



SAN JUAN COUNTY DEPARTMENT OF COMMUNITY DEVELOPMENT

135 Rhone Street, PO Box 947, Friday Harbor, WA 98250
(360) 378-2354 | (360) 378-2116
dcd@sanjuanco.com | www.sanjuanco.com

MEMO

MEMO DATE: February 4, 2020

TO: San Juan County Council
Planning Commission

CC: Mike Thomas, County Manager
Mike Bertrand, Land use Administrator

FROM: Adam Zack, Planner III and Linda Kuller, AICP, Planning Manager

SUBJECT: 2036 Comprehensive Plan (*Plan*) Update: Section B, Element 2, Land Use Element Overview and Urban Growth Area (UGA) Issues

BRIEFING: **Council: February 11, 2020**
Planning Commission: February 21

ATTACHMENTS: A. Eastsound Subarea Plan
B. *Plan* Appendix 2 Countywide Planning Policies
C. *Plan* Appendix 3 Friday Harbor UGA Management Agreement

Purpose: To provide a preliminary briefing on the SJC Comprehensive Plan (*Plan*) Land Use Element. This briefing will provide an overview of *Plan* Section B.2 Land Use Element and urban/UGA land use issues.

Land Use Element Briefings: Staff will provide preliminary briefings about different land use categories including urban, activity centers, rural, natural resource, special districts (Conservancy and Natural), and overlay districts (open space, mineral, airport, etc.), and subarea plans.

Preliminary Briefing Memo: This memo provides an orientation to the Land Use Element, GMA planning requirements and urban land use issues in the County. After the briefing, staff will ask the County Council to identify proposed land use changes they want to consider during the update, and proposals that do not merit attention, and provide questions or ideas about urban issues to investigate. Staff will analyze the impacts of the changes to capital and transportation facilities and levels of service based on the Council's initial direction. The capital facilities analysis will identify what investments are necessary to ensure the provision of adequate public facilities. This memo includes five sections:

I. Background: General background on Land Use Element goals and policies and key components of the Growth Management Act (GMA) requirements related to urban land use.

II. Introduction to Urban Land Use Topics: Introduction to the County's UGAs and the following land use topic categories:

- **UGA Land Capacity Analysis results** that address the question:
Will there be sufficient land capacity to accommodate the forecasted 2036 population/employment?
- **Requested amendments to the *Plan* Official Maps** from Land Use Review and docket applications, etc.
- **Land use policies.**

III. Eastsound Urban Growth Area

IV. Town of Friday Harbor Unincorporated Urban Growth Area

V. Lopez Village Urban Growth Area

I. Background

It is important to be familiar with the County's existing Land Use Element and to understand GMA requirements before reviewing land use issues and possible changes to this *Plan* element. The following sections provide a foundation for this work.

I.A San Juan County Comprehensive Plan

The 2036 *Plan* Vision that will be included in the introduction of the *Plan* provides the community's vision for the future. It highlights what the *Plan* should accomplish through goals and policies. The specific section of the 2036 Vision that relates to land use states:

"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."

Existing *Plan* Section B, Element 2, Land Use

Section 2.1.A explains the purpose of the Land Use Element and states that:

"The Land Use Element of the *Comprehensive Plan*, guided by the county-wide Vision Statement, establishes the desired character, quality, and pattern of development for the physical environment of the county. It represents the policy plan for growth over the next twenty years. The goals and policies in this element direct future decisions on land use regulations, actions, procedures, and programs that will further implement the intent and purpose of the overall *Plan*."

This *Plan* section also provides the following land use concept in section 2.1.B and background on population accommodation, residential density, the *Plan's* Official Maps and protection of rural areas.

2.1.B Land Use Concept

"The Land Use Element establishes a concept of 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 our 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 growth areas for urban levels of development, 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 attempts to preserve open space, protect Critical Areas, maintain and improve 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 under the 1979 Comprehensive Plan as revised in the year 2000, and focuses on the distribution and mix of land uses.

The Land Use Element consists of five major sections:

- The General Goals, which provide the overall goals and policies for all lands in the county.
- The Land Use Designations, which establish four principal land use classes with specific goals and policies for a number of designations within these classes:
 - Growth Areas, including Towns and Urban Growth Areas.
 - Activity Centers including Villages, Hamlets, Island Centers, and Residential Activity Centers, which are designated consistent with RCW 36.70A.070(5)(d) as Limited Areas of More Intensive Rural Development (LAMIRDs). Activity Centers also include Master Planned Resorts, which are designated consistent with RCW 36.70A.360 and .362.
 - Rural Lands including Rural General Use, Rural Farm-Forest, Rural Residential, Rural Industrial, Rural Commercial, Conservancy, and Natural.
 - Resource Lands including Agricultural and Forest lands.
- The Special Districts of Conservancy and Natural which include goals and policies for conservation of areas with valuable natural features.
- The Overlay Districts, which contain additional goals and policies for certain land areas and uses that warrant specific recognition and management, including Mineral Resource Lands, *Critical Areas*, Open Space Conservation, watershed management, and Airport Districts.
- The subarea plan section, which contains goals and policies for the creation of plans and regulations for specific geographic areas in the county when the needs of those areas cannot be addressed by the land use provisions of this element.”

2.1.C Population and Residential Density

This *Plan Element* section discusses residential densities established on the *Plan* Official Maps and needs to be revised in the update to be more current and understandable. The following bullets highlight the most important points:

- Residential density is established on the County’s Official Maps.
- The permitted density indicates the maximum number of dwelling units allowed per acre of land.
- The County has not established a minimum parcel size for development or land division.

- New land divisions may not establish a parcel pattern that 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 the performance standards in the development code.
- San Juan County’s development patterns were influenced by the residential densities established in the 1979 *Plan* and show smaller lot sizes than allowed in the GMA in the updated *Plan*.
- Overall densities have been voluntarily reduced through the use of conservation easements provided to, and land acquisition, by the San Juan Preservation Trust and San Juan County Land Bank.
- *Plan* policies encourage the combination of existing lots to reduce the number of dwelling units that are developed in rural areas where the existing parcel pattern would permit development at a density greater than that established by this *Plan* and the Official Maps.

2.3: Land Use Designations

Growth area goals and policies are discussed in Section 2.3.A of the existing *Plan*:

2.3.A Growth Areas

Goal: To recognize and provide for areas of compact urban development which offer diverse employment opportunities, a variety of residential densities and housing types which will eventually achieve urban-level densities in most locations, *general commercial*, *general industrial*, institutional, recreational, and community uses in a concentrated, development pattern that includes urban-level and uses and intensities of use.

Policies:

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, as described in a. and b., *below*.

Types of Growth Areas

- a. **Towns** are incorporated *Urban Growth Areas* with a full range of urban facilities and services, including *high-density residential*, general commercial, and general industrial uses, schools, and neighborhood and community parks. Towns offer a variety of housing types and are pedestrian-oriented with compact development patterns. They have municipal sewage treatment facilities, municipal water systems and provide other *urban governmental services*. Towns are incorporated.
 - b. **Unincorporated Urban Growth Areas (UGAs)** are: 1) 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 2) are 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. UGAs provide a variety of housing types and residential densities, some of which are at urban-level densities, with the remainder conditioned to not preclude future upzoning. The UGAs are pedestrian-oriented with a compact village core.
2. Growth Areas should be designated on the *Comprehensive Plan* Official Maps where existing or proposed uses and services will meet the above definitions. Growth Areas designated on the *Comprehensive Plan* Official Maps are identified in Table 1, *below*.

Table 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

3. New urban-level residential, *general commercial* and *general industrial* uses, and urban-level facilities and services should be located only in growth areas, except as explicitly provided by this *Plan* and in compliance with the GMA, in order to avoid incompatible land uses and protect the character and values of the rural areas. Rural industries and heavy industrial types of activities will generally be located in Island Center activity centers and the Rural Industrial areas (see Rural areas, *below*).
4. 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 a 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.
5. Subarea plans or location-specific designations and standards for growth areas should be adopted to guide land use and development in these areas. Residential, commercial, industrial, and open space and park areas should be identified in each growth area. Land use districts and development standards for areas should be consistent with GMA direction to develop compact urban areas and to retain and enhance community character and values. Critical Areas within growth areas should be preserved and enhanced.
6. Land use districts, densities and standards for growth areas should be 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 also be developed to prohibit new development during the phasing period that would physically preclude eventual higher densities.
7. All new development in growth areas should be connected to and served by public or private community water and sewage treatment systems. 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.
8. New residential development in growth areas should include a full range of single- and multi-family housing types. New areas added to a growth area should permit minimum densities of 4 units per acre in order to support efficient public services and provide a full range of affordable housing opportunities in the future.
9. Open space design standards should be established to maintain the rural character at the borders of growth areas. Open space areas, in the form of squares, green spaces, and parks within growth areas, 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.
10. The County should investigate storm drainage impacts of current and future development for each growth area, and develop additional design and building standards for land development projects, capital projects, and establishment of a utility if appropriate, to control storm water runoff and associated impacts.

11. The Town of Friday Harbor and the County should prepare and maintain an Urban Growth Area Management Agreement in accordance with the San Juan County and Town of Friday Harbor Joint Planning Policy adopted in 1992, as amended.

12. Urban Growth Areas (UGAs) should be designed to accommodate fifty percent (50%) of the population growth projected for the island where the UGA is located during the twenty year planning period. 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.

13. Establish development standards for planned unit developments (PUD) in 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. 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.

14. An adaptive management program regarding seawater intrusion into the Lopez Village UGA water supply is hereby established to evaluate whether existing regulatory and non-regulatory actions with regard to seawater intrusion are protecting the quality and quantity of groundwater used for public water supplies in the Lopez Village UGA. This program is intended to supplement the County's existing water quality protections in San Juan County Code Chapter 8.06.

- a. **Benchmarks.** The program uses June 2002 well data and the groundwater model described in the June 2003 Lopez Village Groundwater Model Report ("2003 Report") prepared by Pacific Groundwater Group as a benchmark. The 2003 Report is hereby incorporated into the Comprehensive Plan by reference.
- b. **Monitoring network.** A well monitoring network of eleven wells has been established in and around Lopez Village in partnership with the Washington State Department of Ecology. Data loggers have been installed on these wells and will measure elevation and static level at least hourly. Additionally, manual samples will be taken at least twice a year from the wells for chemical analysis. The analysis will test for alkalinity, calcium, chloride, conductivity, fluoride, magnesium, nitrate, potassium, sodium, and sulfate.
- c. **Review by County Hydrogeologist.** A County Hydrogeologist will review and analyze data collected by the monitoring network by December 31, 2008, and annually thereafter. The review will include:
 - i. Analysis of the collected data and comparison to the projections regarding pumpage and water levels in the model developed in the 2003 Report.
 - ii. Modification to the model in the 2003 Report if it is not simulating aquifer conditions correctly or if more accurate indicators of seawater intrusion are developed and can feasibly be integrated into the model.
 - iii. Analysis of the aquifer capacity compared to growth projections.
- d. **Thresholds.** Degradation of the aquifer will be considered to occur if the County Hydrogeologist determines that there is a greater impact on seawater intrusion than predicted in the groundwater model. If more accurate indicators of seawater intrusion or other degradation are developed and integrated into the model, such indicators will be used to measure degradation in future analyses.
- e. **Response to degradation of water quality.** If degradation occurs, the County will immediately take appropriate action to cease the issuance of building permits in the Lopez Village UGA. The County will not resume issuing building permits in the Lopez Village UGA until such time as

action which will prevent further seawater intrusion has been identified and implemented.
(Ord. 40-2008)

Appendix 2 County-wide Planning Policies For Designation of Unincorporated Urban Growth Areas

Policies for Designation of Unincorporated Urban Growth Areas

- Policy 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.
- Policy 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.
- Policy 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.
- Policy 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.
- Policy 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.
- Policy 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.
- Policy 7** Based on the results of Policies 2 through 6, the County should determine the interim boundary of each UGA.
- Policy 8** The County should define the levels of service necessary to support urban levels of development within each UGA.
- Policy 9** The final boundary of each UGA should be adjusted as necessary based on the results of capital facilities planning.

Land Use Element, Section 2.5 Overlay Districts

2.5.D Airport Overlay District

Goal: 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.

Policies (2.5.D.1–4):

1. The Airport Overlay District designation may be applied to publicly-owned airports, and accessory uses. The boundaries of an airport overlay district may not necessarily coincide with those of a port district.
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. Such 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.
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.
4. If there is any conflict between regulations of an Airport Overlay District and regulations of an underlying designation, the more restrictive regulations should apply.

I.B Growth Management Act (GMA)

The following section of the Revised Code of Washington (RCW) and the Washington Administrative Code (WAC) include some key land use requirements of the Growth Management Act (GMA). Some provisions are bolded or highlighting for emphasis.

RCW 36.70A.070 (1) Comprehensive plans – Mandatory elements.

Section 1 identifies the information needed in the land use element:

- 1) A land use element designating the proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses. The land use element shall include population densities, building intensities, and estimates of future population growth. The land use element shall provide for protection of the quality and quantity of groundwater used for public water supplies. Wherever possible, the land use element should consider utilizing urban planning approaches that promote physical activity. Where applicable, the land use element shall review drainage, flooding, and stormwater runoff in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state, including Puget Sound or waters entering Puget Sound.

RCW 36.70A.020 Planning Goals

This RCW indicates that the GMA's 14 planning goals are to guide the development and adoption of comprehensive plans and development regulations. They have no order of priority. Goal 1 relates to urban growth areas.

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

RCW 36.70A.110 Comprehensive plans – Urban growth areas.

1) Each county that is required or chooses to plan under RCW 36.70A.040 shall designate an urban growth area or areas within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature. Each city that is located in such a county shall be included within an urban growth area. An urban growth area may include more than a single city. **An urban growth area may include territory that is located outside of a city only if such territory already is characterized by urban growth whether or not the urban growth area includes a city, or is adjacent to territory already characterized by urban growth, or is a designated new fully contained community as defined by RCW 36.70A.350.**

(2) Based upon the growth management population projection made for the county by the office of financial management, the county **and each city within the county shall include areas and densities sufficient to permit the urban growth that is projected to occur in the county or city for the succeeding twenty-year period**, except for those urban growth areas contained totally within a national historical reserve. **As part of this planning process, each city within the county must include areas sufficient to accommodate the broad range of needs and uses that will accompany the projected urban growth including, as appropriate, medical, governmental, institutional, commercial, service, retail, and other nonresidential uses.**

Each urban growth area shall permit urban densities and shall include greenbelt and open space areas. In the case of urban growth areas contained totally within a national historical reserve, the city may restrict densities, intensities, and forms of urban growth as determined to be necessary and appropriate to protect the physical, cultural, or historic integrity of the reserve. **An urban growth area determination may include a reasonable land market supply factor and shall permit a range of urban densities and uses.** In determining this market factor, cities and counties may consider local circumstances. Cities and counties have discretion in their comprehensive plans to make many choices about accommodating growth.

(3) Urban growth should be located first in areas already characterized by urban growth that have adequate existing public facility and service capacities to serve such development, second in areas already characterized by urban growth that will be served adequately by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private sources, and third in the remaining portions of the urban growth areas. Urban growth may also be located in designated new fully contained communities as defined by RCW 36.70A.350.

(4) In general, cities are the units of local government most appropriate to provide urban governmental services. **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.**

(7) An urban growth area designated in accordance with this section may include within its boundaries urban service areas or potential annexation areas designated for specific cities or towns within the county.

RCW 36.70A.115 Comprehensive Plans and development regulations must provide sufficient land capacity for development.

(1) Counties and cities that are required or choose to plan under RCW 36.70A.040 shall ensure that, taken collectively, adoption of and amendments to their comprehensive plans and/or development regulations provide sufficient capacity of land suitable for development within their jurisdictions to accommodate their allocated housing and employment growth, including the accommodation of, as appropriate, the medical, governmental, educational, institutional, commercial, and industrial facilities related to such growth, as adopted in the applicable countywide planning policies and consistent with the twenty-year population forecast from the office of financial management.

Chapter 365-196 WAC

The following WACs provide important guidance regarding the connection between urban areas, densities, urban services, housing, and capital facilities.

WAC 365-196-300 Urban density

(1) The role of urban areas in the act. The act requires counties and cities to direct new growth to urban areas to allow for more efficient and predictable provision of adequate public facilities, to promote an orderly transition of governance for urban areas, to reduce development pressure on rural and resource lands, and to encourage redevelopment of existing urban areas.

(2) How the urban density requirements in the act are interrelated. The act involves a consideration of density in three contexts:

(a) Allowed densities: The density, expressed in dwelling units per acre, allowed under a county's or city's development regulations when considering the combined effects of all applicable development regulations.

(b) Assumed densities: The density at which future development is expected to occur as specified in the land capacity analysis or the future land use element. Assumed densities are also referred to in

RCW 36.70A.110 as densities sufficient to permit the urban growth that is projected to occur.

(c) Achieved density: The density at which new development occurred in the period preceding the analysis required in either RCW 36.70A.130(3) or 36.70A.215.

(3) Determining the appropriate range of urban densities. Within urban growth areas, counties and cities must permit urban densities and provide sufficient land capacity suitable for development. The requirements of RCW 36.70A.110 and 36.70A.115 apply to the densities assumed in the comprehensive plan and the densities allowed in the implementing development regulations.

(a) Comprehensive plans. Under RCW 36.70A.070(1) and in RCW 36.70A.110(2), the act requires that the land use element identify areas and assumed densities sufficient to accommodate the twenty-year population allocation. **The land use element should clearly identify the densities, or range of densities, assumed for each land use designation as shown on the future land use map.**

When reviewing the urban growth area, the assumed densities in the land capacity analysis must be urban densities.

(b) Development regulations. Counties and cities must provide sufficient capacity of land suitable for development.

(i) Development regulations must allow development at the densities assumed in the comprehensive plan.

(ii) Counties and cities need not force redevelopment in urban areas not currently developed at urban densities, but the development regulations must allow, and should not discourage redevelopment at urban densities. If development patterns are not occurring at urban densities, counties and cities should review development regulations for potential barriers or disincentives to development at urban densities. Counties and cities should revise regulations to remove any identified barriers and disincentives to urban densities, and may include incentives.

(4) Factors to consider for establishing urban densities. The act does not establish a uniform standard for minimum urban density. Counties and cities may establish a specified minimum density in county-wide or multicounty planning policies. Counties and cities should consider the following factors when determining an appropriate range of urban densities:

(a) An urban density is a density for which cost-effective urban services can be provided. Higher densities generally lower the per capita cost to provide urban governmental services.

(b) Densities should be higher in areas with a high local transit level of service. Generally, a minimum of seven to eight dwelling units per acre is necessary to support local urban transit service. Higher densities are preferred around high capacity transit stations.

(c) The areas and densities within an urban growth area must be sufficient to accommodate the portion of the twenty-year population that is allocated to the urban area. **Urban densities should allow accommodation of the population allocated within the area that can be provided with adequate public facilities during the planning period.**

(d) Counties and cities should establish significantly higher densities within regional growth centers designated in RCW 47.80.030; in growth and transportation efficiency centers designated under RCW 70.94.528; and around high capacity transit stations in accordance with RCW 47.80.026. Cities may also designate new or existing downtown centers, neighborhood centers, or identified transit corridors as focus areas for infill and redevelopment at higher densities.

(e) Densities should allow counties and cities to accommodate new growth predominantly in existing urban areas and reduce reliance on either continued expansion of the urban growth area, or directing significant amounts of new growth to rural areas.

(f) The densities chosen should accommodate a variety of housing types and sizes to meet the needs of all economic segments of the community. The amount and type of housing accommodated at each density and in each land use designation should be consistent with the need for various housing types identified in the housing element of the comprehensive plan.

(g) Counties and cities may designate some urban areas at less than urban densities to protect a network of critical areas, to avoid further development in frequently flooded areas, or to prevent further development in geologically hazardous areas. Counties or cities should show that the critical areas are present in the area so designated and that area designated is limited to the area necessary to achieve these purposes.

- (5) Addressing development patterns that occurred prior to the act.
- (a) Prior to the passage of the act, many areas within the state developed at densities that are neither urban nor rural. Inside the urban growth area, local comprehensive plans should allow appropriate redevelopment of these areas. Newly developed areas inside the urban growth area should be developed at urban densities.
 - (b) Local capital facilities plans should include plans to provide existing urban areas with adequate public facilities during the planning period so that available infrastructure does not serve as a limiting factor to redevelopment at urban densities.**

WAC 365-196-310 Urban growth areas

Subsection 1 is omitted below because it is not applicable to San Juan County.

(2) Requirements.

(a) Each county planning under the act must designate an urban growth area or areas within which urban growth must be encouraged and outside of which growth can occur only if it is not urban in nature. Each county must designate an urban growth area in its comprehensive plan.

(b) Each city that is located in such a county shall be included within an urban growth area. An urban growth area may include more than a single city.

(c) An urban growth area may include territory that is located outside a city if such territory already is characterized by urban growth or is adjacent to territory already characterized by urban growth.

(d) Based upon the growth management planning population projection selected by the county from within the range provided by the office of financial management, and based on a county-wide employment forecast developed by the county at its discretion, the urban growth areas shall include areas and densities sufficient to permit the urban growth that is projected to occur in the county for the succeeding twenty-year period. Counties and cities may provide the office of financial management with information they deem relevant to prepare the population projections, and the office shall consider and comment on such information and review projections with cities and counties before they are adopted. Counties and cities may petition the office to revise projections they believe will not reflect actual population growth.

(e) The urban growth area may not exceed the areas necessary to accommodate the growth management planning projections, plus a reasonable land market supply factor, or market factor. In determining this market factor, counties and cities may consider local circumstances. Cities and counties have discretion in their comprehensive plans to make many choices about accommodating growth. Each urban growth area shall permit urban densities and shall include greenbelt and open space areas.

(f) Counties and cities should facilitate urban growth as follows:

(i) Urban growth should be located first in areas already characterized by urban growth that have existing public facilities and service capacities adequate to serve urban development.

(ii) Second, urban growth should be located in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private sources.

(iii) Third, urban growth should be located in the remaining portions of the urban growth area.

(g) In general, cities are the units of local government most appropriate to provide urban governmental services. 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. Recommendations governing the extension of urban services into rural areas are found in WAC 365-196-425.

(h) Each county that designates urban growth areas must review, according to the time schedule specified in RCW 36.70A.130(5), periodically its designated urban growth areas, and the densities permitted within both the incorporated and unincorporated portions of each urban growth area (see WAC 365-196-610).

(i) The purpose of the urban growth area review is to assess the capacity of the urban land to accommodate population growth projected for the succeeding twenty-year planning period.

(ii) This review should be conducted jointly with the affected cities.

(iii) In conjunction with this review by the county, each city located within an urban growth area shall review the densities permitted within its boundaries, and the extent to which the urban growth occurring within the county has located within each city and the unincorporated portions of the urban growth areas.

(3) General procedure for designating urban growth areas.

(a) The designation process shall include consultation by the county with each city located within its boundaries. The adoption, review and amendment of the urban growth area should reflect a cooperative effort among jurisdictions to accomplish the requirements of the act on a regional basis, consistent with the county-wide planning policies and, where applicable, multicounty planning policies.

(b) Each city shall propose the location of an urban growth area.

(c) The county shall attempt to reach agreement with each city on the location of an urban growth area within which the city is located.

(d) If an agreement is not reached with each city located within the urban growth area, the county shall justify in writing why it so designated an urban growth area.

(e) As growth occurs, most lands within the urban growth area should ultimately be provided with urban governmental services by cities, either directly or by contract. Other service providers are appropriate within urban growth areas for regional or county-wide services, or for isolated unincorporated pockets characterized by urban growth. **Counties and cities should provide for development phasing within each urban growth area to ensure the orderly sequencing of development and that services are provided as growth occurs.**

(f) Counties and cities should develop and evaluate urban growth area proposals with the purpose of accommodating projected urban growth through infill and redevelopment within existing municipal boundaries or urban areas. In some cases, expansion will be the logical response to projected urban growth.

(g) Counties, cities, and other municipalities, where appropriate, should negotiate interlocal agreements to coordinate land use management with the provision of adequate public facilities to the urban growth area. Such agreements should facilitate urban growth in a manner consistent with the cities' comprehensive plans and development regulations, and should facilitate a general transformation of governance over time, through annexation or incorporation, and transfer of nonregional public services to cities as the urban area develops.

(4) Recommendations for meeting requirements.

(a) Selecting and allocating county-wide growth forecasts. This process should involve at least the following:

(i) The total county-wide population is the sum of the population allocated to each city; the population allocated to any portion of the urban growth area associated with cities; the population allocated to any portion of the urban growth area not associated with a city; and the population growth that is expected outside of the urban growth area.

(ii) RCW 43.62.035 directs the office of financial management to provide a reasonable range of high, medium and low twenty-year population forecasts for each county in the state, with the medium forecast being most likely. Counties and cities must plan for a total county-wide population that falls within the office of financial management range.

(iii) Consideration of other population forecast data, trends, and implications. In selecting population forecasts, counties and cities may consider the following:

(A) Population forecasts from outside agencies, such as regional or metropolitan planning agencies, and service providers.

(B) Historical growth trends and factors which would cause those trends to change in the future.

(C) General implications, including:

(I) Public facilities and service implications. **Counties and cities should carefully consider how to finance the necessary facilities and should establish a phasing plan to ensure that development occurs at urban densities; occurs in a contiguous and orderly manner; and is linked with provision of adequate public facilities.** These considerations are particularly important when considering forecasts closer to the high end of the range. Jurisdictions considering a population forecast closer to the low end of the range should closely monitor development and population growth trends to ensure actual growth does not begin to exceed the planned capacity.

