



# 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

**REPORT DATE:** June 21, 2022  
**TO:** San Juan County Planning Commission  
**CC:** David Williams, Department of Community Development (DCD) Director  
**FROM:** Sophia Cassam, Planner II *sc*  
**SUBJECT:** 2036 Comprehensive Plan Update  
Element B.2 Land Use and Rural, Official Maps  
Eastsound Residential Density Candidate Areas  
**DISCUSSION:** July 1, 2022  
**ATTACHMENT:** A. January 7, 2021 Eastsound Planning and Review Committee Minutes.

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### PURPOSE

To brief the Planning Commission on Eastsound residential density candidate areas. The Planning Commission will make recommendations on this matter at the Comprehensive Plan Official Maps hearing.

### PUBLIC COMMENTS

Please send all public comments to [compplancomments@sanjuanco.com](mailto:compplancomments@sanjuanco.com). Please do not copy the County Council, Planning Commission members, or County Staff. Written public comments received by 12pm on June 30 will be provided to the Planning Commission prior to the meeting. Please focus public comments on the issues and options contemplated in this report.

### BACKGROUND

- On February 24, 2020, the County Council directed DCD to explore options during the ongoing Comprehensive Plan update for increasing residential capacity in the Eastsound UGA without expanding UGA boundaries;
- In 2020 and 2021, DCD staff used the 2019 Land Capacity Analysis (LCA) to identify three density candidate areas in the Eastsound UGA;
- On January 7, 2021, the Eastsound Planning and Review Committee provided DCD with recommendations on the candidate areas (Attachment A);
- On June 18, 2021, the Planning Commission was briefed by DCD on the three density candidate areas and the EPRC recommendations;
- On August 20, 2021, DCD requested the Planning Commission's preliminary recommendation on the three density candidate areas. The Planning Commission postponed making a preliminary recommendation until after they could solicit public feedback through Town Hall events;
- On January 21, 2022, the Planning Commission opted not to hold the planned Town Hall events;
- In June 2022, DCD chose to no longer consider density candidate area 3 during the Comprehensive Plan update due to a lack of support from staff and the EPRC;

- On July 1, 2022, staff will brief the Planning Commission on the two density candidate areas in preparation for the planned August 19, 2022 Comprehensive Plan Official Maps public hearing. The Planning Commission will make a recommendation on this issue at the public hearing.

## EASTSOUND DENSITY CANDIDATE AREAS

The following section provides background information on the density candidate areas and states the staff and EPRC recommendations on this issue. This information is copied from the June 4, 2021 Eastsound Land Use Issues staff report presented to the Planning Commission by past DCD Planner III, Adam Zack. The complete report is available here: <https://www.sanjuanco.com/DocumentCenter/View/23205/>

The County has adopted a policy that UGAs must be sized to accommodate fifty percent of the projected on-island growth. The population of Orcas Island is forecasted to increase by 1,028 people by 2036. This means that the UGA should be sized to accommodate 514 new residents through the year 2036. The Land Capacity Analysis (LCA) found that the UGA has between a 446-person excess and 13-person shortfall of residential capacity depending on how mixed-use areas develop. Table 1 shows the net capacity under each of the three mixed-use development scenarios analyzed in the LCA.

