

BAYVIEW RIDGE SUBAREA PLAN AND DEVELOPMENT REGULATIONS

Final Environmental Impact Statement (FEIS)

February 2004

Prepared by:

ReidMiddleton

Skagit County
City of Burlington
Port of Skagit County

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February 2004

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

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Skagit County

City of Burlington

Port of Skagit County

FACT SHEET

PROPOSED ACTION

The proposed action is adoption of the Bayview Ridge Subarea Plan and implementing Development Regulations. The recommended Subarea Plan proposes that a 3,633 acre Bayview Ridge Urban Growth Area (UGA) be developed as a cohesive, self-sufficient urban community while insuring continued compatibility with the Skagit Regional Airport.

Three alternative Subarea Plan/UGA scenarios are evaluated in this [EIS](#).

LOCATION

The Bayview Ridge Subarea is located in the Skagit Valley approximately one mile west of the City of Burlington and 1 1/2 miles northwest of the City of Mount Vernon. The Subarea generally lies between the Farm to Market Road on the west and Avon Allen Road on the east, and between Josh Wilson Road on the north and Ovenell Road on the south.

PROJECT PROPONENT AND LEAD AGENCY

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200 West Washington Street
Mount Vernon, WA 98273

DATE OF IMPLEMENTATION

Adoption of a Subarea Plan and Development Regulations - [Spring 2004](#)

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REQUIRED PERMITS AND APPROVALS

Skagit County

Adoption of the “*Bayview Ridge Subarea Plan*”
Amendment of Title 14 **of the Skagit County Code** to include new development regulations for the Bayview Ridge Subarea.

DATE OF ISSUE OF FEIS: February 2004

LOCATION OF ADDITIONAL DOCUMENTS

Technical reports, background data, and other relevant information are available at the following locations:

Skagit County Planning and Permit Center
200 West Washington Street
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COST OF FEIS: _____

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CHAPTER 1 - SUMMARY

1.1 Document Format

This Final EIS contains the full text of the Draft EIS, with revisions based on comments received during circulation of the Draft EIS, and updated information. The revisions are depicted by text shading. Chapter 4 of this document contains the comments received on the Draft EIS and responses to those comments.

1.2 Proposed Action

Bayview Ridge Subarea Plan and Development Standards

The proposed action is the adoption of the *Bayview Ridge Subarea Plan* and associated development standards for the 4,011-acre Bayview Ridge Subarea. The Subarea Plan will define the size and extent of the Bayview Ridge Urban Growth Area (UGA) and the distribution of land uses therein, as well as the distribution and density of land uses for any portion of the Subarea to remain outside the UGA.

The location of the Bayview Ridge Subarea is shown in Figure 1. The boundaries of the Subarea are shown in Figure 2. The Subarea boundaries were established after reviewing the existing pattern of urban development, boundaries of the existing sanitary sewer and water system service areas (City of Burlington and Skagit County PUD No.1, respectively), identification of significant physical features such as topographic relief and major arterial streets, and allocated countywide planning policy forecasted population and associated commercial/industrial land use acreage.

The Bayview Ridge Subarea contains the Skagit Regional Airport, commercial/industrial uses, residential development, wetlands/open space and undeveloped land. The current Bayview Ridge UGA, established by Skagit County Ordinance No. 17938, and as reaffirmed under Ordinance No. 18264, encompasses 2,806 acres within the central and western portions of the Subarea.

The proposed Subarea Plan consists of specific goals and policies for the Bayview Ridge UGA, a land use map, and a capital facilities program to guide future development within Bayview Ridge. The boundaries of the Bayview Ridge UGA will be determined as part of this planning process. Associated development standards consistent with the Subarea Plan, including amendments to the existing Airport Environs Overlay (AEO) Zone and new industrial, commercial and residential zoning regulations for development within the UGA, will be adopted.

Purpose of the Environmental Impact Statement (EIS)

The primary purpose of this programmatic non-project Environmental Impact Statement (EIS) is to ensure that environmental impacts of alternative development/UGA scenarios are disclosed and evaluated by local government decision-makers. The EIS process will enable Skagit

Figure 1 – Bayview Ridge Subarea Plan: Vicinity Map

Figure 2 – Bayview Ridge Subarea

County, the Port of Skagit County, the City of Burlington, other departments, agencies, tribes, and interested citizens to review and comment on the proposed action. This process is intended to assist Skagit County in the evaluation and adoption of a Plan for the Bayview Ridge Subarea, including identification of relevant environmental issues, potential environmental impacts, and appropriate mitigation measures prior to issuing a Final Environmental Impact Statement (FEIS) and adopting a Subarea Plan. Skagit County will use this EIS in conjunction with other relevant materials and considerations to plan actions and make decisions (WAC 197-11-400).

1.3 Proposal Objectives

The proposed Subarea Plan proposes that the existing 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. The variety of existing residential development and 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 that choose to live and work in Bayview Ridge.

The proposed Bayview Ridge Subarea Plan is designed to provide for the planned and orderly growth of the Bayview Ridge Subarea. The objectives of the Subarea Plan are to:

- Establish a Bayview Ridge Urban Growth Area based on its suitability for development and the commitment of public and private services and resources already invested in the area.
- Recognize the unique suitability of the Subarea for accommodating new residential development consistent with Skagit County policies regarding county-wide protection of farmland, protection of floodplains, maximizing existing regional infrastructure and accommodating projected growth.
- Create a cohesive, thriving community with a diversity of residential, industrial, airport and community/public uses.
- Provide an opportunity for residents to live, work and recreate within the Subarea.
- Preserve and protect aviation activity at the Skagit Regional Airport (an essential public facility) consistent with the *Skagit Regional Airport Master Plan* and the *Skagit Regional Airport Land Use Compatibility Study*.
- Provide for continued 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.
- Create a Community Center to be a hub of local service provision and limited commercial activity serving Bayview Ridge residents and employees.

1.4 Project History

Skagit County, the City of Burlington, and the Port of Skagit County have embarked on a mutually agreed to regional land use planning strategy for the Bayview Ridge Subarea and the Bayview Ridge Urban Growth Area. The Bayview Ridge Urban Growth Area is an independent,

non-municipal urban growth area and as such, is not contiguous to or affiliated with a city or town. This unique arrangement creates a need for regional cooperation among the various stakeholders.

Critical to this planning process is analyzing and assessing the impact of land uses adjacent to the Skagit Regional Airport. The State of Washington Growth Management Act (GMA) discourages the siting of land uses that are incompatible with an airport. Assuring long-term viability of the airport as a regional transportation facility (an essential public facility) while allowing for development on adjacent properties is of primary importance in development of a long-range plan for the Bayview Ridge Subarea and UGA. An Airport Environs Overlay (AEO) Zone, adopted by Skagit County in July 2000, now overlays a majority of the Subarea.

In early 2000, Skagit County received a grant from the Washington State Department of Community, Trade and Economic Development to fund the preparation of the Bayview Ridge Subarea Plan and implementing development standards. A report titled *Skagit Regional Airport Land Use Compatibility Study* was prepared and a *Draft Bayview Ridge Urban Growth Area Subarea Plan* and implementing Development Standards were then prepared under the auspices of the Skagit County Planning and Permit Center.

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 (CAC) to work with staff in creating the Bayview Ridge Subarea Plan. Representatives from the City of Burlington and the Port of Skagit County also participated in the planning process. The CAC recommendations are presented as "Alternative 2 – Citizen Advisory Committee Recommendation" in this Draft EIS.

Subsequent to a review of the CAC recommendation, Skagit County staff re-examined certain issues in more detail. Modifications to some CAC recommendations were made and the resulting document is the *Proposed Bayview Ridge Subarea Plan* (Alternative 4 in this Draft EIS).

Public involvement activities are ongoing. 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 noted 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, to present the results of the Skagit Regional Airport Land Use Compatibility Study, and to answer questions from the public. Additional opportunities for citizen participation will be available throughout the Subarea planning and EIS 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.

1.5 Compliance with the Growth Management Act (GMA)

The *Skagit County Comprehensive Plan* (1997) identified Bayview Ridge as a 4,093-acre Urban Growth Area. 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 (*Abenroth, et al. v. Skagit County, Case No. 97-2-0060c*). On January 23, 1998, the WWGMHB ruled that the portion of the Bayview Ridge Urban Growth Area outside the ownership of the Port of Skagit County was invalid because there was not adequate documentation to support its designation as an urban growth area.

In response to the WWGMHB ruling, Skagit County adopted Interim Ordinance #17568, which established interim land use restrictions and requirements (development standards) for new development, public facilities, and services for a 2,806-acre Bayview Ridge Urban Growth Area and surrounding environs. These development standards became permanent regulations through the subsequent adoption of Ordinance #17938, and were codified under Ordinance #18264.

The current action, adoption of a Subarea Plan and associated development standards, seeks to determine the boundaries of the Bayview Ridge UGA and establish permanent development standards.

Of the 13 planning goals established in the 1990 Growth Management Act (GMA), the most significant for this Subarea Plan are those State goals designed to:

- Encourage development in urban areas where adequate public facilities exist or can be provided in an efficient manner.
- Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- Encourage the availability of affordable housing to all segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
- Encourage economic development.
- Protect the environment and enhance the State's quality of life.
- Encourage the involvement of citizens in the planning process.
- Ensure that those public facilities and services necessary to support development are adequate at the time of occupancy and use without decreasing current service levels below locally established minimum standards.

This Subarea Plan is intended to bring the Bayview Ridge Urban Growth Area into compliance with the State Growth Management Act and address outstanding issues before the Western Washington Growth Management Hearings Board.

1.6 EIS Scoping Process

Under Washington State regulations governing EIS documents, the lead agency is required to narrow the scope of environmental review to the probable significant adverse impacts and reasonable alternatives including mitigation measures (WAS 197-11-408). Impacts not

considered significant can be eliminated from detailed study. Elements identified for analysis in this document were presented through a public scoping process, including a public scoping meeting. Both oral and written comments were received (see Section 2.3).

SEPA rules also acknowledge that less detailed information is available on the impacts associated with the adoption of a planning action and allow the discussion of alternatives at a level of detail appropriate to the scope of the non-project, programmatic proposal. SEPA also encourages discussion of alternatives as a means to accomplish stated objectives. In this document, the level of detail is generally at the Subarea level, as each of the alternatives describes a land use planning concept for organizing, distributing, and serving growth throughout the Subarea. The alternatives are discussed and evaluated based on their ability to satisfy requirements of the Growth Management Act, Countywide Planning Policies (2000)¹, and policies contained in the *Skagit County Comprehensive Plan (2000)*.

1.7 Phased Environmental Review

Skagit County is using phased review, as authorized by SEPA (WAC 197-11-060(5)(b)), in its environmental review of growth management planning actions. This EIS addresses a programmatic non-project action. This analysis will be used to review the general environmental impacts of future actions within Bayview Ridge, including adoption of a Subarea Plan, adoption of development standards and, where applicable, individual development projects. In addition to this EIS, Skagit County intends to conduct a subsequent environmental review of development activities as they are proposed. This will permit incremental environmental review when subsequent implementing actions require a more detailed evaluation and as additional information becomes available.

1.8 Summary of Alternatives

Alternatives to the draft Subarea Plan and implementing Development Standards were developed based on potential Subarea Plan boundaries, land use/UGA scenarios and public comments received during preparation of the draft Subarea Plan and the DEIS scoping process.

Certain assumptions are common to all alternatives:

- Continued development of the Skagit Regional Airport and its associated Bayview Business and Industrial Park will occur within a UGA.
- An urban level of services will be provided within any UGA
- Although areas identified as wetlands and/or wetland buffers cannot be built upon, allowed residential density from these areas can be transferred to other portions of the same ownership. For purposes of determining the potential number of housing units in this analysis, no deduction has been made for wetland and/or buffer acreage. This likely results

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.

in an overstatement of the potential for residential development, as it is unlikely 100% of this density can be transferred in every case.

- The amount of residential land needed to accommodate the residential population currently allocated to the Bayview Ridge UGA includes a 25% market factor.
- The Bayview Ridge – Residential (BR-R) zone includes 25 acres of land for a community park.
- All residential land development outside the UGA, but still within the Subarea, would be required to develop as a Skagit County “CaRD - Conservation and Reserve Development”. The CaRD regulations require clustering of residential development to provide open space for agriculture, forestry, continuity of ecological functions, preservation of rural character, and reservation of lands that may be appropriate for future urban growth areas. With CaRD, the maximum density within the Rural Reserve District is one unit per five acres. The maximum density within the Rural Intermediate District is one unit per 2.5 acres.

The four alternatives addressed in this **EIS** are as follows:

Alternative 1: Industrial UGA with Rural Residential Development (No Action)

Alternative 1 would retain the existing Bayview Ridge UGA boundary as adopted under Interim Ordinance #17893 and as permanently adopted pursuant to Ordinance #17938 and as reaffirmed under Ordinance #18264. A 2,806-acre industrial UGA would encompass only the Skagit Regional Airport and Port of Skagit County and privately owned industrial properties in and around the Airport. No more than 235 acres of privately owned, industrial designated land would be developed prior to 2015.

The remaining 1,205 acres within the Subarea would remain outside the UGA, and would retain the current Rural Reserve and Rural Intermediate zoning designations. All new residential land development would be subject to CaRD requirements. Year 2015 population allocated to the Bayview Ridge UGA (i.e., 3,420 residents) would need to be re-allocated to other UGAs within Skagit County.

Existing industrial development standards for properties within the UGA portion of the study area, and the Airport Environs Overlay zone (applicable to the entire Subarea), would be modified consistent with the regulations proposed under Alternative 4. Development standards for public facilities and services would be adopted for roads, water, storm drainage, and sanitary sewer service within the UGA. Urban levels of service would be provided throughout the UGA, and to some extent, throughout the remainder of the Subarea.

The Alternative 1 Subarea Plan is shown in Figure 3.

Alternative 2: CAC Recommendation – Community UGA

Alternative 2 is adoption of the *Bayview Ridge Subarea Plan* and associated development standards as recommended by the Bayview Ridge Subarea Plan Citizens Advisory Committee (CAC). The 3,891-acre Subarea Plan with a 3,799-acre UGA would encompass airport, industrial, commercial, and urban residential development with the intent of creating a cohesive

Figure 3: Bayview Ridge Subarea Plan: Alternative 1

Figure 4: Bayview Ridge Subarea Plan: Alternative 2

and self-sufficient urban community. Urban levels of service would be provided throughout the Subarea. The 78-acre area lying along the south side of Josh Wilson Road, west of Higgins Way and the approximate 6-acre area near the SR 20/Avon-Allen Road intersection, would remain outside the UGA and would retain the existing Rural Reserve classification. The 8 acres lying at the northeast corner of SR 20 and the Avon-Allen Road would also remain outside the UGA and would retain its current commercial/ industrial designation. The Alternative 2 Subarea Plan is shown in Figure 4.

Future development within the 3,799-acre UGA would include: 2,913 acres of airport and industrial designated land; 8 acres of commercial land at the northwest quadrant of the intersection of SR 20/Avon-Allen Road; a new 15-acre community center located adjacent to and south of Peterson Road; and 863 acres of residential development lying both north and south of Peterson Road, which will also contain a new 25-acre community park. This residential area could accommodate approximately 2,966 new residents, for a population of 4,641 by year 2015. Alternative 2 could accommodate all of the projected year 2015 population increase allocated to the Bayview Ridge UGA, plus an additional 1,221 people.

Alternative 2 includes modification to the existing development standards for the industrial land use designations/zoning, including the Airport Environs Overlay zone. New land use regulations would be developed for the urban commercial and residential uses. The development standards for public facilities and services (roads, water, storm drainage, and sanitary sewer) would be similar to Alternative 4, the Proposed Action. Urban levels of service would be provided to the entire Subarea with the exception of the 78 acres outside the UGA along Josh Wilson Road and the 6 acres near the SR 20/Avon-Allen Road intersection, where no sanitary sewer service would be provided.

Alternative 3: Community UGA with Short-Term/Long-Term Planning Areas

Alternative 3 is similar to Alternative 2, with the following exceptions:

- The northern portion of the Subarea has been expanded to include an additional 136 acres of residential property;
- The existing 16 acre commercial area at Avon Allen Road/SR 20 is not included within the Subarea boundaries.
- The number of acres of land zoned Heavy Industrial was reduced from 651 acres to 411 acres. The 240 acres removed from the Heavy Industrial zone are rezoned to Light Industrial. Additionally, all land zoned Industrial in Alternative 2 is rezoned to Light Industrial in Alternative 3. The Light Industrial zoning provides additional limits on the types of uses not included in Alternative 2.
- The residential area within the UGA would be divided into short and long-term planning areas. Residential properties within the short-term planning area would be zoned to allow urban development within the current 20-year planning period. Residential properties within the long-term planning area are intended for future urban residential development - sometime after the current 20-year planning period. A formal conversion process would be required to move properties from the long-term to short-term planning area. Properties within the long-term planning area would be subject to land use regulations that prohibit any further division of land prior to the formal conversion.

Alternative 3 would result in 1,005 acres of residential land within the UGA; 654 acres within the short-term planning area and 351 acres within the long-term planning area. The short-term planning area (expected to be developed by 2015) could accommodate 1,632 new residents by 2015, for a total population of 3,266. Alternative 3 could accommodate 95 percent of the projected year 2015 population increase allocated to the Bayview Ridge UGA. However, the entire residential area could ultimately accommodate approximately 3,917 new residents, 1,632 in the short-term planning area and an additional 2,285 in the long-term planning area. At build-out, some year beyond 2015, the Bayview Ridge UGA could accommodate 5,601 residents.

In addition, 78 acres along the south side of Josh Wilson Road would remain outside the UGA and would retain its Residential Rural Reserve zoning.

The Alternative 3 Subarea Plan is shown in Figure 5.

Alternative 4: Proposed Bayview Ridge Subarea Plan – Community UGA (Proposed Action)

Alternative 4 is the *Proposed Bayview Ridge Subarea Plan* as prepared by Skagit County staff in cooperation with some members of the CAC, City of Burlington, and Port of Skagit County. Alternative 4 is similar to the CAC recommendation (Alternative 2), but reconfigures the boundary of the Subarea Plan; reduces the size of the residential portion of the UGA, creates an “Urban Reserve” designation for certain properties outside the UGA, reduces the amount of land in the Heavy Industrial zone, and limits commercial/retail uses allowed in the Light Industrial zone.

Future development within the 3,633 acre UGA would include: the 761 acres directly used by the airport, 2,152 acres of Port of Skagit County and private industrial land; a new 15-acre community center located adjacent to and south of Peterson Road; and 705 acres of residential development, including a new 25-acre community park, lying both north and south of Peterson Road. This urban residential area could accommodate a maximum of 1,997 new residents, for a population of 3,631 by year 2015. Alternative 4 could accommodate all of the projected year 2015 population increase allocated to the Bayview Ridge UGA, plus an additional 211 people.

That portion of the Subarea remaining outside the UGA would be designated “Rural Reserve” or “Urban Reserve”. Those areas designated “Urban Reserve” would be the next area studied for potential expansion of the UGA should future population allocations and available land supply warrant an expansion.

Alternative 4 is shown in Figure 6.

Tables 1A and 1B summarize the proposed Alternatives.

Figure 5: Bayview Ridge Subarea Plan: Alternative 3

Figure 6: Bayview Ridge Subarea Plan: Alternative 4

Table 1A – Bayview Ridge Subarea Plan
 Alternatives Summary – Acreage

Land Use	Alternative 1 No Action- Industrial UGA			Alternative 2 CAC Recommendation			Alternative 3 Short-Term / Long-Term Planning Areas			Alternative 4 Bayview Ridge Subarea Plan – Proposed Action		
	Total Acres	Developed Acres ¹	Developable Acres	Total Acres	Developed Acres ¹	Developable Acres	Total Acres	Developed Acres ¹	Developable Acres	Total Acres	Developed Acres ¹	Developable Acres
<i>Skagit Regional Airport (AVR)</i>	761	761	0	761	761	0	761	761	0	761	761	0
<i>Community Center (BR-CC)</i>				15	7	8	15	7	8	15	7	8
<i>Heavy Industrial (BR-HI)</i>	651	354	297	651	355	296	411	261	150	411	261	150
<i>Industrial/Light Industrial (BR-I and BR-LI)</i>	1,394	1,004	390	1,501	1,019	482	1,741	1,112	629	1,741	1,112	629
<i>Limited Commercial (BR-LC)</i>				8	8	0						
<i>Residential (BR-R; including the Short-Term Planning Area)</i>				863	426	437	654	402	252	705	402	303
<i>Residential (BR-R) Long-Term Planning Area</i>							351	33	318			
Sub-Total (UGA Total)	2,806	2,119	687	3,799	2,576	1,223	3,933	2,576	1,357	3,633	2,543	1,090
Natural Resource Commercial (CI)				8	8	0						
Residential – Rural Intermediate (RI)	403	379	24									
Residential – Rural Reserve (RRv)	802	130	672	84	33	51	78	30	48	78	30	48
Residential – Urban Reserve (URv)										300	62	238
SUBAREA TOTAL	4,011	2,628	1,383	3,891	2,617	1,274	4,011	2,606	1,405	4,011	2,635	1,376

¹ Developed Acres includes developed parcels, roads, and utilities. Wetlands and buffers are included in the Developed Acres column for Commercial and Industrial land use designations. Wetlands in Residential areas are considered potentially developed as the Skagit County Critical Areas Ordinance grants development credits for wetlands to be used on non-wetland properties.

Table 1B – Bayview Ridge Subarea Plan
 Alternatives Summary – Dwelling Units and Population

	Alternative 1 No Action- Industrial UGA		Alternative 2 CAC Recommendation		Alternative 3 Short-Term / Long-Term Planning Areas		Alternative 4 Bayview Ridge Subarea Plan – Proposed Action	
	Existing	Future Total	Existing	Future Total	Existing	Future Total	Existing	Future Total
DWELLING UNITS								
UGA Residential Dwelling Units (BR-R; including Short-Term/ Long-Term Planning Areas)	0	0	698	1,934	702	2,334	681	1,513
Rural Residential Dwelling Units (RI, RRv, and URv)	711	854	8	18	7	16	28	84
Total Subarea	711	854	706	1,952	709	2,350	709	1,597
POPULATION								
UGA Residential Population (BR-R; including Short-Term/ Long-Term Planning Areas)	0	0	1,675	4,641	1,684	5,601	1,634	3,631
Rural Residential Population (RI, RRv, and URv)	1,706	2,050	19	43	17	39	67	202
Total Subarea	1,706	2,050	1,694	4,684	1,701	5,640	1,701	3,833

Note: Calculations for Tables 1A and 1B can be found in Appendix A

1.9 Significant Areas of Controversy/Issues to be Resolved

This document is intended to focus the attention of the Skagit County Planning Commission, Skagit County Commissioners and citizens of Skagit County, as well as relevant special districts, state agencies, departments, and tribes on choices that will affect the future of both the Subarea and the County as a whole. These choices and the issues to be addressed include:

- How should Skagit County and the cities of Mount Vernon, Burlington, and Anacortes distribute the state-allocated urban population and employment growth? If new urban development is to be located outside the floodplain, should the County create a non-municipal UGA, or conversely, re-allocate the future urban population to other municipalities?
- How can upland development be designed so as to minimize impacts to bordering valley farmland?
- To what extent are urban services already provided to the Bayview Ridge UGA? How will additional services be paid for?
- Can the Bayview Ridge street system accommodate the additional traffic associated with growth?
- If the Bayview Ridge UGA is approved as proposed by Alternatives 2, 3, or 4, how can the existing “quality of life” as expressed by existing residents within the Subarea be maintained?
- If portions of the Subarea remain outside the UGA at this time, how can rural development within these areas be designed so as to not preclude future urban development?
- How does the Bayview Ridge Subarea Plan and associated development standards ensure compliance and consistency with the Growth Management Act and decisions from the Western Washington Growth Management Hearings Board?

1.10 Summary of Environmental Impacts and Mitigating Measures

Table 2 – Summary of Environmental Impacts and Mitigating Measures

Element	Alternative 4 Bayview Ridge Subarea Plan (Proposed Action)	Alternative 3 Short-Term/Long-Term Planning Areas	Alternative 2 Citizen Advisory Committee Recommendation	Alternative 1 Industrial UGA (No Action)
Water				
<p><i>Environmental Impacts</i></p> <ul style="list-style-type: none"> • Surface Water 	<p>Significant increase in impervious surfaces throughout the Subarea.</p> <p>Stormwater runoff collection and treatment systems will meet Skagit County and DOE design standards.</p> <p>Drainage and sediment control facilities to be provided during construction.</p> <p>Existing wetlands to be retained per Skagit County Critical Area Regulations.</p> <p>Existing impacts to downstream drainage districts may continue or may be reduced with construction of new drainage facilities</p>	<p>Somewhat larger increase in new impervious surfaces within the Subarea.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p>	<p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p>	<p>Increase in impervious surfaces in western portion of the Subarea similar to the Proposed Project, but significantly less new impervious surfaces in eastern portion of the Subarea.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Unknown whether existing impacts from eastern portion of the Subarea would be reduced.</p>

Element	Alternative 4 Bayview Ridge Subarea Plan (Proposed Action)	Alternative 3 Short-Term/Long-Term Planning Areas	Alternative 2 Citizen Advisory Committee Recommendation	Alternative 1 Industrial UGA (No Action)
Water				
<p><i>Proposed Mitigating Measures</i></p> <ul style="list-style-type: none"> • Surface Water 	<p>Stormwater management Plan to be prepared for the Bayview Sub-basin</p> <p>Develop drainage agreements with downstream drainage districts.</p> <p>Surface water collection and water quality treatment systems to be developed at project design stage.</p> <p>Inspect existing detention facilities to ensure they are functioning as designed</p> <p>Stormwater controls (including temporary erosion and sedimentation control) will be required.</p>	<p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p>	<p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p>	<p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Unknown whether facilities outside UGA would be inspected.</p> <p>Similar to the proposed project.</p>

Element	Alternative 4 Bayview Ridge Subarea Plan (Proposed Action)	Alternative 3 Short-Term/Long-Term Planning Areas	Alternative 2 Citizen Advisory Committee Recommendation	Alternative 1 Industrial UGA (No Action)
Wetlands, Sloughs, and Fish and Wildlife Habitat				
<p><i>Environmental Impacts</i></p> <ul style="list-style-type: none"> • Wetlands <p>Potential impact to wetlands from changes in hydrology.</p> <p>Potential impact for disturbance from human activity and pets.</p> <ul style="list-style-type: none"> • Sloughs and Fish and Wildlife Habitats <p>Impacts regulated by Skagit County Critical Area Regulations. Greatest potential for human disturbance.</p>	<p>Existing wetlands and associated buffers to be retained per Skagit County Critical Area Regulations.</p> <p>Potential impact to wetlands from changes in hydrology.</p> <p>Potential impact for disturbance from human activity and pets.</p> <p>Impacts regulated by Skagit County Critical Area Regulations. Greatest potential for human disturbance.</p>	<p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project</p> <p>Similar to the Proposed Project</p> <p>Similar to the Proposed Project</p>	<p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project</p> <p>Similar to the Proposed Project Similar to the Proposed Project, except somewhat less potential for human disturbance.</p> <p>Similar to the Proposed Project</p>	<p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project in the western portion of the Subarea. Least potential impact to wetlands from impacts to hydrology in the eastern portion of the Subarea, assuming no unregulated clearing and grading.</p> <p>Least potential impact from disturbance by humans and pets.</p> <p>Similar to the Proposed Project. Potential for human disturbance in eastern portion of Subarea dependent upon amount of unregulated clearing and grading.</p>
<p><i>Proposed Mitigating Measures</i></p> <ul style="list-style-type: none"> • Wetlands 	<p>Proposed Sub-basin Stormwater Management Plan will minimize impacts to wetland hydrology and water quality.</p>	<p>Similar to the Proposed Project.</p>	<p>Similar to the Proposed Project.</p>	<p>Similar to the Proposed Project, assuming Plan addresses development in the rural area.</p>

Element	Alternative 4 Bayview Ridge Subarea Plan (Proposed Action)	Alternative 3 Short-Term/Long-Term Planning Areas	Alternative 2 Citizen Advisory Committee Recommendation	Alternative 1 Industrial UGA (No Action)
Wetlands, Sloughs, and Fish and Wildlife Habitat				
<i>Proposed Mitigating Measures</i> • Wetlands	Existing County, State and Federal regulations regarding wetlands to be enforced.	Similar to the Proposed Project.	Similar to the Proposed Project.	Similar to the Proposed Project.
Land Use and Zoning				
<i>Environmental Impacts</i>				
	<p>Subarea to include 3,633 acre UGA including airport, industrial, commercial and residential development.</p> <p>All new development would be compatible with continued utility of the Skagit Regional Airport.</p> <p>New 15-acre community center to be developed.</p> <p>Residential density - 4 units per acre, with a provision for future consideration of up to 6 units per acre.</p> <p>Planned Residential Developments to be allowed. A mix of housing types to be allowed.</p>	<p>Subarea to include 3,933 acre UGA including airport, industrial, commercial and residential development.</p> <p>Similar to the Proposed Project</p> <p>Similar to the Proposed Project</p> <p>Similar to the Proposed Project</p> <p>Similar to the Proposed Project</p> <p>Similar to the Proposed Project</p>	<p>Subarea to include 3,799 acre UGA including airport, industrial, commercial and residential development.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Within UGA, similar to the Proposed Project. Within Rural area, 1 unit per 5 acres (under CaRD).</p> <p>Within UGA, similar to the Proposed Project. Within Rural area, all new residential land divisions to be developed under CaRD regulations (i.e. clustered).</p>	<p>Subarea to include 2,806 acre UGA including only airport and industrial development. Residential areas would remain outside the UGA.</p> <p>Similar to the Proposed Project.</p> <p>No new commercial area.</p> <p>Residential density - 1 unit per 5 acres, using CaRD</p> <p>All new residential land divisions to be developed under CaRD regulations (i.e. clustered). No mix of housing unit types.</p>

Element	Alternative 4 Bayview Ridge Subarea Plan (Proposed Action)	Alternative 3 Short-Term/Long-Term Planning Areas	Alternative 2 Citizen Advisory Committee Recommendation	Alternative 1 Industrial UGA (No Action)
Land Use and Zoning				
<i>Environmental Impacts</i>				
	A total population of 3,631 can be accommodated within the UGA, and 202 outside the UGA.	A total population of 5,601 can be accommodated within the UGA, and 39 outside the UGA	A total population of 4,641 can be accommodated within the UGA, and 43 outside the UGA.	No residential areas will be located within the UGA. A population of 2,050 can be accommodated outside the UGA.
<i>Mitigating Measures</i>				
	<p>All proposed development consistent with” <i>Skagit Regional Airport Land Use Compatibility Study</i>”.</p> <p>Urban levels of service to be provided throughout the UGA and most of the Subarea.</p> <p>New industrial development adjacent to residential areas must provide buffer.</p>	<p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p>	<p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p>	<p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p>
Consistency with Plans and Policies				
<i>Environmental Impacts</i>	<p>Consistent with Countywide Planning Policies related to Urban Growth, Economic Development, Reduction of Sprawl, and Housing.</p> <p>Consistent with <i>Skagit Regional Airport Land Use Compatibility Study</i>.</p>	<p>Similar to the Proposed Project, although only partially consistent with policies related to Urban Growth.</p> <p>Similar to the Proposed Project.</p>	<p>Similar to the Proposed Project, although only partially consistent with policies related to Urban Growth.</p> <p>Similar to the Proposed Project.</p>	<p>Inconsistent with Policies related to Urban Growth.</p> <p>Consistent with policies related to Economic Development and Reduction of Sprawl.</p> <p>Does not provide significant new opportunities for housing.</p> <p>Similar to the Proposed Project.</p>

Element	Alternative 4 Bayview Ridge Subarea Plan (Proposed Action)	Alternative 3 Short-Term/Long-Term Planning Areas	Alternative 2 Industrial, Commercial and Limited Residential UGA	Alternative 1 Industrial UGA (No Action)
Consistency with Plans and Policies				
<i>Mitigating Measures</i>	Adoption of new development standards to insure consistency with Skagit County <i>Comprehensive Plan</i> and Countywide Planning Policies.	Similar to the Proposed Project	Similar to the Proposed Project Similar to the Proposed Project.	Similar to the Proposed Project for that portion of the Subarea within the UGA. Similar to the Proposed Project.
Transportation				
<i>Environmental Impacts</i>				
	<p>Will generate both new residential and employment – related trips. Volumes on Peterson Road and Avon-Allen Road to increase and will be noticeable to local residents.</p> <p>LOS standards within the Subarea are not anticipated to be exceeded.</p> <p>Existing congestion at SR 20 intersections will increase due to both growth of the Subarea and increased volumes on SR 20.</p> <p>New north-south arterial to be constructed between Ovenell Road and Josh Wilson Road.</p> <p>Pedestrian and bicycle activity in area would increase. New transportation facilities to include provision for non-motorized transportation.</p>	<p>Will generate greatest number of new trips - both residential and employment –related. Volumes on Peterson Road and Avon-Allen Road to increase and will be noticeable to local residents.</p> <p>Similar to the Proposed Project</p> <p>Similar to the Proposed Project</p> <p>Similar to the Proposed Project</p> <p>Similar to the Proposed Project</p> <p>Similar to the Proposed Project</p>	<p>Similar to the proposed project.</p> <p>Similar to the Proposed Project,</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project</p>	<p>New trips associated with the industrial area similar to the Proposed Project. Least number of new residential trips.</p> <p>Similar to the Proposed Project, but would result in the least increase in traffic volumes.</p> <p>Similar to the Proposed Project</p> <p>No new north-south arterial to be constructed.</p> <p>Similar to the proposed project, although this alternative will generate the least traffic from the Subarea itself.</p>

Element	Alternative 4 Bayview Ridge Subarea Plan (Proposed Action)	Alternative 3 Short-Term/Long-Term Planning Areas	Alternative 2 Industrial, Commercial and Limited Residential UGA	Alternative 1 Industrial UGA (No Action)
Transportation				
<i>Mitigating Measures</i>				
	Revise County CFP to include all Subarea Street Improvement Projects. Establish traffic mitigation fees. Development of a small community center will internalize some trips.	Similar to the Proposed Project. Similar to the Proposed Project. Similar to the Proposed Project.	Similar to the Proposed Project. Similar to the proposed project. Similar to the proposed project.	Similar to the Proposed Project. Similar to the proposed project for the urban area. No community center will be built.
Public Services and Utilities				
<i>Environmental Impacts</i>				
<ul style="list-style-type: none"> • Law Enforcement Services • Fire/Emergency Services • Parks and Open Space • Schools 	Generates need for approximately __ officers at build-out. Urban LOS to be provided throughout Subarea. Generates need for approximately __ acres of parks/open space (including regional parks) at build-out. Approx. ___ new school-age students anticipated.	Generates need for approximately __ officers at build-out. Urban LOS to be provided throughout Subarea. Generates need for approximately __ acres of parks/open space (including regional parks) at build-out. Approx. ___ new school-age students anticipated. Greatest impact to elementary school.	Generates need for approximately __ officers at build-out. Urban LOS to be provided throughout Subarea. Similar to the Proposed Project. Generates need for approximately __ acres of parks/open space (including regional parks) at build-out. Approx. ___ new school-age students anticipated.	Generates need for approximately __ officers at build-out. Urban LOS to be provided throughout Subarea. Similar to the Proposed Project. Generates need for approximately 32 acres of parks/open space (including regional parks) at build-out. Approx. 30 new school-age students anticipated. Least impact to elementary school.

