Housing	Subsidized Affordable Housing	Assumed Affordability Level for Capacity Analysis
Low-Rise Multifamily	Walk up apartment buildings or condominiums (up to 3 floors).	80%-120% AMI	0-80% AMI	Low-Income (0-80% AMI) or Moderate-Income (80-120% AMI)
Moderate Density	Also known as “middle housing”. Includes townhomes, duplexes, triplexes, quadplexes.	>120% AMI	Not typically feasible at scale	Higher Income (>120% AMI)
Low Density	Detached single family homes.	>120% AMI	Not typically feasible at scale	Higher Income (>120% AMI)
ADUs	Accessory dwelling units associated with a detached single-family home.	80-120% AMI	Not typically feasible at scale	Moderate-Income (80-120% AMI)
Manufactured homes	Homes that are constructed in a factory and then assembled at the building site in modular sections	80-120% AMI	Not typically feasible at scale	Moderate-Income (80-120% AMI)

Sources: Washington Department of Commerce Guidance for Updating Your Housing Element, 2023; BERK, 2025.

Capacity for Housing Growth

This plan includes zoning changes and FHUGA expansions that increase capacity for new housing development. It included increased capacity for low-rise multifamily development needed to accommodate housing that could be affordable to low-income households. A detailed description of these changes is available in the [Housing Capacity Appendix](#).

Exhibit 4-9 summarizes the comparison of housing unit capacity by affordability level to Friday Harbor’s allocation of housing need by affordability level. The preliminary comparison shows a small deficit of capacity for moderate-income (80-120% AMI) housing units. However, housing needs at this income level can also be accommodated by low-rise multifamily housing. So, the Adjusted Unit Capacity Surplus or Shortfall column shows how shifting some of the surplus low-rise capacity can address the moderate-income shortfall.

Exhibit 4-9. Housing Unit Capacity by Affordability Level Compared to Allocation

Zone Category	Potential Income Level Served	Total Net Housing Capacity	Allocation	Preliminary Unit Capacity Surplus or Shortfall	Adjusted Unit Capacity Surplus or Shortfall
Low Density & Moderate Density	Higher Income (>120% AMI)	297	161	136	136
ADUs	Moderate-Income (80-120% AMI)	56	76	-20	0
Low-Rise Multifamily	Low-Income (0-80% AMI) or Moderate-Income (80-120% AMI)	1,129	679	450	430
Total		1,482	916	566	566

Sources: Washington Department of Commerce Guidance for Updating Your Housing Element, 2023; BERK, 2025.

Adequate Provisions

GMA requires that communities ensure that their Comprehensive Plan policies and regulations are designed to achieve housing availability for all community members at all income levels. Friday Harbor does this by reviewing programs and actions, and then identifying gaps in local funding, barriers in development regulations, and other limitations with a course of action to correct.

Barriers to Production

One way to identify whether there may be barriers to housing production in Friday Harbor is to compare historic housing production trends to the rate of housing production that will be needed to meet the allocation. **Exhibit 4-10** presents this comparison by housing type and affordability level. It shows total housing production has fallen short of the rate of production needed. This deficit is most significant for housing that can accommodate lower income housing needs (0-80% AMI).

Exhibit 4-10. Friday Harbor Production Trends Compared to Allocated Housing Needs by Income Level

Zone Category	Potential Income Level Served	Allocated Needs 2020-2045	Total Production 2014-2024	Average Annual Need	Average Annual Production 2014-2024	Surplus or Deficit of Production Compared to Need
Low Density & Moderate Density	Higher Income (>120% AMI)	161	184	6.4	18.4	12.0
ADUs + Manufactured homes	Moderate-Income (80-120% AMI)	76	14	3.0	1.4	-1.6
Low-Rise Multifamily	Low-Income (0-80% AMI) or Moderate-Income (80-120% AMI)	679	16	27.2	1.6	-25.6
Total		916	214	36.6	21.4	-15.2

Sources: OFM, 2024; BERK, 2025.

To gather information about barriers that may be hindering housing production that can meet low- and moderate-income housing needs, town staff and the consultant team utilized five checklists provided by Commerce to review and summarize local development regulations and process obstacles. The full checklists are included in the [Housing Capacity Appendix](#). Based on this review, the town has identified the following actions to address barriers:

- Increased allowed density in multifamily zones
 - An increase in allowed residential density from 14 units per acre to 20 units per acre in Multi-Family Residential zone.
- Creation of a second multifamily zone
 - Create a new multifamily residential zoning designation that allows 8 units per acre.
- Density bonus for affordable housing
 - 40% bonus for projects that include at least 20% of the (pre-density bonus) units permanently affordable⁸ to those with low- and extremely low-incomes
- Allowance for mixed-use higher density residential (R-40) on both commercial and public services zoned parcels.⁹

⁸ Units created under the affordable housing provisions must remain affordable for 50 years. All unit counts are rounded to the nearest whole number of units.

⁹ Predetermined residential to commercial square footage ratio. Commercial street frontage in Commercial zone.

- Allowance for two ADUs on all Single-Family Residential parcels consistent with HB 1337 and the associated amendment to the Growth Management Act.
- Increasing the maximum height on parcels outside of the [Downtown Core](#) and the [View Protection Overlay](#) from 27 ft to 35 ft. This makes multi-story development (e.g. 3 stories) more feasible.
- Revising setback requirements for both Multi-family Residential zones in the following ways:
 - Front yards: from 20 feet from the right-of-way to 15 feet from the right of way.
 - Side yards: from total not less than 15 feet with no one side yard less than five feet to 0 feet minimum internal setback.
- Increasing the maximum lot coverage in all residential zones to 50% recognizing a new range of housing types and allow for appropriate design.

The town also reviewed local option tools for addressing affordable housing funding gaps. It identified the following tools for implementation:

- Tool 1
- Tool 2
- etc.

4.4 Housing Goals and Policies

Goal HO 4.1

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

Policies

- HO 4.1.1: Promote a variety of means for developing new affordable housing including infill, redevelopment, and new development.
- HO 4.1.2: Work cooperatively with San Juan County to address the need for affordable housing on San Juan Island.
- HO 4.1.3: Jointly develop and maintain a database of affordable housing information, resources, and development opportunities with San Juan County.
- HO 4.1.4: Provide incentives to develop and maintain housing that meets the needs of individuals with disabilities, the elderly, and low-income households to lower the possible risk of displacement.

Goal HO 4.2

Provide an adequate supply of land for residential use to promote new housing development, maintain existing housing stock, and lower housing costs.

Policies

- HO 4.2.1: Preserve existing residential land uses by using development regulations to minimize the pressure for conversion of residential to non-residential uses.
- HO 4.2.2: In order to promote affordability of new housing, review residential land absorption rates and supply of available residential land every year.
- HO 4.2.3: In accordance with the policies of the Land Use Element, discourage the conversion of residential areas to non-residential uses.
- HO 4.3.4: Recognizing the constraints of overall budget and revenues, commit capital improvement revenue to maintain and improve capital facilities in existing and future residential neighborhoods.

Goal HO 4.3

Coordinate efforts with federal, state, and local governments, non-profit organizations, and other housing providers to improve the quality and quantity of affordable housing options in Friday Harbor.

Policies:

- HO 4.3.1: Encourage San Juan County to establish a Housing Resource Center to function as an information clearinghouse and non-profit development agency to coordinate the development of affordable housing and related activities.

- HO 4.3.2: Because of its significant role in providing affordable housing in San Juan County, the Town of Friday Harbor should seek representation on the San Juan County Housing Advisory Committee.
- HO 4.3.3: Facilitate and encourage non-profit and for-profit housing development and financing initiatives rather than assuming direct responsibility for housing development.

A photograph of a ferry crossing a body of water, likely a river or bay. The ferry is a flatbed with a concrete ramp on the left side. In the background, there are buildings, trees, and a sign that reads "FRIDAY HARBOR SAN JUAN ISLAND". A large blue banner is overlaid on the image, containing the text "5 Transportation".

5 Transportation

5.1 Summary and Purpose

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

5.2 Existing Transportation System

This section provides an inventory of the existing transportation system in Friday Harbor. A transportation system inventory is a requirement of the state's Growth Management Act (GMA) and serves as the baseline for planning the Friday Harbor future transportation system.

Roadway System

Friday Harbor is served by a network of roads totaling approximately 13 miles. Most arterials are built to adopted standards in terms of lane width and surface condition for their intended use; however, some of the town's older local access streets are narrow, constrained by limited rights-of-way, and may have deteriorating or unpaved surfaces.

Traffic congestion in Friday Harbor corresponds to the off-loading of vehicles from the ferry dock throughout the day. Because each ferry can only accommodate a limited number of vehicles, the peaks in traffic volume associated with the ferries are limited in volume and duration. Ferry traffic is generally lower in the winter, with ferries typically operating under total capacity, and higher in the summer when ferries run at capacity most of the time and complete additional daily runs. The lowest traffic volumes are typically winter weekdays, and the highest volumes are summer weekends given the influence of the ferry and tourism on Friday Harbor traffic.

Loading vehicles onto the ferry does not produce the same type of congestion peaks as off-loading. The arrival of vehicles at the loading area is dispersed over a period of several hours compared to off-loading which is concentrated over a period of 15-20 minutes. Also, Washington State Ferries (WSF) provides off-street queueing capacity for a large volume of vehicles which generally prevents travelers waiting for ferries from affecting traffic; however, during summer months this queueing capacity is sometimes exceeded causing ferry traffic to consume street capacity while waiting to board the ferry.

Study Area and Data

The Transportation Element focuses on facilities owned and operated by the Town of Friday Harbor. Other facilities critical to transportation within the Town are operated by:

San Juan County

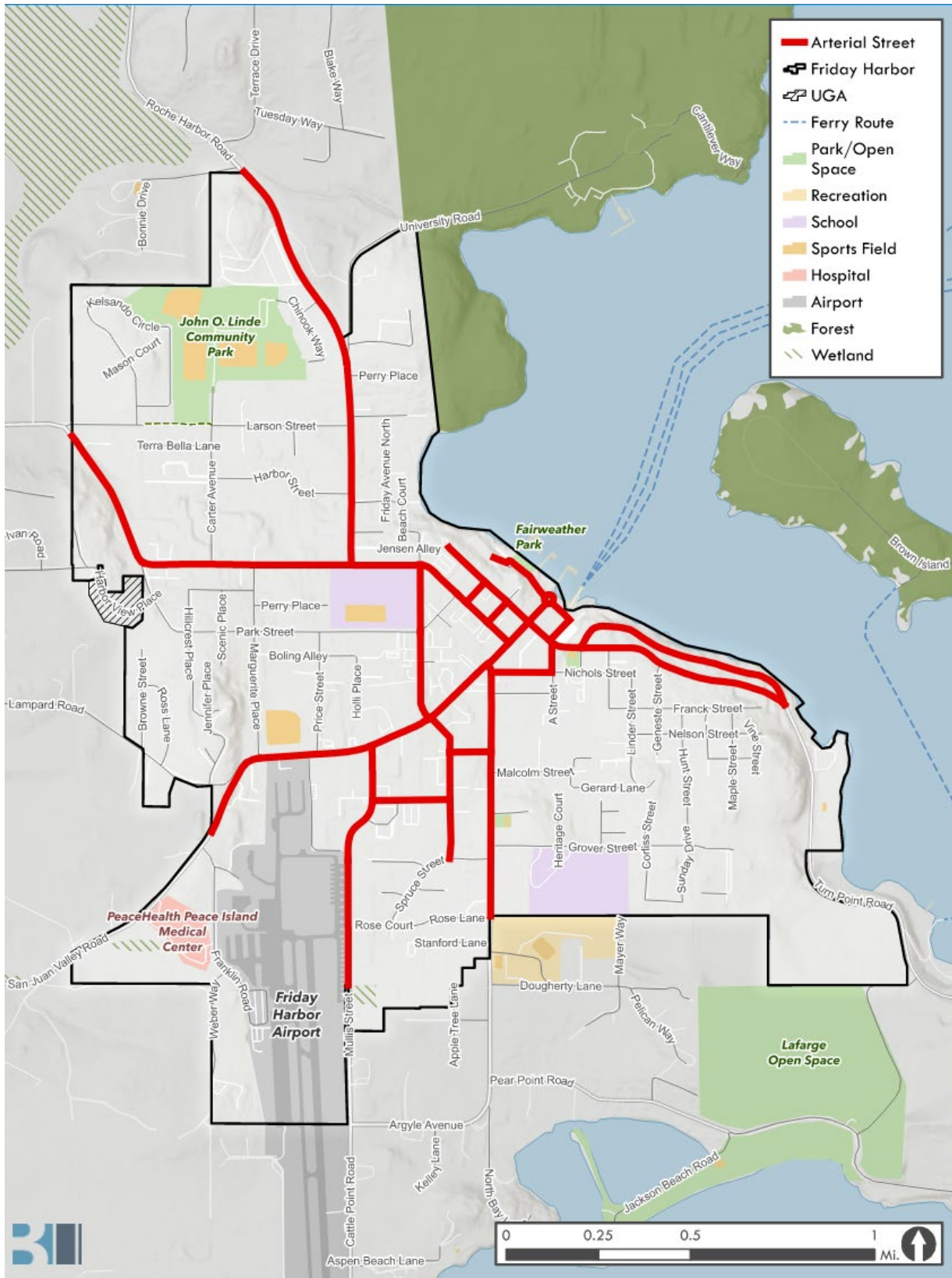
Port of Friday Harbor

Washington State Department of Transportation (WSDOT).

Functional Classification

Functional classification is the grouping of roads by the character of service they provide and was developed for transportation planning purposes. The streets in Friday Harbor are divided into two functional classifications: arterials and local access streets. **Exhibit 5-1** illustrates the Town's functional classifications. Arterials provide a higher degree of mobility and have limited access to adjacent land uses, accommodating higher traffic volumes at higher speeds. Examples of arterial streets in Friday Harbor include Spring Street, Tucker Avenue/ Roche Harbor Road, Guard Street, Blaire Avenue/Caines Street, and Argyle Avenue.

Exhibit 5-1. Town of Friday Harbor Functional Classifications (pending FHUGA update)



Source: Town of Friday Harbor Comprehensive Plan 2018

Lower classes (e.g., local access streets) provide a high degree of access to adjacent land and are not intended to serve through traffic, carrying lower traffic volumes at lower speeds. All other streets not classified as arterials in Friday Harbor are considered local streets.

Federal Highway Administration (FHWA) Directive 23 CFR 470 states that the state transportation agency has the primary responsibility for developing and updating a statewide highway functional classification in rural and urban areas to determine functional usage of the existing roads and streets. WSDOT has developed functional classifications for the major roads in Friday Harbor as illustrated on **Exhibit 5-4**. The WSDOT functional classifications do not necessarily align with the Town's functional classifications because WSDOT's classes are primarily based on the level of traffic served and the role that road plays in the overall system whereas the Town's classes were developed based on roadway widths.

Parking

The Town currently provides 660 short-term public parking spaces in on-street locations throughout the downtown area. Time limits associated with these spots are 30 minutes, 2 hours, 4 hours, and 8 hours. All unmarked spots are limited to 72 hours. Parking outside the regulated downtown area is also available in private lots and on-street.

Traffic Circulation and Volumes

Traffic circulation in Friday Harbor is affected by its function as the primary access point to the rest of San Juan Island. Peak vehicle loads that occur when the ferries unload have the greatest impact on traffic circulation, as do excessive queues that exceed WSF storage capacity, and the boarding process itself. Conflicts between larger vehicles, active mode travelers and micromobility users at uncontrolled intersections contribute substantially to congestion.

As described previously, traffic volumes are influenced by tourism and ferry traffic and are highly seasonable. The 2018 Comprehensive Plan goals and policies aimed at assessing transportation needs for Friday Harbor based on average conditions providing a balance between the very high traffic volumes experienced in the summer and the low winter traffic volumes.

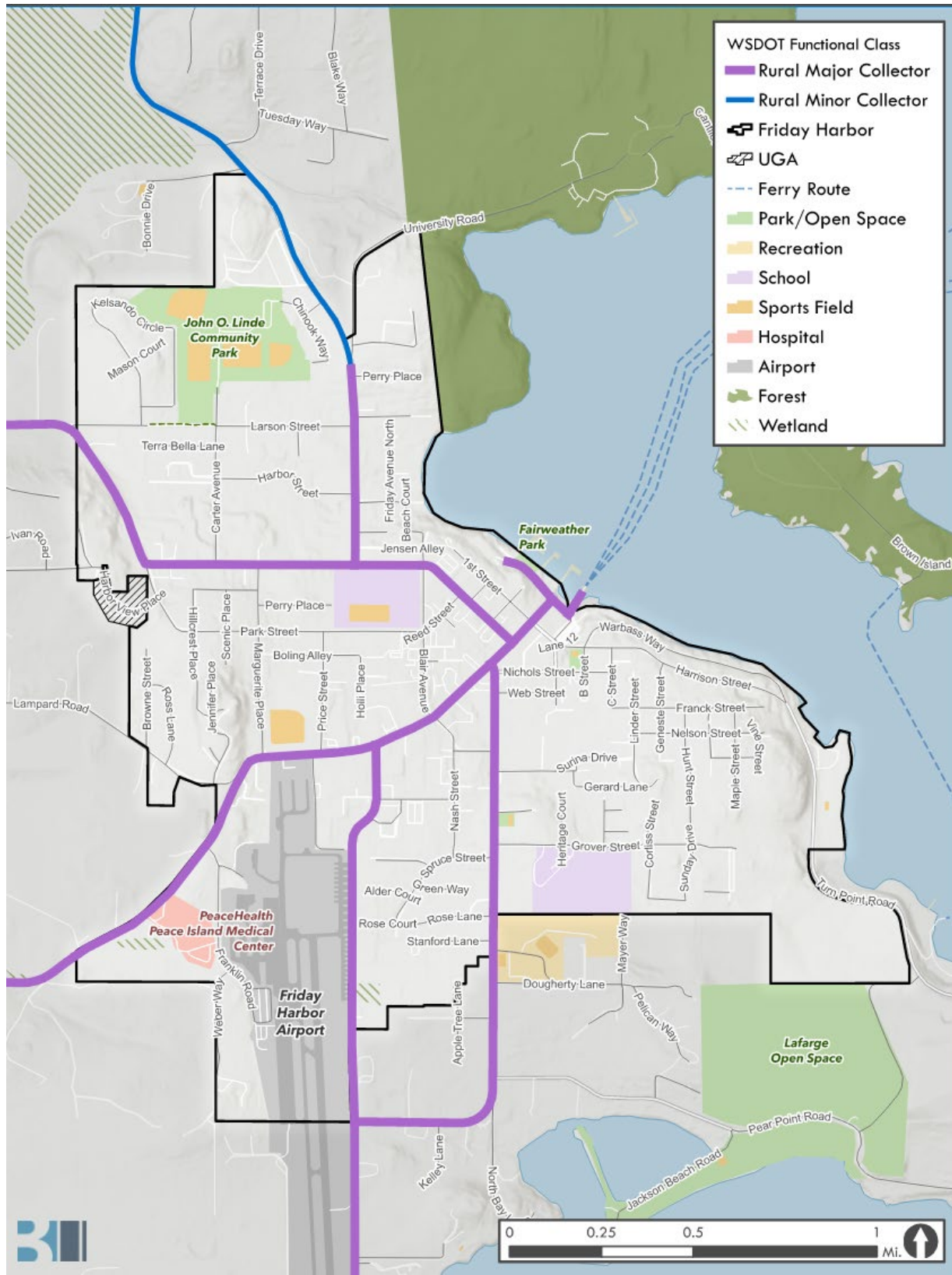
The StreetLight platform was used to determine the town of Friday Harbor traffic volumes. StreetLight pulls together transportation data from x, yxxxx. A review of the existing (2023) average daily traffic volumes along Spring Street, the highest volume arterial in the town, by month shows March and April represent average conditions. This finding is consistent with the Town staff's observations where late March/early April represent average conditions and late July/early August represent peak traffic conditions. _____ illustrates the average daily traffic volumes (2024?? March/April) along key streets serving the town. **Exhibit 5-2** shows daily traffic volumes along XXXX has about 11,000 vehicles per day while xxx has about 14,000 vehicles per day.

Weekday PM peak hour traffic volumes for average conditions (late March/early April 2024) were also obtained from StreetLight. **Exhibit 5-3** illustrates the weekday PM peak hour turning movements at key intersections within the town. Exhibit x shows_____

Exhibit 5-2. Average Daily Traffic Volumes

Exhibit 5-3. Weekday PM Peak Hour Traffic Volumes

Exhibit 5-4. WSDOT Functional Classification



Source: WSDOT, year

Road System Level of Service Standards

The 2018 Comprehensive Plan explains that the level of service (LOS) is not based on the common approach of rating street using the Highway Capacity Manual (HCM) because this method does not adequately address systems such as those found in Friday Harbor. In addition, the San Juan County rural method based on average daily traffic is not used because it uses higher roadway speeds and does not consider peak hours, and the urban method is geared towards higher density and traffic volumes. **Exhibit 5-5** shows the Friday Harbor LOS that has been established in the 2018 Comprehensive Plan. The Town has an adopted LOS D standards for arterial intersections, Spring Street and other arterials.

Exhibit 5-5. Friday Harbor Street and Intersection Level of Service Definitions

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

Source: 2018 Comprehensive Plan, Town of Friday Harbor

Traffic Operations

Traffic volumes were used to evaluate traffic operations in Friday Harbor. Traffic operations analysis provides a quantitative method for evaluating transportation conditions. Traffic operations were evaluated for the existing year (2023) based on the and the Friday Harbor LOS definitions. The HCM is a nationally recognized and locally accepted method of measuring traffic flow and congestion. Intersection LOS analysis was performed for major intersections within the study area based on 2023 conditions.

Exhibit 5-7 provides a comparison between 2015 and 2023 LOS, delay, and worst movements at the study intersections not meeting the adopted LOS standard or showing a trend towards increased delay. Poor operations are known issues at the XXX intersection. The Town of Friday Harbor’s 6-Year Transportation Improvement Program 2024-2029 includes improving the XXX intersection. The Town is currently installing a new signal and adding turn lanes at the Stewart Road SE/Butte Avenue SE intersection.

Exhibit 5-6. Weekday PM Peak hour Intersection LOS Summary

Intersection	LOS ¹	Delay ²	WM ³
1. 1st St & Spring St	A	8.2	SW
2. 2nd St & Spring St	B	10.4	NE
3. Front St & Spring St	B	10.7	NW
4. Grover St & Argyle Ave	B	10.1	WB
5. Guard St & Tucker Ave	B	12.1	SB
6. Guard St & Kelsando Cir	A	8.6	WB
7. A St & Harrison St (Ferry Intersection)	B	10.3	NE

Notes:

1. LOS = level of service based on the Highway Capacity Manual (HCM)

2. Average delay in seconds per vehicle.

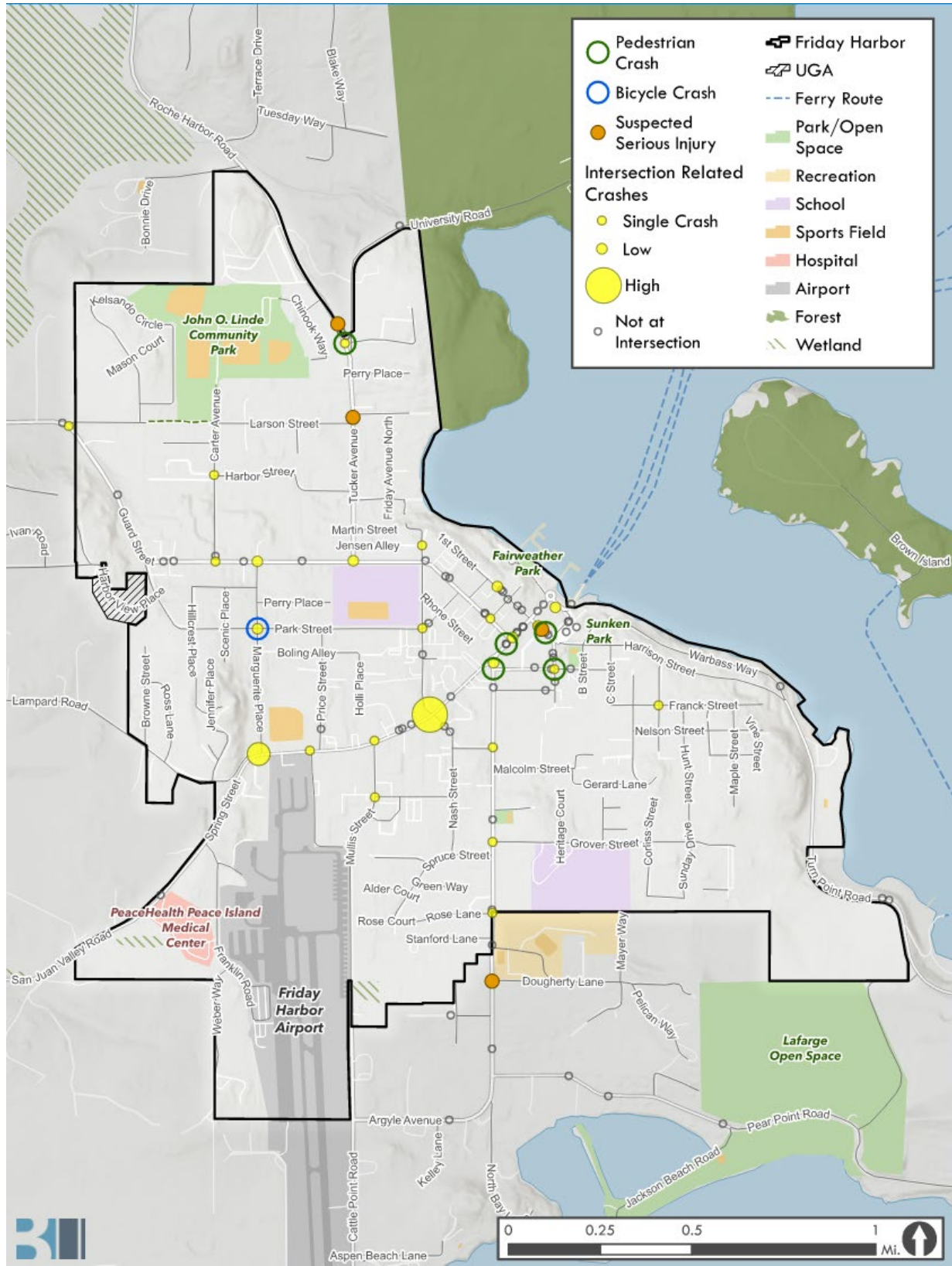
3. WM means worst movement and SB means southbound, WB means westbound, NB means northbound, EB means eastbound.

Traffic Safety

During the 5-year period, between January 1, 2019, and December 23, 2023, there were 56 crashes reported in the town of Friday Harbor, none of which were fatal. There was one (1) reported serious injury crash at First Street and Sunshine Alley. The most frequently reported crash types were parking related incidents with 50 percent of the parking incidents occurring near the intersection of First Street and Spring Street. The Spring Street/First Street intersection also the highest average number of crashes with approximately one per year. Other intersections approaching a frequency of one crash per year were Spring Street and Second Street, and Spring Street and Blaire Avenue (Caines Street). Overall, the number of reported crashes in the town of Friday Harbor is low.

Exhibit 5-7. Comparative Analysis LOS pending

Exhibit 5-8. Friday Harbor Crashes??? (pending FHUGA update)



Source: Pending

Transit

Transit service is provided by private operators. San Juan transit provides service to San Juan Island and includes stops in Friday Harbor. Service is provided daily along a circuitous fixed-route with hours of operation varying by season, generally between 8:40 a.m. and 6:20 p.m. Tours and charters are available as well. Several operators also provide taxi service on the San Juan Island.

Non-Motorized

Pedestrian facilities in Friday Harbor are provided in the form of sidewalks and shoulders. Exhibit 5-9. Non-Motorized Facilities shows the sidewalk facilities in town. Sidewalks are provided in the downtown commercial areas as well as newer residential areas in the town. In older residential areas, pedestrians typically walk on the roadway or use shoulders as walking paths. The Six Year Transportation Improvement Plan (TIP) 2025-2030 includes several sidewalk projects including:

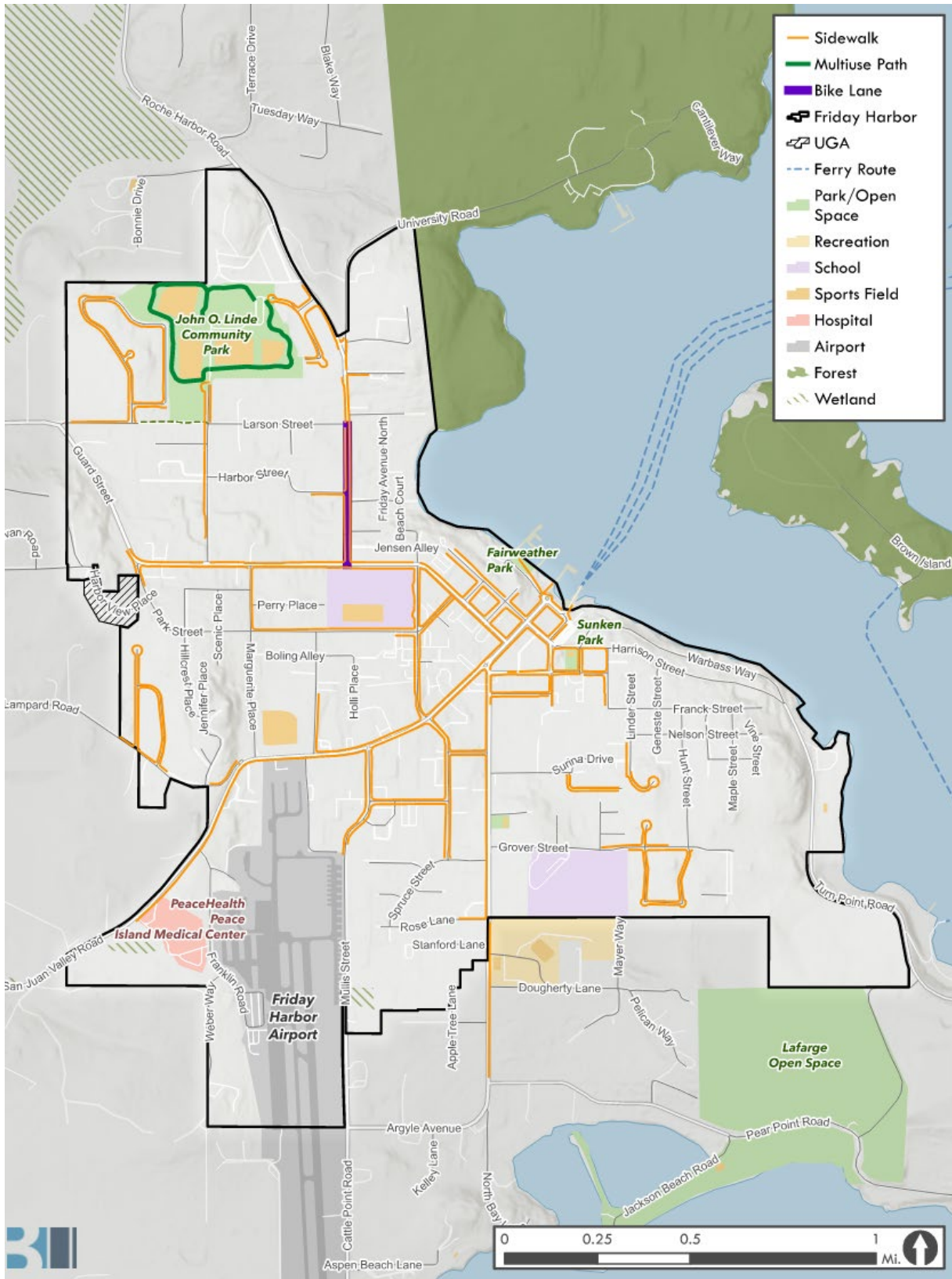
Grover Street Improvements (Argyle Avenue to Hunter Street) – Reconstruct street and provide curb, gutter, sidewalk, ADA ramps, crosswalks and lighting.