(II) Overall land supplies. Counties and cities facing immediate physical or other land supply limitations may consider these limitations in selecting a forecast. Counties and cities that identify potential longer term land supply limitations should consider the extent to which current forecast options would require increased densities or slower growth in the future.

(III) Implications of short term updates. The act requires that twenty-year growth forecasts and designated urban growth areas be updated at a minimum during the periodic review of comprehensive plans and development regulations (WAC 365-196-610). Counties and cities should consider the likely timing of future updates, and the opportunities this provides for adjustments.

(D) Counties and cities are not required to adopt forecasts for annual growth rates within the twenty-year period, but may choose to for planning purposes. If used, annual growth projections may assume a consistent rate throughout the planning period, or may assume faster or slower than average growth in certain periods, as long as they result in total growth consistent with the twenty-year forecasts selected.

(iv) Selection of a county-wide employment forecast. Counties, in consultation with cities, should adopt a twenty-year county-wide employment forecast to be allocated among urban growth areas, cities, and the rural area. The following should be considered in this process:

(A) The county-wide population forecast, and the resulting ratio of forecast jobs to persons. This ratio should be compared to past levels locally and other regions, and to desired policy objectives; and

B) Economic trends and forecasts produced by outside agencies or private sources.

(v) Projections for commercial and industrial land needs. When establishing an urban growth area, counties should designate sufficient commercial and industrial land. Although no office of financial management forecasts are available for industrial or commercial land needs, counties and cities should use a county-wide employment forecast, available data on the current and projected local and regional economies, and local demand for services driven by population growth. **Counties and cities should consider establishing a county-wide estimate of commercial and industrial land needs to ensure consistency of local plans.**

Counties and cities should consider the need for industrial lands in the economic development element of their comprehensive plan. **Counties and cities should avoid conversion of areas set aside for industrial uses to other incompatible uses, to ensure the availability of suitable sites for industrial development.**

(vi) Selection of community growth goals with respect to population, commercial and industrial development and residential development.

(vii) Selection of the densities the community seeks to achieve in relation to its growth goals. Inside the urban growth areas densities must be urban. Outside the urban growth areas, densities must be rural.

(b) General considerations for determining the need for urban growth areas expansions to accommodate projected population and employment growth.

(i) Estimation of the number of new persons and jobs to be accommodated based on the difference between the twenty-year forecast and current population and employment.

(ii) Estimation of the capacity of current cities and urban growth areas to accommodate additional population and employment over the twenty-year planning period. This should be based on a land capacity analysis, which may include the following:

(A) Identification of the amount of developable residential, commercial and industrial land, based on inventories of currently undeveloped or partially developed urban lands.

(B) Identification of the appropriate amount of greenbelt and open space to be preserved or created in connection with the overall growth pattern and consistent with any adopted levels of service. See WAC 365-196-335 for additional information.

(C) Identification of the amount of developable urban land needed for the public facilities, public services, and utilities necessary to support the likely level of development. See WAC 365-196-320 for additional information.

(D) Based on allowed land use development densities and intensities, a projection of the additional urban population and employment growth that may occur on the available residential, commercial and industrial land base. The projection should consider the portion of population and employment growth which may occur through redevelopment of previously developed urban areas during the twenty-year planning period.

(E) The land capacity analysis must be based on the assumption that growth will occur at urban densities inside the urban growth area. In formulating land capacity analyses, counties and cities should consider data on past development, as well as factors which may cause trends to change in the future. For counties and cities subject to RCW 36.70A.215, information from associated buildable lands reports should be considered. If past development patterns have not resulted in urban densities, or have not resulted in a pattern of desired development, counties and cities should use assumptions aligned with desired future development patterns. Counties and cities should then implement strategies to better align future development patterns with those desired.

(F) The land capacity analysis may also include a reasonable land market supply factor, also referred to as the "market factor." The purpose of the market factor is to account for the estimated percentage of developable acres contained within an urban growth area that, due to fluctuating market forces, is likely to remain undeveloped over the course of the twenty-year planning period. The market factor recognizes that not all developable land will be put to its maximum use because of owner preference, cost, stability, quality, and location. If establishing a market factor, counties and cities should establish an explicit market factor for the purposes of establishing the amount of needed land capacity. Counties and cities may consider local circumstances in determining an appropriate market factor. Counties and cities may also use a number derived from general information if local study data is not available.

(iii) An estimation of the additional growth capacity of rural and other lands outside of existing urban growth areas compared with future growth forecasted, and current urban and rural capacities.

(iv) 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.

(c) Determining the appropriate locations of new or expanded urban growth area boundaries. This process should consider the following:

(i) Selection of appropriate densities. For all jurisdictions planning under the act, the urban growth area should represent the physical area where that jurisdiction's urban development vision can be realized over the next twenty years. The urban growth area should be based on densities which accommodate urban growth, served by adequate public facilities, discourage sprawl, and promote goals of the act. RCW 36.70A.110 requires that densities specified for land inside the urban growth area must be urban densities. See WAC 365-196-300 for recommendations on determining appropriate urban densities.

(ii) The county should attempt to define urban growth areas to accommodate the growth plans of the cities. Urban growth areas should be defined so as to facilitate the transformation of services and governance during the planning period. However, physical location or existing patterns of service make some unincorporated areas which are characterized by urban growth inappropriate for inclusion in any city's potential growth area.

(iii) Identifying the location of any new lands added to the urban growth area. Lands should be included in the urban growth area in the following priority order:

(A) Existing incorporated areas;

- (B) Land that is already characterized by urban growth and has adequate public facilities and services;
- (C) Land already characterized by urban growth, but requiring additional public facilities and urban services; and
- (D) Lands adjacent to the above, but not meeting those criteria.
 - (iv) Designating industrial lands. Counties and cities should consult with local economic development organizations when identifying industrial lands to identify sites that are particularly well suited for industry, considering factors such as:
 - (A) Rail access;
 - (B) Highway access;
 - (C) Large parcel size;
 - (D) Location along major electrical transmission lines;
 - (E) Location along pipelines;
 - (F) Location near or adjacent to ports and commercial navigation routes;
 - (G) Availability of needed infrastructure; or
 - (H) Absence of surrounding incompatible uses.
 - (v) Consideration of resource lands issues. **Urban growth areas should not be expanded into designated agricultural, forest or resource lands unless no other option is available.** Prior to expansion of the urban growth area, counties and cities must first review the natural resource lands designation and conclude the lands no longer meet the designation criteria for resource lands of long-term commercial significance. Designated agricultural or forest resource lands may not be located inside the urban growth area unless a city or county has enacted a program authorizing transfer or purchase of development rights.
 - (vi) Consideration of critical areas issues. Although critical areas exist within urban areas, counties and cities should avoid expanding the urban growth areas into areas with known critical areas extending over a large area. See RCW 36.70A.110(8) for legislative direction on expansion of urban growth areas into the one hundred-year flood plain of river segments that are located west of the crest of the Cascade mountains and have a mean annual flow of one thousand or more cubic feet per second.
 - (vii) If there is physically no land available into which a city might expand, it may need to revise its proposed urban densities or population levels in order to accommodate **growth on its existing land base.**

(d) Evaluating the feasibility of the overall growth plan. Counties and cities should perform a check on the feasibility of the overall plan to accommodate growth. If, as a result of this evaluation, the urban growth area appears to have been drawn too small or too large, the proposal should be adjusted accordingly. Counties and cities should evaluate:

- (i) The anticipated ability to finance the public facilities, public services, and open space needed in the urban growth area over the planning period. **When conducting a review of the urban growth areas, counties and cities should develop an analysis of the fiscal impact of alternative land use patterns that accommodate the growth anticipated over the succeeding twenty-year period. This provides the public and decision makers with an estimate of the fiscal consequences of various development patterns. This analysis could be done in conjunction with the analysis required under the State Environmental Policy Act.**
- (ii) The effect that confining urban growth within the areas defined is likely to have on the price of property and the impact thereof on the ability of residents of all economic strata to obtain housing they can afford.

(iii) Whether the level of population and economic growth contemplated can be achieved within the capacity of available land and water resources and without environmental degradation.

(iv) The extent to which the comprehensive plan of the county and of adjacent counties and cities will influence the area needed.

(e) County actions in adopting urban growth areas.

(i) A change to the urban growth area is an amendment to the comprehensive plan and requires, at a minimum, an amendment to the land use element. **Counties and cities should also review and update the transportation, capital facilities, utilities, and housing elements to maintain consistency and show how any new areas added to the urban growth area will be provided with adequate public facilities. A modification of any portion of the urban growth area affects the overall urban growth area size and has county-wide implications.** Because of the significant amount of resources needed to conduct a review of the urban growth area, and because some policy objectives require time to achieve, frequent, **piecemeal expansion of the urban growth area should be avoided.** Site-specific proposals to expand the urban growth area should be deferred until the next comprehensive review of the urban growth area.

(ii) Counties and cities that are required to participate in the buildable lands program must first have adopted and implemented reasonable measures as required by RCW 36.70A.215 before considering expansion of an urban growth area.

(iii) Consistent with county-wide planning policies, counties and cities consulting on the designation of urban growth areas should consider the following implementation steps:

(A) Establishment of agreements regarding land use regulations and the provision of services in that portion of the urban growth area outside of an existing city into which it is eventually expected to expand.

(B) Negotiation of agreements for appropriate allocation of financial burdens resulting from the transition of land from county to city jurisdiction.

(C) Provision for an ongoing collaborative process to assist in implementing county-wide planning policies, resolving regional issues, and adjusting growth boundaries.

WAC 365-196-320 Providing urban services

(1) Urban governmental services.

(a) Urban services are defined by RCW 36.70A.030(18) as those public services and public facilities at an intensity historically and typically provided in cities. Urban services specifically include:

(i) Sanitary sewer systems;

(ii) Storm drainage systems;

(iii) Domestic water systems;

(iv) Street cleaning services;

(v) Fire and police protection services;

(vi) Public transit services; and

(vii) Other public utilities associated with urban areas and normally not associated with rural areas.

(b) RCW 36.70A.030 (12) and (13) define public facilities and public services, which in addition to those defined as urban services, also include streets, roads, highways, sidewalks, street and road

lighting systems, traffic signals, parks and recreational facilities, and schools, public health and environmental protection, and other governmental services.

(c) Although some of these services may be provided in rural areas, urban areas are typically served by higher capacity systems capable of providing adequate services at urban densities. **Storm and sanitary sewer systems are the only services that are generally exclusively for urban growth areas.** Outside of urban growth areas storm and sanitary sewer systems are appropriate in limited circumstances when 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.

(d) **At a minimum, adequate public facilities in urban areas should include sanitary sewer systems, and public water service from a Group A public water system under chapter 70.119 or 70.119A RCW** because these services are usually necessary to support urban densities. The services provided must be adequate to allow development at urban densities and serve development at densities consistent with the land use element.

(e) The obligation to provide urban areas with adequate public facilities is not limited to new urban areas. Counties and cities must include in their capital facilities element a plan to provide adequate public facilities to all urban areas, including those existing areas that are developed, but do not currently have a full range of urban governmental services or services necessary to support urban densities.

(f) The use of on-site sewer systems within urban growth areas may be appropriate in limited circumstances where there is no negative effect on basic public health, safety and the environment; and the use of on-site sewer systems does not preclude development at urban densities. Such circumstances may include:

- (i) Use of on-site sewer systems as a transitional strategy where there is a development phasing plan in place (see WAC 365-195-330 [WAC 365-196-330]); or
- (ii) To serve isolated pockets of urban land difficult to serve due to terrain, critical areas or where the benefit of providing an urban level of service is cost-prohibitive; or
- (iii) Where on-site systems are the best available technology for the circumstances and are designed to serve urban densities.

(2) Appropriate providers. RCW 36.70A.110(4) states that, in general, cities are the units of government most appropriate to provide urban governmental services. However, counties, special purpose districts and private providers also provide urban services, particularly services that are regional in nature. Counties and cities should plan for a transformation of governance as urban growth areas develop, whereby annexation or incorporation occurs, and nonregional urban services provided by counties are generally transferred to cities. See WAC 365-196-305.

(3) Coordination of planning in urban growth areas.

(a) The capital facilities element and transportation element of the county or city comprehensive plan must show how adequate public facilities will be provided and by whom. If the county or city with land use authority over an area is not the provider of urban services, a process for maintaining consistency between the land use element and plans for infrastructure provision should be developed consistent with the county-wide planning policies.

(b) If a city is the designated service provider outside of its municipal boundaries, the city capital facilities element must also show how urban services will be provided within their service area. This should include incorporated areas and any portion of the urban growth area that it is assigned as a service area or potential annexation area designated under RCW 36.70A.110(7). See WAC 365-196-415 for information on the capital facilities element.

(4) Level of financial certainty required when establishing urban growth areas.

(a) Any amendment to an urban growth area must be accompanied by an analysis of what capital facilities investments are necessary to ensure the provision of adequate public facilities.

(b) If new or upgraded facilities are necessary, counties and cities must amend the capital facilities and transportation elements to maintain consistency with the land use element.

(c) The amended capital facilities and transportation elements must identify those new or expanded facilities and services necessary to support development in new urban growth areas. The elements must also include cost estimates to determine the amount of funding necessary to construct needed facilities.

(d) The capital facilities and transportation elements should identify what combination of new or existing funding will be necessary to develop the needed facilities. Funding goals should be based on what can be raised by using existing resources. Use of state and federal grants should be realistic based on past trends unless the capital facilities element identifies new programs or an increased amount of available funding from state or federal sources.

(e) If funding available from existing sources is not sufficient, counties and cities should use development phasing strategies to prevent the irreversible commitment of land to urban development before adequate funding is available. Development phasing strategies are described in WAC 365-196-330. Counties and cities should then implement measures needed to close the funding gap.

(f) When considering potential changes to the urban growth area, counties should require that any proposal to expand the urban growth area must include necessary information to demonstrate an ability to provide adequate public facilities to any potential new portions of the urban growth area.

II. Introduction to Urban Growth Areas (UGAs) and Urban Land Use Topics

Urban Growth Areas

Urban Growth Areas are a central component of planning under GMA. An UGA is an area or areas within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature (RCW 36.70A.110). They are the focus of the most intense development within the GMA framework.

There are three UGAs in San Juan County: Town of Friday Harbor UGA, Eastsound UGA, and Lopez Village UGA. Friday Harbor is the only incorporated town in the County. The Town of Friday Harbor regulates the land uses within the Friday Harbor UGA. The County makes land use decisions within the Eastsound and Lopez Village UGAs. The focus of this memo is the land use issues the County may address in and around these three UGAs.

The UGA land use issues discussed in this memo come from a preliminary list of land use topics developed in the fall of 2019 by County staff, the Planning Commission and the County Council. The topic list includes issues raised in public comments including those made during discussions at community workshops, and land use review requests submitted by property owners.

Urban Land Use Topics

An understanding of the Land Capacity Analysis Results, map requests, consistency with other Plan elements, and goals and policies is required to initiate the discussion about land use issues in the UGAs. The land capacity analysis results provide information about how much development is possible in the UGAs given assigned densities, land use designations, and the current level of development. Map topics include land use designations and assigned densities on the *Plan's* Official Maps. Policy discussions focus on specific goals and policies in the Land Use Element of the *Plan*.

II.A UGA Land Capacity Analysis Results

GMA requires San Juan County to plan to accommodate the forecasted 2036 growth in population and employment. The *Plan* policies, official map designations, and the County's development regulations must provide sufficient capacity to accommodate forecasted growth (RCW 36.70A.115).

The GMA allows the County to make local choices about planning for forecasted growth (WAC 365-196-050). Within the GMA framework, it is important to make sure that the reasons for all proposed amendments to the Official Maps are well documented.

II.B Official Maps

The Official Maps in the *Plan* are the most effective policy mechanism for guiding development. The allowed densities and the land use designations are established on them. In conjunction with the land use goals and policies and development regulations, they specify designations where different kinds of land uses can occur. Changes to the Official Map can have long-lasting influence on development patterns and intensity.

Given the effect that map changes can bring to bear, Official Map amendments require specific designation criteria set in the *Plan*. The *Plan* policies set benchmarks that areas must meet in order to be designated on the Official Map. Additionally, there are specific criteria of approval that all amendments to the Official Map must satisfy provided in San Juan County Code (SJCC) 18.90.030 (F). Proposed Official Map amendments

must be consistent with County Code and meet the designation requirements in the *Plan* Land Use Element. SJCC 18.90.030 (F) states:

F. Criteria for Approval. These actions are reviewed for conformance with the applicable provisions of the Comprehensive Plan, the UDC, and as follows:

1. Comprehensive Plan Official Map Amendments. The County may approve an application or proposal for a Comprehensive Plan Official Map amendment if all of the following criteria are met:

a. The changes would benefit the public health, safety, or welfare.

b. The change is warranted because of one or more of the following: changed circumstances; a demonstrable need for additional land in the proposed land use designation; to correct demonstrable errors on the official map; or because information not previously considered indicates that different land use designations are equally or more consistent with the purposes, criteria and goals outlined in the Comprehensive Plan.

c. The change is consistent with the criteria for land use designations specified in the Comprehensive Plan.

d. The change, if granted, 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 or public purpose which justifies different designations.

e. The benefits of the change will outweigh any significant adverse impacts of the change.

2. Map Change. Following approval of a Comprehensive Plan Official Map amendment, the County shall amend the official maps to reflect the change. The County shall also indicate on the official maps the number of the ordinance adopting the change.

3. Concomitant Agreement. The County is specifically authorized to enter into a concomitant agreement as a condition of any Comprehensive Plan Official Map amendment. Through that agreement, the County may impose development conditions designed to mitigate potential impacts of the use or development that may occur as a result of such an amendment.

II.C Consistency with Other Plan Elements

Analysis of land use alternatives for consistency with the GMA requirements and other *Plan* elements will be completed after this preliminary briefing. Planning for growth in the UGAs must make sure that new development will not outpace urban governmental service and transportation infrastructure capacity. Choices about planning for urban growth should consider the analysis in the *Plan* appendices, which inventory capital facility and transportation capacities. These include Appendix 1 Population Forecast and Land Capacity Analysis, Appendix 5 Housing Needs Assessment, Appendix 6 Transportation, Appendix 7 Capital Facilities Inventory, and Appendix 8 Utilities. Appendices 6 and 7 include level of service analyses for transportation infrastructure and capital facilities.

II.D Policy

The text of the goals and policies of the Comprehensive Plan (*Plan*) provide specific details on how the County aims to achieve the *Plan's* vision. They describe what the County wants to achieve (goals) and how they will accomplish it (policies). In the Land Use Element, the goals and policies form the basis of the County development regulations in San Juan County Code (SJCC) Title 18. The goals and policies also determine the

criteria for assigning the land use designations and densities on the Official Map. Attachment A includes the UGA goals and policies from the Land Use Element.

The next sections of this report provide a summary of the land capacity results, mapping and policy topics identified thus far for each UGA. Preliminary guidance from the Council is sought to further focus evaluation of the UGAs.

Public Comments about UGA Expansion Policy: During the public comment period on the draft Housing Element, multiple residents provided the following comment:

“Require at least half of new units within UGA expansions to have income-based resale restrictions lasting at least 50 years.” (Bishop, Beyers, and many vacation rental commenters).”

This suggestion is intended to help ensure that any expansion of the UGA would actually meet the goal of providing density for low-income people rather than expanding only to provide more density to high-end housing or vacation rentals. As written, the suggested policy would apply to any UGA expansion. Staff is researching the legal aspects of this suggestion.

Can Policy 2.3.A.12 be changed to include an allocation of growth for activity centers?

Policy 2.3.A.12 can be changed to allocate growth to activity centers, but this may not be the right place to make that policy change. For reference, Policy 2.3.A.12 states:

“Urban Growth Areas (UGAs) should be designed to accommodate fifty percent (50%) of the population growth projected for the island where the UGA is located during the twenty year planning period. 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 2.3.A.12 (UGA allocation policy) is a local choice. GMA does not specify an allocation of growth for UGAs. The GMA requires urban development only take place within the UGAs, and that rural and natural resource land development (for the most part) only take place outside the UGAs. The key consideration in the GMA is preventing the extension of government services into areas that make those services inefficient and the prevention of low-density sprawl. The act does allow counties to consider local circumstances when determining the UGA boundary and establishing land use designations within the UGA. The UGA allocation policy can change if the Council would like to adjust the allocation.

A growth allocation for activity centers can be adopted but the UGA allocation policy is not the place in the *Plan* to set an allocation for activity centers. In San Juan County, activity centers, hamlets and villages are limited areas of more intensive rural development (LAMIRD). Policies for LAMIRD are provided in the rural section of the Land Use Element. The rural policy section is the appropriate place to establish a policy for allocating growth the activity centers.

More information activity centers and LAMIRD will be provided with the rural topic discussion planned for March 2020.

Setting a specific growth allocation for activity centers may prove problematic because they are LAMIRD. The GMA establishes specific rules for LAMIRD in RCW 36.70A.070 (5)(d). These requirements include limiting LAMIRD to areas within a 'logical outer boundary' determined at the time the LAMIRD was established. The logical outer boundary is established with the following criteria from WAC 365-196-425 (6)(c)(i)(C) and (D):

“(C) The logical outer boundary must be delineated primarily by the built environment as it existed on the date the county became subject to the planning requirements of the act.

(I) Some vacant land may be included within the logical outer boundary provided it is limited and does not create a significant amount of new development within the LAMIRD.

(II) Construction that defines the built environment may include above or below ground improvements. The built environment does not include patterns of vesting or preexisting zoning, nor does it include roads, clearing, grading, or the inclusion within a sewer or water service area if no physical improvements are in place. Although vested lots and structures built after the county became subject to the act's requirements should not be considered when identifying the built environment, they may be included within the logical outer boundary as infill.

(III) The logical outer boundary is not required to strictly follow parcel boundaries. If a large parcel contains an existing structure, a county may include part of the parcel in the LAMIRD boundary without including the entire parcel, to avoid a significant increase in the amount of development allowed within the LAMIRD.

(D) The fundamental purpose of the logical outer boundary is to minimize and contain the LAMIRD. Counties should favor the configuration that best minimizes and contains the LAMIRD to the area of existing development as of the date the county became subject to the planning requirements of the act. When evaluating alternative configurations of the logical outer boundary, counties should determine how much new growth will occur at build out and determine if this level of new growth is consistent with rural character and can be accommodated with the appropriate level of public facilities and public services. Counties should use the following criteria to evaluate various configurations when establishing the logical outer boundary:

(I) The need to preserve the character of existing natural neighborhoods and communities;

(II) Physical boundaries such as bodies of water, streets and highways, and land forms and contours;

(III) The prevention of abnormally irregular boundaries; and

(IV) The ability to provide public facilities and public services in a manner that does not permit low-density sprawl.”

The logical outer boundary of LAMIRD is allowed to change but in very limited ways. WAC 365-196-425 (6)(c)(i)(E) states:

“(E) Once a logical outer boundary has been adopted, counties may consider changes to the boundary in subsequent amendments. When doing so, the county must use the same criteria used when originally designating the boundary. **Counties should avoid adding new**

undeveloped parcels as infill, especially if doing so would add to the capacity of the LAMIRD (emphasis added)."

The 'logical outer boundary' limitations to adjusting LAMIRD (and thus, activity centers) make allocating growth to activity centers challenging. As the activity centers approach full capacity, options for adding new capacity would be limited.

What is the Existing Policy for Bulk Fuel Storage?

The *Plan* goals and policies do not specifically address this use either in the general policies or in land use designation specific policies. Bulk fuel storage is a use that is allowed in many different designations throughout the County. If the Council would like to adopt a *Plan* policy to address this use, Land Use Element Section 2.2.A General Goals and Policies would be the appropriate place to start. Options would include, adopting a policy to require the adoption of use-specific development code or to define how the use should be regulated. Drafting use-specific development regulations (adding to Chapter 18.40 SJCC) can be added to the implementation scope of work.

Where is Bulk Fuel Storage Currently Allowed?

The location of land uses is determined by the land use designations assigned on the *Plan* Official Maps, the policies for that land use designation, and Chapter 18.30 San Juan County Code (SJCC). Chapter 18.30 SJCC allows bulk fuel storage in the following designations:

- Village Industrial (Conditional use permit);
- Hamlet Industrial (Conditional use permit);
- Island Center LAMIRD (Provisional/Conditional use permit);
- Rural General Use (Conditional use permit);
- Rural Industrial (Conditional use permit);
- Rural Commercial (Conditional use permit);
- Deer Harbor Hamlet Industrial (Conditional use permit);
- Orcas Village Transportation (Conditional use permit);
- Orcas Village Commercial (Conditional use permit);
- Service Park (Conditional use permit);
- Eastsound Marina (Conditional use permit);
- Eastsound Airport (Conditional use permit); and
- Service and Light Industrial (Conditional use permit)

Chapter 18.40 SJCC does not have development standards specifically for bulk fuel storage. Bulk fuel storage is categorized as an industrial use. It is subject to SJCC 18.40.280 Industrial Uses – Standards for New Site Development.

III. Eastsound Urban Growth Area

Introduction

The majority of the urban land use issues identified in the County are centered on the Eastsound UGA. The Eastsound Subarea Plan (ESP), a component of the *Plan*, establishes the Official Map, densities and land use policies for the Eastsound UGA (Attachment A). The ESP was adopted in 2008 and updated in 2015. Changes to the land use designations or UGA boundary are changes to the Eastsound Subarea Plan. Proposed map or policy amendments will be evaluated for consistency with the Eastsound Subarea Plan prior to adoption.

