



Memorandum

To: San Juan County Planning Commission
From: Sarah Diekroeger, Planner, Otak
Copies: File
Date: May 1, 2025
Subject: Updated Draft Comprehensive Plan Memo
Project No.: 21755
Attachments: A. May 1, 2025 Draft Comprehensive Plan
 B. Climate Element Comment Tracking Spreadsheet

Introduction

San Juan County is updating its Comprehensive Plan as part of its required Growth Management Act 2025 Periodic Update. The primary goal of the Periodic Update is to ensure consistency with state laws and the expected population and employment projections for the next 20 years. Initial drafts of amendments to the Comprehensive Plan were available for review from December 2024 and April 2025. During this 5-month period, the Department of Community Development received input on the initial drafts from Planning Commission, County Council, local and state organizations, and the public. The County along with the project’s consultant, Otak, Inc. and their subconsultants have integrated that feedback into an Updated Draft of proposed Comprehensive Plan amendments.

The updated, clean, formatted draft Comprehensive Plan is attached in its entirety. Drafts are also available to review individually online:

Table. Links to Draft Comprehensive Plan Sections

Section	Link
Section A. Introduction and Vision	https://www.sanjuancountywa.gov/DocumentCenter/View/32513/
Section B. Elements	
1. Governance	https://www.sanjuancountywa.gov/DocumentCenter/View/32519/
2. Land Use	https://www.sanjuancountywa.gov/DocumentCenter/View/32520/
3. Shoreline Master Program	<i>Not included in the Comp Plan Update</i>
4. Water Resources	https://www.sanjuancountywa.gov/DocumentCenter/View/32521/
5. Housing	https://www.sanjuancountywa.gov/DocumentCenter/View/32522/
6. Transportation	https://www.sanjuancountywa.gov/DocumentCenter/View/32523/
7. Capital Facilities	https://www.sanjuancountywa.gov/DocumentCenter/View/32514/
8. Utilities	https://www.sanjuancountywa.gov/DocumentCenter/View/32515/

9. Historic and Archaeological Preservation	https://www.sanjuancountywa.gov/DocumentCenter/View/32516/
10. Economic Development	https://www.sanjuancountywa.gov/DocumentCenter/View/32517/
11. Climate	https://www.sanjuancountywa.gov/DocumentCenter/View/32518/
Section C. Administration	https://www.sanjuancountywa.gov/DocumentCenter/View/32524/
Section D. Appendices	
1. Population and Land Capacity Analysis	https://www.sanjuancountywa.gov/DocumentCenter/View/32528/
2. Joint Planning Policies with the Town of Friday Harbor	<i>In progress</i>
3. Friday Harbor Unincorporated UGA Management Agreement	<i>In progress</i>
4. Water Resources	https://www.sanjuancountywa.gov/DocumentCenter/View/32531/
5. Housing Needs Assessment	<i>In progress – will be available in June 2025</i>
6. Transportation	https://www.sanjuancountywa.gov/DocumentCenter/View/32525/
7. Capital Facilities	<i>In progress</i>
8. Utilities Inventory	https://www.sanjuancountywa.gov/DocumentCenter/View/32527/
Official Maps	<i>In progress</i>

To view strikeout/underline versions of the updated drafts, please visit the Documents section of the 2025 Comprehensive Plan Update Engage Page at: <https://engage.sanjuancountywa.gov/2025-comp-plan-update>.

All public comments are also posted and can be found on the Engage page.

The County is still reviewing and working on several items not shown, which require collaboration with the Town and service providers. These include Appendix 2 - Joint Planning Policies with the Town of Friday Harbor; Appendix 3 - Friday Harbor Unincorporated UGA Management Agreement; Appendix 5 – Housing Needs Assessment; Appendix 7 - Capital Facilities Plan; and the Official Maps.

This is a Draft Plan. The public is encouraged to continue to be engaged as the 2025 Comprehensive Plan Update continues. A Planning Commission hearing is anticipated in late summer 2025, with Council briefings and a public hearing in Fall 2025. The County aims to adopt the Comprehensive Plan Update by December 2025. For questions or comments, please contact Sophia Cassam, Dept. of Community Development, Planner III at sophiac@sanjuancountywa.gov or 360-370-7589.

What Has Changed Since the Initial Draft?

Section A. Introduction and Vision

No major changes.

1. Remove reference to Sidney B.C. ferry
2. Key “Themes” changed back to “Challenges”

Section B. Elements

Element 1 - Governance

No major changes.

Element 2 - Land Use

Friends of the San Juans, OPALCO, Washinton Dept. of Fish and Wildlife, and other public comments were considered and incorporated where appropriate.

Several edits were made to the Rural General Use and Rural Industrial policies regarding Ordinance 10-2011 and Essential Public Facilities.

The County is updating its Critical Areas Ordinance (CAO) as part of the 2045 Growth Management Act (GMA) Periodic Update and to meet previously unaddressed requirements of the 2036 GMA Periodic Update. A consultant, Facet NW, has been hired to assist the County in its CAO update. Facet NW reviewed the Land Use Element and provided recommended amendments to:

- Broaden protections where already applicable in code requirements but not explicitly stated in policy (i.e. fish and wildlife, critical areas and their buffers)
- Align nomenclature for consistency with state and for internal document consistency
- Meet new state requirements that will arise during the CAO update
- Improve clarity of application
- Update outdated references

The Critical Areas-related policy amendments are incorporated in the draft Land Use Element and are also shown in green strikeout/underline in the draft here:

<https://www.sanjuancountywa.gov/DocumentCenter/View/32486/> .

Element 3 - Shoreline Master Program (2017)

Not updated during this Comp Plan update cycle.

Element 4 – Water Resources

The County's Environmental Stewardship Department along with the Clean Water Advisory Committee worked together to overhaul the goals and policies for this element based on County Council's direction to reduce redundancies and consolidate. The new set of goals and policies is reflected in the final format version of the element.

Element 5 - Housing

The Housing Advisory Committee, Friends of the San Juans, COMPASS, and other public comments were considered and incorporated where appropriate.

1. Land Capacity Analysis Results were updated to reflect Eastsound land use changes
2. Some policies were amended to make the language more action oriented, though not all policies should be written as an action to provide flexibility in implementation.
3. Policy H-1.6 was added in response to a large number of public comments related to limitations on vacation rentals, the size of new homes, and the desire to see vacant second-homes/vacation rentals converted into the permanent housing supply.
4. Policy H-4.5 was strengthened to include expedited permit review for tiny houses.
5. Policy H-6.10 was added to identify DCD land use staff person as affordable housing subject matter expert to help expedite affordable housing permitting.
6. Policy H-7.7 was amended with the consideration of placing limitations on ADUs to be used as short-term rentals

Element 6 – Transportation

Feedback from Planning Commission, County Council, Dept. of Environmental Stewardship, Madrona Institute, Friends of the San Juans and other public comments were considered and integrated where appropriate.

- References to the Parks, Trails, Natural Areas, and Non-motorized Transportation Plan were updated to reference the Recreation, Open Space, and Stewardship Plan (ROSS).
- Several redundant policies were deleted or consolidated in response to Council feedback.
- Strengthened multimodal language in response to public comments.
- Updated safety policy to focus on creating safe travel corridors for all users.
- Added policy to support low-carbon tourism through car-free infrastructure.
- Revised one policy and added another policy to evaluate the feasibility of Edge Lane Roads.

Element 7 – Capital Facilities

No major changes.

Element 8 – Utilities

OPALCO and public comment were considered and incorporated where appropriate.

Element 9 – Historic and Archeological Preservation

No major changes.

Element 10 - Economic Development

The Executive Director of the San Juan County Economic Development Council provided recommended revisions, deletions, and consolidations of the goals and policies.

The Climate and Sustainability Advisory Committee provided recommendations on both the narrative and goal/policy sections of the Element.

What has changed:

1. A callout was added to the introduction with a reference/link to the most up to date County Economic Profile completed by the Western Washington University Center for Economic and Business Research.
2. Additional narrative related to tourism's role in the economy was added to "10.3.A Economic Vision and Framework"
3. Policy 2.4 added based on recommendation by San Juan County Economic Development Council.
4. Goal 4 was revised based on public comment.

Element 11 – Climate

Comments were considered and integrated where appropriate from Friends of the San Juans, The Madrona Institute, OPALCO, and other members of the public.

Please see the excel spreadsheet detailing how comments were incorporated in the new Climate element goals and policies. The comment tracker is in Attachment B after the Draft Comprehensive Plan and also available to view online here:

<https://www.sanjuancountywa.gov/DocumentCenter/View/32512/>

Section C Administration

No major changes.

Section D Appendices

Appendix 1 - Population Forecast and Land Capacity Analysis

Updated version included, prepared by Leland Consulting.

Appendix 2 - Joint Planning Policies with the Town of Friday Harbor

In progress.

Appendix 3 - Friday Harbor Unincorporated UGA Management Agreement

In progress.

Appendix 4 - Water Resources

Updated version included. Updated by the Dept. of Environmental Stewardship in coordination with the Clean Water Advisory Committee (CWAC).

Appendix 5 - Housing Needs Assessment

In progress, prepared by Leland Consulting.

Appendix 6 – Transportation

The changes in this version (compared to the previous version) are primarily focused on three areas.

1. The Marine Transportation section b that starts on page 10. This section was completely re-written to shift away from the WSF 2040 Long Range Plan and pivoted towards WSF Service Contingency Plan to better highlight the realities of ferry service in San Juan County as per feedback from County Council members.
2. Part II – the financial evaluation. This section was re-written to better reflect the updated forecast provided by the County.
3. Active Transportation LOS - Based on committee/council feedback (a few additional routes have been switched from orange to red) and the LOS table was updated to better focus on how the LOS was measured.

Appendix 7 - Capital Facilities Plan

In progress.

Appendix 8 - Utilities Inventory

Updated version included. Updated by OPALCO and Rock Island.

2045

SAN JUAN

COUNTY

COMPREHENSIVE

PLAN

DRAFT PLAN
MAY 1ST 2025



INTRODUCTION AND VISION

SECTION

A

DRAFT PLAN MAY 1ST 2025



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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.

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.



Photo: Barbara Marrett

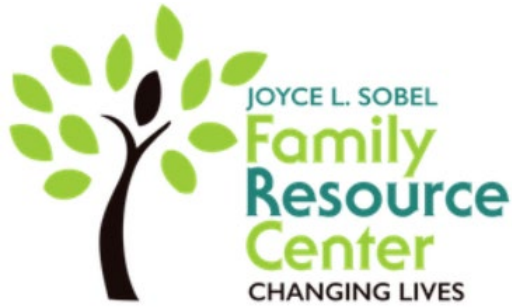


Photo: San Juan Island National Historic Park

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 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.



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.



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.

Photo: San Juan County Visitors Bureau



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



Photo: The Exchange

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.

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.



Photo: Monica Bennett



Photo: Thomas Noland



Image: San Juan County Economic Development Council

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.

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: Barbara Marrett

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*.

DRAFT

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.

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 2045, 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

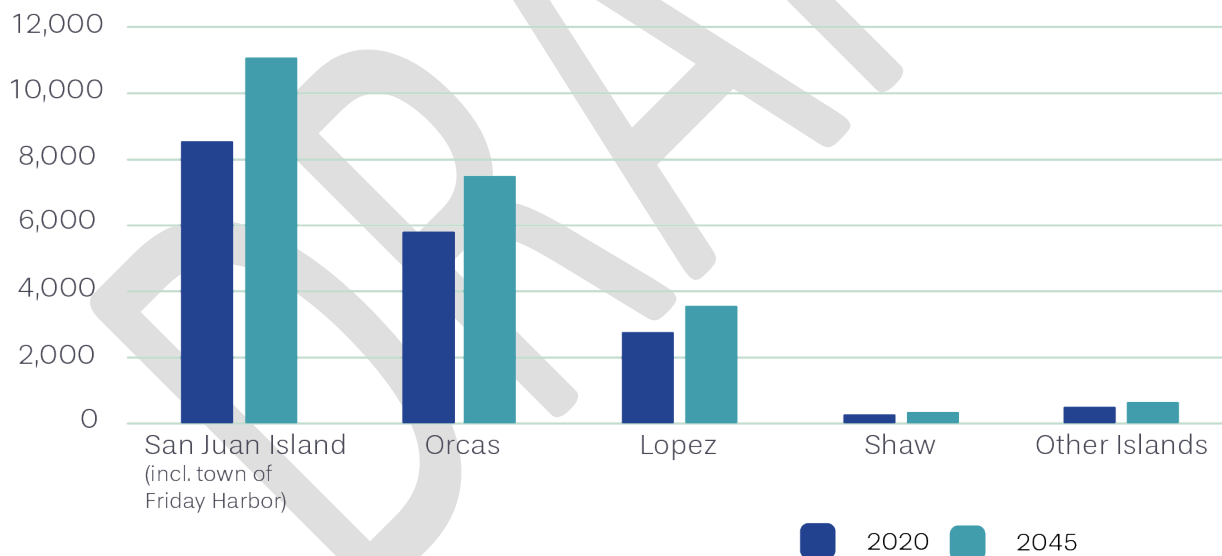


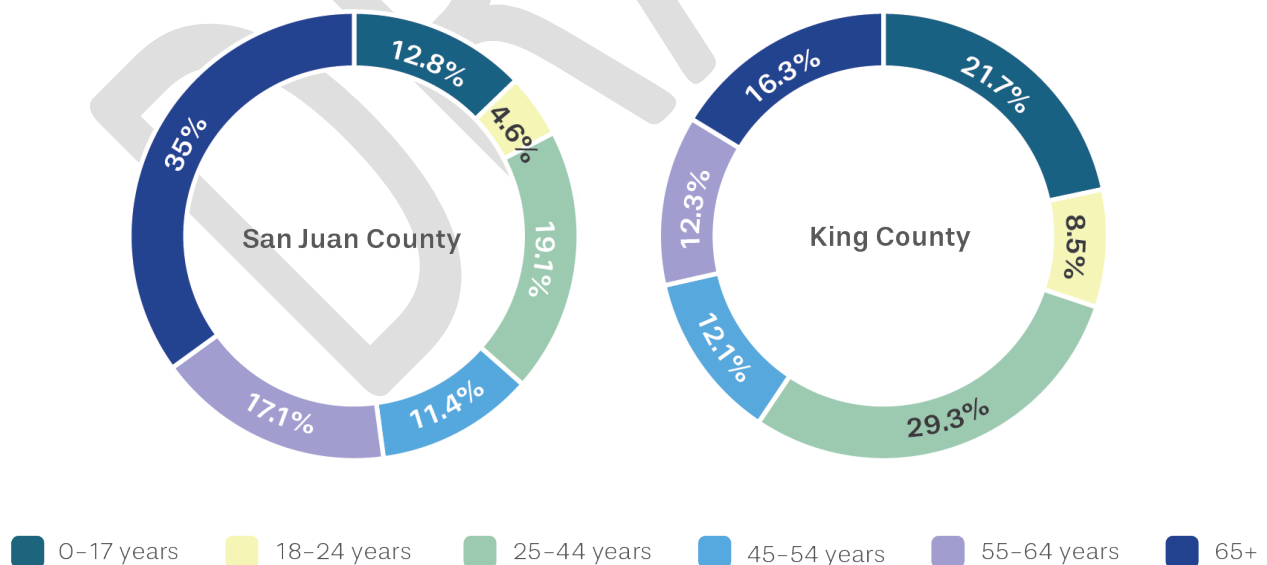
Table 1
Number of permanent residents in San Juan County by island, 2020 & projected 2045

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.

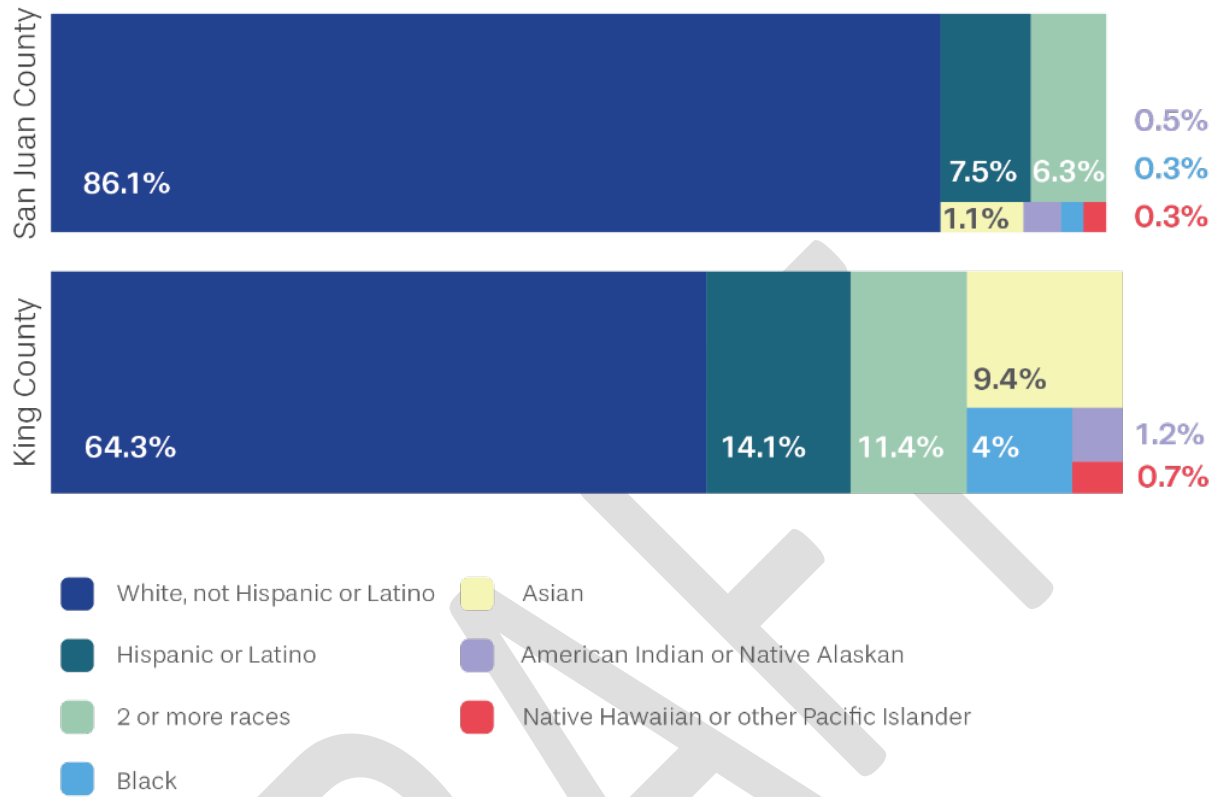
Racial diversity in San Juan County is limited when compared to other counties. San Juan County’s population is 86.1 percent white. It has smaller percentages of all other racial and ethnic categories when compared to the state. Racial diversity increased slightly between 2010 and 2023. The Hispanic/Latino 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>

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



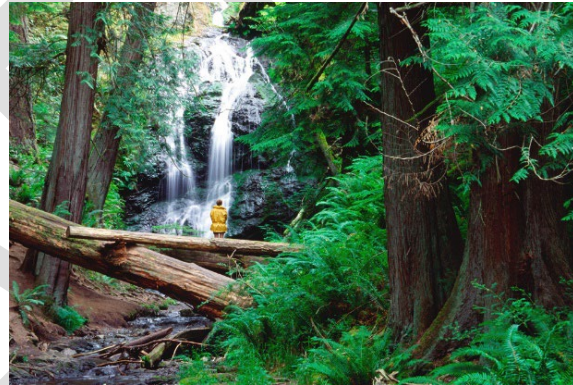
PLACE

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

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:



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.

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.

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.

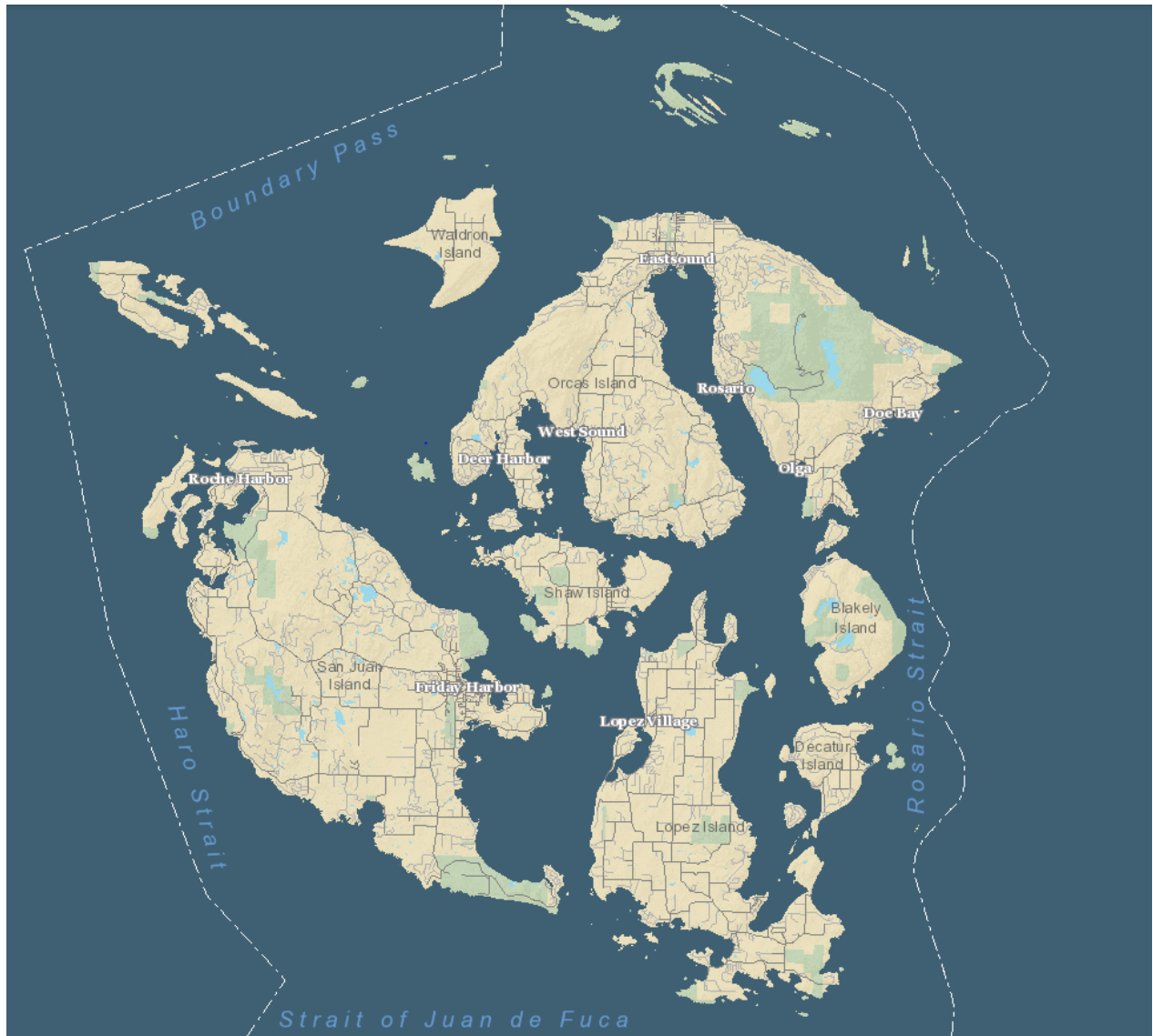
Attachment 1 GMA Planning Goals

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.

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.

Attachment 2

Map of San Juan County, 2020



ELEMENTS

SECTION

B

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COURT HOUSE

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.

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.

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

An aerial photograph of a rural landscape. A paved road runs vertically through the center of the image. On either side of the road are large green fields, some with scattered trees. In the background, there are dense forests and rolling hills under a clear blue sky with a few wispy clouds. The overall scene is bright and sunny.

**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)).

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



Figure 2.1 Land Use

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.

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

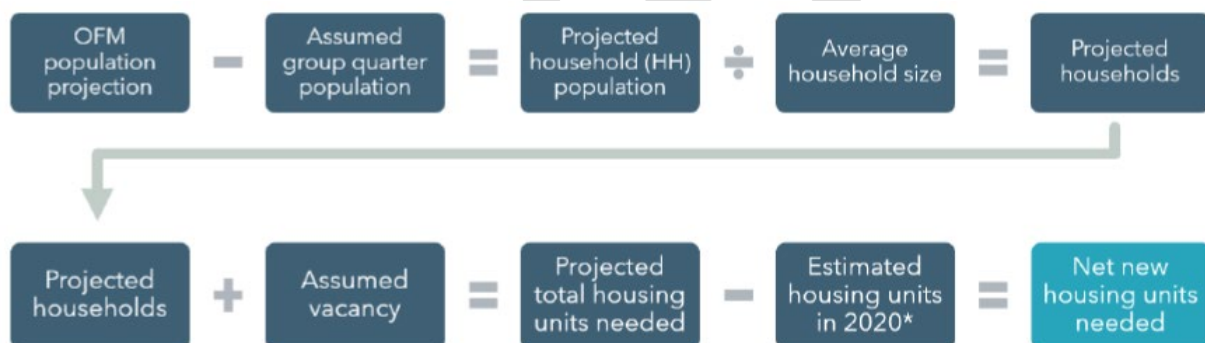
Island	2020 Population	2045 Population	2045 Population Growth
San Juan	8,541	11,051	2,510
Lopez	2,737	3,541	804
Orcas	5,772	7,468	1,696
Shaw	253	327	74
Waldron	142	184	42
Stuart	38	49	11
Decatur	71	92	21
Blakely	41	53	12
Other Islands	193	249	56
Total	17,788	23,014	5,226

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.

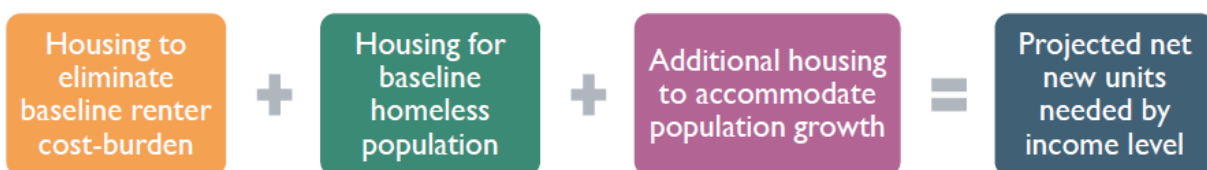
In addition to planning for the population targets shown in Table 2, updates to the GMA resulting from HB1220, now codified in RCW 36.70A.070(2)(a) and (c), require that jurisdictions also plan and show land capacity for sufficient housing units to meet the projected need at all income levels over the 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

**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

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.

