



SAN JUAN COUNTY
DEPARTMENT OF COMMUNITY DEVELOPMENT

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MEMO

REPORT DATE: August 3, 2018

TO: San Juan County Council
San Juan County Planning Commission

CC: Mike Thomas, County Manager
Lopez Village Planning and Review Committee (LVPRC)

FROM: Linda Kuller, AICP, Planning Manager *LK*

BRIEFING: DRAFT Lopez Village Plan (a sub area plan of the San Juan County Comprehensive Plan), development regulations, standard details and implementation plan

BRIEFING: August 17, 2018

ATTACHMENTS:

- A. Draft Lopez Village Plan
- B. Draft Lopez Village Development Regulations
- C. Draft Standard Details
- D. Draft Implementation Plan

BRIEFING PURPOSE: To inform you of the Lopez Planning and Review Committee's (LVPRC) unanimous recommendation on July 27, 2018 to forward the draft Lopez Village Plan (Draft Plan) to you for the legislative review and adoption process. This recommendation was subject to some editing and suggested additions. These LVPRC requests were addressed in this draft except for changing the style of several maps. These map changes will be incorporated into the public hearing draft. Also, minor text edits will be needed for consistency due to recent changes to the land use maps and plan name. These were identified after the document was printed.

In addition to the Draft Plan, LVPRC recommended that the draft development regulations, standard details and implementation plan be considered by the Planning Commission and County Council.

PROJECT BACKGROUND: The Lopez Village Planning and Review Committee was established by the County Council to help the Lopez Island community develop a plan to shape the development of the Lopez Village Urban Growth Area (LV UGA). The LVPRC and community embraced this opportunity to have greater local governance of the Village. This "homegrown" draft plan attends to local concerns and the desire to preserve the charm and natural beauty of the Village.

The LV UGA was established in 2008. The official land use map had one designation, Village Commercial. The development regulations that applied to this designation were from the County's Unified Development Code. They had not been developed specifically for Lopez Village.

For a long time, Lopezians have wanted a specific plan for the Village and regulatory tools. Village planning efforts go back decades. Prior to the initiation of this project, extensive workshops and surveys had been held where the community imagined their desired future. Throughout these efforts, common themes emerged. Appendix C of the Draft Plan provides an overview of community participation results from prior planning efforts. These results represent the values of the Lopez community and provided the basis for the initial work on the Draft Plan including the Lopez Village vision, goals and policies.

THANK YOU: County staff would like to recognize the significant contributions of the LVPRC throughout the process of drafting the Lopez Village Plan. Each committee member has dedicated countless hours to ushering this plan into existence. They have helped to shape this plan based on the foundation of a long history of planning in the Village. Their tireless work refining the plan to guide the Village toward a future the community wants. A summary of the major public outreach efforts is included at the end of this report.

The committee showed a commitment to incorporate public participation into the planning process early and often. Over the course of crafting the Lopez Village Subarea Plan, the volunteer members of the LVPRC showed an unwavering determination to parse public comments into the plan, helping to ensure that the plan is a true reflection of the collective aspirations for Village residents. The committee members led community workshops, pop-up studios, met with Peer groups, canvassed the Village for input, met with concerned citizens, and carefully considered public comments received in response to the open houses and at their regular meetings. The LVPRC took great care to develop a plan that reflected the pride and deep attachment Village residents feel toward their home.

COMMITTEE COMMENTS: As the adoption of the plan draws near, each committee member shared what he or she felt was the most important component of the Draft Plan:

- Annie Albritton - The Village needs to be compact. Compact naturally leads to walkability. Also, we need a solid reasonable plan for growth. Having the plan in place is critical.
- Sandy Bishop - The plan needs to provide balance: balance between those who were here before, those who are here now and those who come after. Also, balance between ecology, economy and people. Specifically not interested in a plan that fosters growth that is representative of the mainland. The plan needs to foster sense of community.
- Nancy Greene - The heart of interest and concern in this plan is to foster a healthy village. With citizens relating, businesses relating. Relationships are primary. The land needs to help us preserve community values.
- Madrona Murphy - The plan should empower the Lopez community to get involved in shaping and reviewing development in the village, and create the basis for a village that serves the community, and is appropriate for its location within the Fisherman Bay watershed. The plan should allow and encourage creative solutions.
- Dennis Ryan - Health is a critical driver, health of economy, ecology and interactions. The village needs to be walk-able, well connected between places and interesting.
- Barbara Thomas - The plan needs to foster a sense of community that this island has always had. Sharing, caring, and helping amongst ourselves. We need interactive spaces and spaces that allow us to continue knowing each other. Health is dependent on a compact village, awareness of each other and our environment.

