

Shoreline
Master
Program
Update

SAN JUAN COUNTY, WA

San Juan County Shoreline Master Program Update Public Participation Plan

I. Introduction

A. Purpose of the Public Participation Plan and Desired Outcomes

The purpose of this document is to guide the public participation process for San Juan County Shoreline Master Program Update by identifying key parties to engage, key issues of concern and the various public involvement methods and techniques that will be used. This Public Participation Plan (The Plan) provides background on the Shoreline Management Act (SMA-RCW 90-58) and the public participation requirements for Shoreline Master Programs (SMP). It also identifies the roles and responsibilities of stakeholders involved in the SMP update process, goals and objectives of the outreach effort and a strategy for maximizing public participation and input. A tentative schedule of public involvement opportunities and a summary of applicable public involvement requirements in state law are also included.

The purpose of the public participation effort is to achieve specific desired outcomes. These outcomes include:

- Public meetings and events designed in a manner that ensures that all are heard, and that people listen and learn from one another,
- Broad participation of all interested groups and individuals regardless of point of view,
- A transparent process which clearly documents all input,
- Public input is available for any and all to review, and
- All participants feel that their viewpoints were heard, even if views are not reflected in the outcomes.

The County Council has twice considered the initial public participation plan at public meetings in order to :

- Provide an opportunity for the community to share their thoughts and shape the public participation and input process,
- Provide a brief overview of Shoreline Master Program (SMP) requirements and County Update Process,
- For the County to hear from the community and for the community to hear from one another. Approximately 5 citizens testified at the second meeting.

The County's Shoreline Master Program, (SMP) along with State and Federal directives, regulates all activities, including allowed and prohibited land uses, development standards and environmental protection requirements. The SMP, along with state and federal regulations, guides the development of docks, houses, marinas, resorts, mooring buoys and other forms of shoreline infrastructure. Once adopted, the updated SMP will affect all future shoreline development.

B. Shoreline Management Act (SMA RCW 90-58) Background and Guidelines

Shoreline Management Act Background

In 1971 the State Legislature passed Washington's Shoreline Management Act (SMA-RCW 90-58) and it was ratified by the public in a 1972 referendum. Shoreline use and development is governed by the SMA and the primary goals of the SMA are to balance responsible shoreline development with environmental protection and public access. Under the SMA, each County and city with "shorelines of the state" must develop and adopt its own shoreline master program to regulate local shoreline use and development. "Shorelines of the state" generally refers to rivers, larger lakes, and marine waterfronts along with their associated shorelands, wetlands, and floodplains.

Washington State's Shoreline Management Act (SMA-RCW 90-58) requires jurisdictions that contain "shorelines of the state" within their boundaries to periodically update their Shoreline Master Programs (SMPs). The San Juan County is beginning the SMP update process and is expected to complete the update by June 2013.

The current San Juan County SMP was adopted in 1998 as part of the Growth Management Act comprehensive planning process. The Department of Ecology (DOE) adopted updated SMP Guidelines in 2003, as part of the regulations contained in the Washington Administrative Code (WAC 173-26). Counties and cities across the state (about 250 in all) must update their local SMPs to meet the new 2003 Guidelines. San Juan County has approximately 420 miles of shoreline, as well as associated wetlands within its shoreline management jurisdiction.

WAC 173-26-070 states that should a local jurisdiction, such as San Juan County, fail to adopt a DOE approved SMP within the time frame set forth in the SMA, the DOE may impose an SMP of their own devising upon the County.

Shoreline Master Program (SMP) Guidelines (WAC 173-26)

The SMA and the new SMP Guidelines establish basic policy requirements that all SMPs must address, including:

- Protect ecological function and achieve "no net loss of ecological functions necessary to sustain shoreline natural resources",
- Preserve and enhance public access,
- Plan for and foster "all reasonable and appropriate uses",
- Give preference to uses dependent on and/or related to shoreline locations,
- Plan for restoration of ecological functions where they have been impaired, and
- Encourage public input in decision making.

The SMP update process involves a number of steps that must be completed before the SMP is ready for local and state adoption. These steps should be completed in sequence and include:

- Inventory, analysis and characterization of shoreline conditions,
- Establishment of shoreline environments and associated policies and regulations,
- Development of a restoration plan,
- Assessment of cumulative impacts, and
- Local and state adoption.

One of the key aspects in developing any SMP, as set forth by RCW 90.58.130, is the requirement for public involvement and participation in the process. Local governments are required to “make reasonable efforts to inform the people of the state” and “not only invite but actively encourage participation by all persons and private groups and entities showing an interest in shoreline management programs”. Furthermore, local governments are required to invite and encourage participation by all agencies of federal, state and local government. DOE Guidelines thus require that public participation starts at the beginning of the initial phase of the SMP update planning process and continue through final adoption by the DOE.

