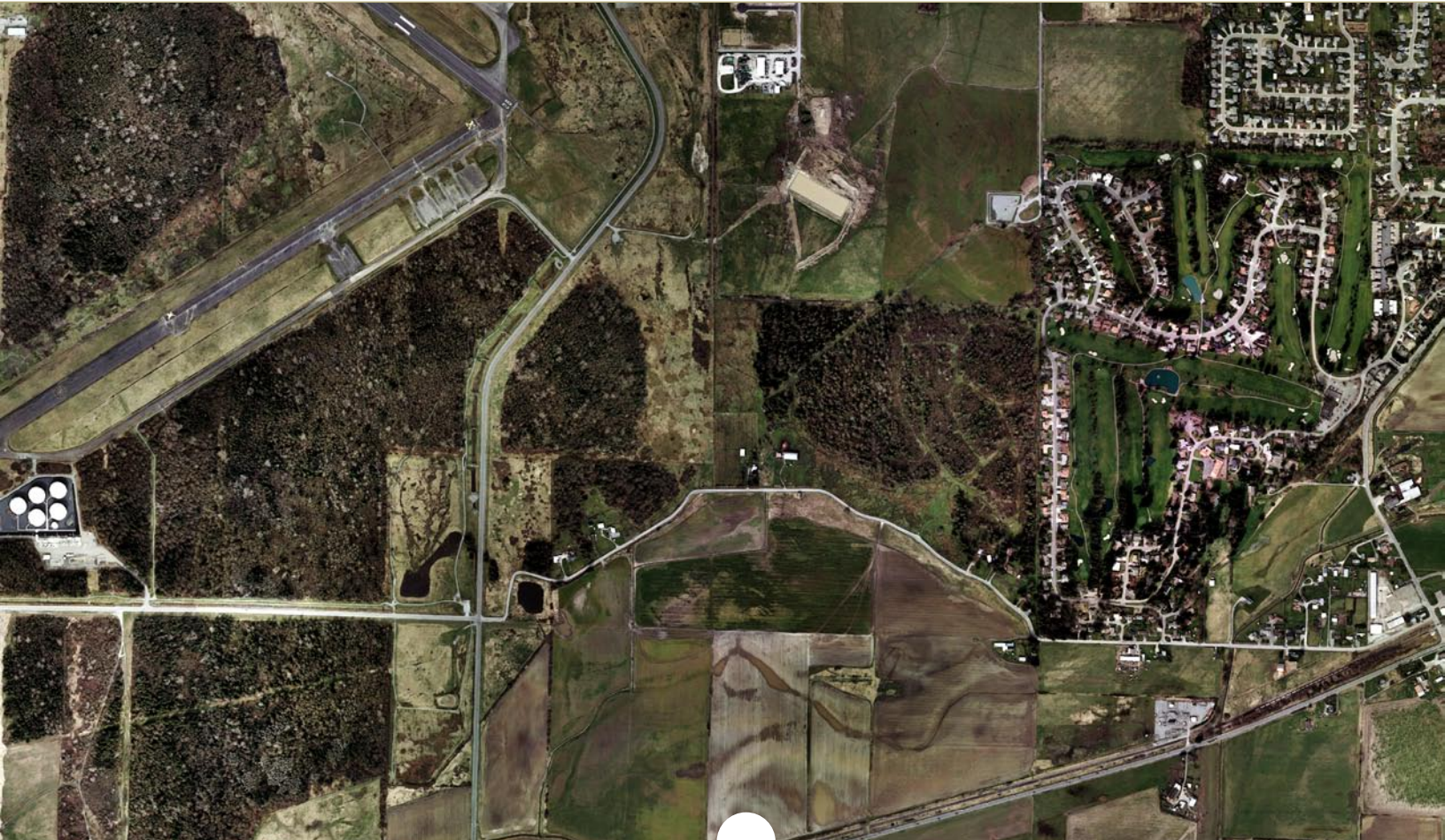


Bayview Ridge Subarea Plan



FINAL | *December 2006*

Prepared by:
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BAYVIEW RIDGE SUBAREA PLAN