LOPEZ VILLAGE PLAN AUTHORITY AND APPLICABILITY

Authority

The Lopez Village Plan is a subarea plan of the San Juan County Plan. It will be adopted pursuant to San Juan County Code (SJCC) 18.30.190 and 18.90.050 and in accordance with Article 11 of the Washington State Constitution; Chapter 43.21C RCW (State Environmental Policy Act); Chapter 90.58 (including without limitation RCW 90.58.340) (Shoreline Management Act); Chapter 36.70 RCW (Planning Enabling Act); and Chapter 36.70A RCW (Growth Management Act).

Growth Management Act (GMA)

The Lopez Village Plan will be adopted pursuant to the GMA and its fourteen planning goals that help Washington State communities plan in a coordinated fashion to protect the public's health, safety and welfare. Under the GMA, this subarea plan must be consistent with and supportive of the San Juan County Comprehensive Plan (the *Plan*), county-wide planning policies, development regulations and capital budgets. Also, GMA requires that public facilities and services be developed concurrently with the development that they serve to ensure alignment with adopted levels of service.

Applicability

The Lopez Village Plan supplements the goals and policies of the *Plan*. It will apply to all land, land use activity, and to all structures and facilities developed within the official map of the Lopez Village urban growth area. The provisions of the Lopez Village Plan will prevail over any conflicting provision of the *Plan* except as provided in Shoreline Master Program (SMP).

Regulations to implement the goals and policies of the Lopez Village Plan will be contained in the San Juan County Code (SJCC) Title 18, Unified Development Code (UDC). The UDC regulations will apply except as superseded by specific regulations adopted for the Lopez Village Urban Growth Area.

DRAFT PLAN OVERVIEW

The Draft Plan components reflect the vision and core values developed by the LVPRC and community. They focuses on people, health, housing, connectivity, and protection of the natural environment and quality of life that makes Lopez Village a special place to live. The Draft Plan goals and policies are designed to implement the expressed vision. The Draft Plan contains:

- The planning context and elements such as population, housing, physical environment, capital facilities, etc.;
- A community vision;
- Goals that express the vision;
- Policies to guide decision-making and accomplish goals; and
- Land use maps.

Official Maps

This Draft Plan maps delineate land use districts, public facilities, recreation, open areas, primary view corridors and transportation facilities.

Land Use Designations

Lopez Village’s character is truly unique. Its families, institutions, and businesses have long contributed to a rich history that provide an excellent foundation for the future. Currently, there is one land use designation in the Village, Village Commercial. Based upon existing and desired land use patterns, three land use designations are proposed within the Village.

The proposed land use map was designed after 4 alternative maps (including a do nothing – leave all of the Village in the Rural Commercial land use designation) were explored and presented to the public in 2015. Based on public comments, the proposed land use map alternative was developed to include a compact commercial core that allows mixed-use. It was revised after additional public comments were received at, and following a 2018 open house.

The Proposed Land Use Map

The proposed land use map includes the three land use designations:

Village Commercial: A part of the heart of the Village, the Village Commercial designation, recognizes the importance of a vital commercial and mixed-use core, not only in terms of economic value, but also as an essential expectation of Island residents. This traditional village core includes elements of land use diversity, neighborhood compatibility, pedestrian-friendly design, and public gathering spaces. Mixed-use (work-live spaces) are allowed.

Village Institutional: The heart of the Village also includes areas designated Village Institutional that support aspects of the public health, social and service needs of the community. These areas are primarily located west of Fisherman Bay Road.