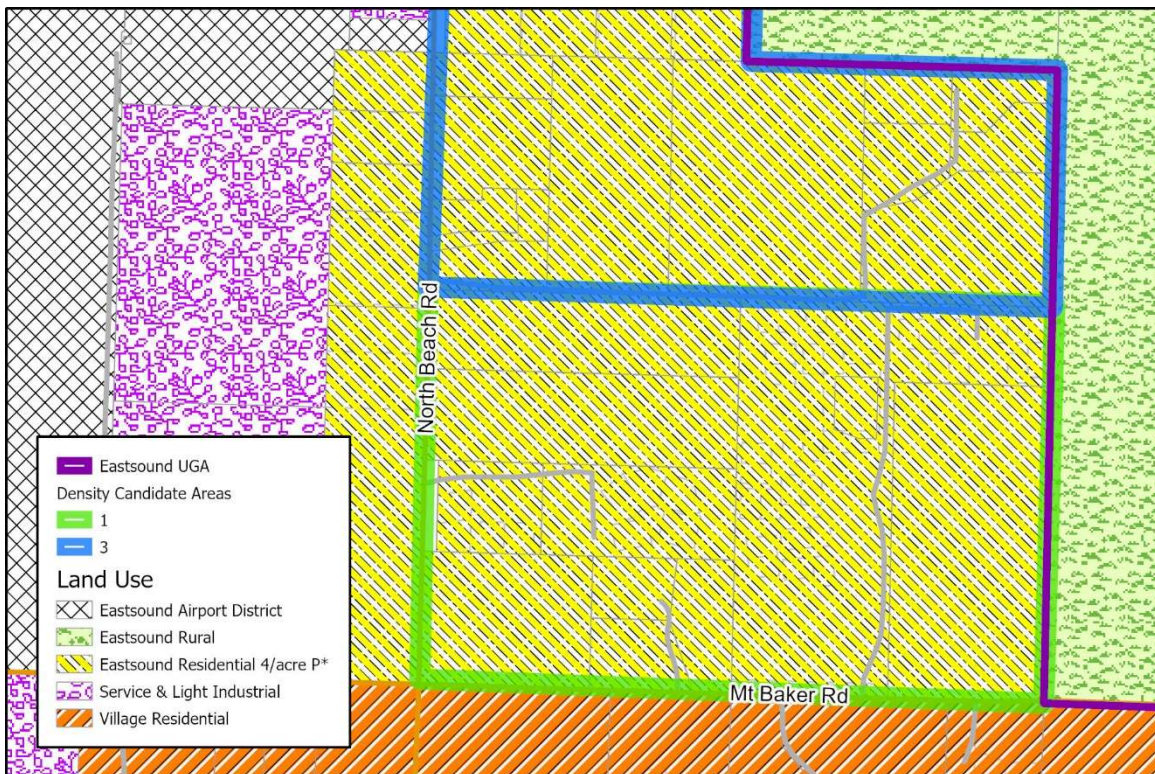
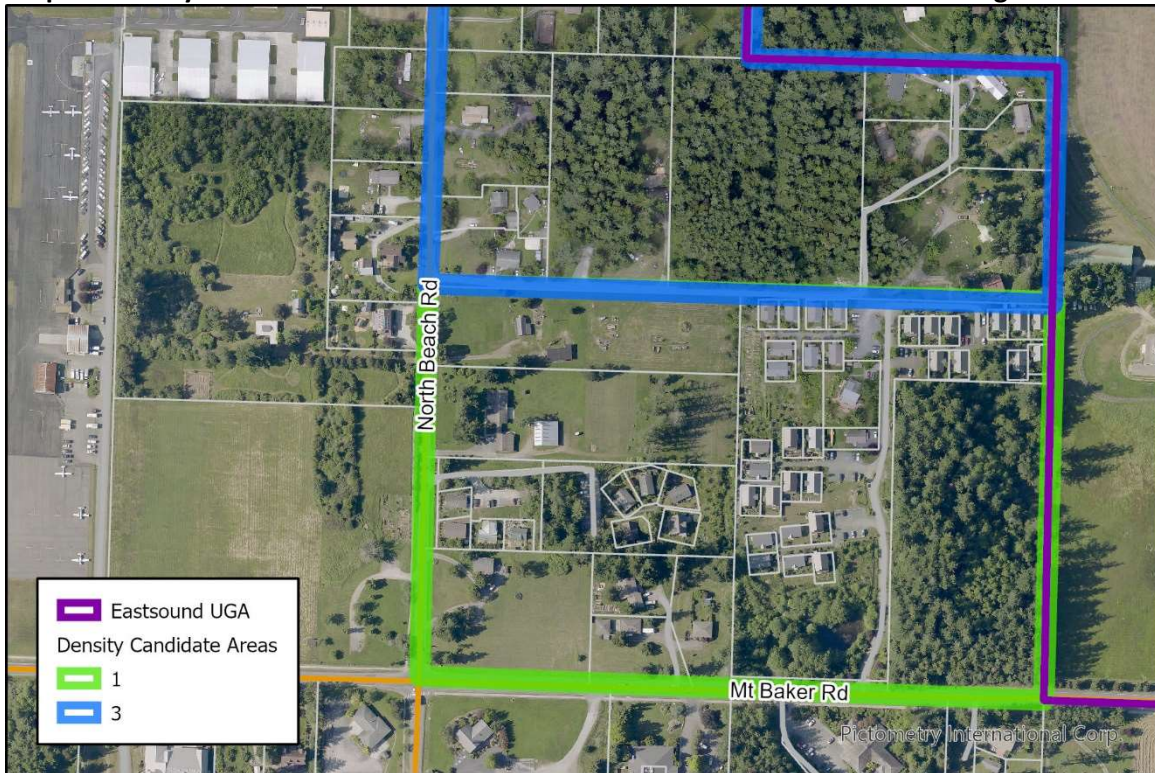
**Table 1. Existing Eastsound UGA Total Net Capacity in Each Mixed-Use Development Scenario.**

Mixed-Use Development Scenario	Net Dwelling Unit Capacity	Net Population Capacity, Assuming 2.04 People Per Household	Forecasted Population Growth	Population Capacity Excess or Shortfall
<b>Scenario A:</b> Mixed-Use Develops at 100% Commercial	245	501	514	-13
<b>Scenario B:</b> Mixed-Use Develops at 50% Commercial and 50% Residential	300	612	514	98
<b>Scenario C:</b> Mixed-Use Develops at 100% Residential	471	960	514	446

Source: Land Capacity Analysis Report dated November 4, 2019.

Following the LCA, the County Council directed staff to develop options for increasing residential development capacity in Eastsound because significant residential development in mixed-use areas is unlikely. The Council specifically directed staff to prioritize increasing residential capacity through infill without expanding the UGA boundary. This would mean increasing the number of dwellings allowed per acre in residential areas within the UGA. Staff has identified three density increase candidate areas for consideration. Maps 2 through 4 show the aerial photo and existing land use designations for these three candidate areas.

**Map 2. Density Increase Candidate Area 1 Aerial View and Current Land Use Designation.**



Source: SJC GIS.

Density increase candidate area 1 is a twenty-four-acre area north of Mt. Baker Road, east of North Beach Road, south of Twigs Lane, and west of the UGA boundary. It is currently designated Eastsound Residential with a density of four dwellings per acre. There are three OPAL affordable housing developments with approximately forty-three existing dwellings. There are about eight other dwellings in the area. This area could be re-designated to Village Residential with a maximum allowed density of twelve units per acre.

According to the LCA, there are thirteen developable acres in this area. There is existing gross developable capacity in this area for around forty-five new dwellings [(13 developable acres X 4 dwellings/acre) – 7 existing homes]. Increasing the maximum density to 12 units per acre in this area would increase gross residential capacity to 149 possible new units, provided the area developed at the maximum density.

The LCA considers that some developable land will be unavailable for development during the planning period due to several factors. Gross capacity is reduced by these limiting factors to arrive at net capacity [gross capacity – (25% market factor + 35% seasonal home factor + 5% public use factor)]. Under the existing density, this area has net capacity for 16 new dwelling units [45 - (11.25 + 15.75 + 2.25)]. Increasing the density would increase net capacity to 52 units [149 – (37.25 + 52.15 + 7.45)]. This is a net increase of 36 more dwellings than what is currently allowed.

#### Surrounding Land Uses and Designations

- North: Residential, Eastsound Residential, four dwellings per acre (ER4P);
- South: Residential and institutional, Village Residential four to twelve units per acre (VR412);
- West: Undeveloped, SLI and ER4P; and
- East: Residential, Eastsound Rural one dwelling per five acres (ER).

#### Benefits of increasing density in Candidate Area 1:

- The area is adjacent to an area already designated for up to 12 units per acre (south of Mt. Baker Road);
- The area has several large, subdividable parcels that are mostly undeveloped. These parcels are more likely to achieve higher density than scattered small parcels;
- There are existing dense residential developments in this area, which are more likely to be compatible with adjacent density; and
- One property owner in the area (Rick Christmas) has requested his property be re-designated to a maximum density of 12 dwelling units per acre.