DECEMBER 2006

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

Chapter 197-10, Washington Administrative Code as Revised

FINAL

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INTRODUCTION

THE BAYVIEW RIDGE SUBAREA

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

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

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

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

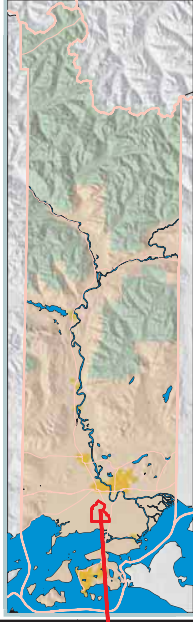


BAYVIEW RIDGE SUBAREA PLAN VISION STATEMENT

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

LEGEND

SKAGIT COUNTY



April 2005



NOT TO SCALE

**BAYVIEW RIDGE SUBAREA PLAN
VICINITY MAP**

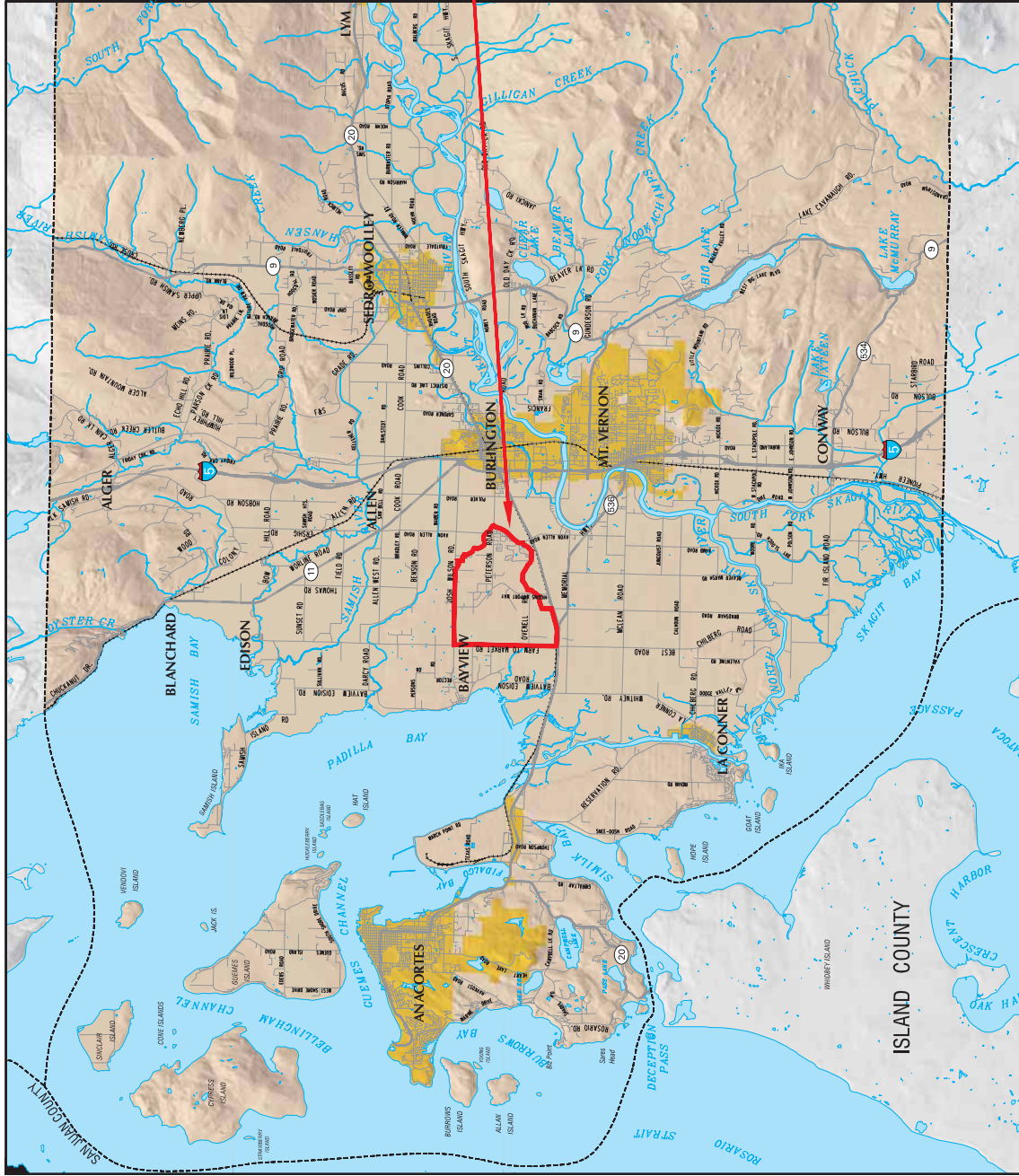


Figure 1

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

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

GOALS, OBJECTIVES, AND POLICIES

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

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

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

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

BAYVIEW RIDGE SUBAREA PLAN ELEMENTS

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

Chapter 1: Existing Conditions in the Bayview Ridge Subarea

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

Chapter 2: Land Use, Community Character, and Design

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

Chapter 3: Business and Industrial Development

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

Chapter 4: Community Center

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

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

Chapter 5: Housing

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

Chapter 6: Transportation

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

Chapter 7: Capital Facilities

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

Chapter 8: Utilities

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

Chapter 9: Parks, Recreation, and Open Space

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