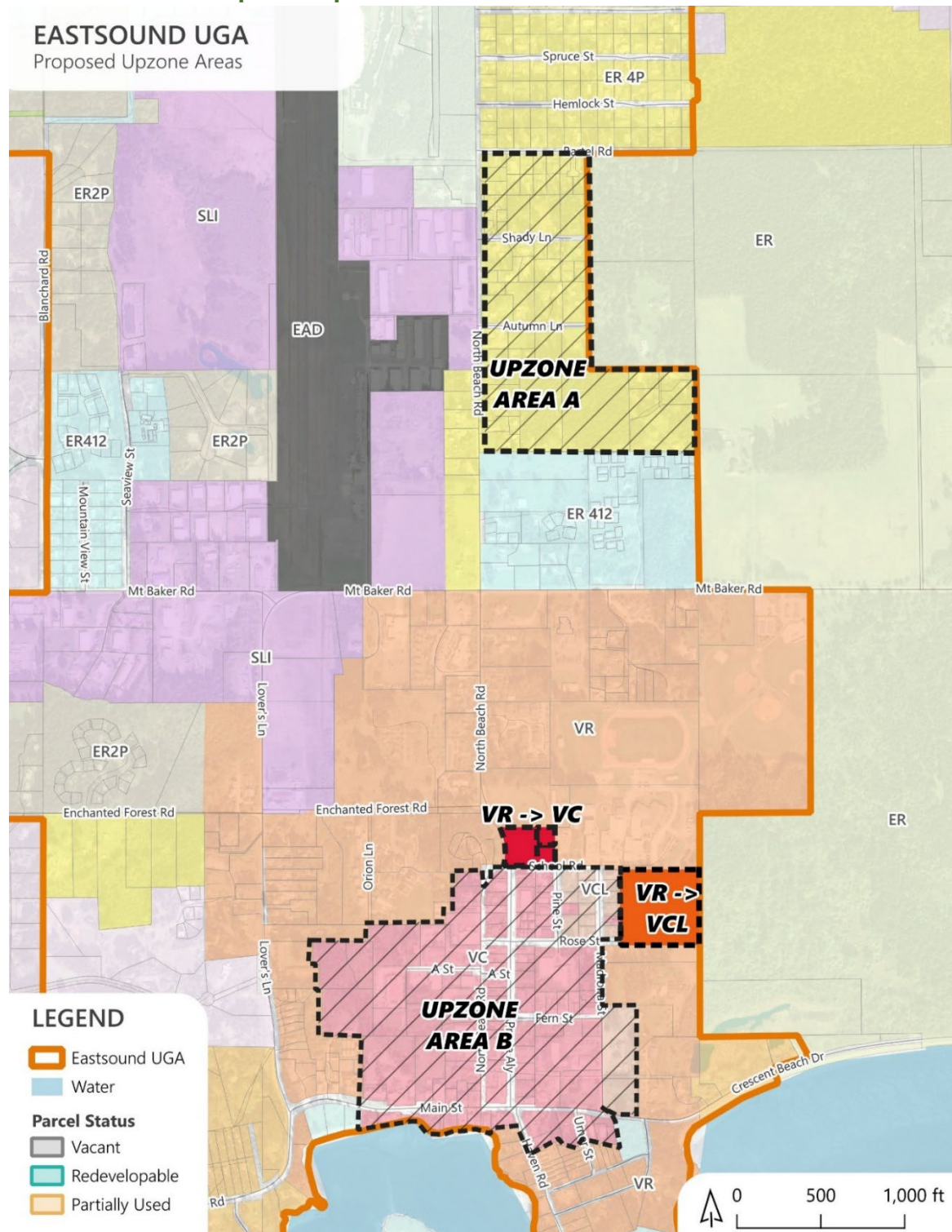
Proposed Eastsound UGA Land Use Changes

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.

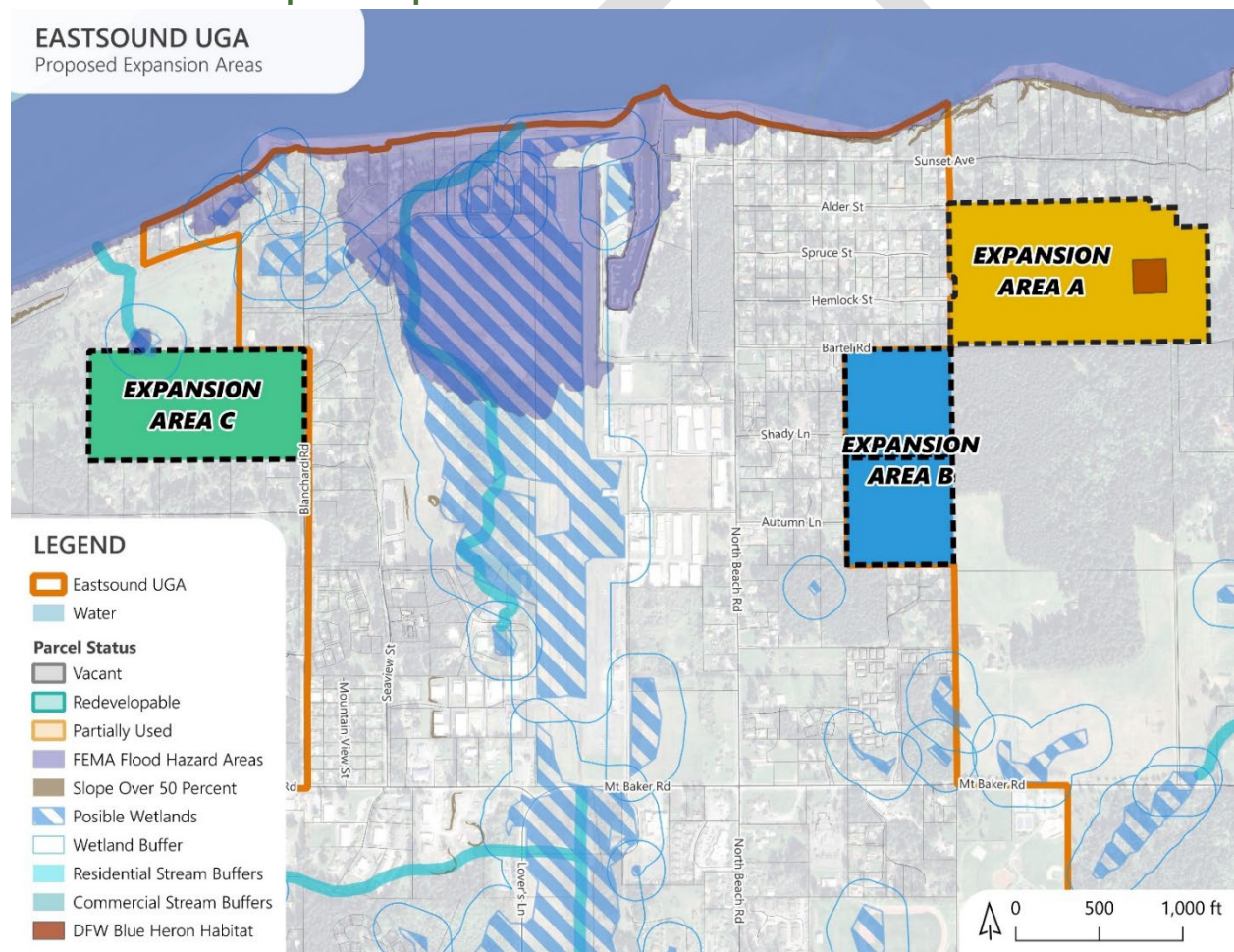
Figure 2.4
Eastsound UGA Proposed Upzone Areas



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 3.

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.

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:

"[...] 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)

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 (Master Planned Resorts)

- 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 is associated with Activity Centers, Type 2 is associated with Master Planned Resorts, and Type 3 is associated with Island Centers.

In San Juan County, Activity Centers and Master Planned Resorts are special types of LAMIRDs 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.

Table 2-6
Summary of LAMIRDs

Location	Designation	Existing Site-Specific Plans & Standards	Type
Orcas Village	Village Activity Center	Yes	1
Olga	Hamlet Activity Center	Yes	1
Deer Harbor	Hamlet Activity Center	Yes	1
Doe Bay	Hamlet Activity Center	No (subject in Interim controls in village and hamlet activity centers)	1
West Sound	Hamlet Activity Center	No (subject in Interim controls in village and hamlet activity centers)	1
W. Beach Rd/Crow Valley Rd - Orcas	Island Center	No	3
Center Rd/School Rd - Lopez	Island Center	No	3
Country Corner - Orcas	Island Center	Yes	3
Marine Center	Island Center	No	3
North Rosario Area	Residential activity Center	No	1
Roche Harbor	Master Planned Resort	Yes (resort master plan)	2
Rosario Resort	Master Planned Resort	Yes (resort master plan)	2
West Beach Resort	Master Planned Resort	No	2

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, activity centers, 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.

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, activity centers, 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, activity centers, 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.

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.

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

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.

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.

DRAFT

GOALS AND POLICIES

General Goals and Policies

General goals and policies 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.

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.

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.

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.

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.

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;

- 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.

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).

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, 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

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 archaeological 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.

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.

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.

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).

Policy LU 13.4

Support agricultural activities, ag-related facilities and infrastructure on prime agricultural lands provided these facilities are located in such a way as to minimize their impact on prime agricultural lands. Establish an exemption option for non-residential agricultural buildings necessary for production and storage such as barns, equipment shelters and greenhouses from land use permit requirements.

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 as residences in density allowances.

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.

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.

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.

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.

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.

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.

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.

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.

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

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.

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

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, 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.

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 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

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 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.

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 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 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.

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
- 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.

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 for agritourism enterprises.

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.

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 classified as a minor or major arterial;
- 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.

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 classified as a minor or major arterial; 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

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 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 consideration of 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 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.

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.

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).

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

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.

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.

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 its 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.

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

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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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.

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.

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

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.

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.

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 of North Lopez and in Eastsound in 2008 utilizing grant funding. The network in Eastsound is managed and maintained by Eastsound Water Users Association (EWUA). The 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.

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.

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.

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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.

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.

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.

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.

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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

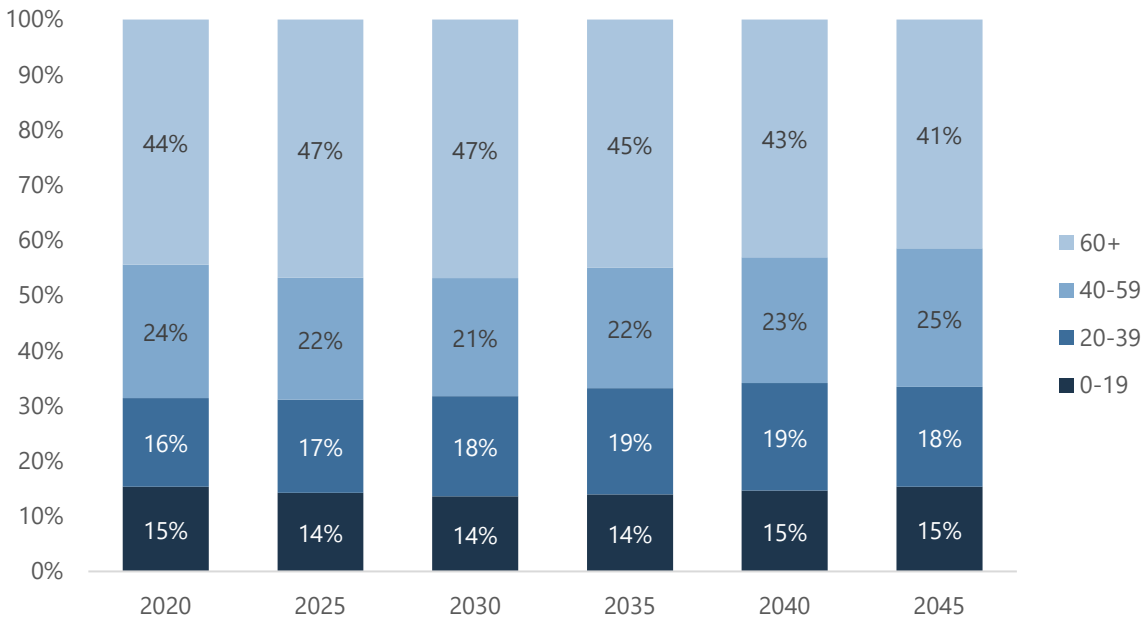
Understanding the population's age distribution can help the County anticipate future housing needs. Figure 1 shows the estimated distribution by age group between 2020 and 2045. The population of the County is expected to continue

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.

State Median Age: 38.6 years

SJC Median Age: 56.5 years

Figure 5.1
San Juan County Population Forecasts by Age Group, 2020-2045



Source: WA Office of Financial Management 2022 Medium Series Population Projections

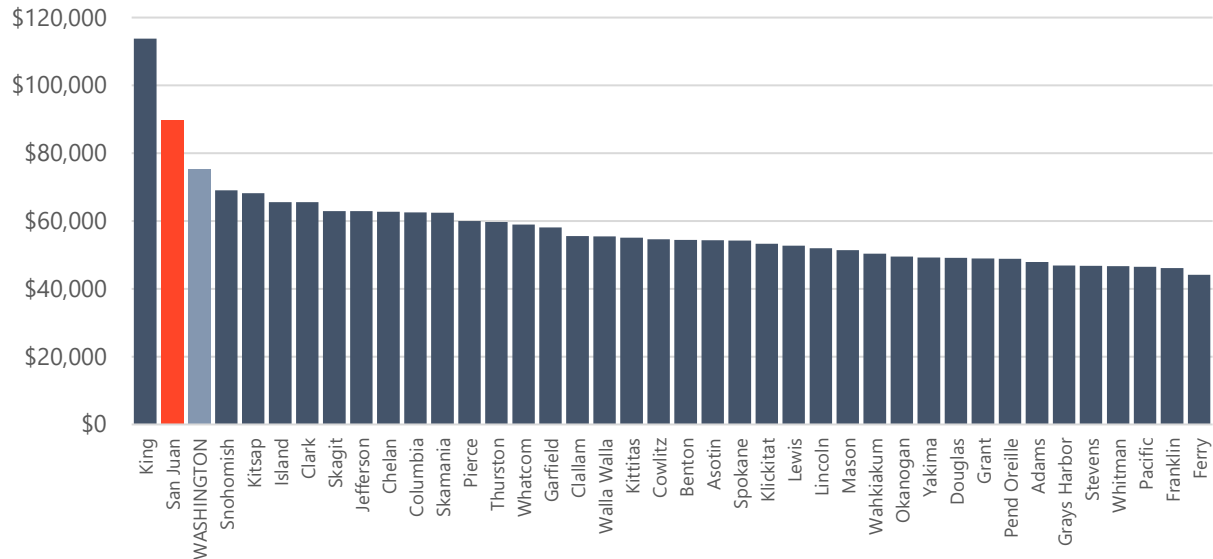
Income

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.

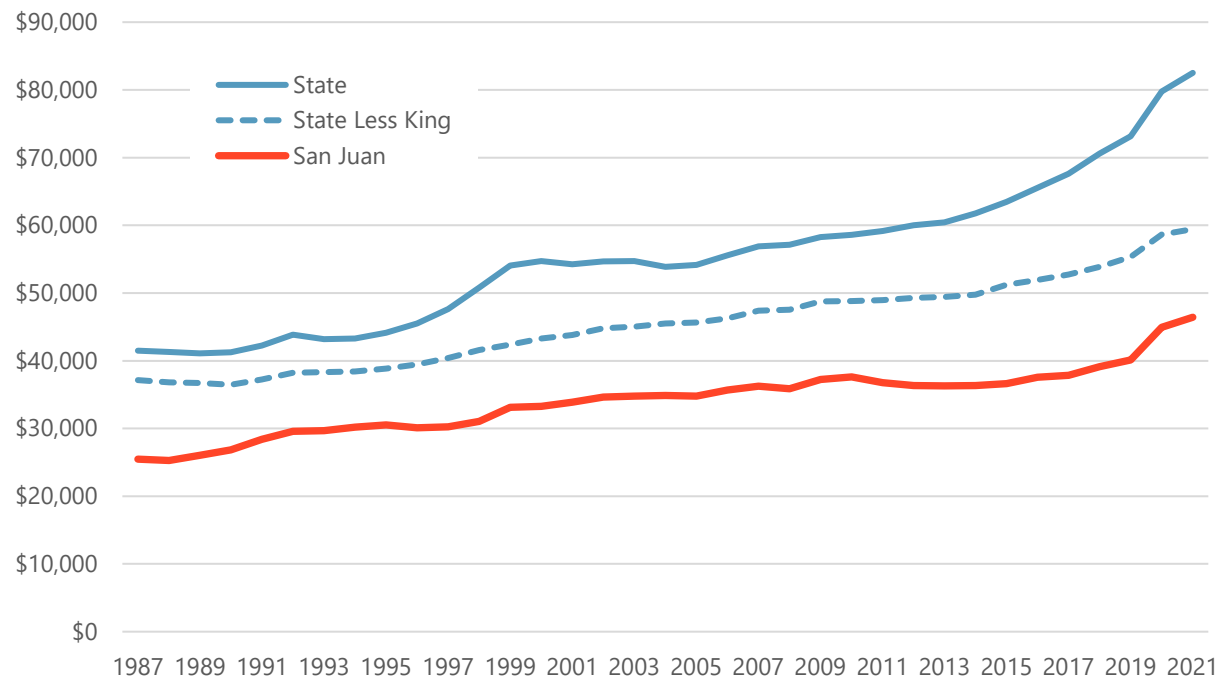
Average Annual Wage in San Juan County has consistently been well below the state average.

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

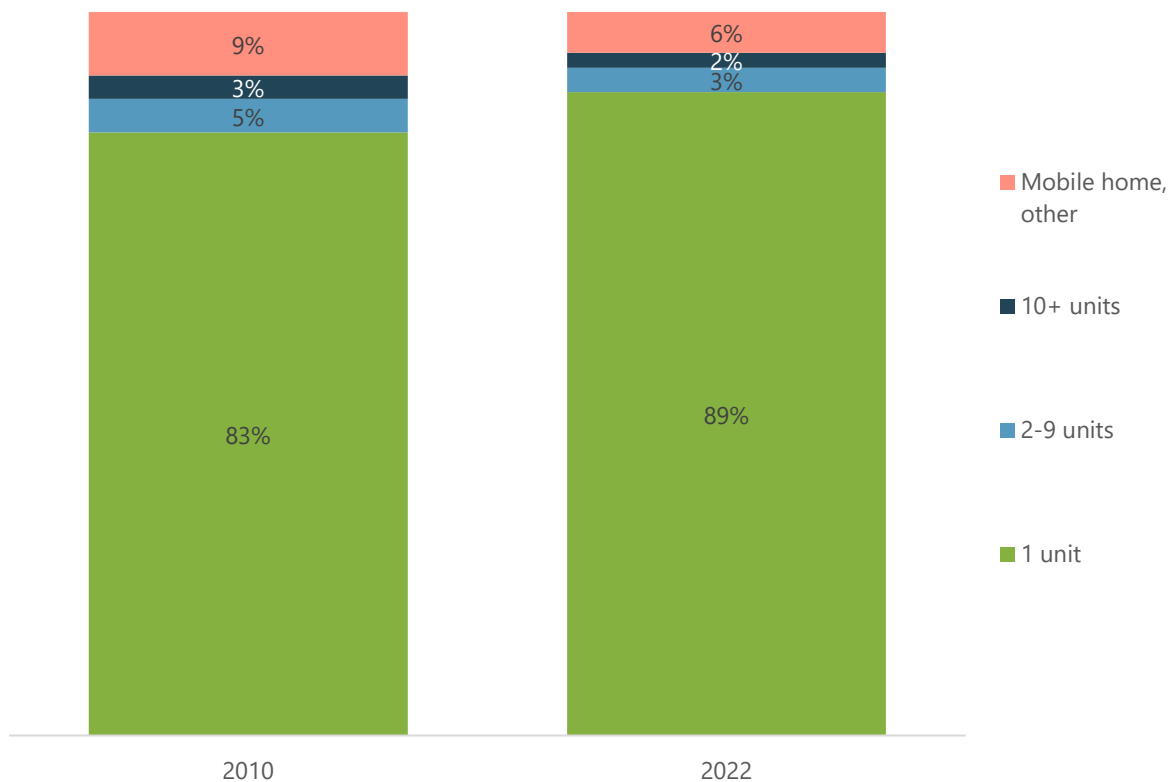


Source: Washington Office of Financial Management Postcensal & Intercensal Population and Housing Estimates, April 1 Population and Housing Estimates.

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.

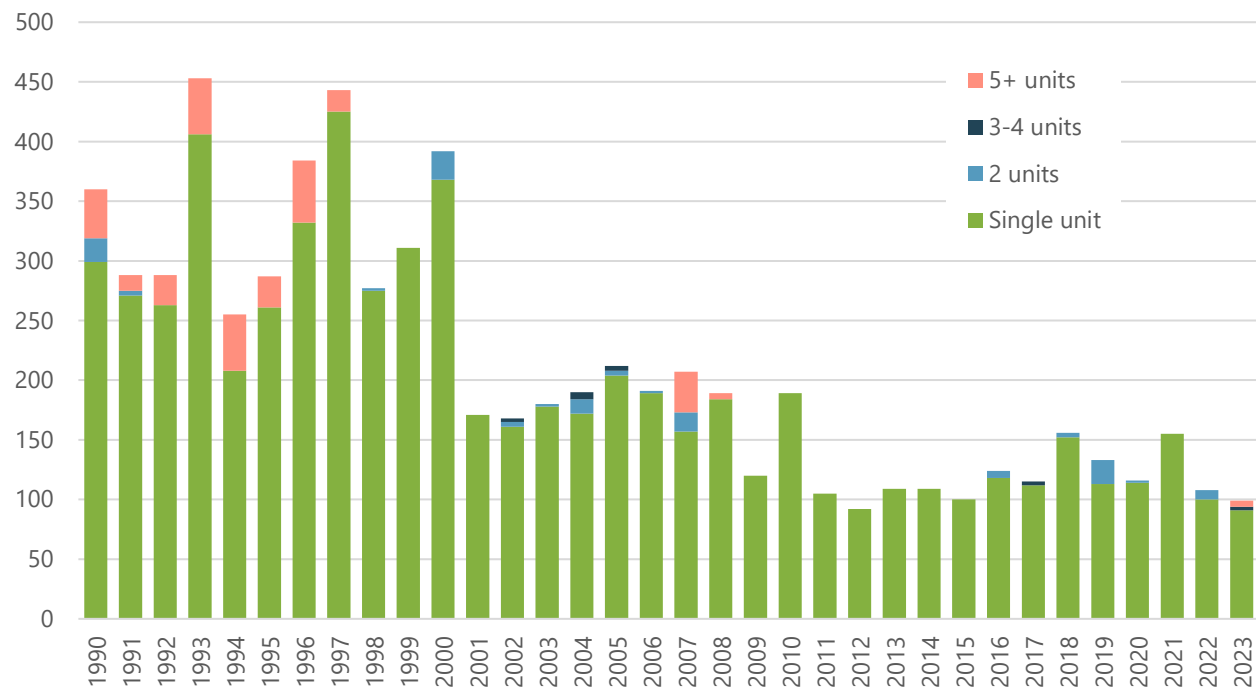
Figure 5.5
San Juan County Housing Inventory, 2010-2022



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%
<i>Lopez Village</i>						
<i>UGA (SAEP)</i>	<i>146</i>	<i>27</i>			<i>18.49%</i>	
Orcas CCD	4,542	1,813	1,557	34.89%	39.92%	34.28%
<i>Eastsound UGA (SAEP)</i>						
	<i>745</i>	<i>164</i>			<i>22.01%</i>	
San Juan CCD	5,861	1,671	1,416	32.15%	28.51%	24.16%
<i>Friday Harbor</i>	<i>1,397</i>	<i>219</i>	<i>106</i>	<i>4.21%</i>	<i>15.68%</i>	<i>7.59%</i>
<i>Unincorporated</i>	<i>4,464</i>	<i>1,452</i>	<i>1,310</i>	<i>27.94%</i>	<i>32.53%</i>	<i>29.35%</i>

Source: 2022 American Community Survey 5-Year Estimates, Table B25004; Washington Office of Financial management 2022 Small Area Estimates Program (SAEP)

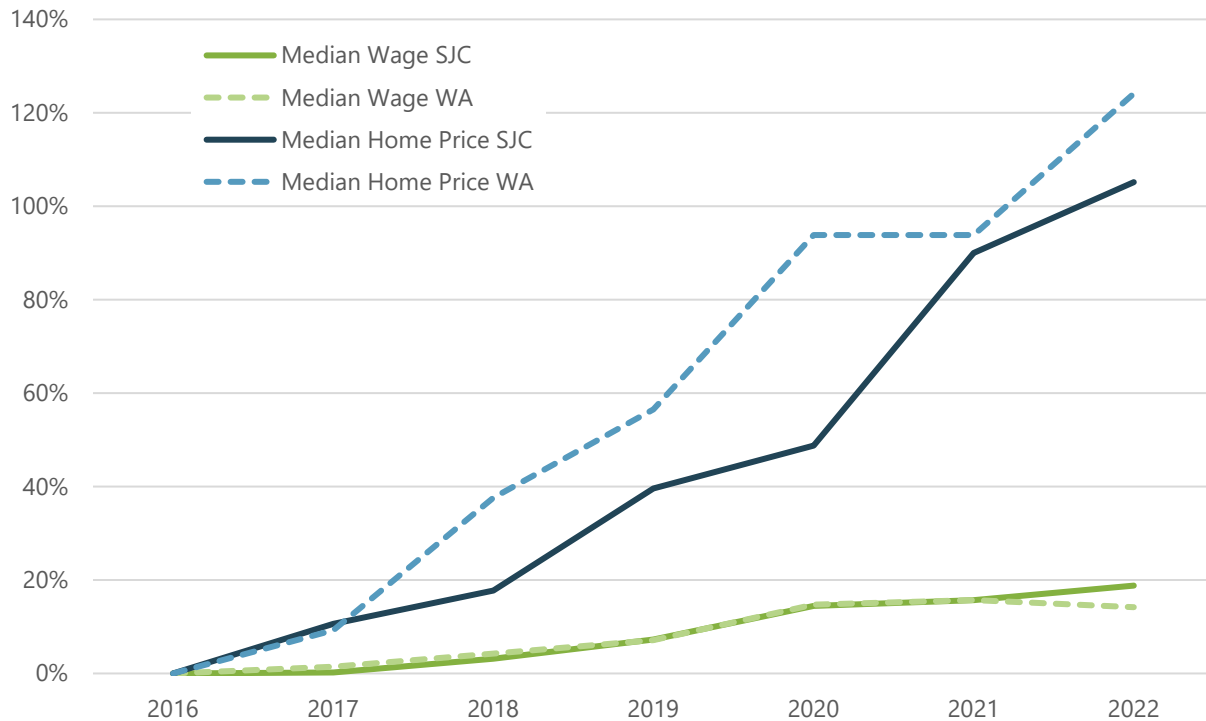
Housing Cost

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.

