

SAN JUAN COUNTY  
DEPARTMENT OF COMMUNITY DEVELOPMENT

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**BEFORE THE HEARING EXAMINER  
FOR SAN JUAN COUNTY**

**FINDINGS, DECISION AND CONDITIONS OF APPROVAL FOR  
YELLAND CONDITIONAL USE PERMIT**

<b>FILE NUMBER:</b>	LANDUSE-20-0243	S.J.C. DEPARTMENT OF
<b>OWNER/APPLICANT:</b>	BARBARA YELLAND 343 PEAPOD LANE OLGA, WASHINGTON 98279	APR 19 2021 COMMUNITY DEVELOPMENT
<b>AGENT:</b>	CORY HARRINGTON PERMIT RESOURCES P.O. BOX 1255 EASTSOUND, WASHINGTON 98245	
<b>APPLICATION:</b>	CONDITIONAL USE PERMIT – TO AUTHORIZE VACATION RENTAL OF AN EXISTING 2-BEDROOM HOUSE	
<b>SITE ADDRESS:</b>	343 PEAPOD LANE, ORCAS ISLAND	
<b>TAX PARCEL NUMBER:</b>	173634004000	
<b>STAFF RECOMMENDATION:</b>	APPROVAL WITH CONDITIONS	
<b>SUMMARY OF DECISION:</b>	<i>APPROVED – SUBJECT TO CONDITIONS</i>	
<b>DATE OF DECISION:</b>	APRIL 16, 2021	

## I. INTRODUCTION

In September of last year, the applicant purchased a 5+acre property located at 343 Peapod Lane, northeast of Doe Bay, on the far east shoreline of Orcas Island. The property is in the Rural Residential Land Use Designation and the Rural Farm Forest Shoreline Designation. There are two dwelling structures on the applicant's property. (*Ex. 10, letter from the applicant, Ms. Yelland, dated Dec. 30, 2020; SJCo Assessor online information re: improvements/structures on the parcel; correcting inadvertant error on page 3 of Staff Report*). In this matter, the applicant requests Conditional Use Permit approval to operate an existing 2-bedroom single family house on the site as a short-term vacation rental (less than 30 days). County codes prohibit the rental of more than one residential structure on the same property located outside an urban growth area, such as this site. (*SJCC 18.40.275.A*). The Staff Report thoroughly summarizes the details associated with this application, public comments received, the applicants' response to such such comments, and demonstrates how it complies with applicable approval criteria, subject to conditions. The proposed conditions of approval should be sufficient to ensure that the proposed vacation rental is operated in a responsible manner that does not adversely impact nearby residents. As explained below, the pending application is approved, subject to conditions of approval – which expressly inform the permittee that violations of conditions or other county codes may result in code enforcement action and possible revocation of the permit issued herein.

## II. CONTENTS OF RECORD

Copies of all materials in the record and a digital audio recording of the open-record hearing conducted for this application are maintained by the County and may be requested or reviewed by contacting the Community Development Department during regular business hours. Given the Covid-19 health proclamations issued by the Governor and local authorities, the hearing occurred on February 24, 2021, using teleconference equipment operated by county staff. Staff confirmed that no one other than hearing participants mentioned herein contacted staff to express an interest in providing testimony or participating in the public hearing. Julie Thompson, the designated County Planner assigned to review the pending application, appeared and provided testimony under oath during the hearing. The applicants' agent, Corey Harrington, also appeared during the hearing and accepted the Staff Report analysis and recommended conditions without objection or requests for changes. The applicant, Ms. Yelland, appeared and spoke on her own behalf, explaining that she wants to participate in any solution to the road conditions along Peapod Lane. No one spoke at the public hearing in opposition to the pending application.

The Staff Report, prepared by Ms. Thompson, with 12 pages, dated February 10, 2021, and the 13 Exhibits attached to and described on page 12 of such report, are included as part of the Record for this matter.

Upon consideration of all the evidence, testimony, codes, policies, regulations, and other information contained in the file, particularly the unchallenged Staff Report, the undersigned Examiner issues the following findings, conclusions and Decision.

### III. APPLICABLE LAW

#### ***Jurisdiction.***

Under SJCC 18.80.090(C), if a development application is processed as a Conditional Use Permit application, “the Hearing Examiner is the decisionmaker.” SJCC 18.80.100(C), captioned “Decisionmaking Authority”, provides that “[t]he hearing examiner has the authority to approve or deny conditional use permit ... applications, and to impose conditions of approval on such permits.”

