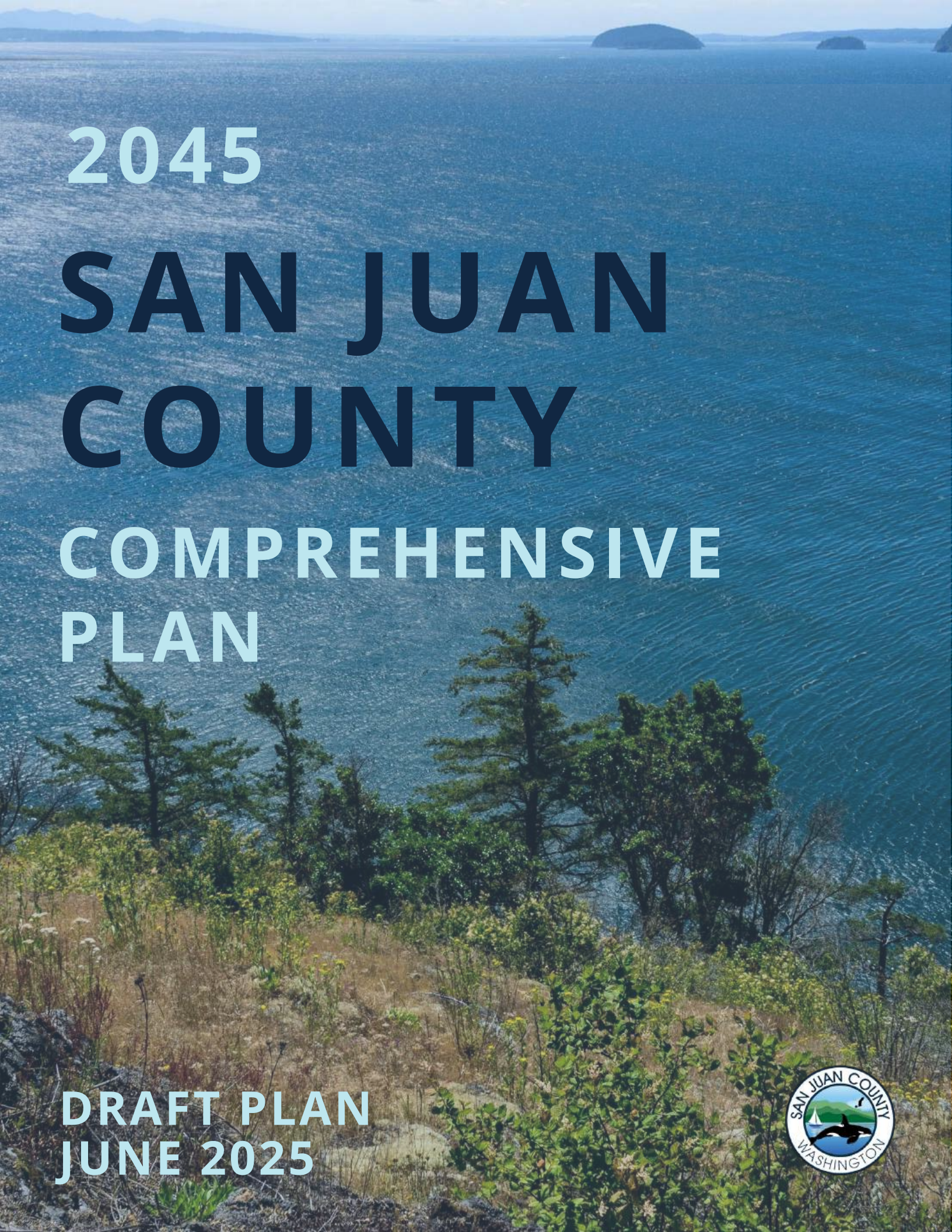
DRAFT 2025 Comprehensive Plan Periodic Update Ordinance Exhibits

Ordinance Exhibit	Plan Section	Title
A	A, Introduction	Introduction and Vision
B	B, Elements	1. Governance
C		2. Land Use
D		4. Water Resources
E		5. Housing
F		6. Transportation
G		7. Capital Facilities
H		8. Utilities
I		9. Historic and Archaeological Preservation
J		10. Economic Development
K		11. Climate
L	C. Administration	Administration
M	D. Appendices	1. Population Projections and Land Capacity Analysis
N		4. Water Resources
O		5. Housing Needs Assessment and Racially Disparate Impacts Assessment.
P		6. Transportation
Q		7. Capital Facilities Plan
R		8. Utilities Inventory
S	Official Maps	Official Map for District 1 (San Juan)
T		Official Map for District 2 (Orcas)
U		Official Map for Eastsound Subarea
V		Eastsound Subarea Plan
W		Roche Harbor Resort Master Plan



2045 SAN JUAN COUNTY COMPREHENSIVE PLAN

DRAFT PLAN
JUNE 2025

INTRODUCTION AND VISION

SECTION A

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INTRODUCTION

The San Juan County Comprehensive Plan (Plan) is the County's principal planning document, guiding future growth and development while preserving the unique character of the islands. Prepared to comply with the Washington State Growth Management Act (GMA), the Plan addresses key challenges and opportunities related to land use, housing, transportation, economic development, natural resources, and environmental stewardship. It serves as a roadmap for making informed decisions that maintain the quality of life for residents and visitors alike.

The Plan's goals and policies establish a framework for guiding development regulations, programs, and related plans over a 20-year planning period. At its core is the 2045 Vision, developed collaboratively by the community, which guides the Plan elements and helps shape a sustainable future for San Juan County.

This Introduction section provides an overview of the Comprehensive Plan's purpose and organization, summarizing key themes and how they inform the Plan's content. It includes the Vision, planning framework, components of the Comprehensive Plan, County profile, key challenges, and information about the new Climate Element. Readers will gain an understanding of why the Plan is necessary, how it was developed, and how it will be used to shape the future of the County.

County Context

San Juan County is part of an archipelago in northwest Washington State, situated in the Salish Sea. The County's population is approximately 18,000 permanent residents, but the number significantly increases during the spring and summer due to seasonal residents and visitors. Access to the islands is primarily by Washington State Ferries, private boats, and air travel. The ferries serve the four most populated islands: San Juan, Orcas, Lopez, and Shaw. The County's only incorporated town is Friday Harbor, with additional population centers in the two urban growth areas, Eastsound and Lopez Village, as well as rural hamlets, activity centers, and master-planned resorts. Residents and visitors are drawn to the County's rural charm, scenic landscapes, and abundant recreational opportunities, including beaches, forests, and marine wildlife viewing.

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2045 VISION

The San Juan County Vision portrays the near future as the community aspires for it to be. The Vision is a statement of values that guide the goals and policies of each *Plan* element.

Through extensive workshopping and deliberation, the community collectively shaped the Vision by identifying the nature of essential aspects of life in the San Juan Islands. The world is not the same today as it was in 1999 when the San Juan Islands community and the County created the first Vision statement. The original Vision remains largely true to the San Juan Islands' spirit and character, thanks to the hard work and countless hours the community invested in creating the document. However, when reflecting on this original Vision in 2017, the community realized that life has adjusted course as new factors have entered into the conversation. We know more about the effects of human action on climate change. We are more aware of our limited resources. We recognize that there are underrepresented voices in the community that need to be amplified. Technology ever increases the speed of and capacity for communication. Participants noticed where the Vision excluded some members of the community and took steps to adjust the language to better represent the true make-up of the Islands.

The County and community revised the Vision over a 10-month process between August 2017 and May 2018, nearly 20 years since the last revision. The outcome of this process is a 2045 Vision based on the original statement that reflects the community's goals, desires, and needs.

2045 VISION

PREAMBLE

WE THE PEOPLE, citizens of San Juan County, value our healthy natural environment, vibrant and diverse community, self-sufficiency, interdependence, privacy, personal freedom, independence, and stewardship of our common resources. These rural islands are an extraordinary treasure: as a community bound together by these shared values, we declare our commitment to work towards this vision of the San Juan Islands.

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Photo: Barbara Marrett

Photo: Deborah Hoskinson

*C*OMMUNITY

We envision a community that is primarily rural, made up of islands of varying character, each with its own unique qualities. The islands are places of peace and mutual tolerance, where people of differing backgrounds and beliefs respect each other's dignity, privacy, and freedoms.

We communicate effectively and openly and work together toward goals identified as being for the common good. We foster a sense of neighborliness, of self-sufficiency, and community pride that has long been a part of our island character.

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BASIC HUMAN NEEDS

Our islands are places where people are safe, day and night. The drinking water supply is clean, adequate, and conserved as a vital resource. Health care and help in time of need are accessible and affordable. Making a life here is not limited by lack of access to basic human needs.

GOVERNANCE

We are self-governed by informed citizens. We are represented by elected officials who conduct the activities of government in an ethical, fair, impartial, responsive and open manner that recognizes the independent, self-reliant nature of its people. Our elected officials and government institutions lead, communicate and collaborate with regional partners in areas of mutual interest.

Photo: San Juan County Visitors Bureau

Our government institutions balance responsibility with resources and costs, consolidate services where practical, manage prudently, provide reliable data, are service-oriented, and perform in a timely manner.

HOUSING

Adequate, safe, affordable and stable housing helps our community thrive. There are diverse housing types and we use innovative strategies to meet the various housing needs of our community.

Photo: Slater Moore

EDUCATION

Learning is a continuing lifelong process that is encouraged and aided by the community. A partnership of families and community creates a supportive and challenging educational environment founded on academic excellence and artistic expression. This environment produces ethical, self-directed, compassionate, responsible world citizens, alive with the love of learning.

Photo: Jim Maya

Photo: Thomas Noland

NATURAL ENVIRONMENT

Our islands and marine waters have exceptional natural beauty and healthy, diverse ecosystems that are pollution-free. The air is fresh and clean, the water quality is excellent, and the soil is uncontaminated. As careful stewards of these islands and waters, we conserve resources, preserve open space, and take appropriate action to assure healthy land and marine environments.

We recognize the integral role that forests play in the stewardship of our air, soils and water resources. The natural environment is central to the ecological health, quality of life, and the economy in the islands. Native plants, animals, and marine life of the islands thrive, and are identified, appreciated and conserved.

Photo: The Exchange

ENERGY AND RESOURCES

Our community strives for energy independence and zero waste. We use renewable energy, materials, and natural resources on a sustainable basis. Solid waste and sewage treatment are managed in an environmentally sound manner.

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Photo: Monica Bennett

Photo: Thomas Noland

CLIMATE CHANGE

Our community sets an example with its response to climate change. We prepare to address the negative effects in advance before they become crises.

Our community encourages voluntary efforts and enacts incentives and regulations if necessary to reduce our carbon footprint.

Image: San Juan County Economic Development Council

ECONOMY

We support a diverse, resilient, and sustainable economy while respecting the natural world. This economy serves the needs of our community, and recognizes the rural, residential, quiet, agricultural, marine and isolated nature of the islands. Our economy comprises a wide spectrum of stable, year-round activities that provide wages that allow islanders to live, work, and thrive locally. We encourage new ideas and new technology for improving the quality and profitability of our goods and services. Communication systems support our economy.

Photo: Steve Horn

AGRICULTURE

The San Juan Islands have a rich agricultural heritage that remains culturally and economically significant. We invest resources to ensure that agricultural lands are preserved and to maintain and enhance agricultural viability. We recognize the integral role that agriculture plays in the stewardship of our soils and water resources. Diverse agricultural activities are essential to the health and well-being of our community, contributing to the social, economic and environmental fabric of our islands.

TRANSPORTATION AND COMMUNICATION

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

Photo: Thomas Noland

Photo: Anchor QEA

Photo: National Park Service

ARTS, CULTURE AND RECREATION

Our community nurtures the expression of its creative talents and supports diverse cultural and entertainment activities. Our cultural facilities such as libraries, museums, and theaters are focal points of activity and community support. Well-managed parks, trails, and shoreline access, where appropriate, provide islanders with recreation with due regard for both the rights of private property owners and the natural limitations of each site.

HERITAGE AND HISTORIC PRESERVATION

Our community is enriched by a strong sense of identity, tradition, legacy, and continuity, where past and present freely mingle. We recognize the contributions to our rural and maritime heritage made by indigenous peoples, explorers, and island pioneers. We encourage preservation of our heritage, historic sites, structures, and traditions for the enjoyment of all.

> ***OUR COMMITMENT: AS FORTUNATE CITIZENS OF THE SAN JUAN ISLANDS, WE COMMIT*** *ourselves individually and communally to a future for ourselves and our children that reflects this vision.*

FRAMEWORK

The County has the responsibility of planning for growth management. That is, the County must plan in order to meet the everyday needs of the anticipated future population. The goals and policies in this *Plan* directly influence development regulations, programs, and other plans that shape everyday life.

The *Plan* and its 11 Elements are key to maintaining life sustainably in San Juan County. All residents (and visitors) have need for housing, utilities and transportation infrastructure, capital facilities and services, and clean water and other natural resources. All are affected by economic development programs and land use regulations. Many human activities impact critical environments, such as shorelines and wetlands, which provide ecosystem services and habitat for wildlife. Many appreciate the islands' natural beauty and history, and therefore, have reason to value their protection and preservation.

Past trends show that population growth will occur in San Juan County at a similar rate as Washington State. The islands have limited resources and house unique and fragile natural ecosystems. The effects of climate change may be exacerbated by population growth, as growth requires new development and leads to greater greenhouse gas emissions. Planning for growth has never before been so imperative.

The County is required to comprehensively review and update the Plan as needed every 10 years per the GMA (chapter 36.70A RCW). It is essential to update the Plan periodically to integrate the state's forecasted population and employment growth, and any changes to state law.

Public Involvement

The public played a key role in developing and updating this *Plan*. It was shaped by early and continuous public involvement. It is important to create an engagement process that is open, inviting, and transparent. The goal was to provide community engagement opportunities that were equitable, inclusive, and low barrier including both in-person and online engagement opportunities.

The public was involved in the development of the *Plan* Vision. The original 1992 Vision was revised in 2017-18 by members of the public who participated in pop-up studios, workshops, an online survey, and public hearings. The public engagement for the Vision informed additional 2018 workshops, in which the public helped established focus areas

for the *Plan* update. While revising the Elements and appendices, the Department of Community Development released multiple drafts of each for public comment.

Throughout the Plan update process, the County also hosted an online survey and a series of in-person engagement events to engage the public and gather general input. To increase accessibility, the online survey and the information-handout provided at in-person events were both made available in Spanish.

An online survey was launched on October 4, 2024 to gather initial feedback on a few high-level questions related to the comprehensive planning process. The survey consisted of seven questions, covering topics such as housing, economic development, transportation, and Urban Growth Areas. The survey was distributed through several channels, including a county-wide postcard mailing, the county website, a county press release, and social media.

The County along with the Otak consultant team held a series of public engagement events on Orcas Island, Lopez Island, and San Juan Island to help gather input for the initial steps of updating the *Plan*. These meetings took place from Tuesday, October 22nd to Friday, October 25th, 2024. A public tabling event and a public open house were held on each of the islands to provide residents multiple opportunities to learn about and give feedback related to the comprehensive planning process and the new Climate Element.

Across all six events on the three islands, a few key themes emerged. Residents want to see:

- **Affordable and Diverse Housing:** Community demand for various housing types to serve young families, seniors, and local workers.
- **Sustainability:** Preference for preserving natural resources and promoting eco-friendly materials, sustainable designs, and minimal environmental impact.
- **Long-Term Housing Focus:** Emphasis on year-round housing over short-term rentals to support residents.
- **Balanced Growth**: Desire to preserve natural spaces and provide more housing and job opportunities.

> *The public played a key role in developing and updating this Plan. It was shaped by early and continuous public involvement.*

What is the Comprehensive Plan?

The *Plan* aims to accomplish the 15 planning goals (Attachment 1) set by the Washington State Growth Management Act (GMA). Local goals, policies, and land use maps based on the community's vision for the future and on assessments of current and predicted conditions are oriented toward the GMA planning goals. In addition to goals and policies, the *Plan* contains other documents such as technical appendices, official maps, subarea plans, and the plans of jurisdictions and organizations whose work coincides with the County's. New regulations, programs, and other plans should align with the *Plan.*

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Plan Contents

The *Plan* is organized into three sections, plus appendices and subarea plans.

- **Section A**: Introduction to the *Plan,* orients readers, provides the community's Vision.
- **Section B**: *Plan* elements, each of which contain an introduction and overview of each topic, and goals and policies. The *Plan* elements are:
  - Governance
  - Land Use
  - Shoreline Master Program
  - Water Resources
  - Housing
  - Transportation
  - Capital Facilities
  - Utilities
  - Historic and Archaeological Preservation
  - Economic Vitality
  - Climate
- **Section C:** Administration
- **Section D -Appendices:** Technical information supplemental to the *Plan* elements. This information includes budgets, relevant data, inventories, and analyses that inform the corresponding goals and policies in Section B.
- **Subarea Plans** to guide development in the unincorporated Urban Growth Areas and in certain communities that require planning tailored to their specific contexts.

Implementation

The *Plan* is implemented by various parties throughout the County. It is used by the Department of Community Development to guide land use decisions and amend the development code. The Capital Facilities Plan includes many budgets used countywide for allocating funding for County facilities and services. Public Works uses the Transportation Element to plan for the development and maintenance of transportation infrastructure. The Housing Element informs and guides housing programs run by the County and in partnership with local organizations.

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COUNTY PROFILE

By identifying the County population and the location-based characteristics of the Islands, San Juan County creates and implements the *Plan* with appropriate context. San Juan County intends for the *Plan* to foster and maintain people's wellbeing, and sense of community and place in the Islands.

Population

In 2020, San Juan County was home to 17,788 residents. By 2023, the population had increased to 18,266, a 478 person increase. The four most populated islands are San Juan, Orcas, Lopez and Shaw. The islands are said to each have their own unique 'feel' shaped by the communities and the landscapes. According to the 2019 San Juan Islands Visitors Study, both residents and visitors are attracted to the friendliness of the locals.

Figure 1
Population in San Juan County and Washington State, 2023

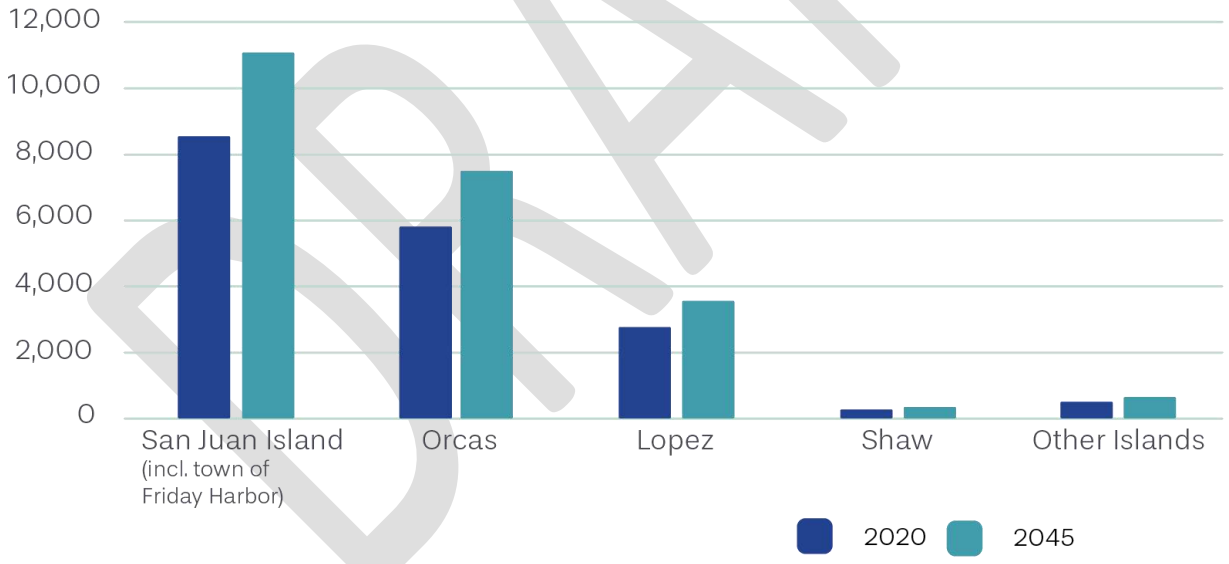

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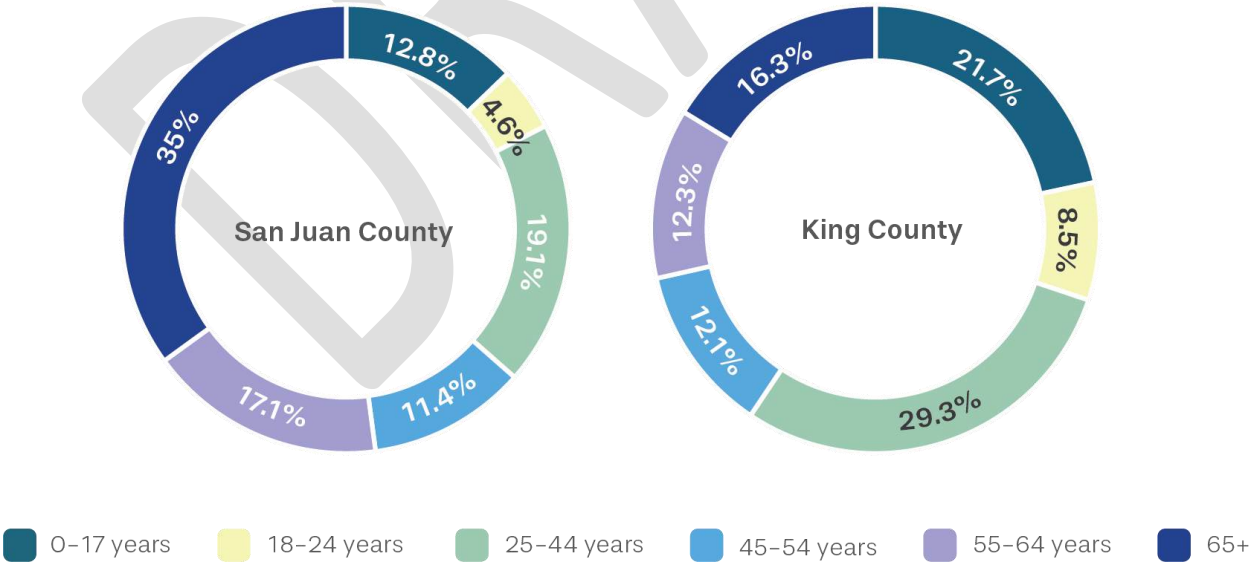
Table 1
Number of permanent residents in San Juan County by island, 2020 & projected 2045

Island	2020	2045
San Juan (incl. Town of Friday Harbor)	8,541	11,051
Orcas	5,772	7,468
Lopez	2,737	3,541
Shaw	253	327
Other Islands	485	627
Total	**17,788**	**23,014**

Source: San Juan County *Plan* Appendix 6, Housing Needs Assessment.

San Juan County is a popular place to retire, and the population is skewed older than the rest of the state. Whereas the state median age is 38 years, the median age in San Juan County is just over 56 years. The median age in the County has been increasing over time, meaning that the population is aging. An aging population has economic implications, such as workforce availability, and affects the needs for schools, housing, and various services.

Figure 2
Age Breakdown in San Juan County and Washington State, 2023



Source: US Census 2023: ACS 5-Year Estimates Table S0601

Every year, San Juan County receives a significant number of visitors, including tourists, service providers, second homeowners, and seasonal workers, artists and scientific researchers. The majority of visitors come during the warmer months of May through September. When San Juan County plans to accommodate growth, it not only plans for an increase in residents, but also anticipates more visitors.

Racial diversity in San Juan County is limited when compared to other counties. San Juan County's population is 86.1 percent white. It has smaller percentages of all other racial and ethnic categories when compared to the state. Racial diversity increased slightly between 2010 and 2023. The Hispanic/Latino population is the racial group that grew the most between 2010 and 2023, with an increase of 2%. In 2010 the Hispanic/Latino population made up 5.5% of the County total and in 2023 it made up 7.5% of the total population. Other non-white racial groups have increased by tenths of a percent in the last decade.

Table 2
Race and Hispanic Origin in San Juan County and Washington State, 2023 Estimates

Race/Ethnicity	San Juan County % of Population	Washington State % of Population
White	88.3	67.8
Black or African American	0.3	4
American Indian or Alaska Native	0.5	1.2
Asian	1.1	9.4
Native Hawaiian or other Pacific Islander	0.3	0.7
2 or more races	6.3	11.4
Hispanic or Latino	7.5	14.1
White alone, not Hispanic or Latino	86.1	64.3

Source: https://www.census.gov/quickfacts/sanjuancountywashington and https://www.census.gov/quickfacts/WA

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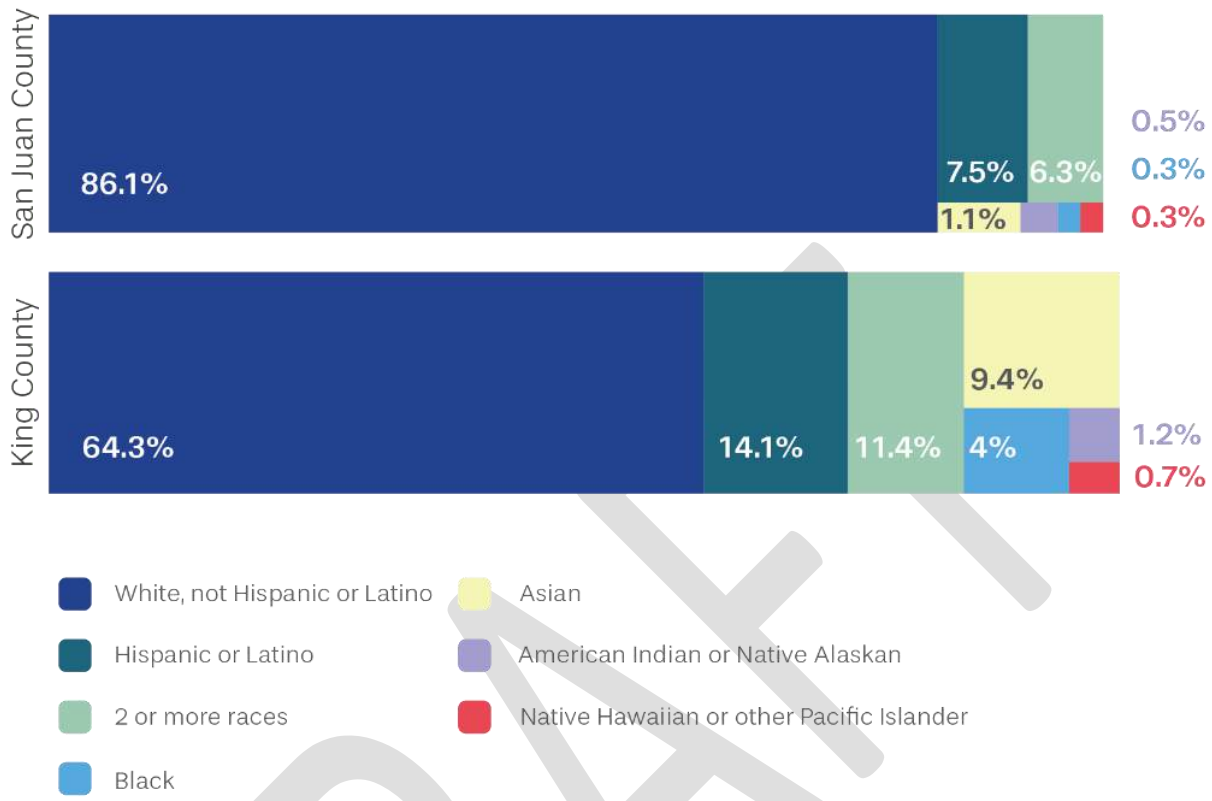
Figure 3
Race and Hispanic Origin in San Juan County and Washington State, 2023



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PLACE

At 173.91 square miles of land, San Juan County is the smallest in Washington by landmass, though it has the greatest amount of marine shoreline with 410 miles. Seventy-two percent of the County's 621 square miles of total area are marine waters. It is only accessible by ferry, private boat, and aircraft. The County has ports of entry between the United States and Canada on San Juan Island.

San Juan County is known for its scenic landscapes and marine environment. Among them: rocky shorelines, sandy beaches, dense forests, sweeping prairie, arable farmland, and delightful villages and hamlets.

Spencer Spit State Park
Photo: Barbara Marrett

Moran State Park
Photo: Mark Gardner

San Juan Island Farm
Photo: Barbara Marrett

Eastsound Urban Growth Area
Photo: San Juan Islands Visitors Bureau

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The climate in San Juan County is astoundingly varied. The surrounding landmasses and bodies of water affect the weather and lead to microclimates throughout the San Juan Islands. Some places receive many inches of rain annually, and feature dense, lush forest with fungi, mosses, ferns and big trees. Other areas are quite dry, scrubby and rocky, with small trees and even cacti. The Islands are teeming with marine and terrestrial life, with a variety of mammals, fish, birds, arthropods, plants, fungi, and algae.

KEY CHALLENGES

This *Plan* addresses all GMA requirements. During the public participation process, the following key challenges arose as most important to consider during the 2045 planning period.

Housing: Stable housing people can afford is a foundational aspect of a strong community. In San Juan County there is a low stock of housing units for purchase or long-term rental, and many people struggle to find available housing that suits their needs. Housing affordability is another issue, particularly for those who rely on wage incomes. The median earned income in San Juan County is significantly *lower* than the state average; however, the median home price in the County is significantly *higher* than the state average. The cost of living is high in the San Juan Islands. San Juan County needs a variety of housing types that suit the needs of households of various income levels and life stages.

Economic Diversification: Rapid, unexpected changes such as a natural disaster, pandemic, or recession shake the foundation of the County's economy; as do long-term changes, such as industry shifts and climate change. Currently, the County economy rests heavily on tourism, and largely sources labor and skills from outside the County. San Juan County will be more resilient to natural and economic disruptions with a broad and diverse economy that utilizes the local workforce and attracts a variety of business types.

Tourism Management: Communities around the world are learning to manage tourism in order to promote balanced economies, high quality of life for residents, and protection of the natural environment from degradation. Tourism management strategies are needed to protect the quality of life and natural resources on the Islands. This *Plan* considers the San Juan Islands' seasonal population in most elements; however, other documents, such as the 2019 San Juan Islands Visitor Study, engage with the topic of tourism in more depth. A Tourism Master Plan is being developed. San Juan County also partners with other organizations to better understand and manage the effects of tourism, and to provide

outreach and education to visitors about stewarding the natural environment. It is the only County that has officially adopted the Leave No Trace principles. Visitors are actively educated in stewardship principles.

Preserving Rural Character: Growth and rural character can seem like contradictory concepts. Rural character is defined, in part, as a place where open space, the natural landscape, and vegetation predominate over the built environment. Growth, on the other hand, is linked to development as members of the County population need places to live, work, go to school, recreate, and carry out other life activities. With mindful planning, the County can face the challenge of preserving natural beauty, open space, natural resources, wildlife habitat, rural lifestyles and quality of living while accommodating the necessary development that comes with population growth. The most intense new development will occur strategically in the urban growth areas on San Juan, Orcas, and Lopez.

Climate Resiliency: Our community faces growing challenges as the global climate continues to change at an unprecedented pace. These changes raise serious concerns for human well-being, the health of the marine ecosystem, sustainability, and economic prosperity everywhere. We are at an inflection point in history and must make critical choices to build resilience and self-reliance amid cascading changes. In the decades ahead the social, economic and environmental reverberations amplified by climate change will not only impose challenges but also create unanticipated opportunities for our County. This updated plan prioritizes a diversified economy, systems resiliency, adaptation planning, and goals that remediate, sequester, and reduce carbon emissions.

> ***Throughout this Plan, key statements related to climate resiliency are marked with this icon:***

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CLIMATE ELEMENT

A Climate Element is now required by the Growth Management Act under Washington House Bill 1181, directing cities and counties to integrate climate mitigation and/or resilience policies into their periodic comprehensive plan updates. A new Climate Element has been created for San Juan County's Comprehensive Plan as part of the 2025 update process. The development of the Climate Element was led by the County's Department of Environmental Stewardship, in conjunction with the Climate and Sustainability Advisory Committee, an internal Climate Policy Working Group, and a consultant team. It is the result of a robust process of engagement and thoughtful input from these co-creators, as well as many community members, partners, and stakeholders. The process included a climate policy audit, climate vulnerability assessment, and several community engagement activities and touchpoints. A Climate Action Plan is subsequently being created to provide implementation strategies and actions to carry out the goals and policies of the Climate Element.

The Climate Element contains goals and policies that support Washington Department of Commerce requirements and reflects the Islands' climate action priorities. Goals and policies are organized into three categories: Overarching, focusing on integrating climate into county processes and engagement; Climate Resiliency, focusing on enhancing natural areas, vital habitats, and community resilience while addressing climate hazards; and GHG Emission Reduction, focusing on reducing emissions and per capita vehicle miles traveled locally without shifting emissions elsewhere, prioritizing benefits for overburdened communities. In addition, blue boxes at the beginning of the Climate Resiliency and GHG Emission Reduction sub-elements describe where additional climate policy can be found in other elements. All goals and policies stated in each Element of the Comprehensive Plan, and all codes and regulations adopted to implement these goals and policies, shall be interpreted and implemented in a manner to give greatest effect to avoid increasing climate change, and to best protect existing and future development and infrastructure from the impacts of climate change.

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DEFINITIONS

Scope

See Chapter 18.20 San Juan County Code (SJCC) for the definitions of technical and procedural terms used throughout the Comprehensive Plan and SJCC.

Interpretations

1. For the purpose of this Plan, all words shall have their normal and customary meanings, unless specifically defined otherwise in Chapter 18.20 SJCC. In general, words used in the present tense shall include the future; the singular shall include the plural; and the plural the singular.
2. All definitions which reference the Revised Code of Washington (RCW), Washington Administrative Code (WAC), and Uniform Building Code (UBC) are intended to mirror the definitions in these codes at the effective date of the Comprehensive Plan and SJCC or as amended. If the definition in this Code conflicts with a definition under state law or regulation, the state definition shall control over this definition.
3. These definitions are not intended to establish regulations.

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ATTACHMENTS

Comprehensive Plans are guided by the goals set forth by Washington State's Growth Management Act. The following table lists the GMA planning goals in RCW 36.70A.020.

Attachment 1
GMA Planning Goals

GMA Planning Goals	Description
Urban Growth	Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
Reduce Sprawl	Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
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.
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.
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.
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.
Permits	Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.

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GMA Planning Goals	Description
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.
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.
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.
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.
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.
Historic Preservation	Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.
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.
Protect Shorelines	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.

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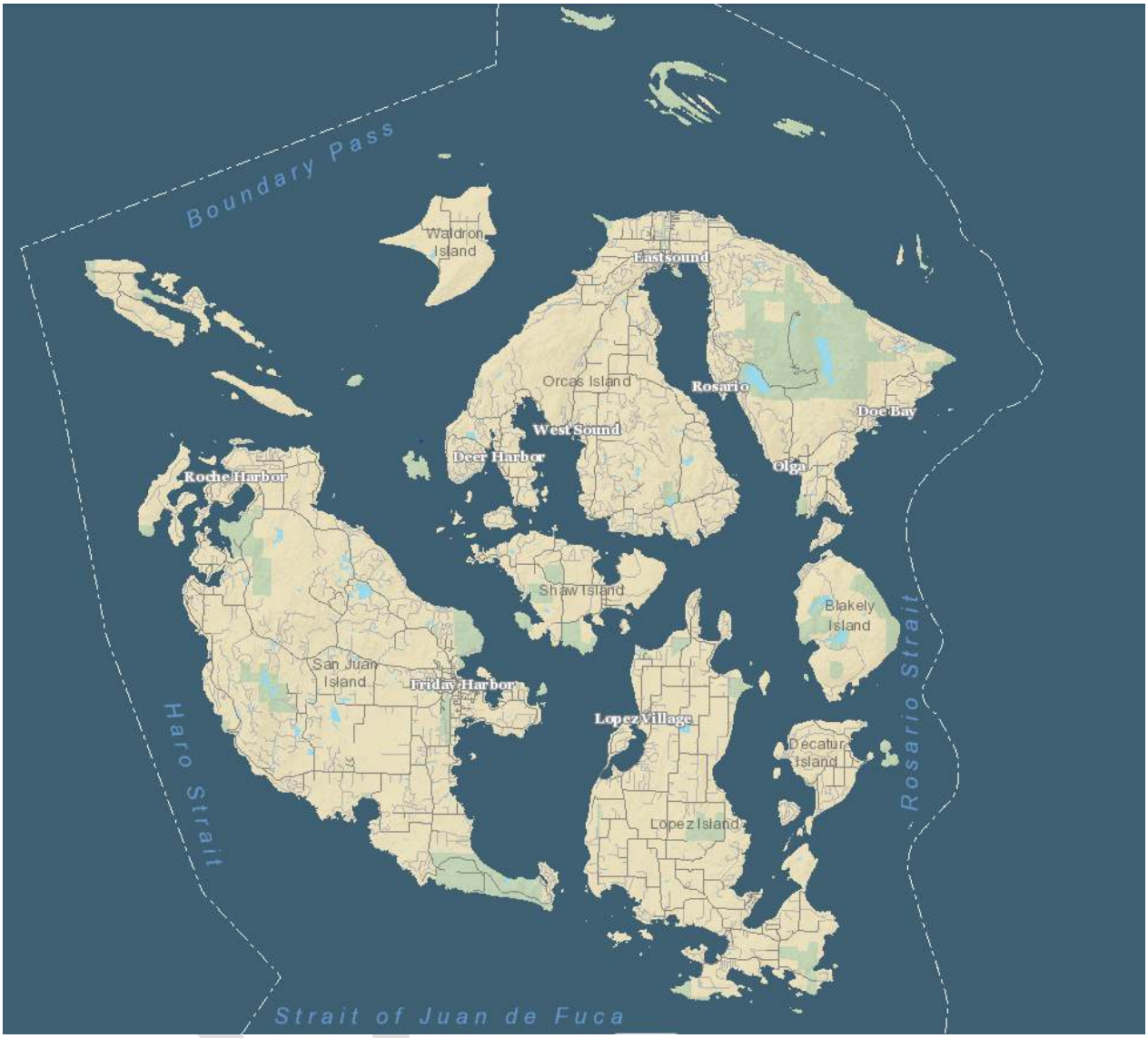
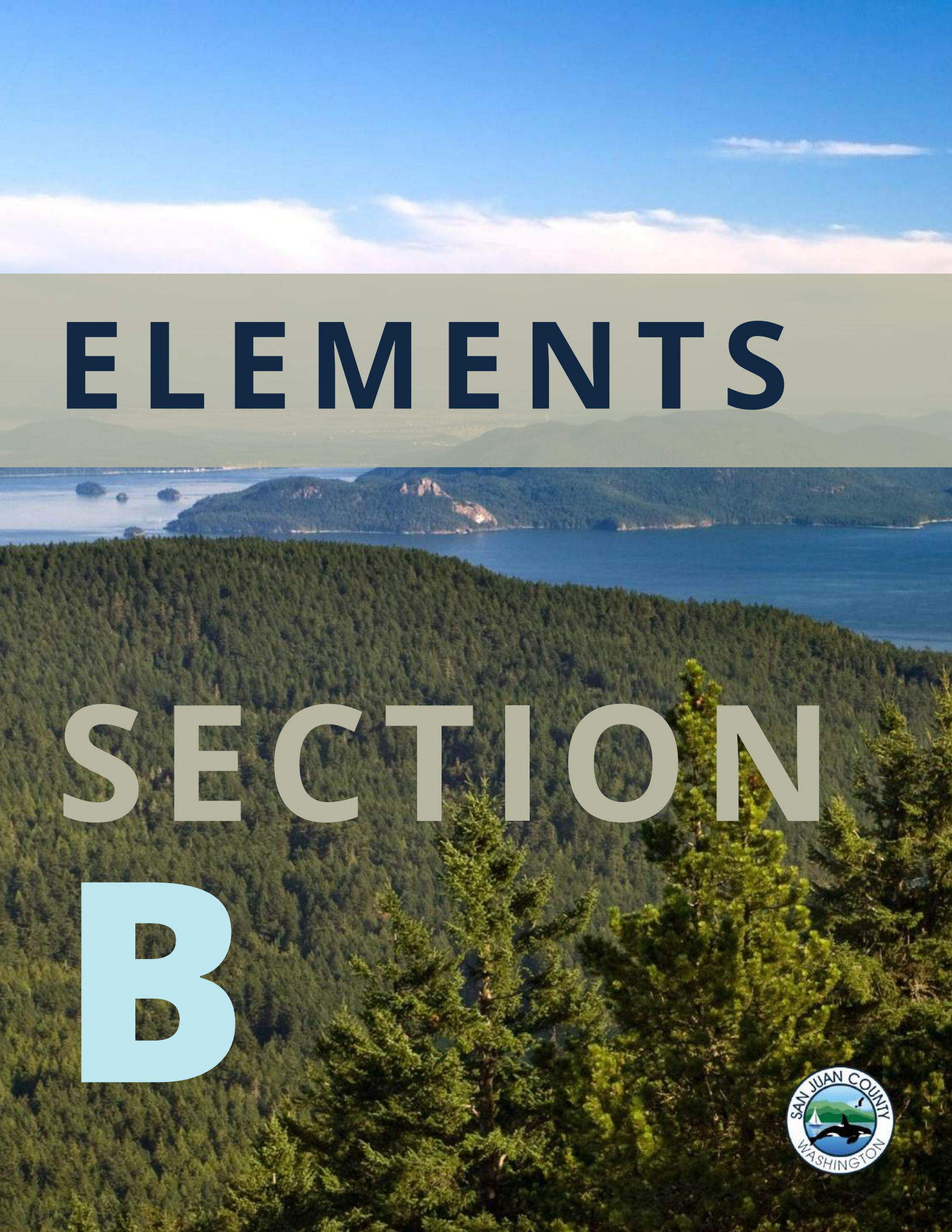
Attachment 2
Map of San Juan County, 2020





ELEMENTS

SECTION B

1

GOVERNANCE

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ELEMENT 1. GOVERNANCE

The San Juan County 2045 Vision states:

"We are self-governed by informed citizens. We are equally represented by elected officials who conduct the activities of government in an ethical, fair, impartial, responsive and open manner which recognizes the independent, self-reliant nature of its citizens. Our government institutions balance responsibility with resources and costs, consolidate services where practical, manage prudently, provide reliable data, are service-oriented, and perform in a timely manner."

Introduction

San Juan County government has an established mission to provide the best possible service and responsiveness to its citizens at the least possible cost. The Comprehensive Plan, as the official policy statement for the County, establishes the framework for public decision-making in a number of interrelated areas. San Juan County citizens need a comprehensive plan that will meet changing needs and circumstances related to the County's physical and economic growth. This element of the Plan provides goals and policies for overall County government administration.

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Goals and Policies

Goal G 1

To conduct the activities of San Juan County government in ways that are ethical, fair, just, timely, and impartial; to provide those public services necessary for the health, safety, and general well-being of the citizens; and to serve the taxpayers by managing public programs effectively and economically.

Policy G 1.1

Conduct the public's business in a manner that is ethical, responsive, accessible, impartial, and open to county citizens.

Policy G 1.2

Provide the minimum level of service that is effective, efficient, and affordable to county taxpayers.

Policy G 1.3

Provide a system of taxation that, in an equitable manner, will yield adequate revenue to provide the minimum services desired by a majority of the community.

Policy G 1.4

Ensure that private property shall not be taken for public use without just compensation. The property rights of landowners shall be protected from arbitrary and discriminatory actions.

Policy G 1.5

Support volunteerism and “neighbors helping neighbors” as basic tenets of island life.

Policy G 1.6

Consider the needs of all county citizens on issues of affordable housing, jobs, services, and recreational opportunities.

Policy G 1.7

Participate in interagency coordination efforts with federal, state, and local agencies, and Tribal governments.

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Policy G 1.8

Establish and facilitate an on-going, cooperative and coordinated inter-local agreement with the Town of Friday Harbor to enable the two jurisdictions and their citizens to work together to review and consider issues of mutual concern.

Policy G 1.9

Adopt and implement joint planning policies and a management agreement with the Town of Friday Harbor for the Friday Harbor urban growth area.

Policy G 1.10

Consider climate change resilience and mitigation planning a high priority when amending County goals, policies, and regulations.

Policy G 1.11

Ensure meaningful collaboration and coordination with federally recognized tribes throughout the planning process, respecting tribal sovereignty and integrating tribal input on issues impacting their lands, resources, treaty rights, and cultural heritage.

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2

LAND USE AND RURAL

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ELEMENT 2. LAND USE AND RURAL

Introduction

The Land Use Element consists of interrelated goals that form the foundation of the County's land use strategy, ensuring an adequate supply and distribution of land use types to meet population and employment growth needs over the next twenty years. It establishes the desired character, quality, and patterns of development. Land use goals, policies and Official Maps guide how the County manages growth and development within urban growth areas; reduces development pressures and patterns of sprawl within rural areas; conserves agricultural, forest and mineral resource lands of long-term commercial significance; and preserves and protects open space, scenic landscapes, and cultural resources.

The land use goals, policies, and Official Maps are implemented through the regulations in Title 18 San Juan County Code (SJCC) and supporting County programs. They determine where and how future land uses develop. As a result, this element plays a crucial role in achieving the community's long-term vision for land use:

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

The Washington State Growth Management Act (GMA) requires this element to:

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

Figure 2.1 Land Use

Central to the GMA planning framework are three primary land use categories: urban, natural resource, and rural lands. **Figure 2.1** below illustrates these categories relative to the intensity of the built environment. The GMA requires the County to designate urban growth areas (UGAs) inside of which urban development is permitted and outside of which it is not allowed. Urban growth occurs at a higher intensity than rural and resource lands. Designated UGAs must be served or capable of being served by urban services such as water and sewer systems. Under the GMA, the County must designate natural resource lands with long-term commercial significance for the production of agricultural, timber, and mineral resources. Natural resource lands must be preserved from incompatible land uses to ensure that they remain available for resource industries. Finally, the GMA requires that lands that are not urban or natural resource lands be designated as rural lands. Diverse uses and densities must be allowed on rural lands to enable rural living while preserving the rural character.

Purpose

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

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Land Use Concept

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

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

Finally, the land use concept commits to preserving open space, protecting critical areas, maintaining and improving the quality of air, water, soil and land resources, and protect the historic and cultural character of the islands. The land use concept is based on the densities established on the County's Official Maps.

Existing Land Use Pattern

San Juan County is located north of Puget Sound and the Strait of Juan de Fuca, west of Rosario Strait, east of Haro Strait, and just south of the US-Canadian border. The County is made up of more than 130 islands, most of which are either undeveloped or developed with rustic recreational development. Most of the land on the inhabited islands is developed with either residential, agricultural, or forestry uses. Commercial and industrial development is primarily located in the County's urban growth areas (UGAs), limited areas of more intense rural development (LAMIRDs), Activity Centers, and Master Planned Resorts.

The County's three UGAs – Friday Harbor (an incorporated UGA), Lopez Village, and Eastsound - are the primary social and economic centers of San Juan, Lopez, and Orcas Islands. Residential development in the UGAs primarily consists of single-family residences interspersed with multifamily development. Commercial development in the UGAs includes a mix of retail, food service, and visitor accommodations, catering to both local residents

and the significant seasonal tourist population. Industrial development in the County is generally limited to small-scale manufacturing of locally-sourced consumer goods,

Types of Urban Growth Areas

Towns are:

i. Incorporated urban growth areas with a full range of urban facilities and services, including high-density residential, commercial, and industrial uses, schools, and neighborhood and community parks.
ii. Pedestrian-oriented and offer a variety of housing types with compact development patterns.
iii. Served by municipal sewage treatment facilities, municipal water systems, and provide other urban governmental services.

Unincorporated Urban Growth Areas (UGAs) are:

i. Adjacent to incorporated towns, are or can be served by municipal water systems and municipal sewage treatment facilities and contain or are appropriate for a mixture of uses including general commercial and general industrial and high density residential. All or a portion of these areas may be annexed into a town within the twenty-year planning time frame; or
ii. Non-municipal urban growth areas i.e., they provide community sewage treatment facilities and community water systems services at non-rural or urban levels of service and provide some other services similar to towns but have no incorporated core. The UGAs provide a variety of housing types and residential densities, some of which are at urban-level densities. The remainder conditioned during land division to not preclude future upzoning. The UGAs are pedestrian-oriented with a compact village core.

Table 2-1
Summary of Urban Growth Areas

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

Agricultural and forest resource lands are primarily developed with natural resource uses such as farms and timber land. Residential development in these areas typically occurs at the lowest density allowed in the County. Commercial development is limited to uses that

are accessory to natural resource development, such as roadside stands and cottage enterprises that process resource-based products into consumer goods.

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

Population and Housing Forecasts - Residential and Commercial Capacity

In 2020, San Juan County's population was 17,788. By 2045, the population is projected to increase to 23,014 persons, an increase of 5,226 residents (Appendix 1 Population Forecast and Land Capacity Analysis). **Table 2-2** shows the forecasted 2045 population growth per island. San Juan and Orcas are projected to experience the most population growth; an increase of over 2,500 residents on San Juan and nearly 1,700 on Orcas. Of the ferry served islands, Lopez and Shaw are expected to have the least population growth in this period.

Table 2-2
2045 Forecasted Population Growth per Island

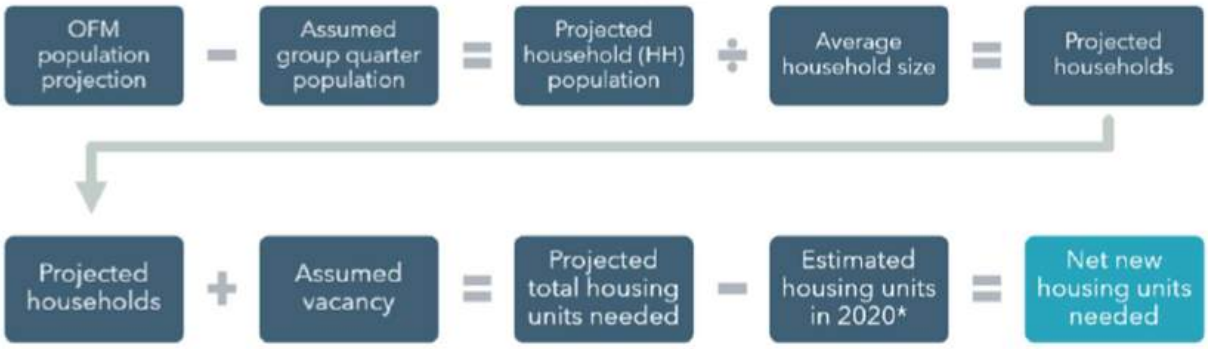
Island	2020 Population	2045 Population	2045 Population Growth
San Juan	8,541	11,051	2,510
Lopez	2,737	3,541	804
Orcas	5,772	7,468	1,696
Shaw	253	327	74
Waldron	142	184	42
Stuart	38	49	11
Decatur	71	92	21
Blakely	41	53	12
Other Islands	193	249	56
Total	**17,788**	**23,014**	**5,226**

Source: Appendix 1 Population Forecast and Land Capacity Analysis

The GMA requires the County to ensure its Comprehensive Plan and implementing development regulations provide sufficient land capacity to accommodate the projected housing and employment growth (RCW 36.70A.115). The Land Capacity Analysis (LCA) in Appendix 1 evaluates whether the County's development regulations, Plan designations, and allowed densities offer adequate capacity to support anticipated growth through 2045.

In addition to planning for the population targets shown in Table 2, updates to the GMA resulting from HB1220, now codified in RCW 36.70A.070(2)(a) and (c), require that jurisdictions also plan and show land capacity for sufficient housing units to meet the projected need at all income levels over the planning period. The Washington Department of Commerce has developed the Housing for All Planning Tool (HAPT) to generate projected future housing unit targets for Counties based on forecast future population. The HAPT considers a variety of factors in developing these housing unit targets, including projected household size, an assumed vacancy rate of 6 percent to account for adequate future housing choice, as shown in the flowchart below from Commerce's "Establishing Housing Targets for Your Community" (July 2023):

Figure 2.2
Flowchart for Establishing Housing Targets for Your Community



In addition, the tool considers other important factors shown below in generating targets by income band:

Figure 2.3
Establishing Housing Targets for Your Community by Income Level

In total, San Juan County must plan to accommodate an additional 3,180 housing units, equating to 2,665 new households, over the 2020-2045 planning horizon, for a total of 11,821 housing units, equating to 11,111 households, in 2045. Excluding Friday Harbor, the County must show capacity for 2,264 new units. The county must also plan to accommodate 1,499 new jobs over the 2020-2045 period, for a total of 6,949 jobs countywide in 2045. Excluding Friday Harbor, the county must show capacity for 926 new jobs.

Tables 2-3 through 2-5 show the residential and employment broken down by UGAs, LAMIRDs, and Rural/Resource areas. They indicate that the majority of residential capacity is in the Rural Farm Forest land use designation (RFF). This is the most prevalent land use designation in the County with around 48,608 acres (forty-three percent of all acres) designated RFF. The LCA indicates that the County's existing land use designations, densities, and regulations provide residential capacity for the development of 2,637 units after accounting for market and seasonal home factors. Additionally, there is the potential countywide for 225 new Accessory Dwelling Units (ADUs) as well as 62 units in Rural Residential Clusters and Master Planned Resorts, for a total countywide capacity of 2,924 units. Overall, this shows sufficient housing capacity to accommodate the planning target of 2,264 new housing units Countywide (excluding Friday Harbor).

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Table 2-3
Housing and Employment Capacity in Eastsound and Lopez Village UGAs

UGA	Land Use Designation	Total Net Developable Acres	Net New Housing Unit Capacity	Net Job Capacity
Eastsound UGA	ER1	0.4	0	0
Eastsound UGA	ER1P	6.9	6	0
Eastsound UGA	ER2	11.2	18	0
Eastsound UGA	ER2P	8.1	13	0
Eastsound UGA	ER412	10.8	69	0
Eastsound UGA	ER4P	19.7	63	0
Eastsound UGA	M	1.5	2	2
Eastsound UGA	SLI	16.6	0	636
Eastsound UGA	VC	7.6	74	48
Eastsound UGA	VCL	1.7	14	11
Eastsound UGA	VR/I	18.7	96	48
Eastsound UGA	Airport 2	0.1	0	1
Eastsound UGA	Airport 3 Inner	1.4	2	4
Eastsound UGA	Airport 3 Outer	6.1	22	16
Eastsound UGA	Airport 4	1.8	5	5
Lopez Village UGA	LVC	5.1	19	245
Lopez Village UGA	LVR	46.1	278	0
Lopez Village UGA	LVI	2.0	0	187

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Table 2-4
Housing and Employment Capacity in LAMIRDS (Activity Centers)

Activity Center (LAMIRD)	Land Use Designation	Total Net Developable Acres	Net Unit Capacity (Adjusted for Future SRO Uses)	Net Job Capacity
Deer Harbor	HC	1.6	0	19
Deer Harbor	HI	3.5	0	7
Deer Harbor	HR	27.1	12	0
Doe Bay	ACT - Doe Bay	7.3	2	0
Island Center Lopez	RFF	8.3	0	0
Marine Center	MC	12.4	4	58
Olga	OLGA	6.2	3	0
Orcas Village	OVC	3.5	0	43
Orcas Village	OVR2	12.6	4	0
Westsound	ACT - Westsound	5.3	2	0
Rosario	2 BDD	27.2	20	0
Rosario	ACT - Rosario	25.2	11	0
Rural Eastsound Subarea	CCC	3.8	0	46
Rural Eastsound Subarea	ER	43.6	6	0
Rural Eastsound Subarea	ER4P	23.9	64	0
Rural Eastsound Subarea	ERR	39.2	5	0
Rural Eastsound Subarea	ERRP2	25.5	29	0
Rural Eastsound Subarea	SP	0.0	0	0

Table 2-5
Housing and Employment Capacity in Rural/Resource Areas

Land Use Designation	Total Net Developable Acres	Net New Housing Unit Capacity	Net New Job Capacity
AG	2,447.8	117	0
C	399.7	45	0
FHUA	0.2	0	0
FOR	2,909.7	95	0
LGRA	11.9	1	0
RFF	12,251.3	1,318	0
RG	892.6	0	11,040
RI	23.9	0	68
RR	1,693.5	219	0

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The Net New Job Capacity is zero in a majority of categories because this analysis considers land capacity for new development of housing and employment uses, i.e. new jobs in new commercial buildings. Although there may be future increases or decreases in agricultural or resource employment over the planning horizon, those employment changes are not necessarily tied to vacant or redevelopable acreage in agricultural or resource land use designations.

Proposed Eastsound UGA Land Use Changes

Although San Juan County is showing an overall surplus in housing unit capacity, the Land Capacity Analysis is showing a deficit in capacity for units serving lower incomes (0-80% AMI). As a result, the GMA and Commerce Guidance require that the County increase capacity for housing types that can serve these income bands. Housing types that can serve these income bands are primarily considered to be multifamily, although in San Juan County, Community Land Trust developments are also serving these income categories at lower densities. The County's deficit in lower-income unit capacity is contained within the Eastsound UGA. In order to address this deficit, both upzoning within the existing UGA and UGA expansion are required.

UGA Upzoning

Two areas of the Eastsound UGA were selected for upzoning, based on prevalence of vacant, partially-used, and redevelopable parcels, lack of critical areas, adjacency to higher-density areas, and input from the EPRC, Planning Commission, and Council. These areas are shown below in Figure 2.

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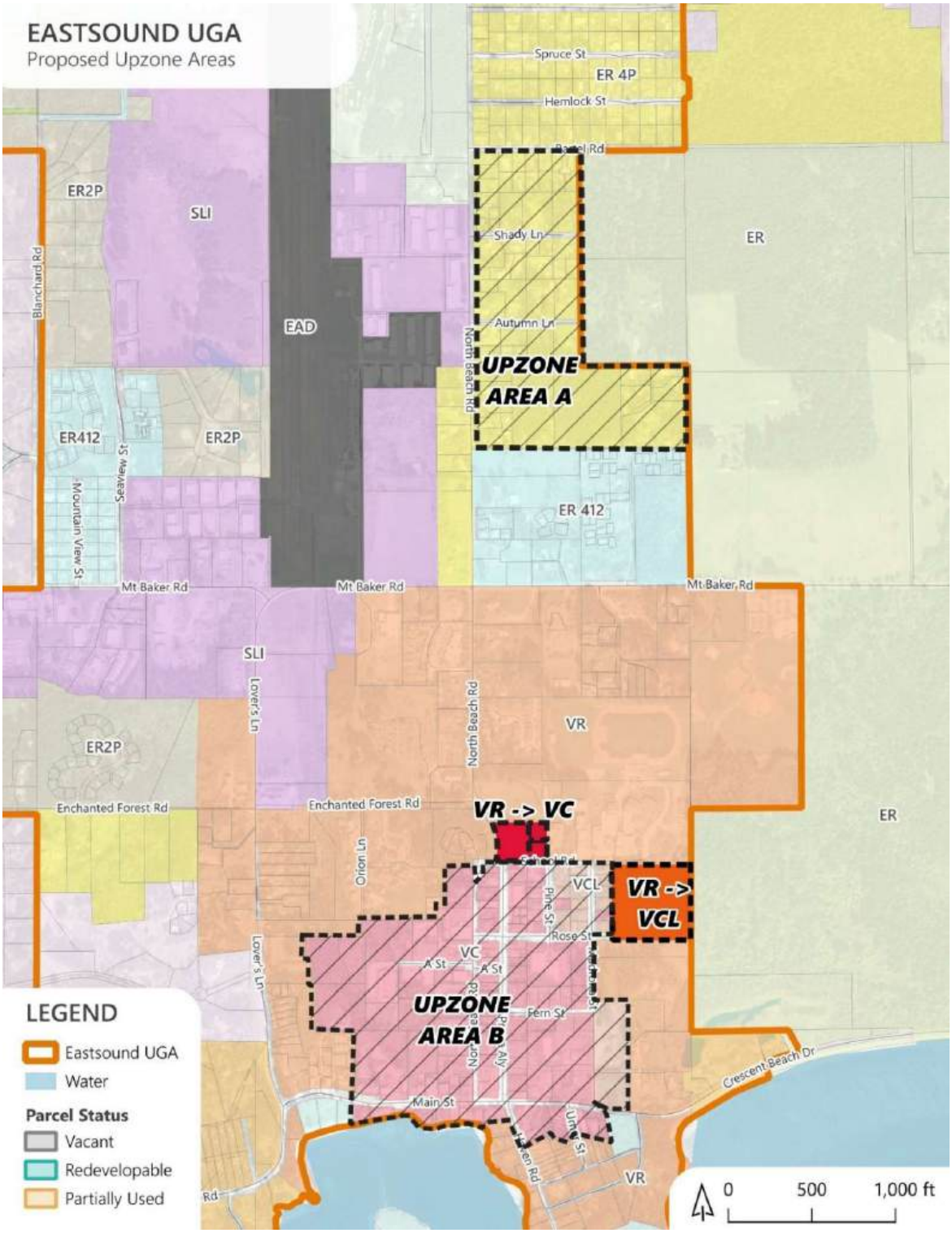
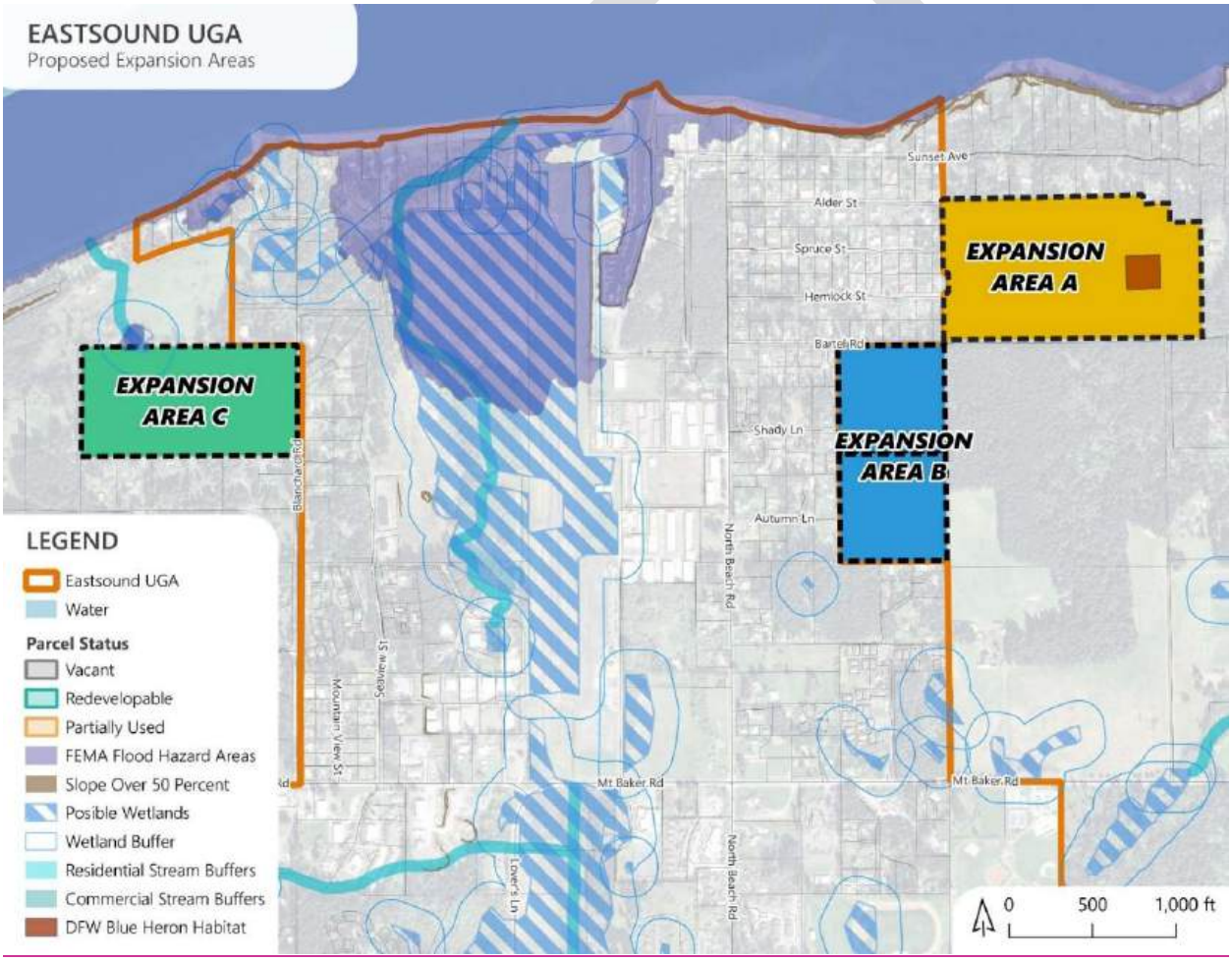
Figure 2.4
Eastsound UGA Proposed Upzone Areas



UGA Expansion

Given that the proposed upzoning outlined above does not sufficiently address the County's deficit at 0-80 percent AMI, the team analyzed the potential to address the remaining capacity shortfall through limited UGA expansion in Eastsound. A number of areas were considered, based on proximity to the UGA boundary, availability of vacant land, property ownership, and size. Through an iterative process with the Eastsound Planning Review Commission, County Planning Commission, and staff, three proposed expansion areas have been identified. Together with the upzoning described previously, these areas will provide sufficient capacity for the County to reach its targets for low- and moderate-income housing capacity. These areas are shown below in Figure 2.5.

Figure 2.5
Eastsound UGA Proposed Expansion Areas



No single expansion or upzoning is sufficient to address the deficit of housing units serving 0-80 percent AMI, but by adopting all of these land use changes and UGA expansions, San Juan County can demonstrate sufficient capacity to meet its state-designated targets for housing at all income levels over the next 20 years. Each of these upzoning and expansion areas has its own unique challenges and opportunities. A combination of all of these options can provide both capacity for the County to reach its housing targets as well as a sufficient buffer to account for varied property ownership, environmental constraints, and other barriers to development which may arise. More information regarding these proposed land use changes can be found in Appendix 1, Land Capacity Analysis.

Population and Residential Density

This Element is consistent with the County's 2045 population projections of 23,014 (Appendix 1). This includes 11,051 people on San Juan, 7,468 on Orcas, 3,541 on Lopez, 327 on Shaw and 627 on the remaining Islands.

Residential density, the number of residential units allowed per acre, is established on the County's Official Maps. The Official Maps do not establish a minimum parcel size. New land divisions may not establish a parcel pattern which would permit development of the area at a residential density greater than that provided for in the Official Maps or create parcels smaller than those allowed by San Juan County Code (SJCC).

The County's development patterns have been greatly influenced by the residential densities established in the 1979 Comprehensive Plan. In many instances, these densities have been voluntarily reduced by property owners through the dedication of conservation easements to organizations such as the San Juan Preservation Trust and the San Juan County Land Bank. The Land Bank has further contributed to this reduction through land acquisition.

This Plan includes rural densities that allow fewer dwelling units in certain areas than permitted by the 1979 Plan. While existing parcels which were established under the higher densities of the 1979 Plan may still be developed for residential use, any further subdivision in these areas must meet the current density limits established by this Plan. Policies within the Plan encourage the consolidation of existing lots to reduce the potential number of dwelling units in rural areas where the existing parcel pattern would otherwise permit development at a higher density than allowed under this Plan and the Official Maps.

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Growth Management and Resource Protection

To ensure the protection of critical areas and rural resources and to prevent the need for urban governmental services outside urban growth areas and LAMIRDs, the Plan includes policies that complement density requirements. These policies address limits on capital facility development in the rural areas, conservation subdivision standards, and other site design and performance standards.

Rural Lands

Beautiful rural lands are the keystone of San Juan County's sense of place and identity. The County's rural, modestly developed landscapes, marine shorelines, open spaces, water, and mountain views barely illuminated night skies, and natural environments provide the basis for its quality of life. Preservation of the County's rural character and protecting land use patterns from sprawling development are key objectives of this Element.

The community vision highlights several principles that directly relate to rural lands, including:

- The community is primarily rural;
- The Islands are rural, residential, quiet, agricultural, marine and isolated;
- Hamlets, villages, towns and other activity centers are clearly defined to preserve rural and natural resource lands;
- Rural lands are central to the Islands' heritage;
- The islands are a place where people respect others' dignity, privacy and freedoms;
- The community fosters a sense of neighborliness, self-sufficiency, and community pride;
- There is recognition of people's independence and self-reliance in the Islands;
- Natural resources are sustainably used; and
- The Plan seeks a balance between the needs of private property rights, public rights, and the natural environment.

Growth Management Act - Rural Element Requirements

Under the Washington State Growth Management Act (GMA), rural lands are those lands that are not designated natural resource lands or designated for urban growth. A majority of the County's land has been designated as rural lands on the Official Maps.

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

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> *"[…] permit rural development, forestry, and agriculture in rural areas. The rural element shall provide for a variety of rural densities, uses, essential public facilities, and rural governmental services needed to serve the permitted densities and uses. To achieve a variety of rural densities and uses, counties may provide for clustering, density transfer, design guidelines, conservation easements, and other innovative techniques that will accommodate appropriate rural economic advancement, densities, and uses that are not characterized by urban growth and that are consistent with rural character."*

Though rural development must include a variety of densities and uses, density in rural areas is typically lower than urban areas. There are two primary GMA mandates for rural areas. First, it requires reducing the conversion of undeveloped land into sprawling, low-density residential development (RCW 36.70A.070(5)(c)(iii)). Second, it limits the extension of urban services into rural areas. Rural lands must only be served by rural governmental services, which generally do not include storm and sanitary sewers.

Limited Areas of More Intensive Rural Development (LAMIRDs) and Master Planned Resorts

Rural lands include Limited Areas of More Intense Rural Development (LAMIRDs). LAMIRDs consist of commercial, industrial, or residential areas that existed prior to 1990, where the types, intensities, and densities of use, as well as the capital facilities and services, exceed the levels typically associated with rural development. Such areas allow for the continuance of the existing areas and uses, and for infill in the areas to the level of existing patterns; however, the areas must be minimized and contained, with logical outer boundaries defined predominantly by the built environment and may not extend beyond the existing area or use. LAMIRDs are identified and delineated according to RCW 36.70A.070(5)(d) and WAC 365-196-425.

Types of LAMIRDS

There are three types of LAMIRDs outlined by the state in WAC 365-196-425. The three types of LAMIRDs as defined in state code are:

Type 1: Existing Rural Development Areas (Activity Centers)

- These are isolated areas of commercial, industrial, residential, or mixed-use development that existed before July 1, 1990.
- Development is limited to infill, redevelopment, or limited expansion consistent with the existing character of the area in terms of scale, size, and intensity.
- Examples include villages, hamlets, shoreline areas, or rural activity centers.

Type 2: Small-Scale Recreational or Tourist Uses

- These allow for small-scale tourist or recreational uses that depend on a rural location or natural setting.
- New development, intensification, or redevelopment is allowed, but new residential development is not permitted.
- Public services are limited to what is necessary to support the use, without encouraging sprawl.
- Examples: Small resorts, trailheads, or recreational businesses.

Type 3: Small-Scale Businesses and Cottage Industries (Island Centers)

- These are isolated businesses or cottage industries that provide jobs for rural residents but are not primarily designed to serve the local population.
- Counties may allow businesses to expand or replace previous businesses as long as they remain small in scale and consistent with rural character.
- Public services must be minimal and cannot support sprawling development.
- Examples: Rural workshops, small manufacturing, or repair shops.

In San Juan County, Type 1 LAMIRDS are associated with Activity Centers and Type 3 LAMIRDS are associated with Island Centers. San Juan County does not currently have any areas designated as Type 2 LAMIRDS.

In San Juan County, Type 1 LAMIRDs (Activity Centers) and Master Planned Resorts are special areas that include resorts, villages, and hamlets located outside of UGAs. They provide a variety of allowed uses and residential densities to serve the resident and visitor populations. Most of the Activity Centers and Master Planned Resorts have adopted subarea plans to guide development in these unique areas.

Residential development in Activity Centers typically features single-family homes with higher rural densities ranging from one dwelling per two acres to one dwelling per half-acre. Commercial uses in Activity Centers include a mix of retail, food service, and visitor accommodations.

Types of Activity Centers

a. **Village Activity Centers** have only rural governmental services and are not incorporated. They provide a limited variety of residential densities and are pedestrian-oriented with a compact village core. They provide some intensive uses and services (including community sewage treatment facilities and community

water systems) but are not considered capable of or appropriate for urban-level development or expansion at this time, only for infill.

b. **Hamlet Activity Centers** are residential areas that have some non-rural densities and have small commercial centers which provide goods and services to surrounding rural and resource land uses. Hamlets are served by community water systems and may have community sewage treatment facilities but have only rural governmental services. The four hamlet activity centers are West Sound, Deer Harbor, Olga, and Doe Bay on Orcas Island.

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

Master Planned Resorts

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

Island Centers

Island Centers are predominately developed with commercial and institutional uses that provide services to surrounding rural areas. Commercial developments are mostly retail such as hardware stores and nurseries. The Island Center LAMIRD on Lopez Island also includes the Lopez Island K-12 school. There are few residential uses in these areas except those that are accessory to nonresidential uses. These centers may be served by community water systems but have only rural governmental services.

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Table 2-6
Summary of LAMIRDs and Master Planned Resorts

Location	Designation	Existing Site-Specific Plans & Standards
Orcas Village	Village Activity Center	Yes
Olga	Hamlet Activity Center	Yes
Deer Harbor	Hamlet Activity Center	Yes
Doe Bay	Hamlet Activity Center	No (subject in Interim controls in village and hamlet activity centers)
West Sound	Hamlet Activity Center	No (subject in Interim controls in village and hamlet activity centers)
W. Beach Rd/Crow Valley Rd - Orcas	Island Center	No
Center Rd/School Rd - Lopez	Island Center	No
Country Corner – Orcas	Island Center	Yes
Marine Center	Island Center	No
North Rosario Area	Residential activity Center	No
Roche Harbor	Master Planned Resort	Yes (resort master plan)
Rosario Resort	Master Planned Resort	Yes (resort master plan)
West Beach Resort	Master Planned Resort	No

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Rural Character

Rural lands are unique because their designations and regulations are intended to protect and maintain rural character. In this Plan, rural character is defined as a quality of the landscape dominated by pastoral, agricultural, forested, and natural areas interspersed with single-family homes and agricultural structures. Rural character reflects land use and development patterns established by the Comprehensive Plan that:

1. Prioritize open space, natural landscapes, and vegetation over the built environment.
2. Support traditional rural lifestyles, rural-based economies, and opportunities for individuals to both live and work in rural areas.
3. Support wildlife using the land and the preservation of fish and wildlife habitat
4. Limit the conversion of undeveloped land into sprawling, low-density developments.
5. Do not require the extension of urban governmental services.
6. Align with the protection of natural water flows, groundwater, and surface water recharge and discharge areas.

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

- Requiring or protecting open space;
- Establishing rural road standards;
- Developing standards for clearing, grading, other development activities, and site planning that minimize adverse impacts to natural processes;
- Establishing densities;
- Limiting the intensity of uses in rural areas;
- Limiting the extension of urban governmental services beyond existing service areas; and
- Allowing home occupation, cottage enterprise, and resource uses to provide opportunities to live and work in rural areas.

Existing Rural Development

Much of the rural land in the County is either undeveloped or developed with residential uses. Rural lands are interspersed with natural resource lands, such as farms and forestlands. Outside of LAMIRDs and master planned resorts, rural residential densities range from one dwelling per five acres to one dwelling per fifteen acres. This development pattern in rural areas has led to many of the scenic areas, robust natural environment, and lifestyle that characterize much of the County.

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Residential Rural Development

Residential development in rural areas is often integrated into the natural landscape, with homes typically set back from roadways and separated by open spaces or landscaped buffers. There are some existing neighborhoods that were platted prior to the establishment of maximum densities included in this Plan. These neighborhoods are characterized by smaller parcel sizes than many other rural areas, but retain vegetative buffers and open spaces where possible thanks to the "cabin-in-the-woods" aesthetic preferred by many property owners even before the County adopted development regulations. In residential rural areas, the natural environment remains dominant over the built environment.

Residential development inside the boundaries of LAMIRDs and master planned resorts occurs at a range of densities. The allowed density in these areas is typically higher than other rural lands, ranging between one dwelling per five acres to four dwellings per acre. The primary limitation on residential density in these areas is the availability of water and septic services. Many activity centers have adopted subarea plans that specifically define the types of residential development allowed in each area.

Commercial and Industrial Rural Development

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

Outside of the LAMIRDs and master planned resorts, commercial development is often accessory to residential uses. Some islanders operate home-based businesses or cottage enterprises allowing them to work where they live. These small-scale commercial operations help to support rural lifestyles by providing goods, services, recreational, and employment opportunities for residents and visitors alike. The income provided by these vital parts of the islands' economy, allow many people to afford a life here that may otherwise be out of reach.

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Existing Subarea Plans

Subarea plans contain goals and policies for the creation of plans and regulations for specific geographic areas in the County. The following descriptions outline the general purpose and area of application of adopted subarea plans.

1. **DNR Trust Lands Management Plan**

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

2. **Eastsound Subarea Plan**

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

3. **Open Space and Conservation Plan**

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

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4. **Shaw Island Subarea Plan**

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

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

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

6. **Lopez Village Plan for the Vital Place at the Heart of Lopez Island (Lopez Village Plan)**

   The Lopez Village Plan for the Vital Place at the Heart of Lopez Island was adopted in 2019. It is a subarea plan for the Lopez Village Urban Growth Area (Village). The Village includes approximately 197 acres on the western side of Lopez Island. The Village's western boundary is almost exclusively identified by the shoreline of Fisherman Bay in San Juan Channel. The eastern boundary extends in a north/south alignment that encompasses parcels on the eastern side of Fisherman Bay Road. Lopez Village is about 1.6 miles in length and one-half mile wide.

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

   The Lopez Village Plan supplements the goals and policies of the SJC Comprehensive Plan. It applies to all land, land use activity, and to all structures and facilities

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developed within the official map of the Lopez Village Urban Growth Area. The provisions of the Lopez Village Plan will prevail over any conflicting provision of the Plan except as provided in the Shoreline Master Program.

7. Deer Harbor Hamlet Plan

Adopted in November 2016, the Deer Harbor Hamlet Plan establishes San Juan County's policy for the future development of the Deer Harbor Hamlet. Like the Comprehensive Plan, it includes goals and policies for a twenty-year planning horizon. A boundary for Deer Harbor Hamlet was first established in the County's 1979 Comprehensive Plan. Deer Harbor Hamlet is located on the southwestern portion of Orcas Island. The area designated as Deer Harbor Hamlet has a total area of approximately 299 acres.

8. Olga Hamlet Plan

Adopted in 2006, the Olga Hamlet Plan provides a long-term vision for preserving the unique rural and community-oriented character of Olga, a small historic settlement located on the southeastern coast of Orcas Island. The plan reflects the values and aspirations of the local community and builds on the framework of the San Juan County Comprehensive Plan, offering more localized goals and policies tailored to the hamlet's setting.

9. Roche Harbor Resort Master Plan

The Roche Harbor Resort Master Plan (RMP), dated June 1994 and modified in April 1996, was initially adopted in 1998 (Ordinance No. 2-1998). The plan contains an overview of historic and natural features of the Roche Harbor Master Planned Resort and surrounding land. The RMP's goals and development policies emphasize preserving and reinforcing Roche Harbor's unique qualities while providing the framework for future development in the Master Planned Resort (MPR) districts. New development within the Master Planned Resort areas of Roche Harbor (Resort Core and Resort Recreation/Residential) must be part of a Planned Unit Development.

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10. Rosario Resort Master Plan

The Rosario Resort Master Plan provides comprehensive guidance for redevelopment within the Master Planned Resort boundaries. First built as a private estate, Rosario became a resort open to the public in 1960. The vision of the future for Rosario is contained in this Master Plan. The plan addresses design and functional issues including Resort character, access, circulation, parking, facilities, landscape, and utilities, as well as implementation and phasing.

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GOALS AND POLICIES

General Goals and Policies

General goals and polices address how the county will try to achieve its Vision. They address a broad range of issues which apply to all land use designations.

Goal LU 1

To provide for the orderly use of San Juan County land, shorelines, and critical areas. To respect, protect and maintain the natural beauty, land, and marine resources of the islands. To maintain the rural, residential, agricultural atmosphere, and to regulate development in a manner which will protect the rights of private landowners and interests of the public.

Policy LU 1.1

Manage community growth and its associated impacts, while protecting individual property rights through adoption of a coordinated set of goals, policies, and regulations to guide future development in the County.

Policy LU 1.2

Recognize and support the right of property owners to maintain and replace legal, non-conforming uses and structures.

Policy LU 1.3

Consider site capabilities, critical area significance, and existing development patterns when determining the land use designation and appropriate locations and intensities of various uses of the land.

Policy LU 1.4

Direct high density residential and mixed-use development into urban growth areas and Activity Centers to prevent sprawl and relieve growth pressure in the surrounding rural areas.

Policy LU 1.5

Investigate the development of a program to allow for the transfer of residential density from Rural and Resource Lands to Activity Centers and other approved receiving areas to protect rural and resource lands. Transfer of residential density within Activity Centers should also be allowed.

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Policy LU 1.6
Implement the Vision of preserving rural character and natural resources by means of voluntary, incentive-based programs, and other strategies, to reduce the maximum number of residential structures in rural areas in a manner that is fair and equitable for property owners including encouraging property owners to keep parcels whole and to preserve open space.

Policy LU 1.7
Encourage the maximum allowable residential densities specified on the Official Maps.

Policy LU 1.8
Recognize that the maximum allowable density applied to land by designation on the Official Maps reflects the general intent of this Plan for residential development and should be allowed unless it would exceed site capabilities or unless it would not comply with County land use regulations. Site capabilities or conditions which may indicate a density lower than the specified maximum include, but are not limited to:

a. Suitability of soils to sustain individual or community sewage disposal systems.

b. Quality and quantity of water available to serve the proposed development.

c. The presence of critical areas which would either be impacted, or which would result in hazards to life and property as a result of development at maximum density.

Policy LU 1.9
Preserve rural character outside of UGAs by requiring conservation design in new land divisions and allowing limited residential density bonuses in return for additional protection of open space resources and preservation of natural resource functions and values.

Policy LU 1.10
Manage runoff to prevent flooding and property damage, promote groundwater recharge, and protect the quality and quantity of ground and surface water in accordance with the Water Element of this Plan.

Policy LU 1.11
Vacation rental (short-term, i.e., of less than thirty days) of a principal, single-family residential unit or an accessory dwelling unit should be subject to standards similar to those for hospitality commercial establishments but should be classified as a residential use for purposes of land use regulation.

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Policy LU 1.12
Limit the number of vacation rental permits on each island via permit caps established in San Juan County Code Title 18.

Policy LU 1.13
Review and revision of this Plan Element and the Official Maps should be based in part on the:

- **a.** Sufficiency of capital facilities as provided in the Capital Facilities Element and six-year plan;
- **b.** Review of development patterns, projected needs;
- **c.** Availability and adequacy of water resources;
- **d.** Ability to control and mitigate the impacts of development; and
- **e.** Retention and protection of resource lands, special districts, critical areas, and water quality.

Policy LU 1.14
Account for environmental sustainability, resource constraints, and the need for climate-resilient, adaptable infrastructure in growth assessments. Regularly update these projections to reflect emerging trends and data, ensuring that the island community is prepared to meet future demands and address future climate-related hazards while protecting its natural resources and maintaining community character.

Policy LU 1.15
Incorporate environmental justice in all planning efforts within the County, including efforts to avoid creating or worsening environmental health disparities.

Policy LU 1.16
Avoid UGA expansions of areas with greater than 15% critical area and open space coverage required under state law and retract areas from UGAs with greater than 15% critical area and open space coverage.

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Economy

Goal LU 2

To support a broad-based, diversified, stable, year-round economy which provides a range of goods, services and employment opportunities while safeguarding the rural, residential, agricultural, and marine nature of the County.

Policy LU 2.1

Provide a predictable development atmosphere through the formulation of clearly defined land use designations, regulations, and standards.

Policy LU 2.2

Allow the establishment of home occupations and cottage enterprises with performance standards.
Retain resource-based activities by:

a. Conserving agricultural, forest, and mineral resource lands;
b. Encouraging forest landowners to use best management practices and sustainable harvesting techniques;
c. Allowing resource-based processing and commercial activities to locate on resource lands and in some rural areas; and
d. Allowing the storage of personal commercial fishing vessels and related equipment incidental to a personal residential use throughout the county.

Policy LU 2.3

Ensure that new commercial, industrial, and institutional uses are consistent and compatible with the Islands' natural environment, community livability, and the needs of county residents by establishing performance standards.

Policy LU 2.4

Allow for tourism-related businesses and activities while maintaining a diverse and balanced economy and minimizing related negative impacts.

Policy LU 2.5

Commercial and industrial uses should be located only where directly accessible from a County road, or from a private road if traffic and maintenance impacts to the private road are minimized.

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Energy

Goal LU 3

Conserve energy, promote energy efficiency, and meet future energy demands.

Policy LU 3.1

Promote education related to site planning methods that maximize energy-saving features of the natural environment.

Policy LU 3.2

Provide opportunities for the development and use of alternative energy resources which are compatible with the natural environment.

Essential Public Facilities

Goal LU 4

To ensure that the land use needs for essential public facilities are identified and provided for as a necessary component of a coordinated land use system.

Policy LU 4.1

Identify Essential Public Facilities (EPFs) in the County that provide a necessary public service as their primary mission, and that are difficult to site, including utility-scale renewable energy generation and energy storage facilities.

Policy LU 4.2

Do not preclude the siting and construction of EPFs. When possible, require that EPFs comply with existing regulations and policies.

Policy LU 4.3

When EPFs cannot comply with existing regulations and policies, or existing, non-conforming facilities need to be expanded, develop special siting, design, and approval procedures that:

a. Consider impacts on existing land uses, resource lands, open space, scenic resources, shorelines, critical areas, and the natural and rural environment;
b. Consider the quality of service provided and the economic, social and environmental costs and benefits to the public;
c. Include the public in selecting sites and developing alternatives to mitigate negative impacts;

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d. Require reasonable mitigation of negative impacts. An application for an EPF Conditional Use Permit may not be denied because impacts are not fully mitigated; and

e. Prevent the siting of incompatible uses adjacent to general aviation airports.

Policy LU 4.4

Do not locate EPFs within critical areas or their buffers unless no practicable alternative exists. Site plans must outline how climate-related hazards will be avoided to the greatest extent feasible.

Policy LU 4.5

Do not locate other facilities outside an UGA or LAMIRD unless its operation warrants a rural location.

Policy LU 4.6

Establish shoreline environment designation, policies, boundaries, and provisions regarding the identification, siting and design of essential public facilities located in the shoreline jurisdiction in the Shoreline Master Program Element.

Policy LU 4.7

Develop voluntary programs to protect the overall functions and values of critical areas and to support resource land uses, particularly commercial agricultural uses to help offset potential impacts from essential public facilities.

Policy LU 4.8

Update the County's solid waste and moderate-risk management plan to include criteria for the siting of organic material (OM) management facilities.

Recreation

Goal LU 5

To provide recreational opportunities that will meet the needs and interests of County residents while ensuring that recreational uses are compatible with the natural limitations of specific sites and surrounding uses.

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Policy LU 5.1
Coordinate with other public and private agencies to ensure that plans and programs provided within the County accommodate the recreational needs and interests of County residents.

Policy LU 5.2
Allow the use of public lands consistent with the physical and cultural limitations of each site and the island on which it is located.

Policy LU 5.3
Allow commercial recreational developments, consistent with the above goal, to complement public recreational facilities.

Policy LU 5.4
Prohibit all-terrain vehicle parks.

Policy LU 5.5
Prohibit the development or use of land for large-scale, permanent, tourist attractions such as theme parks and casinos. Allowable tourist attractions should be limited to those that do not require significant land area.

Policy LU 5.6
Establish performance standards for public and private recreational developments to minimize adverse impacts on adjacent properties and the natural environment.

Policy LU 5.7
To implement community planning and design approaches that promote walking, bicycling, and other physical activity to reduce per capita vehicle miles traveled and greenhouse gas emissions.

Natural Resource Conservation

Goal LU 6
To preserve nonrenewable natural resources and conserve renewable natural resources for the benefit of existing and future generations.

Policy LU 6.1
Conserve soils capable of supporting long-term agricultural production identified by the Natural Resources Conservation Service (NRCS).

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Policy LU 6.2
Conserve forest lands in the Washington Department of Natural Resources' forest grades 1-5 classification for long-term timber production.

Policy LU 6.3
Encourage sustainable forest management in order to conserve forest lands and promote the retention and preservation of forest stands that are particularly important to visual aesthetics, fish and wildlife habitat, groundwater retention, carbon sequestration, and/or site stability.

Policy LU 6.4
Protect and preserve wetlands, critical marine, freshwater, and terrestrial wildlife habitats, and wildlife corridors, including breeding grounds, resting and feeding areas for migratory birds, nursery areas and habitats of threatened, endangered, and sensitive species.

Policy LU 6.5
Encourage the reclamation, rehabilitation, and enhancements of wetlands, aquatic and terrestrial wildlife habitat, and vegetated areas necessary to maintain site stability and groundwater recharge.

Policy LU 6.6
Develop voluntary, incentive-based, protection measures for natural resources including conservation easements, transfer and purchase of development rights programs, current use taxation, and public education programs.

Policy LU 6.7
Protect the health, safety, and welfare of the public by ensuring that areas susceptible to geological and hydrological hazards are not developed in a manner which would result in injury, loss of life, property damage, or financial losses due to flooding, erosion, landslide, or steep slope failures.

Policy LU 6.8
Incorporate low impact development standards and guidelines (based on the Western Washington Stormwater Management Manual) into implementing regulations for critical areas, rural and resource lands, special districts, activity centers, and urban growth areas.

Policy LU 6.9
Establish provisions for Conversion Option Harvest plans in coordination with the state Department of Natural Resources (DNR) to clearly delineate and coordinate the authorities and responsibilities of the DNR and the County in the processing, administration, and

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enforcement of forest practice activities, especially as they relate to the clearing of land for non-forestry uses.

Policy LU 6.10

Consider climate change impacts, including sea-level rise, precipitation extremes and temperature extremes among others, when developing natural resource conservation plans.

Social Services

Goal LU 7

To augment County health and social service capabilities by allowing the development of affordable residential care facilities.

Policy LU 7.1

Allow the establishment of residential care facilities and home day care facilities in all residential land use designations.

Historic and Archaeological Preservation

Goal LU 8

To protect, preserve, and restore significant archaeological and historical resources in the County and encourage new development that will enhance community identity.

Policy LU 8.1

Protect areas of known archaeologic and historic value from incompatible development and ensure that newly discovered areas uncovered during excavation are examined by the appropriate authorities.

Policy LU 8.2

Protect through voluntary measures significant historic resources identified in an inventory, using a variety of preservation techniques including acquisition, incentives, conservation easements, transfer of development rights, overlay districts, and alternative re-use of structures.

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Policy LU 8.3

Incorporate the preservation of sites and structures of historic and archaeological significance as a part of the environmental consideration in development permit and land division reviews.

Open Space and Scenic Resources

Goal LU 9

To protect and conserve open space and scenic resources.

Policy LU 9.1

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

Access to Public Lands and Facilities

Goal LU 10

To provide safe and convenient access to public lands and facilities without causing significant negative impacts on the quality of life or property of island residents or adversely affecting fragile natural features.

Policy LU 10.1

Acquire or otherwise assure access to publicly owned lands and facilities that should not adversely affect the public resource or adjacent properties.

Policy LU 10.2

Mark public access areas clearly.

Policy LU 10.3

Provide greenways or buffer zones within public access areas to protect adjacent private property when possible.

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Sewage Disposal

Goal LU 11

To protect water quality and the public health, safety, and welfare by ensuring that growth and development is supported by site conditions suitable for sewage disposal systems, or by sewage treatment facilities in urban growth areas, and certain activity centers and residential activity centers.

Policy LU 11.1

Allow development only upon County approval of sewage disposal systems or upon connection to an approved community sewage treatment facility.

Policy LU 11.2

Allow innovative, functional technologies for the efficient processing of sewage with approval from the County's Public Health Officer.

Policy LU 11.3

Locate sewage disposal facilities to prevent contamination of surface and ground water resources.

Policy LU 11.4

Coordinate with the Town of Friday Harbor in the development of programs for local sewage sludge disposal which will have minimal negative impact on the public.

Policy LU 11.5

Prohibit the importation and disposal of sewage sludge to the islands from outside of the County.

Policy LU 11.6

Allow the extension of community sewage treatment facilities into rural areas only to remedy existing or potential groundwater contamination problems, or to correct existing or impending health hazards, or to provide service to public schools, and only when it meets the criteria in Plan Sections B.7.1.C and B.7.2.A.

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Telecommunications

Goal LU 12

To allow for the development of effective telecommunications systems in a manner consistent with the character of island neighborhoods and the rural and scenic qualities of the islands.

Policy LU 12.1

Allow telecommunications towers and antennae subject to location, siting, appearance, and performance standards.

Policy LU 12.2

Use to the maximum extent possible existing commercial telecommunications antennae and towers to accommodate future telecommunications needs before new facilities are approved.

Agriculture

Goal LU 13

Protect agricultural land and promote diverse agricultural activities that enhance stewardship and economic viability and maintain the rural character of San Juan County.

Policy LU 13.1

Prioritize agricultural best management practices that conserve and regenerate soils; sequester carbon; build climate resilience; and protect water and air quality, wetland functions, fisheries, and wildlife through incentives, education, and promotion of programs such as the Voluntary Stewardship
Program.

Policy LU 13.2

Protect farmland and encourage productivity by designation and zoning, including innovative zoning techniques and accessory uses listed in RCW 36.70A.177.

Policy LU 13.3

Encourage no net loss of Agricultural Resource Land (ARL).

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Policy LU 13.4
Support agricultural activities, ag-related facilities and infrastructure provided these facilities are located in such a way as to minimize their impact on prime agricultural lands. Nonresidential ag buildings necessary for production and storage such as barns, equipment shelters, and greenhouses are uses allowed outright.

Policy LU 13.5
Prioritize agricultural production and working farms on publicly held agricultural lands.

Policy LU 13.6
Encourage the leasing of lands held in public trust for agricultural use.

Policy LU 13.7
Support agricultural viability by encouraging investment in infrastructure on agricultural lands held in public trust.

Policy LU 13.8
Support public agencies to develop conservation easements that support long-term agricultural viability. Consider piloting conservation easements that mandate continued agricultural activity to protect agricultural lands from conversion to non-agricultural uses.

Policy LU 13.9
Allow necessary infrastructure and services that support agriculture and contribute to growing, storing, processing, and distributing a local food supply.

Policy LU 13.10
Avoid duplication of federal and state regulations that apply to agriculture, resource-based industries, and value-added production while reserving the authority to address issues of local concern with regard to resource-based activities and operations.

Policy LU 13.11
Allow year-round and seasonal housing limited to agricultural workers, including tiny homes, bunkhouses, and other low cost and low impact solutions for working farms. Encourage the development of farmworker housing by providing incentives including fee waivers and expedited permitting. Farmworker housing units shall not be counted in density calculations.

Policy LU 13.12
Encourage the recycling and beneficial use of island biomass and retention of nutrients through innovative zoning that allows composting and biochar production.

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Policy LU 13.13

Allow agricultural accessory uses, such as farm stands, direct sales of agricultural products, agritourism, and farm-based businesses on all land use designations where agriculture is allowed. Establish comprehensive definitions for agricultural accessory uses.

Policy LU 13.14

Implement right-to-farm provisions that assure agricultural uses are not considered a nuisance in San Juan County.

Policy LU 13.15

Support agricultural marketing, branding, and educational programs, agricultural policy advisory committees, and local agricultural grants.

Climate Change

Goal LU 14

Understand climate change impacts and ensure that the Plan and development regulations are responsive to new conditions and improved approaches to climate mitigation and resilience.

Policy LRU 14.1

Commit resources for a climate change impact study relying both on existing and new research that assesses lands, and shoreline- and land-dependent industries that are susceptible to climate impacts and identifies hazard areas and regulatory changes to:

- **a.** Make existing and future development in these areas more resilient;
- **b.** Inventory greenhouse gases;
- **c.** Address intersections of climate impacts and social equity; and
- **d.** Develop a climate adaptation and mitigation action plan.

> *Land- and shoreline-dependent industries refer to industries that rely on direct access to land-based natural resources or shoreline locations. These include agriculture, forestry, aquaculture, commercial fishing, marine transportation, and tourism operations such as waterfront lodging or recreation. These industries are particularly vulnerable to climate-related hazards like sea level rise, erosion, drought, and extreme weather events.*

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Policy LU 14.2

Periodically review and if necessary, update the San Juan County Comprehensive Plan and development regulations to ensure that:

- **a.** Plan goals and policies establish clear objectives and actions to increase climate adaptation and mitigation and cultivate community resilience;
- **b.** Policies and regulations are responsive when new Best Available Science (BAS) and technologies are available to address a changing climate; and
- **c.** The effects of climate change are addressed. These include, but are not limited to, the following:
    i. Sea level rise;
    ii. More frequent severe weather events and natural disasters;
    iii. Constraints to potable water supply; and
    iv. Average temperatures that change over time.

Policy LU 14.3

Seek input from local nonprofits, agencies, and special taxing districts when drafting land use regulations for responding to new Best Available Science (BAS) and technologies or strategies for mitigating the effects of climate change.

Policy LU 14.4

Engage the community when adopting changes to goals, policies, and regulations to adapt to climate change.

Public input improves amendments and strengthens community buy-in.

Policy LU 14.5

Allow uses that support natural resource industries in sustainably adapting to the effects of climate change.

Policy LU 14.6

Establish land use patterns that:

- **a.** Reduce demand for transportation and infrastructure;
- **b.** Focus new development in areas less prone to climate impacts; and
- **c.** Limit human impacts on ecosystems and habitats.

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Goal LU 15

Reduce the carbon footprint of new development through innovative development regulations and programs.

Policy LU 15.1

Establish development standards and incentives to support resource efficient design and construction.

Policy LU 15.2

Provide green building informational materials, checklists, and other resources to property owners and developers.

Policy LU 15.3

Incorporate energy efficiency principles into publicly funded developments.

Policy LU 15.4

Reduce waste of natural resources and decrease greenhouse gas emissions generated by the transport of building materials by promoting the design of developments and infrastructure for disassembly and reuse or recycling.

Goal LU 16

Maintain and enhance both natural systems and nature-based systems in the built environment that provide valuable services that support climate adaptation and mitigation and resilience.

Policy LU 16.1

Increase resilience to climate impacts with nature-based solutions such as green infrastructure.

Policy LU 16.2

Support training for County staff on the development, incorporation, and preservation of green infrastructure.

Policy LU 16.3

Establish landscaping standards that provide functional environmental benefits such as improved air quality, carbon sequestration, temperature regulation, and stormwater management.

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Policy LU 16.4

Promote and offer strong incentives for stewardship activities on forested lands, shorelines, riparian habitat, wetlands, and agricultural lands that result in increased carbon sequestration, increased aquifer recharge, reduced wildfire risks, and reduced erosion.

Policy LU 16.5

Maintain and enhance ecosystem services that mitigate the effects of climate change particularly on natural landscapes and designated Agricultural and Forest Resource lands. Ecosystem services are features of natural areas that provide services instead of built infrastructure. Ecosystem services include:

a. Carbon sequestration;
b. Stormwater management;
c. Aquifer recharge; and
d. Erosion control.

Urban Growth Areas

Goal LU 17

To recognize and provide for areas of compact urban development that include urban-levels of uses and intensities which offer diverse employment opportunities, a variety of residential densities and housing types commercial, industrial, institutional, recreational, and community uses.

Policy LU 17.1

Establish different urban growth areas, each of which has a mix of land uses with housing, businesses, and services appropriate to its character, size, and location, consistent with the County's types of Urban Growth Areas.

> *Criteria for the "Types of Urban Growth Areas" and a table of existing UGAs can be found in this element on page 4.*

Policy LU 17.2

Urban growth areas should be designated on the Plan Official Maps where existing or proposed uses and services are consistent with the County's types of Urban Growth Areas.

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Policy LU 17.3

Designate new lands as unincorporated urban growth areas only if they meet the following criteria:

- **a.** The land is developed with or characterized by urban growth.
    - i. Urban growth refers to growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources, rural uses, rural development, and natural resource lands.
    - ii. Characterized by urban growth refers to land having urban growth located on it, or to land located in relationship to an area with urban growth on it as to be appropriate for urban growth.
- **b.** A range of governmental facilities and services presently exists or can be economically and efficiently provided at urban levels of service in a timely manner. These services include sewer, water, storm drainage, transportation improvements, fire and law enforcement protection, and parks and recreation.
- **c.** The area has a physical connection to an existing UGA.
- **d.** Additional urban growth area is needed to accommodate forecasted urban growth based on a land capacity analysis and population forecast.
- **e.** The area does not have long-term commercial significance for agricultural, mineral, or forest products.
- **f.** Establishing new urban development in the area will not conflict with activities on nearby designated natural resource lands.
- **g.** Parcels that may not meet any of the criteria described in (a) through (f) above can be included to provide logical boundaries to the urban growth area and to avoid small areas of conflicting land uses amid urban lands. Similarly, parcels that meet some or all the criteria described in (a) through (f) above may be excluded to provide logical boundaries to the urban growth area and to avoid conflict with existing land uses.

Policy LU 17.4

Locate new urban-level residential, commercial and industrial uses, and urban-level facilities and services only in urban growth areas, except as provided by this Plan and in compliance with the GMA to avoid incompatible land uses and protect the character and values of rural areas.

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Policy LU 17.5

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

Policy LU 17.6

Adopt subarea plans or location-specific designations and standards for urban growth areas to guide land use and development including identification of residential, commercial, industrial, and open space and park areas. Land use districts and development standards for subareas should be consistent with GMA direction to develop compact urban areas and to retain and enhance community character and values.

Policy LU 17.7

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

Policy LU 17.8

Require that all new development in urban growth areas be served by urban services. Long-range sewer and water system plans should be developed or updated by the utility providers in cooperation with the County so that the plans are consistent with the growth projections, land use regulations, and subdivision patterns in each area.

Policy LU 17.9

Encourage new residential development in urban growth areas to include a full range of single- and multi-family housing types. New areas added to an urban growth area should permit minimum densities of 4 units per acre to support efficient public services and provide a full range of affordable housing opportunities in the future.

Policy LU 17.10

Establish open space design standards to maintain the rural character at the borders of urban growth areas. Open space areas, in the form of squares, green spaces, and parks within UGAs should be an integral part of these areas to provide settings for recreation and public gatherings, and to protect critical areas, scenic qualities, and historic features.

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Policy LU 17.11
Evaluate the storm drainage impacts of current and future development for each urban growth area and develop additional design and building standards for land development and capital projects needed to control storm water runoff and associated impacts.

Policy LU 17.12
Prepare and maintain an urban growth area management agreement in accordance with the San Juan County and Town of Friday Harbor Joint Planning Policies in Appendix 3 of this Plan.

Policy LU 17.13
Design urban growth areas to accommodate fifty percent (50%) of the twenty-year population growth projected for the island where the UGA is located. Development of urban areas should be encouraged consistent with smart growth principles. The Town, County, and utility providers should jointly explore infrastructure planning, construction and financing options for necessary capital improvements. Potential financing options include developer agreements, utility local improvement districts, grants, service area agreements, and impact fees.

Policy LU 17.14
Establish development standards for planned unit developments (PUD) in urban growth areas to more effectively accomplish the goals and policies of this Plan and allow flexibility in site planning for sites characterized by special features of geography, topography, size and shape.

Policy LU 17.15
Ensure that development standards promote actualization of the urban densities established by the Comprehensive Plan Official Maps. Require site planning for all land use designations with minimum densities so that development will not preclude possible future development at the established minimum densities. Evaluate and amend residential dimensional standards in Urban Growth Areas to assure that allowed densities are feasible.

Goal LU 18
Preserve community character in unincorporated urban growth areas.

Policy LU 18.1
Development within urban growth areas should be of a scale and intensity appropriate to the rural character of the islands, including but not limited to:

a. New buildings should be consistent with the size and height of existing buildings;

b. Large buildings, long blank walls and large expanses of concrete should be avoided;

c. Design of buildings and site layout should incorporate open spaces and scenic views;

d. The night sky should remain dark and free of light-pollution;

e. Development should be designed to minimize air pollution and untreated stormwater runoff to maintain excellent air and water quality;

f. Industrial, commercial, and other allowed nonresidential uses should be regulated to minimize their impact on neighboring residential uses and the natural environment both within the UGA and in the surrounding rural and natural resource lands; and

g. Urban growth areas are centered on walkable, commercial cores.

Policy LU 18.2
Establish street design standards for unincorporated UGAs to ensure improvements to the streetscape are consistent with community character.

Policy LU 18.3
Establish lighting standards for unincorporated UGAs that preserve the dark night sky.

Policy LU 18.4
Establish dimensional standards for new urban development that are consistent with the existing scale of development inside unincorporated UGAs.

Policy LU 18.5
Encourage infrastructure to support walking and bicycling within the unincorporated UGA commercial cores.

Policy LU 18.6
Establish standards that minimize air and water pollution by controlling stormwater runoff and emissions of air pollution.

Policy LU 18.7
Establish development standards for industrial, commercial, and nonresidential uses that minimize impacts to other surrounding land uses and the natural environment.

Policy LU 18.8

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Ensure Open Space designations are efficient in providing multi-benefit outcomes, such as wildlife habitat corridors, recreational benefits, and climate-related resiliency.

Resource Lands

Goal LU 19

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

Policy LU 19.1

Identify lands as Agricultural and Forest Resource lands on the Plan Official Maps which are not designated as Activity Centers or Rural Lands.

Policy LU 19.2

Apply site planning standards for land division activities on resource lands to ensure that agricultural and forest resource lands are conserved for long-term farm and forest uses.

Policy LU 19.3

Preserve natural resource lands for their social, economic, and environmental benefits.

- **a.** The economic benefits include but are not limited to:
    - i. employment opportunities;
    - ii. living wage jobs;
    - iii. food security; and
    - iv. a farming community.
- **b.** The environmental benefits include but are not limited to:
    - i. carbon sequestration;
    - ii. habitat connectivity
    - iii. soil health; and
    - iv. water quality.
- **c.** Social benefits include but are not limited to:
    - i. maintaining scenic landscapes; and
    - ii. access to recreation.

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Policy LU 19.4
Implement Right-to-Farm and Right-to-Forestry provisions which establish the high priority and favored use of Resource Lands for farming and forestry operations and assure that such uses will not be considered a nuisance or inconvenience to adjacent non-farm uses.

Policy LU 19.5
Continue to apply the Open Space Conservation Overlay District regulations to Agricultural Resource Lands located within the San Juan Valley.

Policy LU 19.6
Establish clearly defined Resource Lands designations which protect and conserve long-term commercially significant agricultural and forest lands, associated uses, and benefits. The designations are: Agricultural, Forest, and Mineral Resource Lands.

Agricultural Resource Lands

Goal LU 20
To ensure the conservation of agricultural resource lands of long-term commercial significance for existing and future generations and protect these lands from interference by adjacent uses which may affect the continued use of these lands for production of food and agricultural products.

Policy LU 20.1
Lands in agricultural use which are characterized by the following criteria may be designated as Agricultural Resource Lands:

- **a.** Areas in parcels of ten acres or larger with soils capable of supporting long term commercial agricultural production. The federal Natural Resources Conservation Service (NRCS) identified 34 soil types suitable for farming in San Juan County.
- **b.** The land is either currently used or has been used in the preceding ten years for agriculture.

Policy LU 20.2
Limit conversion of Agricultural Resource Lands to permanent non-farm uses through implementation of a purchase or transfer of development rights program, special tax assessment programs, conservation easements, and conservation site design options for residential land divisions and boundary line modifications.

Policy LU 20.3

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Allow cottage enterprises that do not interfere with agricultural use and allow agriculture-related activities such as processing and limited retailing facilities for locally grown products on farm sites and within agricultural areas consistent with allowances in State law for accessory uses in agricultural resource lands.

Policy LU 20.4
Limit the location of new roads and road realignments, access routes and other non-agricultural public and private facilities, to the least disruptive locations within agricultural areas.

Policy LU 20.5
Establish development standards for agricultural accessory uses, farmstands, agritourism, farm stay accommodations, and farm-based businesses that allow these uses while preventing the conversion of agricultural resource land to permanent incompatible uses.

Policy LU 20.6
Support the use of innovative technologies, procedures, and practices that protect existing land, soil, and water resources on agricultural land.

Policy LU 20.7
Support programs that promote and market locally grown and processed agricultural products.

Policy LU 20.8
Support agrisolar systems and renewable energy installations that enhance rather than diminish agricultural operations, including solar installations designed to work with livestock grazing and crop production.

Forest Resource Lands

Goal LU 21

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

Policy LU 21.1
Lands which are not characterized by urban growth, are used or capable of being used for forestry production, and determined to have long-term commercial significance based on

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WAC 365-190-060(2) and meet one or more of the following criteria may be designated Forest Resource Lands:

- **a.** Lands enrolled in the designated forest land, current-use timber land, or open space-timber tax programs;
- **b.** State trust lands managed for production of forest products;
- **c.** Lands managed for the long-term production of forest products with few non-forest related uses present;
- **d.** Areas with at least 100 contiguous acres of forest land developed at a density less than one dwelling unit per fifteen acres. Lands in public ownership can count toward the 100 contiguous acre threshold, even if they are not managed for commercial production of forest products; or
- **e.** Parcels that may not meet any of the criteria in i. through iv. above can be included to provide logical boundaries to the Forest Resource land designation and to avoid small areas of conflicting non-forestry land uses amid resource lands. Similarly, parcels that meet some or all of the criteria described in i. through iv. above can be excluded to provide logical boundaries to the Forest Resource Land designation and to avoid conflict with existing land uses.

Policy LU 21.2

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

- **a.** Improving water quality;
- **b.** Shading nearshore fish habitat to maintain appropriate stream temperatures;
- **c.** Visual screening for shoreline development; and
- **d.** Supporting natural transport of shoreline sediment.

Policy LU 21.3

Allow cottage enterprises and forest resource-based industries such as lumber processing and retailing facilities for forest products.

Goal LU 22

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To protect forest lands that provide significant ecosystem services by protecting air and water quality, reducing forest fire risks, providing access to recreational opportunities, providing carbon sequestration benefits, and improving wildlife habitat and connectivity for upland species.

Policy LU 22.1

Limit conversion of Forest Resource Lands to non-forest uses through implementation of a purchase or transfer of development rights program, special tax assessment programs, conservation easements, and/or the formulation of site design standards for residential land divisions, including standards for planned unit developments.

Policy LU 22.2

Create land use incentives to preserve large parcels and open space in forest resource lands without converting the land to permanent incompatible non-forest uses.

Policy LU 22.3

To reduce and mitigate the risk to lives and property, strongly encourage and incentivize wildfire risk-reduction practices such as:

- **a.** Vegetation management including thinning, spacing, trimming, and removing ladder fuels, and
- **b.** Creating defensible space surrounding structures that will reduce the fire-spread potential between buildings and neighboring vegetation.
- **c.** Implement building construction standards that require the use of wildfire-resistant materials to reduce community-wide wildfire risk when feasible.

Mineral Resource Lands

Goal LU 23

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

Policy LU 23.1

Upon application by a landowner, lands which are characterized by all of the following criteria may be designated as a Mineral Resource Land Overlay District (MRLO) on the Plan Official Maps:

- **a.** Have a known or potential extractable resource in commercial quantities verified by submittal of a geologic and economic report prepared by a qualified professional or

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the land has a legally established mining operation, and the County Council adopts findings that the land has commercial significance for mineral resources;

b. Current or future land use will not exceed a residential density of one dwelling unit per ten acres;

c. Are not within an Activity Center, Rural Residential, Natural or Conservancy designation or any Shoreline designation; and

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

Policy LU 23.2

Protect mineral resource lands of long-term commercial significance from incompatible land uses and land use patterns so that access to existing and potential resources is maintained. With appropriate design and performance standards land uses such as agriculture, forestry and some industries, and low-intensity residential uses (average density at least ten acres per unit), are compatible with mineral extraction and processing while other uses such as medium- to high-intensity residential uses are not.

Policy LU 23.3

Provide the highest priority protection for existing and potential sources of sand, gravel, and rock which are most likely to provide for long term production with only minimal impact on the environment by designating them under a MRLO and establish regulations to protect long-term access and use potential.

Policy LU 23.4

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

Policy LU 23.5

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

Policy LU 23.6

Develop regulations to minimize impacts and provide notifications to neighbors of mining activities and promote compliance with state and federal regulations.

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Rural Lands

Goal LU 24

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

Policy LU 24.1

Establish setback, landscaping, and open space standards to ensure that open space, the natural landscape, and vegetation predominate over the built environment.

Policy LU 24.2

Encourage the preservation of undeveloped land in rural areas.

Policy LU 24.3

Establish standards that protect fish and wildlife corridors and habitat in rural lands.

Policy LU 24.4

Prohibit sprawling, low-density development in rural lands. Establish rural densities at a maximum of one dwelling per five acres outside of Activity Centers, LAMIRD, and Master Planned Resorts, where density may be higher.

Policy LU 24.5

Ensure that any extension of services into rural lands is based on demonstrable need and is financially feasible.

Policy LU 24.6

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

Limited Areas of More Intense Rural Development

Goal LU 25

To recognize existing areas of more intense rural development, which offer diverse employment opportunities, a variety of residential densities and housing types, general

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commercial, general industrial, institutional, recreational, and community uses in a concentrated, development pattern.

Policy LU 25.1

Establish different types of activity centers, each of which has a mix of land uses with housing, businesses, and services appropriate to its character, size, and location. Identify and delineate activity centers that are Limited Areas of More Intensive Rural Development (LAMIRDs) according to RCW 36.70A.070(5)(d). Establish Master Planned Resorts according to RCW 36.70A.360 and .362.

Policy LU 25.2

Designate activity centers on the Plan Official Maps where existing or proposed uses and services meet the criteria for Activity Centers.

Policy LU 25.3

Locate new commercial, industrial, and institutional uses in activity centers, with the established patterns of development and use, to avoid incompatible land uses and the proliferation of these uses in rural areas.

Policy LU 25.4

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

- **a.** The RHMPR Plan is based on a 200-unit reduction in density from that potentially allowed under the 1979-established densities on property under Roche Harbor ownership.
- **b.** A phased planned unit development (PUD), subject to the County's PUD process, should be submitted for approval of any new development in the RHMPR planning area in any one year period, when such development exceeds 4,000 square feet of gross floor area, or for any recreational facility development.
- **c.** Each phase of the PUD should be accompanied by an environmental assessment prepared in accordance with the requirements of the State Environmental Policy Act (SEPA).
- **d.** Each phase of the PUD should include a detailed plan identifying the number of dwelling units, allowable uses, average density, percentage of open space, road access and circulation, and provisions for water, sewage, and stormwater management. The specific area descriptions identified in the Addendum to the modified RHMPR Activity Center Plan should be used to guide phases of the PUD. A master plan for all sanitary sewer and stormwater disposal systems should be

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provided by the developer for all areas included in the RHMPR and in the Westcott Bay drainage basin, exclusive of those areas in the Rural Farm-Forest designation, prior to implementation of any phase of development.

e. At least one public meeting should be held in the Roche Harbor area prior to approval of PUD phases. Such meetings should provide opportunity for public review and comment on proposed phase plans.

Policy LU 25.5

Consider the local knowledge, experience, and preferences of community residents when establishing the type, size, character, and boundaries of an LAMIRD/activity center, deciding appropriate uses and their location, determining community infrastructure requirements, and establishing standards and design guidelines to protect and retain important features which the community values.

Policy LU 25.6

Adopt subarea plans or location specific designations and standards for village, hamlet and island center activity centers as needed to guide land use and development. Land use districts and development standards for activity centers should be compatible with existing development patterns and community character, including rural aspects. Critical areas within activity centers should be protected, preserved, and enhanced. Residential, commercial and industrial areas should be identified in each activity center, if appropriate, and specific development standards adopted for these areas.

Policy LU 25.7

Require new development in activity centers to be served by public or private community water and sewage treatment systems. System operators should be responsible for maintaining an up-to-date status of their systems including capacity and numbers of existing connections and commitments to service. For sewage treatment systems and Group A water systems in activity centers long-range sewer and water system plans should be developed or updated by the utility providers in cooperation with the County so that the plans are consistent with the growth projections, land use regulations, and subdivision patterns in each area. Service by such facilities in residential activity centers may be conditioned specifically for the individual area or portions thereof.

Policy LU 25.8

Locate mixed-uses, high-density residential uses, commercial, industrial, and public uses within activity centers where adequate facilities, services, utilities and improvements exist or are planned to support the level and type of development identified, as appropriate to the existing levels and patterns of development, and the established range of uses.

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Policy LU 25.9

Allow a full range of single- and multi-family housing types and density bonuses in activity centers, except Island Centers and Master Planned Resort activity centers to achieve affordable housing goals. New residential development should be prohibited in Island Centers except as an accessory to commercial or industrial use. New residential development may take place in Master Planned Resort activity centers, but only if it is integrated into and supports the on-site recreational nature of the resort, as determined at the time of Master Plan approval.

Policy LU 25.10

Establish open space design standards to maintain the rural character in and around activity centers.

Policy LU 25.11

Require that open space areas, in the form of squares, green spaces, and parks within activity centers, be an integral part of these activity centers and provide settings for recreation and public gatherings, and protect critical areas, wildlife habitat corridors, scenic qualities, and historic features.

Policy LU 25.12

Require storm drainage in the design of land development projects to control storm water runoff and erosion.

Policy LU 25.13

Establish development standards for Master Planned Resort activity centers to ensure that development is compatible with surrounding land uses and that adequate facilities and services are available for the planned level of development. Development standards should address, at a minimum, the following:

- **a.** Aesthetic, visual and environmental considerations in order to provide appropriate siting of buildings and amenities to incorporate and retain, as much as feasible, significant on-site natural, historic, and other important features;
- **b.** Location and design of improvements and activities in such a manner to avoid or minimize adverse effects of the resort on surrounding lands;
- **c.** Water quantity and quality, including stormwater management;
- **d.** Location specific standards to retain and enhance resort character;
- **e.** Protection of critical areas; and

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f. Concurrency requirements for impacts on transportation facilities and other capital facilities and services.

Policy LU 25.14

Establish development standards for Planned Unit Developments (PUD) in activity centers (where appropriate and practical, given existing development patterns, potential project sizes, available supportive services, terrain, etc.) to more effectively accomplish the goals and policies of this Plan and allow flexibility in site planning for sites characterized by special features of geography, topography, size and shape. PUD standards should include provisions for a mixture of housing types and residential densities, and preservation of open space and natural features, as well as concurrency requirements to address impacts on transportation and other capital facilities and services.

Rural Land Use Designations

Goal LU 26

To maintain and enhance the rural character of the County. Rural lands are intended to retain the agricultural, pastoral, forested, and natural landscape qualities of the islands while providing people with appropriate essential public facilities and choices of living environments at lower densities or use intensities than those in UGAs or LAMIRDs.

Policy LU 26.1

Identify as Rural lands on the Plan Official Maps all those which are not within UGAs or designated as Resource Lands.

Policy LU 26.2

Adopt performance standards for clearing and grading on Rural lands to minimize the potential adverse impacts of these activities on forested lands, soils, surface water quality and quantity, groundwater recharge, fish and wildlife habitat and scenic resources. Grading to construct ponds and reservoirs should be located a safe distance from roads, maintain in-stream flows of natural drainage courses, and protect adjacent property from damage.

Policy LU 26.3

Establish development standards for Planned Unit Developments (PUD) in rural areas to more effectively accomplish the goals and policies of this Plan and allow flexibility in site planning for sites characterized by special features of geography, topography, size and shape. PUD standards should include provisions for a mixture of housing types at rural densities, and preservation of open space and natural features.

Policy LU 26.4

Implement Right-to-Farm and Right to Forestry provisions which establish the high priority and favored use of Rural Lands, except Rural Residential areas, for farming and forestry activities and assure that such uses will not be considered a nuisance or inconvenience to adjacent non-farm and non-forestry uses.

Policy LU 26.5

Consider the scope and scale of proposals for the alteration, modification, or expansion of existing camps and existing small resorts. Changes that would expand the scope of services (e.g., adding meal service or new recreational facilities, or adding new convention, hotel or marina facilities), increase the scale of facilities, or add on-site residential housing, should require discretionary use or conditional use permits. Allow expansion of existing uses that conform to the current scope and scale subject to reasonable performance standards to ensure that such uses have minimal adverse impacts on surrounding uses.

Policy LU 26.6

Allow the alteration, intensification, and expansion of existing gravel pits subject to reasonable performance standards to ensure that alteration, intensification, and expansion of such uses have minimal adverse impacts on surrounding uses. If increased off-site impacts (noise, vibration, dust, traffic) would result from expansion or modification, a conditional use permit should be required. Modification to include a new use or operation (e.g., an asphalt plant or a rock crusher) should be a conditional use and be limited to areas where residential densities are planned at five acres or more per unit.

Policy LU 26.7

Prohibit the alteration and expansion of existing airstrips and airfields that would result in increased aircraft activity, conflict with the purpose of the applicable land use district or cause increased adverse impacts to surrounding areas. Allow minor, low-impact changes subject to reasonable performance standards to ensure that such uses have minimal adverse impacts on surrounding uses. Alteration and expansion of existing airports should be subject to a conditional use permit.

Policy LU 26.8

Consider the total impact of the non-conforming uses as well as the added impact of the incremental changes, and the consistency of the changes with the applicable land-use designation when evaluating proposals for the alteration, modification, or expansion of non-conforming uses.

Policy LU 26.9

Establish clearly defined Rural land use designations which promote and preserve the rural character of the islands while meeting the varied needs of island residents. The designations are: Rural General Use, Rural Farm Forest, Rural Residential, Rural Industrial, and Rural Commercial, all of which require the retention of open space and the protection of critical areas to predominate over the built environment.

Rural General Use

Goal LU 27

To provide flexibility for a variety of small-scale, low impact uses, including essential public facilities, to locate on rural lands.

Policy LU 27.1

Areas which are characterized by the following criteria may be designated as Rural General Use on the Plan Official Maps:

- **a.** There is an existing mix of residential development, scattered single family residences, small farms, forestry activities, resource-based commercial and industrial uses, cottage enterprises, rural commercial and rural industrial uses;
- **b.** Parcels are generally five to twenty acres in size; and
- **c.** Soils are marginal or unsuitable for intensive commercial agriculture or forestry uses.

Policy LU 27.2

Allow resource-based industrial and commercial activities, rural commercial, rural industrial, and cottage enterprise uses on rural lands, provide for essential public facilities, and establish performance standards to minimize adverse environmental and visual impacts.

> *Performance standards should address access, circulation, building height and bulk, lighting, screening, signage, noise, odor, vibration, spray, smoke, water quality, waste disposal, and storm drainage control.*

Policy LU 27.3

Allowable uses should be compatible with rural character and should not result in an unmanageable increase in demand on existing rural governmental services and facilities, utilities, community water systems, sewage disposal systems, and County roads.

Rural Farm-Forest

Goal LU 28

To provide for rural living opportunities which are compatible with small-scale farming and forestry activities.

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Policy LU 28.1

Areas which are characterized by the following criteria may be designated as Rural Farm-Forest lands on the Plan Official Maps:

- **a.** The predominant land use is farming and forestry mixed with residential development;
- **b.** Parcels are generally five or more acres in size; and
- **c.** Soils are suitable for small-scale agricultural or forestry uses.

Policy LU 28.2

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

Policy LU 28.3

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

Policy LU 28.4

Establish development standards that allow for farm stay accommodations as an accessory enterprise on commercial farms.

Policy LU 28.5

Allow farm labor housing and accommodations subject to applicable performance standards on working commercial farms.

Rural Residential

Goal LU 29

To protect the predominantly residential character of some rural areas and provide for a variety of residential living opportunities at rural densities.

Policy LU 29.1

Areas which are characterized by the following criteria may be designated as Rural Residential on the Plan Official Maps:

- **a.** There are existing small acreage platted areas generally with private covenants and restrictions, and some exclusively residential developments are expected to continue to occur; and
- **b.** Parcels are generally two to five acres in size, and may also include areas with lots less than two acres in size.

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Policy LU 29.2
Guide the site design of new residential land divisions to retain rural character and minimize the demand for and cost of public facilities and services.

Policy LU 29.3
Prohibit cottage enterprises and commercial and industrial uses, other than home occupations and uses of comparable impact on residential use.

Policy LU 29.4
Community facilities such as fire stations, club houses, and associated recreational amenities should be allowed in Rural Residential areas to serve these residential communities.

Rural Industrial

Goal LRU-30
To provide areas for rural oriented industrial uses and essential public facilities which are not generally compatible with activity center land uses, which are consistent with rural character and development, and which can be served by rural governmental services.

Policy LRU-30.1
Areas which are characterized by the following criteria may be designated as Rural Industrial on the Plan Official Maps:

- **a.** Lands with an existing or historical commitment to rural industrial uses or which are to be used for essential public facilities;
- **b.** Lands with direct access to a public roadway;
- **c.** Lands where on-site physical features or design elements can be used to protect surrounding lands from negative impacts; and
- **d.** Areas with parcels sizes large enough to accommodate a proposed essential public facility, expansion of existing uses or serve several new uses in a concentrated area.

Policy LU 30.2
Rural industrial uses should be limited to those which are most appropriately located in the rural environment because of incompatibility with intensive, mixed use development patterns characteristic of activity centers. Such uses include, but are not limited to, storage yards, lumber mills, wood craft manufacturing, gas storage facilities, cement batch plants, and essential public facilities.

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Policy LU 30.3

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

Policy LU 30.4

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

Rural Commercial

Goal LU 31

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

Policy LU 31.1

Areas which are characterized by the following criteria may be designated as Rural Commercial on the Plan Official Maps:

- **a.** Lands with an existing or historical commitment to rural commercial uses;
- **b.** Lands with direct access to a public roadway; and
- **c.** Lands where on-site physical features and/or parcel size can be used to protect surrounding rural land uses from negative impacts.

Policy LU 31.2

Limit rural commercial uses to those which are most appropriately located in and are compatible with the rural environment. Such uses include, but are not limited to, veterinary clinics, nurseries, animal boarding facilities, feed stores, and some small-scale hospitality commercial uses such as country inns and restaurants.

Policy LU 31.3

Prohibit new residential development (except where accessory to commercial or industrial use) within rural commercial areas.

Policy LU 31.4

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

Special Districts

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

Conservancy

Goal LU 32

To protect, conserve, and manage existing natural conditions, critical areas and natural resources, and valuable historic, scenic, educational, or scientific research areas for the benefit of existing and future generations without precluding compatible human uses.

Policy LU 32.1

Areas which are characterized by one or both of the following criteria may be designated as Conservancy on the Plan Official Maps:

a. Areas possessing valuable natural features or resources which will tolerate only minimal disturbance of the existing terrestrial or freshwater environments; or

b. Areas possessing scenic, historical, or recreational qualities of considerable local, regional, state or national significance which would be adversely affected by extensive modification or intensive use.

Policy LU 32.2

In Conservancy areas, allow the reclamation, rehabilitation, and where possible, the enhancement of scenic, unusual, and fragile areas and natural resources.

Policy LU 32.3

Ensure that the location and design of all development within Conservancy areas will avoid adverse impacts on the natural features or resources of the site and ensure no net loss of critical area values and functions and net ecological gain if feasible.

Policy LU 32.4

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Allow uses and activities which promote environmental conservation and provide environmental education opportunities in Conservancy areas.

Policy LU 32.5

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

Natural

Goal LU 33

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

Policy LU 33.1

Designate lands as Natural only upon request of the landowner.

Policy LU 33.2

Designate as Natural only those areas which are characterized by the presence of intact indigenous ecosystems or rare or unusual indigenous plant or animal species which are relatively intolerant of human use.

Policy LU 33.3

Prohibit uses and activities in Natural areas which would encroach upon and disrupt rare plant and animal species and ecosystems.

Policy LU 33.4

Prohibit land divisions for residential development in Natural areas.

Policy LU 33.5

Prohibit cottage enterprises and all commercial and industrial uses in Natural areas.

Policy LU 33.6

Allow uses and activities which promote preservation of the ecosystem and provide environmental education opportunities in Natural areas.

Overlay Districts

Provided below are goals and policies that supplement those above for certain land areas and uses which warrant specific recognition and management. Except as otherwise provided in this Section, the provisions of an Overlay District shall prevail over any

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conflicting provisions of this Plan or plans adopted for urban growth areas, activity centers, or subareas. All other provisions of this Plan shall retain full effect within the Overlay District. The following types of Overlay Districts are established in this Plan: Critical Areas, Open Space Conservation, Airport Overlay, Watershed Management, and San Juan County Fairgrounds.

Critical Areas

Goal LU 34

Establish critical area requirements that are balanced while ensuring no net loss of ecological functions and values.

Policy LU 34.1

Protect the functions and values of Critical Areas, giving special consideration to anadromous fish.

Policy LU 34.2

Protect the habitats of all terrestrial and aquatic species found in the Islands.

Policy LU 34.3

Allow for use of property to the greatest extent possible while preserving the functions and values of the natural environment and safeguarding the public from hazards to health and safety.

Policy LU 34.4

Establish funding mechanisms to support Critical Area protection programs including funding for voluntary measures such as education, technical assistance, and cost share programs.

Policy LU 34.5

In conformance with the GMA in designating and protecting critical areas establish regulations that protect critical areas, based on the best available science.

Policy LU 34.6

Adopt policies and regulations to protect functions and values of critical areas. Maintain and update a critical areas ordinance that incorporates climate change considerations.

Policy LU 34.7

Develop voluntary and incentive-based programs to protect the overall functions and values of critical areas and other natural resources. Voluntary actions may include

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education, technical assistance, water conservation, stewardship programs, implementation of best management practices, and restoration activities.

Policy LU 34.8
Manage and mitigate the impacts of land use and development on critical areas by ensuring the mitigation sequence is followed. Prioritize on-site mitigation to the greatest extent possible when applicable.

Policy LU 34.9
When developing critical area regulations, consider ensuring regulations and programs fit together with regional, state, and federal programs directed to the same environmental, health, safety, and welfare ends.

Policy LU 34.10
Adopt protection standards that vary based on site characteristics to the extent possible.

Policy LU 34.11
Implement the provisions of adopted Salmon Recovery and Marine Area Stewardship Plans, giving special consideration to anadromous fish.

Policy LU 34.12
Monitor and enforce permit requirements and Best Management Practices designed to protect critical areas.

Policy LU 34.13
Control or eradicate invasive and/or noxious weeds in conformance with RCW 17.10.

Policy LU 34.14
Allow reasonable use exceptions and nonconforming uses when compliant with all other applicable policies and regulations.

Policy LU 34.15
Maintain participation in the Washington State Voluntary Stewardship Program to support an incentive-based approach to managing agricultural activities in critical areas.

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Geologically Hazardous Areas

Goal LU 35.1

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

Policy LU 35.1

Designate geologically hazardous areas in accordance with WAC 365-190-120.

Policy LU 35.2

Designate and classify areas on which development should be prohibited, restricted, or otherwise controlled because of danger from geological hazards.

Policy LU 35.3

Require that significant geological impacts resulting from development are either mitigated or avoided within geologically hazardous areas.

Policy LU 35.4

Avoid locating essential public facilities such as hospitals and emergency response operations in geologically hazardous areas.

Frequently Flooded Areas

Goal LU 36

To protect the public health, safety, and general welfare, and to minimize public and private losses due to flood conditions in special flood hazard areas.

Policy LU 36.1

Designate and protect the 100-year area of special flood hazard as defined and mapped by the Federal Emergency Management Agency.

Policy LU 36.2

Prevent or mitigate the impacts of development which may result in hazards to persons or property, or harm to hydrologic functions through compliance with applicable building codes, and Titles 15 and 18 of the San Juan County Code.

Policy LU 36.3

Minimize expenditures of public money for costly flood control projects and minimize the need for rescue and relief efforts associated with flooding.

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Critical Aquifer Recharge Areas

Goal LU 37

Protect the quality and quantity of groundwater.

Policy LU 37.1

Designate the entirety of San Juan County as a critical aquifer recharge area and implement protections to ensure the preservation of water quality, retention, and storage.

Policy LU 37.2

Within critical aquifer recharge areas, regulate those uses which could potentially have a significant negative impact on ground water quality and/or quantity.

> *Such uses include, but are not limited to, underground hazardous materials storage tanks, facilities which use or store significant amounts of hazardous materials or wastes, large on-site sewage disposal systems, petroleum pipelines, landfills, and surface mining operations.*

Wetlands

Goal LU 38

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

Policy LU 38.1

Designate, classify, and regulate wetlands based on wetland functions and values consistent with the most recent State guidance.

Policy LU 38.2

Establish standards for wetland protection including use limitations and buffers based on the classification of the wetland and the potential impact of a proposed use on the wetland.

Policy LU 38.3

Establish a mitigation sequence which includes, in order of priority, avoiding, minimizing or compensating for adverse impacts to regulated wetlands and/or their buffers.

Policy LU 38.4

Define wetlands consistent with RCW 36.70A.030(48).

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Policy LU 38.5

Delineate wetlands using the definitions and methods prescribed in the 1987 U.S. Army Corps of Engineers "Corps of Engineers Wetlands Delineation Manual," Technical Report Y-87-1 and rate them according to the Washington State Wetland Rating System for Western Washington (Department of Ecology, 2014, version 2.0 (Ecology publication #23-06-009), or as amended).

Policy LU 38.6

Establish regulations for compatible agricultural uses of wetlands and their buffers and support implementation of the Voluntary Stewardship Program.

Fish and Wildlife Habitat Conservation Areas

Goal LU 39

To protect the functions and values of fish and wildlife habitat conservation areas.

Policy LU 39.1

Protect and restore habitat for fish and wildlife species listed as endangered, threatened or sensitive.

Policy LU 39.2

Designate and classify fish and wildlife habitat conservation areas in accordance with WAC 365-190-130 based on type, State or Federal status, association with priority species, or species of local concern.

Policy LU 39.3

Establish standards including buffers, timing restrictions, and site-specific habitat management plans based on the classification of the habitat area and the potential impact of a proposed use on the affected habitat.

Policy LU 39.4

Use the Washington Department of Natural Resources stream typing system established in WAC 222-16-030, or as amended.

Policy LU 39.5

Establish clearing, grading, and stormwater management regulations that protect water quality, water quantity, and fish and wildlife habitat from short term and long term impacts of land use and development.

Policy LU 39.6

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Adopt regulations prohibiting the blockage of fish passage in F type streams.

Policy LU 39.7
Utilize WDFW's best available science in relation to protecting the ecological values and functions of riparian areas to ensure no net loss requirements are met.

Open Space Conservation

Goal LU 40
To protect those significant open spaces and vistas which substantially contribute to the rural character of the County.

Policy LU 40.1
Identify open space resources of high and very high conservation priority and establish an Open Space Conservation Overlay District for these areas. Seek opportunities to work with property owners to prepare conservation plans for development in these areas upon designation of an Open Space Conservation Overlay District.

> *High and Very High conservation priority areas are preliminarily identified on maps in the Open Space and Conservation Plan.*
>
> *Consider applying the Open Space Conservation District Overlay to those lands that are within landscape units which are rated in the Open Space and Conservation Plan and which have a score of 35 and above.*

Policy LU 40.2
Develop site planning standards for Open Space Conservation Overlay District areas specific to the type of open space resource and its particular sensitivity to land alteration.

Airport Overlay District

Goal LU 41
To protect the public health, safety, and welfare, to recognize those areas devoted to aviation uses and provide areas for those activities supporting or dependent upon aircraft or air transportation, when such activities benefit from a location within or immediately adjacent to a public airport, and to promote compatibility between airport uses and land uses and activities in the airport vicinity and environs.

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Policy LU 41.1

Apply the Airport Overlay District designation to publicly owned airports, and accessory uses. The boundaries of an airport overlay district may not necessarily coincide with those of a port district.

Policy LU 41.2

Designate FAA Airspace Zones within the Airport Overlay Districts and establish development standards and regulations for the lands underlying FAA imaginary surfaces including but not limited to, standards for location, design, operations, clearances, marking and lighting, buffering, landscaping, and noise abatement.

> *Airport Overlay District development standards should be based on Federal Aviation Administration advisory circulars regarding "Model Airport Hazard Zoning" and FAA regulations regarding "Objects Affecting Navigable Airspace" as they may be amended.*

Policy LU 41.3

Designate Aircraft Accident Safety Zones within the Airport Overlay Districts and establish development standards and regulations for allowable uses, residential densities, open space, and noise to address safety issues and avoid the location of potentially incompatible uses in the airport environs.

Policy LU 41.4

Apply the more restrictive regulations if there is any conflict between regulations of an Airport Overlay District and regulations of an underlying designation.

Watershed Management

Goal LU 42

To protect surface and ground water quality and quantity used for drinking water, and necessary to support marine areas sensitive to land use and development activities.

Policy LU 42.1

Identify surface water bodies and groundwater recharge areas used for public drinking water supplies and, if appropriate, establish a watershed management overlay designed to address the particular water quality and quantity needs for the selected areas.

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Policy LU 42.2

Identify critical marine habitat areas, including but not limited to commercial and recreational shellfish areas, and establish watershed management overlays for them that, in addition to shoreline management provide sufficient protection from the impacts of upland uses and developments to maintain their habitat quality.

Policy LU 42.4

Use a watershed-based approach for managing water, aquatic ecosystems, and other natural resources when feasible.

San Juan County Fairgrounds

Goal LU 43

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

Policy LU 43.1

The Fairgrounds Overlay District is to allow land uses and developments at the fairgrounds property on San Juan Island in a manner which may not be otherwise allowed by the underlying land use district, so that the San Juan County Fairgrounds may continue to serve the county-wide community over the long term, in its present capacities and in the accommodation of future uses consistent with it continued management for public-service purposes.

Policy LU 43.2

Capital planning for fairgrounds facilities should be conducted in concert with the county capital budget cycles. A master plan for the fairgrounds should be maintained by the San Juan County Fair Board, updated at least every six years, and submitted with each annual-year review cycle to the County Council for approval with the six-year capital budget.

Policy LU 43.3

The Planning Commission and the County Council shall review the development regulations applicable to the Fairgrounds Overlay District, including the list of allowable uses within the overlay district at least as frequently as the required comprehensive plan updates pursuant to the GMA. The purpose of this review is to identify and adopt any appropriate modifications based on public comment from fairground neighbors or significant changes in the environment adjacent to the overlay district.

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Subarea Plans

Goal LU 44

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

Policy LU 44.1

Require that subarea plans be consistent with, and more specific than, the goals and policies of this Plan and consistent with State law.

Policy LU 44.2

Allow Subarea plans to be developed to address unique circumstances and achieve specific goals which cannot be accomplished through or by amendment of the goals and policies of this Plan and associated regulations. Subarea plans for village activity centers may include rural and special district lands adjacent to their boundaries.

Policy LU 44.3

Allow subarea plan proposals to be initiated by public or private groups, agencies, or individuals. Subarea plans should be presented initially as a general concept so as to allow full opportunity for public and agency participation in subarea plan development. Fairness, openness, and full citizen participation shall be paramount in all subarea planning procedures and processes.

Policy LU 44.4

Include the following in subarea plan proposals: Statement of Purpose; Description of Citizen Participation Process; Description and Character of the area; and the Vision or Goal to be achieved by the subarea plan.

Policy LU 44.5

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Ensure that subarea plan proposals are preliminarily evaluated by the Planning Department and reviewed by the Planning Commission prior to authorization by the County Council for inclusion in Planning Department work programs.

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3

SHORELINE MASTER PROGRAM

COMPREHENSIVE PLAN

SECTION B, ELEMENT 3

SHORELINE MASTER PROGRAM

(Goals and Policies)

September 19, 2017

"Our islands have exceptional natural beauty and healthy diverse ecosystems surrounded by pollution-free marine waters. . . . As careful stewards of these islands, we conserve resources, preserve open space, and take appropriate action to assure healthy land and marine environments. . . . The unique character of our shorelines is protected by encouraging uses which maintain or enhance the quality of the shoreline environment."

ELEMENT 3
SHORELINE MASTER PROGRAM
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3.1 INTRODUCTION

This Shoreline Master Program (SMP) provides goals and policies additional to those of other sections of this Comprehensive Plan. It applies to all shorelines of the state, which include; freshwater lakes 20 acres or larger; Briggs Dream, Sportsman, Trout, Zylstra, Mountain, Martin (Diamond), Cascade, Hummel, Spencer and Horseshoe, Woods reservoir, all marine water areas, and the area 200 feet landward from the Ordinary High Water Mark (OHWM). It is the intent of this SMP to implement the Shoreline Management Act (SMA)(RCW 90.58), by managing the use and development of the shoreline jurisdiction of San Juan County, giving preference to water-dependent and water-related uses and encouraging shoreline development and use to occur in harmony with natural conditions. Uses that result in long-term over short-term benefits are preferred.

This element is composed of five sections: 1) an introduction; 2) overall goals and policies, which are the foundation of the SMP and set the priorities and tone of the whole element; 3) the shoreline designations section, which identifies and characterizes different shoreline designations; 4) policies that apply to specific uses of the shoreline; and, 5) shoreline modification policies, which applies to structural and non-structural modification activities on the shoreline.

Per Revised Code of Washington (RCW) 36.70A.480, the goals and policies of the Shoreline Management Act (SMA) as set forth in RCW 90.58.020 are included as one of the goals of this chapter as set forth in RCW 36.70A.020 without creating an order of priority among the fourteen combined goals of Growth Management Act and SMA.

3.1.A Relationship of this Element to the Unified Development Code

The shoreline regulations which implement the goals and policies of this element are contained in Chapter 18.50 of the Unified Development Code (UDC). Chapter 18.50 SJCC is essentially Part 2 of the County's SMP with this element of the Comprehensive Plan being Part 1. Except where otherwise stated, the SMP applicability is coterminous with areas shown on the San Juan County Comprehensive Plan Land Use and SMP Map.

3.2 OVERALL GOALS AND POLICIES

This section addresses eleven (11) general subjects: Shoreline Use; Economic Development; Critical Areas; Public Access; Clearing, Grading and Vegetation Management; Prevention and Mitigation of Adverse Impacts; Historic and Archaeological Resources; Shorelines of Statewide Significance; Signs; Flood Hazard Reduction and Administration.

3.2.A Shoreline Use

Goal:

To assure protection of the unique character of San Juan County with its many islands while providing for uses of the shorelines which do not needlessly diminish the quality of the shoreline environment by reserving shoreline areas for water-oriented uses and discouraging non-water-oriented uses other than single-family residential uses, and to assure the optimum opportunity for participation by County residents in the decision making processes that may affect that character.

Policies:

1. Foster uses which protect the potential long-term benefits to the public against compromise for reasons of short-term economic gain or convenience.
2. Allow only uses which would not adversely alter the shoreline, or conflict with or preempt water-dependent uses.
3. Accommodate preferred shoreline uses (water-dependent, water-related, and water-enjoyment uses and single-family residential uses) while protecting and preserving shoreline resources and avoiding hazardous or critical areas without significant economic impact.

4. Encourage studies of shoreline systems in order to provide a continuously updated information base against which the impact of any proposed shoreline use can be measured.
5. Restrict over-water development to those uses which are water-dependent.
6. Recognize the unique suitability of certain areas to accommodate preferred shoreline uses such as marinas, docks, deep water ports, boat ramps, barge landing sites, and log dumps.
7. Ensure all shoreline uses conform to the applicable policies of this SMP and to the goals and policies of other elements in the Comprehensive Plan.
8. Ensure the location, design and operation of all developments are consistent with the purpose of the shoreline designation in which they are allowed.
9. Ensure that the location, density, configuration, setback, and other aspects of all shoreline developments are appropriate to the site and vicinity and respond to the physical limitations of the site.
10. Encourage redevelopment and renewal of obsolete urban shoreline development or structures in order to make maximum use of the available shoreline resource and to accommodate future water-dependent uses.

3.2.B Economic Development

Goals:

1. To acknowledge the critical importance of a balanced and diversified local economy for the long range well-being of the island communities and to allow those economic activities that enhance the physical and social qualities of island life which result in the least possible adverse effects to the shoreline ecological functions and surrounding environment.
2. To promote the long term economic viability of the County by protecting its unique rural character, scenery and ecology.
3. To encourage the development of new marine facilities and to support expansion of existing marine facilities.

Policies:

1. Locate commercial and industrial shoreline uses in and/or near already established commercial and industrial areas and prevent the random scattering of such uses and the premature location of such uses in undeveloped areas.
2. Restrict commercial and industrial development on the shorelines to developments and activities which are compatible with the natural systems of the County and its surrounding water resources.
3. Require that development and use of public lands conforms to the same limitations and standards imposed on development and use of private lands.
4. Require anyone who seeks to establish a commercial or industrial activity within any shoreline area to bear the burden of demonstrating that the activity is water-dependent or water-related and that upland areas are not feasible for the proposed use.
5. Prohibit the installation of underwater cross-Sound oil and natural gas pipelines and on-shore or over-water facilities for the refining of oil and natural gas.
6. Provide for commercial and industrial activities within activity centers that are consistent with the underlying and adjacent land-use designations and with the policies of the Shoreline Management Act.

3.2.C Critical Areas

Critical areas are areas within San Juan County that are important to the healthy function of natural ecosystems, as well as areas that can be hazardous to people and their property. Critical areas include wetlands, fish and wildlife habitat conservation areas, critical aquifer recharge areas, geologically hazardous areas, and frequently flooded areas. In the shoreline, critical areas also include critical saltwater habitats (all kelp beds, eelgrass beds, spawning and holding areas for forage fish such as herring, smelt and sandlance; subsistence, commercial, and recreational shellfish beds; mudflats; intertidal habitats with vascular plants; as well as all areas and habitats where priority species have a primary association).

WAC 173-26-186 (8)(b) directs the County to identify, protect and ensure that there will be no net loss of ecological functions of shoreline critical areas:

Goals:

1. Protect the functions of shoreline critical areas, giving special consideration to anadromous (migratory) fish.
2. Protect shoreline critical area functions while allowing for the use of property to the greatest extent possible.
3. Establish shoreline critical area requirements that are balanced and related to impacts.
4. Establish funding mechanisms to support shoreline critical area protection programs including funding for voluntary measures such as education, technical assistance, and cost share programs.
5. Protect the quality and quantity of groundwater.

Policies:

1. To the extent possible, protect areas with unique and/or fragile geological or biological characteristics, from incompatible physical public access (*e.g.*, wetlands, dunes, unstable bluffs, shoregrass, etc.).
2. Encourage the restoration of shorelines degraded by manmade causes or for the purpose of habitat enhancement. Restoration actions should use, where appropriate, techniques to arrest the processes of erosion and sedimentation.
3. Adopt policies and regulations that are designed to protect functions of all geologically-hazardous, frequently flooded, critical aquifer recharge, wetlands, fish and wildlife habitat conservation and critical saltwater habitat areas.
4. Develop voluntary and incentive-based programs to protect the overall functions of critical areas. Voluntary actions may include education, technical assistance, water conservation, stewardship programs, implementation of best management practices, and restoration activities. One purpose of these programs is to mitigate impacts resulting from authorized exemptions and exceptions.
5. Manage and mitigate the impacts of land use and development onsite when possible.
6. Review Land Bank and other properties for potential mitigation bank development opportunities. The review should be sufficiently detailed to identify projects, estimated costs and shoreline ecological function credit metrics.
7. To the extent possible, adopt flexible protection standards that vary based on site characteristics.
8. Encourage the installation of water catchment systems.
9. Implement applicable provisions of adopted Salmon Recovery and Marine Area Stewardship Plans. giving special consideration to anadromous fish.
10. Include provisions for shoreline variances and nonconforming uses in any regulations.
11. Regulate those uses that could potentially have a negative impact on groundwater quality.

3.2.C.i Critical aquifer recharge areas.

Goal:

Protect the quality and quantity of groundwater.

Policies:

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

3.2.C.ii Fish and wildlife habitat conservation areas.

Goals:

1. To protect the ecological functions of fish and wildlife habitat conservation areas including critical saltwater habitats.
2. Within and adjacent to areas of special flood hazard, protect and restore habitat for salmon listed as endangered, threatened or sensitive.

Policies:

1. Designate and classify fish and wildlife habitat conservation areas in accordance with WAC 173-26-221(2) and WAC 365- 190-130 based on type, State or Federal status, association with priority species, or species of local concern.
2. Establish standards including buffers, timing restrictions, and site specific habitat management plans based on the classification of the habitat area and the potential impact of a proposed use on the affected habitat.
3. Use the Washington Department of Natural Resources stream typing system.
4. Update clearing, grading and stormwater management regulations that protect water quality, water quantity, and fish and wildlife habitat from short term and long term impacts of land use and development.

3.2.C.iii Frequently flooded areas.

Goal:

Protect the public health, safety, and general welfare, and minimize public and private losses due to flooding.

Policies:

1. Protect the important hydrologic role of frequently flooded areas by designating those areas subject to frequent flooding or coastal inundation as special flood hazards. At a minimum, designate and protect the 100-year area of special flood hazard as defined and mapped by the Federal Emergency Management Agency.
2. Prevent or mitigate the impacts of development which may result in hazards to persons or property, or harm to hydrologic functions.
3. Minimize expenditures of public money for costly flood control projects and minimize the need for rescue and relief efforts associated with flooding.

3.2.C.iv Geologically hazardous areas.

Goal:

Protect the public health, safety and welfare from threats from incompatible commercial, residential, institutional or industrial development sited in geologically hazardous areas.

Policies:

1. Designate geologically hazardous areas in accordance with WAC 365-190-080(4) using maps and performance standards.
2. Designate and classify areas on which development should be prohibited, restricted, or otherwise controlled because of danger from geological hazards based on the level of hazard or risk.
3. Require that significant geological impacts resulting from development are either mitigated or avoided within geologically hazardous areas.

3.2.C.v Wetlands.

Goal:

Protect wetlands from a net loss in functions and values.

Policies:

1. Designate, classify, and regulate wetlands based on wetland functions and values.
2. Establish standards for wetland protection including use limitations and buffers based on the classification of the wetland and the potential impact of a proposed use on the wetland.
3. Establish a mitigation sequence which includes, in order of priority, avoiding, minimizing or compensating for adverse impacts to regulated wetlands and/or their buffers.
4. Delineate wetlands consistent with SJCC Chapter 18.35 and any other applicable State and Federal standards.
5. Establish methodologies which provide for compatible agricultural use of wetlands and their buffers.

3.2.D Public Access

Goals:

1. To assure safe, convenient and diversified access for the public along public shorelines, and to assure that the intrusions created by public access will not endanger the quality of life or property of island residents, or have adverse effects on fragile ecological functions of the shoreline's natural features.
2. Where appropriate, utilize public access plans developed and adopted through a subarea planning process.

Policies:

1. Provide, protect and enhance opportunities for the public to enjoy the shoreline by acquisition through purchase, donation, or other agreement, or by requiring the provision of physical or visual access from uplands to the water. Use public access in a manner consistent with the natural shoreline character, private property rights, and public safety.
2. Encourage public agencies to provide public access.
3. Recognize the natural limitations and characteristics of each island and consider resident preferences in determining public access routes and areas on each island.

4. Utilize the public access plan for Eastsound, consistent with the Eastsound Subarea Plan, that was developed by the County in cooperation with waterfront property owners and was adopted as part of this Master Program for the Village Commercial waterfront.
5. Provide overland public access only to those public tidelands which abut publicly owned uplands, or where the public tidelands are separated from the private uplands by some natural barrier. Water access to public tidelands should be protected.
6. Public access to public shorelines should be appropriately marked. There should be a physical separation or other means of clearly delineating public and private space in order to avoid unnecessary user conflict.
7. Design public access to provide for public safety and require buffers between public access areas and adjacent private property to minimize potential negative impacts to private property and individual privacy.
8. Preserve, maintain, and enhance the scenic qualities and public access afforded by shoreline ~~c~~ County road ends, public utilities and rights-of-way.
9. Develop guidelines for the preservation and/or enhancement of scenic views and vistas.
10. Promote and develop ADA compliant public access.
11. Promote the use of County road ends to provide public access to the shoreline and to enhance the use of marine facilities.

3.2.E Clearing, Grading and Vegetation Management

Goal:

To advance the policies of the SMA, protect shoreline ecological functions, provide a framework for responsible shoreline development, and regulate clearing and grading activities that impact~~s~~ shoreline resources.

Policies:

1. Limit clearing and grading to the minimum necessary to accommodate shoreline development and minimize adverse impacts to existing shoreline ecological functions, vegetation, water quality and wildlife habitat by means such as site planning, bank stabilization and erosion, sedimentation and drainage control.
2. Design clearing and grading activities to conserve the density and quality of vegetation, as well as natural diversity in species, and age of trees.

3.2.F Prevention and Mitigation of Adverse Impacts

Goals:

1. Through strict adherence to the regulations, policies, goals and permitting procedures contained in the SMP, the County will assure the preservation of scenic and other non-renewable natural resources and assure the conservation of renewable natural resources for the benefit of existing and future generations.

2. To achieve no net loss of shoreline ecological functions through incentives, protections, responsible development standards, and mitigation actions.

Policies:

1. Subject projects that cannot meet the critical area protections to a rigorous mitigation sequencing analysis.

2. Require sufficient mitigation to offset expected degradation of shoreline ecological functions.
3. Require shoreline development to be located, constructed and managed in a manner that is consistent with the protection of shoreline ecological functions.
4. Preserve, reclaim, rehabilitate, and where possible, enhance unusual, fragile shoreline ecological functions, scenic aspects, and of non-renewable natural resources.
5. Require that shoreline use and development minimize erosion, siltation, and interference with the natural shoreline geophysical processes. Natural, dynamic processes of shoreline formation and change should not be interfered with except for urgent reasons of public necessity or benefit.
6. Require waste disposal facilities of approved design and sufficient capacity to prevent any adverse environmental impacts on water quality for shoreline uses that generate sewage or other wastes.
7. Preservation of scenic views, open space and vistas should be encouraged.
8. Require compliance with RCW 28B.20.320 regarding the gathering of marine biological materials from the San Juan County marine biological preserve.
9. Consider freshwater along the shoreline a renewable resource of critical importance and control its use to prevent the intrusion or spread of salt water into vital aquifers and stream beds.
10. Encourage and accept appropriate conservation easements on the shoreline.
11. Recognize the importance of solar, wind, hydro and other energy resources and allow for them in new land divisions and non-exempt developments.
12. Minimize vegetation removal as part of all development projects.
13. Require commercial timber harvesting within the shoreline area to conform with the requirements of Chapter 76.09 RCW, Forest Practices.
14. Regulate the use of natural resources to preserve the quality of the shoreline environment.

3.2.G Historic and Archaeological Resources

Goal:

To recognize, protect and respect the artifacts left behind by previous generations of islanders for their intrinsic archaeological, educational, historical or scientific value.

Policies:

1. Consult with the State Office of Archaeology and Historic Preservation and professional archaeologists to identify areas containing potentially valuable archaeological resources and to establish procedures for protecting the site.
2. Protect areas with identified archaeological, historical, educational or scientific value from incompatible encroachment.
3. Protect areas of potentially significant archaeological, historical, educational, or scientific value uncovered during excavation by stopping further work until they can be examined by the appropriate authorities.
4. Acquire historic/archaeological resource sites, where feasible, through purchase or gift, in order to insure their protection and preservation.

3.2.H Shorelines of Statewide Significance

Introduction:

The legislature designates shorelines of statewide significance (RCW 90.58.030 (2)(f)(iii). The guidelines of the Shoreline Management Act establish a number of policies which are to govern the use of shorelines of statewide significance (WAC 173-26-181). The intent of this section is to incorporate these policies into the SMP to be consistent with state law.

Goal:

To ensure that new uses not generally consistent with the designated shorelines of statewide significance and the hierarchy of preference are not allowed on the shoreline.

Policies:

1. Recognize and protect the statewide interest over the local interest on shorelines of statewide significance.
2. Preserve the natural character of shorelines of statewide significance.
3. Use shorelines of statewide significance in ways which will produce long term benefits as opposed to short term benefits or conveniences in accordance with the following:
    a. Actions that would commit resources to irreversible uses or would detrimentally alter natural conditions characteristic of such shorelines should be severely limited.
    b. The short term economic gain or convenience associated with a proposed development should be evaluated in relationship to long term and potentially costly impairments to the shoreline ecological functions.
    c. The visual impact of every proposed project should be evaluated and adverse impacts should be minimized.
4. Protect the natural resources and systems of shorelines of statewide significance. Areas containing unusual or fragile natural resources or systems should be left undeveloped.
5. Increase public access to publicly owned areas of shorelines of statewide significance.
6. Increase recreational opportunities for the public on shorelines of statewide significance.

3.2.I Signs

Introduction:

Outdoor signs, and advertisements are publicly displayed messages designed to provide information, direction, or advertise. The following goal and policies apply to all signs except those required by law or publicly owned signs where the purpose is safety, geographic direction or information.

Goal:

To protect the character and scenic qualities of the County's shorelines from the adverse impacts of signage.

Policies:

1. Keep shorelines free of all unnecessary signs.
2. Establish size, color, density, and lighting limitations for all signs.
3. Signs should be constructed or painted on existing buildings whenever feasible in order to minimize visual obstruction of the shoreline and water bodies.

4. Signs should serve an approved use and be designed and placed so that they do not block, degrade, interfere with, or obstruct visual access to or from the water and are compatible with the aesthetic quality of the existing shoreline and adjacent land and water uses.

3.2.J Flood Hazard Reduction

Introduction:

Flood hazard areas along marine shorelines are identified on Federal Emergency Management Agency flood insurance rate maps. Routine construction practices are not considered flood hazard reduction measures. Structures such as such as dikes and seawalls are contemplated by this section.

Goal:

To prevent and minimize flood damages.

Policies:

1. To the extent feasible, support non-structural flood hazard reduction measures such as setbacks, wetlands restoration, stormwater management programs and structural relocation as preferred options.
2. Prefer non-structural flood hazard reduction measures over structural measures. When evaluating alternate flood control measures, the removal or relocation of structures in flood-prone areas should be considered.
3. Maintain the physical integrity of the shoreline by promoting the siting; design; construction and maintenance of flood control works; shoreline uses; developments and modifications to avoid geo-hydraulic shoreline processes that would cause significant damage to other properties or shoreline resources.

3.2.K Administration

Goal:

To establish administrative procedures which will assure the continuing compatibility of the SMP with the physical, social, and economic realities of the County and to ensure the fair and impartial administration of this Master Program.

Policies:

1. Property tax assessment and other pertinent policies and regulations should, to the extent legally possible, fully reflect any impairment or enhancement of property values which results from the implementation of these goals and policies.
2. Seek advice and assistance from recognized experts at federal, state, or local levels whenever technically complex issues are involved in substantial shoreline development applications.

3.3 SHORELINE DESIGNATIONS

3.3.A Urban Designation

Introduction:

The Urban Designation is intended for those areas that are developed or planned for more mixed uses. These areas may or may not be adjacent to an established activity center.

Goal:

The goal of the Urban Designation is to ensure optimum use of shorelines within areas characterized by medium and high density residential, commercial, industrial, and institutional uses by allowing continued intensive activities and managing development so that it enhances and maintains shorelines for a multiplicity of urban types of uses.

Designation Criteria: Shoreline areas to be designated "Urban" should meet one (1) or more of the following criteria:

a. Areas characterized by intense land use, including recreational, residential, commercial, industrial, and institutional development, and port activities;
b. Areas designated for the expansion of urban uses in the Land Use Element;
c. Areas which do not fall under a. or b., above, but which do not present major biological or physical limitations for urban development and which can provide the necessary capital facilities, utilities, and access required to accommodate such development; or
d. Areas which are suitable for intense non-residential uses.

Policies:

1. Direct new urban shoreline development to already developed areas because shorelines are a finite resource, and because urban uses tend to preclude other shoreline uses.
2. Uses which are water-dependent should be given preference over those which are not.
3. Public physical and visual access to the shoreline should be planned for and provided wherever appropriate.
4. In addition to marine access, where practical, public access points should be linked by non-motorized transportation routes, such as hiking and bicycle paths.
5. Redevelopment and renewal of substandard or obsolete urban shoreline development or structures should be encouraged in order to make maximum use of the available shoreline resource and to accommodate future water-dependent uses.
6. Regulate the character and appearance of shoreline developments by means of site development standards.
7. Encourage the maintenance of vegetation and minimize plant removal.

3.3.B Rural Designation

Introduction:

The Rural Designation is intended for residential and mixed use forms of development such as marinas, restaurants, resorts, and rural commercial and industrial activities. The Rural Designation should be used where roads, utilities, and public services can be or are provided to serve a mix of uses on the shoreline.

Goal:

The goal of the Rural Designation is to accommodate residential and mixed use development, in areas not suitable or desirable for a more restrictive designation.

Designation Criteria: Shoreline areas to be designated Rural should meet one (1) or more of the following criteria:

a. Areas presently containing medium density residential development mixed with non-residential uses;
b. Areas designated for rural residential or non-residential uses in the Land Use Element;
c. Areas which do not fall under criteria a. or b., above, but which do not present major biological or physical limitations for medium density residential development and which can provide the necessary capital facilities, utilities, and access required to accommodate such development;
d. Areas which are suitable for non-residential uses that can be made compatible with residential areas; or

e. Areas which would make desirable transition zones between Urban and Rural Farm-Forest, or between Urban and Conservancy Designations.

Policies:

1. Protect and enhance the mixed use character of the Rural Designation by regulation of the type, location, scale, and timing of new shoreline development.
2. Restrict uses in the Rural Designation to residential, recreational, and water-dependent or water-oriented non-residential uses which are compatible with each other and with the shoreline.
3. Public physical and visual access to the shoreline should be planned for and provided wherever appropriate.
4. In addition to marine access, where possible, public access points should be linked by non-motorized transportation routes, such as hiking and bicycle paths.
5. Setback controls, sign control, and site development standards should be applied to new developments to minimize impacts on the scenic quality of the shoreline.
6. Regulate development to protect the shore process corridor and its elements.

3.3.C Rural Residential Designation

Introduction:

The Rural Residential Designation is intended primarily for residential shoreline development only. This designation should be used where residential covenants and restrictions are in effect and where roads, utilities, and public services can be or are provided.

Goal:

The goal of the Rural Residential Designation is to accommodate areas where extensive medium density residential development already exists, but are not suitable or desirable for mixed use development.

Designation Criteria: Shoreline areas to be designated Rural Residential should meet one (1) or more of the following criteria:

a. Areas presently containing considerable medium density residential development with few, if any, non-residential uses;
b. Areas in the Land Use Element designated for the continuation of residential development on existing parcels of medium residential density; or
c. Areas which do not fall under criteria a. or b., above, but which do not present major biological or physical limitations for residential development and which can provide the necessary rural services (capital facilities, utilities, and access) required to accommodate such development.

Policies:

1. Protect and enhance the residential character by regulation of the type, location, scale, and timing of new shoreline development.
2. Restrict uses to residential and recreational uses which are compatible with each other and with the shoreline.
3. Public physical and visual access to the shoreline should be planned for and provided wherever appropriate.
4. In addition to aquatic access, where possible, public access points should be linked by non-motorized transportation routes, such as hiking and bicycle paths.
5. Setback controls, sign control, and site development standards should be applied to new developments to minimize impacts on the scenic qualities of the shoreline.

3.3.D Rural Farm-Forest Designation

Introduction:

The rural farm-forest designation is intended for residential development that is compatible with the agricultural heritage of San Juan County.

Goal:

The goal of the Rural Farm-Forest Designation is to protect agricultural, mineral resource, as well as timber lands and to maintain and enhance the rural low density character of the County's shoreline while providing protection from expansion of mixed use and urban types of land uses. Open spaces and opportunities for recreational and other uses compatible with agricultural and forestry activities should be maintained. Development related to the commercial fishing industry and aquaculture would be allowed. Other forms of development which are not contrary to the purpose of the Rural Farm-Forest Designation would be permitted only under certain circumstances.

Designation Criteria: Areas to be designated Rural Farm-Forest should meet one (1) or more of the following criteria:

a. Areas dominated by agricultural, forestry, or recreational uses;
b. Areas possessing a high capacity to support agricultural and forestry uses and compatible forms of development;
c. Areas modified from their natural vegetation and surface drainage patterns but generally possessing low density development;
d. Areas where residential development is or should be low density because of biological or physical limitations, utility capabilities, access problems, and/or potential incompatibility with other uses;
e. Areas of undeveloped land not appropriate for Natural or Conservancy Designations and not planned for significant mixed-use development;
f. Areas which form buffer zones between Urban, Rural, or Rural Residential areas and Natural or Conservancy areas; or
g. Areas possessing valuable sand, gravel, and mineral deposits.

Policies:

1. Maintain areas possessing a high capability to support small-scale agricultural, <u>aquacultural</u> or forestry uses.
2. Use the Rural Farm-Forest Designation as one means of preserving agricultural, forestry and mineral resource areas.
3. New developments in a Rural Farm-Forest Designation should reflect the character of the surrounding areas by limiting residential density, by providing permanent open space and by maintaining adequate building setbacks from the water to preserve shoreline ecological functions.
4. Locate and design public and private recreational facilities so as to create minimal conflicts with agriculture and forestry.
5. Encourage agricultural, forestry and mining practices which will prevent or minimize erosion, sedimentation, and the flow of waste material into the water courses.
6. Development which is not agricultural, forestry or mining related but which is consistent with the purpose of the Rural Farm-Forest Designation should be allowed.
7. Design, locate and manage development in the Rural Farm-Forest Designation to protect the shore process corridor and its elements.

8. Public physical and visual access to the shoreline should be planned for and provided wherever appropriate.

3.3.E Conservancy Designation

Introduction:

The Conservancy Designation is the most suitable for shoreline areas which possess a specific resource or value which can be protected without excluding or severely restricting all other uses, and for areas where primarily non-consumptive uses of the physical and biological resources are preferred. It should be applied to those areas which would most benefit the public if their existing character is maintained, but which are also able to tolerate limited or carefully planned development or resource use.

Goal:

The goal of the Conservancy Designation is to protect, conserve, and manage existing natural resources and systems and/or valuable historic, educational, or scientific research areas without precluding compatible human uses.

Designation Criteria: Areas to be designated Conservancy should meet one (1) or more of the following criteria:

a. Areas possessing valuable natural resources or features, the use of which precludes activities or uses except those that would not degrade the area to be conserved;
b. Areas possessing valuable natural resources which will tolerate only minimal disturbance of the existing terrestrial or marine/freshwater environments;
c. Areas containing resources which lend themselves to management on a sustained-yield basis;
d. Areas possessing scenic or recreational qualities of considerable local, regional, or statewide significance which would be adversely affected by extensive modification or use; or
e. Areas which are free of extensive development and can serve as needed open space if their present character is maintained.

Policies:

1. Prohibit activities and uses which would substantially degrade or permanently deplete the physical, biological, or aquatic resources of the area.
2. Allow only new development which will be compatible with the natural and biological limitations of the land and water and which will not require extensive alteration of the land-water interface.
3. Protect the shore process corridor and its elements through the location, design and management of all development.
4. Prohibit activities or uses which would cause the substantial removal of vegetation, cause substantial erosion or sedimentation, or adversely affect aquatic life.
5. Allow residential development only at densities which will not endanger the resource which is the basis for the Conservancy designation and ensure that development design will preserve the natural character and Conservancy values of the shoreline.
6. Allow only those recreational activities and developments which are compatible with preservation of the shoreline character and with the natural forces which created and maintain the shoreline area.
7. Allow aquacultural and agricultural uses, and facilities supporting the commercial fishing industry, which are compatible with preservation of the shoreline and the resource which is the basis for the designation.
8. Public physical and visual access to the shoreline should be planned for and provided wherever appropriate, in a manner consistent with the goal of the Conservancy designation.

3.3.F Natural Designation

Introduction:

The primary determinant for assigning an area as a Natural Designation is the presence of some rare natural resource considered valuable in its natural or original condition and which is relatively intolerant to human use.

Goal:

To preserve rare or valuable natural resource systems by regulating uses which are likely to degrade or alter such resources.

Designation Criteria: Areas to be designated Natural should meet one (1) or more of the following criteria:

a. General*:*
   i. Areas where human influence and development are minimal, that are ecologically intact, and that are performing functions that could be damaged by human activity;
   ii. Areas which have been degraded but which are capable of easily being restored to a natural condition or are capable of natural regeneration if left undisturbed;
   iii. Areas having a high scenic value in their natural states;
   iv. Areas having a high value in their natural states for low intensity recreational use;
   v. Class I accretion beaches;
   vi. Salt marshes, bogs, and swamps; or
   vii. Areas unable to support human development or where development would be unsafe;
b. Wildlife Habitat Conservation areas:
   i. Areas used by rare, diminished, or endangered species (as identified in the federal/state list of threatened and endangered species), from which they obtain food, water, cover, and/or protection;
   ii. Areas providing a seasonal haven for concentrations of aquatic or terrestrial animals; e.g., migration routes, breeding or spawning sites, etc.; or
   iii. Unusual and/or residual wildlife habitats remaining within developed areas;
c. Areas of Scientific Value:
   i. Areas regarded as representing the County's basic ecosystem or geologic types that are valuable for scientific research and/or monitoring, including established research and/or collection areas, or areas identified by the Director of the University of Washington Friday Harbor Laboratories;
   ii. Areas which deviate from the ecological or geological norms, but which are of particular scientific interest;
   iii. Areas which best represent undisturbed natural conditions; or
   iv. Areas which contain rare and/or scientifically important features;

Policies:

1. Natural areas should be kept free of development which would adversely affect the character and value of the resource.
2. Allow only those alterations which would not be detrimental to the forces which created and now maintain a Natural area (*e.g*., erosion-accretion systems forming spits and tombolos).
3. Allow limited public access to publicly owned natural areas for scientific, historical, educational, and low intensity water-oriented recreational purposes, provided that no significant adverse impact on the area will result.
4. Prohibit uses which diminish the shoreline ecological functions.

5. Require that uses and activities allowed in locations adjacent to natural areas are or can be made compatible with such areas and that the integrity of the Natural Designation will not be compromised.
6. Allow one (1) single-family residence on existing parcels in Natural for property owner use.
7. Prohibit land division.
8. Promote and require the conservation of existing vegetation.

3.3.G. Ports, Marinas and Marine Transportation Designation

Introduction:

Ports, marinas, and marine transportation facilities are developments that provide infrastructure for launching, docking, keeping, maintaining, repairing and storing a variety of marine craft. Marinas and ports are hubs of the County's tourist industry and publically owned docks, boat launches, barge landing sites and other facilities are essential components of the County's transportation system. Ports and marinas provide moorage for a variety of vessels, helping reduce the demand for single family residential docks by providing an alternative that helps minimize cumulative negative impacts on shoreline ecological functions.

Goal:

To allow for and support ports, marinas, and marine transportation facilities which have a vital economic role within the County.

Designation Criteria: Areas that may be designated as Ports, Marinas and Marine Transportation may include:

a. Existing marinas, mooring buoys, boating facilities, docks, boat ramps, ferry and barge landing sites; or
b. Basins or bays which due to their combination of geography and infrastructure may be suitable for development as new ports, marinas or marine transportation facilities without compromising the shoreline ecological functions.

Policies:

1. Require that new uses are either water-dependent or water-oriented.
2. Locate, design, construct and manage all port, marina and marine transportation facilities to ensure that public access is provided where appropriate.
3. Provide links to non-motorized transportation routes such as hiking and biking paths and trails, and marine access to the extent feasible.
4. Encourage the maintenance and expansion of recreation and transportation uses.
5. Minimize adverse impacts on adjacent lands and allowed land uses.

3.3.H Aquatic Designation

Introduction:

The Aquatic Designation consists of all areas waterward of the OHWM under the jurisdiction of the SMA and within the boundaries of San Juan County. It includes the water surface together with the underlying lands and the water column, such as bays, straits, harbors, coves, estuaries, tidelands, and lakes.

Goal:

The goal of the Aquatic Designation is to protect the quality and quantity of the water, to preserve the water surfaces and foreshores for shoreline dependent uses, such as navigation, commercial fishing, recreation, water-dependent industry, aquaculture, and to preserve the Aquatic area's natural features and resources.

Designation Criteria: Areas to be designated Aquatic are as follows:

a. All marine waters, including estuarine channels and wetlands, seaward of the OHWM except where those waters between the OHWM and extreme low tide have been assigned a different environmental designation;
b. All 12 freshwater lakes 20 acres or larger
   Blakely: Spencer lake, Horseshoe lake;
   Lopez: Hummel lake;
   Orcas: Cascade lake, Martin (Diamond) lake, Mountain lake;
   San Juan: Sportsman lake, Dream lake, Briggs lake, Trout lake, Woods Reservoir, Zylstra lake); and
c. All wetlands (as defined in WAC 173–22) associated with waters described in criteria a. and b., above.

Policies:

1. Developments should be compatible with the adjoining upland designation.
2. Maintain the natural circulation and volume of water to the greatest extent possible.
3. Prohibit structures which are not water-dependent.
4. Prohibit activities and uses of a permanent nature which will adversely impact ecological functions of critical aquifer recharge, geologically-hazardous, frequently flooded, wetlands, fish and wildlife habitat conservation and critical saltwater habitat areas unless the public interest clearly will be better served by approval of the proposed activity or use.
5. Locate and design developments and activities using navigable waters or their beds to minimize interference with surface navigation, to minimize water quality impacts, to minimize adverse visual impacts, and to allow for the safe, unhindered passage of fish and animals.
6. Protect fishing, aquaculture, public access and recreational uses of the water, in appropriate areas, against competing uses that would substantially interfere with those activities.
7. The joint use of structures which intrude into Aquatic areas, such as docks, piers, jetties, breakwaters and bulkheads, etc., should be encouraged if the development is determined to be appropriate for the site and if adverse cumulative impacts can be mitigated.
8. Limit the size of all new over the water structures to the minimum necessary to support the intended use.
9. Prohibit general motorized travel in land-based vehicles on the tidelands and beaches, provided that such travel should be allowed for official emergency vehicles, for boat launchings, for purposes of undertaking authorized construction and/or authorized repair activities, and for aquaculture when specifically approved.
10. Encourage restoration projects in and adjacent to the terrestrial/marine interface to increase the variety and intensity of the shoreline ecological functions.

3.3.I Marine Habitat Management Area Overlay

Goal:

The goal of the Marine Habitat Management Area Overlay is to preserve and restore critical saltwater habitat areas and may be applied as an overlay to another shoreline designation. It is designed to be applied to specific

water bodies only in concert with designation of the associated watershed as provided for in the Land Use Element of the Comprehensive Plan (Section B, Element 2: 2.5.E.2).

Designation Criteria: Areas to be designated a Marine Habitat Management Area should meet at least three (3) of the following criteria:

1. Areas currently designated Aquatic, Conservancy or Natural by this Master Program;
2. Areas supporting recreational and/or commercial shellfish growing;
3. Areas representing enclosed embayments or having limited tidal flushing and therefore more sensitive to sedimentation and nonpoint pollution sources than open waters;
4. Marine spawning and nursery areas; and
5. Areas particularly vulnerable to probable, cumulative adverse impacts of the forms of human use and development along and in the water that may otherwise occur in accordance with this SMP.

Policies:

1. This overlay should be applied only upon concurrent designation of a watershed as provided in the Land Use Element of the Comprehensive Plan and completion of a specific management plan for the watershed and marine habitat area.

2. Management plans should specify any use and development limitations or prohibitions established to accomplish the purpose of the overlay for the specific area. While the marine habitat management overlay may impose additional standards, it should not be construed to preclude uses allowed in upland designations through the Land Use Element of the Comprehensive Plan and its implementing regulations. Uses allowable in upland portions of the watersheds shall be mitigated as necessary to protect critical saltwater habitats and shoreline ecological resources.

3. Because each management plan will be specific to the characteristics and sensitivity of a particular location and to its associated watershed, plan development should include appropriate interdisciplinary study. Study participants should include, at a minimum, representatives from the County Planning, Health and Community Services and Public Works departments, a representative from the area affected, and a representative from the University of Washington Friday Harbor Laboratories.

3.3.J Marine Protected Area Overlay

Goal:

The goal of the Marine Protected Area Overlay is to preserve and restore critical marine habitat areas and may be applied as an overlay to another shoreline designation. It is designed to be applied to specific aquatic, intertidal and/or terrestrial shoreline areas.

Current Marine Protected Areas:

The County has one (1) marine protected area. SJC Ordinance 25-2002 designated the Orcas Bay Tidelands Reserve.

Designation Criteria: Areas to be designated a Marine Protected Area should meet at least two (2) of the following criteria:

a. Areas currently designated Aquatic, Conservancy or Natural by this SMP;
b. Spawning and nursery areas for invertebrates, fish, marine mammals, and/or seabirds;
c. Areas that have been identified as capable of contributing significantly to the long-term health of the marine ecosystem if appropriately managed to sustain or restore living marine resources;

d. Areas particularly vulnerable to probable, cumulative adverse impacts of the forms of human use and development along and in the water that may otherwise occur in accordance with this SMP; and
e. Areas supporting recreational and/or commercial shellfish growing where they clearly support ecosystem health.

Policies:

1. Establish a marine protected area overlay after the completion of a specific management protocol or plan for the area. A concurrent watershed management plan is not required.

2. Ensure that management protocols or plans specify any use and development limitations or prohibitions established to accomplish the purpose of the marine protected area and to the greatest extent possible encourage voluntary compliance.

3.4 SHORELINE USE POLICIES

This section provides policies for specific uses in accordance with WAC 173–26-24. Shoreline uses not specifically identified in this SMP and for which policies have not been developed will be evaluated on a case-by-case basis. Such uses will be required to satisfy the policies of the SMA, the goals and policies of this SMP, and must be consistent with the character and management policies of the shoreline designation in which they are to be located.

3.4.A Agriculture

Introduction:

Agricultural practices are those methods used in vegetation and soil management, such as tilling of soil, control of weeds, control of plant diseases and insect pests, soil maintenance and fertilization. Many of these practices require the use of agricultural chemicals, most of which are water soluble and may wash into contiguous land or water areas causing significant alteration and damage to plant and animal habitats, especially those in fragile shoreline areas. Proper land management techniques reduce the introduction of mineral and organic sediments and chemicals into water bodies.

Goal:

To encourage and ensure the continuation of agricultural activities within the shoreline jurisdiction.

Policies:

1. Encourage agricultural activities on shorelines consistent with the “right to farm” policy of the Comprehensive Plan and consistent with best management practices, including the maintenance of permanent vegetated buffers between tilled areas and water bodies to retard surface runoff and reduce siltation.

2. Encourage the use of erosion control measures consistent with or conforming to standards established by the U.S. Department of Agriculture and Natural Resources Conservation Service.

3. Require that new agricultural activities are consistent with the land use designation landward of the OHWM.

4. Restrict the location of confined animal feeding operations and manure stockpiles so that water areas will not be polluted.

3.4.B Aquaculture

Introduction:

When consistent with the control of pollution and prevention of damage to the environment, aquaculture activities are considered a preferred use along with single-family residences, ports, water-dependent industrial and

commercial developments, and other uses that provide an opportunity for substantial numbers of people to enjoy the shorelines of the state (WAC 173–26–241(3)(b)(i)(A).

Goals:

1. To ensure aquaculture does not adversely affect shoreline ecological functions and marine species and that they develop in a manner that is responsive to the needs and preferences of shoreline residents.

2. To ensure the continuation of aquaculture in the shoreline jurisdiction.

Policies:

1. Give preference to those forms of aquaculture that involve lesser environmental and visual impacts; for example, those that require no structures, submerged structures or intertidal structures rather than substantial floating aquaculture structures, those that require few land-based facilities, and those that involve little or no substrate modification.

2. Consider the impacts aquacultural development might have on the economy, physical environments, on other existing and approved land and water uses, including navigation, and the aesthetic qualities of the project area.

3. Require that the location, design and operation of aquaculture will not introduce invasive organisms or spread disease.

4. Prohibit aquaculture in the following:

    a. Areas that have little natural potential for the type(s) of aquaculture under consideration.
    b. Areas that have water quality problems that make the areas unsuitable for the type(s) of aquaculture under consideration.
    c. Areas where the design or placement of the facilities would substantially degrade the aesthetic qualities of the shoreline.
    d. Areas where navigation by recreational boaters and commercial traffic will be significantly restricted.
    e. Areas where an aquacultural proposal will result in any significant adverse environmental impacts that cannot be eliminated or adequately mitigated through enforceable conditions of approval.
    f. Areas near National Wildlife Refuges or critical habitats (as defined by the State of Washington or San Juan County) where the proposed activity will adversely affect the refuge/habitat use or value.

5. Consider the relative environmental impacts of each method or proposal in instances where a choice of aquacultural methods is available, or where two or more incompatible aquacultural projects are proposed in the same area. In general, preference should be given to aquacultural projects listed in the following order of preference, below:

    a. Projects involving no visible structures*;*
    b. Projects involving structures with limited visibility i.e. submerged at high tide;
    c. Projects or facilities entailing limited substrate modification; and
    d. Projects involving large floating aquaculture structures with artificial feeding and/or substantial substrate modification

6. Minimize cumulative adverse impacts of floating aquaculture facilities on native fish and shoreline ecological functions.

7. Limit experimental aquaculture projects in scale and allow them for a limited period of time.

8. Require baseline and operational monitoring of specific, relevant environmental conditions, as necessary, at the applicant's expense, as a condition of approval. Permits should include provisions

for adjustment or termination of the project at any time if the monitoring indicates significant adverse, environmental impacts that cannot be eliminated or adequately mitigated.

9. Limit aquaculture that involves significant risk of cumulative adverse effects on water quality, sediment quality, benthic or pelagic organisms, and/or wild fish populations through potential contribution of antibiotic resistant bacteria, or escapement of non-native species or other adverse effects on Endangered Species Act listed species.
10. Prohibit the introduction of genetically modified organisms consistent with San Juan County Code.