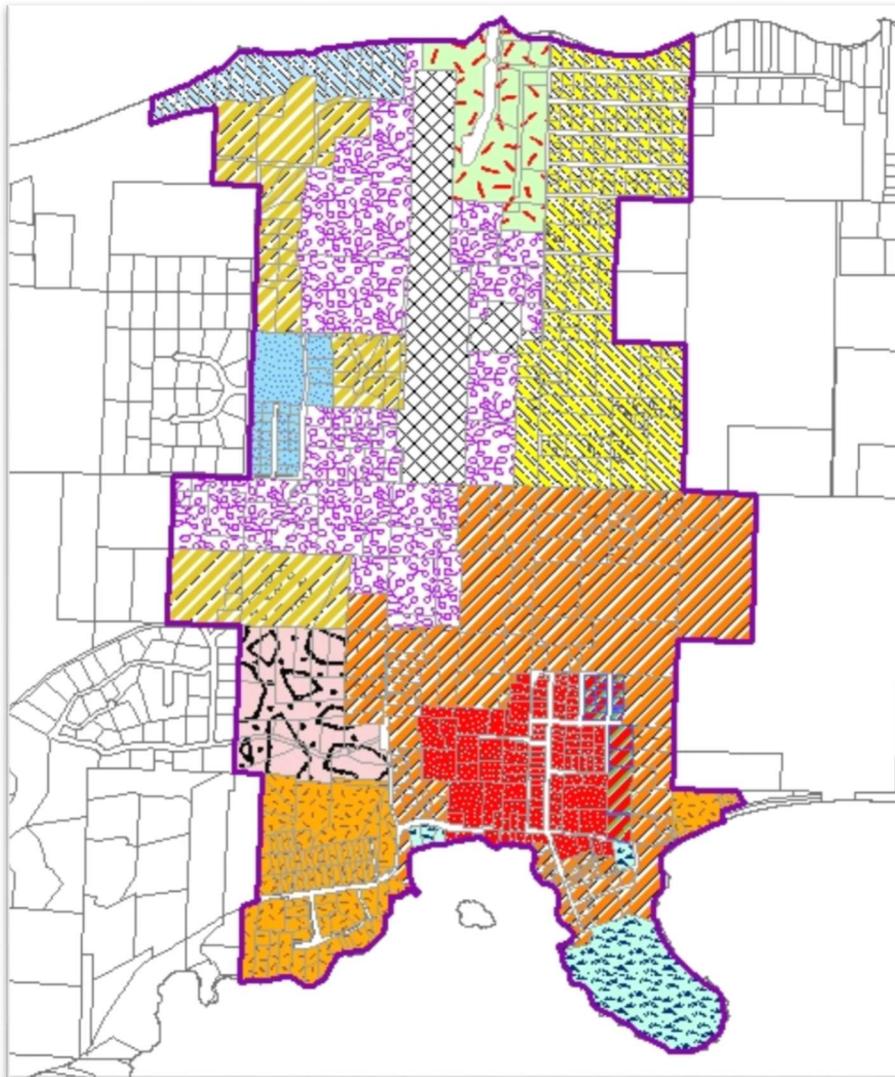
The Eastsound Planning and Review Committee (EPRC) provides recommendations to the County Council on planning issues in the Eastsound Subarea and UGA. The EPRC is a volunteer advisory committee defined in the ESP. The committee was created to advise the County Council, Planning Commission, and staff on planning issues in Eastsound. After the County Council discusses the Eastsound UGA topics in this memo, staff will coordinate with the EPRC to get input on possible amendments to the Eastsound UGA boundaries, land use designations and if needed, subarea plan policies.

Located on an isthmus at the northern end of Orcas Island, Eastsound is the largest unincorporated UGA in the County by both acreage and population. As depicted in Figure 1 below, the Eastsound UGA has several residential, industrial and mixed-use land use designations. Map 1 shows the Eastsound UGA and the land use designations set by the Eastsound Subarea Plan.

Figure 1. Eastsound UGA Land Use Designations and Map Legend.



Map 1. Eastsound UGA and Land Use Designations.



III.A Eastsound UGA Projected Population and Land Capacity Summary

According to the County’s adopted 20-year population projection, the population of Orcas Island is projected to grow from 5,395 to 6,423, an increase of 1,028 people by 2036. Existing Land Use Element Policy 2.3.A.12 requires that UGAs be designed to accommodate fifty percent of the projected per-island growth through the planning period. Under this policy, the Eastsound UGA must be designed to accommodate 514 new residents.

In addition to looking at population growth, the Land Capacity Analysis (LCA) provides information about residential and commercial land capacity. The LCA includes an employment forecast that is used to help determine if there is enough commercial land capacity to accommodate employment growth. It was determined that if employment grows in proportion with the population, employment on Orcas will increase by 342 jobs by 2036. As noted in the previous paragraph, the UGA must be designed to accommodate fifty percent of the projected growth, which equals 171 new jobs.

Table 1 below summarizes the residential and commercial capacity results from the Land Capacity Analysis for the Eastsound UGA under three mixed-use development scenarios. The three potential development scenarios are:

- Scenario A: Mixed-use areas develop with 100 percent commercial development;
- Scenario B: Mixed-use areas develop with 50 percent of both commercial and residential development; and
- Scenario C: Mixed-use areas develop with 100 percent residential development.

Table 1. Eastsound UGA Residential and Commercial Land Capacity.

Scenario A: Mixed-Use Develops at 100 Percent Commercial			
Land Use Designation	Developable Acres	Residential Capacity (Number of Residents)	Employment Capacity (Number of Jobs)
ER1	2.86	1	0
ER1P	21.25	12	0
ER2	24.05	27	0
ER2P	28.54	32	0
ER412	1.96	15	0
ER4P	51.58	113	0
VR	50	371	0
VC	13.18	-27	220
M	7.96	-2	411
SLI	19.98	-5	487
Total	221.36	501	1,119
Forecasted Total Growth		514	171
Surplus (+) or Deficit (-)		-13	+948
Scenario B: Mixed-Use Develops at 50 percent of both Commercial and Residential			
Land Use Designation	Developable Acres	Residential Capacity	Employment Capacity
ER1	2.86	1	0
ER1P	21.25	12	0
ER2	24.05	27	0
ER2P	28.54	32	0
ER412	1.96	15	0
ER4P	51.58	113	0
VR	50	371	0
VC	13.18	49	109
M	7.96	3	6.01
SLI	19.98	-5	487
Total	221.36	612	603
Forecasted Total Growth		514	171
Surplus (+) or Deficit (-)		+98	+432
Scenario C: Mixed-Use Develops at 100 Percent Residential			
Land Use Designation	Developable Acres	Residential Capacity	Employment Capacity
ER1	2.86	1	0
ER1P	21.25	12	0
ER2	24.05	27	0
ER2P	28.54	32	0
ER412	1.96	15	0
ER4P	51.58	113	0
VR	50	371	0
VC	13.18	356	0
M	7.96	44	0
SLI	19.98	-5	487
Total	221.36	960	487
Forecasted Total Growth		514	171
Surplus (+) or Deficit (-)		+446	+316

Source: November 4, 2019 Staff Report <https://www.sanjuanco.com/DocumentCenter/View/19296> and January 3, 2020 Staff Report <https://www.sanjuanco.com/DocumentCenter/View/19636>

Consideration of Achieved Densities

In addition to looking at the development scenarios in the LCA to determine the amount of land needed in an UGA, the County may also consider what development is likely. The County’s November 2019 Land Capacity Analysis Report included a review of Eastsound building permit and land division data from 2005 to 2019. This information is provided by land use designations in the Eastsound UGA for the last fourteen years. The recent development history provides additional context about how areas in the UGA have developed under the ESP.

Table 3 below provides the achieved residential density and commercial/industrial floor area ratio (FAR) in Eastsound land use designations from 2005 to 2019. The residential permit data show that during the fourteen-year study period, development occurred near the minimum required density (for new land divisions) rather than the maximum allowed.

For example, the Eastsound Residential 4 dwellings /acre (ER4P) row highlighted below is assigned a maximum allowed density of four dwellings per acre but achieved a density of only around three dwellings per acre between 2005 and 2019. Generally, it appears that the market preference is for lower density residential development. Land divisions must be designed to not preclude four dwelling units per acre to allow for infill. However, infill does not appear to be occurring based on the recent development trends shown in Table 2.

Table 2. Achieved Density in Eastsound UGA Land Use Designations 2005 to 2019.

Land Use Designation	Achieved Lots/Dwellings	Achieved Building Square Footage	Total Acreage of Lots to be Developed	Mean Recent Achieved FAR	Mean Recent Achieved Density (acres per dwelling)
EAD (Eastsound Airport District)	0	384	4.28	0.002	0
ER1 (Eastsound Residential, 1 dwelling per acre)	7	0	7.01	0	1.001
ER2 (Eastsound Residential, 2 dwelling per acre)	9	0	4.82	0	1.61
ER4P (Eastsound Residential, 4 dwellings per acre)	6	0	1.93	0	0.37
SLI (Service and Light Industrial)	5	61,360	62.49	0.081	7.085
VC (Village Commercial)	5	19,662	6.186	0.235	0.8
VR (Village Residential) ¹	44	33,569 ²	50.52	0.155	0.284

Source: November 4, 2019 Draft Land Capacity Analysis Report, Table 7.

Notes:

1. The totals for Village Residential do not include the ‘April’s Grove’ development because the building permits were issued after the cutoff date. If this development were included, the totals for VR would be 91 new dwellings, and an achieved density of 0.253 acres per dwelling.
2. The building square footage in Village Residential includes institutional uses such as schools.

Residential Capacity

The largest amount of residential capacity for the planning period in Eastsound is in the ES Village Residential (VR) land use designation. There are 57 vacant or re-developable parcels in the VR designation. The average developable acreage per lot is 0.88 acres. Fifteen vacant or re-developable parcels in the VR designation have more than one acre of developable area, with an average size of 2.73 developable acres.

The capacity shown in Table 1 above is based on the assumption that VR will develop at the highest density allowed, twelve units per acre. Table 2 shows the VR designation is developed at a density closer to four dwellings per acre (or 0.25 acres per dwelling) than the maximum twelve units per acre (0.083 acres per dwelling) allowed in this designation. If the fifty acres of developable land in VR develops at only four units per acre it would significantly reduce residential capacity in the UGA.

Table 1 above shows that residential capacity may also be limited if the mixed-use areas (Village Commercial (VC) and Marina(M)) develop at less than 50 percent residential during the planning period. In general, parcels in the VC designation have largely developed with limited mixed-use development. Fully developed lots in the VC and M designations are typically either developed for residential or commercial uses, but not mixed-use.

The likelihood of significant mixed-use development in the VC designation may be limited. In areas where commercial and residential uses are allowed, commercial uses tend to supplant residential uses because commercial development is typically more valuable. If mixed-use areas in Eastsound develop with predominantly commercial uses (similar to Scenario A in Table 1), residential capacity will likely be insufficient to accommodate the forecasted population growth in the UGA.

There are several reasons that it is unlikely that there will be an increase in mixed-use and high-density residential development. First, the permit history suggests that developers are not building new mixed-use structures or high-density residential development. These types of development can be expensive to develop and current market conditions (the cost of construction and the types of development demanded) may affect how profitable mixed-use development can be. Furthermore, property owners with sub-dividable residential lots in the ES UGA may not be interested in dividing their land, further reducing development capacity. If mixed-use areas develop with predominantly commercial development and VR develops below density, residential capacity may be insufficient through the planning horizon.

Commercial and Industrial Capacity

In general, Table 1 above shows that there is sufficient commercial and industrial capacity in the Eastsound UGA to accommodate the forecasted growth in population and employment through the year 2036. The SLI designation currently has capacity to accommodate the forecasted growth in employment in the ES UGA through the year 2036 (Table 1).

There are 132 acres currently designated SLI in the ES UGA. Based on the LCA, there are seventeen vacant or re-developable parcels in SLI with a total 19.97 developable acres. This is the only area in the County outside of Friday Harbor specifically designated for industrial uses in a UGA and served by urban level services. The SLI designated parcels are clustered near the airport and largely surrounded by residential uses.

Beyond 2036, the number of developable or re-developable areas where the SLI designation could be applied and that would be acceptable to the public are limited. Expansion within the UGA or expanding the UGA boundaries to provide more SLI parcels would encroach on residential neighborhoods. Conflicts arise when industrial uses are located near established residential neighborhoods. On the other hand, industrial uses

are an important component of the economy that can create living wage jobs, a key part of the *Plan* vision statement for economic development. The location of industrial uses and the SLI designation should be planned with care to ensure that designated industrial areas avoid conflict with other uses.

Combined, the other commercial areas in Eastsound, the Village Commercial (VC) and Marina (M) designations, almost have sufficient commercial capacity to accommodate forecasted employment growth. These two designations are mixed-use designations. They also have more land that is developable than the SLI designation. There are 13.18 acres across fifty-seven vacant or re-developable parcels in the VC designation. Four parcels covering 7.96 acres in the M designation are vacant or re-developable.

Under development scenarios A and B that include some amount of commercial development, these designations provide capacity for 631 jobs in Scenario A and 115 jobs in Scenario B. This capacity is nearly enough to accommodate the entire forecast of 171 new jobs in the ES UGA by 2036.

2036 Residential and Commercial Capacity Summary

Residential Capacity

In 2036, the ES UGA must accommodate a forecasted growth of 514 people. Each development scenario shows that there is enough residential capacity by the year 2036. However, based on achieved density over the last 14 years, these scenarios are unlikely to happen. What is likely to happen is development that reflects the past, including a lack of mixed-use development and residential development at the lower density end (4 units per acre). Development is mainly by individual property owners for their own use, not by developers. Private property owners have not made lots available for the residential development market. Anecdotal information regarding high construction costs for labor and materials could suppress investor interest in high density residential development.

If VR develops at four units per acre as it has in recent permit history and mixed-use areas develop with mostly commercial development, residential capacity may be insufficient to accommodate the projected growth. The amount of developable residential land may need to be increased to meet the expected growth during the planning period. Given the past development history, it is possible to make the case that more residential land will be needed in the planning horizon to accommodate the projected growth.

However, capacity could be increased by encouraging infill by increasing the density on certain residentially designated properties, and expanding the UGA. This seems impractical because the highest residential density allowed is 40 units per acre and rarely, except for in affordable housing developments are properties developed at more than four units per acre. Given the past development trends and market forces, there may be justification to increase residential capacity in the ES UGA.

Commercial and Industrial Capacity

The employment forecast for Eastsound is 171 new jobs by 2036. The LCA indicates that there is sufficient commercial and industrial land capacity in the ES UGA to accommodate the forecasted population and employment growth. The SLI designation alone has capacity for an additional 487 jobs. When taken in conjunction with the additional commercial capacity in the VC and M (631 jobs in Scenario A and 115 jobs in Scenario B), there does not appear to be significant limits to commercial and industrial land capacity in the UGA. The forecasted employment growth is not likely to outpace the available capacity by 2036.

III.B Eastsound UGA Capacity Options

Potential Eastsound UGA capacity options are suggested below. Additional analysis will consider the impacts that adding capacity will have on capital facilities and transportation infrastructure. If direction is given to explore expansion of the UGA to provide additional residential or commercial/industrial capacity, an analysis of the parcels to be brought into the UGA would be completed.

Which of the following general capacity options should staff analyze?

Residential Capacity

- A. Residential capacity is sufficient, no options for increasing residential capacity are needed during this update, or
- B. Residential capacity is not sufficient; analyze options for increasing residential capacity.

Commercial and Industrial Capacity

- C. Commercial/Industrial capacity is sufficient, no options for increasing capacity in the UGA are needed at this time, or
- D. Commercial/Industrial capacity is not sufficient; analyze options for increasing commercial/industrial capacity in the UGA.

III.C Eastsound UGA Map Amendment Requests

Map 2 below shows the Eastsound UGA boundary (UGA is inside the purple polygon) and the land use review requests received by DCD. These requests propose land use map or policy changes to parcels in and around the UGA. The numbers on the map correspond to the numbered descriptions in Table 3 below, Eastsound UGA Land Use Review Requests, provides a summary of the request and a link to the specific request if more information is needed. Additional map topics are discussed after Table 3.

Map 2. Eastsound UGA and Nearby Land Use Review Requests.

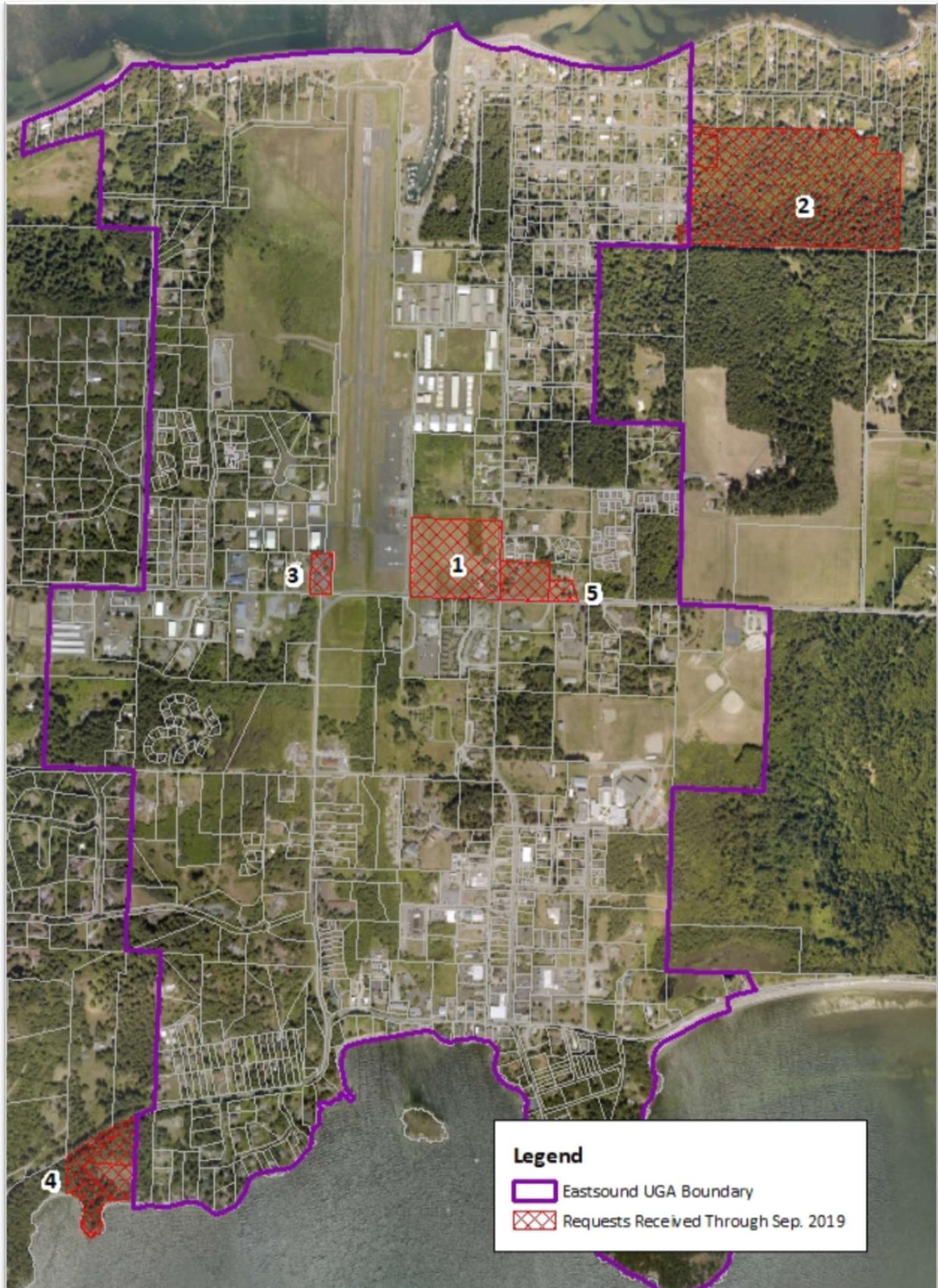
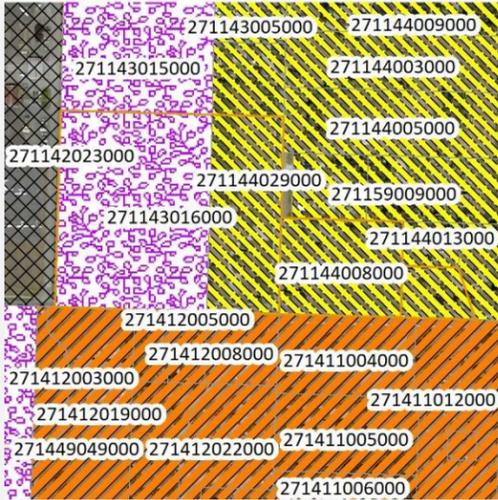
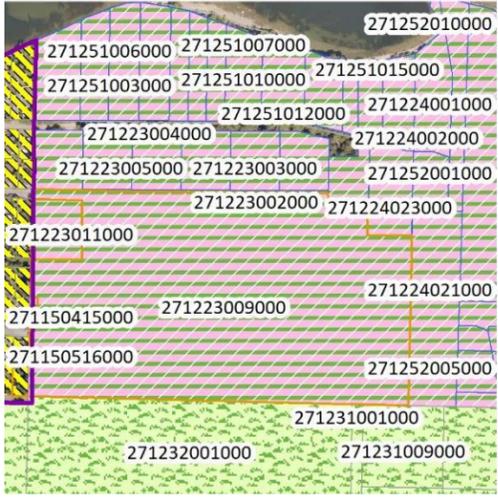


Table 3. Eastsound UGA Land Use Review Requests.

Map #	Request Number	TPN Address	Applicant Name	Summary of Request		
1	16-0003	271143016000 Mt. Baker Road	Port of Orcas Island			<p>Remove the split designation on this 8.5 acre-parcel and designate it exclusively Service and Light Industrial (SLI). The property is designated both SLI and Eastsound Residential 4 units per acre (ER4P) designations. Approximately 2.7 acres are designated ER4P. This would expand SLI commercial capacity by 2.7 developable acres and reduce ER4P residential capacity by 2.7 acres. At 4 units per acre, this would be a loss of about 10.8 dwelling units worth of residential capacity.</p> <p><u>Surrounding land use and designation</u> East: Residential use, ER4P designation West: Transportation (Orcas Island Airport), Eastsound Airport District designation North: Residential uses, SLI designation South: Residential and institutional uses (fire station), Eastsound Village Residential designations.</p> <p>Link to Request: https://www.sanjuanco.com/DocumentCenter/View/14775</p>
2	18-0008	271223009000 271223011000 N/A	Fred Klein			<p>Add two undeveloped parcels totaling 29 acres designated Eastsound Rural Residential on the northeast side of the UGA. Designate them ERR 4P. This would increase the allowed density on these two parcels from one unit/five acres to four units/acre. This would increase the allowed dwelling units from around six to nearly 119 units. The property has access from Bartel Road.</p> <p><u>Surrounding land use and designation</u> East: Rural Residential use, Eastsound Rural Residential designation West: UGA Boundary, Residential use (Orcas Island Airport), ER4P designation North: Rural Residential use, SLI designation South: Rural Residential use, Eastsound Rural designation.</p> <p>Link to request: https://www.sanjuanco.com/DocumentCenter/View/14771</p>

Map #	Request Number	TPN Address	Applicant Name	Summary of Request		
3	18-0010	271143012000 1286 Mt Baker Rd	Myrna and Richard Fant			<p>Allow residential uses and 'eating establishments' (restaurants) in service light industrial (SLI) and/or airport overlay. Eating establishments are not currently allowed in SLI. Owner would like to develop two dwelling units and a restaurant on the parcel.</p> <p>https://www.sanjuanco.com/DocumentCenter/View/14769</p>
4	18-0014	271433011000 271433012000 271433013000 271433010000 Fishing Bay Short Plat Marguerite Road	Foster and Chantelle Hildreth			<p>Add four parcels in the Fishing Bay Short Plat to the ES UGA for the purpose of connecting to sewer. Each parcel is between 1.3 and 1.8 acres. These parcels are developed at a density of around one acre per unit and are located in the southwest corner of the UGA.</p> <p><u>Surrounding land use and designation</u></p> <p>East: boundary of the UGA, residential uses, Eastsound Residential designation West: Residential use, Eastsound Rural Residential designation North: Residential use, Eastsound Rural Residential designation South: Fishing Bay</p> <p>https://www.sanjuanco.com/DocumentCenter/View/14766</p>

Map #	Request Number	TPN Address	Applicant Name	Summary of Request		
5	18-0018	271144008000 1026 North Beach Rd. 271144017000 25 Center Ct	Rick Christmas			<p>Re-designate two developable parcels inside the UGA from ER4P to Village Residential (VR). This increases the maximum density from four units per acre to twelve units per acre.</p> <p><u>Surrounding land use and designation</u></p> <p>East: Residential use, ER4P designation West: Transportation use (Orcas Island Airport), SLI designation North: Residential use, ER4P designation South: Residential use, Village Residential designations.</p> <p>https://www.sanjuanco.com/DocumentCenter/View/15331/</p>

EPRC and Additional Map Topics: The EPRC has suggested a handful of map changes in the past, which include suggesting areas for re-designation to Village Commercial. As part of the next step in reviewing map topics, Eastsound the EPRC will be consulted for their formal recommendations on land use designations for the County Council to consider. Staff will get more detail from EPRC regarding any recommendations for the next step in the update.

III.D Eastsound UGA Map Topic Discussion

Most of the Eastsound UGA map topics are directly related to the Eastsound UGA Capacity discussion in the previous section of this report. Staff will provide additional analysis and recommendations of the land use review requests based on Council's direction regarding the options for addressing UGA capacity, either infill or expansion. If the Council has any initial direction on the land use review requests provided in Map 3 and Table 4, they can consider the following options.

- A. No further changes to the land use designations in the Eastsound UGA are needed. The land capacity under the current designations and existing development is sufficient to accommodate the forecasted growth through the year 2036. Council reserves the right to consider minor changes to the land use designations in the UGA during the *Plan* update but generally; the UGA does not need significant changes.
- B. Analyze each land use review request as submitted. Additional direction for individual requests can be provided at this time.

