



## Application for Siting an Essential Public Facility on Shaw Island for the Public Works Department

SJCC 18.30.055 Siting and permitting of essential public facilities (EPFs)  
 9/30/2024

### Part 1, EPF Determination and Potential EPF Sites

In accordance with the County’s Comprehensive Plan, the State’s Growth Management Act, the Shaw Island Subarea Plan, and local regulations, the Public Works Department proposes to site a facility on Shaw Island to provide a necessary public service.

The Public Works Department is responsible for the County’s public transportation system including County roads and County marine facilities. Public transportation infrastructure and the facilities necessary to construct, maintain, and administer said infrastructure are vital to a functioning County. The proposed site would include “County equipment and storage yards”, “County administrative offices”, and an “emergency service facility”, all of which are defined as EPFs under SJCC 18.20.050. Because the proposed project is already defined as an EPF in the County code, this project does not require an EPF Determination under SJCC 18.30.055(B).

Road maintenance and other Public Works activities are often multi-day projects that require significant space for storage of materials and equipment. Public Works does not currently have a properly sited space on Shaw Island to undertake these essential public services. A project to repair small stretch of road creates transportation and logistical burdens due to the isolated geography of the islands. Public Works facilities, such as construction yards and outdoor storage yards, are restricted to industrial designated land uses. The County’s Comprehensive Plan Maps have no land use designations on Shaw Island that would allow for industrial land uses. Therefore, the County’s EPF siting and permitting process is the appropriate method for establishing a Public Works facility.

The County owns three properties on Shaw Island that are identified as potential sites for the proposed facility. See attached exhibits for site plans.

Summary of potential EPF sites

|                             | Site A                  | Site B                     | Site C               |
|-----------------------------|-------------------------|----------------------------|----------------------|
| <b>TPN</b>                  | 263422003000            | 262932006000               | 262932004000         |
| <b>Address</b>              | 1385 Blind Bay Road     | 1427 Neck Point Road       | 1427 Neck Point Road |
| <b>Lot Size</b>             | 1.1 acres               | 5.0 acres                  | 11.9 acres           |
| <b>Land Use Designation</b> | Rural Farm Forest       | Rural Farm Forest          | Rural Farm Forest    |
| <b>Existing Utilities</b>   | Electrical              | Electrical, Water, Sewer   | none                 |
| <b>Existing Structures</b>  | Equipment Storage Barns | Residential / Outbuildings | none                 |

## **Part 2, Explanation of EPF Related Activities on Shaw Island**

The Public Works department anticipates the following general uses at an EPF site on Shaw Island:

- “construction yard” land uses in accordance with SJCC Table 18.30.040 and the definition of “construction contractor yards and offices” as provided in SJCC 18.20.030
- “outdoor storage yards” in accordance with SJCC Table 18.30.040 and the definition of “storage yard” as provided in SJCC 18.20.190
- “government offices” in accordance with SJCC 18.30.040 and the definition of “capital facilities” as provided in SJCC 18.20.030

The anticipated general uses can be further described in part as:

- Areas for the storage, processing, and disposal of road construction and maintenance materials including processed rock aggregates, sand, salt, dirt, earthly debris, and organics.
- Areas for the storage, staging, and servicing of road construction and maintenance equipment including heavy equipment, trucks, machinery, and tools.
- Areas to perform controlled burns of organic woody debris.
- Areas for buildings and other capital facilities that support public works staff including offices, bathrooms, breakrooms, and other health and safety facilities.
- The staging, storage, and construction of facilities to support a county emergency management response to natural disasters including the storage of fuels and water.

## **Part 3, EPF Site Analysis**

The following analysis evaluates how the essential facility programmed above would be sited, and how it would function on each of the three properties owned by San Juan County Public Works on Shaw Island. The following criteria are those required for the siting of essential public facilities per SJCC 18.30.055(C)(3)-(4).

### **a. Potential impacts on existing land uses, resource lands, open space, scenic resources, critical areas, and the natural and rural environment;**

**Site A:** This site has been used as an equipment and storage yard for Public Works (PW). The 1-acre lot currently houses chip rock for road surfacing, an unconditioned powered building large enough to store some equipment and supplies, and serves as access and parking for the neighboring community center owned by Shaw Inc. Using this site for the PW equipment storage and maintenance yard would not change the existing use of the site but would require expansion of the area used on property to provide area for storing and processing roadway debris, something that is currently not accounted for on Shaw. This would eliminate the parking function of the site that is used by the entire community when they visit the community center owned by Shaw Inc. on the adjacent parcel. There are no critical areas, but there is a privately

owned Well (owned by Shaw Inc) at the southwest corner of the lot which limits the uses within a 100' radius from the Well. This radius is intended to protect the soil from contamination by oil, gasoline, and other chemicals. For this EPF, storing of equipment would be limited to outside of this radius.

