



## San Juan County Community Development & Planning

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**DATE:** April 11, 2008

### Staff Report

**TO:** PLANNING COMMISSION

**FROM:** COLIN MAYCOCK, SENIOR PLANNER,

**SUBJECT:** ORCAS VILLAGE PLAN

**ISSUE:**

Evaluating and making recommendations regarding the Orcas Village Plan

**EXECUTIVE SUMMARY:**

Mutually exclusive visions of the appropriate development standards have dominated the recent planning activities. The proposed plan is an attempt to find a few areas of consensual middle ground where possible. On those subjects where no clear preference could be determined, the plan hews to proposals that meet the San Juan County Comprehensive Plan and the requirements of the Washington State Growth Management Act (GMA).

**BACKGROUND:**

The Orcas Village Activity Center was identified in the 1998 San Juan County Comprehensive Plan. Ordinance 11-2000 redrew the village's boundary and adjusted the permitted residential density to the current, one unit per 2 acres.

The Orcas Village plan began in 1998, when a group of concerned citizens hired consultants, Amanda Azous and Peter Fisher to develop a plan. After researching the issues, meeting with village residents and other interested folks, the consultants published a plan. This plan focused on visual characteristics and the outright exclusion of many land uses. Furthermore, the 1999 plan recommended limiting the potential for any new commercial development in order to minimize the need for parking and to limit traffic.

Following from this foundational document, planners in Community Development and Planning drafted a number of plans between 2000 and 2007. Personnel turbulence within the department hampered the finalization of a completed plan. A new round of 8 public meetings began in July 2007 and finished on March 18<sup>th</sup> 2008. Over the course of these

meetings, new development standards were discussed and included in the subsequent plan.

Along with public input, the appropriate elements of the San Juan County Comprehensive Plan were given due consideration. In this regard, elements 2 and 3 were the most apposite and particular attention was paid to 2.2, 2.3.B and 2.6.A from the Land Use Element and 3.2.A, 3.2.B and 3.5.N from the Shoreline Master Program. In addition, Elements 5 and 6 were also consulted.

San Juan County Comprehensive Plan Section B, Element 2, 2.2.A General Goal, subsection 2.2.A.3 maintains that the County should “Direct high density residential and mixed use development into growth areas and into appropriate activity centers and residential activity centers to prevent sprawl and relieve growth pressure in the surrounding rural areas.”

Section 2.2.B Economy subsections 1-6 maintain, among others, that home occupations and cottage enterprises should be allowed, clearly defined land use designations, regulations and standard should be developed, tourist related businesses and activities should be allowed and that new commercial, industrial and institutional uses should be allowed provided they are “consistent and compatible with the islands natural environment, community livability and the needs of county residents...”

Section 2.3.B Activity Centers, Policies 2.3.B.1-16 further directs the County’s planning efforts to ensure that “Such areas allow for the continuance of the existing areas and uses and for infill in the areas to the level of existing patterns.” This Comprehensive Plan directive, when taken in conjunction with the definition of a Village Activity Center which states that Villages “provide some intensive uses and services..., but are not considered capable of or appropriate for urban level development at this time,” is reflected in both the proposed Orcas Village land use districts and the allowable uses.

Section 3.2.B Shoreline Master Program, Policies 3.2.B.1-7 directs the County, among others, to “locate commercial and industrial shoreline uses in already established commercial and industrial areas;” and to “provide for commercial and industrial uses within activity centers that are consistent with the underlying and adjacent land use designations and with the policies of the Shoreline Management Act.” The proposed plan’s land use districts, particularly the OV Commercial and OV Transportation Related serve these policies.

RCW 36.70A.070 (5) contains the GMA provisions for areas of Limited Areas of More Intense Rural Development (LAMIRDS) and details the characteristics of each of the three types.

Orcas Village is a Type 1 LAMIRD because it has a variety of commercial uses and residential activities. Type 1 LAMIRDS are authorized by RCW 36.70A.070 (5)(d) (i) – these areas consist of infill, development or redevelopment of existing commercial, industrial or mixed use areas. Type 1 LAMIRDS have fixed boundaries that are not currently allowed to change, the logical outer boundary is determined by ‘built environment’ and uses extant in July 1, 1990 or on the date the County decided to plan under the GMA, which in this case is November 1990.

Prosecuting Attorney, Randall Gaylord's paper, Issues in the Rural Communities (2003) details allowed uses in the Type 1 LAMIRD. "The broadest range of possible uses are allowed under Type 1 LAMIRDS. Industrial, commercial, residential, and mixed uses are expressly allowed. The nature and extent of the uses permitted in these areas are not subject to the rural visual compatibility and inappropriate conversion requirements of 070c."<sup>1</sup>

RCW 36.70A.070 (5) (d) (C) states;

Any development or redevelopment in terms of building size, scale, use or intensity shall be consistent with the character of the existing areas. Development and redevelopment may include changes in use from vacant land or a previously existing use so long as the new use conforms to the requirements of this subsection (5).

The proposed plan and associated development standards interpret the requirement for future consistency with the character of the existing areas in terms of average building size and perceived intensity of use.

The GMA also posits 13 separate goals that plans written within its purview are, ideally, supposed to uphold and further. In the context of the Orcas Village Plan, GMA goals 3, (Transportation), 4, (Housing), 5, (Economic Development), 6, (Property Rights), and 10, (Environment), are the most pertinent, however, goals 1, (Urban Growth), 2, (Reduce sprawl), 7, (Permits), 11, (Citizen participation and coordination) and 12, (Public facilities and services), are also elemental considerations in determining the validity of the whole plan.

The most recent series of meetings have shown that the development of an Orcas Village Plan is a contentious issue. It appears that the primary division is between conflicting visions of the village, on the one side there is an idea that it is a village which must tolerate a ferry terminal, while on the other, there is the notion that it's a ferry terminal that a village grew up around. And, as befits contentious issues, neither position is entirely wrong. Certainly without the ferry landing, it's unlikely that existing density of development would have occurred. That having been said, however, does not gainsay the fact that the village is now primarily a residential area and homeowners are legitimately concerned about the impacts of further commercial development in the village.

## **A. Population Estimates**

### **Year 2005 Orcas Island Population Estimates**

The estimated population of Orcas Island in 2005 was 4,894 or approximately 32% of the County's total population and Orcas Village currently makes up 1.5% of the islands' total. The growth rate for the island as whole was determined to be approximately 2.2% per year while average households consisted of 2.13 people. Orcas village covers approximately 111 acres, currently divided into 80 lots of varying size. There are approximately 38 houses and total population of approximately 81 people.

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<sup>1</sup> Gaylord, Randall. Rural Places: Hamlets, Small Towns, Villages, Crossroads and Residential Neighborhoods Under The Growth Management Act. April, 2003, P.5.

In the proposed plan there are 12 lots that would be zoned commercial. The commercial zone would cover approximately 12 acres. Of the 12 commercial lots, 10 already have buildings or other developments sited, 2 of which would be, under the provisions of this plan, considered built out and one lot that is the site of the Eastsound Sewer and Water District's treatment facility. There is only one entirely vacant commercial lot. All but 3 of the commercial lots are owned by county residents.

The residential district constitutes the bulk of the village, covering approximately 77 acres and is carved up into 56 lots. Approximately 34% of the residential lots are owned by absentee landlords. This means that 13 houses or approximately 28 people (34%) of the current Orcas Village population are non residents. Ultimately this implies that there are approximately 53 full time residents in the village and 25 full time households.

Provided all other factors are equal, the projected population of Orcas Village will be 100 resident and non resident people by 2020<sup>2</sup>, or 66 full time residents. This population increase would entail the creation of approximately 9 more houses for a village total of 47 homes.