Village Residential: The Village Residential designation is primarily reserved for residential development; however, small businesses appropriate for residential areas which meet the home occupation and cottage industry performance standards in the San Juan County Code are welcome in this designation. This designation abuts the Village Commercial and Institutional designations, creating opportunities to promote good land use transition design principles.

Planning for Population Growth

As Table 2 indicates, the population projection through the year 2036 for the Village is modest.

Table 2. Lopez Village UGA 2016-2040 population forecast: proportionate share of State population.

	2000	2005	2010	2016	2020	2025	2030	2035	2036	2040
Lopez Island Population	2176	2317	2380	2466	2546	2677	2801	2914	2936	3020
Lopez Village UGA (stable proportionate share of island population).	137	150	159	171	177	186	194	202	204	209
Percent of Island Population	6.30	6.47	6.68	6.93	6.93	6.93	6.93	6.93	6.93	6.93

Source: OFM Small areas unincorporated UGA's September, 2016 and U.S. Census

Density

Under current regulations, the LV UGA has a maximum density for single family development in the Village of 4 units per acre. A density bonus was established for developments that meet special criteria. A total of 8 units per acre were allowed with a Planned Unit Development that met water conservation criteria and affordable housing requirements.

Under the proposal, the maximum density is 6 units per acre with a density bonus of 12 units per acre.

Land Capacity Analysis

Land Capacity Analysis

The primary purpose of conducting the Land Capacity Analysis (See Appendix F of the Draft Plan) is to determine the capacity of the Lopez Village Urban Growth Area for balancing urban development with adequate and cost-efficient urban services. The Land Capacity Analysis conducted for the Lopez Village Urban Growth Area in the urban growth area was run under two scenarios:

- existing land use designations and regulations, and
- proposed land use designations and development regulations.

This was done to determine if the Village's land supply aligns with the 2036 population growth projection. The analysis completed on July 27, 2018, indicated there was no need to expand the UGA and include any of the UGA reserve area. It determined that there is adequate land in the Village that could accommodate the projected population including residential housing and commercial needs through the year 2036.

Capital Facilities

Water and sewer facilities either have capacity or plans to increase the capacity to serve the projected growth. Fisherman Bay Sewer District is in the process of planning to double its capacity.

TOPIC AREAS WHERE THERE WAS NOT COMPLETE LVPRC CONSENSUS

The LVPRC worked diligently to address public comments one-by-one. They like to work through issues to full agreement. However that was not always feasible.