**Site B:** This site is designated as rural farm forest (RFF) and used as a single-family residence. Using this site as the PW EPF would be a change in use. The site has no critical areas and has enough space to accommodate the needs of the proposed EPF. The existing facility is centrally located on the property and the proposed uses would stay centrally located to allow for the existing tree buffer to remain in place, shielding neighboring properties from noise and visual impacts created by the EPF. This site has a well, but has sufficient space outside of the 100' radius to house all of the EPF programming.

The parcel to the east of this site is designated as a forest resource (FOR). Per SCJJ 18.30.360, a 50' buffer is to be maintained around these lands. The proposed site development would not encroach on this buffer, nor are there any anticipated environmental impacts. See criteria (b) in this document for more details.

**Site C:** This site is zoned residential but is currently undeveloped and forested. Using this site for the EPF would require substantial development including roadway access through site B, utility installation and construction of a building to provide sanitary other facilities listed in the EPF program above. This would change the use of this property from undeveloped to an industrial use. Additionally, this property has more complex topography but no identified critical areas.

The parcel to the east of this site is designated as a forest resource. Per SCJJ 18.30.360 a 50' buffer is to be maintained around these lands. The proposed site development would not encroach on this buffer, nor are there any anticipated environmental impacts. See criteria (b) in this document for more details.

**b. The priority for the protection of resource lands;**

All three sites are zoned as RFF and are not considered resource lands per SJCC 18.20.180 definition. "Resource lands" means agricultural, forest, and mineral lands that have long-term commercial significance.

Sites B and C are adjacent to a parcel designated as a FOR (TPN 262931003000). This property runs the length of the east boundary of Site B and C. In conformance with SJCC 18.30.360, no development is proposed within the 50' of the neighboring parcel for either site. With this buffer, there is still sufficient space for the EPF uses on both sites.

**c. How the location will help maintain or enhance the quality or minimize the cost of the service;**

**Site A:** This site is limited in size and usable area due to the 100' well protection buffer. Using this site allows for some storage of materials and equipment but not enough to operate the road maintenance program in the most efficient manner. The existing unconditioned, powered structure on Site A is useful especially during winter months to keep equipment powered and warm for winter roadway preparation and response. This site alone cannot accommodate the entire EPF program, thus requiring equipment and supplies to be moved to and from Shaw during maintenance periods via the Ferry system, which is unreliable and consumes more man hours to operate moving equipment this way. The site area is insufficient to process materials produced during the road maintenance long term, including processing of shoulder materials and other debris.

**Site B:** The 5 acres of land and existing facility on this site provide nearly everything needed for this EPF without significant modifications or utilities upgrades. These features positively impact the quality of service Public Works can provide on Shaw Island. The ability to store materials and equipment on site for ongoing maintenance and larger roadway projects means the Public Works team can mobilize much faster and not rely on ferries and boats to carry out projects. For multi-day projects daily mobilization from this site would substantially reduce the overall time spent on each project that previously would require off-island mobilization. The existing facilities, which include a restroom, areas for rest and office work, provide a better working environment for the road crew and staff. The shop space and room for government offices improves efficiency by providing staff and the road crew areas to repair tools, equipment and perform office work all on Shaw Island. It would reduce the overall cost and labor hours required for all future PW projects on Shaw Island.

**Site C:** This site is an 11-acre parcel south of site B, that is undeveloped and not directly accessible from a public road. This parcel would require substantial development to meet the requirement of the EPF proposed. If this site is selected, it could accommodate all elements of the EPF but would cost more money than the other two sites to develop.

**d. Economic, social and environmental impacts and benefits to the public;**

The proposed EPF allows Public Works to operate and maintain public transportation infrastructure for Shaw Island. The Public Works Department is responsible for the County's public transportation system including County roads and County marine facilities. This infrastructure is the backbone of economic and social operations on the island. Without this, business cannot receive or move goods, people cannot move around or to and from the island.