#### ***Conditional Use Permit required for vacation rentals.***

The applicant’s property is located in the county’s Rural Residential land use designation. The table found at SJCC 18.30.040 provides that Vacation rentals are allowed in the rural residential land use designation, subject to a Conditional Use Permit.

#### ***Shoreline considerations.***

The applicant’s property is located in the county’s Rural Farm Forest Shoreline designation. The requested permit would authorize vacation rental of an existing single-family home, deemed a residential use, and does not propose changes to the house itself that would be considered shoreline development activity (like construction, addition, or alteration of the house itself that lies within a designated Rural Residential shoreline area), which could trigger the requirement to obtain a Shoreline Substantial Development Permit (“SSDP”). *See SJCC 18.20.190, RCW 90.58.030, and WAC 173-27-030.*

The use table found at SJCC 18.50.600 provides that Vacation Rentals are subject to a substantial development permit in the Rural Farm Forest shoreline designation. SJCC 18.50.040 (D)(1) explains that any development, use, structure or activity with a total cost or fair market value, whichever is higher, that does not exceed the maximum exempt amount allowed by state law (\$6,416 as of October 2012), generally requires a certificate of exemption, but SJCC 18.50.050(B)(4) states that a certificate of exemption is not required for residential development, including normal residential appurtenances when a project or development permit application is required. As noted above, this Conditional Use Permit is required to authorize the requested vacation rental use in the Rural Residential land use designation where this property is located. (*See SJCC 18.30.040*). Therefore, a certificate of exemption is not required for this vacation rental use, because the vacation rental use is the subject of this Conditional Use Permit and special conditions imposed by relevant codes and this Decision.

#### ***Standards for vacation rentals; Criteria for CUP approval.***

San Juan County’s Unified Development Code includes specific standards that apply to all vacation (short-term, less than 30 days) rentals of single family residential units and accessory dwelling units

or portions thereof. These standards are now found at SJCC 18.40.275. The Criteria for approval of a Conditional Use Permit are found at SJCC 18.80.100(D), and include ten items that must be considered by the Examiner.

### ***Burden and Nature of Proof.***

Under SJCC 18.80.040(B), “[t]he burden of proof is on the project permit applicant. The project permit application must be supported by evidence that it is consistent with the applicable state law, County development regulations, the Comprehensive Plan, and the applicant meets [their] burden of proving that any significant adverse environmental impacts have been adequately analyzed and addressed.”

### ***Vacation Rental Operators must comply with all orders or proclamations issued regarding the ongoing COVID-19 Emergency.***

Vacation rental operations, like that authorized by this permit, fall within the County’s definition of “Transient accommodations,” which means “a commercial or residential use involving the rental of any structure or portion thereof for the purpose of providing lodging for periods less than 30 days.” (SJCC 18.20.200, “T” definitions). Earlier during the pandemic, the San Juan County Health Officer issued an order suspending most vacation rentals and other transient accommodation operations for the duration of the COVID-19 Emergency. Orders have been modified since that time, initially only permitting some rentals at 50% of maximum occupancy, revised in September of 2020 to allow rentals up to permitted capacity. (See most current Health Officer Orders posted on the County’s website). Going forward, **this permit mandates full compliance with any and all orders or proclamations related to the ongoing COVID-19 public health emergency issued by County, State or Federal officials with jurisdiction over any aspect of vacation rental operations.**

## **IV. ISSUE PRESENTED**

Whether a preponderance of evidence demonstrates that the applicants have satisfied their burden of proof to meet the criteria for Conditional Use Permit approval?

**Short Answer:** Yes, subject to conditions.

## **V. FINDINGS OF FACT**

Upon consideration of all the evidence, exhibits, testimony, codes, policies, regulations, and other information contained in the file, the undersigned Examiner issues the following findings, conclusions and Decision approving the Conditional Use Permit as set forth below.

1. Any statements in previous or following sections of this document that are deemed findings are hereby adopted as such, including without limitation the Introduction provided above.

