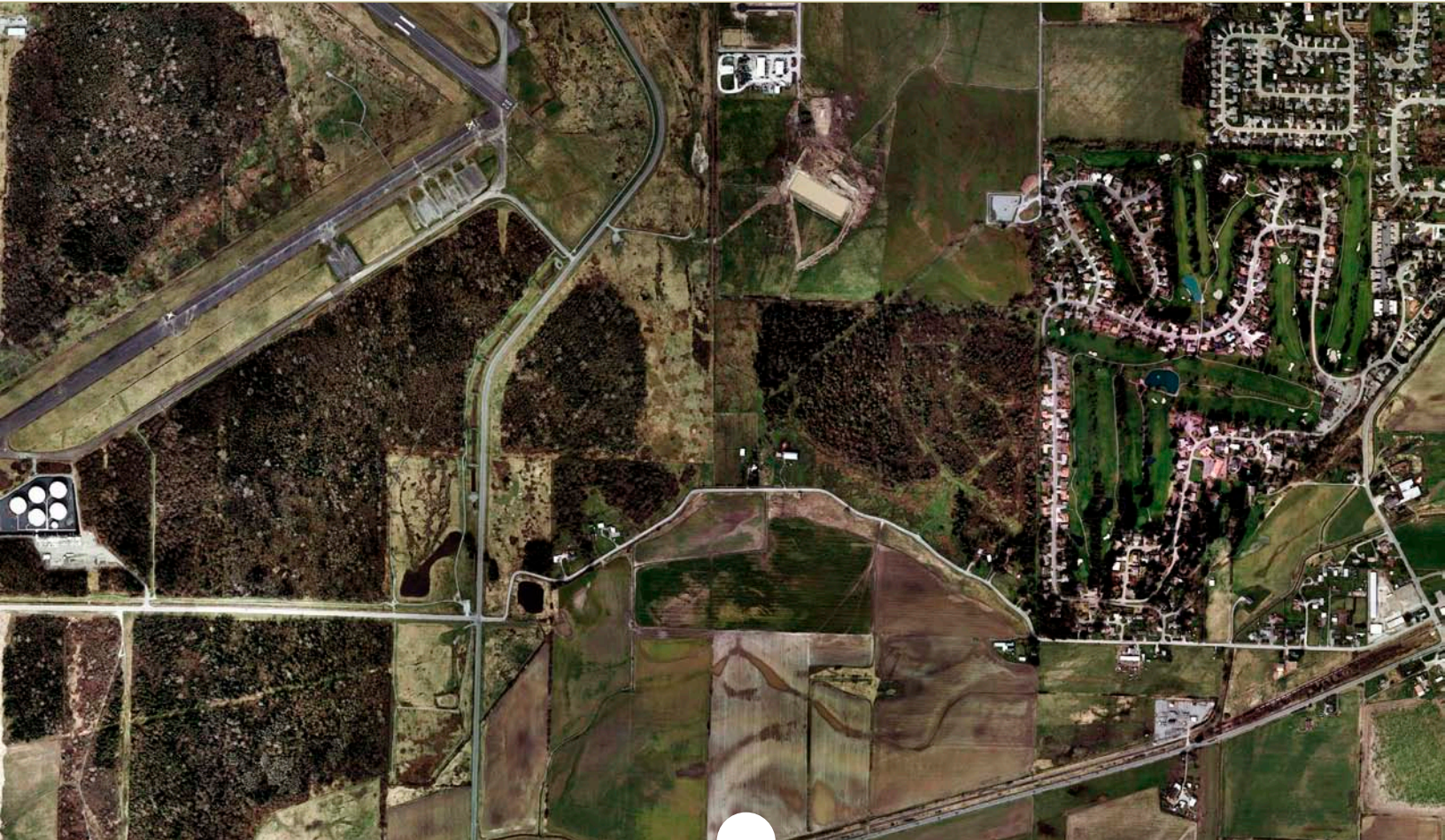


Bayview Ridge Subarea Plan



DRAFT *March 2005*

Prepared by:
Skagit County
City of Burlington
Port of Skagit County

ReidMiddleton

BAYVIEW RIDGE SUBAREA PLAN

MARCH 2005

Board of County Commissioners

Don Munks, Chair

Ken Dahlstedt

Ted Anderson

Skagit County Planning Commission

Dave Hughes, Chair

Jan Ellingson, Vice Chair

Bobbi Krebs-McMullen

Carol Ehlers

Harry Ota

Herb Goldston

Bill Schmidt

Jerry Jewett

William Stiles III

Bayview Ridge Subarea Plan Community Advisory Committee

John Bouslog

Cindy Jacobson

John Brink

William Knutzen

Deanna Carlson

Jon Sitkin

Bill Henry

Jack Wallace

Julie Hubner

Consultant

Reid Middleton

Lyn Keenan, Senior Planner

Port of Skagit County

Patsy Martin, Property Development Manager

Skagit County Planning & Development Services

Gary Christensen, Director

Connie Randall & Jeroldine Hallberg, Project Planners

Consulting Counsel

Don L. Anderson, Skagit County Prosecuting

Attorney's Office

Jay Derr, Buck & Gordon

City of Burlington

Margaret Fleek, Planning Director

Prepared in compliance with:

Skagit County Comprehensive Plan (2000) – Chapter 14

The Washington State Growth Management Act (GMA) 1990

Chapter 36.70A, Revised Code of Washington as Revised

The Washington State Environmental Policy Act (SEPA) 1971

Chapter 3670A, Revised Code of Washington and SEPA Guidelines,

Chapter 197-10, Washington Administrative Code as Revised

DRAFT

BAYVIEW RIDGE SUBAREA PLAN

MARCH 2005

Board of County Commissioners

Ken Dahlstedt, Chair

Ted Anderson

Don Munks

Skagit County Planning Commission

Dave Hughes, Chair

Carol Ehlers, Vice Chair

Bobbi Krebs-McMullen

Jan Ellingson

Harry Ota

Herb Goldston

Bill Schmidt

Jerry Jewett

William Stiles III

Bayview Ridge Subarea Plan Community Advisory Committee

John Bouslog

Cindy Jacobson

John Brink

William Knutzen

Deanna Carlson

Jon Sitkin

Bill Henry

Jack Wallace

Julie Hubner

Consultant

Reid Middleton

Lyn Keenan, Senior Planner

Port of Skagit County

Patsy Martin, Property Development Manager

Skagit County Planning & Permit Center

Gary Christensen, Assistant Director

Connie Randall, Project Planner

Consulting Counsel

John Moffat, Skagit County Prosecuting

Attorney's Office

Jay Derr, Buck & Gordon

City of Burlington

Margaret Fleek, Planning Director

Prepared in compliance with:

Skagit County Comprehensive Plan (2000) – Chapter 14

The Washington State Growth Management Act (GMA) 1990

Chapter 36.70A, Revised Code of Washington as Revised

The Washington State Environmental Policy Act (SEPA) 1971

Chapter 3670A, Revised Code of Washington and SEPA Guidelines,

Chapter 197-10, Washington Administrative Code as Revised

DRAFT

Table of Contents

INTRODUCTION	1
The Bayview Ridge Subarea.....	1
Bayview Ridge Subarea Plan Vision Statement.....	1
Goals, Objectives, and Policies	3
Bayview Ridge Subarea Plan Elements	3
The Growth Management Act (Gma) and Subarea Planning	4
<i>Gma Compliance</i>	5
Creating a Non-municipal Uga At Bayview Ridge.....	5
CHAPTER 1 - Existing Conditions in the Bayview Ridge Subarea	1-1
Existing Natural Environment.....	1-1
Existing Development & Land Ownership.....	1-3
Skagit Regional Airport Land Use Compatibility Study.....	1-6
CHAPTER 2 - Land Use, Community Character, And Design	2-1
Introduction.....	2-1
Existing Land Use	2-1
Existing Community Character	2-2
Relationship to Other Plans	2-2
<i>Countywide Planning Policies</i>	2-2
Bayview Ridge Subarea Plan.....	2-3
<i>Land Use</i>	2-3
<i>Community Character and Design</i>	2-6
Goals, Objectives, and Policies	2-6
CHAPTER 3 - Business and Industrial Development	3-1
Existing Business / Industrial Development	3-1
Relationship to Other Plans	3-1
<i>Countywide Planning Policies</i>	3-1
<i>Skagit County Overall Economic Development Plan (OEDP)</i>	3-3
Bayview Ridge Subarea Plan.....	3-4
Goals, Objectives, and Policies	3-4

CHAPTER 4 - Community Center4-1

- Existing Uses 4-1
- Relationship to Other Plans 4-1
 - Countywide Planning Policies* 4-1
- Bayview Ridge Subarea Plan..... 4-1
- Goals, Objectives, and Policies 4-1

CHAPTER 5 - Housing5-1

- Existing Residential Development..... 5-1
- Relationship to Other Plans 5-2
 - Countywide Planning Policies* 5-2
- Bayview Ridge Subarea Plan..... 5-3
- Goals, Objectives, and Policies 5-4

CHAPTER 6 - Transportation6-1

- Introduction..... 6-1
- Relationship to Other Plans 6-1
 - Growth Management Act (GMA) Requirements*..... 6-1
 - Countywide Planning Policies* 6-1
 - Other Transportation Related Plans*..... 6-2
- Major Issues 6-2**
 - Safety*..... 6-2
 - Economic Development*..... 6-2
 - Alternative Modes*..... 6-2
 - Neighborhood Needs*..... 6-3
 - Transportation Demand Management*..... 6-3
 - Funding*..... 6-3
 - Concurrency*..... 6-4
- System Inventory 6-4**
 - General System Description*..... 6-4
 - County Roads*..... 6-4
 - Non-County Public Transportation Systems*..... 6-6
 - Airport Facilities* 6-6
 - Railway Facilities*..... 6-7
- Level of Service (LOS), Capacity, and Needs Assessment..... 6-8**
 - Existing Skagit County Levels of Service and Capacity*..... 6-8
 - State Highways*..... 6-8
 - Transit*..... 6-9
 - Subarea Capacity and Levels of Service* 6-9
 - Forecast of Traffic*..... 6-10
 - Transportation System Analysis*..... 6-11
- Finance Plan 6-11**

Goals, Objectives, and Policies	6-11
CHAPTER 7 - Capital Facilities	7-1
Introduction	7-1
Relationship to Other Plans	7-1
<i>Growth Management Act Requirements</i>	7-1
<i>Countywide Planning Policies</i>	7-2
<i>Other Related Plans</i>	7-4
LEVELS OF SERVICE	7-4
<i>Acknowledging the Non-Municipal UGA Boundary</i>	7-6
<i>Bayview Ridge Subarea Capital Facilities Planning Issues</i>	7-6
County PROVIDED Facilities AND SERVICES	7-6
<i>County Parks</i>	7-6
<i>Solid Waste</i>	7-8
<i>Stormwater Management</i>	7-8
<i>Law Enforcement (Sheriff's Department)</i>	7-8
Other Capital Facilities and Services	7-9
<i>Fire Protection</i>	7-9
<i>Water System</i>	7-11
<i>Wastewater</i>	7-12
<i>Schools</i>	7-13
<i>Drainage</i>	7-14
Capital Improvement Plan	7-15
Goals, Objectives, and Policies	7-17
<i>Impact Fees</i>	7-18
CHAPTER 8 - Utilities	8-1
Existing Public and Private Utilities	8-1
Public Utilities	8-1
<i>Electricity</i>	8-1
Private Utilities	8-1
<i>Natural Gas</i>	8-1
<i>Telecommunications</i>	8-1
<i>Internet Service Providers</i>	8-1
<i>Telephone</i>	8-1
<i>Cellular Telephone</i>	8-2
<i>Cable Television</i>	8-2
<i>Pipelines</i>	8-2
Special Districts	8-2
<i>Port of Skagit County</i>	8-2
Relationship to Other Plans	8-2
<i>Growth Management Act Requirements</i>	8-2
<i>Countywide Planning Policies</i>	8-3

Major Issues	8-3
<i>Coordination and Concurrency</i>	8-3
<i>Compatibility and Design Standards</i>	8-3
Regulatory Setting	8-3
<i>Washington Utilities and Transportation Commission</i>	8-3
<i>Federal Energy Regulatory Commission</i>	8-3
Bayview Ridge Subarea Plan	8-4
Public Utilities	8-4
<i>Electricity</i>	8-4
Private Utilities	8-4
<i>Natural Gas</i>	8-4
<i>Telecommunications</i>	8-4
<i>Cellular Telephone</i>	8-4
<i>Cable Television</i>	8-4
Special Districts	8-4
<i>Port of Skagit County</i>	8-4
Goals, Objectives, and Policies	8-5
CHAPTER 9 - Parks, Recreation, and Open Space	9-1
Existing Conditions	9-1
<i>Countywide Planning Policies</i>	9-1
<i>Skagit County Comprehensive Park and Recreation Plan</i>	9-2
Bayview Ridge Subarea Plan	9-2
Goals, Objectives, and Policies	9-2
CHAPTER 10 - Natural Environment	10-1
Existing Conditions	10-1
Relationship to Other Plans	10-4
<i>Countywide Planning Policies</i>	10-4
Bayview Ridge Subarea Plan	10-6
Goals, Objectives, and Policies	10-6
CHAPTER 11 - Essential Public Facilities	11-1
Existing Essential Public Facilities	11-1
Relationship to Other Plans	11-1
<i>Countywide Planning Policies</i>	11-1
Bayview Ridge Subarea Plan	11-1
Goals, Objectives, and Policies	11-2

List of Figures

Figure 1 – Bayview Ridge Subarea Plan: Vicinity Map	2
Figure 2 – Bayview Ridge Subarea Plan: Aerial Photo.....	1-2
Figure 3 – Bayview Ridge Subarea Plan: Existing Development.....	1-4
Figure 4 – Bayview Ridge Subarea Plan: Large Lot Private Ownership.....	1-5
Figure 5 – Bayview Ridge Subarea Plan: Skagit Airport Building Height Restriction Contours Map	1-9
Figure 6 – Bayview Ridge Subarea Plan: Skagit Airport FAA Permit Contours Map.....	1-10
Figure 7 – Bayview Ridge Subarea Plan: Land Use Plan	2-4
Figure 8 – Percent of Homes on Various Lot Sizes in the Bayview Ridge Subarea	5-1
Figure 9 – Bayview Ridge Subarea Plan: Road System	6-5
Figure 10 – Bayview Ridge Subarea Plan: Wetlands.....	10-3
Figure 11 – Bayview Ridge Subarea Plan: WA Dept. of Fish and Wildlife Priority Habitat and Species ..	10-5

List of Tables

Table 1-1 - Recommended Safety Compatibility Criteria	1-7
Table 2-1 - Bayview Ridge Existing Land Use	2-1
Table 2-2 - UGA Population and Commercial/Industrial Land Allocations	2-2
Table 2-3 - Bayview Ridge Existing Land Use	2-5
Table 3-1 - Bayview Ridge Ownership	3-1
Table 3-2 - UGA Population and Commercial/Industrial Land Allocations	3-2
Table 3-3 - Bayview Ridge Industrial Lands.....	3-4
Table 5-1 - UGA Population and Commercial/Industrial Land Allocations	5-2
Table 6-1 - Level of Service Ratings for Intersections	6-8
Table 6-2 - Base line traffic counts.....	6-10
Table 7-1 - Level of Service Standards.....	7-5
Table 7-2 - Bayview Ridge Population Projections.....	7-6
Table 7-3 - Skagit County Level of Service Standards: Recreation & Open Space Lands	7-6
Table 7-4 - Planned Park Projects 2001 – 2006.....	7-7
Table 7-5 - UGA Law Enforcement Requirements	7-9

Table 7-6 - Planned Law Enforcement Projects 2001 – 2006 1..... 7-9

Table 7-7 - Planned fire protection projects 2001 – 2006 7-10

Table 7-8 - Water Demand Standards..... 7-11

Table 7-9 - Planned Water Projects - PUD No. 1 2001 – 2006 1..... 7-12

Table 7-10 - Wastewater Flow Design Standards 7-12

Table 7-11 - Wastewater Flow Projections 1 7-13

Table 7-12 - Planned Wastewater Projects City of Burlington sanitary sewer system 2001 – 2006 ¹ 7-13

Table 7-13 - Burlington-Edison School District, Selected Facilities..... 7-13

Table 7-14 - Capital Facilities Plan 7-16

Table 7-15 - Funding Source Legend..... 7-16

Appendices

Bayview Ridge Subarea Plan Land Use and Population Calculations..... Appendix A

Washington State Department of Fish and Wildlife Letter, April 10, 1997 Appendix B

INTRODUCTION

THE BAYVIEW RIDGE SUBAREA

The Bayview Ridge Subarea is a 4,011-acre area, which includes a 3,633-acre “non-municipal urban growth area,” located in the Skagit Valley approximately 1 mile west of the city of Burlington and 1 1/2 miles northwest of the city of Mount Vernon. Although situated within an agricultural valley, the Bayview Ridge Subarea is distinct from the surrounding farmland due to both its location on a topographic bench above the Skagit River floodplain and its history of urban development. The Bayview Ridge Subarea community is presently characterized as a mix of industrial/business uses, airport and aviation-related uses, pastureland, and a variety of residential uses.

The Bayview Ridge Subarea encompasses the Skagit Regional Airport (an essential public facility), the Port of Skagit County’s Bayview Business and Industrial Park, the Paccar Technical Center, and other industrial and commercial developments in the western and central portions of the Subarea. Residential subdivisions and the Skagit County Golf and Country Club lie along the eastern edge above the valley floor. Tracts of vacant land are located between the airport and the residential area, as well as east of the airport. Numerous wetlands are scattered throughout the Subarea, thus constraining the area available for development.

The Subarea now accommodates urban levels of industrial/commercial and residential development, but in an isolated fashion - it is not a cohesive community. The remaining undeveloped properties are generally large, providing an opportunity for master planning. This planning will maximize the public and private resources already invested in, and planned for the Urban Growth Area (UGA) by creating a cohesive and more self-sufficient urban community, while insuring compatibility with continued development of the Skagit County Regional Airport and adjacent industrial lands. A map of the Bayview Ridge Subarea is shown in

Figure 1. The boundaries of the Subarea reflect major industrial/commercial property ownerships, existing land use, and topography. The Avon-Allen Road and a steep hillside form the boundary on the east. State Route 20 (SR 20) and Ovenell Road bound the Subarea to the south, with the Farm to Market Road on the west and the Port of Skagit County ownership, Josh Wilson Road, and a steep hillside on the north.



BAYVIEW RIDGE SUBAREA PLAN VISION STATEMENT

A vision statement paints a picture of how the community might look and function in the future. The vision outlined below is intended to provide a framework for developing goals, objectives and policies that will guide and shape development that occurs in Bayview Ridge. The unique combination of residential and industrial development supported by extensive public and private infrastructure investments surrounding a regional, general aviation airport presents an extraordinary opportunity with respect to future development in the Bayview Ridge Subarea.

Insert Figure 1 - Vicinity Map

The variety of existing residential development and opportunities for future residential development combined with the employment options that exist now and that are planned for at the industrial properties and the Port of Skagit County creates an opportunity for a thriving community for people of all ages and income levels who choose to live and work in Bayview Ridge. The Bayview Ridge Subarea Plan is designed to provide for the planned and orderly growth of the Bayview Ridge Subarea. The Subarea Plan aims to:

- Establish a Bayview Ridge Urban Growth Area (UGA) based on its suitability for development and the commitment of public and private services and resources invested in the area.
- Create a cohesive, thriving community with a diversity of residential, industrial, airport and community/public uses.
- Take advantage of the unique opportunity to build upon the natural assets of this area, situated on a topographical bench above the floodplain with incredibly scenic views.
- Provide an opportunity for residents to live, work and recreate in the same community;
- Encourage a variety of housing opportunities;
- Create a safe, pedestrian-friendly internal transportation network;
- Preserve and protect aviation activity at the Skagit Regional Airport, an essential public facility, consistent with the *Skagit Regional Airport Master Plan*;
- Provide for industrial development in a planned and coordinated fashion;
- Develop an open space network that provides recreational opportunities, airport safety, and protects and maintains natural resources and critical areas; and
- Create a Community Center to be a hub of local service provision and limited commercial activity serving Bayview Ridge residents and employees.

GOALS, OBJECTIVES, AND POLICIES

Elements, or chapters of the Subarea Plan, include goals, objectives and policies for the long-term development of the Bayview Ridge Subarea.

A **goal** is a direction-setter. It is an ideal future end, condition, or state related to the public health, safety, or general welfare toward which planning and implementation measures are directed. A goal is a general expression of community values and, therefore, is abstract in nature. Consequently, a goal is generally not quantifiable, time-dependent, or suggestive of specific actions for its achievement.

An **objective** is a specific end, condition, or state that is an intermediate step toward attaining a goal. It should be achievable and, when possible, measurable time-specific. An objective may only pertain to one particular aspect of a goal or it may be one of several successive steps toward goal achievement. Consequently, there may be more than one objective for each goal.

A **policy** is a specific statement that guides decision-making. It indicates a clear commitment of the local legislative body. A policy is based on a comprehensive plan's goals and objectives as well as the analysis of data. A policy is effectuated by implementation measures (such as: zoning, land division, and environmental ordinances).

BAYVIEW RIDGE SUBAREA PLAN ELEMENTS

The remaining chapters in the Bayview Ridge Subarea Plan contain goals, objectives and policies for ten (10) major subject area or elements: Land Use, Community Character, and Design; Business and Industrial Development; Commercial and Community Center; Housing; Transportation; Capital Facilities; Utilities; Parks, Recreation and Open Space; Natural Environment; and Essential Public Facilities.

Chapter 1: Existing Conditions in the Bayview Ridge Subarea

This chapter explains the existing land use and development conditions in the Bayview Ridge Subarea. Additionally, the results of the *Skagit Regional Airport Land Use Compatibility Study* are presented and discussed.

Chapter 2: Land Use, Community Character, and Design

This chapter addresses the general distribution and location of land uses and the appropriate intensity and density of land uses given development trends. Additionally, community character and urban design concepts are discussed and defined.

Chapter 3: Business and Industrial Development

This chapter focuses on the economic development opportunities existing in the public and private industrial areas surrounding the Skagit Regional Airport.

Chapter 4: Community Center

The focus of this chapter is creating a 15-acre Community Center in the Bayview Ridge Subarea that will provide

needed public services with a provision of open space to serve the residents and employees of the Subarea.

Chapter 5: Housing

This chapter addresses the need for the Bayview Ridge Urban Growth Area to accommodate a future population allocated by the 2000 Countywide Planning Policies. This chapter also contains plan policies that promote a diversity of housing opportunities at all income levels that can support future job growth in the Subarea.

Chapter 6: Transportation

This chapter details the transportation goals, objectives and policies which set forth the adopted Level of Service (LOS) standards and other policy commitments. Motorized and non-motorized transportation networks are discussed.

Chapter 7: Capital Facilities

The focus of this chapter is the planning and provision of needed public facilities and services. This chapter addresses capital costs, financing, levels of service methods and consequences, statutory requirements, and specific related goals, objectives and policies.

Chapter 8: Utilities

This chapter focuses on the provisions of public and private utilities, including: electricity, natural gas, telecommunications, cable television, and the Port of Skagit County.

Chapter 9: Parks, Recreation, and Open Space

This chapter addresses the Level of Service (LOS) standard for park and recreation land. Public open space for airport safety and critical areas is also addressed.

Chapter 10: Natural Environment

This chapter focuses on the preservation and enhancement of the natural environment. The topics discussed include: critical areas, aquifer recharge areas, flood hazard areas, geologically hazardous areas, wetlands, fish and wildlife habitat, and the identification, classification and inventorying of such areas.

Chapter 11: Essential Public Facilities

This chapter addresses the two essential public facilities located in the Bayview Ridge Subarea: The Skagit Regional Airport and the Skagit County Solid Waste Handling Facility. Goals, Objectives, and Policies aim to preserve these essential public facilities.

THE GROWTH MANAGEMENT ACT (GMA) AND SUBAREA PLANNING

Subarea planning may be considered under the provisions of the GMA, provided the Subarea Plan is consistent with the overall Comprehensive Plan.

Skagit County Countywide Planning Policies support subarea planning as an approach to addressing homogeneous natural features and communities in the county. Chapter 14 of the *Skagit County Comprehensive Plan* specifically addresses preparation of “Community Development” or “Subarea” Plans. Chapter 14 states that Subarea Plans coordinate and provide consistency with the Comprehensive Plan at a scale and level of detail that cannot be attained under the broad guidelines of the Comprehensive Plan because of the diversity in the character of various parts of the county. The Comprehensive Plan serves as an “umbrella” document and provides a foundation from which Subarea Plans are developed. Subarea Plans, or Community Development Plans, then implement and enhance the Comprehensive Plan.

In the fall of 1999, property owners, the Port of Skagit County, the city of Burlington, and Skagit County came together and applied for a grant to fund the preparation of a Bayview Ridge Subarea Plan from the Washington State Department of Community Trade and Economic Development. This is the first plan using Chapter 14 of the *Skagit County Comprehensive Plan*, the Community Development Plans Element.

The Bayview Ridge Subarea Plan has been developed consistent with GMA Goal 11, which states: “Citizen Participation and Coordination. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflict.” In November 2000, the Skagit County Board of Commissioners, in accordance with Skagit County’s Growth Management Act Public Participation Program (SCC 14.08.070), appointed a nine member Citizens Advisory Committee to work with staff in creating the Bayview Ridge Subarea Plan. Additionally, representatives from the city of Burlington and the Port of Skagit County were invited to participate in the planning process.

Community information meetings were held at the Port of Skagit County to discuss the Bayview Ridge Subarea planning process in March and September of 2000. As mentioned above, the Skagit County Board of Commissioners appointed a Community Advisory Committee in November 2000. In January 2001, the

county held a Community Meeting to inform the public about the Bayview Ridge Subarea planning process and to present the results of the Skagit Regional Airport Land Use Compatibility Study and to answer questions from the public. Citizen participation techniques will be employed throughout the Subarea planning process. It is the goal of this plan to maintain an active program for citizen participation to review proposed development projects; changes to plans, policies, codes, and regulations; and to provide an opportunity for discussion and problem solving as appropriate.

GMA Compliance

The Growth Management Act (GMA) of 1990 established 13 planning goals. Of particular significance for the Subarea Plan are those goals which are designed to encourage development in urban areas where adequate public facilities exist or can be provided in an efficient manner, to support economic development, and ensure that those public facilities and services necessary to support development are adequate to serve the development at the time of occupancy and use without decreasing current service levels below locally established minimum standards. Transportation, housing, environmental protection, open space, and recreation are also important planning goals for the Subarea Plan.



The *Skagit County Comprehensive Plan* was adopted in June 1997, and Bayview Ridge was identified as an UGA. Subsequently, the Western Washington Growth Management Hearings Board (WWGMHB) conducted lengthy appeal proceedings on many issues relating to the Comprehensive Plan, including the Bayview Ridge Urban Growth Area. The case is entitled *Abenroth, et al., Case*

No. 97-2-0060C. On January 23, 1998, the WWGMHB ruled that the Bayview Ridge Urban Growth Area was invalid because there was not adequate documentation to support its designation, with the exception of the land owned by the Port of Skagit County. The Port has an adopted Master Plan and analysis that indicates its land is well planned for, will be efficiently served, and will provide for industrial uses compatible with the Skagit Regional Airport.

In response to the WWGMHB ruling, Skagit County adopted Ordinance No. 18264, now codified as Skagit County Code 14.16.215, which establishes industrial/commercial land use restrictions and requirements (development standards) for public facilities and services for the Bayview Ridge Urban Growth Area and surrounding environs. The ordinance also specifies that land use assessments be conducted to determine industrial, commercial, and residential acreage needs; that infrastructure, capital facility planning, and urban level of service (LOS) standards be addressed; that airport operations and environs be evaluated with regard to potential incompatibilities with adjoining land uses; and that buffers be established between non-industrial and planned areas of industrial uses to minimize potential land use conflicts or incompatibilities.

This Subarea Plan is intended to document the need for a residential component to the Bayview Ridge Urban Growth Area and bring the UGA into compliance with the Growth Management Act and the WWGMHB.

CREATING A NON-MUNICIPAL UGA AT BAYVIEW RIDGE

Skagit County, in cooperation with the cities and towns, first began looking at the County population projections with the intent of directing new growth into urban areas in 1991 when developing the comprehensive Coordinated Water System Plan (CWSP) for the County. These discussions helped form a basis for the Countywide Planning Policies update in 1996, in which 2015 population projections were allocated to the Urban Growth Areas (UGAs) “based on the goal contained in Countywide Planning Policy 1.2 which provides for the cities, towns and urban growth areas to accommodate 80 percent of the twenty year projected growth” (1997 CP, page 3-6).

Projected population growth was initially distributed to communities in an equitable manner, without regard for their ability to adequately provide for such growth.

“In reviewing the initial allocations, several cities determined they would be unable to provide for their equal share of projected population due to financing of infrastructure improvements, adjacent location of natural resource lands or other constraints” (1997 CP, pages 3-6 – 3-7). Specifically, cities cited the following issues:

- **Anacortes:** The city of Anacortes is located on Fidalgo Island. As such, it has physical constraints, bordering water bodies, which restrict its growth and expansion. Additionally, Fidalgo Island has a number of unique geological constraints and environmental conditions affecting its suitability for dense urban development. Finally, the city of Anacortes determined that its existing infrastructure, particularly the sewer system, would reach maximum capacity with a population of 18,300 [CPP 1.1 (1996)]. Consequently, the city of Anacortes has significant fiscal and environmental constraints that prohibit the city from accommodating a 2015 population in excess of 18,300.
- **Burlington:** The city of Burlington is currently located almost entirely in the floodplain. Additionally, the city is land-locked on the south by the city of Mount Vernon. The Skagit River to the south and east also limits outward growth. The city is surrounded by Agriculture Natural Resource Lands and floodplain on the north, east and west. The city of Burlington’s location within the floodplain, surrounded by Natural Resource Lands, and its proximity to the Skagit River significantly restricts the city’s ability to grow and expand its municipal boundaries. Population growth within the City will largely be attributed to infill development. Given this situation, the city of Burlington determined that it could accommodate a 2015 population of 7,065 [CPP 1.1 (1996)].
- **La Conner:** The Town of La Conner’s UGA does not extend beyond its municipal borders because of the natural constraints of its location, similar to Anacortes and Burlington. La Conner is precluded from expanding west as it borders the Swinomish Channel. Agriculture Natural Resource Lands, as well as the floodplain, surround the Town on the north, east, and south. Population growth within the Town of La Conner will be solely attributed to infill development within its current municipal boundaries. Consequently, the Town of La Conner determined its existing land supply will accommodate a 2015 population of 890 [CPP 1.1 (1996)].
- **Sedro-Woolley:** The city of Sedro-Woolley, while bordered on the south by the Skagit River, does have adequate land supply, non-Natural Resource Lands, on the north and northeast sides of the city for future growth. However, the City determined that its existing sewer and water systems could not serve a 2015 population in excess of 11,030 [CPP 1.1 (1996)].
- **Mount Vernon:** The city of Mount Vernon reported no problems in accommodating its fair share of the

2015 project population. Rather, the city agreed to take additional population within its UGA, above its fair share.