Proper maintenance of these infrastructure minimize negative impacts on the environment through preventative measures to keep structures in place while protecting the environment. If structures are left unmanaged this leaves more opportunity for catastrophic failures and more significant impacts on environmental systems. As discussed above, a dedicated site that is sufficient for PW's needs would also reduce the cost to taxpayers for each project, including reductions in transportation and labor expenditures.

- e. **The siting criteria and recommendations provided by the joint County/town of Friday Harbor task force, if it is established (applicable only to facilities located on San Juan Island);**

Not applicable; all three properties under consideration are located on Shaw Island.

- f. **Prevention of incompatible uses adjacent to general aviation airports;**

Not Applicable; no general aviation airports are located on Shaw Island.

- g. **The extent to which design features or operational conditions can eliminate or reduce unwanted project impacts; and**

**Site A:** Site A is unable to provide the full programming of the EPF needed by PW due to the size. If this site is selected as the only site for the EPF, the impact to the site would be substantial. Additional utilities would need to be brought to the site and building upgrades would be required to provide a restroom. The site would be fenced off to allow for processing of materials outside of the well protection zone. This would negatively impact the neighboring community center that currently uses this property for parking and access. The existing building is useful for keeping equipment dry and usable during winter months.

**Site B:** Site B provides adequate space for all of PW needs to maintain and operate the County transportation systems on Shaw Island. It provides the space that is not available at Site A. The existing house would provide safe, conditioned facilities for staff. The development on this site would remain shielded from neighboring properties due to the tree buffer on all sides of the property. Siting the EPF here reduces the negative impacts on the community by providing a better protected area and adequate space to perform all necessary tasks for maintaining and operating County transportation infrastructure.

**Site C:** Site C requires the most development to meet the needs of the EPF including constructing a road through site B, more tree removal and construction of the structures programmed above. The topography is more complex than the other two sites, making development more involved and more expansive. The size of this property is conducive to more shielding from neighboring properties but is otherwise more negatively impactful on the environment and financial resources.

- h. **Whether the site is capable of being redesignated to an appropriate land use designation, i.e., whether it is capable of meeting the Comprehensive Plan goals and policies for a designation that allows the proposed essential public facility.**

All three sites are zoned as RFF and would need to be redesignated as Rural Industrial (RI) or Rural General Use (RGU) to allow for the uses outlined in the EPF programming above.

#### **RGU Policies**

- (1) Areas which are characterized by the following criteria may be designated as RGU Use on the Plan Official Maps (found on page 46 of the [2022 Comprehensive Plan](#)):

- i. 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;
- ii. Parcels are generally five to twenty acres in size; and
- iii. Soils are marginal or unsuitable for intensive commercial agriculture or forestry uses.

Shaw Island does not currently have commercial or industrial uses included in the Plan Official Map, preventing policy (1)j from being satisfied on Shaw Island. Site B and C meet the parcel size requirement at 5 acres and 11.8 acres respectively, while site A is 1 acre. Site A is currently not forested and is not suitable for intensive commercial agriculture or forestry used. Sites B and C are mostly forested but have not been used as commercial agriculture or forestry.

Designating the chosen property as RGU allows for the uses needed for the proposed EPF. It also allows for more uses beyond the industrial needs of PW. In the event the County sells the property in the future and another entity chooses to develop it, it could be subject to a wide range of uses.

#### **RI Policies**

(1) Areas which are characterized by the following criteria may be designated as Rural Industrial on the Plan Official Maps (found on page 48 of the [2022 Comprehensive Plan](#)):

- i. Lands with an existing or historical commitment to rural industrial uses;
- ii. Lands with direct access to a public roadway classified as a minor or major arterial;
- iii. Lands where on-site physical features can be used to protect surrounding lands from negative impacts; and
- iv. Areas with parcels sizes large enough to accommodate expansion of existing uses or serve several new uses in a concentrated area.

There are no roadways on Shaw classified as a minor or major arterial, making this requirement unachievable. Site A and B are accessible from public County roads. Site C would require access through another parcel, likely Site B.

**Site A:** This parcel has been used by Public Works since the 1960s and meets the requirement for existing industrial use. The site is small, with no buffers to neighboring properties and would require a fence to create protection and screening from adjacent parcels. This parcel also does not allow for expansion of existing uses. The current utilization of the land is useful to PW operation but does not have the capacity for the full EPF.

**Site B:** This parcel does not have an existing or historical commitment to rural industrial uses. The parcel is 5-acres includes a house and several outbuildings located centrally on the property, surrounded by trees. The land can accommodate the needs of the EPF and expansion of these uses while still providing a buffer from neighboring parcels.

