Eastsound Subarea Plan

Draft #3
As Amended by EPRC
July 11, 2014
Section 1. Introduction.

A. History. From its origins, the Eastsound subarea plan has been an urban plan in a rural county inspired and led by an islandwide local initiative.

In 1978 San Juan County adopted its first comprehensive land use plan and ordinance that largely overlooked Eastsound Village. In order to provide both predictability and a vision for the future, some Eastsound merchants formed the Eastsound Preservation Group and hired Seattle planning consultant Tony Puma to draft a plan for Eastsound Village. That plan articulated the idea of a compact “walking village” as the commercial and cultural center of Orcas Island. The Plan included a map with land use zones for retail, residential and industrial land uses extending from the retail center to the airport. It established the Eastsound Planning Review Committee, appointed from all of Orcas Island to advise the Community Development Department, the Planning Commission and County Council on land use matters in Eastsound.

The plan, adopted in 1981 by County Ordinance 225-1981 and was expanded in scope and area in 1992 to include the surrounding small lot residential areas.

B. Purpose. By adopting this plan the County established as its policy the maintenance of a subarea plan to provide land use and development goals, policies and regulations specifically for the Eastsound planning area. Eastsound is the largest unincorporated community in the County. It is the geographic center of Orcas Island and is the commercial and cultural center of the island community.

The Eastsound Subarea Plan, as amended, is to accomplish five primary goals:

1. Identify, conserve, and enhance the qualities of Eastsound that contribute to people's enjoyment of the place as well as to its functions as the commercial, cultural and residential center of a rural island community and ensure that land uses which adjoin residential uses are compatible with them;

2. Anticipate and manage how change will occur in Eastsound and immediate surroundings, and to provide a tangible vision for future growth so that the qualities that define its character and give it value as a place to live and work are not compromised as growth and change are accommodated;

3. Provide clear standards for development in Eastsound including standards for buildings, streets and sidewalks, utilities, lighting and allowable uses within each land use district;

4. Assure that all Eastsound specific code and land use requirements are considered in the county’s Unified Development Code (UDC), Title 18; and

5. Assure that local Eastsound residents play a role in defining the character and growth of the Eastsound Subarea.

6. The purpose of the Eastsound Plan is to provide for the orderly growth of Eastsound while preserving and enhancing the vitality and livability of the entire community.
addition, this plan is to establish a process for action by Orcas Island residents to shape the future form of the islands’ residential, commercial and cultural center and the immediate vicinity.

C. Relationship to Other Local Plans and Land Use Regulations. For developments or activities not addressed in the Eastsound Plan, the Comprehensive Plan provides the policies that apply.

Parts of Eastsound are also subject to the Shoreline Master Program (SMP), Chapter 18.50 SJCC. And subject to the SMP policies, which are in Section B.3 of the Comprehensive Plan. The SMP was adopted by the County in 1976 in accordance with the Shoreline Management Act, Chapter 90.58 RCW.

The SMP governs land use and development within 200 feet of the ordinary high water mark on the north and south shores of Eastsound. It contains goals, policies and regulations regarding commercial, residential and industrial development and for marina, dock, bulkhead, fill and other developments on the shorelines. It also includes designations for different shoreline environments in which the SMP regulations may vary. These regulations apply in addition to those of the Eastsound Plan. If the SMP and the Eastsound Plan conflict, the most restrictive provision prevails. For example, if the Eastsound Plan allows a certain use with a district but the SMP does not allow it within the shoreline designation on the property, the SMP would control. Similarly, if the SMP allows a use and this plan does not, this plan prevails.

The SMP also contains permit requirements different than those in the Eastsound Plan. These may apply to a shoreline development proposal even if no permit is required by this plan.

D. Authority.


E. Official Maps.

Official maps which delineate districts, public facilities, recreation, open area, and transportation facilities are a part of this subarea plan. These maps show the total area covered by this plan and each of the subarea land use district designations. The maps shall be filed and amended in the same manner as other official maps of the Comprehensive Plan, as provided in SJCC 18.10.040, 18.90.020 and 18.90.050.

1. There is hereby made a part of this plan a map which shall be known as the Eastsound Subarea Plan Official Map and referred to as the official map. This shall consist of the original official map adopted by Ordinance No. 62–1992 and all amendments thereto adopted pursuant to SJCC 18.90.020 and 18.90.050. This map shall be filed with the County auditor, the County administration office and the Community Development and
Planning Department. The planning department shall maintain a reproducible copy of the official map and shall make copies available for purchase.

2. The official map identifies the land area subject to this plan and the land use districts created herein. Maps contained in this plan which describe the Eastsound urban growth area boundary, planned transportation facilities and other planned capital improvements, and which identify specific natural features, are elements of the official map and are subject to the amendment procedures in SJCC 18.90.020 and 18.90.050. (Ord. 14–2000 § 7(QQ); Ord. 13–2000; Ord. 4–1996; Ord. 62–1992 § 2).

Section 2. Applicability.

A. General. This subarea plan, also referred to as the Eastsound Plan, provides goals and policies additional to those of the Comprehensive Plan and shall apply to all land and land use activity, and to all structures and facilities, within that area described on the official map. The UDC will contain regulations to implement the goals and policies of the Eastsound Plan. The provisions of this plan shall prevail over any conflicting provision of other portions of the Comprehensive Plan except as provided in subsection (B) of this section. All other provisions and language of the Comprehensive Plan shall retain their full force and effect.

B. Applicability of Shoreline Master Program. The provisions of this plan are also additional to those of the Shoreline Master Program (Chapter 18.50 SJCC, a subarea plan of the Comprehensive Plan) Chapter 18.50 SJCC contains the regulations portion of the County’s Shoreline Master Program. The provisions of the Eastsound Subarea Plan are also in addition to the policies of the SMP in Section B.3 of the Comprehensive Plan. All developments within jurisdiction of the Shoreline Master Program shall be subject to Chapter 18.50 SJCC and to the SMP Policies which are in Section B.3 of the Comprehensive Plan. In the event of any conflict between the Eastsound Plan provisions and the Shoreline Master Program, the most restrictive shall prevail.