#### Drawbacks of increasing density in Candidate Area 1:

- Increased traffic on Mt Baker and North Beach Roads, and
- The area is adjacent to the eastern UGA boundary, placing higher density at the edge of the UGA.

**Map 3. Density Increase Candidate Area 2 Aerial View and Current Land Use Designation.**



Source: SJC GIS.

Density increase candidate area 2 is a twelve-acre area south of Enchanted Forest Road, west of Lover's Lane, and east of the UGA boundary. The area is sparsely developed with four single-family homes. It is currently designated Eastsound Residential with a density of one dwelling per acre. This area could be re-designated Eastsound Residential with a density of four dwellings per acre.

According to the LCA, there are nine developable acres in this area. There are four existing dwellings. There is existing gross development capacity in this area for around five new dwellings. Increasing the residential density to four units per acre would increase gross capacity to thirty-two possible dwelling units.

The LCA considers that some developable land will be unavailable for development during the planning period due to several factors. Gross capacity is reduced by these limiting factors to arrive at net capacity [gross capacity – (25% market factor + 35% seasonal home factor + 5% public use factor)]. Under the existing density, this area has net capacity for about 2 new dwelling units [5 - (1.25 + 1.75 + 0.25)]. Increasing the density would increase net capacity to 11 units [32 – (8 + 11.20 + 1.60)]. This is an increase of nine more dwellings than what is currently allowed.

#### Surrounding Land Uses and Designations

- North: Residential, Eastsound Residential 2 dwellings per acre;
- South: Residential, Eastsound Residential 1 dwelling per acre;
- West: Residential, Eastsound Rural Residential, 1 dwelling per 5 acres; and
- East: Residential, Village Residential/Institutional 4 – 12 dwellings per acre.

#### Benefits of increased density in candidate area 2:

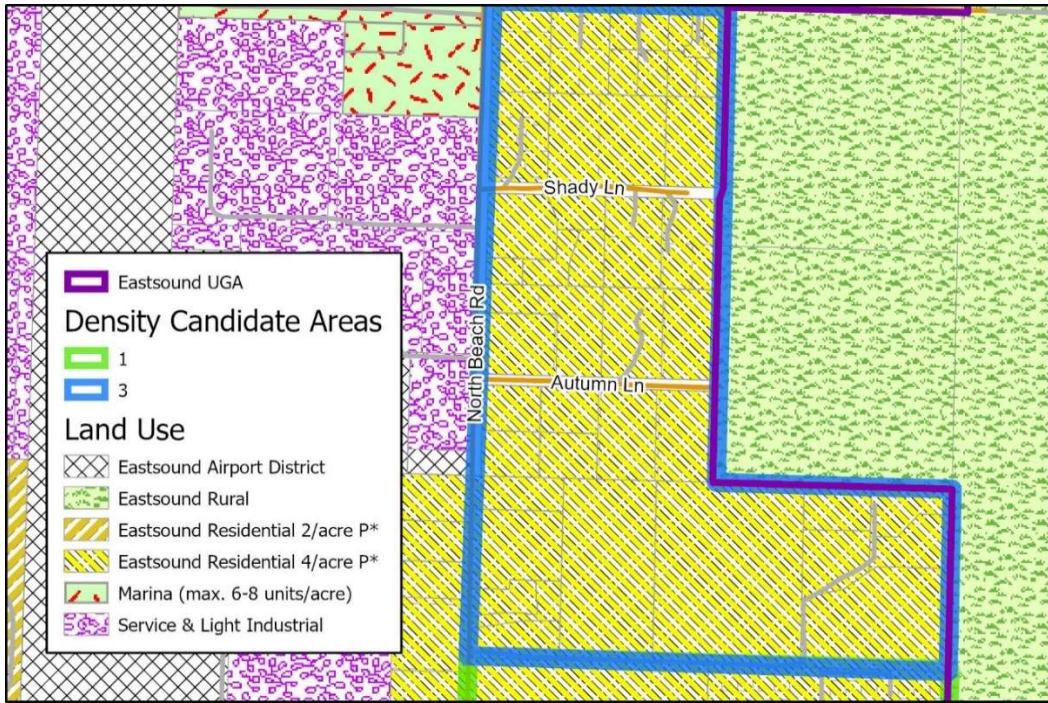
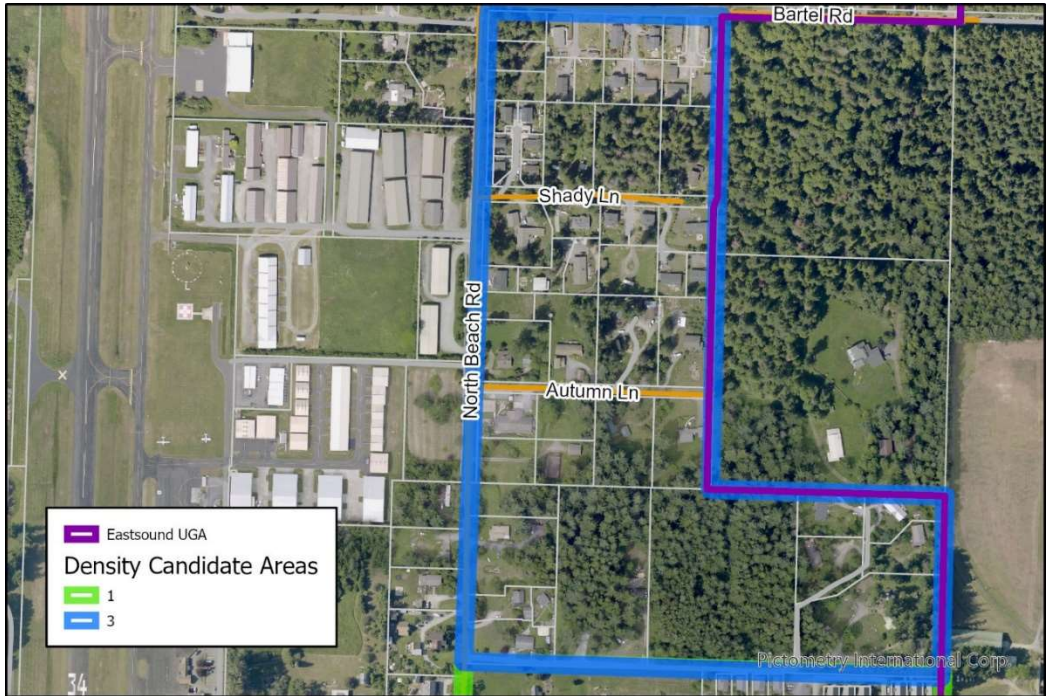
- The area is largely undeveloped;
- It is already within the UGA boundary but designated for one dwelling unit per acre, a density below typical urban development; and
- The area can access Enchanted Forest Road.

