

COMPREHENSIVE PLAN

APPENDIX 2

**JOINT PLANNING POLICIES WITH THE TOWN OF FRIDAY HARBOR,
AND OTHER COUNTY-WIDE PLANNING POLICIES**

DRAFT

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SAN JUAN COUNTY AND TOWN OF FRIDAY HARBOR COUNTY-WIDE PLANNING POLICIES, INCLUDING JOINT PLANNING POLICIES

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2.1 POLICIES FOR DESIGNATION OF THE FRIDAY HARBOR URBAN GROWTH AREA

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

Policies

1. The criteria for determining the FHUGA should include the following:
 - a. Existing areas characterized by urban development or able to support urban levels of development; and
 - b. The proximity to the Town of Friday Harbor corporate limits of areas characterized by urban development or ability to support urban levels of development; and
 - c. The presence of designated critical areas and resource lands, and other lands with limited development capability as defined in a land use inventory conducted in accordance with the "Policies for Joint County and Town Planning," *below*; and
 - d. Other natural or topographic features which may serve to define the boundaries of the FHUGA.
2. The Town and County should agree on the 20-year population forecast for San Juan Island to be used for the purpose of growth management planning. The 20-year population forecast should, at a minimum, consider both the State Office of Financial Management projections and seasonal fluctuations in population which are characteristic of the Town and County.
3. The Town and County should jointly determine the portion of the 20-year population forecast which should be allocated to the FHUGA.
4. Based on the evaluation called for in Policies 1 through 3, the Town and County should jointly determine the amount of land necessary to support the population allocation and its capacity for residential and non-residential uses.
5. The Town and County should jointly identify additional commercial and other non-residential uses required to serve rural areas outside the FHUGA, but required to be located within the FHUGA, and determine the amount of land necessary to support those uses.
6. Based on the results of Policies 1 through 5, the Town and County should jointly determine the preliminary boundary of the FHUGA.
7. The Town and County should jointly define the levels of service necessary to support urban levels of development within the FHUGA.
8. The final boundary of the FHUGA should be determined by the Town, County and other service purveyors' abilities to provide urban levels of facilities and services for a 20-year planning period.

2.2 POLICIES FOR JOINT COUNTY AND TOWN PLANNING AND PROMOTION OF CONTIGUOUS AND ORDERLY DEVELOPMENT

The following policies are intended to provide guidance in development of comprehensive, consistent and coordinated plans for the FHUGA. They are intended to ensure that the Comprehensive Plans of the Town and County promote contiguous and orderly development.

2.2.A GENERAL POLICIES

1. As a component of the Growth Management Act (GMA) implementation, the Town and County should prepare a Friday Harbor Urban Growth Area Management Agreement. The Town and County agree to jointly formulate and adopt goals, policies and standards which will be the basis for all planning decisions within the FHUGA.
2. The development review process defined by the FHUGA Management Agreement should be uniform and predictable in techniques, terminology, and standards. Subject to the terms of the agreement, final actions within the unincorporated areas of the FHUGA will be made by the County, and final actions within the incorporated area will be taken by the Town.
3. The FHUGA Management Agreement should define the following for the unincorporated portions of the FHUGA:
 - a. A process and standards for review of development proposals; and
 - b. The extent of use of Developer Extension Agreements (DEA) for the construction of required capital facilities. The DEA should specify the facilities to be constructed, applicable conditions and standards; identify fees for processing and review of facility construction plans and specifications; identify required bonds and assurances; and establish required inspections.
4. County permitting procedures should include notification to the Town Plan Administrator of all development proposed to locate within 1,000 feet of the Friday Harbor municipal boundary. County procedures should also specify a minimum setback for new uses other than residential, forestry or agricultural uses proposed to locate within areas designated as Rural General Use or Rural Farm Forest by the County *Comprehensive Plan* when such development is proposed to occur on property that abuts area zoned for single-family residential by the Town of Friday Harbor Comprehensive Plan.
5. San Juan County should encourage the conservation of agricultural open space presently existing at those locations at or near the points where Beaverton Valley, Roche Harbor and San Juan Valley Roads cross the Town's municipal boundaries in order to mark and maintain these distinct "edges" between the Town and the rural area of the County.

2.2.B ANNEXATION

1. The comprehensive plans of the Town and County should contain a section devoted to policies for annexation.
2. Annexation agreements between the Town and property owners within the FHUGA seeking annexation should define the annexation request, phasing, extension of urban services, proposed development, and specific conditions under which the annexation will be considered by the Town.
3. Urban services and capital facilities should be extended to lands within the FHUGA only when those lands are annexed to the Town.