Chapter 10: Natural Environment

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

Chapter 11: Essential Public Facilities

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

THE GROWTH MANAGEMENT ACT (GMA) AND SUBAREA PLANNING

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

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

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

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

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

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

GMA Compliance

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



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

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

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

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

CREATING A NON-MUNICIPAL UGA AT BAYVIEW RIDGE

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

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

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

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

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

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



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

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

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

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

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

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

CHAPTER 1 - Existing Conditions in the Bayview Ridge Subarea

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

EXISTING NATURAL ENVIRONMENT

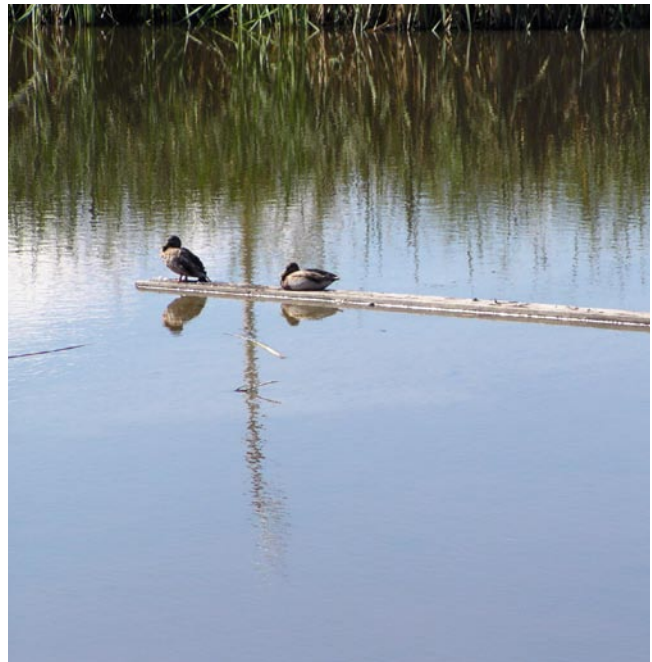
The natural landscape within the Bayview Ridge Subarea encompasses gently sloping terrain, steep hillsides, numerous wetlands, large stands of mature trees, and open fields. The Subarea does not contain any identified aquifer recharge areas. Flooding is not a serious hazard in the Subarea as most of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

