

ANACORTES PLANNING COMMISSION



July 11, 2018

Municipal Building Council Chambers

6th Street and "Q" Avenue

AGENDA

6 P.M.

1. **Roll Call**
2. **Minutes of June 27, 2018**
3. **Correspondence**
4. **Old Business**
Development Regulations Update: Review and Discuss Title 19, Division 4: Zoning and Land Uses

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Planning Commission Meeting Minutes for – June 27, 2018

Vice Chair Cleland-McGrath called the meeting of June 27, 2018 to order at approximately 6:00 p.m.

Roll Call

Members Present: Commissioners MacKenzie, Graf, Cleland-McGrath, and Doll

Absent: Commissioners Moffitt, McNett, and Mount

Minutes

Minutes of April 25th, May 9th, and June 13th were approved as read.

Correspondence

None

New Business

Public Meeting – Divisions I, II, and III of the Draft Development Regulations

Commissioners and staff sat in a round table format in front of the audience.

Libby Grage, Planning Manager, provided a recap of previous meetings and discussions. Ms. Grage then provided an overview of Division I, Definitions.

Commissioners questioned 19.12.080, administrative interpretation. Don Measamer, Planning Director, stated that the definition is not proposed to change. Ms. Grage stated that an administrative interpretation is not appealable, and it was provided that underlying permits associated with the interpretation are appealable.

Commissioners questioned the removal of "building coverage." Mr. Measamer stated it is proposed to be replaced with "floor area ratio," and that it will be discussed further during the review of Division IV.

Cynthia Richardson, 315 V Ave. Ms. Richardson thanked Planning Commissioners and voiced support of changes.

With no further comments, Vice Chair moved on to Division II.

Ms. Grage provided an overview of Division II, Application Procedures.

Commissioners questioned the type of permits that a Hearing Examiner should review. Mr. Measamer stated that Commissioners should consider recommending any changes to permit review types.

Commissioners questioned moving Boundary Line Adjustments from a Type I permit to a Type II permit. Mr. Measamer clarified that a BLA was determined to be a Type 2 permit due to the lack of clarity within the BLA code, but that is being rewritten, possibly no longer needing that more extensive review type.

Cynthia Richardson, 315 V Ave. Ms. Richardson commented on the use of Binding Site Plans and how they may be abused. Mr. Measamer stated that larger sized projects could propose a Framework Development Plan, whereas Binding Site Plans are more similar to Subdivisions, but that staff will be looking at including acreage, per Ms. Richardson's suggestion. Ms. Richardson additionally commented on allowing a preliminary review process, with a conceptual approval.

With no further comments, Vice Chair moved on to Division III.

Ms. Grage provided an overview of Division III, Permits.

Commissioners questioned the concept of Unit Lot Subdivision. Ms. Grage used Cottage Housing and Town Home standards as examples to describe the creation of fee simple lots, when the parent lot has been approved to meet all the design standards. The current process does not allow for this.

Mr. Measamer provided an overview of the update to the Boundary Line Adjustment language.

Cynthia Richardson, 315 V Ave. Ms. Richardson critiqued the lack of a definition for cohousing, the details of site plan requirements, and the process for plat appeals and approvals,

Gene Derig, 1302 K Ave. Mr. Derig critiqued vague language.

Vice Chair Cleland-McGrath called the meeting to a close at approximately 8:15 p.m.

To view materials related to the Development Regulations & Design Standards, click [here](https://www.anacorteswa.gov/202/Development-Regulations-Design-Standards), or go to <https://www.anacorteswa.gov/202/Development-Regulations-Design-Standards>.



Planning Commission Agenda Bill

Meeting Date: 7/11/2018 **Agenda Item:** 1

Subject: Development Regulations Update: Div. 4 Zoning & Land Uses

Staff Contact: Don Measamer, Libby Grage

Approved for Submittal to Council by	
	Laurie Gere, Mayor
x	Don Measamer, PCED Director
	Darcy Swetnam, City Attorney

Action Type	
	Public Hearing
	Staff Report
x	Discussion

Summary Statement: At the 7/11/18 Planning Commission meeting, Makers and City staff will present proposed updates to the development regulations contained in Division 4 of AMC Title 19 *Unified Development Code*. It is anticipated that the Planning Commission will ask questions, provide feedback, and that time for community member comments will be provided.

Background: Over the next few months, the Planning Commission will be reviewing and discussing proposed updates to the development regulations contained in the Anacortes Municipal Code (AMC) Title 19. The goals of the proposed amendments are to provide clear, user-friendly development regulations and to implement key goals and policies of the 2016 Comprehensive Plan.

The full 2nd Draft and additional project background information can be viewed on the [project website](https://www.anacorteswa.gov/202/Development-Regulations-Design-Standards). (<https://www.anacorteswa.gov/202/Development-Regulations-Design-Standards>)

Previous Council/Committee/Commission Action: None.

Competing Viewpoints Considered: Public comments have been submitted over the last 1.5 years and have contributed to the development of the 2nd Draft. Members of the public may provide comments at upcoming Planning Commission meetings during the PC's review of the draft, and may also submit written comments to Libby Grage, Planning Manager, libbyb@cityofanacortes.org at any time. A formal public comment period and public hearing will be advertised in the coming months. All comments received prior to the end of the advertised public comment period will be considered, summarized and responded to in a comment matrix, and forwarded on to the PC and CC during the review process.

Recommended Motion: None

Alternative Actions: N/A

Attachments:

Staff report for Division 4, dated July 5, 2018 (NOTE: the ATTACHMENTS 1-6 referenced in the staff report are not yet complete and will be provided prior to or at the 7/11/18 meeting)

2nd Draft public comments, received 6/20/18 thru noon 7/5/18.



Planning, Community, & Economic Development Department

Don Measamer, Director

Date: July 5, 2018
 From: Libby Grage, Planning Manager; Bob Bengford, AICP, MAKERS
 Subject: Development Regulations Update
 AMC Title 19 Unified Development Code, Division 4 – Zoning and Land Use
 Key Proposed Updates and Comp Plan Policy Links

Staff Report: Division 4 Zoning and LAND Use

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General Introduction

The purpose of this document is to identify key updates proposed to development regulations within the Anacortes Municipal Code. This report covers Division 4- Zoning and Land Use, within the 2nd Draft of Title 19 Unified Development Code, which can be found on the city's Development Regulations Update project website: <https://www.anacorteswa.gov/202/Development-Regulations-Design-Standards>.

