



1.0 INTRODUCTION

Since 1909, Rosario has welcomed visitors to its stately Moran Mansion to enjoy the incomparable beauty of the San Juan Islands. First built as a private estate, Rosario became a resort open to the public in 1960. Now, in 2007, the resort owners are looking to the future and planning to extend the benefits of Rosario to a wide variety of owners and visitors. Their vision of the future for Rosario is contained in this Master Plan.

The State of Washington requires that future growth be effectively managed through planning. San Juan County addresses this mandate as it applies to self-contained resorts such as Rosario by requiring each resort to prepare a Resort Master Plan for adoption into law by the County. Rosario's Resort Master Plan will be used by the San Juan County Community Development and Planning Department, Public Works Department, Permit Center, and other local government agencies to regulate land uses and development as part of the permitting process for all parcels within the Rosario Master Planned Resort (MPR) designation. This Resort Master Plan (RMP) has been prepared by the owners of Rosario Resort and Cascade Harbor Inn (hereafter collectively referred to as "the Resort") for adoption by San Juan County.

Beyond "compliance" with legal requirements, the purpose of the Rosario Resort Master Plan is to provide comprehensive guidance for redevelopment within the

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MPR boundaries in order to update the Resort to 21st Century standards. For the Resort to be successful, guest expectations must be met or exceeded, profitability must be sustainable, and the natural and historical context of the site must be protected. Each of these principles will be achieved through a framework of guidelines based on goals and objectives. Based on the Resort's program of use, the majority of the plan addresses design and functional issues including Resort character, access, circulation, parking, facilities, landscape, and utilities, as well as implementation and phasing. The plan is illustrated by numerous maps and other graphics.

1.1 PURPOSE OF THIS PLAN

Properties within the Rosario Master Planned Resort designation include a collection of lands formerly part of the Robert Moran estate and now dominated by the Rosario Resort and Cascade Harbor Inn. Although operated independently of one another, both hospitality enterprises are linked by a common history, physical site, and support infrastructure and are jointly responsible for this Resort Master Plan. Both Rosario and Cascade Harbor Inn have operated commercially for decades; however, neither has ever had an overall plan to ensure functional efficiency and design consistency. As a result, the Resort's general site layout is confusing, distances between facilities are excessive, parts of the site have been sold off, and physical design is inconsistent. The purpose of this Resort Master Plan is to provide direction to the

Resort as it is restored, rebuilt, and expanded to fulfill its potential. Emphasis of this plan is to ensure that guest convenience is maximized and operations are efficient while the natural amenities are protected.

This plan is also intended to comply with San Juan County's requirements. As implemented by the Unified Development Code (UDC), the San Juan County Comprehensive Plan accommodates the unique land use needs of self-contained resorts, including planning flexibility, with the special MPR land use designation. Rather than applying static zoning standards, the MPR designation is responsive to the needs of each resort area based on a master plan developed by the resort and adopted by the County. Accordingly, the master plan serves as the vehicle for compliance with the County's Comprehensive Plan and land use regulations.

San Juan County defines a Master Planned Resort as a "self-contained and fully integrated planned unit development in a setting of natural amenities with primary focus on destination resort facilities consisting of short-term visitor accommodations associated with a range of on-site indoor or outdoor recreation facilities. They may contain other residential uses and commercial activities within their boundaries, but only if these uses are integrated into and support the on-site recreation nature of the resort." All necessary support commercial services are expected to be contained on-site.

Table 1.1-1: Required Contents of a Resort Master Plan.

