



SAN JUAN COUNTY DEPARTMENT OF COMMUNITY DEVELOPMENT

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MEMO

MEMO DATE: October 9, 2019

TO: San Juan County Council

CC: Mike Thomas, County Manager
Erika Shook, AICP, DCD Director

FROM: Adam Zack, Planner III 
Linda Kuller, AICP, DCD Deputy Director 

SUBJECT: Lopez Village Subarea Plan: Updated Land Capacity Analysis

HEARING: October 14, 2019 at Lopez Center for Community and the Arts

ATTACHMENTS: Draft Land Capacity Analysis for the proposed Lopez Village Subarea Plan

Staff Recommendation: Remove Appendix F, the Lopez Village Urban Growth Area Land Capacity Analysis (LCA) from the proposed Lopez Village Subarea Plan (LVSP) and amend the text of the proposed LVSP for consistency. Appendix F was a preliminary draft LCA for the Lopez Village Urban Growth Area. It was recently updated to reflect the currently proposed subarea plan land use map and development regulations. Under the updated LCA, commercial and residential capacity remains adequate through the planning horizon.

Staff suggests that the update Lopez Village LCA reside with the county-wide Comprehensive Plan update to more easily retain consistency between plans now and in the future.

Background: The Department of Community Development is preparing a LCA as part of the update of the San Juan County Comprehensive Plan (Comp Plan). The Growth Management Act (GMA) requires counties to perform a LCA for urban growth areas (UGA) within their jurisdiction. The LCA is a study of County data to determine how much development is possible given existing levels of development and current regulations.

Appendix F, Land Capacity Analysis, of the proposed LVSP was prepared in May 2018 to inform the drafting of the LVSP. The preliminary LCA showed that under the existing Comprehensive Plan and development regulations there was residential and commercial capacity through the planning horizon. The updated analysis does not change this determination. An analysis was also run on the proposed land use designations and development regulations proposed by the Lopez Village Planning and Review Committee (LVPRC).

The current draft of the proposed Lopez Village Subarea Plan including the land use map and implementing development regulations were changed to reflect public comment, Planning Commission and County Council recommendations. The LCA methodology and process has also been refined since the preliminary LCA for Lopez Village UGA was prepared.

Several of these changes resulted in new and more reliable final capacity calculations. After the refinements of the proposed plan and the LCA methodology, there is additional commercial capacity and adequate residential capacity in the Lopez Village UGA for the planning horizon.

Key changes made to the LCA methodology and process are:

- **The assessed improvement value threshold for determining vacant land in the Gross Developable Lands Inventory was raised from \$10,000 to \$42,000.** A higher threshold means that more lands were considered vacant. More information is available in an August 28, 2018 staff report, <https://www.sanjuanco.com/DocumentCenter/View/16809>;
- **The process for removing areas with limited development potential during the assembly of the Net Developable Lands Inventory (NDLI) was refined.** The current process more thoroughly accounts for areas with limited development potential, making for a more accurate NDLI;
- **During the Council’s deliberations on the LVSP development regulations, the maximum impervious surface was increased from 65 percent to 85 percent.** This change allows for larger buildings. Allowing larger buildings changes the amount of commercial capacity in Lopez Village Commercial; and
- **The Council amended the proposed land use designations on the proposed LVSP land use map, changing the areas designated for different kinds of capacity.** Applying different land use designations results in changes to the capacity calculations.

The changes to the LCA methodology and process outlined above resulted in different capacity results between Appendix F and the attached draft LCA for the proposed LVSP. Table 1 below provides the total capacities from Appendix F and the attached draft LCA for the proposed LVSP. The different capacity results do not substantially change the conclusion that the Lopez Village UGA has enough capacity.

One set of LCA results should be adopted to ensure the LVSP is consistent with the SJC Comprehensive Plan. The results in the attached LCA for the proposed LVSP are consistent with the current draft of the county-wide LCA. This attachment will be included with that analysis when the LCA is ultimately adopted as an appendix to the Comp Plan. The staff recommended action would maintain consistency between the LVSP and SJC Comprehensive Plan.

The slight difference between residential capacities shown in Table 1 below is likely the result of the refined process for determining net developable land. This increased the developable acreage in Lopez Village Residential by about 0.5 acres. A full explanation of how capacity was calculated, including the relevant assumptions, is provided on page one of the attachment.