The proposed changes to Division 4 are intended to integrate into Title 19 the zoning and use provisions currently located in [AMC Title 17 Zoning](#), and include strategic updates to improve organization and usability, clarity, and new content to implement the 2016 Comprehensive Plan. This document provides a general overview of proposed changes to existing adopted zoning, use, form and intensity standards, corresponding Comprehensive Plan guidance, and identifies key issues that may warrant Planning Commission review and discussion.

Division 4 Zoning and Land Use was adopted under Ordinance 2992 in 2016. It set up Chapters 19.42 Uses and 19.44 Supplemental Use Criteria (including standards for accessory dwelling units, bed and breakfasts, and home occupations). In 2018, AMC 19.46 Affordable Housing Demonstration Program was added. Division 4 chapters are proposed to be updated and reorganized as follows:

Contents & Update Summary

Div./Ch.	Title	Ord. # or New	Other code location(s)	Proposed Updates Summary
19.40	Zones	New	17.12	See Key Topics Discussion below.
19.41	<u>Allowed Uses</u>	2992	17.15 – 17.39	
19.42	Uses	2992	17.15 – 17.39; 17.41	
	<u>Form and Intensity Standards</u>	New		
19.43	<u>Residential Uses</u>	New	17.06	
19.44	<u>Supplement Use Criteria Commercial Uses</u>	2992 New	17.06; 17.63; 17.64	
19.45	<u>Industrial Uses</u>	New	17.06	
19.46	<u>Affordable Housing Demonstration Program Public, Institutional, & Open Uses</u>	3017 New	17.06; 17.49; 17.64	
19.47	<u>Accessory Uses & Structures</u>	New	17.48	
19.48	<u>Temporary Uses</u>	New	17.64	
19.49	<u>Nonconforming Uses & Structures</u>	2992		

2016 Comprehensive Plan Guidance

The regulations contained in Division 4 Zoning and Land Use are essential to implementing many of the land use, community design, housing, and economic development goals in the 2016 Comprehensive Plan, including, but not limited to:

LU-1. Land Use Pattern. Establish a development pattern consistent with the community's vision.

LU-2. Community Design. Promote compatible pedestrian-oriented development that respects Anacortes's historic character and small town scale while strengthening its unique marine identity.

LU-6. Residential Uses. Preserve and enhance the quality, character and function of Anacortes's residential neighborhoods.

LU-7. Downtown and South Commercial Avenue. Enhance the character and economic vitality of Downtown and the South Commercial Avenue corridor.

LU-8. Fidalgo Bay and Guemes Channel Waterfronts. Maintain and enhance Anacortes's waterfront as a unique and irreplaceable environmental, economic, and recreational amenity for the city.

LU-9. Industrial & Manufacturing Areas. Maintain and promote active use of industrial lands.

LU-11. Growth Management & Regional Coordination. Emphasize compact growth to minimize sprawl and protect Anacortes's Community Forestlands.

H-1. Housing Supply and Variety. Provide for a sufficient quantity and variety of housing to meet community needs.

H-2. Neighborhood Character. Promote the stability and vitality of residential and mixed use neighborhoods.

H-3. Housing Affordability. Provide for a range of housing opportunities to address the needs of all economic segments of the community.

ED-1. Balanced Economy. Foster a balanced, diversified and sustainable local economy that contributes to Anacortes's high quality of life.

ED-2. Retail & Commercial. Enhance commercial businesses which serve the community's needs for goods and services.

ED-3. Tourism. Maintain and enhance year round opportunities for sustainable tourism in keeping with the Community's vision.

ED-4. Manufacturing and Industrial. Strengthen the marine trade economy and encourage other manufacturing and industrial opportunities.

ED-7. Enhance Regulatory Predictability. Streamline regulations and permitting.

EC-13. Climate Change. Anacortes should be a regional leader in mitigating and adapting to climate change.

CF-1. Support Existing Development and Future Growth. Provide capital facilities and public services necessary to support existing and new development envisioned in the land use element.

CF-8. Essential Public Facilities. Ensure that Essential Public Facilities are sited and designed in compliance with the State Growth Management Act.

CF-9. Anacortes Airport. Coordinate with the Port of Anacortes in planning activities associated with the airport.

Community Feedback

Substantial input has been received regarding a broad range of topics within Division 4. Several of the most commonly commented-upon topics, which would benefit from close Planning Commission review and discussion, include:

- Building height measurement method (see Attachment 1)
- Bonus height - alternative methods to achieve (see Attachment 2)
- Floor area ratio (see Attachment 3)
- Cottage housing (see Attachment 4)
- Medical use type permissions (see Attachment 5)
- Accessory dwelling units (see Attachment 6)

Key Topics & Policy links

Each section below includes a summary of key proposed changes, guiding Comprehensive Plan goals and policies (when applicable), and clarifying comments. Text highlighted in *red italics* refer to further edits that might be considered in response to public comments or other internal staff/consultant discussion.

19.40 Zones

AMC Ch. 19.40 Zones updates and replaces [AMC Ch. 17.04 General Provisions](#) and [AMC Ch. 17.12 Zones, Maps and Boundaries](#).

Table LU-1 in the Comprehensive Plan provides direction to the implementing zones depicted and described in this chapter. Table LU-1 combined with the updated zone provisions herein are intended to provide greater guidance and predictability to the appropriateness of zone change proposals. Key proposed updates are:

- Designates the City's GIS zoning layer as the Official Zoning Map.
- Updates zoning map boundary interpretation rules.
- Adds a table organizing the zones into Residential, Mixed-Use, and Industrial categories. The overall categories are then referenced within applicability language throughout the Title 19 provisions to identify where certain site and building design provisions are required.
- Indicates the locations where applicable zones are appropriate for (including Comprehensive Plan land use designations).

- Adds new zone designations and overlays that were established in the Comprehensive Plan (Marine Mixed Use, R2A, R3A, Old Town, and Live-Work, Medical, and Mixed-Use Business Overlays).
- Excludes the Commercial Marine 1 (CM1) designation, which is proposed to be removed as a zone designation.

