An Ordinance Adopting the 2012 Comprehensive Plan Amendments

WHEREAS, on July 15, 2013, the Board of Commissioners established the following 2012 comprehensive plan docket through Resolution R20130179:

C-1 Proposal to re-designate and rezone four parcels (P74450, P103560, P103559, P74451) near La Conner to Rural Business;

C-2 Proposal to re-designate and rezone P118792, owned by Del Mar Community Service, from Rural Resource-NRL to Rural Reserve;

C-3 Proposal to incorporate into the Comprehensive Plan by reference the 2012 Parks and Recreation Comprehensive Plan;

C-4 Proposal to amend the Bayview Ridge Subarea Plan;

NC-1 Proposal to expand the City of Anacortes's Urban Growth Area by about 10.45 acres;

WHEREAS, on November 12, 2013, the Planning Commission approved a Recorded Motion recommending adoption of the docketed amendment proposals, with some modifications;

WHEREAS, on November 18, 2013, the Board of Commissioners met to review the Planning Commission's Recorded Motion and deliberate on which of the Planning Commission's recommendations to adopt;

WHEREAS, due to a lack of requested information from the applicant, the County did not undertake SEPA review of proposal NC-1, nor did the Planning Commission consider or make a recommendation on the proposal, as required under SCC 14.08.030(5);

WHEREAS the public has been afforded opportunity to comment on any substantial change now proposed for adoption;

WHEREAS the Growth Management Act (RCW 36.70A.130) allows for adoption of amendments to the comprehensive plan no more frequently than once per year.

Now Therefore Be It Ordained by the Board of County Commissioners:

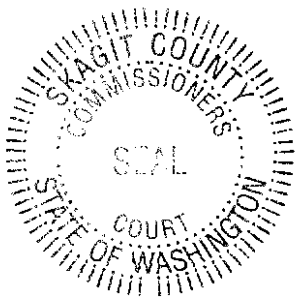
Section 1. The additional recitals and the findings and fact and reasons for action from the Planning Commission's Recorded Motion, attached here as Exhibit A, are incorporated by reference.

Section 2. Proposed comprehensive plan amendments C-1, C-2, C-3, and C-4 are hereby adopted as shown in the attached exhibits.

Section 3. Proposal NC-1, to expand the City of Anacortes's Urban Growth Area by about 10.45 acres, is hereby deferred until the next Comprehensive Plan amendment cycle, consistent with SCC 14.08.090(5).

Approved this 3rd day of December, 2013.

BOARD OF COUNTY COMMISSIONERS
SKAGIT COUNTY, WASHINGTON



Sharon D. Dillon, Chair

Ron Wesen, Commissioner

Kenneth A. Dahlstedt, Commissioner

Attest:

Clerk of the Board

Recommended:

Department Head

Approved as to form:

Civil Deputy Prosecuting Attorney

Exhibit A:
Planning Commission
Recorded Motion

Skagit County Planning Commission's Recorded Motion Regarding the Proposed 2012 Comprehensive Plan Amendments

WHEREAS, on April 9, 2013, the Board of County Commissioners held a public hearing on the 2012 annual comprehensive plan amendment docket;

WHEREAS, on July 9, 2013, the Board of County Commissioners met to deliberate on the docket;

WHEREAS, on July 15, 2013, the Board of Commissioners established the following 2012 comprehensive plan docket through Resolution R20130179:

C-1 Proposal to re-designate and rezone four parcels (P74450, P103560, P103559, P74451) near La Conner to Rural Business;

C-2 Proposal to re-designate and rezone P118792, owned by Del Mar Community Service, from Rural Resource-NRL to Rural Reserve;

C-3 Proposal to incorporate into the Comprehensive Plan by reference the 2012 Parks and Recreation Comprehensive Plan;

C-4 Proposal to amend the Bayview Ridge Subarea Plan;

NC-1 Proposal to expand the City of Anacortes's Urban Growth Area by about 10.45 acres;

WHEREAS, on September 26, 2013, the Planning Department published a Notice of Availability (including SEPA determination of nonsignificance and notice of written comment period and public hearing) and staff report, and transmitted a 60-day Notice of Intent to Adopt to the Department of Commerce, for items C-1 through C-3;

WHEREAS, also on October 3, 2013, the Planning Department published a Notice of Availability (including a notice of SEPA addendum and adoption, written comment period, and public hearing) and the SEPA addendum and adoption, and staff report, and transmitted a 60-day Notice of Intent to Adopt to the Department of Commerce, for item C-4;

WHEREAS the Department did not release proposal NC-1 for public comment because it is still awaiting the additional information necessary to process the application;

WHEREAS the County held a written comment period that remained open until November 7, 2013;

WHEREAS, on October 15, 2013, the Planning Commission held a work session to review the updated Bayview Ridge Subarea Plan;

WHEREAS, on November 5, 2013, the Planning Commission held a public hearing on the docketed comprehensive plan amendments;

WHEREAS the County received several public comments on the proposed amendments;

WHEREAS the Planning Department published supplemental staff reports and responses to public comments on the County website on November 8, 2013, and November 12, 2013;

WHEREAS, on November 12, 2013, the Planning Commission met to review the public comments, consider the Department's recommendation, and to deliberate on the proposed action;

Now Therefore Be It Resolved, after considering the written and spoken comments and considering the record before it, the Planning Commission enters the following findings of fact, reasons for action, and recommendation to the Board of County Commissioners.

Proposals C-1 and C-2

Proposal C-1 (La Conner): Findings of Fact and Reasons for Action

1. The County received no comments on this proposal.
2. The parcels total about 1.5 acres in size.
3. In 1992, Skagit County approved through Resolution #14361 a comprehensive plan map amendment (CPA-92-011) which in effect reclassified the subject parcels from Agriculture to Commercial.
4. Subsequent comprehensive plan updates indicated, in error, that the property was located within the corporate limits of the Town of La Conner.
5. The proposal would rectify the inadvertent mapping error.
6. The proposal would be consistent with GMA (RCW 36.70A.070(5)) and the Skagit County Comprehensive Plan Rural Element and Rural Business land use designation narrative.

Proposal C-2 (Del Mar): Findings of Fact and Reasons for Action

1. The County received three comments on this proposal, all in favor of the redesignation.
2. The parcel immediately to the northwest, P19168, was redesignated from Rural Resource-NRL to Rural Reserve in the 2011 Comprehensive Plan Amendment Docket, leaving the 0.3-acre parcel P118792 as an isolated island of Rural Resource-NRL.
3. Redesignating P118792 to Rural Reserve would make the parcel's comprehensive plan designation and zoning consistent with the properties surrounding it on all sides.

Recommendation

The Planning Commission recommends the Board of County Commissioners approve proposals C-1 (La Conner) and C-2 (Del Mar).

Motion: Jason Easton

Commission Vote	Support	Oppose	Absent	Abstain
Annie Lohman, Chair	✓			
Josh Axthelm, Vice Chair	✓			
Jason Easton	✓			
Keith Greenwood	✓			
Dave Hughes	✓			
Matt Mahaffie	✓			
Kevin Meenaghan	✓			
Elinor Nakis	✓			
Robert Temples	✓			
Total	9	0	0	0

Proposal C-3 (Parks and Recreation Plan)

Findings of Fact and Reasons for Action

1. The County received several comments on this proposal, both for and against the proposal.
2. The County held a number of public open houses and Parks and Recreation Advisory Board meetings during development of the Parks and Recreation Plan.
3. The Skagit County Parks and Recreation Advisory Board unanimously recommended adoption of the plan.
4. A major purpose of the Comprehensive Parks and Recreation Plan is to help the County evaluate and establish priorities for parks and recreation programs and facilities.
5. A plan update is required every six years to maintain eligibility for the state's Recreation and Conservation Office grants, which are a major source of funding for parks and recreation capital projects.
6. The Comprehensive Parks and Recreation Plan also assists the County in complying with Growth Management Act goals related to maintaining open space, enhancing recreational opportunities, and increasing access to natural resource lands and water.
7. The Parks and Recreation director has stated that removal of Chapter 5 would not jeopardize recreational grant funding opportunities.

Recommendation

Keith Greenwood moved that the Planning Commission recommend removal of Chapter 5 from the plan, to be reworked and reconsidered at a later date. That motion was approved by all Planning Commission members with the exception of Elinor Nakis, Robert Temples, and Matt Mahaffie.

Jason Easton then moved that the Planning Commission recommends that the Board of County Commissioners approve the proposal with the following modifications and recommendations:

1. Clarify the language in reference to Hansen Creek Park and Hansen Creek Reserve to be consistent in the document, unless the two properties are actually separate and distinct.

2. The Parks and Recreation Department should review with the County's risk management staff the most appropriate way to classify the park in question.

3. Where the Parks Plan refers to open space that is owned by the County or by other public entities, the Plan should indicate that it is referring to public open space.

4. Parks and Recreation Department should look for creative ways to involve the public as the Parks Plan is updated in the future.

5. Chapter 5, titled Wildlife Habitat Conservation, should be removed from the plan. To accurately reflect Skagit County history and current conditions and consistency with the Comprehensive Plan, Chapter 5 dealing with fish and wildlife habitat conservation should be reworked and resubmitted for adoption in the Parks and Recreation Comprehensive Plan.

   (a) As an example, references that are derogatory toward agriculture, industry and parks and recreation need to be reconsidered.

   (b) Emphasis seems to be placed on habitat and wildlife conservation, whereas more emphasis needs to be focused on public use of those lands where people and wildlife are using those lands together.

   (c) Remove opinion and typographical errors.

   (d) The goals of this document should better reflect Skagit County goals as they coincide with state objectives.

6. The Parks and Recreation Department and Parks Advisory Board should reconstitute Chapter 5 and present it to be docketed in the 2013 Comprehensive Plan Amendment cycle.

Commission Vote	Support	Oppose	Absent	Abstain
Annie Lohman, Chair	✓			
Josh Axthelm, Vice Chair	✓			
Jason Easton	✓			
Keith Greenwood	✓			
Dave Hughes	✓			
Matt Mahaffie	✓			
Kevin Meenaghan	✓			
Elinor Nakis	✓			
Robert Temples	✓			
Total	9	0	0	0

Proposal C-4 (Bayview Ridge Subarea Plan)

Findings of Fact and Reasons for Action

1. The County received several comments on this proposal, nearly all of which explicitly supported the addition of 110 acres of industrial zoning within the subarea, and some of which opposed residential development at Bayview Ridge.

2. Large-scale residential development at Bayview Ridge is currently prohibited due to a development regulation that caps residential subdivisions at four lots, e.g. SCC 14.16.340(6).

3. The current proposal does not include any change that would add residential population or enable residential development at this time.

4. The proposal would make the following changes to the Bayview Ridge Subarea Plan:

   (a) More industrial land. This biggest change from the adopted subarea plan would designate 110 acres of residential zoning nearest the airport to light industrial, replacing an equivalent amount of residential, community center, and urban reserve zoning. Allowed densities would not increase.

   (b) New policies that would allow changing the size of the community center zone, or expanding the light industrial zone under certain conditions.

   (c) Moving the community center zone to both sides of Peterson Road.

   (d) Updates to the Capital Facilities chapter to reflect current plans and conditions.

   (e) Miscellaneous updates to correct grammar, names, facts, and figures.

Recommendation

Jason Easton moved that the Planning Commission recommends that the Board of County Commissioners approve only the following changes to the Bayview Ridge Subarea Plan:

1. Expansion of the BR-LI zone by approximately 110 acres. This is predominately flat land suitable for the expansion of the zoning district to the east and north of the existing BR-LI zone. The additional 110 acres of Industrial is consistent with Countywide Planning Policy 1.1's allocation of Commercial/Industrial acreage to the County. Of the new BR-LI acreage, roughly 49 acres were moved from the BR-R zone, roughly 39 acres moved from the BR-CC zone, and roughly 23 acres moved from the BR-URv zone.

2. Downsize BR-CC from 40 acres to approximately 7 acres in size. The 2008 Subarea Plan called for the area to include a 25-acre community park within the BR-CC zone, whereas the new proposal envisions most of the parkland to be located within the BR-R zone. Proposed zoning provisions allow some flexibility in the size of the BR-CC zone, giving a range between 5-15 acres.

3. Reducing the size of the BR-R zone by approximately 55.8 acres. This includes the shift of 49 acres to the BR-LI zone and 7 acres to the relocated BR-CC zone.

4. Identifying a "flex" area within the BR-R zone of approximately 76 acres that could be shifted to BR-LI in the future based on market factors, County employment goals and evolving growth objectives. Such a rezone is conditioned on the replacement of the zoned residential capacity necessary in meeting CPP allocations. The area is predominately flat and contiguous with the BR-LI zone.

Commission Vote	**Support**	**Oppose**	**Absent**	**Abstain**
Annie Lohman, Chair	✓			
Josh Axthelm, Vice Chair		✓		
Jason Easton	✓			
Keith Greenwood	✓			
Dave Hughes	✓			
Matt Mahaffie		✓		
Kevin Meenaghan	✓			
Elinor Nakis	✓			
Robert Temples	✓			
Total	7	2	0	0

Additional Recommendations

The Planning Commission made the following additional recommendations by consensus:

1. In light of the Planning Commission recommendation, update tables and numbers throughout the Subarea Plan necessary to make it consistent with the Planning Commission's recommended changes, as well as update current data and scrivener's errors.

2. Update the Capital Facilities chapter to reflect current plans and conditions.

3. The Planning Commission recommends a work session with stakeholders and the Planning Commission prior to the finalization and release of the PUD ordinance for formal public comment and a public hearing.

4. The information about the various cities referenced in the plan should be updated. Request an update and information from the major cities and the County for their development plans and projections.

5. Parks are important to the mix of residential areas and need to be addressed. Small parks scattered throughout the subarea plan would be a desirable result from the Planning Commission's perspective.

6. Change the plan's land use map to match the acreage reduction of the Bayview Ridge Community Center, and locate the Community Center so it doesn't straddle Peterson Road. Planning and Development Services should recommend a location for the reduced BR-CC to be available to the County Commissioners prior to their consideration.

Proposal NC-1 (Anacortes)

Proposal NC-1 was not released for public comment nor presented to the Planning Commission, so the Planning Commission makes no recommendation on its adoption, and NC-1 is mentioned here only for completeness.

Approved this 12th day of November, 2013

SKAGIT COUNTY PLANNING COMMISSION
SKAGIT COUNTY, WASHINGTON

Ann Marie Lohman — 11-13-13

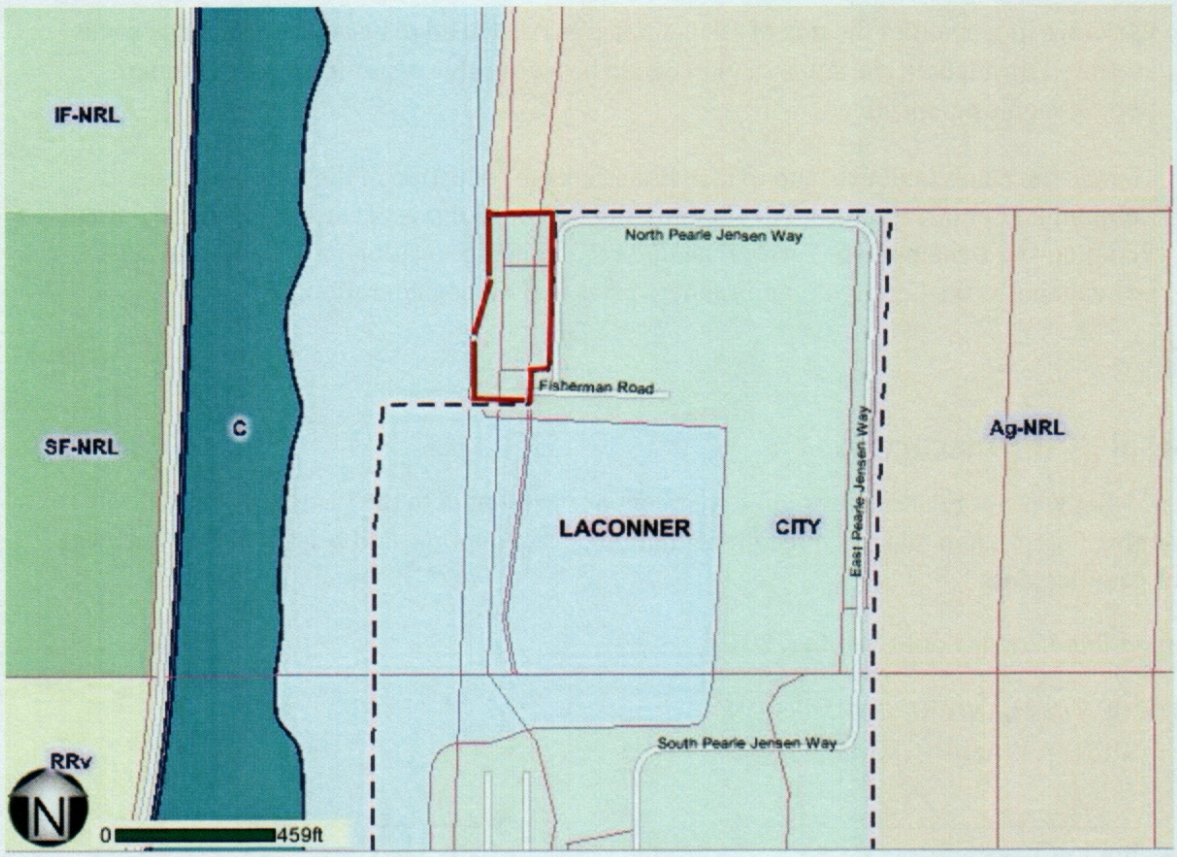
Annie Lohman, Chair — Date

Dale Pernula — 11/14/13

Dale Pernula, Secretary — Date

Amendment C-1

C-1 Re-designate and rezone four parcels (P74450, P103560, P103559, P74451) near La Conner to Rural Business



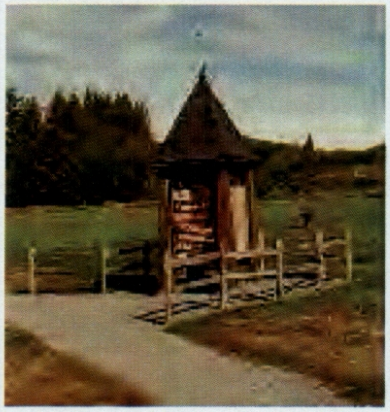
Amendment C-2

C-2 Re-designate and rezone P118792, owned by Del Mar Community Service, from Rural Resource-NRL to Rural Reserve

Amendment C-3
Parks and Recreation
Comprehensive Plan

2012

Comprehensive Parks and Recreation Plan



Skagit County Parks and Recreation
315 South Third Street
Mount Vernon, WA 98273

SKAGIT COUNTY Parks and Recreation

January 2012

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ACKNOWLEDGEMENTS
Skagit County would like to acknowledge all of those individuals who gave their time and energy to developing this Comprehensive Plan.

PARKS AND RECREATION PLAN UPDATE STEERING COMMITTEE

Tim Holloran, County Administrator
Brian Adams, SCPR Director
Pauli Mickelson, SCPR Administrative Manager
Tony Tewalt, SCPR Recreation Manager
Mike Elde, SCPR PRAB Member
John Semrau, SCPR PRAB Member
Patrik Dylan, eccosDesign LLC, Consultant

COUNTY PARKS AND RECREATION ADVISORY BOARD

Mike Elde	LaConner	District 1
Mark Dobie	Fidalgo Island	District 1
Vacant		District 1
Lloyd Brown	Big Lake	District 2
John Semrau	Mount Vernon	District 2
Liz McNett Crowl	Mount Vernon	District 2
Chris Allen	Sedro-Woolley	District 3
Kevin Loy	Sedro-Woolley	District 3
Elizabeth Detillion	Sedro-Woolley	District 3

PARKS AND RECREATION DEPARTMENT

Brian Adams	Director
Pauli Mickelson	Administrative Manager
Tony Tewalt	Recreation Manager
Mike McCutchin	West County Lead
Rusty Regan	East County Lead
Dave Barber	Parks Maintenance
Erik Rantschler	Parks Maintenance
Scott Perry	Parks Maintenance
Kyle Penninger	Parks Maintenance
Dale Haaland	Facility Maintenance
Aric Gaither	Fair Coordinator

ACKNOWLEDGEMENTS CONTINUED

SKAGIT COUNTY BOARD OF COMMISSIONERS

Sharon Dillon	Commissioner	District 3
Kenneth A. Dahlstedt	Commissioner	District 2
Ron Wesen	Commissioner	District 1

SKAGIT COUNT ADMINISTRATOR

Tim Holloran

SKAGIT COUNTY PLANNING COMMISSION

1	Carol Ehlers	2/1/09 - 1/31/13
1	Annie Lohman	2/1/09 - 1/31/13
1	Jason Easton	8/1/10 – 7/31/14
2	Dave Hughes	11/4/10 – 11/3/14
2	Vacant	
2	Josh Axthelm	1/1/11 - 12/31/14
3	Elinor Nakis	11/1/09 – 10/31/13
3	Matt Mahaffie	2/1/09 – 1/31/13
3	Mary J. McGoffin	2/1/09 – 1/31/13

EXECUTIVE SUMMARY

This Skagit County Parks and Recreation Plan updates the 2012 plan. It is intended to lay the groundwork for the future of the County park system. The plan inventories existing parks and identifies current and future park needs. It explores potential park development and/or improvements, and prioritizes strategies to meet a level of service which fits the needs of County residents. The plan also describes existing and potential funding sources that will be needed to meet the desired Level of Service (LOS) and maintain park facilities and recreation services. In addition, the plan sets forth several goals and objectives to help guide County staff and elected officials in implementing the park plan.

The plan establishes project priority by analyzing: **1) LOS standards,** which provide service levels from other Washington State Counties and provide guidance in establishing LOS standards in Skagit County; **2) Public Input - Survey and Open Houses,** which provides direct and fundamental information from those who use facilities and programs in Skagit County and indicate facility or program need; **3) Use Patterns,** which provides statically valid information on statewide trends in recreation and from those who oversee facilities and programs in Skagit County and indicate facility or program need; **4) Public Input – Other Factors,** which provide a category for integrating other input that should be factored into analysis.

Skagit County grew in population over 13 percent between 2000 and 2010 with the fastest growth occurring the first half of the decade. Future projections indicate similar growth may occur during the next 25 years. During the next twenty-five years, a portion of this growth will take place in the unincorporated Urban Growth Areas. As a result, the Bayview Subarea may receive a higher concentration of development than the surrounding rural lands. As a growing rural community with higher densities, there will be an increase in the need for parks and recreational facilities. The changing pattern of projected growth may require that the County's priorities and strategies related to the growth of park and recreation facilities will need to adapt in several ways. Among the ways that such strategies may change is by focusing more attention and resources into areas of projected growth. This will help assure the needs are being addressed and the services are centrally located.

The parks plan includes a discussion of sources available to fund the maintenance and expansion of the County parks system; a system that must meet the growing needs of an increasingly urbanized area. These sources include a variety of tax revenues, user fees, mitigation fees, and grants and loans from state, federal, and private sources. While the plan makes general recommendation regarding specific funding options, it assumes that most existing sources will continue to be available. Other potential sources will allow the County to be flexible and

consider future funding options as circumstances may dictate. The park plan builds upon historical data to ensure that assumptions regarding projected facility and program needs are realistic.

The park plan contains an inventory of county facilities: parks, recreation, open space areas, trails, and related sites. The inventory is supplemented by a description of other facilities available to County residents; specifically, sites and facilities owned or controlled by state or federal agencies, and sites owned by municipalities and school districts. Inventories primarily show facilities and speak very little about the condition of the facilities.

The "level of service" standards used for this plan are derived from an average of three Washington State counties. The counties used for comparison are Whatcom, Snohomish, and Spokane and are aggregated into what is referenced as the "Tri-County Aggregate". Level of Service (LOS) standards are often derived by the number and size of facilities without accounting for the facility conditions. The condition of facilities becomes important for making proper comparisons in service levels. It is one of the reasons SCPR is incorporating several other factors into the equation when determining priorities.

Use patterns can be analyzed in a variety of ways. Lack of facility space, a shortage of campsites, or an overrun trail system may lead SCPR staff and/or Parks Board members to easily conclude needs are not being met. In other cases, the analysis may be more complex. For example, the fact that a facility is being used under capacity may lead some to believe the needs are being sufficiently met. Whereas, the real reason the facility is being under used may be due the facility is in need of maintenance, in need of expansion, or in some other way may be inadequate. In other situations, there may be a surplus of baseball fields on the west side of the county but a shortage on the east side, even though the LOS standards indicate there is sufficient amount of fields' county-wide. Because of all of these variables, it becomes necessary for SCPR Staff/Board to look at every facility and/or program "site specifically" to determine if in fact the needs of the community are being met. This level of analysis is handled in the category of "Other Factors."

The focus of this Comprehensive Plan Update is to chart the course for the Skagit County Parks and Recreation Department for the next six years. The update will also allow continued SCPR eligibility for Recreational Conservation Office (RCO) grants. A high priority of the plan update is to 1) ensure the need for adequate public facilities that maintain an adequate level of park and recreational services; and perhaps more importantly 2) ensure the needs of Skagit County residents are being met. Although challenges may force County Parks and Recreation to deviate from the original charted course, the goal will remain that of providing satisfaction with recreational opportunties to Skagit County residents. Godspeed.

CHAPTER 1
INTRODUCTION

MISSION STATEMENT
OF
SKAGIT COUNTY PARKS AND RECREATION

It is the mission of the Skagit County Parks and Recreation Department to provide high quality recreational services, facilities and parks to our customers and the citizens of Skagit County. This is exemplified through professional staff, cost effectiveness, community leadership, conditions in parks and facilities, and customer service.

A strong park and recreation system is essential for a thriving community. Outdoor recreation benefits the individual, as well as society as a whole—both mentally and physically. Studies show communities rich with park and recreational opportunities have less crime, decreased health care and insurance costs, less heart disease, stronger economies, and a healthier environment.

Governor Christine Gregoire referenced studies showing the importance of parks and recreation in an address she made to the public late in 2009. Gregoire encouraged the addition of green spaces, open spaces and trails as a way to improve health by lowering stress and encouraging exercise. According to numerous reports, there is evidence that living near parks, woods, or other green spaces improves mental and physical health. Close proximity to green spaces is associated with lower levels of depression, anxiety, and reductions of many other health problems, according to several studies, including the study Gregoire referenced in her address. The Netharland Study Gregoire referenced is not the first to suggest that green spaces help keep people healthy, but it is the first to assess their impact on specific health conditions. Investigators in the Netherlands examined patient health records from medical practices throughout the country and using postal codes, were able to determine the percentage of green space existing within about 2 miles of each patient's home. "The strongest associations we saw between green space and health occurred within a 1 kilometer [0.6 mile] radius of the home," study researcher Jolanda Maas, PhD, of Amsterdam's VU University, reported.

"Trails for Health", is a Centers for Disease Control and Prevention (CDC) initiative to help Americans of all ages achieve the health benefits of physical activity by increasing opportunities for physical activity and helping to make it an integral part of community life. "Trails for Health" supports the Department of Health and Human Services' *Steps to a Healthier US* initiative, which

promotes behavior changes and encourages healthier lifestyle choices to help advance the President's goal of building a stronger, healthier nation. The significant benefits of physical activity include the following:

- Weight Control.
- Control of high blood pressure.
- The reduction of risk for type 2 diabetes, heart attack, and colon cancer.
- The reduction of symptoms associated with depression and anxiety.
- The reduction of arthritis pain and disability.
- The prevention of osteoporosis.
- Reduction in injury from falls

Tommy G Thompson, the secretary for the US Department of *Health* and Human Services, perhaps said it best when he stated "Few factors contribute so much to successful aging as regular physical activity-- it's never too late to start!"

Here in Skagit County, we are blessed with a wide variety of outdoor recreation settings, from marine islands, to rushing rivers, to alpine meadows. In addition to natural settings, a variety of agencies provide recreation facilities and programs to the residents and visitors of Skagit County. Skagit County Parks and Recreation (SCPR), with over 2000 acres of park land and hundreds of thousands of annual participation hours in its parks and programs, is a key provider in helping to ensure the availability of passive and active recreational opportunities to people of all ages.

This Park and Recreation Plan update is the primary document for addressing the need for public access to natural areas, providing services to newly established sub areas, and meeting the park and recreational needs of County residents. The park and recreation plan is Skagit County's foundation for the park system of the future. It reflects the changes in both supply and demand for parks since the previous 2004 plan. Our primary focus for the next six years is to service and maintain the recreational infrastructure we currently have.

PURPOSE OF THE PLAN

This plan will redefine policies and establish a sense of direction for the County to follow in serving the recreational needs of its residents. The update is a Growth Management Act (GMA) requirement and fulfills grant funding eligibility criteria required by the Washington State Recreation and Conservation Office (RCO). This document sets the goals and objectives which

will provide the department with policy direction and implementation of strategies. It helps to provide direction for SCPR in regards to property acquisition, park development, capital improvement planning, and programs for the next six years.

The elements contained in this plan include:

- An analysis of the community's population and setting
- An analysis of existing parks, open space areas and trail facilities
- An analysis of existing department operations
- An assessment of recreation and facility needs
- Recommendations for the acquisition and development of parks, open space and trail systems
- Recommendations related to management, administration, and other aspects of providing park and recreation services
- Recommendations for funding and implementing the plan

PLANNING PROCESS

The planning process consisted of four basic steps. We used all studies available to us, including the study conducted by Applied Research Northwest (ARN) for the prior plan. The ARN survey asked Skagit County residents a number of specific questions in order to obtain estimates of residents' preferences for parks and recreation facilities development and priorities for future planning. Questions related to recent activities, desired expansion of existing facilities (including athletic fields, campgrounds, trails, etc.) and the addition of a new public indoor facility including classrooms and a multi-purpose gym. Development of the Northern State Recreation Area was also included in the study. We also used recent surveys from the State Comprehensive Outdoor Recreation Plan (SCORP) as well as a public input survey done through the internet.

The second step was to hold public meetings throughout the three County districts. The meetings served as a forum for listening to the concerns and desires of County residents. An internet survey was developed to help the public communicate their desires.

The third step of the process was to reassess the parks and recreational services and verify as to what modifications to the current levels of service (LOS) standards are presently warranted. This determination was made through public meetings, the county-wide survey, input from the Parks and Recreation Advisory Board (PRAB), consultation with user groups, as well as input from Skagit County Parks and Recreation (SCPR) staff.

The fourth step was to refine the previously established vision and set goals to support the implementation of the modified plan. The modified plan included adjustments to previous recommendations for park and recreation services. These services consist of improvements to existing parks, acquisition and development of new parks, and changes to the administrative and operation functions of the Department.

The fifth and final step includes a series of implementation strategies for funding and managing the actions of SCPR for the next six years.

PUBLIC INVOLVEMENT

Public participation in this type of study is critical because local needs vary, depending upon the values local residents place on their region. Since every region is different, national standards or analogous recommendations may not meet Skagit County's specific recreation needs. As a result, public involvement in the planning process was essential and was solicited with a multipronged approach.

The level of public involvement included:

- Surveys
- Public Meetings
- Parks and Recreation Advisory Board Input
- SCPR Staff Input
- Contributions from Local User Groups

KEY MECHANISMS

Skagit County Parks receives input from the general public. The flow of input comes in many forms including, but not limited to:

Parks and Recreation Advisory Board:
Skagit County Parks and Recreation has a 9-member advisory board which meets monthly. The Park Board reviews acquisition offers, policy recommendations, works in concert with park staff to develop master plans, and provides input into development projects. Over the next six years, the Park Board will continue to provide a sounding board for the public to provide input about a variety of park issues. These meetings are advertised by web and the agenda allows time for the public to comment and/or submit proposals.

Site Master Plan Processes:

Park sites with significant development opportunities are typically subjected to a master plan process. This process incorporates input from a variety of park users, neighbors, and the general public in developing the future vision for a given park. As such, it is a good vehicle for folks to express their opinions on their park needs. For sites which do not go through a formal master plan process, neighborhood meetings are a good way for concerned citizens to develop an understanding of planning and development efforts.

Public Comments:

Skagit County Parks and Recreation staff has contact with their clientele on a daily basis. This contact provides a forum for staff to receive recurring advice, criticism, comments, assessment, analysis, and/or praise from park users. Letters, electronic mail, phone calls, and other types of correspondence come in regularly. This information is often presented and discussed at SCPR staff meetings. This informal type of feedback from the public is taken in earnest and is another piece of the formula which contributes to everyday decisions and long range planning made by the department.

CHAPTER 2

COMMUNITY PROFILE

REGIONAL LOCATION

As shown below, in Figure 2.1, Skagit County is located in the northwestern part of Washington, stretching from Puget Sound to the crest of the Cascade Mountains. It is bordered by Whatcom County to the north, Okanogan and Chelan Counties to the east, and Snohomish County to the south. Rectangular in shape, the County covers about 1,735 square miles and measures about 24 miles from north to south, and 95 miles from east to west. The City of Mount Vernon serves as its County Seat.

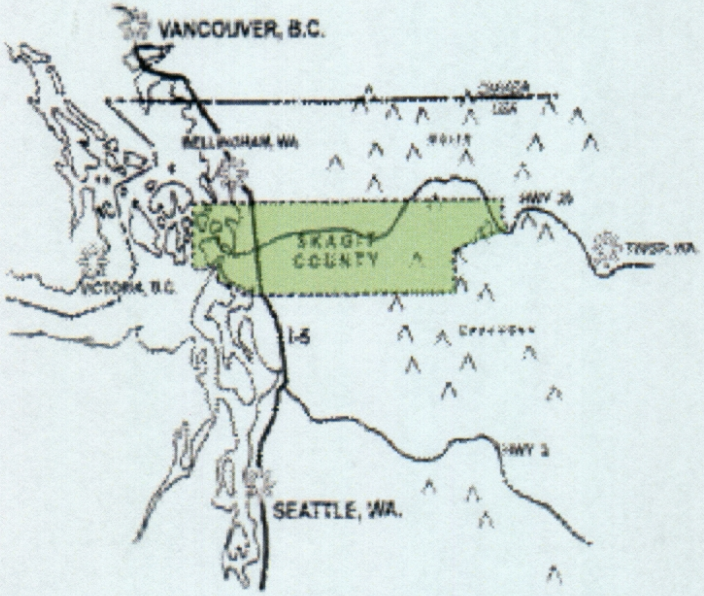


Figure 2.1 Regional Location

Interstate 5 travels north and south, through the County, providing direct and easy linkage to Vancouver, BC in the north, and the Seattle metropolitan area in the south. State Highway 20 (the North Cascades Highway) provides west and east linkage through most of the larger communities in the County. It also serves as a major tourist route from Interstate 5 to Anacortes (west) to North Cascades National Park (east) and beyond. The east-west dimension of the County is unusually long, with driving distance from Deception Pass (southwest edge of County) to

the eastern border being about 115 miles. Driving distances from Mount Vernon to various areas are listed in Table 2.1.

Table 2.1

Distances from Mount Vernon

City	Distance
Anacortes, WA	21 miles
Marblemount, WA	46 miles
Bellingham, WA	30 miles
Seattle, WA	60 miles
Vancouver B.C.	75 miles
Tacoma, WA	92 miles
Winthrop, WA	132 miles
Yakima, WA	193 miles
Portland, OR	225 miles
Spokane, WA	311 miles

Burlington-Northern Railroad has several active spurs within Skagit County. Typical shipments along these routes include fuel and construction supplies such as coal and lumber. Amtrak also uses the rail lines for transporting people along the north-south corridor. A large portion of the east-west route is rail-banked for potential use in the future. In the meantime, the route is used as a non-motorized transportation route. The port of Anacortes is a deep-water port accommodating sea-going ships, as well as tugs, barges, and tankers used for local transport. The Port Authority also operates the Anacortes Airport, a small, one-runway facility. The Skagit Regional Airport contains three runways and is located in Burlington. The airport in Bellingham has recently expanded and is starting to become more of a regional provider but despite this airport's ability to handle jet airliners, most county residents still travel to Seattle-Tacoma International or Vancouver International Airport for their major air travel.

NATURAL FEATURES

Moving from west to east in Skagit County, one encounters the leeward islands of the San Juan Archipelago, the broad delta and floodplain of the Skagit River, an extensive valley punctuated by intermittent hills, rolling foothills on up to the glaciated peaks of the North Cascade Mountains.

Elevations range from sea level along the County's tidal border, to just over 9,000 feet at the peak of *Mount Logan in* North Cascades National Park.

The Skagit River is the largest river in the County, and the second-largest in the State. Originating high in the Cascades, it flows about 90 miles through the County to its outlet at Fir Island, just south of Mount Vernon. Major tributaries to the Skagit River include the Cascade, Sauk, Suiattle, and Baker Rivers. Approximately 160 miles (almost 35,000 acres) of the Skagit, Sauk, Cascade and Suiattle Rivers are included in the National Wild and Scenic Rivers System. Other notable rivers in the County include portions of the Samish and Nooksack. Major lakes include Shannon, Cavanaugh, Big, Clear, McMurray, Campbell, and Erie. There are also numerous sloughs throughout the valley, including Wiley and Swinomish. Numerous wetlands adorn the county, along with the waters of Puget Sound.

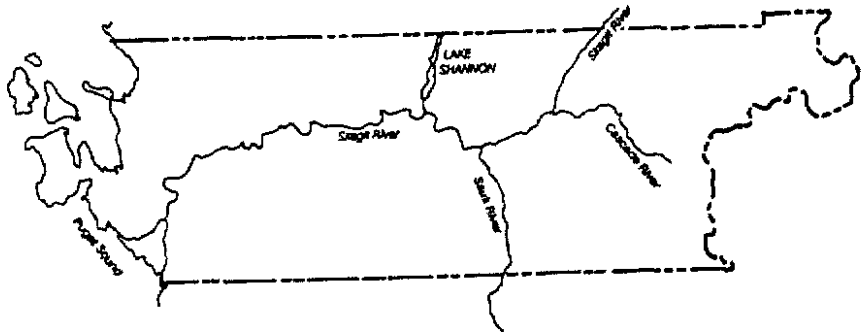


Figure 2.2 Major Waters of the Region

Though diking, logging, and other land conversions have altered Skagit County's landscape, it is still host to a wide variety of wildlife, including deer, elk, bear, mountain goats, cougar, and numerous birds and small mammals. Species of interest in the County include the Bald Eagle, Heron, Trumpeter Swan, Snow Goose, Brandt, and Orca Whale. Anadromous fish species include Chinook, Coho, *and Chum* Salmon, as well as Shad and Steelhead. Resident fish species include several trout species, bass, perch, crappie, sturgeon, catfish, and whitefish. Grizzly bear and Gray Wolf also inhabit portions of the County.

Western Skagit County's climate is typical of the Puget Sound Trough. Located in the rain shadows of the Olympic Mountains, the county receives a rainfall average of 32 inches per year, less than most other western Washington counties. The average annual minimum temperature is slightly over 40 degrees; the average maximum is about 60 degrees. Summer temperatures typically average 65 to 75 degrees. Marine air moderates temperature extremes in the west portion of the county, with the effect decreasing to the east. Precipitation generally increases with greater distance inland.

HISTORY

Prior to historical settlement, twelve Native American groups inhabited the area now known as Skagit County. These groups included the Chobahabish, Kikialius, Nooquachamish, Mesekwiguilse, Sbaleoch, Misskaiwhwa, Sahkumehhu, Noowhatah, Squinahmish, Swinomish, Sauk-Suiattle, and Samish. The area making up Skagit County was formerly a part of Whatcom County. Skagit became its own county in 1883.

The first non-native intruders to the area built a small number of cabins on Fidalgo Island in 1858. Settlement spread to the head of Fidalgo Bay, with diking opening the tidal flats to farming. The first trading post was established in the LaConner area in 1867. By 1870, the lower Skagit Valley was seeing the beginnings of full-scale settlement. Travel was limited to boats. Beginning in 1874, monthly steamboat services began between Seattle and "Skagit City".

In 1890, there was speculation that the Fidalgo Island town of Anacortes would become a terminus for a transcontinental railroad. The conjecture generated a growth boom which increased the town's population from 200 on January 1st to 2000 by mid-March. Although Anacortes never became a terminus, it nevertheless was soon bustling with shingle mills, fish plants, lumber mills, and a box factory. By 1903, there were four shingle mills, and three

sawmills. Sloans Shipyard on Guemes Island built ships during World War I and employed 600 people in the spring of 1917.

Settlement of the area near and above what we know now as Mount Vernon was limited due to two large log jams on the Skagit River. In 1874, dismantling of the log jams began, opening up portions of the channel to navigation. Ten years later, the channel was fully cleared. Soon the City of Mount Vernon was founded and supported by the local timber industry. By 1889, steamboat service had expanded to no less than 15 boats, which ran between Seattle and Mount Vernon. In 1891, the Great Northern Railway was extended to Mount Vernon.

With navigation of the upper Skagit River possible, timber harvest and mining increased, and settlement expanded into the upriver area. The towns of Sedro (a Spanish reference to the large cedars in the area) and Woolley (named after the founder of a lumber mill) merged to form the city of Sedro-Woolley. By this time, the old growth fir and cedar were being cut and sold at a furious pace and the new city flourished.

An 1882 logging camp was the first development in the Burlington area with several shingle mills soon to follow. By 1891, the railway through the area made Burlington a center of transportation. Lyman was settled in the early 1870's with a lumber mill and shingle mill being its earliest employers. Coal and iron deposits brought Hamilton's first residents, and the lumber industry turned it into an early 1900's boom town, with over 2000 inhabitants.

In 1909, Concrete was founded (named for its principal product), and boasted a cigar factory, stores, theater and confectionery. Concrete boasted the State's largest cement plant until closing in 1968. The Superior Cement Plant supplied almost half of the cement for the Grand Coulee Dam, as well as materials for other nearby dams.

Rockport was founded in 1901 and served as the terminus of the rail line from Anacortes. It was a popular stop-over during the construction of Diablo and Ross Dams. Marblemount began as a tent saloon (and later trading post) during the gold rush of the 1890's. Many miners came upstream by canoe to prospect along the Skagit River and the mountains above the Cascade River. Silver devaluation brought the end to that era for the community.

POPULATION CHARACTERISTICS

According to the US Census, county and state population, growth rates have fluxuated however remain similar on average. Growth in Skagit County has outpaced state-wide growth. Growth rates for the various cities in the County are displayed in Table 2.2.

Table 2.2

Historical Population Growth, 1970 - 2000

Area	1970	1980	Percent Change (1970-1980)	1990	2000	Percent Change (1990-2000)	2010	Percent Change (2000-2010)
WA State	3,413,244	4,132,253	21%	4,866,692	5,894,121	21%	6,724,540	14.1%
Skagit County	52,381	64,138	22%	79,555	102,979	29%	116,901	13.5%
Anacortes	7,701	9,013	17%	11,451	14,557	27%	15,778	8%
Burlington	3,138	3,894	24%	4,349	6,757	55%	8,388	24%
Concrete	573	592	3%	735	790	7%	705	-11%
Hamilton	201	283	41%	228	309	36%	301	-3%
LaConner	639	660	3%	656	761	16%	891	17%
Lyman	324	285	-12%	275	409	49%	438	7%
Mount Vernon	8,804	13,009	48%	17,647	26,232	49%	31,743	21%
Sedro Woolley	4,598	6,110	33%	6,031	8,658	44%	10,540	22%
Total (Cities)	25,978	33,846	31%	41,372	58,473	41%	68,784	18%

Source: Economic Association of Skagit County

The US Census provides information for areas within counties, called subdivisions. Skagit County has been divided into many such areas, 8 of which are shown in Figure 2.3.

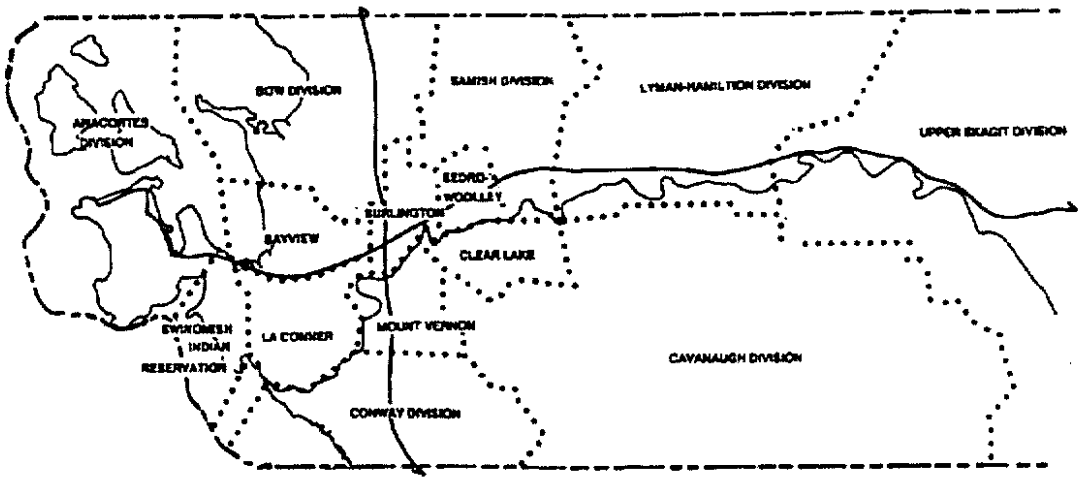


Figure 2.3

Census Tracts

County-wide, average household income was about $43,000 in 2000 and $54,000 in 2010. State and National household incomes have increased annually since the local recession in the 1980's, but then declined with the national average in 2008 corresponding with the "Great Recession".

Age distributions are important because age is a major determinant of recreation interests and levels of participation within a county. In general, as a population ages, relative participation in active or competitive recreation activities declines. Overall, youth (younger than 18) tend to participate more frequently than any other age group, and tend to favor more strenuous and competitive activities, relative to other age groups. Young adults (ages 18 to 34) are also active, and form the core of adult competitive sports.

Adults (ages 35 - 64), on the other hand, appear to have less time to devote to recreational activities. They tend to maintain their homes and jobs more. Recreational time is at a premium and often limited to weekends and occasional evenings.

The senior population (age 65 and over) has more available time for recreation. As a group, they tend to favor more passive activities, such as walking, gardening, picnicking, boating, swimming, and crafts.

As shown in Table 2.3, Skagit County had a growing younger population over the last 10 years. The median age in Skagit County was 35 in 1990, 38 in 2000, and 37 in 2010. This may be due to an influx of families to residential communities that expanded so dramatically during the housing boom years of the previous decade.

Table 2.3

Age Distribution in Skagit County, 1990 - 2009

Total Skagit 2009 Population was 118,900

Age Group	Number of People 1990	Percent of Total 1990	Number of People 2000	Percent of Total 2000	Number of People 2009	Percent of Total 2009
Under 20	23,036	29%	30,099	29.2%	32,059	27%
20 - 44	28,705	36.1%	33,573	32.6%	44,183	37.6%
45 - 59	11,658	14.7%	20,036	19.5%	14,744	12.4
60 and over	16,156	20.3%	19,271	18.7%	27,347	23%

Source: Economic Development Association of Skagit County

Table 2.4

Ethnic Distribution in Skagit County, 1990-2010

Ethnic Group	Number of People 2000	Percent of Total 2000	Number of People 2010	Percent of Total 2010
White	89,070	86.5%	97,448	83.4%
Black	450	.4%	774	0.7%
Asian and Pacific Islander	1,538	1.5%	2,080	2%
Native American/Alaskan Native	1,909	1.9%	2,516	2.2%
Hispanic Origin (Can be of any race)	11,536	11.2%	19,709	16.9%

Source: 2010 Skagit County Census

As shown in Table 2.4 above, Skagit County is primarily made up of Caucasians. By percentage, Hispanics are the fastest growing ethnic group in Skagit County.

Despite recent economic diversification, Skagit County's economy remains heavily resource dependent, with primary sectors being agriculture and food processing, lumber and wood

products, oil refining, tourism, retail, and marine-related industries (fishing, processing, boat building and repair). The unemployment rate was over 15 percent from 1981-1987, but has remained less than 10 percent since. The 1990 jobless rate was 6.7 percent; in 1995 it was 8.9 percent, and 6.8 percent in 2000. In December of 2011, the Skagit County unemployment rate was at 9.0% with the State rate hovering at 8.5%. Historically, the Skagit County unemployment rate has generally been a percentage point higher than the Washington State average.