Nichols Street Improvements (Argyle Avenue to C Street) – Reconstruct street and provide curb, gutter, and sidewalk.

Market Street Reconstruction (Mullis Street to Nash Street) – Reconstruct street and provide curb, gutter, sidewalk, and streetlights.

The only designated bicycle lanes within the town are along Tucker Avenue between Guard Street and Larson Street, which indicate motor vehicles and bikes share the road. There are no designations on other facilities, but bikes, scooters and mopeds share the roads with motorized vehicles.

Exhibit 5-9. Non-Motorized Facilities (pending FHUGA update)



Source: Pending

Marine Transportation

Washington State Ferries

Washington State Ferries currently serves Friday Harbor, linking the town to the Anacortes terminal on Fidalgo Island, and to Lopez, Shaw and Orcas Islands. According to the Washington State Ferries website, previous international service to and from Sidney, B.C. remains suspended until further notice due to continued significant crewing and vessel availability challenges. There will be no service to and from Sidney through at least Spring of 2030.

The existing terminal is located at 91 Front Street and includes ferry holding lanes, bicycle racks along Front Street, and waiting areas for walk-on and bike-on passengers.

During the off-peak season the Friday Harbor ferry terminal handles 14 departures per day between 5:45 a.m. and 10:05 p.m., with additional runs added during summer months. The primary destination for ferry traffic leaving Friday Harbor is Anacortes, with only 5 of the 14 runs serving interisland traffic between Friday Harbor and Shaw or Lopez Island.

On average, the Friday Harbor ferry terminal serves about 2,458 daily riders traveling to Anacortes (per WSDOT), and about 212 daily interisland travelers. This represents a growth in demand for travel to Anacortes of about 17% since 2018.

For staging of vehicles waiting to board the ferry, there are 3 lots (A, B, and C) located along East Street, at A Street and Nichols Street E, and on Nichols Street E. WSDOT estimates the number of drive-up spaces available in ferry holding queues based on the number of vehicle reservations made for a sailing and provides terminal cameras at Anacortes and Friday Harbor for travelers to view the available holding space and make decisions about when best to travel. There is no parking for walk-on traffic available at the Friday Harbor terminal, however short term limited on street parking may be available nearby.

Ferry Level of Service Standards

The 2018 Comprehensive Plan adopted the following LOS policy for WSDOT ferry operations to and from Friday Harbor:

Minimum of eight (8) peak summer ferry sailings to Anacortes

Vessel “turn around” in Friday Harbor of 30-35 minutes

Exhibit 5-10 outlines the ferry LOS definitions. Friday Harbor has adopted LOS D for peak and off-peak ferry service and parking.

Exhibit 5-10. Ferry Level of Service Definitions

Level of Service (LOS)	A	B	C	D	E	F
% Overload Peak (August)	<20	20-24	25-34	35-49	50-60	> 60
% Overload Off-peak (March)	<10	10-14	15-24	25-39	40-50	> 50
Parking Spaces per 100 residents	>6	6	5	3	2	<2

Source: 2018 Comprehensive Plan, Town of Friday Harbor

Port of Friday Harbor

The main marina is located right in the heart of downtown Friday Harbor and has 500 50-foot to 70-foot slips with 100 available for overnight use, surrounded by a floating breakwater. Additionally, around 1,500 feet of the breakwater are held for overnight boat moorage. In the off-season the marina accommodates around 450 boats, increasing to around 700 in the summer. Electricity, water, waste disposal, recycling, restrooms and showers, communications, parking and U.S. Customs services are available to all boaters. Fishing and commercial vessels are also provided with a networking float and limited storage facilities. The marina's capacity is 20,000 boat nights per year plus an equal number of day visits.

Air Transportation

Friday Harbor Airport

The Port of Friday Harbor operates the Friday Harbor Airport. It is located within walking distance immediately southwest of the town and is a primary service airport with regularly scheduled service. The 3,800 square-foot Roy Franklin passenger terminal and 75-foot runway serve a variety of commercial carriers, accommodating over 10,000 passengers per year.

The Port maintains 55 port-owned and 46 privately owned plane hangars, and tie-downs for 45 guest aircraft. A total of 143 aircraft are based at the airport. Ground based transportation including rental cars, buses, shuttle buses, and taxis are available to connect guests to their island destinations.

Seaplanes

Scheduled seaplane service connects the marina to Seattle's Lake Union. The waters of Friday Harbor are designated as a general aviation seaplane base, active since 1947. During 2022, the operational traffic mix was 54% air taxi service and 46% transient general aviation.

5.3 Future Transportation Needs Pending

5.4 Transportation Goals and Policies Pending

The background image shows the exterior of a school building. A large mural of an eagle with spread wings is mounted on the upper part of the wall. Below the eagle, the words "Friday Harbor Elementary" are visible. The building has a light-colored facade with a dark green door and a window. A blue banner with white text is overlaid on the image.

6 Capital Facilities

6.1 Summary and Purpose

The Capital Facilities Element addresses the public services of the town and the facilities needed to provide these services. This element required the coordination between Town departments, San Juan County, and different service providers who maintain capital facilities within Friday Harbor. Future service and associated facility needs are coordinated with the planned population and growth patterns established by the Land Use Element. Proposed major capital expenditures planned throughout the town are identified, and six-year capital financing strategies and requirements are addressed in the Town Budget or adopted by reference from individual capital improvement plans.

While the Town of Friday Harbor provides some of the services and capital facilities analyzed in this element, additional services such as police, fire, emergency medical services, and public schools are provided by other agencies operating within the town and serving its residents. Water, storm drainage, green infrastructure, and sewer services are mandated in this section by the GMA for direct concurrency requirements. Transportation facility analysis, which are also mandated by the GMA, are provided separately within the Transportation Element. Parks and Recreation facilities are included in this element per GMA requirement but additional analysis and planning information is included in the Parks Element.

Regulatory Context

Growth Management Act

This Capital Facilities Element is developed in accordance with the GMA's requirements for public facility planning and programming in support of comprehensive plans. The following are required under RCW 36.70A.070:

- An inventory of existing capital facilities owned by public entities, including green infrastructure, showing the locations and capacities of the capital facilities;
- A forecast of the future needs for such capital facilities;
- Proposed locations and capacities of expanded or new capital facilities;
- At least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes; and
- A requirement to reassess the land use element if probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated and consistent. Park and recreation facilities shall be included in the capital facilities plan element.

The Town of Friday Harbor is responsible for providing facilities including, but not limited to, municipal facilities, parks, streets, water and sanitary sewers, green infrastructure and storm drainage services. The GMA requires growth to occur first in developed areas already served

by public services and utilities, and then in undeveloped areas needing new services as identified in the Future Land Use Map ([Exhibit 3-7](#)).

The GMA established that public facilities and services should aim to ensure that public facilities and services necessary to support development shall be 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. These established standards, funding strategies, and capital facility needs are found in the subsections that follow for each service sector.

Documents Cited in this Element

Friday Harbor Water Systems Plan, 2024

Town of Friday Harbor Wastewater Facilities Plan, 2019

 Town of Friday Harbor Stormwater Plan, 2005

San Juan County Solid Waste and Moderate Risk Waste Management Plan, 2018

San Juan Island Fire District No. 3, Website and Chief Interview

San Juan Island EMS, 2025 Annual Report and Capital Facilities Plan, 2025

San Juan County Sheriff's Office, Website and Sheriff Interview

PeaceHealth Peace Island Medical Service, Website

6.2 Analysis of Current and Future Capital Facilities

Water

Existing Conditions and Historical Context

Friday Harbor's water service is provided by the Town of Friday Harbor to homes and businesses within town limits and is supplied from three surface water sources: The Trout Lake drainage basin, overflow from Lake 310 which is pumped into the Trout Lake watershed, and seasonal diversion of water from a creek in Section 17 east of Trout Lake. The Town of Friday Harbor Water System Plan was produced by Brown and Caldwell in 2024 and contains the most up-to-date inventory of existing facilities, development of criteria for water system analysis, a hydraulic analysis of water system performance, a capital improvement program (CIP) based on hydraulic analysis, and a financial plan to fund the proposed CIP and assess existing revenue and expenses.

This plan also includes a forecast of the usage based on average water consumption by equivalent residential units (ERUs). A map of the entire water system (2024) can be found below in [Exhibit 6-1](#) and lists of the facilities can be found in [Exhibit 6-3](#), through [Exhibit 6-5](#) and includes a list of reservoirs, tanks, conveyance systems, pumps, and treatment plants.

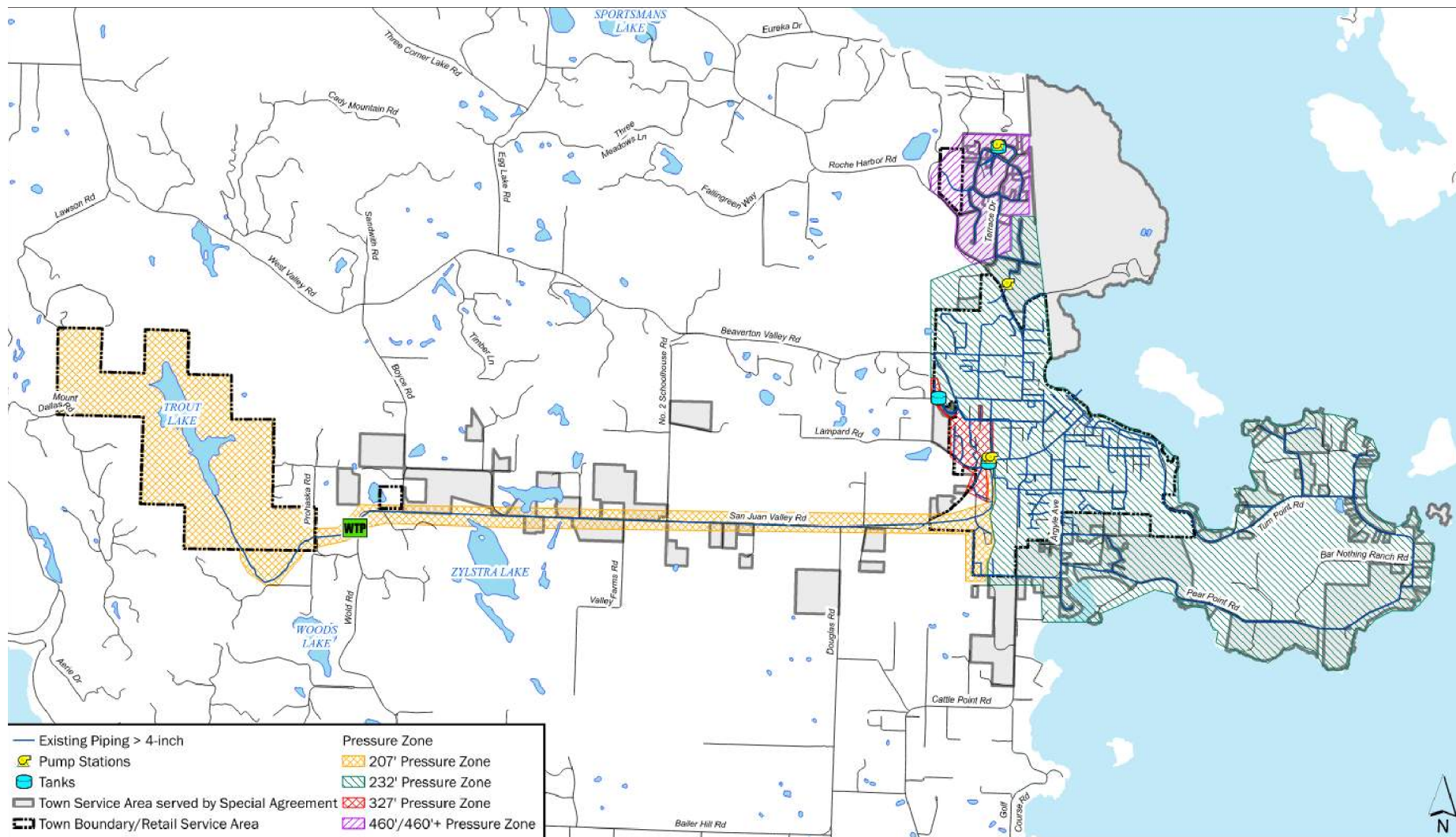
Water is distributed throughout the system by approximately 56.9 miles of pipeline. In addition to the Town's system, irrigation needs are augmented by private water supplies. There are currently 57 private wells within the areas on the water system.

Until 1979 Friday Harbor's water supply came from only Trout Lake. Trout Lake is located west of town in an isolated, undeveloped drainage basin of approximately 840 acres. The Town owns about 570 acres of the watershed. The natural lake was increased in size and depth with construction of the existing concrete dam.

In 1979, the Lake 310 augmentation project (Aug 1) was constructed to supplement Trout Lake with more surface water runoff. The project entailed building a diversion near the southeast end of Lake 310 to collect overflow water from a 290-acre watershed. The Lake 310 overflow water is captured in a small storage impoundment, then pumped over a hill into Trout Lake Creek which drains into Trout Lake. In 1988 the Town began construction of a second augmentation project (Aug 2). Aug 2 consists of a stream diversion, pump station and force main. Runoff water from Aug 2 is diverted and pumped to Trout Lake.

In 1993 construction began to replace the pressure filtration system with a 700-gpm gravity filtration system. In 2010, Granular-Activated Carbon filtration was added. A 70,000-gallon clearwell provides water to periodically backwash the filtration units. Following filtration, water is chlorinated. Finished water is carried via a new 14-inch HDPE main, built in 2016, to the Town's 0.5-million-gallon standpipe located at Spring Street and Marguerite Place. During high system demands, three 350-gpm pumps at the treatment plant maintain the standpipe at a hydraulic grade line elevation of 207 feet. During low system demands, a single 50-gpm pump maintains the standpipe elevation at 207 feet. (see [Exhibit 6-5](#))

Exhibit 6-1. Town of Friday Harbor Water System Map (2024)



Source: Town of Friday Harbor Water System Plan, 2024.

Exhibit 6-2. Town of Friday Harbor Water Sources and Sustainable Yield, 2013

Water Source	Sustainable Yield/Year (Million Gallons)	Sustainable Yield/Day (Million Gallons)
Trout Lake Reservoir	106	.29
Augmentation 1	40	.11
Augmentation 2	22	.06
Trout Lake Dead Storage*	25	.07
Effective Total (Excludes Trout Lake Dead Storage)	168	.46

Source: Town of Friday Harbor Water System Plan, 2024; Town of Friday Harbor Trout Lake Capacity Analysis, 1994; BERK 2025.

Note: *Dead storage below the Trout Lake dam outlet can be accessed by pumping. However, by Town policy, dead storage will be used only during drought conditions

Exhibit 6-3. Town of Friday Harbor Water Conveyance, 2013

Diameter (in)	Approximate Total Length (ft)
2	19,340
4	18,392
6	158,109
8	73,349
10	10,200
12*	21,303
Total	300,693

Source: Town of Friday Harbor Water System Plan, 2024.

*Includes 14-inch transmission main, which is functionally a 12-inch pipe based on capacity of inner diameter

Exhibit 6-4. Town of Friday Harbor Storage Tanks, 2013

Tank	Zones	Nominal Capacity (MG)	Floor Elevation (ft)	Height (ft)	Diameter (ft)
207 ft tank	207 ft zone	0.5	157	50	41.3
232 ft tank	232 ft zone	1.0	208	24	84.2
460 ft tank	460 ft zone	0.05	442	27	19
Total		1.55			

Source: Town of Friday Harbor Water System Plan, 2024.

Note: 232 ft tank and 460 ft tank are replenished by the 207 ft tank via a 3,000 gallon hydro-pneumatic pressure tank. The 207 ft tank is replenished directly by the water treatment plant.

Exhibit 6-5. Town of Friday Harbor Pump Facilities, 2013

Pump Station	Service	Pump	Nominal Capacity		Head (ft)	Horsepower
			GPM	MGD		
AUG 1 to Trout Lake	Raw Water	Pump 1	800	1.15	180	50
		Pump 2	800	1.15	180	50
AUG 1 to Trout Lake	Raw Water	Pump 1	1,340	1.93	235	60
		Pump 2	1,340	1.93	235	60
WTP to 207 ft pressure zone	Potable Water	Small Pump	200	0.29	130	10
		Large Pump 1	350	0.5	25	25
		Large Pump 2	350	0.5	25	25
		Large Pump 3	350	0.5	25	25
207 to 232 ft pressure zone	Potable Water	Small Pump	340	0.49	45	5
		Large Pump 1	360	0.52	55	7.5
		Large Pump 2	360	0.52	55	7.5
207 to 327 ft pressure zone	Potable Water	Small Pump 1	150	0.22	180	20
		Small Pump 2	150	0.22	180	20
		Large Pump	1,000	1.44	160	60
232 to 460 ft pressure zone	Potable Water	Pump 1	120	0.17	365	25
		Pump 2	120	0.17	365	25
460 to 460 ft plus pressure zone	Potable Water	Small pump	105	0.15	178	3

Source: Town of Friday Harbor Water System Plan, 2013.

Maximum daily demand has varied from 0.45 million gallons per day (MGD) in 2000, 0.79 MGD in 2012, and .51 MGD in 2020. The highest water use typically occurs during the months of July, August, and September when approximately one third of the annual volume is consumed.

Single family residential use made up the largest portion of total water consumption between 2015 and 2020 in Friday Harbor accounting for approximately 35%. Commercial, Industrial, and public authority users make up the next largest usage of water at approximately 34%. Multi-family residential accounts for approximately 19% and other users make up 7%. The remaining water use in the system comes in the form of distribution system leakages (DSL). .

Current Capacity and Demand

Based on construction document records and a reservoir capacity analysis it was determined that Trout Lake covers 60 acres when filled. The analysis estimated total storage volume to be 468 million gallons including the live and dead storage. "Live storage" is the volume of water above the reservoir lower outlet pipe and was estimated to be 370 million gallons. The reservoir volume below the lower outlet pipe is considered "dead storage" and was estimated to be 98 million gallons.

The sustainable yield of the trout lake reservoir is .46 million gallons per day, meaning that under normal (non-drought) conditions the lake is able to replenish on average .46 million gallons per day with additional dead storage in case of emergency. Average Day Consumption of water between 2015 and 2020 to the water system was 307,107 or .307 MGD. This is based on 2020 data in which there were 1,509 connections for 2,981 equivalent residential units.

Future Conditions

Level of Service Standards

The following Level of Service (LOS) standards were used to estimate source, treatment, distribution, and storage capacity for water supply in the Comprehensive Plan:

- Source: 168 million gallons annually. This is a standard in the currently adopted Water System Plan and source approval consistent with WAC 246-290.
- Treatment: 273 gallons per day/equivalent residential unit . This is a standard in the currently adopted Water System Plan and source approval consistent with WAC 246-290.
- Distribution: 500 gallons per minute (GPM) fire flow for single family residential, 750 GPM fire flow for multi-family residential and commercial, 1,000 GPM fire flow for industrial, manufacturing, and utility areas.

System Deficiencies and Capital Improvements

The Friday Harbor water system has the capacity to accommodate the ERU capacity as noted in **Exhibit 6-6**.

Exhibit 6-6. ERU Capacity of Friday Harbor Water System

Existing System Components	Basis	ERU Capacity
Source	Sustainable yield ADD (determined based on the water right)	4,466
Treatment	Chlorine contact well MDD	3,692
Storage	System storage capacity	3,954
Transmission	207- to 232-ft pump station capacity	3,699
Distribution	ERU's served by the system in the baseline year (2020) when deficiencies are first observed	2,981*
Water system ERU capacity	Limited by WTP capacity and pumping capacity	3,692
Water Right Annual Withdrawal Limit (ERU)	Annual Withdrawal Limit	4,835

Source: Friday Harbor Water Systems Plan, 2024; BERK 2025

Note: Distribution system capacity is limited by existing pipe sizes in several areas where the flow and/or pressure requirements are not met but is not defined on a total system-wide ERU basis. ERU capacity stated is the existing ERU's served by the system in the baseline year (2020).

Based on population projections and assuming a growth rate of ERUs consistent with the growth rate in population, the water system plan assumes that a population of water system user 3,804 to result in 4,554 ERUs. Using this same ratio of population to ERUs, the projected number of ERUs in 2045, assuming a future population of 4,119 will be roughly 4,931. Nearly every component of the water system listed above in [Exhibit 6-6](#) do not have capacity to serve 4,931 ERUs, several capital improvements to overall water system must be addressed in the planning period to ensure reliability and sustainability of the water system.

Additional analysis on capacity can be found in the 2024 Water System Plan, which is adopted by reference, as amended. Explanation of capital improvements can be found in [Exhibit 6-7](#), estimated cost and timeline of these improvements that will mitigate water system deficiencies can be found in [Exhibit 6-8](#).

Exhibit 6-7. Proposed Capital Project Descriptions, 2020-2040

Improvement	Purpose	Description
Source – 1	Capacity Enhancement	Evaluate modifications to Trout Lake Dam or alternative sources of supply to increase the available sustainable annual water supply yield available to the Town.
Treatment – 1	Capacity Enhancement	Evaluate the condition, maintenance, and remaining useful life of WTP equipment. Evaluate modifications and upgrades to the existing Town WTP to refresh/replace equipment as appropriate and increase treatment capacity. The chlorine contact clearwell and finished water pumping are the most capacity-limited processes, although other processes could also be targeted for capacity enhancement as part of WTP upgrades. WTP capacity upgrades are coordinated on future capacity needs and evaluations of source-of-supply alternatives.
Treatment – 2	Redundancy	Conduct feasibility study for new WTP.
Treatment – 3	Capacity Enhancement	Construct new WTP facility.
Storage – 1	Capacity Enhancement	Construct a new 460-zone storage tank adjacent to the existing tank with a 70,000-gallon recommended capacity. Alternatively, construct a new 125,000-gallon replacement tank.
Distribution – 1	Minimum Pressure	Design and construct piping improvements in vicinity of the airport and Skagit Valley College to improve fire flow performance. Upsize 6-inch and 8-inch water mains with approximately 3,100 LF of 12-inch DI water main and related appurtenances.
Distribution – 2	Pressure reduction	Design and construct piping improvements running from a new PRV (see Distribution – 3) south along Terrace Drive to Roche Harbor Road, along Roche Harbor Road to University Road, and north on University Road along the frontage of the proposed Finnegan Ridge and Friday Cove developments. Upsize existing 6-inch DI water main with approximately 1,400 LF of 8-inch DI water main and related appurtenances.
Distribution – 3	Pressure reduction	Design and construct a new PRV at the intersection of Terrace Drive and Tuesday Way, new isolation valve on Blake Way, new PRV DS of new connection to Blake Way, and new PRV off of Terrace Drive and Quail Crossing Road intersection. Construct 1,040 LF of 6-inch PVC pipe connecting piping on Terrace Drive to Blake Way. Construct 3,540 LF of new 6-inch PVC pipe parallel to existing 6-inch transmission line on Terrace Drive.

Improvement	Purpose	Description
Distribution – 4	Fire-Flow	Design and construct piping improvements on East Street from 1st Street to Front Street. Upsize approximately 240 ft of PVC pipe from 4 inch to 6 inch. Upsize 2-inch main off East Street to 4-inch with approximately 91 ft of 4-inch PVC pipe.
Distribution – 5	Pressure reduction	Design and construct water main replacement on First Street from Spring Street to B Street, including a new PRV vault located between A Street and B Street. Upsize approximately 600 LF 6-inch lead joint cast iron with 8-inch PVC and complete pressure-reduction strategy for waterfront.
Distribution – 6	Fire-Flow	Upsize 2-inch piping off Scenic Place S to Hillcrest Place with approximately 330 LF of 4-inch PVC pipe. Upsize 2-inch piping off of Price Street with approximately 160 LF of 6-inch PVC pipe.
Distribution – 7	Fire-Flow	Design and construct piping improvements on Franck Street from C Street to Maple Street. Upsize approximately 1,300 LF of 4-inch pipe to 8-inch PVC pipe.
Distribution – 8	Minimum Pressure	Design and construct piping improvements on C Street from Harrison Street to Franck Street. Upsize approximately 605 LF of 4-inch pipe with 8-inch DI.
Distribution – 9	Minimum Pressure	Design and construct piping improvements on Park Street from Hillcrest Place to Harbor View Place. Upsize approximately 1,860 LF of 6-inch pipe with 8-inch PVC pipe.
Distribution – 10	Fire-Flow	Design and construct piping improvements on Nelson Street from Linder Street to Maple Street. Upsize approximately 1,040 LF of 4- and 6-inch pipe to 8-inch PVC. Tie into two hydrant on Geneste Street in 1,000 LF to 4-inch PVC pipe.
Distribution – 11	Fire-Flow	Design and construct piping improvements on University Road from Finnegan Ridge to end of University Road. Upsize approximately 3,700 LF of 6-inch pipe to 8-inch PVC pipe to meet fire flow requirements.
Distribution – 12	Minimum Pressure	Design and construct piping improvements and 2-horsepower pump station on University Road and Finnegan Ridge (future Finnegan Ridge pump station). Upsize 314 LF of 6-inch pipe to 8-inch PVC.
R&R (1 – 24)	Repair and Replacement	Complete 24 pipeline replacement projects over 20-year planning horizon.


Improvement	Purpose	Description
Management – 1	WSP Updates	Complete Water System Plan updates on a 10-year rolling schedule (2033, 2043).
Management – 2	Asset Management	Develop asset management program.
Management – 3	LCRR Compliance	Develop LSL inventory.
Management – 4	Emergency Response	Develop Risk and Resiliency Assessment and Emergency Response Plan.

Source: Town of Friday Harbor Water System Plan, 2024

Exhibit 6-8. Water System Capital Improvement Budget, 2022-2040

Improvement	Time Frame	Cost	2022	2023	2024	2025	2026	2027	Mid-Term 2028–30	Long-Term 2031–40
Source – 1	2030–2040	\$200,000								\$200,000
Treatment – 1	2022–24	\$1,500,000	\$300,000	\$1,150,000	\$50,000					
Treatment – 2	2026–28	\$200,000					\$100,000	\$100,000		
Treatment – 3 ^c	2028–2033	\$12,000,000							\$8,000,000	\$4,000,000
Storage – 1	By 2025	\$475,000				\$475,000				
Distribution – 1	By 2040	\$2,186,000				\$1,093,000	\$1,093,000			
Distribution – 2	By 2040	\$781,000					\$781,000			
Distribution – 3	By 2040	\$2,191,000					\$1,095,500	\$1,095,500		
Distribution – 4	By 2030	\$193,000			\$193,000					
Distribution – 5	By 2030	\$900,000				\$900,000				
Distribution – 6	By 2030	\$228,000								\$228,000
Distribution – 7	By 2040	\$806,000								\$806,000
Distribution – 8	By 2040	\$480,000							\$480,000	
Distribution – 9	By 2040	\$892,000							\$892,000	
Distribution – 10	By 2040	\$624,000							\$624,000	
Distribution – 11	By 2040	\$1,385,000								\$1,385,000
Distribution – 12	By 2040	\$284,000							\$284,000	
R&R – 1	2022–2037	\$23,616,350	\$1,274,000	\$1,274,000	\$999,600	\$1,347,850	\$1,422,400		\$5,103,875	\$11,594,625
Management – 1	Every 10 years	\$500,000							\$250,000	\$250,000
Management – 2	By 2024	\$150,000	\$75,000	\$75,000						
Management – 3	By Dec 2024	\$75,000		\$35,000	\$40,000					
Management – 4	By Dec 2026	\$85,000						\$85,000		
Subtotal			\$375,000	\$3,434,000	\$3,125,000	\$2,092,600	\$3,409,350	\$2,617,900	\$15,053,850	\$18,747,625
6-year, 10-year, 20-year Subtotal		\$49,151,350							\$15,349,875	\$18,747,625

Source: Town of Friday Harbor Water System Plan, 202

 The Town promotes conservation measures to ensure that sustainable yield remains above average daily water use and additional capacity increasing capital investments will ensure the sustainability of the water system over time. Conservation measures can be found in the appendices of the 2024 Water System Plan and have historically been successful in reducing water use by up to 25% especially during peak demand.

Goals and Policies

Goal CFW 6.1

Develop and maintain a safe, efficient, and cost-effective water supply treatment and distribution for Friday Harbor.

Policies:

- CFW 6.1.1: Support the best available options for water sources and supply to ensure that its residents and visitors have adequate and reliable supplies of drinking water.
- CFW 6.1.2: Ensure that all the costs attributable to development of new water supplies or the extension of water supply facilities are equitably shared by those who benefit.

Goal CFW 6.2

Promote water conservation as a means to ensure protection and availability of Friday Harbor's water supply.

Policies

- CFW 6.2.1: Establish water conservation measures that apply to both water supply development and water use.
- CFW 6.2.2: Review and implement all viable methods of conservation and encourage the research and use of new water conservation technology, included but not be limited to:
 - Water efficient devices
 - Energy efficient devices
 - Recycling
 - Composting
- CFW 6.2.3: Explore utility rate structures that encourage conservation.
- CFW 6.2.4: Encourage the voluntary adoption of conservation measures and purchase of conservation devices through education and incentive programs.
- CFW 6.2.5: Favor water conservation measures over the acquisition of new resources

Goal CFW 6.3

Ensure that future water system improvements and service extensions are provided in a manner consistent with the goals and policies of the Comprehensive Plan.