The village commercial district contains approximately 25,000 square feet of commercial space or approximately 472 square feet per village resident. As a comparison, it can be derived from the Eastsound Land Supply Analysis<sup>3</sup> that the commercial district in Eastsound contained approximately 243 sq ft of commercial space per Eastsound resident. Unlike Eastsound, the commercial activities in Orcas Village are primarily focused on serving the needs of transient consumers such as individuals utilizing the ferry and are, by definition, service activities. The current commercial activities in Orcas Village include; restaurants, transient lodging, retail sales and tourist services such as Kayak trips.

## Development Potential

Orcas Village LAMIRD						
			# Parcels	Acres		
	<b>Total LAMIRD</b>		<b>80</b>	<b>110.89</b>		
<b>I. Developed Parcels with Building or Other Improvements</b>						
<b>A. Developed parcels /w residences</b>						
dev r	1 ac or less		19	12.79		
dev r	1-2 ac		13	17.32		
dev r	2-3 ac		3	7.66		
dev r	3-4 ac		2	7.02		
dev r	4-5 ac		1	4.69		
dev r	5-6 ac		1	5		

<sup>2</sup> The OFM population projections for GMA purposes, Nov 2007 release puts the County's population at 20,857 in 2020. The total population on Orcas is 32% of that or 6,674 and 1.5% of that gives us 100.

<sup>3</sup> Eastsound Land Supply Analysis, Feb 2008.

dev r	6+ ac		0	0		
Total /w res. development			<b>39</b>	<b>54.48</b>	39	54.48
<b>B. Developed Parcels /w Commercial Development</b>						
dev c	1 ac or less		8	3.78		
dev c	1-2 ac		1	1.2		
dev c	2-3 ac		0	0		
dev c	4+		1	4.72		
Total /w comm. development			<b>10</b>	<b>9.7</b>	49	64.18
<b>C. Transportation Related Lots</b>						
dev gov	1 ac. or less		3	1.37		
dev gov	greater than 1 ac		2	6.48		
Total			<b>5</b>	<b>7.85</b>	54	72.03
<b>D. Right of Way Parcels</b>						
dev row	total		<b>1</b>	<b>2.41</b>	55	74.44
<b>E. Utility Parcels</b>						
dev u		total	<b>5</b>	<b>5.02</b>	60	79.46
<b>F. Parking lots</b>						
dev p	total		<b>1</b>	<b>.63</b>	61	80.09
<b>II. Vacant Parcels</b>			<b>#</b>	<b>Acres</b>		
<b>A. Vacant Commercial</b>						
Vac c	1 acre or less		0	0		
Vac c	1-2 acres		0	0		
Vac c	2-3 acres		1	2.26		
Vac c	3-4 acres		0	0		
Vac c	5+ acres		0	0		
			<b>1</b>	<b>2.26</b>	62	82.35
<b>B. Vacant Residential Parcels</b>						
vac	1 ac or less		7	3.77		
vac	1-2 ac		7	10.12		
vac	2-3 ac		2	4.22		
vac	3-4 ac		0	0		
vac	4-5 ac		1	4.3		
Total vacant parcels			<b>17</b>	<b>22.41</b>	79	104.76

<b>C. Marina</b>						
Total			<b>1</b>	<b>6.13</b>	80	110.89
Average Commercial Development				2,862 sq ft		
Average Commercial FAR				.20		
Median Commercial Development				1,913.5		
Median FAR				.09		
Average Residential Development				1,744		
Average Residential FAR				.048		
Median Residential Development				1,676		
Median Residential FAR				.039		
<b>III Development Potential</b>			Total	Further Potential		
Residential Development Potential			18 <sup>4</sup>	4 <sup>5</sup>		
Commercial Development Potential			8 <sup>6</sup> buildings or 24,000 sq ft	9 new buildings or 27,000 sq ft <sup>7</sup>		

<sup>4</sup> At the existing residential density of one unit per two acres and allowing one residence per pre-existing lot.

<sup>5</sup> If the two residential lots that are larger 4 acres or larger were subdivided to allow for maximum residential development.

<sup>6</sup> One vacant Commercial lot of 2.26 acres could make 4 half acre lots, which would equal 8 buildings at 3,000 sq ft each.

<sup>7</sup> If the 4.75 acre lot, which is the site of an approximately 1,000 sq ft building, was subdivided and only commercial buildings were constructed, provided there were sufficient water and sewer capacity.

The approximately 472 square feet of commercial space per Orcas Village resident is less a reflection of the village residents spending habits, than the thousands of people who pass through the village on a regular and predictable basis.

According to the 2006 Origin/Destination Onboard Study carried out by Washington State Ferries, there are approximately 2,400 people passing through the village daily on the weekend and approximately 1,200 daily during the week. The extent to which the commercial space has been developed in response to the pass through traffic can be further refined by considering the relevant numbers coming to and leaving the island. The Origin/Destination study found that while there had been an overall decline in the number of riders since 1999, in 2006 approximately 1,311 people left the island on any given weekend day while 1,060 arrived over the same period. The weekday numbers are roughly 50% lower with an average of 646 people leaving and 543 arriving.

99% of the passengers disembarking at Orcas leave either by motor vehicle (81%) or on foot (18%). The majority of pedestrians are either picked up at the landing or have a vehicle parked nearby. (50% of weekday respondents have a vehicle at their destination.) All of which implies that the majority of passengers disembarking at Orcas Village move relatively quickly out of the village to other island destinations.<sup>8</sup> This, in turn, when considered in conjunction with the size of the village population, also indicates that the village, in and of itself, is not a destination *per se* but rather a point of entry and embarkation.

On an average week, Orcas village is host to approximately 10,687 people, 6,982 of which will spend some time in the village while waiting for a ferry. The Origin/Destination Onboard Survey notes that the “mean perceived wait time on weekdays in 2006 was 57 minutes” while the “mean perceived wait time for weekends in 2006 was 50 minutes” (WSF, 5-30). The very basic demographic profile of the ferry passengers presented by the Origin/Destination Onboard Study, shows the average age of passengers is 48 years old and the average income for passengers is between 80 and 84 K per annum. This combination of age and relative wealth<sup>9</sup> of the ferry passengers is congruent with the demographic profile of the County as a whole and, more significantly for the Orcas Village business community, is indicative of the size of the potentially untapped market and the desirability of creating new or expanding existing businesses within the village.

In addition to the Residential and Commercial zoning districts, the plan posits a Transportation Related district which covers 5 lots and approximately 8 acres. The purpose of the transportation district is to preserve the land currently owned by Washington State Ferries for purely transportation and transportation related uses. During the summer months, particularly on or immediately following holiday weekends, the number of cars waiting for ferries exceeds the amount of space available in the holding lanes and spill out along both sides of the Orcas Road inconveniencing the residents of Orcas Village. The Transportation Related district ensures that the large parcel currently owned by WSF immediately northwest of the holding lanes, which could be used for taking up the overflow, is guided toward that use regardless of ownership.

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<sup>8</sup> I will return to this idea when considering the questions of traffic and safety.

<sup>9</sup> The Office of Financial Management shows that the average Per Capita Income in Washington in 2006 was \$37,423.

## Traffic In Orcas Village

In previous versions of the Orcas Village Plan and at numerous public meetings the related issues of parking and traffic have arisen and a strong desire to minimize the number of trips that are generated by activities within the village, as opposed to the ferry traffic, has been consistently expressed. In order to achieve that end commercial building size was restricted to 2,000 sq ft and a height of no more than 20 ft.