Staff recommends Alternative B because it is consistent with the staff recommendation regarding UGA capacity. Alternative B directs staff to analyze the effects of each land use review request as submitted. This and the previous discussion of capacity in the UGA will help direct staff on the scope of changes the Council is interested in pursuing during the *Plan* update.

III.E Eastsound Urban Growth Area Policy

The majority of policies that affect the Eastsound UGA are in the Eastsound Subarea Plan (ESP) (Attachment A). Changes to the ESP including the Eastsound Subarea Plan Official Maps require update and coordination with the EPRC. Proposed changes to the ESP will be analyzed after receiving Council direction.

Can the Airport Overlay be changed?

The Orcas Island Airport Overlay can be changed because it is more restrictive than required by the GMA. This requires a map change to the ESP Official Map and change to the development code. A change to the Comprehensive Plan language in the Airport Overlay policies in the Land Use Element Section 2.5.D is not likely to be required.

Most of the concerns raised about the Orcas Island Airport Overlay relate to the limitations on uses, development intensity, and residential uses in specific zones of the overlay. This is more directly connected to the development code regulations in Chapter 18.40 San Juan County Code (SJCC). Specifically, SJCC 18.40.030, 18.40.031 and 18.40.032. Consideration of changes to the development code are on the adopted scope of work for consideration.

If desired, amendments to the Orcas Island Airport Overlay development code in Chapter 18.40 SJCC should be drafted in consultation with the Port of Orcas, the Washington State Department of Transportation, and

the Federal Aviation Administration as applicable. This consultation is required in RCW 36.70.547, which states:

“Every county, city, and town in which there is located a general aviation airport that is operated for the benefit of the general public, whether publicly owned or privately owned public use, shall, through its comprehensive plan and development regulations, discourage the siting of incompatible uses adjacent to such general aviation airport. **Such plans and regulations may only be adopted or amended after formal consultation with: Airport owners and managers, private airport operators, general aviation pilots, ports, and the aviation division of the department of transportation** (emphasis added). All proposed and adopted plans and regulations shall be filed with the aviation division of the department of transportation within a reasonable time after release for public consideration and comment. Each county, city, and town may obtain technical assistance from the aviation division of the department of transportation to develop plans and regulations consistent with this section.

Any additions or amendments to comprehensive plans or development regulations required by this section may be adopted during the normal course of land-use proceedings.

This section applies to every county, city, and town, whether operating under chapter 35.63, 35A.63, 36.70, [or] 36.70A RCW, or under a charter.”

III.F Eastsound UGA Policy Topics Council Discussion

General UGA and Airport Overlay District goals and policies are included in Section I.A of this staff report. Most of the land use issue comments about the Eastsound UGA are not directly related to the UGA policies in the Land Use Element of the *Plan*. Comments typically relate to the map designations and development code regulations. Based on a high level review, staff has not identified any changes to the substantive Land Use Element UGA goals and policies (Section 2.3.A).

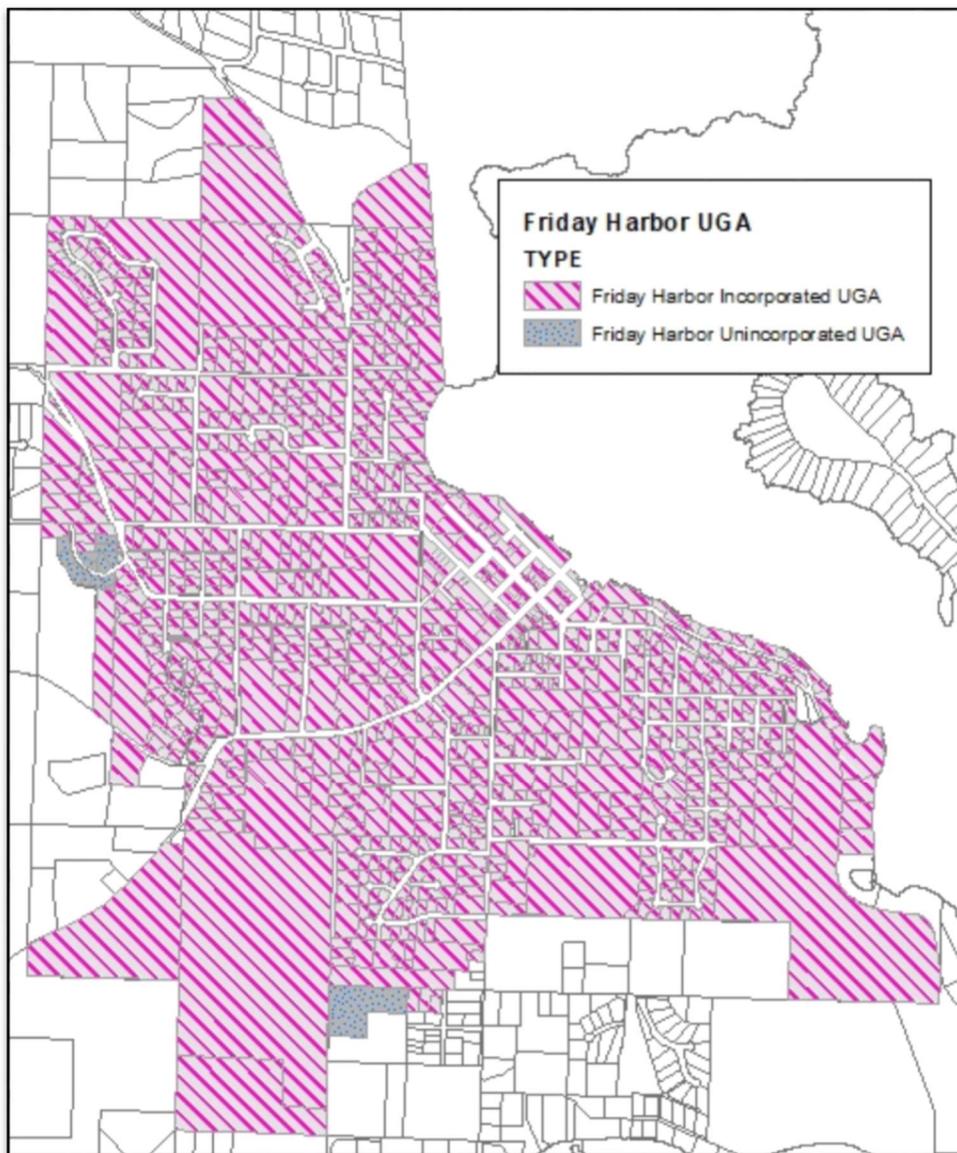
IV. Town of Friday Harbor UGA

Introduction

Located on the east side of San Juan Island, the Town of Friday Harbor (Town) is the only incorporated town in the County. Map 3 below shows the Friday Harbor Incorporated UGA. This UGA is in the incorporated limits of the Town and is regulated by it. The Town makes decisions about zoning and land use within their incorporated limits. Near the Town limits, there are a few small areas of unincorporated UGA that are in the jurisdiction of the County.

Planning for these UGAs is regulated by the County-wide Planning Policies in Appendix 2 of the *Plan* and the Friday Harbor Urban Growth Area Management Agreement in Appendix 3 of the *Plan* (Attachments B and C).

Map 3. Friday Harbor UGA.



IV.A Friday Harbor UGA Projected Population and Land Capacity

The County's Land Capacity Analysis (LCA) does not include the Friday Harbor Incorporated UGA at this time. A determination of the capacity in the Friday Harbor UGA will be developed after consultation with the Town of Friday Harbor (Town).

In 2008, the County adopted countywide planning policies in Appendix 2 of the *Plan* (Attachment B). These countywide planning policies require the County to coordinate planning with the Town. Coordination is planned in the near future and will include a discussion with Town regarding their capacity needs in relation to the UGA boundary.

IV.B Friday Harbor UGA Capacity

Additional information regarding the Friday Harbor UGA capacity needs will be provided after meeting with Town staff. At this time, the Council can provide comments to staff regarding the Friday Harbor UGA that they would like discussed with the Town. Staff does not have specific suggestions at this time.

IV.C Friday Harbor UGA Map Amendment Requests

Map 4 below depicts the land use review requests received for areas near the Friday Harbor Incorporated UGA. Three of the four requests are for expansion of the UGA. No requests are proposed to parcels in the Unincorporated UGA. All requests are to assimilate parcels outside of the Unincorporated UGA into the Town Incorporated UGA. Each request is summarized in Table 4.

Map 4. Land Use Review Requests near the Friday Harbor UGA.

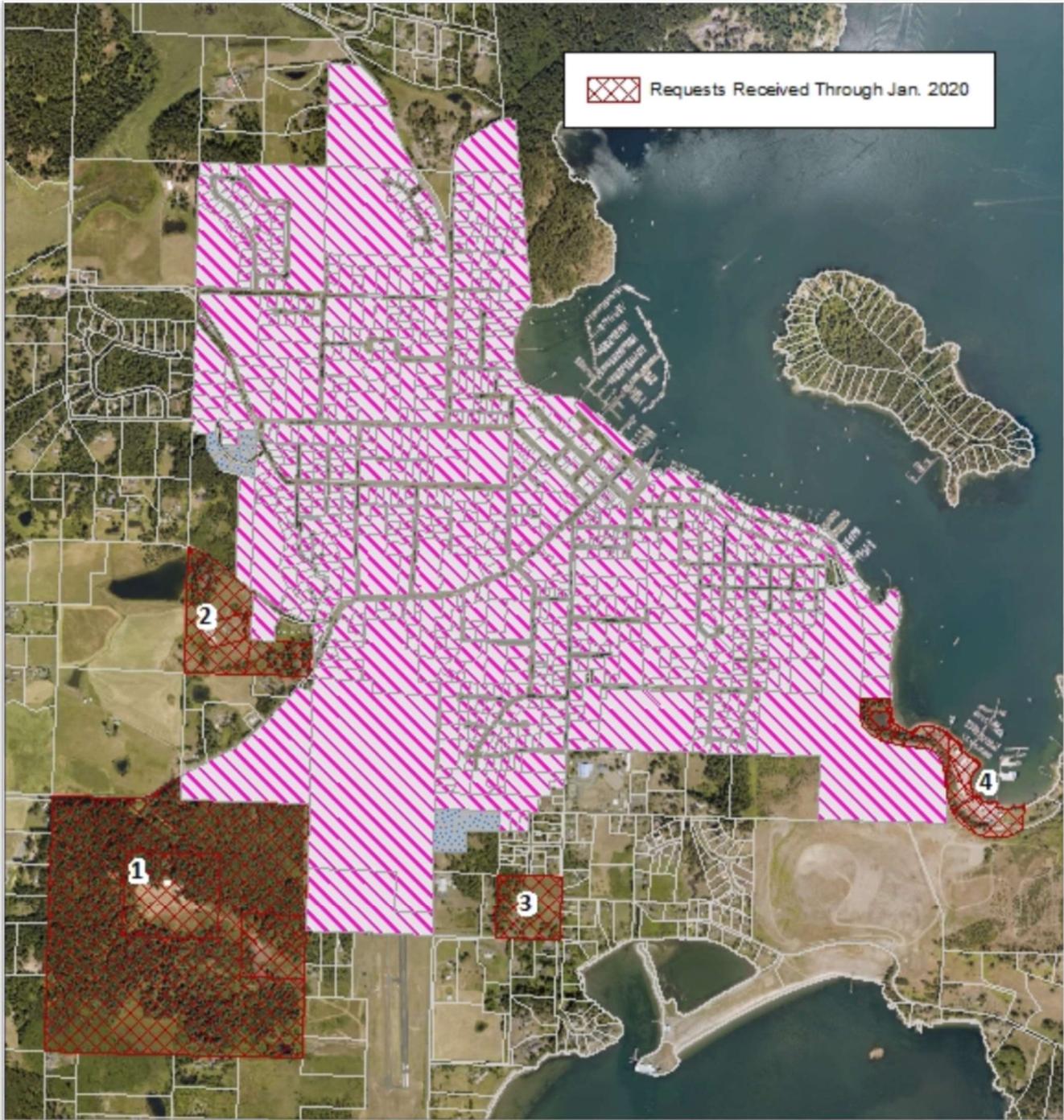
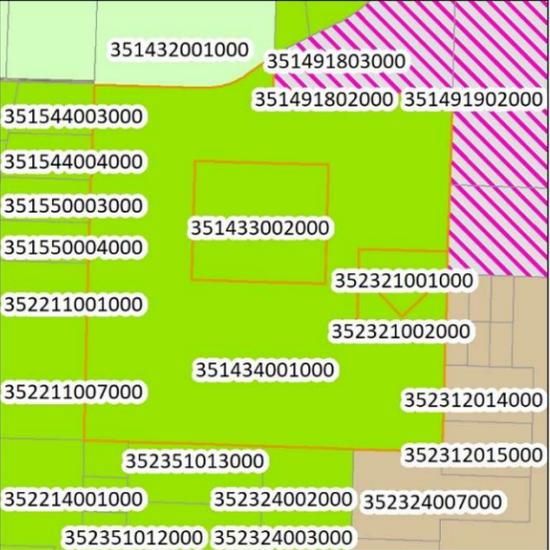
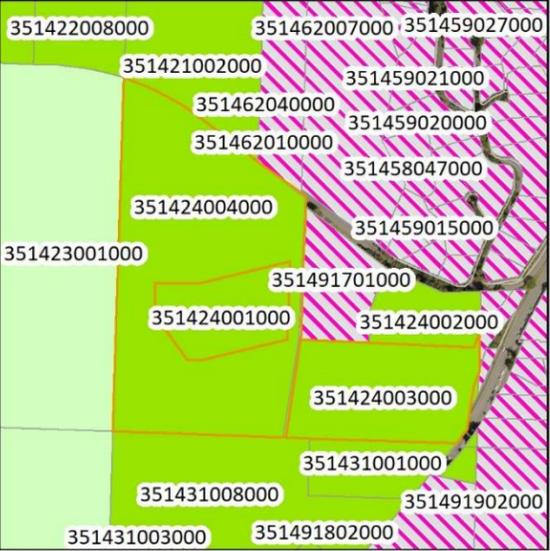


Table 4. Land Use Review Requests near Friday Harbor UGA.

Map #	Request Number	Tax Parcel Address	Applicant	Summary of Request and Link to Application		
1	18-0013	351434001000 351433002000 352321001000 352321002000 176 Sea Breeze Lane	Francine Shaw (Agent for Fleming and Waters)			<p>Re-designate four parcels totaling 162.5 acres from Rural Farm Forest (RFF) to Rural General Use (RGU). The parcels are currently either undeveloped or developed with residential uses. The purpose of the proposal is to do a wider range of commercial uses, perhaps resort, camp or school.</p> <p>Change from RFF to RGU, description above.</p> <p>TPN 351434001000 is 132.45 undeveloped acres. TPN 351433002000 is 20 acres, developed with a single-family residence and a barn. TPN 352321001000 is 5 undeveloped acres. TPN 352321002000 is 5 acres developed with residential uses.</p> <p><u>Surrounding land use and designation</u> East: Airport, RGU and Friday Harbor Incorporated UGA West: Residential, RFF designation North: Agriculture and Ag Resource Land designation, Agricultural resource land designation and Friday Harbor Incorporated UGA 9 Hospital South: Undeveloped, RFF and RGU designations.</p> <p>https://www.sanjuanco.com/DocumentCenter/View/14772</p>
2	18-0016	351424004000 1117 Lampard Road 351424003000 No address 351424001000 1027 Lampard Road	Steve Buck			<p>Add three parcels totaling 22.3 acres to Friday Harbor Incorporated UGA. The parcels are currently designated RFF with a density of 5 acres per dwelling unit. The parcels are either undeveloped or developed with residential uses.</p> <p>TPN 351424004000 is a 13.98-acre parcel developed with residential uses. TPN 351424003000 is an undeveloped 5.4-acre parcel. TPN 351424001000 is a 2.9-acre parcel developed with residential uses.</p> <p><u>Surrounding land use and designation</u> East: Church, Spring Street, Friday Harbor Incorporated UGA West: Agricultural, Agricultural Resource Land designation North: Residential, Friday Harbor Incorporated UGA South: Residential, RFF</p> <p>https://www.sanjuanco.com/DocumentCenter/View/14764</p>

Map #	Request Number	Tax Parcel Address	Applicant	Summary of Request and Link to Application		
3	19-0002	351444004000 1208 Argyle Avenue	Martin and Cessy Agegian			<p>Re-designate a 10-acre parcel at the intersection of Argyle Ave and North bay Ln from RGU to Friday Harbor UGA. The parcel is currently developed with a single-family home.</p> <p>The parcel is surrounded on all four sides by residential uses. Further to the west is the Friday Harbor Airport and Mullis Fire Station.</p> <p>https://www.sanjuanco.com/DocumentCenter/View/18150/</p>
4	20-0001	351341006000 1063 Turn Point Road 351341005000 1293 Turn Point Road	Port of Friday Harbor			<p>Add Port of Friday Harbor-owned Jensen's Marina to the Friday Harbor UGA. Change TPN 351341005000 from Rural Industrial to Town Incorporated UGA to be annexed into the Town. Change TPN 351341006000 from Rural residential to Incorporated UGA to be annexed into the Town. This will allow the Marina to connect to Town water and sewer services. This area is already developed with industrial and transportation uses.</p> <p><u>This proposal requires consideration of three other parcels.</u></p> <p>It isolates three properties: TPN 351342001000, 2.34 acres designated Rural Residential owned by Buck's Lagoon Two LLC and TPN 351313004000, 3.23 acres owned by Kwan Lamah III LLC and a 1.95 acre parcel owned by the WA DNR. Bringing these additional parcels into the UGA should be considered with this proposal.</p> <p><u>Surrounding land use and designation</u></p> <p>East: Residential and Marina West: Undeveloped and Friday Harbor Incorporated UGA, RFF North: Residential, Rural Residential and cove South: Residential and Gravel Pit/Park, RFF designations.</p> <p>https://www.sanjuanco.com/DocumentCenter/View/19749/</p>

IV.D Friday Harbor UGA Map Topic Discussion

Three of the four map amendment requests near the Friday Harbor UGA are for expansion of the UGA for additional residential or commercial capacity. The fourth request is for a large area adjacent to the west of the Friday Harbor Airport to be re-designated from rural farm forest (RFF) to rural general use (RGU). Final action on these requests should be contingent on the Town's statement of needed capacity and additional analysis. The requests are provided in this report for reference. Staff does not have a suggestion on the map topics at this time.

IV.E Friday Harbor UGA Policy Topics

The policies in the Land Use Element that affect the Friday Harbor UGA are found in Section 2.3.A and are provided in Section I of the report. Some additional countywide planning policies related to the Friday Harbor UGA can be found in Appendix 2 of the *Plan* (Attachment B). This report focuses on the goals and policies of the land use element with the intention of getting feedback on the policy language in Section 2.3.A. Staff has not received comments suggesting edits to the policy language in Section 2.3.A specifically for the Friday Harbor UGA.

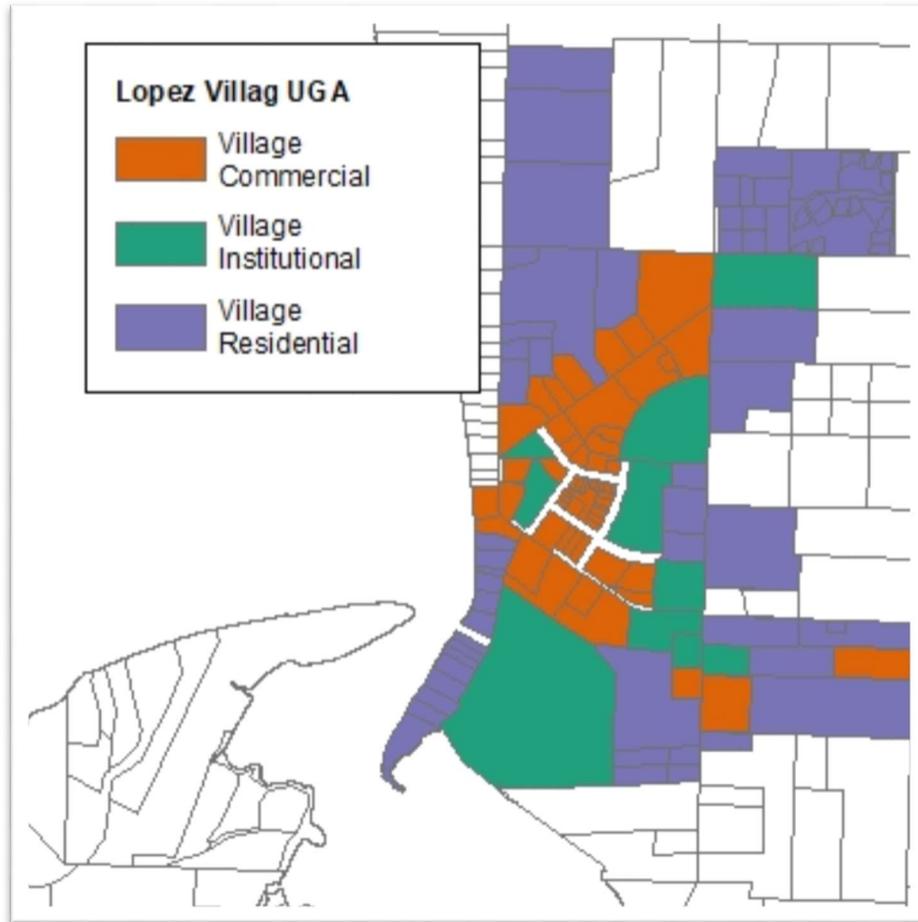
IV.F Friday Harbor UGA Policy Discussion

If the Council has preliminary guidance for staff to consider regarding the UGA policies, they can provide them during the briefing. This preliminary guidance can include direction related to requiring income-restricted housing in UGA expansions. Staff does not have any suggested changes to these goals and policies at this time.

V. Lopez Village UGA

Located on Fisherman Bay on Lopez Island, Lopez Village UGA is the smallest UGA in the County in both acreage and population. The County Council adopted the Lopez Village Subarea Plan (LVSP) in October 2019 with Ordinance 11-2019. Many of the land use topics in the Lopez Village UGA were addressed with the adoption of the LVSP. Given that the LVSP was adopted a few months ago, staff does not have policy topics to discuss at this time. Map 5 below shows the Lopez Village UGA.

Map 5. Lopez Village UGA.



V.A Lopez Village UGA Projected Population and Land Capacity

The population of Lopez Island is projected to grow from 2,466 to 2,936, an increase of 470 people. Land Use Element policy 2.3.A.12 requires that UGAs be designed to accommodate fifty percent of the projected per-island growth. This means that the Lopez Village UGA must be designed to accommodate 235 new residents. Capacity in the UGA was analyzed during the process of adopting the LVSP and it was determined at that time that the UGA had sufficient capacity for the projected growth. Table 5 below shows the residential and commercial capacity for the Lopez Village UGA under three mixed-use development scenarios.

Table 5. Lopez Village UGA Residential and Commercial Land Capacity.

Scenario A: Mixed-Use Develops at 100 Percent Commercial			
Land Use Designation	Developable Acres	Residential Capacity (Number of Residents)	Employment Capacity (Number of Jobs)
Lopez Village Commercial	8.49	0	5,561
Lopez Village Residential	64.97	248	0
Lopez Village Institutional*	N/A	0	0
Forecasted Total Growth		235	48
Surplus (+) or Deficit (-)		+13	+5,313.13
Scenario B: Mixed-Use Develops at 50 percent of both Commercial and Residential			
Land Use Designation	Developable Acres	Residential Capacity	Employment Capacity
Lopez Village Commercial	8.49	1,178	2,780
Lopez Village Residential	64.97	248	0
Lopez Village Institutional*	N/A	0	0
Forecasted Total Growth		235	48
Surplus (+) or Deficit (-)		+1,426	+2,732.57
Scenario C: Mixed-Use Develops at 100 Percent Residential			
Land Use Designation	Developable Acres	Residential Capacity	Employment Capacity
Lopez Village Commercial	8.49	2,355	0
Lopez Village Residential	64.97	248	0
Lopez Village Institutional*	N/A	0	0
Forecasted Total Growth		235	48
Surplus (+) or Deficit (-)		+2,604	-48

*Note: Lopez Village Institutional does not provide capacity for residential or commercial development.

Source: November 4, 2019 Staff Report <https://www.sanjuanco.com/DocumentCenter/View/19296> and January 3, 2020 Staff Report <https://www.sanjuanco.com/DocumentCenter/View/19636>

Table 6 shows that the Lopez Village UGA has enough residential capacity under all three mixed-use development scenarios to accommodate the forecasted population growth. It also shows that there is sufficient commercial capacity provided Lopez Village Commercial does not develop with 100 percent residential uses; a highly unlikely scenario. This analysis was considered during the LVSP adoption process, at which time the Council decided that the UGA provided sufficient capacity.

V.B. Lopez Village UGA Capacity Council Discussion

Staff asks the Council to provide initial direction on the Lopez Village UGA capacity from the following alternatives.

- A. Capacity in the Lopez Village UGA is sufficient, no alternatives for increasing capacity in the UGA are needed at this time (**staff suggested option**), or
- B. The Lopez Village UGA appears to need additional land capacity; staff should further analyze options for increasing capacity by strategies such as encouraging infill or possibly expanding the UGA. This alternative is not a decision to expand the UGA but rather direction from the Council to staff to develop options for increasing land capacity in Lopez Village through the planning period, which may include expanding the UGA among other options.

V.C Lopez Village UGA Map Amendment Requests

One land use review request near the Lopez Village UGA was received. The request was submitted by the property owners of TPN 252322003000 asking to add the parcel to the UGA to allow higher density. This request was considered during the LVSP planning process but the UGA was not expanded at that time.