Element	Alternative 4 Bayview Ridge Subarea Plan (Proposed Action)	Alternative 3 Short-Term/Long-Term Planning Areas	Alternative 2 Industrial, Commercial and Limited Residential UGA	Alternative 1 Industrial UGA (No Action)
Public Services and Utilities				
<i>Environmental Impacts</i>				
<ul style="list-style-type: none"> • Water • Sanitary Sewer • Other Utilities 	<p>Existing public water system can accommodate proposed development.</p> <p>Existing public sanitary sewer system can accommodate proposed development.</p> <p>New electrical service, natural gas, and telecommunications to be extended to site.</p>	<p>Existing public water system cannot accommodate proposed development.</p> <p>Existing public sanitary sewer system can accommodate proposed development.</p> <p>New electrical service, natural gas, and telecommunications to be extended to site.</p>	<p>Existing public water system cannot accommodate proposed development.</p> <p>Existing public sanitary sewer system can accommodate proposed development.</p> <p>New electrical service, natural gas, and telecommunications to be extended to site.</p>	<p>Existing public water system can accommodate proposed development.</p> <p>Existing public sanitary sewer system can accommodate proposed development.</p> <p>New electrical service, natural gas, and telecommunications to be extended to site.</p>
<i>Mitigating Measures</i>				
<ul style="list-style-type: none"> • Law Enforcement Services • Fire/Emergency Services • Parks/Open Space 	<p>Security measures to be incorporated into site and project design. Use of Port of Skagit County and other private security staff will support County Sheriff patrols. Greatest increase in tax revenues to support services.</p> <p>Adequate fire flow will be provided. New FD #6 Station required to provide urban LOS.</p> <p>New community park proposed.</p>	<p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p>	<p>Similar to the Proposed Project</p> <p>Similar to the Proposed Project.</p> <p>Similar to the Proposed Project.</p>	<p>Similar to the Proposed Project, with least residential tax revenues.</p> <p>New station would be smaller and it is unlikely that urban LOS would be available throughout the entire Subarea.</p> <p>Unknown if new community park would be built.</p>

Element	Alternative 4 Bayview Ridge Subarea Plan (Proposed Action)	Alternative 3 Short-Term/Long-Term Planning Areas	Alternative 2 Industrial, Commercial and Limited Residential UGA	Alternative 1 Industrial UGA (No Action)
Public Services and Utilities				
<i>Mitigating Measures</i>				
<ul style="list-style-type: none"> <li data-bbox="172 402 453 581">• Schools <li data-bbox="172 581 453 760">• Water <li data-bbox="172 760 453 938">• Sanitary Sewer <li data-bbox="172 938 453 1050">• Other Utilities 	<p data-bbox="453 402 833 581">Tax revenues and mitigation fees (from new residential units) to School District. Attendance boundaries can be shifted.</p> <p data-bbox="453 581 833 760">Water service consistent with CWSSP and PUD No.1 Water System Plan. Cost of water line extensions to be responsibility of individual development projects.</p> <p data-bbox="453 760 833 938">Development anticipated by City of Burlington Wastewater Facilities Plan. Cost of sewer line extensions to be responsibility of individual development projects.</p> <p data-bbox="453 938 833 1050">Existing development standards are adequate.</p>	<p data-bbox="833 402 1213 760">Similar to the Proposed Project.</p> <p data-bbox="833 760 1213 938">Similar to the Proposed Project.</p> <p data-bbox="833 938 1213 1050">Similar to the Proposed Project.</p>	<p data-bbox="1213 402 1596 760">Similar to the Proposed Project</p> <p data-bbox="1213 760 1596 938">Similar to the Proposed Project.</p> <p data-bbox="1213 938 1596 1050">Similar to the Proposed Project.</p>	<p data-bbox="1596 402 1980 581">Tax revenues from industrial area similar to the Proposed Project. Fewest new students and least mitigation fees from residential area.</p> <p data-bbox="1596 581 1980 760">Similar to the Proposed Project, except that existing capacity planned for eastern portion of the Subarea may not be utilized</p> <p data-bbox="1596 760 1980 938">Similar to the Proposed Project, except that existing capacity planned for eastern portion of the Subarea may not be utilized</p> <p data-bbox="1596 938 1980 1050">Similar to the Proposed Project.</p>

CHAPTER 1 - SUMMARY 1

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CHAPTER 2 PROPOSED PROJECT AND ALTERNATIVES

2.1 Description of Proposal

2.1.1 Name of Proposal

Bayview Ridge Subarea Plan and associated development standards.

2.1.2 Proposal Project Sponsors

Skagit County Planning and Permit Center
200 West Washington Street
Mount Vernon, WA 98273

2.1.3 Location

The 4,011-acre Bayview Ridge Subarea is located north and west of the City of Mount Vernon, and west of the City of Burlington, in Skagit County, Washington. The Subarea is generally bordered on the west by the Farm to Market Road, on the north by the Josh Wilson Road and the base of the hillside, on the east by the Avon-Allen Road, and on the south by Ovenell Road and SR 20. The boundaries of the Subarea are shown in Figure 2 (p. 1-3).

2.1.4 Principal Features

The proposed Bayview Ridge Subarea Plan will guide future development within the Subarea. The size of the Bayview Ridge UGA will be determined and the distribution of airport, business/industrial, commercial, and residential land uses within the Subarea will be identified. The density of uses and level of public services and facilities within the UGA portion of the Subarea will also be identified. Associated development standards will be adopted to recognize the proposed uses and the presence of the Skagit Regional Airport; the existing Airport Environs Overlay (AEO) zone will also be amended.

Four alternative plan scenarios are being analyzed in this Final EIS. These alternatives differ primarily in the size of the UGA and whether or how the UGA includes residential development. The size of the Subarea also varies slightly; Alternative 2 excludes certain rural residential acreage in the north-central portion of the Subarea (adjacent to the Josh Wilson Road), and includes 16 acres of existing commercial development at the intersection of Avon-Allen Road and SR 20. The four alternatives are:

- Alternative 1 - Industrial UGA with Rural Residential Development (No Action).

- Alternative 2 – CAC Recommendation - Community UGA.
- Alternative 3 – Community UGA with Short-Term/Long-Term planning Areas
- Alternative 4 – Proposed Subarea Plan and Community UGA (Proposed Action)

Each of these alternatives is described in Section 2.2, below.

2.1.5 Benefits/Disadvantages of Delaying Implementation

Delaying adoption of a Bayview Ridge Subarea Plan and associated development standards would result in a continuation of the current planning and zoning regulations for the Subarea. The existing 2,806-acre UGA would allow continued urban development of the Port of Skagit County's 1,817-acre ownership and up to 235 acres of private industrial property, as well as incremental rural residential development within the remainder of the Subarea.

In the short term, delaying adoption of the Subarea Plan until completion of *the Bayview Watershed Stormwater Management Plan* would allow the Subarea Plan to reflect more of the general conclusions contained in the *Stormwater Plan*. The benefits of delaying implementation for a longer term primarily relate to reducing public service impacts, especially impacts related to traffic and schools and maintaining the existing "quality of life" as expressed by area residents. The primary disadvantages to delaying implementation would be that public resources committed to providing urban levels of service to the Industrial UGA would not be fully utilized and that the year 2015 population allocated to the Bayview Ridge Subarea would have to be reallocated to other UGAs within Skagit County (i.e., municipal UGAs).

Because the Bayview Ridge Subarea lies above the Skagit Valley floodplain and is within public sewer and water service areas, pressure to increase density within this Subarea is likely to continue.

2.2 Alternatives

Alternatives to the Proposed Subarea Plan and Community UGA (Proposed Action) and associated development standards have been developed in order to provide a basis for subsequent decision making regarding the proposed Plan and UGA. After reviewing the Draft EIS, the Final EIS, and testimony submitted at future public hearings on this proposal, the Board of County Commissioners may choose to adopt one of the alternatives described below, or may modify the proposed Subarea Plan and development standards.

The four alternatives evaluated in this **Final** EIS are described below. As described in Chapter 1, the following assumptions are common to all alternatives:

- Skagit Regional Airport and the associated Bayview Business and Industrial Park will be located within a UGA.
- Urban services will be provided within the UGA.

- For purposes of determining residential densities, no deductions have been made for wetlands or their associated buffers.
- A 25% market factor has been used in the calculation to determine the amount of residential land needed to accommodate the 2015 Bayview Ridge UGA population
- All Alternatives assume all Subarea residential development outside the UGA will be required to develop under Skagit County “CaRD” – Conservation and Reserve Development standards.

2.2.1 Alternative 1: Industrial UGA and Rural Residential Development (No Action)

Alternative 1 would retain the existing Bayview Ridge UGA boundary as adopted under Interim Ordinance #17893 and as permanently adopted pursuant to Ordinance #18264. A 2,806-acre industrial UGA would encompass the Port of Skagit County ownership and privately-owned industrial properties in and around the Skagit Regional Airport. Within the UGA, land use would be limited to industrial and aviation-related uses. The remaining 1,205 acres within the Subarea would remain in residential use and be located outside the UGA. Acreages for proposed land use designations under Alternative 1 are shown in Table 3.

**Table 3
Alternative 1
Industrial UGA and Rural Residential Development (No Action)**

Zone	Total Acres	Developed Acres	Roads/Right Of Ways	Wetlands & Buffers	Developable Acres	Existing Homes
AVR	761	754	7	NA	0	0
BR-HI	651	109	11	234	297	0
BR-I	1,394	421	56	527	390	0
Sub-Total (UGA Total)	2,806	1,284	74	761	687	0
RI	403	322	57	59	24	667
RRv	802	121	9	203	672	44
SUBAREA TOTAL	4,011	1,727	140	1,023	1,383	711

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

Existing development standards for the industrial zoning district, and the Airport Environs Overlay zone (applicable to a majority of the Subarea), would be modified. No more than 235 acres of privately owned, industrial designated land would be developed prior to 2015. There would be no commercial or residential designated lands within the UGA. Development standards for public facility and services would be adopted for roads, water, storm drainage, and sanitary sewer service within the UGA. Public water would serve the entire Subarea. Public sanitary sewer service would be provided only within the UGA. Rural residential areas would be served by on-site sanitary sewer

systems. Urban levels of police, fire, and park/recreation service would be provided throughout the UGA, and to some extent, to the remainder of the Subarea.

With Alternative 1, the remaining 1,205 acres within the Subarea would retain its current Rural Reserve and Rural Intermediate designations. Existing undeveloped properties in the eastern portion of the Subarea generally lie within the Rural Reserve district, with an allowed density of one dwelling per 10 acres, or one dwelling per 5 acres with Conservation and Resource Development (CaRD) development standards. At build-out, it is anticipated that up to approximately 151 new single-family dwellings could be constructed within the Subarea under CaRD regulations, outside the UGA. The long-term residential population would increase slightly over the current population of 1,706 to 2,050. The 2015 population currently allocated to the Bayview Ridge UGA (i.e. 3,420 residents) would be re-allocated to other UGAs within Skagit County.

2.2.2 Alternative 2: CAC Recommendation- Community UGA

Alternative 2 is adoption of the Bayview Ridge Subarea Plan and associated development standards as recommended by the Bayview Ridge Subarea Plan Citizens Advisory Committee. The 3,891-acre Subarea would encompass a 3,799-acre UGA including airport, industrial, commercial, and residential development with the intent of creating a cohesive and self-sufficient urban community. Urban levels of service would be provided throughout the Subarea. Only the 78-acre residential area south of Josh Wilson Road, west of Higgins Airport Way and 6 acres near the SR 20/Avon-Allen Road intersection, would remain outside the UGA and retain a Rural Reserve designation. Land uses within the Subarea would be distributed as shown in Table 4.

Alternative 2 expands the UGA proposed in Alternative 1 to include an additional 993 acres of land. The expanded UGA would include:

- An additional 107 acres of industrial land (privately owned land located north of Ovenell Road, between the existing UGA boundary and the Skagit Country Club).
- An 863-acre urban residential area lying both north and south of Peterson Road, between the industrial area and Avon-Allen Road. This residential area could accommodate a population of 4,684 by year 2015. A variety of new housing types would be allowed. New residential developments would be developed as subdivisions or Planned Residential Developments.
- A 15 acre Community Center adjacent to and south of Peterson Road.
- A new 25-acre community park, located within the residential area.
- 16 acres of existing commercial development at the intersection of SR 20/Avon-Allen Road (8 acres of “Commercial/Industrial” and 8 acres of “Limited Commercial” development). In addition, the 235-acre limit on development of private industrial land prior to 2015 would be removed. Proposed land uses within the Subarea and UGA would be distributed as shown in Table 4.

Table 4
Alternative 2
CAC Recommendation – Community UGA

Zone	Total Acres	Developed Acres	Roads/Right Of Ways	Wetlands & Buffers	Developable Acres	Existing Homes
AVR	761	754	7	NA	0	0
BR-CC	15	0	0	7	8	0
BR-HI	651	109	11	235	296	0
BR-LC	8	6	2	3	0	0
BR-I	1,501	425	57	537	482	0
BR-R	863	364	62	184	437	698
Sub-Total (UGA Total)	3,799	1,658	139	966	1,223	698
CI	8	7	1	1	0	0
RRv	84	33	0	21	51	8
SUBAREA TOTAL	3,891	1,698	140	988	1,274	706

Note: Calculations for Table 4 can be found in Appendix A.

Under this alternative, approximately 1,236 new single-family units could be constructed within the UGA. This would accommodate approximately 2,966 new residents. The 2015 residential population allocated to the Bayview Ridge UGA would be accommodated.

Similar to Alternative 1, existing development standards for the industrial zoning district, and the Airport Environs Overlay zone, which is applicable to the entire Subarea, would be modified. Because Alternative 2 would include new commercial and residential designated lands within the UGA, new land use regulations would be developed for the urban commercial and urban residential districts. The new zoning would be consistent with requirements of the AEO zone. Development standards for public facilities and services (roads, water, storm drainage, and sanitary sewer) would be similar to Alternative 1. Urban levels of service would be provided throughout the UGA, and with the exception of sanitary sewer service, throughout the Subarea.

The 84 acres outside the UGA boundary would retain its current Rural Reserve designation and be developed at a density of one dwelling unit per 10 acres or one dwelling per 5 acres with CaRD. Skagit County would require clustering of any new units using CaRD development standards in order to retain the ability to reconsider (i.e., expand) the size of the UGA at a later date. Approximately 10 new units would be allowed in the Rural Reserve zone.

2.2.3 *Alternative 3: Community UGA with Short-Term/Long-Term Planning Areas*

Alternative 3 is similar to Alternative 2, with the following exceptions:

- The northern portion of the Subarea has been expanded to include an additional 136 acres of residential property;
- The existing 16 acre commercial area at Avon/Allen Rd./SR 20 is not included within the Subarea boundaries;
- The residential area would be divided into short and long-term planning areas, both within the UGA. Residential properties within the short-term planning area would be zoned to allow urban development within the current planning period. Residential properties within the long-term planning area are intended for future urban development - sometime after the current planning period. A formal conversion process would be required to move properties from the long-term to short-term planning area. Properties within the long-term planning area would be subject to land use regulations which prohibit any further division of land prior to the formal conversion.
- Alternative 3 would result in 1,005 acres of residential development within the UGA; 654 acres within the short-term planning area and 351 acres within the long-term planning area. The residential land capacity of UGA could accommodate a future population of 3,917; 1,632 in the short-term planning area and an additional 2,285 in the long-term planning area. In addition, 78 acres along the south side of Josh Wilson Road would remain outside the UGA and would retain its Residential Rural Reserve zoning. Proposed land uses within the Subarea and UGA would be distributed as shown in Table 5.

**Table 5
Alternative 3
Community UGA with Short-Term / Long-Term Planning Areas**

Zone	Total Acres	Developed Acres	Roads/Right Of Ways	Wetlands & Buffers	Developable Acres	Existing Homes
AVR	761	754	7	NA	0	0
BR-CC	15	0	0	7	8	0
BR-HI	411	92	22	147	150	0
BR-LI	1,741	441	46	625	629	0
BR-R (LTPA)	351	27	6	109	318	21
BR-R (STPA)	654	343	59	116	252	681
Sub-Total (UGA Total)	3,933	1,657	140	1,004	1,357	702
RRv	78	30	0	19	48	7
SUBAREA TOTAL	4,011	1,687	140	1,023	1,405	709

Note: Calculations for Table 5 can be found in Appendix A.

The industrial component of this alternative is similar to Alternative 2, except Alternative 3 removes the approximately 80 acres lying south of and adjacent to Josh Wilson Road, between Higgins Airport Way and the Farm to Market Road. Alternative 3 includes 2,913 acres of industrial designated land, 1,817 acres of which are owned by the Port of Skagit County, and 1,083 acres of which are privately owned.

Alternative 3 would only include 8 acres of commercial designated land at the northwest quadrant of the intersection of SR 20/Avon-Allen Road. Similar to Alternative 2, a 15-acre community center would be located adjacent to and south of Peterson Road, immediately east of the industrial designated area. In all, there would be an additional 23 acres of commercial designated lands.

Similar to Alternatives 1 and 2, existing development standards for the industrial land use designations/zoning, including the Airport Environs Overlay zone (applicable to a majority of the study area), would be modified. The new urban commercial and residential development would be regulated by new commercial and residential zoning districts consistent with the AEO zone. Development standards for public facilities and services (roads, water, storm drainage, and sanitary sewer) would be similar to Alternatives 1 and 2.

2.2.4 Alternative 4: Proposed Bayview Ridge Subarea Plan – Community UGA (Proposed Action)

Alternative 4 is the *Proposed Bayview Ridge Subarea Plan* as prepared by Skagit County staff. Alternative 4 is similar to the CAC recommendation (Alternative 2), but reconfigures the boundary of the Subarea Plan; reduces the size of the residential portion of the UGA, creates an “Urban Reserve” designation for certain properties outside the UGA, and limits commercial/retail uses allowed in the Light Industrial zone.

Future development within the 3,633 acre UGA would include: the 761 acres directly used by the airport, 2,152 acres of Port of Skagit County and private industrial land; a new 15-acre community center located adjacent to and south of Peterson Road; and 705 acres of residential development, which includes a new 25-acre community park, lying both north and south of Peterson Road. This urban residential area could accommodate a maximum of 1,997 new residents, for a population of 3,631 by year 2015. Alternative 4 could accommodate all of the projected year 2015 population increase allocated to the Bayview Ridge UGA.

That portion of the Subarea remaining outside the UGA would be designated “Rural Reserve” or “Urban Reserve”. Those areas designated “Urban Reserve” would be the next area studied for potential expansion of the UGA should future population allocations and available land supply warrant an expansion. Proposed land uses within the Subarea and UGA would be distributed as shown in Table 6.

Table 6
Alternative 4
Proposed Bayview Ridge Subarea Plan – Community UGA (Proposed Action)

Zone	Total Acres	Developed Acres	Roads/Right Of Ways	Wetlands & Buffers	Developable Acres	Existing Homes
AVR	761	754	7	NA	0	0
BR-CC	15	0	0	0	8	0
BR-HI	411	92	22	147	150	0
BR-LI	1,741	441	46	625	629	0
BR-R	705	343	59	124	303	681
Sub-Total (UGA Total)	3,633	1,630	134	903	1,090	681
RRv	78	30	0	19	48	7
URv	300	56	6	101	238	21
SUBAREA TOTAL	4,011	1,716	140	1,023	1,376	709

Note: Calculations for Table 6 can be found in Appendix A.

The industrial component of this alternative is similar to Alternative 3. Alternative 4 includes 2,913 acres of industrial designated land, 1,817 acres of which are owned by the Port of Skagit County, and 1,096 acres of which are not under Port of Skagit County ownership.

Similar to Alternatives 2 and 3, Alternative 4 would include a 15-acre community center located adjacent to and south of Peterson Road, immediately east of the industrial designated area.

Similar to all Alternatives, existing development standards for the industrial land use designations/zoning, including the Airport Environs Overlay zone (applicable to a majority of the study area), would be modified. The new urban commercial and residential development would be regulated by new commercial and residential zoning districts consistent with the AEO zone. Development standards for public facilities and services (roads, water, storm drainage, and sanitary sewer) would be similar under all Alternatives.

2.3 Scoping Notice and Request for Comments

Scoping Notice

Under Washington State regulations governing EIS documents, the lead agency is required to narrow the scope of environmental review to the probable significant adverse impacts and reasonable alternatives including mitigation measures (WAS 197-11-408). Impacts not considered significant can be eliminated from detailed study.

The Scoping Notice for this Draft EIS was published in the May 10, 2001 issue of the Skagit Valley Herald (see Appendix B).

Twenty-six comment letters and two petitions were received. Copies of all comment letters are available for review at the Skagit County Planning and Permit Center.

Public Scoping Meeting

A public meeting to accept comments on the proposed scope of the Draft EIS was held on May 31, 2001, at 7:00 p.m. in the Skagit County Courthouse. The scoping meeting was attended by County staff, representatives of special districts, affected property owners, and citizens. A transcript of the testimony presented at this meeting is available for review at the Skagit County Planning and Permit Center.

The scope of the EIS is limited to the elements of the environment identified as a result of the scoping notice and meeting.

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CHAPTER 3 AFFECTED ENVIRONMENT, ENVIRONMENTAL IMPACTS, MITIGATING MEASURES, AND UNAVOIDABLE ADVERSE IMPACTS

3.1 Water

The Bayview Ridge Subarea is located within the Padilla Bay watershed, at the southern end of a topographic bench above the Skagit Valley floodplain. Generally, the land slopes gently to the south, with more pronounced east-facing slopes located along the eastern edge of the Subarea. The highest elevation, approximately 160 feet, lies in the northwestern portion of the Subarea at Josh Wilson Road; the low areas (elevation 20) lie along the southwestern and eastern edges, at the base of the hill. Subarea topography is shown in Figure 7.

Surface waters within the Subarea include existing open ditch drainage systems, numerous wetlands, and a portion of Higgins Slough. Runoff from the Subarea drains to farmland at the base of the hill.

In 2002, Skagit County began preparation of a *Bayview Watershed Stormwater Management Plan* for the Bayview Sub-basin. It is anticipated that this Plan will be completed by the end of 2003. The Plan will identify existing drainage patterns and existing drainage problems, project future drainage needs, and determine what future drainage facilities will be needed to adequately accommodate drainage from this watershed. How upland drainage can be accommodated without impacting the lowland farmland, and how upland runoff will or will not be part of the proposed “Skagit River Flood-Control By-Pass Project,” will be significant issues. **The Plan will primarily address water quantity, rather than water quality issues.**

Skagit County and the U.S. Army Corps of Engineers are co-sponsoring a “Skagit River Flood-Control By-Pass Project” which during times of high water, would divert a portion of the Skagit River to the Swinomish Channel. The by-pass would run along the south side of SR-20 in the vicinity of the Subarea and may also be used to discharge upland runoff. The project is currently in the study phase.

3.1.1 Surface Water and Stormwater

3.1.1.1 Affected Environment

Storm Drainage

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

Figure 7 – Bayview Ridge Subarea Plan: Topography

within Drainage District 19; the remainder of the Subarea lies within the Skagit County Drainage Utility and Drainage District 14. Downstream, drainage from Bayview Ridge flows to drainage ditches constructed and maintained by Drainage Districts 8, 14, and 19 and the Skagit County Drainage Utility, and to sloughs which outlet to Padilla Bay.

Soil types within Bayview Ridge typically have slow permeability and a perched water table near the surface, severely limiting infiltration of stormwater. Existing drainage problems within the Subarea include: impacts to the downstream drainage ditches and flooding of farmland; localized ponding of water, especially along Josh Wilson and Farm to Market Roads; and rapid run-off from residential development along Peterson Road. Numerous wetlands that provide natural storage for runoff are located within the study area and will be preserved per existing Skagit County regulations (see Section 3.1.2 Wetlands).

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.

Downstream recipients of stormwater runoff from the Bayview Ridge Subarea include Drainage Districts 8, 14 and 19. The boundaries of these districts are shown in Figure 8. **Drainage District 8 is currently being annexed by Dike District 12.** Generally, the downstream drainage district ditch systems are at capacity, and run-off 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.

Drainage District #8, adjoining the Subarea on the west, utilizes a system of pumps and tide gates to discharge water to Padilla Bay. District #8 has expressed concern that requiring detention of upland storm water runoff may exacerbate existing problems by not fully utilizing all low tide events. **As noted, this District is now being annexed to Dike District 12.**

Drainage District #19 encompasses the southern portion of the Subarea as well as adjacent valley farmland. In 1966, Drainage District #19 entered into an agreement with the Port of Skagit County to accept runoff from Port property. The Port compensates District #19 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 the District's boundary. District #19 maintains one pump station, 16 culverts with flap gates, and over 56 miles of open ditch. District #19 maintains all drainage facilities to accommodate 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 #14 lies northeast of the Subarea. A drainage analysis was prepared by District #14 in 2002 (*Letter Report*, January 29, 2002, Semrau Engineering), which analyzed the capacity

Figure 8 – Bayview Ridge Subarea Plan: Drainage Districts

of the District's ditches and outfalls. That portion of the Bayview Ridge Subarea which drains to District #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.

Water Quality

Water quality in the larger Padilla Bay/Bayview Watershed is of concern. The 2002 "Water Quality Summary for WRIA 3" lists Indian Slough, Joe Leary Slough, and No Name Slough (all downstream of Bayview Ridge) as "Problem Areas" that do not meet water quality standards for fecal coliform, dissolved oxygen, and/or temperature. Higgins Slough is not listed as a Problem Area. In the past, ditch erosion, low oxygen, elevated temperature, oil-based pollutants, and other miscellaneous contaminants from the Bayview industrial area have contributed to downstream water quality problems. Existing Port of Skagit County facilities now include water quality treatment on site-by-site basis. Drainage from the existing residential area receives little or no water quality treatment.

3.1.1.2 Environmental Impacts

New development within the Subarea will increase the amount of impervious area due to construction of proposed buildings, parking lots, and roadways. The resulting effect will be larger volumes of stormwater runoff and higher peak discharges, which if left unmitigated, could cause increased erosion, destruction of downstream fish habitat, flooding of farmlands, and possible impacts to wetlands.

The four proposed alternatives differ in the density and timing of new development, and hence the amount of new impervious surface which would be created. Impacts to the recipient drainage districts differ depending on what portion of the study area is developed. The design and maintenance of the new storm drainage systems to be constructed within the study area may also differ with different densities of development. For all alternatives, development both inside and outside the UGA will comply with Skagit County stormwater regulations as contained in Skagit County Code 14.32.

Existing Drainage Regulations

Skagit County has adopted the Washington State Department of Ecology *Stormwater Management Manual for Western Washington*, revised August 2001 (formerly *Stormwater Management Manual for the Puget Sound Basin*), which requires stormwater detention and water quality treatment. Regarding detention standards, detention facilities must be designed such that the post-development 2-year runoff is released at a maximum of 50 percent of the pre-developed 2-year rate, and the post development 10-year, 25-year, and 100-year runoff is released at the pre-development rates for each respective storm event. Water quality treatment must be provided for a 6-month storm event in the developed condition.

Subsequent to completion and adoption of the *Bayview Watershed Stormwater Management Plan*, the existing stormwater regulations may be modified to allow regional, drainage capital

facility improvements within the Bayview Ridge area. Water quality impacts resulting from new development will be dealt with on a site-by-site basis (vs. a regional basis).

Storm drainage planning within Bayview Ridge must also acknowledge the presence of Skagit Regional Airport. The Federal Aviation Administration has developed an Advisory Circular, AC 150/5200 *Wildlife Attractions On or Near Airports* to address the concern of increasing bird populations and the resulting danger to air traffic. This circular recommends that, on airport property, wildlife attractions be located a minimum of 10,000 feet from the edge of any turbine use runway, such as at the Skagit Regional Airport. Chapter 3 of the circular provides an exception for linear water detention basins that “hold water during rainy weather and drain off shortly thereafter.”

Water Quality

With all alternatives, urban stormwater runoff may contain pollutants such as heavy metals (lead, zinc, copper), oils, greases, nutrients (phosphorous, nitrates), and other substances which, if left untreated, could cause significant degradation of water quality.

Water quality treatment is required by the *Stormwater Management Manual for the Puget Sound Basin*. Within urban areas, water quality treatment is typically achieved with biofiltration swales and water quality ponds. Catch basins can be designed to allow precipitation of pollutant-bearing particulates and oil/water separators to assist in the removal of lighter-than-water runoff materials such as oils (prior to discharge to water quality ponds or biofiltration ponds).

Temporary sedimentation devices such as hay bales, silt fences, temporary retention, and sedimentation ponds are typically used to reduce silt-laden waters during the construction phase of a development project.

Alternative 1: Industrial UGA and Rural Residential Development (No Action)

Alternative 1 would result in urban development of the 1,830-acre Port ownership (254 acres of which are available for new development) and 235 acres of privately held industrial land in the western half of the Subarea. There are 741 acres of privately held potential industrial land that are now proposed to remain undeveloped through 2015. The remainder of the Subarea outside the UGA would retain its Rural Reserve and Rural Intermediate designations, and new development would consist of low-density, rural residential uses. New single-family development would be limited to 1 unit per 2.5 acres in the Rural Intermediate (RI) zone, and 1 unit per 5 acres under CaRD standards in the Rural Reserve (RRv) zone.

Alternative 1 would result in the least amount of new impervious surface within the UGA and Subarea. The most significant increase in impervious surface would be located on Port property, and on the private industrial property within the UGA. In the absence of limitations on impervious surface, it may be assumed that up to 75 percent of the “developable” portion of a building lot in the industrial area could be considered impervious surface. Wetlands are not considered buildable, and are therefore excluded from the “developed” area.

The proposed Bayview Ridge Industrial and Heavy Industrial development standards do not specifically limit the amount of impervious surface for industrial properties. There is, however, a 15 percent open space requirement, consistent with the Airport Environs Overlay (AEO) zone.

Under Alternative 1, potential downstream drainage impacts would be primarily limited to Drainage District #19 facilities. The majority of drainage from the Port ownership discharges to a Drainage District #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 also be required to meet County surface water/drainage requirements contained in SCC 14.32, but 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-served” basis. Because the final pattern of development for Alternative 1 is unknown, the design of a comprehensive drainage plan, possibly including regional detention, is difficult.

Drainage from a small portion of the Alternative 1 UGA discharges to the Drainage District #8/Dike District 12 ditch along the Farm to Market Road at the intersection of Bayview and Ovenell Roads. This ditch discharges into Padilla Bay via No-Name Slough.

Within the remainder of the Subarea, outside the UGA, drainage impacts will be limited due to the low-density nature of development. The Rural Reserve and Rural Intermediate areas would be developed with low-density single-family dwellings (1 unit per 5 acres with the Rural Reserve/CaRD, and one unit per 2.5 acres with Rural Intermediate), and drainage would be handled on a project-by-project basis. Detention and water quality treatment would be required for projects exceeding 5,000 square feet of impervious area. This threshold is often triggered by land divisions where together, the building footprints, driveways, and access road exceed 5,000 square feet. Maintenance of these drainage/detention systems would be the responsibility of the property owner.

No change or improvements to the drainage systems within the existing residential subdivisions would likely occur. It is unknown whether maintenance of these facilities would be improved.

Current impacts to Drainage District # 14 from development in the eastern portion of the Subarea would continue unless stricter drainage controls were adopted and drainage facilities improved.

Alternative 2: CAC Recommendation – Community UGA

Alternative 2 would, over time, significantly increase impervious surfaces in the eastern and central portions of the Subarea, as well as within the western portion of the Subarea. The additional impervious surface would be located in the industrial, community center, and new urban residential areas north and south of Peterson Road. Buildings, roads, and driveways would be constructed throughout the entire Subarea. Approximately 1,043 acres of wetlands and associated buffers would still be retained as permanent open space within the Subarea, however.

Storm drainage from the developed portions of the Subarea would flow (after detention) primarily to Drainage District #19 ditches, although drainage from the northeastern portion of the Subarea would flow to District #14's South Spur Ditch. District #14 has expressed concern that this ditch cannot accommodate additional quantities of runoff, even with detention requirements. The proposed Bayview Ridge Residential zoning district limits maximum building coverage to 35 percent of the lot.

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 Sub-basin Storm Drainage Management Plan*, comprehensive drainage plans would be developed and constructed concurrent with new development.

Impacts to water quality within the Subarea, or downstream, would not be significant assuming required water quality facilities are regularly maintained.

Alternative 3: Community UGA with Short-Term/Long-Term Planning Areas

Impacts from Alternative 3 would be similar to Alternative 2, but would likely occur over a longer period of time. A significant increase in flows to Districts #14's South Spur Ditch would be delayed to a later point in time.

Alternative 4: Proposed Bayview Ridge Subarea Plan – Community UGA (Proposed Action)

Generally, potential impacts from Alternative 4 would be similar to the potential impacts from Alternative 3. Assuming, however, that the 300 acres within the "Urban Reserve" designation remains outside the UGA, the additional storm water runoff generated from that area would not be as great.

3.1.1.3 Mitigating Measures**Proposed**

- Complete the *Bayview Watershed Stormwater Management Plan* for the Bayview Sub-basin. The Plan will identify existing and anticipated stormwater system constraints and constrictions based on existing conditions and future build out of the Bayview UGA and surrounding lands. The Plan will include a capital facilities program, and the groundwork for a financing plan which recognizes the interrelationship and overlap between the County Drainage Utility and Drainage Districts 8, 14, and 19.

- Develop agreements between the County Drainage Utility and Drainage Districts 8, 14, and 19 to coordinate discharge to the downstream drainage facilities.
- Project level mitigation will be provided by the design and construction of storm drainage and water quality facilities consistent with the standards and BMPs presented in the Department of Ecology *Stormwater Management manual for the Puget Sound Basin*.
- Stormwater controls including temporary erosion and sedimentation control would be established during future construction projects to maintain water quality consistent with current regulations.
- Maintain coordination between the recipient drainage districts and Skagit County Public Works.
- Inspect existing detention facilities to ensure they are functioning as designed and approved.

Potential

- Include goals and policies related to storm drainage in the Subarea Plan.
- Establish limits on impervious surface coverage in the proposed Bayview Ridge industrial zones.
- Provide public education regarding water quality: Distribute information to businesses and residents within the Subarea regarding potential impacts to water quality from industrial and residential development.
- In especially sensitive areas, require mitigation for increases in the volume of runoff, as well as for the increase in peak rates.
- Utilize “Low Impact Development” techniques related to storm drainage to minimize storm drainage runoff.

3.1.1.4 Unavoidable Adverse Impacts

Development within the Subarea will increase the total amount of impervious surface, increasing the total volume of runoff and potentially impacting downstream water quality.

3.1.2 Wetlands, Sloughs, and Fish and Wildlife Habitat

3.1.2.1 Affected Environment

Wetlands

Skagit County defines wetlands to be “areas that are inundated or saturated with surface water or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.” Wetlands generally include natural swamps, marshes, bogs, and similar areas; but

not man-made features like irrigation and drainage ditches, canals, detention facilities, farm ponds, and landscape amenities. Wetlands serve many important ecological and environmental functions and help to protect the health, safety, and welfare of a community. Public benefits and value include:

- Stormwater/floodwater storage.
- Flow moderation and erosion control.
- Recreation and aesthetics.
- Water quality protection and improvement.
- Groundwater recharge and discharge.
- Natural biological support (i.e., fish and/or wildlife habitat and production).
- Environmental education and scientific research.

A total of 1,043 acres of wetlands and associated buffers have been identified in the Bayview Ridge Subarea. Identified wetlands are scattered throughout the Subarea and are shown in Figure 9. Some wetlands in the Subarea 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 or undesirable plants and animals.

The Port of Skagit County has 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 have been delineated as high functioning wetlands and 200 acres are identified as buffers.

The WIN Program was a planning process begun 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.

Sloughs

Higgins Slough flows adjacent to 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 study area to the west and north, respectively, but receive drainage water from the study area. As stated in Section 3.1.1.1, these freshwater sloughs do not meet water quality standards for fecal coliform, dissolved oxygen, and/or temperature.

No other streams are known to exist within the Subarea. The Washington State Department of Fish and Wildlife (WDFW) has determined that all ditches that exist on the Port of Skagit

Figure 9 – Bayview Ridge Subarea Plan: Wetlands

County ownership north of Ovenell Road (other than Higgins Slough) are “artificial watercourses.” See Appendix C for Washington State Department of Fish and Wildlife letter. There are no Shorelines of Statewide Significance within the study area.

Fish and Wildlife Habitat

Skagit County classifies and regulates Fish and Wildlife Habitat Conservation Areas (HCA) under SCC 14.04 and SCC 14.24.500. Potential HCAs within the Subarea include:

- Areas with which endangered, threatened, and sensitive species have a primary association.
- Habitats and species of local importance that have been designated and adopted by the County at the time of application.
- Naturally occurring ponds under 20 acres with submerged aquatic beds that provide fish and wildlife habitat.
- Areas with which anadromous fish species have a primary association.

Known fish and wildlife habitat conservation areas delineated by the WDFW and adopted by Skagit County within the study area are shown in Figure 10. These habitat areas include wetlands, Higgins Slough, and areas associated with Bald Eagles.