In looking to alleviate the burden of accommodating the anticipated 2015 population, the county, in coordination with the cities and towns, identified three non-municipal UGAs to direct urban growth: Bayview Ridge, Big Lake and Swinomish. While the city of Burlington was constrained in expanding its municipal boundaries, it had been providing sewer service since 1975 to the Skagit Regional Airport and a number of residential housing developments in the Bayview Ridge area. Public Utility District No. 1 (PUD) provided water service to the area. Bayview Ridge was a suitable location for future urban residential development due to its location out of the floodplain, existing infrastructure and history of residential development at urban densities. Both the Big Lake and Swinomish areas were designated as non-municipal UGAs because these areas were served by existing sewer services and had urban levels of residential development.



In 1998, after the county adopted its first Comprehensive Plan under GMA, the Western Washington Growth Management Hearings Boards found the Big Lake UGA noncompliant with GMA and also invalidated the Bayview Ridge UGA outside the Port of Skagit County’s property¹. In response, Skagit County eliminated the Big Lake UGA, redesignating it a Rural Village, and began a Subarea Planning process to plan for the Bayview Ridge, including a residential component to the Bayview Ridge UGA. In 2000, Skagit County, in cooperation with the cities and towns, reallocated the 2015 population of 2,400 allocated to the Big Lake UGA through the Countywide Planning Policies

(CPP) update process. The 2000 CPPs reported that “the urban residential population allocated to Big Lake (2,400) from the previous CPP 1.1 [had] been placed in a reserve category, from which 1,491 has been allocated to Sedro-Woolley’s, Concrete’s, and La Conner’s Urban Growth Areas as indicated on this revised table. The remaining balance of urban residential population (909) will be reallocated to the UGAs in 2002 as part of the Comprehensive Plan updates required in RCW 36.70A.130” (2000 CPP 1.1 - footnote).

Skagit County has an immediate need to accommodate the remaining former Big Lake UGA population of 909 as well as the 3,420 people allocated to the invalidated residential component of the Bayview Ridge UGA. As a result of the inability of the existing municipal UGAs to accommodate this population, the county is left with the option of finding an area outside a municipal UGA suitable for urban residential development, or to consider lowering the standard outlined in the Countywide Planning Policies that 80 percent of future population growth be accommodated in urban areas. This standard is a directive of the Countywide Planning Policies. The county has performed no studies, which warrants a change to the standard and therefore must comply with it. Further, lowering the standard that 80 percent of future population growth be accommodated in urban areas poses a significant threat to the future sustainability of the Skagit County Agriculture Industry, as prime farmlands could be consumed by low density rural residential development. Additionally, such a scenario also suggests that more rural residential development would occur in floodplain areas. As Skagit County residents value its agricultural history and seeks to protect agricultural lands, the County seeks to identify lands outside current municipal UGAs that are suitable for urban residential development.

Located on a topographical bench above the Skagit River floodplain and outside Agriculture Natural Resource Lands, the Bayview Ridge Subarea is uniquely situated and suitable for urban growth. Existing residential development patterns more closely resemble traditional urban and suburban residential development with 46 percent of the existing homes on lots of 1/4 acre or less and 77 percent of the homes on lots of 1/3 acre or less. Only 4 percent of the existing homes are sitting on lots greater than 1 acre. The unique combination

of residential and industrial development supported by extensive public and private infrastructure investments surrounding a regional, general aviation airport presents an extraordinary opportunity with respect to future development in the Bayview Ridge Subarea, making this site ideal for a non-municipal UGA.

¹ Abenroth, et al., v. Skagit County; WWGMHB Final Decision and Order; Case #97-2-0060c. (June 22, 1998).

CHAPTER 1 - Existing Conditions in the Bayview Ridge Subarea

The Bayview Ridge Subarea is situated within the Padilla Bay watershed on a topographic bench above the Skagit River floodplain. The Subarea generally slopes from the east to the south and west; the western and northwestern edges of the Subarea are formed by hillsides approximately 150 feet above the valley floor. *Figure 2* shows an aerial view of the Subarea. The Subarea lies within portions of the Airport Environs Zone established for the Skagit Regional Airport. This zone was established to promote compatibility between the airport and surrounding land uses.

EXISTING NATURAL ENVIRONMENT

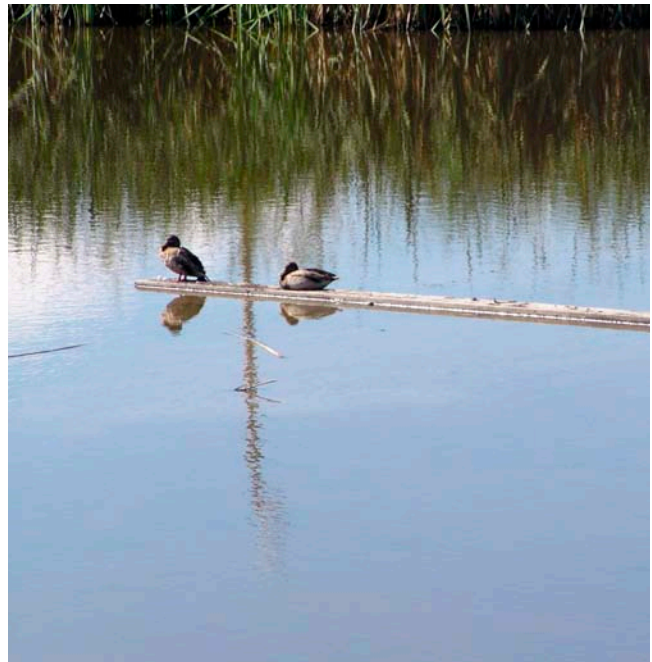
The natural landscape within the Bayview Ridge Subarea encompasses gently sloping terrain, steep hillsides, numerous wetlands, large stands of mature trees, and open fields. The Subarea does not contain any identified aquifer recharge areas. Flooding is not a serious hazard in the Subarea as most of the land lies above the floodplains for the Samish River to the north and the Skagit River to the east and south. Potential geological hazards in the Subarea include areas of erosion and landslide hazards. There are no known faults in the Subarea.

Soils in the vicinity of the airport are mapped as Bow gravelly loam (0 to 3 percent slopes), which is subject to seasonal wetness due to a perched water table. Bellingham silt loam, a very poorly drained soil, is found in smaller depressional areas. The Subarea does not contain “prime farmland soils” as defined in the *Skagit County Comprehensive Plan*.

The majority of the Subarea is flat to gently sloping. Steep slopes (0 to 30 percent) defining the bench above the floodplain form the eastern and northeastern edges of the Subarea. Skagit County considers slopes of 30 percent or greater to be potentially geologically hazardous.

Numerous wetlands are scattered throughout the Subarea and are especially prevalent in the western and central portions of the Subarea. A total of 1,043 acres of wetlands and associated buffers are identified in

the Bayview Ridge Subarea. Some wetlands have been fragmented or isolated by existing development; others have been hydrologically modified by uncontrolled or poorly controlled stormwater runoff, or support populations of primarily invasive plants and animals. The Port of Skagit County identified 694 acres of wetlands and buffers within their ownership as part of the Skagit County Wetlands and Industry Negotiation (WIN) Wetland Management Plan. Wetlands within the remainder of the Subarea are identified based on the National Wetland Inventory and interpretations of aerial photography.



Fish and wildlife habitats are often classified by watercourse or stream type and vegetation type. Higgins Slough transverse the southeastern edge of the Bayview Ridge Subarea, just north of SR 20 in the vicinity of Ovenell and Avon-Allen roads. Higgins Slough is known habitat for Coho. No other streams or watercourses are known to exist in the Subarea.

Insert Figure 2 - Aerial Map

EXISTING DEVELOPMENT & LAND OWNERSHIP

Existing development within the Bayview Ridge Subarea, depicted in *Figure 3*, consists of the Skagit Regional Airport, the Port of Skagit County Bayview Business and Industrial Park, other substantial industrial/business developments, and residential subdivisions. The residential areas are not included within the urban growth area (UGA) at this time. The industrial/business development is concentrated in the central and western portions of the Subarea - around the airport, along Farm to Market Road, and along SR 20. Undeveloped parcels of various sizes lie within this industrial area. Residential development and the Skagit Golf and County Club are located in the higher, eastern edge of the Subarea, above Avon-Allen Road. Substantial tracts of vacant land lie between the airport and the residential area, as well as east of the airport. *Figure 4* depicts large tracts of land, 10 acres or greater, in contiguous private ownership within the Subarea.



The Skagit Regional Airport is an “essential public facility,” the largest airport in Skagit County, and the center of considerable industrial development. The airport was originally built in 1933 by the Public Works Administration (PWA) and Works Progress Administration (WPA). The present runway and taxiway system was constructed in 1943 by the United States Navy as an alternate airfield for Whidbey Island Naval Air Station. The airport was transferred to the Skagit Board of County Commissioners in 1958, later to the Port Districts of Anacortes and Skagit County, and in 1975, to the sole ownership of the Port of Skagit County.

Since 1975, the Port of Skagit County has worked to improve air transportation facilities and develop adjacent industrial lands. A master plan for the Port property has been adopted and is composed of a Stormwater Management Plan, an Airport Master Plan, and a Wetland Management Plan.

The Port of Skagit County owns 1,817 acres within the Subarea. Of the total ownership, 761 acres are associated with the airport and substantially developed with aviation-related facilities. Within the Port’s 1,056-acre Bayview Business and Industrial Park, 108 acres are developed, and 694 acres are designated as wetland and buffers. The remaining 254 acres are undeveloped and planned for industrial development over the next 20 years.

The primary access to the airport and industrial park is Higgins Airport Way via SR 20 or Josh Wilson Road. Access is also available via Farm to Market Road and Peterson Road.

Public and private industrial uses in the western portion of Bayview Ridge include the Skagit County Solid Waste Transfer Station (an “essential public facility”), the approximate 200-acre Paccar Technical Center, the Puget Sound Energy Tank Farm, the Olympic Pipe Line Tank Farm, Lignotech, and Washington Alder. Most of these uses access Farm to Market Road, on the west boundary of the Subarea.

The existing residential areas within Bayview Ridge, including the Skagit Golf and Country Club, were developed primarily between 1950 and 1970. The residential area is composed of single-family subdivisions, with clusters of condominiums in the Skagit Golf and Country Club. The Skagit Golf and Country Club development is accessed by Avon-Allen Road, with a secondary access to Ovenell Road. There is currently no road access to the remainder of the Subarea from this area. Residential subdivisions north of the Skagit Golf and Country Club are accessed by Avon-Allen Road and Peterson Road.

The current residential population within Bayview Ridge Subarea is 1,701, with 1,634 of those people residing within the UGA.

Insert Figure 3 - Existing Development

Insert Figure 4 - Large Lot
Private Ownership

SKAGIT REGIONAL AIRPORT LAND USE COMPATIBILITY STUDY

The *Skagit Regional Airport Land Use Compatibility Study* was prepared by Reid Middleton in April 2000. The intent of the study was to offer guidance regarding compatible land use development and the preservation of the utility of the Skagit Regional Airport. The three issues of concern and the objectives were:

- Height Hazards – To avoid development of land use conditions, which, by posing hazards to navigation, can increase the risk of an accident.
- Noise – To minimize the number of people exposed to frequent and/or high levels of airport noise.
- Safety – To minimize the risks associated with potential aircraft accidents to both people and property on the ground and enhance the survival of aircraft occupants.



The *Skagit Regional Airport Master Plan Update* (June 1995) addresses the height and noise compatibility issues and makes recommendations for height and noise compatibility that are consistent with the guidelines provided by the Federal Aviation Administration (FAA). Skagit County has adopted development ordinances related to height and noise.

The third issue of safety is more problematic. The question raised is what constitutes an acceptable level of risk. For the areas where the aircraft accident potential is greatest, certain types of land uses are considered unwise. The approach zones off the ends of the runway are the areas where an accident is most likely to occur and residential subdivision densities should be avoided. The runway safety zone has been enlarged to accommodate future precision approaches.

Three strategies are employed in minimizing the risks associated with potential aircraft accidents, including:

- Density limitations on the maximum number of dwellings, size of dwellings, or structures in areas close to the airport.
- Open space requirements to enhance safety for the occupants of an aircraft forced to make an emergency landing away from a runway.
- Avoiding certain critical types of land uses, particularly schools, hospitals, and other uses in which the mobility of occupants is effectively limited.

The *Skagit Regional Airport Land Use Compatibility Study* identifies and graphically illustrates five airport safety zones where uses are strictly limited and a sixth zone, known as the traffic pattern zone, where residential development at 4 to 6 units per acre is permitted. All of the Bayview Ridge Subarea, except the northeastern and southwestern edges, is within one of these zones. A summary of the recommended safety compatibility criteria developed in the study are represented in *Table 1-1*.

**TABLE 1-1
RECOMMENDED SAFETY COMPATIBILITY CRITERIA**

Land Use and Densities ^{1,2}	Open Space Requirements ^{3,4}	Representative Land Uses ⁵
Zone 1 – Runway Protection Zone		
Residential: None	Maintain all undeveloped land in open space	Agricultural operations - Tree farm (8 ft height restrictions)
Non-Residential: 5 to 10 people/acre		
Notes: 1. FAA and WSDOT encourage airport sponsor to acquire RPZ. 2. FAA6 suggests use of property as golf course but such use may not comply with suggested densities.		
Zone 2 – Inner Safety Zone		
Residential: None	50% open space within a 500-foot-wide strip along the extended runway centerline; 25% to 30% open space overall.	Light industrial uses ⁷ Mini-storage Parking lots
Non-Residential: 5 to 40 people/acre		
Notes: 1. During site development process, shift all structures away from the runway centerline.		
Zone 3 – Inner Turning Zone		
Residential: 2 acres/DU to 10 acres/DU	15% to 20%	Light industrial uses Mini-storage Parking lots
Non-Residential: 25 to 60 people/acre		
Notes: 1. During site development process, shift all structures away from the runway centerline.		
Zone 4 – Outer Safety Zone		
Residential: 2 acres/DU to 5 acres/DU	25% to 30% open space within a 500-foot-wide strip along the extended runway centerline; 10% to 15% open space overall.	Small neighborhood shopping center Small office building ⁸
Non-Residential: 40 to 100 people/acre		
Notes: 1. During site development process, shift all structures away from the runway end.		
Zone 5 – Sideline Safety Zone		
Residential: Not Applicable, under Port of Skagit County ownership	25% to 30% open space adjacent to the runway ends and RPZ.	All aviation related land uses are considered acceptable. ⁹
Non-Residential: 40 to 60 people/acre ⁹		
Zone 6 – Traffic Pattern Zone		
Residential: Urban Areas: 4 to 6 DU/acre or higher with master planned developments Rural Areas: 2.5 acres/DU to 5 acres/DU	10% to 15% open space or an open useable area every ¼ to ½ mile.	Industrial uses Small restaurant Neighborhood shopping center Small office building ⁸ Residential subdivisions
Non-Residential: 100 to 150 people/acre		

1. DU refers to a residential dwelling unit.
2. Certain critical types of land uses should be prohibited in all zones one through six. These include two categories:
 - Schools, hospitals, nursing homes, and other similar land uses for which the significant common element is the relative inability of the people occupying the space to move out of harm's way.
 - Functions, such as aboveground storage of large quantities of flammable materials or other hazardous substances, which could substantially contribute to the severity of an aircraft accident if they were to be involved in one.
3. The objective of open space requirements is to enable a successful emergency landing, allowing the occupants to survive the accident with limited injury. An area as small as 75 feet by 300 feet (about 0.5 acre or the size of a football field) can be adequate for a survivable emergency landing in a small plane if the area is relatively level and free of objects such as overhead lines and large trees and poles that can send the plane out of control at the last moment. Because the pilot's discretion in selecting an emergency landing site is reduced when the aircraft is at low altitude, open areas preferably should be larger and spaced more closely in those locations usually overflown at low altitude. The chance of a pilot seeing and successfully landing in a small open space also would be increased if there were more such spots from which to choose.
4. The premise behind master planned developments is that, in most off-airport mishaps, the aircraft are under some degree of control when forced to land. Master planned developments promote clustering thus allowing for a greater amount of open space toward which the pilot can aim. The disadvantage of a master planned development is that it allows an increased number of people to be in

the potential impact area of an uncontrolled crash. The optimum approach is believed to be a compromise that entails limiting the maximum occupancy level of a small area to double the overall criterion, but otherwise clustering development so as to provide the greatest amount of large open areas.

5. The various land uses provided under Representative Land Uses are not intended to provide a comprehensive list of acceptable activities, rather these examples are to provide decision makers with some insight as to appropriate uses. Examples were taken from WSDOT and CALTRANS guidelines and from information provided by airport managers throughout the region.
6. The FAA provides guidance on use of the RPZ in AC 150/5300-13 CHG 5. Paragraph 212 as follows: While it is desirable to clear all objects from the RPZ, some uses are permitted provided they do not attract wildlife, are outside of the runway OFA (object of area), and do not interfere with navigational aids. Golf courses (but not club houses) and agricultural operations (other than forestry and livestock) are permitted. Automobile parking facilities, although discouraged, may be permitted outside of the OFA extension. Land uses prohibited from the RPZ are residences, places of public assembly and fuel storage. Recommend the airport owner acquire the entire RPZ.
7. The CALTRANS study offers examples of what types of land uses should be prohibited within the Inner Safety Zone in Chapter 9, page 9-21: Nonresidential land uses should be limited to activities which attract relatively few people to a given area. Shopping centers, eating establishments, meeting halls, multi-story office buildings, and labor-intensive manufacturing plants are examples of uses which should be prohibited.
8. The CALTRANS study provides typical densities for various uses and offers the following example for a single-story office structure having a density of 50 to 100 people per acre (Chapter 9 page 9-20): The upper limit (100 people per acre) would occur if the building housed 1 occupant per 100 square feet of floor area – the maximum occupancy load allowed under the Uniform Building Code – and covered 25% of the lot.
9. Property within the sideline safety zone is controlled by the Port of Skagit County and is used for aviation purposes. While non-residential densities of 40 to 60 people per acre are recommended by the WSDOT guidelines, the CALTRANS study offers the following (Chapter 9 page 9-23): Aviation-related land uses on or adjoining airport property are typically viewed differently than non-aviation uses. Users of these facilities implicitly acknowledge some degree of risk simply by being present on the airport. All common aviation-related activities should be considered acceptable in this area provided that FAA airport design criteria are met.

Currently, the vast majority of compatibility impacts are contained on Port of Skagit County property. In response to the five safety zones, some additional land is proposed for acquisition by the Port, and some land that is now zoned for residential development is proposed to be rezoned to industrial. Open space will be required for new development projects.

The majority of the land outside the Port ownership lies within the sixth zone (i.e., the traffic pattern zone). Within this zone, it is recommended that residential uses be allowed at 4 to 6 dwelling units per acre, using a planned residential development process to insure the provision of 10 to 15 percent open space for emergency aircraft landings. Non-residential uses are limited to 100 to 150 people per acre. This is accommodated by the limitations of the requirement for parking, the occupant load factors of the Uniform Building Code, and the limits on assembly occupancies in the industrial zoning districts. For example, it takes one acre of land to park 120 cars. If those parking on the site work in a nearby building, the occupancy is limited to 120 employees, assuming they come by car. This results in about 60 employees per acre, maximum.

In proposing the safety recommendations outlined above, the *Skagit Regional Airport Land Use Compatibility Study* acknowledges that there is “little established guidance available regarding how restrictive to make safety criteria for various parts of an airport’s environs.” Additionally, the study cited a need to balance

“the airport sponsor’s objectives of promoting a high degree of airport land use compatibility and the broader planning considerations and development needs of the community.” While one of the main goals of the Bayview Ridge Subarea Plan is to preserve and protect the Skagit Regional Airport, the Plan also gives consideration to the economic implications of such protection.

As a result, two height contour maps have been developed by the Skagit County GIS and Walker & Associates depicting building height restriction contours, a Skagit Airport Building Height Restriction Contours Map shown in *Figure 5*, using the FAA’s Part 77 surfaces minus the underlying ground elevations, and a Skagit Airport FAA Permit Contours Map, shown in *Figure 6*, depicting the FAA’s 7460-1 permit contours using the FAA’s 7460-1 surfaces minus the underlying ground elevations. This will enable Skagit County Planning and Development Services and permit applicants to determine if their proposed project falls within the contours that require an FAA permit (7460-1) or would likely exceed Part 77 surface limitations. These two maps show that the property located in the BR-HI zone is significantly below both the FAA’s 7460-1 and Part 77 surfaces making a typical 35 to 40 foot height limitation unnecessary. Consequently, the building size and population restrictions suggested in the *Skagit Regional Airport Land Use Compatibility Study* for this particular area have been eliminated.

Insert Figure 5 - Building Height
Restriction Contours Map

Insert Figure 6 - Skagit Airport
FAA Permit Contours Map

CHAPTER 2 - Land Use, Community Character, And Design

INTRODUCTION

The Land Use Element addresses future land use within the Bayview Ridge Subarea. It represents the county's policy plan for urban growth through the year 2015. The Land Use Element specifically considers the general distribution and location of land uses, the appropriate intensity and density of land uses given development trends, and provides policy guidance for new residential, industrial, and commercial development.

Community character and quality of life are intangible yet critical aspects of community development. The pattern of urban development created by the Bayview Ridge Subarea Plan should strengthen community identity and reflect local values and opportunities. Because large areas will be developed over the 20-year period, how that development does or does not strengthen and fit with the existing community is a key issue. Requiring a high quality of community design helps create a sense of place. Retaining the sense of the existing landscape, maintaining views, and requiring appropriate scale and amenities in new developments are key components to strengthening community character.

EXISTING LAND USE

The Bayview Ridge Subarea encompasses 4,011 acres with a mix of industrial, commercial, residential, and wetlands/buffers land uses, as well as vacant land. The Subarea is separated from the surrounding agricultural valley by both arterial streets and topography. This separation allows the Subarea to maintain its unique identity. Existing land use within Bayview Ridge is summarized in *Table 2-1*.

Land use within the Bayview Ridge Subarea is influenced by the long-term needs of the Skagit Regional Airport, an essential public facility (see Chapter 11). Much of the Subarea lies within the Airport Environs Overlay (AEO) zoning district. Preserving

the utility of the airport while assuring public safety is an important land use compatibility issue. This issue is more thoroughly addressed in the *Skagit Regional Airport Land Use Compatibility Study* (Reid Middleton, June 2000).

TABLE 2-1
BAYVIEW RIDGE EXISTING LAND USE
based on 2001 land cover, not zoning

Use	Total Acreage
Skagit Regional Airport	761
Industrial Development	601
Commercial Development	0
Residential Development	494
Wetlands/Buffers	1,023
Vacant, Developable Land	1,132 ¹
Total	4,011

1. Does not include 244 acres of wetlands and wetland buffers in residential areas. Wetlands and/or wetland buffers are protected by the County's Critical Area Regulations. However, allowed residential densities from these areas can be transferred to other portions of the same ownership. For purposes of determining the potential number of housing units for each alternative, no deduction has been made for wetland and/or wetland buffer acreage in residential zones.

Additionally, the Subarea has a long history of industrial and residential development and infrastructure investment, from public and private entities, outside the Skagit Regional Airport property. For example, the Subarea includes more than one mile of frontage on the Burlington Northern and Santa Fe Railroad line. This rail line is currently underutilized. Burlington Northern and Santa Fe Railroad upgraded its switching capabilities in Burlington to serve this section of track. Additionally, an extensive network of underground electrical distribution lines as well as high capacity high voltage line running along SR 20 also serves the area. The high voltage lines are sufficient to serve additional sub-stations as may be required by heavy industrial

users. Similarly, two large natural gas lines run along the southern part of the Subarea and are available to serve industrial and other uses. Public water service is provided to a majority of the Bayview Ridge Subarea by Public Utility District of Skagit County (PUD No. 1). Distribution lines in the area range from 3 to 18 inches in diameter. In 1999 a new 2.9 million gallon storage reservoir was constructed. As of 2000, there were approximately 726 residential and commercial meters in the Subarea. Further, a sanitary sewer system is provided and maintained by the city of Burlington. The city of Burlington's wastewater treatment plant is currently undergoing a two-phase expansion project. Phase I was completed in 2001 and Phase II is expected to be completed in 2005. Finally, Verizon Communications recently installed redundant fiber optic lines to serve the Fredonia Business Park, a 130-acre industrial park in the southwest portion of the Subarea. The fiber optic lines provide state-of-the-art communications options for commercial and industrial uses. The combination of modern infrastructure and the location of the Subarea along SR 20, surrounding the Skagit Regional Airport and bound by residential development at urban densities on the East, make the Subarea unique and ideally suited for further development.

EXISTING COMMUNITY CHARACTER

13,000 years ago, retreating glaciers deposited gravelly material, creating this unique setting, a plateau with an incredible panorama of gorgeous, fertile Skagit County farmlands, San Juan Islands, salt water, and two mountain ranges. That is a gift of nature and the basic soul of Bayview Ridge. It defines the essence and the character of the area.

In 1933 what is now known as the Skagit Regional Airport was first built as a military facility in Bayview Ridge. Over time, Bayview Ridge developed sporadically; the industrial base and urban density residential elements developed concurrently but independently. The industrial area developed because of available land outside of primary agricultural lands, while the residential subdivisions and golf course communities were created to take advantage of the spectacular setting. Public and private utility and infrastructure created a climate of development, but without a common theme, strategy, or particular sense of community. In more recent years the State of Washington passed the 1990 Growth Management Act (GMA) and the Bayview Ridge area

has evolved into an independent, non-municipal urban growth area (UGA) without a Subarea Plan to support it.

RELATIONSHIP TO OTHER PLANS

Countywide Planning Policies

Countywide Planning Policy 1.1¹ (GMA Goal 1) encourages development in urban areas where adequate public facilities exist or can be provided in an efficient manner. Pertinent specific policies include:

- 1.1 *Urban growth shall be allowed only within cities and towns, their designated UGAs, and within any non-municipal urban growth areas already characterized by urban growth, identified in the County Comprehensive Plan with a Capital Facilities Plan meeting urban standards. Population and commercial/industrial land allocations for each UGA shall be consistent with those allocations shown in the following table:*

Urban Growth Areas	Residential Population (2015)	Commercial/Industrial Land Allocations (New)
Bayview Ridge	3,420	750

- 1.2 *Cities and towns and their urban growth areas, and non-municipal urban growth areas designated pursuant to CPP 1.1 shall include areas and densities sufficient to accommodate, as a target, 80 percent of the county's 20-year population projection.*
- 1.3 *Urban growth areas shall provide for urban densities of mixed uses and shall direct development of neighborhoods which provide adequate and accessible urban governmental services concurrent with development. The GMA defines urban governmental services as those governmental services historically and typically delivered by cities, and includes storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with non-urban areas.*
- 1.4 *Urban growth areas shall include greenbelt, open space, and encourage the preservation of wildlife habitat areas.*

BAYVIEW RIDGE SUBAREA PLAN

Land Use

The Bayview Ridge Subarea Land Use Plan, shown in *Figure 7*, is based on a vision of how the area should grow and develop while protecting a high quality of life and equitably sharing the public and private costs and benefits of growth. The concept of the Plan supports the existing urban land use patterns, takes the unique condition of the Skagit Regional Airport into consideration along with the unique natural features of the Subarea, and establishes the framework for urban governmental services and facilities in the Bayview Ridge community. The overall intent of the Plan is to create a cohesive community, providing for an urban level of development with urban services.

It is recognized that urban development within the Subarea will occur over time. Any portions of the Subarea not designated and zoned for urban development at this time will be placed within a rural classification. Development within any rural area will be required to be clustered so as not to preclude future urban development. Future land use within the Bayview Ridge Subarea will build on the existing land use pattern and will encompass residential, limited commercial, business/industrial, and aviation-related uses. Future land use designations within the UGA include: Bayview Ridge Residential (BR-R), Bayview Ridge Community Center (BR-CC), Bayview Ridge Light Industrial (BR-LI), Bayview Ridge Heavy Industrial (BR-HI) and Aviation – Related (AVR). Parks and/or open space are included in each land use designation as appropriate.

As noted, almost all of the Bayview Ridge Subarea lies within the AEO zoning district. This district promotes land uses compatible with the airport and prohibits certain uses. Prohibited uses include those within which the occupants cannot move quickly out of harm's way (i.e., hospitals, nursing homes, churches and new K-12 schools), above ground storage of flammable materials or other hazardous substances which are not incidental to the primary use, and mobile home parks. Each of the Subarea land use designations and associated zoning regulations are consistent with the AEO zone.

The eastern portion of the Subarea is designated for residential development. The BR-R designation encompasses both the existing residential development south of Peterson Road and undeveloped properties between Peterson Road and the hillside to the north. BR-R is a residential zone, which may accommodate a variety of housing types and options including detached

single-family residences, apartments, condominiums, duplexes, townhouses and accessory dwelling units. Due to the constraints of the airport safety zones, densities are limited to an average of four units per acre. It is recognized that future residential densities in the Bayview Ridge area could increase to as many as six units per acre in the event that additional population is allocated through Countywide Planning Policies or the area is identified as a suitable “receiving zone” as part of a larger countywide Transfer of Development Rights program. Neighborhood shopping and service uses are not available now within the Subarea. Both residents and employees must travel outside the Subarea for day-to-day needs such as groceries, business and professional services, restaurants, etc. Space for public gatherings is also lacking.



The Bayview Ridge Community Center (BR-CC) designation provides a central location for community businesses and public uses that are relatively small in size, consistent with the needs of the local area employees and residents. The BR-CC designation applies to a 15-acre area along Peterson Road, designed to be accessible to both the residential and business areas. Common open space/greenbelts will be integrated into the master plan for the commercial properties.

The Bayview Ridge Aviation-Related (BR-AVR) designation provides for uses directly related to the airport and encompasses the airport runways, taxiways, the terminal, and their immediate environs. The BR-AVR zone also provides for amenities related to the airport terminal such as a restaurant.

Insert Figure 7 - Land Use Plan

The Bayview Ridge Light Industrial (BR-LI) zone, which provides for light manufacturing and related uses, encompasses the majority of the Port of Skagit County ownership, the Paccar Technical Center, and additional properties east and south of the airport. This zone is designed for compatibility with the Skagit Regional Airport and establishes performance standards, including restrictions on building height and particulate and smoke emissions. Where the BR-LI zone abuts residential properties, buffers are required to protect the residential development.

A portion of the existing industrial area located at the southwest corner of the Subarea is designated for Heavy Industrial (BR-HI) uses as well as those uses allowed in the BR-I zone. Washington Alder and Lignotech are located in this area.