C. Amendments. Amendments to this plan shall be subject to procedures established in the Unified Development Code for adoption of subarea plans set out in Chapter 18.90 SJCC.

Section 3. Eastsound Planning Review Committee.

A. Creation. The Eastsound planning review committee is established under authority of this plan (as adopted by Ordinance No. 225–1981 and as amended by Ordinance No. 62–1992, and all subsequent amendments) by the County Council.

B. Composition. The Eastsound planning review committee shall consist of seven members, resident on Orcas Island, who shall be appointed by the County Council for terms of two years so that terms of all members do not coincide. Terms of four members shall be for one year from the date of adoption of the ordinance codified in this chapter and the terms of three members shall be for a period of two years from the anniversary of the date of adoption.
C. **Purpose.** The purpose of the Eastsound planning review committee is to advise the planning department, the planning commission and the County Council on land use and development matters affecting Eastsound.

D. **Authority.** The Eastsound planning review committee shall have authority and responsibility to:

1. Review this plan periodically; following such review the committee may recommend to the County Council amendments designed to achieve more effectively the purposes and policies of this plan; review and amendment procedures shall be as set out in SJCC 18.90.050;

2. Review and comment on all applications for redesignation, long and short plats, and conditional use permits and variances required by this plan, and all applications for shoreline permits for development within Eastsound; and review and comment on all environmental determinations issued according to the State Environmental Policy Act for proposed developments in Eastsound;

3. Monitor applications and County permit approvals for other developments within Eastsound to enable effective and comprehensive review of this plan;

4. On request of the Director or on their own initiative, make recommendations regarding the intent or meaning of any provision of this plan;

5. Fulfill the above responsibilities by action in accordance with bylaws for conduct of the Eastsound planning review committee adopted by the County Council;

6. As the full committee or a subcommittee appointed by the chair, hold regular meetings with representatives of the Port of Orcas, the public works department, and utility providers for the exchange of information about plans for the extension of services or improvements to facilities within Eastsound; and

7. In order to enable the committee to fulfill its duties and to be adequately informed about pending land use applications in the subarea, the planning director will provide the committee with: (a) current summary reports of all pending land use applications; and (b) complete copies of all applications requested by EPRC. (Ord. 14–2000 § 7(TT); Ord. 4–1996; Ord. 62–1992 § 2)

Section 4. **GENERAL PLAN**

A. **Existing Conditions.**

1. **Form and Character of Eastsound.** The physical features and natural setting are the fundamental elements that form the character of Eastsound. It is located in a natural corridor formed by the hills to the east and west and by salt water to the north and south. It contains a natural water course and wetland, running south from the airport to East Sound, along the west side of this corridor. This supports a dense growth of native trees and shrubs and to the east, in the village, there are still open fields and clumps of evergreens and fruit trees.
Patterns of land development and movement of people in the area are also important elements of the character of Eastsound, particularly in the village. The village is small, with most buildings no larger than two stories and most shops and services within walking distance of each other. It has a rural character derived from several elements: many businesses are located in small, separate wooden houses which were formerly residences; there is little industrial activity and few businesses occupy large areas of land with buildings or outdoor storage. The predominant development pattern can be characterized as individual buildings on individual lots, separated by side, front and rear yards.

In the early 1990s, a collaboration between SJC Public Works, EPRC, local businesses, property owners, design professionals and passionate gardeners designed and installed curbs, sidewalks, landscaping elements and a variety of on-street parking configurations to create an attractive streetscape along Main Street and North Beach Roads.

Once an island hub for the import and export of goods by water, at Fishing Bay, the village has remained the central marketplace for Orcas. Now, though only one dock remains within the village and the transportation pattern is dominated by cars and trucks. Most Orcas Island residents drive to the village to shop and socialize. Visitors arrive in the village in private vehicles, by foot, bicycle, bus, boat or plane.

Economic change has also contributed to the character of Eastsound. No longer the center of an agricultural community, tourists and seasonal residents are now an important part of the Eastsound and island economies. Some Eastsound businesses could not survive without the increase in trade provided by these groups but these businesses also contribute to the year-round population because the goods, services and amenities they provide enrich the quality of life for residents as well. At the same time, tourism increases demands on community services and as the year-round and seasonal populations and tourism grow, there are greater pressures on the capacity of Eastsound to accommodate these demands while it benefits.

2. Changing Conditions in Eastsound. Among the most significant qualities of Eastsound today is the quality and amount of open space, either in open fields or views to the hills and the water. These will be altered or lost as new development occurs. To protect areas that are critical for community recreation and open space purposes, this plan identifies certain natural features in and around the village for conservation.

The present orientation of the village away from the shoreline has, to a degree, been responsible for the relatively untouched appearance of beaches on the south shore. To maintain this, this plan favors making the village shoreline more accessible to the public visually by discouraging development of individual moorages and encouraging provision of view points open to the public in new waterfront developments.

Since adoption of the Eastsound Plan in 1981 the village and immediate surroundings have experienced considerable change. Given the small scale of the village, new
buildings can have a relatively strong impact on the character of the area and new uses, particularly commercial uses, can have a major effect on patterns of movement through the village. This plan includes provisions for design of new buildings in a manner that reflects the character and scale of Eastsound, and a circulation plan designed to improve traffic movement and promote a development pattern consistent with the purpose and goals of the plan.
3. Political and Economic Conditions. Eastsound is a small, unincorporated area which is the social and economic center of Orcas Island. It does not have a municipal government or budget for planning, public improvements and maintenance of public facilities. These functions rest with San Juan County government. One purpose of this plan is to serve as a policy guide for County actions in distributing funds for the administration and development of community facilities and services which are now or should be in the future provided to Eastsound to maintain and enhance its role as the community center of Orcas Island.