19.41 Allowed Uses

Proposed AMC Ch. 19.41 Allowed Uses reorganizes and updates the permitted uses for all zoning designations using a table format. Table LU-1 and the goals and policies of the Land Use Element of the Comprehensive Plan were used as parameters to craft the permitted uses in the various zoning districts.

The use charts herein were crafted to be as easy to read as possible. Keys to accomplish this include:

- Limit the number of uses in the chart by prioritizing common uses and umbrella terms and including good definitions (located in Chapters 19.43-48) for each use type.
- Including direct links to relevant standards for the applicable use and avoiding footnotes.
- Organizing the use charts by categories of uses in a logical manner.

Key proposed updates to permitted uses in residential, mixed-use, and industrial zones are discussed below. Guiding Comprehensive Plan policies are also identified, where applicable. In the table, "P" stands for "Permitted" and "C" stands for "Conditional".

Table 19.41.040 - Residential Zones

Summary of updates	Key Comp. Plan Policies (see below)	Comments
Residential Use Types		
New small lot, single family (<5,000 sq. ft. lots) type added as P to R3, R3A	LU-6.1.B; H-1.3	
New cottage housing type added as P in all residential zones except OT	LU-6.1.C; H-1.3	
Duplexes changed from C to P in R2A	LU-6.1.D; H-1.3	
Triplex/Fourplex/Townhouse added as Permitted use to R3A* (*note – in the 2 nd draft, the P and C in the triplex & fourplex rows were inadvertently transposed for the R3/R3A zones)	LU-6.1.E; H-1.3	
Assisted living changed from C to P in the R4 zone	LU-6.1.F H-4.1; H-4.2	
Commercial Use Types		
Daycare 1 facilities added as P in most zones. Daycare facilities II added as C in medium and high density zones	LU-6.5; ED-2.8	RCW 36.70A.450 states that the city may not prohibit family day-cares in residential dwellings.

Summary of updates	Key Comp. Plan Policies (see below)	Comments
		Enhances potential options for conveniently located childcare facilities for residents.
Medical (clinics) changed from P to C in high density zones	LU-6.5; ED-2.8	Existing clinics have been established in R4 zones under provisions of existing code. Changing to a C will allow review of and mitigation of potential impacts from new medical offices on residential uses.
Beauty salons and mortuaries changed from P to C in high density zones	LU-6.5; ED-2.8;	C review process will allow review of and mitigation of potential impacts on residential uses.
Parking as a principal use (to support a public facility only) added as C to all residential zones	PR-2.2	The intent is to allow improved parking facilities to serve trails through a public process.
Public, Institutional & Open Use Types		
Nurseries changed from P to C in R1	LU-6.2; LU-6.5 ED-2.8;	Changing to a C will allow review of and mitigation of potential impacts on residential uses.
Civic uses added as new use type, includes schools, religious institutions, etc. Permit process depends on size; addition of supplemental use standards address facility impacts.	LU-6.5; ED-2.8;	
<i>Add schools as a conditional use in the R1 zone</i>		<i>This was unintentionally omitted from draft. Schools are currently allowed by CUP in all residential districts.</i>

Supporting Comp Plan Policies for Uses in Residential Zones

- LU-6.1.B** Small lot single family. Allow for small lot single family development (lots smaller than 5,000 sq. ft.) in the R3 zone provided design provisions that emphasize a pedestrian-oriented design and the inclusion of usable open space are included.
- LU-6.1.C** Cottage housing. Encourage the development of cottage housing (a cluster of small homes around a common open space) in single-family zones as an increasingly popular housing type, provided special design provisions are included to ensure a pedestrian-oriented design and the inclusion of common open space, and strict cottage size limitations.
- LU-6.1.D** Duplexes & triplexes. Encourage these housing types in the R3 and R4 zones provided design provisions that emphasize a pedestrian-oriented design and the inclusion of usable open space are included.

LU-6.1.E	<i>Townhouses. Encourage the development of townhouses in the R₃, R₄ and on certain side streets in the C and CBD zones as an efficient and popular form of housing for a large demographic of Anacortes's population. Design standards emphasizing pedestrian-oriented design, façade articulation, and usable open space are particularly important.</i>
LU-6.1.F	<i>Senior and assisted housing. Encourage these housing types in the R₄ zone and under certain circumstances in the R₃ zone. Design standards emphasizing pedestrian-oriented design, façade articulation, and usable open space are particularly important.</i>
LU-6.2	<i>Protect the character of single family neighborhoods by focusing higher intensity land uses close to commercial and community services and transit.</i>
LU-6.5	<i>Allow some compatible nonresidential uses in residential zones, such as appropriately scaled schools, neighborhood-scaled grocery stores, religious facilities, home occupations, parks, open spaces, and other uses that provide for people to gather, senior centers and day care centers. Maintain standards in the zoning code for locating and designing these uses in a manner that respects the character and scale of the neighborhood.</i>
H-1.3	<i>Integrate smaller housing types, such as cottages, duplexes, townhouses, and accessory dwelling units, into residential neighborhoods.</i>
H-4.1	<i>Provide accommodation throughout the city for housing of people with special needs and avoid concentrations of such housing.</i>
H-4.2	<i>Encourage the development of senior-friendly housing opportunities, particularly in areas near services and amenities.</i>
ED-2.8	<i>Consider providing for small commercial nodes in non-commercial zones, where appropriate access is available, in order to expand local neighborhood access to goods and services.</i>
PR-2.2	<i>Pursue public-private and other agency partnerships in developing conveniently-spaced public access points to the Guemes Channel trail that include parking and other facilities that are designed to be compatible with their surroundings.</i>

Table 19.41.050 - Mixed-Use & Industrial Zones

Summary of updates	Key Comp. Plan Policies (see below)	Comments
Residential Use Types		
Add townhouse and multi-family (on ground floor) housing types to CBD, C and MMU, except on storefront streets	Table LU-1; LU-6.1.E; LU-6.1.G ED-2.5; ED-2.9; ED-1.10	
Add live/work units to C, CBD, MMU, MS	LU-6.1.H; ED-4.6	
Add assisted living as P/C in CBD, C and MMU, except on storefront streets	LU-6.1.F; H-4.2; ED-2.9	
Commercial Use Types		
Added daycare II facilities as P to most mixed-use and the LM1 zones	ED-1.9	Increases potential siting locations for childcare facilities throughout the community.
<i>Specialized medical offices (dental, chiropractor, physical therapy)</i>	<i>Table LU-2, ED-2.14</i>	<i>See Attachment 5</i>