POPULATION GROWTH

In most communities, one of the primary elements affecting recreation demand is population growth. Table 2.5 shows county population for the year 2010 and forecasts through 2030. As shown, population growth is expected to remain near its current rates. In relative terms, Skagit County is expected to grow at a much higher annual rate than the State of Washington. State-wide growth which is projected to grow at an approx annual increase of 1.05 percent between 2010 and 2020. With projected County growth averaging above 2 percent, the County population is expected to grow at roughly twice the rate of the State during the next 16 years.

Table 2.5

Population and Project Increases

Year	Total Population	Average Annual Increase
2010	119,000	--
2015	128,000	2%
2020	140,000	2%
2025	154,000	2%
2030	168,000	2%

Source: WA Office of Financial Management

CHAPTER 3

EXISTING RECREATIONAL FACILITIES

Parks and recreation bring people together helping them to connect with nature, their community, and each other.

A strong and healthy parks and recreation system can open up a number of opportunities for people to enhance the quality of their lives. Physical recreation and fitness contributes to a full and meaningful life, helps to keep people healthy, reduces stress, and promotes self-esteem and positive self-images. Participating in leisure activities and enjoying nature helps assist individuals in leading a balanced life.

Table 3.1
Summary of Park and Recreation Areas
Skagit County

Agency	Acres
Cities and Towns within Skagit County:	3,799
Skagit County Park System	2255
State of Washington	18,602
National Forests/Parks:	555,200
Other Agencies	473
Total	580,282

SCPR PARKS

Skagit County Parks and Recreation (SCPR) owns or manages 2255 acres of parkland, both developed and undeveloped. SCPR operated parks come in an array of shapes and sizes and provide a variety of services. They range from small neighborhood parks to large areas of open space and represent the many unique recreational opportunities available to the citizens of Skagit County.

PARK ADDITIONS SINCE 2005 PLAN

Since the last plan, SCPR has worked to add to the existing park inventory in a meaningful and sustainable manner. The following facilities were either added or expanded.

Frailey Park	400 acres
Montgomery Duban Headland - (added to Sharpe Park)	40 acres
Nichols Sandbar Park	33 Acres
Pressentin Park- (added to existing)	13 acres
Samish Beach Access	2 acres

PARK CLASSIFICATIONS

SCPR park land is classified by several factors, which may include size, service area and type of use. Tables 3.2 through 3.5 list all of the Skagit County parklands, by various classifications. The initial classification is based upon park size and service area. These categories are as follows:

- Regional Parks
- Community Parks
- Neighborhood Parks
- Open Space and Undeveloped Parks
- Special Use park land

The parks quick guides for each park classification can be found on the following pages.

SCPR REGIONAL PARKS

Regional Parks are generally larger sites that offer a variety of unique features or recreational experiences that serve the entire county population and beyond. These may include one-of-a-kind natural, cultural, or historic features, water access, or a concentration of facilities that can accommodate large-scale events. Regional parks and associated amenities are listed in Table 3.2.

Table 3.2
SCPR Regional Parks

Regional Parks Quick Guide	Acres	Ownership	Ball Fields	Barbecues	Boat Launch	Camping	Courts	Fishing	Nature Area	Picnicking	Playground	Restrooms	Showers	Soccer	Hiking/Jogging	ADA	Reservations
Burlington-Sedro Woolley Trail	7	sc							x						x	x	
Campbell Lake Boat Launch	3	p			x			x	x	x		x					
Cascade Trail (23 mi.)	279	sc							x	x		x			x		
Centennial Trail	27	sc							x								
Conway Park	7	sc	x		x			x	x		x				x		
Donovan Park	3	sc		x				x	x	x	x	x				x	
Grandy Lake	22	sc			x	x		x	x	x		x					
Howard Miller Steelhead Park	93	sc		x	x	x		x	x	x	x	x	x		x	x	x
Lake Erie Boat Launch	1	p			x			x	x	x		x					
Padilla Bay Shore Trail (4 mi.)	15	p							x	x		x			x	x	
Pomona Grange & Trail	17	sc		x					x	x		x			x	x	x
Samish Beach Access	2	p							x								
Sauk Park	30	sc				x		x	x	x		x			x		
Skagit Valley Playfields	25	p	x	x			x		x	x	x	x		x	x	x	x
Swinomish Boat Launch	3	p		x	x			x	x	x		x				x	
Young's Park	13	sc		x				x	x	x		x				x	

sc = Skagit County Owned
p = Partnership - property is owned and/or maintained by Skagit County and an additional agency

SCPR COMMUNITY PARKS

Community Parks are generally bigger than Neighborhood Parks, generally smaller than regional parks and host a larger number and type of ball fields, facilities and a variety of activities such as open space, swimming, BBQs and picnic areas for larger gatherings. Passive recreational development includes boardwalks, nature trails, picnicking facilities, shelters, park benches, picnic tables, environmental, cultural or historic interpretive facilities, and parking. Natural areas include streams, wetlands, forestlands, or even a unique natural feature.

SCPR Community parks and associated amenities are listed on table 3.3.

Table 3.3
Community Parks

Community Parks Quick Guide	Acres	Ownership	Ball Fields	Barbecues	Boat Launch	Camping	Courts	Fishing	Nature Area	Picnicking	Playground	Restrooms	Showers	Soccer	Hiking/Jogging	ADA	Reservations
Allen Community Park	17	p	x									x		x			
Nichol's Sandbar Park	25	sc						x	x	x					x		
Clear Lake Beach	1	sc		x			x	x	x	x	x	x				x	
Schoolhouse Park-Guemes	4	sc	x	x			x		x	x	x	x		x			
Samish Island Playground	2	sc	x	x			x		x	x		x				x	

sc = Skagit County Owned

p = Partnership - property is owned/maintained by Skagit County and an additional agency

SCPR NEIGHBORHOOD PARKS

Neighborhood Parks are generally small, pedestrian oriented and situated to serve residents of an immediate area. Recreational activities may include both passive and active uses as well as multipurpose facilities such as basketball, tennis or play equipment. Passive uses include open play areas. Age appropriate needs of the surrounding neighborhood, such as play equipment, should be emphasized as a neighborhood park.

Skagit County recognizes the provision of neighborhood parks ultimately being the responsibility of local cities. Skagit County does not foresee adding to the one neighborhood park currently within its jurisdiction. Table 3.4 shows the neighborhood park affiliated with SCPR.

Table 3.4
Neighborhood Parks

Neighborhood Parks Quick Guide	Acres	Ownership	Ball Fields	Barbecues	Boat Launch	Camping	Courts	Fishing	Nature Area	Picnicking	Picnic Shelter	Playground	Restrooms	Showers	Soccer	Hiking/Jogging	ADA	Reservations
Cleveland Park	1	sc					x			x		x						

sc = Skagit County Owned
p = Partnership - property is owned/maintained by Skagit County and an additional agency

SCPR OPEN SPACE

Open Space Parks and Undeveloped Parks are identified as available for passive outdoor recreation, offering trails for viewing, parking and other limited improvements. Open space and undeveloped parks often allow for passive recreation opportunities in the form of sightseeing, picture taking, picnicking, beachcombing and other activities. Open space parks may also feature natural or conservation areas. Open space parks may also function as a greenbelt or view shed on which there is no public access.

Table 3.5
Open Space & Undeveloped Parks

Open Space & Undeveloped Parks Quick Guide	Acres	Ownership	Ball Fields	Barbecues	Boat Launch	Camping	Courts	Fishing	Nature Area	Picnicking	Picnic Shelter	Playground	Restrooms	Showers	Soccer	Hiking/Joggin	ADA	Reservations
Big Rock (Hoag Memorial Park)	13	sc							x									
Cascade Park	41	sc							x									
Hansen Creek Reserve	3	sc							x							x		
Frailey Mountain Park	400	sc						x	x	x						x		
Nichols Bar	33	sc						x	x	x								
Northern State Recreation Area	726	sc						x	x	x	x		x			x		
Pilchuck Forest Trail	81	sc							x							x		
Pressentin	54	sc							x	x	x					x		
Centennial Corridor	45								x									
Rexville Park	.5	sc							x									
Sharpe Park/Montgomery-Duban Headlands	115	sc		x				x	x	x			x			x		
Squires Lake Park and Trail	57	p							x	x			x			x		

sc = Skagit County Owned

p = Partnership - property is owned/maintained by Skagit County and an additional agency

SPECIAL USE PARK LAND

These park lands are acquired to provide for park activities that have specific needs that may or may not be compatible with other uses. Examples include land acquired for development as golf course, off-road vehicle facility, or shooting range. The Frailey Mountain Shooting Range is a good example of a Special-Use Park. The Park is a proposed four hundred acre development which will one day contain a shooting and training range. The development, known as the Frailey Mountain Shooting and Training Range, is located in the southwest region of the county. According to the state comprehensive outdoor recreation planning document, shooting and hunting is enjoyed by at least 7% of the state population. The figures are higher for counties with a higher rural contingent. According to WDFW, interest in shooting is up over the past few years. Hunting license revenue is growing and gun/ammunition sales are at an all time high. The proposed shooting/training range will satisfy the need for this growing recreational group and provide for training of local law enforcement groups.

EXISTING PARK INVENTORY

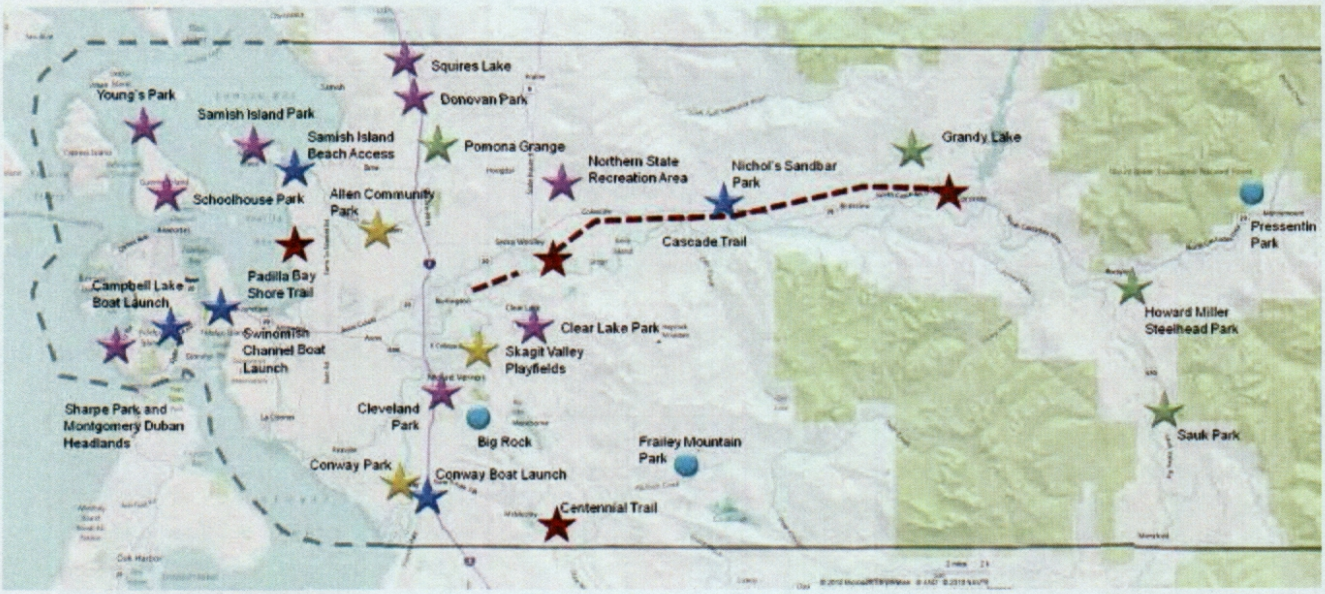


Figure 3.1
Park Locations in Skagit County

SCPR'S REGIONAL PARKS

Burlington-Sedro Woolley Trail Three miles of hiking/jogging trail covering 6.8 park acres. This linear trail divides Highway 20 and the Burlington Northern Railway and provides for recreational and non-motorized transportation. Skagit County will be asphalting this trail 2012.	
Campbell Lake Boat Launch This site is 2.5 acres. It has a boat launch with parking, temporary restrooms and fishing opportunities. The park is part of a partnership between the Washington Department of Fish and Wildlife, and SCPR. The WDFW maintains the boat launch and lake, while SCPR mows the grass and dumps the garbage.	
Cascade Trail This rails to trails conservancy project is 22.5 miles of multi-use trail that parallels the scenic State Route 20 corridor, connecting Sedro-Woolley and Concrete. Hiking, biking, and equestrian use are permitted on the path. No motorized vehicles are allowed. The trail is open year round and in places, meanders along the Skagit River. Viewpoints along the way provide for wildlife viewing opportunities. Trail amenities include portable toilets at trailheads and benches along the trail. The trail encompasses 280 acres of land.	
Centennial Trail The Centennial Trail is a regional trail system intended to eventually connect Snohomish and Whatcom County. Unlike the Cascade Trail, which is in a rails-to-trails conservancy as per federal legislation, this property has been purchased outright. The existing trail segment is approximately 3/4 mile long starting from south Lake McMurray off State Route 9. The trail ends at the Snohomish County line. In all, the trail system is contained within 22 acres of county parkland.	
Donovan Park This site is 3 acres large and is located on Friday Creek, in the Alger area. A former State Park site, it is a popular site with local communities. The park includes a picnic area, barbeques, a playground, year round restroom.	

Grandy Lake Park
This primitive camping site is located off Baker Lake Road about five miles northwest of Highway 20. It is well used by hunters and anglers. Seasonal camping (April 1 - Oct 31) is on a first-come first-serve basis. The Scott Paper Company of Everett, Washington donated this 22-acre site to be used solely for public recreational purposes on December 18, 1979.

Howard Miller Steelhead Park
106-acre campground and open space in Rockport. Includes cultural artifacts, bald eagle viewing, and base camp for Upper Skagit Valley adventures. Site has BBQ's, boat launch, camping with hook-up sites, fishing, nature area, picnicking, covered picnic shelters, playground, restroom, showers, hiking, handicapped accessible, and can be reserved through reservations. Facilities include: 7 Tent sites, 3 RV sites w/o hookups, 30 RV sites with electric only, 19 RV sites with water & electric, 2 Adirondacks (up to 8 persons), 3 restrooms (two have showers), a clubhouse with sink and cooking facilities, a covered picnic area, and trailer waste station. Approximately 80 acres of the park is open space lands with non-motorized trails. The Sauk Reach Trail can be accessed on the west side of the park. An interpretive Center is open during the winter months.

Lake Erie Boat Launch
This site is 1 acre. It has a boat launch with parking, temporary restrooms and fishing opportunities. The park is part of a partnership between the Washington Department of Fish and Wildlife, and SCPR. The WDFW maintains the boat launch and lake, while SCPR provides turf management and waste removal services.

Padilla Bay Shore Trail
This 15-acre site includes a 2.2-mile interpretive trail from Bay View along the dikes of Padilla Bay. Limited to hiking, biking, and non-motorized vehicles. There are portable toilets and ADA access. Parking is located at the North and South trailheads. This park property has a co-management agreement between SCPR, Dike District 13, and the DOE. Hunting is allowed from the trail.

Pomona Grange Park
A 15-acre park bordered by Friday Creek and the state fish hatchery. Old growth forest environment, interpretive nature trail, portable toilets, picnic shelter, BBQ, and picnic tables.

Sauk Park A primitive 30-acre overnight camping park (May 1 - Oct 31). Park has magnificent views, fishing, nature area, picnic area, hiking and portable toilets, as well as Sauk River frontage.	
Skagit Valley Playfields 25-acre park with 4 championship softball fields, baseball field (Dream Field) and stadium, one soccer field, BBQ's, picnicking, picnic shelter, playground, restrooms, concessions building, jogging/hiking trail, and ADA access. Located at the northeast corner of Skagit Valley College, the playfields are accessed from Martin Road.	
Swinomish Boat Launch This park is located off Highway 20, below the east approach to the bridge over the Swinomish Channel. This site has a popular boat launch for recreating in the Puget Sound or exploring the San Juan Islands. It is 3 acres large and has Swinomish Channel frontage, a picnic area, restrooms, a large parking area and two boat ramps. Surrounding zoning includes both agricultural and industrial.	
Young's Park This site is located at the northern edge of Guemes Island, off Guemes Island Road. It is a 13-acre day-use waterfront park with BBQ's, a nature area, picnicking, saltwater access, a seasonal restroom, ADA access, a trail, and a kayak launch. The San Juan Islands and Mount Baker can be viewed from the Northeast side of the park.	

SCPR'S COMMUNITY PARKS

Allen Park
This park is situated on school property and is located on a triangular parcel between Chuckanut Road and Avon-Allen Road. Although this site is considered a County park, the school district retains ownership of the land. The school district also contributed funding to this site and provides facility mowing. The site includes a youth softball field, youth baseball fields, soccer fields, two parking areas and a portable restroom. The field also provides a practice facility for lacrosse.

Burlington-Edison Park
25-acre park with athletic fields and 3/4 mile surfaced jogging trail. Site includes softball/baseball fields (primarily youth), soccer, tennis, fitness trail, shelters, picnicking areas, playground and restrooms.

Clear Beach
Skagit County Parks and Recreation opens Clear Lake Beach year round for sunbathing and fishing during the summer. Park amenities include a seasonal boat/fishing dock, boat rentals, a snack bar, grills, basketball hoop, playground, volleyball court, three docks, two waterslides, and restrooms with lockers. The lake contains a diversity of fish, including Rainbow Trout, Largemouth Bass, Yellow Perch, Cutthroat Trout and Catfish.

Conway Park & Conway Ball Fields
This park is located adjacent to the bridge over the South Fork of the Skagit River near Conway. It has 3 acres of Little League ball fields on the South Fork Skagit River frontage, a boat launch, fishing, a picnic area and a seasonal restroom. The boat launch is very popular during fall salmon migrations. It is the last maintained boat launch with parking available on the South Fork of the Skagit River.

Guemes Island Playground
This site is located near the intersection of Guemes Island Road and Eden's Road. A former school site, the County took it over in 1978. It contains an ADA accessible playground and picnic area, a tennis court, youth baseball field, grass volleyball court, basketball court, a Philip McCracken sculpture, parking and some undeveloped property to the south.

Samish Island Playground
This rural park is located off Halloran Road just west of Roney Road on Samish Island. The land was donated to the County from the Samish Island Community Club, whose members constructed the improvements. The site includes a playground, tennis court, basketball hoops, restroom building, picnic tables, and multi-purpose field.

SCPR'S NEIGHBORHOOD PARKS

Cleveland Park
This 1-acre park consists of a full length basketball court, a playground and a picnic area.

SCPR'S OPEN SPACE & UNDEVELOPED PARKS

Big Rock: Richard M. Hoag Memorial Open Space Park
Approximately 13-acres of rocky hilltop in the midst of surrounding lowlands. There are beautiful 360 degree views from the top. Access is an issue that will need to be addressed.

Cascade River Park
This is a primary forest in the riparian of The Cascade River. The riverfront parcel includes 40-acres of undeveloped parkland. The timber was extracted from this site in the nineties.

Frailey Mountain Park
This park is 400 acres in size and was acquired for use as a shooting and training range a wide range of weaponry.

Hansen Creek Park
This property contains 3-acres of undeveloped linear parkland with Hansen Creek frontage.

Northern State Recreation Area
Skagit County acquired the 726 acre Northern State Recreation Area northeast of Sedro Woolley. In 2000, a Masterplan was prepared that includes trails, ball fields, play areas, campgrounds, equestrian center, and environmental education and interpretation sites. Natural resources on the site include Hanson Creek with associated wetlands and tributaries and Red Creek. Over 500 acres of the site will remain undeveloped to support the wildlife.

Pilchuck Forest This 81-acre property was once owned by a timber company and is now in Open Space. The property is primarily deciduous with tall cottonwood, numerous willow and alder, and scattered evergreen. A portion of the Centennial trail meanders through the property.	
Pressentin Park This park is located off Highway 20, near Marblemount. The site is 40-acres and includes wooded areas, large open terraces, Skagit River frontage, and Highway 20 access. Pressentin has a network of meandering trails and is a popular destination for watching wildlife. Free parking is available at the Shell station nearby.	
Rexville This is a .5 acre rock outcrop overlooking the fertile Skagit Valley farmlands. It is currently undeveloped. The view of surrounding farmlands and Cascade Mountains would make for a picnic location.	
Sharpe Park /Montgomery-Duban Headlands A loop trail of 2 ½ miles throughout 115 acres of natural open space featuring excellent wildlife viewing opportunities as it meanders along an open wetland, on onto a rocky bluff. The park contains a picnic area, benches, hiking, and portable toilets.	
Squires Lake Park A 57.19 acres day-use hiking park with parking lot. The park is part of a partnership with Whatcom County with shared management. There are hiking trails, benches, the lake and wetlands.	

The countywide recreational facilities inventory includes facilities managed by private, city, county, and state organizations. Most of the facilities reside within city and county owned parklands.

COUNTYWIDE RECREATION FACILITIES INVENTORY

Senior Baseball Fields:

Senior baseball fields are regulation in size (90' base paths). In Skagit County, the senior baseball programs are managed by several organizations. SCPR manages the American Legion Tournaments. Organizations managing programs include Skagit Valley College, the local high school, Junior and Senior American Legion, Babe Ruth, Sandy Koufax, and Senior Little League. Currently, there is a total of 12 Senior Baseball Fields.

Youth Baseball Fields:

Youth baseball fields are little league sized (60' base paths). In Skagit County, there are several organizations involved in youth baseball. These include four Little League groups (South Skagit, Burlington-Edison, Sedro-Woolley, and Anacortes) and the YMCA. SCPR manages the summer baseball camps. The majority of the inventoried fields are nothing more than playgrounds with a chain link backstop.

Currently, there is a total of 53 Youth Baseball Fields.

Softball Fields:

The softball program in Skagit County is managed by several organizations. This includes but is not limited to Skagit County Parks and Recreation, Skagit Valley College, the local high schools' fast pitch teams, The City of Mount Vernon, and private tournament providers.

Currently, there is a total of 25 Softball Fields, 7 of which are available to adults.

Adult/Junior Soccer Fields

The soccer program in Skagit County is managed by several Youth Soccer organizations. This includes but is not limited to Skagit Valley College and the local high schools teams, Skagit County, City of Anacortes, City of Burlington, and private groups.

Currently, there is a total of 40 Adult/Junior Soccer Fields.

Youth Soccer Fields:

The youth soccer program in Skagit County is managed by several youth soccer organizations. This includes but is not limited to the local high schools, Skagit County, City of Anacortes and private groups.

Currently, there is a total of 33 Youth Soccer Fields.

Football Fields:

The football fields in the county are being maintained and provided primarily by the city school districts.

Currently, there is a total of 11 Football Fields.

Day Use/Group Picnic Areas:

Description: There are 20 group picnic areas in Skagit County. Excluded in this inventory are individual picnic units. Individual picnic sites are difficult to inventory and can be added to almost any park or recreation area. Group picnic areas, on the other hand, are a larger investment and require more land than a traditional picnic unit. There has been expressed interest in having picnic shelters of various sizes at most Skagit County Parks.

Currently, there is a total of20 Day Use/Group Picnic Shelters.

Public Swimming Pools:

There are two indoor swimming pools in Skagit County. In Anacortes, the Fidalgo Pool and Fitness Center operates year-round and is dependent on a special levy voted on by Fidalgo Island residents every six years. In Mount Vernon, the YMCA provides swimming opportunities at their facility.

Year round swimming opportunities is limited to 2 Public Swimming Pools.

Outdoor Swimming Areas:

Skagit County no longer provides for sanctioned swimming at Clear Lake. Numerous lakes throughout the county present unsanctioned summer swimming opportunities for people who choose to swim at their own risk.

Indoor Recreation Center:

Although several multi purpose rooms, small indoor facilities, senior centers, and other spaces are used to stage recreational enrichment opportunities, there is currently not an indoor recreation center in Skagit County.

Boat Launches:

There are at least 8 saltwater ramps, 9 river ramps, and 18 lake ramps available to Skagit County residents. Two new boat ramps will be constructed along the Skagit River in 2012.

Currently, there are a total of at least 35 boat ramps.

Public Shoreline:

There are 17 locations for saltwater shoreline access areas in Skagit County, some of which are only available by boat. There are 7 locations to access lake shorelines, and at least 7 areas to access streams.

Currently, there is a total of at least 30 shoreline access points on Skagit County waters.

CHAPTER 4

SCPR GOALS AND OBJECTIVES

MISSION STATEMENT

It is the mission of Skagit County Parks and Recreation Department to provide high quality recreational services, facilities and parks to our customers and the citizens of Skagit County. This is exemplified through professional staff, cost effectiveness, community leadership and customer service.

A. Vision and Overall Goal:

- To provide a wide variety of well organized, cost effective, community enriching, recreation programs for all Skagit area residents.
- Develop, renovate, and acquire a system of parks, recreational facilities, and open space that is attractive, safe, functional, and accessible to all citizens of Skagit County.

B. Priority Goals:

Skagit County citizens value the long-term benefits of parks and recreation. It is important to retain the connection with the outdoors and the wildlife it hosts as well as provide for passive and active recreation activities for the citizens. This will be done by acquiring, maintaining, and/or preserving a network of parks that provide diverse recreational opportunities for all residents.

ADMINISTRATION DIVISION GOALS

To provide the support and leadership necessary for all staff to conduct excellent work within the Parks, Recreation & Fair missions. Administration goals are listed under three categories; Director, Management and Administrative Services.

Director Objectives:

- To create and facilitate a unified department whereby all divisions (Parks, Recreation, and Fair) are linked through a central mission of the Parks and Recreation department.
- To empower and lead department personnel to professional success.
- To listen and respond to the needs and concerns of the community as it relates to the Parks and Recreation issues.

- To ensure financial integrity of the department that encourages cost savings while sustaining quality services.
- To seek and create department efficiencies by pursuing additional funding sources.
- To promote a vision of the Parks and Recreation department that meets the needs and interests of our community.
- Encourage community support through positive and responsive image of the Skagit County Parks, Recreation & Fair department.

Administrative Management Objectives:

- To ensure successful facilitation of division goals and expectations.
- To maintain quality control in all aspects of the Department.
- Provide support, guidance and staff development for division personnel.
- Develop and maintain protocols and procedures necessary to meet County government directives and public expectations.
- Develop and maintain new programs and events in response to department goals.

Administrative Services Objectives:

- To provide superior and accessible customer service to the public and all County departments in a professional, informative and timely manner.
- Adhere to county procedures and protocol in performing day to day support functions that include but are not limited to customer service, registration, scheduling, payroll, purchasing, and community coordination.

PROJECTS AND PLANNING GOALS

Develop, renovate, and acquire a system of parks, trails, recreational facilities, and open space that is attractive, safe, functional, and accessible to all citizens of Skagit County.

Project Planning Objectives:

- Work with citizens to clearly identify desired new or improved facilities.
- Develop multi-year plans that can be realistically implemented and funded.
- Incorporate community input throughout project development and planning.
- Identify regional standards and trends in recreation for consideration in park planning.

- Engage in ongoing dialogue with city, state, and federal government to assure a coordination of policy plans, goals, and objectives, including the continued discourse of subarea plan processes.

Project Implementation:

- Complete capital projects in a time efficient manner and within budget..
- Use parks operation staff where feasible to provide project cost saving.
- Protect local economic interests by not duplicating services that are being met by the private sector.

Community Relations:

- Communicate with community on the status of current and projected projects.
- Work with community representatives or individuals to facilitate project ownership, and possible cost savings.

Project Funding:

- Identify and secure grant sources for park development.
- Work with private, non-profit, and public partners to share cost and use of facilities.
- Establish consistent revenue stream for project development.

RECREATION DIVISION GOALS

Provide safe and affordable community enhancing recreation programs that offer indoor and outdoor, active and passive recreational opportunities for all residents. Be both visionary and reactionary in developing new programs and identifying community recreation needs. Work with administration and parks divisions to develop and enhance recreation facilities for community use.

Recreation Division Objectives:

- Increase the participation hours in recreational programs.
- Expand revenue generating programs.
- Increase revenue opportunities i.e. donations, fees, and charges as market allows.
- Form partnerships with other agencies and/or non-profits where feasible to assure the needs of Skagit County residents are being met.

PARK FINANCE GOAL

Develop financing strategies to address the need for regional and community park acquisition, development, maintenance, and stewardship.

Park Finance Objectives:

- Consider developing a GMA-based impact mitigation fee ordinance.
- Explore funding partnerships with public and private sources to assist in efforts for park acquisition, development, programs and maintenance.
- Work with outside Foundations to promote private investment in park acquisition and development.
- Work with the community to develop a new Parks, Recreation, and Fair Foundation to help support the department's objectives.
- Seek funding for new facilities and improvements to existing facilities through a variety of fund sources including capital reserves, real estate excise tax, grants, contributions, bonds, and/or levies.
- Consider consolidation of services with educational institutions and other community park providers.

TRAIL DEVELOPMENT GOALS

Provide a multi-use regional trail system, which connects to other county and municipal parks and community trail systems

Trail Development Objectives:

- Skagit County will work with other county, state, and city parks to establish links and connecting trails.
- Provide trails for pedestrians (including, where feasible, access for persons with disabilities), bicyclists, equestrians, and other trail users.
- Provide for linkages of population centers, community facilities, workplaces, neighborhoods, schools, recreation areas, open space and cultural/historical areas.
- Coordinate with other agencies to ensure a comprehensive approach to trail planning.
- Separate recreational trails from motorized vehicle traffic where feasible.
- Create a management policy for SCPR operated trails.

- Coordinate with regional subarea plan processes to assure trail connectivity objectives are being accounted for.

NATURAL RESOURCE GOALS

Promote preservation of natural areas to protect fish and wildlife habitat corridors, conserve open space, provide appropriate public access, and offer environmental education opportunities.

Natural Resource Objectives:

- Promote acquisition, preservation and responsible stewardship of suitable habitat on county park lands.
- Coordinate public and private efforts to identify and acquire key habitat parcels that help to preserve critical corridors.
- Explore techniques to preserve and protect forest lands in County ownership.
- Encourage partnerships with public and private organizations to assist in implementation, monitoring and research of impacts on sensitive county park lands.
- Utilize parklands, facilities, and programs to promote environmental education and encourage park visitors to become stewards of Skagit County's natural resources.
- Provide appropriate park access to natural resource areas to support environmental education programs.
- Provide interpretive facilities that make it possible for visitors to learn about natural resources through self-guided exploration.
- Provide outdoor classrooms and gathering places where appropriate in county parks to facilitate environmental learning programs.
- Encourage partnerships with local environmental education providers to promote programs and ensure that educational resources are efficiently employed.
- Provide natural resource information and environmental education messages at recreation sites to promote understanding and encourage responsible recreational use.
- Work with other agencies in coordination of a hazard mitigation plan, including fire risk assessment.
- Work with the Department of Natural Resources and local fire districts to coordinate fire suppression strategies for at risk urban-rural interface and intermix areas.
- Work with local fire marshals to ensure campground infrastructure is up to code and seasonal fire restrictions are implemented accordingly.

OPEN SPACE GOAL

Conserve Open Space corridors within and between urbanizing areas to define communities, provide recreation, and protect habitat.

Open Space Objectives:

- Participate with other county, state, federal, and non-profit agencies to develop a vision for habitat and open space corridors within urbanizing areas (inside or outside of UGA's) for use in planning, regulating, and developing livable communities.
- Coordinate planning efforts and initiate projects that meet multiple objectives, such as urban area greenway planning, transportation planning (including non-motorized), and storm water facility planning.
- Coordinate with regional subarea plan processes to assure open space objectives are being accounted for.
- Recognize the importance of open space lands to the aesthetic appeal and environmental value.

WATER ACCESS GOAL

Provide opportunities for water access and activities throughout the County.

Water Access Objectives:

- Identify future sites and partnerships to acquire additional salt water access sites along Salish Sea.
- Identify future opportunities for appropriate lakefront water activities at new park sites.
- Evaluate opportunities to develop new sites, or redevelop existing parks to expand water dependent activities at appropriate locations.
- Designate, maintain and promote aquatic trail opportunities and recreational experiences for users of kayaks, canoes, inflatable boats, pleasure boats, and small-non-motorized watercraft.

- Develop a plan to assess river access needs on Skagit River, utilizing partnerships with other agencies and providers.
- Acknowledge that the residents of Skagit County consistently rank waterfront connectivity as a primary need and continue to work on providing for all types of access, be it river, lake, or salt water.

SPECIAL USE GOALS

Provide facilities or dedicated use areas for single-use, indoor, emergent and/or specialized recreational uses, where feasible.

Special Use Objectives:

- Inventory and analyze developed parks and undeveloped park land for the feasibility of providing off leash dog areas.
- Support opportunities for indoor recreation.
- Identify opportunities to generate revenue through special use recreational facilities and programs.
- Continue to consider the need for a sanctioned and accessible recreational shooting facility.

CULTURAL/HISTORICAL GOALS

Promote the cultural and historic resources of Skagit County through parks and programs.

Cultural Historical Objectives:

- Work with communities, tribes and historical organizations to identify culturally and historically significant landscapes appropriate for inclusion into the Skagit County park system.
- Use site history and culture to create development themes and interpretive materials within existing SCPR operated parks.
- Recognize the historical significance of the Northern State Recreational Area (NSRA) from the various groups that have used the park over the years, including the Tribes, hospital patients, hospital farm-workers, recreationalists, and native wildlife.
- Reference revolutionary landscape architectural firm Olmstead Bros. plans and site designs for NSRA to ensure the components of their vision is preserved and carried forward.

ATHLETIC FACILITY GOALS

Provide youth and adult athletic facilities throughout the county.

Athletic Facility Objectives:

- Skagit County Parks and Recreation shall pursue partnerships with local cities, school districts, special service districts and qualified nonprofit organizations to provide local youth and adult athletic facilities.
- Skagit County Parks and Recreation shall identify opportunities for partnerships with local school districts for the capital construction and maintenance of youth athletic facilities at local schools.
- All partnerships shall ensure that open public access will be provided to land and facilities in public ownership. Limitations on public access, however, may be placed upon the facility subject to design considerations, and/or preferential scheduling of the organization involved.
- Partner with the local college to ensure adequate facilities are made available for youth sports. College athletic programs for young adults should be supported solely by the college.

ACQUISITION AND DEVELOPMENT GOAL

Acquire and develop parks and recreation facilities and open space areas to meet the needs of the public within available resources.

Acquisition and Development Objectives:

- Coordinate and cooperate with both public and private sector interests to further park and recreation opportunities.
- Coordinate park planning and land acquisition efforts across jurisdictional boundaries and consider existing and planned infrastructure, population served, environmental constraints, and available resources.
- Work with non-profit recreation providers to enhance the quality and quantity of available recreation facilities.
- Make acquisition and development of water property for parks, trails, and open space a high priority.
- Acquire and develop regional parks and secure open space in rural areas as opportunities to meet the other goals set forth in this plan.
- Assure the acquisition of parkland for community parks, neighborhood parks, water access and trails in Urban Growth Areas and rural subareas.
- Ensure new sites respond to community's needs and/or demands, and are unique and/or are part of linked open spaces.
- Consider acquisition which provides habitat and/or recreation connectivity. Support efforts to facilitate an open space corridor between The Anacortes Community Forest Lands and Deception Pass State Park, as called out in planning documents dating back to the early seventies.
- Acquire lands and place into open space reserves until future uses can be changed to fit the modern day needs.

CHAPTER 5
FISH AND WILDLIFE HABITAT CONSERVATION

Skagit County is blessed with a high level of topographic and ecological diversity, from deep marine waters and coastal bluffs, to the sub-alpine and alpine zones of the North Cascades Mountains. Such diversity naturally brings a wide array of wildlife species and habitats. Though the amount and location of productive wildlife habitat has been altered , there remain large protected areas and many places, which retain high wildlife habitat values. A variety of agencies and private groups are moving to protect special species and habitats
In recent years, the Washington State Legislature passed a law related to wildlife and recreation statewide. Their basis for this law was:

- ". . . Washington possesses an abundance of natural wealth in the form of forests, mountains, wildlife, waters, and other natural resources, all of which help to provide an unparalleled diversity of outdoor recreation opportunities and a quality of life unmatched in this nation. ... As the state's population grows, the demand on these resources is growing too, placing greater stress on today's already overcrowded public recreation lands and facilities, and resulting in a significant loss of wildlife habitat and lands of unique natural value.
- ... Public acquisition and development programs have not kept pace with the state's expanding population.
- ... Private investment and employment opportunities in general and the tourist industry in particular are dependent upon the continued availability of recreational opportunities and our state's unique natural environment.
- ... If current trends continue, some wildlife species and rare ecosystems will be lost in the state forever and public recreational lands will not be adequate to meet public demands.
- ...There is accordingly a need for the people of the state to reserve certain areas of the state, in rural as well as urban settings, for the benefits of present and future generations.

It is therefore the policy of the State to acquire as soon as possible the most significant lands for wildlife conservation and outdoor recreation purposes before they are converted to other uses, and to develop existing public recreational land and facilities to meet the needs of present and future generations."

In implementing this law, the Washington Recreation Conservation Office (RCO) was given the responsibility to administer grants allocated by the State to accomplish the intent of the Act. Half of the allocated funds go to the Committee's general recreation grants fund. The other half is allocated to a "habitat conservation fund". The grants are matching grants, meaning they require the applicant to provide at least half of the project cost.

To compete for habitat conservation grants, the County must also have an approved Habitat Conservation Plan on file with the RCO, or include habitat conservation element in their parks and recreation plan. This section is intended to fulfill this requirement.

During the 2009-2011 biennium, a total of $42 million was appropriated to the Washington Wildlife and Recreation Program (WWRP), with $22.5 million (50%) allocated to the habitat conservation. Of the $22.5 million, 35% is allocated for critical habitat, 20% is allocated for natural areas and 15% is allocated for urban wildlife habitat. The remaining 30% is discretionary. With the current $45 million allocation, at least $3.375 million will be available for urban wildlife proposals. Skagit Park lands located on the Skagit River and many of its tributaries are eligible for Salmon Recovery Funding Board (SRFB) grants. SRFB funds are used for both land acquisitions and habitat restoration.

The RCO defines "urban wildlife habitat" as those areas that:

- Provide habitat for wildlife species, food fish, shellfish, or freshwater or marine fish in close proximity to a metropolitan area,
- Serve as a corridor for wildlife movement in existing population areas,
- Include and encourage public use for wildlife interpretation and education.

Grant funds can be used for acquisition and/or development. Facility development is limited to items such as fencing, interpretive or observation trails, interpretive signs or kiosks, restrooms, parking, and creation or enhancement of habitat. An agency cannot submit proposals that involve renovation of an existing facility.

HABITAT ELEMENT REQUIREMENTS

Since passage of the Act, the RCO has been developing and refining the criteria for eligibility for habitat conservation grants. The habitat conservation element must:

- Describe and assess habitat types, species of interest, threats, ownership(s) and historical trends (gains or losses). A map depicting the distribution of these habitat elements in the local, state, federal, and private communities must be included. Use existing information to the greatest extent possible.

In addition to this criterion, the plan must include:

- A statement of the agency's habitat conservation acquisition, development and management goals and objectives;
- An inventory, or assessment of applicant-managed lands with critical habitat, natural area, and urban wildlife habitat values;
- A description of the public involvement process;
- An analysis of public needs and land demands;
- A list of proposed acquisition and development projects.

The RCO suggests several resources to assist in preparation of the element, including Growth Management Act (GMA) planning products and the State's Priority Habitats and Species (PHS) information. A PHS summary map is available for the County. Another suggested tool is an experimental process called GAP Analysis, which is a method to classify wildlife habitats currently being utilized by the Washington State Department of Fish and Wildlife.

PROCESS

The purpose of this Wildlife Habitat Conservation Element is to lay the groundwork for Department qualification for Washington Wildlife and Recreation Program grants. In addition to this process, Skagit County is required under GMA to identify "fish and wildlife conservation areas," which is contained in the Environment Element of the Skagit County Comprehensive Plan.

It should be recognized that areas identified in the Environmental Element to the Skagit County Comprehensive Plan will likely result in citing constraints for the development of recreational facilities identified in the park and recreation plan. The Planning and Community Development Department has completed a critical areas ordinance to address the classification, designation and protection of critical areas as mandated in the Growth Management Act and articulated under WAC 365-190. Under certain circumstances, this ordinance may influence the citing or preclude areas from recreational development.

The process used in preparation of this Element was limited to a summary of existing information related to fish and wildlife and discussions with local agency representatives. Public priorities for fish and wildlife conservation were addressed through a County-wide Parks and Recreation Survey, three community workshops, discussions with a 21-member Citizens Advisory Committee, and public hearings held during plan adoption.

HABITAT TYPES AND SPECIES

RCO guidance suggests categorizing habitat types according to a system being utilized by the Washington State Department of Fish and Wildlife. This system includes four major categories of

habitat; terrestrial, marine, estuarine, and freshwater. This discussion is organized by the four main habitat types, with discussion at the second level where appropriate.

Overall habitat distribution in Skagit County can be generalized as shown below. Approximate acreages of these habitat types are shown in Table 5.1. It should be noted that both the figure and table likely underestimate the relative proportion of estuarine habitat in the County, since upstream boundaries of estuarine habitat are extremely difficult to determine.

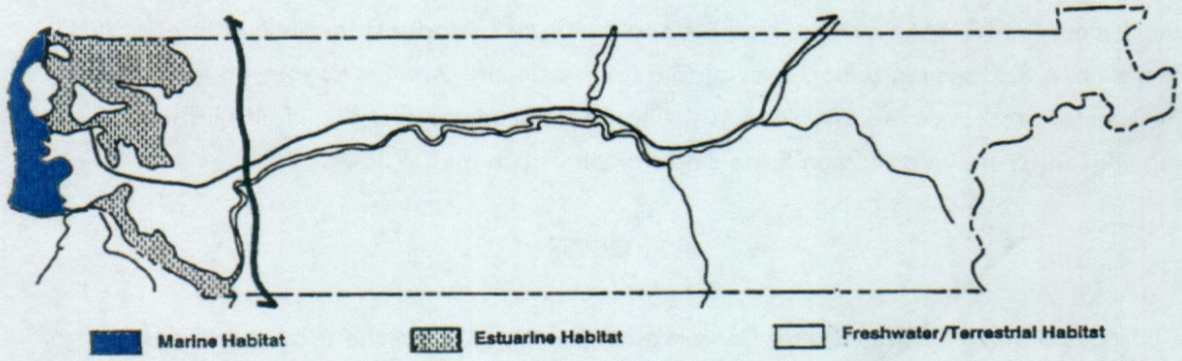


Figure 5.1
Habitat Distribution
Skagit County, WA

Table 5.1
Generalized Habitat Distribution
Skagit County, WA

Habitat Type	Approximate Acreage	Percent of Total
Marine	23,531 ac.	1.9 %
Estuarine	78, 053 ac.	6.4 %
Freshwater	122,671 ac.	10.1 %
Terrestrial	987,329 ac.	81.5 %
TOTAL	**1,211,584 AC.**	**99.9 %**

Sources: Skagit County Department of Planning, JC Draggoo & Associates

The following text describes each of the main habitat types in Skagit County, provides an overview of species present, and discusses related trends and concerns.

MARINE HABITAT

Description:
Marine habitats are deep-water areas beyond the estuarine zone. According to the RCO classification system, these zones extend landward to the upper limit of wave spray. They have higher salinity levels and colder water temperatures than estuarine zones.

In Skagit County, the marine zone extends west from the western shore of Cypress and Fidalgo Islands to the western County line. The remainder of the County's tidal and intertidal areas is considered to be estuarine.

Species and Conditions:
Species, which typically inhabit marine zones, include harbor seals, orca whales, kelp and other varieties of seaweed, various species of fish and marine invertebrates. Sea birds frequent these areas, as do migrating salmon, steelhead, and whales.

The straits of northern Puget Sound, general, are considered to be components of a very complex and productive ecosystem. The Sound is home to at least 211 species of marine and anadromous fish, as well as a variety of other sea creatures. The open channels, rocky outcrops and islands, and large bays provide wintering and breeding habitat for marine birds including gulls, loons, grebes, cormorants, and a wide variety of diving birds (e.g. auklets, guillemots, murres, puffins, and oyster catchers).

The water quality of Northern Puget Sound is a major concern of its residents and critical for the survival of Puget Sound marine life.

ESTUARINE HABITAT

Description:
Estuaries are areas between the marine zone and & freshwater habitats. According to the RCO classification system, waters in these areas have lower concentrations of salts than marine zones (less than 30 parts per thousand). This includes sub-tidal and intertidal zones, as well as lagoons, sloughs and channels, which meet the salinity criteria. Typically, estuaries are shallower and have warmer water temperatures than marine zones.

The dividing line between estuarine and freshwater habitats is defined by RCO as where ocean salt concentration becomes extremely low (0.5 parts per thousand). The dividing line between estuarine and terrestrial habitats is the upper limit of saltwater influence.

In Skagit County, the estuarine zone extends from the eastern edge of the marine zone upstream to a likely maximum of about 5 miles. Many factors affect salinity levels, including the amount of freshwater entering the area, the strength of the tides, and the resulting amount of mixing of fresh and salt water. Salinity is almost never constant at any one point, and varies with depth. The best indicator is not absolute salinity, but the types of animals and vegetation associated with these areas. Some studies have been made of the North Fork of the Skagit River that indicates average salinity levels may drop to 5 ppt near the North Fork Bridge, approximately 3.5 miles upstream of its outlet.

Species and Conditions:

The estuarine areas of Skagit County include Samish, Padilla, Fidalgo, Skagit, and Similk Bays, and a variety of sloughs and saltwater wetlands. These areas support over 50 types of fish, 100 types of shorebirds, 40 types of marine algae, 200 small marine animals, and several types of large marine mammals. Some familiar types include: jellyfish, anemones, marine worms, marine snails, limpets, clams, cockles, oysters, mussels, barnacles, crabs, starfish, urchins, sea cucumbers, and sea squirts. Fish species include; dogfish, herring, anchovy, salmon, sea-run trout, and smelt. Familiar birds include; loons, grebes, cormorants, herons, egrets, swans, geese, brants, a variety of ducks, sandpipers, gulls, murrelets, puffins, and others.

The Pacific Coast Joint Venture group has identified various areas along the Pacific Coast as targets for ecological restoration and enhancement. The Skagit River Estuary is considered their top priority in their five-County "Northern Washington Bays and Straits Focus Area" (Whatcom, Skagit, San Juan, Island and Snohomish Counties). It is identified as one of two first-step priority areas in the United States, due to both its high current estuarine and upland value and opportunities for enhancement.

The Skagit complex supports a winter population of over 40,000 Wrangell Island Snow Geese, the largest wintering population in the world. It is the most important wintering area in Washington for Trumpeter and Tundra Swans, supporting 86% of two species of wintering ducks, and is a feeding area for about half the brants and geese migrating on the Pacific Flyway. The Joint Venture group recommends additional habitat acquisition in both the Skagit Delta and Similk Bay.

State priority wildlife habitats and species in and/or directly dependent on the estuarine zone include bald eagle, seabirds, waterfowl (including heron), osprey and priority estuary areas. Priority fisheries habitats and species in and/or directly dependent upon the estuarine zone

include spawning areas for smelt herring, and perch, as well as salmon feeding areas, and downstream portions of salmon and steelhead migration routes. Padilla Bay includes the largest known eelgrass "meadow" in coastal Washington. This meadow supports a diversity of creatures, including 20,000 Black Brant (sea goose), which winter in the area and feed on eelgrass. Winter duck populations in Padilla Bay typically number 50,000, with counts as high as 120,000.

Bald eagles feed on upland creatures, as well as taking dead fish and organisms from the estuarine zone. They have also been observed hunting and killing ducks. Many eagles winter in the areas adjacent to the estuarine zone, and some are year-round residents.

FRESHWATER HABITAT

Description:

Freshwater habitats are those lakes, rivers, creeks, and wetlands, not included in the previous categories. They have a low ocean salt content, and support different types of species than estuarine and marine habitats. They include the open water areas, as well as wetland-associated vegetation. Unlike the RCO classification system, which limits the river portions of these habitats to the river channel, river freshwater habitats are considered to extend to the edge of the active floodplain.

In Skagit County, the Freshwater zone extends from the upstream boundary of the estuarine zone to the upstream point of mapped perennial and intermittent streams, and includes lakes, streams and wetlands mapped in the County's freshwater features database. The Skagit River Watershed drains the North Cascades mountain range of Washington, USA and British Columbia, Canada. The watershed encompasses 8,270 km2 and is the largest watershed in the Puget Sound Basin, providing over 30 percent of all freshwater flowing into the sound. The Samish river drains an area of 139 square miles (360 km^2) between the Skagit River basin on the south and the Nooksack River basin on the north. The Samish River has runs of seven Salmon and two other salmonid species including: Spring/Winter Steelhead, Summer Sockeye, Fall Chinook/Chum/Coho, and year-round runs of Cutthroat, and Dolly Varden.