B. General Goals and Policies.

1.1. Goal. To represent and respond to the specific needs and interests of the Orcas Island community in Eastsound within the County Comprehensive Plan, and to provide a means for community action to shape the future of Eastsound.

1.2. Statement of Intent. Eastsound is an established community and commercial center with land use and development patterns distinct from those of surrounding areas, and as the primary center for Orcas Island it must respond to the diverse needs and interests of the entire Orcas community. The following policies state how the County Comprehensive Plan will recognize the distinct roles and characteristics of Eastsound.

1.3. Policies.

a. San Juan County will maintain a subarea plan which will guide land use and development in Eastsound in a manner that will accomplish the stated purpose and goals of this plan.

i. Land use districts established by this plan should be compatible with and maintain the existing development pattern. This subarea plan will maintain the established land use pattern by containing the most intensive forms of land use and development within the village, with less intensive uses distributed outward toward the perimeters of Eastsound.

ii. A mix of uses should be allowed within different land use districts in a manner compatible with the existing development pattern and the goals of this plan.

iii. This plan will provide for clustering of units within large scale residential developments in order to maximize the provision of common open space, minimize curb cuts along arterial roadways, and to provide for the efficient provision of utility services. In exchange for waiving the conditional use permit requirement, clustering will be required for large scale residential development, as defined in each residential land use designation.

iv. In accordance with overall SJC policies in conformance with the WA State Growth Management Act which provide that 50% of anticipated overall future residential growth shall occur with its Urban Growth Areas, and that adequate provision be made for housing of island residents in all income categories, the
Eastsound Urban Growth Area shall be sized accordingly, including applicable seasonal and market factors.

b. San Juan County will promote communication and cooperation among agencies and districts whose services and facilities affect Eastsound.

2.1. Goal. Conserve and protect the physical and visual qualities that contribute to the enjoyment of Eastsound and surrounding areas by island residents.

2.2. Statement of Intent. The natural setting of Eastsound and the features of the natural and built environments within it are fundamental to its character. Principal landscape features include wetlands, shorelines, hills, woods and fields that influence the form and visual quality of Eastsound.

The existing patterns of land use and the features of the built environment are also important components of the character of Eastsound. Many Eastsound buildings are or resemble structures built early in local history. By their numbers, locations, and relative harmony in form, scale and materials, they contribute a cohesiveness to the landscape, particularly in the village and its immediate surroundings.

These features of the natural and built environments define the informal, rural and aesthetically pleasing character this plan is designed to maintain and conserve.

2.3. Policies. To accomplish this goal, this plan will:

a. Identify specific natural features and characteristics and public vistas which warrant conservation and establish policies and standards for land use and development that will conserve them.

b. Establish minimum building design and site planning standards, based on the scale and character of existing buildings, that promote the visual harmony desired in Eastsound while preserving the present scale and allowing a diversity of individual buildings.

c. Provide a tangible vision and direction for the future of Eastsound which will enhance the existing character and guide the establishment of:

i. A plan for the construction and improvement of public streets with associated on- and off-street parking facilities.

3.1. Goal. Anticipate and manage how growth occurs in Eastsound so that its character is not compromised unnecessarily as growth and change are accommodated.

3.2. Statement of Intent. Population growth and local and regional economic changes experienced since 1981, when the original subarea plan for Eastsound was adopted, have increased pressure on Eastsound to meet the diverse needs and interests of the Orcas Island community. This plan must establishes how growth can be accommodated if the community activities, character and visual quality of Eastsound are to be maintained in the face of this pressure.
3.3. Policies.

a. Arrange the distribution of various land uses in and around the village in a way that maintains the small-scale of the village and that serves primarily the desires and interests of island residents. Therefore, this plan will:
   i. Make sufficient land area available to provide for orderly but concentrated commercial growth in the village in a manner responsive to the daily convenience needs of Orcas residents and which conserves natural landscape features that enhance the village character.
   ii. Encourage location of civic and cultural facilities within the village to maintain its economic and social vitality.
   iii. Contain and concentrate new commercial uses in the village to reduce vehicular traffic and make the village pleasant and convenient for pedestrians.
   iv. Encourage multi-family residential development in and around the village so that more island residents can walk, rather than drive, to destinations in the village.

b. Maintain the historical pattern of residential use in and adjacent to the village and provide for medium- to high-density residential development within an area currently served by central sewer and water systems and within convenient walking distance of schools and services. Therefore, this plan will:
   i. Encourage development of multi-family housing in and immediately adjoining the village by establishing land use districts to include comparatively high-density residential development, particularly for multi-family developments.
   ii. Provide for medium-density residential development in areas not adjacent but convenient to the village by establishing a residential use district which includes fewer, or less intensive, nonresidential activities.
   iii. Encourage new residential development as a secondary, accessory use in areas of Eastsound planned primarily for nonresidential uses.
   iv. Provide land for and encourage affordable housing alternatives.
   v. Encourage the remaining agricultural land in Eastsound to be used for agricultural pursuits.

c. Provide adequate land area for commercial and industrial uses that are not appropriate in the village but that are logically located conveniently to the village, while avoiding conflicts with other land uses. Therefore, this plan will:
   i. Minimize conflicts between the airport and surrounding residential uses by providing land area between these for uses less intensive than, but not incompatible with, airport use.
d. Recognize the existing commercial uses on the north shore and allow for additional commercial development which will enhance opportunities for the public to enjoy the shoreline.

4.1. **Goal.** Allow growth and development in Eastsound which can be supported by central water and sewer systems.