Table 1. Comparison of LVSP Appendix F and the Draft LCA for the Proposed LVSP.

	2018 Appendix F Commercial Capacity in Building Square Feet	2019 Draft LCA for the Proposed LVSP Commercial Capacity in Building Square Feet	2018 Appendix F Residential Capacity in Dwelling Units	2019 Draft LCA for the Proposed LVSP Residential Capacity in Dwelling Units
Scenario A, mixed-use develops with 100% commercial	1,420,901	3,299,103	119	122
Scenario B, mixed-use develops with 50% commercial and 50% residential	708,261	1,154,686	474	699
Scenario C, mixed-use develops with 100% residential	0	0	829	2,604

Source: LVSP Appendix F and 2019 draft LCA for the Proposed LVSP.

The primary reasons for the difference between the capacity totals in Appendix F and the 2019 draft LCA for the currently proposed LVSP are:

- An increase in the amount of building square footage that would be allowed by a higher maximum impervious surface (85 percent not 65 percent). Increasing the maximum impervious surface allows for larger buildings. As shown on the attached Table titled *Lopez Village Capacity, Proposed Land Use Designations* the mixed-use capacity in Scenarios B and C is increased because the number of possible mixed-use dwelling units is derived from the square footage allowed, and
- The changing of several parcels from the Village Residential designation to the Village Commercial designation.

Proposed changes to the draft Lopez Village Subarea Plan for Consistency with the County-wide LCA:
Pages 33 and 34

Land Capacity Analysis

The primary purpose of conducting the Land Capacity Analysis (LCA) ~~(See Appendix F)~~ is to determine the capacity of Urban Growth Areas for balancing urban development with adequate and cost-efficient urban services. The Land Capacity Analysis conducted for the Lopez Village 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 Growth Management Act (GMA) allows counties to exercise discretion in their Comprehensive Plans and to make choices on how they plan to accommodate growth over the twenty-year planning horizon. Conducting a Land Capacity Analysis is an important step in determining how and what growth can be accommodated through the year 2036. The Washington State Department of Commerce (Commerce), indicates that the Land Capacity Analysis methodology is used to determine:

- The amount of vacant, partially-used, under-utilized lands, and redevelopment potential of built properties needed to accommodate growth, and
- If the existing or potential Urban Growth Areas (UGA's) can accommodate twenty years of urban growth.

The Land Capacity Analysis for Lopez Village Urban Growth Area and San Juan County were also used to determine whether the County will have sufficient developable land to meet the Growth Management Act housing goal. This goal encourages the availability of affordable housing to all economic segments of the population, promotes a variety of residential densities and housing types and encourages preservation of existing housing stock (RCW 36.70A.020(4)).

The Land Capacity Analysis is documented in Appendix F the County's October 2019 LCA and a staff report dated October 9, 2019. This analysis ~~completed on July 1, 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 can accommodate the projected population and housing needs through the year 2036. ~~Later in July, An~~ addendum to the Land Capacity Analysis was added to address Block A of the Lopez Village PUD which is allowed 100 percent build out. This only served to show that there was yet more additional capacity for residential and commercial development.

LOPEZ VILLAGE LAND CAPACITY ANALYSIS EQUATIONS AND ASSUMPTIONS – PROPOSED DESIGNATIONS

FAR Equations

In Lopez Village Commercial (LVC) the maximum building footprint per building is 6,000 square feet and the maximum impervious surface is 65% of the lot. The maximum building height in LVC is 35 feet, allowing for three-story development.

Maximum FAR in LVC

$$\text{FAR} = 0.85 \text{ maximum impervious surface} \times 3 \text{ stories} = 2.55$$

The gross capacity in LVC was calculated using the following formula:

$$(\text{Net developable lot square footage} \times 2.55 \text{ maximum FAR}) - (\text{existing} + \text{pending building square footage})$$

Housing Density

The base density in Lopez Village Residential (LVR) is six dwelling units per acre. There is not a base density in LVC. Residential development in LVC must be in multifamily residential (3+ units).