C. Public Participation Plan

To meet the specific requirements of the SMA and the SMP Guidelines, the public participation plan:

- Identifies specific objectives,
- Identifies key parties (County Council, planning commission, shoreline property owners, local residents, state agencies, Tribes, environmental interests, etc.),
- Identifies outreach strategies, tools and techniques,
- Establishes timelines for public participation activities.
- Engages all parties early and continuously in the update process, particularly those relevant individual recreationists and conservationists or organizations that may not typically seek involvement in new shoreline regulations.
- Documents all public outreach and public events related to SMP development.

Encouraging public participation in the SMP development and update process is not only required by law, it is a key component behind the successful creation and implementation of shoreline regulations. As such, the public participation plan is an important tool to help guide this process. The public participation plan is intended to exceed State requirements, and is tailored to address the priorities and issues specific to the San Juan County community.

II. Public Involvement Strategy and Goals

The following section lays out the key challenges and opportunities inherent in the SMP update, the need for both stakeholder and decision maker education and specific goals and objectives that will guide public participation for this effort.

A. Key Challenges and Opportunities

Key challenges and opportunities for public involvement inherent in the SMP Update process include:

- Building Common Understanding-- Clarifying the purpose of the SMP, requirements behind the SMP update process and how these relate to the local community.

- Use of Science-- Reaching understanding on scientific issues, agreement on the specific sources of science that will be used as the basis for the regulations, and what to do in the face of incomplete, inconclusive or the lack of specific information where resources are at risk.
- Engaging the Community --Recognizing and overcoming barriers to participation, such as available time, cynicism and perceived level of effort in impacting the outcome.
- Allowing for Respectful Dialog--Understanding that public meetings can be contentious, and employing public facilitation skills that foster creativity, and encourage civility and mutual respect among all parties.
- Distinguishing public outreach for the SMP update effort from other public outreach efforts, and/or integrating with parts of other public outreach efforts where appropriate. Recognizing the large number of concurrent County issues, such as the Critical Areas Ordinance, and priorities that staff and the local community are already involved in.
- Sustaining Community Involvement --Sustaining local interest and participation from stakeholders throughout the 2 ½ year Update process.

The strategy for meeting these challenges and opportunities is addressed below, including an emphasis on establishing a baseline of common information and establishing more specific goals and objectives to guide the public participation effort.

B. Building Common Understanding among Stakeholder and Decision Makers

The overall success of the SMP update will, in part, depend upon the level of understanding stakeholders and decision-makers have about SMA requirements, the ecological functions of the shoreline environment, and the various represented interests. Establishing a baseline of common information is a key component. Stakeholders must be made aware of SMA requirements and DOE rules to understand what aspects of the SMP can be decided locally. Achieving a level of understanding among stakeholders about how the shorelines of San Juan County fit into the larger context of the Puget Sound will also benefit the process by putting local interests in the larger regional context. Stakeholder education will be accomplished using the following methods:

- Providing clear information about the SMA, DOE rules, SMPs, and other related programs or regulations that may be confused with the SMP such as the County's Critical Areas Ordinance,
- Organizing forums where the public can engage scientific and legal experts in discussions focused around specific issues, and
- Providing examples from other relevant SMP updates from other communities.

In addition to community members being well-informed, staff, the Technical Advisory Committee and decision makers must also participate in educational efforts. It is critical that these parties have an understanding of local conditions and the interests of stakeholders. Education of SMP Update managers and decision makers will be accomplished using the following methods:

- Listening to and documenting stakeholder input and asking decision makers to consider it,
- Engaging the Technical Advisory Committee (TAC) and reinforcing their role to provide technical and scientific advice to the County and peer review on environmental management issues and projects,
- Asking decision makers, including representatives from DOE, DFW, DNR and others, to participate in the scientific forums and TAC,

- Developing the shoreline analysis and characterization reports and conveying the information within it to the community and decision makers, and
- Providing examples of approved (and if available, rejected) SMP updates from other relevant communities and engaging DOE and the communities to explain the rationale behind the decisions.

C. Comprehensive Plan Guidance

The County's Comprehensive Plan offers general guidance for protection of aquatic resources, including marine nearshores, wetlands, lakes and associated wetland areas. The overall purpose of the SMP update regarding these aquatic resources is to achieve no overall net loss in the remaining aquatic resources.

Goals and policies also address the maintenance of natural drainage systems and establishment and/or protection of vegetative buffers as means of protecting water quality. The County's Shoreline Master Program update is also intended to be part of the Comprehensive Plan and goals and policies to be contained within the SMP must be consistent with other elements of the Plan. The Comprehensive Plan provides limited specific guidance on public participation.