Policies:

- CFW 6.3.1: Manage the water system and implement improvements in manner consistent with the currently adopted Water Systems Plan.
- CFW 6.3.2: New development should be contingent upon demonstration by the Town that water supply and related distribution facilities are both available and adequate for proposed uses.
 - Water supply should be considered “available” when it is demonstrated that water of sufficient quantity and quality for the intended use can be delivered to the proposed development.
 - Water supply should be considered “adequate” when peak demand and the quantities of water necessary to satisfy that demand have been demonstrated.
- CFW 6.3.3: Revise land use, development and building regulations to encourage water conservation. Measures should include, but not be limited to:
 - Point-of-use demand management and water meters; and
 - Water-efficient landscaping.
- CFW 6.3.4: In evaluating water supply system improvements, or the impact of new development on the Town’s water supply system, apply the following LOS standards:
 - Source: 168 million gallons annually. This is a standard in the Comprehensive Water Plan.
 - Treatment: 340 GPCD. This is a standard in the Comprehensive Water Plan.
 - Distribution: State requirements for minimum pressure and fire flow are defined in the Comprehensive Water Plan.
 - Storage: The standard is 600 gallons per capita (GPC), with a base of 0.24 MG for fire protection.
- CFW 6.3.5: Adopt a concurrency management ordinance that prohibits development approval if development causes the demand to exceed the adopted LOS unless improvements or strategies to accommodate the impacts of development are made concurrently with the development.

- CFW 6.3.6: If demand exceeds 85% of adopted LOS standards, respond in one or more of the following ways:
 - Decrease demand for water system facilities or services in one or more of the following ways:
 - Implement substantial demand reduction regulations; and
 - Re-evaluate the goals and policies in the Land Use Element that affect the rate of residential and non-residential growth; or
 - Re-evaluate the concurrency policies contained in this Element and revise if necessary; or
 - Limit the number of water service hookups approved by the Town pending funding and/or completion of identified water system improvements; or
 - Implementing a moratorium on new water connections to the Town's water supply system.
 - Increase water supply system capacity by:
 - Expanding water system facilities; or
 - Improve the existing system to correct deficiencies; or
 - Developing new water sources; or
 - Implementing water conservation measures; or
 - Conditioning permits for new development to provide for facilities that are lacking.

Wastewater

Existing Conditions

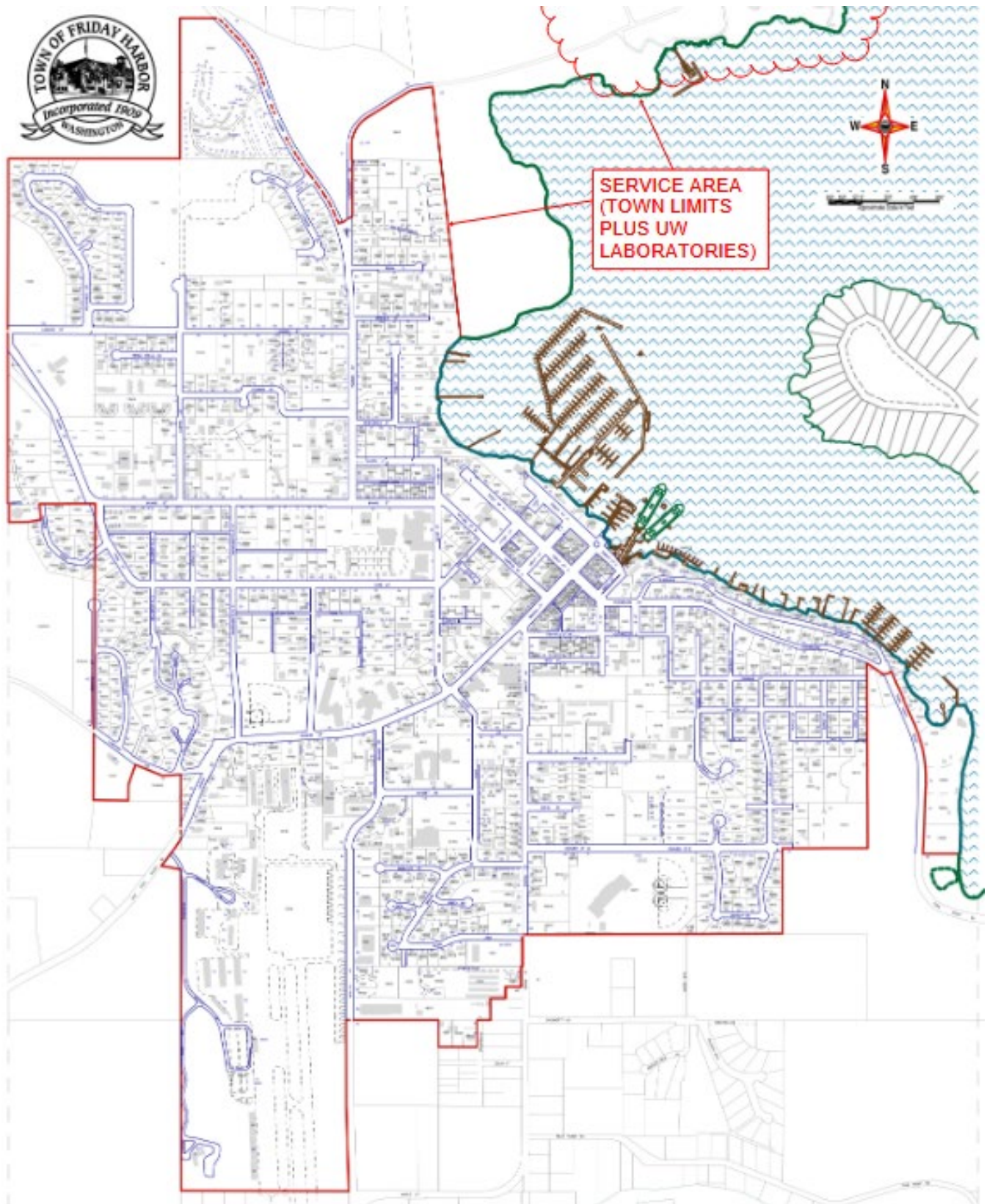
Service area

The Town of Friday Harbor wastewater system currently serves approximately 967 service connections within the town limits. There are 12 services located out of town including the University of Washington Friday Harbor Laboratories. The facilities include a conveyance system, wastewater treatment facility, biosolids processing and effluent disposal with an outfall in the marine waters of Friday Harbor. While the wastewater treatment system had its last major upgrade in 2004 and it generally functions well, it occasionally experiences problems that can be attributed to seasonal variation in weather and usage.

The majority of town residents are served by the wastewater collection system. Eleven households in the outlying areas are still on septic systems. These homes are beyond the reach of the collection system. The Town allows for the addition of septage to its wastewater stream, which is effluent that has been pumped from home septic tanks. The effluent from these homes receives treatment upon pumping.

The description of the existing wastewater system is found in the Town of Friday Harbor Wastewater Facilities Plan prepared by Wilson Engineering and adopted in November 2019. This Plan describe in detail the existing system and future needs and are hereby adopted by reference as amended. The plan shows the wastewater plan and service area at the time of adoption (2019) and therefore does not include major capital improvements that have been completed since the plans adoption. These improvements include updates to the Wastewater Treatment Plant's (WWTP) pre-treatment "headworks," the addition of tertiary filtration and conveyor belt system, as well as complete replacement of major sewer mains (including new stormwater infrastructure) on Spring Street.

Exhibit 6-9. Wastewater Service Area – 2008 - 2025

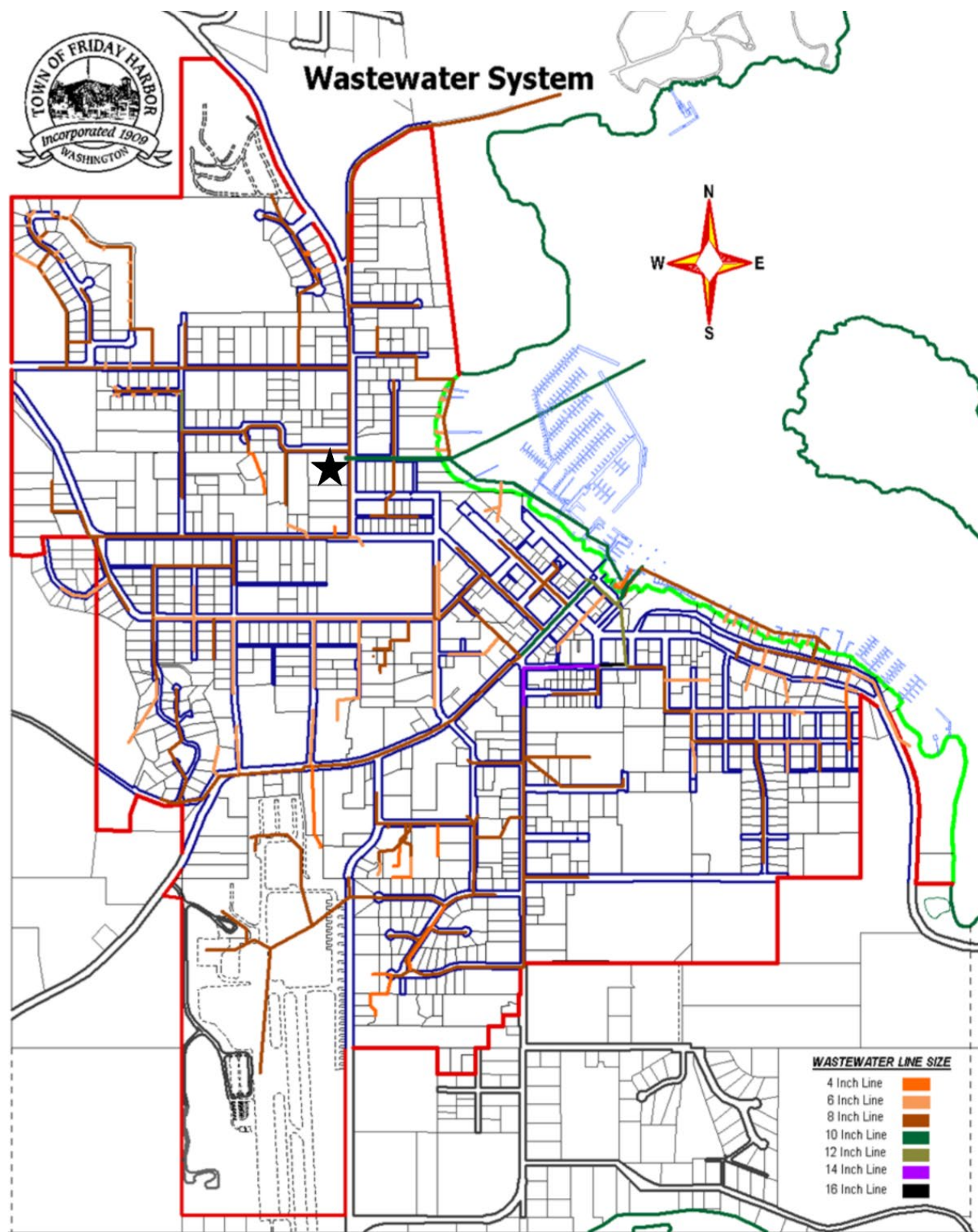


Source: Town of Friday Harbor Wastewater Facilities Plan, 2019; BERK 2025

Inventory of Facilities

Current wastewater facilities include 40,000 linear feet of sewer pipes, one WWTP, and nine pump stations. One of the nine pump stations is an in-plant pump that is part of the WWTP. Sewer mains are owned by the town and maintained by public works staff, lateral sewer lines that connect to the sewer mains are the maintenance responsibility of property owners.

Exhibit 6-10. Wastewater System Map – 2018



Note: ★ = WWTP

Source: Town of Friday Harbor Wastewater Facilities Plan, 2019; BERK 2025

Note: Sewer pipes upgraded alongside any major road project to ensure longevity, increase capacity, and cost savings. A full inventory of these upgrades has not yet been mapped by the Town of Friday Harbor

Current Demand

The demand for water treatment is based on the influent flows noted in the 2019 Wastewater Facilities Plan. The measurements are based on a metric of influent flows and measured by Projected Peak Month Flow and Projected Peak Day Flow. 2019 estimates of influent flows as well as estimated 2025 influent flows for the wastewater system are noted in **Exhibit 6-11** and Exhibit 6-12. In addition to peak flow capacity over different periods of time, the plant also manages influent loads of Biological Oxygen Demand (BOD) and Total Suspended Solids (TSS). These two measurements provide necessary information on the filtration capacity and treatment capacity of the WWTP.

Exhibit 6-11. Friday Harbor WWTP – Average Influent Flows and loadings 2016*

Annual Average Daily Flow	Peak Monthly Flows	Peak Week Flow	Peak Day Flows	Peak Hour Flow	Peak Instantaneous**	BOD Influent Loading for Maximum Month	TSS Influent Loading for Maximum Month
.28 MGD***	.44 MGD	.62 MGD	.96 MGD	2.2 MGD	2.7 MGD	762	582

Source: Town of Friday Harbor Wastewater Facilities Plan, 2019

*Based on estimated population of 2,250

**Peak instantaneous flow is currently restricted by the pumping rate of the influent pump station. Inflow beyond the in-plant pump station capacity is treated as outfall.

*** Million gallons per day.

Exhibit 6-12. Friday Harbor WWTP – Average Influent Flows 2025*

Annual Average Daily Flow	Peak Monthly Flows	Peak Week Flow	Peak Day Flows	Peak Hour Flow	Peak Instantaneous**	BOD Influent Loading for Maximum Month	TSS Influent Loading for Maximum Month
.35 MGD***	.55 MGD	.78 MGD	1.21 MGD	2.78** MGD	2.7 MGD	962	734

Source: Town of Friday Harbor Wastewater Facilities Plan, 2019; BERK 2025

*Scaled for current population estimate of 2,841

**The peak flow for any time period cannot technically exceed 2.7 MGD as the peak instantaneous flow for the WWTP is 2.7 MGD based on the maximum capacity in-plant pump station located at the WWTP.

*** Million gallons per day.

Future Conditions**Facility Capacity**

The capacity of the WWTP is based on known 2019 capacity based on and estimated “as-built” capacity after 2023 upgrades that were made to the WWTP in 2023. These significant upgrades were made to the WWTP including new pre-treatment “headworks,” and the addition of tertiary filtration and conveyor belt systems. The capacity of the facilities is based on a metric of influent flows and measured by Projected Peak Month Flow and Projected Peak Day Flow and is also based on the maximum allowed BOD, TSS, and maximum monthly flow from 2019 National Pollutant Discharge Elimination System (NPDES) permits. The facility limits and permitted flow and influent load limits are listed in Exhibit 6-13 and *** Million gallons per day.

Exhibit 6-14.**Exhibit 6-13. Friday Harbor WWTP – Facility Limits***

Annual Average Design Flow	Peak Monthly Flows	Peak Day Flow	Peak Hourly Flow	Peak instantaneous design flow	BOD Influent Loading for Maximum Month	TSS Influent Loading for Maximum Month
.42 MGD***	.66 MGD	1.44 MGD	2.88** MGD	2.7 MGD	1141 lb./day	872 lb./day

Source: Town of Friday Harbor Wastewater Facilities Plan, 2019

*The facility is designed to supporting a population of 3,372, this population estimate is the basis of these facility limits

** The peak flow for any time period cannot technically exceed 2.7 MGD as the peak instantaneous flow for the WWTP is 2.7 MGD based on the maximum capacity in-plant pump station located at the WWTP.

*** Million gallons per day.

Exhibit 6-14. Friday Harbor WWTP – Permit Limits*

Maximum Month Design Flow	BOD Influent Loading for Maximum Month	TSS Influent Loading for Maximum Month
.69 MGD**	1,600 lb./day	1,110 lb./day

Source: Town of Friday Harbor Wastewater Facilities Plan, 2019

*scaled for current population estimate of 2,841

** Million gallons per day.

The facility limitations of the WWTP are based on facility upgrades made in 2023. Currently, the WWTP facility is approaching both facility limits and permit limits and is anticipated to surpass these limits by the year 2035 based on population estimates from OFM and population allocations from San Juan County. Reference the [Housing Capacity Appendix](#) for more information on population growth. Based on the Wastewater Facilities Plan, commercial customers make up a small portion of the overall WWTP inflows and industrial lands are not directly serviced by the WWTP.

Projected Deficiencies

As noted above, the WWTP design capacity is based on a population of 3,372. The WWTP is approaching both facility limits and permit limits and is anticipated to surpass these limits by the year 2035 based on population estimates from OFM. [Exhibit 6-15](#) and [Exhibit 6-16](#) describe the surpluses and deficiencies of the 2023 as-built WWTP and NPDES permits to support projected population growth in the planning period.

Exhibit 6-15. Average WWTP Influent Flows for Population of 4,119* - Compared to Facility Limits

	Annual Average Design Flow	Peak Monthly Flows	Peak Day Flow	Peak Hourly Flow	Peak instantaneous design flow	BOD Influent Loading for Maximum Month	TSS Influent Loading for Maximum Month
Anticipated Flows and Loading	.51	.81	1.75	3.52	2.7 MGD	1393 lb./day	1065 lb./day
Facility Limit	.42 MGD	.66 MGD	1.44 MGD	2.88** MGD	2.7 MGD	1141 lb./day	872 lb./day
Surplus/deficit	-.09 MGD	-.15 MG	-.31 MGD	-.64	0**	-252 lb./day	-193 lb./day

Source: Town of Friday Harbor Wastewater Facilities Plan, 2019; BERK, 2025

* Population estimate for 2045 based on OFM and San Juan County projections and allocations

** The peak flow for any time period cannot technically exceed 2.7 MGD as the peak instantaneous flow for the WWTP is 2.7 MGD based on the maximum capacity in-plant pump station located at the WWTP.

Exhibit 6-16. Average WWTP Influent Flows for Population of 4,119* - Compared to Permit Limits

	Annual Average Design Flow	Peak Monthly Flows	Peak Day Flow	Peak Hourly Flow	Peak instantaneous design flow	BOD Influent Loading for Maximum Month	TSS Influent Loading for Maximum Month
Anticipated Flows and Loading	.51	.81	1.75	3.52	2.7 MGD**	1393 lb./day	1065 lb./day
Permit Limit	-	.69	-	-	-	1600 lb./day	1,110 lb./day
Surplus/deficit	-	-.12	-	-	-	+207 lb./day	-45 lb./day

Source: Town of Friday Harbor Wastewater Facilities Plan, 2019; BERK, 2025

* Population estimate for 2045 based on OFM and San Juan County projections and allocations

** The peak flow for any time period cannot technically exceed 2.7 MGD as the peak instantaneous flow for the WWTP is 2.7 MGD based on the maximum capacity in-plant pump station located at the WWTP.

One caveat to these estimates in [Exhibit 6-15](#), and [Exhibit 6-16](#)) is that the Friday Harbor Municipal Code Title 17.76.040 directly specifies that the water and sewer service shall not be provided outside of the corporate boundary of the town and shall not be provided to parcels in the FHUGA until it has been annexed. In short, as future annexation is considered for certain areas of the proposed urban growth area (see [Exhibit 3-6](#). Adopted Future Land Use Map (2025)) additional capacity within the WWTP must be proven before any of these areas can be annexed and provided with sewer services.

Capital Improvements

The main limiting factor for the WWTP is treatment capacity and the risk of TSS violations. TSS violations are the result of multiple design and equipment failures at the treatment plant as well as a lack of adequate filtration capacity during peak flows. In addition, many other components of the plant are aging and need replacing even beyond the upgrades that were made in 2023. As noted above, the WWTP was designed to support 3,372 residents.

The Wastewater Facilities Plan outlines specific improvements that should be made to the existing Wastewater Treatment Plan to sufficiently provide capacity for the planning period. For this reason, future capital improvements analysis of capacity will be included upon adoption of an amended Wastewater Facilities Plan. The Town has identified several improvements that would help increase treatment capacity and reduce TSS violations. Cost estimates are based on the 2025 bid documentation set forth by Wilson Engineering and the Town of Friday Harbor Department of Public Works and are based on the needs identified in the Wastewater Facilities Plan, adopted by reference as amended. All proposed improvements listed in [Exhibit 6-17](#) are estimated to cost between \$16,000,000 and \$18,000,000 and are as follows:

Exhibit 6-17. Proposed WWTP Capital Improvements

Proposed Capital Projects During Planning Period
New Sequencing Batch Reactor (SBR) Basin #3 and associated equipment
Upgrade of existing SBR Basins #1 and #2 equipment
Improvements to the existing Blower Building
New Secondary Effluent Flow Control Structure just upstream of the Effluent Filter
Improvements to the Ultra Violet (UV) Disinfection Area, including a new UV Area Shelter
2W and 3W System improvements
Improvements to the existing Digester
Biosolids handling improvements
Miscellaneous system piping and vaults
Various site improvements

Source: Town of Friday Harbor Wastewater Facilities Plan, 2019

Goals and Policies

Goal CFWW 6.1

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

Policies:

- CFWW 6.1.1: Support the use of the best available technology to ensure that its residents have an adequate and reliable wastewater collection and treatment system.
- CFWW 6.1.2: Ensure that all the costs attributable to development of new wastewater supplies or the extension of wastewater facilities are equitably shared by those who benefit.

Goal CFWW 6.2

Ensure that future wastewater system improvements and service extensions are provided in a manner consistent with the goals and policies of the Comprehensive Plan.

Policies:

- CFWW 6.2.1: Manage wastewater and implement wastewater system improvements in a manner consistent with the currently adopted General Sewer Plan.
- CFWW 6.2.2: Each new development permit should demonstrate adequate wastewater collection and treatment capacity for the proposed use
- CFWW 6.2.3: New development should be contingent upon demonstration that Town wastewater collection and treatment facilities are both available and adequate for proposed uses.
 - Wastewater should be considered “available” when it is demonstrated that collection facilities can be extended to the proposed development.
 - Wastewater should be considered “adequate” when peak demand and the wastewater treatment capacity necessary to satisfy that demand have been demonstrated.
- CFWW 6.2.4: Allow existing developments with septic systems to continue using septic systems provided, that they comply with all Town, County, and State regulations.

- CFWW 6.2.5: In evaluating wastewater system improvements, or the impact of new development on the Town's wastewater collection and treatment system, apply the following LOS standards:
 - Conveyance: Residential - 70 GPCD; commercial - 1,900 gallons per acre per day (GPAD); and industrial - 80 GPAD as defined in the currently adopted General Sewer Plan and
 - Wastewater Facilities Engineering Report (Res. No. 1013, July 1995). Treatment: DOE design guidelines as contained in the currently adopted General Sewer Plan, plus a 400 GPAD allowance for infiltration and inflow were used, in addition to professional judgment and historic experience. The summer average BOD load is assumed to be 0.46 pounds per person per day.
 - Discharge: DOE approved design criteria and hydraulic capacity of discharge pipe(s) sized using the same criteria for conveyance, above, and as contained in the currently adopted General Sewer Plan.
 - Biosolids Utilization/Disposal: DOE and San Juan County-approved design guidelines and historic pollutant loads. Average 0.55 pounds of dry biosolids per pound of BOD as contained in the currently adopted General Sewer Plan.
- CFWW 6.2.6: Adopt a concurrency management ordinance that prohibits development approval if the development causes the wastewater LOS to decline below the standards outlined above unless improvements or strategies to accommodate the impacts of development are made concurrently with the development.
- CFWW 6.2.7: If the wastewater service demand exceeds adopted LOS standards, respond in one or more of the following ways:
 - Re-evaluate the LOS standard to determine if it is still appropriate, and revise if necessary. Increase wastewater system capacity by:
 - Expanding wastewater system facilities; or
 - Improving the existing system to correct deficiencies; or
 - Conditioning permits for new development to provide for facilities that are lacking.
 - Decrease demand for wastewater system facilities or services in one or more of the following ways:
 - Re-evaluating the goals and policies in the Land Use Element that affect the rate of residential and non-residential growth; or
 - Re-evaluating the concurrency policies contained in this Element and revise if necessary; or
 - Limiting the number of sewer service hookups approved by the Town pending funding and/or completion of identified sewer system improvements; or
 - Implementing a moratorium on new sewer connections to the Town's wastewater system.

Storm Drainage and Green Infrastructure

Existing Stormwater Facilities

The Town of Friday Harbor Stormwater Management Plan was last updated in 2005. This plan does not include recent investments and upgrades to the stormwater system in the years that followed its adoption. The Town manages stormwater through a combination of green infrastructure, catch basins, piping, and open ditches. Most of the town, including the downtown core and more densely developed residential areas, are served by a network of stormwater pipes connected to catch basins drainage areas. An inventory of the system can be found in Exhibit 6-18 and an overall stormwater system map can be found in [Exhibit 6-19](#). The piped system ranges in size from 6-inch-diameter pipe to 36- inch-diameter pipe. There is a total of 58,190 feet (11 miles) of buried stormwater pipe that is designed to manage stormwater for 25-year storm events¹⁰.

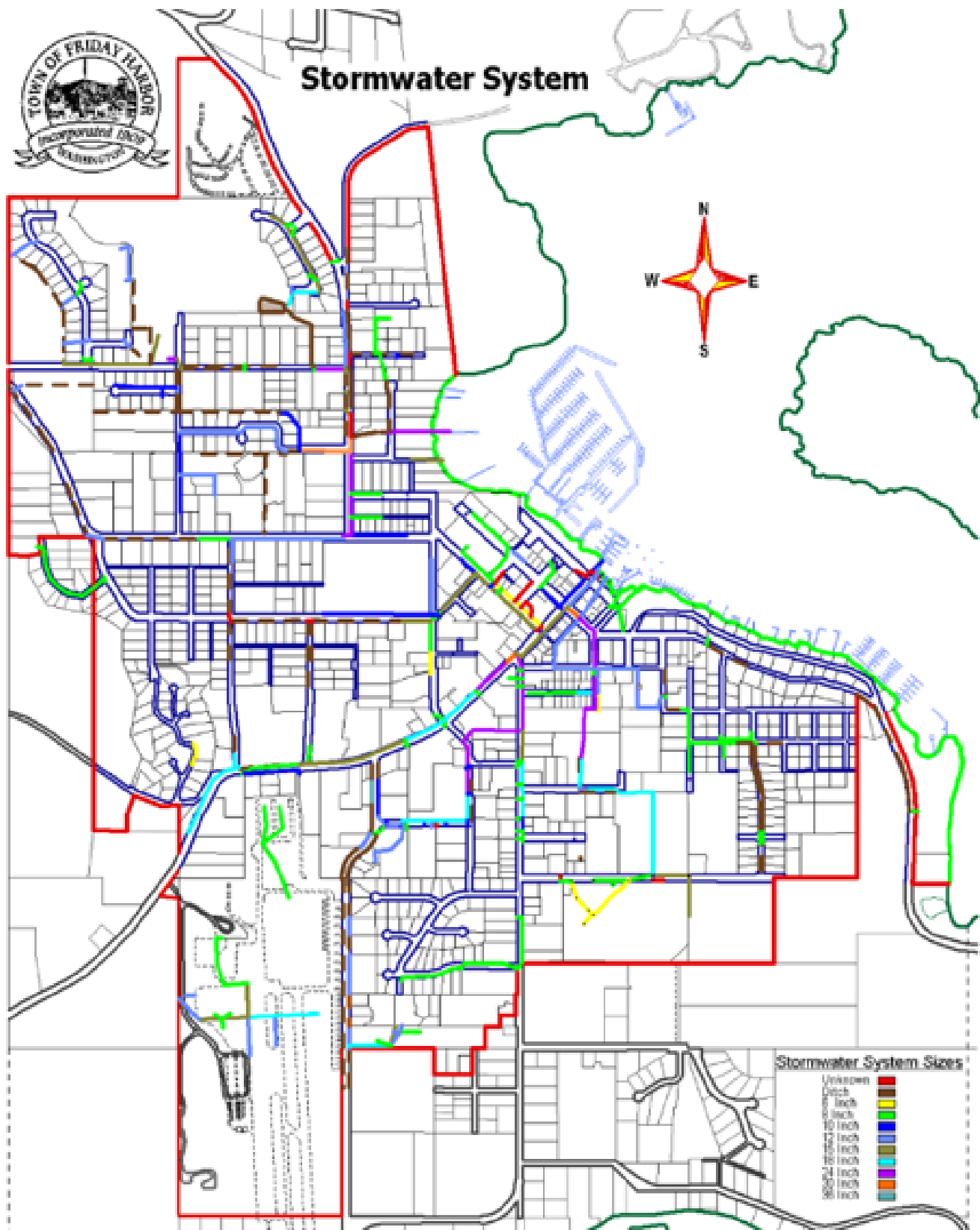
¹⁰ 25-year rainfall events are storms that have a 4% probability of occurring in any given year

Exhibit 6-18. Stormwater System Inventory - 2005

Structure	Quantity
Drainage Areas	7
Catch Basins	195
Open Ditch	19,150 feet
6-inch Pipe	2,070 feet
8-inch pipe	13,280 feet
10-inch Pipe	205 feet
12-inch Pipe	8,300 feet
15-inch Pipe	4,660 feet
18-inch Pipe	3,970 feet
24-inch Pipe	5,330 feet
30-inch Pipe	215 feet
36-inch Pipe	1,010 feet

Source: Town of Friday Harbor Stormwater Management Plan, 2005

Exhibit 6-19. Town of Friday Harbor Stormwater System



Source: Town of Friday Harbor Stormwater Management Plan, 2005

Stormwater drainage within the FHUGA is managed by San Juan County. Drainage systems here are primarily made up of a passive open conveyance. Most of the area is served by a roadside ditch system that has not been inventoried in detail.

Existing Green Infrastructure Facilities

Green infrastructure is defined in RCW 36.70A.030 as “a wide array of natural assets and built structures within an urban growth area boundary, including parks and other areas with protected tree canopy, and management practices at multiple scales that manage wet weather and that maintain and restore natural hydrology by storing, infiltrating, evapotranspiring, and harvesting and using stormwater”

Publicly-owned green infrastructure is not inventoried in the Stormwater Management Plan nor is it inventoried by the Town of Friday Harbor. Public green infrastructure has not been identified as a cost-effective or space-effective stormwater management practice given the soil characteristics of the town and its high-water table. Parks in the town are subject to design standards that ensure native vegetation but are not required to include dedicated green infrastructure in pocket parks or other publicly owned facilities. The Town does promote low-impact development, planting native species, and reducing permeable acreage on private property through design standards for new development which can help reduce overall runoff into the system during storm events.

Public facilities that meet the definition of “green infrastructure” including parks with tree canopy coverage and vegetative coverage within the town of Friday Harbor corporate boundaries as well as the FHUGA and can also be found within the Parks Element of this plan. The stormwater management capacity of these vegetated areas has not been calculated but is to be addressed in the forthcoming update to the Stormwater Management Plan.