#### Drawbacks of increased density in candidate area 2:

- Increased traffic on Enchanted Forest Road and at the intersection of Enchanted Forest and Lover's Lane.

**Map 4. Density Increase Candidate Area 3 Aerial View and Current Land Use Designation.**

Note: Density Increase Candidate Area 3 is no longer being considered with the *Plan* update. It was brought forward originally by staff in 2020 as an area for consideration. Staff and the EPRC do not support increasing density in this area at this time. This area is included in this June 21, 2022 report because it was previously considered in the 2021 staff analysis and is discussed in the EPRC recommendation.



Source: SJC GIS.

Density increase candidate area 3 is a thirty-two-acre area east of North Beach Road, west of the UGA boundary, and south of Bartel Road. The area is designated Eastsound Residential with a density of four units per acre (ER4P). There are about forty-five existing dwellings in this area. According to the LCA, there are about twenty-five developable acres in this area. There is existing gross development capacity in this area for eighty-four new dwellings [(25.34 developable acres X 4 units/acre) – 18 existing homes on developable lots].

The LCA considers that some developable land will be unavailable for development during the planning period due to several factors. Gross capacity is reduced by these limiting factors to arrive at net capacity [gross capacity – (25% market factor + 35% seasonal home factor + 5% public use factor)]. Under the existing density, this area has net capacity for 29 new dwelling units [84 - (21+29.4+4.2)]. Increasing the density to allow up to 12 units per acre would increase net capacity to 100 units [286 – (71.5+100.1+14.3)]. This is 71 more units than what is allowed under the current density.

#### Surrounding Land Uses and Designations

- North: Residential, ER4P;
- South: Residential, ER4P;
- West: Light Industrial and Airport, SLI and Eastsound Airport District (EAD); and
- East: Residential, Eastsound Rural, one unit per five acres.

#### Benefits of increased density in candidate area 3:

- The area has several large, undeveloped parcels that could develop with higher density;
- The area is directly south of an existing neighborhood, already developed at nearly four dwellings per acre; and
- Most developable parcels in the area have access to existing County roads.

#### Drawbacks of increase density in candidate area 3:

- New traffic will impact the intersection of Mt. Baker and North Beach Roads, and
- Neighboring property owners might oppose higher density near their homes.

### Staff Recommendation

Staff recommends increasing density in both Candidate Areas 1 and 2. These two increases will provide more capacity for residential development to accommodate the forecasted growth. Increasing density in candidate area 2 to four units per acre would allow an urban level of development in this area that is already in the UGA. One property owner in candidate area 1 has requested a density increase, suggesting there is existing interest in developing denser housing in this area. Furthermore, increasing the density in these two areas will help ensure that there is enough capacity in the UGA to accommodate fifty percent of the forecasted on-island growth.

Under the existing densities throughout the Eastsound UGA, there is capacity for between 245 dwelling units (501 residents) and 471 dwelling units (960 residents) depending on how mixed-use areas develop. If mixed-use develops at 100% commercial (245 dwellings, capacity for 501 residents), the UGA would not have enough capacity to accommodate fifty percent of the projected growth of the Orcas population (514 new



residents). Increasing the density in these two areas as proposed would increase net housing capacity in the Eastsound UGA by 45 potential units or 92 more residents at 2.04 people per household. Table 2 shows the change in capacity under the staff recommendation. Increasing net capacity by 45 dwelling units would prevent a shortfall of capacity, even if mixed-use areas develop entirely with commercial development. Neither area would be designated for mixed-use so this increase would remain constant in every mixed-use development scenario.

**Table 2. Proposed Eastsound UGA Change in Total Net Capacity Under Staff Recommendation by Mixed-Use Development Scenario.**

Mixed-Use Development Scenario	Existing Net Dwelling Unit Capacity	Proposed Net Dwelling Unit Capacity	Proposed Net Population Capacity	Forecasted Population Growth*	Proposed Population Capacity Excess or Shortfall*
<b>Scenario A:</b> Mixed-Use Develops at 100% Commercial	245	290	591	514	77
<b>Scenario B:</b> Mixed-Use Develops at 50% Commercial and 50% Residential	300	345	704	514	190
<b>Scenario C:</b> Mixed-Use Develops at 100% Residential	471	516	1,053	514	539

Source: Land Capacity Analysis Report dated November 4, 2019.

\*By County policy, the Eastsound UGA must be sized to accommodate fifty percent of the forecasted on-island growth. This means the Eastsound UGA must provide capacity for 514 new residents through the year 2036.

