

Comprehensive Plan Update 2036

Introduction: Land Use Element and Urban Land Use Issues

County Council February 11, 2020
 Planning Commission February 21, 2020

Department of Community Development
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2019 Aerial Photograph of Eastsound

Purpose

To provide the first briefing on the Land Use Element of the SJC Comprehensive Plan (*Plan*).

Discuss urban growth area (UGA) land use issues.



2019 Aerial Photograph of Friday Harbor

Overview

- Land Use Element Background
- Process for updating LU Element
- Briefing on each UGA:
 - General policy topics, and
 - Map and policy changes



2019 Aerial Photograph of Lopez Village

Background

Comprehensive Plan (Plan); Growth Management Act (GMA); and Urban Growth Areas (UGA).

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Land Use Element: Five Sections

- **General Goals:** provide the overall goals and policies for all lands
- **Land Use Designations:** four principal categories (specific goals & policies for each):
 - Growth Areas: Towns and Urban Growth Areas.
 - Activity Centers, Limited Areas of More Intensive Rural Development (LAMIRDs), & Master Planned Resorts
 - Rural Lands: General Use, Farm-Forest, Residential, Industrial, Commercial, Conservancy, and Natural.
 - Resource Lands: Agricultural and Forest lands.
- **Special Districts:** Conservancy and Natural
- **Overlay Districts:** Mineral Resource Lands, *Critical Areas*, Open Space Conservation, watershed management, and Airport Districts.
- **Subarea plans**

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Process

- Brief Council and Planning Commission
- Coordinate with Town and committees
- Complete analysis of proposed map and policy changes
- Evaluate impacts to capital facilities and transportation
- Engage the public
- Define alternatives for SEPA environmental review

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The Eastsound UGA

An UGA is an “area or areas within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature.”

RCW 36.70A.110 (1)

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Appendix 2: County-wide Policies: Designation of Unincorporated Urban Growth Areas

Policy 1: Consult with the Town Incorporated UGA and the County's Unincorporated UGA

- County determines the boundaries for other UGAs
- One UGA on Orcas and Lopez:
 - Eastsound UGA
 - Lopez Village UGA

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Appendix 2: County-wide Policies: Designation of Unincorporated Urban Growth Areas

Policy 2: The criteria for determining a UGA and its boundary includes:

- Existing areas characterized by urban development or facilities, or to support urban levels;
- Projected needs and amount of land available in the UGA;
- Protect critical areas and resource lands; and
- Other natural or topographic features that define the UGA boundary.

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Appendix 2: County-wide Policies: Designation of Unincorporated Urban Growth Areas

Policy 8: Define the levels of service necessary to support urban levels of development within each UGA.

Policy 9: Each UGA boundary should be adjusted as necessary based on capital facilities planning.

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Selected GMA Requirements

RCW 36.70A.115 (1)

Counties and cities ... shall ensure that, taken collectively, **adoption of and amendments to their comprehensive plans and/or development regulations provide sufficient capacity** of land suitable for development within their jurisdictions **to accommodate their allocated housing and employment growth**

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Selected GMA Requirements

WAC 365-196-300 (1)

The act requires counties and cities to direct new growth to urban areas to allow for more efficient and predictable **provision of adequate public facilities**, to promote an **orderly transition of governance for urban areas**, to **reduce development pressure on rural and resource lands**, and to **encourage redevelopment of existing urban areas**.

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WAC 365-196-310 (2)(e)
Urban Growth Areas

UGA may not exceed the areas necessary to accommodate the 2036 projections & reasonable land market supply factor.

Counties have discretion in making choices about accommodating growth.

Each UGA shall allow urban densities and include greenbelt and open space areas.

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WAC 365-196-310 (3)(e) & (f)

(e) As growth occurs, most lands within the UGA should be provided with urban governmental services either directly or by contract.

Should provide for development phasing to ensure the orderly sequencing of development and to ensure that services are provided as growth occurs.