3.4.C Commercial Development

Introduction:

Commercial developments are those involving wholesale and retail trade, services, or other business activities complementing shoreline character and development. Examples include hotels, restaurants, shops, offices, commercial fishing facilities, and private or public recreation facilities. The SMA establishes preferences for certain types of commercial uses on shorelines and location and development standards are appropriate to protect shoreline resources where commercial development occurs. Uses and activities associated with commercial development which are identified as separate use activities in this program, such as campgrounds, mineral extraction, industrial development, overwater structures, ports, marinas and marine transportation facilities, utilities, *etc*., are subject to use policies for those in addition to the standards for commercial development.

Goal:

To ensure and encourage commercial shoreline development that is consistent with the rural character of the County.

Policies:

1. Commercial development on the shorelines should consist of uses which are water- oriented and/or uses which will provide an opportunity for substantial numbers of people to enjoy the shorelines. Commercial development in shoreline areas should be encouraged in descending order of preference as follows:
    a. Water-dependent uses;
    b. Water-related uses;
    c. Water-enjoyment uses.
2. Prohibit non-water-oriented commercial uses. A non-water-oriented use may become a water-enjoyment use by providing meaningful physical or visual public access to the shoreline. Physical access is preferred if practical.
3. Encourage new commercial developments to locate in those areas where commercial uses already exist.
4. The height and bulk of proposed commercial structures should be designed, constructed and maintained to minimize the obstruction of views, and be compatible with the scale and use intensity of surrounding developments.
5. In applying conditions to a shoreline permit in order to ensure consistency with this SMP, recognize that different approaches can accomplish the same purpose and the most expensive is not necessarily the only effective means to obtain compliance.
6. Encourage recreational camping opportunities consistent with the SMA and shoreline ecological functions.

3.4.D Dredging

Goal:

To ensure that all dredging will be completed in conformance with Army Corps of Engineers guidelines.

Policies:

1. Control dredging in order to minimize damage to the natural resources and systems of both the area to be dredged and the area to receive the dredge materials.
2. Allow the depositing of dredge spoils in water areas only for habitat improvement, to correct problems of materials distribution adversely affecting fish and shellfish resources, or where significant adverse impacts will not result.
3. Seek the assistance of the Washington Department of Fish and Wildlife, Department of Natural Resources, and the University of Washington Friday Harbor Laboratories in identifying spoils disposal sites in water areas.

4. Prohibit dredging of bottom materials for the sole purpose of obtaining fill material.

3.4.E Essential Public Facilities

Introduction:

San Juan County's many islands have diverse essential public facility needs requiring policies for addressing the siting and development of water-dependent essential public facilities located within the SMP jurisdiction.

Identification of Shoreline Essential Public Facilities:

Shoreline Essential Public Facilities (EPFs) are facilities that provide a necessary public service as their primary mission, that are water-dependent, and that are difficult to site. Shoreline EPFs such as those facilities listed in RCW 36.70A.200; facilities that appear on the list maintained by the State Office of Financial Management under RCW 36.70A.200(4); state or regional transportation facilities as defined in RCW 47.06.140; public passenger and vehicle ferry terminals; facilities identified in the following Table 3.1; County roads, docks, County boat launching, and County barge landing sites and facilities; primary electrical transmission systems including systems owned and operated by OPALCO; telecommunications services; state, federal and County parks; community water systems; those community sewage systems serving urban growth areas, activity centers and master planned resorts; the Town of Friday Harbor's municipal sewer and water systems; the Trout Lake watershed, the Eastsound Water Users Association reverse osmosis facility located adjacent to the end of the Airport runway and other facilities that are water-dependent and determined to be a shoreline EPF under the process established in SJCC Chapter 18.50.570.

Table 3.1- Shoreline essential public facilities

Island	Steward	Facility Name	Pier	Gangway & Float(s)	Boat Ramp	Parking*	Other
San Juan							
	PW	Griffin Bay					barge landing site
	PW / Port FH	Jacksons Beach		x	x	x	parking lot, restrooms
	PW / RH	Roche Harbor Public Dock	x	x		x	parking per arrangement with resort
	PW / Parks	Small Pox Bay			x	x	
Stuart	PW	Prevost Harbor	x	x			
	PW	Reid Harbor			x	x	
Orcas	WSF	Orcas Ferry Terminal				x	ferry terminal, parking lot
	PW / DH	Deer Harbor Public Float	x	x			County leases from private resort
	PW	Madrona Point	x	x		x	
	PW	Obstruction Pass	x	x	x	x	parking lot
	PW	Orcas Landing	x	x		x	buildings, pedestrian access, viewing deck
	PW	Westsound Dock	x	x		x	pedestrian access (stairs)
Waldron	PW	Cowlitz Bay	x	x			unimproved barge landing site
Lopez	WSF	Lopez Ferry Terminal				x	ferry terminal, parking lot
	PW	Hunter Bay	x	x	x	x	
	PW	MacKaye Harbor		x	x	x	parking lot
	PW	Odlin	x	x	x	x	parking lot
Shaw	WSF	Shaw Ferry Terminal					ferry terminal, parking lot
	Parks	Indian Cove			x		
	PW	Neck Point Cove					barge landing site
	PW	Shaw Landing					boardwalk
Decatur	PW	Decatur Head			x	x	

PW = Public Works; Parks = County Parks & Fair; Port FH = Port of Friday Harbor;
WSF = Washington State Ferries; RH = Roche Harbor Resort; DH = Deer Harbor Resort

** unless otherwise noted, parking means on-street "parking area"*

Goals:

1. To ensure essential public facilities may be maintained, repaired, expanded or constructed in the shoreline if necessary.
2. Develop policies and regulations that do not preclude the siting and construction of shoreline EPFs. As a general rule EPFs shall comply with existing regulations and policies. When this is not possible, or when existing facilities need to be expanded, special siting, design and approval procedures should be developed that:
    a. Consider impacts on existing land uses, resource lands, open space, scenic resources, the shoreline, and the natural and rural designations;
    b. Consider the quality of service provided and the economic, social and environmental impacts and benefits;
    c. Include the public in selecting sites and developing alternatives to mitigate negative impacts;
    d. Require EPFs to provide mitigation sequencing of negative impacts. An application for approval of an EPF conditional use permit and/or substantial development permit may not be denied because impacts are not fully mitigated; and
    e. Prevent the siting of incompatible uses adjacent to general aviation airports.
3. Prohibit the location of EPFs within wetlands, fish and wildlife habitat conservation areas, frequently flooded areas, geologically hazardous or critical saltwater habitat areas unless no feasible alternative exists.
4. Prohibit the location of EPFs outside an Urban Growth Area or Village Designation unless a functional analysis justifies a rural location.
5. Adopt a designation system and associated regulations based on existing use patterns, including the use and functions of existing essential public facilities.
6. To help offset any impacts that cannot be mitigated, develop voluntary, incentive based programs to protect the overall ecological functions necessary to sustain shoreline natural resources.

Policies:

1. Provide sufficient lands to accommodate EPFS in coordination with the Town of Friday Harbor.
2. Require a functional analysis justifying a rural location should be required for siting EPFs outside the Friday Harbor Growth.
3. Avoid duplicating facilities and EPF sites when facilities and EPFs can reasonably and practicably be shared with the Town of Friday Harbor, particularly those that, by their nature, warrant a rural location.
4. Maintain a standing task force of elected and appointed officials from the Town of Friday Harbor, the County and the Port of Friday Harbor to develop specific siting criteria for a given facility and to analyze and rank potential sites that are consistent with the relevant comprehensive plans.
5. Encourage public involvement in the siting decisions by the Town and County to the greatest extent possible by holding public meetings and otherwise distributing information at the earliest possible point in the decision process, and in addition to public notices and hearings that may be required by law

3.4.F Forest Practices

Introduction:

Forest management practices are those methods used for protection, production, and harvesting of timber. Best management practices will reduce the suspended sediment load and the turbidity of the water.

Goal:

To minimize adverse impacts associated with timber harvest and other forestry practices.

Policies:

1. Conduct all forest management practices in shoreline areas in a manner that will minimize adverse impacts on the land and water environments, wildlife, aquatic life, and their respective habitats, and which respects the natural character of the shoreline.
2. Conduct timber harvesting practices, including the construction of roads and trails and the disposal of debris so that erosion will be prevented or held to a minimum and so that the scenic qualities of the shoreline are not degraded.
3. Regulate commercial harvesting of any shoreline timber to ensure adequate protection against erosion, sedimentation, and siltation. The aesthetic impact of commercial harvesting should be mitigated.
4. Conduct thinning and harvesting operations in a manner which will prevent the accumulation of slash and other debris in waterways or shorelines of the County.
5. Locate, design, construct, and maintain all roads, bridges, and other structures associated with forest practices to prevent adverse impacts on shoreline resources.
6. Complete Class IV-General forest practices involving conversions of properties to non-forest use in a manner compatible with shoreline ecological functions and that avoids impacts to navigation, recreation and public access.
7. Establish regulations to address critical habitats, erosion and runoff, and maintenance of visual quality, for sustainable commercial harvesting of trees within the shoreline jurisdiction.
8. Require that commercial timber harvesting within the shoreline area be consistent with the requirements of the RCW 76.09. Prohibit clearcutting on shorelines unless specifically allowed by an approved conversion option harvest plan or Class IV General forest practices permit.

3.4.G Industrial Development

Introduction:

Industrial developments are facilities for processing, manufacturing and storage of finished or semi-finished goods. Uses and activities associated with industrial development that are identified as separate use activities in this program, such as Mineral Extraction, Overwater Structures, Transportation Facilities, Utilities, Aquaculture *etc*., are subject to use policies for those in addition to these policies for industrial development.

Goal:

Require that new industrial development does not adversely affect shoreline ecological functions or adjacent properties and land uses.

Policies:

1. Industrial development on the shorelines should consist of uses which are water-dependent or water-related; with preference given to water-dependent activities. Industrial uses should be compatible with adjacent uses and adopted environmental standards; and should be located only in areas best suited for industrial development such as harbors with dry and level land access to adequate road and utility systems.
2. Encourage the expansion or redevelopment of existing legally established industrial areas, facilities and services. Mixed-use developments are preferred over the addition and/or location of new or single-purpose industrial facilities.

3. Require joint use of industrial piers, cargo handling, storage, parking and other accessory facilities among private or public entities in shoreline industrial areas if such development is determined to be appropriate for the site and if adverse cumulative impacts can be mitigated by their joint use. Allow public access to the shoreline unless the ongoing industrial activities are hazardous.
4. Preference should be given to locating new industrial development on those parts of the shoreline where industrial development already occurs.
5. Preference should be given to locating new industrial development in areas amenable to environmental cleanup and restoration.
6. Encourage industrial uses with low demands on energy and resources.
7. Prohibit solid waste disposal activities and facilities in shoreline areas.

3.4.H Institutional Development

Introduction:

Institutions are establishments or foundations of public character which may be publicly or privately operated and are typically instructional or vocational in nature. Examples of institutions include schools, colleges, places of religious assembly, training facilities, and research and scientific facilities such as marine laboratories.

Goal:

To ensure that new institutional development does not adversely affect shoreline ecological functions or adjacent land uses.

Policies:

1. Institutional development on the shorelines should consist of uses which are water-oriented and/or uses which will provide an opportunity for substantial numbers of people to enjoy the shorelines. Institutional uses in shoreline areas should be encouraged in descending order of preference as follows:
    a. Water-dependent uses;
    b. Water-related uses; and
    c. Water-enjoyment uses.
2. Prohibit non-water-oriented institutional uses. A non-water-oriented use may become a water-enjoyment use by providing meaningful physical or visual public access to the shoreline. Physical access is preferred.
3. Preference should be given to locating new institutional development on those parts of the shoreline where institutional development already occurs.
4. The height and bulk of any proposed institutional structures should be designed, to the extent practical, to accommodate the proposed use and to minimize the obstruction of views from the surrounding area, and consideration should be given to compatibility with the scale and use intensity of surrounding developments.

3.4.I Shoreline Land Division

Introduction:

Land division is a fundamental element of shoreline development and has a profound influence over the form of subsequent construction. Over time, distinct shoreline land division practices have developed in San Juan County.

Goals:

1. To maximize public access and use of the publicly owned shoreline.

2. To minimize the adverse impacts associated with shoreline development and increased density.

Policies:

1. Provide access to the shoreline for the general public in land divisions creating five (5) or more parcels where feasible.

2. Require land divisions to provide access to the waterfront for all subsequent lot owners through recorded easement(s) or the creation of common area tracts.

3. Do not allow common area tracts to be used for construction. Do not include them in the calculation of the number of lots any single (long or short) land division process generates.

4. Design land divisions and multi-family and multiple-unit developments for a density compatible with the physical capabilities and scenic characteristics of the shoreline and water body. Unless otherwise indicated, multifamily or multi-unit developments and land divisions creating five (5) or more parcels should provide public access to the shoreline.

5. Design, configure and construct shoreline land divisions to ensure that there will be no need to build hard structural shoreline stabilization measures such as bulkheads or other hard shoreline armoring structures within seventy-five (75) years of construction

6. Do not allow the creation of unbuildable lots in shoreline land divisions except for common area tracts.

7. Design shoreline land divisions to minimize adverse impacts on the shoreline ecological functions when built out, to preserve natural features, and to reduce utility and road costs.

3.4.J Fills

Fill is the placement of soil, rock, gravel, existing sediment, or other material (excluding solid waste).

Goal:

To eliminate or constrain fills within the shoreline jurisdiction.

Policies:

1. Prohibit fill in shoreline areas unless no feasible alternative exists. If allowed fill should be tightly controlled.
2. Give priority to fill for water-dependent uses and for public uses. In evaluating fill proposals and in designating areas appropriate for fill, factors to be considered should include the total water surface reduction; impacts on water flow, circulation, and quality; impacts on natural resources and systems; potential destruction of habitats; potential erosion problems; and potential restrictions on navigation.

3.4.K Mineral Extraction

Goal:

Require that mineral extraction operations are conducted in a manner that minimizes the adverse impacts on water quality, fish and wildlife, adjacent activities and properties, and the scenic qualities of the shoreline.

Policies:

1. Consider development of mineral extraction operations in non-shoreline areas before considering their location in shoreline areas. For actions that must take place in the shoreline, preference should be given to those projects that will mitigate the impacts of the project while it is ongoing and will rehabilitate the site when the project is complete.
2. Prohibit mineral extraction operations that would adversely affect agricultural activities or remove agricultural lands from production when feasible alternatives exist, unless the use would occur within a mineral resource land overlay district.
3. Require a detailed plan for reclamation and restoration of mineral extraction sites that demonstrates how no net loss of shoreline ecological functions will be achieved when completed.
4. Regulate the removal of sand, gravel and minerals from all shoreline areas to ensure adequate protection against erosion, sedimentation, siltation and other physical impacts. The aesthetic impact of the activity should also be considered.

3.4. L Private Pedestrian Pathways, Stairways and Ramps

Introduction:

On many properties, a private pedestrian pathway, stairs, or a ramp may be used to provide pedestrian access to the shoreline. Private pedestrian pathways are distinct from public trails in that they are not open to the general public.

Goal:

To prevent adverse visual and environmental impacts associated with private pedestrian pathways, stairways or ramps providing access to the shoreline.

Policies:

1. Allow private pedestrian pathways and stairways only as accessories to an existing single-family residence, as access to a common shoreline area in a land division or multi-family residential development, or for a public or private water-dependent facility.
2. Generally exempt private pedestrian pathways and stairways that are normal appurtenances to a single-family residence are exempt from a substantial shoreline development permit requirements.
3. Encourage the use of existing paths or trails over either beach access stairways or ramps.
4. Encourage access stairways or ramps to be connected to existing docks, as opposed to separate structures for beach access and vessel moorage.
5. Require design and engineering for access stairways or ramps on shorelines that are known or demonstrated to be feeder bluffs, unstable bluffs, eroding beaches, or exposed cliffs that will assure that no significant visual impacts will be created and any adverse impacts to shoreline ecological functions will be minimized.
6. Design all private pedestrian pathways, stairways and ramps to be the smallest size feasible to achieve the goal, and be located and designed to blend in with the natural surroundings to the extent feasible to reduce visual impacts. Existing vegetation and terrain features should be retained and used whenever feasible for screening.
7. Establish size, dimensional, and design limitations for all private pedestrian pathways, stairways and ramps in order to minimize the visual and environmental impacts of additional development along the shoreline.
8. Encourage the design of private pedestrian pathways, stairways and ramps to not extend below the OHWM or impede public access to public tidelands.

3.4. M Recreational Development

Goals:

1. To allow diverse, appropriate and adequate water-oriented recreational opportunities, that are compatible with the ecological functions of the shoreline areas involved.
2. To facilitate public access to the shoreline while protecting shoreline ecological functions.
3. To protect, maintain and enhance the opportunities to enjoy the shoreline San Juan County offers.
4. Optimize opportunities for both passive and active water-oriented recreation.

Policies:

1. Preference should be given to developments which provide for recreational activities and improvements facilitating public access to the shoreline.
2. Locate non-water-related recreational facilities outside of the shoreline area.
3. Consider the impact a proposed recreational site would have on the natural resources and environmental quality of the area.
4. Control the use of motorized vehicles on shorelines.
5. Prohibit recreational facilities and activities that are incompatible with shoreline areas.
6. Encourage State and local governments to acquire additional shoreline properties for public recreational uses.
7. Encourage the development of privately owned commercial recreational uses to provide well rounded recreational opportunities in order to relieve some of the pressures on publicly owned recreation facilities.
8. Reserve a portion of the shoreline within all land divisions for recreational use by the residents to the extent feasible when physical conditions are suitable.
9. Optimize opportunities for both passive and active water-oriented recreation.

3.4.N Residential Development

Introduction:

All residential development on the shoreline is subject to the Shoreline Management Act and the local SMP. The policies in this section apply to use and development of structures for residential. Certain single-family residences and normal appurtenances to them are exempt from shoreline permit requirements but must comply with local policies and regulations of the SMP.

Goal:

To ensure that single family residences and other more intensive forms of residential shoreline use are designed, located and constructed to conserve natural shoreline features and to minimize adverse impacts on shoreline ecological functions.

Policies:

1. Except as expressly provided in Policy 9 below, residential development is not a water-dependent use and should be prohibited over water or within wetlands associated with shorelines.
2. All residential and accessory structures should be located in a manner to blend into their surroundings. This should be accomplished by:
    a. Optimizing use of natural screening provided by the topography and by existing natural vegetation between structures and the shoreline; and/or

b. Enhancing limited natural screening through a combination of setbacks, landscaping, minimizing apparent building height and mass, and use of exterior materials which blend with the existing vegetation and topographic features of the site.

3. Residential development should be:

   a. Constructed to avoid the adverse impacts of geologically hazardous and frequently flooded areas;
   b. Constructed to avoid adversely effecting wetlands, fish and wildlife habitat conservation areas and critical salt and freshwater habitat areas.

   Residential development should not be allowed if it would require bulkheading or other shoreline fortification, at the time of construction or within seventy-five (75) years, in order to protect the development. Residential development should not be allowed on eroding, slumping or geologically unstable shorelines unless it can be set back from such shorelines so that hazardous conditions will not be created, erosion or slope instability will not be aggravated, and natural shoreline processes will not be impeded.

4. All residential developments, including land divisions, should include building setbacks, buffers or both, from the shoreline to preserve the natural character of the shoreline.

5. All residential development should be set back from the OHWM to protect bank stability and vegetation at the bank edge.

6. Open space between structures and the water should be provided to protect natural features and preserve views within the development.

7. Recognize the importance of solar energy and other renewable resources and support efforts to provide or facilitate solar orientation for building sites in new land divisions and non-exempt developments.

8. Water systems supplying groundwater to support new residential shoreline development should be adequate to protect against intrusion of saltwater into groundwater. Where feasible, ~~use of~~ surface water supplies should be used.

9. Allow live-aboard vessels only within marinas in activity centers and only within areas of such marinas specifically approved for live-aboard moorage. Such approval should specify that not more than twenty five percent (25%) of overall moorage space will be available for live-aboard vessels and limit individual live-aboard vessel moorages to identified areas within the marina. Such approval should also identify live-aboard unit height and square footage limitations appropriate to the site in order to minimize adverse impacts on the scenic quality of the shoreline.

   a. Live-aboard vessel moorage proposals should demonstrate that:
      i. Such moorages will have access to an approved sanitary sewer or other approved waste disposal system;
      ii. Greywater will be discharged to the waste disposal system;
      iii. Adequate capacity exists from approved potable water supply and waste disposal systems, and;
      iv. Materials used in the construction and maintenance of live–aboard vessels moored at the marina will not result in contaminants or debris entering the water.
   b. Live-aboard vessel moorages should be located in areas with at least six (6) feet of water depth between the floats and low water to preserve shallow habitat and prevent grounding at extreme tides.
   c. Individual live-aboard vessel moorages should be prohibited.

10. Consider opportunities for visual public access to the shoreline in review of multi-family residential developments.

11. Preference should be given in shoreline land divisions or multiple-unit or multi-family residential developments to the joint use of a single moorage facility by the owners of the lots or units, or by the homeowners association for that land division or development, rather than construction of individual moorage facilities.

3.4.O Transportation and Parking

Introduction:

Transportation facilities include facilities such as roads, and road ends, trails, airports, barge landing and log transfer sites, docks, boat ramps, float plane facilities, ferries and related terminals, commercially operated transportation facilities, and parking areas. Generally such facilities account for a very small percentage of total shoreline uses, but are vital to the economic and social health of the County. The impact of new or expanded transportation facilities range from the minimal to the substantial. New transportation facilities within the shoreline must be planned for with considerable thought being given to their relationship to other shoreline uses and their various primary and secondary impacts. These facilities must also meet the requirements of the Transportation Element of the San Juan County Comprehensive Plan.

Goals:

1. To ensure that transportation facilities in the shoreline are located, constructed and operated to minimize the impacts on shoreline ecological functions.
2. To enhance visual access to the shoreline such as road ends.
3. To enable an efficient and effective means of transporting people and materials.
4. To provide opportunities to improve and enhance existing transportation facilities.

Policies:

1. Prohibit the location of transportation facilities in shoreline areas if they could feasibly and practically be located elsewhere.
2. Improve, retain, and keep open old roads, road ends, rights-of-way, and other facilities in public ownership which afford scenic views or access to the water.
3. Plan, locate and install transportation and utilities facilities in existing rights-of-way or where the effect will be to minimize the adverse impacts on the shorelines and water-dependent uses.
4. Confine inter-island transportation to air and waterborne craft. Prohibit bridges between islands.
5. Prohibit deep water ports for the handling or processing of oil.
6. Consider adverse impacts to shoreline ecological functions in building, improving, or maintaining roads.
7. Re-landscape or replant land with native species if it has been scarred or it is necessary to remove natural cover due to road construction or improvements.
8. Require, to the extent feasible, that all new roads proposed near the shoreline are set back at least two hundred (200) feet from the OHWM.
9. Locate airports and air transportation facilities to minimize adverse impacts on shoreline and upland areas.

10. For each inhabited island, one (1) designated barge landing site and one (1) designated log dump is preferred over the development of multiple sites.

11. Locate and conduct the use of log transfer and barge landing sites and associated operations in a manner that will minimize adverse impacts on existing water quality, fish habitats and the shoreline environment in general.

12. The use of an unimproved shoreline area or development to create a usable log transfer or barge landing site should be subject to a conditional use permit.

13. To the extent feasible barge landing sites should be located where a single location can serve multiple users. Land access to such sites should be provided for community use in order to prevent unnecessary damage to shoreline resources caused by shoreline modifications required for the creation of multiple sites.

14. Continue to develop plans for transportation facilities that address forms of transportation that are not single occupant automobiles.

3.4.O.i Parking

Goals:

1. To ensure that parking lots will be compatible with neighboring uses and minimize adverse impacts to shoreline ecological functions.

2. To protect the County's limited supply of shoreline areas suitable for recreational use from inappropriate uses, such as parking areas.

Policies:

1. Parking lots should directly serve allowable shoreline uses and its design and location should be compatible with adjacent shorelines and properties.

2. Parking lots should be located, designed, constructed and operated in a manner that will minimize adverse impacts to water quality, aesthetics, public shoreline access, vegetation, and wildlife habitat, and minimize stormwater runoff, noise and glare.

3. Parking lots should serve more than one (1) use (*e.g.*, serving recreational use on weekends and commercial uses on weekdays) where possible.

4. Place parking lots inland, away from the water's edge and where necessary, screen parking lots to minimize their visual impact on shorelines, and include measures to control surface runoff and prevent pollution of nearby water bodies.

5. Encourage cooperative multiple use of parking lots in port areas.

6. Allow roadside view areas in suitable locations.

3.4.O.ii Circulation

Goal:

To develop safe and economical transportation systems that assure efficient movement of people, with minimum disruption of the shoreline ecological functions and minimum conflict between different types of users.

Policies:

1. Locate land circulation systems which are not shoreline-dependent as far from the shoreline as feasible to reduce conflicts with natural shoreline resources or other appropriate shoreline uses.

2. Acquire and develop physical and visual public access along shoreline public roads, including turnouts and viewpoints, where topography, views and natural features warrant acquisition.

3. Encourage the development of transportation alternatives to the automobile along the shoreline including bicycle facilities, pedestrian facilities and public transportation options.

4. Protect, manage, and enhance those characteristics of shoreline public roads that are unique or have historic significance or aesthetic quality~~,~~ for the benefit and enjoyment of the public.

3.4.P Utilities and Capital Facilities

Introduction:

Utilities are services and facilities that produce, transmit, carry, store, process or dispose of electric power, telecommunications, oil, and gas. Utilities include small-scale distribution systems directly serving an allowed shoreline use such as power, telephone, water (including desalination and reverse osmosis facilities), onsite sewage disposal facilities and stormwater lines. Capital facilities are services and facilities for community water systems, and community sewage treatment facilities. The installation of utilities and capital facilities apparatus necessarily disturbs the environment but the adverse physical and visual impacts can be reduced by thoughtful planning and adherence to design criteria.

Goals:

1. To ensure necessary utility services may be provided to the citizens as efficiently and effectively as possible.

2. To ensure necessary utility services do not adversely impact the visual character of the shorelines.

Policies:

1. Require utilities and capital facilities necessary to serve shoreline uses to be properly installed so as to protect the shoreline and water from contamination and degradation.

2. Locate utilities, capital facilities, and associated rights-of-way outside of the shoreline area to the maximum extent possible, or locate them within existing transportation and utility sites, rights-of-way and corridors. Joint use of rights-of-way and corridors should be encouraged. When utility lines, connections and piping require a shoreline area location they should be placed underground or located so as to protect scenic views, whenever feasible. When feasible, desalination intake and discharge lines should be connected to existing docks, stairways, or other features as opposed to new and separate structures for these facilities.

3. Locate, or when necessary relocate, utilities and capital facilities so as not to require bulkheads and other hard shoreline stabilization structures. Utilities, capital facilities, and associated rights-of-way should be designed and located in a manner which preserves the natural landscape and shoreline ecology and minimizes conflicts with present and planned land and water uses.

4. Encourage utilities and capital facilities, including desalination and reverse osmosis systems, <u>that will</u> not impede public access to public tidelands or materially interfere with normal public use of public waters.

5. Restore shorelines to pre-project configurations and replant with native species upon completion of utility and capital facility projects.

6. Allow desalination of seawater for use by the owners of new or existing legally-created parcels provided that facilities are limited in scale and that cumulative impacts are assessed and mitigated where necessary.

7. Require a detailed assessment of conditions at the proposed location, and an environmental analysis of the impact of the project for desalination facilities with a seawater intake greater than one hundred thousand (100,000) gallons per day.

8. Locate and design all desalination and reverse osmosis production equipment and necessary pumping equipment, utility connections, and pipelines to blend in with the natural surroundings to the extent feasible to reduce visual impacts. Existing vegetation and terrain features should be used whenever possible for screening.
9. Prohibit use of wells with seawater intrusion as intakes for desalination or reverse osmosis systems.
10. Prohibit the discharge of brine upland of the OHWM by desalination or reverse osmosis systems.

3.5 SHORELINE MODIFICATION POLICIES

The following policies apply to all shoreline activities that modify the physical configuration or qualities of the shoreline area. Typically, activities are related to construction of a physical element such as a breakwater, dredged basin, or dike. Shoreline modification activities are usually undertaken in support of shoreline uses.

3.5.A Breakwaters, Jetties, and Groins

Introduction:

Breakwaters are protective structures which are normally built offshore to reduce or eliminate wave action and thus protect the shore immediately behind them. Breakwaters can be of either rigid or floating construction. Rigid breakwaters which are usually constructed of riprap or rock have both beneficial and detrimental effects on the shoreline. Rigid structures obstruct the free flow of sand along the coast and starve the downstream beaches. Floating breakwaters generally do not have the same negative effect on sand movement, but, with present construction techniques, cannot withstand extreme wave action and thus are of a limited usefulness in some locations.

Jetties and groins are structures designed to modify or control sand movement. Jetties are generally employed at inlets for the purpose of improving navigation. When sand being transported along the shoreline by waves and currents arrives at an inlet it flows inward on the flood tide to form an inner bar and outward on the ebb tide to form an outer bar. Both formations are detrimental to navigation through the inlet. In the process of protecting an inlet, a jetty impounds the sand which would otherwise supply the downdrift shores. This results not only in the starvation of the downdrift beaches but also in erosion of those beaches. Groins are barrier type structures extending from the backshore seaward across the beach which interrupt sand movement along the shore. The trapping of sand by a groin is done at the expense of the adjacent downdrift shore, unless the groin system is filled with sand to its entrapment capacity.

Goal:

To ensure that when necessary, breakwaters, jetties and groins are designed, located constructed, operated and maintained in a manner that results in no net loss of shoreline ecological functions.

Policies:

1. Construct breakwaters only where essential public and shoreline dependent uses are located seaward of the existing shoreline or where protection for the use from strong wave action is essential to ensure its longevity.
2. Preference should be given to proposals for floating breakwaters, as opposed to the rigid types, because of their lesser impacts on the circulation of water, sand movement and aquatic life.
3. Allow rigid breakwaters only where the design can eliminate the significant detrimental effects on water circulation, sand movement, and aquatic life.
4. Minimize the restrictions on the public use of the water surface resulting from the construction of breakwaters to the extent possible.
5. Encourage the multiple use of breakwaters in order to increase public access to and enjoyment of the shorelines.

6. Give careful consideration to the effect of proposed jetties and groins on fish and wildlife propagation, sand movement and on the scenic qualities of the shoreline.

3.5.B Boating Facilities and other Overwater Structures

Introduction:

Boating facilities and other overwater structures such as marinas, boat launches, covered moorage, boat houses, docks and piers, recreational floats, mooring buoys, marine travel lifts and railways, and other craft retrieval systems. Overwater structures support the marine transportation system and the commercial and recreational use of boats. They also can interfere with public use of public waters and tidelands and some can affect wave action, act as driftway barriers, disrupt aquatic and intertidal habitats, and affect water quality. Location and design considerations are important to minimize adverse impacts. These facilities may be used for a variety of commercial, industrial, recreational, and other purposes. Such facilities are subject to requirements for the type of use to be served as well as to the provisions of this section.

Goal:

To ensure that new boating facilities and other overwater structures are developed in a manner that results in no net loss of shoreline ecological functions.

Policies:

3.5.B.i General

1. Locate, design and construct overwater structures to protect all forms of aquatic, littoral or terrestrial life including animals, fish, shellfish, birds and plants, their habitats and their migratory routes.
2. Protect beneficial shoreline features and processes including erosion, littoral or riparian transport and accretion shoreforms, as well as scarce and valuable shore features including riparian habitat and wetlands.
3. Locate, design, configure boathouses, piers, ramps, and docks to both accommodate the proposed use and minimize obstructions to views from the surrounding area.
4. Design overwater structures to optimize the trade-offs between the number of boats served and the impacts on the natural and visual environments.
5. Consider the capacity of the shoreline site to mitigate the impact when permitting overwater structures.

3.5.B.ii Docks and Piers

1. Give preference to the use of mooring buoys over either piers or floating docks. Marinas are preferred to joint-use or community docks. Joint use or community docks are preferred to single family docks.
2. Give preference to the joint use of a single structure by several shoreline property owners, as opposed to the construction of several individual structures to spare San Juan County from the so-called “porcupine effect” created by dozens of individual private docks and piers on the same shoreline segment.
3. Give preference to the joint use of a single moorage facility by the owners of the land division lots or units, or by the homeowners association for that land division or multifamily residential development, rather than construction of individual moorage facilities. Individual docks and piers should be prohibited, provided that the County may authorize more than one (1) moorage facility if a single facility would be inappropriate or undesirable given the specific site and marine conditions. Such developments should include identification of a site for a joint-use moorage facility and the dedication of legal access to it for each lot or unit. However, it should be recognized that identification of a site for a common moorage facility does not imply suitability for moorage or that moorage development will be approved.

4. Consider the capacity of the shoreline site to absorb the impacts of waste discharges from boats and gas and oil spills when evaluating every proposed dock or pier.
5. Encourage expansion or repair of existing facilities over construction of new docks and piers.
6. Encourage multiple-user docks through construction and dimensional incentives to reduce the demand for single-user docks.

3.5.B.iii Marinas

1. Discourage areas identified as hazardous due to storm tides, high winds, waves or flooding, for use as potential marina sites.
2. Discourage embayments with poor flushing action as marina sites.
3. Minimize the consumption of limited shoreline resources in marina development. To accomplish this as well as providing moorage opportunities for inland and shoreline residents, the following sequence is preferred:
   a. The expansion of existing marinas over the addition of new marina sites;
   b. The provision of a reasonable proportion of permanent moorage spaces to reduce the demand for, or proliferation of, individual docking facilities for numerous private, noncommercial pleasure craft; and
   c. The use of boat launching ramps and dry storage of recreational boats as favorable alternatives to sheltered, year-around wet-moorage of watercraft.
4. Provide multiple use, and where practical, public access, in the design of every commercial marina.
5. Require installation and maintenance of boat sewage disposal (pump out) facilities in all marinas in convenient locations to all boaters.
6. Identify desirable marina locations based on environmental and population proximity considerations.
7. Do not allow covered moorages except where commercial construction or commercial repair of boats is the primary activity.
8. Live aboard vessels using overwater structures should be restricted to marinas and only allowed if they do not result in a net loss of shoreline ecological functions.

3.5.C Ports and Water-Related Port Facilities

Goal:

To ensure that ports and water related facilities are designed, located, constructed, operated, and maintained in a manner that results in no net loss of shoreline ecological functions.

Policies:

1. Encourage the master planning of port areas to streamline the permitting process and reduce the potential impacts on surrounding land uses. Prohibit piecemeal, uncoordinated development of port areas.
2. Locate, design and construct port docks and facilities to minimize their potential adverse impacts on other shoreline dependent uses.
3. Encourage cooperative multiple use of docking, cargo handling, and storage facilities in port areas.
4. Plan and design port facilities to include public facilities and to increase public access to the shoreline to the greatest degree feasible.
5. Encourage development which will enhance the commercial fishing industry in the County.

3.5.D Structural Shoreline Stabilization

Introduction:

Structural shoreline stabilization includes both hard and soft measures to minimize erosion and/or damage caused by waves, wake action, currents, and wind.

Goal:

To ensure that hard structural shoreline stabilization measures are used to protect a shoreline structure only after all other feasible options have been evaluated.

Policies:

1. Locate, design, and construct bulkheads in a manner which will not result in adverse effects on nearby beaches or the shore process corridor and its operating systems, and which will minimize changes in the natural shoreline.
2. Design and locate bulkheads or other hard structural stabilization so as to minimize their impact on the scenic quality of the shorelines.
3. Consider the impact of a proposed bulkhead on public access to publicly owned shorelines.
4. Locate and design all new development to prevent the need for future shoreline stabilization measures and flood protection measures. Prohibit new development that requires shoreline stabilization.
5. Allow hard structural shoreline stabilization for prevention of imminent (within the next three (3) years) damage to primary structures existing on the date the SMP was adopted.
6. Use stabilization and protection methods and strategies which are more natural in appearance, are compatible with on-going shore processes, and more flexible for long-term stream way management, such as protective berms or vegetation over structural means such as bulkheads, concrete revetments or extensive riprap.
7. Allow hard structural solutions to reduce shoreline damage if it is demonstrated that non-structural solutions would not be able to achieve the same protective purpose.
8. Prefer sloping revetments to vertical bulkheads unless they are not feasible due to the destructive scouring impact of bulkheads on beaches.
9. Provide publicly financed or subsidized shoreline stabilization projects for long term multiple use and shoreline public access. Consider providing public, pedestrian shoreline access for low-intensity recreation.
10. Leave undisturbed natural features such as snags, stumps or uprooted trees which support fish and other aquatic systems, and which do not intrude on the navigational channel or threaten other allowed uses.
11. Require that aquatic habitats, existing water quality levels and flood holding capacities are maintained in all beach enhancement projects.
12. Use naturally regenerating enhancement systems if:
    a. The length and configuration of the beach will accommodate such systems;
    b. Such protection is a reasonable solution to the needs of the specific site; and
    c. Shoreline Restoration/Enhancement will accomplish one (1) or more of the following objectives:
        i. Protect the structure from damage;
        ii. Recreate or enhance natural conditions;
        iii. Create or enhance natural habitat;
        iv. Mitigate erosion; and

v. Enhance public access to the shoreline.

13. Encourage supplementary beach nourishment where existing shoreline stabilization is likely to increase impoverishment of existing beach materials at or down drift from the project site.

14. Conduct an analysis of off-site and cumulative impacts for all proposed bank stabilization, restoration and enhancement, and flood protection activities. Such activities should be prohibited if they would result in beach or bank erosion along nearby shorelines.

4

WATER RESOURCES

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ELEMENT 4. WATER RESOURCES

Introduction

San Juan County strives to achieve integrated water resources management throughout its jurisdiction. The County gained greater understanding of its water resources over the last 20 years through several plans and studies (Attachment A). These efforts focused on resource protection through common goals of non-degradation and conservation of all water types, including surface and storm waters, groundwater, and marine receiving waters. Managing for resiliency, in both water resources and our community, in the face of climate change is critical to minimizing the impacts of change on the hydrology and aquatic habitats we and other species rely upon.

San Juan County relies on precipitation as the only source of freshwater. Precipitation that falls on each island is the only source of recharge for surface and groundwater supplies, leaving the County especially vulnerable to drier conditions expected with climate change. The percentage of precipitation that actually becomes groundwater recharge is extremely low, often less than 10 percent.

The islands' geography is characterized by the rain shadow created by the Olympic Mountains to the south and Vancouver Island to the west, by predominantly steep terrain and bedrock geology, by small watershed catchment areas, and by extensive shoreline. These conditions result in lower rainfall than other areas of Western Washington, limited groundwater storage, and extensive runoff and drainage to the Salish Sea. The freshwater available on each island is isolated by the surrounding marine waters, which make our groundwater supplies near the shorelines at risk of seawater intrusion.

Wells vary widely in quality and quantity across the County. Generally, water systems with wells located away from the shoreline have good water quality. However, some areas are experiencing seawater intrusion at this time. How we manage our water use for domestic and agricultural purposes, as well as treat and manage our storm and surface waters, is critical to ensuring all of our water resources are of the highest quality and quantity possible.

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Planning

Since 2000 San Juan County has been active in water resource planning, adopting the Watershed Management Action Plan in 2004 to address surface and groundwater quality and quantity issues, water rights, and existing water systems capacity to serve projected growth. The plan contained specific recommendations to address watershed contamination from several development, land use, and disposal related practices. Groundwater availability from exempt wells, alternative water supply options, and water source approval were discussed. The Plan was a springboard for future efforts by the Water Resource Management Committee, and its successor, the Clean Water Advisory Committee to evaluate water resources in the Islands.

In 2015, the County adopted its Stormwater Basin Plan to address storm water quality, drainage and flooding. In 2022, a comprehensive update to the San Juan County Chapter of the Puget Sound Chinook Recovery Plan was adopted by County Council, which included a focus on instream flows, enhancing fish habitat, and advancing understanding of local aquatic ecosystems. The San Juan Conservation Land Bank updated their strategic plan in 2024, which includes measures for protecting watersheds and aquifers on their lands. And the SJI Conservation District drafted the first drought plan in 2005; it supports annual and five-year plans that include water conservation measures. The entire list of plans can be viewed in Attachment A.

Critical Aquifer Recharge Areas

The entire County has been designated a critical aquifer recharge area because the County's aquifers are highly susceptible to contamination. The County has development requirements and voluntary programs, including the Voluntary Stewardship Program, to promote a safe and adequate water supply by protecting the quantity and quality of water available for recharge. Over the past decades, the County has adopted stricter regulations to ensure that new sources of potable water are safe and adequate. However, legacy issues that include groundwater contamination, inadequate well production, well interference, and insufficient potable water storage persist throughout the County and are dealt with on a case-by-case basis. Emerging contaminants in all our waters are addressed as they are discovered.

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Coordinated Potable Water System Planning

With the goal of improving service and protecting a shared resource, the County worked with water purveyors to develop coordinated water system plans in three areas.

- The San Juan Island Critical Water Supply Service Area Coordinated Water System Plan was drafted in September 1990. The plan evaluated the existing water systems constructed at that time, including source capacity, storage, transmission, and shared facility potential. In addition, service areas for existing water systems were established allowing for the water systems to become the exclusive water service providers within those areas.

- In 2003, the *Lopez Village Abbreviated Coordinated Water System Plan* was adopted, establishing design guidelines for new and expanding water systems and outlining a process to direct new growth to existing public water systems in the area rather than creating new water systems. This supports the ability of existing water systems to continue to provide safe and reliable drinking water to their service areas. The Coordinated Water System Plan was adopted in response to the establishment of the Lopez Village Critical Water Supply Service Area in 2001. The Critical Water Supply service area was designated due to questions about whether water quantity and quality were adequate for the growth that was occurring in the area during that time.

- The *Eastsound Water Supply and Abbreviated Coordinated Water System Plan* was adopted in 2008. This established Eastsound Water Users Association (EWUA) as the sole water purveyor within their service area and set standards for timely and reasonable service. This plan ensured that all new development within the EWUA service area is served by that water system and not by individual or smaller water systems in the area.

Climate Change Considerations

Based on the University of Washington report published in 2015, State of Knowledge, Climate Change in Puget Sound, the regional trend indicates that summer precipitation is likely to slightly decrease over time, with warmer, drier summers expected. However, periods of heavy rain may intensify during the spring months from March through May. The precipitation during these spring months from 1895-2014 has increased twenty-seven percent for the region.

With ground and surface water resources dependent solely on precipitation to recharge, increasing periods of extended drought will require planning to ensure that adequate

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water supplies are available. Some large water systems in the County are implementing water use efficiency and conservation measures and have served more users with less water. Implementation of such measures Countywide has the potential to ease demand on County water resources.

The consequences of changes in the regional hydrologic cycle due to climate change include increased risks of flooding, erosion, and impacts to public and private infrastructure due to heavy rains and sea level rise, as well as insufficient water availability and quality in the summer and fall. Sea level rise will increase saltwater intrusion into shoreline wells and result in failed septic systems in low-lying shoreline locations. Streams, wetlands, and riparian areas, and the aquatic and terrestrial species who depend on them for survival, are at risk of inadequate water availability. Warmer temperatures also impact the quality of the water, which can become oxygen depleted and/or at greater risk of elevated harmful or toxic algal growth. Ensuring collective management of water resources to support all needs in a changing climate will be an ongoing challenge throughout the Islands.

Water Sources and Water Use Overview

Drinking Water Sources

San Juan County's potable water needs are served by a large variety of public water systems and private exempt wells. Approximately forty percent of the County's population is served by Group A water systems (more than 14 connections), forty percent are served by private exempt wells, and the remaining twenty percent are connected to Group B water systems (3 to 14 connections).

The predominant fresh water source in San Juan County is groundwater. There are over 5,000 wells in the County. Between fifty-five and sixty percent of the county population is served by groundwater pumped from wells. Because of its heavy reliance on local precipitation and infiltration for freshwater resources, the entire County is designated a Critical Aquifer Recharge Area.

Approximately thirty-five percent of the County's population relies upon surface water for their drinking water supply. The two largest community water systems in the County are the Town of Friday Harbor, which is supplied solely by surface water, and Eastsound Water Users Association, which utilizes a combination of surface and groundwater. A table listing the County's largest water systems by connections is shown in Table 4.3.1 below.

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Table 4-1
San Juan County's Largest Water Systems

	Water System	Island	Ownership	2024 Reported Connections
1	Friday Harbor, Town of	San Juan	Town	1899
2	Eastsound Water Users Association	Orcas	Association	1265
3	Roche Harbor Water System Inc.	San Juan	Investor	626
4	Doe Bay Water Users Association	Orcas	Association	290
5	Rosario	Orcas	Investor	236
6	Fisherman Bay Water Association	Lopez	Private	169
7	Cape San Juan Water District	San Juan	Special District	159
8	Center Island Water System	Center	Private	145
9	Olga Water Users Inc/	Orcas	Private	130
10	Blakely Is. Maintenance Commission	Blakley	Private	120
11	Orcas Highlands Association, Inc.	Orcas	Association	117
12	Decatur Northwest	Decatur	Private	88
13	The Oaks Mobile Home Park	San Juan	Private	80
14	Spring Point	Orcas	Association	70

Source: WA Department of Health, Sentry Drinking Water Database

Besides the number of connections, water systems are also classified by the number of temporary or transient users that are served. Notably, Mountain and Cascade Lakes together in 2017 supplied surface water for approximately 800,000 temporary users of the Moran State Park, Rosario, and Doe Bay water systems.

There are over a dozen desalination facilities creating potable water in San Juan County, serving approximately 500 connections. In addition, San Juan County has historically approved new single family home development utilizing hauled water and rainwater catchment. Catchment is commonly used to augment a groundwater source. However, the use of hauled water for new construction needs review based on current concerns about water availability and climate impacts.

Source Approval

San Juan County Code (SJCC) Chapter 8.06, administered by Health & Community Services (H&CS) contains minimum requirements for demonstrating a potable water source; as well as groundwater resource protection. The code applies to all potable water systems proposed for building permits and subdivisions. SJCC Chapter 8.06 complies with Growth Management Act (GMA) requirements for verification of water availability for building permits (RCW 19.27) and for subdivisions (RCW 58.17).

Water Requirements for Building

Prior to building permit approval, evidence of an adequate water supply must be provided in the permit application.

1. Community Water Systems - A written notice from the community water system purveyor is required verifying that a water connection is available.
2. Individual Wells - For individual well approvals, a water well report verifying well construction, water quality testing, and well yield testing are required. In addition, a water meter is required at the wellhead, and a 100-foot radius around the well establishing a sanitary control area. The following may also be required:
    a. A seawater intrusion risk assessment is required where location and/or groundwater criteria indicate the potential for seawater intrusion.
    b. If necessary, a hydrogeologic site evaluation performed by a Licensed Hydrogeologist is required.
3. Alternative water sources - Sources other than an individual well or connection to a public water system are also approved for a single-family residential building permit. Alternative sources require a recorded Operation and Maintenance covenant to be filed with the County Auditor. Alternative sources include shallow wells with unsatisfactory bacteriological tests; water systems yielding less than 200 gallons/day; hauled water systems; rainwater catchment; desalination; and wells needing treatment for arsenic, barium, manganese or fluoride.

Subdivision Requirements

An adequate water source for each new parcel is required prior to subdivision approval, such as:

1. Connection to Community Water System. A written notice from the community water system purveyor is required to be submitted with the subdivision application. The letter must verify that a water connection is available. Water services must be installed to the property line prior to subdivision approval.
2. New Community Water System or Individual Well. Applicants must demonstrate a minimum capacity of 1,000 gallons per day/connection, provide a current bacteriological sample and a complete inorganic chemical analysis. Wells must be drilled and tested to ensure that water is available prior to the creation of new lots.

Public Water Systems

Public water systems are those that serve more than three residential connections. They can also consist of water systems serving one connection if the public has access to water (i.e. restaurant, store, or church). In order to protect water resources, the County has established stringent minimum requirements when developing new water supplies to serve new subdivisions.

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The San Juan County Board of Health adopted the first local drinking water code in August 1996, establishing rules and regulations for individual water wells and public water systems. There have been six revisions of the code since then, resulting in the current SJCC Chapter 8.06 Water Wells and Water Systems. This code adopts state drinking water and well construction rules by reference establishing standards for resource protection, monitoring, and management. This is a climate change mitigation measure to hold smaller systems to the high standards of state regulations.

Requirements for new public water systems are:

- Proposed sources of groundwater for public water systems within one-quarter mile of an existing water system service area must apply to that system for service prior to drilling;
- All new public water systems using groundwater must demonstrate a source capacity of 1,000 gallons per day (gpd)/connection, but can design the system based on 350 gallons per day (gpd)/connection; and
- Water systems in areas designated as critical water resource areas, as part of their water system plans, must include resource protection including:
    - A conservation plan;
    - A water shortage contingency plan; and
    - Watershed control and management strategies such as monthly meter readings, static level measurements, comprehensive monitoring, and coordination of well pumping with other water systems.

Industrial Water Use

Industrial water uses currently consist of gravel mining operations and concrete manufacturing. It is presumed that the sources for these operations are groundwater. There is limited data on the quantity of water being used for manufacturing in the County.

Agriculture Water Use

Forage production and livestock are the dominant agricultural practices in San Juan County. Small farm production of both vegetable and fruit crops is increasing. Over 13,000 acres has been designated as Agricultural Resource land. Without adequate water, this designation is tenuous.

San Juan County's agricultural sector relies on surface water from ponds, streams, and groundwater for irrigation, livestock water, and livestock processing. According to the USDA Ag Census (2022), there are 473 acres of irrigated farmland in San Juan County out of the total 19,571 actively farmed acres. The Washington State Department of Ecology maintains

a database of water rights which includes agricultural use. There is limited available data on the quantity of water resources being used for irrigation and agriculture in the County. Irrigation requirements are estimated to be approximately 1 acre foot during the growing season for grass pasture and for vegetable production.

To support the protection and enhancement of water resources, critical areas, and agricultural viability, San Juan County adopted the Voluntary Stewardship Program, which is managed by the SJI Conservation District. The program uses an incentive-based approach to protect aquifer recharge, critical areas, promote agricultural viability, and encourage cooperation among diverse stakeholders.

With proper management and an understanding through monitoring/metering, our intensively managed farmland and pasturelands provide ecosystem services such as water filtration and wildlife habitat. In light of these benefits, as well as social assets including food security, cultural history, and pastoral views, agricultural water usage must be factored into County water planning.

As the islands' populations have increased, the demands on groundwater have increased and will continue to do so with additional growth. The future of farming and food security in San Juan County will depend upon the continued access to, and wise use of, water.

Well Inventory

The County well inventory is quantified by the number of water well reports (well logs) on file. Well logs are available at H&CS or through the Department of Ecology website. Ecology has a record of approximately 5400 water well logs on file. All new wells must meet well site criteria to ensure that they are not impacted by potential sources of contamination.

Ground and Surface Water Protection

On-Site Sewage System Permitting and Operation & Maintenance

Health and Community Services (H&CS) implements SJCC Chapter 8.16 On-Site Sewage System (OSS) Disposal to protect public health by minimizing exposure to untreated sewage. This includes inadequately treated discharges from OSS that can affect surface and ground water. Permitting requirements for on-site sewage systems include vertical separation to groundwater and horizontal separation to surface water adopted by reference from WAC 246-272A. In addition, H&CS administers an Operation and Maintenance (O&M) program that exceeds the requirements outlined in WAC 246-272A by requiring ongoing O&M inspections county wide, increasing the frequency at which

inspections are required for food service establishments, and requiring O&M upgrades to be installed at the time of property sale.

There is also potential for an increased threat to freshwater and marine receiving waters due to septic system failures as a result of rising sea levels, increased flooding, and seawater intrusion in waterfront lots in a changing climate.

Seawater Intrusion

In 2007, the San Juan County Board of Health revised SJCC Chapter 8.06 to include a Seawater Intrusion Protection section. This ensures that projects that have a potential to cause or contribute to seawater intrusion are evaluated to determine their impacts on the groundwater resource prior to a project decision being made. If the project is determined to have an impact on groundwater, the Health Officer will approve with conditions designed to prevent degradation. Projects that cannot mitigate the impact of seawater intrusion on the groundwater resource may be modified or denied.

Water Monitoring

H&CS established groundwater quality monitoring networks in high priority areas in 2008 utilizing grant funding. A monitoring network on Lopez is monitored and maintained by H&CS staff at a low level with available staff and funding. The monitoring networks consist of data loggers installed in multiple wells, which gather static water level information. In addition, nitrate, chloride and conductivity parameters have been analyzed periodically since 2008 to assess impacts from seawater intrusion and human related nitrate loading to the aquifers. Ongoing monitoring is informative for the County. For example, the recent analysis of North Lopez data showed elevated chloride in some wells. This demonstrates that seawater intrusion is not just a speculation; it is being observed and is likely to increase with increased groundwater pumping and sea level rise.

Individual wells are required to monitor for water quality and submit that information to H&CS in order to obtain water availability approval for a building permit. The water quality sample results are scanned with the water availability application and maintained by H&CS.

Storm and Surface Water Management

The County established a Stormwater Utility (Utility) in 2005 (now called the Clean Water Utility) to administer programs and projects to protect and improve water quality, water quantity management, and aquatic habitats. The Utility initially focused on drainage planning, monitoring, and conveyance projects. In 2018, the Utility began to fully address its Council adopted charter per SCJCC Chapter 13.04 to address water resources management throughout the County. The Clean Water Utility supports work in surface and

groundwater availability, water quality and aquatic species monitoring, aquifer protection, and protection of fish habitat. This is in addition to its traditional stormwater planning, permitting, monitoring, maintenance, treatment and conveyance outside the road right of way, to minimize property damage, and to promote and protect public health, safety and welfare. The Clean Water Utility also implements riparian and wetland restoration as green infrastructure/low impact development strategies to protect and improve water quality, reduce the risk of harmful algal blooms, limit channel erosion and flooding, and address climate resiliency.

Watershed-scale storm and surface water system planning was completed in 2015 and is used, along with other technical and scientific information, to guide the Utility's Capital Improvement Program (CIP) for infrastructure upgrades to storm and surface waters. The projects are designed to retain fresh water on the landscape for groundwater recharge, manage excessive runoff, reduce bacteria and nutrient loading, and maintain cooler waters to buffer the impacts of climate change on water quality and cold water habitat. High precipitation events in the fall, winter, and spring have the potential to cause inundation, erosion, and damage to infrastructure. Appropriate drainage systems in urban, rural and agricultural lands are needed in response to climate change, in order to reduce the potential for water quality contamination from eroding sediment, nutrients, pathogen runoff, and preserve the viability of agricultural production.

The Utility works to ensure the storm water system is adequately maintained and functional to reduce flood damage from runoff. Storm water runoff from impervious surfaces also picks up contaminants that can impact our water quality if not properly treated. Storm water from impervious surfaces must be pre-treated before discharge to natural surface waters (wetlands, streams, ponds, and marine waters). The County uses development design standards for storm water that follow the Department of Ecology's latest guidance, adapted and upgraded for conditions specific to San Juan County. Regular street sweeping and catch basin cleaning in dense "urban core" areas and ferry landings helps to reduce contaminant loads entering waterways. The Clean Water Utility also periodically monitors storm water runoff to check pollution levels. Protection and maintenance of the storm and surface water system also helps to reduce the risk of flooding of structures and roadways, while encouraging water retention on the Islands. Storm water infiltrates into groundwater, and drains to surface waters (streams, wetlands, ponds and their associated riparian areas) before entering the marine environment.

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Natural Resources

Fish, Wildlife, and Native Habitat

The complex geology of the San Juan Islands supports a diverse land cover that, in conjunction with our streams, wetlands and nearshore areas, supports a wide array of plants and animals. Our habitats consist of many islands that are in some cases small, disconnected, and often rocky. For many of them protection is either recommended or is required by State or Federal law.

A stated goal of previous planning efforts is to use Best Available Science to ensure there is no net loss of the functions and values of wetlands and fish and wildlife habitat. In 2022 the state and federal governments adopted the County's Salmon Recovery and multi-species conservation plan which has specific strategies, goals and implementation targets to protect and restore anadromous (migratory) and native fishes.

Climate change poses a threat to native habitats, impacting our fish and wildlife. Some of the potential impacts of climate change include: increased erosion due to flooding, storm surge, and sea level rise; loss of beaches and wetlands resulting from sea level rise coupled with armoring and development that prevents those habitats from being able to move further inland; and harmful algal blooms resulting from warmer water temperatures and excessive nutrients. There are also instream flow and fish migration challenges caused by impoundments and water withdrawals from streams.

Marine Waters - San Juan County Marine Stewardship Area

The marine waters of San Juan County were designated a Marine Stewardship Area (MSA) in 2004. The designation is designed to protect the unique and valuable marine resources of the islands, while allowing sustainable use to occur. A Marine Stewardship Area Plan, completed by the Marine Resources Committee in 2007 and subsequently updated as the State of the MSA Report in 2023, assessed conditions and recommended strategies to protect and improve resource conditions. The work is consistent with some of the Shoreline Master Program development standards currently in place.

The Marine Stewardship Area designation includes the Islands' uplands, shorelines and marine waters throughout the County. The quality of the marine waters is influenced by the freshwater runoff from the Islands as well as boating and vessel traffic, and activities of neighboring jurisdictions.

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The County's Salmon Recovery Program, updated in 2022 identifies surface water management for habitat benefits to aquatic species. Restoration and protection actions for salmonid and native freshwater fish are currently underway in high priority watersheds.

Climate change poses a threat to marine ecosystems with potential impacts such as harmful algal blooms and intertidal die-offs as a result of excessive heat during low tides. These and other impacts of climate change are highlighted in the State of the MSA Report (2023) and the Salmon Recovery Plan Chapter Update 2022.

DRAFT

Goals and Policies

Goal WR 1
Manage water quantity for the benefit of all species, habitats, and uses.

Policy WR 1.1
Maintain or enhance the infiltration of precipitation throughout watersheds to ensure adequate recharge to streams, wetlands, lakes, ponds, and aquifers, and nearshore flow to marine waters.

Policy WR 1.2
Ensure surface and ground water rights and instream flows are appropriately allocated to support viable agricultural and other uses consistent with policies to protect fish and wildlife habitat and other users.

Policy WR 1.3
Manage stormwater to reduce the impacts of severe flooding, retain waters on the land, and capture for reuse.

Policy WR 1.4
Ensure that the County is in compliance with the laws set forth in the Native American Graves Protection and Repatriation Act.

Goal WR 2
Protect and improve water quality for the benefit of all species, habitats, and uses.

Policy WR 2.1
Ensure County code addresses new information on seawater intrusion, contaminants of concern, new and alternative water sources, and Group A/B system oversight and support.

Policy WR 2.2
Maintain stream, shoreline, and wetland buffers, stormwater treatment facilities, agricultural best management practices and other mitigation measures to remove contaminants in order to protect water quality and habitat.

Policy WR 2.3
Maintain and improve the onsite septic system program and ensure septic and water systems vulnerable to sea level rise and increased flooding are adequately addressed to protect water quality.

DRAFT

Goal WR 3

Monitor and track water resource quantity, quality, and use.

Policy WR 3.1

Develop a robust, integrated water quantity monitoring and reporting program through a combination of metering of public and private water systems, wells, and surface water withdrawals to improve understanding of water use volumes and timing relative to water availability across each Island.

Policy WR 3.2

Support the establishment of localized water budgets using current hydrogeologic surveys and surface water hydrologic analysis, to inform water conservation prioritization, use efficiency, and repairs.

Policy WR 3.3

Update and map critical water resources assets (source watersheds, systems, wells, surface waters, storage facilities, on-site septic systems, etc.) and support a public database of water resource information on the County website.

Policy WR 3.4

Develop an integrated program to monitor water quality (in all water types) on a consistent basis to address issues that can impede water use, including emerging contaminants such as PFAS, toxic algal blooms, seawater intrusion.

Goal WR 4

Reduce impacts of development and agriculture on water resources.

Policy WR 4.1

Ensure new and existing development has adequate water availability and discharge/treatment systems prior to permit approval to prevent impairment of existing users including neighboring wells, downstream/ gradient landowners, and fish and wildlife that rely upon freshwater habitats.

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Policy WR 4.2

Encourage best practices to slow storm water and support aquifer recharge including: the retention of healthy native soils, vegetation and forest, water quality swales, green roofs, rain gardens, artificial recharge, permeable surfaces and use of gray water for irrigation.

> *Artificial recharge is the process of intentionally adding water to groundwater aquifers, typically to replenish them and address issues like low water levels or salinity intrusion.*

Policy WR 4.3

Promote agricultural best management practices, water conservation programs, and the Voluntary Stewardship Program to protect water quality, conserve water and soils, and support fish and wildlife habitat corridors.

Goal WR 5

Preserve and restore water resources through projects and programs.

Policy WR 5.1

Work cooperatively with agencies and landowners to coordinate protection and management of water resources and fish and wildlife habitat in the County.

Policy WR 5.2

Protect, restore, and enhance wetlands, streams, shorelines, and their associated buffers.

Policy WR 5.3

Support projects that foster cross sector collaboration such as water banks, irrigation modernization, and other mechanisms to ensure sufficient water supply for all.

Goal WR 6

Support funding for integrated water resources management in the County.

Policy WR 6.1

Support and expand County funding and partnerships for water resource management throughout the Islands to address water quantity, water quality management, and fish and wildlife habitat.

DRAFT

Policy WR 6.2

Continue to utilize the state and federal funded programs to protect water resources such as the Voluntary Stewardship Program for agriculture and critical areas, and the Salmon Recovery Program for fish habitat.

Goal WR 7

Continue inclusive water resources planning and education.

Policy WR 7.1

Ensure coordinated water resources planning and protection efforts across County departments, with established timelines and skilled staff to implement policies included in this Element.

Policy WR 7.2

Support staff and professional services who provide technical assistance (hydrogeologists, stormwater engineering, irrigation specialists, hydrologists, biologists) to address water resources management for the benefit of all.

Policy WR 7.3

Promote and incentivize water conservation and use efficiency for homes, business uses, agricultural irrigation, and lawn care, among other uses.

Policy WR 7.4

Encourage voluntary data collection (static water, water quality, etc.) from wells, supporting automated retrieval of data to encourage participation in monitoring activities.

DRAFT

5

HOUSING

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ELEMENT 5. HOUSING

The San Juan County 2045 Vision states:

"Adequate, safe, affordable, and stable housing helps our community thrive. There are diverse housing types, and we use innovative strategies to meet the various housing needs of our community."

Introduction

Housing is a foundational human need, necessary to create the vibrant and diverse community we envision in our county. In addressing the challenge of housing the County's people, it is essential to do so in a manner that protects the natural environment, suits the rural character of the islands, respects private property rights, and addresses unique island obstacles. The islands face specific challenges, such as a shortage of consistent skilled labor, higher material costs, and an inability for workers to commute due to the rural, isolated nature of the county.

Meeting current and future housing needs is an issue with substantial social, economic, and environmental implications. Extensive housing development in rural areas could be detrimental to natural resources and the environment, and could alter the San Juan Islands' sense of place, beloved by both residents and visitors, and the backbone on which the Islands' thriving tourism sector is based. Sprawling, low-density development would jeopardize San Juan County's rural character, and challenge public infrastructure and services. The choices we make today have the potential to have a lasting long-term impact on the community.

Two overarching challenges San Juan County faces are availability and affordability of housing. By 2045, there are projected to be 11,111 households and approximately 18,840 total housing units in the county, 11,821 of which are expected to be permanently occupied housing units. This is an increase of 2,665 and 5,068 respectively, and 3,180 permanently occupied housing units. While the total number of housing units in the county would appear to be adequate to house everyone who lives here, due to a number of factors, including high vacancy rates due to the prevalence of seasonal vacation rentals, and low rates of housing production, there are a lack of available units for both purchase or rent for low- and moderate-income households. Available units are often not affordable to both long-term and seasonal workers, leading to extreme affordability gaps for those who rely on wage incomes in San Juan County. The County, its Housing Advisory Committee and housing non-profits can increase opportunities for affordable housing and set the stage for affordable housing efforts by non-profits and private developers to be successful.

The Housing Element is meant to guide plans for the existing and projected housing needs of all the County's people. It identifies the expected resident population, provides an inventory and analysis of existing housing, and identifies housing needs based on both current conditions and projected growth. The goals and policies are actionable and reflect the County's and community's priorities. Appendix 5, the Housing Needs Assessment (HNA), provides more detailed information on population and housing characteristics and projections.

Relationship to Other *Plan* Elements

The Housing Element is both a stand-alone document meant to guide the implementation of housing-related actions in the County, and a supporting piece of the *Plan,* as a whole. It is closely tied to other planning elements such as land use, economic development, and capital facilities. The data and findings that support the Housing Element, including the Housing Needs Assessment (Appendix 5), the Population Forecast and Land Capacity Analysis (Appendix 1), also inform other elements of the *Plan*.

The Housing Element not only supports the housing Vision, but also the other parts of the Vision. For example, the housing policies in this Element support the Land Use Element's vision of conserving rural, agricultural and resource lands, protecting critical areas, and maintaining rural character. It relies on the Economic Development Element's vision of stable jobs that "provide wages that allow islanders to live, work and thrive locally," and is an important contributing factor to a diverse and resilient economy. The Housing Element is a key part of the Basic Human Needs vision of the islands being a place where all people are safe, day and night. The Elements of this *Plan* are closely intertwined and both support and rely on each other's ability to accomplish their Vision statements.

Population and Demographics

In planning for present and future housing needs, it is essential to identify the population for whom the County is planning. The County bases its housing policies on housing needs, which depend greatly on projected population growth and demographic factors such as age and socioeconomic status. A full technical memo and discussion of these forecasts prepared by County staff can be found in Appendix 1, with more detail found in the Population, Housing and Employment Projections section of the Land Capacity Analysis Methodology and Results, Appendix 1.

Projected 2045 Population

After analyzing several potential population projections based on Washington Office of Financial Management (OFM) forecasts, the San Juan County Council adopted Resolution no. 34-2023, adopting forecasts by island, based on the 2045 OFM Medium population forecasts

As noted in Table 1 below, San Juan County's population in 2020 was 17,788 people. By the year 2045, the county population is projected to increase about 29 percent to reach 23,014 people. Past population projections overestimated the County's growth, anticipating a population of 19,150 people by 2015. Population growth is largely due to in-migration, rather than natural increase. The majority of the County's population lives on San Juan, Orcas and Lopez islands, while the remainder live on Shaw Island and non-ferry served islands. The largest population center is Friday Harbor, San Juan Island, the County's one incorporated town, with a population of 2,613 people. Friday Harbor is projected to increase by 1,506 people by 2045 to a population of 4,119. There are also population hubs in the Lopez Village and Eastsound Urban Growth Areas, and the villages, hamlets and subareas on the islands. The projected increase in population will require strategic action to accommodate growth.

Table 5-1
2045 San Juan County Population Forecasts by Island, 2023-2050, Based on OFM Medium

	2020 Census Population	2045 Projected Population	Net New Population 2020-2045	Share of Countywide Net New	Share of Net New Island Population
San Juan Island	**8,541**	**11,051**	**2,510**	**48.03%**	
Town of Friday Harbor	2,613	4,119	1,506	28.82%	60%
Unincorporated	5,928	6,932	1,004	19.21%	
Orcas Island	**5,772**	**7,468**	**1,696**	**32.45%**	
Eastsound UGA	1,200	2,047	847	16.21%	50%
Unincorporated	4,572	5,421	849	16.25%	
Lopez Island	**2,737**	**3,541**	**804**	**15.38%**	
Lopez Village UGA	233	634	401	7.67%	50%
Unincorporated	2,504	2,907	403	7.71%	
Shaw Island	**253**	**327**	**74**	**1.42%**	
Non-Ferry-Served Islands	**485**	**627**	**142**	**2.72%**	
Total	**17,788**	**23,014**	**5,226**	**100.00%**	

Source: US Census, WA OFM Small Area Estimates Program; WA OFM 2022 Population Projections; San Juan County; Town of Friday Harbor; Leland Consulting Group

Seasonal Population

San Juan County's population size varies throughout the year. There are a significant number of seasonal residents and visitors in addition to year-round residents. The 2018 San Juan Island Visitors Study (Study), based on ferry ridership patterns during the year, found that the daily population balloons during the peak season of June through September. During the 2017 peak season, there was an estimated daily average of 24,810 people in the County, while the population during the off-season was estimated at 16,314 people. The Study projects the peak season population to be between 27,810 and 29,810 people by 2036. This Plan considers not only the growth of the Islands' year-round resident population, but also the growth of the seasonal and visitor population.

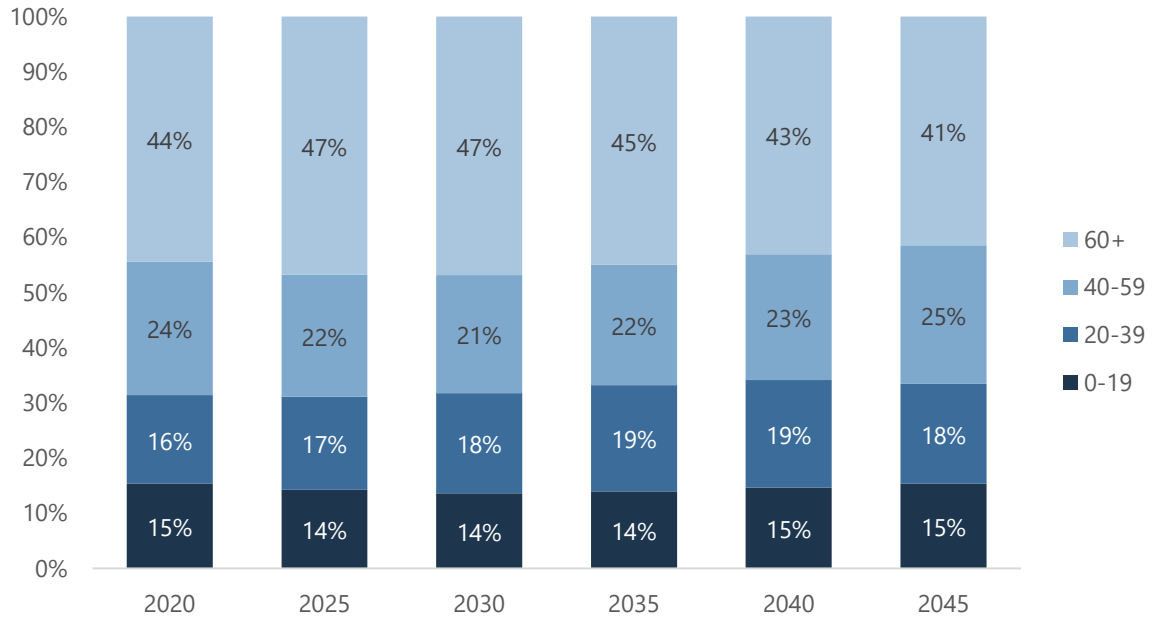
Age

State Median Age: 38.6 years

SJC Median Age: 56.5 years

Understanding the population's age distribution can help the County anticipate future housing needs. Figure 1 shows the estimated distribution by age group between 2020 and 2045. The population of the County is expected to continue to age over the next decade or so, After 2030, the state is forecasting this trend to reverse, with a slight decrease in older residents and increase in children and young adults from 2030-2045. However, this trend is expected to be very gradual, and the County's overall population is expected to remain considerably older than the state averages over the planning period of this Comprehensive Plan update. This has significant implications for the County's housing needs, such as increased needs for accessible units, demand for smaller unit sizes, and a need for analysis and understanding of older and retired County residents' incomes.

Figure 5.1
San Juan County Population Forecasts by Age Group, 2020-2045



Source: WA Office of Financial Management 2022 Medium Series Population Projections

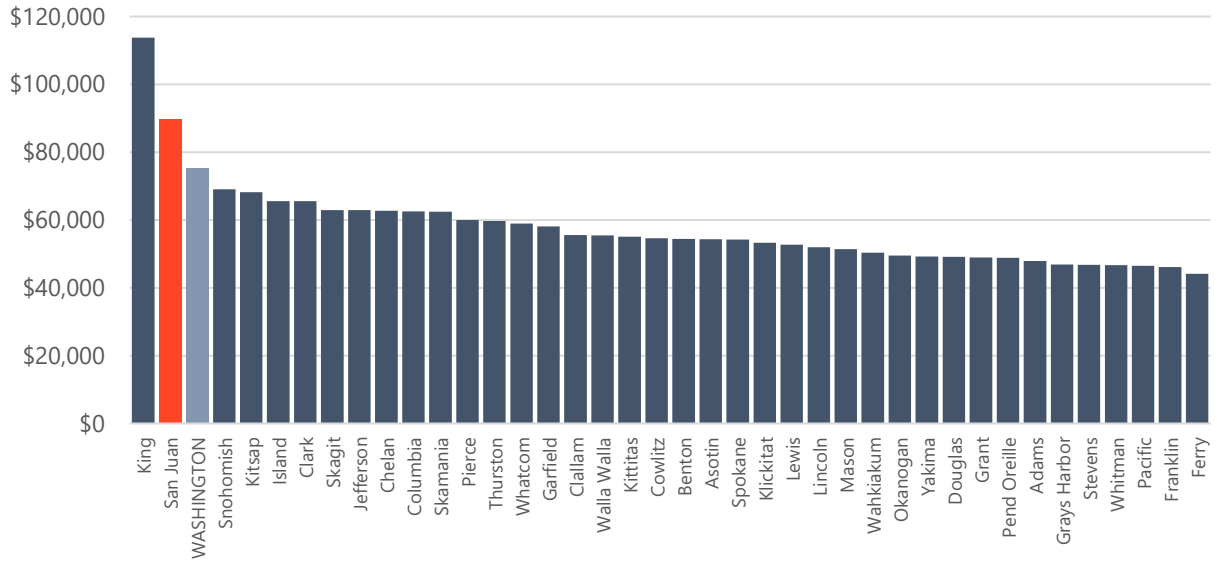
Income

Income affects the affordability of housing. Many households acquire their income from sources outside the County, driving up home values and outpricing those who rely on wages earned on the islands. In 2022, San Juan County had the second highest per capita income in the State of Washington, at $89,744, compared to the State average of $75,332 (Figure 2). However, the average annual wage income in the County was well below the State average, at $46,428, as of 2021 (Figure 3). Reflecting an elderly and likely high percentage of retired residents, the majority of income in the County is from property income, as opposed to income earned through wages. Transfer payments are also an important source of personal income for County residents.

With a low average annual wage income, many people in San Juan County live at and around the Federal Poverty Level (FPL), despite the County's high per capita income. In 2016, 11 percent of households in the County were living below the FPL, and an additional 22 percent were just above the FPL but could not afford a basic household budget. Meeting basic needs such as housing, food, childcare, transportation and healthcare, is highly challenging for about one third of the County.

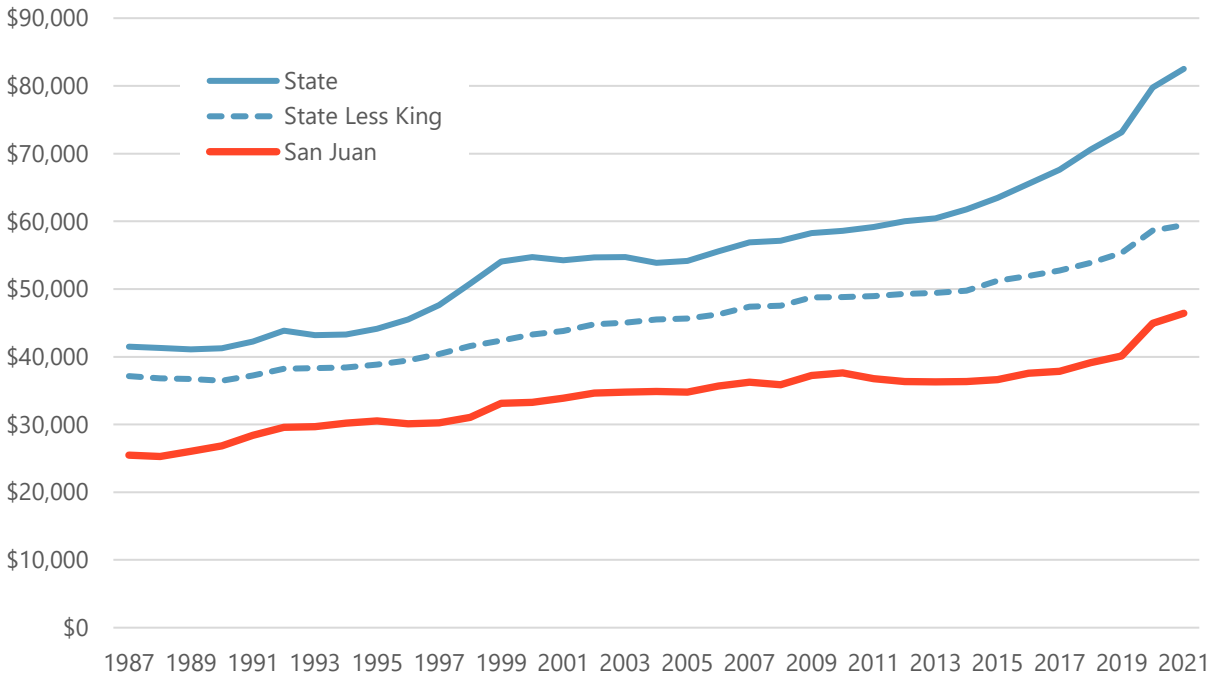
Average Annual Wage in San Juan County has consistently been well below the state average.

Figure 5.2
Washington State Real Per Capita Personal Income by County, 2022



Source: Calculations by the Washington Regional Economic Analysis Project (WA-REAP) with data provided by the U.S. Department of Commerce, Bureau of Economic Analysis

Figure 5.3
Average Annual Wage, Adjusted for Inflation, 1987 – 2021



Source: Washington State Dept. of Employment Security San Juan County Data Tables

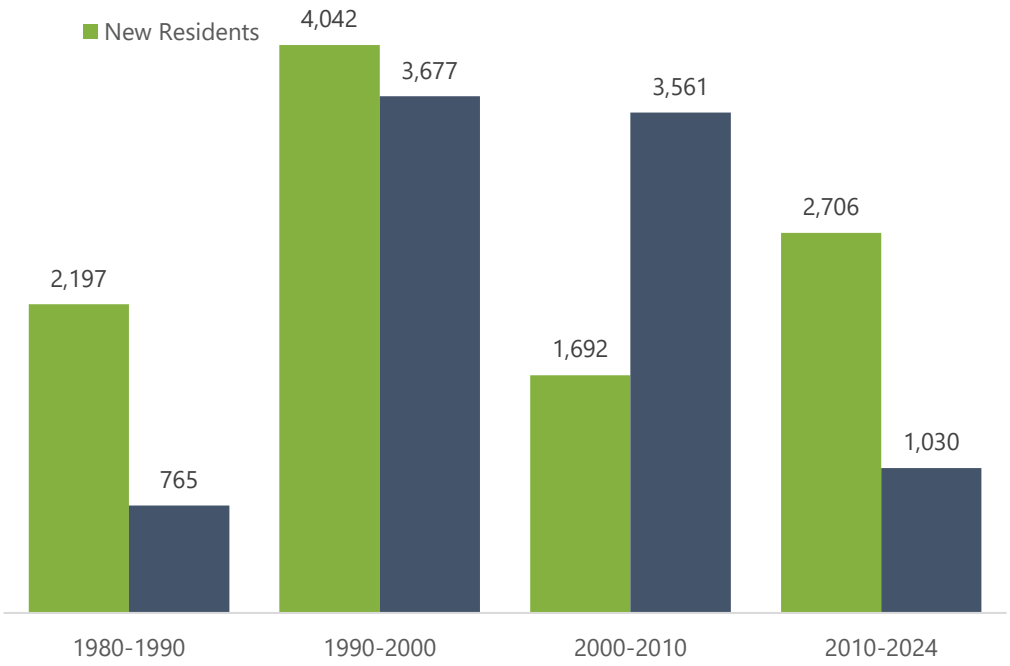
Housing Projections and Inventory

2045 Housing Projections

By assessing the housing inventory in the San Juan Islands for factors such as housing stock, cost, occupancy status, and housing condition, the County can identify more specifically where there is need. This provides a starting point when working to meet the Vision and fulfill future needs. Housing stock refers to the number of housing units in the County. In 2024, there were 14,343 housing units (Washington State OFM)—an increase of 1,030 units from 2000. This is a marked slowdown in housing production compared to the previous decade, when San Juan County's housing stock increased by 37 percent between 2000-2010, compared to only 8 percent between 2010-2024. Figure 4 below shows this trend by comparing the historical growth of new San Juan County residents new housing units.

Based on the 2045 population projection there will need to be an additional 3,180 permanent housing units by 2045 in order to adequately accommodate an expected total of 11,111 households (Table 1). Here, "households" refers to all the people who occupy a housing unit as their primary residence. The HNA provides housing projections at the island level.

Figure 5.4
New Residents to New Housing Units, 1980-2024

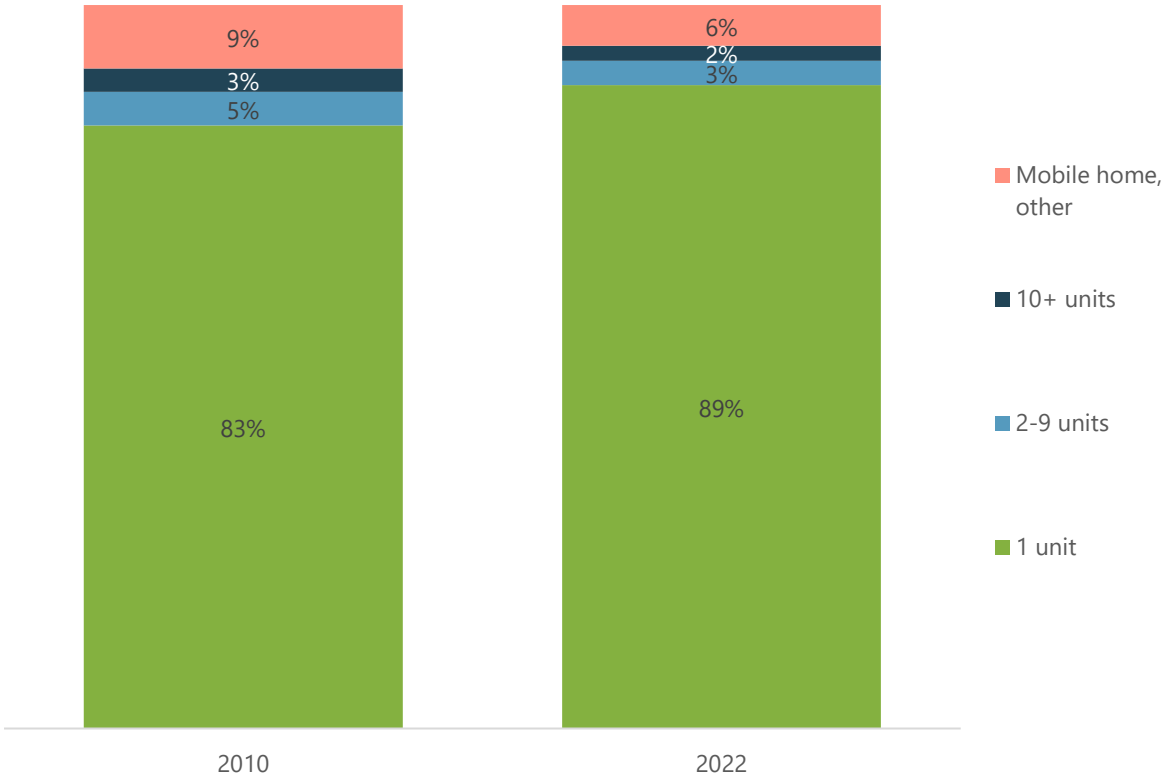


Source: Washington Office of Financial Management Postcensal & Intercensal Population and Housing Estimates, April 1 Population and Housing Estimates.

Housing Type

The HNA indicates that San Juan County has a lack of diversity of housing types with sparse numbers of multi-family units, which are often more affordable than stand-alone single-family residences. This limits rental availability and is linked to housing affordability for those unable to afford to purchase a home. Figure 5.5 below shows the share of units by housing type in 2010 and 2022. Since 2010, the share of single-family homes has increased by 6 percent from 83 to 89 percent. Apartments and mobile homes make up a smaller share of housing units in the County now compared with 2010, both because of an increase in single-family homes and a decrease in multifamily housing types. In particular, the number of mobile homes has decreased from 1,110 to 782 between 2010 and 2022.

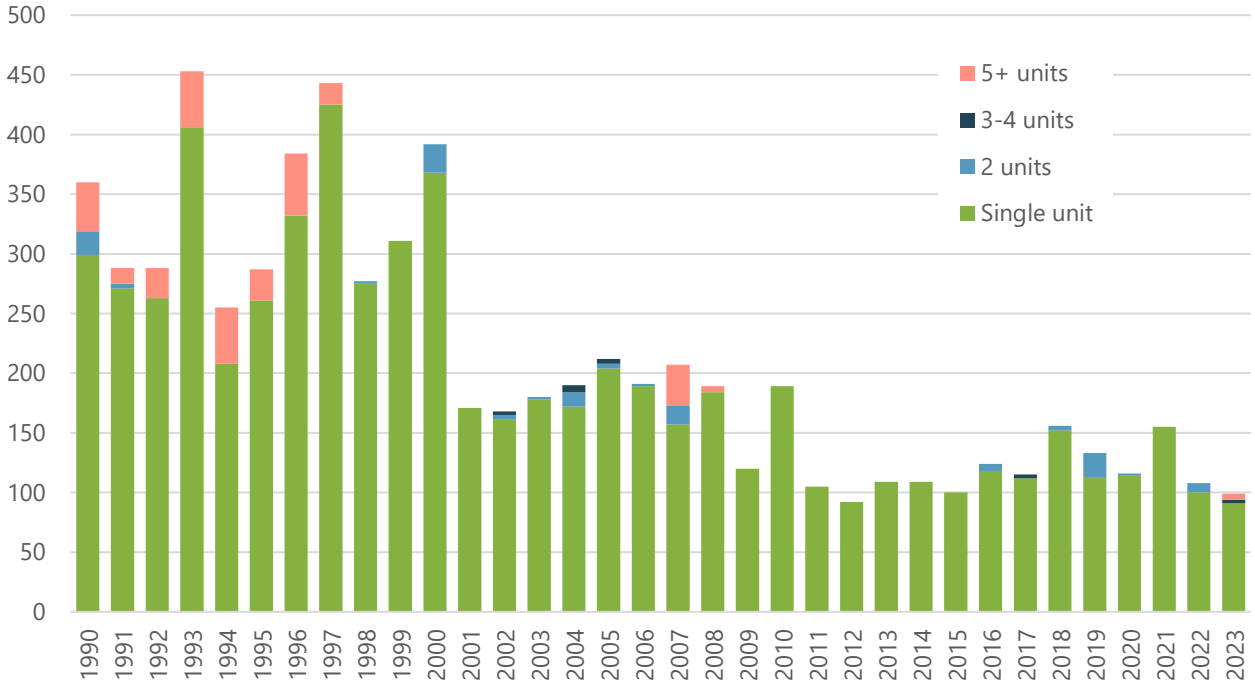
Figure 5.5
San Juan County Housing Inventory, 2010-2022



Source: U.S. Census Bureau American Community Survey 5-Year Estimates, Table DP04

Figure 5.6 shows the number of housing building permits issued in the County from 1990-2023. After a construction boom during the 1990's, construction of new houses slowed during the early 2000s and further slowed following the 2008 recession. Construction of new multi-family housing projects has almost entirely ceased, although there have been some duplexes and other "middle housing" projects of 3-5 units produced in small quantities in recent years. Due to low multi-family unit production over the past three decades, the County now has a lack of diversity in its housing structures.

Figure 5.6
San Juan County Housing Permits, 1990-2023



Source: U.S. Census Bureau Building Permits Survey

Housing Condition

Overall, the housing units in the County are newer and in better condition than Washington State, on average. 47 percent of the County's housing units were built after 1990, compared to 42 in Washington State. Only 19 percent of units in the County were built before 1970 while the rest of the state sits at 30 percent. Reliable data on the condition of living quarters are limited, but Census data reports that about 1.7 percent of housing units in San Juan County lack complete plumbing facilities, down from 2.4 percent a decade ago. This is higher than the statewide average of 0.4 percent of units which lack complete plumbing facilities. Additionally, 1.8 percent of units lack complete kitchen facilities, also higher than the 1.1 average statewide and a slight increase from 1.2 percent a decade ago.

According to the local family resource centers, there has been an increase in the number of families living in substandard housing with poor conditions such as trailers or recreational vehicles. They find it is common for people to live some or all of the year in tents. Also, the largest percentage of respondents to the County's 2017 Point in Time Homeless Count were those living in substandard structures.

Occupancy Status

Table 2 illustrates a disproportionate number of vacant housing units in San Juan County. According to the 2022 ACS 5-year estimates, vacant housing units made up 7.4 percent of all housing units in Washington State. San Juan County had 37.5 percent vacant units in the same period.

From 2000 to 2010, the share of vacant housing units increased from 33.7 to 42.82 percent of total units in the County. Since then, the share has decreased slightly, to 38.67 percent at the 2020 Census and an estimated 37.5 percent as of the 2022 ACS. Despite this gradual decrease, over a third of housing in the County is still considered vacant, and the vast majority of those units are characterized as for seasonal, recreational, or occasional (SRO) use. These include vacation rentals, second or seasonal homes, time-shares, and housing for seasonal workers.

Of vacant housing in 2020, 4,449 housing units were classified in SRO uses (83 percent of all vacant units), a slight decrease from 4,748 SRO units in 2010. This contrasts dramatically with the change between 2000 and 2010, when the County added nearly 2,000 SRO units. However, the 2022 ACS indicates that the number of SRO units in the County has continued to remain more stable in the past few years since the 2020 Census, and the relatively consistent vacancy rates since 2010 suggest that vacant units, and particularly SRO units, will likely continue to comprise a sizeable proportion of the County's housing stock over the next 20 years, and these units will continue to impact housing availability and affordability, since they are effectively removed from the pool of available housing stock for full-time residents of San Juan County.

Table 5-2
San Juan County Housing by Occupancy

	2000 Census	2010 Census	2020 Census	2022 ACS
Total housing units	**9,752**	**13,313**	**13,772**	**13,851**
Owner occupied	4,754	5,360	6,231	6,709
Renter occupied	1,712	2,253	2,215	1,945
Vacant housing units	3,286	5,700	5,326	5,197
Percentage of Total				
Owner occupied	48.75%	40.26%	45.24%	48.44%
Renter occupied	17.56%	16.92%	16.08%	14.04%
Vacant housing units	33.70%	42.82%	38.67%	37.50%
For seasonal, recreational, or occasional use	28.47%	35.66%	32.30%	32.98%
Non-SRO (i.e. permanent) vacancy rate	5.23%	7.16%	6.37%	4.52%
Vacant Housing Unit by Type				
For seasonal, recreational, or occasional use	2,776	4,748	4,449	4,568
For sale only	82	187	113	82
For rent	129	311	150	105
Rented or sold, not occupied	63	57	64	102
For migrant workers	0	5	0	7
Other vacant	236	392	485	333

Source: U.S. Census Bureau, 2010 Census, 2020 Census, 2022 American Community Survey 5-Year Estimates, Tables DP04, S2501, B25004

In order to determine if this trend was consistent across the County's UGAs and outside of UGAs, data from the Washington Office of Financial Management's Small Area Estimates Program (SAEP) at the UGA level was analyzed. This data does not break down vacancy into categories as the census does, but as shown below in Table 3, the SAEP data shows that overall vacancy rates are lower inside UGAs. Moving forward, it should remain a focus to maintain limits on vacation rentals, and to introduce and strengthen County policies and programs that support permanently occupied housing within County UGAs where services and job opportunities are most plentiful.

Table 5-3
Seasonal, Recreational, and Occasional Use Housing in San Juan County, 2022

Island	Total Units	Vacant Units	SRO Units	Share of Countywide Vacant Units	Vacancy Rate	SRO Rate
County Total	13,851	5,197	4,568	100.00%	37.52%	32.98%
Lopez CCD	3,448	1,713	1,595	32.96%	49.68%	46.26%
Lopez Village UGA (SAEP)	*146*	*27*			*18.49%*	
Orcas CCD	4,542	1,813	1,557	34.89%	39.92%	34.28%
Eastsound UGA (SAEP)	*745*	*164*			*22.01%*	
San Juan CCD	5,861	1,671	1,416	32.15%	28.51%	24.16%
Friday Harbor	1,397	219	106	4.21%	15.68%	7.59%
Unincorporated	4,464	1,452	1,310	27.94%	32.53%	29.35%

Source: 2022 American Community Survey 5-Year Estimates, Table B25004; Washington Office of Financial management 2022 Small Area Estimates Program (SAEP)

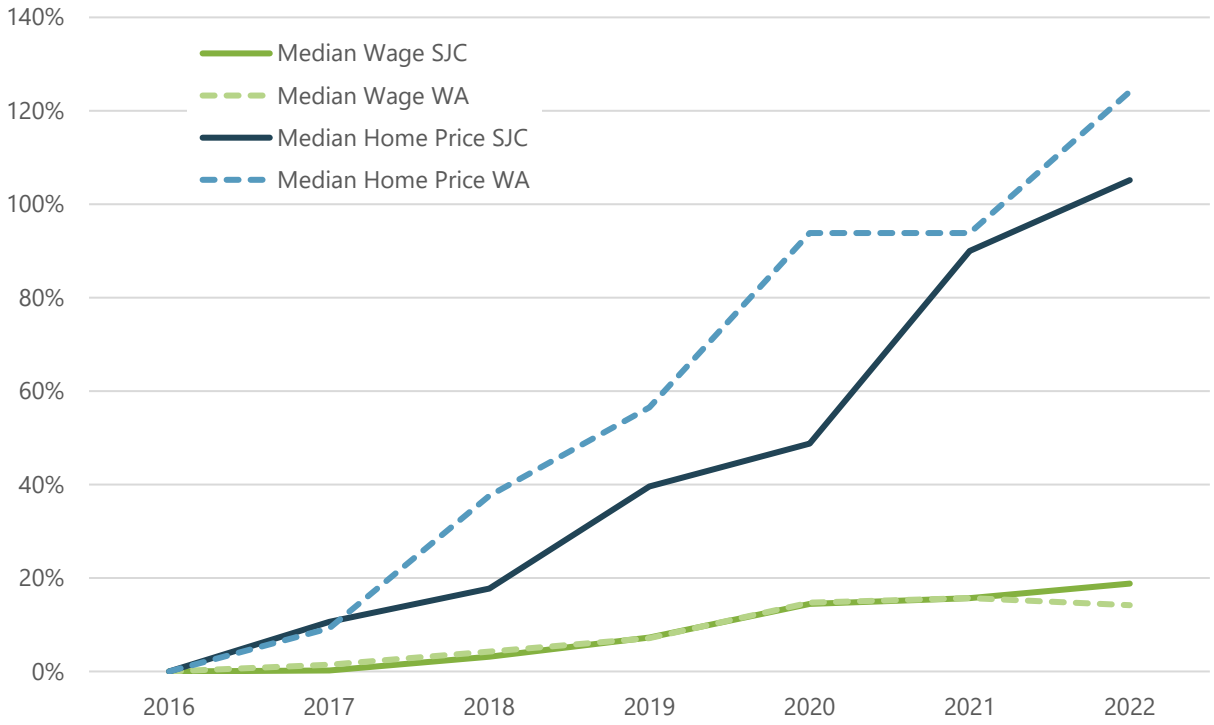
Housing Cost

Home prices in San Juan County have risen every year since 2012 and appear to be uncorrelated to median wages. This implies that economic forces outside of the local County economy drive housing demand in the County.

The median home resale value in San Juan County is high compared to the rest of Washington State. Here, the median home value is $956,800, nearly 35 percent higher than the state median. Since 2016, prices have increased about 105 percent (essentially doubled) in the County, an average annual increase of 10.8 percent. High home values make entering and participating in the housing market particularly difficult for first time homebuyers, who may not have sufficient capital to make a large down payment even if they can afford monthly mortgage costs. High home values, low supply and high demand make the cost of rentals high as well.

Since 2016, wages have risen much slower than home prices both in San Juan County and statewide. While wages only rose about 20 percent between 2016 and 2022, home prices more than doubled during that period, both in the County and the State. Figure 7, below, compares the change in median home prices and median wage in San Juan County in contrast to the Washington State medians.

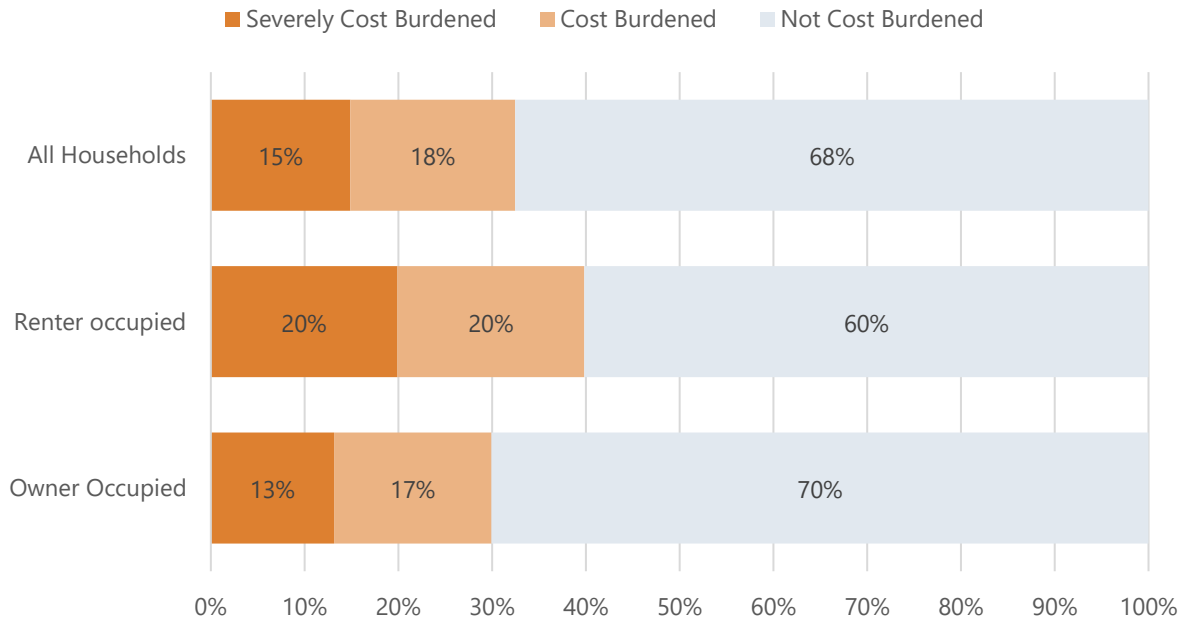
Figure 5.7
Change in Median Home Prices and Median Wages, 2016-2022



Source: Washington Center for Real Estate Research (WCRER), Calculations by the Washington Regional Economic Analysis Project (WA-REAP) with data provided by the U.S. Department of Commerce, Bureau of Economic Analysis

High rent compared to income puts pressure on many households. Figure 8, below, shows what percent of households, both renters and homeowners, are considered cost-burdened in San Juan County. A household is considered "cost-burdened" if they pay more than 30 percent of their income in housing costs, including rent or mortgage plus utilities. A household is considered "severely cost-burdened" if they spend more than 50 percent of their income in housing costs. In San Juan County, approximately one third of all households pay more than 30 percent of their income on housing costs, and 40 percent of renters.

Figure 5.8
Cost-Burdened Households by Tenure in San Juan County, 2020



Source: 2020 HUD Comprehensive Housing Affordability Strategy (CHAS) Data

Vacation Rentals

Many island residents are concerned about the potential effects of vacation rentals (VR) and expansion of tourism on the community and the environment. The rise of online vacation rental services has created new pressures on vacation destination community housing supplies. The average rate of growth for vacation rental permits was approximately 51 per year between 2000-2019. Possible trends in VR permits, such as changes in the number of permits and in the percentage of units in the County with permits, are addressed in the HNA.

The County began a certification of compliance program for vacation rentals in 2018, sending out 1,040 notices to vacation rental permit holders in the first year. Of those, compliance certificates were received for 537 permits. Of those, only 372 permit holders indicated that they were actively utilizing their property as a vacation rental. In 2018-2019 the County received $98,100 in code enforcement penalties from code enforcement actions on unpermitted rentals. Code enforcement is continuing for uncertified permit holders and those that operate without permits.

In 2019-2020, the second year of the certification of compliance program, the County sent out 1,118 notices to vacation rental permit holders and received certificates of compliance for 632 permits. Of those, 430 permit holders indicated that their vacation rentals were

active. There were 202 inactive vacation rentals, and 331 non-compliant vacation rental permits. The County also found that 155 permits in its system should no longer be counted because they are either bed and breakfasts, farm stays, or they had been abandoned. The vacation rental compliance program is guiding compliance efforts, and helping the County collect more accurate data about the number of vacation rental permits and active vacation rental properties.

Community conversations identified many concerns with vacation rentals. Primary concerns include the saturation levels in certain neighborhoods and subdivisions, development of multiple vacation rentals on one parcel similar to a hotel, nuisances, potential trespassing, corporate ownership of multiple properties, and the potential for vacation rentals to impact the availability and affordability of long-term rentals. In 2022, as a result of such concerns, the County adopted limits to the number of vacation rental permits allowed on San Juan, Orcas, and Lopez islands, as well as Countywide. Any new vacation rental permits will be issued by a lottery system to be established by the Department of Community Development. As of 2025, the County has not yet established a lottery system and no new vacation rental permits have been issued since 2022.

Land Capacity Analysis

Land use planning is an essential part of planning for the County's future housing needs. The Land Capacity Analysis (LCA) in *Plan* Appendix 1 is a planning tool that explores the County's development capacity based on current land use regulations. The County uses the LCA, Land Use Element, and Official Maps in conjunction with the Housing Element and HNA to determine whether there is capacity to meet future housing needs and where that capacity is located.

The LCA fulfils the GMA requirement for an inventory and analysis of existing and projected housing needs that identifies the number of housing units necessary to manage projected growth. While the GMA requires that this be done for UGAs, San Juan County opted to perform the LCA for the whole county, including both urban and rural lands, because a high percentage of the County's population lives outside of the UGAs.

Housing Needs

In addition to planning for the population targets shown above, the GMA requires that jurisdictions plan and show land capacity for sufficient housing units to meet the projected need at all income levels over the planning period. The Washington State Department of Commerce Housing for All Planning Tool (HAPT) translates the County's population projections into housing unit targets by jurisdiction and by household income group, as expressed by a percentage of the Area Median Income (AMI). These housing unit targets

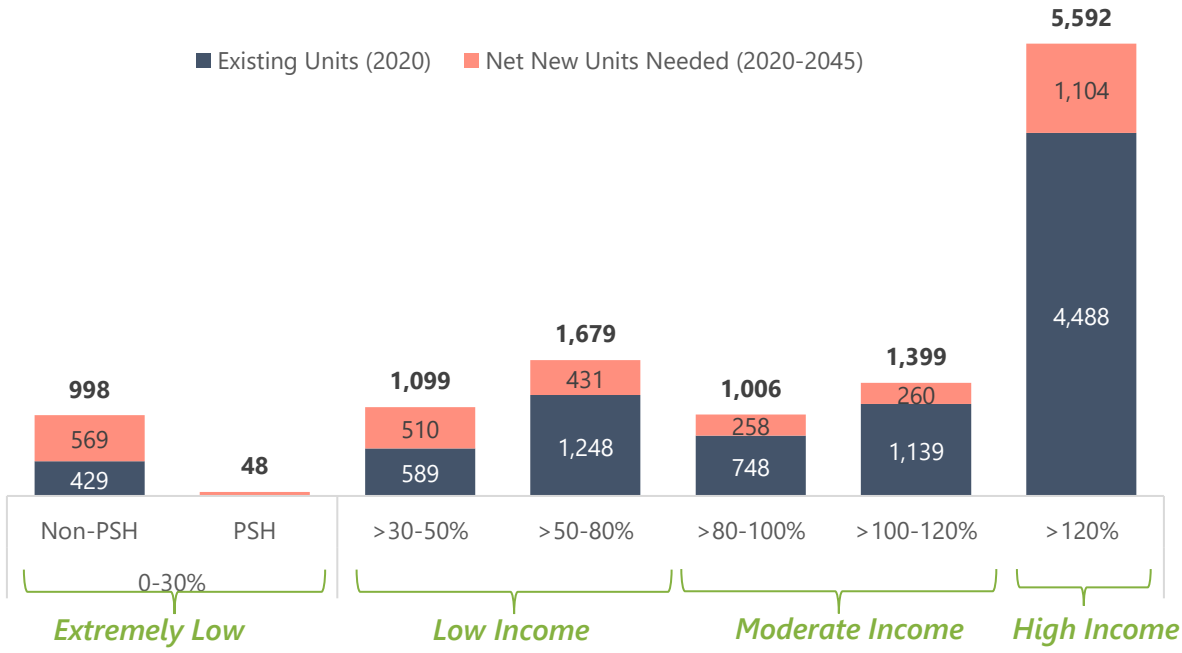
incorporate a number of factors in addition to housing units needed for future population, as shown below:

Figure 5.9
Commerce HAPT Tool Housing Projection Methodology

Source: Washington Department of Commerce, "Establishing Housing Targets for your Community" (July 2023)

The total countywide housing need for the planning period (2020-2045) by income level, as well as countywide needs for Emergency Housing (i.e. temporary shelter beds), are shown below in Figure 10. The GMA requires that counties plan for these targets.

Figure 5.10
San Juan County Existing and Target Housing Targets by Income Band, 2020-2045



Source: Washington Department of Commerce HAPT Tool

The County is required by the GMA to plan for all housing needs outside of the incorporated Town of Friday Harbor, which conducts its own land capacity analysis. After

removing the allocation of 916 net new housing units to the Town of Friday Harbor, the County is required to show land capacity for a total of 2,264 net new housing units. Figure 11 shows these housing targets broken down by UGA and income band:

Figure 5.11
San Juan County Housing Allocations by Income Band and Area, 2020-2045

			0-30%							Emergency
	% of Total	Total	Non-PSH	PSH	>30-50%	>50-80%	>80-100%	>100-120%	>120%	Housing Needs
Friday Harbor City & UGA	29%	**916**	311	26	279	63	38	38	161	10
Eastsound UGA	16%	**515**	175	15	157	112	28	29	0	6
Lopez Village UGA	8%	**244**	83	7	74	55	7	8	10	3
Rural Areas / LAMIRDS / AC	47%	**1,504**	0	0	0	201	185	185	933	17
Countywide Total (HAPT Generated)	100%	**3,180**	569	48	510	431	258	260	1,104	35
Total (Less Friday Harbor)	*71%*	***2,264***	*258*	*22*	*231*	*368*	*220*	*222*	*943*	*25*

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

Land Capacity Analysis Results

According to the findings of the HNA and LCA, under current land use regulations, the County has inadequate land capacity to accommodate the Countywide housing need (excluding the Town of Friday Harbor). The HNA shows that between 2020 and 2045 there will be a need for 2,264 new housing units in unincorporated San Juan County. The LCA found that the County, not including Friday Harbor, has capacity for 2,924 more housing units. However, there is inadequate capacity to meet the allocated low-income housing needs (0-80% AMI) with a deficit of 227 housing units.

As shown in Figure 12 below, San Juan County is showing an overall surplus in housing unit capacity, but a deficit in capacity for units serving lower incomes (0-80% AMI). As a result, the GMA and Commerce Guidance require that the County increase capacity for housing types that can serve these income bands. Housing types that can serve these income bands are primarily considered to be multifamily, although in San Juan County, Community Land Trust developments are also serving these income categories in lower density housing types.

The LCA shows that the County's deficit in lower-income units is contained within the Eastsound UGA. In order to address this deficit, the County has considered both land use changes within the UGA, as well as expanding of the UGA to include more land where affordable units could reasonably be expected to be built. Taken together, the land use changes and UGA expansions increased the capacity for units serving households earning 0-80 percent AMI in the Eastsound UGA by **278** units. This results in a **surplus of 52 units** at this income level in the UGA. Figure 12 below shows the results of the revised

countywide UGA incorporating the Eastsound upzoning and expansion proposals in green, and the original LCA results with deficit shown in yellow.

Figure 5.12
Total San Juan County (Excluding Friday Harbor) Housing Needs and Capacity, 2020-2045

Income Band	Housing Needs	Aggregated Housing Needs	Pending Units	Remaining Needs	Total Capacity	Revised Surplus/ Deficit	Original Surplus/ Deficit
0-30 PSH	22						
0-30 Non PSH	258	879	108	771	822	**52**	**(227)**
30-50	231						
50-80	368						
80-100	220	442	56	386	669	**282**	**201**
100-120	222						
120+	943	943	620	323	1,743	**1,420**	**1,420**
Total	**2,264**	**2,264**	**784**	**1,480**	**3,234**	**1,754**	**2,874**

Key Issues and Challenges

As a social, economic, health and environmental issue, housing brings forth complex, multifaceted challenges. The County has identified two overarching challenges for fulfilling housing needs: availability and affordability. There is a lack of housing units available to residents, particularly housing affordable to those living on wage earned income. The Lopez Family Resource Center summed up the benefits of having stable housing. Stable housing is necessary for prosperous, healthy communities, thriving children, and economic development. It also sustains a year-round community.

Housing Availability

Availability refers to the housing unit stock people have the opportunity to choose from when they are seeking a place to live. There were 8,446 households in San Juan County in 2020, which is expected to increase to 11,111 households by 2045. In San Juan County the average household size was 2.09 people in 2020, and there were 13,772 housing units in the County. Of these units, approximately 62 percent were either owner or renter occupied and 38 percent were vacant. Eighty-three percent of all vacant homes were either used for occasional, seasonal, or recreational purposes, and were only occupied part of the year by their owners or as vacation rentals.

Affordability

Housing that is affordable allows people to pay for their housing while also meeting their other needs and maintaining a high quality of life. Affordability depends on income and housing cost: what is affordable to someone with a high income may not be affordable for someone with a low income. Generally, when a household spends 30 percent or less of its monthly income on housing, that housing is considered affordable.

"Affordable" means a household is spending 30 percent or less of monthly income on housing.

"Cost burdened" refers to spending over 30 percent of monthly income on housing.

By the Housing Affordability Index (Table 5-12 in the Housing Needs Assessment, Appendix 5), San Juan County is considered the least affordable county in the State of Washington. The median home value in San Juan County was $956,800 in 2023. This is 35 percent higher than that of the State of Washington. Yet, average annual wage in San Juan County is 43 percent lower than that of the State. With higher-than-average housing costs paired with below average wages, it is unsurprising that many San Juan County households spend over 30 percent of their monthly income on housing related costs. In 202, approximately 33 percent of households in the County were considered "cost-burdened" because they spent more than 30 percent of their monthly income on housing. There is a lack of affordable housing within nearly every income bracket; however, households with lower incomes are cost burdened at the highest rate.

Past, Present, and Future Efforts

Affordable housing non-profits, including community land trusts, have continued to chip away at the challenge of affordability by creating reliable housing opportunities for Islanders with lower incomes. Alone, the scale at which these non-profits presently operate will not be adequate to fulfil all housing needs by 2045. Other County and Federal assistance will be crucial.

In 2018, voters approved the San Juan County Home Fund, which will generate funds over time to develop, produce and/or preserve affordable housing. The Home Fund is generated by a Real Estate Excise Tax (REET) on the purchase and sale of real property in the County at the rate of one-half of one percent of the selling price. This REET is projected to generate $15.2 million for affordable housing over a 12-year period.

The March 21, 2017, San Juan County Affordable Housing Workgroup Strategic Action Plan (Strategic Plan) lays out three actionable strategies for addressing the County's affordable housing challenges:

a. Educate the public on the availability and affordability of housing.
b. Increase the affordability and availability of housing stock.
c. Maintain existing housing stock that is affordable.

It identifies specific housing needs with regard to long-term rentals of various price ranges, as well as worker housing, lower price range homeownership and housing with supportive services. There are several actions for each strategy. The HAC assigns a responsible organization and tracks the status of the actions in the Strategic Plan to maintain accountability.

Takeaways Informing Housing Goals and Policies

Considering this assessment of population and housing, the housing goals and policies will put an emphasis on supporting the development of:

- Permanently affordable units for residents;
- Year-round rentals for residents as opposed to seasonal rentals;
- Support for first time-home buyers;
- Multi-family development in Urban Growth Areas and Activity Centers designated for higher density;
- A diversity of housing opportunities;
- Fewer instances of substandard housing; and
- Affordable housing projects by non-profits.

Goals and Policies

Housing goals and policies guide San Juan County's actions pertaining to housing. Goals are items the County hopes to accomplish, and policies are the practices or actions the County intends to carry out as a way of meeting goals. These goals and policies are informed by many sources, including existing policies, community feedback, and the data and analysis in the Housing Needs Assessment (Appendix 5).

General Housing Inventory, Types, Categories, and Condition

Goal H 1

Meet the projected 2045 housing demand for year-round and seasonal residents.

Policy H 1.1

Take the following actions in Urban Growth Areas and Activity Centers:

- **a.** Incentivize the construction of multi-family and mixed-use developments;
- **b.** Reduce the cost of public services by increasing incentives for denser development; and
- **C.** Work with the appropriate advisory committees to understand market factors that limit more dense development in these areas

Policy H 1.2

Ensure adequate land availability and appropriate development regulations to support the development of a diversity of housing types that meets the needs of those in moderate, low, very low, and extremely low-income households.

Policy H 1.3

Increase the availability of rental housing for both long-term residents and seasonal workers. Ensure standards and incentives support the production of apartments for seasonal and year-round worker housing, as well as more alternative forms of housing conducive to the unique needs of seasonal workers, such as dorms, bunkhouses, hostels, group homes, home shares, farmworker housing and other communal living arrangements.

Policy H 1.4

Allow farm stays and farmworker housing accommodations on properties where commercial agriculture is conducted. Create an exemption for the CUFA enrollment requirement for farmworker housing built on lands held in public trust.

Policy H 1.5
Support the provision of tiny houses, tiny house communities, mobile home parks, and manufactured homes in UGAs, Activity Centers and rural residential clusters to meet long term housing needs for low-income and vulnerable populations.

Policy H 1.6
Consider regulatory tools for reducing the number of second-homes in the County and/or converting vacant second-homes or vacation rentals into the permanent housing supply, such as reducing the size of new single-dwelling housing construction or placing a tax on homes that are vacant a certain duration of the year.

Policy H 1.7
Explore co-living housing in cluster developments utilizing innovative housing types with shared facilities including kitchens and bathrooms. All water and wastewater systems will comply with County codes and State regulations.

Goal H 2
Address the housing needs of special populations such as veterans, the elderly, differently abled, mentally ill, victims of domestic violence, and those at risk of or currently experiencing homelessness.

Policy H 2.1
Assure that there are appropriate regulations and land use designations to allow housing to meet the needs of the elderly population, such as group homes, assisted living residences and skilled nursing facilities.

Policy H 2.2
Support organizations that host cold weather shelters on San Juan and Orcas islands and promote the development of a shelter on Lopez Island.

Policy H 2.3
Implement the County's five-year Homeless Plan and support services in order to reduce homelessness and increase opportunities for wellbeing in San Juan County.

Policy H 2.4
Support organizations that provide services for those who are homeless, including laundry facilities and safe storage for belongings.

Policy H 2.5
Promote the development of new housing opportunities for vulnerable populations that include culturally sensitive services, such as safe homes for domestic violence victims,

transitional housing for the recently homeless, permanent supportive housing, and the host home program for at-risk youth and youth experiencing emergencies.

Policy H 2.6
Continue to implement housing assistance for eligible veterans through the Veterans Assistance Fund.

Goal H 3
Improve housing conditions and reduce the number of substandard housing units.

Policy H 3.1
Promote health and safety related improvements to older homes, such as accessibility and safety improvements and sufficient heating/cooling systems with air filtration, and the abatement of lead-based paint, asbestos, and other potentially harmful materials.

Policy H 3.2
Review and revise permit process for home remodels to ensure compliance with State lead regulations and reduce the risk of exposure.

Policy H 3.3
Support grant acquisitions for the development of home improvement programs to raise the quality and safety of currently substandard housing.

Policy H 3.4
Support non-profit programs that identify and reduce the number of substandard units.

Policy H 3.5
Prioritize weatherization, home maintenance programs, and efficiency upgrade programs for vulnerable communities including renters, lower income, elderly, and those with compromised health.

Goal H 4
Reduce the costs of maintaining existing homes and constructing new housing units.

Policy H 4.1
Boost the development of construction trades on the Islands by supporting the Economic Development Council to provide training and certification courses at Skagit Valley College.

Policy H 4.2
Develop pre-approved housing plans for a diversity of housing types, particularly for those that meet the needs of moderate, low, very low, and extremely low-income households,

including, but not limited to, small-lot detached dwellings, ADUs, duplexes, triplexes, and townhomes, to expedite permitting reduce building permit costs.

Policy H 4.3
Continue the owner-builder permit program to enable County residents to construct their own homes.

Policy H 4.4
Reduce barriers to the construction of affordable housing by identifying alternative funding sources for development costs.

Policy H 4.5
Adopt new development standards to enable the development of Tiny Houses and Tiny House Communities as defined by RCW 35.21.686(4)(a), including by partnering with local non-profit housing providers and expediting permit review.

Policy H 4.6
Support tool lending libraries on the most populated islands to increase people's access to the tools they need to maintain their homes.

Policy H 4.7
Provide information on environmentally responsible prefabricated building materials and encourage their use as a way for owner-builders to reduce construction costs.

Goal H 5
Promote climate resiliency by minimizing the environmental impacts, such as greenhouse gas emissions, of the existing and future housing stock in San Juan County.

Policy H 5.1
Recognize climate change risks in the development of new housing.

Policy H 5.2
Identify and support partners that work to increase the environmental sustainability of housing on the Islands by means such as reducing energy use, protecting critical areas, and mitigating climate change impacts.

Policy H 5.3
Provide information about and support the use of green and alternative building materials, and the sustainable reuse of building materials.

Policy H 5.4
Encourage investments in energy conservation, efficiency, and renewable energy generation for new and existing housing units.

Policy H 5.5
Support working farms and farmland succession by supporting the development of farmworker housing. Farmworker housing units shall not be counted in density calculations.

Affordability

Goal H 6
Increase the number of resale-restricted homeownership and affordable rental housing units.

Policy H 6.1
Support applications to the WA State Housing Finance Commission Land Acquisition Program (LAP) for assistance in purchasing land for affordable housing development.

Policy H 6.2
Facilitate the preservation of existing affordable housing units.

Policy H 6.3
Promote the design, construction, and maintenance of quality affordable rental units to serve long-term residents of various family sizes and income levels.

Policy H 6.4
When allocating county funding for affordable housing, prioritize projects that are permanently affordable with resale or rent restrictions lasting at least 50 years.

Policy H 6.5
For land use designations that include residential density bonuses, require any affordable housing developed as a result of the density bonus to have resale or rent restrictions lasting at least 50 years.

Policy H 6.6
Establish a fund and identify funding sources to be used for the offset of building permit fees for affordable housing.

Policy H 6.7
Support USDA Rural Development Farm Labor Housing Direct Loans & Grants programs that provide construction, improvement, repair and purchase of housing for farm laborers.

Policy H 6.8
Expedite permitting approval for resale or rent restricted affordable housing to reduce costs and promote the production of housing for moderate, low, very low, and extremely low-income households.

Policy H 6.9
Explore the creation of a deed restriction acquisition program to incentivize current homeowners and real estate buyers to deed restrict their market rate property for resale at a below market rate.

Policy H 6.10
Identify a specific DCD land use staff person/position who will be the subject matter expert for affordable housing projects and shepherd their permit through the process.

Goal H 7
Adopt regulations in the San Juan County Unified Development Code and Comprehensive Plan elements that facilitate access to affordable housing by increasing the number of available affordable units and widening the range of people who qualify for affordable housing.

Policy H 7.1
Expand the existing density bonus program to provide further incentives for creating affordable housing in Urban Growth Areas and Activity Centers.

Policy H 7.2
Allow bonuses for multi-family affordable housing development.

Policy H 7.3
Allow up to 50% of dwelling units counted as affordable housing for the purpose of obtaining affordable housing privileges to be for moderate income households.

Policy H 7.4
Allow nonprofits and private developers to develop small-scale rural residential clusters with long-term affordability restrictions and no more than twelve dwelling units each, within rural residential, rural farm forest, and Village, Hamlet and Residential Activity

Centers. The Developer must have a long-term stewardship plan, other than the County, for monitoring resales.

Policy H 7.5

Encourage public sector employers (such as the Town of Friday Harbor, San Juan County, school districts, fire districts, public health districts, etc.) to provide for affordable housing options for their employees utilizing lands currently owned and operated by those entities.

Policy H 7.6

Encourage essential service providers (such as but not limited to utilities and public health providers) to provide for affordable housing options for their employees utilizing lands currently owned and operated by those entities.

Policy H 7.7

Ensure regulations pertaining to Accessory Dwelling Units within the Development Code are clearly organized and supportive of the production of two ADUs on each residential lot in UGAs, and consistent with other Washington State requirements for ADUs in order to support ADUs as long-term affordable housing. Consider amending development regulations that may be a barrier to the production of ADUs, including parking requirements, and clarify that impervious coverage limits and landscape requirements applicable to primary structures are not applicable to ADUs, and placing limitations on ADUs to be used as short-term rentals.

Policy H 7.8

Allow rural residential cluster development of up to six units on CUFA-enrolled agricultural resource land if at least half of units are occupied by farmworkers and development minimizes impacts to prime agricultural soils.

Policy H 7.9

Reorganize the San Juan County Unified Development Code for improved clarity and ease of use, and explore amendments to development regulations that may be a barrier to housing production, including maximum building heights, minimum lot sizes, maximum densities, parking requirements, and lot coverage limits.

Policy H 7.10

Ensure the Development Code is supportive of tiny houses, mobile homes, and manufactured homes as a cost-effective form of housing that may serve the needs of low-, very-low, and extremely-low income households

Goal H 8

Partner with organizations that support housing affordability and leverage the County's access to resources to utilize and provide programs that increase access to housing for moderate to low-income households.

Policy H 8.1

Collaborate with non-profits to provide housing support services such as rental, homeownership and utilities assistance programs for low to moderate income households.

Policy H 8.2

Utilize state and federal housing resources and grant programs to the maximum extent possible consistent with the goals and policies of this Element for affordable housing development, rental and homeownership down payment assistance, weatherization assistance, and infrastructure development related to affordable housing.

Policy H 8.3

Leverage local funding sources to attract state, federal and private dollars to support the development of housing affordability programs.

Policy H 8.4

Provide, as appropriate, for the sale or lease of County-owned land for permanently affordable housing development.

Policy H 8.5

Facilitate and support the development of down payment assistance programs such as the Equity Loan Program and work with banks to develop programs to roll down payments into mortgages.

Policy H 8.6

Lobby for funding support for affordable housing programs in rural areas using tax credits.

6

TRANSPORTATION

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ELEMENT 6. TRANSPORTATION

The San Juan County 2045 Vision states:

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

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

Purpose and Background

Lopez Island Ferry Terminal
Photo: Washington State Department of Ecology

The purpose of the Transportation Element is to establish goals and policies that will guide the development of air, marine, and land transportation facilities and services in San Juan County, in a manner consistent with the overall goals of the Comprehensive Plan (Plan) and Vision Statement. It establishes direction for development of regulations for transportation systems, and for facilities and transportation improvement programs, now and through the year 2045. The goals and policies in the Transportation Element are based upon community vision, 2045 travel population forecasts, information provided in Appendix 6, and other applicable transportation plans.

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

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

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

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

Photo: Thomas Noland

The Transportation Element contains the introduction, goals and policies, and is based upon the data and analysis provided in Appendix 6, Transportation, which includes inventories of the existing air, marine and land transportation systems (both vehicular and active transportation). A consultant, Transpo Group, evaluated the available population and vehicular data to prepare projected growth rates to 20362045, which were used to assess transportation facility and service demand and capacity.

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

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

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

Level of Service Standards and Concurrency

Level of Service

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

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

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

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

Concurrency

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

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

Relationship to Plan Elements

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

Consistency with Plans of Adjacent Jurisdictions and Regions

Friday Harbor waterfront.
Photo Washington State Department of Ecology

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

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

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GOALS AND POLICIES

General Goals

Goal T 1

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

Policy T 1.1

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

Policy T 1.2

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

Policy T 1.3

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

Policy T 1.4

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

Goal T 2

Integrate Land Use and Transportation.

Policy T 2.1

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

Policy T 2.2

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

Policy T 2.3

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

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Policy T 2.4
Minimize noise generated by transportation facilities and travel modes associated with them.

Policy T 2.5
Provide a variety of transportation modes including air, marine and land (including nonmotorized transportation options), and provides for efficient intermodal connections between the ferry terminals, activity centers, and points of interest.

Policy T 2.5
Support tourism, recreation, special events, scenic byway programs and diverse economic activities or opportunities.

Policy T 2.6
Reduce transportation-related greenhouse gas emissions from tourism by developing infrastructure to support and encourage 'car-free' or low-carbon tourism options.

Policy T 2.7
Facilitate the development of privately and/or publicly funded projects to address specific transportation needs and challenges, where appropriate.

Policy T 2.8
Promote modes of transportation and multi-modal connections that support active and healthy communities and mobility for all users.

Policy T 2.9
Encourages energy conservation, greenhouse gas emission reductions, and the use of low-impact development techniques when physically and economically feasible in the development of transportation systems and facilities.

Policy T 2.10
Encourage development of transit system facilities and services that can reduce the reliance of visitors and residents on single occupancy vehicles.

Policy T 2.11
Coordinate transportation and emergency management services planning.

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Policy T 2.12
Support and incentivize interconnected, multi-modal transportation options, including conversion to electric vehicles, buses, vans, shuttles, taxis, electric rideshare and rental program.

Policy T 2.13
Review current EV infrastructure in the county to identify gaps in charging locations considering areas where the most benefit would be observed.

Policy T 2.14
Expand EV charging infrastructure across the county, including at County buildings, multi-family housing developments, major employer buildings, and guest lodging. Ensure future EV infrastructure addresses access issues and barriers to EV and charging stations for low-income homeowners, renters, and multifamily residents.

Policy T 2.15
Identify partners in the region who can assist with charging station infrastructure to lower program and construction costs.

Goal T 3
Establish an adaptation planning process for transportation infrastructure to evaluate actions to increase community and environmental resilience to climate change, while maintaining or modifying essential services.

Policy T 3.1
Evaluate transportation system vulnerabilities to climate change, promote community and environmental resilience, and define adaptive strategies to reduce damage and maintenance.

Policy T 3.2
Support transportation facility design and operational measures that protect the environment, such as energy conservation, greenhouse gas emission reductions, and stormwater management

Policy T 3.3
Support the electrification of all transportation modes (including electric bikes) and provide recharge stations at key destinations throughout the County.

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Policy T 3.4
Switch to electric vehicles for new county fleet purchases and electric motors, when feasible.

Policy T 3.5
Consider managed retreat for locating transportation infrastructure away from climate impacted locations, as risk of failure increases or upgrade is required, to improve long-term resilience of investments.

Policy T 3.6
Develop an integrated multimodal transportation plan that supports diverse, sustainable transportation options such as walking, cycling (including e-cycle), and electric transit services (micro-mobility and shared transit). The plan should prioritize low-impact approaches for point-to-point connectivity on key routes to villages and ferry terminals.

Goal T 4
Establish an Active Transportation Network on each ferry-served island.

Policy T 4.1
Study the feasibility of traffic revision strategies, such as edge land roads, as well as support full use of rights of way and easements to facilitate safe multimodal use.

Policy T 4.2
Where feasible, active transportation facilities should be separated or protected from moving vehicles.

Policy T 4.3
Identify local County or state and federal grant funds to construct active transportation improvements on each ferry-served island.

Policy T 4.4
Explore ways to promote transportation modes that may decrease demand for increased automobile traffic capacity on roads and ferries.

Policy T 4.5
Recommend a program of utilizing a combination of traffic revisions, right of way and private easements to provide for bike connectivity.

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Policy T 4.6
Include funding from the Public Works road fund budget for nonmotorized projects in the six-year transportation improvement programs.

Policy T 4.7
Establish a Transportation Advisory Committee to partner with Washington State Ferries, County Public Works, and local port districts in planning and guiding the county's transition to a seamless, sustainable multimodal transportation system.

Goal T 5
Ensure that all voices are represented and that historically underserved neighborhoods and vulnerable populations are heard.

Policy T 5.1
Incorporate racial and social equity during the transportation planning process.

Policy T 5.2
Promote active citizen participation in the development and implementation of this Element.

Policy T 5.3
Recognize the needs and desires of the residents of each island in making decisions regarding transportation facilities and their operation for that island.

Goal T 6
Ensure that consistency with the land use goals and policies adopted in the Comprehensive Plan and Shoreline Master Program is a primary consideration in the evaluation of proposed transportation facilities, while encouraging diverse economic opportunities.

Policy T 6.1
Anticipate and monitor changes in the use of and demand for transportation facilities, while managing development impacts and seeking ways to avert conflicts generated by increases in demands over time.

Financial Sustainability Goals:

Goal T 7
Ensure that publicly funded transportation facilities provided by the County are within the ability of the County to fund and maintain over time.

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Policy T 7.1
Develop funding, budgeting and operational strategies that can be implemented over the planning period in order to create sustainable transportation funds, balance expenses with available revenue, and preserve appropriate cash reserves.

Policy T 7.2
Encourage public-private cooperation and partnerships, in order to reduce barriers to maintaining and improving transportation facilities and services.

Policy T 7.3
Coordinate with the Town of Friday Harbor, Port Districts, and the Washington State Department of Transportation to plan fair share financial contributions to any transportation improvements needed to mitigate town, regional, County, or island-wide impacts.

Policy T 7.4
Support State legislation that would provide funding for local transportation system improvement, preservation and maintenance, and long-term, sustainable funding of WSF services and facilities.

Policy T 7.5
Actively pursue transportation planning grants for the development and adoption of updated engineering and design standards and/or other transportation planning needs.

Goal T 8
Ensure the continued viability of marine commerce throughout San Juan County.

Policy T 8.1
Work with state and federal agencies to increase marine traffic from the Gulf Islands, Canada.

Policy T 8.2
Consider partnering with the Port Districts on future development projects.

Policy T 8.3
Consider funding for marine-based projects

Goal T 9

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

Policy T 9.1

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

Policy T 9.2

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

Policy T 9.3

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

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

Policy T 9.4

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

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

Policy T 9.5

Improve transportation facilities and services by:

- **a.** Allowing County roads to be improved by others, with approval from the County Engineer, in accordance with county standards;
- **b.** Cooperatively financing transportation facilities and service improvements with land developers. The amount of financial assistance should be based on a proportionate increase in traffic volumes attributable to the development project;
- **c.** Considering forming transportation benefit districts and/or local improvement districts, when cumulative land development projects cause transportation

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problems on County roads or to fund needed transportation improvements; Section B, Element 6. Transportation

d. Coordinate efforts with the Town of Friday Harbor for cooperative funding of road improvements within the Town and its urban growth area; and

e. While prioritizing safety and environmental impact, minimize regulatory impediments to investment in commercial transportation facilities, by conducting a code review process and making needed code amendments.

Policy T 9.6

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

Existing Development is responsible for:

a. Transportation improvements that reduce or eliminate existing deficiencies, and

b. some or all of the replacement cost of obsolete or worn out facilities, including a portion of the cost of transportation improvements need by future development.

c. Sources of funding should be utilized in the following order of priority: state transportation taxes, grants, real property taxes. User fees, charges for services and special assessments should only be used if all of the above listed sources have been exhausted.

Future Development is responsible for:

a. Providing a fair share of the costs of capital improvements needed to address the impacts of future development and

b. Providing a portion of the cost of the replacement of obsolete or worn out facilities

c. Financial responsibilities do not include payment of impact fees for the portion of any public facility that reduces or eliminates existing deficiencies

d. Sources of funds may include, but are not limited to: voluntary contributions for the benefit of any public transportation facility impact fees (upon adoption of impact fee regulations), capacity fees, dedications of land, provision of public transportation facilities, public or private partnerships and future payment of user fees, charges for services, special assessments and taxes.

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e. Upon completion of construction, "future" development becomes "existing" development, and will contribute to paying the costs of the replacement of obsolete or worn out facilities as above.

Policy T 9.7

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

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

Communication, Information Technology Goals and Travel Demand Management Goals

Goal T 10

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

a. Support diverse economic opportunities
b. facilitate remote work and telecommuting;
c. manage transportation system demands;
d. improve accessibility to services, meetings, and work; promote energy conservation;
e. reduce peak-period travel;
f. reduce congestion and reliance on single-occupancy vehicle travel; and
g. reduce the need to provide additional transportation facilities, such as roads, parking and ferry service.

Policy T 10.1

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

Policy T 10.2
Evaluate County business to identify opportunities to reduce individual travel and encourage the enhanced use of telecommuting and teleconferencing.

Policy T 10.3
Encourage the development of county-wide, high-speed broadband service, with priority placed on the Urban Growth areas, Town of Friday Harbor and business centers.

Policy T 10.4
Encourage and support the development of, or expansion of, the County's data networking infrastructure, in order to minimize reliance on vehicular travel.

Policy T 10.5
Promote the use of social media, web-based applications, intelligent transportation system development, and state transportation websites to provide information on transportation system scheduling, real-time data, trip reduction, ride sharing, and nonmotorized travel options.

Policy T 10.6
Encourage the use of demand management strategies to contain capital expenditures.

Policy T 10.7
Support the development of social service public transit options and the work of nonprofit and private community transportation partners to:

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

Policy T 10.8
Support the work of community transportation partners to evaluate public transit needs, further identify opportunities for service coordination, and implement actions described in

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the San Juan County CHST to meet the needs of the community, especially individuals with lower incomes, seniors, persons with disabilities, and veterans.

Policy T 10.9

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

Policy T 10.10

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

Policy T 10.11

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

Policy T 10.12

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

Policy 10.13

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

Hazardous Materials Transport Goals

Goal T 11

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

Policy T 11.1

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

Policy T 11.2
Restrict the construction of fossil fuels trans-shipment facilities or other facilities and pipelines through San Juan County or its waters that would compromise San Juan County's economy, public health, safety, or water quality.

Goal T 12
Ensure that transportation of hazardous materials or dangerous goods generated or used within the County will meet established state and federal guidelines.

Policy T 12.1
Oppose the transportation of other hazardous materials or dangerous goods that could endanger San Juan County's economy, public health, safety, or water quality.

Policy T 12.2
Improve the level of emergency preparedness for fossil fuel and material spills and other disasters, by working with state, federal, and Canadian entities to develop and improve training and emergency response plans, promote the location of response equipment in San Juan County, and support best practices

Policy T 12.3
Require responsible parties to locate spill response resources in San Juan County and to be prepared to respond to material spills in waters surrounding San Juan County.

Policy T 12.4
Advocate for the assignment of permit conditions on bulk shipping facility development project permits, in order to guarantee the mitigation of all potential impacts from accidents that could adversely affect San Juan County's economy, public health and safety, water quality, and fish and/or wildlife habitat.

Air Transportation Goals

Goal 13
Recognize the importance of public air transportation facilities to island commerce, as well as to the mobility of island residents.

Policy T 13.2

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Promote optimum compatibility between air transportation facilities and services and other land uses, in a manner that minimizes the impacts of airstrip, airfield, and airport use while maintaining adequate, safe, efficient, and convenient service.

Policy T 13.3

Coordinate with the WSDOT Aviation Division, FAA and port districts to provide and maintain air transportation facilities and services which:

- **a.** Serve the needs of island residents and visitors;
- **b.** Are planned in concurrence with the County's adopted land use goals and policies, and are developed through cooperation, consultation and participation with port districts, airport operators, owners, users and the public; and
- **c.** Are consistent with state, regional, and international air transportation plans.

Policy T 14.4

Foster recognition by pilots and other airport users of their roles in minimizing air traffic safety hazards, noise, and other immediate impacts of airport activities on surrounding land uses. Cooperate with the port districts and solicit participation from airport operators, owners, and users, as well as the general public, in anticipating and responding to land use, safety and noise concerns.

Policy T 14.5

Moderate the impacts of facilities for aircraft uses and facility expansion by:

- **a.** Applying adopted policies and regulations and the permit systems established in land use plans to private airstrips and airfields, as well as to public airports;
- **b.** Coordinating with the FAA, WSDOT Aviation Division, port districts, and airport operators to consider airport overlay districts, airport master plans, and layout plans for public airports;
- **c.** Encouraging consideration of the effects of noise, light, vibration, and fumes, and the perception of low-flying aircraft; and
- **d.** Ensuring that location-specific standards for airports will identify and prohibit the siting of incompatible uses adjacent to them.

Policy T 14.6

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

- **a.** Give preference to the location of landing sites for regular commercial seaplane service within public or private marinas or established port areas.

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b. Consider flight patterns with regard to noise and navigation impacts in granting shoreline permits for docks for seaplane use associated with residential or commercial use.

Policy T 14.7
Work to ensure that all existing public use airports, including land and sea bases, are identified as essential public facilities.

Marine Transport Goals

Goal T 15
Enhance the County's working relationship with WSF and other transportation providers.

Policy T 15.1
Recognize that marine transportation systems are essential facilities, which provide critical functions in maintaining the quality, safety, and character of life in San Juan County and that play a vital role in driving economic development in island communities, while providing a major draw for State tourism.

Policy T 15.2
Actively advocate for state transportation plans that would provide long-term sustainable funding of WSF routes linking the County to the mainland and Canada.

Policy T 15.3
Inform WSF and other state entities of the travel needs of County residents and propose priority solutions.

Policy T 15.4
Encourage the development of public and private-sector marine transportation services and facilities that improve multi-modal transportation options and connectivity.

Policy T 15.5
Provide public dock facilities on Shaw Island and other outer islands, if necessary.

Policy T 15.6
Encourage appropriate funding, design, and development of facilities and services which:

a. Serve the needs of island residents and visitors;

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b. Ensure the preservation of rural island character, environmental quality, economic development, and individual island identities;

c. Provide better access to and among the islands served by County roads and marine facilities;

d. Provide parking and marine facilities on ferry-served islands to meet the needs of outer island residents; and

e. Consider the development of privately owned and operated passenger-only ferries that would provide transportation between the County islands and mainland and Canadian destinations.

Policy T 15.7
Establish and maintain a minimum of one barge landing site and facility when essential to public wellbeing on each island with County roadways, to address the special freight mobility needs of agriculture, forestry, and other essential island businesses.

Policy T 15.8
Support the development of a marine facility on each island if needed to address the freight mobility needs of the forestry industry.

Policy T 15.9
Support the evaluation of alternative modes of marine transportation, such as private marine passenger-only service and barges, and encourage the development of direct connections to mainland intermodal transportation hubs.

Policy T 15.10
Promote planning for, and the development of, intermodal connections between marine transportation services and facilities and land-based transportation systems, in order to improve mobility and accessibility.

Policy T 15.11
Update, gather and interpret data on the use characteristics of marine transportation facilities and services, in order to measure changes in capacity, and design and implement demand management strategies as needed.

Policy T 15.12
Support improvements to marine transportation facilities and services that address the nonpeak period needs of residents, businesses, and visitors, to improve the economic and social quality of island life.

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Policy T 15.13
Encourage delivery of an optimum state of ferry service for County residents and the business community at maximum efficiency and lowest cost.

Policy T 15.14
Prohibit use of personal watercraft, such as jet skis, in the waters around and in San Juan County.

Policy T 15.15
Upgrade marine facilities throughout the county with latest low impact designs.

Goal T 16
Ensure the Washington State Ferry System continues to serve the needs of San Juan County residents and visitors.

Policy T 16.1
Plan and develop marine transportation systems that consider the following primary factors:

- **a.** Existing marine terminal facilities and connecting roads are components of the marine transportation system and have significant physical constraints which must be considered in planning for changes to marine facilities and services;
- **b.** Transportation facilities and activities can have significant direct and indirect impacts on land use and circulation patterns and the economic vitality of the community;
- **c.** Cost-effective and time-efficient ferry transportation is essential to island commerce;
- **d.** The County and the State of Washington have separate but complementary responsibilities for inter-island marine transportation; and
- **e.** Washington State ferry routes are the primary economic routes for San Juan County.

Policy T 16.2
Work with the state and federal government to encourage:

- **a.** The long-term, sustainable funding of WSF service levels and capital funding for ongoing ferry construction needed to replace the aging fleet;

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b. The construction of a second ferry terminal slip with vehicle access in the Town of Friday Harbor, to improve efficiency, scheduling flexibility and serve as a back-up slip;

c. The dedication of funding needed to construct a commuter parking lot near the Friday Harbor and Lopez Island ferry terminals; and

d. The dedication of funding needed to improve the off-loading of passengers and vehicles, especially at the terminal located in the Town of Friday Harbor.

Policy T 16.3

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

Policy T 16.4

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

Policy T 16.5

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

Policy T 16.6

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

Policy T 16.7

Actively encourage WSF to:

a. Work with the County and Town to provide traffic control support near the Town of Friday Harbor ferry terminal, and near and around the Orcas parking lot and County road ferry queue;

b. Consider the impacts of proposed service and facility improvements on traffic circulation at island terminals, as well as on County roads and Town streets;

c. Solicit resources to improve transit schedules and connections at ferry terminals and coordinate with Skagit Transit and other transit providers; and

d. Promote the development of improved pedestrian, bike, and shuttle access at terminals to encourage walk-ons.

e. Promote operational and/or scheduling changes in preference to expanding terminal facilities;

f. Provide ferry boats in a vessel class that meet the needs of the County

g. Separate the unloading of bicyclists and pedestrians from motor vehicles at island terminals;

h. Provide information regarding ferry and land transportation schedules at ferry terminals, on fixed displays for scheduled services and costs and on adjustable displays for current information on ferry operations (e.g., overload status) and multimodal and transit options;

i. Enhance user information by developing updated and new social media and mobile information regarding ferry schedules, reservations, overloads, wait times, and parking lot capacity; and f. Work with the state legislature and WSF to add one additional ferry to the San Juan summer schedule to service seasonal demand.

Policy T 16.8

Coordinate with WSF to adjust operational practices, such as improving the use of information technology to mitigate adverse impacts on safe traffic circulation and safety on island roads.

Policy T 16.9

Encourage the WSF to coordinate with the County and other parties when passenger ferry terminals or transfer floats are proposed by other parties, and on the preservation, expansion or improvement of all terminal facilities consistent with County and Town of Friday Harbor land use plans, including consideration of circulation patterns, potential public transit system connections, and public shoreline access.

Policy T 16.10

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

Policy T 16.11

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

- **a.** Shift the demand from vehicle traffic to non-vehicular traffic, implement ride-sharing programs, improve passenger and pedestrian handling capabilities at terminals, enhance public transit scheduling and real time connection information, expand park and ride capabilities, decentralize parking or other parking improvements, improve pedestrian and bike connections, and provide new loading/facilities and new/expanded services;
- **b.** Promote alternative modes of transportation, such as private ferry systems, barges, air transportation, and passenger-only services, which could reduce need for expanded vehicle terminal facilities in the islands;
- **c.** Work with WSF to refine and update the reservation system to enable users to obtain assured ferry space to best meet the needs of residents, commercial enterprises, and other users, to expand the reservation system to include Lopez and Shaw islands, and to support economic development;
- **d.** Optimize fare collection techniques and explore fare pricing options for different customer types, including fares that address the needs of local residents, frequent users, visitors, and off-peak, off-capacity, and promotional fares;
- **e.** Explore targeted, route-specific strategies to reduce queuing congestion and smooth traffic flow at terminals, such as new traffic and dock space management techniques, parking, holding, and scheduling methods, and/or use of enhanced electronic and mobile user information applications and fare collection strategies that provide better customer service;
- **f.** Support data gathering and interpretation that provides real information upon which to base ferry operation and scheduling decisions;
- **g.** Promote and market the use of non-single occupancy vehicles, combined with transit enhancements;

Policy 26.12

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

- **a.** Determine whether changes in available data indicate that ferry assets are being used most effectively, and recommend that WSF move towards further system investments; and

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

Policy T 16.13
Evaluate development for impacts on ferry service and terminal parking through the SEPA process, except for single-family residential proposals and other development proposals that do not require SEPA.

Policy T 16.14
Work with WSF to develop adequate ferry terminal parking.

Policy T 16.15
Encourage WSF and the State to secure funding to construct adequate commuter or short-term (1-3 days) parking areas at all ferry-served terminals as needed, after demand management strategies have been implemented.

Policy T 16.16
Support WSF plans to transition to low-carbon fueling and request prioritization of San Juan Island ferry services to reduce fuel consumption and quiet ferries to reduce impact on all marine and aquatic species and habitats within the Islands.

Policy T 16.17
Support WSF plans to improve resiliency by planning for earthquakes and climate change.

Policy T 16.18
Support continued safe and effective transport of livestock on ferries per WAC 468-300-700(1)(p).

Goal T 17
Ensure coordination between Marine Facility and Land Transportation Planning and Improvements.

Policy T 17.1
County and state responsibilities for inter-island services and marine facilities and their associated parking area facilities differ, but should be coordinated. The County should:

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a. Work with the port districts, island communities, and WSF when applicable, to coordinate the planning, development, and maintenance of marine facilities and associated parking areas;

b. Provide marine facilities and parking areas to facilitate inter-island transport of goods and people, as essential public facilities and components of the County road system that are available for public use, and coordinate these facilities with potential passenger-only ferry service operations;

c. Place emphasis on first providing adequate loading/unloading space on floats, and secondly at short-term tie-up space. Overnight moorage for recreational use should not be allowed, until a feasibility study is conducted that includes an analysis of individual dock usage characteristics, costs and benefits, strategies to minimize user conflicts, implementation and enforcement measures, and a pilot program has been implemented and assessed;

d. Include freight lifting equipment, where necessary or appropriate;

e. Work with developers of small boat docks (loading/unloading floats) at ferry terminals designed to improve marine access to the terminals from islands not served by ferries; and

f. Work with the local utilities to improve service to all marine locations, where possible.

Policy T 17.2

Prioritize County Marine Facility projects as follows:

a. Modifications and maintenance necessary for the safe usage of: (1) existing County marine facilities located on non-ferry served islands; (2) existing County marine facilities, located on ferry-served islands, which provide primary access to ferry-served islands from non-ferry served islands; and (3) other existing County marine facilities;

b. New County marine facilities on non-ferry served islands without existing County marine facilities;

c. Capacity improvements to existing County marine facilities located on non-ferry served islands;

d. New County marine facilities located on ferry-served islands, which provide primary access to ferry-served islands from non-ferry served islands;

e. Capacity improvements to other existing County marine facilities; and

f. All other new or improved County marine facilities.

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Policy T 17.3
Annually evaluate the condition, demand, and capacity of County marine facilities, in order to prioritize maintenance and capital improvement projects. Evaluate alternative means of increasing capacity or decreasing demand. Include in the evaluation the costs, benefits, and environmental impacts of expanding existing dock(s), leasing facilities, requiring new development to provide access at private joint moorage facilities, or adding additional public docks to serve the service area(s).

Policy T 17.4
Consider the impacts of sea level rise, and accompanying flood and erosion hazards, and opportunities to improve resiliency, when evaluating new development or maintenance of marine facilities.

Land Transportation Goals

Goal 18
To maintain a road planning and improvement system that corresponds to the land development goals and policies expressed in the Land Use Element of this Plan, and its subarea plans.

Goal 19
To maintain a public road system that is as safe and efficient as possible, while recognizing the importance of conserving the environmental qualities and rural character of island roads.

Goal 20
Design and facilitate multimodal transportation and provide intermodal connectivity and improved accessibility.

Goal 21
To follow the goals and policies adopted in the San Juan County ROSS Plan for nonmotorized and recreational transportation facilities.

Goal 22
To increase education and outreach to improve bicycle and pedestrian safety, promote healthy lifestyles, and facilitate transportation alternatives which conserve energy, reduce greenhouse gas emissions, and reduce reliance on fossil fuels.

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Goal 23

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

Goal 24

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

Policy T 24.1

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

Policy T 24.2

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

Policy T 24.3

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

Policy T 24.4

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

Policy T 24.5

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

Policy T 24.6

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

Policy T 24.7
Support road designs that follow the goals and guidelines in the 1995 Scenic Road Manual until they are superseded by Council-adopted County road standards. Strive to preserve the significant scenic, rural quality of island roads, including the San Juan Islands Scenic Byway.

Policy T 24.8
Prevent the construction of public or private roads through designated Natural or Conservancy areas in the San Juan County Shoreline Master Program, where a feasible alternative exists.

Policy T 24.9
Make use of the procedure provided in Chapter 36.86, RCW, to deviate from state standards for collector roads when necessary to maintain their scenic qualities.

Policy T 24.10
Establish alternative design standards for roads on non-ferry served islands that meet the specific transportation needs of these islands.

Policy T 24.11
Consider the creation of a local improvement district to finance improvements consistent with the applicable activity center or subarea plan, when owners of property in activity centers desire road improvements that exceed County requirements

Policy T 24.12
Require an impacts assessment for large development projects, and prioritize projects that use low-impact techniques (such as traffic revision) that support long term sustainability.

Policy T 24.13
Prioritize projects providing connectivity of greenspaces, and multi-model transportation corridors between villages and hamlets.

Goal T 25
Ensure driveway approaches on county roadways, setback and maintenance practices support the overarching transportation vision for San Juan County.

Policy T 25.1

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

Policy T 25.2
Evaluate all new development to ensure that all structures meet minimum set back requirements from County road rights-of-way.

Policy T 25.3
Conduct maintenance of County transportation facilities by:

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

Goal 26
Ensure that those public transportation facilities and services necessary to support development, including but not limited to roads, are adequate to serve development at the time the development is available for occupancy and use, without decreasing current service levels below locally established minimum standards.

Policy T 26.1
Establish vehicle roadway and intersection LOS standards and response mechanisms for land transportation facilities and services which balance the needs of the community for land transportation with the impacts of those facilities and services.

Policy T 26.2
Adopt vehicle roadway LOS D as adequate for County collector roads.

Policy T 26.3
Adopt UGA intersection LOS D as adequate for Eastsound and Lopez Village key collector road intersections. Key collector road intersections are defined by the County Engineer.

Policy T 26.4

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

Policy T 26.5
When a UGA intersection exceeds the LOS D standard, perform a traffic study to evaluate alternatives to increase capacity and/or decrease demand to meet the community's needs.

Policy T 26.6
Adopt and enforce concurrency standards that would prohibit development approval if the development causes the AADT to exceed the LOS D standard or exceed intersection LOS standards unless adequate mitigation is proposed as part of the development.

Policy T 26.7
San Juan County development review for transportation concurrency will be focused on vehicle trip generation and LOS. Active transportation LOS and transit LOS standards are goals for public investment to help reduce both vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions.

Policy T 26.8
Active Transportation LOS Standards on the countywide Active Transportation Network are listed below:

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

Policy T 26.9
Establish an annual monitoring program for transportation LOS, in which the Public Works Department will evaluate the demand and capacity of transportation concurrency facilities and other components of transportation management and will work cooperatively with the Planning Department to review the consistency of the six-year TIP with this Plan and the Growth Management Act. This monitoring program should include cooperation with the Town of Friday Harbor to analyze the correlation between traffic volume increases on County roads and on town streets.

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Policy T 26.10
Private roads should not be incorporated into the County road system, unless public benefits are substantial and the County's road design standards are met.

Goal T 27
Ensure adequate parking is provided for Island residents and visitors.

Policy T 27.1
Encourage the development of community parking facilities in all areas designated as activity centers in County land use and subarea plans. Shared parking among separate facilities should be encouraged, where feasible.

Policy T 27.2
Encourage the business community in commercial core areas to provide parking areas in locations where they would relieve traffic congestion and accommodate taxi, van, and bus services without disrupting traffic circulation. Design and location should be carefully considered in accordance with applicable area plans.

Policy T 27.3
All major transportation facilities should include adequate off-street parking areas.

Goal T 28
Plan for and develop a comprehensive Active Transportation Network across the San Juan Islands where feasible.

Policy T 28.1
Safe facilities and programs for use of bicyclists, (standard bicycles and motorized bicycles) should be developed by the County and addressed in updates to the ROSS plan.

Policy T 28.2
The County and its economic and community development partners should:

- **a.** Require that moped vendors provide and enforce the use of protective headgear when required by State law, and give written and oral instruction regarding the safe operation of mopeds, as part of a land use project permit approval;
- **b.** Identify other ways to foster recognition of rights and responsibilities in the use of County roads by both motorists and cyclists;

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c. Sweep road shoulders regularly to facilitate safe use by cyclists and mopeds;

d. Encourage WSF to load and unload bicyclists and mopeds in a safe and efficient manner;

e. Include parking facilities for bicycles and mopeds at public transportation facilities, and encourage commercial developments and other traffic generators to provide parking facilities away from pedestrian paths;

f. Promote the enforcement of road rules and speed limits and educate the public on how to share the road safely, and

g. Evaluate the potential to improve safety by implementing road design changes on high-use or other County road segments with unique characteristics, taking into account legality, usage, season, events and practicality.

Goal T 29

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

Intergovernmental and Regional Coordination Goals

Goal T 30

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

Policy T 30.1

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

Policy T 30.2

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

Policy T 30.3

Coordinate with the Town of Friday Harbor, Port of Friday Harbor and the WSDOT to plan fair share financial contributions to transportation improvements needed to mitigate

regional or island-wide transportation impacts consistent with The Town of Friday Harbor Transportation Element Goals.

Policy T 30.4
Coordinate with the Town of Friday Harbor on cooperative funding of road improvements within the Town of Friday Harbor and the Friday Harbor Urban Growth Area Consistent with the Friday Harbor Transportation Element Goals.

Policy T 30.5
Cooperate with WSDOT, the Town of Friday Harbor and the Port of Friday Harbor during the development of aviation facilities consistent with the Town of Friday Harbor's Comprehensive Plan - Air Transportation Policies.

Goal T 31
Identify common regional transportation issues and work cooperatively with other agencies, jurisdictions, and regional organizations to develop solutions to transportation system challenges.

Policy T 31.1
Identify and encourage the development of transportation projects that have local and regional benefits and cost-sharing efficiencies.

Policy T 31.2
Inform regional government cooperative agencies and adjacent RTPOs of San Juan County's transportation needs and identify coordination issues to develop planning goals, policies, and plans that address regional transportation issues.

Policy T 31.3
Coordinate with Skagit County to support the continued provision of ferry service between Anacortes-San Juan Islands and Vancouver Island, B.C.

Policy T 31.4
Coordinate with other jurisdictions, public transit providers, agencies, and other entities, to promote multimodal travel options and promotions that provide alternatives to the single passenger vehicle.

Policy T 31.5

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

Policy T 31.6

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

Policy T 31.7

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

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7

CAPITAL FACILITIES

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ELEMENT 7. CAPITAL FACILITIES AND SERVICES

Introduction

Planning ahead for capital investments and needed services is an important aspect of good management, as these facilities usually have long lives and significant costs. By planning in advance, San Juan County can make the best use of limited funding, ensuring resources are allocated efficiently to maximize revenue opportunities. By determining future needs, the County can identify funding and projects needed to achieve the County's 2045 Vision.

The County must plan to provide capital facilities and services needed to support both existing development and new development envisioned in Element 2, Land Use, and the 2045 population projections. To determine the capital infrastructure needed to serve the future land use map, the County conducts an inventory of existing facilities and services, establishes minimum level of service (LOS) to accommodate projected growth, and identifies what is available and what is still needed. The Capital Facilities Element (CFE) and Appendix 7, the Capital Facilities Plan (CFP), identify the capital facilities and public services necessary to support development. The CFE also includes the goals and policies that help the County serve the community and make informed budgetary decisions.

The Capital Facilities Element (CFE) is a mandatory component of the Comprehensive Plan for San Juan County, which fully plans under the Washington Growth Management Act (GMA). The specific requirements for the CFE are outlined in RCW 36.70A.070. Two of the GMA's primary goals- Goal (1) and Goal (12) – directly relate to capital facilities and services:

> 1. Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
>
> 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.

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The Growth Management Act (GMA) defines:

- **Public facilities** to include:
  Streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools.
- **Public services** to include:
  Fire protection and suppression, law enforcement, public health, education, recreation, environmental protection, and other governmental services.

RCW 36.70A.070 (3) requires a capital facilities plan element that consists of:

a. An inventory of existing capital facilities owned by public entities, showing the locations and capacities of the capital facilities;

b. A forecast of the future needs for such capital facilities;

c. The proposed locations and capacities of expanded or new capital facilities;

d. 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

e. 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.

Another important tenet of GMA related to planning and capital budget decision is RCW 36.70A.120:

> *"Each county and city that is required or chooses to plan under RCW 36.70A.040 shall perform its activities and make capital budget decisions in conformity with its comprehensive plan."*

This Capital Facilities Element (CFE) and Appendix 7, the Capital Facilities Plan (CFP), were prepared in accordance with Washington Administrative Code (WAC) 365–195–315. They address capital facilities and public services owned or operated by the County, independent taxing districts, or by public or private service organizations that receive consistent funding from the County. The WAC guidelines require solid waste facilities, water and sanitary sewer systems, facilities for storm and reclaimed water, schools, parks,

recreational, police, and fire protection to be addressed. Other facilities and services included in this element are a local choice.

The CFP in Appendix 7 identifies current deficiencies in existing facilities and services that will need to be expanded to serve new growth. It projects future needs, most often based on 2045 population projections (Land Capacity Analysis, Appendix 1).

The Capital Facilities Plan includes:

- An inventory and maps of existing capital facilities;
- An overview of existing and projected conditions;
- Level of service (LOS) measures and standards;
- Analysis of existing and projected 2036 capacity;
- Projected facility needs;
- Proposed locations and capacity of future facilities; and
- A six-year capital improvement plans that identifies projects and funding sources (CIP).

Relationship to Other Plan Elements and Functional Plans

The CFE and CFP, Appendix 7, are based on the growth assumptions provided in the Land Capacity Analysis, Appendix 1. They guide implementation of Element 2, Land Use, and affect where growth can occur. The CFE must address all public facilities except transportation facilities, which are addressed in Element 6, Transportation. The Transportation Element includes goals, policies, and levels of service for transportation. The Transportation Element also includes a discussion of the 6-and 20-year transportation Improvement plans (TIPs) and planning processes. The Recreation, Open Space, and Stewardship Plan (ROSS Plan) (Appendix 11) is the primary parks plan.

The CFE pulls together recommendations for capital facilities from various County functional plans that contain detailed inventories and needs assessments along with plans for conducting operations, maintaining facilities, addressing deficiencies and planning for growth.

A complete list of functional plans is in Attachment 1 of Appendix 7. Examples of functional plans are the SJC Public Works Operations Plan, the SJC Solid Waste and Moderate Risk Waste Management Plan, the SJC Facilities Master Plan, the SJC Comprehensive Water Plan, and community sewer and water system plans of service providers.

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Consistency with the Friday Harbor Comprehensive Plan

The San Juan County and Town of Friday Harbor Joint Planning Policies (Appendix 2) fulfill a GMA requirement that adjacent jurisdictions coordinate planning and develop comprehensive plans consistent with each other. These policies contain the framework for joint planning of the Friday Harbor Urban Growth Area (FHUGA). The FHUGA Management Agreement provides for implementation of these policies (Appendix 3).

Capital facilities provided by the Town of Friday Harbor and required for development are not included in the CFE per the FHUGA Management Agreement.

Types and Categories of Capital Facilities and Services

Urban vs. Rural Capital Facilities and Services

The GMA restricts urban growth to urban growth areas. It also makes distinctions between urban and rural capital facilities and services. RCW 36.70A.110(4) partially states:

> "(4) ... In general, it is not appropriate that urban governmental services be extended to or expanded in rural areas except in those limited circumstances shown to be necessary to protect basic public health and safety and the environment and when such services are financially supportable at rural densities and do not permit urban development."

Urban government facilities and services are, therefore, not totally prohibited in rural areas. They may only be placed there for compelling reasons. For example, in urban areas there are large scale sewage systems, while most rural area homes have septic systems with drain fields. In certain rural areas, such as rural activity centers and hamlets, the density of dwellings is high enough that a community sewage system is needed to protect public health and the environment.

Table 7-1 compares rural-level services and urban-level services across four categories of infrastructure and utilities: potable water supply, sanitary waste and sewage treatment, stormwater management, and fire suppression services. The table highlights the more localized and limited infrastructure in rural areas compared to the more advanced and centralized systems typically found in urban settings.

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Table 7- 1
Rural and Urban Levels of Service

Rural-Level Services	Urban-Level Services
Potable Water Supply	
Group B and Group A community water systems[1]	Water usage per capita at urban levels; urban-level piping, pressure; pressurized fire flow
Sanitary Waste and Sewage Treatment, and Wastewater	
Septic tanks; Community septic systems and drainfields	Sewage treatment systems; sanitary and wastewater sewer systems
Stormwater	
Localized measures; Drainage pipes, ditches, holding areas	Area- or system-wide stormwater drainage systems
Fire Suppression Services	
Pond-supplied, and other fire suppression except pressurized, piped flow[1][2]	Pressurized, piped fire-suppression flow and hydrants[1]

[1] Public water systems in the County are divided into Group A and B water systems. Group A water systems have 15 or more service connections or serve at least twenty-five people sixty or more days San Juan County Comprehensive Plan per year. Group B water systems serve no more than fifteen connections and less than twenty-five people per day.
[2]However, if required by the fire marshal or by the fire hydrant code, SJCC 13.08, a residential rural level of service for water supply and fire protection may include a piped system capable of delivering a pressurized fire-flow, and fire hydrants.

Essential Public Facilities

Some capital facilities, such as Public Works facilities and sewage treatment plants, are necessary for the wellbeing of the community, but are also unpopular and difficult to site. This is especially true in San Juan County due to a predominantly residential land use pattern. Certain capital facilities are designated as Essential Public Facilities (EPFs) to ensure that they may be provided in the future. Policies for EPFs are included in Appendix 2, as part of the County and Town of Friday Harbor Joint Planning Policies. The County's EPFs are identified in Element 2, Land Use and defined in San Juan County Code (SJCC) 18.20.050 "E" definitions.

Level of Service Measures and Standards

One of the principal criteria for identifying needed capital improvements is the establishment of level of service (LOS) standards. These are minimum standards for how many public facilities or services are required to adequately serve the population. The LOS standards measure the capacity of capital facilities and services necessary to support new development and enhance the quality of life.

The County must set LOS standards for certain transportation facilities to meet the GMA's concurrency requirement. For example, a new development may not be built unless there

are adequate transportation facilities to serve it. While transportation is the only Plan element requiring LOS standards and concurrency, the County adopts LOS standards for other capital facilities and services. These standards are based on the community's values and vision. For most facilities and services, the measurement of LOS is based on the unit capacity of the facility, such as square footage, gallons of water, or acres of parks.

San Juan County provides capital facilities and public services to serve the County's needs. Needs include the cost of operating and maintaining existing facilities, addressing deficiencies, and planning for new growth. The Capital Facilities Plan, Appendix 7, and functional plans identify facilities that need significant repair, remodeling, renovation, or outright replacement. Other facilities may require expansion to increase the quantity of the service they provide, as the County's population grows. When considering development, it is important to know how public facilities and services will be provided, if they will support the population and intensities of development envisioned at adopted levels of service (LOS).

Categories of Capital Facilities and Services and Concurrency

Under the GMA, some capital facilities and services such as transportation needed to serve proposed development must be made concurrently with development. That means that the facilities must be available and adequate to maintain the LOS set in this Plan when the impacts of development occur. Concurrency is achieved through implementation of the concurrency regulations in San Juan County Code during approval or denial of development permits.

Capital facilities and services addressed in this Element are divided into categories, A and B, based on concurrency requirements (see Table 2 below). Category A capital facilities and services must be matched with development. These include solid waste and recycling facilities, community water systems, and community sewage treatment facilities. Each Category A facility or service has an adopted LOS standard.

Concurrency and LOS standards are not required for Category B capital facilities and services. These are facilities and services owned or operated by independent taxing districts, and public or private service organizations. These facilities and services are important to the quality of life as indicated in the 2045 Vision.

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Table 7-2
Categorization of Capital Facilities and Services in San Juan County

Category	Description	Facilities and Services Included
A	Facilities/services owned or operated by the County or independent taxing districts and public or private service organizations that are necessary to support development. These are required to be available at adopted levels of service concurrent with new development.	• Solid Waste and Recycling • Community Water Systems • Community Sewage Treatment Systems
B	Facilities/services owned or operated by the County or independent taxing districts, and public or private service organizations. These facilities and services support development. Some are subject to LOS benchmark standards. They are not required to be available concurrent with new development.	• County Government Administration • County Public Works • County Sheriff • Stormwater Utility • County Parks and Recreation • Public Schools • Fire Protection and Emergency Medical Services • Ports • Health and Social Services (Medical Clinics, Senior Services) • Educational and Recreational Services (Libraries, Museums, Performing Arts, Community College)

Level of Service Guidelines

The County adheres to the following capital facilities and services level of service (LOS) guidelines:

Category A

a. Apply the LOS standards for each type of capital facility or service to development permits issued by the County after the effective date of this Plan.

b. Consider the LOS standards for each capital facility or service in the County's biennial budget and annual update of the six-year CIP.

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c. Do not apply the LOS standards for Category A public facilities and services provided by entities other than the County during budgeting because they apply to the annual budgets and capital improvement plans of the service providers.

d. Require that the providers of Category A capital facilities not controlled and operated by the County to:
    i. Develop and report to the County the methodologies used to determine the capacities of their capital facilities and services and to conduct concurrency tests.
    ii. Conduct concurrency tests for their facilities and services for development projects that will make demands on their facilities and services.
    iii. Report to the County at least biennially the existing and planned capacities of their facilities or services available to adequately maintain the LOS levels adopted in this Plan.

e. Calculate the improvements needed to eliminate existing deficiencies at adopted LOS standards and to serve the projected needs of growth for each capital facility.

f. Provide non-capital alternatives to achieve and maintain the adopted level of service standard when feasible.

The County should consider circumstances in which LOS standards are not an exclusive determinant of need for an improvement including:

a. Repair, remodeling, renovation, and replacement of obsolete or worn-out facilities.

b. Construction or acquisition of capital improvements that provide LOS in excess of the standards adopted in this Plan if the following conditions are met:

    i. The improvement does not preclude other improvements that are needed to achieve or maintain the LOS standards adopted in this Plan unless the existing LOS standard is lowered accordingly; and
    ii. The improvement does not contradict, limit, or substantially change the goals and policies of any element of this Plan; and
    iii. One of the following conditions is met:
        (a) The excess capacity is an integral part of an improvement needed to achieve or maintain standards for facility capacity (i.e., the minimum capacity of a capital project is larger than the capacity required to provide the LOS); or

(b) The excess capacity provides economies of scale making it less expensive than acquiring a comparable amount of capacity at a later date; or
(c) The asset acquired is land that is environmentally sensitive, or necessary for conservation, or recreation; or
(d) The excess capacity is part of a capital project financed by general obligation bonds approved by referendum; or
(e) The excess capacity results from an opportunity unique or unlikely to be repeated; or
(f) The capacity will not be excessive to the point of diminishing rural character.

The County should conclude that there is available capacity in Category A facilities and services to support development if:

a. The necessary facilities and services are in place when the development permit is issued, or

b. Development permits are issued subject to a condition that prior to occupancy or use:
    i. The development necessary facilities and services will be in place, or
    ii. A binding executed contract or development agreement which provides for the actual construction of the required facilities is approved.

Solid Waste and Recycling Facilities

The County requires service providers to initiate the following response mechanisms when solid waste and recycling facilities fall below LOS B:

a. Increase solid waste and recycling facility capacity by:
    i. Increasing the number of days that facilities are open per week; or
    ii. Remodeling/expanding existing facilities; or
    iii. Renting, leasing, or purchasing additional land for constructing new, or expanding existing; or
    iv. Conditioning permits for new development to provide for facilities which are lacking.

b. Decrease demand for solid waste transfer, recycling and composting facilities and services by:
    i. Evaluating the goals and policies of the Land Use Element and Shoreline Master Program that affect the rate and amount of growth allowed; or
    ii. Re-evaluating the concurrency policies and revising them if appropriate; or

iii. Implementing ordinances and targeted educational programs in order to reduce the waste stream; or
iv. Increasing efforts to educate, provide technical assistance, and involve businesses and the public in local waste reduction, recycling, and composting programs.

Community Sewage Treatment Facilities

The County requires service providers to initiate the following response mechanisms when community sewage treatment facilities fall below LOS C:

a. Facility and service providers may increase capacity by:
    i. Remodeling and/or expanding existing community sewage treatment facilities; or
    ii. Constructing new community sewage treatment facilities.

b. The County may decrease demand by:
    i. Evaluating the Land Use Element and Shoreline Master Program rates and amount of growth allowed;
    ii. Re-evaluating and revising the concurrency policies if appropriate; or
    iii. Implementing a moratorium on new development within community sewage treatment facility service boundaries until capacity can be expanded.

Community Water Systems

The County requires service providers to initiate the following response mechanisms when community water systems fall below LOS C:

a. Increase community water system facility capacity by:
    i. remodeling/expanding existing facilities; or
    ii. Repairing leaks in existing facilities; or
    iii. Developing new water sources; or
    iv. Implementing conservation measures.
b. The County may decrease demand by:
    i. Evaluating the Land Use Element and Shoreline Master Program rates and amount of growth allowed; or
    ii. Re-evaluating and revising concurrency policies if appropriate; or
    iii. Implementing a moratorium on new development in affected service areas.

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Category B

a. Maintain facility capacities at or above minimum standards.
b. Ensure plans are in place to serve future development.
c. Explore impact fees for development to ensure that Category B facilities are provided in a timely manner.

Existing and Future Development

The costs of needed capital facility improvements should be borne by existing and future development. For the purposes of this Plan, "existing development" means development that has occurred or that is vested prior to regulations implementing this Plan. "Future development" means development that has not occurred and was not vested under development regulations adopted to implement this Plan.

Capital Improvement Plans (CIPS)

Six-year capital improvement plans (CIPs) identify capital facilities and services required to support existing and new development. This is reviewed and adopted during the County's budget process. The Capital Committee meets from April through December to help the auditor set the CIP. Individual CIPs for various departments are rolled into a single County CIP. The financing plans of independent service providers are not included in the CIP because the County has no responsibility for their budgets or financial plans.

The six-year CIPs are designed to be financially feasible. They identify revenue sources equaling or exceeding anticipated costs. Each type of capital facility and service on the list is examined during the budget process.

The costs of all facilities are added together to determine the overall financial feasibility. If the analysis determines that an improvement or the CFP is not financially feasible, the County may consider many options including non-capital solutions such as:

1. Reducing the LOS, which will reduce the cost (amend the CFE);
2. Increasing revenues; (e.g., higher rates, new sources of revenue, or a combination of both);
3. Reducing the cost of the needed facilities (e.g., alternative technology, ownership, or financing);
4. Reducing the demand by reducing consumption (e.g., water conservation, reducing, recycling, and reusing solid waste);
5. Reducing the demand by restricting development (e.g., amend Element 2, Land Use);

6. Reducing or eliminating the need (e.g., provide public education, volunteer training and recruitment, contract with private service providers, etc.);
7. Providing a non-capital substitute (e.g., availability of state, federal, or other parks facilities);
8. Implementing alternative methods to provide capacity (e.g., long-hauling solid waste instead of constructing new landfills, allowing telecommuting instead of expanding work space);
9. Implementing efficiency programs (e.g., flextime or night shifts as an alternative to adding new space for staff); and
10. Reexamining the need for the underlying governmental service.

This approach can bring development into balance with available and affordable capital facilities and services. The goals and policies in this CFE establish response mechanisms to be taken for specific Category A and B facilities if expected funding falls short.

Civic Campus Plan

The Civic Campus concept envisions consolidating departments currently spread across multiple buildings in Friday Harbor into a single facility. This plan is intended to enhance efficiency and communication between departments, provide better public service, and reduce maintenance and operating costs from not

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GOALS AND POLICIES

General Goals and Policies

The following goals and policies address capital facilities and public services, levels of service, concurrency management, and financing.

General Goals and Policies

Goal CF 1

Provide for the capital facility needs of land development authorized in Element 2, Land Use, and the existing and projected population discussed in the Land Capacity Analysis, Appendix 1.

Policy CF 1.1

Consider the geographical location and capacity of existing capital facilities and services in the designation of future land uses and land use district boundaries, and analyze potential effects on resource lands, special districts, and critical areas.

Policy CF 1.2

Restrict the provision of urban-level facilities and services in rural areas consistent with the Growth Management Act (GMA).

Policy CF 1.3

Establish and maintain level of service standards (LOS) for capital facilities and services, and implement concurrency management regulations.

Policy CF 1.4

Consider the needs of individual islands when planning for capital facilities and services, except for those facilities serving residents countywide.

Policy CF 1.5

Provide capital improvements to correct existing deficiencies, replace worn out or obsolete facilities, and accommodate future growth as indicated in six-year capital improvement plans (CIPs).

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Goal CF 2
Make capital budget decisions consistent with this Plan.

Policy CF 2.1
Demonstrate the need for capital facilities and the revenues to pay for them.

Policy CF 2.2
Estimate the eventual operation and maintenance costs of new Category A and B capital facilities provided by the County that will impact the County's biennial budget.

Policy CF 2.3
Base the provision of capital improvements and facilities on both demand for facilities and the financial capacity of the County and other purveyors to pay for those improvements and facilities.

Policy CF 2.4
Explore potential revenue sources (i.e., grants, impact fees, real estate excise taxes) and non-capital alternatives to improve facility capacity and service.

Goal CF 3
Coordinate and provide consistency among CIPs, including those addressed in other elements of this Plan; County subarea plans; other studies; and the plans for capital facilities of state and regional significance, the Town, and independent service districts.

Policy CF 3.1
Encourage community sewer and water purveyors, school and fire districts and other independent service providers providing public facilities or services to identify their facility and service needs and the means to fund them within the context of this Element.'

Policy CF 3.2
Explore the costs and benefits of public/private partnerships.

Policy CF 3.3
Require providers to maximize the use of existing facilities and promote orderly growth.

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Level of Service Goals and Policies

Goal CF 4

Ensure that capital facilities and services necessary to support development are adequate to serve the development at the time it is available for occupancy and use.

Policy CF 4.1

Follow the capital facilities and services level of service (LOS) guidelines outlined in this element.

Category A Level of Service guidelines can be found in this element on page 6 and 7.

Concurrency Management

Goal CF 5

Provide adequate capital facilities to meet the needs of future population growth and associated development and redevelopment by maintaining, repairing, or replacing obsolete or worn-out facilities, and eliminating existing deficiencies.

Policy CF 5.1

Provide needed improvements by maintaining financially feasible six-year CIPs.

Policy CF 5.2

Provide the capital improvements listed in the six-year CIPs. Update the schedule of capital improvements annually in conjunction with the budget process.

Policy CF 5.3

Include all of the capital improvement projects listed in the CIP for expenditure during the appropriate fiscal year in the biennial budget appropriations except any improvements for which a binding agreement has been executed with another party to provide the project in the same fiscal year.

Policy CF 5.4

Conclude that the concurrency requirement for Category A facilities is met if they have sufficient capacity to meet the adopted LOS standard.

Policy CF 5.5

Require that the construction or expansion of a structure or use, or a change in use of land or structures development meet applicable concurrency tests.

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Policy CF 5.6

Ensure there is sufficient capacity in Category A facilities and services to support proposed development, following the criteria outlined in this element, prior to issuing development permits.

> *Category A capacity criteria can be found in this element on page 7 and 8.*

Policy CF 5.7

Do not issue development permits unless sufficient capacity is provided.

Capital Facility Financing Goals and Policies

Goal CF 6

Provide needed capital facilities that are within the County's ability to fund, or within the County's authority to require other providers to fund.

Policy CF 6.1

Use conservative revenue estimates when evaluating needed improvements.

Policy CF 6.2

Derive the costs of needed improvements from both existing and future development.

Policy CF 6.3

Fund improvements for existing development that reduce or eliminate existing deficiencies,
and address some or all of the replacement of obsolete or worn-out capital facilities.

Policy CF 6.4

Fund a fair share of the costs of improvements needed for future development by addressing the impact of the new development and a portion of the outright replacement cost needed for obsolete or worn-out facilities to accommodate the future development. Do not include any of the costs to eliminate existing deficiencies.

Policy CF 6.5

Consider "future" development "existing" development upon completion of construction, and allow providers to contribute the costs of the replacement of obsolete or worn-out facilities.

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Policy CF 6.6
Pay for the costs of capital improvements for existing and future development to maintain LOS standards using user fees, taxes, grants, entitlements, or budgets of public or private parties.

Policy CF 6.7
Ensure that the County and service providers are able to pay for their annual operating and maintenance costs.

Policy CF 6.8
Revise the Plan to adjust for the lack of revenues if revenues that support the provision of adequate facilities and services are unavailable by any combination of the following:

a. Reducing the LOS for one or more capital facilities;
b. Increasing the use of other sources of revenue; or
c. Decreasing the demand for and subsequent use of the capital facilities.

Goals and Policies for Category A Capital Facilities

The following goals and policies address level of service standards (LOS) and concurrency for specific Category A facilities. The LOS standards should be used for planning the future facility and service needs of the County.

Solid Waste and Recycling Services

Goal CF 7
Manage solid waste cost effectively while minimizing environmental impacts and creating sustainable practices.

Policy CF 7.1
Measure solid waste and recycling facility capacity on a countywide basis and for each facility.

Policy CF 7.2
Take into account both public and private facilities when evaluating LOS, and for San Juan Island facilities, consider the needs of Friday Harbor in measurements.

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Policy CF 7.3
Establish LOS F as adequate for available transfer facility capacity on San Juan, Orcas, and Lopez Islands.

Policy CF 7.4
Require service providers to initiate the response mechanisms outlined in this element when solid waste and recycling facilities fall below LOS B.

Solid waste and recycling facility response mechanisms are outlined on page 8.

Policy CF 7.5
Have providers annually evaluate demand and capacity of transfer stations and other components of solid waste management both on a county-wide basis and individually for each facility.

Policy CF 7.6
Encourage service providers to manage the solid waste stream cost-effectively, consistent with progressive waste reduction and recycling programs designed for sustainability.

Policy CF 7.7
Encourage service providers to comply with or exceed the minimum functional standards for solid waste management and disposal in the San Juan County Solid Waste and Moderate-Risk Waste Management Plan and to meet or exceed operating permit requirements.

Policy CF 7.8
Encourage service providers to offer commercial composting and other biomass value-added processing methods which can recycle nutrients for use in local agricultural production.

Community Water Systems

Goal CF 8
Ensure that designated Urban Growth Areas (UGAs)and Limited Areas of More Intensive Rural Development (LAMIRDs)are served by community water supply systems and that those providers have plans in place for future development.

Policy CF 8.1
Establish LOS F as adequate for the community water systems.

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Policy CF 8.2

Require service providers to initiate the response mechanisms outlined in this element when community water systems fall below LOS C.

Community water system response mechanisms are outlined on page 8 and 9.

Policy CF 8.3

Require new development within UGAs, LAMIRDs, or MPRs to be served by approved community water systems.

Policy CF 8.4

Require water system plans in accordance with WAC 248-54-065 for community water systems that serve UGAs, LAMIRDs, or MPRs.

> *Water systems plans include an inventory and analysis of existing facilities, a schedule of needed improvements, and a financial and operations plan addressing the system's ability to serve existing and potential land use development and population growth.*

Policy CF 8.5

Encourage providers to account for their available capacity by reporting the following to the County:

- **a.** Existing available capacity of the concurrency facility, plus the planned capacity, reduced by the capacity that is already used or that is reserved or committed for use in the future, and
- **b.** The available capacity, minus the capacity that potentially would be used by approved new development projects, in order to reflect the potential additional demand that will be made by the developments when they apply for memberships and/or meet the conditions of service prior to occupancy or use.

Policy CF 8.6

Require service providers to develop and submit plans to the County addressing how additional distribution capacity will be provided, when water distribution facilities reach 85 percent system capacity. If there are no plans to expand or provide additional service, then additional development will not be permitted for that service area when the system reaches capacity.

Policy CF 8.7

Obtain maps and facility inventories, with text designating the approximate location of existing facilities and the general location of proposed new facilities, from utility service providers and integrate them into the County's Geographic Information System (GIS).

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Policy CF 8.8

Provide utility service providers with the six-year capital improvement financing plan to aid in their ability to coordinate necessary system improvements.

Community Sewage Treatment Facilities

Goal CF 9

Ensure that designated Urban Growth Areas (UGAs)and Limited Areas of More Intensive Rural Development (LAMIRDs) are served by community sewage treatment facilities and that providers have plans in place for serving future development.

Policy CF 9.1

Establish LOS F as adequate for community sewage treatment facilities.

Policy CF 9.2

Require land development within UGAs and LAMIRDs expected to have an impact equal to, or greater than a single-family residence, to be served by community sewage treatment facilities.

Policy CF 9.3

Policy Require service providers to develop CIPs that:

a. Delineate service area boundaries;
b. Inventory existing and approved development within service area boundaries;
c. Inventory potential development within service area boundaries under the Plan;
d. Establish the available community sewage treatment facility service capacity;
e. Adopt LOS standards and response mechanisms;
f. Contain a schedule of capital improvements necessary to maintain the facility at the adopted LOS, including project, timing, cost, and funding source.

Policy CF 9.4

Require facility and service providers to report their facility capacities to the County. Providers who require a membership or other commitment as a condition of service shall account for their available capacity.

Policy CF 9.5

Work cooperatively with independent sewer districts to:

a. Develop fair and consistent policies and incentives to phase out private sewer/septic systems in areas served by community sewage treatment facilities.

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b. Create and implement a plan to identify septic systems vulnerable to sea level rise and increased flooding and mitigate potential harm to freshwater and marine receiving waters.

Policy CF 9.6

Require service providers to develop and submit plans to the County addressing how additional distribution capacity will be provided, when community sewage treatment facilities reach 85 percent system capacity. If there are no plans to expand or provide additional service, then additional development will not be permitted for that service area when the system reaches capacity.

Policy CF 9.7

Require service providers to initiate the response mechanisms outlined in this element when community sewage treatment facilities fall below LOS C.

Community sewage treatment facility response mechanisms are outlined on page.

Category B Capital Facilities and Services

County Government Services

General Administration

Goal CF 10

Provide adequate building space to facilitate the provision of efficient and effective government administration and services.