Open space will be required for each new development project consistent with the Skagit Regional Airport Land Use Compatibility Study findings. A 25-acre community park is also planned for the area. Additionally, community open space and pocket parks, along with areas for employee recreation, will be addressed in the master site planning process.

There are a few areas outside the UGA, but within the Subarea, that abut the Bayview Ridge Residential (BR-R) area that will be rezoned to Urban Reserve (URv). These lands are on the fringe of the UGA. The URv designation is intended to protect areas from premature land division and development that would preclude efficient

transition to urban development. The URv designated lands are intended for future urban development and are identified as the primary areas to be included in the UGA in the future. These lands may be added to the UGA, as needed to accommodate any future population allocations, through amendments to the Skagit County Comprehensive Plan.



The 78-acre tract of land south of Josh Wilson Road will retain its current Rural Reserve (RRv) designation. **Table 2-3** shows the land available for development in each of the land use designations.

TABLE 2-3
BAYVIEW RIDGE EXISTING LAND USE

USE/ZONING	Total Acres	Developed Acres	Roads/ Right of Ways	Wetlands/ Buffers	Developable Acres
Aviation-Related	761	754	7	N/A	Infill
Community Center	15	0	0	7	8
Heavy Industrial	411	92	22	147	150
Light Industrial	1,741	441	46	625	629
Bayview Ridge Residential	705	343	59	124	303
Sub-Total (UGA Total)	3,633	1,630	134	903	1,090
Rural Reserve	78	30	0	19	48
Urban Reserve	300	56	6	101	238
SUBAREA TOTAL	4,011	1,716	140	1,023	1,376

Note: Calculations for Table 2-3 can be found in Appendix A.

Community Character and Design

Enhancing the community character of Bayview Ridge is an important part of the Subarea Plan. Providing a sense of place for current and future residents of the Bayview Ridge Subarea is vital. The intent of the Subarea Plan is to accommodate new growth in a manner that is consistent with the Skagit Regional Airport operations as described in the Skagit Regional Airport Master Plan and respects and enhances the quality of life currently enjoyed by residents in Bayview Ridge. The natural beauty and community setting shall be protected by providing public spaces and creating or maintaining open spaces in a strategic manner. Private and public development decisions should reinforce a clear distinction and separation between industrial and residential areas, except when they are coordinated through a master planned development process.

Community design can be thought of as those elements of the community environment that convey the visual impressions of that community and contribute to the community's character. The various elements of community design can be grouped into several broad categories: (1) the natural setting; (2) the existing development; (3) the potential for future development; and (4) the public and private infrastructure, such as streets, sidewalks, lighting, landscaping, and above ground and underground utilities, storm water systems, fiber optic cables, water and sewer.

Community character and design are often shaped by a community's development standards. Flexible development standards are critical for both the existing and future residential community. The use of flexible and incentive-based regulatory tools often results in better designed and community supported developments. Developers are given incentives in the form of zoning flexibility, property tax breaks, or density and other bonuses while the community benefits from greater open space, aesthetically pleasing landscaping and the use of good design techniques.

Goals, objectives and policies that promote community character and design are found throughout the Bayview Ridge Subarea Plan since each element of the Plan impacts the character of the Subarea.

GOALS, OBJECTIVES, AND POLICIES

Goal 2A Provide for urban development within the Bayview Ridge UGA, which integrates existing and proposed uses, creating a cohesive community.

Objective 2A-1 Manage urban land use patterns in the community to optimize and balance the types and locations of uses.

Policy 2A-1.1 Develop regulations for Bayview Ridge Heavy Industrial and Light Industrial zones that provide areas for industrial development compatible with Skagit Regional Airport and adjacent residential use, and are largely devoid of nuisance factors, hazards, or exceptional demands on public facilities.

Policy 2A-1.2 Develop regulations for the Bayview Ridge Community Center area that provide for limited neighborhood shopping opportunities and a gathering place for community activities in a well designed setting, consistent with the character of the community.

Policy 2A-1.3 Allow mixed use development in logical areas to provide opportunities for residents to walk to work and neighborhood shopping locations.

Policy 2A-1.4 Develop regulations for the Bayview Ridge Residential area that provide for the enhancement of existing neighborhoods and transition of undeveloped lands to urban residential development consistent with the character of existing Bayview Ridge residential development.

Policy 2A-1.5 Discourage uses that conflict with the continued operation of the Skagit Regional Airport, as identified in the Skagit Regional Airport Master Plan, through the Airport Environs Overlay (AEO) development standards. The construction of a school will require special siting criteria.

Objective 2A-2 Provide and maintain adequate infrastructure and an adequate level of urban services to accommodate proposed development.

Policy 2A-2.1 Coordinate with the City of Burlington and the special districts that serve Bayview Ridge to develop a Capital Facilities Plan specific to the Subarea.

Policy 2A-2.2 Encourage the joint use of public facilities, including a satellite Sheriff's office at the new fire station.

Objective 2A-3 Develop a Drainage Plan for the Subarea that accommodates urban run-off and is consistent with the needs of adjacent Drainage Districts and designated agricultural land.

Policy 2A-3.1 *Establish limits on new impervious surfaces created within the Subarea.*

Policy 2A-3.2 *Require all new development to comply with the Bayview Watershed Stormwater Management Plan.*

Policy 2A-3.3 *Encourage the use of permeable surfaces and other new technologies in building construction and property development, consistent with County drainage regulations.*

Policy 2A-3.4 *Require cost-sharing arrangements which include Skagit County, Drainage District, and developer participation in the funding of required drainage improvements.*

Policy 2A-3.5 *Provide adequate enforcement, maintenance, and inspection services for storm drainage facilities.*

Policy 2A-3.6 *Provide businesses and residents of the Subarea with information regarding water quality and potential impacts to water quality from new development.*

Goal 2B Provide for rural development within the Bayview Ridge Subarea which complements the urban development within the adjacent UGA.

Objective 2B-1 Designate Urban Reserve areas adjacent to the Bayview Ridge UGA in order to preserve the opportunity for orderly and efficient transition from rural to urban residential land uses if and when needed in the future.

Policy 2B-1.1 *Urban Reserve areas are intended to provide guidance for where the UGA may expand at some future date. Inclusion of land in an Urban Reserve area does not necessarily imply that any of the land within the district will be included within the UGA at some future date.*

Policy 2B-1.2 *Urban Reserve areas shall about the established UGA. The Urban Reserve area shall not include designated Agricultural - Natural Resource Lands.*

Policy 2B-1.3 *Consideration shall be given to the following in the establishment and location of the Urban Reserve district within the Bayview Ridge Subarea:*

a. The efficiency with which the proposed reserve can be provided with urban services in the future;

b. The efficiencies with which the proposed reserve can be urbanized;

c. The proximity of jobs and housing to each other;

d. The protection of designated agricultural land and floodplains from nearby urbanization.

Policy 2B-1.4 *Develop regulations for the Urban Reserve area that requires clustering of development within designated areas outside the UGA so as not to preclude future urban residential development, and provide for a transition from rural to urban infrastructure.*

Objective 2B-2 Ensure that rural areas within the Bayview Ridge Subarea develop in a manner that complements the urban development in the adjacent UGA.

Policy 2B-2.1 *All new land divisions shall create lots of 10 or more acres in size, unless proposed as a CaRD, in which the overall density is one (1) dwelling unit per five (5) acres.*

Goal 2C Strengthen community identity and maintain a high quality of life through creative, high quality design.

Objective 2C-1 Retain and strengthen the significant features of the natural landscape.

Policy 2C-1.1 *The land use pattern and transportation network should respect existing land forms and should use existing natural features to provide definition between various parts of the Subarea.*

Policy 2C-1.2 *Require new residential and commercial development to be compatible with the existing landscape.*

Policy 2C-1.3 *Require new industrial development to retain natural vegetation in landscape areas and buffers not subject to development.*

Objective 2C-2 Adopt development standards, including design standards, that strengthen community character and identity.

Policy 2C-2.1 *Require that building height and scale reflect the character of the area and insure safe airport operations.*

Policy 2C-2.2 *Encourage the development of open space that is both aesthetically pleasing and has functional value. Functional open space includes the provision of land for aircraft safety as well as recreation opportunities.*

- Policy 2C-2.3 Require landscaping in all new commercial and industrial development, including streetscapes. Encourage use of native plants in such landscaping..*
- Policy 2C-2.4 Require that the Community Center development include a master plan and design review process, and that these processes incorporate public involvement.*
- Policy 2C-2.5 Develop and require implementation of distinct streetscapes for the residential, commercial, and industrial areas.*
- Policy 2C-2.6 Prohibit billboards and large signs in the Bayview Ridge Residential and Bayview Ridge Community Center zones in order to minimize visual clutter, enhance traffic safety, and maintain views of existing landforms.*
- Policy 2C-2.7 Assure that public buildings serve as models of quality design as well as community gathering places.*
- Policy 2C-2.8 Encourage public art in and around public buildings.*
- Policy 2C-2.9 Create and maintain physical and visual linkages throughout the Subarea.*
- Policy 2C-2.10 Establish “gateways” at major access points to the Subarea.*
- Policy 2C-2.11 Require industrial development adjacent to residential areas to provide a sight-obscuring buffer of a size and composition adequate to reduce visual and auditory impacts and provide vegetative relief.*

¹ Amendments to the Countywide Planning Policies (2000) were found to be non-compliant with the Growth Management Act due to alleged violations of the Framework Agreement by the Western Washington Growth Management Hearings Board in Case No. 00-2-0049c. This order is under appeal to Superior Court.

CHAPTER 3 - Business and Industrial Development

EXISTING BUSINESS/INDUSTRIAL DEVELOPMENT

Bayview Ridge is a unique area with respect to economic development opportunities. The growth of industry around the airport has created over 1,000 manufacturing jobs for Skagit County. The location is ideally situated for both light and heavy industry, and infrastructure is either already in place or has been planned for. The location adjacent to Skagit County’s largest airport provides the opportunity for air cargo and commuter service.



Development within Bayview Ridge began with the Airport. As of 2004, the 1,817 acre Port of Skagit County ownership included the 761 acre airport and the adjacent 1,056 acre Bayview Business and Industrial Park. The Port continues to negotiate the purchase of the small remaining portions of the Runway Protection Zone, thereby complying with the recommendations of the *Skagit Regional Airport Land Use Compatibility Study*.

Within the Port’s 1,056-acre Bayview Business and Industrial Park, 108 acres are already developed and 254 acres are planned for development through 2015. The remaining 694 acres are not developable, based on either the presence of extensive wetlands and/or the Runway Protection Zone. These 694 acres are designated as open space. Industrial development of the Port’s 254 acres is accounted for in the allocation of commercial

and industrial acreage under Countywide Planning Policy 1.1 (2000) ¹. A breakdown of the Port’s land use is shown in *Table 3-1*.

ZONE	Total Acres	Developed Acres	Wetlands & Buffers	Developable Acres
BR-LI	1,056	108	694	254
AVR	761 ¹	761	N/A	0
TOTAL	1,817	869	694	254

¹ 19 acres of AVR land is currently in private ownership. The Port of Skagit County is in the process of acquiring this land.

In addition to the development within the Port of Skagit County ownership, light industrial and heavy industrial uses have been developed on private and public properties surrounding the airport. These developments include the 200-acre Paccar Technical Center, the Skagit County Solid Waste Handling Facility, Washington Alder, Rural Skagit Sanitation, and Lignotech.

RELATIONSHIP TO OTHER PLANS

Countywide Planning Policies

Countywide Planning Policy 1.1² (GMA Goal 1) encourages development in urban areas where adequate public facilities exist or can be provided in an efficient manner. Pertinent specific policies include:

- 1.1 *Urban growth shall be allowed only within cities and towns, their designated UGAs, and within any non-municipal urban growth areas already characterized by urban growth, identified in the County Comprehensive Plan with a Capital Facilities Plan meeting urban standards. Population and commercial/industrial land allocations for each UGA shall be consistent with those allocations shown in the Table 3-2:*

TABLE 3-2
**UGA POPULATION AND COMMERCIAL/
INDUSTRIAL LAND ALLOCATIONS**

Urban Growth Areas	Residential Population (2015)	Commercial/ Industrial Land Allocations (New)
Bayview Ridge	3,420	750

- 1.3 Urban growth areas shall provide for urban densities of mixed uses and shall direct development of neighborhoods which provide adequate and accessible urban governmental services concurrent with development. The GMA defines urban governmental services as those governmental services historically and typically delivered by cities, and includes storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with non-urban areas.
- 1.4 Urban growth areas shall include greenbelt, open space, and encourage the preservation of wildlife habitat areas.
- 1.7 Development within established urban growth boundaries shall, as a minimum, conform to those urban development standards in effect within the respective municipality as of April 1, 1999. Bayview Ridge UGA urban standards for roads, sewer, and stormwater shall meet or exceed those in effect in the City of Burlington on April 1, 1999. UGAs with populations of over 1,500 or a Commercial/ Industrial land allocation (new) over 100 acres shall have, as a minimum, the following levels of urban law enforcement and fire service levels:

Law Enforcement

One commissioned law enforcement officer per 1,000 population served or per 100 acres of developed commercial or industrial property, whichever is the higher number.

Fire

Urban fire level of service standard for Urban Growth Areas are as follows:

1. For Cities and their adjacent Urban Growth Areas, an ISO grading of five or better shall be maintained; otherwise

2. Within five minutes of being dispatched, the Fire Department shall arrive and be able to deliver up to 200 gallons per minute fire flow in an offensive (interior) attack, with a minimum of four firefighters, for responses to: structural fires, vehicle fires, other outside fires, motor vehicle accidents, activated fire alarm systems, or other hazardous conditions. The Fire Department shall also be capable of delivering a minimum of Basic Life Support including defibrillation, with a minimum of one First Responder or Emergency Medical Technician for medical responses.

Within 10 minutes of being dispatched, the Fire Department shall be able to support the interior structural fire attack with teams which may include: a ventilation team, a search & rescue team, a team for a backup line, and standby firefighters, totaling between 8 and 12 firefighters on-scene. The Fire Department shall also be capable of providing Heavy Rescue capability, including heavy hydraulics, at Motor Vehicle Accidents.

Within 20 minutes of being dispatched, the Fire Department shall be capable of delivering 1,500 gallons per minute fire flow in a sustained defensive attack mode for structural fire responses. For buildings larger than 10,000 square feet, the Fire Department shall be capable of delivering 2,000 gallons per minute, and shall have an elevated master stream capability. These requirements shall be met for 90 percent of all incidents.

Mutual aid requested under the Mutual Aid Contract may be used to provide relief to the initial operating crews, but shall not be used to provide initial attack capability, support functions, or sustained attack capability. This does not preclude automatic aid agreements under separate contract, which does provide these capabilities or functions from other agencies.

Times are considered to be "Response Time," which shall be measured by the sum of turnout time (the time from dispatch until the first arriving unit is enroute to the incident), plus travel time. Dispatch time shall be allocated a maximum of one additional minute, which is measured from the time the 9-1-1 call is received until the fire department is dispatched.

All operations shall be conducted in compliance with state and federal regulations, including training requirements for firefighters and maintenance requirements for equipment and apparatus.

All commercial and industrial facilities shall be inspected for compliance with the Uniform Fire Code at least annually. Water systems shall be installed in accordance with the Skagit County Coordinated Water System Supply Plan, with a fire flow meeting the requirements of the Uniform Fire Code.

Countywide Planning Policy 2 (GMA Goal 2) addresses reducing the inappropriate conversion of undeveloped land into sprawling, low-density development. Pertinent specific policies include:

2.1 Contiguous and orderly development and provision of urban services to such development within urban growth boundaries shall be required.

Countywide Planning Policy 5 (GMA Goal 5) encourages economic development that is consistent with the adopted Comprehensive Plan, promotes economic opportunity, and encourages growth in areas experiencing insufficient economic growth, within the capabilities of natural resources, public services, and public facilities. Pertinent specific policies include:

- 5.1 The development of environmentally sensitive industries shall be encouraged.*
- 5.2 Home occupations that do not significantly change or impact neighborhood character shall be permitted.*
- 5.5 A diversified economic base shall be encouraged to minimize the vulnerability of the local economy to economic fluctuations.*
- 5.6 Commercial, industrial, and residential acreage shall be designated to meet future needs without adversely affecting natural resource lands, critical areas, and rural character and life styles.*
- 5.13 Skagit County shall increase the availability of renewable resources and encourage the maximum attainable recycling of non-renewable resources.*
- 5.15 The Comprehensive Plan shall support and encourage economic development and employment to provide opportunities for prosperity.*

Skagit County Overall Economic Development Plan (OEDP)

The OEDP recommends goals, objectives, and policies for economic development in Skagit County. Goal statements are summarized as follows:

Employment: Create and maintain diverse employment opportunities that meet the changing income needs of Skagit County residents.

Business Development: Sustain and enhance (value-added) the economic utilization of Skagit County’s natural resources and attract a more diversified base of non-resource industries consistent with local quality of life and environmental values, including high-tech industries.

Commercial Activity: Provide a range of commercial retail and service businesses to meet local resident needs and serve visitors to Skagit County at appropriate locations.

Visitor Services: Establish Skagit County as a visitor destination by preserving and enhancing the unique qualities of both rural areas and urban communities.

Human Services: Provide a full range of human and social services necessary to encourage a strong local economy.

Conservation & Economic Development: Encourage economic development that conserves natural resources and open spaces, protects environmental quality, and enhances Skagit County’s overall quality of life.



Transportation & Economic Development: Provide, maintain, and encourage a transportation system that is adequate to attract and accommodate economic growth.

Business & Investment Climate: Foster a public-private cooperative partnership involving Skagit County, local cities, tribal governments, and state and federal agencies that is supportive of diverse business operations and investments throughout Skagit County.

The 2000 *Skagit County Overall Economic Development Plan (OEDP)* and 2000 *Skagit County Comprehensive Plan* recognize the importance of the Bayview business/industrial area. As stated in the OEDP: “The dominant player in the industrial property market in recent years has been the Port of Skagit County’s Bayview Business and Industrial Park.”

While the Port of Skagit County business and industrial park continues to provide for expanded employment opportunities in the area, there has been increased development activity, capital investments and marketing by landowners with private holdings in close proximity to the Port's Bayview properties. The Bayview Ridge area capitalizes on convenient access to SR 20 and easy access to I-5, midway between Seattle/Bellevue and Vancouver, B.C.; a mixture of construction-ready industrial sites, both small and large; immediate access to Skagit Regional Airport and rail service; and, the supporting infrastructure (public water, sanitary sewer, storm drainage, natural gas, electricity, and telecommunication services).

The OEDP used an employment-driven forecast methodology for estimating the total demand for County-wide industrial and commercial properties through 2015. For UGAs, approximate 2,750 acres of industrial and commercial acreage will be needed for future development. To meet this forecasted demand, 750 acres (or 27 percent of the total) is to be allocated to the Bayview Ridge UGA for industrial and commercial development.

The area adjacent to Skagit Regional Airport is considered a top priority area for economic development located outside of a municipality or natural resource area.

BAYVIEW RIDGE SUBAREA PLAN

Creating and maintaining a stable and diverse economy is important for many reasons. A diverse employment base provides a variety of job opportunities for Skagit County residents. It also minimizes the vulnerability of the local economy to economic fluctuations. A strong and stable economy also generates considerable revenues that help stabilize the local tax base so that local government is able to provide many needed and valued services. The Subarea Plan recognizes the existing development pattern and designates the western and central portions of Bayview Ridge for continued business and industrial development. The specific land use/zoning districts include Aviation-Related (BR-AVR), Light Industrial (BR-LI), and Heavy Industrial (BR-HI).

The Aviation-Related (BR-AVR) uses encompass 761 acres adjacent to and including the airport. Only very limited opportunities for in-fill development remain within this area.

The Heavy Industrial (BR-HI) designation encompasses 411 acres. Of this total, 114 acres are considered

developed and 147 acres are identified wetlands and wetland buffers, leaving 150 developable acres. The Light Industrial (BR-LI) designation encompasses 1,741 acres. Of this total, 487 acres are considered developed and 625 acres are identified wetlands and wetland buffers, leaving 629 developable acres.

Taken together, the Light Industrial (BR-LI) and Heavy Industrial (BR-HI) designations total 2,152 acres. Of this total, 601 acres are already developed, 772 acres are identified wetlands and wetland buffers. As shown in **Table 3-3**, 779 acres are left for future industrial development, including all necessary roads and associated utilities. The Countywide Planning Policy 1.1 (2000)³ allocates 750 acres to this area for new development.

TABLE 3-3
BAYVIEW RIDGE INDUSTRIAL LANDS

ZONE	Total Acres	Developed Acres	Wetlands & Buffers	Developable Acres
BR-HI	411	114	147	150
BR-LI	1,707	487	625	595
TOTAL	2,118	601	772	745

¹ All land needed for future roads and associated utilities will be deducted from this total.

GOALS, OBJECTIVES, AND POLICIES

Goal 3A Create a high quality living and working environment in Bayview Ridge.

Objective 3A-1 Create and maintain diverse employment opportunities that meet the changing income needs of Skagit County residents.

Policy 3A-1.1 Facilitate the creation and retention of family wage jobs to meet the needs and demands of Skagit County households.

Policy 3A-1.2 Encourage diverse job options and entrepreneurial opportunities for persons interested in full-time and part-time employment or desiring to own their own business.

Policy 3A-1.3 Actively encourage business investments that provide economic and employment opportunities to meet the employment needs of all county residents.

- Policy 3A-1.4 Skagit County should work cooperatively with local jurisdictions and Economic Development Association of Skagit County to address employment needs consistent with countywide regional policies.*
- Policy 3A-1.5 Encourage mixed use development to create a balance of incomes, jobs, and housing in appropriate areas.*
- Policy 3A-1.6 Market Bayview Ridge as a community and a place to conduct business and commerce.*
- Policy 3A-1.7 Encourage diverse job options for persons seeking full-time and part-time employment.*
- Policy 3A-1.8 Encourage the entrepreneurial spirit in those desiring to start their own business.*
- Policy 3A-1.9 Allow residential units to be mixed with commercial and light industrial when combined in a mixed PRD.*
- Policy 3A-1.10 Monitor the availability of industrial land as part of the comprehensive planning process.*
- Objective 3A-2** Sustain the economic utilization of Skagit County’s natural resources and attract a more diversified base of non-resource industries consistent with local quality of life and environmental values.
- Policy 3A-2.1 Plan for a diversity of ready-to-build sites with sufficient infrastructure and support services needed to meet demand for industrial land.*
- Policy 3A-2.2 Encourage clean up, re-use, and redevelopment of vacant or underutilized industrial sites.*
- Objective 3A-3** Encourage economic development that conserves natural resources and open spaces, protects environmental quality, and enhances Skagit County’s overall quality of life.
- Policy 3A-3.1 Encourage development of commercially and environmentally viable recycling businesses.*
- Policy 3A-3.2 Keep development standards in place that are clear, reasonable, and economically feasible requirements, and that provide for concurrent mitigation of impacts on transportation, drainage, parks, public safety, and other elements of the environment.*
- Objective 3A-4** Provide, maintain, and encourage a transportation system that is adequate to attract and accommodate projected economic growth.
- Policy 3A-4.1 Support the Port of Skagit County in promoting the continued growth of general/business aviation while encouraging commercial passenger/cargo service operations at the Skagit Regional Airport consistent with the Skagit Regional Airport Master Plan.*
- Policy 3A-4.2 Develop and coordinate programs and implement projects to effect combined objectives of transportation and economic development.*
- Policy 3A-4.3 Plan and site each new development to minimize the impact of new traffic generated on the level of service. Maintain the level of service for roads and intersections as adopted in the Skagit County Comprehensive Plan. Ensure that concurrent mitigation is feasible and that there will not be a need to curtail new development because of traffic impacts on level of service.*
- Policy 3A-4.4 Work with the State Department of Transportation, the Port of Skagit County, and the city of Burlington to identify and facilitate improvements to the intersections of SR20 and Higgins Airport Way and of SR20 and Pulver Road.*
- Policy 3A-4.5 Provide for a quality working environment through appropriate public and private amenities including public and private infrastructure, open space, and landscaping.*
- Policy 3A-4.6 Intermodal connections with future passenger and freight rail, commuter transit, and park and ride lots shall be encouraged because they are all significant for the future growth and development of the industrial base in Bayview Ridge.*
- Policy 3A-4.7 Provide well-defined access routes into the industrial area that do not conflict with access to the community center or residential area.*
- Objective 3A-5** Foster a public-private cooperative partnership involving Skagit County, local cities, tribal governments, and state and federal agencies that is supportive of diverse business operations and investments throughout Skagit County.
- Policy 3A-5.1 Provide the public services and public facilities necessary to support a high quality of life and attract business investment.*

- Policy 3A-5.2 Develop a long-term program that effectively builds local capacity for sustained economic development.*
- Policy 3A-5.3 Provide planning flexibility that will be responsive to unforeseen or changing economic conditions and community expectations.*
- Policy 3A-5.4 Review land-use and permitting procedures to assure that regulatory processes are understandable, predictable, and can be accomplished within reasonable time periods in a manner that meets or exceeds state statutory requirements.*
- Policy 3A-5.5 Encourage business investment as a means to provide job opportunities for Skagit County residents.*
- Policy 3A-5.6 Maintain a balanced tax system that is competitive for business and residential investment.*
- Policy 3A-5.7 Encourage economic development that creates a net positive fiscal impact for Skagit County and local communities.*

^{1,2,3} Amendments to the Countywide Planning Policies (2000) were found to be non-compliant with the Growth Management Act due to alleged violations of the Framework Agreement by the Western Washington Growth Management Hearings Board in Case No. 00-2-0049c. The County appealed this decision to Superior Court. While on appeal, the cities that challenged the original Framework Agreement and the County reached a new Framework Agreement which was approved by the Superior Court in a Stipulation and Agreed Order on December 27, 2002. The issue was remanded to the WWGMHB, and on July 25, 2003 the Board found the 2000 CPP amendments in compliance with GMA.

CHAPTER 4 - Community Center

EXISTING USES

Existing retail and community uses within the Subarea are limited. Both residents and employees are required to travel outside the area for day-to-day needs.

RELATIONSHIP TO OTHER PLANS

Countywide Planning Policies

Countywide Planning Policy 5 (GMA Goal 5) encourages economic development (see Chapter 3).

Countywide Planning Policy 2 (GMA Goal 2) addresses the following:

Reducing the inappropriate conversion of undeveloped land into sprawling, low-density development.

Pertinent specific policies include:

- 2.1 *Contiguous and orderly development and provision of urban services to such development within urban growth boundaries shall be required.*
- 2.5 *Commercial areas should be aggregated in cluster form, be pedestrian oriented, provide adequate parking and be designed to accommodate public transit. Strip commercial development shall be prohibited.*
- 2.6 *Urban commercial and urban industrial development, except development directly dependent on local agriculture, forestry, mining, aquatic and resource operations, and major industrial development which meets the criteria contained in RCW 36.70A.365, should be restricted to urban or urban growth areas where adequate transportation networks and appropriate utility services are available.*

Bayview Ridge Subarea Plan

To implement the vision of creating a cohesive community that functions as a small city, there is also the need to create a community center to serve as the focal point for community events. The need for retail

and service uses, and planned public facilities provides a unique opportunity to integrate these uses into a well-designed center, which also ties the community together. The Subarea Plan designates 15 acres along the south side of Peterson Road, immediately east of a proposed north-south arterial, for the Bayview Ridge Community Center (BR-CC).

The community center area will provide a small-scale business district to serve the day-to-day needs of both residents and employees within the industrial area. The community center area is proposed to be of a scale compatible with the adjacent residential development.

To ensure development compatible with a community center concept, preparation of a master site plan and binding site plan will be required prior to commercial development of the area. The master site plan and binding site plan must present a land use concept that is consistent with the Skagit Regional Airport Land Use Compatibility Study, and policies in this Subarea Plan.

GOALS, OBJECTIVES, AND POLICIES

Goal 4A Develop a Community Center area that serves as a community focal point and provides public and private services and amenities.

Objective 4A-1 Locate the community center in an area readily accessible to both Bayview Ridge residents and employees of the industrial area.

Policy 4A-1.1 *Provide adequate vehicular and non-motorized access to the community center.*

Policy 4A-1.2 *Encourage pedestrian activity within the community center by providing sidewalks and streetscape amenities as well as pedestrian linkages to nearby residential and employment areas.*

Policy 4A-1.3 *Provide transit stops or stations in the Community Center.*

DRAFT

Objective 4A-2 Maintain and improve the character and quality of the community by requiring site and building designs which include well designed and screened parking, visual interest, pedestrian improvements, and transit access.

Policy 4A-2.1 Create streetscape continuity through facade treatments (solids to voids), window and door openings, building edges, property edge treatment, streetscape elements, and landscaping.

Policy 4A-2.2 Recognize that street-front landscaping and wider sidewalks, benches for pedestrians, covered transit stops, and pocket parks are important elements of the streetscape.

Policy 4A-2.3 Recognize that streets provide order for the placement of buildings and open spaces. A “build-to” line is required along commercial and business frontages to keep visual interest and prevent the image of streets lined with parking lots.

Policy 4A-2.4 Maintain streetscapes and public viewsheds through litter and solid waste pickup, street maintenance, street furniture upkeep, street landscaping, and landscape maintenance.

Policy 4A-2.5 Street trees shall be encouraged as part of new development and changes in existing development. Trees shall be carefully selected to enhance, rather than detract from, businesses. Detailed standards for species selection, planting, and maintenance shall ensure that there are no problems with roots under streets and sidewalks and that the trees are of an appropriate height and shape for the location.

Policy 4A-2.6 The area adjacent to the Community Center is an appropriate location for a mix of residential, commercial, and light industrial uses with unified design reviewed in a PRD process. Residential uses within a mixed use development must acknowledge the presence of industrial uses.