Maximum dwelling units in Lopez Village Residential (LVR) land use designations

Maximum allowed density in LVR is 6 units per acre

The gross capacity in LVR was calculated using the following formula:

$$(\text{Net developable lot acreage} \times 6 \text{ units per acre}) - (\text{pending} + \text{existing dwelling units})$$

Maximum dwelling units in LVC (mixed use)

Mixed-Use Scenario B

$$\{[(\text{Net developable square footage} \times 0.85 \text{ maximum impervious}) \times 3 \text{ stories}] \times 0.50 \text{ max residential floor area}\} / 1,000 \text{ square foot dwelling units}$$

Mixed-Use Scenario C

$$[(\text{Net developable square footage} \times 0.85 \text{ maximum impervious}) \times 3 \text{ stories}] / 1,000 \text{ square foot dwelling units}$$

Assumptions

Parking space requirements were not included in considering FAR because off-site parking and impervious surface options exist.

Commercial development in LVC land use designation is limited by maximum impervious surface. The Lopez Village Subarea Plan development regulations allow green roofs to offset impervious surface limitations. For calculating possible FAR, it is assumed that commercial development will only use impervious roofing.

Assuming that developers *will* use pervious surfaces for parking areas and *will not* use pervious surfaces for roofing is intended to show the likelihood that development will contain a mix of both.

LOPEZ VILLAGE LAND CAPACITY ANALYSIS EQUATIONS AND ASSUMPTIONS – PROPOSED DESIGNATIONS

For calculating housing density in LVC (mixed-use), it is assumed that mixed-use dwelling units would average 1,000 square feet each.

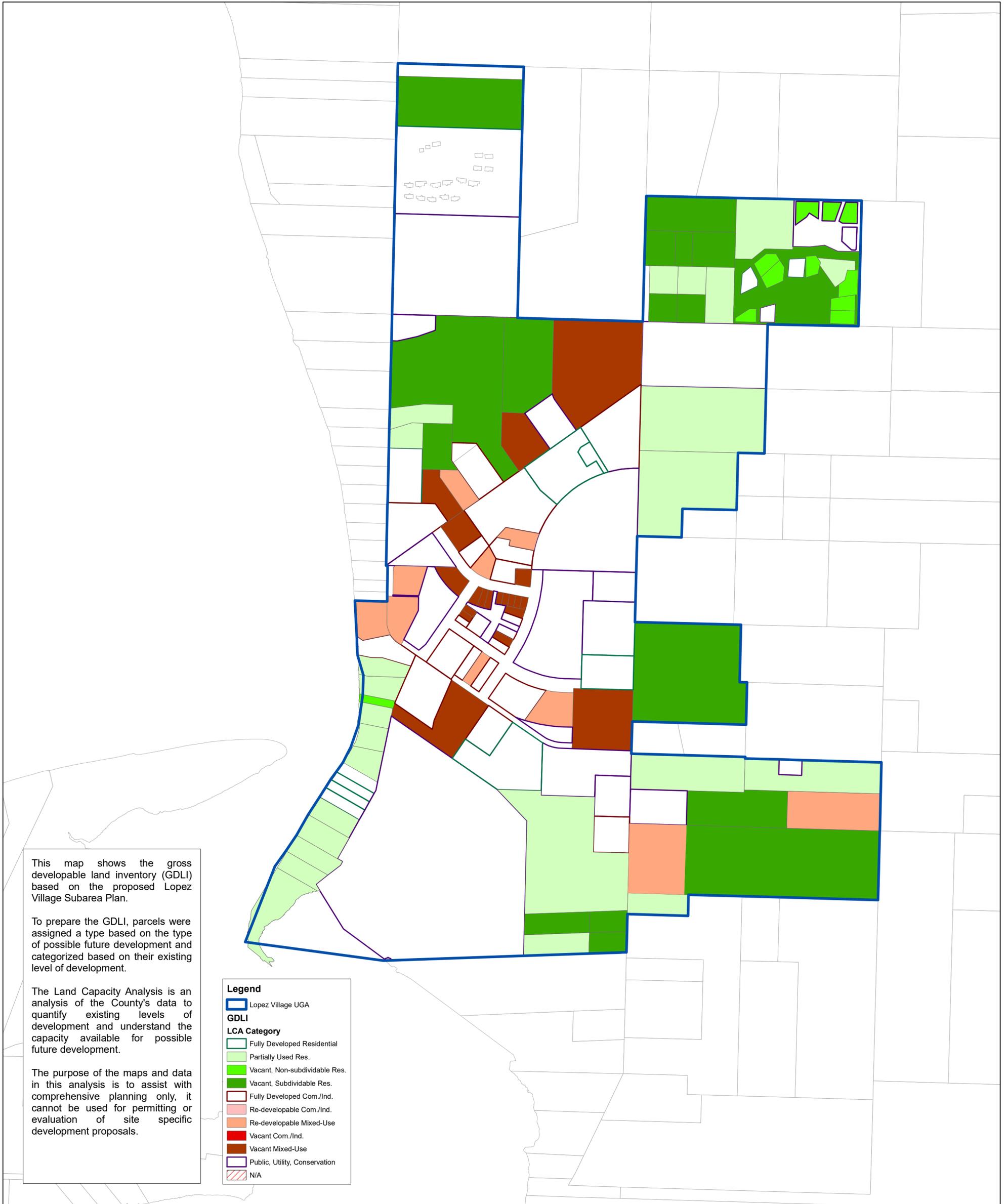
There is no base density in the proposed regulations for Lopez Village Commercial.