Capacity and Level of Service

The Stormwater Management Plan for the town ensures that there is adequate capacity to manage the stormwater runoff for 25-year storm events. Investments in drainage basins, conveyance systems, and outfalls into the harbor ensure that this standard is met over the planning period. Additional information on the capacity of the system can be found in the Stormwater Management Plan that is adopted, by reference, as amended into this Comprehensive Plan.

Exhibit 6-20. Capital Improvements Since Adoption of Stormwater Management Plan
Pending Town Review

Project Location	Project Description	Drainage Basin	Estimated Project Cost (2005 dollars)	Time Horizon	Estimated Year complete
Malcolm Street to "A" Street/East Street to Outfall	Re-route storm runoff around storage facility to Friday Harbor.	1 & 2		2005-2011	2008
Guard Street to Tucker Avenue	Re-route storm runoff around storage facility to Friday Harbor.	6		2005-2011	2008
Larson Street	Install 24-inch and 36-inch pipe along Larson Street from Carter Avenue to Tucker Avenue	7	\$472,000	2005-2011	
680/690 Larson Street	Install 18-inch diameter pipe from Village Grove detention pond to Larson Street.	7	\$165,000	2005-2011	
Marble Street and Tucker Avenue	Replace 8-inch culverts at Tucker Avenue and Marble Street with 250 feet of 15-inch culvert	7	\$59,000	2005-2011	
Tucker Avenue	Replace 18-inch diameter conveyance system on Tucker Avenue from Larson Street to the outfall with 36-inch diameter pipe.	7	\$223,000	2005-2011	
Friday Avenue to Outfall	Replace existing 24-inch pipe with 36-inch pipe from Friday Avenue to the harbor.	4	\$121,000	2005-2011	
Reed Street	Replace 8-inch pipes on Reed Street.	4		2011-2025	

Project Location	Project Description	Drainage Basin	Estimated Project Cost (2005 dollars)	Time Horizon	Estimated Year complete
Linder/Nelson/Franck/"C"/Nichols Streets	Replace 8-inch diameter pipes on Nelson Street with 12-inch and on Linder Street with 18-inch and replace ditches and pipes on Franck Street with 18-inch diameter pipes and 18-inch diameter pipe on Nichols Street.	2	Complete - \$397,000	2011-2025	
Spring Street-Argyle Avenue to First Avenue	Replace 15-inch pipe on Spring Street (Argyle to First).Portion of project from First Street to waterfront.	4	Complete - \$321,000	2011-2025	
West Street	Construct diversion on West Street to divert flows from Second to First Street.	4	\$73,000	2011-2025	
Caines Street Diversion from Spring Street	Construct diversion on Caines Street from Spring Street.	4	\$70,000	2011-2025	
Web Street Diversion from Argyle Avenue to "A" Street	construct diversion on Web Street from Argyle Avenue to "A" Street.	4	\$191,000	2025+	
Marguerite Place and Guard Street	replace 8-inch pipes and ditches along Marguerite Place and at the intersection of Guard Street and Park Street with 12-inch pipe. Piped drainage system on Guard Street from Marguerite to Tucker has been completed.	6	\$232,000	2025+	

Source: Town of Friday Harbor Stormwater Management Plan, 2005

Future Conditions

The adopted Stormwater Management Plan identifies deficiencies in existing stormwater facilities and improvements needed to control flooding. The software modeling program HYDRA was used to evaluate the existing system's performance under 2-year, 10-year and 100-year storm conditions and locate projects. The Stormwater Management Plan does not cover, nor does it propose improvements for, the Urban Growth Area. Stormwater management within the FHUGA will be jointly managed by the Town and County.

On January 16th, 2025, the Town of Friday Harbor passed resolution 2929. This resolution entered the Town into a contract with Gray & Osborne Inc., the engineering firm who generated the 2005 Stormwater Plan, to update and amend to the stormwater plan in the year 2025. This plan is adopted by reference, as amended, by the forthcoming update, into this Comprehensive Plan. Additional analysis of the stormwater and green infrastructure needs of the town as well as capital investments necessary to manage system performance under 2-year, 10-year and 100-year storm conditions are to be included in this amended plan per the goals and policies addressed in the following section.

Level of service standards for stormwater management and green infrastructure are to be addressed in the forthcoming plan updated and will address new estimated volumes of 2-year, 10-year and 100-year storm conditions and facilities needed to address these. Over the planning period, the Town is expected to provide stormwater services to additional service areas of the town including but not limited to the FHUGA identified in the Land Use Element ([Exhibit 3-7](#)).

Goals and Policies

Goal CFSD 6.1

Develop and maintain a safe, efficient, and cost-effective storm drainage system for Friday Harbor.

Policies:

- CFSD 6.1.1: Use of the best available technology to ensure that its residents have an adequate and reliable storm drainage system.
- CFSD 6.1.2: Ensure all the costs attributable to development of new storm drainage facilities are equitably shared by those who benefit.

Goal CFSD 6.2

Protect surface and groundwater quality through state and local controls and public awareness on water quality issues.

Policies:

- CFSD 6.2.1: Coordinate with agencies that share drainage basins to ensure compatible regulations, consistent design of facilities, and equitable cost-sharing.
- CFSD 6.2.2: Educate the public on storm drainage best practices and possible actions that can be taken to ensure sustainability of these resources.

Goal CFSD 6.3

Ensure that future storm drainage system improvements and service extensions are provided in a manner consistent with the goals and policies of the Comprehensive Plan and which do not exceed minimum service standards.

Policies:

- CFSD 6.3.1: Manage stormwater and implement improvements in a manner consistent with the currently adopted Stormwater Management Plan.
- CFSD 6.3.2: Each new development permit should demonstrate adequate storm drainage system capacity for the proposed use.
- CFSD 6.3.3: New development should be contingent upon demonstration that Town storm drainage facilities are both available and adequate for proposed uses.
 - Storm drainage should be considered “available” when it is demonstrated that collection facilities can be extended to the proposed development.
 - Storm drainage should be considered “adequate” when peak runoff and the storm drainage system capacity necessary to accommodate that runoff have been demonstrated
- CFSD 6.3.4: In evaluating stormwater system improvements, or the impact of new development on the Town’s stormwater system, apply the following LOS standards:
 - Drainage Swales: 25-year, 24-hour storm event.
 - Stormwater Facilities: Retain on-site the runoff from 2-year, 10-year and 100-year storm at peak predevelopment discharge rates.

- CFSD 6.3.5: If the demand exceeds the adopted LOS standards, respond in one or more of the following ways:
 - Re-evaluate the LOS standard to determine if it is still appropriate, and revise if necessary.
 - Increase stormwater system capacity by:
 - Expanding stormwater facilities; or
 - Improving the existing system to correct deficiencies; or
 - Conditioning permits for new development to provide for facilities that are lacking.
 - Decrease demand for stormwater facilities in one or more of the following ways:
 - Re-evaluating the goals and policies in the Land Use Element that affect the rate of residential and non-residential growth; or
 - Re-evaluating the concurrency policies contained in this Element and revise if necessary; or
 - Implementing a moratorium on new connections to the Town's storm drainage system.

Solid Waste

Existing Conditions

The Town of Friday Harbor Solid Waste Department provides municipal solid waste collection and disposal services to residential and business uses within the existing town limits. Solid waste from outside the town limits is only accepted in emergency situations. The Town adopted the Solid Waste and Moderate Risk Waste Management Plan on April 12th, 2018 as an update to the 2014 Plan.

The Refuse Department has two packer garbage trucks and four staff to collect garbage on a weekly basis and recycling on bi-weekly basis for town residents. The Town also collects yard waste twice per month from April to November and once per month from December to March.

Many businesses and multi-family residential properties within the town subscribe to San Juan Sanitation for recycling services.

Future Conditions

The Town Refuse Department transports solid waste to the Sutton Road Transfer Station and Lautenbach transports it off-island. The Town of Friday Harbor Refuse Department is funded by user fees and creates set asides for the future capital and maintenance expenditures including the post-closure care of the Friday Harbor Landfill and new vehicles.

Exhibit 6-20 shows refuse generation estimates based on 2016 solid waste generation for both garbage and recycling which estimates roughly .8 tons of garbage per person per year and .05 tons of recycling per person per year.

Exhibit 6-21. Town of Friday Harbor Projected Refuse Generation – 2025-2045

Year	Garbage Generation (Tons)	Recycling Generation (Tons)
2025	2272.8	142.05
2030	2469.6	154.35
2035	2684.8	167.8
2040	2917.6	182.4
2045	3171.2	198.2

Source: San Juan County Moderate Risk Solid Waste Management Plan, 2018; BERK, 2025

Friday Harbor's solid waste management system currently has no deficiencies and has excess capacity to accommodate projected growth in the planning period. Additional staff investments may be necessary to address increased demands for refuse collection and waste reduction education strategies in the coming periods, however the capital facilities are adequate to meet the expected needs and rates can be adjusted to address increased staffing costs and inflation to ensure adequate provision of solid waste services to town residents.

Goals and Policies

Goal CFSW 6.1

Friday Harbor shall proceed invest in necessary staff an equipment to ensure adequate provision of refuse services to Friday Harbor Residents

Policies:

- CFSW 6.1.1: Monitor staff capacity and equipment capacity annually to determine if additional staff or equipment is needed to provide level of service for refuse collection
- CFSW 6.1.2: provide necessary staffing and equipment consistent with San Juan County Hazard Mitigation Plan to ensure continued service and debris clearing during and immediately following emergencies

Goal CFSW 6.2

Adopt level of service standards as defined by the San Juan County Solid Waste and Moderate Risk Waste Management Plan

- CFSD 6.3.1: Manage solid waste system improvements in a manner consistent with the currently adopted San Juan County Solid Waste and Moderate Risk Waste Management Plan which is adopted by reference, as amended, in this Plan.
- CFSD 6.3.2: Each new development permit should demonstrate solid waste capacity for the proposed use.

Fire

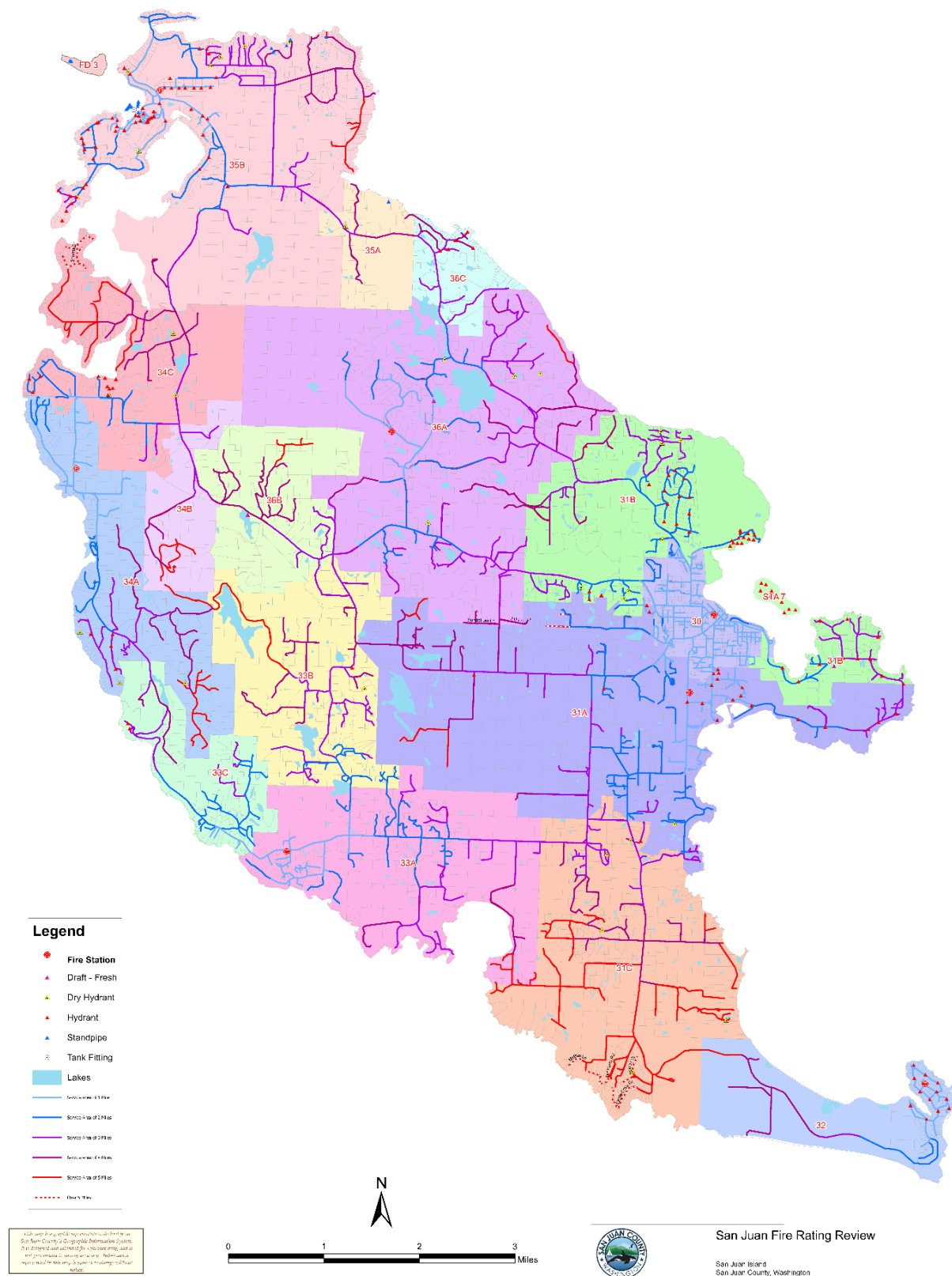
Existing Conditions

Fire Services for the town are provided by San Juan Island Fire District (SJIFD), which operates through San Juan County Fire District 3 which was chartered in 1959. SJIFD operates on all of San Juan Island as well as the adjacent non-ferry served islands including Brown Island, Pearl Island, Henry Island, Spieden Island, and Stuart Island. The full map of the service area (on San Juan Island only) can be found in **Exhibit 6-21**. The town is part of Station Area 31. Fire Station 31 is a 2-story, 3-bay, 9,000 square foot building built in 1999 at 1011 Mullis Street.

Headquarters is currently the only full staffed fire station within the department; additional facilities are operated as support facilities for volunteer staff and equipment caches to better serve San Juan Island and adjacent islands. The full list of apparatuses within the district can be found in **Exhibit 6-22**.

Station 31 reaction times are near 1 minute and 41 seconds and average travel time is 4 minutes and 48 seconds per incident (Annual Report, 2021) meaning the average total time from call to on-site is 6 minutes and 29 seconds. Per a report from Fire District #3, over 19% of the calls are in the Station 31 response area which includes Friday Harbor. The current Washington Rating and Survey Bureau (WRSB) rating for the Fire District is 6, which exceeds a rating of 7 and is deemed adequate for fire protection services.

Exhibit 6-22. San Juan Island Fire District Service Areas and Facilities.



Source: San Juan Island Fire Rating Review, 2024

Exhibit 6-23. San Juan Island Fire Department, Current Conditions

Station	Apparatuses	Personnel	Average Call Volume
Station 31: Friday Harbor (staffed 24/7)	1 Class A/Type 1 1,000 GMP, 1,000 Gallon pumper 1 Class A 1,500 GPM pumper with 65' aerial 1 heavy rescue 1 wildland engine 4 command vehicles 2 utility trucks 1 Type 2 fire boat (at the Port of Friday Harbor)	1 Chief/firefighter 8 firefighter/EMT FTE (6 full-time – 4 part-time) 1 administrator 42 volunteers	999 calls/year

Source; San Juan Island Fire District, 2021 & 2025; BERK, 2025

*Future Conditions***Level of service standard**

The level of service for fire services in Friday Harbor is based on both maintaining a response time at or near 1 minute and 30 seconds. SJIFD approaches this standard based on average response times. Conversations with staff show that the overall response time is adequate to provide a high level of service to residents and additional changes to staff or equipment will likely not decrease overall response time.

Growth conditions

While under current conditions additional personnel and staff is likely to not improve response and travel times, growth within the town of Friday harbor may require additional staff. In 2021, overall call volume was 999 calls, 19% of which originated in the town of Friday Harbor. 64% (636) of all 999 calls were EMS and rescue related, 10% of calls were related to fires or hazardous conditions, 13% of which were non-emergency calls (deemed “smells, bells, and helps”), and 13% of responses resulted in cancellations. The overall estimations of calls originating in the town of Friday Harbor by call type in 2021 is broken down in [Exhibit 6-23](#). The population at this time is estimated to be 2,630 by the Washington State Office of Financial Management.

Exhibit 6-24. San Juan Island Fire District Call Volume Estimates by Call Type - 2021

Department Wide Call Volume (excluding cancelled calls)	Town of Friday Harbor Call Volume (estimate excluding cancelled calls)	EMS – TOFH	Fire – TOFH	Non-emergency - TOFH
870	165	121	18	26

Source: SJIFD Annual Report, 2021; BERK, 2025

Assuming that call volume increases linearly with population increases over the planning period, both of residents and assuming that tourism remains relatively steady, the overall estimated future call volume can be found below. This also assumes that town population will reach 4,119 people by 2045 based on OFM projections.

Exhibit 6-25. San Juan Island Fire District Projected Call Volume Estimates by Call Type - 2045

Department Wide Call Volume (excluding cancelled calls)	Town of Friday Harbor Call Volume (estimate excluding cancelled calls)	EMS – TOFH	Fire – TOFH	Non-emergency - TOFH
1,362	258	189	28	41

Source: BERK, 2025

As call volume is expected to increase over the planning period, it is likely that additional staff and dedicated volunteers may be needed to adequately serve the town and its visitors. It is likely that Station 31 will need to support 5 additional firefighter EMTs and 20 additional volunteer staff to ensure that there is adequate coverage during peak call volume during the height of tourism season and that call response time and level of service standards are met over the 20-year planning period. Additional strategies to achieve this level of service over the next 20 years may include re-drawing of station boundaries or fully staffing some stations during peak periods.

Currently no additional capital improvements that will serve the town of Friday Harbor have been identified by SJIDF (Monin, 2024). However, the department will address potential future deficiencies in capital facilities or staffing as they become necessary based on monthly and annual reports.

Goals and Policies

Goal CFF 6.1

Protect the health and safety of Friday Harbor residents and promote efficient, cost effective, and timely provision of fire protection services.

Policies:

- CFF 6.1.1: Cooperate with San Juan County Fire District 3 to enhance the provision of fire protection service

Goal CFF 6.2

Support a LOS for fire protection services consistent with the Washington Rating and Survey Bureau (WRSB)

Policies:

- CFF 6.2.1: Support a LOS of WRSB 7 as adequate for fire protection services.
- CFF 6.2.2: If the fire protection service demand exceeds adopted LOS standards, respond in one or more of the following ways:
 - Re-evaluate the LOS standard to determine if it is still appropriate, and revise if necessary; or
 - Re-evaluating the goals and policies in the Land Use Element that affect the rate of residential and non-residential growth and the demand for police protection services; or
 - Decrease demand for fire protection services through fire prevention education and outreach
- CFF 6.2.3: Adopt a concurrency management ordinance that limits development if the development causes the demand for fire protection services to exceed the adopted LOS standards outlined above unless improvements or strategies to accommodate the impacts of development are made concurrently with the development

Emergency Medical Service

Existing Conditions

Emergency Medical Services (EMS-911) for the town of Friday Harbor and the FHUGA are provided through the San Juan Island EMS, which operates under San Juan County Public Hospital District 1 and is headquartered at 1079 Spring Street next to PeaceHealth Peace Island Medical Center.

The Friday Harbor Aid Unit is staffed with five full-time paramedics, one full-time administrative assistant, 18) part-time volunteer EMTs, four full-time career EMTs, two community paramedicine, outreach, & education personnel (also EMTs), three support officers, and six administrative staff. A minimum of one paramedic is on call 24-hours a day, seven days a week. Backup support is provided by the volunteer staff.

The EMS building is a 4,300-square-foot facility that consists of a two-bay garage, a classroom that can accommodate fifty (50) students, a kitchen area, an office, two restrooms, one shower and storage space. bathroom with showers, and sleeping quarter for around-the-clock EMT and paramedic coverage, additional finished storage, and an upstairs conference room,

The unit is equipped with three ambulances, one community paramedic SUV, one community paramedic utility truck and two command vehicles.

Level of Service

San Juan EMS in the town of Friday Harbor has an average response time of 6:06 minutes in 2021. There are no identified threats to maintaining this level of service at this time. Based on April 2025 reports, call volume and response time over the last several years have remained steady even as population has increased. This is likely due to the compact nature of the town and the measures taken by San Juan EMS related to staffing and equipment investments.

Future Conditions

Staff Capacity

While San Juan EMS has consistently maintained a level of standard since the adoption of the 2018 comprehensive plan, significant population increases in the planning period are anticipated and plans are in place to ensure continued, high quality service provision.

Additionally, the district serves all of San Juan County, including non-ferry served islands which makes the calculation of capacity challenging. However, as the town is expected to grow to 4,119 residents by the year 2045, additional staff may be necessary to maintain their high level of service (see [Exhibit 6-25](#)). For additional analysis on capacity increasing strategies for county-wide service it is recommended to reference the San Juan County 2025 Comprehensive Plan.

Exhibit 6-26. San Juan Island EMS Future Staffing Recommendations 2025-2045

Staff	Count (2025)	FTE per 1,000 population (2025)	FTE per 1,000 population (2045)*	Total FTE needed to retain 2025 FTE ratio	Deficit (2045)*
EMT	4	1.4	1.0	5.5	1.5
Paramedic	5	1.75	1.26	7	2
Volunteer EMT (assumed .5 FTE)	18	3.16	2.3	25	7

*assuming no changes to staff between 2025 and 2045

Source: San Juan Island EMS, April 2025 Report; BERK 2025

Additional staffing changes and investments will also be supported by the agreements signed between San Juan Island EMS and San Juan San Juan Island Fire and Rescue in March of 2024. Of the three agreements signed, one increases the town's EMS level of service as it specifies that San Juan Island EMS will provide ongoing Basic Life Support (BLS) EMS training for the Fire District's paid staff, thus increasing the overall number of BLS trained staff who may be first responders at an emergency. This has increased the overall number of EMT/Firefighters that serve Friday Harbor residents and can improve outcomes during medical emergencies. Additionally, even before this agreement, San Juan Island Fire and Rescue has provided EMS services to residents but this agreement should in turn, increase the overall number of EMT trained firefighters and the overall number of individuals able to provide BLS to residents during emergencies.

Facility and Equipment Capacity

The Public Hospital District provides necessary equipment and funding for facility and equipment investments through several funding sources including tax revenue, grants, and user fees. The overall facility capacity of EMS headquarters does not hinder the ability of the agency to provide service but may in time reach capacity for vehicles, EMT and Paramedic staff, and administrative uses. The has adopted the 2025 Capital Improvement Plan, that is a adopted by reference into this document. This plan includes upgrades to the facility as well as vehicle upgrades that are aimed at ensuring there is adequate equipment to continue to serve the town and the county over the planning period.

The estimated cost of the building upgrade is roughly \$1.5 million and additional capital expenses such as one ambulance replacement in 2025, one in 2035, and the optional replacement of the community paramedic SUV (CP 12) in 2030. The following two exhibits (Exhibit 6-27 and Exhibit 6-28) show the potential expenses for these capital investments upgrades.

Exhibit 6-27. San Juan Island EMS Proposed Annual Reserve Spending – With Building Expansion – 2025-2035

Year	Beginning Balance	Deposits	Expenses - Equipment	Expenses - Fleet	Expense - Building	Total Expenses	Ending Balance
2025	\$307,900	\$104,000	\$0	\$400,000	\$0	\$400,000	\$11,900
2026	\$11,900	\$240,000	\$75,000	\$0	\$118,792	\$193,792	\$58,108
2027	\$58,108	\$240,000	\$75,000	\$0	\$118,792	\$193,792	\$104,316
2028	\$104,316	\$240,000	\$75,000	\$0	\$118,792	\$193,792	\$150,524
2029	\$150,524	\$240,000	\$75,000	\$0	\$118,792	\$193,792	\$196,732
2030	\$196,732	\$240,000	\$75,000	\$0	\$118,792	\$193,792	\$242,940
2031	\$242,940	\$240,000	\$75,000	\$0	\$118,792	\$193,792	\$289,148
2032	\$289,148	\$240,000	\$75,000	\$0	\$118,792	\$193,792	\$335,356
2033	\$335,356	\$240,000	\$75,000	\$0	\$118,792	\$193,792	\$381,564
2034	\$381,564	\$240,000	\$75,000	\$0	\$118,792	\$193,792	\$427,772
2035	\$427,772	\$240,000	\$75,000	\$460,000	\$118,792	\$653,792	\$13,980

Source: San Juan Island Capital Improvement Plan, 2025; BERK, 2025

Exhibit 6-28. San Juan Island EMS Proposed Annual Reserve Spending – Without Building Expansion – 2025-2035

Year	Beginning Balance	Deposits	Expenses - Equipment	Expenses - Fleet	Expense - Building	Total Expenses	Ending Balance
2025	\$307,900	\$104,000	\$0	\$400,000	\$0	\$400,000	\$11,900
2026	\$11,900	\$130,000	\$75,000	\$0	\$0	\$75,000	\$66,900
2027	\$66,900	\$130,000	\$75,000	\$0	\$0	\$75,000	\$121,900
2028	\$121,900	\$130,000	\$75,000	\$0	\$0	\$75,000	\$176,900
2029	\$176,900	\$130,000	\$75,000	\$0	\$0	\$75,000	\$231,900
2030	\$231,900	\$130,000	\$75,000	\$82,000	\$0	\$157,000	\$204,900
2031	\$204,900	\$130,000	\$75,000	\$0	\$0	\$75,000	\$259,900
2032	\$259,900	\$130,000	\$75,000	\$0	\$0	\$75,000	\$314,900
2033	\$314,900	\$130,000	\$75,000	\$0	\$0	\$75,000	\$369,900
2034	\$369,900	\$130,000	\$75,000	\$0	\$0	\$75,000	\$424,900
2035	\$424,900	\$130,000	\$75,000	\$460,000	\$0	\$535,000	\$19,900

Source: San Juan Island Capital Improvement Plan, 2025; BERK, 2025

Goals and Policies

CFEMS Goal 6.1

Protect the health and safety of Friday Harbor residents and promote efficient, cost effective, and timely provision of emergency medical services.

Policies:

- CFEMS 6.1.1: Cooperate with Public Hospital District No. 1 and the San Juan Island EMS to enhance the provision of emergency medical services

CFEMS Goal 6.2

Support development in the town that does not hinder emergency medical service provision

Policies:

- CFEMS-2.1: Support a LOS of 6 minutes as adequate for emergency medical services
- CFEMS 2.2: Adopt a concurrency management ordinance that limits development if the development causes the demand for emergency medical services to exceed the adopted LOS standards outlined above unless improvements or strategies to accommodate the impacts of development are made concurrently with the development

Law Enforcement

Existing Conditions

Department Overview

Law enforcement services in the town of Friday Harbor and the FHUGA is provided by the San Juan County Sheriff's Office through an interlocal agreement and a contract of \$515,740 based on the adopted 2025 Budget. The amount covers the cost for officers, 9-1-1 dispatch (including fire and EMS), patrol hours, jail services, operational costs, crime prevention programs, liability insurance, as well as building space, vehicles, and equipment maintenance.

The Sheriff's Office is headquartered in the San Juan County Courthouse and is divided into three districts. District 1 serves San Juan Island including the town of Friday Harbor. The current staffing level for the entire county is 21 commissioned officers including detectives, one Undersheriff, and one Sheriff along with 13 civilian staff. (WASPC, 2024). Of the 13 civilian staff, eight operate the 9-1-1 dispatch. The Chief Civil Deputy is responsible for handling the civil process, payroll, and permitting. District 1 is served by five deputies, one detective, one sergeant, as well as command staff, including the Undersheriff and the Sheriff. Additionally there are four civilian staff including the Chief Civil Deputy (Peters, 2024).

The Sheriff's Office maintains equipment for police services including 22 police cruisers and five patrol boats (one of which is assigned to Friday Harbor), and a temporary holding facility in Friday Harbor. All people taken into custody are held in the Friday Harbor holding facility. In-custody individuals who are awaiting trial or serving a sentence are sent to the South Correctional Facility (SCORE) in Des Moines Washington.

Level of Service

The Sheriff's Office level of service is not based on facility capacity but is instead based on staffing levels. In 2024, the Sheriff's Office employed approximately 1.14 officers per 1,000 residents county-wide and .99 officers per 1,000 residents in District 1.

Future needs for police officers within the town of Friday Harbor have been calculated based on the statewide average of 1.60 commissioned officers per 1,000 population. However, because police services in Friday Harbor are not calculated separately from San Juan County Sheriff's Office District 1, the level of service is calculated based on San Juan Island population and District 1 staffing levels.

District 1 currently does not meet the statewide average level of service which has created certain deficiencies in police service provision. Correcting for current deficiencies would require that the district commission six additional officers. There are not currently facility deficiencies in District 1 according but future deficiencies may arise as population grows.

Future Conditions

Based on population projections within District 1, the number of officers per 1,000 in population will be well below the level of service standard unless additional officers are commissioned in the district. Additionally, increased residential population, daytime population, and tourist population in the district over the planning period will require additional staff to ensure there is adequate 24- hour coverage of police services. The estimated population of District 1 by 2045 is 11,051 people. This population would require 17 total commissioned officers to serve the district at the statewide average level (1.6 officers per 1,000 in population). Assessing staffing levels and capital investments are evaluated annually during the interlocal agreement amendment process between the Sheriff's office and the town of Friday Harbor. There are currently no capital improvement plans for law enforcement facilities at the time of this plan's adoption.

Goals and Policies

Goal CFLE 6.1

Protect the health and safety of Friday Harbor residents and promote efficient, cost, effective, and timely provision of law enforcement services.