Trip Generation, 6<sup>th</sup> Edition by the Institute of Transportation Engineers, details the number of expected trips certain land uses may generate. Unfortunately this text does not offer a category for small, specialty retail,<sup>10</sup> so the trip generation table for an Apparel store was used to estimate expected trips to new retail in the village. The apparel store trip generation was used for forecasting retail commercial development in the village because Staff determined that such a store would have a sufficient specificity to be consistent with the enterprises that may be developed in Orcas Village.<sup>11</sup> Assuming the peak rate of 3.83 trips per thousand square feet per hour, we could expect a 3 thousand square foot retail outlet to generate approximately 276 trips per 24 hour day or one trip every 5 minutes.

A restaurant of similar size would generate approximately 267 trips per 24 hour day or one trip every 5.5 minutes.

Presuming that the existing businesses remain unchanged and that only the predominantly vacant commercial parcels were subdivided and developed to the maximum capacity<sup>12</sup> (7 acres), this would create 14 half acre lots and twenty eight 3,000<sup>13</sup> sq ft buildings or 84,000 sq ft of commercial space within an area measuring 304,920 sq ft. To put this into perspective, the maximum allowable commercial development within the commercial zone would cover approximately 27% of the developable land, a significant decrease in the 50% lot coverage proposed in the July 2007 plan.

Further presuming an equal mix of retail and restaurants, these businesses would generate approximately 5,952 trips per day.

The current Level of Service (LOS) on the Orcas Road and Killebrew Lake Road, the two roads that service these parcels, is an Annual Average Daily Traffic (AADT) of 6,447 while the current AADT is projected to be 2,483. The difference between the LOS and the projected AADT is the excess capacity, (3,964), that is to say the number of trips that can be accommodated on the road without changing the LOS.

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<sup>10</sup> Specialty Retail Center is characterized as a strip mall whereas Shopping Center is characterized as an integrated group of commercial establishments planned and developed as a unit.

<sup>11</sup> The Trip Generation numbers were developed through extensive studies on the mainland and as such must be approached with a degree of caution because they cannot take the local circumstances into account. Within the context of an integrated city or suburb the Trip Generation texts have proven to be quite accurate, however the constraints of island living in general and the role of Orcas Village as the Transportation hub of the island inevitably undermine the trip numbers generated by using the text. While some island residents will come to Orcas Village to get something specific from the market or eat dinner at the hotel, the majority of customers for the businesses in Orcas Village are the ferry passengers, who will have parked their car in the holding area and will walk between businesses thereby seriously undermining the Trip Generation numbers. By the same token, should a retail outlet stock a product that was both highly desirable and equally unavailable elsewhere on the island, a greater than projected number of trips would be expected to result.

<sup>12</sup> The maximum capacity scenario presumes that there would be enough water available, a premise that is unlikely on its face.

<sup>13</sup> A total of 6,000 sq ft of constructed space on a half acre lot (21,780 sq ft) is the equivalent to 27% lot coverage.

According to the Trip Generation text, single family residences generate approximately 9<sup>14</sup> trips per day. By this measure, the current trips generated by the village residents will be 225 per day. Using the population projection for the village, then by 2020 there will be 31 full time households in the village, generating approximately 279 daily trips.

Combined then both commercial and residential traffic would create an AADT of approximately 6,231 trips per day by 2020. The current AADT<sup>15</sup> when projected to 2020 results in an AADT of 3,519.

Altogether then there is the potential for a total of AADT of 9,750, or an excess of approximately 3,300 AADT which would either entail a decline in the LOS from a D to a low to middle LOS E.<sup>16</sup>

If, however, the conservative presumption is made that only 60% of the business customers are parked within the ferry holding lanes, the amount of AADT generated at maximum commercial buildout would be 2,381 for a total of 6,179 by 2020, which means there would be an excess capacity on the road of 268 AADT or 4% of the total. Given that 91% of the Village traffic is directly tied to the ferries, if we presume that 91% of all customers of the potential commercial development parked their cars in the holding lanes then, the total AADT generated by the commercial area at buildout would be 536. If combined with the projected AADT (3,519) and projected household traffic (279) would create a maximum AADT by 2020 of 4,334, which would allow for an excess capacity on the road of approximately 32%.

As noted below, the Trip Generation texts can only offer the broadest of brushes to project the traffic impacts of business and home development in Orcas Village over the next 12 years. The primary difficulty of relying on these texts is that they do not, and cannot, take into account the most salient characteristic of Orcas Village itself; that it is a collection of houses and businesses grouped around the island's only commercial ferry landing and that ferry traffic makes up approximately 91% of traffic in and through the village.

As noted above, the 2006 Origin/Destination Onboard Study, shows that approximately 2400 people pass through the village on Saturday and Sunday while approximately 1200 pass through the village on each day of the week.

The Orcas Village Traffic and Circulation Study completed in December 2001 posited the AADT in the village was 2,113. This AADT projected at a 3.5% PA growth rate, shows a total AADT of 2,483 in 2007. When the ferry traffic numbers are further refined by considering the percentage of walk on passengers keep either a vehicle at the terminal (50%) or are picked up is at least 80%, it quickly becomes apparent that the AADT along Orcas Rd is not entirely dissimilar to the traffic directly related to the ferries. If 2,483 AADT is the average amount of traffic on the Orcas Road in the village on any given day and, to be conservative, we use the heavier average weekend ferry traffic as a baseline, the result is approximately 2,260 AADT, (1,920=81%of passengers disembarking or embarking via a

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<sup>14</sup> Again, caution is necessary when evaluating these numbers as they are averages based upon studies carried out in areas with demographic profiles that include children and 3 car garages are common.

<sup>15</sup> Based on the 2001 Orcas Village Traffic Study and projected at a 3.5% growth per annum, which in itself is problematic as it is clear the number of trips made on Orcas has been declining since 2005.

<sup>16</sup> See SJC Comprehensive Plan, Section B, Element 6, 6.5.C, Table 4.

motor vehicle + 340=80% of the 426 walk on/off passengers = 2,260), or 91% of the projected 2007, 2,483 AADT.<sup>17</sup>

The discrepancy between the projected AADT and the ferry traffic is only 223 AADT. This difference mirrors, almost too perfectly, the projected number of trips generated by the village's full time residents as proposed by the Trip Generation text.

## Road Safety

As a corollary to the weight pedestrian and vehicle traffic flowing through the village, a great deal of concern has been expressed at public meetings regarding the safety of travel along the Orcas Village road. As expressed, the concern centers upon the cars parked often on both sides of the road north of the ferry lane turn off and the potential for accidents the improperly parked cars present. This particular safety issue is often deployed as part of the rationale for limiting commercial development in the Village core to the 2,000 sq ft, 20 ft high buildings proposed in previous plans.

While at first glance, this appears a legitimate concern and thus a potential reason for limiting the amount of commercial development in the village, however, the facts detailed below point to a different interpretation of the extent of the danger.

According to the Sheriff's department there have been 14 accidents in the first half mile of the Orcas Road since 1990. Of those accidents:

- 3 were Animal related
- 2 were Environmental
- 1 was Medical
- 1 was related to Alcohol
- 7 were attributed to driver error

Of those 7 attributed to driver error, one occurred at the half mile marker where someone lost control and went over the embankment. Another was when a driver parked on the hill and left the handbrake off.

In essence, there have been 5 accidents on this stretch of road between 1990 and 2007 that may be directly related to ferry traffic. The nature of the accidents bear this out, there were 2 collisions with parked cars and 3 collisions with stopped cars.

The analysis of road systems encompasses a wide variety of factors, (mechanical factors such as width, pitch, state of repair, sightlines and surface; environmental factors such as temperature, wind, animals, rain, snow and fog; human factors such as drivers experience, type of vehicle, state of mind and level of distraction), that, in this case, makes assessing the safety or the extent of risk posed by a given stretch of road a remarkably complex procedure. One method used by Washington Department of Transportation is to determine the average number of accidents per million miles traveled within a given jurisdiction.