D. Goals and Objectives

Based on public input obtained at the Council's January 25, 2011 SMP update public participation plan discussion, the following goals and objectives to guide the SMP Update are presented:

1. Identify, engage and involve a broad spectrum of citizens and stakeholders in the process.
 - a. Engage as many citizens as possible throughout the process so that community members are involved and have a stake in the management of the County's shoreline.
2. Educate the public so that they are well-informed and able to positively contribute to the SMP update process and decision-making.
 - a. Clarify the purpose of the SMP update, its relationship to other regulatory programs.
 - b. Inform the public about DOE rules and authority in relation to local conditions, decision making and regulation. Clarify in the beginning what is non-negotiable and beyond the scope of local control.
 - c. Provide information about compliance with legal issues related to the SMP update, including guidance on and documentation of the process used to assure that proposed regulatory or administrative actions do not unconstitutionally infringe on private property rights.
 - d. Enrich the discussion and deliberations through speaker forums and examples from other recently updated SMPs.
3. Conduct an open dialogue and maintain transparency of all decisions throughout the update process.

a. Involve people in ways that allow them to share their interests and feel confident their interests are both heard and considered in the decision-making process.

b. Use strong facilitators to establish ground rules and foster open and civil conversation among stakeholders with different interests.

c. Use clear fact-based reasoning for proposed policies and regulations and cite appropriate science that provides the basis for regulations. Where there is uncertainty in the science, allow public input and debate on this key project element.

d. Accurately track every comment and response so that people know how and why their comment(s) either were or were not integrated into final decisions.

e. Achieve outcomes in which compromises are evident, and are generally acceptable to the majority of residents within the context of law.

4. Establish a general awareness of the SMP update process, including opportunities for public input on proposed policies or regulations before final decisions are made.

a. Provide timely and complete information throughout the process using a variety of communication methods.

b. Provide numerous, well advertised opportunities for meaningful input throughout the update process.

5. Reinforce the idea of collective responsibility for a healthy shoreline and Puget Sound.

a. Acknowledge the interests and responsibilities of both upland and shoreline residents throughout the process. Put the shoreline management efforts of the Island in context of the health of the greater Puget Sound.

III. Roles, Responsibilities and Decision-Making

This section identifies key parties involved in the public participation process, and their roles and responsibilities. It also identifies how public input will be used and the decision making process that will be used during the SMP Update development and adoption process.

A. Interested Parties/Stakeholders

An interested party or stakeholder is a broad term that encompasses all individuals and groups that have an interest in decision-making and final outcomes of the San Juan County SMP. The Shoreline Management Act recognizes both local and statewide interests in shoreline management.

The SMP update process will affect all the County's shorelines. Individuals who reside in the County or own property or a business in the County can be thought of as interested parties/stakeholders, however, anyone who has a specific interest in or concern about the San Juan County shoreline is also an interested party/stakeholder. There are numerous interested parties/stakeholders that may not reside in the County that will play a role in the SMP process, or otherwise have an interest in its outcomes.

Examples include, but are not limited to:

- Environmental groups, such as Futurewise, Friends of the San Juan's, Seadoc Society, Institute for Whale Research etc;
- Industry or trade groups, such as San Juan Builders Association, Orcas Island Realtors Association, San Juan County Realtors Association, San Juan, Orcas and Lopez Islands Chambers of Commerce, San Juan Visitors Association, the San Juan Economic Development Council, Pacific Northwest Whale Watching Association etc.

A list of interested parties contacted for participation in the first round of shoreline planning interviews on the 18th, 19th and 20th of January is included in the meeting summary in Attachment B.

Stakeholders can be individuals or organized groups, such as the Common Sense Alliance, Citizens Alliance for Property Rights and the Marine Resource Committee and can either be focused specifically around shoreline, environmental or property issues or may take more limited interest in the Shoreline SMP update or may present an opportunity to disseminate information or influence opinion, such as the Chamber of Commerce. Each individual or group may have his or her own set of interests and it is likely that the interests of different stakeholders may not align. All participants will be encouraged to clearly state their interests and offer ideas to help shape the SMP update throughout the process.

Stakeholder Role and Authority: Informal advisory role, to provide input to staff and decision-makers. Ultimately, most stakeholders exercise their authority indirectly by voting for elected decision-makers.