2. As noted above, the applicant owns a 5+ acre property located at 343 Peapod Lane on the far eastern shoreline of Orcas Island. The property is in the Rural Residential Land Use Designation and the Rural Farm Forest Shoreline Designation.
3. The applicant requests Conditional Use Permit approval to operate one of the existing single-family dwellings on the site as a short-term vacation rental (less than 30 days), specifically the 2-bedroom house that is located closest to the shoreline. *(See Ex. 3, aerial image of the applicant's property, with the second structure marked with "ADU (Not for VR)")*.
4. The house is served by an on-site septic system, and water is provided by the Doe Bay Community Water System. *(Staff Report, Project Data on page 1)*. As with all properties served by on-site septic systems, County Health regulations require regular inspections and service as needed. The applicant is hereby advised and informed that compliance with such regulations is a requirement of this permit.
5. The Staff Report thoroughly explains how: a) the applicants' proposed vacation rental can be operated and conditioned to satisfy all applicable performance standards for Vacation (short-term) rentals, found in SJCC 18.40.275 *(See Staff Report, pages 3 – 5)*; and b) how the pending application satisfies all approval criteria for the requested Conditional Use Permit (SJCC 18.80.100(D)), subject to conditions *(See Staff Report, pages 6-7)*. Staff determined that the pending application is exempt from SEPA review under SJCC 18.80.050. *(Staff Report, page 8)*.
6. The detailed written comments expressed reasonable concerns that the permittee must acknowledge on an ongoing basis. Future problems with noise, dust, illegal fires, and other subjects covered in the written comments could result in code enforcement action and possible revocation of this permit.
7. There is no evidence in the record that would serve as a basis to deny the requested permit. Instead, the analysis and explanation provided in the Staff Report and the application materials, with supporting exhibits, constitutes a preponderance of evidence demonstrating how the requested permit complies with all applicable approval criteria. If the applicant fails to comply with any conditions of approval, it could result in revocation of the permit addressed in this decision.
8. As with all permits issued by the County, this permit does not waive or excuse an applicant's obligation to comply with any utility service provider's lawful regulations or requirements, including without limitation electrical, telephone, cable, internet, sanitation, and water service providers.
9. Again, violations of any condition of approval (including but not limited to guests trespassing onto neighbor's property, lighting illegal beach fires, generating too much noise) may be grounds for issuance of a Notice of Violation and possible revocation of the conditional use permit addressed herein. This includes operating a vacation rental property in a manner that violates any then-applicable order or similar restriction issued by any County, State, or other government official with jurisdiction over any aspect of vacation rental operations during this COVID-19 public health emergency.

## **VI. CONCLUSIONS of LAW**

1. Based on the Findings as summarized above, the undersigned examiner concludes that the proposed

Conditional Use Permit for a vacation rental conforms to all applicable land use requirements and appropriately mitigates adverse environmental impacts. Upon reaching such findings and conclusions as noted above, the CUP application meets the standards necessary to obtain approval by the County.

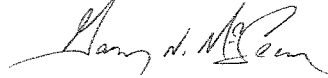
2. The Department's recommended conditions of approval as set forth in the Staff Report and modified in this Decision are reasonable, supported by the evidence, and capable of accomplishment. Each and every condition is adopted and incorporated herein by reference, except as modified below.

3. Any Finding or other statements in previous or following sections of this document that are deemed Conclusions are hereby adopted as such.

## **VII. DECISION**

Based upon the preceding Findings of Fact and Conclusions of Law, evidence presented through the course of the open record hearing, all materials contained in the record, and the Examiner's online site visit, the undersigned Examiner APPROVES the Conditional Use Permit for the Yelland vacation rental, subject to the attached Conditions of Approval as recommended by the County's staff and modified herein.

ISSUED this 16<sup>th</sup> Day of April, 2021



Gary N. McLean  
Hearing Examiner

## CONDITIONS OF APPROVAL

*Yelland Vacation Rental CUP  
343 Peapod Lane, Orcas Island  
Parcel No. 173634004000  
File No. LANDUSE-20-0243*