(f) Develop and evaluate UGA proposals with the purpose of accommodating projected urban growth through infill and redevelopment within existing municipal boundaries or urban areas.

In some cases, expansion will be the logical response to projected urban growth.

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WAC 365-196-310 (4)(d)(i)

When conducting a review of the UGA:

Analyze the fiscal impact of alternative land use patterns that accommodate projected growth.

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WAC 365-196-310 (4)(e)(i)

- Review and update the transportation, capital facilities, utilities, and housing elements for consistency.
- Show how areas added to the UGA will have adequate public facilities.
- Avoid piecemeal expansion of the UGA.

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Urban Growth Areas

- General policies: housing, growth, bulk fuel
- Specific UGAs:
 - Land Capacity Analysis (LCA)
 - Official Maps
 - Proposed map amendments
 - Land use policies



2016 Aerial Photograph of Eastsound

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General Policy Affordable Housing and UGA Expansion

- Comments on Housing Element:
 - “Require at least half of new units within UGA expansions to have income-based resale restrictions lasting at least 50 years.”
- Apply to all UGA expansions as written.
- Further analysis required: Consulting with WA Dept. Commerce.

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General Policy Topic
UGA Growth Allocation

Land Use Element Policy 2.3.A.12 Excerpt

UGAS should be designed to accommodate 50% of the population growth projected for the island where the UGA is located during the twenty year planning period.

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General Policy Topic
Allocating Growth to Activity Centers

- Activity Centers - Limited Areas of More Intense Rural Development (LAMIRD)
- Consider a growth allocation for Activity Centers (i.e. Orcas Village or Deer Harbor) during rural issues briefing

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General Policy Topic
Bulk Fuel Storage

- Siting bulk fuel storage in Eastsound – difficult.
- No goals and policies directly address this use.
- Could set land use general goals and policies.
- Follow-up with development regulations.

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Eastsound Unincorporated UGA

Land use is governed by the Eastsound Subarea Plan (ESP)

It establishes the Official Map, designation criteria, goals and policies.



The Eastsound UGA

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Eastsound UGA Residential Capacity Summary

- Residential capacity in the Eastsound UGA may be limited if:
 - Village Residential (VR) develops around four dwellings per acre, and
 - Mixed-use areas do not develop with residential uses.
- 2005 - 2019 permit history: VR develops about 4 dwellings/acre.
- Mixed-use areas rarely develop as such.

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Eastsound UGA Commercial/Industrial Capacity Summary

- Commercial/Industrial development - 3 designations: Village Commercial, Marina, and Service Light Industrial.
- 2036 employment growth allocation - 171 new jobs
- LCA: Ample capacity to accommodate 2036 projected growth

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Two Mechanisms to Increase Capacity

Encourage infill development

- Allow more density in existing UGA
- This could incentivize development of more housing units

Expand the UGA boundary

- Add developable land to UGA
- Must be designated for urban development
- Must not allow sprawling low-density development

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Eastsound UGA Residential Capacity

Is there a preferred option?

Option A

Residential capacity: **is sufficient**; no options for increasing residential capacity are needed during this update

Option B

Residential capacity: **is not sufficient**; analyze options for increasing residential capacity

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Eastsound UGA Commercial/Industrial Capacity

Option C

Capacity: **is sufficient**; No options for increasing residential capacity are needed

Option D

Capacity **is not sufficient**; Analyze options for increasing residential capacity

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Eastsound UGA Five Map Amendment Requests

- Submitted by property owners
- Summarized in Table 3: Memo Page 35



Port of Orcas Remove Split Designation

- 8.5 acre parcel currently split SLI and VR.

Surrounding land use and designation

- East:** Residential, ER4P designation
- West:** Transportation (OI Airport), ES Airport District
- North:** Residential, SLI designation
- South:** Residential and institutional (fire station), ES Village Residential designations.



Fred Klein: Expand UGA: Add 2 Parcels & 29 acres

- Add parcels to the UGA for increased density.
- Increase the dwellings allowed from around 6 to 119.