Policy CF 10.1

Evaluate administrative buildings on a county-wide basis.

Policy CF 10.2

Encourage the provision of adequate building space to provide efficient and effective government administration and services.

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Infrastructure and Fleet Equipment

Goal CF 11

Operate and maintain infrastructure and fleet equipment that have reduced environmental impact and that are resilient to climate change.

Policy CF 11.1

Transition to electric vehicles for new County fleet purchases and electric motors when feasible.

Policy CF 11.2

When purchasing new equipment, consider the best balance between carbon footprint and effectiveness.

Policy CF 11.3

Provide vehicular recharge stations at key destinations throughout the County.

Policy CF 11.4

Institute a policy of managed retreat for public infrastructure away from climate impacted locations as they fail or require upgrade, to improve the long-term resiliency of investments.

Country Sheriff

Goal 12

Provide adequate building space to facilitate efficient and timely provision of public safety, law enforcement, and emergency services.

Policy CF 12.1

Evaluate County Sheriff facilities separately on San Juan, Orcas, and Lopez islands.

Policy CF 12.2

Encourage the provision of adequate building space to provide efficient and timely public safety, law enforcement, and emergency services.

Public Works

Goal CF 13

Provide adequate building and yard space to facilitate Public Works administration, maintenance functions, and efficient provision of Public Works services.

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Policy CF 13.1
Evaluate County Public Works facilities separately on San Juan, Orcas, Lopez, Shaw, Waldron, and Decatur islands.

County Parks and Recreation

Goal CF 14
Provide residents with a range of recreational opportunities consistent with island character.

Policy CF 14.1
Review and revise the Recreation, Open Space, and Stewardship Plan every six years evaluating recreational facilities in terms of the County's ability to respond to the recreational needs of each island.

Policy CF 14.2
Acquire and develop property needed to meet current and anticipated recreational needs.

Policy CF 14.3
Consider the plans and programs of local, state, and federal jurisdictions and agencies when formulating recreational plans and programs and cooperate with them to improve recreational opportunities.

Public Schools

Goal CF 15
Ensure that school-age residents have adequate public-school facilities and healthy learning environments.

Policy CF 15.1
Be responsive to the facility needs of school districts.

Policy CF 15.2
If impact fees are to be collected, require school districts to develop a cost analysis for providing public education in their district and develop a program with the County to establish the fee.

Policy CF 15.3
If impact fees are to be collected, require residential land development to contribute to the provision of public-school facilities.

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Goals and Policies for Other Capital Facilities and Services

Many facilities and services important to County residents and the quality of life are owned or operated by independent taxing districts, and public or private service organizations. Under the GMA, they are not subject to LOS or concurrency standards. However, the County establishes the following goals and policies for these facilities for future planning purposes.

Medical Clinics

Goal CF 16

Foster accessible and affordable health care to County residents.

Policy CF 16.1

Be responsive to the facility needs of medical clinics.

Senior Centers

Goal CF 17

Support the provision of senior services to County senior citizens.

Policy CF 17.1

Be responsive to the facility needs of senior service centers.

Public Libraries

Goal CF 18

Foster the availability of public library services to County residents.

Policy CF 18.1

Be responsive to the facility needs of independent library districts.

Museums

Goal CF 19

Support the display of exhibits at non-profit public museums that highlight the County's rural and maritime heritage, natural environment, and marine life.

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Policy CF 19.1
Contribute a portion of funds generated from hotel/motel lodging taxes to historical museums and ensure that high levels of service to the community are maintained.

Policy CF 19.2
Support museums that highlight the cultural life and heritage, natural environment, and marine life of the County.

Performing Arts Center

Goal CF 20
Support the provision of performing arts to County residents.

Policy CF 20.1
Contribute a portion of funds generated from hotel/motel lodging taxes to performing arts theater facilities, continue partial ownership in them, and ensure that high levels of service to the community are maintained.

Community College and Continuing Education

Goal CF 21
Foster continuing education opportunities for County residents.

Policy CF 21.1
Encourage educational institutions to develop and expand educational opportunities to County residents of all ages.

State, Federal, and Other Public Parks and Recreation Facilities

Goal CF 22
Support the development of state, federal and other park and recreational opportunities that maintain rural character and supplement San Juan County parks.

Policy CF 22.1
Encourage and work with other agencies to coordinate recreational planning efforts.

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Fire and Emergency Medical Services

Goal CF 23

Protect the safety of citizens and visitors by promoting the maximum efficiency and timely provision of fire and emergency medical services.

Policy CF 23.1

Be responsive to the needs of fire and emergency medical service providers.

Policy CF 23.2

Support Fire and Emergency Medical Service districts by advising new home builders that increases in response time during an emergency may result from:

- **a.** Siting homes on steep hills;
- **b.** Creating private roads without sufficient turning radii for firefighting equipment; and
- **c.** Not clearing brush or maintaining private roads.

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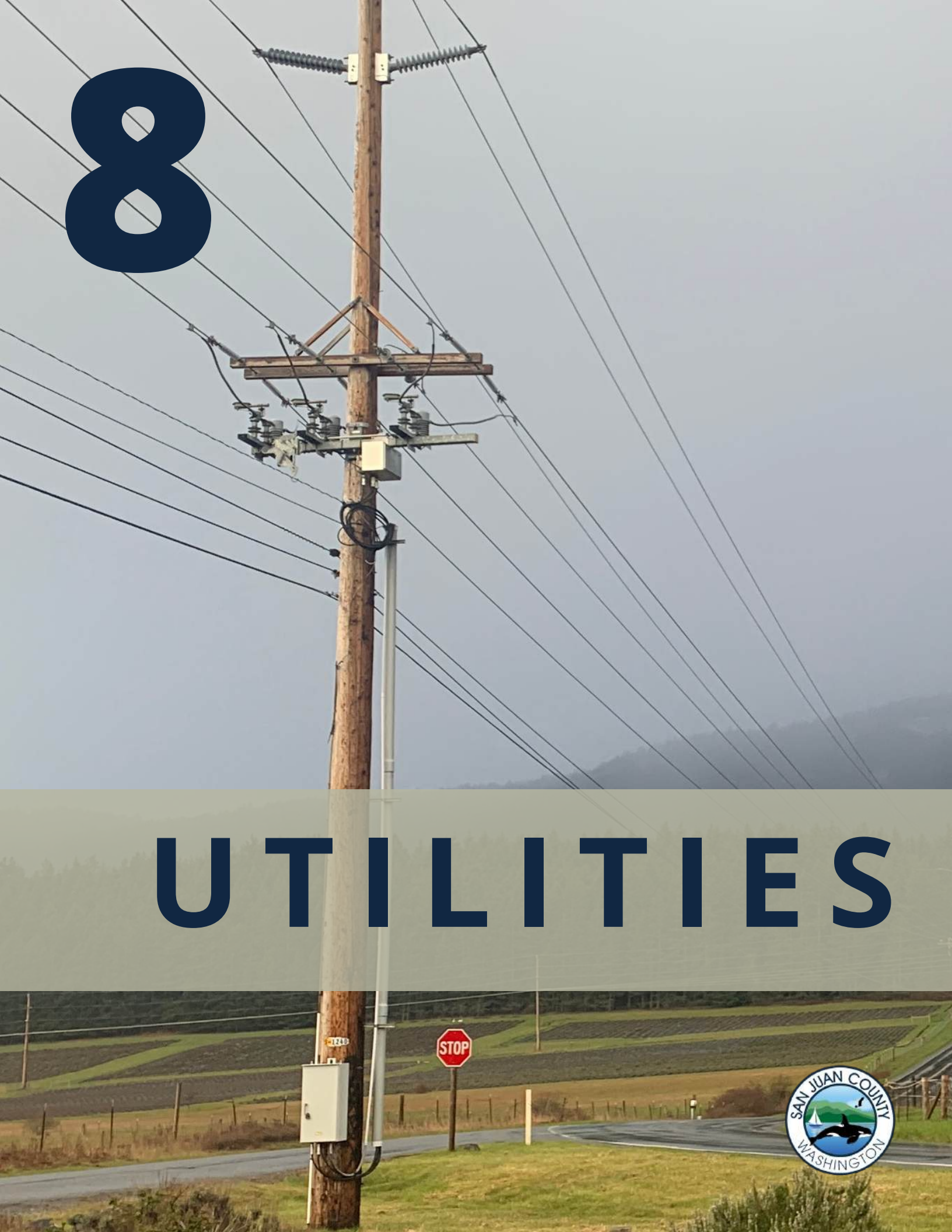
UTILITIES



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ELEMENT 8. UTILITIES

Introduction

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

This Element establishes goals and policies to guide the provision of utility services. Goals and policies aim to facilitate the coordinated, cost-effective provision of services, planning, and construction by utility service providers in a manner consistent with the goals and policies of other elements of the Comprehensive Plan (Plan). This document also identifies opportunities and challenges for utility services through the 2045 planning period. These opportunities and challenges stem from projected population increases, new technologies, and climate change.

The Utilities Element reflects certain key assumptions:

1. Utility providers are the best identifiers of utility problems and the solutions needed to overcome them;

2. Level of service (LOS) standards, concurrency, and capacity requirements do not apply to utility services addressed in this element;

3. Though privately owned utilities may not be considered public facilities, they provide a public service. In the case of water, electricity, and telecommunications, these services are essential to public health and well-being. Each utility bears the responsibility for providing services to San Juan County residents within the guidelines of their own policies and in a manner consistent with the regulatory bodies having jurisdiction over them; and

4. County residents ultimately bear a large portion of the costs associated with the provision of utility services through utility rates, taxes, land development costs, and impacts to environmental and aesthetic values.

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This Element supports the Plan Vision and fulfils the requirements of the Growth Management Act (GMA) for utilities planning. Regarding energy, the Vision states, “Our community strives for energy independence…we use renewable energy.” Regarding communication systems, the Vision affirms that “Advanced communication infrastructure is encouraged…we encourage new ideas and new technology… [and] communication systems support our economy.”

The Utilities Element is oriented toward meeting the needs of the people of the County amid growth, climate change, and ever-advancing technologies. The GMA calls for comprehensive plans to include “the general location, proposed location, and capacity of all existing and proposed utilities” in RCW 36.70A.070(4). By fulfilling the GMA requirement, the County positions itself to use existing utilities infrastructure effectively, streamline development of needed new infrastructure to support the growing population's needs, and be responsive to inevitable change. Together, this Element and Appendix 8, Utilities Inventory, meet this requirement. Appendix 8 contains an in-depth inventory of utilities.

Relationship to Other Plan Elements

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

The County's shortage of affordable housing causes persistent difficulty recruiting staff for utilities like OPALCO and Rock Island Communications, as well as the County Government and other institutions with substantial workforces. Affordable housing is very limited for low-income and middle-income islanders. Element 5, Housing, contains goals and policies to increase the availability of workforce housing in the County.

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Current Conditions and Future Outlook

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

Electricity

Current Conditions

For a more complete analysis with the latest energy information, see www.OPALCO.com/compplan.

Orcas Power and Light Co-operative (OPALCO) provides electricity in San Juan County. The majority of electricity is sourced from hydropower on the mainland. That electricity is generated by Bonneville Power Administration with Puget Sound Energy providing the final transmission connection to OPALCO's two submarine cables that power OPACLO's grid. Local renewable energy sources, such as rooftop solar currently supply about four percent of annual energy use, mostly on sunny summer days. In winter months, when load more than doubles, grayer, shorter winter days mean rooftop solar only provides a very small fraction of the energy mix and does not work during outages.

At the start of 2025, OPALCO had about 15,900 co-op member accounts on 21 islands. About 88% are residential members, and 12% are commercial members, growing at about 1% per year.

Energy Outlook

The impacts from climate change, changing carbon emission regulations, and the restructuring of the electric transmission market throughout the Pacific Northwest will impact the electric grid serving the County. This may increase the potential for issues such as unplanned outages and rolling blackouts. The need for locally generated electricity from wind, solar, tidal, and other sources is vitally important to prevent economic disruption and preserve the County's environment.

Washington State calls for rapidly reducing carbon emissions and improving energy efficiency. In San Juan County, about 70% of GHG emissions come from just two sectors, transportation and heating. Thirty five percent of county residential energy use is for

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heating, and over half of energy use is for transportation. The key to reducing carbon emissions in San Juan County is converting fossil-fueled heating and transportation to electric forms and powering that new load with clean, renewable energy sources. The state energy strategy estimates that electrification of transportation and heating will nearly double statewide electricity demand by 2050. Over this same period, the electrification of transportation and heating is estimated to reduce greenhouse gas emissions by 72% by 2050.

OPALCO expects power disruptions in the planning horizon due to increasing electricity demand and decreasing mainland power supply. San Juan County's two mainland submarine cables are also expected to soon reach their maximum capacity. The need for locally generated electricity from local renewables and other sources is imperative.

The County Vision states, "Our community strives for energy independence…we use renewable energy." To fulfill that vision and increase local energy resilience, OPALCO plans to deploy enough utility-scale microgrids (solar and battery storage) to meet all new load through 2035, power the county through the three sunny seasons, and power critical services and systems in the winter. The micro-grids use tilting solar arrays to track the sun and maximize winter solar production. The microgrids would be deployed on each ferry-served island, requiring about 875 acres countywide, representing less than 1% of all county land. Agrisolar, a blend of agriculture and solar energy production, should be explored for siting in the County through an open public process, which considers all land use factors including scenic views, agricultural land quality, water resources, and habitat, among others. Siting electric facilities serving locally generated electricity and its supporting infrastructure supports the deployment of electric transportation systems while reducing the need for mainland GHG-emitting fossil-fueled generation facilities.

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

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Streamlining Local Renewable Energy Permitting and Land Use

To streamline local renewable energy permitting and installation, proper long-range strategic planning will need to be undertaken by OPALCO. OPALCO should allow for community input and exploration of the scenic, environmental, and land use factors that would allow these facilities to fit into the landscape of the Islands appropriately.

The County should review permitting processes to improve predictability, timeliness, and efficiency of utility permitting, and land use designations should be similarly reviewed and updated for siting renewables. Increasing energy independence from the mainland will energy conservation from Islanders as well as require predictable permitting processes to ensure the delivery of new facilities in a timely fashion This is particularly so for agrisolar applications on Rural Farm, Forest, and agricultural land. Just as improved wireless land use designations fostered the rapid improvement of wireless services in the county, updating land use designations for local renewable energy sites can help accelerate energy independence.

Propane

There are no natural gas lines in San Juan County. Currently, the population relies heavily on propane. Propane tanks are not allowed on Washington State Ferries. Propane utility providers transport propane by barge from the mainland to their distribution centers on San Juan, Orcas, and Lopez islands. There have been recent changes to the State building code and greenhouse gas emission reduction requirements in an effort to meet Washington State Greenhouse Gas targets for energy efficiency, reducing reliance on propane. Propane has been a helpful energy source during outages, for backup heat, and to power home and business backup generators.

Communications

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

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- **Fiber:** The availability of fiber optic based services has grown extensively throughout the County in the past decade, meeting the growing needs of the electric grid, emergency communications, and residential and business broadband and cell phone service. Approximately half of County addresses are located within a serviceable distance of existing fiber optic facilities. As demand for higher bandwidth and additional improvements are made to public infrastructure, the availability of fiber optic services is expected to continue to grow.
- **Voice over Internet Protocol (VoIP):** Anyone with a reliable internet connection can purchase VoIP service, which is becoming more common as internet access and speed increases. It is the predominant method for non-wireless voice communications around the nation, particularly for businesses.
- **Fixed Wireless:** Fixed wireless provides high speed internet service throughout the County by multiple providers.
- **Fixed Wireless – Cellular Service:** All major cellular carriers have coverage to an extent in the County; however, the geography currently limits coverage in some areas. For some residents and visitors, lack of cell service poses a safety concern because it would be difficult to call for help in the case of an emergency.
- **Plain Old Telephone Service (POTS):** Use of POTS has decreased in the recent years as consumers discontinue landline service or switch to VoIP.
- **Cable:** Cable internet and television services are available from multiple providers in parts of Friday Harbor and Orcas Island. Use of cable services is declining as fiber and wireless broadband become more popular.

Key Challenges

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

- Preparing to serve the County's 2045 forecasted population in Plan Appendix 1;
- Meeting energy and telecommunications needs within and outside of population centers;
- Reducing greenhouse gas emissions;
- Reducing the environmental impact of all forms of energy we use;
- Achieving the vision of energy independence;
- Increasing energy efficiency; and
- Working with the challenges presented by the islands' unique geography.

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GOALS AND POLICIES

Utilities goals and policies guide San Juan County's actions affecting the provision of utility services. This section aims to result in meeting San Juan County's current and projected needs for energy and communications in a way that is cost-effective, efficient, appropriate for the character of the islands, and responsive to climate change. These goals and policies are informed by the 2022 Utilities Element, other Plan elements, information from utilities providers, community feedback, and by state climate directives.

General Goals and Policies

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

Goal U 1

Coordinate planning efforts between the County and utility service providers and encourage the regular exchange of information to aid utility service providers in anticipating and responding to growth and maintaining consistency between utility service plans and County plans.

Policy U 1.1

Provide utility service providers with appropriate plans and mapped information to help establish a common County-wide base map for utilities planning.

Policy U 1.2

Obtain maps and facility inventories, with text designating the approximate location of existing facilities and the general location of proposed new facilities from utility service providers and integrate them into the County's Geographic Information System (GIS).

Policy U 1.3

Provide utility service providers with the six-year capital improvement financing plan to aid in their ability to coordinate necessary system improvements.

Policy U 1.4

Cooperate with utility providers in siting facilities for new and alternative technologies to increase energy independence, save money and promote reliability of existing utilities by conserving existing energy resources, developing local utility-scale generation, and promoting energy-saving technologies.

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Policy U 1.5
Cooperate with utility service providers in future comprehensive planning efforts to evaluate actual patterns and rates of growth and compare them to demand forecasts.

Goal U 2
Allow for the timely and cost-effective provision of utility services to County residents by enabling inter-agency joint project planning and ensure the availability and use of utility corridors within public rights-of-way for the placement of utility service facilities.

Policy U 2.1
Facilitate inter-agency coordination and planning for joint trenching, installation, upgrade, repair, maintenance, and construction of new utility facilities between the Public Works Department, the various utility service providers, and other agencies.

Policy U 2.2
Provide timely notification of proposed projects in public rights-of-way to utility service providers and coordinate the placement of both above- and underground utility facilities, which are necessary to provide adequate service, including utility-scale renewable energy generation, transformers, switch vaults, telephone pedestals, utility equipment cabinets, and other necessary utility equipment or structures.

Policy U 2.3
Allow for utility services in new dedications for public rights-of-way.

Policy U 2.4
Encourage consultation between permit applicants and utility providers during the permitting process for installation of utility systems.

Policy U 2.5
Support community dialogue, planning, and proactive management of vegetation in right of ways and utility corridors, in a manner consistent with environmental policies within the County, while managing for fire risk hazard.

Goal U 3
Foster predictability and timeliness in processing permit applications for utilities to allow for necessary development, maintenance, repair, improvement, and expansion of utility facilities in a timely and efficient manner.

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Policy U 3.1
Review permitting processes to identify ways to improve predictability, timeliness, and efficiency of utility permitting.

Goal U 4
Protect rural character while also providing for the location and extension of necessary utility facilities.

Policy U 4.1
Require new utility distribution lines for new development to be installed underground. Services for single-family residential construction on an existing parcel may connect with existing overhead utility facilities.

Policy U 4.2
Require new development to be designed so that utility easements are accessible and have sufficient capacity for installation of the full range of required utility services.

Policy U 4.3
Require landscaping to buffer adjacent uses for new utility installations excluding aboveground utility facility development and distribution or transmission corridors when located outside a public right-of-way.

Policy U 4.4
Locate and site utility facilities to minimize negative impacts to the rural character and natural environment.

Policy U 4.5
New utility generation facilities, transmission facilities, substations and submarine transmission cable terminal facilities should be located and sited to avoid, minimize, and compensate for adverse impacts to the County's shorelines and rural character, while ensuring adequate service to County residents.

Goal U 5
Protect and preserve natural habitats and environments while also providing for the location and extension of necessary utility facilities.

Policy U 5.1
Locate new utility facilities away from, or construct them in a manner compatible with, critical areas, resource lands, and shorelines.

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Policy U 5.2
Condition the approval of new utility facilities to avoid or mitigate any significant adverse impacts.

Policy U 5.3
Ensure that utility service providers are responsible for costs such as those associated with damage caused to the environment and public rights-of-way so that providers will seek to minimize those costs in their planning, decision-making, and project execution.

Policy U 5.4
Recognize that the geographic character of the County requires access to and the ability to cross shorelines and waterways to connect utilities and that utility facilities must occupy and traverse a broad range of areas and land use designations.

Policy U 5.5
Allow utility-scale renewable energy generation on all buildable land that are not critical areas, resource lands, shorelines, conservancy, Land Bank, or Preservation Trust.

Utility-Specific Goals and Policies

Electricity

Goal U 6
Minimize the environmental impacts of electricity production and use while promoting energy independence.

Policy U 6. 1
Encourage utility service providers to explore innovative and alternative methods of producing energy such as agrisolar.

Policy U 6.2
Work with OPALCO to promote both utility-scale and distributed solar projects. Encourage collaboration with organizations, businesses, and public institutions on solar installations, and collaboration with farmers on agrisolar projects and rooftop solar installations.

Policy U 6.3
Provide technical assistance and incentives to increase individual home, commercial, and community-owned solar installations.

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Policy U 6.4
Encourage utility providers, Washington State Department of Transportation (WSDOT), and the public to reduce greenhouse gas emissions.

Policy U 6.5
Adopt regulations that allow facilities that support the generation and distribution of electricity for cleaner transportation including electric vehicles and electric ferries.

Policy U 6.6
Encourage the provision of electric vehicle chargers at key destinations throughout the County.

Policy U 6.7
Increase energy efficiency of buildings and systems on the islands by:

- **a.** Providing educational materials and supporting education on energy efficiency in buildings, beyond State energy efficiency requirements; and
- **b.** Installing solar panels on new and updated County buildings when feasible.

Policy U 6.8
Work with utilities and the public to develop a solar siting policy for utility-scale solar projects, siting on urban core/ impervious areas rooftops, already impacted developed land, and agrisolar projects in collaboration with farmers.

Policy U 6.9
Define agrisolar as a ground-mounted photovoltaic system that has been intentionally designed with agricultural producers, and is constructed, installed, and operated to achieve integrated and simultaneous production of both solar energy and marketable agricultural products through the duration of the project.

Policy U 6.10
Develop streamlined permitting processes for renewable energy projects that meet established design standards and environmental requirements, including expedited review timelines and consolidated permit procedures.

Goal U 7
Collaborate with the Orcas Power and Light Co-Operative (OPALCO) in achieving its goals for local energy resiliency.

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Policy U 7.1
Assist OPALCO when necessary to respond to new, unforeseen conditions and technologies that may affect utility operations and facilities.

Policy U 7.2
Coordinate planning to allow for the appropriate location and siting of all necessary existing and future facilities including overhead, underground, and submarine transmission and distribution systems, substations, cable terminals, standby and generation, and any other necessary equipment or structures.

Policy U 7.3
Locate and site new upland power transmission facilities, substations, and submarine transmission cable terminal facilities to avoid, minimize, and compensate for adverse impacts to the rural character, shorelines, and natural environment of the County.

Policy U 7.4
Allow pilot programs to evaluate new renewable energy sources consistent with the goals and policies of this Plan and that comply with all regulations.

Policy U 7.5
Provide opportunities within land use designations for the development and use of renewable energy resources which are compatible with natural environment and rural character.

Policy U 7.6
Support the transition to up to 30 percent local renewable energy production on an annual energy (GWh) basis by the year 2035.

Policy U 7.7
Identify utility-scale renewable generation and energy storage facilities as essential public facilities, recognizing that they ensure local energy resilience for other essential public facilities, including telecommunications systems, water utilities, public safety systems, and economic infrastructure.

Telecommunications

Goal U 8
Promote the widespread availability of communication systems to facilitate communication among members of the public, public institutions, government agencies, and businesses.

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Policy U 8.1
Identify telecommunications facilities developed and operated expressly to carry out emergency services as essential public facilities.

Policy U 8.2
Promote the public service and safety advantages and economic opportunities of widespread availability of state-of-the-art telecommunications technology by reviewing potentially suitable personal wireless facility locations as needed.

Policy U 8.3
Support development of telecommunications facilities to promote public safety and economic opportunity.

Propane

Goal U 9
Regulate and assure safe handling and distribution of propane within the County.

Policy U 9.1
Identify appropriate land use designations and safety criteria for the siting of bulk fuel storage.

Policy U 9.2
Support the use of historic barge landings that have served as landing sites for transporting bulk fuels.

Policy U 9.3
Work with the Ports, the Town of Friday Harbor, WSDOT, and propane distributors to develop safe transportation and circulation routes for the transport of propane.

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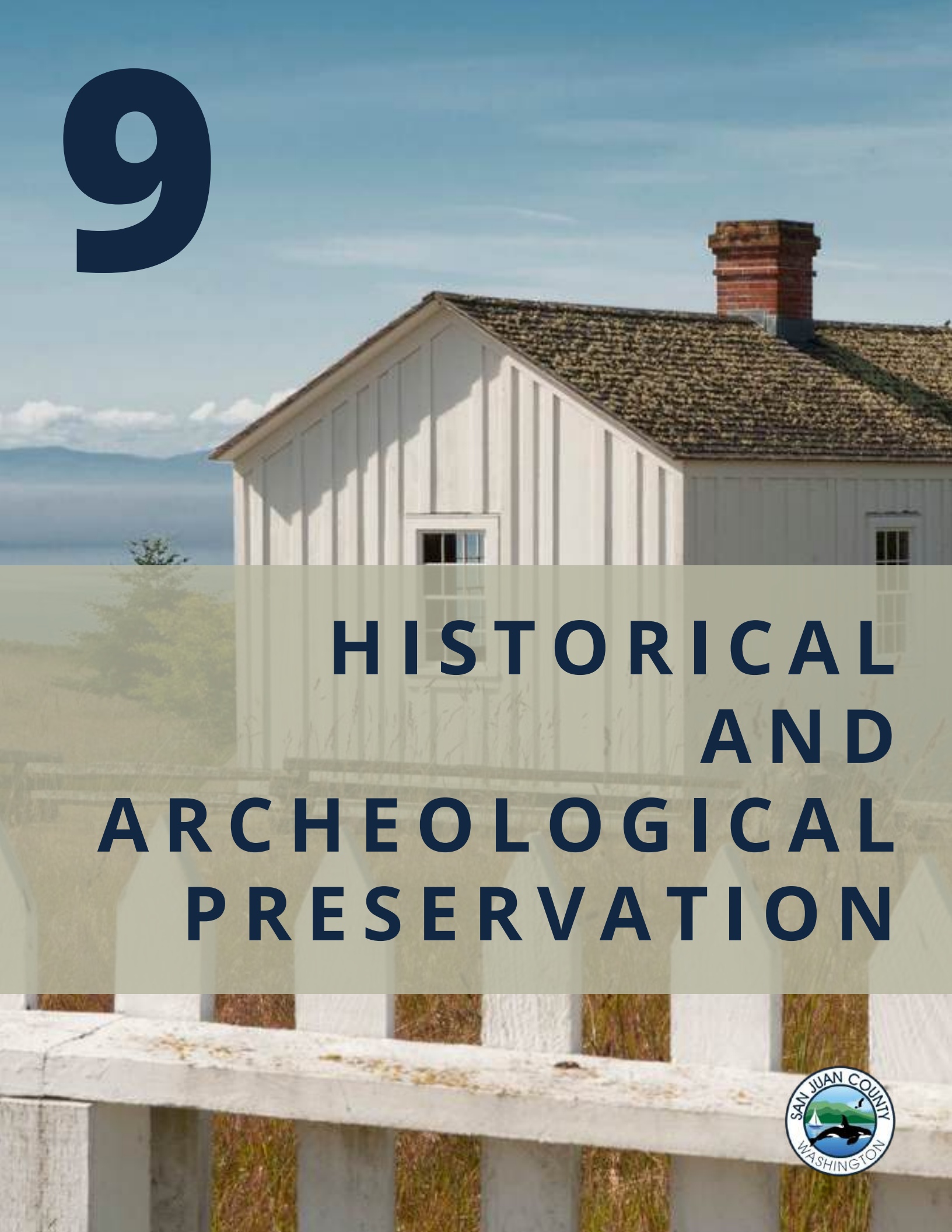
9

HISTORICAL AND ARCHEOLOGICAL PRESERVATION



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ELEMENT 9. HISTORIC AND ARCHAEOLOGICAL PRESERVATION

The San Juan County 2045 Vision states:

"Our community is enriched by a strong sense of identity, tradition, legacy, and continuity, where past and present freely mingle. We recognize the contributions to our rural and maritime heritage made by indigenous peoples, explorers, and island pioneers, and we encourage the preservation of that heritage. We encourage preservation of historic sites, structures, and traditions for the enjoyment of all."

Introduction

San Juan County is home to rich and unique cultural heritage. Historical and archaeological sites and structures remain, representing the presence of indigenous peoples from time immemorial, the settlement of 19th century pioneers, and a heritage of agriculture, fishing, limestone mining, and lumber economies of regional stature and importance. Preserving historical resources first requires an evaluation to determine which structures and sites meet the criteria of historic properties. Then, to protect them, it is necessary to encourage preservation and to regulate the demolition of historic structures and or degradation of historic sites. This element sets out goals and policies to support effective historic preservation in San Juan County.

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GOALS AND POLICIES

Goal HAP 1

Protect, preserve, and enhance the rich history and cultural resources of San Juan County; more particularly its significant places, traditions, artifacts, stories, family histories, and other important historical and archaeological items.

Policy HAP 1.1

Work with local historical societies to prepare a comprehensive inventory of San Juan County historic sites, resources, buildings, and structures. The inventory should include the location, quantity, quality and significance of these resources using state, federal, and locally defined criteria.

Policy HAP 1.2

To encourage the preservation of historic and archaeological resources and minimize conflicts with competing land uses, support policies and programs such as:

- **a.** Pursue private and public sources of funding for use by property owners in the renovation and maintenance of significant historic properties;
- **b.** Coordinate and integrate preservation efforts for lands adjacent to significant historic properties;
- **c.** Pursue options and incentives to allow productive, reasonable use, and adaptive re-use of historic properties;
- **d.** Special valuation and open space taxation programs for rehabilitation and current use assessment.

Policy HAP 1.3

Coordinate with permit applicants, the Washington State Department of Archaeology and Historic Preservation, and tribal partners to protect cultural resources and provide an expedient permit process.

- **a.** Provide an early review service to the public that determines if a cultural resource report is required to be submitted with a permit application.
- **b.** Provide cursory review of permit applications to ensure that the proper cultural resources reports are submitted when necessary.
- **c.** Require cultural resource reports to be prepared by a professional archaeologist who meets the Secretary of the Interior's Professional Qualification Standards and State Law.

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d. Require cultural resource reports, when required, to be prepared in accordance with the Washington State Standards for Cultural Resource Reporting.

Policy HAP 1.4

Ensure that the County is in compliance with the laws set forth in the Native American Graves Protection and Repatriation Act.

Policy HAP 1.5

Assess and address climate impacts on historic and archaeological resources. Implement measures to evaluate climate risks such as inundation and/or shoreline erosion on cultural resources. Ensure preservation efforts account for these climate-related hazards to minimize conflicts with competing land uses.

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ECONOMIC DEVELOPMENT

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ELEMENT 10. ECONOMIC DEVELOPMENT

The San Juan County 2045 Vision states:

"We support a diverse, resilient, and sustainable economy while respecting the natural world. This economy serves the needs of our community, and recognizes the rural, residential, quiet, agricultural, marine and isolated nature of the islands. Our economy comprises a wide spectrum of stable, year-round activities that provide wages that allow islanders to live, work, and thrive locally. We encourage new ideas and new technology for improving the quality and profitability of our goods and services. Communication systems support our economy."

Introduction

Overview

San Juan County's share of the global ecosystem is a rich, temperate and increasingly unique niche consisting of its geology, soils, air, water, and all living organisms. Its internal workings are of a complexity not well understood, but are currently supporting both agricultural and marine productivity. Its aesthetics, novelty of experience and opportunity for knowledge and contemplation enhance domestic tranquility, and residents' health and wellbeing.

These non-monetary benefits, more fundamental than money itself, also attract visitors, seasonal residents, second home owners, retirees, and investors who amplify the monetary economy. Preservation of the county's natural capital[1] as a public good maximizes its availability for continuing support of the county's monetary economy, and preserves a high standard of living coupled with a rural quality of life.

> *Additional information and data regarding the County's top economic drivers is available through the Western Washington University Center for Economic and Business Research San Juan County Economic Profile 2024 Update.*

The county's economy is measured in terms of money. The public recognizes that priority of this valuation inevitably diminishes natural capital and the rural quality of life that holds its inhabitants and draws visitors from near and far. That said, a high quality of life cannot

[1] Natural capital is taken to include all natural elements and processes such as: marine, terrestrial, and freshwater habitats; shorelines, wetlands, water bodies, and aquifers; native biota (flora, fauna, fungi, and microbes); dark skies; clean air; natural soundscapes; soil and bedrock; open spaces.

be maintained without a vibrant economy. Accordingly, this document is the product of the public's effort to develop and support such an economy in balance with the county's natural capital and its consequent rural character; together these provide the county's increasingly rare high quality of life.

For purposes of this Economic Development Element (EDE) of the *San Juan County Comprehensive Plan* (*Plan*), the term "rural character" refers to the aesthetic and social experience of life in a geographic region that consists predominantly of agricultural lands, uncultivated open lands, undeveloped beaches, and forests or other natural habitats. It is consistent with improving the county's strong educational, economic, technological, and other infrastructure to maintain a high standard of living. The population of the county is rising and expected to continue to rise, and that Washington State Ferries and other entities (ports, airports) currently serve nearly 1 million visitors to the San Juan Islands every year, and expect passenger increases of 43 percent in the next 10 years. Preservation of rural character will inevitably require preservation of this aesthetic and social experience, the quality of which will depend upon achieving the goals of the *Plan* as a whole.

Overarching Goals

To maintain its share of natural capital and develop its human assets while achieving and enhancing a balanced county economy, four interrelated goals for the EDE of the *Plan* have been identified. These are expanded upon in the Economic Goals and Policies section.

- **Goal 1: CREATE LIVING WAGE JOBS WITH A BROADLY COMPETENT WORK FORCE:** Establish and maintain a sound, stable, year-round, and locally based diversified economy that creates living wage jobs in community and environmentally friendly industries consistent with rural character. Train a resident work force to support and attract diverse businesses, in harmony with the county's natural resources.
- **Goal 2: IMPROVE INFRASTRUCTURE AND COMMUNITY ASSETS AND SERVICES:** Support and maintain infrastructure, community assets, and environmental resources; enhance economic, environmental, and community resilience; and protect environmental services and natural assets in a manner consistent with rural character.
- **Goal 3: ENHANCE ECONOMIC RESILIENCE:** Enhance economic resilience to rapid and long-term natural and economic disruptions.
- **Goal 4: STRENGTHEN THE NEXUS OF TOURISM & ENVIRONMENTAL/SOCIAL ASSETS:** Ensure that tourism and development activities preserve rural character including aesthetic, environmental and social assets, which will enhance the experience of visitors and locals, and in turn preserve and enhance the economy.

Authority, Purpose, and Other Elements

Authority

This EDE is adopted pursuant to RCW 36.70A.070 (7) of the Washington Growth Management Act (GMA) which mandates that the County's *Comprehensive Plan* include:

"[a]n economic development element establishing local goals, policies, objectives, and provisions for economic growth and vitality and a high quality of life."

This is subject to an overarching instruction preceding this mandate relating specifically to the economic element: "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, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities." RCW 36.70A.020(5). For purposes of this EDE, this language regarding biological resources is interpreted to include and encourage only those activities or industries whose impact on those resources does not impair their sustainability.

Purpose

The purpose of this EDE is to execute the legislative mandate set forth above by setting goals and establishing policies, objectives, and actions to attain economic growth and vitality consistent with the distinctive quality of life in the County.

Economic development is the specific and concerted expenditure of time and money by communities and policy makers to create and maintain the economic viability of a region. Sound economic development seeks to foster sustainable wealth by creating jobs and infrastructure that sustain and enhance the quality of life of the populace without net cost to the county's natural capital.

Proactive economic development seeks out business development opportunities based on an area's competitive advantages, market characteristics, and community values. Smart economic development recognizes that prosperity depends upon the county's natural capital supporting its quality of life.

Economic resilience is essential to the wellbeing of county residents. Its elements are:

- Diversification of industries, particularly those less reliant on fluctuations in local, regional, and national economies;
- Planning for foreseeable changes in the local and national economy, in population, in technology, and in the environment. This includes readiness for likely disasters.

Economic resilience supports social resilience and the public peace. Economic resilience expressly includes provision for low-income housing for "unemployed and low-income persons" as mandated by RCW 36.70A.020(5).

The economy of the San Juan Islands is inextricably linked to its environment. Enterprises that consume or threaten to consume nonrenewable natural resources that the County's economy depends on are not endorsed. The county's economic plans are driven by County residents' goals for the future of the community itself as set forth in the Vision statement of this *Plan*.

Relationship to Other Comprehensive Plan Elements

This EDE is intended to integrate with and guide the economic aspects of the other elements of this *Plan*. Similarly, the other elements of this *Plan*, such as the Land Use, Housing, and Utilities elements, influence economic opportunities. While economic development affects the entire County including its marine areas, and implementation responsibilities may be shared among other governmental and non-governmental partners, the *Plan's* legal mandate is upon the County alone.

Economic Vision, Framework, and Goals

Economic Vision and Framework

Economic Vision

The 2036 *Plan* Vision is:

> ECONOMY: We support a diverse, resilient, and sustainable economy while respecting the natural world. This economy serves the needs of our community, and recognizes the rural, residential, quiet, agricultural, marine and isolated nature of the islands. Our economy comprises a wide spectrum of stable, year-round activities that provide wages that allow islanders to live, work, and thrive locally. We encourage new ideas and new technology for improving the quality and profitability of our goods and services.

Strategic economic development provides a crucial mechanism for maintaining and enhancing community vitality and prosperity for the long-term, consistent with the community ethos (defined as the guiding beliefs, culture, and spirit within a community) embodied in the Vision statement of the *Plan*. Initiatives to strengthen infrastructure, training programs, transportation, and communications networks benefit business, as well as resident and visitor populations. Efforts to create more high-quality employment

opportunities are not only about creating jobs but also about enhancing a rich social network of healthy families and active community members.

Economic development must also sustain and strengthen the County's natural assets. These assets do not vote but do provide significant environmental benefits and services that residents, visitors, and businesses depend upon. These components of the County economy require continuous balancing of the interests involved as conditions (natural, human-caused, and in combination) change over time. This *Plan,* of which this EDE is a part, looks only twenty years ahead. Planning with respect to natural capital requires a far longer planning horizon than monetary economics. The failure to plan and regulate the use of the County's natural capital may take many generations to repair, while extinctions are irreparable with as-yet unknown future consequences.

Tourism is central to the San Juan Islands' economy. It also presents significant challenges for our sensitive natural and cultural resources, our limited public and utility infrastructure, and for those seeking consistent employment and affordable housing. As climate change intensifies, the islands will face compounding impacts from tourism and visitation if not actively managed, including increased greenhouse gas emissions, strain on limited water resources, impacts on sensitive ecosystems, and quality of life. Sustainable tourism policies should align with climate goals to protect the islands' environmental integrity while supporting a thriving, resilient local economy.

Economic Development Framework

The County seeks to retain and enhance an economy that reinforces the County's diverse character and allows both capitalization on and conservation of its assets, including: natural beauty, diverse agricultural activities, history and heritage, and the high educational attainment, diverse skills, cultural creativity, can-do attitude, and problem-solving skills of its residents. The County seeks to maintain or encourage sustainability, the county's rural quality and natural resources, and its historical agricultural and maritime industries. The goals and actions proposed below are founded in a core set of assumptions, as follows:

1. Most county residents would see economic growth as a controllable means for maintaining economic vitality and a high quality of life, while preserving what is dear: the rural character and natural characteristics of their county. All elements of the environment and the best qualities of the economy must be nurtured because together they determine the quality of life.
2. The purpose of this EDE is to guide regulatory policy, decision-making, and private and government investment. Therefore, proposed strategies should be designed with the County, the Town of Friday Harbor, the ports, potential business investors, proposed urban growth areas, and hamlets as the principal audience. Implementation of this EDE will entail participation by many entities and private

sector partners in addition to the various government partners, all in a manner intended to benefit the people of the county.

3. Proposed economic development strategies must be based on island realities and be designed holistically, with a view to keeping an island-scale economy and the preservation and enhancement of each island's quality of life, rural character, and precious natural resources. In adopting policies consistent with these strategies, emphasis should be placed on the most promising, wage-generating, and locally appropriate economic emphasis areas consistent with the ethos embodied in the Vision and consistent with the character of the respective islands.
4. This EDE confirms the County's intention to cooperate with all toward developing an economy consistent with the Vision Statement.

Specific Projects

Key to achieving these following overarching goals will, among other things, be by implementation of specific projects, including but not limited to the list of eligible project types for the Public Facilities Financing Assistance Program (PFFAP) listed in the Economic Development Projects section of the San Juan County Economic Development Council's (EDC's) priorities document, derived from community need, statutory limitations, and the County's legislative priorities.

Goals and Policies

Goal E 1

Create living wage jobs and a broadly competent workforce.

Goal: Establish and maintain a sound, stable, year-round, and locally based diversified economy that creates living wage jobs in community and environmentally friendly industries consistent with rural character. This will include a concerted focus on workforce training to support and catalyze diverse businesses, perform work otherwise done by labor and skills sourced from outside the county, and renew the talent pool.

Comment: Living-wage jobs may include (among others) trades jobs that serve residents, or "knowledge work" (e.g., tech, engineering, writing) that brings in income from outside the County. However, this goal is not intended to diminish any existing business, enterprise, or trade. This category also includes the self-employed and the home, office, or shop that may or may not have additional employees. A living wage is defined as net income that can meet a worker's basic needs for food, housing, childcare, and other necessities.

Policy E 1.1

Consider how changes in regulations, permitting, and zoning affect businesses and natural resources to maximize business opportunities while preserving and enhancing natural capital, and prioritizing the growth of existing businesses over encouraging out-of-county business incursion.

Policy E 1.2

Seek to create an environment conducive to long-term, sustainable, living wage job growth that encourages the creation of new businesses, and retention and expansion of existing businesses, within a framework that preserves and enhances the natural assets and rural character of the county. This will encourage the retention and expansion of locally owned businesses and employment base, rather than fostering the attraction of mainland or nationally franchised businesses.

Policy E 1.3

Encourage workforce development programs and initiatives that enable low- and moderate-income people to work and reside in the County.

Policy E 1.4
Support the study and analysis of areas of economic activity to target specific activities or employers the initiation or expansion of whose activities would be environmentally benign and economically beneficial to the community.

Policy E 1.5
Support local businesses and workers through organizations such as the San Juan County Economic Development Council (EDC) and other workforce and small business development entities through funding (e.g., through PFFAP or LTAC), through resource-sharing and other methods.

Policy E 1.6
Encourage County residents to apply for positions at the apprentice or trainee level to establish a pool to replace resigning or retiring members of the county work force, and issue contracts allowing apprentice or trainee participation in contracted work.

Policy E 1.7
Support increasing local expertise in green jobs available on Island, such as electricians and insulators to provide solar installations and energy efficiency upgrades, specialty landscape designers to install and maintain green roofs, specialty mechanics to repair electric vehicles and vessels, with targeted efforts to ensure these opportunities benefit overburdened communities.

Goal E 2
Maintain infrastructure and community assets and services.

Goal: Support and maintain infrastructure, community assets, and environmental resources; enhance economic, environmental, and community resilience; and protect environmental services and natural assets in a manner consistent with rural character.

Comment: This goal overlaps with Goal 3: Enhance Economic Resilience with respect to infrastructure and services. This goal also treats the county's natural capital as essential infrastructure, much of which is owned or regulated by the County, the state of Washington, or the federal government.

Policy E 2.1
Encourage provision of adequate infrastructure that is supportive of a healthy economy and environment while preserving those unique features valued by inhabitants and the subject of interest and pleasure to visitors, as well as those natural elements that underlie and support those features.

Policy E 2.2
Encourage Washington State Ferries to improve San Juan Island ferry service, vessels, and infrastructure by investing in newer, quieter, and more efficient ferries, encouraging the training of necessary personnel, and creating opportunities for local youth to explore maritime careers and gain exposure to future employment pathways in the ferry system.

Policy E 2.3
Support renewable energy and energy storage capability, and increased redundancy of both power and telecommunications infrastructure.

Policy E 2.4
Ensure that power supply and infrastructure are able to meet rapidly rising demand, especially with data center expansion and AI.

Policy E 2.5
Support improvements in programs to manage solid waste locally, sustainably, and efficiently.

Policy E 2.6
Foster a thriving local food economy by supporting the development of infrastructure and market access.

Policy E 2.7
Recognize the ecosystem services performed by healthy soil as fundamental and essential county assets and support regenerative stewardship activities.

Policy E 2.8
Recognize ecological assets and services performed by a healthy ecosystem as essential as economic assets and support regenerative stewardship activities.

Goal E 3
Enhance economic resilience.

Goal: Enhance economic resilience to rapid and long-term natural and economic disruptions.

Comment: This goal is integral to the long-term success of Goals 1, 2, and 4.

Policy E 3.1
Identify and support opportunities to diversify the economy among and within sectors to encourage family-wage jobs and preserve the islands' ecological assets.

Policy E 3.2
Include disaster management planning in infrastructure and economic development programs, improve oil spill response and remediation capacity, and encourage community and governmental disaster preparedness for infrastructure on which industries depend.

Policy E 3.3
Encourage community and governmental awareness, preparedness, and action regarding negative impacts from climate change, including the encouragement of the reduction of fossil fuel consumption.

Policy E 3.4
Increase local food production and promote land stewardship and food security as core components of economic resilience.

Policy E 3.5
Ensure that the local economy fosters business opportunities associated with climate mitigation and adaptation, including local food production, energy supply and backup, and carbon-free transportation for residents and visitors. Support local businesses' efforts to bolster climate preparedness and continuity of operations.

Goal 4
Strengthen the nexus of tourism & environmental/social assets.

Goal: Ensure that the tourism sector and family/friend visitation support and enhance the economy, environment, quality of life, and cultural heritage of the San Juan Islands.

Policy E 4.1
Align tourism planning, promotion and management with the County's goals of reducing greenhouse gas emissions and increasing climate resilience.

Policy E 4.2
Protect the natural environment through targeted educational outreach for all visitors and promotion of a stewardship ethic. Consider visitor management strategies to prevent excessive strain on limited natural resources and infrastructure, especially during the peak summer season.

Policy E 4.3
Retain the social authenticity of the islands, conserving the living and built environments, and retaining cultural heritage.

Policy E 4.4
Support sustainable economic operations that provide local, stable employment and promote sustainable food systems to reduce the carbon footprint of peak visitor related food consumption.

Policy E 4.5
Reduce greenhouse gas emissions from visitation by developing multi-modal, low carbon transportation infrastructure options for visitors and the local community.

Policy E 4.5
Partner with the San Juan Islands Visitors Bureau and the 3 Chambers of Commerce/Visitor Information Centers on Lopez, Orcas, and San Juan Islands as conduits to hospitality-oriented businesses and non-profits, as well as to potential and actual visitors, to continue to educate visitors regarding responsible, sustainable tourism which meet County goals.

Policy E 4.6
Partner with the San Juan Islands Visitors Bureau and the 3 Chambers of Commerce/Visitor Information Centers on Lopez, Orcas, and San Juan Islands as conduits to hospitality-oriented businesses and non-profits, as well as to potential and actual visitors, to continue to educate visitors regarding responsible, sustainable tourism which meet County goals.

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CLIMATE

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RESOURCE DOCUMENTS

1. San Juan County Community Engagement Reports
2. San Juan County Climate Vulnerability Assessment Report
3. San Juan County Community and County Operations Greenhouse Gas Emissions Report

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ELEMENT 11. CLIMATE

Introduction

Climate change, one of the five key challenges identified as especially critical during this planning period and beyond, is a current and continuing threat to our community, environment, and economy. The widespread use of fossil fuels has resulted in a substantial rise in greenhouse gas (GHG) emissions, global temperature increases, and climate change impacts, including (but not limited to), increased risk of heat domes, drought, wildfires and wildfire smoke, extreme precipitation, flooding, and sea level rise. At a global scale, governments are engaged in efforts to reduce GHG emissions and prepare their communities, infrastructure, and environments to be more resilient to climate impacts – while accommodating human needs such as housing, energy reliability, and jobs. In San Juan County, the community and local government are committed to proactively addressing the climate crisis, leading by example in Washington State and beyond. As stated in the County's Comprehensive Plan (*Plan*) Vision 2036, specific to climate change:

"Our community sets an example with its response to climate change. We prepare to address the negative effects in advance before they become crises. Our community encouraged voluntary efforts and enacts incentives and regulations if necessary to reduce our carbon footprint."

This Vision acknowledges that to be best prepared for the future, we must seek to reduce our GHG emissions and prepare our communities, infrastructure, and environment for the climate change impacts that we are already experiencing and will continue to experience in the future. As an island community, we will be at the forefront of sea level rise challenges and associated impacts such as increased shoreline erosion, flooding, saltwater inundation/intrusion to groundwater, and storm surge events. Furthermore, as detailed in the Water Resources Element, potable water is a precious and threatened resource on the islands, with increasing risk as periods of drought and extreme weather become more frequent, longer, and more severe.

The Climate Element is meant to guide plans and action needed to reduce our GHG emissions and improve our resilience. It identifies climate change projections and impacts to the islands, assesses climate risk to key county sectors, and provides an inventory and analysis of communitywide GHG emissions. Climate goals and policies were informed by the best available science and shaped through close collaboration with the community to reflect their priorities.

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GMA Requirements

The Growth Management Act (GMA) encourages all jurisdictions to complete a greenhouse gas and resiliency sub-element as part of their climate element. San Juan County is required to complete a resiliency sub-element and, committed to our ethos of being a leader in climate action, is voluntarily complying with greenhouse gas emission reduction sub-element requirements. The GMA sets the following goals for jurisdictions developing a climate element:

- Identify, protect, and enhance natural areas to foster resiliency to climate impacts, as well as areas of vital habitat for safe passage and species migration.
- Identify, protect, and enhance community resiliency to climate change impacts, including social, economic, and built environment factors, that support adaptation to climate impacts consistent with environmental justice.
- Address natural hazards created or aggravated by climate change, including sea level rise, landslides, flooding, drought, heat, smoke, wildfire, and other effects of changes to temperature and precipitation patterns.
- Reduce overall greenhouse gas emissions generated by transportation, heating, and land use within the jurisdiction but without increasing greenhouse gas emissions elsewhere in the state.
- Reduce per capita vehicle miles traveled within the jurisdiction but without increasing greenhouse gas emissions elsewhere in the state.
- Prioritize reductions that benefit overburdened communities in order to maximize the co-benefits of reduced air pollution and environmental justice.

RCW 36.70A.070(9)

Relationship to Other Plan Elements

Climate change's compounding and cascading impacts will be far-reaching and felt across sectors. Achieving GHG emission reduction goals will also require cross-sectoral collaboration and partnership. Climate change impacts and topics such as sea level rise, water availability, extreme weather, and fossil fuel dependence align with and are closely tied to multiple *Plan* elements. These elements, such as Land Use, Water Resources, Housing, Transportation, Utilities, Economic Development, Capital Facilities, and Historic and Archeological Preservation, address some of the impacts and causes of climate change by forwarding adaptive strategies such as stormwater management, water conservation, infrastructure management, increasing local renewable energy, and sustainable transportation systems. Specific alignment with climate impacts and emission reduction measures in other *Plan* elements include:

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Sea Level Rise: In San Juan County, an island community surrounded by water, sea level rise will lead to increased shoreline erosion, flooding, and storm surge events. The following *Plan* elements address sea level rise: Element 2, Land Use and Rural, ensures development regulations are responsive to climate change and sea level rise impacts; Element 4, Water Resources, includes a policy to avoid saltwater intrusion, worsened by rising sea levels; Element 5, Housing, ensures climate risks like flooding and erosion are considered when siting UGA expansions and affordable housing; Element 6, Transportation, ensures infrastructure is managed in a manner that considers sea level rise, flooding, and storm surge; and Element 7, Capital Facilities, calls for gradually relocating public infrastructure from climate-impacted areas during replacement or maintenance.

Water Availability: San Juan County has limited freshwater resources, and water availability was a major community concern during the *Plan* update, especially in relation to climate change. The following *Plan* elements address water resource management and aquifer recharge during potentially stressful times for water systems: Element 2, Land Use and Rural, fosters practices that support natural systems, such as stormwater management and aquifer recharge; Element 4, Water Resources, promotes water efficiency, conservation, and long-term monitoring of water use and availability, while encouraging practices that enhance aquifer recharge; Element 5, Housing, avoids siting affordable housing in areas projected to face increased water shortages due to climate change; and Element 6, Transportation, supports designs that improve stormwater management and aquifer recharge.

Extreme Weather Events and Natural Disasters: Climate change is already bringing wetter winters and drier summers to Western Washington, and these trends are expected to continue. The following *Plan* elements include policies to address the impacts of more frequent flooding, drought, and natural disasters: Element 2, Land Use and Rural, promotes forest stewardship to reduce wildfire risk and commits to updating the *Plan* and UDC to address emerging climate change impacts; Element 4, Water Resources, promotes water conservation and aquifer recharge to mitigate drought; Element 6, Transportation, ensures infrastructure is managed to minimize impacts from storm surge; Element 8, Utilities, supports energy independence to enhance resilience during weather events and disasters; Element 9, Historic and Archeological Preservation, seeks to assess and address climate impacts specifically on historic and archaeological resources; and Element 10, Economic Development, promotes agricultural practices that increase climate resilience.

Reducing Fossil Fuel Dependence and Greenhouse Gas Emissions: The following *Plan* elements promote development patterns that reduce fossil fuel dependence and support the transition to cleaner energy and transportation by allowing the necessary

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infrastructure: Element 2, Land Use, encourages development patterns that decrease reliance on fossil fuel-dependent transportation; Element 5, Housing, incentivizes practices that reduce fossil fuel reliance; Element 6, Transportation, supports the electrification of the ferry fleet and non-motorized transportation options and promotes active transportation and/or multi-modal transportation/transit; Element 7, Capital Facilities, commits to transitioning County vehicles and machinery to electric; Element 8, Utilities, supports locally produced renewable energy and the infrastructure to reduce GHG emissions by electrifying transportation and heating; and Element 10, Economic Development, promotes the electrification of transportation and encourages individuals and businesses to reduce fossil fuel consumption by transitioning to electric energy from local providers.

Additionally, through the Climate Element development process, preexisting policies in *Plan* elements (such as those listed above) were amended to strengthen climate resilience and GHG emissions reduction measures. These amended policies will exist in their respective *Plan* elements, and complement new goals and policies developed for the Climate Element.

Climate Planning

The Climate Element serves as a resource to integrate the many past planning efforts the County and its communities have made, and guide present and future efforts. During its development, the County engaged with partners, various stakeholders, and the broad community to ensure alignment with the Islands' needs and priorities. Led by the Department of Environmental Stewardship, County staff engaged with internal County departments, including, Community Development, Emergency Management, Health & Community Services, Public Works, Parks, Recreation & Fair, Conservation Land Bank, Facilities, Fleet Services, County Manager, County Council, and worked closely with the Climate and Sustainability Advisory Committee. Significant effort went into engaging the community to understand concerns, experiences, and climate action priorities. Using various methods such as surveys, community-led climate conversations, tabling, and presenting at community events and meetings – hundreds of residents were heard and the feedback received directly informed the goals and policies found within this element. We want to express sincere gratitude and thanks to community members who provided their time and efforts to meaningfully engage with the County. *Community Engagement Reports can be viewed on the Engage San Juan County platform.*[1]

[1] https://engage.sanjuancountywa.gov/climate-action

Along with initiating new planning efforts for the development of the Climate Element, existing plans that demonstrate the islands' commitment to sustainability and resilience were reviewed and can be found below in chronological order:

- The **San Juan County Solid Waste Management Plan** (2012) provides information regarding the current solid waste management system and the basis for changes to the collection system. *This plan is currently being updated.*
- The **San Juan County Community Wildfire Protection Plan** (2012) seeks to make San Juan County residents, communities, state agencies, local and federal governments, and businesses less vulnerable to the negative effects of wildland fires. *This plan is currently being updated.*
- The **Drought Conservation Plan** (2016) provides a synthesis of water availability on the Islands and outlines responsible agricultural practices.
- The report, **Working Toward Climate Resilience in the San Juan Islands** (2017), provides an overview of climate change, identifies potential vulnerabilities in the islands, and includes. ideas about adaptation measures that could help address climate change vulnerabilities
- The **San Juan County Hazard Mitigation Plan** (2018) aims to reduce the impacts of natural and human-made disasters by identifying risks and outlining strategies to protect communities, infrastructure, and the environment. *This plan is currently being updated.*
- San Juan County adopted **Resolution No. 20-2020 to Respond and Adapt to Climate Change**, committing the County to take a leadership role in climate action and adaptation and serving as a model to the community.
- The County updated its **2036 Comprehensive Plan** (2022) explicitly integrating GHG. emission reduction and climate resilience policy throughout the plan. *This plan is currently being updated.*
- The **Recreation, Open Space, and Stewardship Plan** (2022) guides future action and investment in the County's outdoor spaces and facilities.
- The **San Juan Islands Destination Management Plan** (*preliminary draft* 2023) sought to provide a roadmap for sustaining community and resource needs while maintaining the County's thriving visitation economy.
- The report, **San Juan County Community and County Operations Greenhouse Gas Emissions** (2023) establishes a baseline for targeting major emission sources and reducing the County's climate impact.

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- The **San Juan County Food System Plan** (*draft* 2023) is a comprehensive resource that outlines strategies to localize the County's food system while supporting sustainable practices.
- The **San Juan County Sea-Level Rise Vulnerability and Risk Assessment** (2024) supports the development of a County-wide approach to addressing sea level rise and managing impacts on nearshore infrastructure and habitat.
- The **State of the Marine Stewardship Area** (2024) provides updated data and management strategies to adapt to climate change.
- The **Climate Action Plan** (*in progress*) will establish clear targets and schedules aligned with the policies outlined in the Climate Element and climate policy throughout the Comprehensive Plan. It will define actionable steps to develop projects and programs that adhere to these policies, ensuring a cohesive approach to achieving climate goals.

In addition to participating in formal planning efforts, San Juan County also demonstrates its commitment to sustainability through a suite of initiatives dedicated to ensuring adequate fresh water, protecting the marine environment, working towards achieving zero waste, fostering a climate-resilient and regenerative community, and honoring ancestral lands, waters, and lifeways.

Existing Conditions

San Juan County is already experiencing climate change impacts and climate-related hazards, such as increased temperature variation, more frequent extreme heat events, droughts, prolonged wildfire smoke episodes, extreme precipitation, and sea level rise. These climate impacts are expected to have cascading and compounding effects on essential resources and services such as water, energy, public health, ecosystems, and the local economy. This increasing stress on county infrastructure and communities underscores the need to reduce GHG emissions and enhance adaptation measures across county sectors and services.

We recognize that we are a small contributor to global GHG emissions, and that to limit global warming to 1.5°C[2] (2.7°F) above pre-industrial levels, global CO_2 emissions must be reduced by about 48% by 2030, reaching net zero around 2050[3]. However, climate action at

[2] The 2015 Paris Agreement, a global treaty that the United States has signed, requires action to limit warming of the global average temperature to well below 2°C (3.6°F) and ideally to 1.5°C above pre-industrial levels.

[3] IPCC, 2023: Summary for Policymakers. In: Climate Change 2023: Synthesis Report. Contribution of Working Groups I, II and III to the Sixth Assessment Report of the Intergovernmental Panel on

all levels of government will need to take place to achieve these targets and limit the severity of climate impacts.

Climate Vulnerability and Resilience in San Juan County

A climate vulnerability assessment (CVA) was conducted for the County in 2024-2025 to inform goals and policies for the Climate Element. Climate vulnerability refers to a system's propensity or the predisposition to be negatively affected by climate change and climate-related hazards. Assessing the climate vulnerability of key sectors can help the County (1) identify current exposure and sensitivity, (2) anticipate areas of future risk and the potential to adapt to climate impacts, and (3) assess strategies to prepare and adapt to future climate conditions.

Key impacts and projections, detailed in the CVA, are summarized below and are under the Representation Concentration Pathway 8.5 (RCP8.5) Scenario:

- **Extreme Heat**: San Juan County has warmed approximately 1.3°F from 1895 to 2024, and projected average daily maximum temperatures are expected to increase 8.9°F by 2090.[4]
- **Heavier Winter Precipitation**: Winter precipitation is expected to increase 7% by 2050 and 10.4% by 2080.[5]
- **Coastal Impacts**: Relative sea levels along the islands are projected to rise significantly, with estimates ranging from 2.0 to 4.8 feet by 2100.[6]
- **Drought**: A 10% decrease in summer precipitation will lead to elevated levels of drought and reduced groundwater recharge.[7]

Sector Specific Climate Vulnerability in San Juan County

The CVA assessed three sectors that were prioritized by staff and community input: buildings and energy, water resources, and transportation. These were then further

Climate Change [Core Writing Team, H. Lee and J. Romero (eds.)]. IPCC, Geneva, Switzerland, pp. 1-34, doi: 10.59327/IPCC/AR6-9789291691647.001

[4] Abatzoglou, J.T., and T.J. Brown. 2012. *A comparison of statistical downscaling methods suited for wildfire applications.* International Journal of Climatology. 780.https://doi.org/10.1002/joc.2312.

[5] Nijssen, B., O. S. Chegwidden, D.E. Rupp, and P.W. Mote. 2017. "Hydrologic Response of the Columbia River System to Climate Change."

[6] Miller, I.M., et al. 2018. Projected Sea Level Rise for Washington State – A 2018 Assessment. A collaboration of Washington Sea Grant, University of Washington Climate Impacts Group, University of Oregon.

[7] Salathé, E.P., L.R. Leung, Y. Qian, and Y. Zhang. 2010. "Regional climate model projections for the State of Washington." https://doi.org/10.1007/s10584-010-9849-y.

assessed by sub-sector, with a vulnerability ranking assigned based on a scale that assessed climate risk, adaptive capacity, and overall vulnerability. The sections below provide a summary of the CVA findings, which guided goal and policy development for the resilience sub-element; view the full report[8] for a breakdown of ranking criteria and results.

Buildings and Energy

The CVA details climate impact risks, adaptive capacity strategies, and overall vulnerability for the following sub-sectors in the Buildings and Energy sector: buildings and critical infrastructure and energy assets, demand, and delivery.

Buildings and critical infrastructure—including homes, fire stations, healthcare facilities, and marinas—are vulnerable to sea level rise, coastal erosion, wildfires, and severe storms. While adaptive capacity is limited, risks can be reduced through strategic siting and strengthened fire protections. Additionally, the islands currently depend on mainland energy but are strengthening local resilience through OPALCO's underground lines and renewable energy initiatives. Barriers remain for large-scale renewable energy projects, but community engagement and policy support can help address energy production, demand, and delivery challenges.

Transportation

The CVA details climate impact risks, adaptive capacity strategies, and overall vulnerability for the following sub-sectors in the Transportation sector: Roads, active transportation (e.g., bike lanes or trails), and public transit systems (ferries and shuttle).

Transportation infrastructure, including roads, ports, and ferry terminals, face risks from sea level rise, coastal flooding, and storm surges, threatening connectivity for goods, healthcare, and emergency response. While efforts to identify alternative routes are underway, private land ownership poses challenges. There are also limited active transportation options and constrained public transit services on the islands, especially during severe storms, highlighting the need for enhanced mobility solutions to strengthen community resilience.

Water Resources and Water Supply

The CVA details climate impact risks, adaptive capacity strategies, and overall vulnerability for the following sub-sectors in the Water Resources: stormwater systems (conveyance

[8] San Juan County Climate Vulnerability Assessment 2025

systems, surface water), wastewater (sewer/septic), and water supply (groundwater, surface water).

Stormwater and wastewater systems face significant risks from sea level rise and flooding, particularly in low-lying coastal areas on the islands. Aging septic systems are especially vulnerable to inundation and failure, though efforts are underway to improve inspection and maintenance. The islands' water supply is sensitive to climate change impacts, with drought threatening aquifer recharge and system reliability. Costly supply alternatives underscore the need to strengthen water resilience and ensure long-term sustainability.

Environmental Justice

Climate impacts, such as extreme heat, sea level rise, or shifting precipitation patterns, have the potential to greatly affect existing housing, transportation, and critical resources such as water and energy, especially in areas already vulnerable to climate risks. In addition, climate change amplifies existing risks and disparities like chronic health conditions, social and economic inequalities, and pollution exposure, which disproportionately impact frontline community groups.[9]

Understanding which areas and populations are most at risk from climate and environmental burdens will inform policy focus areas and community priorities. Climate change exacerbates existing inequitable health and well-being outcomes for communities, necessitating policies that reduce cumulative environmental and health risks within the county.

Greenhouse Gas Emissions in San Juan County

In addition to building climate resilience, greenhouse gas (GHG) emissions reduction is a critical component to limit global warming. As a baseline step in this process, the San Juan County Greenhouse Gas Emissions Report[10] was completed with a goal to update these inventories every 10 years.

San Juan County is committed to reducing GHG emissions from community sources and municipal operations to reduce the county's carbon footprint in recognition of the importance of reducing GHG emissions. The goals and policies housed in this element aim

[9] Frontline communities are those that will be disproportionately impacted by climate change; these are the populations that face historic and current inequities, often experience the earliest and most acute impacts of climate change, and have limited resources and/or capacity to adapt.

[10] San Juan County Community and County Operations Greenhouse Gas Emissions Report (2022)

to reduce local GHG emissions, in line with meeting Washington State's target of net-zero emissions by 2050. San Juan County will also benefit from several Washington state policies aimed at reducing emissions such as the Clean Energy Transformation Act, which aims to achieve carbon-neutral electricity by 2030, and the Clean Vehicles Program, which requires all new vehicles sold in Washington to meet zero-emissions by 2035.[11]

Greenhouse Gas Inventory Methodology

The **geographic communitywide emissions inventory** was prepared in compliance with the *U.S. Community Protocol for Accounting and Reporting of GHG Emissions*. The geographic communitywide inventory accounts for emissions that are produced by actions from residents, visitors, and businesses within a community's geographic boundaries. In addition to the geographic communitywide emissions inventory a **consumption-based emissions inventory (CBEI)** was performed. The CBEI considers emissions that may occur anywhere in the world, so long as they are directly or indirectly a result of the activities of the residents of the county.

The **County operations emissions inventory** was prepared in compliance with the *Local Government Operations Protocol for the Quantification and Reporting of GHG Emissions Inventories.* The County operations inventory accounts for emissions that are produced by facilities and sources they own, operate, and have full authority to determine operational policies and processes.

Greenhouse Gas Inventory Results

Communitywide Greenhouse Gas Inventory

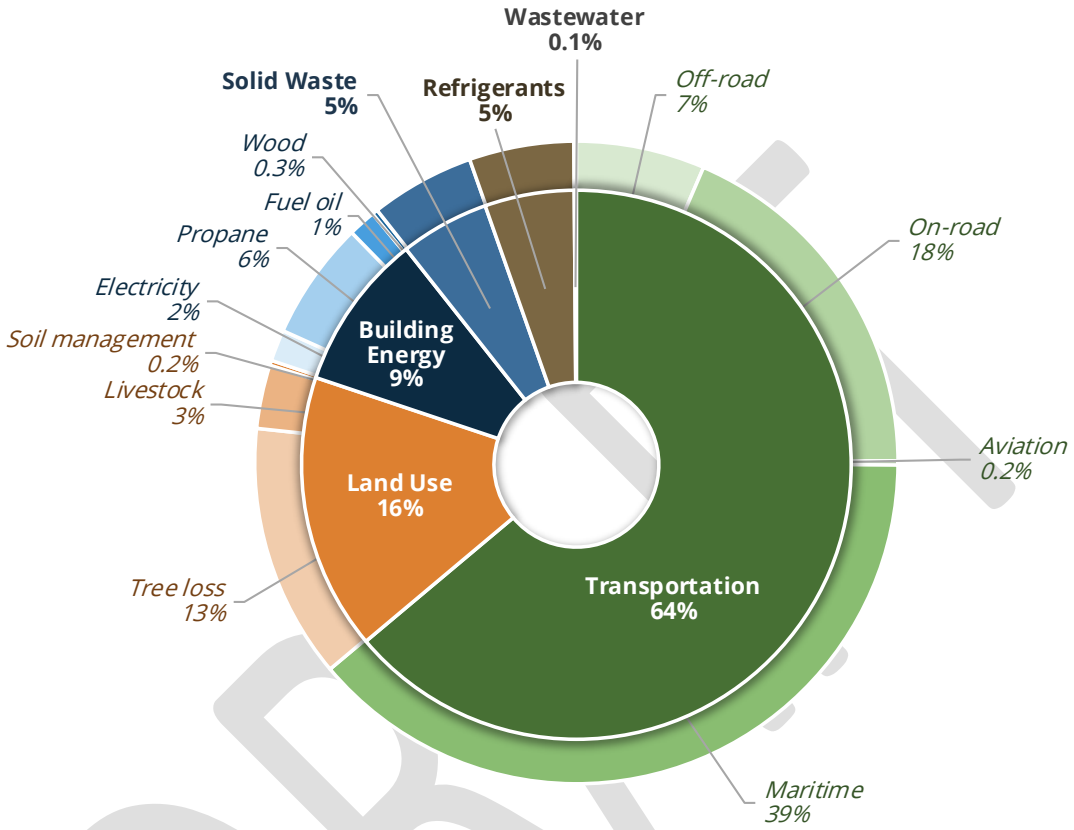
In 2019, San Juan County's residents, businesses, County operations, and visitors produced an estimated 177,830 metric tons of carbon dioxide equivalent ($MTCO_2e$), equivalent to approximately 10 $MTCO_2e$ per capita. The emissions produced by San Juan County's community were produced by the sources shown in

Figure 11. The largest communitywide emissions sources were:

- **Transportation**, producing an estimated 113,602 MTCO2e.
- **Land Use**, producing an estimated 28,919 MTCO2e.
- **Building Energy**, producing an estimated 16,403 MTCO2e.

[11] The Big Seven: Washington's biggest climate policies | Climate

Figure 11.1
Communitywide GHG emissions profile (2019)

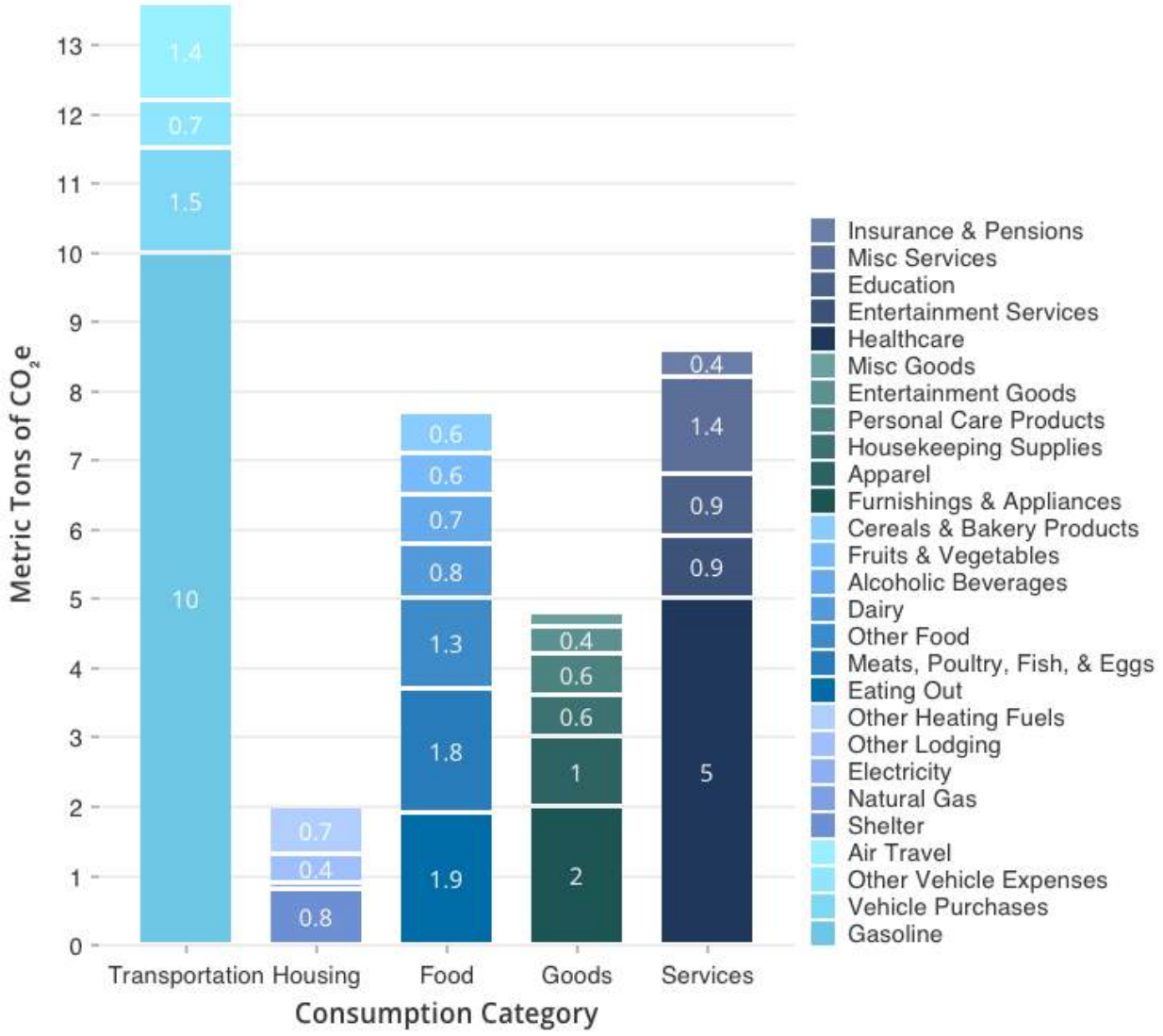


Consumption-based Emissions Inventory

In 2019, the emissions associated with county household consumption totaled 308,000 $MTCO_2e$, or roughly 37 $MTCO_2e$ per household or 18 $MTCO_2e$ per capita. This is nearly double the geographic communitywide emissions.

The largest categories of emissions were **transportation** (36%), **services** (23%), and **food** (21%), while the largest sub-categories were **gasoline** (27%), **healthcare** (14%), **furnishings & appliances** (5%), **eating out** (5%), and **meat** (5%). These emissions are shown in Figure 11.2.

Figure 11.2.
San Juan County household consumption-based emissions ($MTCO_2e$, 2019)



Goals and Policies

This section includes goals and policies that support Washington Department of Commerce requirements and reflects the Islands' climate action priorities. The organization of goals and policies includes:

- Overarching: Goals and policies focus on integrating climate into county processes and engagement.
- Climate Resiliency: Goals and policies enhance natural areas, vital habitats, and community resilience while addressing climate hazards like sea level rise, landslides, flooding, drought, heat, smoke, and wildfire.
- GHG Emission Reduction: Goals and policies support existing County policy and address identified gaps to reduce emissions and per capita vehicle miles traveled locally without shifting emissions elsewhere, prioritizing benefits for overburdened communities.

Overarching Goals and Policies

The following *Overarching* climate goals and policies seek to advance climate resilience and sustainability by integrating climate action into planning and budgeting while prioritizing equity, environmental justice, and collaboration with community partners. They emphasize inclusive community engagement, strategic partnerships, and long-term accountability to reduce greenhouse gas emissions, enhance adaptation efforts, and address climate challenges equitably.

GOAL C 1

Evaluate climate change risks and impacts and ensure that the Comprehensive Plan and development regulations foster climate resilience and greenhouse gas emissions reduction.

Policy C 1.1

Review and, if necessary, update goals, policies, and development regulations during San Juan County Comprehensive Plan periodic updates to ensure that:

a. Plan goals and policies establish clear objectives and actions to increase community and natural resource resilience to climate change impacts and decrease greenhouse gas emissions; and

b. Policies and regulations are responsive when new climate-smart technologies and practices are available to address a changing climate.

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Policy C 1.2
Engage the community when adopting changes to or implementing goals, policies, and regulations related to climate change impacts within the Comprehensive Plan and development code. Provide ample opportunities for public input to improve amendments and strengthen community buy-in.

Policy C 1.3
Create an interdepartmental climate team to lead and coordinate climate action across County departments. This team will ensure the integration of climate action and environmental justice in all operations.

Policy C 1.4
Develop a robust vetting framework for the annual San Juan County budgeting process to integrate climate adaptation and mitigation strategies that prioritize sustainable infrastructure and reduce vulnerabilities to climate-related hazards while considering carbon footprint of all capital improvement projects.

GOAL C 2
Collaborate with the community, Tribes, community-based organizations, businesses, and public agencies on meaningful climate action, while committing to county and community-wide efforts through funding, monitoring, and transparent progress reporting.

Policy C 2.1
Ensure effective climate action through strategic collaborations that seek to gather input and support the implementation of equitable and impactful climate policies.

Policy C 2.2
Collaborate with the community to develop culturally relevant, place-based outreach and education initiatives that inform members about both near- and long-term climate change challenges and opportunities. Make outreach and education materials accessible and available in different languages (e.g., Spanish) and formats (e.g., accessible for people with hearing, vision, and mobility differences) per the demographics and needs of community members.

Policy C 2.3
Ensure that equity, environmental justice, and tribal treaty rights are central considerations in natural resources management and climate adaptation strategies.

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Policy C 2.4
Foster trust and transparency through consistent monitoring, and public reporting of strategies, activities, progress and performance measures.

Policy C 2.5
Ensure long-term funding commitment to deliver on the climate policies identified in the Comprehensive Plan and associated implementation plans.

Climate Resiliency Goals and Policies
The following *Climate Resiliency* goals and policies seek to increase the resilience of San Juan County's natural resources, infrastructure, and communities against climate change impacts. They focus on protecting ecosystems through nature-based solutions, ensuring sustainable and adaptive built environments, and protecting community health and preparedness, particularly for overburdened communities.

See the **Land Use and Rural Element** for policies that address sustainable growth management, incorporating climate impacts projects into natural resource management plans and critical area ordinances, and promote sustainable agriculture.
See the **Water Resources Element** for policies that promote water conservation, sustainable management, and resilience to climate change impacts such as drought and extreme heat through collaborative water supply solutions, wetland and stream restoration, instream flow protection, and low-impact development practices.
See the **Utilities Element** for policies that address coordination between the County, utility providers, and other stakeholders to increase local energy resilience with local renewable energy generation, storage, and energy efficiency.
See the **Economic Development Element** for policies that that support workforce training in green jobs, promote local food systems and regenerative land stewardship, and enhance economic resilience through climate adaptation and GHG emission

GOAL C 3
Strengthen the resiliency of the San Juan Islands' natural resources by implementing nature-based solutions that protect and restore ecosystems.

Policy C 3.1
Support preservation and enhancement of native habitats and species, which may provide ecosystem services (such as water storage, temperature regulation, air and water quality improvement, carbon sequestration, and pollination) to mitigate the effects of climate change, particularly on designated Conservation, Agricultural, and Forest Resource lands.

Policy C 3.2
Prioritize and fund the protection and restoration of coastal and freshwater ecosystems to adapt to sea-level rise, coastal and channel erosion, and periodic flooding and/or regular inundation. Consider water-dependent uses and public access to these vulnerable areas. Collaborate with landowners and partners to support adaptation.

Policy C 3.3
Prioritize and fund a Countywide Forest Health Plan to identify actions that will improve forest and watershed health and carbon sequestration where ecologically appropriate. Preserve and enhance healthy mature forests and forested riparian/wetland/shoreline buffers as carbon sinks to absorb greenhouse gases and bolster local climate resilience to hazards such as extreme heat, wildfire risk, landslide and erosion hazards.

Policy C 3.4
Create incentives to preserve or restore native prairie, especially from lawn or other carbon-intensive land use. Support the preservation of grass-based agricultural lands, to help maintain pervious cover for water recharge, moderate landscape temperatures, and retain edge habitats in watersheds.

GOAL C 4
Strengthen the resiliency of San Juan County's built environment (roads, buildings, pipes, water and sewer infrastructure, recreation and marine facilities, electrical grid) by utilizing climate adaptation strategies, prioritizing sustainable infrastructure, and reducing vulnerability to climate-related hazards.

Policy C 4.1
Conduct vulnerability assessments for built infrastructure, to identify and address risks related to climate change. Develop policies and projects that ensure investment decisions are based on these assessments.

Policy C 4.2
Create a connected network of parks, open spaces, trails, and gardens to enhance environmental resilience and community health, and food security.

Climate Hazards & Impacts

A climate hazard is an event intensified by climate change—such as extreme heat, drought, wildfire, or flooding—that causes harm to people or damage to assets. Impacts refer to the effects of these hazards on natural and human systems. Assessing potential impacts is a key step in evaluating vulnerability.

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Policy C 4.3
Incentivize the use of green infrastructure, low-impact development and renewable energy development on existing developed lands first. Emphasize redevelopment of already-developed lands before expanding impervious surfaces, in order to retain natural watershed hydrology, habitat, groundwater recharge, and better manage stormwater runoff.

Policy C 4.4
Critically evaluate shoreline armoring and stabilization projects proposed to address wave-driven erosion or flooding from sea level rise. Favor soft-shore or nature-based solutions where feasible and only employ hard engineering fixes after considering short and long-term sustainability and impacts on coastal ecosystems.

Policy C 4.5
Support Island-wide integrated water resources management strategies within watersheds to prepare for changes in precipitation due to climate change that will impact water availability.

Policy C 4.6
Support the development of local food production, processing, and storage infrastructure while implementing the recommendations of the San Juan County Food System Plan to enhance food security, resilience, and the long-term capacity for sustainable, climate-resilient agriculture.

GOAL 5
Protect community health and well-being and enhance community preparedness, response, and recovery from the impacts of climate-exacerbated hazards, focusing on vulnerable communities.

Policy C 5.1
Ensure that critical community-serving facilities, essential services, and supply chains are equipped to support residents' needs and coordinate communication during emergency events.

Policy C 5.2
Implement the San Juan County Natural Hazards Mitigation Plan. Expand education and resources to help residents prepare for and build self-reliance during any and all emergencies.

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Policy C 5.3

Implement the San Juan County Community Wildfire Protection Plan and Wildfire Risk Assessment to reduce wildfire risk and provide resources, guidance, and financial incentives for homeowners to create fire-resistant properties.

Policy C 5.4

Continue coordination efforts with the Northwest Clean Air Agency and seek to bolster the efforts of the San Juan County Department of Health & Community Services to ensure community health during smoke episodes.

GHG Emissions Reduction Goals and Policies

The following *GHG Emission Reduction* goals and policies seek to reduce greenhouse gas emissions and enhance environmental and social benefits by promoting energy-efficient infrastructure, sustainable development, and renewable energy use. They also prioritize actions that improve air quality, support carbon sequestration, and advance environmental justice through incentives, education, and targeted programs for overburdened communities.

See the **Utilities Element** for policies that address coordination between the County, utility providers, and other stakeholders to promote renewable energy generation, reduce greenhouse gas (GHG) emissions, and increase local energy resilience while minimizing environmental impacts.
See the **Transportation Element** for policies that reduce per capita vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions in the transportation sector by developing and expanding multimodal options, prioritizing pedestrian safety, increasing electric vehicle accessibility, and improving travel efficiency.
See the **Capital Facilities and Services Element** for policies that promote sustainable waste management and encourage composting and recycling.

GOAL C 6

Maximize local renewable energy generation and efficiency of new and existing development and maintenance of existing infrastructure (e.g. roads, trails, utilities) where practicable to reduce greenhouse gas emissions.

Policy C 6.1

Encourage development of locally generated renewable energy by streamlining permitting processes, developing incentive-based strategies, and collaborating with businesses, organizations, and relevant stakeholders to identify priority areas and pathways for distributed and community-scale renewable energy projects, especially in the existing built environment to help balance grid demand and reduce impacts from expansion of green energy into natural areas and agricultural lands.

Incentive-based strategies could include expedited reviews, tax incentives, or model agreements.

Policy C 6.2

Incorporate energy efficiency, low-resource use, low-carbon criteria into publicly funded capital improvements and developments by applying a project vetting framework that considers GHG emission impacts of projects. Favor and incentivize projects that meet or exceed established resource-efficiency benchmarks.

Policy C 6.3

Incentivize weatherization and home maintenance programs to include energy efficiency and electrification retrofits, focusing on rental properties and low-income households that face high energy burdens.

Policy C 6.4

Reduce consumption-based emissions generated by the development and transport of building materials by promoting reuse or recycling, and renewable materials. Discourage the use of plastics and other inorganic products in buildings.

Policy C 6.5

Support the development of an integrated multimodal transportation plan that will expand the multimodal transportation network, upgrade existing transportation corridor to support multimodal use, increase safety and efficiency, and lower carbon footprint. Encourage electrification of transit and increase electric vehicle accessibility.

GOAL C 7

Incentivize emission reduction actions that promote co-benefits such as improved air quality, environmental justice, and carbon sequestration to deliver environmental and social benefits.

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Policy C 7.1
Explore and promote land use and tax policy strategies that encourage conservation, climate-resilient management practices and carbon reduction benefits and credits.

Policy C 7.2
Maintain and restore forest and prairie health, utilizing indigenous and local knowledge in partnership with Tribes, to optimize long-term carbon sequestration, improve air quality, and reduce wildfire risk.

Policy C 7.3
Provide educational opportunities, financial incentives, and explore permitting reforms for farmers and landowners to adopt regenerative agricultural practices that enhance soil health, improve carbon storage, and promote resilience to climate impacts.

Policy C 7.4
Provide incentives for upgrading inefficient woodstoves, propane, and fuel oil heating units with cleaner technologies, such as heat pumps, to enhance public health, improve heating efficiency and reduce air pollution. Focus programs for renters and overburdened communities.

Policy C 7.5
Provide education and incentives for replacing gas-powered lawn and home care equipment with electric options, eliminating synthetic fertilizers, and reducing or replacing lawns with native plants and groundcovers.

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ADMINISTRATION

SECTION C

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SECTION C. ADMINISTRATION

Purpose

This section of the Plan provides goals, policies, and procedures for Plan administration, implementation and amendment, and ongoing public participation in the planning process.

Plan Administration

Goals and Policies

Goal A 1

To establish administrative procedures that will assure the continuing compatibility of the Plan with the physical, social, and economic realities of the County; and to ensure effective, fair, and impartial administration and enforcement of this Plan and implementing ordinances at the least possible cost.

Policy A 1.1

Establish regulations and procedures that include incentives and that are simple and straightforward to understand and administer.

Policy A 1.2

Establish and adhere to timelines for efficient processing of all development permits and administrative matters.

Policy A 1.3

Provide public notice and review of all significant proposed land use changes.

Policy A 1.4

Evaluate the cumulative impacts of development. Monitor and develop information regarding long-range development trends in the County.

Policy A 1.5

Establish specific administrative procedures for all permit applications and facilitate concurrent and comprehensive review of requirements for permits.

Policy A 1.6

Provide for a coordinated permit system that informs and educates citizens and the development community on permit requirements.

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Policy A 1.7
Streamline building, health, land use and development permit procedures to simplify and coordinate the means of obtaining plat approvals, use permits, approval of design and engineering plans, and building permits.

Policy A 1.8
Establish specific procedures and criteria for addressing nonconforming uses, variances, interpretations, and exceptions.

Policy A 1.9
Explore methods to reduce government expenditure through the use of telecommunications technology.

Policy A 1.10
Coordinate with the Town of Friday Harbor, school districts and other entities to provide access for citizens and agencies to digital communications.

Administration Responsibilities and Procedures

1. The County Council is vested with the authority to administer this Plan and its implementing ordinances through an Administrator(s) they appoint. The Administrator of this Plan shall be the Department of Community Development Director.

2. The responsibilities of the Administrator, or designee, shall include:
    a. Recommending the procedures and coordinating with county and state agencies and the public in the preparation of ordinances deemed essential for the implementation of this Plan.
    b. Preparing and making available to the public informational material pertinent to this Plan.
    c. Managing the Department of Community Development in a manner which provides a high level of service to the public on a day to day basis.
    d. Providing technical and administrative assistance to the Planning Commission and the County Council toward effective development of Plan elements and means for their implementation.
    e. Developing and proposing to the Planning Commission and County Council amendments to this Plan designed to achieve more effectively and equitably its purposes, goals and policies.

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3. With regard to the administration of this Plan, the County Planning Commission is vested with the following responsibilities:
    a. The Planning Commission shall recommend to the County Council policies to guide the Administrator in the administration of this Plan and its implementing ordinances.
    b. The Planning Commission shall monitor the pattern of land use and development undertaken based on this Plan in order to effectively develop, review, and consider amendments as may be necessary and act as a liaison with the public on planning issues.
    c. The Planning Commission shall conduct public hearings and make recommendations to the County Council on amendments to this Plan or to its implementing ordinances and on matters deemed appropriate by the Board.

4. In accordance with state law (RCW 36.70.), a Hearing Examiner is vested with the authority to act on certain matters in the implementation of this Plan, and such matters shall be specifically defined in implementation ordinances.

5. The County Council shall direct the Department of Community Development in the administration of this Plan and shall amend this Plan according to the procedures established in this section.

6. In periodic review of this Plan the County should consider trends in contested property tax assessments and identify issues in them associated with the policies and implementing regulations of this Plan. Restrictions imposed on the use of real property through the implementation of this Plan are intended to be duly considered by the County Assessor and the Board of Equalization in establishing the fair market value of property.

7. General.
    a. This Plan shall be liberally construed to give full effect to the purposes, goals, and policies for which this program was enacted.
    b. Private property shall not be taken for public use without just compensation having been made. The property rights of land owners shall be protected from arbitrary and discriminatory actions.

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Plan Implementation and Amendments

Goals and Policies

Goal A 2

Assure that this Plan is regularly reviewed, revised, and amended to provide an adequate factual basis for decisions and actions.

Policy A 2.1

Amend existing ordinances and adopt new ordinances to carry out the policies of this Plan.

Policy A 2.2

Require all land use designations, land use and development standards, and all actions of the County on land use permits, variances, land divisions, designation changes and all other planning actions to be consistent with the intent and policies of this Plan.

Policy A 2.3

The environmental suitability and impacts of projects will be fully considered and mitigated in each case and will not be as planned actions under RCW 43.21C.031(2).

Policy A 2.4

Establish Plan review and revision procedures that include provisions for participation by all citizens.

Policy A 2.5

Periodically assess Plan goals, policies, and implementation ordinances as well as the information and assumptions on which this Plan is based.

Policy A 2.6

Evaluate the impacts of development patterns in the review of this Plan. Review and revise the Plan and Official Map as necessary to incorporate the findings of this evaluation, and to ensure that the elements and the land-use designations are coordinated and consistent.

Policy A 2.7

Request that federal, state and local agencies, the Native tribes, and the Town inform the County of needs that should be addressed in the County's planning program.

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Plan Amendment Procedures

1. All proposed amendments to this Plan shall be handled according to the procedures established in RCW Chapter 36.70.

2. In accordance with RCW Chapter 36.70A.130, amendments to this Plan shall occur no more frequently than once every year.

3. An Official Map or text amendment may be initiated by the County Council, the Planning Commission, the Community Development Director, or the owner of property for which an Official Map change is requested.

4. Requests for amendment of the Official Map or Plan text shall be submitted to the Department of Community Development between January 1 and March 1 each year for consideration during that year. Requests submitted after March 1 shall be returned to the applicant for re-submittal the following year.

5. The Department of Community Development shall evaluate all requests to amend this Plan and forward recommendations to the Planning Commission and Board of Commissioners for consideration.

6. All proposed Plan amendments are to be considered at advertised public hearings before the Planning Commission and County Council, in accordance with state law and County requirements. Public notice of all proposed Plan amendments and hearing dates shall be published in the official county newspaper in a manner prescribed by the Administrator. Fees required for application and publication shall be adopted in a resolution approved by the County Council.

7. The Department of Community Development shall notify the state Department of Commerce of the County's intent to adopt Plan amendments at least sixty days prior to adoption. Within ten days of final adoption the County shall transmit a copy of the amended Plan or sections thereof to Commerce.

8. Procedures for amendments to the Official Maps are as follows:
    a. The request shall be in writing, in a form provided by the Administrator, and shall include the following information:
        i. Historic use of the property and adjoining land;
        ii. Population density of the surrounding area;
        iii. Existing soil and sewage disposal conditions;
        iv. Water availability;

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v. Suitability for agricultural or forest use;
vi. Known archaeological or historical resources on the property;
vii. Availability of existing public services and utilities;
viii. Names of property owners within 300 feet.

b. Through the use of legal descriptions and maps, the application shall identify clearly the area for which the change is requested. The reason or reasons for the request shall be clearly stated.

c. The applicant shall notify all property owners within 300 feet of the property included in his or her request for redesignation and of the hearing date in a form prescribed by the Administrator. Receipts of certified mailing shall be submitted with the application. Notification shall be at least ten days prior to the first hearing.

d. Changes in land use designations shall be approved if such change is necessary to correct errors on the Official Maps, or when all of the following criteria are met:
    i. The change is consistent with the goals and policies of this Plan;
    ii. The change will not result in an enclave of property owners enjoying greater privileges and opportunities than those enjoyed by other property owners in the vicinity where there is no substantive difference in the properties themselves which justifies different designations; and
    iii. The change will serve the general welfare, and benefits of the change will outweigh any significant adverse impacts.

Periodic Review Procedures

1. The Plan shall be formally reviewed in its entirety on the periodic review schedule determined by the legislature. The periodic review shall include a detailed analysis and update of information on population, environmental and economic changes, and effects on all the elements of this Plan.

2. Public comment on Plan elements shall be compiled and reviewed annually by the Department of Community Development shall and Planning Commission.

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3. In accordance with RCW 36.70A.130 the Urban Growth Area established in the Land Use Element of this Plan shall be reviewed in coordination with the Town of Friday Harbor at least every ten years.

4. The Community Development Director and the Planning Commission shall recommend to the County Council the format for the periodic Plan review. The County Council's determination of the review format shall include consideration of public participation, types of changes needed, specific geographical areas to be reviewed, and other procedural guidelines relating to types of information and data necessary to develop findings, recommendations and decisions.

5. The Department of Community Development shall conduct the formal review in accordance with the format established by the County Council. Following such review the Community Development Director and Planning Commission may recommend to the County Council amendments designed to achieve more effectively and equitably the vision, goals and policies of this Plan.

Implementation and Enforcement Procedures

1. The goals and policies of this Plan shall be primarily implemented through the provisions of a Unified Development Code adopted by official county ordinance.

2. The goals and policies of this Plan shall be enforced through specific enforcement procedures contained in the Unified Development Code and any amendments.

Amendment Exceptions

The following types of Plan amendments can be considered more frequently than once per year, provided that appropriate steps have been taken to ensure public participation.

1. Changes necessary to resolve an appeal of the Plan or development regulation filed with a growth management hearings board or court.

2. The initial adoption of a subarea plan or activity center plan that does not modify the Plan policies and designations applicable to the subarea or activity center.

3. The amendment of the Capital Facilities Element of the Plan that occurs concurrently with the adoption of or amendment of the County budget.

4. Whenever an emergency exists. The County Council will review a potential emergency situation to determine if the situation does, in fact, necessitate an

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emergency Plan amendment. Findings must demonstrate a need of community wide significance, and not a personal emergency on the part of a particular applicant or property owner. Emergency amendments must be necessary to immediately avoid an imminent danger to public health and safety or to prevent serious environmental degradation.

Public Participation

Goals and Policies

Goal A 3

To provide opportunity for ongoing, representative, public participation in all County planning programs.

Policy A 3.1

The County will actively seek public involvement on planning issues and on all proposed amendments to this Plan.

Policy A 3.2

Notice shall be given by mail to every property owner for the periodic review of this Plan as well as whenever the County Council deems it appropriate for significant changes to the Plan.

Policy A 3.3

Ensure availability of key planning documents and reports to the public, as appropriate, online and through County offices and public libraries.

Policy A 3.4

Facilitate public meetings in such a way so as to ensure effective public participation.

Policy A 3.5

Provide opportunities for citizen participation in the County's response to proposals of state and federal bodies and other jurisdictions when such proposals may affect the intent and purposes of this Plan.

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Public Participation Procedures

1. The Planning Commission in coordination with the Department of Community Development shall sponsor or conduct public education programs and provide publications and printed materials on planning issues.

2. The Department of Community Development shall ensure that all planning documents and reports are available for review online and in County offices.

3. The County Council, Planning Commission and Department of Community Development shall actively seek input from the various civic groups, community or neighborhood organizations on planning issues and proposed amendments to this Plan.

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APPENDICIES

SECTION D

POPULATION FORECAST AND LAND CAPACITY ANALYSIS

appendix

1

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APPENDIX 1. LAND CAPACITY ANALYSIS – METHODOLOGY AND RESULTS

Introduction

Leland Consulting Group (LCG) was retained as part of a consultant team led by Otak to assist San Juan County in its 2025 Comprehensive Plan update. As part of this work, LCG conducted a Land Capacity Analysis (LCA) to determine potential development capacity for housing and jobs in the County through 2045, including capacity for housing units by income band to comply with recent updates to the GMA resulting from the passage of HB 1220. This report details the methodology and results of this analysis, which was based on the methodologies in the following documents and guidebooks:

- San Juan County 2036 Comprehensive Plan *Appendix 1: Population Projections and Land Capacity Analysis* (November 30, 2022)
- Department of Commerce *2023 Commerce Guidance for Updating Your Housing Element*, including new methodology for housing unit capacity analysis by income band to comply with HB 1220 requirements.
- Department of Commerce *2018 Buildable Lands Guidelines*
- Department of Commerce *2012 UGA Guidebook*

Population, Housing, and Employment Projections

Population Projections

After analyzing several potential population projections based on Washington Office of Financial Management (OFM) forecasts, the San Juan County Council adopted Resolution no. 34-2023, adopting the forecasts by island shown below in

Figure 1, based on the 2045 OFM Medium population forecasts. A full technical memo and discussion of these forecasts prepared by County staff can be found in Appendix A.

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Figure 1
2045 San Juan County Population Forecasts by Island, 2023-2050, Based on OFM Medium

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Island	2020 Census Population	2020 Population by Island (%)	Population Projections					
			2025	2030	2035	2040	2045	2050
San Juan (unincorp.)*	5,928	33%	6,229	6,509	6,745	6,938	7,087	7,270
Orcas	5,772	32%	6,130	6,485	6,826	7,154	7,468	7,774
Lopez	2,737	15%	2,907	3,075	3,237	3,392	3,541	3,686
Shaw	253	1%	269	284	299	314	327	341
Subtotal (unincorp.)	14,690	83%	15,535	16,353	17,107	17,798	18,423	19,071
Town of Friday Harbor	2,613	14.7%	2,841	3,087	3,356	3,647	3,964	4,281
Total Ferry Served Islands	17,303	97.3%	18,376	19,441	20,461	21,445	22,387	23,304
Blakely	41	0.23%	44	46	48	51	53	55
Brown	12	0.07%	13	13	14	15	16	16
Center	32	0.18%	34	36	38	40	41	43
Crane	15	0.08%	16	17	18	19	19	20
Decatur	71	0.40%	75	80	84	88	92	96
Johns	15	0.08%	16	17	18	19	19	20
Pearl	2	0.01%	2	2	2	2	3	3
Stuart	38	0.21%	40	43	45	47	49	51
Waldron	142	0.80%	151	160	168	176	184	191
Other Islands	117	0.66%	124	131	138	145	151	158
Total Non-Ferry-Served Islands	485		515	545	574	601	627	653
TOTAL	**17,788**	**100.00%**	**18,891**	**19,986**	**21,035**	**22,046**	**23,014**	**23,957**

Source: San Juan County Resolution 34-2023

The above forecasts reflect an allocation of 54 percent of San Juan Island's net new population to the Town of Friday Harbor. In mid-2024, a series of discussions between the Town and the County resulted in a revision to this target, where the Town agreed to accept an allocation of 60 percent of the net new population of San Juan Island. In addition, following staff recommendations in the technical memo (see Appendix A), both the Eastsound and Lopez Village Urban Growth Areas (UGAs) were allocated 50 percent of net new population growth on Orcas and Lopez Islands, respectively. This is in following the Washington State Growth Management Act (GMA)

requirement to "encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner" (RCW 36.70A.020(1)) as well as San Juan County's existing Comprehensive Plan policy found in Section B, Element 2 (Land Use), Policy (1)(13), which states that the County will "design urban growth areas to accommodate fifty percent (50%) of the twenty-year population growth projected for the island where the UGA is located." The table below in Figure 2 shows the revised allocation of the above population totals broken out by Island, UGA, and the Town of Friday Harbor.

Figure 2
Net New Population 2020-2045 by Island and UGA (with Friday Harbor)

	2020	2045	Net New Population 2020-2045	Share of Countywide Net New	Share of Net New Island Population
San Juan Island	**8,541**	**11,051**	**2,510**	**48.03%**	
Town of Friday Harbor	2,613	4,119	1,506	28.82%	60%
Unincorporated	5,928	6,932	1,004	19.21%	
Orcas Island	**5,772**	**7,468**	**1,696**	**32.45%**	
Eastsound UGA	1,200	2,047	847	16.21%	50%
Unincorporated	4,572	5,421	849	16.25%	
Lopez Island	**2,737**	**3,541**	**804**	**15.38%**	
Lopez Village UGA	233	634	401	7.67%	50%
Unincorporated	2,504	2,907	403	7.71%	
Shaw Island	**253**	**327**	**74**	**1.42%**	
Non-Ferry-Served Islands	**485**	**627**	**142**	**2.72%**	
Total	**17,788**	**23,014**	**5,226**	**100.00%**	

Source: San Juan County, Town of Friday Harbor, Leland Consulting Group

Housing Needs

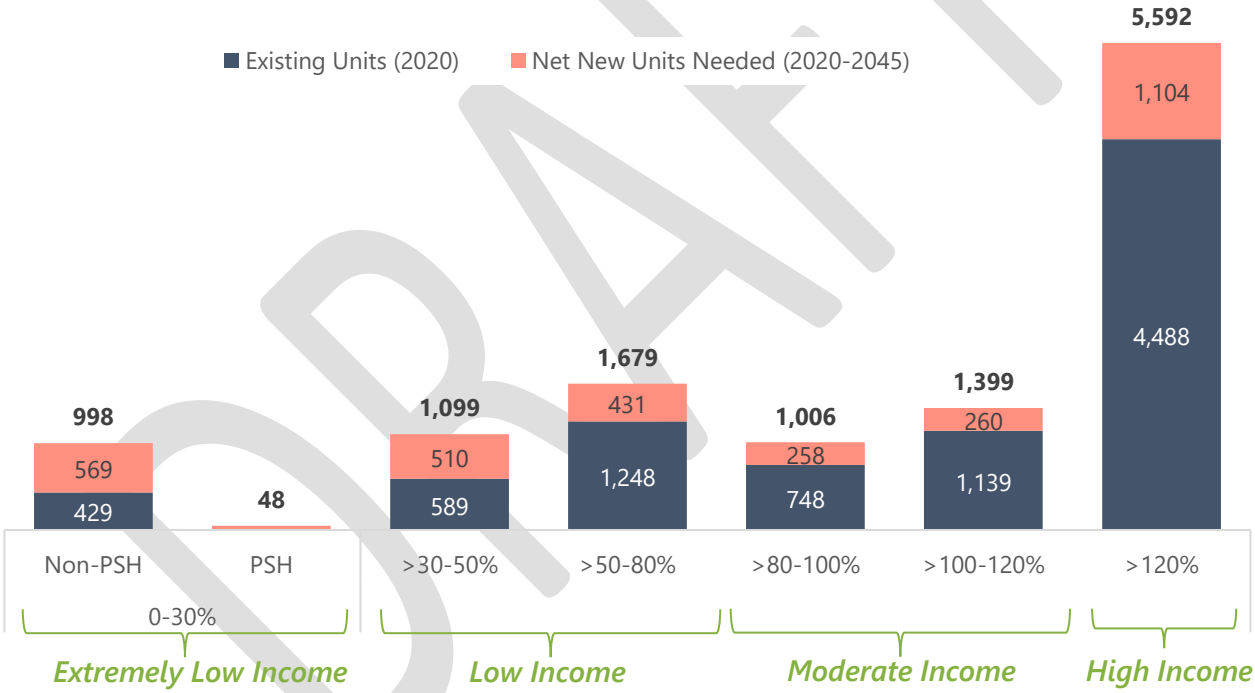
In addition to planning for the population targets shown above, updates to the GMA resulting from HB1220, now codified in RCW 36.70A.070(2)(a) and (c), require that jurisdictions also plan and show land capacity for sufficient housing units to meet the projected need at all income levels over the planning period. The Department of Commerce (Commerce) has developed a tool, the Housing for All Planning Tool (HAPT), which translates jurisdictions' selected population targets into housing unit targets by jurisdiction and by income band. These housing unit targets incorporate a number of factors in addition to housing units needed for future population, as shown below:

Figure 3
Commerce HAPT Tool Housing Projection Methodology

Source: Washington Department of Commerce, "Establishing Housing Targets for your Community" (July 2023)

The HAPT tool generates a total countywide housing need for the planning period (2020-2045) by income level, as well as countywide needs for Emergency Housing (i.e. temporary shelter beds). The GMA requires that counties plan for these targets generated by the HAPT. San Juan County's targets are shown below in Figure 4.

Figure 4
San Juan County Existing and Target Housing Targets by Income Band, 2020-2045



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Source: Washington Department of Commerce HAPT Tool

Counties are required to allocate these targets to incorporated cities, UGAs, and unincorporated UGAs within the county, and each jurisdiction must then show sufficient land capacity to accommodate the needed units at the various income bands. Commerce provides several methodologies for counties to allocate their total housing targets to UGAs and cities, but counties ultimately have leeway to allocate them as they wish, as long as they meet certain requirements of the GMA. One of these key requirements is that rural areas cannot accommodate housing serving households earning under 50 percent AMI, since this housing is assumed to require a density beyond that which the GMA allows in rural areas (see box at right). However, counties can allocate some moderate-income housing to rural areas in the form of Accessory Dwelling Units (ADUs), as well as to Local Areas of More Intense Rural Development (LAMIRDS) outside of UGAs, in the form of limited capacity for ADUs and duplexes that can be accommodated with existing infrastructure in these areas.

Showing Land Capacity by Income Band

Land capacity by income band is determined primarily by an assumed correlation between allowed housing types and incomes those housing types could potentially serve. In Commerce guidance, high-income households are assumed to be accommodated in low-density, single-family development. Moderate-income household capacity is shown through land uses that allow "middle housing" types such as duplexes, triplexes, and attached townhomes. Lower-income capacity is generally assumed to take the form of subsidized apartments. This connection between allowed housing types and income bands is flexible, and San Juan County's unique circumstances, particularly the provision

Given the allocation of 60 percent of San Juan Island's net new population to the Town of Friday Harbor, 50 percent of Orcas and Lopez Island's net new population to UGAs, and after an analysis of the capacity for rural areas and LAMIRDS to accommodate moderate-income households, the County and Town of Friday Harbor, with assistance from Leland Consulting Group and BERK, developed the following allocation of countywide housing unit targets by income band to the Town, UGAs, LAMIRDS, and Rural Areas:

Figure 5
San Juan County Housing Allocations by Income Band and Area, 2020-2045

			0-30%							Emergency
	% of Total	Total	Non-PSH	PSH	>30-50%	>50-80%	>80-100%	>100-120%	>120%	Housing Needs
Friday Harbor City & UGA	29%	**916**	311	26	279	63	38	38	161	10
Eastsound UGA	16%	**515**	175	15	150	106	35	35	0	6
Lopez Village UGA	8%	**244**	83	7	81	49	12	12	0	3
Rural Areas / LAMIRDS / AC	47%	**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

Employment Projections

In addition to housing, jurisdictions planning under the GMA must also show sufficient land capacity in commercial and industrial lands to meet expected job growth. Unlike with housing, there is not a statewide tool or framework for developing these projections. In order to determine employment targets for San Juan County, the Town of Friday Harbor, and the County's UGAs, an employment forecast was developed using the same methodology as in the County's previous Comprehensive Plan. In brief, this methodology used the current ratio of jobs to households and the selected population forecast to determine future job projections. LCG modified this methodology slightly as well as analyzing jobs trends by island to confirm the trajectory of future jobs in the County.

The employment targets and capacity in this analysis are aggregated by Census County Division (CCD), for consistency with the previous comprehensive plan and since this is the smallest geography at which reliable jobs data is available. The employment numbers in this analysis were drawn from the Census Bureau and Center for Economic Study's Longitudinal Employer-Household Dynamics (LEHD) dataset. These geographies are shown below in

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Figure 6. Note that the Lopez CCD also contains Shaw, Decatur, and Blakely Islands, which results in lower employment numbers per capita in this CCD.

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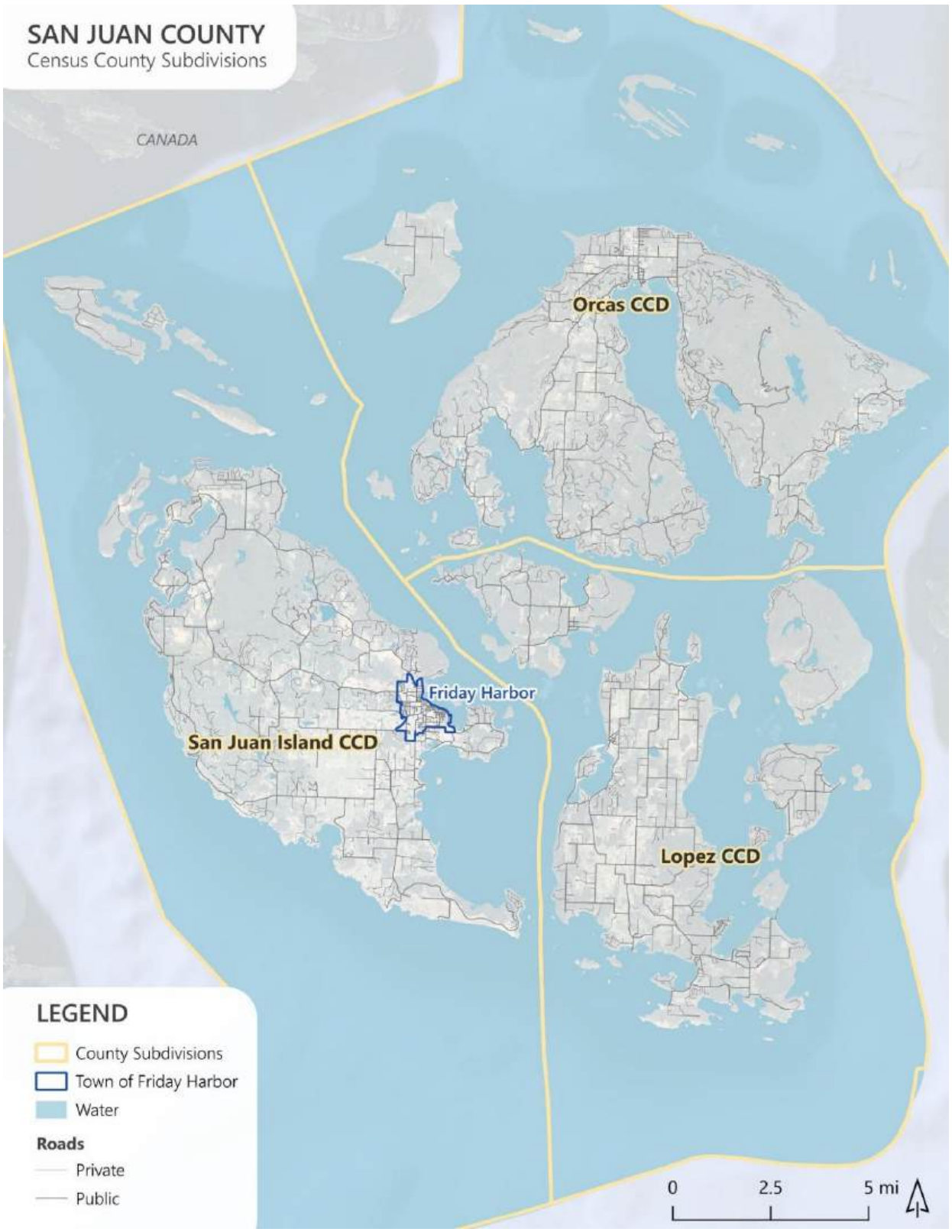
Figure 6
Census County Subdivisions in San Juan County



Source: U.S. Census Bureau TIGER/Line Shapefiles

Jobs per Person Methodology

The first step in this process is to calculate current jobs per person by CCD. Additionally, jobs per person were calculated back to 2012 to analyze any relevant trends, particularly resulting from the COVID-19 pandemic. This data is shown below in Figure 7. Overall, the County's Jobs-to-Person ratio has been consistent over the past decade. Only the Lopez Island CCD has seen a significant shift in the ratio from 0.24 in 2012 down to 0.19 in 2022.

Figure 7
Jobs, Population, and Jobs per Person Ratio in San Juan County, 2022

	Countywide			San Juan Island CCD			Orcas Island CCD			Lopez Island CCD		
	Pop	Jobs	Ratio	Pop	Jobs	Ratio	Pop	Jobs	Ratio	Pop	Jobs	Ratio
2012	15,740	4,705	0.30	8,050	2,598	0.32	4,973	1,468	0.30	2,717	639	0.24
2013	15,786	4,899	0.31	7,929	2,737	0.35	5,056	1,497	0.30	2,801	665	0.24
2014	15,847	4,865	0.31	7,771	2,624	0.34	5,198	1,611	0.31	2,878	630	0.22
2015	15,956	4,944	0.31	7,483	2,699	0.36	5,467	1,630	0.30	3,006	615	0.20
2016	16,056	5,318	0.33	7,683	2,930	0.38	5,408	1,763	0.33	2,965	625	0.21
2017	16,221	5,353	0.33	7,810	2,950	0.38	5,481	1,754	0.32	2,930	649	0.22
2018	16,473	5,476	0.33	8,024	2,993	0.37	5,379	1,821	0.34	3,070	662	0.22
2019	16,788	5,461	0.33	8,107	3,001	0.37	5,515	1,810	0.33	3,166	650	0.21
2020	16,953	4,951	0.29	8,318	2,749	0.33	5,458	1,603	0.29	3,177	599	0.19
2021	17,631	5,080	0.29	8,568	2,727	0.32	5,534	1,696	0.31	3,529	657	0.19
2022	**18,001**	**5,450**	**0.30**	**8,953**	**2,924**	**0.33**	**5,452**	**1,849**	**0.34**	**3,596**	**677**	**0.19**

Source: US Census Bureau Longitudinal Employer-Household Dynamics (LEHD), Washington Office of Financial Management

Although there have been only small fluctuations in the jobs per person across the County, an average of the past ten years (2012-2022) was used to calculate the future ratio for the purposes of forecasting. Rather than eliminating the years during which the COVID-19 pandemic significantly disrupted employment, this average attempts to smooth out the effect of the pandemic while acknowledging that employment trends are likely to retain some effect from these years. Therefore it represents a middle ground between using a pre-pandemic jobs per person ratio and simply using the most recent 2022 number. The ratios used in the forecast are shown below:

Figure 8
Jobs per Person Ratios in San Juan County CCDs, 2012-2022

	Average Jobs per Person 2012-2022
San Juan Island CCD	0.35
Orcas Island CCD	0.31
Lopez Island CCD	0.21

Source: US Census Bureau Longitudinal Employer-Household Dynamics (LEHD), Washington Office of Financial Management

Next, these ratios were multiplied by the population targets of the CCDs, as calculated based on the countywide housing allocations shown above in Figure 5. To break down the jobs targets by UGA and for the Town of Friday Harbor, the same methodology was used as in the distribution of population targets – 60 percent of the jobs on San Juan Island were allocated to Friday Harbor and 50 percent of the jobs on Orcas and Lopez islands were allocated to Eastsound and Lopez Village, respectively. The resulting jobs targets for the 2022-2045 period are shown below:

Figure 9

Employment Targets for San Juan County, 2022-2045

	2022-2045 Net New Jobs
San Juan Island CCD	**938**
Friday Harbor	563
Orcas Island CCD	**494**
Eastsound UGA	247
Lopez Island CCD	**67**
Lopez Village	34
Countywide Total	**1,499**

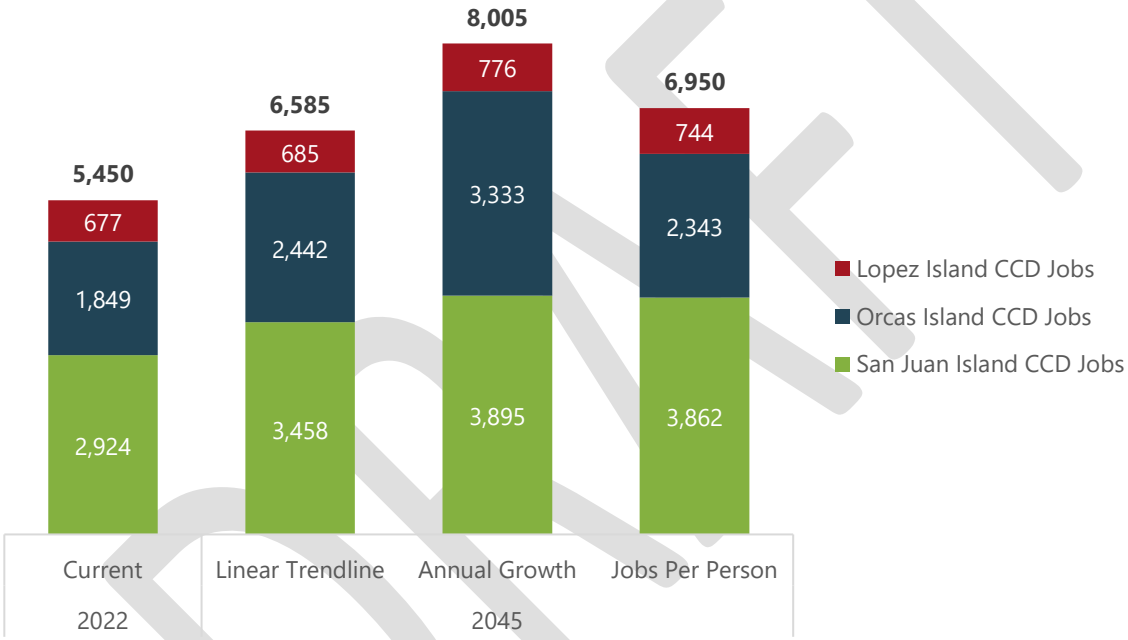
Source: US Census Bureau Longitudinal Employer-Household Dynamics (LEHD), Washington Office of Financial Management, Leland Consulting Group

Employment Trend Verification

In order to verify these targets with recent job trends, the trends of employment growth over the past 10 years were analyzed to 2045 using two methods. First, a linear trendline was calculated based on the past 10 years of growth. Second, job growth to 2045 was estimated using the average annual growth rate over the past 10 years. The results of these two methods of job forecasts are shown below, along with the results of the "Jobs per Person" methodology described above. As shown in

Figure 10, the selected "Jobs per Person" method strikes a balance between the linear job trends and the higher growth shown by assuming a continuation of the yearly growth rate. This shows that the selected job targets based on average jobs per person by CCD represent a reasonable continuation of the past 10 years of job trends in San Juan County.

Figure 10
San Juan County Employment Forecast Methodology Comparison, 2022-2045



Source: US Census Bureau Longitudinal Employer-Household Dynamics (LEHD), Washington Office of Financial Management, Leland Consulting Group

Parcel Classification

To determine developable land capacity in San Juan County, a set of assumptions was used to classify parcels as vacant, partially-used, or redevelopable. Critical area acreage and a Market Factor were then deducted to arrive at net buildable parcel acreage by land use designation. The assumptions and methodology for this process are detailed below.

Vacant

Parcels in all land use designations were classified as Vacant if the San Juan County Assessor's improvement (building) value was less than $10,000, or if the Assessor classified the parcel as "Undeveloped Land" (Assessor code 9100).

Partially-Used

The Partially-Used classification refers to parcels in residential land use designations which are large enough to be subdivided without rezoning. Based on the previous Comprehensive Plan's LCA as well as input from staff, the land use designations considered residential in this analysis are: 2BDD, ACT, AG, C, all ER designations, FOR, HR, LGRA, LVR, OLGA, OVR2, RFF, RR, and VR/I. In these zones, parcels where the ratio of allowed density (acres per unit) to parcel size is less than or equal to 1/3 (0.333...) were classified as Partially-Used. In other words, parcels are considered to be subdividable if they are greater than three times the minimum lot size based on densities shown on the County's Comprehensive Plan maps by land use designation. In Eastsound, the densities were based on minimum lot size specified in the Eastsound Subarea Plan (SJCC 18.30.460-700). In calculating this classification in zones with density bonuses, only the base density was used.

Note that the previous LCA used a threshold of two times the minimum lot size to classify parcels as partially-used. Several Commerce guidebooks suggest the more conservative threshold of three times the minimum lot size which was used in this analysis. This allows leeway for parcels where the lot may not be subdividable even if it is technically large enough due to irregular shape, critical areas, or the orientation of existing structures.

Per Commerce guidance, very high value properties where the improvement (building) value was greater than the 93rd percentile of improvement values in the county ($1,454,585) were also excluded, since it is unlikely that high-value homes on large properties would subdivide, and in order to attempt to create a more realistic set of subdividable parcels in the County.

Redevelopable

This category applies to parcels which are in mixed-use or commercial/industrial land use designations. For this analysis, the following land use designations were considered mixed-use or commercial/industrial: CCC, EAD, HB, HI, IC, LVC, M, MC, OHC, OVC, OVT, RG, RI, SLI, SP, VC, VCL. In these land use designations, parcels are considered Redevelopable if the improvement (building) value is greater than $10,000 (indicating the parcel is not vacant), and the improvement (building) value is less than the land value, indicating that a more intensive use could be developed on the land. Parcels are also considered redevelopable if the parcel currently shows a single-family use code in a zone that allows multifamily housing or commercial/industrial development.

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Parcels Excluded From Analysis

A number of parcels throughout the County were excluded from this analysis. These exclusion criteria were developed based on Commerce guidance, assessor codes excluded from the previous Comprehensive Plan's LCA and input from County staff, the Lopez Village and Eastsound Planning Review Commissions, and the San Juan County Planning Commission.

- In all land use designations, parcels with the following assessor codes were excluded
  - 1400 Residential Hotels/Condos
  - 9120-9123 Conservation Easements
  - 9300-9303 Water
  - 4500 Highway Right-Of-Way

- In all land use designations, parcels with assessor codes of 1200-1300 (multifamily use) and improvement to land value ratio of less than 1.0 were excluded

- In commercial/industrial land use designations, parcels with an improvement to land value ratio of greater than 1.0 and with the following assessor codes were excluded:
  - 1400-1488 Accommodations
  - 1600 Hotels/motels
  - 1700 Institutional lodging
  - 2100 Food and kindred products
  - 2200 Textile Mill Products
  - 2400-2403: Lumber/wood products
  - 2500 Furniture/fixtures
  - 2600 Paper and Allied products
  - 2700 Printing and publishing
  - 2800 Chemicals
  - 2900 Petroleum refining / related
  - 3100 Rubber misc. plastic products
  - 3200 Stone, clay and glass
  - 3300 Primary metal industries
  - 3400 Fabricated metal products
  - 3500 Prof. & Scientific Instruments
  - 3900 Misc. Manufacturing
  - 4100 Railroad and Transit
  - 4200 Motor vehicle transportation
  - 4300 Aircraft transportation
  - 4400 Marine transportation
  - 4600 Automobile parking
  - 4700 Communications
  - 4900 Other transportation
  - 5000 Non-residential condos
  - 5100 Wholesale trade
  - 5200 Building & hardware & farm
  - 5300-5320 General merchandise
  - 5400-5403 Retail food
  - 5500-5503 Retail-auto, marine, aircraft
  - 5600 Apparel
  - 5700-5708 Retail furniture and home furnishings
  - 5800 Retail- Eating and drinking
  - 5900 Other retail

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- 6100 Finance, insurance & real estate
- 6200-6220 Personal services
- 6300 Business services
- 6400-6402 Repair services
- 6500-6503: Professional services
- 6600 Contract construct. services
- 6900-6902 Miscellaneous services
- 7100: Cultural activities
- 7200-7202: Public assembly
- 7300 Amusements
- 7400-7420 Recreational activities
- 7500 Resorts and group camps
- 7900 Other recreational
- 8100-8328: Agriculture
- 8400 Fishing and related services
- 8500 Mining activities
- 7600 Parks
- 4800-4820 Utilities
- 6800-6820 Educational services
- 6700-6793 Governmental services

In addition to these exclusions based on assessor codes, further parcels were excluded from the land capacity analysis as follows:

- All parcels in land use designations N (Natural), EN (Eastsound Natural), OCC (Olga Community Center), and HP (Hamlet Park)
- Parcels owned by the San Juan County Conservation Land Bank
- Mobile home parks
- Common areas of Condominiums
- All parcels which are made up entirely of a parking lot, regardless of assessor code
- Parcels in which the legal description indicates a conservation easement, regardless of assessor code
- Parcels for which there is a permit that has been finaled in the past five years or for which there is an outstanding permit.

Staff and Committee Adjustments

Following this initial parcel classification, maps were provided to County staff and the Eastsound and Lopez Village Planning Review Committees. These discussions resulted in further refinement of the parcel classifications, including identification of some recent or in-progress developments, several parcels which are unlikely to develop due to tribal or public ownership, undevelopable parcels in the Eastsound airport mis-classified by the assessor, and parcels unlikely to subdivide due to known deed restrictions.

The final map of parcels classified as vacant, partially-used, and redevelopable is shown below.

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Figure 11
San Juan County Land Capacity Analysis Parcel Classifications

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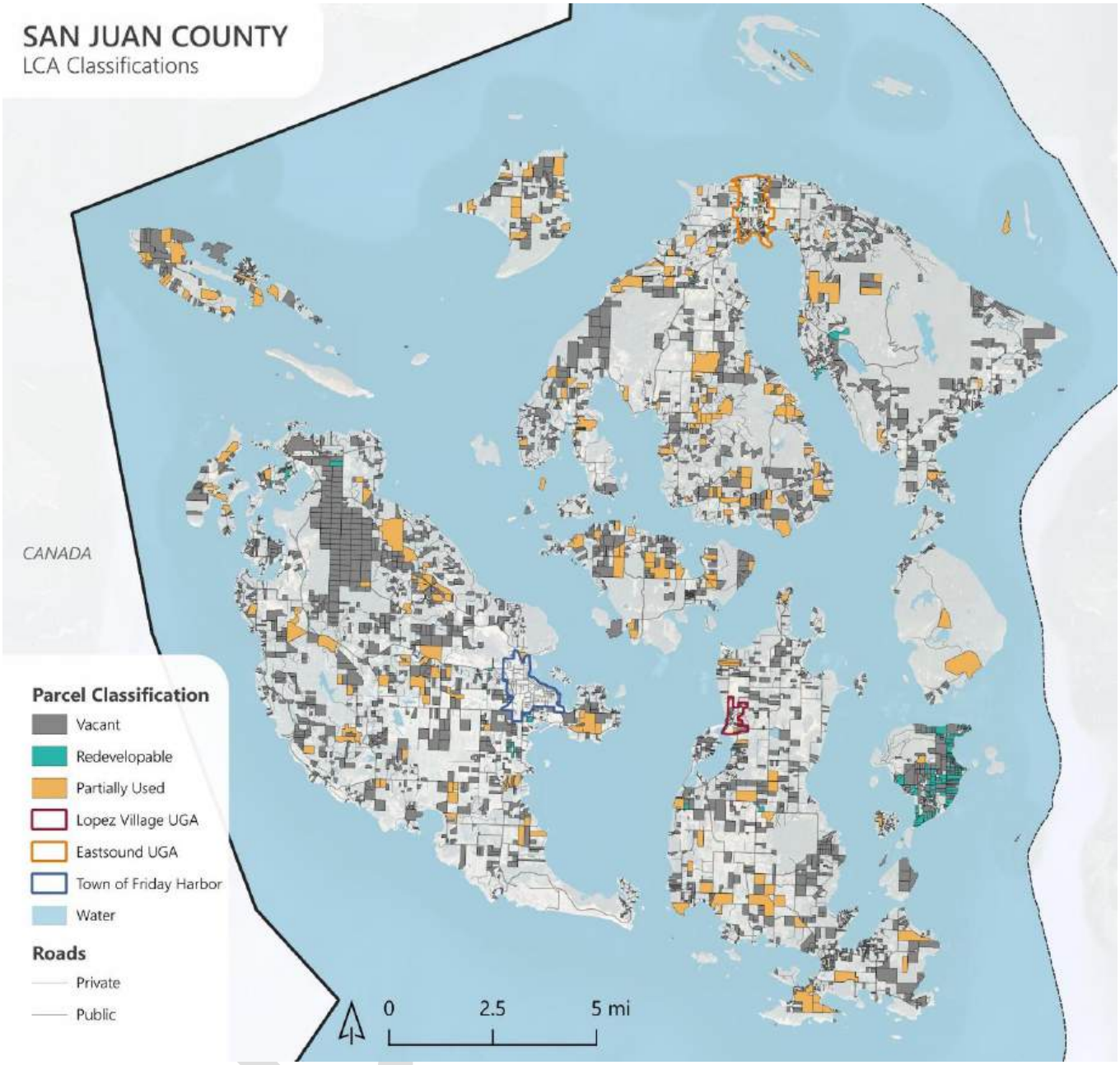

Critical Areas

Following the parcel classification, areas of vacant, partially-used, and redevelopable parcels that intersect with critical areas were removed, using the same methodology as the previous

Comprehensive Plan's LCA. Acreage of following areas intersecting vacant, partially-used, or redevelopable parcels was deducted from the total parcel acreage:

- **Wetlands**: The County's possible wetland inventory.
- **Streams**: The County's base stream dataset as well as the WFC stream dataset provided by the County, with stream centerlines and an assumed 35 feet of non-buildable area on either side of the centerline, corresponding with Tree Protection Zone 1 (TPZ 1) per SJCC Table 18.35.130-2.
- **Steep Slopes**: Areas with slopes greater than 50 percent which are considered Category 1 geo-hazards. Development in these areas is limited per SJCC 18.35.065.
- **Flood Plain**: Land located within 100-year floodplains as shown on the Federal Emergency Management Agency (FEMA), April 2017, Flood Insurance Rate Maps (FIRMS).

In addition, for Mixed-Use, Commercial, and Industrial land use designations only, increased buffers were applied to streams and wetlands. This is because the County's reasonable use exemption and other standards allow for flexible development of residential uses on parcels which contain critical areas, whereas standards for commercial development are more stringent. The increased buffers on non-residential vacant, partially-used, and redevelopable parcels were as follows, and are very similar to the buffers used in the previous Comprehensive Plan's LCA:

- A 150 foot wetland buffer because most of the County's wetlands are Class III or Class IV and industrial and commercial uses are designated high intensity uses (SJCC 18.35.095 and Tables 18.35.100-2 and 18.35.100-2),
- The following Tree Protection Zone buffers:
    - 110 feet from the centerline for Type F (Type 2 or 3) streams and ponds);
    - 50 feet from the centerline for Type Np (Type 4) streams;
    - 30 feet from the centerline for Type Ns (Type 5) streams; and
    - 30 feet from the centerline for un-typed streams.

A map of the critical areas used in this process is shown below:

Figure 12

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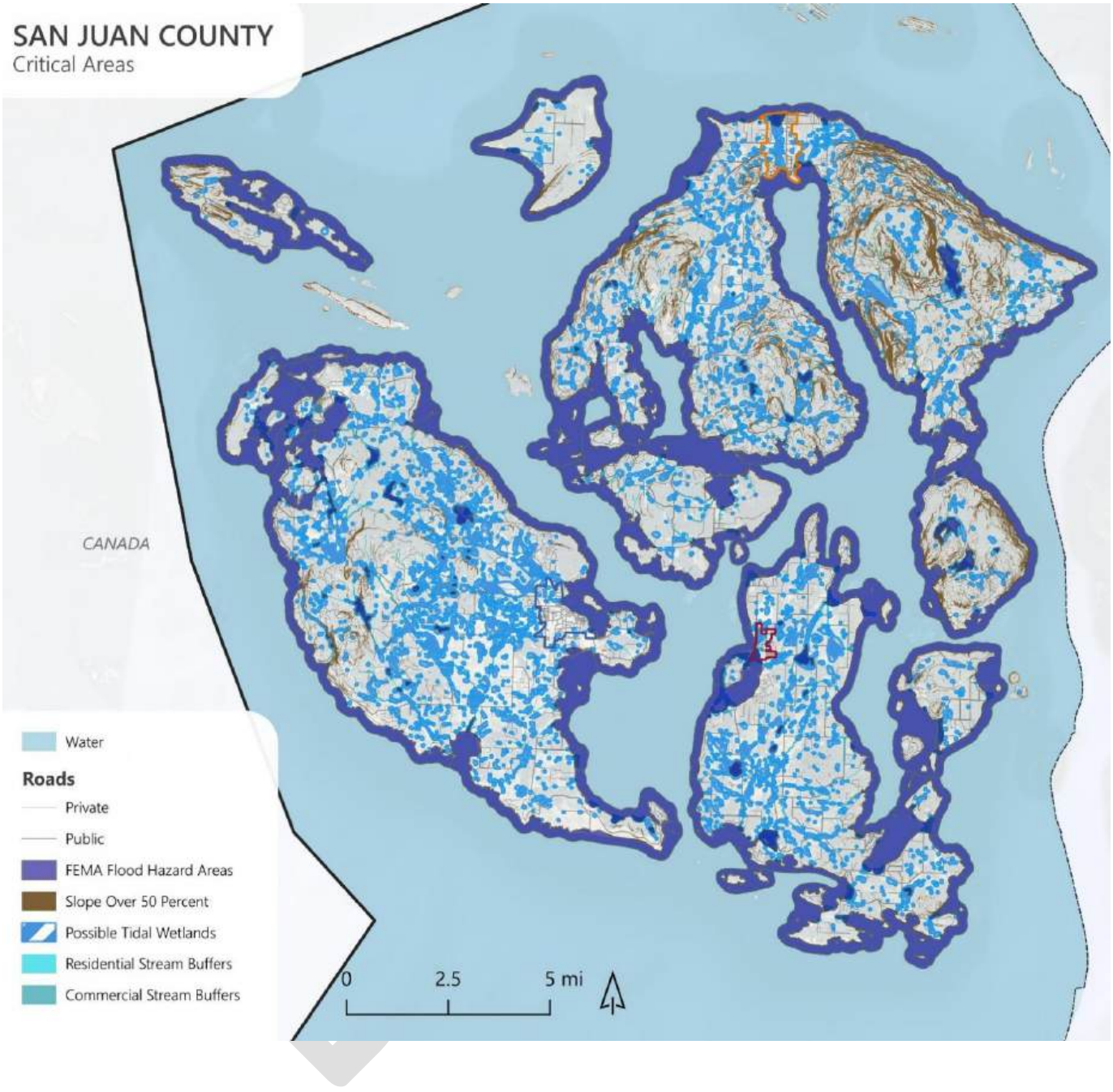
Critical Areas Used in San Juan County Land Capacity Analysis



Market Factor

Following these Critical Area deductions, an additional deduction for Market Factor was applied to all parcels. This deduction represents the fact that not all parcels will develop over the 20-year planning horizon due to fluctuations in the market and desires of individual property owners. For this analysis, the Market Factor was set at a 15 percent reduction for vacant parcels and a 25 percent reduction for partially-used and redevelopable parcels. This Market Factor is supported by Commerce's most recent guidance in the August 2023 "Guidance for Updating your Housing Element", as well as previous guidance in the UGA and Buildable lands Guidebooks. Additionally, the small sample size of data and atypical development patterns in San Juan County made further calculations of Market Factor at a more granular level very challenging. The baseline Commerce Market Factors were also used in the previous Comprehensive Plan's LCA.

Total Acreage

The tables below show the vacant, redevelopable, partially-used, and total developable acreage by UGA, LAMIRD, and Rural Area (broken out by island), as well as the unconstrained acreage (after removing critical areas) and the net acres (after applying market factor reductions).

Figure 13
Developable Acreage in Eastsound and Lopez Village UGAs for Land Capacity Analysis

		Vacant			Redevelopable			Partially Used				
UGA	**Land Use Designation**	Gross Acres	Unconstrained Gross Acres	Net Acres	Gross Acres	Unconstrained Gross Acres	Net Acres	Gross Acres	Unconstrained Gross Acres	Reduction Factor	Net Acres	**Total Net Developable Acres**
Eastsound UGA	ER1	0.6	0.4	0.4	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**0.4**
Eastsound UGA	ER1P	10.6	8.2	6.9	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**6.9**
Eastsound UGA	ER2	5.7	5.2	4.4	0.0	0.0	0.0	11.2	9.0	0.3	6.8	**11.2**
Eastsound UGA	ER2P	2.9	2.5	2.1	0.0	0.0	0.0	9.1	7.9	0.3	5.9	**8.1**
Eastsound UGA	ER412	8.0	7.3	6.2	0.0	0.0	0.0	6.1	6.1	0.3	4.6	**10.8**
Eastsound UGA	ER4P	12.6	12.6	10.7	0.6	0.6	0.4	11.5	11.5	0.3	8.6	**19.7**
Eastsound UGA	M	0.0	0.0	0.0	2.9	2.0	1.5	0.0	0.0	0.3	0.0	**1.5**
Eastsound UGA	SLI	4.4	4.4	3.7	20.3	17.2	12.9	0.0	0.0	0.3	0.0	**16.6**
Eastsound UGA	VC	4.5	3.7	3.1	7.8	5.9	4.4	0.0	0.0	0.3	0.0	**7.6**
Eastsound UGA	VCL	1.2	1.2	1.0	0.9	0.9	0.7	0.0	0.0	0.3	0.0	**1.7**
Eastsound UGA	VR/I	8.8	8.8	7.5	0.0	0.0	0.0	21.2	20.5	0.3	15.4	**22.9**
Eastsound UGA	Airport 2	2.3	0.1	0.1	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**0.1**
Eastsound UGA	Airport 3 Inner	0.9	0.7	0.6	3.1	0.0	0.0	1.6	1.0	0.3	0.7	**1.4**
Eastsound UGA	Airport 3 Outer	5.4	4.8	4.0	1.4	1.4	1.0	1.7	1.4	0.3	1.1	**6.1**
Eastsound UGA	Airport 4	4.3	2.1	1.8	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**1.8**
Lopez Village UGA	LVC	5.3	3.0	2.5	4.1	3.4	2.6	0.0	0.0	0.3	0.0	**5.1**
Lopez Village UGA	LVR	35.3	29.4	25.0	0.0	0.0	0.0	32.8	28.2	0.3	21.1	**46.1**
Lopez Village UGA	LVI	2.3	2.3	2.0	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**2.0**

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Figure 14
Developable Acreage in LAMIRDS for Land Capacity Analysis

		Vacant			Redevelopable			Partially Used				
Activity Center (LAMIRD)	**Land Use Designation**	Gross Acres	Unconstrained Gross Acres	Net Acres	Gross Acres	Unconstrained Gross Acres	Net Acres	Gross Acres	Unconstrained Gross Acres	Reduction Factor	Net Acres	**Total Net Developable Acres**
Deer Harbor	HC	0.1	0.1	0.0	2.3	2.0	1.5	0.0	0.0	0.3	0.0	**1.6**
Deer Harbor	HI	4.0	3.2	2.8	2.3	1.0	0.7	0.0	0.0	0.3	0.0	**3.5**
Deer Harbor	HR	21.0	20.0	17.0	0.0	0.0	0.0	13.4	13.4	0.3	10.0	**27.1**
Doe Bay	ACT - Doe Bay	9.8	8.5	7.3	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**7.3**
Island Center Lopez	IC (Lopez)	9.9	9.8	8.3	13.2	9.9	7.4	0.0	0.0	0.3	0.0	**15.7**
Island Center Orcas	IC (Orcas)	6.8	6.4	5.5	6.1	4.6	3.5	0.0	0.0	0.3	0.0	**9.0**
Marine Center	MC	10.9	10.8	9.2	4.8	4.3	3.3	0.0	0.0	0.3	0.0	**12.4**
Olga	OLGA	7.5	7.3	6.2	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**6.2**
Orcas Village	OVC	0.0	0.0	0.0	4.8	4.6	3.5	0.0	0.0	0.3	0.0	**3.5**
Orcas Village	OVR2	12.5	10.5	8.9	0.0	0.0	0.0	6.1	5.0	0.3	3.7	**12.6**
Westsound	ACT - Westsound	0.6	0.5	0.4	0.0	0.0	0.0	7.9	6.5	0.3	4.9	**5.3**
Rosario	2 BDD	33.0	32.0	27.2	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**27.2**
Rosario	ACT - Rosario	36.7	29.7	25.2	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**25.2**
Rural Eastsound Subarea	CCC	0.0	0.0	0.0	5.0	5.0	3.8	0.0	0.0	0.3	0.0	**3.8**
Rural Eastsound Subarea	ER	59.0	51.3	43.6	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**43.6**
Rural Eastsound Subarea	ER4P	28.1	28.1	23.9	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**23.9**
Rural Eastsound Subarea	ERR	35.6	29.1	24.7	0.0	0.0	0.0	19.4	19.3	0.3	14.5	**39.2**
Rural Eastsound Subarea	ERRP2	14.3	13.6	11.6	0.0	0.0	0.0	19.4	18.6	0.3	13.9	**25.5**

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Figure 15
Developable Acreage in Rural Areas for Land Capacity Analysis

		Vacant			Redevelopable			Partially Used				
Island	Land Use Designation	Gross Acres	Unconstrained Gross Acres	Net Acres	Gross Acres	Unconstrained Gross Acres	Net Acres	Gross Acres	Unconstrained Gross Acres	Reduction Factor	Net Acres	Total Net Developable
Blakely	FOR	6.7	6.1	5.2	0.0	0.0	0.0	291.7	233.9	0.3	175.4	**180.6**
Blakely	RFF	43.7	37.1	31.6	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**31.6**
Blakely	RG	5.1	4.8	4.1	0.8	0.7	0.5	0.0	0.0	0.3	0.0	**4.6**
Blakely	RR	35.9	32.7	27.8	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**27.8**
Brown	RR	7.2	6.3	5.4	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**5.4**
Center	RR	31.5	30.5	25.9	0.0	0.0	0.0	15.4	15.0	0.3	11.2	**37.1**
Crane	RR	33.3	29.1	24.8	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**24.8**
Decatur	RG	653.1	564.3	479.7	448.1	377.4	283.0	0.0	0.0	0.3	0.0	**762.7**
Decatur	RI	0.0	0.0	0.0	18.6	12.1	9.1	0.0	0.0	0.3	0.0	**9.1**
Decatur	RR	64.1	57.6	49.0	0.0	0.0	0.0	20.2	19.9	0.3	14.9	**63.9**
Johns	RFF	48.9	37.5	31.9	0.0	0.0	0.0	37.2	33.0	0.3	24.7	**56.6**
Johns	RR	24.8	19.9	16.9	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**16.9**
Lopez	AG	586.9	477.3	405.7	0.0	0.0	0.0	364.5	318.8	0.3	239.1	**644.8**
Lopez	AG	161.0	145.5	123.7	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**123.7**
Lopez	AG	80.5	71.4	60.7	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**60.7**
Lopez	AG	155.4	125.9	107.0	0.0	0.0	0.0	127.2	114.7	0.3	86.0	**193.0**
Lopez	C	17.0	15.7	13.4	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**13.4**
Lopez	FOR	557.5	505.3	429.5	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**429.5**
Lopez	LGRA	1.3	1.3	1.1	0.0	0.0	0.0	15.2	14.4	0.3	10.8	**11.9**
Lopez	RFF	975.9	878.4	746.7	0.0	0.0	0.0	369.7	321.0	0.3	240.7	**987.4**
Lopez	RFF	872.6	803.1	682.6	0.0	0.0	0.0	269.1	254.0	0.3	190.5	**873.2**
Lopez	RFF	235.0	190.7	162.1	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**162.1**
Lopez	RFF	6.7	6.7	5.7	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**5.7**
Lopez	RG	16.8	14.0	11.9	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**11.9**
Lopez	RG	1.0	1.0	0.8	1.3	1.3	1.0	0.0	0.0	0.3	0.0	**1.8**
Lopez	RI	1.6	1.6	1.3	10.0	9.9	7.4	0.0	0.0	0.3	0.0	**8.7**
Lopez	RR	92.2	79.1	67.3	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**67.3**
Lopez	RR	26.5	24.6	20.9	0.0	0.0	0.0	89.7	86.0	0.3	64.5	**85.4**
Orcas	AG	137.2	130.0	110.5	0.0	0.0	0.0	65.9	38.2	0.3	28.6	**139.1**
Orcas	AG	251.1	226.5	192.5	0.0	0.0	0.0	178.1	126.5	0.3	94.9	**287.4**
Orcas	C	85.1	80.3	68.3	0.0	0.0	0.0	79.3	76.9	0.3	57.6	**125.9**
Orcas	FOR	2234.1	1611.0	1369.3	0.0	0.0	0.0	479.4	348.8	0.3	261.6	**1630.9**
Orcas	RFF	2884.5	2400.5	2040.4	0.0	0.0	0.0	1303.1	1093.8	0.3	820.4	**2860.8**
Orcas	RFF	107.9	78.8	66.9	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**66.9**
Orcas	RFF	77.3	70.6	60.0	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**60.0**
Orcas	RFF	0.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**0.0**
Orcas	RR	323.2	237.6	202.0	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**202.0**
Other Islands	C	35.8	26.8	22.8	0.0	0.0	0.0	89.5	75.3	0.3	56.4	**79.3**
Other Islands	C	120.0	91.9	78.1	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**78.1**
Other Islands	C	0.4	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**0.0**
Other Islands	RFF	180.7	166.2	141.3	0.0	0.0	0.0	112.4	87.1	0.3	65.3	**206.6**
Other Islands	RR	89.4	70.4	59.9	0.0	0.0	0.0	17.3	5.8	0.3	4.4	**64.2**
Pearl	RR	5.2	4.5	3.8	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**3.8**
San Juan	AG	820.8	696.0	591.6	0.0	0.0	0.0	241.9	162.7	0.3	122.0	**713.6**
San Juan	AG	386.1	335.8	285.5	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**285.5**
San Juan	C	47.7	35.3	30.0	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**30.0**
San Juan	FHUA	0.2	0.2	0.2	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**0.2**
San Juan	FOR	1.0	1.0	0.8	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**0.8**
San Juan	FOR	600.2	534.5	454.4	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**454.4**
San Juan	RFF	2468.1	2172.2	1846.3	0.0	0.0	0.0	1063.9	857.3	0.3	642.9	**2489.3**
San Juan	RFF	3021.4	2666.6	2266.6	0.0	0.0	0.0	425.9	319.6	0.3	239.7	**2506.3**
San Juan	RG	128.2	96.8	82.3	47.5	39.2	29.4	0.0	0.0	0.3	0.0	**111.7**
San Juan	RI	7.1	7.1	6.0	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**6.0**
San Juan	RR	775.5	719.4	611.5	0.0	0.0	0.0	90.8	75.9	0.3	56.9	**668.4**
San Juan	RR	71.0	66.5	56.5	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**56.5**
Shaw	C	0.0	0.0	0.0	0.0	0.0	0.0	18.7	17.9	0.3	13.4	**13.4**
Shaw	C	74.2	68.3	58.1	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**58.1**
Shaw	FOR	190.9	176.4	149.9	0.0	0.0	0.0	91.7	84.9	0.3	63.7	**213.6**
Shaw	RFF	527.9	488.4	415.1	0.0	0.0	0.0	348.6	320.8	0.3	240.6	**655.7**
Shaw	RR	263.3	228.0	193.8	0.0	0.0	0.0	109.6	92.9	0.3	69.7	**263.5**
Stuart	RFF	245.2	197.4	167.8	0.0	0.0	0.0	164.8	143.6	0.3	107.7	**275.5**
Stuart	RFF	282.4	199.6	169.6	0.0	0.0	0.0	153.1	105.0	0.3	78.7	**248.4**
Stuart	RR	80.3	70.8	60.2	0.0	0.0	0.0	77.5	61.8	0.3	46.3	**106.5**
Waldron	C	4.4	1.9	1.6	0.0	0.0	0.0	0.0	0.0	0.3	0.0	**1.6**
Waldron	RFF	212.7	200.9	170.8	0.0	0.0	0.0	78.6	72.5	0.3	54.3	**225.1**
Waldron	RFF	445.9	428.2	364.0	0.0	0.0	0.0	254.5	234.9	0.3	176.2	**540.2**

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Density and Use Assumptions

Having established the total vacant, redevelopable, and partially-used acreage, the next step in the Land Capacity Analysis is to establish how much of the acreage will be developed with residential and commercial uses and to establish an assumed density of future development by land use designation. These assumptions are then multiplied by the potentially developed acres to determine capacity for housing units and jobs.

Use Mix

Chapter 18.30 of the San Juan County Code contains use tables and descriptions of allowed uses within the County's land use designations. These use tables were supplemented by analysis of recent permit data to determine what percentage of available acreage by land use designation should be considered for residential and commercial development.

Eastsound UGA

In the Eastsound UGA, the ER zones are residential by definition, and are assumed to develop with fully residential uses. The Marina zone has very little redevelopable acreage or recent development but allows a mix of residential and commercial uses and is therefore split evenly between residential and commercial uses. The VC, VCL, and VR/I zones allow a mix of uses. Analysis of recent permit data in the VC and VCL zones indicates that 12 percent of recently issued permits were for commercial uses. In the VR/I zone, 11 percent of recently issued permits were for commercial uses. The assumed residential share in these zones was set at 80 percent, to reflect a balance of recent permits and existing uses which are more evenly distributed between residential and commercial in these areas. The Airport overlay zones overlay the VC and VR/I areas, so the same share was assumed in these areas.

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Figure 16 shows these assumptions for the Eastsound UGA.

Figure 16
Assumed Residential/Commercial Mix in Eastsound UGA for LCA

Land Use Designation	Description	Assumed % Residential
ER1	Eastsound Residential 1/acre	**100%**
ER1P	Eastsound Residential 1/acre P	**100%**
ER2	Eastsound Residential 2/acre	**100%**
ER2P	Eastsound Residential 2/acre P	**100%**
ER412	Eastsound Residential 4-12 units/acre	**100%**
ER4P	Eastsound Residential 4/acre P	**100%**
M	Marina	**50%**
SLI	Service Light Industrial	**0%**
VC	Village Commercial	**80%**
VCL	Village Commercial Limited	**80%**
VR/I	Village Residential / Institutional	**80%**
Airport 2	Airport 2	**80%**
Airport 3 Inner	Airport 3 Inner	**80%**
Airport 3 Outer	Airport 3 Outer	**80%**
Airport 4	Airport 4	**80%**

Source: San Juan County Code, San Juan County Permit Data, Leland Consulting Group

Lopez Village UGA

In Lopez Village, there are three land use designations. The Lopez Village Commercial designation allows a mix of uses, with little recent activity and a broad mix of existing uses. Therefore, the residential/commercial split was set at 50 percent. The Lopez Village Residential designation is assumed to develop as 100 residential. The Lopez Village Institutional designation does not allow housing except as an accessory use, so is assumed to develop as 100 commercial.

Activity Centers (LAMIRDS) and Rural Areas

In Activity Centers and rural areas, capacity in residential land use designations was calculated as 100 percent residential uses, capacity in mixed-use designations (in Activity Centers) was split evenly between residential and commercial, and capacity in commercial and industrial areas was calculated as 100 percent commercial, as shown in the tables below.

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Figure 17
Assumed Residential/Commercial Mix in Activity Centers for LCA

Area	Land Use Designation	Description	Assumed % Residential
Deer Harbor	HC	Hamlet Commercial	**50%**
Deer Harbor	HI	Hamlet Industrial	**0%**
Deer Harbor	HR	Hamlet Residential	**100%**
Doe Bay	ACT - Doe Bay	Activity Center	**100%**
Island Center Lopez	IC (Lopez)	Island Center	**50%**
Island Center Orcas	IC (Orcas)	Island Center	**50%**
Marine Center	MC	Marine Center	**50%**
Olga	OLGA	Olga Hamlet	**100%**
Orcas Village	OVC	Orcas Village Commercial	**0%**
Orcas Village	OVR2	Orcas Village Residential	**100%**
Picnic AC	ACT - Picnic AC	Activity Center	**100%**
Rosario	2 BDD	2 Base Density District	**100%**
Rosario	ACT - Rosario	Activity Center	**100%**
Rural Eastsound Subarea	CCC	Country Corner Commercial	**0%**
Rural Eastsound Subarea	ER	Eastsound Rural	**100%**
Rural Eastsound Subarea	ER4P	Eastsound Residential 4/acre P	**100%**
Rural Eastsound Subarea	ERR	Eastsound Rural Residential	**100%**
Rural Eastsound Subarea	ERRP2	Eastsound Rural Residential 2/acre P	**100%**
Rural Eastsound Subarea	SP	Service Park	**0%**

Figure 18
Assumed Residential/Commercial Mix in Rural Areas for LCA

Land Use Designation	Description	Assumed % Residential

AG	Agricultural Resource Lands	**100%**
C	Conservancy	**100%**
FHUA	Friday Harbor Unincorporated UGA	**100%**
FOR	Forest Resource Lands	**0%**
LGRA	Lopez Village Growth Reserve Area	**100%**
RFF	Rural Farm-Forest	**100%**
RG	Rural General Use	**0%**
RI	Rural Industrial	**0%**
RR	Rural Residential	**100%**

Residential Density

Next, residential density assumptions were developed for each area and land use designation. These densities are based on a combination of minimum and maximum allowed densities by land use designation in the San Juan County Code, supplemented with data on existing built density and recently permitted density. The selected densities represent an assumed future density (see box at right), balancing the realities of achieved densities by land use designation with potential densities which could serve a variety of income bands, and which may be seen in the future as the market shifts over time and various other factors come into play, such as the potential for increased county or state funding of affordable housing development.

Commerce Guidance on Assumed Densities

Commerce's August 2023 "Guidance for Updating Your Housing Element" describes the purpose and considerations for assumed densities:

*"**Since the LCA is a forward-looking analysis, jurisdictions should focus on the level of development expected to occur during the planning period.** Assumed densities for use in the LCA should consider the maximum densities allowed under zoning, and historic trends and achieved residential densities, as well as factors, which may cause trends to change in the future."*

Eastsound UGA

The assumed densities for Eastsound are shown below in

Figure 19. In general, the lower-density residential districts follow the maximum allowed zoning density, which is also reflected in recent and achieved development. In the VC, VCL, and VR/I zones, the assumed densities reflect a middle ground between what has been achieved recently

and what is allowed in the code. VC allows up to 40 units per acre, but the assumed density of 18 units per acre reflects more of a balance between the lower-density development seen in this zone and the potential for higher-density projects to be built over the planning horizon. The assumed 18 units per acre is still lower than the maximum recently achieved density of 27.5 units per acre. In the airport overlay zones, density maximums are reduced due to FAA regulations. Most parcels in the airport overlays are in the VC or VR/I land use designations, which allow a maximum of 12-40 units per acre, so the maximum allowed densities within the airport overlays are used, since they are significantly lower than the densities otherwise allowed in those areas. Since the Airport 3 Outer overlay also contains some parcels in the ER4P designation, an assumed density below the maximum of 8 units per acre is used.

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Figure 19
Eastsound UGA Achieved, Recent (2019-2024) and Assumed Densities for LCA

Zone	Description	Minimum Density (du/ac)	Maximum Density (du/ac)	Average Total Achieved Density (du/ac)	Average Recent Density (du/ac)	Maximum Recent/Achieved Density (du/ac)	Assumed Density for LCA (du/ac)
ER1	Eastsound Residential 1/acre		1	1.0	1.8		**1.0**
ER1P	Eastsound Residential 1/acre P		1	0.9			**1.0**
ER2	Eastsound Residential 2/acre		2	1.9	1.3		**2.0**
ER2P	Eastsound Residential 2/acre P		2	1.4	1.4		**2.0**
ER412	Eastsound Residential 4-12 units/acre	4	12	5.8	5.5	10.8	**8.0**
ER4P	Eastsound Residential 4/acre P		4	2.5	4.1		**4.0**
M	Marina	6	8	2.9			**7.0**
SLI	Service Light Industrial						
VC	Village Commercial	4	40	4.5	9.7	27.5	**18.0**
VCL	Village Commercial Limited	4	40	2.8			**15.0**
VR/I	Village Residential / Institutional	4	12	1.8	3	12.0	**8.0**
Airport 2	Airport 2		1				**1.0**
Airport 3 Inner	Airport 3 Inner		4				**4.0**
Airport 3 Outer	Airport 3 Outer		8				**6.0**
Airport 4	Airport 4		4				**4.0**

Lopez Village UGA

In Lopez Village, density bonuses for affordable housing and for efficient water usage allow densities up to 12 units per acre. Such densities do exist in the Commercial area, so an assumed density of 10 units per acre was used. In the residential area, the average achieved density is only 2.4 units per acre, but this includes development prior to the adoption of regulations precluding subdivision of parcels at a density less than 6 units per acre. Given that projects exist that have

exceeded 6 units per acre, and that projects taking advantage of the density bonus have been constructed in the UGA, an assumed density slightly higher than the base 6 units per acre was chosen, but not as high as in the commercial area. These density assumptions balance the capacity of the UGA to accommodate lower-income units using the density bonus while also acknowledging the reality that lower-density development is likely to continue in Lopez Village.

Figure 20
Lopez Village UGA Achieved, Recent (2019-2024) and Assumed Densities for LCA

Zone	Description	Minimum Density (du/ac)	Maximum Density (du/ac)	Average Existing Density (du/ac)	Maximum Existing Density (du/ac)	Assumed Density for LCA (du/ac)
LVC	Lopez Village Commercial	none	12	5.0	14.0	**10.0**
LVR	Lopez Village Residential	6	12	2.4	7.6	**8.0**

Activity Centers (LAMIRDS) and Rural Areas

In LAMIRDS, the majority of land use designations allow very low densities of between 0.2 and 0.5 units per acre. However, the HC, HR, ACT – Doe Bay, OLGA, and ACT-Rosario land use designations allow densities up to 2 units per acre when affordable housing is provided. Based on staff feedback, these bonuses are infrequently used. For the purposes of this analysis, capacity was analyzed using an assumption that 90 percent of development in these areas would be market-rate at the lower density, and 10 percent may use the affordability bonus at the higher density, bringing the weighted average up slightly in these areas as shown below in Figure 21. This balances the potential for lower-income units in Activity Centers with the reality that they are infrequently developed in these areas. Note that in Island Center designations on Lopez and Orcas, only one dwelling unit per lot is allowed, and only as secondary to a commercial use. Therefore, a density assumption was not used, and instead capacity was calculated based on the number of lots in these designations – three lots in IC (Lopez) and eight lots in IC (Orcas).

Figure 21
Activity Center (LAMIRD) Achieved, Recent (2019-2024) and Assumed Densities for LCA

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Area	Zone	Description	Maximum Density (du/ac)	Existing Density (du/ac)	Recent Permit Density (du/ac)	Assumed Market-Rate Density	Market Rate %	Assumed Affordable Density	Affordable %	Assumed Density for LCA (du/ac)
Deer Harbor	HC	Hamlet Commercial	0.5	0.85		0.5	90%	2.0	10%	**0.7**
Deer Harbor	HR	Hamlet Residential	0.5	0.35	0.1	0.5	90%	2.0	10%	**0.7**
Doe Bay	ACT - Doe Bay	Activity Center	0.2	0.87		0.2	90%	2.0	10%	**0.4**
Marine Center	MC	Marine Center	4	0.95						**1.0**
Olga	OLGA	Olga Hamlet	0.5	2.13	3.5	0.5	90%	2.0	10%	**0.7**
Orcas Village	OVR2	Orcas Village Residential	0.5	0.67	1.0					**0.5**
Picnic AC	ACT - Picnic AC	Activity Center	0.5	0.72	0.5					**0.5**
Rosario	2 BDD	2 Base Density District	2	0.82	0.43	1	90%	2.0	10%	**1.1**
Rosario	ACT - Rosario	Activity Center	0.5	1.15	2.2	0.5	90%	2.0	10%	**0.7**
Rural Eastsound Subarea	ER	Eastsound Rural	0.2	0.13	0.4					**0.2**
Rural Eastsound Subarea	ER4P	Eastsound Residential 4/acre P	4	2.50	4.1					**4.0**
Rural Eastsound Subarea	ERR	Eastound Rural Residential	0.2	0.71	0.716					**0.2**
Rural Eastsound Subarea	ERRP2	Eastsound Rural Residential 2/acre P	0.5	0.71	1.71					**1.7**

In rural areas, densities were calculated based on the densities (expressed in ***acres per dwelling unit***) shown on the San Juan County official land use maps. These densities are shown below, broken out by island and land use designation.

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Figure 22
Rural Achieved, Recent (2019-2024) and Assumed Densities for LCA

Area	LU Designation	Description	Density (acres per unit)
Blakely	RFF	Rural Farm-Forest	5
Blakely	RR	Rural Residential	5
Brown	RR	Rural Residential	5
Center	RR	Rural Residential	5
Crane	RR	Rural Residential	5
Decatur	RR	Rural Residential	5
Johns	RFF	Rural Farm-Forest	5
Johns	RR	Rural Residential	5
Lopez	AG	Agricultural Resource Lands	10
Lopez	AG	Agricultural Resource Lands	15
Lopez	AG	Agricultural Resource Lands	20
Lopez	AG	Agricultural Resource Lands	40
Lopez	C	Conservancy	10
Lopez	LGRA	Lopez Village Growth Reserve Area	5
Lopez	RFF	Rural Farm-Forest	5
Lopez	RFF	Rural Farm-Forest	10
Lopez	RFF	Rural Farm-Forest	15
Lopez	RFF	Rural Farm-Forest	20
Lopez	RR	Rural Residential	5
Lopez	RR	Rural Residential	10
Orcas	AG	Agricultural Resource Lands	10
Orcas	AG	Agricultural Resource Lands	20
Orcas	C	Conservancy	5
Orcas	RFF	Rural Farm-Forest	5
Orcas	RFF	Rural Farm-Forest	10
Orcas	RFF	Rural Farm-Forest	20
Orcas	RFF	Rural Farm-Forest	W
Orcas	RR	Rural Residential	5
Other Islands	C	Conservancy	5
Other Islands	C	Conservancy	10
Other Islands	C	Conservancy	P
Other Islands	RFF	Rural Farm-Forest	5
Other Islands	RR	Rural Residential	5
Pearl	RR	Rural Residential	5
San Juan	AG	Agricultural Resource Lands	10
San Juan	AG	Agricultural Resource Lands	40
San Juan	C	Conservancy	10
San Juan	FHUA	Friday Harbor Unincorporated UGA	0.25
San Juan	RFF	Rural Farm-Forest	5
San Juan	RFF	Rural Farm-Forest	10
San Juan	RR	Rural Residential	5
San Juan	RR	Rural Residential	10
Shaw	C	Conservancy	5
Shaw	C	Conservancy	P
Shaw	RFF	Rural Farm-Forest	5
Shaw	RR	Rural Residential	5
Stuart	RFF	Rural Farm-Forest	5
Stuart	RFF	Rural Farm-Forest	10
Stuart	RR	Rural Residential	5
Waldron	C	Conservancy	10
Waldron	RFF	Rural Farm-Forest	5
Waldron	RFF	Rural Farm-Forest	10

Commercial Density

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To calculate potential employment density on vacant, underutilized, and partially-used parcels, an assumption of jobs per acre was developed for each commercial and mixed-use land use designation, and applied to the developable acreage. This used data on existing commercial FAR by land use designation and average square feet per job by CCD gathered and calculated during the previous Comprehensive Plan's LCA. Since very little commercial development has occurred in the County since the previous plan was developed, staff and the consultant team determined that these numbers were sufficiently accurate to use in this analysis. Unlike the previous LCA, this analysis does not consider maximum and achieved FAR, since using maximum FAR results in unrealistically high jobs counts. Using the more conservative achieved FAR is more representative of potential future employment numbers in the County. The tables below show the achieved FAR, square feet per job, and assumed job density expressed in jobs per acre used in this LCA.

Figure 23
Eastsound UGA Assumed Job Density by Land Use Designation for LCA

Zone	Description	Achieved Density (FAR)	Square Feet per Job	Assumed Job Density (Jobs/Acre)
M	Marina	0.03	531.0	**2.8**
SLI	Service Light Industrial	0.47	531.0	**38.2**
VC	Village Commercial	0.39	531.0	**32.0**
VCL	Village Commercial Limited	0.39	531.0	**32.0**
VR/I	Village Residential / Institutional	0.16	531.0	**12.7**
Airport 2	Airport 2	0.47	531.0	**38.6**
Airport 3 Inner	Airport 3 Inner	0.16	531.0	**13.1**
Airport 3 Outer	Airport 3 Outer	0.16	531.0	**13.1**
Airport 4	Airport 4	0.16	531.0	**13.1**

Figure 24
Lopez Village UGA Assumed Job Density by Land Use Designation for LCA

Zone	Description	Achieved FAR	Square Feet per Job	Assumed Job Density for LCA (Jobs/Acre)
LVC	Lopez Village Commercial	0.9	**415.3**	**95.9**
LVR	Lopez Village Residential	0.9	**415.3**	**95.9**
LVI	Lopez Village Institutional	0.9	**415.3**	**95.9**

Figure 25
LAMIRD/Activity Center Assumed Job Density by Land Use Designation for LCA

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Area	Zone	Description	LU Type	Achieved Job Density (FAR)	Square Feet per Job	Assumed Job Density (Jobs/Acre)
Deer Harbor	HC	Hamlet Commercial	Mixed Use	0.30	531.0	**24.5**
Deer Harbor	HI	Hamlet Industrial	Commercial/Industrial	0.03	531.0	**2.1**
Island Center Lopez	IC (Lopez)	Island Center Lopez	Mixed Use	0.22	415.3	**23.0**
Island Center Orcas	IC (Orcas)	Island Center Orcas	Mixed Use	0.22	415.3	**23.0**
Orcas Village	OVC	Orcas Village Commercial	Commercial/Industrial	0.15	531.0	**12.5**
Rural Eastsound Subarea	CCC	Country Corner Commercial	Commercial/Industrial	0.15	531.0	**12.3**
Rural Eastsound Subarea	SP	Service Park	Commercial/Industrial	0.15	531.0	**12.5**

Figure 26
Rural Areas Assumed Job Density by Zone for LCA

Area	Zone	Description	Achieved FAR	Square Feet per Job	Assumed Density (Jobs/Ac)
Blakely	RG	Rural General Use	0.12	454.11	11.7
Decatur	RG	Rural General Use	0.12	454.11	11.7
Decatur	RI	Rural Industrial	0.03	454.11	2.5
Lopez	RG	Rural General Use	0.12	415.27	12.8
Lopez	RG	Rural General Use	0.12	415.27	12.8
Lopez	RI	Rural Industrial	0.03	415.27	2.7
San Juan	RG	Rural General Use	0.12	314.74	16.9
San Juan	RI	Rural Industrial	0.03	314.74	3.6

Seasonal, Recreational, and Occasional Use Deduction

San Juan County has a large number of vacation rentals and second homes. These uses can prevent housing units from being available to full-time residents of the County. Commerce guidance suggests that jurisdictions should calculate their land capacity for permanent units available to full-time residents and treat vacation rentals and second homes as extra units outside the scope of the LCA. The previous Comprehensive Plan's LCA used a reduction factor of 35 percent of units based on a Countywide estimate drawn from state data to account for this housing stock unavailable to full-time residents.

For this analysis, two data sources were used to determine more specific rates of vacation rentals and second homes by island and by UGA. First, the American Community Survey (ACS), administered by the Census Bureau, provides counts of units which are used for "Seasonal, Recreational and Occasional Use" (SRO), as a subset of vacancy data. This data was available down to the CCD level (see

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Figure 6
Census County Subdivisions in San Juan County above for a map of CCDs). Statistics for the Town of Friday Harbor are also shown based on ACS data. The data from Friday Harbor shows that SRO uses are less common in the town than in the unincorporated areas of San Juan Island. In order to determine if this trend was also consistent in the County's UGAs, data from the Washington Office of Financial Management's Small Area Estimates Program (SAEP) at the UGA level was analyzed. This data does not break down vacancy into categories as the census does, but as shown below in Figure 27

Seasonal, Recreational, and Occasional Use Housing in San Juan County, 2022 the SAEP data also shows that overall vacancy rates are lower inside UGAs.

Figure 27
Seasonal, Recreational, and Occasional Use Housing in San Juan County, 2022

Island	Total Units	Vacant Units	SRO Units	Share of Countywide Vacant Units	Vacancy Rate	SRO Rate
County Total	13,851	5,197	4,568	100.00%	37.52%	32.98%
Lopez CCD	3,448	1,713	1,595	32.96%	49.68%	46.26%
Lopez Village UGA (SAEP)	*146*	*27*			*18.49%*	
Orcas CCD	4,542	1,813	1,557	34.89%	39.92%	34.28%
Eastsound UGA (SAEP)	*745*	*164*			*22.01%*	
San Juan CCD	5,861	1,671	1,416	32.15%	28.51%	24.16%
Friday Harbor	1,397	219	106	4.21%	15.68%	7.59%
Unincorporated	4,464	1,452	1,310	27.94%	32.53%	29.35%

Source: 2022 American Community Survey 5-Year Estimates, Table B25004; Washington Office of Financial Management 2022 Small Area Estimates Program (SAEP)

In addition, data was provided to the County from Madrona Voices and the Eastsound Water Users Association from a survey of homes in the UGA with reduced or minimal water use at certain times of year. Given this data, as well as input from County staff, planning review commissions, and stakeholders, specific SRO reduction factors were developed for UGAs and by CCD outside of UGAs. The SRO deduction factors are shown below in

Figure 28.

Figure 28
Seasonal, Occasional, and Recreational Use Rates in San Juan County for LCA

Census County Division (CCD)	Seasonal, Recreational, and Occasional Use Reduction Rate
San Juan CCD (outside Friday Harbor)	29%
Orcas CCD	
Eastsound UGA	33%
Outside Eastsound UGA	34%
Lopez CCD (including Waldron, Blakely, and Shaw)	
Lopez Village UGA	20%
Outside Lopez Village UGA	46%
Other	33%

In addition to providing more location-specific rates, these reduction factors also reflect the GMA policy that subsidized affordable housing, which caters to the islands' full-time residents, be concentrated within UGAs, and reflects on-the-ground realities of such housing being developed by Community Land Trusts within UGAs in recent years. Additionally, the County has recently established caps on the quantity of new vacation rental permits available by island. Although this regulation will not affect second home owners, it may reduce the number or share of vacation rentals in San Juan County over this planning period. However, in the interest of a conservative estimate and to ensure that the reduction in year-round housing resulting from SRO uses is adequately captured in the LCA, the recent vacation rental caps were not taken into account when developing these reduction factors.

Income Band Classifications

As discussed earlier in this report, updates to the GMA resulting from HB1220, now codified in RCW 36.70A.070(2)(a) and (c), require that jurisdictions also plan and show land capacity for sufficient housing units to meet the projected need at all income levels over the planning period. This classification of land capacity by income band is tied to housing types. The table below, from

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Commerce's August 2023 "Guidance for Updating Your Housing Element," shows the connection between land use, housing type, and potential income band served.

Figure 29
Department of Commerce Guidance on Relating Land Use to Income Bands

Zone category	Typical housing types allowed	Lowest potential income level served		Assumed affordability level for capacity analysis
		Market rate	With subsidies and/or incentives	
Low Density	Detached single family homes	Higher income (>120% AMI)	Not typically feasible at scale*	Higher income (>120% AMI)
Moderate Density	Townhomes, duplex, triplex, quadplex	Moderate income (>80-120% AMI)	Not typically feasible at scale*	Moderate income (>80-120% AMI)
Low-Rise Multifamily	Walk-up apartments, condominiums (2-3-floors)	Low income (>50-80% AMI)	Extremely low and Very low income (0-50% AMI)	Low income (0-80% AMI) and PSH
Mid-Rise Multifamily	Apartments, condominiums	Low income (>50-80% AMI)	Extremely low and Very low income (0-50% AMI)	Low income (0-80% AMI) and PSH
ADUs (all zones)	Accessory Dwelling Units on developed residential lots	Low income (>50-80% AMI)	N/A	Low income (>50-80% AMI) – Group with Low-Rise and/or Mid-Rise Multifamily

Source: Washington Department of Commerce, "Guidance for Updating Your Housing Element" (August 2023)

Given San Juan County's unique housing environment, where Community Land Trust (CLTs) provide the majority of subsidized affordable housing units, this framework was used as a starting point and adjusted to reflect on-the-ground realities. Although subsidized affordable housing across the state is primarily provided through multifamily apartments built using the Low-Income Housing Tax Credit and other incentives and funding programs, many CLT projects in San Juan County are made up of smaller detached or attached units at low- and moderate-densities. For example, several projects currently in development or recently completed are providing units at 80 percent AMI or even lower at densities between 4 and 12 units per acre. Additionally, little to no apartment construction has occurred in the County for at least 20 or more years. Therefore, the categorization of potential units by income band was modified in various ways to reflect both the potential for apartments to be built in some UGA areas which allow sufficient density as well as the potential for continued provision of subsidized housing at lower densities by CLTs, as detailed below.

Pending Units

Commerce's housing unit targets generated by the HAPT (see "Housing Needs" on p. 3) use a 2020 baseline. As a result, all units built since 2020 or currently in the development pipeline count towards the County's 2020-2045 housing target. County staff provided building permit data for units built since 2020 and current permits. In addition, staff provided details on several Community Land Trust (CLT) projects in development, and the Eastsound and Lopez Planning

Review Commissions provided feedback on pending units as well. The tables below show the pending parcel counts, income band classifications that the units are expected to serve, and other details.

Eastsound UGA

In Eastsound, there are two CLT projects in development by Opal Community Land Trust – 10 units at Kidder Way, which will serve households earning 80-120% AM,I and 20 units at the Cottages at Pea Patch, which will serve households earning 80% AMI or below. There are also 41 units at April's Grove serving households earning under 80% AMI completed in 2021. The categorization of single-family, middle housing, and ADUs follows the Commerce guidance shown above. For manufactured homes, LCG analyzed a number of units sold over the past several years in San Juan County. The average manufactured home was selling for about 82 percent AMI, so these units are categorized in the 80-120% AMI category.

Figure 30
Eastsound UGA Pending Units (Built since 2020 and pipeline) with Income Band

Project Type	Number of Projects	Number of Units	Income Band
Single-Family Residential	13	13	120% AMI +
Manufactured Home	12	12	80-120% AMI
Middle Housing (2-5 units)	3	10	80-120% AMI
ADU	2	2	0-80% AMI
Community Land Trust (Low-Income)	2	61	0-80% AMI
Community Land Trust (Moderate-Income)	1	10	80-120% AMI

Lopez Village UGA

In Lopez Village, one CLT project by Housing Lopez is in development at Lopez Village North. Currently 15 units are under construction but the multi-phase project is expected to have 45 units by the end of this 20-year planning horizon.

Figure 31
Lopez Village UGA Pending Units (Built since 2020 and pipeline) with Income Band

Project Type	Number of Projects	Number of Units	Income Band
Single-Family Residential	4	4	120% AMI +
Manufactured Home	7	7	80-120% AMI
Middle Housing (2-8 units)	1	8	80-120% AMI
Community Land Trust	1	45	0-80% AMI

Activity Centers (LAMIRDS) and Rural Areas

In Activity Centers, there has been some single-family, manufactured housing, and triplex development since 2020 and some in the pipeline, in Rosario, the Rural Eastsound Subarea, Deer Harbor, and Orcas Village.

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Figure 32

Activity Center (LAMIRDS) Pending Units (Built since 2020 and pipeline) with Income Band

Project Type	Number of Projects	Number of Units	Income Band
Single-Family Residential	39	39	120% AMI +
Manufactured Home	6	6	80-120% AMI
Middle Housing (2-8 units)	1	3	80-120% AMI

In Rural Areas, there have been 272 units built since 2020, and there are 292 permits issued in the pipeline for residential development. Per Commerce guidance and the GMA, these units in rural areas are categorized in the high-income (120% AMI+) category.

Land Capacity

The tables below show the land capacity for housing units by land use designation in UGAs, Activity Centers, and Rural Areas. The total unit capacity was calculated using the vacant, partially-used, and redevelopable parcel acreage (after removing critical areas and market factor deductions), density assumptions, and seasonal, occasional, and recreational use factors discussed throughout this report. The total capacity and associated income band are shown by land use designation for each area.

Eastsound UGA

In Eastsound, low-density residential is assumed to serve higher-income households. The ER4P, ER4-12, VC, VCL, and VR/I land use designations allow a variety of housing types including duplexes and townhomes which can serve middle-income households. Therefore, these areas have a base assumption of serving the 80-120% category. Additionally, these are the areas in which Community Land Trusts have been constructing projects in recent years, so a portion of capacity was assigned to the 0-80% band to reflect continued CLT activity in these areas. ER4P is a less dense designation but does allow for an affordable housing density bonus, so a smaller amount of affordable capacity was assumed in this area. Finally, VC and VCL allow up to 40 units per acre which falls into the density category which can serve lower-income households per Commerce guidance. Although units of this density have not been built recently, the potential for affordable units was increased slightly in these areas to reflect this potential for multifamily units during the planning period assuming state or other forms of subsidy were available.

Figure 33

Unit Capacity and Income Band Classification in Eastsound UGA

Land Use Designation	Net Unit Capacity	Market-Rate Category	Assumed Affordable %	Market-Rate Units	Affordable Units (0-80%)
ER1	0	120% +	0%	0	0
ER1P	5	120% +	0%	5	0
ER2	15	120% +	0%	15	0
ER2P	11	120% +	0%	11	0

ER412	58	80-120%	50%	29	29
ER4P	52	80-120%	10%	47	5
M	2	80-120%	0%	2	0
VC	62	80-120%	65%	22	40
VCL	12	80-120%	65%	4	8
VR/I	98	80-120%	50%	49	49
Airport 2	0	120% +	0%	0	0
Airport 3 Inner	2	120% +	0%	2	0
Airport 3 Outer	19	80-120%	25%	14	5
Airport 4	4	80-120%	0%	4	0

Lopez Village UGA

In Lopez Village, the LVR area allows a wide variety of housing types, including apartments, middle housing typologies, and single-family homes. Additionally, Community Land Trust projects have occurred recently in this land use designation. As a result, half of the LVR capacity assigned to 0-80%, and the remainder split between 80-120% and 120%+ income bands to reflect these various potential housing types. The LVC area has a limited capacity of 19 units, which were assigned to the 0-80% category given the emphasis on higher density in that area of the Village.

Figure 34
Unit Capacity and Income Band Classification in Lopez Village UGA

Land Use Designation	Net Unit Capacity	120%+ Units	80-120% Units	0-80% Units
LVC	19	0	0	19
LVR	278	69	69	140

LAMIRDS and Rural Areas

In LAMIRDS, land use designations which only allow single-family development were assigned to the 120%+ category. Areas where duplexes are also allowed were assigned to the 80-120% category, following Commerce guidance. In addition, there are some areas with affordable housing density bonuses, as discussed earlier in this report in the discussion of densities. Based on recent trends, it was assumed that 10% of the acreage of these areas may see affordable housing developed using the density bonus. Because the density bonus increases the allowed density by four to six times, this translates to a 31-53 percent share of units in those areas which would be affordable, since there would be denser development allowed in areas with the affordability bonus. Therefore, a small number of units were assigned to the 0-80% category following this distribution, as shown below in Figure 35.

Figure 35
Unit Capacity and Income Band Classification in Activity Centers (LAMIRDS)

Area	Land Use Designation	Net Unit Capacity	Market-Rate Category	Affordable %	Market-Rate Units	Affordable Units
Deer Harbor	HC	0	80-120%	50%	0	0

Deer Harbor	HI	0	120% +	0%	0	0
Deer Harbor	HR	15	80-120%	50%	7	7
Doe Bay	ACT - Doe Bay	3	120% +	71%	1	2
Island Center Lopez	IC (Lopez)	2	80-120%	0%	2	0
Island Center Orcas	IC (Orcas)	5	80-120%	0%	5	0
Marine Center	MC	4	120% +	0%	4	0
Olga	OLGA	3	80-120%	50%	2	2
Orcas Village	OVC	0	120% +	0%	0	0
Orcas Village	OVR2	4	120% +	0%	4	0
Picnic AC	ACT - Picnic AC	2	120% +	0%	2	0
Rosario	2 BDD	22	120% +	33%	15	7
Rosario	ACT - Rosario	14	120% +	50%	7	7
Rural Eastsound Subarea	CCC	0	120% +	0%	0	0
Rural Eastsound Subarea	ER	6	120% +	0%	6	0
Rural Eastsound Subarea	ER4P	64	80-120%	0%	64	0
Rural Eastsound Subarea	ERR	5	80-120%	0%	5	0
Rural Eastsound Subarea	ERRP2	29	80-120%	0%	29	0
Rural Eastsound Subarea	SP	0	120% +	0%	0	0

In rural areas, capacity was generally considered to take the form of single-family units, which serve higher-income households per Commerce guidance. However, as discussed above, there are also a significant amount of mobile or manufactured homes in San Juan County. An analysis of County assessor data indicates that in the AG, FOR, RF, and RR land use designations, mobile or manufactured homes make up between 8 and 14 percent of existing units. Applying these shares to future capacity in those land use designations resulted in a small share of rural capacity being assigned to the 80-120% category, as shown below.