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

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

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

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



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

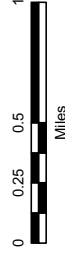
LEGEND



Subarea Plan Boundary

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BAYVIEW RIDGE SUBAREA PLAN

AERIAL PHOTO



Figure 2

EXISTING DEVELOPMENT & LAND OWNERSHIP

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



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

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

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







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

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

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

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

LEGEND

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

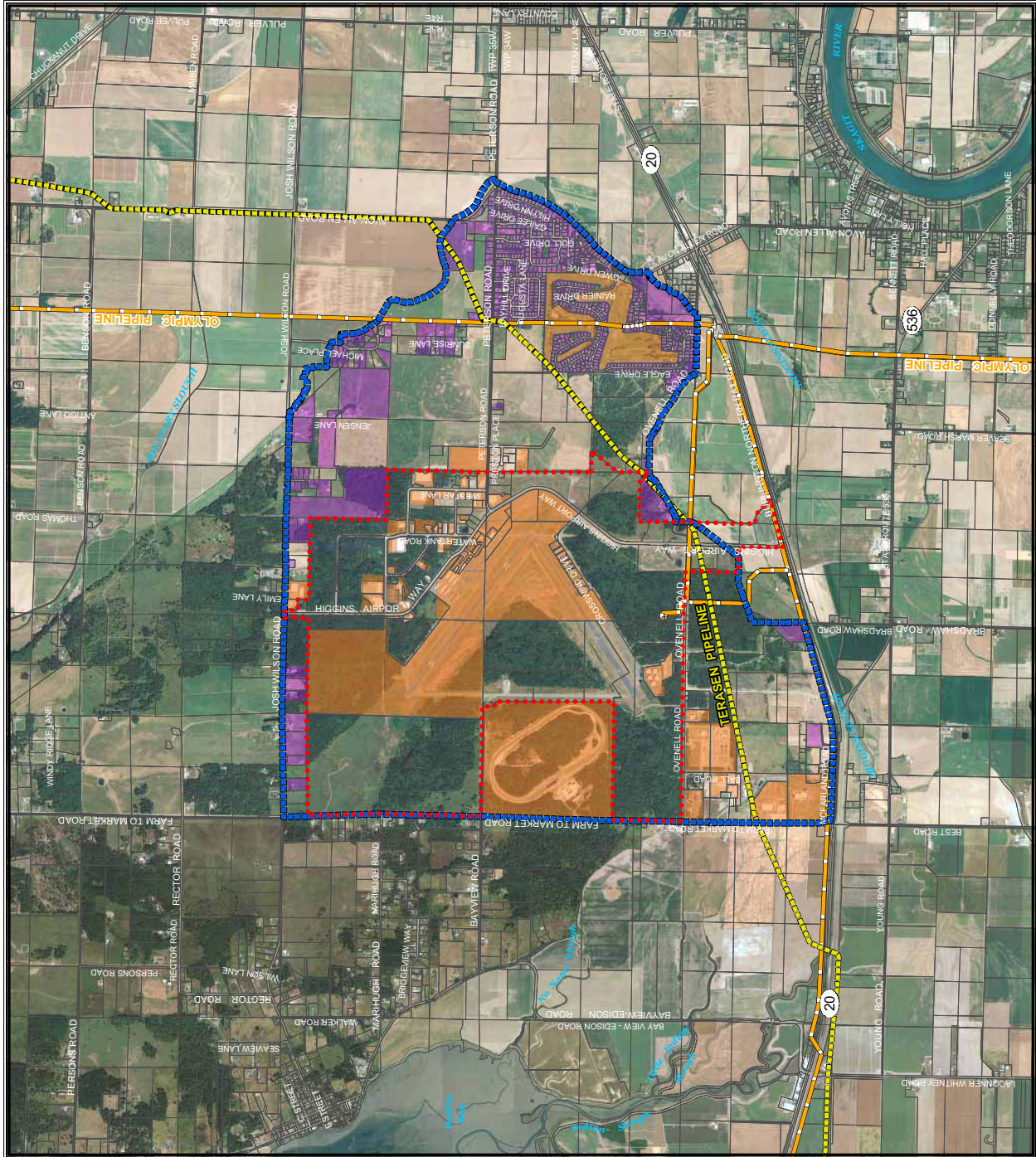
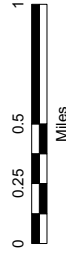


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BAYVIEW RIDGE SUBAREA PLAN

Existing Development

Figure 3

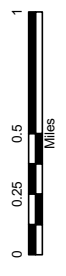
LEGEND

-  Subarea Plan Boundary
-  Airport Environs Zone
-  Port Of Skagit County Boundary
-  Private Large Lot Ownership