1. The 2-bedroom single family residence on the above-referenced property may be operated as a vacation rental as described in the application materials and site plans included in the record as part of Exhibits 1-5, subject to compliance with SJCC 18.40.275, except as modified by these conditions. It is expressly understood that this permit prohibits any vacation rental operations in the accessory dwelling unit (ADU) on the same property. *(See ADU identified on Exhibit 3).*
2. The 2-bedroom house may be rented as a single-unit on a short-term basis for periods less than thirty (30) days. A maximum of two (2) people per bedroom plus an additional three (3) overnight guests [seven (7) total guests] may occupy the residence at any one time.
3. No food service is allowed.
4. Two (2) parking spaces must be provided as required by SJCC 18.40.275(F).
5. The owner must meet all local and state regulations, including those pertaining to business licenses and taxes. Approval of this permit does not authorize the owner to violate private covenants and restrictions – including without limitation any subsequent private road-maintenance agreements by and between the permittee and adjacent property owners.
6. No use of the property shall be made that produces unreasonable vibration, noise, dust, smoke, odor or electrical interference to the detriment of adjoining properties.
7. The property owners shall:
  - A. Prior to operation, submit and maintain an up-to-date property management plan on file with the administrator and property owners within three hundred (300) feet of the building within which the vacation rental is located. The property management plan must include the following:
    1. Rules of conduct meeting the requirements of SJCC 18.40.275(C) and approved by the County, including without limitation provisions addressing the following:
      - a) Trespassing;
      - b) Noise that violates Ch. 9.06 SJCC (Noise Code);
      - c) Off-site parking issues;
      - d) Vehicle speeds higher than the posted speed limit; and
      - e) Outdoor burning that violates the requirements found in SJCC 15.04.070(F), including violations of any burn ban.
    2. The Unified Business Identifier number for the vacation rental unit, and the names and addresses of the property owner and agents authorized to act on the property owner's behalf;
    3. A designated local property representative who lives on the island where the vacation rental is located and will respond to complaints and emergencies; and
    4. A valid telephone number where the local property representative can be reached twenty-four (24) hours per day.

- B. Prominently display in the rental house the rules of conduct and a map clearly depicting the property boundaries of the vacation rental. The map shall indicate if there is an easement that provides access to the shoreline, if so, the boundaries of the easement shall be clearly defined; if there is no access, this shall be indicated together with a warning not to trespass. Verified complaints involving vacation rental guests trespassing onto surrounding properties may serve as a basis to revoke this permit.
- C. Display the address of the residence so that it is clearly evident from the street or access road.
- D. Include the San Juan County permit number for the vacation rental in all advertisements and marketing materials such as brochures and websites.
- E. Annually certify compliance with the conditions of permit approval and with the fire and life safety requirements of the International Fire Code (IFC) as identified by the Department of Community Development on forms specified by the administrator. The annual certification shall be prominently posted on-site.
- F. Certify compliance with the conditions of permit approval within ninety (90) days after the closing date of the sale of the property. Written certification must be submitted to the Department of Community Development on forms specified by the administrator and must reference the permit number.
8. This permit shall expire two (2) years after the date of approval unless the annual certificates of compliance meeting the requirements of SJCC 18.40.275(K)(4) are on file with the administrator.
9. Guests shall be made aware of the importance of water conservation. Best practices to conserve water shall be included in the rules of conduct.
10. Outdoor burning of anything other than charcoal in a grill, or seasoned wood provided for use in a designated fire pit, is expressly prohibited. Guests shall be fully advised in writing of any applicable burn ban in effect for any portion of a vacation rental.
11. Solid waste must be removed from the vacation rental to an approved solid waste facility every two weeks. Solid waste shall be stored in completely enclosed and secured solid waste receptacles or stored completely indoors.
12. Upon determination by the Director of DCD that any condition listed above has been violated and following issuance of a Notice of Violation, the Director may, in addition to other code enforcement remedies, revoke the conditional use permit.
13. **[New Condition Added by the Examiner]** – This permit shall not be read or construed to authorize any activity or operation in violation of any applicable order issued by government officials with jurisdiction over any aspect of the vacation rental use addressed herein. This expressly includes, without limitation, the permit holder's obligation to remain informed and updated on the effect of any order, proclamation, or other directive issued to address the COVID-19 public health emergency.



**EFFECTIVE DATE, APPEALS, VALUATION NOTICES**

Hearing Examiner decisions become effective when mailed or such later date in accordance with the laws and ordinance requirements governing the matter under consideration. SJCC 2.22.170. Before becoming effective, shoreline permits may be subject to review and approval by the Washington Department of Ecology, pursuant to RCW 90.58.140, WAC 173-27-130 and/or SJCC 18.80.110.

Decisions of the Hearing Examiner are final and not subject to administrative appeal to the San Juan County Council, unless the County council has adopted, by ordinance, written procedures for the discretionary review of such decisions. See Section 4.50 of the San Juan County Home Rule Charter and SJCC 2.22.100.

Depending on the subject matter, this decision may be appealable to the San Juan County Superior Court or to the Washington State Shorelines Hearings Board. State law provides short deadlines and strict procedures for appeals and failure to timely comply with filing and service requirements may result in dismissal of any appeal. See RCW 36.70C and RCW 90.58. Persons seeking to file an appeal are encouraged to promptly review appeal deadlines and procedural requirements and confer with advisors of their choosing, possibly including a private attorney.

Affected property owners may request a change in valuation for property tax purposes, notwithstanding any program of revaluation.