Figure 36
Unit Capacity and Income Band Classification in Rural Areas

Land Use Designation	Zone Description	Net Unit Capacity	% Mobile Home	SF Capacity (120%+)	MH Capacity (80-120%)
AG	Agricultural Resource Lands	117	12%	104	14
C	Conservancy	45	0%	45	0
FHUA	Friday Harbor Unincorporated UGA	0	0%	0	0
FOR	Forest Resource Lands	95	14%	82	13
LGRA	Lopez Village Growth Reserve Area	1	0%	1	0
RFF	Rural Farm-Forest	1,318	11%	1,169	148
RG	Rural General Use	0	0%	0	0
RI	Rural Industrial	0	0%	0	0
RR	Rural Residential	219	8%	202	17

Other Assumptions

In addition to pending units and the land capacity by land use designation shown above, several additional housing types and areas were considered in this capacity analysis. Per Commerce guidance, ADU capacity was considered as a potential middle-income housing typology, as well as future housing units in master planned resort areas and the potential for a San Juan County-specific form of affordable housing, rural residential clusters.

ADUs

Per Commerce guidance, ADUs can provide housing affordable to moderate and lower-moderate income households (earning 50-80% AMI). ADUs are widely allowed throughout the County and there has been an increase in ADU permitting in recent years, as shown below in

Figure 37.

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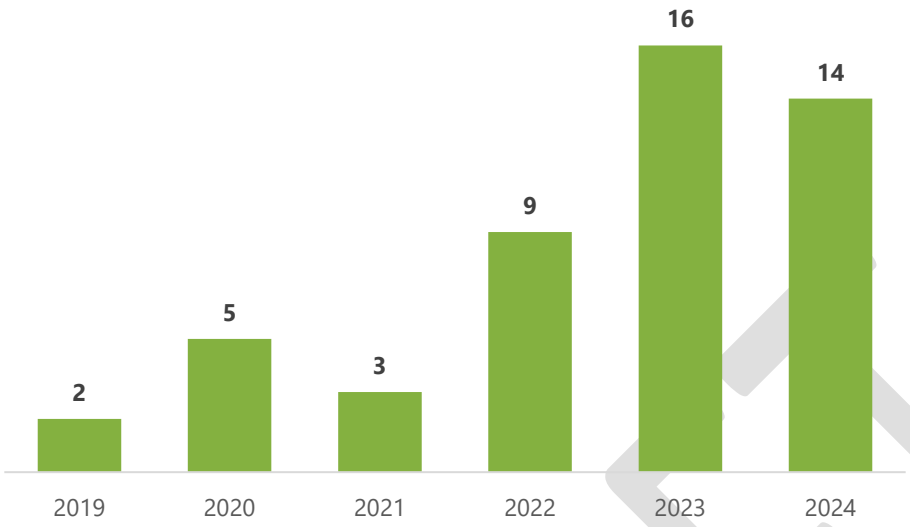
Figure 37
ADU Permits in San Juan County, 2019-2024



Source: San Juan County Permit Data

Eastsound UGA

In Eastsound, ADUs are allowed in ER1, ER2, ER 4, ER 4-12, M, SLI, VC, VCL, and VR/I land use designations. In total, there are 403 parcels where an ADU could be developed within these areas. This number was multiplied by a 5 percent potential participation rate, as suggested by Commerce guidance, to represent that only a small number of potential property owners will choose to build an ADU over the planning horizon. This results in a total capacity of 20 ADUs in the Eastsound UGA.

Lopez Village UGA

In Lopez Village, there are a total of 88 parcels where ADUs could be developed. Initially, a similar assumption of 5 percent participation was assumed, for a total capacity of 4 ADUs over the planning horizon. However, feedback from the Lopez Village Planning Review Commission indicated that ADUs have been developed more rapidly in recent years, and there has been increasing interest. Therefore the average of 0.875 ADUs per year in the village since 2016 was multiplied by 20 years for a total ADU capacity of 17.5 ADUs in the Village over the planning horizon.

Activity Centers (LAMIRDS) and Rural Areas

In Activity Centers, in land use designations where ADUs are allowed (HC, HR, ACT, RFF in Island Center, OLGA, 2BDD, CCC, ER, ER4P, ERR, ERRP2, and SP), a similar capacity analysis was conducted, again assuming a 5 percent participation rate, for a total capacity of 28 ADUs in Activity Centers.

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In rural areas, ADUs are allowed on lots of 10 acres or more in Agricultural Resource Lands, on lots of 20 acres or more in Forest Resource Lands, and on lots of 5 acres or more in other rural areas. Taking the number of lots meeting these size requirements and assuming a 5 percent uptake rate would result in a capacity for 263 ADUs in rural areas. However, the San Juan County Code limits ADUs in rural areas to 12% of the total building permits for the previous year. This would represent a cap of 160 ADUs over the planning horizon, so the ADU capacity in rural areas was reduced to 160.

ADU Totals

The table below in Figure 38 shows the total ADU capacity for the County. Per Commerce guidance, ADUs cannot make up more than 10 percent of total Countywide capacity. As shown, the capacity for 225 ADUs represents 7.8 percent of total countywide capacity. These units are assigned to the 50-80% AMI income band per Commerce's guidance for moderate-income communities.

Figure 38
ADU Capacity in San Juan County, 2020-2045, for LCA

Area	ADU Capacity
Eastsound UGA	20
Lopez Village UGA	17
SAC/LAMIRD	28
Rural	160
Total	**225**
% of Countywide Capacity	*7.8%*
not to exceed 10% per Commerce	

Master Planned Resorts

San Juan County has three master planned resort areas – Rosario, Roche Harbor, and West Beach Resort. These areas have master plans which contain approved numbers of potential new units. In total, there is the potential for about 150-200 units that have been approved based on these master plans, according to County staff. However, many of these may be vacation rentals and there have also been ownership issues with Rosario in recent years. As a result, no additional units in the Rosario MPR area were considered for this analysis. West Beach is a small areas and unlikely to develop year-round housing so was excluded from this analysis as well.

In 2022, Roche Harbor submitted a proposal to the County for 48 new units, including 24 long term affordable units for employees of the resort and other island residents. Although this indicates that there is some potential for moderate-income units in the Roche Harbor MPR land use designation, the resort has indicated that critical areas and other constraints make development on their existing parcels challenging, so no unit capacity in the Roche Harbor MPR area was assumed in this analysis.

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Rural Residential Clusters

San Juan County Code 18.36.230 contains a provision for affordable housing serving households earning 80% AMI and below in rural areas through cluster development. There is a maximum of 12 units per development, and a cap of 100 total units countywide per decade. Since 2006, there have been four developments built. The current cluster development that is under construction has six units. For this capacity analysis, 40 units in Rural Residential Clusters were assumed for the 2020-2045 planning horizon, serving households earning 80-120% AMI.

Results and Totals

Housing Units

The tables below show targets and totals by income band for both UGAs and for Activity Centers and rural areas, as well as a table showing Countywide targets and totals (excluding Friday Harbor)

Figure 39
Eastsound UGA Housing Needs and Capacity, 2020-2045

Income Band	Housing Needs	Aggregated Housing Needs	Pending Units	Remaining Needs	Total Capacity	Surplus/ Deficit
0-30 PSH	15					
0-30 Non PSH	175	445	63	382	156	**(227)**
30-50	150					
50-80	106					
80-100	35	70	32	38	171	**133**
100-120	35					
120+	0	0	13	-13	33	**46**
Total	**515**	**515**	**108**	**407**	**359**	**(48)**

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Figure 40
Lopez Village UGA Housing Needs and Capacity, 2020-2045

Income Band	Housing Needs	Aggregated Housing Needs	Pending Units	Remaining Needs	Total Capacity	Surplus/ Deficit
0-30 PSH	7	220	45	175	175	**0**
0-30 Non PSH	83					
30-50	81					
50-80	49					
80-100	12	24	15	9	69	**60**
100-120	12					
120+	0	0	4	-4	69	**74**
Total	**244**	**244**	**64**	**180**	**314**	**134**

Figure 41
Activity Centers (LAMIRD) and Rural Housing Needs and Capacity, 2020-2045

Income Band	Housing Needs	Aggregated Housing Needs	Pending Units	Remaining Needs	Total Capacity	Surplus/ Deficit
0-30 PSH	0	213	0	213	213	**0**
0-30 Non PSH	0					
30-50	0					
50-80	213					
80-100	173	348	9	339	347	**8**
100-120	175					
120+	943	943	603	340	1,641	**1,301**
Total	**1,504**	**1,504**	**612**	**892**	**2,201**	**1,308**

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Figure 42
Total San Juan County (Excluding Friday Harbor) Housing Needs and Capacity, 2020-2045

Income Band	Housing Needs	Aggregated Housing Needs	Pending Units	Remaining Needs	Total Capacity	Surplus/ Deficit
0-30 PSH	22	879	108	771	544	**(227)**
0-30 Non PSH	258					
30-50	231					
50-80	368					
80-100	220	442	56	386	587	**201**
100-120	222					
120+	943	943	620	323	1,743	**1,420**
Total	**2,264**	**2,264**	**784**	**1,480**	**2,874**	**1,394**

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Employment

The table below shows the results of the employment capacity analysis using the vacant, redevelopable, and partially-used acreage, critical areas, market factor reductions, and job density assumptions discussed previously in this report.

Figure 43

San Juan County (Excluding Friday Harbor) Employment Targets and Capacity, 2020-2044

CCD	Employment Target	Employment Capacity	Surplus
San Juan Island CCD (less Friday Harbor)	**938**	**1,907**	**970**
Rural Areas		1,907	1,907
Orcas Island CCD	**494**	**1,238**	**743**
Eastsound UGA	247	781	534
Activity Centers		457	457
Lopez Island CCD	**67**	**9,633**	**9,565**
Lopez Village UGA	34	432	398
Rural Areas		9,201	9,201
Countywide Total (less Friday Harbor)	**937**	**12,778**	**11,841**

Discussion & Proposed Land Use Changes

Summary of Results

Housing

As shown above in

Figure 42, San Juan County is showing an overall surplus in housing unit capacity, but a deficit in capacity for units serving lower incomes (0-80% AMI). As a result, the GMA and Commerce Guidance require that the County increase capacity for housing types that can serve these income bands. Housing types that can serve these income bands are primarily considered to be multifamily, although in San Juan County, Community Land Trust developments are also serving these income categories. Figure 39 shows that the County's deficit in lower-income units is contained within the Eastsound UGA. In order to address this deficit, County staff, Otak, and

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Leland Consulting Group worked with the Eastsound Planning Review Committee (EPRC), San Juan County Planning Commission, and San Juan County Council in late 2024 and early 2025 to analyze and propose both densification and expansion in the Eastsound UGA to provide sufficient capacity to meet County targets for low- and moderate-income households.

Employment

As shown above in Figure 43, the County and UGAs have sufficient land capacity to meet and exceed employment targets, so no land use changes are required from the perspective of land capacity for employment.

Proposed Eastsound UGA Land Use Changes

UGA Upzoning

Two areas of the UGA were selected for densification, based on prevalence of vacant, partially-used, and redevelopable parcels, lack of critical areas, adjacency to higher-density areas, and input from the EPRC, Planning Commission, and Council. These areas are shown below in

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Figure 44.

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Figure 44

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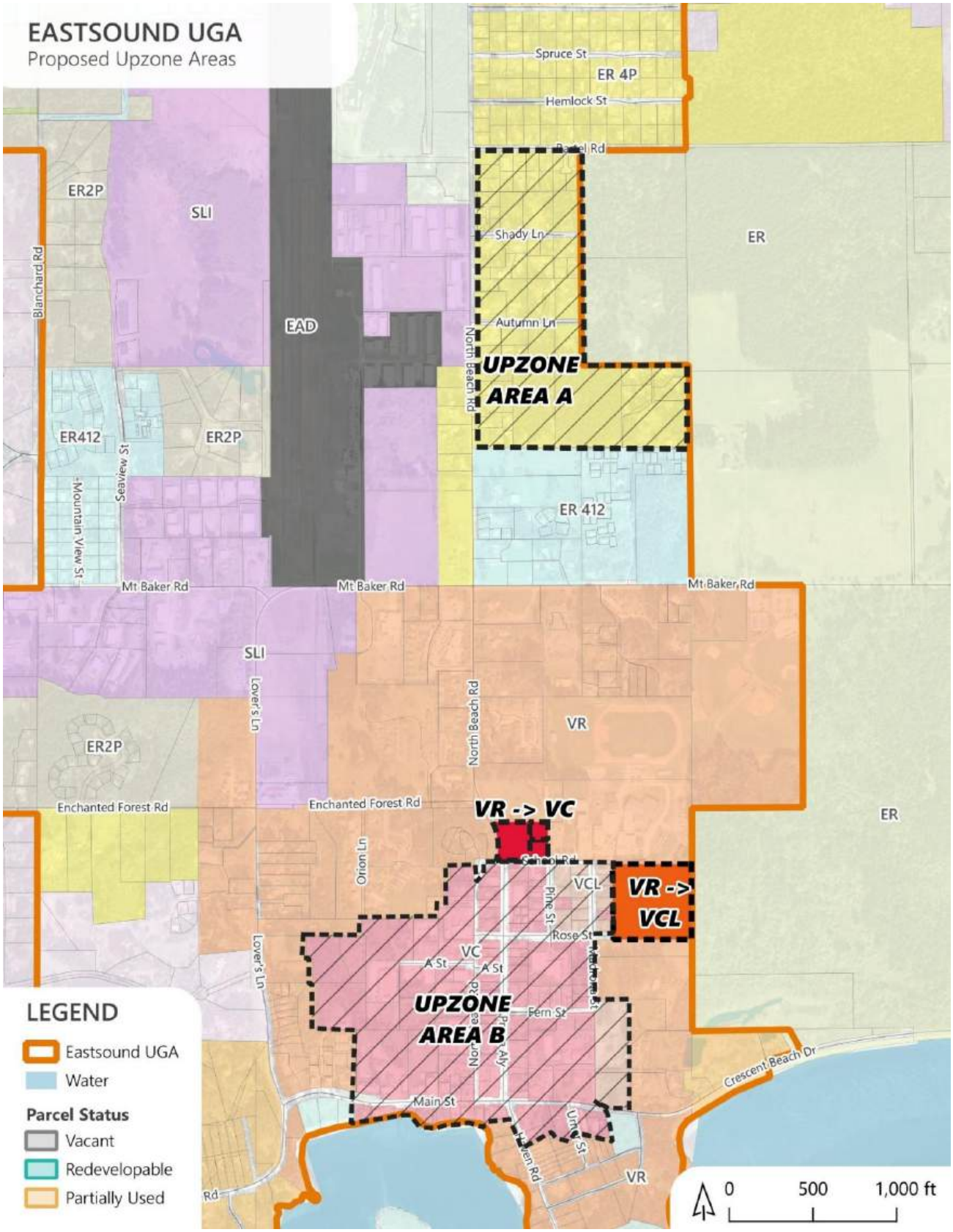
Eastsound UGA Proposed Upzone Areas



Upzone Area A comprises part of the Eastsound Residential – 4 units/acre (ER4P) area in the northeast of the UGA. Following Council direction, the analysis of increased density in Upzone Area A was limited to the area east of North Beach Road between Bartel Road and Twigs Lane. This area currently allows 4 units per acre but is immediately adjacent to an area south of Twigs Lane which allows 12 units per acre. Extending the ER412 land use designation north to include this area would increase capacity for units serving low-income households by **39** additional units.

The VC and VCL land use designations currently allow up to 40 units an acre, but the minimum density is 4 units per acre. The team analyzed the implications of restricting low density single-family development in this area by increasing the minimum density to 12 units per acre. Based on assumptions made in the LCA process, this would add capacity for an additional 28 units of housing that could serve low-income households. Following Council direction, four vacant parcels adjacent to the VC designation were also considered for rezoning from VR to VC or VCL, shown in red and orange, respectively, on the map in

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Figure 44. These parcels would add capacity for an additional **20** units of low-income housing.

In total, these upzones within the UGA would add capacity for 114 total units, 89 of which could serve households earning 0-80 percent AMI. This additional capacity from densification is not sufficient to address the 227-unit deficit at 0-80 percent AMI shown above in

Figure 42.

WAC 365-196-310(4)(b)(4) states:

> *If future growth forecasts exceed current capacities, counties and cities should first consider the potential of increasing capacity of existing urban areas through allowances for higher densities, or for additional provisions to encourage redevelopment. If counties and cities find that increasing the capacity of existing urban areas is not feasible or appropriate based on the evidence they examine, counties and cities may consider expansion of the urban growth area to meet the future growth forecast.*

Following this guidance, before considering UGA expansion areas, the team analyzed the potential for increased densities in Lopez Village to potentially address some of the deficit. However, the majority of vacant and redevelopable land in Lopez Village, particularly in the central area with the Commercial land use designation where denser housing may be appropriate, is highly environmentally constrained, and the overall land supply is limited, as shown below in

Figure 45. Additionally, input from the Lopez Village Planning Review Committee indicated numerous known deed restrictions on some of the larger available parcels which preclude further densification. Even with additional development capacity in Lopez Village, development there is unlikely to substantially address the County's deficit of over 200 units serving low-income households, both because development is unlikely to occur at high enough densities, and because

the Lopez Island housing market operates separately from the Orcas Island, where the deficit has been identified.

Figure 45
Lopez Village UGA Critical Areas and Land Capacity Analysis Parcel Classifications

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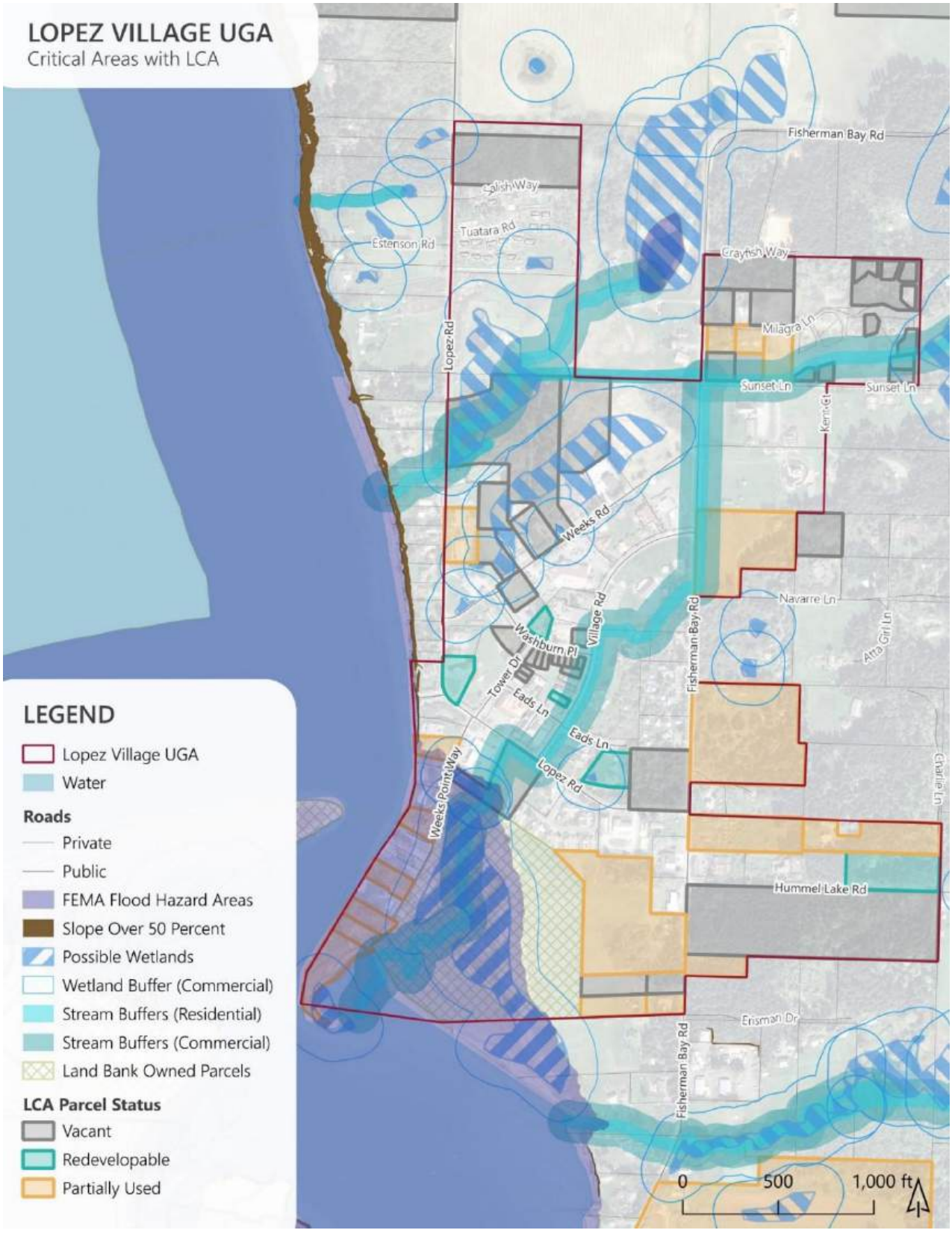
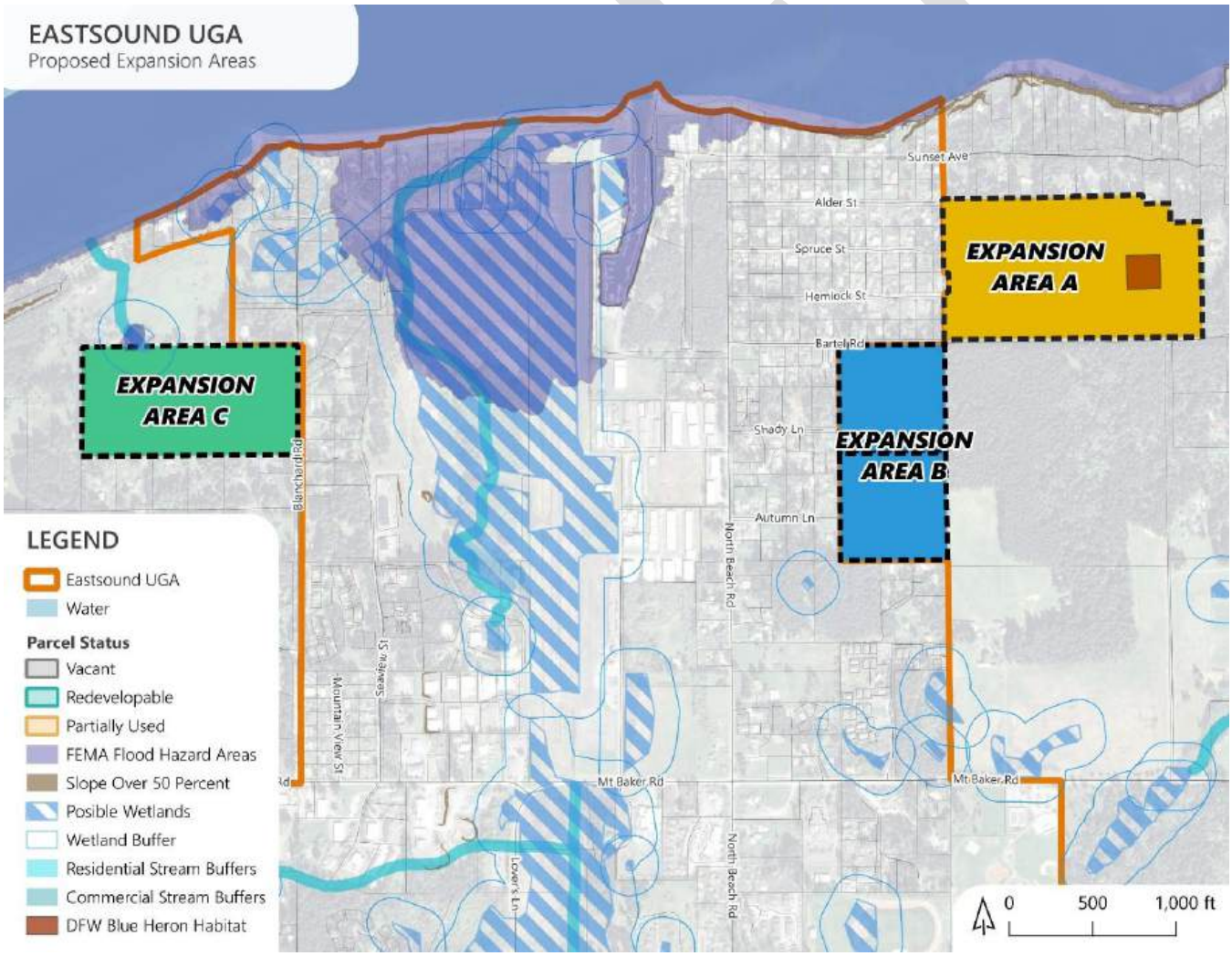

LOPEZ VILLAGE UGA
Critical Areas with LCA
LEGEND
Lopez Village UGA
Water
Roads
Private
Public
FEMA Flood Hazard Areas
Slope Over 50 Percent
Possible Wetlands
Wetland Buffer (Commercial)
Stream Buffers (Residential)
Stream Buffers (Commercial)
Land Bank Owned Parcels
LCA Parcel Status
Vacant
Redevelopable
Partially Used
Fisherman Bay Rd
Splish Way
Tuatara Rd
Estenson Rd
Crayfish Way
Lopez Rd
Milagra Ln
Sunset Ln
Sunset Ln
Kemple
Weeks Rd
Navarre Ln
Village Rd
Washburn Pl
Tower Dr
Eads Ln
Eads Ln
Fisherman Bay Rd
Atta Girl Ln
Weeks Point Way
Lopez Rd
Charlie Ln
Hummel Lake Rd
Erisman Dr
Fisherman Bay Rd
0
500
1,000 ft

UGA Expansion

Given that the proposed upzoning outlined above does not sufficiently address the County's deficit at 0-80 percent AMI, and the lack of potential to increase density in Lopez Village, the team analyzed the potential to address the remaining capacity shortfall through limited UGA expansion in Eastsound. A number of areas were considered, based on proximity to the UGA boundary, availability of vacant land, property ownership, and size. Through an iterative process with the Eastsound Planning Review Commission, County Planning Commission, and staff, three proposed expansion areas have been identified. Together with the upzoning described previously, these areas will provide sufficient capacity for the County to reach its targets for low- and moderate-income housing capacity. These areas are shown below in

Figure 46.

Figure 46
Eastsound UGA Proposed Expansion Areas



Area A

Immediately to the east of the UGA along Bartel Road is a parcel owned by the OPAL community land trust, labeled ”Expansion Area A” above. The parcel is at least partially served by utilities and OPAL has expressed a desire to develop affordable housing on this parcel in the past. The Comprehensive Plan project team met with OPAL regarding their potential development densities on this parcel, indicating 6 dwelling units/acre, which means that over the 20-year period, this parcel could potentially accommodate up to **107** additional units serving low-income households earning 80 percent Area Median Income or below, as well as 36 additional units at 80-120 percent AMI, based on OPAL’s estimates of the income levels they are serving in their developments. Staff are continuing to investigate the existing and potential future infrastructure needed to support development on this parcel.

Blue heron habitat considerations

Comments provided to the County by the Department of Fish and Wildlife (DFW) indicated the presence of blue heron habitat on the OPAL parcel. Their publicly available dataset indicates that 10 nests were present in 1991, with no nests found in 2004, though the habitat was still intact. The DFW mapped habitat area is shown above in the map in

Figure 46. Reviewing County guidelines for critical areas in SJCC 18.35.115, a buffer of 200 feet is required around blue heron nests, and construction must be limited to non-nesting months within ¼ mile radius. The DFW’s polygon has a width of 200 feet, though it is not clear if this is the buffer around the habitat site, or if an additional buffer would be required. The polygon as currently mapped is 0.9 acres in area. As the County moves forward in this process, further study of this area will likely be necessary to determine if the nests or habitat are still present, and more detailed mapping would be required to determine the impact on future development. The presence of this habitat may impede the potential to fully develop the parcel, but even with an additional buffer added around this polygon, there is likely still substantial capacity for housing on the remainder of the parcel.

Area B

Area B is comprised of two parcels in a ”cutout” of the eastern side of the UGA under one property owner, and if upzoned to ER412, could provide capacity for **40** units serving 0-80 percent AMI households.

Area C

Area C has reportedly been recently cleared of trees and is adjacent to Blanchard Road, which has more capacity at present then Bartel Road. This area, if upzoned to ER412, could provide capacity for **45** additional low-income units.

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Conclusion

Taken together, the land use changes and UGA expansions detailed above increase the capacity for units serving households earning 0-80 percent AMI in the Eastsound UGA by 278 units. This results in a surplus of 52 units at this income level in the UGA.

Figure 47 below shows the results of the revised countywide UGA incorporating the Eastsound upzoning and expansion proposals (with the original deficit shown for reference).

Figure 47
San Juan County Land Capacity Analysis by Income Band with Land Use Revisions

Income Band	Housing Needs	Aggregated Housing Needs	Pending Units	Remaining Needs	Total Capacity	Revised Surplus/ Deficit	Original Surplus/ Deficit
0-30 PSH	22						
0-30 Non PSH	258	879	108	771	822	**52**	**(227)**
30-50	231						
50-80	368						
80-100	220	442	56	386	669	**282**	**201**
100-120	222						
120+	943	943	620	323	1,743	**1,420**	**1,420**
Total	**2,264**	**2,264**	**784**	**1,480**	**3,234**	**1,754**	**2,874**

Figure 48 below shows details of the additional housing units at each income band generated by each proposed land use change and expansion described previously.

Figure 48
Detail of Increased 0-80% AMI Housing Capacity Resulting From Proposed Changes in Eastsound UGA

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Area	Parcel Number	Change	Net New Units 0-80%	80-120%	120% +
Eastern VR addition	271414003000	Change zoning from VR to VCL	15	4	0
Northern VR addition	271414021000	Change zoning from VR to VC	3	1	0
Northern VR addition	271414023000	Change zoning from VR to VC	1	1	0
Northern VR addition	271414024000	Change zoning from VR to VC	1	0	0
OPAL Parcel (Expansion Area A)	271223009000	Add to UGA at 6 du/ac assumed density	107	36	0
Eastern Upzone Area		Change zoning from ER4P to ER412	39	4	0
VC/VCL		Increase VC/L min density from 4 to 12 du/ac	28	15	0
Eastern "Cutout" Parcels (Expansion Area B)	271141001000	Add to UGA with ER412 density	20	20	0
Eastern "Cutout" Parcels (Expansion Area B)	271141002000	Add to UGA with ER412 density	20	20	0
NW "Cleared" Parcel (Expansion Area C)	271132003000	Add to UGA with ER412 density	45	44	0
		Total Capacity	**279**	**145**	**0**
		Initial Surplus/Deficit	**-227**	**133**	**46**
		Revised Surplus/Deficit	**52**	**278**	**46**

In addition to housing, the rezoning of four parcels from VR to VC or VCL will have a minor effect on the employment capacity in the county, increasing the employment capacity in the Eastsound UGA from 781 jobs to 804, as shown below in

Figure 49.

Figure 49
Revised San Juan County Employment Capacity with Proposed Eastsound Rezoning, 2020-2045

	Employment Target	Employment Capacity	Revised Surplus	Original Capacity	Original Surplus
San Juan Island CCD (less Friday Harbor)	**938**	**1,907**	**970**	**1,907**	**970**
Rural Areas		1,907	1,907	1,907	970
Orcas Island CCD	**494**	**1,260**	**766**	**1,238**	**743**
Eastsound UGA	247	804	557	781	534
Activity Centers		457	457	457	457
Lopez Island CCD	**67**	**9,633**	**9,565**	**9,633**	**9,565**
Lopez Village UGA	34	432	398	432	398
Rural Areas		9,201	9,201	9,201	9,201
Countywide Total (less Friday Harbor)	**937**	**12,800**	**11,864**	**12,778**	**11,841**

No single expansion or upzoning is sufficient to address the deficit of housing units serving 0-80 percent AMI, but by adopting all of these land use changes and UGA expansions concurrent with this Comprehensive Plan Update, San Juan County can demonstrate sufficient capacity to meet its state-designated targets for housing at all income levels over the next 20 years. Each of these upzoning and expansion areas has its own unique challenges and opportunities. A combination of all of these options can provide both capacity for the County to reach its housing targets as well as

a sufficient buffer to account for varied property ownership, environmental constraints, and other barriers to development which may arise.

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JOINT PLANNING POLICIES WITH THE TOWN OF FRIDAY HARBOR

2

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Figure 1 Town of Friday Harbor Watershed Area (Trout Lake). 13

APPENDIX 2. JOINT PLANNING POLICIES WITH THE TOWN OF FRIDAY HARBOR

Policies for Designation of the Friday Harbor Urban Growth Area

Goal: The Town and County shall cooperatively and jointly determine the Friday Harbor Urban Growth Area (FHUGA).

Policies

1. The criteria for determining the FHUGA should include the following:
    a. Existing areas characterized by urban development or able to support urban levels of development; and
    b. The proximity to the Town of Friday Harbor corporate limits of areas characterized by urban development or ability to support urban levels of development; and
    c. The presence of designated critical areas and resource lands, and other lands with limited development capability as defined in a land use inventory conducted in accordance with the "Policies for Joint County and Town Planning," *below*; and
    d. Other natural or topographic features which may serve to define the boundaries of the FHUGA.
2. The Town and County should agree on the 20-year population forecast for San Juan Island to be used for the purpose of growth management planning. The 20-year population forecast should, at a minimum, consider both the State Office of Financial Management projections and seasonal fluctuations in population which are characteristic of the Town and County.
3. The Town and County should jointly determine the portion of the 20-year population forecast which should be allocated to the FHUGA.
4. Based on the evaluation called for in Policies 1 through 3, the Town and County should jointly determine the amount of land necessary to support the population allocation and its capacity for residential and non-residential uses.

5. The Town and County should jointly identify additional commercial and other non-residential uses required to serve rural areas outside the FHUGA, but required to be located within the FHUGA, and determine the amount of land necessary to support those uses.
6. Based on the results of Policies 1 through 5, the Town and County should jointly determine the preliminary boundary of the FHUGA.
7. The Town and County should jointly define the levels of service necessary to support urban levels of development within the FHUGA.
8. The final boundary of the FHUGA should be determined by the Town, County and other service purveyors' abilities to provide urban levels of facilities and services for a 20-year planning period.

Policies for Joint County and Town Planning and Promotion of Contiguous and Orderly Development

The following policies are intended to provide guidance in development of comprehensive, consistent and coordinated plans for the FHUGA. They are intended to ensure that the Comprehensive Plans of the Town and County promote contiguous and orderly development.

General Policies

1. As a component of the Growth Management Act (GMA) implementation, the Town and County should prepare a Friday Harbor Urban Growth Area Management Agreement. The Town and County agree to jointly formulate and adopt goals, policies and standards which will be the basis for all planning decisions within the FHUGA.
2. The development review process defined by the FHUGA Management Agreement should be uniform and predictable in techniques, terminology, and standards. Subject to the terms of the agreement, final actions within the unincorporated areas of the FHUGA will be made by the County, and final actions within the incorporated area will be taken by the Town.
3. The FHUGA Management Agreement should define the following for the unincorporated portions of the FHUGA:
    a. A process and standards for review of development proposals; and

   b. The extent of use of Developer Extension Agreements (DEA) for the construction of required capital facilities. The DEA should specify the facilities to be constructed, applicable conditions and standards; identify fees for processing and review of facility construction plans and specifications; identify required bonds and assurances; and establish required inspections.

4. County permitting procedures should include notification to the Town Plan Administrator of all development proposed to locate within 1,000 feet of the Friday Harbor municipal boundary. County procedures should also specify a minimum setback for new uses other than residential, forestry or agricultural uses proposed to locate within areas designated as Rural General Use or Rural Farm Forest by the County Comprehensive Plan when such development is proposed to occur on property that abuts area zoned for single-family residential by the Town of Friday Harbor Comprehensive Plan.

5. San Juan County should encourage the conservation of agricultural open space presently existing at those locations at or near the points where Beaverton Valley, Roche Harbor and San Juan Valley Roads cross the Town's municipal boundaries in order to mark and maintain these distinct "edges" between the Town and the rural area of the County.

Annexation

1. The comprehensive plans of the Town and County should contain a section devoted to policies for annexation.

2. Annexation agreements between the Town and property owners within the FHUGA seeking annexation should define the annexation request, phasing, extension of urban services, proposed development, and specific conditions under which the annexation will be considered by the Town.

3. Urban services and capital facilities should be extended to lands within the FHUGA only when those lands are annexed to the Town.

Land Use

1. The County should coordinate a land use inventory for the FHUGA with the Town. The inventory should include agreed upon definitions of land categories, for example "vacant land," "developed land" and "constrained land," and identify such lands. In addition, the inventory should, at a minimum, identify the following:

   a. Lands currently served by Town of Friday Harbor water and sewer services;

   b. Lands within the Town of Friday Harbor's existing water and sewer service areas;

   c. Lands within service areas of public water systems as defined in RCW 70.116;

   d. Lands designated as resource lands or critical areas.

2. The County should consult with the Town in the process of designating other areas of San Juan Island as activity centers and give substantial weight to the Town's concerns regarding impacts to the Town including but not limited to tax base, water, sewer, transportation and other service requirements.

Local Capital Facilities

General Policies

1. The Town and County should jointly develop the portion of the capital facilities element of their respective comprehensive plans which pertains to the FHUGA. The capital facilities element should inventory existing local capital facilities. Capital facilities include, but are not limited to, water, sewer, parks, public buildings, fire protection, public safety, and storm drainage facilities. The inventory should include the type of facility, the age of the facility, level of development, location, capacity, and financial information.
2. The Capital Facilities Element should be designed to serve development envisioned or authorized by the land use classifications of the FHUGA.
3. The Capital Facilities Element should require facilities or facilities improvements to accommodate the impacts of new development to be in place at the time of development, or a financial commitment to be in place to complete the improvements within six years.
4. The Capital Facilities Element should establish capacity and level of service standards for existing and proposed capital facilities in the FHUGA.
5. The Capital Facilities Element should establish criteria for the siting of new capital facilities and utilities which:
    a. Provide for the protection of critical areas and resource lands;
    b. Are consistent with adopted land use regulations; and
    c. Ensure compatibility between capital facilities and residential uses.
6. The Capital Facilities Element should identify the means and methods of financing for expansion or new construction of capital facilities and utilities.

Water Quality and Supply

1. The Capital Facilities Element should include uniform and consistent policies for the protection and enhancement of water supplies.
2. The Capital Facilities Element should require that all new development be contingent upon proof that a water supply is available and adequate for proposed uses.

3. The Capital Facilities Element should provide for the protection of water quality and address public education, stormwater management, and watershed management.
4. The Capital Facilities Element should promote water conservation as a means to ensure protection and availability of water supplies, and include conservation measures which apply to both water supply development and water use.

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.

Policies for Siting and Design of Essential Public Capital Facilities of County or State Wide Significance

Recognizing the diverse essential public facility needs of San Juan County's many islands, following are the policies of the Town and County for addressing the siting and development of essential public capital facilities of county or state-wide significance, including those facilities located within the Shoreline jurisdiction.

1. Essential Public Facilities (EPFs) are facilities that provide a necessary public service as their primary mission, and that are difficult to site. EPFs include those facilities listed in RCW 36.70A.200; any facility that appears on the list maintained by the State Office of Financial Management under RCW 36.70A.200(4); secure community transition facilities as defined in RCW 71.09.020; state education facilities; state or regional transportation

facilities as defined in RCW 47.06.140; general aviation airports; state and local correctional facilities; solid waste handling facilities; in-patient facilities including group homes, substance-abuse and mental health facilities; and facilities determined to be an Essential Public Facility under SJCC 18.30.050 (E).

Essential public capital facilities of county or state-wide significance also include, but are not limited to: passenger and vehicle ferry terminals (public); public elementary and secondary schools; solid waste collection, transfer and disposal facilities; county roads and county docks; county equipment storage and maintenance yards; county septage handling and treatment facilities; primary electrical transmission and distribution system; fire stations and emergency service facilities; public libraries; post offices; parks; county administrative offices; and general aviation airports.

Essential public facilities on San Juan Island include: town streets; town equipment storage and maintenance yards; municipal sewer system; municipal water system and associated watershed; and town hall administrative offices.

Location and Design Policies

2. In coordination with the Town of Friday Harbor, ensure that sufficient lands are available to accommodate essential public facilities (EPFs).
3. On San Juan Island, new public schools and government administrative offices should be located within the Town, its UGA, or other area where adequate water supply and sewage disposal exist without new extensions of urban services.
4. Other facilities should not be located outside the urban growth area unless its operation warrants a rural location.

Location Policies for San Juan Island

5. The Town of Friday Harbor and San Juan County should avoid duplication of facilities and facilities sites when they could reasonably and practically be shared among the two jurisdictions for common or multiple purposes, particularly those that, by their nature, warrant a rural location.
6. The Town and the County should maintain a standing task force of elected and appointed representatives, including representatives of the Port of Friday Harbor as appropriate, to develop specific siting criteria for a given facility, and to analyze and rank potential sites; such analysis must include evaluation of consistency with the applicable comprehensive plan.

7. The Town and the County should ensure that public involvement in siting decisions is fostered to the greatest extent possible by holding public meetings and otherwise distributing information at the earliest possible point in the decision process, in addition to public notices and hearings that may be required by law.

Policies for Other Capital Facilities of County or State Wide Significance

1. The capital facilities elements should require facilities or facilities improvements to accommodate the impacts of new development to be in place at the time of development, or require a financial commitment to be in place to complete the improvements within six years.
2. The capital facilities elements should be designed to achieve consistency with county or state plans and policies for the siting of public capital facilities.
3. Capital facilities element policies should be designed to serve development envisioned or authorized by the comprehensive plans of both jurisdictions.
4. The capital facilities elements should be designed to achieve consistency between both jurisdictions' plans for capital facilities.
5. The capital facilities elements should establish and maintain standards for the level of service for both existing and future public capital facilities.
6. The capital facilities elements should establish criteria for the siting of new public capital facilities which:
    a. Provide for the protection of critical and resource lands; and
    b. Provide for urban services; and
    c. Are consistent with adopted land use regulations and shoreline master program; and
    d. Ensure compatibility between capital facilities and residential uses.
7. The capital facilities elements should identify the timing and methods of financing for expansion or new construction of public capital facilities.

Policies for Transportation Facilities and Strategies

Following are the policies of the Town and County for development of the transportation elements of their comprehensive plans.

1. The transportation elements should be based on an inventory of existing transportation facilities including, but not limited to, airports, marine ports, roads, ferry terminals, marinas, parking facilities, and bicycle, equestrian and pedestrian trails.
2. The transportation elements should require transportation facilities or facilities improvements to accommodate the impacts of the development to be in place at the time of development, or require a financial commitment to be in place to complete the improvements within six years.
3. The transportation elements should be designed to achieve consistency between both jurisdictions' plans for transportation facilities.
4. The transportation elements should establish standards for the level of service for existing and proposed transportation facilities.
5. The transportation elements should contain specific requirements to bring existing facilities into compliance with level of service standards adopted under Policy 4.
6. The transportation elements should identify needs for expansion of transportation systems and facilities. Transportation facilities should be designed to serve development envisioned or authorized by the comprehensive plans of both jurisdictions.
7. The transportation elements should establish criteria for the siting of new transportation facilities which:
    a. Provide for the protection of critical areas and resource lands;
    b. Provide for urban services and capital facilities;
    c. Are consistent with adopted land use regulations; and
    d. Ensure compatibility between transportation facilities and residential uses.
8. The transportation elements should contain strategies designed to encourage conservation.
9. The transportation elements should identify the timing and methods of financing for expansion or new construction of transportation facilities and, at a minimum, include:
    a. An analysis of funding capabilities and revenue sources;

   b. A multi-year financing plan; and

   c. A contingency plan for funding shortfalls.

10. The transportation elements should promote the active involvement of, and coordination with, the Port of Friday Harbor and the State Department of Transportation in developing comprehensive plan policies which affect the Town, County, airport, marina and ferry terminal.

Policies for Affordable Housing

Following are the policies of the Town and County for development of the housing elements of their comprehensive plans.

1. The housing elements should include goals and policies that provide for a wide range of housing development types and densities to meet the housing needs of a diverse population and provide affordable housing choices.
2. The housing elements should include an inventory of existing housing conditions, an assessment of the current and projected need for affordable housing by household type, household income group and housing type.
3. The Town and County should consider the following factors when making decisions regarding land supply for affordable housing:

   a. Overall density goals, goals for resource land conservation and protection of environmentally sensitive areas, and goals for open space and other public uses.

   b. Existing neighborhood character, environmental constraints, and applicable designation, zoning and development regulations.

   c. Varying interests of property owners in terms of timing of development, land use, and financial capability.

   d. Effects on land costs and housing affordability resulting from land supply allocated by the comprehensive plans of both jurisdictions.

4. The housing elements should include policies for preservation and improvement of the existing housing stock.

Policies for Economic Development and Employment

1. The economic development elements of the Town and County comprehensive plans should contain goals and policies to ensure future economic vitality, broaden employment opportunities and meet the needs of projected growth while maintaining environmental integrity.
2. The economic development elements should be aimed at diversifying the economy and employment opportunities in appropriate areas of the County. Economic development policies should implement and be consistent with the County and Town Comprehensive Land Use Plans and Capital Facilities elements.
3. The economic development elements should, at a minimum, include an inventory and assessment of the local economy, an analysis of economic and employment opportunities and options, an economic and employment strategy, and an action plan for implementing the strategy.

Town of Friday Harbor Watershed Management

1. Because the 4,880-acre watershed (*see* Figure 1, *below*) containing the Town of Friday Harbor's water supply occurs largely within the jurisdiction of the County, the County *Plan* and development regulations should provide for notice to be given to the Town Plan Administrator of all development permit applications submitted to the County which affect land within this watershed. For those applications for which the County Code specifies a public and agency comment period, the Town Plan Administrator should be given opportunity to comment.
2. The Town and the County should support public educational efforts regarding best management practices for the protection of water quality.

Analysis of the Fiscal Impacts

The following policies are intended to provide guidance to the Town and County in assessment of the fiscal impacts of implementing their comprehensive plans for San Juan Island:

1. The Town and County comprehensive plans should include an analysis of the fiscal impacts associated with implementing plans, policies and regulations. The analysis should include an inventory of tax bases including:
    a. Sources of tax revenue including property, sales, franchise, hotel/motel, and other taxes;
    b. Regulations and constraints governing the use of each revenue source;
    c. Methods for collecting the revenue from each source; and
    d. Sensitivity of each revenue source to fluctuations.
2. The analysis of fiscal impacts should include an evaluation of the public and private revenues required to fund the costs of public facilities and services resulting from the proposed land use, business activity and level of service standards.
3. The Town and County should each evaluate potential effects of GMA implementation regulations on their respective tax bases and tax revenues with particular attention to the effects on operating and capital budgets; assessed valuation; future debt capacity and assumption of debt.
4. The Town and County should jointly evaluate the potential for distribution of tax and non-tax revenues resulting from the Town's role as a center of commerce and primary point of entry for San Juan Island.
5. The Town and County should jointly enter into a service agreement in accordance with RCW 36.115 to compensate for imbalances in transportation or capital facilities levels of service as defined in the respective comprehensive plans. The basis for this service agreement should be the analysis and evaluation results obtained from Policies 2 and 4 of this section.

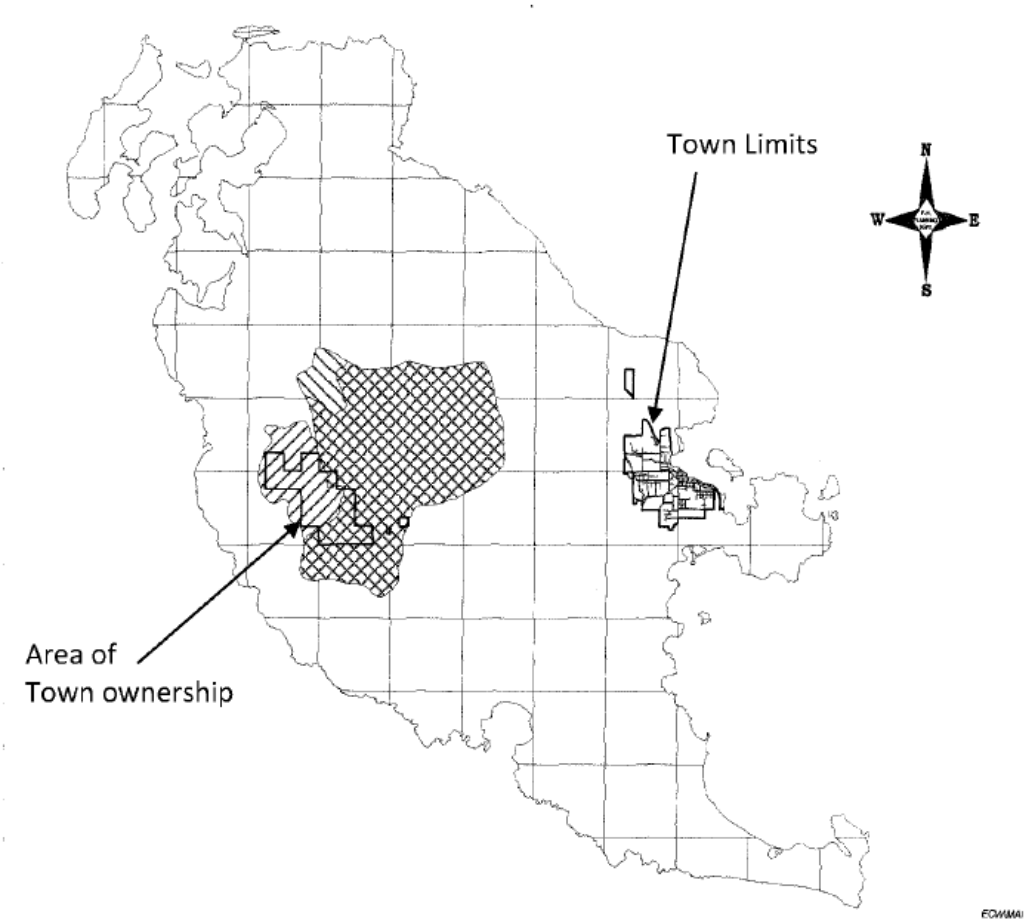
Policies for Designation of Unincorporated Urban Growth Areas

1. For San Juan Island, in addition to the joint policies for the Friday Harbor UGA (*above)*, the County shall consult and cooperate with the Town of Friday Harbor regarding any

potential new UGAs on San Juan Island that are not associated with the Town. The County shall solely determine the boundary for and regulations pertaining to other Urban Growth Areas. One Urban Growth Area should be located on each of the ferry-served islands of Orcas and Lopez.

2. The criteria for determining a UGA and its boundary should include the following:
    a. Existing areas characterized by urban development or facilities or able to support urban levels of development; and
    b. Projected needs for residential, commercial and institutional activities and uses for the UGA, parks and open space and other non-residential uses, and the amount of land necessary to support those uses; and
    c. Protection of critical areas and resource lands, and the identification of and accounting for other lands with limited development capability; and
    d. Other natural or topographic features which may serve to define the boundaries of the UGA.
3. The County should determine the portion of the 20-year population forecast which should be allocated to the UGA. The 20-year population forecast should, at a minimum, provide for the growth in population that is projected for the county by the State Office of Financial Management and consider seasonal fluctuations in population that are characteristic of the County.
4. Based on the evaluation called for in Policies 2 through 4, the County should determine the amount of land necessary to support the population allocation and its capacity for residential and non-residential uses.
5. The County should identify additional commercial and other non-residential uses required to serve rural areas outside the UGA, but required to be located within the UGA, and determine the amount of land in the UGA necessary to support those uses.
6. The County should determine a reasonable land market supply factor for each UGA, and determine the additional amount of land in the UGA necessary to provide for this.
7. Based on the results of Policies 2 through 6, the County should determine the interim boundary of each UGA.
8. The County should define the levels of service necessary to support urban levels of development within each UGA.
9. The final boundary of each UGA should be adjusted as necessary based on the results of capital facilities planning.

Figure 1
Town of Friday Harbor Watershed Area (Trout Lake)



Key

Primary Watershed Area (Trout Lake)

Water Supply Augmentation Areas (surface water collected and pumped into Trout Lake)

Augmentation Area 1

Augmentation Area 2

FRIDAY HARBOR UNINCORPORATED UGA MANAGEMENT AGREEMENT

appendix

3

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Resolution No. 1656 10

FIGURES

Figure 1 Town of Friday Harbor, Urban Growth Area 2020 11

APPENDIX 3. FRIDAY HARBOR UNINCORPORATED UGA MANAGEMENT AGREEMENT

When recorded, return to:

SAN JUAN COUNTY COUNCIL
350 COURT STREET, NO. 1
FRIDAY HARBOR, WA 98250

Auditor File #: 2008 0717027

ILAGR

Recorded at the request of:

SAN JUAN COUNTY COUNCIL

on 07/17/2008 at 14:23

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SAN JUAN COUNTY, WASHINGTON
F. MILENE HENLEY, AUDITOR

DMT

Document Title(s): Unincorporated Urban Growth Area Management Agreement	
By and Between:	Town of Friday Harbor and San Juan County
Tax Parcel Number(s):	
Legal Description:	Geographic area designated on Figure 1 to this agreement
Reference Auditor File Number:	Town of Friday Harbor Resolution No. 1656

to rec 7/9/08
returned 8/6/08

2008 0717027 PAGE 1 OF 10
SAN JUAN COUNTY, WASHINGTON

SJC Agreement No.
08CD.019

2008 0717027 PAGE 2 OF 10
SAN JUAN COUNTY, WASHINGTON

Unincorporated Urban Growth Area
Management Agreement Between
The Town of Friday Harbor and San Juan County, Washington

Section 1. Preface.

This document is adopted pursuant to RCW 36.70A.110 to set forth an agreement between San Juan County (the "County") and the Town of Friday Harbor (the "Town") for the management of the unincorporated Urban Growth Area (UGA) located adjacent to the Town of Friday Harbor (the "unincorporated UGA" or "Friday Harbor UGA") . Both jurisdictions recognize the need for cooperation in land use planning and public service delivery in the unincorporated UGA. The policies and strategies in this Agreement are to guide the actions of each jurisdiction. This Agreement does not, however, substitute for comprehensive planning by the Town or the County.

Section 2. Purpose.

This Agreement is to accomplish the following purposes:

1. To promote communication and participation in planning for the unincorporated UGA;
2. To establish guidelines for orderly growth and development within the unincorporated UGA;
3. To concentrate urban development within the Town of Friday Harbor and not within the unincorporated UGA;
4. To coordinate land use regulation and development services to minimize the public and private costs of development within the unincorporated UGA;
5. To prepare for the orderly provision of public facilities and services to accommodate and serve as a guide for urban development of those lands within the unincorporated UGA;
6. To contain urban development within a planned urban area where basic services such as sewer and water facilities, storm drainage, police, and fire protection can be efficiently and economically provided; and
7. To make economical use of local tax dollars in locating facilities and providing services for the benefit of all citizens within the unincorporated UGA; since urban services are interrelated, coordination is best achieved by a single government unit, the Town of Friday Harbor.

Section 3. Designation of Unincorporated UGA on Official Maps.

The geographic area designated on Figure 1 to this Agreement is the unincorporated UGA that is the subject of this Agreement and is coterminous with the area designated on the Town and County official comprehensive plan maps, respectively. The Town will provide the County with a copy of its official map.

Section 4. General Provisions.

1. The County and the Town will coordinate land use planning and the application of development regulations within the unincorporated UGA as provided for in this Agreement. Nothing shall prevent the County and the Town from establishing other cooperative agreements addressing particular projects, geographic areas, or concerns, which are not subject to this management Agreement.

2. Notwithstanding the provisions of this Agreement, the ultimate authority for land use and development decisions is retained by the County and the Town within their respective jurisdictions. Neither jurisdiction may assign or defer its decision-making authority to the other.

Section 5. Joint Planning.

The County and the Town affirm their commitment to the Joint Planning Policy adopted by San Juan County and the Town of Friday Harbor in Appendix 2 of the San Juan County Comprehensive Plan as it now exists or may be jointly amended hereafter.

Section 6. Development Review Procedures.

1. Applications—General. This section applies to all land use and development permit applications, including all building permits, use permits, and land division applications.

2. Applications—Submittal to Town. Land use and development applications for projects located within the existing municipal boundaries of the Town of Friday Harbor shall be submitted to and acted upon by the Town of Friday Harbor according to its adopted regulations and procedures and the applicable provisions of this Agreement (*see* Section 7, below).

3. Applications—Submittal to County. Land use and development applications for projects located within the unincorporated UGA shall be submitted to and acted upon by San Juan County according to its adopted regulations and procedures and the applicable provisions of this Agreement (*see* Section 7, *below*).

4. Notice Requirements.

   a. The jurisdiction receiving a use or development application involving property located within 1,000 feet of the municipal boundary or within 1,000 feet of the UGA boundary shall give notice to the other as specified below.

   b. If no notice is required and/or no comment period is provided for a given application type by the applicable, adopted Town or County procedures, then the jurisdiction accepting the application shall provide notice to the other within three working days of finding an application to be complete. It shall then allow up to five working days for comments before action may be taken on the application.

c. If the applicable Town or County procedures specify notice requirements and the duration of a comment period, then the jurisdiction accepting the application shall give notice to the other and provide opportunity to comment as provided in the applicable procedures for the type of application involved.

d. The County shall notify the Town in writing of any comprehensive plan amendment, development code amendment, and of any other proposals for legislative action which affects land located within 1,000 feet of the municipal boundary or within the unincorporated UGA. Such notice shall be sufficient to allow the Town staff the opportunity to review and comment on such proposals before final action is taken. Likewise, the Town shall notify the County in writing of any comprehensive plan amendment, zoning code amendment, and any other proposals for legislative action which affects land within 1,000 feet of the municipal boundary or within the unincorporated UGA.

e. Nothing shall prevent the Town Administrator and County Administrator from agreeing to exempt certain types of developments from interjurisdictional notice requirements. Any such agreement shall be in writing and signed by both Administrators.

Section 7. Intention Regarding Additional Use and Development Regulations.

The applicable use and development regulations shall be those adopted by the applicable jurisdiction, with the following additional provisions intended for the unincorporated UGA upon the designation of such land by the County Council.

1. Land Uses – Limitations Generally.

a. San Juan County will retain responsibility for land use decisions and actions affecting the unincorporated UGA until such time as annexation to the Town occurs.

b. San Juan County will review and, as necessary, amend its comprehensive plan and development regulations to establish a moratorium and/or create an overlay zone such that development within the unincorporated UGA is consistent with the intent and purposes of this Agreement to protect such lands in such a way that allows for the development for urban uses only at such time as the land is annexed to the Town. Specifically, the County Council will conduct hearings on ordinances which will, if adopted, prohibit all uses and developments, except the following uses and developments which shall be allowed outright:

i. Single-family residence and structures appurtenant to a single-family residence;
ii. Two-family residential uses (duplex);
iii. Home occupation;
iv. Public streets;
v. Public trails and paths;
vi. Agricultural uses and activities;

vii. Forest practices, no processing;
viii. Lumber mills, portable;
ix. Nurseries;
x. Retail sales of agricultural products.

2. Urban Services. The Town and the County will review and, as necessary, amend the comprehensive plan and development regulations so that each jurisdiction will refrain from the development, creation or extension of water or sewer service to those areas lying within the unincorporated UGA until such areas are first annexed to the Town.

   Property within the unincorporated UGA proposed for new development which requires urban services (Town water and sewer facilities) shall be annexed before a land use or building permit is issued.

   Proposed developments which do not require urban services shall be subject to conditions establishing an enforceable developer extension agreement to pay for Town services upon the annexation of the subject property. County code requirements for on-site water supply, fire flow, sewage disposal and stormwater control facilities shall apply to allowable uses and developments that do not require urban services.

   The County will not authorize the creation of a special purpose district for the provision of utilities, recreation or other public facilities unless such district includes all of the area within the unincorporated UGA and the creation has been approved by both parties.

3. Buffers. The County will review and, as necessary, amend its comprehensive plan and development regulations to require that new development within the unincorporated UGA on property abutting the UGA-County boundary shall provide drought-resistant vegetated buffers sufficient to mitigate significant adverse impacts to land and land uses outside of the unincorporated UGA boundary.

4. Critical Areas/Environmentally Sensitive Areas. The San Juan County Code requirements for critical areas shall apply to critical areas within the unincorporated UGA

5. Subdivisions and Short Subdivisions. The county will review and, as necessary, amend its comprehensive plan and development regulations by use of a moratorium or overlay zone to prohibit all subdivisions, including subdivision by long subdivision, short subdivision, simple land division, binding site plan or condominium, that result in the creation of any parcel or unit of land smaller than five acres. Boundary line modifications shall be allowed so long as no new parcel is created. In allowing for rural land division, the County will ensure that the developments design does not preclude future infill development at urban densities.

Section 8. Annexation.

1. Only those areas within the unincorporated UGA may be considered for annexation to the Town.

2. Urban services and capital facilities may be extended to properties within the unincorporated UGA only when those properties are annexed to the Town.

3. Property owners seeking annexation to the Town will be required to include in annexation petitions a full description of proposed development and any phasing plans, and the specific urban services needed together with the analysis and reports required by the Town.

Section 9. Administration.

The responsibility for administration of this Agreement shall rest jointly with the San Juan County Council and the Friday Harbor Town Council, through their respective administrators. Within 30 days of the effective date of this Agreement the County and Town administrators will exchange the names and addresses to be used in official correspondence regarding this Agreement. Each jurisdiction is responsible for keeping this contact information current and for directing correspondence consistent with this information.

Section 10. Periodic Review, Amendment, and Termination.

The term of this Agreement shall be five years from the effective date and shall automatically be renewed for subsequent five-year terms unless one of the following actions is taken:

1. The County and the Town may agree at any time to revise or terminate this Agreement. Any such agreement shall be in writing.

2. Either party may notify the other of a desire to revise or terminate this Agreement. Such notice shall be in writing and be given no fewer than ninety days prior to the automatic renewal date. Should such notice be given, the County and the Town will begin immediately and, in good faith, to revise and renew this Agreement.

3. This agreement does not apply to portions of the unincorporated UGA after such property has been duly annexed by the Town.

4. Should the County designate additional unincorporated UGAs in accordance with the procedure set forth in RCW 36.70A.110(2), this Agreement shall be reviewed by the parties and amended as necessary to address mutual concerns relating to the additional unincorporated UGA.

Section 11. Effective Date and Filing Procedures.

The effective date of this Agreement shall be the date it is filed with the County Auditor and with the Town Clerk.

//

TOWN OF FRIDAY HARBOR

By: David F. Jones 7/3/08
DAVID F. JONES, Mayor Date

APPROVED AS TO FORM ONLY
DONALD E. EATON

By: 7/7/08
DONALD E. EATON Date

Appendix 3
FHUGA Management Agreement

6

2008 0717027 PAGE 8 OF 10
SAN JUAN COUNTY, WASHINGTON

ADOPTED this 8th day of July 2008.

COUNTY COUNCIL
SAN JUAN COUNTY, WASHINGTON

ATTEST: Clerk of the Council

By: Ann Larson
Ann Larson - Clerk
Date: 7/8/2008

REVIEWED BY COUNTY ADMINISTRATOR

Pete Rose
Pete Rose Date: 7/8/08

APPROVED AS TO FORM ONLY
RANDALL K. GAYLORD

By: Randall K. Gaylord
Date 7/8/2008

Howard Rosenfeld, Chair
District 3, Friday Harbor

Gene Knapp
Gene Knapp, Vice-Chair
District 5, Orcas East

Kevin M. M. Ranker, Member
District 1, San Juan South

Richard Peterson
Rich Peterson, Member
District 2, San Juan North

Alan Lichter
Alan Lichter, Member
District 4, Orcas West/Waldron

Bob Myhr, Member
District 6, Lopez/Shaw

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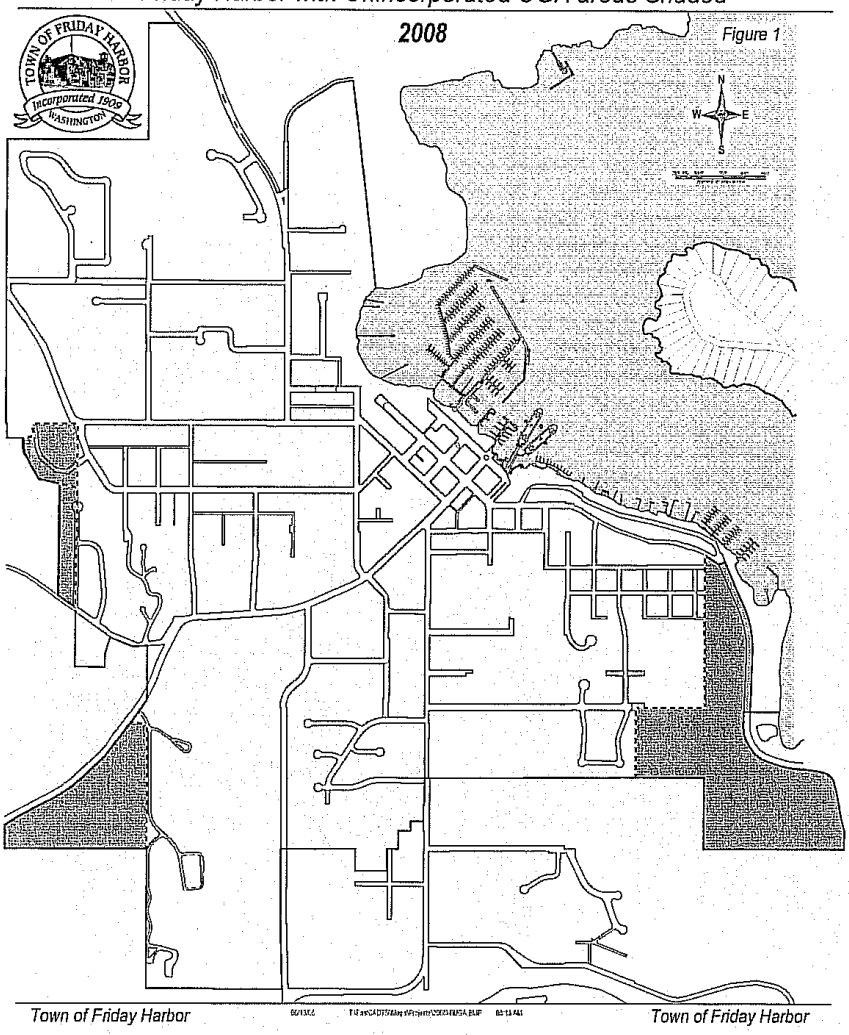
SAN JUAN COUNTY, WASHINGTON

Exhibit A

Friday Harbor with Unincorporated UGA areas Shaded



Appendix 3
FHUGA Management Agreement

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RESOLUTION NO. 1656

A RESOLUTION authorizing the Mayor to sign the Unincorporated Urban Growth Area Management Agreement between the Town of Friday Harbor and San Juan County, Washington.

WHEREAS, RCW 36.70A.110 requires the Town and San Juan County ("the County") to cooperate in designating the boundaries for an unincorporated urban growth area of sufficient area to accommodate the urban growth that is projected to occur in the Town and in the County for the next Twenty (20) years; and

WHEREAS, the Joint Policy Planning document approved by the County and the Town several years ago, set forth as Appendix B to the Town's Comprehensive Plan, requires the Town to enter into an agreement with the County for the purpose of establishing a cooperative approach to managing development within the unincorporated urban growth area; and

WHEREAS, the Town and the County have reached agreement on the location of the boundaries for the new unincorporated urban growth area and on the provisions to be set forth in a new Unincorporated Urban Growth Area Management Agreement; and

WHEREAS, the County will formally approve said agreement on July 8, 2008:

NOW THEREFORE, BE IT RESOLVED by the Council of the Town of Friday Harbor that the Mayor of the Town is authorized and directed to sign the Unincorporated Urban Grown Area Management Agreement, a copy of which is attached hereto.

ADOPTED this 3rd day of July 2008.

TOWN OF FRIDAY HARBOR

David F. Jones, Mayor

SEAL of the
Town of Friday Harbor
ATTEST:

Amy E. Taylor, Town Clerk

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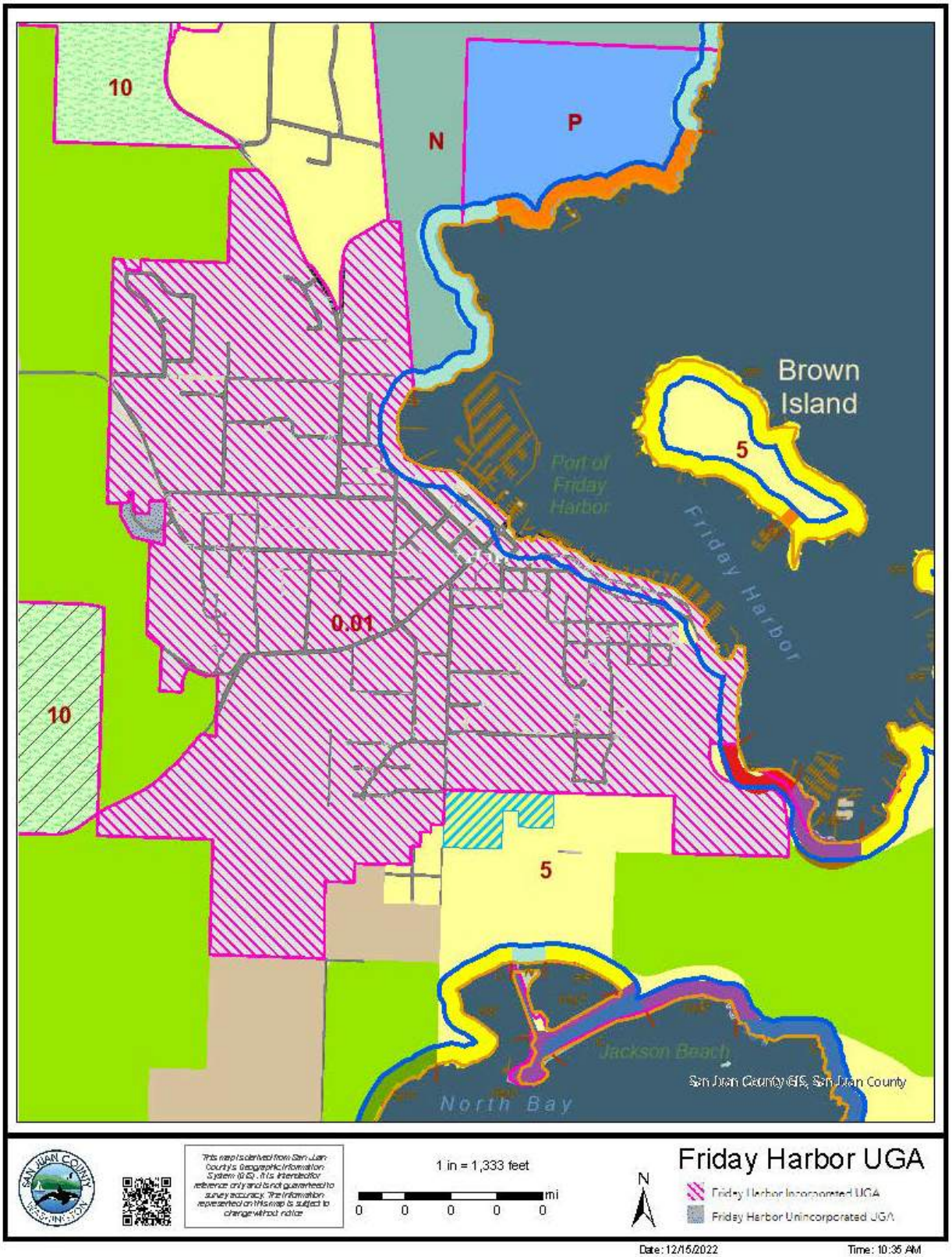
Figure 1
Map of Friday Harbor Urban Growth Area



WATER RESOURCES

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APPENDIX 4. WATER RESOURCES

The following references are a compilation of resources created, provided, and maintained to support water resource management in San Juan County. They are organized by the type of resource (ex. database, code, plan) and the topic.

1. State and County codes:

Codes that regulate planning and development regarding water resource use.

Plats-Subdivisions-Dedications. RCW 58.17. (1981). https://app.leg.wa.gov/RCW/default.aspx?cite=58.17

Rules and regulations of San Juan County Board of Health regarding water wells and water systems. RCW 8.06 (2013). https://www.sanjuancountywa.gov/DocumentCenter/View/809/Chapter-806-Drinking-Water-Rules-and-Regulations-PDF (Revised from 1996).

Watershed Planning Act. RCW 90.82 (1997). https://apps.leg.wa.gov/rcw/default.aspx?cite=90.82

On-site sewage systems. WAC 246-272A. (2005). https://apps.leg.wa.gov/wac/default.aspx?cite=246-272a

San Juan County Health and Community Services. (2013). *Rules and Regulations of the San Juan County Board of Health regarding on-site sewage disposal*. RCW 8.16. https://www.sanjuancountywa.gov/DocumentCenter/View/832/Chapter-816-Rules-and-Regulations-PDF?bidId= (Revised from 1999).

San Juan County Code. *Stormwater Utility*. Ord. 10-2018 § 1; Ord. 24-2009 § 2; Ord. 14-2005 § 1 (2024). https://www.codepublishing.com/WA/SanJuanCounty/html/SanJuanCounty13/SanJuanCounty1304.html

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2. State and County databases:

Searchable records of water rights, water systems, and water use.

National Agricultural Statistics Service. (2017). *2017 Census of agriculture- County Data*. United States Department of Agriculture. https://www.nass.usda.gov/Publications/AgCensus/2017/Full_Report/Volume_1,_Chapter_2_County_Level/Washington/st53_2_0001_0001.pdf

San Juan County GIS. (2024). *San Juan County Open Data: Comprehensive plan land use*. San Juan County. https://data2017-01-09t190539232z-sjcgis.opendata.arcgis.com/datasets/9a206eae19294f83a6b0237d978f4fa5_6/explore?location=48.598964%2C-122.987300%2C10.90

San Juan County GIS. (2024). *San Juan County Open Data: Water System Boundaries*. San Juan County. https://data2017-01-09t190539232z-sjcgis.opendata.arcgis.com/datasets/082a10235f2449cfa600be51bbe8aad0_1/explore?location=48.592370%2C-122.983450%2C10.87

Washington State Department of Ecology. (2024). *Water Rights Search*. https://appswr.ecology.wa.gov/waterrighttrackingsystem/WaterRights/default.aspx

Division of Environmental Health Office of Drinking Water. (2024). *Find Water System* database. Washington State Department of Health. https://fortress.wa.gov/doh/eh/portal/odw/si/FindWaterSystem.aspx

Washington State Department of Ecology. (2024). *Washington state well report viewer*. https://appswr.ecology.wa.gov/wellconstruction/Map/WCLSWebMap/default.aspx

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3. Reports and plans:

a. Water resource evaluation:

Studies of ground and surface water conditions regarding water recharge, storage, supply, and contamination to understand water resource quantity and quality.

County-wide studies:

Russell, R. (1975). *Geology and water resources of the San Juan Islands, San Juan County Washington* (Water Supply Bulletin No. 46). Washington Department of Ecology, Office of Technical Services. https://apps.ecology.wa.gov/publications/documents/wsb46.pdf

Whiteman, K.J., Molenaar, Dee, Bortleson, G.C., and Jacoby, J.M. (1983). *Occurrence, quality, and use of ground water in Orcas, San Juan, Lopez and Shaw Islands, San Juan County, Washington*. U.S. Geological Survey Water-Resources Investigations Report 83-4019, 1-12 pls. https://pubs.usgs.gov/publication/wri834019

United State Geological Survey. (2002). *Estimates of ground-water recharge from precipitation to glacial-deposit and bedrock aquifers on Lopez, San Juan, orcas and Shaw Islands, San Juan County, Washington*. (Water-resources investigation report 02-4114). https://www.sanjuancountywa.gov/DocumentCenter/View/29457/2002-SJC-Estimates-of-Ground-Water-Rescharge-from-Precipitation

Mayo R. (2009). *The current status of desalination systems in San Juan County, Washington executive summary and technical supplement*. https://www.sanjuancountywa.gov/DocumentCenter/View/861/Current-Status-of-Desalination-Systems-in-San-Juan-County-PDF

Studies of individual locations:

United States Geological Survey. (2000). *Is seawater intrusion affecting ground water on Lopez Island, Washington?* San Juan County & San Juan Islands Conservation District. https://www.sanjuancountywa.gov/DocumentCenter/View/29461/Is-Seawater-Intrusion-Affecting-Ground-Water-On-Lopez-Island-Washington-USGS

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Montgomery Water Group, Inc. (2004). *Multi-Purpose surface water storage assessment WRIA 2*. San Juan County. https://www.sanjuancountywa.gov/DocumentCenter/View/867/Multi-Purpose-Surface-Water-Storage-Assessment-2004-PDF

Water Resources Consulting LLC. (2006). *Ground water investigation 2006 update, Waldron Island, WA.* San Juan County. p. 3-24. https://www.sanjuancountywa.gov/DocumentCenter/View/29462/2007-Waldron-Water-Study

Pacific Groundwater Group. (2008). *Interim aquifer protection report Eastsound, San Juan County, WA.* San Juan County. https://www.sanjuancountywa.gov/DocumentCenter/View/864/Eastsound---Interim-Aquifer-Protection-Report-PDF

San Juan County Health and Community Services. (2011). *San Juan County groundwater basin delineation: San Juan Island water right and water use characteristics*. San Juan County. https://www.sanjuancountywa.gov/DocumentCenter/View/29460/2011-SJI-Groundwater-Basin-Report

RH2 Engineering, Inc. (2015). *San Juan County East Orcas water budget study (April 2007 through March 2008).* San Juan County. https://www.sanjuancountywa.gov/DocumentCenter/View/862/East-Orcas-Water-Budget-Study-2007-2008-PDF?bidId=

b. Water Supply Reports and Water System Plans:

San Juan County is designated a Critical Aquifer Recharge Area with a high susceptibility to contamination. These studies and plans coordinate and guide water use in critical water supply service areas to ensure a safe and adequate water supply.

San Juan Island Water Utilities Coordinating Committee. (1997). *San Juan Island critical water supply service area coordinated water system plan*. San Juan County. https://www.sanjuancountywa.gov/DocumentCenter/View/866/Lopez-Water-Supply-Report-and-Recommendations-1997-PDF

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Lopez Village Planning Committee. (2003). *Lopez Village water supply report and recommendations & abbreviated coordinated water system plan*. San Juan County. https://www.sanjuancountywa.gov/DocumentCenter/View/866/Lopez-Water-Supply-Report-and-Recommendations-2003-PDF

East Orcas Water Supply Planning Committee. (2006). *The East Orcas water supply report and recommendations*. San Juan County. https://www.sanjuancountywa.gov/DocumentCenter/View/863/East-Orcas-Water-Supply-Report-and-Recommendations-2006-PDF

Eastsound Water Supply Coordinating Committee. (2008). *Eastsound water supply report and recommendation & abbreviated coordinated water system plan*. San Juan County. https://www.sanjuancountywa.gov/DocumentCenter/View/865/Eastsound-Water-Supply-Report-and-Recommendations-PDF

c. Water resource management:

County-wide management reviews and plans.

San Juan County Watershed Management Committee. (2000). *San Juan County watershed management action plan and characterization report*. https://www.sanjuancountywa.gov/DocumentCenter/View/30895/SJC-Watershed-Management-Action-Plan-2000?bidId=

Pacific Groundwater Group (2002). *WRIA 2 phase 2 basin assessment*. San Juan County. https://www.sanjuancountywa.gov/DocumentCenter/View/29459/2002-San-Juan-Basin-Assessment-WRIA-2

San Juan County Water Resource Management Committee. (2004). *San Juan County water resource management plan WRIA 2*. San Juan County. https://www.sanjuancountywa.gov/DocumentCenter/View/20773/SJC-Water-Resources-Management-Plan-2004

San Juan County. (2005). *San Juan County (WRIA 2) Implementation plan ecology review draft*. https://www.sanjuancountywa.gov/DocumentCenter/View/868/San-Juan-County-WRIA-2-Implementation-Plan-2006-PDF

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Herrera Environmental Consultants, Inc. (2014). *San Juan County stormwater basin planning: Volume 1 county overview.* San Juan County. https://www.sanjuancountywa.gov/DocumentCenter/View/20777/San-Juan-County-Stormwater-Basin-Planning--Vol-1-County-Overview-2014-06-26

Herrera Environmental Consultants, Inc. (2015). *San Juan County stormwater basin planning: Volume 2 priority watershed planning San Juan County, Washington.* San Juan County. https://www.sanjuancountywa.gov/DocumentCenter/View/20778/San-Juan-County-SW-Basin-Planning-Vol-2-Priority-Watersheds-2015-06-19

Washington State Department of Ecology. (2024). *2024 Stormwater management manual for Western Washington*. https://apps.ecology.wa.gov/publications/SummaryPages/2410013.html

d. Septic reports and plans:

The Chazen Companies. (2010). *Septic system discharge assessment Eastsound sewer & water district Orcas Island, San Juan County, Washington*. Eastsound Sewer & Water District. https://www.sanjuancountywa.gov/DocumentCenter/View/29456/2010-Eastsound-Nitrate-Study

San Juan County Board of Health. (2007). *San Juan County Health & Community Services on-site sewage system operation & maintenance program plan*. San Juan County. https://www.sanjuancountywa.gov/DocumentCenter/View/841/On-Site-Sewage-System-Operation-and-Maintenance-Program-Plan-PDF?bidId=

e. Marine:

San Juan County was designated a Marine Stewardship Area due to the islands' unique and vulnerable marine resources. The quality of marine waters is influenced by freshwater runoff. These reports provide recommendations to foster restoration and protection of marine habitats and species.

San Juan County Marine Resources Committee. (2007). *San Juan County marine stewardship area plan.* San Juan County. https://www.sjcmrc.org/media/17909/final-msa-plan.pdf

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San Juan County Marine Resources Committee. (2024). *State of the San Juan County Marine Stewardship Area*. San Juan County. https://www.sjcmrc.org/media/5iapjp32/state-of-the-msa-2024-1.pdf

4. Monitoring:

Groundwater is tested via a network of well locations in high priority areas for water quality and water level. These reports summarize the most recent conditions.

Pacific Groundwater Group. (2009). *San Juan County annual groundwater monitoring report.* San Juan County. https://www.sanjuancountywa.gov/DocumentCenter/View/29454/2009-San-Juan-County-Groundwater-Monitoring-Report

Pacific Groundwater Group. (2013). *San Juan County groundwater monitoring report July 2011 to July 2013.* San Juan County. https://www.sanjuancountywa.gov/DocumentCenter/View/29455/2013-San-Juan-County-Groundwater-Monitoring-Report

Mott MacDonald (2023). *Groundwater monitoring network report October 2021 to October 2022, Lopez Island, San Juan County, WA*. San Juan County Department of Health and Community Services. https://www.sanjuancountywa.gov/DocumentCenter/View/29448/2022-Lopez-Groundwater-Monitoring-Report

5. Water resource changes:

Reports analyzing the impacts of climate change on water availability.

Climate Impacts Group. (2015). *State of knowledge: Climate change in Puget Sound*. University of Washington College of the Environment. https://data.cig.uw.edu/picea/mauger/ps-sok/PS-SoK_2015.pdf

Islands Climate Resilience. (2017). *Working toward climate resilience in the San Juan Islands*. https://static1.squarespace.com/static/5f77a7892e4d29341c5b3723/t/5f8e050377677410c8953c3a/1603143371971/SJI_WorkingTowardClimateResilience_lowres.pdf

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San Juan Islands Conservation District. (2016). *Drought conservation plan San Juan Islands*. San Juan County Water Resources Advisory Committee. https://www.sanjuancountywa.gov/DocumentCenter/View/30760/DRAFT---Drought-Conservation-Plan-2016?bidId=

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HOUSING NEEDS ASSESSMENT

appendix

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APPENDIX 5. HOUSING NEEDS ASSESSMENT

Introduction

Housing is a critical component of the County's social well-being, quality of life and economic vitality, all of which are interconnected. The San Juan County Housing Needs Assessment provides the foundation upon which the Comprehensive Plan's goals, policies and strategic actions are developed to ensure the vitality of established residential neighborhoods, encourage the availability of affordable housing to all economic segments of the population, promote a variety of residential densities and housing types, and encourage preservation of the existing housing stock. It will also influence the goals and policies of other Comprehensive Plan elements.

State Overview

San Juan County is home to rich and unique cultural heritage. Historical and archaeological sites and structures remain, representing the presence of indigenous peoples from time immemorial, the settlement of 19th century pioneers, and a heritage of agriculture, fishing, limestone mining, and lumber economies of regional stature and importance. Preserving historical resources first requires an evaluation to determine which structures and sites meet the criteria of historic properties. Then, to protect them, it is necessary to encourage preservation and to regulate the demolition of historic structures and or degradation of historic sites. This element sets out goals and policies to support effective historic preservation in San Juan County.

San Juan County is not alone in facing major housing challenges given State trends. In addition, San Juan County faces challenges and needs because it is an island community with island-specific needs, has a predominate service sector economy, experiences seasonal economic swings, and has large elderly, seasonal and recreational populations.

Key Issues and Trends

POPULATION TRENDS AND PROJECTIONS

- San Juan County's population is expected to increase by 5,226 residents to reach 23,014 by 2045, an increase of about 29 percent from current levels.
- The County must plan to accommodate 3,180 new housing units by 2045 in order to meet the needs of current and future residents. Many of these units should be able to serve lower- and moderate-income households.
- Nearly 50 percent of new housing units are expected to be in rural areas and activity centers, with about 30 percent of new units in Friday Harbor, 16 percent in the Eastsound

UGA, and 8 percent in the Lopez Village UGA. The County's Land Capacity Analysis found a deficit of capacity to serve households earning under 80 percent of the County Area Median Income (AMI). As a result, the county is working to analyze and propose densification and expansion of the Eastsound UGA to address this deficit.

AGE, RACE, EDUCATIONAL ATTAINMENT:

- San Juan County's population is significantly older than the state's population and County has aged rapidly over the past two decades, with 44 percent of the population over 60 years old in 2020, compared to 25 percent in 2000. This aging trend is projected to slow, but the overall age of the population is expected to remain very high for several decades.
- The County's population has become more racially and ethnically diverse over the past decade, with a particular increase in Hispanic/Latino populations, but is less diverse than the state overall.
- San Juan County residents are highly educated, with 52 percent having a bachelor's degree or higher, compared with 38 percent statewide.

INCOME AND ECONOMIC STRUCTURE:

- San Juan County's per capita income is the second highest in the State at $89,744, but the average annual wage is well below the State average at $46,428.
- Household incomes in the County have increased, with a twofold increase in the share of households earning $150,000 or more.
- Twelve percent of San Juan County's population lives below the Federal Poverty Limit. It is estimated that another 27 percent lives above this limit but does not earn enough to afford basic households needs.
- About half personal income in the County comes from property income, and only 35 percent comes from earned income (i.e. wages)
- Despite having the second-highest per capita income in the state, and property income making up a significant share of personal income, San Juan County has the lowest real estate tax levy rate in Washington.

EMPLOYMENT:

- Employment participation in the County has declined as the median age has increased, resulting in an affluent retirement community with low wage employment options.
- Retail, construction, health care, and food/accommodation are the largest employment sectors in the County. Many of the sectors with the highest number of employees in the County pay relatively low wages, particularly in food and accommodation.

- Remote work has increased notably since the COVID-19 pandemic, with 20 percent of workers reporting working from home as of 2022.
- Tourism heavily affects employment in San Juan County, leading to large seasonal swings in unemployment.

HOUSING TYPE AND QUANTITY:

- In the past decade, there were more than 2 new residents in San Juan County for each new housing unit, putting increased pressure on the existing housing supply.
- San Juan County shows a lack of diversity of housing types with sparse numbers of middle housing and multi-family units, and multifamily construction has essentially ceased since 2009.
- Housing production in the County has decreased since 2000, and further since the 2008 recession, with between 100-150 units per year built since 2010, compared with 250-450 per year between 1990 and 2000.

AGE AND CONDITION OF HOUSING STOCK:

- The County's housing stock is generally newer than statewide averages, with 42 percent of units in San Juan County built since 1990 and only 19 percent built before 1970.
- The number of occupied housing units lacking complete plumbing facilities and/or complete kitchen facilities are higher than statewide averages.

OWNERSHIP HOUSING:

- Ownership housing prices in San Juan County have more than doubled since 2016, with a median home price of $956,800 in 2023. However, early 2024 data suggests that home prices have stabilized or may have begun to decrease somewhat.
- Home prices in San Juan County have consistently been higher than statewide averages, and were about 1.5 times higher than the Washington average in 2023.
- Wages have risen much more slowly than home prices in San Juan County, with a 20 percent increase in wages between 2016 and 2022, compared with a doubling of home prices in the same period.

RENTAL HOUSING:

- Renter-occupied housing units make up 23 percent of the houses in San Juan County, compared with 35 percent of units statewide.

- Average rents in the County have increased gradually over the past decade, and some data sources suggest more rapid rises in rents since the COVID-19 pandemic.
- Current rents in the County average around $1,200 per month. About half of units rent for $1,500 or less.
- Rental housing in the County can be volatile and is affected by seasonal economic shifts and part-time residents.

VACANT UNITS:

- In San Juan County, 38 percent of units were vacant as of 2022, compared with only 7.4 percent statewide. The share of vacant units has decreased from 43 percent in 2010, but still makes up a very large share of units in the County which are not available to full time residents.
- The vast majority of vacant units in the County are categorized as "for seasonal, recreational, or occasional use" (SRO). There were about 4,500 SRO units in the county as of 2022.
- Vacancy rates are similar across the main islands, although the Town of Friday Harbor has a significantly lower vacancy rate.
- Some SRO units are used as vacation rentals. San Juan County requires permits for vacation rentals. The number of vacation rentals in the County is limited by island by caps adopted in 2022, and new permits will be issued by lottery.

HOUSING AFFORDABILITY LEVELS:

- The Area Median Income as defined by HUD in San Juan County in 2024 is $104,700.
- About 40 percent of have income that is considered either low, very low or extremely low according to HUD's guidelines, and among renters, almost two-thirds are considered low, very low, or extremely low income households.

HOUSING AFFORDABILITY INDEX:

- San Juan County's Housing Affordability Index was 20 points lower than the rest of the State in 2024. By this measure, the County is considered the least affordable in the state, and has been the least affordable County for over a decade.
- First time homebuyers are particularly disadvantaged in the County's housing market due to the considerable personal capital needed in order to afford the necessary down payment for an average price home.

- The rental affordability index shows that the cost of renting a home in the County is not as challenging as purchasing a home. However, this metric does not account for the the lack of rental units for full-time residents in the county overall.
- Despite being considerably less affordable than the rest of Washington State, fluctuations in the affordability index of San Juan County since 2008 show a correlation with the State's housing market as a whole, with steadily decreasing affordability over the past decade.

KEY ISSUES:

- Single-family homes in the County are unaffordable to households earning the Area Median Income. Average single-family home prices for new homes built in the past decade would be affordable to households earning 270 percent of the AMI.
- Condo, co-op, and manufactured/mobile home units built in the past decade are selling at prices closer to affordability for households earning the County AMI.
- Manufactured and mobile homes, both inside and outside UGAs, represent a wider range of potential affordability for ownership housing, with recently built units ranging as low as 58 percent AMI.

HOUSING COST BURDEN:

- There were 2,687 cost-burdened households in San Juan County in 2020 spending more than 30 percent of their income on housing costs. Of these, 1,231 were paying more than half of their income towards housing costs.
- Thirty percent of homeowners and forty percent of renters are cost-burdedn in San Juan County.
- The lowest-income households in the County face very high rates of cost-burden upwards of 60 percent, but moderate-income households are also facing significant challenges paying for housing costs.
- From 2012 to 2022, the percentage of cost-burdened households increased in nearly every income bracket in San Juan County.

HOMELESSNESS:

- The 2025 Point in Time Count recorded 69 unhoused individuals living in the County, and another 55 who were at risk of being unhoused.

- Among 2025 respondents to the count, the most common living situations were those living temporarily with family or friends, and those living in substandard structures.
- From 2020 to 2025, the annual count averaged 136 respondents to surveys who were either unhoused or considered at-risk of being unhoused.

Introduction

RCW 36.70A.070 (2) details the mandatory requirements of the Comprehensive Plan Housing Element. The Housing Needs Assessment is one piece of the Housing Element. This statute states that, in order to be compliant, the Housing Element:

a) Includes an inventory and analysis of existing and projected housing needs that identifies the number of housing units necessary to manage projected growth, as provided by the department of commerce, including:

(i) Units for moderate, low, very low, and extremely low-income households; and

(ii) Emergency housing, emergency shelters, and permanent supportive housing;

b) includes a statement of goals, policies, objectives, and mandatory provisions for the preservation, improvement, and development of housing, including single-family residences, and within an urban growth area boundary, moderate density housing options including, but not limited to, duplexes, triplexes, and townhomes;

c) identifies sufficient land for housing, including, but not limited to, government assisted housing, housing for moderate, low, very low, and extremely low-income households, manufactured housing, multifamily housing, group homes, foster care facilities, emergency housing, emergency shelters, permanent supportive housing, and within an urban growth area boundary, consideration of duplexes, triplexes, and townhomes;

d) makes adequate provisions for existing and projected needs of all economic segments of the community, including:.

(i) Incorporating consideration for low, very low, extremely low, and moderate-income households;

(ii) Documenting programs and actions needed to achieve housing availability including gaps in local funding, barriers such as development regulations, and other limitations;

(iii) Consideration of housing locations in relation to employment location; and

(iv) Consideration of the role of accessory dwelling units in meeting housing needs;

e) Identifies local policies and regulations that result in racially disparate impacts, displacement, and exclusion in housing, including:

   (i) Zoning that may have a discriminatory effect;

   (ii) Disinvestment; and

   (iii) Infrastructure availability;

f) Identifies and implements policies and regulations to address and begin to undo racially disparate impacts, displacement, and exclusion in housing caused by local policies, plans, and actions;

g) Identifies areas that may be at higher risk of displacement from market forces that occur with changes to zoning development regulations and capital investments; and

h) Establishes antidisplacement policies, with consideration given to the preservation of historical and cultural communities as well as investments in low, very low, extremely low, and moderate-income housing; equitable development initiatives; inclusionary zoning; community planning requirements; tenant protections; land disposition policies; and consideration of land that may be used for affordable housing.

In addition to the requirements of the GMA above, the Department of Commerce's August 2023 "Guidance for Updating Your Housing Element"[1] provides extensive documentation on requirements for Comprehensive Plan Housing Elements, including required elements for inclusion in a Housing Needs Assessment, which are fulfilled by this report.

The purpose of this Housing Needs Assessment (HNA) is to evaluate the current and projected stock of housing in the County. The HNA will evaluate the County's ability to meet future housing needs and to maintain the vitality of established residential neighborhoods. Another function of the HNA is encouraging the availability of affordable housing to all economic segments of the population. Housing costs are generally the single largest household expenditure for Washington residents.

The unique geography and economy of San Juan County can make solving housing problems more complicated than other areas of our State. San Juan County lacks the infrastructure of urban areas and has the additional difficulty of the Salish Sea dividing the County into smaller community units, which prevents economies of scale.

The housing market in San Juan County is also driven by regional economic factors that can be difficult to address at the local level. This Housing Needs Assessment attempts to

[1] https://deptofcommerce.box.com/s/1d9d5l7g509r389f0mjpowh8isjpirlh

analyze the supply and demand factors affecting local housing, and engage with the following questions:

1. Is the current housing stock appropriate and affordable for current residents?
2. Is housing accessible for future residents' housing needs?

This document uses a wide array of data sources in an effort to understand fully the many factors affecting housing in San Juan County. Some data is available going back 40 or 50 years, while other data sources are relatively new with limited historical data.

The primary data sources used in the Housing Needs Assessment are from the:

- U.S. Census Bureau, including both the Decennial Census and the U.S. Census Bureau's American Community Survey (ACS);
- Washington Regional Economic Analysis Project (WA-REAP);
- Office of Financial Management (OFM);
- U.S. Department of Housing and Urban Development (HUD);
- CoStar, Redfin, and Zillow (commercial real estate data provders)

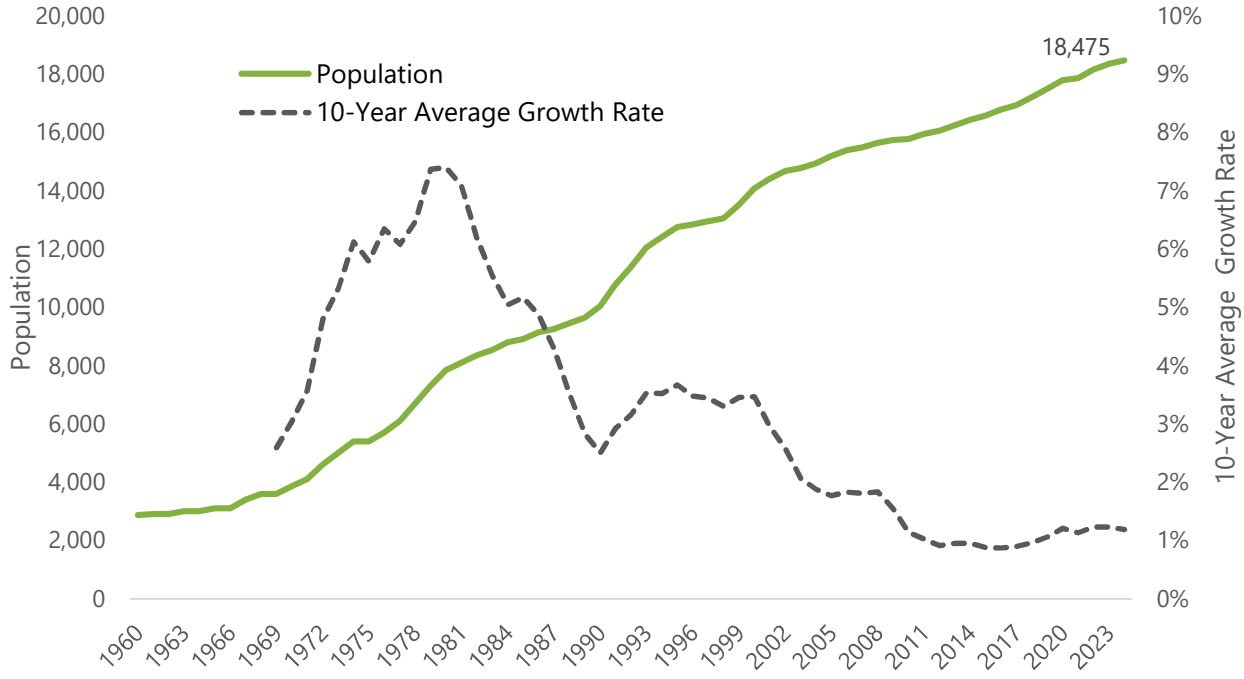
The ACS is a nationwide confidential survey conducted annually by the Census Bureau starting in 2005. Beginning in 2010, the ACS began to produce 5-year estimates for geographic areas with populations under 20,000. ACS data is not directly comparable to the Decennial Census as the ACS is an aggregate of data over a 5-year period.

Demographics

Population Trends and Projections

The population of San Juan County has grown from 2,872 in 1960 to a 2024 population fo 18,475, as shown below in Figure 1. The rate of population growth was much more rapid in the 1970s and 80s, reaching as high as 7 percent per year, but more recently population growth has stabilized to a lower rate of around 1 percent per year.

Figure 1.
Population and 10-Year Average Growth Rate in San Juan County, 1960-2024



Source: Washington Office of Financial Management (OFM) Intercensal Population Estimates and April 1 Official Population Estimates

The County's population is expected to reach 23,014 by 2045, according to OFM forecasts. This represents an increase of about 29 percent or 1.04 percent annually from current levels. Based on the Department of Commerce's Housing for All Planning Tool (HAPT), this will equal a Countywide need for 3,180 new permanent housing units.

Population change is primarily driven by two factors:

1. Natural increase (births minus deaths), and
2. Net migration (in-migration minus out-migration).

The difference between births and deaths is considered the natural component of population change. The difference between in-migration and out-migration is considered the migration component of population change.

Both the natural and migration components of population change are tied to the community's demographic profile. Internal factors or population characteristics, such as

the gender and age distribution of the community directly affect the rates of natural increase. External or social factors such as employment, housing, community facilities and education opportunities contribute to migration rates.

Figure 2 shows the breakdown of the projected population increase by island. This projection is based on the maintenance of the County's proportionate share of the State's population. For the past 40 years, the County has retained a consistent share of the State population while the average annual increase rates are volatile and inconsistent from decade to decade, since migration, rather than natural increase, is the source of the County's population growth. San Juan County has averaged a 0.23 percent proportionate share of the Washington State Population since 1970. Additionally, each island's share of the County's population has been stable since the 1990 census.

The projected population growth in the Orcas and Lopez Urban Growth Areas (UGAs) shown below is based on the premise that 50 percent of future development will occur within the respective UGA's, and the Town of Friday Harbor's projection reflects an allocation of 60 percent of San Juan Island's population growth to the Friday Harbor UGA.

Figure 2.
San Juan County Population Growth by Island, 2020-2045.

	2020	2045	Net New Population 2020-2045	Share of Countywide Net New	Share of Net New Island Population
San Juan Island	**8,541**	**11,051**	**2,510**	**48.03%**	
Town of Friday Harbor	2,613	4,119	1,506	28.82%	60%
Unincorporated	5,928	6,932	1,004	19.21%	
Orcas Island	**5,772**	**7,468**	**1,696**	**32.45%**	
Eastsound UGA	1,200	2,047	847	16.21%	50%
Unincorporated	4,572	5,421	849	16.25%	
Lopez Island	**2,737**	**3,541**	**804**	**15.38%**	
Lopez Village UGA	233	634	401	7.67%	50%
Unincorporated	2,504	2,907	403	7.71%	
Shaw Island	**253**	**327**	**74**	**1.42%**	
Non-Ferry-Served Islands	**485**	**627**	**142**	**2.72%**	
Total	**17,788**	**23,014**	**5,226**	**100.00%**	

Source: WA OFM Small Area Estimates Program; WA OFM 2022 Population Projections; San Juan County; Town of Friday Harbor; Leland Consulting Group

In 2021, the legislature passed House Bill 1220, which created a new statewide system for planning for housing units based on projected future household needs by income. Within this framework, the state population projections shown above are converted into future housing unit needs using a tool developed by the Department of Commerce called the Housing for All Planning Tool (HAPT)[2]. This tool projects future need across income levels in each county, based on both housing needed to serve expected new county residents as well as other important factors, including a future vacancy rate of 6 percent (sufficient to provide housing choice), housing needed to account for people currently experiencing homelessness, and housing needed to accommodate those residents who are currently paying more than they can afford for housing, discussed further below under "Housing Cost Burden" in section 5.5.2.

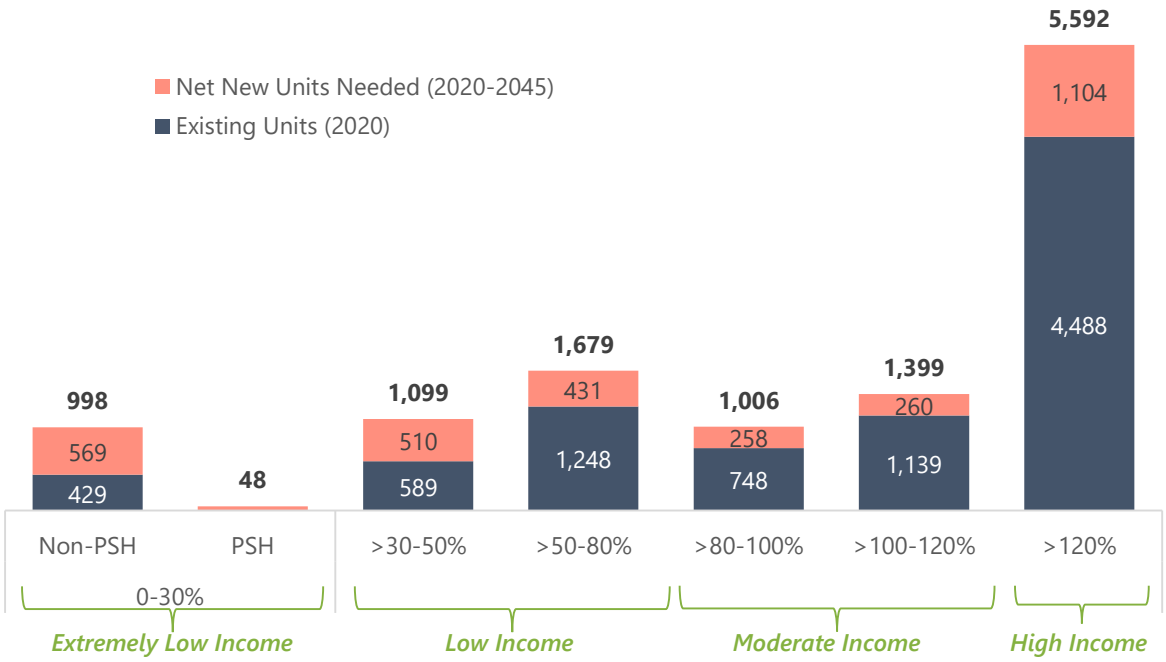
San Juan County's projected housing needs by income band are shown below in Figure 3. The income bands are expressed as a percentage of the HUD Area Median Family Income (HAMFI), commonly referred to as the Area Median Income (AMI). For reference, the 2024 AMI for San Juan County is $104,700. The AMI is determined by the U.S. Department of Housing and Urban Development (HUD), and is generally higher than the Census-reported Median Household income for a given city, since it is based on Census-reported median family income, which excludes single-person households. This single AMI figure represents the income of the average family household as reported in the County, and therefore reflects the average family household size in the County. The AMI is further broken down by family size and income levels are classified as extremely low income (under 30% AMI), very low income (30-50% AMI) and low income households (50-80% AMI).

In total, the County must plan to accommodate 3,180 new housing units by 2045. As shown, the majority of the County's current housing stock (in dark blue) serves higher-income households. The new units needed over the next 20 years (in pink) are more evenly split, with over 1,000 net new units needed to serve low- and extremely-low income households earning under 50% AMI. Fewer units are projected for moderate-income households overall, and there are another 1,104 units projected to be needed to meet

[2] https://deptofcommerce.app.box.com/s/i4ku9gqhckvs73yj66mzlfc3hn036ct5

future higher-income residents' needs. As discussed in detail further below under Section 5.6. "Housing Unit Forecast," these housing unit targets by income band are tied to land use designations which can serve the various income bands based on housing types allowed within each land use designation. The County must then show capacity within vacant and redevelopable parcels in the various Land Use designations to accommodate the required housing targets.

Figure 3.
San Juan County Housing Unit Targets by Income Band, 2020-2045



Source: WA Department of Commerce, WA Office of Financial Management

The table below shows the breakdown of these targets between the Town of Friday Harbor, County UGAs and rural areas and activity centers.

Figure 4.
San Juan County Housing Unit Targets by Income Band, 2020-2045

			0-30%							Emergency
	% of Total	Total	Non-PSH	PSH	>30-50%	>50-80%	>80-100%	>100-120%	>120%	Housing Needs
Friday Harbor City & UGA	29%	**916**	311	26	279	63	38	38	161	10
Eastsound UGA	16%	**515**	175	15	150	106	35	35	0	6
Lopez Village UGA	8%	**244**	83	7	81	49	12	12	0	3
Rural Areas / LAMIRDS / AC	47%	**1,504**	0	0	0	213	173	175	943	17

Source: WA Department of Commerce, WA Office of Financial Management, San Juan County

As detailed in the Land Capacity Analysis Methodology and Results in Appendix 1, San Juan County does not currently have sufficient capacity to accommodate its target housing units serving lower-income populations (earning less than 80 percent Area Median Income). The countywide Land Capacity Analysis results are shown below in Figure 5.

Figure 5.
Total San Juan County (Excluding Friday Harbor) Housing Needs and Capacity, 2020-2045

Income Band	Housing Needs	Aggregated Housing Needs	Pending Units	Remaining Needs	Total Capacity	Surplus/ Deficit
0-30 PSH	22	879	108	771	544	**(227)**
0-30 Non PSH	258					
30-50	231					
50-80	368					
80-100	220	442	56	386	587	**201**
100-120	222					
120+	943	943	620	323	1,743	**1,420**
Total	**2,264**	**2,264**	**784**	**1,480**	**2,874**	**1,394**

As a result of this deficit, the GMA and Commerce Guidance require that the County increase capacity for housing types that can serve these income bands. Housing types that can serve these income bands are primarily considered to be multifamily, although in San Juan County, Community Land Trust developments are also serving these income categories. The Land Capacity Analysis found that the County's deficit in lower-income units is contained within the Eastsound UGA. In order to address this deficit, County staff, Otak, and Leland Consulting Group worked with the Eastsound Planning Review Committee

(EPRC), San Juan County Planning Commission, and San Juan County Council in late 2024 and early 2025 to analyze and propose both densification and expansion in the Eastsound UGA to provide sufficient capacity to meet County targets for low- and moderate-income households. [Add additional discussion here after Eastsound changes are made]

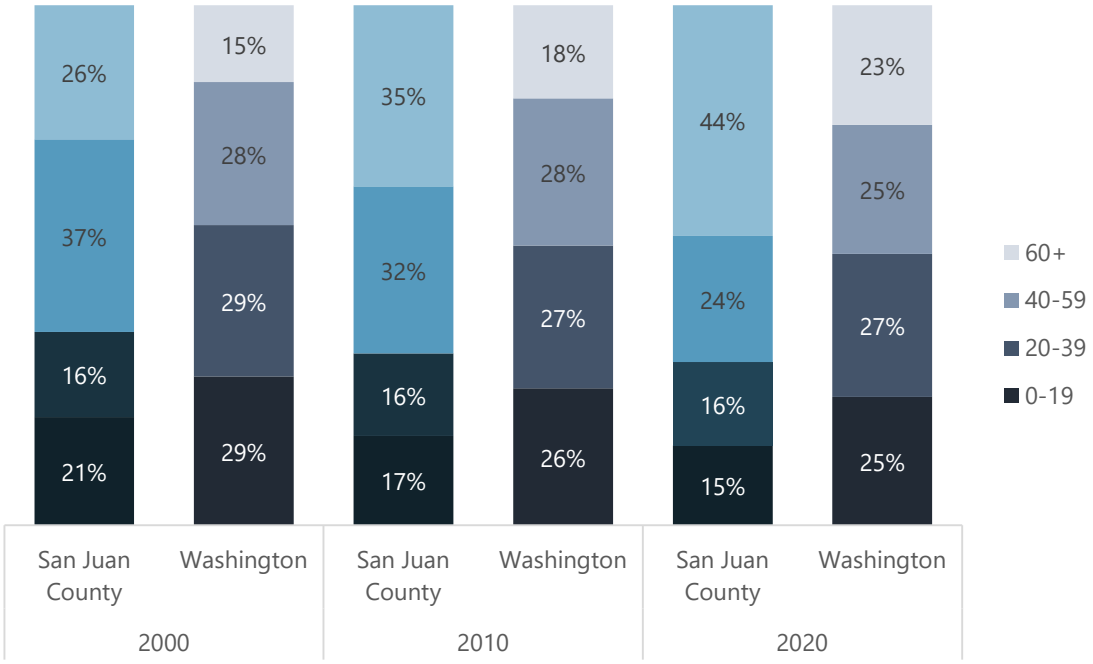
KEY ISSUES:

- San Juan County's population is expected to increase by 5,226 residents to reach 23,014 by 2045, an increase of about 29 percent from current levels.
- The County must plan to accommodate 3,180 new housing units by 2045 in order to meet the needs of current and future residents. Many of these units should be able to serve lower- and moderate-income households.
- Nearly 50 percent of new housing units are expected to be in rural areas and activity centers, with about 30 percent of new units in Friday Harbor, 16 percent in the Eastsound UGA, and 8 percent in the Lopez Village UGA. The County's Land Capacity Analysis found a deficit of capacity to serve households earning under 80 percent of the County Area Median Income (AMI). As a result, the county is working to analyze and propose densification and expansion of the Eastsound UGA to address this deficit.

Age, Race/Ethnicity, Educational Attainment

San Juan County's population is significantly older than the state's population as a whole, and the share of older residents has increased rapidly over the past two decades, as shown below in Figure 7. As of the 2020 Census, 44 percent of San Juan County's population was over 60 years old, a 69 percent increase since 2000, when only 26 percent of residents were over 60. The 2020 share of residents over 60 is nearly double the statewide average of 23 percent. Although the state's population is also aging, the increases are much more dramatic in San Juan County. This has significant implications for the County's housing needs, such as increased needs for accessible units, demand for smaller unit sizes, and a need for analysis and understanding of older and retired County residents' incomes.

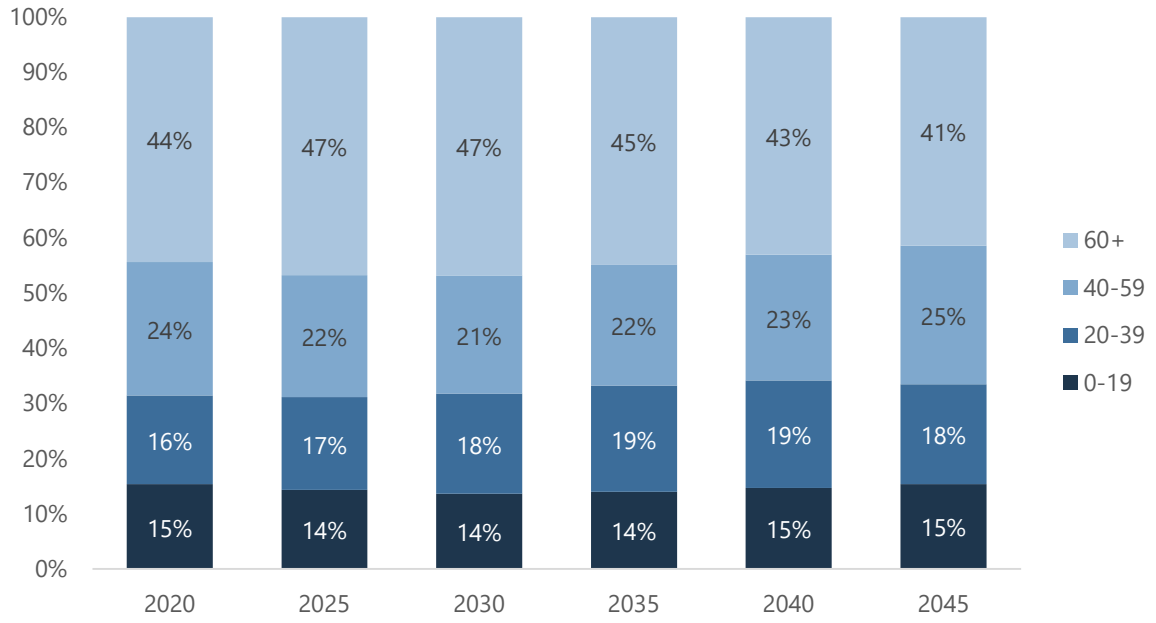
Figure 6.
San Juan County and Washington Population by Age Group, 2000-2020



Source: WA Office of Financial Management

The population of the County is expected to continue to age over the next decade or so, as shown below in Figure 6 which shows OFM's forecast by age cohort through 2045. After 2030, the state is forecasting this trend to reverse, with a slight decrease in older residents and increase in children and young adults from 2030-2045. However, this trend is expected to be very gradual, and the County's overall population is expected to remain considerably older than the state averages over the planning period of this Comprehensive Plan update.

Figure 7.
San Juan County Population Forecasts by Age Group, 2020-2045

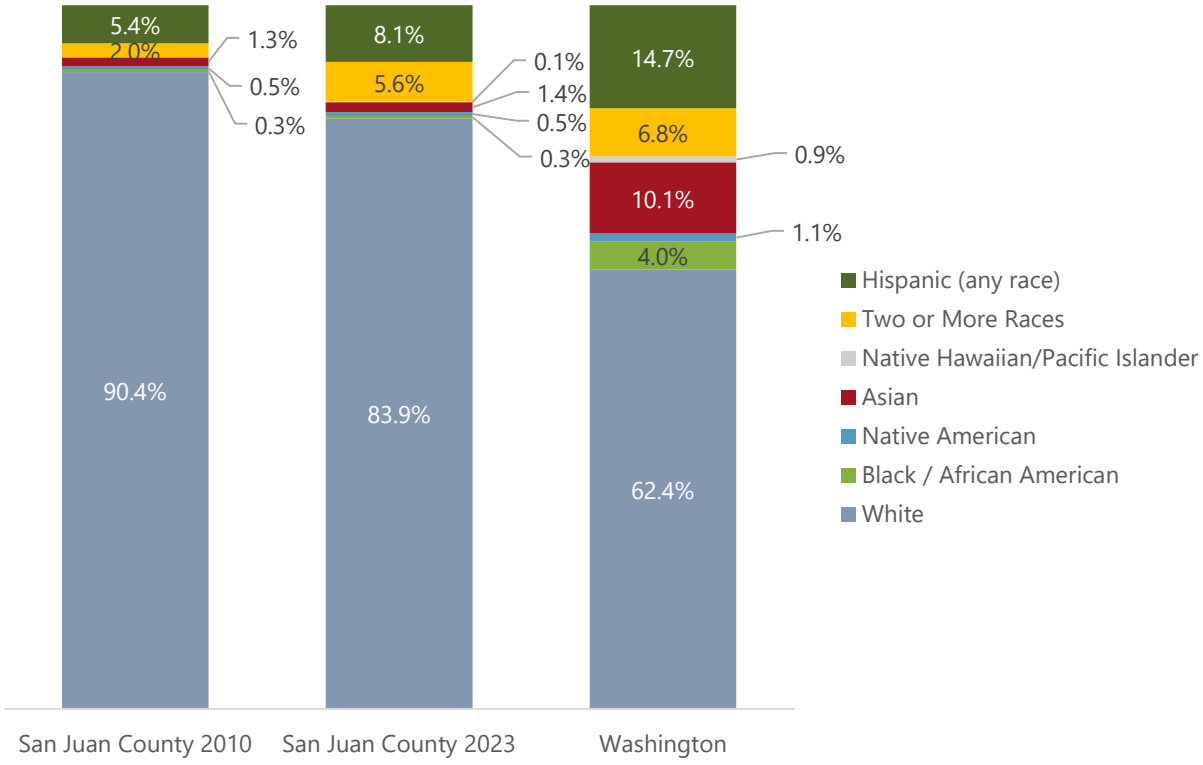


Source: WA Office of Financial Management 2022 Medium Series Population Projections

Data from the Office of the Superintendent for Public Instruction (OSPI), corrected to eliminate distortion by Orcas Island School District's OASIS program, shows that enrollments in the school districts on San Juan, Orcas and Lopez Islands has declined at an annual average rate of -1.6, -2.6, and -0.45 percent, respectively, between 2005 and 2016. This is consistent with populations whose median age is increasing and negative natural increase.

The population of San Juan County has become more racially diverse over the past decade, with particular increases in Hispanic/Latino and mixed-race populations. However, the County is still significantly less diverse than Washington as a whole, at about 84 percent White (non-Hispanic) as of 2023, compared with 62.4 White (non-Hispanic) statewide, as shown below in Figure 8. More detail on racially disparate impacts of past housing policy and disparities in access to housing and housing affordability between racial and ethnic groups in the County can be found in the Racially Disparate Impacts Analysis in at the end of this document.

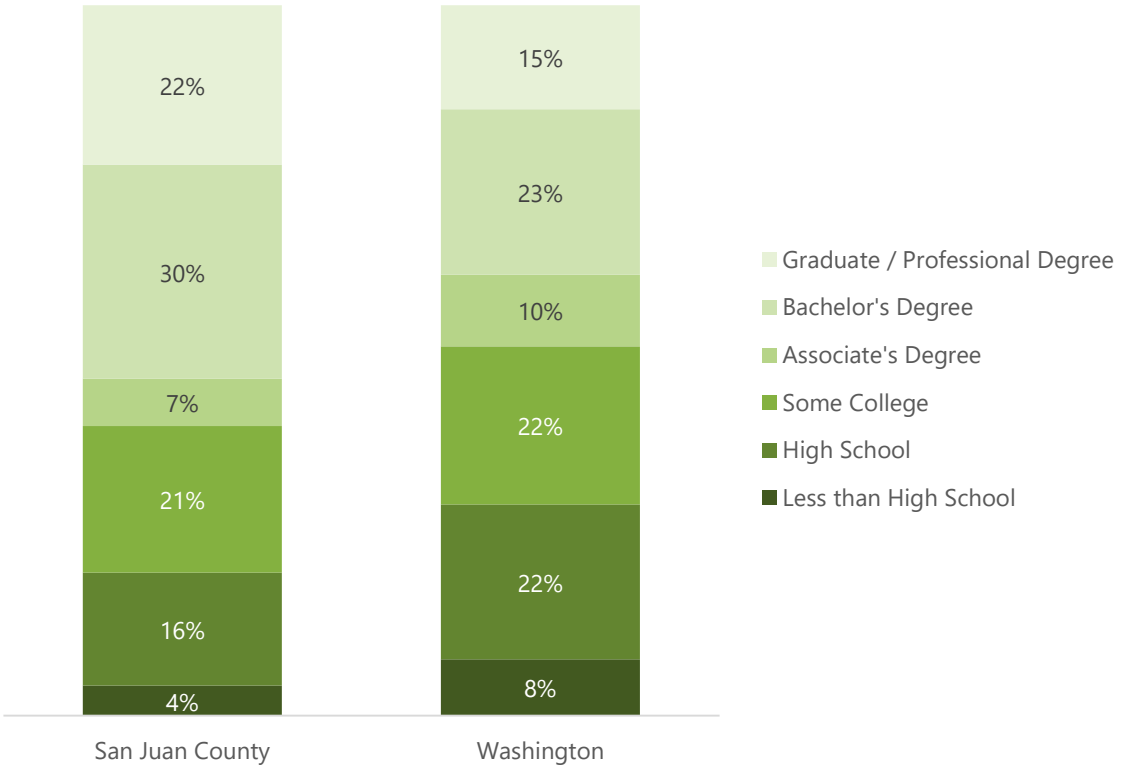
Figure 8.
Race and Ethnicity in San Juan County, 2010-2023



Source: WA Office of Financial Management April 1 Population Estimates

The County's population is highly educated. Approximately 52 percent of the population have attained a bachelor's degree or higher. By contrast, approximately 38 percent of the State's population have achieved the same level of education, as shown below in Figure 9.

Figure 9.
Educational Attainment in San Juan County, 2023



Source: 2022 American Community Survey 5-Year Estimates, Table S1501

KEY ISSUES:

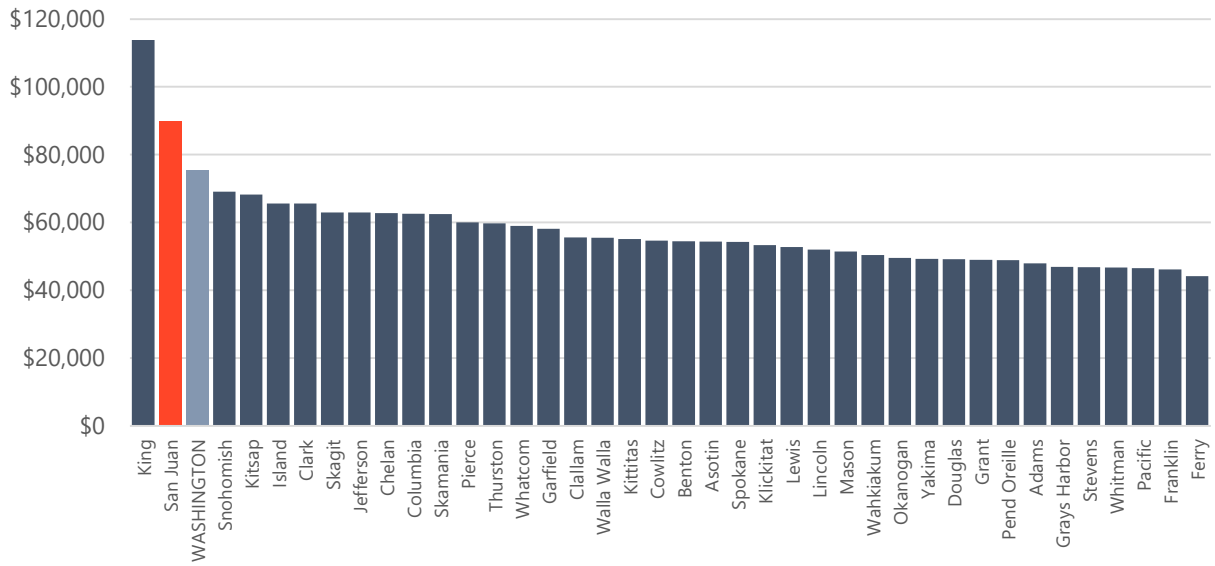
- San Juan County's population is significantly older than the state's population and County has aged rapidly over the past two decades, with 44 percent of the population over 60 years old in 2020, compared to 25 percent in 2000. This aging trend is projected to slow, but the overall age of the population is expected to remain very high for several decades.
- The County's population has become more racially and ethnically diverse over the past decade, with a particular increase in Hispanic/Latino populations, but is less diverse than the state overall.
- San Juan County residents are highly educated, with 52 percent having a bachelor's degree or higher, compared with 38 percent statewide.

Income and Economic Structure

The purpose of this Section is to describe the current economic landscape of San Juan County and promote a better understanding of the economic factors that influence the County housing market.

Figure 5-2. depicts the Real Per Capita Personal Income for San Juan County compared to counties around the State. San Juan County's Real Per Capita Personal Income in 2022 was $89,744, the second highest in Washington State after King County. The statewide average for 2022 was $75,332.

Figure 10
Washington State Real[3] Per Capita Personal Income by County, 2022[4]

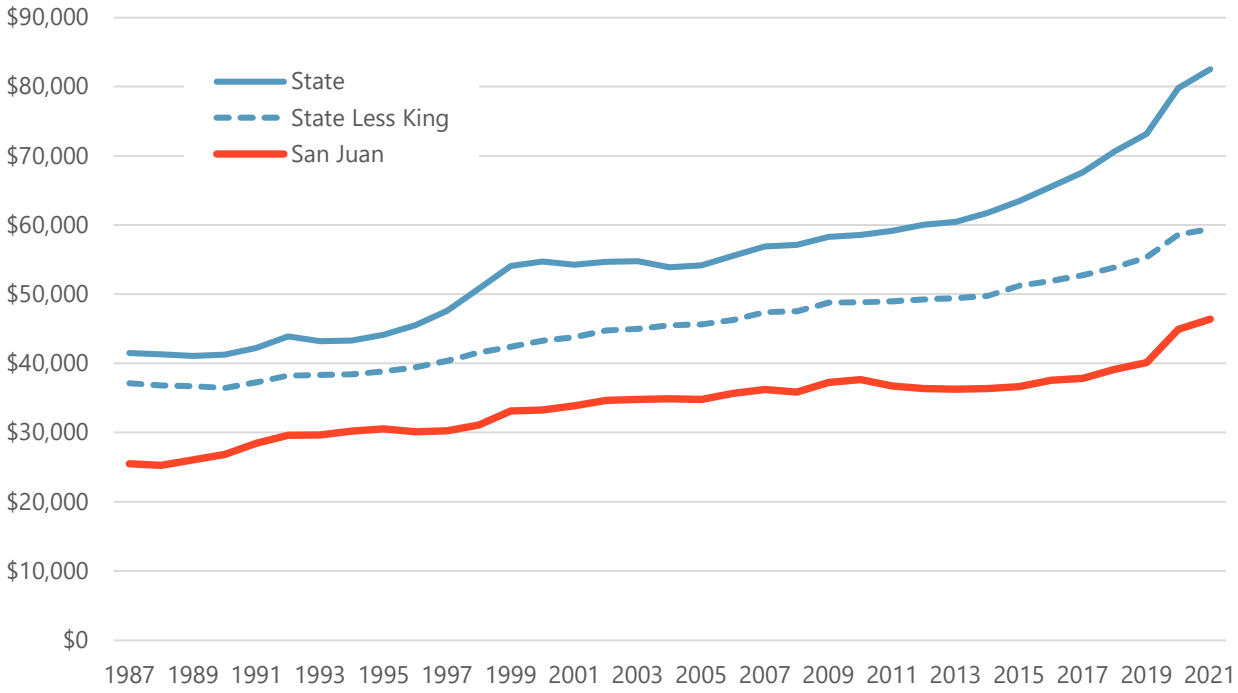


Source: Calculations by the Washington Regional Economic Analysis Project (WA-REAP) with data provided by the U.S. Department of Commerce, Bureau of Economic Analysis

The County's Real Per Capita Personal Income may be misleading due to the high proportion of retirees in the community. The average annual wage in San Juan County for 2021 was $46,428[5], which Figure 11 shows is well below the State average of $82,513

[3] Real per capita personal income determined using the Chain-Weight Implicit Price Deflator for Personal Consumption.
[4] In 2022 Constant Dollars
[5] Washington State Dept. of Employment Security San Juan County Data Tables

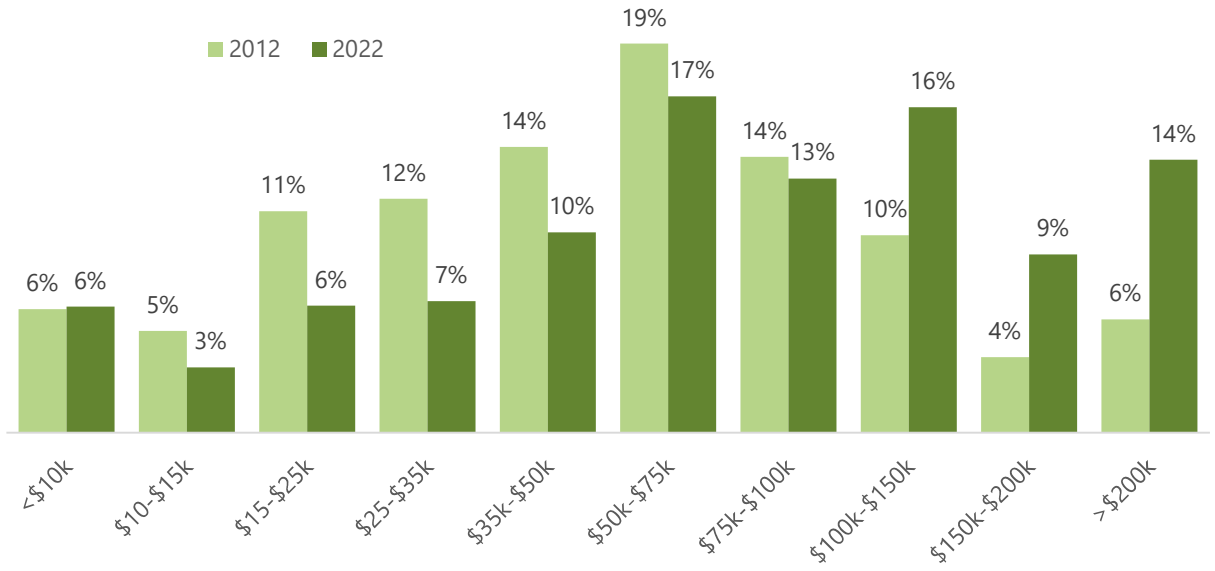
Figure 11.
Average Annual Wage, Adjusted for Inflation, 1987 – 2021.



Source: Washington State Dept. of Employment Security San Juan County Data Tables

Figure 12**Error! Reference source not found.** shows the change in the County's household income brackets since 2012 (not adjusted for inflation). Over the past decade, household incomes have increased overall in the County, with a more than twofold increase in the share of households earning $150,000 or more. Lower- and moderate-income households have correspondingly decreased, although the share of households earning extremely low incomes, less than $10,000, has remained consistent at about 6 percent.

Figure 12.
San Juan County Median Household Income and Benefits, 2012-2022.



Source: 2022 American Community 5-Year Estimates, Table DP03

According to the 2022 United Way ALICE Report[6], 12 percent of County households live below the Federal Poverty Level (FPL). Another 27 percent of households in San Juan County earn above the Federal Poverty Level (FPL), but not enough to afford a basic household budget of housing, childcare, food, transportation, and health care, higher than the state average of 24 percent. This report indicates that a single individual would need to make $31,404 annually, and a family of four would need to make $80,760 annually just to survive on a bare-minimum budget without leaving anything for savings. This is almost four times the federal poverty level of $27,750 for a family of four. In addition, a family of four where both children are in childcare would need to make $102,780 to survive on a bare-minimum budget, showing the increasing burden of childcare costs on families.

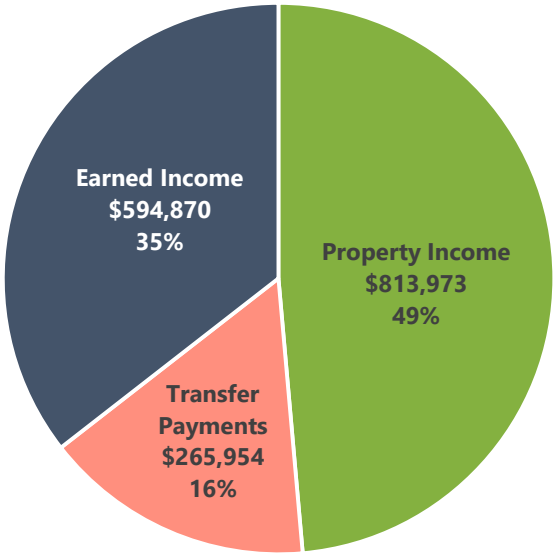
About half of income in San Juan County is earned through property income. Figure 13 delineates personal income in the County into three types. Earned Income is

[6]https://www.unitedforalice.org/county-reports/washington

compensation for labor services, and property income represents payments in the form of dividends, interest and rent for the services of capital. In contrast to the other two components of income, Transfer Payments are by definition payments that are not related to the provision of services. Transfer Payments are payments received from things such as Social Security, Disability Payments, medical payments from Medicare and Medicaid, Family Assistance, Food Stamps, Supplemental Security Income, Unemployment Insurance Payments, and Veterans Benefits Payments.

Property Income made up 49 percent of the total personal income in the County in 2022, compared to 21 percent for Washington State and 20 percent nationally. In combination, Property Income and Transfer Payments amounted to 65 percent of San Juan County's personal income in 2022.

Figure 13.
Major Components of Total Personal Income, San Juan County, 2022 (Thousands of Dollars).



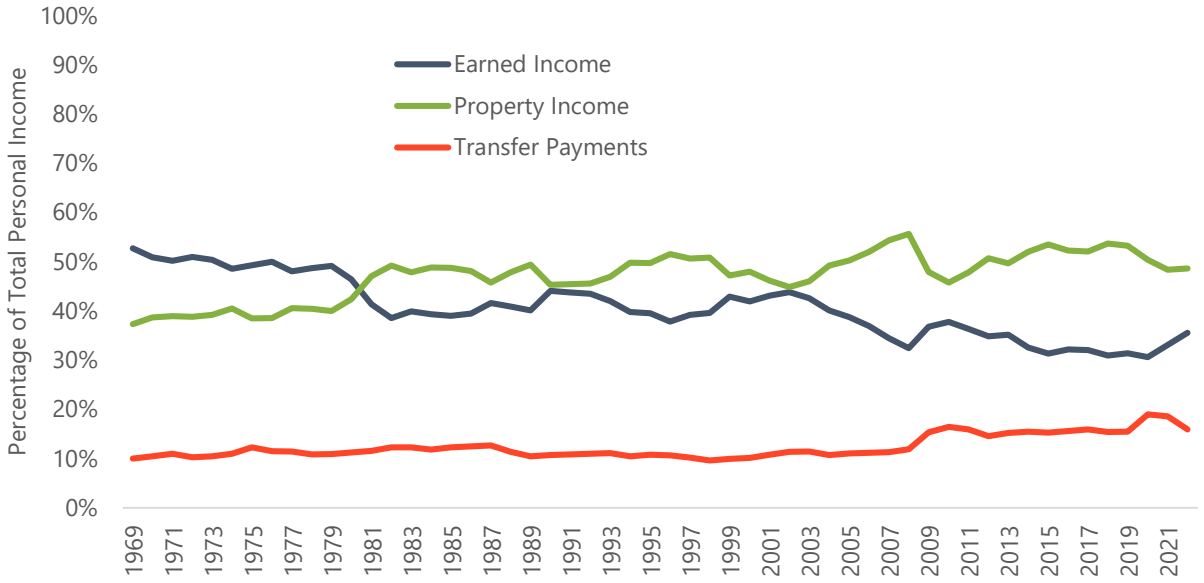
Source: Calculations by the Washington Regional Economic Analysis Project (WA-REAP) with data provided by the U.S. Department of Commerce, Bureau of Economic Analysis

Property income as a percentage of total personal income in San Juan County is overrepresented in comparison to the rest of Washington State and the country. This is

consistent with San Juan County's booming real estate and vacation rental market. Despite having the second highest per capita personal income in Washington (as seen in Figure 10), San Juan County has by far the lowest percentage of earned income in the State.

Earned income made up only 35 percent of personal income in 2022. This amounted to a substantially smaller share than the corresponding 62 percent for earned income nationwide. Figure 14 traces the changing share and relative importance of each income type over time since 1969. Large increases in the share of Property Income and Transfer Payments are often associated with counties that experienced an influx of relatively affluent retirees.[7]

Figure 14.
Major Components as a Percent of Total Personal Income: San Juan County, 1969-2015.



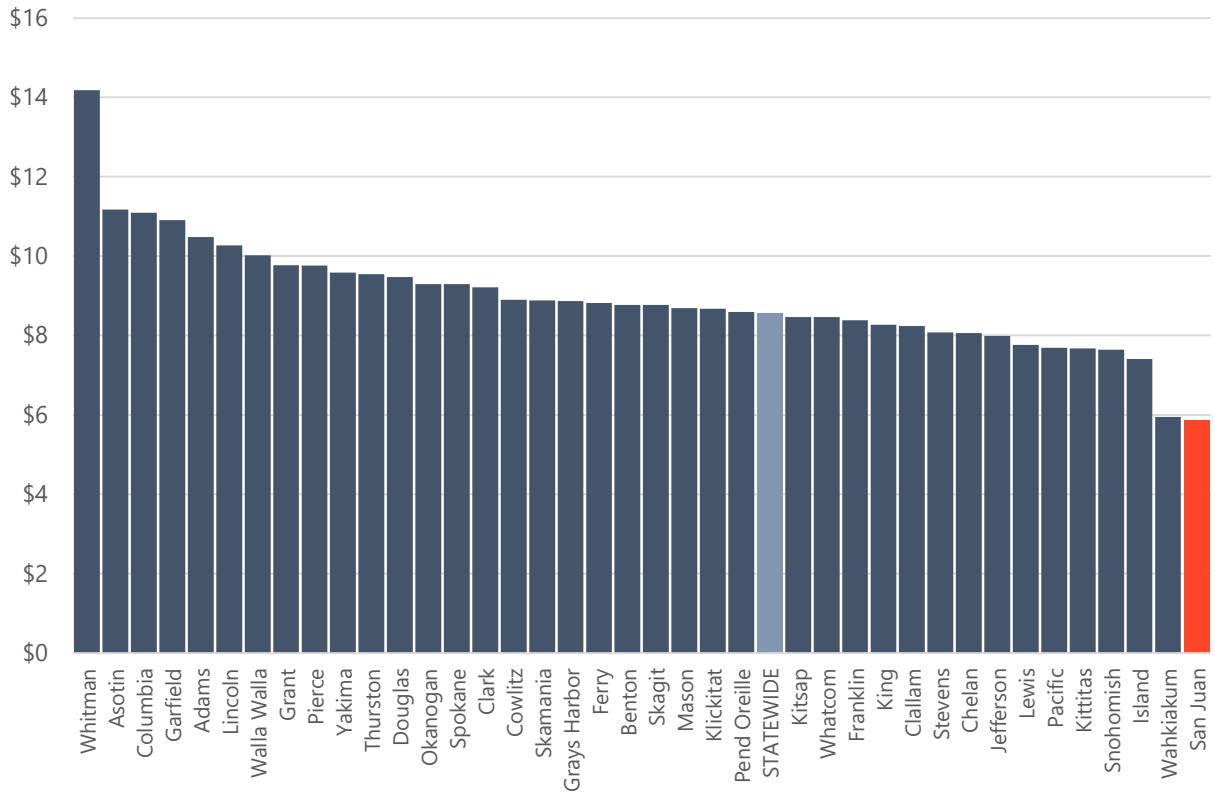
Source: Calculations by the Washington Regional Economic Analysis Project (WA-REAP) with data provided by the U.S. Department of Commerce, Bureau of Economic Analysis

The County has the lowest real estate tax levy rate in the State despite having the second highest per capita personal income of any County in the State and property income making up nearly half of all total income in the County. As shown in Figure 15, the average levy rate in San Juan County is $5.87 per $1,000 of assessed value. This is $2.68 lower than the

[7] Source: Washington.REAproject.org

statewide average, $8.31 lower than the highest rate in the State (Pierce County) and almost $2.00 less than any other county except Wahkiakum.

Figure 15. Comparison of Average Levy Rates[8] by Year Due in 2009-2016.



Source: WA Department of Revenue Property Tax Statistics 2016 Comparison of Average Rates by Year Due

KEY ISSUES:

- San Juan County's per capita income is the second highest in the State at $89,744, but the average annual wage is well below the State average at $46,428.
- Household incomes in the County have increased, with a twofold increase in the share of households earning $150,000 or more.
- Twelve percent of San Juan County's population lives below the Federal Poverty Limit. It is estimated that another 27 percent lives above this limit but does not earn enough to afford basic households needs.

[8] Per $1,000 of assessed value.

- About half personal income in the County comes from property income, and only 35 percent comes from earned income (i.e. wages)
- Despite having the second-highest per capita income in the state, and property income making up a significant share of personal income, San Juan County has the lowest real estate tax levy rate in Washington.

Employment

In addition to migration and natural increase, housing and employment opportunities are key variables influencing population change. Traditionally employment stimulates the demand for housing, however, over the past forty years San Juan County has followed a different path by becoming an affluent retirement community with low wage employment options.

For the majority of the 20th century, the County was home to a relatively small and stable population with an economy that centered on fishing, farming and logging. In the mid 1960's San Juan County begin to transition away from these core industries to a tourism-based economy due to a lack of secondary processing on the islands and increased competition from mainland industries. As the County's median age and retirement population has trended upward, employment participation has predictably declined. Table 5-5 presents rates of labor force participation in 2012 and 2022. Over the past decade, labor force participation among residents 16 and older has decreased from nearly 60 percent to 53 percent. This contrasts with the statewide labor force participation of almost 65 percent. The unemployment rate in San Juan County has decreased from 3.2 percent to 1.7 percent in 2022, lower than the state average, and likely reflective of the demand for employment in the County given the low rate of labor force participation, among other factors.

Figure 16.
San Juan County Population Employment Status.

Employment Status	San Juan County 2012	San Juan County 2022	Washington 2022
Population 16 years and over	**13,629**	**16,015**	**6,209,213**
In labor force	59.9%	53.2%	64.6%
Civilian labor force	59.9%	53.1%	63.6%
Employed	56.7%	51.4%	60.4%
Unemployed	3.2%	1.7%	3.2%
Armed Forces	0.0%	0.1%	1.0%
Not in labor force	40.1%	46.8%	35.4%
Civilian labor force	**8,158**	**8,499**	**3,949,085**

Source: U.S. Census Bureau, 2012-2022 American Community Survey 5-Year Estimates, Table DP 03

Figure 17**Error! Reference source not found.** breaks down the County workforce by industry, as well as separating jobs located in the County (which could be worked by County residents or others who commute in to work) and jobs worked by County residents (which may or may not be located in the County).

The retail and construction sectors are the largest sectors in the County by employment, both of residents and commuters. The data suggests that there is more in-commuting to work in construction than retail jobs. There has been an uptick in construction employment over the past decade. Health care jobs are also a prominent field among residents of the County, though there are fewer jobs in the County itself, showing that some residents commute out to work health care jobs elsewhere. Given the County's tourism economy, there are a large number of food and accommodation jobs, and it is also a major sector among County residents. There has been a decrease in education jobs over the past decade, perhaps due to the aging population discussed elsewhere in this report. The professional services sector, which includes many traditional "white collar" jobs, has grown over the past decade, whereas government jobs, manufacturing, other services and the arts and entertainment sectors have seen some declines.

Figure 17.

San Juan County Employment, 2011-2021.

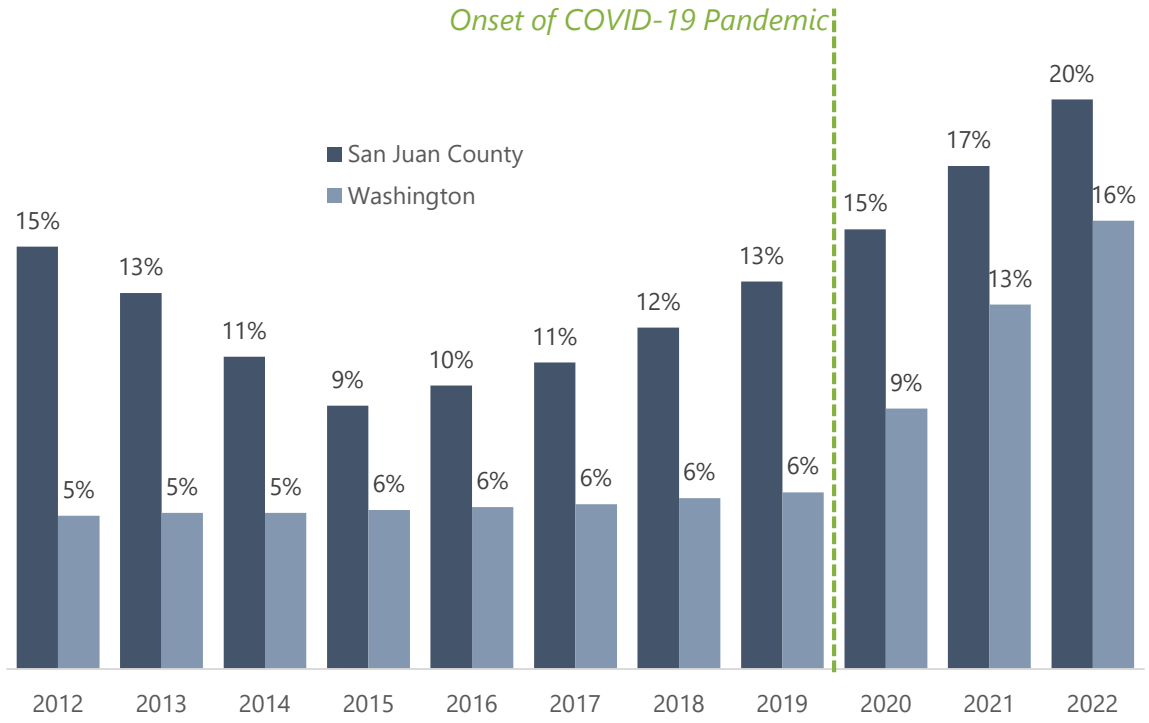
Industry Sector	Jobs in San Juan County 2011	Jobs in San Juan County 2021	Jobs Worked by San Juan County Residents 2011	Jobs Worked by San Juan County Residents 2021
Retail Trade	12.8%	15.0%	12.8%	14.5%
Construction	11.5%	15.3%	7.8%	12.1%
Health Care	8.1%	6.9%	9.7%	11.1%
Accommodation / Food	14.9%	13.6%	10.6%	10.5%
Education	10.0%	7.7%	9.4%	7.8%
Professional Services	2.9%	4.8%	4.2%	5.9%
Public Administration	8.2%	6.3%	6.8%	5.4%
Manufacturing	3.2%	3.9%	6.8%	4.7%
Administration, Waste Mgmt.	4.1%	4.7%	4.3%	4.6%
Other Services	6.6%	4.3%	6.5%	4.0%
Transportation, Warehousing	1.4%	2.5%	3.1%	3.3%
Arts, Entertainment, Recreation	5.0%	3.6%	3.8%	2.9%
Real Estate	1.8%	3.2%	1.8%	2.7%
Information	2.2%	2.3%	2.3%	2.4%
Wholesale Trade	1.7%	1.1%	3.1%	2.2%
Finance and Insurance	2.1%	1.1%	2.5%	2.2%
Agriculture, Forestry	1.1%	1.7%	2.0%	1.7%
Utilities	1.9%	1.6%	1.4%	1.2%
Management	0.5%	0.2%	0.6%	0.7%
Mining & Natural Resources	0.1%	0.1%	0.3%	0.1%

Source: Longitudinal Employer Household Dynamics (LEHD) via Census OnTheMap

The prevalence of remote work since the onset of the COVID-19 pandemic in 2020 has significantly changed the landscape of where people may choose to live by increasing flexibility, particularly for workers in knowledge industries. This has been particularly prevalent in more rural locations such as San Juan County. Figure 18 below shows Census data on remote work. San Juan County has historically had a higher share of people working from home, even before the COVID-19 pandemic. Since 2020, the share has been increasing, with 20 percent of workers reporting working from home as of 2022. On the other hand, the statewide average was between 5 and 6 percent of people working from home up until the pandemic. Since then, the statewide average has also increased by nearly three times, with 16 percent of workers in Washington reporting working from home as of 2022. This likely undercounts the scope of remote work, particularly if employees are

only working some days of the week from home. The latest research from the Survey of Working Attitudes and Arrangements, conducted monthly by Stanford University, ITAM, and the Hoover Institution, as well as the Census Household Pulse Survey, shows that about 30 percent of work *days* are worked from home on average – about 2.1 days per week.[9] This number has remained constant for nearly two years. This data suggests that there are likely even more people working from home on an average day than the estimates shown below.

Figure 18.
Share of Employed Population Working From Home, 2012-2022



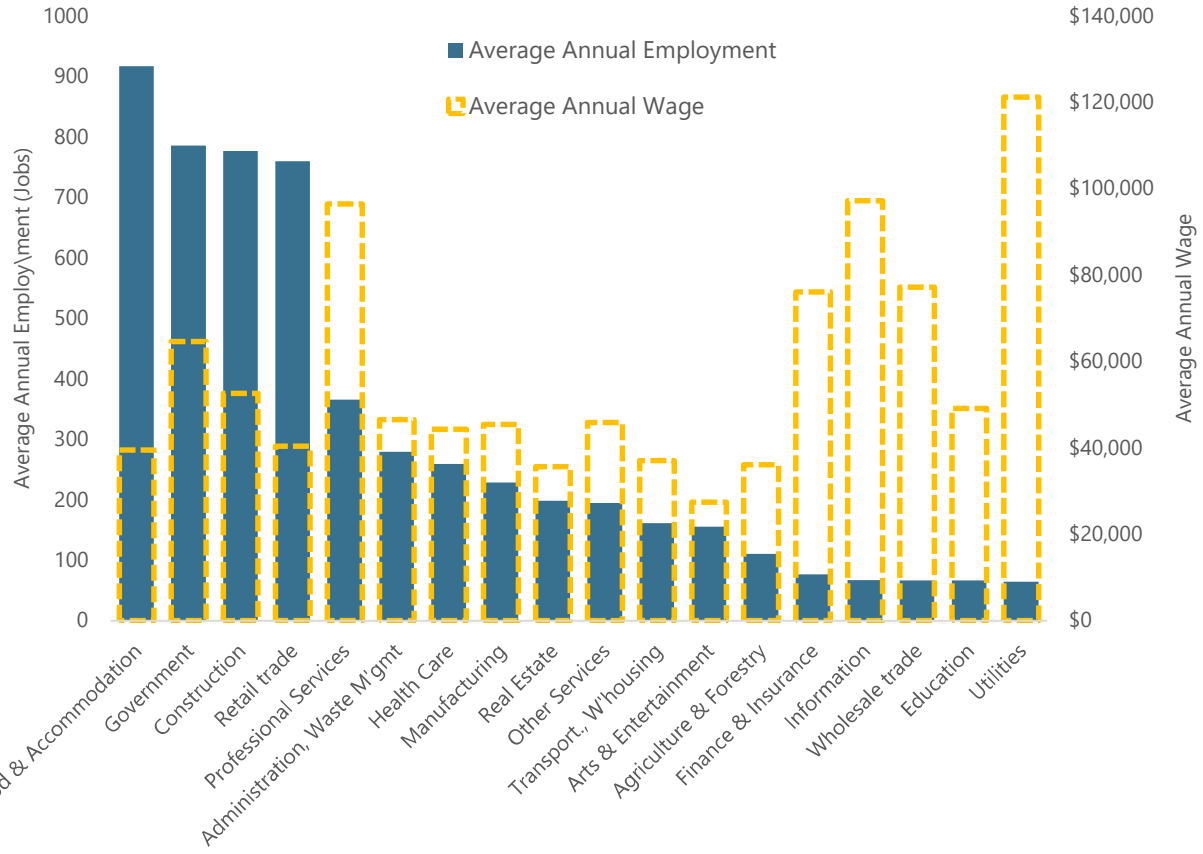
Source: U.S. Census Bureau, 2012-2022 American Community Survey 5-Year Estimates, Table S0801

Figure 19 shows the number of employees in each industry in 2023 (in blue bars) alongside the average annual wage by sector (in orange dotted bars). There is a noticeable dichotomy

[9] Survey of Working Arrangements and Attitudes, www.wfhresearch.com, https://wfhresearch.com/wp-content/uploads/2024/08/WFHResearch_updates_August2024.pdf

shown in this data, with the County's most prevalent job sectors of accommodation, retail, construction, and government paying relatively low wages, compared to professional services, information (technology), finance, insurance, and utilities, which have the highest average salaries but employ significantly fewer people in the County.

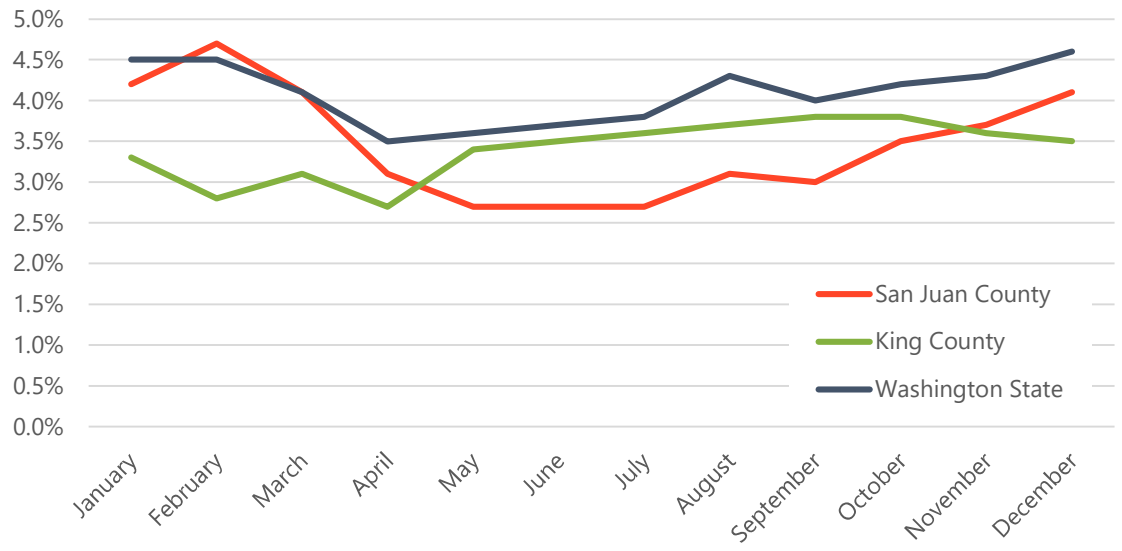
Figure 19.
Employment and Wages by Industry, San Juan County, 2023.



Employment in San Juan County is heavily seasonal and unemployment rates typically fluctuate up to 3 percent between their low point in January and the high in August.[10] Figure 20 shows the dramatic change that occurs from one season to the next. Once again, this data paints the picture of a County whose economy is highly driven by the tourism industry.

[10] https://esd.wa.gov/labormarketinfo/labor-area-summaries

Figure 20.
Unemployment Rate, Non-Seasonally Adjusted, 2023.



Source: Washington State Employment Security Department, Labor Area Summaries

KEY ISSUES:

- Employment participation in the County has declined as the median age has increased, resulting in an affluent retirement community with low wage employment options.
- Retail, construction, health care, and food/accommodation are the largest employment sectors in the County. Many of the sectors with the highest number of employees in the County pay relatively low wages, particularly in food and accommodation.
- Remote work has increased notably since the COVID-19 pandemic, with 20 percent of workers reporting working from home as of 2022.
- Tourism heavily affects employment in San Juan County, leading to large seasonal swings in unemployment.

Housing Inventory

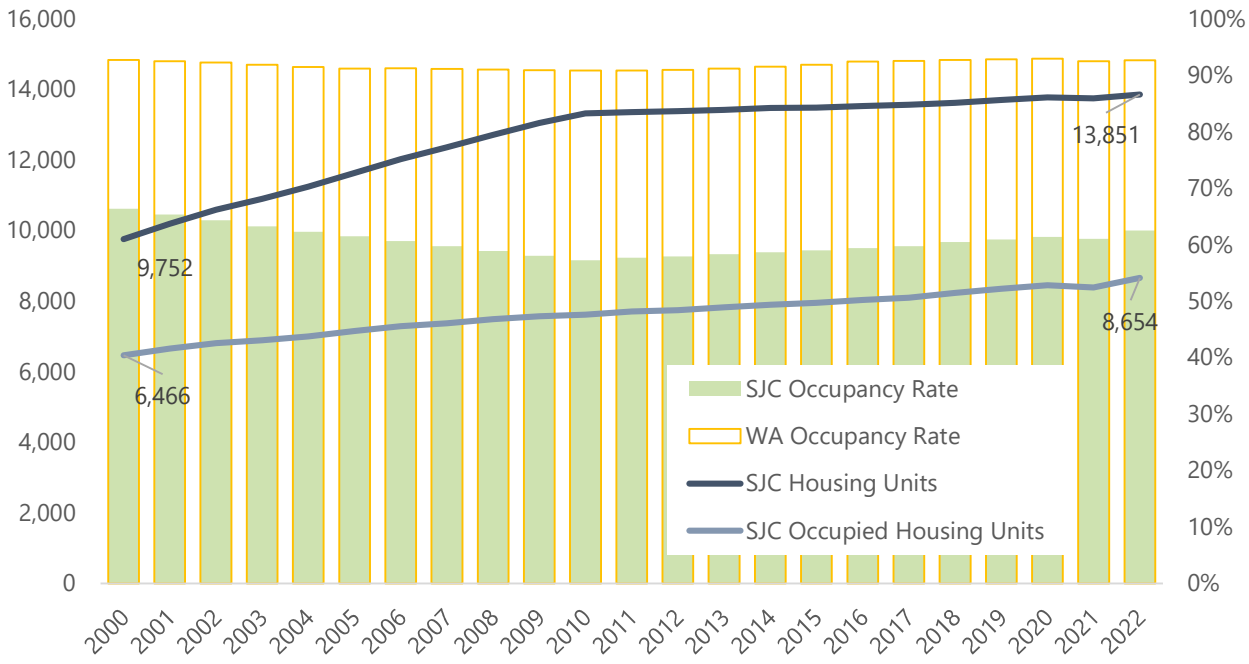
Housing Type and Quantity

To estimate future housing needs properly, the makeup of the current housing stock must be understood. According to the Washington State Office of Financial Management (OFM) in 2024, there were 14,343 total housing units in San Juan County for a population of 18,475. This means there was one housing unit for every 1.28 residents. Standard

economic theory would suggest that the abundance of housing units would put a downward pressure on prices. However, in San Juan County the housing price trajectory over the last decade has been almost exactly the opposite. A large population of second and vacation homes in the County mostly explains this phenomenon.

San Juan County housing unit inventory increased thirty-seven percent from the 2000 Census to the 2010 Census. Since the 2010 Census, development in the County has slowed, and the most recent OFM data shows only an eight percent increase from 2010-2024. The table below in Figure 21 shows these trends as well as occupancy rates for the county.

Figure 21.
San Juan County Housing Units and Occupancy, 2000-2022

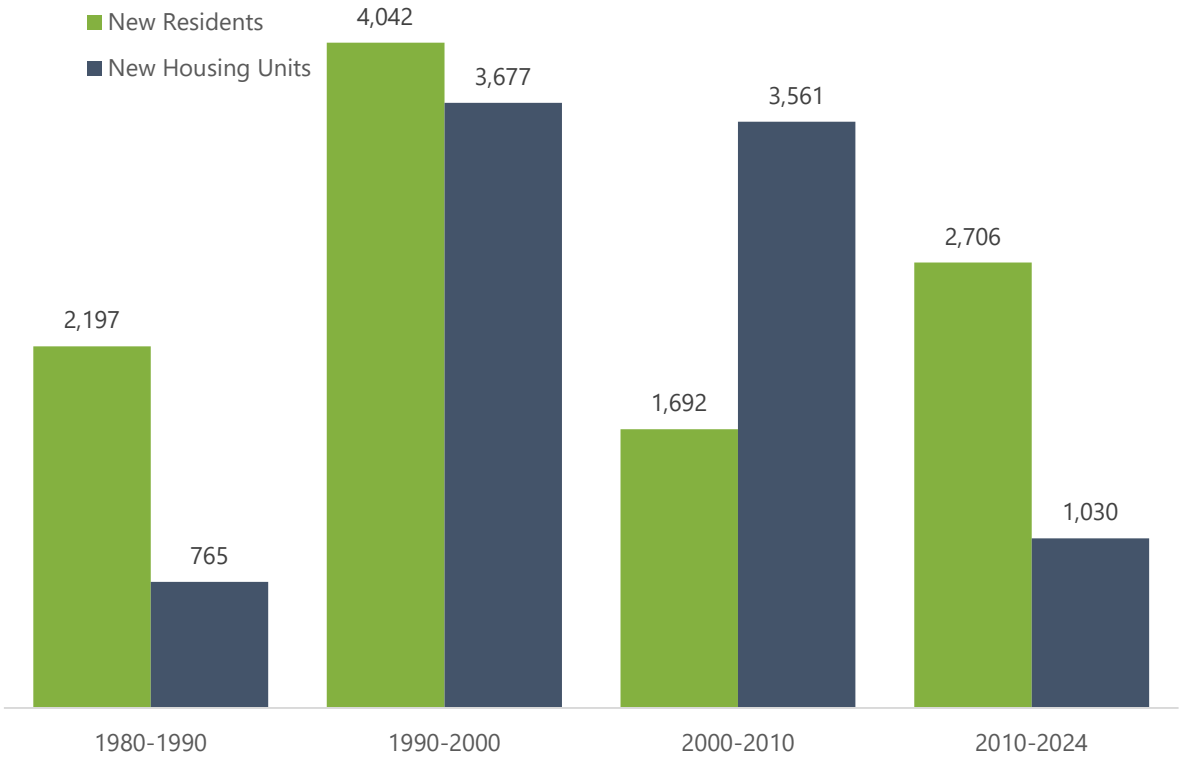


Source: Washington Office of Financial Management, Intercensal Housing Estimates (2000-2020), U.S. Census Bureau American Community Survey 5-Year Estimates, Table B25002

Figure 22 compares the number of new residents in the County to the number of new housing units built since 1980. In the 1980s, new residents outpaced new housing construction, but this reversed by the 2000s, with nearly twice as many new units as new residents between 2000 and 2010. However, this did not necessarily translate into increased housing availability for full-time residents as many of these were vacation homes

or seasonal homes, as shown by the decreasing occupancy rates during that period above in Figure 21. More recently, since 2010, this trend has again reversed, with increases in population outpacing increases in housing production, as was the case in the 1980s. This increase in population has likely only exacerbated pressure on the existing housing stock to house new residents.

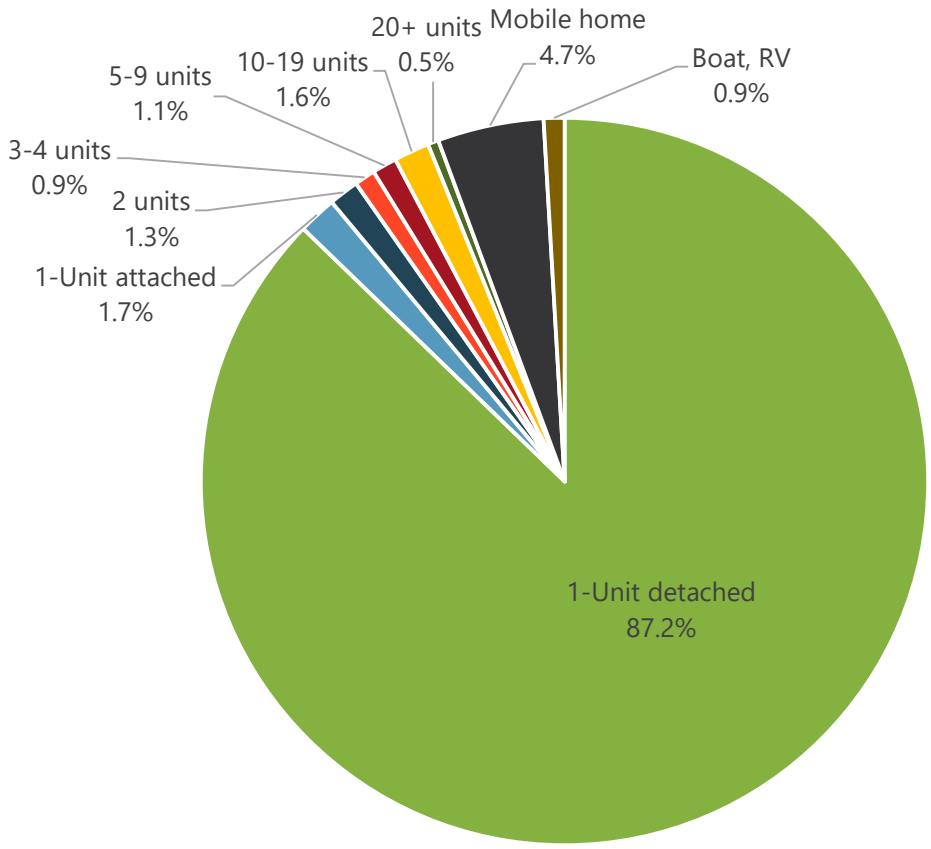
Figure 22.
New Residents to New Housing Units, 1980-2024.



Source: Washington Office of Financial Management Postcensal & Intercensal Population and Housing Estimates, April 1 Population and Housing Estimates.

Figure 24 shows a breakdown of the County's housing units by unit type. The large majority of units are single-unit detached homes, at 87 percent. There are small shares of "middle housing" of 2-9 units, totaling about 3 percent, and about two percent of units are in buildings of 10 units or more. A larger share of the County's housing units, nearly 5 percent, are in mobile homes.

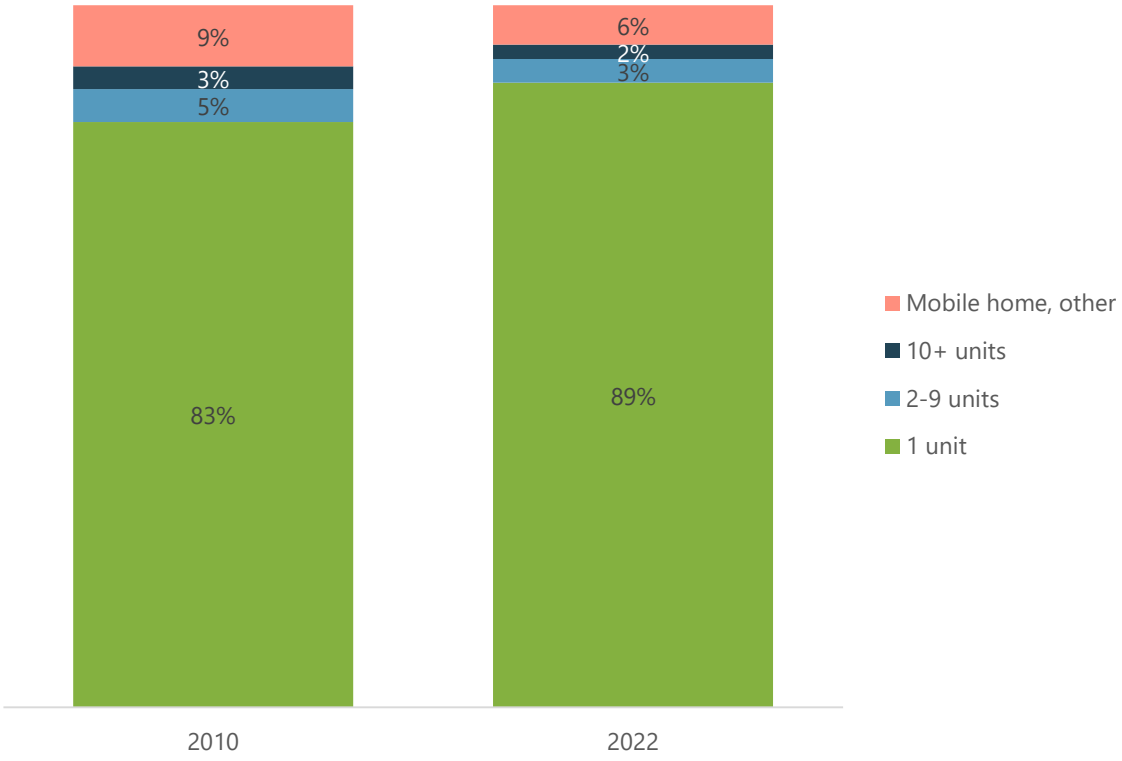
Figure 23.
San Juan County Housing Units by Type, 2022.



Source: U.S. Census Bureau American Community Survey 5-Year Estimates, Table DP04

Figure 24 shows the share of units by housing type in 2010 and 2022. Since 2010, the share of single-family homes has increased by 6 percent from 83 to 89 percent. Apartments and mobile homes make up a smaller share of housing units in the County now compared with 2010, both because of an increase in single-family homes and a decrease in multifamily housing types. In particular, the number of mobile homes has decreased from 1,110 to 782 between 2010 and 2022.

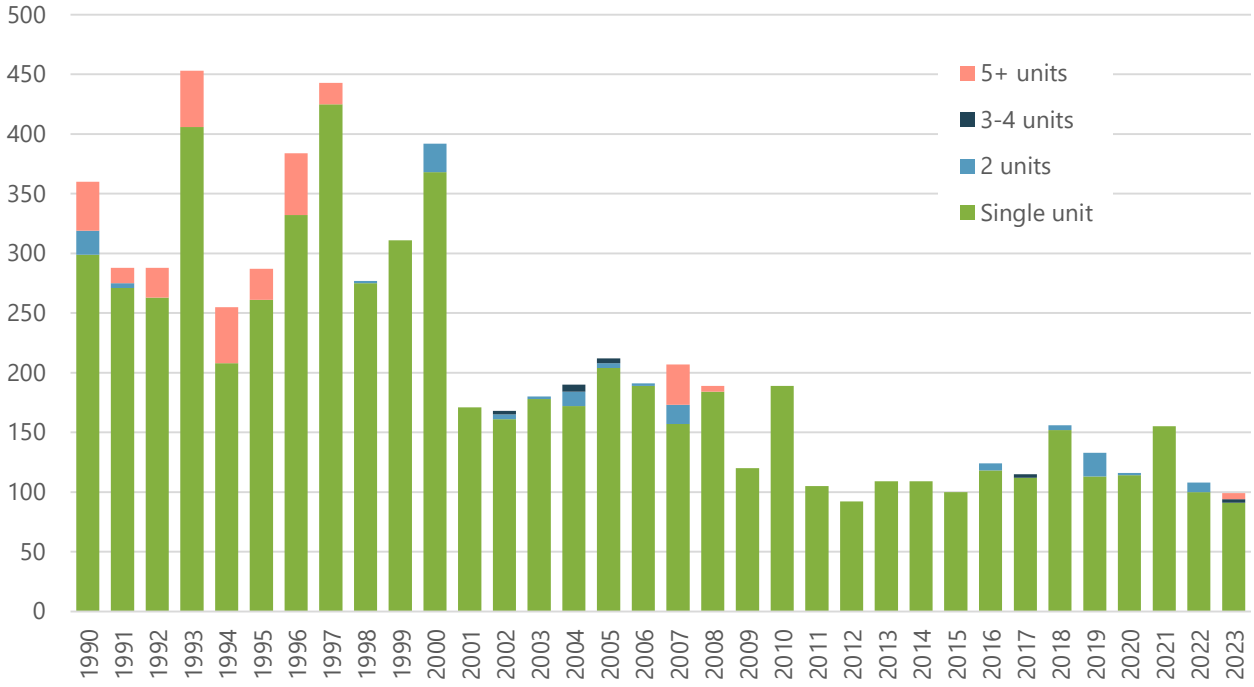
Figure 24.
2016 San Juan County Housing Inventory, 1990-2016.



Source: U.S. Census Bureau American Community Survey 5-Year Estimates, Table DP04

Figure 25 shows the number of housing building permits issued in the County from 1990-2023. After a construction boom during the 1990's, construction of new houses slowed during the early 2000s and further slowed following the 2008 recession. Construction of new multi-family housing projects has almost entirely ceased, although there have been some duplexes and other "middle housing" projects of 3-5 units produced in small quantities in recent years. Due to low multi-family unit production over the past three decades, the County now has a lack of diversity in its housing structures.

Figure 25.
San Juan County Housing Permits, 1990-2023.



Source: U.S. Census Bureau Building Permits Survey

KEY ISSUES:

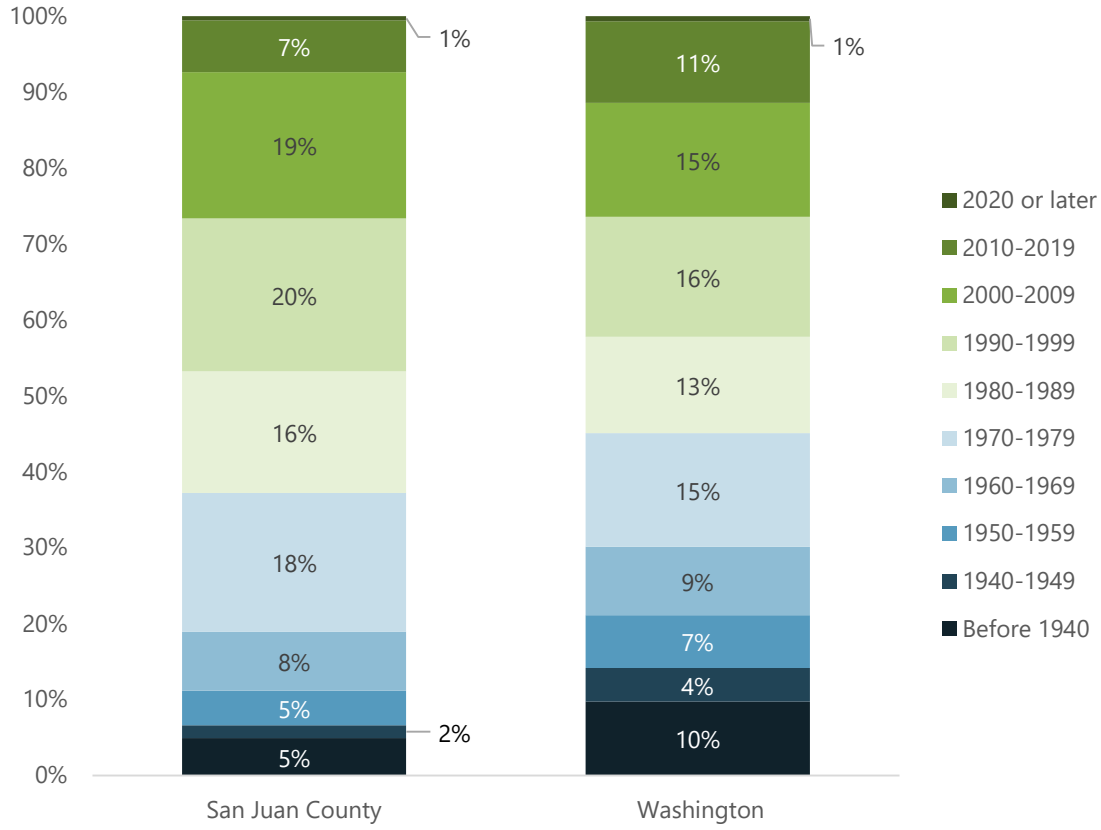
- In the past decade, there were more than 2 new residents in San Juan County for each new housing unit, putting increased pressure on the existing housing supply.
- San Juan County shows a lack of diversity of housing types with sparse numbers of middle housing and multi-family units, and multifamily construction has essentially ceased since 2009.
- Housing production in the County has decreased since 2000, and further since the 2008 recession, with between 100-150 units per year built since 2010, compared with 250-450 per year between 1990 and 2000.

Age and Condition of Housing Stock

Figure 26 shows the breakdown of San Juan County's housing stock by age. About 42 percent of the houses in San Juan County were built in the year 1990 or later, as opposed

to 47 percent in Washington State. Ideally, this would mean that the County might not need to devote quite as many resources to maintain the upkeep of the existing aging housing stock as other areas in our state. Only 19 percent of houses in the County were built before 1970 while the rest of the State sits at 30 percent. However, this data also corroborates the permit data shown above, showing a slowdown in housing production since 2010, particularly when compared to the early 200s, when 19 percent of the County's housing stock was built.

Figure 26.
Year Housing Built in San Juan County, 2022.



Source: U.S. Census Bureau, 2022 American Community Survey 5-Year Estimates, Table DP04

Census data reports that about 1.7 percent of housing units in San Juan County lack complete plumbing facilities, down from 2.4 percent a decade ago. This is higher than the statewide average of 0.4 percent of units which lack complete plumbing facilities.

Additionally, 1.8 percent of units lack complete kitchen facilities, also higher than the 1.1 average statewide and a slight increase from 1.2 percent a decade ago.

According to the local family resource centers, there has been an increase in the number of families living in substandard housing with poor conditions such as trailers or recreational vehicles, and it is not uncommon for people to live some or all of the year in a tent. Also, 14.9 percent of respondents to the County's 2024 Point in Time Homeless Count were those living in substandard structures.

KEY ISSUES:

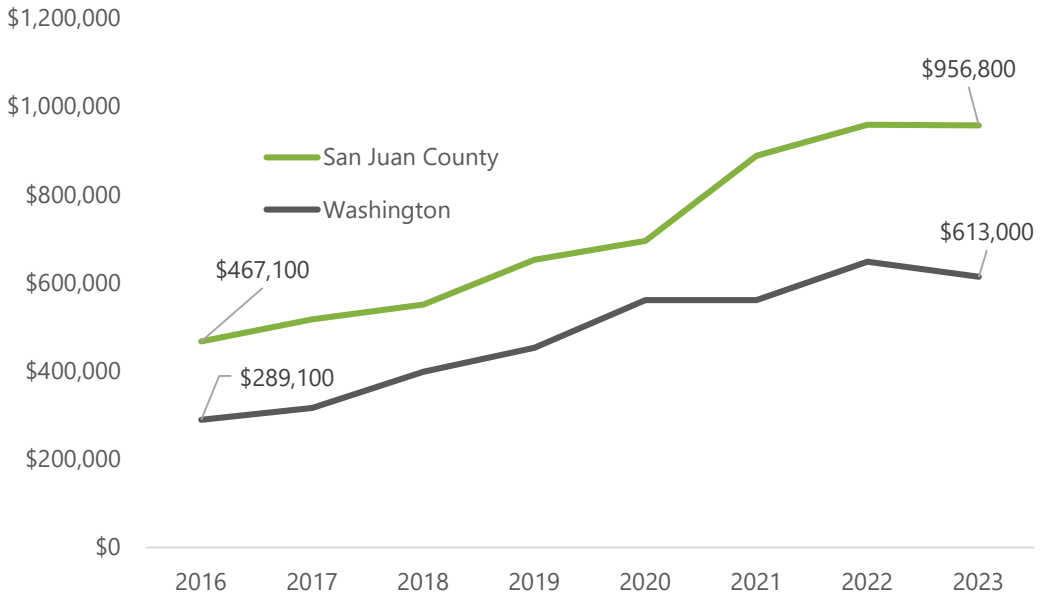
- The County's housing stock is generally newer than statewide averages, with 42 percent of units in San Juan County built since 1990 and only 19 percent built before 1970.
- The number of occupied housing units lacking complete plumbing facilities and/or complete kitchen facilities are higher than statewide averages.

Ownership Housing

According to the Washington Center for Real Estate Research (WCRER), the median home price in San Juan County in 2023 was $956,800. This aligns with data from commercial real estate sources such as Zillow, which estimates the typical home value in the county as of July 2024 at $906,519.[11] As shown below in Figure 27, housing prices have increased dramatically in San Juan County and across Washington in recent years. Since 2016, prices have increased about 105 percent (essentially doubled) in the County, an average annual increase of 10.8 percent. The most dramatic price increase occurred in 2020-2022, immediately after the onset of the COVID-19 pandemic, when low interest rates and a desire for more space dramatically increased housing demand in many desirable and more rural areas, such as San Juan County. More recently, the rapid increase in housing prices seen in the past few years has slowed down significantly due to increased interest rates in the past two years, with little change from 2022-2023 in the County and a slight decrease statewide. Nevertheless, average housing prices in San Juan County were still about one and a half times that of the statewide average in 2023. Because the County is a desirable tourist and second home destination, homebuyers must compete for housing not only with other County residents but also with people from all over the world.

[11] Zillow Home Value Index (ZHVI), accessed 8/19/24 at https://www.zillow.com/research/data/

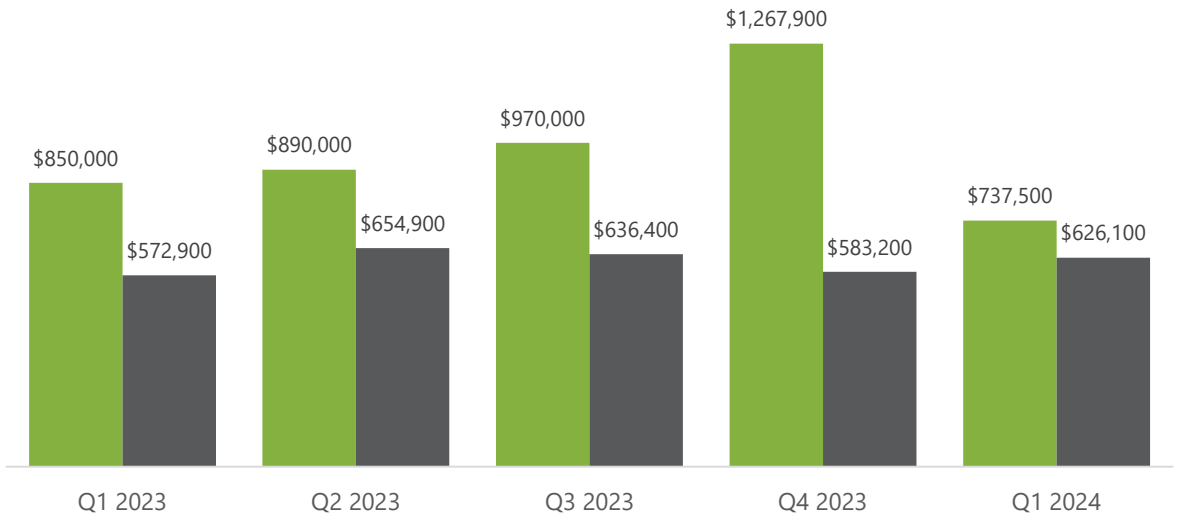
Figure 27.
Annual Median Home Price in San Juan County, 2016-2023.



