

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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