2.2.C LAND USE

1. The County should coordinate a land use inventory for the FHUGA with the Town. The inventory should include agreed upon definitions of land categories, for example "vacant land," "developed land" and "constrained land," and identify such lands. In addition, the inventory should, at a minimum, identify the following:
 - a. Lands currently served by Town of Friday Harbor water and sewer services;
 - b. Lands within the Town of Friday Harbor's existing water and sewer service areas;
 - c. Lands within service areas of public water systems as defined in RCW 70.116;
 - d. Lands designated as resource lands or critical areas.
2. The County should consult with the Town in the process of designating other areas of San Juan Island as activity centers and give substantial weight to the Town's concerns regarding impacts to the Town including but not limited to tax base, water, sewer, transportation and other service requirements.

2.2.D LOCAL CAPITAL FACILITIES

General Policies

1. The Town and County should jointly develop the portion of the capital facilities element of their respective comprehensive plans which pertains to the FHUGA. The capital facilities element should inventory existing local capital facilities. Capital facilities include, but are not limited to, water, sewer, parks, public buildings, fire protection, public safety, and storm drainage facilities. The inventory should include the type of facility, the age of the facility, level of development, location, capacity, and financial information.

2. The Capital Facilities Element should be designed to serve development envisioned or authorized by the land use classifications of the FHUGA.
3. The Capital Facilities Element should require facilities or facilities improvements to accommodate the impacts of new development to be in place at the time of development, or a financial commitment to be in place to complete the improvements within six years.
4. The Capital Facilities Element should establish capacity and level of service standards for existing and proposed capital facilities in the FHUGA.
5. The Capital Facilities Element should establish criteria for the siting of new capital facilities and utilities which:
 - a. Provide for the protection of critical areas and resource lands;
 - b. Are consistent with adopted land use regulations; and
 - c. Ensure compatibility between capital facilities and residential uses.
6. The Capital Facilities Element should identify the means and methods of financing for expansion or new construction of capital facilities and utilities.

Water Quality and Supply

1. The Capital Facilities Element should include uniform and consistent policies for the protection and enhancement of water supplies.
2. The Capital Facilities Element should require that all new development be contingent upon proof that a water supply is available and adequate for proposed uses.
3. The Capital Facilities Element should provide for the protection of water quality and address public education, stormwater management, and watershed management.
4. The Capital Facilities Element should promote water conservation as a means to ensure protection and availability of water supplies, and include conservation measures which apply to both water supply development and water use.

2.2.E UTILITIES

1. The Utilities Element should be developed in cooperation with local power and telecommunications utilities and franchises.
2. The Utilities Element should be designed to serve development envisioned or authorized by the land use elements of the comprehensive plans of both the Town and County.

3. The Utilities Element should establish criteria for the siting of new utilities which:
 - a. Provide for the protection of critical areas and resource lands;
 - b. Are consistent with adopted land use regulations;
 - c. Ensure compatibility between utilities and residential uses.
 - d. Consider the use of "utility corridors" as a means to reduce impacts of utility construction, and facilitate repair and maintenance.

2.3 POLICIES FOR SITING AND DESIGN OF ESSENTIAL PUBLIC CAPITAL FACILITIES OF COUNTY OR STATE WIDE SIGNIFICANCE.

Recognizing the diverse essential public facility needs of San Juan County's many islands, following are the policies of the Town and County for addressing the siting and development of essential public capital facilities of county or state-wide significance, including those facilities located within the Shoreline jurisdiction.

1. Essential Public Facilities (EPFs) are facilities that provide a necessary public service as their primary mission, and that are difficult to site. EPFs include those facilities listed in RCW 36.70A.200; any facility that appears on the list maintained by the State Office of Financial Management under RCW 36.70A.200(4); secure community transition facilities as defined in RCW 71.09.020; state education facilities; state or regional transportation facilities as defined in RCW 47.06.140; general aviation airports; state and local correctional facilities; solid waste handling facilities; in-patient facilities including group homes, substance-abuse and mental health facilities; and facilities determined to be an Essential Public Facility under SJCC 18.30.050 (E).

Essential public capital facilities of county or state-wide significance also include, but are not limited to: passenger and vehicle ferry terminals (public); public elementary and secondary schools; solid waste collection, transfer and disposal facilities; county roads and county docks; county equipment storage and maintenance yards; county septage handling and treatment facilities; primary electrical transmission and distribution system; fire stations and emergency service facilities; public libraries; post offices; parks; county administrative offices; and general aviation airports.