V.D Lopez Village UGA Map Topic Discussion

- A. No additional amendments are needed to the land use designations in the Lopez Village UGA (**Staff suggested option**), or
- B. Staff should evaluate possible changes to the land use designations in the Lopez Village UGA. Staff note: if Council recommends this option, please provide specific direction on what changes should be evaluated.

V.E Lopez Village UGA Policy Topics

Policies for the Lopez Village UGA were set with the adoption of the LVSP in October 2019. No new policy topics have been raised by the public, Planning Commission or County Council following the adoption of the LVSP.

V.F Lopez Village UGA Policy Topics Council Discussion

- A. No additional amendments of the policies in the LVSP are needed at this time (**Staff suggested option**), or
- B. Staff should evaluate possible amendments to the policies in the LVSP. Staff note: if Council recommends this option, please provide specific direction on what changes should be evaluated.

SAN JUAN COUNTY COMPREHENSIVE PLAN

Eastsound Subarea Plan

Council Approved

December 15, 2015

Section 1. Introduction.

- A. History.** From its origins, the Eastsound subarea plan has been an urban plan in a rural county inspired and led by an islandwide local initiative.

In 1978 San Juan County adopted its first comprehensive land use plan and ordinance that largely overlooked Eastsound Village. In order to provide both predictability and a vision for the future, some Eastsound merchants formed the Eastsound Preservation Group and hired Seattle planning consultant Tony Puma to draft a plan for Eastsound Village. That plan articulated the idea of a compact “walking village” as the commercial and cultural center of Orcas Island. The Plan included a map with land use zones for retail, residential and industrial land uses extending from the retail center to the airport. It established the Eastsound Planning Review Committee, appointed from all of Orcas Island to advise the Community Development Department, the Planning Commission and County Council on land use matters in Eastsound.

The plan, adopted in 1981 by County Ordinance 225-1981 and was expanded in scope and area in 1992, 1994, 1996, 2000, 2005, 2010 to include the surrounding small lot residential areas, an Urban Growth Boundary and Limited Area of More Intense Rural Development.

- B. Purpose.** By adopting this plan the County established as its policy the maintenance of a subarea plan to provide land use and development goals, policies and regulations specifically for the Eastsound planning area. Eastsound is the largest unincorporated community in the County. It is the geographic center of Orcas Island and is the commercial and cultural center of the island community.

The Eastsound Subarea Plan, as amended, is to accomplish six (6) goals:

1. Identify, conserve, and enhance the qualities of Eastsound that contribute to people's enjoyment of the place as well as to its functions as the commercial, cultural and residential center of a rural island community and ensure that land uses which adjoin residential uses are compatible with them;
2. Anticipate and manage how change will occur in Eastsound and immediate surroundings, and to provide a tangible vision for future growth so that the qualities that define its character and give it value as a place to live and work are not compromised as growth and change are accommodated;
3. Provide clear standards for development in Eastsound including standards for buildings, streets and sidewalks, utilities, lighting and allowable uses within each land use district;
4. Assure that all Eastsound specific code and land use requirements are considered in the county's Unified Development Code (UDC), Title 18; and
5. Assure that local Eastsound residents play a role in defining the character and growth of the Eastsound Subarea.

6. The purpose of the Eastsound Plan is to provide for the orderly growth of Eastsound while preserving and enhancing the vitality and livability of the entire community. In addition, this plan is to establish a process for action by Orcas Island residents to shape the future form of the islands' residential, commercial and cultural center and the immediate vicinity.

C. Relationship to Other Local Plans and Land Use Regulations. For developments or activities not addressed in the Eastsound Plan, the Comprehensive Plan provides the policies that apply.

Parts of Eastsound are also subject to the Shoreline Master Program (SMP), Chapter 18.50 SJCC. And subject to the SMP policies, which are in Section B.3 of the Comprehensive Plan. The SMP was adopted by the County in 1976 in accordance with the Shoreline Management Act, Chapter 90.58 RCW.

The SMP governs land use and development within 200 feet of the ordinary high water mark on the north and south shores of Eastsound. It contains goals, policies and regulations regarding commercial, residential and industrial development and for marina, dock, bulkhead, fill and other developments on the shorelines. It also includes designations for different shoreline environments in which the SMP regulations may vary. These regulations apply in addition to those of the Eastsound Plan. If the SMP and the Eastsound Plan conflict, the most restrictive provision prevails. For example, if the Eastsound Plan allows a certain use with a district but the SMP does not allow it within the shoreline designation on the property, the SMP would control. Similarly, if the SMP allows a use and this plan does not, this plan prevails.

The SMP also contains permit requirements different than those in the Eastsound Plan. These may apply to a shoreline development proposal even if no permit is required by this plan.

D. Authority.

This subarea plan is adopted pursuant to SJCC 18.30.190 and 18.90.050 of the San Juan County Comprehensive Plan. It was adopted by San Juan County Ordinance No. 225–1981 and amended by Ordinances 43–1983, 62–1992, 12–1994, and 4–1996. (Ord. 4–1996; Ord. 62–1992 § 2) 13-2000, 14-2000 § 7, 13-2005 § 2, and, 14-2010.

E. Official Maps.

Official maps which delineate districts, public facilities, recreation, open area, and transportation facilities are a part of this subarea plan. These maps show the total area covered by this plan and each of the subarea land use district designations. The maps shall be filed and amended in the same manner as other official maps of the Comprehensive Plan, as provided in SJCC 18.10.040, 18.90.020 and 18.90.050.

1. There is hereby made a part of this plan a map which shall be known as the Eastsound Subarea Plan Official Map and referred to as the official map. This shall consist of the original official map adopted by Ordinance No. 62–1992 and all amendments thereto adopted pursuant to SJCC 18.90.020 and 18.90.050. This map shall be filed with the

County auditor, the County administration office and the Community Development and Planning Department. The planning department shall maintain a reproducible copy of the official map and shall make copies available for purchase.

2. The official map identifies the land area subject to this plan and the land use districts created herein. Maps contained in this plan which describe the Eastsound urban growth area boundary, planned transportation facilities and other planned capital improvements, and which identify specific natural features, are elements of the official map and are subject to the amendment procedures in SJCC 18.90.020 and 18.90.050. (Ord. 14–2000 § 7(QQ); Ord. 13–2000; Ord. 4–1996; Ord. 62–1992 § 2) 13-2000, 14-2000 § 7, 13-2005 § 2, and, 14-2010.

Section 2. Applicability.

- A. General.** This subarea plan, also referred to as the Eastsound Plan, provides goals and policies additional to those of the Comprehensive Plan and shall apply to all land and land use activity, and to all structures and facilities, within that area described on the official map. The UDC will contain regulations to implement the goals and policies of the Eastsound Plan. The provisions of this plan shall prevail over any conflicting provision of other portions of the Comprehensive Plan except as provided in subsection (B) of this section. All other provisions and language of the Comprehensive Plan shall retain their full force and effect.
- B. Applicability of Shoreline Master Program.** The provisions of this plan are also additional to those of the Shoreline Master Program (Chapter 18.50 SJCC, a subarea plan of the Comprehensive Plan) Chapter 18.50 SJCC contains the regulations portion of the County’s Shoreline Master Program. The provisions of the Eastsound Subarea Plan are also in addition to the policies of the SMP in Section B.3 of the Comprehensive Plan. All developments within jurisdiction of the Shoreline Master Program shall be subject to Chapter 18.50 SJCC and to the SMP Policies which are in Section B.3 of the Comprehensive Plan. In the event of any conflict between the Eastsound Plan provisions and the Shoreline Master Program, the most restrictive shall prevail.
- C. Amendments.** Amendments to this plan shall be subject to procedures established in the Unified Development Code for adoption of subarea plans set out in Chapter 18.90 SJCC.

Section 3. Eastsound Planning Review Committee.

- A. Creation.** The Eastsound planning review committee is established under authority of this plan (as adopted by Ordinance No. 225–1981 and as amended by Ordinance No. 62–1992, and all subsequent amendments) by the County Council.
- B. Composition.** The Eastsound planning review committee shall consist of seven members, resident on Orcas Island, who shall be appointed by the County Council for terms of two years each so that terms of all members do not coincide. Terms of four members shall be for one year from the date of adoption of the ordinance codified in this chapter and the terms of three members shall be for a period of two years from the anniversary of the date of adoption.

- C. Purpose.** The purpose of the Eastsound planning review committee is to advise the planning department, the planning commission and the County Council on land use and development matters affecting Eastsound.
- D. Authority.** The Eastsound planning review committee shall have authority and responsibility to:
1. Review this plan periodically; following such review the committee may recommend to the County Council amendments designed to achieve more effectively the purposes and policies of this plan; review and amendment procedures shall be as set out in SJCC 18.90.050;
 2. Review and comment on all applications for redesignation, long and short plats, and conditional use permits and variances required by this plan, and all applications for shoreline permits for development within Eastsound; and review and comment on all environmental determinations issued according to the State Environmental Policy Act for proposed developments in Eastsound;
 3. Monitor applications and County permit approvals for other developments within Eastsound to enable effective and comprehensive review of this plan;
 4. On request of the Director or on their own initiative, make recommendations regarding the intent or meaning of any provision of this plan;
 5. Fulfill the above responsibilities by action in accordance with bylaws for conduct of the Eastsound planning review committee adopted by the County Council;
 6. As the full committee or a subcommittee appointed by the chair, hold regular meetings with representatives of the Port of Orcas, the public works department, and utility providers for the exchange of information about plans for the extension of services or improvements to facilities within Eastsound; and
 7. In order to enable the committee to fulfill its duties and to be adequately informed about pending land use applications in the subarea, the planning director will provide the committee with: (a) current summary reports of all pending land use applications; and (b) complete copies of all applications requested by EPRC. (Ord. 14–2000 § 7(TT); Ord. 4–1996; Ord. 62–1992 § 2)

Section 4. GENERAL PLAN

A. Existing Conditions.

1. **Form and Character of Eastsound.** The physical features and natural setting are the fundamental elements that form the character of Eastsound. It is located in a natural corridor formed by the hills to the east and west and by salt water to the north and south. It contains a natural water course and wetland, running south from the airport to East Sound, along the west side of this corridor. This supports a dense growth of native trees and shrubs and to the east, in the village, there are still open fields and clumps of evergreens and fruit trees.

Patterns of land development and movement of people in the area are also important elements of the character of Eastsound, particularly in the village. The village is small, with most buildings no larger than two stories and most shops and services within walking distance of each other. It has a rural character derived from several elements: many businesses are located in small, separate wooden houses which were formerly residences; there is little industrial activity and few businesses occupy large areas of land with buildings or outdoor storage. The predominant development pattern can be characterized as individual buildings on individual lots, separated by side, front and rear yards.

In the early 1990s, a collaboration between SJC Public Works, EPRC, local businesses, property owners, design professionals and passionate gardeners designed and installed curbs, sidewalks, landscaping elements and a variety of on-street parking configurations to create an attractive streetscape along Main Street and North Beach Roads.

Once an island hub for the import and export of goods by water, at Fishing Bay, the village has remained the central marketplace for Orcas. Now, though only one dock remains within the village and the transportation pattern is dominated by cars and trucks. Most Orcas Island residents drive to the village to shop and socialize. Visitors arrive in the village in private vehicles, by foot, bicycle, bus, boat or plane.

Economic change has also contributed to the character of Eastsound. No longer the center of an agricultural community, tourists and seasonal residents are now an important part of the Eastsound and island economies. Some Eastsound businesses could not survive without the increase in trade provided by these groups but these businesses also contribute to the year-round population because the goods, services and amenities they provide enrich the quality of life for residents as well. At the same time, tourism increases demands on community services and as the year-round and seasonal populations and tourism grow, there are greater pressures on the capacity of Eastsound to accommodate these demands while it benefits.

2. Changing Conditions in Eastsound. Among the most significant qualities of Eastsound today is the quality and amount of open space, either in open fields or views to the hills and the water. These will be altered or lost as new development occurs. To protect areas that are critical for community recreation and open space purposes, this plan identifies certain natural features in and around the village for conservation.

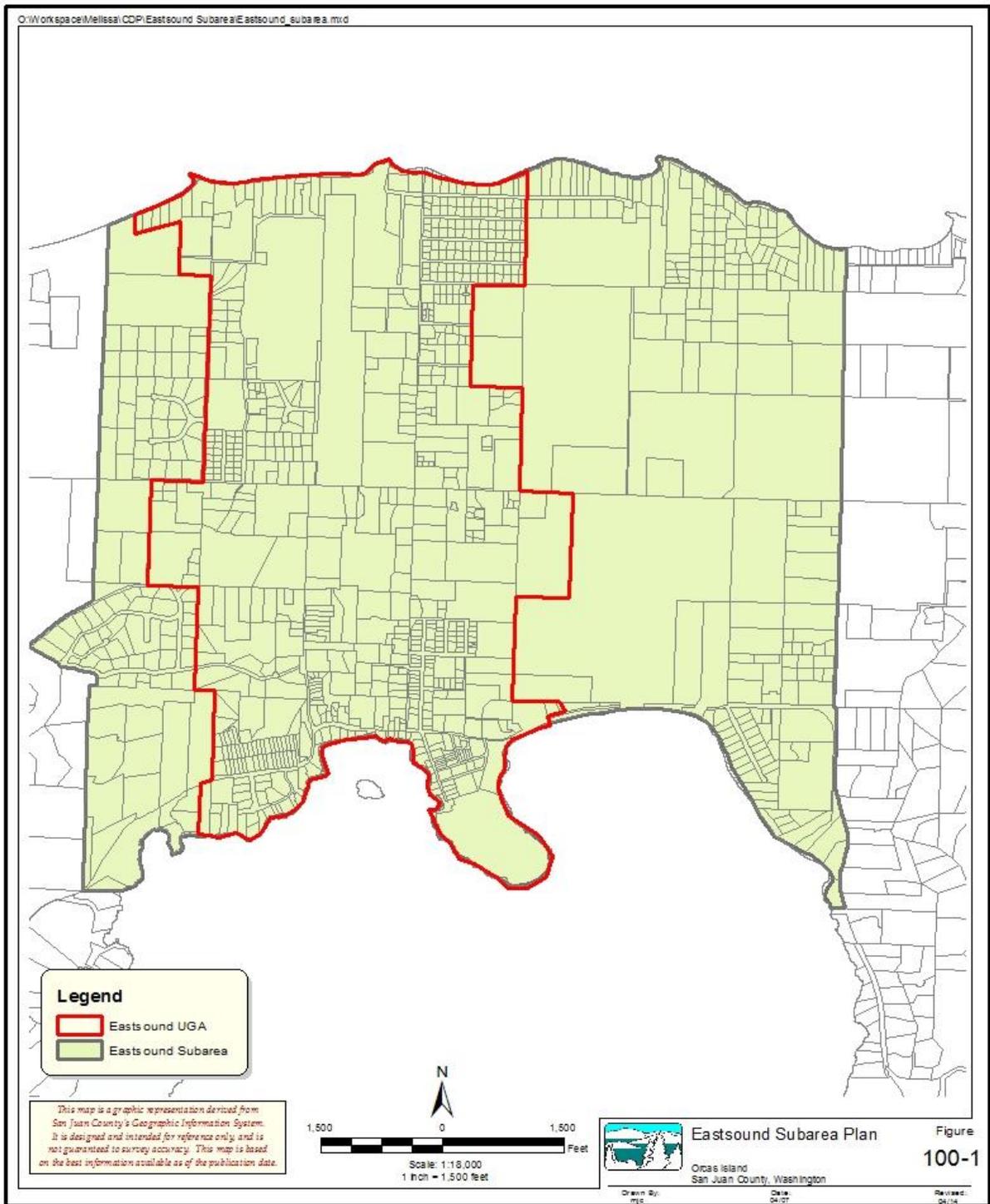
The present orientation of the village away from the shoreline has, to a degree, been responsible for the relatively untouched appearance of beaches on the south shore. To maintain this, this plan favors making the village shoreline more accessible to the public visually by discouraging development of individual moorages and encouraging provision of view points open to the public in new waterfront developments.

Since adoption of the Eastsound Plan in 1981 the village and immediate surroundings have experienced considerable change. Given the small scale of the village, new buildings can have a relatively strong impact on the character of the area and new

Eastsound Subarea Plan

uses, particularly commercial uses, can have a major effect on patterns of movement through the village. This plan includes provisions for design of new buildings in a manner that reflects the character and scale of Eastsound, and a circulation plan designed to improve traffic movement and promote a development pattern consistent with the purpose and goals of the plan.

Eastsound Subarea Plan



- 3. Political and Economic Conditions.** Eastsound is a small, unincorporated area which is the social and economic center of Orcas Island. It does not have a municipal government or budget for planning, public improvements and maintenance of public facilities. These functions rest with San Juan County government. One purpose of this plan is to serve as a policy guide for County actions in distributing funds for the administration and development of community facilities and services which are now or should be in the future provided to Eastsound to maintain and enhance its role as the community center of Orcas Island.

B. General Goals and Policies.

1.1. Goal. To represent and respond to the specific needs and interests of the Orcas Island community in Eastsound within the County Comprehensive Plan, and to provide a means for community action to shape the future of Eastsound.

1.2. Statement of Intent. Eastsound is an established community and commercial center with land use and development patterns distinct from those of surrounding areas, and as the primary center for Orcas Island it must respond to the diverse needs and interests of the entire Orcas community. The following policies state how the County Comprehensive Plan will recognize the distinct roles and characteristics of Eastsound.

1.3. Policies.

- a. San Juan County will maintain a subarea plan which will guide land use and development in Eastsound in a manner that will accomplish the stated purpose and goals of this plan.
 - i. Land use districts established by this plan should be compatible with and maintain the existing development pattern. This subarea plan will maintain the established land use pattern by containing the most intensive forms of land use and development within the village, with less intensive uses distributed outward toward the perimeters of Eastsound.
 - ii. A mix of uses should be allowed within different land use districts in a manner compatible with the existing development pattern and the goals of this plan.
 - iii. This plan will provide for clustering of units within large scale residential developments in order to maximize the provision of common open space, minimize curb cuts along arterial roadways, and to provide for the efficient provision of utility services. In exchange for waiving the conditional use permit requirement, clustering will be required for large scale residential development, as defined in each residential land use designation.
 - iv. In accordance with overall SJC policies in conformance with the WA State Growth Management Act which provide that 50% of anticipated overall future residential growth shall occur with its Urban Growth Areas, and that adequate provision be made for housing of island residents in all income categories, the Eastsound Urban Growth Area shall be sized accordingly, including applicable seasonal and market factors.

- b. San Juan County will promote communication and cooperation among agencies and districts whose services and facilities affect Eastsound.

2.1. Goal. Conserve and protect the physical and visual qualities that contribute to the enjoyment of Eastsound and surrounding areas by island residents.

2.2. Statement of Intent. The natural setting of Eastsound and the features of the natural and built environments within it are fundamental to its character. Principal landscape features include wetlands, shorelines, hills, woods and fields that influence the form and visual quality of Eastsound.

The existing patterns of land use and the features of the built environment are also important components of the character of Eastsound. Many Eastsound buildings are or resemble structures built early in local history. By their numbers, locations, and relative harmony in form, scale and materials, they contribute a cohesiveness to the landscape, particularly in the village and its immediate surroundings.

These features of the natural and built environments define the informal, rural and aesthetically pleasing character this plan is designed to maintain and conserve.

2.3. Policies. To accomplish this goal, this plan will:

- a. Identify specific natural features and characteristics and public vistas which warrant conservation and establish policies and standards for land use and development that will conserve them.
- b. Establish minimum building design and site planning standards, based on the scale and character of existing buildings, that promote the visual harmony desired in Eastsound while preserving the present scale and allowing a diversity of individual buildings.
- c. Provide a tangible vision and direction for the future of Eastsound which will enhance the existing character and guide the establishment of:
 - i. A plan for the construction and improvement of public streets with associated on- and off-street parking facilities.

3.1. Goal. Anticipate and manage how growth occurs in Eastsound so that its character is not compromised unnecessarily as growth and change are accommodated.

3.2. Statement of Intent. Population growth and local and regional economic changes experienced since 1981, when the original subarea plan for Eastsound was adopted, have increased pressure on Eastsound to meet the diverse needs and interests of the Orcas Island community. This plan establishes how growth can be accommodated if the community activities, character and visual quality of Eastsound are to be maintained in the face of this pressure.

3.3. Policies.

- a. Arrange the distribution of various land uses in and around the village in a way that maintains the small-scale of the village and that serves primarily the desires and interests of island residents. Therefore, this plan will:
 - i. Make sufficient land area available to provide for orderly but concentrated commercial growth in the village in a manner responsive to the daily convenience needs of Orcas residents and which conserves natural landscape features that enhance the village character.
 - ii. Encourage location of civic and cultural facilities within the village to maintain its economic and social vitality.
 - iii. Contain and concentrate new commercial uses in the village to reduce vehicular traffic and make the village pleasant and convenient for pedestrians.
 - iv. Encourage multi-family residential development in and around the village so that more island residents can walk, rather than drive, to destinations in the village.
- b. Maintain the historical pattern of residential use in and adjacent to the village and provide for medium- to high-density residential development within an area currently served by central sewer and water systems and within convenient walking distance of schools and services. Therefore, this plan will:
 - i. Encourage development of multi-family housing in and immediately adjoining the village by establishing land use districts to include comparatively high-density residential development, particularly for multi-family developments.
 - ii. Provide for medium-density residential development in areas not adjacent but convenient to the village by establishing a residential use district which includes fewer, or less intensive, nonresidential activities.
 - iii. Encourage new residential development as a secondary, accessory use in areas of Eastsound planned primarily for nonresidential uses.
 - iv. Provide land for and encourage affordable housing alternatives.
 - v. Encourage the remaining agricultural land in Eastsound to be used for agricultural pursuits.
- c. Provide adequate land area for commercial and industrial uses that are not appropriate in the village but that are logically located conveniently to the village, while avoiding conflicts with other land uses. Therefore, this plan will:
 - i. Minimize conflicts between the airport and surrounding residential uses by providing land area between these for uses less intensive than, but not incompatible with, airport use.
- d. Recognize the existing commercial uses on the north shore and allow for additional commercial development which will enhance opportunities for the public to enjoy the shoreline.

4.1. Goal. Allow growth and development in Eastsound which can be supported by central water and sewer systems.

4.2. Policy. To achieve this goal:

- a. Provide information which will support achievement of this goal, including descriptions of existing utilities, their service capacities, and plans for long-term service expansion.
- b. Sewer and water system information should be updated and elaborated with the adoption of a capital facilities plan for Eastsound and its environs that is consistent with the County-wide Comprehensive Plan developed in accordance with the Growth Management Act.
- c. Water and sewer system capital facility planning and construction within Eastsound shall be based upon the Eastsound Subarea Plan land use designations and the uses, densities, and activities allowed by those designations.

5.1. Goal. Develop a transportation system that enhances the character of Eastsound while providing safe and efficient vehicular and pedestrian circulation through and around Eastsound.

5.2. Policy. To achieve this goal:

- a. The Transportation Plan (Figure 130–1) will be used for the orderly and timely acquisition of rights-of-way.
- b. The Transportation Plan will concentrate nonresidential development in the village and direct the pattern of development around the village in a manner that maintains the scale of Eastsound.
- c. A public parking plan will be developed for the village.
- d. In collaboration with property owners, San Juan County Department of Public Works, local design professionals, and engaged citizens, implement the Eastsound streetscape standards throughout the Village Commercial district on an incremental basis.

6.1. Goal. Encourage the creation of a combination of public and private off-street parking that will satisfy the parking needs of Orcas Island residents, visitors, and businesses in the Village Commercial District.

6.2. Policy. To achieve this goal:

- a. A public parking plan will be developed for the Village that will:
 - i. Provide sufficient off-street parking to mitigate the need for on-street parking.
 - ii. Encourage development of off-street parking that will be designed and landscaped to minimize the aesthetic impact on the Village.
 - iii. Convert all existing private on-street parking into public on-street parking by appropriate dedication of rights-of-way, as streets in the Village are improved.

- iv. Provide for the acceptance of fees and the dedication or gift of land and/or easements in lieu of providing required off-street parking or in conjunction with a public road project.
- b. Parking requirements for the Village Commercial District are based upon the following principles:
 - i. Parking in the Village is both a private and public responsibility which requires cooperative efforts between the public and private domain in order to achieve the objectives of this plan.
 - ii. Parking that is open to the public and not restricted as to use shall be encouraged over designated private parking.
 - iii. To the maximum extent possible the County will endeavor to provide additional public parking in conjunction with other public uses which may be established.
 - iv. The development of off-street parking areas open to the public should occur where it will serve substantial portions of the village. A public parking authority should be established to provide for the creation, management and maintenance of such parking areas. Donation of ROW for street improvements should be compensated by a credit to the property owner for each on-street parking space resulting from the donation, against the number of spaces required for the use of the property. The public parking plan will provide for concepts such as payment of a fee, gifts or dedications of land and the grant of visual and physical waterfront public access (pursuant to the Eastsound Waterfront Access Plan), in lieu of providing off-street parking. Owners who give or dedicate land and/or easements shall be compensated by a credit to the property owner for a number of parking spaces equal to the assumed value of the land and/or easements conveyed. Fees collected will be held in a fund to be used exclusively for the acquisition of land and construction of public parking areas.

7.1. Goal. Protect marine and fresh water environments from degradation by storm water.

7.2. Policy. Develop an Eastsound storm water plan and adopt implementation regulations consistent with best management practices. This should be coordinated with a plan for management of the East Sound watershed.