Policies:

- CFLE 6.1.1: Establish a LOS of 1.6 commissioned officers per 1,000 population
- CFLE 6.1.2: Coordinate with the San Juan County Sheriff to ensure the highest quality of police protection service for Friday Harbor residents and visitors.
- CFLE 6.1.3: Adopt a concurrency management ordinance that limits development if the development causes the demand for law enforcement to exceed the adopted LOS standards outlined above unless improvements or strategies to accommodate the impacts of development are made concurrently with the development
- CFLE 6.1.4: If the police protection service demand exceeds adopted LOS standards, respond in one or more of the following ways:
 - Cooperate with the San Juan County Sheriff to re-evaluate the LOS standard to determine if it is still appropriate, and revise if necessary; or
 - Re-evaluate the terms of the contract with San Juan County, and revise if necessary.
 - Work with San Juan County to increase police protection service capacity by expanding existing staff and facilities.
 - Decrease demand for police protection services by:
 - Re-evaluating the goals and policies in the Land Use Element that affect the rate of residential and non-residential growth and the demand for police protection services;
 - Implementing public educational programs, such as Law Enforcement Education
 - Implementing crime prevention programs, such as Neighborhood Watch

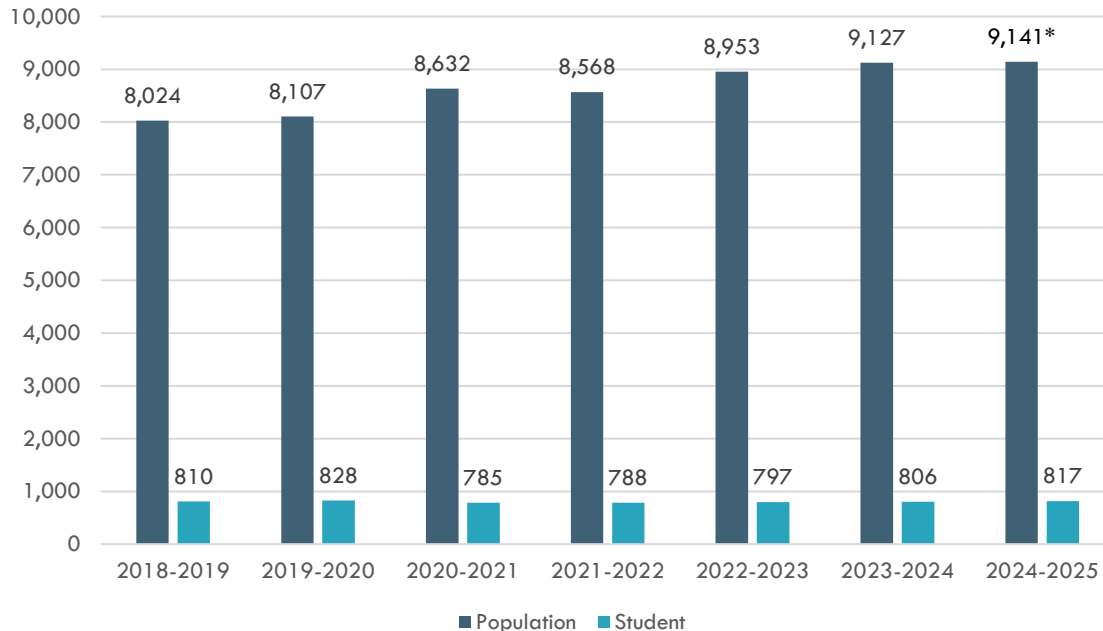
Public Schools

Existing Conditions

The town of Friday Harbor and the FHUGA are served by two existing school facilities operated by San Juan Island School District No. 149. The San Juan Island School District serves San Juan, Stuart, Pearl, Henry, and Brown Islands. The facilities which include Friday Harbor Elementary School, Friday Harbor Middle School, Friday Harbor High School, and Griffin Bay School (non-traditional High school), which serve all of San Juan Island. Additionally, the district includes Stuart Island Elementary School which reopened in 2024 and only serves residents of Stuart Island. The district also owns several parks and athletic facilities that include Turnbull Gym at Friday Harbor High School, a football field, a track, four tennis courts, playground equipment at Friday Harbor Elementary School, several open spaces, and John O. Linde Park (managed by Island Rec as noted in the parks and recreation element).

The 2024-2025 student population of the San Juan Island School District is 817 students. Since the 2018-2019 school year, the student population of the district has had a net increase of 7 students with a relatively stagnant growth rate of .8% as seen in [Exhibit 6-28](#). The district noted that there were reductions in population during and immediately following the COVID-19 Pandemic that has since rebounded to pre-pandemic levels as population has increased.

Exhibit 6-29. San Juan Island School District Population Estimates and Enrollment 2018-2025



Source: OSPI, 2025; ACS 5-Year Estimates Data Profiles, 2018-2023; *San Juan County Growth Appendix, 2025; BERK, 2025

Future Conditions and Capital Improvements

The San Juan Island School District has identified potential growth in the district and acknowledges that its facilities have finite capacity and future capital investments may be

necessary to meet demand for public instruction. However, as growth in the district remains relatively stagnant as population increases, it is reasonable to believe that the population growth rate of the district, which more directly reflects the growth rate of the entire county, is not linearly related to the enrollment rate within the district. For the purpose of estimating possible future enrollment rate in the district, the calculation will be based on the growth rate of .8% per year. This would result in an estimated enrollment of 970 total students in 2045.

The school district's facility capacity is 900 students. If projected enrollment were to increase beyond this capacity over the planning period, SJISD may need to reevaluate its facilities and staffing levels to ensure that it can provide class sizes at or below maximum standards and high level of service. However, given the recent stagnation in enrollment over the last several years it is possible that enrollment may stay below facility capacity during the planning period. The district will review enrollment trends and act accordingly to ensure that there is adequate capacity to continue to provide a high level of service as part of future capital investment strategies.

Exhibit 6-30. San Juan Island School District – Traditional Classroom Class Size Standards

Grade Level	Maximum Classroom Size	Estimated Avg Classroom Size 2023-2024*
K-1	24	22.75
Elementary Combination (split classrooms)	24	-
2-3	26	27.25
4-5	29	27.75
6-8	30	22.13
9-12	32	19.92

Source: San Juan Island School District, 2025; OSPI Report Card, 2024; BERK, 2025

* These numbers are estimates based OSPI approximation of “traditional classroom” teachers at each school and grade level. May not reflect actual average classroom sizes which may include students with special needs or students enrolled in non-traditional instruction

In order to serve students and ensure the longevity of its existing buildings, voters have approved a four-year capital projects and technology levy to fund capital improvements that can be found in [Exhibit 6-30](#). While these improvements do not provide additional capacity, they do improve the longevity and quality of existing school facilities in the district. Capital projects have not been identified beyond the year 2028.

Exhibit 6-31. San Juan Island School District Capital Improvements, 2022-2028

Project	Completed?	Scheduled Completion	2024 Capital Levy Cost
LED Upgrades Library	Yes	December 2022	-
HVAC Controls Upgrade	Yes	April 2023	-
High School (HS) Culinary Arts Room Upgrade	2020 Levy	June 2023	\$75,000
Middle School (MS) Room 11 Carpet Replacement	2020 Levy	July 2023	
Griffin Bay School (GBS) Awning	Yes	July 2023	\$30,000
HS Stem Building Remodel to include Art Room	Yes	August 2023	\$300,000
MS Fire Suppression	Yes	August 2023	\$256,000
HS Parking Lot Repaving	Yes	August 2023	\$57,550
MS Roof	Yes	October 2023	\$175,000
HS Science Room Remodel and Flooring	Levy Cycle Year 1	August 2024	\$188,000
HS Exterior Residing and Paint	Levy Cycle Year 1	August 2025	\$500,000
Elementary School (ES) Gutter Replacement	Levy Cycle Year 1	August 2025	\$50,000
Early Learning Center (ECEAP* ¹¹ Compliant) Playground	Levy Cycle Year 1	July 2025	
Stuart Island School Outhouse**	Levy Cycle Year 1	Summer 2025	
MS Exterior Residing and Paint	Levy Cycle Year 2	Summer 2026	\$650,000
HS Maintenance Shed and Parking Area	Levy Cycle Year 2	Summer 2026	\$250,000
HS Turnbull Gym Broilers	Levy Cycle Year 2	Summer 2026	\$40,000
GBS Furniture	Levy Cycle Year 3	Winter 2026	\$20,000

¹¹ Washington State Early Childhood Education & Assistance Program

Project	Completed?	Scheduled Completion	2024 Capital Levy Cost
ES Carpets	Levy Cycle Year 3	Summer 2027	\$375,000
HS STEM Breezeway	Levy Cycle Year 3	Summer 2027	\$380,000
ES Covered Play Area Paint	Levy Cycle Year 3	Summer 2027	\$25,000
District Office Painting and Fascia	Levy Cycle Year 3	Unknown	\$50,000
ES Gym Floor and Bleacher	Levy Cycle Year 4	Summer 2028	\$250,000
HS/MS Football Field Bleacher	Levy Cycle Year 4	Summer 2028	\$250,000
HS Hall Gym Bleachers	Levy Cycle Year 4	Summer 2028	\$60,000
HS Turnbull Gym Remodel	Levy Cycle Year 4	Summer 2028	\$400,000
ES Gym Ceiling	Levy Cycle Year 4	Summer 2029	\$200,000
ES Interior Wall Painting/Siding	Levy Cycle Year 4	Summer 2029	\$325,000

Source: San Juan Island School District Capital Levy Project, 2025; BERK, 2025

*Washington State Early Childhood Education & Assistance Program

**Stuart Island School is a one room K-8 schoolhouse on Stuart Island that does not serve Friday Harbor Residents

Goals and Policies

Goal CFPS 6.1

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

Policies:

- CFPS 6.1.1: Friday Harbor will continue to cooperate with San Juan Island School District to enhance the provision of public school facilities.
- CFPS 6.1.2: Consider impact fees as a way to mitigate the impacts of new development on public schools through a coordinated process between Friday Harbor and San Juan Island School District No. 149.

Goal CFPS 6.2

Adopt the Level of Service Standards and measurement for public schools as determined by San Juan Island School District 149.

Policies

- CFPS 6.2.1: Adopt a concurrency management ordinance that limits development if the development causes the demand for public schools to exceed the adopted LOS standards

outlined above unless improvements or strategies to accommodate the impacts of development are made concurrently with the development

- CFPS 6.2.2: The following measures should be considered by the School District if school facilities fall below adopted LOS standard:
 - Re-evaluate the LOS standard to determine if it is still appropriate, and revise in cooperation with Friday Harbor if necessary.
 - Increase public school facility capacity by:
 - Expanding existing facilities; or
 - Purchasing property and building new facilities; or
 - Renting, leasing, or purchasing additional building space; or
 - Implementing new scheduling strategies to use existing public school facilities more efficiently

Medical Services

Existing Conditions

PeaceHealth Peace Island Medical Center (PIMC) opened its doors in November 2012 and operates under the San Juan County Public Hospital District #1. PIMC is 10-bed critical access hospital that provides several vital medical services to all residents and visitors in the public hospital district, which includes Friday Harbor. PIMC provides the following services:

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

Emergency care is available to district residents (including Friday Harbor residents) and visitors alike 24 hours a day, seven days a week, 365 days a year. PIMC is a level IV trauma center

which means it has the capability of providing “advanced trauma life support” to patients prior to transferring them to a higher-level trauma center, there is a trauma nurse and physician on site upon arrival, and 24-hour laboratory coverage. The medical center operates collaboratively with San Juan Island EMS to ensure the best possible medical outcome during emergencies.

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

Future Conditions

As population on San Juan Island and in the town of Friday Harbor grows, it is likely that PIMC will experience a higher volume of clinic visits, surgeries, and emergency department visits. Currently, Peace Island Medical Center does not provide specific data on level of service standards nor is there a plan for additional capital investments in the planning period. PeaceHealth regularly assesses its capacity through Community Needs Assessments at a regular interval to ensure that medical services in the community remain reliable and to ensure that there is adequate staffing of both support staff and medical providers to ensure that the basic medical needs of Friday Harbor are met as they town grows and ensuring that public health services do not worsen existing or create new environmental health disparities.

Parks and Recreation

Cross Reference with Parks and Recreation Element

Existing Parks capital facilities and recreational opportunities as well as future parks demand can be found in the Parks and Recreation Element this Comprehensive Plan. The town currently works in partnership with San Juan Island Parks and Recreation District (Island Rec), the San Juan County Parks, Recreation, and Fair Department, the State of Washington, and the National Parks Service

A photograph of a utility worker in a white bucket truck working on a power line. The worker is wearing a yellow safety vest and a white hard hat. The bucket truck is extended upwards towards the power line. In the foreground, there is another white utility truck with a red and white striped container on its back. The background shows green trees and a blue sky with some clouds.

7 Utilities

7.1 Summary and Purpose

The Utilities Element is one of the required components of a Comprehensive Plan, as mandated by Washington State’s Growth Management Act (GMA) (RCW 36.70A.070(4)) and is part of Friday Harbor’s coordinated planning and policy direction for the next 20 years. Its purpose is to ensure that utility services and infrastructure align with the community’s current demands and future growth projections. It also supports coordinated land use and infrastructure planning, while encouraging utility providers to consider the goals and policies of this Comprehensive Plan when preparing long range plans and planning capital improvements to their systems.

This element has been developed in accordance with the GMA and the San Juan County Joint Planning Policies. It is designed to be consistent with all other elements of this Comprehensive Plan to ensure internal alignment and integrated policy direction. Utility-related information can be found in both the Utilities and Capital Facilities Elements.

Utilities serving the Friday Harbor community include water, sewer, electric power, and telecommunications systems. Water and sewer services are owned and managed by the Town and are discussed separately in the preceding Capital Facilities Element. Natural gas is not available in San Juan County, leading to a reliance on propane. Propane in Friday Harbor is delivered by barge and supplied by two private companies, Inter-Island Propane and San Juan Propane, both of which have locations in Friday Harbor. This Utility Element provides a brief overview of the private utility providers delivering electric power and telecommunications services within the town of Friday Harbor and its Urban Growth Area , including general location and capacity of existing systems, and areas of potential expansion.

As part of this update process, the Town of Friday Harbor contacted private utility providers serving the community to request updated information on current service levels, types of services offered, and long-term system plans. Where direct input from service providers was unavailable, this element relies on the most recent publicly available data, including provider websites, regulatory filings, and other publicly accessible planning documents.

Although long range planning for electric power and telecommunication services is primary the responsibility of the service providers, the Town collaborates with them and considers their long-range plans where available to better understand existing service levels, coordinate future growth, and support the delivery of high-quality, reliable utility services throughout the FHUGA.

Joint County and Town Planning Policies for Utilities:

1. The Utilities Element should be developed in cooperation with local power and telecommunications utilities and franchises.
2. The Utilities Element should be designed to serve development envisioned or authorized by the land use elements of the comprehensive plans of both the Town and County.
3. The Utilities Element should establish criteria for the siting of new utilities which:
 - a. Provide for the protection of critical areas and resource lands;
 - b. Are consistent with adopted land use regulations;
 - c. Ensure compatibility between utilities and residential uses.
 - d. Consider the use of “utility corridors” as a means to reduce impacts of utility construction, and facilitate repair and maintenance.

San Juan County Comprehensive Plan 2025-2045, Appendix 2.

7.2 Existing Utilities

Electrical Power

Orcas Power & Light Cooperative (OPALCO), established in 1937, is a member-owned, nonprofit cooperative that distributes electricity to 20 islands in San Juan County through thousands of miles of submarine cables, transmission lines, storm-hardened underground distribution, and fiber. Any resident of San Juan County is eligible to become a member and receive electric service from OPALCO.

The town of Friday accounts for almost 17% of the total energy usage provided through the OPALCO system. As of 2024, OPALCO serves 616 commercial members and 1,472 residential members within the town of Friday Harbor. County-wide, OPALCO provides service to approximately 11,751 members through 15,907 meters. According to OPALCO's 2020-2040 Long Range Plan (LRP), overall system demand is projected to increase by 20% by 2040.

OPALCO purchases wholesale electricity from the Bonneville Power Administration (BPA) through a management agreement with the Pacific Northwest Generating Cooperative (PNGC), a consortium of 16 regional electric cooperatives. BPA primarily supplies power from carbon-free electricity from the Federal Columbia River Power System composed largely of hydroelectric resources.

Electricity is delivered to San Juan County from BPA's Fidalgo Substation through two submarine cables (115 kV and 69 kV), with interconnection points on Lopez and Decatur Islands. OPALCO maintains 43 miles of 69 kV transmission lines that supply eleven distribution substations throughout the county. The system delivers electricity to members at a distribution voltage of 12.7/7.2 kV.

OPALCO is headquartered in Eastsound on Orcas Island, with a district office in Friday Harbor and a crew station on Lopez Island. Three of OPALCO's eleven substations are located on San Juan Island: Friday Harbor Substation #5 (Parcel #351391410000) and Grover Street (Gravel Pit) Substation #11 (Parcel #351391323000), both situated within the Friday Harbor town limits, and Roche Harbor Substation #7 (Parcel #46244100100), located in the island's unincorporated area north of the FHUGA. These three substations operate as redundant feeds, helping to ensure consistent service and strengthen the reliability and resiliency of the island's electrical system.

OPALCO's transmission and distribution system is designed with up-sized conductors to reduce energy loss and allow for future expansion to accommodate anticipated growth. Systemwide, the current infrastructure is expected to meet projected load increases through 2040, with one exception noted in the LRP: a portion of existing electrical conductors (2 AL) in Friday Harbor will need to be replaced with higher capacity 4/0 AL conductors to support future growth. OPALCO anticipates coordinating undergrounding infrastructure upgrades in conjunction with Town of Friday Harbor public works projects as opportunities arise in the future.

In 2024, OPALCO rebuilt and energized Friday Harbor Substation #5, to improve system reliability and accommodate increasing electric load. The project involved removal of outdated equipment, site regrading, and installation of foundation supports for new structures. Upgrades to Substation #5 included the installation of a higher-capacity transformer, thermal sensors for

real-time monitoring, and a centralized control house to enable remote operations. These upgrades enable OPALCO to meet growing demand on the island, particularly as more members transition away from fossil fuels for heating and transportation. OPALCO anticipates that both electricity usage and peak load will continue to increase in response to this shift. The new equipment significantly enhances monitoring capabilities, improves the reliability of the local power grid, and doubles the system's capacity. Additionally, the upgraded control house allows the substation to be operated and monitored remotely from a centralized location. The retired transformer from Substation #5 will be repurposed to provide a redundant power connection on Lopez Island in case of emergencies, further enhancing system redundancy and resilience.

Renewable Energy Resources

In recent years, local renewable energy production in the county, primarily from rooftop solar, with limited wind and micro-hydro generation has begun contributing to OPALCO's energy mix. These efforts are complemented by energy efficiency programs and implementing advanced grid management technologies. As of 2024, 45 members in the town of Friday Harbor have rooftop solar systems interconnected with OPALCO contributing approximately 330,000 kWh of electricity back into the grid annually.

To further reduce reliance on more expensive mainland power and expand access to renewable energy, OPALCO is actively pursuing community solar initiatives. The first community solar array was constructed in 2018 on Decatur Island. A second community solar and battery storage project is planned for a 19-acre site in unincorporated San Juan County, southwest of the FHUGA, near Douglas Road and Bailer Hill Road. Known as the Bailer Hill Road Community Solar project, it began the permitting process through San Juan County but was put on hold in early 2025. The proposed 2.7 MW solar array features 5,260 panels and on-site battery storage to enhance grid reliability and provide limited backup power during emergencies. The project site, which currently supports sheep grazing, will continue to be available for livestock grazing throughout the life of the project as part of OPALCO's land stewardship approach for this location.

Telecommunication Systems

Telecommunications systems are used every day to connect people and businesses, through services such as cell phone coverage, internet access, emergency alerts, and online communication. In Washington State, telecommunications systems include all forms of information generation, processing, and transmission of signals conveyed electronically or optically within or between buildings. These systems include voice, data, video, and audio communications transmitted via wire, radio, optical cable, or similar technologies (excluding broadcast TV and radio). The content transmitted by telecommunication systems may include telephone calls, internet data, text messages, TV or video streaming, or video calls. These systems work by converting information, such as voice or video, into signals that travel through wires, fiber optic cables, or wirelessly through the air using radio waves. The signals are then received by a device, such as a phone, computer, or TV, where they are turned back into something that can be heard, seen, or read.

Providing telecommunication services may require physical infrastructure like poles, antennas, underground or underwater cables, and wireless equipment placed throughout communities which may require access to the public rights-of-way (ROW) or other locally owned infrastructure, such as utility poles, towers, and reservoirs.

Nationally, the Federal Communications Commission (FCC) regulates the airwaves and the cellular industry, including issuing construction permits for transmission facilities and licenses to operate cellular systems. The FCC awards two operating licenses to cellular service providers, within each Rural Service Area (RSA). The RSA encompassing Friday Harbor and San Juan County is currently served by AT&T (AT&T Mobility Spectrum LLC; FRN: 0014980726) and Verizon Wireless (Seattle SMSA Limited Partnership; FRN: 0001581305).

Washington Utilities and Transportation Commission (UTC) regulates the rates and services of companies offering land line telephone services in Washington State; they do not regulate wireless, Voice Over Internet Protocol (VOIP), Internet, or cable. CenturyTel of Inter Island, Inc. (CenturyLink/Lumen) provides traditional land line telephone services to the town of Friday Harbor.

Local jurisdictions in Washington have the authority to regulate telecommunications providers' location through zoning and land use regulations and access to public ROW and municipally owned facilities, in accordance with state and federal law (RCW 35.99.030, RCW 35A.47.040, and 47 U.S. Code § 253). While the Town of Friday Harbor may not regulate the content or operations of telecommunications services, they can manage the placement, design, and safety of infrastructure within their communities. The Federal Aviation Administration regulates towers that exceed 200 feet in height, and smaller towers within 20,000 feet of major airports or within 10,000 feet of general aviation airports (47 CFR § 17.7).

All the major national cell phone providers, like Verizon, AT&T, T-Mobile, and Sprint, along with smaller companies, offer service in Friday Harbor. The addition of new frequency bands has increased the network's capacity, enabling faster data speeds and improved connections. Providers are expected to continue expanding their coverage and capacity over time to meet the needs of a growing customer base as planned growth occurs.

Online coverage maps show that both AT&T and T-Mobile provide 5G wireless service to most of the town of Friday Harbor, with 4G LTE coverage available in remaining areas. T-Mobile operates a 16.5-meter pole tower, designed to resemble a flagpole, located within town limits. Local broadband provider Rock Island Communications (subsidiary of OPALCO) has partnered with T-Mobile to provide LTE Fixed Wireless services.

Verizon Wireless

Verizon Wireless currently operates one FCC-registered macro cell tower, a 26.2-meter pole tower located north of the FHUGA. This facility provides wireless voice and data service through Verizon's 4G LTE (Long-Term Evolution) network and serves the entire town, as well as surrounding areas, including limited coverage for travelers entering and leaving Friday Harbor by ferry or boat.

Verizon shared they are in the process of upgrading their macro cell site with modernized equipment, including the addition of high-capacity, high-speed 5G. These upgrades are expected to be completed in 2026. Once complete, the enhanced facility will offer increased

network capacity and may also enable customers in Friday Harbor to access Verizon's Fixed Wireless Access (FWA) services in their homes and businesses.

Century Link of Inter-Island

Century Link of Inter-Island operates a FCC register 20.2-meter lattice tower located within town limits PLACEHOLDER

AT&T

PLACEHOLDER

T-Mobile

PLACEHOLDER

Rock Island Communications

Rock Island Communications is a wholly-owned subsidiary of OPALCO, providing internet and phones services via PLACEHOLDER

Zito Media

In 1972, the Town granted a franchise to a local cable TV company to construct and operate a system within town limits. The franchise agreement includes a provision requiring the company to pay the Town 5% of its gross annual revenue. Zito Media currently holds this privately owned franchise. The Town's revenue from the franchise has decreased over the years as demand for traditional cable service declined and more households have switched to on-demand streaming services. Zito Media owns a 17.7 meter tower located east of the FHUGA. PLACEHOLDER

7.3 Utilities Goals and Policies

The following utility goals and policies align with the San Juan County Joint Planning Policies and are consistent with other elements of this Comprehensive Plan to ensure that electric and telecommunication utilities are provided in a safe and reliable manner while keeping pace with projected growth in the town of Friday Harbor.

Planning Coordination

Goal UTL 7.1

Coordinate with external utility service providers and regional partners to support long-range planning, ensure service continuity, and support the integration of utility infrastructure needs into local planning and capital improvement efforts, promoting safe, reliable, and efficient utility services that meet current demand and are adaptable for future growth.

Policies:






- UTL 7.1.1: Encourage utility service providers to participate and assist in local and regional planning efforts.
- UTL 7.1.2: Support utility service providers in long-range planning for electrical and telecommunication facilities to ensure service continuity during emergencies and other operational challenges.
- UTL 7.1.3: Work with utility service providers to obtain the most up-to-date information available on existing and planned utility facilities and services and ensure that inventories are updated over time.
- UTL 7.1.4: Provide utility service providers with annual status reports on the Town's six-year capital improvement financing plan and annual capital projects schedules to support coordinated planning and identify opportunities for utility infrastructure installation.
- UTL 7.1.5: Facilitate interagency coordination in the siting, installation, and maintenance of utility facilities.
- UTL 7.1.6: Seek to collaborate with San Juan County to develop specific standards and criteria for telecommunications antennae and towers, including but not limited to siting, size, and height; proceed independently to establish and implement appropriate local standards if needed.

Service Delivery

Goal UTL 7.2

Facilitate and coordinate the efficient siting, permitting, and integration of future-ready utility infrastructure that meets the community's current needs, maximizes the use of public rights-of-way, minimizes disruption, ensures the reliable and timely delivery of services, and accommodates future demand.

Policies:


-  UTL 7.2.1: Provide timely processing of permit applications for new or expanded utility facilities or utility-related service activities.
- UTL 7.2.2: Notify utility service providers early in the planning process for proposed projects in public rights-of-way to ensure sufficient time for coordination during roadway, sidewalk, or trail construction or repair.
-  UTL 7.2.3: Ensure development regulations align with state and federal regulations and do not hinder utilities providers from meeting service demands.
-  UTL 7.2.4: Co-locate public and private utilities in shared trenches or designated utility corridors to maximize the use of public rights-of-way.
- UTL 7.2.5: Require the dedication of utility easements and corridors during development and provide for utility services in new rights-of way.
- UTL 7.2.6: Design public infrastructure to accommodate projected future utilities and evaluate installing spare conduit for future telecommunications use.
-  UTL 7.2.7: Promote the availability of telecommunications services to the public, businesses, institutions, and government agencies to enhance public service delivery and economic opportunity.
-  UTL 7.2.8: Support OPALCO's efforts to provide safe, sustainable, cost-effective, and reliable electric service to members.

Infrastructure Siting

Goal UTL 7.3

Utility infrastructure is thoughtfully integrated into the community through siting, maintenance, and expansion practices that respect scale, appearance, and context, while minimizing impacts on surrounding development and the Town's overall aesthetic quality.

Policies:

- UTL 7.3.1: Locate utility installations for new development underground.
- UTL 7.3.2: Ensure new developments include accessible utility easements sized for current and future service needs; identify necessary utility infrastructure during the subdivision or entitlement phase of permit review.
- UTL 7.3.3: Require vegetative screening or buffers, as appropriate, for new development approved adjacent to existing utilities facilities.
-  UTL 7.3.4: Undergrounding of utility infrastructure in developed areas is expected over time and as opportunities arise, in order to reduce conflicts and visual impacts, enhance

safety, and support long-term infrastructure coordination. Undergrounding should take place during redevelopment and in conjunction with infrastructure upgrades, including but not limited to public works projects, road widening, and major reconstruction or replacement of structures within the public right-of-way. When undergrounding is not feasible, new or expanded utility facilities should be sited to preserve the safety, accessibility, and functionality of public spaces by avoiding obstructions to pedestrian pathways, vehicle access, and key sightlines. Undergrounding should occur in the following situations:

- Public Infrastructure Projects: When opportunities arise in conjunction with major roadway or other public infrastructure projects.
- Land Use Changes: When a change in land use or intensification of use requires modifications to distribution infrastructure, where feasible and in coordination with the Town and utility providers.
- New and Expanded Infrastructure: When installing new or expanded utility infrastructure in developed areas, especially when aligned with the Town's capital improvement planning efforts.
- UTL 7.3.5: Co-locate and conceal utilities facilities where feasible; use sight-obscuring landscaping or fencing when full building enclosure is not practical.
- UTL 7.3.6: Utility facilities should be sited to minimize visual and physical impacts on surrounding development and neighborhood aesthetics.
- UTL 7.3.7: Attach appropriate conditions to utility facility approvals to mitigate impacts on surrounding development and neighborhood aesthetics.
- UTL 7.3.8: Maximize the co-location of telecommunications facilities on existing towers or structures whenever feasible. New facilities should be permitted only when co-location is demonstrated to be infeasible or inadequate to meet the documented service needs of the community.

Environmental Protection

Goal UTL 7.4

Protect and preserve critical areas and other features of the natural environment while supporting the continued operation and responsible extension of necessary utility facilities and services.

Policies:

- UTL 7.4.1: New and expanded utility facilities should be sited and constructed to avoid impacts on critical areas and shorelines. Facilities should be designed and constructed in a compatible manner that prioritizes environmental protection and sensitive placement in the natural environment.
- UTL 7.4.2: If impacts to critical areas or shorelines cannot be avoided, attach conditions to the approval of new or expanded utility facilities that minimize or mitigate those impacts and ensure compatibility with the surrounding neighborhood and natural environment.

- UTL 7.4.3: Site new, expanded, and relocated transmission facilities, substations, and submarine transmission cable terminal facilities to minimize shoreline impacts and ensure compatibility with surrounding development and land uses.

Energy Efficiency & Innovation

Goal UTL 7.5

Support energy-efficient technologies, on-site generation, and innovations that reduce demand, improve resilience, and increase community self-sufficiency.

Policies:

- UTL 7.5.1: Support development and use of renewable and emerging technologies at all scales, such as rooftop solar panels, community solar installations, battery energy storage systems, and other sustainable, efficient, and viable innovations.
- UTL 7.5.2: Promote energy efficiency in public and private buildings by sharing educational materials, raising awareness of best practices that exceed state energy code requirements and modeling those practices in Town facilities and operations.
- UTL 7.5.3: Facilitate the installation of electric vehicles (EVs) and personal mobility device charging stations. Charging stations should be integrated safely and conveniently into development and be visually compatible with surroundings. Where undergrounding is not feasible, facilities should be sited to avoid obstructing pedestrian paths, vehicle access, and sightlines, and when appropriate should be screened using landscaping, fencing, or design methods.