B. County Staff

County staff will manage the SMP Update process, compile required inventory and analysis information, develop draft policies and regulations for consideration by the planning commission and the County Council and conduct required environmental review. The work of County staff also includes, but is not limited to:

- Project management,
- Documenting and keeping records,
- Fulfilling SMP process requirements,
- Informing decision makers of SMP legal requirements,
- Coordinating with Department of Ecology (DOE),
- Directing the work of consultants,
- Coordinating public outreach and involvement,
- Addressing and integrating public input in a transparent manner,
- Working with the Technical Advisory Committee (TAC), and
- Apprising the planning commission, County Council and interested parties of project progress and key policy and regulatory decisions.

County Staff Role and Authority: Manage the project, ensure an open public process, and ensure that the SMP update is developed consistent with legal requirements and the Guidelines. County Staff have an advisory role to the Planning Commission and County Council.

C. Technical Advisory Committee (TAC)

The TAC provides technical and scientific advice to the County on environmental management issues. The TAC will play a key role in reviewing and recommending how science is applied in the SMP update process.

The TAC will be the primary means by which the County carries out the required coordination of the SMP development with different state and local agencies. The TAC is expected to consist of representatives from DFW, DOE, DNR, Native Tribes, the EPA, the Army Corps of Engineers and qualified citizens, as appointed by the County Council. The TAC will be expected to review the work of the County's consultants, specifically the use of scientific data in the Inventory and Characterization report, Shoreline Designations, regulation development, cumulative impacts analysis and restoration planning. The TAC will advise and make recommendations to county staff and the County Council.

TAC Role and Authority: Advisory role limited to the peer review and use of scientific information. Specifically, TAC provides technical and scientific advice to the County on environmental management issues and guidance on how science is applied related to the SMP update.

D. Planning Commission

The planning commission will review proposed SMP policies and regulations and provide a recommendation to the County Council. County staff will take key policy and regulatory decisions to the planning commission in phases, prior to review of and recommendation on the entire document.

Planning Commission Role and Authority: As established in state law and local enabling legislation, to review the draft SMP, take and consider public input, and make formal recommendations to the County Council. Recommendations to the County Council are not binding.

E. County Council

The County Council will review proposed SMP policies and regulations, consider the recommendation of the Planning Commission and make the final decision on the SMP.

County Council Role and Authority: As established in state law, to review draft SMP Update, gather public input, make changes as desired, and locally adopt the final SMP. The County Council is the legislative entity with the final local decision making authority for the local adoption of the SMP.

F. Department of Ecology and the State of Washington

State law establishes a cooperative program of shoreline management between local government and the state. The Shoreline Management Act authorizes and directs the Department of Ecology (DOE) to adopt guidelines for the development of Local Shoreline Master Programs (the Guidelines). In keeping with the relationship between state and local governments prescribed in the Act, the Guidelines have three specific purposes:

To assist local governments in developing master programs; To serve as standards for the regulation of shoreline development in the absence of a master program along with the

policy and provisions of the Act and, To be used along with the policy of RCW 90.58.020, as criteria for state review of local master programs under RCW 90.58.090.

Each local government approves its program after a public review and comment period. The local government then sends the shoreline master program to DOE, who reviews it for consistency with the Guidelines. DOE must approve the locally approved and submitted master program, before it takes effect. To ensure respect for private property rights, local and state legal authorities are required to review a shoreline program before formal adoption. Department of Ecology (DOE).

Role and Authority: As established in state law, the DOE provides assistance and guidance to local governments in preparing the SMP. The DOE issues the SMP Guidelines, and provides technical guidance, financial assistance and written comments on draft SMP components. DOE must review and approve all local SMPs. In addition, DOE approves certain shoreline permit decisions, i.e. conditional use and variances.

IV. Participant Identification and Notification

This section identifies community members and agencies who will participate in the SMP update and methods of public notification during the update process.

A. Interested Parties/Stakeholders

Initial identification of interested parties/stakeholders was based on those parties who had been identified as possessing a specific interest in the counties shoreline regulations, such as water dependent businesses, recreational groups, tribal representatives or public policy interest groups with an expressed interest in the SMP Update. Initial outreach for the January interested party interviews included email messages and follow up phone calls. The County will maintain a list of interested parties and will augment this list as individuals add their contacts.

Communication to stakeholders should clearly emphasize key issues and should be free of jargon. The County will contact stakeholders primarily via email, but will also provide notification via the website and advertisements in the Journal of the San Juan's, Islands Sounder, the Islands Weekly, the Island Guardian, Bullwings, Lopez Rocks and San Juan Islander.

B. Regional, State and Federal Agencies

As stated previously, the Department of Ecology (DOE) is required to review and approve local master programs. The DOE also provides technical assistance to local governments in developing master programs. Before undertaking substantial work, the County will notify Ecology and all applicable regional, state and federal agencies to identify interests, relevant regional and statewide efforts, available information, and methods for coordination and input. The County will follow up with these groups as necessary during the process and is required to notify state agencies in writing 60 days prior to local adoption of the SMP.