4.2. **Policy.** To achieve this goal:

   a. Provide information which will support achievement of this goal, including descriptions of existing utilities, their service capacities, and plans for long-term service expansion.

   b. Sewer and water system information should be updated and elaborated with the adoption of a capital facilities plan for Eastsound and its environs that is consistent with the County-wide Comprehensive Plan developed in accordance with the Growth Management Act.

   c. Water and sewer system capital facility planning and construction within Eastsound shall be based upon the Eastsound Subarea Plan land use designations and the uses, densities, and activities allowed by those designations.

5.1. **Goal.** Develop a transportation system that enhances the character of Eastsound while providing safe and efficient vehicular and pedestrian circulation through and around Eastsound.

5.2. **Policy.** To achieve this goal:

   a. The Transportation Plan (Figure 130–1) will be used for the orderly and timely acquisition of rights-of-way.

   b. The Transportation Plan will concentrate nonresidential development in the village and direct the pattern of development around the village in a manner that maintains the scale of Eastsound.

   c. A public parking plan will be developed for the village.

   d. In collaboration with property owners, San Juan County Department of Public Works, local design professionals, and engaged citizens, implement the Eastsound streetscape standards throughout the Village Commercial district on an incremental basis.

6.1. **Goal.** Encourage the creation of a combination of public and private off-street parking that will satisfy the parking needs of Orcas Island residents, visitors, and businesses in the Village Commercial District.

6.2. **Policy.** To achieve this goal:

   a. A public parking plan will be developed for the Village that will:

      i. Provide sufficient off-street parking to mitigate the need for on-street parking.
ii. Encourage development of off-street parking that will be designed and landscaped to minimize the aesthetic impact on the Village.

iii. Convert all existing private on-street parking into public on-street parking by appropriate dedication of rights-of-way, as streets in the Village are improved.

b. Parking requirements for the Village Commercial District are based upon the following principles:

i. Parking in the Village is both a private and public responsibility which requires cooperative efforts between the public and private domain in order to achieve the objectives of this plan.

ii. Parking that is open to the public and not restricted as to use shall be encouraged over designated private parking.

iii. To the maximum extent possible the County will endeavor to provide additional public parking in conjunction with other public uses which may be established.

7.1. Goal. Protect marine and fresh water environments from degradation by storm water.

7.2. Policy. Develop an Eastsound storm water plan and adopt implementation regulations consistent with best management practices. This should be coordinated with a plan for management of the East Sound watershed.

C. Open Space, Historic, and Natural Features.

1.1. Purpose.

a. To identify and protect specific open spaces and natural features which are key to maintaining the physical character and visual quality of Eastsound.

b. To protect specific natural resources that contribute to the environmental quality of Eastsound and the surrounding area.

c. To identify, recognize, and protect features of the built environment with historical significance.

1.2. Policies.

a. Enhance the accessibility of the East Sound waterfront to the public by improving the number and quality of shoreline views from within the village and along the East Sound shoreline.

b. Ensure preservation and conservation of natural resources and natural landscape features in all new development so that natural grades and vegetation are maintained and so that wetlands and specific natural landmarks and other key features are undisturbed.

c. Establish a process and schedule for acquisition and/or dedication of easements to provide permanent protection of key natural resources and features.
d. Encourage the County to work and cooperate with the Lummi owners of Madrona Point to provide and maintain public access in conformity with the enabling Covenants (Vol.276, pg.387-9).

1.3. Description (for Regulations see Conservancy Overlay District).

a. **Lavender Farm Knoll.** This knoll is a natural landmark in central Eastsound.

b. **Eastsound Swale.** The swale is a natural boundary between the village and the airport and residential area west of the village. The dense vegetation in and along the swale is a prominent visual feature that offers an attractive edge for a pedestrian walkway.

This natural drainageway is a key component of the Eastsound watershed and of East Sound water quality it provides an important public benefit by controlling flooding and by filtering sediments from storm water, which help to maintain surface water quality. Land clearing and development in wetlands results in increased erosion; degradation of water quality from sedimentation and from loss of biofiltration from vegetation; loss of detention capacity which results in flooding; and adversely affects the quality of receiving waters, and therefore degrades fish and shellfish habitat. Also, certain types of land uses and development activities introduce petroleum products, pesticides, herbicides and other pollutants.

c. **Waterfront Park.** A low-bank parcel at the west edge of the East Sound shoreline provides dramatic views of the water and the Eastsound shoreline. The County acquired it for public park use.

d. **East Sound Waterfront.** Because the most characteristic and significant natural feature of Eastsound is its location at the head of East Sound, and because a goal of this plan is to increase visual and physical shoreline access to the public, the County and the owners of Village Commercial waterfront property have developed and agreed upon an Eastsound Waterfront Access Plan, which is set forth herein. Figure 130–6 shows the visual and physical access corridors provided to East Sound.

e. **Madrona Point Dock and Beach.** This element is identified in this plan as a possible endpoint for a public access path along the beach east from the proposed waterfront park (subsection (C)(3) of this section). A public dock site and beach access from Haven Road have been secured by the County. When completed, the dock will provide the primary moorage facility for transient boat access to dock access to Eastsound. This dock is intended for temporary tie-up use.

f. **Madrona Point.** This prominent wooded peninsula is of great historic, scenic and cultural importance. Once faced with development into shoreline lots and condominium sites, it was purchased by the Bureau of Indian Affairs for the Lummi Indians on the condition that it be preserved as a natural area.

g. **Buck Park.** This property is located immediately east of the school and was donated to the community for development of a public park.
h. **Significant Views.** Views of the water significant to the character and visual quality of Eastsound are identified in Figure 120–1.

i. **Village Entrance and Edge Features.** The village is entered through three distinctive natural entranceways or “gates” composed of road offsets crowded by adjacent hills and trees. These gates are formed as follows:

a. The west gate is the stand of trees and surrounding open area at the waterfront park site and the crowding hill of Landmark Inn opposite together with the large firs at the edge of Lovers’ Lane.

b. The east gate is on Main Street at the east end of Madrona Point at Crescent Beach.