No.	Requirements	Applicable RMP Sections
1	Analysis and description of setting and natural amenities and recreational features which attract people to the resort.	2.1, 2.7, 4.1
2	Analysis and description of destination resort facilities including visitor accommodations, indoor and outdoor recreation facilities, off-site excursion opportunities, and commercial and support services.	2.7, 4.1, 4.3
3	Analysis and description of functional features and how landscaping, open space, recreation facilities, roads and parking, and capital facilities work together and further the goals of the County’s Comprehensive Plan.	2.7, 2.8, 3.2, 4.3, 5.1, 5.3
4	Detailed program of allowable uses and maximum densities and discussion of how proposed uses meet resort’s needs.	4.1, 4.2, 4.3, 6.1, 6.2
5	Description of location-specific standards that retain and enhance the resort’s character.	4.2, 5.3, 5.4, 6.1
6	Description and schedule of development phasing and discussion of how resort will function and meet environmental protection and concurrency requirements at each phase of development.	7.1, 7.2, FEIS
7	Maps that illustrate the completed facilities and services of the completed resort.	Figures 4.1-1, 4.7-1, 4.7-2
8	Maps, drawings, and illustrations visualizing the design and operation of the resort, including landscaping, protection of Environmentally Sensitive Areas, and other features of development.	Figures 2.5-1, 2.6-1, 2.7-1, 2.8-1, 4.1-1, 4.4-1, 4.4-2, 4.5-1 through 4.5-4, 4.6-1, 4.7-1, 4.7-2, 5.0-1, 5.1-1, 5.1-2, 5.5-1, 5.5-2
9	Description of how the resort relates to surrounding properties, including efforts to minimize incompatibility.	2.1, 4.2, 5.1, 5.3
10	Analysis and description of specific values and supportive information and rationale for the choices made for proposed flexible standards.	6.1, 6.2
11	Demonstration that facilities and services will be sufficient to meet concurrency requirements.	FEIS
12	Description of the Environmentally Sensitive Areas of the project area and measures to protect them.	2.5, 4.2, 6.1, 6.2, FEIS

Source: San Juan County Code (SJCC) 18.90.060(C.)

Because the County uses the master plan to regulate land uses within the boundaries of the MPR designation and to provide the basis for environmental review of those uses and activities, the master plan must contain a physical description of the resort, including all facilities, supporting infrastructure, and functions that interrelate with one another and with their surroundings. Specific Resort Master Plan components required by Section 18.90.060 of the County’s Unified Development Code are listed in Table 1.1-1. Additional requirements mandated by San Juan County as part of the RMP approval process are listed in the appendix and incorporated in appropriate sections of the RMP.

To optimize regulatory compliance and to assist plan implementation, this RMP includes numerous specific references to applicable federal, state, and local code citations throughout the text. These are summarized and listed in Table 1.1-2.

Resort Master Plans are also subject to environmental review under the Washington State Environmental Policy Act (SEPA) and the State Growth Management Act (GMA); thus, the master plan must address how the plan will protect Environmentally Sensitive Areas and meet GMA requirements. This is addressed in an Environmental Impact Statement completed for this project.

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1.2 CONCEPT INTRODUCTION

Former Seattle shipbuilding magnate and civic leader Robert Moran built Rosario as a private estate nearly a century ago to recover from the considerable physical and emotional stresses his highly successful, but arduous, life had produced. In 1909, Moran described Rosario as “a wonderful place to get back to nature...to regain health—physical, mental, and spiritual.” Indeed, Rosario more than lived up to Moran’s description by extending his life several decades and providing an unparalleled venue for extending hospitality to guests. Consistent with the spirit of its creation, the Resort will continue to bring guests and nature together while restoring physical, mental, and spiritual health. Accordingly, a major theme reflected throughout the plan includes enhancing historic and natural integrity and physical beauty while extending the Resort’s welcome to the guests of varying needs and expectations.

Much of the existing accommodations and amenities will be extensively upgraded, reconfigured, or replaced. The Resort will offer a broader choice of accommodations ranging from luxurious waterfront cottages and mini-mansions near the Moran Mansion, to family cottages and condos clustered in the Marina Village, to economical hotel rooms and condominiums with private decks and prime water views. Drawing guests to the Resort will be an expanded variety of greatly improved amenities, a variety of real estate products, and a restored Moran

Table 1.1-2: Specifically Referenced Federal, State, and Local Code Citations.