Species and Condition:

Wildlife species typically associated with freshwater ecosystems include mammals and birds that live in these areas or are dependent upon them for food (beaver, river otter, ducks, osprey, frogs, salamanders, etc.), as well as terrestrial and aquatic insects, and resident and migratory fish species (bass, trout, salmon, steelhead, etc.). Notable river fish species in Skagit County include Coho, Chinook, Pinks, Sockeye and Chum salmon, Steelhead, and Shad (migrating species), and

trout, whitefish, bass, perch, crappie, catfish, and sturgeon. Many lakes in the County are stocked with trout.

The Skagit River system is the largest basin draining to Puget Sound. Its fishery is of national significance, with five species of salmon, three species of sea-going trout, a nationally-renown sport steelhead fishery, and a variety of resident fish. The system provides an estimated 30% of the young anadromous fish entering the Sound, and is an important fishery to Indian tribes and groups granted fishing rights to it. In 2002, the commercial value of the fishery was estimated to be $8 million in odd-numbered years (when pink salmon migrate) and $3.3 million in even-numbered years.

Martha Lake, Barney Lake, and Debays Slough provide important wintering habitat for Trumpeter Swans, and attract many wildlife watchers from November through March. About 20 heron rookeries are known to exist in Skagit County, supporting populations of both green and blue herons, dependent upon nearby freshwater and estuarine wetlands for food.

Side channels, tributaries, and adjacent wetlands provide important spawning and rearing habitat for resident and anadromous fish species. Especially important areas include Minkler Lake and Carey's Creek Slough, Sauk River, Illabot, Day and Finney Creeks, all in upper Skagit River system.

WDFW priority species and habitats within this zone include harlequin ducks, bald eagles, osprey, and areas outlined as riparian priority habitat. Riparian zones are considered to be some of the most productive wildlife habitat available. They provide all elements needed for many species, including food, cover, water, and many species are dependent upon riparian areas for reproducing.

In general, Skagit County's freshwater habitat is considered to be in relatively good condition in comparison to other, more urban, counties with much of the forest land in public ownership. As with estuarine habitats, development pressure near water sources (and overall) will increase potential for increased sedimentation, contaminants, and removal of streamside vegetation.

TERRESTRIAL HABITAT

Description:

Terrestrial habitats generally include all areas not included in the preceding categories. Basically, they are upland areas, above the marine, estuarine, and freshwater zones.

Species and Condition:

Species that typically inhabit terrestrial habitats include a variety of insects, amphibians, reptiles, large and small mammals, lowland and upland birds, and other creatures, which live in, or are otherwise dependent upon terrestrial habitats. Big game species in Skagit County include deer, elk, bear, mountain goats, and cougar. Upland game species include grouse, rabbit, and pigeon. Many species such as eagles, osprey, and murrelets use other habitats for foraging, building their nests in upland locations.

Washington has the largest population of wintering bald eagles in the lower 48 states, with most found in forested areas west of the Cascades, and the largest concentration (approximately 15% of State total) on the Nooksack River (Whatcom County). The upper reaches of the Skagit River (typically between Rockport and Marblemount) are a popular wintering area for the eagles, which feed on the spawned-out salmon carcasses lining the river.

Nesting, roosting and perching habitat requirements vary, but roosting areas are typically in areas protected from the weather, used only at night, and located in tall, trees in or near riparian areas. Nesting habitat is typically in mature trees that dominate the surrounding forest and have large horizontal branches.

USFWS

Padilla and Samish Bays support one of the largest known wintering populations of peregrine falcons in North America, including one endangered subspecies. Ten types of raptors (i.e. prey-birds, like owls, hawks, eagles, etc.) winter in the western portion of the County. Wintering birds include peregrine, merlins, and snowy owls. It is reported that all five species of falcon have been observed in the Padilla Bay area on the same day. Since many of the marine islands are in the rain shadow of the Olympic Mountains, they support some species (such as golden eagles) that are not typically found in other portions of western Washington.

Big game winter range areas are essential to maintaining deer, elk and mountain goat populations. During average to mild winters, these animals can usually find food and cover up to 3,000 feet in elevation. During severe winters, however, forage and cover at or below 2,200 feet is critical. The most important component of winter habitat is thermal cover, typically provided by mature forest areas. Deer and elk winter range is typically associated with drainages and their adjacent riparian areas. Mountain goat winter ranges are typically steep rocky slopes of 40 degrees or more, or mature forest stands in lower areas.

WDFW priority species directly dependent upon the terrestrial zone in Skagit County include: grizzly bear, gray wolf, Roosevelt elk, northern goshawk, peregrine falcon, spotted owl, bald eagle, marbled murrelet, osprey, pileated woodpecker, and Townsend's Big-Eared Bat.

PRIORITY HABITATS AND SPECIES

In order to assist counties and other agencies in incorporating wildlife concerns into their planning process, the Washington State Department of Fish and Wildlife developed the Priority Habitats and Species Program. Through this program, state biologists have generated countywide maps of areas used by high-priority wildlife species, as well as high priority habitat areas. Priority habitats are areas that are valuable for the number and/or diversity of species present, are important breeding, travel, or foraging areas, or are rare and/or vulnerable. Priority species include those wildlife species with populations that are currently or potentially threatened with extinction, as well as those that are highly sensitive to habitat loss.

Priority Habitats and Species are mapped in detail, on 7.5-minute USGS quadrangle base maps. Skagit County includes at least 10 of the possible 24 priority habitat areas, as well as confirmed sightings of at least 12 of 60 priority species. These are listed in Table 5.2 below.

Table 5.2
Priority Habitats and Species
Skagit County, WA

Priority Habitats	Priority Species
Caves	Bald Eagle
Cliffs/Bluffs	Golden Eagle
Estuarine Zone	Grizzly Bear
Riparian Area	Harbor Seal
Snag-Rich Area	Harlequin Duck
Urban natural Open Space	Marbeled Murrelet
Wetlands	Northern Goshawk
Critical Spawning Habitat for Resident Species	Osprey
Anadromous Fish Runs	Pileated Woodpecker
Resident Fish Reaches	Rocky Mountain Elk, Townsend's Big-Eared Bat, Trumpeter Swan

Figure 5.2 is a summary of large priority habitat areas. As shown, these occur primarily along coastlines, river corridors, and the upper elevations in the northern and eastern portion of the County. It should be noted that there are many small priority habitat areas (notably wetlands) interspersed throughout the County that are too small to map at this scale.

Concerns in the coastal areas are primarily related to seabird colonies, estuarine habitat, eagle, peregrine, and shorebirds (heron, etc.). Concerns in river areas focus upon priority riparian habitat, harlequin duck habitat, eagles and osprey. Concerns in upland areas focus upon bats, elk, grizzly and wolf.

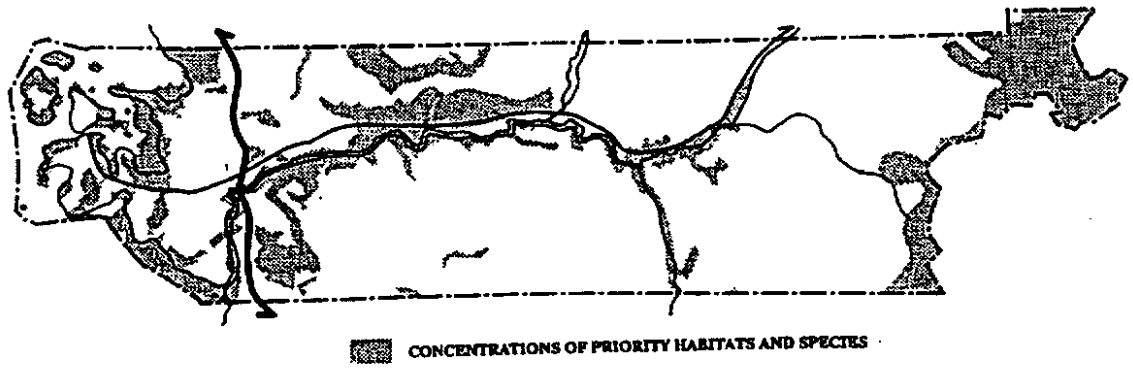


Figure 5.2
Concentration of Priority Habitats and Species
Skagit County, WA

Figure 5.3 shows major land ownerships in Skagit County. A comparison of the two figures shows much of the priority habitat lying outside the large blocks of public land in Skagit County, notably the river corridors, and areas on the valley floor.

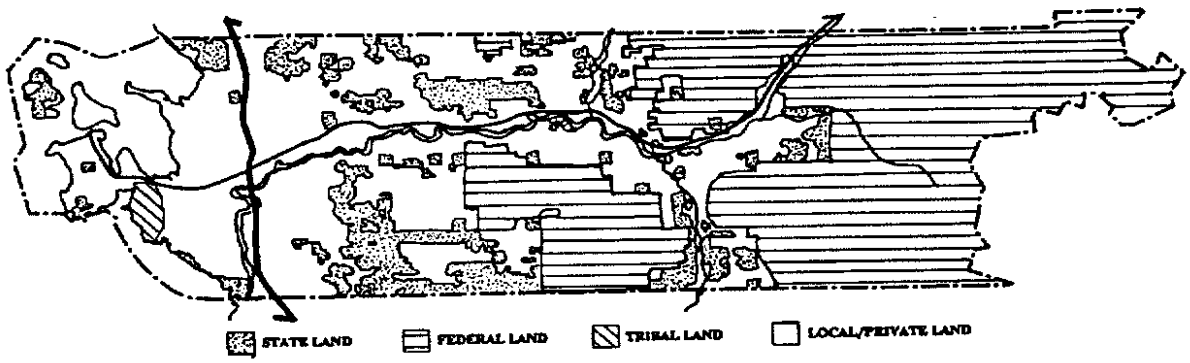


Figure 5.3
Major Land Ownership
Skagit County, WA

One PHS designation is especially relevant to requirements under the WWRP program. These are the areas outlined as UNOS (Urban Natural Open Space). Criteria for these areas are as follows:

A priority species resides within or is adjacent to the open space and uses it for breeding and/or regular feeding, - and/or the open space functions as a corridor connecting other priority habitat areas, especially those that would otherwise be isolated, - and/or the open space is an isolated remnant of natural habitat larger than 10 acres and is surrounded by urban development. Local considerations may be given to open space areas smaller than 10 acres.

HABITAT PROTECTION MECHANISMS

There are a wide variety of regulations and programs active in Skagit County that relate to habitat protection, including:

- County GMA requirements for designating Critical Areas
- WDFW Priority Habitats and Species Program
- WDFW Bald Eagle Protection Rules
- Washington Endangered Species Program
- Requirements for Hydraulic Permits for projects affecting streams
- Forest Practices Rules and Regulations
- Wetland fill permit requirements under the Clean Water Act
- Shoreline Management Act Designations
- Project review requirements under the State Environmental Policy Act
- Required minimum stream flow under the Minimum Water Flows and Levels Act
- Efforts of the Puget Sound Partnership

In addition to these programs, a variety of agencies and private groups are moving to protect resources and habitat in Skagit County. Approximately 160 miles (almost 35,000 acres) of the Skagit, Sauk, Cascade and Suiattle Rivers are included in the National Wild and Scenic Rivers System. Portions of two Wilderness Areas and one National Park are within Skagit County. Washington State Parks and Washington Department of Natural Resources have lands in Skagit County that are maintained primarily for their open space and conservation values. The Padilla Bay National Estuarine Reserve covers 10,800 acres of Skagit County bay lands and uplands.

The Nature Conservancy, Washington State Department of Fish and Wildlife, US Forest Service, and Washington State Parks have purchased lands in the upper Skagit River corridor for bald eagle habitat. These purchases total about 6,000 acres. Seattle City Light recently purchased lands along the Nooksack and Illabot drainages for purposes of wildlife conservation. These conservation ownerships are all in addition to open space lands managed by the County and local agencies that provide wildlife and recreation habitat. Additional open space areas are proposed in County Growth Management Act (GMA) planning, and the County has designated "critical areas" for wildlife habitat under their GMA planning requirements.

Existing and proposed open space and conservation areas are shown on Table 5.3. These are areas where conservation of natural resources is the primary emphasis, and public access is carefully managed. For existing protected areas, acreages and ownerships are shown in Table 5.3. As shown, there are currently over 300,000 acres of public protected areas in Skagit County or about one-quarter of the County land base. This does not include privately owned parcels within the Wild and Scenic River Corridors or non-wilderness National Forest lands, nor does it include any trust conservation easement lands.

Table 5.7
Existing Conservation Areas
Skagit County, WA

Area	*Managing Agency*	*Acres Approx.*
Chuckanut Mountain	*Department of Natural Resources/ Washington State Parks*	*3,980*
Cypress Island Conservation Area	*Department of Natural Resources*	*3,933*
Hat Island	*Department of Natural Resources*	*115.20*
Fidalgo Bay Aquatic Reserves	*Department of Natural Resources*	*700*
Mary Leach Natural Area	*Department of Natural Resources*	*30.70*
Blanchard Forest	*Department of Natural Resources*	*4,800*
Hope Island State Park	*Washington State Parks*	*12.50*
Saddlebag Island State Park	*Washington State Parks*	*23.20*
Kukutali Preserve	*Washington State Parks*	*96*
Glacier Peak Wilderness Area (portion)	*United States Forest Service*	*117,417*
Noisy Diobsud Wilderness Area (portion)	*United States Forest Service*	*6,476.80*

Mt. Erie/Cranberry/Heart/Whistle Lake Complex	*City of Anacortes*	*2,808.20*
Cap Sante Park	*City of Anacortes*	*37*
Nooksack Elk Habit	*Seattle City Light*	*3,240*
North Cascades National Park	*National Park Service*	*14,016.50*
Padilla Bay Reserve	*Washington Department of Ecology/ Nat. Oceanic and Atmospheric Admin.*	*10,800.00*
Pilchuck Tree Farm	*Skagit County*	*81*
Frailey Mt Park	*Skagit County*	*400*
Sharpe Park/Montogmery-Duban Headlands	*Skagit County*	*115*
Northern State Recreation Area (portion)	*Skagit County*	*726*
Nichols Sandbar	*Skagit County*	*33*
Minkler Lake	*Skagit Land Trust*	*128*
Pressentin Park	*Skagit County*	*75*
Cumberland Creek	*Skagit Land Trust*	*195*
Guemes Mountain	*Skagit Land Trust*	*70*
Hurn Field and Forest Property	*Skagit Land Trust*	*64*
Skagit Bald Eagle Habitat	*The Nature Conservancy/Washington Dept. of Fish and Wildlife/United States Forest Service/WSParks Seattle City Light*	*6,000.00**
Skagit Wildlife Area (includes Wley/Deepwater Sloughs)	*Washington Dept. of Fish and Wildlife*	*16,000*
Fisher Slough	*The Nature Conservancy*	*60*
Total		*192,433.10*

PUBLIC PRIORITIES FOR WILDLIFE CONSERVATION

Information on public priorities for wildlife conservation came from several sources; national and state studies, and questions asked in the Parks and Recreation Survey and Community Workshops in the preparation of this plan. Pertinent information from these sources is provided below.

National and State Studies:

Several studies have been prepared on public priorities for wildlife conservation. The national Wildlife Watchers Survey (intercept Research Corporation) reported the following findings related to wildlife viewing:

- Over 60% of respondents had, at some time in their lives, taken a trip to view, study or photograph wildlife.

- Of 12 choices, the top two preferred species to view were "large mammals" and "small mammals."
- 90% of Respondents consider nature trails or boardwalks to be the most useful site enhancements for viewing wildlife.
- 85% of respondents believed interpretive information is important to their wildlife viewing experience.

The Washington Department of Fish and Wildlife research project, Understanding People in Places, reported the following results:

- Many residents indicated that they consider the wildlife near their homes as enjoyable to have around (86.4%) and as a valuable opportunity for recreation (57.4%).
- Several counties, including Skagit, had a majority of voters in favor of more public access to land near their home.
- Large number of residents expressed a desire for increased numbers of certain local species (47.7% for elk; 40.9% for deer).
- A majority of residents in seven counties (Asotin, Columbia, Cowlitz, Franklin, Lewis, Pacific, and Skagit) wanted WDFW to work with private landowners to provide more access to local lands.
- Skagit County had the highest percentages of residents expressing support for the previously mentioned approach (57.7%).

2003 Park and Recreation Plan Survey and Workshops:

Priorities for wildlife habitat areas were addressed in the Park and Recreation Survey. In general, recreational open space and natural area conservation concerns were secondary to more active recreation interests, but were consistently cited by some participants as being important. Residents of the more urban areas were more interested in conservation of open areas and natural features than residents of rural areas. Specific findings of the 2003 survey and workshops are listed below:

- 2% of respondents felt wildlife interpretive areas were one of the three most-needed recreation facilities or activities in Skagit County. Such facilities ranked 19th of 44 most-needed types of recreation areas or facilities.

- When asked what type of park area should have the highest priority in a County park system expansion, "protection of natural areas or open space" received the most first-choice votes.
- Of nine choices for expanded recreation programs, "nature and outdoor activities" ranked third, behind "teen programs" and "youth sports".
- Responses to what types of open space should be acquired were scored as follows:

Table 5.4
Open Space Responses to 1998 plan survey

Score	Response
1,166	Scenic areas/vistas for quiet public enjoyment
920	Important wildlife or nature education areas that may have limited public access
817	River and stream corridors
657	Open lands to separate urban areas from each other and adjacent rural lands
452	Wetlands
381	The County should not require open space lands

1998/2003 Survey Results:

- "Wildlife watching" is the third most popular recreation activity in Skagit County (behind "walking for pleasure" and "beach activities"). "Nature walks" is the fifth most popular activity, and "bird-watching" is the eighth most popular activity.
- When asked which activities respondents preferred if facilities were available, "nature walks" ranked second, behind "walking for pleasure".
- Of those surveyed, 78% have spent time at a public seashore, lake or river.

Community 1998 workshop results related to wildlife conservation were as follows:

- "Open space and natural areas" tied for third most needed area or facility in the County-
- Nature trails ranked 5th (of 12) as the most needed type of trail in the County.

- When asked to rank 9 potential types of park and recreation improvements for Skagit County, "open space" ranked 5th.

GOALS AND OBJECTIVES FOR FISH AND WILDLIFE HABITAT CONSERVATION

Preservation of a well-functioning ecological system is the best overall approach to wildlife habitat conservation. Since urbanization fragments these systems, we must attempt to maintain important locations, important connections, and important habitat types (or "niches"). This requires cooperative efforts of a variety of agencies, notably those with jurisdiction over land use. The Skagit County Department of Parks and Recreation is only one player in the effort required to conserve wildlife habitat in Skagit County.

The following goals and objectives take into account the habitat issues discussed in this Element, the jurisdictional bounds of the Skagit County Department of Parks and Recreation, and the opportunities provided through existing and proposed Department lands and programs.

Goal 1:
Incorporate potential fish and wildlife habitat enhancements into site development and redevelopment, where possible.

Objective:

1. Where increased wildlife use is compatible with site objectives, incorporate plantings, access controls, removal of barriers to fish passage, and other measures to enhance habitat.

2. Incorporate non-structural bank stabilization methods (e.g. plantings, buffer areas, etc.) into waterfront projects, where feasible and practical. Avoid use of riprap.

Goal 2:
Where relevant, the Department will coordinate with Washington State Department of Fish and Wildlife to develop and operate Department lands and facilities in accordance with management recommendations for Washington's Priority Habitats and Species.

Objectives:

1. The department director should work with county natural resource employees to in addressing fish and wildlife habitat concerns. These county employees must keep up-to-date on WDFW projects and recommendations, and provide updates to the resource managers.

2. Skagit County recognizes that trail corridors can have high wildlife habitat impact potential and should coordinate trail planning and development with WDFW.

Goal 3:

Provide educational and interpretive opportunities on existing and proposed recreation and open space lands, focusing on ecological processes, fish and wildlife resources, viewing tips, and conservation strategies.

Objectives:

1. Provide improvements at County parks, recreational open space areas, and trails such as viewing blinds, interpretation, and access controls that will encourage non-obtrusive wildlife viewing and learning.

2. Maximize access to interpretive opportunities by providing barrier-free structures and areas where feasible.

3. Pursue funding for priority projects.

Goal 4:

Work with the County Planning Department to define and protect valuable fish and wildlife habitat resources.

Objectives:

1. Ensure the proposed recreation resource management areas are given careful consideration as valued open space and habitat areas in county-wide comprehensive plan updates.

2. The Department will consider the management of additional lands for combined fish and wildlife and recreation values, if funding is available.

Goal 5:

Work closely with current and potential providers of interpretive and environmental education opportunities to help ensure a comprehensive and effective offering of these programs throughout the County.

Objectives:

1. Continue to coordinate with the North Cascades Institute, the SCS Watershed Project, the USFS, Padilla Bay Reserve, and others regarding providing educational programs at SCPR and/or other facilities.

2. Ensure education and viewing areas at SCPR facilities are sized to accommodate class groups, and that parking areas can accommodate at least a small school bus or three passenger vans.

3. Encourage those offering existing and new excursions through the Department include information on wildlife, habitat, non-obtrusive viewing, and conservation efforts.

PROJECT LIST

Table 5.4 presents a list of projects for potential WWRP grant applications. The overall approach in developing this list was to suggest projects that:

- Respond to the habitat conditions and concerns described above,
- Assist in focusing efforts and public attention on areas not already protected,
- Are consistent with public preferences for wildlife habitat conservation, and
- Contribute to enhancement of other related recreation opportunities.

Projects were limited to proposals allowed under the WWRP program (acquisition and development, with development limited to items such as fencing, interpretive or observation trails, interpretive signs or kiosks, restrooms, parking, and creation or enhancement of habitat). They were also chosen with regard to the selection criteria for urban wildlife habitat proposals, which are:

- Community support
- Immediacy of threat to the site uniqueness of the site
- Diversity of species using the site quality of the habitat
- Long-term viability of the site
- Presence of endangered, threatened, or sensitive species enhancement of existing public property
- Consistency with a local land use plan or a regional or state-wide recreational or resource plan educational and scientific value of the site
- Population of, and distance from, the nearest urban area proximity to other wildlife habitat potential for public use

- Potential for use by special needs populations

Table 5.4

Potential Acquisition and Development Projects

Project	Recommended Action
Similk Bay Shoreline Access	Acquire uplands and tidelands/Develop for resource protection, public use and education.
Samish Bay Shoreline Access	Acquire uplands/Develop for resource protection; heavy public use discouraged along shoreline.
Trumpeter Swan Wildlife Viewing/ Education Area	Coordinate with other agencies to develop wildlife viewing at the Barney Lake Preserve
Swinomish Park Access and Interpretation	Develop additional shoreline access at proposed Swinomish Park expansion/Provide Interpretive Improvements
Pressentin Park	River access protection and improvements (stabilize banks, control use), conserve eagle habitat, provide education/view.
Howard Miller Steelhead Park	River access protection and improvements (see Pressentin)/Provide barrier-free interpretation and viewing/ Develop fish viewing station
Lake Shannon Improvements	Provide educational display on osprey and Loons
Conway Park	Rehabilitate site to control shoreline access and enhance habitat/interpretive improvements
Pilchuck Forest Trail and Open Space	Develop interpretive boardwalk/Brochures and assist state and local agencies with stream rehabilitation
Northern State Recreational Area	Develop interpretive boardwalk/brochures with an observation platform along the wetlands. Develop educational/interpretive center. Fish habitat restoration.

CHAPTER 6
EXISTING OPERATIONS

ORGANIZATIONAL STRUCTURE

The Skagit County Parks and Recreation Department contains two of the twelve divisions within Skagit County government (The Fair Division falls within SCPR oversight). The Department is headed by a Department Director, who reports to the Skagit County Commissioners. This person is responsible for planning and administering the park and recreation programs and the operations of the Fairgrounds.

Two citizen advisory boards (the Parks and Recreation Advisory Board (PRAB) and the Fair Advisory Board (FAB) provide citizen input on community values and issues and assist in developing operating policies. Each Board has an equal number of representatives from the three County Districts.

The Parks and Recreation Department is outlined below:

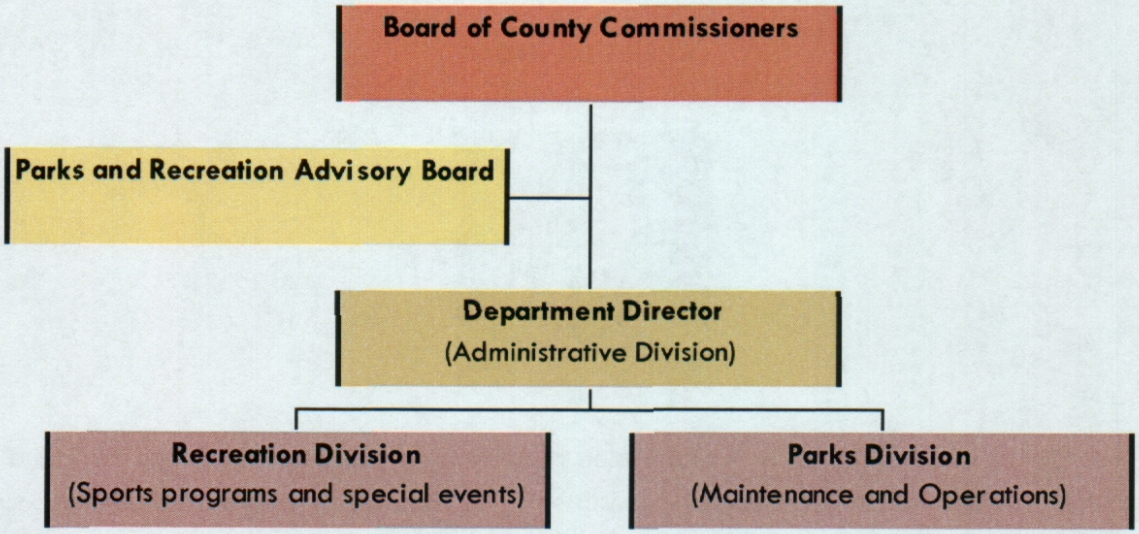
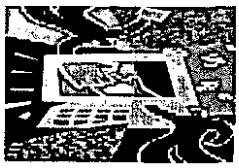


Figure 6.1
Parks and Recreation Department

During the year, the Parks and Recreation Department employs approximately 10 full-time employees. A review of past staffing levels shows a significant decrease in permanent full-time

staff within the department (there were 21 FTE's in 2003). In addition to full-time and part-time employees, the Department also employs over 250 contracted and seasonal employees. The number of contract employees has remained relatively constant. Contract employees are part time assignments such as referees and program aides.

ADMINISTRATION DIVISION



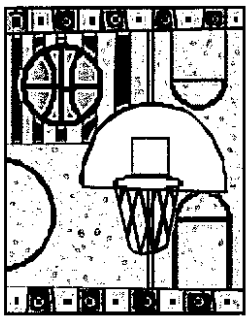
The Administration Division is responsible for overseeing personnel, purchasing, contract administration, budget and the management of the other divisions. This division is also involved with planning, acquisition, design, development, special projects, grant preparation, and coordination of capital projects.

Each division within the Department operates relatively independently with each coordinating its own public and media relations activities. The Administration Division, however, is ultimately responsible for coordination between the divisions and with other County departments.

PARKS DIVISION

The Parks Division is responsible for the operation and maintenance of existing County Park and Recreation facilities. The Division is also responsible for the purchase and upkeep of maintenance materials, equipment and vehicles, fee collection at county park sites and park security.

RECREATION DIVISION



The Recreation Division manages the County's recreation program which includes youth and adult sports leagues and tournaments, special events, classes and workshops, youth skills camps, and other special activities for youth. Facilities used are various public and private school gymnasiums and facilities. These facilities include The Skagit Valley College Gymnasium, local school district gyms, and various other private and public facilities. Programs offered operate on a cost-efficient basis. That is, program fees and charges generally pay for the program expenses. In some cases, adult programs recover revenue above the cost of the operating costs. This extra revenue helps to subsidize the youth programs which may not have full cost recovery.

OPERATING BUDGET FOR PARKS AND RECREATION

The gross cost of park and recreation services has averaged just over 1.7% of the County's total expenditures over the last five years and just 1.09% in 2010. By comparison to other counties that provide park and recreation services, this amount is on the low end. For example, for 2010 the Snohomish County Parks and Recreation Department budget represented 3.9 percent of the overall Snohomish County expenditures. The Whatcom County Parks and Recreation department represented 2.2 percent of their overall expenditures, and the Spokane County Parks and Recreation budget represented 1.3 percent of their overall expenditures. For 2009, the compiled county spending ratios of the three comparative park systems indicates the tri-county park budgets average 3.31 percent of their overall county expenditures compared with Skagit County's 1.09 percent. That being noted, some more rural counties have completely dissolved their parks and recreation services due to the current economic climate and the fact that parks and recreation are a non-mandated service as compared to law and justice or public health.

Table 6.1
Parks Operating Budget to Total County Expenditures

Area	2010 Park and Rec Expenditures	2010 County Expenditures	Percentage of Park Expenditures to County Expenditures
Spokane County	$1,795,713	$134,375,722	1.33%
Snohomish County	$26,982,435	$675,484,297	3.99%
Whatcom County	$3,854,616	$174,024,739	2.21%
Tri-County Average	**$10,877,588**	**$327,961,586**	**3.31%**
Skagit County	**$1,212,806**	**$110,480,530**	**1.09%**

COST OF PARK AND RECREATIONAL SERVICES

Another means of analyzing an agency's level of park and recreation services is to compare operating costs on a per capita basis. The gross cost per capital is the total cost of the services divided by the number of persons in the service area. However, this is not necessarily the true cost to the taxpayer, because it does not reflect the net cost after revenue is deducted. Both costs are shown below for Skagit County for 2010. This assumes a 2010 county population of 116,901 persons.

Table 6.2
Recreation Cost Per Capita
2002 - 2010

Item	2003	2010	Percent Change 2002-2010
Gross Expenses	**$2,648,825**	**$1,212,806**	**-46%**
Net Expenses (after program fees)	**$1,424,105**	**$717,702**	**-50%**
Gross Cost Per Capita	**$16.75**	**$10.37**	**-62%**
Net cost Per Capita	**$13.85**	**$6.14**	**-44%**

RECREATION PARTICIPATION

Skagit County offers a wide range of recreation activities, using its own buildings as well as school and college facilities. The tables below (6.2 and 6.3) summarize recreation participation levels for and subsequent revenues generated. The numbers represent the number of "hours," meaning one person participating in one activity in hours.

Table 6.3
Recreation Participation Hours Comparison
2002 - 2010

Activity	2002	2010	Percent Change 2002-2010
Adult Leagues	134,538	169,737	+20.8%
Youth Leagues	75,338	114,670	+34.4%
Tournaments	28,523	54,931	+48.1%
Special Events	8,915	8,392	-5.9%
Youth Camps	8,562	9,718	+11.9%
TOTAL (All Activities)	255,876	357,448	+28.5%

Table 6.4
Recreation Revenue Comparison
2002, and 2010

Activity	2002	2010	Percent Change 2002-2010
Adult Leagues	$104,015.00	$118,816.00	+12.5%
Youth Leagues	$61,570.00	$98,672.00	+37.7%
Tournaments	$18,999.00	$43,945.00	+56.8%
Special Events	$14,776.00	$13,986.00	-5.3%
Youth Camps	$20,470.00	$21,596.00	+5.3%
TOTAL (All Activities)	$219,830.00	$297,015.00	+26.0%

According to the analysis, participation since 2003 has increased by 28.5 percent while revenues have increased over 26 percent. Over this same period, overall department costs have been reduced by approximately 50 percent.

CHAPTER 7
PUBLIC INPUT SURVEY AND PUBLIC MEETINGS

There are several tools we use to acquire input from the public. It is our goal to extract information from a wide sample of residents and not just rely on those who are more vocal than the County as a whole. A detailed data table of the input from the countywide public meetings and month long public input survey is found in appendices of this Comprehensive Plan. This chapter contains the summaries of comments we obtained through our interface with the public.

Identifying recreation needs is a difficult task because every region is different and community values vary according to many internal factors. In essence, identifying recreation needs is the process of the comparing the supply of existing facilities and programs against the demand for facilities and programs demonstrated by local residents. In Skagit County it is somewhat more complicated because the region also attracts significant users who live beyond the County boundary. Two of the sources of information used to quantify community desires and establish program and/or facility priorities were household surveys and a series of community workshop meetings.

SUMMARY OF THE 2011 HOUSEHOLD PUBLIC INPUT SURVEY

For the 2012 Comprehensive Plan Update, Skagit County Parks and Recreation (SCPR) prepared a public input survey that was delivered via the internet. This survey was open for the entire month of June 2011. The overall goal of the study was to provide SCPR with estimates of residents' preferences for parks and recreation facilities development and priorities for future planning. This survey was open to all residents of the county and was advertised in the following ways

1. Two press-releases and subsequent public service announcements in the Skagit Valley Herald,
2. An invitation was sent to the entire customer database of the Parks Department;
3. A link listing on the Skagit County splash page as well as the Parks Dept splash page;
4. An invitation was sent to all city planning departments and all city parks departments;
5. An invitation was sent to Parks Advisory Board for re-distribution to other user groups;
6. The survey was advertised during the public meetings held in late 2010 and early 2011;
7. The survey was advertised on TV channel Skagit 21.

At the conclusion of the survey 353 households completed the survey. Once a household (computer) had completed the survey, software allowed the survey to be modified but not taken

a second time. This placed some sidebars on attempts to complete more than one survey. It is acknowledged the 2011 public input survey was limited as use for survey data in comparison to our other surveys that were done by random-sample and were statistically valid. The sampling of the 353 households was just another tool utilized for obtaining input from the public and served as a summary of public input gathered for use in this planning document. It was an augmentation of all other means of obtaining the public's recreational need.

2011 PUBLIC INPUT SURVEY FINDINGS

Park Usage:

Nearly all (93%) of the respondents reported their household had used a park facility in the past 12 months. The most popular activities respondents reported household members spending time on were trails in natural areas, trails near where people lived, access to shorelines, and visiting wetlands / viewing wildlife. (Table 7.1)

Table 7.1
Parks Activities Regularly Used*

Park Activity	% of Use
Trails in Natural Areas	79%
Trails near where I live	67%
Access to Shorelines	55%
Wetlands / wildlife viewing	49%
Group Picnic / BBQ	41%
Playgrounds	29%
Boat Launch	28%
Camping - tents	20%
Special Events (such as Clear Lake Triathlon	15%
Soccer	13%
Camping – RV's	11%
Softball	7%
Baseball	7%
Basketball	6%
Disc Golf	5%

Park needs and projected use:

1. When asked what the top four priorities are, respondents reported that trails were the top priority in terms of the uses currently provided by SCPR, specifically "wilderness trails-

non motorized" (1st), followed by "trails near where I live" (2nd), Preservation of natural open space (3rd), and "Shoreline Access" (4th).

2. When respondents were asked to ranks the most needed facilities, trails, open space and shoreline access were the top priorities. This was handled as an open ended response in an attempt to reduce bias but various responses were grouped into appropriate categories. Some priorities are not listed, such as "Model Rocket Launch Areas" as they represented less than one percent of the respondents. See the complete list in Table 7.2.

Table 7.2
Top Development Priorities

Top Development Priorities	N=353
Walking / Hiking Trails	69.43%
Bike Trails	50.66%
Shoreline Access	25.76%
Open Space and Wetland	20.09%
Park / Picnic areas	15.28%
Outdoor Sports Fields	13.54%
Swimming Pool	13.10%
Indoor Rec Courts / Center	10.48%
Camping Facility	10.04%
Playground	9.61%
Boat Launch	7.42%
Equestrian Facilities	5.68%
Shooting Range	5.68%
Dog Park	2.62%
Education / Env Center	1.75%
Motorized Trails	1.75%
Disc Golf	1.75%
Golf	1.31%
Fairgrounds	1.31%

Community satisfaction:

In general the community appears satisfied with the quality and quantity of recreation and facilities current offered by SCPR.

1. Figure 7.1 shows the ranked listing satisfaction of all park facility types and the aggregate indicates that all facility types are regarded as acceptable or highly acceptable in terms of QUALITY. In terms of amenity quality, bike trails and shoreline access received the lowest ranking but were not ranked so low as to be in the lowest category. The item that received the lowest ranking in terms of quality was Shoreline Access, (approx 2.4 or "somewhat unacceptable"). The uses soccer, softball, baseball, and disk golf all had positive or acceptable ratings for quality.

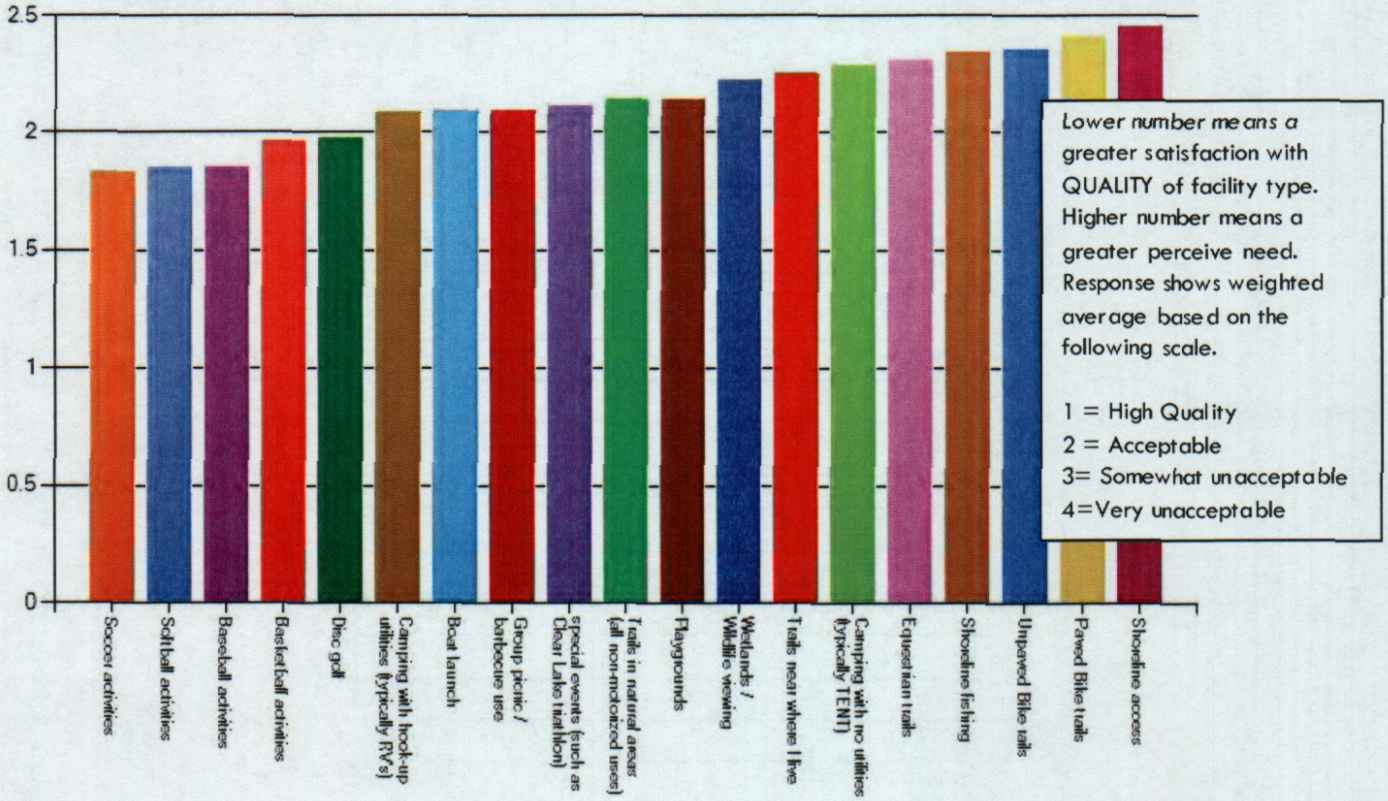


Figure 7.1: Recreation Facility QUALITY

2. In terms of QUANTITY the community also appears somewhat satisfied, but there is a latent desire for more facilities present in the data. The most deficiently ranked item was "Paved Bike Trails" which received a 3.24 on the 4 point scale. Only soccer, baseball and softball were reported to be in sufficient quantities. See figure 7.2

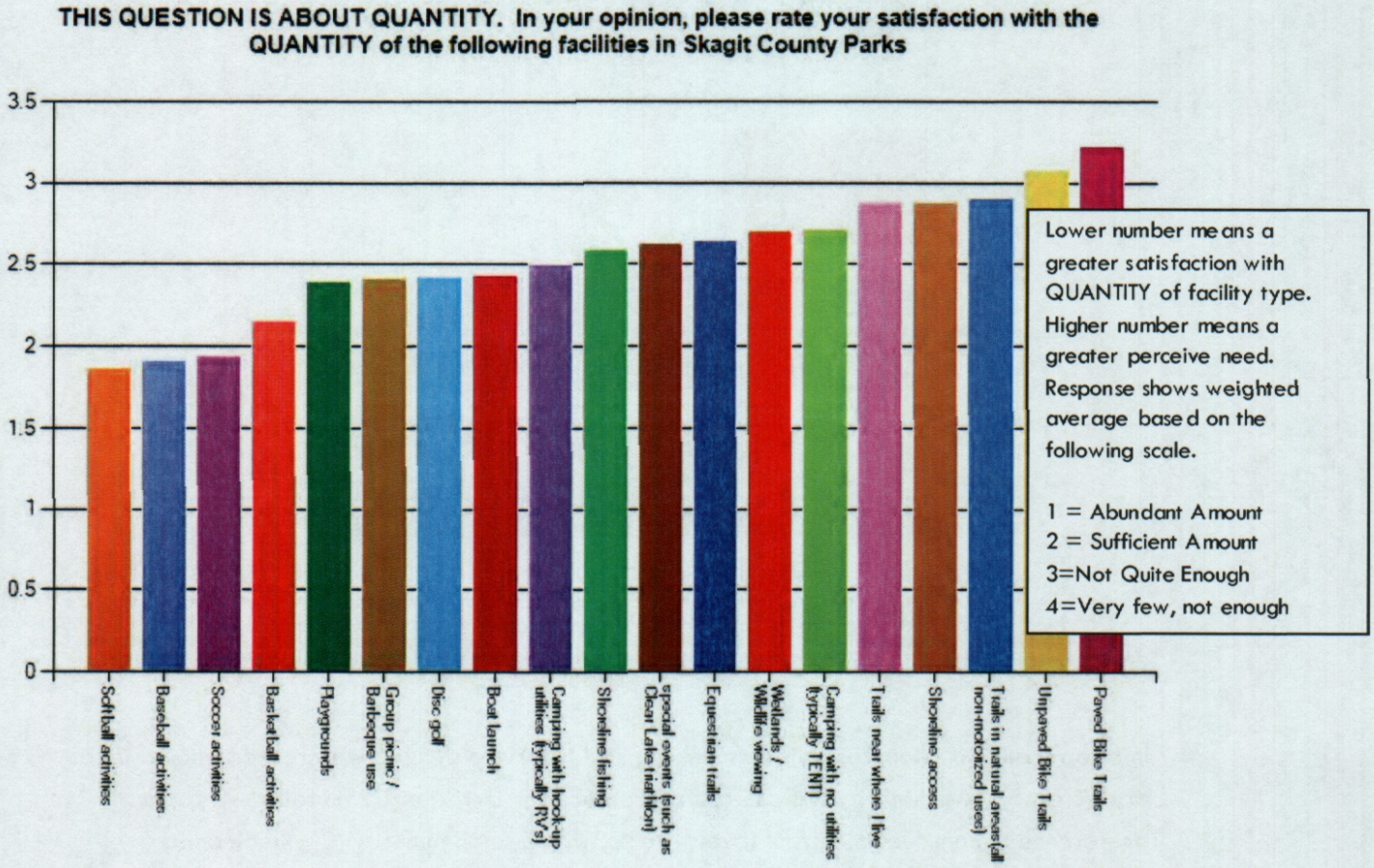


Figure 7.2: Recreation Facility QUANTITY

3. The ranking for quantity is about three quarters of a point lower than quality, indicating the community is less satisfied with how much is offered than the quality of existing facilities. When asked directly what may have caused dissatisfaction, the following information was reported (Figure 7.3). This data is consistent in reporting that the largest reason of dissatisfaction was *location and/or proximity,* which is another way if documenting a request for more facilities. Cost or value was the lowest reported reason to be dissatisfied.

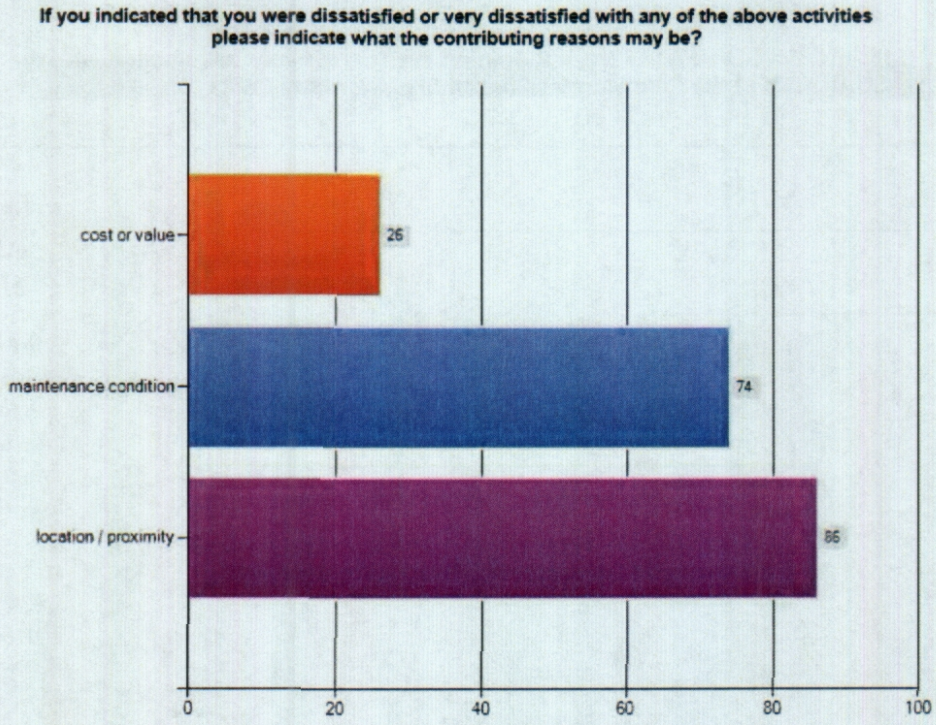


Figure 7.3: Reasons for dissatisfaction

4. In a separate question, respondents were asked if service should be increased, maintained or decreased, the majority indicated a preference for increase (62%) followed by a preference to continue at current levels (36%), with a small minority (2%) indicating a preference for a reduction in service. See figure 7.4.