A list of applicable regional, state and federal agencies will be developed based on information provided by the Department of Ecology. This list will include (but is not limited to) the following:

The Puget Sound Partnership, a community effort of citizens, governments, tribes, scientists and businesses working together to restore and protect Puget Sound.

State agencies, including:

- Washington Department of Fish and Wildlife
- Washington Office of Historic Preservation
- Washington Department of Natural Resources
- Washington Department of Commerce
- Washington Department of Transportation (including Washington State Ferries)
- Washington State Parks

Federal agencies, such as:

- Environmental Protection Agency (EPA)
- Army Corps of Engineers (ACOE)
- US Coast Guard (USGC),
- National Oceanic and Atmospheric Administration (NOAA); and
- National Marine Fisheries Service (NMFS)

Day to day coordination with the DOE project officer will be done via email and telephone. All other communication to regional, state and federal agencies will be done by both email and formal letter via US Mail.

C. Tribes

Prior to undertaking substantial work, the County will notify affected Native tribes as sovereign nations. Coordination with the, Lower Elwha Klallam, Nooksack, Skagit River Valley Cooperative, Tulalip, Lummi, Jamestown S'Klallam, Port Gamble S'Klallam, Suquamish, Swinomish Tribal Community and others will help to identify tribal interests, relevant tribal efforts, available information and methods for coordination and input. In addition to the tribes, which have treaty rights to certain natural resources in the shoreline area of San Juan County, the County will contact coordinating bodies such as the Northwest Indian Fisheries Commission to ensure all affected Indian tribes are notified. The County will forward draft documents to the tribe and will follow up with them as necessary during the process, including notification 60 days prior to adoption.

Communication to the Tribes will generally be done by email and formal letter via US Mail.

D. Notification and Communication Methods

The SMP update process will utilize a number of different venues and communication methods to ensure that the greatest number of stakeholders are engaged in the process and have a role in shaping the outcomes. Communication to stakeholders will occur through a variety of means, including (but not limited to) the following:

- County website,
- Email, including those who sign up on the listserv and a possible special electronic newsletter,
- Advertisements in the Journal of the San Juan's, Islander Sounder, Island Guardian, San Juan Islander, Bullwings and Lopez Rocks,
- Community events, such as the County booth at the County Fair, Farmers Markets and other gatherings as appropriate,
- Mail, possible (based on cost effectiveness) postcard announcements to all residents and shoreline property owners and/or others who sign up on the postal mailing list at an event or via the website.

Primary venues will include public meetings and workshops at a variety of locations on each of the major ferry served islands, as well as at various community groups throughout the County.

Interested parties/stakeholders will be notified of meetings and kept apprised of the SMP update process primarily through electronic media such as emails and content on the County's webpage. In order to reach those residents and organizations that either may not have access to a computer, or have not been added to the County's email list, public notices will be put in the Journal of the San Juan's, The Islander Sounder, the Island Guardian and the San Juan Islander prior to meetings. Other possible communication methods that will be explored are posting notices on community bulletin boards, social media outlets such as Facebook and Twitter, and potentially engaging volunteers to distribute information.

E. Use of Electronic Media

As stated, the County will make extensive use of the website, email and listservs to communicate with stakeholders. The County will use tools, such as web surveys, to get direct feedback from citizens. Finally, the County will explore the use of social networking outlets, such as Twitter, to communicate with stakeholders, provided an accurate public record of all communication can be ensured. The County will explore options video tape SMP related events and information and put these video clips on the County website and possibly other electronic media outlets, such as YouTube.

F. Documentation and Timing of Notification

Establishing a thorough record keeping process throughout the SMP update is important for maintaining transparency. The public will be notified in a timely manner about all meetings and key decision points so that they have the opportunity to play an active and influencing role throughout the process. Generally this means at least 10 days notice, and generally 14 days notice. In addition, the many written comments and questions that are submitted to the County throughout the process will be formally documented. Responses to comments and questions will be made available as promptly as possible on a specific schedule and stored in readily accessible formats, such as question and answer summaries, meeting summaries and transcripts, and frequently asked questions page. These will be available on the City's web site and hard copies available at the Community Development and Planning Department. As a result, stakeholders will be able to track their comment/question(s) and know how they were addressed during the process.

V. Key Issues and Approach

The following key issues of public involvement regarding the SMP were identified. The public participation plan will attempt to address each one of these issues using the means described below and in Section VI.