c. The north gate is the North Beach Road entrance to Eastsound, just north of High School Road where Purdue Hill and the trees opposite on the east crowd to the road edge.

j. **Eastsound entrance and edge features.** The County-owned property at the Terrill Beach and Horseshoe Highway intersection is a prominent site that should be improved and maintained as a roadside park.

k. **Village Square.** A public space or village square at the center of the retail area. This is necessary as the focal “place” or center of activity of the village. It is to be located at the hub of village social and retail activity and provide space for festivals, formal and informal meetings, information, markets, and parking. This space should be an open, pedestrian area with grass, landscaping and paths, and should adjoin the Historical Museum which currently serves some of the same functions.

l. **North Shore.** This shoreline has gently sloping sandy beaches and views of Sucia Island, Georgia Strait, and summer sunsets. Three road ends with public access exist within the planning area.

m. **Wetlands.** All areas shown on the San Juan County 2010 General Locations of Possible Wetland Inventory Maps. These maps are intended to depict the general locations of known regulated wetlands. The maps do not show specific wetland boundaries or buffers but rather indicate the approximate locations of wetlands. Individual, site specific, investigations and/or wetland delineations may be required in the permit review processes required by this plan or other County land use regulations.

n. **Western Hill.** The wooded hill west of the village, along Lovers’ Lane, is an important view and an enclosing element.

o. **Mount Baker Edge and View.** The eastern approach to Eastsound on Mount Baker Road and view of Mount Baker from this road. The significant characteristic here is a roadway bordered on one side by open fields (affording the view) and woods on the other.

p. **Crescent Beach Marsh.** This marsh east of Eastsound is under the Shoreline Master Program jurisdiction as a wetland associated with Ship Bay. A portion of the marsh is
owned by the San Juan Preservation Trust. It is recognized as a feature important to
Eastsound because drainage from the east end of the village flows to the marsh.

q. **Regulated Wetlands.** All wetlands listed in the SJC wetlands maps.

r. **Mount Baker Road Agricultural Property.** The land along Mt. Baker Road from Terrill
Beach to North Beach Road. The significant characteristic here is rural open space and
views of Mt. Baker.

s. **Crescent Beach Waterfront.** The waterfront and beach along Crescent Beach from
Eastsound Village to Terrill Beach Road. This feature is recognized as important because
it is a vital component of the Crescent Beach Marsh wetlands system, with oyster beds,
unparalleled marine views, and a sensitive coastal ecology.

t. **Emmanuel Episcopal Church.** The Emmanuel Church is recognized for its historical
significance and reflection of early architectural style in San Juan County. The church is
listed on the National Register of Historic Places.

u. **The Orcas Island Historical Museum.** The museum is recognized for its historical
collection and reflection of early history of San Juan County.
D. Transportation.

1.1. Purpose.

a. To provide for the orderly development of roads and paths.

b. To construct roads and paths consistent with the character of Eastsound and this plan.

c. To provide for the timely acquisition of road rights-of-way.

d. To ensure the transportation system serves the land use goals and policies of this plan.

e. To provide for the participation of property owners in the design of road and path improvements.

f. To implement a streetscape improvement program for the village that supports the policies of this plan to make the village pleasant and convenient for pedestrians and also provide needed on-street parking.

g. To create a parking plan that will provide for adequate off-street public parking.

1.2. Vehicular Circulation Policies.

a. Figure 130–1 is the vehicular circulation plan for Eastsound.

b. The County should acquire rights-of-way shown in Figure 130–1 not currently owned by the County.

c. Streets within the village should be developed as access and feeder streets, not through streets.

d. Property owners are responsible for improvements to unopened rights-of-way at the time their property is developed if alternative vehicular access is unavailable.

e. The County is responsible for all public road development in Eastsound.

f. Installation of new utility lines and undergrounding of aerial lines shall be coordinated with construction and improvement of public streets to the extent possible.

g. If and when an alternative access route is desired to serve Eastsound from the east, south of Mount Baker Road, this should be provided by extension of Rose Street to the east. High School Road should then be extended to connect with Rose Street. This alternative access could lead to a reduction of vehicular traffic on Crescent Beach Road.
1.3. Pedestrian Policies.

a. The village should be developed in a manner convenient and attractive for pedestrians, with safe and pleasant walks and paths.

b. The pedestrian path system for Eastsound is shown in Figure 130–1. Public path rights-of-way should have a minimum width of five feet.

c. Public paths shown in Figure 130–1 should be provided by dedication of easements to the public by the owner at the time the property is developed.

1.4. Parking Policies.

a. The development of off-street parking areas open to the public should occur where it will serve substantial portions of the village.

b. The County to increase parking availability within the Eastsound Subarea.

1.5. Airport Development. The Orcas Island airport at Eastsound is owned and operated by the Port of Orcas. The facility is used by private pilots, some resident, and it also provides scheduled passenger service to other islands and to the mainland. To maintain the function of the Mount Baker Road Bypass and to protect the future land use pattern intended by this plan, no runway extension should be allowed south of Mt. Baker Road.

1.6. Transportation Hub. To support and promote Non Motorized Transportation a Transportation Hub should be developed with community participation on the County Owned Parcel TPN # 271455211 (parcel purchased for Fern St. extension). This goal will guide county improvements and support grant funding for paths, and street improvements that improve non-motorized transportation into and around Eastsound.