Total Net Capacity Under Proposed Increases

- Candidate area 1: 52 dwelling units or 106 residents at 2.04 people per household
- Candidate area 2: 11 dwelling units or 22 residents at 2.04 people per household

Net Change in Capacity Under Proposed Density Increase

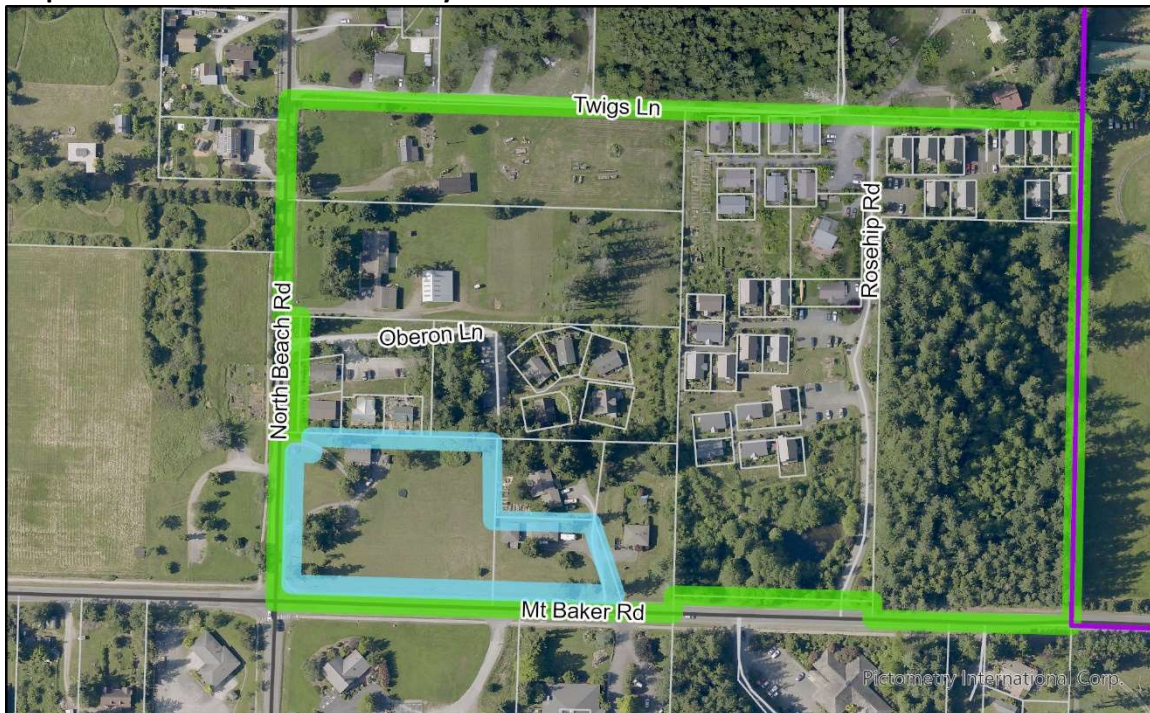
- Candidate area 1: 36 more dwelling units over existing capacity
- Candidate area 2: 9 more dwelling units over existing capacity

## EPRC Recommendation

At their January 7, 2021 meeting, the Eastsound Planning and Review Committee (EPRC) made a recommendation on the Eastsound residential density candidate areas (Attachment A). The recommendation below is from the January 7, 2021 ERPC meeting minutes:

- 1) **Candidate Area 2** - We support this recommendation. The parcels on Enchanted Forrest Road across from Bonnie Brae are perfect for the modest increase from 1 to 4 units per acre. Increasing density on any land that can access Mount Baker and Enchanted Forrest makes much more sense than creating more density which has to travel on the congested cul-de-sac of the North Beach Road neighborhood.
- 2) **Candidate Area 1** We support the conversion of the two parcels 271144008000 and 271144017000 on the corner of the Mount Baker North Beach intersection whose owners requested be changed to VRI-12 [Village Residential/Institutional, outlined in blue below]. Going beyond that does not seem to be warranted to meet the density goal. We asked OPAL director Lisa Byers if OPAL would consider adding housing to the Wildrose Meadow or Oberon housing areas if they were upzoned, and she said no. So, there is no benefit to adding capacity there. If adding the density of the Candidate Area 2 parcels and the two parcels on the NE corner of North Beach / Mt. Baker Rd. intersection is not enough to meet and exceed the LCA requirements by a comfortable margin as we believe it does, then we would consider recommending extending VRI-12 to the 5 acre Mount Baker Road parcel (Klein) across from the medical center, but that does not seem necessary at this time.

**Map 5. EPRC Recommended Density Increase Area 1.**



Source: SJC GIS.

- 3) **Candidate Area 3** – We don't support increasing density in this area and think it would be a significant mistake to relegate any of our existing traditional suburban street communities to 12 per acre development. This is what is happening in residential areas in lots of suburban neighborhoods where suddenly an 8-plex gets sandwiched in between two houses on a residential street. The value of existing built improvements drops as the land value increases and those owners increasingly over time can only sell to someone who will tear down the house to put up a complex. This is unnecessary, and creates a poorly-planned street appearance of house-complex-house-complex for decades. In addition, the calculated net gain of residential units is not sufficient to justify the rezoning. We want to increase density where dense multi-unit developments create their own new complex or neighborhood such as April's Grove and not cannibalize the older neighborhoods. VRI-12 for the Christmas parcels is perfect for this. Luckily, there are several parcels that would fulfill this goal if needed. (Attachment A)

## **NEXT STEPS**

The Planning Commission will have the opportunity to review and ask questions about the Eastsound residential density candidate areas at the July 1, 2022 meeting. This meeting will be a briefing only. No decision or recommendation will be made on July 1. The Planning Commission will make a recommendation to the County Council on this matter at the Comprehensive Plan Official Maps public hearing planned for August 19, 2022.



Eastsound Planning Review Committee Minutes  
January 7, 2021  
Meeting held by Zoom due to COVID-19  
3:00pm-6:00pm

Committee members present by Zoom were Leith Templin, Terry Gillespie, Charles Toxey, Brian Wiese, Scott Lancaster and Sara Farish. County members present by Zoom were (PW)Jesse Douglas-Sietz, Colin Huntmer and (Council) Cindy Wolf other member of the public were also present.

The meeting was called to order by Leith Templin, chair at 3:05. Leith introduced and welcomed our new members Scott Lancaster and Sara Farish.

**Approval of Minutes**

Terry moved to accept the minutes of the December meeting as amended and Charles seconded, motion passed.

**Chair report:**

Leith reported that the annual report of EPRC was sent to Council and that she is still working on the seven points about VR that we were thinking of adding to our original report to Planning and Council.

**Formalize EPRC Lighting Regulations**

Charles moved to send our recommendations for the Eastsound exterior lighting plan to the San Juan County Planning Commission and County Council. Brian Seconded motion passed.