Lopez Village Institutional does not provide commercial, mixed-use, or residential capacity. Assuming this, only one undeveloped parcel was excluded from the capacity calculations (251544004000).

The western 300 feet of TPN 252322001000 is designated Lopez Village Commercial, resulting in a 2.5 acre area of that parcel designated commercial. Those 2.5 acres were subtracted from the residential net developable land and added to the commercial net developable land.

DRAFT

Gross Developable Land Inventory (GDLI): Lopez Village Proposed Subarea Plan.



This map shows the gross developable land inventory (GDLI) based on the proposed Lopez Village Subarea Plan.

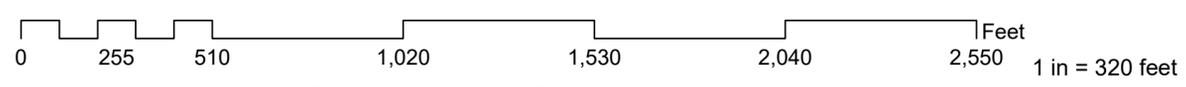
To prepare the GDLI, parcels were assigned a type based on the type of possible future development and categorized based on their existing level of development.

The Land Capacity Analysis is an analysis of the County's data to quantify existing levels of development and understand the capacity available for possible future development.

The purpose of the maps and data in this analysis is to assist with comprehensive planning only, it cannot be used for permitting or evaluation of site specific development proposals.