Source: Washington Center for Real Estate Research (WCRER) 1st Quarter 2023 Housing Market Report

More recent data from the first quarter of 2024 indicates that housing prices in the County may have peaked, with a dramatic reduction in the median home price from $1.2 million in the 4th quarter of 2023 to $737,500 in the first quarter of 2024 – much more in line with the statewide median, as shown below in Figure 28. However, this rapid decrease in price is only one data point, and comparison with Redfin data shows significant fluctuation in median sales prices so far in 2024, so it may not signal a long-term decreasing trend. However, the available data does suggest at least a significant stabilization of home prices in the County is underway.

Figure 28.
Quarterly Median Home Price in San Juan County, 2023-2024 (YTD).

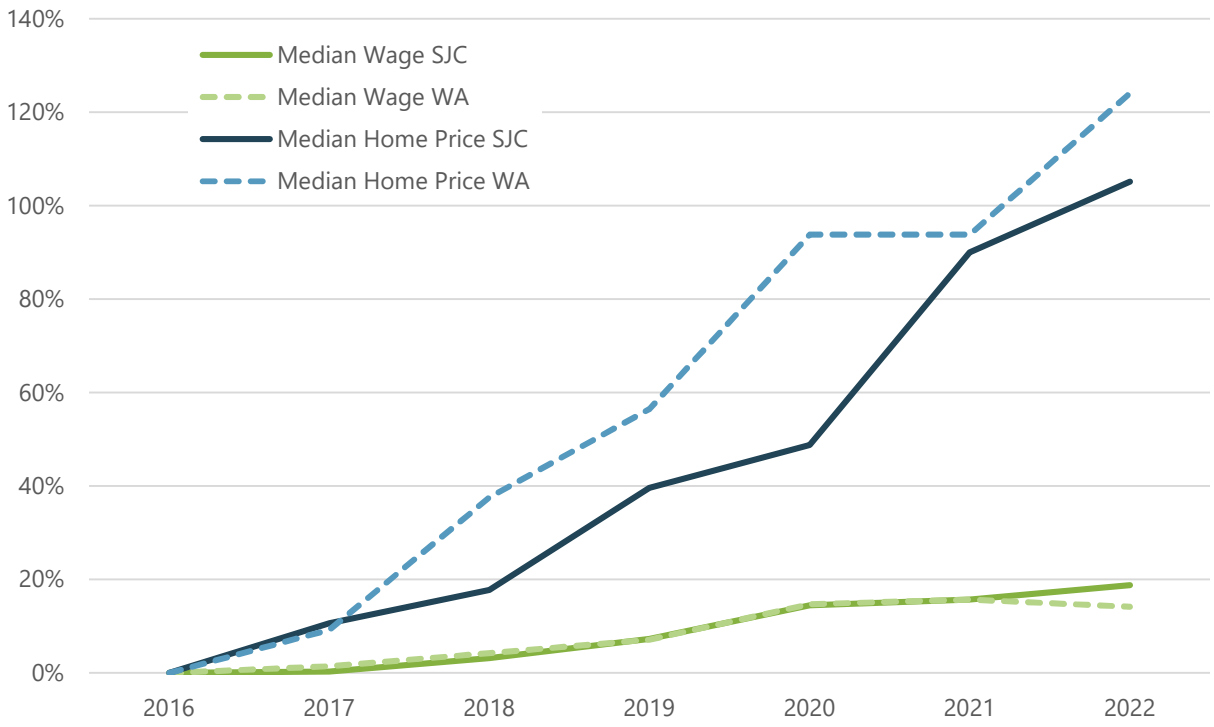


Source: Washington Center for Real Estate Research (WCRER) 1st Quarter 2023 Housing Market Report

Anecdotally, one contributing factor to high home values and difficulties in creating affordable housing (see Section 5.4) is the reputed higher cost of construction on the islands. The cost of transporting certain building materials from the mainland and a small labor pool of skilled local labor means considerably higher construction costs and challenges than other areas of the State.

As seen in Figure 29, wages have risen much slower than home prices both in San Juan County and statewide in recent years. While wages only rose about 20 percent between 2016 and 2022, home prices more than doubled during that period, both in the County and the State. As noted above however, home prices have stabilized recently, and tracking wage and income data as it becomes available in the coming year will provide useful context around housing affordability in the County moving forward.

Figure 29.
Change in Median Home Prices and Median Wages, 2016-2022.



Source: Washington Center for Real Estate Research (WCRER), Calculations by the Washington Regional Economic Analysis Project (WA-REAP) with data provided by the U.S. Department of Commerce, Bureau of Economic Analysis

KEY ISSUES:

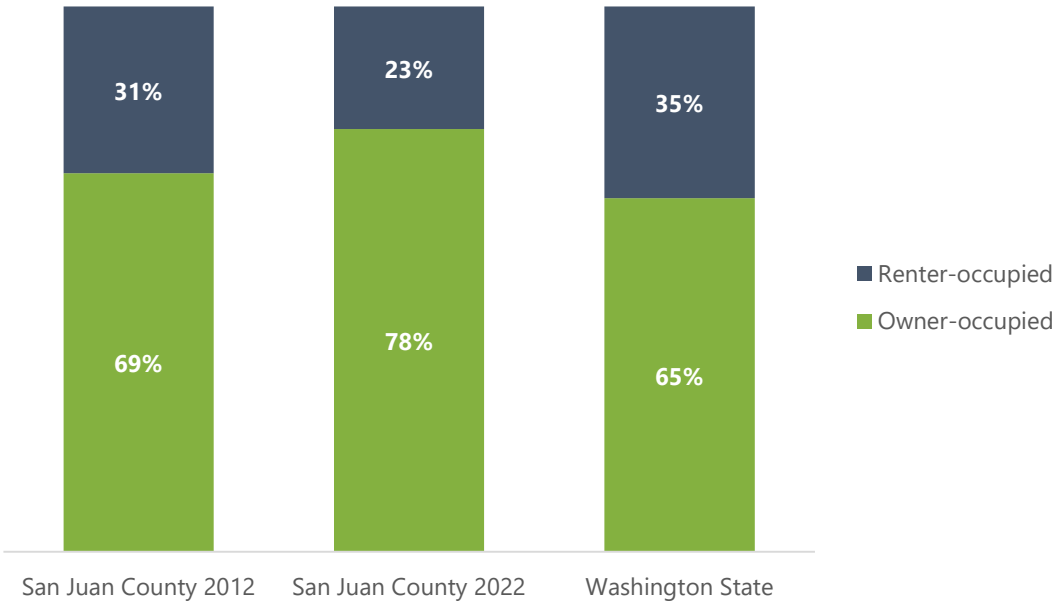
- Ownership housing prices in San Juan County have more than doubled since 2016, with a median home price of $956,800 in 2023. However, early 2024 data suggests that home prices have stabilized or may have begun to decrease somewhat.
- Home prices in San Juan County have consistently been higher than statewide averages, and were about 1.5 times higher than the Washington average in 2023.
- Wages have risen much more slowly than home prices in San Juan County, with a 20 percent increase in wages between 2016 and 2022, compared with a doubling of home prices in the same period.

Rental Housing

In 2022, renter-occupied housing units made up roughly 23 percent of all occupied housing units in the County, shown below in Figure 30. This is more than ten percent less than the

statewide average of 35 percent, and a decrease from 31 percent of renter-occupied units in 2012. Note that these figures only take into account the percentage of full-time occupied units, excluding vacation rentals, which are discussed further in section 5.4.5 below.

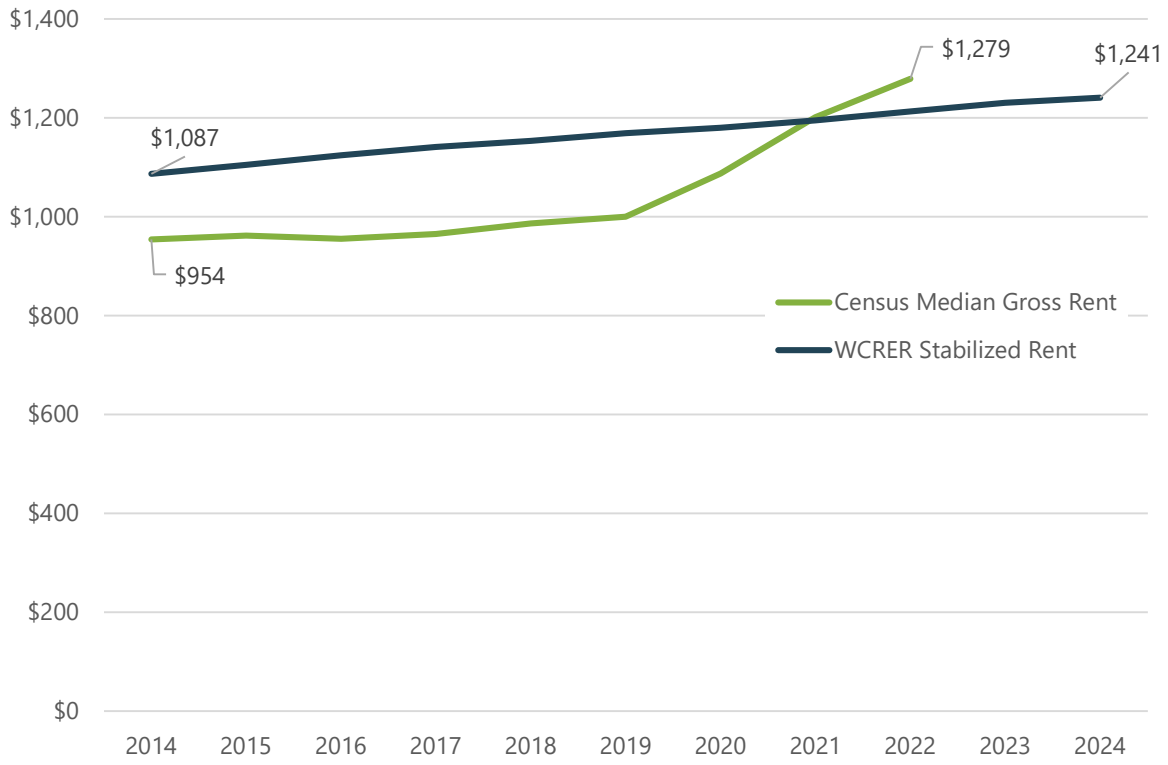
Figure 30.
Housing Tenure in San Juan County, 2012-2022



Source: U.S. Census Bureau, 2022 American Community Survey 5-Year Estimates, Table DP04

Accurate data on rental prices can be challenging to obtain. Figure 31 below shows rents in San Juan County over the past decade from both the Census American Community Survey and from the Washington Center for Real Estate Research (WCRER). The Census data is self-reported, and the WCRER data is drawn from CoStar, a national real estate database, and represents rents in buildings of five units or more stabilized by the WCRER to account for changes due to new construction. Overall, rents have increased in recent years, and Census data suggests that this trend has accelerated since 2020. The lack of rapid increase in WCRER rents in the same period suggests that rentals in single-family homes or smaller units have increased, whereas apartment rentals may be more stable.

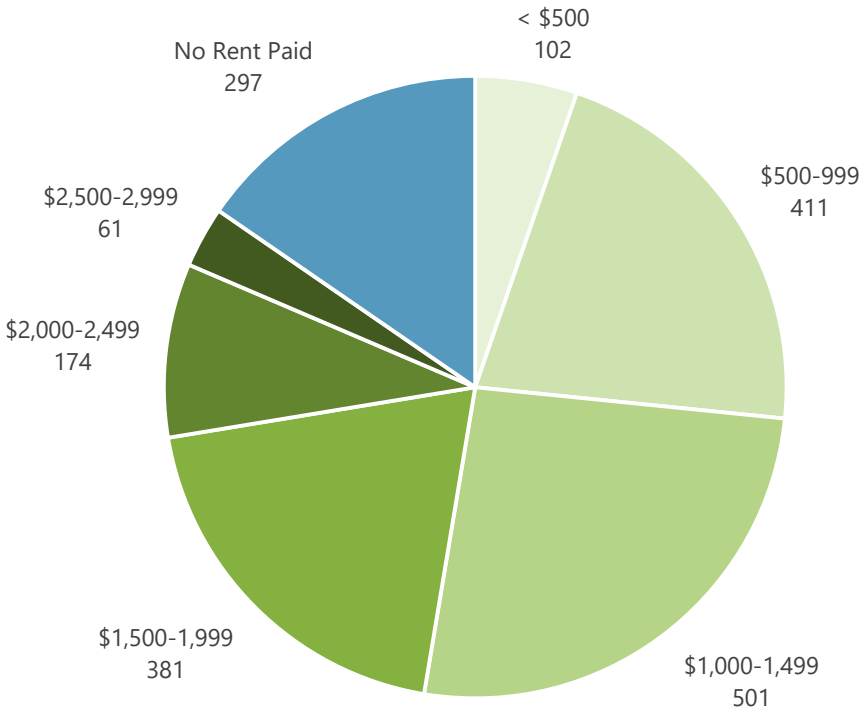
Figure 31.
Rents in San Juan County, 2012-2022



Source: U.S. Census Bureau, 2022 American Community Survey 5-Year Estimates, Table DP04, Washington Center for Real Estate Research (WCRER) City and County Rental Data.

Figure 32 illustrates the County's inventory of rental housing units by Census-reported gross rent. About half of units in the county rent for $1,500 or less, with smaller shares renting for $2,000 and higher. San Juan County has a large population of rental units with no cash rent, 15 percent of all rental housing units in the County. It is hard to speculate on the details of rental units without cash rent, but these units likely consist primarily of accessory dwelling units on properties where the tenants labor in lieu of rent. Similarly, many units that have less than $500 rent are apt to be a similarly subsidized arrangement.

Figure 32.
Number of Rental Housing Units by Gross Rent, 2022



Source: U.S. Census Bureau, 2022 American Community Survey 5-Year Estimates, Table DP04

Anecdotally, the rental market in San Juan County tends to be volatile and seasonal. More housing is typically available in the winter months when there is less demand for rental housing from seasonal workers, and homes that were used for vacation rentals during the summer months are temporarily used for semi-long term tenants when demand is lower. Coupled with an extremely low vacancy rate, even the loss of one rental housing unit can lead to an entire family relocating off island. This puts tremendous economic pressure on renters in San Juan County who must live in uncertainty. In a healthy housing economy, there is a steady stock of vacant rentals available for people experiencing short or long-term economic transitions due to job or housing losses.

KEY ISSUES:

- Renter-occupied housing units make up 23 percent of the houses in San Juan County, compared with 35 percent of units statewide.

- Average rents in the County have increased gradually over the past decade, and some data sources suggest more rapid rises in rents since the COVID-19 pandemic.
- Current rents in the County average around $1,200 per month. About half of units rent for $1,500 or less.
- Rental housing in the County can be volatile and is affected by seasonal economic shifts and part-time residents.

Vacant Units

The numbers in **Error! Reference source not found.** are derived from both the decennial censuses of 2000, 2010 and 2020 as well as the 2022 ACS 5-Year Estimate. These data sets cannot be directly compared because the ACS is an average over a 5-year period rather than a single point in time. The two sets together are useful for insight into current occupancy trends.

Error! Reference source not found. illustrates a disproportionate number of vacant housing units in San Juan County. According to the 2022 ACS 5-year estimates, vacant housing units made up 7.4 percent of all total housing units in Washington State. San Juan County had 37.5 percent vacant units in the same period.

From 2000 to 2010, the share of vacant housing units increased from 33.7 to 42.82 percent of total units in the County. Since then, the share has decreased slightly, to 38.67 percent at the 2020 Census and an estimated 37.5 percent as of the 2022 ACS. Despite this gradual decrease, over a third of housing in the County is still considered vacant, and the vast majority of those units are characterized as for seasonal, recreational, or occasional (SRO) use. These include vacation rentals, second or seasonal homes, time-shares, and housing for seasonal workers. These units significantly reduce the amount of housing available to full-time residents of the County. The remainder of units classified as vacant represent those housing units currently for sale or for rent, units which have recently been sold but are not yet occupied, and units left unoccupied for "personal reasons of the owner." [12]

[12] Source: 2010 Census Summary File, Technical Documentation, U.S. Census Bureau September 2012

Table 1.
San Juan County Housing by Occupancy

	2000 Census	2010 Census	2020 Census	2022 ACS
Total housing units	**9,752**	**13,313**	**13,772**	**13,851**
Owner occupied	4,754	5,360	6,231	6,709
Renter occupied	1,712	2,253	2,215	1,945
Vacant housing units	3,286	5,700	5,326	5,197
Percentage of Total				
Owner occupied	48.75%	40.26%	45.24%	48.44%
Renter occupied	17.56%	16.92%	16.08%	14.04%
Vacant housing units	33.70%	42.82%	38.67%	37.50%
For seasonal, recreational, or occasional use	28.47%	35.66%	32.30%	32.98%
Non-SRO (i.e. permanent) vacancy rate	5.23%	7.16%	6.37%	4.52%
Vacant Housing Unit by Type				
For seasonal, recreational, or occasional use	2,776	4,748	4,449	4,568
For sale only	82	187	113	82
For rent	129	311	150	105
Rented or sold, not occupied	63	57	64	102
For migrant workers	0	5	0	7
Other vacant	236	392	485	333

Source: U.S. Census Bureau, 2010 Census, 2020 Census, 2022 American Community Survey 5-Year Estimates, Tables DP04, S2501, B25004

Of vacant housing in 2020, 4,449 housing units were classified in SRO uses, a slight decrease from 4,748 SRO units in 2010. This contrasts dramatically with the change between 2000 and 2010, when the County added nearly 2,000 SRO units. However, the 2022 ACS indicates that the number of SRO units in the County has continued to remain more stable in the past few years since the 2020 Census, and the relatively consistent vacancy rates since 2010 suggest that vacant units, and particularly SRO units, will likely continue to comprise a sizeable proportion of the County's housing stock over the next 20 years, and these units will continue to impact housing availability and affordability, since they are effectively removed from the pool of available housing stock for full-time residents of San Juan County.

The ACS provides a breakdown of vacant units by Census County Subdivision (CCD). San Juan County contains three subdivisions shown below in Figure 33, corresponding to the

three main islands plus their adjacent smaller islands (Lopez and Shaw are grouped together).

Figure 33.
San Juan County Census County Subdivisions (CCDs)

Source: U.S. Census Bureau TIGER/LINE Shapefiles, Google, San Juan County, Leland Consulting Group

The three CCDs have similar housing vacancy rates. About one third of the housing stock on these islands was vacant in 2022. Interestingly, the town of Friday Harbor has a noticeably lower vacancy rate, at only 4.2 percent, although half of the vacant units in Friday Harbor are SRO uses.

Table 2
Housing Inventory by Island, 2022.

Island / Area	Total Units	% of Total	Vacant Units	% of Total	Rental Units	% of Total
San Juan County	**13,851**		**5,197**		**1,945**	
Lopez CCD (including Shaw)	3,448	24.89%	1,713	32.96%	352	18.10%
Orcas CCD	4,542	32.79%	1,813	34.89%	598	30.75%
San Juan CCD	5,861	42.31%	1,671	32.15%	995	51.16%
Friday Harbor	*1,397*	*10.09%*	*219*	*4.21%*	*498*	*25.60%*
Unincorporated San Juan Island	*4,464*	*32.23%*	*1,452*	*27.94%*	*497*	*25.55%*

Source: U.S. Census Bureau, 2022 American Community Survey 5-Year Estimates, Table B25001, B25004

KEY ISSUES:

- In San Juan County, 38 percent of units were vacant as of 2022, compared with only 7.4 percent statewide. The share of vacant units has decreased from 43 percent in 2010, but still makes up a very large share of units in the County which are not available to full time residents.
- The vast majority of vacant units in the County are categorized as "for seasonal, recreational, or occasional use" (SRO). There were about 4,500 SRO units in the county as of 2022.
- Vacancy rates are similar across the main islands, although the Town of Friday Harbor has a significantly lower vacancy rate.

Vacation Rentals

Vacation rentals are prevalent in San Juan County. There are currently 962 vacation rental permits countywide, or approximately 7% of the countywide housing stock. After years of steady growth in vacation rentals, in 2022 San Juan County adopted limits to the number of vacation rental permits allowed per island to reduce impacts to housing available to year-

round residents. The limits, also known as caps, will, over time, reduce the number of permits on Orcas to 2011, maintain the 337 permits allowed on San Juan Island, and allow up to 135 permits on Lopez Island. As of 2025, the County is developing a lottery system for issuing future vacation rental permits. The County is evaluating compliant and noncompliant permits to develop a master list of compliant permits. Noncompliant permits may be removed from the master list, which will be used to determine the number of new permits available through lottery.

Housing Affordability

Definitions and Income Levels

San Juan County Code 18.60.260 defines affordable housing as:

> "housing where the occupants pay no more than 30 percent of gross monthly income for total housing costs, including the cost of property taxes and insurance for homeowners and monthly utilities, excluding telephone, for owners and renters. Except where further specified in the Comprehensive Plan and this code, "affordable housing" refers to such housing serving as the primary residence for very low-, low-, moderate- and middle-income .50households. The definition of income groups by household size shall be as most recently defined by the U.S. Department of Housing and Urban Development (HUD) for San Juan County."

Error! Reference source not found. below sets out HUD's income limit guidelines for 2024. HUD defines these guidelines as:

> "…income limits that determine eligibility for assisted housing programs including the Public Housing, Section 8 project-based, Section 8 Housing Choice Voucher, Section 202 housing for the elderly, and Section 811 housing for persons with disabilities programs. HUD develops income limits based on Median Family Income estimates and Fair Market Rent area definitions for each metropolitan area, parts of some metropolitan areas, and each non-metropolitan county."

Table 4
HUD Area Median Income Limit Guidelines, 2017[13].

Area	Median Income	2017 Income Limit Category		BASE 1 person	2 persons	3 persons	4 persons	5 persons	6 persons
San Juan County	$104,700	Extremely Low	30%	14,250	16,250	20,420	24,600	28,780	32,960
		Very Low	50%	23,700	27,050	30,450	33,800	36,550	39,250
		Low	80%	37,900	43,300	48,700	54,100	58,450	62,800
		Moderate	95%	44,950	51,400	57,800	64,220	69,350	74,500
		Middle	120%	56,800	64,900	73,000	81,120	87,600	94,100
		Low Upper	150%	71,000	81,100	91,250	101,400	109,500	117,600

Source for 2024 Median Income, Extremely Low, Very Low, and Low Categories:
https://www.huduser.gov/portal/datasets/il/il2017/2017summary.odn

Between the years 2012-2013, San Juan County created the *Community Conversations Report*[14]. This report arose out of a series of roundtable discussions on Orcas, Lopez, San Juan and Shaw islands involving over 500 participants regarding the quality of life, size, shape, and service level priorities of County government moving forward. One theme that arose frequently during these conversations was the topic of affordable housing and its importance to not only low-income households. The report also highlighted the need for better affordable housing options for middle-income households as well. It goes on to say:

> "Without a more diverse economy that includes high-tech jobs, diversified agriculture, more affordable housing (for seasonal and permanent local jobs), and regulations that support cottage industries, the Islands will likely see a continued slow decline in the economy and the number of available jobs (particularly family-wage rather than minimum-wage jobs)."

Affordable housing in San Juan County directly affects the economic and social makeup of the community. Those who wish to make their lives on these islands do not have the economic freedom of movement available in other communities because it is so cumbersome to commute to and from the mainland to work. This housing gap for those in

[13] Moderate, Middle and Low Upper data was calculated by multiplying the Median Income by the Income Limit percentage to derive the 4 person limit, and then multiplying that number by 70 percent for 1 person, 80 percent for 2 persons, 90 percent for 3 person, 108 percent for 5 persons and 116 percent for 6 persons and then rounded to the nearest $50.
[14] http://www.sanjuanco.com/DocumentCenter/Home/View/12897

low-income brackets can in turn lead to a shortage of workers for island businesses, directly affecting the overall economic health of the community.

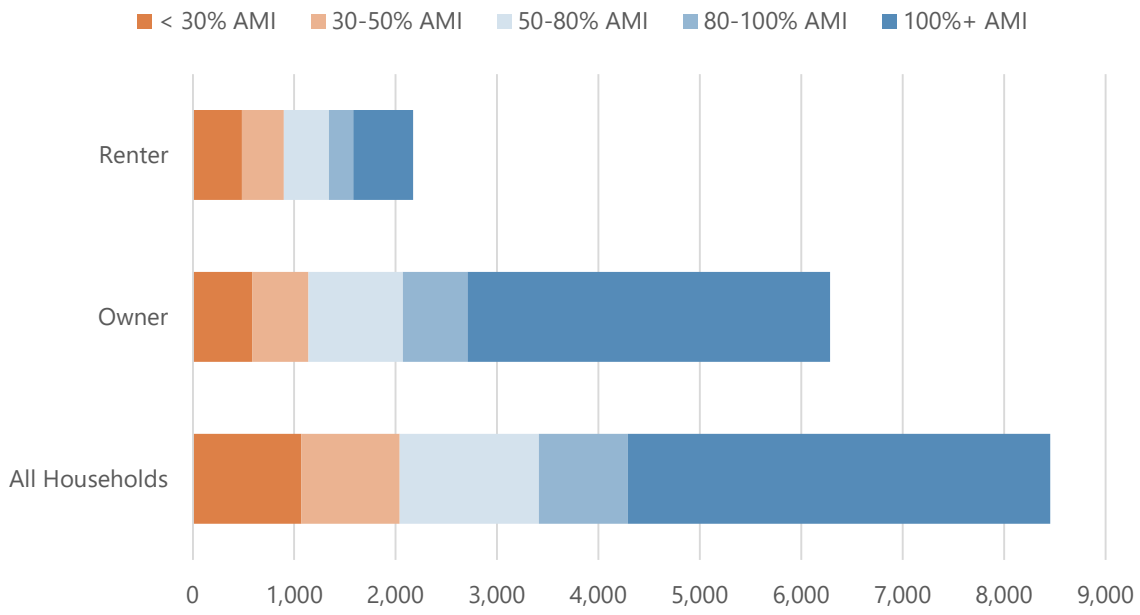
The Lopez Family Resource Center in their 2017 Affordable Housing Assessment states the case for the importance of affordable housing in San Juan County:

> "Having sufficient affordable housing is vital to retain residents and provide them with the opportunity to thrive and reach their full potential. Affordable housing allows households to set aside money to save for emergencies, improve their health, further their education, expand employment, have high quality childcare and/or invest in their future, all of which builds more financial security.
>
> Stable Housing Means Stable Children- Research indicates that children who experience a high degree of turbulence are more likely to have high levels of emotional and behavioral problems. Lack of regular, stable housing, and the resulting transitions, can negatively affect children's development, including their physical, social-emotional, and cognitive development.
>
> Stable Housing Means a Healthier Community- Improving housing conditions has shown to reduce health care spending, improve public health, and increases productivity. All of which create a healthier Lopez community.
>
> Stable Housing Means Economic Development- Sufficient affordable housing also has a multiplier effect for local economies making it easier for employers to attract talent, create jobs and boost spending by its residents.
>
> Stable Housing Sustains a Year Round Community- Lopez has experienced many positive benefits from investing in local solutions for affordable housing. We see a more stable school population, small businesses developing, an increase in EMT's and firefighters and other volunteers, less stress among household members - all because people have stable, affordable housing."

Figure shows the distribution of households in San Juan County by income within HUD's Area Median Income. By far the most common subset is households making more than 100 percent of the area median family income who own their home, followed by owners making between 50 to 80 percent of AMI and renters making above 100 percent AMI. Of all

the households in San Juan County, about 40 percent have income that is considered either low, very low or extremely low according to HUD's guidelines, and among renters, almost two-thirds are considered low, very low, or extremely low income households.

Figure 39
Households by Area Median Income Distribution, 2020.



Source: 2020 HUD CHAS (Comprehensive Housing Affordability Strategy)

KEY ISSUES:

- The Area Median Income as defined by HUD in San Juan County in 2024 is $104,700.
- About 40 percent of have income that is considered either low, very low or extremely low according to HUD's guidelines, and among renters, almost two-thirds are considered low, very low, or extremely low income households.

Housing Affordability Index

The Washington Center for Real Estate Research (WCRER) produces housing affordability indexes for owners and renters, as well as first-time homebuyers and low-income renters. These indexes are based on a score of 100, which indicates that a household would be able to afford a mortgage or rental payments without spending more than thirty percent of

their income on housing, a typical measure of housing affordability referred to by HUD as "cost burden." Scores lower than 100 indicate that the household would not have enough money to buy or rent, and scores above 100 indicate that the household would have more money than required.

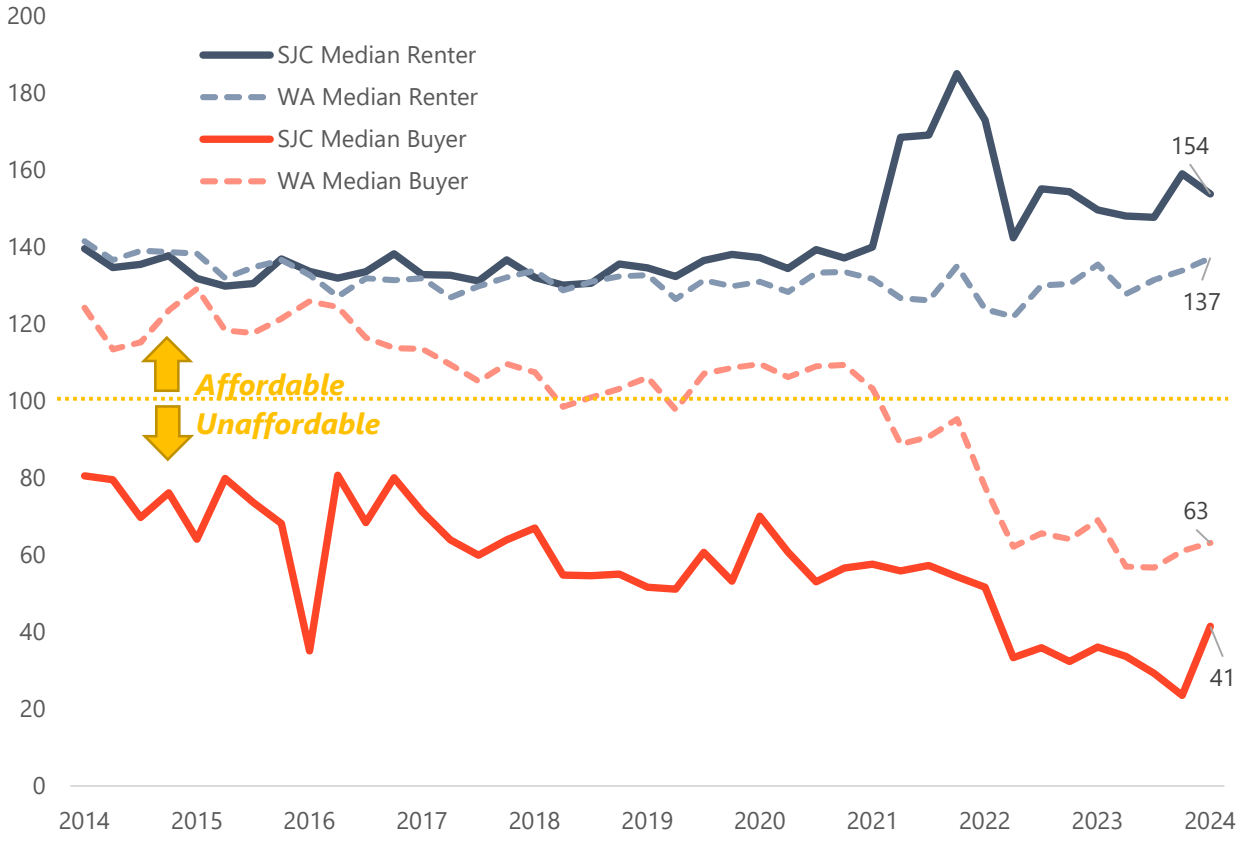
The HAI for San Juan County in the first quarter of 2024 for owners was was 41, more than 20 points below the statewide average of 63. This indicates that purchasing housing in San Juan County is unaffordable. In fact, ownership housing in San Juan County is the least affordable in the State, and this has been the case continuously over the past decade.

Finding an affordable house can be particularly difficult for first time homebuyers as first-time homebuyers tend to have less capital to invest in a property and thus must pay higher interest rates and a higher monthly payment. The HAI for first time homebuyers in San Juan County in the first quarter of 2024 was 30, meaning it was extremely difficult to find an affordable house during this period. However, both the first-time homebuyer and overall ownership HAI have increased in 2024 from their lowest point to date at the end of 2023, as housing sales prices have mitigated noticably in recent months.

For renters, the San Juan County affordability index was higher, at 154. Contrasting with ownership housing, this is above the statewide average of 137, and indicates that rental prices are not as unaffordable as homeownership in the County. However, this data does not reflect the insufficiently small amount of rental housing available to full-time residents, as discussed throughout this report, and may also be influenced by the difficulty of obtaining high quality data on rental prices.

Figure shows how the HAI in San Juan County and Washington State have changed over time. Despite the gap in affordability, this graph shows a strong correlation between the HAI in the County and statewide. It would seem that as affordability rises or falls in Washington as a whole, so goes San Juan County. Notably, the statewide ownership HAI indicated that homeownership was in reach for the median household in Washington in the years leading up to the pandemic, although only just so. This was not the case in San Juan County, when the affordabiltiy index has not exceeded 100 at any time in the past decade. However, since 2020, affordability has plummeted both in the County and statewide. By contrast, the relative affordability of renting has been considerably more consistent.

Figure 40.
Housing Affordability Indexes, 2014-2024



Source: Washington Center for Real Estate Research, Housing Affordability Indexes

KEY ISSUES:

- San Juan County's Housing Affordability Index was 20 points lower than the rest of the State in 2024. By this measure, the County is considered the least affordable in the state, and has been the least affordable County for over a decade.
- First time homebuyers are particularly disadvantaged in the County's housing market due to the considerable personal capital needed in order to afford the necessary down payment for an average price home.
- The rental affordability index shows that the cost of renting a home in the County is not as challenging as purchasing a home. However, this metric does not account for the the lack of rental units for full-time residents in the county overall.
- Despite being considerably less affordable than the rest of Washington State, fluctuations in the affordability index of San Juan County since 2008 show a correlation with the

State's housing market as a whole, with steadily decreasing affordability over the past decade.

Housing Affordability by Type

As discussed above in section 5.4, the majority of housing in San Juan County are single-family detached units. This housing type, particularly new units, serve households earning considerably more than 100 percent of the Countywide AMI. According to Redfin sales price data, single-family units built in the County over the past decade (since 2014) have sold for an average price of $1.2 million. Housing at this income level serves households earning 270 percent AMI. The range of prices for single-family units built and sold since 2014 extends from about $500,000 to upwards of $3 million. Even the lowest-priced units sold over the past decade would not be affordable to households earning 100 percent or even 120 percent of the Countywide AMI, with only a couple of exceptions, such as the small units in Friday Harbor shown below in Figure , which shows examples of the price range of single-family homes built and sold in the past 10 years.

Figure 41.
Examples of Single-Family Home Affordability Levels, 2014-2024

Source: Redfin

In addition to single-family units, there are also a limited number of condominiums or co-ops in San Juan County. These units are providing ownership housing at slightly more affordable levels than ownership housing. Across all condos and co-ops, regardless of age,

the average sales price for units sold over the past five years was around $450,000, which could serve households earning 100 percent of the AMI. According to Redfin, only one condo project was built in the past 10 years, in Friday Harbor, with two units selling for around $400,000.

Mobile or manufactured homes also provide a variety of levels of ownership housing affordability in the County, both in UGAs and rural areas. Of new mobile/manufactured homes built and sold in the past ten years, the average sales price was $450,000, similar to the price of condos, and affordable to households earning about 100 percent AMI. However, the range of affordability of recently built mobile homes extends as low as 58 percent AMI ($260,000) and up to 152 percent AMI ($675,000). Therefore, this housing type represents the potential for middle-income ownership units both within and outside UGAs in the County. Figure shows examples of mobile and manufactured homes in the county at a variety of income levels.

Figure 42.
Examples of Mobile/Manufactured Home Affordability Levels, 2014-2024

Source: Redfin

KEY ISSUES:

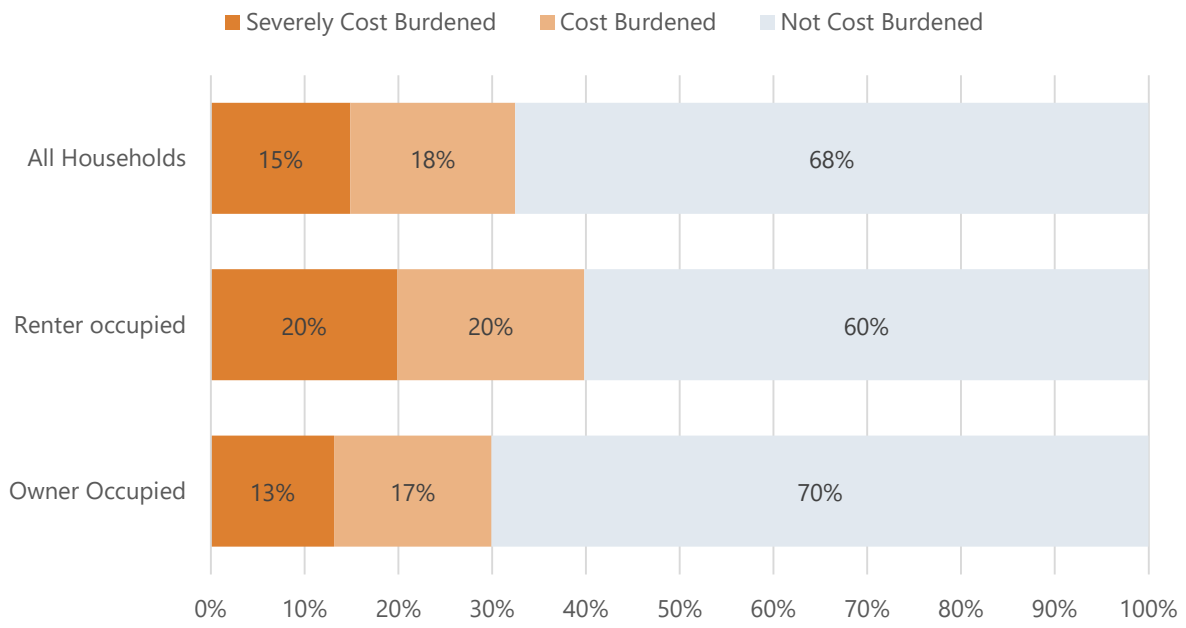
- Single-family homes in the County are unaffordable to households earning the Area Median Income. Average single-family home prices for new homes built in the past decade would be affordable to households earning 270 percent of the AMI.

- Condo, co-op, and manufactured/mobile home units built in the past decade are selling at prices closer to affordability for households earning the County AMI.
- Manufactured and mobile homes, both inside and outside UGAs, represent a wider range of potential affordabiltiy for ownership housing, with recently built units ranging as low as 58 percent AMI.

Housing Cost Burden

To address the affordability of the population's current residents, particularly renters, HUD uses a measurement called "Cost Burden." A household is considered "cost-burdened" if they pay more than 30 percent of their income in housing costs, including rent or mortgage plus utilities. A household is considered "severely cost-burdened" if they spend more than 50 percent of their income in housing costs. The chart below in Figure shows the number of households in the County that are facing housing cost burden broken down by tenure. Overall, there were 2,687 cost-burdened households in the County as of 2020, the latest available HUD data, and 1,231 of these households were severely cost-burdened. This equates to about a third of San Juan County households paying more than 30 percent of their income on housing costs. The rates of cost burden are about 10 percent higher for renters than for homeowners in the county, as shown below.

Figure 43.
Cost-Burdened Households by Tenure in San Juan County, 2020



Source: 2020 HUD Comprehensive Housing Affordability Strategy (CHAS) Data

Figure shows cost burden in the County broken down by household income, as a percentage of the AMI, for households earning under 100 percent AMI. Overall, San Juan County's lowest-income households are facing the most severe levels of cost-burden, with 549 extremely low-income households spending more than half their income on housing costs. Over half of households earning 30-50 percent AMI are also cost-burdened, and nearly half of households in the 50-80 percent AMI bracket. About a third of households eaning closer to the median income, in the 80-100 percent AMI range, are also facing challenges paying for the cost of housing in the County.

Figure 44.
Cost-Burdened Households by Income in San Juan County, 2020

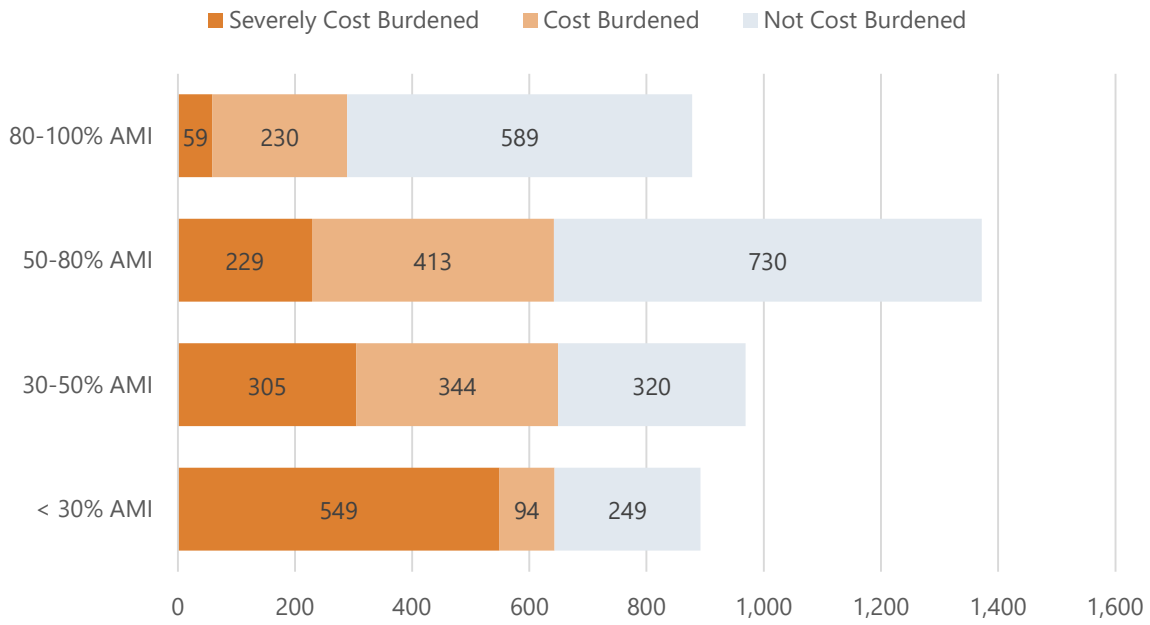


Figure displays how the number of cost-burdened owner and renter households have changed between 2012 and 2022, using Median Household Income brackets from the ACS. Since 2012, nearly all population demographics of household income have seen increases in the number of households with monthly housing expenses considered unaffordable. Interestingly, lower-income households earning under $20,000 per year are facing slightly lower shares of housing cost burden than a decade ago, but the majority of households in that lower-income bracket are paying more than 30 percent of their income on housing

costs. Overall, this indicates it is becoming much more common for middle and moderate-income households to experience cost-burdened housing over time.

Figure 45.
Share of Occupied Housing Units Paying >30 Percent of Household Income to Monthly Housing Costs.

Source: U.S. Census Bureau, 2022 American Community Survey 5-Year Estimates, Table S2503

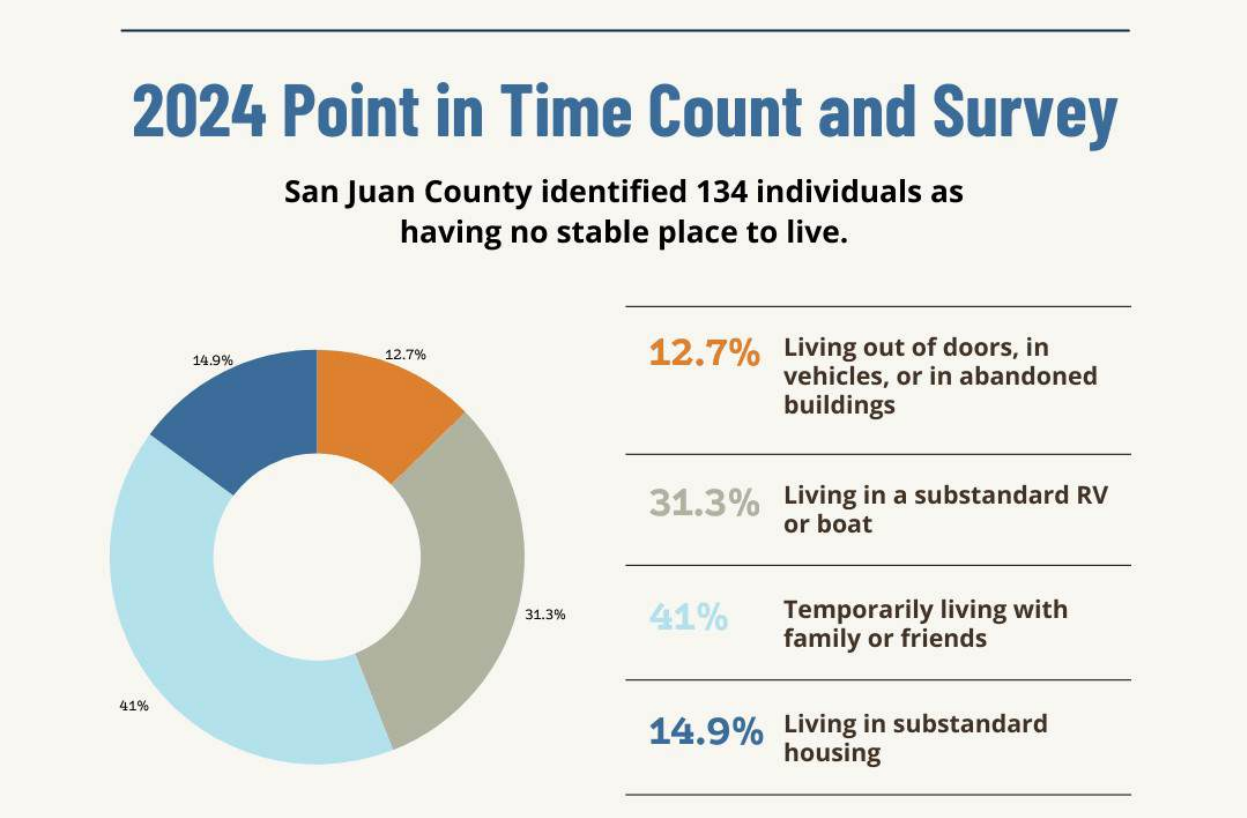
KEY ISSUES:

- There were 2,687 cost-burdened households in San Juan County in 2020 spending more than 30 percent of their income on housing costs. Of these, 1,231 were paying more than half of their income towards housing costs.
- Thirty percent of homeowners and forty percent of renters are cost-burdedn in San Juan County.
- The lowest-income households in the County face very high rates of cost-burden upwards of 60 percent, but moderate-income households are also facing significant challenges paying for housing costs.
- From 2012 to 2022, the percentage of cost-burdened households increased in nearly every income bracket in San Juan County.

Homelessness

The Washington Homeless Housing and Assistance Act requires that each County in Washington State conduct an annual point-in-time (PIT) count of sheltered and unsheltered homeless persons. This census is conducted in accordance with the requirements of the U.S. Department of Housing and Urban Development (HUD). Figure 34 shows the totals of the 2024 Point-in-Time County for the County. 134 individuals did not have a stable place to live, and of those, 17 were experiencing unsheltered homelessness.

Figure 346.
San Juan County 2024 Point in Time Homeless Count Results.



Source: SJC Health & Community Service PIT Data

KEY ISSUES:

- The 2025 Point in Time Count recorded 69 unhoused individuals living in the County, and another 55 who were at risk of being unhoused.
- Among 2025 respondents to the count, the most common living situations were those living temporarily with family or friends, and those living in substandard structures.
- From 2020 to 2025, the annual count averaged 136 respondents to surveys who were either unhoused or considered at-risk of being unhoused.

San Juan County Affordable Housing Programs

San Juan County Health & Community Services Department administers affordable housing programs in the County. These programs are funded primarily through document recording fees (see RCW 36.22.179), a Real Estate Excise Tax (see RCW 82.46.075), a 1/10th of 1 percent sales tax (see RCW 82.14.530), as well as State and Federal grants. Currently San Juan County is one of two counties in Washington without a Housing Authority. Some of the programs administered by the County are:

1. **Senior and Disabled Rental Subsidy Program**
   Begun in 2009, this program provides rental assistance to extremely low-income seniors and people with disabilities below 30 percent of the area median income. Funded by RCW 36.22.179 document recording fees.
2. **Emergency Rental Assistance Program**
   Also begun in 2009, this program helps low-income people who are in immediate need of rental assistance to avoid eviction or to facilitate a move to new housing. The program is administered by the Family Resource Centers on Lopez, Orcas and San Juan Islands. Funding for this program has come from a variety of sources including the United Way, FEMA, the Opportunity Council, private donations and RCW 36.22.179 document recording fees.
3. **Very Low-Income Housing Fund Awards**
   Begun in 2005, this program provides funding to local nonprofits and developers, as either grants or loans, for construction, operation or maintenance of projects that serve families or individuals earning less than 50 percent of the area median income. This program is funded by RCW 36.22.178 document recording fees.
4. **Equity Loan Program for First Time Homebuyers**
   Funds for establishing this revolving loan fund were from two grants to San Juan County from the Housing Trust Fund in 1997 and 2001. The program provides soft second mortgages to fill the gap between what low income San Juan County residents can afford

and what modest housing actually costs in the County. Since the fund's inception, the County has been able to provide down payment assistance to 61 families in the County making 80 percent of the area median income or less.

5. Home Fund

San Juan County's Home Fund is a capital fund administered by Health & Community Services to develop, produce, and preserve affordable housing in San Juan County. This program expands opportunities for local affordable housing projects to bring additional State, Federal and private funding from outside our county into our community to build more affordable housing. Since it's inception in 2019, the fund has developed or preserved 125 housing units in the County with another 71 units currently in development.

The program is funded through two County funding sources:

6. **Real Estate Excise Tax (REET)**
A one-half of one percent (0.5%) real estate excise tax (REET) is the primary funding source for the Home Fund and is used for the development and preservation of affordable housing as allowed by RCW 82.46.075. This REET was adopted by a majority of voters on November 6, 2018. The proceeds are used exclusively for the development of affordable housing including acquisition, building, rehabilitation and maintenance of housing for those that need it.

7. 1/10th of 1% Sales Tax for Affordable Housing

Authorized by RCW 82.14.530, this additional funding source was adopted by San Juan County in 2024. In addition to its use for the development and preservation of affordable housing, up to 40% of these funds may be used to provide housing related services such as housing case management.

8. **County Lands for Affordable Housing**
In 2018, San Juan County began reviewing County owned properties for possible development of affordable housing. In that year, the County completed a request for proposal process for a parcel of land in Lopez Village to be developed by a local non-profit affordable housing developer. This property was eventually developed by the non-profit, Housing Lopez, and now is home to 6 permanently affordable rental homes.

San Juan County also completed an RFP for a separate County owned property on Lopez Island in 2021. While this property did not end up being developed for affordable housing, the property immediately adjacent was developed with a Residential Rural Cluster of permanently affordable homeownership houses.

The County has also been working since 2021 to develop affordable housing on a piece of County owned lands at the corner of Argyle Avenue and Malcolm Street in the Town of Friday Harbor. An RFQ process was completed in 2023, and the County officially leased that

property to the San Juan Community Home Trust in 2024 for the development of affordable housing.

9. SAFE San Juans Rapid Re-Housing Program

H&CS began partnering with SAFE San Juans in 2022 to implement a rapid re-housing program for households fleeing domestic violence. Funded through State grants, this program provides funds to SAFE San Juans to quickly provide short term housing for victims of domestic violence.

In March 2016, the County Council authorized the creation of a workgroup to develop an Affordable Housing Strategic Action Plan. The goal was to develop four to six prioritized actions to address housing issues. This workgroup consisted of County and Town of Friday Harbor staff, local business owners, school board members, and non-profit directors. Through their discussions, the workgroup identified six specific housing needs:

1. Long-term Rentals; Serving individuals making between $15 - $20/hour; Rent Range $680 - $940/month.
2. Long-term Rentals (studios & one-bedroom units); Serving individuals with limited or fixed incomes; Rent Range $0 - $680/month.
3. Long-term Rentals; Serving Individuals making over $20/hour; Rent Range $940 - $2,000
4. Short-term, Reduced Amenity Housing (e.g. dorms, studios, shared occupancy); Serving Seasonal Temporary Worker; Rent Range $400 - $500/month.
5. Homeownership; Price Range $80,000 - $275,000.
6. Housing with Supportive Services (e.g. Transitional or Group Housing).

To address these needs, the workgroup identified 16 distinct actions aimed at increasing or maintaining the availability and affordability of housing stock in San Juan County and prioritized these five specific actions:

1. Identify and recommend a local affordable housing funding measure.
2. Develop a capital account to be used to purchase existing units when available.
3. Expand home repair and weatherization programs.
4. Develop a public/private partnership program to build affordable housing units and explore using publicly owned land to construct units.
5. Regulate vacation rentals (e.g. yearly permit with fees, inspections, ensure lodging tax is collected, add an impact fee to be used for affordable housing).

Housing Groups and Non-Profits

There are a number of different groups and nonprofits working in the County to provide affordable housing. The Lopez Community Land Trust, Housing Lopez, OPAL Community Land Trust, and the San Juan Community Home Trust are all housing nonprofit groups in the County.

The homes built by the three Community Land/Home Trusts aim to be permanently affordable, with resale restrictions in place to ensure that these homes remain affordable to the same income group over time and construction subsidies that benefit multiple families rather than solely the first owner. Housing Lopez is a new non-profit formed in 2018 with a mission to provide affordable rental housing on Lopez Island. They have completed two rental housing developments with long term affordability restrictions.

Additionally, the Opportunity Council is a private, nonprofit community action agency operating out of Bellingham that serves San Juan County in a variety of different ways including Tenant Based Rental Assistance and weatherization programs. The Family Resource Centers on each island play a pivotal role in connecting low-income County residents with housing and many other poverty alleviation programs.

Affordable Apartments

As of 2025, there are 145 “affordable apartments” not developed by non-profit agencies, representing about two percent of the full-time occupied housing stock in San Juan County. These apartments were largely constructed using United States Department of Agriculture (USDA) low interest loans and subsidized with Low Income Housing Tax Credits. However, the number of apartments in the County with income restrictions is declining and there have been no new Low Income Housing Tax Credit financed projects in the County in nearly 25 years nor is USDA currently financing any new developments.

In addition to these units, there are another 83 long-term affordable rental units recently developed by non-profit developers in the County. Another roughly 60 units are currently in development.

In the past, new multi-unit developments were constructed in the County using USDA loans with affordable unit restrictions to finance projects. The program works with private-sector lenders to provide financing to increase the supply of affordable rental housing for low- and moderate-income individuals and families in eligible rural areas and towns.

Once the USDA loan is repaid, these developments can then raise the rent of all of their units to market rate, effectively eliminating their units from the affordable housing stock. As well, if a development is foreclosed and sold at auction, the USDA affordability requirements are extinguished. Two such complexes in the County have already returned to market rate, with more scheduled to lose their affordability requirements over the planning horizon.

At the same time, there have been no new USDA developments to take the place of those returning to market rate rents. In part, this is due to changes in the federal tax credit program and the economy of scale required to make affordable apartment complexes feasible.

Housing Unit Forecast

[Placeholder pending results of allocation process of housing unit needs by income band]

Seasonal Population

An estimate of the peak-season population (residents plus visitors) is included with the population forecast in Appendix 1 of the Comprehensive Plan. The visitor population estimates in Table 5-19 include both tourists and part-time residents that would not be counted in other demographic measurement methods like the U.S. Census. The estimated daily populations in Table 5-19 are an estimate of how many people may be in the County on a given day during the peak season. These estimates were derived from analysis of ferry ridership numbers, visitor accommodation capacity, and the County's *2018 San Juan Islands Visitor's Study*.

Table 5
Peak Daily Population, Actual and Expected.

2016 Resident Population	2016 Est. Daily Visitor Population	2016 Estimated Peak Daily Population	2036 forecasted Resident Population	2036 Estimated Peak Daily Population (low)	2036 Estimated Daily Visitor Population (low)	2036 Estimated Peak Daily Population (high)	2036 Estimated Daily Visitor Population (high)
16,314	8,496	24,810	19,423	27,810	8,387	29,810	10,387

Source: Comprehensive Plan Appendix 1, Population Forecast

The peak population influences the supply and demand for housing in the County. Visitors to the County create demand for visitor accommodations. Increased demand for visitor accommodation drives the market to respond in two ways. The market responds with higher prices for the quantity of visitor accommodations supplied. Increased demand and the accompanying higher prices will also incentivize an increase in the supply of visitor accommodations. The increase in supply of visitor accommodations has largely been answered through an increase in the number of short-term rental of residences (vacation rental) because other types of accommodations (hotels, campgrounds, resorts etc.) are more limited by County regulations. The dual pressure of increased demand for visitor accommodations and limited supply of visitor accommodations that are not residential units creates additional competition in the market between visitors, prospective buyers, and long-term renters.

San Juan County Low-Income Housing Inventory

Table 6
San Juan County Low-Income[1] Housing Inventory, 2025.

ISLAND	AGENCY OR OWNER	DEVELOPMENT	SINGLE FAMILY HOMES	LOW INCOME RENTAL APTS W/O SUBSIDY	LOW INCOME RENTAL APTS W/ SUBSIDY	TOTAL EXISTING OR UNDER DEVELOPMENT	SINGLE FAMILY HOMES PLANNED	RENTAL HOMES PLANNED	LAND BANKED FOR RENTAL/OWNERSHIP	TOTAL PLANNED OR PROPOSED
SAN JUAN	San Juan Community Home Trust	Argyle						40		***40***
		Holliwalk	8			***8***				
		Salal	15			***15***				
		Sun Rise	14			***14***			94	***94***
		Sun Rise II	12			***12***				
	Homes For Islanders	County Village Estates	31			***31***				
		Harbor Grove	12			***12***				
		Heritage Court	9			***9***				
		Leeward Cove	8			***8***				
		Maypole Meadows	20			***20***				
		Park Plaza	9			***9***				
		Rocky Bay	8			***8***				
	Opportunity Council	Harborview		14	6	***20***				
	Ad-West Property Mgt	Islewood[7]		9	9	***18***				
		Rosewood[8]			18	***18***				
	Diamond Mgt	Gerard Park[9]		4	16	***20***				
		Surina Meadows[10]		2	18	***20***				
ORCAS		April's Grove		4	41	***45***				
	OPAL Comm. Land Trust	Bonnie Brae	24			***24***				
		Cottages at Pea Patch						20		***20***
		Crosswind						8		***8***
		Kidder Way	11			***11***				
		Lahari Ridge	6			***6***				
		Lavender Hollow			22	***22***				
		Lydia Ln	3				5			***5***
		Mt. Baker		7						
		North Beach							120	***120***
		Northern Heights			12	***12***				

		Oberon Meadow	4			***4***				
		Oberon Wood	5			***5***				
		Opal Commons	18			***18***				
		Orcas Village							12	***12***
		Reddick		0	7	***7***				
		Scattered Sites	16			***16***				
		Wild Rose Meadow	32			***32***				
	Homes For Islanders	North Beach Gardens	6			***6***				
		Woodland Estates	8			***8***				
	Ad-West Property Mgt	Orcas Longhouse[11]			16	***16***				
LOPEZ	Lopez Community Land Trust	Coho	7			***7***				
		Common Field Apartments		2		***2***				
		Common Ground	11			***11***				
		Crayfish Way	6			***6***				
		Forest House	1			***1***				
		Innisfree	8			***8***				
		LCLT							33	***33***
		Morgantown	7			***7***				
		Pear Tree Apartments	2			***2***				
		Portobello	1			***1***				
		Salish Way	10			***10***				
		Stonecrest	2			***2***				
		Tierra Verde	4			***4***				
		Westpark	1							
	Housing Lopez	Fishbay Cottages		6		***6***				
		Lopez Village North Phase 1		15		***15***				
		Lopez Village North Phase 2-3							30	***33***
	Diamond Mgt	Westview Apts[12]			18	***18***				
TOTAL			339	63	183	***573***	5	68	289	***365***

Table 7
Other Affordable Options - No Income Restrictions.

ISLAND	AGENCY OR OWNER	DEVELOPMENT	SINGLE FAMILY HOMES	MANUF. HOMES	MOBILE HOMES	RV HOOK UPS	LOW INCOMERENTAL APTS W/O SUBSIDY	LOW INCOME RENTAL APTS W SUBSIDY	SINGLE FAMILY HOMES UNDER DEVELOPMENT	TOTAL EXISTING OR UNDER DEVELOPMENT
SAN JUAN	The Oaks	The Oaks		78						***78***
	Harbor Ridge	Harbor Ridge Mobile Home Park			63	12				***75***
TOTAL			0	78	63	12	0	0	0	153

Notes for Table 7:

1. Qualifying residents must have incomes at or below 80 percent of Area Median Income (AMI).
   80 percent of AMI - 2017:
   1-Person Household $37,900
   2-Person Household $43,300
   3-Person Household $48,700
   4-Person Household $54,100
   5-Person Household $58,450
   6-Person Household $62,800
2. Community Land Trust - Permanently Affordable nonprofit w/ resale restrictions for home ownership.
3. Homes For Islanders - Sweat Equity nonprofit, with or without resale restrictions for homeownership.
4. Friday Harbor Village - Property sold at public auction in 2015, extinguishing affordability requirements. Units go to market rate when vacated or in 2018, whichever is sooner.
5. Harborview - Affordability requirements set to expire in 2034. Eligible to expire in 2004 if USDA loan paid off.
6. Island Meadows - USDA loan repaid in 2012. Six long-term tenants paying income-based rent through USDA voucher program; as they vacate, units will go to market rate.
7. Islewood - Affordability requirements set to expire in 2039.
8. Rosewood - Affordability requirements set to expire in 2030.
9. Gerard Park - Senior & Disabled only. Affordability requirements set to expire 2044.
10. Surina Meadows - Affordability Requirements set to expire 2042.
11. Orcas Longhouse - nonprofit Senior & Disabled apartments. Affordability Requirements set to expire 2035.
12. Westview Apartments - Affordability Requirements set to expire 2040.

RACIALLY DISPARATE IMPACTS ANALYSIS

Introduction

In 2021, the Washington State Legislature passed House Bill 1220 (HB 1220) as an amendment to the state Growth Management Act (GMA). HB 1220 requires that local governments plan for housing at all income levels and assess the racially disparate impacts (RDI) of existing housing policies. Conditions that indicate that policies have racially disparate impacts can include segregation, cost burden, displacement, educational opportunities, and health disparitie s.

According to state guidance, there are five steps to understanding and addressing racially disparate impacts:

- Step 1: Engage the Community
- Step 2: Gather & Analyze Data
- Step 3: Evaluate Policies
- Step 4: Revise Policies
- Step 5: Review & Update Regulations

This report accounts for both Step 2 and Step 3 – it includes a summary of findings based on data from the US Census Bureau, US Department of Housing and Urban Development (HUD), and other sources. These findings then inform the policy evaluations and recommendations found at the end of the report.

This report frequently makes use of the acronym "AMI," or "Area Median Income." The U.S. Department of Housing and Urban Development (HUD) determines a countywide Area Median Income for each county in the country. The HUD AMI is generally higher than the Census-reported Median Household Income since AMI is based on the Census-reported Median Family Income which excludes non-family households (one-person households and multi-person households of unrelated individuals). County housing unit baselines and targets are broken down by what "income band" those units can serve, expressed as a percentage of the county's AMI. "Extremely Low Income" households earn 30% AMI or less, "Very Low Income" households earn 30-50% AMI, and "Low Income" households earn 50-80% AMI. These figures are the cap rent that households at each income level would pay in subsidized housing at the respective income level, based on household size. This metric is used to determine eligibility for subsidized affordable housing funds.

This report also uses the HUD term "cost-burdened" to refer to households paying more than 30 percent of their income on housing costs, including rent or mortgage and utilities. Severely cost-burdened households are paying more than 50 percent of their income on housing costs.

Note that the Census defines household race as the race of the householder, as self-identified on the Census form.

Key Findings

While San Juan County's racial diversity slightly increased from 2015-2020, the county was 88 percent White, which is still significantly **less diverse than Washington state overall**, which was 67 percent White in 2020.

Based on 2015-2019 data, **homeowners generally face a lower housing cost burden than renters**, with Asian homeowners experiencing the greatest difference in cost burden, while Black and Hispanic homeowners face significant cost burdens in either tenure type. White households show similar cost burden levels between renting or owning, reflecting more housing stability across tenure types.

Households of color are more likely to be cost-burdened than White households in San Juan County: Forty-one percent of households of color are cost-burdened (18 percent severely), and 31 percent of White households are cost-burdened (14 percent severely). Hispanic/Latino and Asian households are most likely to be cost-burdened.

While data for some local racial groups may be unreliable given their small sample size, **home ownership is most common among American Indian and White households in San Juan County** (86 percent and 77 percent of their total respective households). A majority of Black and Asian households own their homes: 56 percent and 55 percent, respectively. Only 37 percent of Hispanic/Latino households own instead of rent in San Juan County.

About half of San Juan County's households earn above the median income. Each income band below the median (i.e., Extremely Low-Income, Very Low-Income, Low-Income, and Moderate Income) contains anywhere from 10 to 16 percent of the total population.

Analyzing **income by racial group** reveals that 57 percent of Asian households and 50 percent of White households make above the median income – the highest share among all groups. Only 20 percent of Hispanic/Latino households earn above the median income and have double the rate of households in the Extremely Low-Income category (<30 percent of AMI).

HISTORICAL CONTEXT

Throughout the history of the United States, a combination of laws and practices have impacted where specific groups of people live, what opportunities they have access to, and their ability to build wealth through stable housing.

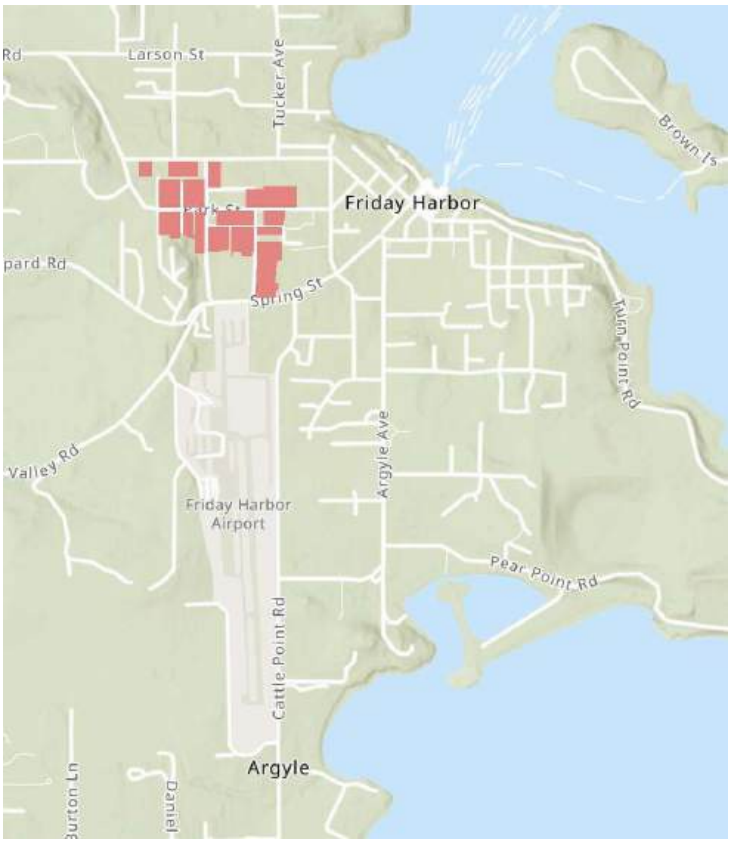
Unfortunately, many of these policies explicitly or implicitly benefited White residents at the expense of all others. The legacy of policies like redlining, which used racial criteria in determining which neighborhoods were suitable for government-backed loans, highway development through predominantly Black neighborhoods, and racial covenants explicitly excluding certain groups from owning specific properties continues to impact non-White communities today.

While many jurisdictions have acknowledged the harms of these policies, many of which are no longer legal, there are still policies in effect today that hold jurisdictions back from rectifying systemic harms. These can include policies that reference vague concepts like "neighborhood character," as well as those that permit only the most expensive homes to be built, thus shutting lower-income residents out of high-opportunity areas.

This section contains a historic review of some of the known policies and programs that caused racially disparate impacts in San Juan County as a starting point in understanding present-day conditions.

Throughout the United States, including in San Juan County, racial covenants were used to exclude certain races and religious groups from residing in specific neighborhoods, creating exclusive areas for White, Christian residents. The map in Figure 1 below shows 101 parcels in San Juan County—particularly Friday Harbor—that had racial covenants or deed restrictions (in red). These were legally enforceable from 1927 to 1968.

Figure 1. Racially Restricted Parcels in San Juan County



Source: Washington State Racial Restrictive Covenants Project.

The combination of racially restrictive covenants and redlining also impacted the ability of Black veterans to fully access homeownership loan benefits through the Servicemen's Readjustment Act of 1944 (GI Bill), which enabled White veterans to buy housing and build wealth in the suburbs. Racial covenants have since been declared unconstitutional, and Fair Housing laws have been put into effect. San Juan County has gone from nearly 100 percent White in 1960 to about 88 percent White in 2020. While diversity has slightly increased, San Juan County is still significantly less diverse than Washington state overall, which is 67 percent White.

Assessing Racially Disparate Impacts

Racial/Ethnic Diversity and Demographic Shifts

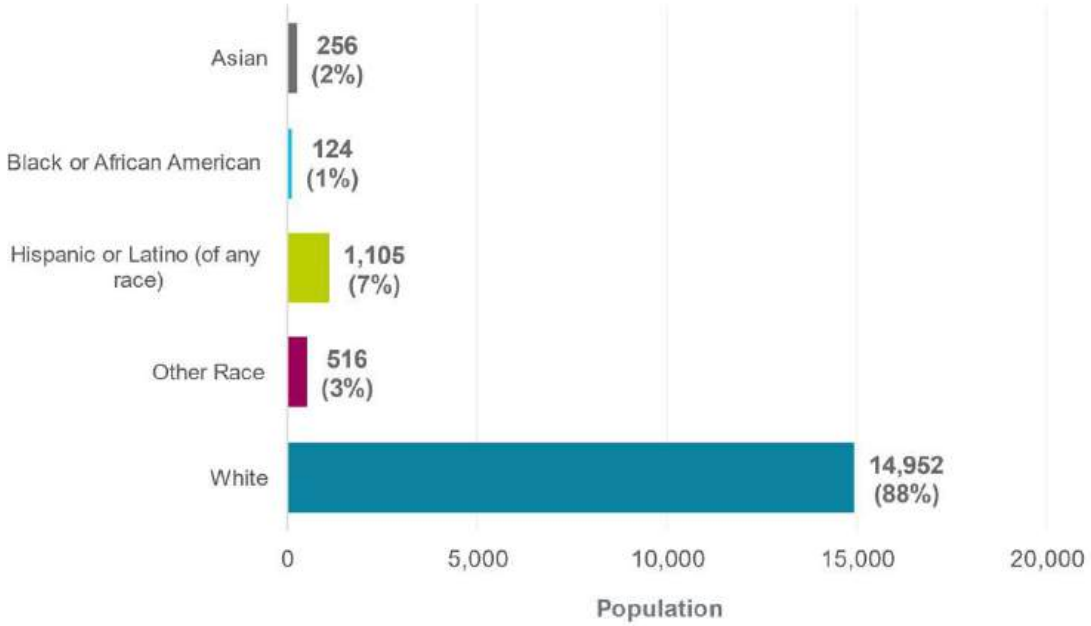
Between 2015 and 2020, San Juan County became slightly more diverse, as the share of population of residents of color—particularly Hispanic and biracial groups—slightly increased in comparison to that of White residents, as shown below in Figure 2. The population went from 89 percent White to 88 percent White over the course of five years. For comparison, in the same period, Friday Harbor, while slightly more diverse to begin with, saw the same percentage change: 82 percent to 81 percent between 2015 and 2020.

Figure 1. Change in Population by Race/Ethnicity, San Juan County

	Estimated Population		Percent Share of Population		Change in Percent Share
	2015	2020	2015	2020	2015-2020
White	14,245	14,952	89%	88%	-1.1%
Black or African American	86	124	1%	1%	0.2%
American Indian and Alaska Native	112	135	1%	1%	0.1%
Asian	228	256	1%	2%	0.1%
Native Hawaiian and Other Pacific Islander	23	8	0%	0%	-0.1%
Other Race	47	7	0%	0%	-0.3%
Two or more races	282	366	2%	2%	0.4%
Hispanic or Latino (of any race)	933	1,105	6%	7%	0.7%
Total	**15,956**	**16,953**	**100%**	**100%**	

Source: US Census Bureau, 2011-2015 and 2016-2020 American Community Survey 5-Year Estimates (Table DP05); Washington Department of Commerce, 2023

Figure 2. Population by Race/Ethnicity in San Juan County (2020)



Source: US Census Bureau, 2016-2020 American Community Survey 5-Year Estimates (Table DP05); Washington Department of Commerce, 2023

Income and Tenure

In San Juan County, data is limited for racial groups other than White—particularly Pacific Islander—due to their lower representation locally. As shown in Figure 4, racial groups in which most households make above the median income include Asian (57 percent), American Indian or Alaska Native (54 percent), and White (50 percent); however, the data may be erroneous for American Indian, Asian, Black, and Pacific Islander groups since the sample sizes are low. On the other hand, 66 percent of Hispanic households and 43 percent of Asian households are considered low income, which are the groups with the highest rates in this category. All 4 Pacific Islander households are listed as Extremely Low- Income, although the sample size is error prone.

Figure 3. San Juan County Count of Households by Income and Race, 2020

Income Category (% of AMI)	American Indian or Alaska Native	Asian	Black or African American	Hispanic or Latino (of any race)	Pacific Islander	White	Not Reported*	All
Number								
Extremely Low-Income (≤30%	4	8	-	85	4	960	*19*	1,080
Very Low-Income (30-50%)	8	14	10	74	-	860	*9*	975
Low-Income (50-80%)	10	8	14	85	-	1,240	*18*	1,375
Moderate Income (80-100%)	4	-	20	50	-	790	*6*	870
Above Median Income (>100%	30	39	25	75	-	3,920	*76*	4,165
Total for published estimates	56	69	69	369	4	7,770	*128*	8,460
Percentage							***Not Reported***	
Extremely Low-Income (≤30%	0%	1%	0%	8%	0%	89%	2%	
Very Low-Income (30-50%)	1%	1%	1%	8%	0%	88%	1%	
Low-Income (50-80%)	1%	1%	1%	6%	0%	90%	1%	
Moderate Income (80-100%)	0%	0%	2%	6%	0%	91%	1%	
Above Median Income (>100%	1%	1%	1%	2%	0%	94%	2%	

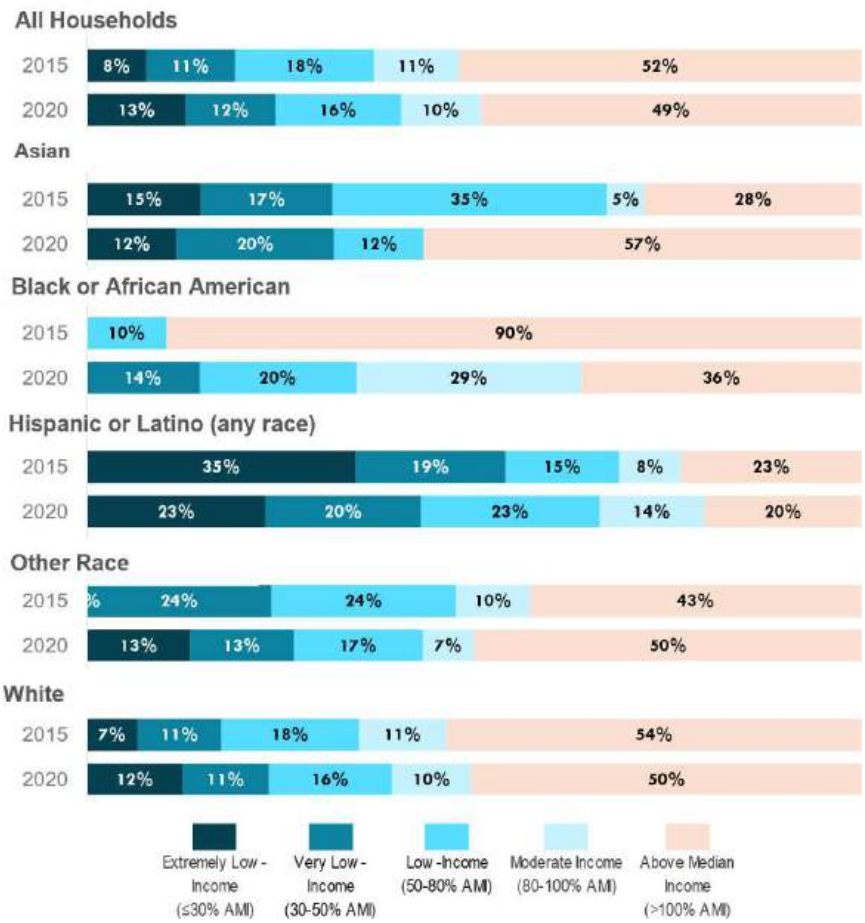
Source: US HUD, 2016-2020 Comprehensive Housing Affordability Strategy (CHAS) (Table 1); US HUD, 2016-2020 Comprehensive Housing Affordability Strategy (CHAS) (Table 8)

** The category "Other (including multiple races, non-Hispanic)" is suppressed in source data (CHAS 2016-2020 Table 1)*

Figure 5 below shows the share of households at various income categories between 2015 and 2020 by racial group. Of note is the increase in households within the Extremely and Very Low Income categories, which increased by five and one percentage points, respectively, while the three higher income bands each decreased by one to three percentage points. This shift is likely reflective of the large increase in

median household income in recent years, and the relative income stagnation of groups at the lower end of the income spectrum. Black or African American households experienced the most dramatic shift in this regard, though the relatively small number of Black or African American households may also be impacting these drastic changes in the data. Similarly, limited household data may explain the trend for Asian households, where the number of households earning above 100 percent AMI doubled between 2015 and 2020. More robust data paints a clearer picture of White and Hispanic households, who each experienced a decline in higher income percentages and an increase in lower incomes.

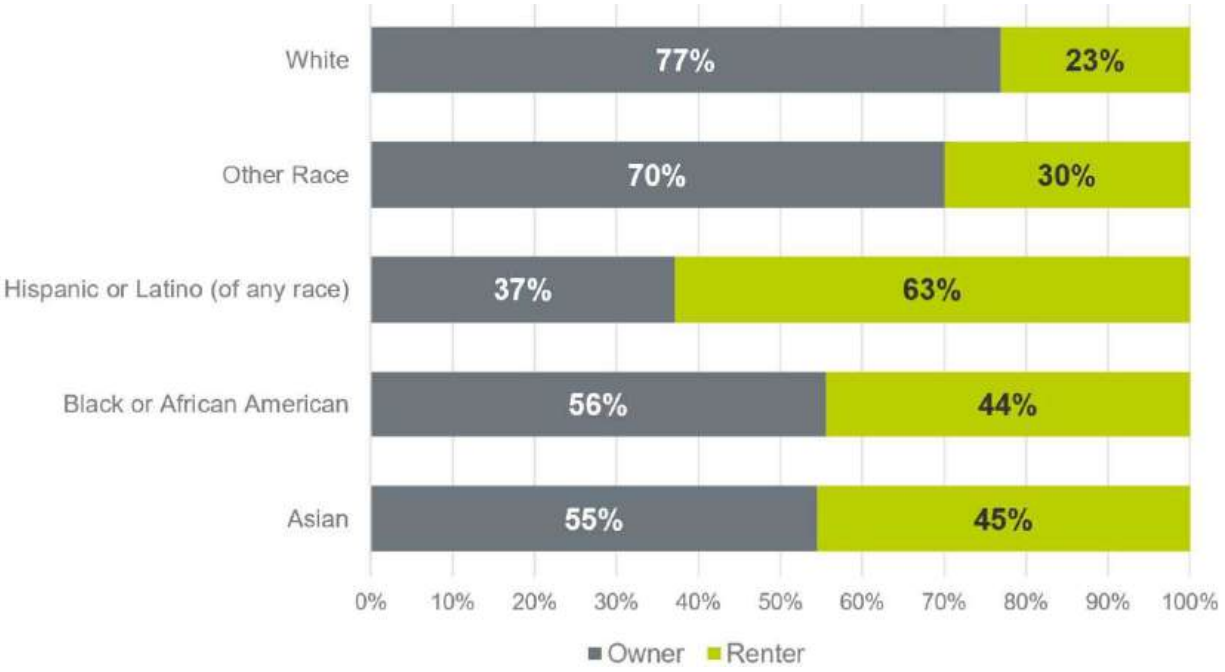
Figure 4. San Juan County Percentage of All Households by Income Category and Race (2010-2014 vs. 2015-2019)



Sources: US HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 1).

Figure 6 below demonstrates that White households are most likely to be owners (77 percent), while Hispanic households are least likely to be owners (37 percent), a forty-point differential. Black and Asian households are both split roughly 55/45 owners to renters.

Figure 5. San Juan County Owner and Renter Households by Race & Ethnicity (2020)



Source: US HUD, 2016-2020 Comprehensive Housing Affordability Strategy (CHAS) (Table 9

Housing Cost Burden

San Juan County is a relatively high-income community with moderate housing costs. The county includes 6,299 owner households and 2,165 rental households. Of the owner households, 29.3 percent are cost burdened, with 16.4 percent spending between 30 and 50 percent of income on housing costs and 12.9 percent spending more than 50 percent on housing costs. In contrast, 38.6 of renter households in San Juan County are cost burdened, with 19.6 percent spending between 30 and 50 percent of income on housing costs and 19 percent spending more than 50 percent on housing costs. In terms of severe cost burden, about the same number of White and Black/African American households are severely cost-burdened (12-13 percent). Twenty-three percent of Hispanic households are severely cost burdened.

The divide in stability between renters and owners can result in racially disparate impacts when renters are more likely to be people of color. In San Juan County, about

24 percent of White households rent their homes, compared to about 50 percent of Black/African American, American Indian, and Hispanic households. In contrast, 76 percent of White households own their homes, and two-thirds of Asian households own their homes.

Figure 6. Number of Households by Cost Burden in San Juan County (2020)

	White	Black or African American	Asian	American Indian or Alaska Native	Pacific Islander	Other Race	Hispanic or Latino (of any race)	Total
Owner Households								
Not Cost Burdened	4,090	15	35	20	0	60	90	4,310
Total Cost-Burdened	1,715	20	8	10	0	20	75	1,848
Cost-Burdened (30-50%)	*965*	*10*	*4*	*10*	*0*	*10*	*35*	*1,034*
Severely Cost-Burdened (>50%)	*750*	*10*	*4*	*0*	*0*	*10*	*40*	*814*
Not Calculated	110	0	0	0	4	0	20	134
Total	**5,920**	**35**	**40**	**30**	**4**	**80**	**190**	**6,299**
Renter Households								
Not Cost Burdened	1,115	35	4	20	0	35	75	1,284
Total Cost-Burdened	685	4	14	8	0	14	110	835
Cost-Burdened (30-50%)	*335*	*0*	*10*	*4*	*0*	*10*	*65*	424
Severely Cost-Burdened (>50%)	*350*	*4*	*4*	*4*	*0*	*4*	*45*	411
Not Calculated	45	0	0	0	0	0	0	45
Total	**1,845**	**40**	**20**	**25**	**0**	**50**	**185**	**2,165**
Total Households	**7,765**	**75**	**60**	**55**	**4**	**130**	**375**	**8,464**

Source: US HUD, 2016-2020 Comprehensive Housing Affordability Strategy (CHAS) (Table 9); Washington Department of Commerce, 2023

Figures 8 and 9 below compare owner and renter household cost burden. The charts suggest that homeowners generally face lower housing cost burden than renters, with Asian homeowners experiencing the greatest difference in cost burden between renters and owners, while Black and Hispanic homeowners face significant cost burdens in either tenure type. White households show similar cost burden levels between renting or owning, reflecting more housing stability across tenure types. Hispanic/Latino renter households have the highest percentage of renter cost burden (58 percent), and Black owner households have the highest percentage of owner cost burden (50 percent). On the other hand, White renter households have the lowest percentage of renter cost burden (31 percent), and Asian owner households have the lowest percentage of owner cost burden (20 percent).

Figure 7. San Juan County Owner Households Experiencing Housing Cost Burden by Race, 2020

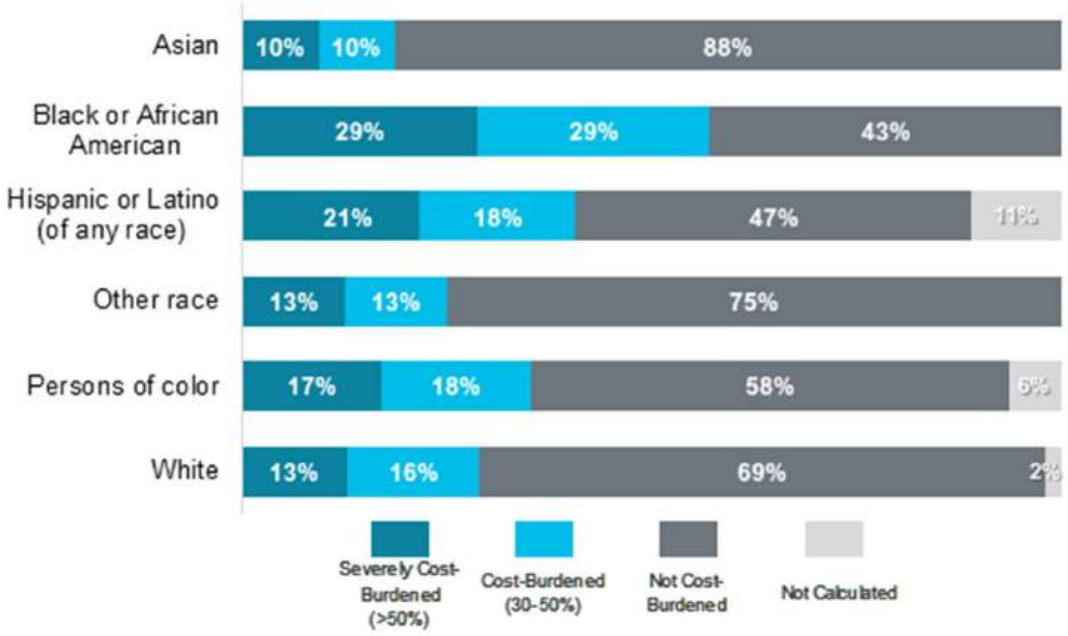
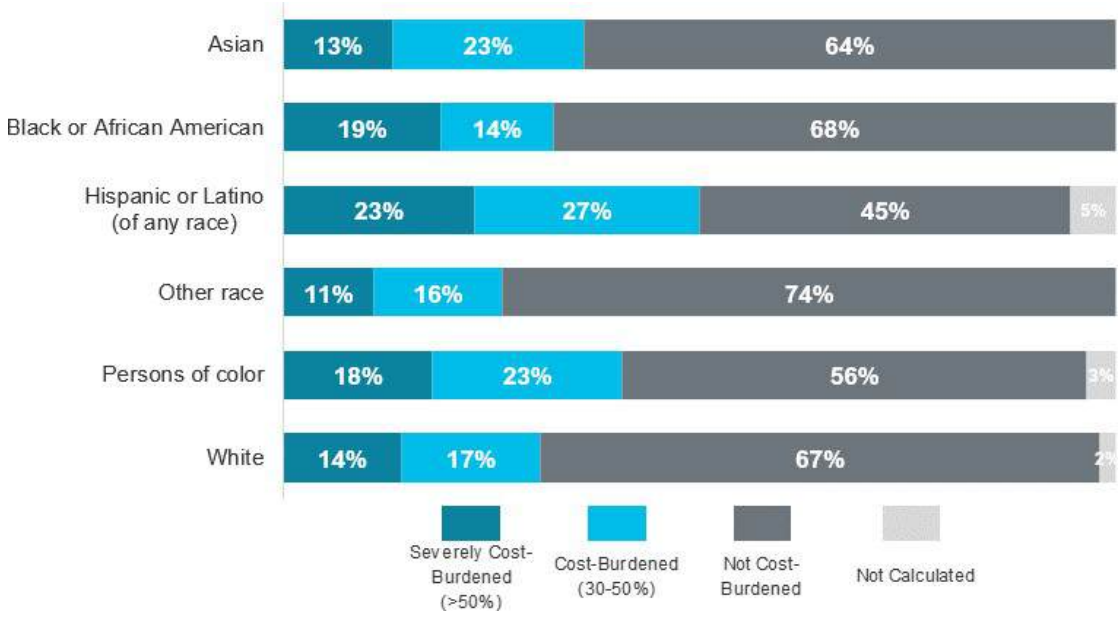


Figure 8. San Juan County Renter Households Experiencing Housing Cost Burden by Race, 2020



Source: US HUD, 2016-2020 Comprehensive Housing Affordability Strategy (CHAS) (Table 9); Washington Department of Commerce, 2023.

Geographic Disparities and Displacement Risk

The map of San Juan County in Figure 10 indicates that San Juan County has small pockets of racial diversity. Residents of color make up about 12 percent of the population, but like many communities, the distribution of the population within census blocks do not mirror countywide racial proportion. Put differently, some clusters of census blocks are a one-third residents of color, while other clusters are almost 100 percent White residents. While census blocks around the county have varying shares of residents of color, the census blocks in and around Friday Harbor have a higher concentration of BIPOC residents. For statistical integrity, this geographic analysis only uses county census blocks with a 2020 census population of 100 or more.

Figure 9. Race and Ethnicity in San Juan County by Census Block (2020)

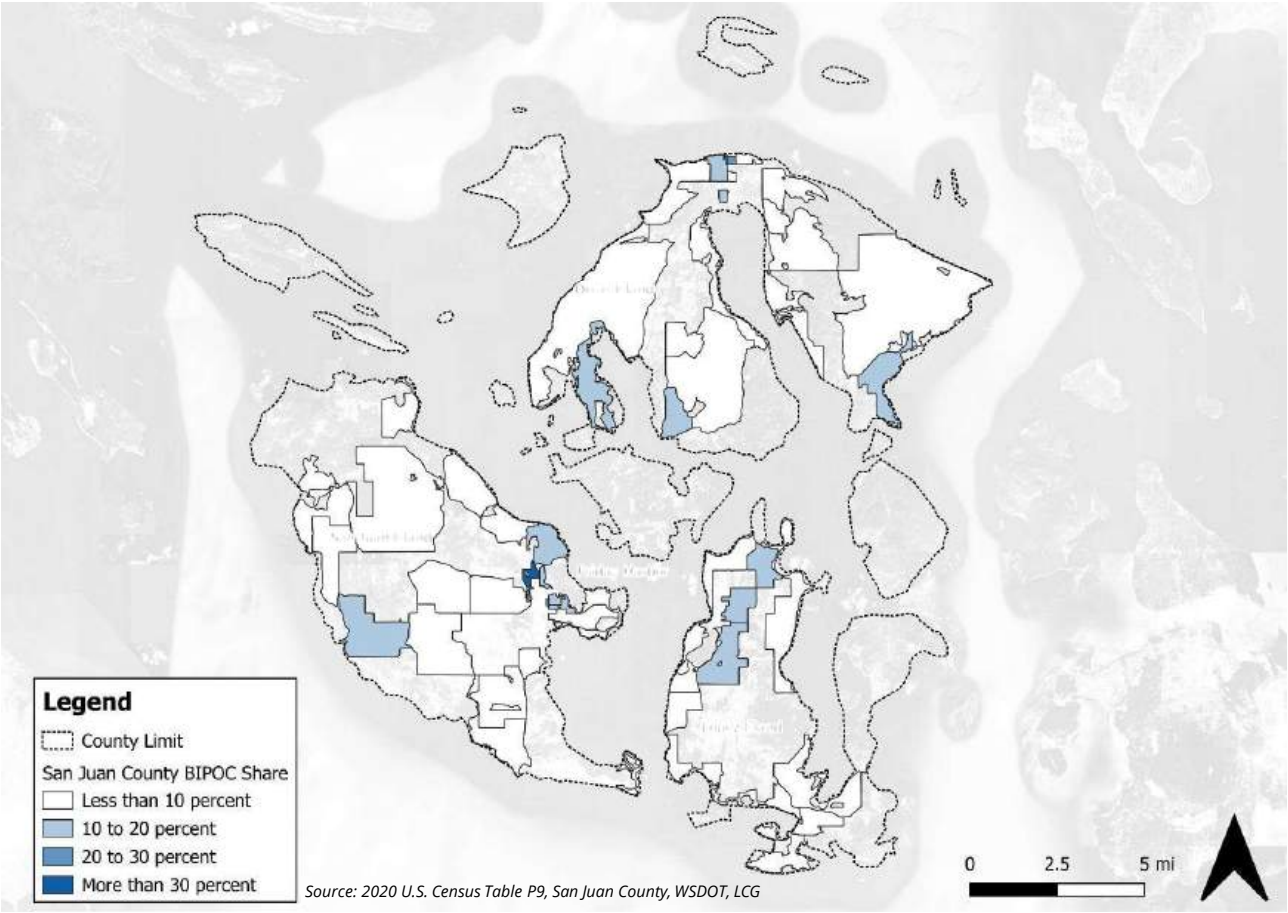
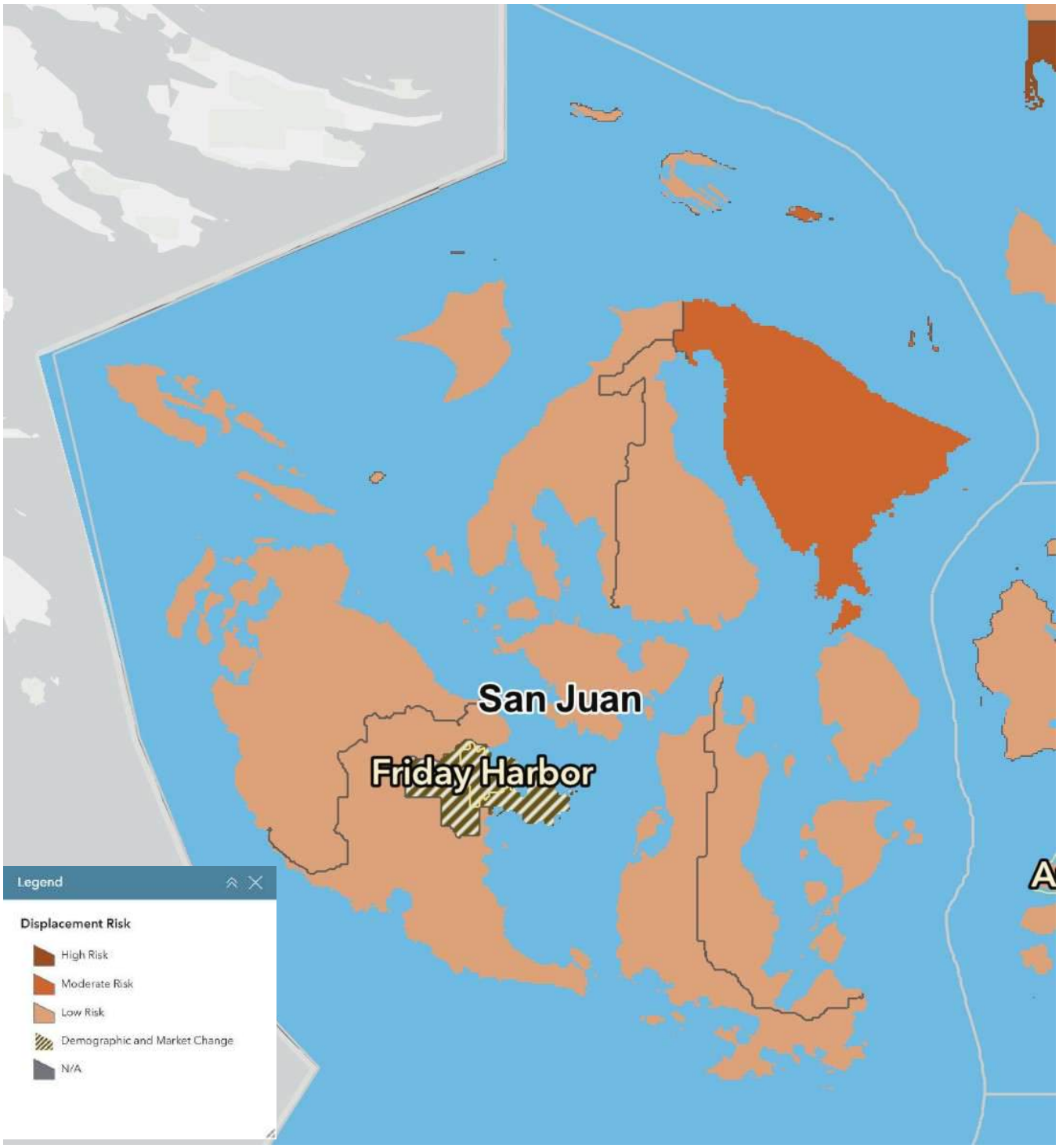


Figure 11 represents the "Displacement Risk" for residents in San Juan County. This map is drawn from Washington Department of Commerce's Displacement Risk Map Tool, which identifies "areas that may be at a higher risk of displacement from market forces." As local housing markets evolve, some renters can become vulnerable to increases in rent, especially if wages do not keep pace with the rent increases. Displacement occurs when renters (and in less common cases, homeowners) can no longer meet their housing cost obligations, and are forced to relocate. In worst case scenarios, displaced residents can face homelessness.

Despite housing unit shortfalls in the middle-low- and upper-income categories, most of San Juan County has a relatively low displacement risk compared with nearby communities. Figure 10 shows Washington Department of Commerce's Draft Displacement Risk Map. While most of San Juan County is considered "low risk",

Friday Harbor is undergoing "Demographic and Market Change," indicating gentrification. The eastern portion of Orcas Island around the community of Olga is considered "moderate risk."

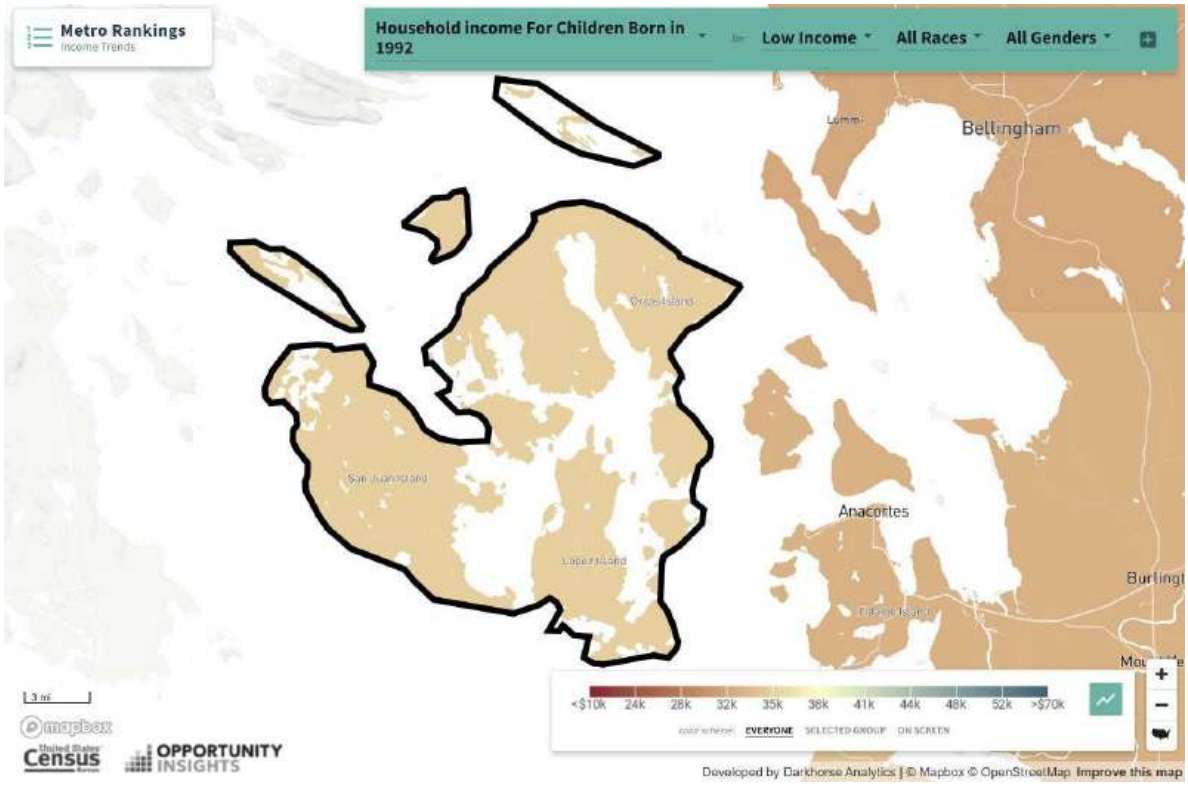
Figure 10. Washington Department of Commerce Draft Displacement Risk Map for San Juan County



Sources: Washington Department of Commerce Draft Displacement Risk Map Tool.

Opportunity Atlas measures the change in San Juan County's household income (in 2023 inflation-adjusted dollars) for people born to low-income parents in 1978 versus 1992, regardless of race or gender. Figure 12 shows that in 2019, household income for 27 year-olds; i.e., those born in 1992— was $35,000; this figure was $5,000 higher than household income for 27 year-olds in 2005; i.e., those born in 1978. . This data demonstrates that opportunity for children born to low-income families has increased in San Juan County.

Figure 11. Household Income for Children Born in 1992 to Low Income Parents in San Juan County and Surrounding Communities



Sources: Opportunity Atlas County & Metro Mobility Trends Map Tool.

POLICY EVALUATION

Based on the above analysis, there is room for improvements to policies in San Juan County to reduce racially disparate impacts. The data in the analysis was used to inform the next steps of the racially disparate impacts assessment process e valuating and revising policies that reinforce historical patterns of segregation, displacement, and inequitable outcomes. Taking a proactive approach in shaping policy to address these challenges will benefit all local households as the County seeks to build a more equitable future.

Based on guidance provided by the Washington State Department of Commerce, the following policy evaluation framework was used to evaluate San Juan County's existing Housing Element policies:

Criteria	Evaluation
The policy is valid and supports meeting the identified housing needs. The policy is needed and addresses identified racially disparate impacts, displacement and exclusion in housing.	**S** Supportive
The policy can support meeting the identified housing needs but may be insufficient or does not address racially disparate impacts, displacement and exclusion in housing.	**A** Approaching
The policy may challenge the jurisdiction's ability to meet the identified housing needs. The policy's benefits and burdens should be reviewed to optimize the ability to meet the policy's objectives while improving the equitable distribution of benefits and burdens imposed by the policy.	**C** Challenging
The policy does not impact the jurisdiction's ability to meet the identified housing needs and has no influence or impact on racially disparate impacts, displacement or exclusion.	**NA** Not applicable

Existing Goal / Policy #	Existing Goal / Policy	Equity Assessment	Why	Notes
Goal 1: Meet the projected 2036 housing demand for year-round and seasonal residents.				
Policy 1.1	Take the following actions in Urban Growth Areas and Activity Centers: • Incentivize the construction of multi-family and mixed-use developments; • Reduce the cost of public services by increasing incentives for denser development; and • Work with the appropriate advisory committees to understand market factors that limit more dense	**Supportive**	The RDI found that rental housing shortfalls only exist in the 30-50 percent of AMI & the Above AMI income bands of renters. However, there is only a slight surplus for the below 30 percent income band of renters. Since the RDI also found that households of color are more likely to be located in the lower income bands, policies seeking to increase multi-family and mixed-use development is supportive of RDI goals.	As written, this policy outlines a plan to actively study market forces and provide incentives for dense development. It may go further by identifying historical and current neighborhoods with a high percentage of residents of color.
	development in these areas.			
Policy 1.2	Support the development of housing stock that meets the needs of those in moderate, low, very low, and extremely low-income households.	**Supportive**	The RDI identified a slight rental shortage in the Very Low Income (30-50 percent AMI) band and a large shortage in the >80 percent AMI band, suggesting that the housing stock needs of these groups are not being met.	Though housing needs are crucial across the income spectrum, the County may do well to add language that focuses this

				policy on the two groups with housing stock shortages.
Policy 1.3	Increase the availability of rentals for workers. Develop specific standards and create incentives for seasonal and year-round worker housing such as dorms, bunkhouses, hostels, group homes, home shares, farmworker housing and other communal living arrangements.	**Challenging**	Though increasing the housing stock for worker rentals may take pressure off of the housing market, devoting housing resources to 'communal living arrangements' may interfere with the County's efforts to invest in affordable, permanent housing for lower-income residents. These arrangements may not be conducive for families or other household types beyond single people of working age.	This policy might better align with RDI goals by incorporating a research and community outreach aspect that explores whether communal-style housing of this nature would help meet the needs of lower-income households of color.
Policy 1.4	Allow farm stays and farmworker housing accommodations on properties where commercial agriculture is conducted.	**Challenging**	Similar to Policy 1.3, this policy may free up housing on the lower end of the rental spectrum; however, investments in agriculturally-focused worker housing may be too narrow to accomplish inclusive RDI goals.	Like Policy 1.3, any investments here should be informed by inclusive community outreach efforts to understand benefits.
Policy 1.5	Consider options for inclusion of small home parks and RV parks across the county for long term housing needs.	**Approaching**	New permanent housing of any type increases supply and lowers costs of ownership, especially small homes and RVs. These options can serve as cheaper alternatives to site-built homes for lower-	To help achieve RDI goals, the County should consult with local homebuyers of color to better understand if and how small

				homes and RVs can serve their unique community needs.
			income residents. There is opportunity to learn more about how these housing styles serve the community needs of San Juan County residents, including residents of color.	
Goal 2: Address the housing needs of special populations such as veterans, the elderly, differently abled, mentally ill, victims of domestic violence, and those at risk of or currently experiencing homelessness.		**Approaching**	This goal is inherently equity-oriented but does not include households of color.	Special populations should explicitly include racial minorities to better position this policy set for RDI goals.
Policy 2.1	Assure that there are appropriate regulations and land use designations to allow housing to meet the needs of the elderly population, such as group homes, assisted living residences and skilled nursing facilities.	**Approaching**	Aging in place is a goal shared by seniors from all walks of life. Planning policies that seek to reduce displacement of the elderly are inherently equity-oriented.	Future senior living developments may not be affordable for all seniors. Mandating that a percentage of beds in new facilities are cost-inclusive could help San Juan County seniors from diverse backgrounds afford to age in their communities.

Policy 2.2	Support organizations that host cold weather shelters on San Juan and Orcas islands and promote the development of a shelter on Lopez Island.	**N/A**	While supporting shelters is a meaningful step toward housing, this initiative does not directly have influence on supporting racial equity in housing and anti-displacement/exclusion. It is more of a remedial policy.	
Policy 2.3	Implement the County's five-year Homeless Plan and support services in order to reduce homelessness and increase opportunities for wellbeing in San Juan County.	**N/A**	Similar to Policy 2.2, this policy is remedial in nature, and does not address systemic problems—like housing affordability and shortages—which lead people to become homeless.	
Policy 2.4	Support organizations that provide services for those who are homeless, including laundry facilities and safe storage for belongings.	**N/A**	Similar to Policies 2.2 & 2.3, this policy is remedial in nature, and does not address systemic problems—like housing affordability and shortages—which lead people to become homeless.	

Policy 2.5	Promote the development of new housing opportunities for vulnerable populations such as safe homes for domestic violence victims, transitional housing for the recently homeless, and the host home program for at-risk youth and youth experiencing emergencies.	**Approaching**	Though similar to Policies 2.2-2.4 in that Policy 2.5 addresses more acute, front-line housing services, this policy is a bit more focused on those who are teetering on the edge of full-fledged homelessness.	To more closely align with RDI goals, the County may add language around culturally-sensitive services to this policy. For example, Hispanic or Latino residents have the highest respective share of Extremely Low Income (1 in 4), so Spanish language services may better assist those who are experiencing near-homelessness, emergencies, or transitional housing.
Policy 2.6	Continue to implement housing assistance for eligible veterans through the Veterans Assistance Fund.	**N/A**	This policy is not generally related to RDI goals.	
Goal 3: Improve housing condition and reduce the number of substandard housing units.				

Policy 3.1	Promote health related improvements to older homes, such as accessibility and safety improvements and the abatement of lead-based paint, asbestos, and other potentially harmful materials.	**Supportive**	San Juan County residents of color represent a disproportionate share of the county's low-income community, and therefore may occupy a disproportionate share of the older, hazard-laden housing stock.	
Policy 3.2	Review and revise permit process for home remodels to ensure compliance with State lead regulations and reduce the risk of exposure.	**Approaching**	This policy strives to improve the safety of housing stock, which is an equity-oriented goal.	Keeping in mind that many lower-income residents may live in multi-family housing, the policy could explicitly include "apartment building remodels" to hold landlords to the same compliance standards.
Policy 3.3	Support grant acquisitions for the development of home improvement programs to raise the quality and safety of currently substandard housing.	**Approaching**	This policy is generally in line with housing equity objectives, and residents of color may occupy substandard housing at a higher rate since they are more likely to be cost-burdened.	The policy language is currently a bit vague. Specify which organizations or entities (public or private) would be acquiring the grants, and what kind of home improvement programs.

Policy 3.4	Support non-profit programs that identify and reduce the number of substandard units.	**Approaching**	Similar to Policy 3.4, this policy is generally in line with housing equity objectives, and residents of color may occupy substandard housing at a higher rate since they are more likely to be cost-burdened.	The policy language is currently a bit vague. Specify what it means for a non-profit to reduce substandard units.
Policy 3.5	Support weatherization and home maintenance programs.	**N/A**	This policy is not generally related to RDI goals.	
Goal 4: Reduce the costs of maintaining existing homes and constructing new housing units.				

Policy 4.1	Boost the development of construction trades on the Islands by supporting the Economic Development Council to provide training and certification courses at Skagit Valley College.	**N/A**	This policy is not generally related to RDI goals.	
Policy 4.2	Expedite permitting of approved stock construction plans to reduce building permit costs.	**Challenging**	Reducing building costs is one potential path to increasing the supply of housing in the county. However, as written, this policy may reinforce existing disparities in housing and benefit only single-family construction patterns.	This policy should be clear on the type of construction it seeks to streamline, and whether the approved plans include affordable housing development. If affordable construction

				plans are not part of the approved stock, then this policy may hinder RDI and equity housing considerations.
Policy 4.3	Continue the owner-builder permit program to enable County residents to construct their own homes.	**Challenging**	This policy focuses on expanding single-family housing and targets a narrow group of households with the skills and finances to build their own home.	To improve the policy's position to RDI, the County could explore adding equity- oriented features (e.g. using permit fees to create a scholarship for residents from marginalized backgrounds to receive a trades education).
Policy 4.4	Reduce barriers to the construction of affordable housing by identifying alternative funding sources for development costs.	**Supportive**	This policy supports RDI objectives by encouraging creative funding sources for affordable housing.	
Policy 4.5	Consider the development of Tiny Houses and Tiny House Communities as defined by RCW 35.21.686(4)(a).	**Supportive**	New permanent housing of any type increases supply and lowers costs of ownership, including Tiny Houses. These options can serve as cheaper alternatives for lower-income residents. This	To help achieve RDI goals, the city should consult with local homebuyers of color to better understand if and how Tiny Houses can serve their unique community needs.

			policy creates an opportunity to learn more about how this housing style serves the community needs of San Juan County residents, including residents of color.	
Policy 4.6	Support tool lending libraries on the most populated islands to increase people's access to the tools they need to maintain their homes.	**Supportive**	This policy can reduce housing-related costs for all residents who participate.	According to the RDI analysis, residents of color carry more housing cost burden; this policy helps reduce housing costs and supports RDI objectives.
Policy 4.7	Provide information on environmentally responsible prefabricated building materials and encourage their use as a way for owner-builders to reduce construction costs.	**Challenging**	This policy focuses on alleviating costs—both financial and environmental—of single-family housing development, but targets a narrow group of households with the skills and finances to build their own home.	To improve the policy's position to RDI, the County could explore adding equity- oriented features (e.g. using permit fees to create a scholarship for residents from marginalized backgrounds to receive a trades education).
Goal 5: Promote climate resiliency by minimizing the environmental impacts, such as greenhouse gas emissions, of the existing and future housing stock in San Juan County.		**N/A**		
Policy 5.1	Recognize climate change risks in the development of new housing.	**N/A**	This policy is not generally related to RDI goals.	

Policy 5.2	Identify and support partners that work to increase the environmental sustainability of housing on the Islands by means such as reducing energy use, protecting critical areas, and mitigating climate change impacts.	**N/A**	This policy is not generally related to RDI goals.	
Policy 5.3	Provide information about and support the use of green and alternative building materials, and the sustainable reuse of building materials.	**N/A**	This policy is not generally related to RDI goals.	
Policy 5.4	Encourage investments in energy conservation, efficiency, and renewable energy generation for new and existing housing units.	**N/A**	This policy is not generally related to RDI goals.	
Policy 5.5	Support working farms and farmland succession.	**N/A**	This policy is not generally related to RDI goals.	
Goal 6: Increase the number of resale-restricted homeownership and rental affordable housing units.				

Policy 6.1	Support applications to the WA State Housing Finance Commission Land Acquisition Program (LAP) for assistance in purchasing land for affordable housing development.	**Supportive**	This policy is supportive of RDI goals because residents of color in San Juan County are more likely to be in the affordable housing market, and this policy makes it easier for organizations to initiate the affordable housing development process.	
Policy 6.2	Facilitate the preservation of existing affordable housing units.	**Approaching**	The spirit of this policy aligns with RDI goals.	To better meet RDI objectives, the policy may include more specific action on how the County will facilitate the preservation of affordable units, such as rent caps, or incentivizing upscale development in areas away from existing affordable housing.
Policy 6.3	Promote the design, construction, and maintenance of quality affordable rental units to serve long-term residents of various family sizes and income levels.	**Approaching**	This policy is supportive of RDI goals by promoting affordable rental units, except it is unclear who "long-term residents" are, and if this is a diverse subset of the community.	To further capture the spirit of the RDI, the policy might incorporate language such as "…of various family sizes, income levels, and **racial/ethnic identities.**"

Policy 6.4	When allocating county funding for affordable housing, prioritize projects that are permanently affordable with resale or rent restrictions lasting at least 50 years.	**Approaching**	This policy is supportive of RDI goals, but could have unintended, counter-productive effects.	While seemingly supportive to RDI objectives of affordable housing, this policy may inhibit access to home ownership for residents of color if the affordable units are long-term rent-controlled, and could disincentivize developers from building inflexible, non-appreciating projects.
Policy 6.5	For land use designations that include residential density bonuses, require the additional housing developed as a result of the density bonus to have resale or rent restrictions lasting at least 50 years.	**Approaching**	This policy is supportive of RDI goals, but could have unintended, counter-productive effects.	In the same vein as Policy 6.4, the restrictive nature of this policy may disincentivize development that will not result in property values that appreciate with the market. This policy could be adjusted so that only a portion of the additional development need include the 50-year rent/resale restriction.

Policy 6.6	Establish a fund and identify funding sources to be used for the offset of building permit fees for affordable housing.	**Supportive**	This policy is supportive of RDI goals.	

Policy 6.7	Support USDA Rural Development Farm Labor Housing Direct Loans & Grants programs that provide construction, improvement, repair and purchase of housing for farm laborers.	**N/A**	This policy is not generally related to RDI goals, as it is only relevant to a narrow subset of the population.	
Goal 7: Adopt regulations in the San Juan County Unified Development Code and Comprehensive Plan elements that facilitate access to affordable housing by increasing the number of available affordable units and widening the range of people who qualify for affordable housing.				
Policy 7.1	Expand the existing density bonus program to provide further incentives for creating affordable housing in Urban Growth Areas and Activity Centers.	**Supportive**	This policy aligns with RDI goals. Residents of color are more likely to experience housing cost burden, and affordable housing options may reduce this cost burden.	
Policy 7.2	Allow bonuses for multi-family affordable housing development.	**Supportive**	This policy aligns with RDI goals. Residents of color are more likely to experience housing cost burden, and affordable housing options may reduce this cost burden.	

Policy 7.3	Allow up to 50% of dwelling units counted as affordable housing for the purpose of obtaining affordable housing privileges to be for moderate income households.	**Supportive**	This policy aligns with RDI goals. Residents of color are more likely to experience housing cost burden, and affordable housing options may reduce this cost burden.	The language of this policy could be more specific about what "moderate income households" means. According to RDI housing availability data, there is a surplus of units for those in the 50-80 percent AMI income bracket, while supply is much tighter for the 30-50 percent and >80 percent AMI brackets.

Policy 7.4	Allow nonprofits and private developers to develop small-scale rural residential clusters with long-term affordability restrictions and no more than twelve dwelling units each, within rural residential, rural farm forest, and Village, Hamlet and Residential Activity Centers. The Developer must have a long-term stewardship plan, other than the County, for monitoring resales.	**Approaching**	This policy's affordability focus is generally supportive of RDI goals, but the location of these clusters ultimately impacts whether this policy aligns with RDI goals.	Based on the map in Figure 2, there are large swaths of San Juan County with no residents of color. If these affordable developments cluster in such areas, then this policy could promote further segregation patterns and clash with RDI goals. There may be demographic guidelines included that stipulate such rural developments must occur in census tracts with a diversity of households.
Policy 7.5	Ensure consistency between the County's definitions of affordable housing by considering housing costs for renters to include rent and utilities, or, for owners, to include the principal and interest on the mortgage plus property taxes and insurance (PITI).	**Supportive**	This policy is supportive of RDI goals, since the policy attempts to account for additional cost burden that may be hidden from upfront calculations of affordability.	

Policy 7.6	Encourage public sector employers (such as the Town of Friday Harbor, San Juan County, school districts, fire districts, public health districts, etc.) to provide for affordable housing options for their employees utilizing lands currently owned and operated by those entities.	**Approaching**	This policy is supportive of RDI goals in that it focuses on expanding affordable housing. However, this policy does not account for the racial diversity of public sector employers.	Ensure this policy is complemented by simultaneous efforts to expand or maintain sufficient diversity of public sector employees.
Policy 7.7	Encourage essential service providers (such as but not limited to utilities and public health providers) to provide for affordable housing options for their employees utilizing lands currently owned and operated by those entities.	**Challenging**	This policy is broadly supportive of RDI goals in that it focuses on expanding affordable housing. However, this policy does not account for the racial diversity of these essential service employers, and it is more difficult to oversee the actions and internal policies of private/semi-private entities.	If racial inclusivity targets are not met by the private entity, then the County may require such projects to reserve affordable units for non-employee households, or implement other measures to ensure equity.
Policy 7.8	Explore and implement ways to better utilize Accessory Dwelling Units as long-term affordable housing.	**Approaching**	ADUs are one tool that can help ease housing shortages in general, especially for renters.	ADUs can increase local housing stock, yet the lowest-earning households may experience obstacles in single- family neighborhoods without transit access or budget-friendly

				shopping. ADU expansion is a good start, but should be accompanied by other forms of affordable housing development and permission.
Goal 8: Partner with organizations that support housing affordability and leverage the County's access to resources to utilize and provide programs that increase access to housing for moderate to low-income households.				
Policy 8.1	Collaborate with non-profits to provide housing support services such as rental, homeownership and utilities assistance programs for low to moderate income households.	**Supportive**	This policy aligns with RDI goals.	Non-profits with cultural sensitivity training and/or expertise can further enhance this policy's relevance to RDI objectives.

Policy 8.2	Utilize state and federal housing resources and grant programs to the maximum extent possible consistent with the goals and policies of this Element for affordable housing development, rental and homeownership down payment assistance, weatherization assistance, and infrastructure development related to affordable housing.	**Supportive**	This policy aligns with RDI goals.	
Policy 8.3	Leverage local funding sources to attract state, federal and private dollars to support the development of housing affordability programs.	**Approaching**	This policy aligns with RDI goals, but is a bit vague.	The policy could clarify what kinds of local funding sources.
Policy 8.4	Provide, as appropriate, for the sale or lease of County-owned land for permanently affordable housing development.	**Approaching**	This policy's affordability focus is supportive of RDI goals, but the location of the sold land could impact whether this policy aligns with RDI goals.	Based on the map in Figure 2, there are large swaths of San Juan County with no residents of color. If these affordable developments cluster in such areas, then this policy could promote further segregation patterns and clash with RDI goals. There may be demographic

				guidelines included that stipulate such developments must occur in

				census tracts with a diversity of households.
Policy 8.5	Facilitate and support the development of down payment assistance programs such as the Equity Loan Program and work with banks to develop programs to roll down payments into mortgages.	**Supportive**	This policy is supportive of RDI goals.	
Policy 8.6	Lobby for funding support for affordable housing programs in rural areas using tax credits.	**Approaching**	This policy's affordability focus is supportive of RDI goals, but the location of the affordable housing programs could impact whether this policy aligns with RDI goals.	Based on the map in Figure 2, there are large swaths of rural San Juan County with no residents of color. If these affordable developments cluster in such areas, then this policy could promote further segregation patterns and clash with RDI goals. There may be demographic guidelines included that stipulate such programs occur in rural census tracts with a diversity of households.

Source: San Juan County Comprehensive Plan, Section B, Element 5.7: Housing Goals and Policies.

TRANSPORTATION

6

appendix

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APPENDIX 6

I. TRANSPORTATION FACILITIES INVENTORY AND LOS ANALYSIS

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

The Washington State Office of Financial Management (OFM) estimates the County 2024 population as 17,778. This figure soars in the summer, with visitors arriving from numerous origins to enjoy the San Juan Islands. Based on ferry ridership data presented in the WSF Traffic Statistics Rider Segment Report for 2024; 1,919,272 people (drivers and passengers) travel to the San Juan Islands from Anacortes each year:

- 32,361 to Shaw Island;
- 306,538 to Lopez Island;
- 611,335 to Orcas Island; and
- 889,402 to San Juan Island.

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

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

A. Air Transportation

Aviation is a vital transportation component connecting non-ferry served island to other locations in the island and to the mainland, providing passenger travel, freight and mail transport, medical evacuation to mainland hospitals, disaster staging/relief, and other essential services. The vast majority of air traffic now uses public airports on San Juan, Orcas and Lopez Islands, owned by the port districts, to reach Seattle, Bellingham, Anacortes, and other mainland destinations. Additional

private landing fields exist on many other inhabited islands. Seaplanes use designated harbors and private docks. The general locations of the public and private air transportation facilities within San Juan County are presented in

Figure ***1***.

Figure 1 - Air Transportation

US/Canada Border
Waldronare
Orcas Island
Stuart Island
Rosario
Roche Harbor
Roche Harbor
Crane
Fowler
Blakely Island
Friday Harbor
Windsock
Fishermans Bay
Friday Harbor
Decatur Shores
Center Island
Lopez Island
N
LEGEND
Airport Type
Airstrip
Private Airport
Public Airport
Seaplane Base
Helicopter Landing Zones
Friday Harbor
UGA
San Juan County Boundary
Map By Transpo Group
MILES
0
2.5
5

1. Inventory of Facilities and Services

a. Friday Harbor Airport

Friday Harbor Airport is classified as a commercial service airport, which is owned and operated by the Port of Friday Harbor. Its location spans the Town of Friday Harbor's (Town) boundary with San Juan County. The airport is a "primary service" airport. Its location adjacent to the Town makes it a destination for recreational pilots from throughout the region.

Friday Harbor Airport has a 3,400-foot runway that is rated for aircraft of 12,500 pounds. The airport designation is B-1 Small. Business activities include passenger terminal, air freight, air charter, flight training, full-service aviation mechanic, and medical evacuation to mainland hospitals by helicopter or fixed-wing air ambulance. The airport is adjacent to Peace Island Medical Center. Friday Harbor Airport, the Friday Harbor Seaplane Base and the Roche Harbor Seaplane Base are served by U.S. Customs and Border Protection personnel, who clear hundreds of international flights each year. Friday Harbor Airport has an average of 50,000 to 60,000 operations each year. Comprehensive airport details are available in the airport master plan on the Port of Friday Harbor website.

b. Orcas Island Airport

The Port of Orcas operates the Orcas Island Airport. The facility is classified as a commercial service airport. Business activities include passenger terminal, air freight, air charter, flight training, aviation mechanic, and medical evacuation to mainland hospitals by helicopter or fixed-wing air ambulance. Orcas Island Airport has a 2,901-foot runway that is rated for aircraft of 12,500 pounds. The airport designation is B-1 Small. Comprehensive airport details are available in the airport master plan on the Port of Orcas website.

c. Lopez Island Airport

The Port of Lopez operates the Lopez Airport, which is classified as a community service airport. The facility has a 2,900-foot runway. According to Port staff in 2018, it is a "general aviation" airport (i.e., public/private facility with general aviation usage). The Port of Lopez does not currently have any full-time employees and daily flight operations are not monitored. Business activities include the airport office and waiting room. Comprehensive airport details are available in the airport master plan on the Port of Lopez website.

d. Seaplane Facilities and Services

Currently, scheduled seaplane service to San Juan County is provided by Kenmore Air, Friday Harbor Seaplanes, and San Juan Airlines. Seaplane service is provided at the following locations: Islander/Islands Marine Center on Lopez; West Sound Marina, Deer Harbor Marina, Rosario Resort and West Sound Marina on Orcas Island; and Roche Harbor Resort and Friday Harbor Marina on San Juan Island. Of the airlines serving the county, Kenmore Air and San Juan Airlines offer multiple daily scheduled flights year round while Friday Harbor Seaplanes operates scheduled daily service May through early October.

2. Demand/Capacity

Periodically the ports assess demand and capacity trends to determine the most effective improvements to meet the project demands.

a. Friday Harbor Airport

The current Friday Harbor Regional Airport Master Plan was completed in 2019. This master plan was prepared because the airport did not meet current design standards for the B-II(s) category/group of aircraft. The current plan identifies a 20-year project list costing an estimated $41.4 million. Improvements include road and taxilane expansions, runway maintenance, drainage improvements, and building construction which will help bring the airport up to FAA standards. The share of projects eligible for funding is estimated to be $36.4 million from FAA, $2.0 million from WSDOT, and 2.9 million from local funds. The Plan found that the airport's expenses exceeded its revenue in 2017 and 2018 and identified the need for additional funding sources for CIP projects. These include state and federal grants for qualifying projects, Passenger Facility Charges, the Port of Friday Harbor general fund, bonds, and ground lease options.

Orcas Island Airport

In 2019, Orcas Island Airport completed an airport master plan that will guide development over the next 20 years. This master plan was prepared because the airport does not meet current design standards for the B-II(s) category/group of aircraft. The capital improvements listed include building relocation, land acquisition, runway widening and other maintenance activities with a total cost of $36.79 million. FAA funding is assumed to cover 30.8 million, with WSDOT funding a further $1.41 million. The remaining $4.47 million is to come from local funding sources. However, the cost of only those projects needed to meet federal B-II standards is much lower at $25.39 million, with only $1.3445 million expected to come from local funds.

b. Lopez Island Airport

In its 2012 "Airport Compliance Inspection Report" the Federal Aviation Administration (FAA) listed both ends of the airport as unsafe for landing aircraft, because of the obstructing trees. In 2013-2014, the Port acquired most of the critical parcels at each end of the airport and it has removed most of the trees obstructing landing and departing airplanes, making the airport safer and meeting FAA requirements. The critical properties were converted into pasture land for local farming. In 2018, the airport completed an airport master plan that will guide development over the next 20 years. The follow up to the master plan will be the FAA-required environmental assessment of future projects identified in the master plan.

3. Long Range Transportation Planning Recommendations

The Ports receive federal funding through the FAA for improvements at the major public island airports. Capital project funding is also available through the Washington State Department of Transportation/Aviation Division. The updated airport master plans and 20-year capital

improvement plans will be used to prioritize airport improvements and identify potential funding. The County shall provide support to the Ports in response to community needs.

B. Marine Transportation

Marine transportation services and facilities are the primary means for movement of people and goods among the islands, and between the islands and the mainland. Marine transportation facilities and services are provided by Washington State Ferries (WSF), public ports, public docks and ramps, and private marinas. In addition to public ferry service, private commercial vessels and barges provide transportation opportunities.

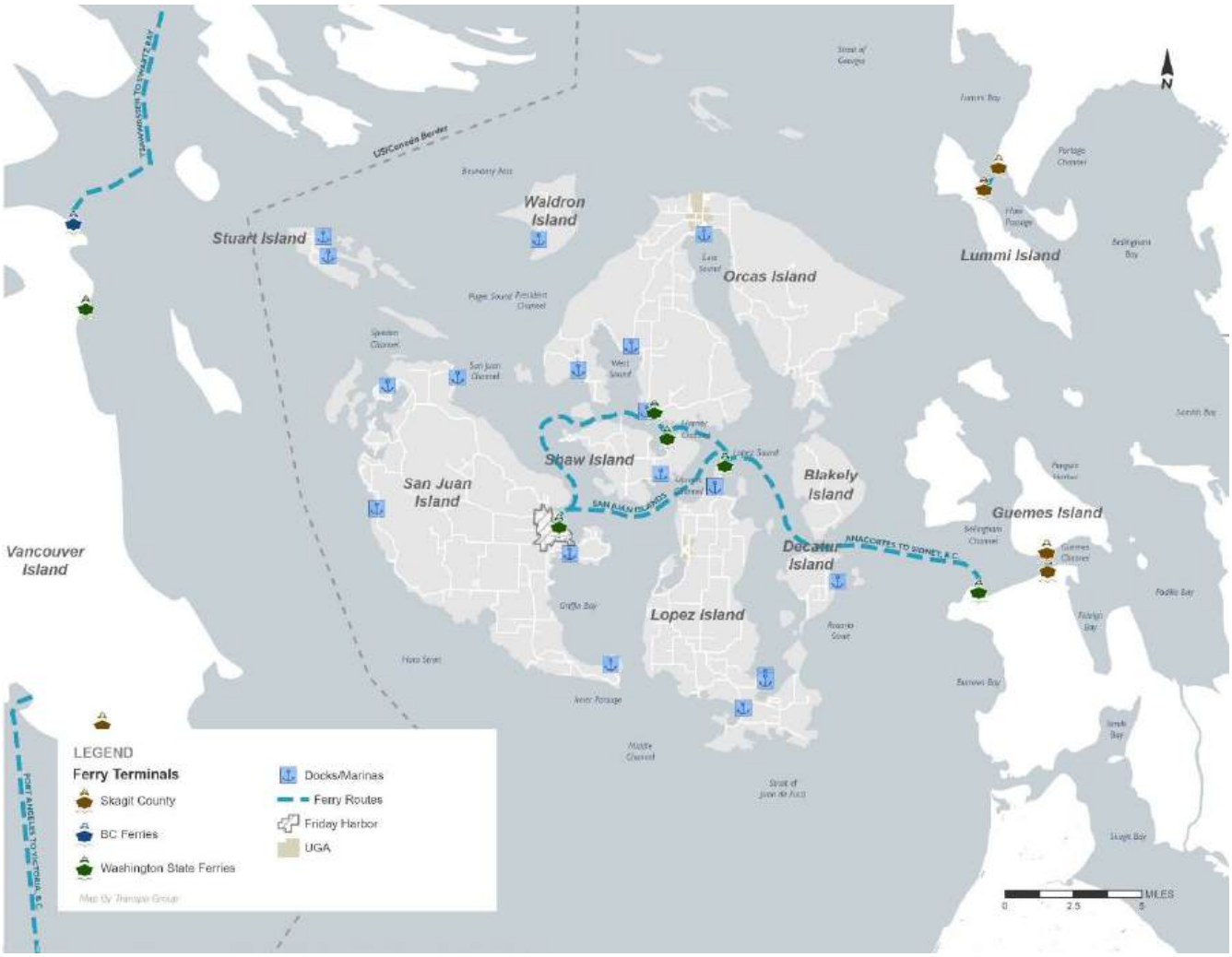
1. Washington State Ferry System

Washington State Ferries (WSF) is the principal provider of marine transportation between mainland and the islands of San Juan County (see Figure 2). There are several daily sailings from Anacortes to and from Shaw, Lopez, Orcas and San Juan islands, as well as an inter-island ferry which allows for travel between the islands. WSF previously included a route between Anacortes, Friday Harbor and Sydney, British Columbia, however, due to crew and vessel shortages, this route has not been restored since its suspension in 2020 during the COVID-19 pandemic. The ferry system is shown in Figure 2.

Demand for ferry services in the county varies with the season; demand is higher in summer and lower in winter. WSF sets seasonal schedules, with fewer sailings in winter months compared to summer. Creating workable schedules is complex, with efforts made to accommodate diverse factors such as school bell schedules, morning and evening rush hours, load and unload times, the wishes of community members, local event schedules, and staffing requirements from the US Coast Guard, among others. WSF has trialed revised winter, spring, and summer sailing schedules to accommodate the above factors and reduce sailing cancellations.

In addition to scheduling difficulties, the ferry system is facing some systemic challenges which have led to frequent service cancellations along crucial ferry routes to the San Juans. Island residents have expressed frustration with the ferry services' unpredictability which has had a detrimental impact on the delivery of medical, freight, and utility services, and has interrupted essential trips for all residents, including students, seniors and those with disabilities. The chief cause of these cancellations has been a lack of crew members available to staff sailings. The other major factor is the size and condition of WSF's aging fleet. WSF has 21 vessels in active service, but since 2016 4 vessels have been taken out of service and not replaced, while many of the vessels that remain in service are aging and vulnerable to breakdowns. Two new vessels are scheduled to join the fleet as early as 2028, with more on the way, but until that time reliable service in the San Juans is likely to remain a challenge.

Figure 2 - Marine Transportation - Washington State Ferries



a. Inventory of Existing Facilities and Services

Ferry travel is dependent on the size and frequency of the ferries, the parking available at the ferry landing, and the reservation system. Currently, all ferry facilities are planned to accommodate and handle the highest peak of demand occurring in the summer months.

Ferries: The assignment of ferry vessels during the year varies seasonally based on demand. Which boats are in service depends on the season and on scheduled or unscheduled maintenance and repairs.

There are four vessels assigned to the Anacortes terminal year round. In general, three of the ferries are larger vessels with vehicle capacity of up to 144 providing service between Anacortes and the four island terminals. The fourth ferry is a smaller vessel with a capacity of 90 vehicles and is assigned to interisland service. The four ferries represent 19% of the current WSF fleet, although the San Juan Islands represent about 10% of the total system traffic demand. WSF's 2025 Service Contingency Plan indicates that they will keep 4 vessels

assigned to the San Juans regardless of fleet constraints on other routes.

In the winter, the inter island ferry is not in service on the weekends, such that for three months there are two different schedules within each week. The four ferries assigned to the islands during the winter period represent 19% of the fleet while representing about 7% of the system demand.

Ferry Parking and Services: WSF provides parking facilities at each of the island ferry terminals and has a contract with San Juan County for maintenance of the parking lots.

San Juan Island: WSF operates a paved park-and-ride lot for ferry patrons, located south of the intersection of Nichols Avenue and "B" Street, just east of the upper auxiliary holding area. This lot has a capacity of 57 spaces. Some walk-on ferry patrons park in front of the Town of Friday Harbor's Sunken Park, at the intersection of "B" Street and Nichols Avenue, and some park on Nichols Avenue, adjacent to the north boundary of the upper boundary of the upper auxiliary holding area. The Town of Friday Harbor (Town) is within walking distance of the ferry landing and provides a wide range of services and resources. Traffic in Town is significantly impacted by ferry unloading.

Orcas Island: WSF provides parking in two areas at the Orcas ferry terminal, located in Orcas Village. West of the upper holding lanes are 20 parking spaces along the southern boundary of the entrance to the holding lanes. Parking is available at this location daily excluding Sundays and holidays and is primarily used by commuters and day trippers.

Just to the south of the upper holding lanes is another parking area, which contains 36 parking spaces and one ADA parking stall. This lot is adjacent to the public restroom and is used by commuters and long-term travelers. This parking lot is posted for a maximum parking limit of 72 hours. This parking lot is typically full, particularly in the summer months.

Historically, overflow parking tended to occur at various locations within Orcas Village. Overflow parking along road shoulders, particularly along Orcas Road to the north and Killebrew Lake Road to the east, were the areas most impacted during the summer season. These areas are uncontrolled and unsigned.

In 2017, San Juan County constructed a park-and-ride facility on the WSF property north of the holding lanes. This facility contains about 80 parking spaces. The unsafe parking areas along Orcas Road have been posted “No Parking” to improve safety.

To the east of the ferry terminal and adjacent to the Post Office, there are three private parking lots. Orcas Landing, within walking distance of the ferry landing, has a grocery store, hotel, restaurants, post office, retail shops, and rental car services.

In 2017, WSF made safety improvements to the ferry landing, including relocating the ticket booth to enlarge the roadway for large vehicles exiting the ferry, pedestrian/bicycle safety and accessibility improvements, and side upgrades.

Lopez Island: Parking for ferry patrons is provided in two areas in close proximity to the Lopez terminal. A WSF-owned, gravel parking lot containing 58 spaces is located 200 feet south of the terminal building and east of the vehicle holding area. The parking lot is posted for a maximum parking limit of 72 hours. This parking lot is usually filled to capacity during the summer months. When the lot is full, overflow traffic parks along the western road shoulder beyond Penny Lane (entrance to Land Bank preserve). The shoulder is posted for no parking from 1 a.m. to 5 a.m.

A small paved parking lot owned by WSF is located across from the terminal building and contains 4 spaces, posted for 10 minute parking. Four spaces are reserved for ferry employees, 2 more spaces are labeled for ADA, and one for the local taxi. The total present parking supply in the vicinity of the Lopez Island ferry terminal is approximately 69 spaces.

The remoteness of the terminal location means that there is no other alternative to parking or being dropped off at the terminal. There are no park-and-ride lots on Lopez.

There are four car holding lanes. The easternmost lane (Lane 1) is reserved for Anacortes-bound vehicles. When the number of cars exceeds the lane capacity, cars park and wait along the eastern road shoulder. During the peak summer periods, this extension of Lane 1 may contain cars backed up in the shoulder nearly to Odlin Park, a distance of one mile to the south.

Available services within the Lopez terminal include a ferry ticket vending machine, a newspaper box, a community bulletin board, and a display of used books for sale which is stocked by Friends of the Lopez Library. Outside the terminal are three portable toilets, within the small paved parking lot. Two more portable toilets are located on the rise east of the large, gravel parking lot.

***Shaw Island*:** The Shaw Island ferry landing was rebuilt in the mid-1990's and currently includes two regular holding lanes, one oversize holding lane, and 6 parking spaces including one ADA space. A restroom facility, a small customer waiting room and a ferry office are also located at the dock. A bike rack is located east of the transfer span.

One holding lane is used exclusively for interisland ferry traffic and can accommodate 11-12 vehicles. The second holding lane is used exclusively for the Anacortes-Shaw route and

can accommodate 12-13 vehicles. Capacity of the holding lanes is usually adequate for vehicle queuing, except for busy days and weekends during the summer when the Anacortes lane is regularly overloaded. Overloading of the ferry holding lanes creates a safety concern as vehicles queued for the ferry extend out into the northbound driving lane of the county road, up a steep hill and around a blind corner.

In addition to the facilities provided by Washington State Ferries, there is a privately owned store with about 8 parking spots, located just north of the ferry holding lanes. The store is the only commercial retail facility on Shaw Island and is regularly visited during daylight hours throughout the year. The store complex includes the Shaw Island Post Office, which generates a significant number of vehicle trips each day. Traffic visiting the store and/or post office must cross the loading and unloading ferry traffic.

A privately-owned gravel parking area, adjacent to and west of the county road between the ferry holding lanes and the oversize vehicle lane, is available for public parking. This area is often filled to, or beyond, capacity during the daytime because it is used by commuters who walk on to the interisland ferry. Approximately 10 parking spaces are available in this location.

Long-term lease parking is provided by the Shaw General Store to the east of the ferry holding lanes. Approximately 10-12 spaces are available. Several of these spaces are permanently leased by utility service providers, such as OPALCO, Century Tel, and San Juan County.

b. Demand/Capacity

In 2019, WSF finalized its 2040 Long Range Plan (LRP). The LRP provided a twenty year plan for ferry service expansion and enhancements to accommodate anticipated ferry ridership growth. However, since the onset of the COVID-19 pandemic, limited vessel availability and an ongoing shortage of U.S. Coast Guard (USCG) credentialed crew has presented significant challenges for WSF. While WSF has made some service improvements since 2019, WSF has primarily been focused on restoring ferry capacity to pre-pandemic levels.

The Washington State Ferry Service Contingency Plan published in May 2025 outlines WSF's immediate plans to restore and enhance service. The plan notes that WSF requires at least 26 vessels to provide pre-pandemic level service, but currently WSF only has 21 vessels in operation that range from 5 to 64 years old. WSF has funding for five new ferries needed to meet baseline service levels, but the vessels are unlikely to enter service until 2029.

The WSF Service Contingency Plan also outlines planned staffing increases and other priority investments needed to bring service levels back to pre-pandemic levels and minimize trip cancellations.

As a result, WSF service in San Juan County is likely to face continued disruption, cancellation and service cuts for the next few years.

c. Long Range Transportation Planning Recommendations

The County shall continue to set a high priority on maintaining and constructing marine facilities that provide non-ferry served island residents with access to WSF ferry landings. The County shall maintain the roadways that provide access to the ferry landing. The County shall continue to collaborate with WSF to establish additional parking at the ferry landings to improve access and safety for the community.

2. Passenger Ferries

Private passenger-only ferries (POF) from Bellingham (San Juan Cruises), Port Townsend (Puget Sound Express), and Seattle (Victoria Clipper) land at the Port of Friday Harbor and Orcas Landing during the summer tourist season.

WSF does not currently operate POF service. WSF did provide POF service in the 1990s, but it was discontinued a decade later by legislative restrictions on operating funds after the scaling back of Motor Vehicle Excise Tax (MVET). POF service is not an allowable use for gas tax revenue. King and Kitsap counties both now operate POF service with voter-approved local revenue sources.

The County does not plan to operate a passenger-only ferry; however, the County would support a passenger-only ferry by providing roadway and marine facility access, as appropriate. Between April-June 2025, Island Water Taxi provided a by-donation inter island passenger service as a stop gap whenever the regular inter island route operated by WSF was cancelled. This initiative was supported by the County Council, which also received $1 million in emergency funds in 2024 to allow contracts with other water taxi and barge service providers whenever the inter island service was cancelled.

3. County Marine Facilities

Because of the marine orientation of the San Juan Islands, marine facilities (piers, floats, and ramps) -- both public and private facilities -- are a significant part of the transportation system. Public marine facilities are, in a sense, a contiguous part of the County road system, and thus are the responsibility of the County. Figure 3 presents the location of the various county marine facilities.

Figure 3 Marine Transportation - County Marine Facilities

a. Inventory of Existing County Marine Facilities and Services

San Juan County Public Works Department currently operates and maintains 16 public marine facilities which are shown in **Error! Reference source not found.**:

- 9 public piers with floats;
- 7 boat ramps;
- 1 barge landing site, at the old gravel pit on San Juan Island; and
- The County leases one moorage dock, at Deer Harbor.

The details of the marine facilities operated by Public Works are provided in the Annual Marine Facility Report. That report includes annual maintenance activities, capital improvements, physical assessment results, and Comprehensive Plan Review. A copy of the annual report is available on the Public Works page of the County website.

In addition to Public Works, San Juan County Parks operates and maintains boat ramps, at Small Pox Bay on San Juan Island and at Indian Cove on Shaw Island. The Port of Friday Harbor operates the boat ramp and dock at Jackson Beach. The Port also manages a marine fuel dock and public dock at Friday Harbor. The Port has recently purchased Jensen's Shipyard and Shipyard Cove. They are in the process of developing a plan for use of the site. Numerous private marine facilities exist on the islands, from large marinas like Roche Harbor, Shipyard Cove, Deer Harbor, Cayou Quay, Rosario, and Fisherman Bay to the single docks constructed for use by individual or small groups of property owners.

The County also has numerous inventoried and non-inventoried shore access points resulting from County roads that end at the shoreline (coastal or lakes). These shore access points may provide for:

- Delivery of people, vehicles, and freight via a barge or freight ferry
- Marine recreation including shore access and small boat launching

Some shore access points are listed in the County's Parks, Trails and Natural Area Plan and Nonmotorized Plan (Parks Plan) and improvements to the public right of way may be included in the County Public Works transportation improvement plans or the Parks capital improvement plans.

Several private barge companies serve the islands for most freight needs. A number of the County's ramps are routinely used by the barges for delivery of freight and construction materials, including ramps on Orcas, Lopez, Decatur, Stuart, and Waldron.

b. Demand/Capacity

Capital improvements to the County PW marine facilities are based on several factors: priority of facility, condition of facility, and evidence of inadequate capacity. These factors are evaluated and reported upon in the Marine Facility Annual Report.

Updated information on completed, in-progress, and planned capital projects for marine facilities are available in the 6-Year TIP and the Annual Marine Facility Report, both of which are available on the County website, Public Works page.

c. Long Range Transportation Planning Recommendations

The County has set a high priority on maintaining and constructing marine facilities that provide non-ferry served island residents with access to ferry served islands. Long-range planning needs for County marine facilities are evaluated annually and documented in the Annual Marine Facility Report.

C. Land Transportation

San Juan County has approximately 745 miles of roadways spread over 13 islands. Public Works maintains 270 miles of public roads located on 7 islands (Orcas, Lopez, San Juan, Shaw, Stuart, Waldron, and Decatur). Most of the roads in the County -- 450 miles -- are privately owned and maintained. There are also federal and state park roads, and the Town of Friday Harbor manages about 16 miles of roads. In 2008, some county roads on San Juan and Orcas Islands, along with the marine route from Anacortes to the Islands, were designated as the San Juan Islands Scenic Byway. *Figure 4* shows the official route of the Byway.

County roads provide transportation corridors for multi-modal access: motor vehicles, transit vehicles, pedestrians, and bicyclists. The County's Parks, Trails and Natural Area Plan and Nonmotorized Plan (Parks Plan) provides goals, policies and plans for the County's pedestrians and bicyclists. These plans include integrating roadway access (shoulder widening), separated trails adjacent to the roadways, and off-road trails to provide multi-modal access in the County. The Parks Plan states:

> "…one of the most pressing issues identified through the community outreach undertaken in preparation for this plan is the need for non-motorized transportation opportunities. There is a need expressed by the community to connect our islands together with a well-planned transportation system of multi-modal trails".

In 2018, the County adopted the Complete Streets Program Ordinance to ensure that future planning, design, and construction of motorized and non-motorized transportation facilities incorporate Complete Streets principles. The ordinance directs the County Engineer to prepare an

annual report on the recommended application of Complete Streets principles. This report is available on the County website, Public Works page. The vision for active transportation within San Juan County is further defined in the Multimodal Level of Service section.

County roads are categorized according to their role and usage in carrying vehicles. These categories are defined by US Department of Transportation, Federal Highway Administration (FHWA) in its roadway functional classification system. The Functional Classification System includes designations for rural and urban roads, including: Interstates, Freeways/Expressways, Principal Arterials, Minor Arterials, Major Collectors, Minor Collectors, and Local Access. San Juan County does not have any Interstate, Freeway, or Arterial roads. San Juan County has roadways in three functional classifications, as shown on Figure 5. The functional classifications are described as follows:

Rural Major Collectors provide the main access from the ferry landings. These are the highest volume roads, with the highest speeds, and are the primary freight routes.

Rural Minor Collectors provide connections between the major collectors and the local access roads or provide a secondary access to parts of the islands.

Rural Local Access Roads provide direct access to abutting land uses and carry traffic to the collector roads. Local access roads typically carry low volumes of traffic, traveling at low speeds.

The functional classifications in San Juan County were established in 1968. In 2018, four road segments on Orcas Island were changed from local access roads to major collectors: Main Street, Crescent Beach Road, Prune Alley, and North Beach Road from School Road to Mount Baker Road.

Figure 4 San Juan Islands Scenic Byway

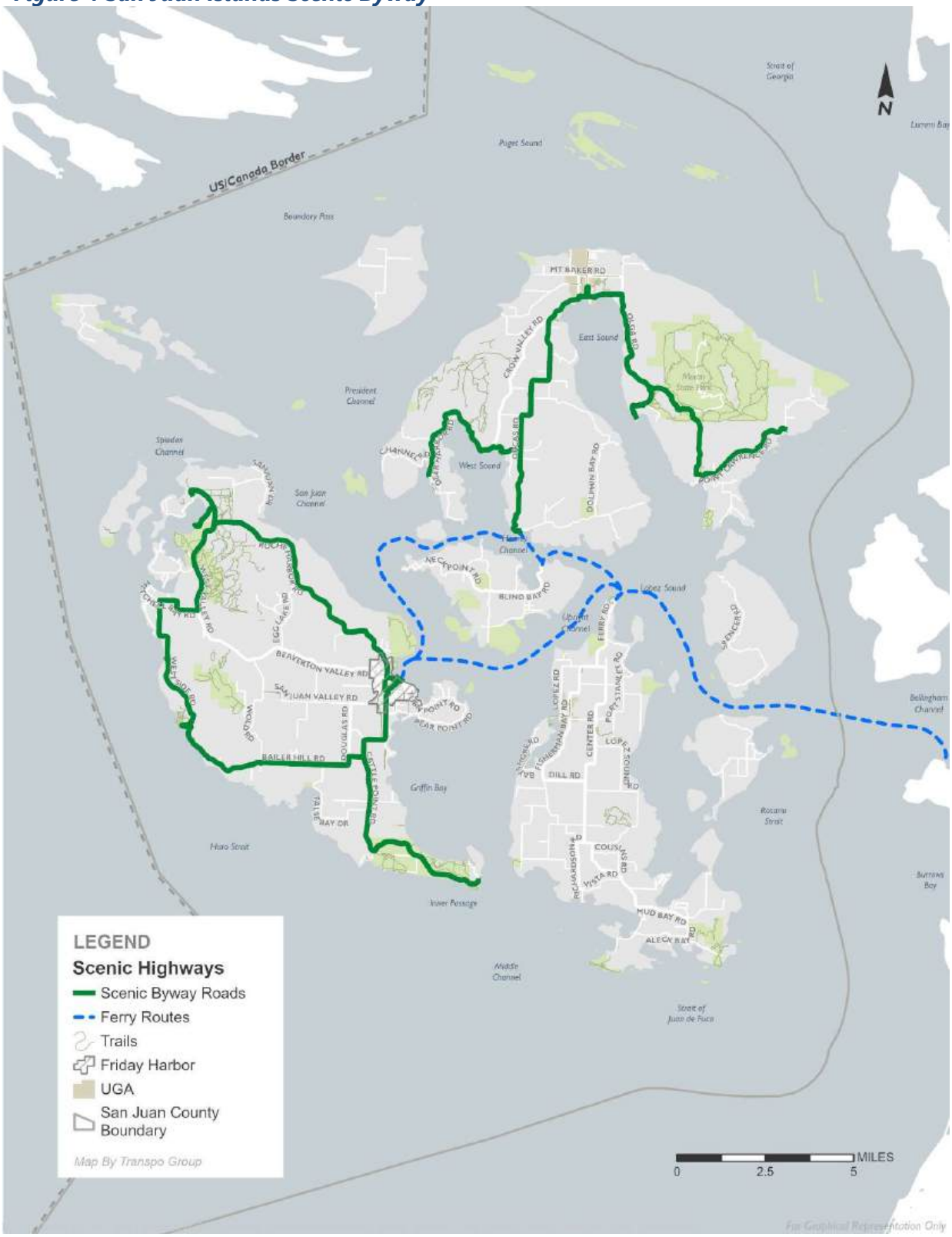
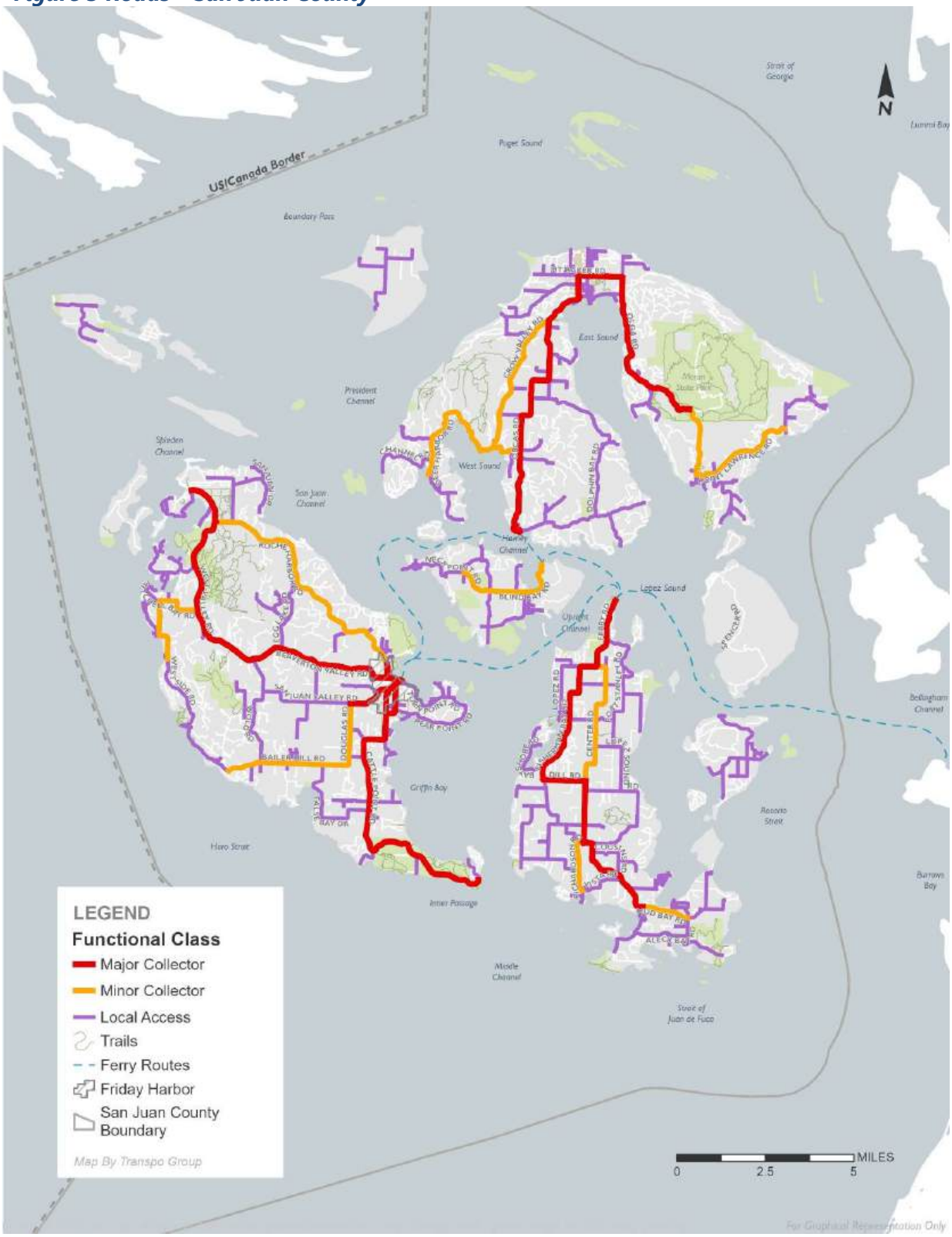


Figure 5 Roads – San Juan County



The Town of Friday Harbor (Town) on San Juan Island developed the Transportation Element of its Comprehensive Plan in 2002. The plan is amended annually to reflect changes to the Six-Year Transportation Improvement Plan and the Summary of Capital Facility Improvements. Traffic circulation within the Town is affected by the loading/unloading of the Washington State Ferry at the harbor. The County and Town work together to maintain roads that transition from Town to County. In 2019, Town and County worked together to improve Argyle Avenue, as it transitions from Town to County jurisdiction near the Fairgrounds.

1. Roads

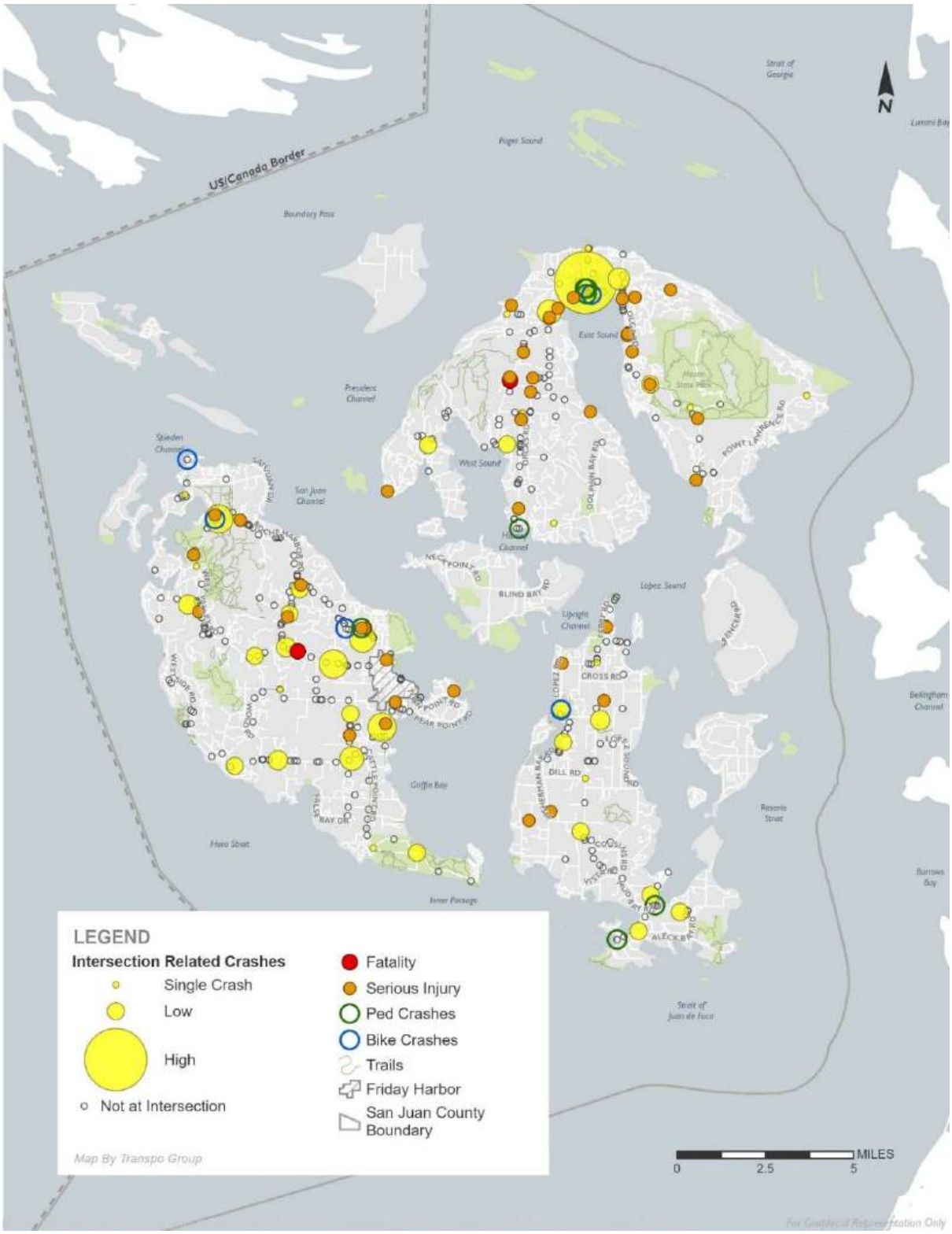
a. Inventory of Existing Facilities and Services – County Roads

The County's 270 miles of public roads are divided into three districts; see Figure 5. The road crew in each district is responsible for the operation and maintenance of the facilities within each of the districts. Roadway maintenance includes mowing and brushing within the road right-of-way to maintain sight distance, sign installation, repairing and paving the roads, and general preservation of the facilities.

b. Safety

The goal of the transportation system is to move people and goods in a safe and efficient manner. Within any region, certain locations will have a higher incidence of collisions than others due to factors such as general physical characteristics of the roadway and speed limits. Figure 6 below displays collisions as well as serious injuries and fatalities for the period from 2019 – 2023 for County Roads in San Juan County. In general, collisions are more frequent at intersections and within the East Sound UGA area. It is notable that the County has a high number of fixed object collisions that are not intersection related, many of which resulted in a serious injury. This may indicate the unforgiving nature of roads in the County where narrow, winding roadways coupled with lapses in judgement, intoxication, or inattention frequently result in vehicles leaving the roadway and colliding with roadside objects.

Figure 6 Collision History 2019 - 2023 – San Juan County



c. Level of Service Standards and Performance

The County evaluates several factors when prioritizing transportation improvement projects. These factors include: roadway capacity (level of service), safety issues, operational/maintenance elements, and Complete Street principles (bicycle, pedestrian, and public transportation users). Roadway capacity (level of service, LOS) determines the maximum acceptable threshold for traffic volume prior to considering improvements to address potential congestion.

In 2011, the County established LOS thresholds for County roadways. It is the industry standard to define the maximum roadway capacity as LOS F. A roadway operating at LOS F is at or above maximum capacity, resulting in forced or breakdown traffic flow; see the descriptions in Table 1. The maximum roadway capacity for county roads was estimated at an annual daily traffic volume of 11,670 vehicles based the typical roadway characteristics using the 2000 Highway Capacity Manual. Based on this value, the remaining LOS thresholds were scaled by applying a relative percentage of total capacity. In 2011, the County established LOS D as the maximum acceptable threshold for traffic volume, and set LOS D at annual average daily traffic (AADT) <4,380.

In 2018, the County reviewed its LOS standards based on observed traffic flow at measured traffic volumes, in order to revise the LOS standards to more appropriate traffic flow numbers. The maximum roadway capacity was reviewed and kept at 11,670 AADT. The highest volume of daily traffic measured during the summer, 5,300 AADT on Roche Harbor Road, was set as LOS C, Stable Flow. The remaining LOS thresholds were scaled by applying a relative percentage of total capacity and adjusted as shown in Table 1. The maximum acceptable threshold for traffic volume remains LOS D, but is now AADT < 7,900 as shown in

Table 1.

Table 1 Level of Service (LOS) Description and AADT

LOS	Description	Annual Average Daily Traffic (AADT)
A	Free Flow-Traffic flows at or above the posted speed limit. Motorists have a high level of physical and psychological comfort.	<5,300 For both A/B
B	Reasonable Free Flow-Speeds are maintained, maneuvering is slightly restricted. Motorists still have a high level of comfort.	
C	Stable Flow or Near Stable Flow. Ability to maneuver is noticeably restricted and passing requires more drive awareness.	5,300-6,535
D	Approaching Unstable Flow. Speeds slightly decrease as volumes slightly increase.	6,535-7,900
E	Unstable Flow, operating at capacity. Flow becomes irregular and speed varies rapidly. Speeds rarely reach the posted limit. Drivers' level of comfort is poor.	7,900-11,670
F	Forced or Breakdown Flow. Every vehicle moves in lock step with the vehicle in front of it, with frequent slowing required. A road in constant traffic jam is at LOS F.	>11,670

Source: Highway Capacity Manual 2010, Transportation Research Board, 2010

Every two years the County measures traffic volume at specific roadway locations. Daily traffic in San Juan County varies greatly from the wintertime, when County residents are the primary road users, to the summertime, when traffic increases significantly due to the large number of tourists. The seasonal factor in traffic volume has been determined and was used to calculate the AADT. The 2045 traffic volumes were forecast based on the Population Projections adopted by the County Council in 2018. Current and forecasted AADT and LOS for collector road segments in the three road districts are shown in Table 2, Table 3, and Table 4.

All of the County collector road segments are currently operating at LOS A/B, free-flowing traffic volume. The 2045 LOS forecast predicts that almost all County collector roads will operate at or above the established LOS Standard D, as shown below.

Table 2 AADT and LOS for San Juan Island

San Juan Island Collector Roads						
			2018		2045	
County Road #	Mile Post	Road Name	AADT	LOS	AADT	LOS
7	0.46	Argyle Ave	2830	A/B	4050	A/B
7	0.92	Argyle Ave	1916	A/B	2740	A/B
1	3.52	Bailer Hill Rd	1654	A/B	2365	A/B
1	6.23	Bailer Hill Rd	498	A/B	710	A/B
2	1.05	Beaverton Valley Rd	3109	A/B	4450	A/B
2	3.52	Beaverton Valley Rd	2476	A/B	3545	A/B
18	0.75	Cattle Point Rd	3948	A/B	5650	C
18	1.95	Cattle Point Rd	3176	A/B	4545	A/B
18	2.61	Cattle Point Rd	2048	A/B	2930	A/B
18	3.87	Cattle Point Rd	1595	A/B	2280	A/B
18	5.22	Cattle Point Rd	961	A/B	1375	A/B
18	5.75	Cattle Point Rd	738	A/B	1055	A/B
18	6.82	Cattle Point Rd	534	A/B	765	A/B
1	2.15	Douglas Rd	1683	A/B	2410	A/B
1	14.6	Mitchell Bay Rd	965	A/B	1380	A/B
18	0.65	Mullis Rd	3275	A/B	4685	A/B
3	0.83	Roche Harbor Rd	4719	A/B	6750	D
3	2.15	Roche Harbor Rd	2796	A/B	4000	A/B
3	5.0	Roche Harbor Rd	2149	A/B	3075	A/B
3	6.53	Roche Harbor Rd	1829	A/B	2615	A/B
3	7.63	Roche Harbor Rd	1257	A/B	1800	A/B
2	9.72	Roche Harbor Rd	1419	A/B	2030	A/B
2	10.82	Roche Harbor Rd	1062	A/B	1520	A/B
1	1.19	San Juan Valley Rd	2716	A/B	3885	A/B
2	4.75	West Valley Rd	1472	A/B	2105	A/B
2	6.91	West Valley Rd	919	A/B	1315	A/B
2	9.6	West Valley Rd	575	A/B	820	A/B

Source: Growth rates and 2018 volumes taken from 2018 County Traffic Counts and Transpo Group Memoranda September 26, 2018; San Juan County Level of Service Analysis

Table 3 AADT and LOS for Orcas Island

Orcas Island Collector Roads						
			2018		2045	
County Road #	Mile Post	Road Name	AADT	LOS	AADT	LOS
4	8.90	Crescent Beach Rd	4172	A/B	7195	D
51	0.16	Crow Valley Rd	819	A/B	1415	A/B
51	1.9	Crow Valley Rd	1074	A/B	1850	A/B
51	3.59	Crow Valley Rd	1625	A/B	2805	A/B
45	0.1	Deer Harbor Rd	731	A/B	1260	A/B
45	1.0	Deer Harbor Rd	1132	A/B	1955	A/B
45	3.8	Deer Harbor Rd	866	A/B	1495	A/B
45	4.36	Deer Harbor Rd	540	A/B	930	A/B
52	0.08	Lovers Ln	2448	A/B	4220	A/B
52	0.46	Lovers Ln	2448	A/B	4220	A/B
4	8.20	Main St	4257	A/B	7345	D
58	0.1	Mount Baker Rd	1952	A/B	3365	A/B
58	0.79	Mount Baker Rd	2818	A/B	4860	A/B
58	1.17	Mount Baker Rd	2953	A/B	5095	A/B
53	0.35	North Beach Rd	4213	A/B	7265	D
4	9.45	Olga Rd	2919	A/B	5035	A/B
4	11.5	Olga Rd	2919	A/B	5035	A/B
4	14.36	Olga Rd	1089	A/B	1880	A/B
4	15.94	Olga Rd	250	A/B	430	A/B
4	0.75	Orcas Rd	2336	A/B	4030	A/B
4	3.92	Orcas Rd	2477	A/B	4270	A/B
4	6.93	Orcas Rd	3828	A/B	6605	D
4	7.0	Orcas Rd	4856	A/B	8375	E
63	0.1	Point Lawrence Rd	1045	A/B	1800	A/B
63	0.56	Point Lawrence Rd	554	A/B	955	A/B
63	3.31	Point Lawrence Rd	332	A/B	570	A/B
54	0.47	Prune Alley	2227	A/B	3840	A/B
57	0.03	Terrill Beach Rd	2157	A/B	3720	A/B
57	0.68	Terrill Beach Rd	1093	A/B	1885	A/B

Source: Growth rates and 2018 volumes taken from 2018 County Traffic Counts and Transpo Group Memoranda September 26, 2018; San Juan County Level of Service Analysis

Table 4 AADT and LOS for Lopez and Shaw Islands

Lopez and Shaw Collector Roads						
			2018		2045	
County Road #	Mile Post	Road Name	AADT	LOS	AADT	LOS
5	2.24	Center Rd	508	A/B	540	A/B
5	3.3	Center Rd	720	A/B	765	A/B
5	4.85	Center Rd	1545	A/B	1640	A/B
5	6.17	Center Rd	1769	A/B	1880	A/B
5	7.12	Center Rd	1415	A/B	1505	A/B
108	0.1	Dill Rd	754	A/B	800	A/B
5	0.16	Ferry Rd	929	A/B	985	A/B
5	1.98	Ferry Rd	1145	A/B	1215	A/B
103	0.4	Fisherman Bay Rd	849	A/B	900	A/B
103	1.75	Fisherman Bay Rd	1167	A/B	1240	A/B
103	2.26	Fisherman Bay Rd	1824	A/B	1940	A/B
103	3.0	Fisherman Bay Rd	1824	A/B	1940	A/B
103	3.76	Fisherman Bay Rd	1304	A/B	1385	A/B
103	4.0	Fisherman Bay Rd	1304	A/B	1385	A/B
114	0.1	Mud Bay Rd	915	A/B	970	A/B
114	0.55	Mud Bay Rd	915	A/B	970	A/B
114	2.3	Mud Bay Rd	720	A/B	765	A/B
114	2.94	Mud Bay Rd	450	A/B	480	A/B
5	8.1	Richardson Rd	226	A/B	240	A/B
5	9.2	Richardson Rd	226	A/B	240	A/B
96	1.0	Shaw Island-Blind Bay Rd	233	A/B	235	A/B
96	2.21	Shaw Island-Blind Bay Rd	233	A/B	235	A/B

Source: Growth rates and 2018 volumes taken from 2018 County Traffic Counts and Transpo Group Memoranda September 26, 2018; San Juan County Level of Service Analysis

Each roadway (except for Orcas Road at approximately milepost 7) is forecast to operate within the established LOS Standards. There is a potential that intersections could be negatively impacted by population growth and changes in land use. Intersection LOS standards may be used to assess the adequacy of the transportation system within Urban Growth Areas (UGAs), such as Eastsound and Lopez Village. As UGAs increase in density, more vehicles (and pedestrians and bicycles) will be competing for the same street space. By setting intersection-based standards and evaluating UGA intersection LOS periodically, the need for intersection improvements can be identified.

Intersection LOS is based on the vehicular delay traveling through an intersection during the busiest one-hour period. Smaller delays result in better LOS (A, B, C), while longer delays mean worse LOS (D, E, F).

Level of Service	Average Control Delay (seconds/vehicle)
A	0 – 10
B	10 – 15
C	15 – 25
D	25 – 35
E	35 – 50
F	50

Transpo Group recommends that the Intersection LOS D be adopted as the maximum acceptable intersection delay for the key intersections in Eastsound and Lopez Village UGAs. The key intersections are collector road intersections used for moving traffic in and out of the UGA and are listed below.

In 2019/2020, intersection flow was measured for existing conditions and modeled to predict intersection flow in 2036. When long-range planning, typical traffic forecasting methodology utilizes historic population and traffic growth, as well as forecasted population growth, to estimate future traffic volumes for a specific future year, such as 20 years in the future. The analysis performed was based on the historically achieved density and floor area ratios. The future buildout may or may not occur. If it does, it may take much longer than 20 years. The existing and projected LOS for the study intersections in LV- UGA are shown in Table 5 and in Eastsound in Table 6.

Table 5 Lopez UGA Intersection LOS Existing and Projections

LOPEZ UGA INTERSECTIONS	2025 Existing		2045 Projection	
	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
Weeks Rd/Fisherman Bay Rd	9.2	A	9.6	A
Lopez Rd/Fisherman Bay Rd	9.2	A	10.0	B
Fisherman Bay Rd/Hummell Lake Rd	9.6	A	10.6	B
Weeks Rd/Lopez Rd	9.2	A	9.9	A

Source; Transpo Group 2020-06-16 Final Lopez Village UGA LOS and Circulation Memo

All four LV-UGA study intersections which currently operate at LOS A are forecasted to operate at LOS A or B in 2045.

Table 6 Eastsound UGA Intersection LOS Existing and Projections

EASTSOUND UGA INTERSECTIONS	2025 Existing		2045 Projections	
	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
N Beach Rd/Mt Baker Rd	24.0	C	198.7	F
Lovers Ln/Mt Baker Rd	9.8	A	11.7	B
Orcas Rd/Main St	14.9	B	26.7	D
Prune Alley/Main St	15.5	C	21.3	C
Prune Alley/School Rd	11.6	B	18.0	C
Terrill Beach/Crescent Beach Dr	8.6	A	9.0	A
Terrill Beach/Mt Baker Rd	9.5	A	9.7	A

Source; Transpo Group 2020-06-23 Final Eastsound UGA LOS and CirculationMemo

All of the Eastsound UGA study intersections are currently operating at LOS C or better.

The 2045 projections show that the intersection of North Beach Road and Mount Baker Road is forecasted to operate at LOS F, while the other intersections will operate at LOS D or better. Future analysis of intersection LOS will be used to confirm projected impact of UGA growth to key intersections.

In addition to evaluating the UGA intersection LOS, the County contracted with Transpo Group to review future road improvement options that may mitigate future development and maintain LOS standards in the UGAs. The purpose of the analysis was to understand the impact to vehicular and non-motorized traffic and what impacts these changes may have on intersection LOS within the UGA. Implementation of these improvements would be considered only if LOS standards in the UGA are negatively impacted by development or other factors. The discussion of the new improvements within this memorandum is focused on a connectivity and level of service standpoint. The specific alignment, engineering feasibility and construction costs of the improvements were not analyzed.

Two road connections in LV-UGA and three road connections in Eastsound were analyzed in order to evaluate their impact on intersection LOS.

LV-UGA Weeks Road: Weeks Road is a two-lane road with no shoulders or bike lanes and an unpaved path on the north side of the road. It is one of the primary access points to the Lopez Village. Under the UGA buildout is forecasted to operate above the LOS standard at the intersections with Lopez Road and Fisherman Bay Road. Based on the number of forecasted vehicles, along with the resulting forecast intersection LOS, no roadway improvements are expected from a capacity or level of service standpoint. However, with the buildout of the UGA, there will likely be an increased need for

multimodal facilities to improve walking and biking experiences along this roadway and increase multimodal access to the developing commercial area in the UGA.

LV-UGA Hummel Lake Road and Cross Road Connection: The potential new roadway connection might be necessary for one of two reasons. First, if there was not enough north-south capacity in and around the UGA, or second, if development occurred east of the UGA and future roadways were required to provide for adequate circulation and access to serve the new developments and land uses. The future Lopez Village UGA buildout scenario does not include any significant development east of the UGA. Therefore, any additional north-south connections would not be required from a vehicle connectivity standpoint. Additionally, the forecast volumes show ample north-south roadway capacity along both primary north-south corridors in the UGA, Fisherman Bay Road and Lopez Road. The additional roadway capacity in the UGA indicates that no additional north-south connections are necessary from a LOS or capacity perspective.

Eastsound A Street Connection: The west end of A Street has significant turnaround traffic, which has prompted the County to consider a connection to Lover's Lane. This connection would likely change the way vehicular traffic accesses the downtown area, particularly from the west side of the study area. This connection would result in only slight improvements to the UGA intersection LOS. The connection would not be necessary unless the UGA intersection LOS degrades or if there are other safety reasons to make this connection.

Eastsound School Road North-South Connection: This scenario would involve a north-south connection between Rose Street and School Road, and a connection north to Mount Baker Road. This connection is intended to improve the north-south circulation around the downtown area and reduce the vehicular impact on Prune Alley and Lovers Lane, while providing improved access to Orcas Island Elementary and Middle Schools. Due to the small number of vehicles expected to use the new School Road connection, there is a negligible improvement in intersection LOS for all study intersections. The connection would not be necessary unless the UGA intersection LOS degrades or if there are other safety reasons to make this connection.

Eastsound Crescent Beach Road Closure: The potential closure of Crescent Beach Drive as a result of the increasing storm frequency and rising sea levels may result in the County's inability to continue maintaining the roadway. This scenario is intended to evaluate how well the other roadways would be able to absorb the traffic under UGA buildout should Crescent Beach Drive be closed. The analysis of the closure of Crescent Beach Drive shows that intersection improvements will be needed at the intersections of North Beach Road and Mt Baker Road, Lovers Lane and Mt Baker Road, and Prune Alley and School Road. Specific alignment and engineering feasibility would be required to determine the appropriate transportation improvements.

d. Multimodal Level of Service Standards

Active Transportation

Active transportation (aka non-motorized transportation) refers to human-powered travel, such as walking, biking, and rolling for wheelchairs, scooters, skateboards, and other mobility devices. A network of facilities for active transportation travel enhances community access, promotes healthy lifestyles, and provides residents with the option to not drive for some trips, which can help to reduce vehicle miles travelled and greenhouse gas emissions. The GMA requires that the Transportation Element include an active transportation component that includes collaborative efforts to identify and designate planned facility improvements for ADA, pedestrian, and bicycle travel.

Active Transportation Network (ATN)

The Active Transportation Network (ATN) is a countywide system of facilities for people walking, biking, and rolling (Wheelchairs, scooters, skateboards, etc.) These facilities can be adjacent to roadways or separated from them. Network planning for ADA, pedestrians, and bicyclists involves different considerations than roadway planning, which focuses on vehicle capacity and speed, and instead focuses on the completeness and connectivity of sidewalk, bikeway, and multiuse trail networks.

- Walkways serve pedestrians well when they provide a safe, convenient, and continuous route to their destination.
- Pedestrians are well-served by adequately spaced crosswalks and sidewalks are appropriate in portions of urban growth areas and areas of more intensive rural development, but not in rural areas, where wide shoulders can suffice.
- Bicyclists may be well-served by a shared local access roadway in an urban or UGA location characterized by lower speeds and traffic volumes but may benefit from a wide shoulder or designated bike lane on a higher speed and/or higher volume rural road.

Support for Bicycle and Pedestrian Infrastructure

Planning for active transportation infrastructure in San Juan County has received wide support from community outreach surveys, with recent surveys showing as high as 86 percent approval given for enhanced road shoulders, separated trails or both . In addition, the 2018 Complete Streets Program Ordinance states that all projects in the County's six-year Transportation Improvement Program must incorporate complete streets where feasible, while the Parks, Recreation and Open Space plan supports the construction of multiuse trails to connect important destinations through the county. Finally, the county has many existing goals and policies that are in support of active transportation improvements.

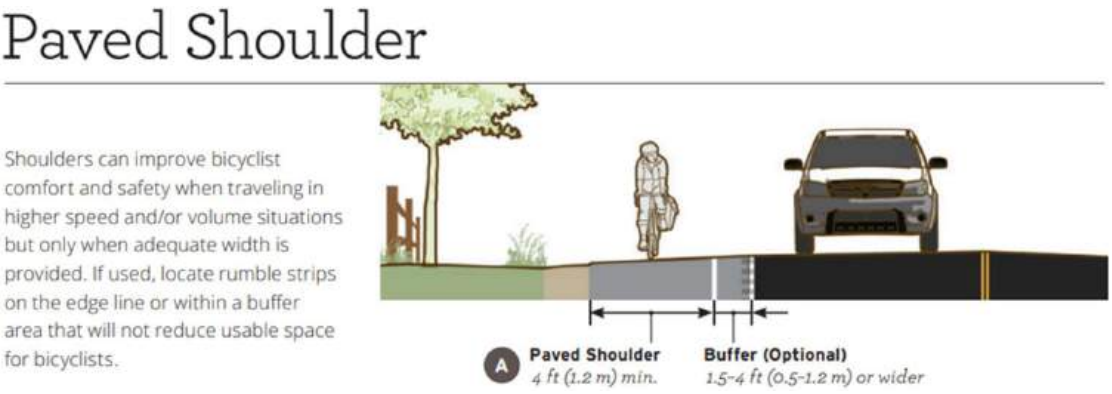
Challenges and Solutions

Funding and constructing pedestrian, bicycle, and multiuse trail facilities in low-density rural areas can be expensive, environmentally challenging, and may require partnerships with cities and WSDOT. Given the large geographic area of San Juan County, the extensive mileage of the network, and the significant cost of construction, it may not be reasonable to expect a countywide active transportation network to be completed by 2045, which is the twenty-year timeframe of this plan.