**Additions/Modifications to agenda**

Brian asked for an update on the North Beach Prune Alley tree situation. North Beach Rd in front of Children's House

**Public Comment**

Lisa Byers asked for the trees subject to moved up on the agenda.  
John Campbell will speak during the comprehensive plan update.

**North Beach Road section in front of Children's House.**

Leith gave an update on the current concerns of trees in front of Children's House and the request by Children's House to the county to remove all the trees next to the road. A brief history was given about the road and trees along that stretch of the road that the EPRC has been apart of.

Ady responded with her concerns about safety for the Children's House buildings, children and pedestrians.

Leith said she would be in touch to schedule a zoom meeting with Children's House, April Grove's representatives, three EPRC members and county members to discuss a plan about the future of the trees along the stretch of North Beach Road in front of Children's House. She is hoping that we can come up with a plan that will satisfy all. Cory Harington asked for background information and to be included in the Zoom meeting.

## Jesse Douglas-Seitz Prune Alley Update

Jesse gave an update of the 90% plans that have been completed by KPG Design group. There was a special meeting that involved discussing more vegetation and trees and the possibility to add more trees. There were two updates that were also discussed. 1) changing from the multi three year time line completion plan to a one year plan. It seemed to be well received. Jesse explained the advantages and disadvantages. 2) if the one year plan is approved then the surface of the road would have to be asphalt (HMA) because chip seal can not be done in the Fall. Jesse also spoke to the location of potential trees at the Fern street parcel and the north end of the street with some bigger trees. Also, there are some new property owners that are interested in allowing some planting of trees. Also, the sewer district's new placement of their line makes it possible to plant more trees where their original line was to go. We had a discussion about the ramp up to the intersection and if it is not possible for it to be asphalt that we wanted it to be as dyed as dark as possible to mimic the road color. Also, Scott knew from the Main Street/North Beach project that the dye color for the sidewalks was Davis "San Diego Buff". Also, it was mentioned that the intersection is the same brick at the entrance to the Village Green and a Mutual Material color that was a mixed of colors with red in it and thought to be called Cascade Blend. Jesse will check on that. The crosswalk and the center will be different. The driveway entrances and the intersection center will be the same brick as what is at the Village Green and the crosswalk will be the Cascade Blend. We talked about the potential of putting bigger trees at the northwest and southwest side of the intersection at Prune Alley and High School Rd. and create a nice entrance and exit of the downtown area. Sara wants to encourage the county to work with business owners in a thoughtful way to work with them about signage, traffic control, noise and dust. This is a difficult time for those business and this will be another added stress. Parking will be another issue and maybe the Community Church might be of help. EPRC thanks Jesse and Public Works are doing such a great job and we appreciate them working so closely with us.

## Adam Zack Comprehensive Update, Orcas Island Airport Overlay Regulations

Adam is one of the planners with the county and is our staff contact, he helps Leith with the agenda and other questions that the committee has for the county.

Adam did a power point presentation of his Staff report: <https://www.sanjuanco.com/DocumentCenter/View/21618/> Staff's goal, directed by council, was to simplify the Orcas Island airport overlay regulations and to be more inline with the state regulations. This overlay when created was very complicated and restrictive compared to others. The zones maybe the same but our restrictions are greater.

He explained the location of the five zones at our airport. He spoke about uses, safety and compatibility around these areas. Washington State has guidelines for airports and is a guide for developing airport regulations. Adam will present to the Airport in the near future the changes that the staff is recommending to council. We agree with all the staff recommendations that are stated in their **December 29, 2020 Staff Memo:** <https://www.sanjuanco.com/DocumentCenter/View/21618/>

### Action

**Terry made a motion to accept the staff report on the Orcas Island Airport Overlay Regulations as presented. Charles seconded passed with one abstention.**

### 1.50 Comprehensive Plan Update

Comprehensive plan changes that we are suggesting that have to do with density and land use designations need to be added to our response to Adam's staff report. Any regulation changes that effect landuse/density we also need to include in that response.

The lighting document needs to be added to all our regulatory changes from the chart and then needs to be sent to the council by the docket process which has to be presented by March 1, 2021. This is a more formalized process and since it is on the docket it will stay on the calendar and not be put aside and get lost in requests.

Mostly our changes are around Village Commercial. They are 1) the single family home designation, (2) lot size, (3) 4 to 16 units per acre minimum 4) setting a minimum and maximum setback and 5) requiring parking in the rear and side – not in front.

Adam says all are within the scope of work that staff has been charged to do in the comprehensive plan update. Allowable number of ADU's per resident of allowable use instead of per lot.

John Campbell made the suggestion to increase development/ capacity on page 12 table 5 of the Eastsound Subarea Plan to change ADUs to one per allowed use increasing the effective dwellings and ADUs from 12 to 24 and limit to 1000 sq feet. This would make substantial increase in affordable housing.

Adam agreed with it within VRI.

Charles proposed we submit this with the following amendment – Allowing 1 ADU per residence (not use) in VRI with the stipulation that the additional ADUs not be used for vacation rentals or rentals (under 30 days ).

Adam says Vacation Rental subject will come up soon. That part will change relatively soon.

Charles: I move that EPRC send a recommendation to county council and staff that we amend our response to staff on land use designation with these six amendments added:

In Village Commercial land use designation–

1. We recommend establishing a minimum setback of 5 feet from the right of way, granting up to a 20 feet setback only if area for public gathering/use is allowed in front of the building.
2. We recommend requiring parking in the rear or side of the lot - or in the middle third of the lot if the lot faces two public rights of way in between two streets. No private parking in front of buildings.
3. We recommend establishing a minimum lot size of 1/8<sup>th</sup> acre. This is to prevent the miniscule lots such as have been created recently which prevent changes in use over time, relegating those tiny lots to be residential forever.
4. We recommend removing single family residence as an allowable use. Duplexes, multi-use, multi-family and commercial would remain as allowable uses. This would prevent the trend of new single-family homes occupying the most valuable and usable commercial lots in the very center of town.
5. We recommend increasing the minimum density from 4 to 16. This means that on a typical 1/8<sup>th</sup> acre lot in VC, 2 dwellings or a duplex would be the minimum density.