Surrounding land use and designation

- East:** Rural Residential, ES Rural Residential
- West:** UGA Boundary, Residential (OI Airport), ER4P
- North:** Rural Residential, SLI
- South:** Rural Residential, Eastsound Rural



Myrna and Richard Fant
Change uses Allowed in SLI

- Allow residential uses 'eating establishments'
- Want to develop two dwellings and a restaurant

Surrounding land use and designation

East: Orcas Airport, EAD designation
West: Residential, SLI designation
North: Orcas Airport, SLI designation
South: Institutional (public works), SLI designation.

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Foster and Chantelle Hildreth
Add 4 parcels to UGA

Developed at a density of around one acre per unit.

Surrounding land use and designation

East: UGA boundary & residential uses, ES Residential
West: Residential use, ESRural Residential designation
North: Residential use, ES Rural Residential designation
South: Fishing Bay

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Rick Christmas
Re-designation 2 Parcels to Village Residential

- Re-designate two developable parcels inside UGA from ER4P to Village Residential (VR).
- Increases maximum density from 4 to 12 unit/acre.

Surrounding land use and designation

East: Residential use, ER4P designation
West: Transportation use (OI Airport), SLI designation
North: Residential use, ER4P designation
South: Residential use, VR designation.

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Eastsound UGA 2017 EPRC

- Possible map changes, no formal recommendations.
- Two possible re-designations from Village Residential to Village Commercial.
- Another possible re-designation similar to Rick Christmas' request.
- March 5 EPRC Meeting: Get input on these and other proposed map changes.



Eastsound UGA Policy

- Most policies affecting the Eastsound UGA are in the Eastsound Subarea Plan (ESP).
- Changes to the *Plan* must be consistent with the ESP.
- Proposed policy changes will be presented to the Eastsound Planning Review Committee for comment or recommendations.

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Eastsound UGA Policy

Orcas Island Airport Overlay (OIAO)

- Concerns about the OIAO restricts use restriction – no housing is allowed in the development code standards.
- Changes to the boundaries of the OIAO would require an Official Map change.
- Policy language in the *Plan* is not specific to the OIAO. A policy may not be required.
- State law requires the County to coordinate with specific stakeholder groups when amending code related to a general aviation airport (RCW 36.70.547).

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Eastsound UGA Policy Discussion

- Policy language from the *Plan* Land Use Element is in the staff memo.
- Let us know if you identified any possible policy changes.

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Friday Harbor UGA

- Friday Harbor has an Incorporated UGA (Pink).
- Grey: Unincorporated UGA
- Land use in the incorporated limits is governed by the Town of Friday Harbor (Town).
- County coordinates with the Town to set that boundary.



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Friday Harbor UGA Capacity Summary

- The LCA does not include the Friday Harbor incorporated UGA.
- Adopted countywide planning policy requires coordination with the Town on planning for growth.
- County and Town staff will meet to discuss capacity.

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Friday Harbor UGA Capacity Discussion

- Are there specific comments or topics you would like discussed during the coordination meeting?
- Staff will report back after the meeting.

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Friday Harbor UGA Map Amendment Requests

- Summarized in Table 4, memo Page 43.
- Most request expansion of UGA.
- UGA decisions should be contingent on the Town's capacity needs and analysis.



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Friday Harbor UGA Map Topic Discussion

- Are there specific map topics you would like staff to discuss while meeting with Town staff?
- Staff will report back after meeting with the Town.

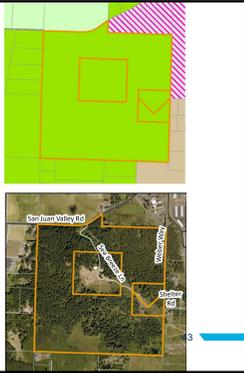
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Fleming and Waters Re-Designate 4 Parcels RFF to RGU

- Totalling 162.5 acres
- Re-designate to RGU To allow a wider range of commercial uses.