A. SMA/SMP Requirements, Scope of Local Decision-Making and Property Rights

Issues: Community understanding is critical regarding what elements within the SMP are essentially non-negotiable and are requirements of state law, and what flexibility is allowed by local decision-making within the scope of the update process. This understanding is important for establishing an efficient process that is focused on SMP elements that can be locally decided. County shoreline property owners and other residents are concerned about constitutional issues associated with SMP regulation and how such regulations take into account private property rights.

Approach: To the extent possible, County staff will provide clear information about the SMA and DOE rules as an important initial step so that stakeholders understand what is negotiable, and

thus know where to best focus their efforts. Where the degree of local discretion is not clear in the law, the County staff will seek the opinions of DOE and independent experts to the extent possible and will share this information with stakeholders. As part of the educational component of the public participation process, information about the protection of property rights (fifth amendment) and due process of law (Fourteenth amendment), and the case law related to these constitutional provisions, will be summarized and made available to the public. Specific guidance from the Prosecuting Attorney's office and Washington State Attorney General's Office will be provided if necessary. Providing clarity on constitutional issues will help address property right concerns related to the SMA, SMP and/or specific local regulations.

Potential Tools: Educational forums, guest meetings with specific community groups, fact sheets and links to legal guidance documents via the website.

B. Local Impacts to Ecological Function and the Health of Puget Sound

Issue: San Juan County has approximately 420 miles of shoreline and the ecological health of our shorelines has a significant impact on the ecological function of the Puget Sound. Many citizens are concerned about the current documented degraded state of Puget Sound and how the activities taking place in the County affect the current and future health of the State's signature water body.

Approach: The public participation process will put San Juan County's SMP in context with the greater effort of improving the health of the Puget Sound by illustrating how local practices may either contribute or detract from clean up and ecological restoration efforts. To the extent possible given budget and time limitations, staff will seek input on this issue from a range of independent experts and will share this information in scientific forums.

Potential Tools: A series of science speakers, science forums, guest meetings with specific community groups, fact sheets and links to science guidance documents via the website.

C. Identification and Use of Scientific Information

Issue: What and how scientific information is applied to the SMP update process has been identified as a major topic of concern by some citizens.

Approach: The Technical Advisory Committee (TAC) will assist by reviewing the consultants work in identifying appropriate scientific guidance. The latest scientific approaches and information that is endorsed by DOE and has been most commonly applied to SMPs will be considered, and the TAC will define criteria for review and may provide guidance on other available scientific information. TAC will assist the County in determining the framework for the use of the precautionary principle which is required for addressing uncertainty of scientific information in the SMP update process. TAC will define criteria for science experts that will be invited to participate in public forums focused on the discussion of scientific information and its application to the SMP. TAC will review staff responses to frequently asked questions as they relate to scientific questions and answers.

Potential Tools: Science forums, meetings with specific community groups, fact sheets and links to science guidance documents via the website.

D. Residential Development and Shoreline Modifications

Issue: Shoreline property owners are particularly concerned about how specific SMP policies and regulations may affect their ability to further develop their properties and/or modify their shorelines, e.g. install bulkheads, docks, piers, etc.

Approach: The County will need to include shoreline use, upland development and modification policies and regulations that meet the “no net loss” standard, as well as meet all other requirements of the SMA and SMP Guidelines. Shoreline property owners, marine contractors and others will be specifically engaged in the discussion of the impacts of shoreline uses and modifications on ecological function and in the crafting of shoreline modification policies and regulations. The County will seek to make local policies and procedures as objective, cooperative, equitable and as straight forward as possible. Key objectives in engaging shoreline property owners will be to:

- Recognize the unique position of property owners as potentially the best stewards of our shorelines;
- Seek to establish a flexible regulatory approach, while ensuring no net loss;
- Recognize that the regulatory process affects the quality of life of shoreline residents and in many cases may impact structures that agencies previously approved; and
- Recognize that there are multiple viewpoints associated with shoreline issues and all respectful opinions deserve to be heard and considered.

Potential Tools: Issue forums, creation of development scenarios which apply of different concepts and standards to specific sites, guest presentations for specific community groups, open house, fact sheets and links to policy, regulatory and science guidance documents via the website.

E. Intergovernmental Coordination and Regulatory Integration

Issue: There are several levels of government and numerous agencies that are involved in the management of Washington State’s shorelines. Currently, the overlapping and extremely complex nature of federal, state and local shoreline permitting regulations places a significant burden on property owners.

Approach: Recognizing that the County has no authority over other governmental regulators, the County will strive for efficient and clear coordination among these agencies throughout the process so that shoreline regulations are integrated to the degree that they do no conflict with one another, and they are clearly and comprehensively articulated. To that end, coordination and regulatory integration will help establish certainty and confidence in the process.

Potential Tools: Formal mailings to government agencies, science speakers series, invite agency representatives to issue forums, open house and direct consultations with agencies.