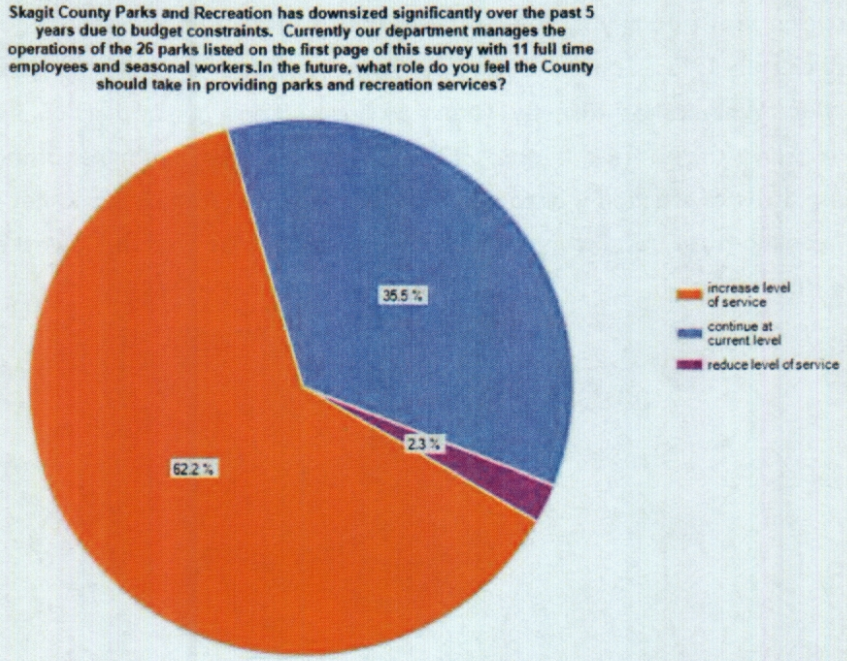


Figure 7.4: Preferred level of service

Of those respondents who wished to see service increased, there was a preference (greater than 50%), for "More Parks", "More Open Space", and "Better Maintenance." See Figure 7.5

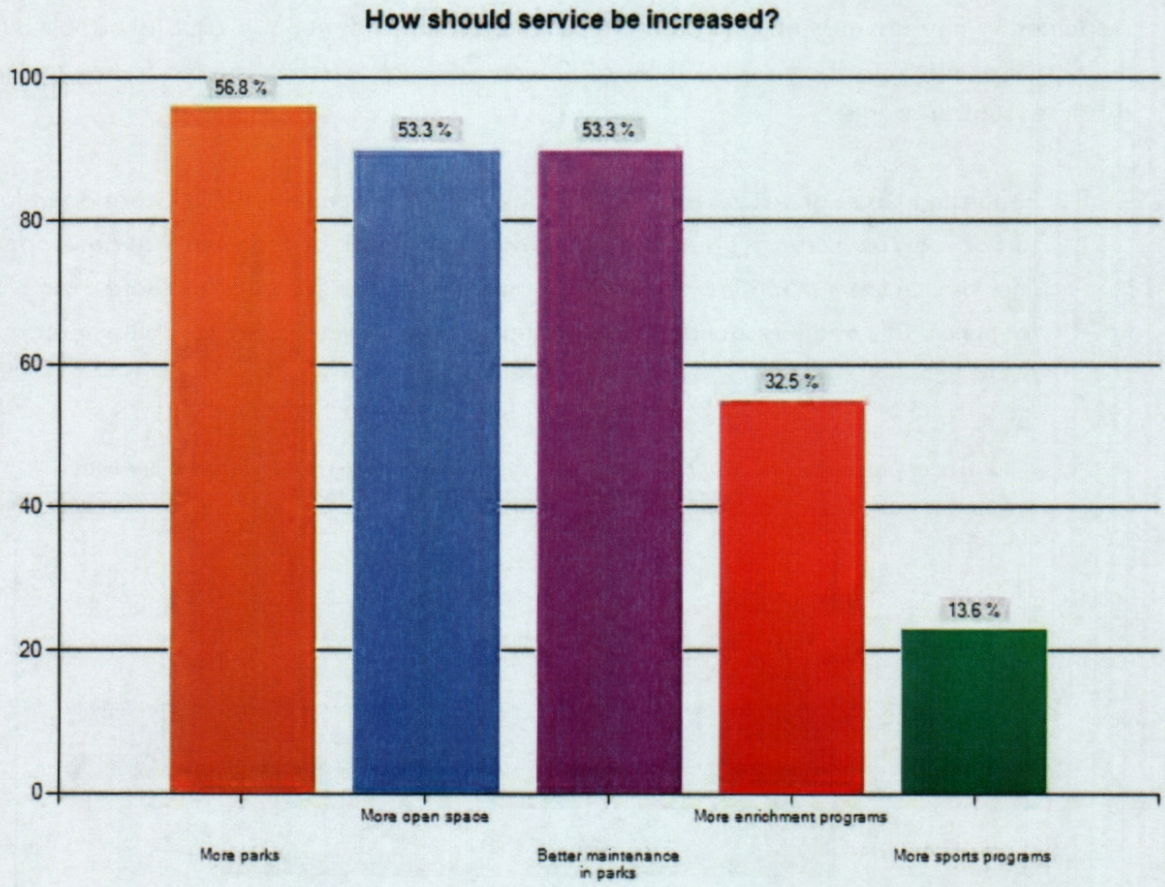


Figure 7.5: Preferred type of service increase

Park Funding:

Understanding how to pay for an increased service level is an important component in considering the reported desire for more park facilities. This survey asked respondents to consider tax increases, user fees, and development fees. The fee increase question helps weight responses with a measurement. In other words, are people willing to "back their money with their respective responses." The data may have no bearing on whether fees will truly be established, although the data may have significant value if Skagit County residents ever decided to form a taxing district to support parks.

1. Regarding taxes and user fees the vast majority of respondents (90%) were open to some sort of fee/tax increase given the assumption that a park or program was developed in line with the users priorities. The majority preference was for a tax increase over a user fee, and 70% of the respondents would support an increase up to 15 dollars per year. Many households would support more. See Figure 7.6.

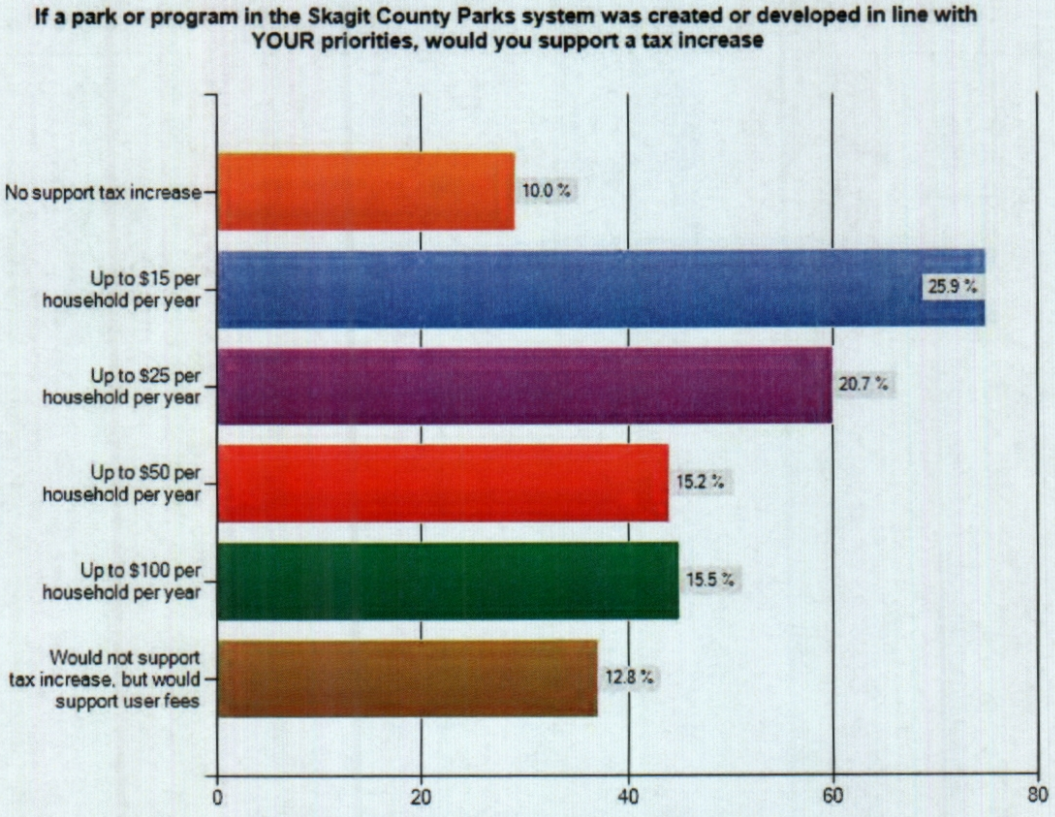


Figure 7.6: Preferred type of service increase

2. Responders were also asked regarding developer impact fees. Although level of fee was not addressed, the vast majority (82%) supported making development fees mandatory where the current system only has a voluntary fee. See figure 7.6.

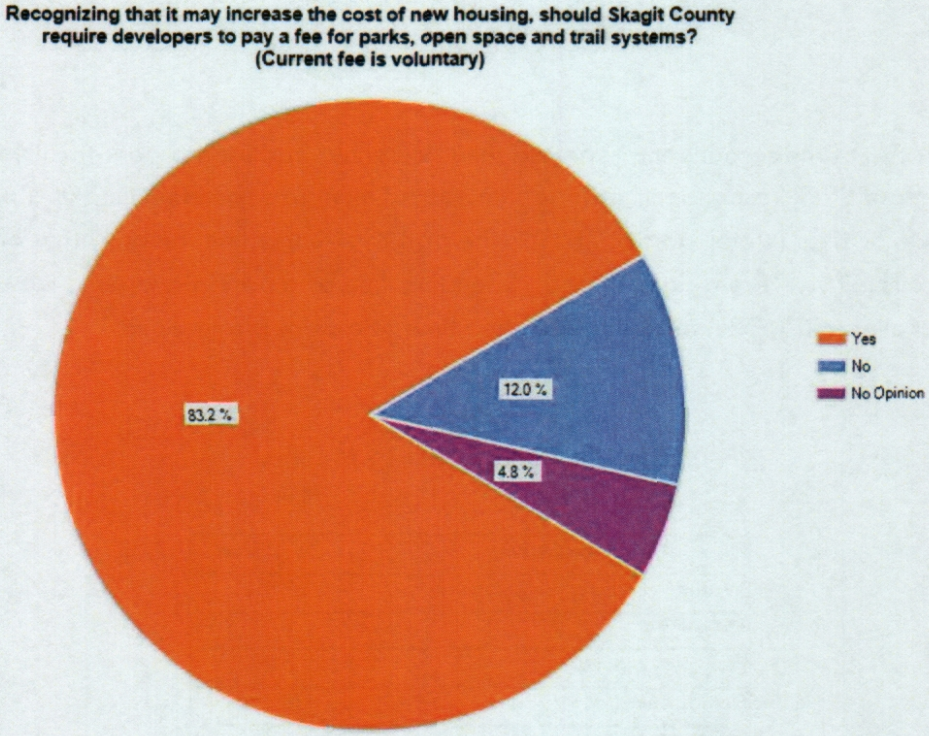


Figure 7.6: Should developer park impact fees be mandatory

SUMMARY OF THE 2004 HOUSEHOLD SURVEY RESULTS

For the 2004 Comprehensive Plan Update, Skagit County Parks and Recreation (SCPR) contracted with Applied Research Northwest (ARN) to conduct a scientific study. The purpose of the study also was to obtain the input of Skagit County residents. Although this survey is a few years old, it is included in the 2012 update as additional data regarding estimates of residents' preferences for parks and recreation facilities development and priorities for future planning. The study consisted of the administration of a community survey to a random sample of Skagit County residents and included questions regarding recent activities, desired expansion of existing facilities (including athletic fields, campgrounds, trails, etc.) and the addition of new public indoor facilities including classrooms, a multi-purpose gym, and an indoor pool.

MARGINS OF ERROR

The findings in the ANR Survey have an estimated error margin of plus or minus six percent (6%) with a 95% level of confidence. That is, we can be 95% sure the survey results reflect a view accurate within 6 percentage points.

2004 SURVEY FINDINGS

Park Usage:

Nearly all (92%) of the respondents reported their household had used a park facility in the past 12 months. More SCPR respondents reported household members spending time at a public seashore, lake, or river (water access, 78%) in the past twelve months than any other of the listed facilities. Trails (67%) were a close second. Spending time at a park playground was ranked third with just over half (55%) reporting spending time at a park playground.

Table 7.1
Parks Used in the Past 12 Months*

Park Activity	% of Use
Water Access	78%
Trails	67%
Park playground	55%
Campground or RV	47%
Other parks	43%
Outdoor Athletic Facility	40%
Boat launch	34%
Indoor public pool	27%
Indoor Athletic Facility	18%

* N=299. N is an average. Sum of percentages greater than 100 are due to use of multiple facilities.

The survey shows a strong relationship between households with children and park usage. Households with children were significantly more likely than others to use water access (88%), trails (80%), playgrounds (76%), outdoor athletic facilities (61%), RV/campgrounds (58%), indoor pools (40%), and indoor athletic facilities (31%).

In general, households with the fewest years of living in Skagit County, younger-aged households and households with children were more likely to report using parks in the past 12 months. As expected, younger aged households are more likely to have lived in Skagit County a fewer number of years and are more likely to have children living in the household. Because younger people are generally more active, more likely to move or to have just "settled down" and to have

children living in the home these findings suggest a strong demographic relationship with park use.

PARK NEEDS AND PROJECTED USE

1. When asked about projected use, trails and indoor facilities (aquatic, recreation and multi-purpose rooms) would be used the most, with 66% of the respondents saying they would definitely or probably use more trails, and 64% saying they would definitely or probably use an indoor aquatic facility. More than half of respondents (53%) say they would definitely or probably use multipurpose rooms, and the same percentage said they would use additional campgrounds and RV parks. Survey respondents (64%) also said the County is in need of a multi-purpose gym.

2. Of those respondents who reported their household "probably" or "definitely" would use additional trails, 80% said their household would use additional hiking trails and 53% said their household would use bicycle trails.

COMMUNITY PRIORITIES

- **Land Acquisition for Future Park Use**

  On the question of acquiring land for future park use, 79% of the respondents said that it is somewhat, extremely or very important (Figure 3.2). With a margin of error of 6%, this suggests that as many as 85% of county residents believe land acquisition to be important to county residents.

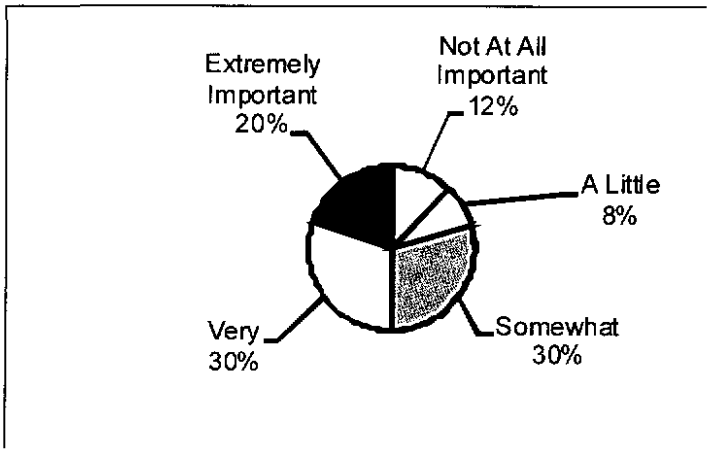


Figure 7.2: Importance of Land Acquisition*

*N=294.

USING SURVEY RESULTS FOR DETERMINING NEED

These two aforementioned surveys are used in obtaining a survey ranking for ultimate determination of need/priorities dictated in chapters 11 and 12 of this comprehensive plan update. Survey results, use patterns, level of service standards, and other factors are ranked and averaged to derive at the needs/priorities of County residents. Complete survey results are available in the appendices.

2011 PUBLIC MEETINGS/PUBLIC COMMENT

Four public meetings were held in the County during the Plan Update process for the 2011 Comprehensive Plan Update. These meetings were multi-purpose: to inform people of what the existing system consists of at this time, to provide an overview of the activities of the past 6 years, (including improvements, program changes and acquisitions), and to hear issues, concerns and feedback on the services provided.

The meetings were held "open house" style with a series of boards placed around the room where participants could see a listing of facilities within a various 'park type' (IE campgrounds OR trails OR sports fields, etc.). At each of these stations, participants were given the chance to ask any specific questions and comment about the type of facilities they preferred. Prompts were asked in different ways in an attempt to allow participants to talk both about their "likes" and dislikes. " For example, prompts included questions such as: "What I like about 'Campgrounds' in the parks system is...." Or "What I would like to see different about 'Campgrounds' in the park system is...". Participants were also welcome to register their open comments and a fair amount of people contributed with suggestions, comments, and/or support of park facilities, events, and offerings.

A number of those attending were there to promote a specific concern or recommend a specific interest be met. For example, Clear Lake Beach advocates attended the meeting in Clear Lake to promote their interest in seeing a park devoted to accommodate their needs. Meeting participants in Rockport showed a focused interest in enhancing Howard Miller Steelhead Park. The complete list of comments can be found in the appendices.

CHAPTER 8

LEVEL OF SERVICE

Levels of service are quantifiable measures of the amount of public facilities that are provided to the community. Typically, measures of levels of service are expressed as ratios of facility capacity to demand. For this plan, level of service is expressed in acres per 1000 population.

QUANTIFYING NEED

A Level of Service (LOS) analysis has traditionally been included in park and recreation plans as a useful way to inventory park and recreation facilities and to measure services to specific standards. Historically, a LOS value was calculated for each park and facility category based on population and then compared to a national standard. The practice of quantifying local levels of service to a national standard has not proven to be beneficial or justifiable. Each city, county or state's resources and needs are unique. Planning for parks services must arise from the abilities and goals of each individual jurisdiction. Because of this, the National Recreation and Park Agency has recently ceased publishing their LOS standards. An extensive LOS evaluation was prepared for Skagit County for the 1998 Park Plan based on the previous NRPA standards. For this plan, the SCPR LOS is compared with a compilation of three Washington State Counties. The formula used to determine Skagit County LOS needs is based on the county aggregate. Skagit County is no longer utilizing the outdated NPRA standards. The aggregate L.O.S. levels will be used in chapter 10, combined with other contributing factors to rank and prioritize projects. The method we came up with to measure LOS in 2004 is now being widely used by other park providers in the State.

Although LOS standards give an indication as to the degree of facilities and programs comparable Washington State Counties are providing their citizens, there are many other dynamic factors contributing to priorities/need in Skagit County. In this plan, the final project/program recommendations are based on public input, survey results, staff/board knowledge of "use patterns" as well as LOS comparisons of other Washington State Counties. In chapters 10 and 11, a combination of these contributory factors are weighed and ultimately ranked as to their overall degree of need. These results, along with current and forecasted population numbers, are used to determine an existing and future need statement.

To quantify park and facility needs, Skagit County Parks and Recreation (SCPR) made comparisons with other Washington State counties and from these comparisons, developed a level of service standard. It should be noted that the standard for recreation lands applies to County facilities only. Local cities and towns have developed (or should develop) their own LOS standards for recreation lands under their jurisdiction. Table 8.1 shows the LOS of Skagit County as well as the tri-county aggregate. By comparing service levels, Skagit County can determine its deficiencies and project future needs.

Table 8.1

Comparative Level of Service Standards

(The following data are for selected comparable counties in acres/1000 population)

Park Type/ Park Facility	Snohomish LOS	Spokane LOS	Whatcom LOS	Aggregate Average	Skagit LOS	Skagit Need
Regional Parks	17.46/1000	9.28/1000	9.05/1000	11.93/1000	4.64/1000	7.29/1000
Community Parks	.91/1000	.77/1000	1.70/1000	1.12/1000	.42/1000	.70/1000
Neighborhood Parks	.44/1000	0	.13/1000	.19/1000	.01/1000	.18/1000
Open Space	3.51/1000	10.47/1000	17.26/1000	10.41/1000	13.42/1000	0
Campgrounds (# sites/1000)	.19/1000	.09/1000	.59/1000	.29/1000	.86/1000	0
Total Park Acreage	22.33/1000	20.52/1000	28/1000	23.65/1000	18.48/1000	5.13/1000

Using Skagit County's current LOS specified in Table 8.1, it is possible to make comparisons to analogous counties in Washington State. For this plan update, the Snohomish, Whatcom, Spokane and Skagit aggregate LOS was used for comparison and ultimate ranking of SCPR service levels. Whatcom and Snohomish Counties, two of the counties in the collective LOS, were chosen due to their proximity to Skagit County, as they neighbor us to the north and south respectively. Spokane County was chosen as the third county in the aggregate LOS due to the similarities in services provided, because a distant county comparison gives an outside perspective, and due to the easy accessibility of information. Skagit County LOS standards are based on a population of 116,901 in 2010.

The aggregate method of LOS comparisons more appropriately compares Skagit County with its immediate surroundings. The aggregate LOS is a collection of four state counties combined and averaged into one collective LOS. This allows Skagit County services to be compared to those comprised of the collective (Table 8.1).

From these comparative service levels, Skagit County has arrived at a standard for determining current needs and projecting needs into the next six years. The standard is based deficiencies/sufficiency in relation to the aggregate county average (table 8.2).

Table 8.2
Park Classification Aggregate LOS Standard 2010

Park Classifications	Aggregate Standard (in acres/1000 people)
Regional Parks	11.93/1000
Community Parks	1.12/1000
Neighborhood	.19/1000
Open Space & Undeveloped	10.41/1000
Total	23.65/1000

PARK AND FACILITY NEEDS

Using the standards identified in tables 8.1 and 8.2, the actual amount of park acreage required for each park type in Skagit County is shown in table 8.3.

Park Classification Existing Inventory and Need: Table 8.3 uses the tri-county aggregate LOS standards to forecast Skagit County acreage needs in 2020 population of 119,481.

Table 8.3

Park Classifications	Existing Inventory	Year 2020 Demand*
	Existing Acres	Acres (Based on 2010 Aggregate LOS)
Regional	542	1207
Community	49	113.5
Neighborhood	1	16.7
Opens Space & Undeveloped	1569.5	1335

* Based on a 2020 population of 140,000

Level of Service for Skagit County: Table 8.4 provides Skagit County's current service levels and general definitions in relation to service areas for the various park classifications.

Table 8.4
Current LOS for Park Types

Category	Description	Service Area & Size	Skagit County Inventory & LOS
Regional Parks	Areas of natural or ornamental quality for outdoor recreation (e.g. hiking, picnicking, boating, beach activities). Contiguous to or encompassing natural areas.	- Attracts several communities - Attracts use from outside county -Generally larger than community parks	542 Acres 4.64a/1000
Community Parks	Facilities specifically designed to serve community with diverse activities: courts, ball fields, day-use areas, etc. Usually have on-site parking. Easily accessed by automobile from more distant neighborhoods. May include natural features.	- Attracts several neighborhoods - Generally larger than neighborhood parks and smaller than regional parks	49 Acres .42a/1000
Neighborhood Parks	All uses designed to serve both passive and active activities for the immediate residential area (ca 5000 people). Designed for intensive use and accessible/visible from surrounding area.	- Generally attracts within a 5 mile radius - Generally smaller than community parks	1 Acres .01 a/1000
Open Space	Protection and management of natural cultural environment with recreation use as trails and other low impact activities.	- Can be of any size -The service area can vary Generally attract from throughout the county	1568.5 Acres 13.42 a/1000
Trails	Loop trails and liner trails.	- No Standard	44.4 Acres .142 a/1000
Campsites	RV or Tent sites available.		101 sites .86 sites/1000

Table 8.5

Demand and Need for Park Facilities

Regional Parks	
Current SCPR LOS (acres/pop)	4.64 / 1000
SCPR Existing Acreage	542 acres
Aggregate LOS (acres/pop.)	10.1 / 1000
Projected SCPR Need (2020)	1207 acres
Need/Difference in Acreage (2010-2020)	665 acres
Community Parks	
Current SCPR LOS (acres/ pop)	.42 / 1000
SCPR Existing Acreage	49 acres
Aggregate LOS (acres/pop.)	.95 / 1000
Projected SCPR Need (2020)	113.5 acres
Need/Difference in Acreage (2010-2020)	64.5 acres
Neighborhood Parks	
Current SCPR LOS (acres/ pop)	.01 / 1000
SCPR Existing Acreage	1 acres
Aggregate LOS (acres/pop.)	.14 / 1000
Projected SCPR Need (2020)	16.7 acres
Need/Difference in Acreage (2010-2020)	15.7 acres
Open Space	
Current SCPR LOS (acres/ pop)	13.42 / 1000
SCPR Existing Acreage	1568.5 acres
Aggregate LOS (acres/pop.)	11.17 / 1000
Projected SCPR Need (2020)	1335 acres
Need/Difference in Acreage (2010-2020)	Already Met
Camp Spaces	
Current SCPR LOS (sites/ pop)	.86 / 1000
SCPR Existing Acreage	101 Sites
Aggregate LOS (sites/pop.)	.29 / 1000
Projected SCPR Need (2020)	41sites
Need/Difference in Acreage (2010-2020)	Already Met

Table 8.6

Park Classifications	Previous Plan 2005 LOS per 1000	Current Plan 2010 LOS per 1000	Change in acre Per 1000
Regional	5.14	4.64	(-0.5)
Community	.47	.42	(-0.05)
Neighborhood	.01	.01	same
Opens Space & Undeveloped	10.3	13.42	+3.12

SUMMARY OF LEVEL OF SERVICE

LOS standards are simply a means for making comparisons of service levels of Skagit County to other county recreational providers in Washington State. The comparisons are not the only measure for determining need, as several other criterion play in to factoring the recreational requirements of Skagit County residents. For the purpose of this plan update, the final recommendations on needs will be done by also factoring in information obtained through public input as well as parks staff observation. Public input is in the form of scientifically valid surveys, public meetings, letters from the community, the SCPR Parks Advisory Board, and informal conversations with concerned citizens.

The NPRA standards were last used in the 1998 comprehensive plan update. This plan shows only the LOS standards derived from the new Snohomish, Spokane, Whatcom and Skagit County average. Open Space needs appear to decrease using the new standard. The Open Space needs may change as open space lands become developed. This update shows an overall greater park need when using the new county aggregate comparison. This may be attributed to the value people from our region place on their parks.

USE PATTERNS

The household survey results and LOS standards combine to give SCPR Staff a greater comprehension as to the recreational needs of Skagit County residents. They offer an objective method for SCPR to better distinguish the needs of Skagit County residents and aid in SCPR formulating plans to better serve County residents. Although the opinion survey and LOS standards provide the greatest means of understanding resident needs, there are many variables these methods have difficulty in accounting for. To fully account for the missing information, knowledge from those using or overseeing the programs is needed. This "use pattern" information will be combined with additional public input and more adequately decipher County residents' priorities. This added information will provide the link and ultimately merge the surveys and LOS standards into a recommendation.

Use patterns can be analyzed in a variety of ways. Lack of facility space, a shortage of campsites, or an overrun trail system may lead SCPR staff, Parks Board and / or County Commissioners to easily conclude needs which are not being met. In other cases, the analysis may be more ambiguous. The fact that a facility is being used under capacity may lead some to believe the needs are being sufficiently met. Whereas, the real reason the facility is being under used may be due the facility is in need of maintenance, in need of expansion, or in some other way may be inadequate. In other situations, there may be a surplus of baseball fields on the west side of the county but a shortage on the east side, even though the LOS standards indicate there is sufficient amount of fields' county-wide. Because of all of these variables, it becomes necessary for SCPR Staff/Board to look at every facility and/or program "site specifically" to determine if in fact the needs of the community are being met. SCPR staff/board oversees facility use, has a current knowledge of the inadequacies and/or deficiencies of these facilities, and is the best resource for making this determination.

RECREATION PROGRAMS

Skagit County started offering organized Recreation programs for the public in 1976. Recreation program growth has been steady since its inception. Since 2002 participation in Skagit County Parks & Recreation Department – Recreation Programs has increased 28.5% overall and by 34% from 1996. The largest growth in participation has continued to be in youth sports activities. Youth Leagues and Tournaments have averaged a 41.25% growth rate in participation hours since 2002. Additionally, since 2002, Recreation Program Revenue has increased 26% and is a direct result of the rising costs associated in offering Recreation Programs to the Skagit County citizens (i.e. staff, facility rentals, equipment, and contracted sports officials). Since Recreation Programs

are non-subsidized by the citizens of Skagit County, all costs associated with Recreation programming are directly passed along to participants.

The Skagit County Parks & Recreation Department breaks down Recreation programs into the following categories – Adult Leagues, Youth Leagues, Tournaments, Special Events and Youth Camps. Note that as of June 2009 *Enrichment* programs consisting of Clear Lake Beach; Youth, Teen, Family and Adult programs that were comprised of Classes, Trips, Special Activities and non-sports Camps were dropped from the Skagit County Parks & Recreation program offerings.

Schools are the primary facilities used for Recreation programs, including all 7 Skagit County school districts. The Skagit Valley College gym is the most used indoor facility, with Skagit Playfields the primary outdoor (softball) facility.

Recreation programs are divided into three main categories – Sports, Enrichment and Open Activities. The Sports programs consist of Adult Leagues, Youth Leagues, Tournaments, Special Events and Youth Camps. Skagit County's sports programs, including youth and adult leagues and tournaments, have become regional programs i.e. they have regular team participation from adjacent counties, including Snohomish, Whatcom, San Juan and Island counties, as well as Skagit County.

SPORTS PROGRAMS

Adult Sports Leagues

Overall, Adult Leagues have remained an important part of Recreation *Programs* since the Skagit County Parks & Recreation Departments inception. Adult Leagues have the most participants by category and bring in a large portion of the Recreation Division revenue each year. Participation Hours have experienced significant increases of 20.8% since 2002. Adult Leagues such as Adult Softball, Volleyball and Basketball are the backbone of our Recreation Programs and brought in $118,816.00 in Program Revenue in 2010. This was a 12.5% increase from the $104,015.00 brought in during 2002. Each year there are also new dynamics presented to the Skagit County Parks & Recreation Department staff in meeting the needs of participants in Adult Leagues (i.e. an active aging population, lack of adequate facilities, and family oriented activities for participants with children).

Youth Sports Leagues

The Skagit County Parks & Recreation Department runs extensive Youth Leagues that allow participants the opportunity to participate in organized programs at a reasonable price. The Boys & Girls S.W.I.S.H. (Snohomish, Whatcom, Island, Snohomish Hoops) League is the largest basketball program in Northwest Washington with 130 teams participating in 2010. This league offers opportunities for both boys and girls in the 4th-8th grades regardless of skill level. With a high participation rate, there are enough teams in the S.W.I.S.H. Leagues to split into divisions that

best match the overall skill level of teams. With the economic collapse that started in October of 2008, the SWISH league has gained in popularity. The higher costs of select sports has driven families towards the more affordable SWISH league. For many communities, SWISH is replacing school and city basketball leagues.

There are also opportunities for high school aged participants. Skagit County Parks & Recreation runs a Boys Masters Basketball League each school year that caters to high school aged boys that do NOT play on a high school basketball team. This league has remained popular over the years with ten teams participating in 2010. There are also competitive high school basketball leagues offered for school teams in the fall, spring and summer totaling over 115 teams.

In the summer of 2003 Skagit County Parks & Recreation started a Girls High School Fastpitch League with six teams in the inaugural season and now maintains a steady number of seven to eight teams annually. This league has continued to receive strong support from the local community and was created to fill the void of a lack of any previous fastpitch league in the area.

Tournaments

Skagit County Parks & Recreation offers various tournaments throughout the year for both adult and youth sports programs. Some tournaments are annual events (i.e. Gobblers Classic Volleyball Tournament, Boys & Girls Tulip Basketball Tournament, and Spring Opener Kickball Tournament) while others are seasonal events (i.e. A.S.A. Championship Softball Tournaments) that may change in scope from year to year. Since 2002 there has been an increase in both Participant Hours (+48.1%) and Program Revenue (+56.8%) with the bulk of the increase associated with growing interest in youth and high school basketball tournaments. Increasing the size of current tournaments or adding additional tournaments is now limited by the availability and size of current facilities.

Special Events

The three annual Special Events that Skagit County Parks & Recreation offers are the Skagit Valley High School "Senior" Basketball Games, the Hershey Track & Field – District Meet, and the Clear Lake Triathlon. Since 2009 annual events like the Pink Cheeks Fun Run and the All-Comers Track & Field Meets have been eliminated from the Skagit County Parks & Recreation program offerings. However, participation in the three core Special Events has remained strong and have had continued and steady growth since 2002. With the elimination of two of five Special Events since 2009, overall Participation Hours (-5.9%) and Revenue (-5.3%) still only saw minimal decreases.

Youth Sports Camps

Youth Camps focus on the fundamentals, skills, sportsmanship, and fun that prepare young athletes to participate in Youth Leagues. There is a wide array of Youth Camps offered from a specialized Shooting Stars Basketball Camp in October that gives new players the foundation of

playing offense and fine tunes skilled players for the upcoming basketball season. A Youth Basketball Skills Camp is offered for five to eight year olds in January and February focusing on skill development in small working groups. Baseball and Softball/Fastpitch Camps that focus on the fundamentals of fielding, hitting and a spin off Pitchers Camp that focuses on the intricacies of pitching mechanics.

Additional Youth Camps throughout the year involve a Summer Basketball Camps w/ Burlington-Edison High School Boys & Girls teams and a Junior Golf Camp that takes young golfers from the aspects of course etiquette and how to grip a club all the way through to playing a round of golf at the conclusion of camp. Both of these camps are run at facilities not operated by the Skagit County Parks & Recreation Department, which require additional program fees to cover rental costs.

Overall, Youth Camps have continued to be a strong aspect of our Recreation programs, though growth has been moderate since 2002. Youth Camps increased in participation from 2002 through 2010 by 11.9%, though the trend since 2008 has been more static. This is a great tribute to the quality of the Youth Camps that Skagit County Parks & Recreation offers since during this same period most Youth Camps in our area have seen great declines in participation and in some cases have disappeared entirely. Much of this can be attributed to our struggling economic times and the ever increasing competition for the recreation dollar of youth participants. Anacortes, Burlington and Mount Vernon Parks & Recreation Departments all offer programs that compete (some directly and some indirectly) with what Skagit County Parks & Recreation is offering with its Youth Camps, yet this area continues to show an increase in Participant Hours and Participant Revenue (+5.3% since 2002).

Table 9.1
RECREATION PARTICIPATION HOURS COMPARISON
1996 – 2002 - 2010

Activity	1996	2002	Percent Change 1996-2002	2010	Percent Change 2002-2010
Adult Leagues	141,596	134,538	-5.0%	169,737	+20.8%
Youth Leagues	57,475	75,338	+23.8%	114,670	+34.4%
Tournaments	19,540	28,523	+31.5%	54,931	+48.1%
Special Events	10,775	8,915	-17.3%	8,392	-5.9%
Youth Camps	6,869	8,562	+19.8%	9,718	+11.9%
TOTAL (All Activities)	236,255	255,876	+7.7%	357,448	+28.5%

Environmental/Interpretive Learning Center

Skagit County is a hub of environmental learning opportunities. The diverse landscape of coastal Puget Sound waters on the County's west side, to the high mountain wilderness areas to the east, Skagit County boasts the paramount of Pacific Northwest's exemplary beauty. Local business is beginning to spring up throughout the county to find economic benefit from Skagit County's majesty. The Eagle Festival, whale watching tours, youth camps, and other tourist trade oriented businesses have opened a need for a permanent Environmental and/or Interpretive Learning Center. This type of facility would better allow businesses to better capitalize on this growing business. With the North Cascades Institute facilities representing the upper reaches of the Skagit River watershed, a prime location for the center would be on Fidalgo Island, the Rockport area, and/or the lower valley/foothill interface. A temporary interpretive facility currently operates at Howard Miller Steelhead Park (in an old house adjacent to the park). The facility is currently used for disseminating educational and interpretive information via lectures and material distribution, especially during the eagle season. Potential sites for interpretive facilities include the south end of Fidalgo Island, NSRA near Sedro Woolley, and at Howard Miller Steelhead Park in Rockport (permanent site). The development of an environmental learning center at Northern State is included on the master plan and if one day constructed, may reduce the need for such a facility elsewhere. Any interpretive center would have to be part of a greater cross-agency partnership, including public, non-profit and private sectors.

PASSIVE RECREATION FACILITIES

Passive recreational activities involve recreational activities that although may be exertive, don't require a field or court and typically doesn't require the use of a ball. Also includes activities which require less energy, such as walking, picnicking, boating, and wildlife viewing.

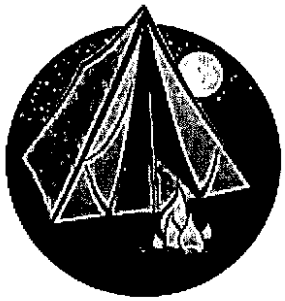
Boat Launches

Skagit County provides a number of water access opportunities including inland lakes, The Skagit River, and Puget Sound. In addition to County access, the state and municipalities provide a number of areas to launch watercraft. The popularity of these access points and the growing popularity of boating reveal a shortage of adequate opportunities for watercraft enthusiasts. Adding to the shortage has been the decline in the number of water access points along the County Rivers over the last several years due to The Washington State Fish and Wildlife Department decommissioning many of their Boat launches. Lake access is also very important. There is a need for permanent and legal access to a boat launch on Shannon Lake. The overall

condition of existing boat ramps in Skagit County is moderate for area lakes. The condition of boat ramps for saltwater access is also moderate. The condition of boat ramps on local rivers is poor. The reason for poor boat launch conditions on our local rivers is partly due to the fact river ramps are much more susceptible to erosion. SCPR with the WDFW is currently making plans for improving three boat ramps on Skagit County Government property along the Skagit River. The partnership (County ownership with WDFW management) dates back to the 1960's. Two of the new boat launches should be completed in 2012.

Camp Units

Skagit County has numerous lake, rivers, and saltwater shoreline areas which attract outdoor recreational enthusiasts. Numerous agencies in Skagit County provide overnight camping which provide for these recreationalists. According to the State Comprehensive Outdoor Recreation Plan (SCORP), camping is maintaining popularity with 24 percent of the state population camping in the month of July. Also, pre-prepared camping units such as camping cabins and yurts are becoming increasingly popular throughout the Pacific Northwest. Skagit County has only two Adirondack style cabins, two new traditional cabins, and no yurts within its inventory at Howard Miller Steelhead Park. Adequate camping areas are clustered on the far west side of the county and distributed sporadically elsewhere. The Rockport area of the North Cascades Scenic Corridor is served adequately. Shortages persist along the majority of the corridor. There is a great need for a campground on Lake Shannon. The overall condition of County campgrounds is fair to excellent depending on the site. SCPR campgrounds at Sauk River and Grandy Lake have been recently upgraded, although they are still very primitive. An adequate operation and maintenance fund is needed to properly care for these camp facilities. Public meetings suggest an interest in equestrian camping in more remote (back-country) locations.



Group Picnic Areas

Group picnic areas are needed throughout our community and regional parks. The public has stressed a need for covered facilities with cooking capabilities. Also, there is a need for a picnic shelter on Lake Shannon. Skagit County has added covered picnic shelters at the Northern State Recreation Area and Pressentin Park. Overall condition of local Group Picnic areas is fair. Most parks would be improved with a simple shelter. Donovan Park is especially in need of such a facility. The park is used to capacity by a diverse group during the summer months. The Hispanic community has called on many occasions in their pursuit of a shelter with cooking capabilities.

Public Shoreline

Skagit County shares a shoreline with the surrounding Puget Sound waters, is drenched with splendid valley rivers, and is peppered with a multitude of lakes. These waters characterize Skagit County as a unique and beautiful place. The enjoyment of County waters is crucial to its residents. Private landholdings continue to be swallowed up by development and residents are finding fewer places for recreate along the shorelines.

Recreation Trails

Trails continue to be the most requested recreational need in Skagit County. County residents are interested in loop and linear type trails. While numerous trails exist throughout the county, residents like trail systems within walking distances of their homes. Even though trails are prevalent throughout many of the neighboring counties, the number and mileage is inadequately inventoried and accurate comparisons are difficult. Citizens of the county continue to ask for trails that connect regional trail systems. Linear trail systems such as the Centennial and Evergreen trails have missing links and acquisition will be necessary to see them for completion. Recent development projects on the Centennial Trail in Snohomish County will place user pressure on Skagit County to continue this corridor. Trails are relatively cheap to build and maintain. Because of their low cost and popularity, SCPR will continue to provide trails when opportunities arise. Motorized trails are currently being provided for at an adequate level. The Walker Valley Trails provided by the DNR have been reduced and were closed on a couple of occasions, resulting in a shortage of facilities for local motorized trail enthusiasts. If the closures become a normal occurrence, there will be renewed pressure to accommodate their needs. SCPR will have to continually monitor the Walker Valley situation.

Swimming Pool

Skagit County is deficient in pools for its residents. Anacortes has a multi-purpose pool, there are two small pools in Mount Vernon—one for health club members, and another at the YMCA. Shelter Bay on South Fidalgo Island has two pools for use by their homeowner association. There is a need for a pool to accommodate the people of central and East County. Although County and State surveys have indicated a strong need for a multi-purpose swimming facility, the cost of maintaining such a facility would require strong partnerships and dedicated funds.

ACTIVE RECREATION FACILITIES

Active recreational activities generally involve a court or field and typically require the use of a ball.

Gymnasium Space

A cross-agency indoor gymnasium facility would serve both in an active and passive recreational capacity. Although Skagit County is limited in its ability to provide for adequate active recreational opportunities, the expense of an Indoor Recreation Center is cost prohibitive, at least without a stable and dedicated funding source. A shared indoor gymnasium center would provide SCPR and its partners with the ability to better provide lucrative basketball leagues, volleyball leagues, tournament facilities, and a variety of other recreational opportunities. Skagit County should look to partner with empty building owners for possible short term space.

Population growth has led to a reduction of available gym space. With youth leagues growth at 25% since 2006, and youth basketball leagues offered year-round, there is a growing deficiency in available indoor facilities. This deficiency is further pronounced during the winter and early spring months when school sports programs are taking place. This has forced Skagit County to schedule games outside of the county. This problem keeps enrollment lower than what it may otherwise be. A cross-partnership recreational facility would provide a year-round facility for youth sports camps and a much needed location for tournaments. In addition, adult volleyball and basketball league enrollment has declined due to a lack of available facilities resulting from the growing amount and length of youth leagues. Adult sport leagues are a large contributor towards the yearly revenue and further declines could erode County revenue potential.

Senior Baseball Fields

In Skagit County, the senior youth baseball programs are managed by several organizations. This includes Skagit Valley College, the local high school programs, Junior and Senior American Legion, Babe Ruth, Sandy Koufax, and Senior Little League. Although the county is deficient in senior baseball fields, the pressure to build more is being primarily directed toward municipalities. Skagit County currently provides a Senior Baseball facility (the Dream Field) at the College complex. Central and western portions of the county are being adequately served at this time. The east side of the County has deficiencies. The SCPR provided Dream Field is in excellent condition. To properly maintain the field, resources will need to be continually available. The agreement to care for the Dream Field expires in 2013 and SCPR should evaluate this agreement with Skagit Valley College for any changes that would best suit both agencies. SCPR is negotiating the transferring of the Dream Field to the college for upkeep. This field is currently used primarily and almost exclusively by college teams.

Adult/Junior Soccer Fields

The soccer program in Skagit County is managed by several organizations. This includes but is not limited to Skagit Valley College, local high schools, Skagit County, municipalities, and private groups. Soccer fields have a lower cost of Maintenance and Operation costs than other facilities and because of this are more abundant. Currently, there are sufficient facilities to meet the demand in Skagit County. A growing Hispanic population may increase the future needs. The condition of the field SCPR provides at Skagit Valley College is good. Grandstands and lights would improve the field and extend its use. The City of Burlington is currently meeting the local regional need for soccer fields in Skagit County.

Softball Fields

The softball program in Skagit County is managed by several organizations. This includes but is not limited to Skagit Valley College, local high schools, Skagit County, municipalities, and private tournament providers. Skagit County Parks and Recreation is a regional provider of Adult Softball leagues in Skagit County with its large and central complex. Recent capital projects included an upgraded restroom, new concession stand, lighting of the 4th field, and improved drainage on a third field. A need for softball fields exist in sub-regions throughout the county. A proper Operations and Maintenance fund will have to be established to adequately care for The Skagit Playfields.

Youth Baseball Fields

In Skagit County, there are several organizations involved in youth baseball. This includes four Little League programs (South Skagit, Burlington-Edison, Sedro-Woolley, and Anacortes) and the YMCA. Currently, the local needs are being met, although the conditions of several fields need improvement. Lighted fields are increasing in demand and are needed throughout the county.

Special Use

Special-use facilities are provided by the private and public sectors, often in partnership. SCPR has proposed the establishment of a shooting/training range for County gun enthusiasts, although legal wrangling has delayed its construction. Golf courses are being provided by the private sector and the need is currently being met. Motorized trails are being provided for by state (such as the DNR Walker Valley Lands) and municipalities (such as the Anacortes Community Forest Lands). Currently 4% of the state residents ride horses in any given month. Partnerships with equestrian user groups should be pursued. Other activities and facilities such as hang gliding, spray parks, skateboard parks, disc golf, etc. will be continually monitored for status of need.

CHAPTER 10
ANALYSIS OF NEEDS

No single level of determining need is perfect. To determine Skagit County Parks and Recreation program and facility needs, the following methods of determining need were combined. The score derived from these combined elements will be used in establishing project priorities. In this chapter, "park type" is analyzed first, followed by "programs and facilities".

1. **Level of Service (LOS) Standards,** which provide service levels from other Washington Counties and provide guidance in establishing LOS standards for Skagit County.
2. **Public Input - Survey Results,** a month long public opinion survey to distinguish the recreational desires of Skagit County residents.
3. **Use Patterns and Other Factors,** which provide fundamental information from those who use or oversee facilities and programs in Skagit County and indicate facility or program need.
4. **Public Input – Other Factors** Input comes in many forms: park advisory board meetings, informal conversations, letters addressed to county staff, field experience, and special meetings and all provide forums to listen to the concerns and vision of County residents. Geographic dispersion of facilities and financial constraints are recurring concerns with the public and are factored within this category.

The analysis is based on the following formula:

1. Skagit County **Level of Service** as compared to Snohomish, Whatcom, and Spokane County (SWS) aggregate.
   - a. SCPR service levels are below those of the aggregate (5 points)
   - b. SCPR service levels are essentially the same as the aggregate (<10%) (3 points)
   - c. SCPR service levels exceed the aggregate (1 point)

2. Needs as expressed in the **Public Opinion Survey**
   - a. Highest level of need (5 points)
   - b. Some need (3 points)
   - c. Low level of need (1 point)

3. **Use Patterns** based on Skagit County's existing programs and facilities and Statistically Valid recreation trends reported in the State of Washington SCORP.
   - a. Use Patterns consistently exceed capacity of facility/program. (5 points)
   - b. Use Patterns generally accommodated by facilities/programs. (3 points)

c. Facility/program can handle additional use. (1 point)

4. **Public Input** and other factors
   a. Factors warrant significant increase. (5 points)
   b. Moderate increase is necessary. (3 points)
   c. No current need to increase capacity (1 Point)

ELEMENT SCORES

The scores will be combined and averaged to make a final determination of need for facilities and/or programs. The scores will indicate the needs based on the following levels of need:

4.0-5.00	High level of need.
2.0-3.99	Moderate level of need
1.0-1.99	Low level of need

ANALYSIS OF ELEMENTS

For the Public Opinion section, results from two separate surveys and Open House results were used to arrive at the score. The LOS score was derived by comparing current Skagit County service levels with those of comparable counties. Use patterns were scored based on knowledge of current facility and program deficiencies and/or sufficiency.

With this information, a consensus driven process made up of a planning team consisting of SCPR Staff and Parks & Recreation Advisory Board members analyzed the aforementioned need components to derive at a score which will represent SCPR priorities. The scores for park types are listed in Table 10.1.

ANALYSIS OF "PARK TYPES"

Skagit County parks are currently made up of four different "park types" as defined below. These parks are analyzed as to how they rank according to the data available. The rankings will help determine priorities.

Table 10.1
Point Rankings of Park Needs

Park Type	LOS	Public Input Survey	Use Patterns	Other Factors	Total	Average
Regional	5	5	5	3	18	4.5
Community	5	3	3	5	16	3.5
Neighborhood	3	1	3	1	8	2.0
Open Space	1	5	3	5	14	3.5

Point rankings of park needs: According to the analysis, there is a high level of need for increasing the LOS of regional parks in Skagit County. There is a moderate to high need for community parks and open space. Neighborhood park rankings indicate a moderate need. Open Space acquisition may become of further importance if land currently listed as open space becomes developed.

REGIONAL PARKS
Average Score: 4.5
Level of Need: High

Regional Parks are generally larger sites, that offer a variety of unique features or recreational experiences that serve the entire county population. These may include one-of-a-kind natural, cultural, or historic features, water access, or a concentration of facilities that can accommodate large-scale events.

1) Level of Service: The current LOS in Skagit County is 5.46 acres/1000 people and the LOS of the tri-county aggregate is 10.1 acres/1000 people. In acreage, the Skagit County Regional Park deficit calculates as 542 acres in 2010 and 1207 acres in 2020. Northern State Recreation area in transition and once fully developed would increase the county regional park system by over 200 acres and greatly reduce the anticipated LOS deficit. The addition of a park in the Bayview Subarea, and the Frailey Mountain Shooting/Training Range could further reduce the anticipated deficit.