CHAPTER 5 - Housing

EXISTING RESIDENTIAL DEVELOPMENT

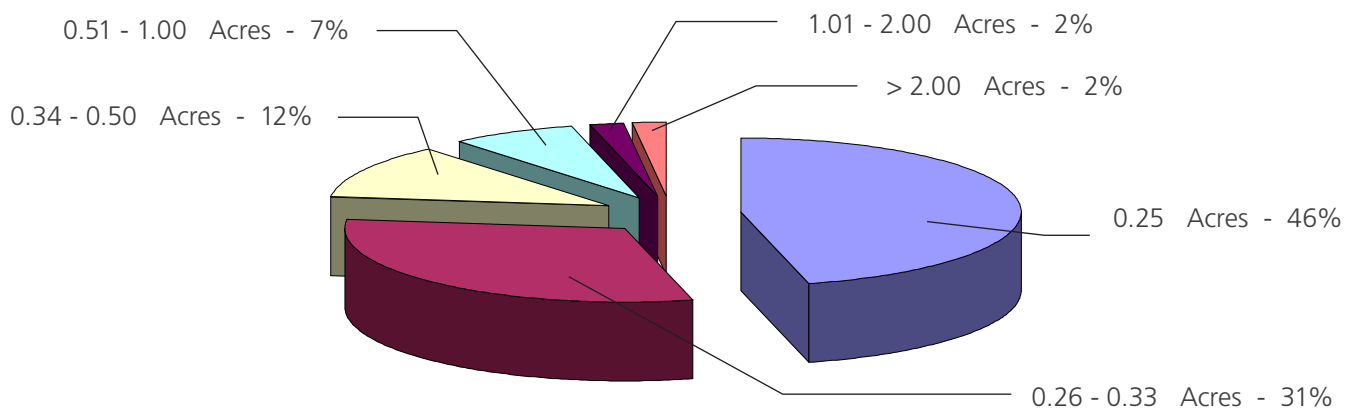
Within Bayview Ridge, a mix of housing types make up the existing residential development. The existing residential development is located in the higher, eastern edge of the Subarea, above Avon-Allen Road. Approximately 402 acres within the Subarea are devoted to residential and golf course development. The majority of this development consists of residential subdivisions that lie between Peterson Road and Ovenell Road. These existing urban density residential subdivisions were developed primarily between 1950 and 1970, and are served by public sanitary sewer and public water. A second wave of development began in the mid-1980s continuing throughout the late 1990s. The majority of these subdivisions are occupied by single-family homes at a density of approximately four units per acre. A few clusters of condominiums are located adjacent to the Skagit Golf and Country Club, and one area of

large-lot development is located north of Peterson Road. The existing residential atmosphere and quality of life within the Subarea are highly valued by Bayview Ridge residents.

The Skagit Golf and Country Club development is accessed by Avon-Allen Road, with a secondary access to Ovenell Road. Residential subdivisions to the north of Skagit Golf and Country Club are accessed via Peterson Road.

There are 709 housing units, home to approximately 1,701 people (2.4 people per household), in the entire Bayview Ridge Subarea. The Bayview Ridge Urban Growth Area (UGA) accommodates 681 homes and 1,634 residents currently. Characteristic of urban residential development, 46 percent of the existing homes in the Bayview Ridge Subarea are on lots sized 1/4 acre or less. Further, 77 percent of the lots are on lots 1/3 acre or less. Only 4 percent of the existing homes are on lots greater than 1 acre. **Figure 8** illustrates the density of existing residential development in the Bayview Ridge Subarea.

FIGURE 8
Percent Of Homes On Various Lot Sizes In The Bayview Ridge Subarea



Source: Skagit County GIS information

The existing residential pattern within Bayview Ridge Subarea reflects a change in zoning over time in response to the development of County Plans and more recently, in response to GMA requirements. Although the eastern portion of the Subarea has always been considered residential (as opposed to industrial or agriculture), a mix of urban and rural residential development currently exists. The present zoning, Rural Reserve and Rural Intermediate reflects current GMA requirements regarding rural designations for properties outside an UGA. The existing Bayview Ridge residential subdivisions are zoned Rural Intermediate, and undeveloped and large-lot properties are zoned Rural Reserve. The area was downzoned to rural standards in 1998 in response to the GMA and a Western Washington Growth Management Hearings Board compliance order. Urban development was not allowed outside UGAs and this area was not designated as such. The Bayview Ridge Subarea Plan aims to establish a UGA at Bayview Ridge that acknowledges and makes the most of the existing urban infrastructure and residential development at urban densities.



Figure 3 provides a view of the existing development in the Bayview Ridge Subarea.

RELATIONSHIP TO OTHER PLANS

Countywide Planning Policies

Countywide Planning Policy 1.1¹ (GMA Goal 1) encourages development in urban areas where adequate public facilities exist or can be provided in an efficient manner. Pertinent specific policies include:

- 1.1 *Urban growth shall be allowed only within cities and towns, their designated UGAs, and within any non-municipal urban growth areas already characterized by urban growth, identified in the County Comprehensive Plan with a Capital Facilities Plan meeting urban standards. Population and commercial/industrial land allocations for each UGA shall be consistent with those allocations shown in the following table:*

TABLE 5-1 UGA POPULATION AND COMMERCIAL/ INDUSTRIAL LAND ALLOCATIONS		
Urban Growth Areas	Residential Population (2015)	Commercial/Industrial Land Allocations (New)
Bayview Ridge	3,420	750

- 1.3 *Urban growth areas shall provide for urban densities of mixed uses and shall direct development of neighborhoods which provide adequate and accessible urban governmental services concurrent with development. The GMA defines urban governmental services as those governmental services historically and typically delivered by cities, and includes storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with non-urban areas.*

Countywide Planning Policy 4 (GMA Goal 4) encourages the availability of affordable housing to all economic segments of the population, promotes a variety of residential densities and housing types, and encourages preservation of the existing housing stock.

- 4.1 *Local governments shall allow for an adequate supply of land use options to provide housing for a wide range of incomes, housing types, and densities.*
- 4.3 *The Comprehensive Plan should support innovative land use management techniques, including, but not limited to, density bonuses, cluster housing, planned unit developments, and the transfer of development rights.*
- 4.4 *The existing affordable housing stock should be maintained, and efforts to rehabilitate older and substandard housing, which are otherwise consistent with comprehensive plan policies, should be encouraged.*

- 4.5 *The construction of housing that promotes innovative, energy-efficient, and less expensive building technologies shall be encouraged.*
- 4.6 *Comprehensive Plan provisions for the location of residential development shall be made in a manner consistent with protecting natural resource lands, aquatic resources, and critical areas.*
- 4.7 *Manufactured home parks shall be allowed only within urban or urban growth boundary areas.*

BAYVIEW RIDGE SUBAREA PLAN

Residential development within the Bayview Ridge Subarea, particularly within the UGA, is a key component in creating a cohesive community. The Subarea Plan anticipates urban residential development throughout the eastern portion of Bayview Ridge. This residential development must be compatible with both GMA standards for urban areas and continued operation of the Skagit Regional Airport.

With the exception of areas of wetlands, the eastern portion of the Subarea is suitable for urban residential development, and urban services are already in place, or planned for. Given the existing residential development pattern along Josh Wilson Road, the existing rural residential area adjacent to Josh Wilson Road in the western portion of the Subarea is the only area that will remain outside the UGA and retain its existing rural designation.

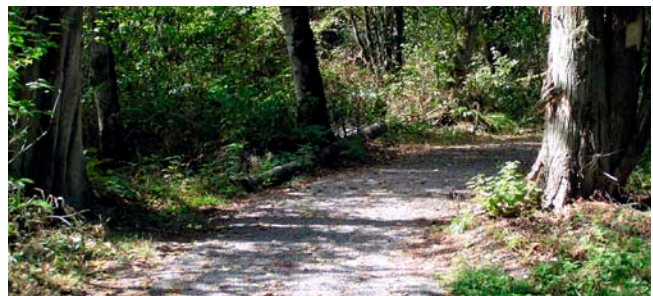
Densities within the urban residential area (BR-R) will maintain an average of four units per acre. This density is consistent with both the *Skagit Regional Airport Land Use Compatibility Study* and requirements of the GMA. The residential area is located within Airport Safety Zone 6, as recommended by the *Skagit Regional Airport Land Use Compatibility Study*. This study also recommended that within Safety Zone 6, the density should not exceed 4 to 6 units per acre. This study further recommended that within Safety Zone 6, 10 to 15 percent of the land developed be devoted to open space.

While the Bayview Ridge Subarea Plan calls for residential densities at an average of 4 units per acre, it is recognized that future residential densities in the area could increase to as many as six units per acre in the event that additional population is allocated through Countywide Planning Policies or the area is identified as a suitable “receiving zone” as part of a larger countywide Transfer of Development Rights program and still remain within the recommended densities proposed by the *Skagit*

Regional Airport Land Use Compatibility Study for Safety Zone 6.

The 2000 Skagit Countywide Planning Policies allocate a 2015 population of 3,420 to the Bayview Ridge UGA, an increase of 1,786 new residents. Assuming an average household size of 2.4, this represents 744 new dwelling units. With residential development occurring at densities of four dwelling units per acre, the additional 744 dwelling units would consume approximately 186 acres of land. In order to ensure an adequate supply of land and housing choice, a 25 percent market factor adjustment in the amount of land needed for future residential development results in the need for approximately 233 acres of developable land.

The Bayview Ridge residential area (BR-R) will encompass 705 acres. Approximately 402 acres are already developed, and 25 acres will be set aside for a future Community Park. Adjusting for a 25 percent market factor, 208 acres are proposed for new urban residential development. With a density of four dwelling units per acre, Bayview Ridge will thus accommodate approximately 832 new dwelling units, for 1,513 total units at build-out. The 832 new dwellings will accommodate 1,997 additional residents (2.4 persons per unit). At build-out, the residential population in the UGA would be 3,631.



The allocated 2015 population for Bayview Ridge is 3,420, resulting in a need to accommodate an additional 1,733 residents. Based on the calculations discussed above, the Bayview Ridge UGA will accommodate the 2015 allocated population plus 211 more residents. Maintaining the existing quality of life in Bayview Ridge as new development occurs is a significant issue. The BR-R development standards are intended to reflect the unique conditions of Bayview Ridge. The zoning district accommodate a variety of housing types and options including detached single-family residences, apartments, condominiums, duplexes, townhouses, and accessory dwelling units.

In order to accomplish the goal of developing the community at Bayview Ridge to achieve needed housing densities and at the same time build a cohesive community with a high quality of life, innovative and flexible development standards should be developed to require detailed site plan review and community involvement.

GOALS, OBJECTIVES, AND POLICIES

Goal 5A Create and maintain an urban residential community that continues to reflect a high quality of life.

Objective 5A-1 Provide for a diversity of new residential development while preserving and improving existing neighborhoods.

- Policy 5A-1.1 Maintain the existing housing stock in good condition.*
- Policy 5A-1.2 Encourage the development of a variety of housing opportunities at a range of income levels.*
- Policy 5A-1.3 Prohibit or minimize truck traffic on residential streets through Load Limits and designated Truck Routes.*
- Policy 5A-1.4 Control nuisances, including junk, old cars, and litter through active code enforcement.*
- Policy 5A-1.5 Provide for transitions between residential and more intense industrial uses through requirements for buffers between potentially incompatible zoning districts. Monitor effectiveness of performance standards and provide additional protection if warranted with increased buffer areas, screening requirements, height, and setback limitations or other mechanisms.*
- Policy 5A-1.6 Maintain the character of Bayview Ridge through such mechanisms as design review for construction projects, street standards including width requirements, streetscape requirements, and sidewalk designs. Design features such as front porches shall be encouraged.*
- Policy 5A-1.7 Assure provision of urban level of services and infrastructure, and encourage rehabilitation of existing infrastructure.*
- Policy 5A-1.8 Require new residential development to achieve a density of four units per acre, an average of four units per acre may be achieved through the utilization of innovative and flexible development standards.*

Policy 5A-1.9 Consider designating the Bayview Ridge Residential zone a “receiving zone” as part of a larger countywide Transfer of Development Rights program. Increase residential densities in the Bayview Ridge Residential zone to six units per acre as part of the Transfer of Development Rights program.

Policy 5A-1.10 Provide opportunities for infill development of market rate housing within existing neighborhoods in a style and manner of design consistent with the housing stock within that particular neighborhood.

Objective 5A-2 Use flexible zoning tools, such as planned residential developments, planned unit development, design review standards, and special use permits to ensure that new development is compatible with the character and future vision of the community.

- Policy 5A-2.1 Develop Planned Residential Development standards as part of the Land Division Ordinance that will:*
 - a) Encourage imaginative design and the creation of permanent open space by permitting greater flexibility in zoning requirements than is generally permitted by other sections of the Land Division Ordinance;*
 - b) Preserve or create environmental amenities superior to those generally found in conventional developments;*
 - c) Create or preserve usable open space for the enjoyment of the occupants. Usable open space should be within walking distance of all residents, and should include both active and passive recreational amenities. Small neighborhood parks and tot lots will be owned and maintained by a Homeowners’ Association, unless otherwise approved by Skagit County.*
 - d) Preserve to the greatest possible extent, the natural characteristics of the land, including topography, natural vegetation, waterways, views, etc.;*
 - e) Encourage development of a variety of housing types for a variety of lifestyles and prices, including affordable housing.*
 - f) Allow a range of lot sizes, including larger lots on the slopes of the ridge.*
 - g) Require buffers between incompatible land uses.*

- h) Provide vehicular and pedestrian/ bicycle connections to destinations such as other neighborhoods, recreation facilities, stores, schools, and employment sites.*
- i) Provide for pedestrian and bicycle circulation.*
- j) Provide for maximum efficiency in the layout of streets, utility networks and other public improvements;*
- k) Provide a guide for developers and county officials in meeting the purpose and provisions of a Planned Residential Development section of the Land Division Ordinance.*
- Policy 5A-2.2 *Develop Planned Unit Development standards as part of the Land Division Ordinance.*
- Policy 5A-2.3 *Locate driveways and parking areas to minimize the visual impacts of large paved areas and eliminate rows of garage doors.*
- Policy 5A-2.4 *Require new subdivisions with small lots to provide for storage of recreational vehicles.*
- Policy 5A-2.5 *Permit accessory dwelling units in an existing owner occupied residence as an additional means of providing opportunities for affordable housing.*
- Policy 5A-2.6 *Allow apartments, condominiums, duplexes, and townhouses in the Bayview Ridge Residential zone subject to specific procedural and approval criteria.*
- Policy 5A-2.7 *Prohibit trailer parks and single-wide mobile homes.*
- Policy 5A-2.8 *Adopt the definition of a manufactured home as defined in RCW 35.63.160.*
- Policy 5A-2.9 *Require manufactured homes and double-wide mobile homes to be constructed on a permanent foundation.*
- Policy 5A-2.10 *A mix of uses shall be allowed in areas immediately north and south of the BR-CC zone as part of a planned development process. This mix of uses would not allow for an increase in density from the land that is proposed to be included in the planned development, unless part of an approved transfer of development rights process. The uses allowed in a mixed PRD are those uses allowed in the BR-LI, BR-CC and BR-RR zones.*
- Policy 5A-2.11 *Affordable housing shall be encouraged in planned residential developments by allowing designs that reduce costs, for example - common-wall, zero lot-line, cottages, townhouses, accessory dwellings, multi family, and clustering.*
- Objective 5A-3 *Access to public open space, parks, and recreation opportunities shall be carefully integrated into neighborhoods. Parks and open space shall be encouraged throughout the community.*
- Policy 5A-3.1 *Pedestrian and transit links shall be encouraged to provide good public access to open space, parks, and recreational areas.*
- Policy 5A-3.2 *The Parks and Recreation Comprehensive Plan and Capital Improvement Plan shall encourage open space, park development, and neighborhood improvements.*
- Objective 5A-4 *Developer accountability must be ensured through standards to guarantee performance and compliance with required conditions.*
- Policy 5A-4.1 *Performance and compliance mechanisms include requiring bonds or cash deposits for long-term maintenance of landscaping and other amenities; binding agreements to perform at a later date; covenants and/or easements filed with the County; and conditional building permit with compliance requirements linked to called inspections and similar mechanisms.*
- Policy 5A-4.2 *When planned residential development or planned unit development is utilized, consider the use of artist's renderings of the site and buildings to visualize how the buildings will look in a more three-dimensional view. It is recommended that a perspective, isometric view from the streetscape and one or both side views be used.*

¹ Amendments to the Countywide Planning Policies (2000) were found to be non-compliant with the Growth Management Act due to alleged violations of the Framework Agreement by the Western Washington Growth Management Hearings Board in Case No. 00-2-0049c. This order is under appeal to Superior Court.

CHAPTER 6 - Transportation

INTRODUCTION

A safe and efficient transportation system for the movement of people and goods is needed to support existing and future development. The purpose of the Transportation Element is to identify the types, location, and extent of existing and proposed transportation facilities and services. These include streets and highways, air, rail, transit systems, pedestrian, and bicycle uses.

RELATIONSHIP TO OTHER PLANS

Growth Management Act (GMA) Requirements

This Transportation Element has been developed in accordance with Section 36.70A.070 of the GMA to address transportation needs in Bayview Ridge. It represents the County's policy plan through 2015 and considers the location and condition of the existing traffic circulation system specifically, the projected transportation needs, and plans for addressing future transportation needs while maintaining established level of service standards. According to the GMA, this element must include:

- Land use assumptions used in estimating travel.
- An overview of facilities and service needs.
- An analysis of funding capability and a multi-year financing plan to fund the needed improvements.
- Intergovernmental coordination efforts.
- Demand-management strategies.

Goal 3. Transportation – Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with County and city comprehensive plans.

Countywide Planning Policies

Countywide Planning Policy 3 addresses transportation.

The policy states:

- 3.1 *Multi-purpose transportation routes and facilities shall be designed to accommodate present and future traffic volumes.*
- 3.2 *Primary arterial access points shall be designed to ensure maximum safety while minimizing traffic flow disruptions.*
- 3.3 *The development of new transportation routes and improvements to existing routes shall minimize adverse social, economic, and environmental impacts and costs.*
- 3.4 *The Transportation Element of the Comprehensive Plan shall be designed to: facilitate the flow of people, goods, and services so as to strengthen the local and regional economy; conform with the Land Use Element of the Comprehensive Plan; be based upon an inventory of the existing Skagit County transportation network and needs; and encourage the conservation of energy.*
- 3.5 *Comprehensive Plan provisions for the location and improvement of existing and future transportation networks and public transportation shall be made in a manner consistent with the goals, policies, and land use map of the Comprehensive Plan.*
- 3.6 *The development of a recreational transportation network shall be encouraged and coordinated between state and local governments and private enterprises.*
- 3.7 *The Senior Citizen and Handicapped transportation system shall be provided with an adequate budget to provide for those who, through age and/or disability, are unable to transport themselves.*
- 3.8 *Level of service (LOS) standards and safety standards shall be established that coordinate and link with the urban growth and urban area to optimize land use and traffic compatibility over the long term. New development shall mitigate transportation impacts concurrently with the development and occupancy of the project.*

DRAFT

- 3.9 *An all-weather arterial road system shall be coordinated with industrial and commercial areas.*
- 3.10 *Cost effectiveness shall be a consideration in transportation expenditure decisions and balanced for both safety and service improvements.*
- 3.11 *An integrated regional transportation system shall be designed to minimize air pollution by promoting the use of alternative transportation modes, reducing vehicular traffic, maintaining acceptable traffic flow, and siting of facilities.*
- 3.12 *All new and expanded transportation facilities shall be sited, constructed, and maintained to minimize noise levels.*

Other Transportation Related Plans

A number of regional, county, and local documents have been prepared that are relevant to the Bayview Ridge transportation system. This Subarea Plan incorporates relevant information contained in the following plans:

- Skagit County Comprehensive Plan (July 2000)
- Skagit County Capital Facilities Plan for 2001-2006
- Skagit County Transportation Improvement Program 2001-2006
- Skagit County Transportation Systems Plan (March 1997)
- Skagit County Transportation Systems Plan – Review Final (June 2001)
- Six-Year Transportation Improvement Plan (TIP) (2003-2008) (The Transportation Systems Plan is updated annually by the adoption of a new Six-Year TIP)
- Skagit/Island Regional Transportation Plan (April 1996)
- Skagit Regional Airport Master Plan Update, (June 1995)
- Countywide Air, Rail, Water, and Port Transportation System Study (February 1996)
- Skagit Non-Motorized Transportation Plan (draft August 2000)
- Skagit County Comprehensive Transit Plan
- SR 20: Sharpes Corner to SR 536 NEPA Pilot Project Dwelling Unit and Employment Forecasts for Transportation Analysis Zones, CH2M HILL (December 2001)

For transportation planning purposes, the Bayview Ridge Subarea and the abutting perimeter streets lie within the recently designated Skagit County “urban area” as adopted by the Federal Highway Administration.

MAJOR ISSUES

Safety

All citizens place considerable importance on the safety of the transportation system. Accidents are not only traumatic on a personal level but are also costly for society. Aircraft accidents may inadvertently threaten the preservation of the Skagit Regional Airport, and it is important to establish low intensity uses and adequate airport safety zones to minimize the impact of accidents. Maintaining and improving the Bayview Ridge transportation system should aid in reducing or preventing accidents.

Economic Development

Efficient movement of people, freight, and goods is important, because it enhances the economic vitality of the region. A study undertaken by CH2M HILL, in conjunction with transportation planning for SR 20, projects the increase in employment to 2015 and 2025 by UGA, *SR 20: Sharpes Corner to SR 536 NEPA Pilot Project Dwelling Unit and Employment Forecasts for Transportation Analysis Zones*, CH2M HILL, December 2001. Employment within the Bayview Ridge UGA is projected to increase from 1,456 in 1998 to 3,301 in 2015. The 2000 Overall OEDP estimates that UGAs throughout Skagit County would need approximately 2,750 acres of industrial and commercial acreage for development through 2015. To meet this forecasted need, 750 acres of industrial and commercial land are allocated to the Bayview Ridge UGA. Many of these new employees are expected to work in sectors that generate freight, such as manufacturing, communication, retail, and wholesale trade. Many businesses seeking to locate in Bayview Ridge are attracted by the efficient transportation system and the area’s proximity to resources and markets. The existing transportation infrastructure represents a significant investment of capital and labor. To protect this investment, the capacity and condition of the system need to be maintained.

Alternative Modes

For most of this century, transportation improvements have emphasized the movement of motorized vehicles, especially automobiles and trucks. Alternative modes, such as bicycling and walking, have not been stressed. It is expected that the automobile will continue to account for the majority of transportation trips in the foreseeable

future, both in the number of trips and in the distance traveled. With new residents and new employees expected by 2015, both parking and road congestion will become increasingly important issues. Transit will play a role in alleviating congestion and is recognized in the traffic model discussed later in this chapter.

The Parks, Recreation, and Open Space Program envisioned in this Plan recognizes the importance of development of paths and trails in Bayview Ridge. The *Skagit County Six-Year Transportation Improvement Plan (2001-2007)* includes construction of 11.5 miles of pedestrian and bicycle paths connecting the north and south industrial areas of Port ownership.



Encouraging non-motorized modes of transportation can lessen congestion, reduce maintenance of the built infrastructure, and reduce air pollution while providing health benefits to the users.

Neighborhood Needs

The transportation system provides significant benefits to both the general public and local neighborhoods. Neighborhood transportation projects can be designed to improve pedestrian facilities, traffic flow, and/or neighborhood safety. When transportation improvements are constructed, it is important to address the needs of the general public, individuals, properties, and neighborhoods affected by the project. Much of the area's residential development today is centered around the country club and golf course situated in the southeast quadrant of Bayview Ridge. Access to the area is limited to Ovenell, Avon-Allen, and Peterson Roads. To facilitate provision of emergency services and convenient access to the area's future commercial district, a new north-south road with an east-west link into the country club is warranted. As the residential population increases, the importance of sidewalks and trails will increase. Using appropriate funding sources, Skagit County should work

with local property owners to make local transportation improvements.

Transportation Demand Management

Most solutions to meeting transportation system demands involve increasing the system capacity. This method is appropriate in many circumstances. In some cases, however, the capacity of the system can be increased by reducing the demand on the system. With effective transportation planning, demand placed on the system by the adjacent land uses can be directed to corridors that have excess capacity or have future improvements planned.

Truck traffic serving the industrial district of the Bayview Ridge Subarea currently access SR 20 via Farm to Market Road (recently signalized), Higgins Airport Way, Avon Allen Road, or Peterson Road. The intersection of Higgins Airport Way and SR 20 is not signalized, and trucks turning left experience delays and dangerous conditions. A traffic fatality and high accident rates have resulted in the conversion of the SR 20 and Pulver Road intersection to right turn only, forcing trucks into the City Limits of Burlington, until signalized intersections are constructed. When used by trucks, the alternative route to SR 20 via Peterson Road adversely impacts the residential areas of both Bayview Ridge and the northwest quadrant of the City of Burlington. In this case, effective transportation planning means constructing the proposed improvements to SR 20 and to the Higgins Airport Way and Avon Allen Road intersections with SR 20, via the upcoming WSDOT SR 20 Fredonia to I-5 Interchange improvement project. Completion of this project scheduled to begin in 2006 should ease the problem of truck traffic passing through residential areas significantly.

Funding

Growth is expected to continue in Bayview Ridge; and increased traffic volumes to, from, and within the UGA are a major issue facing the future build-out of the area. As financial resources constrain the number of potential transportation projects, each new development must be carefully evaluated to determine its impact on the transportation system. The County made specific funding and project timing assumptions with the adoption of the first *Bayview Ridge Urban Growth Area Comprehensive Transportation Plan*. As a result, a decision was made not to not charge transportation impact fees for new development at this time. The

County's *Capital Improvement Plan* and the *Skagit County Six-Year Transportation Improvement Plan* (2001-2007) are updated annually. It will be necessary to monitor this financing plan continuously together with development activity and level of service to determine whether impact fees may be warranted.

It is also important to use the funds available to Skagit County and Bayview Ridge in as efficient a manner as possible. In order to maximize transportation improvements, it is important to pursue all available funding opportunities, exercise fiscal prudence, and capitalize on innovative funding methods. Prioritization of projects permits the most important projects to be constructed first to better utilize limited available funds. Using a combination of these methods will increase the number of transportation projects Skagit County can provide for its citizens.

Concurrency

One of the goals of the GMA is to have transportation systems in place concurrent with development. This concept is known as concurrency. In Skagit County, concurrency means:

- Transportation systems to serve development shall be in place before the use is occupied or that a financial commitment is made to provide the facilities within a six-year period of development; and
- Such transportation systems have sufficient capacity to serve development without decreasing levels of service below minimum standards adopted in this Transportation Element.

The GMA requires concurrency for transportation facilities. This transportation plan is designed to meet the adopted level of service standard discussed later in this chapter.

SYSTEM INVENTORY

This section of the Transportation Element describes the existing transportation system in Bayview Ridge. This inventory was used to identify and analyze existing and future transportation deficiencies, to analyze impacts of development upon the transportation system, and to identify transportation improvement projects needed to remedy deficiencies.

General System Description

Transportation facilities serving the Bayview Ridge Subarea include a state highway, county roads, the Skagit

Regional Airport (an essential public facility), Skagit Transportation (SKAT), and the Burlington Northern Santa Fe Railroad. This Transportation Element focuses on facilities owned and operated by Skagit County.

The Bayview Ridge Subarea is located about 2 miles west of I-5, immediately north of State Route 20 (SR 20). I-5 is the major north and south corridor through Skagit County, connecting Mount Vernon and Burlington to Vancouver, B. C., Canada, and Seattle.

SR 20 is a partially controlled, limited access, east-west facility that connects the eastern and western portions of Skagit County. SR 20 is a designated "transportation facility of statewide significance." From Bayview Ridge, SR 20 provides access to Anacortes, Oak Harbor, and the San Juan Islands to the west and to I-5 and Okanogan via the North Cascades Highway on the east. The intersections with Farm to Market Road and Avon-Allen Road are signalized. The intersection with Higgins Airport Way is stop-sign controlled.

County Roads

Description

The Skagit County road system within Bayview Ridge is comprised of approximately 20 miles of roadways. The system is comprised of an irregular pattern of arterials, collectors, and local streets. *Figure 9* shows the Subarea Roadway System.

Josh Wilson Road, along the northern boundary of the Subarea, connects the community of Bayview Ridge (to the west) to SR 11 and the city of Burlington. Peterson Road, an east-west major collector in the central portion of the Subarea, connects the Bayview Ridge area to the city of Burlington's northwest precinct, a residential neighborhood. Farm to Market and Avon-Allen Roads on the west and east, respectively, connect the Subarea to SR 20 and communities to the north and south. Ovenell Road provides an east-west connection between Farm to Market Road and Avon-Allen Road. Higgins Airport Way, in the central portion of the Subarea, provides direct access to the airport and the Port of Skagit County's Bayview Business and Industrial Park from both SR 20 and Josh Wilson Road. Local access streets within the Subarea serve the developed industrial and residential areas.

In March 1995, the State Transportation Commission designated various streets and highways within Washington as the State's Freight and Goods Transportation System (FGTS). The FGTS designations are based on estimates of annual gross tonnage hauled.

Insert Figure 9 - Road System

Avon Allen Road, Peterson Road, Farm to Market Road, Josh Wilson Road and Ovenell Road, west of Higgins Airport Way received an FGTS classification of 300,000 to 5 million tons per year. SR 20 received an FGTS classification of more than 10 million tons per year.

Functional Classifications

The Bayview Ridge roadway system is divided into classes according to the function of each roadway segment as defined by the Federal Functional Classification System. A classification defines the major role of a road within the complete existing and future roadway network. The Federal Functional Classification System includes the following urban road classifications: Principal Arterial, Minor Arterial, Collector, and Local Access. Roads within the Bayview Ridge Subarea will be classified by the Skagit County Public Works Department consistent with federal standards for roadway systems.

Non-Motorized

Skagit County drafted a *Non-Motorized Transportation Plan* (NMTP) in August 2000, which is currently undergoing further revisions. The NMTP focuses on non-motorized travel alternatives for Skagit County. These alternatives generally include bicycle, pedestrian, and equestrian facilities. Existing non-motorized facilities within Bayview Ridge consist of limited sidewalks. The Port of Skagit County has developed a 9.3-mile trail system available to pedestrians, bicycles, and pets through the Port area. The trail system is a result of the Port's wetland mitigation plan that requires the use of open ditches rather than traditional curb, gutter, and sidewalk construction.

Non-County Public Transportation Systems

Description

Other service providers within the Bayview Ridge Subarea, including Washington State Department of Transportation, the Port of Skagit County, and the Skagit County Transit Authority, also maintain and operate public transportation systems. A brief description of these providers and their facilities follows.

State Highways

There is one state highway within the Bayview Ridge Subarea, SR 20. SR 20 borders the Subarea on the south and is the major east-west travel route for the County. It provides direct access from I-5 to Anacortes.

Public Transportation Providers

In November 1992, a Skagit County Public Transportation Benefit Area (PTBA) was established serving the cities of Mount Vernon and Burlington, and transit operations began in November 1993. In subsequent elections, the remaining majority of Skagit County was annexed into the PTBA. Skagit Transit (SKAT) services include 12 fixed routes and demand responsive service seven days per week. Until recent funding cuts, Route 513 served the Bayview Ridge Subarea. The transit system is collecting fares to offset costs to assist in restoring service. Currently, Route 410 (WA State Ferry/Anacortes to Burlington/Cascade Mall) serves the eastern and southern perimeters of the Subarea (i.e., along SR 20 and Peterson Road via Avon-Allen Road).

A new multi-modal station is planned for Mount Vernon. When the station is operational, Route 513 will be restored, providing service along Peterson Road and Higgins Airport Way and connecting to SR 20.