Surrounding land use and designation

East: Airport, RGU & Friday Harbor Incorporated UGA.
West: Residential, RFF designation.
North: Agriculture uses, AG designation and Friday Harbor Incorporated UGA
South: Undeveloped, RFF and RGU designations.



Steve Buck Expand FH Incorporated UGA

Add three parcels totaling 22.3 acres to UGA.

Surrounding land use and designation

East: Church, Spring Street, FH Incorporated UGA.
West: Agricultural, Agricultural Resource Land
North: Residential, FH Incorporated UGA.
South: Residential, RFF.



Martin and Cessy Agegian Expand UGA

Add 10-acres at intersection of Argyle and North Bay to FH Incorporated UGA.
May require additional parcels to be added to UGA.

Surrounding land use and designation

East: Residential use, RR designation
West: Residential use, RGU designation
North: Residential use, RR designation
South: Residential use, RR designation.



Port of Friday Harbor Expand the UGA: Add Jensen's

- Allows marina to connect to Town water and sewer.
- May require other parcels to be re-designated.

Surrounding Land use and designation

East: Residential, Marina

West: Undeveloped & FH Incorporated UGA & RFF.

North: Residential, Rural Residential and cove.

South: Residential and Gravel Pit/Park, RFF designations.



Friday Harbor UGA Policy

- Land Use Element Goals and Policies that affect the Friday Harbor UGA are found in Section 2.3.A (Memo, Page 4).
- Additional goals and policies in *Plan* Appendix 2 (Memo, Attachment B).
- No comments have been received that suggest policy amendments specifically related to the Friday Harbor UGA.

Friday Harbor UGA Policy Discussion

Initial Discussion

- Policy in the *Plan* Land Use Element is in the memo.
- Let us know if you have any initial concerns about existing policy.
- Staff will follow up on possible changes or any questions.

Lopez Village Unincorporated UGA

- Land use is governed by the Lopez Village Subarea Plan (LVSP, adopted Oct. 2019).
- Establishes the Official Map designations, densities, goals and policies.
- Is consistent with the *Plan*.



The Lopez Village UGA

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Lopez Village UGA Capacity

- LCA results considered when the LVSP was adopted.
- Capacity in the UGA was deemed sufficient.
- The Lopez Village UGA has enough land capacity to accommodate projected population and employment growth.

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Lopez Village Capacity Discussion

Which of the following options should staff analyze?

Option A	Option B
Capacity is sufficient : no options for increasing capacity are needed	Capacity is not sufficient : analyze options for increasing capacity

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Lopez Village UGA Map Amendment Request

- One request to add a 9 acre parcel (TPN 252322003000) to the UGA.
- Submitted by property owners Roxanne and Michael Webb.
- Would allow sub-division of the parcel.
- It was considered during the LVSP adoption process. No action was taken at that time.

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Lopez Village UGA Map Topic Discussion

Option A

No additional map amendments are needed to Lopez Village UGA.

Option B

Evaluate possible map changes to the Lopez Village UGA.

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Lopez Village UGA Policy

- Lopez Village UGA goals & policies were adopted in the LVSP.
- No new policy topics have been raised.

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Lopez Village UGA: Policy Topic Discussion

Option A

No additional amendments
are needed to LVSP policies.

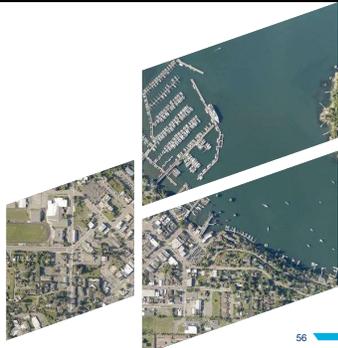
Option B

Evaluate possible amendments
to the LVSP policies.

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Next Steps

- Brief you on Rural and Natural Resource Lands.
- Coordinate with Town.
- Analyze alternatives for County Council & Planning Commission.



2019 Aerial Photograph of Friday Harbor

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Questions?

Comments:
complancomments@sanjuanco.com

2019 Aerial Photograph of Lopez Village