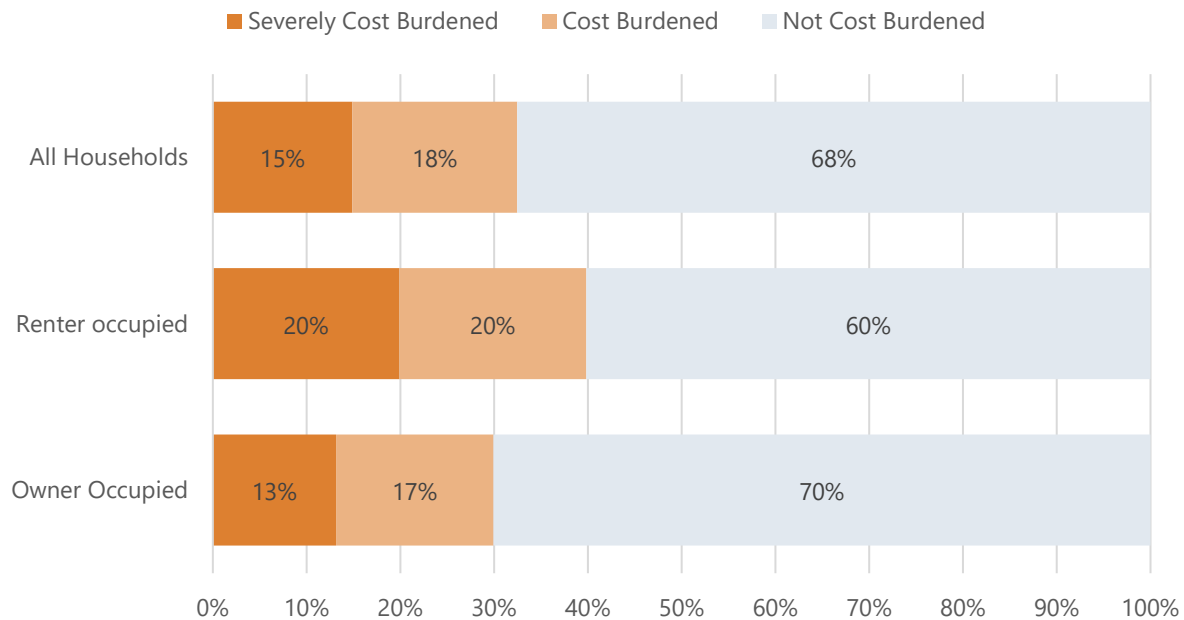
Figure 5.7
Change in Median Home Prices and Median Wages, 2016-2022



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.

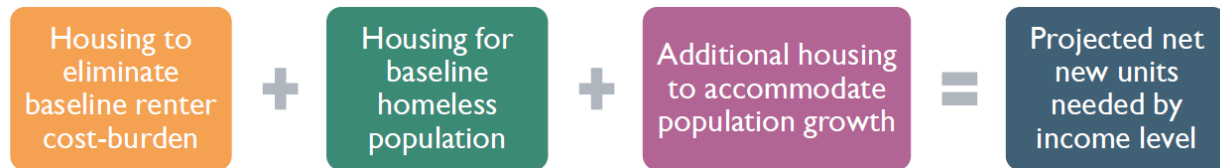
The LCA fulfills the GMA requirement for an inventory and analysis of existing and projected housing needs that identifies the number of housing units necessary to manage projected growth. While the GMA requires that this be done for UGAs, San Juan County opted to perform the LCA for the whole county, 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:

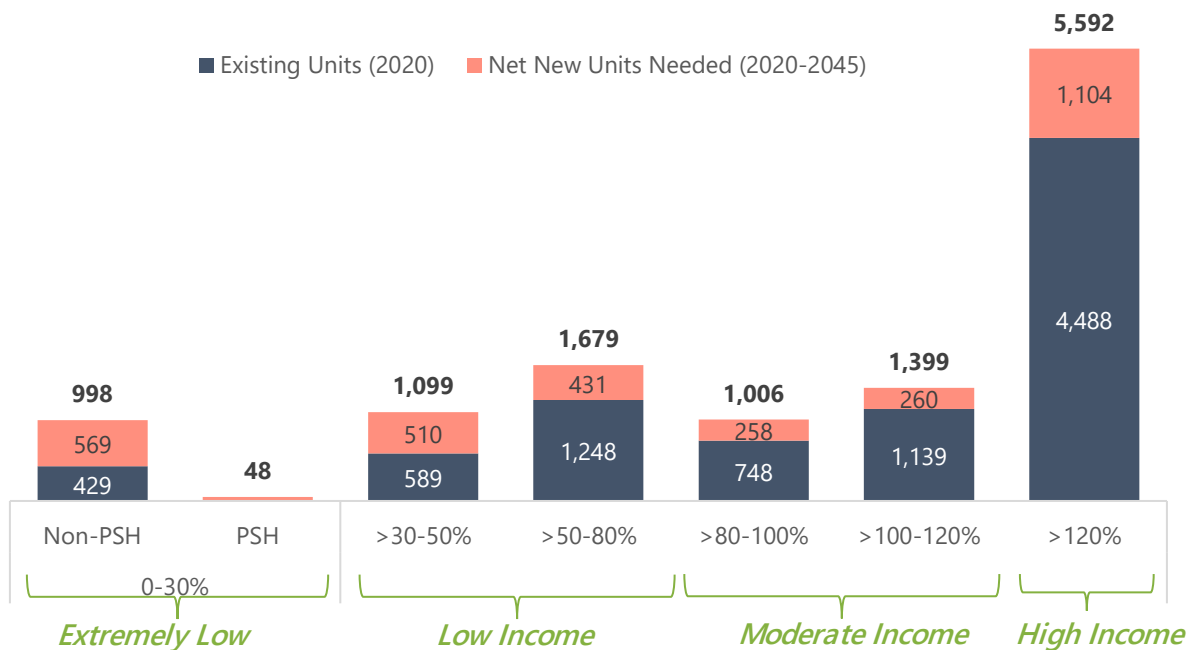
Figure 5.9
Commerce HAPT Tool Housing Projection Methodology



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

	% of Total	Total	0-30%						Emergency Housing Needs	
			Non-PSH	PSH	>30-50%	>50-80%	>80-100%	>100-120%		>120%
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.

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. Consider farmworker housing unit as exempt residences in density allowances.

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 development of small-scale rural residential clusters on CUFA-enrolled agricultural resource land if developer can meet stipulations including long-term affordability requirement; limit of 6 dwelling units each; half of units occupied by farmworkers; development must minimize impact on prime agricultural soils and comply with non-agricultural development allowances ; and developer must have a long-term farm and stewardship plan, other than the County, for monitoring resales.

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.

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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

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



Lopez Island Ferry Terminal

Photo: Washington State Department of Ecology

improvement programs, now and through the year 20362045. The goals and policies in the Transportation Element are based upon community vision, 2036 2045 travel population forecasts, information provided in Appendix 6, and other applicable transportation plans.

The San Juan County Parks, Trails and Natural Areas Plan and Nonmotorized Plan (PTNA-NM) was developed to meet the multimodal transportation and recreational needs of the community. It was adopted as Appendix 11 of the Plan in 2016. The PTNA- NM is implemented collaboratively by San Juan County Parks, Public Works, the Land Bank and other partners. It establishes the community's criteria for prioritizing 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 PTNA-NM 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.

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



Photo: Thomas Noland

projected growth rates to 2036/2045, which were used to assess transportation facility and service demand and capacity. 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 provide 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

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



Friday Harbor waterfront.
Photo Washington State Department of Ecology

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 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

6.2.A General Goals:

- Goal 1 - Implement the following principles to guide planning, design and construction of Complete Streets, in accordance with Ordinance 24-2018
 - Policy 1.a - Promote healthy communities by designing walking villages and encouraging walking, bicycling, and use of public transportation.
 - Policy 1.b - Create safe travel corridors by designing roads to accommodate all users.
 - Policy 1.c - Reduce congestion by providing safe travel alternatives to single-occupant vehicle driving.
 - Policy 1.d - Preserve the rural character of the community by involving local citizens and stakeholders to participate in the planning and design of transportation improvements.
- Goal 2 – Integrate Land Use and Transportation
 - Policy 2.a - 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 2.b - Enhance the character of the County as a single community of islands, while maintaining the individual character of each island.
 - Policy 2.c - 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.
 - Policy 2.d - Minimize noise generated by transportation facilities and travel modes associated with them.
 - Policy 2.e - 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 2.f - Support tourism, recreation, special events, scenic byway programs and diverse economic activities or opportunities.

- Policy 2.g - Reduce transportation-related greenhouse gas emissions from tourism by developing infrastructure to support and encourage 'car-free' or low-carbon tourism options.
- Policy 2.h - Facilitate the development of privately and/or publicly funded projects to address specific transportation needs and challenges, where appropriate.
- Policy 2.i - Promote modes of transportation and multi-modal connections that support active and healthy communities and mobility for all users.
- Policy 2.j - 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 2.k - Encourage development of transit system facilities and services that can reduce the reliance of visitors and residents on single occupancy vehicles.
- Policy 2.l - Coordinate transportation and emergency management services planning.
- Policy 2.m - Support and incentivize interconnected, multi-modal transportation options, including conversion to electric vehicles, buses, vans, shuttles, taxis, electric rideshare and rental program.
- Policy 2.n - Review current EV infrastructure in the county to identify gaps in charging locations considering areas where the most benefit would be observed.
- Policy 2.o - 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 2.p - Identify partners in the region who can assist with charging station infrastructure to lower program and construction costs.
- Goal 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 3.a - Evaluate transportation system vulnerabilities to climate change, promote community and environmental resilience, and define adaptive strategies to reduce damage and maintenance.

- Policy 3.b - Support transportation facility design and operational measures that protect the environment, such as energy conservation, greenhouse gas emission reductions, and stormwater management
- Policy 3.c - Support the electrification of all transportation modes (including electric bikes) and provide recharge stations at key destinations throughout the County
- Policy 3.d - Switch to electric vehicles for new county fleet purchases and electric motors, when feasible.
- Policy 3.e - 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 3.f - 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 4 – Establish an Active Transportation Network on each ferry-served island
 - Policy 4.a - 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 4.b - Where feasible, active transportation facilities should be separated or protected from moving vehicles.
 - Policy 4.c - Identify local County or state and federal grant funds to construct active transportation improvements on each ferry-served island.
 - Policy 4.d - Explore ways to promote transportation modes that may decrease demand for increased automobile traffic capacity on roads and ferries
 - Policy 4.e - Recommend a program of utilizing a combination of traffic revisions, right of way and private easements to provide for bike connectivity
 - Policy 4.f - Include funding from the Public Works road fund budget for nonmotorized projects in the six-year transportation improvement programs.
- Goal 5 – Ensure that all voices are represented and that historically underserved neighborhoods and vulnerable populations are heard.

- Policy 5.a - Incorporate racial and social equity during the transportation planning process
- Policy 5.b - Promote active citizen participation in the development and implementation of this Element
- Policy 5.c - Recognize the needs and desires of the residents of each island in making decisions regarding transportation facilities and their operation for that island.
- Goal 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 6.a - 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.

6.2.B Financial Sustainability Goals:

- Goal 1 - Ensure that publicly funded transportation facilities provided by the County are within the ability of the County to fund and maintain over time.
 - Policy 1.a – 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 1.b – Encourage public-private cooperation and partnerships, in order to reduce barriers to maintaining and improving transportation facilities and services.
 - Policy 1.c – 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 1.d – 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 1.d – Actively pursue transportation planning grants for the development and adoption of updated engineering and design standards and/or other transportation planning needs.
- Goal 2 – Ensure the continued viability of marine commerce throughout San Juan County

- Policy 2.a – Work with state and federal agencies to increase marine traffic from the Gulf Islands, Canada
- Policy 2.b – Consider partnering with the Port Districts on future development projects.
- Policy 2.c – Consider funding for marine-based projects
- Goal 3 - Annually adopt a six-year Transportation Improvement Plan (TIP) in accordance with Chapter 36.81, RCW.
 - Policy 3.a - 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 3.b - The County Engineer will review prioritized projects with the Planning Commission and County Council prior to adoption of the Six-Year TIP.
 - Policy 3.c - Organize the six-year TIP to incorporate all phases of projects to allow for:
 - 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.
 - 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 3.d – Allocate County road funds in the following order of program priority:
 - Debt service;
 - Maintenance and preservation of County transportation facilities; and
 - Engineering and construction of improvements
 - Policy 3.e – Improve transportation facilities and services by
 - Allowing County roads to be improved by others, with approval from the County Engineer, in accordance with county standards;
 - 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;

- Considering forming transportation benefit districts and/or local improvement districts, when cumulative land development projects cause transportation problems on County roads or to fund needed transportation improvements; Section B, Element 6. Transportation
- Coordinate efforts with the Town of Friday Harbor for cooperative funding of road improvements within the Town and its urban growth area; and
- 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 3.f - 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:
 - Transportation improvements that reduce or eliminate existing deficiencies, and
 - 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.
 - 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:
 - Providing a fair share of the costs of capital improvements needed to address the impacts of future development and
 - Providing a portion of the cost of the replacement of obsolete or worn out facilities
 - Financial responsibilities do not include payment of impact fees for the portion of any public facility that reduces or eliminates existing deficiencies

- 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.
- 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 3.g – 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:
 - Reduce the level of service for one or more public transportation facilities
 - Increase the use of other sources of revenue
 - 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
 - Decrease the demand for and subsequent use of the transportation facilities; or
 - Use a combination of the above alternatives

6.2.C Communication, Information Technology Goals and Travel Demand Management Goals:

- Goal 1 - Encourage the use of communications, intelligent systems technology and transportation demand management programs to:
 - Support diverse economic opportunities
 - facilitate remote work and telecommuting;
 - manage transportation system demands;
 - improve accessibility to services, meetings, and work; promote energy conservation;
 - reduce peak-period travel;
 - reduce congestion and reliance on single-occupancy vehicle travel; and
 - reduce the need to provide additional transportation facilities, such as roads, parking and ferry service

- Policy 1.a – Promote the use of communications systems and facilitate remote work and telecommuting in order to alleviate the need for additional, traditional transportation facilities.
- Policy 1.b - Evaluate County business to identify opportunities to reduce individual travel and encourage the enhanced use of telecommuting and teleconferencing.
- Policy 1.c - 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 1.d - Encourage and support the development of, or expansion of, the County's data networking infrastructure, in order to minimize reliance on vehicular travel.
- Policy 1.e - 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 1.f – Encourage the use of demand management strategies to contain capital expenditures.
- Policy 1.g - Support the development of social service public transit options and the work of nonprofit and private community transportation partners to:
 - Reduce the isolation of underserved populations;
 - Increase accessibility to transportation services;
 - Address seasonal tourist travel peaks through the development of transit alternatives; and
 - Create additional organizational capacity to sustain implementation of community identified transportation needs.
- Policy 1.h - Support the work of community transportation partners to evaluate public transit needs, further identify opportunities for service coordination, and implement actions described in the San Juan County CHST to meet the needs of the community, especially individuals with lower incomes, seniors, persons with disabilities, and veterans.
- Policy 1.i - 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 1.j - 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 1.k - 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 1.l - Leverage community resources to obtain appropriate state and federal funding for transit projects that address both year-round and seasonal transit challenges.
- Policy 1.m - 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.

6.2.D Hazardous Materials Transport Goals

- Goal 1 – 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 1.a - 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 1.b – 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 2 - Ensure that transportation of hazardous materials or dangerous goods generated or used within the County will meet established state and federal guidelines.
 - Policy 2.a - 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 2.b - 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 2.c – 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 2.d - 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.

6.2.E Air Transportation Goals

- Goal 1 – Recognize the importance of public air transportation facilities to island commerce, as well as to the mobility of island residents.
 - Policy 1.a – 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 1.b - Coordinate with the WSDOT Aviation Division, FAA and port districts to provide and maintain air transportation facilities and services which:
 - Serve the needs of island residents and visitors;
 - 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
 - Are consistent with state, regional, and international air transportation plans.
 - Policy 1.c - 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 1.d - Moderate the impacts of facilities for aircraft uses and facility expansion by:
 - 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;
 - 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;
 - Encouraging consideration of the effects of noise, light, vibration, and fumes, and the perception of low-flying aircraft; and
 - Ensuring that location-specific standards for airports will identify and prohibit the siting of incompatible uses adjacent to them.
- Policy 1.e - Consider seaplane use during review of County shoreline permits for docks, marinas, and port developments. The following should be considered for seaplane landing sites:
 - Give preference to the location of landing sites for regular commercial seaplane service within public or private marinas or established port areas.
 - 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 1.f - Work to ensure that all existing public use airports, including land and sea bases, are identified as essential public facilities.

6.2.F Marine Transport Goals

- Goal 1 – Enhance the County’s working relationship with WSF and other transportation providers
 - Policy 1.a – 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 1.b – 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 1.c – Inform WSF and other state entities of the travel needs of County residents and propose priority solutions

- Policy 1.d – Encourage the development of public and private-sector marine transportation services and facilities that improve multi-modal transportation options and connectivity.
- Policy 1.e – Provide public dock facilities on Shaw Island and other outer islands, if necessary.
- Policy 1.f - Encourage appropriate funding, design, and development of facilities and services which:
 - Serve the needs of island residents and visitors;
 - Ensure the preservation of rural island character, environmental quality, economic development, and individual island identities;
 - Provide better access to and among the islands served by County roads and marine facilities;
 - Provide parking and marine facilities on ferry-served islands to meet the needs of outer island residents; and
 - 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 1.g - 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 1.h - Support the development of a marine facility on each island if needed to address the freight mobility needs of the forestry industry.
- Policy 1.i - 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 1.j - 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 1.k - 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 1.l - 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.
- Policy 1.m - Encourage delivery of an optimum state of ferry service for County residents and the business community at maximum efficiency and lowest cost.
- Policy 1.n - Prohibit use of personal watercraft, such as jet skis, in the waters around and in San Juan County.
- Policy 1.o - Upgrade marine facilities throughout the county with latest low impact designs.
- Goal 2 – Ensure the Washington State Ferry System continues to serve the needs of San Juan County residents and visitors.
 - Policy 2.a – Plan and develop marine transportation systems that consider the following primary factors:
 - 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;
 - Transportation facilities and activities can have significant direct and indirect impacts on land use and circulation patterns and the economic vitality of the community;
 - Cost-effective and time-efficient ferry transportation is essential to island commerce;
 - The County and the State of Washington have separate but complementary responsibilities for inter-island marine transportation; and
 - Washington State ferry routes are the primary economic routes for San Juan County.
 - Policy 2.b – Work with the state and federal government to encourage:
 - The long-term, sustainable funding of WSF service levels and capital funding for ongoing ferry construction needed to replace the aging fleet;
 - 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;

- The dedication of funding needed to construct a commuter parking lot near the Friday Harbor and Lopez Island ferry terminals; and
- 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 2.c - 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 2.d - 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 2.e - 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 2.f - 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 2.g - Actively encourage WSF to:
 - 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;
 - Consider the impacts of proposed service and facility improvements on traffic circulation at island terminals, as well as on County roads and Town streets;
 - Solicit resources to improve transit schedules and connections at ferry terminals and coordinate with Skagit Transit and other transit providers; and

- Promote the development of improved pedestrian, bike, and shuttle access at terminals to encourage walk-ons.
 - Promote operational and/or scheduling changes in preference to expanding terminal facilities;
 - Provide ferry boats in a vessel class that meet the needs of the County
 - Separate the unloading of bicyclists and pedestrians from motor vehicles at island terminals;
 - 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;
 - 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 2.h - 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 2.i - 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 2.j – Support WSF investments in fleet expansion, fleet modernization and transition to low-carbon fuels, and terminal infrastructure improvements.
 - Policy 2.k - 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:

- 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;
- 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;
- 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;
- 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;
- 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;
- Support data gathering and interpretation that provides real information upon which to base ferry operation and scheduling decisions;
- Promote and market the use of non-single occupancy vehicles, combined with transit enhancements;
- Policy 2.1 – San Juan County will take the following steps if ferry service falls below community needs and desires:
 - 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

- 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 2.m - 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 2.n - Work with WSF to develop adequate ferry terminal parking.
- Policy 2.o - 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 2.p – 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 2.q - Support WSF plans to improve resiliency by planning for earthquakes and climate change.
- Policy 2.r - Support continued safe and effective transport of livestock on ferries per WAC 468-300- 700(1)(p).
- Goal 3 - Ensure coordination between Marine Facility and Land Transportation Planning and Improvements.
 - Policy 3.a - 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:
 - 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;
 - 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;
 - 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;
 - Include freight lifting equipment, where necessary or appropriate;
 - 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
 - Work with the local utilities to improve service to all marine locations, where possible.
- Policy 3.b – Prioritize County Marine Facility projects as follows:
 - 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;
 - New County marine facilities on non-ferry served islands without existing County marine facilities;
 - Capacity improvements to existing County marine facilities located on non-ferry served islands;
 - New County marine facilities located on ferry-served islands, which provide primary access to ferry-served islands from non-ferry served islands;
 - Capacity improvements to other existing County marine facilities; and
 - All other new or improved County marine facilities.
- Policy 3.c - 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 3.d - 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.

6.2.G Land Transportation Goals

- Goal 1 - 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 2 - 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 3 - Design and facilitate multimodal transportation and provide intermodal connectivity and improved accessibility.
- Goal 4 - To follow the goals and policies adopted in the San Juan County ROSS Plan for nonmotorized and recreational transportation facilities.
- Goal 5 - 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.
- Goal 6 - Adopt an ADA transition plan in accordance with Title II of the Americans with Disabilities Act.
- Goal 7 - Ensure that road classification, right-of-way designation, design and construction practices facilitate the overall transportation vision of San Juan County.
 - Policy 7.a - 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 7.b - Require dedications of road rights-of-way when discretionary use permits or land division approvals are sought by property owners.
 - Policy 7.c - 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 7.d - 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 7.e - 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 7.f - 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 7.g - 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 7.h - 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 7.i - 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 7.j - Establish alternative design standards for roads on non-ferry served islands that meet the specific transportation needs of these islands.
 - Policy 7.k - 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 7.l - 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 7.m - Prioritize projects providing connectivity of greenspaces, and multi-model transportation corridors between villages and hamlets.
- Goal 8 – Ensure driveway approaches on county roadways, setback and maintenance practices support the overarching transportation vision for San Juan County.

- Policy 8.a - Hold the number of driveway approaches to County roads to a minimum, in order to improve traffic safety and minimize maintenance expenses.
- Policy 8.b - Evaluate all new development to ensure that all structures meet minimum set back requirements from County road rights-of-way.
- Policy 8.c - Conduct maintenance of County transportation facilities by:
 - Assigning first priority to maintaining major and minor collector roads;
 - Keeping transportation facilities in a usable and safe condition;
 - Supporting integrated control of noxious weeds within county road rights-of-way with environmentally responsible practices per SJCC 18.60.090; and
 - 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 9 – 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 9.a - 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 9.b - Adopt vehicle roadway LOS D as adequate for County collector roads.
 - Policy 9.c - 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 9.d - 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 9.e - 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 9.f - 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 9.g - 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 9.h – Active Transportation LOS Standards on the countywide Active Transportation Network are listed below:
 - Green = Active transportation facilities exist with lower levels of traffic stress
 - Yellow = Shoulder present OR low volume, low speed shared use roadway with higher levels of traffic stress
 - Red = No safe active transportation user accommodation where called for in the Active Transportation Network
- Policy 9.i – 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.
- Policy 9.j - 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 10 – Ensure adequate parking is provided for Island residents and visitors
 - Policy 10.a - 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 10.b - 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 10.c - All major transportation facilities should include adequate off-street parking areas.
 - Goal 11 – Plan for and develop a comprehensive Active Transportation Network across the San Juan Islands where feasible.
 - Policy 11.a - 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 11.b - The County and its economic and community development partners should:
 - 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;
 - Identify other ways to foster recognition of rights and responsibilities in the use of County roads by both motorists and cyclists;
 - Sweep road shoulders regularly to facilitate safe use by cyclists and mopeds;
 - Encourage WSF to load and unload bicyclists and mopeds in a safe and efficient manner;
 - 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;
 - Promote the enforcement of road rules and speed limits and educate the public on how to share the road safely, and
 - 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 11 - 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.

6.2.H Intergovernmental and Regional Goals

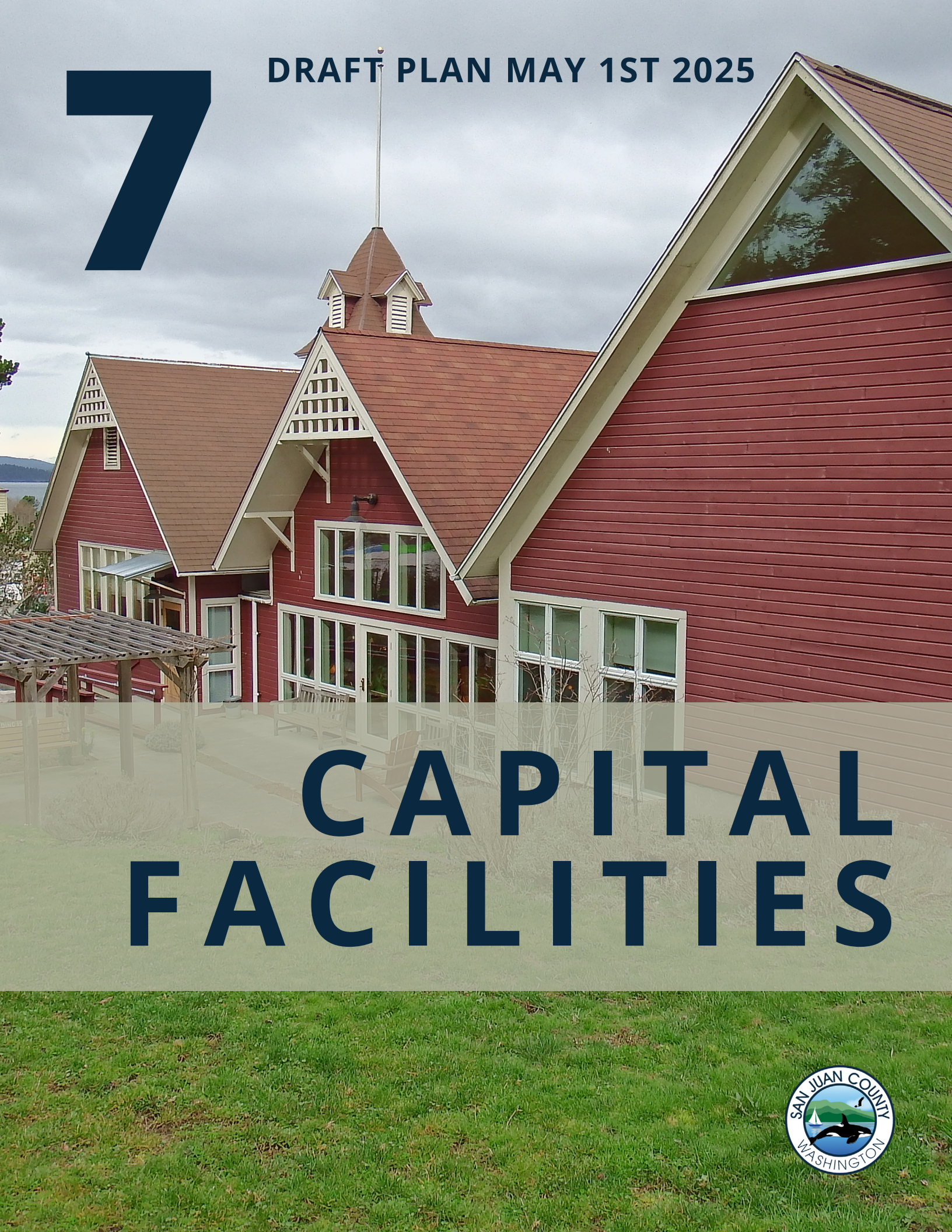
- Goal 1 - Plan, prioritize, and finance transportation improvements in coordination with portions of local, regional and state transportation plans.
- Goal 2 - Facilitate the efficient transportation of people, goods, and services, in order to strengthen the local and regional environment and economy.
- Goal 3 - Identify common regional transportation issues and work cooperatively with other agencies, jurisdictions, and regional organizations to develop solutions to transportation system challenges.
- Goal 4 - 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.
 - Policy 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 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 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 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 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.
 - Policy 6 - Identify and encourage the development of transportation projects that have local and regional benefits and cost-sharing efficiencies.
 - Policy 7 - 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 8 - Coordinate with transportation planners in Whatcom, Island and Skagit counties and Canada to develop compatible transportation recommendations that support efficient trade and commerce.
- Policy 9 - Coordinate with Skagit County to support the continued provision of ferry service between Anacortes-San Juan Islands and Vancouver Island, B.C.
- Policy 10 - 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 11 - Coordinate with WSF, the Skagit County RTPO, and the Whatcom RPTO to improve intermodal connectivity between public transit operations on the mainland and WSF ferry service.