F. Public Access and Broad Community Interests

Issue: County citizens value the natural resources found in the islands, including the many miles of marine shorelines. The ecological health and visual quality of the County’s shorelines, as well as public access, are interests of the broader County community, including both shoreline property owners and residents not living directly on the shoreline.

Approach: The SMP update process will identify opportunities for enhanced public access, including visual access, weighing the interests of the overall County community, including private property owners. The County will specifically engage existing groups such as property owners, the State and County Parks, boaters, the Land Trust, trail groups, residents and others in a discussion of public access.

Potential Tools: Interactive forums (policy workshop, public access visioning, open house), planning commission and County Council Meetings, and comment forms.

VI. Public Involvement Techniques, Tools, and Application

Below is a list of techniques and tools that may be applicable to the SMP public participation process. Many of these techniques and tools are offered as a direct response to specific concerns and issues identified by the public during other large scale public planning efforts e.g. the use of science and the need for forums to discuss what science should be used, while others are fairly typical approaches to SMP public participation processes, e.g. open houses. A matrix is included at the end of this section which aligns public involvement tools and techniques with the County's expected update timeline.

A. Educational Forums

Specific education opportunities will be provided on the following topics:

- SMA/SMP Requirements and the degree of local control
- Property rights and guidance from the Washington State Attorney General
- Shoreline ecology and human impacts
- Identification and use of science

Detailed information about SMA legal requirements, the SMP Guidelines, the scope of local decision making and issues related to property rights will be provided at the SMA/SMP at the Island Summit Meetings in March, 2011. The County will seek to have a representative from state agencies, including the Prosecuting Attorney's Office, at this event. In order to bring clarity and understanding to how science is applied in the SMP process, a science informational speaker series and a number of science forums will be held for the public to attend. These forums will consist of a panel of experts that will discuss the scientific guidance that has been identified as being the most appropriate for informing the SMP. The merits of alternative scientific guidance will also be discussed. The format of these events will likely consist of a presentation followed by written question and answer.

To the extent possible, education will be separated from policy discussion. Where possible they will be separate events or at least separate discreet temporal components of events. In this way we can maintain a balanced agenda. In educating we will focus on creating a shared base of knowledge for participation and acknowledge that education is a two way street and that experts must also hear the knowledge of residents.

B. Interactive Workshops

The County expects to hold a variety of interactive events, where stakeholders can provide feedback on aspects of the SMP. These events will include broad discussions aimed at the general public, such as the Island Summit Meetings and an Open House on the Draft SMP, as well as focused events, such as a Public Access Visioning Workshop. Workshops may include stations, break-out discussion groups, participatory exercises and other techniques.

At least two regulatory issue forums will also be scheduled during the development of the SMP. These events will occur prior to and in conjunction with the development of shoreline modifications regulations, so key concerns can be identified and feedback on proposed regulations can be obtained. These two issue forums will provide an opportunity for a focused discussion of a particular regulatory concern, such as the ecological impacts of a particular use or

modification, alternative ways to address these impacts, and how regulatory options impact various interests in the County.

C. Guest Presentations

Because participation in public meetings held at selected meeting places may be limited by people's work schedules or other conflicts, it was suggested that public participation opportunities be brought out into the community. Neighborhood and other community groups that meet regularly would play host to County staff who would present or otherwise engage residents in the SMP process. Such an approach is expected to broaden overall participation in the process.

Participation in community meetings and guest presentations will occur both on a request basis and the County will target specific groups and meetings, including, Chambers of Commerce, Ports, Pacific Whale Watching Association and others. Attendance at up to a dozen community meetings is expected as part of this multi-year effort.

D. Surveys, Comment Forms and Electronic Communication

Attending meetings may not be possible for a number of island residents who would otherwise like to have a voice in the SMP process. The County will use additional surveys and/or comments forms as part of this process. These will be made available both on the City's webpage and potentially at public facilities such as County Courthouse and the library if the survey is not used in conjunction with written public input at a public meeting. All survey responses and comments will be recorded, and responses will be made available to the public in both unedited and summarized form.

The County intends to produce an electronic webpage specifically related to the SMP Update process to inform interested parties of the status of the work, specific issues and upcoming public involvement event. The County will also explore the use of social networking outlets to communicate with stakeholders, provided an accurate public record of all communication can be ensured. Options may include a Twitter feed.

E. SMP Implementation Sub-Committee

The County has convened an SMP Implementation Committee to guide the SMP Update process. The Committee is made up of members of the County Council, the County Administrator and County Staff. The SMP Implementation Sub-Committee advises on policy issues related to the overall direction of the SMP prior to Planning Commission review of the draft SMP. As needed, the SMP Implementation Committee will advise on specific policy issues at the request of the Planning Commission during Planning Commission review. The SMP Policy Advisory Committee will meet as needed during the SMP Update Process and meeting times and dates will be posted in the usual places.