RMP Section	Citation	Discussion
1.1 and Table 1.1-1	18.90.060	Addresses required contents of Resort Master Plan
3.2.2	SMP Sections 3.2 and 3.3	Shoreline goals and policies and Rural Conservancy Environments
4.2.4	18.60.190 A 11	Required incorporation of open space
4.2.4	18.60.190 A 10	Habitat preservation requirements
5.1.1	18.60.110	Pathway and trail width requirements
5.1.3	18.60.080-140	Road design standards
5.1.4 and Table 5.1-1	18.60.120, Table 6.4	Minimum parking requirements
5.1.4 and Exhibit 5-1	18.50.090 and 18.60.130	Shoreline-specific parking requirements Bicycle Parking requirements
5.3	18.60.160	Reference to general compliance
5.3.3	18.50.120 and 18.40.370-400	Signage within the shoreline zone road sign requirements
5.3.5	18.60.170	Glare and light pollution avoidance requirements
5.3.6	18.60.190 A. 11	Significant tree and buffer requirements
5.3.7	18.60.200	Regulations governing breakwaters, jetties, and groins
5.3.9	18.60.160 and 18.60.190	Buffering and Visual Screening requirements
5.5	18.50.190	Boating facility requirements
Exhibit 5-5	36 CFR 67	The Secretary of Interior’s Standards for Rehabilitation
Exhibit 5-6	36 CFR 67	The Secretary of Interior’s Standards for Restoration
6.0	18.60.190 B and 18.90.060 C.4	MPR flexible land use and development standards
7.2.1	18.50, 18.80.110	Shoreline Master Program compliance
7.2.2	18.90.060 D.2	Planned Unit Development requirements
7.2.3 and Exhibit 5-1	18.60.190 A. 11 and 18.60.160	Landscape and tree protection
7.2.5	15.04.515	Construction permitting
7.2.6	WAC 197-11-060(5)	Phased SEPA Environmental Review
Exhibit 7-1	RCW 27.53.060 and RCW 27.44	State-mandated archaeological procedures

Note: In addition to the above citations, consistency with the goals and policies of the San Juan County Comprehensive Plan is addressed in Section 3.2 of this Resort Master Plan.



Economist Jon Peterson presents economic model at the third Public Workshop, May 14, 2004

Mansion. An improved restaurant will revive a tradition of culinary excellence, a new “Cabana Complex” will provide a center of activity for families, and the spa will be reconstructed to support an expanded program of services. The significant changes will include a greatly improved and expanded Marina with over 165 transient and permanent moorage slips, hosting active sailing and diving activities.

1.3 PUBLIC INVOLVEMENT

Development and approval of the Rosario Resort Master Plan was the subject of an extensive public process summarized in Table 1.3-1 and discussed below.

Public involvement activities associated with the Rosario Resort Master Plan were initiated on September 14, 2000 with a two-hour public workshop on an initial draft of this plan, hosted by Rosario Resort. Representatives from Rosario’s owners and the planning team presented an overview of the plan, illustrated with a number of graphic displays. The meeting was well attended, with an estimated audience of 40-60, many of whom identified themselves as neighbors. The workshop was announced through invitations mailed to over 200 residents in the vicinity of the MPR boundaries as well as through display ads and newspaper announcements published in consecutive issues of the *Island Sounder*.

A lengthy question-and-answer session followed the presentation. The discussion addressed such concerns as traffic, circulation, lighting, views, the future of the Utility Tract, reuse of the Boatel building and swimming pool, utility capacity, restoration of Marina facilities, employee housing, possible subdivision of land or time-share conversions, development phasing, and the San Juan County’s resort master planning process itself.

Following a complete overhaul of the Rosario Resort Master Plan, the Resort hosted a second public workshop conducted the evening of May 14, 2003 that was attended by a significant percentage of those who attended the first workshop, as well as many new participants. During this workshop the new, completely revised Resort Master Plan was presented and discussed. Feedback was generally positive due to community support for the Resort’s continued financial success, and one suggestion to cover the swimming pool for year round use was incorporated into revisions to the Resort Master Plan following the workshop. In addition, the proposed Marina expansion seemed to generate widespread support among those in attendance. Concerns related to the impacts of growth on the community, especially related to increased water consumption, were also expressed. The issue of water allocation and utility rates among the customers of Rosario Utilities has long been a public concern indirectly related to the Resort Master Plan that generated considerable discussion at the workshop.

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In response to the May 14 public workshop, the Rosario Property Owners Association, a group representing many in the community, delivered a letter summarizing community concerns to Rosario's General Manager. In this letter, the Association expressed community opposition to redevelopment of the tennis court site into the proposed cluster of lakefront cottages due to concerns over density, water quality, public safety, and recreational quality. The Association also raised concerns over the proposed Woodland Cottages due to septic function, access, and aesthetics. Other issues addressed in the letter included water supply, sewage treatment capacity, traffic, emergency service volunteers, and employee housing.