2) Public Input Survey: The public input survey shows a high level of need for regional park type by specifying needs which are generally accommodated by such a facility. This regional park need includes trails (walking, hiking, and biking), shoreline access, Park and picnic areas,

indoor recreation facilities, pool, and camping facilities. All of these facilities would fit well within the definition of a Regional type park.

3) Use Patterns: Use patterns at current regional parks indicate a facility need in Skagit County to accommodate athletic fields, gymnasiums, recreational vehicle camping units, and trails. Use Patterns at current Regional Parks leave obvious gaps in program offerings. Local gymnasiums are occupied to full capacity in the winter months, reducing program services for basketball and volleyball programs and campgrounds are full during weekends for most of the summer months. This deficiency also limits SCPR's ability to obtain important revenues.

4) Other Factors: The East Skagit community has stressed the importance of drawing tourists off of the Highway 20 scenic corridor. This would increase the economic benefit to Sedro-Woolley, Concrete and other communities along the North Cascades Highway. Tourists often drive the corridor on their way east of the mountains. Adding destinations on the west side of the mountains increases the amount of economic gain from an increased tourist base. A regional park could help an economy that suffered a setback when the timber industry declined during the 1970's and 1980's. Other contributing factors include the trend for vacations to be more local and less costly due to the recession. Regional Parks will provide close and affordable destinations for residents in and out of Skagit County alike.

COMMUNITY PARKS

Score: 3.5

Level of Need: Moderate+

Community Parks are generally bigger than Neighborhood Parks, and host a larger number and type of ball fields, facilities and a variety of activities such as open space, BBQs and picnic areas for larger gatherings.

1) Level of Service: The current LOS of Skagit County Community Parks is .42 acres/1000 people. By comparison, the aggregate county LOS is .95 acres/1000 people. This leaves a 49 acre deficit in Skagit County for 2010 and a 113.5 acre deficit for 2020. Skagit County service levels are approximately 50% below the aggregate.

2) The survey: The survey showed a moderate level of need for community parks by demonstrating needs for facilities/programs that are generally provided for at this type of park. Surveys have shown a strong need for group picnic areas, playgrounds, wetland and wildlife viewing and other community park type accommodations.

3) Use Patterns: The SCORP report indicates a high need for sports fields, nature viewing, picnicking, and fishing, all appropriate community park activities. Unincorporated urban growth areas are increasing a need for parks for relatively high-density areas. The Bayview Sub area has increased a need for services in that region of the county.

4) Public Input and Other Factors: The citizens of Skagit County are in need of parks within short driving distances of their homes. Community Parks are distributed poorly throughout the county leaving service inequality in several areas. The uneven distribution of Community Parks is an issue in areas which are deficient of facilities and/or programs.

NEIGHBORHOOD PARKS

Score: 2.0

Level of Need: low

Neighborhood Parks are generally small, pedestrian oriented and situated to serve residents of an immediate area. Recreational activities may include both passive and active uses as well as multipurpose facilities such as basketball, tennis or play equipment. Passive uses include open play areas. Age appropriate needs of the surrounding neighborhood should be emphasized as a neighborhood park.

Neighborhood parks may also feature natural or conservation areas. Passive recreational development includes boardwalks, nature trails, picnicking facilities, shelters, park benches, picnic tables, environmental, cultural or historic interpretive facilities, and parking. Natural areas include streams, wetlands, forestlands, or even a unique natural feature. Such neighborhood parks may also function as a greenbelt or view shed on which there is no public access. Skagit County recognizes the provision of neighborhood parks ultimately being the responsibility of local cities.

1) Level of Service: The LOS shows Skagit County to be 15 acres deficient (>10%) in neighborhood park land in comparison to the aggregate service level. Although most county governments continue to have neighborhood parks within their inventories, most are not looking to add more. Municipalities are better situated to provide neighborhood parks than are counties.
2)**Public Input Survey:** The survey shows Skagit County residents like playgrounds and a moderate need for neighborhood parks is warranted.
3) Use Patterns: Skagit County neighborhood parks are used moderately. The state SCORP does not analyze uses traditionally found in neighborhood parks other than "walking" which does rank high.
4) Public Input and Other Factors: SCPR recognizes that provision of neighborhood parks will ultimately be the responsibility of cities. SCPR is reluctant to add neighborhood parks to county inventories unless they can be accommodated within regional or community parks.
However, SCPR will remain receptive to helping guide small communities in developing neighborhood parks. A new means to assist citizens in Urban Growth Area's may be needed to

obtain park land and build park facilities. Once UGA's have been annexed, the land and park construction would be the responsibility of the city.

OPEN SPACE
Score: 3.5
Level of Need: Moderate+

Open Space Parks and Undeveloped Parks are identified as available for passive outdoor recreation, offering trails for viewing, parking, and other limited improvements. Open Space and undeveloped Parks often allow for passive recreation in the form of wildlife viewing via trails as well as day-use activities.

1) Level of Service: The aggregate LOS of comparable counties indicates current open space acreage in Skagit County is sufficient. These numbers may change as Skagit County develops land currently listed under open space.
2) Survey: The surveys show a desire to acquire open space lands in Skagit County, with 20% listing it as a top priority.
3) Use Patterns: Open Space lands with trails are used consistently in Skagit County.
4) Public Input and Other Factors: Open Space Lands with trails serve an important need of Skagit County residents. Recent community support to purchase open space lands show how important open space acquisition is to county residents. The acquisition of open space lands in Skagit County has many avenues. Local non-profit agencies such as Preservation Trusts, Skagitonians to Preserve Farmlands, The Skagit Land Trust, and others have been involved with acquiring open Space Lands. Partnerships reduce or eliminate the burden of Skagit County taxpayers while still allowing Skagit County citizens to reap the benefits of the acquired open space lands. Because of these factors, SCPR staff and Board will carefully evaluate each potential acquisition as to the cost/benefits to County residents.

ANALYZING PROGRAM AND FACILITY NEEDS

Park types serve as the vessel for programs and facilities. For the purpose of analyzing program and facility needs, a similar formula used for measuring the need for "park type" was used for establishing more specific park needs. LOS comparisons for programs and facilities were inventoried by the counties with which SCPR is making comparisons. Due to data insufficiencies in regards to comparable county service levels, SCPR ranks program/facility need by evaluating public input, use patterns and survey results.

Table 10.2
Point Rankings of Facility/Program Needs

Facility Type	LOS	Public Input Survey	Use Patterns	Other Factors	Total	Average
Non-motorized Trails	N/A	5	5	5	15	5
Public Shoreline	N/A	5	5	5	15	5
Boat Launches	N/A	5	5	5	15	5
Camping - RV and Tent	N/A	3	5	3	11	3.7
Swimming Pools	N/A	5	5	1	11	3.7
Indoor Recreation Center (gym)	N/A	3	5	3	11	3.7
Softball Fields	N/A	3	3	3	9	3
Group Picnic	N/A	3	3	3	9	3
Motorized Trails	N/A	3	3	3	9	3
Shooting/Training Facility	N/A	3	3	3	9	3
Equestrian Activities	N/A	3	1	5	9	3
Adult/Junior Soccer Fields	N/A	3	3	3	9	3
Disc Golf	N/A	1	3	3	7	2.3
Senior Baseball Fields	N/A	3	3	1	7	2.3
Youth Baseball Fields	N/A	3	3	1	7	2.3
Youth Soccer Fields	N/A	3	3	1	7	2.3
Env Education Center	N/A	3	3	1	7	2.3
Golf Course	N/A	3	N/A	1	4	2

Non-motorized Trails Score Derivation

1. **Survey Results:** The survey shows a strong desire for the addition of trails in Skagit County. The surveys consistently rate trail facilities as the highest need with walking / hiking trails the top need and bike trails the second ranked need.
2. **Use Patterns:** The statewide patterns is consistent with local information, trails are the top ranked activity. Trails provide opportunities for wildlife viewings, bike riding, hiking, photography, walking pets, transportation, etc.
3. **Public Input and Other Factors:** Trails continue to be the number one park need of both Skagit County and Washington State residents. People like to have an array of trail choices throughout the County. Linear Trails often provide connectivity from parks, towns, resources, and other locations. With adequate widths, they can also provide important wildlife corridors. Additional ADA trails are needed in Skagit County. There are three types of trails that recreationalists specify in their needs analysis: linear transportation trails, loop trails, and destination trails.

Public Shoreline Score Derivation

1. **Surveys:** Shoreline access and shoreline fishing are very highly ranked.
2. **Use Patterns:** Water activities and nature viewing are top SCORP activities.
3. **Public Input and Other Factors:** When river fish are running, the SCPR department is inundated with phone calls and visits from concerned recreationalists about the deficiency in regards to river access. Currently there are almost 50 miles of public shoreline in Skagit County. Of the fifty miles, about 30 are saltwater, 5 miles are lake, and 13 miles are River/Creek. Most of the public shoreline is in the western portion of Skagit County, and along the Skagit River in the eastern portion of the County. There is a deficiency in the amount of public shoreline access in Skagit County, especially in regards to lakes and rivers. Fishing, kayaking, paddle boarding, sailing, canoeing, water skiing, and many other recreational activities are connected to water access.

Boat Launch Score Derivation

1. **Surveys:** surveys show a strong demand for additional boat ramps.
2. **Use Patterns:** Water Activates are a top SCORP activity. River access is declining as many sites have become inoperable. The sites that do exist are distributed sporadically.
3. **Public Input and Other Factors:** Puget Sound boating for fishing, wildlife viewing, and general pleasure is increasing in popularity statewide. As the state age trends move towards an older and retired population, the demand for this type of recreation is going to increase further. The San Juan's are especially popular and launching sites can be used to capacity at peak season. Marinas have been moored to capacity in some years. Improved access for those that can't afford marina moorage is needed. The Swinomish

Boat Launch serves many of the crabbers. River access is becoming scarce as previous sites are in poor condition, and improvements are difficult due to current permit requirements. Lake access is also declining as development around the lakes increase and access sites that were once thought to be public but were actually privately owned are becoming more restrictive.

Day-Use/Group Picnic Areas Score Derivation

1. **Surveys:** Surveys indicate a moderate desire for group picnic areas.
2. **Use Patterns:** SCORP has picnicking ranked as a top priority. There are 18 group picnic areas in Skagit County. Skagit County operates three which are often reserved to capacity during the summer.
3. **Public Input and Other Factors:** The residents of Skagit County like to see picnic shelters as a part of their regional and community park facilities. There is also a need for shelters with "kitchen type" cooking capabilities. The growing Hispanic population is increasing the need for picnic shelters.

Softball Field Score Derivation

1. **Surveys:** surveys indicate a low to moderate need for additional softball fields in Skagit County.
2. **Use Patterns:** The Skagit Valley Playfields are a regional draw for league play and tournaments. The fields are used to capacity the summer months. The number of leagues and teams are showing trends of increase. SCORP ranks fields high.
3. **Public Input and Other Factors:** SCPR is a primary provider for regional softball tournaments and league play.

Swimming Pools Score Derivation

1. **Surveys:** The survey shows a desire for a large indoor pool. Previous surveys indicated as high as 79% residents indicating an indoor aquatic facility is needed.
2. **Use Patterns:** A centrally located indoor swimming pool has been a long-term existing need in Skagit County. The Fidalgo Pool in Anacortes is not accessible to users in the central and eastern portions of the county. The YMCA Pool in Mount Vernon is used by three high school swim teams and has programs starting at 5am and going until 9pm daily. Current participation in swimming is about 35% lower than other regions surveyed. Much of the difference is likely due to the lack of facilities.
3. **Public Input and Other Factors:** The economic reality of maintaining a pool would require a significant cross-agency partnership, private or other, along with a fee system. The County does not have the capacity to support a pool. The YMCA Pool was built many years ago and is aging rapidly. Other pools are privately owned or require monthly

memberships. Swimming pools are often forced to depend on levies and history shows a fluctuation in community support.

Indoor Recreation Center (gymnasium) Score Derivation

1. **Surveys:** The survey indicated a strong desire for and indoor recreation center. Past surveys indicated that respondents expressed interest in attending youth activity & enrichment classes offered *at a* proposed indoor recreation facility.
2. **Use Patterns:** Gymnasium space is used to full capacity and the lack of space has *limited* SCPR's ability to run basketball and volleyball programs at desired levels. The ability to provide for enrichment programs is also very limited. Historical partnerships between the County and local school districts have provided the majority of enrichment opportunities to Skagit County youth. However, access to school facilities has become more limited due to the County's growing population and the increased scheduling constraints of the facilities. The SCORP indicates a high level of participation for team sports.
3. **Public Input and Other Factors:** A recreation center with multipurpose rooms would provide space for enrichment programs when schools are not available. A regional space for basketball/volleyball tournaments would establish Skagit County as a destination and assist the economy. An indoor recreational center would have to be done through a partnership with many agencies, both public and non-profit.

Disk Golf Score Derivation

1. **Surveys:** Surveys have shown a low need for disc golf facilities.
2. **Use Patterns:** SCORP does not comment on disc golf. Use patterns at existing courses indicated a high level of use, comparable to trail usage
3. **Public Input and Other Factors:** This use is attractive in that it can be a low impact overlay use on trails or open space, providing recreation with a minimal investment. The new course at NSRA was built almost exclusively by user group volunteers.

Camping: RV and Tent Score Derivation

1. **Surveys:** Surveys point to a consistent desire for additional campgrounds in Skagit County.
2. **Use Patterns:** There is a deficiency in the amount of sites in Skagit County, but this deficiency is somewhat offset by the amount of primitive camping opportunities there are in the thousands of acres federally/state managed lands in Skagit County. RV and cabin camping remain as modest recreational demands in Washington State (SCORP 2007). Currently, Skagit County provides minimal camping cabins, yurts, or any other fully enclosed fully camping units. There is a need for adequate camping facilities at Lake Shannon to accommodate anglers. Camping arrangements at Lake Shannon are deficient.

3. **Public Input and Other factors:** Although there is an abundance of primitive camping opportunities, RV camping is less available. Also, ready-made facilities such as yurts and camping cabins are being provided for in neighboring counties with great success. Campgrounds provide more than just recreational opportunities. They also attract tourism and help the local economies. Camping opportunities situated along the Highway 20 corridor attract tourists who may otherwise make a non-stop trip through Skagit County on their way to the east side of the mountains.

Motorized Trails Score Derivation

1. **Surveys:** Surveys show a moderate for motorized trails.
2. **Use Patterns:** Motorized trails are available in The Anacortes Community Forest Lands and Walker Valley. The current trails adequately provide for the users. SCORP reports a slight increase in Off Road Vehicle use. Most popular are 4x4 vehicles, followed by All Terrain Vehicles, and finally off-road motorcycling.
3. **Public Input and Other Factors:** Walker Valley periodically shuts down trails for motorized use. If the trails are permanently closed to County residents, a void will be created. Motorcycle/ORV use is constrained by the availability of desirable land and facilities. Much of the public trail inventory, for example, is closed to motorcycle/ORV use.

Shooting/Training Facility Score Derivation

1. **Surveys:** The surveys indicate a medium-low need (5.68% as a top priority) for a shooting/training facility in Skagit County.
2. **Use Patterns:** Approx 7.3 percent of the Washington State population participates in shooting/hunting. These percentages are generally much higher in rural counties. Without a safe public facility for shooting/training, many County residents are forced to use private timberlands and quarries, public open space, and residential properties to accommodate their recreational interest.
3. **Public Input and Other Factors:** Local law enforcement has an interest in the establishment of a training facility in Skagit County. A shooting range may help alleviate safety concerns that currently exist as local gun enthusiasts practice their sport in unsanctioned areas. Hunting licenses have gone up in the past few years and gun sales have hit record highs. A need persists for shooting enthusiasts.

Equestrian Activities Score Derivation

4. **Surveys:** The surveys indicate a medium-low need (5.68% as a top priority) for development of Equestrian activities in Skagit County.

5. **Use Patterns:** A small percent of the Washington State population participates in equestrian activities. This is not a use currently featured in the Skagit County inventory other than multi-use trails.
6. **Public Input and Other Factors:** Though the percentage of equestrian users is modest, the location of such a large amount of state and federal public lands in Skagit County makes equestrian use, particularly back-county equestrians use, logical and attractive. Private and public partnerships should be explored. The meetings we had throughout the County were attended heavily by equestrian enthusiasts.

Adult/Junior Soccer Field Score Derivation

1. **Surveys:** Soccer field surveys indicate a moderate need.
2. **Use Patterns:** Although SCPR ran several soccer camps in the past, the niche has been taken up by other providers. The current supply of soccer fields is adequately accommodating the demand. Burlington fields generally satisfy the need for soccer fields in Skagit County.
3. **Public Input and Other Factors:** Although soccer fields are relatively abundant, Hispanics are the largest growing ethnic group in Skagit County. Soccer is popular with the Hispanic population and demand increases as their local numbers increase.

Senior Baseball Fields Score Derivation

1. **Survey:** Survey respondents indicate a moderate need for adding Senior Baseball fields.
2. **Use Patterns:** Skagit County currently provides three senior sized baseball fields. Allen and Burlington-Edison Regional Park (BERP) fields are used moderately because of their limitations. Allen is adequate only for practices and BERP, which is used primarily by Burlington School District, is closed in July for maintenance. Skagit Dream Field has a high use request which has been expanded with the recent addition of field lights.
3. **Public Input and Other Factors:** Municipalities have traditionally been the major providers of baseball facilities. Skagit County should allow others to fill this niche.

Youth Baseball Fields Score Derivation

1. **Surveys:** Indicate a continual need for additional youth baseball fields.
2. **Use patterns:** The needs are being adequately met in Skagit County.
3. **Public Input and Other Factors:** Little League size fields are traditionally provided for by municipal park departments. Elite select leagues and little leagues are often competing for fields.

Youth Soccer field Score Derivation

1. **Surveys:** Soccer field needs rated moderately in the surveys.

2. **Use Patterns:** The current number of soccer fields is adequately satisfying the need in Skagit County.
3. **Public Input and Other Factors:** Municipalities have traditionally been the local providers of youth soccer fields.

Environmental Education Center Score Derivation

4. **Surveys:** There was a low to moderate interest in an Environmental Education Center
5. **Use Patterns:** The Eagle Festival has become expanded in the building located at Howard Miller Steelhead Park and reports a growing seasonal interest and participation, including record numbers of visitors in 2011/2012.
6. **Public Input and Other Factors:** This is a project that would necessitate various partnerships but due to the abundance of high quality natural environments in Skagit County it is worth consideration.

Golf Course Score Derivation

1. **Surveys:** Surveys show a low need for the addition of golf courses.
2. **Use Patterns:** Privately owned golf courses are used to full capacity four months of the year, used to approximately 50% capacity four months, and utilized under capacity for four months.
3. **Public Input and Other Factors:** Golf courses are being adequately provided for by the private sector.

CHAPTER 11

RECOMMENDATIONS

PROJECT DEVELOPMENT AND RENOVATION LIST

The following projects are based on the needs compiled from the surveys, use patterns, level of service comparisons, public input, and other factors. Project priorities are sorted in order of preference as to which programs/facilities the project encompasses and how those projects/facilities rank using the aforementioned needs formula (analysis-chapter # 10). In sorting projects by priorities, financial issues are also considered. Considerations can include constraints due to a lack of resources required to develop, maintain and operate facilities. The ability to draw revenue from the proposed development, facility, and/or program is also factored in. Within a broad range of project priorities, the county needs to be flexible to changing conditions and opportunities that may arise. The priorities are categorized as follows:

Level 1 Need (High Priority):

Projects in this category typically fall under the department's first priority of "taking care of what we have." In addition, these projects may have demonstrated the highest level of need in some or all of the categories of public input use patterns, level of service, or survey results (from chapter 10 needs rankings). Finally, economic feasibility or potential cost recovery is considered.

Level 2 Need (Moderate to High Priority):

Projects in this category have a moderate level of need as measured by a composite of public input, level of service analysis, survey results, and/or economic feasibility.

Level 3 Need (Low to Moderate Priority):

Projects in this category have some level of need as measured by a composite of public input, level of service, survey results, and/or economic feasibility.

Level 4 Need (No to Low Priority):

Projects in this category have no projected need as measured by a composite of public input, level of service, survey results, and/or economic feasibility. These projects are not listed in analysis.

INDEX TO RECOMMENDATIONS & RANKINGS

Level 1:

Northern State Recreation Area Trails Plan

Centennial Trail

Sares Bluff Trail Development

Clear Lake Improvements

Skagit Valley Playfields Improvements

Similk Bay Shoreline Access

Other Trail Development and/or acquisitions

Level 2:

Howard Miller Steelhead Park Improvements

Indoor Recreation Center (gym)

Evergreen Trail

Bayview Community Park Development

Northern State Recreation Area Development

Proposed Shooting/Training Range

Big Rock Access and Parking

Other Open Space Development and/or acquisitions

Other Lake Park Development and/or acquisitions

Level 3:

Lake Shannon Trail

Lake Shannon Park Development

Pressentin Park Improvements

Northern State Recreation Area Ball Fields

Grandy Lake Development

Nichols Bar Development

Sauk Park Development

Conway Park Renovation

Rexville Overlook Development

Skagit River Interpretive Center at HMSP

PROJECT AND RENOVATION DESCRIPTIONS

Following is a description of the above recommended projects. To assist in comparison they will pre presented within the following categories.

1. **Trail Plans**
2. **Park Development Plans**
3. **Open Space Plans**
4. **Shorelines Plans**
5. **Sports Fields Plans**

1. RECOMMENDED TRAILS PLAN

Trails continue to be the most demanded recreational facility asked for by Skagit county residents. The 2007 State Comprehensive Outdoor Recreation Planning (SCORP) surveys show similar trends. The (SCORP) document makes recommendations for local agencies and encourages trail opportunities. The plan specifically states, "If there is a weakness in the local response statewide, it may be in addressing high-participation activities that take place away from a traditional park, especially bicycling and walking. Health professionals increasingly regard walking and bicycling, both for recreation and transportation, as valuable tools that can help people build healthier lifestyles. Community oriented trails, paths, and routes for walking and cycling can encourage people to participate in health oriented activities; encourage children to walk or bicycle to school; and encourage adults to commute without a car".

Trails and paths, therefore, can provide multiple benefits for the states citizens including recreation, health, and transportation. The Recreation and Conservation Office (RCO) encourages local government to work more closely with transportation and health professionals on non-traditional recreation projects such as bicycle lanes and walking routes to and from schools and businesses. They also encourage local governments to consider outdoor recreation sites and facilities as integral elements of the public infrastructure, as important to the public health and welfare as utilities and roads. The safety of trail-users will continue to be a priority.

Trails need to be provided for at every opportunity. Anacortes, Burlington, Mount Vernon, and Sedro-Woolley identified proposed trail corridors in their plans as well as connection points to the County-wide system. Anacortes completed the popular Tommy Thompson Parkway Trail and is

looking to extend the trail along the Guemes Channel, towards Washington Park. A proposed trail connecting the Anacortes Community Forest Lands to the Deception Pass Park is perhaps the longest unfulfilled need in Skagit County. The trail has been in every SCPR comp plan dating back to the first edition, written in 1972. The connections provide valuable Fidalgo Island recreational and transportation routes of east and west as well as north and south, respectively. Skagit County will work in finding regional trail links to this and other outside agency trails. City, County, State, and Federal agencies should continue to work together to assure a healthy and user-friendly trail system in Skagit County.

Skagit County residents have identified a need for more primitive trails. Burlington has proposed these types of trails on Burlington Hill and Mount Vernon has recently expanded their trail system on Little Mountain. Anacortes has over 50 miles of primitive trails in the Anacortes Community Forest Lands. Skagit County has proposals for more trails at Sharpe Park, Northern State Recreational Area and Pilchuck Forest. Skagit County Public Works and the City of Sedro-Woolley have been promoting the extension of the State Route 20 Trail between Burlington and Sedro-Woolley. ADA paved routes are proposed for sections of this trail. There is also a mile of ADA trail proposed at Lake Shannon.

The recommended recreational trails plan includes a combination of loop, destination and linear type trails. To complete these sections it will require in some cases, access easements or outright purchase of property. In other cases where no other options exist, the route may need to utilize existing road right-of-way to complete a segment. A description of the major recreation trails found in the plan is described below.

Trail Design Guidelines

Trail Corridors – The trails are to be routed so as to maintain a natural setting, to avoid unnecessary disturbance to private landowners adjacent to the trail and to preserve wildlife habitat and important vegetation. While the minimum acceptable trail easement is 25 feet, the more practical and desirable easement width is 35 feet except in riparian areas where it is 100 feet.

Road Crossings – Road crossings should occur at points of good visibility, perpendicular to the roadway (if possible) and at natural crossings, if possible. Full access sections should be equipped with curb cuts.

Signage – Trails should be signed at road crossings and all other public access points with signs that define uses and restrictions. More primitive trails should be signed only at the main entrances. These signs should describe uses, trail surface conditions, limitations, such as ADA degree of access.

Northern State Recreation Area Trails Plan

Level 1

The NSRA trails component is the development of an integrated non-motorized trail network throughout the Northern State Recreation Area property that provides for at least six miles of trail. Trails were identified as the highest priority type of facility to include at NSRA in the countywide survey administered in the NSRA planning process. Several trail types are included in the master plan for NSRA, including multiple use trails, interpretive trails, limited use trails, and exercise trails. The entire master plan for NSRA can be viewed in the appendices. Connecting neighborhoods to the NSRA trail system is a priority. The new berm trail around the alluvial fan will be an interpretive trail. Connecting the interpretive berm trail to form a loop has been mentioned by park users as something they would like to see accomplished. The trail accessing the park from the west at McGarigle Road needs to be improved. A boardwalk type trail should be established parallel to SR 20 to connect the two north and south berm trails at NSRA.

Centennial Trail

Level 1

The Centennial Trail is a regional trail system with the potential to run continuous through Snohomish, Skagit, and Whatcom County. These neighboring counties have been actively buying and creating connections with monies dedicated within their capital facility plans, with scheduled completion planned for 2012. The Skagit portion is divided into two segments. The northern segment between Sedro-Woolley and Whatcom County will follow State Route 9. Because this segment is on-street, it will probably be used primarily for bicycling. South of Sedro-Woolley, the Centennial Trail follows abandoned railroad corridor. The County has purchased

approximately eight miles of this route but anticipates that the remaining portion could be located within street rights-of-way, at least in the near-term. This is an excellent opportunity to create multi-use trails for bicyclists, walkers, horseback riders and other users. This is envisioned to be part of an overall off-street trail one day connecting British Columbia to Seattle. The initial segment of the trail is located near the Snohomish/Skagit County boundary and was once owned by the Pilchuck Tree Farm. Within the boundaries of the site, three separate creeks converge. Immediately south of the site, Snohomish County owns an additional parcel of land, which has been identified as a potential trailhead for the Centennial Trail. A master plan should be developed for the Pilchuck site. Possible plans could include a wetland interpretive area containing boardwalks, signs and shared interpretive facilities.

Sharpe Park Trail Extension

Level 1

Sharpe Park encompasses conifer lowland forest, a wetland, rocky bald, a seasonal stream, and coastal frontage property. These combined land characteristics make the property very unique biologically due to the habitat interface of these differing features. Sharpe Park is also a vital connecting link between shoreline and the Montgomery-Duban Headlands. Together, Montgomery-Duban Headlands and Sharpe Park comprises a 110-acre natural area including almost a mile of rugged, natural shoreline on Rosario Strait. The property features a spectacular view, encompassing most of the Olympic Range, the straits, and Lopez, Allan, Burrows, and other islands. A mile of trail is proposed on the south end of the property, extending from the Bluff and dropping down to Fox Beach. A community group has approached SCPR to financially partner with the county on the potential purchase of a land-locked parcel at the south end of the park.

Cascade Trail Improvements

Level 1

The Cascade Trail will need some improvements made to trestles and pedestrian bridges in the coming years. Plans are being put together to regularly look at the structural integrity of the structures and prioritize maintenance needs based on the reports that come from these visits. A board walk at Wiseman Creek is needed to elevate the trail above the directional changes in flow location. The first mile of the trail should be paved west of Fruitdale Road. The trail should maintained and enhanced to a higher standard near towns and cities.

Burlington to Sedro-Woolley Trail

Level 1

The City of Burlington paved a section of the trail and when budgets allow, Skagit County should finish the section they agreed to pave. A paved section will increase use significantly. Skagit County should work closely with the City of Sedro-Woolley to find a way for greater connectivity to their town.

Other Proposed Trail Development and/or acquisition

Level 1

In addition to the major trail routes described above, primitive trails should be developed in existing and proposed Open Space and day-use areas. Some of the specific areas should include:

- Squires Lake
- Chuckanut Mountain Area
- Skagit River Access
- Nichol's Bar
- Pressentin Park
- Sauk Park
- Swinomish Channel
- Bayview Ridge and Connections to Skagit Port Trails
- Other publicly owned lands and/or open space areas.

There is considerable desire for the public to have more access onto this regions dike and levee systems for recreation trail access. Skagit County parks should continue to be open to opportunities to assist and partner with the local dike districts to facilitate where appropriate acess onto the dike systems.

Lake Shannon Trail

Level 2

A short ADA loop trail is planned for the Lake Shannon Boat Launch/camping area as part of proposed park plan. Also, a linear trail linking Concrete with Lake Shannon and Baker Lake may be possible with a long-term adaptive management fund made available through a recent Puget

Sound Energy relicensing process. Skagit County should remain involved with PSE and other recreational providers in the area to ensure the needs of County residents are being met.

Evergreen Trail

Level 2

This is a cross-island corridor trail on Fidalgo Island. It links Anacortes, San Juan Ferry Terminal, Washington Park, Heart Lake, Campbell Lake, Mount Erie, and Deception Pass. Most of the linkages utilize existing public land. Additional linkages need to be acquired and some physical obstacles need to be addressed. This trail program should be a coordinated effort between the City of Anacortes, Washington State Parks, Skagit County, non-profit organizations, and private landowners. A missing link currently exists between city and state owned lands. This void can be filled in a number of creative ways, including but not limited to:

- *Voluntary conservation or trail easement grants*
- Development of a revolving "conservation" fund that could purchase available properties and resell them after placing appropriate easements on the property.
- Purchase of available properties or trail easements in critical areas in cooperation with the City of Anacortes and the Washington State Parks and Recreation Commission. WSPRC currently has some property in this area designated as potential acquisitions.

This proposed trail could also include the creation of a wildlife corridor between the Anacortes Community Forest Lands and Deception Pass State Park. The open space corridor would provide for important wildlife connections in that part of Fidalgo Island. The wildlife corridor can help to accommodate the movement of wildlife between the State and City Forestlands. Wildlife corridors are important for the long-term genetic health of island wildlife by providing links for subpopulations. Such an Open Space Corridor can be created by purchasing properties, by keeping existing rural zoning, by conservation easement, etc. Habitat connectivity in this part of Fidalgo Island is very important for the long-term health the biotic community. Since there will be more and more pressures to develop these properties on Fidalgo Island, the pursuance of wildlife corridors are important at present time. Once these lands are lost to development, the opportunities may never again become available. Potential funding in partnership with a local

land trust should be pursued. This trail proposal has been in the comp plan since the inception of Skagit County Parks and Recreation.

2. RECOMMENDED DEVELOPMENT PLANS

Proposed Bayview Community Park Development

Level 2

The Bayview Ridge area is unincorporated but designated by Skagit County as an area of urban growth. It is located on the hill west of I-5 and is being developed at a much higher density than neighboring unincorporated lands. To provide park services in this area, a community park site and trails are proposed. The timeline for the development of this park should parallel the timeline for other Bayview sub area infrastructure. The park should therefore be completed as the subarea reaches capacity. Trail corridors should be acquired as made available. Connections to the Skagit Port Trails are highly recommended.

Proposed Northern State Recreation Area Development

Level 2

A master plan has been prepared for this site and includes about 525 acres or 72% of natural open space. Other recommended facilities include a significant trail system, an adult softball complex, a day–use park, environmental education center, camping area, a multi-use event center and RV camping. Initial plans for development include trails, restrooms, and parking. Subsequent development is dependent upon the acquirement of funds. It is strongly recommended that the entire 726-acre site be included within the urban growth area of Sedro Woolley to accommodate proposed future facilities at urban levels of service throughout the site. A cross-country course has been developed here and is used by local schools. A user group has approached the county expressing an interest in developing a dog part in a portion of the site. The historic buildings should be renovated and preserved. A strong focus should remain on trail improvements and equestrian opportunities. The property was purchased with RCO funds and need to be protected for recreational use that fit within the guidelines of the received grants.

Proposed Shooting/Training Range:

Level 2

The need for a shooting range has become apparent because of random shooting in sand and gravel quarries or other unmanaged areas. Because of the concern for safety, shooting in many of these areas is now restricted. A survey done by the state in 2007 shows 7.3% of its residents enjoy hunting and/or shooting. This figure is assumed to be much higher in rural counties such as Skagit. Hunting license sales in the State have remained steady and these hunters have a need to practice their skills at an organized, safe, and reliable facility. Gun sales are at record sales and these gun owners need places to fire their weapons. Hunting licenses are up in the past few years and often call requesting places to site their guns.

To accommodate the need for a safe and reliable recreational shooting area, an advisory committee made up of approximately fifty people studied several site locations. The Frailey Mountain site was chosen through a selection process in which two environmental impact statements were prepared and six separate sites were looked at in detail. The Frailey Mountain Site is located in the south central portion of the County on land was reconveyed to Skagit County from the Department of Natural Resources (DNR). The site consists of approximately 400 acres.

The County has prepared an environmental impact statement for the Frailey Mountain Shooting/Training range, which includes the development of a recreational and qualification level shooting facility. The facility will provide a local area for law enforcement training. The land will be owned by Skagit County but developed, operated and maintained by private leaseholders.

Since this park has been acquired, the DNR has restricted the access from Granstrom Road. Skagit County needs to work with DNR to keep this access open for recreational open space.

Indoor Recreation Center

Level 2

Although the survey indicated interest for indoor recreation space for sports, recreation classes and swimming, the previous proposal has moved down the priority list from its level 1 position in 2003, mostly due to a lack of support for comprehensive funding. Currently, there are no indoor recreation centers in Skagit County and because of this void and the continual outcry for greater aquatic opportunities; we are placing the facility at a level 2 need. The efforts to create a

recreational center will have to have support from a broad spectrum of private, public, and non-profit supporters, along with a central champion that is prepared to rally a strong campaign. Ultimately, the proposal will almost certainly require a separate taxing district and approval by the voters. The municipal park departments within Skagit County are currently not large enough to financially support a facility on their own.

Design Requirements:

- The facility should provide a wide range of facilities and activities that will be of interest to all age groups
- Space should be provided for competitive and active sports as well as places for recreation and instructional classes, small and medium sized meetings, receptions and large group gatherings, aerobics and other exercise programs, etc.
- Multi-use spaces should be favored over single purpose spaces. Flexibility is very important.
- The building should be attractive with a comfortable environment suitable for leisure activities. Active recreation spaces should be clearly separated from passive spaces.

It is paramount to have joint collaboration with other public entities, non-profits and/or private groups who provide recreational services. A parcel of land located near Skagit Valley College and currently owned by SCPR is available for consideration of such a facility. A "first right-of-refusal" should be granted to the Skagit Valley College for this parcel. Many schools have built-in recreational facility fees to better accommodate and encourage the health of their students and staff. These fees help pay the capital and maintenance of the recreational facility.

Community groups have suggested the possibility of an interim use of one of the many vacant high ceiling or "big box" retail stores in the county as a temporary indoor recreation center. The chance to re-program some of this un-used space for a short period is worth exploring and may be beneficial to both individuals seeking increased indoor recreation opportunities as well as private property owners.

Skagit River Interpretive Center

Level 3

The Skagit River Bald Eagle Awareness Team, in conjunction with SCPR, actively pursued an interpretive/office building at Howard Steelhead Park. In 2009, we were able to renovate the old ranger quarters on the north end of the park for the Skagit River Bald Eagle Awareness Team (SRBEAT), to do their winter operations. Although this facility was thought of as temporary, it will most likely be the facility for interpretive activities for the foreseeable future. SRBEAT had successfully operated a seasonal facility at the Rockport Fire Hall for the seven seasons prior, offering educational programs on topics ranging from North Cascades geology to local history. There have been thousands of visitors and SRBEAT provides a valuable service and economic boost to the upper reaches of the Skagit River watershed. Although the new interpretive center is no longer able to adequately provide for the growing demand for interpretive services, it will need to suffice until the day in which partnership funding becomes available for a new facility. A multi-purpose environmental/interpretive center at Howard Miller Steelhead Park would provide a permanent location for increasingly popular recreational opportunities, more commonly known as Eco-Tourism or Nature Tourism.

Over 5.5 million people live within a 90 mile drive of the Skagit Basin and the Interpretive Center would provide a year-round facility for a multiplicity of events and activities. The economic benefit potential will be very strong as the groups it will draw to the region will include travel professionals, families, seniors, conservation organizations, outdoor groups, bicycle groups, eagle/bird watchers, bus tour operators, fishing groups, rafters/boaters, Elderhostel, teacher workshops, school groups, vacationers, County Park and Recreational groups, and general visitors.

The Interpretive Center with a 200+ capacity would work as a visitor center with interpretive opportunities and enhance Skagit County's ability to benefit from our abundant natural resources. The center will provide a variety of recreational learning experiences that promote an understanding of the natural processes that make the Skagit River System valuable and install a sense of stewardship and a conservation ethic.

Rexville Overlook Development

Level 3

This site is located off Bradshaw Road, in the community of Rexville. It is a small hillock covered in blackberry bushes and is the former site of Rexville School. There is a small roadway turnout that provides parking opportunities. A short climb up the moderate slope affords wonderful views across patterned agricultural lands to the distant coastline and islands. Skagit County should develop a master plan for this property. The plan should include a viewing platform with picnic tables. The cost to develop this park is nominal. The community should be reached out to in an effort to ease their concerns about such a facility.

Pomona Grange Park Development

Level 3

This site is located off Old Highway 99, about eight miles north of Burlington. It was purchased via a grant from the RCO. It contains a group shelter, five picnic sites, a portable restroom, a short nature trail and creek frontage. It is named for the volunteer group who constructed the shelter and has annual work parties to maintain the site. It is located across the creek from a state fish hatchery.

A master plan should be developed for this site. The plan should include a paved trail for the interpretive walkway for the disabled. Also, the State should be encouraged to make the hatchery site available for educational programs currently being held at the park. This would allow learning about artificial as well as natural fish production and rearing.

3. RECOMMENDED RECREATIONAL OPEN SPACE PLAN

Depending upon one's point of view, the definition of Open Space varies widely. For some it includes land designated primarily for the preservation of wildlife habitat or agricultural farmland. To others, it may take on a broader meaning to include environmentally sensitive areas, lands used to buffer, and space to create a sense of seclusion.

In this report, Recreational Open Space (ROS) is defined as undeveloped land left primarily in its reported natural condition and used for passive recreational purposes, creation of separation and seclusion, and as buffers between urban uses. Sites designated primarily for agricultural farmland and wildlife habitat are not considered in this category of Open Space. ROS is further

defined as large parcels of land that because of unique or scenic quality should be carefully monitored, planned and used. They may permit a variety of land uses as long as open space qualities are conserved. Maximum development is low impact day-use activities and trails.

Currently, most public open space acres and some wildlife habitat and environmentally sensitive areas in the County are managed by state and federal agencies or the City of Anacortes. Both Burlington and Mount Vernon have proposed open space corridors in their comprehensive plans. LaConner has policies related to open space areas but no specific areas have been set aside. The largest open space area in the County is the Wild and Scenic River Corridor, which is managed by the US Forest Service.

Skagit County currently has some undeveloped park sites which function as recreation open space areas. These are sites which permit public access but provide little or no facilities or services. Some of them will eventually be developed, providing both recreational open space and active play areas. On the other hand, some of the County park sites are not anticipated to be developed for a long period of time and will remain as reserves for future generations.

Another open space classification is recommended and is called Recreation Resource Areas (RRA). These are large areas of land that because of unique or scenic quality should be carefully monitored, planned and used. This is not to say that they cannot be used for a mixture of land uses but because of their unique characteristics, the open space quality should be promoted. When applying this classification it means that special studies and efforts should be made to balance the open space qualities with other land uses.

Four of these areas have been identified and include Chuckanut Mountain, Pleasant Ridge, Butler Hill, and the lower Skagit River Corridor (downstream of the wild and scenic river designation). These areas have high value as both urban wildlife habitat and recreational open space, and deserve consistent and coordinated management. The RRA designation does not mean the County should acquire these areas in their entirety, but instead makes effort to ensure careful consideration is given to their natural and recreational values. This plan recommends that 10-20% of each of the recommended RRA's be made available for public use as Recreational Open Space. Many of the Lands owned by the WDNR have revenues from sales dedicated towards schools. These lands need to be fully controlled by the WDNR for timber practices.

The Skagit County Planning Department has recently completed a full review of potential open space areas under GMA requirements. Recreational Open Space areas were forwarded to the Planning Commission for consideration and the Plan was officially adopted by the Board of County Commissioners in 2009. The plan should be thought of as an extension of this parks and recreation plan.

There are a variety of tools available to protect other open space areas. Acquisition is an option and most likely necessary to provide broad public access. Other options include scenic and access easements, development restrictions, etc. It will be necessary to work closely with the Planning Department to ensure appropriate land use controls are in place to achieve open space objectives. It should be kept in mind that much of the natural open space now exists as sensitive lands and will be preserved through current land use controls. Therefore, it does not seem appropriate for the county to purchase these parcels when other mechanisms now exist to maintain their natural environment.

Proposed Open Space Development and/or Acquisition

Level 2

Opportunities to acquire open space lands should be pursued when possible. Skagit County should coordinate and cooperate with both public and private sector interests to further park and recreation opportunities. Park planning and land acquisition efforts should consider existing and planned infrastructure, population served, environmental constraints, and available resources. Partnerships with local land trusts and other non-profit agencies should be pursued as a way to find recreational opportunities at a low cost to Skagit County taxpayers. parklands, as we have at Big Rock Park.

Proposed Big Rock Park Improvements

Level 2

Permanent, safe, and legal access needs to be established to this park. Although the property is currently landlocked, it was given to the County with the intention for recreational use. Formal parking and trailhead will also need to be established. Skagit County should stay engaged with Mount Vernon Planning processes to ensure the creation of a safe and legal access to the Big Rock property. Adjacent development proposals should be looked at for trail access

opportunities that will benefit the neighbors and general public. Future properties need to be acquired with the necessary safe and legal access.

4. RECOMMENDED SHORELINES PLAN

The ability of Skagit County residents to gain access to their shorelines has been a persistent issue over the past couple of decades. The loss of shoreline to development and the loss of shoreline access are occurring at a more rapid rate. Concern has been growing that not enough avenues to reach Skagit County's shorelines remain and pressure is mounting on existing access ways. Demand for public access seems to be rising as participation in recreational boating, fishing, and shellfish harvesting grows while traditional access sites and affordable shorefront lands suitable for access diminish. Clearly, public access to Skagit County's shorelines is an issue that will not go away. Once lands are lost to development, the ability to access shorelines will be lost forever. Because of the popularity of shoreline and the diminishing ability to access these shorelines, the priority for the acquisition and enhancement of these properties ranks fairly high. The monies available for these improvements vary.

Our County abounds with tideland recreational resources—miles of beaches and many important estuaries, in particular the Skagit and Samish River basins. In many ways, they are the legacies of Skagit we want to appreciate and preserve. To that end, we recommend and support working with local governments and non-profit agencies to find ways to acquire intertidal lands for the enjoyment of our public. In 2010, we partnered with the WDNR and The Skagit Land Trust to keep tidelands on Samish Island available to the public. We will continue to look for creative ways to protect similar properties in the years to come.

Howard Miller Steelhead Park Proposal

Level 1

Only 13 acres of this site are currently developed with the remaining 80 acres lying across a small stream channel to the west, all of which is in flood plain. The existing developed site includes picnic areas, picnic shelters (one enclosed), a dump station, boat launch, park manager residence, 54 RV units, an office building, two Adirondack shelters and a tent camping area. We currently have two camping cabins for rent as well and would like to add four more in the coming

years. HMSP has a club house and an interpretive center. With the addition of a new rail car bridge across Regan Creek, we are proposing to add a dozen dry camping (no utilities, walk in only) sites to the west end of the park. The park receives many regular users from outside the region. Approximately 80% of site users are non-County residents and many are seniors.

There are currently two entrances to the park, one from Sauk Valley Road and the other through the local neighborhood on Alfred Street. The site is not gated and no entrance fee is charged for day-use. During the Eagle Festival and the eagle viewing season, 200 or more cars may attempt to park on the site. This heavy use period occurs mostly on weekends from December to March. Many boaters who ride commercial rafts park their cars on the site prior to being transported upriver to a boat launch area. A portion of the developed site in the floodway and noise from the nearby tavern is occasionally a disturbance.

It is recommended that the open meadow located west of the developed portion of the site be utilized for other active recreation uses. This should include additional camping, group shelters, river access and facilities for local community use. Any of these projects should be developed with consideration of the location of the floodway so that there is not an expected repair cost when the expected flooding occurs.

The heavily wooded portion found at the west end of the park should not be developed and remain as a wildlife corridor linking riparian habitat with other surrounding land. One of the most important tasks to complete should be an overall park site master plan to determine the impact boundaries of development and permitted uses. The plan could include a new office, interpretive center, parking for 200 cars, a gated entrance system, signage, electrical upgrades to the lower end, and shoreline stabilization. A new boat ramp and asphalt has been added to the park in the recent years. The upper road is chip-sealed and needs to be maintained regularly.

Clear Lake Park Renovations

Level 1

Whereas this waterfront area once was a lifeguarded facility, we have moved into a new era in which Clear Lake will be a park with passive recreational amenities, including picnicking and sunbathing. The park has had some major renovations in the past few years, including the upgrading of the playground structure and the removal of the swim based infrastructure. The site

currently contains picnic tables, a playground structure, a lawn for sunbathing, a sand volleyball court, and a small picnic shelter. A substantially sized, abandoned bathhouse is central to the grounds, reducing the useful square footage of the overall park. The park is fenced and the gate has been closed at dusk. Over the past couple of years, we have had the clear lake fire department reopen the gate after dawn of each day. Improvements that can further enhance the park include improved parking and access at the entry. The aging concession building/bathhouse is beyond its useful life and with more space needed to accommodate picnicking, there is a call to raze the structure. In its place, there is a proposal to add a large covered picnic shelter with accommodating barbeque facilities. The picnic shelter will bring a level of health and safety to the park by providing some much needed shade and protection. This will increase the parks conduciveness to families. The picnic shelter will not add impervious surface to the site since it will sit directly on the footprint of the razed bathhouse structure. With strong demand from the community, a self contained restroom should also be considered in the near future. Partnerships may have to be established to care for the facility, especially if future capital upgrades progress beyond the ability of a thinly stretched parks department to adequately care for the facility on its own.

Throughout the year, the beach is open for public use at no fee and is as popular as ever. An annual summer event, the Clear Lake Triathlon, is sponsored by the department and brings around 300 triathlon entrants plus 200-300 spectators each July. SCPR will continue to host this event.

Proposed Similk Bay Shoreline Access

Level 2

This proposed shoreline access area is privately owned and once featured grass with picnic tables and a portable restroom. In the past, the owner has indicated some interest in partnering with Skagit County Parks. The developed area is adjacent to a berm leading to an extensive tidal flat with evidence of a former pier. An oyster house and an old restroom are also found on the site. The intertidal area was once used for raising oysters. This property could one day serve as a tidal access, both for neighbors and for community residents, much like the beach access at Samish Island.

Proposed Lake Park Development and/or Acquisition

Level 2

Lakefront recreational resources are extremely rare in Skagit County. A long-term objective of SCPR and its partners was to develop a major regional park on a centrally located lake in Skagit County (Big Lake or Clear Lake would best fill this void). Skagit County is bestowed with a number of beautiful lakes and public access is limited. The site should include an array of day-use opportunities.

Proposed Conway Park Renovation

Level 3

This park is located adjacent to the bridge over the South Fork of the Skagit River, near Conway. This site is not fully developed but because of its location, receives considerable use. The site contains a paved boat launch, a portable restroom and is used primarily for fishing and launching fishing boats. A fenced, grass playfield/Little League baseball field is also part of the site but lies on the other side of the dike. There is an opportunity to connect the main portion of the site to the playfield on the south with a trail under the bridge. Formalized parking and an open grass multi-use play area and other improvements should be considered for the baseball field.

The boat launch site is subject to seasonal flooding and was almost completely inundated during recent floods. Because of this, it is no longer conducive land for overnight camping and active day-use activities. The site is important for parking trailers and launching boats. It is a popular site for launching boats during the salmon fishing and duck hunting seasons.