Establishing an Active Transportation Network can be very challenging for an unincorporated rural geography. The land use context and reality of living in a rural environment demands a different societal expectation for what type of walking and bicycle facilities can be provided. The first step is to take an inventory of regional walking, biking, and multiuse facilities that currently exist. The next step is to examine the physical space and constraints of the existing countywide roadway system to determine if there are opportunities to enhance what already exists, such as roadway shoulders. Some roads currently have paved shoulders, which may not be ideal for comfort and safety, but can serve as places to walk and bike outside of the vehicle travel lane.

In a rural environment, a 4-foot paved shoulder is considered the minimum standard for a designated bicycle facility (Source: FHWA Small Town and Rural Design Guide, 2017; Paved Shoulder illustration below).

Figure 7 Paved Shoulder Bike Lane



There are several County roads that have shoulders equal to or greater than 4ft including Roche Harbor and Cattle Point Roads on San Juan Island, Fisherman Bay Road on Lopez Island, and the portion of Orcas Rd leading down to the Ferry Landing on Orcas Island. However, most roads in the county are much narrower with little or no shoulder and a Right-of-Way (ROW) width of 60ft or less which is not usually wide enough to accommodate more than two lanes with drainage elements. Where adequate ROW width exists, it may be possible to construct

shoulders along some county roadways, but in other cases a better alternative may be to construct off street multi-use paths, or to consider Advisory Shoulders.

Advisory Shoulders can accommodate low to moderate volumes of two-way motor vehicle traffic while providing a prioritized space for bicyclists with little or no widening of the paved roadway surface. Advisory shoulders consist of a two-way center travel lane with shoulder space on both sides for active users. Vehicles travelling in the center lane must encroach into the advisory shoulders to pass oncoming traffic, but they must also yield to vulnerable users in the advisory shoulder.

(Source: FHWA Small Town and Rural Design Guide, 2017; Advisory Shoulder illustration below).

Figure 8 Advisory Shoulders

Figure 2-9. *Advisory shoulders clarify positioning and yield priority on roads too narrow to provide exclusive travel space. When pedestrians or bicyclists are present, motorists may need to yield to users present in the advisory shoulder before passing.*

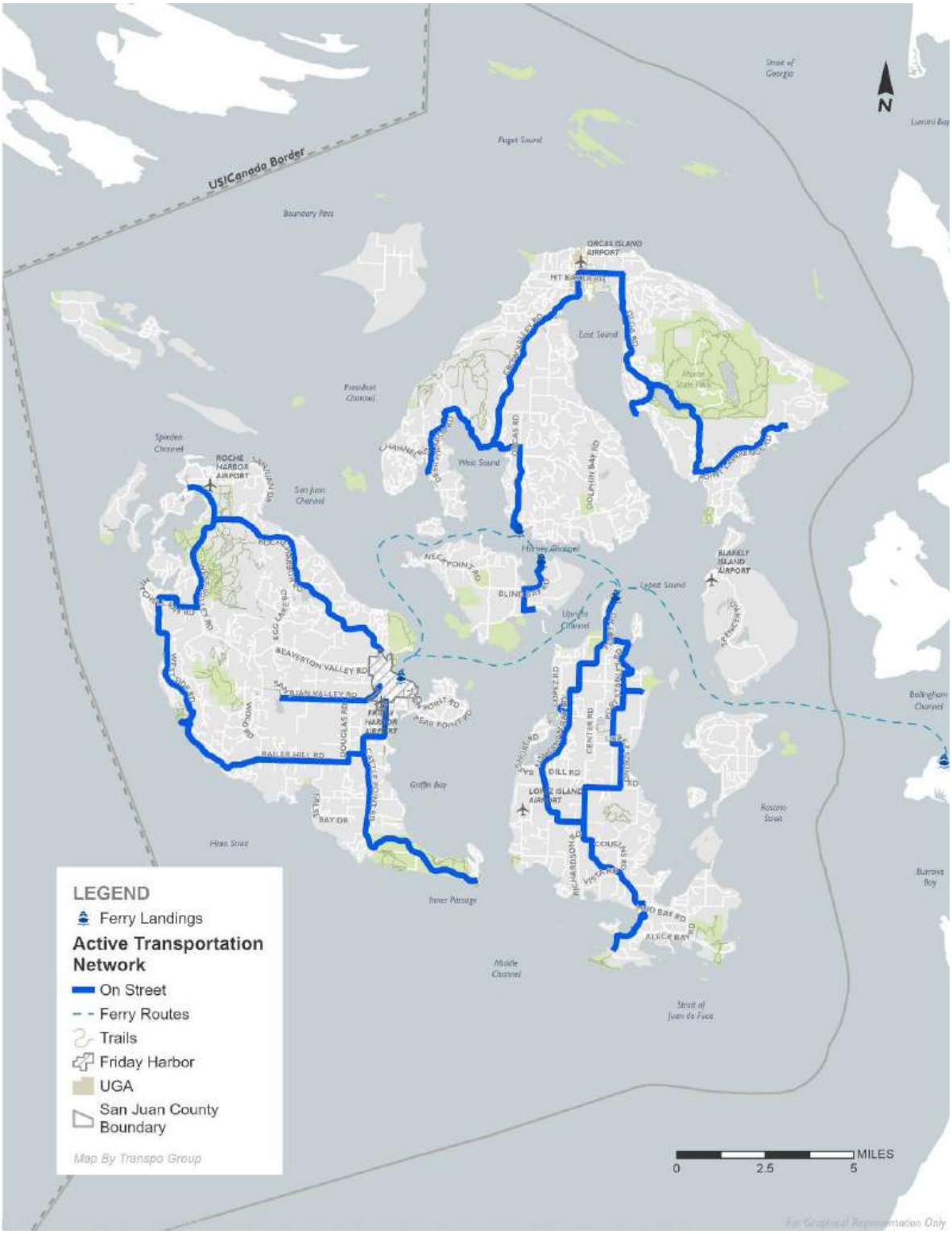
This method of creating multi use roadways has many potential benefits and may be an appropriate solution for the constrained roadways of San Juan County, however it should be noted that implementation requires approval of an official "Request to Experiment" from the Federal Highway Administration, and further study and pilot programs are recommended before broad implementation is considered.

Active Transportation LOS Standards

In addition to LOS for vehicles, the GMA also requires counties to include LOS standards for active transportation in the transportation element. Active Transportation LOS standards were developed based on the planned countywide Active Transportation Network (ATN).

Development of the ATN was informed by the County's policy goal of connecting ferry terminals with on-island destinations via multimodal networks, the existing planning efforts to build multi use trails on San Juan island, and the existing scenic byway network and recommended bike routes documented by the county. Also considered was the importance of using low volume roadways to reduce the level of traffic stress experienced by active users. The countywide ATN is shown below in *Figure 9*.

Figure 9 Planned Active Transportation Network



- The Active Transportation LOS standards shown in

Table 7 emphasizes system level of traffic stress. In the rural context of San Juan County, level of traffic stress factors include speed limits, roadway signage, vehicular traffic volume and shoulder or bike lane widths. Higher speeds and higher volumes lead to higher stress levels and decreased safety for active users. The presence of a bike lane, shoulder or other dedicated space can lead to lower stress levels for users, although the stress mitigation value of a bike lane goes down quickly as speeds and volumes increase. Signage can also play a significant role in creating an expectation for all users to share road facilities and can help drivers anticipate the presence of active users.

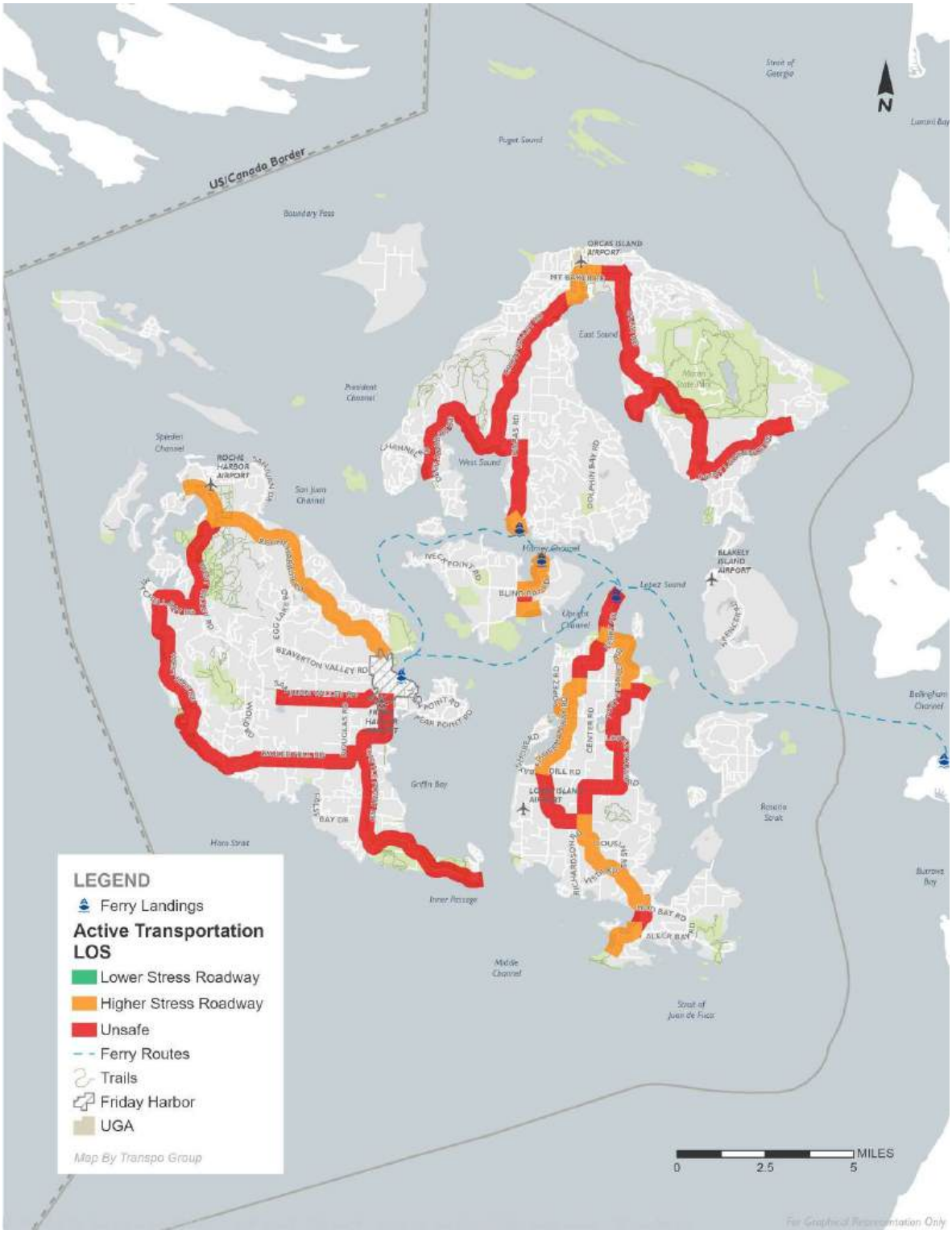
- **Green** LOS indicates an active transportation facility that provides a lower level of traffic stress where active road users are unlikely to come into conflict with vehicular road users. Facilities can include protected bike lanes and multi-use pathways.
- **Orange** LOS indicates an active transportation facility or shared use roadway that provides some level of accommodation to active users but does so at higher traffic stress levels. Facilities can include shoulders or advisory shoulders as defined previously, or roadways with very low traffic volumes (ADT < 1500) and speed limits under 25mph along roadways with minimal vertical and horizontal curves.
- **Red** LOS indicates an unsafe roadway for an active transportation user

Table 7 Active Transportation Levels of Service Overview

LOS	Standard
	Active Transportation facilities built to provide lower levels of traffic stress
	Shoulder present OR low volume, low speed shared use roadway with higher levels of traffic stress
	No active transportation facility or shoulder, unsafe roadway for active transportation user

Figure 10 shows the existing level of service for the planned active transportation network. The majority of the county's active transportation network is outlined in red indicating that no facilities exist. Most facilities that do exist are paved shoulders along roadways, or roadways with low speed limits or traffic volumes; these are marked in orange. None of the county's roadways currently meet the standard for a low stress route, however the multiuse trail project currently in the planning phases on San Juan Island would satisfy this standard. Roadways with very low volumes including large portions of the network on Lopez Island could be considered acceptable if speed limits were reduced to 25mph. On Orcas and San Juan, roadways with higher volumes such as Bailer Hill, Cattle Point, Orcas, Crow Valley, and Olga, it may be necessary to widen roadways or consider advisory shoulder configurations to accommodate all road users.

Figure 10 Active Transportation Network Existing Level of Service



e. Long Range Transportation Planning Recommendations

Currently, all County roadways are operating within the established LOS Standard (LOS D) or better and all but one segment (Orcas Road) are expected to continue to operate at acceptable traffic volume levels for the next 20 years based on estimated traffic growth. Traffic volumes on Orcas Road should be monitored as developed occurs to understand if and when capacity increases are needed. Other county roadways are expected to provide adequate capacity to meet anticipated increases in traffic volumes. Other roadway improvements should be focused on safety enhancements and providing multi-modal access, while preserving rural characteristics.

The UGA key intersections are currently operating at LOS C or better. However, modeling of the intersections for 2045 growth, projects that North Beach Road and Mount Baker Road intersection will have excessive side street delays. In addition, the potential closure of Crescent Beach due to rising sea levels and increased storm events due to climate change may result in excessive traffic delay at several key intersections. Intersection delays will continue to be monitored by future traffic studies. Intersections with LOS D or worse shall be evaluated and improvements to reduce traffic delays will be considered based on; traffic flow predictions, intersection geometry, available road right of way, and demand management options. Potential intersection improvements will go through the standard county project planning and review process to ensure improvements are in compliance with the Comprehensive Plan Transportation Element goals and policies.

The County shall use the following assessments to develop transportation improvement priority arrays, and guide the County legislative authority in the preparation of the Six Year Transportation Improvement Plans and the Annual Construction Programs:

- Roadway condition;
- Biennial traffic counts and LOS assessments;
- Annual Complete Streets assessment;
- Traffic collision assessment for road safety plan;
- Concurrency evaluation for proposed developments. Developers in the County are not typically required to improve County roads, but they are required to construct private roads and may be required to make improvements to intersections to improve traffic flow or safety;
- Intersection LOS assessments; and
- Active Transportation Network LOS assessments.

The County shall continue to coordinate with the Town, Ports, and Washington State Ferries to provide roadway continuity with marine and air transportation services.

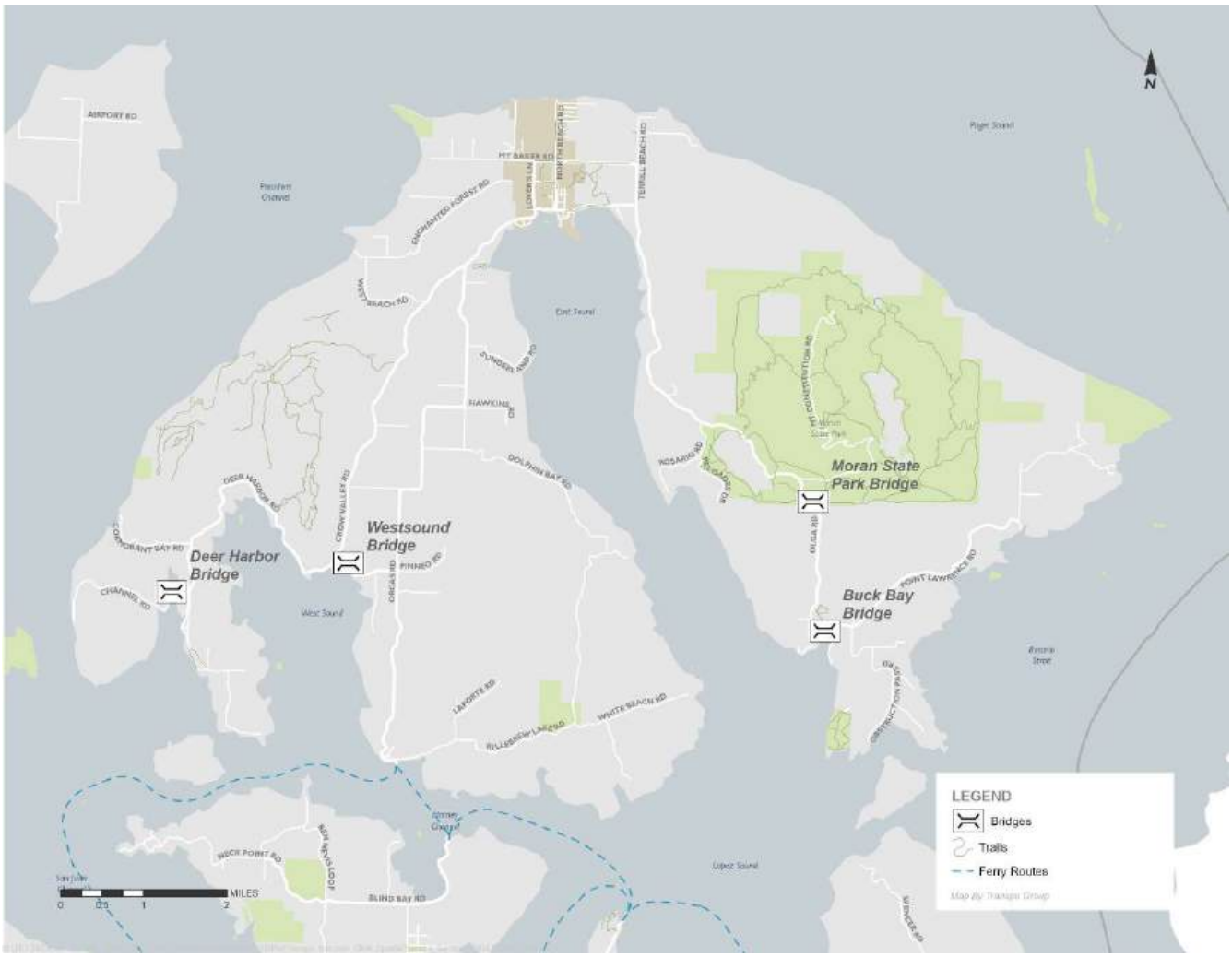
2. Bridges

a. Inventory of Existing Facilities and Services

San Juan County Public Works Department maintains four bridges on Orcas Island. The details of the bridges are provided in the Annual Bridge Report. The report includes annual maintenance activities, capital improvements, and biennial inspection results. A copy of the annual report is available on the Public Works page of the County website. The four bridges are:

- Deer Harbor Bridge on Channel Road;
- Moran State Park Bridge on Olga Road;
- West Sound Bridge on Deer Harbor Road; and
- Buck Bay Bridge on Pt Lawrence Road.

Figure 11 County Bridges



b. Demand/Capacity

The County evaluates two key factors when prioritizing bridge improvement projects: traffic capacity and structural integrity. The capacity of each bridge is evaluated as part of the roadway LOS assessment. The structural integrity of the bridges is evaluated every two years by Washington State Department of Transportation (WSDOT) bridge inspectors from Whatcom County. The condition of the bridges, along with completed and planned maintenance and capital improvements, is updated in the Annual Bridge Report, available on the Public Works page of the County website. Currently, all four bridges provide adequate capacity and are structurally sound.

c. Long Range Transportation Planning Recommendations

The County shall continue to inspect and evaluate the structural integrity and traffic capacity of the bridges.

D. Demand Management Transportation Options

The availability of other modes of transportation to provide demand management benefits is limited in San Juan County. Public transit is available on the mainland to transport people to the ferry in Anacortes. San Juan County transit options are privately owned.

1. Public Transit Inventory of Transportation Services

a. Human Services Transportation Plan

The 2022 San Juan County Human Services Transportation Plan (HSTP) update builds on the work completed in the 2010, 2014 and 2018 HSTP plan updates. It examines strategies for the unique and diverse needs of an isolated and rural population. It identifies ways to facilitate access to essential services and community opportunities not otherwise accessible to some county residents. It also explores means to improve services and other needs, such as coordinating transportation services between island-based and mainland transportation. With the overlapping descriptions of individual transportation needs, San Juan County Human Services Transportation programs have found that the most useful criteria to identify the transportation-vulnerable and underserved populations in San Juan County are: low income, people with disabilities, and seniors. These three criteria most frequently accompany lack of access to a vehicle, which is a significant factor in this county with no public transportation service.

The plan describes the methods used to determine public needs and service gaps, and makes recommendations for strategies, actions, and projects to meet the needs and close the gaps.

San Juan County was successful in securing three grants to meet its primary transportation needs:

1. An on-demand, accessible taxi service with voucher program for eligible individuals;
2. Capital assistance to replace three aging Senior Services vans; and
3. Funding and hiring for a Mobility Manager to coordinate services for more efficient use of available public and private resources.

The 2022 HSTP presents the following priority projects for 2022 through 2026:

- Enhancing mobility options beyond the use of personal vehicles for all island residents and visitors.
- Ensuring continued funding and access to San Juan County's Transportation Voucher Program, exploring partnership with non-profit providers, and supporting drivers to operate the San Juan County Senior Center vehicles.
- Improving accessibility for Senior mobility programs, which includes recruiting new drivers, retaining current drivers and expanding the vehicle fleet to meet demand for these services.
- Improving regional coordination for transportation services, including defining the role of transit agencies during emergencies, and ensuring priority ferry loading/offloading for senior and medical transit vehicles
- Improving ease of use of services in the county, including better information access about mobility services offered by the county, enhancing wheelchair access, and expanding multimodal mobility infrastructure.
- Reliable funding for organizational capacity is identified as a key to pursuing other funding, communications and networking, and the continued success of human services transportation in San Juan County.

The HSTP is available on the Health and Community Services Page of the County website.

b. Skagit Transit (SKAT)

SKAT Provides mainland connecting service from the ferries via Route 410 with a stop at the Anacortes ferry terminal. Accessible SKAT buses take San Juan County residents to March Point, where they can transfer to the Tri-County Connector service going to the Skagit Transit Center (which hosts Greyhound Bus, Amtrak, or buses northbound to Bellingham) or south via Island Transit, to Whidbey Island. Students attending one of the campuses of Skagit Valley College use SKAT, as do people who work in the Mt. Vernon or Burlington areas.

c. Airport Shuttle Service:

Shuttle bus service to SeaTac Airport is provided by one San Juan Island-based provider, the Island Airporter. They provide scheduled ground service six days a week, offering both passenger and package service. San Juan County is also served by a private airport shuttle service located on the mainland; Bellair Airporter Shuttle meets the ferry at the Anacortes terminal and connects to Mt. Vernon, Bellingham, Seattle and SeaTac.

d. ISLAND RIDES

Island Rides is a local nonprofit IRS 501(c)(3) organized exclusively for charitable purposes. Island Rides is supported by civic clubs, social services, the County, and WSDOT. The organization uses a fleet of 6 vehicles and 20 volunteer drivers to provide transportation and delivery services to seniors, people with disabilities, and low-income individuals on San Juan, Lopez and Orcas Islands. Rides and deliveries are scheduled in advance and payment is either by small donation or entirely free. Operating hours are between 11am and 3pm.

e. Island Summer Shuttle Services

As of 2018, there are two shuttle bus services on a seasonal basis to transport tourists from the ferry terminal in Friday Harbor to service hubs and visitor attractions on San Juan Island. San Juan Transit offers fixed-route service, stopping at locations that are of interest to visitors. It offers a limited number of local discount cards for commuters going to work, through a punch card system. Several of the larger employers, such as Roche Harbor Resort, contract with San Juan Transit for their summer employees and/or guests. The buses generally operate between Memorial Day and Labor Day. San Juan Transit has a lift-equipped van that provides weekend service to Orcas Island and Lopez Island. The Jolly Trolley provides shuttle service from the ferry to designated locations on San Juan Island.

f. Taxi Services

San Juan Island is the only island that has had stable taxi services. Currently, San Juan Island and Orcas Island have licensed providers. On Lopez, taxi services have been tried sporadically but have not yet demonstrated the ability to survive long-term. Alternatives to taxis such as UBER or Lyft are not providing services on the islands.

g. sjRIDESHARE

Islanders without cars often walk onto ferries, hoping to find someone they know or a "friend of a friend" who is willing to get them to their off-island destinations. Electronic ridesharing is available to a limited extent, through island-specific websites like lopezrocks.org and an Orcas-oriented Facebook site. Along county roadways, there are a series of signs that designate ridesharing opportunities. sjRIDESHARE is the state's only sanctioned hitchhiking system. It provides designated safe, accessible sites for potential riders to stand and wait for a ride. It also provides guidelines for both riders and drivers.

h. Senior Service Vans

The Senior Services Council is a non-profit corporation, with a mission to assist seniors in remaining independent and in their own homes as long as possible. The Council operates a fleet of vans for the primary purpose of transporting seniors and people with disabilities to the group meals held at the senior centers on the three major islands. The program also offers periodic trips to the mainland from San Juan and Orcas islands, for medical visits and occasionally for social outings or shopping trips.

2. Demand/Capacity

San Juan County is the only county in Washington State that has no public transit system other than a ferry. No island has bus service, other than intermittent private bus services that operate during the summer months. San Juan and Orcas are the only islands that currently have reliable taxi service.

The Transportation Voucher Program (TVP) for human services transportation is available in San Juan County, and the TVP has substantially improved access to transportation services for many. However, the TVP program does not have secure funding, and further, longer term needs of a large number of transportation-vulnerable members of the community remain to be met.

3. Long Range Transportation Planning Recommendations

The County does not plan to operate public transit services; however, the County will continue to support existing public and private transportation services. County roadways and marine facilities provide access for transit systems, and the roadways in the urban growth areas support the mobility of seniors and persons with disabilities. The County will continue to upgrade roadways in urban growth areas, to provide better accessibility for persons with disabilities.

E. Freight Mobility

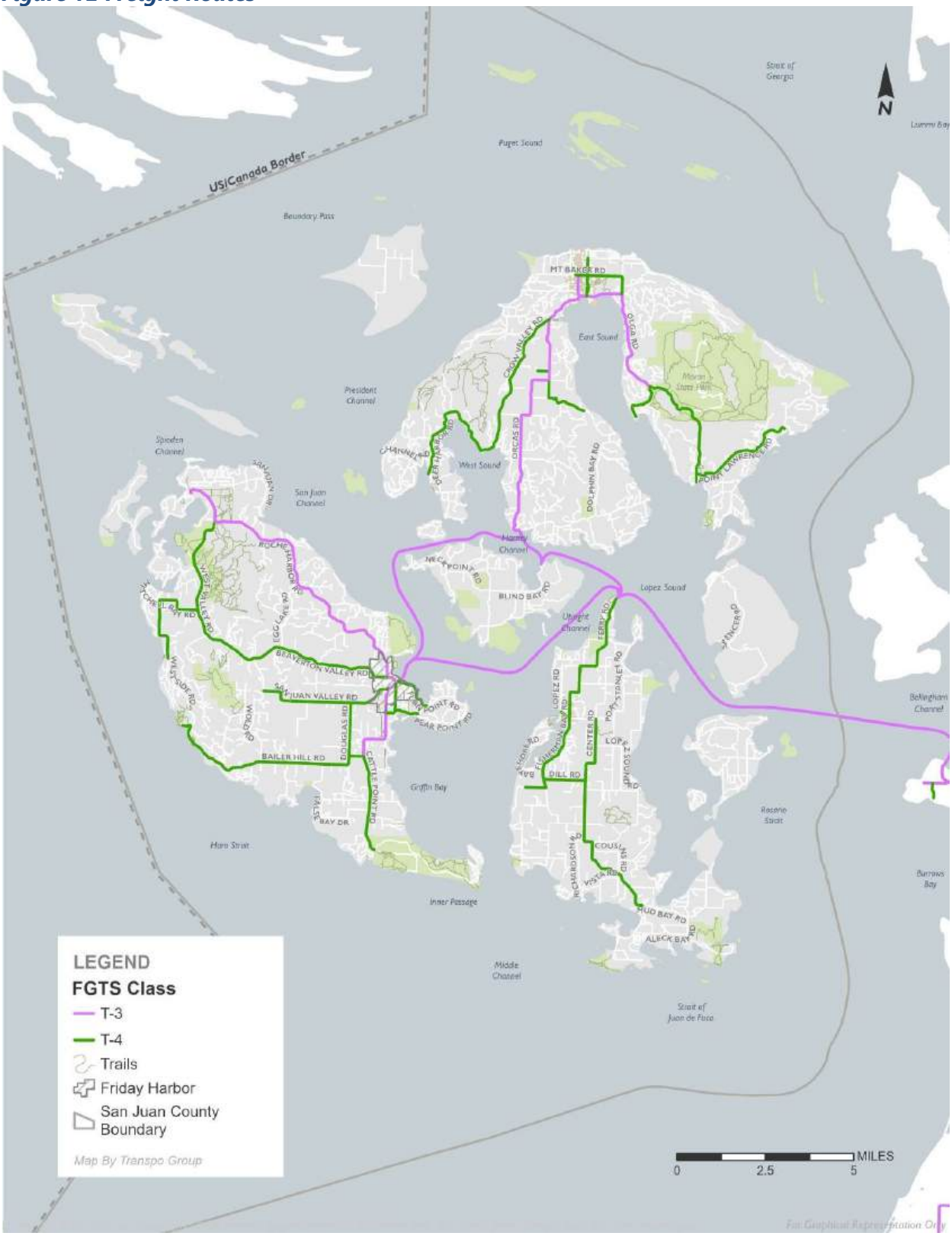
The ability to move goods and services within the county, as well as to and from the mainland, is essential to the economic vitality of San Juan County. The county is unique among other areas in the state, in that there are no roads that lead to San Juan County. The only ways to get to and from the county are via air or water. This fact raises challenges in developing reliable methods for moving freight to and from the region. As stated in the WSF Long-Range Plan, WSF is an essential part of the highway network in Western Washington, and for communities on the San Juan Islands. WSF is the only link from ferry-served islands to the mainland for personal and commercial vehicles. The commercial vehicle connection is essential; San Juan County communities depend on ferries as the primary means to transport goods – including basic supplies and local products –to and from -- the wider market.

Ferries are designed to allow "tall" vehicles; i.e., commercial trucks over 7'6" in height, to be loaded in the center of the boat. The available space is limited and during high demand periods, commercial vehicles may be delayed. WSF has a "preferred loading" program for commercial vehicles. This allows qualifying businesses to reserve space on the ferries, provided the company has met certain requirements as to frequency of travel and timely arrival at the ferry terminal.

For those islands not served by ferries, local barges and ferries transport a limited number of people and goods between the islands.

Another essential freight transport link is represented by the airports on the islands, which provide critical support to the economic well-being of each community. The ferry-served islands have airports owned and operated by a public Port District. Other islands have airstrips and private landing strips that can be used to transport freight, as well as passengers. The airports on both San Juan and Orcas Islands are located close to the main town and village, facilitating the ability to move goods to the commercial centers. Air facilities in San Juan County provide critical mobility and connectivity for people and freight in the region.

Figure 12 Freight Routes



F. Intergovernmental Coordination

San Juan County acts as its own Transportation Planning Organization, together with the Port of Friday Harbor, and the Town of Friday Harbor. Meetings on coordination of transportation issues are held on an as-needed basis, primarily when funding is available or there are common projects between entities. San Juan County is geographically isolated, but it is dependent on the facilities of adjacent jurisdictions to ensure the effective transportation of freight and people to and from the county. Therefore, there have been discussions with other Counties in the past as to the benefits of joining an existing adjacent Regional Transportation Planning Organization (RTPO) or Municipal Planning Organization (MPO).

Common interests and goals with Skagit County primarily concern the coordination of the Skagit Area Transit (SKAT) and the Anacortes ferry, to ensure that island residents can efficiently travel between Anacortes and the I-5 corridor. With the ferry schedule changing seasonally, coordination of transit schedules has been a challenge.

With the Whatcom Council of Governments, the viability of a passenger ferry has been the focal point of past discussions, with transit connections as an ancillary topic.

San Juan County has been participating actively in regional informational and coordination meetings to assess the regional transportation issues and developing projects to better position the county to respond in a cooperative manner with other agencies. The North Sound Transportation Alliance is a coalition of residents, elected officials and professional staff of transportation agencies from Washington's five northwestern-most counties: Whatcom, Skagit, Island, San Juan, and northern Snohomish. The NSTA strives to develop better ways for people to travel in the region. San Juan County attends the general meetings and has participated in subcommittees and presentations. San Juan County has also periodically attended the quarterly MPO/WSDOT Committee meetings. This attendance has allowed the county to remain current on funding opportunities and requirements, as well as to stay informed on state transportation planning efforts.

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II. TRANSPORTATION FINANCING

This section addresses transportation funding for transportation projects funded by the County road fund and administrated by the Public Works Department.

A. Overview

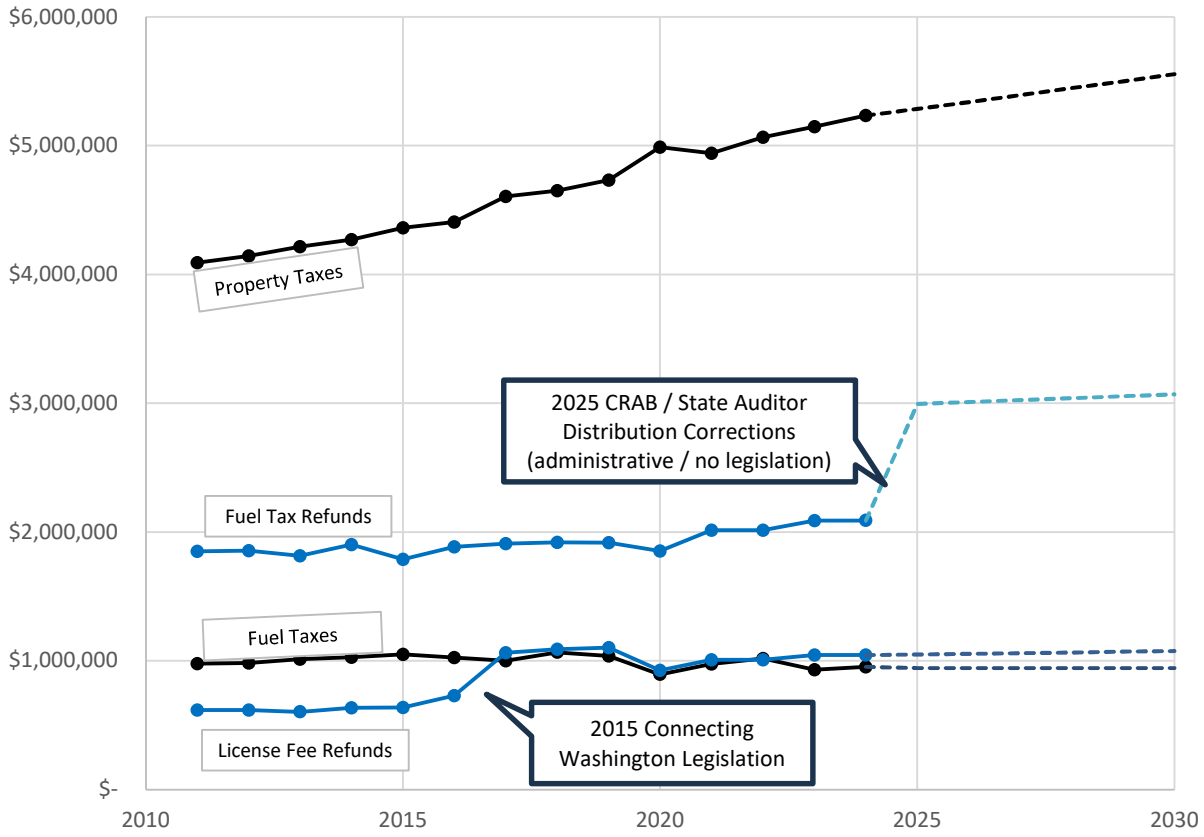
The County road fund receives revenue in two general categories: dedicated revenue (taxes) and discrete revenue (grants). Taxes are the most reliable and predictable source of transportation funds and are used primarily to support the County's operation and maintenance (O&M) programs (those necessary to maintain the existing level of service). They are also used to support, if available, the County's capital programs (those developed to improve the level of service, multi modal access, and/or safety. The ability of the County to self-fund its capital programs enables it to best prioritize transportation improvements in accordance with the recommendations of the Plan. When capital programs become grant-dependent, individual capital projects must be developed to be grant eligible. Developing grant eligible capital projects requires the expenditure of staff time and funds with no certainty of award. Further, grant compliance may surrender the County's desire to have full authority over project design elements reflective of local conditions and social values.

B. Transportation Revenues

Revenue sources include property taxes, fuel taxes, and Capron refunds. Property taxes are authorized by the County legislative authority and are subject to deductions from levy shifts and levy diversions. Fuel taxes are collected by the State and are distributed to the County. The 1929 Capron Act (RCW 46.68.080) provides additional revenue to the County consisting of motor vehicle license fees and motor vehicle fuel taxes.

As shown inFigure 13, while tax revenue is normally stable and predictable, the license fee portion of Capron refunds increased significantly in 2015 (approximately $500,000/year) due to the passage of the 2015 Connecting Washington legislation.

Figure 13 Revenue Projections



Source: San Juan County Road Fund Budgets 2011-2024 and projections by County Engineer

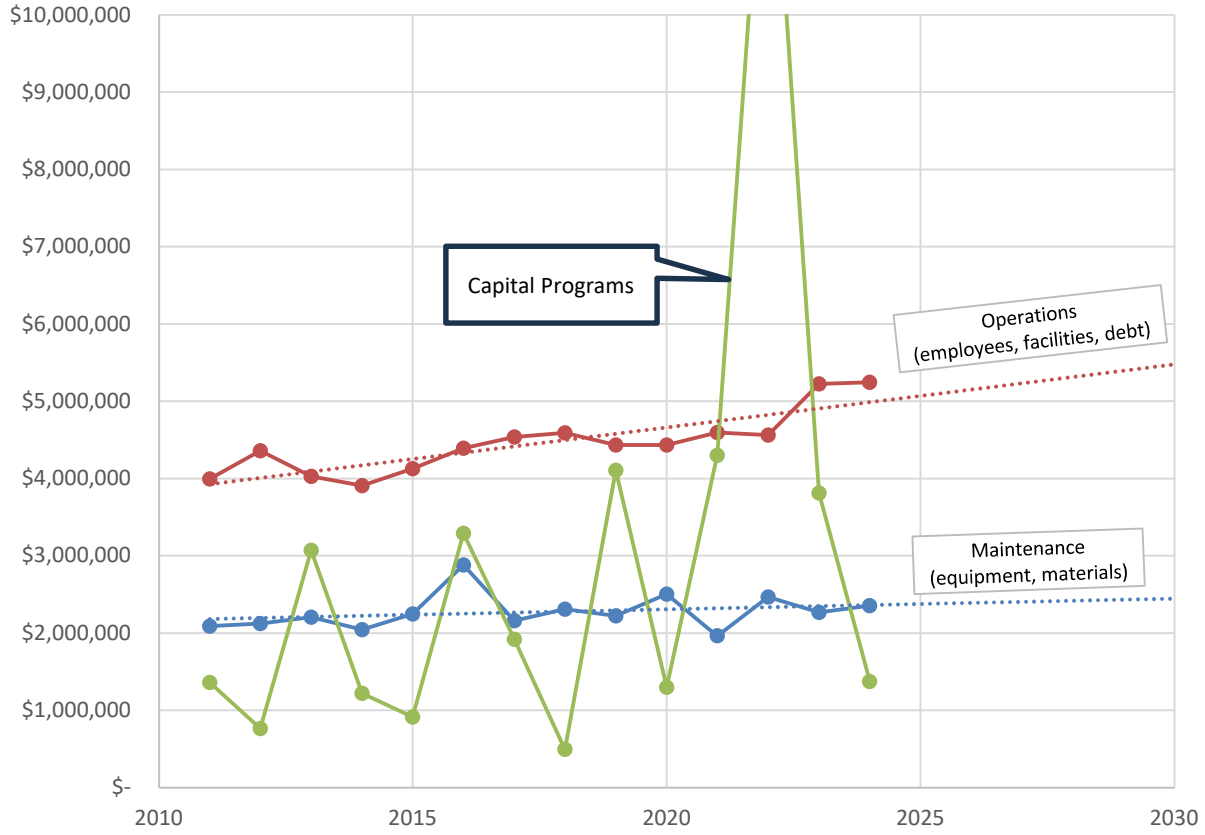
C. Transportation Expenditures

Expenditures have been categorized into groups to facilitate annual projections and assist in strategic organizational decisions: operations and maintenance (O&M) costs, and capital programs. Some of the many factors that complicate the ability to predict these costs include collective bargaining agreements, employee benefit programs, raw material costs (rock and oil), and inclement weather response (snow, ice, and wind).

Property tax deductions due to a levy shift or levy diversion are discretionary actions authorized by the County legislative authority each year. They are shown as an expenditure so that property tax revenue can be projected in accordance with the authorized county road levy.

Figure 14 shows the projected expenses in these groups.

Figure 14 Transportation Expenditure Projections



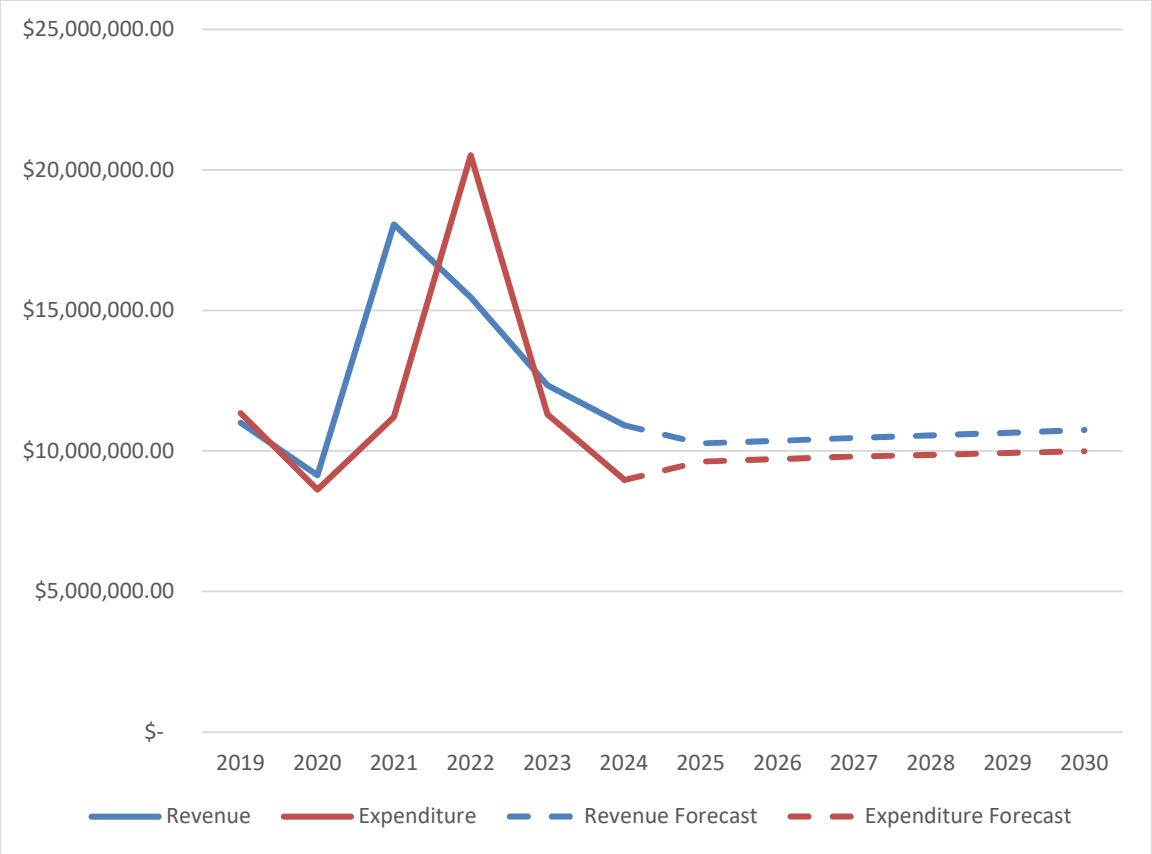
Source: San Juan County Road Fund Budget 2011-2024 and projections by County Engineer

As can be seen from *Figure 14*, the capital programs budget is subject to large variation, largely due to the extent to which the County is reliant on grant funding (state or federal) to facilitate its capital program.

D. Analysis and Projections

San Juan County pools money across all different revenue streams to pay for fund its transportation system (both O&M programs and capita projects). Figure 15 shows five years of historic transportation revenue and expenditures, and forecasts developed by the County engineer through 2030.

Figure 155 Annual Transportation Revenue & Expenses



Source: San Juan County Road Fund Budget 2019-2024 and projections by County Engineer

The transportation expenses forecast for 2025-2030 shown on Figure 155 are expected to be almost entirely for O&M. This forecast indicates that construction for planned capital programs may be entirely dependent on grant funds moving forward. This projection will need to be continually revised as necessary cost cutting and/or revenue increase measures are implemented as part of the annual Transportation Improvement Program (TIP).

E. Potential Options for Reducing O&M Expenses

The Public Works Department has two basic options to consider to reduce O&M expenses:

- Accelerate process improvement strategies to decrease costs by increasing operational efficiencies. While process improvement is continually evaluated for cost saving measures, it is most effective when strategically implemented over time when opportunities arise. For example, an opportunity for fleet optimization may present itself when advances in the industry allow for combining equipment or sharing equipment between islands.

- Implement level of service reductions by cutting back on maintenance programs. This may include reductions to the County's chip seal overlay program, which will adversely affect the quality of County roads. Over time, deferred maintenance is typically more expensive as the scope and scale of repairs exceeds what can be performed under routine operations.

F. Potential Source of Transportation Revenue

The State's Transportation Resource Manual (reference provided herein) includes the complete listing of options that local governments may consider to increase dedicated revenues (taxes) for transportation. The two most practical options are:

- Transportation Benefit Districts: Chapter 36.73 RCW authorizes counties to form transportation benefit districts that can raise revenue for specific transportation projects, usually through vehicle license fees or sales taxes.

- Property Taxes: Any county may impose a road levy up to $2.25 per $1,000 assessed value for the county road district. In 2019 the San Juan County's road levy was approximately $0.62 per $1,000. The road levy is subject to the 1 percent annual "levy lid" (RCW 84.55.010 and WAC 458-19-020).

G. References for Section II Update

CRAB County Engineers' and Public Works Directors' Desk Reference
Updated regularly by the Washington State County Road Administration Board (CRAB), a general resource to support the work performed within the Office of the County Engineer.
http://www.crab.wa.gov/engineering/dcs/20180419DeskRef.pdf

Transportation Committee Transportation Resource Manual
Produced annually by the Transportation Committee (House Transportation Committee & Senate Transportation Committee) and includes a comprehensive list of transportation taxes that have been authorized by the Legislature for use by local governments.
http://leg.wa.gov/JTC/trm/Pages/TRM2017.aspx

Office of Financial Management (OFM) Transportation Revenue Forecast Council
Each quarter, technical staff of the Department of Licensing, Department of Transportation, Washington State Patrol and the Office of Forecast Council produce forecasts. The revenue forecasts agreed upon by the Transportation Revenue Forecast Council members become the official estimated revenues under RCW 43.88.020 21.
https://ofm.wa.gov/budget/budget-instructions/transportation-revenue-information

WSDOT Fuel and Vehicle Trends Report - Summary of articles appearing in popular, business and technical media referring to the impact of fuel costs and fuel efficiency on vehicle technology, development and markets. It also compares the latest monthly actual vehicle registrations, fuel prices, consumption and revenues to the current forecast.
https://www.wsdot.wa.gov/sites/default/files/2020/05/05/FuelandVehicleTrends-Apr2020.pdf

Department of Revenue Property Tax Levies "Levy Manual"
Designed for the convenience of the 39 county assessors and the Department of Revenue. It is also a useful tool for other county officials, taxing district officials, legislators, and, of course, taxpayers.
https://dor.wa.gov/sites/default/files/legacy/Docs/Pubs/Prop_Tax/LevyManual.pdf

CAPITAL FACILITIES PLAN

appendix

7

APPENDIX 7. CAPITAL FACILITIES PLAN

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APPENDIX 7

7.1 INTRODUCTION

Appendix 7 contains an inventory of facilities owned or operated by San Juan County, taxing districts, or public or private service organizations. These facilities are designated either Category "A" or Category "B" capital facilities. Facilities that are necessary to support development and that are required to be available concurrently with new development are considered Category "A." Category "B" facilities also support development but are not required to be available concurrently with new development. This plan includes a narrative overview of each capital facility, service provided, and maps of existing and planned facilities. This plan aids San Juan County in maintaining existing facilities and ensuring there will be adequate facilities in the future as the County experiences growth.

Table 1 Category A and B Capital Facilities.

Category "A" Capital Facilities
Solid Waste
Community Water Systems
Community Sewage Treatment
Category "B" Capital Facilities
Government Administration
Public Works
Stormwater Utility
County Parks and Recreation
Public Schools
Fire Protection and EMS
Ports
Health and Services
Education and Recreation

Source: SJC Comprehensive Plan, Element 7 Capital Facilities (2009) Table 2.

Some capital facilities in San Juan County are funded by taxing districts. The following table shows San Juan County taxing districts and the capital facilities they fund. Additionally, lodging tax allows the County to contribute to funding educational and recreational facilities, such as the historical museums and performing arts centers on San Juan, Orcas and Lopez islands.

Table 2 Taxing Districts.

Taxing District	Island(s) Served	Capital Facility Funded
State Levy Part 1	All	Public Schools
State Levy Part 2	All	Public Schools
San Juan Island School District	San Juan, Pearl, Henry, Brown and Stuart	Public Schools
Port of Friday Harbor	San Juan	Ports
San Juan County Fire Protection District #3	San Juan, not including the Town of Friday Harbor	Fire Protection
San Juan County Fire Protection District #6	Stuart	Fire Protection and EMS
San Juan Island Library District	San Juan	Education and Recreation
San Juan Island Park And Recreation District	San Juan, including Town of Friday Harbor	Education and Recreation
San Juan County Public Hospital District #1	San Juan	Health and Social Services, EMS
Orcas Island School District	Orcas and Waldron	Public Schools
Port of Orcas	Orcas	Ports
San Juan County Fire Protection District #2	Orcas	Fire Protection and EMS
San Juan County Fire Protection District #5	Shaw	Fire Protection and EMS
Orcas Island Library District	Orcas	Education and Recreation
San Juan County Public Hospital District #3*	Orcas	Health and Social Services
Lopez Island School District	Lopez and Decatur	Public Schools
Shaw Island School District	Shaw	Public Schools
Port of Lopez	Lopez	Ports
San Juan County Fire Protection District #4	Lopez	Fire Protection and EMS
Lopez Island Library District	Lopez	Education and Recreation
San Juan County Public Hospital District #2**	Lopez	Health and Social Services
Solid Waste General District	All Islands except Lopez	Solid Waste
Lopez Solid Waste Disposal	Lopez	Solid Waste

Taxing District	Island(s) Served	Capital Facility Funded
County Current	n/a	Funds land conservations efforts. Not associated with capital facilities.
Conservation Futures	n/a	Funds land conservations efforts. Not associated with capital facilities.

Source: San Juan County 2025.
*Also known as Orcas Island Health Care District
**Also known as Lopez Island Hospital District

7.2 CATEGORY "A" PUBLIC FACILITIES

The concurrency requirements of this *Plan* requires that capital facilities and services be matched with development. Concurrency is required for the capital facilities and services that are designated in "Category A." These are defined in Element B.7, Table 2 as:

- Solid waste and recycling facilities;
- Community water systems; and
- Community sewage treatment facilities, which serve urban growth areas, LAMIRDs (Limited Areas of More Intensive Rural Development), and Master Planned Resort activity centers.

For "Category A" capital facilities that the County does not provide, but which are necessary for development, the concurrency requirements will be implemented through issuance (or denial) of development permits.

7.2.1 SOLID WASTE

The San Juan County ~~Public Works Department~~Department of Environmental Stewardship coordinates the private operation of solid waste disposal and facilities in the County. Solid waste is collected at transfer facilities located on San Juan and Orcas Islands, and a drop-box facility on Lopez Island. Solid waste is also collected curbside on ferry served islands and in dumpsters on non-ferry served islands by a state certificated hauler. These wastes are shipped via ferry or barge to either the San Juan or Orcas transfer stations or directly to the mainland. Once transported to the mainland, all solid waste is either transported by rail or long-hauled to a state-approved regional landfill in Washington. The islands experience a large seasonal increase in population (average 700,000 visitors/year, with 400,000+ visiting over summer June-Aug) due to part-time residents, friends and family, and tourists. The aggregate waste volume in the peak months (July-August) is approximately double the winter months' (January - February) lowest volume. Approximately 25 percent of the solid waste stream is diverted to recycling.

Waste Transfer

Solid waste collection facilities are located on San Juan, Orcas, and Lopez islands. San Juan and Orcas islands can individually process up to 30 tons of solid waste daily. The Lopez Island facility can process up to 8 tons per day. Tractor-trailer trucks, with a capacity of 140 cubic yards each, haul solid waste to the mainland from the Orcas and San Juan transfer station facilities. Smaller 40-yard box trucks are used to haul solid waste from Lopez to the mainland.

San Juan Island

The public either self-hauls waste to the San Juan Transfer Station on Sutton Road or contracts for pickup with the Town of Friday Harbor (Town residents only) or San Juan Sanitation. San Juan Transfer Station is a private business run by Lautenbach Industries. Refuse is deposited directly into a 48-foot-long trailer from a covered tipping floor at the San Juan Transfer Station. Lautenbach Industries transports all refuse that comes to the San Juan Transfer Station to the Cowlitz County landfill for disposal. Daily trips are limited by the ferry schedule.

Orcas Island

The public either self-hauls waste to the Orcas Transfer Station located on Orcas Road or contracts for pickup with San Juan Sanitation. All refuse that comes to the Orcas Transfer Station (including Orcas, Shaw, the outer islands and San Juan Sanitation from Lopez) is transported by Orcas Freight Lines for Orcas Recycling Services (ORS) to the Skagit rail yard on the mainland. It is then loaded on railcars and transported to the Republic landfill in Roosevelt, Washington for disposal. Daily trips are limited by the ferry schedule. Orcas Transfer Station is managed by Orcas Recycling Services, a non-profit organization.

Lopez Island

The public either self-hauls waste to the Lopez drop-box facility located on Fisherman Bay Road or contracts for pickup with San Juan Sanitation. The Lopez drop-box facility is run by the Lopez Solid Waste Disposal District, a junior taxing district. Refuse is deposited directly into 40-yard boxes and the Lopez Solid Waste Disposal District (LSWDD) picks the boxes up on a roll-off truck and transfers them to the Skagit Transfer Station on the mainland where it is loaded on railcars and transported to the Republic landfill in Roosevelt, Washington for disposal. Daily trips are limited by the ferry schedule.

Table 3 2025 San Juan County Solid Waste Facility Capacity Summary

Facility	Tax Parcel Number	Location	Disposal Capacity
San Juan Transfer Station	350234001000	Sutton Road North of Friday Harbor	22 - 30 Tons Per Day
Orcas Transfer Station	272734005000	Orcas Road Southwest of Eastsound	15 - 30 Tons Per Day
Lopez Drop-Box Facility	252322005000	Fisherman Bay Road By SJC Public Works Shop	3 - 8 Tons Per Day

Source: San Juan County Department of Environmental stewardship 2025

The Table below shows the available operating capacity and Level of Service (LOS) for solid waste facilities on San Juan, Orcas and Lopez Islands. The solid waste LOS calculations are explained in Attachment 2. All solid waste facilities meet and are projected to meet the established LOS up until approximately 2030 with San Juan likely reaching exceedance between 2030 and 2035 , especially during the summer months.

The County (Solid Waste General District) master planned, and is currently the process of designing the expansion of the San Juan Transfer Station on the County owned Sutton Road property (TPN 350232004000). The process will take several years to permit, fund and implement. The goal is to add operational flexibility at the facility to handle the projected increases in volume of materials through 2050 and beyond.

Table 4 San Juan County Solid Wast Facilities Estimated LOS

San Juan County Solid Waste Facilities Estimated Level of Service (LOS), 2025 thru 2045

Facility	Year	Estimated Tons/day	Surplus Tons/Day	Available Capacity
San Juan (30 Tons/ Day Capacity)	2025	22.2	7.8	26%
	2030	28.3	1.7	6%
	2035	36.2	-6.2	-21%
	2040	46.6	-16.6	-55%
	2045	60.3	-30.3	-101%
Orcas (30 Tons/Day Capacity)	2025	16.4	13.6	45%
	2030	17.1	12.9	43%
	2035	17.9	12.1	40%
	2040	18.9	11.1	37%
	2045	20.1	9.9	33%
Lopez (8 Tons/Day Capacity)	2025	3.3	4.7	58%
	2030	3.3	4.7	59%
	2035	3.3	4.7	59%
	2040	3.2	4.8	60%
	2045	3.2	4.8	60%

San Juan Countywide	Actual Waste and Recycling Generation 2020-2024				
	2020	**2021**	**2022**	**2023**	**2024**
Tons of MSW Only	12,196	12,546	13,514	13,571	14,117
Tons of Recycle Only	1,872	2,680	1,845	2,018	2,039
Total Tonnage	**14,068**	**15,226**	**15,359**	**15,589**	**16,156**
	Estimated Waste and Recycling Generation 2025-2045				
	2025	**2030**	**2035**	**2040**	**2045**
Tons of MSW Only	13,193	15,298	17,856	20,970	24,772
Tons of Recycle Only	2,092	2,456	3,094	4,120	5,710
Total Tonnage	**15,284**	**17,755**	**20,950**	**25,090**	**30,483**

*Includes Town of Friday Harbor, San Juan Sanitation, and self-haul.

Recycling & Reuse

The San Juan County Solid Waste Program, emphasizes waste reduction, landfill diversion, and climate-conscious practices through a set of strategic, county-wide goals. These include increasing recycling rates by reducing contamination and expanding the types of materials accepted, as well as supporting the development of on-island processing infrastructure—particularly for glass and organic materials—to minimize reliance on off-island transport. The county also prioritizes education and outreach efforts to improve public understanding of proper sorting and the benefits of reuse. San Juan County works to strengthen partnerships among county departments, private haulers, nonprofits, and volunteers to create a resilient, island-specific waste management system.

Recycling drop-off centers are provided at each privately operated waste transfer facility on San Juan, Orcas, and Lopez Islands. Commingled (single source) recyclables are collected at the San Juan and Orcas Transfer Stations and curbside by the Town of Friday Harbor and San Juan Sanitation. Sortable recyclables are collected at the Lopez drop-box facility and the Orcas Transfer Station. San Juan Sanitation provides the Shaw and Blakely Island communities with drop-boxes for collection of commingled recyclables.

San Juan Island

The San Juan Island Transfer Station accepts commingled recyclable materials (including glass, plastics, and ferrous and non-ferrous metal), white goods such as appliances, antifreeze, aluminum cans and foil, tin cans, cardboard, bulk paper, newspaper, and used oil. The Town of Friday Harbor offers curbside commingled recycling services within the Town. In the County, San Juan Sanitation provides curbside commingled recycling services.

Lautenbach and San Juan Sanitation transport commingled recyclables to a materials recovery facility (MRF) in Woodinville, Washington. At the MRF, commingled recyclables are sorted into commodities such as plastic, paper, or various metals, so that they can be used as materials for remanufacture. Scrap metals and appliances are taken to Skagit River Steel and Recycling Company. Electronic waste (E-waste) is collected at the San Juan Transfer Station and transported by Orcas Freight Lines to various permitted processors in the Puget Sound area. Current information on what is recyclable at the San Juan Transfer Station can be found at: https://sanjuantransferstation.com/ prices.

Orcas Island

Orcas Recycling Services (ORS) manages recycling operations at the transfer station. They accept commingled recyclable materials (including glass, plastics, ferrous and non-ferrous metal), white goods, batteries, fluorescent bulbs, antifreeze, aluminum cans, tin cans, bulk paper, cardboard, newspaper, and used oil. A baling system processes cardboard, aluminum, steel, and plastics #1 and #2, making materials easier and more cost-effective to transport. A glass crusher allows ORS to handle glass on-site rather than shipping it off-island, reducing transportation costs and emissions. Yard waste and clean wood are accepted and mulched for local sale, helping to divert organic waste from the landfill while supporting local gardening and landscaping efforts.

Orcas Recycling Services and San Juan Sanitation transport commingled recyclables to a MRF in Woodinville, Washington for processing and remanufacture. Scrap metals and appliances are taken to Skagit River Steel and Recycling Company. E-waste is collected by ORS and transported by Orcas Freight Lines to various permitted processors in the Puget Sound area.

ORS operates The Exchange, a reuse center that accepts a wide range of household goods, tools, building materials, and more. The Exchange plays a crucial role in reducing waste through community-based reuse and resale. In 2023, it diverted over 250 tons of material from the landfill. This model promotes a circular economy and supports local affordability by providing low-cost or free items to the community.

Lopez Island

The Lopez Island drop-box facility accepts a wide-range of sortable recyclables including glass, plastics, ferrous and non-ferrous metal, white goods, antifreeze, aluminum cans, tin cans, cardboard, newspaper, bulk paper products, and used oil. Sorted recyclables are transported by Lopez Solid Waste Disposal District (LSWDD) to Skagit River Steel on the mainland for processing. E-waste is collected by LSWDD and transported by Orcas Freight Lines to various permitted processors in the Puget Sound area.

LSWDD also operates a Take-It-Or-Leave-It (TIOLI) exchange area, where residents can leave usable items and take what they need at no cost. In addition, the facility accepts building materials, books, and household items for reuse. Volunteers help manage and organize donations, which are redistributed to the community or sold at minimal cost. This strengthens the island's waste reduction practices and builds community resilience through resource sharing.

Composting of Organic Materials

While there have been workgroups and outreach efforts in the past, the County has not constructed a commercial composting facility or provided composting services at its solid waste facilities. Based upon statistics from the Washington Department of Ecology (Ecology), approximately 30 percent of the total waste stream is estimated to be organic waste suitable for composting. Future diversion of organic waste to a commercial composting system would correspond to a reduction in the associated costs of transporting and disposing of the organic waste to the mainland as garbage. Of the two main sources of organic waste, kitchen scraps and yard waste, only yard waste can be accepted for composting in San Juan County in 2025. Kitchen or food scraps become refuse unless a resident decides to practice home composting. Yard waste (that is free of noxious weeds) can be composted at conditionally-exempt composting operations on Lopez Island and San Juan Island (small-scale, farm composting operations). On Orcas Island, ORS has begun grinding yard waste for making soil amendment through a contractor. As markets for recycling continue to return less revenue and make facility operations more costly, and as the County's permanent and seasonal populations continue to grow, the County will work with its stakeholders to find other solutions such as commercial composting and diversion of usable wood (for chips or heating) to reduce waste, control costs, and steward resources. To promote climate and air-quality friendly practices, the outdoor open burning of woody materials is discouraged.

Refuse Collection

San Juan Sanitation, the County's certificated hauler, based on Orcas Island, provides refuse collection service on San Juan, Orcas, Lopez, Shaw, Blakely, and Decatur Islands. The hauler operates 20-yard compactor trucks that move from island to island on a regular schedule. When the truck is full, the material is transported to the Orcas Transfer Station for disposal. San Juan Sanitation also offers rural commingled recycling pickup for their customers. This is also accomplished with the hauler's 20-yard packer trucks. The collected material is taken to San Juan Sanitation's facility on Orcas Island for transport to the mainland.

The Town of Friday Harbor operates a municipal refuse collection service for its residents using a compactor truck. Collection service is mandatory within town limits and rates, rules, and regulations for solid waste handling, collection, and disposal are established by ordinance. In general, residential refuse is collected once per week, and commercial establishments that generate large amounts of refuse are provided more frequent collection services as needed.

The Town also provides a commingled recyclable collection service for its residents twice per month. Town refuse and commingled recyclables are transported to the San Juan Island transfer facility on Sutton Road.

Hazardous Waste

No industry in the County has been identified as a hazardous waste generator. There are conditionally exempt small quantity generators in the County and household hazardous waste generators. This waste is handled through annual collection events offered on San Juan, Lopez, and Orcas Islands. County residents may bring up to 25 gallons of their household waste to these events for no charge. The County also offers collection events occasionally on Shaw Island and the outer islands (i.e., Stuart, Waldron, Decatur, and Blakely). With few exceptions, the Washington State Department of Transportation ferry system prohibits the transport of hazardous waste on board its vessels. This regulation limits the extent that collection events are equally available to residents of all of the County's islands. These are one-day events that are advertised in local media and they accept waste from all the islands. Additionally, Orcas Recycling Services accepts household hazardous waste at quarterly collection events at the Orcas Island Transfer Station through use of their hazardous waste locker installed in 2018. The offerings are primarily funded through grants from Ecology, although a County match of a lesser amount is usually required. A private contractor is engaged to package, ship and arrange treatment or disposal of all hazardous waste.

Derelict Vehicles, Vessels, and Tires

The County works with private owners to dispose of derelict or junk vehicles through the Sheriff's Office, Public Works, and the Health Department (if part of a cleanup site). The County's Department of Environmental Stewardship works with private owners, the Ports, the State (Department of Natural Resources and Department of Ecology) and private contractors to address derelict vessels (sunk or abandoned) and marine debris. Abandoned tires are the responsibility of private property owners to properly dispose at County facilities. The County, in partnership with the State, may also periodically support a tire round-up to help remove excess tires in an amnesty program, to help protect the environment.

7.2.2 COMMUNITY WATER SYSTEMS

Background

Water supply is a critical natural resource in the San Juan Islands. Available fresh water supplies result only from precipitation, which is relatively low due to the County's location in the Olympic Mountain rain shadow. The County does not have rivers fed by mountain runoff or snowmelt. The situation is further complicated by limited surface water, which stores runoff from rainfall. Only a small percentage of the water that falls on the islands percolates into localized underground aquifers, and drinking water supplies are variable across the County. Some areas are experiencing limited or declining supplies. Much of the County's land base is undeveloped and potential future development could increase demand for the County's water resources. San Juan County does not provide water treatment or distribution services to residents.

The majority of water use in the County is for consumptive purposes. It is supplied by the many small public water systems, using both ground and surface sources. Single domestic supplies (from wells and small surface impoundments) are a lesser, but significant, source of domestic supply. Irrigation for agriculture is the smallest portion of consumptive use in the County.

Groundwater sources provide water for the majority of the population in San Juan County. There are over 5,000 wells county-wide, serving 55 percent to 60 percent of the population. Surface water is also an important source of fresh water, serving approximately 35 percent of the County's population.

Public water systems in the County are divided into Group A and B water systems. Group A water systems have 15 or more service connections or serve at least twenty-five people sixty or more days

per year. Group B water systems serve no more than fifteen connections and less than twenty-five people per day. Some water systems are categorized as Group A-TNC. These systems are Group A water systems that serve a population that changes from day to day.

There are approximately 351 small public water systems (Group A and B systems) in the County. Additional information on water resources is contained in the Water Resources Element (Element 4) and Appendix 4 of this *Plan*.

Activity Centers

San Juan Island

Friday Harbor Urban Growth Area

The Town owns and operates a municipal water system that serves both the Town and portions of unincorporated San Juan County. The system is classified by the State of Washington Department of Health (DOH) as a Group A community public water system. Water is supplied to the Town of Friday Harbor from the following surface water sources: (1) Trout Lake, (2) Overflow from Lake 310 pumped into the Trout Lake watershed and (3) water pumped seasonally to Trout Lake from a stream to the east. Water is distributed in approximately 30 miles of pipeline, ranging from 4 to 12 inches in diameter. Most of the older 4 to 10 inch-diameter pipes are AC or cast iron, while most of the more recently installed pipe is polyvinyl chloride (PVC) and ductile iron (DI).

Anticipated long-term growth in water system demands continues to have the potential to approach the annual sustainable capacity limits of the Town's existing Trout Lake and associated water supply sources. Supply expansion and/or increased future water conservation may be needed within the next 15 to 20 years to meet projected water supply needs.

Trout Lake total water storage capacity is 468 million gallons. The Town's water supply system level of service (LOS) standards for water treatment, distribution, and storage include the following:

- Source of Supply: 168 million gallons annually, which is the standard for the currently adopted *Water System Plan* per WAC 246-290;
- Treatment: 340 GPCD (gallons per capita per day);
- Distribution: State requirements for minimum fire flow as defined the *Water System Plan*; and
- Storage: 500 GPC (gallons per capita) with a base of 0.015 MG (million gallons) for fire protection.

Roche Harbor

The Roche Harbor area is provided with water service by Roche Harbor Water System, Inc. (RHWS). This Group A Community (Class 1) water system is approved to serve an "unspecified" number of connections.. This approval assumes a maximum water production of 504,000 gallons per day. The water system currently provides service to 610 customers of which 570 are residential and 40 are Roche Harbor Resort owned connections.

The source for the RHWS water system is Roche Harbor Lake (a.k.a. Briggs Lake). The lake is located in the hills southeast of Westcott Bay, about two miles southeast of the Resort. From the lake, raw water is conveyed by gravity through two parallel transmission pipes to a water treatment plant located on Roche Harbor Road at the head of Westcott Bay. From the treatment plant the water is pumped to the system's storage reservoir of 445,000 gallons located on a hill east of the treatment plant. The service area for the water system is mostly located within a radius of about 1.5 miles of the primary storage reservoir.

In 2024, total treated water production was 38,379,266 gallons. Net consumption was 36,213,897 gallons less backwash, line flushing and loss. Of that amount, the Resort used 27 percent (9,649,510 gallons), and 73 percent (28,151,191 gallons) served 570 non-resort residential connections. The average daily use per connection was 135 gallons per day (GPD) per residential connection.

Table 5 2025 San Juan Island Community Water Systems Serving Activity Centers.

Community System	Activity Center	Active Hookups	DOH Approved Connections	Service Area Population	Water Source	Capacity Average (GPM)
Friday Harbor Water System	Friday Harbor	1,906	Unspecified*	2,486	Trout Lake	700
Roche Harbor Water System, Inc.	Roche Harbor MPR	626	Unspecified*	N/A	Briggs Lake	350

Source: Washington State Department of Health Sentry Data Base 2025

*Department of Health has not specified a limit to the number of memberships to the Friday Harbor Water System or Roche Harbor Water System and expects Trout and Briggs Lakes to have the capacity to serve the systems for the foreseeable future.

Table 4b, below, shows the current operating capacity and Level of Service for community water systems serving activity centers on San Juan Island. Attachment 2 provides the LOS measurement calculation. LOS for community water systems serving activity centers is LOS F.

Table 6 San Juan Island Community Water Systems Serving Activity Centers Level of Service (LOS)*.

System	Operating Capacity	Surplus Connections	LOS
Friday Harbor	n/a	n/a	n/a (or A)
Roche Harbor	n/a	n/a	n/a (or A)

***ADOPTED LOS STANDARD: F**

Sources: 2009 SJC Comprehensive Plan, Element 7, Capital Facilities; WA State Department of Health Sentry Data Base 2025

Orcas Island

Eastsound Urban Growth Area

The Eastsound Water Users Association (EWUA) provides water to association members in the greater Eastsound area, which includes the Eastsound Urban Growth Area (UGA). The EWUA system currently consists of 6 groundwater wells, Purdue Lake, and a 295 gallon per minute (GPM) treatment plant. The EWUA has infrastructure and reserve capacity to serve all properties in the Eastsound UGA. EWUA's most recent water system plan was approved in 2023. The system's current approved production capacity is 295 GPM.

Since the approval of the *2009 Water System Plan* growth in EWUA's service area has averaged 1.1 percent growth, while the plan anticipated growth of 3.41 percent. EWUA has also secured additional water rights and production capacity for an additional 250 GPM. This is in addition to the 295 GPM existing capacity for a total capacity of 545 GPM.

EWUA is using its finite water resources with increasing efficiency. In 2019, EWUA served more connections using less water than in past years. In 2000, EWUA used an average of 84,000 gallons per day (GPD) per equivalent residential unit (ERU); however, in 2019 the average was 40,000 GPD per ERU. System efficiency has shown noticeable improvement over the course of the last two decades. This improvement can be attributed to less water loss due to water main leaks and overflowing storage tanks, more efficient fixtures and appliances in homes, and efficiency improvements at the water treatment plant.

Based on the anticipated growth rates and steady increases in % occupancy, there will be a deficit of source capacity to meet needs beginning in the year 2026. The planned source additions/improvements listed below will address this forecasted deficit. Planned additional future sources of supply include the following, and are discussed in further detail in Chapter 8 of the 2023 Water System Plan for Eastsound Water Users Association:

- Clark Well: Anticipated 150 gpm, 180,000 gpd maximum production capacity
- Greer Wells: Anticipated 87 gpm, 104,400 gpd maximum production capacity
- Replacement of Purdue WTP to increase capacity to match water right of 300 gpm

.

Table 7 2025 Orcas Island Community Water Systems Serving Activity Centers

Community System	Activity Center	Active Hook-ups	DOH Approved Connections	Service Area Population	Water Source	Capacity Average (GPM)
Eastsound Water Users Association*	Eastsound	1,348	Unspecified**	2,311	Purdue Lake 6 wells	295 avg.
Olga Water Users, Inc.	Olga Hamlet	130	165	236	Cascade Stream	200
Doe Bay Water Users Association	Doe Bay Hamlet	290	409	281	Mountain Lake	140
West Sound Water Association	Westsound Hamlet	38	49	170	Well #1 #2 Well #1 Well #2 Well #3 Well #4	36 36 36 36 36
Orcas Landing	Orcas Village	28	35	13	Well #1 Well #3 Well #8 Killebrew	4 6 35 8
Rosario Water System	Rosario MPR	236	376	588	Cascade Lake	233
Resort at Deer Harbor	Deer Harbor	35	51	190	Well 2 Well 4 Well 3	20 5 5
West Beach Resort	West Beach Resort	43	44	76	Spring AGK133	3 18

Source: Washington State Department of Health Sentry Data Base

*Eastsound Water Users Association Water System Plan (2022)

**Department of Health has not specified a limit to the number of memberships to Eastsound Water Users Association and expects the source to have the capacity to serve the system for the foreseeable future.

The table below shows the current operating capacity and LOS for community water systems serving activity centers on Orcas Island. Attachment 2 provides the LOS measurement calculation. LOS for community water systems serving activity centers is established at LOS F. According to the data from the DOH Sentry Database, all Orcas Island systems meet the established LOS F except West Beach Resort. West Beach Resort, as a Master Planned Resort, is not required to accommodate population growth and, therefore, does not need to maintain the adopted LOS standard.

*.

Table 8 2025 Orcas Island Community Water Systems Serving Activity Centers Levels of Service (LOS)

Community System	Percent Operating Capacity	Surplus Connections	LOS
Eastsound Water Users Association	unspecified**	unspecified**	A
Olga Water Users, Inc.	79	35	A
Doe Bay Water Users Association	71	119	A
West Sound Water Association	78	11	A
Orcas Landing	80	7	B
Rosario System	63	140	A
Resort at Deer Harbor	69	16	A
West Beach Resort	98	1	F

***ADOPTED LOS STANDARD: F**

Sources: 2009 SJC Comprehensive Plan, Element 7, Capital Facilities; WA State Department of Health Sentry Data Base

**Washington State Department of Health has not specified a limit to the number of memberships to Eastsound Water Users Association and expects the source to have the capacity to serve the system for the foreseeable future.

Lopez Island

Lopez Village Urban Growth Area

Fisherman Bay Sewer District (FBSD) currently serves the Lopez Village UGA, the Marine Center Limited Area of More Intense Rural Development (LAMIRD), portions of the Growth Reserve Area, and a small part of Rural Farm Forest along Fisherman Bay Road. The FBSD also serves the Lopez Island School District as a contract customer.

Vacant land within the district is slowly being developed but there are occasional multi-unit projects being built. The largest of these is a 28-unit development planned by Lopez Landings Partners for land within the UGA to be built in stages during the next decade. At build-out this project would bring the FBSD ERU's to 407 or 77 percent of current capacity.

FBSD has no plan to expand the service area because build-out of the current service area would put it at or over capacity. Sale of Equivalent Residential Units (ERU's) for new connections will help fund planned capital improvements. As FBSD moves forward, construction of a new anaerobic cell and treatment pond will be a priority. That would allow consideration of expanding the service area.

The Milagra Water System is a Group A water system. It has two wells, each with a capacity of 14 connections. The existing capital facilities are sufficient for up to 42 connections and the water rights are sufficient to meet the demands of 72 connections. With sufficient capital investment in storage tanks and distribution infrastructure, it would be possible for the Milagra System to supply a minimum of 107 connections, possibly more.

MacKay Harbor Water District supplies water to much of the south end of Lopez Island. It consists of two_wells, a 30,000 gallon water storage tank, a hydro-pneumatic pressure system and a network of underground distribution pipes.

Table 9 2025 Lopez Island Community Water Systems Serving Activity Centers.

Community System	Activity Center	Active Hookups	DOH Approved Connections	Service Area Population	Water Source	Capacity Average (GPM)
Milagra Water System	Lopez Village	16	42	31	Well #1 Well # 1&2 Well # 3	14 27 14
MacKay Water District	MacKay Harbor	53	65	56	Well #1 Well #1&2 Well #2	45 45 45
Fisherman Bay Water Association	Lopez Village	185	226	245	Well #1 Well #2 Well #3	35 35 35
Normandy Heights Owners Association	Marine Center LAMIRD	4	Undetermined*	18	AGK 125	55
Lopez Islander Resort	Marine Center LAMIRD	34	Undetermined*	N/A	Well #1 Well #2 Well #3	
Fleming/Wallis	Island Center	2	Undetermined*	4	WELL #1: AEE348	4
Lopez School District #144	Island Center	3	Unapproved*	402	School Well Pottenger Well AAE792 Gallanger Well	3 10 4
OPALCO Lopez Water System	Island Center	1	1	0	Well #1	15

Source: WA Department of Health Sentry database 2025. *Some water systems, particularly nonresidential ones, do not have a maximum number of approved connections by the Department of Health (DOH).

The table below shows the current operating capacity and Level of Service for community water systems serving activity centers on Lopez Island. Attachment 2 provides the LOS measurement calculation. LOS for community water systems serving activity centers is established at LOS F. All systems on Lopez Island meet the established LOS F. Some water systems, particularly nonresidential

ones, do not have a maximum number of approved connections by the DOH. Operating capacity and LOS are not applicable to these systems.

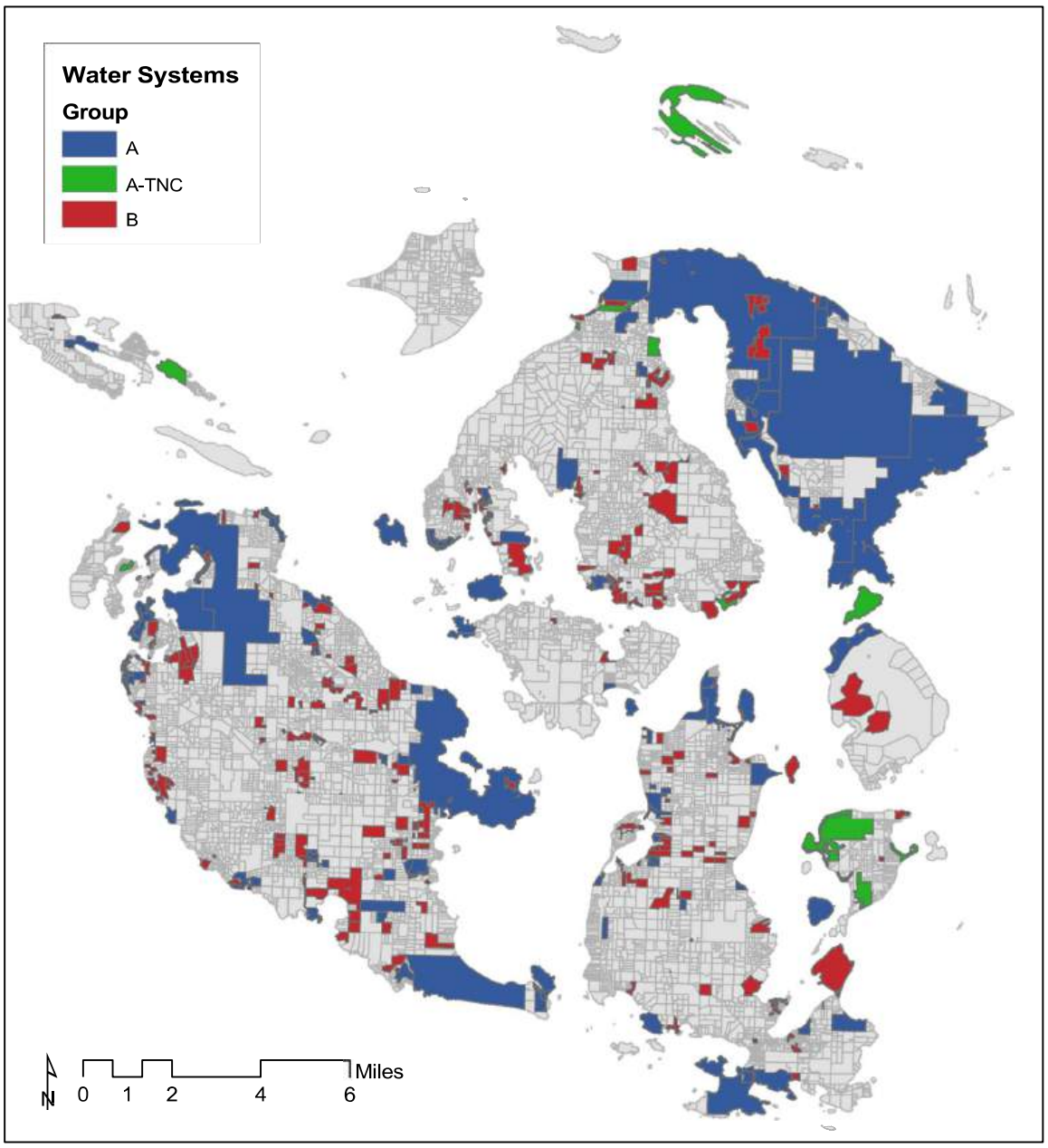
Table 10. 2025 Lopez Island Community Water Systems Serving Activity Centers Level of Service (LOS).

Community System	Percent Operating Capacity	Surplus Connections	LOS
Milagra Water System	38	26	A
Fisherman Bay Water Association	76	60	A
Normandy Heights Owners Association	n/a	n/a	n/a
Islander Lopez Marina Resort	n/a	n/a	n/a
Fleming/Wallis	n/a	n/a	n/a
Lopez School District #144	n/a	n/a	n/a
OPALCO Lopez Water System	100	0	F

***ADOPTED LOS STANDARD: F**

Sources: 2009 SJC Comprehensive Plan, Element 7, Capital Facilities; WA State Department of Health Sentry Data Base 2017

Map 1
Group A and Group B Water Systems



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This map is a graphic representation derived from San Juan County's Geographic Information System.
It is designed and intended for reference only, and is not guarenteed to survey accuracy.
Information represented in this map is subject ot change without notice.

7.2.3 COMMUNITY SEWAGE TREATMENT SYSTEMS

Introduction

San Juan County does not provide sewage collection or treatment services. Friday Harbor residents are served by the Town's municipal sewer system and wastewater treatment plant. The Eastsound and Orcas Landing populations are served by the Eastsound Sewer and Water District, and Lopez Village residents and some surrounding areas are served by the Fisherman Bay Sewer District. Other smaller private sewer systems provide treatment for residents of Roche Harbor, Deer Harbor, and Rosario Resort. Property owners living in other unincorporated areas rely on individual sewage disposal systems.

State law requires that private utilities may operate sewer systems if there is an enforceable contract with a public agency for the assumption of operation under certain conditions. In order for the County to enter such a contract it must comply with RCW 36.94.030 by adopting a general sewer plan as an element of the Comprehensive Plan. RCW 36.94 also requires a recommendation from a committee appointed by the County Council and a public hearing by the Council, followed by submittal to the state Departments of Health and Ecology.

Sewage Treatment Systems

San Juan Island

Friday Harbor

The Town of Friday Harbor wastewater system currently serves approximately 751 service connections, with 12 connections located out-of-town, including the University of Washington Friday Harbor Laboratories. Wastewater facilities include a conveyance system, wastewater treatment facility, bio solids processing, and effluent disposal with an outfall in the marine waters of Friday Harbor. The majority of Town residents are served by the wastewater collection system, with the exception of 11 households that are still on septic systems. As the Town allows for the addition of seepage to its wastewater system, the waste from these residences receive treatment at the time of pumping. The Town's *General Sewer Plan* (updated in 2001) provides detailed descriptions of the existing system and its needs.

The collection system collects and transports wastewater from households and businesses to the wastewater treatment plan, and includes over 40,000 linear feet of sewer pipeline. As with many systems in Western Washington, the major issue influencing the system's capacity is infiltration and inflow, which refers to groundwater that enters the collection system through cracks in pipes and loose connections (infiltration) and surface water that enters the system (inflow) through cross connections with storm drains and downspouts, area drains, or ponding over manhole covers. Infiltration and inflow use up required capacity within the collection system and treatment plant that could otherwise

accommodate growth. Infiltration and inflow is seasonal, with peak flows occurring during winter months.

The treatment (secondary) plant is located at the southwest corner of Harbor Street and Tucker Avenue, last upgraded in 2001, has awarded a construction contract for a major upgrade of current systems and adding an additional sequencing batch reactor (SBR). The upgrade will increase system capacity by approximately 30%. The upgraded system utilizes an extended aeration activated sludge process with sequencing batch reactors and ultraviolet lighting for effluent solids and disinfection control. Waste solids are temporarily held in an aerated basin, then run through a sludge dewatering system, and the resulting solids are hauled off-island. The Town's current plant design capacity is 690,000 average gallons per day (GPD) with 2.6 million GPD peak capacity; and 690 pounds average biochemical oxygen demand (BOD) waste solids per day and 1,600 pounds BOD with per day peak capacity.

Roche Harbor

Roche Harbor

The Roche Harbor wastewater treatment system services 100 percent of the Master Planned Resort (MPR). The MPR includes the resort, marina and village residential homes, and 10 adjacent single-family properties. The system is approved for a maximum of 129,600 gallons per day of influent, based on a monthly average. The current peak treatment day was 60,980 58,120 gallons on July 4th, 2, 2025. This is approximately 47 percent of approved maximum capacity. The collection system is via gravity trunk lines and two main lift stations.

The existing treatment plant is an extended aeration activated sludge package plant with a settling basin, and a large polishing pond that is divided into an upstream aerated section (stabilization pond) and a downstream settling section (facultative lagoon). The treatment plant has a surge tank at the front end of the process to provide flow equalization, and a UV system to disinfect the treated effluent prior to discharge into Roche Harbor via a 700 foot submarine line into Roche Harbor. The system utilizes an activated sludge extended aeration package plant followed by an extended aeration pond. Final treated effluent is exposed to UV light for disinfection then discharged.

Orcas Island

Eastsound

The Eastsound Sewer and Water District (ESWD), a Special Purpose District of San Juan County, provides municipal sewer service to Eastsound and surrounding areas. The sewer system was initially funded through grants and a Utility Local Improvement District but is now fully funded by customer rates and charges, with no tax revenue or special assessments.

ESWD operates a Septic Tank Effluent Pumping (STEP) collection system, in which each connected property has its own septic tank and effluent pump. This setup provides pretreatment by removing solids and reducing organic load before the wastewater is conveyed to the treatment plant.

The treatment plant, located at 143 Cessna Road, historically operated with two extended aeration treatment trains and a design flow capacity of 160,000 gallons per day (GPD). As of 2025, ESWD completed Phase I of a major upgrade, adding a third treatment train configured for biological nutrient

removal using a 4-stage Bardenpho process. This expansion increased the facility's total design capacity to 240,000 GPD, a 50% increase. The project also included a new flow splitter, upgraded aeration systems, and a UV disinfection system, replacing the former chlorine contact basin. Phase II, expected to be completed in 2026, will refurbish the original two trains to match the new configuration, creating consistent operations across all treatment units.

Treated effluent is discharged to President Channel, while solids are dewatered on-site and transported to the San Juan County Transfer Station for disposal.

These upgrades were driven by the need for redundancy, aging infrastructure, and anticipated regulatory requirements under the Puget Sound Nutrient General Permit. They also position the District to meet future nutrient effluent limits and accommodate projected growth within the Eastsound Urban Growth Area.

Thanks to careful planning and proactive investment, the District is now well-positioned to serve the Eastsound community for decades to come—supporting growth, protecting public health, and preserving the surrounding environment.

Orcas Landing

The existing Orcas Landing sewage treatment facility is managed by the Eastsound Sewer and Water District (ESWD) and operates using a gravel filter process. As of 2025, the facility continues to function well within its design limits, with no expansion currently needed. The operating capacity is approximately 56% of total design capacity, based on recent performance data.

Lopez Island

Lopez Village

FBSD provides sewage treatment service to residents of Lopez Village and Eastshore North. Currently the district is serving 379 ERUs, 72 percent of their permitted capacity. In 2009, construction of an effluent storage pond was completed, a reconfiguration of the existing lagoon. For this system, one ERU equals 100 GPD during the summer months and 93 GPD during the winter months. Following the lagoon project, the facility was rated to a capacity of 530 ERUs. The FBSD has a Septic Tank Effluent Pumping (STEP) pressure collection system with an anaerobic pretreatment cell, a lagoon with two aerated cells and one settling cell, a constructed wetland to polish the effluent, and a chlorine disinfection system with a four inch-diameter outfall pipe that stretches half a mile out into the San Juan Channel and has a diffuser.

Each residence and business has a FBSD maintained individual septic tank system with an attached sump with its own small electric sump pump. The pumps send effluent through the sewer system to the secondary treatment plant. The plant then discharges the treated effluent into Puget Sound. FBSD pumps and disposes of sludge from all the tanks in the district as part of its regular service to customers.

The *2008 Fisherman Bay Sewer District Wastewater Master Plan* shows that the district's service area now includes all of the parcels within the Lopez Village UGA. The FBSD has retained the right to serve parcels outside of the UGA that had been part of Utility Local Improvement Districts (ULIDs) prior to the establishment of the GMA. The FBSD master plan contains three alternative scenarios for meeting the projected demands for future growth.

County Community Sewage Treatment Facilities

The table below shows the current operating capacity, available capacity, and LOS for community sewage systems in San Juan County. Attachment 2 provides the LOS measurement calculation. LOS for community water systems serving activity centers is established at LOS F. All systems in the County meet the established LOS F. Olga and Westsound are activity centers on Orcas Island that do not have community sewage treatment facilities. Instead, there are individual septic systems in Olga and Westsound.

Table 11. Community Sewage Treatment Facilities Serving Activity Centers and Level of Service (LOS)*.

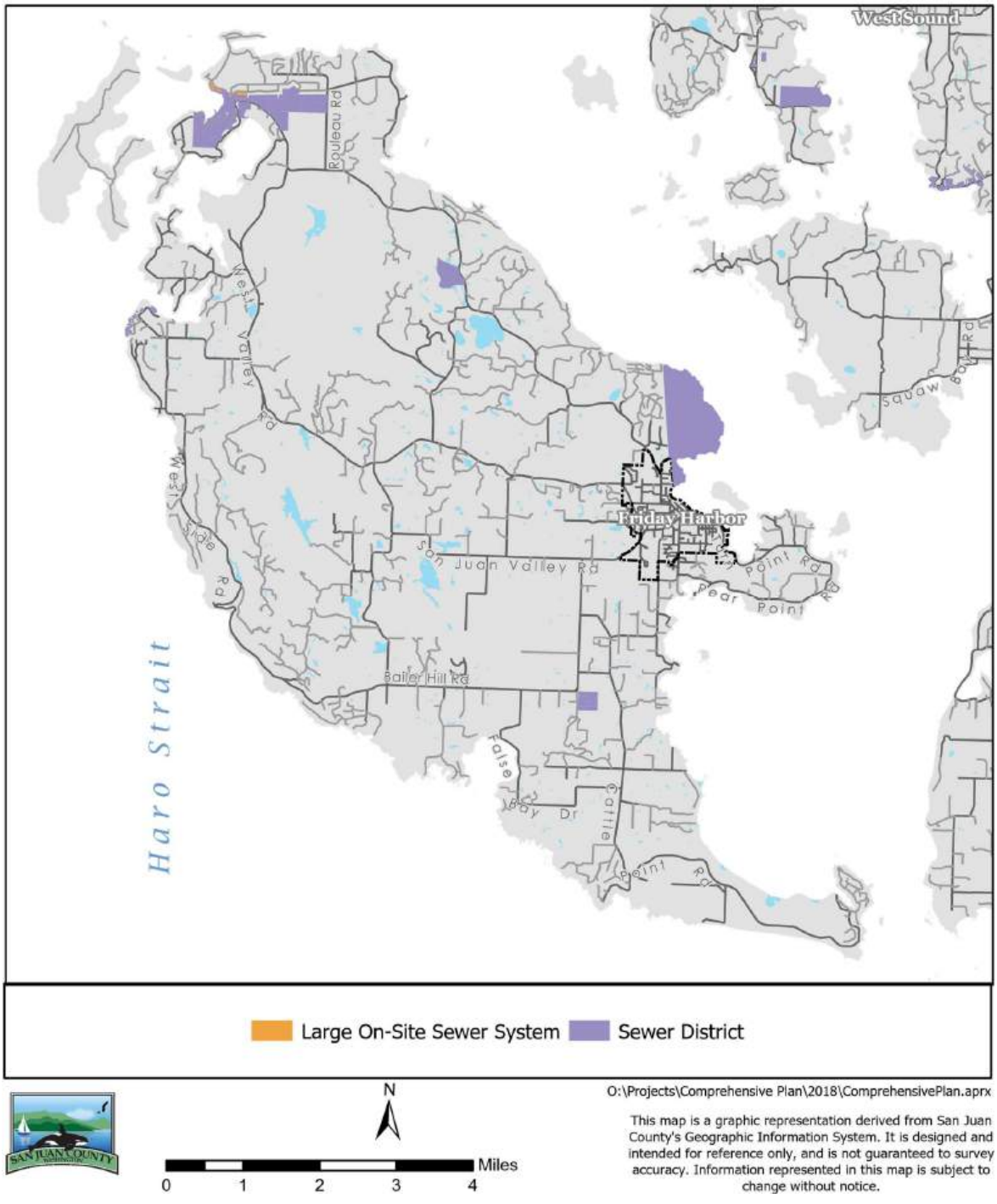
Sewer System	Activity Center	System Capacity			Percent Operating Capacity (%)	Percent Available Capacity (%)	Level of Service (LOS)
		Active	Design	Surplus			
Town of Friday Harbor	Friday Harbor	1040 ERU	1,020 ERU	-20 ERU	102	-2	F
Eastsound Sewer and Water District (ESWD)	Eastsound Village	1107 ERU	1975 ERU	868 ERU	56	44	A
Orcas Landing Sewer	Orcas Village	80 ERU	190 ERU	110 ERU	42	58	A
Fisherman Bay Sewer District	Lopez Village	379 ERU	530 ERU	151 ERU	72	28	A
Rosario System*	Rosario Resort	18,986 GPD	71,000 GPD	52,014 GPD	27	73	A
Roche Harbor Area General Sewer Plan*	Roche Harbor MPR	58,120 GPD	129,600 GPD	71,480 GPD	45	55	A
Deer Harbor*	Deer Harbor	8,400 GPD	12,000 GPD	3,600 GPD	66	34	A
Doe Bay*	Doe Bay	6,650 GPD	9,500 GPD	2,850 GPD	100	0	F
West Beach Master Planned Resort**	West Beach MPR	3,920 GPD	5,600 GPD	1,680 GPD	100	0	F

* **ADOPTED LOS STANDARD: C**

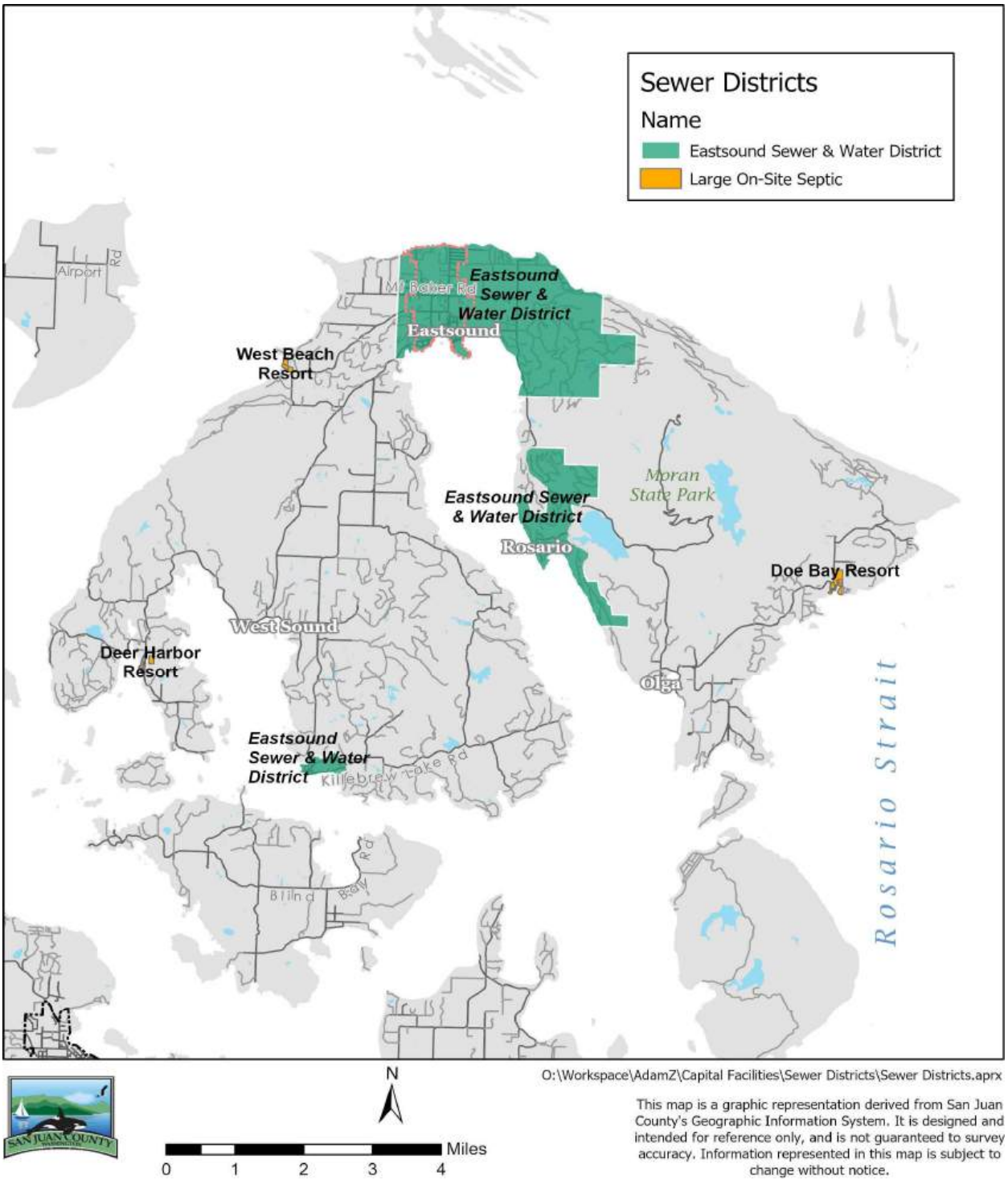
Source: WA Department of Health Sentry Database 2025, Department of Ecology Permitting & Reporting System (PARIS), 2025

**Large on-site sewage systems (LOSS) permitted by WA State Department of Health (DOH). No ERU data available. Capacity reported in gallons per day (GPD). Number of connections available for development determined by WA DOH.

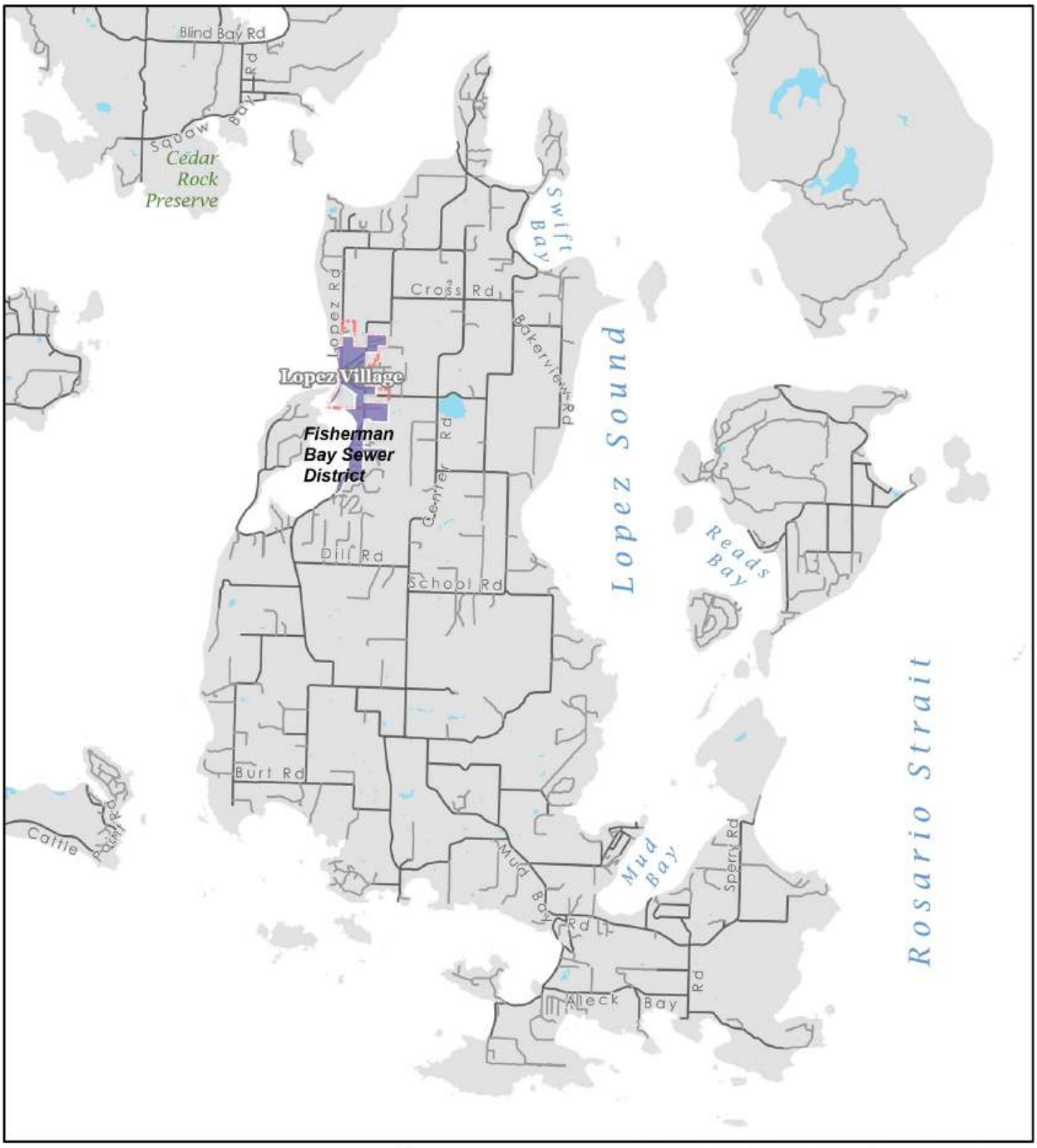
Map 2
San Juan Island Community Sewer Systems Serving Activity Centers.



Map 3
Orcas Island Community Sewer Systems Serving Activity Centers.



Map 4
Lopez Island Community Sewer Systems Serving Activity Centers.



7.3 CATEGORY "B" PUBLIC FACILITIES

Facilities owned or operated by San Juan County or independent taxing districts and public or private service organizations that are necessary to support development but are not required to be available concurrently with new development are considered Category "B" facilities. Examples of "Category B" public facilities include:

- County Government;
  - General Administration;
  - Sheriff;
  - Public Works;
  - Parks and Recreation
  - Stormwater Utility; and
- Public Schools.

7.3.1 COUNTY GOVERNMENT ADMINISTRATION

San Juan County government administration buildings are primarily located in Friday Harbor, but a few branches of County government have satellite offices on Orcas and Lopez islands. At present, most citizens must travel to Friday Harbor to deal directly with government officials or to take care of business with the County. As San Juan County continues to grow and improvements in technology occur, the trend is to make government more accessible to the people. The current configuration of County offices does not support "one stop shopping."

The County's inventory of 107,380square feet of general administrative space includes facilities located on San Juan, Orcas, and Lopez islands, and consists of office space, common areas, storage, and archives. Common area space includes training rooms, hallways, restrooms and elevators and represents approximately 10 percent of total general administrative space. The following section provides an inventory of County owned and operated facilities in terms of square feet of space.

7.3.2 COUNTY OWNED INVENTORY

San Juan Island

Friday Harbor

The San Juan County Courthouse is divided among the following County administrative departments: Assessor, Auditor, Clerk, District Court, Juvenile Court, Prosecutor, Sheriff, Superior Court, and Treasurer. It is a 22,838-square-foot complex located at the corner of Second and Court Streets in Friday Harbor. The Courthouse was placed on the National Register of Historic Places and restored using funds from a state grant in 1989.

The original 6,144 square-foot, three-floor building in the complex was built in 1903. The 11,836 square-foot single-story wing addition was built in 1983 to provide larger, more efficient floor spaces and functional areas for the expanding financial and court group functions housed in the building. An additional floor was added to the new wing in 1992 along with space for the Sheriff's Office. The District Courtroom was renovated in 2008. The Prosecuting Attorney's office space is on the main floor. These offices received new paint and carpet in 2010. The original vault room was repurposed as a file room. A 96-vehicle parking lot is shared with the San Juan Community Theater and Arts Center. An additional 52 public on-street spaces are provided on First, Second, and Court Streets.

The one-story, 8,917 square foot Courthouse Annex is located on Rhone Street between Second Street and Blair Avenue in Friday Harbor. The building exterior was painted in 2013, interior in 2014 and all carpeting was replaced at that time. At present the Courthouse Annex Building is shared among the Department of Community Development (DCD) and Health and Community Services (HCS).

The 13,585 square-foot Legislative Building, on the corner of Second and Reed Streets is actually a complex of five individual buildings. The original structure is a two-story house that is occupied by the Elections Department and the County's residential apartment. The second building is a large conference room. The third building is a box-like structure above a parking garage. The first floor houses County Council offices and hearing room and the second floor houses Human Resources, Information Technology, Public Records and County Management staff. There are two storage buildings. One is a 970 square foot shared storage area. The second is a garage that is used by the Facilities department.

The County owns the 849 acre fairgrounds. The 840 square foot Parks and Fairgrounds Administration Office is attached to a multi-purpose building and is located on Argyle Street near Friday Harbor. Chapter 3 of the draft *2019 San Juan County Fairgrounds Master Plan* contains an inventory of fair facilities by event space, animal facilities, storage and minor facilities. It also assesses the condition of each facility and includes a 6-year capital improvement plan.

Table 12. 2025 County Owned Facilities - San Juan Island.

Department/Area/Type	Location	TPN	2025 Office Space (sq. ft.)
Administrative Services	105 Second St.	351452002000	3,714
Administrative/County Management	1609 Beaverton Valley	351044001000	955
Assessor	350 Court St.	351350701000	1,285
Auditor	350 Court St.	351350701000	1,583
County Council	105 Second St.	351452002000	3,714
Civil Deputy	350 Court St.	351350701000	389
County Clerk	350 Court St.	351350701000	1,012
Community Development	135 Rhone St.	351453006000	5,292

District Court	350 Court St.	351350701000	2,914
Department/Area/Type	**Location**	**TPN**	**2025 Office Space (sq. ft.)**
Elections	105 Second St.	351452002000	987
Health & Community Services	145 Rhone St.	351453006000	3,626
Compass Health Building [1]	520 Spring St.	351491507000	6,065
Information Technology Mechanical Room	350 Court St.	351350701000	308
Juvenile Court	350 Court St.	351350701000	638
Payroll Officer	350 Court St.	351350701000	242
Parks and Fair	849 Argyle Ave	351332001000	840
Prosecuting Attorney	350 Court St.	351350701000	2,510
Victim Services	150 Second St.	351452002000	816
Environmental Stewardship	1609 Beaverton Valley Rd	351044001000	1,053
Public Works - Administration	1609 Beaverton Valley Rd	351044001000	3,008
Sheriff	350 Court St	351350701000	3,298
Superior Court	350 Court St.	351350701000	3,918
Treasurer	350 Court St.	351350701000	1,003
WSU Extension	221 Weber Way	352312016000	950
Subtotal			50,102
All Departments - Storage			11,071
All Departments - Archives			4,426
All Departments - Common Area			5,281
Total			**70,898**

Source: San Juan County Facilities

[1] Space is rented to Compass Health

Orcas Island

The County owns 3,000 square foot administrative building on Fern Street in Eastsound. The Fern St building is two stories, the ground floor providing spaces for the Department of Health and Community Services and the upstairs hosting administrative offices for the Department of Emergency Management, Auditors, and Juvenile Court, as well as satellite touch down stations shared by other departments on or visiting Orcas Island.

These departments currently operate from leased space at the Orcas Senior Center and will share the Fern St building upon completion of renovation in 2025.

Table 13. 2025 County Owned Facilities - Orcas Island.

Department/Area/Type	Location	TPN	2016 Office Space (sq. ft.)

Emergency Management	531 Fern St	271454206000	193
Health & Community Services	531 Fern St	271454206000	1,500
Juvenile Court	531 Fern St	271454206000	80
Public Works – Road Operations	1395 Mt. Baker Road	271421001000	13,494
Sheriff	1323 Mt. Baker Road	271421001000	1,344
Weed Board (Noxious Weeds)	531 Fern St	271454206000	120
Subtotal			*16,503*
All Departments - Storage			8,958
All Departments - Archives			318
Total			**25,779**

Source: San Juan County Facilities 2019

Lopez Island

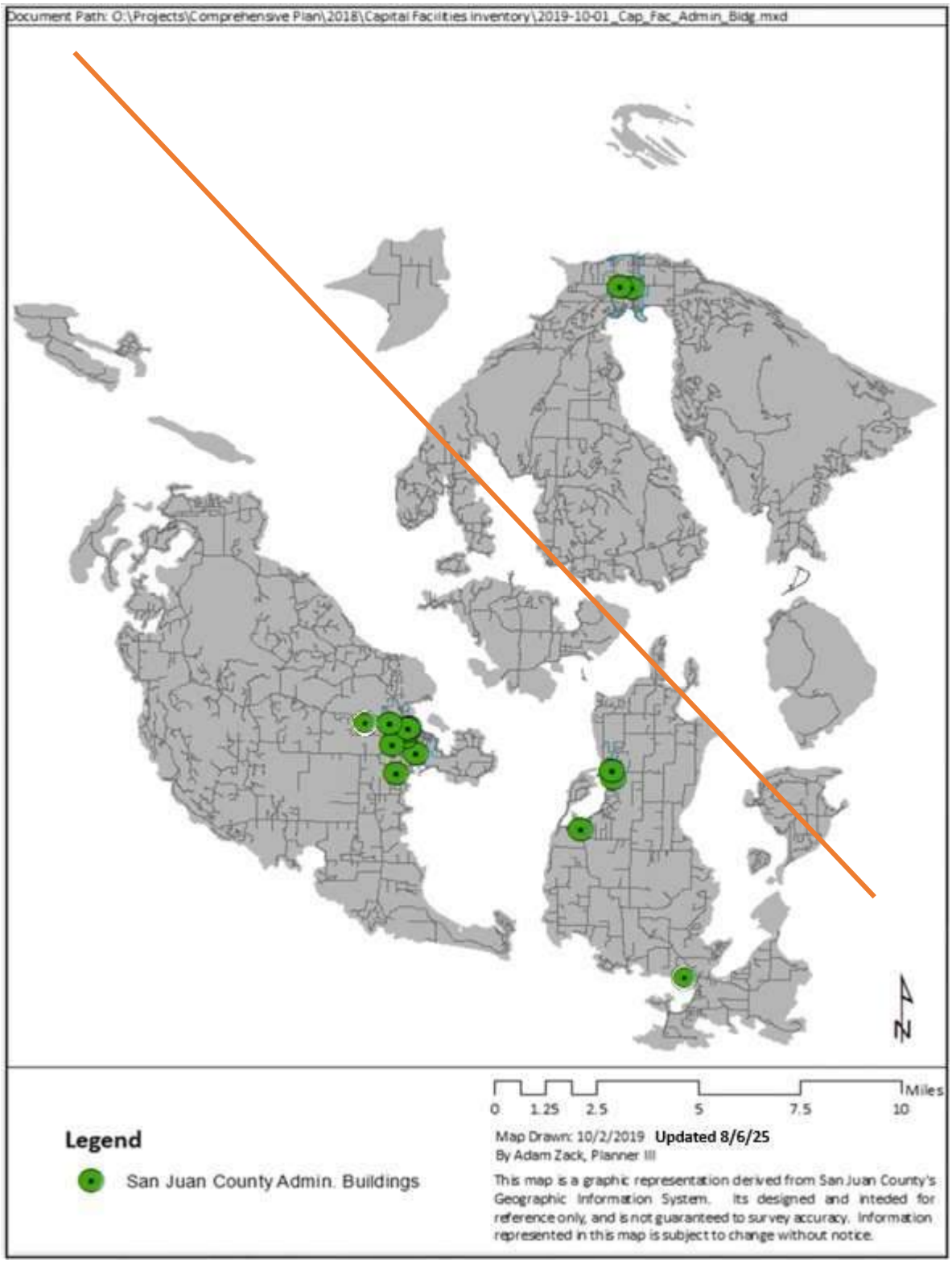
San Juan County owns 15 percent of Woodmen Hall on Lopez Island. The building is 7,183 square feet, with 3,152 square feet of spaced used entirely for storage. Senior Services has a dedicated 75 square feet of office space with an additional 80 square feet of shared office space available. All County services have a presence on the island with County staff available by appointment.

Table 14. 2025 County Owned Facilities - Lopez Island.

Department/Area/Type	Location	TPN	2016 Office Space (sq. ft.)
Health and Community Services	23 Pear Tree Lane, Suite 140	252731001000	351
Parks and Recreation	4102 Fisherman Bay Road	252731001000	191
Public Works	2467 Fisherman Bay Road	252322004000	8,130
Public Works	25 Calle Aguila	141822009000	1,220
Sheriff	2228 Fisherman Bay Road (leased)	251544006000	806
Subtotal			*9,478*
All Departments - Storage			611
All Departments - Archives			121
All Departments -Common Area			493
Total			**10,703**

Source: San Juan County Facilities

Map 5
San Juan County Administrative Buildings.



7.3.3 COUNTY PUBLIC WORKS

Facilities within the Public Works Department include Roads, Marine Facilities and Equipment Rental & Revolving (ER & R).

The following section summarizes the administration and maintenance facilities within Public Works. All facilities associated with Solid Waste are found in Section 7.2.1. Facilities owned by Public Works are listed in Tables 11 through 14 and shown in Map 6.

Administration

Public Works' primary administration facility is located on San Juan Island. Satellite administration offices are located at the maintenance yards on both Orcas and Lopez Islands.

The San Juan Island operations building is located at 1609 Beaverton Valley Road in Friday Harbor. This 18,268 square foot building houses Public Works administration and maintenance functions, The Department of Environmental Stewardship, Equipment Rental and Revolving (ER&R), and fueling station. The Roads facilities include a maintenance shop, central stores, equipment storage and truck wash bay. The building also houses other county administrative departments including IT/IS, Human Resources, and County Management.

The Orcas Island facility is a combination administration and maintenance building. In addition to the 1,500 square foot administrative offices located in the structure, there is a separate trailer that functions as administrative space. These facilities are located at 1395 Mt. Baker Road within Eastsound.

Lopez Island Public Works facility is similar to Orcas. The main structure houses both administration functions and a maintenance shop. These facilities are located on Fisherman Bay Road in Lopez Village. The Dump, owned by Environmental Stewardship Solid Waste General District and operated by Lopez Solid Waste Disposal District, is adjacent to the Public Works Facility

There are no administration facilities associated with Public Works on Shaw Island or the non-ferry served islands of Decatur and Waldron.

Maintenance Shops and Yards

San Juan Island

Currently, the primary San Juan Island maintenance facilities are located at located at the Beaverton Valley Operations Center. The structures house a maintenance shop, central stores, and numerous sheds used for equipment storage and the equipment storage building. The site is used for for bulk storage of aggregate, sand, and salt. Public Works built a 13,500 square foot building for San Juan Island road operations, fleet operations (ER&R), and a truck wash bay. The site also includes a fuel station and an emergency generator.

Table 15. 2025 Public Works Facilities—San Juan Island.

Location	TPN	Administration Sq. Ft.	Maintenance Shop and Storage Sq. Ft.	Acres

1609 Beaverton Valley Rd	351044001000	N/A	2,180	27.10
Total		**5,239**	**9,006**	**30.4**

Source: San Juan County Public Works 2025

Orcas Island

The Orcas Island Public Works facility includes a maintenance shop combined with the administration building on Mt. Baker Road in Eastsound. Additional storage facilities are located on the site. As of 2019, there are two above-ground storage tanks for gasoline (5,000 gallons) and diesel (7,000 gallons) to fuel vehicles on-site at this facility.

Public Works also owns a parcel on the water at the south end of Orcas Island near the ferry dock (TPN 262222014000). In addition to the marine facilities located on the parcel, there are also two buildings on the site. The main building is a two-story structure that contains a satellite office for Public Works and a conference room. Space is rented to the Washington State Ferries and a whale watching company. A small office at the end of the pier is staffed by the Coast Guard.

Table 16. 2025 Public Works Facilities - Orcas Island.

Location	TPN	Administration Sq. Ft.	Maintenance Shop and Storage Sq. Ft.	Acres
1395 Mt. Baker Road	271421001000	1,500	9,390	8.34
8368 Orcas Road Orcas Landing	262222014000	N/A	N/A	0.55

Source: San Juan County Public Works 2025

[1] Buildings are partially rented

Lopez Island

The Lopez Island Public Works facility has a maintenance shop connected to the administration facility. It is located at 2419 Fisherman Bay Rd. (TPN 252322004000). It is adjacent to the Lopez Drop Box solid waste facility, south of the Lopez Village UGA. The maintenance shop has capacity for storing 500 gallon of gasoline and 1,500 gallons of diesel in two above-ground fuel storage tanks.

The County owns a sand mine on Lopez Island at a 7.47-acre parcel (TPN 250143001000) on Port Stanley Road and a gravel pit at a 19 acre property at 72 Norman Rd. (TPN 141855001000). An additional Port Stanley Road parcel (TPN 252424002000) is a closed landfill, used for truck storage, stockpiling and equipment training.

Public Works purchased a 1.56 acre parcel (TPN 141822009000) with a home located on Mud Bay Road and adjacent to the Norman Road site in 2023. This site serves as an additional operations location.

Table 17. 2025 Lopez Island Public Works Administrative and Maintenance Facilities.

Location	TPN	Administration	Maintenance Shop and Storage	Acres
2467 Fisherman Bay Rd	252322004000	1,100 sq. ft.	7,115 sq. ft.	2.84
Shoal Bay Pit 680 Port Stanley Rd	250143001000	N/A	N/A	7.47
Port Stanley Rd (no address)	252424002000	N/A	N/A	20.05
Islandale Pit 74 Norman Rd	141855001000	N/A	N/A	2.98

Source: San Juan County Department of Public Works 2025

Other Islands

Additional maintenance shop and yard facilities located on other islands are shown below.

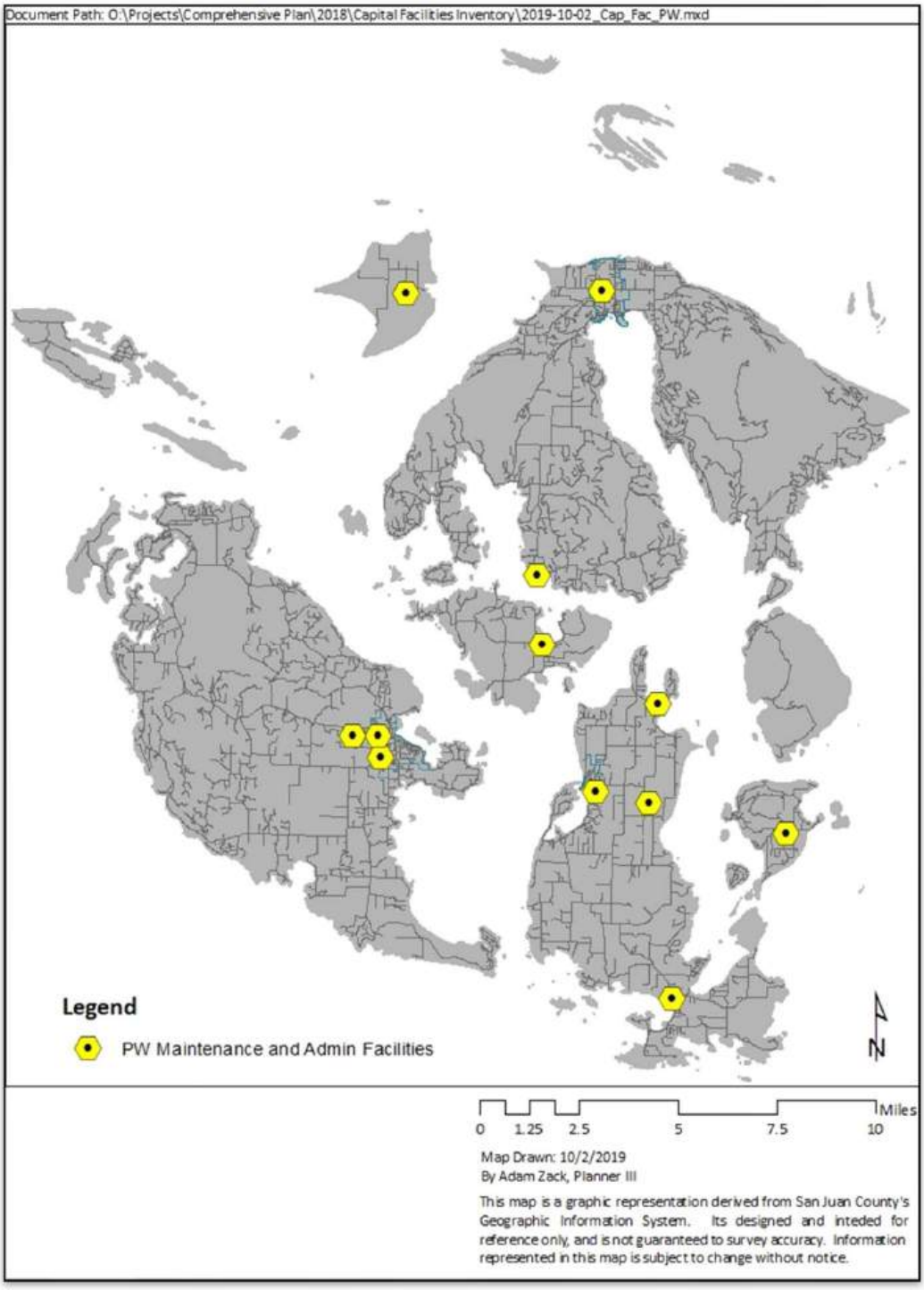
Table 18. 2025 Other Public Works Administrative and Maintenance Facilities.

Location	TPN	Administration Sq. Ft.	Maintenance Shop and Storage Sq. Ft.	Acres
1385 Blind Bay Road, Shaw Island	263422003000	N/A	800	N/A
Decatur	152232004000	N/A	N/A	5.65
Waldron	371324003000	N/A	1,152	3.43

Source: SJC Facilities.

The *2017 San Juan County Public Works Operations Master Plan* identifies facility needs and provides a 20-year implementation plan for recommended future facilities projects. Additionally, there is a project phasing schedule and a 5-year capital plan for funding. The planned and recommended projects will increase Public Works facilities' LOS on San Juan, Orcas, Shaw and Lopez Islands.

Map 6
San Juan County Public Works Administrative and Maintenance Facilities.



Marine Facilities

The County prepares an *Annual Marine Facility Report* that includes an evaluation of the structural integrity of marine facilities owned and/or maintained by the County. It identifies capital improvement projects required to sustain the facilities and to meet the goals and policies of the Comprehensive Plan. Information from the report is integrated into the County transportation Improvement program. Marine facilities are also addressed in Appendix 6, Transportation.

7.3.4 COUNTY SHERIFF

The Sheriff's Office is separated from other County general administration departments in this inventory because it provides law enforcement services that use level of service measurements and standards that differ from general administrative functions.

Law enforcement services are provided countywide by the San Juan County Sheriff's Office. The San Juan County Sheriff is the only law enforcement agency in the County. The Sheriff's Office is staffed by the Sheriff, Under Sheriff, 2 detectives, 3 sergeants and 14 deputies. Dispatch and administration for the Sheriff's Office are located in Friday Harbor. There are substations located on Orcas and Lopez Islands. Emergency 911 provides service and follow-up response to calls for service countywide. Response times are fastest on San Juan, Orcas and Lopez Islands.

Table 19. 2025 County Sheriff Stations.

Station	Location	TPN	Square Feet [1]	# of Enforcement Officers
San Juan Island	Second Street, Friday Harbor	351350701000	3,298	7
Orcas Island	Mt. Baker Road, Eastsound	271421001000	1,344	6
Lopez Island	Fisherman Bay Road, Lopez Village	251544006000	806	4

Source: San Juan County Sheriff 2025.

The San Juan Island Sheriff's station currently does not have adequate space for staff, storage and operations. The configuration of the space also poses some safety risks since officers must walk inmates up and down stairs and through public spaces. Additionally, a secure impound yard, a secure evidence room, and more jail cells are needed. The planned SJC Civic Campus could provide an opportunity for the Sheriff's station on San Juan Island to expand into the wing currently housing the offices of the auditor, treasurer and assessor.

The Lopez Island Sheriff's station, which is a space rented from the Lopez fire station, currently has adequate space for operations. The Sheriff says that Lopez needs another enforcement officer because there are times when only one officer is present (i.e. if one officer has a day off and another is on vacation or has a sick day). Having only one officer present poses a safety risk in the case of an emergency.

According to the Sheriff, the number of response calls per district closely reflects the geographic distribution of population. San Juan County Sheriff Dispatch also dispatches calls for service for all Fire and Emergency Medical Services (EMS) agencies in the County, as well as for Island Air Ambulance.

Radio System

In 2019, the Fire and EMS districts, Sheriff's Office and County Public Works sought a proposal for a new public safety radio system to replace their individual radio systems which had become outdated, and which did not provide the coverage that was needed throughout the islands. The proposal was for a state of the art, simulcast radio system with 6 channels for the Fire and EMS districts, Sheriff's Office, and Public Works, with equipment located at 20 sites, connected by fiber optic cable, on 6 islands. A sales tax was proposed to pay the estimated $3.4 million for the system. Voters passed an Emergency Communications tax in February 2020 along with the provision that the tax be reduced to a maintenance level after 5 years. The radio system has been built ,along with two subsequent rounds of improvements. In July 2025, the tax was reduced and currently provides the ongoing funding for operation of the system and to maintain a fund for repairs and future replacement

San Juan Island

The 3,298 square foot main station of the San Juan County Sheriff's Office is located in the Courthouse building at 96 Second Street North in Friday Harbor. The offices of the Sheriff and Civil Deputy are located there along with two holding cells and a special uses cell. Incarcerated citizens are taken to off-island facilities. The Sheriff provides law enforcement services to the Town of Friday Harbor through an inter-local agreement.

Source: San Juan County Sheriff 2016

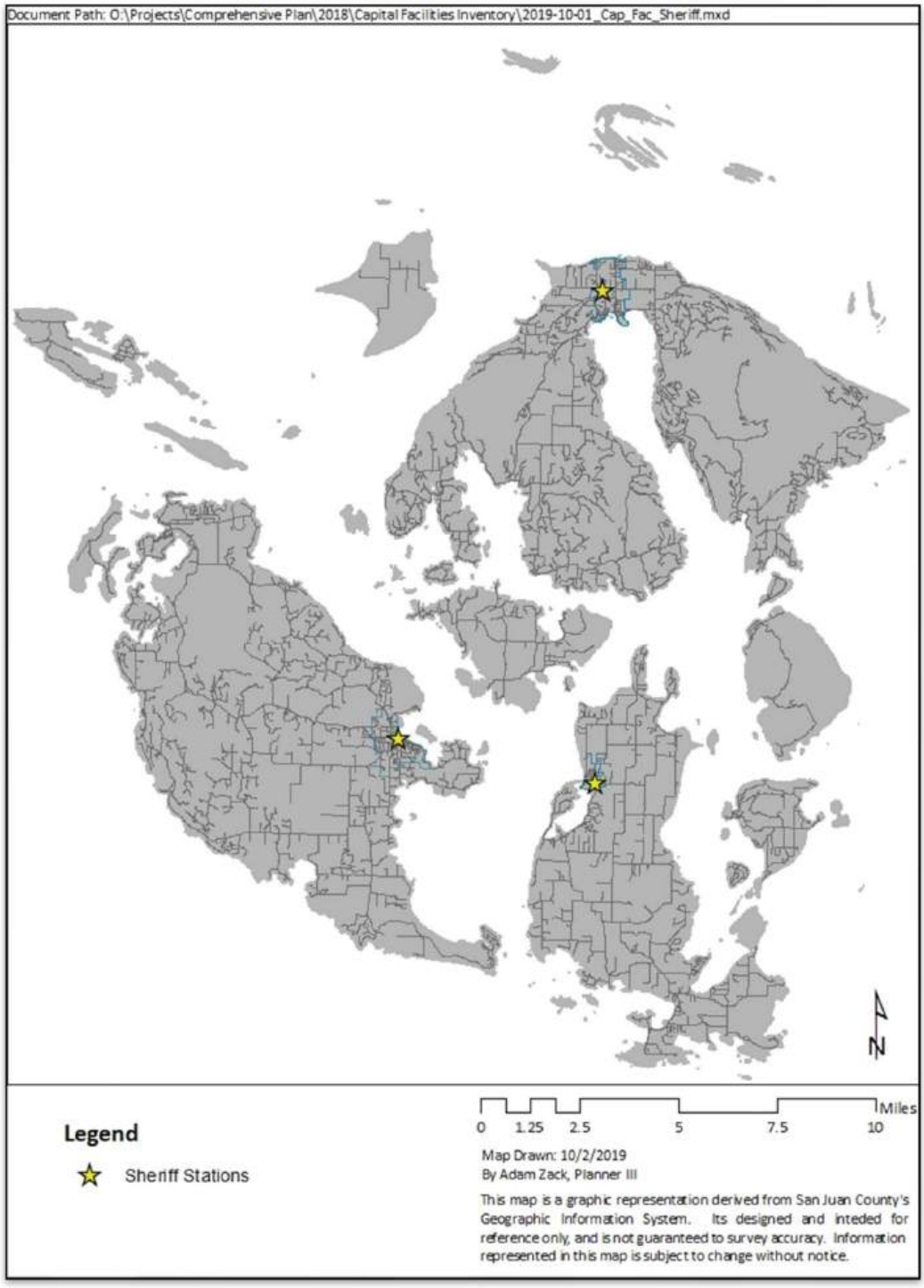
Orcas Island

The Sheriff's substation on Orcas Island is a 1,344 square foot office located on Mount Baker Road in Eastsound on Orcas Island. Deputies and a sergeant at that location respond to calls for service. There is a holding cell at this location.

Lopez Island

The Sheriff's substation on Lopez Island is located in the Fire Station on Fisherman Bay Road. There are Deputies and a Sergeant working out of that substation responding to calls for service. There is a holding cell at this facility. The existing 806 square foot facility is leased and is anticipated to provide adequate service for the future 20-year planning horizon.

Map 7
San Juan County Sheriff's Stations.



7.3.5 STORMWATER (CLEAN WATER) UTILITY

San Juan County is committed to effective stormwater management that cost effectively addresses flooding and water quality problems that may adversely affect property and the natural environment. San Juan County *Resolution 24-2009* established the San Juan County Stormwater Utility (re-named the Clean Water Utility in 2018), which is administered and operated by the County's Department of Environmental Stewardship. The Clean Water Utility (Utility) is authorized to exercise all lawful powers necessary and appropriate to planning, designing, establishing, acquiring, developing, financing, constructing, operating, managing, improving, maintaining and controlling stormwater facilities. This includes all lawful powers to fix, alter, regulate and control the rates, charges and conditions for use, and full power to enter into agreements with other governmental entities, assuring that future planning would include protection for both citizens and the fragile ecosystem of the county.

To provide optimal management of the islands' storm and surface waters and in order to protect and improve water quality, maintain aquatic and riparian habitats, and manage water quantity for enhancing groundwater recharge and reducing structural flooding risk the County requires:

- Review and approval of on-site or contributions to regional stormwater facilities for new or redeveloping land development with impervious area within Urban Growth Areas and where existing local infrastructure is inadequate to accommodate additional runoff;
- Protection and restoration of water-related critical areas (streams, wetlands, riparian, nearshore), and marine waters via the shoreline management programs;
- Management of community sewerage and private septic systems to protect public health and water quality; and
- Treatment and management of storm and surface water runoff in built (grey) facilities or natural (green) facilities such as bioswales, riparian planting, created wetlands, etc., designed to protect and improve water quality or manage drainage.

The County complies with state and federal regulations related to protecting or improving water resource conditions. With other requirements, these regulations call for the County to maintain or improve surface and groundwater water quality and manage stormwater runoff volumes to protect aquatic habitats.

The Utility has primarily referred to the *San Juan County Stormwater Basin Planning*, *Volume I and Volume II* (2016). the *Salmon Recovery Plan Update (2022)*, and coordinated with the *Voluntary Stewardship Program* (administered by the SJI Conservation District) to identify and address known water resources management issues throughout the Islands. The actions include operations and maintenance improvements as well as capital project implementation through its Capital Improvement Plan (CIP). In 2026 the County will advance an Integrated Water Resources Management (IWRM) Planning effort to update water-related plans and integrate climate resiliency into its water management. The Utility will utilize the outcomes of this updated planning effort to align its operations and capital project implementation to meet the needs of the community and environment for the next decade or more.

The Department of Environmental Stewardship in its administration of the Utility, partners with the Department of Health and Community Services and the Department of Public Works to advance the Utility's mission. Though overlapping at times, generally storm, surface, and marine waters are

addressed by Environmental Stewardship. Ground water, all drinking water and septic approvals are addressed by the Health Department. All drainage and stormwater improvements within the rural road rights of way (outside the villages and hamlets UGA's) are the responsibility of Public Works. The drainage and treatment of storm and surface waters within the UGA's are the Utility's responsibility.

The Utility is guided by a County Council appointed oversight committee, The Clean Water Advisory Committee (CWAC). In 2018, the Water Resources Committee (managed by the Health Department) and the Storm Water Committee (managed by Public Works) were merged into CWAC. Environmental Stewardship (formed in 2021 out of the Environmental Resources Division of Public Works), continues to administer the Utility and oversight by CWAC to ensure a streamlined and holistic perspective of water resources management in the County.

The Utility is primarily funded through service fees, collected throughout the Islands (except Friday Harbor where it has its own stormwater utility) based on the amount of impervious cover (rooftop, driveway, parking area, etc.) per parcel or road. One Equivalent Service Unit (ESU) is assigned per 10,000 square feet of impervious cover. The County also pursues grants from the State to help fund and advance projects. The Utility has two funds, Operating (Base fee) and Capital (Capital fee) and applies the formula provided in County Code to determine the annual rate, which is approved by Council as part of the Capital Improvement Plan approval process. Public Works retains the fees it is required to provide the Utility for its impervious cover from rural roads, to directly fund drainage and water quality improvements in the road right of way. The Utility tracks all of its facilities and projects in a GIS-based database and maintains project records within the County server system. Public Works retains its own database system of activities in the road rights of way for stormwater related practices.

COUNTY PARKS AND RECREATION

The San Juan County Parks and Fair provides recreational opportunities for County residents at twenty County parks, and a number of boat ramps and docks. The mission of the San Juan County Parks and Fair is:

- To provide and maintain quality parks and recreational opportunities that respond to the needs of residents and visitors;
- Are in keeping with the natural character and beauty of the islands; and
- Are consistent with State and County statutes and foster good stewardship of County lands.

The Recreation, Open Space, and Stewardship Plan (ROSS) contains an inventory of San Juan County's recreational assets and trails that also provide transportation. There are four classifications of assets in the ROSS: parks, marine access, natural areas, and trails. The parks inventory includes 320 acres-worth of pocket parks, local parks, regional parks, and special facilities. Each park's amenities and management issues and recommendations are listed. The marine access inventory includes docks and floats, boat launches and ramps, and shore access. There are currently 57 marine access sites. The natural areas inventory is comprised of 7,422 acres of natural area preserves and conservation easement lands. Trails make up the non-motorized transportation aspect of the ROSS. There are 50 miles of road right-of-way trails, rustic trails, and bike trails in the ROSS trails inventory.

The ROSS also analyzes needs and provides a strategy for action plans, including the responsible agency or group, necessary partner organizations, and the locations and timing for each planned action. Further, the ROSS identifies needs and a capital improvements program, including funding

sources for the facilities and acquisitions for 2017-2022. Please refer to the ROSS for a detailed parks facility inventory.

The draft *San Juan County Fairgrounds Master Plan*, includes an inventory of fairgrounds facilities, their existing conditions and a capital improvement plan. This Master Plan also provides strategies for operations and investment to ensure that the fairgrounds will continue to meet the community's needs long-term.

The table below shows the quantity of various County park facilities on ferry-served islands.

Table 20. County Park Facilities on Ferry-Served Islands

LOS Measurement	San Juan	Orcas	Lopez	Shaw
Park Acres	36	3.5	185	53
Public Beach Access Points	7	11	10	2
Boat Launch Sites	3	5	2	2
Day Use Sites	7	5	5	1
Overnight Camping Sites	25	0	39	11
Miles of Developed Hiking Trails	18	14.14	12.1	0

7.3.6 PUBLIC SCHOOLS

Four separate school districts exist within San Juan County: San Juan, Lopez, Orcas and Shaw. Each provides public education to school age residents of the County. Schools include elementary, middle school and high school. San Juan, Orcas and Lopez Island School districts are operated under the governance of a five member Board of Directors elected to four year terms. The School Boards determine policies for each district and appoints Superintendents to administer those policies and oversee personnel. Funding for each school district is through state and federal revenues and tax levies to property owners within each school district.

School Districts

The State of Washington provides funding assistance for capital projects to school districts through grant programs administered by the School Facilities and Organization (SF&O) department of the Office of Superintendent of Public Instruction (OSPI). The primary grant program is the School Construction Assistance Program (SCAP). School Facilities and Organization also administers other grant programs related to small repair and improvements, K-3 class size reduction, Science, Technology, Engineering and Mathematics (STEM), energy efficiency, pre-disaster mitigation, healthy schools, and the federal Qualified Zone Academy Bond (QZAB) program.

The SCAP program provides funding assistance to school districts that are undertaking major new construction or modernization projects. School districts are responsible for securing local funding for their projects, typically through capital bonds and/or levies and impact fees. To secure additional State assistance, projects must meet eligibility requirements based on age and condition for modernization/replacement and a need for more space for construction of a new facility or addition. If a project is eligible for funding assistance through SCAP, that funding will be partial, and will be

calculated using statewide factors related to construction costs and square footage allocations per grade level; cost categories related to certain aspects of construction projects called "recognized project costs"; and local factors including condition assessments and inventories of a school district's facilities and SFO's enrollment projections and local funding assistance percentages that are unique to each district. For a number of years SJC school districts have been assigned the 20 percent minimum funding assistance percentage (FAP) for SCAP projects. This typically doesn't cover much more than sales tax, after factoring in all the non-matchable/non-recognized components of a typical school construction project.

Washington State law allows counties and school districts to develop impact fee ordinances to help fund new school facilities, which may be needed due to growth in local areas. The general idea is to have new development help pay for the public infrastructure that will be required as a direct result of new development. Public school facilities would be required to be concurrent with new development if San Juan County decides to collect impact fees for new development; making them Category A capital facilities.

San Juan Island School District

San Juan Island School District serves San Juan, Pearl, Henry, Brown and Stuart Islands. The Friday Harbor Elementary School building is located on Grover Street in Friday Harbor. The building was constructed in 1986, occupies 39,304 square feet and is a single-story, wood-frame structure with

a pitched roof. There are sixteen classrooms serving a K–5 program. The facility also houses the principal and staff offices, a warming kitchen, multi-purpose area, library, and music room. Adjacent to the building is an open covered play area of similar construction. Water supply, sewer, storm drainage, parking, and playgrounds appear to be adequate for present use. The mechanical and electric systems have useful life ranges of 25 to 35 years.

The Friday Harbor Middle and High School buildings are located on Blair Avenue and are single-story buildings. The Middle School building is 19,686 square feet and has thirteen classrooms. It was constructed in the 1930's, then remodeled in 1977, and 1998.

Griffin bay School, an alternative education school. Griffin Bay School is now a standalone building. It is 2,294 square feet.

The High School building is 51,197 square feet and has eighteen classrooms. It was constructed in 1952 and remodeled in 1959, 1977 and 1998. In addition, Friday Harbor High School recently renovated the stand-alone "shop building" into a Science, Technology, Engineering and Math (STEM) Center. The STEM Center is now 7,841 square feet We have added to the STEM building to include our high school art program, and includes an industrial arts shop, a media production room and a multipurpose tech room. Turnbull Gym, also on the High School campus, is two stories. On the 19,328 square foot ground floor there is a full sized gym as well as locker rooms, storage rooms, a lobby and restrooms. On the second floor there is 4,307 square feet used for a weight room, storage space and an office space.

Stuart Island School is again in use and is 1,250 square feet with an additional library at 432 square feet and a teacherage at 192 square feet. This school was constructed in 1980 as an addition to the old one-room school facility constructed in 1908. According to the School District the multi-purpose classroom building is in excellent condition and the one-room classroom building is maintained in fair condition for its intended use as additional teaching space.

The table below shows San Juan Island School District facilities.

Table 21. San Juan Island School District Schools.

School	Location	TPN	Acres	Square Feet	2024 Students
Elementary	Grover Street, Friday Harbor	351392101000	14.13	39,304	327
Middle School	Blair Avenue, Friday Harbor	351491002000	9.83	19,686	158
High School	Blair Avenue, Friday Harbor	351491002000	Incl. with Middle	51,197	258
Griffin Bay School	Blair Avenue, Friday Harbor	351491002000	Incl. with Middle	**2,294**	48
Stuart Island School	Reid Harbor Rd	472911002000	3.11	1874	3

Source: San Juan Island School District 2015

Orcas Island School District

Orcas Island School District serves students on Orcas and Waldron islands. Waldron Island School serves students from kindergarten through grade 8. The Orcas Island school campus is 40.01 acres and houses an elementary school, middle school, high school, music building, cafeteria, two gyms, school library, modular classroom, and a district office. The district has an agreement with the Orcas Park and Recreation District for use of the Buck Park athletic fields for middle and high school sports programs.

Orcas Alternatives for Student Initiated Studies (OASIS) K-8 and 9-12 is an alternative educational program operated by the Orcas Island School District. The program's intent is to provide an innovative and flexible model that supports the education of a diverse student population. While each student's learning plan is unique and there is flexibility in determining the content of a student's course of study, all learning plans must support Washington State Learning Standards. The Washington State Alternative Learning Experience (ALE) (392-121-182) governs OASIS. Families have access to educational and instructional support from the Orcas Island School District.

Orcas Island School District has been in the process of modernizing and renovating the Orcas and Waldron campuses since 2009. With the passage of an 11.9 mil bond in 2012, Phases I and II are now complete. Those updates included:

- New band room in the middle school
- Career technical education center
- New tech room
- Library remodel
- New cafeteria building with culinary arts room and commercial kitchen
- New courtyard between the elementary and middle school
- Two-lane area for student drop-off

An unexpected component of the project was a flood in the elementary school, which required new flooring, drywall and paint. The work was finished in the fall of 2015. In 2017, voters approved a bond and levy for school renovation and capital projects on Orcas.

Waldron Island School has two multiple use classrooms and approximately 4,000 square feet of space. The Waldron Island School is a small school with approximately 14 students in kindergarten through 8th grade. It is one of nine schools in the State of Washington designated as "remote and necessary". The curriculum spans all nine grades with individualized programs. Facilities include two classroom spaces and a small library in one building. Staffing generally consists of three part-time certificated teachers, a classified program associate, as needed, and custodial/maintenance staff.

The table below shows Orcas Island School District facilities.

Table 22. Orcas Island School District Schools.

Schools	Location	TPN	Acres	Square Feet	2025 Students
Elementary	School Street, Eastsound	271414001000	40.01	75,608	193
Middle	School Street, Eastsound	271414001000	Incl. with Elementary	Incl. with Elementary	106
High School	School Street, Eastsound	271414001000	Incl. with Elementary	34,889	179
Waldron	Waldron	371233003000	1.77	3,891	7

Source: Orcas Public School 2025

Lopez Island School District

Lopez Island School District serves Lopez and Decatur islands. Public education is provided to school age residents of Lopez Island at the Lopez Island School complex located at the intersection of Center and School Roads. This complex houses the elementary, middle, and high schools. The school site is 30 acres and the existing buildings total 74,568 square feet. The Lopez Elementary School has expanded from 24,979 to 25,222 square feet with the transition of the atrium to staff workroom.

For school age residents of Decatur Island, public education is provided at the Decatur School. This 1,024 square-foot, one-room schoolhouse with covered play area and storage facility was remodeled in 1998. The Decatur School is one of nine schools in Washington State designated remote and necessary.

The district is steady in its enrollment (with 225 students for the past three years). Actual facility space is adequate to house projected enrollment, however, there is a need for several capital projects for student safety, facility modernization, program enhancement, energy efficiency, environmental enhancement, technology needs, and shared community use. These projects include, but are not limited to:

- Potable and non-potable water enhancement and availability;
- Structural faults and degradation effecting human safety and structural integrity in the high school building;
- Paving and driveway rerouting to address student safety connected to bus drop-off and pick-up;
- New busses and enhanced transportation facilities.
- Covered play areas;
- Modernization of classroom and other instructional sites;
- Upgrading and expansion of technology infrastructure and access to technology; and
- Shared school and community use for physical and other

activities. The table below shows Lopez Island School District facilities.

Table 23. Lopez Island School District Schools.

School	Location	TPN	Acres	Square Feet	2017 Students
Elementary	School Road	253512002000	28.78	25,222	115
Middle/High	School Road	253512003000	Incl. with Elementary	48,200	90
Decatur School	Decatur	152223003000	5	1,024	4

Source: Lopez Island School District 2017

Shaw Island School District

Public education is provided to school age residents of Shaw Island at the Shaw School. This two-room schoolhouse serves grades K-8 and is located at the intersection of Blind Bay Road and Hoffman Cove Road. The school sits on a one- square acre site and the existing buildings total 2,484 square feet. The Shaw School District reports that the existing facility is adequate and could actually accommodate as many as 29 students. High school students from Shaw, grades 9 through 12 attend one of the high schools on Lopez, Orcas, or San Juan Island.

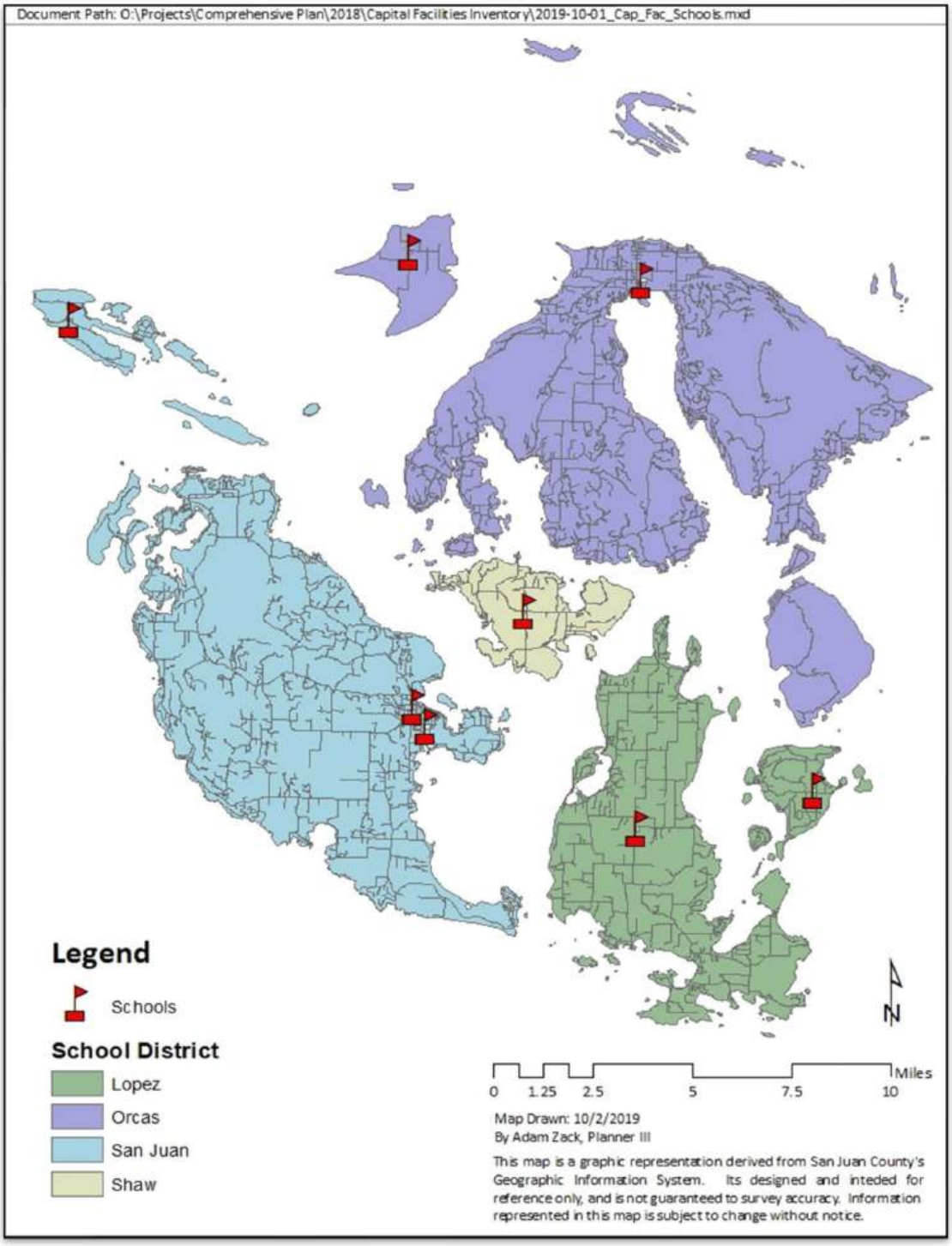
The table below shows the Shaw Island School District facility.

Table 24. Shaw Island School District School.

School	Location	TPN	Acre	Square Feet	2017 Students
Shaw School	Hoffman Cove Road	263322001000	1	2,484	15

Source: Shaw Island School District 2017

Map 8
San Juan County School Districts.



7.3.7 FIRE PROTECTION AND EMS

Fire Protection

Residents of Orcas, Lopez, Shaw, Brown, Pearl and San Juan islands outside of the Town of Friday Harbor receive organized fire protection through Fire Protection Service Junior Taxing Districts. Funding for these service districts is provided through tax levies on property within each district. Fire service districts are administered by elected fire district boards. Each board is responsible for establishing its' district policy, and setting the tax levy rate. Within the Town of Friday Harbor, fire protection is provided under contract with Fire District 3.

Most of the small, sparsely populated islands in San Juan County are not included in fire protection districts due to their geographic isolation. Individuals must provide their own fire protection or rely on loosely organized volunteer efforts. The Washington Department of Natural Resources is responsible for wildfires on State lands and has agreements with fire districts to provide initial response.
Fire districts may or may not provide Emergency Medical Services (EMS). The districts on Orcas, Lopez and Shaw do provide EMS, and more than 60 percent of the calls responded to by these districts are EMS calls.

The four most prevalent issues confronted by fire districts in San Juan County include:

- Fire response access to property;
- Water supply for fires;
- Response time to the outlying areas farthest away from staffed or un-staffed stations; and
- Non-feasibility of mutual aid, except for major fire and EMS call.

The issues listed above are difficult to resolve because they arise from the need for additional personnel and equipment that require ferry transportation to the scene of a fire and/or EMS incident. Also, other problems occur in providing fire protection service throughout the County. For example, some homes are sited on steep hills or have narrow or brush-covered access roads with no turn-around area. Additionally, large fire-fighting vehicles that are water-laden cannot climb steep hills, make tight turns, or travel down roads without a turn-around. The result is longer response times and potentially inadequate fire protection service.

An additional challenge to providing fire protection in some areas of the county is water supply. The Washington Survey and Rating Bureau (WSRB) rates the ability of each district to provide fire

protection. The WRSB rating directly affects the premiums that individual property and homeowners pay for fire insurance. To determine a rating, the WRSB evaluates both the fire district and existing water supply systems, which are weighted equally. For example, an area with a substandard water system, which is served by a good fire department, will receive a poor rating and vice versa. Without water mains and rated fire hydrants, areas are limited to 8th class, regardless of the quality of fire protection.

All of the fire departments in the county participate in countywide mutual aid agreements. This agreement allows the fire departments to share resources and provide assistance during major fires. In most cases, mutual aid is slow and difficult due to the need to transport personnel or equipment from island to island. The County fire departments do not have cross-county mutual aid agreements. When mutual aid resources are insufficient to manage a situation, the responsible fire department can request state assistance. State assistance for major fires is not available outside of fire districts.

San Juan Island

San Juan Island District 3

San Juan County Fire Protection District No. 3 covers 55 square miles and serves the Town of Friday Harbor and the islands of San Juan, Brown, Dinner, Henry, Stuart, Johns, Spieden, and O'Neil from 10 fire stations, and several fire caches throughout the jurisdiction. A three-member Board of Commissioners provides legislative direction and governs the District. The table below identifies District 3 fire stations.

Table 25. 2020 San Juan Island Fire District 3: Stations and Caches.

Station	Area	Location	TPN
31	Friday Harbor	1011 Mullis St	352312016000
31A	Friday Harbor	1293 Turn Point Rd	351341005000
32	Cape San Juan	488 Island Drive	240551037000
33	Bailer Hill	3189 Bailer Hill Rd	353050029000
34	Sunset Point	5174 Westside Rd	450231010000
35	Roche Harbor	32 Cessna Ave	461333002000
36	Eagle Crest	367 Three Corner Lake Rd	350513001000
371	Brown Island	Lot 8	351250008000
372	Pearl Island	Lot 12	461454012000
373	Henry Island	Capital Plan	TBD
3741	Stuart Isl. W	Capital Plan	Temporary Cache
3742	Stuart Isl. E	1378 Marine Ln	472753039000
375	Johns Isl.	Capital Plan	Temporary Cache

District 3 headquarters, Station 31, is located in unincorporated Friday Harbor. Staffing is augmented by volunteer firefighters and first responders. The district has 8.5 FTE and 5 vacancies:

- 1 Chief Executive; Fire Chief
- 1 Executive Assistant; Finance & Administration
- .5 Administrative Assistant; Board Secretary & Administration
- 1 Battalion Chief; Operations

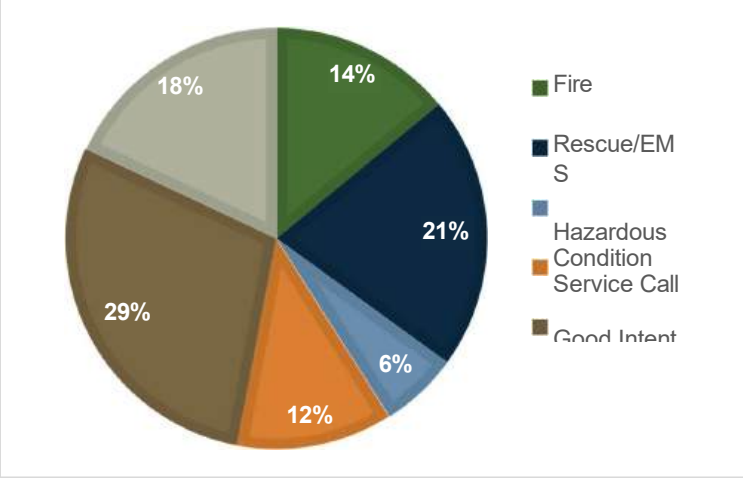
- 1 Station Captain; Operations
- 1 Logistics Captain; Logistics
- 1 Lieutenant; Training
- 2 Shift Operators; Operations
- Vacancies; 3 Shift Lieutenants, 1 Shift Operator, 1 Shift Firefighter

Additionally, 37 Paid on-call emergency responders, 8 specialists and support personnel assist the district. The district provides all-hazards response services, specializing in:

- Structure and Wildland fires;
- First Aid & CPR in Support of the local EMS District;
- Vehicle Accidents;
- Search & Rescue in Support of the County Sheriff's Office;
- Marine Operations;
- Other hazardous conditions;

Fire District 3's five-year average district-wide dispatch to arrival time is 10.2 minutes. Over this period 44% of the calls were fire responses and 56% were EMS responses totaling 3,839 events. 68% of the total responses were within the Friday Harbor response area which is where Station 31 (Headquarters) is located. The average five-year dispatch to arrival time for Station 31 is less than 7 minutes.

Figure 4
2016 Fire District 3: Call Percentage by Type.



Source: San Juan Fire District 3 2016

Table 26. 2025 San Juan Island Fire District 3: Mechanical Inventory by Station Assignment.

Station	Type	Detail
Station 31	Type 1 Engine	2014 Rosenbauer BLS Aid Class A/Type 1 1,000 GPM, 1,000 Gal Pumper
	Quint	2000 Spartan BLS Aid 1500 GPM Pumper, 500 Gal, 65' TeleSqurt Aerial

	Medium Rescue	1999 Freightliner FL70, BLS Hackney Air & Rescue
	Type 3 Brush Engine	2013 Ford 550 Type 3 Brush, Extended Cab
	Command	2020 Fort 150, xl Super Cab, Interceptor
	Auxiliary	2013 Ford Explorer, Interceptor
	Command	2019 Fort 150, xl Super Cab, Interceptor
	Utility	1997 Ford 250 Pick-Up, box bed
	Command	2011 Ford 150, xl Super Cab, short bed
	Utility	1997 Ford 250, xl Ext Cab, Box Bed
	Util. Trailer	2010 Single Axle ATV trailer
Station 31 A	Fire Boat	2022 SafeBoat USA, EMS31 Rapid Response Vessel, 500 GPM Remote Monitor
Station 32	Type 1 Engine	2014 Rosenbauer Class A/Type 1 1,000 GPM, 1,000 Gal
Station 33	Type 1 Engine	2014 Rosenbauer Class A/Type 1 1,000 GPM, 1,000 Gal Pumper
	Type 2 Tender	2003 Pierce International Tender, 2,000 Gallon
	Reserve Type 1 Engine	1986 Pierce Dash Class A/Type 1 1,000 GPM, 750 Gal
	Type 3 Brush	2008 International, 350 GPM, 1,000 Gal
Station 34	Type 1 Engine	2014 Rosenbauer Class A/Type 1 1,000 GPM, 1,000 Gal
Station 35	Type 1 Engine	2014 Rosenbauer Class A/Type 1 1,000 GPM, 1,000 Gal
	Type VI Engine	2003 Ford 550 110 GPM, 300 Gal
Station 36	Type 1 Engine	2014 Rosenbauer BLS Aid Class A/Type 1 1,000 GPM, 1,000 Gal
	Type 2 Tender	1997 Ferrotek FL80, 500 GPM, 2,500 Gal
Station 371	Type 2 Engine	1997 IHC Stake Bed Type 2 Modified Urban Interface, 500 GPM, 500 Gal
Station372	ATV	2004 John Deere Gator
Station373	N/A	N/A
Station 3741	Type VI Engine	2002 Ford xl 550 110 GPM, 300 Gal
Station 3742	Type VI Engine	1992 Chevy 150 GPM, 300 Gal
3751	UTV-Type 7 Engine	2023 Gravely Super Cab, 100 GPM, 85 Gal

Map

San Juan Island Fire District 3. Includes the OUTER ISLANDS outlined above:
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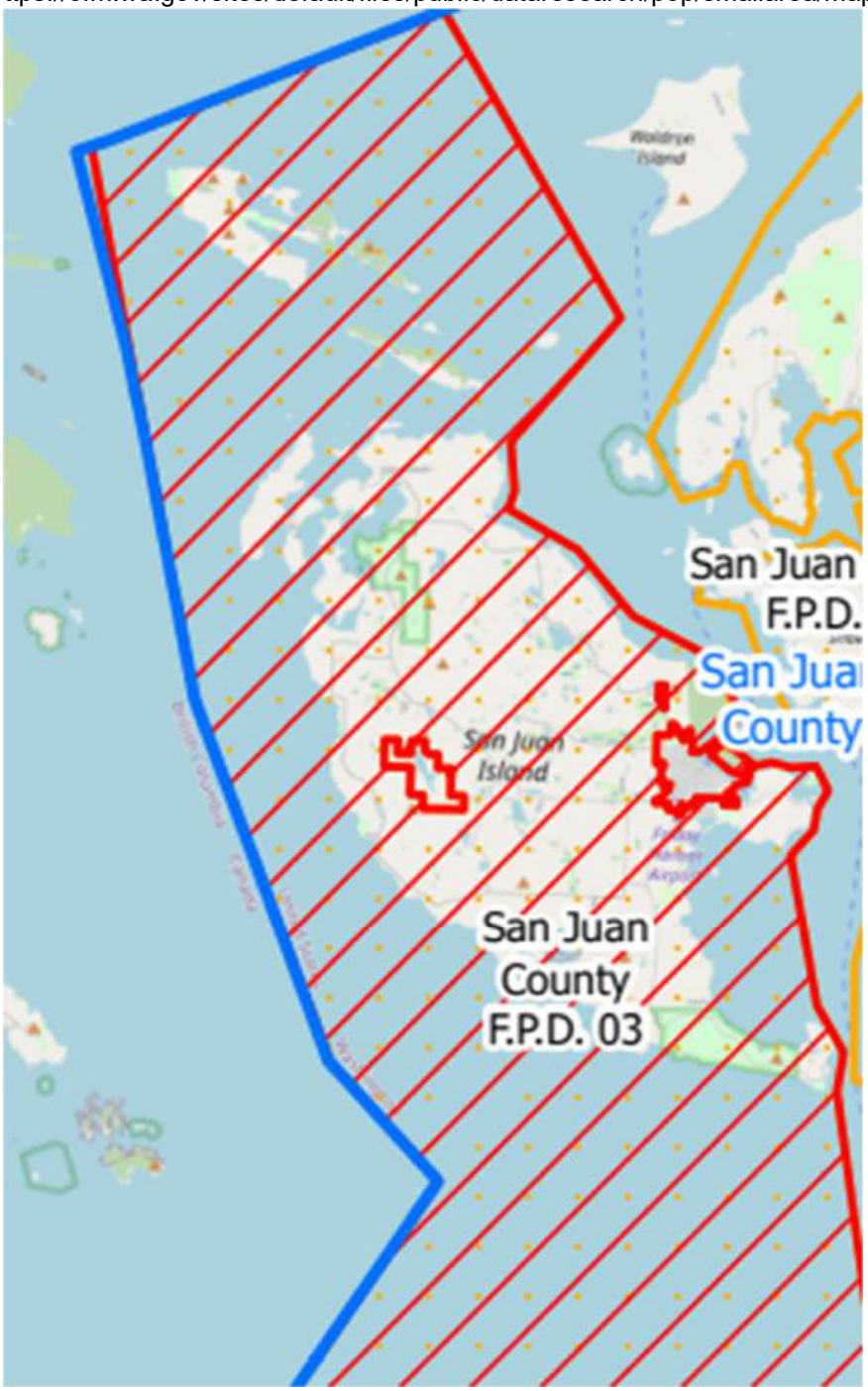
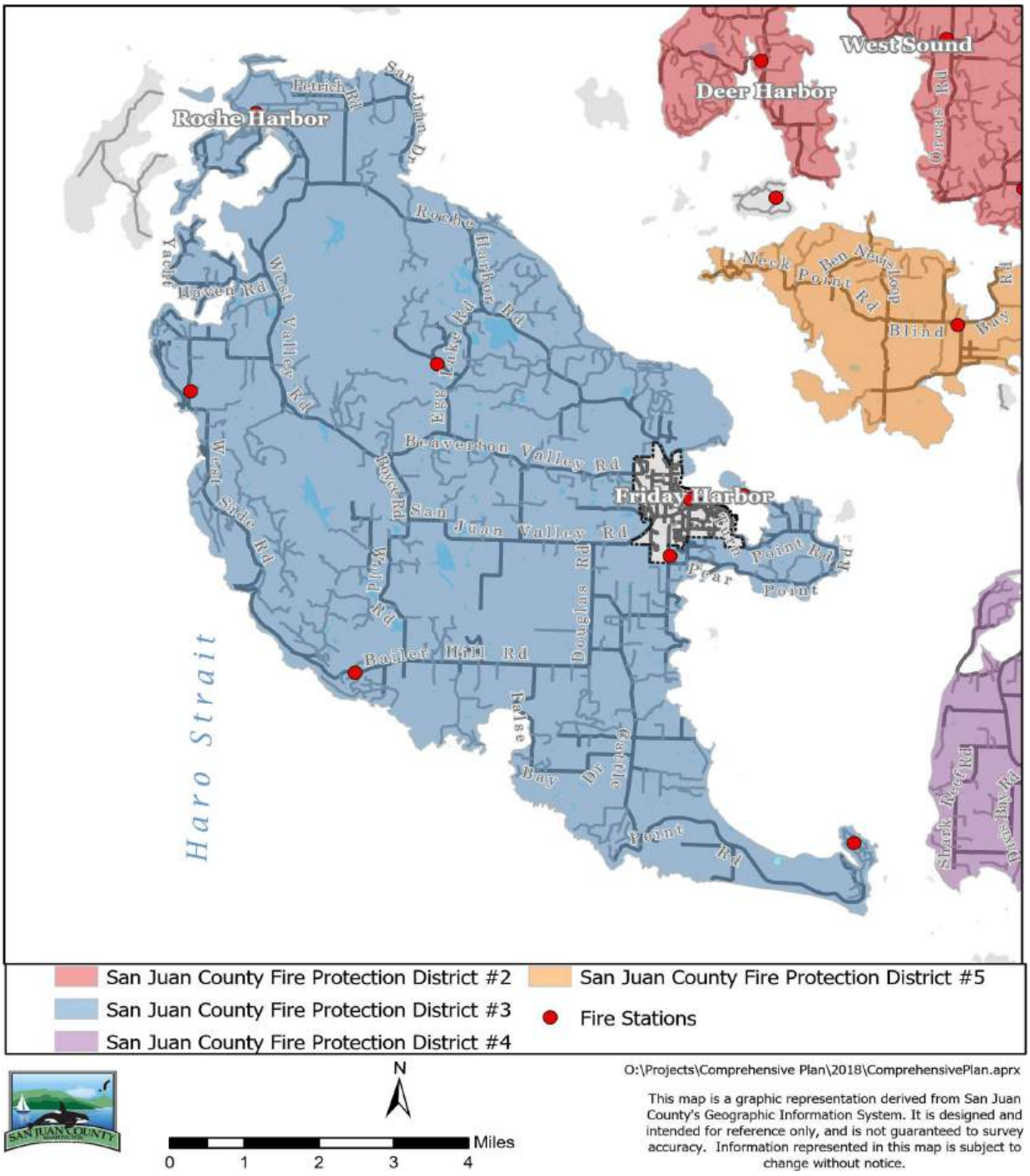


Map 9
San Juan Island Fire District 3.



Orcas Island

Orcas Island Fire District 2

San Juan County Fire District 2 serves Orcas Island from seven fire stations. Orcas Island is a 57 square mile island divided into two main lobes of land connected by the hamlet of Eastsound. A five-member Board of Commissioners provides legislative direction and governs the District.

Table 27. Orcas Island Fire District 2: Stations.

Station	Area	Location	TPN
21	Eastsound	45 Lavender Lane	271412019000
22	West Sound	78 Deer Harbor Road	260444011000
23	Rosario	53 Firehouse Lane	173113002000
24	Deer Harbor	59 Channel Road	260724006000
25	Obstruction Pass	267 Obstruction Pass Road	160942002000
26	Orcas Ferry Landing	1163 Killebrew Lake Road	262322004000
27	Doe Bay	3634 Point Lawrence Road	173543004000

Source: Orcas Island Fire District ~~3~~2

District 2 headquarters, Station 21, is located in Eastsound. The station is staffed 24 hours, seven days a week, by one firefighter/paramedic and one firefighter/EMT. Staffing is augmented by 50 volunteer firefighters and EMTs. The district has 12 full-time paid employees.

- 1 Chief
- 1 Director of Administration and Finance
- 1 Division Chief of Training
- 8 Career Firefighter/Paramedics or Firefighter EMTs
- 50 Volunteer FF/EMT/Responders with various certification
- 1 Office Manager/Board Secretary (PT)
- 1 Admin. Assistant (PT)
- 1 Public Information Officer (PT)
- 1 Public Education Coordinator (PT)

The district has the ability to respond to calls for:

- Structure Fires;
- Emergency Medical situations;
- Motor Vehicle Accidents (Technical Rescue/Extrication Team);
- Wildland Fires;

- Technical Rescue/Low and High Angle Rope;
- Wilderness Search and Rescue (Orcas Island Fire and Rescue augments search efforts of the County Sheriff's department);
- Limited response for Hazardous Materials; and
- Limited response for Marine Rescue/Search and Rescue/Transport.

Table 28. Orcas Island Fire District 2: Mechanical Inventory.

Station	Type	Detail
Station 21	Fire Engine	1987 H&W Spartan
	Fire Engine	2008 Ford F550/Darley WASP (Wildland Attack Structure Protection)
	Rescue	2008 Ford F-450 Rescue
	Ambulance	2022 Ford F Series 4wd ambulance ALS equipped
	Ambulance	2019 Ford F Series 4wd ambulance ALS equipped
	Wildland	2023 Ford F-550 Brush Truck
	SUV	2012 Chevy Tahoe Fire Chief
	SUV	2015 Chevy Tahoe Division Chief
	SUV	2023 Ford Explorer Volunteer Officer BLS equipped
	SUV	2023 Ford Explorer Command/Paramedic ALS equipped
	Utility Truck	2008 Ford F-350 equipped with flat-bed, lift gate, modular wildland pump
Station 22	Fire Engine	2008 Ford F550/Darley WASP (Wildland Attack Structure Protection)
	Tender	2007 Sterling Vacuum Tender/Pumper
Station 23	Fire Engine	1997 Navistar
	Tender	2008 Sterling Vacuum Tender/Pumper
Station 24	Fire Engine	2008 Ford F550/Darley WASP (Wildland Attack Structure Protection)
	Ambulance	2006 Ford F Series 4wd ambulance BLS equipped
Station 25	Fire Engine	2005 Seagrave
Station 26	Wildland	2003 Ford F-550 Brush Truck
	Fire Engine	2005 Seagrave
Station 27	Ambulance	2001 Ford E Series ambulance BLS equipped
	Fire Engine	2008 Ford F550/Darley WASP (Wildland Attack Structure Protection)

Source: Orcas Fire District 2
ALS: Advanced Life Support BLS: Basic Life Support

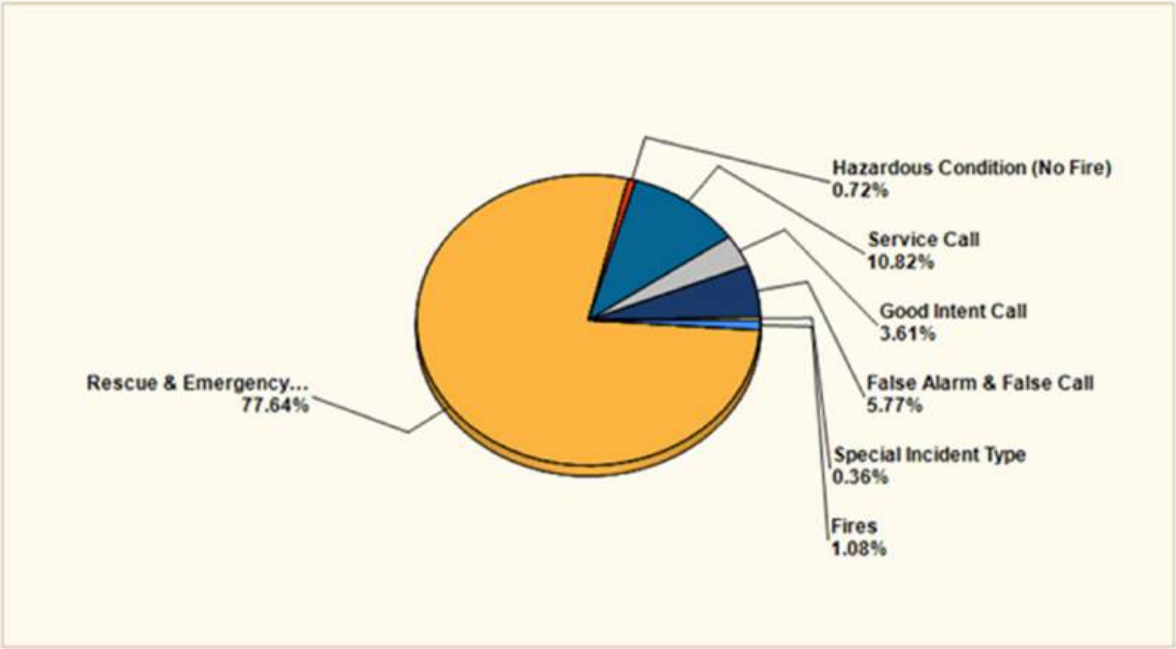
Fire District 2 responds to all fire and medical related emergencies with staffing that includes:

- Advanced Life Support (ALS) with Firefighter Paramedics, and
- Basic Life Support (BLS) with Firefighter-Emergency Medical Technicians (EMT).

2024 Response Time Statistics
Average Turnout Time Dispatch to Enroute: 1 minute : 12 seconds
Average Response Time from Dispatch to Arrival: 9 minutes : 48 seconds
Average Time on Scene, Arrived to Cleared: 32 minutes : 41 seconds
Eastsound crews from Station 21 respond to all calls unless cancelled by a closer unit staffed by volunteers at outlying stations.

Figure 5

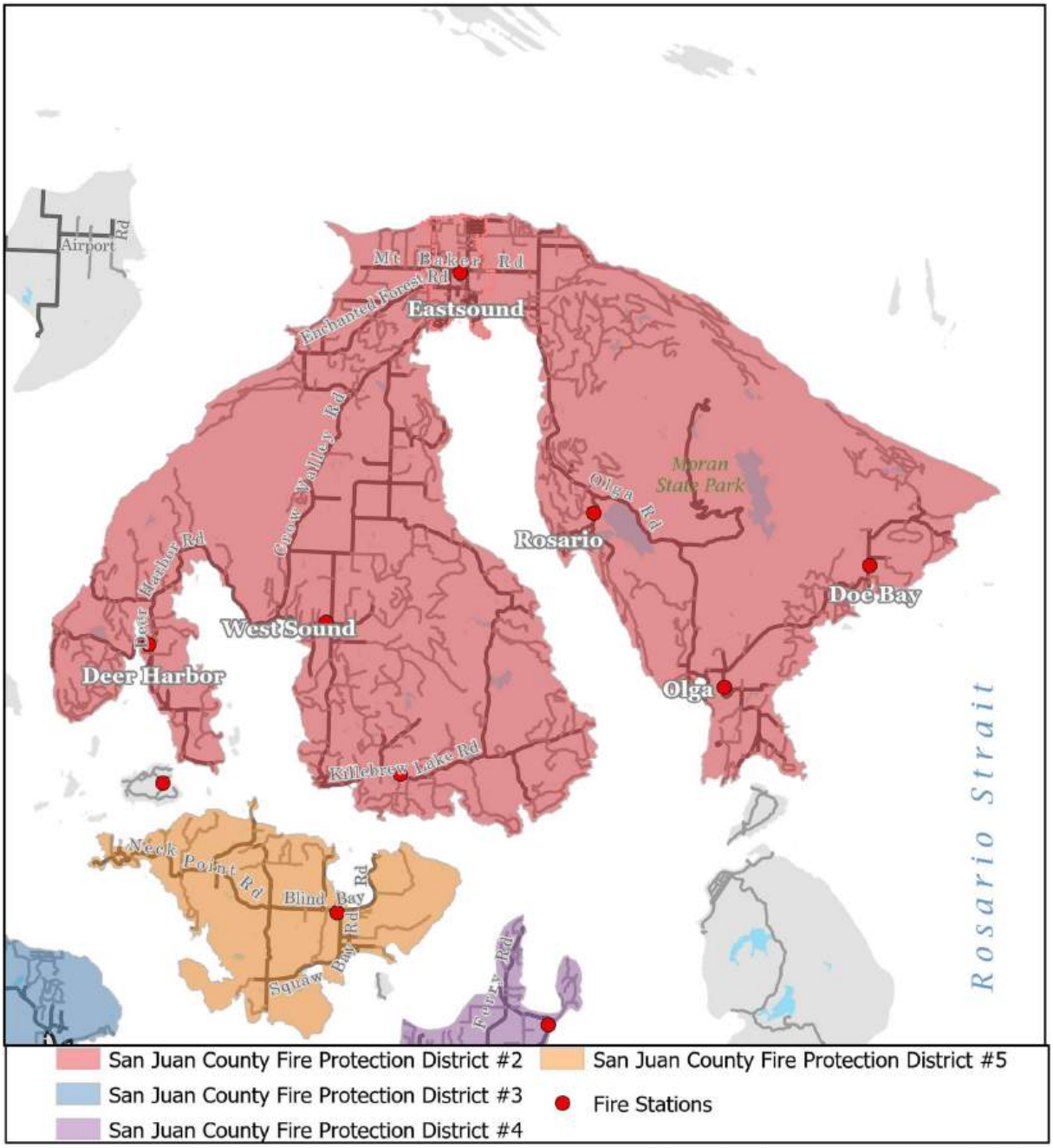
2024 Call Type



MAJOR INCIDENT TYPE	# INCIDENTS	% of TOTAL
Fires	12	1.08%
Rescue & Emergency Medical Service	861	77.64%
Hazardous Condition (No Fire)	8	0.72%
Service Call	120	10.82%
Good Intent Call	40	3.61%
False Alarm & False Call	64	5.77%
Special Incident Type	4	0.36%

Source: Orcas Fire Department, 2019

Map 10
Orcas Fire District 2.


Airport Rd
Mt Baker Rd
Enchanted Forest Rd
Eastsound
Crow Valley Rd
Moran State Park
Olga Rd
Rosario
Doe Bay
Deer Harbor Rd
West Sound
Deer Harbor
Olga
Killebrew Lake Rd
Neck Point Rd
Blind Bay
Blind Bay Rd
Squaw Bay Rd
Ferry Rd
Rosario Strait
San Juan County Fire Protection District #2
San Juan County Fire Protection District #3
San Juan County Fire Protection District #4
San Juan County Fire Protection District #5
Fire Stations
N
Miles
0 1 2 3 4
O:\Projects\Comprehensive Plan\2018\ComprehensivePlan.aprx
This map is a graphic representation derived from San Juan County's Geographic Information System. It is designed and intended for reference only, and is not guaranteed to survey accuracy. Information represented in this map is subject to change without notice.

Lopez Island

Lopez Island Fire District 4

San Juan County Fire District 4 covers 27 square miles on Lopez Island from four fire stations:

Table 29. Lopez Island Fire District 4: Stations.

Station	Area	Location	TPN
41	Village Center	2228 Fisherman Bay Road	251544006000
42	South End	20 MacKaye Harbor Road.	141855002000
43	North End	810 Port Stanley Road	250143011000
44	Island Center	4136 Center Road	252634003000

Source: Lopez Fire District 4

The district has eight paid employees:

- 1 Chief Officer;
- 1 Part time Deputy Chief
- 3 Captain Paramedic Firefighters.
- 1 Administrative Coordinator
- 2 Fire Fighter EMT's

Additionally, the district is assisted by volunteer staff. Two Lieutenants Fire and EMS. Three Lieutenants fire only, Two Lieutenants EMS only, Five Firefighter/EMT, Eleven EMT only, and Nine Firefighter only.

Table 30. Lopez Island Fire District 4: Equipment Detail.