The WDFW Priority Habitats and Species (PHS) database was reviewed for fish, wildlife, and habitat resources within the study area. Bald eagle nests and habitat have been identified in the vicinity of the Skagit Regional Airport and in the area generally north of Peterson Road. No other known state or federal sensitive, threatened or endangered species have been documented by WDFW within the Subarea. Several habitats were identified and described as “wetland.” Coho salmon have been identified in sloughs west of study area.

Skagit County has no other designated Habitat Conservation areas within the study area.

Existing Regulations

Skagit County Critical Area and Wetland Regulations

All future land use development permits, land division requests, and other development approvals in the Subarea must conform to the County’s Critical Areas Ordinance under Chapter 14.24 of the Skagit County Unified Development Code (UDC). Wetlands are considered a Critical Area by both Washington State (Department of Fish and Wildlife) and Skagit County.

Skagit County utilizes the definitions, methods and standards set forth in the *Washington State Wetland Identification and Delineation Manual*, Department of Ecology publication #96-94. Wetlands are rated/categorized from I to IV, with Category I having the highest value. Buffer requirements range from 25 to 150 feet depending on the wetland rating.

**Figure 10 – Bayview Ridge Subarea Plan:
WA Dept. Fish & Wildlife Priority Habitat and Species**

Wetlands are regulated based on the following thresholds:

<u>Wetland Rating</u>	<u>Threshold</u>	<u>Required Buffer</u>
Category I	No exemptions	150 feet
Category II	Exempt if less than 2,500 sq. ft.	100 feet
Category III	Exempt if less than 2,500 sq. ft.	50 feet
Category IV	Exempt if less than 10,000 sq. ft.	25 feet

Projects within 200 feet of wetlands require a delineation and assessment by a qualified wetlands professional. A regulated wetland, or its required buffer, can only be altered if the wetland site assessment shows that the proposed alteration does not degrade the quantitative and qualitative functioning of the wetland, or any degradation can be adequately mitigated to protect the wetland function. Provisions for increasing buffer width, averaging buffer width, and decreasing buffer width are included in UDC14.24. Stormwater discharges to wetlands must be controlled and treated to provide all known and reasonable methods of prevention, control, and treatment. Low-impact uses such as pedestrian trails, viewing platforms, and stormwater management facilities may be allowed in certain cases within buffers.

The Skagit County WIN Wetland Management Plan, as approved for the Port ownership, is permitted as an alternative wetland planning process.

State and Federal Regulations

Construction in and adjacent to Higgins Slough is also regulated by WDFW through their Hydraulic Project Approval (HPA) process.

The Washington State Department of Ecology (DOE) regulates wetlands primarily through state water certifications issued pursuant to Sections 401 and 404 of the Federal Clean Water Act.

The U.S. Army Corps of Engineers regulates alterations to wetlands under Section 404 of the Federal Clean Water Act and requires that no discharge of dredged or fill material can be permitted if a practicable alternative exists that is less damaging to the aquatic environment, or if the nation’s waters would be significantly degraded. Applicants must show that they have:

- Taken steps to avoid wetland impacts where practical.
- Minimized potential impacts to wetlands.
- Provided compensation for any remaining, unavoidable impacts through activities to restore or create wetlands.

3.1.2.2 Environmental Impacts

Wetlands

Although existing county, or state, and federal regulations prohibit alteration of significant wetlands, potential indirect impacts to wetlands from new industrial, commercial, and residential development could result from any of the Subarea Plan alternatives and include:

- Impacts to wetland hydrology.
- Temporary increases in erosion and sedimentation to wetlands receiving surface water runoff from clearing and construction areas.
- Decrease in water storage capacity.
- Wetland degradation from larger volumes of stormwater runoff and higher peak discharge as a result of increased impervious surfaces (see Surface Water and Stormwater, 3.1.1.2).
- Higher pollutant levels in surface water runoff resulting from new industrial, commercial, and residential operations.
- Fragmentation of wetland habitat, as the Subarea is developed.

Wetlands are sensitive to changes in the volumes, peak flow, and water quality of stormwater runoff. New development within the Subarea will increase the amount of disturbed, developed, and impervious surface due to clearing and construction of proposed buildings, parking lots, and roadways. These changes impact stormwater runoff and consequently impact wetlands.

The proposed Subarea Plan alternatives differ in the density of new development, and hence may differ in the amount of wetland degradation and loss. This assessment of impacts can only be broad until specific projects are identified. More detailed assessment of impacts will be made as development projects are proposed and permitted.

Alternative 1: Industrial UGA and Rural Residential Development (No Action)

Alternative 1 has the least amount of new impervious surface and, therefore, the least potential indirect impact to wetlands from stormwater runoff. Impacts to individual wetlands, including water quality, will be evaluated on a project-by-project basis, as development projects are proposed.

Alternative 1 has the greatest area designated for rural residential uses. Although the intensity of development will be low in these areas, the clearing and grading activities often associated with rural residential use are often less regulated than in urban/industrial settings and can significantly impact wetlands.

Alternative 2: CAC Recommendation – Community UGA

Alternative 2 would significantly increase the size of the UGA and hence, the amount of impervious surface within the Subarea. All but 92 acres of the Subarea would, over time, be developed to urban standards. This alternative will also increase the size of the residential population, and consequently, associated potential impacts from human disturbance and pets.

All indirect impacts to wetlands would be reviewed on a project-by-project basis.

Alternative 3: Community UGA with Short-Term/Long-Term Planning Areas

The potential impacts of Alternative 3 on wetlands would be similar to the impacts of Alternative 2, with the exception that impacts to wetlands in the northeastern portion of the Subarea (i.e., within the Long-Term Planning Area) would be delayed.

Alternative 4: Proposed Bayview Ridge Subarea Plan – Community UGA (Proposed Action)

Generally, potential impacts of Alternative 4 on wetlands would be similar to the impacts from Alternative 3. Assuming the 300-acre “Urban Reserve” area remains outside the UGA, impacts to wetlands in that area would be less, however.

Fish and Wildlife Habitat/Bald Eagles (and other PHS identified habitat or species)

Alternatives 1, 2, 3 and 4

Regulations pertaining to development in and adjacent to Fish and Wildlife Habitat Conservation Areas and wetlands are the same for all alternatives. As specific development activities are proposed, precise delineations and professional site assessment will be required for properties shown to have wetlands or fish and wildlife habitat critical areas, or located within 200 feet of these areas.

For purposes of comparison, generally, the larger the residential population, the greater the potential for fragmentation and human disturbance to significant habitats. Those Subarea Plan alternatives that propose development in the northeastern portion of the Subarea would potentially have the greatest impact on the existing Bald Eagle habitat. Rural residential development can, however, also significantly impact habitat a variety of habitat via land clearing, farming, and animal husbandry.

3.1.2.3 Mitigating Measures

Proposed

- The proposed Bayview Watershed Storm Drainage Management Plan will address individual and cumulative impacts to wetland hydrology and water quality.
- Measures to prevent, control, and reduce potential impact on wetlands and other fish and wildlife habitats are included in Skagit County, as well as state and federal regulations. These measures are usually defined in terms of a series of steps that should be taken in sequential order. They are:
 1. Avoid the impact altogether by not taking a certain action or parts of an action.
 2. Minimize the impacts by limiting the degree or magnitude of the action and its implementation, by using appropriate technology, or by taking affirmative steps to avoid or reduce impacts.
 3. Rectify the impact by repairing, rehabilitating, or restoring the affected environment to the conditions existing at the time of the initiation of the project or activity.
 4. Reduce or eliminate the impact over time by preservation and maintenance operations during the life of the action.
 5. Compensate for the impact by replacing, enhancing, or providing substitute resources or environments.
 6. Monitoring the impacts and taking appropriate corrective measures.

If wetlands are altered, restoration or creation of new wetlands is required to compensate for wetland losses. Skagit County mitigation ratios for on-site wetland restoration are dependent upon the wetland size and type, but range from 4:1 (i.e., 4 acres to be restored or created for every 1 acre of wetland lost) for Category I wetlands, to 1.25:1 for Category IV wetlands as shown in Table 7.

Table 7
Skagit County Wetland Onsite Restoration/Creation Ratios

Wetland Type		Wetland Created: Wetland Lost
Category I		4:1
Category II or Category III		
	Forested	3:1
	Scrub/Shrub	2:1
	Emergent	2:1
Category IV		1.25:1

In-kind (i.e., the same type of wetland) and on-site compensation is generally preferred over off-site, out-of-kind, or alternative compensation.

Similar reviews, buffers, and mitigation would be required for future development projects sited within 200 feet of identified Fish and Wildlife Habitat Conservation Areas. Wetland enhancement restoration activities, including plantings of native plant species and stormwater runoff filtering and flow control, can improve the functional value of these degraded wetlands.

Potential

- Impacts to wetlands and fish and wildlife habitats associated with clearing and grading by single-family residential property owners could be addressed through increased inspection and enforcement.
- Identify and protect any wildlife migration corridors.

3.1.2.4 Unavoidable Adverse Impacts

Increased stormwater runoff, lowered water quality, removal of existing vegetation, and greater human activity will impact the Subarea wetlands and fish and wildlife habitats over time. However, because these areas are regulated under Skagit County’s Critical Areas Ordinance, there are unlikely to be any significant unavoidable impacts to identified wetlands and/or priority habitats in the Subarea from any of the plan alternatives. Increased enforcement and inspection activities related to wetlands and habitats will increase the demands on County services.

3.2 Land Use **And Zoning**

3.2.1 Affected Environment

The Bayview Ridge Subarea, as proposed in the Bayview Ridge Subarea Plan, encompasses 4,011 acres with a mix of industrial, commercial, residential, and wetland/open space land uses, as well as vacant land. The Subarea is bounded on the west by Farm to Market Road, on the north by Josh Wilson Road and the base of the hillside, on the east by Avon-Allen Road, and on the south by Ovenell Road and SR 20. The boundaries of the Subarea were developed after a review of the existing development patterns, existing public sanitary sewer and water system service area boundaries, topography, and floodplain boundaries.

Existing Land Use

Existing land use within the Bayview Ridge Subarea is summarized in Table 8.

Table 8
Bayview Ridge Subarea Existing Land Use

Use	Total Acreage
Skagit Regional Airport	761
Industrial Development	601
Commercial Development	0
Residential Development	494
Wetlands/Open Space	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 density 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.

Development within the Bayview Ridge Subarea began with the Airport, originally built in 1933. The present runway and taxiway system was constructed in 1943 by the United States Navy. 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. The Skagit Regional Airport is the largest airport in Skagit County and has been designated by the *Skagit County Comprehensive Plan* as an essential public facility. The airport meets numerous aviation needs for Skagit County, including airfreight shipping, and commercial passenger aircraft and operations. The airport is now surrounded by the Port’s Bayview Business and Industrial Park.

Land use within the Bayview Ridge Subarea is influenced by the long-term needs of the airport. 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 addressed in detail in the *Skagit Regional Airport Land Use Compatibility Study* (Reid Middleton, June 2000). The study resulted in the establishment of six Airport Safety Zones. Within each Safety Zone, limitations exist with regard to the type and intensity of permitted land uses, and the amount of open space required. Certain uses, including uses within which the occupants cannot move quickly out of harm's way (i.e., hospitals, nursing homes, and schools) and above-ground storage of flammable materials, are prohibited in all six Safety Zones. All new development within the AEO district is subject to an Avigation Easement required as part of the permitting process.

Within the Subarea, industrial/business development is now concentrated in the central and western portions of the Subarea, adjacent to the airport, while residential development is concentrated in the southeastern portion of the Subarea, between Peterson Road and Ovenell Road. Properties between the industrial and residential areas are largely undeveloped. Existing land use and the AEO overlay zone are shown in Figure 11.

The Port of Skagit County owns 1,817 acres within the western and central portions of the Subarea, including the Skagit Regional Airport. Of this 1,817-acre ownership, 761 acres are associated with the airport and are substantially developed with aviation-related facilities. The remaining 1,056 acres encompass the Port's Bayview Business and Industrial Park. Within the business park, 108 acres are currently developed, and 694 acres are designated as wetland/buffer/open space. The remaining 254 acres are undeveloped and planned for industrial development over the next 20 years.

Other industrial uses in the western portion of the Subarea 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, Lignotech, and Washington Alder. Most of these uses access Farm to Market Road or Ovenell Road/Higgins Airport Way, in the western portion of the Subarea.

Undeveloped parcels of various sizes and numerous wetlands also lie within the industrial portion of the Subarea.

Residential subdivisions and the Skagit Golf and County Club are located in the higher, eastern edge of the Subarea, above Avon-Allen Road. Approximately 402 acres are now devoted to small lot residential and golf course development. This residential development consists primarily of single-family homes. 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 subdivisions, including the Skagit Golf and Country Club, were developed primarily between 1950 and 1970. The Skagit Golf and Country Club development is accessed by Avon-Allen Road, with a secondary access to Ovenell Road.

The current residential population is 1,701; 709 dwellings now lie within the Subarea. Undeveloped portions of the Subarea have a "rural" atmosphere. Figure 12 provides an aerial view of Bayview Ridge.

Figure 11 – Bayview Ridge Subarea Plan: Existing Development

The Subarea is now served by public water and both a sanitary sewer system and individual on-site septic systems (see Section 3.5, Public Services).

A small commercial area is located at the intersection of Avon-Allen Road and SR 20, adjacent to the southeast corner of the Subarea. This area is occupied by National Frozen Foods, United Horticulture Supply, Nutrena Feeds, and Transmart (commercial fueling). Because this commercial area is oriented to SR 20 and Skagit Valley farmlands, the *Draft Bayview Ridge Subarea Plan* does not include it within the Bayview Ridge Subarea.

Comprehensive Planning and Zoning

Zoning within the Bayview Ridge Subarea has changed over time in response to development of County Plans and most recently, in response to requirements of the Growth Management Act (GMA). Most of the existing development within the Subarea occurred prior to the GMA and current zoning.

This Subarea Plan, including designation of the UGA and associated urban zoning, are issues before the Western Growth Management Hearings Board. The history of planning and zoning in the Subarea is detailed below.

History of Suburban Zoning

Skagit County's first zoning ordinance was adopted in 1966, followed by an interim land use plan map. This map was replaced in 1968 by a Comprehensive Plan Land Use, Transportation, and Community Facilities map. For the area encompassing what is now the existing Bayview Ridge UGA, this later map prescribed mostly medium industrial uses surrounded by an open-space buffer. Areas immediately adjacent to the airport facility were given commercial-limited industrial designations. Most of the remaining areas comprising Bayview Ridge were mapped for single- and two-family residential uses at densities averaging 4 units/acre, with smaller areas set aside for parks, schools, and other community uses.

In the 1970s, Skagit County adopted regional district comprehensive plans. Bayview Ridge was included in the *Northwest District Comprehensive Plan*, adopted in January of 1975. At that time, Port properties, and areas to the south above the 100-year flood plain, were designated as suitable for heavy industrial activities. Industrial lands in the Northwest Plan were allocated proportionate to demand, with 83 percent of that demand being projected in areas owned by the Port of Skagit County and/or the Port of Anacortes.¹

The remainder of Bayview Ridge, under the *Northwest District Comprehensive Plan*, was designated for residential use at a density of one dwelling unit per acre. In the 1980s, new rural residential designations were established and several areas on Bayview Ridge that were formerly Residential were rezoned to Residential Reserve, Rural Intermediate, or Rural, with residential

Residential were rezoned to Residential Reserve, Rural Intermediate, or Rural, with residential densities of 1, 2.5, and 5 units per acre, respectively.

¹ Policy 6.3.3, *Comprehensive Plan for the Northwest District of Skagit County*, September 1974.

Figure 12 – Bayview Ridge Subarea Plan: Aerial Photo

In November 1985, the new zoning classification Aviation-Related was added to the Skagit County Code to provide for uses, which require proximity, and/or access to established air fields.² As an adjunct to the creation of this new zoning district, two Port of Skagit County properties were rezoned from Industrial to Aviation-Related. At the same time, two other Port properties were rezoned from Industrial to Commercial/Limited Industrial to allow for uses that are compatible; largely devoid of nuisance factors, hazards or exceptional demands upon public facilities or services; and, which require no special site conditions.³

Master plans for the Skagit Regional Airport were completed in 1968, 1989, and 1995.

In June 1997, Skagit County adopted a new Comprehensive Plan and Land Use Map under the requirements of the 1990 Growth Management Act (GMA). As part of the Plan, Skagit County established an unincorporated, 3,900-acre Urban Growth Area on Bayview Ridge. In July, 2000, Skagit County adopted amendments to the Comprehensive Plan and created a Unified Development Code.

Western Washington Growth Management Hearings Board Decision

Under an appeal of the *Skagit County Comprehensive Plan* (1997), the Western Washington Growth Management Hearings Board (WWGMHB) found that the Bayview Ridge UGA, outside of the Port's property, substantially interfered with GMA and declared it invalid.⁴ The WWGMHB found that, although the Port of Skagit County's master plan had adequately planned for the Port's property, Skagit County had not demonstrated that the remaining portions of the UGA were appropriately sized and that measures were in place to ensure development at urban standards and prevent residential sprawl, among other things. A subsequent request to remove invalidity was refused by the WWGMHB because of ongoing concerns regarding potential non-industrial uses, appropriate uses within the airport runway overlay areas, the necessary phasing of development within the industrial areas, and sufficient capital facilities planning for the UGA.

In December 1998, the WWGMHB lifted invalidity on a portion of the Bayview Ridge UGA based on a settlement agreement between a private property owner and Friends of Skagit County.⁵ In April 1999, Skagit County and Friends of Skagit County entered into a settlement agreement recognizing that there were significant public benefits to allowing the Commercial/Industrial portions of the Bayview Ridge UGA to be removed from invalidity, provided that Skagit County impose certain development and phasing requirements on an interim basis.⁶ In September 1999, the WWGMHB rescinded its January 1998 order of invalidity for all portions of the Bayview Ridge UGA and for associated development standards, provided (in part) that the development and phasing requirements established by the County remain in place until a Subarea plan for the Bayview Ridge UGA was completed.

Current Zoning Regulations

Development in the Bayview Ridge UGA continued under interim development standards until July 2000, when Skagit County permanently adopted the industrial portion of the Bayview Ridge

² Skagit County Resolution No. 10648.

³ Skagit County Resolution No. 10649, Staff finding No. 4.

⁴ Abenroth et al., v. Skagit County, WWGMHB Case No. 97-2-0060c (Final Decision and Order, January 23, 1998).

⁵ A petitioner in WWGMHB Case No. 97-2-0060c.

⁶ Skagit County Ordinance No. 17568.

UGA and development standards for the Bayview Ridge Industrial (BR-I), Bayview Ridge Heavy Industrial (BR-HI), Aviation Related (AVR), and Airport Environs Overlay (AEO) zoning districts.⁷ On June 5, 2001, Skagit County adopted certain urban development standards and limitations on development pending completion of a Subarea Plan.⁸

Existing residential subdivisions within the Subarea, but outside the UGA, are now zoned Rural Intermediate (RI), permitting one dwelling per 2.5 acres.

The undeveloped residential areas within the Subarea are zoned Rural Reserve (RRv), permitting one home per 10 acres or one home per 5 acres with CaRD.

Existing Comprehensive Plan and zoning designations are shown in Figure 13.

3.2.2 Environmental Impacts

The Bayview Ridge Subarea Plan is intended to establish a vision of how the Subarea 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 is intended to recognize the extraordinary opportunities within the Subarea, support the existing urban land use patterns, take into consideration the public benefits and provisions of the Skagit Regional Airport along with the unique natural features of the Subarea, and establish the framework and standards of urban governmental services and facilities.

The four alternative plan scenarios presented in this EIS differ most significantly in terms of the size of the proposed UGA, whether or not the UGA includes a residential component, and if it does include a residential component, the timing of the urban residential development.

Certain assumptions are common to all alternatives:

- Continued development of the Skagit Regional Airport, the Bayview Business and Industrial Park, and the surrounding industrial area will occur within an UGA. Employment within this area is projected to increase from 1,456 in 1998 to 3,301 in 2015 and to 4,305 in 2025.
- Urban levels of services will be provided within the UGA. A new fire station is being built on Peterson Road to provide an urban level of fire protection service to the existing industrial UGA.

Wetlands and/or wetland buffers are protected by the County's Critical Area Regulations, however allowed residential density 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 buffer acreage. This likely results in an overstatement of the potential for residential development, as it is unlikely 100% of this density can or will be transferred in every case.

⁷ Skagit County Ordinance No. 17938.

⁸ Skagit County Ordinance No. 18264.

Figure 13 – Bayview Ridge Subarea Plan: Comprehensive Plan and Zoning Designations

- The amount of residential land needed to accommodate the residential population currently allocated to the Bayview Ridge UGA includes a 25% market factor. The market factor is intended to allocate land above that needed for saturation/build-out to assure some choice and variety of building sites at acceptable land prices. A market factor allows for inefficiencies in the marketplace and minimizes the pressure to increase land prices due to a constricted supply of land.
- All residential land development outside the UGA would be required to develop as a Skagit County CaRD – Conservation and Reserve Development. The CaRD regulations require clustering of residential development to provide open space for agriculture, forestry, continuity of ecological functions, preservation of rural character, and reservation of lands that may be appropriate for future urban growth areas. With CaRD, the maximum density within the Rural Reserve District is one unit per five acres. The maximum density within the Rural Intermediate District is one unit per 2.5 acres.

The impacts of the four Subarea Plan alternatives are addressed below:

Alternative 1: Industrial UGA and Rural Residential Development (No Action)

Alternative 1 would retain the existing Bayview Ridge UGA boundary as adopted under Interim Ordinance #17893 and as permanently adopted pursuant to Ordinance #17938. A 2,806-acre industrial UGA would encompass the Port of Skagit County ownership and privately-owned industrial properties in and around the Skagit Regional Airport. Within the UGA, land use would be limited to industrial and aviation-related uses. The remaining 1,205 acres within the Subarea would remain primarily in rural residential use and be located outside the UGA.

Acres for each of Alternative 1’s land use designations and the potential residential impacts are shown in Table 9.

**Table 9
Alternative 1 - Land Use**

Land Use Designation/Zoning	Total Acres	Developed Acres ¹	Developable Acres	Potential Total Homes	Potential Total Population
<i>Aviation – Related (AVR)</i>	761	761	0	0	0
<i>Heavy Industrial (BR-HI)</i>	651	354	297	0	0
<i>Industrial (BR-I)</i>	1,394	1,004	390	0	0
<i>UGA Subtotal</i>	2,806	2,119	687	0	0
Residential – Rural Intermediate (RI)	403	379	24	676	1,623
Residential – Rural Reserve (RRv)	802	130	672	178	427
SUBAREA TOTAL	4,011	2,628	1,383	854	2,050

¹ Developed Acres includes developed parcels, roads, utilities and wetlands/buffers, where appropriate. Wetlands in residential areas (Rural Intermediate and Rural Reserve) are not considered developed as the Skagit County Critical Areas Ordinance grants development credits for wetlands to be used on non-wetland properties.

Existing development standards for each of the urban land use designations/zoning, (i.e. Industrial, Heavy Industrial and Aviation-Related, and the Airport Environs Overlay zone) which is applicable to the entire Subarea, would be modified to insure compatibility with continued utility of the airport while allowing for continued economic development and minimal disturbance to adjacent properties. No more than 235 acres of privately owned, industrial designated land are now proposed to be developed prior to 2015. Employment within the UGA would increase by approximately 1,845 jobs by 2015. With Alternative 1, the UGA would not include any commercial or residential lands.

Development standards for urban public facility and services would be adopted for roads, water, storm drainage, and sanitary sewer services within the UGA. Urban levels of service would be provided throughout the UGA, and within portions of the remainder of the Subarea. As with all alternatives, a new fire station would be constructed on Peterson Road in order to meet urban LOS standards for the industrial UGA. This fire station will also serve the remainder of the Subarea.

Outside the UGA, 1,205 acres within the Bayview Ridge Subarea would retain the current Rural Reserve, Rural Intermediate zoning. The majority of the existing undeveloped properties in the eastern portion of the Subarea are located within the Rural Reserve district, with an allowed density of 1 dwelling per 5 acres with CaRD standards. At build-out, it is anticipated that up to approximately 143 new single-family dwellings could be constructed within the Subarea, outside the UGA. The long-term residential population would thus increase only slightly over the current population of 1,706. Over time, existing vacant land would be converted to rural residential use and/or small pastures. Development under CaRD requirements would result in clustered rural residential development, and the preservation of significant open space. The open space could either be permanent, or reserved for future urban development at a later date.

Impacts associated with an increased residential population and associated residential traffic would be the least for all the alternatives. Impacts associated with increased employment population within the industrial UGA would generally be confined to the industrial area, with the exception of increased vehicular and truck traffic on Peterson Road.

With Alternative 1, the 2015 residential population currently allocated to the Bayview Ridge UGA (i.e., 3,420 people) would have to be re-allocated to other UGAs within Skagit County.

Alternative 2: CAC Recommendation – Community UGA

Alternative 2 is adoption of the Bayview Ridge Subarea Plan and associated development standards as recommended by the Bayview Ridge Subarea Plan Citizens Advisory Committee. The Subarea Plan would encompass a 3,799-acre UGA including airport, industrial, commercial, and residential development with the intent of creating a cohesive and self-sufficient urban community that takes advantage of the unique qualities of this Subarea. Urban levels of service would be provided throughout the Subarea. The 84-acre residential area south of Josh Wilson Road, west of Higgins Airport Way, would remain outside the UGA and retain its Rural Reserve designation. The land use distribution is shown in Table 10.

Table 10
Alternative 2 - Land Use

Land Use Designation/Zoning	Total Acres	Developed Acres ¹	Developable Acres	Potential Total Homes	Potential Total Population
<i>Aviation – Related (AVR)</i>	761	761	0	0	0
<i>Community Center (BR-CC)</i>	15	7	8	0	0
<i>Industrial (BR-I)</i>	1,501	1,019	482	0	0
<i>Heavy Industrial (BR-HI)</i>	651	355	296	0	0
<i>Limited Commercial (BR-LC)</i>	8	8	0	0	0
<i>Residential (BR-R)</i>	863	426	437	2,424	5,817
UGA TOTAL	3,799	2,576	1,223	2,424	5,817
Natural Resource Commercial (CI)	8	8	0	0	0
Residential – Rural Reserve (RRv)	84	33	51	17	41
SUBAREA TOTAL	3,891	2,617	1,274	2,441	5,858

¹ Developed Acres includes developed parcels, roads, utilities and wetlands/buffers, where appropriate. Wetlands in residential areas (Rural Intermediate and Rural Reserve) are not considered developed as the Skagit County Critical Areas Ordinance grants development credits for wetlands to be used on non-wetland properties.

The industrial component of this alternative is similar to Alternative 1, with the exception of an additional 107 acres of industrial property in the central portion of the Subarea, within Airport Safety Zones 2 and 3L. In total, Alternative 2 includes 2,913 acres of industrial designated land, 1,817 acres of which are owned by the Port of Skagit County, and 1,096 acres of which are privately owned. Similar to all alternatives however, the presence of extensive wetlands would result in only 778 additional acres of industrial and commercial designated properties being developed. Employment growth within the industrial area would be similar to Alternative 1.

As part of the Community UGA, Alternative 2 adds the eastern, residential portion of the Subarea to the UGA. This urban residential component encompasses 863 acres, lying both north and south of Peterson Road, between the existing industrial area and Avon-Allen Road. The allowed residential density would be four units per acre. A mix of housing types would be permitted, as would Planned Residential Developments. The intent of the residential regulations is to provide opportunities for innovative and flexible design, within the over-all density of four units per acre, consistent with the Airport Safety Zone requirements. A 25-acre community park would be located within the residential area. With Alternative 2, the urban residential area could accommodate a population of 4,641 by year 2015; this exceeds the present Bayview Ridge UGA 2015 allocation of 3,420.

Alternative 2 includes a 15-acre community center located adjacent to and south of Peterson Road, immediately east of the industrial area. This community center will serve as a community

focal point and will encompass the new fire station, limited neighborhood commercial services, and community meeting space. Eight acres of commercial designated land at the northwest quadrant of the intersection of SR 20/Avon-Allen Road also lie within the UGA.

Similar to all alternatives, existing development standards for the urban industrial land use designations/zoning, including the Airport Environs Overlay zone (applicable to a majority of the study area) would be modified. Similar to alternatives 3 and 4, new land use regulations would be adopted for the new commercial and residential lands within the UGA. The new community center zoning would require approval of a Site Plan prior to approval of any individual commercial projects. The development standards for public facility and services (roads, water, storm drainage, and sanitary sewer) would be similar to Alternatives 3 and 4.

With development of a community UGA, existing residents within the Subarea will experience an increase in the density and intensity of development. Existing vacant land will be converted to industrial development and residential development at a density of four units per acre with associated open space. The western edge of the new residential areas may experience an increase in industrial noise levels as the eastern edge of the industrial area is developed.

With Alternative 2, local residential and employment populations will increase significantly by 2015, as will associated traffic volumes, the population of school children, the demand on public services, etc. Impacts to traffic are addressed in Section 3.4 and impacts to Public Services and Utilities are addressed in Sections 3.5 and 3.6.

Alternative 3: Community UGA with Short-Term/Long-Term Planning Areas

Impacts associated with Alternative 3 would be similar to Alternative 2, with the exception of the timing of the urban residential development. Under Alternative 3, the urban residential component would be divided into short-term and long-term development areas, both within the UGA.

The short-term planning area encompasses a 654-acre area including the existing residential subdivisions and additional vacant land. This area extends north from Ovenell Road to a point approximately 2,000 feet north of Peterson Road. Properties within the short-term planning area would be zoned to allow urban residential development within the current 20 year planning period. The northeastern portion of the Subarea (351 acres) would be designated a long-term planning area. Properties within this area would not be allowed to develop at urban densities (i.e. four dwelling units per acre) while they are located within the Long-Term Planning Area. A formal conversion process would be required to move properties from the long-term to short-term planning area. It is anticipated that properties within the Long-Term Planning Area would be converted to the Short-Term Planning Area sometime beyond the current 20-year planning period. Properties within the long-term planning area would be subject to land use regulations that prohibit any further division of land prior to the formal conversion.

Alternative 3 land uses are shown in Table 11.

Table 11
Alternative 3 Land Use

Land Use Designation/Zoning	Total Acres	Developed Acres ¹	Developable Acres	Potential Total Homes	Potential Total Population
<i>Aviation – Related (AVR)</i>	761	761	0	0	0
<i>Community Center (BR-CC)</i>	15	7	8	0	0
<i>Heavy Industrial (BR-HI)</i>	411	261	150	0	0
<i>Light Industrial (BR-LI)</i>	1,741	1,112	629	0	0
<i>Residential – Long-Term Planning Area (BR-R)</i>	351	33	318	973	2,335
<i>Residential – Short-Term Planning Area (BR-R)</i>	654	402	252	1,361	3,266
UGA TOTAL	3,933	2,576	1,357	2,334	5,601
Residential – Rural Reserve (RRv)	78	30	48	16	39
SUBAREA TOTAL	4,011	2,606	1,405	2,350	5,640

¹ Developed Acres includes developed parcels, roads, utilities and wetlands/buffers, where appropriate. Wetlands in residential areas (Rural Intermediate and Rural Reserve) are not considered developed as the Skagit County Critical Areas Ordinance grants development credits for wetlands to be used on non-wetland properties.

With Alternative 3, the urban residential area could accommodate a population of 5,601 at build-out; this exceeds the present Bayview Ridge UGA 2015 allocation of 3,420.

Alternative 4: Proposed Bayview Ridge Subarea Plan – Community UGA (Proposed Action)

Alternative 4 is very similar to Alternative 3, except that the residential area designated as “Long-Term Planning Area” would be designated “Urban Reserve” and would be located outside the UGA. The land uses under Alternative 4 are shown in Table 12.

With Alternative 4, the urban residential area could accommodate a population of 3,631 at build-out; this exceeds the present Bayview Ridge UGA 2015 allocation of 3,420.

Table 12
Alternative 4 - Land Use

Land Use Designation/Zoning	Total Acres	Developed Acres ¹	Developable Acres	Potential Total Homes	Potential Total Population
<i>Aviation – Related (AVR)</i>	761	761	0	0	0
<i>Community Center (BR-CC)</i>	15	7	8	0	0
<i>Heavy Industrial (BR-HI)</i>	411	261	150	0	0
<i>Light Industrial (BR-LI)</i>	1,741	1,112	629	0	0
<i>Residential (BR-R)</i>	705	402	303	1,513	3,631
UGA TOTAL	3,633	2,543	1,090	1,513	3,631
Residential – Rural Reserve (RRv)	78	30	48	16	39
Residential – Urban Reserve (URv)	300	62	238	68	163
SUBAREA TOTAL	4,011	2,620	1,376	1,597	3,833

¹ Developed Acres includes developed parcels, roads, utilities and wetlands/buffers, where appropriate. Wetlands in residential areas (Rural Intermediate and Rural Reserve) are not considered developed as the Skagit County Critical Areas Ordinance grants development credits for wetlands to be used on non-wetland properties.

3.2.3 Mitigating Measures

Proposed

- All proposed land uses and associated development standards are consistent with continued utility of the Skagit Regional Airport, a designated essential public facility.
- Skagit County will continue to require an Avigation Easement for all new development within the AEO District; the language of this easement is being reviewed as part of the Subarea planning process.
- Urban levels of service will be provided throughout the UGA.
- Industrial development adjacent to residential areas will be required to provide a sight-obscuring buffer.
- Minimize potential future conflicts between the Skagit Regional Airport (an essential public facility) and non-airport uses by:
 - Amending the Avigation Easement language to clearly require avigation easement dedications, and strengthening easement language.
 - Incorporating airport safety zone and noise contour maps, and federally mandated building height limitations into the UDC.
 - Strengthening the Airport Environs disclosure – “Notice to Purchasers”.

- Recognizing the Port of Skagit County’s prescriptive easements in the Comprehensive Plan and UDC.

Potential

- Performance standards addressing noise, visual impacts, and other areas of potential impact to residential neighbors could be developed for new development within the industrial zoning districts.

3.2.4 Unavoidable Adverse Impacts

All alternatives include at least some continued development within the Bayview Ridge Subarea. Continued development will result in increased density and intensity of uses, the incremental loss of open space, increased vehicular traffic, and increased demands for public services and utilities.

3.3 Consistency With Plans And Policies

The following section addresses consistency of the Bayview Ridge Subarea Plan and the:

- *Skagit County Comprehensive Plan (2000)*
- *Skagit County Countywide Planning Policies (2000)*
- *Skagit County Overall Economic Development Plan (OEDP) (2000)*
- *Skagit Regional Airport Land Use Compatibility Study (2000)*

Consistency with functional plans such as the *Skagit County Comprehensive Park and Recreation Plan*, *Skagit County Coordinated Water System Plan*, the *City of Burlington Comprehensive Wastewater Plan*, etc. are addressed in their respective elements of this DEIS.

3.3.1 Affected Environment

Skagit County Comprehensive Plan (2000)

Subarea planning may be considered under the provisions of the Growth Management Act (GMA), provided the Subarea Plan is consistent with the overall Comprehensive Plan.

Chapter 14 of the *Skagit County Comprehensive Plan (2000)* 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. The Bayview Ridge Subarea plan is the first plan to be prepared under

Chapter 14 of the *Skagit County Comprehensive Plan*, the Community Development Plans Element.

Skagit County Countywide Planning Policies (2000)

The Countywide Planning Policies are the foundation of the *Skagit County Comprehensive Plan*. The Countywide Planning Policies address: Urban Growth (including the allocations of population and commercial/industrial land); Reduction of Sprawl; Transportation; Housing; Economic Development; Property Rights; Permits; Natural Resource Industries; Open Space and Recreation; Environment; Citizen Participation; Public Facilities and Services; and Historic Preservation.

Skagit County Countywide Planning Policies support Subarea planning as an approach to addressing homogeneous natural features and communities in the County.

Pertinent Countywide Planning Policies identified in the Bayview Ridge Subarea Plan are identified below:

Urban Growth. Countywide Planning Policy 1.1 (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 13
UGA Population and Commercial/Industrial Land Allocations

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 nonurban areas.

- 1.4 *Urban growth areas shall include greenbelt, open space, and encourage the preservation of wildlife habitat areas.*
- 1.7⁹ *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.