Implementation Actions

Exhibit 7-1. Utilities Action Plan

Implementation Action	Responsibility
Maintain and update annually an inventory of existing and planned utility facilities and services.	<ul style="list-style-type: none"> ▪ Public Works ▪ Town Administration
Establish notification procedures to inform utility service providers early in the planning process, allowing for timely coordination during Town construction projects in rights-of-way and on public land.	<ul style="list-style-type: none"> ▪ Public Works ▪ Town Administration
Provide yearly updates on the Town's six-year capital improvement financing plan and capital project schedule to utility service providers to facilitate coordination and utility infrastructure planning.	<ul style="list-style-type: none"> ▪ Public Works ▪ Town Administration
Develop and adopt specific standards and criteria for telecommunications antennae and towers, including siting, size, and height, and will seek to work with San Juan County during this process if possible but proceed independently if necessary.	<ul style="list-style-type: none"> ▪ Community Development

Source: BERK, 2025



8 Parks and Recreation

8.1 Summary and Purpose

The primary purpose of this element is to provide an inventory of existing parks and recreation services and opportunities available to residents of the town of Friday Harbor and to provide a roadmap to ensure that these services are sustainable and reliable during the planning period. The Town of Friday Harbor works collaboratively with other parks and recreation districts given the limited availability of surplus land that could be converted to parks and open spaces within town limits as well as the interconnected nature of the entire San Juan Island Community. The majority of parks owned and managed by the Town are pocket parks within the Right-of-way. These provide very few recreational opportunities but are important spaces for community gathering and placemaking through the use of public art, benches, tree canopy and shade structures. Additional parks that are vital to town residents are located throughout the island and are provided by San Juan Island School District, San Juan Island Park and Recreation District (Island Rec), the Port of Friday Harbor, the State of Washington, the National Parks Service, and San Juan County Parks, Recreation, & Fair Department. The Town of Friday Harbor has no adopted Parks, Recreation, and Open Space Plan.

8.2 Current Conditions

Several public agencies own, operate, and maintain park and recreation facilities, or provide recreation programs within Friday Harbor's corporate limits. They include the Town of Friday Harbor, Port of Friday Harbor, San Juan Island School District, and San Juan Island Park and Recreation District (Island Rec). The Town of Friday Harbor has no parks board or parks department. The Public Works Department maintains Town-owned parks.

Within the corporate limits, the Port of Friday Harbor owns and manages the Friday Harbor Marina Waterfront Park. The San Juan Island School District #149 owns and operates the Friday Harbor Elementary, Middle, and High Schools. The school district also owns John O. Linde Community Park, which is operated and maintained by Island Rec. These parks provide a variety of active recreation facilities for the greater San Juan Island community including Friday Harbor.

Island Rec does not own any park, recreation sites, or facilities within the town of Friday Harbor. However, it has contributed to numerous programs and facilities in the Friday Harbor area. It was formed in the late 1980s as a special taxing district covering all of San Juan Island.

Aside from Parks facilities, other recreation opportunities exist within the town and the FHUGA. These opportunities include a swimming and fitness club, a rock-climbing gym, three museums. While these are privately owned and operated, they provide necessary recreation and cultural opportunities to many Friday Harbor residents. Additional recreation opportunities available to town residents within corporate limits include a community theater, senior center programs, water recreation classes, soccer, softball, and baseball.

Exhibit 8-1 through Exhibit 8-7 provide lists and associated maps of parks facilities, amenities, and acreages of parks that residents of Friday Harbor have available to them on a regular basis.

Exhibit 8-1. Existing Town-Owned Park and Recreation Facilities

Park Facility	Size	Amenities
Cahail Park	0.5 acres	<ul style="list-style-type: none"> • Tennis court • Green Space
Evergreen Park	1.0 acre	<ul style="list-style-type: none"> • Green Space
Memorial Park	0.1 acre	<ul style="list-style-type: none"> • Gazebo • Benches
Sunken Park	0.8 acres	<ul style="list-style-type: none"> • Basketball court • Playground equipment • Gazebo • Picnic tables • Benches • Green space
Overlook Park	0.3 acres	<ul style="list-style-type: none"> • Benches • Public viewing binoculars • Stairway access to Front Street
Alhadeff Park (formerly Breezeway Park)	0.04 acres	<ul style="list-style-type: none"> • Benches • Public Art
David Jones Park	0.04	<ul style="list-style-type: none"> • Benches • Bicycle Rack • Picnic Table

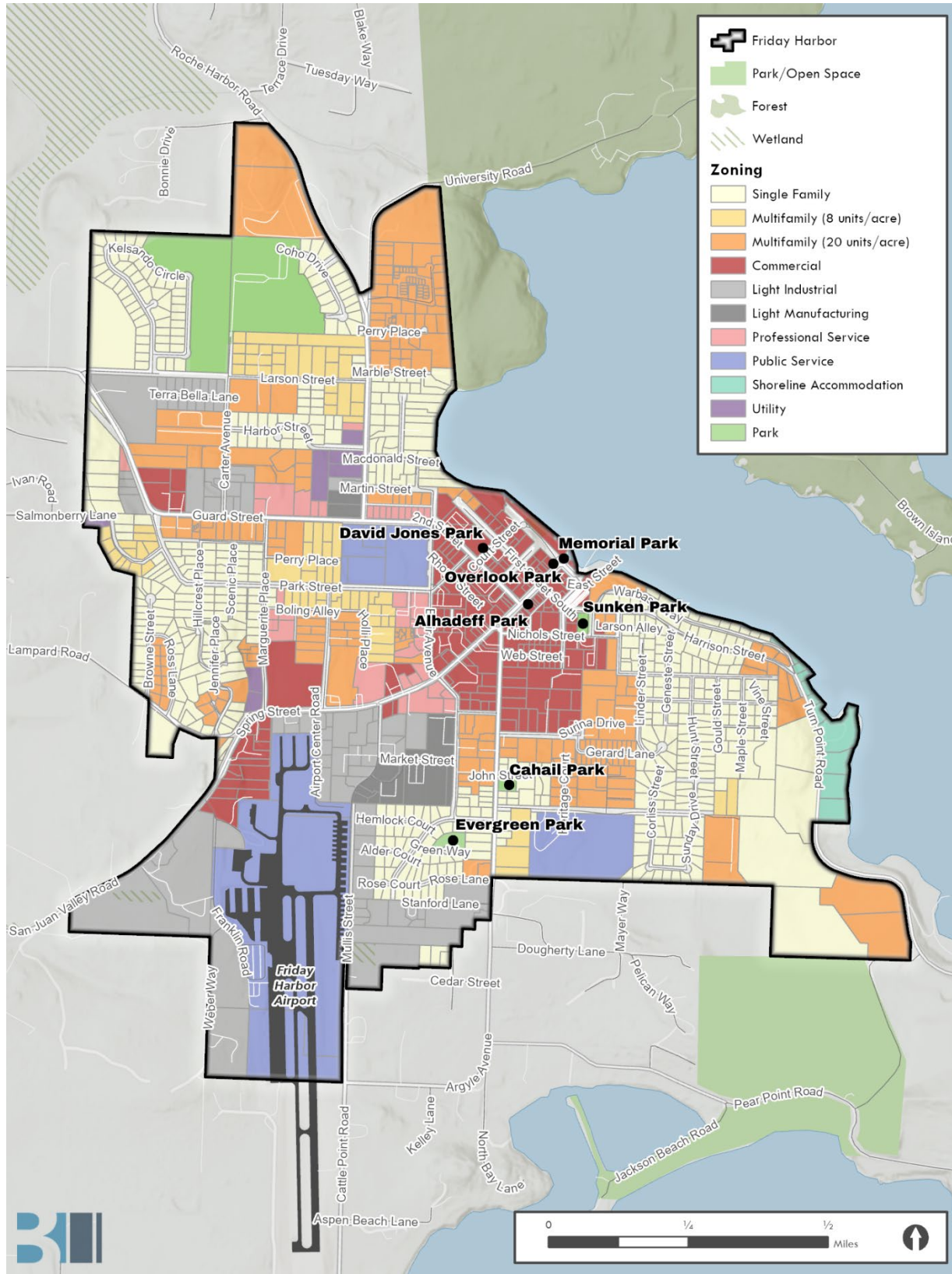
Source: Town of Friday Harbor Public Works Website, 2025; BERK, 2025

Exhibit 8-2. Other Existing Park and Recreation Facilities Inside Town Limits and FHUGA:

Park	District	Size	Amenities
John O. Linde Community Park	San Juan Island School District/Island Rec	29.8 acres	<ul style="list-style-type: none"> • 1 mile walking trail • Picnic Tables • Green Space • 2 soccer fields • 2 ball fields (baseball/softball)
Fairweather Park	Port of Friday Harbor	0.5 acres	<ul style="list-style-type: none"> • Benches • Picnic Table • Waterfall • Public Art
Airport Walking Trail	Port of Friday Harbor (see Exhibit 8-5)	2 miles	<ul style="list-style-type: none"> • Trail
San Juan County Fairgrounds/"The Skatepark"/"Family Park & Playground"	San Juan County Parks/Island Rec	0.5 acres	<ul style="list-style-type: none"> • Skateboarding bowl and ramps • Playground equipment • Covered shelter • Barbecue • Picnic tables
Eddie & Friends Dog Park	Island Rec	2.0 acres	<ul style="list-style-type: none"> • Double gated entry to fenced area • Restrooms • Gazebo • Covered Shelter
Friday Harbor Middle and High School	San Juan Island School District	3.0 acres	<ul style="list-style-type: none"> • 1 sports field (soccer, football) • 4 Tennis Courts • 1 gymnasium with "open gym time" • Open Space
Friday Harbor Elementary School	San Juan Island School District	4.8 acres	<ul style="list-style-type: none"> • 2 ballfields (baseball and softball) • 1 sports field (soccer) • 1 basketball court • Open Space

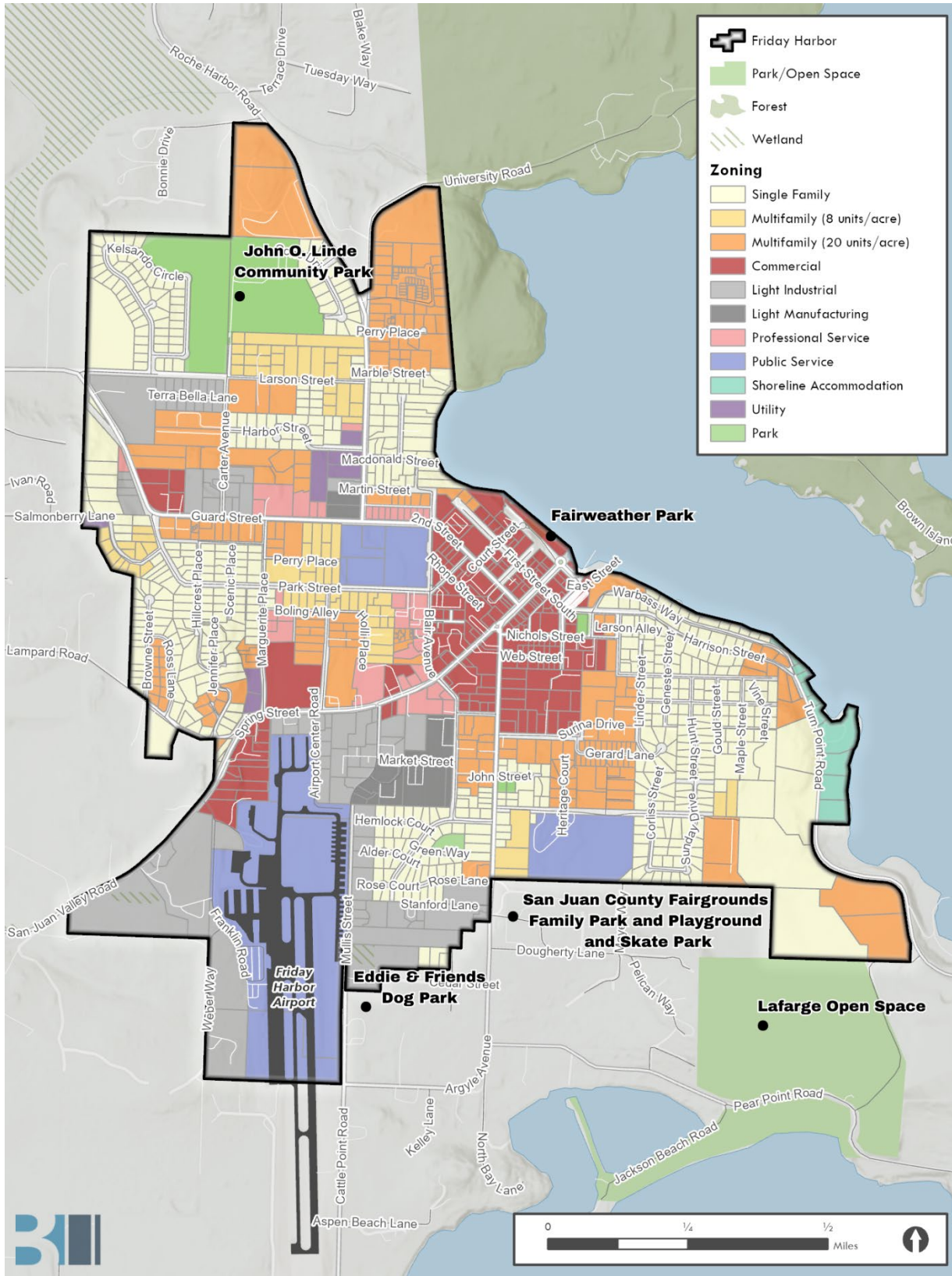
Source: Island Rec Website, 2025; San Juan County Parks, Recreations, and Fair Website, 2025 BERK, 2025

Exhibit 8-3. Parks Facilities Map – Town-Owned Facilities (2025)



Source: BERK, 2025

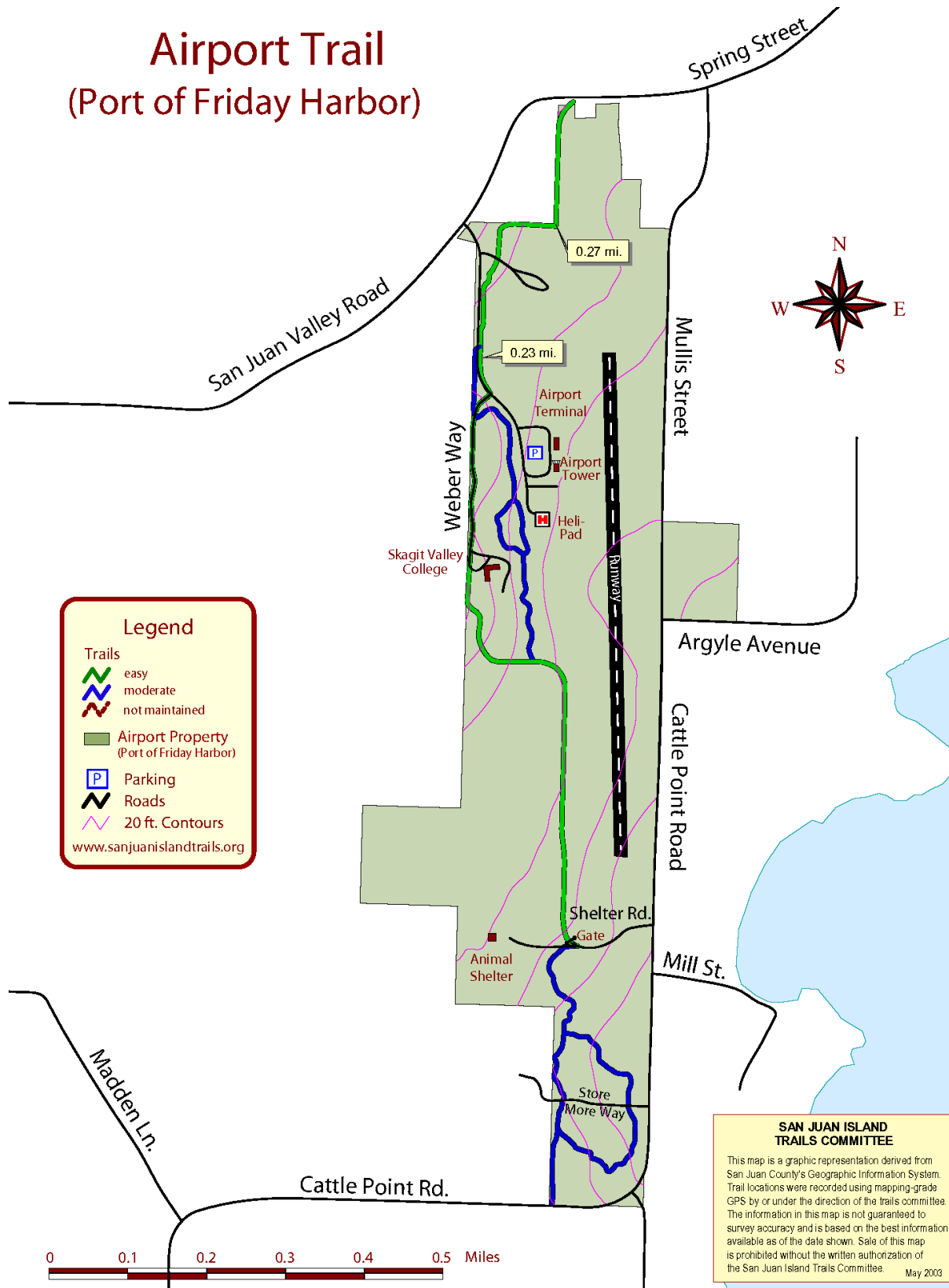
Exhibit 8-4. Parks Facilities Map – Non-Town-Owned Facilities (2025)



Source: BERK, 2025

Exhibit 8-5. Port of Friday Harbor - Airport Trail Map

Airport Trail (Port of Friday Harbor)



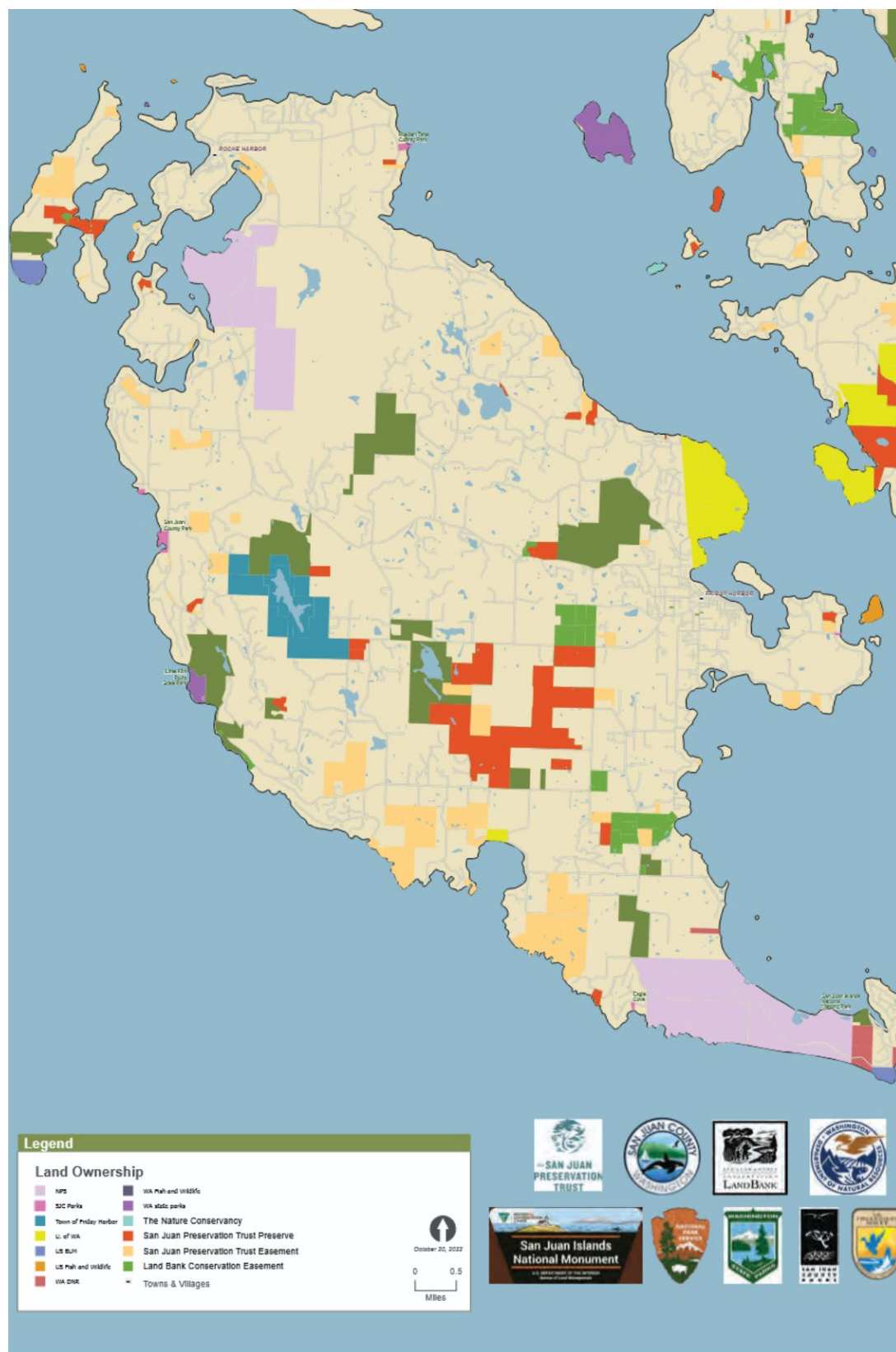
Source: San Juan Island Trails Committee, 2003; Port of Friday Harbor, 2025

Exhibit 8-6. Additional Parks Space outside of Town Limits

Park	District
Lafarge Open Space	Island Rec
San Juan County Park	San Juan County Parks, Recreation, and Fair Department
Turn Point County Day Park	San Juan County Parks, Recreation, and Fair Department
Eagle Cove County Day Park	San Juan County Parks, Recreation, and Fair Department
Reuben Tarte Memorial Day Park	San Juan County Parks, Recreation, and Fair Department
Lime Kiln Point State Park	Washington State Parks
San Juan Islands Sculpture Park & Nature Reserve	Non-Profit
San Juan Island National Historical Park <ul style="list-style-type: none"> American Camp Visitor Center English Camp Visitor Center 	National Parks Service

Source: BERK, 2025

Exhibit 8-7. Parks and Conservation Lands by Ownership – San Juan Island (2025)



Source: San Juan County Recreation, Open Space, and Stewardship Plan, 2022

Tree Canopy

The Town of Friday Harbor has been a nationwide member of the Tree City USA program established by the Arbor Day Foundation which provides additional resources and frameworks to manage tree canopy in parks and streetscapes. Town-owned parks, though small in size and number, provide vital shade and ecological benefits to residents and visitors alike. Additionally, as many of the town-owned parks are adjacent to the right-of-way, tree canopy within the parks provide additional pedestrian benefit as well as stormwater benefit.

The map shown in [Exhibit 8-8](#) illustrates how much of the town is covered in tree/forest/or high vegetation as well as the amount of tree canopy that is not surrounded by soil or other pervious landscaping, these areas are likely attributed to street trees or landscaped trees. Of the 43.38 acres of parkland in the town of Friday Harbor and the FHUGA, very few acres have what Washington State Parks and Ecopia data determines to be tree/forest/high vegetation land cover. The town is highly developed with very little public lands within town boundaries most parks with the town cannot support tree coverage as it would impede the intended use of the site. These areas include parks with amenities such as ballfields, skate parks, and play structures. While there is a lack of tree canopy in the publicly-owned spaces, efforts such as right-of-way improvements, required vegetative buffers in residential zones, and commitment to the Tree City USA program will increase both privately- and publicly-owned tree canopy in the town.

8.3 Future Parks and Recreation Needs

Level of Service Standards

Park Acreage

Total park land required for the Comprehensive Plan is based on the National Recreation and Park Association (NRPA) standard of approximately 6.25 to 10.5 acres of developed open space per 1,000 population.

There are currently roughly 35.58 acres of parks and recreational space within the town of Friday Harbor excluding parks that are on San Juan Island School District Property such as the Elementary, Middle and High School as they have less public available during school hours. The estimated town population as of 2025 is 2,841. Using the NRPA standard, only between 17.76 to 29.83 acres of parks are necessary within the town to adequately serve the population. Park acreage currently exceeds the maximum level of service by 5.75 acres. Therefore, based on these criteria, there are no system deficiencies within the town.

Future population projections in the planning period are estimated to be 4,119 people by 2045. This means that the town is required to provide between 25.74 and 43.25 acres of parkland in the planning period. The town is currently meeting the minimum standards for park acreage even when excluding parks owned and operated by San Juan Island School District which are only available for use by the general public outside of school hours.

Fields

Despite the apparent lack of deficiencies in overall park LOS, many Friday Harbor residents consistently point to a lack of adequate sports playfields, particularly for baseball and soccer, to accommodate the active island sports programs. Currently, all of the sports fields on San Juan are located in Friday Harbor, but are used by the island-wide population currently estimated at 9,070 and expected to grow to 11,042 by 2045 .

Based on the number of existing regulation baseball/softball fields (2), the current LOS is approximately 1 field/4,535 population. By comparison statewide standards range from 1,300 - 5,000 and average 1/2,560. The NRPA standard is 1/5,000.

Though there are several non-regulation soccer fields on the island, there is only 1 existing regulation field located at John O. Linde Park. This means that the island-wide LOS is approximately 1 field/9,070. By comparison, the statewide range is 1,500 - 5,000 and the average is 1/2,750. The NRPA standard is 1/10,000. While the town is meeting the NRPA minimum standard, additional investments should be made in the planning period to site another regulation soccer field or make improvements to existing non-regulation fields.

Trails

Another area of deficiency is in the area of urban trails and/or sidewalks. The deficiencies in pedestrian space and sidewalks is listed in the Transportation Element but should be noted as an area of deficiency here given the importance of safe and reliable pedestrian and bicycle space to create recreation opportunities for walking, jogging, running, and cycling. A priority should be placed on these routes that will provide internal links to help keep the town a

“walking town” or “village.” These routes will also allow for future connections with trails in the county to help link the island.

Partnerships

While future population growth within the town may lead to future deficiencies in park acreage, it is also the case that connecting the town to island-wide parks and recreation facilities located within Unincorporated San Juan County can help to close this gap. The island is an interconnected community with shared parks space and connecting town residents to these facilities in collaboration with San Juan County and Island Rec is an important strategy to limit the impacts of population growth on recreation availability.

8.4 Parks and Recreation Goals and Policies

Goal PR 8.1

Develop and maintain a safe, efficient, and cost-effective parks and recreation system for Friday Harbor.

Policies:

- PR 8.1.1: Ensure that all the costs attributable to development of new park and recreation facilities are equitably shared by those who benefit.

Goal PR 8.2

Ensure that Friday Harbor residents have access to a variety of park and recreation opportunities.

Policies:

- PR 8.2.1: Strive for the most efficient use of public and private funds to ensure residents have adequate park and recreation facilities.

Goal PR 8.3

Recognize that many park and recreation facilities located in Friday Harbor are used extensively by the entire population of San Juan Island and vice versa and coordinate efforts with other facility providers on San Juan Island.

Policies:

- PR 8.3.1: Coordinate its park and recreation planning and development efforts with the San Juan Island Park and Recreation District, San Juan County, and Port of Friday Harbor.
- PR 8.3.2: Support the efforts of the San Juan Island Park and Recreation District to fund and develop park and recreation facilities consistent with the goals and policies of the Comprehensive Plan.

Goal PR 8.4

Ensure that future park and recreation improvements are provided in a manner consistent with the goals and policies of the Comprehensive Plan.

Policies:

- PR 8.4.1: Each new development permit should demonstrate that adequate park and recreation facilities are provided for the proposed use.
- PR 8.4.2: In evaluating park and recreation facility improvements, or the impact of new development on parks and recreation facilities, apply the following LOS standards: The National Recreation and Park Association (NRPA) standards are from 6.25 to 10.5 acres of developed parks per 1,000 population.
- PR 8.4.3: Adopt a concurrency management ordinance that prohibits development approval if the development causes the park and recreation LOS to decline below the standards outlined above unless improvements or strategies to accommodate the impacts of development are made concurrently with the development.
- PR 8.4.4: If the LOS standards fall below the adopted level, respond in one or more of the following ways:
 - Re-evaluate the LOS standard to determine if it is still appropriate, and revise if necessary.
 - Work with other agencies to increase park and recreation facility capacity by:
 - Expanding existing park and recreation facilities; or
 - Encouraging development of private facilities; or
 - Acquiring and developing property for new facilities.
- PR 8.4.5: Develop strategies to acquire new parks and recreation facilities, improve existing facilities, or make multi-use trail investments consistent with the Transportation Element of the Comprehensive Plan.
- PR 8.4.6: Ensure that future parks and recreation investments made either by the Town or a partner agency correct for existing inequities in park access and ensure that new investments target underserved communities.



9 Climate Change and Resiliency

9.1 Summary and Purpose

The Growth Management Act was amended in 2023 under Washington House Bill 1181, requiring the Town of Friday Harbor to integrate climate change hazard mitigation and resilience goals, policies, and strategies into this Comprehensive Plan. This Element will address climate impacts, vulnerabilities, and risk, while considering co-benefits and integration with other planning documents and elements of this Comprehensive Plan. All goals and policies adopted in this element are consistent with the Department of Commerce's Climate Planning Guidance. Policies must also consider and prioritize actions that benefit vulnerable communities and promote environmental justice. Additional information on specific climate related vulnerabilities, risks, and mitigation strategies can be found in the

Climate Vulnerability and Risk Assessment Appendix.

9.2 Conditions and Trends

Assets

Climate change resiliency planning assesses the vulnerability of different assets (people, resources, ecosystems, and infrastructure) within a community and strategies to reduce vulnerabilities. Different community characteristics and vulnerabilities assessed as well as a full

list of assets within Friday Harbor can be found in the

Climate Vulnerability and Risk Assessment Appendix. Exhibit 9-1

includes a generalized list of assets by category and sector.