Essential public facilities on San Juan Island include: town streets; town equipment storage and maintenance yards; municipal sewer system; municipal water system and associated watershed; and town hall administrative offices.

2.3.1 Location and Design Policies

2. In coordination with the Town of Friday Harbor, ensure that sufficient lands are available to accommodate essential public facilities (EPFs).
3. On San Juan Island, new public schools and government administrative offices should be located within the Town, its UGA, or other area where adequate water supply and sewage disposal exist without new extensions of urban services.
4. Other facilities, should not be located outside the urban growth area unless its operation warrants a rural location.

Location Policies for San Juan Island

5. The Town of Friday Harbor and San Juan County should avoid duplication of facilities and facilities sites when they could reasonably and practically be shared among the two jurisdictions for common or multiple purposes, particularly those that, by their nature, warrant a rural location.
6. The Town and the County should maintain a standing task force of elected and appointed representatives, including representatives of the Port of Friday Harbor as appropriate, to develop specific siting criteria for a given facility, and to analyze and rank potential sites; such analysis must include evaluation of consistency with the applicable comprehensive plan.
7. The Town and the County should ensure that public involvement in siting decisions is fostered to the greatest extent possible by holding public meetings and otherwise distributing information at the earliest possible point in the decision process, in addition to public notices and hearings that may be required by law.

2.3.2 Policies for Other Capital Facilities of County or State Wide Significance

1. The capital facilities elements should require facilities or facilities improvements to accommodate the impacts of new development to be in place at the time of development, or require a financial commitment to be in place to complete the improvements within six years.
2. The capital facilities elements should be designed to achieve consistency with county or state plans and policies for the siting of public capital facilities.
3. Capital facilities element policies should be designed to serve development envisioned or authorized by the comprehensive plans of both jurisdictions.

4. The capital facilities elements should be designed to achieve consistency between both jurisdictions' plans for capital facilities.
5. The capital facilities elements should establish and maintain standards for the level of service for both existing and future public capital facilities.
6. The capital facilities elements should establish criteria for the siting of new public capital facilities which:
 - a. provide for the protection of critical and resource lands; and
 - b. Provide for urban services; and
 - c. Are consistent with adopted land use regulations and shoreline master program; and
 - d. Ensure compatibility between capital facilities and residential uses.
7. The capital facilities elements should identify the timing and methods of financing for expansion or new construction of public capital facilities.

2.4 POLICIES FOR TRANSPORTATION FACILITIES AND STRATEGIES

Following are the policies of the Town and County for development of the transportation elements of their comprehensive plans.

1. The transportation elements should be based on an inventory of existing transportation facilities including, but not limited to, airports, marine ports, roads, ferry terminals, marinas, parking facilities, and bicycle, equestrian and pedestrian trails.
2. The transportation elements should require transportation facilities or facilities improvements to accommodate the impacts of the development to be in place at the time of development, or require a financial commitment to be in place to complete the improvements within six years.
3. The transportation elements should be designed to achieve consistency between both jurisdictions' plans for transportation facilities.
4. The transportation elements should establish standards for the level of service for existing and proposed transportation facilities.
5. The transportation elements should contain specific requirements to bring existing facilities into compliance with level of service standards adopted under Policy 4.

6. The transportation elements should identify needs for expansion of transportation systems and facilities. Transportation facilities should be designed to serve development envisioned or authorized by the comprehensive plans of both jurisdictions.
7. The transportation elements should establish criteria for the siting of new transportation facilities which:
 - a. Provide for the protection of critical areas and resource lands;
 - b. Provide for urban services and capital facilities;
 - c. Are consistent with adopted land use regulations; and
 - d. Ensure compatibility between transportation facilities and residential uses.
8. The transportation elements should contain strategies designed to encourage conservation.
9. The transportation elements should identify the timing and methods of financing for expansion or new construction of transportation facilities and, at a minimum, include:
 - a. An analysis of funding capabilities and revenue sources;
 - b. A multi-year financing plan; and
 - c. A contingency plan for funding shortfalls.
10. The transportation elements should promote the active involvement of, and coordination with, the Port of Friday Harbor and the State Department of Transportation in developing comprehensive plan policies which affect the Town, County, airport, marina and ferry terminal.

2.5 POLICIES FOR AFFORDABLE HOUSING

Following are the policies of the Town and County for development of the housing elements of their comprehensive plans.