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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.

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.

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.

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 ¹²	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.

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.	<ul style="list-style-type: none"> • 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.	<ul style="list-style-type: none"> • 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.

- 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.

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

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).

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.

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.

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.

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.

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.

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).

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.
- 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.

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.

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.

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.

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.

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.

DRAFT PLAN MAY 1ST 2025

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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.

This Element supports the Plan Vision and fulfills 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 both the Utilities and Capital Facilities Elements and Inventories. 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.

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 OPALCO'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

Globally, we face a climate crisis induced by human-generated greenhouse gas emissions. In recent years, we have observed wildfires, drought, lack of snowpack, and increased ocean acidification in the Pacific Northwest¹. Governor Inslee's Executive Order 14-04 includes key areas for addressing climate change, including rapidly reducing carbon emissions and improving energy efficiency². Washington state's 2021 Energy Strategy and Clean Energy Transformation Act (CETA) call for a 50% reduction of greenhouse gas

¹ <https://fortress.wa.gov/ecy/publications/documents/1902031.pdf>, pg. x

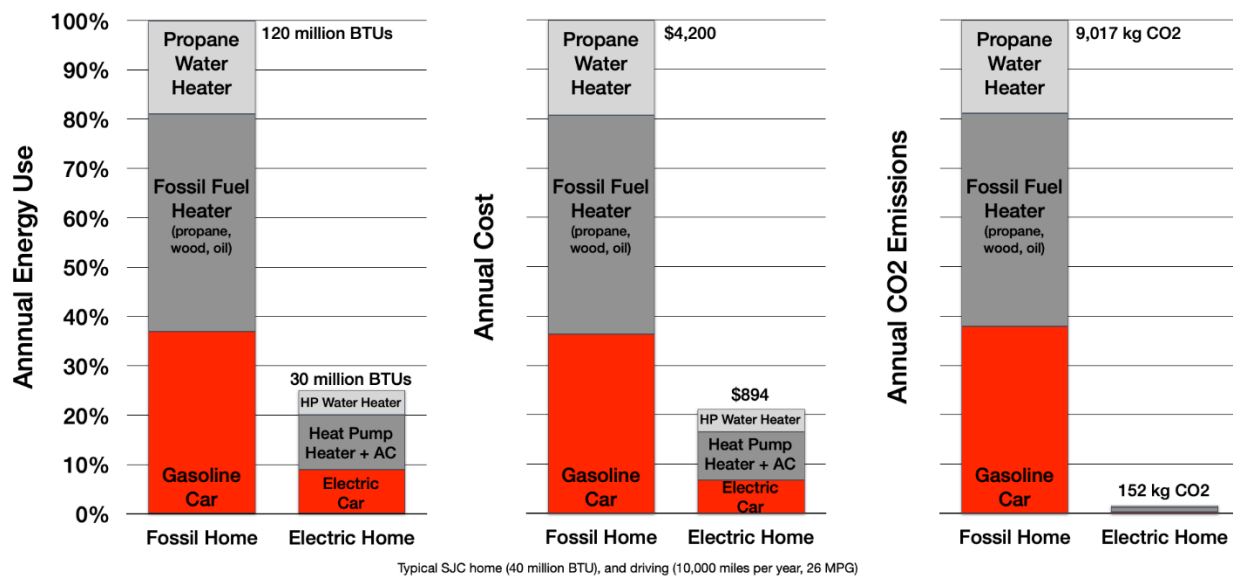
² https://www.governor.wa.gov/sites/default/files/exe_order/eo_14-04

emissions (GHGs) by 2030 and net-zero emissions by 2050. Washington state estimated this will double electric load by 2050.

In San Juan County, about 70% of GHG emissions come from just two sectors, transportation and heating. 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. Additionally, modern heat pumps and EVs are 3 to 6 times more efficient than their fossil-fueled counterparts.

Thirty five percent of county residential energy use is for heating, and over half of energy use is for transportation. Modern electric heat pumps and transportation costs up to 75 percent less than fossil-fueled heating and transportation, helping keep dollars in the local economy³. The chart below shows how electric heat pumps and transportation in San Juan County are more energy efficient, cost less, and reduce CO2 emissions compared to their fossil-fueled counterparts.

Figure 8.1
Fossil Fuel vs Electric - Energy Use, Cost, and CO2 Comparison



Washington State’s 2021 Energy Strategy estimates the electrification of transportation and heating will nearly double electricity demand by 2050. Over this same period, the electrification of transportation and heating is estimated to reduce greenhouse gas emissions by 72 percent⁴. The number of Electric Vehicles (EVs) in the county increased by

³ OPALCO analysis, US Department of Transportation, WA State Department of Transportation

⁴ The Brattle Group

17% in 2024 as they became less expensive and provided longer ranges⁵. At the start of 2025 there are 1,094 EVs and plugin hybrid EVs registered in the county. San Juan County now has the state's highest per capita share of electric vehicles. The State recently used Climate Commitment Act funds to provide innovative EV leasing rebates to low-income households.

In 2019, Washington State Ferries (WSF) announced that it would begin transitioning its diesel ferry fleet to hybrid-electric. The anticipated 2035 ferry electrification will further increase electricity demand. Ferry electrification is an effort to drastically reduce greenhouse gas emissions. Currently WSF account for more than one-third of all county GHG transportation emissions.

Hydropower plays a crucial role in the 2019 WA Clean Energy Transformation Act (CETA) and Washington's 2021 Energy Strategy by providing reliable energy to stabilize intermittent renewable sources like solar and wind. But hydropower is in decline, due to accelerating reduction of snowpack from climate change. Most snowpack in Washington is estimated to be gone in the next 50 years.

In 2024, BPA and the Northwest Power & Conservation Council published an analysis showing regional mainland power supply shortfalls of 30 to 70 GW in the coming decade, with over 400 GW needed across the western region.⁶

This supply/demand shortfall is driven by several factors:

- Electrification of transportation and heating, population growth, tech manufacturing, and data centers.
- Supply is decreasing – as coal power plant shutdowns are happening faster than replacement renewable energy projects can be permitted.

OPALCO expects unplanned mainland outages and rolling blackouts to increase between now and 2035. In addition, OPALCO estimates the two mainland submarine cables will reach their maximum capacity by 2035. The need for locally generated electricity from local renewables and other sources is vital to prevent economic disruption and preserve the County's environment.

OPALCO has very successful energy efficiency and rooftop solar programs in place. They have achieved California levels of efficiency and rooftop solar production, yet rooftop solar

⁵ WA State Department of Transportation

⁶ NWPCC 6 August 2024 Planning and Analysis Study

will only supply a small fraction of what is needed – less than 5% of the 2035 load. The rest will need to be met by local utility-scale generation and storage.

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 218 acres per island. This represents about 0.5% of all county land. Siting electric facilities serving locally generated electricity and its supporting infrastructure also supports the deployment of electric ferry and public transportation systems while reducing the need for mainland GHG-emitting fossil-fueled generation facilities.

Many countries are deploying microgrids in cooperation with farmers. Agrisolar is a blend of agriculture and solar energy production and 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.

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.

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 be fit into the landscape of the Islands appropriately.

Once a resource is at grid parity or better, it can be added into OPALCO’s energy portfolio to replace or moderate the cost of legacy energy sources. OPALCO expects that local renewable energy resources will become competitive with mainland power wholesale electric rates and reach grid parity around 2028. OPALCO is transitioning to a more locally generated energy mix, which could include member-generated energy (solar, wind, micro-hydro), Community Solar, utility-scale solar, tidal energy, and other new technologies.

OPALCO expects that up to fifty percent of County energy could be generated locally by 2040⁷.

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 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. The County Vision states, "Our community strives for energy independence...we use renewable energy."

San Juan County has implemented permit streamlining before. Ten years ago, during the broadband crisis, OPALCO and the county collaborated on developing Joint Use Wireless Facilities. This shared infrastructure used by multiple wireless service providers fostered the rapid development of reliable, ubiquitous cellular service in the County, improving healthcare, emergency services, public safety communications, and economic activity.

County land use designations should be similarly reviewed and updated for siting renewables. Increasing energy independence from the mainland will require 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 the achievement of the vision of "energy independence."

A streamlined permitting process provides permitting predictability while still retaining safeguards. All projects must comply with existing building regulations and go through the State Environmental Policy Act (SEPA) process that analyzes environmental impacts, including: Critical areas, Wetlands, Grading and clearing, Air quality, Ground water, Flood plain, Discharge of waste, Runoff, Invasive species, Comp Plan alignment, Light, Historical and cultural, Endangered species, Preservation, Storm water planning, Fire, and more depending on site specifications.

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.

The County should seek to decrease demand for propane as the population increases by encouraging alternative renewable energy sources, such as home and utility-scale solar energy installations. There have also 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.

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.

- **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.

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.

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.

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 minimize adverse impacts to the County's shorelines and rural character.

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.

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 utility-scale solar projects and provide technical assistance to increase individual home solar installations and collaboration with farmers on agrisolar projects.

Policy U 6.3

Encourage utility providers, Washington State Department of Transportation (WSDOT), and the public to reduce greenhouse gas emissions.

Policy U 6.4

Adopt regulations that allow facilities that support the generation and distribution of electricity for cleaner transportation including electric vehicles and electric ferries.

Policy U 6.5

Encourage the provision of electric vehicle chargers at key destinations throughout the County.

Policy U 6.6

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 6.7

Work with utilities and the public to develop a specific solar siting policy for utility-scale solar projects that collaborate with farmers, and siting on urban core/ impervious areas rooftops, and already impacted developed land.

Goal U 7

Collaborate with the Orcas Power and Light Co-Operative (OPALCO) in achieving its goals for local energy resiliency.

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 minimize 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 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.

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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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.

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.

- 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 capital¹ 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, five 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 Islands ferry service, vessels, and infrastructure including by encouraging the training of necessary personnel and investing in more efficient, quieter ferries for the San Juan Islands route.



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.

DRAFT PLAN MAY 1ST 2025

11



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](#)

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.

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:

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

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.
- ❖ 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°C² (2.7°F) above pre-industrial levels, global CO₂ emissions must be reduced by about 48% by 2030, reaching net zero around 2050³. However, climate action at all levels of government will need to take place to achieve these targets and limit the severity of climate impacts.

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 Climate Change [Core Writing Team, H. Lee and J. Romero (eds.)]. IPCC, Geneva, Switzerland, pp. 1-34, doi: 10.59327/IPCC/AR6-9789291691647.001

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 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

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. Chegwidan, 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>.

provide a summary of the CVA findings, which guided goal and policy development for the resilience sub-element; view the full report⁸ 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 systems, surface water), wastewater (sewer/septic), and water supply (groundwater, surface water).

⁸ [San Juan County Climate Vulnerability Assessment 2025](#)

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 Report¹⁰ 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 to reduce local GHG emissions, in line with meeting Washington State's target of net-zero emissions by 2050. San Juan County will

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 \(2022\)](#)

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

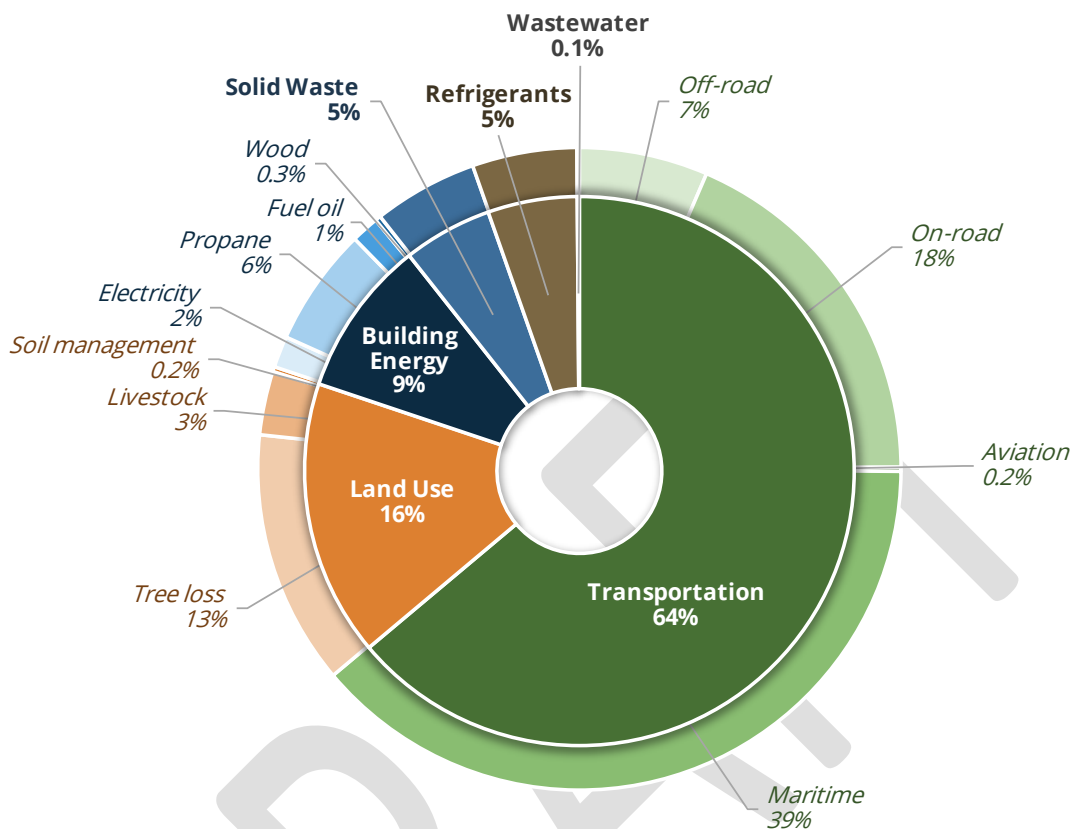
Communitywide Greenhouse Gas Inventory

In 2019, San Juan County's residents, businesses, County operations, and visitors produced an estimated 177,830 metric tons of carbon dioxide equivalent (MTCO₂e), equivalent to approximately 10 MTCO₂e per capita. The emissions produced by San Juan County's community were produced by the sources shown in Figure 1. 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)

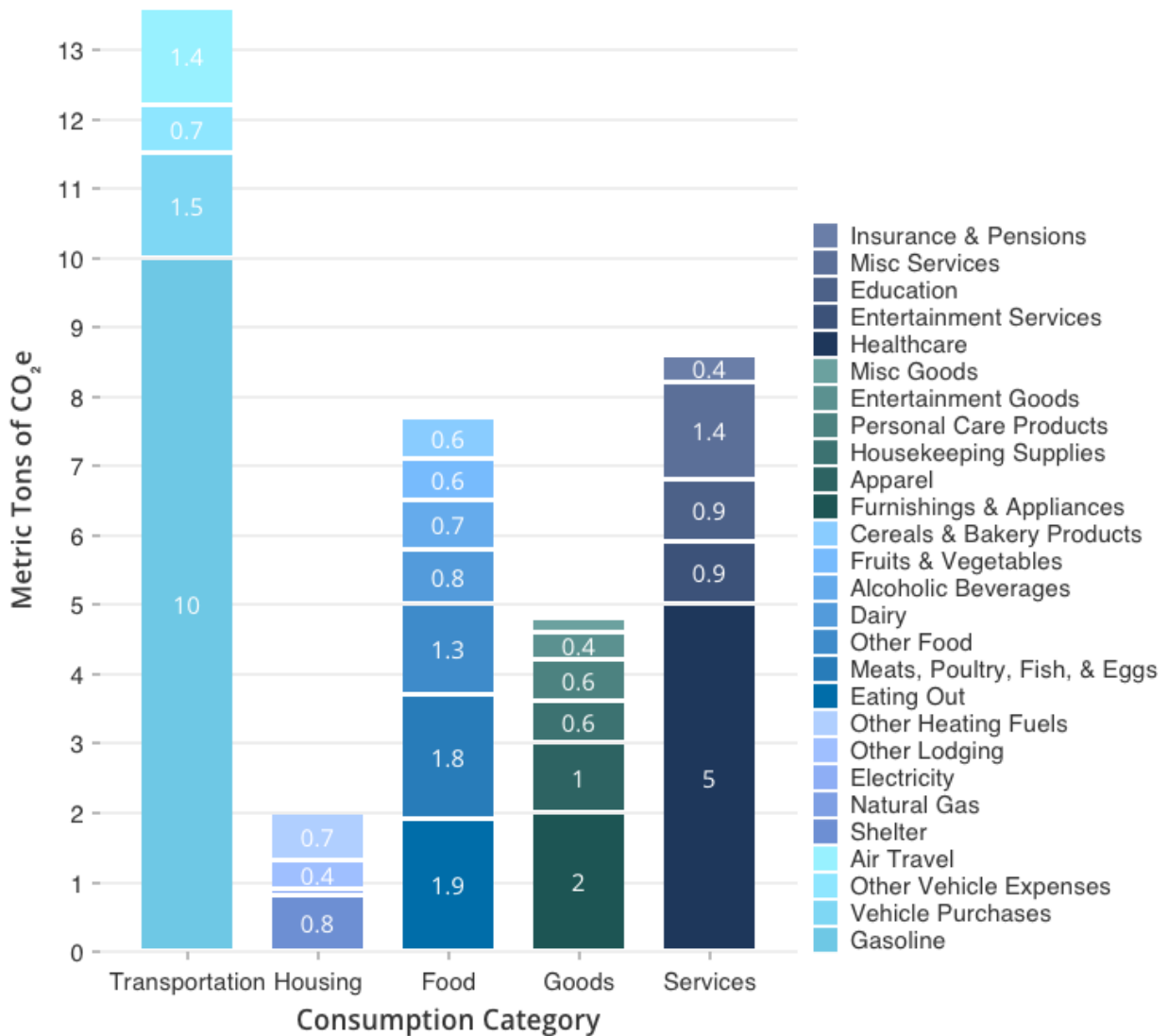


Consumption-based Emissions Inventory

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 2.

Figure 11.2.
San Juan County household consumption-based emissions (MTCO₂e, 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.

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.

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.

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.

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

Enhance existing energy efficiency codes by developing incentives for on-site renewable electric generation in the built environment to help balance grid demand and reduce impacts from expansion of green energy into natural areas and agricultural lands.

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.

Policy C 7.1

Encourage land and marine managers, farmers, and landowners to identify opportunities for additional 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

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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.

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.

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.

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.

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;

- 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.

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

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.

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

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POPULATION FORECAST AND LAND CAPACITY ANALYSIS

1

appendix



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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.

Figure 1
2045 San Juan County Population Forecasts by Island, 2023-2050, Based on OFM Medium

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:

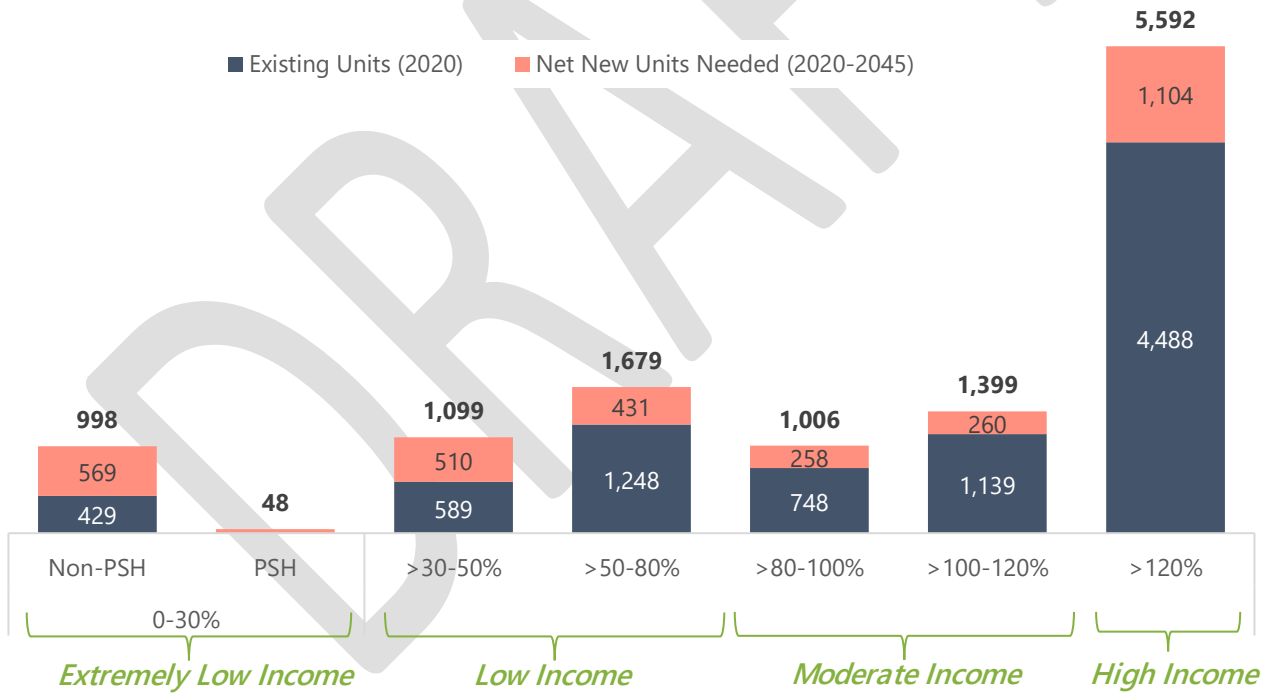
Figure 3
Commerce HAPT Tool Housing Projection Methodology



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



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

	% of Total	Total	0-30%							Emergency Housing Needs
			Non-PSH	PSH	>30-50%	>50-80%	>80-100%	>100-120%	>120%	
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

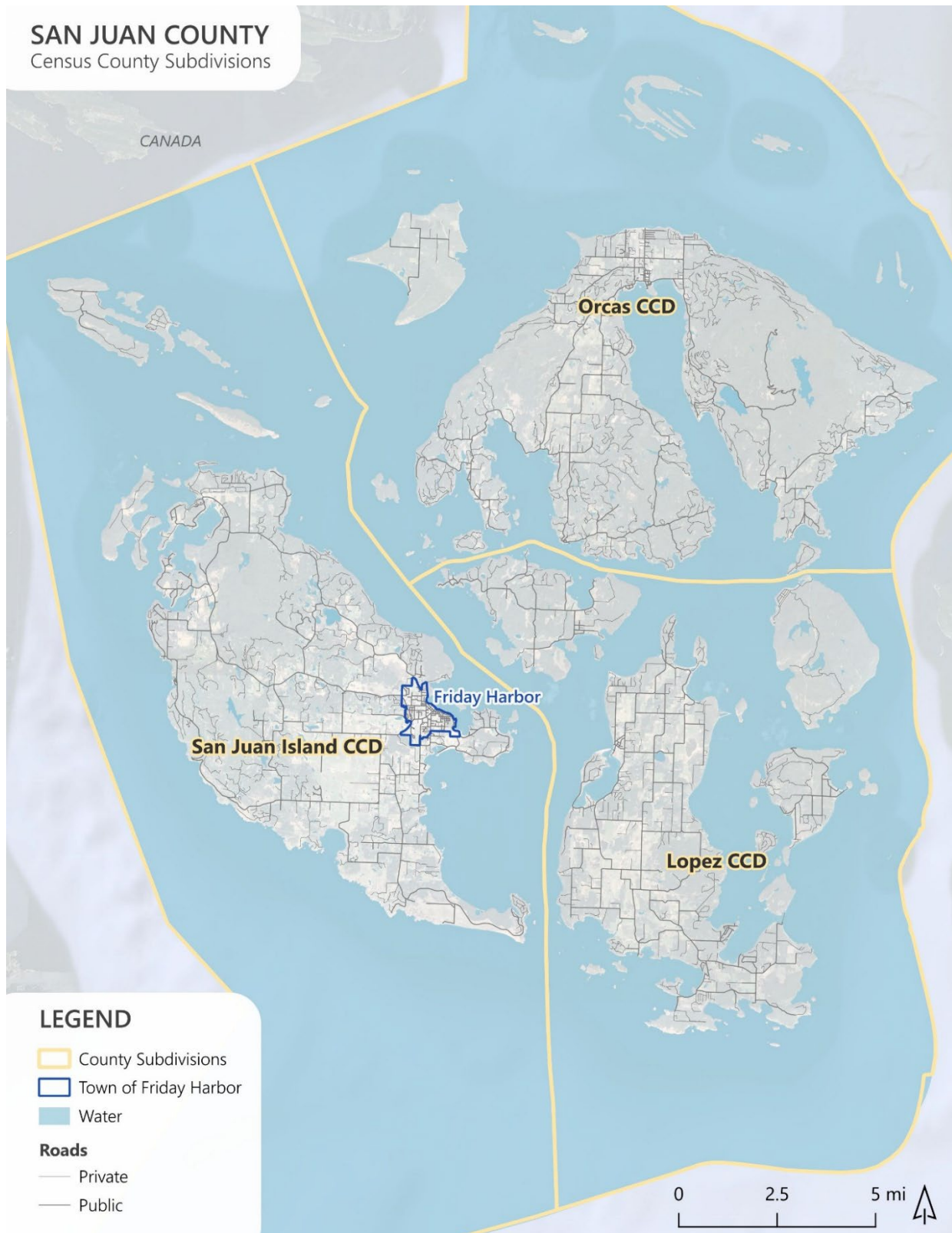
Employment Projections

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 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

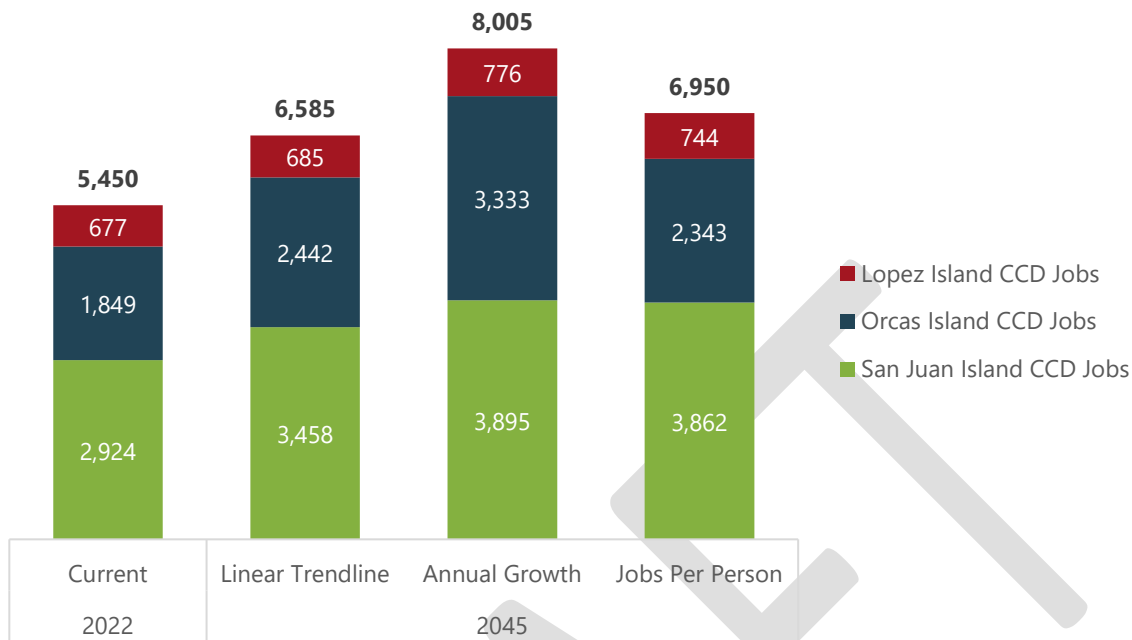
	2022-2045
	Net New Jobs
San Juan Island	
CCD	938
Friday Harbor	563
Orcas Island CCD	494
Eastsound UGA	247
Lopez Island CCD	67
Lopez Village	34
Countywide Total	1,499

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.