Exhibit 9-1. Generalized Community Assets by Sector and Category

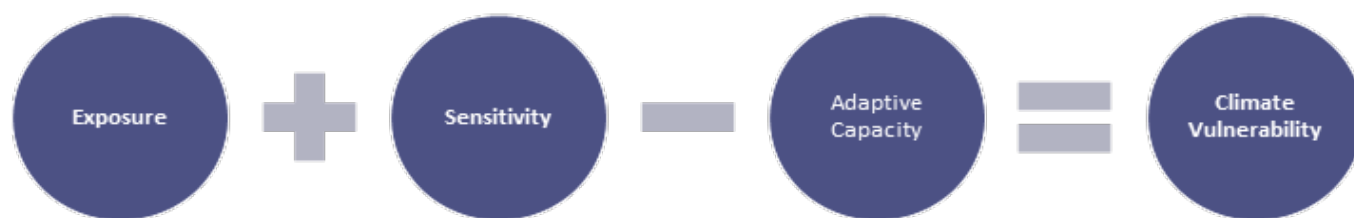
Sector	Asset Category	Assets
Agriculture & Food Systems	Food Production & Distribution	community garden, food bank, grocery stores: Friday Harbor Market Place and Kings Market
Buildings & Energy	Government facilities	Municipal/public buildings
	Schools	Schools
	Energy Infrastructure	OPALCO Power lines & microgrid projects; EV charging stations; 25 submarine power cables
	Commercial and Residential Buildings	Commercial and residential buildings
Cultural Resources & Practices	Historic Sites	Historic district and sites
	Cultural Foods	Salmon; First Foods (foods important to Indigenous peoples)
	Community Resources	San Juan County Library; Family Resource Center; Schools; Faith-based institutions; Parks and Open spaces
	Social Networks	Social networks and community connectivity
Economic Development	Job Security	Income for maritime workers
	Local Businesses	Banks; Restaurants; Hotels; Small Businesses; Water-based sport retailers; Outfitters (fishing, cycling); commercial fisheries
	Industrial/Manufacturing	Industrial/manufacturing operations; commercial fisheries
Ecosystems	Natural Areas	Bluffs and beaches
	Natural Resources	Tree canopy; Clean air; Shoreline
	Plant & Animal Species	Native species; Threatened/endangered species
Emergency Management	Emergency Response/Services	Emergency services (police, fire, EMS); Shelters
Health & Well-being	Medical Facilities	Peace Island Medical Center; Nursing homes/elder care facilities
	Social Services	Health/mental health services; Childcare facilities
	Human Health & Well-Being	Healthy and safe populations
Transportation	Major Transportation	Port of Friday Harbor Marina, WSDOT Ferry Terminal; Port of Friday Harbor Airport
	Local/Public Transportation	Trails/walkways/sidewalks; bike infrastructure
Waste Management	Waste Management	Transfer station; Waste hauling; Septic systems; Wastewater/sewage treatment facility
Water Resources	Water Resources	Groundwater aquifers/private wells; Trout Lake Reservoir
	Water Infrastructure	Pipes; Pumping stations; Culverts; Stormwater infrastructure/drains; Dams
Zoning & Development	Development & Conservation Potential	Available land for development; Available land for conservation/open space
	High-Traffic Areas	Downtown/Central business district
	Residential Structures	Single and multi-family residences (structures)
	Commercial Buildings	Businesses (structures)

Source: BERK, 2024

Vulnerabilities

Vulnerability of different assets is defined by the US Climate Resilience Toolkit as the sum of exposure to a changing climate and the inherent sensitivity of people or environments to a changing climate, minus capacity of the community to manage the impacts of a changing climate. Risk of a certain climate hazard to an asset is a separate but related concept to vulnerability but instead is defined as the probability and magnitude of hazards impacting a specific asset.

Exhibit 9-2. Climate Vulnerability Assessment Framework



Source: UKAID. (2011). *Defining disaster resilience*

Exposure	Sensitivity	Adaptive Capacity	Vulnerability
The presence of people, assets, and ecosystems in places where they could be adversely affected by hazards	The degree to which a system, population, or resource is or might be affected by hazards.	The ability of a person, asset, or system to adjust to a hazard, take advantage of new opportunities, or cope with change.	The propensity or predisposition of assets to be adversely affected by hazards. Vulnerability encompasses exposure, sensitivity, potential impacts, and adaptive capacity.
<p>Common exposures:</p> <ul style="list-style-type: none"> • Extreme Heat • Extreme Precipitation • Flooding • Wildfire Smoke and Danger • Air Pollution 	<p>Common Indicators of high sensitivity:</p> <ul style="list-style-type: none"> • Human Indicators <ul style="list-style-type: none"> ○ < 5 years old ○ > 65 years old ○ Diabetes ○ Asthma ○ Respiratory disease ○ Heart Disease • Physical Indicators <ul style="list-style-type: none"> ○ Steep Slopes ○ Critical Areas ○ Shorelines 	<p>Common factors for low adaptive capacity:</p> <ul style="list-style-type: none"> • People of Color • Poverty • Less than high school degree • Linguistic Isolation • Living Alone • High Housing Cost Burden • Unreliable Access to Transportation • Poor Housing Condition • Unemployment • Working in Outdoor Professions • Lack of Health Insurance • Lack of Access to Open Space • Low Tree Canopy Coverage 	

Source: US Climate Resilience Toolkit. (2021); IPCC (2014); BERK, 2025






Hazards in Friday Harbor

As part of the Fifth National Climate Assessment (Jay, et al., 2023), climate change trends and projections were highlighted for the Pacific Northwest, including:

- **Warming:** Annual average air temperatures in the region have risen by almost 2° F since 1900. Compared to the period of 1900-2020, the annual number of extremely hot days and warm nights in the Northwest has been above the long-term average over the past decade. Future warming in the region is expected to exacerbate regional heatwave intensities.
- **Extreme Precipitation:** Summer precipitation is projected to decline contributing to more frequent, longer, and more severe regional drought conditions that increase wildfire risk and decrease water availability. The frequency and intensity of extreme precipitation events are projected to increase across the region. A greater number of strong atmospheric river events and fewer moderate and weak events are projected to occur. Warmer winter temperatures have led to declines in mountain snowpack, particularly in areas with warm maritime climates. A greater proportion of winter precipitation is projected to fall as rain rather than snow.
- **Coastal Waters:** Annual average coastal sea surface temperatures in the Northwest have warmed approximately 1.2° F since 1900. Human-caused carbon emissions have already driven ocean acidification of surface and subsurface waters off Oregon and Washington. Ocean acidification, hypoxia, and human-caused nutrient inputs negatively affect many species. Sea level is projected to increase across the Northwest. In Puget Sound, where most land is subsiding, sea levels are expected to rise 0.9 to 1.6 feet by 2050, and 3.2 to 10.2 feet by 2150 under a very high scenario (RCP8.5), relative to the reference period (Climate Mapping for a Resilient Washington. , 2022).

Based on the University of Washington's Climate Mapping for a Resilient Washington (Raymond, 2022), trend information has been developed for each county in Washington State, including San Juan County. See [Exhibit 9-3](#). Each hazard is described following the table.

Exhibit 9-3. San Juan County Median Changes to Climate by 2050

Climate Change Hazard	Potential Impacts and Likely Changes	Indicators
 <p>Created by Adrian Coquet from the Noun Project</p> <p>Extreme Heat</p>	<p>An increase in average summer temperatures is expected. This could affect people, landscaping, agriculture, and natural areas like wetlands, wildlife habitats, and other ecosystems.</p> <p>More days above 90° F humidex (humidity and heat) are expected, which can affect public health.</p> <p>An increase in the number of cooling degree days is an indicator of greater cooling demand for buildings in the summer.</p> <p>Warmer stream temperatures are expected to reduce habitat quality for aquatic species that depend on cold water.</p> <p>Changes in temperature and precipitation can affect wetlands as well as upland plant communities (Ecology, 2024).</p>	<p>+ 6.1° F Change in Average Daily Summer (June - Aug) Maximum Temperature.</p> <p>+ 5.2 days above 90° F humidex.</p> <p>+ 208° F-days change in cooling degree days (base 65° F).</p> <p>+ 16.0° C average August stream temperature (°C).</p>
 <p>Created by Layrak from the Noun Project</p> <p>Wildfire & Smoke</p>	<p>There would be more fire-danger days that could affect homes and businesses where forests and wildland vegetation meet or intermingle.</p> <p>More wildfire smoke can result in particulates affecting those with health conditions (e.g., heart and lung disease, pregnancy, etc.).</p>	<p>+ 21 days Change in High Fire Danger Days.</p>
 <p>Created by Nae Aclimad Yusef from Noun Project</p> <p>Drought</p>	<p>A decrease in late summer precipitation could reduce available water for multiple uses during the period that is typically driest, and low fuel moisture during fire season.</p>	<p>-14.4% change in total precipitation for July 15 - September 15.</p>
 <p>Extreme Precipitation</p>	<p>More frequent and intense storms are expected. This could affect flooding, erosion, and runoff and impact stormwater systems, transportation, and emergency responses.</p>	<p>+10 % change in the magnitude of 2-year storm.</p> <p>+15 % change in storm that occurs on average once every 25 years.</p>
 <p>Created by Adrian Coquet from the Noun Project</p> <p>Sea Level Rise</p>	<p>The county would experience an increase in frequency and extent of coastal flooding. This could impact more homes, businesses, and infrastructure.</p>	<p>+0.6 feet sea level rise expected with a 50% likelihood by 2050</p> <p>+2 feet sea level rise expected with a 50% likelihood by 2100.</p>

Source: Climate Mapping for a Resilient Washington, 2022.

Exhibit 9-4. Hazard Impacts by Sector

Sector	Potential Climate Hazard
Agriculture & Food Systems	A warming climate, droughts, and extreme precipitation can stress crops and livestock. However, Friday Harbor does not have significant agricultural production. The town's food system is dependent on delivery of food from off-island.
Buildings & Energy	Extreme heat can cause an increase in demand for energy (cooling).
Cultural Resources & Practices	<p>Potential impacts to historic and cultural resources could include:</p> <p>Loss of cultural and historical sites on coastline to sea-level rise and related impacts</p> <ul style="list-style-type: none"> • Loss of cultural and historic sites due to more frequent and intense severe weather events • Loss of locally grown, temperature-sensitive foods that are culturally important (berries, shellfish, salmon, etc.) <p>Extreme heat can result in warmer stream temperatures that can affect fish and wildlife and plants important as cultural resources.</p>
Economic Development	Extreme heat or wildfire smoke events could affect persons working outdoors, delaying jobs and income (e.g. construction). These impacts could interfere with cultural events and impact tourism.
Ecosystems	<p>There could be changes in the size and shape of designated environmentally critical areas, buffers, and shoreline environments.</p> <p>Warmer summer temperatures could reduce tree growth in some areas and increase growth in mild climates.</p> <p>There is a potential for increased ocean acidification and sea surface temperature. There can be stress on cold-water species in lakes.</p> <p>Sea level rise can result in loss of near-shore habitat and coastal wetlands to sea-level rise and erosion.</p>
Emergency Management	<p>The 2018 Hazard Mitigation Plan identified a high probability of a severe storm event, a moderate probability of a WUI fire event, and a low probability of a drought.</p> <p>The Town's Watershed Forest Assessment identified wildfire risk as a concern and identified management strategies.</p> <p>Regarding drought, since 2019 there has been persistent drought in the Pacific Northwest. In 2023, there was a drought advisory including in San Juan County.</p> <p>In April 2024, the State declared a drought including all counties.</p>
Health & Well-Being	Friday Harbor has populations that could be vulnerable to extreme heat, due to age or health conditions.

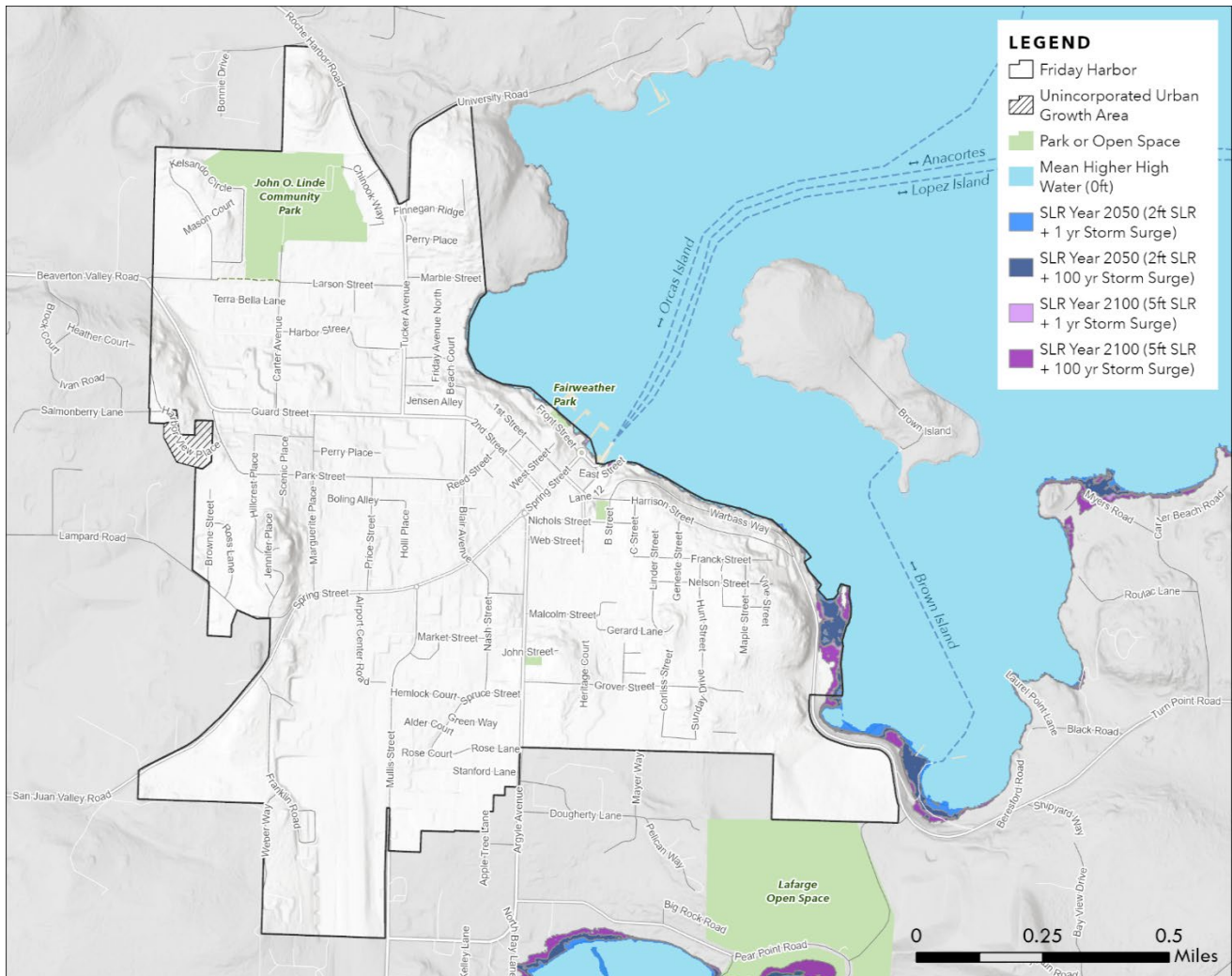
Sector	Potential Climate Hazard
Transportation	<p>Climate change could result in infrastructure damage and increased maintenance requirements (e.g., roadside vegetation).</p> <p>A primary concern is sea level rise and damage to the ferry terminal area, and other shoreline facilities with marinas and trails.</p>
Waste Management	<p>Due to climate hazards, there could be increased solid waste and debris (downed tree limbs, building rubble, roof shingles, vehicles, and appliances).</p>
Water Resources	<p>The forest land surrounding the reservoir could be affected by extreme heat and drought as described under Ecosystems.</p> <p>Other water resource impacts due to climate hazards include:</p> <ul style="list-style-type: none"> • Changes in water quality • Increased demands on stormwater management systems with the potential for more combined stormwater and sewer overflows
Zoning & Development	<p>Key climate hazards for the Town include sea level rise and extreme precipitation events and erosion, drought, and other concerns. Potential impacts could include:</p> <ul style="list-style-type: none"> • Increased erosion or damage to coastal infrastructure, beaches, and other natural features due to sea level rise and storm surge • Increased demand for irrigation of non-native, non-productive landscaping • Changes in housing stock availability due to hazard events • Increased impervious surface runoff and associated management and maintenance costs

Source: BERK, 2025

Sea Level Rise

Over the course of the next century, the Town of Friday Harbor anticipate sea level rise that can have impacts on existing infrastructure and may limit growth. Sea level rise would more severely impact low-lying areas of San Juan Island, which include the WSDOT Ferry Terminal at Friday Harbor and other areas within the Friday Harbor town boundaries the FHUGA. The overall map of the sea level rise can be found below in [Exhibit 9-5](#).

Exhibit 9-5. Sea Level Rise in Friday Harbor, 2050 and 2100



Sources: San Juan County, 2024; BERK, 2024.

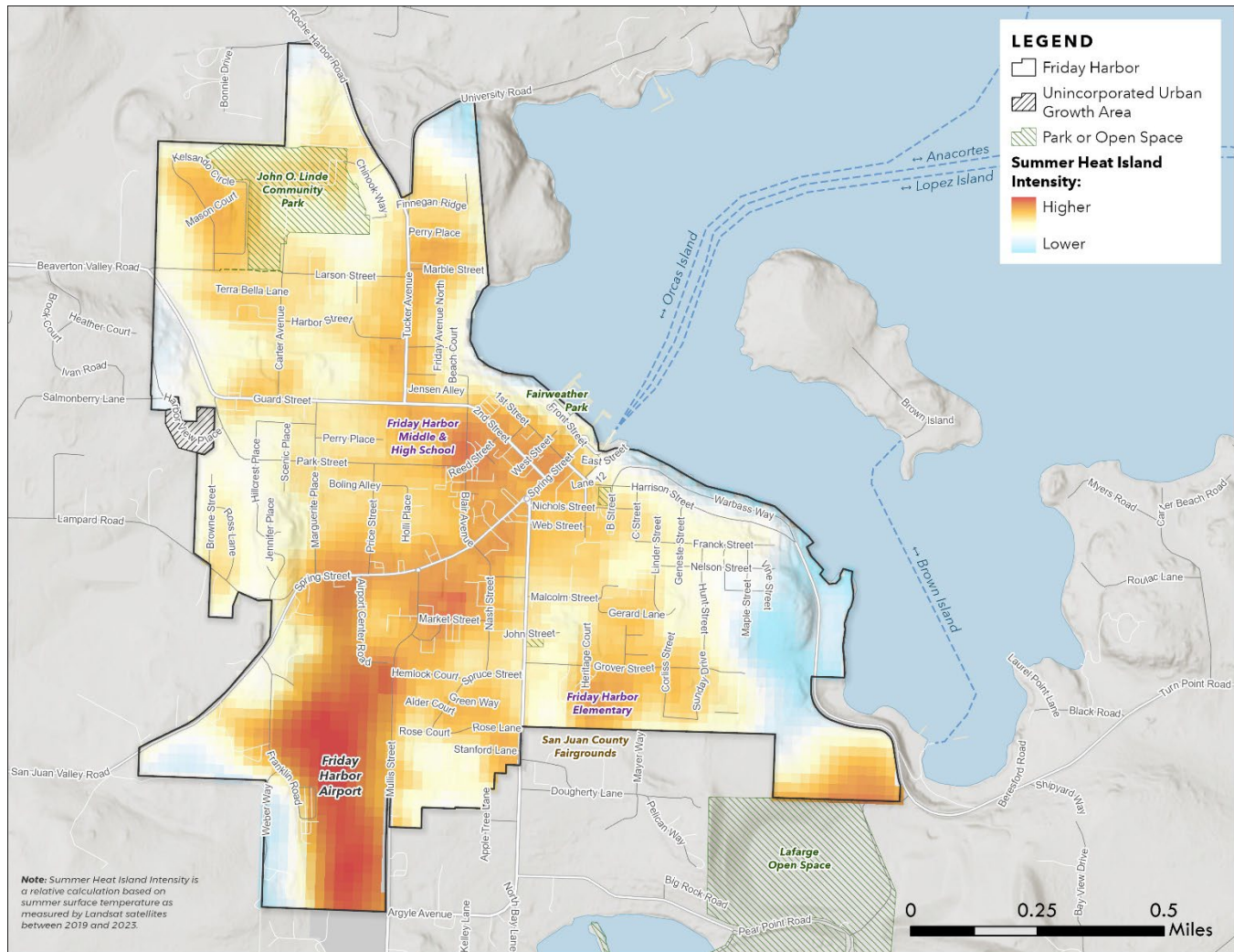
Within town and the FHUGA, a notable area that is at heightened risk of sea level rise is the area near the Ferry Terminal, Warbass Way, and Jensen Marine. This map shows that while sea level rise is a risk with critical facilities such as the ferry terminal area and some parkland, Friday Harbor has fewer residential areas that are at risk of inundation.

Extreme Heat

By 2050 it is anticipated there will be an increase in maximum summer temperature, increases in the number of 65-degree humidex nights and 90-degree humidex days, and an increase in cooling degree days¹².

Areas with less tree canopy and more impervious areas can magnify the effects as “heat islands.” Exposure to extreme heat can put health strain on the aging population and by extension the emergency management systems, as well as strain on electric and water utilities, and hurt overall ecosystem health throughout the town’s residential areas, parks, open spaces, and greenways. See [Exhibit 9-6](#) and [Exhibit 9-7](#) which show maps of land coverage and heat islands within the town limits.

¹² A comparative metric used when the temperature mean is above 65°F, subtract 65 from the mean and the result is *Cooling Degree Days*.

Exhibit 9-7. Summer Heat Island Intensity in Friday Harbor

Sources: Landsat 8, 2019-2023; BERK, 2024.

Drought

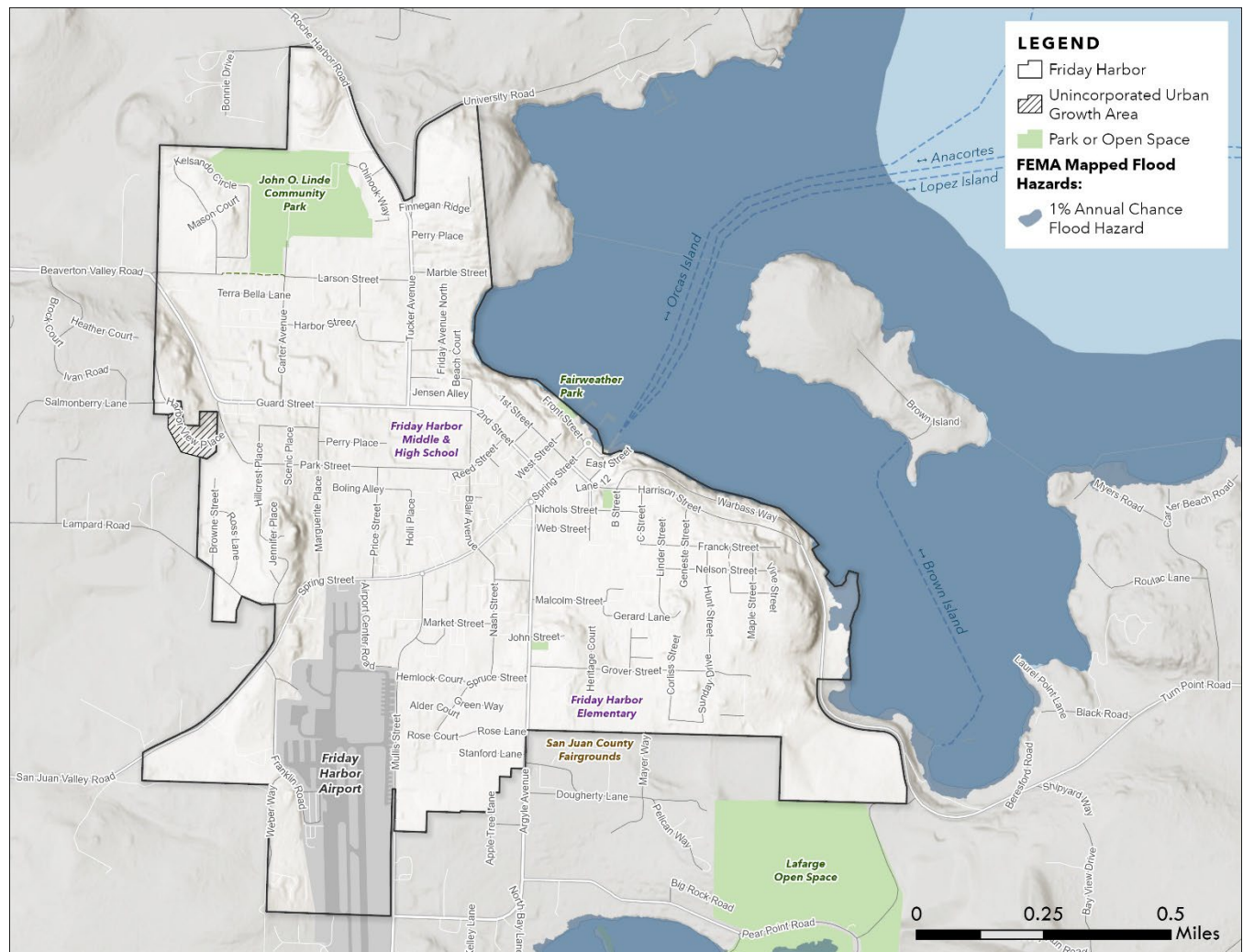
The drought conditions of Friday Harbor do not closely resemble drought conditions elsewhere in the region as certain indicators such as low streamflow and snowpack do not significantly factor into potential worsening drought conditions in San Juan County or Friday Harbor. Drought conditions in Friday Harbor would be attributed to a decrease in late summer precipitation despite the overall increase in annual precipitation. These acute drought events can put short term strain on Trout Lake Reservoir sustainable yields that the town is dependent on. Additionally drought conditions may increase overall costs of municipal services such as emergency management and parks management, acutely damage ecosystems, and strain certain groundwater resources.

Extreme Precipitation and Flooding

Flood hazards in the town are primarily related to sea level rise as mapped by FEMA. See [Exhibit 9-8](#). However, unmapped flood hazards could be expected in areas that lack stormwater management.

More annual rainfall is expected in the town of Friday Harbor despite acute drought conditions that might be expected. Overall extreme precipitation events are expected to increase in magnitude by between ten and 20 percent in the next 50 years (FEMA, 2021). These events can lead to significant soil degradation and localized flooding in the urbanized areas of Friday Harbor. This flooding can impact the economic development of certain low-lying areas in the town and can lead to damaged transportation infrastructure or traffic delays during these acute severe storms. The southeast part of the town and ferry terminal and park access areas are at the highest risk for a 1% annual change in flood hazards.

Exhibit 9-8. Flood Hazards in Friday Harbor



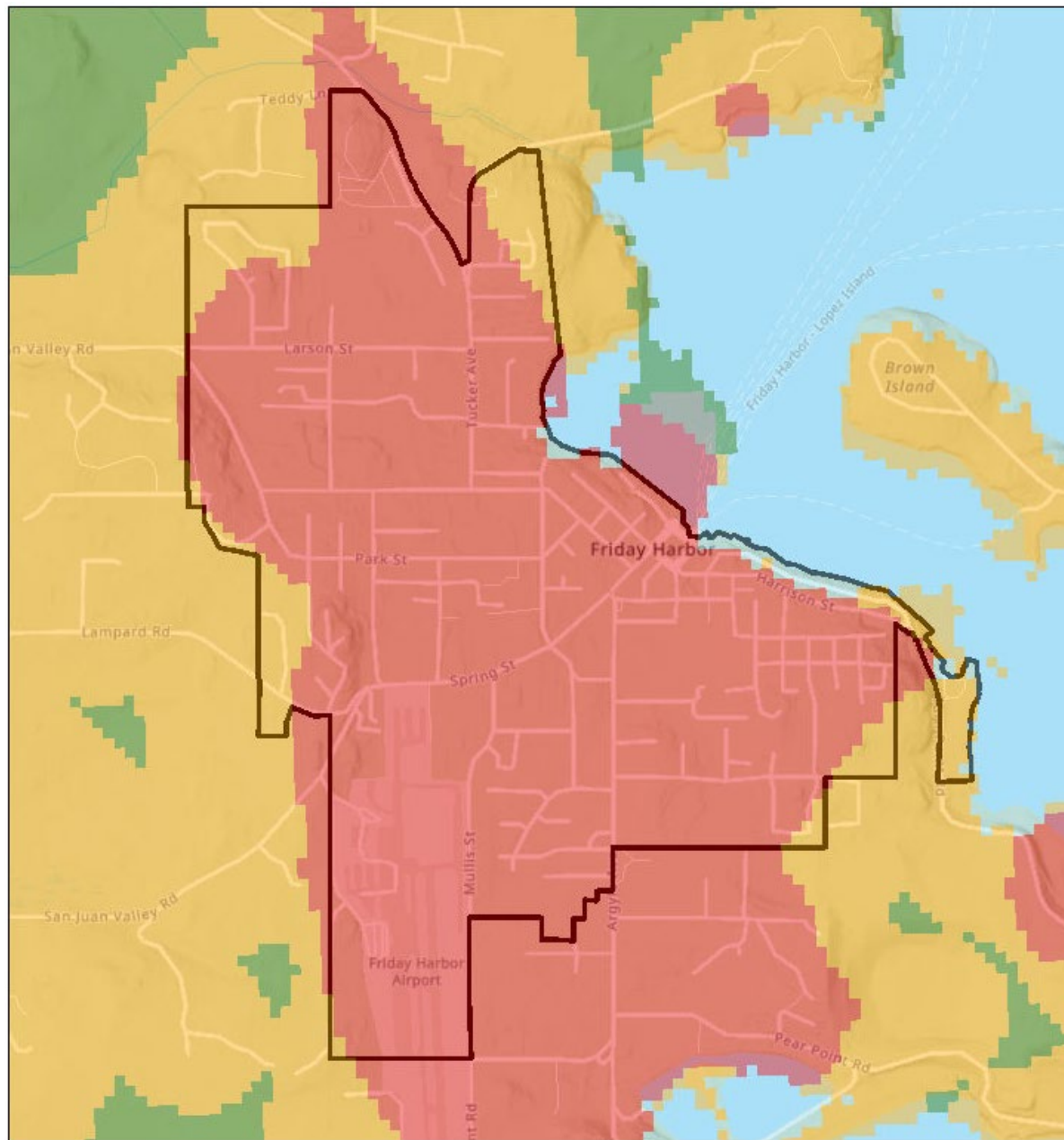
Sources: FEMA, 2021; BERK, 2024.

Wildland Fires and Smoke Events

Parts of the town could be affected by wildland fires where wildlands and homes intermix; generally, wildfire smoke from sources in the state or Pacific Northwest can expose the community to wildfire smoke.

The Wildland Urban Interface (WUI) is a land use planning tool created by the Washington State Department of Natural Resources to understand where wildlands could present a risk to urban environments related to wildfire spread and fire management. While much of the town center lacks tree cover, the WUI depicts areas where structures and wildland overlap with specific structure density ranges that the town is within. [Exhibit 9-9](#) shows that a large area of the town is “WUI-Intermix.” One error in this map is in the area north of the Port of Friday Harbor Marina. This area is mistakenly shown as WUI, but is actually open water or marina and should be disregarded.

Exhibit 9-9. Wildland Urban Interface in Friday Harbor



8/23/2024

Wildland Urban Interface

WUI - Interface

WUI - Intermix

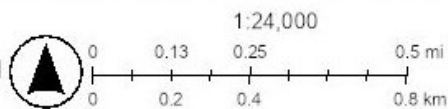
Non-Vegetated Uninhabited

Vegetated Uninhabited

Water

SJ Urban

World Hillshade



Esri, NASA, NGA, USGS, FEMA, WA State Parks GIS, Esri Canada, Esri, TomTom, Garmin, SafeGraph, GeoTechnologies, Inc., METI/NASA, USGS, Bureau of Land Management, EPA, NPS, US Census Bureau, USDA, USFWS, NRCan, Parks Canada, Department of Natural Resources (DNR), Wildfire Division, Forest Health Division

Source: Washington State Department of Natural Resources, 2019; BERK, 2024.