Summary of updates	Key Comp. Plan Policies (see below)	Comments
	<i>ED-5.4</i>	
Change primary use parking to C in the CBD	LU-7.1	CUP provides opportunity to review and condition a proposal to recognize special characteristics of the CBD and achieve compatibility with surrounding the neighborhood.
Change office uses from conditional to permitted use in the CM2 and LM1 zone and add a limitation that no more than 50% of the ground level of buildings in the CM2 zone may be occupied by office uses	LU-8.3; LU-9.4	Provision adds more flexibility to uses in the LM1 and CM2 zones while placing a strategic limitation in the CM2 zone that ensures that other permitted uses are encouraged there.
Add new term and definitions for indoor and outdoor animal care		Doggy daycare and similar uses are not currently well-addressed in the existing code. New special standards will help to address potential impacts of such business on surrounding areas.
Add a size threshold (10,000 NLA) for C vs. P for indoor recreation		
Add "food truck" as a use type; permitted in all zones, subject to special standards		
Retail sales – updated size thresholds for P vs. C permissions	Table LU-1; ED-2.2; ED-2.3; ED-2.10; LU-7.1	According to the Retail KT Analysis Report (4/6/16), the City's preferred retail alternatives include 1.) a variety of small specialty retailers and 2.) a mercantile within the CBD, MJB North/CM1 or South Commercial Ave. locations. Mercantiles are typically up to 25,000 sq. ft. in size.
Add retail sales <5,000 sf as a P in HM and LM1 at SR20/major intersections	LU-9.4	Allows more variety of supportive uses without detracting from CBD
<i>Marijuana, retail sales – add as permitted in Commercial zone east of Sharpe's Corner roundabout</i>		<i>Recognizes current allowed uses and existing businesses that have located in this LM1 area.</i>
Industrial Use Types		
<i>Marijuana, processing – add as permitted in Commercial zone east of Sharpe's Corner roundabout</i>		<i>Recognizes current allowed uses and existing businesses that have located in this LM1 area</i>

Summary of updates	Key Comp. Plan Policies (see below)	Comments
Added artisan manufacturing as a P in all zones	ED-1.9	
Public, Institutional & Open Use Types		
Restricted agriculture added as permitted in all zones	LU-10.5	
<i>Marijuana, production – add as permitted in Commercial zone east of Sharpe's Corner roundabout</i>		<i>Recognizes current allowed uses and existing businesses that have located in this LM1 area</i>
Local and regional utilities added as P and C, respectively, in all zones.		

Key Supporting Comprehensive Plan Policies for Uses in Mixed-Use & Industrial Zones

Table LU-1	<u>Central Business District Principal uses and density:</u> A broad mix of commercial, retail, professional office, civic and cultural, and residential uses. Active uses are required on the ground floor along Commercial Ave. and key side streets. Multi-story buildings and a mixture of uses are encouraged...
Table LU-1	<u>Commercial Principal uses and density:</u> A wide variety of general service, retail commercial, and professional office uses. Multifamily uses are encouraged on upper floors along South Commercial Avenue and are allowed on certain side streets.
Table LU-1	<u>Marine Mixed Use Principal uses and density:</u> The primary uses are commercial, hospitality, cultural, and recreational uses. Residential uses are encouraged in mixed-use structures and allowed in single purpose structures provided developments include a horizontal mix of uses.
Table LU-1	<u>Light Manufacturing Principal uses and density:</u> General service and light industrial uses that can be operated in a relatively clean, quiet, and safe manner compatible with adjoining uses. Retail and office uses are limited in scale or type to avoid competition with uses in the CBD and C zones.
LU-10.5	Increase access to health foods by encouraging the location of fresh food markets and community food gardens in close proximity to multi-family uses and transit facilities through zoning regulations.
LU-6.1.E	<u>Townhouses.</u> Encourage the development of townhouses in the R3, R-4 and on certain side streets in the C and CBD zones as an efficient and popular form of housing for a large demographic of Anacortes's population. Design standards emphasizing pedestrian-oriented design, façade articulation, and usable open space are particularly important.
LU-6.1.F	<u>Senior and assisted housing.</u> Encourage these housing types in the...C and CBD zones..... Design standards emphasizing pedestrian-oriented design, façade articulation, and usable open space are particularly important.
LU-6.1.G	<u>Walk up apartments and stacked flats.</u> Encourage these housing types in the R4 zone and in the C and CBD zones above shops and on side streets. Design standards emphasizing pedestrian-oriented design, façade articulation, and usable open space are particularly important.
LU-6.1.H	<u>Live-work units.</u> Promote opportunities to combine live and work spaces in the C and CBD zones and within Live-Work Overlay zones.

- LU-7.1 *Maintain and strengthen downtown as the center for civic, retail, culture, dining, and entertainment activity in Anacortes...*
- LU-9.4 *[In Industrial and Manufacturing areas] Limit non-industrial uses to those that are complementary to industrial activities in terms of access and circulation, public safety, hours of operation, and other land use activities.*
- H-4.2 *Encourage the development of senior-friendly housing opportunities, particularly in areas near services and amenities.*
- ED-1.9 *Attract a diverse populations, including artists, innovators, and families that contribute to a vibrant multigenerational community.*
- ED-1.10 *Support the development of an adequate range of affordable housing opportunities for the local workforce to increase the attractiveness of the city to employers.*
- ED-1.11 *Allow for live/work opportunities as described in the Land Use Element to expand options for small or startup businesses.*
- ED-2.2 *Strive to recapture local household spending that currently goes to businesses in surrounding communities.*
- ED-2.3 *Encourage new businesses, such as small specialty retailers, mercantile, or complementary brand retailer, that provide goods not currently available within the community.*
- ED-2.5 *Promote the development of uses, such as high density residential and overnight accommodations, that maintain or increase shopper density within the CBD.*
- ED-2.9 *Encourage higher density residential development within and near the Central Business District as support for downtown businesses.*
- ED-2.10 *Strive to provide for a range of sites for a variety of retail development including sites that serve auto-oriented customers as well as those serving pedestrians.*
- ED-4.6 *Provide for maker spaces, incubator facilities and live/work options for smaller or startup enterprises.*