**Site C:** This is an undeveloped 11.8-acre parcel. Developing this land would allow for adequate buffers from neighboring properties, but would have a more significant impact on the land and

requires access through site B. It could easily accommodate expansion of industrial uses with the removal of trees and development of internal roadways.

Designating the selected property as Rural Industrial allows for all the uses needed for the PW EPF while limiting future development if the land were to switch ownership.

**Part 4, EPF Site Analysis Summary**

The analysis above evaluates three properties currently owned by Public Works as options for siting the EPF for Public Works Operations on Shaw Island. As part of the EPF siting process, PW encourages community members to propose alternative sites to be considered for the EPF location.

Below is a summary of the analysis for the three potential sites:

|               | <b>Pro</b>   | <b>Con</b>  |
|---------------|--|---|
| <b>Site A</b> | <ul style="list-style-type: none"> <li>▪ Owned by the County</li> <li>▪ Accessed from County Road</li> <li>▪ Existing industrial uses</li> <li>▪ Existing buildings for equipment storage</li> <li>▪ Central island location</li> <li>▪ Proximity to ferry</li> <li>▪ Adjoining properties are developed</li> <li>▪ Flat topography</li> </ul>   | <ul style="list-style-type: none"> <li>▪ Insufficient space for all of PW’s activities</li> <li>▪ No water</li> <li>▪ No septic (restrooms)</li> <li>▪ No areas for onsite burning</li> <li>▪ No onsite buffers or screening</li> <li>▪ No well-protection buffer</li> <li>▪ Encroachments from adjoining properties</li> </ul> |
| <b>Site B</b> | <ul style="list-style-type: none"> <li>▪ Sufficient space for all of PW’s activities</li> <li>▪ Owned by the County</li> <li>▪ Accessed from a County Road</li> <li>▪ Water availability</li> <li>▪ Septic availability (restrooms)</li> <li>▪ Areas for material storage and disposal</li> <li>▪ Areas for onsite burning</li> <li>▪ Areas for onsite buffers or screening</li> <li>▪ Existing buildings and garage space</li> <li>▪ Partially developed</li> </ul> | <ul style="list-style-type: none"> <li>▪ Industrial uses require EPF designation</li> <li>▪ Proximity to ferry</li> <li>▪ Isolated location</li> <li>▪ Potential for adjoining residential uses/impacts</li> <li>▪ Property needs to be cleaned up</li> </ul>   |
| <b>Site C</b> | <ul style="list-style-type: none"> <li>▪ Sufficient space for all of PW’s activities</li> <li>▪ Owned by the County</li> <li>▪ Areas for onsite buffers or screening</li> <li>▪ Large parcel site/development potential</li> </ul>   | <ul style="list-style-type: none"> <li>▪ Industrial uses require EPF designation</li> <li>▪ Parcel is largely undeveloped</li> <li>▪ No access from County Road</li> <li>▪ Parcel is remote</li> <li>▪ Topography is challenging</li> <li>▪ No utilities (power, water, septic)</li> </ul>                                      |

**SITE A**

**TPN** 263422003000

**Address:** 1385 Blind Bay Road

**Lot Size:** 1.1 acres

**Land Use Designation:** Rural Farm Forest

**Existing Utilities:** Electrical

**Existing Structures:** Equipment Storage Barns

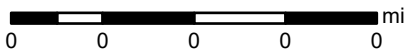


San Juan County GIS, San Juan County Assessor's Office, EagleView Corp.



*This map is derived from San Juan County's Geographic Information System (GIS). It is intended for reference only and is not guaranteed to survey accuracy. The information represented on this map is subject to change without notice*

1 in = 166 feet



**San Juan County -  
Polaris**

**SITE B**

TPN 262932006000

Address: 1427 Neck Point Road

Lot Size: 5.0 acres

Land Use Designation: Rural Farm Forest

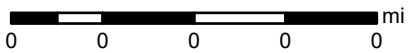
Existing Utilities: Electrical, Water, Sewer

Existing Structures: Residential / Outbuildings



*This map is derived from San Juan County's Geographic Information System (GIS). It is intended for reference only and is not guaranteed to survey accuracy. The information represented on this map is subject to change without notice*