⁹ 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.

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.

Reduction of Sprawl. Countywide Planning Policy 2 (GMA Goal 2) addresses the following:

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

Pertinent 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.

Economic Development. 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 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.*

Housing. 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.*

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 *Skagit County Overall Economic Development Plan (OEDP)* (2000) and *Skagit County Comprehensive Plan* (2000) recognize the importance of the Bayview business/industrial area. The *OEDP* states: “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 urban areas (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% of the total) is to be allocated to the Bayview Ridge UGA for industrial and commercial development.

This is a top priority area for economic development located outside of a municipality or a natural resource area.

Airport Land Use Compatibility Study

The *Skagit Regional Airport Land Use Compatibility Study* (Reid Middleton) was prepared 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* (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 or 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 as identified in the development standards in which the mobility of occupants is effectively limited.

The *Skagit County 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 approximately four to six units per acre is permitted. All of the Bayview Ridge Subarea, except the northeastern and southwestern edges, is within one of these zones. The safety zones are shown in Figure 14.

Currently, the vast majority of compatibility impacts are contained within 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. All new development projects will be reviewed for potential open space.

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 an average of 4 dwelling units per acre, and when residential land divisions creating five (5) or more lots are proposed, a planned residential development process will be used to insure the provision of 15 percent open space for emergency aircraft landings. Non-residential uses are limited to 100 – 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.

3.3.2 Environmental Impacts

Alternative 1: Industrial UGA and Rural Residential Development (No Action)

Alternative 1 is inconsistent with Countywide Planning Policies related to Urban Growth, as it makes no provision for a residential component within the Bayview Ridge UGA. The 2015 population allocated to the Bayview Ridge UGA (i.e., 3,420) would have to be re-allocated to other municipal UGAs within the County. Given that the expected pattern of growth is along the Interstate 5 corridor, the population would likely go to either the City of Burlington or the City of Mount Vernon.

Figure 14 – Bayview Ridge Subarea Plan: Airport Environs Overlay and Safety Zones

Alternative 1 is consistent with Countywide Planning Policies related to Economic Development, and Reduction of Sprawl. This alternative does not provide significant opportunities for new housing.

Alternative 1 is consistent with the *Skagit County Airport Land Use Compatibility Study* assuming the revisions to the AEO overlay zone and Industrial and Heavy Industrial zones are implemented.

Alternative 2: CAC Recommendation – Community UGA

Alternative 2 is, in part, consistent with Countywide Planning Policies related to Urban Growth, as it provides for a residential component within the Bayview Ridge UGA. However, the potential UGA population at build-out (i.e., 4,641), exceeds the 2015 Bayview Ridge UGA population allocation of 3,420.

Alternative 2 provides for open space in response to requirements of the *Skagit County Airport Land Use Compatibility Study*, but does not include an overall Open Space Plan.

Alternative 2 is consistent with Countywide Planning Policies related to Economic Development, Reduction of Sprawl, and Housing.

Alternative 2 is consistent with the *Skagit County Airport Land Use Compatibility Study* assuming the revisions to the AEO overlay zone are implemented and the proposed zoning regulations are adopted.

Service providers within the proposed Community UGA have stated that urban levels of service can be provided throughout the UGA within a defined period of time. Funding for all of the required improvements has not yet been identified, however (see Section 3.5, Public Services).

Alternative 3: Community UGA with Short-Term/Long-Term Planning Areas

Alternative 3 is, in part, consistent with Countywide Planning Policies related to Urban Growth, as it provides for a residential component within the Bayview Ridge UGA. However, the potential UGA population at build-out (i.e., 5,601), exceeds the 2015 Bayview Ridge UGA population allocation of 3,420. Within the short-term planning area (i.e., the area that could be developed in the immediate future), the potential population is estimated to be 3,266. Limited rural residential development could occur in the Long-Term Planning Area prior to conversion.

Alternative 3 provides for open space in response to requirements of the *Skagit County Airport Land Use Compatibility Study*, but does not include an overall Open Space Plan.

Alternative 3 is consistent with Countywide Planning Policies related to Economic Development, Reduction of Sprawl, and Housing.

Alternative 3 is consistent with the *Skagit County Airport Land Use Compatibility Study* assuming the revisions to the AEO overlay zone are implemented and the proposed new zoning regulations are adopted.

Alternative 4: Proposed Bayview Ridge Subarea Plan – Community UGA (Proposed Action)

Of the alternatives considered, Alternative 4 is the most consistent with Countywide Planning Policies related to Urban Growth. Alternative 4 provides for a residential component within the Bayview Ridge UGA that is the most consistent with the 2015 population allocation. At build-out, it is estimated that Alternative 4 could accommodate a population of 3,631 within the UGA (vs. the year 2015 allocation of 3,420).

Alternative 4 provides for open space in response to requirements of the *Skagit County Airport Land Use Compatibility Study*, but does not include an overall Open Space Plan.

Alternative 4 is consistent with Countywide Planning Policies related to Economic Development, Reduction of Sprawl, and Housing.

Alternative 4 is consistent with the *Skagit County Airport Land Use Compatibility Study* assuming the revisions to the AEO overlay zone are implemented and the proposed zoning regulations are adopted.

Service providers have stated that urban levels of service can be provided throughout the UGA within a defined period of time. Funding for all of the required improvements has not yet been identified, however (see Section 3.5, Public Services).

3.3.3 Mitigating Measures

Proposed

- The new development standards associated with the zoning districts within the UGA will ensure consistency with the *Skagit County Comprehensive Plan (2000)* and Countywide Planning Policies (2000)¹⁰. Skagit County has completed a review of its existing *Capitol Facilities Plan* and is in the process of adopting a revised Plan with new LOS standards for certain facilities.
- The Subarea Plan includes a Capital Facilities Plan identifying projects necessary to ensure an urban level of service within the UGA.

Potential

- Skagit County should work with the City of Burlington and all special districts serving the Subarea to develop a Capital Facility Plan for the Bayview Ridge Subarea.

3.3.4 Unavoidable Adverse Impacts

No unavoidable adverse impacts to adopted Plans and Policies are anticipated.

¹⁰ 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.

3.4 Transportation

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

- *Skagit County Comprehensive Plan (2000).*
- *Skagit County Capital Facilities Plan for 2001-2006.*
- *Skagit County Transportation Improvement Program 2001-2006.*
- *Skagit County Transportation Systems Plan (March 1997)*
- *Six-Year Transportation Improvement Plan (TIP) (2001-2007).* The Transportation Systems Plan is updated annually by the adoption of a new Six-Year TIP.
- *Skagit/Island Regional Transportation Plan (1996).*
- *Skagit Regional Airport Master Plan Update (1995).*
- *Countywide Air, Rail, Water, and Port Transportation System Study (1996).*
- *Skagit Non-Motorized Transportation Plan (draft August 2000).*
- *Skagit County Comprehensive Transit Plan*
- *WSDOT SR 20 – Fredonia to I-5 Interchange Traffic Report, Accident Analysis (2003)*

3.4.1 Affected Environment

Transportation facilities serving the Bayview Ridge Subarea include a State highway, County roads, Skagit Regional Airport (an essential public facility), Skagit Transit (SKAT) and the Burlington Northern Santa Fe Railroad.

The Bayview Ridge Subarea is located about two miles west of Interstate 5 (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. A major widening project (“SR-20, Fredonia to Interstate 5) for this facility has recently been funded and is scheduled to be advertised for bid in 2006.

Figure 15 - Bayview Ridge Subarea Plan: Road System

Skagit County Roads

The Skagit County road system within Bayview Ridge is comprised of approximately 20 miles of an irregular pattern of arterials, collectors and local streets. Figure 15 shows the Bayview Ridge Roadway System.

The Josh Wilson Road, along the northern boundary of the Subarea, connects the community of Bayview (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. The 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. Ovenell Road, west of Higgins Airport Way received a FGTS classification of 300,000 to 5 million tons per year. SR 20 received a 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 Transportation

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 the Bayview Ridge Subarea consist of limited sidewalks and the Port of Skagit County's trail system through the Port area.

Non-County Public Transportation Systems

Other service providers within the Bayview Ridge Subarea include WSDOT, the Port of Skagit County, and the Skagit County Transit Authority. A brief description of these providers and their facilities follows.

State Highways

The Bayview Ridge Subarea is bordered on the south by State Route 20 (SR 20). SR 20 is the major east-west travel route for the County. It provides direct access from Interstate 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 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. Currently, Route 140 (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). The transit system is collecting fares to offset costs to assist in restoring service.

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

Airport Facilities

Skagit Regional, also called Bayview Airport, is the largest and most significant of the three public airports in Skagit County. Built in 1933, 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.

The airport includes two runways:

- 10-28 – 5,475 feet long with one instrument approach, long-term plan for precision approach at both ends;
- 4-22 (crosswind) – 3,000 feet long with visual approaches, planned to host general aviation development.

Airside facilities also include parallel taxiways, aircraft apron, tiedowns, hangars, and a fuel distribution and storage system. Landside supporting 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* (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 by 90 percent, from 55,230 annual take-offs and landings in 1992 to 100,100 operations by 2013. The composition of the fleet that is flying these operations 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.

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.

Railway Facilities

Rail service within Skagit County is provided by Burlington Northern Santa Fe Railroad (BNSF). The BNSF main line generally parallels I-5. A secondary line from Sedro-Woolley to Sumas in Whatcom County, as well as two branch lines originating in the City of Burlington, one traveling west to Anacortes and one traveling east to Sedro-Woolley also provide rail service. The Burlington Anacortes branch line travels through the southern edge of the Bayview Ridge Subarea, adjacent to SR 20. Rail service passing through Bayview is limited to freight hauling operations. Approximately 12 freight trains per day operate on the east-west Burlington branch lines.

Existing Levels of Service and Capacity

Skagit County

The *Skagit County Transportation Systems Plan - Review Final*, (June 28, 2001) addresses Level of Service (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 level of service 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 an 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 have been based on an A through F, quantitative measures of roadway capacity, as defined in the 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. LOS C 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 level 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 14.

Table 14
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	0 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, with the exception of the intersections with SR 20 (SR 20/Avon Allen was at LOS E).

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 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 *SR 20 – Fredonia to I-5 Interchange Traffic Report* prepared for WSDOT projects SR 20 traffic volumes and intersection levels of service for the years 2006 and 2026. With the upcoming SR 20 widening project, these forecasts show that the mainline SR 20 level of service will be at LOS “C” or better through 2026. With the recommended intersection design modifications presented in this report, all intersections from Fredonia to I-5 (including SR 20/Higgins Airport Way, SR20/ Avon-Allen Road, and SR20/Pulver Road) will result in these intersections also operating at LOS “C” or better through 2026.

High traffic volumes on state routes can cause delay 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 Level of Service

The LOS standards that are adopted in the Subarea Plan must be maintained through upkeep of the existing circulation system and expansion of transportation services where needed. For this Plan, Bayview Ridge 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.

All Bayview Ridge arterials currently demonstrate adequate capacity, although the public may consider some deficient based on their physical condition.

Average weekday traffic (AWDT) and PM peak hour counts were collected for the Skagit County arterial network, including Bayview Ridge, during 1998, 1999, 2000, 2001, and 2002. The counts were provided by the Washington State Department of Transportation, 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.

Table 15 illustrates the traffic counts for some of the most highly traveled segments of county and state facilities within Bayview Ridge.

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

Proposed Improvement Projects

Proposed Skagit County road improvement projects are identified in the County’s *Six-Year Transportation Improvement Program (TIP)*. The 2002-2007 *TIP* identifies the following projects within the Bayview Ridge Subarea:

- Farm to Market Road #2 (Ovenell Road to Josh Wilson Road) – Grading, widening and resurfacing, 2002 – 2007
- Peterson Road (EZ Road to Higgins Airport Way) – Grading, widening, paving and sidewalks, 2003
- Josh Wilson Road (Higgins Airport Way to Farm to Market Road) – Grading, drainage, widening, and resurfacing, 2005

Table 15
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

In addition, a new major collector connecting Ovenell Road to the Farm to Market Road at the SR 20 intersection is proposed within the southwest portion of the industrial area. This collector will be developer-funded; construction timing will coincide with the timing of development.

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 Interchange Project – Widening (adding one lane in each direction), from the intersection with SR 536 to Interstate 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.

3.4.2 Environmental Impacts

Changes in traffic volume are primarily dependent on changes in population and employment, which in turn are dependent upon growth in the housing market and in regional industries. As described in previous sections, the residential population and employment sector of Bayview Ridge are predicted to steadily increase over their current levels. The amount of new residential development will depend on how much residential area is located within the Bayview Ridge UGA. Employment within the 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*, CH2Mhill, December 2001). Increased development within the industrial area will also result in increased truck traffic as many businesses in this area generate freight.

For all alternatives, there will be an increase in travel to, from, and within the Subarea. Those alternatives with the greatest amount of residential development will generate the greatest amount of total traffic.

As development occurs and traffic volumes increase, an internal roadway network will be developed. Traffic will access the arterials at various points. Because of this, it is anticipated that intersection capacity will be an issue earlier than road segment capacity.

There will also be an increase in travel on SR 20 by vehicles traveling from I-5, irrespective of development within the Bayview Ridge Subarea. Because of this, 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, and Avon-Allen Road intersections with SR 20. SR 20 itself 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 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.

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. Projected levels of service within the Subarea itself are not anticipated to fall below adopted LOS standards, assuming necessary improvements outlined in the required traffic studies are implemented.

Alternative 1: Industrial UGA and Rural Residential Development

Alternative 1 would result in the least population growth, and hence the least total growth in motorized and non-motorized traffic within the Subarea.

The 687 acres of new industrial development and the associated growth in employment would generate both vehicular and truck trips, most of which would be oriented to SR 20. Employee-generated trips would occur during the weekday peak commute hours, while truck trips from new businesses generating freight may be distributed throughout the day. Although most of these employee and truck trips would be oriented to SR-20, it is assumed that until all existing intersections with SR 20 are signalized, some traffic from the industrial area will continue to use Peterson Road, traveling through the residential portion of the Subarea. The recent signalization of the Farm to Market Road/SR 20 intersection is diverting some truck traffic from both Higgins and Peterson Roads. Truck traffic headed north toward Bellingham may continue to use Josh Wilson Road until the SR 20 improvement project is complete.

The residential growth associated with Alternative 1 (143 new homes) will generate only a small number of additional trips. Most of these trips would be oriented to Peterson Road and Avon-Allen Road.

The increased vehicular and truck traffic will increase County road maintenance requirements. It is not anticipated LOS standards for streets and intersections within the Subarea would be exceeded under this alternative.

Independent of development within the Bayview Ridge Subarea, traffic on SR 20 will also continue to increase. The proposed SR 20 Fredonia to I-5 Interchange improvement project is forecast to result in a LOS "C" or better for this corridor through the year 2026.

Regarding non-motorized circulation, the limited amount of residential growth associated with Alternative 1 it is not anticipated to result in significant demands for new facilities for pedestrian/bicycle circulation outside of the Port's proposed trail system within its industrial park. Widening and paving of road shoulders may also occur in certain areas as part of on-going street improvement projects.

No impacts to the Skagit Regional Airport or the BNSF railroad lines would be anticipated.

Alternative 2: CAC Recommendation – Community UGA

Alternative 2 would result in the most significant growth of both industrial and residential vehicular traffic at build-out. It is anticipated that the majority of new trips would be oriented to the east, to the City of Burlington, the City of Mount Vernon, and Interstate 5. Some employment-related trips may be oriented to residential areas to the west of the Subarea.

Impacts from the increased industrial traffic would be similar to Alternative 1. Impacts from increased residential traffic (1,236 new homes) will be greatest during the weekday morning and evening commute hours. Because traffic volumes will increase three-fold over time, the additional traffic on arterials such as Peterson Road and Avon-Allen Road will be very noticeable to local residents. An internal roadway network will be developed, but the basic arterial framework will remain. Total vehicle trips will increase, congestion at intersections will be more frequent, and the potential for traffic accidents will increase. It is not anticipated, however, that current LOS standards for streets and intersections within the Subarea will be exceeded, assuming intersection improvements identified in the required traffic studies, are constructed.

The concept of a cohesive, urban community that provides employment, housing and limited commercial services also provides the potential for the “internalization” of trips within the Subarea. Potentially, residents could work and reside within Bayview Ridge, thus reducing the total number of vehicular trips on arterials outside the Subarea. The actual rate of internalization is difficult to quantify, however.

With Alternative 2, the greatest demand for major transportation system improvements within the Subarea will be for the new north-south collector arterial planned to connect Ovenell Road with Peterson Road and Jensen Lane (to be funded by developers at the time of development). It is assumed that the SR 20 intersections (i.e., Higgins Airport Way and Avon Allen Road) will be improved per the proposed WSDOT improvement project beginning in 2006.

The new north-south collector is needed to provide for internal circulation (including access to the new Peterson Road community center/new District No. 6 Fire Station, and from the existing Skagit Golf and Country Club residential development) and to provide alternate access to Josh Wilson Road and Ovenell Road. The new arterial will also provide new industrial development with access to Ovenell Road, thus reducing the potential for increased truck traffic on Peterson Road.

New local access streets will also needed to accommodate the new residential, community center, and industrial development. These streets will be constructed concurrent with development and funded by development.

The proposed 2015 road system (i.e., major collectors) is shown on Figure 14 (p. 3-38). The draft Subarea Plan goals and policies address concurrency, level of service, public transit, and street improvements.

It is recognized that although the roadway system may meet adopted LOS standards, existing area residents will experience increased traffic congestion and noise, and may see this as affecting their quality of life. Also, street improvement projects associated with the new development will result in a short-term disruption of traffic patterns and noise and dust emissions.

Regarding non-motorized circulation, the residential growth associated with Alternative 2 will result in demands for new pedestrian and bicycle facilities within the residential area. New

streets within the residential area will/will not be required to include sidewalks. Widening and paving of road shoulders may also occur in certain areas as part of on-going street improvement projects.

No impacts to the Skagit Regional Airport or the BNSF railroad lines would be anticipated.

Alternative 3: Community UGA with Short-Term/Long-Term Planning Areas

At build-out, the impacts of Alternative 3 on traffic would be somewhat greater than the impacts of Alternative 2, due to the greater number of new residential units (1,632). However, residential traffic from the 351-acre long-term planning area (952 units) would likely be delayed. As conversion of this area to development status would be subject to a public review procedure, traffic issues could be re-visited prior to conversion.

Alternative 4: Proposed Bayview Ridge Subarea Plan – Community UGA (Proposed Project)

The impacts of Alternative 4 on traffic would be similar to the impacts of Alternatives 2 and 3, but reduced because only 832 new residential units could be accommodated. Consequently, Alternative 4 could accommodate a total of 1,513 homes while Alternative 2 can accommodate a total of 1,934 homes and Alternative 3 can accommodate a total of 2,334 homes within their respective UGAs.

3.4.3 Mitigating Measures

Proposed

- Revise the *Skagit County Capital Facilities Plan* to include all Bayview Ridge Subarea street improvement projects.
- Continue to work with WDOT regarding improvements to SR 20.
- Establish a program for payment of traffic mitigation fees to Skagit County.
- Development of housing, a major employment center and a small community commercial center within the Subarea will result in the internalization of some trips.
- New road standards will ensure that all new roads and improvements to existing roads meet urban standards.
- Coordinate on-going planning efforts with SKAT to identify needed route changes and street improvements related to transit (i.e., bus turn-outs).

Potential

- Prepare a Pedestrian/Bicycle Circulation Plan for the Subarea.
- Require bicycle lanes on new collector and arterial streets within the Subarea.

3.4.4 Unavoidable Adverse Impacts

From the standpoint of design capacity, the proposed improvement projects would effectively mitigate traffic impacts. The increase in traffic volumes may, however, be perceived by area residents as detracting from their existing quality of life. The increased vehicular traffic will be especially noticeable along Petersen Road and the new north-south collector. Increased use of existing roadways and construction of new roadways will increase County maintenance responsibilities.

3.5 Public Services

3.5.1 Law Enforcement Services

3.5.1.1 Affected Environment

The Skagit County Sheriff’s Office is responsible for law enforcement within the Subarea and throughout the unincorporated portions of Skagit County. This office provides for 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:

Administrative:	13
Investigations:	7
Corrections:	39
Patrolmen:	39
Traffic Officers:	7
<u>Total</u>	<u>105</u>

In addition, the department utilizes a volunteer force for search and rescue operations.

The 39 patrolmen and, to a lesser extent, the 7 traffic officers are available to respond to calls within unincorporated Skagit County. Typically, retail commercial businesses generate more calls for service than office, light industrial or residential uses.

Level of Service

Countywide Planning Policy No. 1.7¹¹ specifies the level of service requirements for law enforcement officers within urban growth areas:

¹¹ 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.

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 LOS standard is one deputy per 2,000 rural population. Using this LOS, 24 officers are now required to serve unincorporated Skagit County. Based on the *Skagit County Capital Facilities Plan for 2001-2006*, which contains adopted LOS standards, there are no projected deficiencies during the 2001-2006 planning period due to the current surplus of officers. In 2015, the County's projected rural residential population (i.e., 48,355) would require 24.2 total officers, and assuming the existing Bayview Ridge industrial area were built-out, another 12.2 officers, for a total of 36.4 officers.

Using the above standard, the number of law enforcement officers currently required to serve the Bayview Ridge Subarea is 6.9, based on 601 acres of developed commercial/industrial acreage within the UGA (6 officers), and 1,706 residents within the rural portion of the Subarea (0.9 officers).

3.5.1.2 Environmental Impacts

The required number of officers within the Bayview Ridge Subarea UGA will be based on the acreage of developed industrial/commercial property as in all alternatives, this standard results in a higher number of officers than the residential standard. New officers also generate the need for additional equipment, including patrol cars, and training.

Alternative 1: Industrial UGA and Rural Residential Development (No Action)

Alternative 1 would result in approximately 1,217 acres of developed industrial land (i.e., wetlands and streets are excluded) within the UGA which would require 12.2 law enforcement officers at build-out (versus the current 5.3 officers).

The rural residential portion of the Subarea would require 1 officer at build-out (versus the current 0.9 officers). No new commercial land is included in this alternative. The new law enforcement officers for the UGA would also be available to serve the adjacent rural residential area. Given the current supply of commissioned officers, no significant impacts to law enforcement services are anticipated.

Alternative 2: CAC Recommendation – Community UGA

Alternative 2 would result in approximately 1,326 acres of developed industrial/commercial land within the UGA and which would require 13.3 law enforcement officers at build-out. Because the residential portion of the Subarea would lie within the UGA, no additional officers would be required.

It should be noted that the Bayview Ridge UGA industrial area is expected to grow at a much slower rate over the year 2015 planning period, and the need for law enforcement officers may be reduced significantly.

The *Skagit County Capital Facilities Plan 2001–2006*, Sheriff’s Office, includes providing deputies with cars, weapons, and uniforms (Table 16).

Table 16
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 7-18 for funding legend.

Alternative 3: Community UGA with Short-Term/Long-Term Planning Areas, and Alternative 4: Proposed Bayview Ridge Subarea Plan – Community UGA (Proposed Action)

The impacts of Alternatives 3 and 4 would be similar to the impacts of Alternative 2, as these alternatives propose 1,320 acres of industrial/commercial land, and residential development would lie substantially within the UGA.

3.5.1.3 Mitigating Measures

Proposed

- Security measures such as good access, safe street design, visible addresses, over-all visibility, and lighting will be incorporated into the site design.
- Increased property taxes from new development will provide additional tax revenues that can be used to offset the increased demand for law enforcement services.
- Private on-site security services provided by the Port of Skagit County and/or individual industrial users will provide an additional law enforcement resource within the industrial portion of the Subarea.
- Organized block-watch programs could be created within the residential area.
- A satellite Sheriff’s office could be located with the fire station in the new community center.

3.5.1.4 Unavoidable Adverse Impacts

New development would create a demand for additional law enforcement services.

3.5.2 Fire and Emergency Medical Services

3.5.2.1 Affected Environment

Three fire protection districts operating out of three fire stations now serve the Bayview Ridge Subarea. District boundaries are shown in Figure 16. 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 small area 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 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 have now been 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 #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. Of these, 885 fire calls were from within the City of Burlington and 288 calls were from the outlying Fire District. This represents a 7.5% increase in total calls from 1999.

The City of Burlington Fire Department/District No. 6 staff consists of six paid personnel and is supplemented by 37 volunteers. The paid personnel are on duty at the Burlington station from Monday through Friday, 6 a.m. to 6 p.m. Response time to the Bayview Ridge Subarea varies from 6 to 8 minutes during the times the station is staffed by on-duty personnel, to about 10 minutes when volunteers man the station.

Figure 16 – Bayview Ridge Subarea Plan: Fire Districts

District No. 6 is now planning to construct a new fire station (Station No. 2) on a donated 60,000 square foot parcel on Peterson Road within the Bayview Ridge Subarea (Projects #FD6-101, 102, and 105 on the Capital Facilities Plan). A commitment for donation of the property has been secured, and building construction is scheduled for spring 2004. Construction will be funded out of the District's operating budget. Staffing is scheduled for 2005 – 2006. It is anticipated that Station No. 2 initially will be manned under a resident fire-fighter program, supplemented by volunteers. The Fire District has acquired one new fire engine. One engine, a salvage truck, and either a tender or second fire engine will eventually be housed in the new station.

Level of Service

Countywide Planning Policy No. 1.7¹² addresses development standards for urban growth areas. The Fire standards are detailed as follows:

1. *For Cities and their adjacent Urban Growth Areas, an ISO grading of five or better¹ 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.

¹² 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.

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.

¹ ISO ratings are a measure of 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.

Due to the location of the industrial portion of the Subarea with respect to existing fire stations, urban level of service response times have been an issue. Some industrial developments such as the PACCAR Technical Center include private, internal fire protection and suppression systems.

3.5.2.2 Environmental Impacts

Long-range fire protection needs will require increases in equipment, training, and manpower to maintain an effective level of protection. With increased urbanization of the Bayview Ridge UGA, the use of paid personnel may be required.

That portion of the Bayview Ridge Subarea within the UGA must meet the adopted LOS requirements for urban level fire protection service. All alternatives will incrementally increase the need for additional fire personnel and equipment, and will include construction of the new Fire District No. 6 fire station on Peterson Road. Once the new Station No. 2 is in service (anticipated for 2005, an urban level of fire service will be provided to the entire Subarea, whether inside or outside the UGA. Negotiations are on going among the fire districts to ensure a coordinated approach to delivery of fire protection services.

Fire District No. 6 has prepared a *Risk Analysis Factors for Residential versus Commercial/Industrial Development – A Formula for Funding Fire Service Improvements in the Bayview Ridge Urban Growth Area* (April 2001) in conjunction with the Subarea planning process. This analysis compares proposed development within the Subarea with experience within the City of Burlington and addresses three elements of risk – frequency, severity, and probability. The analysis is being used to determine needed capital improvements and how costs should be distributed between future residential land commercial development. The major conclusions of the report with regard to risk factors are shown in Table 17.

Table 17
Fire Service Risk Factors

Risk Factor	Residential	Commercial/Industrial
Frequency of Occurrence	43%	57%
Severity		
Response Force Size	6%	94%
Pumping Capacity	25%	75%
Specialized Apparatus	15%	85%
Probability of Severe Event	20%	80%
Risk Average	26.1%	73.9%

In summary, residential areas experience less frequent fire occurrences (although nearly twice the rate of medical responses), and consume the least amount of time and require the fewest resources. Significant incidents in commercial/industrial buildings require a larger, longer duration response with specialized apparatus, require significantly more pumping capacity, and have a much higher probability of having a severe outcome.

Alternative 1: Industrial UGA and Rural Residential Development (No Action)

Alternative 1 would result in new industrial development and only limited, scattered single-family residential development. Approximately 686 acres of new industrial development would be located in the UGA, and 143 new residential units would be located in the remainder of the Subarea. District No. 6's new Station No. 2 would be required to meet urban LOS standards for the industrial UGA. Current plans call for this station to be constructed beginning in spring 2004. To date, funding for this station has assumed urban development of the full Subarea. The station may be reduced in size, or equipment reduced, if rural development occurs in the eastern portions of the Subarea. Although not required to meet County standards for rural areas, the urban LOS would still be provided throughout much of the Subarea once the new station is operational.

Alternative 2: CAC Recommendation – Community UGA

Alternative 2 would generate the greatest demand for fire protection and emergency medical services as 778 acres of industrial development, 15 acres of community center development, and approximately 1,246 new residential units could be developed within the UGA. Although Alternative 2 would generate the need for additional fire protection services for new residential development, it would in turn, generate additional property tax revenues from this new development. With construction and operation of Station No. 2 in 2004, an urban LOS would be provided within both the urban and rural portions of the Subarea.

Alternative 3: Community UGA with Short-Term/Long-Term Planning Areas. and Alternative 4: Proposed Bayview Ridge Subarea Plan – Community UGA (Proposed Action)

The impacts of Alternatives 3 and 4 would be similar to Alternative 2, except that increased demand for services from the residential portion of the Subarea would be somewhat more geographically concentrated, and may arise over a longer period of time. Over the long-term, Alternative 3 would generate the greatest demand for fire protection services, and would generate the greatest property tax revenue to support those services.

*3.5.2.3 Mitigating Measures***Proposed:**

- Negotiations to ensure a coordinated approach to delivery of fire protection services within the Subarea are on-going. To date, these negotiations have resulted in fire district annexations and development of a financing plan for a new fire station on Peterson Road.
- A new Fire District No. 6 station is proposed for construction on Peterson Road beginning in spring 2004, with staffing in 2005-2006.
- Fire hydrant placement in urban developments will 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 fire districts are summarized below and included in Table 18.

- Increases in the District’s assessed valuation resulting from new development will generate additional tax revenues to support the District.
- Streets will be constructed to Skagit County standards and will be designed to allow quick access to all potential sites of fire or medical emergency.
- Adequate fire flow will be provided.
- All new construction shall comply with the Uniform Building Code and the Uniform Fire Code.

Table 18
Planned Fire Protection Projects 2001 to 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 7-18 for funding legend.

3.5.2.4 Unavoidable Adverse Impacts

Any new development will increase the demand for fire protection and emergency medical services, resulting in the need for increased fire district personnel, equipment and facilities to some degree.

3.5.3 Parks, Recreation and Open Space

3.5.3.1 Affected Environment

There are currently no public park or recreational lands within the Bayview Ridge Subarea. The Skagit Golf and Country Club, located in the southeastern portion of the Subarea, is a privately owned 18-hole golf course open only to members and their guests.

Trail systems within the Bayview Ridge Subarea include the Port of Skagit County 9.3 mile non-motorized trail system connecting its north and south leaseholds. The trails are surfaced with

gravel and are approximately 8 feet in width. It is anticipated that the trails will ultimately provide connections to Josh Wilson and Farm to Market Roads, as well as to SR 20.

With respect to open space, much of the land within the Bayview Ridge Subarea is undeveloped. Sensitive natural areas such as wetlands and steep slopes are protected from development by County regulations.

Parks in the vicinity of Bayview Ridge include:

- Bayview State Park – 25 acres with camping, and a day use area fronting on Padilla Bay.
- Padilla Bay Nature Trail – 15-acre trail along the east shore of Padilla Bay.
- Padilla Bay National Estuarine Research Reserve – 2,600 acres with interpretive center, library, theater, observation decks, boat launch, school and public programs.
- Bayview Elementary School – Half gym and one soccer field.

Additional park/recreational facilities, including the Burlington-Edison Regional Park and the Riverfront soccer facility are located to the east, within the City of Burlington. Additional playfield facilities are available in the City of Mount Vernon, to the southeast. Numerous opportunities for hiking and camping are found in the Cascade foothills to the east.

Level of Service

Skagit County level of service standards for recreation and open space lands were established in the *Skagit County Comprehensive Park and Recreational Plan* (1998) and are summarized in Table 19. Recreation/park standards do not apply to the County’s concurrency management system, but are implemented through the County’s annual budget and payment of impact fees from new development. It should be noted that the 1997 *Skagit County Comprehensive Plan* identifies a standard of 13.2 acres of park land/1000 population (versus 17.3 acres/1000 population).

Table 19
Skagit County Level of Service Standards
Recreation and Open Space Lands

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 and Recreation Plan (May, 1998)

As shown in the above table, the *Skagit County Comprehensive Park and Recreational Plan* has established the level of service for park/recreation and open space lands at 17.3 acres per 1,000

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

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 that there are no regional county park sites in the County that serve regional park needs. The Plan recommends that the Howard Miller Steelhead Park be converted to a regional riverfront park and that a new lakefront park be developed. Washington Park in Anacortes is seen as satisfying shoreline regional park needs. For Bayview Ridge, facilities in the Padilla Bay area may serve certain of the regional park needs, but these facilities are not County facilities.

The standard for Community Parks and Special Use areas are not met as there are no public community parks or special use areas within the Subarea (the golf course is not counted toward the standard as it is a private facility). The Parks and Recreation Department has stated that an Indoor Recreation Center is the highest priority and most needed recreational facility in the County. The current *Comprehensive Park and Recreation Plan* suggests that this facility be located along the I-5 corridor in Burlington. The Parks and Recreation Department has suggested that, alternatively, this facility could be located within the Bayview Ridge Subarea.

The standards for natural open space within the Subarea have been met, and open space preservation will continue. To date, the Port of Skagit County has 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 County has recognized Bayview Ridge as a growing urban area that needs 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. No funding is committed in the *Skagit County Capital Facilities Plan* (2001-2006), however, and the schedule for construction is uncertain.

The 1998 *Skagit County Comprehensive Park and Recreation Plan* recommends that the proposed Bayview Community Park site be located south of Peterson Road and west of the Bayhill residential development. The proposed *Bayview Ridge Subarea Plan* recommends that this location be reconsidered in light of its new Plan. The planned 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 within the Subarea is provided in Table 20.

Table 20
Planned Park Projects 2001 – 2006

Project Date	Project ¹	Cost	Source of Funds ²
2001	Bayview Ridge Playfield	\$200,000	Interagency Committee for Outdoor Recreation (IAC)/ Voluntary Mitigation Fees (VMF)
2002	Bayview Ridge Park Ph. I	600,000	GO (General Obligation Bonds)/VMF
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.

The 1998 *Comprehensive Park and Recreational Plan* also recommends no future development of small community parks because of the strain on maintenance created by small facilities.

Regarding regional trails, the Fishtown Loop Trail, connecting Mount Vernon and La Conner, will border the southeastern edge of the Subarea along SR 20.

3.5.3.2 Environmental Impacts

Increased residential development within the Bayview Ridge Subarea will increase the demand for park and recreation lands and services. Impacts include the increased maintenance costs of existing and any new facilities, as well as the cost of acquisition and construction of the new facilities. For all alternatives, it is assumed that the standard for natural open space will be met without further County actions. If funding for regional county parks or an indoor recreation center becomes available, the standards for these facilities will be met by facilities located outside the Subarea (i.e., consistent with the 1998 *Comprehensive Park and Recreation Plan*). Given that the Airport Environs Overlay Zone covers most of the Subarea, the only suitable location for an indoor recreational facility within the Subarea would be along SR 20, in the vicinity of Farm to Market Road, and outside of the Overlay Zone. This area is proposed as Heavy Industrial.

Alternative 1: Industrial UGA and Rural Residential Development (No Action)

The 2,050 future residential population associated with development under Alternative 1 would require approximately 35.5 acres of parks. Of this total, 3.1 acres of regional parks and 16.2 acres of community parks and special use areas would be required to meet County standards. It is unknown what funding priority the proposed Bayview Community Park would have if no additional residential growth is planned for the Subarea.

Alternative 2: CAC Recommendation – Community UGA

The 4,684 future residential population associated with development under Alternative 2 would require approximately 81 acres of parks, 7.0 acres of which would be required for regional parks, and 37 acres of which would be required for community parks and special use areas. The proposed 25-acre community park would satisfy a portion of this need.

Alternative 3: Community UGA with Short-Term/Long-Term Planning Areas, and Alternative 4: Proposed Bayview Ridge Subarea Plan – Community UGA (Proposed Action)

The impacts of Alternatives 3 and 4 would be similar to the impacts of Alternative 2, although the potential residential populations at build-out (and associated demand for park facilities) would vary. Alternative 3 is projected to encompass a potential population of 5,640; this population would require 8.5 acres of regional parks and 44.6 acres of community parks and special use areas. Alternative 4 is projected to accommodate 3,833 residents at build-out; this would require 5.7 acres of regional parks and 30.3 acres of community parks and special use areas. It should be noted that with Alternatives 2, 3, and 4, the increase in residential population will occur over an extended period of time.