19.41.060 - .080 Standards for Zones not included in tables

Permitted uses and special standards for the Public and Aeronautical zones, and Medical, Live-Work, and Mixed-Use Business overlays are included separately after the permitted use tables due to limited space in the tables and since they include a more limited range of permitted uses and special standards. Special discussion items:

- *Should solar facilities be a permitted or conditional use in P zone? (Issue was brought up by City staff). Solar panels, where accessory to a permitted use, would be allowed by right subject to applicable development standards. Solar farms – as a primary use – seem to be a reasonable consideration for the Public zone. Considering the purpose of the zone, solar farms as a permitted use should be very limited in size to avoid potential visual conflicts. Beyond a certain threshold, it makes sense to have solar farms as a conditional use, where the specifics of the proposal and site can be more closely examined.*
- *Consider adding funeral home/crematory associated with a cemetery as a conditional use (funeral home/crematory is noted as possible use at Grandview Cemetery in the Cemetery master plan) – this was brought up by a local funeral home owner.*

19.41.090 – Overlay Zones

The following overlay zones are supported by Table LU-2 in the Comprehensive Plan.

- A. Medical Overlay allows medical (including hospitals) and group living uses by right, where such uses are generally conditionally permitted in the base zoning districts. This

approach was widely supported during the comprehensive planning process, although there is/was some disagreement over the boundaries of such an overlay and there is some interest in allowing greater flexibility to locate some medical office uses (such as dentist and chiropractor offices) in the CBD and C zones (see Attachment 5). The boundaries of the Medical Overlay are depicted in Figure LU-1 (Future Land Use Map), but Table LU-2 offers the opportunity to adjust the boundary (and use/height provisions) within the "special topics to explore" section. *Please note that if and when changes to the boundaries of the overlay are considered, please keep in mind the proposed block frontage standards for the area (particularly along Commercial Ave) and related site and building design provisions of Chapters 19.62 and 63.*

- B. Live-work Overlay allows for general service, office, and personal service uses only if they are contained within a live-work dwelling, as defined. Such non-residential uses may only contain up to 50% of the floor area of such dwellings and must meet the design standards for the particular dwelling type (e.g., standard single family units must meet basic zoning provisions plus 19.43.010.B, whereas townhouse style units must meet basic zoning provisions plus 19.43.010.G)
- C. Mixed-Use Business Overlay allows for certain non-residential uses (as primary uses) in addition to the permitted uses by the base zone.

19.42 Form & Intensity Standards Concepts

Proposed AMC Ch. 19.42 Form and Intensity reorganizes and updates the corresponding standards for each zone currently located in applicable chapters of the current [AMC Title 17 Zoning](#). Table LU-1 and the goals and policies of the Land Use Element of the Comprehensive Plan were used as parameters to craft the form and intensity standards in the various zoning districts.

Key proposed updates to permitted uses in residential, mixed-use, and industrial zones are discussed below. Guiding Comprehensive Plan policies are also identified, where applicable. In the table, "P" stands for "Permitted" and "C" stands for "Conditional".

Table 19.42.020 – Form and intensity standard for residential zones

Measure / Summary of Updates	Key Comp. Plan Policies (see below)	Comments
Lot Size & Development Intensity		
Reduce minimum lot size for SFRs in R2 and R3 (Implemented by R2A & R3A zones)	LU-1.2; Table LU-1; LU-6.1.B	Specific guidance for this action is provided in Comp. Plan

Measure / Summary of Updates	Key Comp. Plan Policies (see below)	Comments
Retain minimum lot size for duplexes in all zones	LU-1.2; Table LU-1	Min. lot size for duplexes maintained to ensure predominate dwelling type remains single family detached in low and medium density residential zones.
Eliminate minimum lot size / unit beyond a duplex in R ₄ zone	H-1.6	Identified as a barrier to achieving higher density in appropriate areas.
Add a minimum width circle in all zones	LU-11.2	Concept provides predictable method for ensuring minimum buildable area.
Eliminate maximum density in R ₃ and R ₄	Table LU-1; H-1.6; ED-2.9	The R ₃ minimum lot size of 4,500 sf is consistent with the R ₃ density range of 7-12 du/gr. acre. In R ₄ , max. density was identified as a barrier to achieving higher density in appropriate areas.
Establish criteria for density bonus in R ₁	LU-1.2; Table LU-1	New density bonus provisions provide clear, objective criteria to achieve increased density in R ₁ .
Add a max. floor area ratio (FAR) in all zones (0.40 – 1.20)	LU-6.3; H-2.1; H-2.2	Replaces max. lot/building footprint coverage (35-50%); limits overall building size to remain proportionate to the lot (also see Attachment 3 re discussing benefits of FAR over use of lot coverage)
Increase min. % landscaped area in all zones (25% - 50%)	LU-4.2	Ensures more pervious areas as compared to current combo max. lot coverage (35-50%) and min. landscaping area (20%)
Height – Principal Structures		
Adjust the maximum height and measurement method for all zones	LU-6.3; H-2.1; H-2.2	New measurement method (mid-point of sloped roof); and overall height reduction to encourage compatible infill development. (also see Attachment 1 regarding discussion on how building height is defined)
Setbacks		
Add new garage street setback in all zones (20'-25')	LU-6.1.B; LU-6.3; H-2.1	Encourages more pedestrian-oriented design by de-emphasizing garage; and ensures adequate space for parking vehicles without encroaching into sidewalk or street (currently a garage on a side/flanking street requires only a 10' setback).
Reduce 1 st floor interior side setback (both sides) to 5' in all zones (except R ₁)		Allows more flexibility for 1 st floor location on lot
Add 7.5' interior side setback (both sides) for 2 nd floor and above in all zones (except R ₁)	LU-6; H-2.1; H-2.2	Since current min. side setback is min. 15' combined for R ₂ and R ₃ zones, this is a minor change that should help with compatibility.

Key Supporting Comprehensive Plan Policies

LU-1.2 Establish land use designations, densities and intensities as shown in Table LU-1.