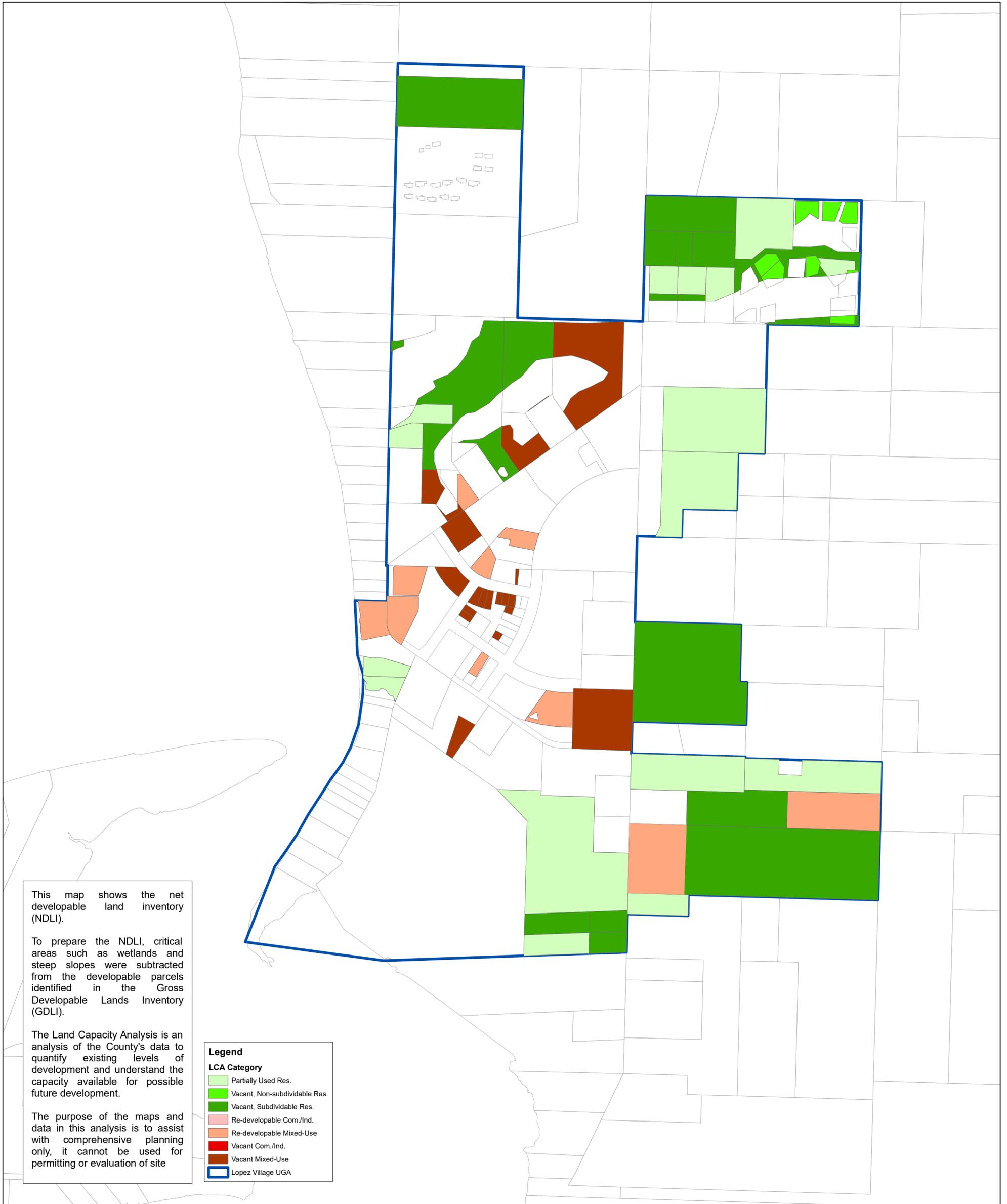
Legend

- Lopez Village UGA
- GDLI**
- LCA Category**
- Fully Developed Residential
- Partially Used Res.
- Vacant, Non-subdividable Res.
- Vacant, Subdividable Res.
- Fully Developed Com./Ind.
- Re-developable Com./Ind.
- Re-developable Mixed-Use
- Vacant Com./Ind.
- Vacant Mixed-Use
- Public, Utility, Conservation
- N/A



Document Path: O:\Projects\Comprehensive Plan\2018\LCA Validation\Proposed Lopez Village\2019-10-04_Map2-A-2_GDLI_Lopez_Village_1.mxd

Net Developable Land Inventory (NDLI): Proposed Lopez Village Subarea Plan.



This map shows the net developable land inventory (NDLI).

To prepare the NDLI, critical areas such as wetlands and steep slopes were subtracted from the developable parcels identified in the Gross Developable Lands Inventory (GDLI).

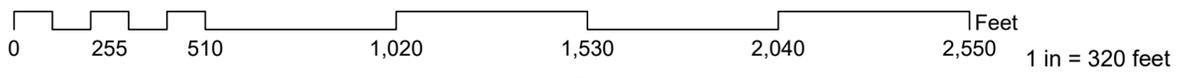
The Land Capacity Analysis is an analysis of the County's data to quantify existing levels of development and understand the capacity available for possible future development.

The purpose of the maps and data in this analysis is to assist with comprehensive planning only, it cannot be used for permitting or evaluation of site