A third public workshop was conducted on May 3, 2004. Many of the workshop's 40 participants had attended one or both previous public forums on the Resort Master Plan. The consultant team presented an overview of the history of the RMP planning effort to date and described the latest concept in the context of previous approaches to redevelopment. Additional specific topics included compliance with the State's GMA, landscape and site feature design elements, how redevelopment would affect views, and infrastructure concurrency. An overview of an economic feasibility study that supported the fractional ownership concept was also presented by the study's author. His presentation addressed an analysis of challenges traditionally facing Rosario, such as resort

market seasonality coupled with access challenges. He also provided an explanation of the proposed fractional ownership concept as a strategy to minimize these impacts.

An interactive question and answer session followed the presentations. Discussions focused on such issues as the viability of the fractional concept, the project implementation timeframe, the relationship of the Marina to the proposal, density-related issues, loss of open space, impacts on views, additional use of Cliffhouse Court, and others. Concerns regarding utility capacity including provision of water and sewer services were addressed at the end of the session. The workshop was also attended by the County's Senior Planner who suggested the creation of a formal advisory committee to provide a sounding board for future plan refinement decisions.

Handouts distributed at the workshop included a summary of concept highlights and a generalized layout diagram of how the proposed redevelopment components could be distributed on the site. In addition, each handout contained a one-page feedback form intended to solicit specific feedback on the proposed RMP concept. Three feedback forms and two letters were returned. The comments varied, but general themes included support for the Resort's success, but skepticism regarding the proposed fractional ownership concept and caution against removal of the Discovery House and the resulting loss in service to the conference market. There was also



Advisory Committee discussing revisions to Resort Master Plan



Advisory Committee members inspecting Poet's Cove on site visit to Pender Island

general resistance to significant growth and increased density, with particular concerns expressed over water and sewer infrastructure. Other concerns included parking, design issues, and a mixture of support for, and opposition to, the proposed Marina expansion.

A number of changes in the Resort Master Plan have resulted from the comments voiced at the workshop and subsequently expressed by the Rosario Property Owners Association. In addition to the year-round swimming pool mentioned previously, the most dramatic change is the decision to eliminate the five lakefront cottages that were proposed for the tennis court site. Instead, this site will remain in recreational use. Most of the other concerns address issues that are more specific than those addressed by the Resort Master Plan itself but are addressed by the plan's FEIS or by specific studies (listed in Chapter 7) that will be required as part of plan implementation.

An Advisory Committee consisting of representatives from the surrounding neighborhood, Rosario and Cascade Harbor Inn, Rosario condominium owners, San Juan County government, the Lummi Tribe, and State agencies was formed following the third public workshop. The Advisory Committee reviewed preliminary versions of the Resort Master Plan and convened a series of meetings and site visits to critique and discuss improvements to the plan. Advisory Committee members individually reviewed the plan and provided detailed comments to the planning consultant who consolidated the comments and updated

the plan accordingly. As a result of this process, the site plan was extensively and repeatedly re-drawn and numerous changes to the text were made to address as many Advisory Committee suggestions as possible. The following is a partial list of specific plan changes based on Advisory Committee input.

Rosario Point

Christopher Peacock, Mari Gardner, Stephen Mathison, and others expressed concerns that the Rosario Point should be kept public and left undisturbed. Christopher also suggested that the restaurant be relocated to take advantage of the sunsets. To address this, we moved the five small Waterfront Cottages east and moved the restaurant and inn west to the ridge north of Rosario Point. This building would be connected to the Mansion with an enclosed verandah and bar over the expanded spa.

Cliffhouse Court

Gregg Bronn raised a number of access and design concerns regarding commercial uses accessed from Cliffhouse Court. To address these issues, the five formerly proposed cottages were replaced with three homes intended to serve as a buffer between the Resort and the surrounding residential neighborhood.

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Marina Village

Sarah Geiser, Stephen Mathison, and others expressed concerns over density and preservation of existing open space. In response, we protected a central lawn area and clustered some of the cottages into duplex pairs. We also modestly expanded the parking at Sarah's suggestion. To comply with the Shoreline Master Program, this parking lot is as far from the shoreline as possible.