Proposed Lake Shannon Park Development

Level 3

Baker Lake, in Whatcom County, has a variety of recreational developments, while Lake Shannon to the south has a primitive recreational site with no legal road access to the lake. At Lake Shannon, surrounding lands are mostly in private ownership (except DNR lands on the western shore) and shorelines are steep. Osprey and Loons regularly use the lake and shoreline. It is recommended that safe, legal and permanent access is provided to Lake Shannon. The site should include day-use facilities, overnight camping, and a boat ramp. Lakefront recreational resources are extremely rare in Skagit County. Survey results indicate shoreline access to be a primary need of County residents. Standards developed for public access in this plan should

focus on the types and scale of facilities developed at other Northwest reservoirs. The formation of this lake has created a demand for its use. The project proponent (Puget Sound Energy) must provide facilities to accommodate this demand (through the current relicensing process).

Currently, public access to Lake Shannon is across public and privately owned lands. Although Puget Sound Energy (PSE) provides portable restrooms and dumpsters at one southeastern lakeshore site, there are no formal public recreational facilities and services available to the public at this reservoir. The southeastern shoreline site is an open dirt-surfaced area with minimal shade where visitors park RV's and erect tents to camp. Visitor surveys that were done as a part of the relicensing process, show low satisfaction with access roads, availability of potable water, cleanliness of the area, facility maintenance, and quality of the parking area. Lake Shannon had the highest level of user dissatisfaction of all project sites that were surveyed by PSE. The lack of developed facilities means the users have very few limitations when visiting Lake Shannon leading shoreline degradation and long term tenants.

Skagit County has proposed a measure that would require a public easement for roaded access to the Lake Shannon southeastern site and a one mile loop trail along the shoreline. Although PSE has resisted to the request for some of the amenities, the community has demanded through surveys, use patterns, and with comments, SCPR continues to advocate for all of the activities addressed, including: one family campground with up to 24 sites, a group campground, a designated boat trailer parking area, vault restrooms, potable water, trash containers, fire rings, tables, and a kiosk. These amenities were all part of the original measure proposed by the parks department based on the needs analysis. A day-use area should also be provided with a picnic shelter and fire grills and tables. The proposed measure would provide the first and only developed recreational facility at Lake Shannon.

Proposed Grandy Lake Development

Level 3

This primitive camping area is located off Baker Lake Road about five miles northeast of highway 20. This site was given to the county and includes picnic tables, a portable restroom building, and undeveloped parking spurs. The site is used to capacity on the opening weekends of fishing and hunting season. The site has become an overflow to the Baker River recreational developments and many of the users of the Baker Lake facilities stop by to use our rest stations. Because of this,

mitigation costs should be recovered for rest station pumping and new rest station facilities. New sites need to be added and a group camping site should be constructed in the near future. A master plan should be developed for this site.

Pressentin Park Proposal

Level 3

This proposed regional park is located off Highway 20 in Marblemount. It was acquired in 1990 with the assistance of an RCO grant. More acreage was added in 2009. Currently developed only for trail use, Pressentin is comprised of three distinct areas, an upper forested area, a middle open meadow, and lower (across a drainage swale) floodplain terrace. The middle of the meadow or terrace was formerly used to graze pack animals and was assumed to be the site for a park development (about 20 acres). Most of the site fronts a secondary channel of the Skagit River. A new assessment should be done on the amount of developable parkland due to a new assumption that most all of the land is periodically flooded and would be difficult to manage as a formal campground and/or day-use area. The river island opposite the site belongs to the Nature Conservancy, and is maintained as eagle wintering habitat (specifically, nighttime roosting area). Deed restrictions for the site are relatively flexible. Concerns regarding adjacent eagle wintering habitat caused abandonment of proposals for a boat launch at the site.

The long-term plan is for this site was for it to be developed as a destination park for county-wide and regional use with additional facilities placed for local community use. This plan needs to be revisited and a feasibility study needs to be conducted. Future park plans should be slated for areas that aren't prone to flooding.

Proposed Sauk Park Development

Level 3

This existing site is located about ¼ of a mile north of Lower Government Bridge off Sauk Valley Road. About half of the site is located on the upland side of the road. The park currently provides primitive camping opportunities but is very minimally developed. Changes to the site occur with each flood event. A boat launch used to exist on the site but eroded away during a high-water event. The access point, near the campground provides good walking access to a broad, sandy riverside area. This sand bar grew with the flood of 2006 and is a very nice day-

use area for picnicking, fishing, and walking. Camp units are mostly situated on a relatively steep bank along the river. Camping continues to grow in popularity at this campground and more sites may become necessary in the coming years. Uncontrolled access from units to the river has caused some bank erosion, resulting in escalating gradients in some areas. This situation could be considered a hazard in at least one camp unit. A group site camp or horse camp area may be considered for the upland side of the road.

The site is adjacent to DNR lands, which abuts National Forest lands. A power line crosses the roadway just north of the site. Though timber harvest and management is active in the area, there are trail opportunities. A master plan should be developed for this site. Several acres of the Sauk Parklands are across the river from the campground. Careful consideration should be given to equestrian opportunities when developing the site plan.

5. RECOMMENDED SPORTS FIELDS PLAN

Considerable analysis was given to evaluating the role the County should take in managing and maintaining sport fields. While organized sports have historically been the function of local communities, Skagit County assumed this role because a clear need was expressed.

Since there is a great demand for more sport fields and the County is already managing a major complex, it is recommended that the County continue with managing the fields they currently have, while supporting agencies that are making efforts create new fields.

Proposed Skagit Valley Playfields Improvements:

Level 1

Skagit County obtained 25 acres of land in 1979 through a 50 year lease from the State. The surrounding properties and the concession building belong to Skagit Valley College. The site is heavily used, averaging 20 weekends of scheduled softball tournaments. SCPR adult softball leagues play weeknights on all 4 softball fields up to 55 games per week. The softball fields are used for league play from the first of March through the middle of October. Drainage problems remain on Walberg softball field and should be improved during this plan cycle. Improved drainage was done on Memorial Field in 2011. Ultimately, we would like to finish drainage, dugouts, fencing, and bleachers on all fields.

Site recommendations include:

- Increase the number of paved parking stalls
- Renovate, including new drainage, fencing, dugouts, backstops, and lighting.
- Bleachers/seating on softball fields (some current bleachers do not meet ADA or needs or safety code).
- Improvement of internal pathways, including ADA accessibility.

Northern State Recreational Area Ball fields

Level 3

The ball field component at NSRA includes a destination youth and adult ball fields complex that creates an exciting baseball environment by providing state of the art play fields, integrated parking, concessions, restrooms, maintenance facilities, and picnic areas. An additional goal is to incorporate aesthetic values as well as conservation and restoration of natural resources into the planning of the ball field area. The ball field component includes the following elements:

- 5 youth/adult softball fields
- 4 youth baseball fields
- 1 youth/ adult baseball field
- Adequate parking for the fields
- Sufficient space for maintenance and operations
- Adequate concessions
- Play areas

There is not currently adequate funding or staff to care for the build out of the master plan. For now, SCPR is pursuing the completion of the trail system.

MEETING ADA REQUIREMENTS

In 1990, Congress passed the Americans with Disabilities Act (ADA), and in 2011 provided an update which is the most recent in a series of laws relating to handicap access. The intent of this law was to strengthen the accessibility requirements for all facilities used by the public. As it relates to park and recreation facilities, the law is intended to insure that a person with a disability has the same opportunity to achieve their recreation goals as those without a disability.

Essential to the ADA is the belief that services, programs and facilities shall be provided in the most integrated setting possible. A public agency is not obligated to guarantee participation but to only provide the opportunity. In addition, structural changes are not necessarily required if other methods will result in equal access.

The definition of disability varies widely and includes a variety of impairments and limitations. This includes people with mobility impairments, visual limitations, hearing impairments, mental disabilities, learning impairments and emotional disabilities. In addition, it includes elderly citizens

as well as people with temporary disabilities, such as a broken arm or leg. It is estimated that 57% of the population has some sort of disability or physical limitation.

MEETING ADA REQUIREMENTS FOR EXISTING FACILITIES

The approach to meeting accessibility requirements for existing parks and recreational facilities is based on the significance and/or relative level of development of the site. The more significant and intensively used a recreation area becomes, the greater the accessibility must become. Recreation areas that are highly developed such as neighborhood parks, community parks or special use areas require a high level of accessibility. These types of recreation areas should be accessible to people with all types of disabilities. In contrast, a very passive area, such as natural open space that has little development and is seldom used, requires less accessibility.

Where evaluation of existing facilities becomes difficult is when an accommodation would result in a substantial economic burden or would require a major change to the nature of service. Under these conditions, a park and recreation agency may refuse to make the accommodations. However, determining a substantial economic burden is difficult.

Factors that should be considered include: the cost of change as it relates to the overall operating budget of the agency, the actual cost of the change, the number of individuals who would benefit and the availability of existing funds within the current operating budget.

MEETING ADA REQUIREMENTS FOR NEW FACILITIES

Meeting ADA requirements for new development is easier and slightly different. The development of new parks and recreation facilities allows a greater flexibility in terms of design opportunities for disabled. Because the intent of ADA is to provide a disabled person with the opportunity to experience a full range of recreational opportunities, new park and recreation facilities should be designed to provide experiences for all able levels. Individuals with disabilities who enjoy a challenge should be accommodated as well as those who prefer easier outdoor recreation experiences. Ideally, individual sites should provide a full range of opportunities for those disabilities

However, due to the size and physical characteristics of some sites, offering a variety of ability levels is not always possible. Due to their size, larger sites often have a greater opportunity for

accommodating varying levels of development and as a result may require greater accessibility. In general, recreational facilities should provide the highest practical level of access to people with disabilities, though sometimes, that access to facilities may be limited due to physical features of the site.

ACCESSIBILITY REQUIREMENTS

The following is the basic accessibility requirements as identified by the Uniform Federal Accessibility Standards. These standards should be modified according to the level of accessibility required of the site.

1. **Parking/Access Routes**

    a. One designated handicapped space per 25 total spaces

    b. Eight wide parking spaces with 5' wide access state for cars and 8' access aisle for vans.

    c. 50% of handicap spaces for cars and 50% spaces for vans.

2. **Pathways/Trails/Ramps**

    a. A handicap accessible pathway must be provided to all features of the park.

    b. Ramp required if slope is greater then 1:20 (5%).

    c. Maximum slope on ramp is 1:12 (8%).

    d. Ramp landings 5 feet by 5 feet for every 30 inch rise.

    e. Ramp width is 3 feet minimum.

    f. Two inch high curbs are required along edge of ramp.

    g. Ramp must have a hard non-slip surface.

    h. Handrails are required on ramps and trails with steep cross slopes.

    i. Pathways and trail grades should not exceed 1:20 (5%).

    j. Width of pathways and trails for one-way access is 4 feet and for two-way is 5 feet.

    k. Tactile warnings should be provided along surfaces of potentially dangerous areas.

3. **Fishing Facilities**

   a. The connection between the fishing pad and pathway should be hard surfaced.

   b. A curb and/or railing should he provided at water's edge.

   c. Two accessible fishing stations are required for each accessible parking space.

   d. Each fishing station should consist of a linear foot of fishing on a dock or 5 linear feet of fishing area on shore pads.

   e. Shade and shelter should be provided for each station.

4. **Boating Facilities**

   a. Docks, piers and gangways must meet accessible pathway and ramp requirements.

   b. Curbs and/or railings are required.

5. **Restrooms**

   a. Connection between restrooms and pathways should be hard surfaced.

   b. Facilities such as toilets, stalls and sinks should be designed to meet accessible requirements.

6. **Playgrounds**

   a. Connection between playground and parking should he hard surfaced and meet required design standards.

   b. Entrance to the playground should be appropriately signed.

   c. Pathway from the entrance of the playground to the primary play area shall be fully accessible.

   d. At least 30% of the play equipment shall be accessible and easily reached from the playground path of travel.

   e. The playground equipment should encourage interaction between children with and without disabilities.

   f. The sensation of activity (such as swinging, spinning, etc.) shall be equally available to those with disabilities.

g. Surface material beneath the play equipment should he firm and level to permit unassisted travel by a person in a wheelchair.

7. **Picnic Areas**

   a. Locate on level grade

   b. Pad beneath the picnic pad should be hand surfaced

   c. Connection between picnic pad and pathway should be hard surfaced

   d. Facilities such as tables, benches and grill should be designed to meet accessible requirements.

8. **Beach/Waterfront**

   a. Some portion of the beach must be firm to the water's edge.

   b. Access into the water must be firm and safe.

9. **Information/Signage**

   a. Site information related to accessibility should be made available in public documents.

   b. If the park has an entrance that is not accessible, then a sign must be provided indicating where an accessible entrance is located.

   c. Site signage is required that designates if the park is accessible for those with disabilities.

CHAPTER 12
IMPLEMENTATION STRATEGY

Recommendations for park sites, recreational open space, trails, and other facilities are discussed in the preceding chapter. Resources to develop these improvements are identified in this section and will come from many sources. Some of these funding sources are new to the County, whereas others have been used in the past. The intent of this chapter is to identify a six year strategy for funding park and recreation improvements. Whereas many counties have established County funds for real estate acquisition and capital projects, Skagit County has no dedicated source. Most Counties use Conservation Futures Funds for funding parklands. In Skagit County, these funds are exclusively used for the Farmland Legacy Program. Because of this, Skagit County Parks and Recreation is required to find creative means of finding monies to fund projects. Funding can come from grants and non-profit organizations. SCPR is constantly looking for ways to fund acquisition and development projects. Some of those potential sources are listed in this chapter.

GUIDING PRINCIPALS

The following themes will guide the implementation of the Comprehensive Parks and Recreation Plan:

Parks Will:

- Focus on the maintenance and upgrade of existing parkland for regional and community use.
- Pursue opportunities for expanded use of existing developed and undeveloped parks.
- Pursue land-banking as a way to preserve threatened parkland and critical area.
- Develop and maintain partnerships to improve the delivery of regional and community parks.
- Explore innovations in planning, development, and ongoing stewardship/management of parks and recreation.
- Solicit community input and support through programming and public involvement.
- Work with the Skagit Land Trust and Skagit County Natural Resource staff to partner in land acquisition and protection.
- Work with other community groups, agencies, and individuals to partner in park acquisition and development

Acquisition Priorities:

- Acquisitions which expand and improve existing parks.
- Acquisition of critical habitat and natural area.
- Acquire property and/or facilities that fill priority needs of Skagit County residents.

CAPITAL FACILITY PLANNING

Major Park capital improvement projects funded by Skagit County are through an established planning tool known as the Capital Facilities Plan (CFP). It identifies, prioritizes and determines capital needs for the County. The CFP is the major planning tool for park related facilities including parkland acquisition, development, redevelopment and renovation. The CFP is a 6-year financing plan, evaluated and updated every year by the Skagit County Board of Commissioners.

GROWTH MANAGEMENT AND CAPITAL FACILITY PLANNING

In 1989 the Growth Management Act fundamentally changed the way in which public infrastructure was provided. Essentially, the GMA required jurisdictions to identify necessary infrastructure needs, and develop clear funding plans to meet those needs. This narrowed the list of projects on many jurisdictions' capital improvement programs; only those projects with a reasonable chance of funding were to be included. By creating finite plans which are tied to the available financial resources, the GMA essentially mandated that governments "live within their means."

POTENTIAL FUNDING SOURCES

1.) **Washington Wildlife and Recreation Coalition Fund:**
A special fund created by a coalition of recreation and wildlife groups with the intent of preserving wildlife habitats and open space and developing recreation areas. For the 2011-20113 Biennium, the legislative appropriation is $42 million. In recent years this budget has been as high as $80 million.

2.) **Property Transfer Excise Tax (Real Estate Excise Tax - REET):**
A tax assessed on the sale of property and administered by local counties and cities. Revenue can only be used to finance capital facilities specified in the local government's

Capital Facilities Plan. This fund is well below historical averages due to the lack of activity in real estate sales.

3.) County General Fund:

This category includes general funds allocated to the Skagit County Department of Parks and Recreation for annual expenditures and capital development. This has been reduced significantly over recent years.

4.) Park Impact Fees:

Development fees imposed by a county or city for park land acquisitions and development. Fees charged to developers are typically based upon a set amount per residential unit. This amount is calculated to represent the development's share of public improvements necessitated by growth.

Credits can be given to developers that contribute land, improvements or other assets. Funds must be used for capital facilities required by growth, and not for current deficiencies in levels of service. Fee revenues cannot be used for operations.

This fee is currently voluntary in Skagit County and does not represent a significant revenue stream. In the public opinion survey conducted as part of this plan, 82% of the respondent indicated "YES" when asked the question "Recognizing that it may increase the cost of new housing, should Skagit County require developers to pay a fee for parks, open space and trail systems." More intensely zoned subareas, including PUDS, should set aside land and pay for adequate park construction in their developments.

5.) Short Term Special Levy:

A property tax for construction and/or operation levied for a set number of years (typically 1-3 years). A special levy requires a 60% voter approval.

6.) General Obligation Bond:

A property tax for the sale of construction bonds. The tax assessment can be levied up to 30 years. Passage requires a 60% majority approval of 40% of the voters who voted at the last election. This approach is usually used for major projects.

7.) Revenue Bonds:

Revenue from the operation of the facility pays for the capital cost and debt service. This does not require a vote of the people.

8.) LWCF:

These are grants distributed from the Federal Land and Water Conservation Fund. Grants pay matching funds of the cost of acquisition and development. At one time, this was a major funding program for recreation programs. The program is administered locally by the Washington State Recreation and Conservation Office (RCO). The Skagit County Parks Department should partner with the Public Works Natural Resource Division to identify and acquire lands that fit within the needs of both departments.

9.) Department of Ecology:

Grant monies are available from the Coastal Zone Management account and pay up to 50% of the project cost. They are primarily used for shoreline acquisition and public access.

10.) HUD Grants:

Grant monies are available from the Federal Department of Housing and Urban Development for a wide variety of projects. Most are distributed in the lower income areas of the community. Grants can be up to 100% of project cost. Funds may not be used for maintenance or operation of existing facilities.

11.) Aquatic Land Enhancement Fund:

This program, funded by the State Department of Natural Resources, will fund for acquisition and development of waterfront parks, public access and environmental protection. Within this fund is the "Wetland Stewardship Grant Program." This program will fund for the acquisition of locally significant wetlands.

12.) Initiative 213 Boating Funds:

Funds received from boating gas taxes are allocated to marine-related projects. A 50% match is required.

13.) Certificates of Participation:

A lease purchase approach in which a City or County sells Certificates of Participation (COP's) to a lending institution. The City or County pays off the loan from revenue produced by the facility or from its own general operating budget. The lending institution holds title to the property until the COP's are repaid. This procedure does not require a vote of the public.

14.) Volunteer Efforts:

Volunteers can be quite effective in terms of contributing cash, materials, or labor.

15.) Transfer of Development Rights:

This is a process wherein the development rights of a specific parcel of desired open space land is transferred to a second parcel of land more suitable for development. The second parcel is then permitted a higher level of development. If the two parcels are owned by two different land owners, the increased value of the second parcel is given to the owner of the first parcel.

16.) Work Release Program:

An alternative to jail time is for offenders to provide community services such as working on a park maintenance crew or providing other recreation services.

17.) Conservation Futures Levy:

Counties can levy up to $0.065 per $1,000 assessed valuation for the acquisition of shoreline and open space areas. The money cannot be used for development and/or maintenance. In Skagit County, these funds have been levied for the preservation of farmland. A percentage of these dollars should be considered for park and open space acquisition.

18.) Centennial Clean Water Program:

This is a state program administered by the Department of Ecology and financed by a tax on cigarettes. The program is designed to provide grants and loans on projects that will enhance water quality. Typical projects related to parks and open space could include lake maturation, storm water retention, wetland enhancement and other water quality mitigation measures. Grants are available for planning, design and construction up to 70% of the total project cost.

19.) Utility Tax:

Counties can charge a tax on the gross receipts of electric, gas, garbage, telephone, cable TV, water/sewer, and stormwater service providers. Revenue can be used for capital facilities acquisition, construction and maintenance.

20.) Urban Forestry Grants:

The Washington State Department of Natural Resources (DNR) administers two funding grant programs in the art of urban forestry. The first is funded by the US Small Business Administration and provides grants to purchase and plant trees. Urban street tree planting programs are sometimes funded by this method. A 25% match is required. The second program is for educational and technical assistance and is funded by the US Forest Service. A local match in also required for this program.

21.) ISTEA:

The "Intermodal Surface Transportation Efficiency Act of 1991" provides funding for bicycle transportation facilities, including new or improved lanes or paths, traffic control devices, shelters and parking facilities.

22.) Donations/Foundations:

Private donations and foundations are important sources of funding for park projects.

23.) Councilmatic Bonds:

Bonds issued by a City or County. Does not require a vote of the people but must be paid out of the annual operating budget.

24.) User Fees:

Cities, counties, and special purpose districts can charge fees for use of facilities or participating in programs. They are often entrance fees or registration fees. Since 2009, our recreation program and fairgrounds have paid their own way in Skagit County.

25.) Transportation Improvement Account:

Cities, counties, and transportation benefit districts can apply for these funds through the State Transportation Improvement Board. Funding is provided annually for projects to alleviate and prevent traffic congestion caused by economic development or growth. The proposal should be multi-agency, multi-modal, congestion related, related to growth, and have a 20% local match.

26.) Local Option Vehicle License Fee:

Counties can charge up to $15 per vehicle registered in the county, with proceeds to be used for "general transportation purposes". Revenues are distributed back to the county

and its cities on a weighted per capita basis-- unincorporated areas receive a larger share, per capita, than do cities. The state parklands have used "optional" licensing fees for their park budgets.

27.) Life Estate or Living Trusts:

This is the donation of a property to a public agency with the provision that the donor may live on the site as long as desired.

28.) Resource Management:

The County could acquire and dedicate the revenues of specified properties to certain programs or departments. For instance, revenues from timber sales, grazing leases, concessions, etc. could be allocated to recreation programs or used to acquire and develop park properties.

29.) Washington Community Economic Revitalization Team (WA-CERT)

The Washington Community Economic Revitalization Team was created as part of the Economic Adjustment Initiative (EAI) that begun in 1993. This program provides technical assistance and financing support aimed at encouraging economic diversification in timber dependent communities.

30.) Hydroelectric Relicensing Opportunities

Projects that generate hydroelectric power fall under the regulations of the Federal Energy Regulatory Commission. Any new hydroelectric project, or one requiring relicensing, must submit a new license application. Part of the application process includes a plan for mitigating open space and recreation opportunities lost as a result of the project.

Local regulatory authority over hydropower development falls under the jurisdiction of the Shoreline Management Act (RCW 90.58). The Skagit County Department of Planning and Community Development and the State Department of Ecology have entered into a Coastal Zone Management Grant Agreement addressing amendments to the Skagit County Shoreline Management Master Program relating to the site and development of hydropower generation facilities.

The rationale is the fact that a for-profit corporation intends to use Skagit County's resources to generate a service for residents who live outside the County. As a result, these corporations are asked to pay for the right to use the County's resources. Lake Shannon has been created by hydroelectric companies and these companies should create and maintain adequate recreation facilities at this site.

Summary of Public Meetings / Open Houses

Appendix A

January 20th, 2011	Anacortes Senior Center	6:30 – 8:00
Category	What I like most about this...	What I'd like to see different
Open Space / Natural Areas	Sharpe / Duban is perfect!	Frailey Mt. Please keep the 400 acres on the comprehensive plan for a gun range. Keep in contact with the SSTA as to the progress and availability to our sportsmen, police and gun owners.
Trails and Pathways	Nice Trails	Fidalgo Island comprehensive trail connection plan
		Sharpe Park needs some mountain bike trails.
		Finish the trail from Pass Lake to Campbell Lake and into the Forestlands
Day Use / Picnic Areas / Playgrounds	Scenic and accessible; well maintained	–
Athletic Fields / Courts	Fitness Trails	–
Sports Programs / Leagues	--	Bring back the Pink Cheeks run
Water Access	--	Ban on gas motors on small lakes like Lake Erie
Campgrounds	Clean and well maintained	Keep affordable

January 27th, 2011	Mount Vernon Senior Center	6:30 – 8:00
Category	What I like most about this...	What I'd like to see different
GENERAL	One of the nicest things is how many parks there are and how close to each other they are and how easy to access	A combined city/county department would be more efficient and less confusing to the public. It would allow coordination and avoid "holes" in offerings or duplication.
		I regret that there seem to be fewer activities for elderly people. The county has cut back on those. I take some of Lauren Woodmansee's trips because I can afford them. Not everyone can.
Open Space / Natural Areas		Frailey Mt. Park needs public access from county road. Need an easement from DNR first.
		Big Rock needs public access.
Trails and Pathways	The parks in this county (and in fact in the state) are wonderful. It's one of the reasons we live here. We use trails often. I appreciate that the parks leave as much of the natural environment as possible but still have necessary amenities. They're well maintained	How about signed bike trails at Northern State.
		More good bike trails
Day Use / Picnic Areas / Playgrounds	The new Disc Golf course at NSRA is very well used!	It would be great to see another Disc Golf course within the parks system.
Campgrounds		It would be great to camp and play disc golf at the same location

February 3rd, 2011	Howard Miller Steelhead Park - Rockport	6:30 – 8:00
Category	What I like most about this...	What I'd like to see different
GENERAL		Cultural Resources and preservation; save the barn at Pressentin
		A year-round interpretive center (HMSP). I feel there is a need.
		Make permitting easier
		Make it easier for concessioners to sell.
Day Use / Picnic Areas / Playgrounds	Playground (at HMSP) is challenging and interesting for all ages; grow with it!	A building or meeting place for 4-H kids at Pressentin park.
	Open Space at west end of Steelhead Park. Wonderful place to walk year round.	Horse Camping at Pressentin/
	Playground (at HMSP) is wonderful! Kids love it.	Horse Trails at Pressentin and Steelhead Park. Open RR grade for riding access.
	I appreciate having a simple day use only place (at HMSP) to go walk without the presence of overnight campers	Horse Trails, Hitch post, etc in both Steelhead and Pressentin.
		Trails for horses on old railroad grade above west end of Steelhead Park and a hitch rail.
		Restore the Barn at Pressentin. There is funding available since he was a packer. Seems like a good save.
Water Access	Nice Launch (Swinomish). Like your self-pay station	Lots of boaters don't pay.
		More parking spaces for truck and trailers for all day fishing
		No boat launch fee for canoes and kayaks
		No boat launches fees for canoes and kayaks as we don't need the ramp pr the same amenities as power boaters, just an eddy w/o trees would do.
		5$ boat fee seems too high for kayaks and canoes. These only need to be carried, not trailered. There are no cars driving at a ramp, etc.
		The need to improve boat ramps on the Skagit river. Most of them are on County Road Right-of-way.

Campgrounds	Thank you for installing 'Greener' showers – keep it up! Saves $ in long term, better for everyone!	No parking / use fees for day use by local residents.
	Trail at HMSP is wonderful! I appreciate having it here in the park	Horse camp at Pressentin with more horse trails
	Love the Park Ranger	More defined site at Sauk. Tables in these sites.
	Howard Miller Park is one of the best kept and best secrets I've ever seen. Keep up the GOOOOD work. Thanks.	Horse camping area at Pressentin would honor that family, etc...
	Sauk OK primitive trail.	Please make any new campsites relatively "primitive" to be compatible with wildlife
	I really appreciate the trails associated with campground parks	Parking for winter
	The Rangers do an excellent job. Thank you.	More camping sites should be primitive or walk-in tent. Enough RV's. Enough Grass
	Grandy Lake looks fabulous. A lot of hard work has gone into it. Thanks.	More tenting opportunities in the trees at Steelhead
		Convert (at HMSP) more sites to Adirondack type shelters.
		Plant a few more trees, more natural landscaping, save staff time, provide privacy between sites, encourage birds etc...
		The existing campgrounds are valuable but please do not expand them into the open areas.
		Horse camp at Pressentin. That's what Warren (Pressentin) wanted when he donated the land. Look at the Duckabush horse camp on the peninsula. It's great and it's a county park with mini-corrals, hitch rails, water and manure compost bins.
Open Space / Natural Areas	Love the west end meadow at Steelhead. Thanks.	More is good
	Thank you for Natural Areas	Don't do anything to the existing open space – please keep it as is.
	I appreciate and enjoy the open space at Pressentin and Howard Miller. Keep it open space and primitive! Don't develop / no RV's / don't cut trees	Please keep the open space mostly undeveloped. Adding trails is OK. Camping facilities if developed should be primitive.
	This is what I value most about the county park system – simple open space without development	
		Long term restoration of the site and grounds and buildings (at NSRA)

Trails and Pathways	Great Job, keep up the good work	Is there a way to maintain the full trail along the Skagit at Howard Miller?
	Very good personnel.	Extend Cascade Trail to Marblemount. Kids and bikers up here have to walk on SR 20 – dangerous and not fun.
	I absolutely love the Cascade Trail, Padilla Bay trail and the trails at Howard Miller. Thank you for fixing / maintaining	Expand Northern State parking for horse users and have over-night parking
	I'm a walker of many trails in county Would live trail map	Connect trail system across tribal lands and Sierra Pacific Inc to the Harry Osborne Forest out of Hamilton
	I like the primate state of trials at Pressentin. No development necessary	Connect Northern State to Pacific NW trail to the east
	I love running and hiking on county trails! Thanks!	I know this is difficult, but more trails along dikes in the flats like the Padilla Bay trail. The Tourism opportunity, especially with the Tulip Festival, for more dike trails is huge!
	We love the trails but keep the signage to a minimum along trails	We need more trails and the need to connect them to the Cascade Trail.
	Please keep trails west of Steelhead accessible.	I would like to see our county trails expanded and connected wherever possible. Thanks for the rails to trails! More of that/
	I've hiked and rode horses on many of your trails.	Map of all at Trail Heads
	The Cascade Trail is great, but I am worried about the maintenance of it.	Pressentin needs a trail map.
		Open railroad grade to horses again. Extend it up to Marblemount. End at Pressentin and horse camp there.
		Work with the town of Concrete to help improve and connect Cascade Trail to the towns trail system.
		Off leash area for dogs
		Horse Trails
		Pressentin Horse Trails and camp.
		Save the barn (historic restoration partnership possible with North Cascades Nation Park and Ebey's Landing.
		I'm a horseback rider. I would like to see facilities for all users, hikers, stock, bike riders, and motorcycles.
Athletic Fields / Courts	College Gym Programs	
Sports Programs / Leagues	Thanks for Special Olympic Program	I'd like to see a race (10K? Half Marathon) on the Cascade Trail to benefit the Skagit Land Trust.

		Involve Concrete School (fun for kids, local track teams get involved etc) I would volunteer to help organize
	Love the youth programs	Dance classes, Zumba, Yoga
	Thanks for supporting these programs	I like the race idea above

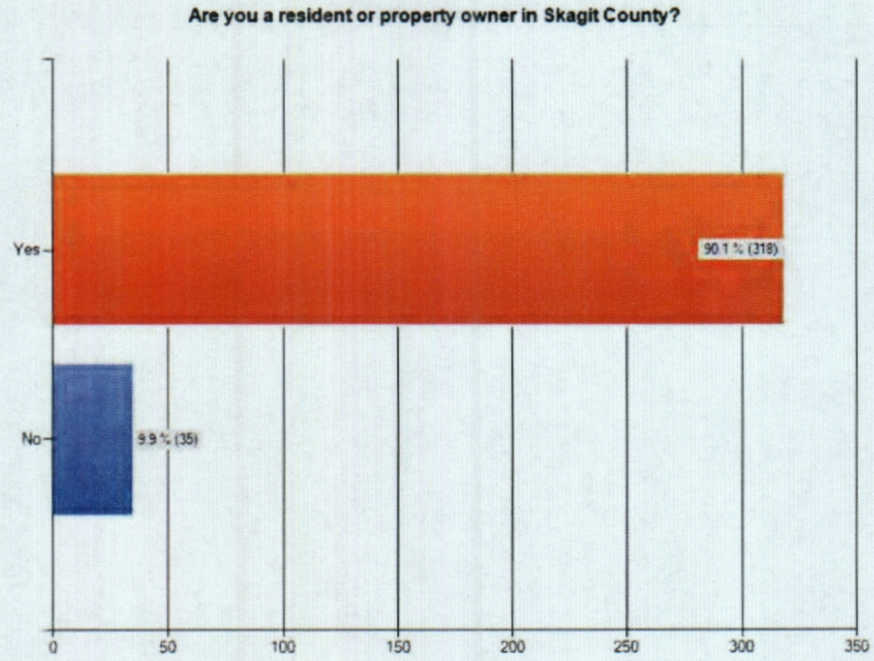
February 17", 2011	Clear Lake	6:30 – 8:00
Category	What I like most about this...	What I'd like to see different
Athletic Fields / Courts	--	--
Sports Programs	Good! Available for all!! At any age	Send a flyer to voters of Clear Lake about the Triathlon
		Please let the people who live on the Clear Lake triathlon route know the date and time of it as soon as you can!
Day Use		What happened to fences in Clear Lake water?
		Put swimming docks back at clear Lake. A real need
		Building should come down
		Picnic Shelter
		Restrict numbers of users of Clear Lake on hot days
		Make the clear Lake Restrooms usable
Water Access	Love the swim boat launch	We need equipment at Clearlake to circulate water when beach is being used for swimming
		Lifeguards at Clear Lake Beach Please
		Restore dock and life guard at clear lake beach
		Swim docks, life guards and restrooms at Clearlake
		Remove buildings from Clear Lake Park, Put in vault toilet. Put in covered picnic shelter
Campgrounds	Love camping at Howard Miller	Sauk Park – Restrooms needs at this park!!!
	Please keep these parks open	
Open Space / Natural areas		Mark where trail head is at Big Lake (centennial)
Trails and Pathways	Love the trails a Northern State and horse access	Get together with the city of Sedro-Woolley and finish the trail between Burlington and Sedro-Woolley. Pavement will increase users.
		No more 'Rails to Trails' without the agreement of adjacent property owner
		Mark the Frisbee (golf) tee boxes and holes better (at NSRA)
		Needs Rails to Trails added! Centennial Trai!
		Centennial Trail extended north through

		Skagit County
		Would like to see interpretive signs at the old buildings at Northern State
		A map of Frisbee golf course at Northern State
		Would like to see bicycles allowed on trails

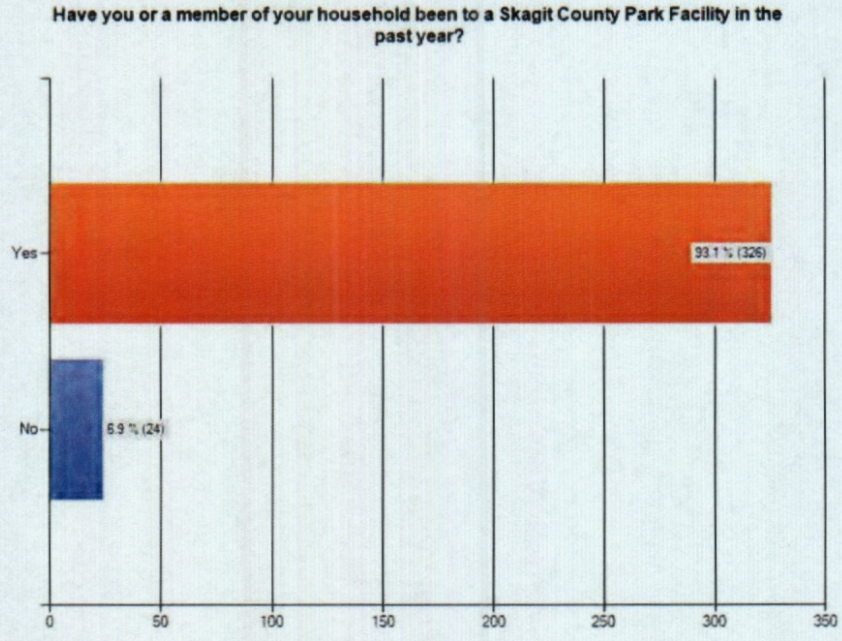
Appendix B

Public Opinion Survey Data Summary
June 1, 2011 through July 11, 2011
Number of Households responding n= 353

Question 1

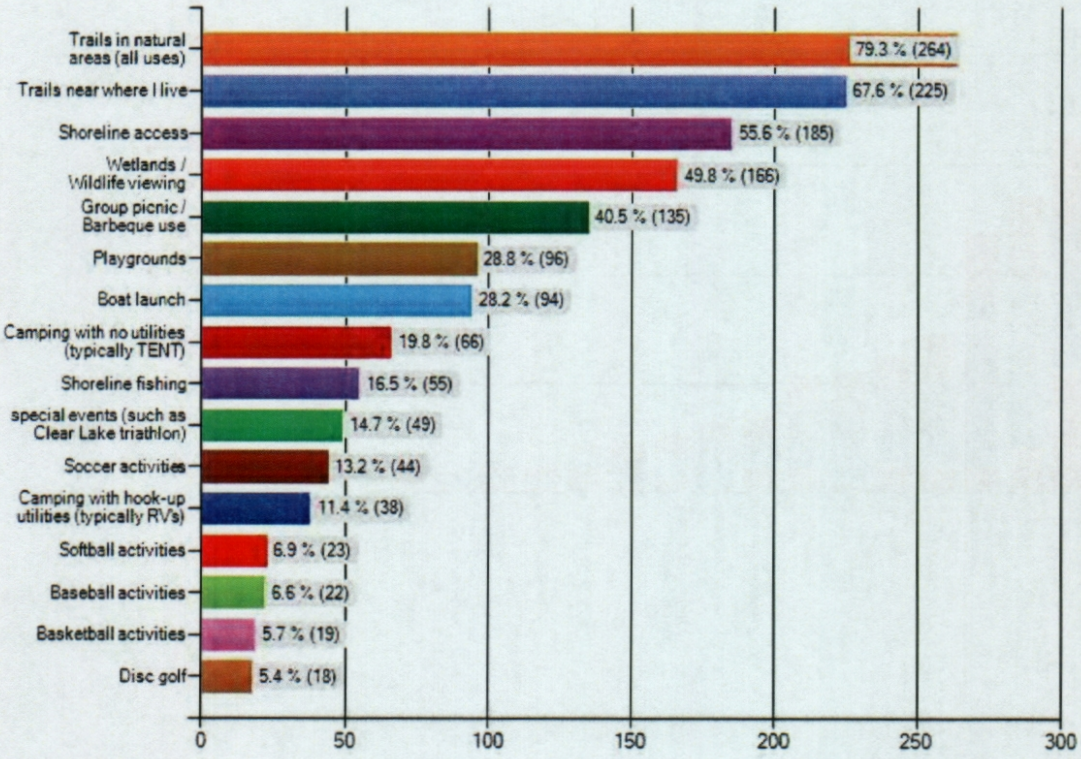


Question 2



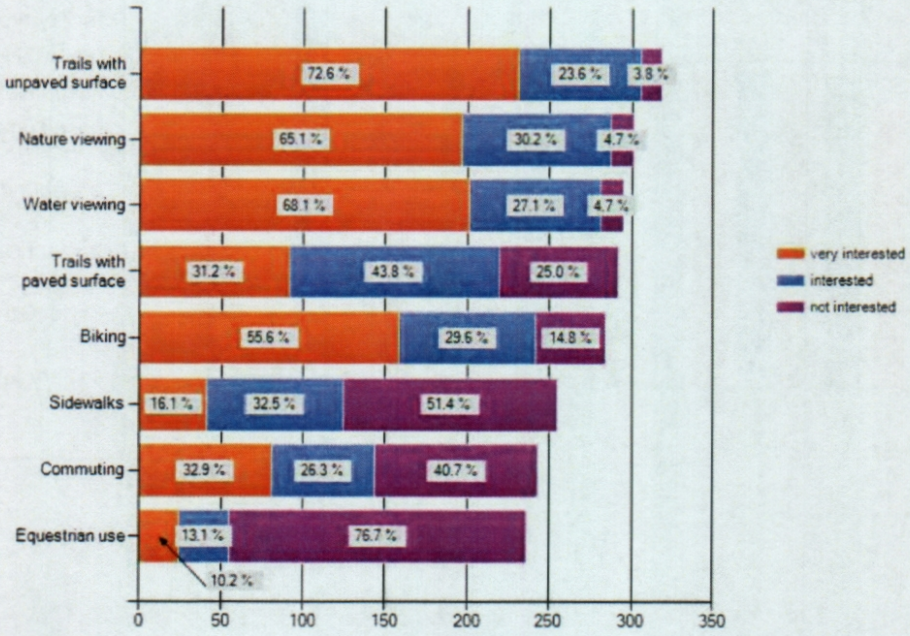
Question 3

Skagit County Parks and Recreation currently offers the following activities. Please CHECK the activities your regularly participate in at Skagit County Parks

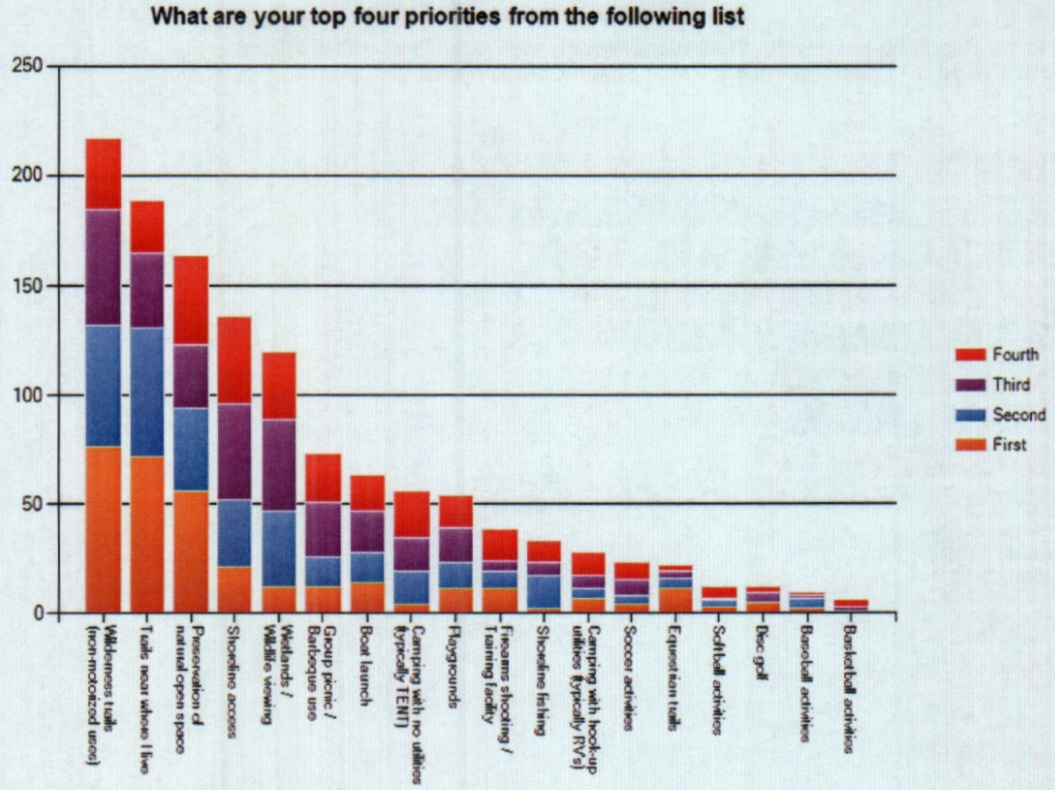


Question 4

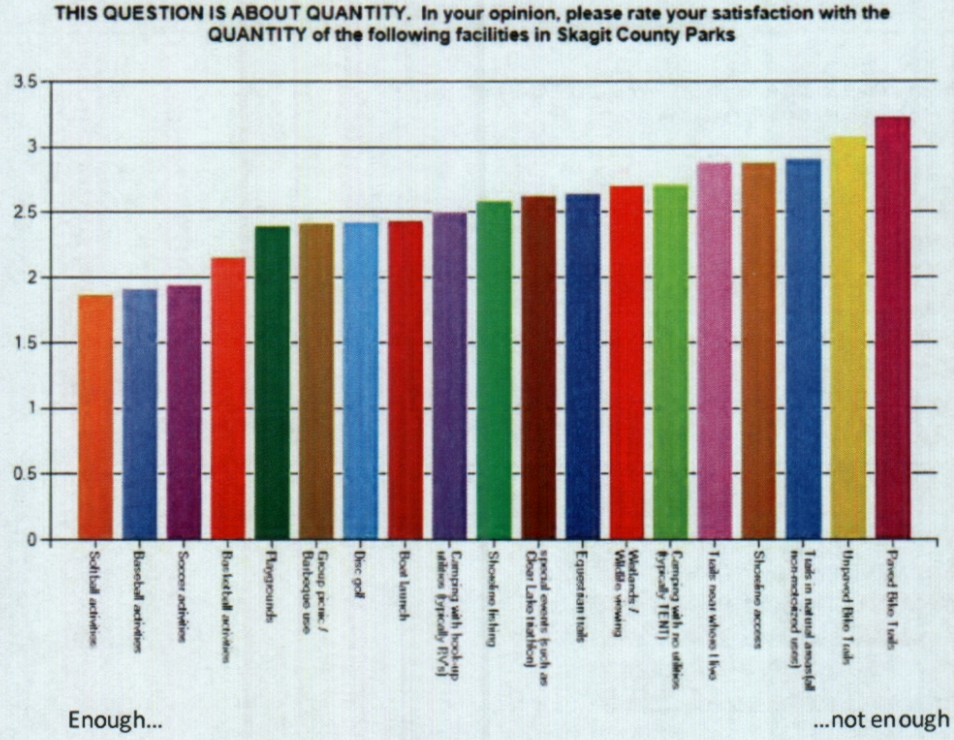
A previous question asked about using trails. What TYPES of trails are you most interested in.



Question 5



Question 6



Lower number means a greater satisfaction with QUANTITY of facility type. Higher number means a greater perceive need. Response shows weighted average based on the following scale.

1 = Abundant Amount

2 = Sufficient Amount

3=Not Quite Enough

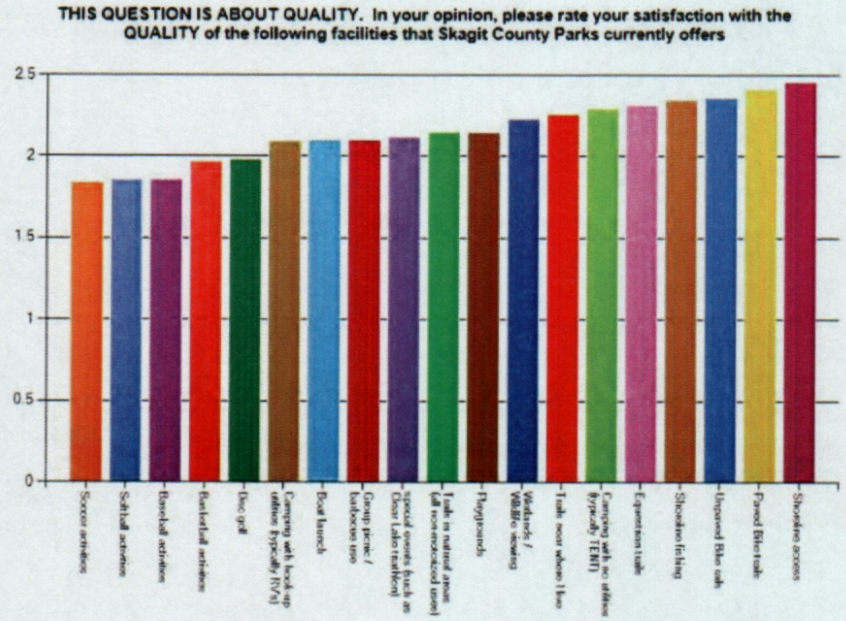
4=Very few, not enough

Question 7

"What do you feel are the three most needed recreation facilities or activities in Skagit County? This is not a ranked list." This was an open ended question in which the responses were grouped by the survey team.

Top Development Priorities	N=353
Walking / Hiking Trails	69.43%
Bike Trails	50.66%
Shoreline Access	25.76%
Open Space and Wetland	20.09%
Park / Picnic areas	15.28%
Outdoor Sports Fields	13.54%
Swimming Pool	13.10%
Indoor Rec Courts / Center	10.48%
Camping Facility	10.04%
Playground	9.61%
Boat Launch	7.42%
Equestrian Facilities	5.68%
Shooting Range	5.68%
Dog Park	2.62%
Education / Env Center	1.75%
Motorized Trails	1.75%
Disc Golf	1.75%
Golf	1.31%
Fairgrounds	1.31%

Question 8



Higher quality...