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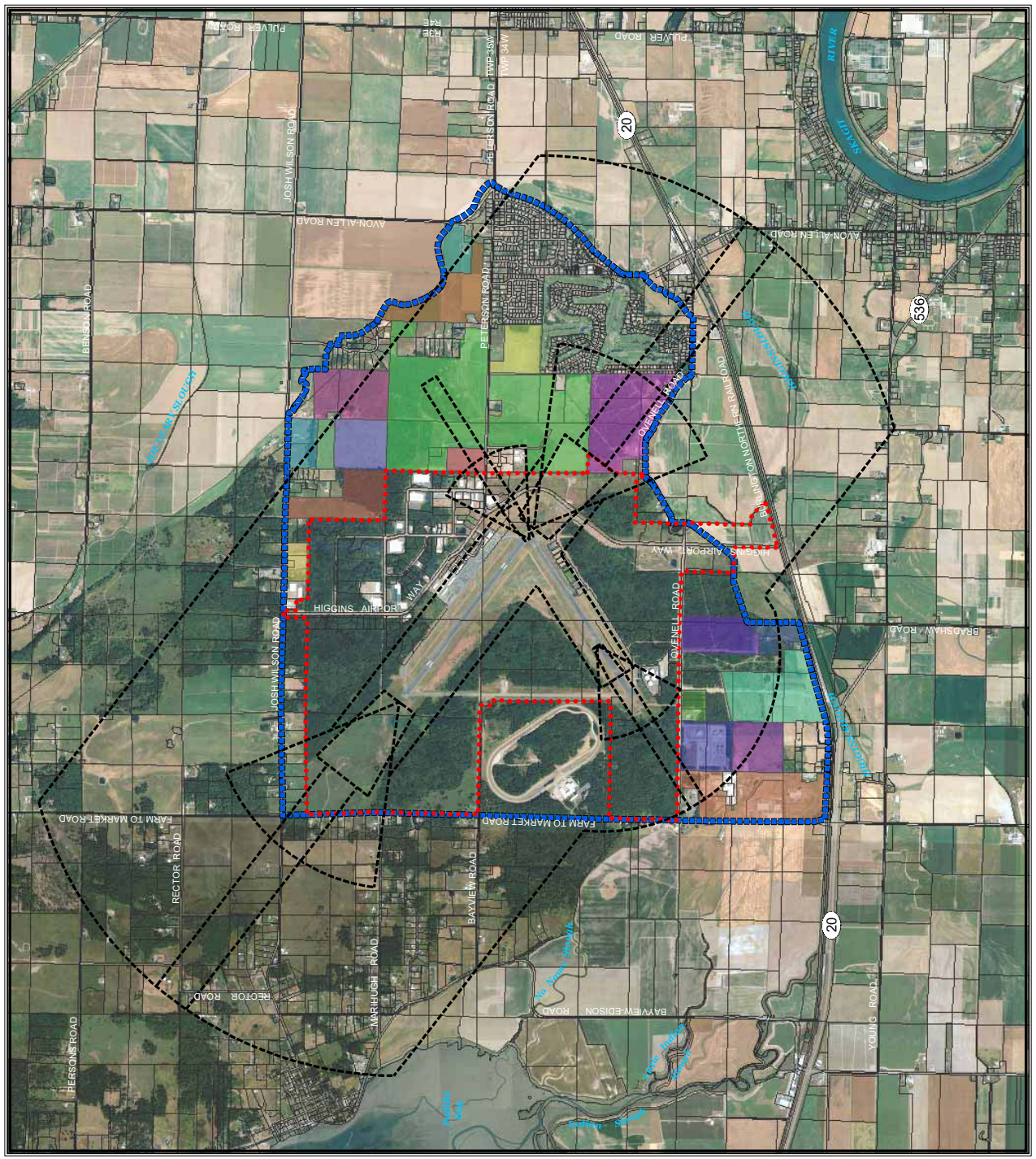
April 2005



BAYVIEW RIDGE SUBAREA PLAN

**PRIVATE
LARGE LOT OWNERSHIP**

Figure 4



SKAGIT REGIONAL AIRPORT LAND USE COMPATIBILITY STUDY

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

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



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

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

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

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

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

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

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

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

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

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

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

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

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

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

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



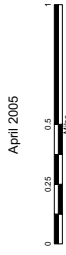
LEGEND

-  Subarea Plan Boundary
-  Airport Environs Zone
-  Port Of Skagit County Boundary
-  Building Height Restriction Contour (See Note)

Note:
 FAA Buildings Heights Restriction Contours Map
 This map has been created in accordance with the standards established in 14 CFR Part 77, Objects Affecting Navigable Airspace

The topography contours are shown in 20 foot increments and represent the elevation difference between the ground elevation and the elevation of the airport imaginary surfaces as described in 14 CFR Part 77 subsection 77.25. (Part 77 airport imaginary surface elevation minus topography elevation)
 Topography contour lines are labeled to represent the maximum allowable building height in feet above ground elevation at that contour.
 Mapping from photography flown: 02 APR 2002 by Walker and Associates.

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April 2005







BAYVIEW RIDGE SUBAREA PLAN SKAGIT AIRPORT BUILDING HEIGHT RESTRICTION CONTOURS MAP

Figure 5



LEGEND

-  Subarea Plan Boundary
-  Airport Environs Zone
-  Port Of Skagit County Boundary
-  FAA Permit Contour (See Note)

Note:
FAA Permit Contours Map

This map has been created in accordance with the standards established in 14 CFR Part 77, Objects Affecting Navigable Airspace.

Anyone proposing construction exceeding the height limits described in 14 CFR Part 77, subsection 77.13 is required to notify the Federal Aviation Administration (FAA) in the form of a FAA Form 7460-1, Notice of Proposed Construction or Alteration, as described in 14 CFR Part 77 subsection 77.17. On this map, this height limit is shown as topography contour lines above the ground surface.

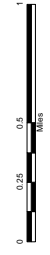
The topography contours are shown in 20 foot increments and represent the elevation difference between the ground elevation and the elevation at which a project requires submission of FAA Form 7460-1.

Submission of a FAA Form 7460-1 will be required for all construction or alteration exceeding 200 feet in height Mapping from photography from: 02 APR 2002 by Walker and Associates.

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BAYVIEW RIDGE SUBAREA PLAN SKAGIT AIRPORT FAA PERMIT CONTOURS MAP

Figure 6