C. Open Space, Historic, and Natural Features.

1.1. Purpose.

- a. To identify and protect specific open spaces and natural features which are key to maintaining the physical character and visual quality of Eastsound.
- b. To protect specific natural resources that contribute to the environmental quality of Eastsound and the surrounding area.

- c. To identify, recognize, and protect features of the built environment with historical significance.

1.2. Policies.

- a. Enhance the accessibility of the East Sound waterfront to the public by improving the number and quality of shoreline views from within the village and along the East Sound shoreline.
- b. Ensure preservation and conservation of natural resources and natural landscape features in all new development so that natural grades and vegetation are maintained and so that wetlands and specific natural landmarks and other key features are undisturbed.
- c. Establish a process and schedule for acquisition and/or dedication of easements to provide permanent protection of key natural resources and features.
- d. Encourage the County to work and cooperate with the Lummi owners of Madrona Point to provide and maintain public access in conformity with the enabling Covenants (Vol.276, pg.387-9).

1.3. Description (for Regulations see Conservancy Overlay District).

- a. **Lavender Farm Knoll.** This knoll is a natural landmark in central Eastsound.
- b. **Eastsound Swale.** The swale is a natural boundary between the village and the airport and residential area west of the village. The dense vegetation in and along the swale is a prominent visual feature that offers an attractive edge for a pedestrian walkway.

This natural drainageway is a key component of the Eastsound watershed and of East Sound water quality it provides an important public benefit by controlling flooding and by filtering sediments from storm water, which help to maintain surface water quality. Land clearing and development in wetlands results in increased erosion; degradation of water quality from sedimentation and from loss of biofiltration from vegetation; loss of detention capacity which results in flooding; and adversely affects the quality of receiving waters, and therefore degrades fish and shellfish habitat. Also, certain types of land uses and development activities introduce petroleum products, pesticides, herbicides and other pollutants.

- c. **Waterfront Park.** A low-bank parcel at the west edge of the East Sound shoreline provides dramatic views of the water and the Eastsound shoreline. The County acquired it for public park use.
- d. **East Sound Waterfront.** Because the most characteristic and significant natural feature of Eastsound is its location at the head of East Sound, and because a goal of this plan is to increase visual and physical shoreline access to the public, the County and the owners of Village Commercial waterfront property have developed and agreed upon an Eastsound Waterfront Access Plan, which is set

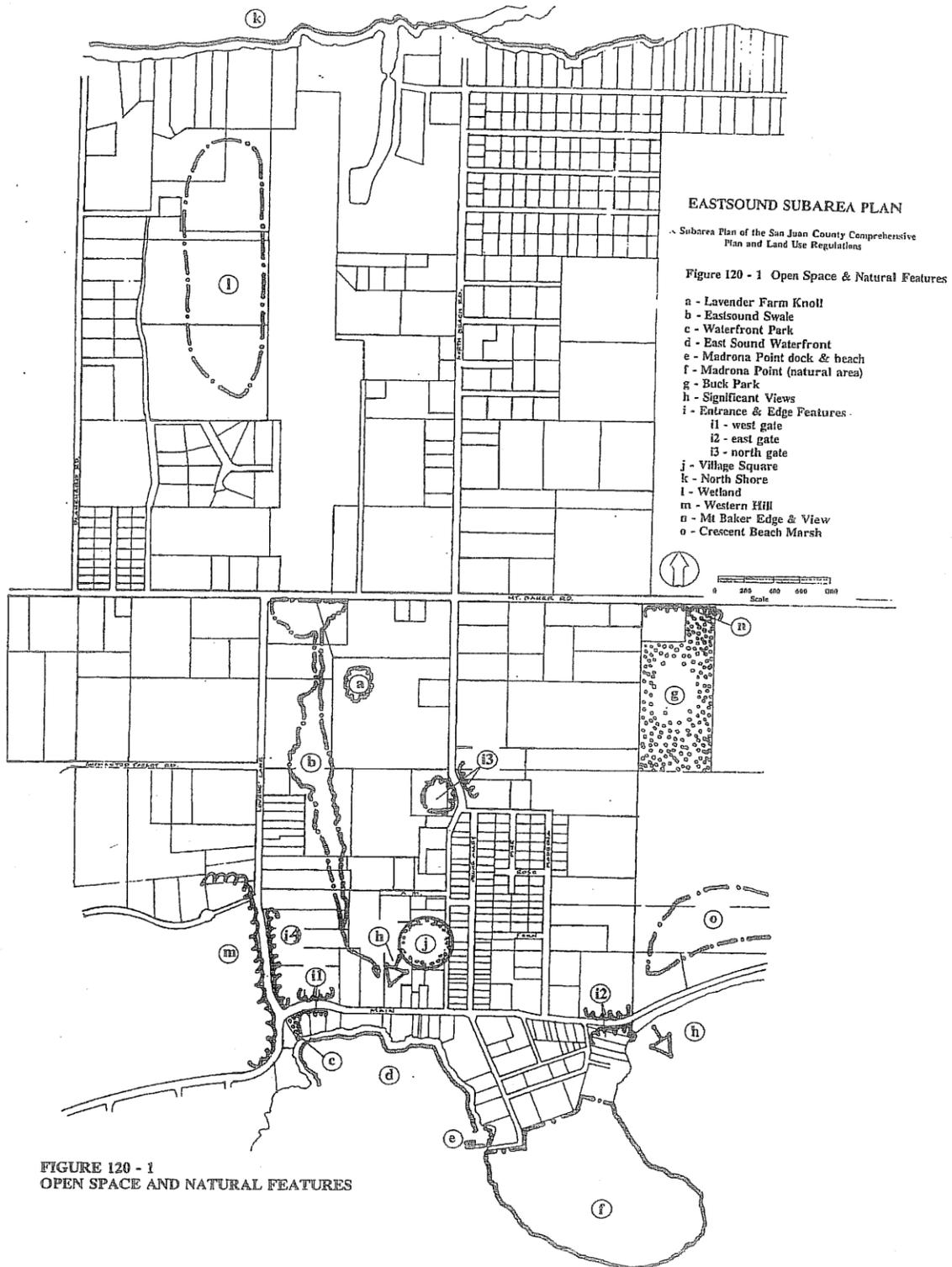
forth herein. Figure 130–6 shows the visual and physical access corridors provided to East Sound.

- e. **Madrona Point Dock and Beach.** This element is identified in this plan as a possible endpoint for a public access path along the beach east from the proposed waterfront park (subsection (C)(3) of this section). A public dock site and beach access from Haven Road have been secured by the County. When completed, the dock will provide the primary moorage facility for transient boat access to dock access to Eastsound. This dock is intended for temporary tie-up use.
- f. **Madrona Point.** This prominent wooded peninsula is of great historic, scenic and cultural importance. Once faced with development into shoreline lots and condominium sites, it was purchased by the Bureau of Indian Affairs for the Lummi Indians on the condition that it be preserved as a natural area.
- g. **Buck Park.** This property is located immediately east of the school and was donated to the community for development of a public park.
- h. **Significant Views.** Views of the water significant to the character and visual quality of Eastsound are identified in Figure 120–1.
- i. **Village Entrance and Edge Features.** The village is entered through three distinctive natural entranceways or “gates” composed of road offsets crowded by adjacent hills and trees. These gates are formed as follows:
 - i. The west gate is the stand of trees and surrounding open area at the waterfront park site and the crowding hill of Landmark Inn opposite together with the large firs at the edge of Lovers’ Lane.
 - ii. The east gate is on Main Street at the east end of Madrona Point at Crescent Beach.
 - iii. The north gate is the North Beach Road entrance to Eastsound, just north of High School Road where Purdue Hill and the trees opposite on the east crowd to the road edge.
- j. **Eastsound entrance and edge features.** The County-owned property at the Terrill Beach and Horseshoe Highway intersection is a prominent site that should be improved and maintained as a roadside park.
- k. **Village Square.** A public space or village square at the center of the retail area. This is necessary as the focal “place” or center of activity of the village. It is to be located at the hub of village social and retail activity and provide space for festivals, formal and informal meetings, information, markets, and parking. This space should be an open, pedestrian area with grass, landscaping and paths, and should adjoin the Historical Museum which currently serves some of the same functions.
- l. **North Shore.** This shoreline has gently sloping sandy beaches and views of Sucia Island, Georgia Strait, and summer sunsets. Three road ends with public access exist within the planning area.

- m. **Wetlands.** All areas shown on the San Juan County 2010 General Locations of Possible_Wetland Inventory Maps. These maps are intended to depict the general locations of known regulated wetlands. The maps do not show specific wetland boundaries or buffers but rather indicate the approximate locations of wetlands. Individual, site specific, investigations and/or wetland delineations may be required in the permit review processes required by this plan or other County land use regulations.
- n. **Western Hill.** The wooded hill west of the village, along Lovers' Lane, is an important view and an enclosing element.
- o. **Mount Baker Edge and View.** The eastern approach to Eastsound on Mount Baker Road and view of Mount Baker from this road. The significant characteristic here is a roadway bordered on one side by open fields (affording the view) and woods on the other.
- p. **Crescent Beach Marsh.** This marsh east of Eastsound is under the Shoreline Master Program jurisdiction as a wetland associated with Ship Bay. A portion of the marsh is owned by the San Juan Preservation Trust. It is recognized as a feature important to Eastsound because drainage from the east end of the village flows to the marsh.
- q. **Regulated Wetlands.** All wetlands listed in the SJC wetlands maps.
- r. **Mount Baker Road Agricultural Property.** The land along Mt. Baker Road from Terrill Beach to North Beach Road. The significant characteristic here is rural open space and views of Mt. Baker.
- s. **Crescent Beach Waterfront.** The waterfront and beach along Crescent Beach from Eastsound Village to Terrill Beach Road. This feature is recognized as important because it is a vital component of the Crescent Beach Marsh wetlands system, with oyster beds, unparalleled marine views, and a sensitive coastal ecology.
- t. **Emmanuel Episcopal Church.** The Emmanuel Church is recognized for its historical significance and reflection of early architectural style in San Juan County. The church is listed on the National Register of Historic Places.
- u. **The Orcas Island Historical Museum.** The museum is recognized for its historical collection and reflection of early history of San Juan County.

Figure 120-1

Eastsound Subarea Plan



D. Transportation.

n:\land use\long range projects\pcodes-11-0006 eastsound update\final docs\cc approved\2015-12-15_cdp_maycock_esap gpps council approved.docx

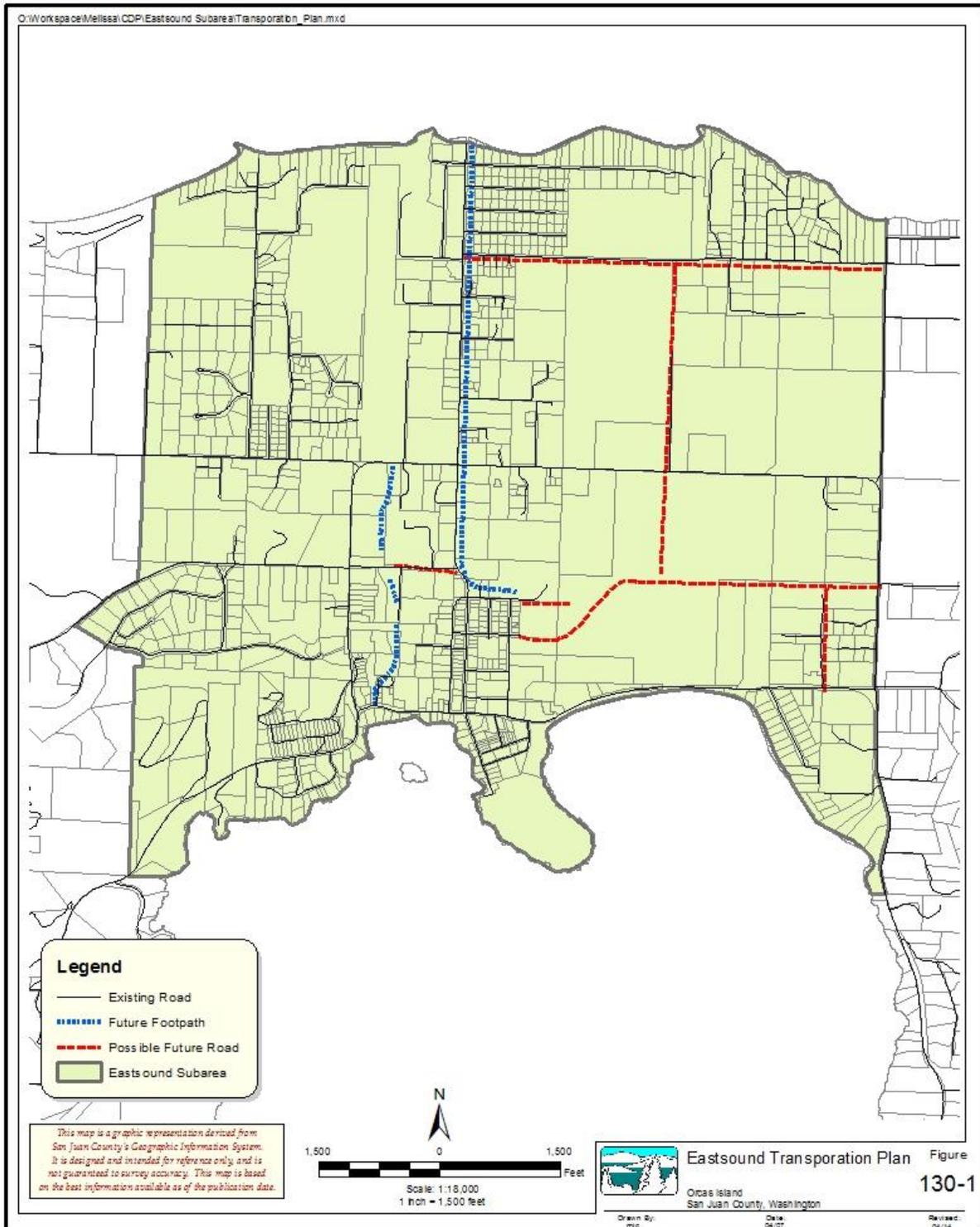
1.1. Purpose.

- a. To provide for the orderly development of roads and paths.
- b. To construct roads and paths consistent with the character of Eastsound and this plan.
- c. To provide for the timely acquisition of road rights-of-way.
- d. To ensure the transportation system serves the land use goals and policies of this plan.
- e. To provide for the participation of property owners in the design of road and path improvements.
- f. To implement a streetscape improvement program for the village that supports the policies of this plan to make the village pleasant and convenient for pedestrians and also provide needed on-street parking.
- g. To create a parking plan that will provide for adequate off-street public parking.

1.2. Vehicular Circulation Policies.

- a. Figure 130–1 is the vehicular circulation plan for Eastsound.
- b. The County should acquire rights-of-way shown in Figure 130–1 not currently owned by the County.
- c. Streets within the village should be developed as access and feeder streets, not through streets.
- d. Property owners are responsible for improvements to unopened rights-of-way at the time their property is developed if alternative vehicular access is unavailable.
- e. The County is responsible for all public road development in Eastsound.
- f. Installation of new utility lines and undergrounding of aerial lines shall be coordinated with construction and improvement of public streets to the extent possible.
- g. If and when an alternative access route is desired to serve Eastsound from the east, south of Mount Baker Road, this should be provided by extension of Rose Street to the east. High School Road should then be extended to connect with Rose Street. This alternative access could lead to a reduction of vehicular traffic on Crescent Beach Road.

Eastsound Subarea Plan



1.3. Pedestrian Policies.

- a. The village should be developed in a manner convenient and attractive for pedestrians, with safe and pleasant walks and paths.
- b. The pedestrian path system for Eastsound is shown in Figure 130–1. Public path rights-of-way should have a minimum width of five feet.
- c. Public paths shown in Figure 130–1 should be provided by dedication of easements to the public by the owner at the time the property is developed.

1.4. Parking Policies.

- a. The development of off-street parking areas open to the public should occur where it will serve substantial portions of the village.
- b. The County to increase parking availability within the Eastsound Subarea.

1.5. Airport Development. The Orcas Island airport at Eastsound is owned and operated by the Port of Orcas. The facility is used by private pilots, some resident, and it also provides scheduled passenger service to other islands and to the mainland. To maintain the function of the Mount Baker Road Bypass and to protect the future land use pattern intended by this plan, no runway extension should be allowed south of Mt. Baker Road.

1.6. Transportation Hub. To support and promote multi-modal transportation a Transportation Hub should be developed with community participation on the County Owned Parcel TPN # 271455211 (parcel purchased for Fern St. extension). This goal will guide county improvements and support grant funding, pursuant to an updated Eastsound Transportation Plan, for paths, and street improvements that improve multi-modal transportation into and around Eastsound.

If constructed the Transportation Hub to include (but not limited to) one or more of the following:

- a. ADA Pedestrian pass through and off street transit stop (grass pavers N. Beach to Prune Alley);
- b. Shuttle stop to off-site parking;
- c. Ferry and Hamlets. RIDESHARE location;
- d. Covered area with solar powered lighting from roof panels;
- e. Rainwater catchment for grass pavers, rain gardens and community gardens;
- f. Storage lockers and bike racks/lockers;
- g. Drinking fountain/self-closing water faucet;
- h. Map of walking paths around Eastsound and Public Access to shoreline;
- i. Dedicated spots for food vending trucks or licensed vendors;
- j. Permanent or temporary Kiosks;
- k. Picnic tables with trash and recycling receptacles;
- l. Public art;
- m. Announcements of community events;

n. Emergency Phone

Figure 130 – 7 Locations Map for Waterfront Parcels



Location Figure
for parcels that are in the
"Eastsound Waterfront Access Plan"
(cf. §§16.55.040, 16.55.210(E)(2)(d))

E. Village Plan.

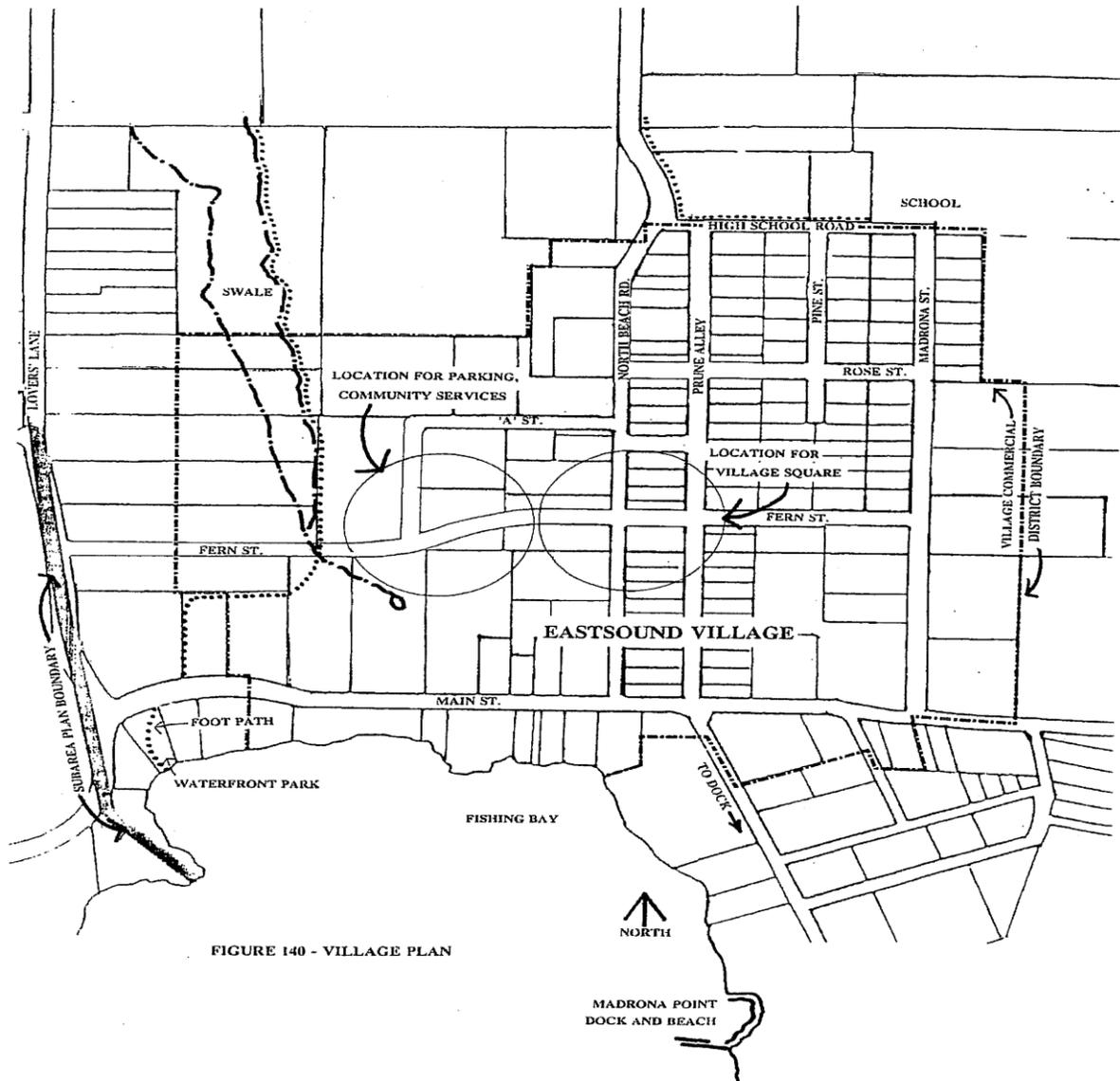
- 1.1.** Figure 140–1 illustrates the elements of open space, historic, and natural features and circulation within the village. The plan includes the extensions of (1) Rose Street to Madrona Street, (2) Enchanted Forest Road from Lovers' Lane to North Beach Road, and (3) Fern Street from Madrona Street to Lovers' Lane, in addition to other internal street

Eastsound Subarea Plan

improvements as well as new street construction to improve traffic circulation into and out of the village. (Also, refer to SJCC 16.55.120, Open Space, Historic, and Natural Features, SJCC 16.55.130, Transportation, and SJCC 16.55.250, Conservation Overlay District.)

- 1.2. The village plan includes a location for the village square. The square is intended to satisfy several public functions, including public open space and an informal meeting place. It is located centrally and has convenient connections to public parking, streets, and pedestrian paths.

Figure 140-1



F. Utilities.

1.1. Purpose.

- a. Promote cooperation between utility services, the County and property owners to ensure provision of adequate water supply and sewage disposal services, electrical, telephone distribution lines, and broadband services within utility service areas in Eastsound.
- b. Provide direction for improvements to publicly owned and/or maintained storm drainage systems to enhance natural drainage patterns, to maintain and improve quality of receiving waters, including Fishing Bay, and to coordinate such improvements with transportation planning and street construction schedules.
- c. Promote long-range planning for delivery of sewer and water services which is consistent with the land use and parcel patterns provided for in this plan.

1.2. Policies.

- a. **Storm Drainage Policies.** The County should develop a Stormwater Management Plan for Eastsound which will recognize the natural limitations and benefits of the Eastsound swale to detain and filter runoff from streets, parking areas and other impervious surfaces.
- b. **Cable, Telephone, Power, Water and Sewer Utilities.** Utility lines serving new development should be installed underground where feasible to reduce adverse visual impacts and should be installed within road rights-of-way to reduce adverse effects on the physical environment.
- c. **Utility Coordination.** County planning for street construction should be coordinated with improvement plans of public and private utilities.

1.3. Utility Development Standards.

- a. Utility lines serving new or significantly expanded uses shall be installed underground.
- b. Street lighting, if provided, shall have a shielded source (*e.g.*, McGraw-Edison “Concourse” or similar fixtures without bare bulbs) and be uniform throughout the village.

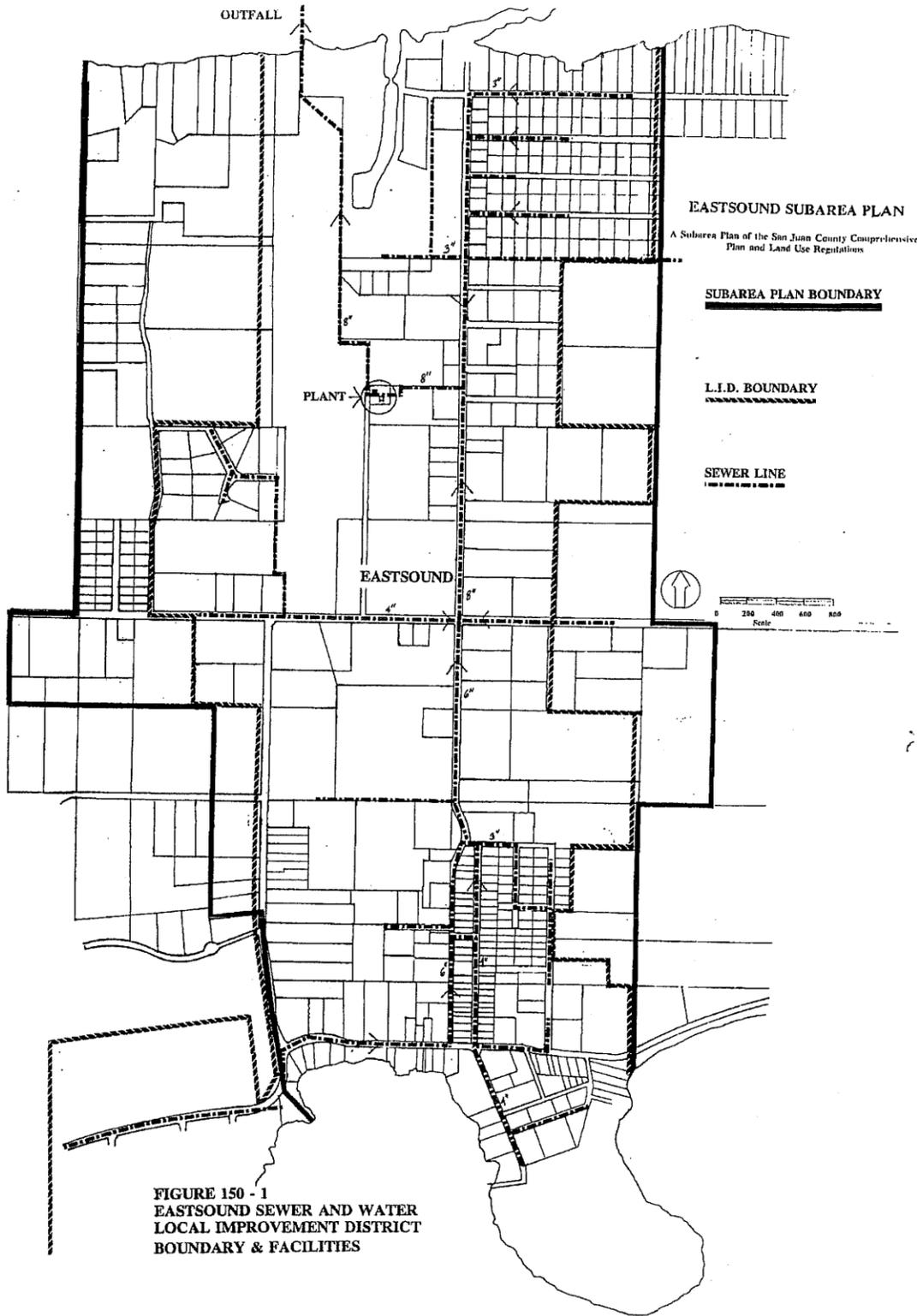
1.4. Existing Utilities. To provide a useful reference the description of existing utilities within the planning area, given below, should be updated and detailed upon adoption of a capital facilities plan for Eastsound.