If constructed the Transportation Hub to include (but not limited to) one or more of the following:

a. ADA Pedestrian pass through and off street transit stop (grass pavers N. Beach to Prune Alley);

b. Shuttle stop to off-site parking;

c. Ferry and Hamlets. RIDESHARE location;

d. Covered area with solar powered lighting from roof panels;

e. Rainwater catchment for grass pavers, rain gardens and community gardens;

f. Storage lockers and bike racks/lockers;

g. Drinking fountain/self-closing water faucet;

h. Map of walking paths around Eastsound and Public Access to shoreline;

i. Dedicated spots for food vending trucks or licensed vendors;

j. Permanent or temporary Kiosks;

k. Picnic tables with trash and recycling receptacles;

l. Public art;

m. Announcements of community events;
n. Emergency Phone

Eastsound Subarea Plan

Figure 130 – 7 Locations Map for Waterfront Parcels

E. Village Plan.

1.1. Figure 140–1 illustrates the elements of open space, historic, and natural features and circulation within the village. The plan includes the extensions of (1) Rose Street to Madrona Street, (2) Enchanted Forest Road from Lovers’ Lane to North Beach Road, and
(3) Fern Street from Madrona Street to Lovers’ Lane, in addition to other internal street improvements as well as new street construction to improve traffic circulation into and out of the village. (Also, refer to SJCC 16.55.120, Open Space, Historic, and Natural Features, SJCC 16.55.130, Transportation, and SJCC 16.55.250, Conservation Overlay District.)

1.2. The village plan includes a location for the village square. The square is intended to satisfy several public functions, including public open space and an informal meeting place. It is located centrally and has convenient connections to public parking, streets, and pedestrian paths.
F. Utilities.

1.1. Purpose.

a. Promote cooperation between utility services, the County and property owners to ensure provision of adequate water supply and sewage disposal services and electrical and telephone distribution lines within utility service areas in Eastsound.

b. Provide direction for improvements to publicly owned and/or maintained storm drainage systems to enhance natural drainage patterns, to maintain and improve quality of receiving waters, including Fishing Bay, and to coordinate such improvements with transportation planning and street construction schedules.

c. Promote long-range planning for delivery of sewer and water services which is consistent with the land use and parcel patterns provided for in this plan.

1.2. Policies.

a. Storm Drainage Policies. The County should develop a Stormwater Management Plan for Eastsound which will recognize the natural limitations and benefits of the Eastsound swale to detain and filter runoff from streets, parking areas and other impervious surfaces.

b. Cable, Telephone, Power, Water and Sewer Utilities. Utility lines serving new development should be installed underground to reduce adverse visual impacts and should be installed within road rights-of-way to reduce adverse effects on the physical environment.

c. Utility Coordination. County planning for street construction should be coordinated with improvement plans of public and private utilities.

1.3. Utility Development Standards.

a. Utility lines serving new or significantly expanded uses shall be installed underground.

b. Street lighting, if provided, shall have a shielded source (e.g., McGraw-Edison “Concourse” or similar fixtures without bare bulbs) and be uniform throughout the village.

1.4. Existing Utilities. To provide a useful reference the description of existing utilities within the planning area, given below, should be updated and detailed upon adoption of a capital facilities plan for Eastsound.

a. Sewer. Sewer service for Eastsound is provided by the Eastsound Sewer and Water District, a public utility supported by a local improvement district. The District is authorized by RCW 57 to protect the public health and safety of the greater Eastsound Community within its WA State Department of Ecology approved service area. Allowable sewer service is presently reduced in size to the Urban Growth Area boundaries. New service connections to the system are only allowable within the boundaries of the Eastsound UGA. Existing connections beyond those boundaries are...
legally grandfathered into the sewer system. Installation of the main lines on Blanchard Road (2014) will complete the collection system within the current UGA boundaries. The boundaries of the LID as well as the location of the principal collection facilities are shown on Figure 150–1. In addition, the sewer district is authorized by charter to provide sewer service throughout the subarea.

i. District facilities fall into three categories:

A. All users have an on-site septic tank and effluent pump. The owner is charged for this in addition to the facility charge and the connection fee.

B. From the individual septic tank, primary treated effluent is pumped through pressure mains to the treatment plant located by the airport, where effluent receives secondary treatment, aeration and settling, as well as tertiary treatment (chlorination). The current design capacity (2014) is 160,000 gallons per day, serving 600 connections representing 920 equivalent residential units (ERUs). Peak flows and loadings occur during the months of July through September. The most recent capacity averages (2013) for the peak period are 64% (flow) and 77% (loading). The District anticipates that a 50% expansion of primary treatment capacity will be necessary within the remaining ten years of the 2003 Capital Plan, depending on population increase.

C. Treated effluent is piped to an outfall in the Straits of Georgia off the north shore of Eastsound.

ii. District policies require that all development within the LID must connect to the system. On-site construction requires a septic tank of 500 gallons per residential unit equivalent.
b. **Water.** Water service for Eastsound is provided by the Eastsound Water Users Association (EWUA), a private member-owned utility company. The EWUA adopted a Comprehensive Water System Plan in 1990, most recently updated in 2010, which is used to help guide operations. The plan provides detailed information about system source capacity, water consumption patterns, and long-range plans for system improvements. The entire Eastsound Subarea is located within the boundaries of the EWUA service area and long-range planning takes into consideration the total potential buildout provided for in the subarea plan.

One time fees for new memberships and hookups are used to fund capital expenditures. Monthly usage charges pay for the costs of maintenance and operations. The board of directors is elected by the membership and system operations and fees are controlled by the board and EWUA adopted bylaws.

Water for the system is supplied from drilled wells and the Purdue Lake reservoir located on Buck Mountain. The system is designed and operated to meet state of Washington standards for public water systems. The EWUA reserves the right to give domestic use priority over other uses in the event of a temporary shortage of water.

The existing system is also designed to meet residential fire-flow requirements (500 GPM for 20 minutes) throughout the Eastsound Subarea Plan jurisdiction. The EWUA also designs all new line extensions to meet minimum fire-flow requirements. (Ord. 4–1996; Ord. 62–1992 § 2)

Desalination plant permits provide the basis for future development.

c. **Power.** Orcas Power and Light Cooperative is responsible for serving the power needs of the community.

d. **Solid Waste Collection.** San Juan Sanitation is the only company currently licensed to collect solid waste in the County.

e. **Telecom, data and cable television providers.** Centurylink, Mount Baker Cable, Rockisland, Orcas Online and Opalco are the companies that provide service to Eastsound.