Airport Facilities

There are three public airports and several private airports in Skagit County: Anacortes, Concrete Municipal, and Skagit Regional. Established as a military base in the 1940s, Skagit Regional is the largest and most significant of the three public airports. It is located within the Bayview Ridge Subarea. It provides for industrial property, commercial passenger/cargo, and general aviation aircraft as identified in the *Skagit Regional Airport Master Plan*. The Port-owned Anacortes Airfield is located approximately 2 miles west of the city of Anacortes. It provides limited industrial property and primarily serves general aviation aircraft. The Concrete Municipal Airport is owned by the city of Concrete and also serves small general aviation aircraft.

Skagit Regional Airport

Skagit Regional, also called Bayview Airport, was built in 1933 as a joint project of the Public Works Administration and Works Progress Administration. The original facility was developed as a single-runway facility serving light aircraft. In 1943, the United States Navy constructed the present runway and taxiway as an alternate airfield for the Whidbey Island Naval Air Station. After World War II, the federal government continued to operate the airport until 1958 when the airport was transferred to Skagit County under the Surplus Property Act of 1944. In 1965, ownership of the

airport was transferred to joint ownership between the Port Districts of Anacortes and Skagit County. In 1975, ownership was transferred solely to the Port of Skagit County.

Skagit Regional Airport is a General Aviation Facility with two runways:

- 10-28 – 5,475 feet long by 100 feet wide, with one instrument approach, Medium Intensity Runway Lights, and Visual Approach Slope Indicator (VASI) Navigational Aides for both approaches, and long-term plan for precision approach at both ends;
- 4-22 (crosswind) – 3,000 feet long by 60 feet wide, with visual approaches, Low Intensity Runway Lights and planned to host general aviation development.

Airside facilities also include parallel taxiways, aircraft apron, tiedowns, hangars, and a fuel distribution and storage system. Landside facilities include the 7,000-square foot terminal and Port office building, maintenance and fire equipment buildings, an air cargo facility, and several fixed base operator (FBO) buildings. Over 70 persons are employed at the airport in both aviation and non-aviation businesses.



The *Skagit Regional Airport Master Plan Update* (June 1995) includes a determination of the anticipated growth to be experienced at Skagit Regional Airport and an evaluation of the ability of the existing facilities to accommodate this demand. The master plan uses a 20-year planning period that extends through 2013 and provides a recommended development plan showing the future needs of the airport.

The forecasts of future aviation activity show that the types of activity at the airport are not expected to change dramatically in the 20-year planning period. The airport will continue to function as the key aviation facility serving Skagit County. Aircraft operations are forecast to increase, however, with general aviation aircraft operations increasing from 72,000 annual take-offs

and landings today to 100,100 operations by 2013. Approximately 120 aircraft are based at the airport at the present time. The composition of the aircraft fleet is expected to continue to reflect national general aviation trends. Future general aviation operations will continue to be dominated by business oriented flight, private transportation, flight training, or other forms of noncommercial activity using single- and multi-engine piston aircraft. The Skagit Regional Airport Master Plan includes plans for the extension of utilities, stormwater detention facilities, taxiway and apron to accommodate future growth.

Future plans for the airport include increasing development for general aviation and commercial uses along Runway 4-22. In addition, the Port plans to assist existing tenants along Runway 10-28 in expanding existing operations. Few changes are expected to the runways themselves other than routine maintenance activities. Changes in the FAA's policies toward security and precision approaches may result in some changes in these areas, however.

Air cargo operations are also forecast to increase from 4,300 operations in 1992 to 7,300 operations in 2013. Commercial passenger service is forecast to be feasible during the planning period, with airlines expected to offer about 13 flights per day to and from the Seattle-Tacoma International Airport by the year 2013.

The 1997-2002 *Bayview Ridge UGA Capital Facilities Plan* provides information on the Skagit Regional Airport, including a facility inventory, a level of service capacity analysis, summary of capital projects, and a financing plan. Complete information on the airport may be obtained in the Skagit Regional Airport Master Plan Update (June 1995).

Railway Facilities

Rail service within Skagit County is provided by Burlington Northern Santa Fe Railroad (BNSF). The BNSF main line generally parallels I-5. BNSF provides a secondary line from Sedro-Woolley to Sumas in Whatcom County and two branch lines originating in the city of Burlington—one traveling west to Anacortes and one traveling east to Sedro-Woolley. The Burlington Anacortes branch line travels through Bayview Ridge. Rail service passing through Bayview Ridge is limited to freight hauling operations. There are approximately 12 freight trains per day operating on the east-west Burlington branch lines.

LEVEL OF SERVICE (LOS), CAPACITY, AND NEEDS ASSESSMENT

Existing Skagit County Levels of Service and Capacity

The *Skagit County Transportation Systems Plan - Review Final* (June 28, 2001) addresses LOS and capacity issues within Skagit County through the year 2015. The Plan includes traffic forecasts through 2015 based on a county-wide modeling effort.

As stated in the Plan, traffic volumes on county roads are low, and maintenance of the existing road system takes precedence over road construction. Because of this, road improvements rely more on the Priority Array than on LOS deficiencies. The Priority Array refers to a calculation that provides information on the safety and physical characteristics/deficiencies in individual roadway segments. The calculation combines and weighs factors, such as pavement condition, road geometrics, traffic levels, and accident rates.

In addition to the Priority Array, Skagit County also uses a LOS methodology based on the Transportation Research Board's *Highway Capacity Manual* (2000-Edition). Prior to the 2001 *Skagit County Transportation Systems Plan*, the County used a unique methodology known as the "Birdsall Method," but it was determined that the Birdsall methodology was not as appropriate as that contained in the 2000 *Highway Capacity Manual* (HCM). Further, the Birdsall methodology was inconsistent with the HCM methodology used by all other local jurisdictions.

LOS ratings are a measure of the quality of service and efficiency provided by an area's roadways. Traditionally, LOS ratings for roadways are based on an A through F, quantitative measures of roadway capacity, as defined in the 1985 Highway Capacity Manual. These alphabetical ratings describe the quality of service provided at peak hours and average daily conditions. The standard is based on the ratio of volume (V) to capacity (C). In general, LOS A indicates free flow with no delays, while LOS F signifies very severe congestion with slow travel speeds. In the middle is LOS C, which represents a condition of stable flow with slightly reduced speeds and reduced maneuverability.

Based on the Highway Capacity Manual method, the proposed LOS for Skagit County Roads and Intersections is Levels D and E, respectively. The Skagit County Department of Public Works monitors the LOS on county roads. When traffic volumes exceed the threshold of

7,000 Average Annualized Daily Traffic (AADT) on a road segment, the Department initiates further study of the roadway. This threshold is an indicator that a road segment may be approaching the LOS D limitations and should be studied in depth for potential improvements. LOS ratings have also been developed for intersections. These alphabetical ratings describe the quality of service provided at peak hours and average daily conditions. The standard is based on seconds of delay for signalized intersections or reserve capacity for unsignalized intersections as shown in *Table 6-1*.

TABLE 6-1
LEVEL OF SERVICE RATINGS FOR
INTERSECTIONS

LOS	Type of Intersection	
	Signalized Control Delay per Vehicle (Sec/Veh)	Unsignalized Average Control Delay (Sec/Veh)
A	< 10	< 10
B	> 10 – 20	> 10 – 15
C	> 20 – 35	> 15 – 25
D	> 35 – 55	> 25 – 35
E	> 55 – 80	> 35 – 50
F	> 80	> 50

Source: *Highway Capacity Manual*, 2000 Edition

The proposed LOS standard for intersections in Skagit County, based on the Highway Capacity Manual, is LOS E. LOS analyses for intersections within the Bayview Ridge Subarea were conducted in 2000; all intersections were at LOS A or B.

State Highways

LOS standards for most state highways are set through the Regional Transportation Planning Organizations (RTPOs). The Skagit-Island RTPO has established LOS C as the standard for all rural highways and LOS D as the standard for all urban highways, with SR 20 through Anacortes designated as LOS C. All designations are based on the HCM methodology.

The LOS for state highways of statewide significance (i.e., SR 20) is established by the Washington State Department of Transportation (WSDOT). The standard set for SR 20 is LOS C for rural areas and LOS D for urban areas.

The 2003 *Traffic Report* prepared in conjunction with the WSDOT SR 20 – Fredonia to I-5 Interchange project includes year 2001 LOS analyses for both individual highway segments and the SR 20/Higgins Airport Way and SR 20/Avon-Allen Road intersections. The SR 536 to Higgins Airport Way and Higgins Airport Way to Avon Allen segments are at LOS B. The intersection at Higgins Airport Way was at LOS D for southbound traffic (on Higgins) and LOS A for east-bound traffic turning left on SR 20. The intersection at Avon-Allen Road is at LOS B.

High traffic volumes on state routes can cause delays on intersecting county roads. Skagit County and WSDOT coordinate regarding SR 20, although they are not in total agreement regarding the SR 20 intersection needs. The county believes further corridor studies are necessary to properly plan for short-and long-term intersection improvements.

Transit

SKAT does not have level of service standards, but rather focuses on providing basic service and expanding the areas receiving basic service.

Subarea Capacity and Levels of Service

The LOS standards that are adopted in this Plan will be maintained through upkeep of the existing circulation system and expansion of transportation services where needed. The *Bayview Ridge Subarea Plan* adopts the LOS standards for streets and intersections as adopted in the *Skagit County Comprehensive Plan*. These standards currently are LOS C for streets and LOS D for intersections.

The WSDOT *State Highways System Plan* has two improvement projects planned for SR-20.

- Resurfacing from the Spur to the “Y” – February 2003
- SR 20 Fredonia to Interstate 5 Project

Widening (adding one lane in each direction) from the intersection with SR 536 to I-5 and intersection modifications at I-5 to increase safety and reduce congestion. The project is funded for \$76.5 million and is scheduled to be advertised for bid in 2006.

While all Bayview Ridge arterials currently demonstrate adequate capacity, the public may consider some deficient based on their physical condition. A capacity-based analysis supplemented with a condition-based analysis may yield a more accurate assessment of roadway system deficiencies.

Such a condition-based analysis could consider factors such as:

- Lane width
- Roadway width
- Pavement width
- Accident severity
- Surface rating
- Vertical/horizontal alignment adequacy
- Pedestrian/bicycle facilities
- Freight and goods mobility
- Transit routes
- Destination routes for airport and rail freight

For this Plan, the county will use only a capacity-based system of establishing LOS. As part of an annual Plan amendment process, the county may elect to devise a condition-based LOS and analysis model. The analysis model could include some or all of the factors listed above, depending on the data available and routinely maintained by the Skagit County Public Works Department.

Average weekday traffic (AWDT) and PM peak hour counts were collected for the Skagit County arterial network, including Bayview Ridge, during 1998, 1999, and 2000. The counts were provided by the WSDOT, Skagit County Public Works, and Skagit Council of Governments. Where AWDT counts were not available, peak hour counts were factored to estimate AWDT volumes using area specific relationships between daily and peak hour volumes. These count-based volumes (V) were divided by functional classification capacities (C) obtained from the 1985 Highway Capacity Manual to determine existing levels of service.

Table 6-2 illustrates the traffic counts for some of the most highly traveled segments of county and state facilities within the Bayview Ridge Subarea.

The present roadway system within the Subarea operates reasonably well. Congestion and delay measured at primary roadway and intersections indicate levels of service are acceptable throughout the regional system.

Currently, the primary issue for Bayview Ridge traffic is access to SR 20, a “Highway of Statewide Significance.” Access at the intersections with Avon-Allen Road, Higgins Airport Way, Pulver Road, and Farm to Market Road can be very difficult for traffic needing to turn left onto SR 20, heading east toward

**TABLE 6-2
BASE LINE TRAFFIC COUNTS**

Roadway	Year Counted	Average Weekday Traffic (AWDT)		PM Peak
		Directional	Total	
Pulver N/O SR 20 @ MP 3.30	1999	582N/518S	1100	181
Pulver S/O SR 20 @ MP 3.43	1998	223N/111S	334	38
Avon-Allen Road @ MP 6.32 S/O Cook	1998	921N/843S	1764	250
Avon-Allen Road @ MP 6.49 N/O Cook	1998	324N/218S	542	77
Farm to Market @ MP 0.5 N/O SR 20	1999	1343N/1256S	2599	295
Farm to Market @ MP 1.24 N/O Ovenell	2000	1208N/1087S	2295	224
Farm to Market @ MP 2.0 N/O Bayview	2000	1248N/1125S	2373	249
Farm to Market N/O Marihugh S/O Josh Wilson	1998	1258N/1186S	2444	288
Farm to Market N/O Josh Wilson	2000	752N/760S	1512	157
Higgins Airport Way N/O SR 20	1998	845N/742S	1587	251
Avon-Allen Road N/O SR 20	1998	1156N/1053S	2209	203
Avon-Allen Road N/O Ovenell	1998	1051N/1020S	2071	169
Avon-Allen S/O Peterson	2000	1032N/965S	1997	201
Peterson Road E/O Pulver Road	1998	2386W/2487E	4873	487
Peterson Road E/O Avon-Allen	1998	1890W/1960E	3850	418
Peterson Road W/O Avon-Allen	1999	1286W/1586E	2872	331
Peterson Road E/O Higgins Airport Way	2000	703W/867E	1570	253
Josh Wilson W/O SR 11	1999	1574W/1655E	3229	387
Josh Wilson E/O Farm to Market	2000	1249W/1299E	2548	283
Josh Wilson W/O Farm to Market	2000	493W/440E	933	93
Ovenell Road E/O Higgins Airport Way	2000	84W/113E	197	26
Ovenell Road W/O Avon-Allen	2000	536W/548E	1084	106
Ovenell Road E/O Farm to Market	2000	323W/353E	676	58

Burlington, Mount Vernon, or I-5. Only the intersections with Farm to Market Road and Avon-Allen Road are signalized. As the industrial traffic increasingly tries to avoid the unsignalized intersections (i.e., SR 20/Pulver Road and SR 20/Higgins Airport Way), some of this traffic, including trucks, travels east via Peterson Road into the city limits of Burlington past Pulver Road due to the right turn only at Pulver Road that was installed after accidents. This results in truck traffic passing through both the Bayview Ridge residential area and rural residential areas between Bayview Ridge and Burlington. The WSDOT, Skagit County, the city of Burlington, and the Port of Skagit County are actively working to address this issue.

The WSDOT *State Highways System Plan* has two improvement projects planned for SR 20:

- Resurfacing from the Spur to the "Y", February 2003.

- SR 20 Fredonia to I-5 Interchange Project – Widening (adding one lane in each direction) from the intersection with SR 536 to I-5, intersection improvements, and intersection modifications at Interstate 5 to increase safety and reduce congestion. The project is funded for \$76.5 million and is scheduled to be advertised for bid in 2006.

Forecast of Traffic

Changes in traffic volume are dependent primarily on changes in population and employment, which in turn are dependent on growth in the housing market and regional industries. As detailed in Chapter 5, population projections for the Bayview Ridge Subarea expect the population to reach 3,444 in 2015.

In order to systematically estimate future travel demands on the Bayview Ridge road network, a computerized travel forecast model was developed for the

Subarea by the Skagit Council of Governments in 2000. This model was based on employment forecasts available at that time, but these forecasts greatly overstate 2015 employment (the model used a forecast of 7,347 total employees by 2015, versus the 3,301 now estimated). Given significant change in the basic employment assumptions, the modeling is no longer considered applicable. The 2000 study did determine, however, that even with the higher employment estimates, traffic circulation within the Subarea will meet or exceed adopted LOS standards, assuming the new north-south collector is constructed.

Transportation System Analysis

As described in previous sections, the residential population and employment sectors of Bayview Ridge are predicted to increase steadily over their current levels. There will be an increase in travel to, from, and within the Subarea. There will also be an increase in travel on SR 20 by vehicles traveling from I-5 to the eastern portion of Skagit County. The most significant issue for traffic from Bayview Ridge through 2015 will continue to be the safety and capacity of the Farm to Market Road, Higgins Airport Way, Pulver Road, and Avon-Allen Road intersections with SR 20. Projected levels of service within the Subarea itself are not anticipated to fall below adopted LOS standards.

SR 20 will be widened to four lanes from the intersection with SR 536 (Fredonia), east to I-5. Intersection improvements at Higgins Airport Way and Avon-Allen Road are also included in the project. The SR 20 improvements are designed to maintain an LOS of "C" or better along the corridor and at intersections through the year 2026. This project is funded and scheduled to go to bid in 2006.

Because traffic volumes will increase over existing levels, the additional traffic will be noticeable to local residents. Within the Subarea, new access streets will also be constructed to accommodate new residential, community center, and industrial development. It is important that these new streets accommodate the new traffic while providing a streetscape consistent with the character of the community.

As individual development projects within Bayview Ridge are proposed, a determination will be made on a case-by-case basis as to whether a detailed traffic study will be required as part of the SEPA project-level review.

The *Bayview Ridge Subarea Plan* proposes a new north-south collector arterial connecting Ovenell Road with Peterson Road and Jensen Lane, and signalization

of the Higgins Airport Way intersections with SR 20 and Josh Wilson Road. The new north-south collector is needed primarily for access between the new Peterson Road community center/proposed Fire District No. 6 Fire Station to meet urban fire response times and the existing Skagit Golf and Country Club residential development. The proposed arterial will also provide new industrial development with access to Ovenell Road, thus reducing the potential for truck traffic on Peterson Road.

FINANCE PLAN

Skagit County is required under the GMA to prepare a plan for financing the transportation improvements included in this Transportation Element. The Transportation Improvements Program (TIP) identifies transportation revenue sources that are available for undertaking the maintenance, administration, operation, and improvement of the county's transportation system. Included in the TIP is a listing of transportation improvement projects, a schedule of program expenditures, and a summary of revenue sources (local, state, and federal) available to fund the identified costs.

No additional improvements are needed in order to continue providing the adopted level of service. Even so, the county remains committed to providing its citizens with the best transportation system possible within funding capabilities. While no capacity projects are proposed, safety, structural, and preservation projects are necessary.

GOALS, OBJECTIVES, AND POLICIES

Goal 6A Ensure that the transportation system functions at a reasonable level of service internally throughout the Subarea and coordinate the links to the regional transportation network.

Objective 6A-1 To provide a level of service on the transportation system that accommodates the needs of both motorized and non-motorized travel and provides a network of streets and trails for ease and variety of travel.

Policy 6A-1.1 The planned level of service is not to exceed level of service standards for streets and intersections as adopted in the Skagit County Comprehensive Plan. The concurrency requirements do not apply to transportation facilities and services of statewide

significance. State Route 20 is a Highway of Statewide Significance (HSS).

Policy 6A-1.2 Proposed projects that decrease the level of service below the planned level, because of their traffic contribution, shall be denied unless concurrent improvements are made to prevent a decrease in level of service below the planned level for that location. Improvements shall be in place before the use is occupied, except as follow:

(a) Sites located where regional improvements are the only means to improve or maintain the level of service existing prior to the development may be developed if the proponents make a fair share contribution to the regional improvement, when the improvement is planned for construction within five years; or sign an agreement to perform at a future date when the County sees needed improvements that are not possible under the Washington State Department of Transportation Warrant System.

(b) Essential public facilities may be constructed subject to a commitment to contribute to the regional improvement at a future date, as funding becomes available from the public entity, including police, fire stations, transfer stations, and the like.

(c) Other exceptions may be authorized by the County Engineer if consistent with the policy intent.

Policy 6A-1.3 The County shall take advantage of existing public lands and right-of-way in the development of the non-motorized transportation system.

Policy 6A-1.4 The County shall work toward linking public transportation to the non-motorized system.

Objective 6A-2 To provide for the continued maintenance and improvement of the transportation system.

Policy 6A-2.1 Complete the construction and upgrading of the arterial street network to maximize circulation and level of service within the community.

Policy 6A-2.2 Implement detailed standards for needed upgrades to residential streets so that the changes will enhance, rather than adversely affect, the character of the area, whether initiated by the county or required to mitigate the impacts of developing a site.

Objective 6A-3 To ensure that transportation planning and other comprehensive planning efforts for the County and the Bayview Ridge Subarea are coordinated.

Policy 6A-3.1 Coordinate the Skagit County Six-Year Transportation Improvement Plan and the Transportation Element of the annually updated Bayview Ridge Capital Improvement Plan with the Land Use, Utilities, and other relevant plan elements to ensure a balanced program that is adequately funded and responsive to community interests.

Policy 6A-3.2 Coordinate the Capital Improvement Plan with regional non-motorized travel plans, including bicycle and pedestrian.

Policy 6A-3.3 Continue to co-ordinate with WSDOT regarding improvements to SR 20.

Policy 6A-3.4 Continue to coordinate with SKAT to identify needed route changes and transit-related street improvements.

Objective 6A-4 To reduce demand on the transportation system during peak travel times.

Policy 6A-4.1 Implement programs to encourage the use of flextime, carpooling and transit as traffic levels increase.

Policy 6A-4.2 The County shall promote the use of flexible work schedules that can be coordinated with public transit schedules.

Policy 6A-4.3 The County shall employ Transportation Demand Management (TDM) and Transportation System Management (TSM) measures as an additional mitigation measure.

Objective 6A-5 Develop design standards for street and trails that reflect the needs and character of the Bayview Ridge Subarea.

Policy 6A-5.1 Create a safe, appropriate neighborhood street system in a network configuration that provides easy access but does not allow rapid or high volume traffic to disrupt residential neighborhoods.

Policy 6A-5.2 Design standards should encourage the use of street trees and landscaping.

Policy 6A-5.3 Street and trail projects should minimize impacts to sensitive natural areas and preserve significant trees and vegetation.

Policy 6A-5.4 Streets within the community center area should be especially sensitive to pedestrian needs.

- Policy 6A-5.5 Any existing streets constructed to less than the full urban standard, provision shall be made for future improvement to the urban standard.*
- Policy 6A-5.6 A network of bicycle and pedestrian paths should be provided between Bayview Ridge's employment and residential areas and community facilities such as parks and schools. Connections should also be planned or provided to regional bicycle and pedestrian paths such as the Port Trail, Padilla Bayshore Trail, Padilla Bay Interpretive Center and the City of Burlington.*
- Policy 6A-5.7 Require bicycle lanes on new collector streets within the Subarea.*

CHAPTER 7 - Capital Facilities

INTRODUCTION

Capital facilities include roads, sewers, parks and open spaces, schools, drinking water, stormwater, and all the government buildings that house public services. Capital facilities help define the quality of life for residents of Bayview Ridge. Law enforcement services protect lives and property. Sewer, water, and solid waste services meet a basic living need. Parks and dedicated open space provide for leisure and recreational needs.

Bayview Ridge will be a non-municipal Urban Growth Area (UGA). As a UGA, Bayview Ridge provides its population with a number of urban services and facilities. Although Skagit County is the governmental body responsible for capital facility planning within Bayview Ridge, many services are provided by special districts or neighboring municipalities. Likewise, the residents and industrial users of the UGA depend on county provided facilities not located within the UGA boundaries, such as the fairgrounds, courthouse and ferry services. This capital facilities plan focuses on the provision of those public facilities within the Bayview Ridge UGA. It is a supporting document to the Capital Facilities element of the *Skagit County Comprehensive Plan* and the reader is referred to this plan for a detailed description of all county provided facilities.

Transportation facilities are addressed in detail in the Transportation Element. Private utilities such as electricity, telephone, and telecommunications are addressed in the Utilities Element.

What Facilities are Included in this Plan?

The Bayview Ridge Subarea Plan includes two categories of public facilities: those provided by county government and those by other public jurisdictions, as follows:

Skagit County:

- Parks
- Solid waste management and recycling services

- Stormwater management
- Law enforcement services

Other Public Jurisdictions:

- Fire protection services
- Airport
- Water Service
- Wastewater
- Schools
- Drainage Control District

While the intent of this element is to focus only on those capital facilities directly serving Bayview Ridge, it is often necessary to provide a general overview of the service provider. Likewise, capital projects in this element were intended to be only those occurring in Bayview Ridge, but in some cases projects listed in this document benefit a larger area.

RELATIONSHIP TO OTHER PLANS

Growth Management Act Requirements

The Capital Facilities Plan (CFP) Element is required under the Growth Management Act and is an important part of the Bayview Ridge Subarea Plan. According to Growth Management Procedural Criteria (WAC 365-195-210), the CFP element should contain at least the following features:

- An inventory of existing capital facilities.
- A forecast of the future needs for capital facilities.
- Proposed locations and sizes of expanded or new capital facilities.
- A six-year plan that will finance capital facilities.
- A requirement to reassess the land use element if funding falls short of meeting capital facilities needs, as well as ensure consistency between the land use element and the capital facilities element with its associated financing plan.

The CFP must be financially feasible; probable funding must be in place to pay for capital facility needs or else “reassess the land use element.” If the costs of the CFP exceeds the available revenue to pay for them, Bayview Ridge must reduce its level of service (LOS), reduce costs, or modify the land use element to bring development into balance with available or affordable facilities. The GMA does not preclude the county from taking other steps before reassessing land use, including reduction of LOS standards, reducing the quality of facilities that meet the quantitative standards, or reducing demand by reducing consumption.

Other requirements of the GMA mandate forecasts of future needs for capital facilities and LOS standards of facility capacity as the basis for public facilities contained in the CFP. As a result, public facilities in the CFP must be based on quantifiable, objective measures of capacity, such as traffic volume capacity per mile of road and acres of park per capita.

One of the goals of the GMA is to have capital facilities in place concurrent with development. This concept is known as “concurrency.” In Skagit County, concurrency means:

- Facilities to serve the development shall be in place at the time of development (or for some types of facilities, that a financial commitment is made to provide the facilities within a specified period of time).
- Such facilities have sufficient capacity to serve development without decreasing levels of service below minimum standards adopted in the CFP.

The GMA requires concurrency for transportation facilities. GMA also requires all other public facilities to be “adequate.” Concurrency management procedures will be developed to ensure sufficient facility capacity is available for each proposed development.

Countywide Planning Policies

The element is also developed to be consistent with the Countywide Planning Policies. Portions of Countywide Planning Policy No.1 - Urban Growth and No.12 - Public Facilities and Services address capital facilities. These policies are summarized as follows:

Policy No. 1.7 – Urban Growth¹

Development within established urban growth boundaries shall, as a minimum, conform to those urban development standards in effect within the respective municipality as of April 1, 1999. Bayview Ridge UGA urban standards for roads, sewer, and stormwater shall

meet or exceed those in effect in the City of Burlington on April 1, 1999. UGAs with populations of over 1,500 or a Commercial/Industrial land allocation (new) over 100 acres shall have, as a minimum, the following levels of urban law enforcement and fire service levels:

Law Enforcement

One commissioned law enforcement officer per 1,000 population served or per 100 acres of developed commercial or industrial property, whichever is the higher number.

Fire

Urban fire level of service standards for Urban Growth Areas are as follows:

1. *For Cities and their adjacent Urban Growth Areas, an ISO grading of five or better shall be maintained; otherwise*
2. *Within five minutes of being dispatched, the Fire Department shall arrive and be able to deliver up to 200 gallons per minute fire flow in an offensive (interior) attack, with a minimum of four firefighters, for responses to: structural fires, vehicle fires, other outside fires, motor vehicle accidents, activated fire alarm systems, or other hazardous conditions. The Fire Department shall also be capable of delivering a minimum of Basic Life Support including defibrillation, with a minimum of one First Responder or Emergency Medical Technician for medical responses.*



Bayview Fire Station - Source: Carletti Architects

Within 10 minutes of being dispatched, the Fire Department shall be able to support the interior structural fire attack with teams which may include: a ventilation team, a search & rescue team, a team for a backup line, and standby firefighters, totaling between 8 and 12 firefighters on-scene. The Fire Department shall also be capable of providing Heavy Rescue capability, including heavy hydraulics, at Motor Vehicle Accidents.

Within 20 minutes of being dispatched, the Fire Department shall be capable of delivering 1,500 per

minute fire flow in a sustained defensive attack mode for structural fire responses. For buildings larger than 10,000 square feet, the Fire Department shall be capable of delivering 2,000 gallons per minute, and shall have an elevated master stream capability. These requirements shall be met for 90 percent of all incidents.

Mutual aid requested under the Mutual Aid Contract may be used to provide relief to the initial operating crews, but shall not be used to provide initial attack capability, support functions, or sustained attack capability. This does not preclude automatic aid agreements under separate contract, which does provide these capabilities or functions from other agencies.

Times are considered to be “Response Time,” which shall be measured by the sum of turnout time (the time from dispatch until the first arriving unit is enroute to the incident), plus travel time. Dispatch time shall be allocated a maximum of one additional minute, which is measured from the time the 9-1-1 call is received until the fire department is dispatched.

All operations shall be conducted in compliance with state and federal regulations, including training requirements for firefighters and maintenance requirements for equipment and apparatus.

All commercial and industrial facilities shall be inspected for compliance with the Uniform Fire Code at least annually. Water systems shall be installed in accordance with the Skagit County Coordinated Water System Supply Plan, with a fire flow meeting the requirements of the Uniform Fire Code.

Policy No. 12 – Public Facilities

Countywide Planning Policy No. 12 is intended to ensure that those public facilities and services necessary to support development are available and adequate to serve development at the time of occupancy. Goal No. 12 specifically states:

- 12.1 *Public facilities and services shall be integrated and consistent with locally adopted comprehensive plans and implementing regulations.*
- 12.2 *All communities within a region shall fairly share the burden of regional public facilities. (The GMA defines regional public facilities as streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks, recreational facilities, and schools.)*
- 12.3 *A process shall be developed for identifying and siting essential public facilities. The Comprehensive*

Plan may not preclude the siting of essential public facilities. (The GMA defines essential public facilities as those facilities that are typically difficult to site, such as airports, state education facilities and state or regional transportation facilities, state and local corrections facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, and group homes.)