3.5.3.3 Mitigating Measures**Proposed**

- Sensitive natural areas such as wetlands and their buffers, and steep slopes will remain as permanent open space.
- The existing Skagit Golf and Country Club, a private facility, does provide recreational opportunities for many Subarea residents.
- Skagit County Code Chapter 14.18 (5)(f) Land Divisions, General Requirements, Parkland and Facilities requires that for new divisions of land, “The developer shall either provide parkland and facilities within the land division in accordance with the standards in the Skagit County Comprehensive Park and Recreation Plan or a fee in lieu of required land and/or facilities.”

Potential

- Skagit County could consider collecting fees for new residential development as mitigation fees for park and recreation facilities.
- Develop an Open Space and Non-motorized Trail Plan for the Subarea.
- Revise the zoning and/or subdivision regulations to require new residential development to provide park/recreation amenities.

3.5.3.4 Unavoidable Adverse Impacts

Cumulative impacts from development within the Subarea will increase demands for park and recreation facilities and services.

3.5.4 Schools

3.5.4.1 Affected Environment

The majority of the Bayview Ridge Subarea lies within the Burlington-Edison School District No. 100. The southwestern portion of the Subarea, an area proposed for industrial development, lies within the Mount Vernon School District No. 320. Because no impacts to the Mount Vernon School District are anticipated, the following discussion addresses only the Burlington-Edison School District.

The boundaries of the Burlington-Edison School District encompass an area extending from Padilla Bay to the City of Burlington, and from Bayview Ridge north to the Skagit/Whatcom County line. The District's service area is centered in Burlington where the District's offices, high school, and two elementary schools are located. In total, the Burlington-Edison District has five elementary schools and one high school. School-age children from the Bayview Ridge Subarea currently attend Bayview Elementary School (located just outside the Subarea along the north side of Josh Wilson Road), and Burlington-Edison High School.

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 is anticipated to increase another 336 students (9 percent) over the next six years. In the short-term, the most rapid growth within the District is anticipated to be in the City of Burlington. In the longer term, significant growth is anticipated in the western and northern parts of the District. Enrollment for September 1998 was 3,500. September 2001 enrollment was 3,526, and October 2002 enrollment was 3,599. The District's 2002-2003 permanent capacity is 3,200. To accommodate the additional students, the District is using relocatable facilities until new permanent facilities become available.

The *Six-Year Capital Facilities Plan* notes that: "Adjustments in school boundaries are periodically required to alleviate the capacity problems at individual elementary schools. The District also proposes 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.

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. Capacity at Lucille Umbarger Elementary will increase from 425 to 650 students.

The permanent capacity and October 2002 enrollment of the facilities projected to serve the Bayview Subarea are shown in Table 21:

Table 21
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 484p.

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

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.

3.5.4.2 Environmental Impacts

Development within the Subarea will result in impacts to the Burlington-Edison School District. Increased residential growth will increase local school enrollment and the associated demands for facilities, programs, and transportation. For all alternatives, the impacts will occur over a 20-year time period. The primary impacts will be at the elementary school level, where existing capacity is already an issue. The payment of mitigation fees is now required for all new residential development. New industrial and residential development will also increase annual tax revenues collected by the District.

The proposed development standards associated with the Subarea Plan would also impact the District’s facility planning. Proposed amendments to the Airport Environs Overlay (AEO) zone would preclude construction of “K-12 schools (replacement and expansion at Bayview Elementary school is allowed); hospitals; nursing homes; churches; 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 in a safe and rapid manner,” within the Subarea or the larger area subject to the overlay (see Figure 13, p. 3-32). Any new school facilities needed to serve the Subarea must be located outside the AEO zone. New schools located outside of the AEO zone will require busing students further from home and will increase the School Districts transportation costs.

To project facility needs, the Burlington-Edison School District projects the number of school-age children based on the number and type of new residential dwellings. The student generation rates are shown in Table 22.

Table 22
Student Generation Rates

Students per Unit	Single-Family	Multi-Family
Elementary	0.347	0.249
High School	0.120	0.071
Total	0.467	0.320

For all new residential development, the District experiences a shortfall of tax revenue against operating expenses during the first years of development when tax assessment lags home occupancy and the concomitant school enrollment and capital costs associated with needed new facilities and transportation. To compensate for this lag, the District charges “impact fees” to offset part of the costs of the school facilities and buses needed to serve the new growth. The current fee for each single-family dwelling unit is \$2,390, and the current fee for each multi-family dwelling unit is \$1,986. The District emphasizes that by themselves, the impact fees do not cover the entire financial impacts of growth.

The impacts of each of the proposed alternatives are addressed below. For purposes of analysis, it is assumed all new residential development will be single-family dwellings; this results in the highest number of new students.

Alternative 1: Industrial UGA and Rural Residential Development (No Action)

Alternative 1 would result in incremental, rural residential development within the eastern portion of the Subarea and industrial development in the western portion of the Subarea. Assuming a density of one single-family dwelling per 10 acres, the Bayview Ridge Rural Reserve area could accommodate approximately 143 new single-family dwellings at build-out. This would result in approximately 67 school-age children, 50 of whom would attend elementary school. Assuming no change in impact fees, the 143 new homes would generate \$341,770 in mitigation fees.

Alternative 1 would have the least impact on school enrollment in this portion of the District and on Bayview Ridge Elementary School in particular. It is assumed that Year 2015 growth currently allocated to the Subarea would be re-allocated to other areas not served by Bayview Ridge Elementary School.

This alternative would generate additional tax revenues from the industrial portion of the Subarea, but the least tax revenues from residential development. It is not known to what extent employment growth within the industrial UGA would result in increased residential development, and an increased demand for schools elsewhere in the Burlington-Edison School District.

Alternative 2: CAC Recommendation – Community UGA

Alternative 2 would result in approximately 1,246 new dwelling units and a total residential population of 4,684. Alternative 2 would generate approximately 582 school-age children, 432 of which would attend elementary school, and 150 of which would attend high school. The 1,246 new dwellings would generate \$2,977,940 in impact fees.

Both the industrial and residential development would generate property tax revenue for the District.

Alternative 3: Community UGA with Short Term/Long Term Planning Areas

Alternative 3 would result in approximately 1,641 new dwellings that would generate 766 school-age children at full build-out. Approximately 569 of the children would attend elementary school, and 197 would attend high school. The 1,641 new dwellings would generate \$3,921,990 in impact fees. Only 680 of the new units would be located in the Short-Term Planning Area; these units would generate 318 school-age children, 236 of whom would attend elementary school.

Alternative 4: Proposed Bayview Ridge Subarea Plan – Community UGA (Proposed Action)

Alternative 4 would result in approximately 888 new dwellings that would generate 415 school-age children at build-out. Approximately 308 of the children would attend elementary school, and 107 would attend high school. The 888 dwellings would generate \$2,122,320 in impact fees.

3.5.4.3 Mitigating Measures

Proposed

- Residential developers will pay school mitigation fees as determined by the District. The exact amount of the mitigation fees will be determined and paid at time of building permit issuance.
- The School District will use relocatable facilities to provide interim capacity until new facilities are constructed.
- Educational restructuring can be used to address overcrowding and under-utilization of facilities.
- The School District will shift attendance boundaries as necessary to maintain appropriate capacities in the schools.
- Development of the Subarea will generate property taxes, a portion of which are collected by the School District to mitigate the increased demand for school services.
- The County will keep the District informed of proposed development projects within the Subarea.

3.5.4.4 Unavoidable Adverse Impacts

Development within the Bayview Ridge Subarea will incrementally increase demands on existing school district facilities and programs. Existing elementary schools in the District are currently above their intended capacities. In the short-term, elementary school capacities may continue to be exceeded and attendance boundaries may have to be modified.

3.5.5 Water Service

3.5.5.1 Affected Environment

Water System Overview

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 (MOA), 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 plant to two 1.2 million gallon storage tanks, which 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 inches 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

The *Skagit County Coordinated Water System Plan* (2000) has adopted levels of service shown in Table 23. The adopted 2000 standards represent a decrease from previous years due to public awareness and water conservation methods.

Table 23
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 *Skagit County Coordinated Water System Plan (2000)* 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 inches 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 PUD estimates that, with this reservoir, the existing water system can serve an additional 1,519 single-family dwellings without significant improvements. Planned water system improvement projects specific to the Bayview Ridge area are summarized in Table 24.

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.

Table 24
Planned Water Projects - PUD No. 1 2001 – 2006¹

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.

3.5.5.2 Environmental Impacts

Alternative 1: Industrial UGA and Rural Residential Development (No Action)

Alternative 1 would result in 687 acres of new industrial development and construction of approximately 143 single-family dwellings by 2015. New single-family development within the rural area likely would be served by PUD No. 1, as public water is available to the area. Water service to the rural area would be provided at a Rural Level of Service. Based on PUD No. 1 estimates, this alternative would require an additional 57,200 gallons per peak day. The water system capacity planned for the Subarea is considered adequate to accommodate this development; significant improvements to the water system beyond those already scheduled should not be required to accommodate this growth.

Alternative 2: CAC Recommendation – Community UGA

Alternative 2 would result in 778 acres of new industrial development and construction of approximately 1,246 new single-family dwellings by 2015. Based on PUD No. 1 estimates, this alternative would require an additional 498,400 gallons per peak day. The water system planned for the Subarea has adequate capacity to accommodate this development.

Alternative 3: Community UGA with Short-term/Long-Term planning Areas

Alternative 3 would result in 779 acres of new industrial development and construction of approximately 1,641 new single-family dwellings by 2015. Based on PUD No. 1 estimates, this alternative would require an additional 656,400 gallons per peak day. The water system planned for the Subarea does not have adequate capacity to accommodate this development; significant improvements to the water system would be required to accommodate this growth.

Alternative 4: Proposed Bayview Ridge Subarea Plan – Community UGA (Proposed Action)

Alternative 4 would result in 779 acres of new industrial development and construction of approximately 888 single-family dwellings by 2015. Based on PUD No. 1 estimates, this alternative would require an additional 355,200 gallons per peak day. The water system capacity planned for the Subarea is considered adequate to accommodate this development; significant improvements to the water system beyond those already scheduled should not be required to accommodate this growth. However, if the 238-acre Urban Reserve area were to be developed at urban densities, the existing water system could not accommodate that additional growth.

3.5.5.3 Mitigating Measures**Proposed**

- Urban development of the Subarea is consistent with the Skagit County Coordinated Water System Plan and PUD No. 1 Water System Plan.
- The cost and construction of water line extensions will be the responsibility of individual development projects.
- Developing properties will be subject to a System Development Fee established by the PUD. These fees are collected to offset system-wide improvements such as reservoirs, pump stations, etc.
- The PUD has anticipated urban development of the Subarea and has planned for future water service.

Potential

- Promote water conservation programs within both the industrial and residential areas.

3.5.5.4 Unavoidable Adverse Impacts

Development within the Subarea will increase demands on water supply within Skagit County. Assuming that the population allocated to the Bayview Ridge UGA must be accommodated in some Skagit County UGA by 2015, the incremental increase in demand for water will occur whether or not the demand is from the Bayview Ridge UGA.

3.5.6 Sanitary Sewer Service**3.5.6.1 Affected Environment**

Sanitary sewer service to the industrial area and existing residential subdivisions within the Bayview Ridge Subarea is provided by the City of Burlington. The City of Burlington sanitary sewer system consists of a wastewater treatment plant and numerous collection system facilities and sewer mains.

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 is divided into the western and eastern service areas. In response to the Growth Management Act, the service area boundary has been revised since the 1991 Comprehensive Wastewater Plan to reflect Urban Growth Area boundaries. Bayview Ridge, including the residential area and the Port of Skagit County, is situated within the western service area. The service area includes only the northwest corner of the intersection of SR 20 and Avon-Allen Road, however. The other corners of the intersection (with the Bayview Ridge Subarea) lie outside the service area. Service to the western area was first provided by the West Interceptor, constructed in the mid 1970s. A series of pump stations pump the flow east to the 21-inch gravity sewer and into the existing waste water treatment plant on the Skagit River. The western service area is shown in Figure 17.

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.

Level of Service

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 sewerred 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 *City of Burlington Wastewater Facilities Plan* (1996) are summarized in Table 25.

Table 25
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 26 shows the Burlington 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 Burlington sewer service area.

Figure 17 – Bayview Ridge Subarea Plan: Sewer Lines

Table 26
Wastewater Flow Projections¹

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 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 27.

Table 27
Planned Wastewater Projects
City of Burlington Sanitary Sewer System 2001 – 2006

Project Date	Project	Cost (x\$1,000)	Source of Funds
2001-06	Collection System Improvements	\$6,586	General Obligation Bonds (GO)/Public Works Trust Fund (PWTF)
Total		\$6,586	

3.5.6.2 Environmental Impacts

Alternative 1: Industrial UGA and Rural Residential Development (No Action)

Alternative 1 would result in 687 acres of new industrial development and construction of approximately 143 single-family dwellings by 2015. Based on past City of Burlington studies, the sewer system has the capacity to accommodate this development assuming no unusual demand for process water.

New residential development within the rural area would be served by individual on-site septic systems. To the extent that the City of Burlington has already allocated sewer capacity for the Bayview Ridge area, that demand for that capacity could be reduced. Whether or not other areas within the City of Burlington would benefit (or need) this additional capacity is not known.

Alternative 2: CAC Recommendation - Community UGA

Alternative 2 would result in 778 acres of new industrial development, 15 acres of new commercial development, and construction of approximately 1,246 new dwellings. The demand for sanitary sewer service would be increased significantly over time to serve the new industrial development and the new residential development, all of which would lie within the UGA and

would be served by public sewer. The City of Burlington has anticipated this level of development in the existing wastewater plan (assuming no unusual use of process water).

Alternative 2 would require that the Burlington sewer service area be expanded to include the existing commercial area at SR 20, east of Avon-Allen Road.

Alternative 3: Community UGA with Short-Term/Long-Term Planning Areas

Alternative 3 would result in 779 acres of new industrial\commercial development and construction of approximately 1,641 new dwellings at full build-out. 680 of these dwellings would be located in the Short-Term planning area and would be served by public sewer. Until formally converted, new residential development within the Long-Term Planning area would be served by on-site septic systems. The City of Burlington Comprehensive Wastewater Plan anticipates and provides improvements to serve this demand.

Alternative 4: Proposed Bayview Ridge Subarea Plan – Community UGA (Proposed Action)

Alternative 4 would result in 779 acres of new industrial\commercial development and construction of approximately 888 new dwellings at full build-out. All new dwellings within the UGA (932 units) would be served by public sewer, and all new dwellings within the Reserve area (i.e., 56 units) would be served by on-site septic systems. The City of Burlington Comprehensive Wastewater Plan anticipates and provides improvements to serve the demand for public sewer generated by this alternative.

3.5.6.3 Mitigating Measures

Proposed

- Urban development of the Subarea is anticipated by the *City of Burlington Wastewater Facilities Plan* and the major trunk lines are already in place.
- The cost and construction of sewer line extensions will be the responsibility of individual development projects.
- Developing properties will be subject to the General Facility Charges established by the City of Burlington. These fees are collected to offset system-wide improvements such as reservoirs, pump stations, etc.

3.5.6.4 Unavoidable Adverse Impacts

Development within the Subarea will increase demands on the City of Burlington sewer system. If the year 2015 population allocated to the Bayview Ridge UGA is accommodated elsewhere, impacts to other sewer service areas may or may not be significant.

3.6. Utilities

The provision and siting of utility facilities requires coordination with Skagit County's land use plan and the Subarea Plan so that they can accommodate proposed growth and will be sited in a manner reasonably compatible with adjacent land uses, including the Skagit Regional Airport.

3.6.1 Affected Environment

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 services 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.

Other federal and state agencies also 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.

Public Utilities

Electricity

Electricity within the Bayview Ridge Subarea is provided by Puget Sound Energy (PSE). PSE maintains both 230KV and 115 KV transmission lines, to both the City of Anacortes and the refineries. These lines 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 Road 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 the Bayview Ridge Subarea. CNG maintains both an 8-inch and a 16-inch distribution main that traverses the southern boundary of the 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

Currently there are 12 Internet service providers (ISPs) operating in the Bayview Ridge Subarea. 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 UGA appear to be adequately met.

Telephone

Telephone service for Bayview Ridge 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).

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 on 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

They 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 FAA and Skagit County, the local zoning authority.

Cable Television

Cable television service in Bayview Ridge is provided by AT&T Broadband.

3.6.2 Environmental Impacts

Alternatives 1, 2, 3 and 4

Electricity. Puget Sound Energy 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.

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 lowest possible cost by maximizing 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. Telephone service providers will provide facilities to accommodate whatever growth patterns occur. 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.

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. 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.

3.6.3 Mitigating Measures

Proposed:

- Section 14.16.720 of the UDC regulates the placement of wireless facilities.
- The Port of Skagit County requires undergrounding of utility lines wherever feasible.
- The FAA regulates electrical interference near the Skagit Regional Airport.

Potential:

- Adopt requirements and standards for undergrounding of utilities.

3.6.4 Unavoidable Adverse Impacts

No unavoidable adverse impacts to Utilities are anticipated.

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CHAPTER 4 DRAFT EIS COMMENTS AND RESPONSES

4.1 Introduction

The Notice of Availability for the Draft EIS was published on April 3, 2003. The comment period ended on May 30, 2003.

This section of the Final EIS contains letters of comment on the Draft EIS from public agencies and private citizens, together with responses to those comments. Each comment letter is followed by a response, with each response numbered to correspond to the numbered comments.

Skagit County, the City of Burlington and the Port of Skagit County wish to express their appreciation of all commenting agencies and individuals for taking the time and effort spent in reviewing the Draft EIS.

4.2 Comments Received At May 20, 2003 Public Hearing

The Skagit County Planning Commission held a public hearing on May 20, 2003, at 7:00 PM in Hearing Room C, Skagit County Administration Building, to take comment on the Draft EIS. Twenty speakers provided comment: all comments related to the Draft Subarea Plan. The names of those speaking are shown below and a summary of their comments is contained in Section 4.4. The transcript of the public meeting will be forwarded to the Planning Commission during their deliberations on adoption of the Draft Subarea Plan.

Commentors on Draft Subarea Plan:

Bradford E. Furlong, Port of Skagit County	Susan Henry
John Ravnik	Bill Henry
Philip Serka for R. Kraig Knutzen	Kristin Lovell
Randy Good	Teddy Hickox
Audrey Dorai	Paul Taylor
John Schultz	John Shambaugh
Tim Lewis	Robert Hilton
Kim Johnson	Kraig Knutzen
Shane Gildness	Cindy Jacobson
Charles H. Bennett	Brad Spangler

4.3 Comment Letters And Response To Comments

Letters Received Commenting on Draft EIS:

Public Agency

Letter: Public Utility District No. 1 of Skagit County (Scott Spahr, Planning Engineer)
Letter: Skagit County Parks & Recreation (Bob Vaux, Director)
Letter: Skagit County Public Works Department (Steve Flude, Assistant Public Works Director)
Letter: Port of Skagit County

Local Organizations

Letter: 1000 Friends of Washington (Ellen Gray, Skagit/Snohomish Program Director)
Letter: Skagitonians to Preserve Farmland (Bob Rose, Executive Director)
Letter: Skagit County Growthwatch (Gerald Steel, PE)

Private Citizens

Letter: Arthur W. (Bill) Henry
Letter: Arthur W. (Bill) Henry
Letter: Gary T. Jones
Letter: Stephen Louia
Letter: Jonathan K. Sitkin (on behalf of John Bouslog, Bouslog Investments LLC and JBK Investments LLC)

Letters Received Commenting on Draft Subarea Plan:

In addition to letters received commenting on the draft EIS, numerous letters were received commenting on the Draft Subarea Plan. These comments are summarized in Section 4.5, following the “Response to Comments” section, but are not reproduced in this EIS. The following comments will be forwarded to the Planning Commission during their deliberations on adoption of the Subarea Plan.

Public Agency

Letter: Drainage District #14 (Fred Boonstra, President)
Letter: Dike District #12 (John R. Shultz)
Letter: Skagit County Fire District #6 (Mark R. Anderson, Fire Chief)
Letter: Drainage District #14 (Paul W. Taylor)
Letter: Washington State Department of Transportation (John Shambaugh, Senior Planner)

Local Organizations

Letter: Friends of Skagit County (June Kite, President)
Letter: Skagit Airport Support Association (Jay Findlay, President)

Private Citizens

Letter: Joseph E. Abbott	Letter: Judy Bedard
Letter: Michael & Patti Baith	Letter: Lynne Blanford
Letter: Gretchen Horen Barden	Letter: Sally Bosse
	Letter: John & Shirley Brown

Letter: Ronald Buchholz
Letter: Bruce Bussert
Letter: Richard & Linda Chambers
Letter: Ron & Susan Chiabai
Letter: Barbara Dunn
Letter: Henry & Charlotte Dykstra
Letter: Carol Ehlers
Letter: Martha L. Fishel
Letter: Lorence & Donna Freiman
Letter: Marilyn Grambo
Letter: Sarah Hamidou
Letter: Gary & Deborah Helm
Letter: Susan Henry
Letter: W. Gary & Catherine N. Herdt
Letter: James & Lois Holden
Letter: John & Cherralee Hoover
Letter: Harvey M. Hutchings
Letter: Lynda Martin Hyatt
Letter: Ralph & Betty Jackson
Letter: Larry R. Jensen
Letter: Kimberlee S. Johnson
Letter: Thomas C. Johnson
Letter: Jane S. Johnston
Letter: Ross Johnston
Letter: Gary T. Jones (on behalf of clients
John & Twila Brink)
Letter: Kraig Knutzen & Roger Knutzen
Letter: William A. Knutzen
Letter: Fern Larson
Letter: Mike & Kristin Lovell
Letter: Dan & Janae Luvera

Letter: Mary Ann Mercer
Letter: Marc J. Neff
Letter: Marissa Courtney Neff
Letter: Mary S. Neff
Letter: Wesley Sue Place
Letter: James J. Poth
Letter: John Ravnik
Letter: Pat Rawlins
Letter: Sherman & Cosetta Roth
Letter: Philip A. Serka (on behalf of Kraig
& Roger Knutzen)
Letter: Mike Shelley
Letter: Tami Shelley
Letter: Brian Sibley
Letter: Skagit Surveyors & Engineers (on
behalf of Mike Fohn)
Letter: C. Gordon Smith
Letter: Patricia K. Smith
Letter: Bradley R. Spangler
Letter: Leslie Spangler
Letter: Robert M. Stanley
Letter: Don & Sharon Tapley
Letter: David M. Thomas
Letter: Jack R. Wallace
Letter: Jeanne Wright
Letter: Audrey Yerger
Letter: Unsigned
Letter: Unsigned
Letter: Unsigned (mentions Knutzen Family
Farm)

Arthur W. (Bill) Henry

Letter dated May 28, 2003 (25)

Comment 1. The residential component should be removed from the Bayview Ridge Subarea Plan because urban residential development within the Airport Environs is unwise and unnecessary. Residential growth can be accommodated throughout the entire Bayview Ridge outside the Airport Environs and farmland. Probable drainage difficulties associated with more intense residential development in several of the alternatives would be eliminated.

Response 1. *Your comment is acknowledged and will be forwarded to the Planning Commission for their deliberations on adoption of the Subarea Plan.*

Comment 2. A map of “Alternative 5” is included to provide for expanded industrial (BR-LI and BR-HI), neighborhood business (BR-CC), and removal of the residential component.

Response 2. *Your comment is acknowledged and will be forwarded to the Planning Commission for their deliberations on adoption of the Subarea Plan.*

Comment 3. Please support a citizen group to provide a Subarea Plan for the balance of Bayview Ridge.

Response 3. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during deliberations on adoption of the Subarea Plan.*

Arthur W. (Bill) Henry

Comments Presented May 20, 2003 (29)

Comment 1. Any group of citizens has the right to create a Subarea Plan for their community. This Citizens Advisory Committee was formed to legitimize desired development objectives.

Response 1. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Comprehensive Plan.*

Comment 2. The statistics that indicate that 77 percent of the houses in Bayview Ridge are on lots of one-third of an acre or less are misleading. If open space associated with the existing residential development is included, the average would be one housing unit per more than one acre. This would be consistent with the zoning that existed before the 1997 revision of the County Comprehensive Plan.

Response 2. *The reference in the Subarea Plan to 77 percent of the lots within the Subarea being on lots of one-third acre or less, is an accurate statement. The over-all residential density (includes areas of lots and permanent open space) in the residential areas varies considerably, from urban densities within the Country Club, to five units/acre in the area north of Peterson Road and along Josh Wilson Road, and to larger ownerships with only one single-family dwelling.*

Comment 3. Location of urban residential densities between the airport and agricultural uses is unwise.

Response 3. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Comprehensive Plan.*

Comment 4. The residential component should be removed from the Bayview Ridge UGA. Because of the Airport Environs zone, Bayview Ridge will never have the services or amenities of a city. A Subarea Plan should be prepared for the entire Bay View Ridge.

Response 4. *Your comment is acknowledged. Please refer to Responses 1 and 2 of your May 30 letter.*

Gary T. Jones

Letter dated May 30, 2003 (57)

Comment 1. Inclusion of the Cargil property within the Urban Growth Area boundaries (Alternative 2) is not compatible with the current and future plans for this property. The current zoning of Natural Resource Industrial is more consistent with the level of urban services required for this property.

Response 1. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Subarea Plan.*

Comment 2. The Cargill facility is a regional plant depending on rail access and truck traffic. Improvements to both systems are needed.

Response 2. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Subarea Plan.*

Comment 3. We encourage the proposed change in signage on Natural Resource Industrial land.

Response 3. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Subarea Plan.*

Comment 4. The Comprehensive Plan of Skagit County should accommodate the growing need for agricultural processing and associated transportation corridors.

Response 4. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Subarea Plan.*

Comment 5. The DEIS describes the railway facilities but does not analyze the need or opportunity to accommodate additional railway freight use. In-coming and outgoing products, which are most efficiently and inexpensively transported by rail have few options. Improvement of rail and truck traffic transportation along the SR 20 corridor should be considered in relation to planning for this area. An explicit recognition of a utility and transportation corridor from Burlington to the Swinomish Channel is recommended. This corridor should be integrated with flood protection and drainage improvements

Response 5. *Your comment is acknowledged and will be forwarded to the Planning Commission for their consideration during adoption of the Subarea Plan. To date, there has*

been no long-term planning for the SR 20 freight rail corridor. Increased rail use is possible given long-term trends in increased containerized cargo and/or bulk handling at Ports situated outside central Puget Sound (i.e., Anacortes). Regarding the proposed Subarea Plan, those properties within the Subarea adjacent to this corridor are designated “industrial”; this designation would be consistent with future expansion of the corridor.

Stephen Louia

Letter dated May 28, 2003 (66)

Comment 1. The appearance of impropriety with respect to the Citizen Advisory Committee is strong.

Response 1. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Subarea Plan.*

Comment 2. The costs of services required to support the proposed growth and new development will result in fiscal impacts on area property owners or county residents. These costs are not adequately identified.

Response 2. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Subarea Plan.*

Comment 3. Form a new Advisory Committee and start over.

Response 3. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Subarea Plan.*

1000 Friends of Washington
Ellen Gray, Skagit/Snohomish Program Director

Letter dated May 30, 2003 (89)

Comment 1. In general, 1000 Friends of Washington supports Alternative 4. We particularly support the concept of using Bayview Ridge as a receiving site for the beginning of a Transfer of Development Rights program. The following suggestions are submitted.

- Add new policy to Objective 3A-4 to ensure that bike and pedestrian paths between residential areas and work sites are provided.
- A schematic drawing to illustrate the street tree concept should be provided to show tree location between the roadway and sidewalk.
- Policies calling for natural landscaping should specify native plants.
- The County should require low-impact development techniques within Bayview Ridge in order to reduce impervious surfaces and reduce the amount of stormwater requiring management.

Response 1. *Your comments are acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Subarea Plan.*

Comment 2. On page 5-4 (of the *Subarea Plan*) the third paragraph should read 744 dwelling units as opposed to 744 acres.

Response 2. *The correction to the Subarea Plan has been made.*

Public Utility District No. 1 of Skagit County
Scott Spahr, Planning Engineer

Letter dated May 13, 2003 (93)

Comment 1. Although it is accurate to state that the District can accommodate growth for Alternatives 1 and 4 and not 2 and 3 based on the assumptions of housing and projections on Table 1B – Table 4B, Utility District 1 is concerned that if the 238-acre area designated Urban Reserve were developed at more than 1 home/5-acres, the District would not be able to accommodate that level of growth. The district would like to see the description of Alternative 4 amended to stipulate that growth would not exceed existing levels of water infrastructure capacity.

Response 1. *Your comment is acknowledged. Please see revised Section 3.5.5.2 of the FEIS.*

Jonathan K. Sitkin
(on behalf of Bouslog Investments LLC and JBK Investments LLC)

Letter dated May 30, 2003 (106)

- Comment 1.** The impacts of Alternative 1 “No Action” on the cities have not been fully analyzed. This including the following:
1. Cost of infrastructure
 2. Loss of industrial land base
 3. Impact on housing costs/affordable housing
 4. Potential erosion of agricultural land base
 5. Development in flood plain
 6. Cost of non-compliance with the GMA
 7. Lack of requirement to strategically locate open space, coordinate land use or transportation planning, or coordination with other elements of the Airport Land Use Study
 8. No provision for TDR program will negatively impact agricultural land base
 9. Cumulative impacts on surface water and surface water quality of the No Action alternatives are not similar but worse than the proposed alternative.
 10. Cumulative impacts of minor fill on wetland mitigation
 11. Relative Impact on property tax and potential mitigation fees
 12. No planned public facilities such as schools, parks, or fire stations and reduced mechanisms for funding (see comment above).
 13. Regulations do not apply equally to all development as suggested on page 3-16. Smaller development that is more likely in Alternative 1 may have a more adverse cumulative impact since regulations that often apply to larger development may not apply to smaller scale development.

Response 1. *The impact of the No Action Alternative to the cities is beyond the scope of this EIS. If the Bayview Ridge Subarea Plan does not include an urban residential component, the 3,420 population allocated to Bayview Ridge by the year 2015, together with the 2015 population of 909 from the former Big Lake UGA, must be reallocated. It is assumed the population would be allocated to existing cities, as no other non-municipal UGA has been identified. The additional population that each city could accommodate is unknown at this time.*

Population allocations are negotiated through the “Framework Agreement” among Skagit County, the City of Burlington, the City of Mount Vernon, the City of Anacortes, the City of Sedro Woolley, and the Town of LaConner. The cities of Anacortes, Burlington, La Conner, and Sedro-Woolley have documented population limits based on natural features, the presence of natural resource lands, and capacity of the utility systems. In the past, the City of Mount Vernon

has absorbed the urban residential population that cannot be accommodated by the other cities.

Comment 2. The DEIS does not analyze the effect of the existing Comprehensive Plan on the impacts analyzed by the DEIS. The recent Growth Management Indicators Program report for Skagit County should be included as a background report. This report indicates the County is successful in directing growth to urban areas; the proposed Subarea Plan enhances and furthers this success.

Response 2. Your comment is acknowledged. Section 3.2.2 of the DEIS addresses the consistency of each alternative with the Skagit County Comprehensive Plan (2000) and the Countywide Planning Policies (2000). The *2002 Growth Management Indicators (GMI) Report* is the County's first report to document/monitor the County's success in implementation of the Comprehensive Plan. Directing the majority of the new population and housing growth to urban areas are two benchmarks of successful plan implementation. The proposed Bayview Ridge Subarea Plan would provide an additional urban area to accommodate projected urban development, thus assisting in achieving these two benchmarks .

Comment 3. The CAC was directed to comment on the Subarea Plan as presented by County staff. This Plan assumed an urban residential component and the CAC was not asked to comment on that previous decision.

Response 3. *Your comment is acknowledged and will be forwarded to the Planning Commission for their consideration during deliberations on adoption of the Subarea Plan.*

Comment 4. There is a glaring lack of analysis of the impacts of the No Action Alternative. Upon close scrutiny, the impacts of No Action are often greater than the proposed project due to the lack of infrastructure and different regulatory requirements.

Response 4. *Development under the No Action Alternative must be consistent with all County, State, and Federal land use and environmental regulations. It is assumed these regulations will be enforced. While it is correct that the No Action Alternative may result in more fragmented development within the residential area, the absence of a regional storm drainage system, and increased use of septic tanks, it must also be recognized that the low density of development will minimize the adverse impacts.*

Comment 5. The DEIS fails to address the positive aspects of the Preferred Alternative with regard to identifying, enhancing and expanding upon the livable nature of the

existing community. Also, Section 2.1.5 should note that Bayview Ridge is already intensely developed with urban type lots and urban residential development.

Response 5. *The “livable nature of the community” is, to some extent, subjective. Some residents may prefer a semi-rural life-style, with new development situated on large tracts and few amenities such as sidewalks, street lights, a shopping area, a variety of housing types, etc. Other residents may prefer more urban amenities. In the case of Bayview Ridge, an urban level of fire, police, water, and power service will be provided under any alternative.*

The fact that Bayview Ridge already contains “urban” residential lots does not relate to a benefit or disadvantage of delaying adoption of the Subarea Plan.

Comment 6. Although all development on Bayview Ridge is subject to the requirements of the DOE Stormwater Management Manual for Western Washington (2001), smaller developments such as Short CaRDs will not require the same level of treatment and management as larger developments.

Response 6. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during adoption of the Subarea Plan.*

Comment 7. Participation in an area-wide drainage program, as suggested at the DEIS public meeting, should be an alternative to compliance with the 2001 DOE Stormwater Manual as put in effect by Skagit County. The area-wide drainage program should be encouraged as an alternative through other programs. A comprehensive drainage plan would be unlikely with Alternative 4 “No Action.”

Response 7. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during adoption of the Subarea Plan.*

Comment 8. The DEIS does not analyze the lack of stormwater facilities for existing residences and the net benefits of participation in a regional stormwater system.

Response 8. *The County currently has no information on the condition of existing residential storm drainage systems beyond that identified in the DEIS. The County will, however, be conducting modeling for the Bayview Watershed Stormwater Management Plan; this modeling will reflect both current and future runoff rates from the hill and will include some modeling of existing stormwater facilities. The intent of this Plan is, however, to address regional, not site-specific issues.*

Comment 9. Comments re. stormwater mitigation:

- Some of the potential mitigations are already in existence such as limitations to impervious surface and public education efforts
- Definitions of terms such as sensitive areas and low impact development would be helpful
- Include incentives to encourage efficient use of impervious surfaces such as narrower roads and use of trails instead of sidewalks as recommended by the CAC.
- Any future project must undergo SEPA review and is subject to regulations in effect at the time of development.

Response 9. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during adoption of the Subarea Plan.*

Comment 10. Statements relating to wetland regulations in the DEIS are overly broad or overstated. Some wetlands may be exempt from regulation. Wetland and habitat mapping do not correlate with on-site conditions, and should not be considered accurate. Projects adjacent to Higgins Slough, which acts primarily as an agricultural ditch, could include mitigation strategies. The only potential fish habitat on Bayview Ridge is Higgins Slough. Comments on page 3-15 should be modified to reflect the regulatory requirements to mitigate impacts to wetland degradation and loss resulting from development. The regulations do not apply the same to all Alternatives due to the differences in the size of developments.

Response 10. *Please refer to the revised text of Section 3.1.2.3 in the Final EIS.*

Comment 11. The ultimate issue is not if, but how residential development is to occur on Bayview Ridge. The Subarea Plan is designed to further enhance the character of the existing community. The DEIS should clearly state that the county-wide allocation of growth is a given due to a settlement agreement of all parties with a legal right to appeal.

Response 11. *Your comment is acknowledged. Please see Response 1.*

Comment 12. With respect to the effect of wetland regulations on density, it should be noted that the actual built density can be increased up to 12 units per acre, with the zoning density of 4 – 6 units per acre.