Station	Type	Detail
Station 41	Engine 41	1996 H&W, 1500 GPM, 750 Gal. Will be replaced in late 2025 with a 2025 Spartan 1500 GPM, 1000 gallons.
	Tender 41	2007 H&W, 1000 GPM, 750 Gal with CAFS
	Rescue 41	2023 Dodge RAM 5500, 250 GPM, 400 Gal with Ultra high pressure pump.
	Aid 41	2015 Dodge Braun ALS Unit
	Bush 41	2021 Ford F-350 18 GPM pump, 250 gallons Paramedic Response units x 3
	Trailer	2005 utility trailer (at station 43 but will move in late 2025 with addition of mini pumper)
		Command Vehicle
Station 42	Engine 42	1997 Central States, 1500 GPM, 1000 Gal. Will be

		retired in late 2025 and replaced with the 1996 H&W from Station 41.
	Tender 42	2002 Freightliner 500 GPM, 1800 Gal
	Brush 42	1996 Ford F350, 250 GPM, 250 Gal

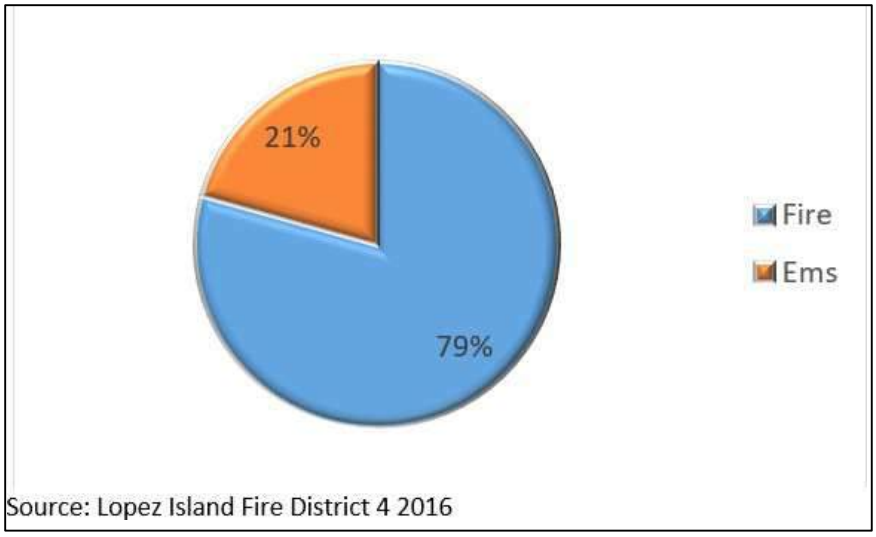
Station	Type	Detail
Station 43	Engine 43	Late 2025: 2024 Ford F-600 mini pumper , 750 GPM, 500 Gal
	Brush 43	2004 Boise Mobile type 3 engine 500 GPM 500 gallons
Station 44	Engine 44	1996 H&W 1500 GPM, 750 Gal
	Aid 44	2022 Horton, Dodge RAM 5500

Source: Lopez Island Fire District 4

Fire District 4 has the ability to respond to calls for:

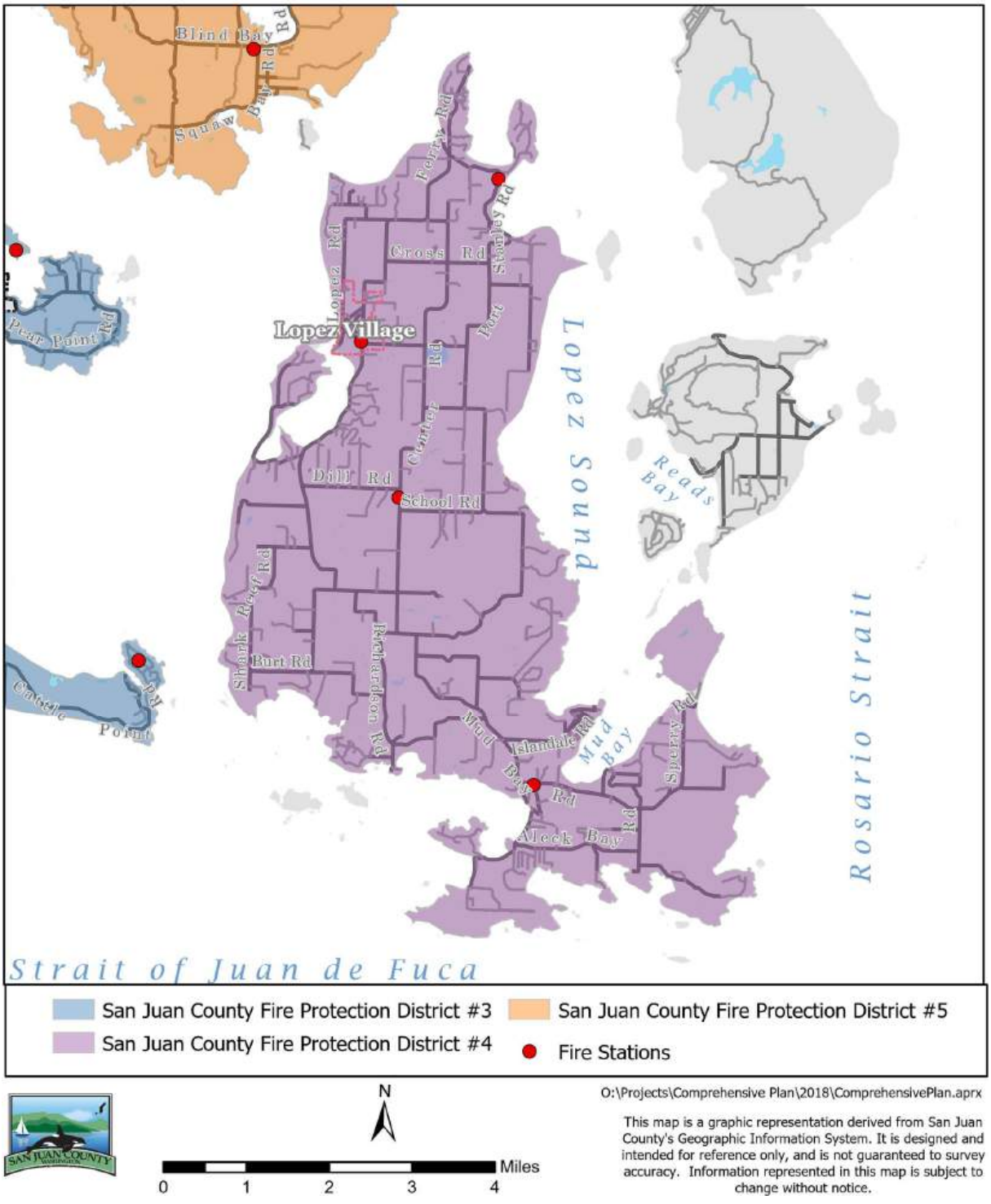
- Structure fires;
- Emergency medical response; Both ALS and BLS
- Motor vehicle accidents (Technical rescue/Extrication team);
- Wildland Fire;
-
- Wilderness Search and Rescue (Lopez Island Fire District 4 augments search efforts of the County Sheriff's department); and
- Hazardous Materials Response.

Figure 6
Lopez Fire District 4: Call Percentages by Type. 2024 Call response EMS Response 89% Fire and other 11%



Source: Lopez Island Fire District 4 2016

Map 11
Lopez Fire District 4.



Shaw Island

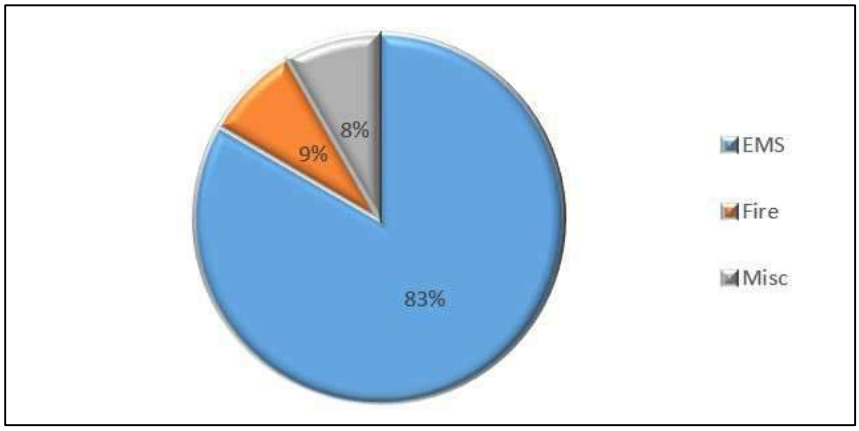
Shaw Island Fire District 5

San Juan County Fire District 5 serves Shaw Island and consists of three separate fire stations. A three-member Board of Commissioners governs the District. They provide Legislative direction. The department has two part-time employees, a Chief and an EMS Coordinator. Staffing is augmented with nine volunteer firefighters and eight volunteer EMTs.

Average response time in 2016 was six minutes. Multiple response is normal on Shaw Island with all stations reporting to all calls.

Station 51 is located at 44 Reef Net Bay Road and consists of two buildings. 4495 square feet total. It houses all of the apparatus except for a wildland truck-W52. That engine is housed at Station 52 which is located at 1903 Ben Nevis Loop. Building is 480 square feet.

Figure 7
Shaw Fire District 5: Call Percentages By Type.



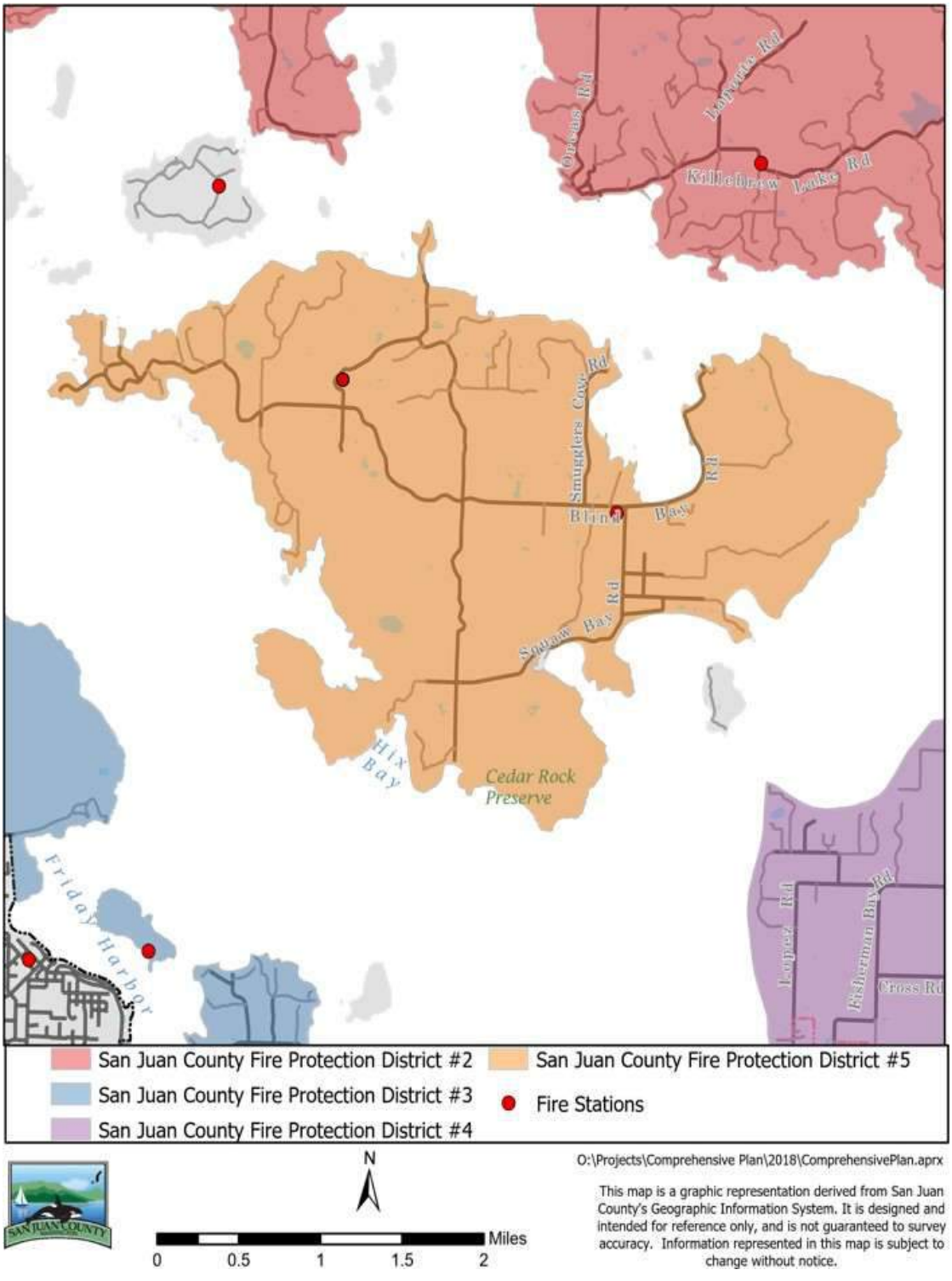
Source: Shaw Fire District 5

Table 31. Shaw Fire District 5: Equipment Detail.

Station	Type	Detail
Station 51	Fire Engine	E 51 – 1999 Pierce Dash 750 GAL/1000 GPM
	Tanker	W-51 - 2018 Dodge 550 4WD 400GAL 100GPM
	Ambulance	BLS AMBULANCE Aid 51 – 1991 Aid 52- Back uo Ambulance
	Fire Engine	E 52 – 1986 Pierce Dash 750 GAL/750GPM
	Fire Engine	W-52 - 2001 International 700 GAL
Station 52	Type 4 Engine	W-52-1996 International Type 4 Engine.

Source: Shaw Island Fire District 5

Map 12
Shaw Fire District 5.



Hospital Districts

The t below identifies the public hospital district facilities serving San Juan County.

Table 32. San Juan County Public Hospital Districts.

District	Name	Address	TPN / Square Footage
1	Administrative Offices	535 Market Street, Suite E, Friday Harbor	351491537000 2,484 square feet
	Village at Home	535 Market Street, Suite C. Friday Harbor	351491537000 1,356 square ft.
	Village at the Harbor	543 Spring Street, Friday Harbor	351491513000 28,400 square ft.
	San Juan Island EMS	1079 Spring Street, Friday Harbor	351491801000 4,300 square ft.
2	Lopez Island Hospital District	262 Weeks Rd, Lopez Island	251541011000 8,800 square feet (w/o deck)
3	Orcas Island Health Care District (OIHCD)	**410 Prune Alley, Unit B, Eastsound**	271452101000 Unit B – 546 square feet
	Island Health Primary Care - Orcas	7 Deye Lane, Eastsound	271411009000 6,067 square feet (w/o deck)

San Juan County Public Hospital District #1

San Juan County Public Hospital District No. 1 is a junior taxing district of San Juan County, Washington serving the Town of Friday Harbor, San Juan Island, and the islands of Brown, Pearl, Henry, Spieden, Stuart, Johns, and some smaller islands. San Juan County Public Hospital District #1 operates San Juan Island EMS, Village at the Harbor, and Village at Home. It also pays a large subsidy to support clinic and hospital services at Peace Health Peace Island Medical Center, Mt. Baker Planned Parenthood, Joyce L. Sobel Family Resource Center, and the Prevention Coalition. It has two levies, one which supports EMS, and the other which supports all remaining operations and subsidies.

Lopez Island Hospital District

Emergency and general health care on Lopez Island is provided entirely at the UW Medicine Lopez Island Clinic located at the northwest corner of Washburn Place and Village Road. The clinic is a 2,300 square foot outpatient facility owned by the Katherine Washburn Memorial Association and governed

by a non-profit organizational board made up of nine elected members. In April of 2017, voters approved *Resolution 9-2017*, approving a Hospital Taxing District for Lopez Island. The district was created with five commissioners residing within five separate districts. The district was developed to help offset costs associated with funding rural healthcare.

On September 30, 2017, UW Medicine assumed full operation of the clinic and clinical care for patients on Lopez Island. The Catherine Washburn Association continues to assume property management of the space to include assessment and management of equipment and building maintenance.

The medical clinic is open from ~~9~~8:00 a.m. to 5:00 p.m. Monday through Friday. It does not provide beds for patients to stay in for any extended length of time. One nurse practitioner and one physician provide service at the clinic. The clinic serves an average of 4,900 patients per year.

Orcas Island Health Care District (OIHCD)

OIHCD was formed as a Public Hospital District in 2018, is governed by a Board of five elected Commissioners, and employes a Superintendent and an Administrative Assistant. The District currently owns two parcels of land, one which houses the medical clinic building and the other is vacant.

OIHCD entered into a service agreement with Island Health in 2021, branding the medical clinic as Island Health Primary Care – Orcas.

Emergency Medical Services

San Juan Island

Emergency Medical Services (EMS-911) and critical care transport services are provided through San Juan Island Emergency Medical Services, which is operated by the San Juan County Public Hospital District No. 1. It is based out of the Frank Wilson Memorial building located next to the PeaceHealth Medical Center at 1117 Spring Street in Friday Harbor.

San Juan Island Emergency Medical Services has three fully equipped Advanced Life Support (ALS) ambulances and several support vehicles. San Juan Island EMS has over 30 active volunteer EMTs. Marine emergency medical response is completed with the Sheriff's boat, moored at Friday Harbor Marina, along with vessel assist/rescue from the Coast Guard and Navy. The fire boat belonging to San Juan Island Fire and Rescue is sometimes utilized for in-District responses.

All of the islands' ALS ambulances are stationed at the headquarter station. The 4,300- square-foot facility consists of a two-bay garage for two ambulances, a classroom that can accommodate 50 students, full kitchen area, administrative offices, three restrooms and ample storage space. The upstairs accommodates a conference room, bathroom with showers, and sleeping quarters, and an additional finished storage area. At any given time a minimum of one EMT and one paramedic will be on duty staffing one ambulance. Staffing may exceed this, but does not go below this minimum staffing level.

Services provided at PeaceHealth Medical Center are limited and patients in need of serious care are flown *via* Airlift Northwest (helicopter), Island Air Ambulance (fixed wing), Life Flight (helicopter), or ferried to Island Hospital in Anacortes, St. Joseph's Hospital in Bellingham, Harborview Medical Center in Seattle, as well as other regional hospitals and trauma centers. Emergency transport by air providers takes 15-30 minutes to reach most destinations from San Juan Island. Sometimes these services are not available due to weather and other patient care needs. The Coast Guard and Navy respond in extreme weather conditions and work with San Juan Island EMS to initiate patient care and prepare patient transport.

San Juan Island EMS responds to San Juan, Brown, Pearl, Henry, Spieden, Stuart, Dinner, O'Neal, Cactus, Satellite, Johns, Cemetery, Gossip (aka George), Goose, Sentinel, Turn, Flattop, Low, Battleship, Barren, Posey, Pole, Ripple, Gull Rock, Danger Rock, Happy, Guss and Reef Pro Islands.

The average district-wide call response time is about 8 minutes. Around 70 percent of calls are in the Friday Harbor area where response time is approximately 5 minutes. San Juan Island EMS responds to all EMS calls within its District boundaries.

Table 33. Emergency Medical Stations.

Station	Address	TPN	Area
Frank Wilson EMS Building	1079 Spring Street	351491801000	Friday Harbor

Source: San Juan County EMS 2017

San Juan Island EMS is part of San Juan County Public Hospital District No. 1, a large healthcare services provider on the island with over 50 employees. San Juan Island EMS is supported by an administrative team and various other professionals outside of the department of EMS. San Juan Island EMS has twelve full-time, uniformed employees:

- 1 Chief (EMT)
- 1 Assistant Chief (Paramedic)
- 1 Director of Outreach and Logistics (EMT)
- 5 staff Paramedics
- 4 staff Emergency Medical Technicians.

The department has over 20 volunteer Emergency Medical Technicians that assist with calls. The department has the ability to respond to the following calls:

Primary

- Emergency Medical Response
- Community Paramedicine
- Motor Vehicle Accidents
- Marine Rescue/Search and Rescue/and Transport

Secondary or Assist

- Structure Fire
- Wildland Fire
- Low and High Angle Rope/Technical Rescue
- Wilderness Search and Rescue
- Hazardous Materials Response

Orcas Island

Emergency medical services are provided by Orcas Island Fire District 2. Advanced Life Support (ALS) trained Firefighter Paramedics and Basic Life Support (BLS) trained Firefighter-Emergency Medical Technicians (EMT) respond to all medical calls.

Lopez Island

Emergency medical services are provided and funded through Lopez Fire District 4. Services

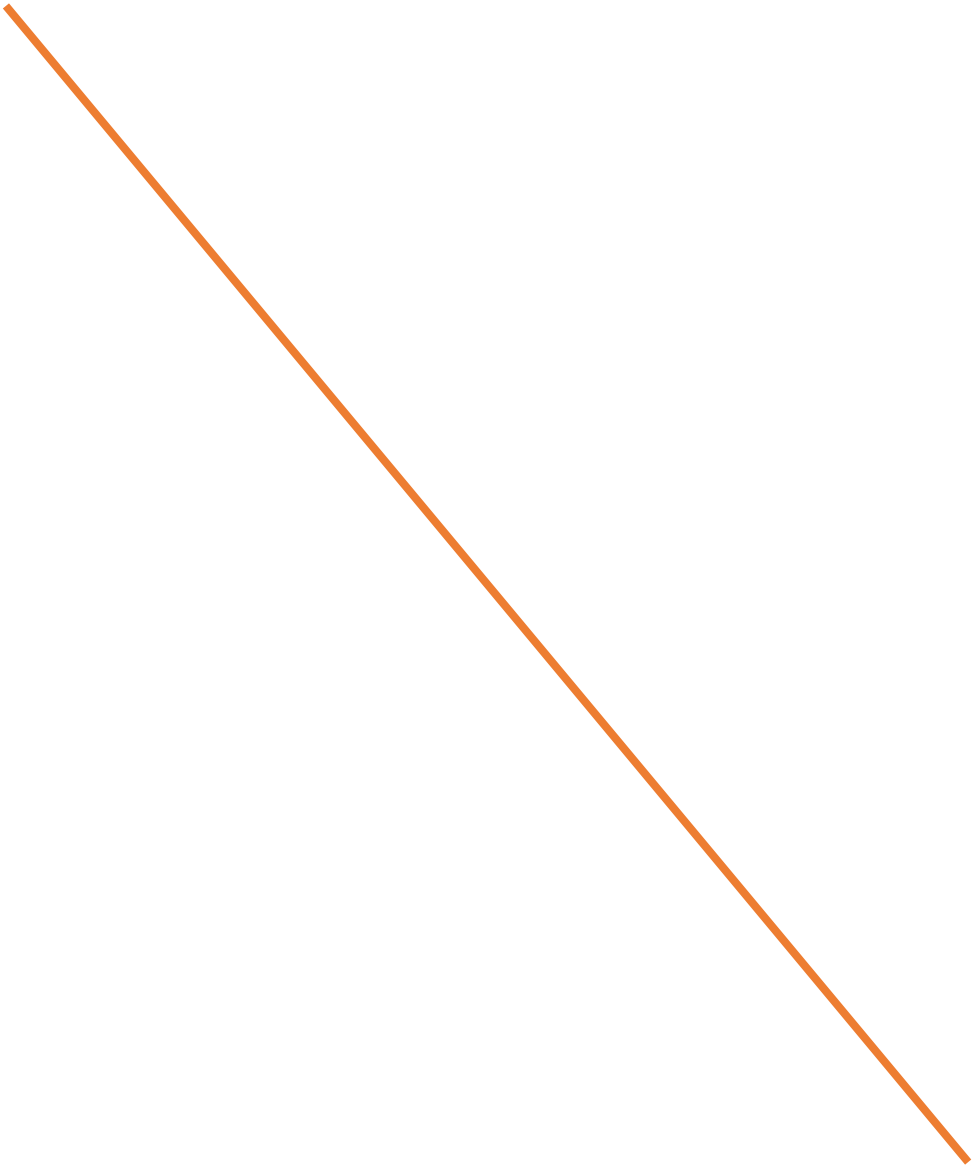
include two ambulances, one at Station 41 and one at Station 44. Two full time paramedics provide advanced life support services with volunteer EMTs.

Shaw Island

Emergency medical services are provided and funded through Shaw Fire District 5.

Other Islands

Emergency medical services are not housed on islands other than San Juan, Orcas, Lopez, and Shaw Island. EMS is provided on the waterways and other non-ferry serviced islands through a mutual aid contract with San Juan Island EMS and the San Juan County Sheriff's Department.
Brown Island, Stuart Island, Johns Island, Spieden Island, Pearl Island and Henry Island are served by San Juan Island EMS which is funded under their Junior Taxing District. These islands are accessed through a mutual aid agreement with the Town of Friday Harbor Fire Boat Confidence and the San Juan County Sheriff boats when/if available. They are additionally served through fixed wing plane service under contract with San Juan Island EMS.



Department of Emergency Management

The San Juan County Department of Emergency Management (DEM) exists to help the islands prepare for, respond to, and recover from disaster and large-scale emergencies of all kinds. The DEM is located at 915 Spring Street in Friday Harbor and is staffed by the Director of Emergency Management. There is also a DEM office in Eastsound on Orcas Island, , staffed by the Assistant Directory of Emergency Management.

During emergency or disaster events, the DEM activates and staffs the County Emergency Operations Center (EOC) to assist in coordinating response activities, allocating resources, and facilitate recovery efforts. The EOC is located at the Marie Boe Building at the San Juan County Fairgrounds at 849 Argyle Ave in Friday Harbor. The DEM's priorities include education and preparedness along with coordination of resources and dissemination of information in the event of an emergency. The DEM works closely with local, regional and state government along with local non-governmental organizations to assure an effective disaster response.

The DEM also works closely with the non-profit Islands Oil Spill Association (IOSA) to maintain a large supply of oil spill responce equipment in San Juan County. .

7.3.8 COUNTY PORTS

San Juan Island

Port of Friday Harbor

The Port of Friday Harbor is located in Friday Harbor on San Juan Island. Friday Harbor is the largest town in the San Juan archipelago and serves as the county seat. The Port's properties include the Friday Harbor Marina, Shipyard Cove, Jensen's Marina, Friday Harbor Airport and Jackson's Beach. These public facilities were developed to provide air and water transportation and recreation for residents and visitors.

The Port of Friday Harbor is owned by the citizens of San Juan Island. Property owners in the district pay a small portion of property taxes to support the mission of the Port. Almost all Port revenue comes from the operation of the marina, airport user fees, and from rents for buildings, hangars and moorage slips. These revenues support the maintenance and operation of Port properties and pay for new construction and upgrades to the public's infrastructure. Some larger projects are financed with grants from the federal government, Washington State and other sources. The Port has financed large marina projects with the sale of bonds that are paid from marina operating revenues.

The Port is home to 20 businesses at the Marina and 15 companies at the Airport. The Port works with the San Juan Islands Economic Development Council to promote economic development activity and diversity throughout San Juan County.

The Port of Friday Harbor Marina provides year-round shelter for recreation and fishing boats. The marina is located in the town of Friday Harbor on Fronts Street. Services available at the marina include free Wi-Fi, a Shell Fuel Pier, potable water, on-site laundromat, restrooms and quarter-operated showers plus vessel sewage pump-out options (stationary unit, portable unit and a pump-out boat).

The marina was originally constructed in the early 1970s, and has grown over the years to 500 slips, with 100 available for overnight visitors. Larger boats can tie alongside the floating concrete breakwaters. Scheduled seaplane service connects the marina to Seattle's Lake Union, making connection for crew and owners to meet their boats in Friday Harbor. Passenger ferry services offer trips between San Juan, Orcas, Lopez and Shaw Islands and Anacortes with international sailings in the summer season.

The Port's Spring Street Landing is the home to many businesses such as whale watch tours, fishing charters and food establishments.

Friday Harbor Airport (KFHR) is a full-service airport offering US Customs point of entry, aviation fuel, repair and maintenance as well as flight instruction opportunities. The Port of Friday Harbor Airport serves the commercial, general aviation and corporate air transportation needs of the islands with over 50,800 annual operations for 2014. The Roy Franklin Terminal accommodates over 10,000 passengers each year with scheduled air service to Seattle, Bellingham, and Anacortes and charter service to other destinations. There is a maintained 3400 foot by 75-foot runway with medium intensity LED runway lighting, 40 aircraft tie-downs, 55 port-owned hangars, 46 privately owned hangars, and 143 based aircraft. Ground transportation is available including taxis, rental cars, and shuttle buses.

Jackson's Beach is a public beach two miles from the ferry landing. There are beach volleyball courts, restrooms, parking spaces, free boat launch, and 3 picnic sites with fire rings and BBQ grills. Built in the summer of 2000, this facility offers a two-sided paved boat launch. The Jackson's Beach restrooms are located adjacent to the boat launch.

There is a 14 acre property that includes all of the Argyle Lagoon tidelands (12.3 acres classified as "oyster lands" by the State) including part of a tidal creek, and a 1.7 acre upland parcel that borders on Argyle Lagoon as well as on Pear Point Road. The University of Washington leased Argyle Lagoon from 1965, purchased the property in 1984, and now manages Argyle Lagoon as one of the five Washington State Department of Fish and Wildlife (WADFW) fisheries preserves established in 1990, known collectively as the "San Juan Islands Biological Preserves".

The Port of Friday Harbor acquired the historic Albert Jensen and Sons Boatyard and Marina in 2018 and the adjacent Shipyard Cove Marina in 2019. There are plans to improve, maintain and expand facilities at the properties. Projects may include additional permanent moorage, an improved barge landing, and a deep-water travel lift. The soil and marine sediment at the sites are contaminated from decades of industrial use. In partnership with the Department of Ecology, the Port will take action to clean up the site in 2020.

The Port employs 21 year-round staff members and an additional 10 summer staff positions and is governed by a three-member Board of Commissioners elected to overlapping six-year terms.

Table 34. Port of Friday Harbor Facilities.

Facility	Location	TPN	Notes
Friday Harbor Marina	Friday Harbor	351150004000 351355001000 351353001000 351350502000	500 moorage slips
Friday Harbor Airport	Friday Harbor	351491631000 351491902000 352312016000	There are 19 other Port of Friday Harbor-owned parcels associated with and adjacent to the airport
Jackson Beach	San Juan Island	352421003000	14 acres
Jensen and Sons Boatyard and Marina & Shipyard Cove Marina	San Juan Island	351341006000 351341005000	1.71 acres 4.79 acres

Source: San Juan County GIS.

Orcas Island

Port of Orcas

Orcas Island Airport (KROS) covers an area of 105 acres, which contains one asphalt-paved runway (16/34) measuring 2,900 x 60 feet. In 2014, the airport had 41,800 aircraft operations; 79 percent general aviation, 16 percent commercial and 5 percent air taxi. This averages to 114 operations per day.

In July 2017, 70 single engine aircraft and four multi-engine aircraft were based at Orcas Airport. Overnight tie-down guests are permitted to camp with their airplane at the airport. There is a single shower and bathroom located on the North end of the middle row of hangars about 125 yards east of the tie-down area. Two regular bathrooms are available in the terminal 150 yards south of the tie-down area. The terminal is typically open from 7:30 a.m. to 5:30 p.m. There is also a portable restroom next to the fuel facility just south of the tie-down area.

Passenger services include commercial flights from several regional airports, air taxi and Mercy Flights. The Orcas Aviation Association, a registered 501(c)3, administers the Mercy Flight Program on Orcas Island. It is run by volunteer pilots and depends on donations to help offset fuel prices. On a case-by-case basis, they also fly acute, non-emergent patients that need to be seen off-island and also fly loved ones to accompany patients who have been airlifted for emergencies.

Table 35. Port of Orcas Facilities.

Facility	Location	TPN	Notes
Orcas Island Airport	Eastsound	271142023000	40.42 acres
Airstrip		271142024000	4.28 acres
		271143016000	8.52 acres
		271412013000	5.10 acres
		271412009000	2.66 acres
		271412010000	4.07 acres
		271131001000	41.51 acres
		271153008000	0.95 acres

Source: San Juan County GIS.

Lopez Island

Port of Lopez

Lopez Island Airport is a public airport located three miles south of the village of Lopez, on the west side of Lopez Island. The airport is owned by the Port of Lopez. The Port District boundaries encompass all of Lopez Island.

Lopez Island Airport covers an area of 50 acres (20 ha) at an elevation of 209 feet (64 m) above mean sea level. It has one runway designated 16/34 with an asphalt surface measuring 2,904 by 60 feet. At the airport there is a detached, heated bathroom and shower building to support three fly-in camping spots.

For the 12-month period ending May 31, 2007, the airport had 31,500 aircraft operations, an average of 86 per day: 75 percent general aviation and 25 percent air taxi. At that time there were 34 aircraft based at this airport: 94 percent single-engine, percent multi-engine and 3 percent helicopter.

The Port of Lopez owns and operates the Lopez Island airport, aircraft hangars and storage units. It owns the surrounding land and an easement on land south and west of the airport for stormwater management. The Port also owns oil spill cleanup equipment, which is used by the Islands Oil Spill Association. The Port of Lopez operates a Blackwater Pump-out boat available during the high summer boating season for free, on-call wastewater pump-out. The Port continues to look for viable waterfront opportunities.

Future planning by the Port includes:

- Making improvements to existing airport facilities in accordance with the FAA approved Airport Improvement Plan.
- Identify and acquire land around the airport for aircraft safety and as a residential buffer.
- Develop Port properties as appropriate for the mission of the Port.
- Develop a waterfront presence by identifying, acquiring, and developing shoreline parcels for commercial, recreational, and/or public access purposes.

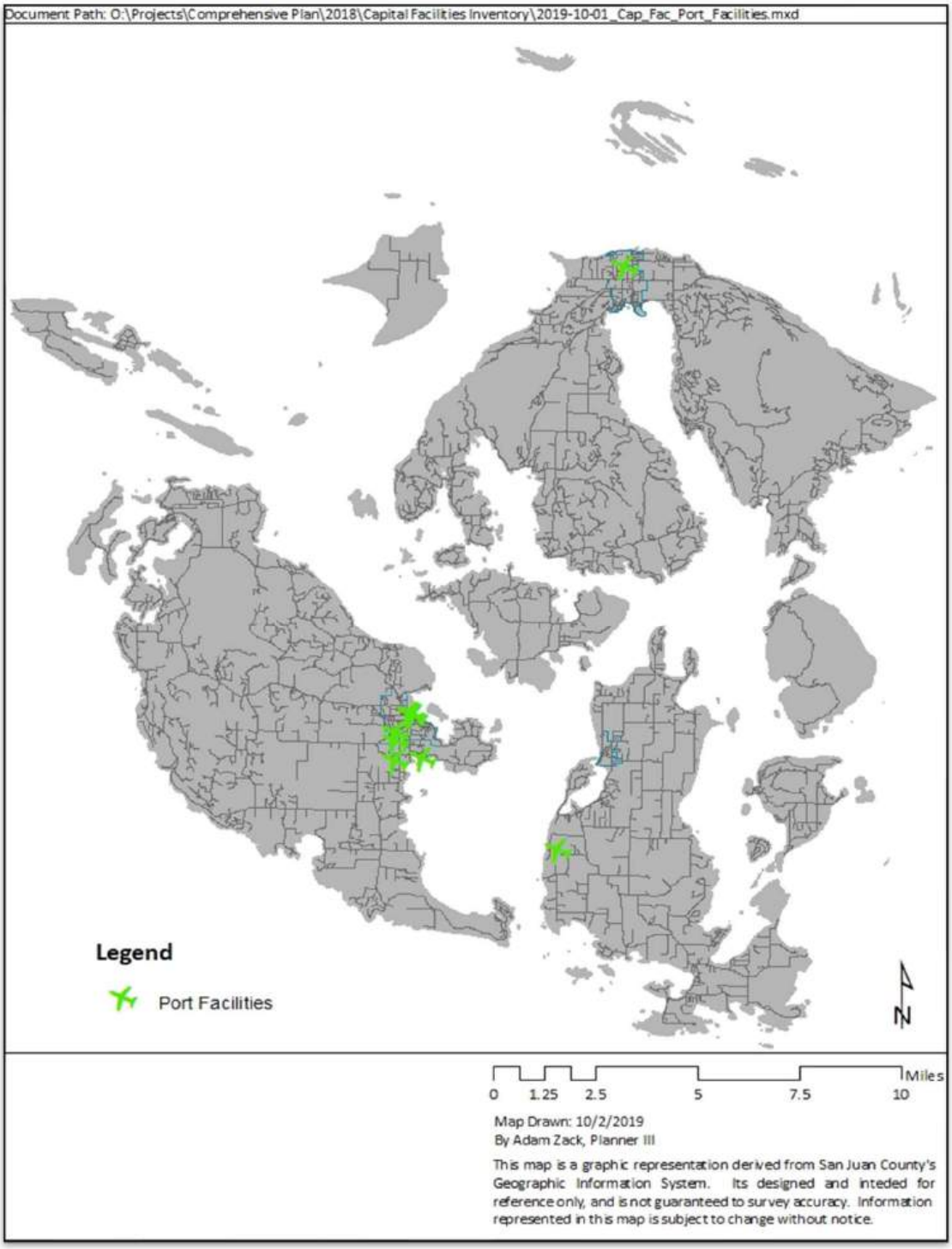
These will be funded by normal revenue sources available to the Port from property taxes, grants and local, state and federal funding opportunities.

Table 36. Port of Lopez Facilities.

Facility	Location	TPN	Notes
Lopez Island Airport Airstrip	Lopez Island	253314003000 240412002000 240411006000 253313004000 253311004000	84.11 acres 2.66 acres 2.36 acres 5.63 acres 1.38 acres
Other properties		252712008000	0.40 acres

Source: San Juan County GIS.

Map 14
Port Facilities.



7.3.9 HEALTH AND SOCIAL SERVICES

Medical Clinics

Emergency and general medical health care in San Juan County is limited to small medical clinics that serve the public on San Juan, Orcas, and Lopez islands. Patients in need of emergency medical services not provided at these clinics are transported *via* ambulance by ferry or air to several medical facilities on the mainland.

Table 37. Medical Clinics.

Facility	Location	TPN	Square Feet
PeaceHealth Peace Island Medical Center (PIMC)	Friday Harbor	351491802000	36,992
Island Health Primary Care – Orcas.	Eastsound	271411009000	6,067
UW Medicine Lopez Island Clinic	Lopez Village	251544011000	2,300

Source: San Juan County GIS.

San Juan Island

Peace Health Peace Island Medical Center (PIMC) is a ten-bed 36,992 square foot critical access hospital that also houses an expanded primary and specialty care clinic to serve those who live, work and play in the San Juan Islands. Caregivers provide on-site care with additional services provided by regular visiting specialists and a telemedicine system. PIMC services include cancer care, emergency room and family medicine, imaging services, in-patient stays, laboratory, outpatient surgery, specialty care and tele-medicine.

Orcas Island

Emergency and general health care services on Orcas Island was previously provided through the Orcas Medical Center (OMC) located on Mt. Baker Road. Unlike San Juan Island, which has a Hospital District, medical services on Orcas Island were partially funded through Island Hospital located in Anacortes and partially through patient visits. Island Hospital had a two-year agreement to provide staff, equipment and building maintenance. Staff included one full-time and one part-time physician. Medical services are provided by three different practices: Orcas Island Family medicine (privately operated); Orcas Family Health Center, a 501(c)3; and Orcas Medical Center, which was partially funded through Island Hospital located in Anacortes, the Orcas Medical Foundation (OMF) 501(c)3, and patient revenue.

OIHCD entered into a service agreement with Island Health in 2021, branding the medical clinic as Island Health Primary Care – Orcas.

The clinic is a 6,067 square foot outpatient facility owned by the Orcas Medical Foundation (OMF), a non-profit organization made up of no more than fifteen and at minimum nine directors. The existing facility was completed in 1991 and equipment improvements are implemented as needed.

The clinic serves an average of 5,000 patients per year, but does not provide beds for patients to stay in for any extended length of time. Patients in need of medical services not provided at the clinic are

flown via Airlift Northwest or Island Air to the appropriate facility providing the needed higher level of care.

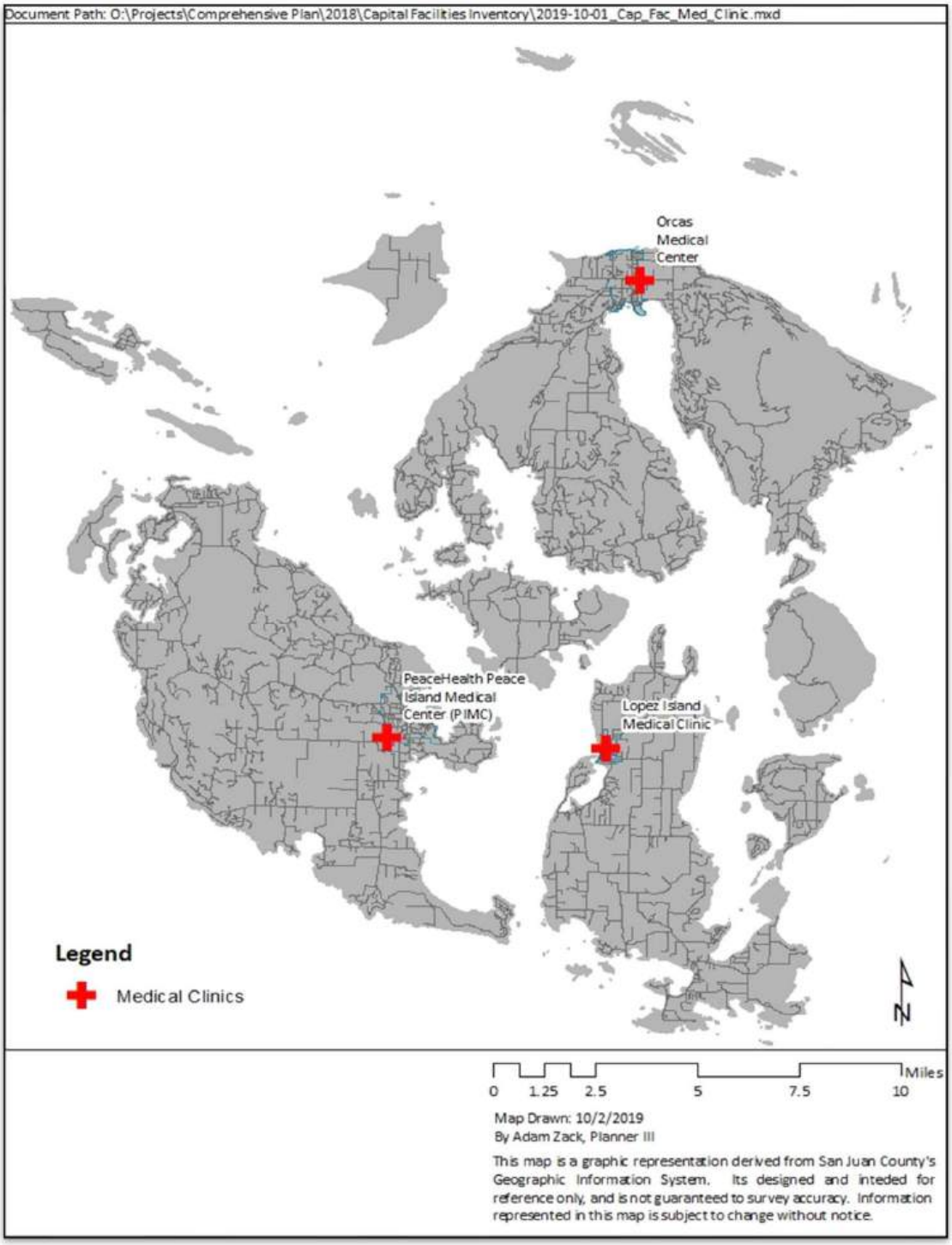
Lopez Island

Emergency and general health care on Lopez Island is provided entirely at UW Medicine Lopez Island Clinic located at the northwest corner of Washburn Place and Village Road.

LIMC is a 2,300 square foot outpatient facility which is owned by the Katherine Washburn Memorial Association and is governed by a non-profit organizational board made up of nine members elected to terms of varying length. On September 30, 2017 UW Medicine assumed full operation of the clinic and clinical care for patients on Lopez Island. The Catherine Washburn Association continues to assume the property management of the space to include assessment and management of equipment and building maintenance. In April of 2017, voters approved *Resolution 9-2017*, approving a Hospital Taxing District for Lopez Island. The district was created with five commissioners residing within five separate districts. The district was developed to help offset costs associated with funding rural communities.

The medical clinic is open from 8~~9~~:00 a.m. to 5:00 p.m. Monday through Friday, but does not provide beds for patients to stay in for any extended length of time. One nurse practitioner and one physician provide service at the clinic. The Clinic serves an average of 4,900 patients per year.

Map 15 Medical Clinics.



Senior Services

San Juan County has a high share of the population age 65 and older compared to other counties in Washington State. Senior Services programs are provided at three senior centers on San Juan, Orcas and Lopez islands in coordination and collaboration with the non-profit organizations based at each of the senior centers, as well as the Whatcom Council on Aging and the Northwest Regional Council. San Juan County Health and Community Services staff are embedded in all three centers and provide a variety of programs and services including family caregiver support, information and referral assistance, production of monthly newsletters, and leading evidence-based health and wellness programs such as Powerful Tools for Caregivers workshops. Programs and services are provided by a Human Services Manager, four Senior Service Specialists, and two Aging and Family Case Coordinators.

The Senior Service programs are designed to maximize elders' independence through providing congregate meals, Meals on Wheels, case coordination and information and assistance. Congregate meals are served twice a week on Lopez, Orcas, and San Juan with home delivered meals available three days a week on Orcas and San Juan to homebound seniors who need nutritional support.

Family Caregiver Support Programs support family or unpaid caregivers to maintain care plans for the long term to support aging in place and avoid removing elders from their communities. These programs include caregiver support groups, education, legal support, counseling, massage, disease-specific guidance, peer support, and respite care.

Other programs offered at the senior centers include yoga classes, meditation classes, strength training, memory café, balance class, Prostate Cancer and Parkinson's support groups, presentations from Hospice of the Northwest, Medicare Planners, and workshops on estate planning and advance directives. The centers also provide enrichment programs, such as bingo, bridge, music, quilting, knitting, and painting. Programs vary depending on location.

Senior Services Programs are offered under contract with Northwest Regional Council through the San Juan County Health and Community Services Department with significant support from the three 501(c)(3) non-profit corporations based on Orcas, Lopez, and San Juan.

San Juan Island, Orcas Island, and Lopez Island each have their own senior centers, which serve as resource and information centers for programs serving those over age 60. The senior centers on all three islands host hot lunches and the cost is donation-based for participants 60 and older. Meals on Wheels are also delivered to eligible homebound seniors needing nutritional support. The centers also provide a focus for organized social activities that provide opportunities for seniors to remain active in the community.

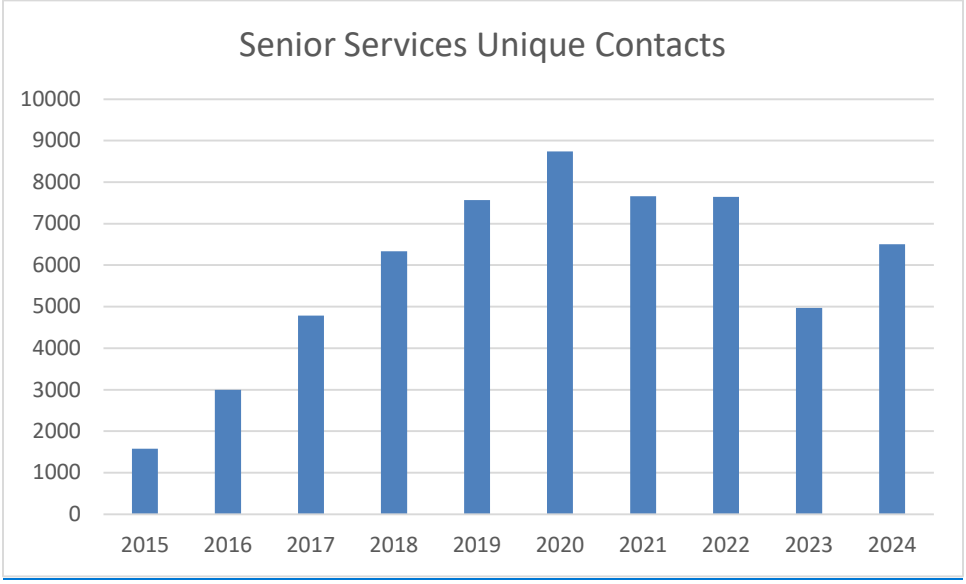
Table 38. Senior Center Facilities Square Footage.

Senior Center	Location	TPN	Square Feet
Mullis	589 Nash Street, Friday Harbor	351491528000	7,850
Orcas Island	62 Henry Rd, Eastsound	271412022000	5,121
Lopez Island	Woodmen Hall, Lopez Village	252731001000	1,078

Source: San Juan County Department of Health and Community Services

The figure below represents the number of unique contacts by senior services staff providing information and assistance

Figure 8
Senior Services Unique Contacts 2015-2025.



Source: San Juan County Health and Community Services (2025)

The Meals on Wheels program provides meals to eligible homebound seniors and disabled adults aged 60 and older that need nutritional support.

Table 39. Meals on Wheels (Home Delivered Meals) by Island, 2014 - 2024.

Year	San Juan Island	Orcas	Lopez
2014	1592	1103	1360
2015	1310	1235	859
2016	1326	1958	935
2017	1608	2949	1308
2018	2630	2555	987
2019	4550	2950	1400
2020	6203	3731	3106
2021	7744	3576	3309
2022	8231	5197	2599
2023	10172	8628	3105
2024	10853	9771	2669

Congregate meals are served two times a week on three different islands to seniors aged 60 years and older.

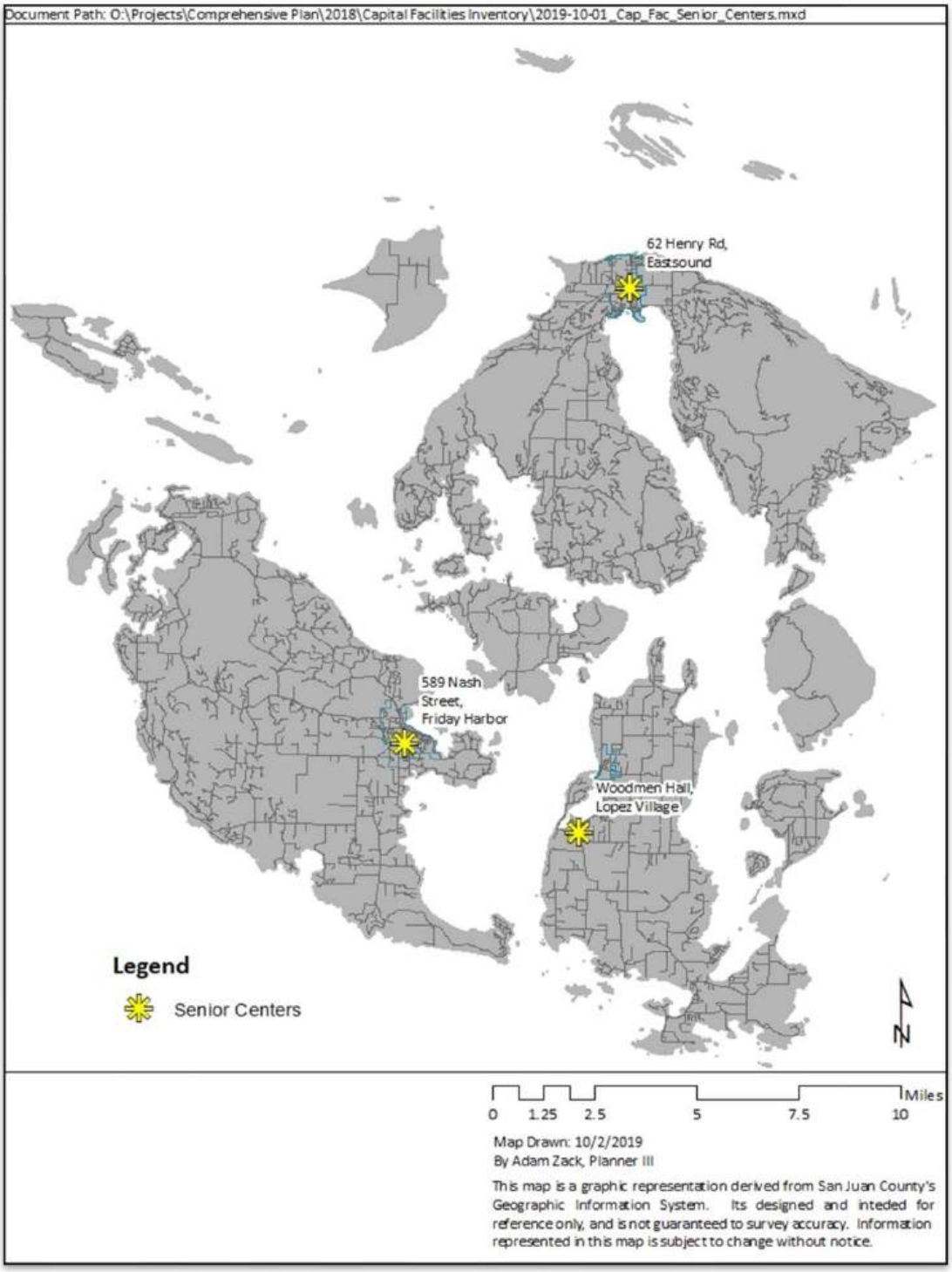
Table 40. Congregate Meals Served by Island, 2014-2024.

Year	San Juan Island	Orcas	Lopez
2014	8903	7714	3894
2015	7724	8359	4406
2016	7115	8752	4553
2017	6876	8384	4357
2018	7126	8369	4059
2019	8200	8100	4250
2020	5482	6343	1448
2021	3085	6220	661
2022	3712	6976	1395
2023	5947	5991	3206
2024	7140	6550	2986

Transportation

San Juan County Hunan Services staff has supported the evolution of local systems to provide transportation to seniors needing transportation support. The nonprofit IslandRides now operates on San Juan, Lopez, and Orcas islands and is available for both on-island transportation needs as well as off-island medical trips. IslandRides has a wheelchair van positioned on each of these three islands for wheelchair users that need transportation assistance. This transportation support helps residents attend senior lunches, run errands, and get to medical appointments. County staff supported the development of the program and make regular referrals to this service as well as interface with IslandRides when participants need extra support accessing the service. The County works in collaboration with the three senior center nonprofits and Whatcom Council on Aging to ensure vehicles are available for the Meals on Wheels routes across Lopez, Orcas, and San Juan. The County also manages the Transportation Voucher Program which supports low-income households across the County in buying ferry tickets and paying fares for travel. The Transportation Voucher Program is coordinated by County staff and involves a network of transportation providers as well strong partnerships with the resource centers on Orcas, Lopez, and San Juan Island. Through all of these collaborations and partnerships, seniors are able to access transportation supports and home delivered meals are delivered to eligible home bound seniors needing nutrition support on Orcas, Lopez, and San Juan islands.

Map 16
San Juan County Senior Centers.



7.3.10 EDUCATIONAL AND RECREATIONAL SERVICES

There are other capital facilities and services owned or operated by independent taxing districts and public or private service organizations which provide facilities and services to meet the diverse needs of island communities. These facilities and services are not subject to level of service or concurrency standards but are important to the quality of life in the county as indicated in the Vision Statement. The following are not inclusive of all facilities providing services, rather, they are a representation of each category.

Public Libraries

Public library services in San Juan County are provided by independent Junior Taxing Districts on San Juan, Orcas, and Lopez Islands. Each library district is funded by a tax levy to property owners which is set by a five-member Board of Trustees appointed to five-year terms by the County Council.

Table 41. Public Library Facilities.

Library	Location	TPN	Square Feet	Volumes Owned
San Juan Island	Guard Street, Friday Harbor	351151041000	9,800	45,000 [1]
Orcas Island	Rose Street, Eastsound	271454101000	12,700	42,000 [1]
Lopez Island	Village Road, Lopez	251433011000	6,700	39.359

Source: SJI and Orcas Libraries 2025

[1] Does not reflect digital media

San Juan Island

The San Juan Island Library District provides public library services to all residents of San Juan Island. Currently, it operates out of a 9,800-square-foot facility located at 1010 Guard Street in Friday Harbor. The Library has nearly 5,000 resident cardholders and 375 non-resident cardholders. The Library owns approximately 45,400 volumes, 1,400 audiobooks, and 6,700 DVDs, totaling 53,500 in physical holdings. It leases another 150,000 e-books and e-audiobooks, bringing its total holdings to over 200,000 items. It has 4,950 linear feet of shelving capacity and a seating capacity for 60 people.

The San Juan Island Library is one of the busiest libraries in the state. The number of books and other materials checked out of the Library reached 115,000 physical items in 2024, along with 41,000 e-books, e-audiobooks, e-magazines, and streaming movies, totaling 156,000 items circulated. There were 72,500 individual library visits. The Library offers 21 Internet computers, as well as 4 laptops and 39 WiFi hotspots, available for checkout. In 2024, it offered 535 programs for people of all ages, which drew nearly 11,000 attendees.
In 2018, the Board of Trustees set a goal to build a new library. More space is needed for quiet reading, team collaboration, student tutoring, small, medium, and large meeting spaces, larger programs, materials for checkout, and more. Parking is critically inadequate in terms of the number of spaces and safety.

Property for the new site was purchased in December of 2020, using a non-taxpayer-voted limited tax general obligation bond. A capital bond to fund the construction of the new Library failed in 2022. Plans continue to build a new library to meet residents' current and future needs for the next 20 years. The focus is now on private and public

fundraising, a secured $2 million Department of Commerce grant, and other grants. Community input meetings are planned to begin in the fall of 2025.

Orcas Island

The Orcas Island Library District provides public library services to all Orcas Island residents. The library currently operates out of a 12,700 square foot facility located in Eastsound. It currently owns approximately 42,000 volumes.

The facility was built in 1992, and was almost doubled in size in 2017. Some of the features of the expanded building include an expanded children's area, a new room just for young adults, three new small group meeting rooms, an outdoor patio with Wi-Fi access and protection from the rain, more soft seating and work tables. There is easier entry from a variety of directions including from the Library Park, Rose Street, or the south side with use of a new south entrance. There is also a new performance space, the North Amphitheater. Future plans include the conversion of the former lobby into a lounge or similar type of seating.

Lopez Island

The Lopez Island Library District provides public library services to all residents of Lopez Island and welcomes visitors year-round. It operates out of a facility in Lopez Village that houses 39,359 physical items and provides access to 161,854 electronic items. In 2024, the library was visited 42,397 times and offered over 500 free programs for children, teens, and adults, drawing 8,160 attendees.

In addition to its collections, the Lopez Island Library offers public meeting space for individuals, entrepreneurs, organizations, and community gatherings; co-working space; and services for students and homeschool families. The library provides home delivery of materials for homebound residents, youth literacy and early learning support, IT troubleshooting and technology assistance, and access to public computers, high-speed WiFi, and printers. In addition to books, the library lends WiFi hotspots, musical instruments, board games, Discover Passes, puzzles, DVD players, and a variety of IT equipment.

For volumes owned, we have 39,359 physical items and 161,854 electronic items. You might consider revamping Table 40 to include electronic collections as these are a growth area in terms of what people are borrowing.

In addition to the physical and electronic collections, the library offers.

- Public meeting space for individuals, entrepreneurs, organizations, and community gatherings
- Friendly, knowledgeable staff
- Library services for students and support for homeschool families
- Delivery of library materials for homebound community members
- Youth literacy and early learning support
- Craft corner

- IT troubleshooting and assistance
- WiFi hotspots
- Musical instruments, board games, Discover Passes, puzzles, DVD players, bat detectors
- High-speed WiFi, printers, public use computers
- Notary Public services
- Co-working space
- Monthly art exhibits and Artist in Residence workshops, coordination of First Saturday Art Walk

In 2024,

- Over 500 free programs were offered for children, teens, and adults; attended by 8,160 people
- Users saved over $760,000 by borrowing books and other items
- The library was visited 42,397 times

Museums

Public historical museums in San Juan County are provided by non-profit historical societies on San Juan, Orcas, and Lopez islands. The museums included in this inventory receive annual funding from San Juan County.

Table 42. Museum Facilities.

Museum	Location	TPN	Square Feet
San Juan Island Historical Museum	Friday Harbor	351490907000	2,500
Orcas Island Historical Museum	Eastsound	271413010000	2,720
Lopez Island Historical Museum	Lopez	251541008000	800

Source: San Juan Island, Orcas and Lopez Historical Societies

San Juan Island

San Juan Historical Museum

The San Juan Historical Museum is located at 305 and 420 Price Street in Friday Harbor. The San Juan Historical Society and its museum shares and interprets the stories of the peoples of San Juan Island. The Historical Society assembles, collects and preserves exhibits and makes available for future generations, historical data, information and artifacts, which illustrate the heritage of San Juan Island. Construction and development of the new Museum of History and Industry is progressing, with the Atrium, Logging, and Limestone processing exhibits available for exploration now. The Farming and Fishing exhibits are currently being developed.

Orcas Island

Orcas Island Historical Museum

The Orcas Island Historical Society is a non-profit organization and was founded in 1952. The Society's museum on North Beach Road in Eastsound opened in 1957. Organization and operation of the Society is directed by a Board of Trustees consisting of three members elected to one-year terms while day-to-day management of the museum is provided by a part-time Curator. At present, the Orcas Island Historical Society Museum consists of a 2,720 square foot building.

Lopez Island

Lopez Island Historical Museum

The Lopez Island Historical Society is a non-profit organization and was founded in 1966. Lopez Island Historical Society Museum opened in 1980 and consists of a 2000 square foot building at the corner of Weeks Road and Washburn Place. The museum collects, preserves, and documents the human history of Lopez and the San Juan Islands.

Performing Arts Centers

Performing arts programs are available to the public on San Juan, Orcas and Lopez islands. These programs are provided through non-profit organizations managed by a fifteen-member Board of Trustees. Theater facilities on San Juan and Orcas islands are partially owned (10.26 percent) by

San Juan County and the County Council approves the appointment of two of five Board members elected each year. Funding for these facilities is provided through private donations, grants, and County lodging taxes.

San Juan Island

San Juan Community Theatre is a non-profit charitable organization. Constructed in 1989 with the support of San Juan County, the theatre has been serving island residents and guests for more than twenty-five seasons. The building contains two performance venues, the 275-seat Whittier Theatre and the smaller "black box" Gubelman Theatre, which can be configured in multiple ways, seating up to 75 patrons and an outdoor patio. The building also houses the offices of the Theatre's staff. The year-round event calendar includes concerts, plays, musicals and HD screenings. Classes and trainings are also a vital part of the theatre's mission to provide artistic growth for youth and adults. Rotating exhibits of island artists are displayed in the lobby and the theatre's multiple event spaces serve San Juan Island as a center for lectures, meetings, and receptions.

Orcas Island

Orcas Center is a 9,400 square foot community center located in Eastsound. The building was constructed in 1985 with financial assistance from San Juan County through a "Party Wall" agreement. Funding is currently provided through lodging taxes, state and federal grants, proceeds from activities and events, and fundraising efforts. A fifteen-member board manages the center.

Lopez Island

The Lopez Center for Community and the Arts (LCCA) is located at 204 Village Road on seven acres of land in the middle of Lopez Village. It has committed the use of some of the land to an outdoor performance pavilion, the Lopez Children's Center, Family Resource Center, Farmers' Market, a community garden and a skateboard park. It sits in the middle of an expansive greensward with drought and deer resistant landscaping.

The LCCA is owned and managed by the Lopez Community Center Association, a non-profit 501(c)3 organization. The LCCA is the largest venue on Lopez Island with 6,200 square feet, a 300-person indoor capacity (200 seated) and expansive grounds. It hosts concerts, dances, theatrical performances, and art shows.

Table 43. Performing Arts Facilities.

Facility	Location	TPN	Square Feet
San Juan Community Theatre	Friday Harbor	351150020000	13,460
Orcas Center	Eastsound	271411012000	9,400
The Lopez Center for Community and the Arts	Lopez Village	251541012000	6,200

Source: SJI, Orcas and Lopez Performing Arts Centers

Community College

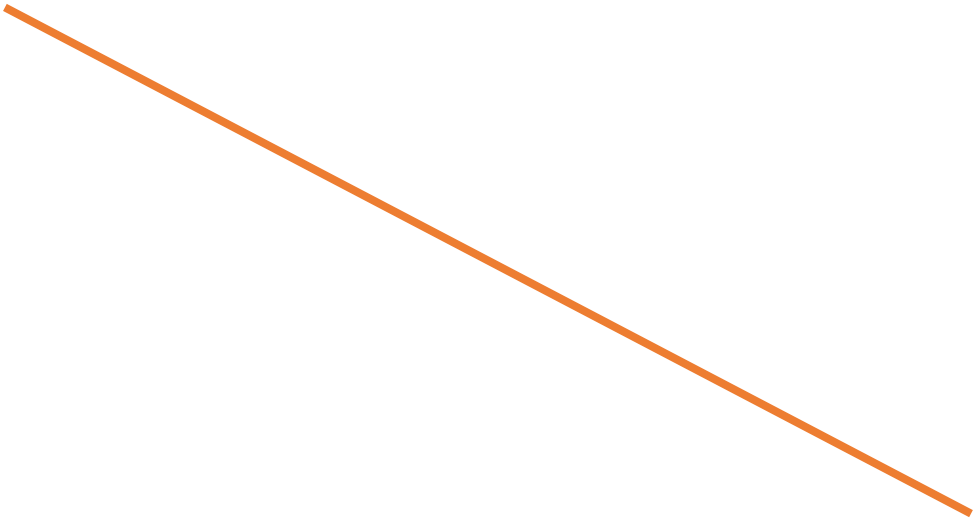
Skagit Valley College, San Juan Center

Skagit Valley College (SVC) has developed strong community connections throughout Skagit, Island, and San Juan counties. SVC has partnered in the creation and support of Leadership San Juan Islands and frequently partners with the San Juan Economic Development Council and the Northwest Workforce Council to address community development and workforce development needs through customized training delivery. Skagit Valley College also leases office space to San Juan County to provide for the Washington State University Extension. By collaborating with many key community leaders in education, government, business, and economic development, SVC is exploring employment trends, implementing emerging technologies, and creating innovative academic pathways that enhance student success.

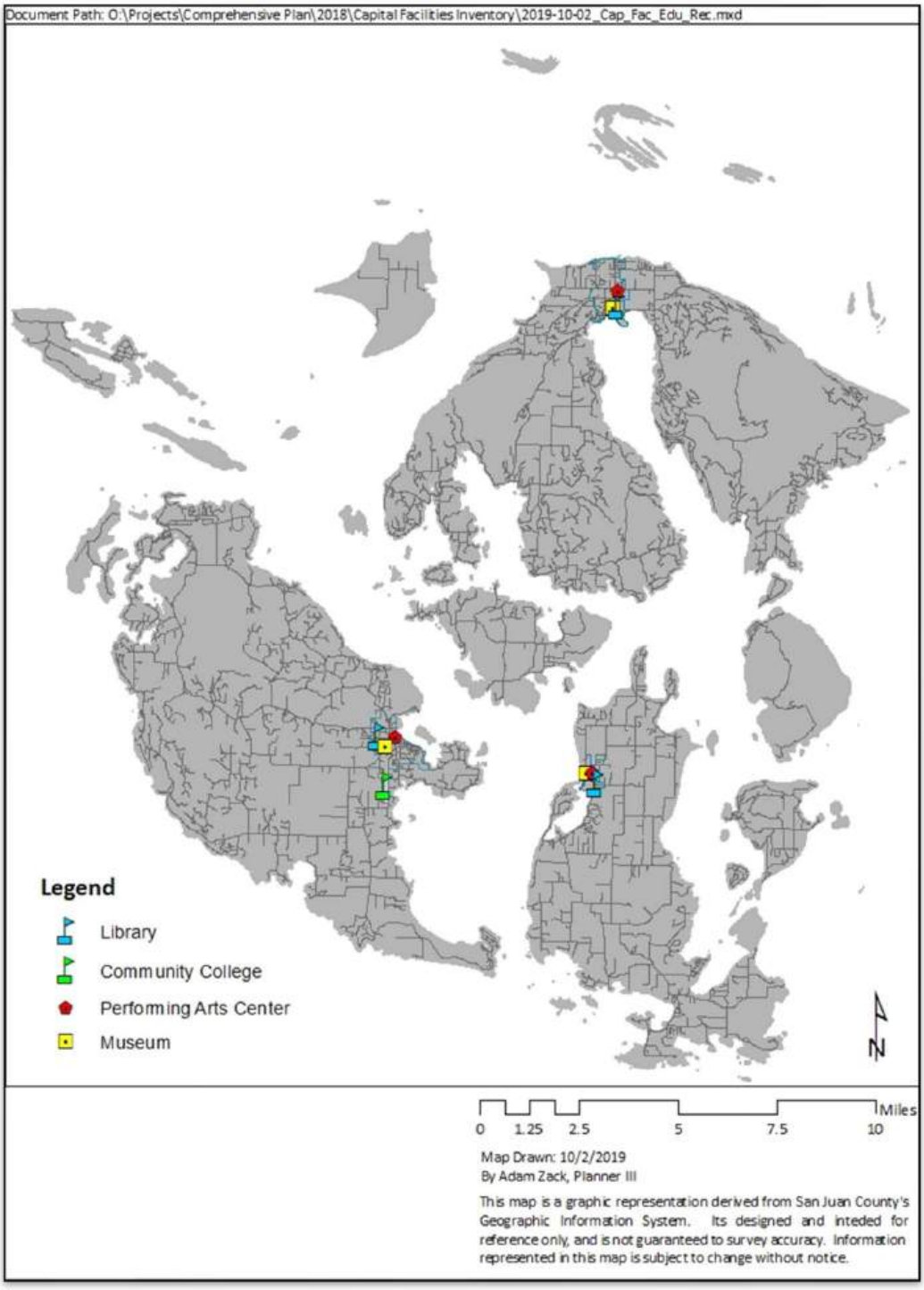
Table 44. SVC Friday Harbor Campus.

School	Location	TPN	Square Feet
Skagit Valley College	Friday Harbor	352312016000	9,500

Source: Skagit Community College 2017



Map 17
Educational and Recreational Services.



7.4 ATTACHMENTS

ATTACHMENT 1: SUMMARY TABLE OF PROVIDERS, CONCURRENCY, LOS AND RELATED PLANS

Table 45. Attachment 1, Table 1. Category A Capital Facilities Summary of Providers, Concurrency, LOS, and Related Plans.

Facility	Provider(s)	Concurrency required for development	Population determines LOS	Land use and system capacity determines LOS	Separate Plan Element or Functional Plan
Solid Waste	San Juan Sanitation, Lautenbach Industries, Town of Friday Harbor, Orcas Recycling Services, Lopez Solid Waste Disposal District	Yes	Yes	No	San Juan County Revised Solid Waste and Moderate-Risk Waste Management Plan
Water	Town of Friday Harbor; Roche Harbor Water System, Inc.; Eastsound Water Users Association; Olga Water Users, Inc.; Doe Bay Water Users Association; West Sound Water Association; Orcas Landing; Rosario Water System; Resort at Deer Harbor; West Beach Resort; Milagra Water System; Fisherman Bay Water Association; Normandy Heights Owners Association; Lopez Islander Resort; Flemming/Wallis; Lopez School District; OPALCO Lopez System	Yes	No	Yes	SJC Comprehensive Plan Element 4, Water Resources; Individual Water System Plans
Sewage Treatment	Town of Friday Harbor, Eastsound Sewer and Water District, Orcas Landing Sewer, Fisherman Bay Sewer District, Rosario System, Roche Harbor Area General Sewer Plan, Deer Harbor, Doe Bay, West Beach Resort	Yes	No	Yes	Individual Sewer System Plans

Table 46. Attachment 1, Table 2, Category B Capital Facilities Summary of Providers, Concurrency, LOS, and Related Plans.

Facility	Provider(s)	Separate Plan Element or Functional Plan
Government Administration	San Juan County	--
Public Works	San Juan County	--
Sheriff	San Juan County	--
Stormwater	San Juan County	San Juan County Stormwater Basin Planning, Volume I and Volume II (2014)
Parks and Recreation	San Juan County	Recreation, Open Space, and Stewardship Plan (2022) San Juan County Fairgrounds Master Plan Update Draft (2019)
Schools	San Juan Island School District, Orcas Island School District, Lopez Island School District, Shaw Island School District	--
Fire Protection and EMS	San Juan Fire Protection District #2, San Juan Fire Protection District #3, San Juan Fire Protection District #4, San Juan Fire Protection District #5, San Juan Island Emergency Medical Services	--

Facility	Provider(s)	Separate Plan Element or Functional Plan
Hospitals and medical clinics	San Juan County Public Hospital District #1, PeaceHealth, Lopez Island Hospital District, Orcas Island Health Care District, UW Medicine	--
Emergency Management	San Juan County	San Juan County Comprehensive Emergency Management Plan (2019)
Ports	Port of Friday Harbor, Port of Orcas, Port of Lopez	Port of Friday Harbor Strategic Plan (2023), Friday Harbor Airport Master Plan Update (2020), Orcas Island Airport Master Plan (2021), Port of Lopez Master Plan Update (2018)
Transportation	San Juan County Public Works	San Juan County Transportation Improvement Program (2025), San Juan County Comprehensive Plan Transportation Element
Senior Services	San Juan County; Senior Services Council of San Juan County, Inc.; Whatcom Council on Aging; Northwest Regional Council	--
Libraries	San Juan Island Library District, Orcas Island Library District, Lopez Island Library District	--

Facility	Provider(s)	Separate Plan Element or Functional Plan
Museums	San Juan Island Historical Museum, Orcas Island Historical Museum, Lopez Island Historical Museum	--
Performing Arts	San Juan Community Theatre, Orcas Center, Lopez Center for Community and the Arts	--
Community College	Skagit Valley College	--

ATTACHMENT 2: LEVEL OF SERVICE FORMULAS AND STANDARDS

Solid Waste and Recycling Facilities

(LHD - SWG) / LHD = AFC

Where

LHD = Long-Haul Disposal capability and planned capacity (*i.e.*, the volume of garbage that can be processed. This is the volume of garbage per truck multiplied by the number of transfer trailers that can be filled and transferred off the island in a day.)

SWG = Solid Waste (garbage) Generated by County population. (Because there are limits to the number of garbage trucks that can be moved by the ferries, it is the amount of garbage, not recycling, that at present is the important quantity for determining capacity.)

AFC = Available Facility Capacity at solid waste transfer stations

Table 47. Attachment 2. Table 1, LOS for Solid Waste and Recycling Facilities.

Metric Per Capita	Level of Service (LOS) Standards					
	A	B	C	D	E	F
Percent Available Capacity	>25	25	20	15	10	<10

Adopted Standard: LOS F
Source: San Juan County 2009 Element 7, Capital Facilities

Community Water Systems

EC / AC = OC

Where

EC = Existing Connections (expressed in Equivalent Residential Units. Existing connections include those memberships that are purchased but not yet connected)

AC = Approved Connections and planned capacity (or the system capacity, expressed in Equivalent Residential Units. Approved connections include the total number of connections approved for the system by the County or State)

OC = Operating Capacity (the portion of total system capacity that is committed to serving existing connections and memberships)

Table 48. Attachment 2, Table 2, LOS for Community Water Systems.

Metric Per Capita	Level of Service (LOS) Standards					
	A	B	C	D	E	F
Percent Operating Capacity	<80	80	85	90	95	>95

Adopted Standard: LOS F
Source: San Juan County 2009 Element 7, Capital Facilities

Community Sewage Treatment Facilities

EC / AC = OC
Where
EC = Existing Connections (expressed in Equivalent Residential Units. Existing connections include those memberships that are purchased but not yet connected)
AC = Approved Connections and planned capacity (or the system capacity, expressed in Equivalent Residential Units. Approved connections include the total number of connections approved for the system by the County or State)
OC = Operating Capacity (the portion of total system capacity that is committed to serving existing connections and memberships)

Table 49. Attachment 2, Table 3. LOS for Community Sewage Treatment Facilities.

Metric Per Capita	Level of Service (LOS) Standards					
	A	B	C	D	E	F
Percent Operating Capacity	<80	80	85	90	95	>95

Adopted Standard: LOS C
Source: San Juan County 2009 Element 7, Capital Facilities

ATTACHMENT 3: CAPITAL IMPROVEMENT PLANS

Table 50. Attachment 3, Capital Improvement Plans

	Plan	Capital Facilities	SJC Department
1	2025-2030 Six-Year Capital Improvement Plan	County-owned facilities	n/a
2	Clean Water Six-Year Capital Improvement Program, 2025-2030	Community Water Systems	Clean Water Utility/Public Works
3	San Juan County Recreation, Open Space, and Stewardship Plan (ROSS), 2022	Parks	Parks, Recreation and Fair; Public Works; Land Bank

UTILITIES INVENTORY

8

appendix

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APPENDIX 8. UTILITIES INVENTORY AND EXISTING CONDITIONS

Introduction

The Utilities Inventory and Existing Conditions is an appendix to the San Juan County (SJC) Comprehensive Plan (Plan) Utilities Element. This document provides an inventory of utility services in San Juan County, including electricity, telecommunications, internet and cable, and communication sites and facilities. In San Juan County, private service providers supply utilities to customers. This inventory includes the providers, general locations and capacities of existing utilities where applicable. Planning for utilities aids SJC in ensuring adequate services are provided to different areas of the County, particularly as the County population increases.

Electricity

San Juan County relies on electricity generated primarily in the Pacific Northwest and transmitted to the San Juan Islands by the Bonneville Power Administration (BPA) and Puget Power. The BPA was created by Congress in 1937 to act as an agent to market power from Bonneville Dam. BPA has been designated to market power from the 29 additional federal dams located within the Northwest. The BPA does not build or own dams or power plants, but does operate the nation's largest network of long-distance high-voltage transmission lines. The BPA electricity is sold to the Orcas Power and Light Company (OPALCO) at BPA's points of delivery on Decatur Island and Lopez Island. OPALCO is the sole electric service provider in San Juan County.

OPALCO is a member-owned, private, non-profit Rural Utility Services (RUS) Cooperative that provides local electric service to its members in San Juan County. OPALCO was formed in 1937 and currently maintains offices in Eastsound, Friday Harbor, and on Lopez Island with headquarters in Eastsound. OPALCO is an electric distribution utility distributing power via submarine cables to members on twenty islands. OPALCO prioritizes energy delivery that is safe, reliable, affordable, clean, and sustainable.

Existing Conditions

According to OPALCO, existing electric utility facilities in San Juan County have adequate capacity to serve existing loads. OPALCO maintains a comprehensive Integrated Resource

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Plan to expand capacity as load growth occurs. Table 8-1 below, lists the location and capacities, in million volt-amps (MVA) of each substation in OPALCO's transmission network.

Table 1
Capacity of OPALCO Electric Facilities (2025)

Location	Island	Base Capacity (MVA)	Max Capacity (MVA)
Shaw	Shaw	5	5
Orcas	Orcas	12	12
Eastsound	Orcas	12	16
Olga	Orcas	7.5	7.5
Lopez	Lopez	12	16
Lopez Backup	Lopez	12	16
Blakely	Blakely	2.5	2.5
Decatur	Decatur	2.5	2.5
Roche Harbor	San Juan	12	16
Friday Harbor	San Juan	28	37.3
Gravel Pit	San Juan	12	20

Source: OPALCO 2025

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Figure 1
OPALCO Electrical Facilities (2025)

Table 2 below, lists the number of service accounts by island for 2025.

Table 2
2025 OPALCO Accounts

Island	Number of Services
Armitage	1
Bell	1
Big Double	3
Blakely	164
Brown	47
Canoe	6
Center	142
Charles	2
Crane	53
Decatur	301
Henry	94
Little Double	1
Lopez	2,572
Obstruction	37
Orcas	4,831
Pearl	41
Reef Point	1
San Juan	6,631
Shaw	280
Speiden	11
Total	15,219

Source: OPALCO 2025

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Capacity Needs

An analysis of capacity development necessary to meet future demand is contained in OPALCO's 20-year long-range plan. OPALCO periodically updates its Integrated Resource Plan (IRP), which projects county electric load based on the Comprehensive Plan population projections, as well as state and federal climate action policy and programs. With the recent update to the Comprehensive Plan's population projections, OPALCO is updating the IRP, which will be released in early 2026, incorporating load forecasting through 2045. The IRP will serve as the basis for an updated Long-Range Plan (LRP) and Capital Work Plans (CWP), which will be updated in 2026. IRPs and LRPs use a 20-year planning horizon. CWPs use a 4-year planning horizon and are reviewed and updated annually. These capital-planning programs are referenced here for future comprehensive planning purposes.

Detailed analyses have been and will be conducted by OPALCO based on planned land use. Planned construction of electric utility facilities serving local load areas is based on existing and projected load rather than time (years). Utilities determine the need for expanded or new electric utility regional transmission network facilities on the basis of established planning standards that define required system performance under specified conditions including load and generation levels, equipment outages, weather, and equipment ratings. As the electric load within San Juan County grows due to an increase in customers and demand, OPALCO will need to add new electrical facilities to increase the capacity of its distribution, generation, and storage systems.

Community Solar

OPALCO operates a 500 KW solar array located on 3.6 acres at the Decatur Substation. This is OPALCO's first Community Solar Project – a program where members offset a portion of their energy use and electric bill via credits by buying shares of a solar array OPALCO operates. Decatur Community Solar began operating in July 2018 and is expected to produce approximately 570,000 kWh/year. More solar projects may be a part of OPALCO's effort to become more energy independent from mainland energy sources.

San Juan Islands Conservation District and OPALCO promote solar energy projects in the county in partnership with the Bonneville Environmental Foundation and local solar installers. The Community Solar for Our Schools program provided solar array installations to generate power for public schools on Orcas, San Juan, Lopez and Shaw islands.

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Propane and Natural Gas

Propane is an important energy source in San Juan County. Natural gas is not available in the County, contributing to the reliance on propane. Propane in San Juan County is provided by private suppliers, including Inter-Island Propane and San Juan Propane. Inter-Island Propane is located in Friday Harbor and on Lopez Island. They currently provide barge service to Orcas, Shaw, and to the outer islands by request. Inter-Island propane has been permitted to build and operate a new facility in Eastsound. San Juan Propane is located in Friday Harbor, Eastsound, and Island Center on Lopez Island. San Juan County's involvement with propane extends only to land use issues. Safe delivery of propane from ports is a priority.

Telecommunications (Data & Voice)

Data & Telephone – Fiber Optic

The availability of fiber optic based services has grown extensively throughout the county in the past decade This is meeting the growing needs of the electric grid, emergency communications, residential and business broadband via fiber to the premise and fixed wireless and cell phone service coverage. In Mid-2015, deployment of Fiber to the Home and Premise (FTTH & FTTP) began throughout the county as part of OPALCO's board decision to expand into broadband service needs for San Juan County Residents . As of 2025, approximately percent of the County (7,500 addresses) is located within a serviceable distance (500 feet or less) of existing fiber optic facilities. Of those addresses, over 3,600 are connected to fiber optic service or have fiber optic service available to connect. As demand for higher bandwidth and additional improvements are made to public infrastructure, the availability of fiber optic services will continue to grow. Currently, Rock Island Communications is the recipient and program administrator of 3 separate broadband grants (RDOF, ARPA, BEAD) which is providing over $27M in infrastructure support to expanded service in San Juan County. The FTTP system enables homes and businesses to scale their needs up to 1Gbps (1,000 Mbps) upon initial installation with the ability to go to 10Gbps (10,000 Mbps) or even higher, as required. Fiber is considered a future-proof technology that allows for massive increases in available bandwidth for generations to come. The average monthly new connection rate is 30-40 locations. The OPALCO and Rock Island fiber infrastructure is spanning 750 plus miles, and currently growing by connecting all major islands (9 islands in San Juan County) to the essential services with access on the network to multiple exchange locations in the Seattle area for redundancy and reliability in diversity.

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Telephone – Voice over Internet Protocol (VoIP)

With the increase use of data communication services, Voice over Internet Protocol (VoIP) has become the predominate method for non-wireless based voice communications around the nation, particularly for businesses. VoIP services are dependent on reliable, low-latency internet connectivity. Unlike Plain Old Telephone Service (POTS) lines, the Washington Utilities and Transportation Commission (WUTC) does not regulate VoIP.

There are various resellers of VoIP services for residents and businesses in San Jun County. Anyone with a reliable internet connection can purchase voice services from a variety of national providers. Each of these providers deliver a wide variety of services and advanced features based upon the consumer requirements.

Wireless – Fixed Wireless

In addition to deploying Fiber To The Home (FTTH) around the County, Fixed Wireless has been deployed county-wide. Fixed Wireless services areas where fiber is unavailable currently. Fixed Wireless utilizes the latest cellular technology enabling high-speed data and voice connections up to to 300 Mbps. As of March 2025, nearly 3,000 locations are served with fixed wireless broadband service. This service is recognized nationally as one of the top 10 fastest wireless services available to U.S. residents and the highest available offering in Washington State. Service via this technology provides broadband to 18 remote, non ferry-served islands, some without utility power service. With increased capacity being added regularly, this service is currently available to over 4,500 locations in San Juan County. This service has been made available through a strategic partnership the local Coop, OPALCO and its subsidiary Rock Island have made with the cellular carrier T-Mobile USA to increase access in San Juan County to the latest technology and expand coverage.

Wireless – Cellular

Personal wireless communication facilities are not classified as public utilities or essential services, but are a commercial service. Nationally, the Federal Communications Commission (FCC) regulates the airwaves and the personal wireless communications industry and is responsible for issuing construction permits for transmission facilities and licenses to operate wireless systems. All major national cell phone providers have a presence in San Juan County from T-Mobile, Verizon, AT&T and Sprint to smaller service providers. Overall capacity of the network with multiple new frequency bands opening enables for higher throughput and data rates. It is expected providers will expand their capacity and coverage area over time to accommodate their respective customer base.

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Local governments regulate the development of the wireless communications network by specifying where facilities can locate, applying buffering and setback requirements, etc. Federal case law from regulating facilities covered by the Federal Aviation Administration (FAA) has preempted local governments. The FAA reviews the location and height of proposed support structures to prevent interference with operations of airports and flight paths. The FAA regulates proposed towers that exceed 200 feet and smaller structures located within 20,000 feet of a major airport and 10,000 feet of a general aviation airport. The FAA does not have the authority to deny an FCC construction permit, but it can cite a proposed support structure as a hazard to navigation. (See the discussion on Airport facilities in Element II-D Transportation.) In 2014, San Juan County adopted a joint use wireless ordinance enabling the broader development of wireless infrastructure for essential public services.

Telephone – Plain Old Telephone Service (POTS)

Lumen (formerly CenturyLink), based in Monroe, Louisiana, is the primary provider of POTS (Plain Old Telephone Service), to approximately 10,000 residential and business customers in the county. The number of locations decreases as consumers discontinue landline service or port their number over to VoIP providers, such as Rock Island Communications, a subsidiary of OPALCO. In addition, Lumen (formerly CenturyLink)Lumen (formerly Lumen (formerly CenturyLink)) also provides digital subscriber line (DSL) service; as well as private dedicated services (i.e. Ethernet) which helps meet the needs of telecommunication customers throughout the county.

Lumen (formerly CenturyLink) provides service to the county via a fiber optic cable network that connects all the major islands to the mainland. It provides these essential services to meet the needs of telecommuters and those who run businesses from their homes. Service is currently provided to Blakely, Brown, Center, Crane, Decatur, Henry, Lopez, Obstruction, Orcas, Pearl, San Juan and Shaw Islands.

Geographic isolation and comparatively small resident populations have historically inhibited the extension of telephone service to some islands within the county, such as Stuart Island.

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Internet & Cable Services

Fast, reliable Internet connection is increasingly important to economic development, health and safety, and daily life in San Juan County. Broadband Internet connection allows residents opportunities to work remotely and connect with others globally. Medical facilities and emergency services rely heavily on broadband Internet in order to provide modern, up-to-date care. The Economic Development Element of this Comprehensive Plan states the goal of "support[ing] development of reliable high-speed (100 Mbps or higher, or the current standard for urban regions of the U.S., whichever is higher) broadband infrastructure that enables the creation of jobs and improved educational opportunities for islanders, and increased competitiveness for the county." Internet utility infrastructure comes in several forms, including fixed wireless, fiber, and cable.

Rock Island Communications provides broadband Internet via fixed wireless and fiber in San Juan County. Rock Island is a subsidiary of OPALCO, as of 2015. Rock Island purchased PogoZone and retrofitted the system to fiber in 2023-2024. The cable system on Orcas is now fully decommissioned and upgraded to fiber service. Fiber connectivity is growing rapidly, with Fixed Wireless providing service in areas awaiting fiber deployment. Cable services for Television and Internet have continued to see a significant decrease throughout the county however Zito Media continues to cover parts of Friday Harbor. This decline has been driven by unreliable maintenance of the system, poor response times for service interruptions and the consumer move to online streaming services such as Netflix, Hulu, and Amazon as broadband services via fiber and wireless increase, in addition to increased competition from satellite providers.

Communication Sites and Facilities

Countywide, the Cooperative owned utility, Rock Island, owns and operates 40 wireless sites and manages 3 additional sites in the county on existing wireless structures which provide the essential communication coverage for 95% of San Juan County. The implementation of these sites under the joint use wireless facility has enabled the expansion of communication services to the majority of county residents, first responders and commercial users. As of May 2025, 22 of these 43 Rock Island sites house radio communication equipment for the first responder radio network. This provides radio coverage on the licensed frequencies for Sherrif, Public Works, Lopez Fire, Orcas Fire and San Juan Fire under the collective San Juan County Radio project.

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Legacy tower sites exist atop Mt. Constitution on Orcas Island and are used to provide broadcast communications for backhaul, cellular, and other wireless services. As telecommunications technology and demands continue to change, service providers must retain the ability to expand existing and build new antennae and towers for operational purposes.

Mt. Constitution Sites, Inc. owns 160 acres of land within Moran State Park and leases communication towers to approximately 40 users. In all they have five towers with three primary sites ranging from 500', 400', to a 235' tower, located in the northeast corner of this property.

East of the 160-acres of private property mentioned above, the U.S. Coast Guard leases a one-acre site from the Washington State Parks and Recreation Commission (WSPRC) and operates a 100-foot tower with microwave dishes to monitor small vessels. KVOS leases a one-acre site from the WSPRC at the 2,409 summit of Mt. Constitution and operates a transmitter facility and a 150-foot tower. Washington State Department of Transportation (WSDOT) leases a one-acre site from WSPRC southwest of the KVOS site and operates two 70-foot towers. The U.S. Forest Service also leases one acre from WSPRC and operates two 70-foot towers. The University of Washington also operates a seismographic telemetry station at this site. This site may, at some point, no longer be sufficient for future forms of, or demand for, personal wireless services. The county adopted Ordinance 8-1997, which established a subarea plan and requirements for future personal wireless communication service facilities through Chapter 16.80 of the SJCC.

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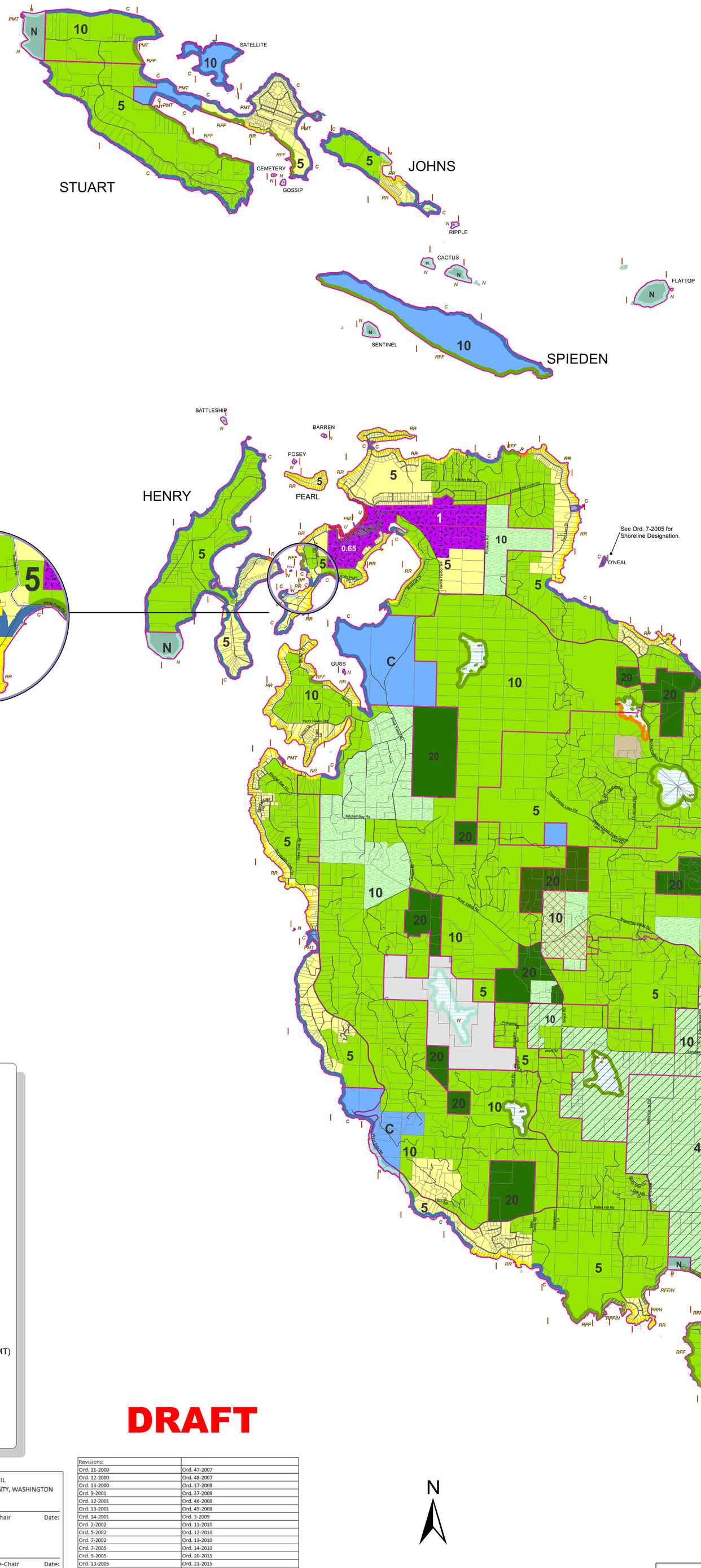

NOTES:

Residential density is indicated by a number or letter

e.g. 5 = 1 unit per 5 acres
N = Natural = 1 unit per parcel of record
C = Conservancy = 1 unit per parcel of record unless publicly owned
(See SJCC 18.30.020(D))
SPD = Washington Department of Natural Resources Trust Land Management Plan.

The Shoreline Management Act and the Master Program apply to all shorelines 200 feet landward of the ordinary high water mark (OHWM) and everything seaward of that line.

Where a single designation is shown, this applies landward of the OHWM, and the aquatic designation applies seaward of the OHWM. Where a dual designation is shown (e.g. RR/C, C/N), the first designation applies landward of the OHWM, the second from the OHWM to the line of extreme low tide (ELT), and the Aquatic designation applies seaward of the ELT line.

Comprehensive plan land use designations in existence on the effective date of the Shoreline Master Program, 30th October, 2017, continue to apply.

All small islands, rocks, and reefs whose designations are not shown on this map are designated Conservancy if in private ownership, or Natural if they are public ownership.

Shoreline densities are the same as upland designations. There are no separate shoreline densities.

* Auditor File Numbers (AFN): 2007 0830001, 2007 0830002, 2007 0711003, 2007 0711004, and 2007 0711005.

Legend

- Parcels
- Lake
- Sandwith Dev. Agreement (12-21-84)
- San Juan Valley Overlay District
- Density Boundary

Land Use Designation

- Agricultural Resource (AG)
- Conservancy (C)
- Town of Friday Harbor
- Friday Harbor Incorporated UGA
- Friday Harbor Unincorporated UGA
- Forest Resource (FOR)
- Master Planned Resort (MPR)
- Natural (N)
- Rural Farm Forest (RFF)
- Rural General Use (RGU)
- Rural Industrial (RI)
- Rural Residential (RR)

Shoreline Designation

- Conservancy (C)
- Natural (N)
- Port, Marina, Marine Transportation (PMT)
- Rural (R)
- Rural Farm Forest (RFF)
- Rural Farm Forest / Natural (RFF/N)
- Rural Residential (RR)
- Rural Residential / Natural (RR/N)
- Urban (U)
- Shoreline Designation Break

ATTEST: Clerk of the Council

By: _____
Sally Rogers, Date:

REVIEWED BY COUNTY MANAGER

By: _____
Jessica Hudson Date:

APPROVED AS TO FORM ONLY
Amy S. Vira

By: _____

COUNTY COUNCIL
SAN JUAN COUNTY, WASHINGTON

By: _____
Kari McVeigh, Chair Date:
District 1

By: _____
Jane Fuller, Vice-Chair Date:
District 3

By: _____
Justin Paulsen, Member Date:
District 2

Revisions:	
Ord. 11-2000	Ord. 47-2007
Ord. 12-2000	Ord. 48-2007
Ord. 13-2000	Ord. 17-2008
Ord. 9-2001	Ord. 37-2008
Ord. 12-2001	Ord. 46-2008
Ord. 13-2001	Ord. 49-2008
Ord. 14-2001	Ord. 3-2009
Ord. 2-2002	Ord. 11-2010
Ord. 5-2002	Ord. 12-2010
Ord. 7-2002	Ord. 13-2010
Ord. 7-2005	Ord. 14-2010
Ord. 9-2005	Ord. 20-2015
Ord. 13-2005	Ord. 21-2015
Ord. 10-2006	Ord. 1-2016
Ord. 2-2007	Eastsound Technical Map Correction - 06-21-16
Ord. 11-2007	Eastsound Technical Map Correction - 10-18-16
Ord. 22-2007	Ord. 11-2016
Ord. 23-2007	Ord. 11-2019
Ord. 24-2007	Ord. 12-2019
Ord. 25-2007	Town Ordinances 1685 and 1686
Ord. 29-2007	Ord. 20-2022

N

2,500 0 10,000
Feet

Scale: 1:30,000
1 inch = 2,500 feet

Comprehensive Plan
Land Use and Shoreline Master Program Designations
District 1

San Juan County, Washington

Figure 1

Drawn By:
San Juan County GIS

Date Adopted:
11/2022

Revised:
8/2025

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PATOS

SUCIA

CLUSTER

LITTLE SUCIA

SOUTH FINGER

NORTH FINGER

MATIA

PUFFIN

SKIPJACK

BARE

WALDRON

A portion of the lots in sections 12 & 13 are subject to Res. 80-1984 and the July 24, 1984 Waldron Airstrip Development Agreement

Airport Overlay District
See Ord. 2-2003

ORCAS

FREEMAN

BARNES

See specific designation limitations for Barnes Island in Ord.77-1994

CLARK

LONE TREE

SISTERS

LITTLE SISTER

A portion of the lots in this area are subject to the August 18, 1981 Buck Mountain Agreement

See SJCC 18.30.220

GRIFFIN ROCK

SKULL

PICNIC

JONES

FAWN

VICTIM

BIG DOUBLE

LITTLE DOUBLE

REEF

OAK

CRANE

McCONNELL

RACCOON

YELLOW

CLIFF

BELL

See separate map for Marine Area overlay shoreline designation in Orcas Bay

TWIN ROCKS

NORTH PEAPOD

SOUTH PEAPOD

DOE

See SJCC 18.30.200.D

OBSTRUCTION

NOTES:

Residential density is indicated by a number or letter

e.g. 5 = 1 unit per 5 acres
N = Natural = 1 unit per parcel of record
C = Conservancy = 1 unit per parcel of record unless publicly owned
IC = Island Center = Minimum parcel size 1 acre. One unit per parcel of record. Dwelling units limited by SJCC 18.30.230 (See SJCC 18.30.020(D))
SPD = Washington Department of Natural Resources Trust Land Management Plan.

See the Official Maps for:

Eastsound Subarea and Urban Growth Area
North Rosario Residential Activity Center
Deer Harbor Hamlet
Doe Bay Hamlet
Olga Hamlet
Orcas Village
West Sound Hamlet
Orcas Island Airport Overlay District
Country Corner LAMIRD

The Shoreline Management Act and the Master Program apply to all shorelines 200 feet landward of the ordinary high water mark (OHWM) and everything seaward of that line.

Where a single designation is shown, this applies landward of the OHWM, and the aquatic designation applies seaward of the OHWM. Where a dual designation is shown (e.g. RR/C, C/N), the first designation applies landward of the OHWM, the second from the OHWM to the line of extreme low tide (ELT), and the Aquatic designation applies seaward of the ELT line.

Comprehensive plan land use designations in existence on the effective date of the Shoreline Master Program, 30th October, 2017, continue to apply.

All small islands, rocks, and reefs whose designations are not shown on this map are designated Conservancy if in private ownership, or Natural if they are public ownership.

Shoreline densities are the same as upland designations. There are no separate shoreline densities.

See the Official Map for Eastsound Urban Growth Area.

Legend

- Parcels
- Lake
- Eastsound UGA
- Density Boundary
- Marine Protected Area
- Zoning District

Land Use Designation

- Activity Center
- Agricultural Resource (AG)
- Conservancy (C)
- Country Corner Commercial (CCC)
- Eastsound Airport District (no residential development is allowed)
- Eastsound Natural (max. 1 unit per parcel)
- Eastsound Rural (max. 1 unit/5 acres)
- Eastsound Residential 1/acre (max. 1 unit/acre)
- Eastsound Residential 1/acre P*
- Eastsound Residential 2/acre
- Eastsound Residential 2/acre P*
- Eastsound Residential 4/acre P*
- Eastsound Residential 4-12/acre (min. 4 - max. 12 units/acre)
- Eastsound Rural Residential (max. 1 unit/5 acres)
- Eastsound Rural Residential (max. 1 unit/2 acres)
- Service & Light Industrial (SLI) (residential use allowed only as accessory to commercial, institutional, or industrial use)
- Service Park (SP) (residential use allowed only as accessory to commercial, institutional, or industrial use)
- Village Commercial (VC) (min. 12 - max. 40 units/acre)
- Village Commercial Limited (see SJCC 18.30.460)
- Village Residential (VR) (min. 4 - max. 12 units/acre)
- Forest Resource (FOR)
- Deer Harbor Hamlet Commercial
- Deer Harbor Hamlet Industrial
- Deer Harbor Hamlet Park
- Deer Harbor Hamlet Residential
- Island Center (IC) (See SJCC 18.30.230)
- Marina (max. 6-8 units/acre)
- Master Planned Resort (MPR)
- Natural (N)
- Olga Community Center
- Olga Hamlet Commercial
- Olga Hamlet
- Olga Park Site
- Orcas Village Commercial
- Orcas Village Residential
- Orcas Village Transportation
- Rural Farm Forest (RFF)
- Rural Industrial (RI)
- Rural Residential (RR)

Shoreline Designation

- Conservancy (C)
- Natural (N)
- Port, Marina, Marine Transportation (PMT)
- Rural (R)
- Rural Farm Forest (RFF)
- Rural Residential (RR)
- Urban (U)
- Shoreline Designation Break

DRAFT

ATTEST: Clerk of the Council

By: _____
Sally Rogers, Date:

REVIEWED BY COUNTY MANAGER

By: _____
Jessica Hudson Date:

APPROVED AS TO FORM ONLY
Amy S. Vira

By: _____

COUNTY COUNCIL
SAN JUAN COUNTY, WASHINGTON

By: _____
Kari McVeigh, Chair Date:
District 1

By: _____
Jane Fuller, Vice-Chair Date:
District 3

By: _____
Justin Paulsen, Member Date:
District 2

Revisions:	
Ord. 11-2000	Ord. 47-2007
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Ord. 13-2000	Ord. 17-2008
Ord. 9-2001	Ord. 37-2008
Ord. 12-2001	Ord. 46-2008
Ord. 13-2001	Ord. 49-2008
Ord. 14-2001	Ord. 3-2009
Ord. 2-2002	Ord. 11-2010
Ord. 5-2002	Ord. 12-2010
Ord. 7-2002	Ord. 13-2010
Ord. 7-2005	Ord. 14-2010
Ord. 9-2005	Ord. 20-2015
Ord. 13-2005	Ord. 21-2015
Ord. 10-2006	Ord. 1-2016
Ord. 2-2007	Eastsound Technical Map Correction - 06-21-16
Ord. 11-2007	Eastsound Technical Map Correction - 10-18-16
Ord. 22-2007	Ord. 11-2016
Ord. 23-2007	Ord. 11-2019
Ord. 24-2007	Ord. 12-2019
Ord. 25-2007	Town Ordinances 1685 and 1686
Ord. 29-2007	Ord. 20-2022

N

3,000 0 12,000 Feet

Scale: 1:36,000
1 inch = 3,000 feet

Comprehensive Plan
Land Use and Shoreline Master Program
District 2

San Juan County, Washington

Figure 2

Drawn By: San Juan County GIS

Date Adopted: 11/2022

Revised: 8/2025

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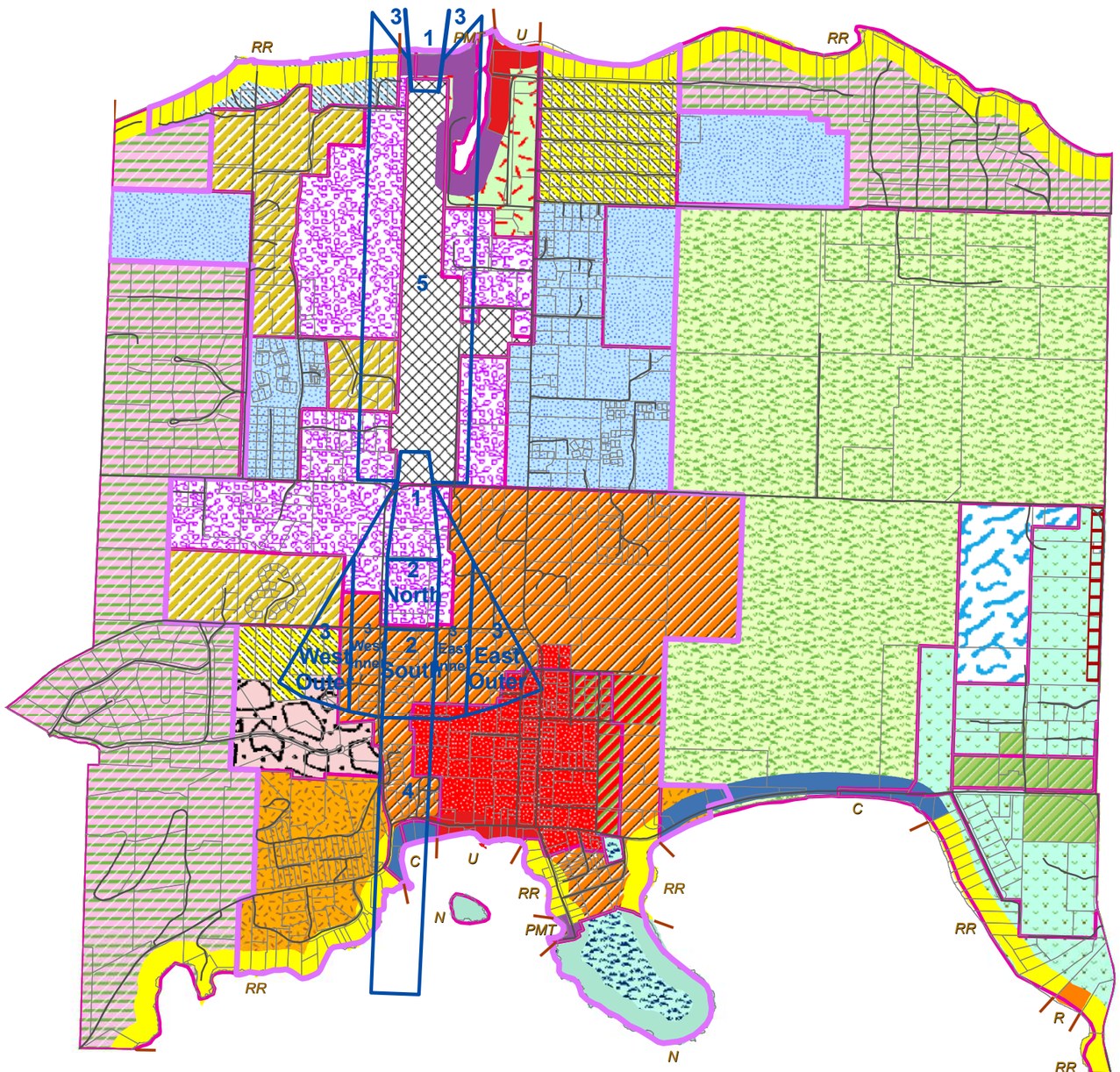


N

1,000 0 1,000 Feet

Scale: 1:12,000
1 inch = 1,000 feet

Parcels
Eastsound Urban Growth Area
Eastsound 50 Foot Buffer
Airport Overlay District
Density Boundary

Land Use Designation

- Country Corner Commercial (CCC)
- Eastsound Airport District (no residential development is allowed)
- Eastsound Natural (max. 1 unit per parcel)
- Eastsound Rural (max. 1 unit/5 acres)
- Eastsound Residential 1/acre (max. 1 unit/acre)
- Eastsound Residential 1/acre P*
- Eastsound Residential 2/acre
- Eastsound Residential 2/acre P*
- Eastsound Residential 4/acre P*
- Eastsound Residential 4-12/acre (min. 4 - max. 12 units/acre)
- Eastsound Rural Residential (max. 1 unit/5 acres)
- Eastsound Rural Residential (max. 1 unit/2 acres)
- Service & Light Industrial (SLI) (residential use allowed only as accessory to commercial, institutional, or industrial use)
- Service Park (SP) (residential use allowed only as accessory to commercial, institutional, or industrial use)
- Village Commercial (VC) (min. 12 - max. 40 units/acre)
- Village Commercial Limited (see SJCC 18.30.460)
- Village Residential (VR) (min. 4 - max. 12 units/acre)
- Forest Resource (FOR)
- Marina (max. 6-8 units/acre)
- Rural Farm Forest (RFF)
- Rural Residential (RR)

Shoreline Designation

- Conservancy (C)
- Natural (N)
- Port, Marina, Marine Transportation (PMT)
- Rural (R)
- Rural Residential (RR)
- Urban (U)
- Shoreline Designation Break

DRAFT

This map is a graphic representation derived from San Juan County's Geographic Information System. It is designed and intended for reference only, and is not guaranteed to survey accuracy. The information represented in this map is subject to change without notice.

Eastsound Subarea Plan Official Map

Orcas Island
San Juan County, Washington

Drawn By: San Juan County
Date Adopted: 11/2022
Revised: 8/2025

Exhibit A

SAN JUAN COUNTY COMPREHENSIVE PLAN

Eastsound Subarea Plan

Council Approved

December 15, 2015

DRAFT

2025 Comprehensive Plan Update edits resulting from proposed Official Map amendments shown in RED.

Section 1. Introduction.

A. History. From its origins, the Eastsound subarea plan has been an urban plan in a rural county inspired and led by an islandwide local initiative.

In 1978 San Juan County adopted its first comprehensive land use plan and ordinance that largely overlooked Eastsound Village. In order to provide both predictability and a vision for the future, some Eastsound merchants formed the Eastsound Preservation Group and hired Seattle planning consultant Tony Puma to draft a plan for Eastsound Village. That plan articulated the idea of a compact "walking village" as the commercial and cultural center of Orcas Island. The Plan included a map with land use zones for retail, residential and industrial land uses extending from the retail center to the airport. It established the Eastsound Planning Review Committee, appointed from all of Orcas Island to advise the Community Development Department, the Planning Commission and County Council on land use matters in Eastsound.

The plan, adopted in 1981 by County Ordinance 225-1981 and was expanded in scope and area in 1992, 1994, 1996, 2000, 2005, 2010 to include the surrounding small lot residential areas, an Urban Growth Boundary and Limited Area of More Intense Rural Development.

Add 2025 above if Eastsound Map amendments are adopted

B. Purpose. By adopting this plan the County established as its policy the maintenance of a subarea plan to provide land use and development goals, policies and regulations specifically for the Eastsound planning area. Eastsound is the largest unincorporated community in the County. It is the geographic center of Orcas Island and is the commercial and cultural center of the island community.

The Eastsound Subarea Plan, as amended, is to accomplish six (6) goals:

1. Identify, conserve, and enhance the qualities of Eastsound that contribute to people's enjoyment of the place as well as to its functions as the commercial, cultural and residential center of a rural island community and ensure that land uses which adjoin residential uses are compatible with them;
2. Anticipate and manage how change will occur in Eastsound and immediate surroundings, and to provide a tangible vision for future growth so that the qualities that define its character and give it value as a place to live and work are not compromised as growth and change are accommodated;
3. Provide clear standards for development in Eastsound including standards for buildings, streets and sidewalks, utilities, lighting and allowable uses within each land use district;
4. Assure that all Eastsound specific code and land use requirements are considered in the county's Unified Development Code (UDC), Title 18; and
5. Assure that local Eastsound residents play a role in defining the character and growth of the Eastsound Subarea.

6. The purpose of the Eastsound Plan is to provide for the orderly growth of Eastsound while preserving and enhancing the vitality and livability of the entire community. In addition, this plan is to establish a process for action by Orcas Island residents to shape the future form of the islands' residential, commercial and cultural center and the immediate vicinity.

C. Relationship to Other Local Plans and Land Use Regulations. For developments or activities not addressed in the Eastsound Plan, the Comprehensive Plan provides the policies that apply.

Parts of Eastsound are also subject to the Shoreline Master Program (SMP), Chapter 18.50 SJCC. And subject to the SMP policies, which are in Section B.3 of the Comprehensive Plan. The SMP was adopted by the County in 1976 in accordance with the Shoreline Management Act, Chapter 90.58 RCW.

The SMP governs land use and development within 200 feet of the ordinary high water mark on the north and south shores of Eastsound. It contains goals, policies and regulations regarding commercial, residential and industrial development and for marina, dock, bulkhead, fill and other developments on the shorelines. It also includes designations for different shoreline environments in which the SMP regulations may vary. These regulations apply in addition to those of the Eastsound Plan. If the SMP and the Eastsound Plan conflict, the most restrictive provision prevails. For example, if the Eastsound Plan allows a certain use with a district but the SMP does not allow it within the shoreline designation on the property, the SMP would control. Similarly, if the SMP allows a use and this plan does not, this plan prevails.

The SMP also contains permit requirements different than those in the Eastsound Plan. These may apply to a shoreline development proposal even if no permit is required by this plan.

D. Authority.

This subarea plan is adopted pursuant to SJCC 18.30.190 and 18.90.050 of the San Juan County Comprehensive Plan. It was adopted by San Juan County Ordinance No. 225–1981 and amended by Ordinances 43–1983, 62–1992, 12–1994, and 4–1996. (Ord. 4–1996; Ord. 62–1992 § 2) 13-2000, 14-2000 § 7, 13-2005 § 2, and, 14-2010.

E. Official Maps. **Update ordinance list if map amendments are adopted**

Official maps which delineate districts, public facilities, recreation, open area, and transportation facilities are a part of this subarea plan. These maps show the total area covered by this plan and each of the subarea land use district designations. The maps shall be filed and amended in the same manner as other official maps of the Comprehensive Plan, as provided in SJCC 18.10.040, 18.90.020 and 18.90.050.

1. There is hereby made a part of this plan a map which shall be known as the Eastsound Subarea Plan Official Map and referred to as the official map. This shall consist of the original official map adopted by Ordinance No. 62–1992 and all amendments thereto adopted pursuant to SJCC 18.90.020 and 18.90.050. This map shall be filed with the

County auditor, the County administration office and the Community Development and Planning Department. The planning department shall maintain a reproducible copy of the official map and shall make copies available for purchase.

2. The official map identifies the land area subject to this plan and the land use districts created herein. Maps contained in this plan which describe the Eastsound urban growth area boundary, planned transportation facilities and other planned capital improvements, and which identify specific natural features, are elements of the official map and are subject to the amendment procedures in SJCC 18.90.020 and 18.90.050. (Ord. 14–2000 § 7(QQ); Ord. 13–2000; Ord. 4–1996; Ord. 62–1992 § 2) 13-2000, 14-2000 § 7, 13-2005 § 2, and, 14-2010.

Section 2. Applicability.

A. General. This subarea plan, also referred to as the Eastsound Plan, provides goals and policies additional to those of the Comprehensive Plan and shall apply to all land and land use activity, and to all structures and facilities, within that area described on the official map. The UDC will contain regulations to implement the goals and policies of the Eastsound Plan. The provisions of this plan shall prevail over any conflicting provision of other portions of the Comprehensive Plan except as provided in subsection (B) of this section. All other provisions and language of the Comprehensive Plan shall retain their full force and effect.

B. Applicability of Shoreline Master Program. The provisions of this plan are also additional to those of the Shoreline Master Program (Chapter 18.50 SJCC, a subarea plan of the Comprehensive Plan) Chapter 18.50 SJCC contains the regulations portion of the County's Shoreline Master Program. The provisions of the Eastsound Subarea Plan are also in addition to the policies of the SMP in Section B.3 of the Comprehensive Plan. All developments within jurisdiction of the Shoreline Master Program shall be subject to Chapter 18.50 SJCC and to the SMP Policies which are in Section B.3 of the Comprehensive Plan. In the event of any conflict between the Eastsound Plan provisions and the Shoreline Master Program, the most restrictive shall prevail.

C. Amendments. Amendments to this plan shall be subject to procedures established in the Unified Development Code for adoption of subarea plans set out in Chapter 18.90 SJCC.

Section 3. Eastsound Planning Review Committee.

A. Creation. The Eastsound planning review committee is established under authority of this plan (as adopted by Ordinance No. 225–1981 and as amended by Ordinance No. 62–1992, and all subsequent amendments) by the County Council.

B. Composition. The Eastsound planning review committee shall consist of seven members, resident on Orcas Island, who shall be appointed by the County Council for terms of two years each so that terms of all members do not coincide. Terms of four members shall be for one year from the date of adoption of the ordinance codified in this chapter and the terms of three members shall be for a period of two years from the anniversary of the date of adoption.

C. Purpose. The purpose of the Eastsound planning review committee is to advise the planning department, the planning commission and the County Council on land use and development matters affecting Eastsound.

D. Authority. The Eastsound planning review committee shall have authority and responsibility to:

1. Review this plan periodically; following such review the committee may recommend to the County Council amendments designed to achieve more effectively the purposes and policies of this plan; review and amendment procedures shall be as set out in SJCC 18.90.050;

2. Review and comment on all applications for redesignation, long and short plats, and conditional use permits and variances required by this plan, and all applications for shoreline permits for development within Eastsound; and review and comment on all environmental determinations issued according to the State Environmental Policy Act for proposed developments in Eastsound;

3. Monitor applications and County permit approvals for other developments within Eastsound to enable effective and comprehensive review of this plan;

4. On request of the Director or on their own initiative, make recommendations regarding the intent or meaning of any provision of this plan;

5. Fulfill the above responsibilities by action in accordance with bylaws for conduct of the Eastsound planning review committee adopted by the County Council;

6. As the full committee or a subcommittee appointed by the chair, hold regular meetings with representatives of the Port of Orcas, the public works department, and utility providers for the exchange of information about plans for the extension of services or improvements to facilities within Eastsound; and

7. In order to enable the committee to fulfill its duties and to be adequately informed about pending land use applications in the subarea, the planning director will provide the committee with: (a) current summary reports of all pending land use applications; and (b) complete copies of all applications requested by EPRC. (Ord. 14–2000 § 7(TT); Ord. 4–1996; Ord. 62–1992 § 2)

Section 4. GENERAL PLAN

A. Existing Conditions.

1. Form and Character of Eastsound. The physical features and natural setting are the fundamental elements that form the character of Eastsound. It is located in a natural corridor formed by the hills to the east and west and by salt water to the north and south. It contains a natural water course and wetland, running south from the airport to East Sound, along the west side of this corridor. This supports a dense growth of native trees and shrubs and to the east, in the village, there are still open fields and clumps of evergreens and fruit trees.

Patterns of land development and movement of people in the area are also important elements of the character of Eastsound, particularly in the village. The village is small, with most buildings no larger than two stories and most shops and services within walking distance of each other. It has a rural character derived from several elements: many businesses are located in small, separate wooden houses which were formerly residences; there is little industrial activity and few businesses occupy large areas of land with buildings or outdoor storage. The predominant development pattern can be chatacterized as individual buildings on individual lots, separated by side, front and rear yards.

In the early 1990s, a collaboration between SJC Public Works, EPRC, local businesses, property owners, design professionals and passionate gardeners designed and installed curbs, sidewalks, landscaping elements and a variety of on-street parking configurations to create an attractive streetscape along Main Street and North Beach Roads.

Once an island hub for the import and export of goods by water, at Fishing Bay, the village has remained the central marketplace for Orcas. Now, though only one dock remains within the village and the transportation pattern is dominated by cars and trucks. Most Orcas Island residents drive to the village to shop and socialize. Visitors arrive in the village in private vehicles, by foot, bicycle, bus, boat or plane.

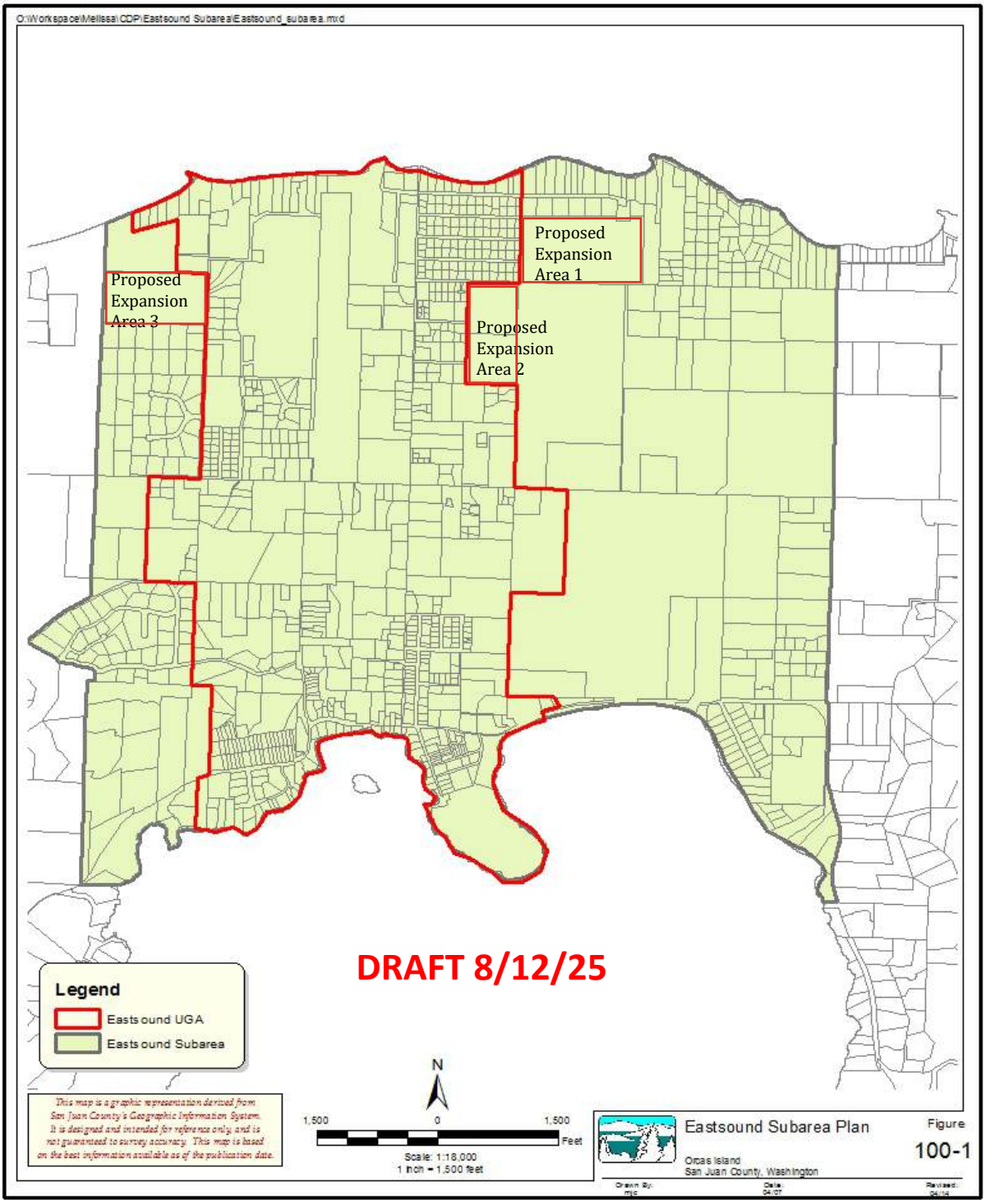
Economic change has also contributed to the character of Eastsound. No longer the center of an agricultural community, tourists and seasonal residents are now an important part of the Eastsound and island economies. Some Eastsound businesses could not survive without the increase in trade provided by these groups but these businesses also contribute to the year-round population because the goods, services and amenities they provide enrich the quality of life for residents as well. At the same time, tourism increases demands on community services and as the year-round and seasonal populations and tourism grow, there are greater pressures on the capacity of Eastsound to accommodate these demands while it benefits.

2. **Changing Conditions in Eastsound.** Among the most significant qualities of Eastsound today is the quality and amount of open space, either in open fields or views to the hills and the water. These will be altered or lost as new development occurs. To protect areas that are critical for community recreation and open space purposes, this plan identifies certain natural features in and around the village for conservation.

   The present orientation of the village away from the shoreline has, to a degree, been responsible for the relatively untouched appearance of beaches on the south shore. To maintain this, this plan favors making the village shoreline more accessible to the public visually by discouraging development of individual moorages and encouraging provision of view points open to the public in new waterfront developments.

   Since adoption of the Eastsound Plan in 1981 the village and immediate surroundings have experienced considerable change. Given the small scale of the village, new buildings can have a relatively strong impact on the character of the area and new

uses, particularly commercial uses, can have a major effect on patterns of movement through the village. This plan includes provisions for design of new buildings in a manner that reflects the character and scale of Eastsound, and a circulation plan designed to improve traffic movement and promote a development pattern consistent with the purpose and goals of the plan.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Proposed Expansion Area 1
Proposed Expansion Area 2
Proposed Expansion Area 3
DRAFT 8/12/25
Legend
Eastsound UGA
Eastsound Subarea
This map is a graphic representation derived from San Juan County's Geographic Information System. It is designed and intended for reference only, and is not guaranteed to survey accuracy. This map is based on the best information available as of the publication date.
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Feet
Scale: 1:18,000
1 inch = 1,500 feet
Eastsound Subarea Plan
Orcas Island
San Juan County, Washington
Figure
100-1

3. **Political and Economic Conditions.** Eastsound is a small, unincorporated area which is the social and economic center of Orcas Island. It does not have a municipal government or budget for planning, public improvements and maintenance of public facilities. These functions rest with San Juan County government. One purpose of this plan is to serve as a policy guide for County actions in distributing funds for the administration and development of community facilities and services which are now or should be in the future provided to Eastsound to maintain and enhance its role as the community center of Orcas Island.

B. General Goals and Policies.

1.1. Goal. To represent and respond to the specific needs and interests of the Orcas Island community in Eastsound within the County Comprehensive Plan, and to provide a means for community action to shape the future of Eastsound.

1.2. Statement of Intent. Eastsound is an established community and commercial center with land use and development patterns distinct from those of surrounding areas, and as the primary center for Orcas Island it must respond to the diverse needs and interests of the entire Orcas community. The following policies state how the County Comprehensive Plan will recognize the distinct roles and characteristics of Eastsound.

1.3. Policies.

a. San Juan County will maintain a subarea plan which will guide land use and development in Eastsound in a manner that will accomplish the stated purpose and goals of this plan.

   i. Land use districts established by this plan should be compatible with and maintain the existing development pattern. This subarea plan will maintain the established land use pattern by containing the most intensive forms of land use and development within the village, with less intensive uses distributed outward toward the perimeters of Eastsound.

   ii. A mix of uses should be allowed within different land use districts in a manner compatible with the existing development pattern and the goals of this plan.

   iii. This plan will provide for clustering of units within large scale residential developments in order to maximize the provision of common open space, minimize curb cuts along arterial roadways, and to provide for the efficient provision of utility services. In exchange for waiving the conditional use permit requirement, clustering will be required for large scale residential development, as defined in each residential land use designation.

   iv. In accordance with overall SJC policies in conformance with the WA State Growth Management Act which provide that 50% of anticipated overall future residential growth shall occur with its Urban Growth Areas, and that adequate provision be made for housing of island residents in all income categories, the Eastsound Urban Growth Area shall be sized accordingly, including applicable seasonal and market factors.

b. San Juan County will promote communication and cooperation among agencies and districts whose services and facilities affect Eastsound.

2.1. Goal. Conserve and protect the physical and visual qualities that contribute to the enjoyment of Eastsound and surrounding areas by island residents.

2.2. Statement of Intent. The natural setting of Eastsound and the features of the natural and built environments within it are fundamental to its character. Principal landscape features include wetlands, shorelines, hills, woods and fields that influence the form and visual quality of Eastsound.

The existing patterns of land use and the features of the built environment are also important components of the character of Eastsound. Many Eastsound buildings are or resemble structures built early in local history. By their numbers, locations, and relative harmony in form, scale and materials, they contribute a cohesiveness to the landscape, particularly in the village and its immediate surroundings.

These features of the natural and built environments define the informal, rural and aesthetically pleasing character this plan is designed to maintain and conserve.

2.3. Policies. To accomplish this goal, this plan will:

a. Identify specific natural features and characteristics and public vistas which warrant conservation and establish policies and standards for land use and development that will conserve them.

b. Establish minimum building design and site planning standards, based on the scale and character of existing buildings, that promote the visual harmony desired in Eastsound while preserving the present scale and allowing a diversity of individual buildings.

c. Provide a tangible vision and direction for the future of Eastsound which will enhance the existing character and guide the establishment of:

    i. A plan for the construction and improvement of public streets with associated on- and off-street parking facilities.

3.1. Goal. Anticipate and manage how growth occurs in Eastsound so that its character is not compromised unnecessarily as growth and change are accommodated.

3.2. Statement of Intent. Population growth and local and regional economic changes experienced since 1981, when the original subarea plan for Eastsound was adopted, have increased pressure on Eastsound to meet the diverse needs and interests of the Orcas Island community. This plan establishes how growth can be accommodated if the community activities, character and visual quality of Eastsound are to be maintained in the face of this pressure.

3.3. Policies.

a. Arrange the distribution of various land uses in and around the village in a way that maintains the small-scale of the village and that serves primarily the desires and interests of island residents. Therefore, this plan will:

   i. Make sufficient land area available to provide for orderly but concentrated commercial growth in the village in a manner responsive to the daily convenience needs of Orcas residents and which conserves natural landscape features that enhance the village character.

   ii. Encourage location of civic and cultural facilities within the village to maintain its economic and social vitality.

   iii. Contain and concentrate new commercial uses in the village to reduce vehicular traffic and make the village pleasant and convenient for pedestrians.

   iv. Encourage multi-family residential development in and around the village so that more island residents can walk, rather than drive, to destinations in the village.

b. Maintain the historical pattern of residential use in and adjacent to the village and provide for medium- to high-density residential development within an area currently served by central sewer and water systems and within convenient walking distance of schools and services. Therefore, this plan will:

   i. Encourage development of multi-family housing in and immediately adjoining the village by establishing land use districts to include comparatively high-density residential development, particularly for multi-family developments.

   ii. Provide for medium-density residential development in areas not adjacent but convenient to the village by establishing a residential use district which includes fewer, or less intensive, nonresidential activities.

   iii. Encourage new residential development as a secondary, accessory use in areas of Eastsound planned primarily for nonresidential uses.

   iv. Provide land for and encourage affordable housing alternatives.

   v. Encourage the remaining agricultural land in Eastsound to be used for agricultural pursuits.

c. Provide adequate land area for commercial and industrial uses that are not appropriate in the village but that are logically located conveniently to the village, while avoiding conflicts with other land uses. Therefore, this plan will:

   i. Minimize conflicts between the airport and surrounding residential uses by providing land area between these for uses less intensive than, but not incompatible with, airport use.

d. Recognize the existing commercial uses on the north shore and allow for additional commercial development which will enhance opportunities for the public to enjoy the shoreline.

4.1. Goal. Allow growth and development in Eastsound which can be supported by central water and sewer systems.

4.2. Policy. To achieve this goal:

a. Provide information which will support achievement of this goal, including descriptions of existing utilities, their service capacities, and plans for long-term service expansion.

b. Sewer and water system information should be updated and elaborated with the adoption of a capital facilities plan for Eastsound and its environs that is consistent with the County-wide Comprehensive Plan developed in accordance with the Growth Management Act.

c. Water and sewer system capital facility planning and construction within Eastsound shall be based upon the Eastsound Subarea Plan land use designations and the uses, densities, and activities allowed by those designations.

5.1. Goal. Develop a transportation system that enhances the character of Eastsound while providing safe and efficient vehicular and pedestrian circulation through and around Eastsound.

5.2. Policy. To achieve this goal:

a. The Transportation Plan (Figure 130–1) will be used for the orderly and timely acquisition of rights-of-way.

b. The Transportation Plan will concentrate nonresidential development in the village and direct the pattern of development around the village in a manner that maintains the scale of Eastsound.

c. A public parking plan will be developed for the village.

d. In collaboration with property owners, San Juan County Department of Public Works, local design professionals, and engaged citizens, implement the Eastsound streetscape standards throughout the Village Commercial district on an incremental basis.

6.1. **Goal.** Encourage the creation of a combination of public and private off-street parking that will satisfy the parking needs of Orcas Island residents, visitors, and businesses in the Village Commercial District.

6.2. Policy. To achieve this goal:

a. A public parking plan will be developed for the Village that will:

i. Provide sufficient off-street parking to mitigate the need for on-street parking.

ii. Encourage development of off-street parking that will be designed and landscaped to minimize the aesthetic impact on the Village.

iii. Convert all existing private on-street parking into public on-street parking by appropriate dedication of rights-of-way, as streets in the Village are improved.

iv. Provide for the acceptance of fees and the dedication or gift of land and/or easements in lieu of providing required off-street parking or in conjunction with a public road project.

b. Parking requirements for the Village Commercial District are based upon the following principles:

i. Parking in the Village is both a private and public responsibility which requires cooperative efforts between the public and private domain in order to achieve the objectives of this plan.

ii. Parking that is open to the public and not restricted as to use shall be encouraged over designated private parking.

iii. To the maximum extent possible the County will endeavor to provide additional public parking in conjunction with other public uses which may be established.

iv. The development of off-street parking areas open to the public should occur where it will serve substantial portions of the village. A public parking authority should be established to provide for the creation, management and maintenance of such parking areas. Donation of ROW for street improvements should be compensated by a credit to the property owner for each on-street parking space resulting from the donation, against the number of spaces required for the use of the property. The public parking plan will provide for concepts such as payment of a fee, gifts or dedications of land and the grant of visual and physical waterfront public access (pursuant to the Eastsound Waterfront Access Plan), in lieu of providing off-street parking. Owners who give or dedicate land and/or easements shall be compensated by a credit to the property owner for a number of parking spaces equal to the assumed value of the land and/or easements conveyed. Fees collected will be held in a fund to be used exclusively for the acquisition of land and construction of public parking areas.

7.1. Goal. Protect marine and fresh water environments from degradation by storm water.

7.2. Policy. Develop an Eastsound storm water plan and adopt implementation regulations consistent with best management practices. This should be coordinated with a plan for management of the East Sound watershed.

C. Open Space, Historic, and Natural Features.

1.1. Purpose.

a. To identify and protect specific open spaces and natural features which are key to maintaining the physical character and visual quality of Eastsound.

b. To protect specific natural resources that contribute to the environmental quality of Eastsound and the surrounding area.

c. To identify, recognize, and protect features of the built environment with historical significance.

1.2. Policies.

a. Enhance the accessibility of the East Sound waterfront to the public by improving the number and quality of shoreline views from within the village and along the East Sound shoreline.

b. Ensure preservation and conservation of natural resources and natural landscape features in all new development so that natural grades and vegetation are maintained and so that wetlands and specific natural landmarks and other key features are undisturbed.

c. Establish a process and schedule for acquisition and/or dedication of easements to provide permanent protection of key natural resources and features.

d. Encourage the County to work and cooperate with the Lummi owners of Madrona Point to provide and maintain public access in conformity with the enabling Covenants (Vol.276, pg.387-9).

1.3. Description (for Regulations *see* Conservancy Overlay District)**.**

a. **Lavender Farm Knoll.** This knoll is a natural landmark in central Eastsound.

b. **Eastsound Swale.** The swale is a natural boundary between the village and the airport and residential area west of the village. The dense vegetation in and along the swale is a prominent visual feature that offers an attractive edge for a pedestrian walkway.

This natural drainageway is a key component of the Eastsound watershed and of East Sound water quality it provides an important public benefit by controlling flooding and by filtering sediments from storm water, which help to maintain surface water quality. Land clearing and development in wetlands results in increased erosion; degradation of water quality from sedimentation and from loss of biofiltration from vegetation; loss of detention capacity which results in flooding; and adversely affects the quality of receiving waters, and therefore degrades fish and shellfish habitat. Also, certain types of land uses and development activities introduce petroleum products, pesticides, herbicides and other pollutants.

c. **Waterfront Park.** A low-bank parcel at the west edge of the East Sound shoreline provides dramatic views of the water and the Eastsound shoreline. The County acquired it for public park use.

d. **East Sound Waterfront.** Because the most characteristic and significant natural feature of Eastsound is its location at the head of East Sound, and because a goal of this plan is to increase visual and physical shoreline access to the public, the County and the owners of Village Commercial waterfront property have developed and agreed upon an Eastsound Waterfront Access Plan, which is set

forth herein. Figure 130–6 shows the visual and physical access corridors provided to East Sound.

e. **Madrona Point Dock and Beach.** This element is identified in this plan as a possible endpoint for a public access path along the beach east from the proposed waterfront park (subsection (C)(3) of this section). A public dock site and beach access from Haven Road have been secured by the County. When completed, the dock will provide the primary moorage facility for transient boat access to dock access to Eastsound. This dock is intended for temporary tie-up use.

f. **Madrona Point.** This prominent wooded peninsula is of great historic, scenic and cultural importance. Once faced with development into shoreline lots and condominium sites, it was purchased by the Bureau of Indian Affairs for the Lummi Indians on the condition that it be preserved as a natural area.

g. **Buck Park.** This property is located immediately east of the school and was donated to the community for development of a public park.

h. **Significant Views.** Views of the water significant to the character and visual quality of Eastsound are identified in Figure 120–1.

i. **Village Entrance and Edge Features.** The village is entered through three distinctive natural entranceways or "gates" composed of road offsets crowded by adjacent hills and trees. These gates are formed as follows:

i. The west gate is the stand of trees and surrounding open area at the waterfront park site and the crowding hill of Landmark Inn opposite together with the large firs at the edge of Lovers' Lane.

ii. The east gate is on Main Street at the east end of Madrona Point at Crescent Beach.

iii. The north gate is the North Beach Road entrance to Eastsound, just north of High School Road where Purdue Hill and the trees opposite on the east crowd to the road edge.

j. **Eastsound entrance and edge features.** The County-owned property at the Terrill Beach and Horseshoe Highway intersection is a prominent site that should be improved and maintained as a roadside park.

k. **Village Square.** A public space or village square at the center of the retail area. This is necessary as the focal "place" or center of activity of the village. It is to be located at the hub of village social and retail activity and provide space for festivals, formal and informal meetings, information, markets, and parking. This space should be an open, pedestrian area with grass, landscaping and paths, and should adjoin the Historical Museum which currently serves some of the same functions.

l. **North Shore.** This shoreline has gently sloping sandy beaches and views of Sucia Island, Georgia Strait, and summer sunsets. Three road ends with public access exist within the planning area.

m. **Wetlands.** All areas shown on the San Juan County 2010 General Locations of Possible Wetland Inventory Maps. These maps are intended to depict the general locations of known regulated wetlands. The maps do not show specific wetland boundaries or buffers but rather indicate the approximate locations of wetlands. Individual, site specific, investigations and/or wetland delineations may be required in the permit review processes required by this plan or other County land use regulations.

n. **Western Hill.** The wooded hill west of the village, along Lovers' Lane, is an important view and an enclosing element.

o. **Mount Baker Edge and View.** The eastern approach to Eastsound on Mount Baker Road and view of Mount Baker from this road. The significant characteristic here is a roadway bordered on one side by open fields (affording the view) and woods on the other.

p. **Crescent Beach Marsh.** This marsh east of Eastsound is under the Shoreline Master Program jurisdiction as a wetland associated with Ship Bay. A portion of the marsh is owned by the San Juan Preservation Trust. It is recognized as a feature important to Eastsound because drainage from the east end of the village flows to the marsh.

q. **Regulated Wetlands.** All wetlands listed in the SJC wetlands maps.

r. **Mount Baker Road Agricultural Property.** The land along Mt. Baker Road from Terrill Beach to North Beach Road. The significant characteristic here is rural open space and views of Mt. Baker.

s. **Crescent Beach Waterfront.** The waterfront and beach along Crescent Beach from Eastsound Village to Terrill Beach Road. This feature is recognized as important because it is a vital component of the Crescent Beach Marsh wetlands system, with oyster beds, unparalleled marine views, and a sensitive coastal ecology.

t. **Emmanuel Episcopal Church.** The Emmanuel Church is recognized for its historical significance and reflection of early architectural style in San Juan County. The church is listed on the National Register of Historic Places.

u. **The Orcas Island Historical Museum.** The museum is recognized for its historical collection and reflection of early history of San Juan County.

Figure 120-1

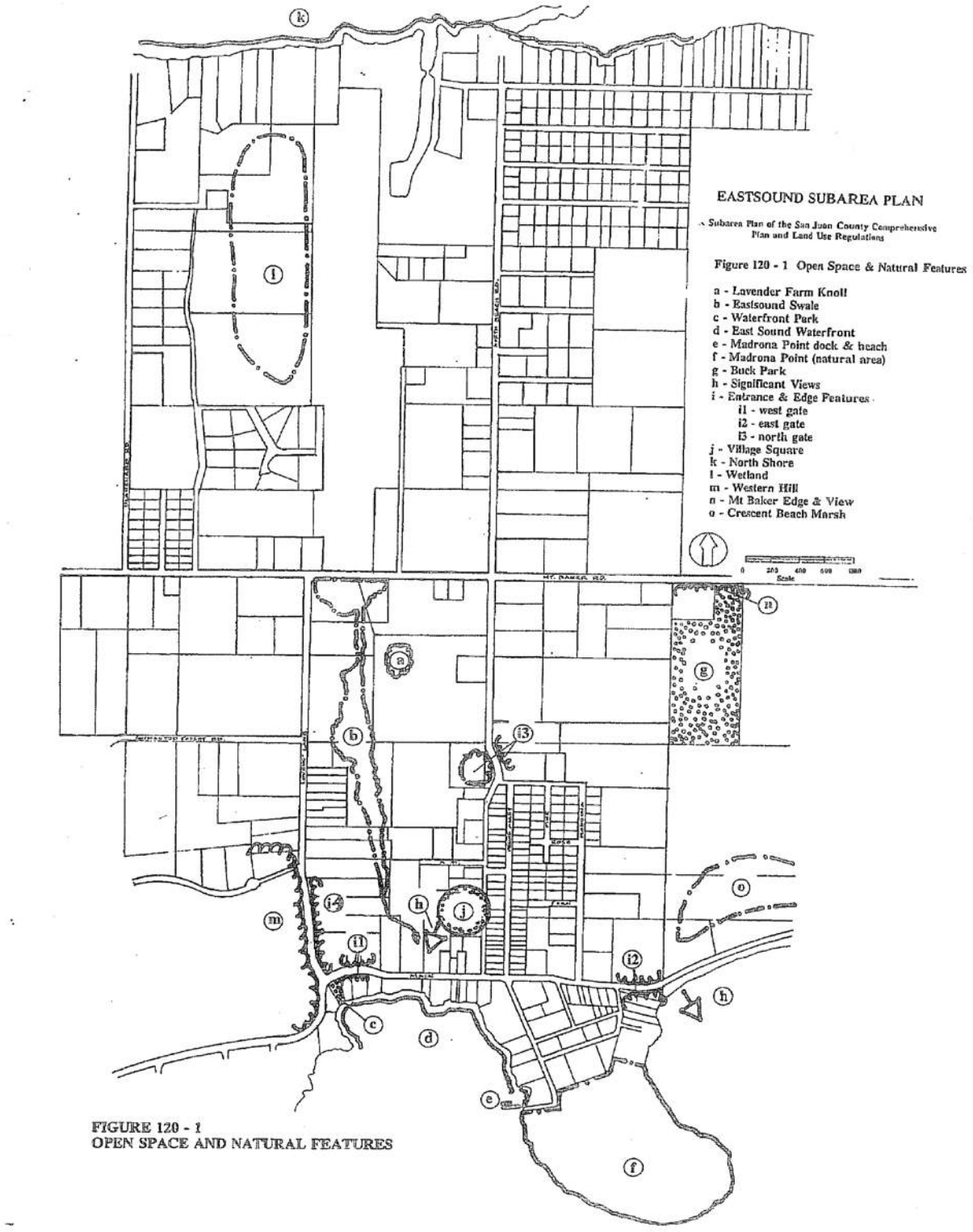


FIGURE 120 - 1
OPEN SPACE AND NATURAL FEATURES

D. Transportation.

1.1. Purpose.

a. To provide for the orderly development of roads and paths.

b. To construct roads and paths consistent with the character of Eastsound and this plan.

c. To provide for the timely acquisition of road rights-of-way.

d. To ensure the transportation system serves the land use goals and policies of this plan.

e. To provide for the participation of property owners in the design of road and path improvements.

f. To implement a streetscape improvement program for the village that supports the policies of this plan to make the village pleasant and convenient for pedestrians and also provide needed on-street parking.

g. To create a parking plan that will provide for adequate off-street public parking.

1.2. Vehicular Circulation Policies.

a. Figure 130–1 is the vehicular circulation plan for Eastsound.

b. The County should acquire rights-of-way shown in Figure 130–1 not currently owned by the County.

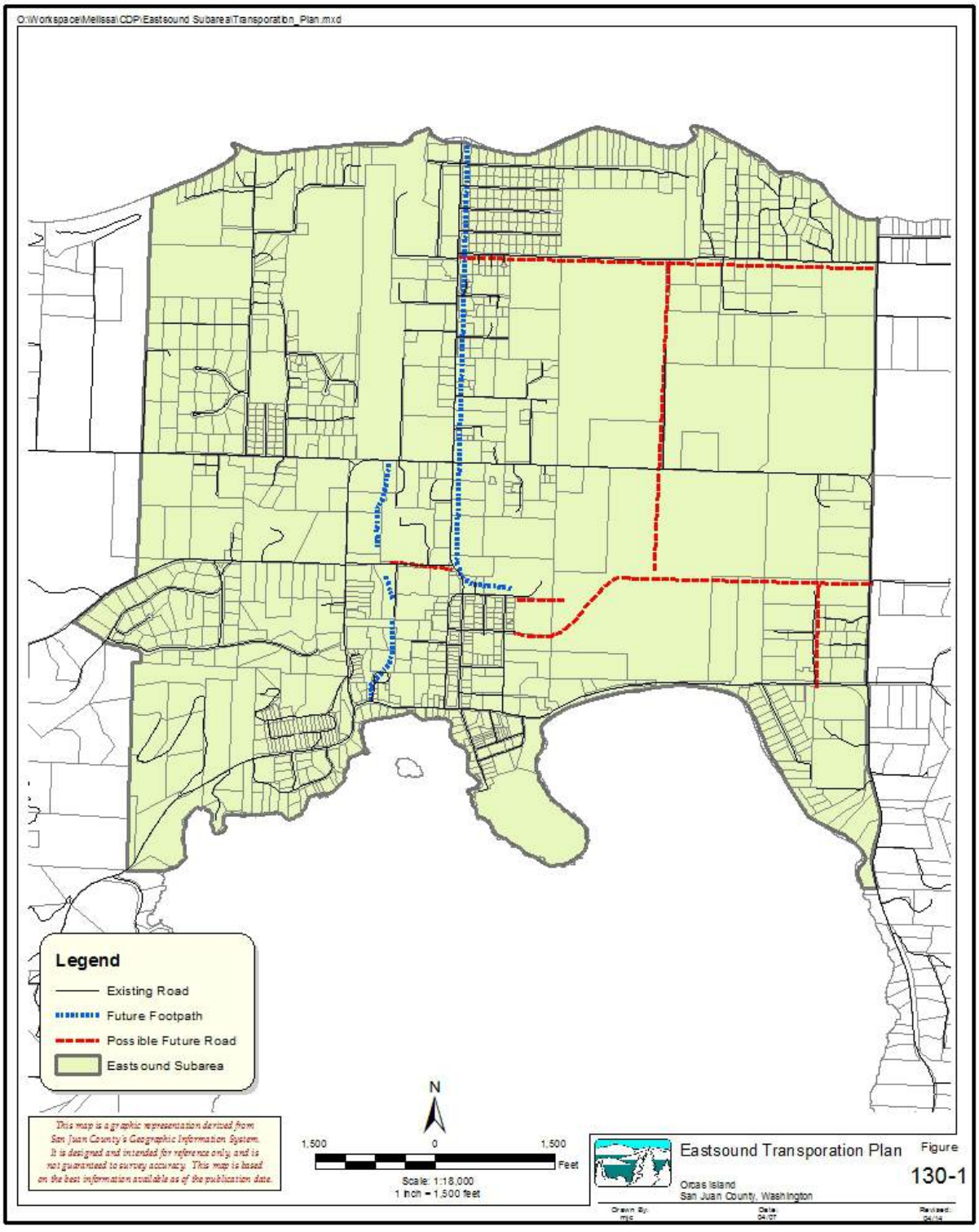
c. Streets within the village should be developed as access and feeder streets, not through streets.

d. Property owners are responsible for improvements to unopened rights-of-way at the time their property is developed if alternative vehicular access is unavailable.

e. The County is responsible for all public road development in Eastsound.

f. Installation of new utility lines and undergrounding of aerial lines shall be coordinated with construction and improvement of public streets to the extent possible.

g. If and when an alternative access route is desired to serve Eastsound from the east, south of Mount Baker Road, this should be provided by extension of Rose Street to the east. High School Road should then be extended to connect with Rose Street. This alternative access could lead to a reduction of vehicular traffic on Crescent Beach Road.


O:\Workspace\Melissa\CDP\Eastsound Subarea\Transporation_Plan.mxd
Legend
Existing Road
Future Footpath
Possible Future Road
Eastsound Subarea
This map is a graphic representation derived from San Juan County's Geographic Information System. It is designed and intended for reference only, and is not guaranteed to survey accuracy. This map is based on the best information available as of the publication date.
N
1,500
0
1,500
Feet
Scale: 1:18,000
1 inch = 1,500 feet
Eastsound Transporation Plan
Figure
130-1
Orcas Island
San Juan County, Washington

1.3. Pedestrian Policies.

a. The village should be developed in a manner convenient and attractive for pedestrians, with safe and pleasant walks and paths.

b. The pedestrian path system for Eastsound is shown in Figure 130–1. Public path rights-of-way should have a minimum width of five feet.

c. Public paths shown in Figure 130–1 should be provided by dedication of easements to the public by the owner at the time the property is developed.

1.4. Parking Policies.

a. The development of off-street parking areas open to the public should occur where it will serve substantial portions of the village.

b. The County to increase parking availability within the Eastsound Subarea.

1.5. Airport Development. The Orcas Island airport at Eastsound is owned and operated by the Port of Orcas. The facility is used by private pilots, some resident, and it also provides scheduled passenger service to other islands and to the mainland. To maintain the function of the Mount Baker Road Bypass and to protect the future land use pattern intended by this plan, no runway extension should be allowed south of Mt. Baker Road.

1.6. Transportation Hub. To support and promote multi-modal transportation a Transportation Hub should be developed with community participation on the County ~~O~~owned ~~P~~parcel TPN # 271455211 (parcel purchased for Fern St. extension). This goal will guide county improvements and support grant funding, pursuant to an updated Eastsound Transportation Plan, for paths, and street improvements that improve multi-modal transportation into and around Eastsound.

If constructed the Transportation Hub to include (but not limited to) one or more of the following:

a. ADA Pedestrian pass through and off street transit stop (grass pavers N. Beach to Prune Alley);
b. Shuttle stop to off-site parking;
c. Ferry and Hamlets. RIDESHARE location;
d. Covered area with solar powered lighting from roof panels;
e. Rainwater catchment for grass pavers, rain gardens and community gardens;
f. Storage lockers and bike racks/lockers;
g. Drinking fountain/self-closing water faucet;
h. Map of walking paths around Eastsound and Public Access to shoreline;
i. Dedicated spots for food vending trucks or licensed vendors;
j. Permanent or temporary Kiosks;
k. Picnic tables with trash and recycling receptacles;
l. Public art;
m. Announcements of community events;

n. Emergency Phone

Figure 130 – 7 Locations Map for Waterfront Parcels

Location Figure
for parcels that are in the
"Eastsound Waterfront Access Plan"
(*cf.* §§16.55.040, 16.55.210(E)(2)(d))

E. Village Plan.

1.1. Figure 140–1 illustrates the elements of open space, historic, and natural features and circulation within the village. The plan includes the extensions of (1) Rose Street to Madrona Street, (2) Enchanted Forest Road from Lovers' Lane to North Beach Road, and (3) Fern Street from Madrona Street to Lovers' Lane, in addition to other internal street

improvements as well as new street construction to improve traffic circulation into and out of the village. (Also, *refer* to SJCC 16.55.120, Open Space, Historic, and Natural Features, SJCC 16.55.130, Transportation, and SJCC 16.55.250, Conservation Overlay District.)

1.2. The village plan includes a location for the village square. The square is intended to satisfy several public functions, including public open space and an informal meeting place. It is located centrally and has convenient connections to public parking, streets, and pedestrian paths.

Figure 140-1

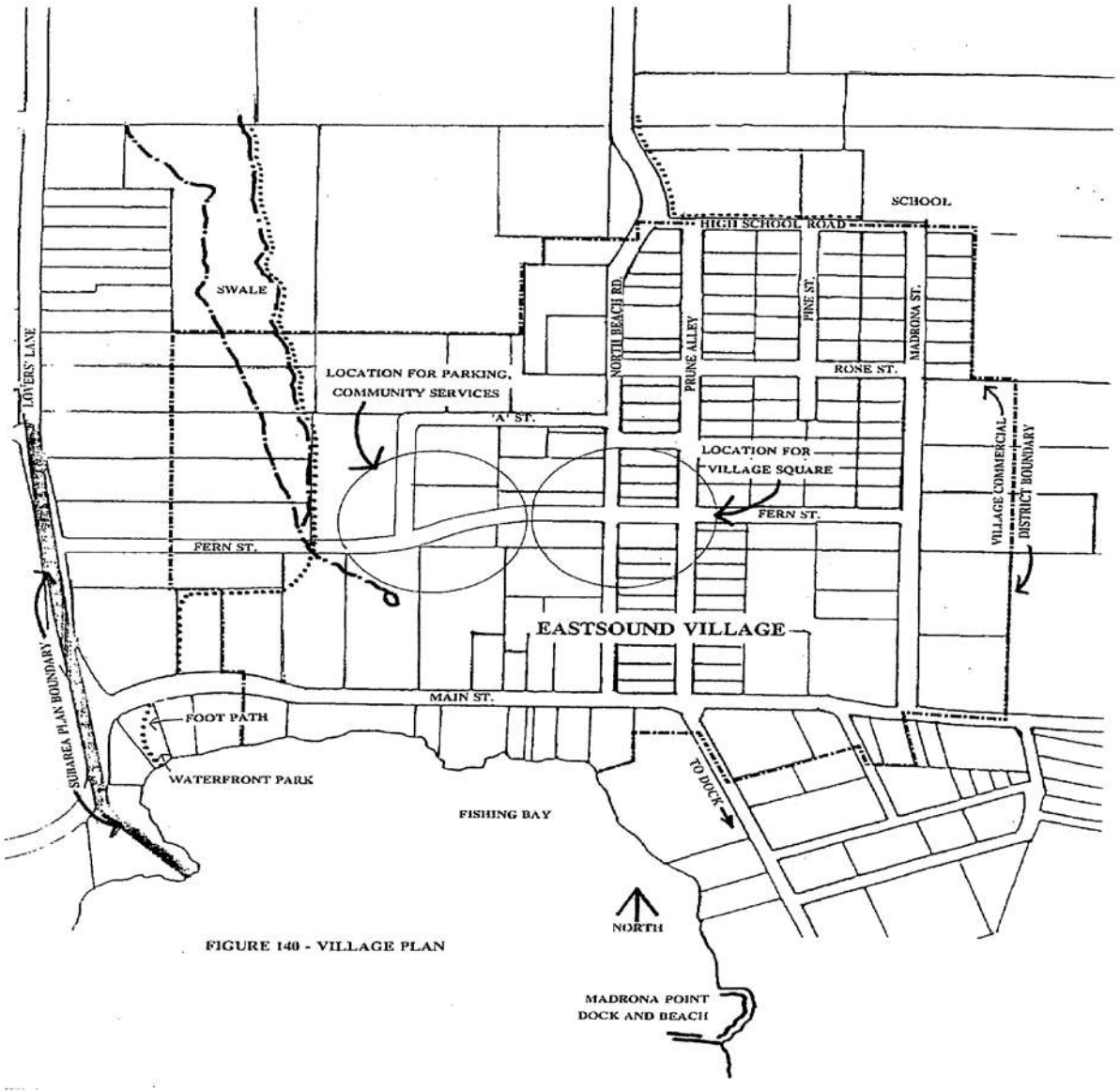


FIGURE 140 - VILLAGE PLAN

F. Utilities.

1.1. Purpose.

a. Promote cooperation between utility services, the County and property owners to ensure provision of adequate water supply and sewage disposal services, electrical, telephone distribution lines, and broadband services within utility service areas in Eastsound.

b. Provide direction for improvements to publicly owned and/or maintained storm drainage systems to enhance natural drainage patterns, to maintain and improve quality of receiving waters, including Fishing Bay, and to coordinate such improvements with transportation planning and street construction schedules.

c. Promote long-range planning for delivery of sewer and water services which is consistent with the land use and parcel patterns provided for in this plan.

1.2. Policies.

a. **Storm Drainage Policies.** The County should develop a Stormwater Management Plan for Eastsound which will recognize the natural limitations and benefits of the Eastsound swale to detain and filter runoff from streets, parking areas and other impervious surfaces.

b. **Cable, Telephone, Power, Water and Sewer Utilities.** Utility lines serving new development should be installed underground where feasible to reduce adverse visual impacts and should be installed within road rights-of-way to reduce adverse effects on the physical environment.

c. **Utility Coordination.** County planning for street construction should be coordinated with improvement plans of public and private utilities.

1.3. Utility Development Standards.

a. Utility lines serving new or significantly expanded uses shall be installed underground.

b. Street lighting, if provided, shall have a shielded source (*e.g.*, McGraw-Edison "Concourse" or similar fixtures without bare bulbs) and be uniform throughout the village.

1.4. Existing Utilities. To provide a useful reference the description of existing utilities within the planning area, given below, should be updated and detailed upon adoption of a capital facilities plan for Eastsound.

a. **Sewer.** Sewer service for Eastsound is provided by the Eastsound Sewer and Water District, a public utility supported by a local improvement district. The District is authorized by RCW 57 to protect the public health and safety of the greater Eastsound Community within its WA State Department of Ecology approved service area. Allowable sewer service is presently reduced in size to the Urban Growth Area boundaries. New service connections to the system are only allowable within the boundaries of the Eastsound UGA. Existing connections beyond those boundaries are

legally grandfathered into the sewer system. Installation of the main lines on Blanchard Road (2014) will complete the collection system within the current UGA boundaries. The boundaries of the LID as well as the location of the principal collection facilities are shown on Figure 150–1. In addition, the sewer district is authorized by charter to provide sewer service throughout the subarea.

i. District facilities fall into three categories:

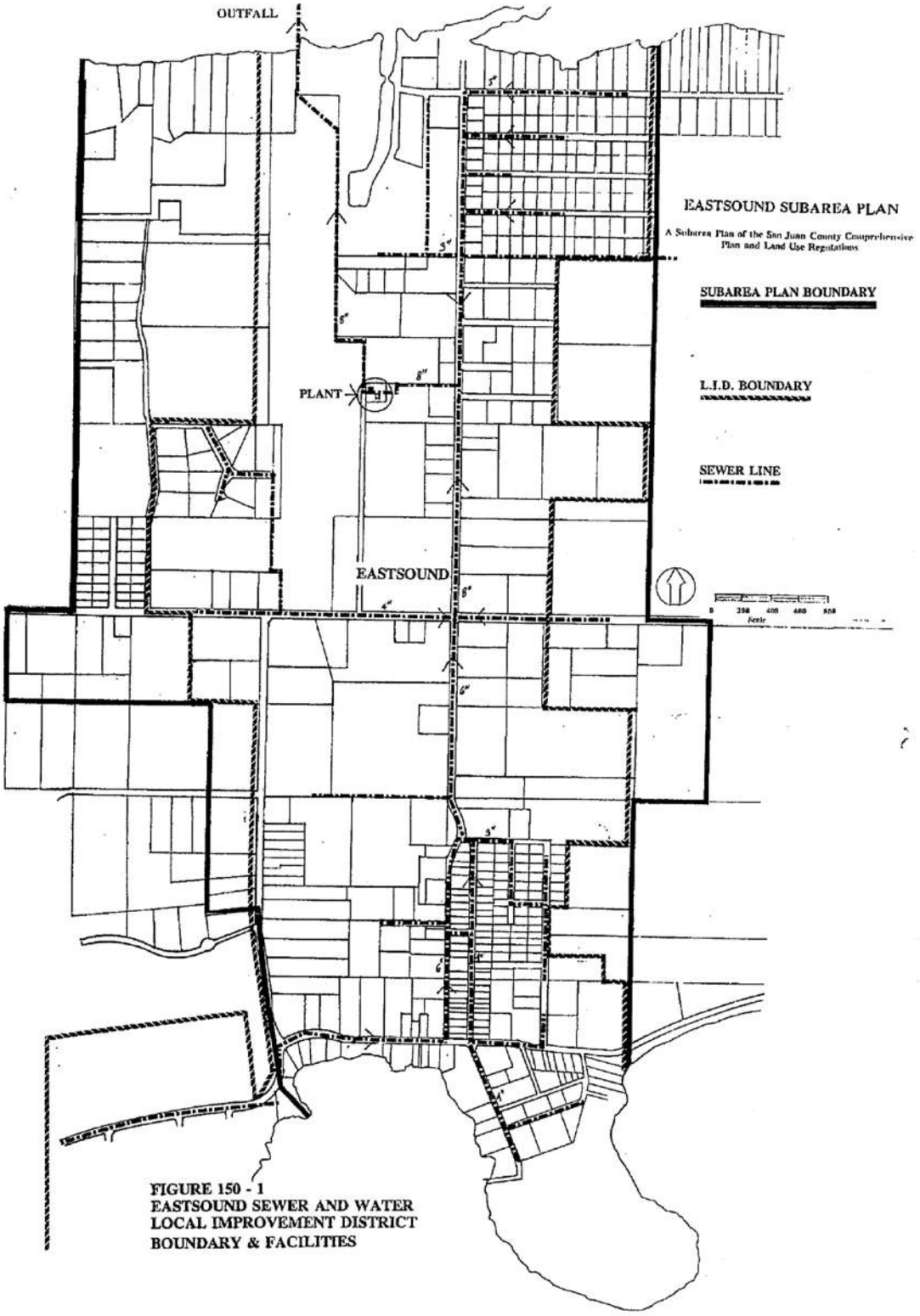
   A. All users have an on-site septic tank and effluent pump. The owner is charged for this in addition to the facility charge and the connection fee.

   B. From the individual septic tank, primary treated effluent is pumped through pressure mains to the treatment plant located by the airport, where effluent receives secondary treatment, aeration and settling, as well as tertiary treatment (chlorination). The current design capacity (2014) is 160,000 gallons per day, serving 600 connections representing 920 equivalent residential units (ERUs). Peak flows and loadings occur during the months of July through September. The most recent capacity averages (2013) for the peak period are 64% (flow) and 77% (loading). The District anticipates that a 50% expansion of primary treatment capacity will be necessary within the remaining ten years of the 2003 Capital Plan, depending on population increase.

   C. Treated effluent is piped to an outfall in the Straits of Georgia off the north shore of Eastsound.

ii. District policies require that all development within the LID must connect to the system. On-site construction requires a septic tank of 500 gallons per residential unit equivalent.

Figure 150-1


OUTFALL
EASTSOUND SUBAREA PLAN
A Subarea Plan of the San Juan County Comprehensive Plan and Land Use Regulations
SUBAREA PLAN BOUNDARY
L.I.D. BOUNDARY
SEWER LINE
PLANT
EASTSOUND
FIGURE 150 - 1
EASTSOUND SEWER AND WATER
LOCAL IMPROVEMENT DISTRICT
BOUNDARY & FACILITIES

b. **Water.** Water service for Eastsound is provided by the Eastsound Water Users Association (EWUA), a private member-owned utility company. The EWUA adopted a Comprehensive Water System Plan in 1990, most recently updated in 2010, which is used to help guide operations. The plan provides detailed information about system source capacity, water consumption patterns, and long-range plans for system improvements. The entire Eastsound Subarea is located within the boundaries of the EWUA service area and long-range planning takes into consideration the total potential buildout provided for in the subarea plan.

   One time fees for new memberships and hookups are used to fund capital expenditures. Monthly usage charges pay for the costs of maintenance and operations. The board of directors is elected by the membership and system operations and fees are controlled by the board and EWUA adopted bylaws.

   Water for the system is supplied from drilled wells and the Purdue Lake reservoir located on Buck Mountain. The system is designed and operated to meet state of Washington standards for public water systems. The EWUA reserves the right to give domestic use priority over other uses in the event of a temporary shortage of water.

   The existing system is also designed to meet residential fire-flow requirements (500 GPM for 20 minutes) throughout the Eastsound Subarea Plan jurisdiction. The EWUA also designs all new line extensions to meet minimum fire-flow requirements. (Ord. 4–1996; Ord. 62–1992 § 2)

   Desalination plant permits provide the basis for future development.

c. **Power.** Orcas Power and Light Cooperative is responsible for serving the power needs of the community.

d. **Solid Waste Collection.** San Juan Sanitation is the only company currently licensed to collect solid waste in the County.

e. **Telecom, data and cable television providers**. Centurylink, Mount Baker Cable, Rockisland, Orcas Online and Opalco are the companies that provide service to Eastsound.

G. Architecture and Site Design.

1.1. Purpose. To establish design guidelines and site planning standards to ensure that new development projects harmonize with, reinforce and strengthen the existing character and scale of Eastsound.

1.2. Intent.

a. To acknowledge that it is the desire of the community to maintain the existing character and scale of Eastsound; and to recognize that, in the face of growth and development pressures, this requires making conscious choices with regard to form, height, size, placement of buildings on lots, and exterior materials used in new developments in Eastsound.

b. To balance the idea that the built environment of Eastsound is not a pristine architectural expression in need of protection and preservation, with the awareness that much of the existing character and scale is nonetheless valued by the community and is threatened by indiscriminate growth and development.

c. To raise the level of probability that as Eastsound grows, new buildings, while each being different, will complement one another and blend together as parts of a harmonious whole.

d. To identify the specific elements which define the existing character and scale of the built environment of Eastsound.

e. To acknowledge that the spaces around buildings contribute to the character and scale and to establish site planning standards so that new development maintains the existing fabric of Eastsound.

f. To recognize that the changing needs of the community and the businesses which serve it may require some buildings which exceed the size of existing buildings and to ensure that such buildings are designed and constructed in a manner consistent with the purpose and intent of this section.

g. To recognize that new growth pressures have fostered the need for public improvements in Eastsound including on-street parking, sidewalks and amenities such as landscaping and street trees.

1.3. Design Elements. The character and scale of Eastsound can be defined by describing the elements of the existing development pattern. The elements of this pattern provide the basis for the site planning and development standards in this section.

a. Eastsound includes a number of buildings which, although not necessarily of historic significance or representing a formal style of architecture, are the result of the efforts of early settlers and craftsmen who approached construction in a straightforward manner; they used basic carpentry skills to create shelter while addressing the problems posed by climate, economic and cultural needs, and available materials.

b. The following characteristics define the physical and aesthetic character and scale of Eastsound as determined by existing conditions:

   i. They are placed in the foreground of their lots with a close relationship to the public street and with side yard spaces separating them from adjacent buildings.

   ii. They are relatively small structures; some are residences converted to commercial use.

   iii. They are one and two story wood-framed buildings whose principal roofs have a relatively steep slope.

   iv. They are often accompanied by pleasant and attractive open spaces visible from the street.

1.4. Policies. In order to accomplish the purpose and intent of this section, the following policies are established:

a. To acknowledge that these characteristics are most significant in the village and the area immediately surrounding it, architectural standards apply only in the Village Commercial and Village Residential/ Institutional Districts.

b. To maintain the design elements noted above, which are both diverse and harmonious, it is important that new building construction reflect the mass, height, roof form, and materials found in most existing Eastsound buildings. These characteristics are illustrated in Figure 300–3.

c. To recognize that prescriptive standards intended to ensure both diversity and harmony of design in new developments may not be responsive to special problems or opportunities, it is desirable that a discretionary option to the strict application of architectural standards be provided.

H. Eastsound Urban Growth Area

1.1. The boundary of the Eastsound Urban Growth Area within the Eastsound planning area is shown on the Eastsound official map.

SECTION 5.

A. Eastsound Landuse Districts.

Eastsound is divided into 11 distinct land use districts and one overlay that impacts specific locations:

1. Village Commercial district (minimum four (4) – maximum forty (40) units per acre);

2. Village Residential/Institutional district (minimum four (4) – maximum twelve (12) units per acre);

3. Service Light and Industrial district;

4. Eastsound Residential districts:

One (1) per acre P*;

Two (2) per acre;

Two (2) per acre P*;

Four (4) per acre P*;

Mininum four (4) – maximum twelve (12) per acre);

5. Service Park district;

6. Marina district (maximum six (6) – eight (8) units per acre);

7. Eastsound Airport district;

8. Country Corner Commercial district;

9. Eastsound rural residential

   One (1) unit per five (5) acres);

   One (1) unit per (2) acres);

10. Eastsound Rural district;
11. Eastsound Natural district
12. Conservancy overlay.

B. Village Commercial District (minimum four (4) – maximum (40) units per acre);

5.1. Purpose.

a. To provide for a concentrated village that will centralize commercial and community-wide social and cultural activities in a relatively small area, but which is large enough to allow for reasonable growth;

b. To retain as much as possible of the existing village character as defined by the general goals and policies in Section 4.B;

c. To allow for development that preserves the existing character, natural features and visual qualities of the village by imposing specific development standards, including building height and setbacks, open space, and landscaping;

d. To consolidate development in such a manner to allow walking from one destination to another to the greatest extent possible; and to make walking a pleasant alternative to driving between destinations by specifying street-orientation of buildings and imposing street improvement and landscaping requirements, and by encouraging provision of public pedestrian access to and along the waterfront;

e. To encourage creation of community parking facilities and the shared use of off-street parking areas in locations that will help promote pedestrian traffic among village destinations; and

f. To allow a mixture of residential and commercial uses which could generate noise, traffic or evening activities.

C. Village Residential/Institutional District (minimum four (4) – maximum twelve (12) units per acre);

5.2. Purpose.

a. To provide area adjoining the village commercial district for a mix of single and multiple-family residential uses of moderately high density;

b. To provide for low-intensity commercial uses which are or can be made compatible with residential uses; and

c. To provide for civic and cultural facilities that serve the greater island community and which are therefore best located near the village, but which are not desirable within the village itself because of the amount of land required (such as public schools).

D. Service and Light Industrial District.

5.3. Purpose.

a. To accommodate commercial services and light industrial or construction related activities as well as accessory office and retail sales related to such services and activities which may not be appropriate within the Village Commercial District.

b. To accommodate the existing airport-related facilities and services which are located outside of the Airport Use District.

c. To concentrate the above uses around the Eastsound airport where they have already been established.

d. To concentrate the above uses in a manner that will enable efficient use of the transportation system.

e. To prohibit new residential development other than residential units accessory to a commercial or industrial use and located within a commercial or industrial building.

E. Eastsound Residential: One (1) unit per acre P*; two (2) units per acre; two (2) units per acre P*; four (4) units per acre P*; minimum four (4) – maximum twelve (12) units per acre Districts.

5.4. Purpose.

a. To provide for a mix of residential densities in areas already in residential use;

b. To acknowledge the existing medium density residential areas and allow other uses which are or can be made compatible with residential use; and

c. To provide a buffer of moderate land use intensity between the airport and adjoining industrial uses and the rural residential areas outside the geographic boundaries of this plan.

F. Service Park District.

5.5. Purpose.

a. To provide for a service center at the eastern edge of Eastsound, in a relatively small area characterized by an existing mix of service and residential uses, but which is large enough to allow for reasonable growth.

b. To allow for development that preserves the existing character, natural features and visual qualities of adjacent properties by imposing specific development standards, including building height, setbacks, open space, and landscaping;

c. To allow a mixture of commercial service uses and accessory residential units while protecting adjoining residential areas from undesirable commercial and industrial uses which typically generate noise, traffic, or evening activities incompatible with residential neighborhoods;

d. To prohibit new residential development other than residential units accessory to a commercial or industrial use and located within a commercial or industrial building.

G. Marina (max. 6-8 units per acre) District.

5.6. Purpose.

a. To recognize the existing marina and resort use established on the north shore and that resort activity here is a desirable influence on commercial and community vitality in the Eastsound area.

b. To recognize that the marina and resort are uses compatible with the adjacent airport and relatively high density residential development in the adjoining area.

c. To allow of commercial uses in this area which are compatible with the Shoreline Master Program as applied to the north shore, including the manmade marina shoreline, and which are related to the recreational nature of the existing development.

d. To allow residential development compatible with the marina and resort and related commercial uses.

H. Eastsound Airport District.

5.7 Purpose.

a. To accommodate the existing airport and provide for airport-related facilities and services within the airport use district sufficient to meet the air traffic needs of the local citizens.

b. To allow for new airport-related facilities and services that are compatible with other commercial and residential uses in the subarea and consistent with the adopted Orcas Island Airport Master Plan.

c. To establish a land use district that is separate and distinct from an airport overlay district as described in SJCC 18.30.180.

d. To prohibit new residential development.

I. Country Corner Commercial District.

5.8 Purpose.

a. To provide for a service/commercial center to the east of Eastsound which accommodates commercial services and construction-related activities along with office and retail uses that are necessary and important components of the local economy.

b. To allow for development that preserves the existing character, natural features and visual qualities by imposing specific development standards, including building height, setbacks and landscaped buffers between districts and open space.

c. To allow for a mixture of commercial uses and accessory residential units while protecting adjoining residential areas from incompatible commercial and industrial activities.

J. Eastsound Rural Residential (maximum one (1) unit per five (5) acres); Eastsound Rural Residential maximum one (1) unit per two (2) acres Districts;

5.9 Purpose.

a. To provide for a mix of residential densities in areas already in residential use;

b. To acknowledge the existing medium density residential areas and allow other uses which are or can be made compatible with residential use; and

c. To provide a buffer of moderate land use intensity between the airport and adjoining industrial uses and the rural residential areas outside the geographic boundaries of this plan.

J. Eastsound Rural (1 unit/5 acres) District.

5.10 Purpose.

a. To provide a means to conserve those remaining lands within the subarea plan jurisdiction that are used for agricultural purposes.

b. To foster the preservation of open space and pastoral views within Eastsound.

c. To recognize that Eastsound is home to a variety of agricultural properties, uses, and activities, which exist in harmony with other residential, commercial, and institutional uses.

I. Eastsound Natural District.

5.11 Purpose.

a. To preserve areas containing unusual natural resource systems and to regulate all activities or uses which might degrade or alter the natural characteristics which make these areas unusual.

b. To prevent alteration of natural resource areas which are relatively intolerant of human use.

Section 6. Conservancy Overlay District.

6.1. Purpose.

a. To provide a means to conserve those specific natural resources and features described in Section 2.1.C, Open Space and Natural Features.

b. To establish a specific classification for recognition of resources and features which are not of a size or configuration to warrant land use district classification of the entire area surrounding them.

c. To conserve specific natural resources and features through application of specific standards to carry out the policies for protection of open space and natural features.

Section 7. Implementation.

7.1. Overview and Purpose. This section identifies various ways to implement those elements of this plan which direct physical public improvements within the Eastsound planning area. It describes priorities for funding planned improvements. It is intended for use in the preparation of County capital facilities plans, annual budgeting and other funding decisions affecting Eastsound.

The Eastsound planning review committee should prepare an annual written report or verbal presentation for presentation to the County Council by June 1st of each year which describes the status of any capital projects and planning activities occurring and which recommends priorities for these and other projects for timely consideration in the annual budgeting process.

7.2. Capital Improvements. A description of specific improvement projects follows.

a. Roads shown in Figure Plan 130–1 are priorities, particularly where proposed right-of-way must be acquired.

b. Streetscape improvements encompass a range of pedestrian amenities. These include curbs to separate pedestrian and vehicle traffic, walkways, street trees, benches, *etc*.

c. Parking is a private responsibility but one which requires a cooperative solution if the goals of this plan are to be achieved.

d. Acquisition, development and maintenance of parks will require funding from various sources: state grant programs and private donations should be pursued for acquisition and development; County general funds should provide for maintenance of park grounds and facilities.

e. The Eastsound swale is both a distinctive feature of the community and a critical filter for surface water runoff into East Sound. The permanent viability of water quality in East Sound, particularly in and near Fishing Bay, depends on maintaining this wetland function. The County should pursue Clean Water Fund Grant for development of a nonpoint pollution control plan for East Sound which will include stormwater management recommendations to protect marine water quality and the functions of

the swale. The County should acquire rights to manage the swale as part of an Eastsound stormwater system. The County should acquire easements unless fee simple acquisition is necessary.

7.3. Planning Actions. To achieve the goals of this plan, several planning efforts must be pursued.

a. A goal of this plan is the establishment of an effective off-street public parking program for the village.

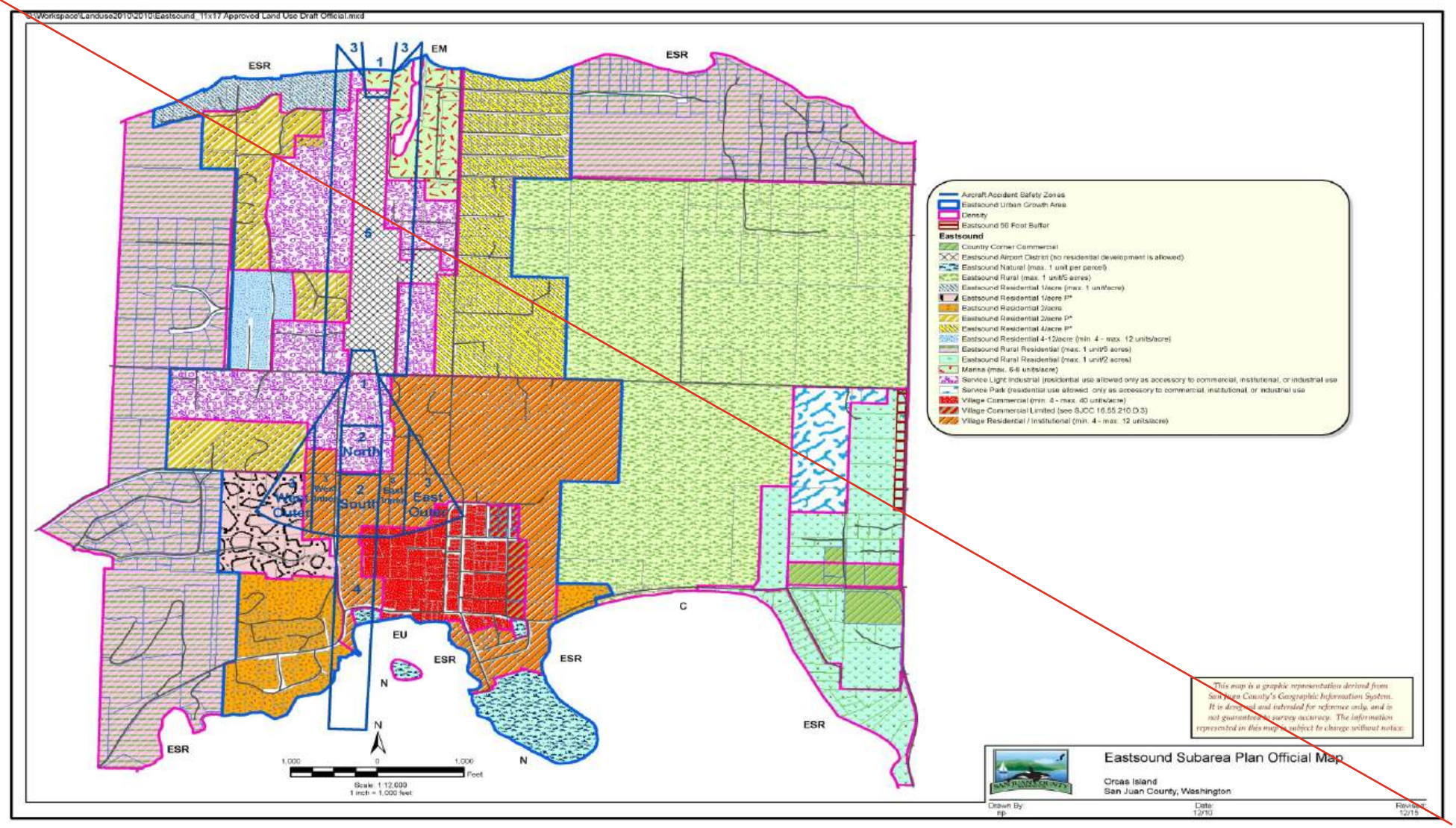
b. A capital facilities plan for the Eastsound area should be adopted in accordance with requirements of the State Growth Management Act. This should describe existing sewer, water and fire protection service capacities and plans for long-term service expansion.

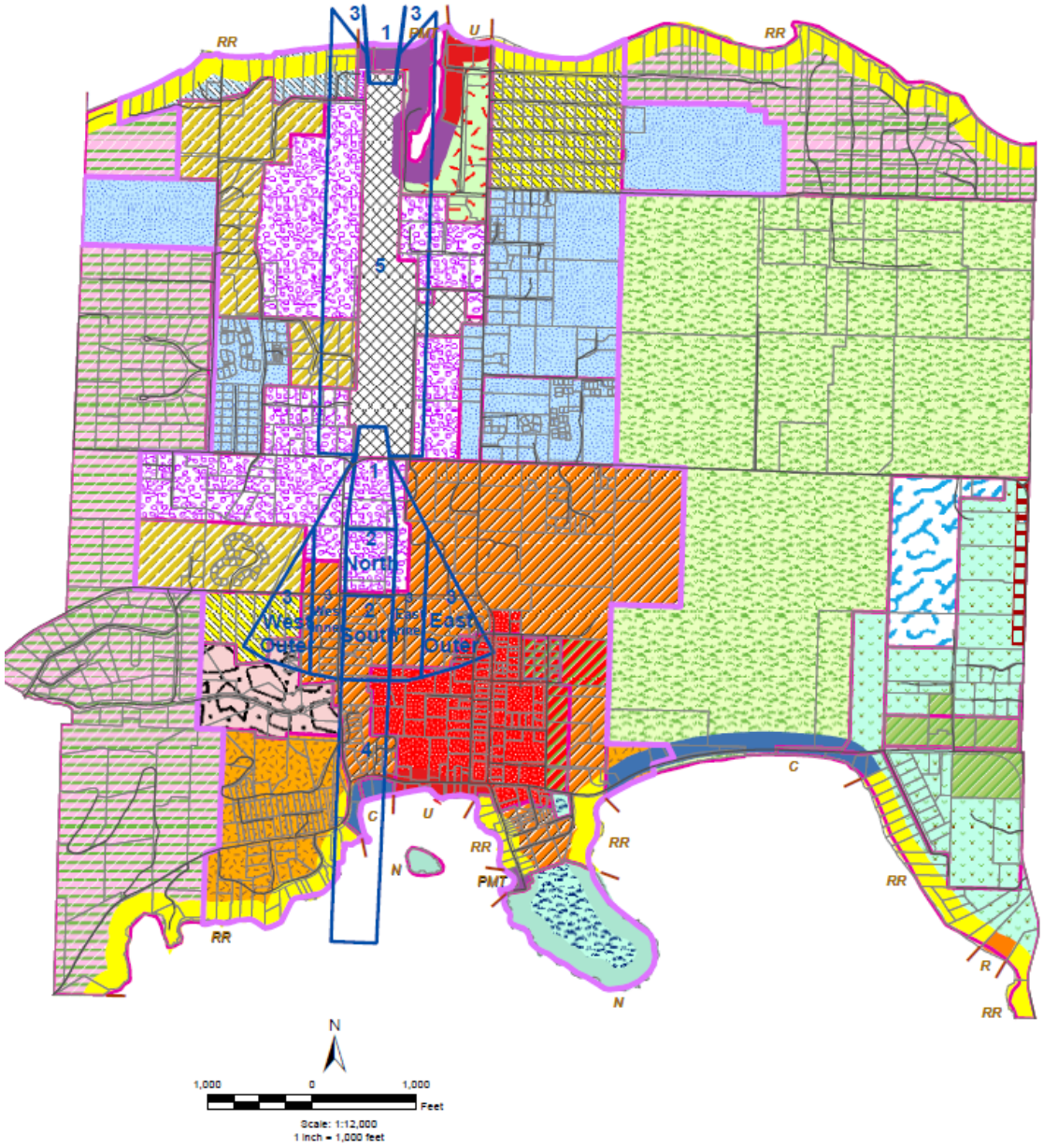
c. A stormwater management plan and regulations should be prepared for Eastsound in concert with a watershed management plan for East Sound.