In Village Residential Institutional, for Density and Affordable Housing-

1. We recommend allowing one ADU per residence in Village Residential Institutional land use designation only with the stipulation that additional ADUs should not be used as vacation rentals.

**Scott seconded the motion and it was passed unanimously.**

Public Comment – no addition public comment

## **PERMIT REVIEW**

Banner Bank sign

We had the same comments as we had for the WAFED Sign which was that it is not very Orcas Island and very urban. Discussion about logo colors and that we need to look at our sign ordinance. We all prefer the old Islander's Bank wooden carved. We don't have the problem with illumination as with the WAFED sign.

Brian wants to add next agenda items to all agenda's.

Leith wanted to schedule a special meeting to continue to work on the regulations and it was decided on January 18<sup>th</sup> from 3:30-5:30pm

Adjourned 6:33

Tree discussion. Terry will join with Leith and Charles in a zoom meeting with all board members, county partners and April's Grove. Sara reached out to Ady to recommend a goodbye tree ceremony.

NEXT REGULAR MEETING FEBRUARY 4, 2021

Submitted by

Leith Templin  
Chair

## **EPRC Response to San Juan County Staff's requested feedback on possible Eastsound Subarea and UGA Changes**

- A. **Comment - Density Goal:** The Land Capacity Analysis (LCA) found that the UGA has “between a 446-person excess and 13-person shortfall of residential capacity depending on how mixed-use areas develop.” A thirteen-person shortfall is a small number which could be met by a very small increase of density in a small area. We also know from historical data that although 50% is the GMA goal, more like 25-30% of residential development happens in the UGA, not because there wasn't capacity in the UGA, but because most people who move to Orcas Island choose to live in more rural areas. So, we want to be conservative about where we increase density and do it only to the extent needed to provide a small cushion for the 50% goal with the knowledge that it is very unlikely that the actual build-out remotely would approach 50%. In accordance with goals of maintaining a compact, walkable village center and providing affordable, year-round housing, the EPRC advocates first increasing infill density to the extent possible, within the village center. The increased density EPRC has recommended in VC by increasing the minimum density in VC to 16 per acre already goes a long way toward achieving this. Just changing the land use of the parcels on the northwest corner of Mount Baker and North Beach to VRI would make up the 13-person deficit adding 23+ units/47.45 persons minus the Market factor. Also, April's Grove coming on line just provided a huge chunk of the housing needed to accommodate the projected growth.

- B. Comment – Plan So Neighbors Face the Same Land Use and/or Density - A** planning best practice we would like to pursue is not to draw land use boundaries along roads, but instead to divide zones one parcel back from the street. Having one kind of density or land use on one side of the street and a higher density or different use on the other makes for unhappy neighbors. We support drawing new boundaries so that VRI faces VRI, VC faces VC, ER4 faces ER4 across the street whenever possible.

Examples:

- Village Commercial parcels facing each other across Main Street, Prune Alley, North Beach
- VRI parcels across from each other on Haven
- The remaining Eastsound Residential parcels facing each other across North Beach Road

## **Regarding Changes in Land Use Designation Standards:**

### **1) Changes to density in SLI:**

- a. Increase Lot Coverage in SLI – We fully support this recommendation.
- b. Decrease Setbacks in SLI – We do not support this recommendation. - As an Eastsound UGA goal, where residential land and industrial land come in contact, EPRC is actively looking for ways to reduce building proximity, provide sound and visual screening, and to buffer & protect residences from industrial encroachment on residential areas. We seek to increase both residential and industrial densities **where they are farthest apart from one another**. As a planning best practice planned buffering makes for good neighbors and higher property values. Visual screening and deeper setbacks are hallmarks of good intersections between industrial uses and residential uses. Increasing the lot coverage in SLI makes perfect sense as long as we retain full dense vegetative screening and setbacks are maintained between land uses and facing the street. If a parcel does not border a property with either existing or potential residential uses or is not across the street from such uses, then the setbacks and screening could be reduced. We consider the fact that Marina has smaller setbacks than SLI to be valid because Marina has residential uses as one of its primary uses, and all developments in Marina facing public streets are in fact conforming residential/lodging. So, there is no negative impact to the streetscape or the Eastsound Residential properties



across the street from what is simply more residential architecture in Marina. Industrial sites and warehouses, however, have a negative visual impact for residences and an impact on the streetscapes which are heavily travelled by local and tourist pedestrians, cyclists, and passenger vehicles. Existing setbacks should be kept. Vegetative screening should be kept or perhaps even enhanced for fuller visual separation.

- 2) **Add Industrial Capacity to Service Park Areas**– The service park parcels north of Maidenhair Lane including 271350005000 are poised for further development in a multi stage plan which is laying the groundwork for more lot coverage than currently allowed in Service Park. Since there is active development in this land use and a desire on the part of property owners to expand, please consider expanding lot coverage and non-noisy allowed uses to alleviate some of the needs currently being met in Service and Light Industrial.

## Regarding Changes to Land Use Designation Boundaries

- 1) **Candidate Area 2** - We support this recommendation. The parcels on Enchanted Forrest Road across from Bonnie Brae are perfect for the modest increase from 1 to 4 units per acre. Increasing density on any land that can access Mount Baker and Enchanted Forrest makes much more sense than creating more density which has to travel on the congested cul-de-sac of the North Beach Road neighborhood.
- 2) **Candidate Area 1** We support the conversion of the two parcels 271144008000 and 271144017000 on the corner of the Mount Baker North Beach intersection whose owners requested be changed to VRI-12. Going beyond that does not seem to be warranted to meet the density goal. We asked OPAL director Lisa Byers if OPAL would consider adding housing to the Wildrose Meadow or Oberon housing areas if they were upzoned, and she said no. So, there is no benefit to adding capacity there. If adding the density of the Candidate Area 2 parcels and the two parcels on the NE corner of North Beach / Mt. Baker Rd. intersection is not enough to meet and exceed the LCA requirements by a comfortable margin as we believe it does, then we would consider recommending extending VRI-12 to the 5-acre Mount Baker Road parcel (Klein) across from the medical center, but that does not seem necessary at this time.
- 3) **Candidate Area 3** – We don't support increasing density in this area and think it would be a significant mistake to relegate any of our existing traditional suburban street communities to 12 per acre development. This is what is happening in residential areas in lots of suburban neighborhoods where suddenly an 8-plex gets sandwiched in between two houses on a residential street. The value of existing built improvements drops as the land value increases and those owners increasingly over time can only sell

to someone who will tear down the house to put up a complex. This is unnecessary, and creates a poorly-planned street appearance of house-complex-house-complex for decades. In addition, the calculated net gain of residential units is not sufficient to justify the rezoning. We want to increase density where dense multi-unit developments create their own new complex or neighborhood such as April's Grove and not cannibalize the older neighborhoods. VRI-12 for the Christmas parcels is perfect for this. Luckily, there are several parcels that would fulfill this goal if needed.