Figure 8 Lagoon

As Mike Stollmeier pointed out, the Figure 8 Lagoon has been used as a fish hatchery in the past. With his input, we added fish passage to Cascade Bay, however this idea later proved infeasible due to water limitations.

Re-oriented Marina and Cabana

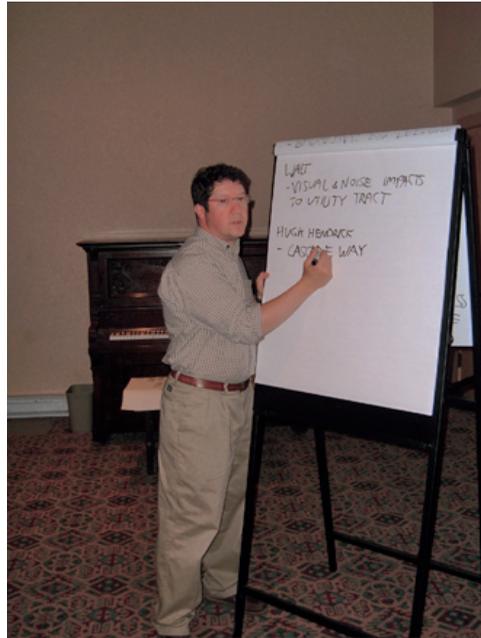
Nelson Moulton suggested that the Cabana and Marina Activity Center be co-located at the entrance to the Marina. Likewise, Stephen Mathison stated that the Boatel is a contributing historic resource worthy of preservation and reuse. Combining these ideas, the Boatel would (if structurally sound) be converted into the Marina Activity Center building, and the Cabana Complex pool would be combined with the Marina View Condo pool into one expanded facility in a more central location. One additional advantage of this concept is that this potentially boisterous center of family activity would be located farther from most neighbors and proposed cottages.

Expanded Employee Housing

Jim Bankson raised concerns regarding the existing shortage of affordable employee and construction worker housing on Orcas Island. To address this problem, he suggested that the number of employee housing units be expanded to 60 rather than the 40 two-bed units as previously proposed. He also recommended inclusion of a cafeteria, kitchen, and recreation facility on the Hilltop. This facility is initially intended to serve workers during Resort construction. Later it would house Resort employees.

Community Connections

A number of community representatives expressed a desire for the RMP to specifically address the longstanding relationship between the Resort and the community. Mari Gardner, Sarah Geiser, and Rolf Nedelmann provided information on the historical relationship between the Resort and the community for inclusion in Sections 2.1.2, 2.1-4, and 2.4 of the plan. Larry Lindberg identified a number of direct benefits to be extended by the Resort to local residents such as special discounts to neighborhood residents, a community boat launch for small boats, access to the shores of Cascade Bay, use of open space, recreational amenities, and the Moran Mansion among others. (These are listed in Chapter 4; see Exhibit 4-2.)



The Resort Master Plan was presented and the scope of the environmental review discussed at the public scoping workshop, June 6, 2005.

1.4 SEPA REVIEW

The Resort Master Plan was extensively revised to incorporate the numerous changes suggested by the Advisory Committee (discussed above in Section 1.3). Following an affirmative vote by the Advisory Committee, the plan was submitted to the County in September of 2004. The County completed this second round of completeness review on December 17, 2004. Revisions to the plan were made in response to the County's concerns, and the plan was formally resubmitted to the County in March of 2005. Following this re-submission, San Juan County conducted a Threshold Determination as mandated by SEPA, issuing a Determination of Significance (DS) on May 25, 2005. A well-attended public scoping workshop was held on June 6, 2005, during which the revised plan was presented and input regarding the scope of the environmental review was publicly solicited.

San Juan County published the Draft Environmental Impact Statement (DEIS) on August 19, 2005. This was followed by a 6-week public agency comment period on the DEIS that ended on October 6, 2005. During the comment period, San Juan County received a total of 52 comment letters, some of which addressed the DEIS specifically, while others addressed support or opposition to various components of the proposed Resort Master Plan. In addition to these comment letters, oral comments on the DEIS, specifically, were solicited at two

public workshops held at Rosario, including one hosted by the San Juan County Planning Commission on August 29, 2005 and a second hosted by the San Juan County Community Development and Planning Department on October 6, 2005.