G. Architecture and Site Design.

1.1. **Purpose.** To establish design guidelines and site planning standards to ensure that new development projects harmonize with, reinforce and strengthen the existing character and scale of Eastsound.

1.2. **Intent.**

a. To acknowledge that it is the desire of the community to maintain the existing character and scale of Eastsound; and to recognize that, in the face of growth and development pressures, this requires making conscious choices with regard to form, height, size, placement of buildings on lots, and exterior materials used in new developments in Eastsound.
b. To balance the idea that the built environment of Eastsound is not a pristine architectural expression in need of protection and preservation, with the awareness that much of the existing character and scale is nonetheless valued by the community and is threatened by indiscriminate growth and development.

c. To raise the level of probability that as Eastsound grows, new buildings, while each being different, will complement one another and blend together as parts of a harmonious whole.

d. To identify the specific elements which define the existing character and scale of the built environment of Eastsound.

e. To acknowledge that the spaces around buildings contribute to the character and scale and to establish site planning standards so that new development maintains the existing fabric of Eastsound.

f. To recognize that the changing needs of the community and the businesses which serve it may require some buildings which exceed the size of existing buildings and to ensure that such buildings are designed and constructed in a manner consistent with the purpose and intent of this section.

g. To recognize that new growth pressures have fostered the need for public improvements in Eastsound including on-street parking, sidewalks and amenities such as landscaping and street trees.

1.3. Design Elements. The character and scale of Eastsound can be defined by describing the elements of the existing development pattern. The elements of this pattern provide the basis for the site planning and development standards in this section.

a. Eastsound includes a number of buildings which, although not necessarily of historic significance or representing a formal style of architecture, are the result of the efforts of early settlers and craftsmen who approached construction in a straightforward manner; they used basic carpentry skills to create shelter while addressing the problems posed by climate, economic and cultural needs, and available materials.

b. The following characteristics define the physical and aesthetic character and scale of Eastsound as determined by existing conditions:

i. They are placed in the foreground of their lots with a close relationship to the public street and with side yard spaces separating them from adjacent buildings.

ii. They are relatively small structures; some are residences converted to commercial use.

iii. They are one and two story wood-framed buildings whose principal roofs have a relatively steep slope.

iv. They are often accompanied by pleasant and attractive open spaces visible from the street.
1.4. Policies. In order to accomplish the purpose and intent of this section, the following policies are established:

a. To acknowledge that these characteristics are most significant in the village and the area immediately surrounding it, architectural standards apply only in the Village Commercial and Village Residential/Institutional Districts.

b. To maintain the design elements noted above, which are both diverse and harmonious, it is important that new building construction reflect the mass, height, roof form, and materials found in most existing Eastsound buildings. These characteristics are illustrated in Figure 300–3.

c. To recognize that prescriptive standards intended to ensure both diversity and harmony of design in new developments may not be responsive to special problems or opportunities, it is desirable that a discretionary option to the strict application of architectural standards be provided.

H. Eastsound Urban Growth Area

1.1. The boundary of the Eastsound Urban Growth Area within the Eastsound planning area is shown on the Eastsound official map.

SECTION 5. Eastsound Landuse Districts.

Eastsound is divided into 10 distinct land use districts:

- A: Village Commercial;
- B: Village Residential/Institutional;
- C: Service and Light Industrial;
- D: Eastsound Residential;
- E: Service Park;
- F: Marina;
- G: Country Corner Commercial;
- H: Natural;
- I: Rural; and
- J: Airport.

A. Village Commercial District.

5.1. Purpose.

a. To provide for a concentrated village that will centralize commercial and community-wide social and cultural activities in a relatively small area, but which is large enough to allow for reasonable growth;
b. To retain as much as possible of the existing village character as defined by the general goals and policies in SJCC 16.55.110;

c. To allow for development that preserves the existing character, natural features and visual qualities of the village by imposing specific development standards, including building height and setbacks, open space, and landscaping;

d. To consolidate development in such a manner to allow walking from one destination to another to the greatest extent possible; and to make walking a pleasant alternative to driving between destinations by specifying street-orientation of buildings and imposing street improvement and landscaping requirements, and by encouraging provision of public pedestrian access to and along the waterfront;

e. To encourage creation of community parking facilities and the shared use of off-street parking areas in locations that will help promote pedestrian traffic among village destinations; and

f. To allow a mixture of residential and commercial uses which could generate noise, traffic or evening activities.

B. Village Residential/Institutional District.

5.2. Purpose.

a. To provide area adjoining the village commercial district for a mix of single and multiple-family residential uses of moderately high density;

b. To provide for low-intensity commercial uses which are or can be made compatible with residential uses; and

c. To provide for civic and cultural facilities that serve the greater island community and which are therefore best located near the village, but which are not desirable within the village itself because of the amount of land required (such as public schools).

C. Service and Light Industrial District.

5.3. Purpose.

a. To accommodate commercial services and light industrial or construction related activities as well as accessory office and retail sales related to such services and activities which may not be appropriate within the Village Commercial District.

b. To accommodate the existing airport-related facilities and services which are located outside of the Airport Use District.

c. To concentrate the above uses around the Eastsound airport where they have already been established.

d. To concentrate the above uses in a manner that will enable efficient use of the transportation system.
e. To prohibit new residential development other than residential units accessory to a commercial or industrial use and located within a commercial or industrial building.

D. Eastsound Residential four units per acre, Eastsound Residential two units per acre, Eastsound Residential one unit per acre, Eastsound Rural Residential one unit per two acres, and Eastsound Rural Residential one unit per five acres.

5.4. Purpose.

a. To provide for a mix of residential densities in areas already in residential use;

b. To acknowledge the existing medium density residential areas and allow other uses which are or can be made compatible with residential use; and

c. To provide a buffer of moderate land use intensity between the airport and adjoining industrial uses and the rural residential areas outside the geographic boundaries of this plan.