- 4.4 *Lands shall be identified for public purposes, such as: utility corridors, transportation corridors, landfill, sewage treatment facilities, recreation, schools, and other public uses. The County shall work with the state, cities, communities, and utility providers to identify areas of shared need for public facilities.*
- 12.5 *Lands designated for urban growth by this Comprehensive Plan shall have an urban level of regional public facilities prior to or concurrent with development.*
- 12.6 *Development shall be allowed only when and where all public facilities are adequate and only when and where such development can be adequately served by regional public services without reducing levels of service elsewhere.*
- 12.7 *Public facilities and services needed to support development shall be available concurrent with the impacts of development.*
- 12.8 *The financing for system improvements to public facilities to serve new development must provide for a balance between impact fees and other sources of public funds and cannot rely solely on impact fees.*
- 12.9 *New development shall pay for or provide for its share of new infrastructure through impact fees or as conditions of development through the environmental review process.*
- 12.10 *Public water supply for new development shall conform to or exceed the Coordinated Water System Plan for public water systems.*
- 12.11 *Future development of land adjacent to existing and proposed schools and other public facilities shall be compatible with such uses.*
- 12.12 *Library service within the county should be developed and coordinated to assure the delivery of comprehensive services throughout the County, with the county, cities and towns fairly sharing the burden.*
- 12.13 *A countywide recycling program shall be developed.*
- 12.14 *Public drainage facilities shall be designed to control both stormwater quantity and quality impacts.*

12.15 *Skagit County shall provide results of the required six year capital facilities plan, including a financing plan, and these shall be consistent with land use designations.*

12.16 *Citizens shall have the opportunity to participate in and comment on proposed capital facilities financing.*

12.17² *The Washington State Boundary Review Board for Skagit County should be disbanded pursuant to RCW 36.93.230, provided that the following tasks are accomplished: (a) that ALL cities and the County have adopted comprehensive plans and development regulations consistent with the requirements of these Countywide Planning Policies and RCW 36.70A, including appropriate urban levels of service for all public facilities and services; (b) that ALL cities and the County have adopted a concurrency ordinance that requires the adopted urban levels of service addressed in (a) above be accomplished in time frames that are consistent with RCW 36.70A.; (c) that special purpose districts that serve UGAs have adopted urban levels of service standards appropriate for their service areas; (d) that ALL cities and the County have an adopted capital facility plan for urban levels of service that indicates sources of revenue and a timeline for meeting such service; and (e) that ALL cities and special purpose districts have in place adopted “interlocal agreements” that discuss arrangements for transfer of assets and obligations that may be affected by transference of governance or annexation of the service area consistent with the requirements of applicable RCWs.*

Other Related Plans

This capital facilities element is based on the individual capital facility plans, master plans and studies prepared by facility and service providers operating within the UGA. The recommendations of the following planning documents were used:

- Skagit County Capital Facilities Plan for 2001-2006
- Skagit County Transportation Improvement Program 2001-2006
- Bayview Ridge Urban Growth Area Capital Facilities Plan 1997-2002, prepared by Skagit County
- Skagit Regional Airport Master Plan Update, prepared by W & H Pacific, June 1995
- Port of Skagit County – Request for Essential Public Facilities Designation, January 1996
- Wastewater Facilities Plan, City of Burlington, prepared by Gray & Osborne, Inc., February 1996
- 1991 Comprehensive Wastewater Plan, City of Burlington,

prepared by PEI/Barrett Consulting Group, April 1991

- 1994 Six-Year Capital Facilities Plan, Burlington-Edison School District No. 100, adopted October 1994
- Drainage District No. 19 Capital Facilities Plan, draft document, prepared by David Evans and Associates, Inc., May 1996
- Skagit County Coordinated Water Supply Plan, prepared by Economic and Engineering Services, Inc., July 2000
- Water System Plan for Public Utility No. 1 of Skagit County, December 1994
- Skagit County Comprehensive Park and Recreation Plan, May 1998

LEVELS OF SERVICE

Levels of service are usually quantifiable measures of the amount of public facilities that are provided to the community. These LOS measures are often expressed as ratios of facility capacity to demand (i.e., gallons of water per customer per day or number of students per classroom). In order to use the level of service (LOS) method to determine facility needs, the county has selected how it will measure each facility (e.g., acres, gallons, etc.), and it identified the amount, or standard, it will adopt for each measure of the current and proposed LOS. Skagit County adopted these standards as part of the Capital Facility Element of the county Comprehensive Plan. Skagit County is now in the process of preparing a new 2003 to 2008 Capital Facility Plan; this revision includes an evaluation of all LOS standards, and recommended changes.

Current, adopted levels of service standards for Bayview Ridge are found in *Table 7-1*. These standards will determine the need for capital improvement projects, and they are the benchmark for testing the adequacy of public facilities for each proposed development where the concurrency requirement is established. Inclusion of other entities’ public facilities does not imply approval by the county of others’ LOS standards or plans. This plan includes the facilities of other public entities for information only.

If necessary, county adopted LOS standards can be amended once each year as part of the Comprehensive Plan’s amendment. This may be desirable if a deficiency of revenue compared to cost means that not enough money is available to construct facilities. Any LOS standard that is not financially feasible and is also subject to concurrency requirements must be adjusted using the following options:

1. Increase revenues to pay for the proposed standard of service (higher rates for existing revenues and/or new sources of revenue); or
2. Reduce the average cost of the public facility (i.e., alternative technology or alternative ownership or financing), thus reducing the total cost and possibly the quality; or
3. Reduce the demand by restricting population
4. Reduce the demand by reducing consumption (i.e., transportation demand management techniques, recycling solid waste, water conservation, etc.), which may cost more money initially, but may save money later; or
5. Any combination of options 1-4.

(i.e., revise the Land Use Element), which may cause growth to occur in other jurisdictions; or

TABLE 7-1 LEVEL OF SERVICE STANDARDS		
Facility	LOS	
	Urban	Rural
Water	As established in Appendix A of SCC 14.28	
Sewer	As determined by each sewer provider	
Stormwater	As established in Public Works Standards per SCC 14.36	
Police	1 officer per 1,000 population served or per 100 acres of developed commercial or industrial property, whichever is higher.	1 officer per 2,000 population served.
Fire	<p>1. For cities and their adjacent urban growth areas, an ISO grading of 5 or better, shall be maintained otherwise.</p> <p>2. Within 5 minutes of being dispatched, the Fire Department shall arrive and be able to deliver up to 200 gallons per minute (gpm) fire flow in an offensive (interior) attack, with a minimum of 4 firefighters, for responses to structural fires, vehicle fires, other outside fires, motor vehicle accidents, activated fire alarm systems or other hazardous conditions. The Fire Department shall also be capable of delivering a minimum of Basic Life Support including defibrillation, with a minimum of one First Responder or Emergency Medical Technician for medical responses.</p> <p>Within 10 minutes of being dispatched, the Fire Department shall be able to support the interior structural fire attack with teams which may include: a ventilation team, a search & rescue team, a team for a backup line, and standby firefighters, totaling between 8 and 12 firefighters on-scene. The Fire Department shall also be capable of providing Heavy Rescue capability, including heavy hydraulics, at motor vehicle accidents.</p> <p>Within 20 minutes of being dispatched, the Fire Department shall be capable of delivering 1500 gpm fire flow in a sustained defensive attack mode for structural fire responses. For buildings larger than 10,000 sq. ft., delivering 2000 gpm, and have an elevated master stream capability.</p> <p>The above requirements shall be met for 90% of all incidents.</p> <p>Mutual aid requested under the Mutual Aid Contract may be used to provide relief to the initial operating crews, but shall not be used to provide initial attack capability, support functions, or sustained attack capability. This does not preclude automatic aid agreements under separate contract, which does provide these capabilities or functions from other agencies.</p> <p>Times are considered to be "Response Time," which shall be measured by the sum of turnout time (the time from dispatch until the first arriving unit is en route to the incident), plus travel time. Dispatch time shall be allocated a maximum of 1 additional minute, which is measured from the time the 9-1-1 call is received until the Fire Department is dispatched.</p> <p>All operations shall be conducted in compliance with State and Federal regulations, including training requirements for firefighters, and maintenance requirements for equipment and apparatus.</p> <p>All commercial and industrial facilities shall be inspected for compliance with the Uniform Fire Code at least annually. Water systems shall be installed in accordance with the Skagit County Coordinated Water System Supply Plan, with a fire flow meeting the requirements of the Uniform Fire Code.</p>	<p>A Washington Surveying and Rating Bureau (WSRB) with a public protection classification #8 or better and fire flow in accordance with the Coordinated Water Supply Plan (Section 4, Minimum Design Standards).</p> <p>Within an IF-NRL designation, a Washington Surveying and Rating Bureau (WSRB) with a public protection classification #8 or better and must be within 5 road miles from a recognized Community A fire station, or within 10 road miles to a recognized Community A fire station and within 5 road miles of a fire station housing an Initial Attack Fire Apparatus. Fire flow in accordance with the Coordinated Water Supply Plan (Section 4, Minimum Design Standards).</p>

Acknowledging the Non-Municipal UGA Boundary

Bayview Ridge Subarea Capital Facilities Planning Issues

Boundaries

The boundaries of the Bayview Ridge Subarea are based on topography, separation from the Skagit Valley floodplain and its associated agricultural lands, the existing pattern of development, and existing service area boundaries for public sewer and water systems. The intent of the Subarea Plan is to create a cohesive community of employees and residents with a high quality of life and a diversity of residential, industrial, airport, and community/public uses.

The Bayview Ridge UGA creates a new planning boundary. Historically, there has been no separation of the Bayview Ridge Subarea from the remainder of unincorporated Skagit County. Similarly, special districts such as drainage, fire, and schools have addressed Bayview Ridge only as a component of their larger district. Utility providers typically follow demand and they address this area only in the context of development activity. Subarea population and industrial development forecasts are only now becoming available. It will take time and promotion on the part of the county, working with the special districts and utility providers, to establish Bayview Ridge as a distinct planning area for capital facility improvements.

Population and Employment Growth

Based on the distribution provided in the Countywide Planning Policies, the Bayview Ridge UGA will plan for a population of 2,238 in 2006 and 3,420 in 2015. This is equivalent to approximately 4.8 percent per year. At this rate, Bayview Ridge will add over 1,700 new residents in the next 15 years. Population figures are summarized in *Table 7-2*.

Jurisdiction	Actual	Population Projected	
	2000	2006	2015
Bayview Ridge UGA	1,687	2,238	3,420

Employment within the Bayview Ridge industrial area is projected to increase from 1,456 in 1998, to 3,301 in 2015, and to 4,305 in 2025 (SR-20: Sharpes

Corner to SR 536 NEPA Pilot Project Dwelling Unit and Employment Forecasts for Transportation Analysis Zones, CH2M HILL, December 2001).

COUNTY PROVIDED FACILITIES AND SERVICES

County Parks

Parks, recreation and open space are addressed in more detail in Chapter 9 of the Subarea Plan. For purposes of this Capital Facilities Plan, the following discussion addresses only LOS and planned projects.

Level of Service (LOS) and Capacity Analysis

As previously shown in *Table 7-1*, the County Capital Facilities Plan has a current LOS standard of 14.5 acres of county owned and managed community parks per 1,000 population. The 1998 Comprehensive Park and Recreation Plan, however, establishes the LOS for park/recreation and open space lands at 17.3 acres per 1,000 population, and this standard is used for Subarea Planning purposes. The 17.3 acres per 1,000 population standard includes regional parks, community parks, special use areas and natural open space as shown in *Table 7-3*.

Recreation Lands	Level of Service Standard (LOS)
Regional Parks	1.5 acres/1000 population
Community Parks	0.4 acres/1000 population
Special Use Areas	7.5 acres/1000 population
Natural Open Space	7.9 acres/1000 population
TOTAL	17.3 acres/1000 population

Source: Skagit County Comprehensive Park & Recreation Plan (May, 1998)

With a current population of 1,687 people, Bayview Ridge requires a total of 29 acres of park and recreation lands.

The 17.3-acres/1,000 population standard is divided into standards for Regional Parks, Community Parks, Special Use Areas, and Natural Open Space. The 1998 Skagit County Comprehensive Park and Recreation Plan states there are no regional county park sites in the

county serving regional park needs. The standard for Community Parks and Special Use areas are not met as there are no public community parks or special uses areas within the Subarea (the existing golf course is not counted toward the standard as it is a private facility). The Parks and Recreation Department states that an Indoor Recreation Center is the highest priority and most needed recreational facility in the county. The standards for natural open space have permanently set aside 694 acres of wetlands/buffers/open space within their ownership. Further, Skagit County regulations require preservation of wetlands and their associated buffers for all new development, so additional permanent open space will be identified as development progresses.

Excluding natural open space, the Bayview Ridge Subarea has a current unmet need for 15.8 acres of regional parks, community parks and special use areas for the existing population.



The 1998 *Comprehensive Park and Recreational Plan* provides the following definition for “Community Parks”:

A community park is planned primarily to provide active and structured recreation opportunities for young people and adults. In general, community park facilities are designed for organized activities and sports, although individual and family activities are also encouraged. Community parks can also provide indoor facilities to meet a wider range of recreation interest. Where there are no local parks nearby, the community park can also serve this function. Community parks usually have sports fields or similar facilities as the central focus of the park. Their service area is typically a one to two mile radius in urban areas, but can be up to ten miles in rural areas.

Deficiencies and Proposed Improvements

The projected 2015 population of the Bayview Ridge Subarea is 3,444 people. To meet the LOS standard for this population, the UGA needs a total of approximately

65 acres of park/recreation and open space lands. As noted above, projected deficiencies are in the area of regional and community parks, and special use areas.

The county recognizes Bayview Ridge as a growing urban area needing adequate parks and recreation facilities. The 1998 *Comprehensive Park and Recreation Plan* calls for construction of a 25-acre Bayview Community Park in 2001 through 2003; however, there is no funding designated in the *Skagit County Capital Facilities Plan* (2001-2006) and the schedule for construction is uncertain.

While the 1998 *Skagit County Comprehensive Park and Recreation Plan* recommends the proposed 25-acre Bayview community park be located south of Peterson Road and west of the Bayhill development, the actual location of the 25-acre community park should be re-examined by the Skagit County Parks and Recreation Department in light of the land use recommendations in this Subarea Plan and the recommendations of the *Skagit Regional Airport Land Use Compatibility Study*. The location should provide views and convenient access to both nearby residents and employees of the business park. The facility will include baseball and soccer fields, children’s play structure, picnic area, trails and viewpoints, public restrooms, and auto parking. A summary of proposed park projects is provided in *Table 7-4*.

**TABLE 7-4
PLANNED PARK PROJECTS 2001 – 2006**

Project Date	Project ¹	Cost	Source Of Funds ²
2001	Bayview Ridge Playfield	\$ 200,000	IAC/VIF
2002	Bayview Ridge Park Ph I	\$ 600,000	GO/VIF
2003	Bayview Ridge Playfield	\$ 800,000	GO
Total		\$ 1,600,000	

¹ Source: Skagit County Comprehensive Park and Recreation Plan. Estimated cost in 1998 dollars.

² Projects/funding not included in Draft Skagit County Capital Facilities Plan 2001-2006.

³ See Table 7-15 for funding legend.

In addition to county park facilities, the Port of Skagit County is currently building a trail system that will connect their north and south leaseholds. The trails are gravel surfaced and approximately 8 feet in width. It

is anticipated that the trails will ultimately connect to Josh Wilson and Farm to Market Roads as well as SR 20. This 9.3-mile trail system may satisfy some of the county's park requirements.

Solid Waste

System Description

Waste collection in Bayview Ridge is provided by Rural Skagit Sanitation (owned by Waste Management Northwest) on a voluntary basis. Rural Skagit Sanitation provides weekly collection of both solid waste and recyclables. Collected waste is hauled to the county's main transfer station located within the Subarea at the intersection of Ovenell and Farm to Market Roads. Residents and businesses within unincorporated Skagit County may also choose to self-haul solid waste and recyclables to the transfer station. All waste generated within Skagit County is long hauled, via rail, to the Regional Disposal Company's Klickitat Landfill in southeast Washington.



Sewer Pump Station on Peterson Road near Avon-Allen

Level of Service (LOS) and Capacity Analysis

The LOS for solid waste is defined as 6 pounds per person per day. This LOS is used to determine the volume that must be accommodated within the transfer stations. The Skagit County Public Works, Solid Waste Department, reports that there are no current deficiencies or anticipated improvements. The Skagit County Solid Waste Management Plan is currently being updated and the county reports that a LOS may be defined for recyclables in this update.

All municipalities within Skagit County have mandatory garbage collection service. As the population of Bayview Ridge grows and the area is developed to urban densities, the county will need to review its collection policy. At some point in the future, mandatory collection may also be warranted within this non-municipal UGA.

Deficiencies and Proposed Improvements

No deficiencies are identified during the initial six-year planning period.

Stormwater Management

Skagit County currently owns no stormwater management systems, other than the drainage line in Peterson Road and drainage ditches within public rights-of-way.

Law Enforcement (Sheriff's Department)

System Description

The Sheriff's Office is responsible for law enforcement within the county. The office also provides confinement of prisoners, serving of civil and legal processes, emergency response services, traffic control on county roads, search and rescue, and watercraft patrol. These capital facilities and services are addressed on a countywide basis in the *Skagit County Comprehensive Plan*.

In 2001, the Sheriff's Office staff consisted of 105 total full-time employees, including the following:

13	Administration
7	Investigations
39	Corrections
39	Patrolmen
7	Traffic
105	Total

In addition, the department uses a volunteer force for search and rescue operations. Patrolmen (39), and to a lesser extent, traffic officers (7) are available to respond to calls within unincorporated Skagit County.

Level of Service (LOS) and Capacity Analysis

Countywide Planning Policy No. 1.7 specifies the LOS requirements for law enforcement officers within UGAs:

Law Enforcement

One commissioned law enforcement officer per 1,000 population served or per 100 acres of developed commercial or industrial property, whichever is the higher number.

For rural areas, the standard is one deputy per 2,000 rural population.

The required number of officers within the Bayview Ridge UGA will likely be based on developed industrial property. Using the above standard, the number of law enforcement officers currently required to serve the Bayview Ridge Subarea is 6.9, based on 601 acre of developed commercial/industrial acreage within the UGA

(6 officers) and 1,706 residents within the rural portion of the Subarea (0.9 officers). Staffing requirements for the UGA are summarized in *Table 7-5*.

**TABLE 7-5
UGA LAW ENFORCEMENT REQUIREMENTS**

Year	Population	Developed Commercial & Industrial Property ¹ (acres)	Law Enforcement Officers Needed	
			1/1,000 Population (LOS)	1/100 Acres (LOS)
2000	1,687	601	1.7	6
2015	3,420	1,327	3.4	13.4

1 See Table 2-1 Chapter 2 for analysis of land use within the UGA.

Deficiencies and Proposed Improvements

Based on a LOS of one law enforcement officer per 100-developed acres of commercial or industrial land and 1,327 developed acres in 2015, a total of 13.4 officers will be needed. Assuming the 6.9 deputies required in 2000 is available, the County Sheriff's Office will need to provide 6.5 additional law enforcement officers by 2015. Based on the Skagit County 2001-2006 Capital Facilities Plan no deficiencies will exist; the Plan reports a surplus of commissioned deputies. In 2001, the Sheriff's Office provided 55 commissioned deputies, with a LOS standard of one deputy per 2,000 rural population, only 24 deputies were required for unincorporated county areas.³

It should be noted, however, that the Bayview Ridge UGA industrial area is expected to grow at a much slower rate over the planning period, and the need for law enforcement officers may grow at a slower rate. The Skagit County Capital Facilities Plan 2001 – 2006, Sheriff's Office, includes providing deputies with cars, weapons, and uniforms (*Table 7-6*).

**TABLE 7-6
PLANNED LAW ENFORCEMENT PROJECTS
2001 – 2006¹**

Project Date	Project	Cost (X \$1,000)	Source Of Funds ²
2001-06	Deputies with cars, weapons and uniforms	1,468	COP/CRF

1 Source: Draft Capital Facilities Plan 2001 - 2006, *Skagit County Comprehensive Plan*. Estimated cost in 2000.

2 See Table 7-15 for funding legend.

OTHER CAPITAL FACILITIES AND SERVICES

Fire Protection

Three fire protection districts, operating out of three fire stations, now serve the Bayview Ridge Subarea. The extent of development within the Subarea and the designation of the Port of Skagit County property as a UGA have prompted on-going planning efforts between the fire districts to determine how to best serve the area. Currently, fire protection services are provided as follows:

- Fire Protection District No. 2 is a volunteer district serving the area south of SR 20 and a majority of the Bayview Ridge Heavy Industrial area. The District No. 2 station is located south of SR 20 and has recently been expanded by the addition of one more bay in anticipation of meeting future demand. The signalization of the SR 20/Farm to Market Road intersection enable emergency vehicles from the District to pass easily across SR 20 by triggering a red light. The majority of District No. 2's protection area lies outside the Bayview Ridge Subarea.
- Fire Protection District No. 12, also a volunteer district, provides fire protection services to the area north of Josh Wilson Road and west of Farm to Market Road, as well as the Paccar Technical Center (within the Bayview Ridge Subarea). The District 12 station is located in the community of Bayview, north and west of the Bayview Ridge Subarea. Until recently, District 12 also provided fire protection services to the Port of Skagit County properties within Bayview Ridge, but those properties are now annexed to Fire District No. 6.
- Fire Protection District No. 6, serving the majority of the Subarea, is co-located with the Burlington Fire Department, and serves an area extending east from Burlington to include the Bayview Ridge residential area and Country Club, the 1,830 acre Port of Skagit County ownership, and all private acreage previously within Fire District No.12 north of Ovenell Road (excluding the Paccar Technical Center).

Fire District No. 6 serves an approximate 29-square mile area. The District contracts with the city of Burlington Fire Department and the two entities essentially operate as one department. The District's service area population is approximately 8,500. In 2000 there were a total of 1,173 calls to Fire District No. 6, 885 fire calls were from within the city of Burlington and 288 calls were from the outlying Fire District. This represents a 7.5 percent increase in total calls from 1999.

Fire District No. 6, itself, has no full or part time employees. The city of Burlington employs six full time personnel and has approximately 37 part-time, paid on-call volunteer personnel. These city employees, using a combination of city and Fire District fire fighting vehicles, provide service within the city of Burlington and, by contract, to the Fire District.

Fire District No. 6 constructed a new fire station in 2004 through 2005 on a donated 60,000-square foot parcel on Peterson Road within the Bayview Ridge Subarea (Projects No. FD6-101, 102, and 103 in the Capital Facilities Plan). It is anticipated that the new 8,000 square foot station will be manned under a residential fire fighter program supplemented by volunteers. The Fire District purchased one new fire engine. One engine, a salvage truck, and either a tender or second fire engine will eventually be housed at the new station.

The Bayview Ridge UGA must meet LOS requirements for urban level fire protection service. These requirements are specified in the Countywide Planning Policies. Negotiations are on-going and annexations have been initiated to ensure a coordinated approach to delivery of fire protection services. The County will also work with Paccar, Fire District 6 and the Port of Skagit County to provide improved access to the Paccar facility from the new District 6 station.

Based on Countywide Planning Policy No. 1.7⁴, the LOS standard for UGAs is an ISO grading of five or better. ISO ratings measure the level of fire service protection available within a fire district. The ratings are based on a number of factors, including training, equipment, water availability, and response capability. Ratings fall within a scale of one to ten, with the lower number being better. An "A" next to a rating stands for tanker credit, which means that the district can provide a certain amount of water in a continuous flow for a specified time.

With fire protection services provided by three districts, the optimum configuration of district boundaries to protect final build-out of the Bayview Ridge UGA is under discussion. Negotiations ensuring a coordinated approach to delivery of fire protection services are in process. The County will also work with the Paccar Technical Center, the Port of Skagit County and Fire District 6 to improve access to the new District 6 station on Peterson Road.

Deficiencies and Proposed Improvements

Long-range fire protection needs will require increases in equipment, training, and manpower to maintain an effective level of protection. Fire District No. 6 will experience the greatest increase in demand for service. With increased urbanization of the Bayview Ridge UGA, increased full-time employment, as opposed to volunteer service, can be expected to occur.

Fire hydrant placement in urban density developments must be adequate to provide sufficient volume and pressure for fire fighting needs. These needs can be met through adoption and enforcement of development standards. Proposed improvements of the districts are summarized below and included in *Table 7-7*.

**TABLE 7-7
PLANNED FIRE PROTECTION PROJECTS
2001 – 2006**

Project Date	Project	Cost	Source Of Funds ³
Fire District #2 ¹			
2001	Replace Aid Unit	\$ 100,000	FR
Fire District #6 ²			
2004	Building Construction – Fire Station 2	\$ 750,000	GO
2001	Engine 613 Replacement	\$ 280,000	FR
2003	Tanker 616 Replacement	\$ 230,000	FR
2001-06	Equipment Purchase/ Replacement	\$ 58,000	FR
Total		\$1,418,000	

1 Source: Bayview Ridge UGA Capital Facilities Plan, March 10, 1997. Estimated cost in 1997 dollars.

2 Source: Fire District #6 CIP FY 2000 through FY 2006. Estimated cost in 1999 dollars.

3 See Table 7-15 for funding legend.

Fire District No.2 – The district is planning to replace an aid unit in the year 2001.

Fire District No.6 – The district constructed a new station within the Subarea from 2004 to 2005. The property was donated. Other capital expenditures include a new fire engine and various equipment.

Fire District No.12 – No improvements planned.

Water System

System Description

Public water service within the Bayview Ridge Subarea is provided by the Public Utility District of Skagit County (PUD No. 1). The majority of the Subarea is served by public water, although a few single-family homes are still served by private wells.

PUD No. 1 has certificated water rights to 23,417 acre-feet of source water per year. The PUD provides water service to new developments and, together with the city of Anacortes, serves the urban areas. District infrastructure is recorded on maps and in individual project files in the District's Office.

Water Supply. The District obtains its primary water supply from the Cultus Mountain watershed. A portion of the waters of Gilligan, Salmon, Mundt, and Turner Creeks are diverted to Judy Reservoir. This reservoir is created by two dams and currently stores 1,450-million gallons at water surface elevation 465 feet. A large portion of the unincorporated County population is served by the Judy Reservoir system. The Bayview Ridge area is currently served by an intertie with the city of Anacortes. The District has long-term plans to provide service to Bayview Ridge from the Judy Reservoir through a series of projects scheduled to be completed by the year 2020. With its new Skagit River Memorandum of Agreement, PUD No. 1 does not anticipate any shortage of supply before 2050.

Treatment and Storage. Water is pumped from Judy Reservoir to the water treatment plant, which has a nominal design capacity of 12-million gallons per day (MGD) and a hydraulic peak capacity of 18 MGD. The treatment plant is designed for future expansion to 30 MGD peak flow, and oversizing of pumps and piping took place during construction. Treated water flows from the treatment plants to two 1.2 million gallon storage tanks that supply the transmission system by gravity.

Transmission and Distribution. The transmission and distribution pipelines of the Judy Reservoir system consist of over 450 miles of water mains ranging from 3 to 30 inches in diameter, over 70 miles of service pipelines under 3 inch diameter, over 19,000 metered water services, and over 27 million gallons of potable water storage capacity.

Level of Service (LOS) and Capacity Analysis

The Skagit County Coordinated Water Supply Plan has adopted levels of service shown in *Table 7-8*. The

adopted 2000 standards represent a decrease from previous years due to public awareness and water conservation methods.

**TABLE 7-8
WATER DEMAND STANDARDS**

Per Capita Consumption Gallons per Day	LOS	
	1999	2000
Urban	150	135
Rural	100	90
Urban Peak Day to Avg Day	2:1	2:1
Rural Peak Day to Avg Day	2.6:1	2.6:1

Water demand projections for the years 2000, 2010, 2020, 2030, 2040 and 2050 have been made using the water demand standards along with the population, commercial, and industrial growth projections for the PUD No. 1 water service area. Year 2050 peak day demand for the District's service area is forecasted in the 2000 Skagit County Coordinated Water System Plan to be 70.2 MGD.

Bayview Ridge Subarea

Water system improvements in the Bayview Ridge Subarea have responded to the needs of the Skagit Regional Airport, industrial development, and the residential subdivisions located in the eastern portion of the Subarea. The Subarea is currently served by PUD No. 1 through an intertie with the city of Anacortes. Distribution lines in Bayview Ridge range from 3 to 18 inches in diameter. There were 586 residential and commercial meters in 1994, and approximately 726 meters in 2000. One of the PUD's top 20 high demand customers is now served within the industrial area.

The PUD's capital improvement plan anticipates urban development of the full Subarea and includes a series of projects that will provide service to the UGA from the Judy Reservoir system by the year 2020. A new 2.9 million gallon storage reservoir for the Bayview Ridge area was constructed in 1999. This reservoir was sized to accommodate increased storage and to reduce constant reliance on the intertie with the Anacortes system. The quantity of increased storage in the new reservoir was based on an earlier PUD study that estimated approximately 2,230 Equivalent Residential Units (ERUs) at build-out for this Subarea. These ERUs correspond to development of the industrial area and

urban residential development sufficient to accommodate the 2015 population allocation (i.e., 3,420 residents). Planned water system improvement projects specific to the Bayview Ridge area are summarized in *Table 7-9*.

TABLE 7-9
PLANNED WATER PROJECTS - PUD NO. 1
2001 – 2006 ¹

Project Date	Project ¹	Cost	Source Of Funds ²
2003	Marlee, Hilynn - Discovery	\$ 35,000	PUD System Revenue (PUDSR)
2003	Farm to Mkt, Wilson-Marihugh Pipeline Ph 2	\$ 60,000	PUDSR/Impact Fees (IF)
2004	Gailee, Marlee – Maple Crest	\$ 71,000	PUDSR
2004	Hilynn Dr, Peterson Rd-Gull Dr. Pipeline	\$ 97,000	PUDSR
2004	Discovery, Peterson - Gailee	\$ 40,000	PUDSR
2004	Marihugh, Walker E Pipeline Ph 1	\$ 40,000	PUDSR
2005	Peterson Road Pump Station	\$ 100,000	PUDSR
2005	Marihugh, Walker E Pipeline Ph 2	\$ 42,000	PUDSR
2006	Higgins, Wilson-Steele	\$ 175,000	PUDSR/IF
2006	Marihugh, Walker E Ph 3	\$ 46,000	PUDSR
Total		\$ 650,000	

¹ Budget constraints and unforeseen response to municipal-driven projects throughout the PUD No. 1 service area may change the dates these projects are scheduled.

² Source: PUD No. 1 CIP 2001 through 2020. Estimated cost in 2001 dollars.

In addition, the District's capital improvement plan includes projects addressing the following:

- Increase the District's water service capacity.
- Water treatment improvements (quantity and quality) at the Judy Reservoir water treatment plant.
- Replacement of aging transmission lines.
- Enactment of a new gridding plan for the water distribution system.
- Expansion of water storage capacity.

Wastewater

System Description

The city of Burlington provides sewer service to the industrial area and existing residential subdivisions within Bayview Ridge. The city of Burlington's sewer system service area includes the area within the city limits, as well as surrounding unincorporated areas. The service area can be divided into the western and eastern service areas. Bayview Ridge, including the residential area and the Port of Skagit County, is situated within the western service area.

The sanitary sewer collection system at the Port of Skagit County was purchased by the city of Burlington in 2000, after expiration of the original Interlocal Agreement for service. Port tenants are now city sewer customers.

The western service area contains the city of Burlington as well as the recently developed properties along the I-5 corridor. In response to the Growth Management Act, the service area boundary has been revised since the 1991 Comprehensive Wastewater Plan to reflect UGA boundaries. The current sewer service area contains approximately 8,800 acres.

The city of Burlington sanitary sewer system consists of a wastewater treatment plant and numerous collection system facilities and sewer mains.

Level of Service (LOS) and Capacity Analysis

Adequate design of wastewater treatment and conveyance facilities requires the determination of the quantity and quality of wastewater generated from each of the contributing sources. Increases in wastewater flows can be attributed to a variety of sources: population and commercial growth in sewer areas, extension of sewer service to areas previously on septic systems, and increases in infiltration and inflow. The majority of flow increases to the western service area will be generated by extension of sewer service into the Bayview Ridge residential area and general growth within the UGA. The flow design standards established in the 1996 *City of Burlington Wastewater Facilities Plan* are summarized in *Table 7-10*.