1 in = 166 feet



**San Juan County -  
Polaris**

**SITE C**

TPN 262932004000

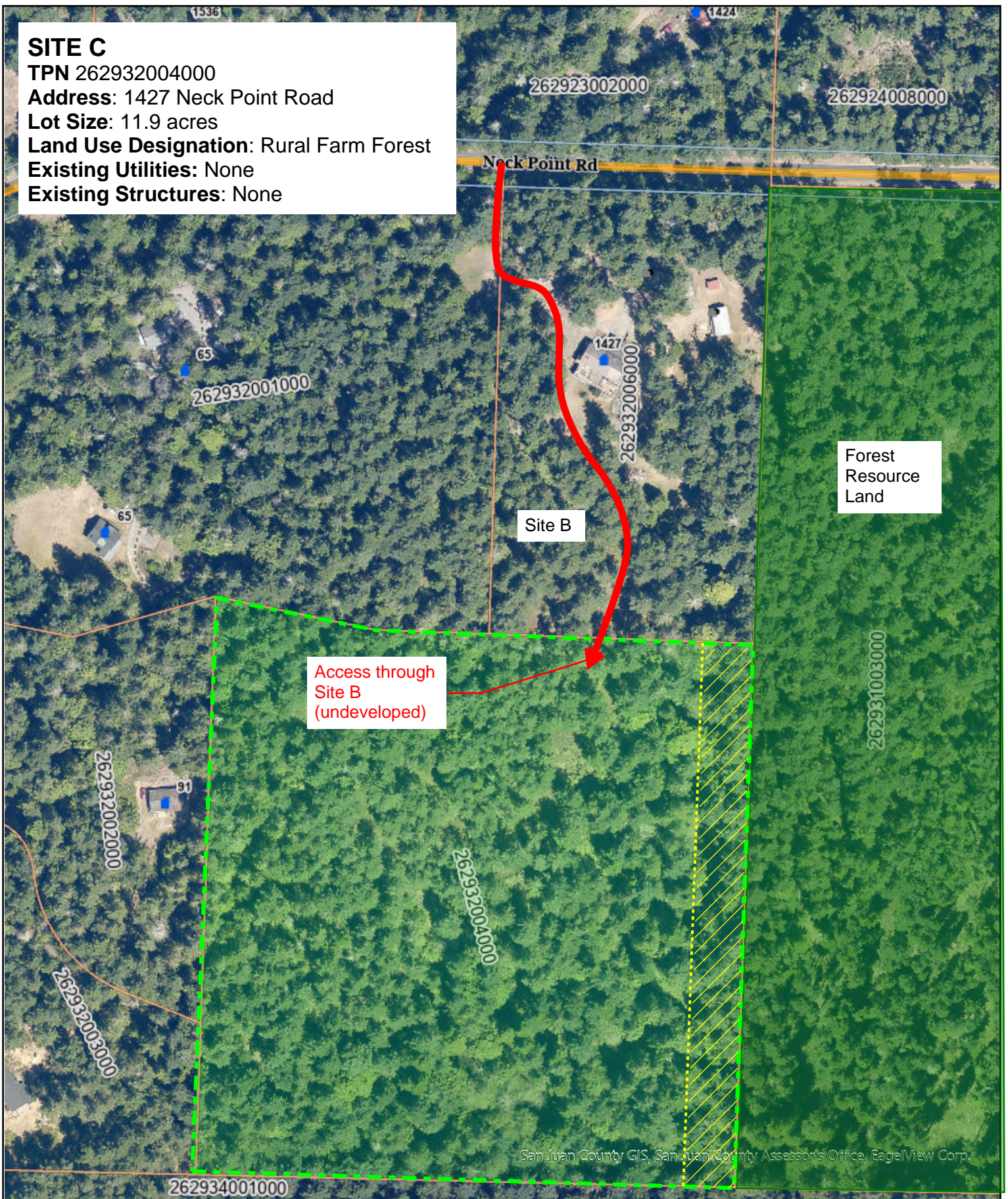
Address: 1427 Neck Point Road

Lot Size: 11.9 acres

Land Use Designation: Rural Farm Forest

Existing Utilities: None

Existing Structures: None



Forest Resource Land

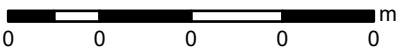
Access through Site B (undeveloped)

San Juan County GIS, San Juan County Assessor's Office, EagleView Corp.



*This map is derived from San Juan County's Geographic Information System (GIS). It is intended for reference only and is not guaranteed to survey accuracy. The information represented on this map is subject to change without notice*

1 in = 166 feet



San Juan County -  
Polaris