...lower quality

Lower number means a greater satisfaction with QUALITY of facility type. Higher number means a greater perceive need. Response shows weighted average based on the following scale.

1 = High Quality

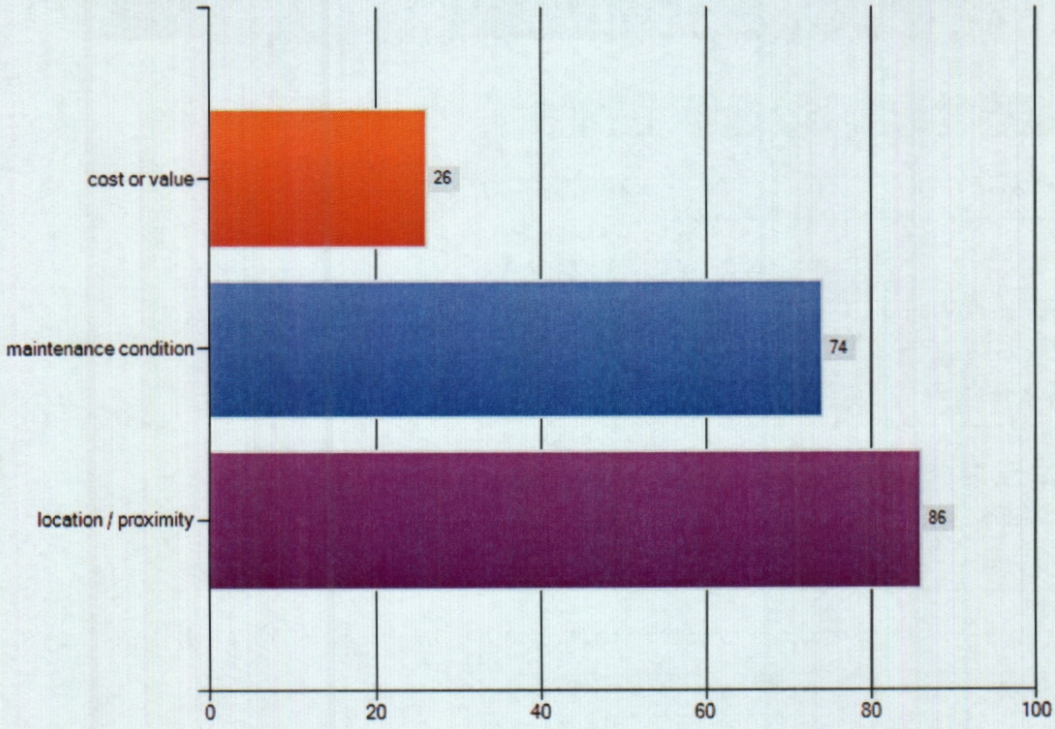
2 = Acceptable

3=somewhat unacceptable

4=Very unacceptable

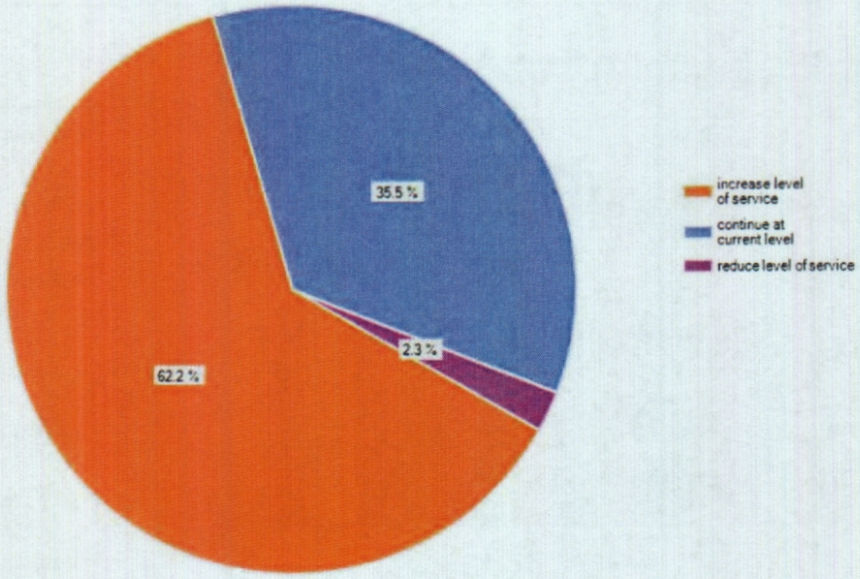
Question 9

If you indicated that you were dissatisfied or very dissatisfied with any of the above activities please indicate what the contributing reasons may be?

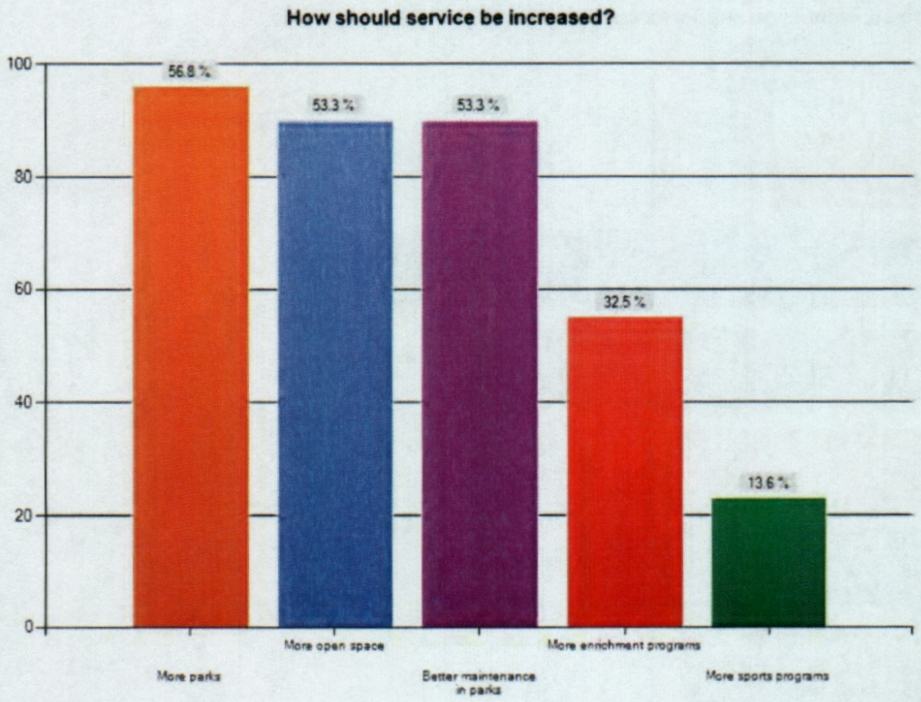


Question 10

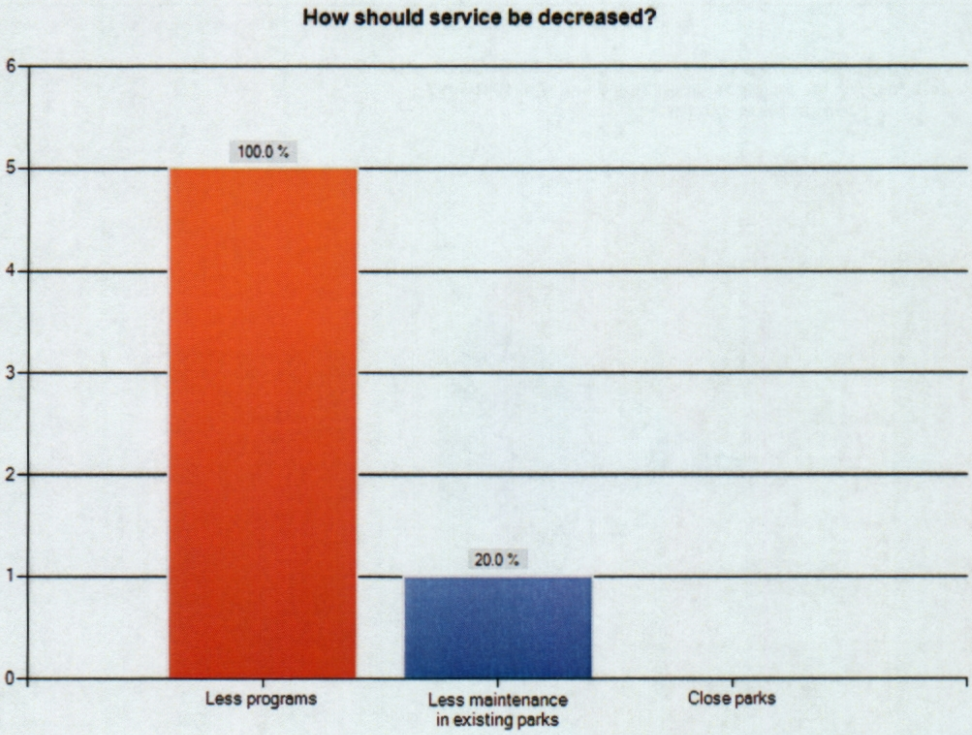
Skagit County Parks and Recreation has downsized significantly over the past 5 years due to budget constraints. Currently our department manages the operations of the 26 parks listed on the first page of this survey with 11 full time employees and seasonal workers.In the future, what role do you feel the County should take in providing parks and recreation services?



Question 11

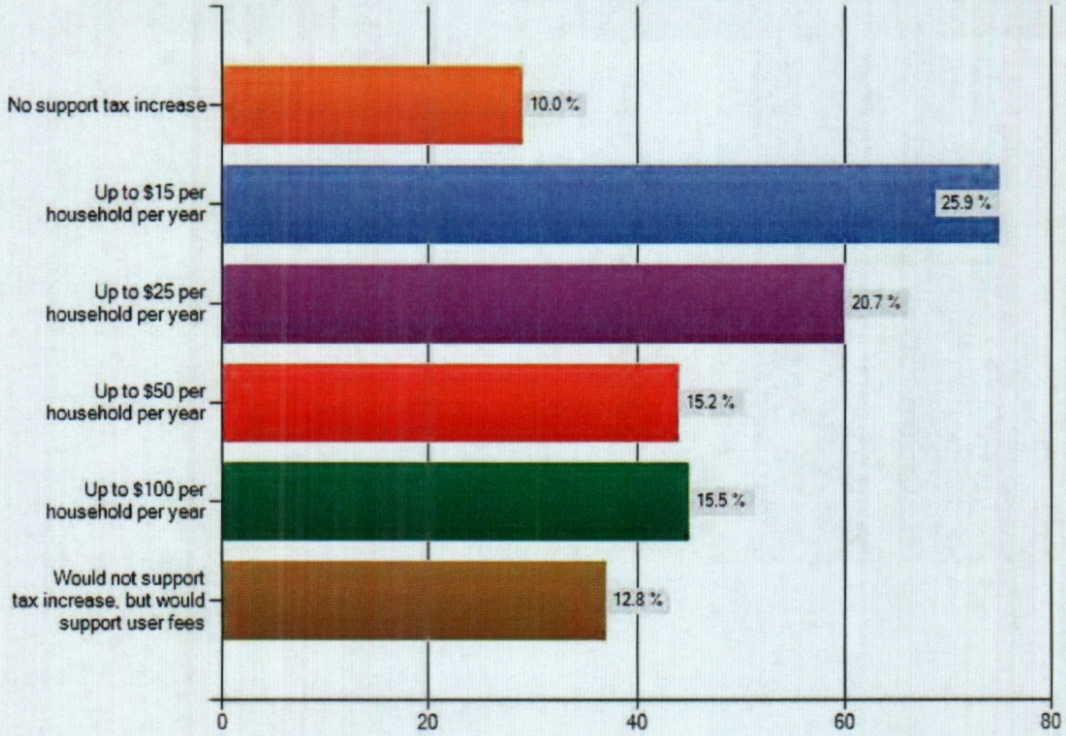


Question 12



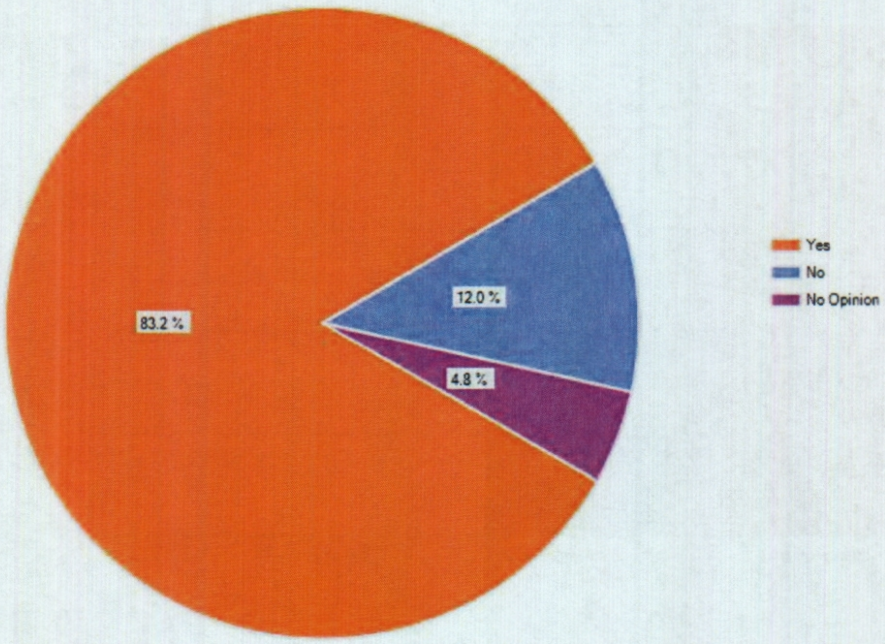
Question 13

If a park or program in the Skagit County Parks system was created or developed in line with YOUR priorities, would you support a tax increase



Question 14

Recognizing that it may increase the cost of new housing, should Skagit County require developers to pay a fee for parks, open space and trail systems? (Current fee is voluntary)



Open Ended Comments

1. Finish the centennial trail from Lake McMurray to Sedro Woolley.
2. Re-open lifeguarded swimming area @ Big Lake! It was self-funded, so no tax increase needed.
3. The park on 18th street needs a fence along the grass area, too many young children run out into streets. The traffic is very heavy and fast. A fence like Lions Park would be great.
4. Better use of money
5. Incorporate more volunteer-driven mountain bike trails
6. Use shooting range funds for indoor recreation fund
7. consider private-public partnerships
8. I understand the budget constraints, and while it would be nice to increase service, I understand that this may not be our county's highest overall priority at this time, and think our current quality is just fine. I don't think it's reasonable for me to expect expansion of our parks at this time.
9. In reference to Mtn bike trails, we need a more diverse trail system with trails of different skill levels and trails to travel the county.
10. All businesses are making do and working harder with fewer employees. Government should be no different.
11. A lot of the financial woes are due to poor government management. Too many administrative folks and not enough workers. Limited top paying jobs.
12. Clean up beach areas so they are safe for children to play
13. In a society of increasing obesity and decreasing outdoor/physical activity, I believe our parks should not only be maintained or grown, but also well publicized. This should be an active, rather than a passive approach. For example, I have lived in Skagit for most of my 26 years, yet am mostly unfamiliar with the park system, despite growing up in an active outdoor family. Your survey mentioned disc golf, which I was not even aware was present. I'd like to see more of a budget for community outreach (such as participation in Chambers of Commerce and Events like the Arts and Crafts Fest) in order to further promote the parks department. This community outreach would likely make households more likely to support tax increases as well, as users would have a vested interest. When Answering the next question, I thought that a tax increase would be well justified if I was knowledgeable enough to use the parks system.
14. charge a low cost use fee
15. As for a shooting range let the private sector build it, very little interest, by most
16. just concern with the economy, budget pressure, and where will funding come from...?
17. add more camping for tents
18. Given the budget situation, I think you do a good job. Use volunteers and work days, perhaps to do projects
19. dogs on beaches off leash!
20. Skagit County has an unlimited number of opportunities. However, not enough resources are put into creating and maintaining them.
21. You are doing the best job considering the funding. However, in a recession, parks and recreation become an even more important resource for a cash stressed populace. It is very shortsighted to cut back in this area.
22. Little Mountain Trail Builders seem to have been successful in their efforts to obtain volunteers and meet their goals. Should other goals need to be set for other departments despite lack of funding, using LMTBs as a model may be an option.
23. "I would support user fees for programs, such as sports leagues.
24. I STRONGLY oppose user fees at hiking trailheads. A walk in the woods should not be taxed."
25. Continue building interconnected trails in urban areas for recreation and commuting
26. Assess level of use at existing facilities. Conduct cost-benefit analysis and consider eliminating facilities that don't pencil out and/or align with results of this survey.
27. Biking trails not only promotes healthy returns, it promotes tourism. People will come from out of town to enjoy them.
28. More parks for children & adults
29. SCPR: develop more opportunities for disabled folks to participate in county park activities
30. Make sure that the work release personnel actually do work and that it is quality work.
31. Get rid of whomever had the bright idea to dismantle the Highly Respected Recreation Department.
32. We need more mixed use recreational activities considered in short and long term planning.
33. should receive better funding

34. Levees should be opened up for public access - what a great opportunity for shoreline access and miles of walking!
35. More signs! Interpretive signs are great, as well as those welcoming you to parks and showing how to get there from main highways.
36. Why is the Centennial Trail not included in the Sedro Woolley city limits?
37. It would be great to pave and connect some of the urban trails already available. A great trail to pave would be the Sedro-Concrete trail. Also, I am looking forward to the centennial coming to Skagit County. I would be nice to have it extended further north from Lake McMurry.
38. Have more covered areas for large groups in outdoor parks
39. Dedicated Mountain Bike Trails.
40. I travel to Skagit County to ride on the new parks trail at Little Mountain. I usually stop at dinner in town afterwards, and usually pick up some snacks at the Co-op. Bike trails bring my money to Mt Vernon.
41. Thanks for seeking our input
42. I just want to say good job on all the new trails at little mountain. Very happy with the results
43. Keep allowing groups like the trail builders enhance little mountain. Also consider future development of the rock quarry for climbing when complete with operations
44. Better use of volunteer expertise and labor
45. That there be a "pay back" from the users. You use it, you spend ten minutes cleaning up some aspect of the park.
46. I will be able to vote soon, and I will surely be voting so long as you work towards sustainability.
47. Great staff
48. Bring back Clear Lake Beach! It is the only beach for kids in the whole county. Last year it was horrible when you closed the bathrooms and the concession stand and took down the slides. We need more public beaches, not less!!!
49. I realize the budget is tight. I don't expect things to change over the next two years and cuts could close parks in the interim.
50. I would like the idea of user fees if I thought it would result in a safer, more pleasant social element if people had to pay to use parks. I don't think the Hispanic populations (which represent the majority of users at many of the parks we frequent) are tax-payers, so a tax increase would not sit well with me at all as a tax-payer.
51. Staffing must be improved significantly. We don't want to lose what we have! Recreation for Skagit County residents should have higher priority.
52. Advertise parks better - I didn't know about Frailey mountain park
53. Would support household tax, but not user fee. This option appears to be missing.
54. STOP WAISTING MONEY ON FRAILEY SHOOTING RANGE & RETURN PROPERTY TO DNR
55. pool / aquatic center
56. Get Rid of Shooting Park
57. Community fundraiserers such as fun run, banquet, spaghetti/pancake feed, flea market
58. Dukes Hill area for walking trails
59. Is there a possibility of sharing the management with some to the cities ? e.g. the parks within the city limits could be managed by that city...
60. Would like more unpaved walking trails in Mt. Vernon
61. Too much emphasis on sports.
62. People are less able to afford to pay for entertainment. Parks are a great way for families to do something together without cost...
63. continue interagency endeavors
64. Get out of the programming business such as baseball, soccer, softball & baseball leagues and clinics. Put efforts & resources in parks & trails only!
65. Have brochures and maps more readily available
66. I would like to see the Centennial Trail continued from Snohomish County throughout Skagit County.
67. Only offer programs in locations that others cannot offer them!
68. Open a shooting range (or a couple). Many of our residents own and shoot firearms. A safe place to do this is needed rather than on some side road or gravel pit. A safe simple range would not be expensive or difficult to operate
69. Have local law enforcement officers patrol parks often when possible.

70. Maybe user fees so we can support more. I see below it says taxes- I would support that too up to $100 a year.
71. Mountain Bike trails
72. More rails to trails, bike paths, pedestrian-friendly areas
73. Parks allow people to enjoy open space for very low cost, as Skagit County grows and density increases our parks will be more valuable than ever.
74. The Parks Dept has always been under appreciated by elected officials and therefore under budgeted - this needs to be turned around.
75. give in city facilities, like ball fields and small parks, to the cities to take care of
76. Work on getting trails connected
77. So much waste of time by employees, Recreation is a privilege not a public service. Users of trails must start paying for that privilege instead taxpayers paying for the wishes of very few. County parks has a very bad image because of the Parks Dept takings of private property and spending tax dollars on a illegal trail.
78. more camping cabins
79. more picnic shelters
80. more primitive trails
81. more paved trails"
82. Reinstate the rec. program run by Woodmansee. Those trips were great and enjoyed by many.
83. Working with other groups to set aside areas for use. Humans have a need for green space. Programs that encourage all residents of Skagit County to at least be introduced to care of wilder lands.
84. We use the Guemes Island Park - we would like to see more tetherball court, improve baseball area, more benches, etc.
85. We have a world class river flowing through the county and limited opportunities to experience. Open the dikes up to walking and biking and create greenways along the river. These would be huge boost to our quality of life and make this a place worthy of increased tourism and economic investment.
86. Cameras to catch vandals
87. Everything comes at a cost. The users should shoulder some of the burden the up keep and improvements
88. You guys do a great job with what you have and provide great activities, please make these activities available to the entire county not just Mt Vernon and Burlington. The entire county deserves your services.
89. Please pave one lane of Cascade Trail, and add a public pool in the Eastern half of the County.
90. Maintain the infrastructure. Keep basic facilities operational
91. It's way past time that Skagit County had a modern swimming facility. Your survey completely excludes the topic even though it is one of the most requested items in past surveys. I would gladly pay a tax to build it and support it and I'm not a wealthy person. The community needs it, and I don't mean leave it to the YMCA.
92. The equestrian facility that has been proposed for Northern State area should be pursued. It would serve Skagit residents AND bring revenue to Skagit County.
93. An across the board tax is the way to go, as every citizen will have a degree of "ownership" and "investment" in public parks. User fees exclude those who cannot afford the fees. That is wrong.
94. Try to partner with volunteer organizations to assist in development and/or maintenance, e.g. NW Trails Assn, Boy Scouts, community organizations.
95. More options for safe commuting via bike or walking, cross town, cross county trails
96. I would suggest citizen participation in taking responsibility for their impact on the parks, zero waste, animals, leave no trace, etc. I believe it is citizens responsibility to participate in maintenance as it reflects by and respect for systems.
97. possible user fees for some parks
98. The current level is sufficient for most who use it... but the county parks are dwarfed by our city parks as well as our state and national ones. I simply have no use for grass and playgrounds... I can do that at home. For many families, this is great though. However, if I were to go to a park, it'd be Hillcrest (MV) or Riverfront (SW), not Cleveland. Most of the County parks aren't close enough (all the upriver stuff, etc). If I'm going upriver... I'll go to more remote places.
99. Broaden your mission to community education and local self-sufficiency otherwise we are toast.
100. User fee like Discovery Pass and Nat Forest Trail Pass- Significant tax on users that require high maintenance like fields (soccer, baseball etc.).

101. Unpaved trails/paths can be used for horse, bicycle, walkers, hikers. They are multi use, biggest bang for your buck
102. Within development, open space and parks should be considered as part of the community requirement so those who acquire homes there will be able to use, enjoy but also consider maintain. Builders would then be subject to the fees involved with the planning and establishment, but I don't think it fair to have to pay extra on top. It is not fair to them nor impacts then existing neighborhood users or their work provided.
103. This survey is way to wordy, long and complicated to produce valid results.
104. The department is doing an amazing job with such drastic budget reductions over the last several years. The staff is very dedicated to the community. We are lucky.
105. Overall, I think we have a great system. Skagit Parks has always been more than helpful supporting our efforts to the Dog Island Run on Guemes Island. Whenever I have had questions, I always get a prompt, friendly reply.
106. Most of the Conservation Futures Fund should go towards open space, trails, and greenways. No new taxes - just utilize this existing tax.
107. Perhaps, campers and visitors might want to volunteer an hour or more to specific tasks in the parks (volunteer park hosts could try enlisting help from visitors). I know when I visit a park, I always pick up littler and tidy up the bathrooms.
108. "Joint Parks with Mount Vernon
109. More Open Space, Natural Trails"
110. More open spaces
111. Need Park Rangers
112. "More Disc Golf!!!!Maybe on Guemes?" yeee haaa!
113. Like to see cities and county working together with an overall plan. Pool resources.
114. This used to be a great county parks and rec program, but budget cuts destroyed that...let's see it rebuilt and be able to offer our kids a great experience with nature, once again!

APPENDIX A

REPORT FROM THE

PARKS AND RECREATION DEPARTMENT COMMUNITY SURVEY

FOR SKAGIT COUNTY

A.R.N. TECHNICAL AND RESEARCH REPORTS
VOL. 2003 NO. 1

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INTRODUCTION

In Spring of 2003, Skagit County Parks and Recreation Department (SCPRD) contracted with Applied Research Northwest (ARN) to conduct a scientific study. The purpose of the study was to inform the Skagit County Parks and Recreation Department Comprehensive Plan – a growth management tool that provides the SCPRD managers with a clear direction in terms of where the community is (existing conditions) and where it is going (future desires). The goal of the study was to provide SCPRD with estimates of residents' preferences for parks and recreation facilities development and priorities for future planning. The study consisted of the administration of a community survey to a random sample of Skagit County residents and included items on recent activities, desired expansion of existing facilities (including athletic fields, campgrounds, trails, etc.) and the addition of a new public indoor facility including classrooms and a multi-purpose gym. Development of the Northern State Recreation Area (NSRA) was also included in the study.

RESEARCH METHODS

This section of the report describes the sample, data collection methods, response rates, indicators of the generalizability of the sample, the survey instrument and margins of error. Greater detail on any of these issues is available from the authors. Readers who are not interested in these research methods can safely skip to the results section. Also, the complete text of the survey, with response frequencies, can be found in appendix A of this report.

SAMPLING

For the Skagit County Parks and Recreation Department (SCPRD) Community survey, the target population was residents of Skagit County. The survey was administered by telephone to randomly selected, listed household members in Skagit County. Of the 926 households contacted, 378 telephone numbers were disqualified (see Table 1: invalid contacts). Thus, the valid telephone sample consisted of 548 qualified households. Each household was telephoned (attempted) up to 5 times over a two-week period in June. Attempts included at least one weekend and one daytime call, with the majority of calling occurring between 5:30 pm and 9:00 p.m. on weeknights.

The average survey length was 9 minutes. Fifty-five percent (55%) of qualified participants completed a survey for a total of 300 completed surveys. The results of all calls made for the community survey are summarized below in Table 1.

Table 1. Skagit County Parks and Recreation Community Survey Call Results Summary	
	N
Complete	300
Total Completes	300
Refused	97
Soft Refusals	84
Refused Incomplete	7
No Answer - no pick up	11
Busy	3
No Answer - machine / voice mail	30
Callback	16
Total Valid Contacts	548
Bad Number	110
Physical/Mental - Unable	18
Unable - Language	19
Maximum Attempts reached (5)	231
Total Invalid Contacts	378
Total	926
Response Rate (completes/valid)	55%

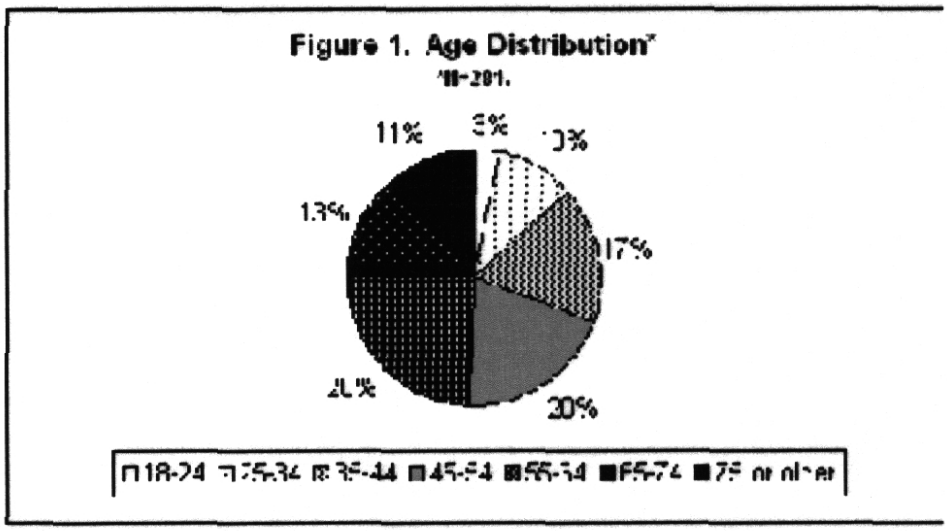
SAMPLE CHARACTERISTICS

Sex

Of the 300 residents in Skagit County who responded to the SCPRD Community survey, 40% were male and 60% were female. The sex distribution of Skagit County is close to 50-50 based on 2000 U.S. Census data. The survey did not attempt to randomize the selection of the household member. Since females are more likely to answer the telephone than males, telephone surveys like this one typically over represent the perspectives of females. Most of the questions are worded to elicit information about the entire household, so it is likely that this information closely resembles what would have been found with a more even sex distribution.

Age

Of the 300 residents in Skagit County who responded to the SCPRD Community survey, 3% were between the ages of 18 and 24, 10% were between 25 and 34, 17% were between 35 and 44, and 20% were between 45 and 54 (see Figure 1). The largest proportion of respondents (26%) was between the ages of 55 and 64. Thirteen percent (13%) were between the ages of 65 and 74 and 11% were 75 years of age or older. An additional 3 respondents did not answer this question so identifying information for these respondents is not available.



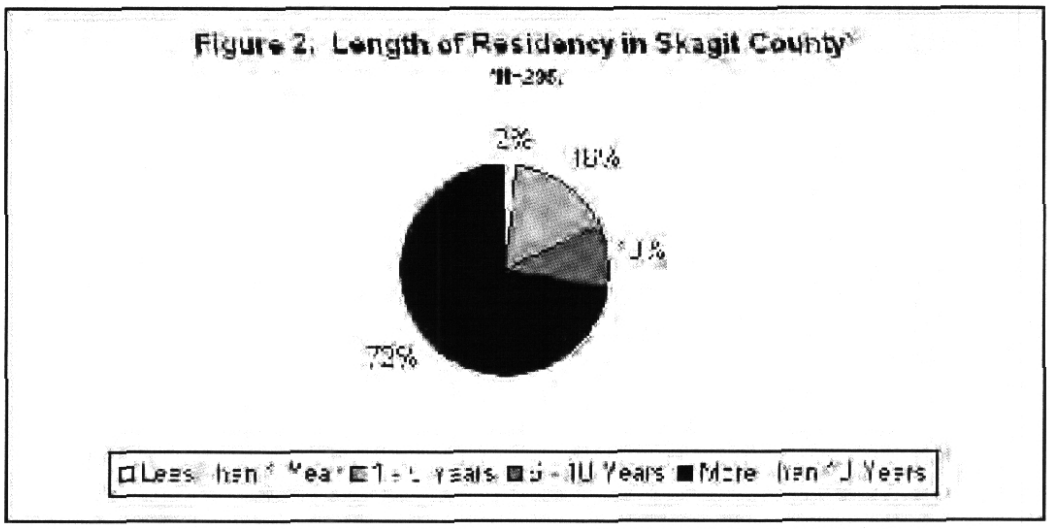
It is important to note here that the 18 to 24 and the 55 to 64 age categories were disproportionate to the actual age distribution of Skagit County. The youngest category was somewhat under represented and the older age category was slightly over represented. This sort of response pattern is common when using listed phone numbers, as younger people tend to move more often and be out of the house more than older residents. However, since respondents were asked to report on behaviors of all household members it is likely that the results reported closely resembles what would have been found with a more even age distribution.

Youth (age 18 or younger) Living in Household

Of the 300 residents in Skagit County who responded to the SCPRD Community survey, over half (62%) reported that there are no children age 18 or younger living in their home. The remaining 38% said there was children age 18 or younger living in their home. This question was asked to measure significant differences in response to the survey questions between households with children and those without children.

Length of Residency in Skagit County

When asked how long residents had lived in Skagit County, about three-quarters of respondents (72%) reported living in Skagit County for more than ten years (see Figure 2). Ten percent (10%) of respondents had lived there six to ten years. Sixteen percent (16%) of respondents said they lived there for one to five years and 2% said less than one year.



Geographic Distribution

The distribution of respondents according to zip code and city of residence for completed survey cases (N=300) compared to the randomly sampled listed cases (N=1000) were within 2.5% of one another for all 17 areas (see Appendix B). The distribution was within 1% for 14 of those 17 areas. Therefore we can have confidence that proportionate representation of each area of Skagit County is described in this report.

MARGINS OF ERROR

The findings described in this report are estimates because we use the responses of 300 households to estimate the behaviors of all households in Skagit County. The key to the success of survey research is that such estimates are remarkably accurate, but they are not perfectly accurate. For a survey of 300 cases, we would estimate an error margin of plus or minus six percent (6%). That is, we can be 95% sure that the true percentage, had we been able to survey all people in Skagit County would have fallen within 6% above or below the percentage we report. For example, because 17% of survey respondents reported being 35 to 44 years of age, we can be quite sure that the actual percentage of people in Skagit County who are in this age category are somewhere between 11% and 23%. When the number of respondents is smaller, the error margin is greater.

RESULTS

This section describes the findings of the analysis for all 300 respondents of the Skagit County Parks and Recreation Department Community Survey. A complete listing of the survey results can be found in the appendices to this report, however this section provides complete descriptive text and highlights statistically significant findings.

PARK USAGE

The first section of the SCPRD Survey asked respondents to report on their household's general use of parks and recreation facilities during the past twelve months, considering use both inside and outside of Skagit County. Respondents were asked to report on their past use regardless of geographic location because past behavior tends to be the most accurate indicator for projecting future behavior.

Nearly all (92%) of respondents reported their household had used a park facility in the past 12 months. More SCPRD Survey respondents reported household members spending time at a public seashore, lake or river (water access, 78%) in the past twelve months than any other of the listed facilities. Trails[11] (67%) were a close second (see Table 2, below). Spending time at a park playground was ranked third with just over half (55%) reporting spending time at a park playground. Use of an indoor athletic facility and an indoor public pool were the least used parks in the past 12 months. About one-quarter (27%) of respondents reported household use of an indoor public pool and 18% reported use of an indoor athletic facility.

Table 2. Parks Used in the Past 12 Months*	
Water Access	78%
Trails	67%
Park playground	55%
Campground or RV	47%
Other parks	43%
Outdoor Athletic Facility	40%
Boat launch	34%
Indoor public pool	27%
Indoor Athletic Facility	18%

*N=299. N is an average. Sum of percentages greater than 100 due to use of multiple facilities.

Relationships Between Variables

There is a statistically significant relationship between most of the parks used in the past 12 months. In other words, most survey respondent households were likely to report using more than one facility in the past 12 months. The most significant findings were households who used outdoor athletic facilities were also likely to use indoor athletic facilities ($r = .45$) and households who used a public seashore were also likely to use trails ($r = .42$).

There were also significant findings for park use in the past 12 months for households that reported having children eighteen years of age or younger. Households with children were

significantly more likely to use all park facilities (except boat launches) in the past 12 months than households without children. Households with children were significantly more likely than others to use water access (88%), trails (80%), playgrounds (76%), outdoor athletic facilities (61%), RV/campgrounds (58%), indoor pools (40%), and indoor athletic facilities (31%).

In general, households with fewer years living in Skagit County, younger-aged households and households with children were more likely to report using parks in the past 12 months. As expected, younger aged households are more likely to have lived in Skagit County a fewer number of years and are more likely to have children living in the household. Because younger people are generally more active, more likely to move or to have just "settled down" and to have children living in the home these findings suggest a strong demographic relationship with park use.

PARK NEEDS AND PROJECTED USE

SCPRD Survey respondents were asked to report on specific kinds of parks that could be a part of Skagit County Parks and Recreation Department's future plans. Respondents were asked to report *how much* the additional facility is <u>needed</u> in Skagit County and *how likely* their household members would be to <u>use</u> the additional facility.

Needs for Additional Facilities

Respondents reported an indoor aquatic center, a multi-use gymnasium, and multi-purpose rooms as the top three additional facilities most needed in Skagit County (see Figure 3). Over half (58%) of respondents said that Skagit County needs an indoor aquatic center "a great deal" or "quite a bit". Almost half (46%) of respondent said that Skagit County needs a multi-use gymnasium and 39% said the county needs multi-purpose rooms "a great deal" or "quite a bit".

Respondents reported a low level of a need for additional athletic fields in Skagit County. Forty percent (40%) of respondents said additional athletic fields are needed "not much" or "not at all".

It is important to note two patterns in the data. First, substantially similar numbers of respondents reported at least "somewhat" needing all of the facilities (minimum 60%, maximum 79%). In addition, the proportion of respondents who reported not needing the facilities at all are not systematically ordered (as often is the case with items like these). These patterns suggest that there is no powerful mandate for or against specific facilities, and that there is an overall interest in seeing additional parks and recreation facilities in Skagit County.

Respondents who reported the need for trails or athletic fields were also asked to identify the types of trails or fields they felt were needed. Those findings are detailed in tables 3 and 4 below.

As with their reports of use in the past 12 months, respondents from households with children, who had lived in the county for fewer than 10 years, and younger aged-respondents generally reported slightly higher levels of needs for many of the items than households

without children, or who had lived in the country for 10 years or more, or with older-aged respondents.

Figure 3. Skagit County Additional Facility Needs

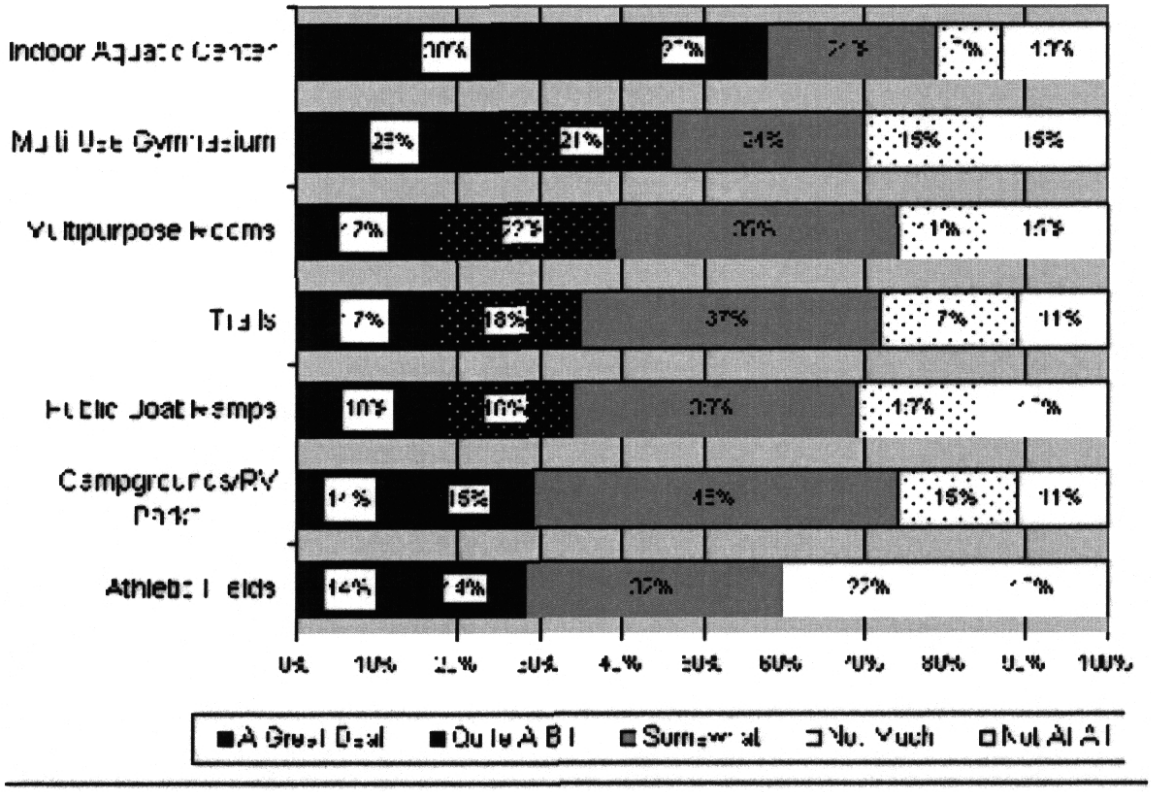


Table 3. Types of Trails Needed*	
Hiking	80%
Bicycle	53%
Equestrian	18%
Interpretive	17%
Other	14%
Motorcycle	9%

*N=93 "Other" responses are detailed in the appendices

Table 4. Types of Fields Needed*	
Youth Baseball	79%
Soccer	62%
Adult Baseball	47%
Youth Softball	34%
Adult Softball	23%
Football	17%
Other	6%

*N=70 "Other" responses are detailed in the appendices

Likelihood of Use of Additional Facilities

After reporting on the needed facilities, respondents were asked how likely members of their household would be to use such a facility. An indoor aquatic center and additional trails were the top two additional facilities respondents reported their household would likely use (see Figure 4). Two-thirds (66%) of respondents reported their household "probably" or "definitely" would use additional trails[2]. Slightly fewer (64%) respondents reported their household "probably" or "definitely" would use an indoor aquatic center, though a higher

proportion reported they would "definitely" use such a center. Just over half (53%) of respondents reported their household "probably" or "definitely" would use multipurpose rooms or additional campgrounds and RV parks.

Of those respondents who reported their household "probably" or "definitely" would use additional trails; hiking and bicycle were ranked most likely to use (see tables 5 and 6). Eighty percent (80%) of these respondents said their household would use additional hiking trails and about half (53%) said their household would use bicycle trails.

Respondents reported a low likelihood of using additional athletic fields. Two-thirds (66%) of respondents said their household "probably" or "definitely" would not use additional athletic fields. Since respondents reported a low level of need for additional athletic fields in Skagit County it is expected to have a low level of likelihood of use of the additional facility as well.

Figure 4. Skagit County Additional Facility Use*

*N=96. It is an approximate. Sorted by % Definitely or Probably Would Use.

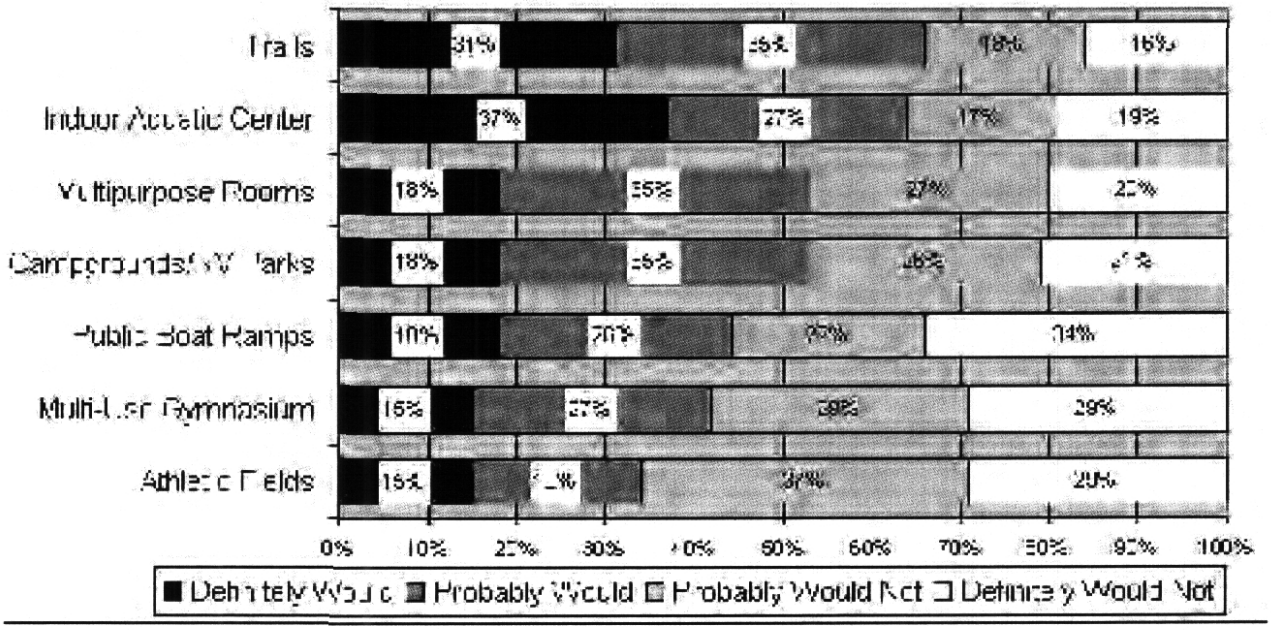


Table 5. Types of trails likely to use*	
Hiking	82%
Bicycle	37%
Interpretive	16%
Other	12%
Motorcycle	8%
Equestrian	6%

*N=194. Sum of percentages greater than 100 due to use of multiple facilities.

Table 6. Types of fields likely to use*	
Youth Baseball	66%
Soccer	50%
Adult Baseball	32%
Youth Softball	25%
Adult Softball	19%
Other	12%
Football	5%

*N=98. Sum of percentages greater than 100 due to use of multiple facilities.

Similar to reports of needs, respondents from households with children, who had lived in the county for fewer than 10 years, and younger aged-respondents generally reported slightly higher likelihood of use for many of the items than households without children, or who had lived in the country for 10 years or more, or with older-aged respondents. No strong patterns were noted.

Analysis of Needs, Likelihood of Use and Prior Use

Responses to the items were analyzed in combination to determine if those households who had previously used certain facilities were more likely to report a higher need for such facilities, as well as whether they would be more likely to use additional facilities if they were provided. For example, if people had used a public indoor pool in the prior 12 months, were they more likely to report that there was a need for an indoor public pool? Were they more likely to say they would use one? Responses were also examined to evaluate whether those who report a stronger need also reported a higher likelihood of use of the facilities.

For the most part, people who had used a particular facility in the past 12 months were twice as likely to report needing the same type of additional facilities "a great deal" compared to those who had not used them. For example, 17% of respondents who *had* used a campground or RV park in the past 12 months reported needing additional campgrounds "a great deal" compared to 9% of those who *had not* used them.

There are some notable exceptions:

- Those who used outdoor athletic facilities were four times more likely to report needing additional athletic fields "a great deal" (26% of outdoor athletic facility users vs. 6% of non- users).
- Users of public boat launches were three times more likely to report needing such a facility "a great deal" (30% vs. 11% of non-users).
- Those who had used a public indoor pool were a little less likely to report a strong need for such a facility – perhaps due to the presence of a nearby public pool not run by the county (51% vs. 33% of non-users).

The greatest value of knowing people's activities in the prior 12 months comes in seeing the degree of association with their reported likelihood of using additional local facilities like those they said they had used. The more strongly prior use and likelihood of use are related, the better we can estimate the likelihood of use in the area for the additional facilities.

For each item, use of a similar facility in the prior 12 months at least doubled the likelihood that the respondent would report that someone in their household would "definitely" use such a facility in Skagit County. Particularly notable are:

- Outdoor athletic facilities (29% of household that used this type of facility in the prior 12 months reported their household "definitely" would use such a facilities in Skagit County vs. 5% of *non*-prior users)
- Boat launches (47% of prior users "definitely" would vs. 3% of *non*-prior users that "definitely" would).

- Indoor athletic facility users are also much more likely to make use of a multi-use gymnasium (41% vs. 9% of *non*-prior users).
- An indoor aquatic center has wide appeal to both prior users and *non*-prior users of public indoor pools, with 51% of prior users saying they "definitely" would use such a facility and 31% of *non*-prior users.

Although fewer than half of respondents reported using outdoor athletic facilities and public boat launches in the past year (40% and 34% respectively), those two groups reported higher likelihoods of using such facilities if additional ones were provided than did any other facility user (r= .55 and .69 respectively). While other reports of needs, in addition to likelihood of use are not as strong, it is clear that for the most part, distributions of use in the past 12 months (Table 2 above) provide an accurate tool for predicting reported likelihood of use in all cases, but particularly for some of the low-frequency and relatively low-need items (use of boat launches and indoor and outdoor athletic facilities).