- a. **Sewer.** Sewer service for Eastsound is provided by the Eastsound Sewer and Water District, a public utility supported by a local improvement district. The District is authorized by RCW 57 to protect the public health and safety of the greater Eastsound Community within its WA State Department of Ecology approved service area. Allowable sewer service is presently reduced in size to the Urban Growth Area boundaries. New service connections to the system are only allowable within the boundaries of the Eastsound UGA. Existing connections beyond those boundaries are

legally grandfathered into the sewer system. Installation of the main lines on Blanchard Road (2014) will complete the collection system within the current UGA boundaries. The boundaries of the LID as well as the location of the principal collection facilities are shown on Figure 150–1. In addition, the sewer district is authorized by charter to provide sewer service throughout the subarea.

- i. District facilities fall into three categories:
 - A. All users have an on-site septic tank and effluent pump. The owner is charged for this in addition to the facility charge and the connection fee.
 - B. From the individual septic tank, primary treated effluent is pumped through pressure mains to the treatment plant located by the airport, where effluent receives secondary treatment, aeration and settling, as well as tertiary treatment (chlorination). The current design capacity (2014) is 160,000 gallons per day, serving 600 connections representing 920 equivalent residential units (ERUs). Peak flows and loadings occur during the months of July through September. The most recent capacity averages (2013) for the peak period are 64% (flow) and 77% (loading). The District anticipates that a 50% expansion of primary treatment capacity will be necessary within the remaining ten years of the 2003 Capital Plan, depending on population increase.
 - C. Treated effluent is piped to an outfall in the Straits of Georgia off the north shore of Eastsound.
- ii. District policies require that all development within the LID must connect to the system. On-site construction requires a septic tank of 500 gallons per residential unit equivalent.

Figure 150-1



- b. **Water.** Water service for Eastsound is provided by the Eastsound Water Users Association (EWUA), a private member-owned utility company. The EWUA adopted a Comprehensive Water System Plan in 1990, most recently updated in 2010, which is used to help guide operations. The plan provides detailed information about system source capacity, water consumption patterns, and long-range plans for system improvements. The entire Eastsound Subarea is located within the boundaries of the EWUA service area and long-range planning takes into consideration the total potential buildout provided for in the subarea plan.

One time fees for new memberships and hookups are used to fund capital expenditures. Monthly usage charges pay for the costs of maintenance and operations. The board of directors is elected by the membership and system operations and fees are controlled by the board and EWUA adopted bylaws.

Water for the system is supplied from drilled wells and the Purdue Lake reservoir located on Buck Mountain. The system is designed and operated to meet state of Washington standards for public water systems. The EWUA reserves the right to give domestic use priority over other uses in the event of a temporary shortage of water.

The existing system is also designed to meet residential fire-flow requirements (500 GPM for 20 minutes) throughout the Eastsound Subarea Plan jurisdiction. The EWUA also designs all new line extensions to meet minimum fire-flow requirements. (Ord. 4–1996; Ord. 62–1992 § 2)

Desalination plant permits provide the basis for future development.

- c. **Power.** Orcas Power and Light Cooperative is responsible for serving the power needs of the community.
- d. **Solid Waste Collection.** San Juan Sanitation is the only company currently licensed to collect solid waste in the County.
- e. **Telecom, data and cable television providers.** Centurylink, Mount Baker Cable, Rockisland, Orcas Online and Opalco are the companies that provide service to Eastsound.

G. Architecture and Site Design.

1.1. Purpose. To establish design guidelines and site planning standards to ensure that new development projects harmonize with, reinforce and strengthen the existing character and scale of Eastsound.

1.2. Intent.

- a. To acknowledge that it is the desire of the community to maintain the existing character and scale of Eastsound; and to recognize that, in the face of growth and development pressures, this requires making conscious choices with regard to form, height, size, placement of buildings on lots, and exterior materials used in new developments in Eastsound.

- b. To balance the idea that the built environment of Eastsound is not a pristine architectural expression in need of protection and preservation, with the awareness that much of the existing character and scale is nonetheless valued by the community and is threatened by indiscriminate growth and development.
- c. To raise the level of probability that as Eastsound grows, new buildings, while each being different, will complement one another and blend together as parts of a harmonious whole.
- d. To identify the specific elements which define the existing character and scale of the built environment of Eastsound.
- e. To acknowledge that the spaces around buildings contribute to the character and scale and to establish site planning standards so that new development maintains the existing fabric of Eastsound.
- f. To recognize that the changing needs of the community and the businesses which serve it may require some buildings which exceed the size of existing buildings and to ensure that such buildings are designed and constructed in a manner consistent with the purpose and intent of this section.
- g. To recognize that new growth pressures have fostered the need for public improvements in Eastsound including on-street parking, sidewalks and amenities such as landscaping and street trees.

1.3. Design Elements. The character and scale of Eastsound can be defined by describing the elements of the existing development pattern. The elements of this pattern provide the basis for the site planning and development standards in this section.

- a. Eastsound includes a number of buildings which, although not necessarily of historic significance or representing a formal style of architecture, are the result of the efforts of early settlers and craftsmen who approached construction in a straightforward manner; they used basic carpentry skills to create shelter while addressing the problems posed by climate, economic and cultural needs, and available materials.
- b. The following characteristics define the physical and aesthetic character and scale of Eastsound as determined by existing conditions:
 - i. They are placed in the foreground of their lots with a close relationship to the public street and with side yard spaces separating them from adjacent buildings.
 - ii. They are relatively small structures; some are residences converted to commercial use.
 - iii. They are one and two story wood-framed buildings whose principal roofs have a relatively steep slope.
 - iv. They are often accompanied by pleasant and attractive open spaces visible from the street.

1.4. Policies. In order to accomplish the purpose and intent of this section, the following policies are established:

- a. To acknowledge that these characteristics are most significant in the village and the area immediately surrounding it, architectural standards apply only in the Village Commercial and Village Residential/ Institutional Districts.
- b. To maintain the design elements noted above, which are both diverse and harmonious, it is important that new building construction reflect the mass, height, roof form, and materials found in most existing Eastsound buildings. These characteristics are illustrated in Figure 300–3.
- c. To recognize that prescriptive standards intended to ensure both diversity and harmony of design in new developments may not be responsive to special problems or opportunities, it is desirable that a discretionary option to the strict application of architectural standards be provided.

H. Eastsound Urban Growth Area

- 1.1.** The boundary of the Eastsound Urban Growth Area within the Eastsound planning area is shown on the Eastsound official map.

SECTION 5.

A. Eastsound Landuse Districts.

Eastsound is divided into 11 distinct land use districts and one overlay that impacts specific locations:

1. Village Commercial district (minimum four (4) – maximum forty (40) units per acre);
2. Village Residential/Institutional district (minimum four (4) – maximum twelve (12) units per acre);
3. Service Light and Industrial district;
4. Eastsound Residential districts:
 - One (1) per acre P*;
 - Two (2) per acre;
 - Two (2) per acre P*;
 - Four (4) per acre P*;
 - Minimum four (4) – maximum twelve (12) per acre);
5. Service Park district;
6. Marina district (maximum six (6) – eight (8) units per acre);
7. Eastsound Airport district;
8. Country Corner Commercial district;

9. Eastsound rural residential
 - One (1) unit per five (5) acres);
 - One (1) unit per (2) acres);
10. Eastsound Rural district;
11. Eastsound Natural district
12. Conservancy overlay.

B. Village Commercial District (minimum four (4) – maximum (40) units per acre);

5.1. Purpose.

- a. To provide for a concentrated village that will centralize commercial and community-wide social and cultural activities in a relatively small area, but which is large enough to allow for reasonable growth;
- b. To retain as much as possible of the existing village character as defined by the general goals and policies in Section 4.B;
- c. To allow for development that preserves the existing character, natural features and visual qualities of the village by imposing specific development standards, including building height and setbacks, open space, and landscaping;
- d. To consolidate development in such a manner to allow walking from one destination to another to the greatest extent possible; and to make walking a pleasant alternative to driving between destinations by specifying street-orientation of buildings and imposing street improvement and landscaping requirements, and by encouraging provision of public pedestrian access to and along the waterfront;
- e. To encourage creation of community parking facilities and the shared use of off-street parking areas in locations that will help promote pedestrian traffic among village destinations; and
- f. To allow a mixture of residential and commercial uses which could generate noise, traffic or evening activities.

C. Village Residential/Institutional District (minimum four (4) – maximum twelve (12) units per acre);

5.2. Purpose.

- a. To provide area adjoining the village commercial district for a mix of single and multiple-family residential uses of moderately high density;
- b. To provide for low-intensity commercial uses which are or can be made compatible with residential uses; and

- c. To provide for civic and cultural facilities that serve the greater island community and which are therefore best located near the village, but which are not desirable within the village itself because of the amount of land required (such as public schools).

D. Service and Light Industrial District.

5.3. Purpose.

- a. To accommodate commercial services and light industrial or construction related activities as well as accessory office and retail sales related to such services and activities which may not be appropriate within the Village Commercial District.
- b. To accommodate the existing airport-related facilities and services which are located outside of the Airport Use District.
- c. To concentrate the above uses around the Eastsound airport where they have already been established.
- d. To concentrate the above uses in a manner that will enable efficient use of the transportation system.
- e. To prohibit new residential development other than residential units accessory to a commercial or industrial use and located within a commercial or industrial building.

E. Eastsound Residential: One (1) unit per acre P*; two (2) units per acre; two (2) units per acre P*; four (4) units per acre P*; minimum four (4) – maximum twelve (12) units per acre Districts.

5.4. Purpose.

- a. To provide for a mix of residential densities in areas already in residential use;
- b. To acknowledge the existing medium density residential areas and allow other uses which are or can be made compatible with residential use; and
- c. To provide a buffer of moderate land use intensity between the airport and adjoining industrial uses and the rural residential areas outside the geographic boundaries of this plan.

F. Service Park District.

5.5. Purpose.

- a. To provide for a service center at the eastern edge of Eastsound, in a relatively small area characterized by an existing mix of service and residential uses, but which is large enough to allow for reasonable growth.
- b. To allow for development that preserves the existing character, natural features and visual qualities of adjacent properties by imposing specific development standards, including building height, setbacks, open space, and landscaping;

- c. To allow a mixture of commercial service uses and accessory residential units while protecting adjoining residential areas from undesirable commercial and industrial uses which typically generate noise, traffic, or evening activities incompatible with residential neighborhoods;
- d. To prohibit new residential development other than residential units accessory to a commercial or industrial use and located within a commercial or industrial building.

G. Marina (max. 6-8 units per acre) District.

5.6. Purpose.

- a. To recognize the existing marina and resort use established on the north shore and that resort activity here is a desirable influence on commercial and community vitality in the Eastsound area.
- b. To recognize that the marina and resort are uses compatible with the adjacent airport and relatively high density residential development in the adjoining area.
- c. To allow of commercial uses in this area which are compatible with the Shoreline Master Program as applied to the north shore, including the manmade marina shoreline, and which are related to the recreational nature of the existing development.
- d. To allow residential development compatible with the marina and resort and related commercial uses.

H. Eastsound Airport District.

5.7 Purpose.

- a. To accommodate the existing airport and provide for airport-related facilities and services within the airport use district sufficient to meet the air traffic needs of the local citizens.
- b. To allow for new airport-related facilities and services that are compatible with other commercial and residential uses in the subarea and consistent with the adopted Orcas Island Airport Master Plan.
- c. To establish a land use district that is separate and distinct from an airport overlay district as described in SJCC 18.30.180.
- d. To prohibit new residential development.

I. Country Corner Commercial District.

5.8 Purpose.

- a. To provide for a service/commercial center to the east of Eastsound which accommodates commercial services and construction-related activities along with office and retail uses that are necessary and important components of the local economy.

- b. To allow for development that preserves the existing character, natural features and visual qualities by imposing specific development standards, including building height, setbacks and landscaped buffers between districts and open space.
- c. To allow for a mixture of commercial uses and accessory residential units while protecting adjoining residential areas from incompatible commercial and industrial activities.

J. Eastsound Rural Residential (maximum one (1) unit per five (5) acres); Eastsound Rural Residential maximum one (1) unit per two (2) acres Districts;

5.9 Purpose.

- a. To provide for a mix of residential densities in areas already in residential use;
- b. To acknowledge the existing medium density residential areas and allow other uses which are or can be made compatible with residential use; and
- c. To provide a buffer of moderate land use intensity between the airport and adjoining industrial uses and the rural residential areas outside the geographic boundaries of this plan.

J. Eastsound Rural (1 unit/5 acres) District.

5.10 Purpose.

- a. To provide a means to conserve those remaining lands within the subarea plan jurisdiction that are used for agricultural purposes.
- b. To foster the preservation of open space and pastoral views within Eastsound.
- c. To recognize that Eastsound is home to a variety of agricultural properties, uses, and activities, which exist in harmony with other residential, commercial, and institutional uses.

I. Eastsound Natural District.

5.11 Purpose.

- a. To preserve areas containing unusual natural resource systems and to regulate all activities or uses which might degrade or alter the natural characteristics which make these areas unusual.
- b. To prevent alteration of natural resource areas which are relatively intolerant of human use.

Section 6. Conservancy Overlay District.

6.1. Purpose.

- a. To provide a means to conserve those specific natural resources and features described in Section 2.1.C, Open Space and Natural Features.
- b. To establish a specific classification for recognition of resources and features which are not of a size or configuration to warrant land use district classification of the entire area surrounding them.
- c. To conserve specific natural resources and features through application of specific standards to carry out the policies for protection of open space and natural features.

Section 7. Implementation.

7.1. Overview and Purpose. This section identifies various ways to implement those elements of this plan which direct physical public improvements within the Eastsound planning area. It describes priorities for funding planned improvements. It is intended for use in the preparation of County capital facilities plans, annual budgeting and other funding decisions affecting Eastsound.

The Eastsound planning review committee should prepare an annual written report or verbal presentation for presentation to the County Council by June 1st of each year which describes the status of any capital projects and planning activities occurring and which recommends priorities for these and other projects for timely consideration in the annual budgeting process.

7.2. Capital Improvements. A description of specific improvement projects follows.

- a. Roads shown in Figure Plan 130–1 are priorities, particularly where proposed right-of-way must be acquired.
- b. Streetscape improvements encompass a range of pedestrian amenities. These include curbs to separate pedestrian and vehicle traffic, walkways, street trees, benches, *etc.*
- c. Parking is a private responsibility but one which requires a cooperative solution if the goals of this plan are to be achieved.
- d. Acquisition, development and maintenance of parks will require funding from various sources: state grant programs and private donations should be pursued for acquisition and development; County general funds should provide for maintenance of park grounds and facilities.
- e. The Eastsound swale is both a distinctive feature of the community and a critical filter for surface water runoff into East Sound. The permanent viability of water quality in East Sound, particularly in and near Fishing Bay, depends on maintaining this wetland function. The County should pursue Clean Water Fund Grant for development of a nonpoint pollution control plan for East Sound which will include stormwater management recommendations to protect marine water quality and the functions of

the swale. The County should acquire rights to manage the swale as part of an Eastsound stormwater system. The County should acquire easements unless fee simple acquisition is necessary.

7.3. Planning Actions. To achieve the goals of this plan, several planning efforts must be pursued.

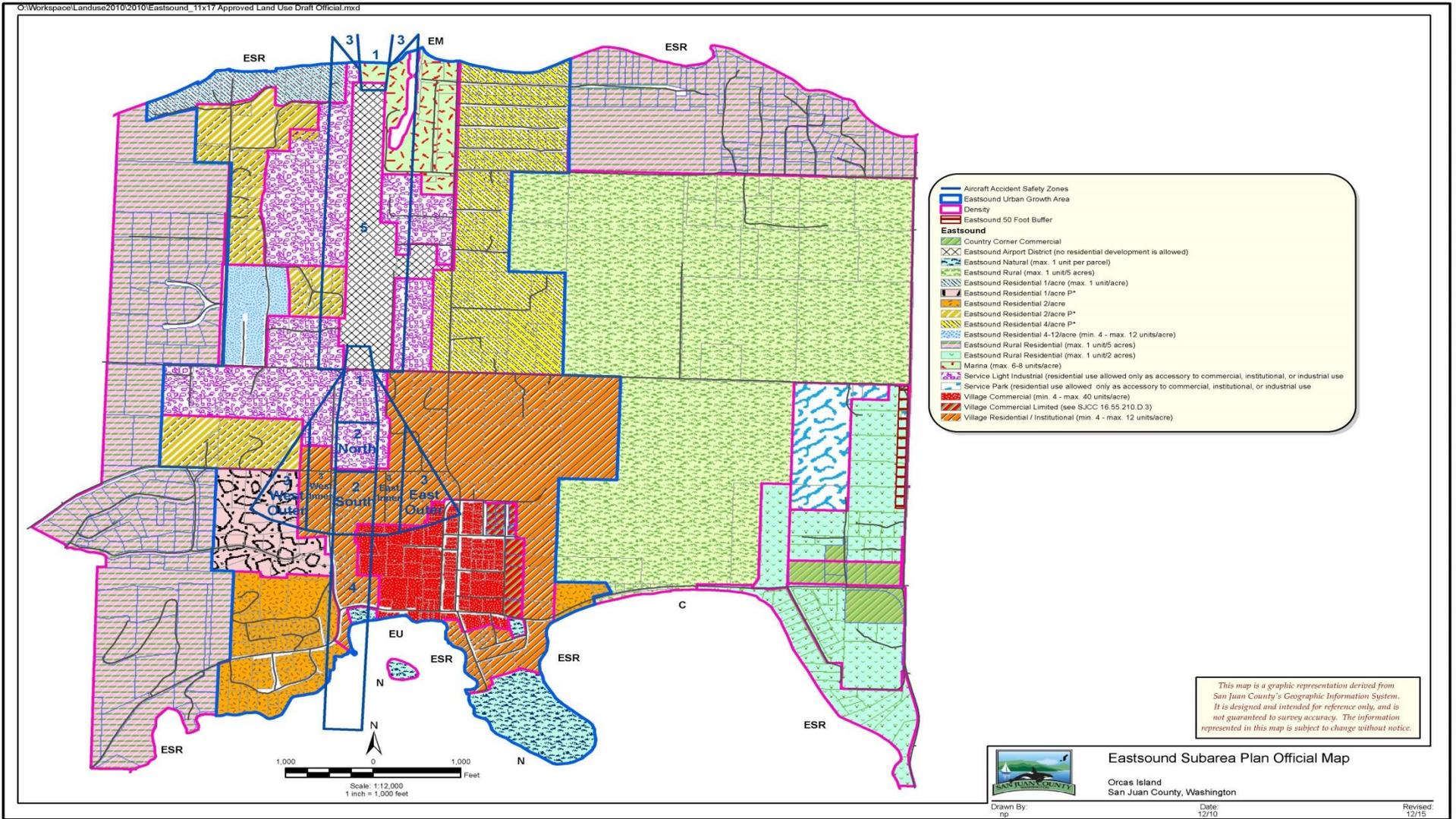
- a. A goal of this plan is the establishment of an effective off-street public parking program for the village.
- b. A capital facilities plan for the Eastsound area should be adopted in accordance with requirements of the State Growth Management Act. This should describe existing sewer, water and fire protection service capacities and plans for long-term service expansion.
- c. A stormwater management plan and regulations should be prepared for Eastsound in concert with a watershed management plan for East Sound.

The San Juan County Comprehensive Plan adopted pursuant to the Growth Management Act includes a housing element and a capital facilities plan for the County, which includes provisions for Eastsound. The subarea plan contains goals, policies, and regulatory provisions to enhance the diversity of housing opportunities and to provide for all necessary capital facilities.

- d. A parks and trails element should be established for this plan. The Eastsound planning review committee should explore the desired scope and effect of this element and establish a work program for development.

Eastsound Subarea Plan

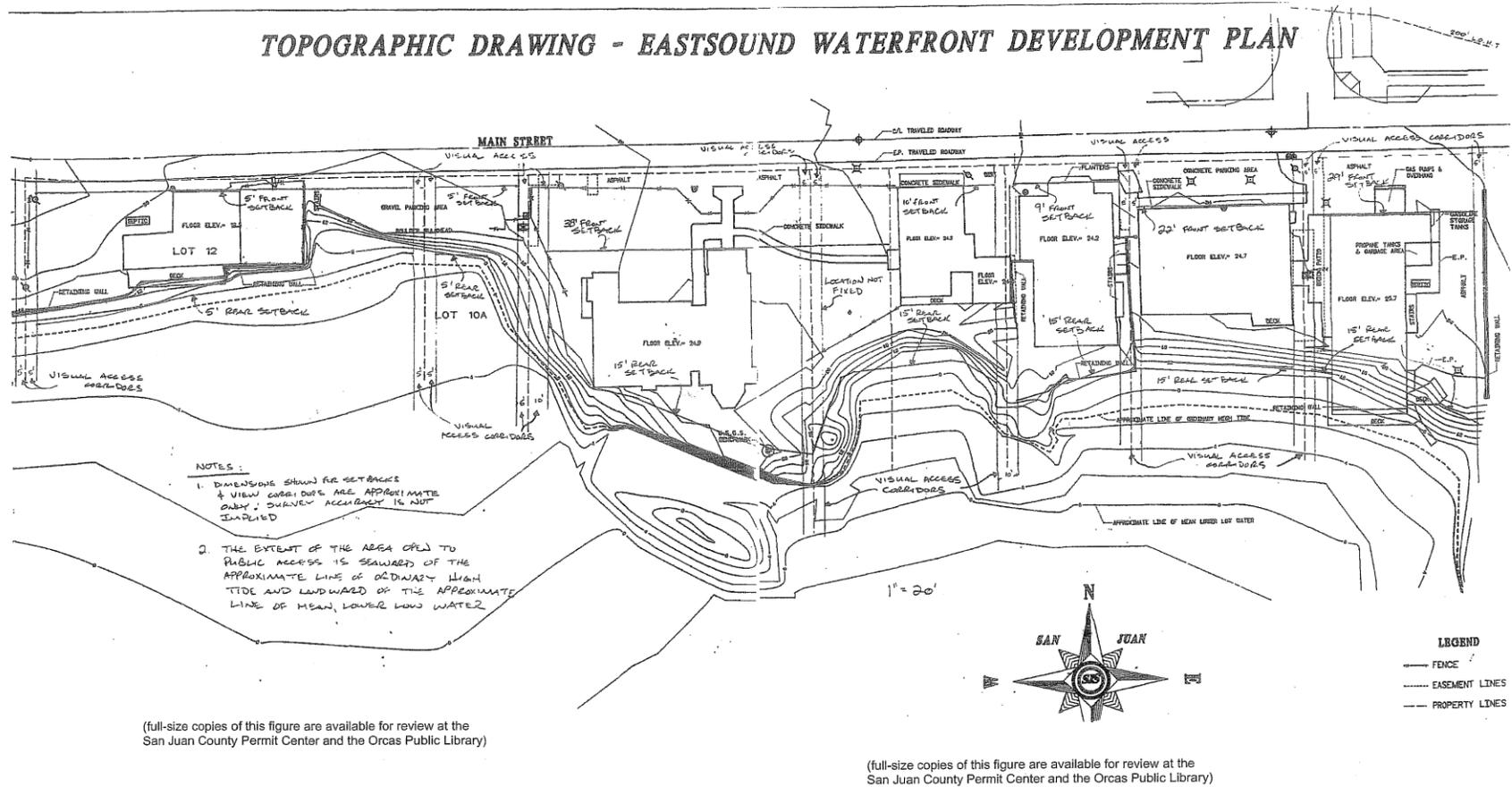
Eastsound Land Use Districts



Eastsound Subarea Plan

Figure 130-6, page 1
Showing the provisions of the
Eastsound Waterfront Access Plan

Figure 130-6, page 2
Showing the provisions of the
Eastsound Waterfront Access Plan



COMPREHENSIVE PLAN

APPENDIX 2

**Joint Planning Policies with the Town of Friday Harbor,
and other County-wide Planning Policies**

December 2, 2008

SAN JUAN COUNTY AND TOWN OF FRIDAY HARBOR

County-wide Planning Policies, including Joint Planning Policies

TABLE OF CONTENTS

Joint Policies	Page
1. Policies for Designation of an Urban Growth Area	1
2. Policies for Joint County and Town Planning and Policies for Promotion of Contiguous and Orderly Development	2
A. General Policies	2
B. Annexation	2
C. Land Use	3
D. Local Capital Facilities	
General Policies	3
Water Quality and Supply	4
E. Utilities	4
3. Policies for Siting and Design of Essential Public Capital Facilities of County or State-Wide Significance	4
4. Policies for Transportation Facilities and Strategies	6
5. Policies for Affordable Housing	7
6. Policies for Economic Development and Employment	7
7. Town of Friday Harbor Watershed Management	8
8. Analysis of the Fiscal Impacts	8
Other Policies	
9. Policies for Designation of Unincorporated Urban Growth Areas	9
Figure 1. Town of Friday Harbor, Watershed Area	10

Policies for Designation of a Friday Harbor Urban Growth Area

The Town and County shall cooperatively and jointly determine the Friday Harbor Urban Growth Area (FHUGA).