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
 - 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:

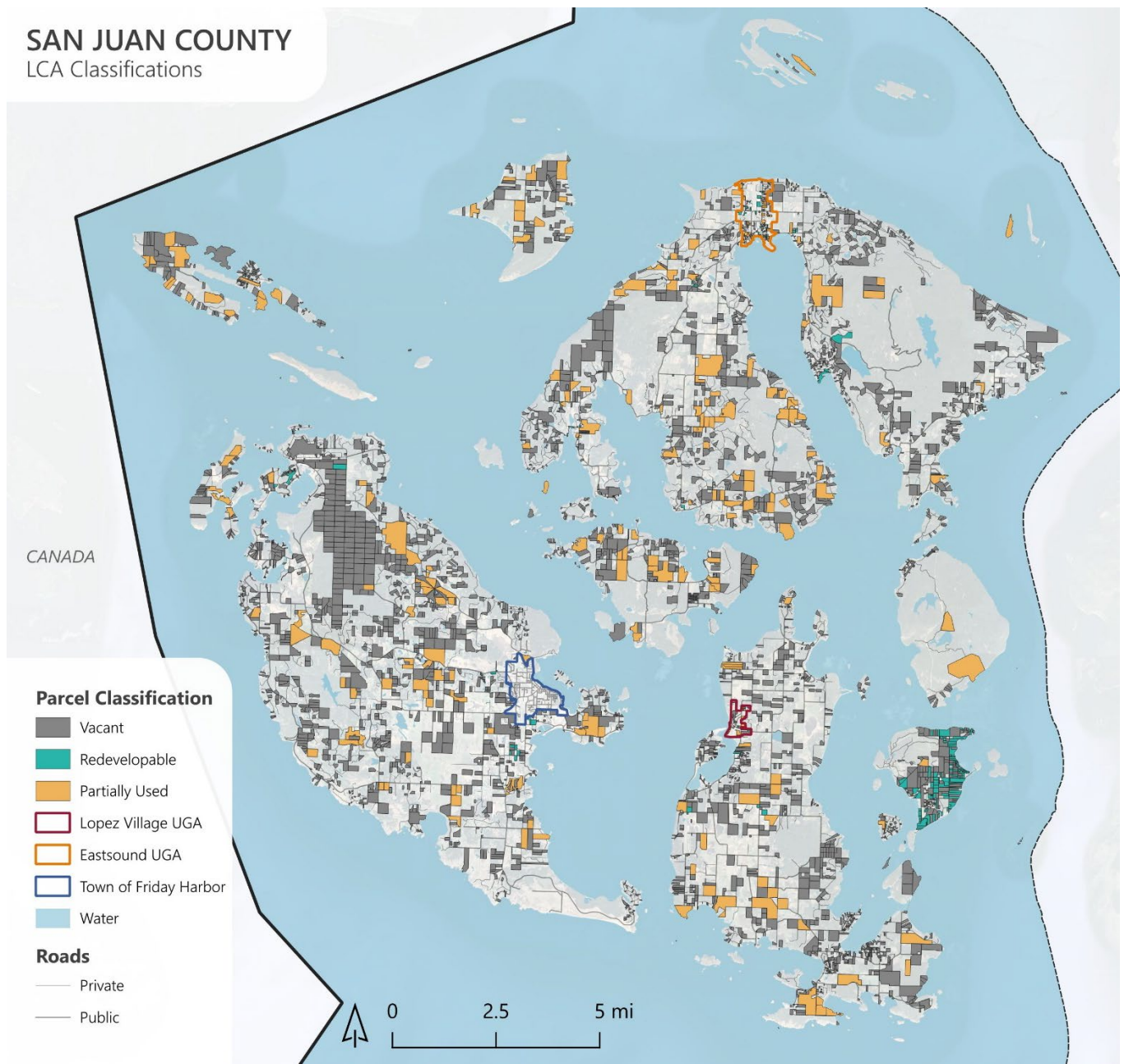
- All parcels in land use designations N (Natural), EN (Eastsound Natural), OCC (Olga Community Center), and HP (Hamlet Park)
- Parcels owned by the San Juan County Conservation Land Bank
- Mobile home parks
- Common areas of Condominiums
- All parcels which are made up entirely of a parking lot, regardless 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 finalized 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.

Figure 11
San Juan County Land Capacity Analysis Parcel Classifications



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:

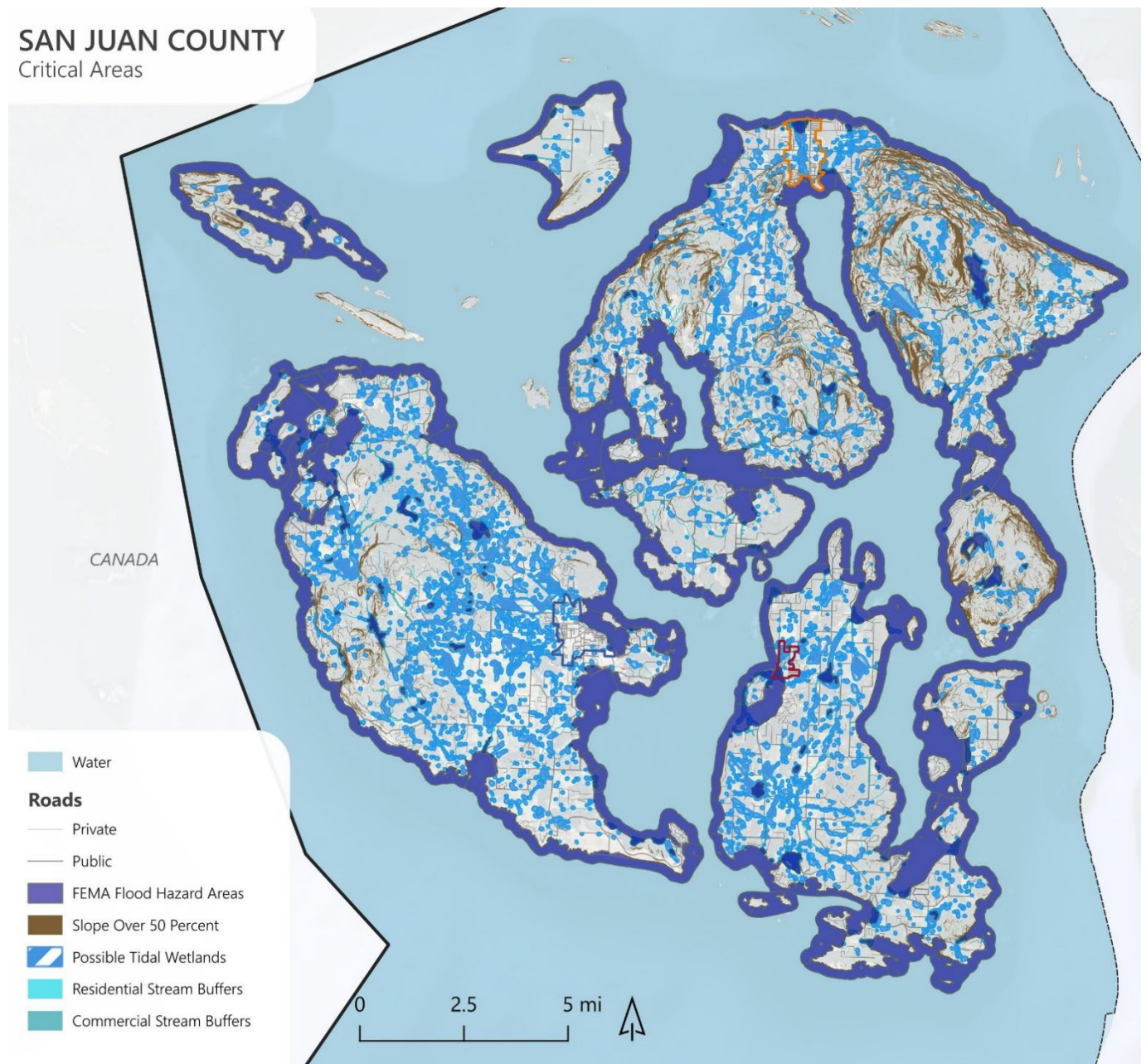
- **Wetlands:** The County's possible wetland inventory.
- **Streams:** The County's base stream dataset as well as the WFC stream dataset provided by the County, with stream centerlines and an assumed 35 feet of non-buildable area on either side of the centerline, corresponding with Tree Protection 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
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

UGA	Land Use Designation	Vacant			Redevelopable			Partially Used			Total Net Developable Acres	
		Gross Acres	Unconstrained Gross Acres	Net Acres	Gross Acres	Unconstrained Gross Acres	Net Acres	Gross Acres	Unconstrained Gross Acres	Reduction Factor		
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

Figure 14
Developable Acreage in LAMIRDS for Land Capacity Analysis

Activity Center (LAMIRD)	Land Use Designation	Vacant			Redevelopable			Partially Used			Total Net Developable Acres	
		Gross Acres	Unconstrained Gross Acres	Net Acres	Gross Acres	Unconstrained Gross Acres	Net Acres	Gross Acres	Unconstrained Gross Acres	Reduction Factor		Net 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

Island	Land Use Designation	Vacant			Redevelopable			Partially Used				Total Net Developable
		Gross Acres	Unconstrained Gross Acres	Net Acres	Gross Acres	Unconstrained Gross Acres	Net Acres	Gross Acres	Unconstrained Gross Acres	Reduction Factor	Net Acres	
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

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. 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.

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.

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

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	Assumed 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	Eastsound 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.

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

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

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 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%
<i>Lopez Village UGA (SAEP)</i>	<i>146</i>	<i>27</i>			<i>18.49%</i>	
Orcas CCD	4,542	1,813	1,557	34.89%	39.92%	34.28%
<i>Eastsound UGA (SAEP)</i>	<i>745</i>	<i>164</i>			<i>22.01%</i>	
San Juan CCD	5,861	1,671	1,416	32.15%	28.51%	24.16%
<i>Friday Harbor</i>	<i>1,397</i>	<i>219</i>	<i>106</i>	<i>4.21%</i>	<i>15.68%</i>	<i>7.59%</i>
<i>Unincorporated</i>	<i>4,464</i>	<i>1,452</i>	<i>1,310</i>	<i>27.94%</i>	<i>32.53%</i>	<i>29.35%</i>

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 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% AMI, 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.

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

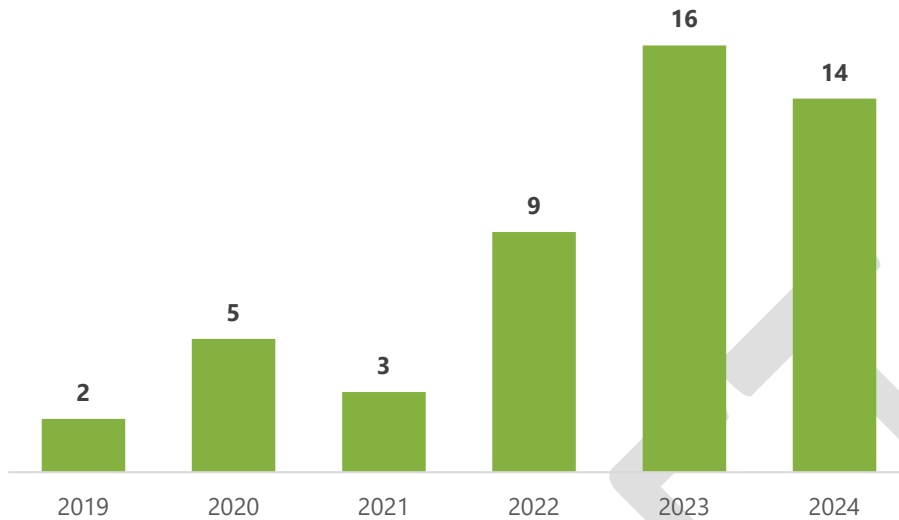
Other Assumptions

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.

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.

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 8 per year outside of UGAs. 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
<i>% of Countywide Capacity</i>	<i>7.8%</i>
<i>not to exceed 10% per Commerce</i>	

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.

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)

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					
0-30 Non PSH	83	220	45	175	175	0
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					
0-30 Non PSH	0	213	0	213	213	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

Figure 42
Total San Juan County (Excluding Friday Harbor) Housing Needs and Capacity, 2020-2045

Income Band	Aggregated		Pending Units	Remaining Needs	Total Capacity	Surplus/ Deficit
	Housing Needs	Housing Needs				
0-30 PSH	22					
0-30 Non PSH	258	879	108	771	544	(227)
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 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.

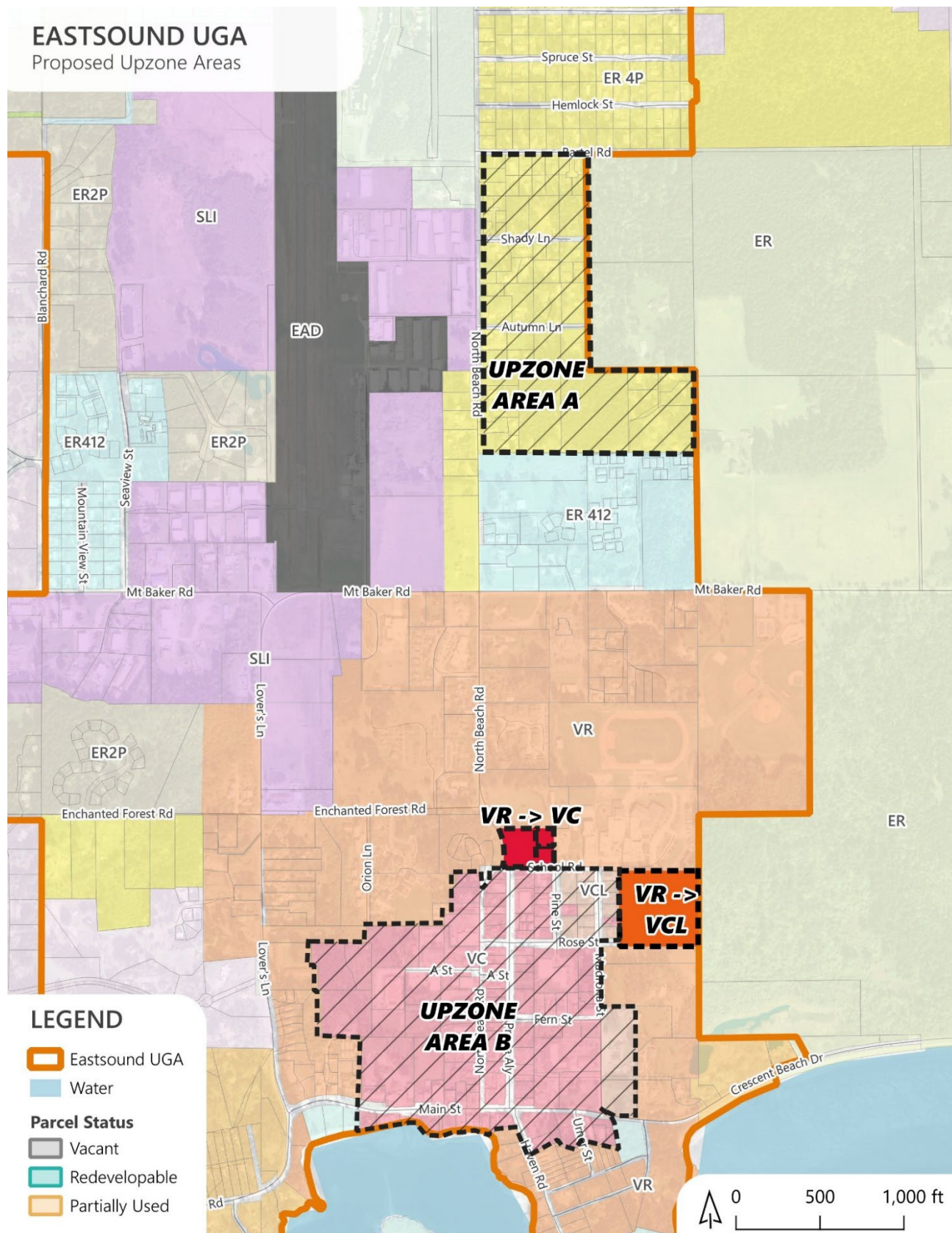
Proposed Eastsound UGA Land Use Changes

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 Figure 44.

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Figure 44
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 Figure 44. These parcels would add capacity for an additional **20** units of low-income housing.

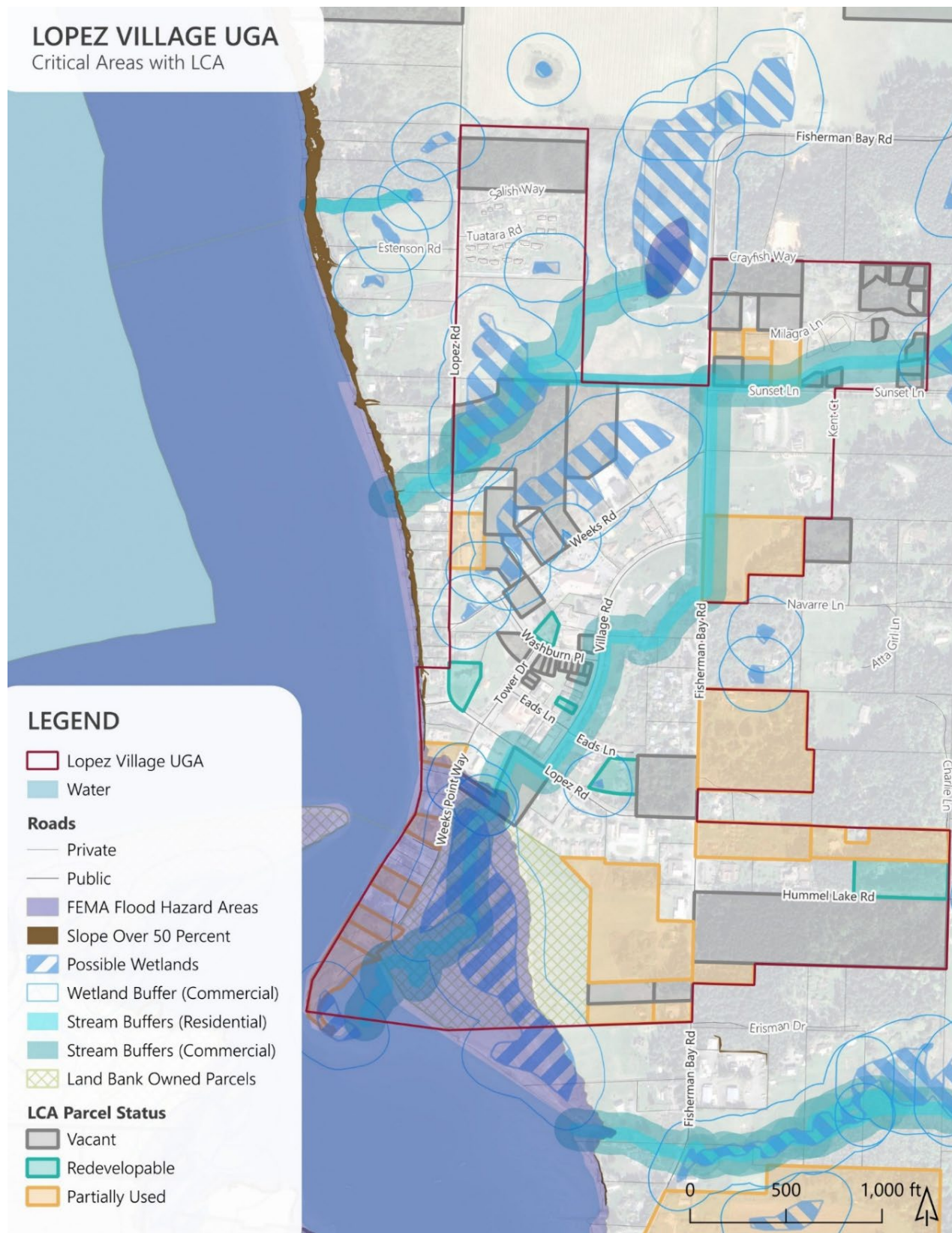
In total, these upzones within the UGA would add capacity for 114 total units, **89** of which could serve households earning 0-80 percent AMI. This additional capacity from densification is not sufficient to address the 227-unit deficit at 0-80 percent AMI shown above in Figure 42.

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.

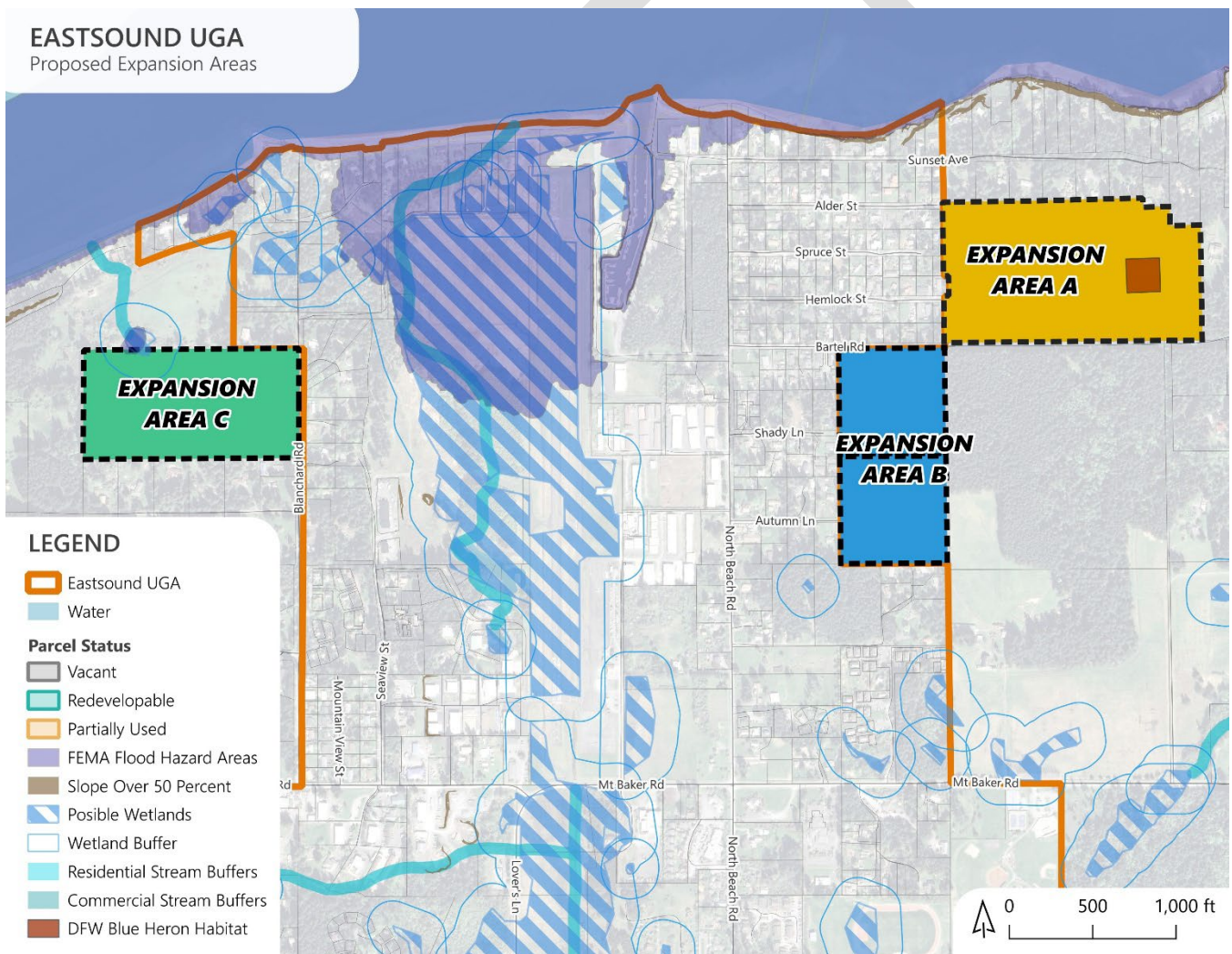
Figure 45
Lopez Village UGA Critical Areas and Land Capacity Analysis Parcel Classifications



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 than Bartel Road. This area, if upzoned to ER412, could provide capacity for **45** additional low-income units.

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		108	771	822	52	(227)
30-50	231	879					
50-80	368						
80-100	220		56	386	669	282	201
100-120	222	442					
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

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.

DRAFT PLAN MAY 1ST 2025

**JOINT
PLANNING
POLICIES WITH
THE TOWN
OF FRIDAY
HARBOR**

2

appendix



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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.