Table LU-1	<i>Residential Low Density 1: The permitted density is up to 2 dwelling units per gross acre. Densities up to 4 units per gross acre may be permitted via a special review process.</i>
Table LU-1	<i>Residential Low Density 2: The permitted density is between 4-8 dwelling units per gross acre, depending upon the established development pattern and character of the area... Explore option for 6,000 sf lots where compatible with existing development (east of Anacopper Mine Road).</i>
Table LU-1	<i>Residential Medium Density: The permitted density is 7-14 dwelling units per gross acre, depending on the particular housing types used and established development pattern and character of the area... Reduce minimum lot size to 4,500 sf and explore option for 3,000 sf lots where consistent with historic plats...</i>
LU-4.2	<i>Update development regulations to emphasize sustainable design in new developments, including forms of Low Impact Development.</i>
LU-6	<i>Preserve and enhance the quality, character and function of Anacortes's residential neighborhoods.</i>
LU-6.1.B	<i>Allow for small lot single family development (lots smaller than 5,000 sq. ft.) in the R3 zone provided design provisions that emphasize a pedestrian-oriented design and the inclusion of usable open space are included.</i>
LU-6.3	<i>Adopt design standards for small lot single family development to gracefully integrate these uses into existing neighborhoods in ways that maintain general neighborhood scale and character. Key concepts to consider in the design standards: Minimize the impacts of garages and driveways on the streetscape... Maximum floor area ratio to better insure that homes are proportional to lot sizes...</i>
LU-11.1	<i>Plan for anticipated growth within the city to protect surrounding forest and parklands, and minimizing sprawl, while strengthening Anacortes's unique marine character and identity. (A) Provide for residential infill development opportunities throughout the city, but focus the highest intensity residential uses close to commercial and community services and transit.</i>
LU-11.2	<i>Adopt user-friendly and coordinated development regulations that facilitate Anacortes's preferred land use pattern (e.g. allowed density, uses, and site provisions). ...(C) Integrate an appropriate balance of predictability and flexibility when updating the development regulations that allow ease of administration and interpretation and offer optional ways of meeting requirements when possible.</i>
H-1.6	<i>Evaluate barriers to achieving increased density in multifamily residential and mixed use zones and revise regulations if appropriate.</i>
H-2.1	<i>Encourage housing types and design that reinforce and enhance the character and scale of established neighborhood development patterns.</i>
H-2.2	<i>Develop design guidelines, standards or other measures to achieve the following benefits: (A) Allow growth without sacrificing Anacortes's unique small town character; (B) Facilitate compatibility between existing and new housing; (C) Integrate and connect multifamily developments with surrounding development to enhance a sense of community in neighborhoods; (D) Allow for compatible integration of attached and detached accessory dwelling units in residential neighborhoods.</i>
ED-2.9	<i>Encourage higher density residential development within and near the Central Business District as support for downtown businesses.</i>

Table 19.42.03 Form and intensity standards for mixed-use & industrial Zones

Measure / Summary of Updates	Key Comp. Plan Policies (see below)	Comments
Lot Size & Development Intensity		
Remove max. lot coverage for all zones	H-1.5; H-1.6	
Remove density maximum for all zones	H-1.6; ED-2.5; ED-2.9	
Add density minimum for CBD, C and MMU zones	Table LU-1: C, CBD, MMU designations; ED-2.5; ED-2.9	
Add a min. 10% landscaped area for all zones.		The minimum 10% was added to guarantee a minimum amount
Remove max. floor area ratio from CM2		
Height – Principal Structures		
Establish max. 45' base height max. for MMU		
Allow height increase with bonus in some zones	ED-7.5	
Add height modifications for a certain portion of Island Hospital campus to 60'	Table LU-2 Overlay Designations; ED-5.4	
Setbacks		
New block frontage designations dictate min. setback requirements	LU-7.1	

Key Supporting Comprehensive Plan Policies

Table LU-1	Central Business District, Commercial, and Marine Mixed Use designations ".... New residential uses must figure transit-supportive densities (at least 15 dwelling units per gross acre)"
LU-11.1	Plan for accommodating anticipated growth within the City to protect surrounding forest and parklands, and minimizing sprawl, while strengthening Anacortes's unique marine character and identity.
Table LU-2	Medical Overlay Purpose. This overlay designation provides for coordinated expansion of Island Hospital and growth of medical support facilities in the immediate vicinity while minimizing the impacts on surrounding residential uses. Special Topics to Explore: Refine overlay boundary, use provisions, and height provisions.
H-1.5	Encourage infill development on vacant or under-utilized land.
H-1.6	Evaluate barriers to achieving increased density in multifamily residential and mixed use zones and revise regulations if appropriate.
H-2.1	Encourage housing types and design that reinforce and enhance the character and scale of established neighborhood development patterns.
H-2.2	Develop design guidelines, standards or other measures to achieve the following benefits: (A) Allow growth without sacrificing Anacortes's unique small town character; (B) Facilitate

- compatibility between existing and new housing; (C) Integrate and connect multifamily developments with surrounding development to enhance a sense of community in neighborhoods; (D) Allow for compatible integration of attached and detached accessory dwelling units in residential neighborhoods.*
- ED-2.5** *Promote the development of uses, such as high density residential and overnight accommodations, that maintain or increase shopper density within the Central Business District.*
- ED-2.9** *Encourage higher density residential development within and near the Central Business District as support for Downtown businesses.*
- ED-5.4** *Support expansion of local medical care facilities as sources of jobs and income, as well as support services to the community.*
- ED-7.5** *Provide incentives for land uses that enhance the city's vitality through a variety of regulatory and financial strategies.*

19.42.040 - .080 Bonus Incentives

Several zones allow new opportunities for height or density bonuses based on Comprehensive Plan guidance.

Zone	Bonus Available	Criteria	Key Comp Plan Policies
R1	Reduced lot size, density increase from 2 to 4 du/gross acre	Increased common open space area must be provided	Table LU-1; H-1.8
R4, C, CBD, MMU	Increased building height	Affordable dwelling units must be integrated into the development (also see Attachment 2)	LU-6.6; LU-8.4; H-3.6
CM	Increased building height	For buildings with residential uses, affordable dwelling units must be integrated into the development; For buildings without residential uses, a CUP is required along with a view impact analysis	LU-6.6; H-3.6
CM2, LM, I	Increased building height	CUP and view impact analysis	Maintains existing ability to increase building height through CUP, adds application/decision criteria

Key Supporting Comprehensive Plan Policies for Bonus Incentives

- Table LU-1** *Residential Low Density 1.Densities up to 4 units per acre may be permitted via a special review process.*
- LU-6.6** *Explore the development of zoning incentives to help meet housing diversity and affordability goals. Examples could include residential density bonuses, variations in allowed housing type, or flexibility in regulations, if a proposal meets community goals for affordable, senior, size-limited or other types of innovative housing.*

- LU-8.4 *Adopt form-based design standards for the Central Fidalgo Bay waterfront that promote coordinated development that enhances Anacortes's unique marine character....E. Provide for building heights up to four stories with the ability to go to six-stories via incentives for public amenities, desired mix of uses, and/or integration of special design features.*
- H-1.8 *Provide for flexibility in subdivision development in order to promote environmental protection, encourage infill development, enhance neighborhood character, employ low impact development techniques, and other similar goals.*
- H-3.6 *Consider developing an inclusionary zoning program as a means of increasing the City's affordable housing supply.*

19.42.100 - .160 Form and Intensity Measurement Methods and Modifications

New content has been added here to support determining conformance with form and intensity standards and to provide for exceptions or modifications to standards in support of Comprehensive Plan policies.