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<sup>17</sup> These numbers represent a reasoned evaluation of nonsymmetrical data taken at different times and by different agencies for different purposes. For example, there has been no attempt to distinguish between the percentage of ferry riders who drive alone or with one or more passengers per vehicle. This should not, however, detract significantly from the overall point that the traffic in Orcas Village is almost entirely related to those boarding and unloading from the ferry.

WSDOT holds that the San Juan County average is 3.3 accidents per million miles traveled.

Taking the 2001 AADT 2,113 as constant for the 17 years for which the County has accident data equals 771,245 trips along this stretch of road per annum or a total of 13,111,165 trips in 17 years. Dividing this by the number of ferry related accidents shows that there is approximately 1 accident every 2,622,233 miles or less than one third of the County Average of 3.3 accidents per million miles, (one accident every 303,030 miles).

If the stretch of road under consideration is expanded to include the mile 1 marker and all 19 accidents reported over 17 years are considered (1.11 accidents per annum), then if the same calculation is made then it can be seen that 19 accidents divided by 13,111,165 miles traveled equals 1 accident every 690,061 miles or 1.4 accidents per million miles traveled or approximately half of the County average.

While these considerations do not constitute absolute proof that this stretch of Orcas Road is 1 and ½ times safer than other roads in the County, they do not support an interpretation that there are conditions particular to the village that pose a greater than normal threat to the health and well being of the residents or people passing through.

## **Traffic Impact of Opal Housing**

A separate but related concern about traffic has been voiced regarding the potential traffic impacts on the single track Orcas Hill Road, if the proposed 12 unit Opal housing project is constructed on the properties currently owned by the group.

Currently there are 15 residential parcels indirectly serviced<sup>18</sup> by Orcas Hill Road, 10 of which have residences, 6 of which are full time. The most recent traffic count for Orcas Hill road is from 2000 and shows a 76 AADT. This is the equivalent of 1 car every 20 minutes. As noted above, the Trip Generation text holds that single family residences generate 9 trips per day, if we use that number, the 2000 AADT overstates the number of daily trips by 22. As this difference could account for the part time residents, staff proposes to use 76 AADT as the base for the remaining calculations.

The proposed OPAL development would consist of 12 units along at the top of Orcas Hill Road and would add, in the worst case, 108 average annual trips per day to this road, bringing the total to 184 AADT or approximately one car every 8 minutes. Although there is no Level of Service assigned for this road, and thus no categorical means to determine whether an AADT of 184 would exceed acceptable standards, the 1997 Highway Capacity Manual describes the C Level of Service characteristics for unsignalized minor streets as regularly creating a wait of between 15 and 25 seconds at the intersection with traffic characteristics of "Average traffic delays. There is often more than one vehicle in the queue. Drivers begin to feel constricted."<sup>19</sup>

Given that the current AADT of 76 is effectively 1 car every 20 minutes, Staff holds that this would constitute an LOS of A, and that the addition of the traffic generated by the Opal would reduce the LOS to no lower than a C. Having said that, Staff also contends the

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<sup>18</sup> There are two private roads that feed into Orcas Hill road and the residences are directly serviced by the private roads.

<sup>19</sup>See [http://www.ci.battle-ground.wa.us/docs/trans\\_system\\_plan/appendix.pdf](http://www.ci.battle-ground.wa.us/docs/trans_system_plan/appendix.pdf)

single track road requires a greater than average amount of caution while traversing and posting a 20 mph speed limit should be reviewed by the County Engineer.

The development of an Orcas Hill Road improvement program to be included into the annual 6 year transportation plan should also be considered.

## **PARKING**

Over the years and throughout the different draft plans, there has been a consistently expressed concern regarding the existence and future provision of parking space within the Village. The issue, as expressed, is not limited to the summer months when ferry overflow parking straddles the Orcas Road north of the ferry holding lane entrance and sometimes may stretch down the hill and out of the village, but also includes short and long term parking along Killebrew Lake road. In essence, cars parked anywhere beyond the Ferry parking lot and the parking lot north of the Post Office are perceived as out of place or inappropriately positioned. On Killebrew Lake Road, immediately east of the market, there are a number of short term parking spaces, (15 minutes-2 hours) that are consistently used by people making longer trips by ferry to other islands or the mainland.

The long lines of cars north of the ferry holding lane entrance are particularly pronounced following national holiday's such as Memorial Day, Labor Day or the Fourth of July. At these peak periods it is possible for people to be waiting for up to three sailings (approximately 9 hours) if not longer before they get on a boat. There are approximately 5 parcels within the village that abut the Orcas road in this area and are thus immediately affected by the parked cars and their attendant passengers, there are a further 4 parcels that do not abut the road but are serviced by private roads that open on to it. These parcels are on the western (water) side of the road, there is only one parcel on the landward side in this area and it is currently undeveloped and owned by Washington State Ferries.

There are, then, two separate but related issues, inadequate enforcement of existing parking regulations within the village and the inadequate provision of holding space for ferry passengers at peak periods. Regarding the latter, the obvious inconvenience caused by blocked access to houses, or reduced visibility when pulling out onto Orcas Road, or the noise generated by large numbers of people whiling away the time should not be taken lightly. As noted above, however, there is no evidence to suggest that there exist circumstances that require additional safety precautions, furthermore, it is clear that the village exists, both now and historically, as the point of embarkation or disembarkation for the ferries (among other attendant maritime industries) so any action that might hamper this function would be counter productive.

That having been said, clearly it is in the best interests of the residents of Orcas Village, as well as the residents and visitors to Orcas Island that additional parking spaces/holding lanes are constructed sooner rather than later. The construction of additional parking spaces/holding lanes will require joint action by the County and WSF. In order to meet this need the plan proposes the creation of Transportation Related district<sup>20</sup> to encourage the development of the parking spaces/holding lanes.

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<sup>20</sup> The Transportation Related district will be more fully discussed below.

## Development Standards

The proposed Orcas Village Development Standards are detailed in the following table and notes;

Development Standard	Orcas Village Transportation Related <sup>(12)</sup>	Orcas Village Commercial	Orcas Village Residential <sup>(14)</sup>
Minimum Setback <sup>(1,2,3,4)</sup> Front or Road (feet) <sup>(10)</sup> Rear or Side (feet)	10 feet 15 ft	10 feet 10 ft <sup>(5)</sup>	10 feet 10 feet
<b>Maximum Building Dimensions</b>			
Building Footprint <sup>(11)</sup>	2,000 sq ft	3,000 sq ft	3,000 sq ft
Building Floor Area <sup>(6)</sup> (sq ft)	4,000 sq ft	3,000 sq ft	4,000 sq ft
Height (ft) <sup>(7,8,13)</sup>	28 ft	28 ft	28 ft
Cumulative Building Floor Area	12,000 sq ft	6,000 sq ft	4,000 sq ft
Minimum Lot Size	N.A.	½ acre	N.A.
Minimum required open space or landscaped area <sup>(9)</sup>	N.A.	10%	30%

### Notes:

1. Setbacks from roads shall be measured from the margin line of the road right-of-way. This measurement shall be to a line parallel to and measured perpendicularly from the appropriate line. Side and rear setbacks are measured from the edge of the property in the same manner as street setbacks. Also, see note 10, below.
2. Fences are exempt from setback requirements, except when they impair sight lines at intersections, as determined by the County Engineer.
3. Setbacks do not apply to mail boxes, wells, pump houses, bus shelters, septic systems and drainfields, landscaping (including berms), utility apparatus such as poles, wires, pedestals, manholes, water pipes, water valves and vaults, and other items as approved by the administrator.
4. Road right-of-way setbacks may be waived, at the discretion of the County Engineer, when the presence of shoreline setbacks, property lines, topography or other restrictions make it unreasonable to construct a structure without encroaching into the road right-of-way setback.
5. The minimum side and rear setbacks shall be 10 feet.
6. Building Floor Area: will be determined by the entire horizontal area enclosed by the exterior wall line and contiguous roofline excluding porches and decks that extend no more than 10 feet from exterior wall line. Porches and decks

that extend more than 10 feet from exterior wall line or exceed 300 sq ft cumulatively will be included in overall floor area.