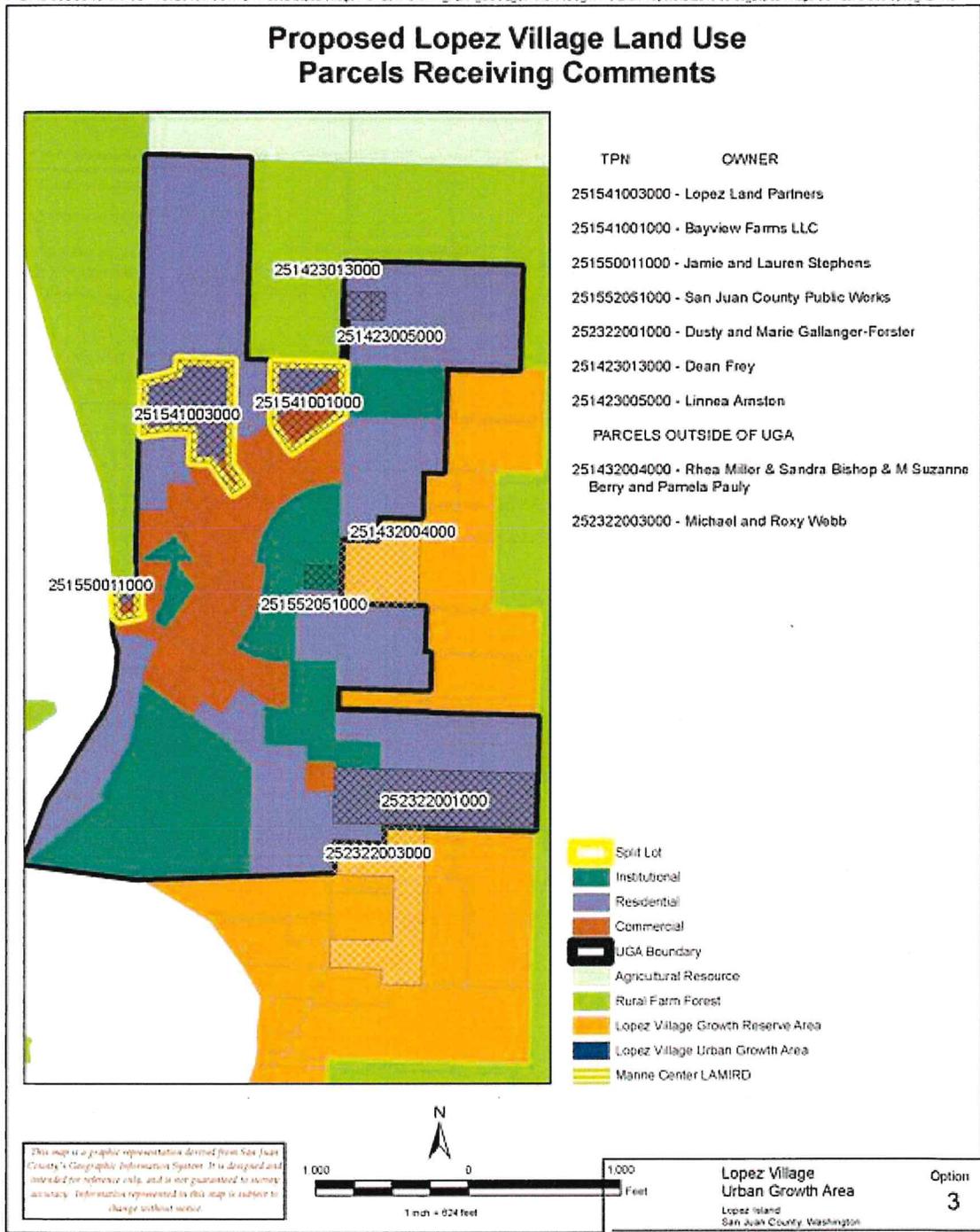
Following the **March 2018** open house, comments were received regarding the proposed land use designation change from Village Commercial to Village Residential. Public comments are posted on the project website at: <https://www.sanjuanco.com/1363/Public-Comments>

The LVPRC proposed land use map had been designed to retain a strong commercial core. Still, several people thought that the proposal did not include enough available land designated for or commercial development (Village Commercial). They wanted their land designated Village Commercial. Specifically, some parcels near Milagra and Fisherman Bay roads were proposed to be changed to Village Commercial. The LVPRC did not agree to change the proposed designation for the requests in this area, but addressed these concerns by developing an additional land use called "Neighborhood Enterprise" that would allow a higher level of (more intense than Cottage Enterprise) business development in these areas. The list of recent map change decisions is shown below:

Lopez Village Subarea Plan Map Changes

TPN	Owner	Acres	Draft Designation	Recommended Change	Summary of Comment	LVPRC Action	
251541003000	Lopez Land Partners LLC	7.46	Split LVR/LVC	Remove split designation, make exclusively LVR (S)	This entire parcel is proposed for residential development in PBSP00-18-0001. The frontage will serve only as access.	Change to all LVR approved 5/11/18	
251541001000	Bayview Farms LLC.	5.03	Split LVR/LVC	No Change (S)	The split designation would create commercial area roughly 188' deep on property. Plat restriction requires a 50' setback from a public road centerline.	Change to all VC approved on 5/11	
251550011000	Jamie and Lauren Stephens	0.73	Split LVR/LVC	Remove split designation, make exclusively LVR (S)	This parcel is already developed as an entirely residential lot.	No change approved on 5/11/18	
251552051000	San Juan County Public Works	0.8	LVI	Change to LVR (S)	Council authorized the direct sale of this property for affordable housing. Residential uses are not allowed in LVI designation (Resolution 13-2018).	Change to LVR approved 5/11/18	
252322001000	Dusty and Marie Gallanger-Forster	11.03	LVR	Change to LVC (P)	The property owner of this large lot would like to explore mixed use development which would not be possible in LVR designation.	Change to LVC approved on 5/11/18	
251423013000	Dean Frey	0.68	LVR	Change to LVC (P)	Property owner would like to develop a commercial space on this lot. Barn Owl Bakery is also interested in mixed-use on another Kingfisher Plat lot.	Not approved. New neighborhood enterprise use allowed on parcel.	
251423005000	Linnea Arnston	0.38	LVR	Change to LVC (P)	Owner would like to to operate "Kingfisher Hotel" and thinks that the LVR designation would impede that. B&B and vacation rental are allowed in LVR. Hotel is only allowed in LVC.	Not approved. New neighborhood enterprise use allowed on parcel.	
251450005000	Ann Palmer	0.5	LVR	Change to LVC (P)	Property owner is interested in retaining the option of commercial development	Not approved. New neighborhood enterprise use allowed on parcel.	
251450004000	Ann Palmer	0.5	LVR	Change to LVC (P)	Property owner is interested in retaining the option of commercial development	Not approved. New neighborhood enterprise use allowed on parcel.	
251450003000	Heidi Hernandez	0.5	LVR	Change to LVC (P)	Property owner is interested in retaining the option of commercial development	Not approved. New neighborhood enterprise use allowed on parcel.	
Parcels Outside UGA		To Be Considered with the Comprehensive Plan Update					
252322003000	Michael and Roxy Webb	9.01	LV Growth Reserve Area	Pending Land Capacity Analysis and Comp. Plan Update (S)	The property owners want their parcel added to the UGA.		
251432004000	RHEA MILLER & SANDRA BISHOP & M SUZANNE BERRY & PAMELA PAULY	5.4	LV Reserve Area	Pending Land Capacity Analysis and Comp. Plan Update (S)	There is possibly intent to add this parcel to the UGA.		

S = Staff Rec. P = Public Rec. LVR = Lopez Village Residential LVC = Lopez Village Commercial LVI = Lopez Village Institutional



The following bullets outlines areas where the LVPRC had some disagreement in the Draft Plan content:

- The decision to include the property across Hummel Lake Road from the Library in commercial designation was not unanimous and is still a subject of disagreement. There is a feeling that the decision was made in haste and before the committee had the information it has now on the amount of potential commercial development in the proposed village zones (from the capacity analysis).

Members prefer diverse options: designated all residential, some residential with Neighborhood enterprise allowed, split into residential and commercial zones, and all commercial as currently proposed. The decision was made base on the information that the committee had at the time, and that the committee had heard public input about a lack of available commercial property.

After receiving the Land Capacity Analysis some of the committee members think a better use of the land would be as residential or residential and to allow Neighborhood Enterprise on the parcel or give it a future split land use designation in the future. There is concern about preserving a dense commercial core, and recognition that the plan can be reviewed every five years.

- The decision on the lot with split land use designation on Old Post Road was not unanimous and is still a subject of disagreement. All options are favored by some members: keeping it split, zoning all residential, and zoning all commercial. All of these options have been proposed by motion, but no changes have been approved by LVPRC.
- The LVPRC was mostly in agreement on having the parcels along Milagra and Kingfisher roads as a Village Residential designation zone with neighborhood enterprise allowed. Some committee members agreed this was the best option, some found it an acceptable compromise, and one disagreed with the decision and preferred that the parcels be designated Village commercial. This decision was discussed at length, with extensive public input by interested landowners and businesses.
- There was a discussion of the parking decisions, and whether the plan ended up being too much carrot and not enough stick on the issue of reducing private parking and encouraging shared parking agreements.
- There was a discussion of the importance of an educational component and what the future of that document will be.
- There was a discussion of whether the committee wishes to make a recommendation for which reserve area parcels should be included first in the event that the UGA needs to expand. The committee declined to make such a recommendation.
- One LVPRC member was concerned about the lack of native species in the Tree Planting Plan.