Response 12. *Section 14.16.335 6) of the draft Development Regulations establishes residential densities within Bayview Ridge Residential (BR-R) at one unit per 10,890 square feet, or one-quarter fraction of an acre, over the entire development site. For example, within any one portion of the development site, an apartment building with up to 12 units can be constructed, assuming that the site encompasses at least three acres.*

Comment 13. Urban levels of water and sewer all exist or have been planned for.

Response 13. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during adoption of the Subarea Plan.*

Comment 14. The No Action Alternative makes no provision to for achieving the GMA and Skagit County goals of affordable housing. The interrelationship between the 25% standard market factor and residential market pricing should be discussed.

Response 14. *Your comment is acknowledged. Section 3.2.2.2 of the EIS states that Alternative 1 does not provide significant opportunities for new housing. At this time, while it is clear that Alternatives 2, 3, and 4 would provide significant new housing, it is unknown to what extent it would be “affordable housing.” Also, please see revised Section 3.2.1.2, fourth bullet.*

Comment 15. There is no discussion of the impacts to other communities and special purpose districts if Bayview Ridge does not take its share of residential growth.

Response 15. *The impacts of the No Action Alternative to other communities is beyond the scope of this EIS. Please refer to Response 1. The Port of Skagit County has publicly stated its support for Alternative 4, but has not expressed significant concerns regarding potential approval of Alternative 1, No Action. Impacts to the Diking and Drainage Districts is addressed in Section 3.1.1.2 of the EIS.*

Comment 16. The capacity levels of Peterson Road will be within the level of service for all alternatives.

Response 16. *Your comment is acknowledged.*

Comment 17. Mitigation comments follow:

- Not all land in the Subarea lies within the airport overlay zone.
- The potential mitigating measures can only apply to Alternatives 2 – 4, not to Alternative 1. The aviation easement requirement will apply only if the zoning becomes urban.
- What impact would Alternative 1 have on the airport if aviation easements for future airport expansion are lacking. The NO action alternative will require the County, at its cost and liability, to defend the requirement of an aviation easement if imposed as a condition of permit issuance. The easement, in absence of urban zoning, would be an unconstitutional taking. The preferred Alternative addresses the POSC need for aviation easements.

Response 17. *The requirement for avigational easements originated in the 1980's, based on the County Commissioners and Port Commissioners commitment to protect the Bay View Ridge Airport. The easement requirement was not enforced, however, until specific language was developed as a result of adoption of the Airport Environs Overlay Zone in 2000. This requirement for avigation easements is not based on the presence of urban zoning, but on protection of the Airport.*

Comment 18. The importance of the Land Use Compatibility Study which complies with WSDOT guidelines and establishes measures for discouraging incompatible land uses relative to issues of safety for pilots in flight, the general public, and noise impacts should be given greater significance within the compatibility with Plans and Policies section.

Response 18. *Please refer to Section 3.2.2.2. of the EIS regarding the compatibility of each of the Alternatives with the "Skagit Regional Airport Land Use Compatibility Study."*

Comment 19. Airport forecasts and projections have not been updated within the last 10 years. It appears the level of activity is far short of the anticipated growth.

Response 19. Your comment is acknowledged. The current growth of airport traffic is short of what was projected for commuter service in the *1995 Airport Master Plan*. Business jet visits to the airport have, however, been greater than anticipated. The Port of Skagit County anticipates updating the *Airport Master Plan* in 2005.

Comment 20. Of the "action" alternatives, Alternative 4 has the least amount of residential traffic added to the existing network. All alternatives are similar with regard to industrial traffic impacts. The DEIS notes that exceeding LOS standards is not anticipated. Project-based traffic mitigation will be required as part of the SEPA process. In lieu of specific improvement projects, impact fees are a viable alternative. Concurrency compliance is assured through project level SEPA review. Modification of internal road standards to encourage minimization of impervious surfaces will encourage bicycle and pedestrian modes of transportation.

Response 20. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during adoption of the Subarea Plan.*

Comment 21. Crime Prevention through Environmental Design (CPTED) policies can be encouraged through incentives in the development regulations.

Response 21. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during adoption of the Subarea Plan.*

Comment 22. The DEIS could indicate the willingness for large landowners to participate in voluntary mitigation agreement for the financing or land donation of the proposed fire station. The increase in residential population increases the pool of potential volunteer fire personnel. Project level SEPA will address fire and emergency medical response and protection issues.

Response 22. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during adoption of the Subarea Plan. Also, see revised Section 3.5.2 of the EIS.*

Comment 23. The Alternative 1 discussion should include the impact of no parks or community center.

Response 23. *Section 3.5.3.2 of the DEIS states that it is unknown what funding priority the Bayview Community Park would have under Alternative 1. If the park is not built, the estimated 2,050 residents within Bayview Ridge would have an unmet need for 16.2 acres of community park and 3.1 acres of regional park.*

Comment 24. Regarding schools, payment of impact fees is warranted and assures concurrency. There is land located with the Subarea that is also outside the Airport Environs Overlay. A reduction of the size of the overlay is possible based on actual aircraft traffic patterns, which would increase the availability of land for the school district. No analysis was done regarding capacity under the No Action Alternative. Bayview Elementary is over-capacity with a waiting list and a new K-8 elementary school is contingent on growth within the district. The need for a new school may be triggered regardless of whether or not urban residential growth occurs within the Subarea. An unavoidable impact under all four Alternatives may be the requirement of a new elementary school serving Bayview Ridge and west Burlington.

Response 24. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during adoption of the Subarea Plan. There are currently no plans to revise the “Skagit Regional Airport land Use Compatibility Study” which established the safety zones.*

Skagit County Parks and Recreation
Bob Vaux, Director

Letter dated May 30, 2003 (198)

Comment 1. Impact from Bayview Subarea development needs to be assessed in regards to existing regional park deficiencies, especially relative to the inadequacy of current funding sources.

Response 1. *Your comment is acknowledged. Please see revised Section 3.5.3 of the FEIS.*

Comment 2. It appears that the Plan adequately addresses the need for open space.

Response 2. *Your comment is acknowledged.*

Comment 3. Although the Community Park described in the Plan would meet the Subarea need for a number of years, the funding is not committed in the Capital Facilities Plan. The use of Impact Fees should be dropped because the current Voluntary Impact Fee program will not begin to adequately provide for the need. The cost is 1.6 million in 1998 dollars.

Response 3. *Your comment is acknowledged. Please see revised Section 3.5.3 of the FEIS.*

Comment 4. The DEIS does not address impacts on Special Use recreation areas, specifically an Indoor Recreation Center.

- An Indoor Recreation Center is the highest priority and most needed recreational facility in Skagit County. Development within the Subarea will increase the need for this facility. Although the current Parks and Recreation Comprehensive Plan suggests a location along the I-5 corridor in Burlington, this facility could be located in the Bayview Subarea and still meet the Comprehensive Plan objectives given the proposal of a community park.
- The Subarea Plan must consider helping to address its share of regional parks and recreation needs

Response 4. *Your comment is acknowledged. Please see revised Section 3.5.3 of the FEIS.*

Comment 5. Trails are another high priority Parks and Recreational issue that needs to be covered in the Subarea Plan. Development in the Subarea should include connector trails to the following existing trails:

- Port Trail

- Padilla Bayshore Trail
- Padilla Bay Interpretive Center
- City of Burlington.

Response 5. *Your comment is acknowledged and will be forwarded to the Planning Commission for their deliberations during adoption of the Subarea Plan.*

Comment 6. There is strong support from the Parks and Recreation Advisory Board for development in the Bayview Ridge Subarea to include impact fees to pay for the needed parks development and improvements. The Board would like to see Subarea impact fees pay for the Community Park, a portion of the Indoor Recreation Center, and the connector trail systems. A system of credits and bonuses promoting construction of park amenities by developers is also encouraged.

Response 6. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during deliberations on adoption of the Subarea Plan.*

Skagit County Public Works Department
Steve Flude, P.E., Asst. County Engineer/Asst. Public Works Director

Letter dated May 29, 2003 (200)

Comment 1. Several tasks required within the Bayview Ridge Subarea Plan Development Standards section have implications for County development reviewers:

- Who will be responsible for the tracking system proposed in Section 14.28.020 (5) to account for exempt development? How would such a tracking system be developed?
- Who will do the Project Concurrency review evaluating proposed development described in Section 14.28.030?
- Who will be issuing the Certificate of Capacity required by Section 14.28.040 (c)?
- Who will responsible for the task of notifying the applicant and Planning & Permit Center of results of the Concurrency Determination within 30 days as required by Section 14.28.040 (e)?

Response 1. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Subarea Plan and Development Regulations. It should be noted that these regulations have been in place since 2000, and are not proposed for amendment at this time.*

Comment 2. A conflict exists between Sections 14.28.040 (h) and (c) relative to who issues the Certificate of Capacity.

Response 2. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Subarea Plan and Development Regulations. It should be noted that these regulations have been in place since 2000, and are not proposed for amendment at this time.*

Comment 3. Skagit County Public Works will be adopting the Highway Capacity Manual with the Transportation System Plan and the Birdsall Method will no longer be used to assess the County Road System Concurrency as stated in Section 14.28.060 (1).

Response 3. *Your comment is acknowledged. Skagit County is now in the process of amending Section 14.28.060.*

Comment 4. Section 14.28.105 1) b) sets up two road standards for the Bayview Ridge UGA to which County Public Works objects.

Response 4. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Subarea Plan and Development Regulations.*

Comment 5. Clarification is needed as to the basis of determining credit for prior contributions and improvements included in the Subarea facilities plan indicated in Section 14.28.105 3).

Response 5. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Subarea Plan and Development Regulations.*

Comment 6. A conflict or redundancy exists between Section 14.28.110 (1) Annual Concurrency Assessment and other sections setting up Concurrency review:

- Section 14.28.020
- Section 14.28.030
- Section 14.28.040
- Section 28.14.060

Response 6. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Subarea Plan and Development Regulations. Chapter 14.28 has been modified to reflect the most current code amendments.*

Comment 7. The setbacks in the Bayview Ridge Subarea are not consistent with those within corresponding County zones.

Response 7. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Subarea Plan.*

Comment 8. Regarding truck access to the Subarea from SR 20, the Subarea Plan does not acknowledge the new traffic signal at SR20/Farm to Market Road, and also states that the lack of signalization along SR 20 at Pulver Road and Higgins Airport Way is forcing trucks onto Peterson Road “adversely impacting residential areas”. County traffic studies along Peterson Road do not show a significant increase in commercial traffic in the last few years.

Response 8. *Your comment is acknowledged. The initial text of this section of the Subarea Plan was written prior to installation of the new signal at SR20/Farm to Market*

Road. Please see updated text regarding the signalization at Farm to Market Road and the SR 20 Fredonia to I-5 Interchange Improvement project.

Comment 9. Avon Allen Road, Peterson Road, Farm to Market Road, and Josh Wilson Road all have the same T-3 FGTS classification as Ovenell Road, but this is not stated.

Response 9. *Your comment is acknowledged. Please see revised Section 3.4.1 - Skagit County Roads of the FEIS. The correction to the Subarea Plan also has been made.*

Comment 10. The Subarea Road System map identifies the two new roads as “Major Collectors”; these roads will not meet the criteria for such a facility.

Response 10. *Your comment is acknowledged. The correction to the map has been made.*

Comment 11. There is no problem with the mention of the Birdsall methodology.

Response 11. *Your comment is acknowledged.*

Comment 12. The SR 20/Avon Allen Road is signalized and is not at LOS E, nor is the nonsignalized intersection at Higgins Airport Way. This should be confirmed with WSDOT.

Response 12. *Your comment is acknowledged. More current information obtained from the WSDOT 2003 SR 20 – Fredonia to I-5 Interchange Traffic Report has been added to the Transportation sections of both the Draft Subarea Plan and the Final EIS.*

Comment 13. Traffic Engineering believes that the installation of the new traffic signal at SR 20/Farm to Market Road is much more significant to commercial traffic than the Plan suggests. We believe that commercial traffic increasingly using Farm to Market Road to access eastbound SR 20 and Josh Wilson Road to access northbound Interstate 5.

Response 13. *Your comment is acknowledged. Please see updated Draft Subarea Plan Transportation text.*

Comment 14. An additional benefit of delaying implementation would be to incorporate the findings of the *Bayview Watershed Stormwater Management Plan* into the decision making process.

Response 14. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Subarea Plan. Also, please refer to the revised text of Section 2.1.5 of the FEIS.*

Comment 15. The County's stormwater plan is called the *The Bayview Watershed Stormwater Management Plan*.

Response 15. *Your comment is acknowledged. Please refer to the revised text of Section 3.1 of the EIS.*

Comment 16. The fact that Drainage District 8 is being annexed by Dike District 12 should be reflected throughout the DEIS.

Response 16. *Your comment is acknowledged. Please refer to the revised text of Section 3.1.1.1 of the EIS.*

Comment 17. The *Bayview Watershed Stormwater Management Plan* will contain a capital facilities program and will lay the groundwork for a financing plan, but will not include a specific financing plan.

Response 17. *Your comment is acknowledged. Please refer to the revised text in Section 3.1.1.3 of the EIS.*

Comment 18. Within Bayview Ridge, water quality impacts from new development will be dealt with on site. The *Bayview Watershed Stormwater Management Plan* will primarily address water quantity issues.

Response 18. *Your comment is acknowledged. Please refer to the revised text in Section 3.1 - Water of this EIS.*

Skagitonians to Preserve Farmland (SPF)
Bob Rose, Executive Director

Letter dated May 29, 2003 (207)

Comment 1. SPF supports the premise that areas outside of existing cities and UGAs are necessary to accommodate projected county growth over the next 20 years. Absent alternative areas for the projected population to find housing, low-density rural residential development would pose a significant threat to the future sustainability of the Skagit County Agriculture Industry. Housing should occur on surrounding hills or by increasing density in cities.

Response 2. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Subarea Plan.*

Comment 2. SPF strongly supports the proposed policy to designate the Bayview residential zone as a “receiving zone” for a transfer of development rights (TDR) program to preserve prime valley farmland. Section 1-8 of the DEIS is consistent with SPF’s concerns to minimize impacts to farmland. Questions should be raised whether even higher densities in specific locations might provide both economies of scale and more focused land use, allowing protection of open space and natural features as a trade-off.

Response 2. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Subarea Plan.*

Comment 3. There must be no net impact on actively farmed land and its necessary drainage system as a result of upland development. This outcome can be achieved in two fundamental ways: ensuring that the amount, timing, and quality of upland water flows are kept at the same levels as today; or providing for increased drainage system size, maintenance, and repair as well as guarantees on the water quality inputs from the upland development. All alternatives will have drainage impacts especially for Districts 19 and 14. Joe Leary Slough is of special concern.

Response 3. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Subarea Plan.*

Comment 4. SPF supports proposed measures to improve drainage issues, especially recognition of the need for legally binding agreements with Drainage Districts and the County Drainage Utility. SPA also supports the proposed mitigation measures,

most specifically to include goals and policies related to storm drainage in the Subarea.

Response 4. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Subarea Plan.*

Gerald Steel, P.E.
(on behalf of Skagit County Growthwatch)

Letter dated May 30, 2003 (223)

Comment 1. The Bayview Ridge Subarea DEIS should more fully consider the negative environmental impacts of the inclusion of a residential component within the UGA:

- Current population projections are below those the projections upon which the Comprehensive Plan is based. The County is planning for more residential growth than is actually necessary.
- Consideration of residential growth being located within the UGA should not occur until the December 2005 revision of the Comprehensive Plan.
- The capacity of existing municipal UGAs to accommodate needed residential growth should be more fully explored.

Response 1. *Your comment is acknowledged. The current Skagit County Comprehensive Plan and Countywide Planning Policies assume a 2015 population of 137,700. Per the Comprehensive Plan, 80% of this population must be accommodated within urban growth areas (UGAs).*

Allocation of the population to individual UGAs is accomplished through the Framework Agreement among Skagit County, the City of Burlington, the City of Mount Vernon, the City of Anacortes, the City of Sedro Wooley, and the Town of LaConner. The population allocations resulting from this process resulted in a 3,420 population allocation for Bayview Ridge. A population of 909 from the former Big Lake UGA remains unallocated. These allocations are being updated, but the process is not complete. The impact of these allocations to municipal UGAs is beyond the scope of this EIS.

See also Response 1 to John Sitkin.

Comment 2. Transformance of governance from the County and special districts to cities should be more fully explored for efficiency and local control.

Response 2. *Your comment is acknowledged and will be forwarded to the Planning Commission for their consideration during deliberations on the Comprehensive Plan.*

Comment 3. Safety aspects of separating the airport and industrial uses from high-density residential uses should be more fully explored.

Response 3. *Safety aspects related to the airport and surrounding land uses were examined in the Skagit Regional Airport Land Use Compatibility Study (June 2000). This study resulted in adoption of the Airport Environs Overlay Zone, which includes six distinct safety zones. These safety zones are shown for each Subarea Plan Alternative in Figures 3 through 6 of the EIS.*

Comment 4. Impacts on traffic, air pollution from traffic, and lost commute time should be more fully explored.

Response 4. *Your comment is acknowledged. As discussed in Section 3.4.2 of the EIS, the most significant traffic volume impacts relate to travel on SR 20. These impacts are a result of both trips generated within the Subarea, and the continuing increase of traffic volume on SR 20 independent of the Subarea. Section 3.4.1 of the EIS has been updated to reflect the current status of the SR 20 I-5 to Freedomia improvement project.*

Comment 5. The impact of residential growth on the long-term expansion needs of the airport and industrial UGA has not been adequately described.

Response 5. *Your comment is acknowledged. Expansion needs of the Airport are addressed in the Skagit Regional Airport Master Plan Update (1995). Growth of the industrial area has been examined most recently in the “SR 20: Sharpes Corner to SR 536 NEPA Pilot Project Dwelling Unit and Employment Forecasts for Transportation Analysis Zones” (CH2Mhill, December 2001).*

Comment 6. Skagit County Growthwatch is concerned that a residential UGA will lead to more inefficient provisions of urban services and will encourage further encroachment on lands now used for agriculture.

Response 6. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Subarea Plan.*

Comment 7. Current regulations requiring a landscape buffer around Industrial zones should be retained.

Response 7. *Your comment is acknowledged and will be forwarded to the Planning Commission for consideration during their deliberations on adoption of the Subarea Plan.*

**Port of Skagit County
Letter Dated May 20, 2003**

Comment 1. Skagit Regional Airport is one of three essential public facilities in the County, and is the foundation for the Bayview Business and Industrial Park. Combined, the airport and Business Park have 50 businesses and 1,000 direct employees. The Subarea Plan is the logical extension of the UGA planning process and is mandated by the Growth Management Hearings Board.

Response 1. *Your comment is acknowledged and will be forwarded to the Planning Commission for their consideration during their deliberations regarding adoption of the Subarea Plan.*

Comment 2. The airport has existed for 70 years, and has served as an air transportation hub and center for economic development activity in county for more than 20 years.

Response 2. *Your comment is acknowledged and will be forwarded to the Planning Commission for their consideration during their deliberations regarding adoption of the Subarea Plan.*

Comment 3. Providing for growth in this area is healthy and necessary for the County. At the same time, care must be taken to protect the viability of the airport operations for the future of Skagit County. Under the GMA, the Subarea planning process must help protect this essential public facility. Airport operations should not be restricted or cease because of encroachment by urban development.

Response 3. *Your comment is acknowledged and will be forwarded to the Planning Commission for their consideration during their deliberations regarding adoption of the Subarea Plan.*

Comment 4. The preferred alternative presented by staff, which includes common sense measures proposed by the Port, balances the industrial and residential development needed by the County and protects the airport as an essential public facility.

Response 4. *Your comment is acknowledged and will be forwarded to the Planning Commission for their consideration during their deliberations regarding adoption of the Subarea Plan.*

4.4 Oral Comment Summary

The following oral comments were made at the May 20, 2003, public hearing with the Skagit County Planning Commission. All these comments referred to the Subarea Plan.

Speakers

Brad Furlong – Port of Skagit County

Reviewed history of Skagit Regional Airport and 1995 Airport Master Plan. Explained potential for curtailment/closure of airports due to development around their perimeters. New neighbor complaints have “strangled” airports.

State of Washington GMA – includes efforts to protect airports. Port has chosen to participate in the Bayview Ridge planning process. Port has developed three areas of mitigation/common sense measures to protect the airport – aviation easements, formal maps showing noise contours and FAA height limitations, and completion of a notification and acknowledgment of the overflight effects. Public has a long-term investment in the airport. The airport is an important part of the economic health of the County. The airport is a designated Essential Public Facility.

John Ravnik, on behalf of Burlington-Edison School District

The School District does not take sides on a project. As schools become full, the District will proceed with development of a new school facility. The District’s greatest challenge is acquisition of a suitable site; the District asks that the County be supportive of the need for schools to be located near residential areas.

Philip Serka, Attorney representing Kraig and Roger Knutzen

Knutzens own 27 acres in NE corner of Subarea – not proposed as BR-R, but as Urban Reserve (and surrounded by residential). Asking for BR-R. Urban level of services are available. Also, the County should study impacts from upland drainage first, and implement controls, so there will be no impacts to downstream properties (i.e., farmlands). There is no discussion yet of how impacts to downstream properties will be resolved. Detention requirements only reduce peak flow – increased total runoff is also detrimental to the system. Drainage District 14 has conducted a study, which concludes that development within Bayview Ridge should mitigate for increases in volume of runoff, instead of peak runoff. This issue should be resolved before the zoning is adopted. Drainage Districts do not have the resources to mitigate problems on their own. The draft Plan recognizes the problem, but need implementation.

Randy Good

Supports the CAC recommendations with the following suggestions/concerns: Wetlands map is not made regulatory, Property Rights Policy be included, and concern regarding drainage along Higgins Way and SR 20.

Audrey Dorai

Question regarding number of dwelling units proposed.

John Shultz, representing Dike District No. 12

Dike District No. 12 is now annexing Drainage District 8. Very concerned regarding impact to lower farms from upland development – delays plantings due to excess water. Dike District 12 is low on resources – can't handle the drainage problem. Don't object to change in zoning, but want more study done regarding drainage. Should be requirements for developers to deal with drainage.

Tim Lewis, Skagit Airport Port Association and Corporate Air Center

The Airport is an essential Public Facility and an important business entity. The long-term existence of the airport must be taken into account. Open space critical to us.

Kim Johnson

The CAC was really a developer-driven advisory committee. The draft Plan proposes 3,500 people within a one-mile radius of a working airport. Airports and residents do not mix well (noise, danger). Also, because of airport, the Subarea cannot have urban uses such as grocery stores, gas stations, schools. Existing school is over-capacity now. Impact fees are not enough. Transportation costs? Generally, many questions and no answers. Drainage impacts to lower farmland. Increased traffic, especially trucks using Peterson Road. Proposed traffic improvements? Plan threatens my slower way of life. I do not wish to live in a city.

Shane Gildnes

We already have a thriving community that would be disrupted by 3,000 additional people.

Charles Bennett, Dike District No. 12

Concern regarding drainage. Quality is an issue, as well as quantity from upland development. If water quality monitored at the outlet, it will be the drainage district that must clean it up.

Susan Henry

Very much opposed to residential component – not justified, not appropriate close to the airport. The Subarea is separated from goods and services that are provided by a city. Because of the airport, the area will never be a self-sufficient urban community. Also, object to make-up of CAC. If Plan must have at least four units per acre for the residential area, it should not be in the Plan.

Bill Henry

Owners of large parcels drafted a plan, then formed a CAC to legitimize it. Statistics are correct, but interpreted incorrectly. Density issue – 77% of homes on lots of one-third acre or less, versus 681 homes on 738 acres (1 unit/acre). He chose to live between the airport and agriculture activities – placing urban density between the two does not make sense. Given GMA requirement for 4 units/acre for urban development, residential component should be dropped. Airport and business park should remain within UGA. County should encourage citizens to foster a Subarea Plan for the balance of the entire Bayview Ridge.

Kristen Lovell

Many concerns – damage to wetlands (political connections effect enforcement), overcrowded schools, Olympic Pipeline (County is unaware of the location). Many residents feel there has been a lack of respect for fairness and expectations. We moved here for the rural environment – not urban. New residents shouldn't get more respect than present residents. Present landowners should be compensated for change in value. Proposed Plan is a complete failure. Residential component needs to be removed.

Teddy Hickox

What happens in Bayview Ridge will impact West Burlington. Increased traffic (especially SR 20), need for new jobs, churches, police, fire services. Peterson Road to be closed at the railroad tracks.

Paul Taylor, Drainage District 14.

County should do the Drainage Plan first, then decide where to put additional development. Also, we are allowing the GMA "tail" to "wag the dog." Our biggest asset is our rural land. Should have more choices than 1 unit/4 acres or 1 unit/10 acres. Should encourage industry around an airport, but not residential development. There is a lack of commercial development. Should look at the whole Ridge. The UGA/GMA requirements shouldn't dictate.

John Shambaugh, Department of Transportation, Aviation Division

The Draft Plan meets the compatibility language developed by the Aviation Division.

Robert Hilton

The consortium of developers should build a test home and then measure sound levels, vibration levels, especially during winter when we get lots of convection. The acoustical problem has not been fully appreciated yet. Also, the taxpayers in the County shouldn't have to pay for/be sued as a result of an accident.

Kraig Knutzen

Knutzen farmland at the base of Bayview Ridge is totally dependent on drainage for production of economic crops. Five generations of family have worked to develop a private drainage system that will fail if too much water comes at the wrong time. Bayview Ridge water will be forced into this system. The proper location for residential and commercial development is on the hill, but before the UGA is approved, the proper mitigation plan for drainage must be set forth.

Cindy Jacobson

Residential growth may eventually close down the airport. New residential growth could be located by Avalon Golf Course.

Brad Spangler

If you want to protect the airport, reduce the residential component. To maintain the existing value of homes, you should maintain the same density. Alternative 3 provides for an additional 2,300 homes in the urban reserve area. If you have to have 4 units/acre, the balance should be in perpetual open space. The open space should be as close to the Port as possible.

4.5 Comments On The Bayview Ridge Subarea Plan

Many of the letters received during the comment period on the Draft EIS addressed issues related to the Draft Subarea Plan, rather than the Draft EIS. The issues raised in these letters are summarized below:

Land Use

Residential intensity/density issues and land values– Proposed residential density is too great. Rural character would be lost. Negative impacts of urban development include noise, traffic, safety, quality of life, property values, loss of scenic quality and views, over crowding, and loss of open space. Concern for impacts for inclusion of low-income housing.

Impacts to the Airport

Especially related to future airport growth and expansion and associated compatibility issues with respect to higher density residential development.

Drainage

Drainage problems will result from more intense development and will adversely impact farmlands. The following issues should be addressed before more development is allowed.

- Increased impervious surface
- High till layer
- Badly placed drainage ditches and culverts
- Limits of the existing drainage utility
- Subdivisions are not required to plan for drainage related to locations above steep slopes
- Cost of financing necessary improvements to fix area drainage
- Plans for mitigation of drainage related to the proposed UGA and residential development (including roads and drainage ditches) should be in place prior to approval of the UGA and should apply DOE guidelines.
- Completion of the *Bayview Watershed Stormwater Management Plan* is necessary.
- Review of permit application should be coordinated with respective drainage districts.
- County should provide adequate monitoring throughout the permit process.
- Dike District #12 is annexing Drainage District 8. District is concerned about impacts of water run-off (both quantity and quality). Recent development has resulted in impacts to lower farmlands.

Community and Public Services

Problematic due to proximity to the airport. Retail and commercial services, churches, and adequate health care facilities will be lacking. County staff and representative should support the school district's need to find and develop school district sites near the residential areas they serve. Regulations related to the airport will not allow another school to be built in the area. Students will need to be bussed out of the area to attend schools.

Building constraints relating to the airport prevent adequate public facilities to accommodate an urban density and conflict with the intent of the GMA. If the past steady rate of growth has been too fast for current services to keep pace, the proposed intensity of growth will not be concurrent with provision of urban services.

Traffic Related Impacts

Traffic congestion will increase. Peterson Road will be subject to increases in both automobile and truck traffic. Congestion on SR 20 and Subarea intersections will worsen. Bicycle transportation would be negatively impacted. School bus stops on Peterson Road would be dangerous.

Increased Tax Burden

Concern for the cost of poorly conceived planning for the area. Impact on a financially strapped school district. Since developers are the sole beneficiaries of the residential density proposed in the Subarea Plan, they should be the ones that pay for all road impact costs. Bayview Ridge residents have the highest property taxes in the county and the proposed residential density will result in higher taxes combined with lower property values.

Safety issues

Residential development and a school near expanding industrial, airport areas and Skagit Sanitation is not advisable. Terrorism and crime will result from locating residential development in the vicinity to airport and industrial areas. Olympic Pipeline has a pipeline and storage facilities in the area (5 feet from the proposed residential area).

Redirect Growth - Bow Hill is offered as a better location for residential development. The Subarea should not have more than its share of residential growth. Residential development spread evenly throughout the county will lessen the burden on road and environmental systems. Many letters recognized a need for more residential growth in the area, but question the degree of growth proposed.

Environmental Issues – Potential impacts to wetlands and whether wetland regulations will be fair and equitable. A concern for the balance of the ecosystem relative to increased residential density.

Impacts Beyond the Subarea – Traffic safety and air quality impacts to residents outside the boundaries but in the vicinity of the Subarea.

Boundaries of the Urban Growth Area (UGA)

Requests that certain properties (Herdt, Jensen, Knutzen) be placed within the UGA.

Opposition to Airport Environs Overlay

Specifically, to the requirement for an aviation easement.

Process Issues

The CAC was not sufficiently representative to area residents; a new, objective, and different CAC is necessary. Has the appearance of fairness doctrine been violated? The public was not well informed of the plans.

Endorsement of Development on Bayview Ridge - This Subarea Plan directs growth away from the flood plain, avoids development impacts on farming, drainage and run-off problems can be solved, traffic impacts can be solved, there is a good new school and others can be built in the area, there is a need in the area for high density housing, planned, large scale residential development is preferable to small lot development where drainage issues will not be addressed.

The Impact of the Bayview Ridge Subarea on Skagit Regional Airport – The Skagit Regional Airport is an Essential Public Facility, the largest airport in the County and the foundation for the Bayview Business and Industrial Park. The airport is an air transportation and economic development center. Providing for growth in this area is healthy and necessary. At the same time, care must be taken to protect the viability of the airport operations for the future of Skagit County. Also, protection of the airport is required under the GMA. The Subarea planning process must help protect this essential public facility. The Preferred Alternative includes the following “common sense measures” to balance the need for industrial and residential growth and protection of the airport: avigation easements; publication, recordation, and incorporation of noise and safety maps; airport environs disclosure; and the Port’s claim to prescriptive easements.

CHAPTER 4..... 1

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Burlington

Skagit County Law

State

Office of Community Development

Department of Ecology

Department of Transportation-Aviation Division

Individuals

John Bouslog

John Brink

Deanna Carlson

Bill Henry

Julie Hubner

Cindy Jacobson

Gary T. Jones

William Knutzen

Stephen Louia

Jon Sitkin

Jack Wallace

Larry Willman

Lyn Keenan, Reid Middleton

Skagit County Offices

Board of County Commissioners

Planning Commission

Administration

Public Works

Prosecuting Attorney

Outside Counsel –Buck & Gordon

Planning

Health Department

Emergency Services

Parks, Recreation & Fair

Auditor

Sheriff

Farmland Legacy

Notice of Availability:

Joseph E. Abbott

Michael & Patti Baith

Gretchen Horen Barden

Judy Bedard

Lynne Blanford

Sally Bosse

John & Shirley Brown

Ronald Buchholz

Bruce Bussert

Richard & Linda Chambers

Ron & Susan Chiabai

Barbara Dunn

Henry & Charlotte Dykstra

Carol Ehlers

Martha L. Fishel

Lorence & Donna Freiman

Marilyn Grambo

Sarah Hamidou

Gary & Deborah Helm

Susan Henry

W. Gary & Catherine N. Herdt

James & Lois Holden

John & Cherralee Hoover

Harvey M. Hutchings

City

City of Mount Vernon

City of Burlington

City of Anacortes

Tribes

Skagit Systems Cooperative

Special Purpose Districts

Drainage District #8, 14, 19

Dike District #12

Port of Skagit County

Burlington/Edison School District

Fire District #2, 6, 12

Non-Governmental (NGOs) and Private Organizations and Utility Providers

Friends of Skagit County

1000 Friends of Washington

Skagitonians to Preserve Farmland

Skagit County Growthwatch

PUD #1 of Skagit County

Lynda Martin Hyatt
Ralph & Betty Jackson
Larry R. Jensen
Kimberlee S. Johnson
Thomas C. Johnson
Jane S. Johnston
Ross Johnston
Gary T. Jones (on behalf of clients John & Twila Brink)
Kraig Knutzen & Roger Knutzen
William A. Knutzen
Fern Larson
Mike & Kristin Lovell
Dan & Janae Luvera
Mary Ann Mercer
Marc J. Neff
Marissa Courtney Neff
Mary S. Neff
Wesley Sue Place
James J. Poth
John Ravnik
Pat Rawlins
Sherman & Cosetta Roth
Philip A. Serka (on behalf of Kraig & Roger Knutzen)
Mike Shelley
Tami Shelley
Brian Sibley
Skagit Surveyors & Engineers (on behalf of Mike Fohn)
C. Gordon Smith
Patricia K. Smith
Bradley R. Spangler
Leslie Spangler
Robert M. Stanley
Don & Sharon Tapley
David M. Thomas
Jack R. Wallace
Jeanne Wright
Audrey Yerger
Randy Good
Audrey Dorai
John Schultz
Tim Lewis
Shane Gildness
Charles Bennett
Teddy Hickox
Paul Taylor
Robert Hilton
Cindy Jacobson

Federal

US Army Corps of Engineers
US Department of Interior – Fish & Wildlife Service
US Department of Agriculture
US EPA – Region 10
US Department of Transportation – Department of Highways Dist. #1
National Marine Fisheries Service

State

Utilities and Transportation Commission
Department of Fish & Wildlife
Superintendent of Public Instruction
Department of Natural Resources
Parks and Recreation Commission
Puget Sound Water Quality Action Team
Department of Health
IAC (Interagency Committee on Outdoor Recreation)
Northwest Air Pollution Control Authority

County

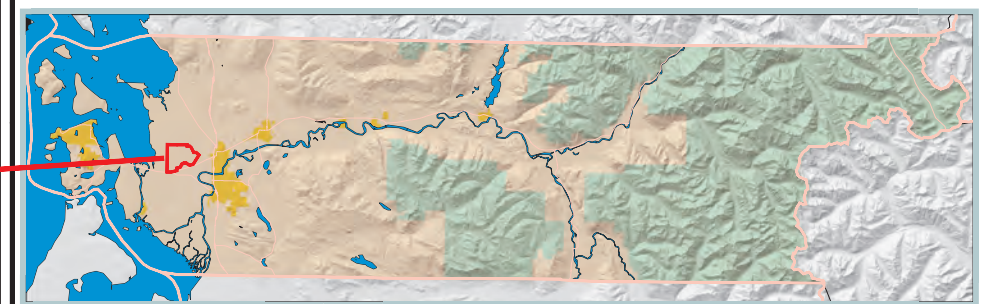
Whatcom County
Snohomish County
Island County
San Juan County
Chelan County
Okanogan County

Non-Governmental (NGOs) and Private Organizations and Utility Providers

Skagit Conservation District
EDASC (Economic Development Association of Skagit County)