The San Juan County Comprehensive Plan adopted pursuant to the Growth Management Act includes a housing element and a capital facilities plan for the County, which includes provisions for Eastsound. The subarea plan contains goals, policies, and regulatory provisions to enhance the diversity of housing opportunities and to provide for all necessary capital facilities.

d. A parks and trails element should be established for this plan. The Eastsound planning review committee should explore the desired scope and effect of this element and establish a work program for development.

Eastsound Land Use Districts





Parcels
Eastsound Urban Growth Area
Eastsound 50 Foot Buffer
Airport Overlay District
Density Boundary

Land Use Designation

- Country Corner Commercial (CCC)
- Eastsound Airport District (no residential development is allowed)
- Eastsound Natural (max. 1 unit per parcel)
- Eastsound Rural (max. 1 unit/5 acres)
- Eastsound Residential 1/acre (max. 1 unit/acre)
- Eastsound Residential 1/acre P*
- Eastsound Residential 2/acre
- Eastsound Residential 2/acre P*
- Eastsound Residential 4/acre P*
- Eastsound Residential 4-12/acre (min. 4 - max. 12 units/acre)
- Eastsound Rural Residential (max. 1 unit/5 acres)
- Eastsound Rural Residential (max. 1 unit/2 acres)
- Service & Light Industrial (SLI) (residential use allowed only as accessory to commercial, institutional, or industrial use)
- Service Park (SP) (residential use allowed only as accessory to commercial, institutional, or industrial use)
- Village Commercial (VC) (min. 12 - max. 40 units/acre)
- Village Commercial Limited (see SJCC 18.30.460)
- Village Residential (VR) (min. 4 - max. 12 units/acre)
- Forest Resource (FOR)
- Marina (max. 6-8 units/acre)
- Rural Farm Forest (RFF)
- Rural Residential (RR)

Shoreline Designation

- Conservancy (C)
- Natural (N)
- Port, Marina, Marine Transportation (PMT)
- Rural (R)
- Rural Residential (RR)
- Urban (U)
- Shoreline Designation Break

DRAFT

This map is a graphic representation derived from San Juan County's Geographic Information System. It is designed and intended for reference only, and is not guaranteed to survey accuracy. The information represented in this map is subject to change without notice.

Eastsound Subarea Plan Official Map

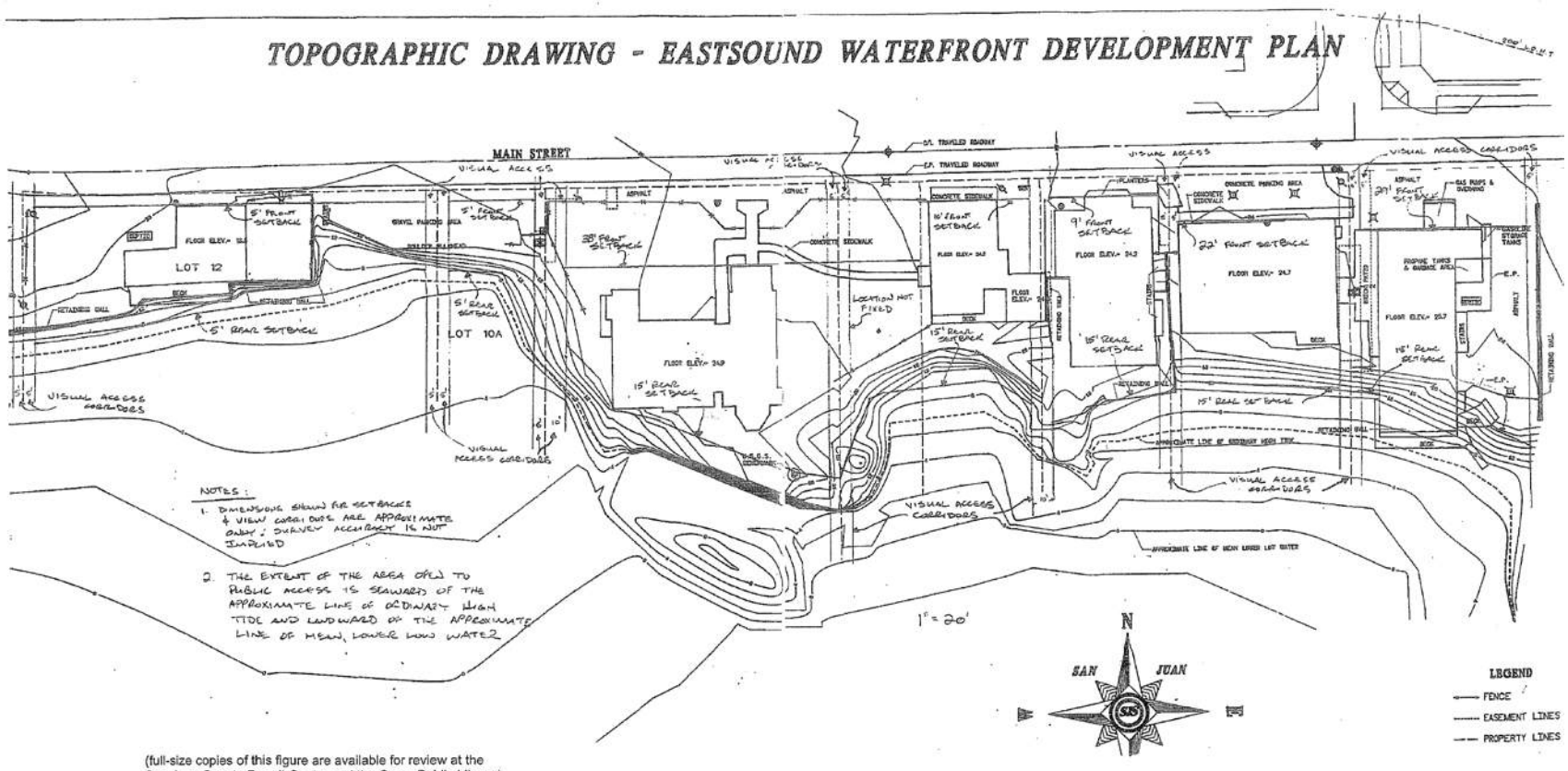
Orcas Island
San Juan County, Washington

Drawn By:
San Juan County

Date Adopted:
11/2022

Revised:
8/2025

Figure 130–6, page 1
Showing the provisions of the
Eastsound Waterfront Access Plan

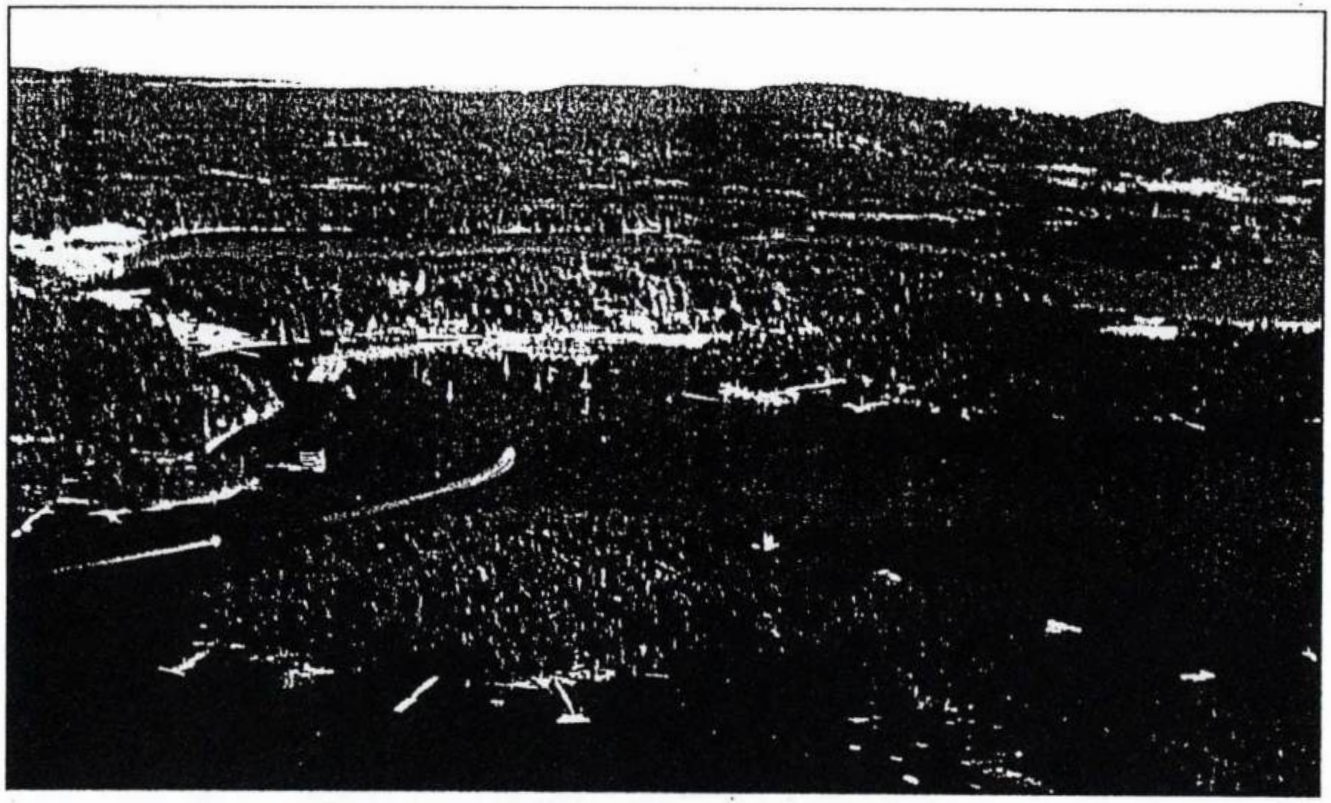


(full-size copies of this figure are available for review at the San Juan County Permit Center and the Orcas Public Library)

Figure 130–6, page 2
Showing the provisions of the
Eastsound Waterfront Access Plan

(full-size copies of this figure are available for review at the San Juan County Permit Center and the Orcas Public Library)

• ROCHE HARBOR •



RECOMMENDATIONS FOR THE FUTURE
ROCHE HARBOR COMMUNITY
JUNE 1994
HEWITT · ISLEY
Modified April 1996

DRAFT
2025 Comprehensive Plan Update edits resulting from proposed Official Map amendment shown in RED.

"Islands can seem rather special, but then so can islanders …
most people who remove themselves to islands regard themselves as having entered paradise …
Classically, a person goes to an island in much the same spirit as a person heads into exile—
seeking simplicity, glorying in a world that is still incomplete and therefore full of possibilities."

Paul Theroux

• ROCHE HARBOR •

RECOMMENDATIONS FOR THE FUTURE
ROCHE HARBOR COMMUNITY
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HEWITT · ISLEY

Modified April 1996

Printed on recycled paper.

To Interested Citizens:

The following analysis and recommendations are the results of an intensive community planning and design study drafted by Hewitt Isley for the owners of the Roche Harbor Resort. The study began in the fall of 1993 and its results herewith were printed in June of 1994 following a community meeting on June 7, 1994.

Early in the process, the Hewitt Isley staff, Roche Harbor Resort owners, members of the Friends of the San Juans, and neighboring residents attended open meetings to review preliminary concepts and discuss their concerns. Meetings were also held with local public officials, interested citizens and the county planning staff to document reactions, elicit opinions and listen to suggestions for the plan.

The overwhelming message heard was: maintain the cherished rural character and historic qualities, plan with respect for natural systems and improve the quality of community, all of which should be balanced with economic viability. A challenge we hope these concepts achieve.

This Roche Harbor Plan is intended to be a component of the San Juan County Comprehensive Plan which is currently being prepared by the county. The county's goal is to complete the comprehensive plan by the end of 1994 as required by the State Growth Management Act.

This concept plan and recommendations are intended to guide density and provide a set of general design principles while still providing enough detail for a sound framework to guide more specific future development plans.

The plan proposes no development. It proposes concepts and principles which, if adopted, would be the basis for specific plans when and if they are proposed. Future requests for specific development approvals would then follow implementing permitting procedures which include formal public review, and regulatory compliance including compliance with the State Environmental Policy Act.

This plan focuses on the 2,200 acre Roche Harbor Resort ownership. However, since natural environment and rural character do not match property boundaries, it is important that the plan address the larger community. The 300 or more private ownerships immediately surrounding the Roche Harbor Resort property are inextricably related. Therefore, we felt it to be important that all ownership be considered as a cohesive single place.

We invite all comments and insights to this draft plan and look forward to working with the community and the County administration in concluding this process.

Sincerely

William A. Isley, AIA, AICP
Senior Principal
Hewitt Isley • architects and community planners.

April 1996

To Interested Citizens:

Re: 1996 update to Roche Harbor plan

The original draft recommendations of the Roche Harbor plan, June 1994, were included (in part) in the draft San Juan County Comprehensive plan and presented during a series of public hearings in 1995. The plan was originally presented as a series of multiple districts in a Village plan of 780 acres plus upland areas of 1,430 acres. In conjunction with the plan, the Resort owners offered a voluntarily downzoning of the 2,200 acres addressed in this plan, from 939 to 739 residential units.

Significant community feedback indicated several concerns. The physical scope of the village was perceived as too large. And the possibility of non-resort based commercial activities in the community were seen as undesirable.

As a result, the plan was modified in early 1996 and is now presented as a Master Planned Resort . The primary elements of the original Roche Harbor plan remain (i.e. voluntary downzone of 200 units, retention of "Rural Character", preservation of open space and historical character) while the changes have been designed to address the concerns community concerns.

We believe these changes represent a satisfying compromise which recognizes the desires of the Roche Harbor area residents and the needs of the Resort owners to maintain Roche Harbor Resort as a viable entity and essential part of San Juan Islands community.

Sincerely,

Brent Snow
General Manager
Roche Harbor Resort and Marina

Scenic beauty, historical significance and rural countrysides make Roche Harbor a relaxing and charming place to vacation and reside. Visitors return to Roche Harbor year after year to enjoy its beauty, and in recent years, many more people are establishing permanent residences in the area. Roche Harbor is one of San Juan County's most historic resort communities.

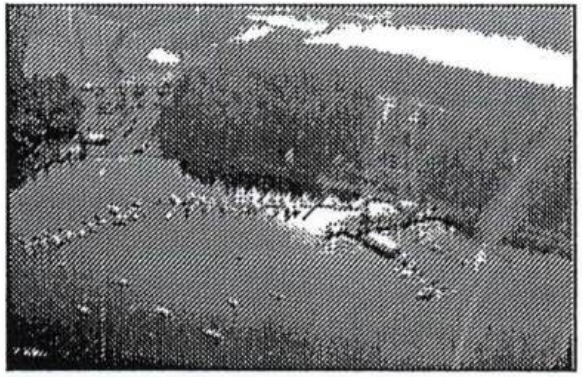
The Issues

With the increasing number of visitors and the continual growth of the year-long residential population, change has become inevitable for Roche Harbor. Right or wrong, change is happening now and will continue to happen in the future. Change is a central issue facing the Roche Harbor community and it is the impetus that creates the need for planning.

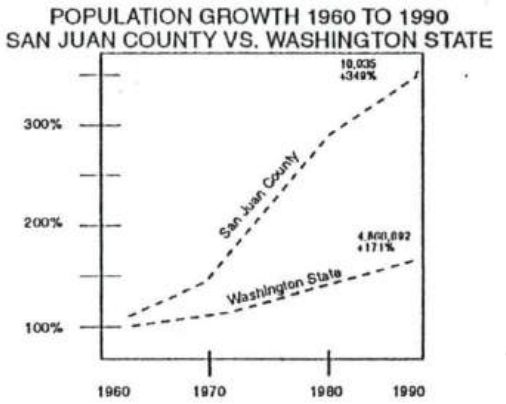
In 1991, the State Growth Management Act mandated counties to update their comprehensive plans. The goal of the GMA is to allow each county and city to establish a vision of its future to the year 2010 and beyond. San Juan County must also comply with the new guidelines for plans that reflect community input and address land use, transportation, housing, and the natural environment. San Juan County elected to include historic preservation and rural design issues because of the unique rural character of the Islands.

The San Juan Islands, like other northwest communities have had natural population increases varying from 2%-10% per year. Regardless of growth rates, a clear set of policies must be established to guide growth rather than follow it.

Due to the natural occurrence of population increases, land has been and will continue to be sold and built upon by a variety of owners. As history shows us, at first it is sold in large tracts, and then divided into smaller tracts and lots. Without responsible planning, random sprawl most likely occurs. The opportunity exists now to avoid the pitfall of unplanned sprawl and create a vision with appropriate guidelines which everyone can embrace—the resort ownership and the San Juan Community. These guidelines, if sensitively concieved, can preserve the natural beauty and rural character of the area while allowing for growth and economic viability.



View of Roche Harbor Resort.



Source: San Juan County Open Space & Conservation Plan by Jones & Jones.

The Opportunity

Since the closure of the Roche Harbor Lime and Cement Company in the 1940's, the original 4,000 acre ownership of Roche Harbor has been divided and sold and the surrounding community grew as the resort needed capital for operation and maintenance. Today, the resort ownership still includes 2,200 acres from the resort harbor to Cady Mountain. It is fortunate that the resort owners intend to collaborate with the county and the community to comprehensively plan for future growth rather than subdivide large tracts of land leaving future planning up to unrelated owners and potentially conflicting interests.

The opportunity exists today to set forth a plan that will protect the qualities of the Roche Harbor community and provide direction for planning in the next twenty to thirty years. As you will see in the following chapters, this plan captures the opportunity to create open space, shift development away from sensitive areas, and establish rural design guidelines as part of the new County Comprehensive Plan.

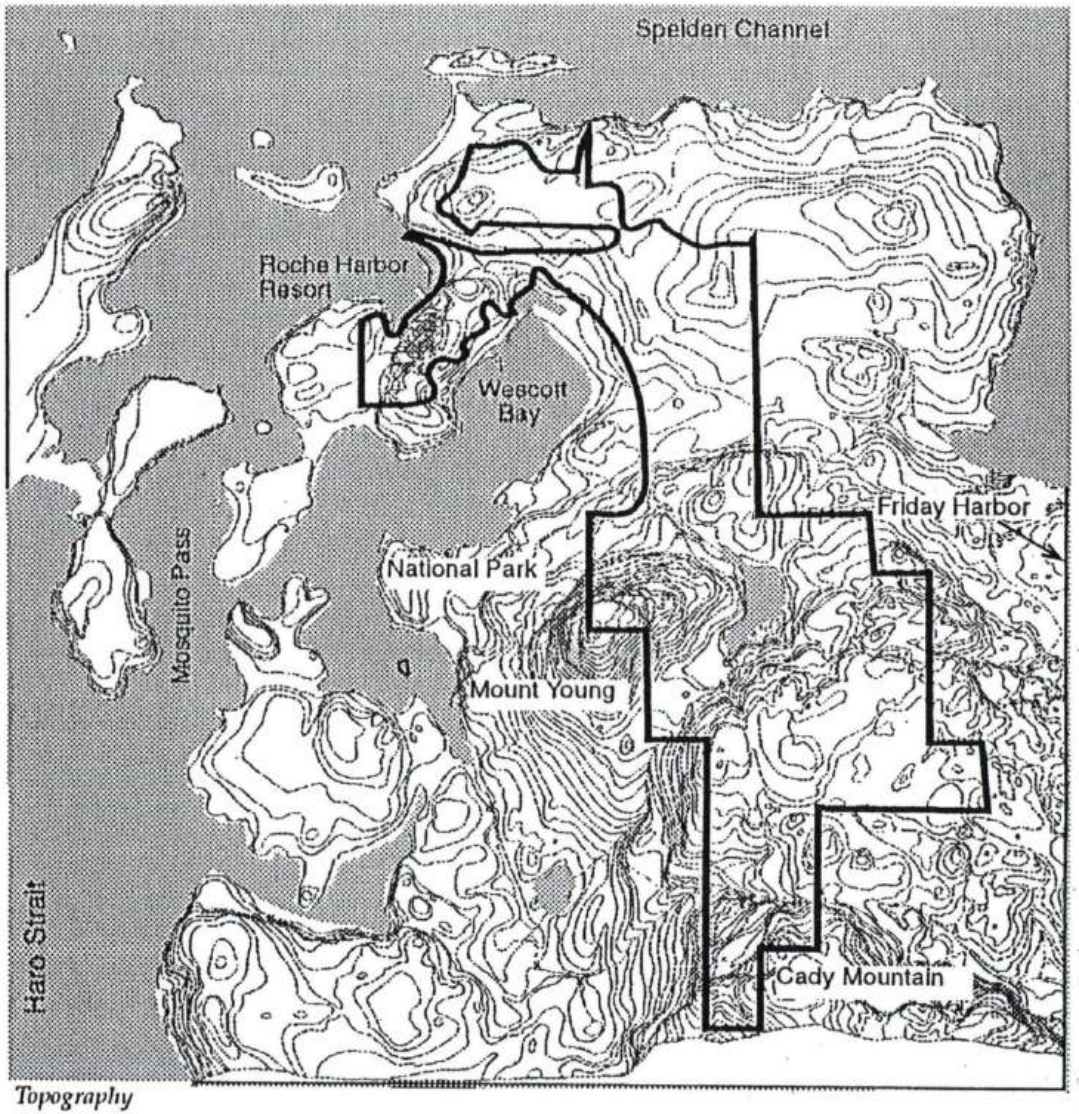
Roche Harbor's geology, natural assets and history make it a very unique place. The following section is an overview of these characteristics. This portion of the report forms a foundation of knowledge and understanding on which the Roche Harbor Concept Plan was prepared.

Location

The Roche Harbor area is located on the northwest coast of San Juan Island, and is one of the 172 islands that were formed by the last recession of glaciers 14,000 years ago. The glacial scouring left an elaborate system of bays and inlets that contribute to the scenic richness of this region. The tectonic uplift of the Pacific plate provided the sedimentary raw material which was later mined by the Roche Harbor Lime and Cement Company.

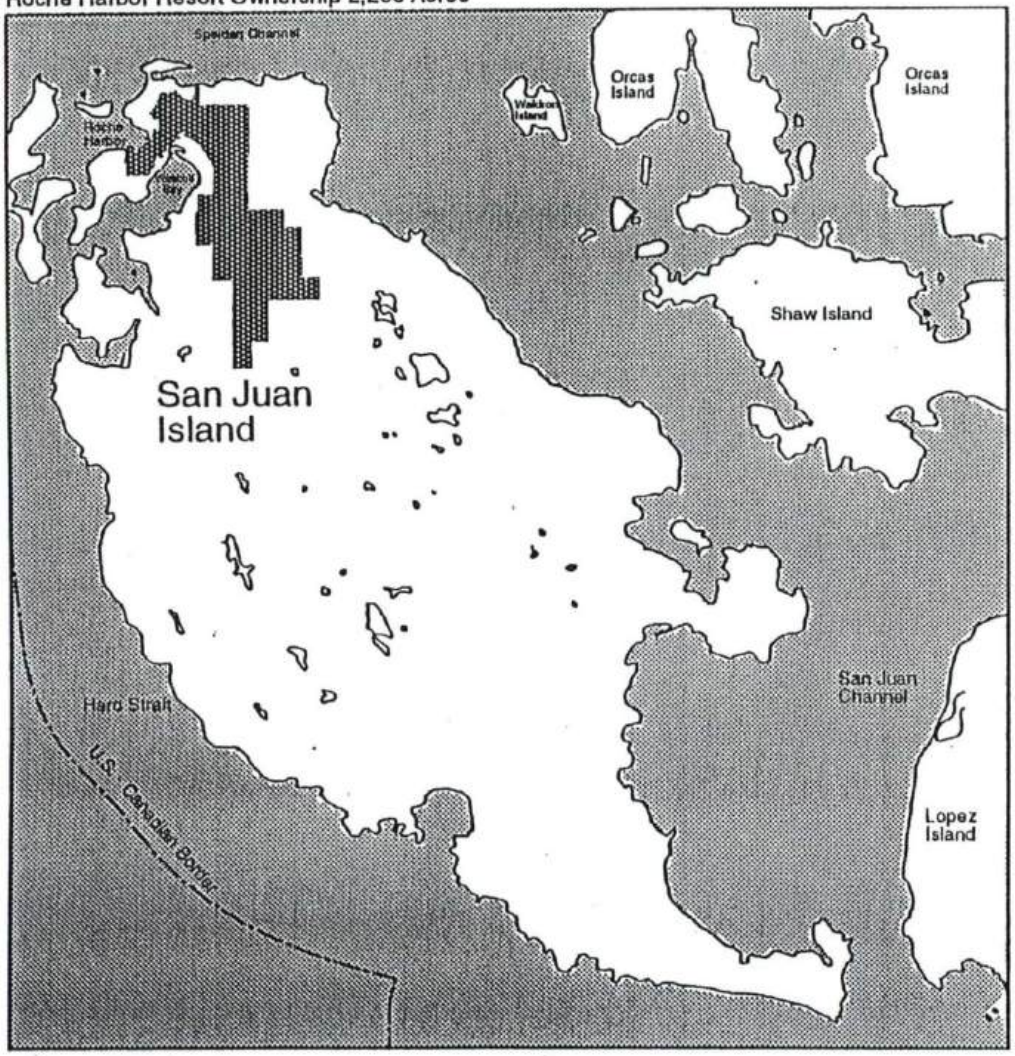
Development throughout the islands has been primarily clustered homes along the waterfront with rural settlements and farms in the uplands. The town of Friday Harbor is the business and government center for San Juan Island and is the only surface public access point by Washington State Ferries. Commercial sea planes and land planes serve Friday Harbor as well as the Roche Harbor Airport.

ROCHE HARBOR OWNERSHIP



Topography

Roche Harbor Resort Ownership 2,200 Acres



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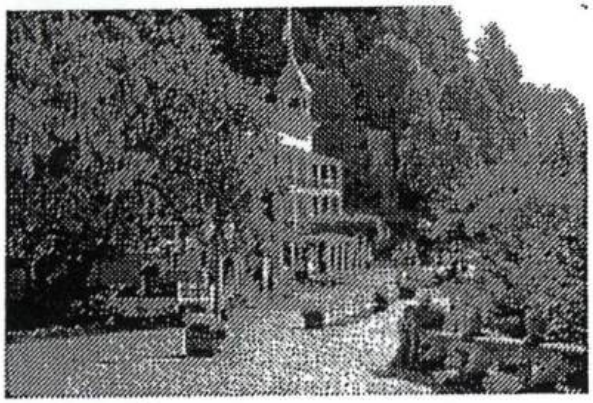
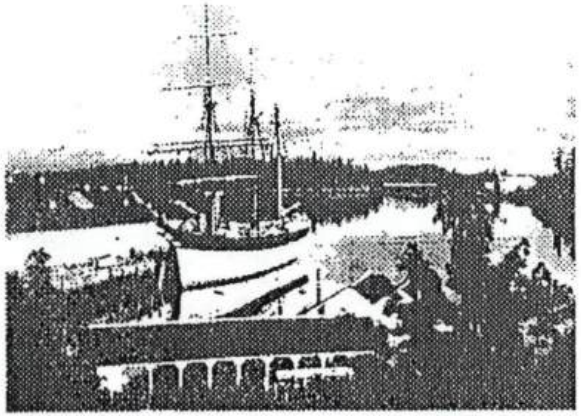
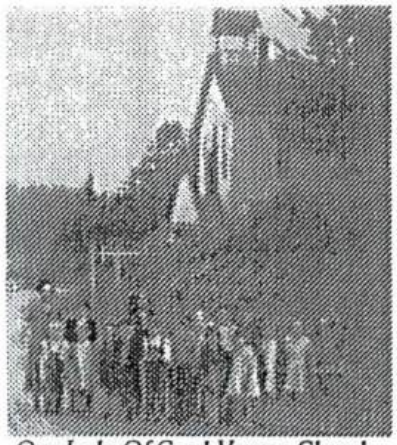


The Hotel de Haro.



Ship loading cargo from the Roche Harbor Lime & Cement Company. Roche was an active industrial site from 1881 until 1948 when it converted to a resort.



Our Lady Of Good Voyage Church.

Roche Harbor's Historical Elements

The Hotel de Haro
The Hotel de Haro was originally a log bunkhouse constructed in 1887 to provide sleeping quarters for miners working in the lime pits. It was converted to a guest house for company clients. In approximately 1948 it began functioning as a focal point for the resort.

The McMillen Home
In 1910 an existing building was remodeled and enlarged for John McMillen's home. The semicircular deck was covered with a canopy.

Our Lady Of Good Voyage Chapel
This church was built in 1892 by McMillen who was a devout Methodist. In 1957 Clara Tarte, the spouse of a previous owner of Roche, directed the renovation of the chapel.

Cottages & Residential
The town cottages originally served as married employee housing and beginning in 1948 they began functioning as resort rental cottages. Originally, in front of them, there were ten larger, two story cottages. Streets around these houses were named Maple, Hemlock and Alder. On the south side of the village there were several bunkhouses for unmarried employees.

The Lime Kilns & Quarries
Two kilns were built in 1881 by the Scurrs and another set was built in the late 1890's. They were fueled by timber from the island—logging created the pastures and second growth timber seen today. The 13 lime quarries also sculpted Roche's current landscape.

The Cemetery & Mausoleum
The Mausoleum is a Masonic structure built under the direction of McMillen. It contains the ashes of the McMillen family as well as inscriptions of their dates of birth and death.

Japanese Town
A Japanese settlement—most of the residents were employed by Roche Harbor Lime & Cement Company as waiters, cooks and gardeners. It was located where Lagoon Park and Lagoon Shores Condominiums is today.

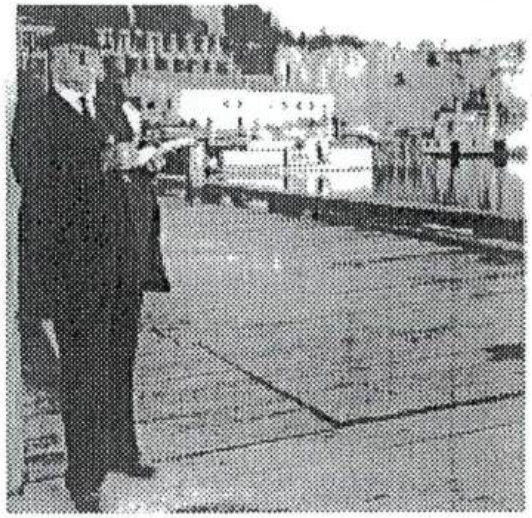
The Log Cabin
The log cabin was built in approximately 1881. It was probably used as a home for workers and continued to serve as a home into 1960.

The Golf Course
A nine hole golf course was situated where the airfield is now located.

Since 1881, Roche Harbor has been an active commercial and residential area providing services to the community. The goal of the following concept plan is to continue this tradition into the future, while preserving Roche's character and open space.

History

The Roche Harbor resort, its landscape and structures are all products of communities growing and evolving for over one hundred years. In fact, in 1890, the population of Roche Harbor was approximately the same size as it was one hundred years later, in 1990. The following section is a brief overview of the events that have shaped Roche Harbor as well as the valuable historical sites that remain.



John S. McMillen, founder of Roche Harbor Lime & Cement Company.

The Past

Roche Harbor has gone through two major cycles of evolution. The first phase was the industrial mining of limestone and the manufacturing of cement which took place from 1881 to 1948. This phase is associated with the company town of buildings that surround the Harbor. Once the Roche Harbor Lime and Cement Company closed, the remaining town continued as a community center and slowly emerged as a resort, using principally the buildings left by the mining community. Today, the resort still reflects the heritage of the past with only modest changes being effected over the last 45 years.

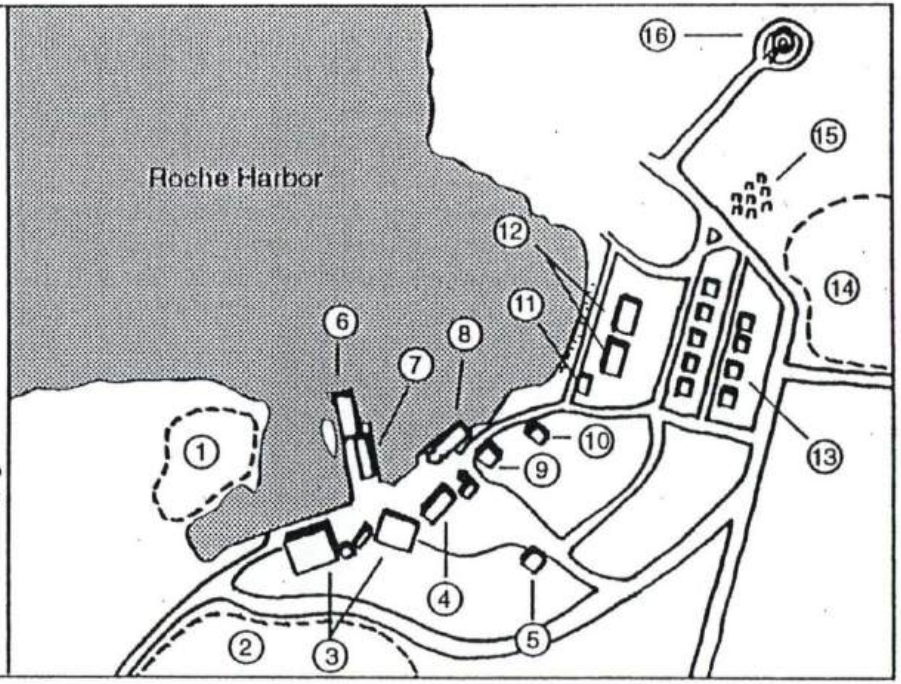
In 1881, the Scurr brothers began mining lime and constructed stone kilns to process it. Then in 1886, John S. McMillen purchased the mines and founded the Roche Harbor Lime and Cement Company—the community of Roche Harbor began to evolve.

Early & Industrial History

The San Juan Islands played a significant role in the formation of the United States and the Pacific Northwest. In 1859 during the "Pig War", Great Britain and the United States fought to claim the San Juans as a territory—their war camps are preserved as natural historic sites. Ownership was designated in 1872 by a German monarch and it formed today's border between Canada and the United States. Lime mining was the impetus for growth and development in Roche Harbor.

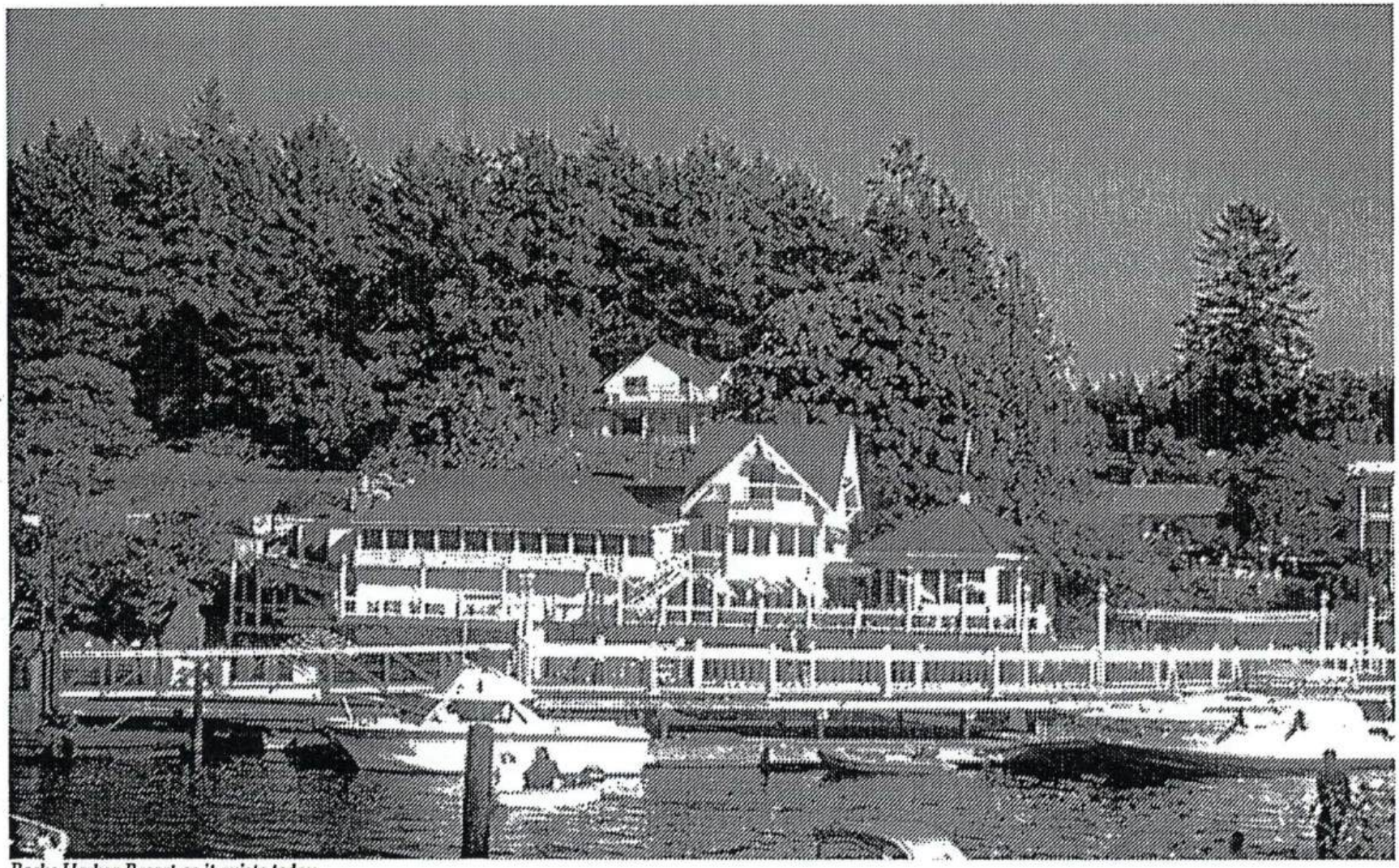
Roche Harbor
Industrial Phase
1881-1948

1. Japanese Settlement
2. Lime Quarries
3. Kiln Batteries
4. Hotel de Haro
5. Doctor's House
6. Wharf & Warehouse
7. General Store
8. John McMillen Home
9. Paul McMillen Home
10. Our Lady Of Good Voyage Chapel
11. Log Cabin
12. Single Miner's Residence
13. Married Miner's Cottages
14. Nine Hole Golf Course
15. Cemetary
16. Mausoleum



Present Community Facilities

Today Roche Harbor Resort is composed of remnants of the old mining town, providing the unique setting enjoyed by visitors and residents alike. The streets were originally named Waterfront, Hemlock and Alder and they still provide basic traffic avenues today.



Roche Harbor Resort as it exists today.

Current Land Use

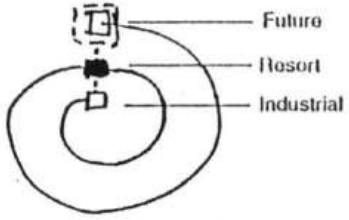
New buildings constructed in Roche Harbor within the last twenty years include the condominiums on the west side of the harbor, a warehouse building and storage area for resort grounds equipment and supplies, the pool house and pool, tennis courts, a meeting facility and expansion of the marina floats.

The air field replaced the original nine hole golf course. A fire house is currently near the west end of the runway. An airplane subdivision is located directly north of the airfield and although it is not part of the Roche Harbor Resort ownership, it is an integral neighbor to the resort. The main residence of Paul McMillen is used as staff housing while some of the buildings (the doctors house and log cabin) are dilapidated and empty.

The quarries and old furnaces are a unique destination for hikers and a wonderful resource for future interpretive walks and events. When combined, the mausoleum, the quarries, the waterfront walks and the historic buildings are destinations which can play important roles in the future of the resort. The hotel, restaurant and cottages overlooking the Harbor need major renovation and improvement to meet the current building codes.

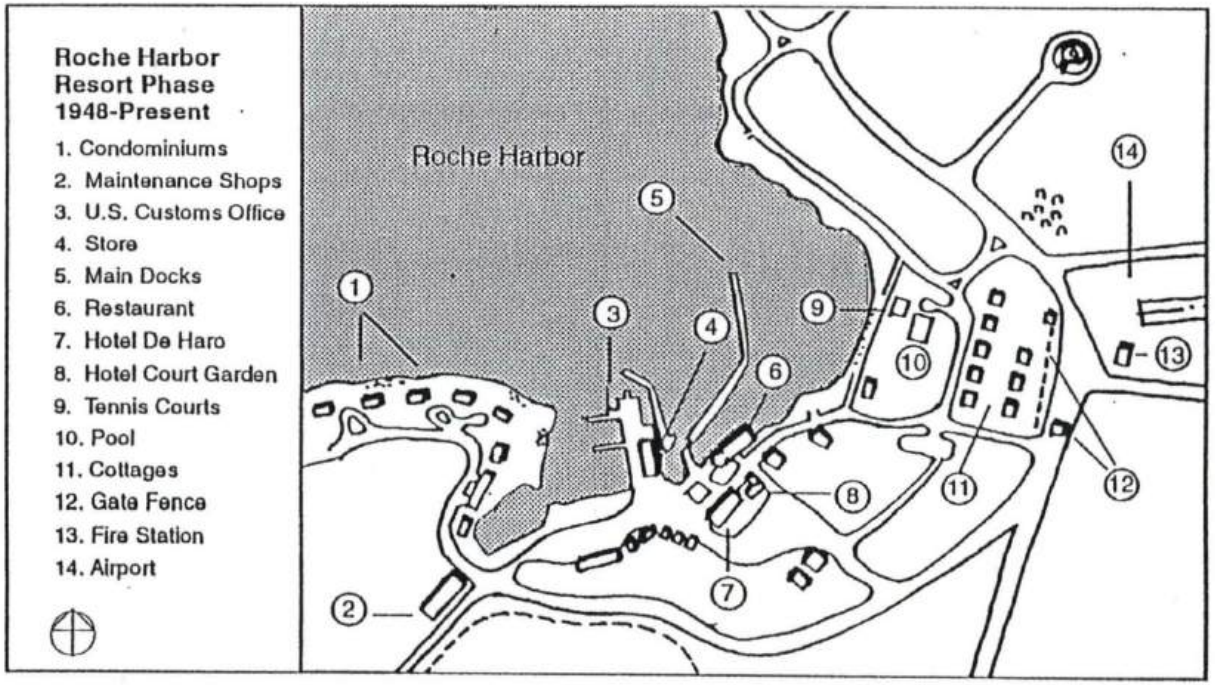
A private corporation maintains a water system which provides water service to over 240 private homes in the greater community. This water system is supplied by an upland lake and wells on the resort property. In addition, a waste water treatment plant serves the resort with a holding pond treatment facility in one of the deep quarries.

All roads within the resort are privately owned with easements for public access. Currently all of the properties outside the resort ownership, as depicted, are undeveloped with varying residential land use designations.



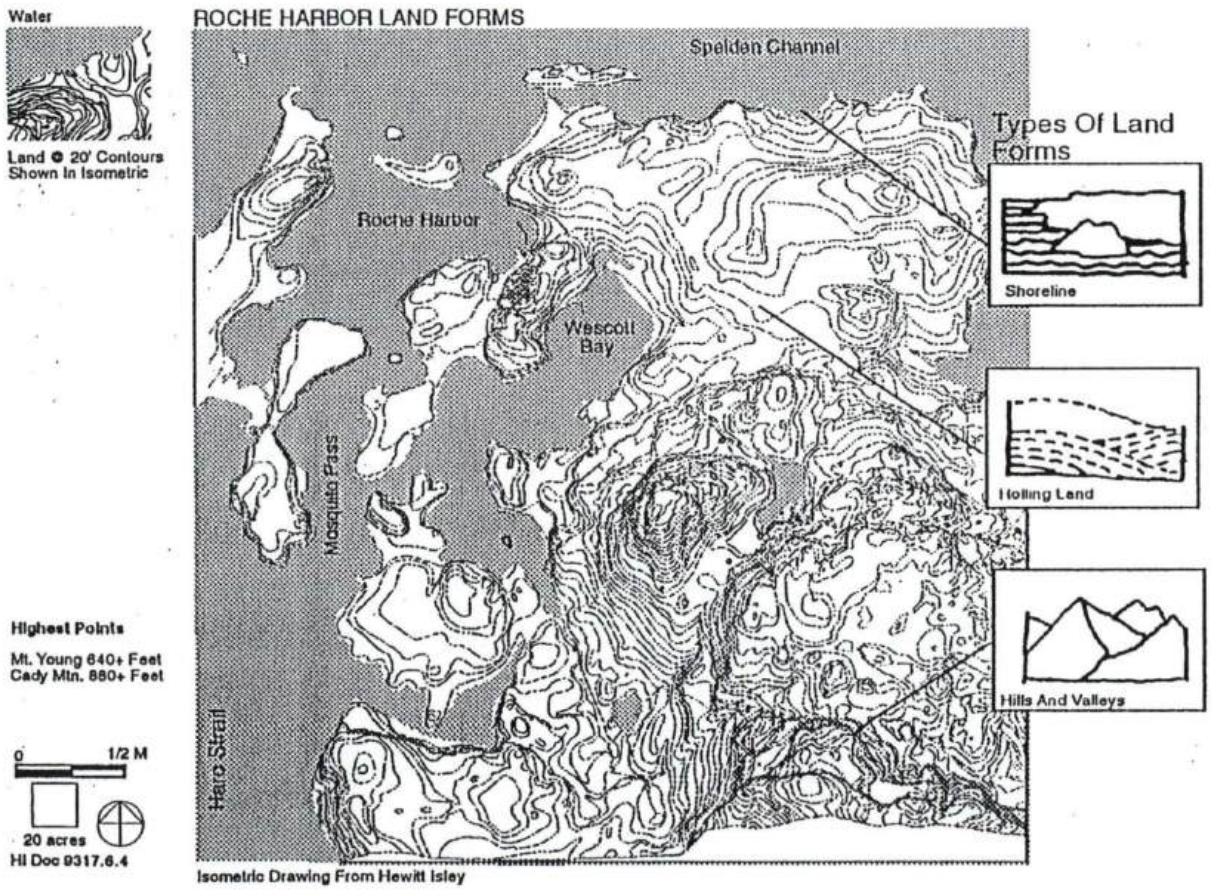
The three cycles of Roche Harbor's Evolution.

Collectively the central resort buildings make up a "sense of place" which should be improved with a sensitive infill of new buildings, and where feasible, improvement and/or relocation of old buildings. The future evolution of the resort should capitalize on its best existing parts and add new facilities which reinforce the now loosely knit village center set in a wooded backdrop. A third cycle of evolution is necessary if the resort is to stay operational. New facilities are needed and many of the historic buildings need refurbishing. This pattern of development should provide the framework for future building, recognizing the unique building placement and architecture which makes Roche Harbor special.



Natural Setting

The natural setting of San Juan Island and Roche Harbor include the land form, the water systems (hydrology), and scenic qualities such as rural pastures, wooded areas and the coastline. Clearly, it is of critical importance to consider these carefully when designing a plan for the future of Roche Harbor. The following report sections describe the current state of these settings, their environmental and historical significance and how their preservation should be planned for in the Concept Plan.



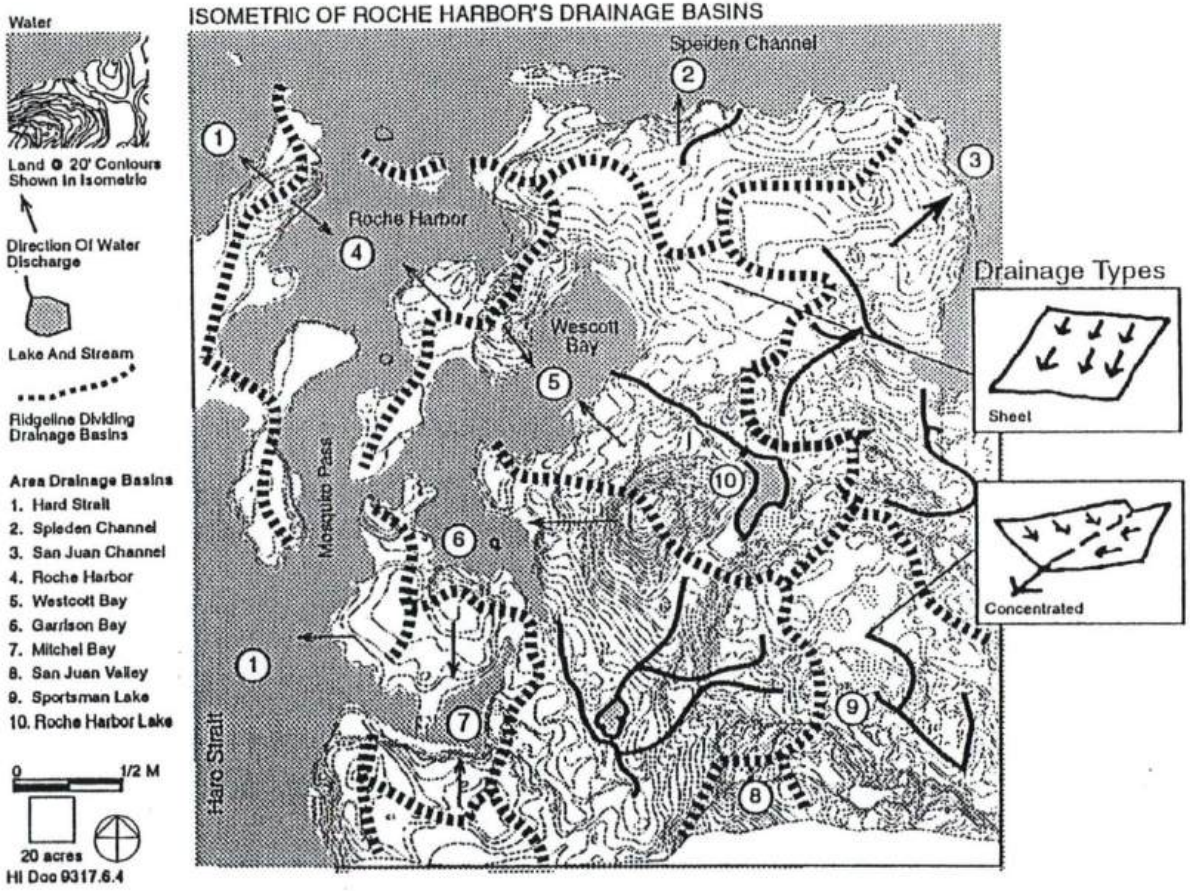
The natural setting is composed of shorelines, rolling terrain, hills and valleys. This matrix of land forms is overlaid with vegetation types responding to sun and wind exposure. Southwest slopes are much dryer than the northern and eastern slopes; and valley floors usually contain intermittent streams or drainages. The weather is dryer as a result of the rain shadow of the Olympic Mountains, yet the surrounding Puget Sound is a reminder that it is an island. This natural setting is the basis upon which Roche Harbor was historically settled—waterfront homes, upland farms and valley roads. Ownership patterns bear little relationship to the natural land pattern except by real estate value, which is the highest at the water edge—less in the interior lands. Views to open spaces and undeveloped areas are essentially "borrowed amenities" everyone shares—the small lot owner, the large land owner, the visitor and the renter.

There is now an opportunity for future development to respond more positively to the land form and the natural setting that contributes to the community's special character. Defining and understanding this natural setting should be a primary basis for creating a community plan.

Hydrology

Hydrology involves the distribution of water on the earth's surface, its flow above the ground in streams, rivers and lakes, underground flow and the cycle of evaporation, precipitation and run off (watershed). Hydrology does not follow political boundaries or zoning patterns—therefore it is of utmost importance to plan land according to natural water flow.

One of the many hydrological features of the Roche Harbor area.



Planning Around Hydrology

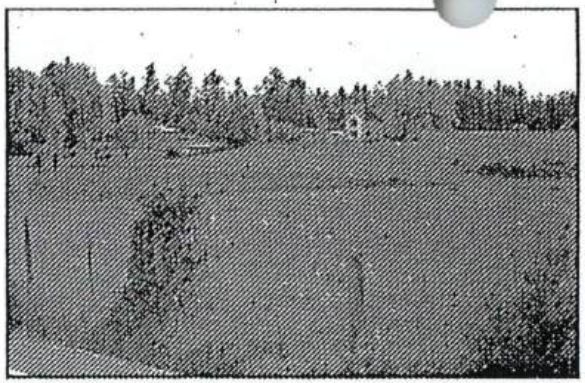
Water is one of the most precious resources in the San Juan Islands, as it is globally. One purpose of good land planning is to protect and improve natural water systems. Water courses and their related watersheds, lakes, wetlands, ground water recharge areas and marine ecologies, are integrated elements in the natural setting and should be identified and protected in any future land use plans.

The diagram to the left indicates the major hydrological patterns of the land in relationship to ridges and drainage basins. The drainage basin is the most basic element of the landscape and provides a means of breaking down the total land mass into natural units. Ownerships within these units share a common interest related to drainage, water quality and scenic views throughout the basin and the wooded ridges which contain the basin. Wescott Bay, for example, is a major basin including Mount Young, Roche Harbor Lake, the tidal basins, the gently sloping land east of the bay and the bay itself. This basin contains many ownerships.

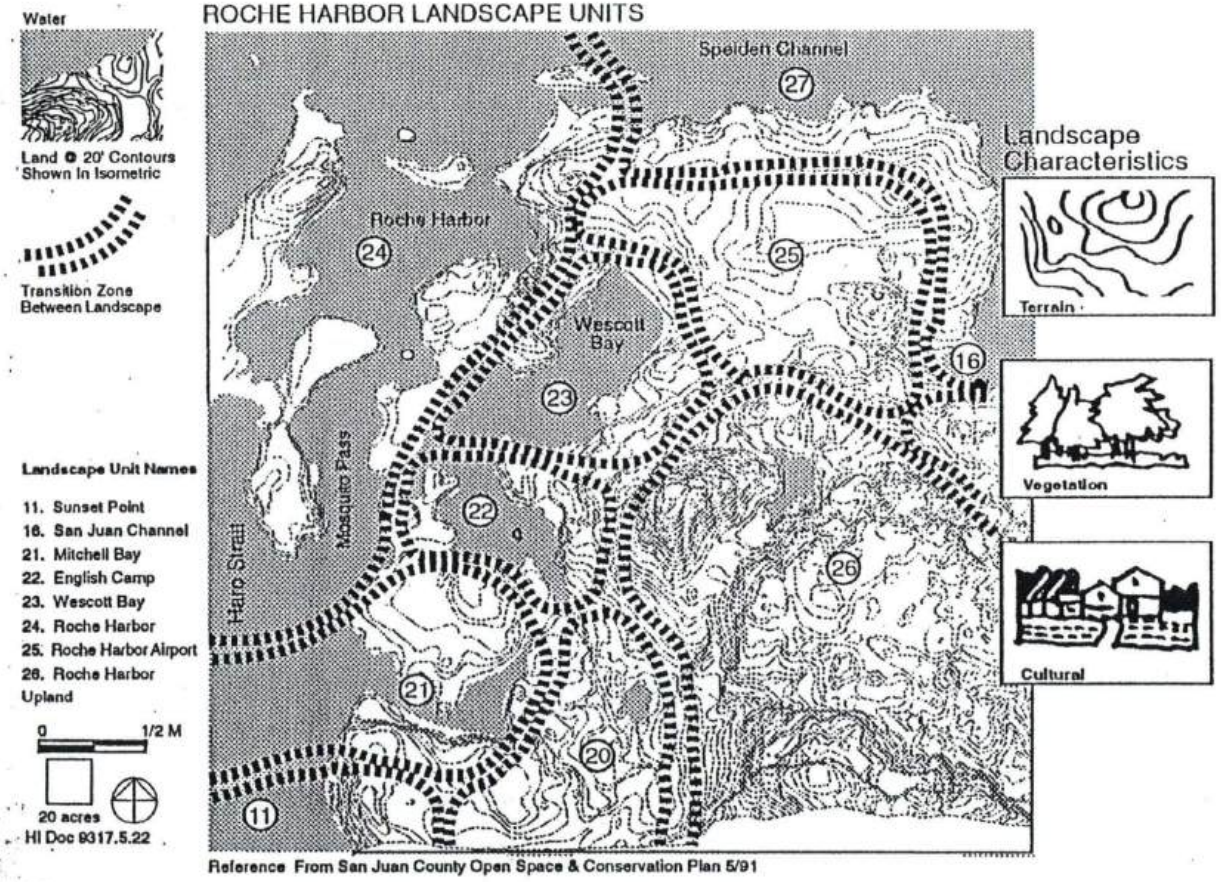
The drainage basins and their unique characteristics should be considered the basic planning units for a community plan.

Landscape Units

Understanding the complexity of a rural landscape is the basis for finding places to build ... setting aside places not to build. How the landscape is perceived, as well as how it functions as a natural system, collectively creates a pattern of landscape units. These include great outdoor rooms, vistas, wooded backdrops, open pastures, and building texture and scale.



An example of a pastoral landscape which features open pastures framed by wooded areas and rolling terrain.



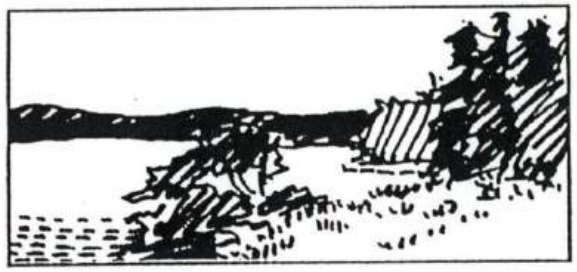
Reference From San Juan County Open Space & Conservation Plan 5/91

Types Of Landscape Units

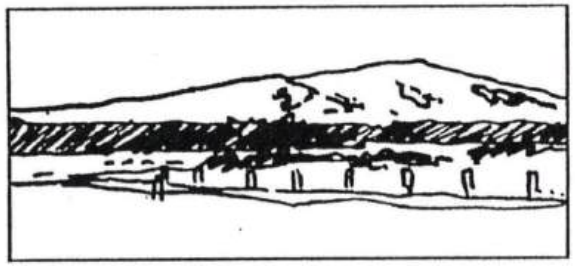
In 1991, San Juan County commissioned Jones & Jones of Seattle, to prepare the San Juan County Open Space and Conservation Plan. The study identified 27 landscape units throughout San Juan Island—Wescott Bay and Roche Harbor were identified as highly valuable scenic areas with sensitivity to change.

Landscape units are a combination of terrain, vegetation and cultural or man-made elements such as buildings and roads. For example, the landscape unit of Wescott Bay's view shed is framed by the wooded edges on the side shores, with views reaching past the tidal areas up to the air field at the head of the bay. The wooded edges and views create the landscape unit. By understanding all three characteristics of a landscape unit, one can develop a sensitivity about where clearings should occur and locations where buildings could be constructed, without major changes to the area's visual character.

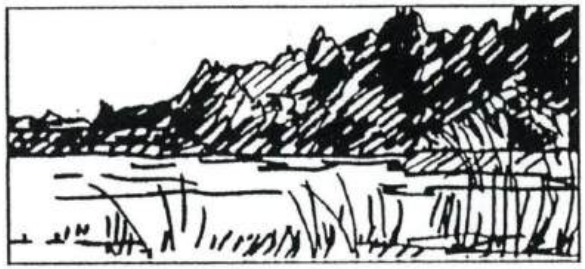
In the San Juan County Open Space & Conservation Plan, Jones & Jones further classified landscapes into the following categories:



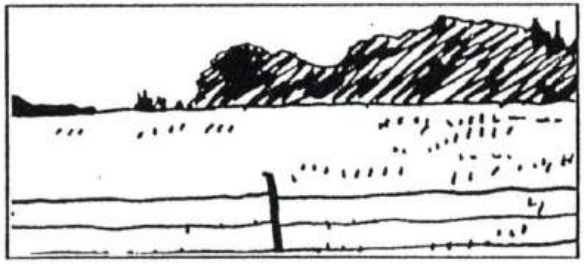
Water, Shoreline & Mountain Views
Defined as those areas in the foreground of a publicly accessible view of water, shoreline or mountains. Roche Harbor and the surrounding community is primarily built on the waterfront, but fortunately most development is still dominated by the natural landscape features.



Prominent Geographic Features
Defined as natural landmarks, focal points, bays-of-islands and points of arrival. Also, major hills and mountains which form dominant contrasts to other landscapes—the quarries, the hilltop above the church, and Cady mountain are all geographic features of the Roche Harbor area. Landscape edges are important to consider when analyzing a site. The meeting of two landscape types such as a wooded ridge line and the sky are visually sensitive. Clearing below a ridge line, and leaving a back drop of trees for visual continuity is more desirable than chopping a disruptive notch in the ridge.



Conservation Areas
Defined as areas where development should not be considered, such as wetlands and stream corridors. It also includes areas set aside for parks and significanthistoric features such as the neighboring National Historic Park and the Roche Harbor Mausoleum.



Pastoral Landscapes
Defined as open pastures framed by wooded areas and rolling terrain. An example of this is located at the head of Wescott Bay and adjacent to the current entry of the resort.

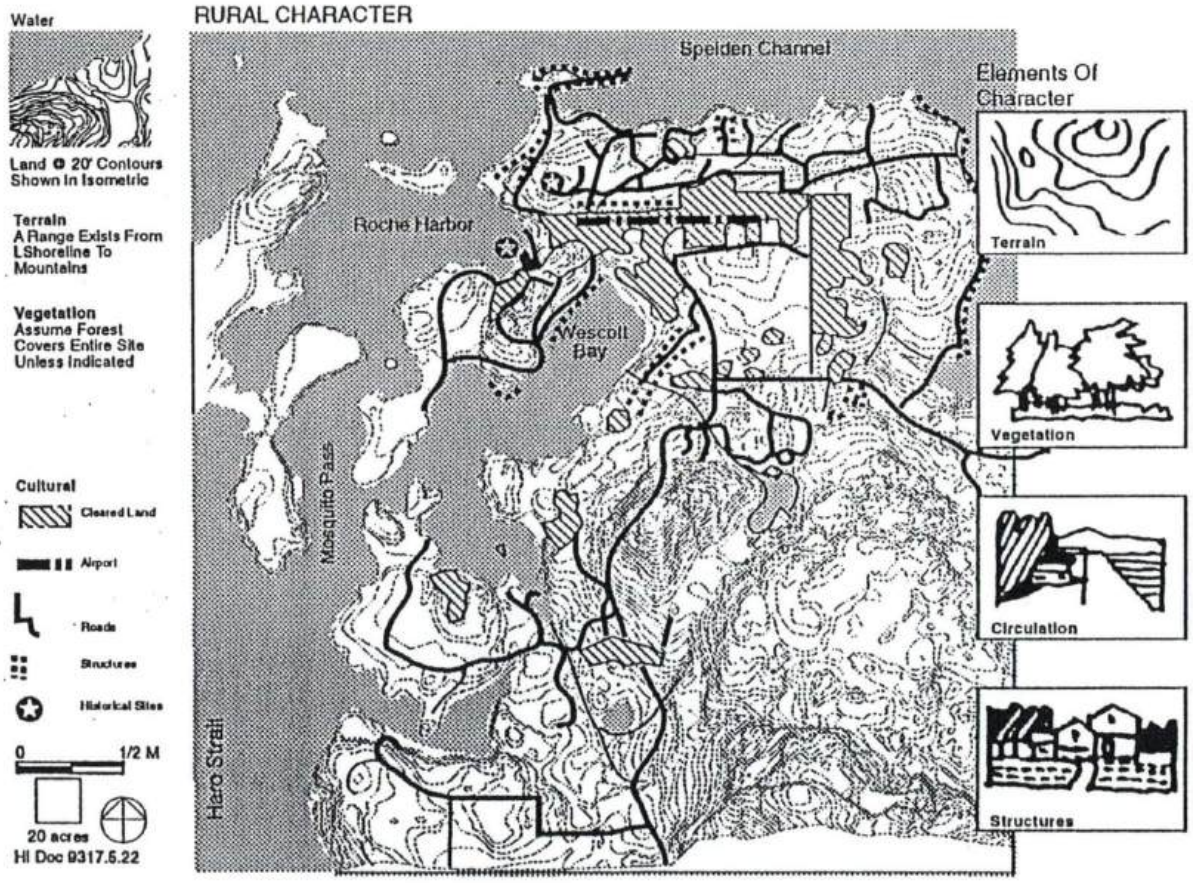
Visual Accessibility
Defined as places that are visible from publicly accessible view points and thoroughfares. The "view from the road" contributes substantially to the rural experience, particularly the sequence of wooded edges and enclosure, open views to the water and inland pastures.

Roche Harbor is blessed with an incredible diversity of landscape units and landscape characteristics. Improperly planned development can detract from these qualities or, if special care is taken in the placement and positioning of buildings and roads, it can enhance these qualities. Roche's landscape diversity will allow small groupings of buildings to be separated visually and physically, which is the fundamental quality of rural character. Future development plans should include this level of analysis and site design to ensure that rural character objectives are achieved.

Rural Character

Rural character is a group of subtle and not-so-subtle details that when combined, create the "sensory feeling" of rural country. Subtleties such as unobstructed coastlines, tree stands, grass along roadsides, the absence of paved curbs or driveways, open fields along roadways and houses sitting back from the road, all contribute to rural character. It is where man-made structures become part of the natural environment, but where the natural environment remains the dominant perception.

Dominance of nature in our perception.



Understanding Rural Character

The integration of man-made elements and the natural environment, as well as the contrast between them, is the root of the definition of a rural landscape. In the previous section we described the process of defining landscape units based on natural features. The next step is to add the constructed physical features, including roads and structures. This analysis will begin to provide a pattern of landscapes and places that are separated by vegetation, terrain, roads and buildings. They are perceived both externally and internally, depending upon the physical features which block views. Each area has a certain rural sensitivity to change, depending on how open or closed, or low or high, the property is characterized.

For example, an open pasture viewed from a long distance along a rural roadway is very sensitive to change because it is so open and dominant, whereas a wooded area, sloping away from the road, is less sensitive to change. In the case of the pasture, any housing added should be set at the edge of the pasture rather than in the middle, while the woods should be used to separate homes for privacy. A row of

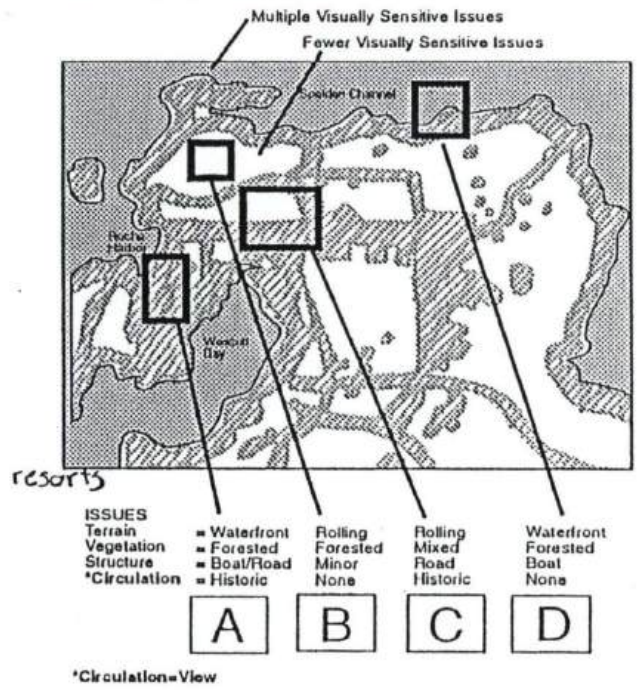
homes on the waterfront, set back from the beach in the edge of the woods is perceived as rural, while just one structure set on a prominent bluff would dominate the view and be contrary to "ruralness."

Because of its diversity of landscape types, Roche Harbor provides a framework of rural qualities. These qualities can be mapped and used to guide development away from important landscape areas and into less important areas, by using design standards which will reinforce the rural pattern.

Rural communities, i.e. small hamlets and villages clustered at intersections and road end such as the Roche Harbor Resort, are also rural in character because of their contrast to the surrounding natural setting and small scale and size of buildings. Density is not the issue when planning rural communities. Rather it is the scale of the buildings and the relatively limited land area they occupy. These concentrations of buildings however, must be separated by landscape transitions either using terrain, woodlands or vegetation.

The Roche Harbor Community has a situation which is a rural concentration of development at the waters edge—the resort, a community of waterfront homes on the shoreline and an emerging rural character transforming in the uplands. Rural character is extremely fragile. The challenge is to avoid the characteristics of traditional suburban development. Elements of rural character are different than suburban character where the landscape is deemed secondary and the residential subdivision road design, commercial centers and parking

SENSITIVITY DIAGRAM TRANSLATES INTO A BASIS FOR DESIGN GUIDELINES

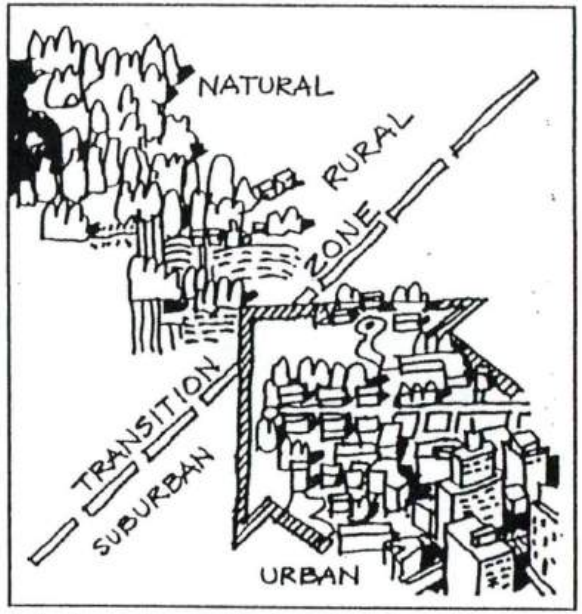


Rural standards are not suburban standards. A rural plan must address even the traditional role of govern-ment, whereas Federal, State and County grants often demand suburban standards in a rural environment.

lots dominate. In rural environments, the landscape dominates and man-made elements are either fit into the natural surroundings, or when dominant, at a scale which is perceived as rural.

The diagram above suggests those Roche Harbor landscape elements, both natural and cultural, which are most sensitive to change and can impact rural character. This pattern suggests where development could be hidden from view to avoid sensitive areas, or when visible, require rural design guidelines to assure a sensitive fit.

RURAL/SUBURBAN ISSUES

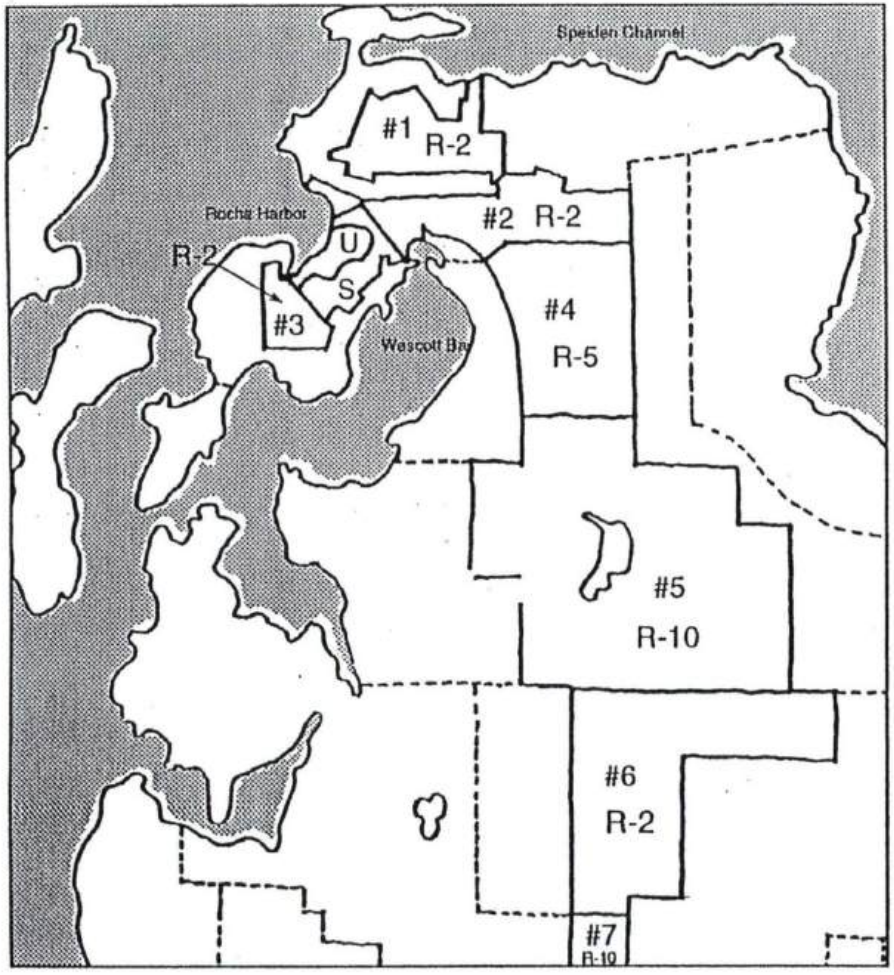


Suburban values tend to slowly invade rural areas and change them in physical ways. It is a subtle thing that happens with incremental actions. This phenonmena underscores the need to define a "rural plan", if an area is to remain rural. We must define those important transition elements as well as define a plan of action to avoid these intrusions.

The Roche Harbor area exhibits a wide variety of landscapes such as natural, timber, rural agricultural and rural residential, all of which are assigned the description of "rural". In many ways, the discussion on rural landscape units is the foundation of rural character—where the natural environment dominates, and man-made elements fit into the landscape rather than detract from it.

Existing Plans

The County Comprehensive Plan for the Roche Harbor property in place today will not ensure the retention of rural character. In fact, the present land use designations, if literally implemented, would lead to the opposite of what is intended—random sprawl and erosion of rural character and a diminished "sense of place".



Existing Comprehensive Plan

There are currently ten classifications of use and density in the northwest San Juan Island Comprehensive Plan. Within the Roche Harbor ownership, there are five zones—Urban, Suburban, and three residential zones that have densities ranging from two acres to ten acres for each residence.

The Implication

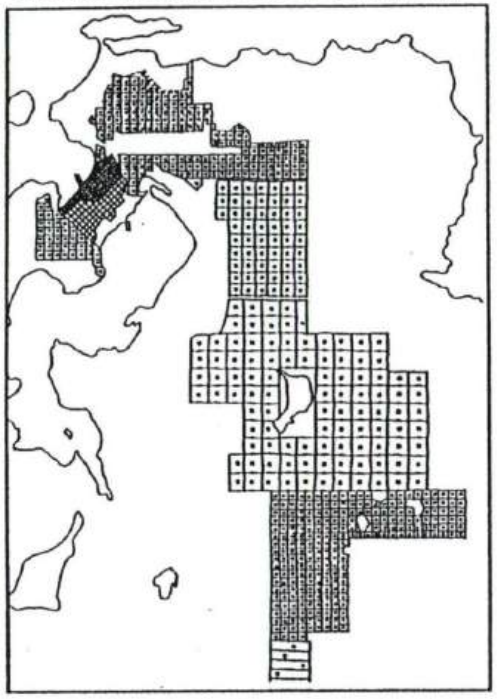
The diagrams at the right with the table below illustrate the theoretical residential capacity allowed by the existing comprehensive plan density designations. In these diagrams, the black squares indicate one housing unit and the outlined boxes demonstrate the minimum acreage for each housing unit in that particular Comprehensive Plan Designation.

The implications are clear that if growth and development occurred according to the existing plan, at some point in the near or distant future, with successions of land divisions, plats

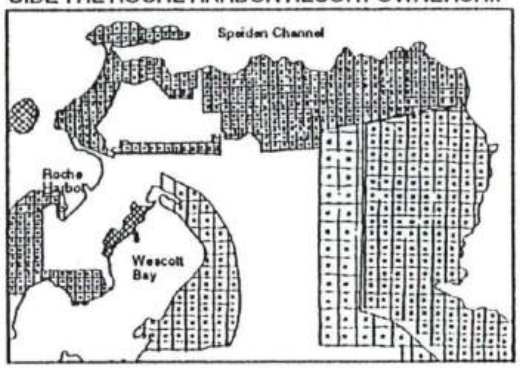
ROCHE HARBOR RESORT OWNERSHIP
CURRENT PLAN DESIGNATIONS

Parcel	Classification	Gross Area	Density	Unit Count
U	Urban	35 acres	6.25/acre	219
S	Suburban	62 acres	2.00/acre	124
#1	R-2	165 acres	0.50/acre	83
#2	R-2	190 acres	0.50/acre	95
#3	R-2	70 acres	0.50/acre	35
#4	R-5	285 acres	0.20/acre	57
#5	R-10	920 acres	0.10/acre	92
#6	R-2	460 acres	0.50/acre	230
#7	R-10	50 acres	0.10/acre	5
Total Acres		2,237		
Total Units Allowed Per Existing Plan				939 Units

THEORETICAL DENSITIES NOW ALLOWED IN THE ROCHE HARBOR RESORT OWNERSHIP



THEORETICAL DENSITIES NOW ALLOWED OUTSIDE THE ROCHE HARBOR RESORT OWNERSHIP



and short plats, the property would become a homogenous pattern of housing with little regard for the natural systems, landscape units and other rural qualities outlined in the previous chapters.

To add to this, the overall density pattern represented by the current plan is illogical, because some of the higher densities are in watershed areas; visually sensitive forest areas or inaccessible areas are surrounded by the lowest densities (R-10) or by the San Juan Historic National Park. Conversely, some of the lower density areas are nearest the more concentrated resort activities and existing residential uses.

It is clear that this future is nobody's vision. Even with more restrictions and limits on land use through SEPA and environmentally sensitive area regulation, land will naturally be divided and developed. More often than not, this process takes place slowly in unrelated places, leaving many rural areas in diverse lot sizes with multiple ownerships often in advance of any development. The "onesies and twosies" effect over time, will lead to some version of the grid depicted in the diagrams. As this pattern of ownership emerges, there will be less and less opportunity to plan within the larger context.

The table of current Comprehensive Plan land designations and allowable housing units chart on page 14, shows that theoretically, 939 residences could be built within the 2,239 acre Roche Harbor Resort ownership.

The "R" zones collectively make up 2,140 acres or over 3.5 acres per residence on a gross basis. Evenly distributed 3.5 acre lots would not guarantee rural character. The key is where and how these residences are sited relative to the landscape and community context.

In this plan, the resort owners are proposing a voluntary downzoning from an existing density of 939 residential units to 739 units within the 2,237 acres, a 21% reduction in density

SUBURBAN PATTERNS RURAL PATTERNS

Blanket zoning and generic land use regulations are appropriate only if they are supported by a better understanding of the diverse character of the landscape. A rural planning strategy which addresses development in the context of natural systems and the development of community, must be employed if we are to avoid potential suburban land use patterns.

Creating A Vision

Life in all forms is in constant change—communities are no exception. It is important to strive to improve the best qualities of its people, its sense of community, its grace in the natural environment and its architecture. To achieve this, it is important to set standards for sustainability and attempt to define the future as acurrately as possible.

GMA Goals

Since 1960 the population of the San Juans has grown three and one half times, or 350%—roughly twice the rate of the state. The relative isolation of the islands combined with their natural beauty and rural character will attract more growth over time. To change the island qualities for the benefit of growth is nobody's goal. The important step is to define the future and let the growth be integrated into the plan. Whether growth occurs at a slow rate or a rapid pace is not the issue. Rather it is how growth of any measure should be accommodated.

One of the first steps in the county's growth management planning process was to identify goals and policies related to all the elements which will influence the future. To help facilitate this process, each island formed a planning committee to prepare goals and a vision statement which would translate into policies for subsequent planning decisions. This vision statement is quoted to the right and outlines the foundation for the Roche Harbor Community Plan. Highlighted areas are of particular importance.

A DECLARATION OF VISION AND COMMITMENT TO THE FUTURE OF SAN JUAN COUNTY

PREAMBLE

WE THE PEOPLE of San Juan County recognize that these rural islands are an extraordinary treasure of natural beauty and abundance, and that independence, privacy and personal freedom are values prized by islanders. Being a diverse people bound together by these shared values, we declare our commitment to work toward this vision of the San Juan Islands in 2020 A.D.:

Community

We envision a community that is primarily rural, made up of islands of varying character, each with its own unique qualities. The islands are places of peace and mutual tolerance, where citizens of differing backgrounds and beliefs respect each other's dignity, privacy, and freedoms. We communicate effectively and openly and work together toward goals identified as being for the common good. **We foster a sense of neighborliness, of self-sufficiency, and community pride that has long been a part of our island character.**

Basic Human Needs

Our islands are places where all citizens can safely walk or play, day or night. **The drinking water supply is clean and adequate.** Health care and help in time of need are accessible and affordable. **The supply of affordable housing is adequate to meet the needs of our diverse population.**

Education

Learning is a continuing lifelong process which is encouraged and sided by the community. A partnership of families and community creates a supportive and challenging environment founded on academic excellence and artistic expression. This educational environment produces ethical, self-directed, compassionate, responsible world citizens, alive with the love of learning.

Economy

We support a pattern of economic growth and development which serves the needs of our community, and which recognizes the rural, residential, quiet, agricultural, marine and isolated nature of the islands. **Our economy comprises a wide spectrum of stable, year-round activities that provide employment for islanders. We support and encourage traditional industries including forestry, farming, aquaculture, construction, fishing and tourism without jeopardizing** the resources on which they depend. We have home occupations and cottage industries which are compatible with surrounding neighborhoods. We encourage new ideas and new technology for improving the quality and profitability of our goods and services. Value-added activities are encouraged. Environmental conservation and sustainable development are balanced.

Natural Environment

Our islands have exceptional natural beauty and healthy diverse ecosystems surrounded by pollution-free marine waters. The air is fresh and clean, the water quality is excellent, and the soil is uncontaminated. **As careful stewards of these islands, we conserve resources, preserve open space, and take appropriate action to assure healthy land and marine environments.** Native plants and animals of the islands thrive, and are identified, appreciated and conserved.

Land Use
Neighborhoods, hamlets, villages and towns are clearly defined so as to conserve agricultural forest, mineral resource and environmentally sensitive lands. These areas provide for commerce and community activities without losing their small scale and attractive island ambiance. There is housing for people of all incomes. The unique character of our shorelines is protected by encouraging uses which maintain or enhance the quality of the shoreline environment. Through innovative land use strategies, our citizens and institutions balance and protect private property rights, public rights, and our natural environment.

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

Energy And Resources
Our community fosters resource and energy conservation. Energy independence is encouraged. Recycling, solid waste, and sewage treatment are managed within the confines of each island in an environmentally sound manner. Renewable natural resources are used on a sustainable basis. Nonrenewable resources are conserved wherever possible and practical.

Arts, Culture And Recreation
Our community nurtures the expression of its creative talents and supports diverse cultural and entertainment activities. Our cultural facilities such as libraries, museums, and theatres are focal points of activity and community support. Well managed parks, trails, and shoreline access, where appropriate, provide islanders with recreation with due regard for both the rights of private property owners and the natural limitations of each site.

Heritage And Historic Preservation
Our community is enriched by a strong sense of identity, tradition, legacy, and continuity, where past and present freely mingle. We recognize the contributions to our rural and maritime heritage made by indigenous peoples, explorers, and island pioneers, and encourage the preservation of that heritage. **We encourage preservation of historic sites, structures, and traditions for the enjoyment of all.**

Governance
We are self-governed by informed citizens. We are equally represented by elected officials who conduct the activities of government in an ethical, fair, impartial, responsive and open manner which recognizes the independent, self-reliant nature of its citizens. Our government institutions balance responsibility with resources and costs, consolidate services where practical, manage prudently, provide reliable data, are service oriented, and perform in a timely manner.

OUR COMMITMENT
AS FORTUNATE CITIZENS OF THE SAN JUAN ISLANDS, WE COMMIT ourselves individually and communally to a future for ourselves and our children that reflects this vision. To this end, we, the undersigned individuals dedicate our time and our talents.

Master Planned Resorts

The planning committees further prepared goals and policies which recognized activity centers such as East Sound, Lopez, Village, Roche Harbor, Deer Harbor, Olga, Rosario and Orcas Landing. Roche Harbor was originally recommended and presented as a Village.

However significant community feedback indicated several concerns with the Village concept at Roche Harbor. The physical scope of the village was perceived as too large. And the possibility of non-resort based commercial activities in the community were seen as undesirable. In response to this concern, this plan has been modified to address those concerns and the core area of Roche Harbor is presented as a Master Planned Resort.

A Master Planned Resort is defined by Washington State GMA guidelines and the San Juan Comprehensive Plan as:

"A self-contained and fully integrated planned unit development (PUD), in a setting of significant natural amenities, with a primary focus on destination resort facilities consisting of short-term visitor accommodations associated with a range of developed on-site indoor or outdoor recreational facilities. They may contain other residential uses within their boundaries, but only if the residential uses are integrated into and support the on-site recreation nature of the resort."

Plan Goals

The overall goal of the Roche Harbor Community plan is to RECOGNIZE, PRESERVE AND REINFORCE its unique qualities—including historic heritage, natural systems and rural character; while providing a framework and a planning methodology for future development. In order to achieve these goals, it is important to identify design objectives reflected in the vision statement specific to the Roche Harbor Community. Below is an outline of the proposed community plan's goals.

ROCHE HARBOR RESORT PLAN GOALS

Develop A Rural Community
that is diverse rather than homogenous, including life styles, housing styles and costs, and activities.

- Create a year-round community with the resort center as its recreation and economic focus.
- Include a wide range of housing opportunities to include affordable, modest housing for the resort employees and for others within the community.
- Define a clear geographic boundary that will contain the growth of the resort.
- Provide extensions of existing water and sewer services within the defined resort boundary as water resources are available and where sanitary sewer is deemed more favorable than septic tanks for environmental and economic reasons.
- Recognize the high cost associated with water and sewer upgrades and the need for the phasing of these types of improvements.
- Encourage basic convenience services to locate in the resort center reducing the number of cross island trips.
- Recognize the resort of Roche Harbor is not a competing center to the town of Friday Harbor and is rural in character.
- Clearly identify design guidelines that create a "rural feeling" in appearance and scale, including architectural design, landscape architecture, roads and signing.
- Ensure that infrastructure services such as sewer and water are efficient and economic.

Preserve Natural & Rural Environments
by utilizing methods outlined in Section I to analyze and specifically illustrate the aspects that make up this natural and rural environment. Then prepare future plans within this construct.

Conserve Energy & Resources
by utilizing innovative conservation measures related to energy use, recycling, water use, waste water recycling for irrigation and recharge.

Provide Basic Human Needs
by clearly identifying over time, acceptable levels and costs of services and access to emergency medical care, fire protection, police, water and sanitation.

Create Rural Patterns Of Land Use
that "fit" the land and respect the existing community. Utilize site planning principles regarding identification of landscape units and existing development outlined in Section I.

Promote Arts, Culture & Recreation
by encouraging artists to visit and live in the community and providing housing that fits this need. Integrate theatre, both indoor and outdoor, within the resort complex. Provide recreation opportunities to include trails for hiking, walking, equestrian areas, field sports, golfing, swimming, kayaking, rowing and boating.

Provide Multiple Transportation Modes
by including a balance of land and sea—air, auto, bus, bicycles, houses and walking.

Preserve The Historic Heritage
by capitalizing on the historic elements of Roche Harbor Resort as outlined in Section I.

Community Design Principles

The central element of the Roche Harbor plan is the historic resort core and the surrounding acreage. As a Master Planned Resort, the Resort Core and Resort Recreation/Residential areas are addressed as a self-contained planned unit development (PUD). However the Roche Harbor community is a much larger area surrounding the resort and is also addressed in this plan.

Unique Districts

This plan addresses the 2,200 acres held by the resort owners in addition to the surrounding 500 acres held by a variety of owners. Within this planning area is the resort and several residential districts.

Master Planned Resort -
Resort Core

The Resort Core in part of the MPR and includes the existing waterfront, historic district and its current related uplands (176 acres). This area should provide a concentration of visitor and residential activity associated with the Marina and upland activities. It will "in fill" over time within this location, based on resort design guidelines.

Master Planned Resort -
Resort Recreation/Residential

The Resort Recreation/Residential district is part of the MPR and includes the area adjacent to the existing Airport (180 acres). This area would be the location less dense residential development oriented around recreation activities such as a golf course, equestrian center and sports fields.

Change to 277 acres if proposed MPR Map amendment is adopted.

North Rural Residential - 2

This 165 acre area north of the existing Skyways subdivision will remain in its present Rural Residential-2 designation

South Rural Residential - 5

This 285 acre area between Roche Harbor Road and Rouleau Road will remain in its present Rural Residential-5 designation.

Rural Farm Forest - 10

This 1,430 acre area south of Roche Harbor Road is presently a mix of designation of Rural Residential 2 to 10. This area will be designated Rural Farm Forest -10. The area will continue to serve as a managed forest property with additional low density residential development.

Existing Subdivisions

This approximately 500 acre area consists of multiple ownership in typical property sizes of 1/2-1 acre in size. They are not part of the Roche Harbor Resort ownership however they will be recognized as a critical part of the Roche Harbor Community.

Open Space

Open space is defined as places where little or no development occurs. It is the natural landscape woods or pastures that dominates a visual setting juxtaposed to appropriately scaled development.

Goals

The open space goals for Roche Harbor are to preserve appropriate areas in their natural state, linking and integrating a variety of open areas with land uses, while providing locations for recreation. Many natural areas in the northwest portion of San Juan Island have special value due to their inherent natural characteristics. By preserving natural areas and creating positive relationships to land uses within the plan area, the value of open space can be maximized. Shorelines are considered for their special scenic and ecological conditions. Hillsides and quarries contribute to the natural rock escarpment or forested hillside backgrounds. The meadows that open vistas and provide sunshine in contrast to the dark forest enclosure should be sensitively considered in development planning.

System Components

To preserve the scenic and ecological qualities, the open space system in this concept plan is designed on three levels:

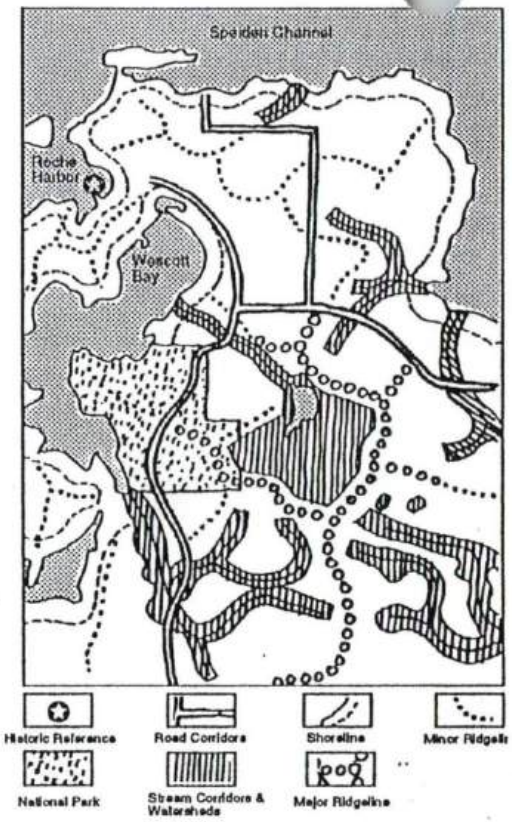
1) A plan-wide comprehensive, integrated system of open space types.
2) At the district level, individual special features are identified and connected.
3) Development standards and design guidelines are developed that apply to individual projects in the future.

Elements

Design principals relating to open space should include a hierarchy of open space types, ranging from large areas to small contained areas including:

- Sensitive Areas i.e. Wetlands, Steep Slopes, Stream Corridors & Forest Lands
- Identified Open Space Corridors & Ridge Lines
- Identified View Sheds
- Road Buffers
- Planned Landscape Separators
- Manmade Open Spaces, i.e. Waterfront & Upland Trails, Court Yards, Gardens...contained by buildings and natural lanscapes.
- Small, Formal Connected Squares & Courts within the resort center and there sort.

A hierarchy of private open space should also be further defined when site planning individual groups of buildings adding to the overall landscape framework.



Management

Management of the open space elements within the village may include a host of techniques appropriate to the location, size and function of the land including:

- Land Use Designations—remaining as private property owner's responsibility
- Obligation Of A Homeowners Association
- Application Of Covenants...with the responsibility to the land owner.
- Conservation Easements
- Dedication To Public Entity
- Dedication To A Non-profit Land Trust

Housing Variety

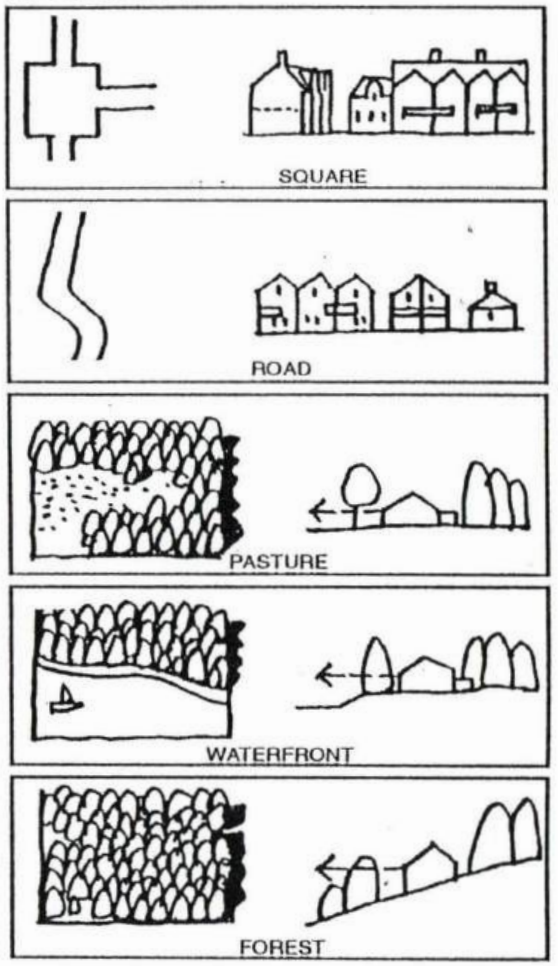
The residential area's goal is to provide housing that is responsive to lifestyle choices, contributes to a sense of neighborhood, and is sensitive to the environment, while maximizing the efficiency of infrastructure. Residential areas within the resort and the larger plan area should relate to the existing and proposed development patterns and the natural conditions of Roche Harbor. The natural setting, including visual character, ecological systems, hydrological circumstance and all the other aspects of the Roche Harbor area environment, should be considered as part of residential development. The Plan should include housing that provides affordability along with all the aspects of community life. Residential areas should be designed for personal safety and communication between neighbors.

The goal of each residential area in the Roche Harbor Resort Concept Plan is to plan an approach to the various lifestyles of island living. A variety of house sizes, settings and types should be encouraged. Housing types and site patterns should be designed to maximize the efficiency of water use, waste collection and minimize energy consumption. The site plans for residential areas should encourage the use of pedestrian and other non-motorized movement as well as small scaled transit services.

To achieve this goal, the plan proposes the following general housing types in each district.

1. **Resort Core** - Compact visitor accommodations and residential areas within the Resort, mixing housing with other land uses especially recreational uses. This housing is envisioned as hotel, congregate, attached housing and smaller detached housing types.
2. **Resort Recreation/Residential** - Lower density detached visitor accommodations and residential uses integrated with an open space system that includes recreational activities, non-motorized trails, open pastures and fields.
3. **Rural Residential** - Areas of lower density (R-2 & R-5) single family residential housing integrated with an open space system that includes recreational activities, non-motorized trails, open pastures and fields.
4. **Existing Subdivisions** - Detached single family in existing subdivided areas adjacent to Roche Harbor.
5. **Rural Farm Forest** - Areas of low density (10 acres/unit) of single family residential housing.

HOUSING TYPES



The above diagram illustrates the organizing elements for rural housing. The first two types utilize a Resort Square or formal space and a rural road as the basis for site planning. The other three, (1) forest edge and pasture, (2) shoreline and (3) continuous forest, rely on natural vegetation to fit the housing within.

Recreational Facilities

As a master planned resort, Roche Harbor should significantly enhance recreational opportunities for visitors and residents. The goal for various types of recreational activities should be to respond to differing users and opportunities presented by the setting of land and water. Marine related activities, walking trails, and historic interpretive places all reflect the character of the area. Resort related activities should include water sports, cycling, hiking and others. A golf course open the public is encouraged within the resort boundaries. Court and Field sports for organized play and equestrian facilities should be considered within the resort and residential boundaries. This would provide the resort with an essential range of activities for resort visitors and community residents.

Cultural Facilities

Roche Harbor, with its location serving the north end of San Juan Island, is an appropriate site for cultural facilities. A community theatre and museum should be encouraged to locate within the Roche Harbor Resort Center and opportunities to relate these uses to the "resort square" should be fully explored. By locating within the resort center, these uses along with restaurants, lodging, and other businesses will mutually benefit from trade and shared parking.

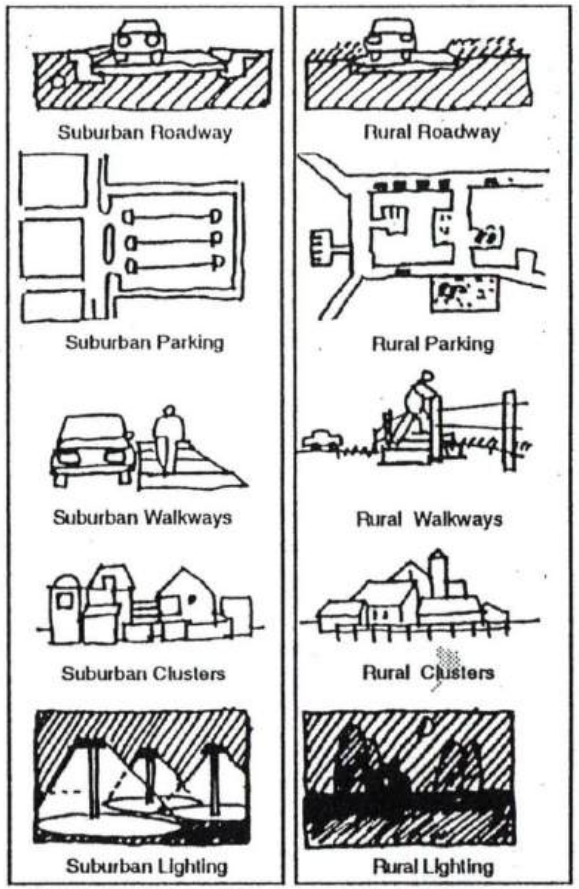
Historic Features

History abounds in Roche Harbor. The celebration and preservation of these historic features is paramount to this community plan. Beyond the retention of historic features, these sites should be integrated in the plan as prominent elements. The quarry district, the kiln wall, log cabin, and the cemetery/mausoleum should be accessible within the trail and open space system, contributing to both a cultural and historical experience.

Public Parking

Parking is a necessary component, however it should not be included within the resort square, but located within easy *walking distance* to the resort center businesses. Parking areas should be contained in small, discrete, landscaped lots rather than large lots. Pedestrian amenities in parking areas should be emphasized. Parking on streets and roads should be integrated with streetscape plantings. Natural and seasonal landscape should shield and dominate parking areas.

All parking areas should be screened with fencing or landscaped walks. Remember, large parking lots are a suburban characteristic. Therefore, larger long term parking areas could be located in remote zones where they are visually buffered. Making multiple small lots rather than single large lots, that are landscaped, screened, and within easy walking distance will achieve rural character.



Suburban characteristics should be avoided. Rural characteristics and design elements must be a fundamental design principle.

Transportation

The goal for the roadway system is to establish an efficient and appropriate roadway type for the unique land use qualities and lay of the land. Roche Harbor and West Valley roads serve the area. These roads should be designed for safety as well as visual character. The scenic experience from them is sometimes through forest, alongside an escarpment, or opening onto meadows—this driving experience should be enhanced. Planning in areas visible from major roads should be given special design consideration.

During the planning of the Roche Harbor Resort, the various roads should be designed to complement the land uses. Scenic roads, alleys, drives, etc., should all be designed for their specific purpose. Each road should be considered for width, edge condition, landscaping treatment, etc. Overall, the Roche Harbor Plan should include:

Classification
of existing roads for their service type and scenic qualities.

New Roads
in the Roche Harbor Plan area should be designed to be rural in character (no suburban standards) and appropriate to the uses being served.

A Pedestrian System
of pedestrian, bicycle, equestrian, and other non motorized linkages within the resort and throughout adjacent districts.

Compatible Uses
in the vicinity of the harbor airport to ensure safety.

Consideration Of Water Transportation
to serve outer islands

The Resort design should incorporate a system for pedestrians, bicyclists and other non-motorized movement. Walkways and bikeways should be integrated with the residential areas and provide linkage to resort and recreation facilities. At the resort center, opportunities to connect all the non-motorized systems should be provided, so the center becomes a focus of activities and can reduce the amount of space dedicated to parking cars. The goal of the non-motorized system is to provide paths and sidewalks that connect all the land uses and facilities without conflict with vehicular movement.

insert RR trailway

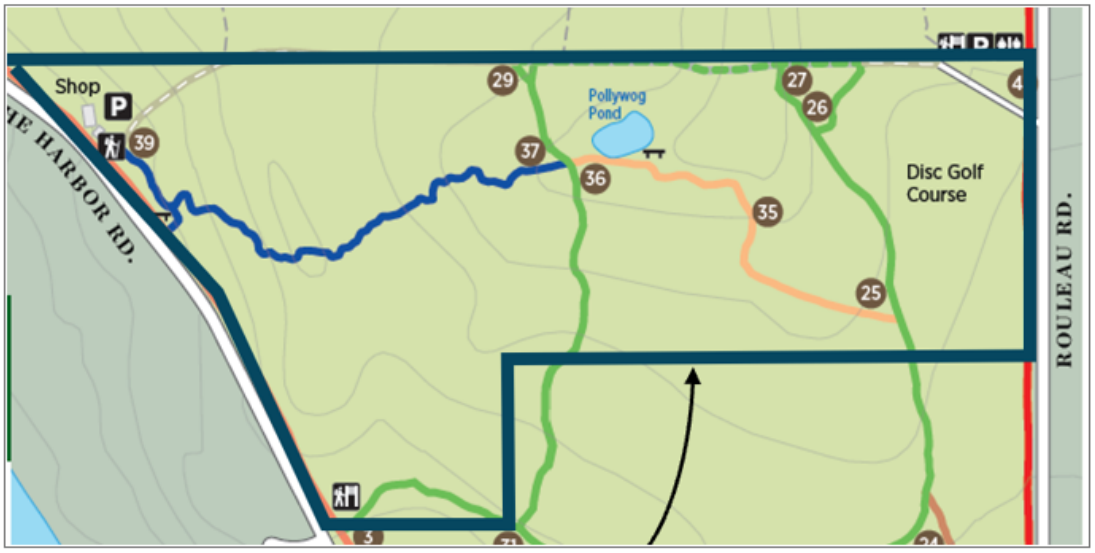
The Roche Harbor area is in a unique location to take advantage of various movement types: automobile, water ferry, airplane, bicycle, pedestrian, etc. Today, San Juan Transit serves the resort and airstrip, with connections to Friday Harbor and other parts of the island. The concept of providing public ferry service from the marina area to outlying islands has been discussed. Putting all these systems together with the village concept for development provides a special combination of land uses and means of movement. This mixture should be designed to take synergistic advantage of the various elements. The location of the existing and future activities, in combination with the various modes can provide convenient movement independent of the automobile. **The goal of multimodal transportation is to provide a maximum variety of circulation modes, with land uses designed to support transit and non-motorized movement.**

Utilities

Sewer and water utilities should serve the Resort development where on-site facilities are not available or desireable. Standards for water allocation should be specific to the Community Plan and allow creative approaches to conservation. The community water system fed by an upland reservoir has been improved and serves the resort and over 240 private homes in the greater community. A waste water treatment system is operating for the resort development to ensure water quality in the harbor. Improvements to these systems should be designed and maintained to meet federal, state and local environmental standards and to incorporate efficient conservation methods.

Solid waste management programs should be prepared with consideration given to recycling and composting.

Draft Map and text to be inserted on page 23 above, fulfilling LANDUSE-25-0006 condition 4 regarding provision of recreational facilities.

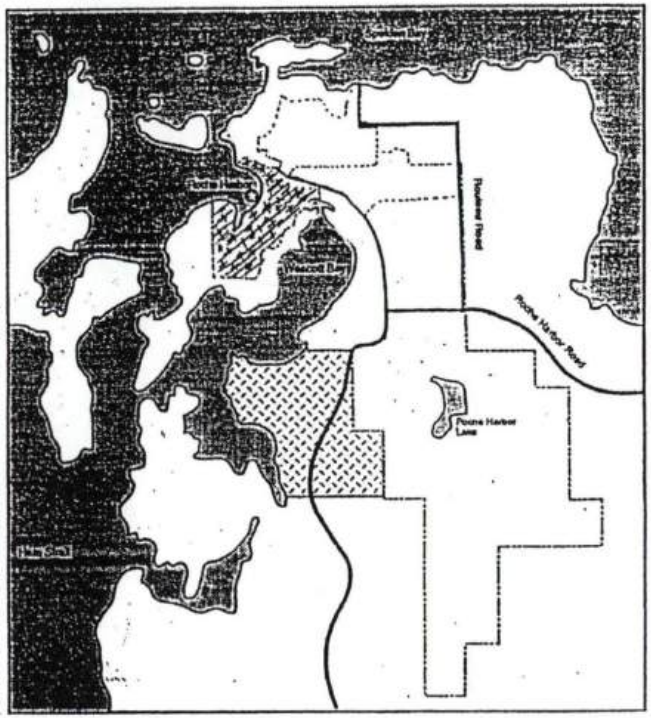


The above map shows the general location of trail facilities in the southern area of the Resort Recreation/Residential District. These facilities are available for use by resort visitors and community residents. As part of future Planned Unit Development planning, the facilities may be modified and integrated with open space and new non-motorized connections to contribute to a system for pedestrians, bicyclists and other non-motorized movement within the Resort and through-out adjacent districts.

Plan Components

Illustrated below are the six districts within the concept plan. Included are: recommended respective boundaries, approximate district acreages, allowable housing units to be accommodated, housing densities permitted, open space types with acreages where applicable and allowable uses.

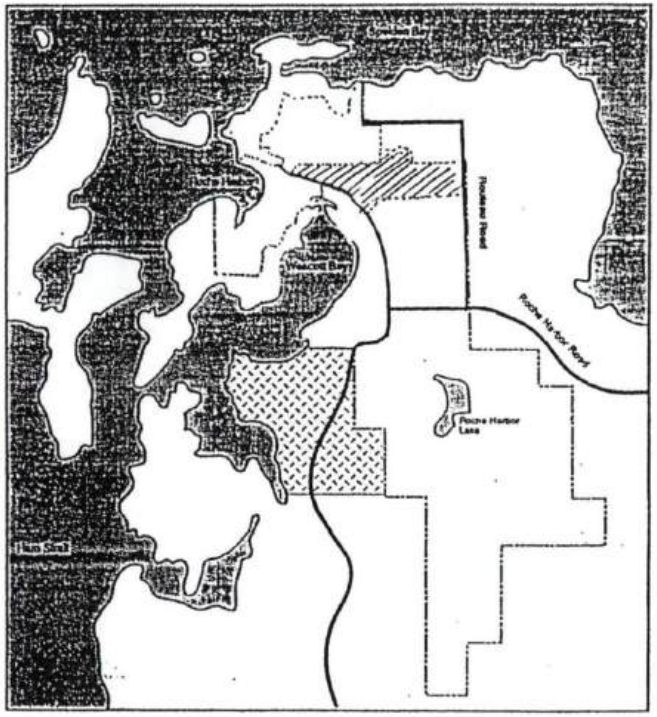
Edit maps and descriptions to reflect addition of 5 parcels to the MPR per LANDUSE-25-0006. State that addition will maintain 40% open space within the addition area per condition 3.



Resort Core
Area: 177 acres
Dwelling Units: 277 (Excludes Hotel Rooms)
Density: 1 Unit/ .65 Acre (Clustering is encouraged)
Open Space: 40% including combination of Hillsides, Hill Tops, Gardens, Courtyards, Waterfront Promenade, Trails, Historic Areas.

Allowable Uses:

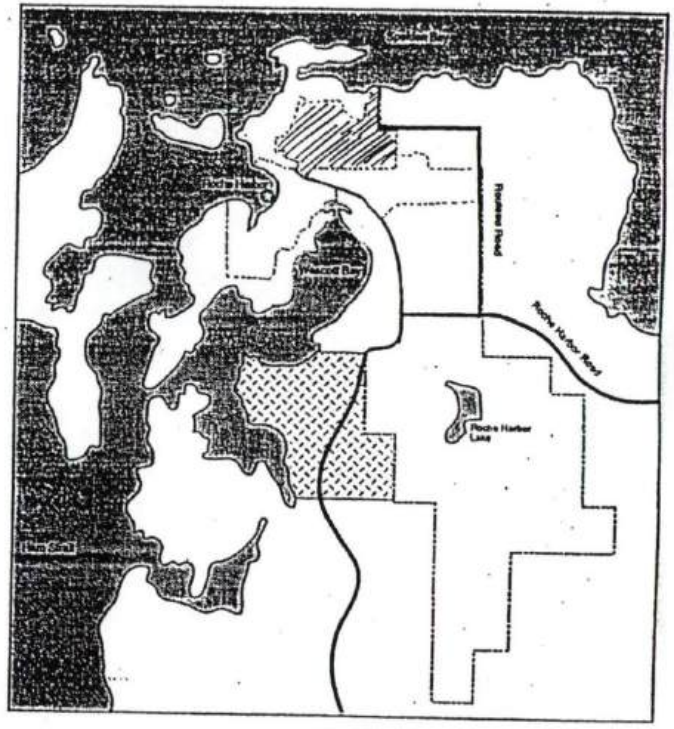
Hotels		Multi-unit attached housing
Marina		Single Family Detached Housing
Restaurants	Chandlery/Grocery	Gas Station
Retail Shops	Museum	Post Office
Tour Boat Terminal	Interpretive Center	Laundry & Showers
Float Plane Dock	Fuel Dock	Resort Recreational Areas
		Maintenance & Resort Support



Resort Recreation/Residential
Area: 180 acres
Dwelling Units: 180
Density: 1 Unit/ 1 Acre (Clustering is encouraged)
Open Space: 40% including combination Pastures, Golf Course, Viewsheds, Road Buffers, Wetlands, Landscape Separators, Trails.

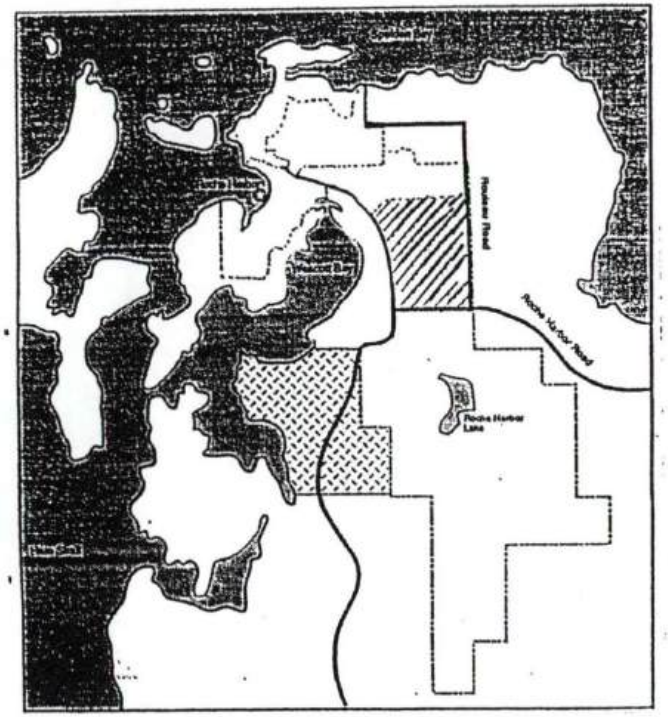
Allowable Uses:

Golf Course, Clubhouse & Support Facilities	
Equestrian Pastures, Trails, Stables & Rings	
Driving Range	Sports Fields
Tennis Courts	Multi-unit attached housing
Swimming Pools	Single Family Detached Housing
Open Fields	Community Facilities,

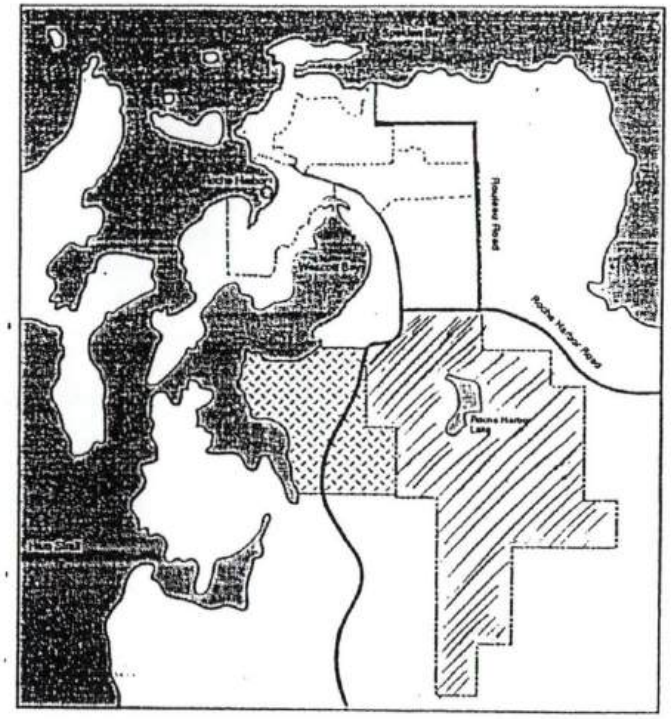


North Rural Residential - 2
Area: 165 acres
Dwelling Units: 83
Density: 1 Unit/ 2 Acres (Clustering is encouraged)
Open Space: 35% including combination Parks, Pastures, Viewsheds, Road Buffers, Wetlands, Landscape Separators, Trails.

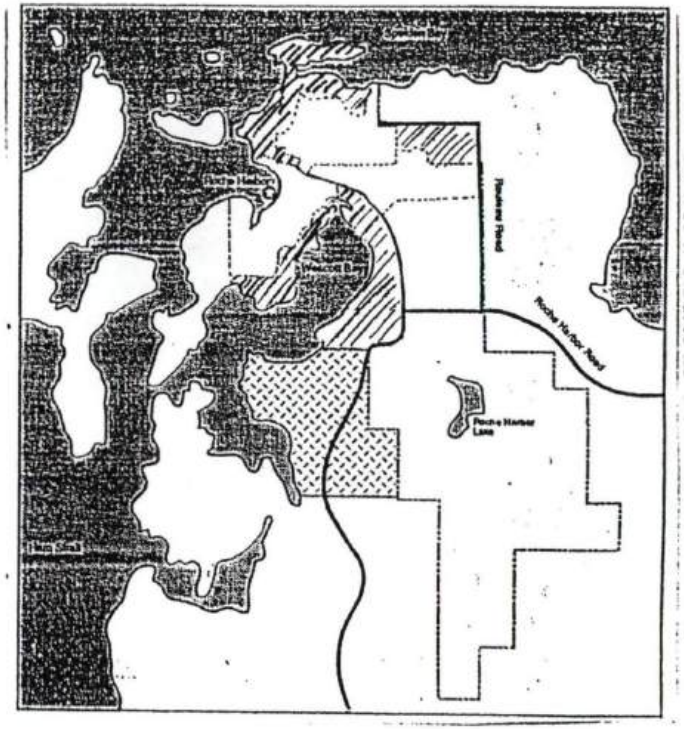
Allowable Uses:
Uses as defined in San Juan County Comprehensive plan for Rural Residential



South Rural Residential - 5
Area: 285 acres
Dwelling Units: 57
Density: 1 Unit/ 5 Acres, (Clustering is encouraged)
Open Space: 35% including combination Parks, Pastures, Viewsheds, Road Buffers, Wetlands, Landscape Separators, Trails.
Allowable Uses:
Uses as defined in San Juan County Comprehensive plan for Rural Residential

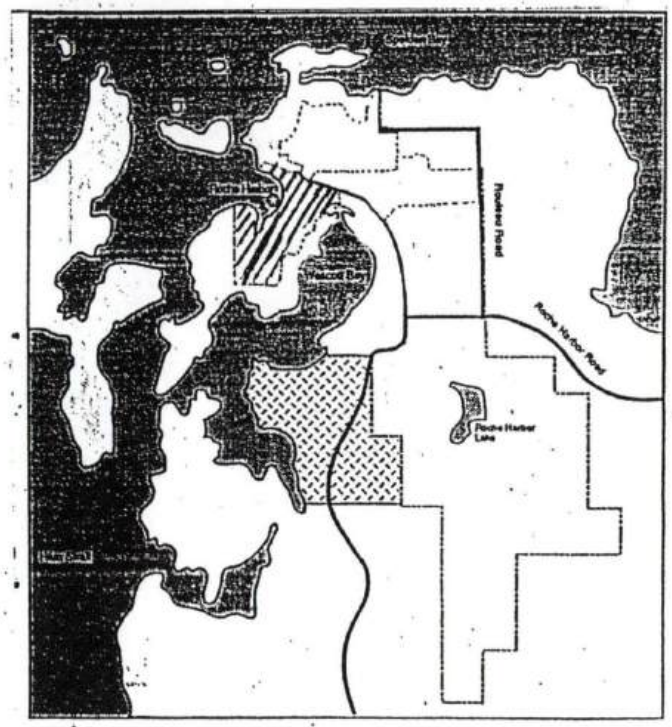


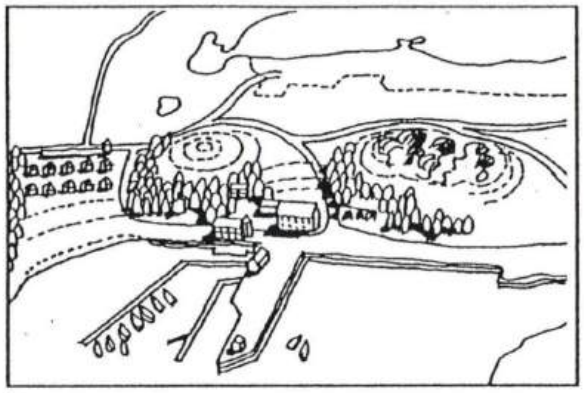
Rural Farm Forest - 10
Area: 1,430 acres
Dwelling Units: 143
Density: 1 Unit/ 10 Acres (Clustering is encouraged)
Open Space: 35% including combination Parks, Pastures, Viewsheds, Road Buffers, Wetlands, Watersheds, Landscape Separators, Trails.
Allowable Uses:
Uses as defined in San Juan County Comprehensive plan for Rural Farm Forest



Existing Subdivisions
Area: 500 acres (approx.)
Dwelling Units: (unknown)
Density: 1 Unit / 1/2 to 2 acres
Open Space: 35% including combination Parks, Pastures, Viewsheds, Road Buffers, Wetlands, Landscape Separators, Trails.
Allowable Uses:
Uses as defined in San Juan County Comprehensive plan for Rural Residential

Resort Core





Existing Setting

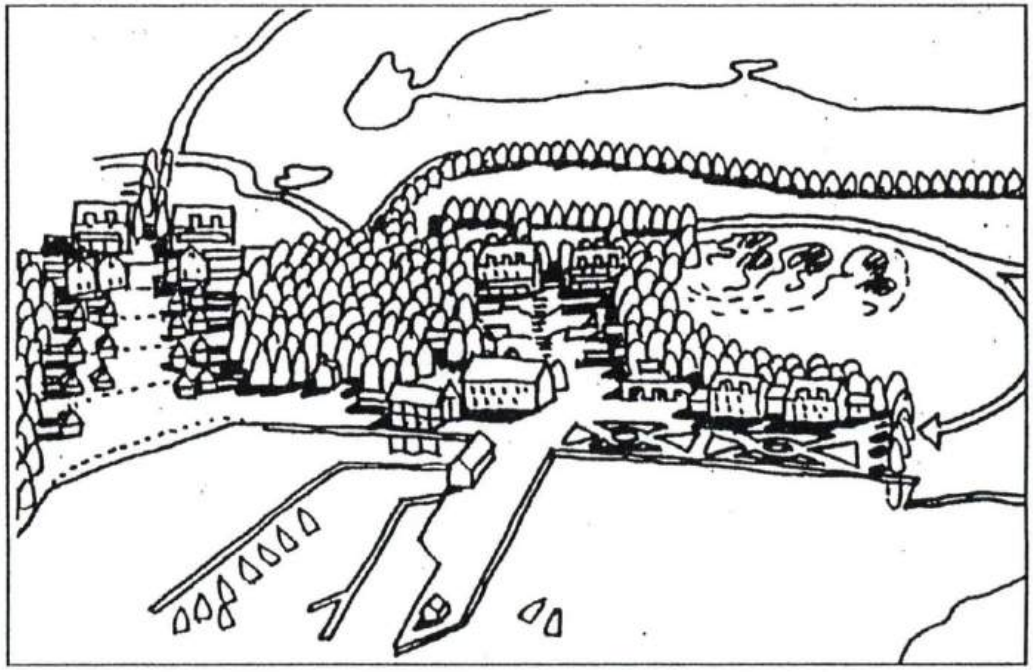
Within the resort area, future planning and design should encourage a variety of lodging types that respond to the unique sites within the district and changing directions in resort markets. Traditional hotel types, as well as time share and other recreational housing patterns, should be considered. The historic and homogenous architectural character, as well as a gentle blending of buildings within forested hillsides is a fundamental goal for all future development.

Hotel support functions should be provided as a subdistrict within the resort core and given enough area for orderly growth. Activities such as greenhouses, nurseries, equipment and storage should be designated in the buffered subdistricts at the southwest end of this zone. Additionally, suitable locations for employee housing should be considered for this area and should be treated as an integral part of the resort districts contributing to the day-to-day resort life.

Concept

The resort should be composed of a complex of interrelated landscape units including important view sheds, terrain and historic structures. Preserving elements of this sensitive landscape pattern, as the background or the foreground, for "in fill" development is the primary design concept for the resort. The core resort district should be compact and pedestrian-oriented, focusing on the Hotel de Haro central plaza, the garden courtyard and the marina.

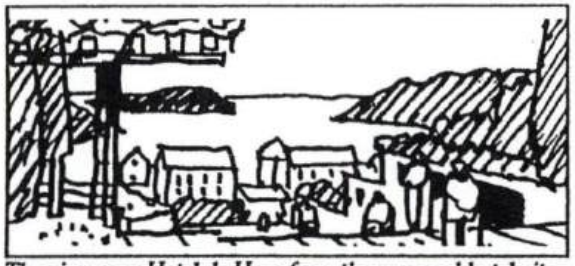
CONCEPT PLAN



The resort district should include a plan for the development of a vehicle-circulation system to provide access to the hotel/restaurant while preserving pedestrian zones and connecting trails. As the district plan develops, vehicle circulation, service delivery, and employee access should all be considered as unique elements within the total circulation system. The nearby historic features should be part of an area open space system that is connected to the resort district by the improvement of pedestrian trails.

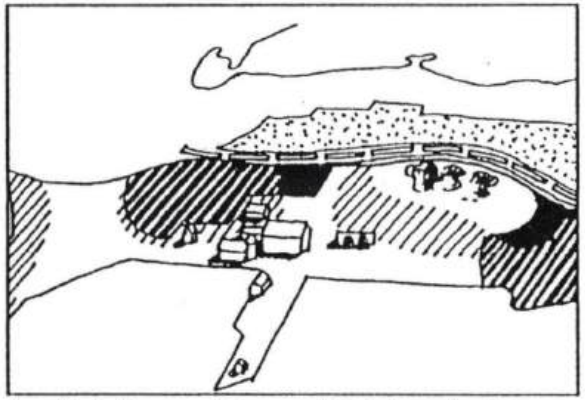
Context

The wooded hill between the cottages and the hotel can be developed along its base, but retaining the crown and wooded backdrop as part of distant views back to the resort. The valley



The view over Hotel de Haro from the proposed hotel site.

In-fill adjacent core area.



Sensitivity Zones—future specific designs should address these zones.

behind the hotel and up to the boat trailer parking lot is an excellent location to concentrate development framed between the wooded hills and the quarry. The base of the quarry along the waterfront should be developed to mask the mining scar and form a connection to undeveloped property southwest of the tidal basin and to strengthen a waterfront promenade.

New roads and parking that serve this new upland development should be introduced, continuing around the back of the quarry and into the southwestern part of the site for access to resort support facilities and long term parking. The historic "core" should be preserved with only additions that compliment the existing composition of buildings.

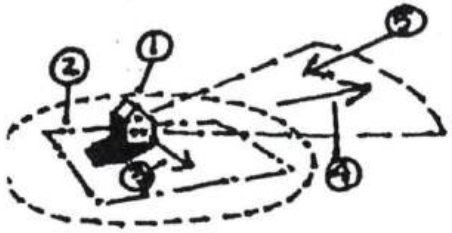
New development stepping up the hill.

Details

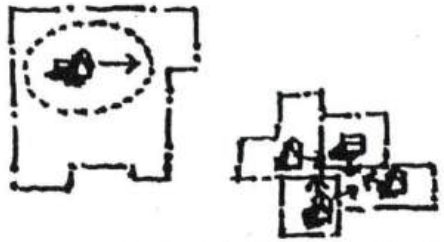
- Historic buildings should be restored where feasible, using traditional materials, trim and colors now associated with the resort.
- Architectural design of new buildings should reflect similar design characteristics as the existing "Victorian" northwest style. However, all buildings should reflect a genuine quality, avoiding a theme of fake facades.
- Massing of new buildings should be perceived as a composition of smaller connected volumes, rather than large unarticulated blocks and volumes.
- The "fine grain " composition of today's buildings should be strengthened with new "in fill" buildings.
- Building materials should be primarily wood, accentuated with wood and metal details within the resort core.
- Building sizes should be in scale to their natural or physical surroundings. Introduce building articulations at modules reflecting the interior use.
- Avoid blank walls on all public or pedestrian related building elevations.
- Roofing materials in the core area should reflect the type and color of the existing resort.
- Colors of all historic buildings should remain white—new buildings should be light values and contrasting trim.
- Lighting should be low intensity and subject directed points of light, not flooded light.
- Landscape features should continue the tradition of pots, baskets and annual gardens with trellises, fences and rock walls defining space. Additional indigenous landscape elements should also be considered.
- Pedestrian walks should be unit pavement and lighted with interspersed seating, and subtle information signing.
- Signing in general should be painted on wood; and small in scale—no backlit plastic signs.
- Parking lots should be at the resort perimeter and screened with fences and hedges with provision for low ground level lighting and clearly defined pedestrian walks.
- Long term parking areas should be located at the southwest end of the site, southwest of the storage building in the extreme southern part of the resort core and south of the core area.
- Because of the steep rock slopes within the resort core, retaining walls integrated with stairs and landings should be considered in the architecture and landscape design.

Housing Considerations

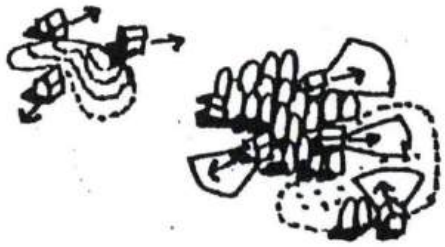
The conclusions listed here are the basis for the site planning and design principles applied to the residential districts in the following chapters.



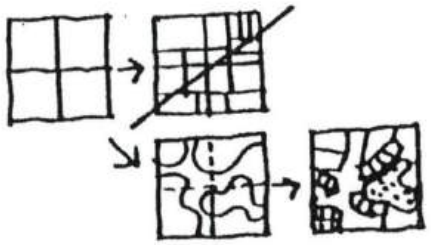
1. A rural house has many views and relationships to the surrounding landscape.



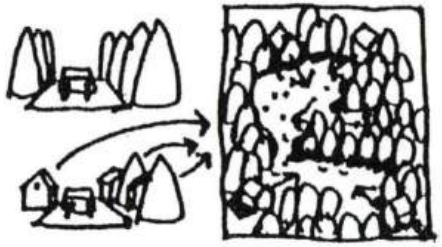
2. Houses on the traditionally large (40 acre) tracts of land have no difficulty maintaining the rural image. The problem comes with increased housing numbers and smaller units of land.



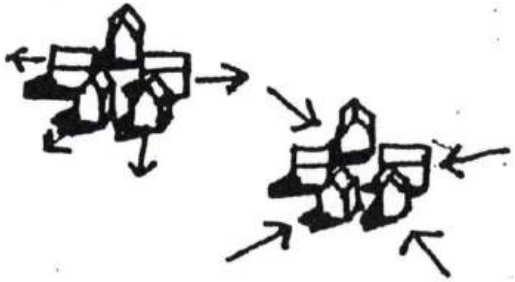
3. Not all land has the same capacity for siting housing—because there are only two viable strategies in the rural situation—either you hide it or you show it and support the established character. When hiding development, one has to use terrain and vegetation to screen and create open spaces to control views.



4. This suggests that locating a house depends on more than just land ownership—it depends on looking at land and assessing its holding capacity and natural fit.

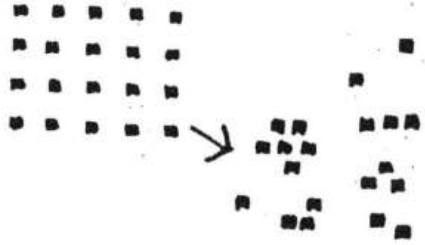


5. Definition of rural corridors along the prime public roads—with development moved inland to natural or man made open spaces.



6. As density increases, organization must begin to address more social order and environmental issues of service i.e. when the housing units can no longer be hidden and merged into the land scape as minor elements, they must be located as an element in unity with the natural surroundings. Views are still the issue, from within and from without.

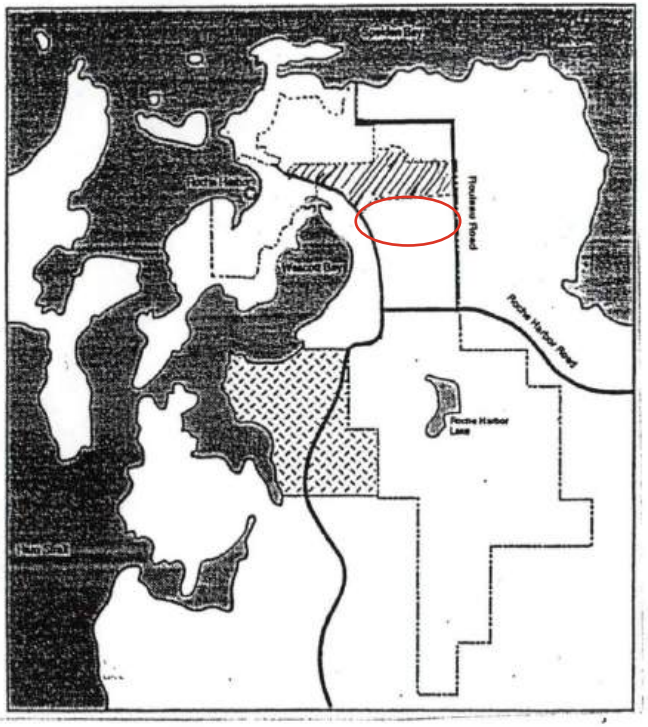
7. Housing must focus so residents can share the surrounding amenities and ensure that they remain. This amenity must be controlled so that it provides a transition of sufficient scale to maintain the feeling of a rural place. This transition zone can be compacted by developing in a small basin (view shed) or locating it to take advantage of adjacent areas with low development potential, parks, bodies of water, agricultural areas and even airfields.



8. The assumption of an even spread must give way to a much more varied placement of homes with some sense of extremes from the isolated form to a small village or hamlet—not a development with production houses, but the alternative—a place with special character—a rural community where each house is constructed for a special site, family or individual. Each family's uniqueness should add to the character of this rural community.

Update maps and text on page 29 and 30 to reflect addition.

Resort Recreation/Residential



Concept

This district is part of the Master Planned Resort. The area is the location for lower density multi-unit and detached visitor accommodations and residential uses oriented around outdoor recreational activities. Recreation uses may include a golf course, sports fields, equestrian pastures and related facilities.

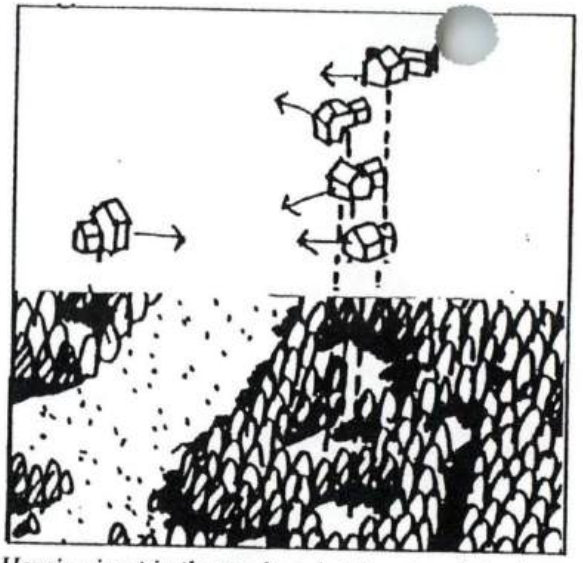
During this resort planning research, it was concluded that Roche Harbor Resort currently lacks the necessary diversity of activities to provide it with a more dependable rate of occupancy.

Golf is one of the most popular sports in the northwest, with demand exceeding the supply. A golf course, if properly designed, would provide both the larger community as well as the resort, with a new recreation opportunity. The land is well suited to create an excellent course, utilizing the existing viewsheds, open fields, tree coverage, wetlands and terrain as key landscape features.

Housing fits into the woods.

This location was the site of John McMillin's 9-hole course when the lime works were operating. The existing airport was constructed on part of the old location. A new course would be developed utilizing modern conservation standards in golf course design. Limited water supplies will necessitate the use of wastewater reclamation and pond systems to capture seasonal rainfall. Sensitivity towards the drainage basin into Westcott Bay would limit the application of fertilizers and pesticides. A program of drainage capture, testing and reclamation would be implemented to ensure that no harmful runoff occurred.

Multi-unit and detached visitor accommodations and single family residences are proposed. These accommodations and residences would be considered and extension of the resort and an addition of private housing to the community. Both would be closely integrated into the recreational nature of the area.

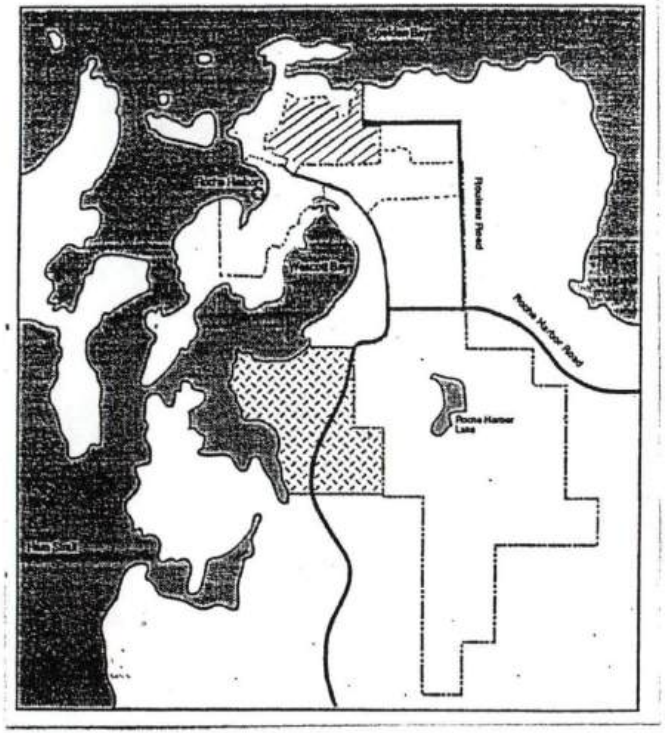


Housing is set in the woods and at the edge of clearings.

The housing would be sited generally at the edges of the open spaces or in wooded areas to prevent the domination of the view shed. Loop access roads would serve housing on the perimeter without crossing the open space with roads. A maximum of 180 residences would be allowed on the 180 acres.

- The access roads should be narrow, containing only two lanes with swales—no culdesacs.
- Walks should be separate from the roads.
- Natural landscape and trees should be maintained in the wooded zones and cleared only for solar access, fire danger and tree fall danger.
- Storm drainage should be of extra ordinary design, guaranteeing no water quality degradation reaching Wescott Bay.
- Ideally, all storm water would be collected and held in natural landscaped ponds and released at a "as today" rate.
- Irrigation of the open space should be water conserving sub surface, rather than aerial.
- Fertilizers should be environmentally safe and when necessary—organic. Efficient environmental managment practices should be followed.

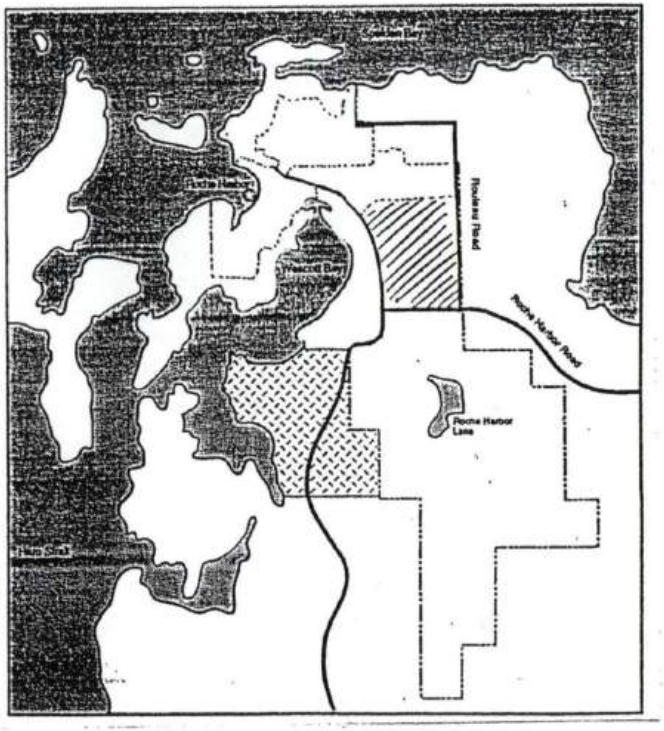
North Rural Residential - 2



Concept

This rural residential district is 165 acres of predominately north sloping woods, north of the airfield and the Skyways subdivision. No changes in existing designation (Rural Residential - 2) or density are proposed . The concept plan encourages clustering of residences and a system of interconnected trails to encourage non-motorized access. 35% of the area shall be kept as open space. Individual water and sewer systems are permitted. Small community water and sewer systems are encouraged

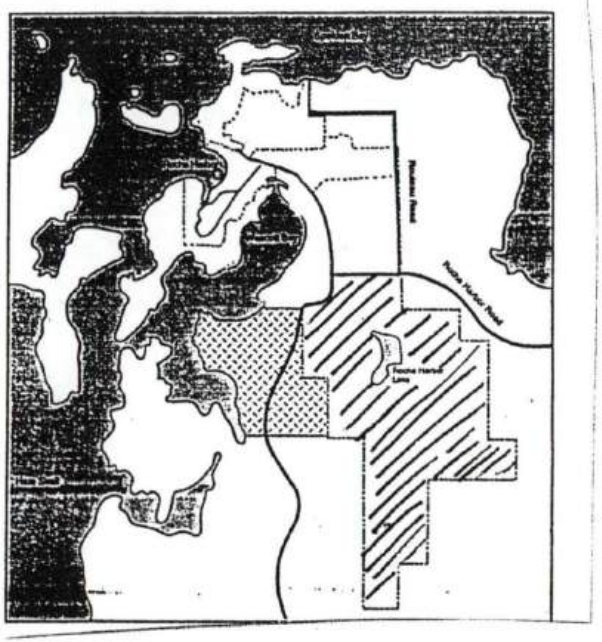
South Rural Residential - 5



Concept

This rural residential district is 285 acres of predominately south sloping woods, north of Roche Harbor Road and south of the Resort Recreation/ Residential area. No changes in existing designation (Rural Residential - 5) or density are proposed . The concept plan encourages clustering of residences and a system of interconnected trails to encourage non-motorized access. 35% of the area shall be kept as open space. Individual water and sewer systems are permitted. Small community water and sewer systems are encouraged

Rural Farm Forest - 10



The plan proposes to reclassify the area to Rural Farm Forest - 10. This will result in a reduction in allowed residential density from 327 to 143 units. A 184 unit reduction.

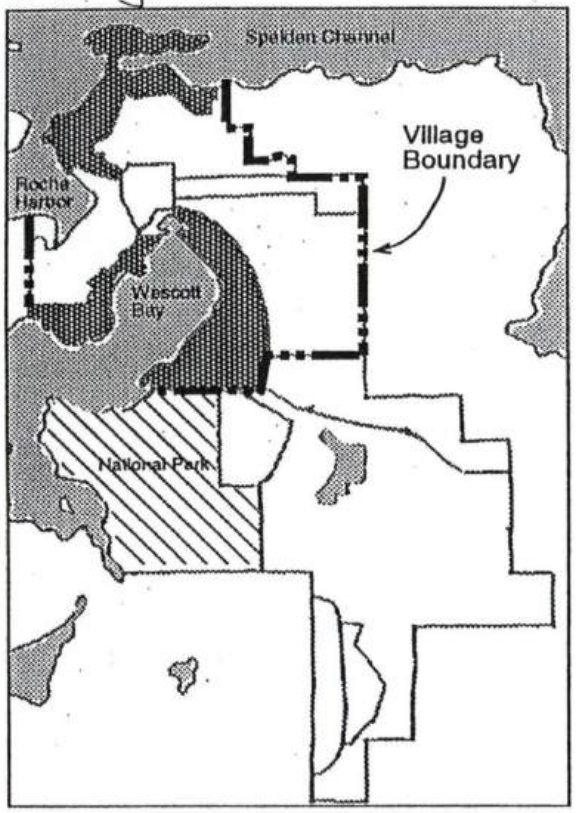
Sensitive forestry practices and careful management of the watershed will continue. All activities within the watershed shall recognize the sensitive nature of the surface water supply for the Water System. Design, development, use and subsequent monitoring will comply with state guidelines for residential, agricultural and forestry practices within a watershed.

Single Family Residential development will be allowed as provided for under the San Juan County Rural Farm Forest guidelines. The concept plan encourages clustering of residences and a system of interconnected trails to encourage non-motorized access. 35% of the area shall be kept as open space. Individual water and sewer systems are permitted. Small community water and sewer systems are encouraged.

Concept

This area includes the 1,430 acres south of Roche Harbor Road and includes the 530 acre watershed of Roche Harbor Lake. Presently this area is managed as a continuous harvest commercial forest. The watershed serves as the source of water for the local Roche Harbor Water System which serves the Resort and approximately 250 residences

Existing Subdivisions



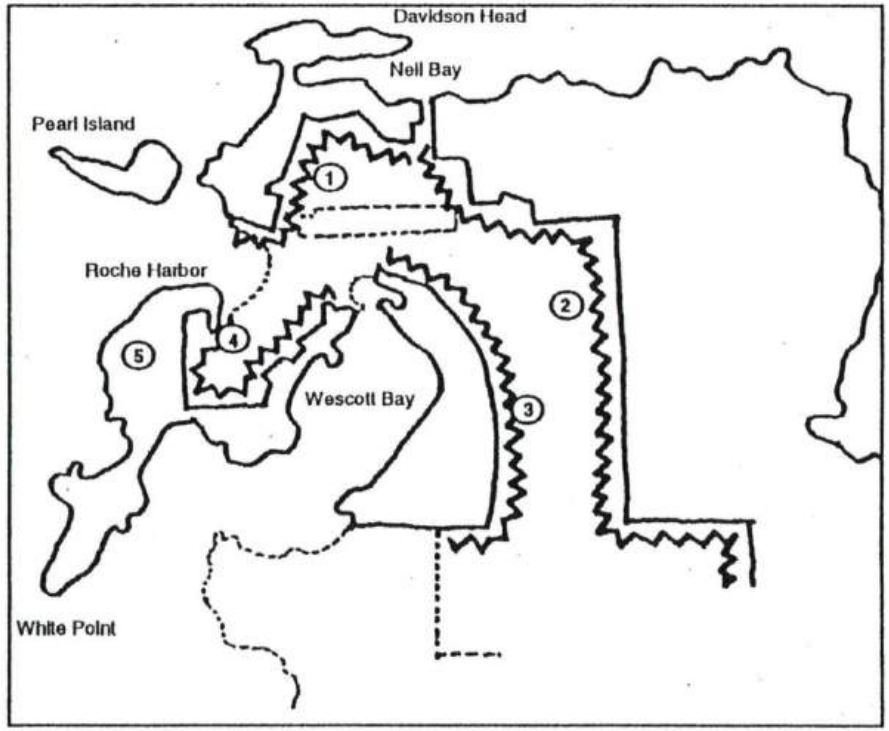
Concept

The components of the plan essentially reflect the existing waterfront ownership and comprehensive plan designation. This plan recommends that site planning principles outlined in this study be considered for future infill development on the current vacant parcels. There are currently a number of private vacant platted lots which will be built upon over time. These areas are included in the because these neighboring properties are part of the Roche Harbor Community.

Typical waterfront home.

The Roche Harbor water system, owned and operated by a private corporation, now serves many of these homes and will continue to provide service. All waterfront development excluding homes adjacent to the resort currently rely on "on site" septic sanitary systems and should not have extended sewer unless necesary for environmental considerations. Road access is by both county and private drives. The intention of this plan is to include these zones within the plan to assure that residents participate in the planning of the area and have access to future community facilities and services. Buffers will be planned to minimize the impact to waterfront properties.

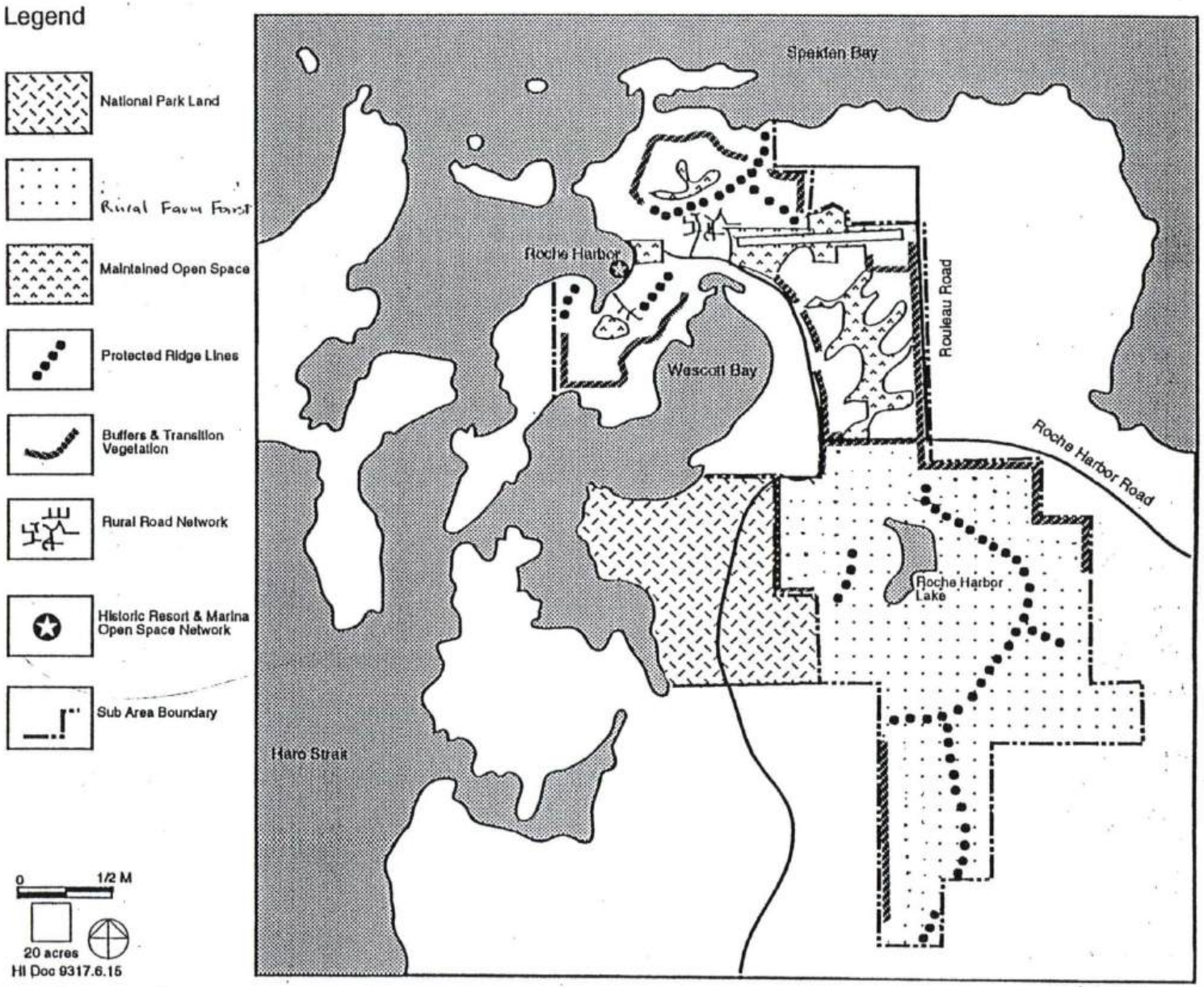
BUFFER SYSTEMS



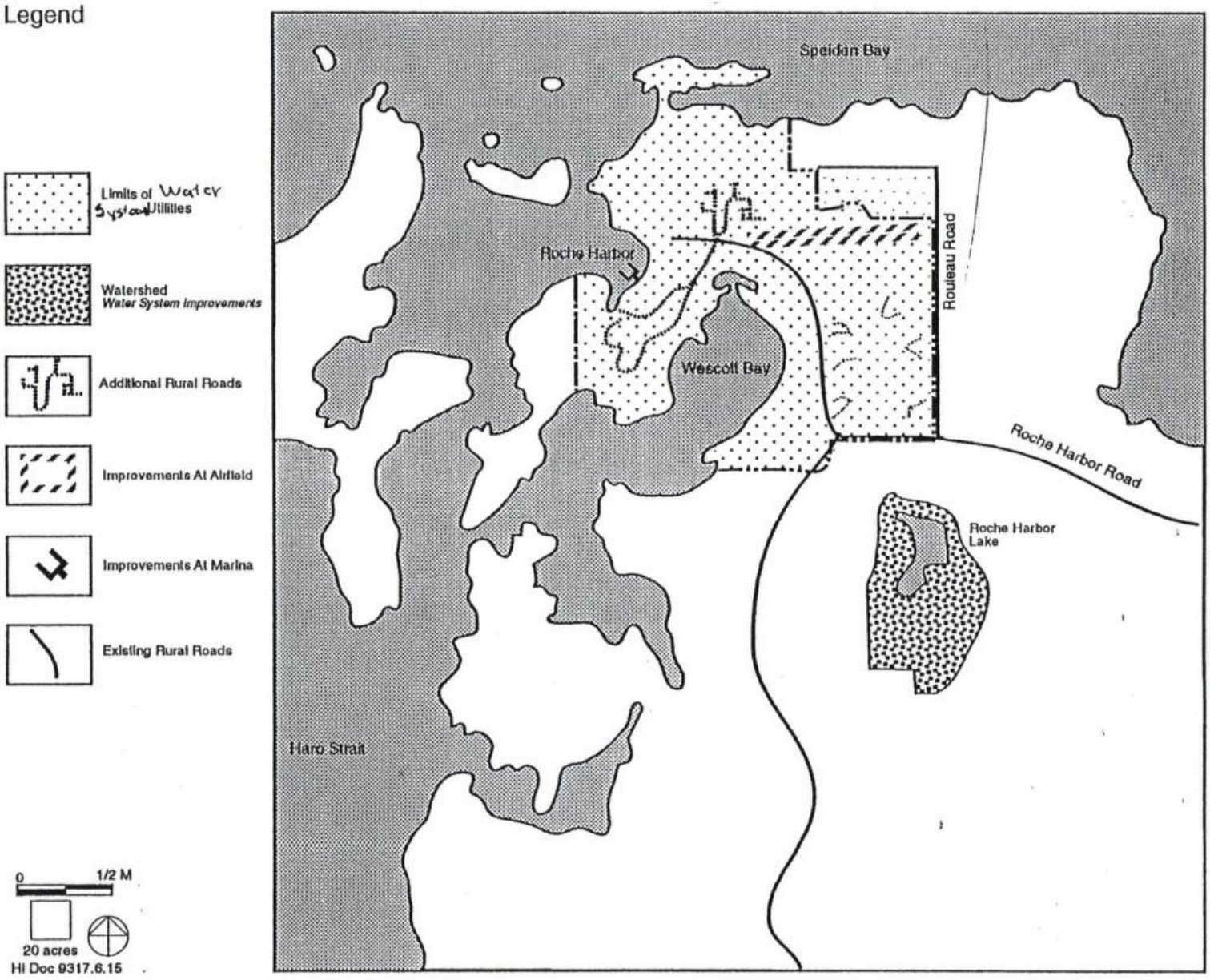
1. Neil Bay Waterfront Homes
2. Rouleau Road Corridor Buffer
3. Wescott Bay Road Corridor, Wescott Bay, Water front Property Buffer
4. North Wescott Bay Waterfront Property Buffer
5. White Point Residential Area Buffer

Per LANDUSE-25-0006 condition 5, state that for expansion area, buffers shall be no less than 100-feet wide and extend along the outer boundaries of the five parcels being amended for inclusion into the Resort Recreational/Residential District. All road or utility crossings of the buffer shall be minimized and combined where possible to that which is necessary to provide utility (water, sewer, storm sewer, electrical, cable, fiber, and other franchise utilities) connections and road access required to serve the development approved through a PUD application. Any road or utility crossings of the buffer shall be minimized in width and location to the greatest extent practicable and shall be designed to meet applicable County road and fire safety access standards. Road connections shall be prioritized starting with Roosevelt Road, Roche Harbor Road and lastly Rouleau Road.

General Open Space Plan

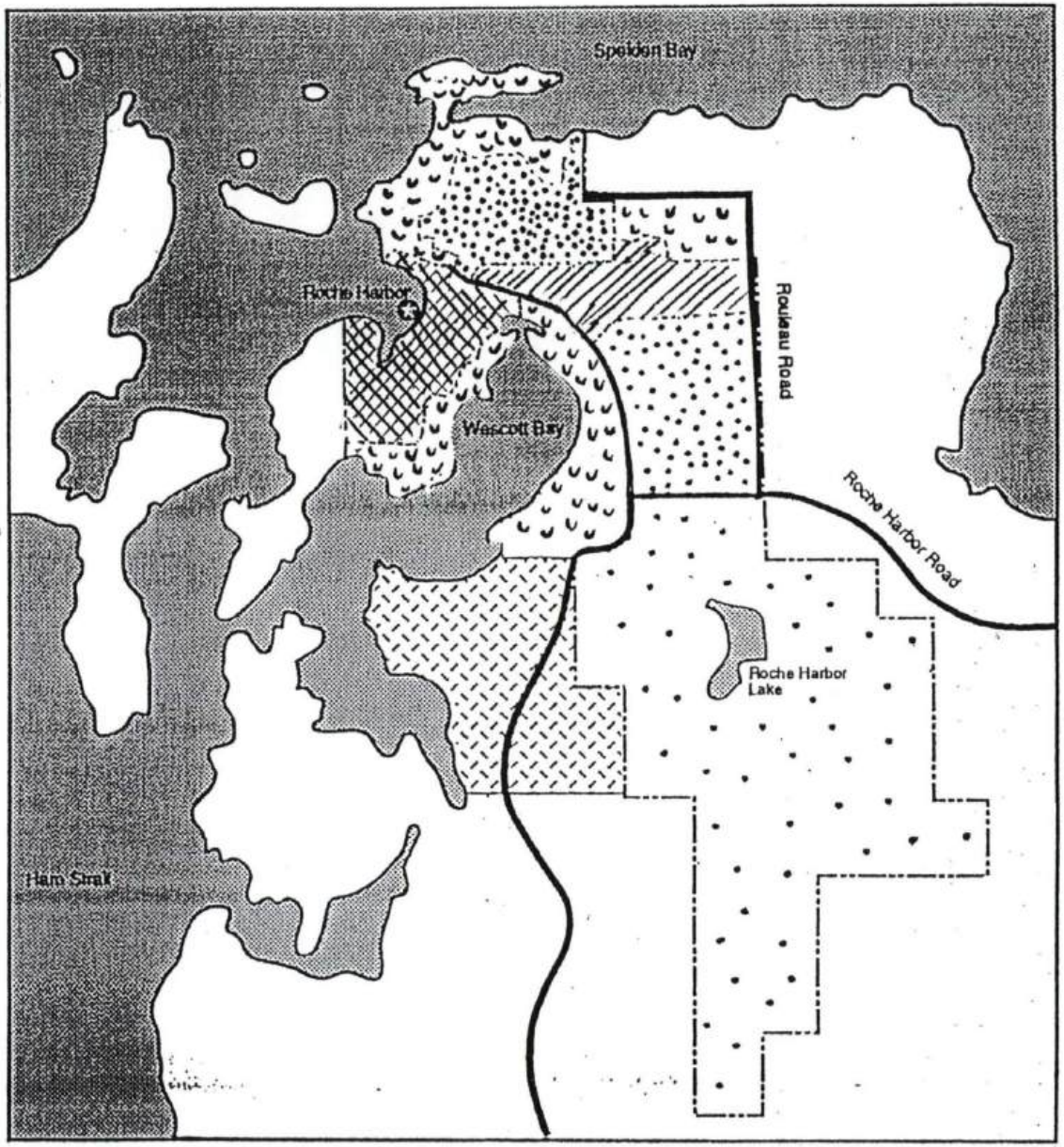


Infrastructure Plan



General Framework Plan

Roche Harbor Planning Area Description	Acres	Dewelling Units
MPR - Resort Core	177	277
MPR - Resort Residential/Recreation	180	180
North Rural Residential	165	83
South Rural Residential	285	57
Rural Farm Forest	1,430	143
Planning Area Total	**2.237**	**739**
Existing Subdivisions		
National Park		



0 1/2 M

20 acres

HI Doc 9317.6.16

9317 6.16.94

Addendum To The Roche Harbor
Master Planned Resort Activity Center Plan
May 1, 1996

If MPR map amendment is approved, change according to conditions in ordinance.

Area: Roche Harbor Master Planned Resort

- 357 acres currently owned by Roche Harbor Ltd Partnership consisting of the current Resort (170 acres), the Roche Harbor Airport and surrounding land (187 acres).

Designation:

- Master Planned Resort (change from a current designation of 35 acres of Urban, 62 acres of Suburban, 70 acres of R-2 southwest of the Resort and 190 acres of R-2 including and adjacent to the airport)

Dwelling Units:

- ~~175~~ 957 Units - (no change from current designation)

Density:

- Average density of .75 acres per dwelling unit. Clustered housing should be encouraged to preserve open space.

Open Space:

- 40% (minimum) shall be kept as Open Space including: Public access areas (gardens, waterfront, courtyards and parks), Outdoor recreation areas and golf course, Buffers, Wetlands, Ponds, and Trails (Walking, Pedestrian, Bicycle and Equestrian).
- Density reduction may also be recognized as additions to open space (i.e. for each dwelling unit of voluntary reduction, .75 acres will be counted as open space)

Road Access:

- 2 Accesses via Roche Harbor Road - Public Road
- Single Access via Rouleau Road - Public Road
- Multiple access via (current) service road between the Roche Harbor water treatment plant and Rouleau Road - (Private Road)
- Multiple access via Roche Harbor road system - (Private Road)
- Non-motorized access should be encouraged via a trail system connecting nearby National Historic Park and Residential areas.

Water:

- Resort is currently served by Roche Harbor Water System. This will continue to be the primary source of drinking water supply.
- Individual and small community well systems are permitted within the MPR in areas not currently served by Roche Harbor Water System.
- Pond systems shall be encouraged to encourage wildlife, allow for open space and permit surface water capture for subsequent irrigation and other suitable purposes.

Sewer:

- Resort is currently served by a Wastewater Treatment facility. This will continue to be the primary method of wastewater treatment within the MPR.
- Individual and small community sewer systems are permitted within the MPR in areas where connection to the main Wastewater Treatment system is not practical. (e.g. a clustered developement near the east end of the Airport would be best served by a small community system)
- Community sewer systems are encouraged to promote protection of watersheds from a proliferation of multiple drainfields.
- Wastewater treatment and reuse shall be encourage for irrigation and other suitable purposes.

Allowable Uses:

- Uses permitted under Master Planned Resort as defined under San Juan County comprehensive plan and State GMA guidelines. *"Definition of MPR here"*
- Parks and trail systems (non-motorized) are encouraged to provide open space, encourage a sense of community and reduce vehicle traffic.

Area: North Rural Residential

- 165 acres in the area: north of Roche Harbor Skyways subdivision; East and South of Neil Bay subdivision; and West of Bridle Trails subdivision.

Designation:

- Rural Residential - 2 (no change from current designation)

Dwelling Units:

- 83 Units - (no change from current designation)

Density:

- Average density of 2 acres per dwelling unit. Clustered housing should be encouraged to preserve open space.

Open Space:

- 35% (minimum) shall be kept as Open Space including: Parks. Cemetery. Buffers. Wetlands. Ponds and Trails (Walking. Pedestrian. Bicycle and Equestrian).
- Density reduction may also be recognized as additions to open space (i.e. for each dwelling unit of voluntary reduction. 2 acres will be counted as open space)

Road Access:

- Single access via West end of Petrich Road - Public Road
- Single access via East end of Neil Bay Road - (Private Road)
- Multiple accesses via West end of Bridle Trails Road System - (Private Road)
- Single access via West end of Cessna Ave. - (Private Road)
- Non-motorized access should be encouraged via a trail system connecting adjacent Resort and Residential areas.

Water:

- Individual and small community well systems are permitted. Community well systems are encouraged to promote conservation of groundwater resources.
- Connections to Roche Harbor Water System may be allowed if approved by the State Dept. of Health.
- Pond systems shall be encouraged to encourage wildlife. allow for open space and permit surface water capture for subsequent irrigation and other suitable purposes.

Sewer:

- Individual and small community sewer systems. Community sewer systems are encouraged to promote protection of watersheds from a proliferation of multiple drainfields.
- Wastewater treatment and reuse shall be encourage for irrigation and other suitable purposes.

Allowable Uses:

- Uses permitted under Rural Residential as defined under San Juan County comprehensive plan.
- Parks and trail systems (non-motorized) are encouraged to provide open space. encourage a sense of community and reduce vehicle traffic.

Area: South Rural Residential

- 285 acres in the area: North and East of Roche Harbor Road; South of the (current) service road between the Roche Harbor water treatment plant and Rouleau Road; and West of Rouleau Road.

Designation:

- Rural Residential - 5 (no change from current designation)

Dwelling Units:

- 57 Units - (no change from current designation)

Density:

- Average density of 5 acres per dwelling unit. Clustered housing should be encouraged to preserve open space.

Open Space:

- 35% (minimum) shall be kept as Open Space including: Parks, Cemetery, Buffers, Wetlands, Ponds and Trails (Walking, Pedestrian, Bicycle and Equestrian).
- Density reduction may also be recognized as additions to open space (i.e. for each dwelling unit of voluntary reduction, 5 acres will be counted as open space)

Road Access:

- 2 Accesses via Rouleau Road - Public Road
- 2 Accesses via Roche Harbor Road - Public Road
- Multiple access via (current) service road between the Roche Harbor water treatment plant and Rouleau Road - (Private Road)
- Non-motorized access should be encouraged via a trail system connecting adjacent Resort and Residential areas.

Water:

- Individual and small community well systems are permitted. Community well systems are encouraged to promote conservation of groundwater resources.
- Connections to Roche Harbor Water System may be allowed if approved by the State Dept. of Health.
- Pond systems shall be encouraged to encourage wildlife, allow for open space and permit surface water capture for subsequent irrigation and other suitable purposes.

Sewer:

- Individual and small community sewer systems are permitted. Community sewer systems are encouraged to promote protection of watersheds from a proliferation of multiple drainfields.
- Wastewater treatment and reuse shall be encourage for irrigation and other suitable purposes.

Allowable Uses:

- Uses permitted under Rural Residential as defined under San Juan County comprehensive plan.
- Parks and trail systems (non-motorized) are encouraged to provide open space, encourage a sense of community and reduce vehicle traffic.

Area: South Rural Farm-Forest

- 1,430 acres currently owned by Roche Harbor Ltd Partnership in the area: South of Roche Harbor Road.

Designation:

- Rural Farm Forest - 10 (change from a current designation of 460 acres of R-2 and 970 acres of R-10)

Dwelling Units:

- 143 Units - (reduction in density of 184 units from an existing designation of 327 units)

Density:

- Average density of 10 acres per dwelling unit. Clustered housing should be encouraged to preserve open space and protect Roche Harbor Lake watershed

Open Space:

- 35% (minimum) shall be kept as Open Space including: Parks, Buffers, Wetlands, Lake, Watershed and Trails (Walking, Pedestrian, Bicycle and Equestrian).
- Density reduction may also be recognized as additions to open space (i.e. for each dwelling unit of voluntary reduction, 10 acres will be counted as open space)

Road Access:

- 2 Accesses via Roche Harbor Road - Public Road
- Single Access via Three Corner Lakes - Public Road
- Single Access via West Valley Road & DNR lands - Public Road
- Non-motorized access should be encouraged via a trail system connecting nearby Resort, National Historic Park and Residential areas.

Water:

- Individual and small community well systems are permitted. Community well systems are encouraged to promote conservation of groundwater resources.
- Connections to Roche Harbor Water System may be allowed if approved by the State Dept. of Health.
- Pond systems shall be encouraged to encourage wildlife, allow for open space and permit surface water capture for subsequent irrigation and other suitable purposes.

Sewer:

- Individual and small community sewer systems are permitted. Community sewer systems are encouraged to promote protection of watersheds from a proliferation of multiple drainfields.
- Wastewater treatment and reuse shall be encourage for irrigation and other suitable purposes.

Watershed Development

- All activities within Roche Harbor Watershed shall recognize the sensitive nature of the surface water supply for the Roche Harbor Water System. Design, development, use and subsequent monitoring shall comply with state guidelines for residential, agricultural and forestry practices within a watershed used for surface water supply to a public water system.

Allowable Uses:

- Uses permitted under Rural Farm-Forest as defined under San Juan County comprehensive plan.
- Parks and trail systems (non-motorized) are encouraged to provide open space, encourage a sense of community and reduce vehicle traffic.

Summary of Roche Harbor Resort
GMA Planning Alternatives

Current Designation						Village Plan					MPR Proposal				
Parcel	Class	Area Description	Acres	Density	Units	Area Description	Acres	Density	Units	Change	Area Description	Acres	Density	Units	Change
U	Urban	Resort	35	0.16	219	Village Resort	154	1.23	125	(94)					
S	Suburban	Resort	62	0.50	124	Village Center	40	0.50	80	(44)					
3	R-2	S. of Quarries	70	2.00	35	Village Support	40	-	-	(35)					
2	R-2	Airport & Surrounding	190	2.00	95	Airport (to reconcile)	25	-	-	(95)					
			357	0.76	473		259	1.26	205	(268)	Master Planned Resort	357	0.78	457	(16)
1	R-2	N. of Skyways	165	2.00	83	Village Residential	200	1.00	200	118	R-2 (no change)	165	2.00	83	-
4	R-5	Btwn Roche & Roulo	285	5.00	57	Recreation Residential	348	2.00	174	117	R-5 (no change)	285	5.00	57	-
			450	3.23	140		548	1.47	374	235		450	3.23	140	-
5	R-10		920	10.00	92	Rural Residential	530	3.31	160	68	Rural Farm-Forest-10	920	10.00	92	-
6	R-2		460	2.00	230	Forest Resource	900	-	-	(230)	Rural Farm-Forest-10	460	10.00	46	(184)
7	R-10		50	10.00	5					(5)	Rural Farm-Forest-10	50	10.00	5	-
		S. of Roche Harbor R	1,430	4.37	327	S. of Roche Harbor Rd.	1,430	8.94	160	(167)	S. of Roche Harbor Rd.	1,430	10.00	143	(184)
		Total	2,237	2.38	939	Total	2,237	3.03	739	(200)	Total	2,237	3.03	740	(200)

Benefits of MPR Proposal vs. Village Plan:

Roche Village is one of the most controversial aspect of current SJC comp. plan
MPR proposal is supported by Owners and Community (who oppose the village plan)
Smaller core area than Village plan (MPR of 357 acres vs. Village of 780 acres)
No commercial activity outside of Resort area
Both alternatives provide a 200 dwelling unit voluntary density reduction.
MPR creates no transfer of density between areas.
MPR designation is recognized State GMA definition
MPR proposes very little change from current designations and densities
All designations in MPR plan exist in current proposed SJC comp plan

Proposal to change Roche Harbor Village Plan

to Master Planned Resort

Presented to Roche Harbor Neighborhood Association - April 25, 1996

Roche Harbor ownership is proposing to modify the existing Roche Harbor Village Plan, from a Village designation to a Master Planned Resort designation.

What is Master Planned Resort:

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

Permitted uses in an MPR are less permissive than Village designation. The most significant impact will be that commercial activities will be permitted in an MPR only if they are related to the activities of the resort.

Why change from Village to MPR now:

The essential elements (Rural feeling, open space, historical preservation, sense of community) of the Village plan will remain in the MPR. The Roche Harbor Village plan (in its present form) is one of the most controversial aspects of the current SJC Comp plan. We believe this change is a reasonable compromise which satisfies neighbors concerned about the Village plan and addresses the needs of Roche Harbor as a viable entity.

What are the key changes from Village to MPR:

- MPR area is substantially smaller than Village (MPR of 357 acres vs. Village of 780 acres). See summary of plan alternatives on next page
- No commercial activity would be allowed out side of the MPR boundaries, the Village plan promoted a separate Village Support area for non-resort commercial activities.
- A separate Village core was proposed under the Village plan, no Village is proposed under MAR
- Commercial activity must be related to the Resort activities under the MAR proposal
- MAR proposal creates no transfer of density between areas within RH ownership, the Village plan promoted a transfer of density
- The residential areas north and south of the Airport are left unchanged in the MPR proposal, the Village plan modified the densities in these areas.
- The Village plan promoted a dedicated Forest preserve of 930 acres, the MPR proposal instead adopts a Rural-Farm-Forest-10 designation for all 1430 acres south of Roche Harbor Road

What happens next:

The detail of the MPR plan as presented here, will be delivered to SJC planning by May 1, 1996. Planning will review and make their comments. The Planning Commission will then review and propose adoption or modification. The SJC Board of County Commissioners will then review and adopt or modify as they see fit. Additional public hearings may be required prior to consideration of the proposed changes

Exhibit "B"

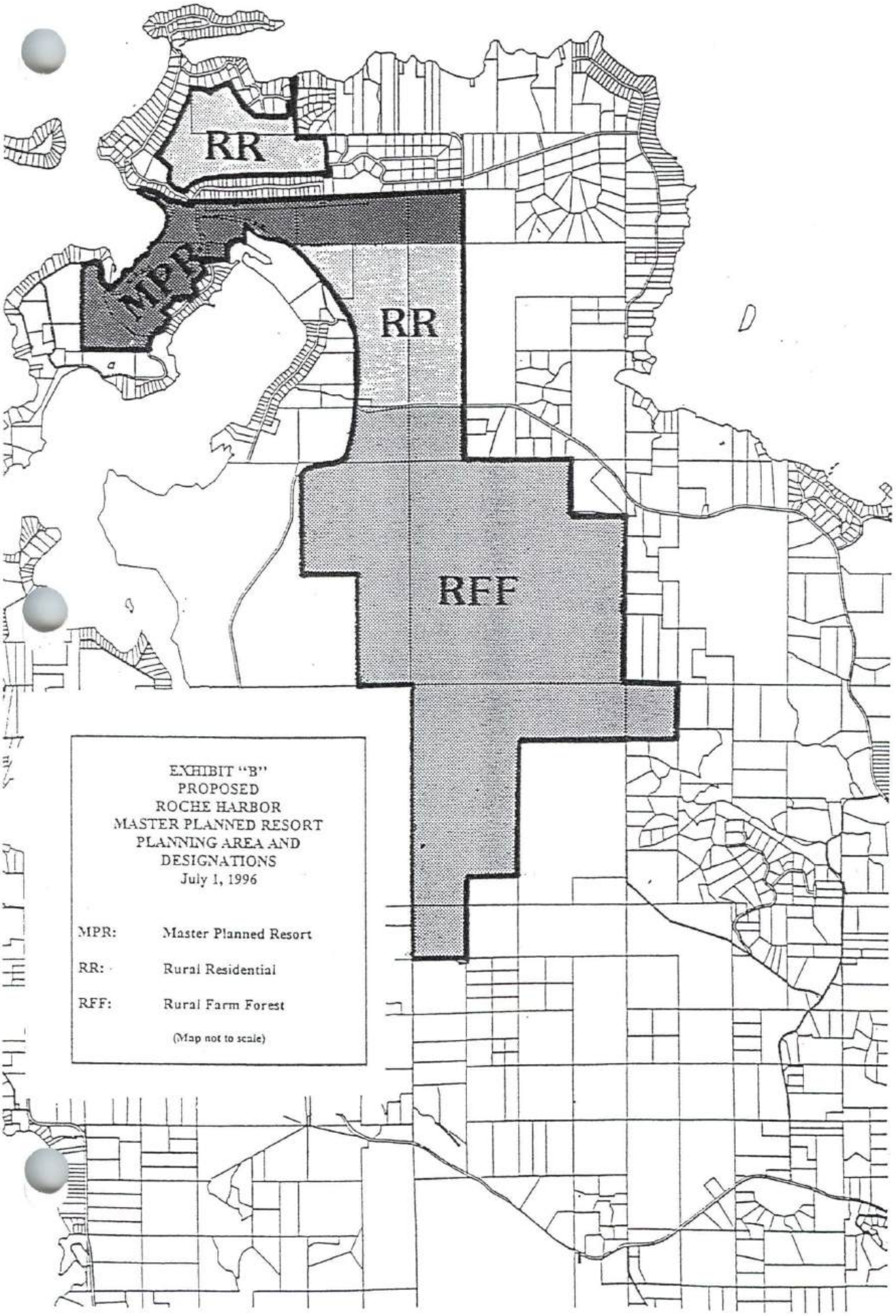


EXHIBIT "B"
PROPOSED
ROCHE HARBOR
MASTER PLANNED RESORT
PLANNING AREA AND
DESIGNATIONS
July 1, 1996

MPR: Master Planned Resort

RR: Rural Residential

RFF: Rural Farm Forest

(Map not to scale)

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DEBORAH L. HUDSON

MEMORANDUM

TO: Brent Snow

FROM: Amy Kosterlitz

DATE: April 24, 1996

RE: Master Planned Resorts -- Language for SJC Comp Plan

We recommend that the language on Master Planned Resorts at Policies Section 2.3A.2.12 of the San Juan County's Comprehensive Plan Land Use Section be replaced and expanded with a separate section, as follows:

2.3__ Master Planned Resort Policies

Goal: The county's resort areas are important to tourism and the county's economy and they provide numerous and varied recreational opportunities for county residents and visitors. Historically important resort areas include the Roche Harbor Resort on San Juan Island and the Rosario Resort on Orcas Island. Encourage the continued viability of existing resort communities such as Roche Harbor and Rosario through designation as Master Planned Resorts and allow development of new Master Planned Resorts where the Comprehensive Plan criteria are met.

Policies 2.3__ 1-7

1. Resorts which are self-contained and fully integrated, in a setting of significant natural amenities and with a primary focus on destination resort facilities consisting of short-term visitor accommodations, associated with a range of developed on-site indoor and outdoor recreational facilities, may be designated Master Planned Resorts.

2. Master Planned Resorts may contain other residential uses within their boundaries, but only if the residential uses are integrated into and support the on-site recreational nature of the resort.

3. Master Planned Resorts may contain development that constitutes urban growth outside of an Urban Growth Area (UGA).

4. New resort development in a Master Planned Resort, which development exceeds 4,000 square feet of gross floor area in any one year period, shall be approved as a Planned Unit Development (PUD), subject to the County's PUD process. To the extent not already addressed by the PUD criteria, approval of Master Planned Resorts should take into account the following factors:

a. Aesthetic, visual and environmental considerations to provide appropriate siting of buildings and amenities to incorporate and retain, as much as feasible, significant on-site natural, historic and other important features;

b. Location and design of improvements and activities in such a manner as to minimize adverse effects of the resort on surrounding lands;

c. Impacts on transportation facilities and other capital facilities and services;

d. Water quantity and quality, including stormwater management;

e. Location specific standards to retain and enhance resort character;

5. No new urban or suburban land uses should be allowed in the vicinity of Master Planned Resorts, except in areas otherwise designated as UGAs or activity centers in the county's Comprehensive Plan.

6. Master Planned Resorts should be developed consistent with the county's development regulations for critical areas.

7. Master Planned Resorts should not be located on land that would otherwise be designated forest or agricultural under the Comprehensive Plan unless a finding is made that the land is better suited, and has more long-term importance for the Master Planned Resort than for the commercial harvesting of timber or agricultural production.

Exhibit "C"

1303 East Lynn
Seattle, WA., 98102
March 23, 1996

Ms. Laura Arnold, Director,
San Juan County Planning Department
Post Office Box 947
Friday Harbor, WA. 98250

Re: Roche Harbor Comp Plan Designation

Dear Ms. Arnold:

I understand that Brent Snow, on behalf of the 2200 acre Roche Harbor Resort ownership, has explained to you their desire that the Activity Center be designated a Master Planned Resort of some 372 acres under the new Comp Plan, not a Village; and that the surrounding acreage be designated partly Rural Residential and partly Rural Farm-Forest.

Further, I understand they will shortly be presenting to you their Hewitt-Isley Roche Harbor Activity Center Recommendations revised to adjust to these changes.

As you know, there were petitions signed by some 250 taxpayers in the Roche Harbor area opposing the Village designation, urging the modification which the owners now request. (There were additional signatures, incidentally, which were received too late to meet the public input deadline). Those petitions were developed by my wife and myself.

We are confident that we speak for those taxpayers in supporting the changes as proposed by the owners, who now see no need for and do not want a "Village" designation. And we are confident that we speak for those taxpayers in opposing any enlargement of the Master Planned Resort designation to permit any activities not clearly "in support of the recreational nature of the resort."

We write this letter to explain this position.

The heart of the opposition to the Village has been concern over the commercialization which would be permitted by the Village designation--regardless whether implemented now or in the indefinite future. Simply designating a smaller "Village", no matter how carefully planned, does not address this problem. The Master Planned Resort designation does address it--provided the permitted activities are restricted to those directly related to a resort, as such. Not allowable would be such uses as professional offices, light industry, and commercial and retail activities not directly related to the resort.

Certainly, the Roche Harbor Resort should have the flexibility to be viable, as a resort. It must not become a development incidental to the potential general commercial market center which would be permissable and is inherent in a Village designation.

The Mission and Vision Statements of both the County Commissioners and the draft Comp Plan emphasize maintenance of the area's quality of life and of its rural environment as fundamental. Any commercialization of the Roche Harbor area beyond what is directly related to the recreational functions of the Resort does violence to those basic principles. No matter how carefully planned, a "Village" designation opens the door to what in effect would be commercial sprawl on San Juan Island and to destruction of the rural environment of its north end. That is the issue which has been at the heart of the opposition.

The requested changed designation does not mean the Hewitt-Isley recommendations should be completely abandoned. Those recommendations merely should be adjusted, as the owners now propose, retaining the basic principles of careful planning to implement the Mission and Vision Statements, and at the same time recognizing the predominant wishes of the community affected.

We who have been leading the most vocal opposition to the Village designation strongly feel the owners' present proposal is substanially more respectful of and consistent with the Mission and Vision statements. A Master Planned Resort designation, without enlarging permitted uses to allow commercial and other activities not clearly and directly related to the functions of a resort--represents a consensus of those most affected--the owners of the Resort and its related 2,000 acres, and the substantial number of area taxpayers signing the Petition--in the broadest sense, the Roche Harbor community. Adoption of this consensus will minimize the present bitterness and divisiveness, and the negative impacts of prolonged further dispute and potential litigation.

The Roche Harbor Resort ownership's new proposals are a compromise that has been negotiated between them and those of us who have taken the lead in opposing the Village concept. We urge that you adopt their new recommendations, unchanged, and that you recommend their adoption to the Planning Commission and to the Board of County Commissioners.

Sincerely,

Walter Walkinshaw

cc: Darcie Nielsen
Planning Commission
County Commissioners
Brent Snow
George Steed