DRAFT LAND USE REGULATIONS

The land use regulations developed for the Village include densities, an affordable housing density bonus, and a land use table for the three land use designations establishing what land uses are allowed in each designation, setbacks and dimensional standards, provisions outlining a role for the LVPRC in development review, and standards and performance measures for the following:

- Fences
- Artisan activities
- Hostels
- Mobile food vending units
- Live/work units in the village commercial designation

- Neighborhood enterprise
- Signs
- Lighting (modeled after a dark sky ordinance)
- Landscaping
- Road and driveway standards
- Pedestrian circulation
- Parking in Lopez Village Association Plat parking entitlement area
- Lopez Village parking requirements
- Parking credits and register
- Lopez Village parking fund and parking land bank
- In lieu dedications of land and easements
- Off-street loading requirements
- Bicycle parking standards

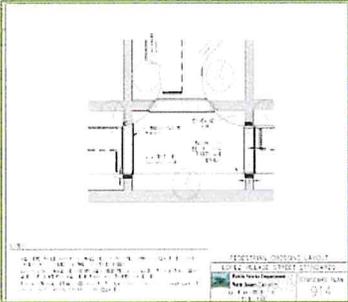
Limiting parking is one of the major threads in the Draft Plan and the regulations seek to accomplish that. The land use table establishes what uses are allowed in what land use designation;

DRAFT STANDARD DETAILS

The LVPRC worked with Public Works staff to develop the standard details for development of the public right of way and pedestrian paths in the right of way that suit the Village.

Draft Standard Details

STANDARD PLAN NO.	DESCRIPTION	NOTES
911	Typical Street Sections	No parking and parallel parking
912	Typical Street Sections	45 angle parking & main arterial
913	Parking Layout	
914	Pedestrian Crossing Layout	With crosswalks
915	Streetscape Details	With driveway
916	Pedestrian Path	Specifications
917	Pedestrian Bridge Requirements	Material Contents



DRAFT IMPLEMENTATION PLAN

This is a useful tool that can be used to track projects and tasks needed to accomplish the Draft Plan.

Project Description	Responsible	Priority	Cost	Funding Source	2017	2018	2019	2020	2021	2022	2024-2036
GENERAL											
Provide education and outreach on the new subarea plan, regulations and standards.	LVPRC and DCD										
Develop a permit application submittal review checklist for projects located in Lopez Village	LVPRC and DCD										
Create a Lopez Village development webpage with links to the Subarea Plan, regulations, standards and other resources.	DCD										
RECREATION											
Construct a play area for small children	Community, COC, Parks/ Fair										

PUBLIC PARTICIPATION

Staff provided multiple briefing to County Council that described the contents and progress of the draft plan over multiple years. All staff slide shows that provide project information are available on the project webpage at: <https://www.sanjuanco.com/1367/Staff-Presentations>. In addition to having bi-monthly meetings with a public access period and writing newspaper articles, the LVPRC did additional public outreach to inform and engage the community including the following events:

2014 Public Outreach Events

September 8 - Lopez Community Center Board: Barbara Thomas and Annie Albritton

September 9 - Peer Business Group 1: Nancy Greene

September 15 - Lopez Community Land Trust Board: Nancy Greene and Sandy Bishop

September 15 - Hospice and Home Support Board: Dennis Ryan and Nancy Greene

September 16 - Lopez Chamber Board: Nancy Greene and Sandy Bishop

September 18 - Lopez Library Board: Dennis Ryan and Madrona Murphy

September 18 - Lopez Solid Waste Disposal District Board: Sandy Bishop and Madrona Murphy

September 18 - Fisherman Bay Sewer District: Dennis Ryan and Dan Drahn

September 25 - Lopez Village Businesses: Barbara Thomas and Nancy Greene visited:

- Blossom Organic Grocery
- Vortex
- Holly B's Bakery
- Village Crafts
- Bucky's Lopez Island Grill
- Chimera Gallery
- Caffè La Bohème
- Paper Scissors on the Rock
- Lopez Island Reality
- Lopez Village Books
- Lopez Island Prevention Coalition
- Gallery 10
- The Butterfly Boutique
- Leyde & Associates PLLC
- The Fudge Factory
- Isabel's Coffee Shop
- Déjà vu
- Rosewood Environmental Services
- Island Body & Fitness
- Village Cycles
- Healing Energy Arts of Lopez

September - 29 Peer Business Group 2: Barbara Thomas

October 10 Outreach: Nancy Greene sent community e-mails and mailing from the list of Village property owners and businesses. Notices regarding the meeting was published on Lopez Rocks. Meeting notices were posted at the South End Grocery, Sunset Builders Supply, both coffee shops in the Village, the Library, the Ferry Landing, Lopez Village Market and Blossom Groceries, Vortex, the Land Trust and the Family Resource Center.