LEGEND

SKAGIT COUNTY



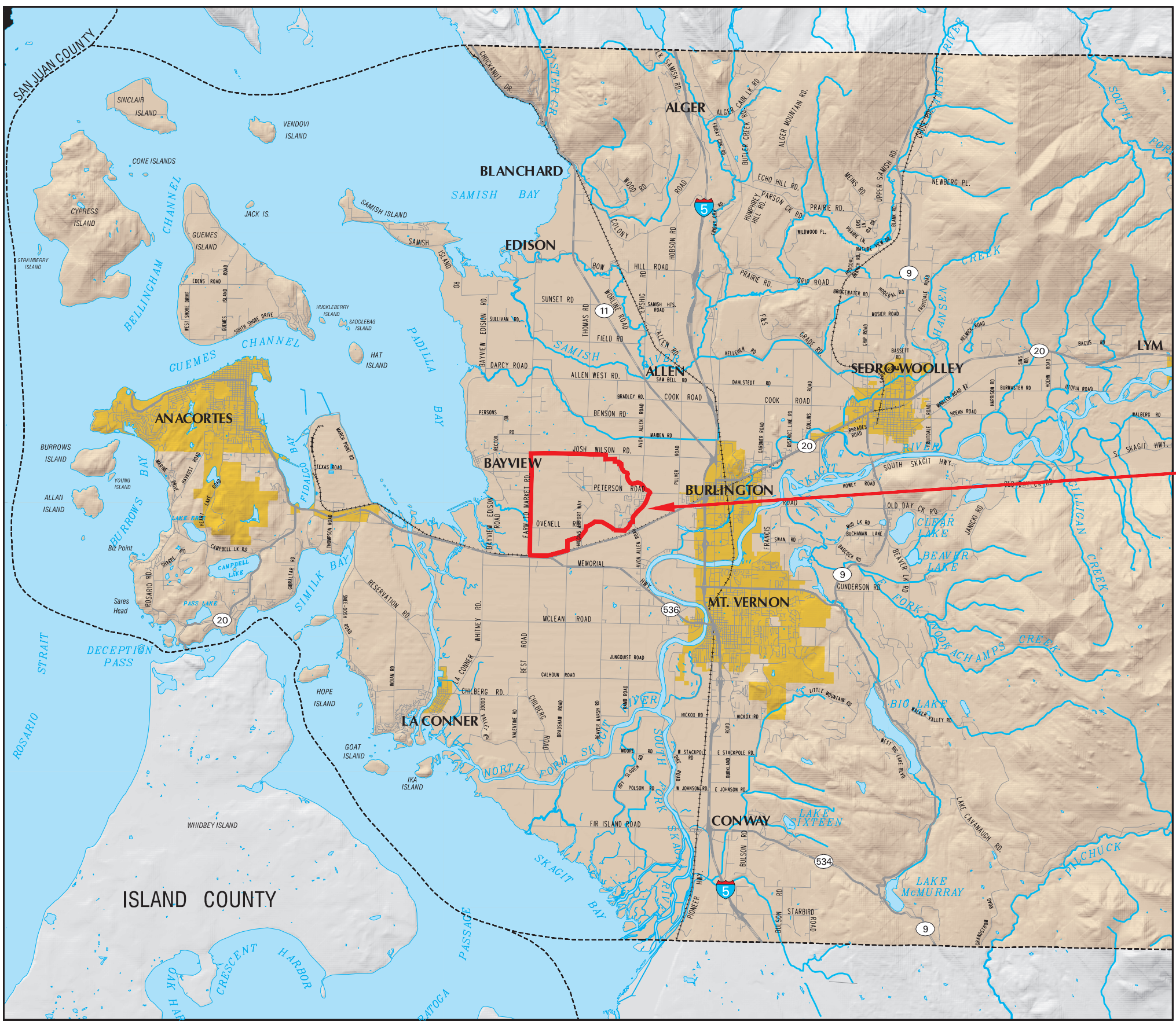
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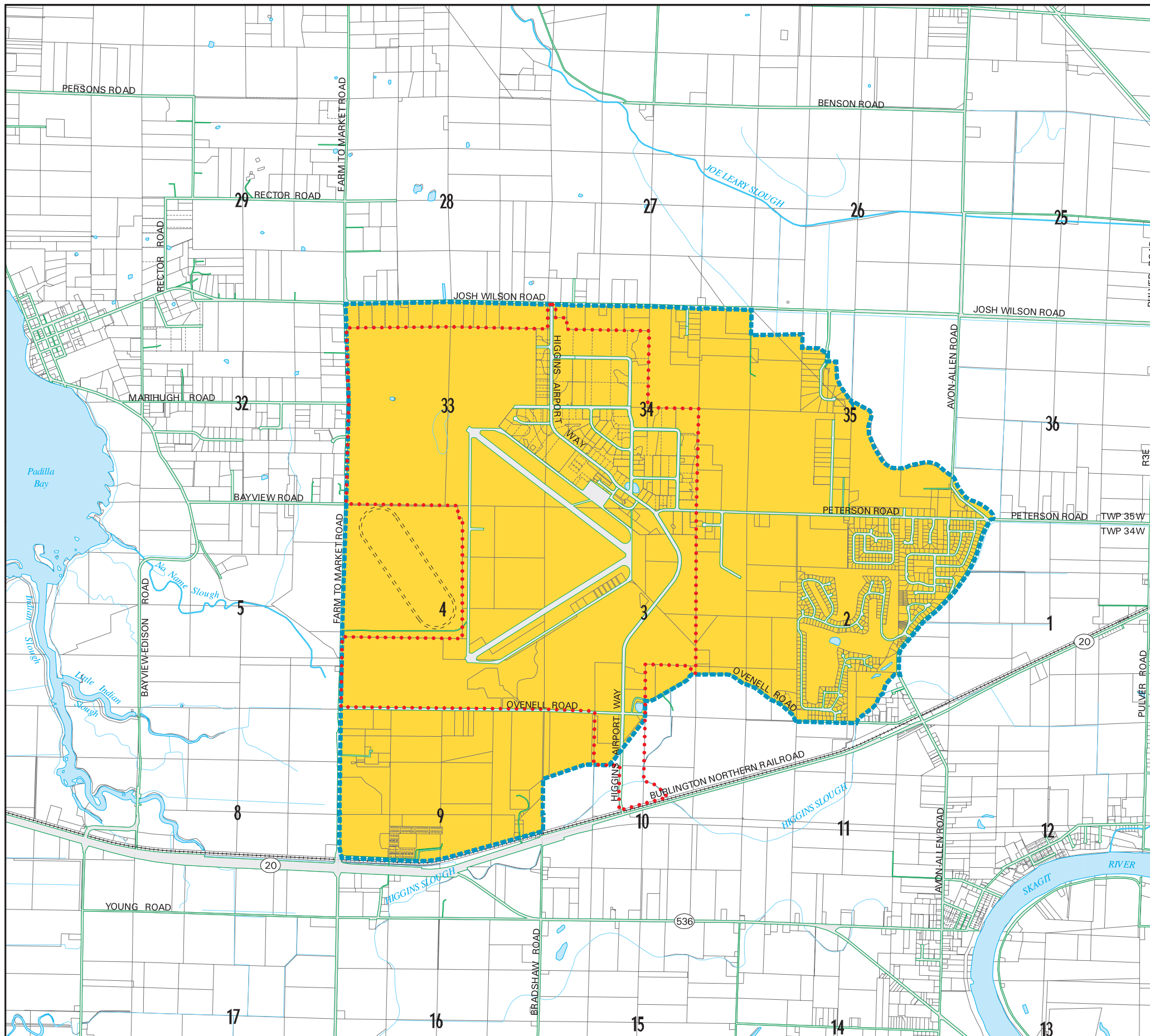
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BAYVIEW RIDGE SUBAREA PLAN

VICINITY MAP

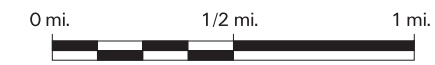
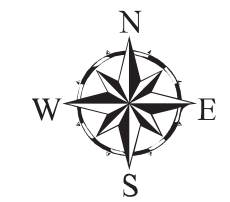




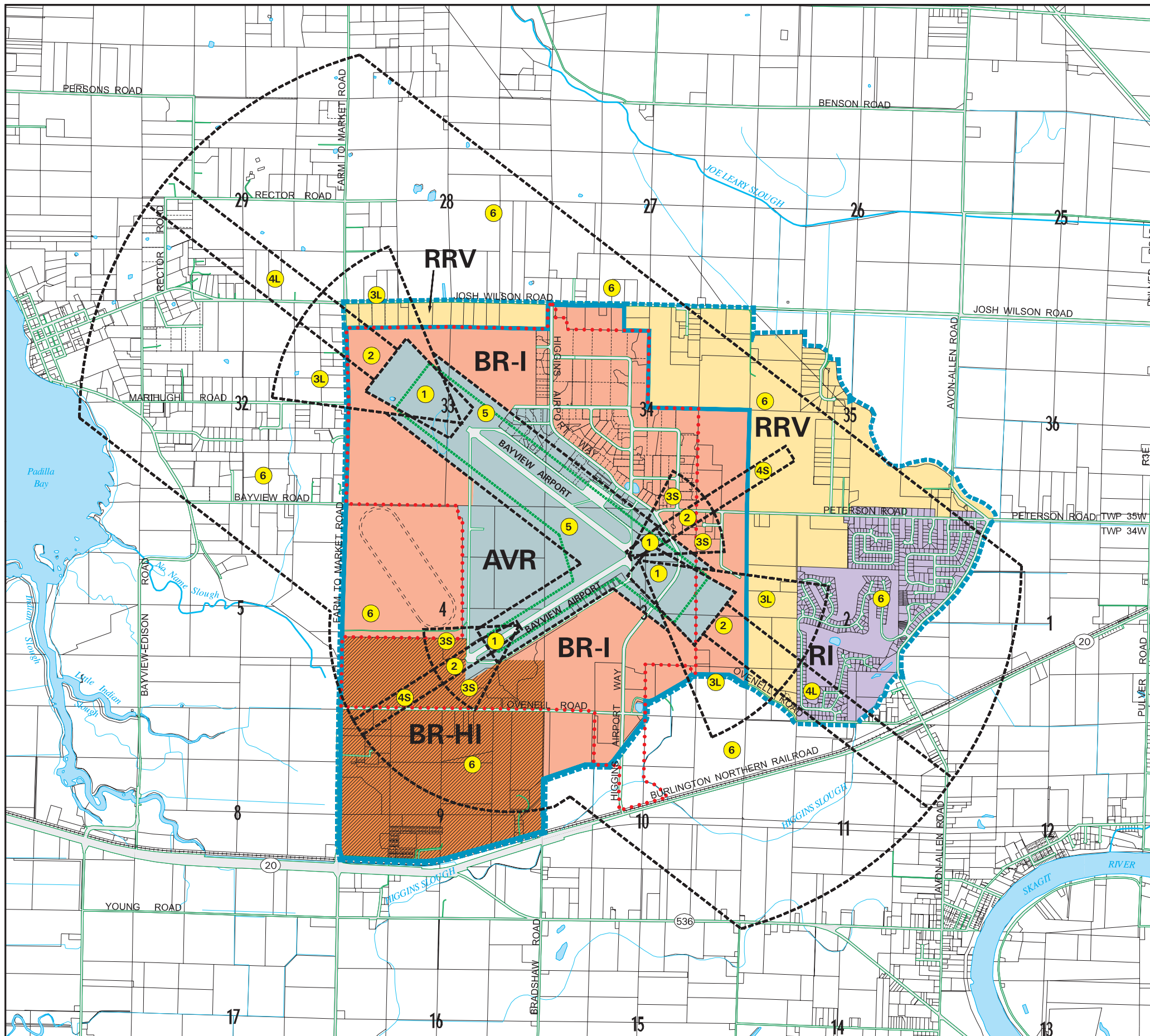
LEGEND

-  Subarea Plan Boundary
-  Port Of Skagit County Boundary











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BAYVIEW RIDGE SUBAREA



LEGEND

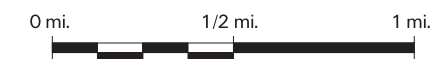
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|---|--------------------------------|---|--|
|  | Subarea Plan Boundary |  | Bayview Ridge Heavy Industrial (BR-HI) |
|  | Urban Growth Area Boundary |  | Bayview Ridge Industrial (BR-I) |
|  | Port Of Skagit County Boundary |  | Aviation Related (AVR) |
|  | Airport Environs Overlay |  | [RRV] Rural Reserve |
|  | Building Restriction Zone |  | [RI] Rural Intermediate |

AIRPORT ACCIDENT SAFETY ZONES

- | | | | |
|---|---------------------------------------|---|----------------------|
|  | Runway Protection Zone |  | Outer Safety Zone |
|  | Inner Safety Zone |  | Sideline Safety Zone |
|  | Inner Turning Zone (60 Degree Sector) |  | Traffic Pattern Zone |

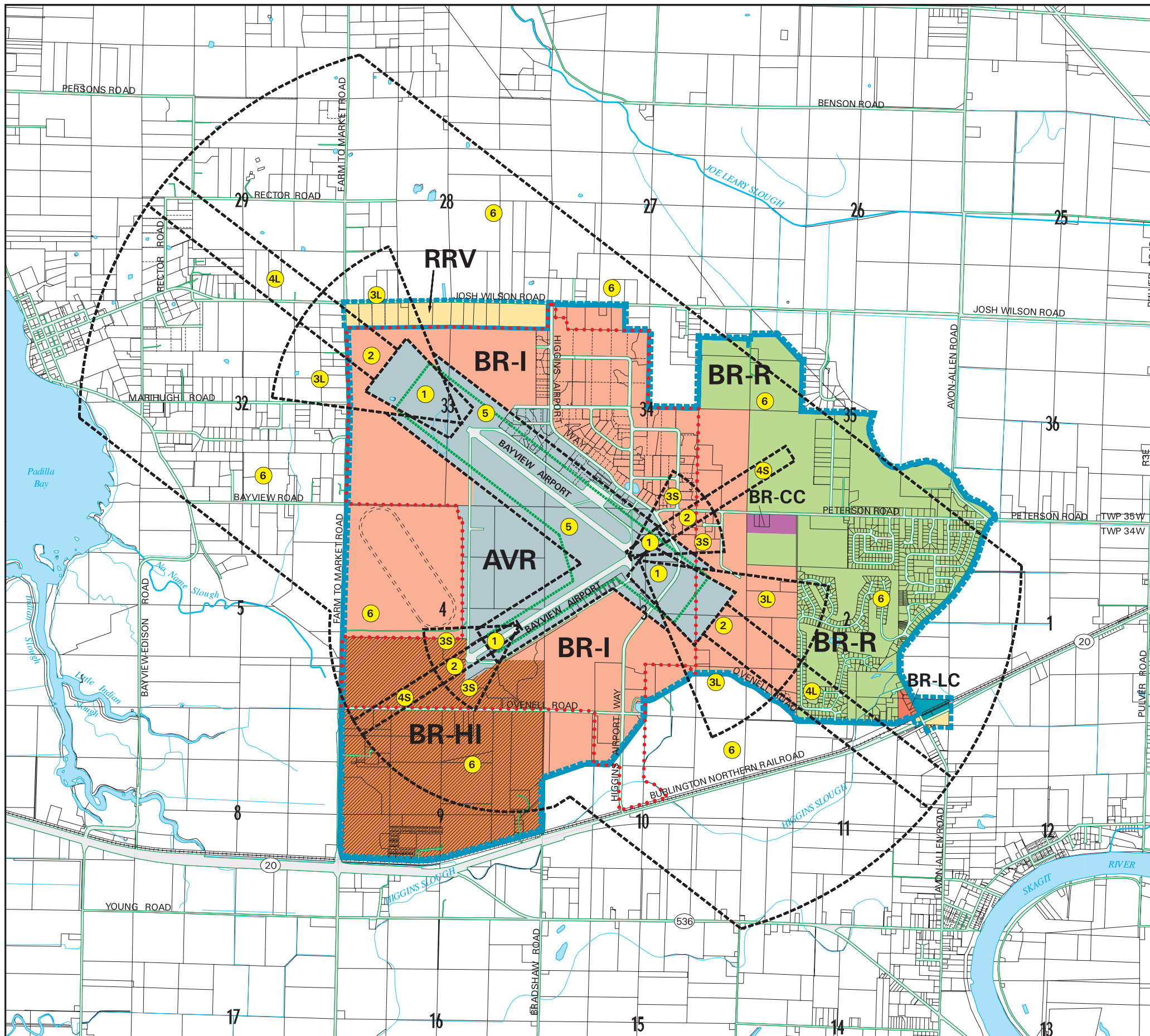
For a Description of Recommended Safety Compatibility Criteria Addressing Land Use and Densities, Open Space Requirements, and Representative Land Uses See Report Titled: *Skagit Regional Airport - Land Use Compatibility Study (Table 5)*

February 2004



BAYVIEW RIDGE SUBAREA PLAN



ALTERNATIVE 1



LEGEND

-  Subarea Boundary
-  Urban Growth Area Boundary
-  Port Of Skagit County Boundary
-  Airport Environs Overlay
-  Building Restriction Zone

LANDUSE DESIGNATIONS

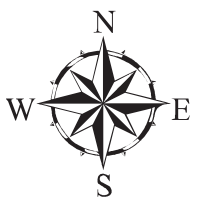
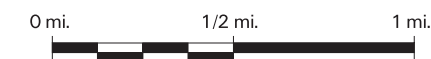
-  Bayview Ridge Heavy Industrial (BR-HI)
-  Bayview Ridge Industrial (BR-I)
-  Aviation Related (AVR)
-  Bayview Ridge Residential (BR-R)
-  Bayview Ridge Community Center (BR-CC)
-  Bayview Ridge Limited Commercial (BR-LC)
-  Rural Reserve (RRV)
-  Commercial / Industrial [C/I]

AIRPORT ACCIDENT SAFETY ZONES

-  Runway Protection Zone
-  Inner Safety Zone
-  Inner Turning Zone (60 Degree Sector)
-  Outer Safety Zone
-  Sideline Safety Zone
-  Traffic Pattern Zone

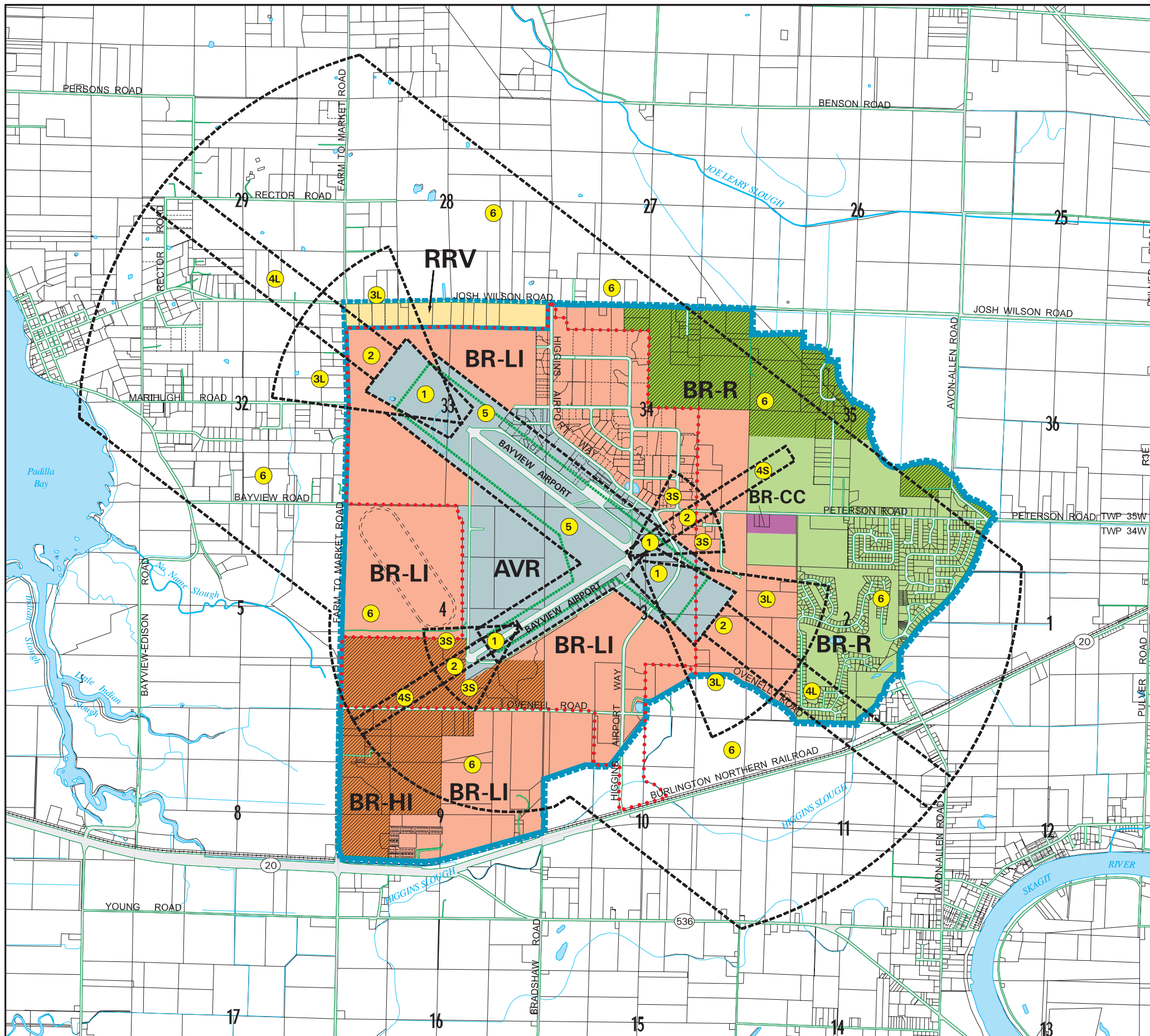
For a Description of Recommended Safety Compatibility Criteria Addressing Land Use and Densities, Open Space Requirements, and Representative Land Uses See Report Titled: *Skagit Regional Airport - Land Use Compatibility Study (Table 5)*

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BAYVIEW RIDGE SUBAREA PLAN








ALTERNATIVE 2



LEGEND

-  Subarea Boundary
-  Urban Growth Area Boundary
-  Port Of Skagit County Boundary
-  Airport Environs Overlay
-  Building Restriction Zone

LANDUSE DESIGNATIONS

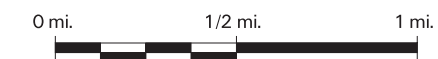
-  Bayview Ridge Residential Short-Term Planning Area (BR-R)
-  Bayview Ridge Residential Long-Term Planning Area (BR-R)
-  Bayview Ridge Light Industrial (BR-LI)
-  Bayview Ridge Heavy Industrial (BR-HI)
-  Aviation Related (AVR)
-  Bayview Ridge Community Center (BR-CC)
-  Rural Reserve [RRV]

AIRPORT ACCIDENT SAFETY ZONES

-  1 Runway Protection Zone
-  2 Inner Safety Zone
-  3 Inner Turning Zone (60 Degree Sector)
-  4 Outer Safety Zone
-  5 Sideline Safety Zone
-  6 Traffic Pattern Zone

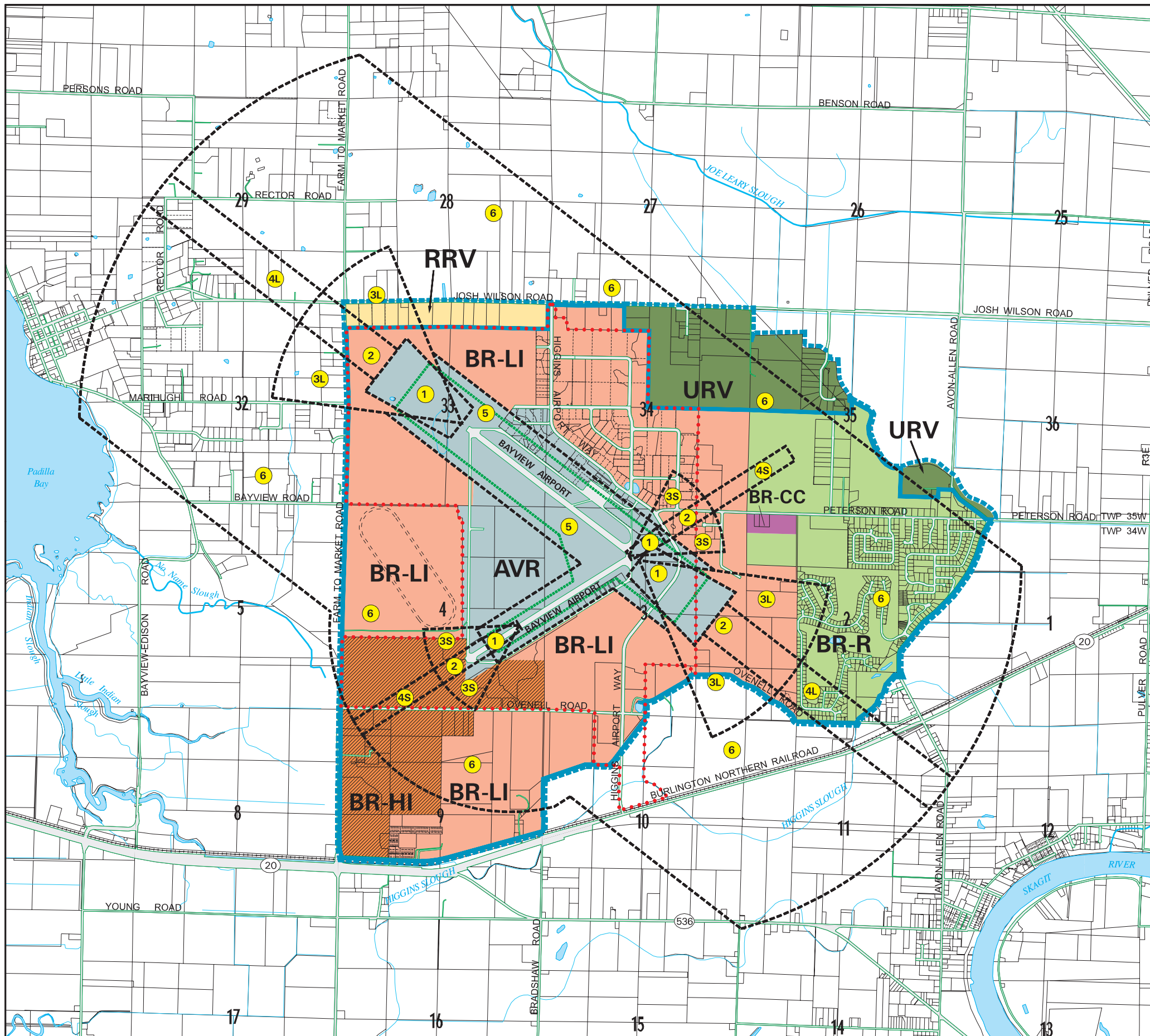
For a Description of Recommended Safety Compatibility Criteria Addressing Land Use and Densities, Open Space Requirements, and Representative Land Uses See Report Titled: *Skagit Regional Airport - Land Use Compatibility Study (Table 5)*

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BAYVIEW RIDGE SUBAREA PLAN






ALTERNATIVE 3








LEGEND

-  Subarea Boundary
-  Urban Growth Area Boundary
-  Port Of Skagit County Boundary
-  Airport Environs Overlay
-  Building Restriction Zone

LANDUSE DESIGNATIONS

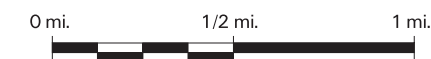
-  Bayview Ridge Residential (BR-R)
-  Bayview Ridge Urban Reserve (URV)
-  Bayview Ridge Light Industrial (BR-LI)
-  Bayview Ridge Heavy Industrial (BR-HI)
-  Aviation Related (AVR)
-  Bayview Ridge Community Center (BR-CC)
-  Rural Reserve [RRV]

AIRPORT ACCIDENT SAFETY ZONES

-  Runway Protection Zone
-  Inner Safety Zone
-  Inner Turning Zone (60 Degree Sector)
-  Outer Safety Zone
-  Sideline Safety Zone
-  Traffic Pattern Zone

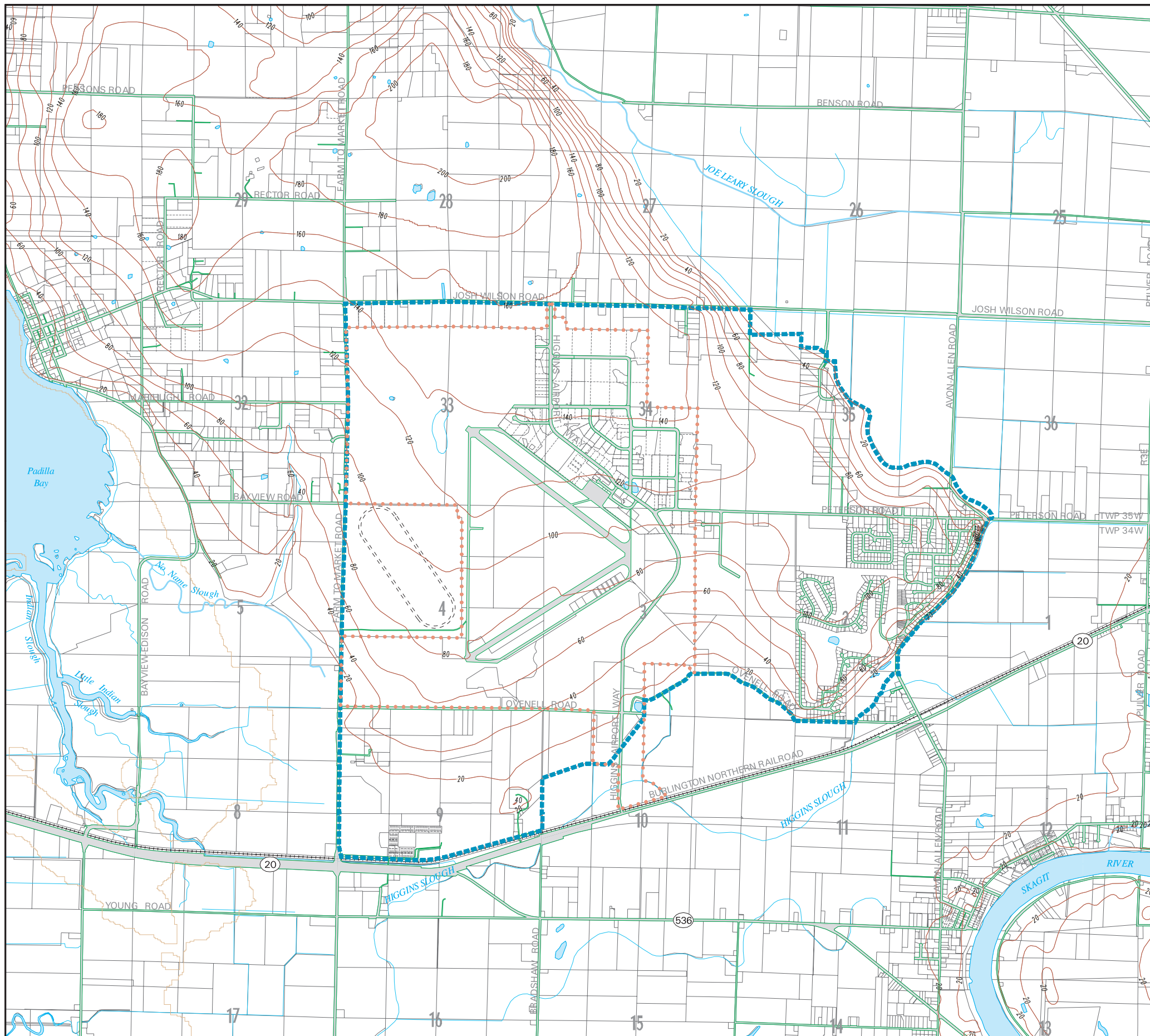
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BAYVIEW RIDGE SUBAREA PLAN

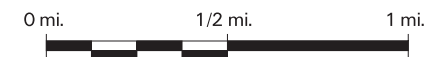
ALTERNATIVE 4



LEGEND

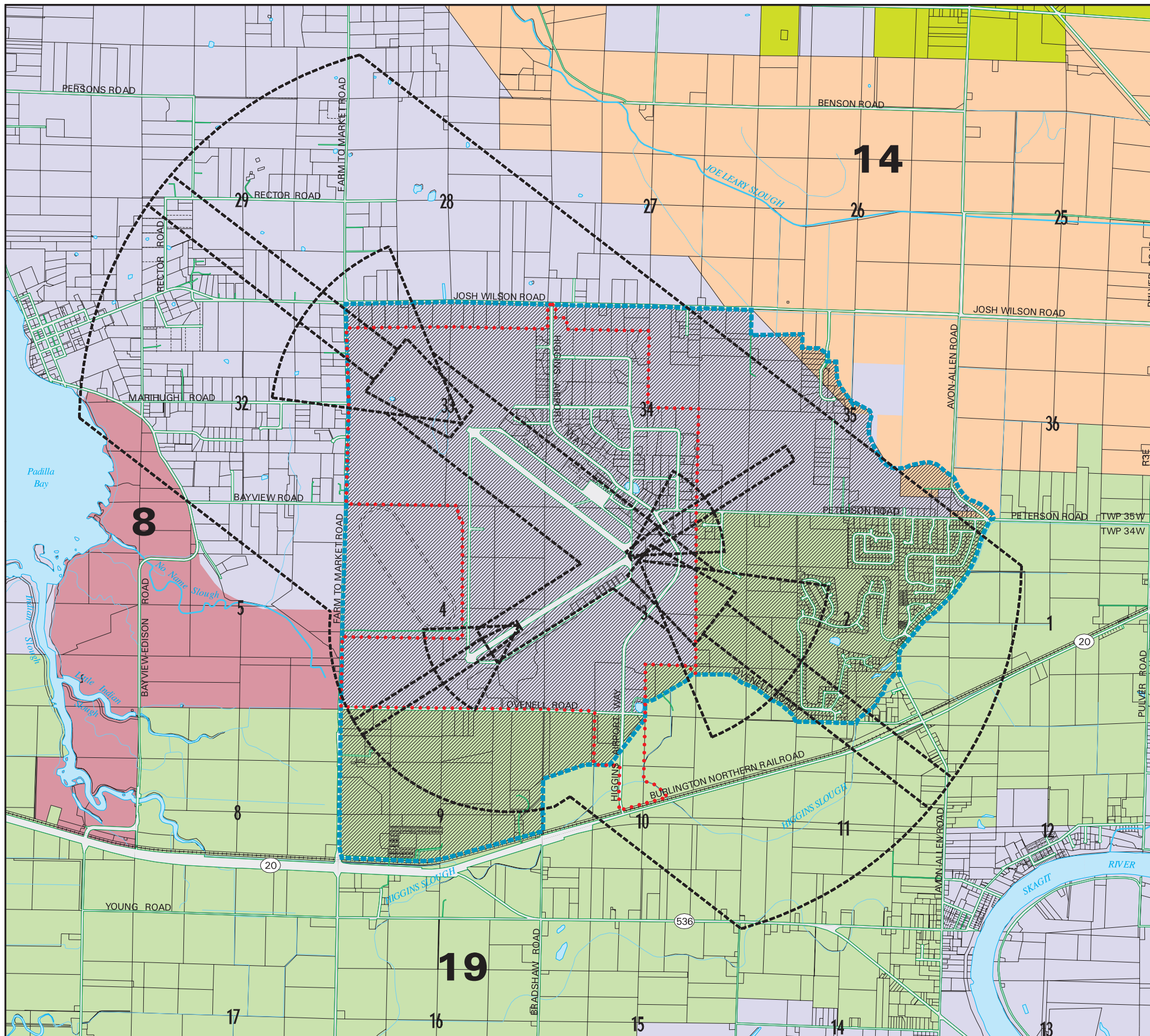
-  Contours (20 ft. Interval Elevations)
-  Subarea Plan Boundary
-  Port Of Skagit County Boundary

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SKAGIT COUNTY
GIS
DEPARTMENT