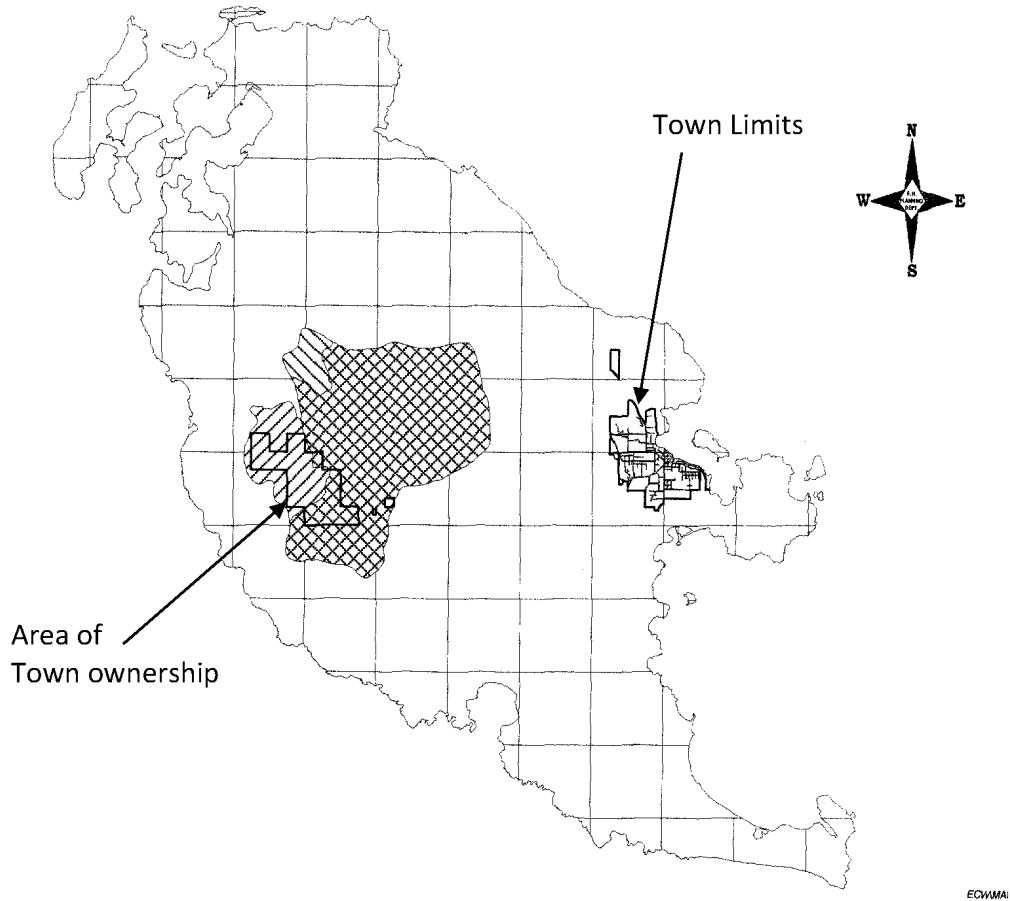
Policies for Designation of Unincorporated Urban Growth Areas

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

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**FRIDAY HARBOR
UNINCORPORATED
UGA
MANAGEMENT
AGREEMENT**

3

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APPENDIX 3. FRIDAY HARBOR UNINCORPORATED UGA MANAGEMENT AGREEMENT

When recorded, return to:

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350 COURT STREET, NO. 1
FRIDAY HARBOR, WA 98250

Auditor File #: 2008 0717027

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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

**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.

*Appendix 3
FHUGA Management Agreement*

4

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.

//

2008 0717027 PAGE 7 OF 10
SAN JUAN COUNTY, WASHINGTON

TOWN OF FRIDAY HARBOR

By: David F. Jones 7/3/08
DAVID F. JONES, Mayor Date


**APPROVED AS TO FORM ONLY
DONALD E. EATON**

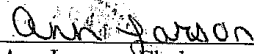
By: Donald E. Eaton 7/7/08
DONALD E. EATON Date

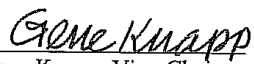
ADOPTED this 8th day of July 2008.

COUNTY COUNCIL
SAN JUAN COUNTY, WASHINGTON

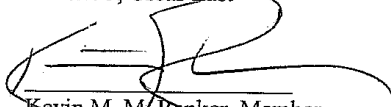
ATTEST: Clerk of the Council

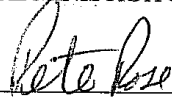

Howard Rosenfeld, Chair
District 3, Friday Harbor

By: 
Ann Larson - Clerk
Date: 7/8/2008

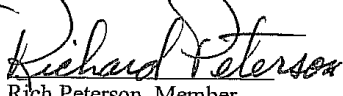

Gene Knapp, Vice-Chair
District 5, Orcas East

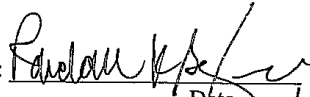
REVIEWED BY COUNTY
ADMINISTRATOR

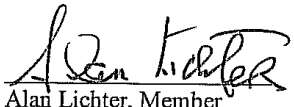

Kevin M. M. Rasker, Member
District 1, San Juan South

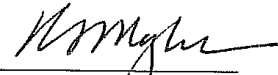

Pete Rose Date: 7/8/08

APPROVED AS TO FORM ONLY
RANDALL K. GAYLORD


Rich Peterson, Member
District 2, San Juan North

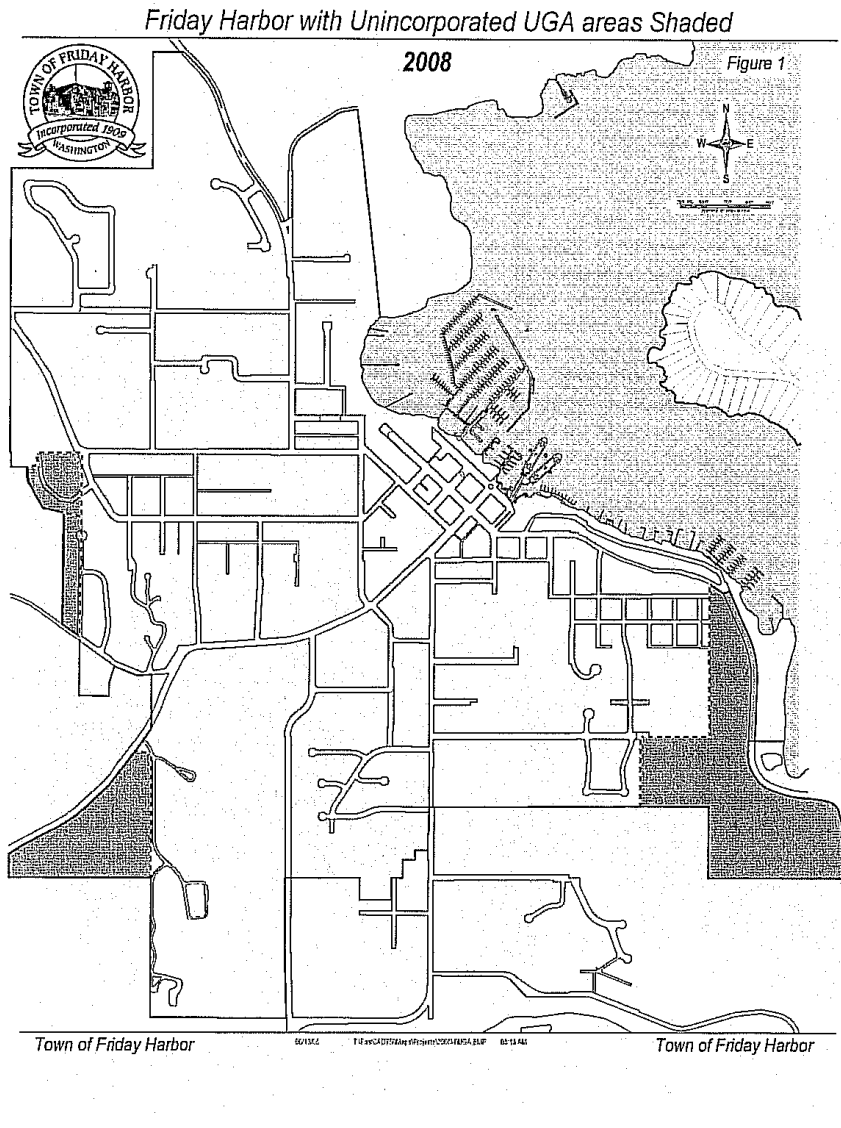
By: 
Date 7/8/2008


Alan Lichter, Member
District 4, Orcas West/Waldron


Bob Myhr, Member
District 6, Lopez/Shaw

C:\Documents and Settings\jone\Desktop\UGA Mgt Agreementver061908.doc

Exhibit A



2008 0717027 PAGE 10 OF 10
SAN JUAN COUNTY, WASHINGTON

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

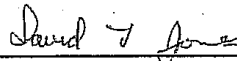
WHEREAS, the Town and the County have reached agreement on the location of the boundaries for the new unincorporated urban growth area and on the provisions to be set forth in a new Unincorporated Urban Growth Area Management Agreement; and

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 Growth Area Management Agreement, a copy of which is attached hereto.

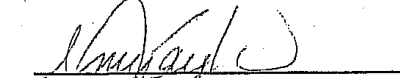
ADOPTED this 3rd day of July 2008.

TOWN OF FRIDAY HARBOR



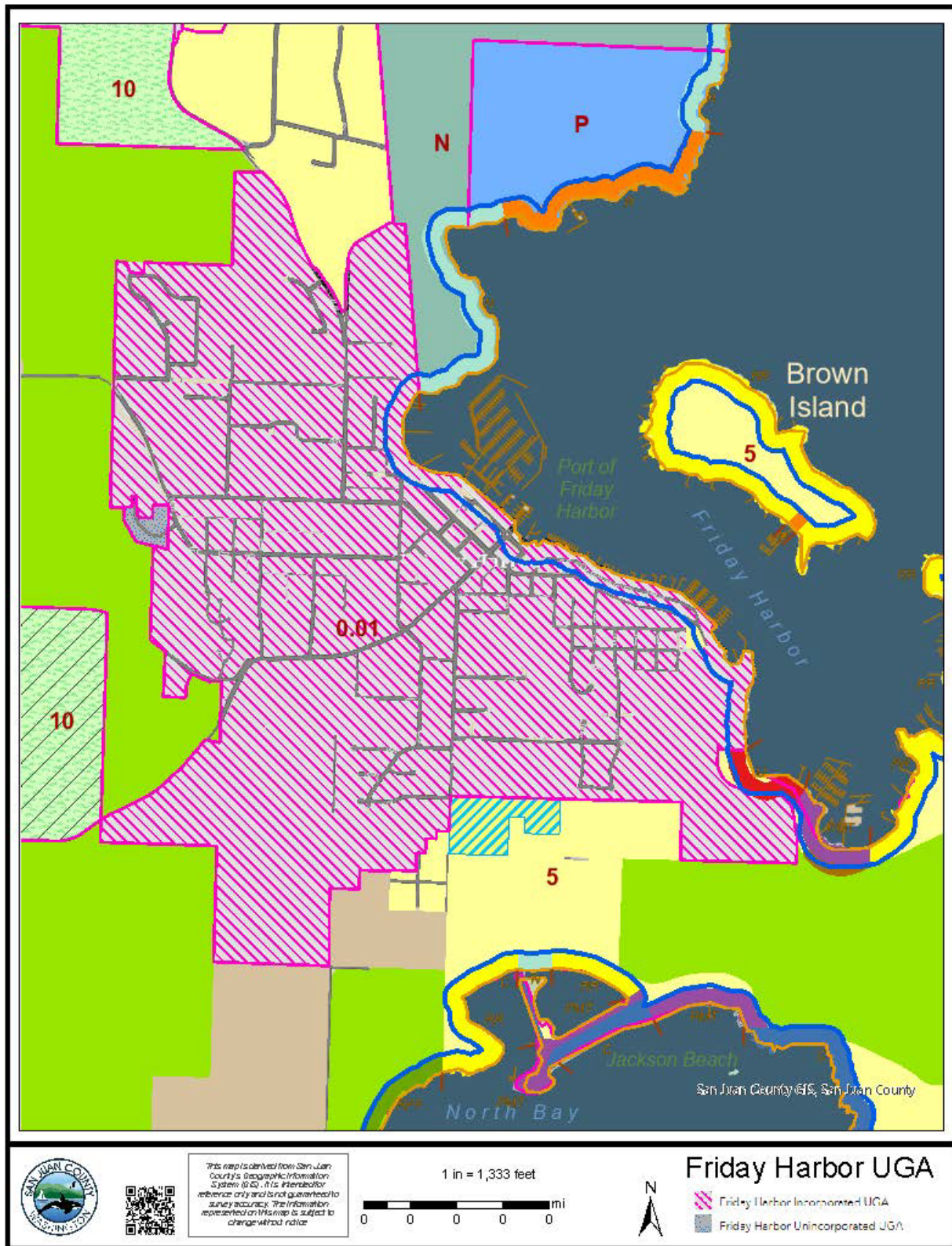
David F. Jones, Mayor

SEAL of the
Town of Friday Harbor
ATTEST:


Amy E. Taylor, Town Clerk

\\Clyde\TFH_Users\TownClerk\ADMIN DOCS\RESOLUTION\2008\1656dRes.doc

Figure 1
Map of Friday Harbor Urban Growth Area



DRAFT PLAN MAY 1ST 2025

WATER RESOURCES

4

appendix



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DRAFT

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>

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/explorer?location=48.598964%2C-122.987300%2C10.90

Washington State Department of Ecology. (2024). *Water Rights Search*.
<https://appswr.ecology.wa.gov/waterrighttrackingssystem/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/WCLWebMap/default.aspx>

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>

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>

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>

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>

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:

On Lopez and Orcas Island groundwater is tested via a network of well locations 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>

MacDonald, M. (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

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=>

DRAFT PLAN MAY 1ST 2025

HOUSING NEEDS ASSESSMENT

5

appendix



APPENDIX 5. HOUSING NEEDS ASSESSMENT

Housing Needs Assessment is in progress as of May 1, 2025.

DRAFT PLAN MAY 1ST 2025

TRANSPORTATION

6

appendix



DRAFT

APPENDIX 6

TRANSPORTATION

April 29, 2025

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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



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 taxiway 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.

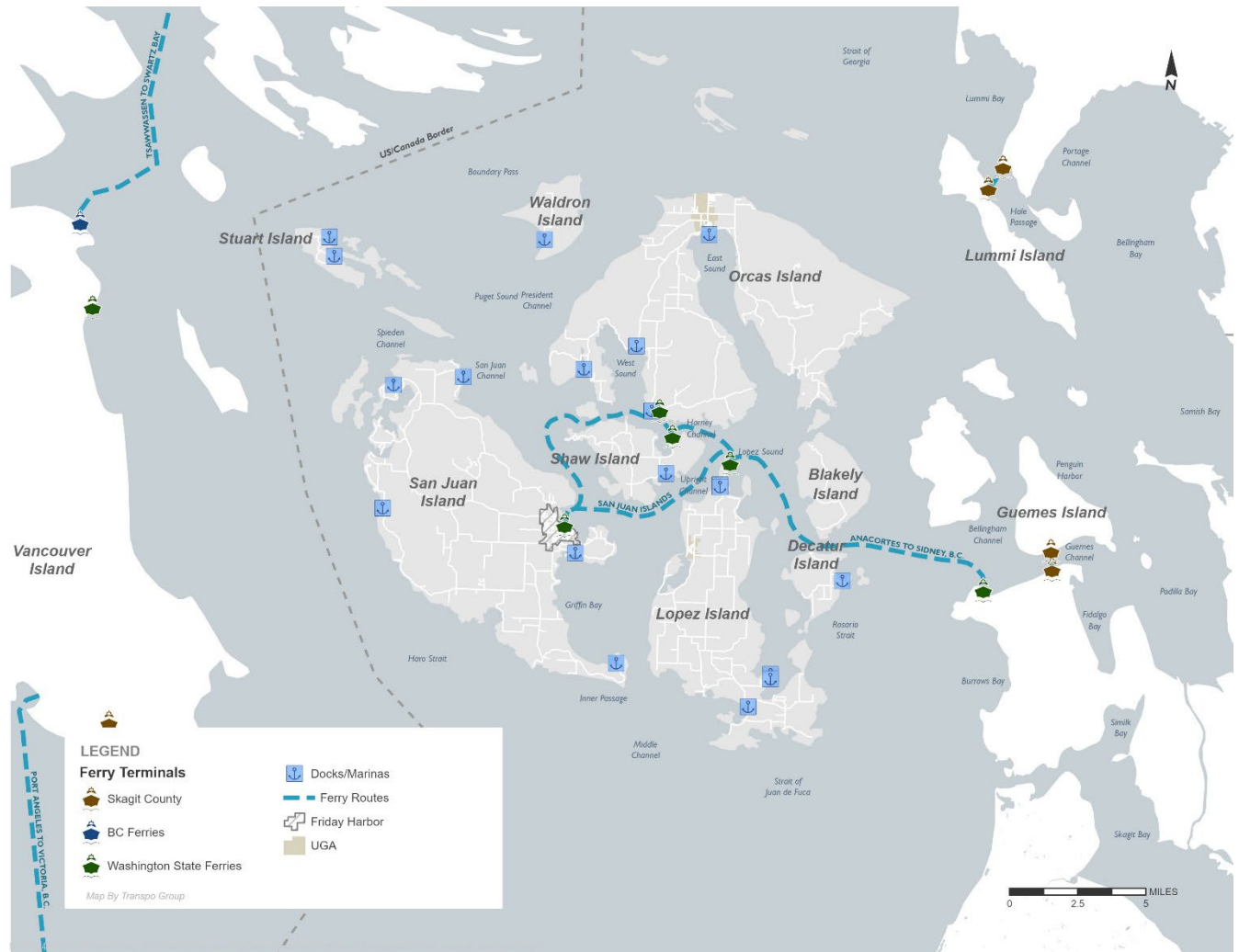
1. Washington State Ferry System

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 summer and winter schedules, with fewer sailings in winter 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 Coastguard, among others. As of January 2025, WSF is undertaking a process to revise 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. In August 2024 alone, the inter-island route had 110 cancellations out of a total of 502 scheduled sailings; a cancellation rate of almost 22%. 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 2024 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 January 2024 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 2028.

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. As of January 2025, Island Water Taxi has been providing a by-donation inter island passenger service as a stop gap whenever the regular inter island route operated by WSF is cancelled. This initiative is 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 is 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 Figure 3:

- 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.

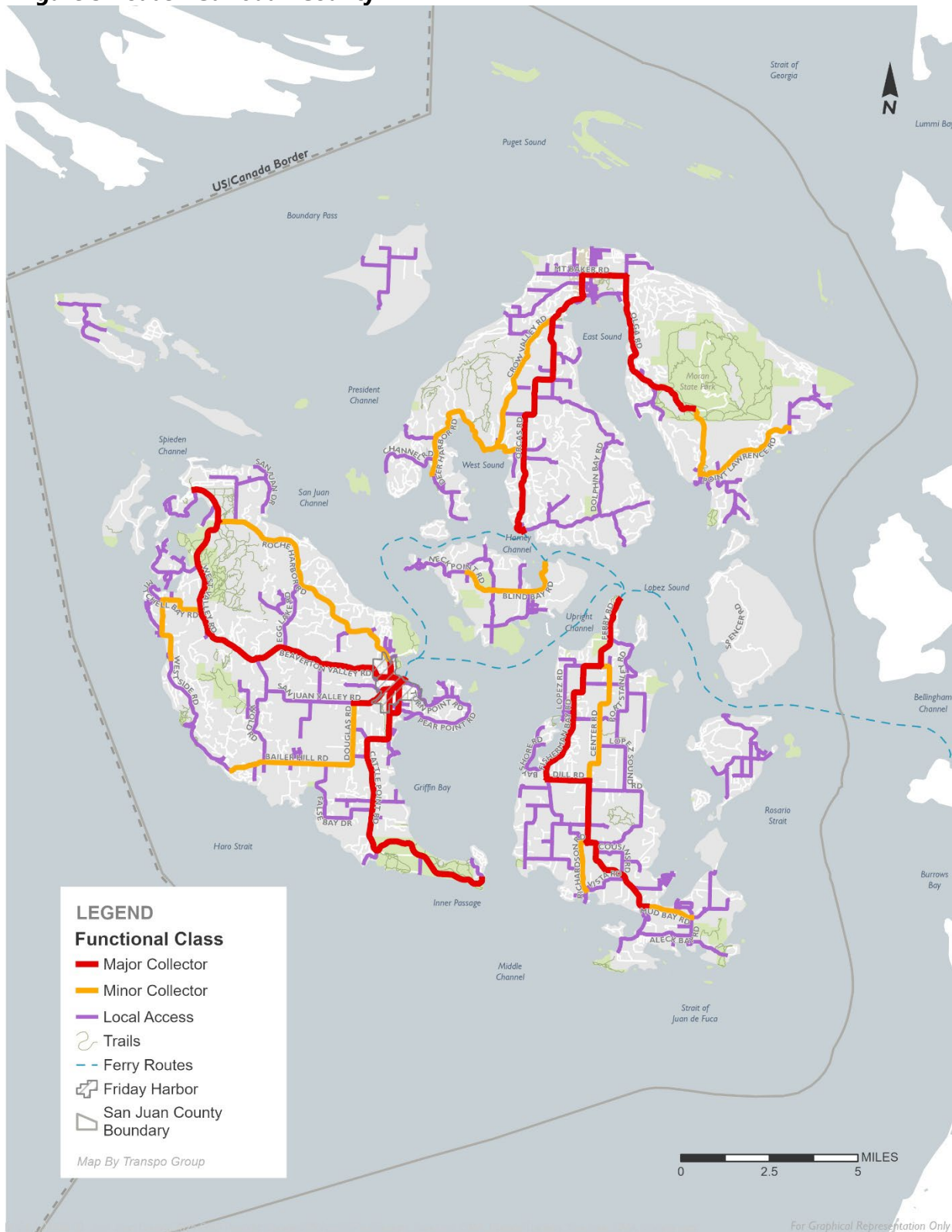
Rural Local Access Roads provide direct access to abutting land uses and carry traffic to the collector roads. Local access roads typically carry low volumes of traffic, traveling at low speeds.

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

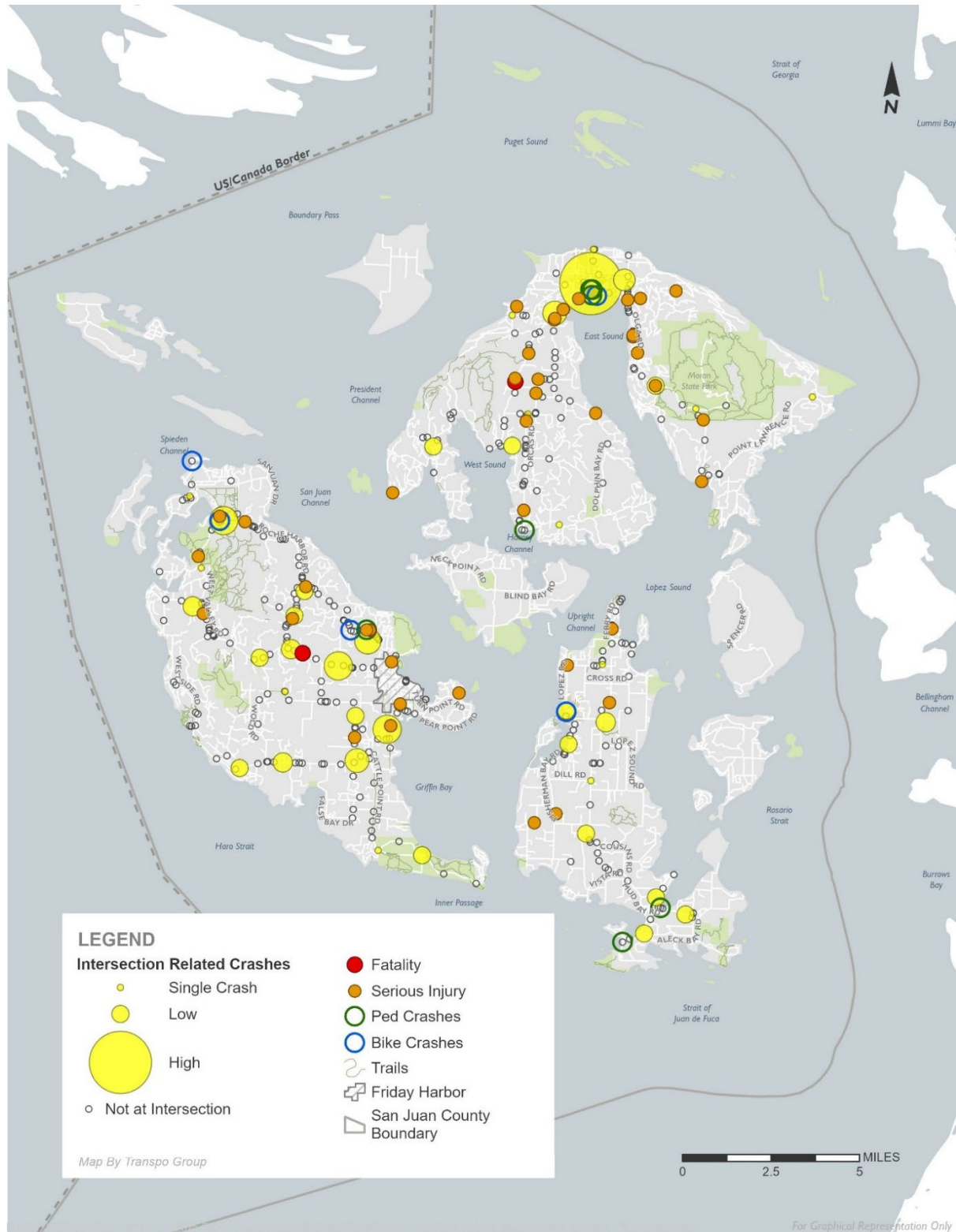
a. Inventory of Existing Facilities and Services – County Roads

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						
County Road #	Mile Post	Road Name	2018		2045	
			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						
County Road #	Mile Post	Road Name	2018		2045	
			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						
County Road #	Mile Post	Road Name	2018		2045	
			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 Circulation Memo

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.

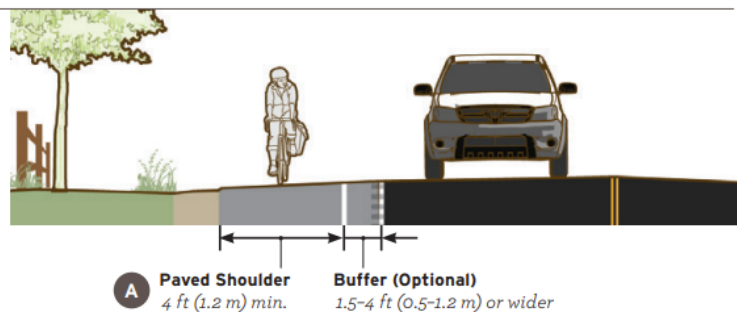
Establishing an Active Transportation Network can be very challenging for an unincorporated rural geography. The land use context and reality of living in a rural environment demands a different societal expectation for what type of walking and bicycle facilities can be provided. The first step is to 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

Paved Shoulder

Shoulders can improve bicyclist comfort and safety when traveling in higher speed and/or volume situations but only when adequate width is provided. If used, locate rumble strips on the edge line or within a buffer area that will not reduce usable space for bicyclists.