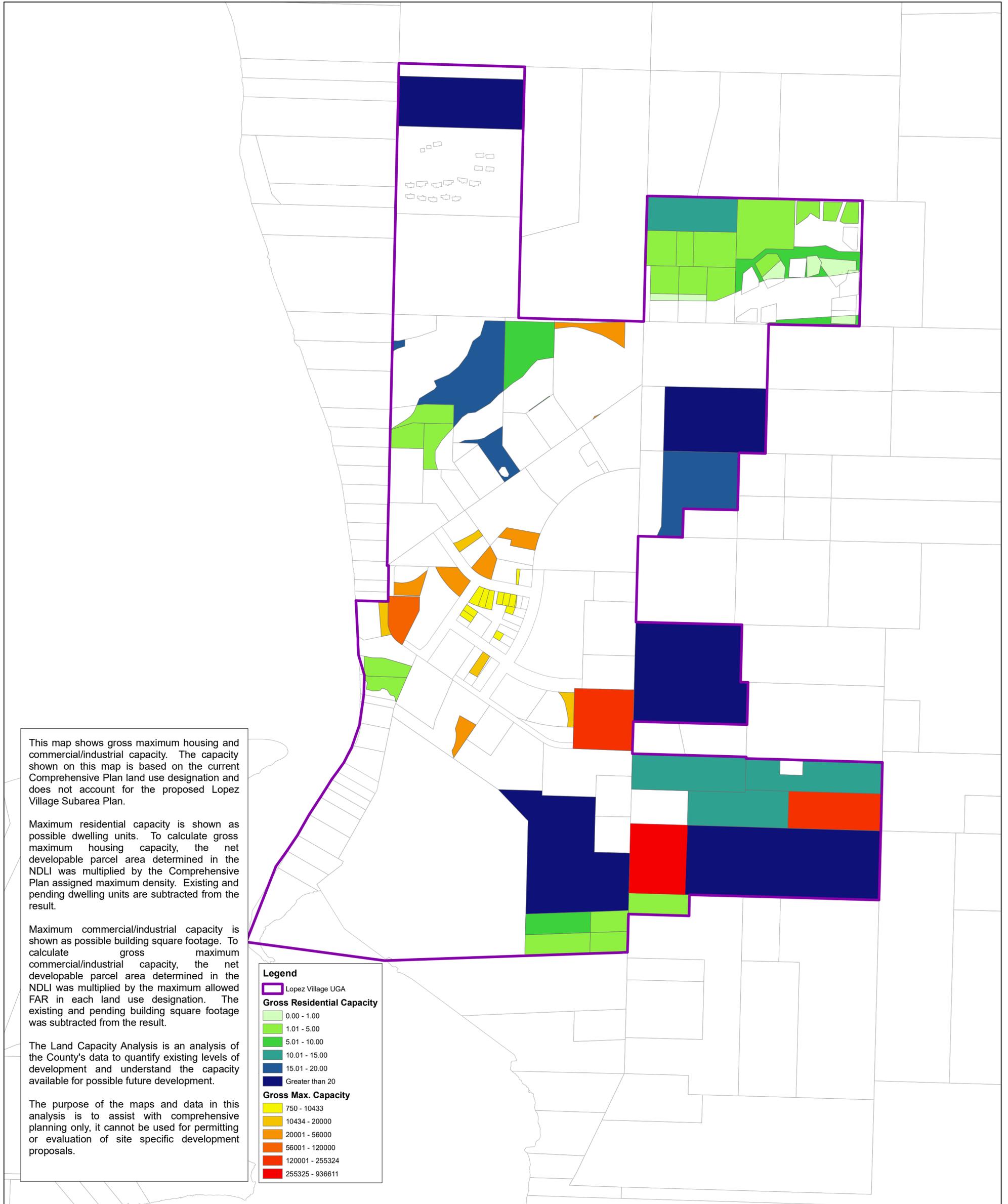
Legend

LCA Category

- Partially Used Res.
- Vacant, Non-subdividable Res.
- Vacant, Subdividable Res.
- Re-developable Com./Ind.
- Re-developable Mixed-Use
- Vacant Com./Ind.
- Vacant Mixed-Use
- Lopez Village UGA



Gross Maximum Capacity: Proposed Lopez Village Subarea Plan.



This map shows gross maximum housing and commercial/industrial capacity. The capacity shown on this map is based on the current Comprehensive Plan land use designation and does not account for the proposed Lopez Village Subarea Plan.

Maximum residential capacity is shown as possible dwelling units. To calculate gross maximum housing capacity, the net developable parcel area determined in the NDLI was multiplied by the Comprehensive Plan assigned maximum density. Existing and pending dwelling units are subtracted from the result.

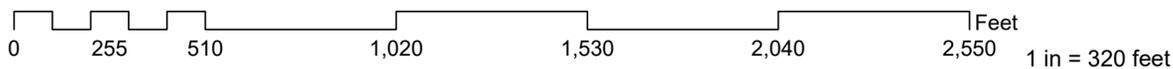
Maximum commercial/industrial capacity is shown as possible building square footage. To calculate gross maximum commercial/industrial capacity, the net developable parcel area determined in the NDLI was multiplied by the maximum allowed FAR in each land use designation. The existing and pending building square footage was subtracted from the result.

The Land Capacity Analysis is an analysis of the County's data to quantify existing levels of development and understand the capacity available for possible future development.

The purpose of the maps and data in this analysis is to assist with comprehensive planning only, it cannot be used for permitting or evaluation of site specific development proposals.