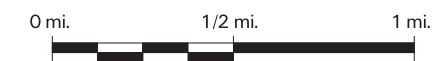
BAYVIEW RIDGE SUBAREA PLAN TOPOGRAPHY



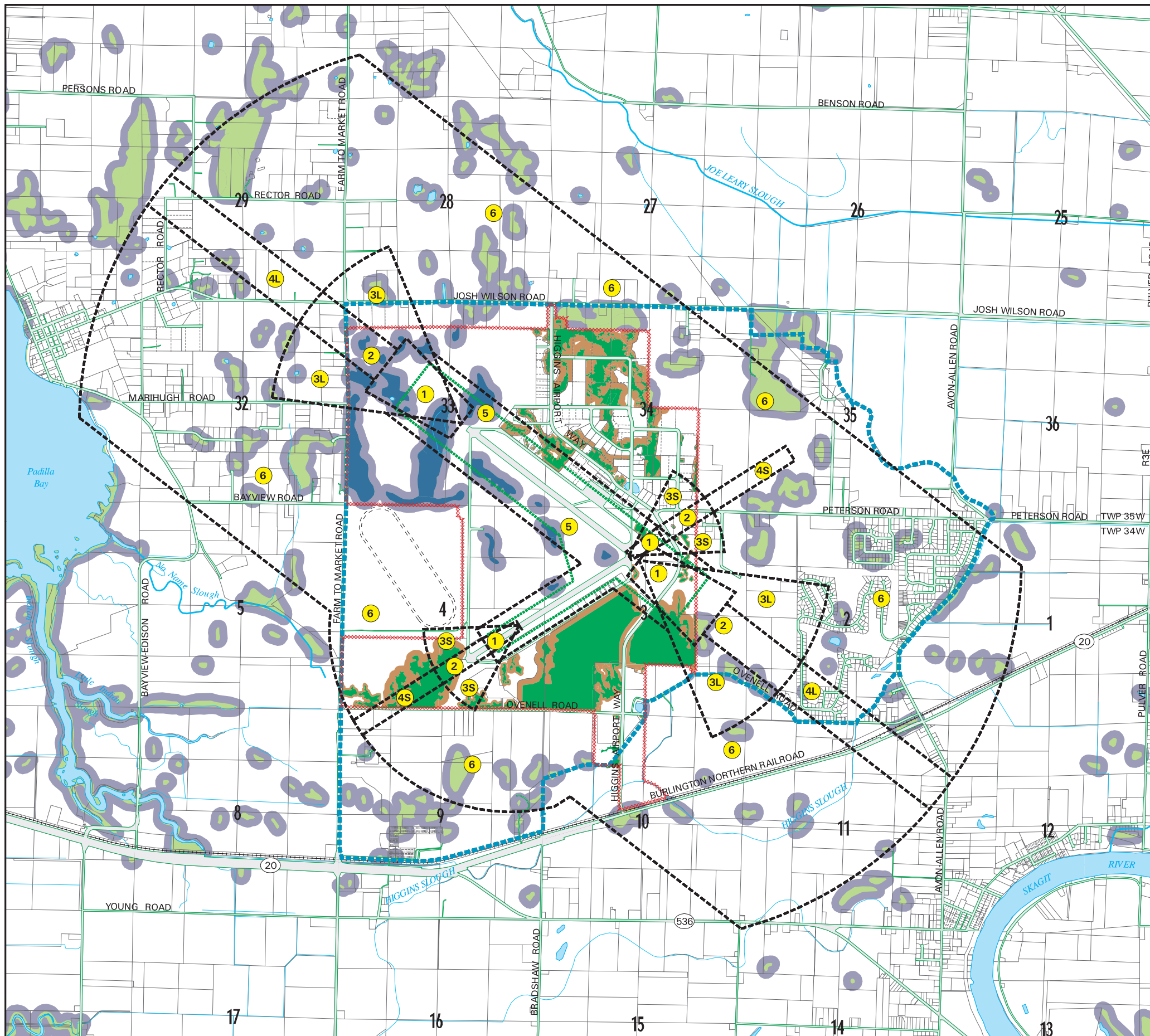
LEGEND

-  Subarea Plan Boundary
-  Port Of Skagit County Boundary
-  Subarea Plan Study Area
-  Drainage District 8
-  Drainage District 14
-  Drainage District 19
-  Drainage District 25
-  County Drainage Utility

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BAYVIEW RIDGE SUBAREA PLAN DRAINAGE DISTRICTS



LEGEND

- Subarea Plan Boundary
 - Port Of Skagit County Boundary
 - Airport Environs Zone
 - Building Restriction Zone
- PORT OF SKAGIT COUNTY WETLANDS**
- Port Of Skagit County WIN Buffer
 - Port Of Skagit County WIN
 - Port Of Skagit County NWI (National Wetland Inventory) And Air Photo Interp

WETLANDS OUTSIDE OF PORT PROPERTY

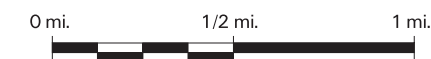
- Wetland Buffer
- NWI (National Wetland Inventory) And Air Photo Interp

AIRPORT ACCIDENT SAFETY ZONES

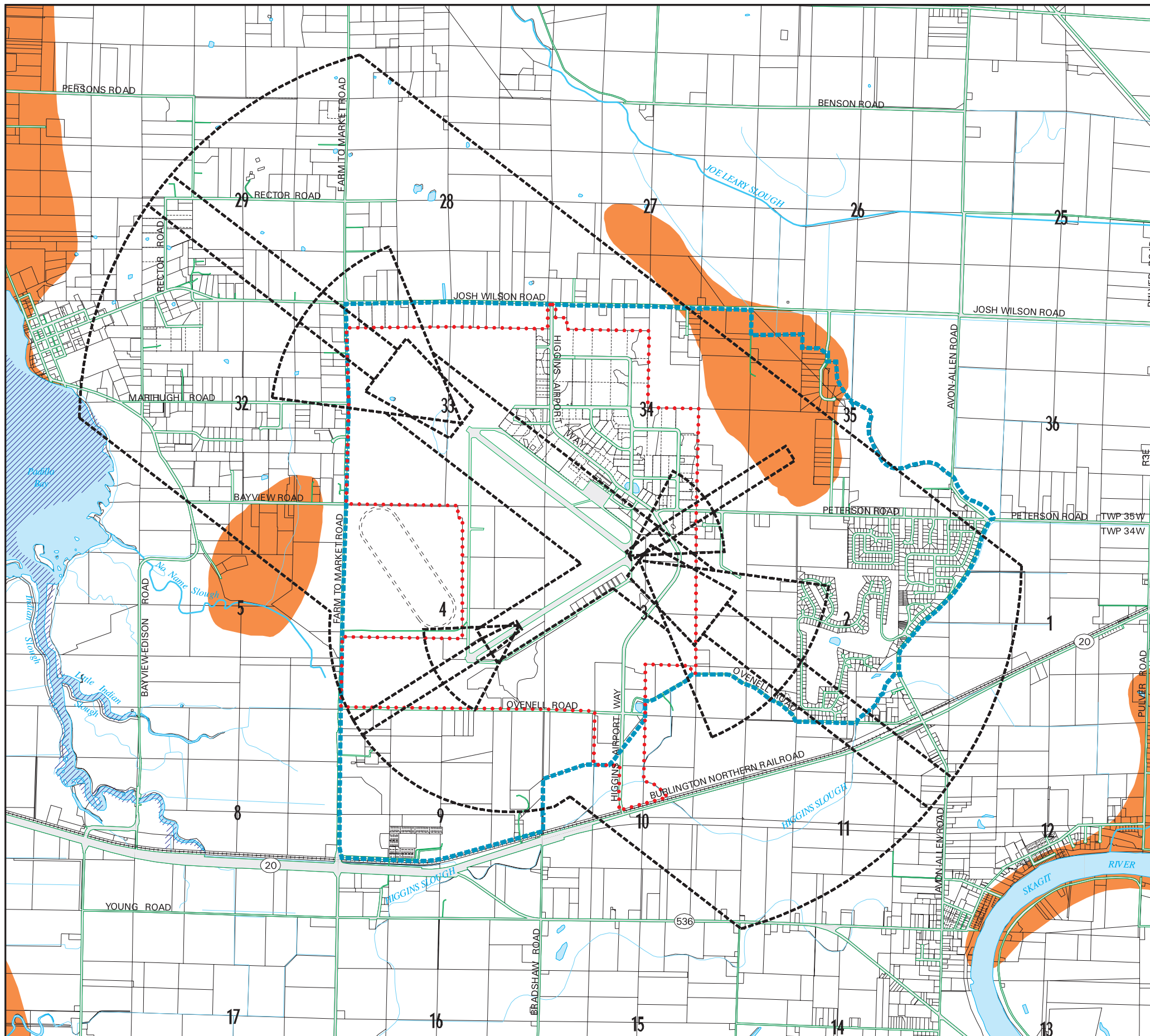
- Runway Protection Zone
- Inner Safety Zone
- Inner Turning Zone (60 Degree Sector)
- Outer Safety Zone
- Sideline Safety Zone
- Traffic Pattern Zone

For a Description of Recommended Safety Compatibility Criteria Addressing Land Use and Densities, Open Space Requirements, and Representative Land Uses See Report Titled: *Skagit Regional Airport - Land Use Compatibility Study (Table 5)*





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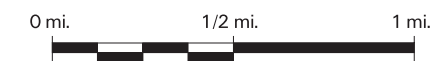
BAYVIEW RIDGE SUBAREA PLAN WETLANDS



LEGEND

-  Subarea Plan Boundary
-  Port Of Skagit County Boundary
-  Bald Eagle Habitat
-  Waterfowl Concentrations

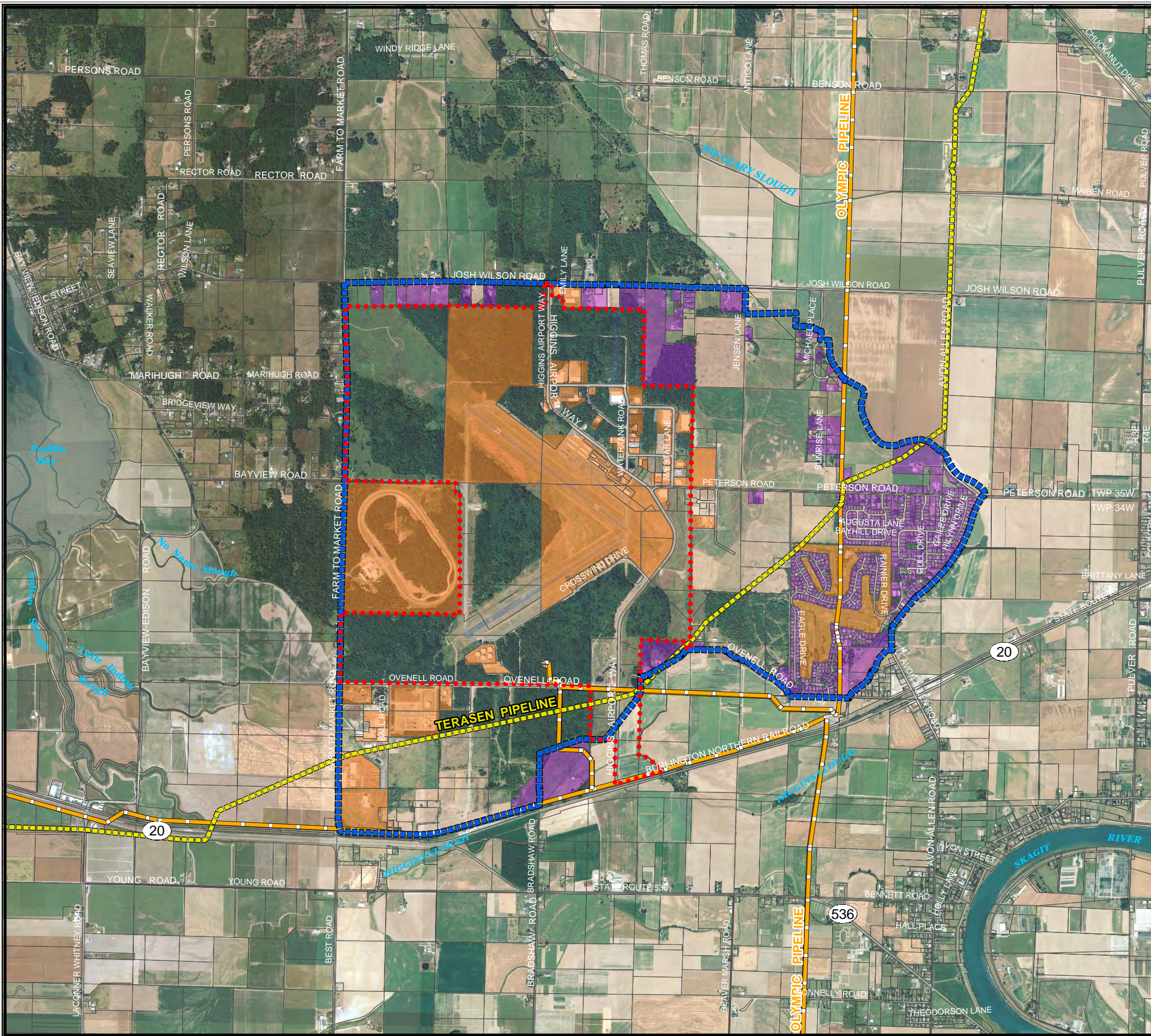
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BAYVIEW RIDGE SUBAREA PLAN

WASHINGTON DEPT. FISH & WILDLIFE

PRIORITY HABITATS AND SPECIES



LEGEND







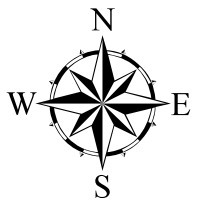
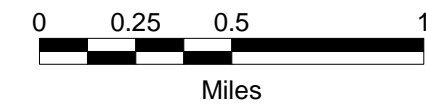
-  Terasen Pipeline Company
-  Olympic Pipeline Company
-  Subarea Plan Boundary
-  Port Of Skagit County Boundary
-  Parcels With a Residence
-  Parcels With a Business

Image Flown Summer 2001 ©Space Imaging

January 2004



BAYVIEW RIDGE SUBAREA PLAN

Existing Development



LEGEND


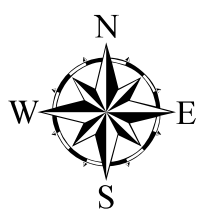
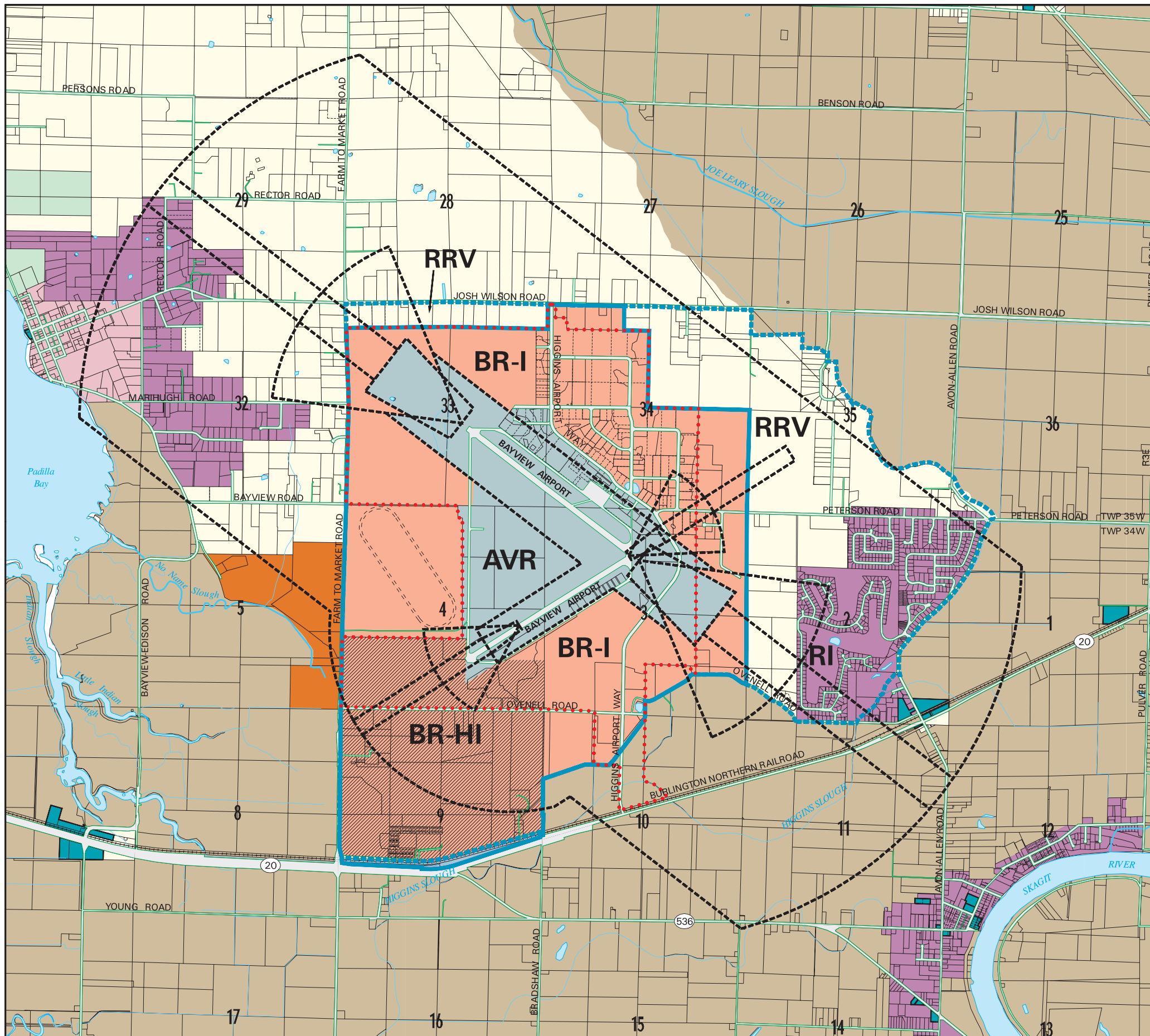
 Subarea Plan Boundary

Image Flown Summer 2001 ©Space Imaging

February 2004



BAYVIEW RIDGE SUBAREA PLAN AERIAL PHOTO



LEGEND

- Existing Interim Urban Growth Area Boundary
- Port Of Skagit County Boundary
- Subarea Plan Boundary
- Airport Environs Overlay

BAYVIEW RIDGE UGA ZONING

- Bayview Ridge Heavy Industrial (BR-HI)
- Bayview Ridge Industrial (BR-I)
- Aviation Related (AVR)

CURRENT COMPREHENSIVE PLAN DESIGNATIONS

INCORPORATED

- Incorporated Areas

RURAL

- [RRv] Rural Reserve
- [RI] Rural Intermediate
- [RV] Rural Village Residential

NATURAL RESOURCE LAND

- [RRc-NRL] Rural Resource - NRL
- [Ag-NRL] Agriculture - NRL
- [SF-NRL] Secondary Forest - NRL
- [IF-NRL] Industrial Forest - NRL
- [MRO] Mineral Resource Overlay

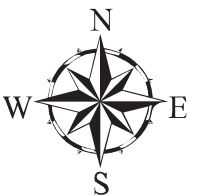
COMMERCIAL / INDUSTRIAL

- Commercial / Industrial
- [RB] Rural Business
- [RC] Rural Center
- [RVC] Rural Village Commercial
- [RFS] Rural Freeway Service
- [NRI] Natural Resource Industrial
- [SRT] Small-Scale Recreation & Tourism
- [CSB] Cottage Industry / Small-Scale Business
- [RMI] Rural Marine Industrial
- [MID] Major Industrial Developments
(No properties currently designated)
- [MPR] Master Planned Resorts
(No properties currently designated)

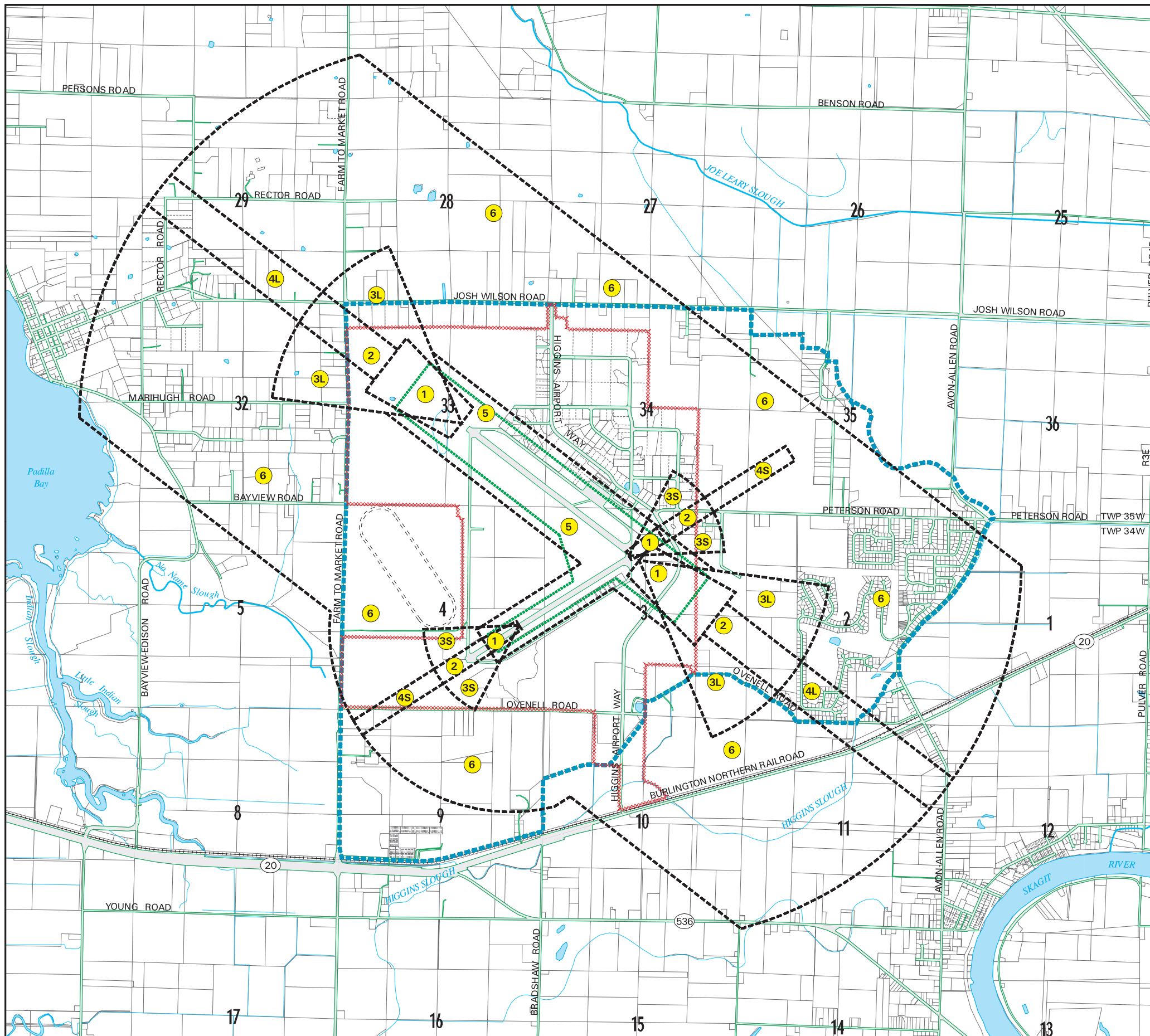
PUBLIC / OPEN SPACE

- [OSRSI] Public Open Space of Statewide/Regional Importance





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BAYVIEW RIDGE SUBAREA PLAN COMPREHENSIVE PLAN AND ZONING DESIGNATIONS



LEGEND

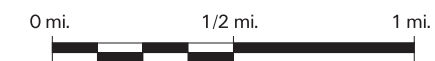
-  Subarea Plan Boundary
-  Port Of Skagit County Boundary
-  Airport Environs Zone
-  Building Restriction Zone

AIRPORT ACCIDENT SAFETY ZONES

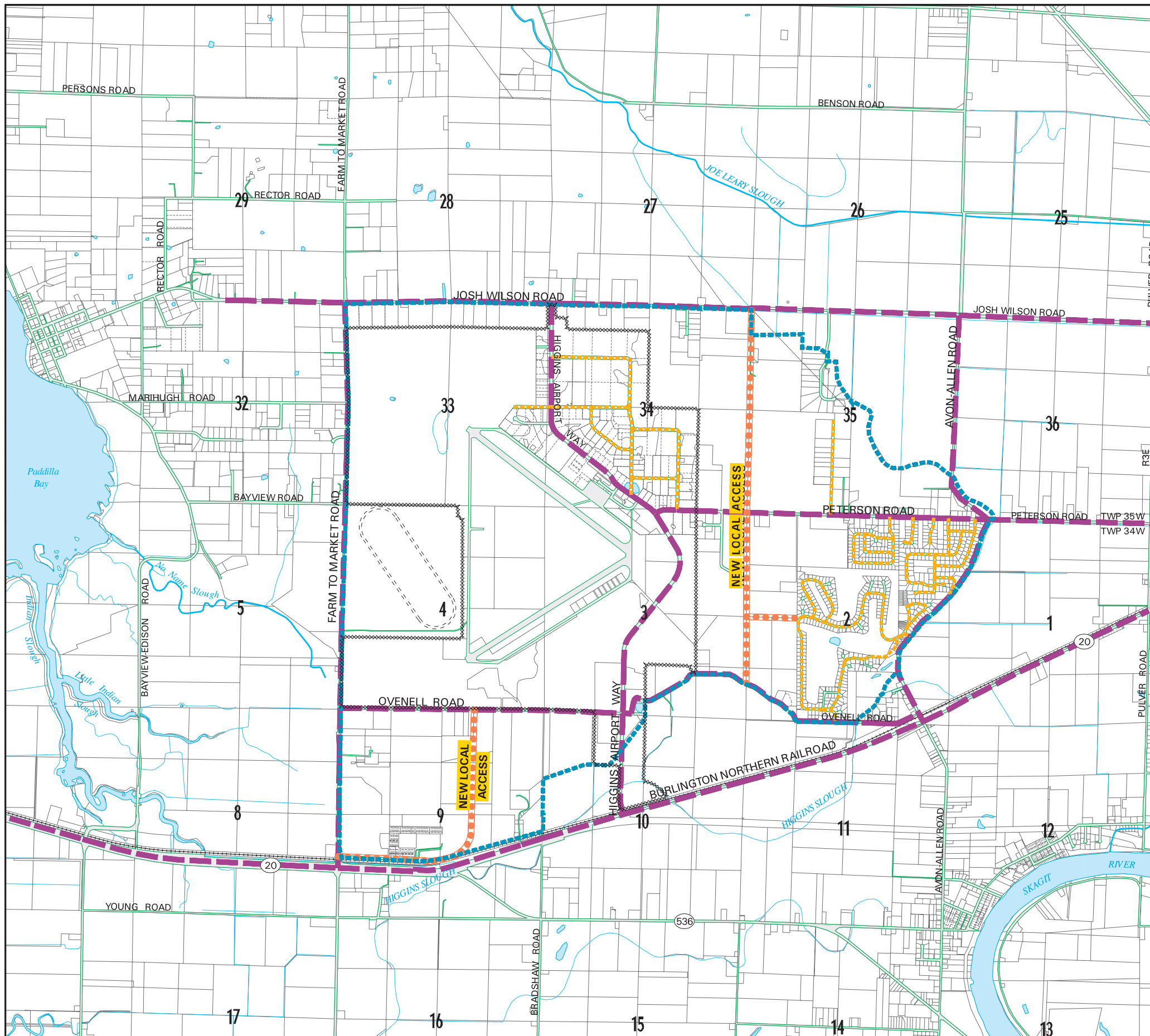
- | | |
|---|--|
|  Runway Protection Zone |  Outer Safety Zone |
|  Inner Safety Zone |  Sideline Safety Zone |
|  Inner Turning Zone (60 Degree Sector) |  Traffic Pattern Zone |

For a Description of Recommended Safety Compatibility Criteria Addressing Land Use and Densities, Open Space Requirements, and Representative Land Uses See Report Titled: *Skagit Regional Airport - Land Use Compatibility Study (Table 5)*






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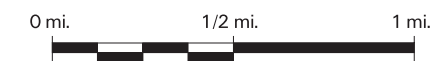
BAYVIEW RIDGE SUBAREA PLAN AIRPORT ENVIRONS OVERLAY AND SAFETY ZONES



LEGEND

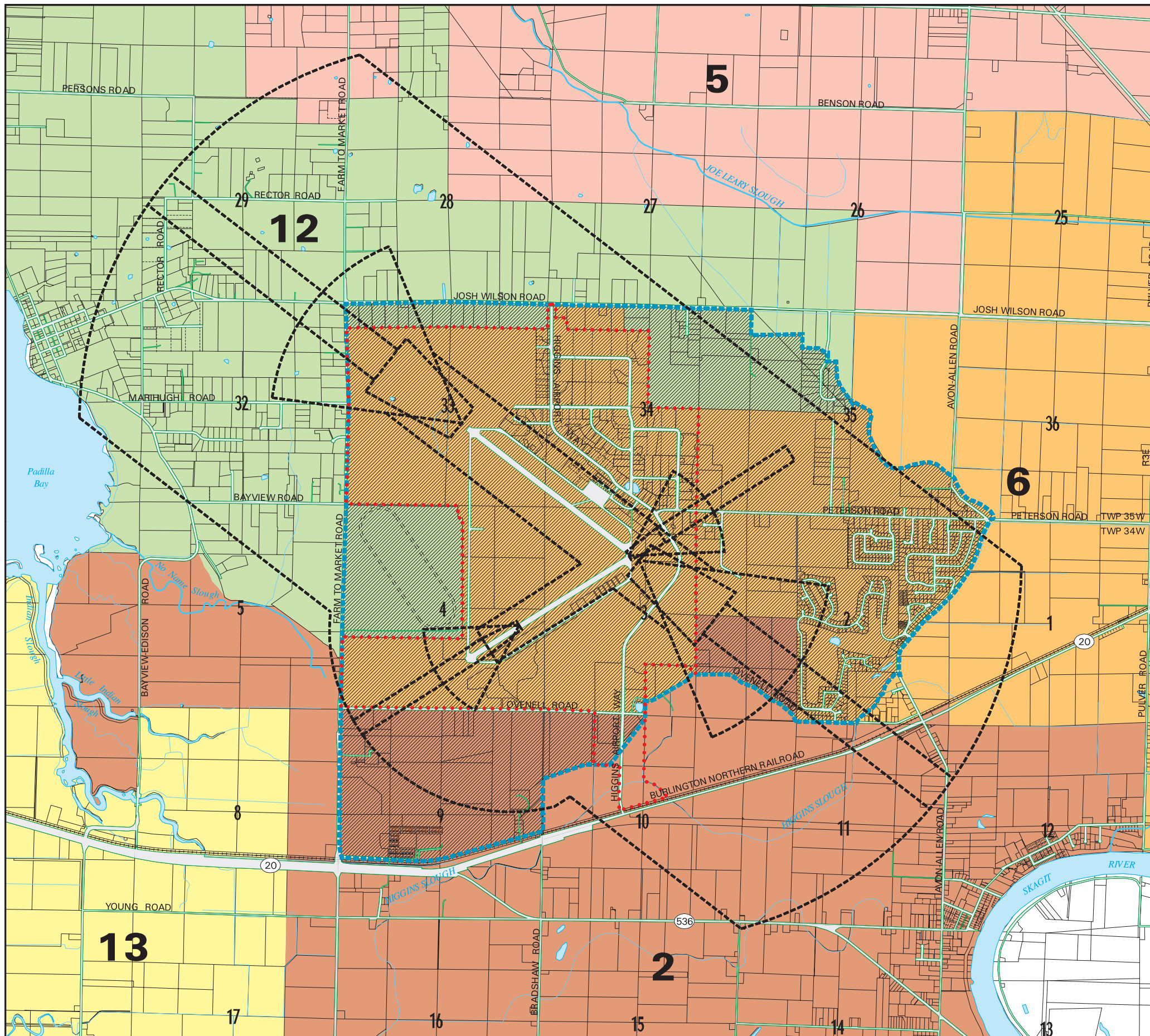
-  Major Collector
-  Proposed New Local Access
-  Local Access
-  Subarea Plan Boundary
-  Port Of Skagit County Boundary

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





BAYVIEW RIDGE SUBAREA PLAN

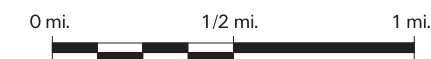
ROAD SYSTEM



LEGEND

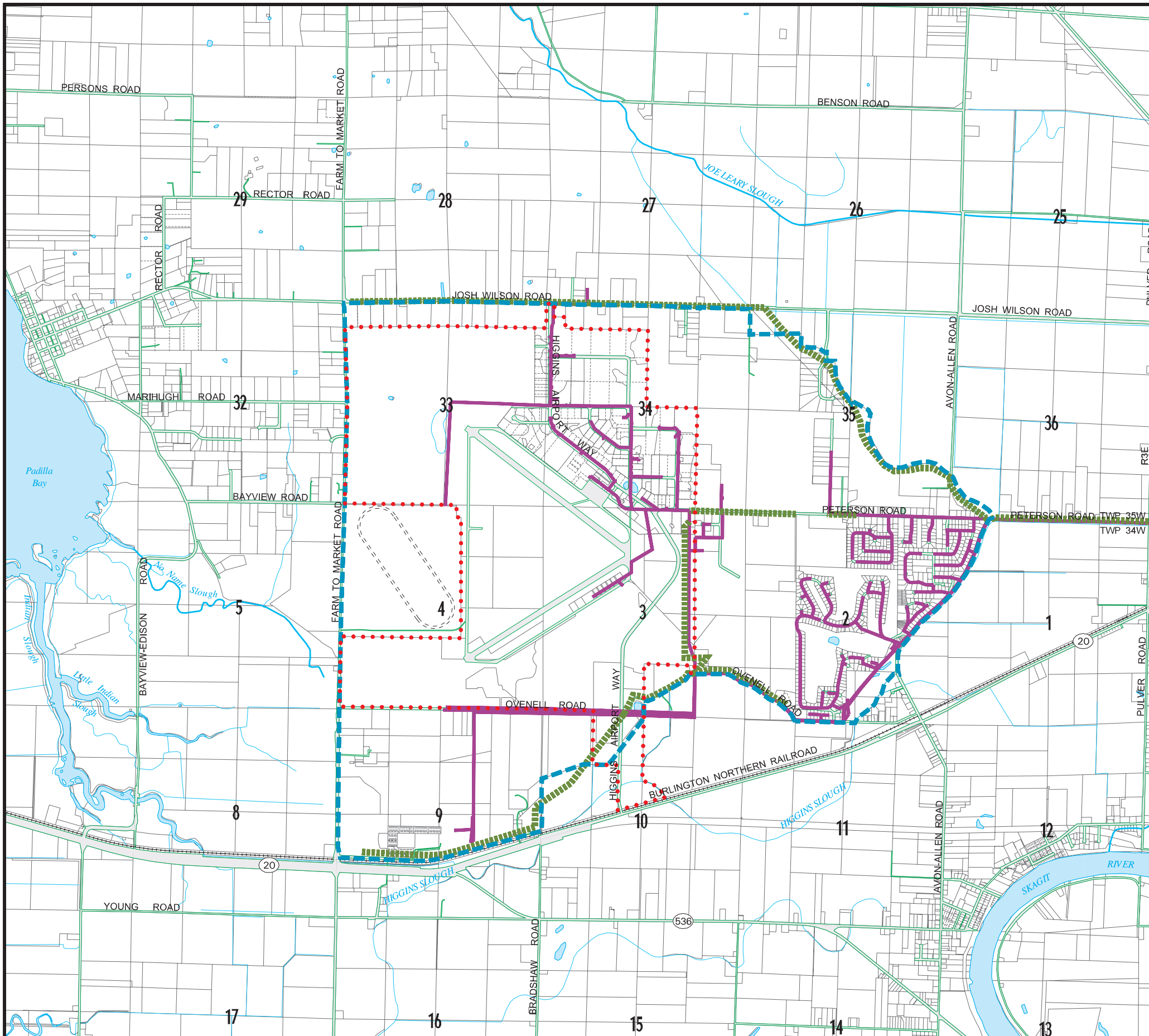
-  Subarea Plan Boundary
-  Port Of Skagit County Boundary
-  Airport Environs Overlay
-  Subarea Plan Study Area
-  Fire District 2
-  Fire District 5
-  Fire District 6
-  Fire District 12
-  Fire District 13

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SKAGIT COUNTY
GIS
DEPARTMENT

BAYVIEW RIDGE SUBAREA PLAN FIRE DISTRICTS



LEGEND

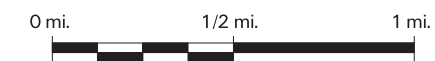
-  Existing Sewer Lines
-  Proposed Sewer Lines
-  Subarea Plan Boundary
-  Port Of Skagit County Boundary

Note:

Sewer line locations on map are for general reference only and are not intended to show actual locations.

For more information consult the
 City Of Burlington Composite Map of:
 1997 WASTEWATER FACILITIES PLAN
 FIGURE 10-1
 1991 COMPREHENSIVE WASTEWATER PLAN
 PLATE 3
 SANITARY SEWER SYSTEM BASEMAP
 WITH PROPOSED CAPITAL IMPROVEMENTS

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BAYVIEW RIDGE SUBAREA PLAN

SEWER LINES