There are several County roads that have shoulders equal to or greater than 4ft including Roche Harbor and Beaverton Valley 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

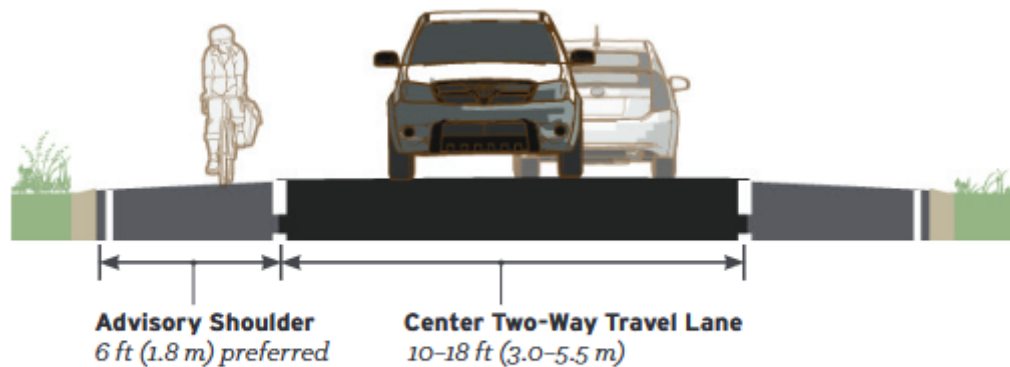


Figure 2-9. Advisory shoulders clarify positioning and yield priority on roads too narrow to provide exclusive travel space. When pedestrians or bicyclists are present, motorists may need to yield to users present in the advisory shoulder before passing.

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.

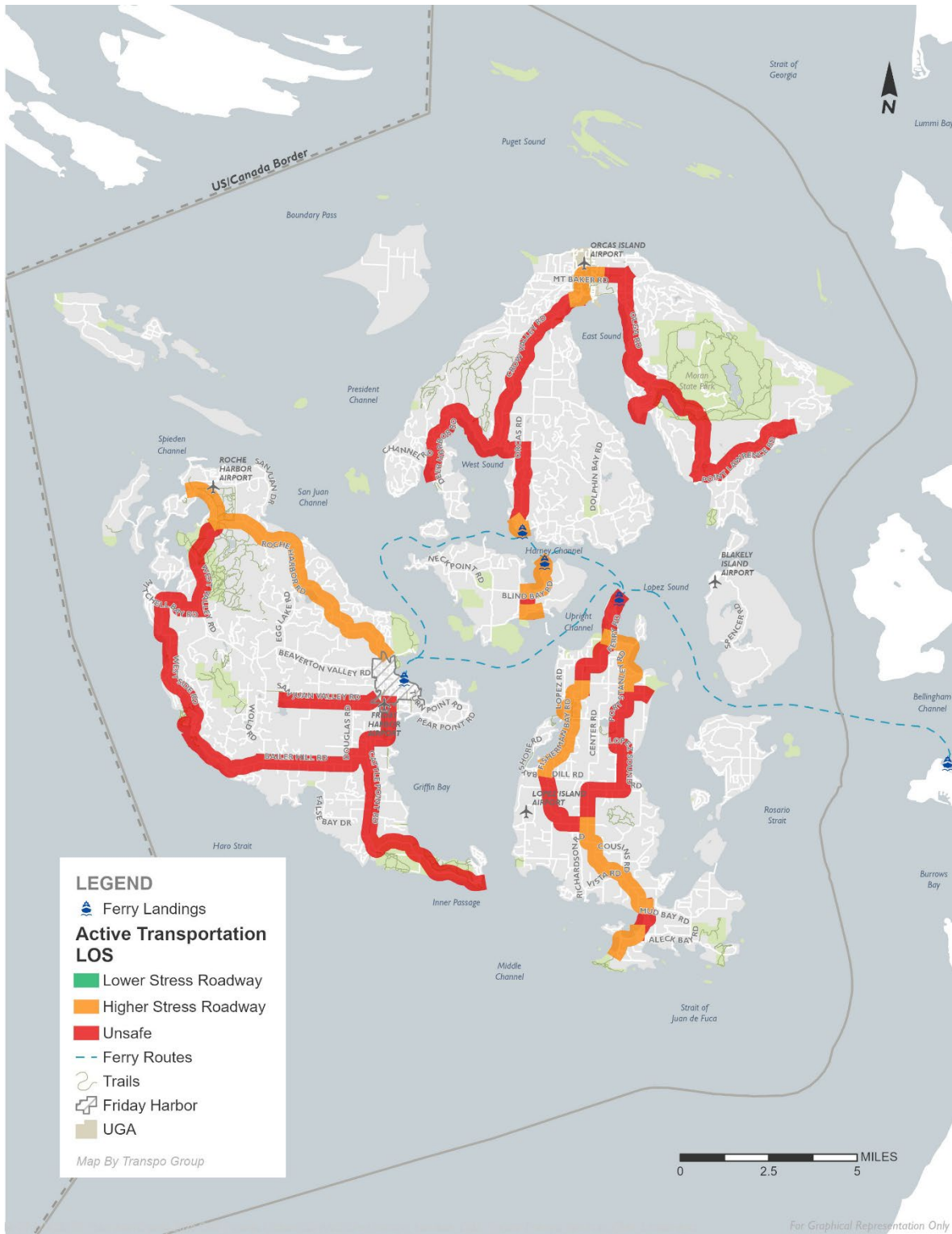
- **Green** LOS indicates an active transportation facility that provides a lower level of traffic stress where active road users are unlikely to come into conflict with vehicular road users. Facilities can include protected bike lanes and multi-use pathways.
- **Orange** LOS indicates an active transportation 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.

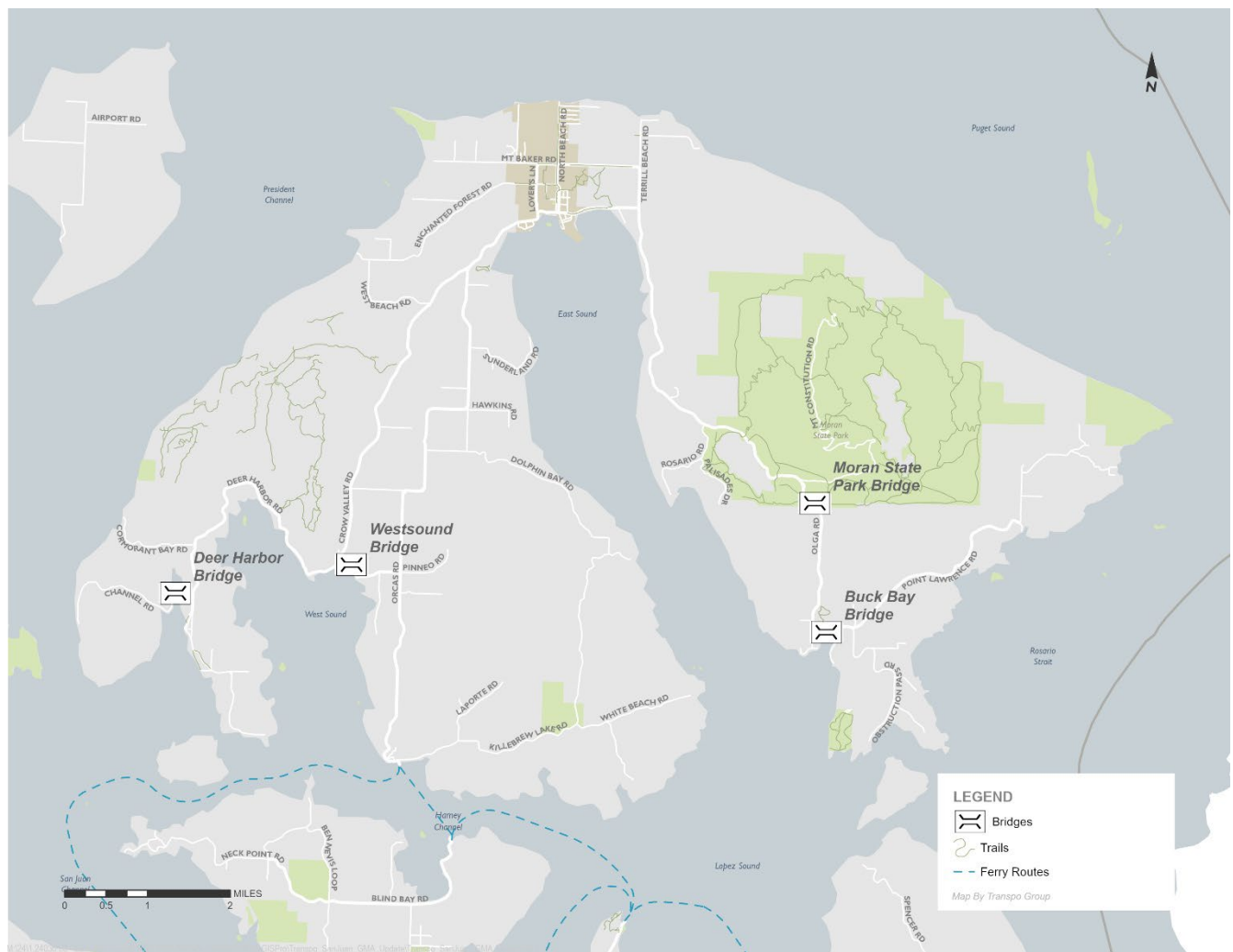
2. Bridges

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. 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

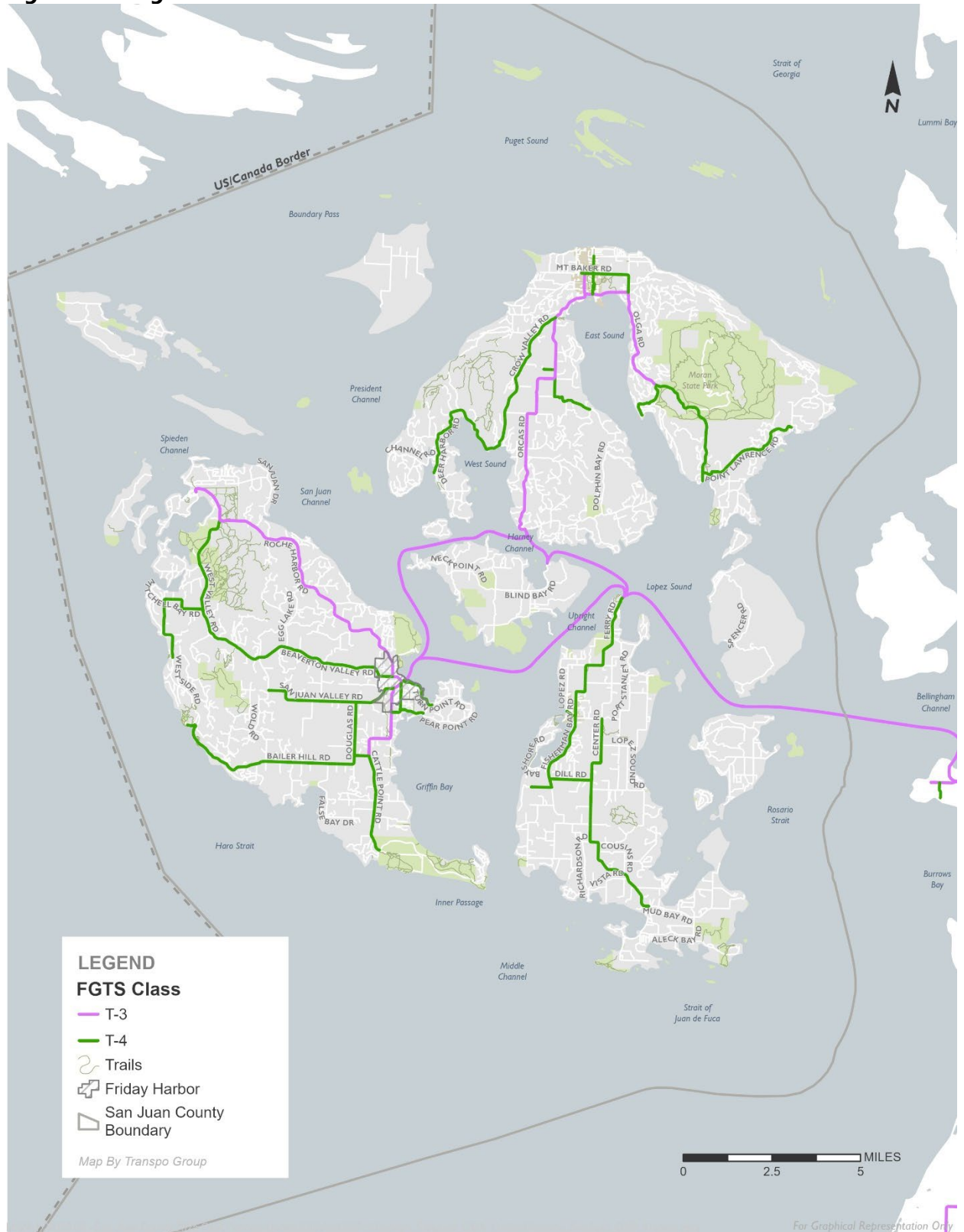
The ability to move goods and services within the county, as well as to and from the mainland, is essential to the economic vitality of San Juan County. The county is unique among other areas in the state, in that there are no roads that lead to San Juan County. The only ways to get to and from the county 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 MPO, 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 Northsound Connecting Communities Group (aka Farmhouse Gang) is a coalition of concerned citizens, 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.

G. References for Section I Update

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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

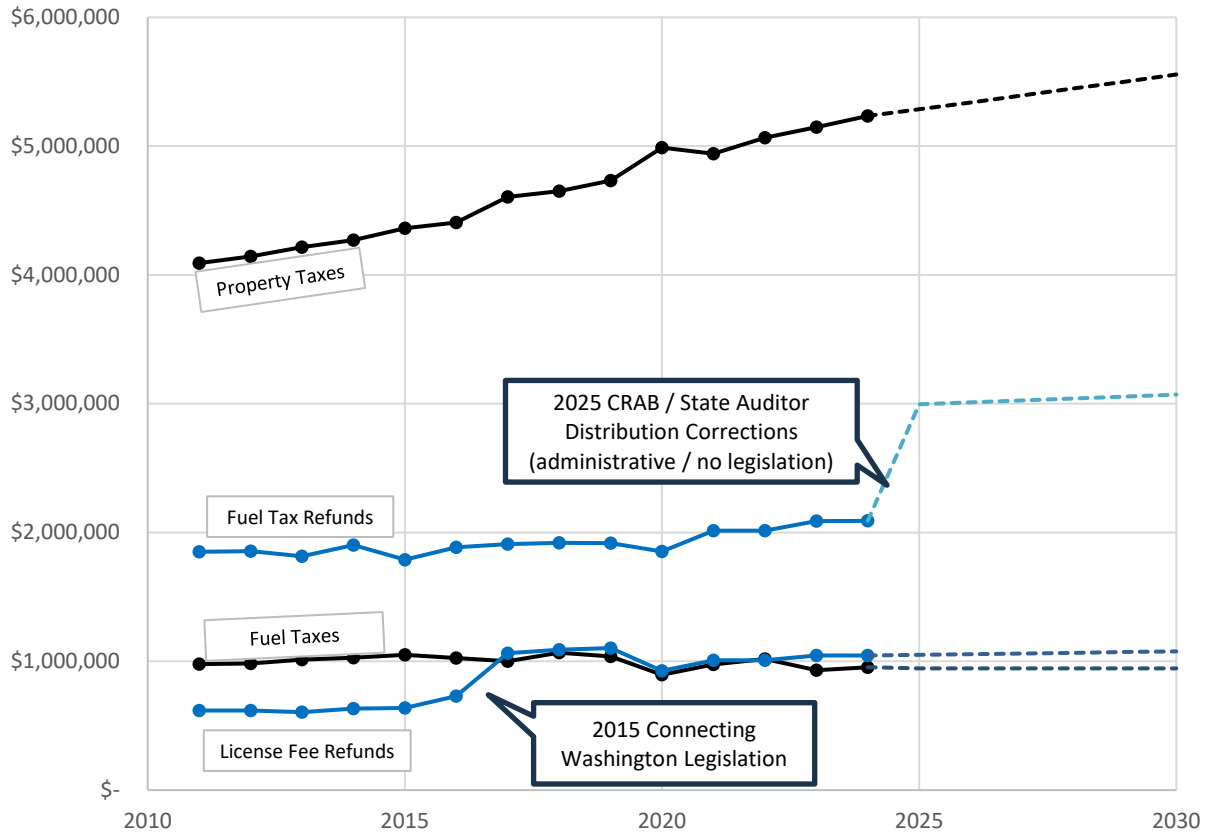
The County road fund receives revenue in two general categories: dedicated revenue (taxes) and discrete revenue (grants). Taxes are the most reliable and predictable source of transportation funds and are used primarily to support the County's operation and maintenance (O&M) programs (those necessary 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 in Figure 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

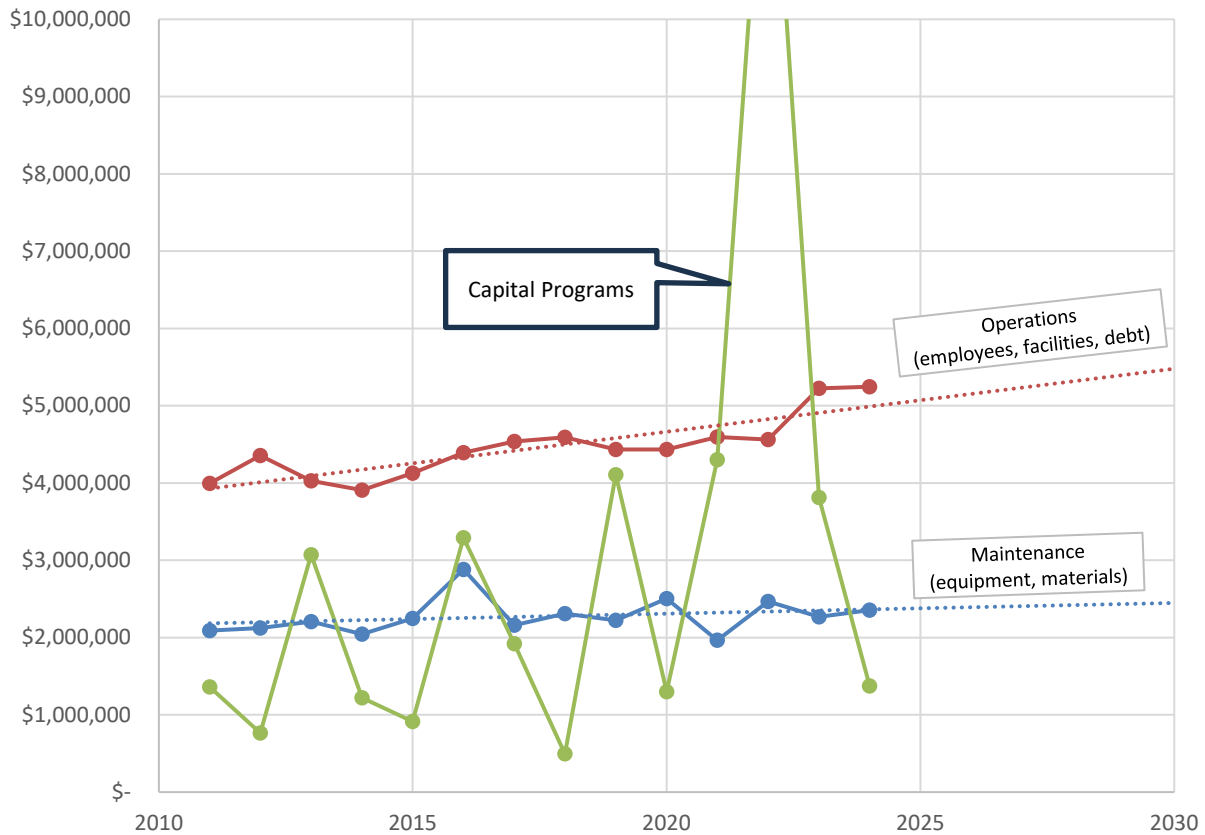
C. Transportation Expenditures

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



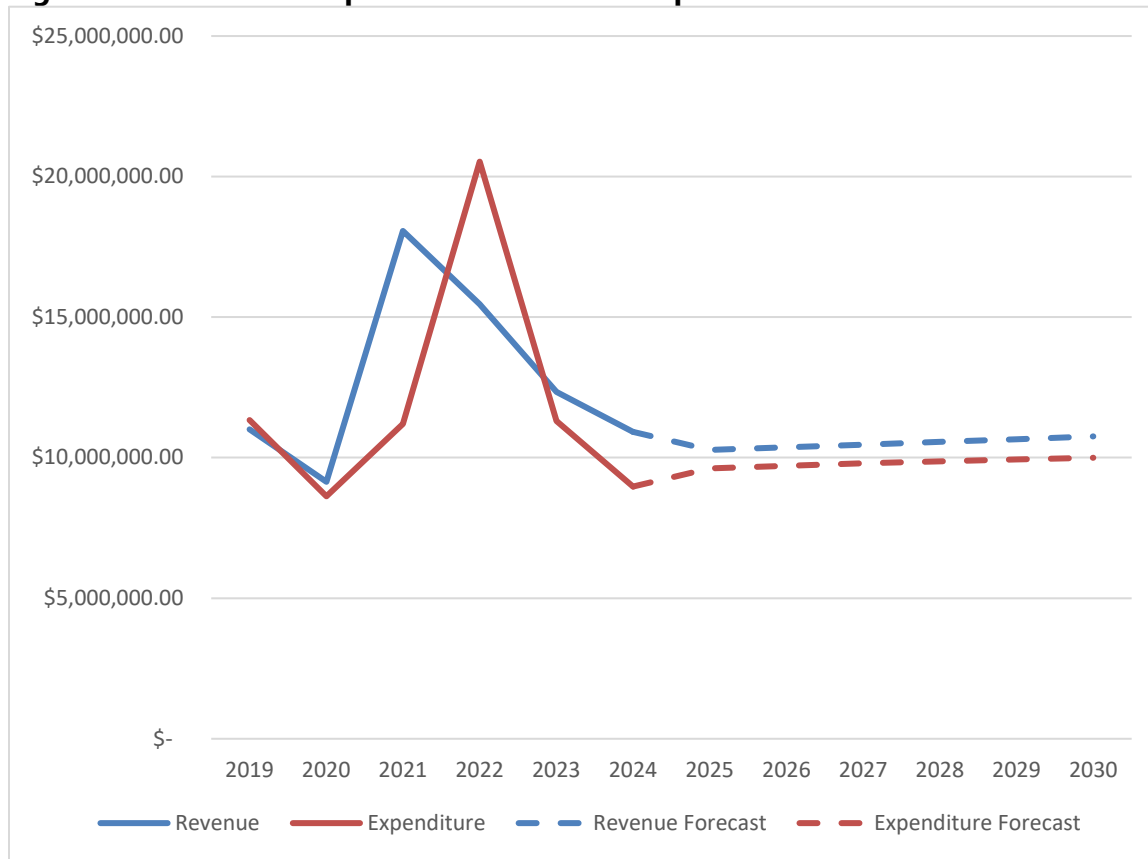
Source: San Juan County Road Fund Budget 2011-2024 and projections by County Engineer

As can be seen from Figure 15, 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 16 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 15 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

DRAFT PLAN MAY 1ST 2025

CAPITAL FACILITIES PLAN

7

appendix

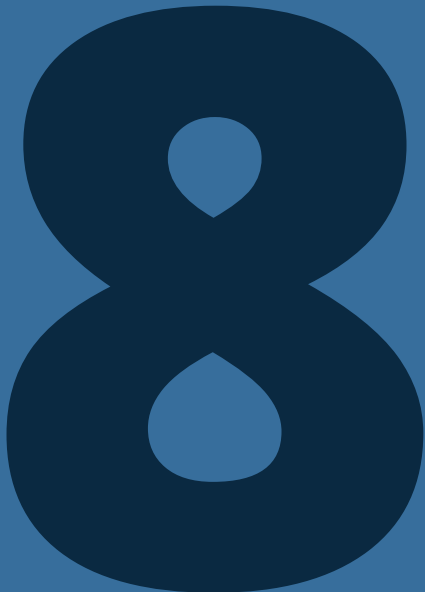


APPENDIX 7. CAPITAL FACILITIES PLAN

Capital Facilities Plan update is in progress as of May 1, 2025.

DRAFT PLAN MAY 1ST 2025

UTILITIES INVENTORY



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) 2020 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

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	Base Capacity (MVA)	Max Capacity (MVA)
Shaw	5	5
Orcas	12	12
Eastsound	12	16
Olga	7.5	7.5
Lopez	12	16
Lopez Backup	12	16
Blakely	2.5	2.5
Decatur	2.5	2.5
Roche Harbor	12	16
Friday Harbor	28	37.3
Gravel Pit	12	20

Source: OPALCO 2019

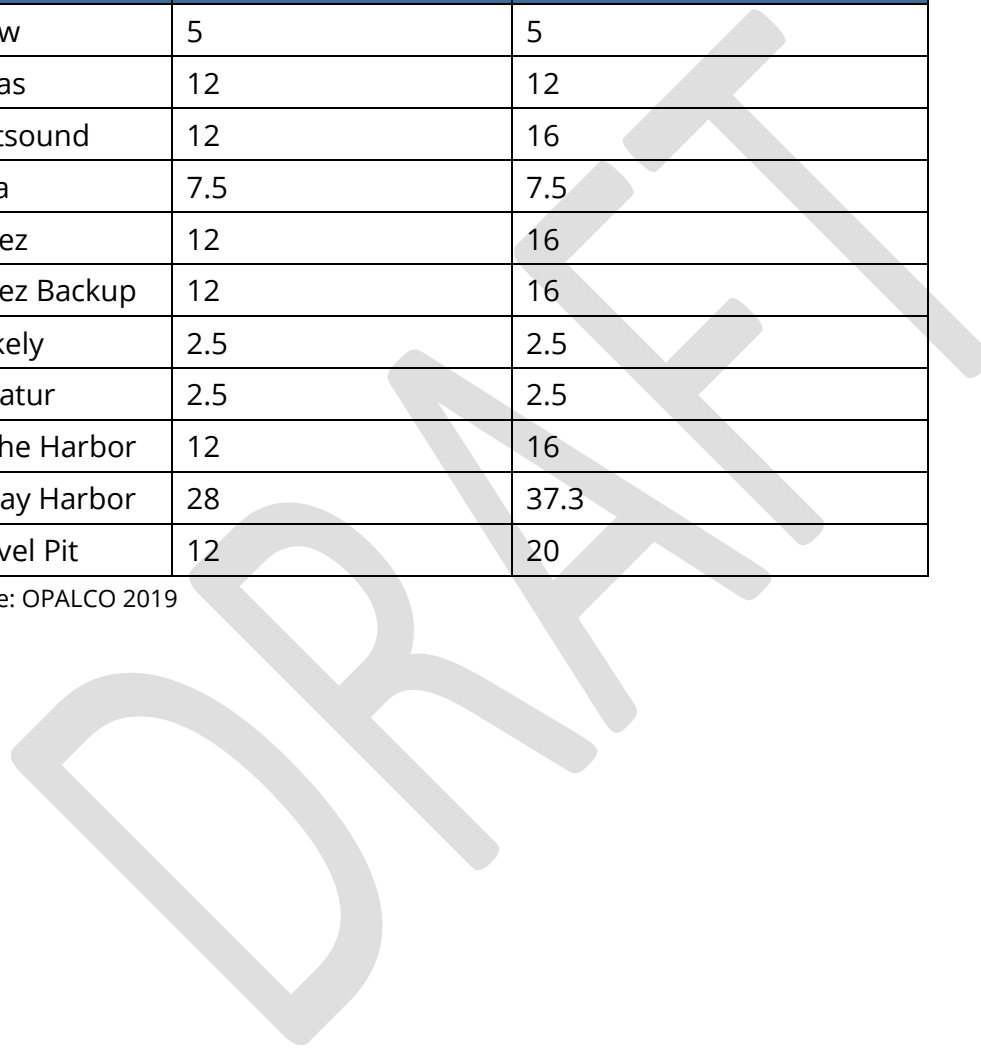


Figure 1
OPALCO Electrical Facilities (2019)

OPALCO Islands Served



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

Capacity Needs

An analysis of capacity development necessary to meet future demand is contained in OPALCO's long-range plan. OPALCO also develops load forecasts and construction projects in their 4-year Construction Work Plan (CWP) in addition to its long-range planning program. OPALCO is currently implementing its 2021-2025 CWP which is reviewed and updated annually as necessary. 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 system. OPALCO estimates an average annual increase of 0.5 percent for residential accounts and 2.0 percent for commercial accounts.