7. Chimneys, smokestacks, fire or parapet walls, ADA-required elevator shafts, flagpoles, utility lines and poles, skylights, communication sending and receiving devices, HVAC and similar equipment, and spires associated with places of worship are exempt from height requirements.
8. Structures used for the storage of materials for agricultural activities are exempt from maximum building height requirements.
9. Open space must be maintained in its natural condition, in agriculture or forestry use, or landscaped according to SJCC 18.60.160.
10. Road setbacks from Orcas Road, west of the ferry landing, shall include a buffer of natural vegetation and grade of at least 10 feet on the west where possible and to the top of the slope on the east.
11. Building Footprint will be determined by the horizontal area enclosed by the exterior wall line and contiguous roofline excluding porches and decks that extend no more than 10 feet from exterior wall line that is closest to the average grade. Porches and decks that extend more than 10 feet from exterior wall line or exceed 300 sq ft cumulatively will be included in overall footprint.
12. Transportation related commercial activities, on TPN 262111011, excluding parking, cannot exceed a cumulative floor area of 12,000 sq ft subject to all development standards, i.e. Building size cannot exceed 4,000 sq ft and may not be closer than 30 lineal ft to the footprint of an adjacent building.
13. A height bonus allowing a maximum height of 32 ft will be granted for those buildings with a roof pitch no less than 6:12.
14. Residential development is limited to one (1) residential unit per lot, unless an Accessory Dwelling Unit is present at the time of adoption or is developed subject to the regulations, policies and restrictions of Ordinance 7-2006 and Ordinance 12-2007, or is part of a rural residential cluster development per SJCC 18.60.230 or a PUD per SJCC 18.60.200.

The standards were developed through both a public process and an analysis of the square footage of buildings within the village on file in the San Juan County Assessors office. The standards above<sup>21</sup> were presented to the public on March 18<sup>th</sup>, 2008 at a public meeting where they met with a mixed reception.

In determining the limit to the size of the building and floor area appropriate in the commercial district, due consideration was given to the public preferences, the County's parking requirements<sup>22</sup>, setback requirements, open space requirements and GMA

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<sup>21</sup> The standards have, since March 18, 2008 received a few minor amendments.

<sup>22</sup> Presuming a single generic parking space measures 9' x 20' and covers 180 sq ft. A 3,000 sq ft restaurant would require approximately 30 parking spaces or approximately 5,400 sq ft. On a half acre lot the restaurant and parking combined would cover 8,400 sq ft or 38% of the lot. Obviously two 3,000 sq ft buildings and parking would cover 76%

requirements. As noted above, the GMA demands that future development within Type 1 LAMIRD's like Orcas Village is consistent with existing uses, scale and intensity.

Furthermore, as shown above the average amount of commercial space developed on a commercial lot in Orcas Village is approximately 3,000 sq ft. on an average lot of 1.17 acres. The proposed maximum commercial development would allow for two buildings on a half acre lot of 3,000 sq ft each<sup>23</sup>, which means the built environment is in keeping with existing scale of the village but allows for the increased intensity of use that the Hotel and Market enjoy. As noted in the traffic projection above, the presumption that, like every other business within the village, the majority of the customers are waiting for a ferry means that the even at maximum buildout the LOS on the road will remain the same. Furthermore, the maximum buildable area in the commercial district is compliant with goals 5 and 6 of the GMA, and provides existing and future commercial activities sufficient space to expand without negatively impacting the visual qualities of the village.

The proposed 4,000 sq ft limit on residential development in the village is the product, again of public discussions and expressed preferences alongside the GMA directive to maintain consistency with the existing scale of the village. The 2007 plan placed no limitations on the size of single family residential development, beyond lot coverage and setbacks. At the public meetings a variety of preferences were expressed with regard to the size of residential development that ranged from no restrictions at all,<sup>24</sup> to a sliding scale allowing for up to 6,000 sq ft on lots larger than 5 acres. The average size of a residence in Orcas Village is approximately 2,000 sq ft recent development trends however, have favored larger homes. In keeping with GMA goals 4 and 6 the proposed limit on residential development allows for the construction of new houses within the village, that are larger than many of the others but do not exceed the size of one of the most recent additions. Furthermore, there are only 18 potentially buildable lots currently available for new residential development which, in turn, is dependent on the availability of water and waste water treatment options<sup>25</sup>. Previous plans have stressed the relative paucity of the water supply and the availability of water is likely to remain one of the factors, beyond County control that inhibits development within the village<sup>26</sup>.

The Transportation Related district will be discussed more fully below.

## Land Use Tables

Determining allowable uses within Orcas Village and their appropriate permitting procedures is controversial. Allowed uses are not necessarily built uses and the permit procedure associated with the use in question ideally should reflect the level of potential on- and off-site impacts; the greater the impacts, the more demanding the permit procedure. Land uses that are incompatible with other village uses, either due to on and offsite impacts, or intensity of use, are forbidden. The land use tables were developed during recent round of public meetings. In addition to the public meetings, an online poll

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of the lot. This does not imply a dense layout however as almost 50% of the lot would be set aside for parking. See SJCC 18.60.120, table 6.4.

<sup>23</sup> In the commercial district, as the public meeting records attest, there is support for 3,000 sq ft buildings.

<sup>24</sup> Beyond those detailed in SJCC 18.60.050 Table 6.1 which allows for 50% lot coverage with a height of 30 ft.

<sup>25</sup> The sewer system is running at about 30% of its total capacity and there is a private water system, Orcas Landing Inc. An OLI board member, however, informed staff that there were no more connections available until a large capital investment to upgrade the system had been made.

<sup>26</sup> SJCC 8.06 Water Wells and Water Systems requires all development to show there is sufficient water available and that new wells do not negatively impact existing ones.

was taken, the results of which are available at;  
<http://www.sanjuanco.com/Special/LUPrintableResults.aspx>.