9.3 Climate Change and Resiliency

Climate Change and Resiliency Goals and Policies

Several specific strategies as well as analyses of exposure, risk, adaptive capacity, and vulnerability can be found in Appendices. Below are goals and policies necessary to lower vulnerabilities and remain resilient to the possible impacts.

Goal CR 9.1

Ensure there are adequate, climate resilient public facilities and public services with capacity to respond to climate-related hazards or other emergencies.

Policies:

- CR 9.1.1: Support the establishment of a year-round multipurpose climate-resiliency shelter (resilience hub) that includes protection from extreme temperatures, severe storms, and wildfire smoke and provides resources during major power outages or utility interruptions.
- CR 9.1.2: Explore opportunities to collaborate with jurisdictional agencies, Tribes, and other partners to relocate critical infrastructure and facilities from within potential sea level rise inundation zones.
- CR 9.1.3: Explore the need for expanded water-storage systems to ensure potable water supply keeps up with demand as growth occurs in the wake of projected worsening drought conditions.
- CR 9.1.4: Pursue upgrades and align facility investments to the San Juan County and Town of Friday Harbor Hazard Mitigation Plan.

Goal CR 9.2

Communicate climate hazard response and preemptive climate adaptation strategies with residents.

Policies:

- CR 9.2.1: Support the development of community wildfire protection plans and wildfire risk reduction plans in coordination with San Juan Island Fire and Rescue.
- CR 9.2.2: Educate the public on opportunities and facilities to utilize during climate related emergencies. Pursue several methods of communication and Spanish language communication to reach a wide audience.
- CR 9.2.3: Communicate with employers about the importance of protecting the health and well-being of outdoor workers exposed to extreme heat and other climate-exacerbated hazards.

Goal CR 9.3

Ensure that historical structures, culturally significant sites, and tribal resources are protected or adapted to address climate-related hazards.

Policies:

- CR 9.3.1: Encourage climate adaptive retrofits to historical and, culturally significant structures.
- CR 9.3.2: Coordinate with Tribal partners to adapt culturally significant sites to be resilient to extreme precipitation and sea level rise through retrofits and enhancement of shoreline conditions.

Goal CR 9.4

Establish land use patterns and design standards that increase resilience and decrease vulnerability of the built environment, ecosystems, and communities to climate change.

Policies:

- CR 9.4.1: Direct new development into areas where exposure to climate hazards is low or where development can be designed to be sustainable and resilient.
- CR 9.4.2: Implement and promote green stormwater infrastructure and stormwater drainage in developments and rights-of-ways with large amounts of impervious surface to alleviate strain on existing stormwater systems.
- CR 9.4.3: Remove unnecessary barriers in design standards in order to increase climate adaptation to flooding, drought, wildfire smoke, and extreme heat. Encourage energy and water conservation to reduce associated strain on energy and water system infrastructure.
- CR 9.4.4: Expand municipal reclaimed water systems, and allow onsite non-potable water systems to reduce water demand in private-sector commercial and residential buildings.
- CR 9.4.5: Maintain an up-to-date tree canopy map. Identify tree canopy inequities in public spaces and rights-of-way. Seek to add trees and shade structures in response to increased days of extreme heat in priority areas.
- CR 9.4.5: Develop and implement an urban heat resilience strategy that includes land use, urban design, and urban greening actions.
- CR 9.4.6: Choose native drought and pest-resistant trees, shrubs, and grasses when planting in public spaces or rights-of-way to support ecosystem health and biodiversity.
- CR 9.4.7: Lower barriers for community gardens in underutilized spaces. Expand local food security, mitigate the impacts of potential food-related supply chain disruption and increase access to healthy, affordable foods, particularly to serve vulnerable subsections of the population.
- CR 9.4.8: Implement complimentary and mixed land uses to promote cycling and walking and reduce driving. Increase overall community connectivity and create transportation redundancies for residents to access vital services.

Goal CR 9.5

Protect Friday Harbor's natural environment, water resources, and clean air from drought, extreme heat, wildfire smoke, and other hazards exacerbated by climate change.

Policies:

- CR 9.5.1: Protect “critical areas” through a variety of measures such as:
 - Restrictions on clearing, grading, and filling; or
 - Stormwater runoff controls; or
 - Construction practices that are compatible with environmental concerns; or
 - Sufficient buffers to sustain environmental functions; or
 - Damage mitigation and restoration.
- CR 9.5.2: Identify and regulate land uses within potential aquifer recharge areas which could have a potential significant impact on ground water quality and/or quantity.
- CR 9.5.3: Identify and protect ecosystems that provide climate resilience benefits from conversion to more developed land use types.
- CR 9.5.4: Utilize water conservation methods and technologies within parks and recreation areas to foster climate resilience.



10 Economic Development

10.1 Summary and Purpose

This element addresses economic development needs in Friday Harbor and its Urban Growth Area and represents the community's policy plan for the next 20 years.

The statewide goal for economic development is as follows:

Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.

10.2 Current Economic Conditions

Friday Harbor's Historic Economic Context

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

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

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

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

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

By the 1960's the San Juan's had been discovered and the economy became driven as it is today by construction of new residences and commercial properties, and trade and services, especially for seasonal visitors.

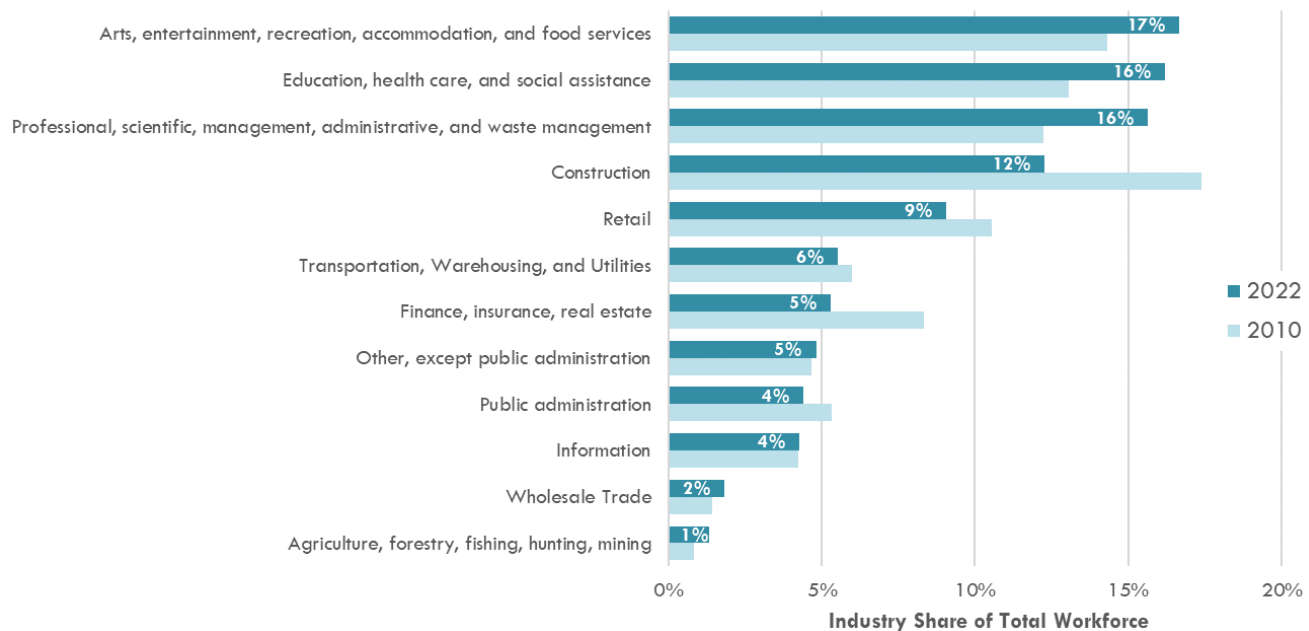
Employment

As of 2022, about two thirds of Friday Harbor's population of working age were employed, an uptick from 2010. Most of the workforce supports services including recreation and accommodation, education and health care. See [Exhibit 10-1](#) and [Exhibit 10-2](#).

Exhibit 10-1. Labor force and employment for Friday Harbor residents 16 years and over, 2010 and 2022

	2010	2022
Total population 16 and over	1,994	2,160
In labor force	63%	68%
Employed	60%	66%
Unemployed	3%	2%
Not in labor force	37%	32%

Sources: American Community Survey 2010 and 2022 5-year estimates; BERK, 2024

Exhibit 10-2. Friday Harbor workforce by industry, 2010 and 2022

Sources: American Community Survey 2010 and 2022 5-year estimates; BERK, 2024

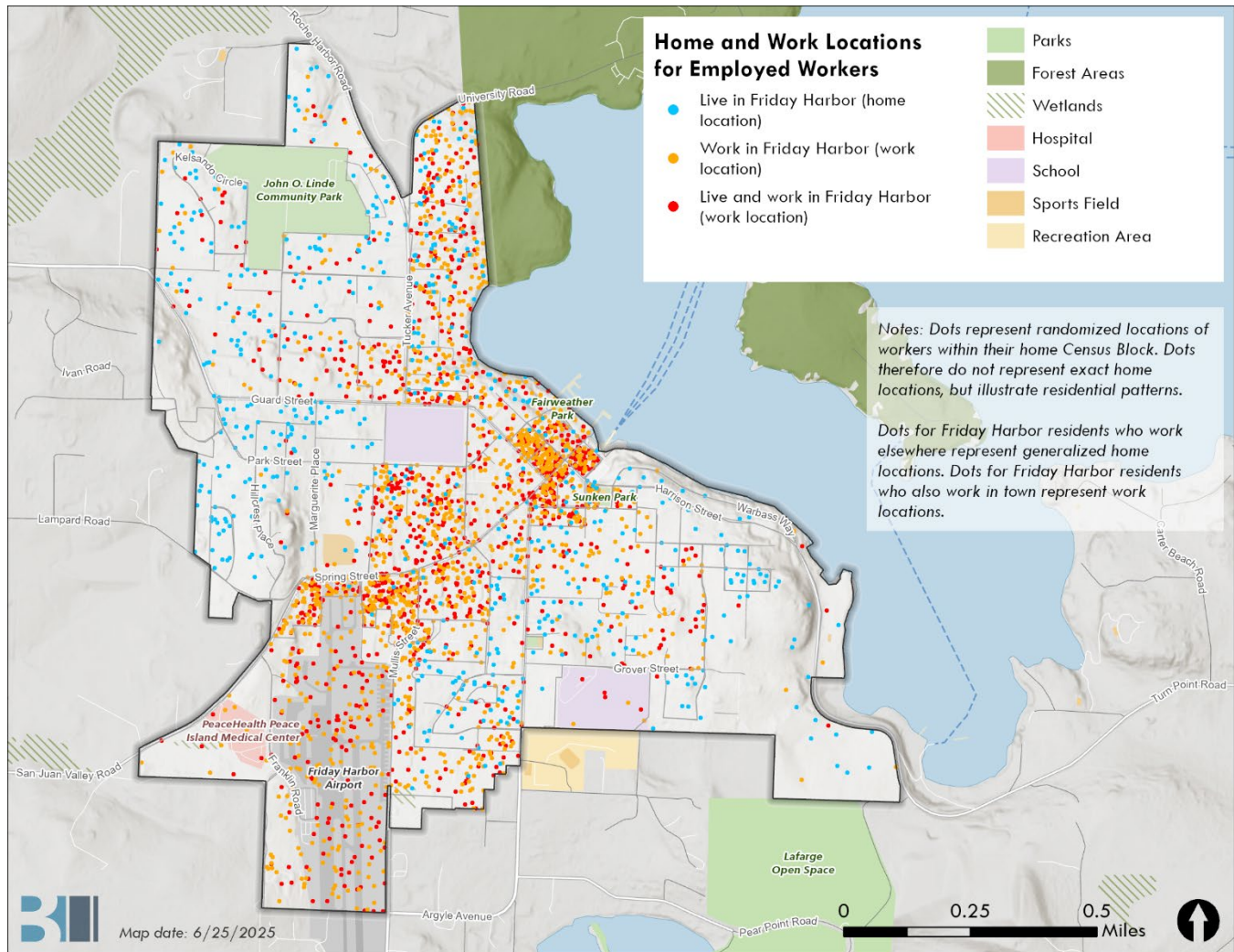
As of 2021, about 1 in 5 (582) of the 2,734 workers who live in Friday Harbor are employed in a primary job by employers based outside of Friday Harbor, 182 of which work for employers based elsewhere in San Juan County, and 393 of these workers who live in Friday Harbor but work elsewhere for employers based outside of San Juan County. The majority of workers in Friday Harbor (1,168) work in Friday Harbor but live elsewhere, the largest portion of which (890) live elsewhere in San Juan County. LEHD shows that 984 of the workers in Friday Harbor both live in and work for employers based in Friday Harbor. See [Exhibit 10-3](#) and [Exhibit 10-4](#).

Exhibit 10-3. Summary of Home and Primary Work Locations for Friday Harbor (2021)

Work in Friday Harbor, Live Elsewhere		
Live in Unincorporated San Juan County	890	
Live elsewhere	278	
Total	1,168	43%
Live in Friday Harbor, Work Elsewhere		
Work in Unincorporated San Juan County	182	
Work elsewhere	393	
Total	582	21%
Live and Work in Friday Harbor		
Total	984	36%
Grand Total	2,734	100%

Source: U.S. Census Bureau, Center for Economic Studies, [LEHD](#), 2021; BERK, 2024

Exhibit 10-4. Homes and Primary Work Locations Map



Source: U.S. Census Bureau, Center for Economic Studies, [LEHD](#), 2021; BERK, 2024

Key Strengths

[Adapted from 2018 Comprehensive Plan. The primary job categories are similar to 2022 Exhibit 10-2.]

The primary strength of the town of Friday Harbor is the fact that the San Juan Islands' environment is what brought most people here and why they stay. Whether fourth-generation resident or first-time visitor, the Islands have a way of capturing the imagination and inspiring people to somehow, some way, stay a little longer. In spite of, and probably because there are limited employment opportunities, a strong and long-standing culture of entrepreneurship has evolved in the islands.

In recent years, as infrastructure has improved, Friday Harbor has become a comfortable place for many non-resource-dependent businesses to set up shop. There has been growth in information services, finance and insurance, professional and technical services, educational services, health care and social services. A few of the characteristics of these businesses that have contributed to recent success: they have few employees, require little

space, operate year-round, have little environmental impact and, in large part, do not have insurmountable cost-of-business incongruities when compared to off-island competitors.

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

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

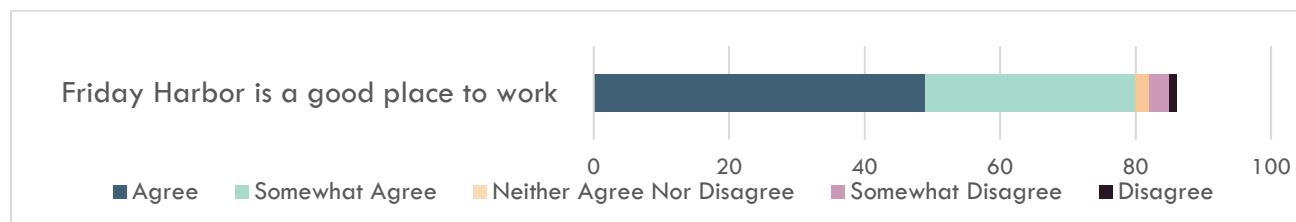
Real estate sales and related businesses continue to flourish and have generated a considerable amount of tax revenue for the Town. The real estate boom has also spawned sub-industry success for the service trades, specialty contractors and others who serve to build, remodel, stock or otherwise service a growing number of second-home estates.

Retail leakage figures and anecdotal observations suggest there is potential for a larger on-island share of this business sector.

Government employment has grown and government wages are among the most solid on the islands.

Most of those who work in town, agree or somewhat agree that Friday Harbor is a good place to work.

Exhibit 10-5. Opinions on Working In Friday Harbor (in-town workers only) N=86



Source: Survey Monkey, BERK Consulting, 2024.

Key Challenges and Priorities

[Adapted from 2018 Comprehensive Plan. Survey feedback in 2024 touched on similar concerns.]

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

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

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

An increasingly smaller proportion of island residents depend on island-based wages for their income. Not many year-round jobs will be needed to meet existing employment demand. Seasonal employment to support tourist dependent businesses will continue to challenge the ability of local residents to fill and local housing to accommodate. However, employment related revenue is an essential ingredient to funding infrastructure and services.

The future economy of Friday Harbor will rely heavily on the small business entrepreneur and sole-proprietor. Island employment and income are heavily dependent on a diverse range of niche service and product providers.

Tourism currently plays (and has historically played) an important role within the economy. Tourism drives and enables diversification of business types, attracts new investors and residents, and creates the need for ferry transport and other essential services enjoyed by visitors and residents alike. Discussions surrounding ecologically-friendly tourism, circulation management and other visitor-generated challenges are healthy and essential.

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

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

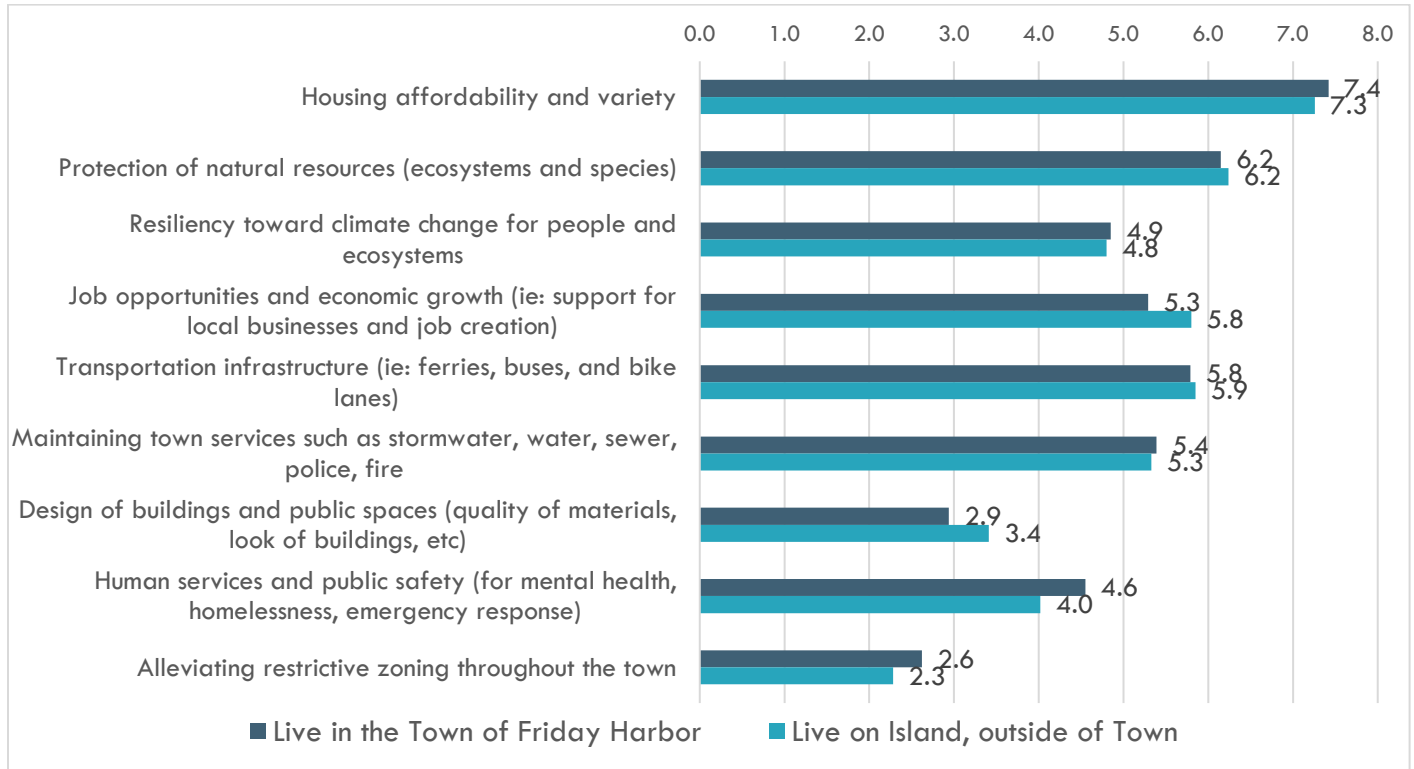
The future of the Friday Harbor/San Juan County economy is dependent on powerful communications networks. To compete with or in the mainland economy, businesses must be able to communicate in real time. Continued investment in broadband and wireless communications is a must.

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

Community Based Priorities

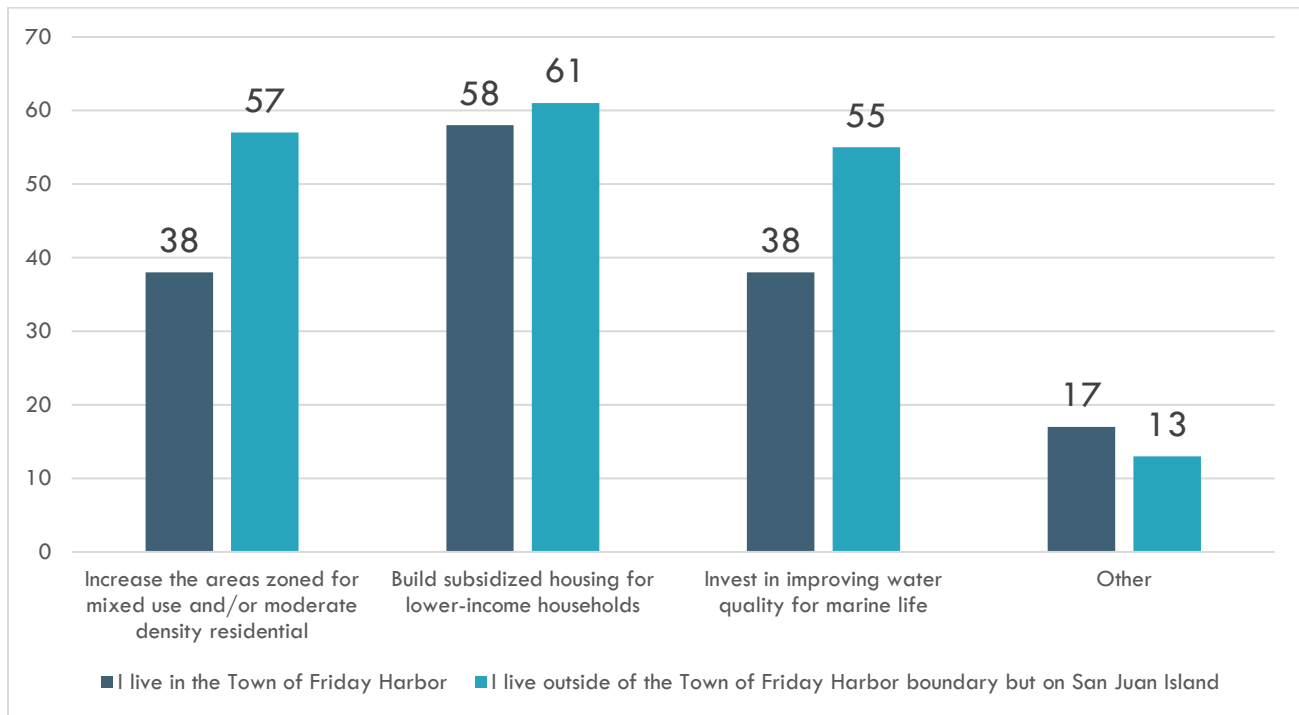
Based on Comprehensive Plan engagement, with 305 responses (137 in town), economic development priorities include increasing opportunities for mixed use and moderate density housing and affordable housing, transportation and utility investments and business incentives. See [Exhibit 10-6](#) through [Exhibit 10-8](#).

Exhibit 10-6. In your opinion, what are the most important issues the Town Faces N=104 (town) and N=123 (SJI)

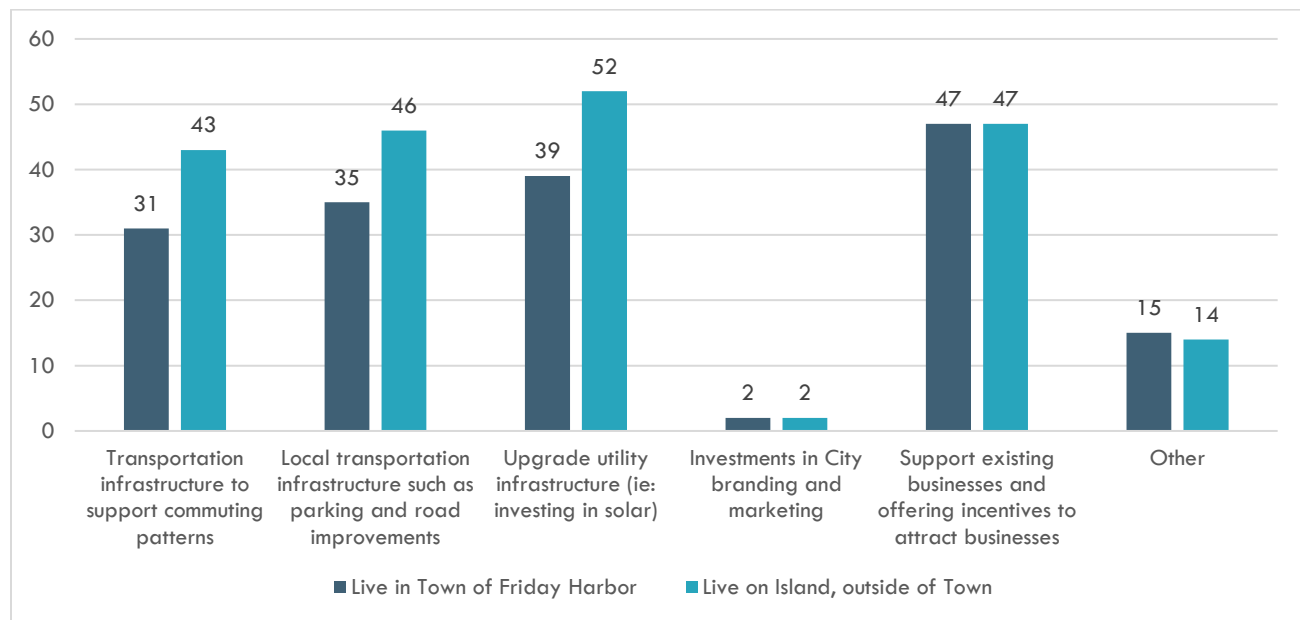


Source: Survey Monkey, BERK Consulting, 2024.

Exhibit 10-7. Natural Environment & Housing Priorities N=76 (town) N=93 (SJI)



Source: Survey Monkey, BERK Consulting, 2024.

Exhibit 10-8. Economic Development & Transportation Priorities N=85 (town) N=102 (SJI)

Source: Survey Monkey, BERK Consulting, 2024.

10.3 Projected Economic Conditions

San Juan County has allocated 563 net new jobs to the Town of Friday Harbor between 2022 and 2045. It assumes that the ratio of jobs to population remains constant. So, as the population grows, employment will need to grow to maintain that ratio. As part of the Comprehensive Plan Periodic Update, the Town is required to show that there is land capacity that can support its allocation of net new jobs.

As shown in the Employment Capacity Appendix, while the town

currently has inadequate land capacity for the net new jobs allocation set forth by San Juan County with a conservative assumption of remote workers, the Town's proposed future land use map aims to rezone certain parcels and also aims to add several areas to the FHUGA initially proposed to alleviate housing allocation shortfalls, address past administrative errors, and address non-conforming uses, but which also address job capacity shortfalls. With in-town rezones and with FHUGA expansions the employment shortfall of 113 jobs would convert to an employment surplus of 372 jobs.

10.4 Economic Development Goals and Policies

Goal ED 10.1

Maintain, enhance and create partnerships to grow Friday Harbor's economy.

Policies:

- ED 10.1.1: Promote the use of the Joint Planning Policy Agreement process with the County and Port to build a coordinated plan (specifically including economic development, transportation, affordable housing, utility services, and other infrastructure) which meets the needs of the entire island. Financial support commitments should be agreed to which do not leave the Town with an inequitable burden for development costs and infrastructure support and development.
- ED 10.1.2: Support the institutionalization of the Economic Development Council on San Juan Island with participation by the Town of Friday Harbor, San Juan County, OPALCO, and other community and non-profit organizations.
- ED 10.1.3: Support collaboration between the Visitors Bureau, Chambers, Agricultural Resources Committee (ARC) and individual agricultural operators to define, brand and market agritourism .
- ED 10.1.4: Consider joining the Regional Transportation Planning Organization to facilitate access to state and federal funding.

Goal ED 10.2

Expand access to workforce education and business support.

Policies:

- ED 10.2.1: Encourage a strengthened relationship between local schools, Skagit Valley Community College, and the Northwest Work Force Development Council to ensure that appropriate job training is available.
- ED 10.2.2: Support developing a comprehensive Business Resource Center (BRC) in Friday Harbor.

Goal ED 10.3

Increase opportunities to work and live in Friday Harbor.

Policies:

- ED 10.3.1: Adjust the Town Development Regulations to support and encourage denser mixed-use commercial, professional services and residential uses.
- ED 10.3.2: Maintain an inventory of land in the multi-family and commercial or mixed-use zones that allows the town to achieve its housing allocations at a range of income bands .

Goal ED 10.4

Maintain, improve and expand Town infrastructure to support the Town economy and businesses.

Policies:

- ED 10.4.1: Facilitate access to high speed wired and wireless communications infrastructure throughout the town.
- ED-10.4.2: Develop and implement capital improvement plans for streets, park and recreation facilities, community and pedestrian facilities, water, sewer, storm drainage to sustain and attract economic development.

Goal ED 10.5

Improve the vitality of tourism in Friday Harbor.

Policies:

- ED 10.5.1: Work with the community to define a “Tourism Plan” which recognizes the financial importance of visitors and directs the expenditure of hotel/motel tax funds to accomplish the Plan.
- ED 10.5.2: Support continued growth in cultural/heritage tourism such as the successful Elderhostel model developed by Skagit Valley College, consistent with Policy ED-3.
- ED 10.5.3: Support the establishment of a permanent farmers market in Friday Harbor.
- ED 10.5.4: Maximize the benefits of the Scenic Byway Designation.

11 Appendices

Engagement Plan

Housing Capacity Appendix

Employment Capacity Appendix

Climate Vulnerability and Risk Assessment