## **Regarding the Land Use Change Requests**

**A) Split zoned Port of Orcas Parcel 271143016000** – Iterations of the EPRC for years have sought to keep the residential parcels on west side of North Beach Road as intact as possible with a buffer of SLI between the Eastsound Residential land uses and the airport (which is written in the Eastsound Subarea Plan Goals). The Port's decision to use FAA funds to buy the split-zoned parcel with its ER zone on North Beach Road has put San Juan County and Eastsound in a difficult position as the FAA will not permit the Port to develop non-airport residential uses on land they paid for. We understand that they would like more SLI space, but not at the expense of the residential areas which line the entrance to the North Beach neighborhood. EPRC would greatly prefer to:

- a. Leave it as a split zoned parcel. The Port may simply choose not to develop that portion of the lot or build airport use housing on it.
- b. If the split zone must be resolved, then create two distinct parcels from the one, keeping the land uses the same. Again, the Port could develop that lot or not, or could sell it and reimburse the FAA. The County has the authority to require either of these first two scenarios with the use of the land at the Port's discretion.
- c. If the County disagrees and makes this one whole SLI parcel abutting North Beach, we must get the 60-foot set back with landscaping/vegetative screening buffer which the Port of Orcas agreed to and which is shown on the Airport Master Plan, written as a deed restriction - a permanent setback from the property line (not the center of the ROW) that runs with the land. Also, the Port changed its master plan to reflect keeping the entrance(s) to the airport on Mount Baker Road and not onto North Beach Road. The Port of Orcas manager, Tony Simpson, and the Commissioners agreed to this, and it is depicted in the Airport Master Plan, but a new manager and several new commissioners reduces the certainty of this promise. Please do not grant the SLI change to this parcel without completing these vital steps.

- B) Klein Bartel Road Parcel** –No demonstrated need to expand the UGA. The slight shortfall of residential capacity in the UGA can be addressed through infill. Adding more undeveloped land to the UGA is not necessary to accommodate the projected population. Without a new road, adding that many new residents to the already busy traffic on North Beach Road would add to a growing problem. We recommend opening up Bartel Road as a public road through to Terrill Beach Road so that in the future when additional capacity is needed adding density to this area may be appropriate.
- C) The Nexco Airport Center** - Eastsound is limited in land for service and light industrial uses. Also, this is in Zone 5 of the Airport Accident Safety Zone. As stated in San Juan County Code in regulations related to the Sideline Safety Zone/Airport Development Zone (Zone 5) “5. Except as necessary and incidental to airport operations, the following uses that require or promote the concentration of people or have substantial occupancy by dependent populations (such as children, sick, or the elderly) are prohibited: schools, libraries, hospitals, nursing homes, day care centers, multifamily housing, playfields, public meeting rooms, public assembly uses, churches and religious assembly uses, restaurants, motels and hotels.” Restaurants are places of public assembly. We don’t recommend supporting this request.
- D) Fishing Bay Short Plat** – Adding these parcels does not add functionality to the UGA, and they are unlikely to be built out to add much additional density. We don’t recommend supporting this request.
- E) Christmas Parcels** 271144008000 and 271144017000 – This adds needed density and matches the VRI designations across the street. We are, however, concerned about possibly even more vehicular traffic going onto the already very congested flow of vehicle, foot and bicycle traffic from North Beach to town and back. We understand a traffic study was done in September. Were entrances and exits for these parcels addressed? If not, we ask for further traffic study to consider entrances/exits on Mount Baker to keep from impacting the significant pedestrian and bicycle traffic going primarily up and down North Beach Road, enabling an easy walk or bike connection to town from the North Beach residential neighborhoods. The pedestrian traffic on either side of Mount Baker is significantly less. Also, if a roundabout has been considered at the Mount Baker-North Beach intersection, please establish what additional setbacks would be necessary and plan for obtaining deeded setbacks and screening on both the Port of Orcas parcel 271143016000 and the Christmas parcel 271144008000 as a contingency for granting these land use changes. We are also amenable to adding turn lanes at this intersection to alleviate traffic.

## **EPRC Recommends the Following Which affects Development Patterns and Density in the UGA**

In Village Commercial land use designation–

6. We recommend establishing a minimum setback of 5 feet from the right of way, granting up to a 20 feet setback only if area for public gathering/use is allowed in front of the building.
7. We recommend requiring parking in the rear or side of the lot - or in the middle third of the lot if the lot faces two public rights of way in between two streets. No private parking in front of buildings.
8. We recommend establishing a minimum lot size of 1/8<sup>th</sup> acre. This is to prevent the miniscule lots such as have been created recently which prevent changes in use over time, relegating those tiny lots to be residential forever.
9. We recommend removing single family residence as an allowable use. Duplexes, multi-use, multi-family and commercial would remain as allowable uses. This would prevent the trend of new single family homes occupying the most valuable and usable commercial lots in the very center of town.
10. We recommend increasing the minimum density from 4 to 16. This means that on a typical 1/8<sup>th</sup> acre lot in VC, 2 dwellings or a duplex would be the minimum density.

Village Residential Institutional Density and Affordable Housing-

2. We recommend allowing one ADU per residence in Village Residential Institutional land use designation only with the stipulation that they should not be used as vacation rentals.