Table 3. Permitted and Prohibited Land Uses  
 Commercial Land Uses

<b>Land Use As Defined in SJCC UDC</b>	<b>Orcas Village Transportation Related</b>	<b>Orcas Village Commercial</b>	<b>Orcas Village Residential</b>
<b>Commercial Uses</b>			
<b>Automotive Service and Repair</b>	<b>No</b>	<b>Cond</b>	<b>No</b>
<b>Bed &amp; Breakfast Residence</b>	<b>No</b>	<b>No</b>	<b>Yes</b>
<b>Bed &amp; Breakfast Inn</b>	<b>Yes</b>	<b>Yes</b>	<b>No</b>
<b>Day Care 1-6 Children</b>	<b>No</b>	<b>No</b>	<b>Disc</b>
<b>Day Care 7+ Children</b>	<b>No</b>	<b>No</b>	<b>No</b>
<b>Drinking Establishment</b>	<b>Cond</b>	<b>Yes</b>	<b>No</b>
<b>Eating Establishment</b>	<b>Cond</b>	<b>Yes</b>	<b>No</b>
<b>Hotel/Motel</b>	<b>No</b>	<b>Yes</b>	<b>No</b>
<b>Indoor Entertainment facility</b>	<b>No</b>	<b>No</b>	<b>No</b>
<b>Nursing Home</b>	<b>No</b>	<b>Cond</b>	<b>Cond</b>
<b>Personal and Professional Services</b>	<b>Yes</b>	<b>Yes</b>	<b>Yes</b>
<b>Residential Care Facilities, 1-8 people</b>	<b>No</b>	<b>No</b>	<b>Disc</b>
<b>Residential Care Facilities, 9-15 people</b>	<b>No</b>	<b>No</b>	<b>No</b>
<b>Retail Sales and Services</b>	<b>Yes</b>	<b>Yes</b>	<b>No</b>
<b>Transient Rental<sup>(5)</sup> of Residence or Guest House or Accessory Dwelling Unit</b>	<b>No</b>	<b>Cond</b>	<b>Cond<sup>(5)</sup></b>
<b>Warehouse, Mini Storage and Moving Storage Facilities</b>	<b>No</b>	<b>No</b>	<b>No</b>
<b>Unnamed Commercial Uses<sup>(6)</sup></b>	<b>Cond</b>	<b>Cond</b>	<b>Cond</b>

Industrial Land Uses

<b>Land Use as Defined in SJCC UDC</b>	<b>Orcas Village Transportation Related</b>	<b>Orcas Village Commercial</b>	<b>Orcas Village Residential</b>
<b>Industrial Uses</b>			
<b>Bulk Fuel Storage Facilities (For Retail)</b>	<b>Cond</b>	<b>Cond</b>	<b>No</b>
<b>Light Manufacturing</b>	<b>No</b>	<b>Disc</b>	<b>No</b>
<b>Storage and Treatment of Sewerage, Sludge and Septage-Alternative Systems</b>	<b>No</b>	<b>Cond</b>	<b>Cond</b>
<b>Storage and Treatment of Sewerage, Sludge and Septage- Lagoon Systems</b>	<b>No</b>	<b>No</b>	<b>No</b>
<b>Wholesale Distribution Outlet</b>	<b>No</b>	<b>No</b>	<b>No</b>
<b>Unnamed Industrial Uses</b>	<b>Cond</b>	<b>Cond</b>	<b>Cond</b>

The GMA, RCW 36.70A.070 (5) (d) v, states that an “existing area or existing use is one that was in existence...(B) On the date the county adopted a resolution under RCW 36.70A.040(2).” San Juan County passed Resolution 197, (Resolution Adopting A Regional Implementation Strategy and Funding Distribution Formula for Activities to be Carried Out Under the Growth Management Act of 1990), November 28, 1990.

In this context Staff is interpreting ‘area’ to mean the space within the Orcas Village Boundary and ‘use’ to mean existing land uses contemporary with the adoption of the resolution. Although land uses have not been static within the Village since November 1990, it’s clear that there were residences, retail sales of goods and services, restaurants, a bed & breakfast residence, bulk fuel storage, transient rentals, a marina, a public dock, utilities, a ferry terminal and roads.<sup>27</sup> As these uses are already in existence within the village, Staff holds that commercial uses allowed in 1990 should, for the most part, continue to be allowed. Bulk fuel storage (retail), however, should be allowed only insofar as it meets the needs of an Automotive Repair and Service station and given that there was no Automotive Repair and Service station in the village in 1990, the development of one would only be allowed with a conditional use permit. These same uses in the Transportation Related district should be subject to the more stringent conditional review process due to the need to ensure that the commercial uses that are intended to be ancillary to the containment of ferry traffic, remain precisely that. It is intended that the conditional use permits to develop commercial uses within the Transportation Related district would be premised on the prior provision of parking spaces and ferry holding lanes.

<sup>27</sup> To the best of Staff’s knowledge this list is complete.

Residential Uses

<b>Land Use as Defined in SJCC UDC</b>	<b>Orcas Village Transportation Related</b>	<b>Orcas Village Commercial</b>	<b>Orcas Village Residential</b>
<b>Residential Uses</b>			
<b>Cottage Enterprise</b>	<b>No</b>	<b>Disc</b>	<b>Disc</b>
<b>Farm Labor Accommodations for persons employed in agricultural production on the premises</b>	<b>No</b>	<b>No</b>	<b>No</b>
<b>Farm Stay</b>	<b>No</b>	<b>No</b>	<b>No</b>
<b>Home Occupation</b>	<b>Yes</b>	<b>Yes</b>	<b>Yes</b>
<b>Mobile Home Parks</b>	<b>No</b>	<b>No</b>	<b>No</b>
<b>Multi-family Residential Units (3+units)</b>	<b>No</b>	<b>Prov</b>	<b>Prov</b>
<b>Planned Unit Development</b>	<b>Yes</b>	<b>Yes</b>	<b>Yes</b>
<b>Rural Residential Cluster Development</b>	<b>Cond</b>	<b>Cond</b>	<b>Yes</b>
<b>Single Family Residential Unit</b>	<b>No</b>	<b>No</b>	<b>Yes</b>
<b>Single Family Residential (1 unit only) or Accessory Apartment (1 unit only) accessory only to an allowable non residential use</b>	<b>Yes</b>	<b>Yes</b>	<b>Yes</b>
<b>Two-Family Residential Unit</b>	<b>No</b>	<b>Prov</b>	<b>Prov</b>
<b>Unnamed Residential Uses</b>	<b>Cond</b>	<b>Cond</b>	<b>Cond</b>

Farm stay and farm labor accommodations are not allowed in the village because there are no farms within the village and farming should be discouraged in an area characterized by a mix of residential and commercial activities because general farming practices entail a number of undesirable externalities, such as odor and noise.

Cottage Enterprises and Cottage Industries differ from one another in the scale of the activity. Although both are required to be carried out entirely within the home, a Cottage Enterprise is allowed a limited amount of outdoor storage and a larger sign. The difference in scale and intensity between the industries and enterprises accounts for the discretionary permit requirement.

The San Juan County Comprehensive Plan calls for the use of PUD's within activity centers<sup>28</sup> in order to "allow flexibility in site planning for sites characterized by special features of geography, topography, size and shape." PUD's allow innovative planning and development responses that otherwise may be stymied by development regulations. PUD's, by their nature, require extensive public input<sup>29</sup> and thus there is no obvious reason to further require an additional permitting process.

Within the Commercial and Transportation Related districts residential units are only appropriate as accessories to non-residential uses and their numbers should be limited.

Multifamily and duplex developments require the presence of sufficient land to meet the density level. In Orcas Village, a three unit multifamily dwelling would require a 6 acre parcel while a duplex would need a 4 acre parcel.

Public and Institutional Uses

<b>Land Use as Defined in SJCC UDC</b>	<b>Orcas Village Transportation Related</b>	<b>Orcas Village Commercial</b>	<b>Orcas Village Residential</b>
<b>Public and Institutional Uses</b>			
<b>College or Technical School/Adult Education Facility</b>	<b>No</b>	<b>No</b>	<b>No</b>
<b>Community Club or Community Organization Assembly Facility</b>	<b>Cond</b>	<b>Cond</b>	<b>Cond</b>
<b>Emergency Services</b>	<b>Yes</b>	<b>Yes</b>	<b>Yes</b>
<b>Government Offices</b>	<b>Yes</b>	<b>Cond</b>	<b>No</b>
<b>Institutional Camps</b>	<b>No</b>	<b>No</b>	<b>No</b>
<b>Library</b>	<b>No</b>	<b>Disc</b>	<b>Disc</b>
<b>Museum</b>	<b>No</b>	<b>Disc</b>	<b>Disc</b>
<b>Post Office</b>	<b>No</b>	<b>Yes</b>	<b>No</b>
<b>Religious Assembly Facility</b>	<b>Cond</b>	<b>No</b>	<b>Cond</b>
<b>School, primary and secondary</b>	<b>No</b>	<b>No</b>	<b>No</b>
<b>Unnamed Public and Institutional Uses</b>	<b>Cond</b>	<b>Cond</b>	<b>Cond</b>

Religious Assembly facilities would not be permitted in the Commercial district of Orcas Village because there is a limited amount of space dedicated solely to commercial activities on Orcas Island and within the village itself. Government offices must be allowed within the Transportation Related district so that, if necessary, Washington State Ferries, may place an office on site.