October 2 - Village Business: Nancy Green and Barbara Thomas contacted:

- The Love Dog Café
- Three offices in the old grocery store building

- Swallow Construction
- Doug James Floor Covering
- Ark Veterinary Clinic
- The Gallery
- The Barber in the Ville

October 7 - Public Meeting: Lopez Center for Community and the Arts

2015 Public Outreach Events

April 9, 2015 - Public Meeting at the Lopez Center for the Community and the Arts: Alternative land use district maps, and the revised vision statement and goals and policies. Public comments, both recorded and verbal, supported a condensed commercial/mixed use core, an institutional designation for public and church lands surrounded by residential lands.

October 7, 2015 - public meeting members of the Committee presented information to ten Village boards, organizations and groups that had meetings during the month of September. We also went door-to-door to twenty-nine Village businesses to inform them of the project, supply flyers, answer any questions, and invite them to the October Public Meeting.

A newspaper article prepared by the LVPRC and published in the Islanders Weekly on the week of November 10th reported on the October 7th meeting.

Lopez Chamber of Commerce Meetings
Library sponsored "Shelter" lecture series in order to reach a wider segment of the island

2016 Public Outreach Events

LVPRC attended public meetings and providing input on the Farmers Market stormwater project.

2017 Public Outreach Events

No major events.

2018 Public Outreach Events

February 12 - Peer Group- Nancy and Barbara - announcing Pop-up and Open House

February 23 - Pop-up Studio Village Market

March 7 - Open House at Lopez Center for Community and the Arts



PROJECT SCHEDULE

- August 8: Commerce 60-day notice and SEPA Determination
- August 10: Mail public hearing notice to property owners in UGA and surrounding 300 feet
- August 17: Joint briefing: Council and Planning Commission
- September 5: Public hearing ad published
- September 21: Joint public hearing on Lopez Island – LCCA
- September 21: Planning Commission recommendation to Council
- October 22/23: County Council deliberations

PLEASE SEE THE PROJECT WEBSITE

Project Website

<https://www.sanjuanco.com/909/Lopez-Village-Subarea-Plan>

Find Vision, Goals, Policies, Plan Maps, Regulations, Standard Details and Implementation Plan

View Public Comments

The screenshot shows the website interface with a sidebar menu on the left containing items like 'Subarea Plan', 'Schedule and Format', 'Public Involvement Opportunities', 'Staff Information', 'Public Comments', 'FAQ', 'Request Conditional Action', 'Create Code Article', 'Local and Regional', 'Lopez Village Planning and Review Committee', and 'Media and Signage'. The main content area displays the 'Lopez Village Subarea Plan' page, which includes a search bar, navigation tabs for 'Your Government', 'County Services', and 'Community', and a main heading 'Lopez Village Subarea Plan' with a sub-heading 'The Lopez Village Planning Society Commission was appointed by the County Council to develop a subarea plan for all of the Lopez Village (near Ocean Area). The plan will be consistent with the local goals, such as the Comprehensive Plan, the local special order, regulations, design standards and other local and state goals for development.' Below this is a photo of an outdoor public hearing event.

PLEASE PARTICIPATE

Public Participation is Very Important

Subscribe to receive emails about outreach events and public hearings at: <http://www.sanjuanco.com/list.aspx>

Visit the project website:
<http://www.sanjuanco.com/909/Lopez-Village-Subarea-Plan>

Email Comments to: LVSPcomments@sanjuanco.com

or Mail them to:
Linda Kuller, SJC DCD, P.O. Box 947, Friday Harbor, WA. 98250