1. The housing elements should include goals and policies that provide for a wide range of housing development types and densities to meet the housing needs of a diverse population and provide affordable housing choices.
2. The housing elements should include an inventory of existing housing conditions, an assessment of the current and projected need for affordable housing by household type, household income group and housing type.

3. The Town and County should consider the following factors when making decisions regarding land supply for affordable housing:
 - a. Overall density goals, goals for resource land conservation and protection of environmentally sensitive areas, and goals for open space and other public uses.
 - b. Existing neighborhood character, environmental constraints, and applicable designation, zoning and development regulations.
 - c. Varying interests of property owners in terms of timing of development, land use, and financial capability.
 - d. Effects on land costs and housing affordability resulting from land supply allocated by the comprehensive plans of both jurisdictions.
4. The housing elements should include policies for preservation and improvement of the existing housing stock.

2.6 POLICIES FOR ECONOMIC DEVELOPMENT AND EMPLOYMENT

1. The economic development elements of the Town and County comprehensive plans should contain goals and policies to ensure future economic vitality, broaden employment opportunities and meet the needs of projected growth while maintaining environmental integrity.
2. The economic development elements should be aimed at diversifying the economy and employment opportunities in appropriate areas of the County. Economic development policies should implement and be consistent with the County and Town Comprehensive Land Use Plans and Capital Facilities elements.
3. The economic development elements should, at a minimum, include an inventory and assessment of the local economy, an analysis of economic and employment opportunities and options, an economic and employment strategy, and an action plan for implementing the strategy.

2.7 TOWN OF FRIDAY HARBOR WATERSHED MANAGEMENT

1. Because the 4,880-acre watershed (*see* Figure 1, *below*) containing the Town of Friday Harbor's water supply occurs largely within the jurisdiction of the County, the County *Plan* and development regulations should provide for notice to be given to the Town Plan Administrator of all development permit applications submitted to the County which affect land within this watershed. For those applications for which the County Code specifies a public and agency comment period, the Town Plan Administrator should be given opportunity to comment.

2. The Town and the County should support public educational efforts regarding best management practices for the protection of water quality.

2.8 ANALYSIS OF THE FISCAL IMPACTS

The following policies are intended to provide guidance to the Town and County in assessment of the fiscal impacts of implementing their comprehensive plans for San Juan Island:

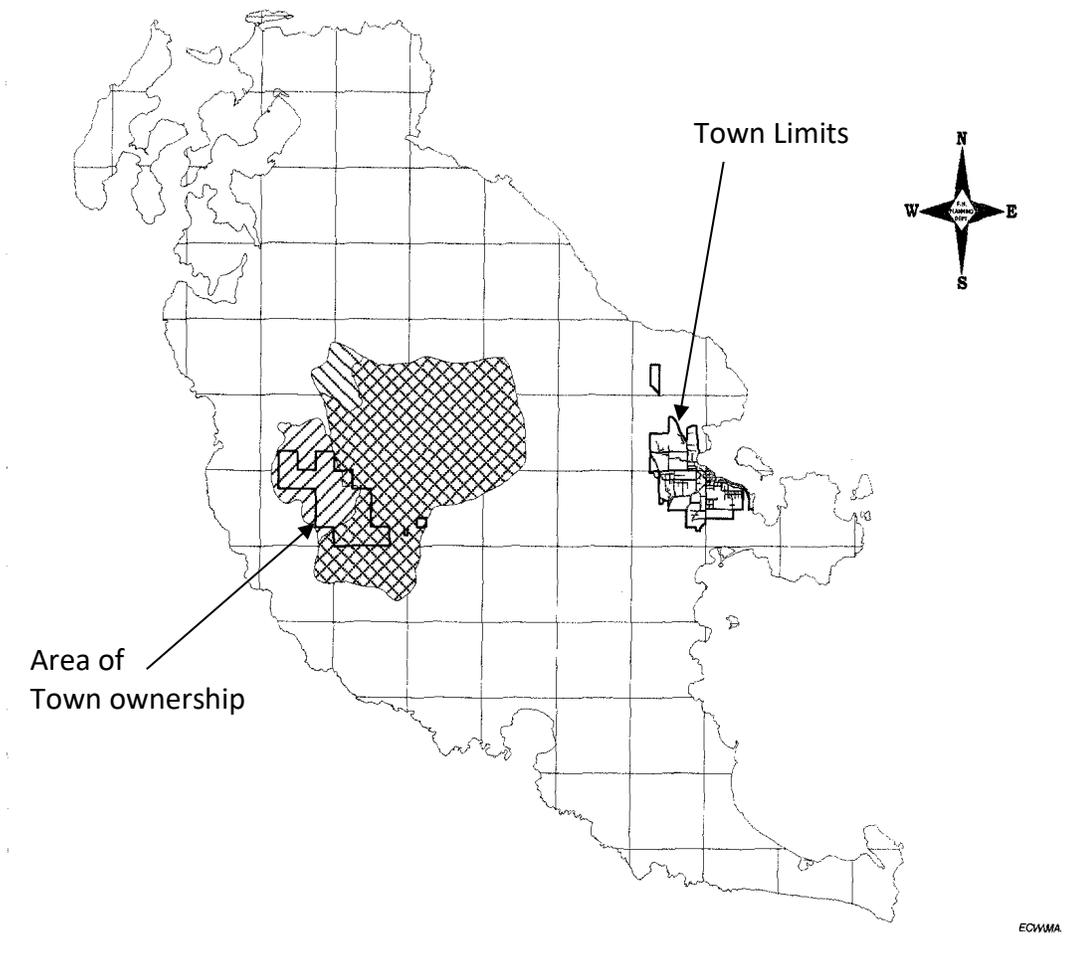
1. The Town and County comprehensive plans should include an analysis of the fiscal impacts associated with implementing plans, policies and regulations. The analysis should include an inventory of tax bases including:
 - a. Sources of tax revenue including property, sales, franchise, hotel/motel, and other taxes;
 - b. Regulations and constraints governing the use of each revenue source;
 - c. Methods for collecting the revenue from each source; and
 - d. Sensitivity of each revenue source to fluctuations.
2. The analysis of fiscal impacts should include an evaluation of the public and private revenues required to fund the costs of public facilities and services resulting from the proposed land use, business activity and level of service standards.
3. The Town and County should each evaluate potential effects of GMA implementation regulations on their respective tax bases and tax revenues with particular attention to the effects on operating and capital budgets; assessed valuation; future debt capacity and assumption of debt.
4. The Town and County should jointly evaluate the potential for distribution of tax and non-tax revenues resulting from the Town's role as a center of commerce and primary point of entry for San Juan Island.
5. The Town and County should jointly enter into a service agreement in accordance with RCW 36.115 to compensate for imbalances in transportation or capital facilities levels of service as defined in the respective comprehensive plans. The basis for this service agreement should be the analysis and evaluation results obtained from Policies 2 and 4 of this section.