<sup>28</sup> See SJC Comprehensive Plan, Section B, Element 2, 2.3.B, 14.

<sup>29</sup> For PUD's of 4 lots and less, notification is required along with a public comment period. For PUD's of 5 or more lots, notification and a public comment period is combined with a public hearing.

The Community Club, Library and Museum are all social institutions that communities benefit from, both at the interpersonal level of increased connections with other residents, but also at the ideological level wherein the imagined community is manifest in the orderly and coherent expression of its values and traits.

#### Recreational Uses

<b>Land Use as Defined in SJCC UDC</b>	<b>Orcas Village Transportation Related</b>	<b>Orcas Village Commercial</b>	<b>Orcas Village Residential</b>
<b>Recreational Uses</b>			
<b>Camping Facilities in public parks</b>	<b>No</b>	<b>No</b>	<b>No</b>
<b>Indoor Recreation Facilities</b>	<b>No</b>	<b>No</b>	<b>No</b>
<b>Outdoor Recreation Developments</b>	<b>Prov</b>	<b>No</b>	<b>No</b>
<b>Parks</b>	<b>Prov</b>	<b>Prov</b>	<b>Cond</b>
<b>Playing Fields</b>	<b>Cond</b>	<b>No</b>	<b>No</b>
<b>Recreational Vehicle Parks</b>	<b>No</b>	<b>No</b>	<b>No</b>
<b>Outdoor Shooting Ranges</b>	<b>No</b>	<b>No</b>	<b>No</b>
<b>Unnamed Recreational Uses</b>	<b>Cond</b>	<b>Cond</b>	<b>Cond</b>

Recreational uses are limited to parks and playing fields. Beyond the hillside that overlooks the ferry landing, which is part of the transportation district, there are no parks in Orcas Village and it's unlikely that any of the existing parcels would be set aside or donated for public use. However, should such an option become available, it would be wise to ensure that the creation of parkland is an option within the development regulations for the village. One of the potential positive uses of some of the area set aside for transportation related uses would be playing fields, provided that they didn't detract from the overall purpose of providing parking/holding spaces.

#### Transportation Uses

<b>Land Use as Defined in SJCC UDC</b>	<b>Orcas Village Transportation Related</b>	<b>Orcas Village Commercial</b>	<b>Orcas Village Residential</b>
<b>Transportation Uses</b>			
<b>Airfields</b>	<b>No</b>	<b>No</b>	<b>No</b>
<b>Airports</b>	<b>No</b>	<b>No</b>	<b>No</b>
<b>Airstrips</b>	<b>No</b>	<b>No</b>	<b>No</b>
<b>Hangers</b>	<b>No</b>	<b>No</b>	<b>No</b>
<b>Helipads</b>	<b>Cond</b>	<b>No</b>	<b>No</b>
<b>Ferry Terminal</b>	<b>Prov</b>	<b>Cond</b>	<b>No</b>

<b>Parking Lots, Ferry Commuter</b>	<b>Yes</b>	<b>Cond</b>	<b>Cond</b>
<b>Parking Lots, Commercial</b>	<b>Yes</b>	<b>Cond</b>	<b>Cond</b>
<b>Parking Structures</b>	<b>Cond</b>	<b>No</b>	<b>No</b>
<b>Streets, Public</b>	<b>Yes</b>	<b>Yes</b>	<b>Yes</b>
<b>Taxi and Community Pickup/Dropoff Services</b>	<b>Yes</b>	<b>Disc</b>	<b>Cond</b>
<b>Trails and Paths, Public</b>	<b>Yes</b>	<b>Yes</b>	<b>Yes</b>
<b>Transient Moorage, Public</b>	<b>Cond</b>	<b>Cond</b>	<b>No</b>
<b>Unnamed Transportation Uses</b>	<b>Cond</b>	<b>Cond</b>	<b>Cond</b>

A theme at all the public meetings was the need for more parking in the village. Even presuming that all future developments provide sufficient parking for their respective activities, it is clear that the vast majority of vehicles expected to pass through the village will be focused on the ferry and so sufficient space may only be provided if the option to build parking is available. Similarly, Taxi pickup/dropoff areas are a vital tool that may serve to reduce the overall number of vehicles passing through the village, and in order to address concerns regarding traffic, allowing such a use is essential. Transient public moorage would only be allowed if it takes place at an existing docking facility, that, ideally, the County would lease from the owner.

#### Utilities Uses

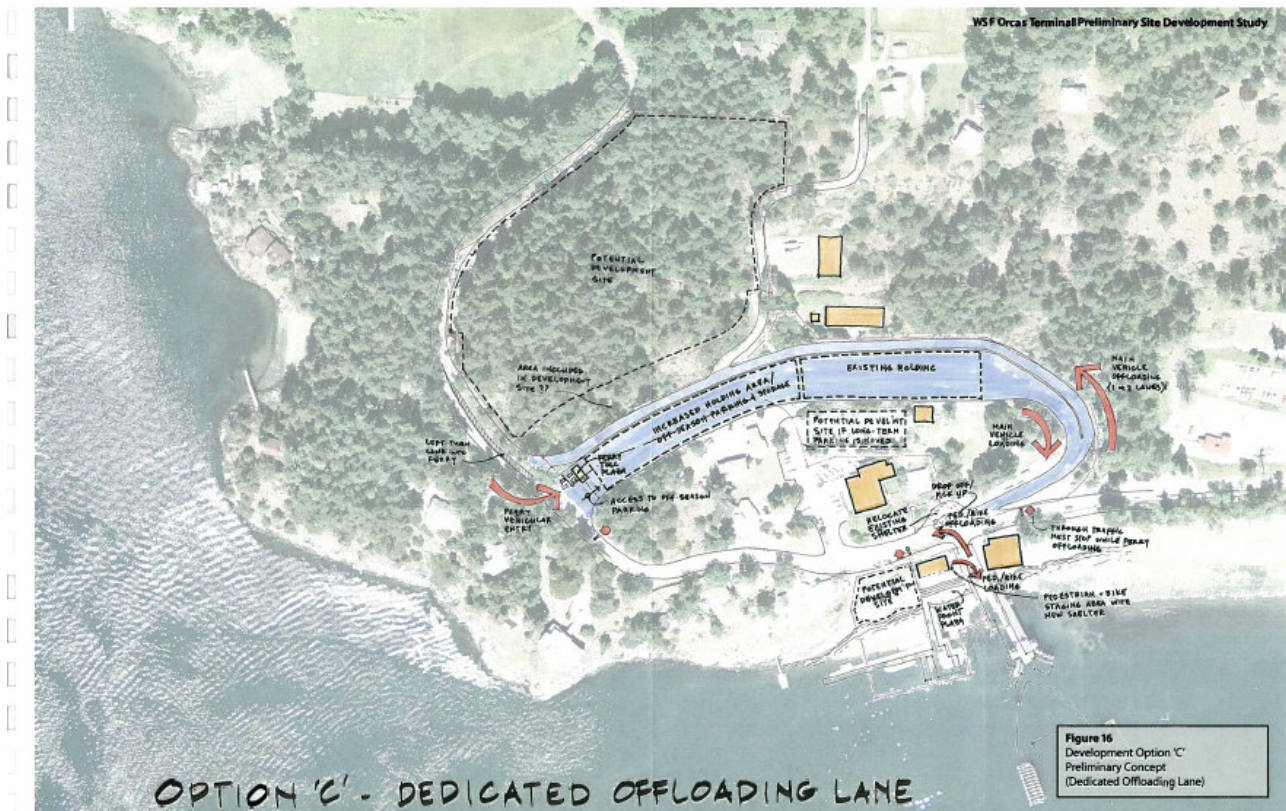
<b>Land Use as Defined by SJCC UDC</b>	<b>Orcas Village Transportation Related</b>	<b>Orcas Village Commercial</b>	<b>Orcas Village Residential</b>
<b>Utilities Uses</b>			
<b>Commercial Communications Towers<sup>(8)</sup></b>	<b>Yes</b>	<b>Yes</b>	<b>Yes</b>
<b>Commercial Power Generation Facilities</b>	<b>No</b>	<b>No</b>	<b>No</b>
<b>Community Sewerage Treatment Facilities</b>	<b>Cond</b>	<b>Cond</b>	<b>Cond</b>
<b>Utility Distribution Lines</b>	<b>Yes</b>	<b>Yes</b>	<b>Yes</b>
<b>Utility Facilities</b>	<b>Cond</b>	<b>Cond</b>	<b>Cond</b>
<b>Utility Substations</b>	<b>Cond</b>	<b>Cond</b>	<b>No</b>
<b>Utility Transmission Lines</b>	<b>Cond</b>	<b>Cond</b>	<b>Cond</b>
<b>Water Storage Tanks, Community</b>	<b>Yes</b>	<b>Cond</b>	<b>Cond</b>
<b>Water Treatment Facilities</b>	<b>Cond</b>	<b>Cond</b>	<b>Cond</b>