E. Service Park District.

5.5. Purpose.

a. To provide for a service center at the eastern edge of Eastsound, in a relatively small area characterized by an existing mix of service and residential uses, but which is large enough to allow for reasonable growth.

b. To allow for development that preserves the existing character, natural features and visual qualities of adjacent properties by imposing specific development standards, including building height, setbacks, open space, and landscaping;

c. To allow a mixture of commercial service uses and accessory residential units while protecting adjoining residential areas from undesirable commercial and industrial uses which typically generate noise, traffic, or evening activities incompatible with residential neighborhoods;

d. To prohibit new residential development other than residential units accessory to a commercial or industrial use and located within a commercial or industrial building.

F. Marina District.

5.6. Purpose.

a. To recognize the existing marina and resort use established on the north shore and that resort activity here is a desirable influence on commercial and community vitality in the Eastsound area.

b. To recognize that the marina and resort are uses compatible with the adjacent airport and relatively high density residential development in the adjoining area.
c. To allow of commercial uses in this area which are compatible with the Shoreline Master Program as applied to the north shore, including the manmade marina shoreline, and which are related to the recreational nature of the existing development.

d. To allow residential development compatible with the marina and resort and related commercial uses.

G. Country Corner Commercial District.

5.7 Purpose.

a. To provide for a service/commercial center to the east of Eastsound which accommodates commercial services and construction-related activities along with office and retail uses that are necessary and important components of the local economy.

b. To allow for development that preserves the existing character, natural features and visual qualities by imposing specific development standards, including building height, setbacks and landscaped buffers between districts and open space.

c. To allow for a mixture of commercial uses and accessory residential units while protecting adjoining residential areas from incompatible commercial and industrial activities.

H. Natural District.

5.8. Purpose.

a. To preserve areas containing unusual natural resource systems and to regulate all activities or uses which might degrade or alter the natural characteristics which make these areas unusual.

b. To prevent alteration of natural resource areas which are relatively intolerant of human use.

I. Rural District.

5.9. Purpose.

a. To provide a means to conserve those remaining lands within the subarea plan jurisdiction that are used for agricultural purposes.

b. To foster the preservation of open space and pastoral views within Eastsound.

c. To recognize that Eastsound is home to a variety of agricultural properties, uses, and activities, which exist in harmony with other residential, commercial, and institutional uses.

J. Airport Use District.
5.10 Purpose.

a. To accommodate the existing airport and provide for airport-related facilities and services within the airport use district sufficient to meet the air traffic needs of the local citizens.

b. To allow for new airport-related facilities and services that are compatible with other commercial and residential uses in the subarea and consistent with the adopted Orcas Island Airport Master Plan.

c. To establish a land use district that is separate and distinct from an airport overlay district as described in SJCC 18.30.180.

d. To prohibit new residential development.

Section 6. Conservancy Overlay District.

6.1. Purpose.

a. To provide a means to conserve those specific natural resources and features described in Section 2.1.C, Open Space and Natural Features.

b. To establish a specific classification for recognition of resources and features which are not of a size or configuration to warrant land use district classification of the entire area surrounding them.

c. To conserve specific natural resources and features through application of specific standards to carry out the policies for protection of open space and natural features.

Section 7. Implementation.

7.1. Overview and Purpose. This section identifies various ways to implement those elements of this plan which direct physical public improvements within the Eastsound planning area. It describes priorities for funding planned improvements. It is intended for use in the preparation of County capital facilities plans, annual budgeting and other funding decisions affecting Eastsound.

The Eastsound planning review committee should prepare an annual written report or verbal presentation for presentation to the County Council by June 1st of each year which describes the status of any capital projects and planning activities occurring and which recommends priorities for these and other projects for timely consideration in the annual budgeting process.

7.2. Capital Improvements. A description of specific improvement projects follows.

a. Roads shown in Figure Plan 130–1 are priorities, particularly where proposed right-of-way must be acquired.
b. Streetscape improvements encompass a range of pedestrian amenities. These include curbs to separate pedestrian and vehicle traffic, walkways, street trees, benches, etc.

c. Parking is a private responsibility but one which requires a cooperative solution if the goals of this plan are to be achieved.

d. Acquisition, development and maintenance of parks will require funding from various sources: state grant programs and private donations should be pursued for acquisition and development; County general funds should provide for maintenance of park grounds and facilities.

e. The Eastsound swale is both a distinctive feature of the community and a critical filter for surface water runoff into East Sound. The permanent viability of water quality in East Sound, particularly in and near Fishing Bay, depends on maintaining this wetland function. The County should pursue Clean Water Fund Grant for development of a nonpoint pollution control plan for East Sound which will include stormwater management recommendations to protect marine water quality and the functions of the swale. The County should acquire rights to manage the swale as part of an Eastsound stormwater system. The County should acquire easements unless fee simple acquisition is necessary.

7.3. **Planning Actions.** To achieve the goals of this plan, several planning efforts must be pursued.

a. A goal of this plan is the establishment of an effective off-street public parking program for the village.

b. A capital facilities plan for the Eastsound area should be adopted in accordance with requirements of the State Growth Management Act. This should describe existing sewer, water and fire protection service capacities and plans for long-term service expansion.

c. A stormwater management plan and regulations should be prepared for Eastsound in concert with a watershed management plan for East Sound.

The San Juan County Comprehensive Plan adopted pursuant to the Growth Management Act includes a housing element and a capital facilities plan for the County, which includes provisions for Eastsound. The subarea plan contains goals, policies, and regulatory provisions to enhance the diversity of housing opportunities and to provide for all necessary capital facilities.

d. A parks and trails element should be established for this plan. The Eastsound planning review committee should explore the desired scope and effect of this element and establish a work program for development.
Draft Eastsound Land Use Districts

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