TABLE 7-10
WASTEWATER FLOW DESIGN STANDARDS

Average Dry Weather Flow	LOS
Residential (gpcd)	70
Commercial (gpad)	1,200
Industrial – West Service Area (gpad)	500
Industrial – East Service Area (gpad)	1,200

Table 7-11 shows the wastewater flow projections for the years 2005 and 2015. Projections were made using the flow design standards along with the population, commercial, and industrial growth projections for the city of Burlington sewer service area.

TABLE 7-11 WASTEWATER FLOW PROJECTIONS ¹		
Flow (MGD)	2005	2015
Avg. Dry Weather Flow	2.90	3.73
Avg. Annual Flow	3.48	4.48
Max. Monthly Flow	3.79	5.05
Peak Daily flow	6.64	8.84
Peak Hourly Flow	9.48	12.64

¹ Source: Bayview Ridge Urban Growth Area, Capital Facilities Plan 1997-2002.

Deficiencies and Proposed Improvements

The city of Burlington wastewater treatment plant is undergoing a two-phase expansion project. Phase I, completed in 2001, provides capacity to treat wastewater flows through 2005. Phase II will be brought on line in 2005 and will provide sufficient capacity to treat projected flows through 2015. Bayview Ridge related projects are summarized in **Table 7-12**.

TABLE 7-12 PLANNED WASTEWATER PROJECTS CITY OF BURLINGTON SANITARY SEWER SYSTEM 2001 – 2006 ¹			
Project Date	Project	Cost (X \$1,000)	Source Of Funds ²
2001-06	Collection System Improvements	\$6,586	GO/PWTF

¹ Source: City of Burlington Capital Facilities Plan 2001-2006. Estimated cost in 2000 dollars.

² See Table 7-15 for funding legend.

Schools

System Description

The Burlington-Edison School District's principal planning document is the Six-Year Capital Facilities Plan initially adopted in 1997 and most recently amended in 2002. Data from this Plan shows that enrollment within the district has increased 21 percent since the 1992-1993

school year. Enrollment for September 1998 was 3,500. September 2001 enrollment was 3,526, and October 2002 enrollment was 3,599.

In the short-term, the increased growth was anticipated primarily within the city of Burlington. The Six-Year Capital Facilities Plan notes that: "Adjustments in school boundaries are periodically required to alleviate the capacity problems at individual elementary schools. In the long term it is expected that significant growth will occur outside the Burlington city limits in the western and northern parts of the District." The District also proposed to add bus routes in order to distribute students between elementary schools more efficiently.

For the District as a whole, there is not sufficient capacity to house students until additional capacity at the elementary school level is provided. Portable classrooms are used within the District and will continue to serve as interim facilities, but are not included in the calculation of the District's permanent capacity. The Burlington-Edison School District has established a class size standard of 25 students per classroom, although this may be increased to 30 when necessary.

A \$20 million District bond issue was approved in 2001. Money from this bond issue is being used to replace and enlarge the Lucille Umbarger Elementary School in Burlington, and to renovate Allen Elementary in Bow. Until the new construction is complete, the District is using portable facilities and boundary changes to address the overcrowding issue.

The permanent capacity and October 2002 enrollment of the facilities projected to serve the Bayview Subarea are shown in **Table 7-13**:

TABLE 7-13 BURLINGTON-EDISON SCHOOL DISTRICT, SELECTED FACILITIES		
School	Permanent Capacity	October 2002 Enrollment
Bay View Elementary	459 ¹	487
Burlington-Edison High School	1,075	1,022

¹ Including one portable, the current capacity is 484.

In addition to the above schools, the District operates Allen Elementary, Edison Elementary, Lucille Umbarger Elementary and Westview Elementary.

DRAFT

Bayview Ridge Subarea Plan

Construction of another elementary school, additions to existing elementary schools, or the acquisition of additional school sites would require voter approval of another bond issue.

Deficiencies and Proposed Improvements

As stated, a \$20 million District bond issue was approved in 2001. Money from this bond issue is being used to replace and enlarge the Lucille Umbarger Elementary School in Burlington, and to renovate Allen Elementary in Bow. Until the new construction is complete, the District is using portable facilities and boundary changes to address the overcrowding issue. As residential development continues within the Burlington Edison School District, overcrowding at the elementary school level will continue to be a problem, and new classroom space will be required.

The School District relates projections of new dwelling units to the number of new K-12 students. Countywide planning policies allocate an additional 1,733 people to the Bayview Ridge Subarea by 2016; assuming 2.4 persons per household, this equals 722 new homes. Using School District projections, the 722 new homes would generate approximately 338 new students-251 elementary students and 87 high school students. At the elementary level, this represents approximately 10 new classrooms (assuming 25 students per classroom).

Drainage

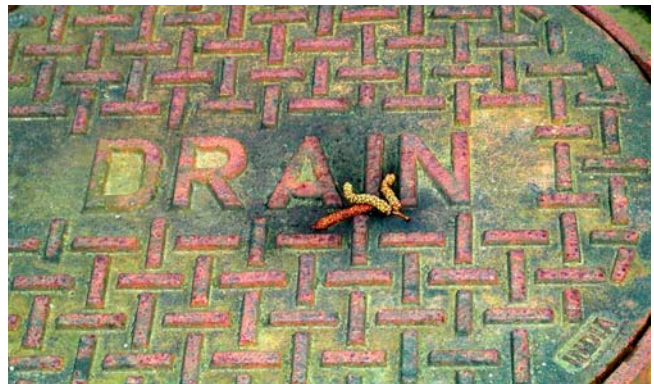
System Description

Existing surface drainage within the Bayview Ridge Subarea is accommodated by drainage systems (primarily open ditches) in the developed areas and by sheet flow in undeveloped areas. No natural channelized systems exist within the Subarea. Higgins Slough flows along the southeast corner of the Subarea. The southeastern and southwestern portions of the Subarea lie within Drainage District 19; the remainder of the Subarea lies within the Skagit County Drainage Utility and Drainage District No. 14. Downstream, drainage from Bayview Ridge flows to drainage ditches constructed and maintained by Drainage Districts No. 8 (currently being annexed by Dike District No.12), 14, and 19, the Skagit County Drainage Utility, and to sloughs which outlet to Padilla Bay.

As the Bayview Ridge Subarea has developed, the increased impervious surfaces have resulted in increased volumes of surface water runoff and increased peak flow rates. Some stormwater detention and water quality facilities have been constructed within the Subarea,

including within the Port of Skagit County ownership. Although detention facilities have been constructed within the residential area, these facilities are not always adequately maintained, and this results in little or no detention capability.

In July 1995, Drainage District No. 19 entered into an agreement with the Port of Skagit County to accept runoff from Port property. The Port compensates the District for capital costs associated with improvements to the District's drainage system that are required to accommodate the additional runoff. The District is not responsible for the Port's stormwater system outside of the District's boundary.



Downstream recipients of stormwater runoff from the Bayview Ridge Subarea include Drainage Districts No. 8/Diking District 12, 14, and 19. For Districts No. 8 and 14, the downstream drainage district ditch systems are at capacity, and runoff from the Subarea can increase flooding of farmland near the base of the hill. The individual Districts have different drainage facilities and consequently, different approaches to accommodating upland drainage. Stormwater discharge to downstream drainage district facilities is not coordinated at this time.

In 2002, Skagit County began preparation of a Bayview Watershed Storm Drainage Management Plan for the Bayview sub-basin. Skagit County has adopted the Washington State Department of Ecology *Stormwater Management Manual for Western Washington*, Revised August 2001.

Level of Service (LOS) and Capacity Analysis

District No. 19 maintains all drainage facilities to accommodate either the 10-, 25-, or 100-year design storm, depending on the significance of the facility and the size and characteristics of the tributary area. The District reports adequate capacity for all facilities at this time.

Drainage District No. 8/Diking District 12, adjoining the Subarea on the west, utilizes a system of pumps and tide gates to discharge water to Padilla Bay. This District has expressed concern that requiring detention of upland storm water runoff may exacerbate existing problems by not fully utilizing all low tide events.

Drainage District No. 14 lies northeast of the Subarea. A drainage analysis was prepared by the District in 2002 (*Letter Report*, January 29, 2002, Semrau Engineering) which analyzed the capacity of the District's ditches and outfalls. That portion of the Bayview Ridge Subarea which drains to District No. 14, drains to the South Spur Ditch; this ditch is a very flat, gravity ditch, which flows into the Joe Leary Slough system. The outfall of the Joe Leary Slough is dependent on tidal fluctuations. The South Spur Ditch currently has insufficient capacity to accommodate storm flows.

The Bayview Watershed Storm Drainage Management Plan includes a review of strategies addressing upland drainage and impacts to low-lying farmlands.

Deficiencies and Proposed Improvements

As Bayview Ridge continues to grow, the increased development will result in additional surface water runoff.

The majority of drainage from the Port of Skagit County ownership discharges to a Drainage District No. 19 ditch crossing Higgins Airport Way, just north of SR 20. This ditch eventually discharges into Big Indian Slough and Padilla Bay.

The 1998 Port of Skagit County *Bayview Business and Industrial Park and Skagit Regional Airport Stormwater Management Plan* addresses existing and potential drainage problems within the Port ownership. The drainage system consists of roadside ditches, detention/retention ponds, culverts, and conveyance pipes. The *Stormwater Management Plan* includes a detailed storm drainage capital improvement program and to date, improvements have been constructed as proposed. Within the Bayview Business and Industrial Park, stormwater detention is provided on a regional basis, but water quality treatment is the responsibility of individual properties. Water treatment facilities are included in detention facilities for the Airport, however.

Runoff from privately held industrial lands (i.e. outside the Port ownership) would be required to meet County surface water/drainage requirements contained in SCC 14.32, and it is assumed that both detention and water quality treatment would be provided on a lot-by-

lot basis because the development will be approved on a "first-come, first-serve" basis.

Within the residential portion of the UGA, drainage systems, including detention facilities, would likely be developed on a regional basis and would be maintained by Skagit County. Given that the County is undertaking a *Bayview Watershed Storm Water Management Plan*, comprehensive drainage plans would be developed and constructed concurrent with new development.

The *Stormwater Management Plan* for the Bayview Sub-basin will address issues such as, a capital facilities program and financing plan which recognizes the interrelationship and overlap between the County Drainage Utility and Drainage Districts No. 8/Dike District 12, and Drainage Districts 14 and 19. It is the intent to develop agreements between the County Drainage Utility and Drainage Districts No. 8/Dike District 12, and Drainage Districts 14 and 19 to coordinate discharge to the downstream drainage facilities.

Project level facilities, funded by project developers at the time of development, will be provided consistent with the standards and BMPs presented in the Department of Ecology *Stormwater Management Manual for the Puget Sound Basin*.

CAPITAL IMPROVEMENT PLAN

The Capital Improvement Plan is prepared to prioritize projects and predict fiscal trends based on revenues and expenditures. This enables the governing body to maintain and improve public facilities and infrastructure to meet established standards. A master list of capital improvement projects is presented in *Table 7-14*. Acronyms used throughout this section for funding sources are presented in *Table 7-15*.

TABLE 7-14 CAPITAL FACILITIES PLAN

Project Date	Project	Cost ¹	Source Of Funds
2001	Bayview Ridge Playfield Ph I	\$ 200,000	IAC/VIF
2002	Bayview Ridge Park Ph I	\$ 600,000	GO/VIF
2003	Bayview Ridge Playfield Ph II	\$ 800,000	GO
2001-06	Deputies with cars, weapons, and uniforms	\$ 1,468,000	COP/CRF
2001	Replace Aid Unit	\$ 100,000	FR
2004	Building Construction – Fire Station 2	\$ 750,000	GO
2001	Engine 613 Replacement	\$ 280,000	FR
2003	Tanker 616 Replacement	\$ 230,000	FR
2001-06	Equipment Purchase/Replacement	\$ 58,000	FR
2001	Peterson Road Pump Station	\$ 100,000	PUDSR
2001	Farm to Mkt, Wilson-Marihugh Pipeline Ph 2	\$ 46,000	PUDSR/IF
2004	Marihugh, Walker E Pipeline Ph 1	\$ 40,000	PUDSR
2005	Hilynn Dr, Peterson Rd-Gull Dr. Pipeline	\$ 64,000	PUDSR
2005	Marihugh, Walker E Pipeline Ph 2	\$ 40,000	PUDSR
2006	Higgins, Wilson-Steele	\$ 135,000	PUDSR/IF
2006	Marihugh, Walker E Ph 3	\$ 46,000	PUDSR
2001-06	Collection System Improvements	\$ 6,586,000	GO/PWTF
2000-02	New School	\$ 8,823,000	GO/SMF/VIF
2001-02	Farm to Market Rd #2, Ovenell to Josh Wilson	\$ 3,390,000	RAP
2002-03	Peterson Rd, Pulver Rd to Higgins Airport Way	\$ 3,100,000	Other/RAP
2004	Josh Wilson Rd, Higgins AP to Farm to Market	\$ 920,000	STP
Total		\$ 18,953,000	

1 See individual project lists for source of cost data.

3 See Table 7-15 for funding legend.

TABLE 7-15 FUNDING SOURCE LEGEND

Acronym	Source
CCWF	Centennial Clean Water Fund
CDBG	Community Development Block Grant
CERB	Community Economic Revitalization Board
COP	Cops Grant
CRF	County Road Fund
DOE	Department of Ecology Coordinated Prevention Grant
FR	Fire District Reserves
GO	General Obligation Bonds
GF	Skagit County General Fund
IAC	Interagency Committee for Outdoor Recreation
IF	Impact Fees
P&T	Paths and Trails Fund
PUDSR	PUD System Revenue
PWTF	Public Works Trust Fund
RAP	Rural Arterial Preservation
RB	Revenue Bonds
SMF	State Matching Fund
STP	Surface Transportation Plan
VIF	Voluntary Impact Fee
WSDOT	Washington State Department of Transportation

GOALS, OBJECTIVES, AND POLICIES

Goal 7A Ensure that the infrastructure, facilities and services necessary to support development are adequate to serve new projects at the time the buildings are available for occupancy and use without decreasing service levels below locally established minimum standards.

Objective 7A-1 Provide adequate public facilities to the Bayview Ridge Urban Growth Area.

Policy 7A-1.1 Development of capital facilities within the Bayview Ridge Urban Growth area shall conform to urban development standards.

Policy 7A-1.2 Providers of public facilities are responsible for paying for their facilities. Providers may use sources of revenue that require users of facilities to pay for a portion of the cost of the facilities. As provided by law, some providers may require new development to pay impact fees and/or mitigation payments for a portion of the cost of public facilities.

Policy 7A-1.3 Each Comprehensive and Capital Facilities Plan for a specific facility type shall include an inventory of existing capital facilities owned by public entities, showing the locations and capacities of the capital facilities.

Objective 7A-2 The Skagit County Capital Improvement Plan, that is the umbrella document linking all the individual facility plans together, shall be updated annually so that financial planning remains sufficiently ahead of the present for concurrency to be evaluated.

Policy 7A-2.1 The forecast of the future needs shall be included based on the levels of service or planning assumptions selected and consistent with the growth, densities and distribution of growth anticipated in the land use element.

Policy 7A-2.2 The schedule and priority for each Capital Facility shall be based on the demand for service, identified problem areas for each type of facility, opportunities for incorporating long range facility improvements with proposed development projects, and required sequence of improvements for the facility in question, as applicable.

Policy 7A-2.3 Encourage the involvement of citizens

in the capital facilities planning process.

Objective 7A-3 Require new development to pay its fair share of the costs associated with new development.

Policy 7A-3.1 Skagit County should adopt an Impact Fee Ordinance for the Bayview Ridge Subarea.

Policy 7A-3.2 Security measures such as good visual access, safe street design, visible addresses, over-all visibility, and lighting should be incorporated into site design. Organized block-watch programs should be encouraged within the residential area.

Objective 7A-4 Coordinate water and sanitary sewer extensions with PUD No.1 and the City of Burlington.

Policy 7A-4.1 Public water supply for new development shall conform to or exceed the Coordinated Water System Plan (June 2000) minimum design guidelines and standards for public water systems.

Policy 7A-4.2 Sanitary sewer system extensions and connections shall be consistent with the City of Burlington Comprehensive Wastewater Plan.

Policy 7A-4.3 Existing and new interlocal agreements regarding provision of sanitary sewer service outside the Burlington City Limits shall be updated or renewed upon expiration in a manner that is consistent with the following: the adopted Countywide Planning Policies, the City of Burlington Comprehensive Plan, and the Skagit County Comprehensive Plan as adopted in compliance with the Growth Management Act, along with relevant interlocal agreements and regulations.

Objective 7A-5 To influence the development and use of the water resources in Skagit County in a manner that is consistent with the Countywide Planning Policies and the Comprehensive Plan.

Policy 7A-5.1 A Skagit County Comprehensive Surface Water Management Plan and Capital Improvement Plan program is planned to be developed, updated, and maintained as needed to be consistent with the adopted Urban Growth Area boundaries, the adopted Countywide

Planning Policies, and the Bayview Ridge Subarea Plan.

- Objective 7A-6 To practice integrated and efficient management of solid waste in accordance with Washington State waste management priorities to protect and enhance the present and future environmental quality and public health in Skagit County through education, regulations, and economic incentives.
- Policy 7A-6.1 Solid waste management should be provided with adequate resources to manage solid wastes safely, efficiently, and equitably, and should be consistent with State priorities while recognizing local conditions.*
- Policy 7A-6.2 Reducing per capita waste consumption should be supported through educational and legislative efforts that are directed towards changing consumer and industrial practices.*
- Policy 7A-6.3 Recycling efforts and opportunities in the Bayview Ridge Subarea should be maintained at a high level to increase the recycling rate annually.*
- Policy 7A-6.4 Environmental and economic impacts shall be considered and balanced when determining disposal practices.*
- Policy 7A-6.5 Individuals should be encouraged to take personal and financial responsibility for the proper management of the wastes he/she generates.*

Impact Fees

Impact fees are authorized by Statute for road, school, and park improvements according to specific criteria (RCW 82.02). If the County ever elects to add this optional revenue source, additional documentation and calculation will be needed to comply with the impact fee law, and an ordinance will need to be enacted, following appropriate level of public hearings.

1,2,4 Amendments to the Countywide Planning Policies (2000) were found to be non-compliant with the Growth Management Act due to alleged violations of the Framework Agreement by the Western Washington Growth Management Hearings Board in Case No. 00-2-0049c. The County appealed this decision to Superior Court. While on appeal, the cities that challenged the original Framework Agreement and the County reached a new Framework Agreement which was approved by the Superior Court in a Stipulation and Agreed Order on December 27, 2002. The issue was remanded to the WWGMHB, and on July 25, 2003 the Board found the 2000 CPP amendments in compliance with GMA.

3 Capital Facilities Plan for 2001 – 2006, Skagit County Comprehensive Plan, Justice System, Page 49.

CHAPTER 8 - Utilities

Bayview Ridge residents and businesses rely on a number of basic utility services that help define their quality of life and maintain their health and well-being. Power, natural gas, telecommunications, and cable television are considered utilities. These services are usually taken for granted. Yet without coordination and conscientious planning for future growth, services may be interrupted, inadequate, or prohibitively expensive.

The purpose of this section is to facilitate coordination between the utility providers and Skagit County. Such coordination ensures that new facilities provided are compatible with planned growth and utility planning is done in conjunction with land use. While planning for utilities is the primary responsibility of the utility providers, this section identifies issues and policies related to the provision of utilities that are of importance to Skagit County.

EXISTING PUBLIC AND PRIVATE UTILITIES

PUBLIC UTILITIES

Electricity

Electricity within the Bayview Ridge Subarea is provided by Puget Sound Energy (PSE). PSE maintains both 230 KV and 115 KV transmission lines to both the city of Anacortes and the refineries that traverse the south and east borders of Bayview Ridge. These facilities are available to provide power to Bayview Ridge. PSE also maintains a gas generation station at the intersection of Farm to Market and SR 20 that is used to boost system-wide power during peak demand times. PSE reports no current capacity issues.

PRIVATE UTILITIES

Natural Gas

Cascade Natural Gas (CNG) provides natural gas service within Bayview Ridge. CNG maintains both an 8-inch

and 16-inch distribution mains that traverse the southern boundary of the urban growth area (UGA). These major supply lines serve both the city of Anacortes and the refineries and have adequate capacity to meet the Bayview Ridge needs throughout the 2015 planning period.

Telecommunications

Telecommunications is the transmission of data or information by wire, radio, optical cable, electromagnetic, or other similar means. In Skagit County, telecommunication utilities include telephone, cellular telephone, and cable television. In 1996, the federal government passed the Telecommunications Act, which, among other things, deregulated the provision of data and information. The Telecommunications Act was intended to promote competition in this vastly changing and expanding industry.

Considerable expansion of the telecommunications industry is expected as a result of expanded licensing by the FCC and technological innovation, such as digital TV signals that can be linked to personal computers and the Internet.

Internet Service Providers

There are 12 internet service providers (ISPs) operating currently in the Bayview Ridge Subarea area. ISP ownership frequently undergoes change in the current environment of deregulation, and new service providers continuously enter the market. Current and future needs of the Bayview Ridge Subarea appear to be met adequately.

Telephone

Bayview Ridge telephone service is provided by Verizon (previously GTE Northwest). Telephone service is initiated by customer demand and requests, and service providers are required to provide adequate telecommunications service on demand (RCW 80.36.090). Accordingly, telephone service providers will provide facilities to accommodate whatever growth patterns occur.

DRAFT

Cellular Telephone

Cellular telecommunication allows people to have mobile telephone communication via radios that send and receive signals from a network of receivers placed at several cellular communication (“cell”) sites.

Cell sites are placed on tall poles, lattice-type towers, or existing buildings. Each cell site has a coverage area of several miles, depending on topography and number of customers. As the cellular telephone user moves from one cell to the next, the call is passed to an open channel at an adjacent cell site. Transmission quality and dialing of cellular telephones are comparable to that of conventional wireline telephones.

Bayview Ridge is currently served by several cellular telephone companies, including, but not limited to:

- Nextel
- AT&T Wireless
- Verizon Wireless
- Sprint
- Voice Stream

These companies are licensed to operate in the county and throughout the region within guidelines set by the Federal Communications Commission (FCC). Siting and design of towers is regulated by the Federal Aviation Administration (FAA) and the local zoning authority.

Cable Television

Cable television service in Bayview Ridge is provided by Comcast.

Pipelines



Two petroleum pipelines traverse the Subarea. The Terasen pipeline runs through the southern and eastern portion of the Subarea, through both industrial and residential areas. The Olympic Pipeline runs through the eastern portion of the Subarea in a north-south direction, through the Skagit Golf and Country Club and the lower density residential area north of Peterson Road.

SPECIAL DISTRICTS

Port of Skagit County

The Port of Skagit County is a major property owner within the Bayview Ridge Subarea. As a special district, the Port of Skagit County can develop property for industrial use and can lease and sell land, buildings, and facilities to private industry in accordance with state laws. State laws specify that ports may acquire, construct, maintain, operate, develop, and regulate within the district: Harbor improvements, rail or motor vehicles transfer and terminal facilities, water transfer and terminal facilities, air transfer and terminal facilities, other commercial transportation, transfer, handling storage and terminal facilities, and industrial improvements.

Port districts are funded by revenue from the operation of terminals, the sale or lease of properties, and tax levies. A port district may incur debt, including issuing general obligation bonds up to 0.25 percent of the assessed value of taxable property in the district without vote of the people. An additional 0.05 percent debt may be incurred if 60 percent of the electorate approves. They also have the power to issue revenue bonds for the acquisition, construction, reconstruction, or extension of various improvements.

Together with the Skagit County Economic Development Association, the Port is a leader in promoting economic development in Bayview Ridge.

Their largest operation is the Skagit County Regional Airport. At the airport site, the Port operates an industrial park with over 960,000 square feet of existing building space. There are currently 53 major tenants or owner-occupants occupying 108 acres and employing 1,200 workers.

RELATIONSHIP TO OTHER PLANS

Growth Management Act Requirements

The 1990 Washington State Growth Management Act (GMA) requires that local comprehensive plans include a utilities element. According to the GMA, the utilities element shall, at a minimum, consist of “the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to: electrical lines, telecommunication lines, and natural gas lines.”

In addition, the State guidelines for implementing the GMA (Chapter 365-195 WAC) state that policies should be adopted that call for:

1. *Joint use of transportation rights-of-way and utility corridors, where possible.*
2. *Timely and effective notification of interested utilities of road construction and of maintenance and upgrades of existing roads to facilitate coordination of public and private utility trenching activities.*
3. *Consideration of utility permits simultaneously with the proposals requesting service and, when possible, approval of utility permits when the project to be served is approved.*

Countywide Planning Policies

Countywide Planning Policy No. 12 addresses the need for public facilities and services (See page 7-4 for Countywide Planning Policies 12-1 through 12-7). The policy states that public facilities and services necessary to support development shall be adequate to serve the development at the time of occupancy without decreasing current service levels. The countywide planning policy calls for an integrated system of facilities. It further requires that lands be identified for public purposes, such as utility and transportation corridors, landfill, sewage treatment facilities, recreation, schools, and other public uses. Such planning will lead to a more efficient delivery of services.

MAJOR ISSUES

Coordination and Concurrency

As development occurs, system and facility improvements must keep pace with the higher demand. The improvements must take place within predetermined timeframes to maintain appropriate levels of service. To ensure concurrency, Skagit County needs to coordinate with private utility companies and other regional jurisdictions so that utilities may provide high-quality and reliable services to their customers and plan for future development and expansion of utility facilities.

Compatibility and Design Standards

The siting of utility facilities requires coordination with Skagit County's land use plan and this comprehensive plan so that they will be sited in a manner reasonably compatible with adjacent land uses, including the airport. In addition to monitoring land use compatibility, the county may need to consider imposing design standards for the following: Should views be protected from excessive numbers of unsightly towers and lines? When

(or in which areas) and what types of utilities should the county require to be buried?

REGULATORY SETTING

Washington Utilities and Transportation Commission

The Washington Utilities and Transportation Commission (WUTC) is responsible for regulating privately owned utility and transportation businesses in the state. The WUTC is a three-member board appointed by the governor and confirmed by the state senate. It is the WUTC's responsibility to see that companies provide safe and reliable service to their customers at reasonable rates. The WUTC regulates private utilities only (including, but not limited to, electric, gas, telecommunication, and water companies).

Publicly owned utilities (such as municipal utilities and public utility districts) are regulated by their respective legislative bodies.

WUTC mandates that utility facilities and service must be provided on a uniform or nondiscriminatory basis to all customers and that cost of service must be equitable. State law regulates the rates and charges, services, facilities, and practices of utilities. Any change in customer charges or service provision policy requires WUTC approval.

In accordance with state law, private utilities have an obligation to provide service upon demand. In other words, the utility companies must provide service to customers within their service territory as it is requested. This is known as a utility's duty to serve. Consistent with this duty, the utility providers follow growth and will provide service to development in accordance with service territories.

There are other federal and state agencies that impose requirements on utilities. The Washington State Department of Health (WDOH) has jurisdiction over water purveyors; the Federal Energy Regulatory Commission and Department of Energy have jurisdiction over electric power service; and the Federal Communications Commission (FCC) has jurisdiction over the telecommunications industry.

Federal Energy Regulatory Commission

The Federal Energy Regulatory Commission (FERC) is an independent, five-member commission with the U.S. Department of Energy. FERC establishes rates and

charges for the interstate transport and sale of natural gas, for the transmission and sale of electrical power, and for the licensing of hydroelectric power projects. In addition, the commission establishes rates and charges for the interstate transport of oil via pipeline.

BAYVIEW RIDGE SUBAREA PLAN

PUBLIC UTILITIES

Electricity

PSE plans to continue to improve and extend its facilities as necessary to serve the growing loads in its service area. PSE is continually researching means to expand, supply, and upgrade equipment. System planners design and build their systems to follow population and employment growth projections based on county and city plans. The electricity load is determined from these plans and projections. An electric system plan is then developed to serve those loads at prescribed reliability levels, taking into account environmental, economic, financial, and operational factors. Utility construction is coordinated with the appropriate jurisdictions and agencies and is typically phased in as actual growth occurs.

Future electrical service plans are not only designed to provide for future growth and accommodate new and increased load; they also include changes to the existing systems to improve reliability, power quality, and looping of the system for redundancy backup service.

PRIVATE UTILITIES

Natural Gas

CNG does not plan in advance for individual connections. Rather, connections are initiated by customer requests for new construction or conversion from electricity to gas. CNG expects to continue developing distribution systems and services in accordance with the Integrated Resource Plan Guidelines set forth by the state. CNG will identify necessary reinforcement and continue to meet growth at the lowest possible cost by maximizing the capacity of the existing distribution system.

The location, capacity, and timing of system improvements depend greatly on opportunities for expansion and on how quickly the Bayview Ridge area grows. The possible routes to connect different parts of the system will depend on right-of-way permitting,

environmental impact, and opportunities to install gas mains along with new development or other utilities.

At this time, CNG does not have any planned improvement projects in Bayview Ridge; however, CNG has an active policy of expanding its supply system to serve additional natural gas customers. CNG's engineering department continually performs load studies to determine CNG's capacity to serve its customers.

Telecommunications

Since telephone service providers do not generally conduct detailed, long-range planning activities, no specific projects have been identified by Verizon at this time. General improvements to expand service to meet the projected future demand include constructing additional fiber optic cable, copper cable, and switching stations.

Cellular Telephone

The cellular system will expand in response to several factors: Customer growth within a designated area, shift in distribution patterns, and/or a decrease in service quality or reliability (measured by the record of dropped calls or complaints of poor sound quality). In general, cellular system growth follows trends in population density along the higher volume transportation corridors.

Cable Television

Cable television service in Bayview Ridge is provided by Comcast.

At present, no new programming or major extension of cables is planned. Any future expansion that does occur will be completed as technology, market demand, and return on investment allows.

SPECIAL DISTRICTS

Port of Skagit County

Expansion of industrial facilities at the Skagit Regional Airport is anticipated by the Subarea Plan. Please refer to Chapter 3 of this document.

GOALS, OBJECTIVES, AND POLICIES

Goal 8A The provision of utilities is critical to urban development at urban densities. Land use and transportation planning and development must be supported with adequate utility infrastructure.

Objective 8A-1 Maintain consistency, compatibility and concurrency between utility providers, local, state, and federal plans.

Policy 8A-1.1 Require that the utilities and services needed to support development be available concurrent with the impacts of development.

Policy 8A-1.2 Utility services that are provided by a private purveyor should have a plan that is consistent with, and coordinated with, the Subarea Plan.

Policy 8A-1.3 Each utility shall have a response plan for emergency management that is coordinated with the Skagit County Emergency Response Plan.

Policy 8A-1.4 Require the joint use of utility corridors when feasible.