1. New minimum lot area calculation method. The proposed approach uses a minimum lot width circle to ensure that the lot is shaped to provide a minimum building envelope that is consistent with the purpose of the particular zone. This approach has been successfully used in multiple other cities.
 - *NOTE: We may need to allow/specify an exception to the minimum lot area for permitted attached housing types in some zones that are subdivided via the unit lot subdivision approach (where only the parent parcel needs to meet lot area/density requirements)*
2. New density calculation methods for minimum and maximum. The provisions here add important clarifications as to how densities are calculated.
3. New floor area ratio calculation method. Adjustments were made to the first draft based on public input received, notably to define and clarify what's excluded from the calculations (basements and some garage area).
4. New building height calculations, exceptions and modifications. The new provision measures height in a way that offers greater flexibility for pitched roof buildings. Additional language is included to clarify what elements are excluded from height calculations. See Attachment 1 for a discussion of possible adjustments and considerations.
 - *An adjustment is needed to specify that MMU zoned areas west of Anacopper Mine Road are limited to 35 feet (consistent with current CM zone height limit) per the Comprehensive Plan (Volume 2 Figure LU-3). This was an accidental omission in the draft.*
5. New setback measurement methods for different types of lots. Again, clarifications have been added to determine how the various setbacks are measured on a range of lot types.
 - *NOTE: An exception needs to be added for internal lot lines within unit lot subdivisions for permitted attached housing types (townhouses and duplexes).*
6. New permitted projections into required setbacks. Again, clarifications have been added to allow certain projections into setbacks.

7. Setback modifications. Again, clarifications have been added to allow certain modifications setbacks.
8. Old Town supplemental form and intensity standards. These existing provisions were excluded in the first draft, but following public comments and internal discussions, they have been added back into the draft with only some minor consistency edits.

19.43 Residential Uses

An important feature of the new Title 4 organization is that all uses referenced in the permitted use tables are also defined in Chapters 19.43 – 19.45. These chapters include supplemental use standards, where applicable. Some of the key updates related to residential uses include:

1. **Small-lot single family and cottage housing.** Definitions and standards for small lot single-family and cottage housing types are added, with the purpose of providing for infill opportunities and greater choice in home size while promoting compatibility with existing neighborhoods, enhancing the streetscape, and providing usable open space for residents.
2. **Duplexes and triplexes.** New definitions and standards are added for duplexes and triplexes. The units must be attached as a single building and are subject to the small-lot design standards, intended to promote compatibility with surrounding neighborhoods, enhance the streetscape and provide usable open space for residents.
3. **Fourplexes.** A new definition and standards are added requiring the units to be contained in one building and referencing site and building design standards for multifamily development in AMC 19.62 and 19.63.
4. **Townhouses.** A new definition is added, and design standards included addressing entry design, façade transparency, garages, access and parking, usable open space, and building design requirements such articulation.
5. **Multi-family.** Reference to design standards in Division 6, including block frontage standards, site planning, building design and landscaping. Zone-specific standards are also included here – such as limitations in the MMU, CM and MS zones.
6. **Multi-family, age restricted.** A new definition is added to correspond with the reduced parking requirements proposed in AMC 19.64.
7. **New live-work standards.** New standards for live-work units are added per the guidance in the Comprehensive Plan. Live-work units would be permitted in residential zones only in areas where the Live-Work Overlay designation has been applied.
8. **New assisted living definition.** The definition for assisted living is proposed to be changed to be consistent with the state definition. Assisted living facilities are proposed to be allowed by Conditional Use Permit in R3, R3A and R4A, and by right in R4A. Such facilities would be subject to the residential form and intensity standards for the zone.

19.44 Commercial Uses

- New organization with definitions and supplement standards. The updated approach uses broad use categories of uses with similar characteristics and impacts. Where some uses include unique use permissions, those uses are specifically defined. Also, certain uses also feature special standards that may apply to certain or all applicable zones.

19.45 Industrial Uses

- New organization with definitions and supplemental standards. The updated approach uses broad use categories of uses with similar characteristics and impacts. Where some uses include unique use permissions, those uses are specifically defined. Also, certain uses also feature special standards that may apply to certain or all applicable zones.

19.46 Public, Institutional & Open Uses

- New organization with definitions and supplemental standards. The updated approach uses broad use categories of uses with similar characteristics and impacts. Where some uses include unique use permissions, those uses are specifically defined. Also, certain uses also feature special standards that may apply to certain or all applicable zones.

19.47 Accessory Uses & Structures

- New organization with definitions and supplemental standards. Considerable updates have been made from the current code to clarify form and intensity standards for accessory structures.
- Updated provisions for accessory dwelling units per the guidance of the Comprehensive Plan. Also see Attachment 6 for a discussion of these standards based on community input.

19.48 Temporary Uses

- New organization with definitions and supplemental standards. New standards for temporary events/uses of minimal duration and produce stands are added.

19.49 Nonconforming Uses & Structures

- Nonconforming uses and structures was substantially amended under Ordinance 2992, effective January 2017. The current updates propose that routine maintenance and cosmetic changes, changes to improve energy efficiency and to address unsafe conditions would not be considered alterations or subject to the nonconforming provisions of the code.