F. Planning Commission Meetings

The planning commission will hold public meetings during critical points in the SMP update adoption process that will be open to the public. Planning commission meetings will include discussion among commissioners on key planning-related policy and regulatory decisions that are to be brought forward to the County Council. Such meetings also allow for questions and comments from the public.

G. Council Meetings and Public Hearings

The County Council meets regularly to discuss and make decisions on County policies and regulations. All Council meetings are open to the public. The Council is required by law to hold at

least one public hearing prior to adoption of the SMP and is planning to hold additional public meetings to get input from the public that will help guide its decisions on specific issues such as SMP policies and regulations.

Attachment A

Attachment B

Organization

Swinomish Tribal Commission
Samish Indian Nation
National Parks Service
Tulalip Tribes
Samish Indian Nation
Swinomish Tribal Commission
Interagency Commission on Outdoor
Recreation
Lummi Nation
Tulalip Tribes
Skagit River System Cooperative (Sauk-
Suiattle Tribe)
Jamestown S'Klallam Tribe
Lower Elwha Klallam Tribe
Port Gamble S'Klallam
Stillaguamish Tribe
Suquamish Tribe
Northwest Indian Fisheries Commission

Washington State Parks

Deer Harbor Plan Review Committee
Deer Harbor Plan Review Committee
Deer Harbor Plan Review Committee
Archipelago Surveying
Boundary Water Inc.
Islands Surveying, Inc.
Iverson Surveying
R&R Moorings
San Juan Surveying
Sound Surveying
Star Surveying
K2 Surveying
MPD PS

Eastsound Planning Review Committee
Eastsound Planning Review Committee
Islands Oil Spill Association (IOSA)
Marine Resource Committee
Marine Resource Committee
San Juan Preservation Trust

OPALCO (other than SJI)

OPALCO
Eastsound Sewer and Water District
Fisherman Bay Water Association
Fisherman Bay Sewer District
Eastsound Water Users Association

Port of Friday Harbor
Port of Orcas
Port of Lopez

Friday Harbor Labs/Uni of Washington
Washington State University

Lopez Village Plan Review Committee
Lopez Village Plan Review Committee

Bed & Breakfast Association of San Juan
Island
Orcas Island Lodging Association
Blackberry Beach Cabins
Mitchell Bay Landing
Lopez Islander Resort
Blue Fjord Cabins
Rosario Resort & Spa/Moran Mansion
San Juan Islands Dream Vacation Rental &
Sales
Bayview Cottage
Boardwalk Waterfront Cottages
Beach Haven Resort
Roche Harbor Resort
Snug Harbor Marina Resort
Lieber Haven Resort & Marina
West Beach Resort

Deer Harbor Charters
Choice Charters
Captain Carli's Whale Watching Tours
Cruise Control
EverGreen Escapes
Adventure Attractions Northwest
Adventure Quest Tours
ABC Yacht Charters
Adventure Associates
Cascadia Kayak and Bike
The Resort at Deer Harbor
Discovery Sea Kayaks
Friday Harbor Marine/Friday Harbor Yachts
Island Express Charters from Anacortes

San Juan Escapes
San Juan Outfitters
Shearwater Sea Kayak Tours
StarSail Cruises, LLC
Western Prince Whale Watching, San Juan
Island
Emily's Guides
OnBoard Tours - Guide For Hire
Northwest Navigation Co., Inc.
Sail the San Juans
Pacific Whale Watch Association
Bellingham Yacht Charter
San Juan Excursions
San Juan Kayak Expeditions
San Juan Island Yacht Club
Paraclete Charter Service
TravelSanJuan.com
San Juan Cruises
A Trophy Charters
Nash Brothers Sports
Roche Harbor Marine

Islanders Bank

San Juan Island Chamber of Commerce
Orcas Chamber of Commerce
Lopez Island Chamber of Commerce

San Juan Nature Institute
San Juan Nature Institute
San Juan Island Vacations, LLC
The Whale Museum
Sea Doc Society
Orcas Island Recreation Program
San Juan Island Park & Rec District
Puget sound anglers San Juan Island Chapter
Citizen Alliance for Property Rights (CAPR)
Friends of San Juans
Common Sense Alliance
San Juan Builders Association
Lead Entity for Salmon Recovery
Beach Watchers
Kwiaht
Center for Whale Research
San Juan County Visitors Bureau
Beach Watchers
Orcas Island Association of Realtors
Orcas Island Association of Realtors
San Juan County Realtors Association
Kenmore Air