Objective 8A-2 Encourage underground utility distribution to reduce visual and safety impacts of overhead lines where economically feasible.

Policy 8A-2.1 Large new developments and subdivisions in the Bayview Ridge Subarea shall have underground distribution lines.

Objective 8A-3 Regulate the construction of communication facilities consistent with needs of the Subarea.

Policy 8A-3.1 Telecommunication towers are prohibited in the Bayview Ridge Subarea, except in the Heavy Industrial District, and only in conformance with the Federal Aviation Agency's Part 77 Surfaces and other regulations as described in the Port of Skagit County's Skagit Regional Airport Master Plan (1995) or as further amended.

Policy 8A-3.2 Encourage the co-location of communication utilities to reduce the potential for more monopoles.

Policy 8A-3.3 Require removal of unused telecommunication equipment.

Policy 8A-3.4 Require mitigation of visual impacts.

Objective 8A-4 Coordinate the placement of overhead power lines.

Policy 8A-4.1 Include Puget Power, General Telephone, and all other overhead line users in development and implementation of streetscape planning.

Policy 8A-4.2 If power lines are to be moved, establish an early notification system for any proposed public or private project so that opportunities to retain existing trees are adequately planned for.

CHAPTER 9 - Parks, Recreation, and Open Space

EXISTING CONDITIONS

Parks, recreation, and open space are vital elements in an urban community. Parks, recreation facilities, and open space contribute to a community's quality of life significantly. Open space can also protect environmentally sensitive areas and provide buffers between incompatible land uses.

Existing park and recreation facilities within Bayview Ridge are limited. No public parks or recreation facilities currently lie within the Subarea, although the large Bayview State Park and Padilla Bay trail and estuarine research complex lie just west of Bayview Ridge. The Skagit Golf and County Club is located in the southeastern portion of the Subarea, but this privately owned 18-hole golf course is open only to members and their guests.



The Port of Skagit County has developed a 9.3-mile non-motorized trail system linking its north and south leaseholds within the Subarea. The trails are surfaced with gravel and are approximately 8 feet in width. It is anticipated that these trails will ultimately provide connections to Josh Wilson and Farm to Market Roads, as well as SR 20.

Existing open space within Bayview Ridge consists of the numerous wetlands and their buffers, tracts of vacant

land (encompassing both pasture grass and evergreen and/or deciduous trees) and the hillside along the eastern and northeastern edges of the Subarea. Environmentally sensitive areas (i.e., wetlands, steep slopes) are protected under the Skagit County Critical Area Regulations.

The 1998 Skagit County Comprehensive Park and Recreation Plan addresses park, recreation, and open space needs throughout the County and within individual communities such as Bayview Ridge.

RELATIONSHIP TO OTHER PLANS *Countywide Planning Policies*

Countywide Planning Policy 9 (GMA Goal 9) encourages the retention of open space, development of recreational opportunities, conservation of habitat, increased access, and development of parks. Pertinent specific policies include:

- 9.1 *Open space corridors within and between urban growth areas shall be identified. These areas shall include lands useful for recreation, fish and wildlife habitat, trails, and connection of critical areas.*
- 9.2 *To preserve open space and create recreational opportunities, innovative regulatory techniques and incentives such as but not limited to, purchase of development rights, transfer of development rights, conservation easements, land trusts and community acquisition of lands for public ownership shall be encouraged.*
- 9.3 *The use of Open Space Taxation Laws shall be encouraged as a useful method of land use control and resource preservation.*
- 9.4 *Expansion and enhancement of parks, recreation and scenic areas and viewing points shall be identified, planned for and improved in shorelands, and urban and rural designated areas.*
- 9.5 *Property owners shall be encouraged to site and design new construction to minimize disruption*

DRAFT

of visual amenities and solar resources of adjacent property owners, public road ways, parks, lakes, waterways and beaches.

- 9.6 *Development of new park and recreational facilities shall adhere to the policies set out in this Comprehensive Plan document.*
- 9.8 *Incompatible adjacent uses including industrial and commercial areas shall be adequately buffered by means of landscaping, or by maintaining recreation and open space corridors.*
- 9.9 *A park and recreation system shall be promoted which is integrated with existing and planned land use patterns.*
- 9.10 *Indoor and outdoor recreation facilities shall be designed to provide a wide range of opportunities allowing for individual needs of those using these facilities.*
- 9.12 *In planning new park and recreation facilities, Skagit County shall take into consideration natural features, topography, floodplains, relationship to population characteristics, types of facilities, various user group needs and standards of access including travel time.*

Skagit County Comprehensive Park and Recreation Plan

The *Skagit County Comprehensive Park and Recreation Plan* (June 1998), adopted by Ordinance No. 17030 is hereby adopted by reference. This plan recognizes Bayview Ridge as a growing urban area lacking adequate parks and recreation facilities. The Parks Plan states that there are no county-owned, regional park sites within the county serving regional park needs. Further, within Bayview Ridge, the standards for Community Parks and Special Use areas are not met. It is noted, however, that Bayview State Park, the Padilla Bay Nature Trail, and the Padilla Bay National Estuarine Research Reserve are located just west of Bayview Ridge Subarea. The Facility Plan adopted as part of the Skagit County Comprehensive Park and Recreation Plan specifically identifies the need for a Bayview Community Park. The 25-acre park is proposed to be located south of Peterson Road and west of the Bayhill development. This would allow for views from the park and would be convenient to both nearby residents and employees of the business park.

The *Facility Plan* also shows the proposed “Fishtown Loop Trail,” connecting La Conner with Mount Vernon, bordering the southeastern edge of the Bayview Ridge Subarea along SR 20.

BAYVIEW RIDGE SUBAREA PLAN

The Subarea Plan integrates both parks and open space into the proposed development pattern. While the 1998 *Skagit County Comprehensive Park and Recreation Plan* recommends that the proposed 25-acre Bayview community park be located south of Peterson Road and west of the Bayhill development, the actual location of the 25-acre community park should be re-examined by the Skagit County Parks and Recreation Department in light of the land use recommendations in this Subarea Plan and the recommendations of the *Skagit Regional Airport Land Use Compatibility Study*.

The 1998 *Skagit County Comprehensive Park and Recreation Plan* recommends the following park improvements:

- Two softball fields (275 to 300-foot outfields)
- Two youth baseball fields (200 to 250-foot outfields)
- Children’s play structure
- Trails and viewpoints
- Three soccer fields
- Restroom building
- Parking for 50 cars
- Picnic area

Proposed open space within Bayview Ridge will consist of wetlands and their associated buffers, buffers between industrial and adjacent residential development, and the buffer around the community center area. Open space will also be retained along the northeast edge of the Subarea, along the hillside. This open space will be used primarily for wildlife habitat and aesthetics/visual separation. The extent to which any open space will be used for passive recreation and trails must be determined on a case-by-case basis, based on potential impacts to environmentally sensitive areas.

Further discussion of parks, recreation and open space levels of service (LOS) can be found in Chapter 7 (pages 7-10 – 7-12).

GOALS, OBJECTIVES, AND POLICIES

Goal 9A To provide (and facilitate the provision of) a range of park and recreational services and open space areas to meet the needs and interests of the Bayview Ridge community.

Objective 9A-1 Provide parks, recreational open space, trails, and other recreation facilities that

will meet the county's interests and needs in a cost-effective manner.

- Policy 9A-1.1 *Acquire and develop lands and facilities that will be particularly attractive and cost efficient to maintain.*
- Policy 9A-1.2 *Develop a master plan for the Bayview Ridge Community Park, including citizen involvement.*
- Policy 9A-1.3 *Develop a Comprehensive Open Space Plan that satisfies the need for open space for aircraft safety, parks, recreation and critical areas.*
- Policy 9A-1.4 *Provide public open space opportunities scattered throughout Bayview Ridge.*
- Policy 9A-1.5 *Preserve and protect significant environmentally sensitive areas and incorporate these areas into an open space system.*
- Policy 9A-1.6 *Require that usable open space be within walking distance of all residents. Small neighborhood parks and tot lots will be owned and maintained by a Homeowners' Association, unless otherwise approved by Skagit County.*

Objective 9A-2 Use a variety of innovative land use techniques to maintain the character and quality of parks and open space, including but not limited to conservation and open space easements, public trust, public lands, transfer and purchase of development rights and other means.

- Policy 9A-2.1 *Encourage shared use of public and quasi-public facilities.*
- Policy 9A-2.2 *Work with non-profit entities to ensure long-term preservation of parks and open space.*
- Policy 9A-2.3 *Utilize park standards as established in the Skagit County Comprehensive Park and Recreation Plan to ensure that as land development occurs, adequate land is set aside within new development for parks and open space and that the impacts on neighborhood and community parks are assessed and mitigated appropriately.*

Objective 9A-3 *Create a comprehensive system of multi-purpose trails for recreational bikers and walkers, joggers, bicyclists and Bayview Ridge residents and employees.*

- Policy 9A-3.1 *Develop a trail system that links the residential, community center and*

airport/industrial portions of the Subarea.

- Policy 9A-3.2 *Develop design standards for the multi-purpose trail system.*

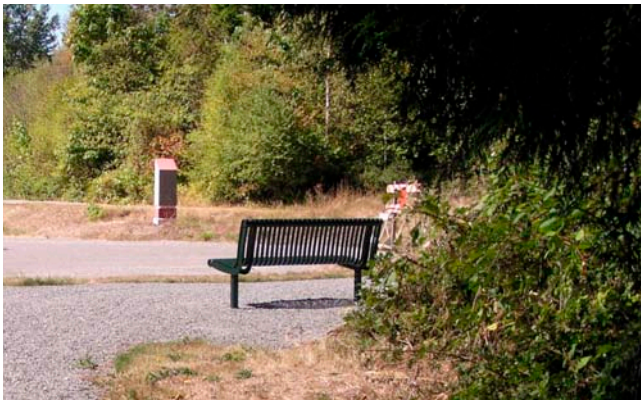
- Policy 9A-3.3 *Include standards for trails (number of miles per resident/employee) in the adopted park standards.*

CHAPTER 10 - Natural Environment

EXISTING CONDITIONS

The Natural Environment Element addresses the protection, conservation, preservation, and restoration of the natural resources the Bayview Ridge Subarea, including wetlands, fish and wildlife habitat, geologic hazard areas, and other critical areas.

The Bayview Ridge Subarea is situated on a topographic bench above the Skagit Valley floodplain, and the marine waters of Padilla Bay to the west. The natural landscape within the Bayview Ridge Subarea encompasses gently sloping terrain, steep hillsides, numerous wetlands, large stands of mature trees, and open fields. In past years, the Bayview Ridge Subarea has experienced a high level of growth associated with industrial development in and around the Skagit County Airport and residential development. With that growth has come a slow degradation of the natural environment. Generally, there has been a decrease in the water quality of the wetlands, and the amount of native vegetation, opens space and populations and diversity of fish and wildlife species within the Subarea has also decreased as development has occurred.



Critical Areas. Skagit County identifies wetlands, aquifer recharge areas, flood hazard areas, geologically hazardous areas, and fish and wildlife habitat

conservation areas as critical areas of the natural environment requiring conservation and protection. Some of these areas, such as geologic hazards, aquifer recharge areas and flood hazard areas are critical because of the hazard they represent to public health and safety. Others, such as fish and wildlife habitats and wetlands are critical because of their public value. While critical areas are present throughout the county, their identification and exact location are not always mapped or mapped accurately. Critical areas may exist in the Subarea, some of which may not be currently identified. The county will use critical area site assessments at the time of permit or development authorization to confirm the presence, exact location and classification of critical areas.

Aquifer Recharge Areas. The Bayview Ridge Subarea does not contain identified aquifer recharge areas.

Flood Hazard Areas. Flooding is not a serious hazard in the Bayview Ridge Subarea. Most of the Subarea lies above the floodplains for the Samish River to the north and the Skagit River to the east and south. The Subarea has identified flood hazard areas. Higgins Slough flows through the southeastern tip of the Subarea, just north of SR 20 in the vicinity of Ovenell and Avon-Allen Roads. No-Name Slough and Joe Leary Slough lie outside of the Subarea to the west and north, respectively. These sloughs are in flood hazard areas of the Samish and Skagit Rivers.

Geologically Hazardous Areas. Potential geologic hazards in the Bayview Ridge Subarea would include areas of erosion and landslide hazards. There are no known faults in the Subarea.

Soils in the vicinity of the airport are mapped as Bow gravelly loam (0 to 3 percent slopes), which is subject to seasonal wetness due to a perched water table. Bellingham silt loam, a very poorly drained soil, is found in smaller depressional areas. The Subarea does not contain “prime farmland soils” as defined in the *Skagit County Comprehensive Plan*. Three soil types are prone to soil erosion hazards: 55 Fidalgo-Lithic Xerochrepts-

Rock outcrop complex 3 to 30 percent slopes, 139 Swinomish gravelly loam 15 to 30 percent slopes, and 165 Xerorthents 0 to 5 percent slopes.

The majority of the Subarea is flat to gently sloping. Steep slopes (0 - 30 percent) defining the bench above the floodplain form the eastern and northeastern edges of the Subarea. Skagit County considers slopes of 30 percent or greater to be potentially geologically hazardous. Floodplain areas are susceptible to liquification.

Wetlands. Wetlands are legally protected under the Federal Clean Water Act, the State Growth Management Act, and Skagit County code regulations. Wetlands are areas identified by the presence of water during the growing season, hydric soils, and the presence of a plant community that is able to tolerate prolonged soil saturation. These areas provide many important environmental functions, including reducing the impact or frequency of flooding, providing habitat, recharging aquifers, providing clean water for fish, other aquatic species and wildlife, and providing a visual buffer in the built landscape.

Numerous wetlands are scattered throughout Bayview Ridge Subarea (Figure 10), and are especially prevalent in the western and central portions of the Subarea.

A total of 1,043 acres of wetlands and associated buffers are identified in the Bayview Ridge Subarea. Some wetlands in the Subarea are fragmented or isolated by existing development; others have been hydrologically modified by uncontrolled or poorly controlled stormwater runoff, or support populations of primarily invasive or undesirable plants and animals.

The Port of Skagit County identified 694 acres of wetlands/buffer/open space within their 1830-acre ownership as part of the Skagit County WIN Wetland Management Plan (Skagit County Wetlands and Industry Negotiation). Of the 694 acres, 250 acres are delineated as high functioning wetlands and 200 acres are identified as buffers.

The WIN Program is a planning process that began in 1994 to identify and protect high functioning wetlands, and identify and impact, where necessary, lower functioning wetlands. This process has been completed for the Port ownership.

Within the remainder of the Subarea, wetland identification is based on the National Wetland Inventory and interpretations of aerial photography. Approximately 349 acres of wetlands and buffers have been identified in the Subarea outside of the Port ownership. The precise boundaries of these wetlands are not known and

would be delineated by project proponents as specific development projects are proposed.

Fish and Wildlife Habitat: Fish and wildlife habitats are often classified by watercourse or stream type and vegetation type. Higgins Slough flows along the southeastern tip of the Subarea, just north of SR 20 in the vicinity of the Ovenell and Avon-Allen Roads. Higgins Slough is known habitat for Coho. The Washington State Department of Fish and Wildlife (WDFW) determined all ditches that exist on the Port of Skagit County ownership north of Ovenell Road (other than Higgins Slough) are “artificial watercourses.” See Appendix B for WDFW letter. No other streams or watercourses are known to exist with the Subarea. Vegetation within Bayview Ridge consists of large stands of evergreen and deciduous trees, pasture grass, wetland vegetation and residential landscaping.

While the amount and location of productive fish and wildlife habitat in the Bayview Subarea has been altered through the conversion of open lands to agricultural and urban uses, there remain areas retaining high habitat value. Known fish and wildlife habitat conservation areas delineated by Skagit County within the study area are shown in **Figure 11**. These habitat areas include wetlands, Higgins Slough, and areas associated with Bald Eagles. No other known state or federal sensitive, threatened or endangered species are documented by WDFW or Skagit County within the Subarea. Skagit County has no other designated Habitat Conservation areas within the study area?

Figure 10 – Wetlands

RELATIONSHIP TO OTHER PLANS

Countywide Planning Policies

Countywide Planning Policy 10 (GMA Goal 10) protects the environment and enhances the high quality of life, including air and water quality and the availability of water. Pertinent specific policies include:

- 10.1 Natural resource lands, including aquatic resource areas and critical areas shall be classified and designated, and regulations adopted to assure their long-term conservation. Land uses and developments that are incompatible with critical areas shall be prohibited except when impacts from such uses and developments can be mitigated.*
- 10.2 Land use decisions shall take into account the immediate and long range cumulative effects of proposed uses on the environment, both on and off-site.*
- 10.3 The County shall reduce the loss of critical aquatic and terrestrial habitat by minimizing habitat fragmentation.*
- 10.4 Wetlands, woodlands, watersheds and aquifers are essential components of the hydrologic system and shall be managed to protect surface and groundwater quality.*
- 7.7 Development shall be directed away from designated natural resource lands, aquatic resource areas and critical areas.*
- 10.9 Septic systems, disposal of dredge spoils and land excavation, filling and clearing activities shall not have an adverse significant affect on Skagit County waters with respect to public health, fisheries, aquifers, water quality, wetlands, wildlife habitat, natural marine ecology and aquatic based resources.*
- 10.11 When evaluating and conditioning commercial, industrial or residential development, Skagit County shall consider threatened or endangered wildlife.*
- 10.12 Skagit County shall enter into inter-agency agreements with appropriate state and local agencies and Native American Tribes for compliance with watershed protection, including but not limited to, the cumulative effects of construction, logging and non-point pollution in watersheds.*

Figure 11 – WA Dept. of Fish and Wildlife Priority Habitat and Species

BAYVIEW RIDGE SUBAREA PLAN

The Bayview Ridge Subarea Plan provides for protection of the environment and enhancement of the area's quality of life while still permitting urban growth. Compliance with Skagit County's existing critical area regulations will allow urban growth with protection of the natural environment.

Additional measures can be taken, however, to provide opportunities for creating corridors which will benefit fish and wildlife habitat and the community. As wetlands are identified and delineated, wetland open space corridors consisting of wetlands and their vegetated buffers can be linked as open space and wildlife habitat corridors. These "critical areas" should be set aside as permanent open space, providing for a higher quality of life for the community while protecting the resource for future generations. Development on steep slopes or other geologically hazardous areas are restricted by existing regulations and provide another opportunity to permanently protect open space corridors for the benefit of both the community and fish and wildlife habitat. The slopes in the north and eastern sections of the Subarea are possible locations for these corridors. Landscape buffering of industrial properties in the western half of the Subarea can provide additional fish and wildlife habitat, and may allow corridors to link with No Name Slough, and ultimately, Padilla Bay to the west. Within the residential areas, natural and native vegetation should be required for open space areas to provide visual buffers, increase water quality and stormwater runoff control, and to maintain wildlife habitat.

GOALS, OBJECTIVES, AND POLICIES

Goal 10A The critical areas and natural environment of the Bayview Ridge Subarea, which provide the opportunity to live, work and play in a healthy environment, should be maintained, protected and enhanced for the enjoyment and use of present and future generations.

Objective 10A-1 Protect and conserve all elements of the natural environment of the Bayview Ridge Subarea, including but not limited to wetlands, fish and wildlife habitat, native vegetation, and steep slopes by carefully managing growth and limiting development in sensitive ecosystems.

Policy 10A-1.1 All new development and substantial improvements to existing development shall comply with the Skagit County Critical Areas Ordinance and Comprehensive Plan with respect to the environment.

Policy 10A-1.2 Low impact development tools should be considered for implementation in sensitive environments. Tools include reducing the amount of impervious surface on each development site, minimizing soil disturbance and erosion, discouraging vegetation removal during site development and construction.

Policy 10A-1.3 The use of native species in a natural setting should be required for all commercial and industrial landscape buffers.

Policy 10A-1.4 Naturally vegetated open space tracts should be required for future residential developments.

Policy 10A-1.5 Discourage the use of fertilizers and pesticides on lawns through awareness and education programs offering environmentally friendly, non-chemical alternatives.

Policy 10A-1.6 Require public and private golf courses to maintain their facilities in an environmentally sensitive manner. Chemicals, such as pesticides, herbicides, and fertilizers, should be applied in such a manner that they do not adversely impact the biological functioning of adjacent wetlands or downstream water bodies.

Objective 10A-2 Preserve, protect, and enhance wetlands contained within the Bayview Ridge Subarea and increase public education efforts regarding the function, value and importance of protecting wetlands.

Policy 10A-2.1 Encourage enhancement of wetland buffer areas through appropriate plantings of native vegetation.

Policy 10A-2.2 Require a detailed inventory of wetlands on all properties proposed for development, including delineation and categorization of wetlands by a wetlands professional.

Policy 10A-2.3 Encourage restoration of wetlands that have been degraded as a result of previous developments within the Subarea.

Policy 10A-2.4 If it appears a development project will contribute runoff to a wetland, require the evaluation and mitigation of the potential impacts of stormwater runoff on wetlands,

Policy 10A-2.5 The County shall provide adequate enforcement and inspection services to protect wetlands during, and after, the development process, to assure compliance with County wetland regulations.

Objective 10A-3 Preserve the existing fish and wildlife species contained within the plan area and the natural habitats that support these species in a manner that is compatible with the Skagit Regional Airport.

Policy 10A-3.1 Cooperate with the Washington Department of Fish and Wildlife to identify sites that contain snags, nesting and roosting sites for state or federally listed threatened or endangered bird populations.

Policy 10A-3.2 Establish buffer zones around identified critical habitats that are sized per Skagit County Critical Area Regulations and/or federal Endangered Species Act requirements.

Policy 10A-3.3 Promote backyard wildlife sanctuary programs and encourage the use of native vegetation and other habitat features in residential landscaping.

Policy 10A-3.4 Cooperate with the Washington Department of Fish and Wildlife to survey fish species, range and habitat within Higgins Slough and other downstream watercourses adjacent to the Bayview Ridge Subarea.

Policy 10A-3.5 Minimize open water areas that could attract water fowl and present a safety hazard to air traffic.

Objective 10A-4 Protect, preserve existing habitat corridors within the Bayview Ridge Subarea.

Policy 10A-4.1 Enhance wildlife movement through native vegetation corridors by minimizing fencing.

Policy 10A-4.2 Require all designated critical area buffers be reserved as open space through native growth protection areas and link these areas when feasible through property acquisition.

Policy 10A-4.3 Require (or increase) penalties for native growth disturbance or removal within native growth protection areas.

Policy 10A-4.4 Coordinate with the Port of Skagit County to ensure the continued maintenance, monitoring and management of their extensive wetlands, buffers, habitat, and open space in the public interest, while encouraging non-motorized public access to view the area through the

accessible pedestrian pathway system.

Policy 10A-4.5 Coordinate with the Washington Department of Fish and Wildlife to identify and protect any wildlife migration corridors.

CHAPTER 11 - Essential Public Facilities

EXISTING ESSENTIAL PUBLIC FACILITIES

Essential Public Facilities are defined by the Growth Management Act (GMA) and include facilities such as airports, state education facilities, state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities, and in-patient facilities. These facilities, although often difficult to site, are essential to the functioning of the community as a whole. The GMA requires every comprehensive plan include a process for siting such facilities.

Essential public facilities are addressed in Chapter 15 of the *Skagit County Comprehensive Plan*. Three existing county-wide essential public facilities are identified, two of which are located in the Bayview Ridge Subarea - the Skagit County Regional Airport and the Skagit County Solid Waste Transfer Station. The Subarea plan must provide for continued utility of these facilities in light of proposed development.



The Skagit Regional Airport, located in the central and western portions of the Subarea, was originally built in 1933 as military facility. The airport is now a general aviation airport owned by the Port of Skagit County and is the largest airport in Skagit County. The current *Skagit Regional Airport Master Plan* extends through the year 2013. The Plan predicts an increase from 55,230

annual take-offs and landings in 1992, to 100,100 operations by 2013. The composition of the aircraft fleet is expected to continue to be dominated by business oriented flight, private transportation, flight training, or other forms of non-commercial activity using single- and multi-engine piston aircraft. Air cargo operations are also forecast to increase from 4,300 operations in 1992 to 7,300 operations in 2013. Commercial passenger service is expected to offer about 13 flights per day to from the Seattle-Tacoma International Airport by 2013.

The Skagit County Solid Waste Handling Facility is located in the southwestern portion of the Subarea, within the Bayview Ridge Heavy Industrial zone.

RELATIONSHIP TO OTHER PLANS

Countywide Planning Policies

Countywide Planning Policy 12 (GMA Goal 12) addresses the availability of public facilities and services.

12.2 *All communities within a region shall fairly share the burden of regional public facilities.*

12.3 *A process shall be developed for identifying and siting essential public facilities. The Comprehensive Plan may not preclude the siting of essential public facilities.*

BAYVIEW RIDGE SUBAREA PLAN

In the development of this Subarea Plan, the constraints on land use resulting from the Skagit Regional Airport and Skagit County Solid Waste Handling Facility have been considered at length. The *Skagit Regional Airport Land Use Compatibility Study* (May, 2000) was prepared specifically to address compatibility with respect to height, noise, and land use/safety concerns.

The Subarea Plan addresses the long-term viability of the Skagit Regional Airport. Within the central and western portions of the Subarea, 761 acres are designated for aviation-related uses, and an Aviation-Related zoning district (AVR) has been created for these uses.

DRAFT

The majority of Bayview Ridge lies within a special Airport Environs Overlay (AEO) zone that addresses issues such as land use, density, height, and provision of open space.



With respect to the transfer station, the site is located in the Bayview Ridge Heavy Industrial area, as far as practical from existing or planned residential development.

GOALS, OBJECTIVES, AND POLICIES

Goal 11A Assure continued use of Skagit Regional Airport, recognizing its role as a major force for economic development countywide.

Objective 11A-1 Support the Port of Skagit County in its efforts to provide airport facilities and services for all users in a manner that maximizes safety, efficiency, and opportunity for use.

Policy 11A–1.1 Maintain and ensure the continued preservation and utility of the Skagit Regional Airport during its expected future growth as identified in the Skagit Regional Airport Master Plan.

Policy 11A–1.2 Work with the Port of Skagit County to adopt development standards which allow development of the airport consistent with the approved Master Plan while providing for a high quality business and industrial environment.

Policy 11A–1.3 Coordinate capital facility planning within Bayview Ridge with the Port of Skagit County.

Policy 11A–1.4 Work with the Port of Skagit County to enhance the opportunities for business and industrial development within Bayview Ridge.

Policy 11A–1.5 Clearly identify any required land use constraints necessary to protect the long-term viability of the airports in all Bayview Ridge development standards.

Policy 11A–1.6 Actively participate in the Airport Master Plan Update process.

Goal 11B Provide for the siting of new essential public facilities based on the requirements of Chapter 15 of the Skagit County Comprehensive Plan.

APPENDIX A - Land Use Acreage and Population Calculations

**TABLE 1-A
BAYVIEW RIDGE EXISTING LAND USE**

USE/ZONING	Total Acres	Developed Acres ¹	Roads/ Right of Ways	Wetlands/ Buffers ²	Developable Acres
Aviation-Related	761	754 ³	7	NA	0
Community Center	40	0	0	7	32
Heavy Industrial	411	92 ⁴	22	147	150
Light Industrial	1707	441 ⁵	46	625	595
Bayview Ridge Residential	709	343 ⁶	59	124	307 ⁷
Sub-Total (UGA Total)	3,628	1,630	134	903	1,084
Rural Reserve	78	30 ⁸	0	19	48 ⁹
Urban Reserve	315	56 ¹⁰	6	101	253 ¹¹
SUBAREA TOTAL	4,021	1,716	140	1,023	1,385 ¹²

1. Developed Acres includes parcels not suitable for development (size) and excludes land dedicated to roads and utilities.
2. Wetland and Buffer information based on NWI identified wetlands with a buffer added.
3. Assumes all AVR designated land is already developed.
4. All parcels with a building/structure on them were counted as “developed.”
5. All parcels with a building/structure on them were counted as “developed.”
6. Parcels were considered “developed” if they met any of the following criteria: 1) parcel size less than 0.25 acres, with or without an existing home; 2) parcel size less than 2.5 acres with an existing home; 3) parcel size 5 acres or less with an existing home valued at \$225,000 or greater (building value only, not including land); or 4) owned by the Skagit Golf and Country Club.
7. Wetlands are not deducted as Skagit County Code gives development credits for wetlands that can be transferred to non-wetland lands.
8. All Parcels were considered developed if they met either of the following criteria: 1) parcel size is less than 1 acre, with or without an existing home, or 2) parcel is less than 10 acres with an existing home.
9. Wetlands are not deducted as Skagit County Code gives development credits for wetlands that can be transferred to non-wetland lands.
10. All Parcels were considered developed if they met either of the following criteria: 1) parcel size is less than 1 acre, with or without an existing home, or 2) parcel is less than 10 acres with an existing home.
11. Wetlands are not deducted as Skagit County Code gives development credits for wetlands that can be transferred to non-wetland lands.
12. Includes wetland acreage for BR-R, RRv, and URv zoned lands.

**TABLE 2-B
HOUSING AND POPULATION**

Zone	Existing Homes ¹	Existing Population ²	Potential New Homes	Potential New Population	Potential Total Homes	Potential Total Population
BR-R	681	1,634	848 ³	2,035	1,529	3,670
Sub-Total (UGA Total)	681	1,634	848	2,035	1,529	3,670
RRv	7	17	9 ⁴	22	16	39
URv	21	50	51 ⁵	122	72	173
SUBAREA TOTAL	709	1,701	908	2,179	1,617	3,882

- Homes are counted in Residential zones only – BR-R, RRv, and URv.
- Population is based on 2.4 persons per household (2000 Census County Population/Dwelling Units)
- Number of new homes assumes urban development (4 homes/1 acre) and 278 282 developable acres (303 307 developable acres minus 25 acres for a community park, less a 25% (70 acres) Market Factor) in the BR-R zone.
- Number of new homes assumes CaRD development (1 home/5 acres) and 48 developable acres in the RRv zone.
- Number of new homes assumes CaRD development (1 home/5 acres) and 238 253 developable acres in the URv zone.

DETAILS OF “POTENTIAL NEW HOMES” CALCULATIONS:

BR-R

- 307 acres of developable land (from Table 1A)
- Less 25 acres for a community park
= 282 developable acres
- Less a 25% Market Factor (70 acres)
= 212 developable acres
- Assuming urban development (4 homes/1 acre) = 848 Potential New Homes

RRv

- 48 acres of developable land (from Table 1A)
- Assuming CaRD development (1 home/5 acres) = 9 Potential New Homes

URv

- 253 acres of developable land (from Table 1A)
- Assuming CaRD development (1 home/5 acres) = 51 Potential New Homes

UGA needs to accommodate allocated population of 3,420.
 UGA has land capacity to accommodate population of 3,882.
UGA can accommodate allocated population plus an additional 462 people.

APPENDIX B - Washington State Department of Fish & Wildlife Letter, April 10, 1997

DRAFT