To: Planning Director, City Staff and Planning Commission

JUL 05 2018

Code 19.43.030 in the proposed Comprehensive Plan includes a 65' height bonus which is linked only to affordable housing. This is a missed opportunity for the Central Business District. For example, our proposed 6-story building on 7th Street would be reduced from 21 to 12 housing units with this provision. Several other Comprehensive Plan goals would also be impacted in a negative way. Conversely, our downtown area would benefit in a positive way by linking the bonus incentive for additional building heights to other Comprehensive Plan goals.

Examples:

LU-7: Enhance the character and economic vitality of Downtown.

Our 6-story building would bring 9 additional living units (total 21) with the 65' bonus. Thus, by going to 65' we could almost double our positive economic impact on downtown.

LU-7.1 B: Facilitate more opportunities for people to live downtown through regulatory changes.

We would nearly double the number of people living in our building with the 65' bonus.

LU-7.1 C: Craft and apply form-based design standards for downtown.

Our building integrates high-quality, durable building materials with sensitive rooftop and design. The result is an attractive, beautiful, articulate, friendly, inviting tall downtown building.

LU-7.1 G: Encourage multi-story construction with structured parking that facilitates transit-friendly densities and vibrant pedestrian-oriented streetscapes.

This goal is maximized by additional height.

Policy ED-2 Retail and Commercial: Enhance commercial businesses which serve the community's needs for goods and services.

Our building brings two additional commercial businesses to downtown.

Policy ED-2.5: Promote the development of uses, such as high density residential that increase shopper density within the Central Business District.

With a 6-story building, residential density would be increased by the additional height, thus fulfilling this policy.

Policy ED-2.9: Encourage higher density residential development within and near the Central Business District as support for Downtown businesses.

As stated above, this policy would be fulfilled with the bonus height.

Policy T 2.2: Encourage pedestrian and bicycle use.

Downtown residential high density does this.

Goal H-3 Housing Affordability: Provide for a range of housing opportunities to address the needs of all economic segments of the community.

*Right now, the Central Business District is dominated by affordable housing, approximately 70 units. On the other hand, there is **no** upper and middle class housing in the CBD.*

Restricting the bonus height to add additional affordable housing in the CBD further skews the number of affordable units in the downtown. This goes directly against Goal H-3 to provide for needs of all economic segments.

It would be wise to consider removing the very narrow and restrictive proposed inclusionary code 19.43.030 for 65' height bonus and outright allow 65' buildings in the CBD. By allowing 65' height buildings you will fulfill several other Comprehensive Plan goals and policies as indicated above. In my opinion as a developer, without this latitude, the result will be no 6-story buildings, thereby reducing density in the CBD, in contrast to the stated goal of increasing density. This suggested code simply makes developing a 6-story quality concrete building too costly.

After one or two of these buildings are constructed, the city could then develop a Sub-Area Plan for downtown to evaluate the benefits and set priorities as the Comprehensive Plan is fulfilled. Anacortes is much different than larger cities like Issaquah, Portland and Seattle. A Sub-Area Plan focusing on our unique small-town business district would be beneficial. It would identify priorities and policies to preserve this wonderful place we live and call 'home'.

Thank you for your consideration,

Rob Evans

July 2, 2018

From: [Robert Festa](#)
To: [Grage, Libby](#)
Cc: [Bob Evans](#)
Subject: Anacortes Unified Development Code Title 19 Division 4
Date: Thursday, July 5, 2018 6:06:02 AM

Mayor Gere, City Counsel, Planning Commission, Mr Measamer and City Staff,

The 2016 Comprehensive Plan (the Plan) and the adoption of new and revised Development Regulations is by any measure an ambitious undertaking for the city of Anacortes. I just want to acknowledge the contributions the many members of this community for their participation. I'm confident that every effort has been made and will continue towards producing policy that will be crafted with, among other things, substantial unanimity in mind.

My observations, questions and concerns deal mostly with the future of our Downtown. Consistent with the goals of the CompPlan is the anticipation of a Sub Area Plan for Downtown and is included in the flow chart of the Comp Plans implementation (See pg 11); The details of which will heavily impact Downtown future development for years to come and should include the participation by every property owner, tenant and merchant (see LU-7.B). I would suggest an initiative to establish, what may be called as a working title, the Anacortes Downtown Alliance. However, I'm not suggesting in any way hindering the progress being made to craft new Code, notwithstanding the possibility of any corrections or addendums.

Question: Is there any reason to restrict, even by default, the production of new multifamily projects that can begin to satisfy the goals of the Plan and the demands of the current market ?

When the idea of increasing the height limit to 65 feet and reducing the onsite parking requirement in this zone was first suggested in the Plan, the barriers to viable new projects appeared to be coming down. As an example of barriers to development, the "Anacortes Affordable Housing Strategic Plan" refers to a similar plan in Issaquah. On the last page of Issaquah's plan is a very revealing letter from a company that has been in business for 30 years and has many units constructed and under management in the metro area. That letter, addressing issues of infeasibility of a 77 unit project in downtown Issaquah, was dated June 2015 and lays out the hurdles imposed by high impact fees and inclusionary set asides. A phone call to the developer has confirmed that, 3 years later, said project has not yet begun and that other alternatives are being considered that will not add to the increased stock of either market rate or subsidized rental units. At this point we can avoid going down a path that will likely create a similar burden.

The current Plan is to be reviewed every eight years by state statute. Question: Do we, by adopting this version of the Code, expect to increase housing supply in the CBD ? Does anyone have a sense, based on current analytics and projected growth, how many newly constructed units should be in the targeted goals for downtown ?

I believe that based on the available information at the moment that this city, if it were to have the outright permitted height raised to 65 feet, that it could begin to see high quality construction that is architecturally sensitive to the surroundings, built with concrete columns and floor plates, brick facades and commercial glass, rooftop terraces and so on, that would be beautiful and out live us all by many generations. We can already see, with the Majestic hotel at 75 feet and the new addition topping out at 65 feet, that other buildings of their size are not out of the question. Are there any other legitimate concerns that would of necessity prevent such buildings, such as these, to have residential above the 50 foot level ?

I would respectfully submit to you, that without any unnecessary regulatory burdens such as Inclusionary Zoning proposed under 19.42.060a, a developer could immediately begin designing projects that would come together at a time of reasonable monetary policy and high market demand to increase Anacortes housing stock. Crafting city code that understands and respects supply and demand mechanisms would go a long way towards addressing the affordability issues inherent in appealing locations such as ours.

Sincerely,

Robert M. Festa