<b>Unnamed Utility Uses</b>	<b>Cond</b>	<b>Cond</b>	<b>Cond</b>

## Transportation Related District

The Transportation Related district covers approximately 8 acres and encompasses all the land currently owned by Washington State Ferries within the village. This district includes the existing ferry holding lanes, the hillside park and the 4.34 acre lot, just north-west of the ferry holding lanes. The idea for creating such a district was first brought up at a public meeting. The central purpose of the Transportation Related District is to ensure that there will be sufficient land in Orcas Village to meet the potential needs of the ferry system for a marshalling yard for passengers and cars in preparation to their embarkation.

The location of the TPN 262111011 is an ideal site for a holding area similar to that immediately below it, because the vehicles using it will be entering from the west side above the village commercial district. Furthermore, if 'Option C' or some variation on a dedicated off loading lane that mirrors the current downhill loading lane, is developed then with some careful traffic flow controls, then both additional holding spaces and passenger services could be created on this parcel.



Once again, in consideration of GMA goals 1, 2, 3, 5, 6, 10 and 12, (encouraging urban growth in appropriate areas, reducing sprawl, encouraging efficient multimodal transportation systems, encouraging economic development and promoting economic opportunity for all citizens, protecting property rights, protecting the environment and

ensuring the provision of public services necessary to support development), and San Juan County Comprehensive Plan Section B, Element 2, Land Use sections 2.2.B (4-6) Economic Development and 2.3.B (1-14) Activity Centers, the plan is proposing to allow for limited development of commercial activities on this 4.34 acre lot. Staff is recommending a total of 12,000 sq ft of mixed uses on this single parcel. Staff is further recommending that a maximum building size for this area of 4,000 sq ft or precisely the size of the largest house allowed in the village. This would create a maximum of three 4,000 sq ft buildings on the existing an approximately 190,000 sq ft lot. If built to the maximum allowed, the buildings would take up less than 6.5% of the lot. The potential traffic impacts of these buildings were not considered in the commercial traffic calculations, primarily because site's location north of the current holding lanes, and potential traffic rerouting of Option C, would ensure that the vast majority of visitors to these sites would not travel through the center of the village.

## **Public Utilities**

Previous versions of the Orcas Village plan noted the relative scarcity of water and land suitable for septic systems.<sup>30</sup>

Unlike other LAMIRD's, Orcas Village has a sewer system that is managed by Eastsound Sewer and Water District, a stormwater drainage system to control runoff from the ferry facilities and a private water users association, Orcas Landing Inc. The sewer system is currently running at about 25-30% of its total capacity processing, on average 2500 gallons of wastewater per day. Currently the sewer primarily serves large wastewater producers such as the DOT bathrooms and the Orcas Hotel.

Orcas Landing Inc. currently has 28 active connections and is approved for 35. In discussions with Staff, OLI board member, Henry Parsons, noted that until a substantial and costly system upgrade could be completed, no new connections would be available.

All future development would have to show, prior to construction that sufficient water was available, there were sewage treatment options and stormwater runoff was controlled.

## **Plan's relationship to the Shoreline Master Program**

At one of the public meetings, the idea that the Shoreline Master Program should control all activities within the shoreline even if the SMP's requirements were less stringent than those of the Orcas Village Plan, was strongly expressed. It appears the support for such a measure derived mainly from a preference for the SMP's idiosyncratic<sup>31</sup> methodology for measuring the height of buildings. Staff reviewed the implications of this exception to the general principal of "where there is a conflict between regulations, the most restrictive controls" and determined that the challenges posed by the exception to consistent interpretations of the UDC were significant, whereas the potential benefits were minimal.

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<sup>30</sup> See Azous, Amanda and Fisher, Peter. Orcas Village and Ferry Landing Activity Center Plan: Orcas Village Steering Committee Final Report, Nov. 1999.

<sup>31</sup> Currently the SMP has two distinct methods of measuring the height of buildings in the Shoreline.

## **FINDINGS:**

- a) Orcas Village was identified in the 1998 San Juan County Comprehensive Plan as an Activity center.
- b) Developing a plan for Orcas Village began with a group of concerned citizens hiring consultants to develop a proposal in 1999.
- c) The majority of the draft plans produced by the County since then have been based upon the recommendations of the consultant's 1999 plan.
- d) Between 2000 and 2007 draft plans were developed by the County, however, none were adopted.
- e) A new round of public planning meetings to discuss the Orcas Village Plan began in May 2007.
- f) In total, 8 evening meetings advertised and open to all were held in Westsound and Eastsound.
- g) Draft documents and reference materials were made available at the meetings and posted to the County's website.
- h) An online poll was created to allow the public to vote on potential land uses within the village and appropriate permit standards.
- i) There are approximately 38 houses in Orcas Village.
- j) There are approximately 81 residents of Orcas Village.
- k) There are approximately 12 acres zoned Orcas Village Commercial in Orcas Village.
- l) There are approximately 8 acres zoned Orcas Village Transportation Related.
- m) There are approximately 77 acres zoned Orcas Village Residential.
- n) There is sufficient land to meet the residential needs through 2020.
- o) Development standards and land use tables were developed through public comment and input.
- p) The GMA requires development or redevelopment within a Type 1 LAMIRD to be consistent with the character of the existing area.
- q) The volume of traffic at maximum buildout may reduce the LOS on Orcas Road from D to E.
- r) There is a Class A water system in the Village as well as stormwater drains, and a sewer system.
- s) There is insufficient parking/holding space for cars at periods of peak ferry travel, inconveniencing residents.
- t) A clear preference for Option C of the WSF Preliminary Site Development Study.

## **Recommended Motion:**

Move to recommend the adoption of the Orcas Village Plan as written to the County Council.