2.9 POLICIES FOR DESIGNATION OF UNINCORPORATED URBAN GROWTH AREAS

1. For San Juan Island, in addition to the joint policies for the Friday Harbor UGA (*above*), the County shall consult and cooperate with the Town of Friday Harbor regarding any potential new UGAs on San Juan Island that are not associated with the Town. The County shall solely determine the boundary for and regulations pertaining to other Urban Growth Areas. One Urban Growth Area should be located on each of the ferry-served islands of Orcas and Lopez.
2. The criteria for determining a UGA and its boundary should include the following:
 - a. Existing areas characterized by urban development or facilities or able to support urban levels of development; and
 - b. Projected needs for residential, commercial and institutional activities and uses for the UGA, parks and open space and other non-residential uses, and the amount of land necessary to support those uses; and
 - c. Protection of critical areas and resource lands, and the identification of and accounting for other lands with limited development capability; and
 - d. Other natural or topographic features which may serve to define the boundaries of the UGA.
3. The County should determine the portion of the 20-year population forecast which should be allocated to the UGA. The 20-year population forecast should, at a minimum, provide for the growth in population that is projected for the county by the State Office of Financial Management and consider seasonal fluctuations in population that are characteristic of the County.
4. Based on the evaluation called for in Policies 2 through 4, the County should determine the amount of land necessary to support the population allocation and its capacity for residential and non-residential uses.
5. The County should identify additional commercial and other non-residential uses required to serve rural areas outside the UGA, but required to be located within the UGA, and determine the amount of land in the UGA necessary to support those uses.
6. The County should determine a reasonable land market supply factor for each UGA, and determine the additional amount of land in the UGA necessary to provide for this.
7. Based on the results of Policies 2 through 6, the County should determine the interim boundary of each UGA.

8. The County should define the levels of service necessary to support urban levels of development within each UGA.
9. The final boundary of each UGA should be adjusted as necessary based on the results of capital facilities planning.

Figure 1. Town of Friday Harbor Watershed Area (Trout Lake).



Key



Primary Watershed Area (Trout Lake)

**Water Supply Augmentation Areas
(surface water collected and pumped into
Trout Lake)**



Augmentation Area 1



Augmentation Area 2