As a result of these comments, numerous changes were made to the Environmental Impact Statement as well as the Resort Master Plan. Changes to the Resort Master Plan made in response to public and agency comments, include the following:

- Updated parking and traffic data;
- Removed the proposed owner's pavilion from the tennis court site;
- Removed the proposed equestrian facility from the Hilltop;
- Removed the proposed fish hatchery from the Figure-8 Lagoon;
- Reduced the size of the proposed woodland cottages from 5 to 3-bedrooms;
- Moved the proposed laundry, housekeeping, maintenance, storage, administrative offices and parking from the Utility Tract to the Hilltop and updated the land use tables accordingly;
- Reduced permitted development densities;
- Addressed development phasing in greater detail;

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- Made numerous modifications to Chapter 7 to update the project implementation schedule and actions;
- Incorporated applicable environmental mitigation measures and other management practices from the EIS into appropriate sections of Chapters 5 and 7.

1.5 RMP ORGANIZATION

This plan is comprised of seven distinct chapters. The first chapter contains introductory information, including why this plan was prepared and a discussion of the public involvement process. Chapter 2 documents the existing baseline conditions at the Resort, including a discussion of land use and ownership, an overview of historical and environmental background, as well as a review of existing physical character, facilities, activities, and infrastructure. Chapter 3 provides the Resort Master Plan (RMP) and the goals and objectives that serve as the basis for the plan, along with a discussion of consistency with San Juan County plans and policies. Chapter 4 outlines the basic program of proposed redevelopment and new uses. This chapter organizes the information by program, character, and geography. Chapter 5 addresses each of the principal design and functional issues in specific detail. Chapter 6 consists entirely of development standards and land use mandates for the County’s regulatory application. Chapter 7 presents specific actions to implement the RMP and addresses phasing.

Table 1.3-1: RMP Planning Public Process Summary.

No.	Date	Public Meeting	Highlights
1.	September 14, 2000	community workshop on the plan #1	2000 RMP publicly presented and discussed
2.	May 14, 2003	community workshop on the plan #2	New, completely revised RMP presented and discussed
3.	May 3, 2004	community workshop on the plan #3	Third completely revised RMP presented and discussed
4.	June 22, 2004	Advisory Committee workshop #1	Review of draft RMP
5.	July 14, 2004	Advisory Committee workshop #2	revisions to draft RMP
6.	August 11, 2004	RPOA Board Meeting	Presentation of RMP to RPOA Board
7.	August 16, 2004	Annual RPOA Luncheon	Presentation of RMP to RPOA members
8.	August 26, 2004	Advisory Committee workshop #3	follow-up revisions to draft RMP
9.	August 27, 2004	Advisory Committee workshop #4	Visit to Poet’s Cove & Roche Harbor to study these resorts
10.	August 30, 2004	Advisory Committee workshop #5	Vote on final RMP submittal
11.	June 6, 2005	DEIS Scoping Meeting	RMP presented and SEPA issues discussed
12.	June 16, 2005:	Advisory Committee workshop #6	Review of preliminary draft EIS
13.	August 24, 2005	RPOA’s Emergency DEIS Meeting	Presentation to community-sponsored meeting on DEIS
14.	August 29, 2005	Planning Commission DEIS Hearing	County Planning Commission takes public comment on DEIS
15.	October 6, 2005	Planning Department DEIS meeting	County Planning staff takes public comment on DEIS
16.	December 6, 2006	community workshop on the plan #4	Revisions to RMP in response to DEIS comments discussed
17.	January 30, 2007	Planning Commission RMP Hearing	County Planning Commission takes public comment on RMP
18.	February 26, 2007	Planning Commission RMP Hearing	County Planning Commission deliberates on RMP
19.	March 7, 2007	Planning Commission RMP Hearing	County Planning Commission votes in favor of RMP
20.	March 30, 2007	County Council Hearing on RMP	County Council takes public comment on RMP
21.	April 10, 2007	County Council Hearing on RMP	County Council takes additional public comment on RMP
22.	April 16, 2007	County Council Hearing on RMP	County Council deliberates on RMP
23.	May 7, 2007	County Council Hearing on RMP	County Council continues deliberations on RMP
24.	June 4, 2007	County Council Hearing on RMP	County Council continues deliberations on RMP
25.	June 11, 2007	Final County Council Hearing on RMP	Council Adopts RMP by Ordinance