Legend

- Lopez Village UGA
- Gross Residential Capacity**
- 0.00 - 1.00
- 1.01 - 5.00
- 5.01 - 10.00
- 10.01 - 15.00
- 15.01 - 20.00
- Greater than 20
- Gross Max. Capacity**
- 750 - 10433
- 10434 - 20000
- 20001 - 56000
- 56001 - 120000
- 120001 - 255324
- 255325 - 936611



Lopez Village Capacity, Proposed Land Use Designations

2036 Lopez Population **2,936**
 April 1, 2016 Lopez Population **2,466**
 Additional Lopez Population 2036 **470**

Scenario A, Lopez Village Commercial develops with 100% commercial.

Land Use Designation	Gross		Market Factor Reductions							Net			50% of projected Lopez Population Growth for sizing UGA Capacity
	Gross Residential Capacity (Dwelling Units)	Gross Non-Residential Capacity (Building square feet)	Comm. Public Use Factor (5%)	Res. Public Use Factor (5%)	Comm. Market Factor (25%)	Res. Market Factor (25%)	Seasonal/ Recreation al Home Factor (35%)	Subtotal Comm. Market Factor Capacity Reductions	Subtotal Res. Market Factor Capacity Reductions	Additional Residential Capacity (Dwelling Units)	Additional Non-Residential Capacity (Building square feet)	Population Capacity (2.04 persons per household)	
LVC	0	3,299,102.88	164,955.14	0	824,775.72	0	0	989,730.86	0	0	3,299,102.88	0	Capacity Excess/Shortfall
LVR	348.03	0	0	17.40	0	87.01	121.81	0	226.22	121.81	0	248.50	
LVI	0	0	0	0	0	0	0	0	0	0.00	0	0	
Total	348.03	3,299,102.88	164,955.14	17.40	824,775.72	87.01	121.81	989730.86	226	122	3,299,103	248	

Scenario B, Lopez Village Commercial develops with 50% commercial and 50% residential.

Land Use Designation	Gross		Market Factor Reductions							Net			Capacity Excess/Shortfall
	Gross Residential Capacity (Dwelling Units)	Gross Non-Residential Capacity (Building square feet)	Comm. Public Use Factor (5%)	Res. Public Use Factor (5%)	Comm. Market Factor (25%)	Res. Market Factor (25%)	Seasonal/ Recreation al Home Factor (35%)	Subtotal Comm. Market Factor Capacity Reductions	Subtotal Res. Market Factor Capacity Reductions	Additional Residential Capacity (Dwelling Units)	Additional Non-Residential Capacity (Building square feet)	Population Capacity (2.04 persons per household)	
LVC	1649.55	1,649,551.44	82,477.57	82.48	412,387.86	412.39	577.3425	494,865.43	1,072.21	577.34	1,154,686.01	1178	Capacity Excess/Shortfall
LVR	348.03	0	0	17.40	0	87.01	121.81	0	226.22	121.81	0	248	
LVI	0	0	0	0	0	0	0	0	0	0	0	0	
Total	1,997.58	1,649,551.44	82,477.57	99.88	412,387.86	499.40	699.15	494,865.43	1,298	699	1,154,686	1426	

Scenario C, Lopez Village Commercial develops with 100% residential.

Land Use Designation	Gross		Market Factor Reductions							Net			Capacity Excess/Shortfall
	Gross Residential Capacity (Dwelling Units)	Gross Non-Residential Capacity (Building square feet)	Comm. Public Use Factor (5%)	Res. Public Use Factor (5%)	Comm. Market Factor (25%)	Res. Market Factor (25%)	Seasonal/ Recreation al Home Factor (35%)	Subtotal Comm. Market Factor Capacity Reductions	Subtotal Res. Market Factor Capacity Reductions	Additional Residential Capacity (Dwelling Units)	Additional Non-Residential Capacity (Building square feet)	Population Capacity (2.04 persons per household)	
LVC	3299.10	0	0	164.96	0	824.78	1154.69	0	2,144.42	1154.69	0	2355.56	Capacity Excess/Shortfall
LVR	348.03	0	0	17.40	0	87.01	121.81	0	226.22	121.81	0	248.50	
LVI	0	0	0	0	0	0	0	0	0	0	0	0	
Total	3,647.14	0	0	182.36	0	911.78	1276.50	0.00	2,371	1276	0	2604	