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.

Electric Vehicles and Charging Stations

San Juan County has two EVs and two EV charging stations. One EV is on San Juan Island where the County had a charging station in the parking garage beneath the Legislative Building. There is also an EV on Orcas where there is a charging station at the Orcas Ferry Landing. The County is considering purchasing another EV and installing another charging station, to be located on Lopez Island. County EV charging stations are not for public use.

According to the San Juan Islands Conservation District (SJICD), San Juan County has the highest number of public EV chargers per capita in Washington State. There are EV charging stations available to the public on San Juan, Orcas, and Lopez islands, shown in Table 8-3 below. The SJICD provides some funding for businesses and organizations to install public EV chargers.

Table 3
Public Electric Vehicle Charging Stations

Location Name	Address	Number of Stations
SAN JUAN ISLAND		
Port of Friday Harbor	200 298 Front St N	1
Earthbox Motel and Spa	410 Spring St.	2
Friday Harbor Grand Bed and Breakfast	345 Blair Ave	1
Avalon Business Park	322 Daniel Ln	1
Sweet Earth Farm Store	5658 West Side Rd	1
Snug Harbor Resort	1997 17 Mitchell Bay Rd	1
ORCAS ISLAND		
Orcas Island Ferry Terminal	156 Orcas Rd	1
Odd Fellows Hall	112 Haven Rd	1
Orcas Island Market	469 Market St	2
Rosario Resort	410 Ocean Mist Way	2
Doe Bay Resort	107 Doe Bay Rd	1
LOPEZ ISLAND		
Lopez Community Land Trust	25 Tuatara Rd	1
Lopez Village Market	162 Weeks Rd	3
Ark Veterinary Clinic	262 Weeks Rd	1
Lopez Island Library	2225 Fisherman Bay Rd	1
Southend General Store and Restaurant	3024 Mud Bay Rd	1

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.

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.

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.

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.

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.

DRAFT

	A	B	C	D	E	F	G
1	Existing Goal / Policy #	Existing Goal / Policy language	Review notes	Changing ? Yes or No	Reason for change	New Goal / Policy #	New Goal / Policy language
2	Narrative		Comments from Friends of the San Juans, Bill Appel, Jay Kimball/OPALCO	Yes	We removed the ranking tables from the Climate Vulnerability Assessment section and instead refer to the full VA Report. Some questions arose and the greater context and rating framework need to be understood when referencing these tables; as a long-term document these will likely change.		<i>Climate Vulnerability Assessment section edited as noted</i>
3	Policy 1.1	Review and, if necessary, update development regulations during San Juan County Comprehensive Plan periodic updates to ensure that:	Changes recommended by Friends of the San Juans	Yes			Review and, if necessary, update <u>goals, policies, and</u> development regulations during San Juan County Comprehensive Plan periodic updates to ensure that:
4	Policy 1.1b	Policies and regulations are responsive when new technologies are available to address a changing climate.	Changes recommended by the Madrona Institute	Yes			Policies and regulations are responsive when new <u>climate-smart technologies and practices</u> are available to address a changing climate.
5	Policy 1.3	Create an interdepartmental climate team to lead and coordinate climate action across County departments. This team will ensure the integration of climate change and environmental justice in all operations.	Changes recommended by Jay Kimball/OPALCO	Yes	Incorporated with edit		Create an interdepartmental climate team to lead and coordinate climate action across County departments. This team will ensure the integration of climate <u>change-action, mitigation, adaptation,</u> and environmental justice in all operations.
6	Policy 1.4	Develop a robust vetting framework for the annual San Juan County budgeting process to integrate climate adaptation strategies that prioritize sustainable infrastructure and reduce vulnerabilities to climate-related hazards while considering carbon footprint of all capital improvement projects.	Changes recommended by Jay Kimball/OPALCO	Yes	Incorporated with edit		Develop a robust vetting framework for the annual San Juan County budgeting process to integrate climate <u>action, mitigation, and</u> adaptation strategies that prioritize sustainable infrastructure and reduce vulnerabilities to climate-related hazards while considering carbon footprint of all capital improvement projects.

	A	B	C	D	E	F	G
1	Existing Goal / Policy #	Existing Goal / Policy language	Review notes	Changing ? Yes or No	Reason for change	New Goal / Policy #	New Goal / Policy language
7			New policy proposed by Friends of the San Juans	No	We recommended incorporating this language into the main Comp Plan narrative instead of new policy	NEW proposed policy 1.5	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.
8			New policy proposed by Jay Kimball/OPALCO	No	Flagged for CAP actions	NEW proposed policy 1.5	Inventory available regulatory tools to carry out the foregoing, and seek any additional tools from the Legislature.
9	Goal 2	Collaborate with the community, Tribes, community-based organizations, and public agencies on meaningful climate action, while committing to county and community-wide efforts through funding, monitoring, and transparent progress reporting.	Changes recommended by the Madrona Institute	Yes			Collaborate with the community, Tribes, community-based organizations, <u>businesses</u> , and public agencies on meaningful climate action, while committing to county and community-wide efforts through funding, monitoring, and transparent progress reporting.
10	Policy 2.1	Ensure effective climate action through strategic collaborations that seek to gather input and support the implementation of equitable and impactful climate policies.	Changes recommended by Jay Kimball/OPALCO	No			Ensure effective climate action through strategic collaborations that seek to gather input and support the <u>timely</u> implementation of equitable and impactful climate policies.

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1	Existing Goal / Policy #	Existing Goal / Policy language	Review notes	Changing ? Yes or No	Reason for change	New Goal / Policy #	New Goal / Policy language
11	Policy 2.3	Ensure that equity, environmental justice, and tribal treaty rights are central considerations in natural resources management and climate adaptation strategies.	Recommendation from Josiah Feld: clear language affirming the County's collaboration with Tribes, especially WSÁNEC, in climate policy development and implementation, recognizing Tribal sovereignty and ensuring meaningful engagement.	No	See policy 2.3; tribal engagement per SJC framework will also be part of CAP		
12	Policy 2.4	Foster trust and transparency through consistent monitoring, and reporting of strategies, activities, and performance measures.	Changes recommended by the Madrona Institute	Yes			Foster trust and transparency through consistent monitoring, and <u>public</u> reporting of strategies, activities, <u>progress</u> and performance measures.
13			Changes recommended by Jay Kimball/OPALCO	No			Foster trust and transparency through consistent monitoring, and reporting of strategies, activities, and performance measures <u>among those so engaged.</u>
14			Recommendation from Jay Kimball/OPALCO	Yes			Suggested addition to blue box, Resilience Goals & Policies: "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."

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1	Existing Goal / Policy #	Existing Goal / Policy language	Review notes	Changing ? Yes or No	Reason for change	New Goal / Policy #	New Goal / Policy language
15	Policy 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. 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.	Changes recommended by Friends of the San Juans	Yes	Incorporated with edit		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.
16	Policy 3.4	Create incentives to preserve or restore native prairie, especially from lawn or other carbon intensive land use. Support preservation of grass-based agricultural lands, to help maintain pervious cover for water recharge, moderate landscape temperatures, and retain edge habitats in watersheds.	Changes recommended by Jay Kimball/OPALCO	Yes			Create incentives to preserve or restore native prairie, especially from lawn or other carbon-intensive land use. Support <u>the</u> preservation of grass-based agricultural lands, to help maintain pervious cover for water recharge, moderate landscape temperatures, and retain edge habitats in watersheds.
17			New policy proposed by the Madrona Institute	No	Implementation action to be address in CAP	NEW proposed policy 3.4	Review the Current Use Tax program and revise the Open Space designation to allow forested land in the scoring criteria. Promote the conversion of forested land from Designated Forest Land which mandates timber harvest to Open Space which emphasizes stewardship and conservation.
18			New policy proposed by the Madrona Institute	No	This is covered in the Wildfire Protection Plan and policies 3.3 and 3.4	NEW proposed policy 3.6	Utilize incentives and provide technical assistance to promote regenerative forestry practices that prioritize selective logging without high-grading to allow the ecosystem to regain integrity.
19	Policy 4.1		Changes recommended by the Madrona Institute	No	Changes not needed, favoring brevity		Conduct vulnerability assessments for built infrastructure, to identify and address risks related to climate change. Develop policies and projects that to ensure that investment and <u>land-use</u> decisions are based on <u>informed by</u> these assessments to avoid placing new <u>development in highrisk areas</u> .

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1	Existing Goal / Policy #	Existing Goal / Policy language	Review notes	Changing ? Yes or No	Reason for change	New Goal / Policy #	New Goal / Policy language
20	Policy 4.2	Create a connected network of parks, open spaces, trails, and community gardens to enhance environmental resilience and community health.	Changes recommended by the Madrona Institute	Yes			Create a connected network of parks, open spaces, trails, and community gardens to enhance environmental resilience and , community health, <u>and food security</u> .
21	Policy 4.3	Incentivize the use of green infrastructure, low-impact development and renewable energy development on existing developed lands first. Assess impacts before considering the expansion of impervious cover to retain watershed hydrology, groundwater recharge, and better manage stormwater runoff while preserving habitats and the natural landscape.	Changes recommended by the Madrona Institute	Yes			Incentivize the use of green infrastructure, low-impact development, and renewable energy development on existing developed lands first. Assess impacts <u>Emphasize redevelopment of already-developed lands</u> before considering the expansion of <u>expanding</u> impervious cover surfaces, in order to retain <u>natural</u> watershed hydrology, <u>habitat</u> , groundwater recharge, and better manage stormwater runoff <u>while preserving habitats and the natural landscape</u> .
22			Changes recommended by Jay Kimball/OPALCO	No			Incentivize the use of green infrastructure, low-impact development and renewable energy development on <u>all buildable existing developed</u> lands <u>using established and emerging land use codes to ensure adequate energy supply and comply with county building regulations</u> first. Assess impacts before considering the expansion of impervious cover to retain watershed hydrology, groundwater recharge, and better manage stormwater runoff while preserving habitats and the natural landscape.
23	Policy 4.4	Critically evaluate the short and long-term sustainability of shoreline stabilization options used to address wave-driven erosion or flooding exacerbated by sea level rise, prior to taking action.	Changes recommended by the Madrona Institute				Critically evaluate the short and long-term sustainability of shoreline <u>armor</u> ing and stabilization options used <u>proposed</u> to address wave-driven erosion or flooding exacerbated by <u>from</u> sea level rise, prior to taking action. <u>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.</u>

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1	Existing Goal / Policy #	Existing Goal / Policy language	Review notes	Changing ? Yes or No	Reason for change	New Goal / Policy #	New Goal / Policy language
24	Policy 4.5		Changes recommended by the Madrona Institute	No	Represented in the Water Resources Element		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 patterns. Encourage demand-side measures such as <u>rainwater harvesting, greywater reuse, water metering and high-efficiency fixtures to reduce drawdowns of limited aquifers.</u>
25			New policy recommended by Friends of the San Juans	No	this is already required by code per FEMA	NEW proposed policy 4.7	Ensure that new infrastructure is constructed in locations where it is not vulnerable to climate change risk and relocate vulnerable existing infrastructure to locations outside of vulnerable areas when opportunities arise, such as during repairs and larger maintenance projects.
26			New policy recommended by Jay Kimball/OPALCO	No	The CWPP is already referenced in Policy 5.3 and all else are implementation details.	NEW proposed policy 4.7	Complete the County Wildfire Protection Plan , Fuel Reduction Project List and Map. Ensure priority implementation of the plan, including fuels reduction, carbon storage best practices, frequent right-of-way clearing of power transmission corridors, and Fire Prevention and Education Outreach. Develop a map of all ponds, lakes, and water storage tanks suitable for recharging firefighting equipment. Equip each potential water storage site with a standard means of quickly connecting and pumping water.
27			New policy recommended by Friends of the San Juans	No	Represented in the Water Resources Element	NEW proposed policy 4.8	Monitor, assess, and reduce water use where practicable to ensure that existing residents have access to sufficient, potable water.
28			New policy recommended by WDFW	No	This may be further developed as referenced in 4.1 in implementation stage. Flagged for CAP.	NEW proposed policy under Goal 4	Raise or relocate at risk infrastructure. In areas with significant vulnerability to climate hazards, facilitate and support long-term community visioning including consideration of managed retreat.
29			New policy recommended by WDFW	No	see Policy 3.2 ; flagged for CAP	NEW proposed policy under Goal 4	Restore and enhance natural coastal and low-lying areas to improve climate resilience and reduce flood hazards

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1	Existing Goal / Policy #	Existing Goal / Policy language	Review notes	Changing ? Yes or No	Reason for change	New Goal / Policy #	New Goal / Policy language
30	Goal 5		Changes recommended by the Madrona Institute	No	Not needed		Protect community health and well-being and enhance community preparedness, response, and recovery from the impacts of capabilities for climate-exacerbated hazards, focusing with a focus on vulnerable communities.
31	Policy 5.1	Ensure community-serving facilities are designed to support residents' needs and coordinate communication during emergency events.	Changes recommended by the Madrona Institute	Yes	Incorporated with edit		Ensure that critical community-serving facilities, essential services, and supply chains are designed equipped to support residents' needs and coordinate communication during emergency events.
32			New policy proposed by Jay Kimball/OPALCO	No	Recommendation made for Utilities Element 8.5.B, Goal 6, Policy 7: <i>Work with utilities and the public to develop a specific solar siting policy for community solar projects, with a focus on streamlining approval on urban core/ impervious areas rooftops, and already impacted developed land.</i> Flagged for further exploration in CAP.	NEW proposed policy 5.1	Ensure adequate local renewable energy supply to meet new energy demand by streamlining the siting of essential public facilities, including utility-scale local renewable energy facilities, to increase energy independence, reliability, and affordability.
33	Policy 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.	Changes recommended by the Madrona Institute	No	Details in Nat. Hazards Mitigation Plan		Implement the San Juan County Natural Hazards Mitigation Plan. Expand public education and resources to help residents prepare for and build self-reliance during any and all emergencies and prolonged disasters and power outages.
34			New policy proposed by Jay Kimball/OPALCO	No	action items for integrated water resources planning as recommended in the Water Element	NEW proposed policy 5.2	Ensure adequate local water supply to meet new water demand by streamlining the siting of essential public facilities, including desalination and aquifer regeneration facilities.

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1	Existing Goal / Policy #	Existing Goal / Policy language	Review notes	Changing ? Yes or No	Reason for change	New Goal / Policy #	New Goal / Policy language
35	Policy 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.	New policy proposed by Jay Kimball/OPALCO	No	action items for integrated water resources planning as recommended in the Water Element	NEW proposed policy 5.3	County council review of water district expansion plans when submitted pursuant to RCW 57.16.010(7) to enable mitigation of risk of overdraft of underground water.
36			New policy proposed by the Madrona Institute	No	No recommendation to add policy, but modified 5.1 to integrate this	NEW proposed policy 5.5	Support the continuity of essential services and local supply chains during extreme climate events. Encourage resilient power systems (solar and storage, generators) for key infrastructure and community resilience hubs, so that emergency services, utilities, and communications can continue operating.
37	Policy 6.1	Enhance existing energy efficiency codes by developing incentives for on-site renewable electric generation in the built environment to help balance grid demand and reduce impacts from expansion of green energy into natural areas and agricultural lands.	Changes proposed by Jay Kimball/OPALCO	No	need careful consideration in siting to retain what the community values in land production, scenic views, and habitats. To be explored further in CAP process.		Enhance existing energy efficiency codes by developing incentives for on-site renewable electric generation in the built environment to help balance grid demand and reduce impacts from expansion of green energy into natural areas and agricultural lands.
38	Policy 6.2	Incorporate energy efficiency principles into publicly funded capital improvements and developments by applying a project vetting framework that considers GHG emission impacts of projects. Incentivize projects that meet or exceed established resource-efficiency benchmarks.	Changes recommended by the Madrona Institute	Yes			Incorporate energy efficiency principles, 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. Incentivize Favor and incentivize projects that meet or exceed established resource-efficiency benchmarks.
39				Yes	Synthesized from feedback to ensure policies recommended for Transportation Element are strengthened in CE	NEW Policy 6.5	Support the development of an integrated multimodal transportation plan that will expand the multi-modal transportation network, upgrade existing transportation corridor to support multi-modal use, increase safety and efficiency, and lower carbon footprint. Encourage electrification of transit and increase electric vehicle accessibility.

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40			New policy proposed by the Madrona Institute	No	This is captured in the Transportation Element	NEW proposed Policy 6.5	Work with regional and state partners to reduce transportation emissions, advocate for the electrification of Washington State ferries serving the islands, and expand electric vehicle charging infrastructure
41			New policy proposed by the Madrona Institute David Bill: "streamline permitting for local renewables"	No	Recommendation made for Utilities Element 8.5.B, Goal 6, Policy 7: <i>Work with utilities and the public to develop a specific solar siting policy for community solar projects, with a focus on streamlining approval on urban core/ impervious areas rooftops, and already impacted developed land.</i> Flagged for further exploration in CAP.	NEW proposed policy 6.6	Incentivize renewable energy installation on rooftops, parking lots, and other built surfaces to minimize land-use impact. Expedite permitting and reduce barriers for renewable energy projects.
42	Policy 7.1	Encourage land and marine managers, farmers, and landowners to identify opportunities for additional carbon reduction benefits and credits.	Changes recommended by the Madrona Institute	No	Technical assistance will come from multiple sources		Promote and provide technical assistance to Encourage land and marine managers, farmers, and landowners to identify <u>and pursue</u> opportunities for additional carbon reduction benefits and credits.

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1	Existing Goal / Policy #	Existing Goal / Policy language	Review notes	Changing ? Yes or No	Reason for change	New Goal / Policy #	New Goal / Policy language
43	Policy 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.	Recommendation from Josiah Feld: inclusion of specific commitments that honor Indigenous sovereignty and traditional ecological knowledge, particularly recognizing the WSÁNEĆ people's unceded territories on the Westside of STOLZEEL.	No	See policy 7.2; tribal engagement per SJC framework will also be part of CAP		
44	Policy 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.	Changes recommended by Jay Kimball/OPALCO	No	Level of detail not necessary for policy. We will explore agri-solar and utilize these comments and resources in CAP		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, e.g. agrisolar with grazing and shade-loving crops improves soil fertility and farming economics (source: https://farmland.org/solar/, https://www.jackssolargarden.com) .
45	Policy 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.	Changes recommended by the Madrona Institute	No	Not needed, encompassed in existing language		Provide incentives for upgrading inefficient woodstoves, and replacing 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

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46			New policy proposed by the Madrona Institute	No	This is a larger issue involving Land Use, Housing, etc. and multiple depts along with the community will need to be engaged to arrive at best strategies for sustainable housing. Flagged to explore further in CAP.	NEW proposed policy 7.6	Prioritize and incentivize low-footprint, lowimpact development by streamlining and expediting permits for resource-efficient housing under 1,500 square feet.
47			New policy proposed by the Madrona Institute Recommendation from David Bill: limit of two bathrooms per residence, limit houses to 3,000 square feet.	No	This is a larger issue involving Land Use, Housing, etc. and multiple depts along with the community will need to be engaged to arrive at best strategies for sustainable housing. Flagged to explore further in CAP.	NEW proposed policy 7.7	Adjust land use policies, building codes and fee structures to disincentivize or limit large, high-footprint single-family residential buildings (e.g. mansions).
48			New goal proposed by the Madrona Institute	No	We incorporated this feedback into updated recommendation memo for the Economic Dev Element	NEW Goal 8	Align tourism planning and promotion with SJC's goals of reducing greenhouse gas emissions and increasing climate resilience.
49			New policy proposed by the Madrona Institute	No	We incorporated this feedback into updated recommendation memo for the Economic Dev Element	New proposed Policy 8.1	Reduce transportation-related greenhouse gas emissions from tourism by developing infrastructure to support and encourage 'car-free' or low-carbon tourism options.
50			New policy proposed by the Madrona Institute	No	We incorporated this feedback into updated recommendation memo for the Economic Dev Element	NEW proposed Policy 8.2	Encourage accommodation, tour operators, and businesses to adopt lowcarbon practices and integrate sustainability into operations and ensure that tourism infrastructure is designed with climate resilience in mind

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51			New policy proposed by the Madrona Institute	No	We incorporated this feedback into updated recommendation memo for the Economic Dev Element	NEW proposed Policy 8.3	Manage visitor numbers to prevent excessive strain on limited water resources and infrastructure, particularly during drought-prone summer months. Expand tourism demand management strategies to reduce the peak-season resource burden and distribute visitation more evenly throughout the year
52			New policy proposed by the Madrona Institute	No	We incorporated this feedback into updated recommendation memo for the Economic Dev Element	NEW proposed Policy 8.4	Promote local, sustainable food systems to reduce the carbon footprint of tourism-related food consumption while supporting the local economy
53			New policy proposed by the Madrona Institute	No	We incorporated this feedback into updated recommendation memo for the Economic Dev Element	NEW proposed Policy 8.5	Expand environmental education and outreach for visitors to foster stewardship and accountability and preserve the natural environment by discouraging visitor activities that may lead to habitat loss, erosion, or ecological degradation
54			New policy proposed by the Madrona Institute	No	We incorporated this feedback into updated recommendation memo for the Economic Dev Element	NEW proposed Policy 8.6	Discourage the international and national promotion of San Juan County as a tourist destination to reduce air travel
55			New policy proposed by the Madrona Institute	No	We incorporated this feedback into updated recommendation memo for the Economic Dev Element	NEW proposed Policy 8.7	Align the contracted Destination Marketing Organization's policies with San Juan County's climate goals.
56			New goal proposed by Jay Kimball/OPALCO	No	this is stated in various ways throughout the Comp Plan already and will be part of CAP framework	NEW proposed goal X	Ensure all needed utilities, services, food production, and housing capacity essential to maintaining a safe, vibrant, affordable, sustainable local economy will meet worst-case projected population growth, now through 2045, while meeting state and county climate mitigation and adaptation goals.

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57			New policy proposed by Jay Kimball/OPALCO	No	These concepts are more specific actions and will need to be addressed in related action plans (incl. CAP) and implementation	NEW proposed policies X.1-X.3	<p>X.1 Ensure needed water resource capacity. Assess countywide water budget analysis to compare projected demand with available water supply. Map and project saltwater intrusion hot spots. Prepare a water resource development plan, and streamline permitting for potable water production, storage, and aquifer recharge. For public water projects, secure the funding needed.</p> <p>X.2 Ensure needed local renewable energy capacity to meet the projected load. Streamline permitting up to 875 acres of buildable county land for utility-scale solar. Prioritize land that helps farmers improve their food production, soil fertility, and farming economics through agrisolar partnerships .</p> <p>X.3 Ensure needed low and middle-income affordable housing capacity. Prepare a plan and streamline permitting for the development of affordable housing stock.</p>
58			Lynn Baker		General comments of support and suggestions for implementation planning, flagged for CAP		
59			Friends of the San Juans - Comp Plan focus groups		general thematic notes and prioritization comments, flagged for CAP		
60			COMPASS focus groups - comments aggregated and summarized (all flagged for CAP)		See Goal 3 policies. Implementation considerations to fwd to CAP.		<p>Incentivize reforestation/disincentivize cutting, clear enforcable tree cutting guidelines, incentivize forest protection via tax incentives, educate and encourage Firewise efforts, improve forest health, consider rights of nature language, Open Space Forestry Program/Timber Tax Program should incentivize growth not cutting, use biodiversity for vetting system, funding for resident forest thinning for fire mitigation, conserve more lands, create infrastructure for using forest products/biomass, natural resource advisory board</p>

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1	Existing Goal / Policy #	Existing Goal / Policy language	Review notes	Changing ? Yes or No	Reason for change	New Goal / Policy #	New Goal / Policy language
61					See new proposed policy 6.5 above; see also Transportation Element.		establish transportation system incl. EV carshare esp. @ ferry terminals, EV bike share program, provide public transit to/from terminals, more EV chargers, create safe cycling/ped. infrastructure
62					See Policy 4.6; See also Cap. Facilities Element for composting		incentivize local food production, subsidize farmers, decrease consumption/increase reuse, resident composting, composting at waste facilities, invest in tech to improve carbon capture, educate public about reducing their footprint and cost-benefit of off-island purchasing
63					Tourism policy recommendations fwd to Economic Dev. Element. Implementation actions fwd to tourism planning.		De-prioritize tourism, support local biz, consider speed limit for rec boaters, no new facilities for large vessels, restrictions on rental boating, measuring the carrying capacity for tourism and its impacts, analyze impacts of recreational boating, educate about tourism impacts
64					GHG emission reduction goal is integrated; see narrative- <i>The goals and policies housed in this element aim to reduce local GHG emissions, in line with meeting Washington State's target of net-zero emissions by 2050.</i> See also policies under Goal 6 & 7		GHG emission reduction goal, easier interconnection for alt energy, incentivize reduction in energy use esp. among highest users, pricing tiers for energy use/square footage/rec. boat fuel, educate/incentivize energy conservation and retrofits, tidal and solar power
65					See Policy 4.3; See also Utilities recommendation 6.7		easier permitting for renewable energy installations esp. on impervious surfaces
66					Refer to Water Element; implementation actions fwd to CAP		county-run rainwater catchment systems for ag, legalize greywater systems, resource capacity analysis with population growth projections
67					ties in to Land Use and Housing Elements, needs further exploration		incentivize small scale housing, limit house size, capacity-based planning for new construction, low-income housing investment, tax on second homes, easing of regulations for ADUs
68					See Policies 5.1 and 5.2		Prep/education for climate emergencies, community care program
69					See Policy 2.2		climate change education, social prompts

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1							
70					See Transportation Element		ferry schedule changes, reducing car ferries, implementing passenger ferries, work w/ WSF to optimize fuel efficiency in planning, coordinate w/ mainland transit for better connectivity, make it easier to build new ferries