- Policy 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.
- Policy 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.
- Policy 3** The Town and County should jointly determine the portion of the 20-year population forecast which should be allocated to the FHUGA.
- Policy 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.
- Policy 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.
- Policy 6** Based on the results of Policies 1 through 5, the Town and County should jointly determine the preliminary boundary of the FHUGA.
- Policy 7** The Town and County should jointly define the levels of service necessary to support urban levels of development within the FHUGA.
- Policy 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
Policies for 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.

A. GENERAL POLICIES

- Policy 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.
- Policy 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.
- Policy 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.
- Policy 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.
- Policy 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.

B. ANNEXATION

- Policy 1** The comprehensive plans of the Town and County should contain a section devoted to policies for annexation.
- Policy 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.

Policy 3 Urban services and capital facilities should be extended to lands within the FHUGA only when those lands are annexed to the Town.

C. LAND USE

Policy 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.

Policy 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.

D. LOCAL CAPITAL FACILITIES

General Policies

Policy 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.

Policy 2 The capital facilities element should be designed to serve development envisioned or authorized by the land use classifications of the FHUGA.

Policy 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.

Policy 4 The capital facilities element should establish capacity and level of service standards for existing and proposed capital facilities in the FHUGA.

Policy 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.

Policy 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

- Policy 1** The capital facilities element should include uniform and consistent policies for the protection and enhancement of water supplies.
- Policy 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.
- Policy 3** The capital facilities element should provide for the protection of water quality and address public education, stormwater management, and watershed management.
- Policy 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.

E. UTILITIES

- Policy 1** The utilities element should be developed in cooperation with local power and telecommunications utilities and franchises.
- Policy 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.
- Policy 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.

- Policy 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

Policy 2 In coordination with the Town of Friday Harbor, ensure that sufficient lands are available to accommodate essential public facilities (EPFs).

Policy 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.

Policy 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

Policy 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.

Policy 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.

Policy 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

Policy 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.

Policy 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.

- Policy 3** Capital facilities element policies should be designed to serve development envisioned or authorized by the comprehensive plans of both jurisdictions.
- Policy 4** The capital facilities elements should be designed to achieve consistency between both jurisdictions' plans for capital facilities.
- Policy 5** The capital facilities elements should establish and maintain standards for the level of service for both existing and future public capital facilities.
- Policy 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.
- Policy 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.

- Policy 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.
- Policy 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.
- Policy 3** The transportation elements should be designed to achieve consistency between both jurisdictions' plans for transportation facilities.
- Policy 4** The transportation elements should establish standards for the level of service for existing and proposed transportation facilities.
- Policy 5** The transportation elements should contain specific requirements to bring existing facilities into compliance with level of service standards adopted under Policy 4.
- Policy 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.
- Policy 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.

Policy 8 The transportation elements should contain strategies designed to encourage conservation.

Policy 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.

Policy 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.

Policy 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.

Policy 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.

Policy 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.

Policy 4 The housing elements should include policies for preservation and improvement of the existing housing stock.

Policies for Economic Development and Employment

- Policy 1** The Economy and Employment 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.
- Policy 2** The Economy and Employment 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.
- Policy 3** The Economy and Employment element 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

- Policy 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 Comprehensive 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.
- Policy 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:

- Policy 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.
- Policy 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.
- Policy 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.

Policy 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.

Policy 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

Policy 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.

Policy 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.

Policy 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.

Policy 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.

Policy 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.

Policy 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.

Policy 7 Based on the results of Policies 2 through 6, the County should determine the interim boundary of each UGA.

Policy 8 The County should define the levels of service necessary to support urban levels of development within each UGA.

Policy 9 The final boundary of each UGA should be adjusted as necessary based on the results of capital facilities planning.

Town of Friday Harbor, Watershed Area (Trout Lake)

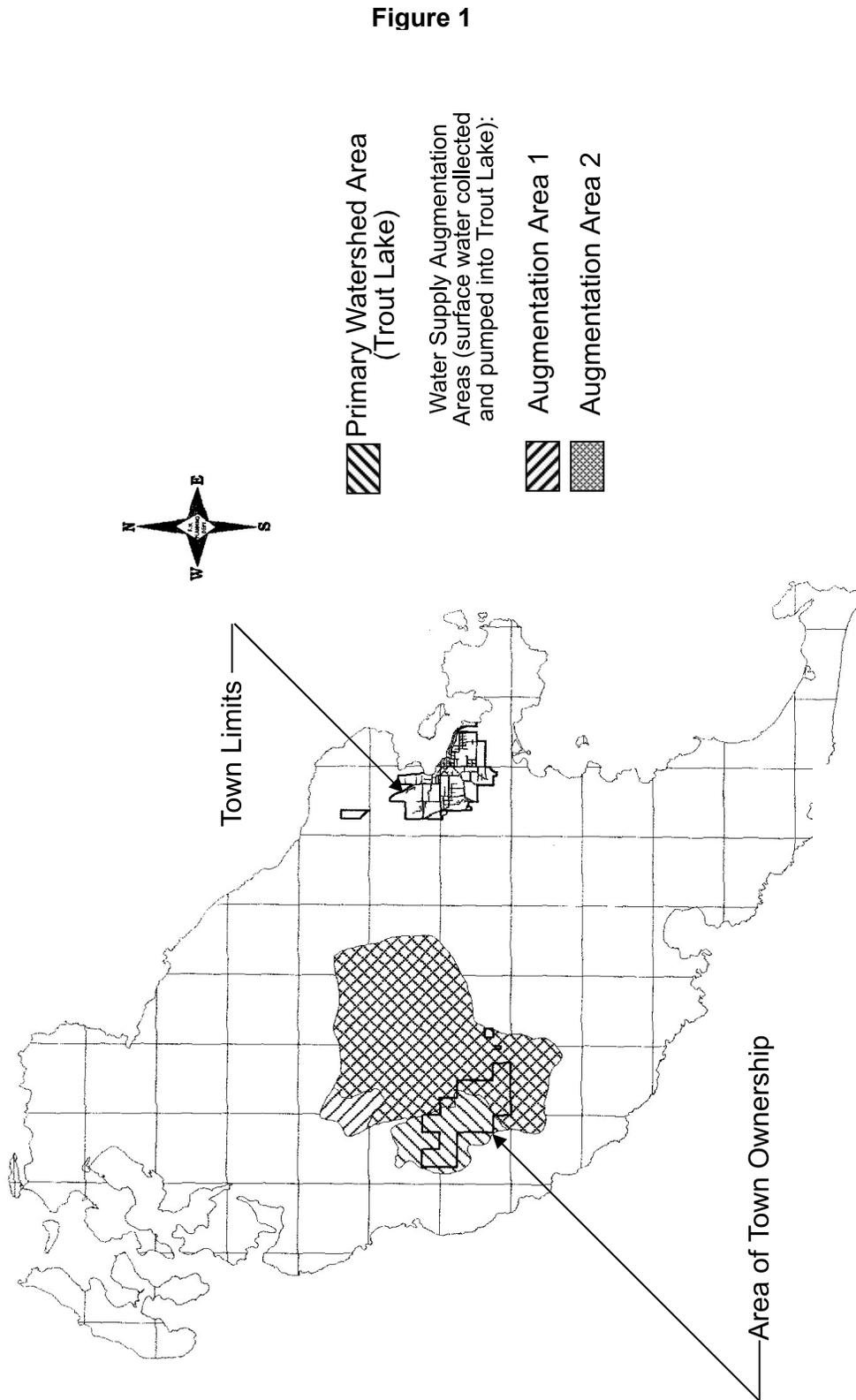


Figure 1

COMPREHENSIVE PLAN

APPENDIX 3

**FRIDAY HARBOR UNINCORPORATED URBAN GROWTH AREA
MANAGEMENT AGREEMENT**

December 30, 1996

Updated July 8, 2008



FRIDAY HARBOR UNINCORPORATED URBAN GROWTH AREA MANAGEMENT AGREEMENT

TABLE OF CONTENTS

Sections	Page
1. Preface.....	1
2. Purpose.....	1
3. Designation of Unincorporated UGA on Official Maps.....	1
4. General Provisions.....	2
5. Joint Planning.....	2
6. Development Review Procedures.....	2
7. Use and Development Regulations.....	3
8. Annexation.....	4
9. Administration.....	5
10. Periodic Review, Amendment, and Termination.....	5
11. Effective Date and Filing Procedures.....	5
Figure 1. Town of Friday Harbor, Urban Growth Area.....	8

When recorded, return to:

SAN JUAN COUNTY COUNCIL
350 COURT STREET, NO. 1
FRIDAY HARBOR, WA 98250

Auditor File #: 2008 0717027

ILAGR

Recorded at the request of:

SAN JUAN COUNTY COUNCIL

on 07/17/2008 at 14:23

Total of 10 page(s) Fee: \$.00

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*

**Unincorporated Urban Growth Area
Management Agreement Between
The Town of Friday Harbor and San Juan County, Washington**

Section 1. Preface.

This document is adopted pursuant to RCW 36.70A.110 to set forth an agreement between San Juan County (the "County") and the Town of Friday Harbor (the "Town") for the management of the unincorporated Urban Growth Area (UGA) located adjacent to the Town of Friday Harbor (the "unincorporated UGA" or "Friday Harbor UGA"). Both jurisdictions recognize the need for cooperation in land use planning and public service delivery in the unincorporated UGA. The policies and strategies in this Agreement are to guide the actions of each jurisdiction. This Agreement does not, however, substitute for comprehensive planning by the Town or the County.

Section 2. Purpose.

This Agreement is to accomplish the following purposes:

1. To promote communication and participation in planning for the unincorporated UGA;
2. To establish guidelines for orderly growth and development within the unincorporated UGA;
3. To concentrate urban development within the Town of Friday Harbor and not within the unincorporated UGA;
4. To coordinate land use regulation and development services to minimize the public and private costs of development within the unincorporated UGA;
5. To prepare for the orderly provision of public facilities and services to accommodate and serve as a guide for urban development of those lands within the unincorporated UGA;
6. To contain urban development within a planned urban area where basic services such as sewer and water facilities, storm drainage, police, and fire protection can be efficiently and economically provided; and
7. To make economical use of local tax dollars in locating facilities and providing services for the benefit of all citizens within the unincorporated UGA; since urban services are interrelated, coordination is best achieved by a single government unit, the Town of Friday Harbor.

Section 3. Designation of Unincorporated UGA on Official Maps.

The geographic area designated on Figure 1 to this Agreement is the unincorporated UGA that is the subject of this Agreement and is coterminous with the area designated on the Town and County official comprehensive plan maps, respectively. The Town will provide the County with a copy of its official map.

Section 4. General Provisions.

1. The County and the Town will coordinate land use planning and the application of development regulations within the unincorporated UGA as provided for in this Agreement. Nothing shall prevent the County and the Town from establishing other cooperative agreements addressing particular projects, geographic areas, or concerns, which are not subject to this management Agreement.
2. Notwithstanding the provisions of this Agreement, the ultimate authority for land use and development decisions is retained by the County and the Town within their respective jurisdictions. Neither jurisdiction may assign or defer its decision-making authority to the other.

Section 5. Joint Planning.

The County and the Town affirm their commitment to the Joint Planning Policy adopted by San Juan County and the Town of Friday Harbor in Appendix 2 of the San Juan County Comprehensive Plan as it now exists or may be jointly amended hereafter.

Section 6. Development Review Procedures.

1. Applications—General. This section applies to all land use and development permit applications, including all building permits, use permits, and land division applications.
2. Applications—Submittal to Town. Land use and development applications for projects located within the existing municipal boundaries of the Town of Friday Harbor shall be submitted to and acted upon by the Town of Friday Harbor according to its adopted regulations and procedures and the applicable provisions of this Agreement (*see* Section 7, below).
3. Applications—Submittal to County. Land use and development applications for projects located within the unincorporated UGA shall be submitted to and acted upon by San Juan County according to its adopted regulations and procedures and the applicable provisions of this Agreement (*see* Section 7, below).
4. Notice Requirements.
 - a. The jurisdiction receiving a use or development application involving property located within 1,000 feet of the municipal boundary or within 1,000 feet of the UGA boundary shall give notice to the other as specified below.
 - b. If no notice is required and/or no comment period is provided for a given application type by the applicable, adopted Town or County procedures, then the jurisdiction accepting the application shall provide notice to the other within three working days of finding an application to be complete. It shall then allow up to five working days for comments before action may be taken on the application.

- c. If the applicable Town or County procedures specify notice requirements and the duration of a comment period, then the jurisdiction accepting the application shall give notice to the other and provide opportunity to comment as provided in the applicable procedures for the type of application involved.
- d. The County shall notify the Town in writing of any comprehensive plan amendment, development code amendment, and of any other proposals for legislative action which affects land located within 1,000 feet of the municipal boundary or within the unincorporated UGA. Such notice shall be sufficient to allow the Town staff the opportunity to review and comment on such proposals before final action is taken. Likewise, the Town shall notify the County in writing of any comprehensive plan amendment, zoning code amendment, and any other proposals for legislative action which affects land within 1,000 feet of the municipal boundary or within the unincorporated UGA.
- e. Nothing shall prevent the Town Administrator and County Administrator from agreeing to exempt certain types of developments from interjurisdictional notice requirements. Any such agreement shall be in writing and signed by both Administrators.

Section 7. Intention Regarding Additional Use and Development Regulations.

The applicable use and development regulations shall be those adopted by the applicable jurisdiction, with the following additional provisions intended for the unincorporated UGA upon the designation of such land by the County Council.

1. Land Uses – Limitations Generally.

- a. San Juan County will retain responsibility for land use decisions and actions affecting the unincorporated UGA until such time as annexation to the Town occurs.
- b. San Juan County will review and, as necessary, amend its comprehensive plan and development regulations to establish a moratorium and/or create an overlay zone such that development within the unincorporated UGA is consistent with the intent and purposes of this Agreement to protect such lands in such a way that allows for the development for urban uses only at such time as the land is annexed to the Town. Specifically, the County Council will conduct hearings on ordinances which will, if adopted, prohibit all uses and developments, except the following uses and developments which shall be allowed outright:
 - i. Single-family residence and structures appurtenant to a single-family residence;
 - ii. Two-family residential uses (duplex);
 - iii. Home occupation;
 - iv. Public streets;
 - v. Public trails and paths;
 - vi. Agricultural uses and activities;

- vii. Forest practices, no processing;
- viii. Lumber mills, portable;
- ix. Nurseries;
- x. Retail sales of agricultural products.

2. **Urban Services.** The Town and the County will review and, as necessary, amend the comprehensive plan and development regulations so that each jurisdiction will refrain from the development, creation or extension of water or sewer service to those areas lying within the unincorporated UGA until such areas are first annexed to the Town.

Property within the unincorporated UGA proposed for new development which requires urban services (Town water and sewer facilities) shall be annexed before a land use or building permit is issued.

Proposed developments which do not require urban services shall be subject to conditions establishing an enforceable developer extension agreement to pay for Town services upon the annexation of the subject property. County code requirements for on-site water supply, fire flow, sewage disposal and stormwater control facilities shall apply to allowable uses and developments that do not require urban services.

The County will not authorize the creation of a special purpose district for the provision of utilities, recreation or other public facilities unless such district includes all of the area within the unincorporated UGA and the creation has been approved by both parties.

3. **Buffers.** The County will review and, as necessary, amend its comprehensive plan and development regulations to require that new development within the unincorporated UGA on property abutting the UGA-County boundary shall provide drought-resistant vegetated buffers sufficient to mitigate significant adverse impacts to land and land uses outside of the unincorporated UGA boundary.
4. **Critical Areas/Environmentally Sensitive Areas.** The San Juan County Code requirements for critical areas shall apply to critical areas within the unincorporated UGA.
5. **Subdivisions and Short Subdivisions.** The county will review and, as necessary, amend its comprehensive plan and development regulations by use of a moratorium or overlay zone to prohibit all subdivisions, including subdivision by long subdivision, short subdivision, simple land division, binding site plan or condominium, that result in the creation of any parcel or unit of land smaller than five acres. Boundary line modifications shall be allowed so long as no new parcel is created. In allowing for rural land division, the County will ensure that the developments design does not preclude future infill development at urban densities.

Section 8. Annexation.

1. Only those areas within the unincorporated UGA may be considered for annexation to the Town.

2. Urban services and capital facilities may be extended to properties within the unincorporated UGA only when those properties are annexed to the Town.
3. Property owners seeking annexation to the Town will be required to include in annexation petitions a full description of proposed development and any phasing plans, and the specific urban services needed together with the analysis and reports required by the Town.

Section 9. Administration.

The responsibility for administration of this Agreement shall rest jointly with the San Juan County Council and the Friday Harbor Town Council, through their respective administrators. Within 30 days of the effective date of this Agreement the County and Town administrators will exchange the names and addresses to be used in official correspondence regarding this Agreement. Each jurisdiction is responsible for keeping this contact information current and for directing correspondence consistent with this information.

Section 10. Periodic Review, Amendment, and Termination.

The term of this Agreement shall be five years from the effective date and shall automatically be renewed for subsequent five-year terms unless one of the following actions is taken:

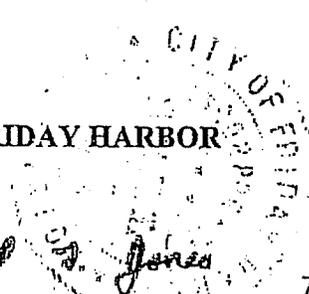
1. The County and the Town may agree at any time to revise or terminate this Agreement. Any such agreement shall be in writing.
2. Either party may notify the other of a desire to revise or terminate this Agreement. Such notice shall be in writing and be given no fewer than ninety days prior to the automatic renewal date. Should such notice be given, the County and the Town will begin immediately and, in good faith, to revise and renew this Agreement.
3. This agreement does not apply to portions of the unincorporated UGA after such property has been duly annexed by the Town.
4. Should the County designate additional unincorporated UGAs in accordance with the procedure set forth in RCW 36.70A.110(2), this Agreement shall be reviewed by the parties and amended as necessary to address mutual concerns relating to the additional unincorporated UGA.

Section 11. Effective Date and Filing Procedures.

The effective date of this Agreement shall be the date it is filed with the County Auditor and with the Town Clerk.

//

TOWN OF FRIDAY HARBOR



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

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

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

ADOPTED this 8th day of July 2008.

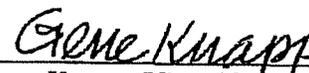
COUNTY COUNCIL
SAN JUAN COUNTY, WASHINGTON

ATTEST: Clerk of the Council

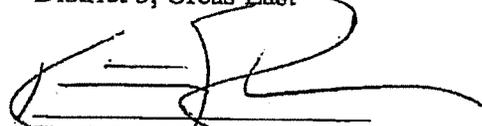

Howard Rosenfeld, Chair
District 3, Friday Harbor

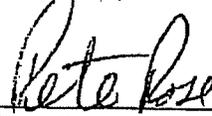
By: 
Ann Larson - Clerk

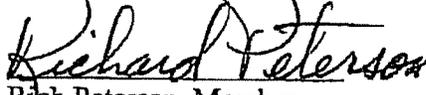
Date: 7/8/2008


Gene Knapp, Vice-Chair
District 5, Orcas East

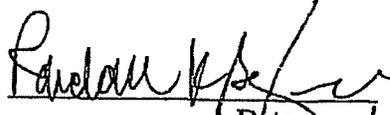
REVIEWED BY COUNTY
ADMINISTRATOR

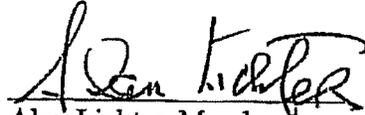

Kevin M. M. Rasker, Member
District 1, San Juan South

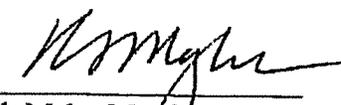

Pete Rose Date: 7/8/08


Rich Peterson, Member
District 2, San Juan North

APPROVED AS TO FORM ONLY
RANDALL K. GAYLORD

By: 
Date 7/8/2008

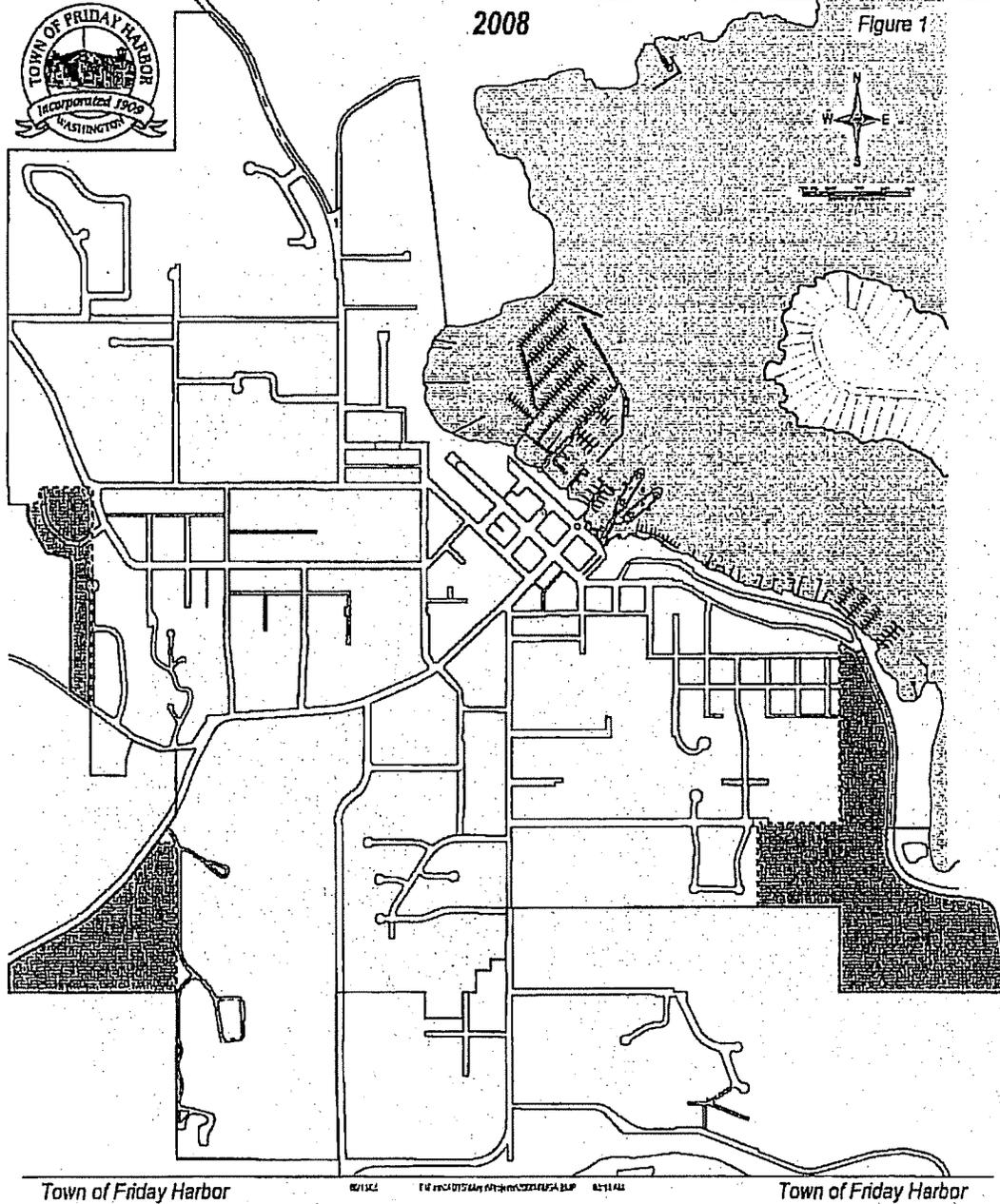

Alan Lichter, Member
District 4, Orcas West/Waldron


Bob Myhr, Member
District 6, Lopez/Shaw

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

Exhibit A

Friday Harbor with Unincorporated UGA areas Shaded



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

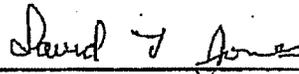
WHEREAS, the Town and the County have reached agreement on the location of the boundaries for the new unincorporated urban growth area and on the provisions to be set forth in a new Unincorporated Urban Growth Area Management Agreement; and

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.

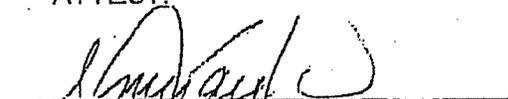
ADOPTED this 3rd day of July 2008.

TOWN OF FRIDAY HARBOR



David F. Jones, Mayor

SEAL of the
Town of Friday Harbor
ATTEST:


Amy E. Taylor, Town Clerk