Discussion

There is no magic formula for determining which facilities would be the best use of the county's resources – this study is not sufficient for such predictions and would require a great deal of information about the costs of creating and maintaining each facility and other competing needs in the county. In addition, the likelihood of use/prior use analysis is limited by the fact that some facilities are already more rare in Skagit County – in particular public indoor pools and indoor athletic facilities.

The more common use of trails, water access, and playgrounds is conditioned in part on the current availability in conjunction with people's propensity to use them. It is difficult to surmise with certainty whether people's propensities are strong enough to support additional facilities when the particular types of facilities being discussed are harder to find. This is of particular concern for the public indoor aquatic center, since the costs of maintaining such a facility are very high, yet people who have not used any public indoor pools in the past year are rather likely to report that they "definitely" would use such a facility if it existed. Despite those reports, it appears that using a public indoor pool would be an uncommon undertaking for many of the county's residents.

COMMUNITY PRIORITIES

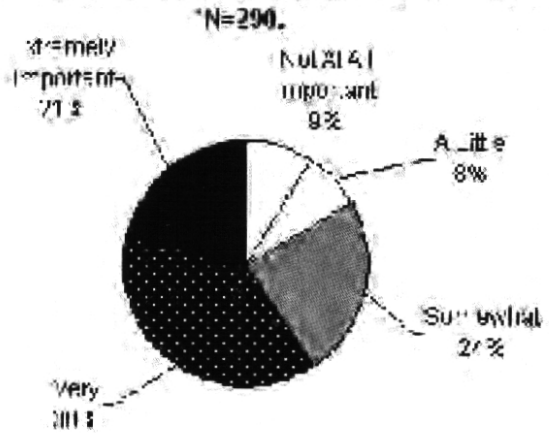
Recreation Center

The current Skagit County Parks and Recreation Comprehensive Plan includes the construction of a public indoor recreation center[3] as a future goal. SCPRD Survey respondents reported a high level of importance on a public indoor recreation center for the people of Skagit County. Sixty-one percent (61%) of respondents said the facility would be "extremely" or "very" important to the people of Skagit County. About one-quarter (24%) of respondents said it would be "somewhat" important and the remaining 17% said it would be "a little" or "not at all" important.

Use of the multi-use gymnasium or the multipurpose rooms that would be part of an indoor public recreation center can be ascertained in part by the previous survey items that asked about the need and likelihood for using such facilities. One in six respondents (15%) said

they "definitely" would use a multi-use gymnasium, and nearly a fifth (18%) of respondents said they "definitely" would use multipurpose rooms (see Figure 4). However the users would likely be drawn from somewhat different populations, since less than half (7%) said they would "definitely" use both facilities. One-third of respondents (33%) said they either "definitely" or "probably" would use both facilities. Fifteen percent said they "definitely" would NOT use either facility. With a margin of error for this survey of about 6%, this suggest that between 9% and 21% of Skagit County residents would be highly unlikely to use the gym or multipurpose rooms, while between 79% and 91% might use it.

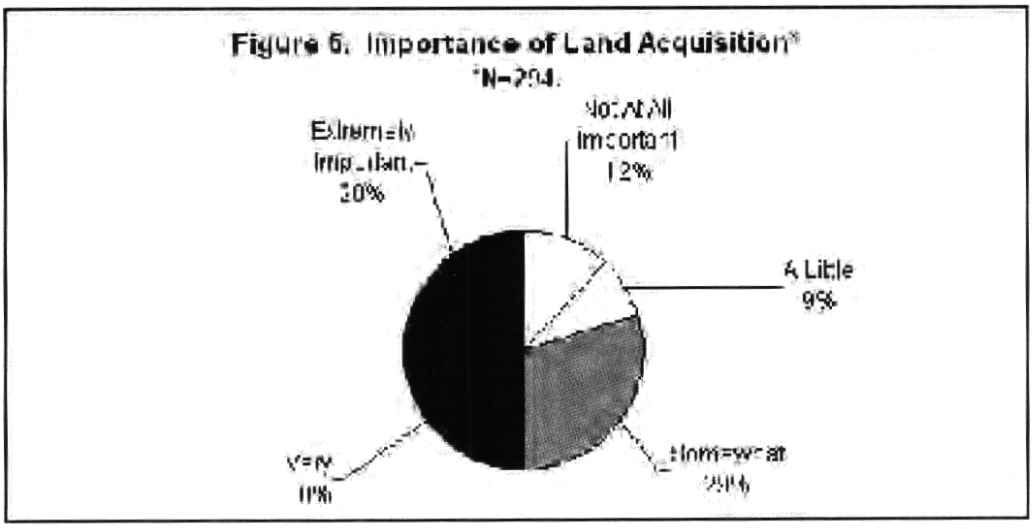
Figure 6. Importance of Public Recreation Center



In general, females responding on behalf of their household were more likely than male respondents to report a higher level of importance on a public indoor recreation center for the people of Skagit County. In addition, households with youths and younger aged households were more likely to report a higher level of importance.

Acquiring Land

Respondents were asked to report on the importance to their household that Skagit County acquire land to support new parks and provide recreation, while maintaining the existing facilities at the current levels or better. Half of respondents (50%) said that it is "extremely" or "very" important to their household that Skagit County acquires land. Thirty percent (30%) said acquiring land is "somewhat" important and the remaining 20% said "a little" or "not at all".



Typically, younger aged households were more likely to report a higher level of importance for their household on land acquisition for Skagit County.

Northern State Recreation Area
Most (63%) of respondents reported being *un*familiar with the plan for developing the Northern State Recreation Area. The remaining 37% said they were at least "sort of" familiar with the plan.

Of the respondents who said they were at least "sort of" familiar with the plan for developing the area, 28% reported "trails" as the most important plan element to their household. The second most important elements were "ball fields" and "playgrounds" with both elements being reported as the most important element by 14% of these respondents.

Table 7. Most Important Element in NSRA Development Plan*	
Trails	28%
None are important	20%
Ball Fields	14%
Playgrounds	14%
Campgrounds	12%
Can't Choose Only One	9%
Interpretive Center	2%
Equestrian Center	2%

*N=102 Those unfamiliar with the plan were not asked this item.

Additional recreation program suggestions
Respondents were asked to recommend additional recreation programs to the SCPRD. A complete listing of suggestions for additional recreation programs can be found in the appendices of this report.

SUMMARY

Results of the Skagit County Parks and Recreation Department Community Survey suggest that Skagit County is most in need of an indoor aquatic center, followed closely by a multi-use gymnasium and multipurpose rooms. Additional athletic fields were the least likely to be report as a need for the County, in this survey. However, substantially similar numbers of respondents reported at least "somewhat" needing all the facilities (Figure 3). The study shows that there is no powerful mandate for or against specific facilities, but that there is an overall interest in seeing additional parks and recreation facilities in Skagit County.

Strong demographic patterns showed up consistently for most items throughout the analysis. Respondents who are between 25 and 54 tend to be more likely to report to report for their households a need and likelihood of using additional facilities, as are respondents with children in the home, and those who have lived in Skagit County less than 10 years. These demographic characteristics tend to coincide with one another.

Likelihood of using the facilities was somewhat differently ranked from the needs reported, though additional analysis suggested that some of the low-likelihood of use items such as the gymnasium, boat ramps and athletic fields, may be patronized more reliably than users of the higher ranked facilities. Reliability of use reports was gauged by people's reports that they had used similar facilities over the past 12 months.

Likelihood of use is complicated by the fact that some facilities are harder to find in and around Skagit County than others. For example, the prevalence of playgrounds, trails and water access in part explains the high rates of use and propensities for use. By contrast, the lack of a public gymnasium, multi-purpose rooms or and aquatic center limits the probability that respondents would have used such a facility in the past 12 months. All these factors must be weighed when interpreting these results.

Nearly 60% of respondents reported that a public recreation center was "very" or "extremely" important to Skagit County. Fifty-percent reported that land acquisition was "very" or "extremely" important to their households.

Finally, most respondents (63%) said they were unfamiliar with the plan to develop the NSRA. Of those who were familiar with the plan, 28% prioritized trail development over the other plan elements.

APPENDIX A: SCPRD COMMUNITY SURVEY TEXT WITH RESULTS

INTRO:

Hello, my name is $i. I'm calling because the Skagit County Parks and Recreation Department is seeking community input for its future plans. They'd like to know your household's priorities for parks and recreation facilities and programs. Your participation is extremely important, even if you don't use local parks or recreation facilities. May I speak with someone in your household 18 years or older... Would that be you? Do you have a few minutes to answer some questions?

N =			300
100%			
Able to Complete	01...	=> V1_1	300
100%			
Unable	02...	=> INT	0
0%			

V1_1:

My first questions have to do with your use of parks and recreation facilities in general. When answering these questions, please consider the activities both inside and outside of Skagit County for everyone in your household. Thinking about the past 12 months, has anyone in your household... [v1.1] Used Any campgrounds or RV parks?

N =		300
100%		
Yes	1...	140
47%		
No	0...	160
53%		
[Do NOT Read] Don't Know	7...	0
0%		
[Do NOT Read] Not Applicable	8...	0
0%		
[Do NOT Read] Refused	9...	0
0%		

V1_2:

[v1.2] (Used) Walking, hiking, riding, or biking Trails?

N =		300
100%		
Yes	1...	201
67%		
No	0...	97
32%		
[Do NOT Read] Don't Know	7...	1
0%		
[Do NOT Read] Not Applicable	8...	0
0%		
[Do NOT Read] Refused	9...	1
0%		

V1_3:

[v1.3] (Used) Any Outdoor Athletic Facilities like ball fields, basketball or tennis courts? [spectators are users]

N = ... 300
100%
Yes..... 1... 119
40%
No..... 0... 180
60%
[Do NOT Read] Don't Know..... 7... 1
0%
[Do NOT Read] Not Applicable..... 8... 0
0%
[Do NOT Read] Refused..... 9... 0
0%

V1_4:

[v1.4] (Used) Any Indoor Athletic facilities like basketball, tennis or volleyball courts?
N = ... 300
100%
Yes..... 1... 54
18%
No..... 0... 245
82%
[Do NOT Read] Don't Know..... 7... 1
0%
[Do NOT Read] Not Applicable..... 8... 0
0%
[Do NOT Read] Refused..... 9... 0
0%

V1_5:

[v1.5] Spent time at the public seashore, lake or river?
N = ... 300
100%
Yes..... 1... 233
78%
No..... 0... 67
22%
[Do NOT Read] Don't Know..... 7... 0
0%
[Do NOT Read] Not Applicable..... 8... 0
0%
[Do NOT Read] Refused..... 9... 0
0%

V1_6:

[v1.6] (Used) A public boat launch?
N = ... 300
100%
Yes..... 1... 103
34%
No..... 0... 197
66%
[Do NOT Read] Don't Know..... 7... 0
0%
[Do NOT Read] Not Applicable..... 8... 0
0%

[Do NOT Read] Refused..... 9... 0
0%

V1_7:

[v1.7] (Used) A public indoor pool?
N = ... 300
100%
Yes..... 1... 80
27%
No..... 0... 220
73%
[Do NOT Read] Don't Know..... 7... 0
0%
[Do NOT Read] Not Applicable..... 8... 0
0%
[Do NOT Read] Refused..... 9... 0
0%

V1_8:

[v1.8] (Used) A park playground?
N = ... 300
100%
Yes..... 1... 165
55%
No..... 0... 134
45%
[Do NOT Read] Don't Know..... 7... 0
0%
[Do NOT Read] Not Applicable..... 8... 0
0%
[Do NOT Read] Refused..... 9... 1
0%

V1_9:

[v1.9] (Used) Any other kind of parks?
N = ... 300
100%
Yes..... 1... 129
43%
No..... 0... 169
56%
[Do NOT Read] Don't Know..... 7... 2
1%
[Do NOT Read] Not Applicable..... 8... 0
0%
[Do NOT Read] Refused..... 9... 0
0%

V2_1A:

My next questions ask about specific kinds of park and recreation facilities that could be a part of future plans. I'm going to read a list of some facilities the County could provide beyond what is currently available. For each item, please let me know how much the additional facility is needed and also how likely your household would be

to use it. So... how much does Skagit County need... [v2.1a] Additional campgrounds or RV Parks? Would you say...

N =			300
100%			
A Great Deal	4...		35
12%			
Quite A Bit	3...		39
13%			
Somewhat	2...		117
39%			
Not Much	1...		40
13%			
Not At All	0...		29
10%			
[Do NOT Read] Don't Know	7...		37
12%			
[Do NOT Read] Not Applicable	8...		2
1%			
[Do NOT Read] Refused	9...		1
0%			

V2_1B:

[v2.1b] How likely would the people in your household be to use additional campground and RV parks? Would you say...

N =			300
100%			
Definitely Would	4...		54
18%			
Probably Would	3...		104
35%			
Probably Would Not, or	2...		79
26%			
Definitely Would Not	1...		62
21%			
[Do Not Read] Don't Know	7...		1
0%			
[Do Not Read] Not Applicable	8...		0
0%			
[Do Not Read] Refused	9...		0
0%			

V2_2:

So... how much does Skagit County need... [v2.2] Additional Trails? Would you say...

N =			300
100%			
A Great Deal	4...		45
15%			
Quite A Bit	3...		48
16%			
Somewhat	2...	=> V2_3	101
34%			
Not Much	1...	=> V2_3	47
16%			

Not At All	0...	=> V2_3	29
10%			
[Do NOT Read] Don't Know	7...	=> V2_3	28
9%			
[Do NOT Read] Not Applicable	8...	=> V2_3	2
1%			
[Do NOT Read] Refused	9...	=> V2_3	0
0%			

V2_2A:

	Yes	*No*	*[Do NOT Read] Don't Know*	*[Do NOT Read] Not Applicable*	*[Do NOT Read] Refused*
[v2.2a] Bicycle	49 (53%)	44 (47%)	0 (0%)	0 (0%)	0 (0%)
[v2.2b] Equestrian	17 (18%)	76 (82%)	0 (0%)	0 (0%)	0 (0%)
[v2.2c] Hiking	74 (80%)	19 (20%)	0 (0%)	0 (0%)	0 (0%)
[v2.2d] Motorcycle [two-wheeled motorized vehicles only]	8 (9%)	85 (91%)	0 (0%)	0 (0%)	0 (0%)
[v2.2e] Interpretive [signage and routing to educate the user on a specific feature of the area utilized by the trail.	16 (17%)	77 (83%)	0 (0%)	0 (0%)	0 (0%)
[v2.2f] Other [Do NOT Read]	13 (14%)	80 (86%)	0 (0%)	0 (0%)	0 (0%)

V2_2O:

[v2.2o] Other [Hit ENTER and Type in Response]

N =			13
100%			
	Y...		13
100%			
	0...		0
0%			

V2_3:

(How likely would the people in your household be to use...) [v2.3] Additional Trails? (Would you say...)

N =			300
100%			
Definitely Would	4...		91
30%			
Probably Would	3...		103
34%			
Probably Would Not, or	2...	=> V2_4	55
18%			
Definitely Would Not	1...	=> V2_4	48
16%			
[Do Not Read] Don't Know	7...	=> V2_4	2
1%			
[Do Not Read] Not Applicable	8...	=> V2_4	1
0%			
[Do Not Read] Refused	9...	=> V2_4	0
0%			

V2_3A:

	Yes	No	[Do NOT Read] Don't Know	[Do NOT Read] Not Applicable	[Do NOT Read] Refused
[v2.3a] Bicycle	71 (37%)	123 (63%)	0 (0%)	0 (0%)	0 (0%)
[v2.3b] Equestrian	12 (6%)	182 (94%)	0 (0%)	0 (0%)	0 (0%)
[v2.3c] Hiking	159 (82%)	35 (18%)	0 (0%)	0 (0%)	0 (0%)
[v2.3d] Motorcycle [two-wheeled motorized vehicles only]	15 (8%)	179 (92%)	0 (0%)	0 (0%)	0 (0%)
[v2.3e] Interpretive [signage and routing to educate the user on a specific feature of the area utilized by the trail.	31 (16%)	163 (84%)	0 (0%)	0 (0%)	0 (0%)
[v2.3f] Other [Do NOT Read]	24 (12%)	170 (88%)	0 (0%)	0 (0%)	0 (0%)

V2_3O:

[v2.3o] Other [Hit ENTER and Type in Response]
N = ... 24
100%
..... Y... 24
100%
..... 0... 0
0%

V2_4:

(How much does Skagit County need...) [v2.4] Additional Athletic Fields? (Would you say...)
N = ... 300
100%
A Great Deal..... 4... 35
12%
Quite A Bit..... 3... 35
12%
Somewhat..... 2... => V2_5 79
26%
Not Much..... 1... => V2_5 53
18%
Not At All..... 0... => V2_5 45
15%
[Do NOT Read] Don't Know..... 7... => V2_5 53
18%
[Do NOT Read] Not Applicable..... 8... => V2_5 0
0%
[Do NOT Read] Refused..... 9... => V2_5 0
0%

V2_4A:

	Yes	No	[Do NOT Read] Don't Know	[Do NOT Read] Not Applicable	[Do NOT Read] Refused

[v2.4a] Adult Baseball	33 (47%)	37 (53%)	0 (0%)	0 (0%)	0 (0%)
[v2.4b] Youth Baseball	55 (79%)	15 (21%)	0 (0%)	0 (0%)	0 (0%)
[v2.4c] Adult Softball	16 (23%)	54 (77%)	0 (0%)	0 (0%)	0 (0%)
[v2.4d] Youth Softball	24 (34%)	46 (66%)	0 (0%)	0 (0%)	0 (0%)
[v2.4e] Football	12 (17%)	58 (83%)	0 (0%)	0 (0%)	0 (0%)
[v2.4f] Soccer	43 (61%)	26 (37%)	1 (1%)	0 (0%)	0 (0%)
[v2.4g] Other [Do NOT Read]	4 (6%)	66 (94%)	0 (0%)	0 (0%)	0 (0%)

V2_4O:

[v2.4o] Other [Hit ENTER and type in Response]
N = ... 4
100%
..... Y... 4
100%
..... 0... 0
0%

V2_5:

(How likely would the people in your household be to use...) [v2.5] Additional Athletic Fields? (Would you say...)
N = ... 300
100%
Definitely Would..... 4... 43
14%
Probably Would..... 3... 55
18%
Probably Would Not, or..... 2... => V2_6A 111
37%
Definitely Would Not..... 1... => V2_6A 87
29%
[Do Not Read] Don't Know..... 7... => V2_6A 4
1%
[Do Not Read] Not Applicable..... 8... => V2_6A 0
0%
[Do Not Read] Refused..... 9... => V2_6A 0
0%

V2_5A:

	Yes	*No*	*[Do NOT Read] Don't Know*	*[Do NOT Read] Not Applicable*	*[Do NOT Read] Refused*
[v2.5a] Adult Baseball	31 (32%)	67 (68%)	0 (0%)	0 (0%)	0 (0%)
[v2.5b] Youth Baseball	65 (66%)	33 (34%)	0 (0%)	0 (0%)	0 (0%)
[v2.5c] Adult Softball	19 (19%)	79 (81%)	0 (0%)	0 (0%)	0 (0%)
[v2.5d] Youth Softball	24 (24%)	74 (76%)	0 (0%)	0 (0%)	0 (0%)
[v2.5e] Football	5 (5%)	93 (95%)	0 (0%)	0 (0%)	0 (0%)
[v2.5f] Soccer	49 (50%)	49 (50%)	0 (0%)	0 (0%)	0 (0%)
[v2.5g] Other [Do NOT Read]	12 (12%)	86 (88%)	0 (0%)	0 (0%)	0 (0%)

V2_5O:

[v2.5o] Other [Hit ENTER and type in Response]
N = ... 12
100%
..... Y... 12
100%
..... 0... 0
0%

V2_6A:

(How much does Skagit County need...) [v2.6a] Additional Public Boat Ramps? (Would you say...)
N = ... 300
100%
A Great Deal..... 4... 43
14%
Quite A Bit..... 3... 38
13%
Somewhat..... 2... 81
27%
Not Much..... 1... 36
12%
Not At All..... 0... 38
13%
[Do NOT Read] Don't Know..... 7... 61
20%
[Do NOT Read] Not Applicable..... 8... 2
1%
[Do NOT Read] Refused..... 9... 1
0%

V2_6B:

(How likely would your household be to use...) [v2.6b] Additional Public Boat Ramps? (Would you say...)
N = ... 300
100%
Definitely Would..... 4... 53
18%
Probably Would..... 3... 76
25%
Probably Would Not, or..... 2... 63
21%
Definitely Would Not..... 1... 97
32%
[Do Not Read] Don't Know..... 7... 9
3%
[Do Not Read] Not Applicable..... 8... 2
1%
[Do Not Read] Refused..... 9... 0
0%

V2_7A:

(How much does Skagit County need...) [v2.7a] A multi-use gymnasium where you could play basketball, indoor tennis, volleyball, soccer and that sort of thing? (Would you say...)

N =		300
100%		
A Great Deal	4	70
23%		
Quite A Bit	3	57
19%		
Somewhat	2	65
22%		
Not Much	1	40
13%		
Not At All	0	42
14%		
[Do NOT Read] Don't Know	7	23
8%		
[Do NOT Read] Not Applicable	8	3
1%		
[Do NOT Read] Refused	9	0
0%		

V2_7B:

(How likely would your household be to use...) [v2.7b] A multi-use gymnasium where you could play basketball, indoor tennis, volleyball, soccer and that sort of thing? (Would you say...)

N =		300
100%		
Definitely Would	4	45
15%		
Probably Would	3	80
27%		
Probably Would Not, or	2	87
29%		
Definitely Would Not	1	85
28%		
[Do Not Read] Don't Know	7	2
1%		
[Do Not Read] Not Applicable	8	1
0%		
[Do Not Read] Refused	9	0
0%		

V2_8A:

(How much does Skagit County need...) [v2.8a] *Multipurpose* rooms that could be used for enrichment programs, classes, crafts, fitness and aerobics, meetings and receptions? (Would you say...)

N =		300
100%		
A Great Deal	4	45
15%		
Quite A Bit	3	58
19%		
Somewhat	2	95
32%		
Not Much	1	30
10%		

Not At All	0...	40
13%		
[Do NOT Read] Don't Know	7...	31
10%		
[Do NOT Read] Not Applicable	8...	0
0%		
[Do NOT Read] Refused	9...	1
0%		

V2_8B:

(How likely would your household be to use...) [v2.8b] Multipurpose rooms that could be used for enrichment programs, classes, crafts, fitness and aerobics, meetings and receptions? (Would you say...)

N =		300
100%		
Definitely Would	4...	54
18%		
Probably Would	3...	105
35%		
Probably Would Not, or	2...	81
27%		
Definitely Would Not	1...	58
19%		
[Do Not Read] Don't Know	7...	2
1%		
[Do Not Read] Not Applicable	8...	0
0%		
[Do Not Read] Refused	9...	0
0%		

V2_9A:

(How much does Skagit County need...) [v2.9a] An Indoor Aquatic Center for swimming, water play and therapy? (Would you say...)

N =		300
100%		
A Great Deal	4...	107
36%		
Quite A Bit	3...	55
18%		
Somewhat	2...	59
20%		
Not Much	1...	23
8%		
Not At All	0...	36
12%		
[Do NOT Read] Don't Know	7...	19
6%		
[Do NOT Read] Not Applicable	8...	1
0%		
[Do NOT Read] Refused	9...	0
0%		

V2_9B:

(How likely would your household be to use...) [v2.9b] An Indoor Aquatic Center for swimming, water play and therapy? (Would you say...)

N =		300
100%		
Definitely Would	4	109
36%		
Probably Would	3	82
27%		
Probably Would Not, or	2	50
17%		
Definitely Would Not	1	57
19%		
[Do Not Read] Don't Know	7	2
1%		
[Do Not Read] Not Applicable	8	0
0%		
[Do Not Read] Refused	9	0
0%		

V3_1:

The current County Parks and Recreation Comprehensive Plan includes the construction of a public indoor recreation center as a future goal. The rec center might include things like a multi-use gymnasium, and multipurpose rooms like those I described earlier. [v3.1] So... How important do you think this facility would be to the people of Skagit County? Would you say...Extremely Important... Very... Somewhat... A little... or Not at all Important.

N =		300
100%		
Extremely Important	5	62
21%		
Very	4	110
37%		
Somewhat	3	70
23%		
A Little, or	2	22
7%		
Not At All Important	1	26
9%		
[Do NOT Read] Don't Know	7	7
2%		
[Do NOT Read] Not Applicable	8	1
0%		
[Do NOT Read] Refused	9	2
1%		

V4_1:

[v4.1] How important is it to the people in your household that the parks and recreation department acquire land to support new parks and provide recreation, while maintaining the existing facilities at the current levels or better? Would you say it is... [Parks have traditionally been acquired by donations and grants as well as being prioritized by elected leaders so that bonds and other capital funds may be sought and used.]

N =		300
100%		
Extremely Important	5	59
20%		

Very..... 4... 88
29%
Somewhat..... 3... 87
29%
A Little, or..... 2... 25
8%
Not At All Important..... 1... 35
12%
[Do NOT Read] Don't Know..... 7... 5
2%
[Do NOT Read] Not Applicable..... 8... 0
0%
[Do NOT Read] Refused..... 9... 1
0%

V5_1:

[v5.1] Are you familiar with the plan for developing the Northern State Recreation Area?
N = ... 300
100%
Yes..... 2... 68
23%
Sort Of..... 1... 43
14%
No..... 0... => V7_1 188
63%
[Do NOT Read] Don't Know..... 7... => V7_1 0
0%
[Do NOT Read] Not Applicable..... 8... => V7_1 0
0%
[Do NOT Read] Refused..... 9... => V7_1 1
0%

V6_1:

[v6.1] What element in the development plan is most important to the people in your household? [Choose Only One, Prompt if respondent doesn't recall plan elements]
N = ... 112
100%
Trails..... 1 29
26%
Interpretive Center..... 2 2
2%
Ball Fields..... 3 14
13%
Equestrian Center..... 4 2
2%
Campgrounds..... 5 12
11%
Playgrounds..... 6 14
13%
[Do NOT Read] Can't Choose Only One..... 7 9
8%
[Do NOT Read] None of The Above..... 8 20
18%

[Do NOT Read] Don't Know the most important..... 77... 5
4%
[Do NOT Read] Not Applicable - unfamiliar with plan elements..... 88... 5
4%
[Do NOT Read] Refused..... 99... 0
0%

V7_1:

[v7.1] Do you have any suggestions for additional recreation programs in Skagit County?
N = ... 300
100%
Yes..... 1... 93
31%
No..... 0... 206
69%
[Do NOT Read] Don't Know..... 7... 0
0%
[Do NOT Read] Not Applicable..... 8... 0
0%
[Do NOT Read] Refused..... 9... 1
0%

V8_1:

Finally, these last few questions are to help us better understand who takes part in our survey. [v8.1] May I ask your age?
N = ... 300
100%
18-24..... 1 9
3%
25-34..... 2 30
10%
35-44..... 4 50
17%
45-54..... 5 58
19%
55-64..... 6 72
24%
65-74..... 7 39
13%
75 or older..... 8 33
11%
[Do NOT Read] Don't Know..... 77... 3
1%
[Do NOT Read] Not Applicable..... 88... 0
0%
[Do NOT Read] Refused..... 99... 6
2%

V8_2:

[v8.2] Are there any children age 18 or younger living in your home?
N = ... 300
100%
Yes..... 1... 113
38%

No..... 0... 184
61%
Don't Know..... 7... 0
0%
Not Applicable..... 8... 0
0%
Refused..... 9... 3
1%

V8_3:

[v8.3] How long have you lived in Skagit County?
N = ... 300
100%
Less Than 1 Year..... 1... 6
2%
1 - 5 Years..... 2... 48
16%
6 - 10 Years..... 3... 29
10%
More Than 10 Years..... 4... 212
71%
[Do NOT Read] Don't Know..... 7... 1
0%
[Do NOT Read] Not Applicable..... 8... 1
0%
[Do NOT Read] Refused..... 9... 3
1%

V8_4:

[v8.4] I know this sounds silly, but are you...
N = ... 300
100%
Male, or..... 1... 119
40%
Female..... 0... 179
60%
[Do NOT Read] Don't Know..... 7... 0
0%
[Do NOT Read] Not Applicable..... 8... 0
0%
[Do NOT Read] Refused..... 9... 2
1%

INT99:

Thank you for your time. Have a good evening.
N = ... 300
100%
Complete..... 08... => END 300
100%

F8:

How did you get my number?

Your number was randomly selected from all the households with listed telephone numbers throughout Skagit County.

Where did the funding come from for this survey?

The Skagit County Commissioners approved funding for the comprehensive plan update in the 2003 budget. This support comes from the general fund.

How long will this survey take?

It depends on your answers, but it averages nine minutes.

Who can I contact for more information about Parks/the survey/the results?

You can contact Bob Vaux (V-oh), Director of the Parks and Recreation Department. His phone number is 336-9414.

What if I do not use the parks?

The Parks and Recreation Department is seeking input from everyone in the community, whether they use the parks or not. They hope to find out what both park users and non-users see as priorities for Skagit County. If you participate, the findings will better represent all residents in Skagit County, giving the department more complete information.

Can I see the results?

The results will become part of the updated comprehensive plan as well as posted on the county parks website.

Will there be fees/costs for the indoor facilities (multi-use gym, multipurpose rooms/classes etc.)?

Like current programs, fees would be attached to all use of the facility.

APPENDIX B: GEOGRAPHIC DISTRIBUTION, SAMPLED VS. COMPLETED

Table B-1. Geographic Distribution by Zip Code: Sample Distribution vs. Survey Respondent Distribution					
Zip Code	Sample Distribution	Percent	Respondent Distribution	Percent	Difference Between Distributions
98232	60	6	25	8.3	2.3
98233	101	10.1	33	11	0.9
98221	209	20.9	65	21.7	0.8
98274	124	12.4	39	13	0.6
98229	2	0.2	1	0.3	0.1
98238	2	0.2	1	0.3	0.1
98235	7	0.7	2	0.7	0
98241	3	0.3	1	0.3	0
98267	7	0.7	2	0.7	0
98283	7	0.7	2	0.7	0
98222	1	0.1			-0.1
98255	2	0.2			-0.2
98263	5	0.5	1	0.3	-0.2
98237	50	5	14	4.7	-0.3
98273	191	19.1	55	18.3	-0.8
98257	72	7.2	17	5.7	-1.5
98284	157	15.7	42	14	-1.7
Total	1000	100	300	100	

Table B-2. Geographic Distribution by City: Sample Distribution vs. Survey Respondent Distribution					
Zip Code	Sample Distribution	Percent	Respondent Distribution	Percent	Difference Between Distributions
BOW	60	6	25	8.3	2.3
BURLINGTON	101	10.1	33	11	0.9
ANACORTES	209	20.9	65	21.7	0.8
BELLINGHAM	2	0.2	1	0.3	0.1
CONWAY	2	0.2	1	0.3	0.1
CLEARLAKE	7	0.7	2	0.7	0
DARRINGTON	3	0.3	1	0.3	0
MARBLEMOUNT	7	0.7	2	0.7	0
ROCKPORT	7	0.7	2	0.7	0
BLAKELY ISLAND	1	0.1			-0.1
MOUNT VERNON	315	31.5	94	31.3	-0.2
HAMILTON	2	0.2			-0.2
LYMAN	5	0.5	1	0.3	-0.2
CONCRETE	50	5	14	4.7	-0.3

LA CONNER	72	7.2	17	5.7	-1.5
SEDRO WOOLLEY	157	15.7	42	14	-1.7
Total	1000	100	100	100	

APPENDIX C: SCPRD COMMUNITY SURVEY OPEN-ENDED RESPONSES

These tables show the verbatim responses recorded by interviewers. The tables show responses to open-ended questions and responses recorded to "other" response categories, which are selected when the respondent did not recognize a response category as being an appropriate description of what they used.

V2_2O. Other Additional Trails NEEDED?
More walking trails and access to wooded areas.
Nature trails.
Paved trails for jogging, strollers and scooters
Rock climbing, with metal pegs.
Safe walking trails for families
Shoreline trails and community woodland.
Something you can walk on.
Trails in the woods, on thewater or on the lake. Trails away from densely populated areas.
Walking
Walking
Walking trails in the woods
Walking trails.
Wheelchair accessible.

V2_3O. Other Additional Trails would USE?
An asphalt roller blade trail.
Birding trails
Easy walking trails
Forested trails, tails in the wood or around lakes
Just about any trail that has scenery or nature.
Paved trails for jogging, strollers and scooters
Scenic trails
Sightseeing trails, and horse trails.
Trails through the woods.
Trails with accessibility for disabled and trails that go someplace like stores.
Walking
Walking
Walking
Walking
Walking
Walking
Walking trails
Walking trails
Walking trails with access to the outer areas.
Walking trails for two day hikes
Walking trails or trails for walking dogs.
Walking trails
Walking trails, not a great big hike.
Walking

V2_4O. Other Additional Athletic Fields NEEDED?
Basketball and versatile fields for multiple sports.
Fields that can be used for more the one activity.
Frisbee golf
Tennis

V2_5O. Other Additional Athletic Fields would USE?
Basketball
Basketball and tennis
Basketball courts
Basketball, softball, and Frisbee golf
Basketball
Big fields like soccer or football
Big open fields for running and kite flying.
I'd like to see volleyball nets and racquetball courts.
Multipurpose fields
Riding and biking
Tennis
Use soccer fields for ultimate Frisbee

V7_1. Do you have any suggestions for additional recreation programs in Skagit County?
A bigger center for kids after school and weekends would be great.
A place to ride BMX bikes with ramps and things like that.
A public access TV station, if that's possible.
A public indoor pool would bewonderful.
A public pool
Accessibility would be nice for people who need to motor or wheelchair in there.
Any kind of park that doesn't charge a fee for parking would be useful. We don't use state parks because of the fees.
Anything related to a swimming pool. Make that top priority.
Aquatic center.
Acquiring more land is a good idea for people and animals.
Buy the adjacent land next to Sharp County Park.
Don't forget Anacortes.
Eastern Skagit County needs more development.
Extension of thewalking trail by Padilla Bay, Bay view. I have always thought it would be nice to extend it all the way to Samish island.
Gymnastics and ice-skating. Also, the Walker Valley off-road vehicle park is important to the county, which people are trying to get closed, which could potentially generate a lot of revenue for the county. A campground at this site would also generate a
I do believe the highways should have a separate bicycle track (farther from the highway) - I think that should be one of the top priorities. Also, they have beautiful parks right now and they're trying to close a portion of them. If they don't have money

I enjoy being able to drive somewhere and being able to look at the water or to have a picnic and that sort of thing without having to be charged five dollars.
I just think they should have maybe more swimming pools that are open to the public and more campgrounds.
I like the walking, biking, and hiking trails.
V7_1. Do you have any suggestions for additional recreation programs in Skagit County? CONTINUED
I think if some of the existing programs like FFA and four h were better funded they would fill a large gape.
I think the charging for parking has hurt a lot of people I know. People I know would go for a half an hour walk everyday. Now it costs five dollars to park. Elderly people can't afford five dollars for a half an hour walk.
I think they need to build something more for the people who are handicapped; I am talking about the people who are physically handicapped.
I wish there were more handball facilities. Often time's handball and squash can be done in the same court and that's what I hear a lot of moaning about. I don't think you can purchase too much parkland.
I would like larger park in south Mt. Vernon
I would always like to see more dive sites. And by that I mean scuba diving not high diving.
I would like a fun park with swimming and rides.
I would like after school programs for students of all ages.
I would like an aquatic center at North state recreational Area.
I would like programs for children with physical or mental disabilities.
I would like Programs for teenagers.
I would like to see a paved trail; I think the most important thing is to be able to use a stroller on it.
I would like to see a small childcare service provided for only about an hour or so while the parents swim or work out.
I would like to see more exercise classes and for the different abilities ones that are out there children, youth, adult and elderly. For the trails and I would like to see the trails be appropriate for the age groups. Intermediate and the ones where there
I would like to see more interpretive trails such as nature, wildlife, and birding trails.
I would like to see s Model airplane fields in this area. Lots of senior citizens and youth.
I would like to see the dykes developed and more organized exercise activities for free for people who don't have money.
I would like wheelchair accessible trails and dike access.
I'd like to see a boxing gym.
I'd like to see more kayaking. I don't see many young people kayaking because it's so expensive. We live in one of the best places in the world for kayaking and not enough young people participate because it's too expensive. A public program would be help.
I'd like to see some programs available for the older population that would help maintain good health. Also, programs concerning preventative issues.
If we don't do something to get the children involved now, the children here won't be the kind of people we would want taking care of us later. I would like to see more kids in activities in small towns like this one.
Improving the fairgrounds.
It is unfortunate that all families can't afford to go to the park because they have to pay every time to get in.
It would be great if they did more classes for both adults and kids - classes for cooking, crafts, pottery, or things for kids to do.
It would be great to have a swimming pool. The YMCA makes you pay charge to use it if you are not a member.
It would be nice if gymnastics were offered in town. I know a lot of people who want to do gymnastics but don't want

to drive to Mount Vernon to do it.
It would be nice if the dykes were hiker friendly.
It would be nice if we could have organized walks with a knowledgeable guide.
It would be nice to have more water access such as the beach at Clear Lake.

V7_1. Do you have any suggestions for additional recreation programs in Skagit County? CONTINUED

It would be nice to see a trail along the water and it would be long and not hills. It would be good to the view.
I've been on the Cascade Trail an awful lot and horses are all over the trail. It makes bike riding difficult and sometimes impossible. There needs to be a bike lane - if only a two feet wide lane that the horses would respect as being only for bicycles
Just need some more
Just take care of the kids, and that gets into a family issue.
Lacrosse would be good - my kids have asked about that. Also, more skateboarding parks.
Lets not develop a bunch if we can't afford it.
Little kids need more places for recreation. Teenagers also need somewhere to go, instead of the mall.
Make more fields.
Make places for the kids to play.
Maybe another archery facility, for outdoor bow hunting.
More convenience, some parks and campgrounds don't have electricity of any kind. So if they had restrooms with electrical access - one per bathroom - especially for disabled people and people that need nebulizers or to recharge a battery.
More swing sets.
My priorities would be access to the rivers and/or lakes in Skagit County, and my indoor priorities would be basketball, racquetball, and swimming.
Need to focus more on the youth sports and youth centers. It keeps them out of trouble.
One thing I would love to see in this town: it would be nice to be able to launch a day sailor or a rowboat down at Mariners Park. There's a great place where it could be set up to launch small boats.
Public transportation increasing number of people who might need s\assistance to get to the places
Quit spending county money.
Something for the Quadra and paraplegics to do. There is nothing for them.
The fairgrounds should move to the Northern state recreation area. The biggest thing I would like to see a swimming pool. A pool is good for all age level and schools that can't afford pools. There needs to be an increase in programs that increase awareness of
The kids up here have nothing to do, the swimming pool idea is wonderful. An arcade room to keep kids out of trouble is a great idea. We need something that we can do every day.
The pool area is a big consideration, as well as trails and interlinking trails.
There is no therapeutic type of pool in the whole Skagit county area that I know of. There is a fantastic Easter seal sponsored pool in Ventura that would make a good model for a therapy pool for Skagit County.
There needs to be a public swimming pool in the Sedro Woolley area.
There needs to be more play rooms for kids of all ages. In Everett there is a petting zoo and a place for swimming for kids and adults, something like that park would be great for this area. A single place where you can do all sorts of different activities
There needs to be more youth programs for teenagers. They don't have a youth group type programs for high school kids.

There needs to be some places to do yoga and tai chi - things that don't jar the joints, and safe places to walk or ride a bike. If there are some beautiful natural areas that aren't currently protected by the federal, state, or city government, then the
They need to have something for the kids to do, like a skate park.
They really need a public facility that can hold 250 to 500 people.
They should have an Off Road Vehicle park.

V7_1. Do you have any suggestions for additional recreation programs in Skagit County? CONTINUED
They should put in another fishing pond for the kids.
Swimming pools with a diving tank
More boat launches
We could use one or two more good golf courses.
We live at Clear Lake And there are people who are swimming there now. It makes it so hard to use the boat ramp there because of the swimmers.
We need a new county fairground.
We need a place to dance.
We need a shooting range.
We need more places for our great grandchildren to play.
We need something closer to us because the kids here would have to travel more than 70 miles to get to a facility. And 70 miles back. Darrington does have things but they are not always included in those.
We need to maintain the facilities we have. We need to grow conservatively.
We really need a public wading pool for kids
What they need are some bicycle trails. They should be letting the bikes use road shoulders or at least widening the roads, and they haven't been doing that. Also, the shooting range: they stop wasting money on other proposals and do that one.
Yes we would like to see a shooting range.
You've got the trail from concrete to Woolley; it's really hard to walk on because it's so soft. Needs to be done something so people can walk on it and ride bicycles on it. Needs to be partially paved. Basically you've got a lot of potential.

QCMT. Comments
A multi-use facility for children would be nice.
A pool both indoor and outdoor is high priority. I would like to see seashore trails, as well as easier trails for children to hike.
Children do not live at her residence but it is a daycare facility.
Fish and wildlife have signs and they say do not park beyond this sign. People still do park there. They use it as a garbage drop off at times. And the sheriff does come by to patrol the area but not nearly enough.
I do not like motor vehicles on the trails or on the waters. I think that the trails should lead somewhere like to a store a park or something that way people can use them as a daily routine. We need to have trails that the elderly people can use. It
I don't want new development on the farmlands or the flood plains.
I don't want to support it [parks and recreation development] if it involves raising taxes, but I do appreciate what the parks and recreation department does. If they can find away to make it happen more efficiently or without raising taxes, I support it.
I feel they should clean up the current trails. The high schools could be used as multi purpose rooms and extra gyms.

I feel we need to improve the public boat launches instead of adding more. For example, make them wider so you can launch two boats at once.
I just have one thing to say and this is that Seattle City light had bought property here and then donated it back to the county. This then took the land off the tax rolls.
I just am not certain what the parks and recreation department, what their mandate covers. I am not certain their mandate covers. I would prefer to see conservation and smart development as a priority.
QCMT. Comments
I know that there isn't a need in Anacortes and I assume that there is a larger need in Burlington or Mt. Vernon.
I location of trails and habitat diversity they provide are *important* in considering new trails.
i think fairgrounds are most important for the North state development plan.
I think some parts of the county are served well with indoor facilities, while some parts of the county are not. In addition, I think that the northern state complex could address some of the needs now in that portion of the county.
I think that location of new development is important, I won't use a recreation center if it is not located near where I live (Mt. Vernon).
I think that the most important aspect of the plan is an indoor basketball court.
I think they forget how many thousands visit this area each year that don't live here. This puts a lot of pressure on the parks.
I think they should keep it natural and preserve the historical aspect of it. I think the swimming would be very good for this area because right now we have to be a member at YMCA. Maybe even and outside pool would be nice and natural trails.
I think we need more camp grounds near the water.
I use the Private Health Club facilities.
I would like multi-use trails that include biking, hiking, and horseback riding all in one trail.
I would like to see a public pool provided. We go to watch the games and things. The kids need something to keep them out of trouble.
I would like to see accelerated penalties for deviant violations occurring within the county's parks and recreation boundaries. If a person is caught littering, painting graffiti, etc, the fines should be more extreme than they currently are.
I would like water therapy programs.
If the recreation center is one big unit, rather than several small ones, it would only benefit the people nearby, and it wouldn't be fair if the whole county would have to pay for it.
If they can't maintain the parks they have now, how are they going to acquire new parks?
If they did build these the rates would be so high that the people who really need them would not be able to afford them.
If were going to spend money to develop a the Northern State property for various projects then we should go forward with doing that so that the zoning laws don't change and prevent us from doing so. Our current fairgrounds are also inadequate. I think
I'm not a big proponent of building more buildings. I'd prefer to see more outdoor activities.
Info on the web about the parks and recreation would be nice.
It seems kind of silly to be asking questions of elderly people that do not use the parks or other things. I live alone and I do not use any of this. We don't need these kinds of things. The county needs to handle the money better for things we really need.
Multi purpose rooms and gyms could be good depending on where they are located.
On question V6.1 the suggestion was to turn it back into a mental health facility. Why are there no mentions of golf courses here? We are spectators of soccer.

Public school facilities would be a good place to gather for sports and activities in the evenings, weekends, and summer.
That I am encouraged that you are looking and asking questions because it will give our kids something to do and more family things.
The boat ramps need to be maintained, updated, and fixed. Also, for the multi-use gym, the county needs to utilize what we have. The recreation center would be great if it included a pool. For acquiring new land, its importance depends on where the land comes from.

QCMT. Comments
The district closed down the dike system. I don't understand why we can't use the system as a walking trail. The dyke systems are used in Europe for trails.
The fees for some facilities, the Clear Lake area for example, are exorbitant, and if the public facilities were less expensive, they would be used. It should not be for profit; it should be public.
The multi purpose rooms and recreation center would be very important to Skagit County if they are geared to all age levels. Also, the costs for park and trail access keep going up. This is sad for families of lower income that won't be able to afford to visit
The Padilla Bay trail at the south end, where the parking is most convenient for the disabled you have to go all the way to the Interpretive Center to get the key to open the gate. It's so inconvenient that it's not even worth going there.
The questions need to separate RV parks and camping grounds because they are two different things.
There are people that are low income that can't afford to go to the parks even though they want to. Also, there are senior citizens that would like to have access to parks and recreation areas but can't afford the day use charges.
There is a disparity of programs; they're mostly located in Mt. Vernon and not easily accessible to other Skagit county residents. Developing recreation is extremely important to the people of Skagit County. There needs to be programs that are inclusive a
There is more need for restrooms.
There was one question for V3_1. It was with this building. Is there going to be a public pool there? Or is this just the gym and multipurpose rooms?
They need to re-evaluate the fees you have to pay just to sit at the park. Maybe they should have time frame to have users pay $2 for a few hours. Racer Park is where we used to take the kids to ride their bikes.
They need to send out information about the amount of occupancy in each park, to determine the need for the park. I would also like to see how the money is being used.
V2.8B. Would this include a weight room? If it does then the family would use it more.
We have a lot of parks and recreation options available to the public; we don't need any additional land acquisition. Clear cooperatives need to be established between the schools and the parks. We have plenty of gyms right now. We need to support keeping

[1] Trails, in this section of the survey, were described as walking, hiking, riding or biking.
[2] Trails, in this section of the survey, were described as bicycle, equestrian, hiking, motorcycle, and interpretive.
[3] The recreation center was described as a center that would include a multi-use gymnasium and multi-purpose rooms. A multi-use gymnasium would be used to play indoor basketball, tennis, volleyball, soccer and that sort of thing. Multipurpose rooms would be used for enrichment programs, classes, crafts, fitness and aerobics, meetings and receptions.

Amendment C-4
Bayview Ridge Subarea Plan
2013 Revisions

Introduction

THE BAYVIEW RIDGE SUBAREA PLAN

The Bayview Ridge Subarea is a 4,011-acre area, which includes a 3,944-acre "non-municipal urban growth area," located in the Skagit Valley approximately one mile west of the ~~city~~City of Burlington and one-and-a-half miles northwest of the ~~city~~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 presently is 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~~Skagit's Bayview Business ~~and Industrial~~ Park, Sierra Pacific lumber mill, 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 further 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~~ensuring 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.

[Graphic here]

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.

[Vicinity map here; no change]

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. 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;
- Provide for flexible zoning provisions that are able to respond to growing employment demand while meeting community objectives;
- 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~~that is a small-scale pedestrian-friendly, mixed-use village and functions as the focal point of the community.

GOALS, OBJECTIVES, & 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, ~~STET,~~ 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 (~~suchas~~such as: zoning, land division, and environmental ordinances).

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, & 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 & 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 ~~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~~small-scale pedestrian-friendly mixed-use village that functions as the center of the community.

Chapter 5: Housing

This chapter addresses the need for the Bayview Ridge Urban Growth Area to accommodate a future population allocated by the 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.

[Photo here]

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, & Open Space

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

[Photo here]

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~~Recycling and Transfer Station. Goals, Objectives, and Policies aim to preserve these essential public facilities.

THE GROWTH MANAGEMENT ACT (GMA) & 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 12 of the Skagit County Comprehensive Plan specifically addresses preparation of "Community Development" or "Subarea" Plans. Chapter 12 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 the Skagit County Comprehensive Plan 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.

In late 2011, the County established the Bayview Ridge Partnership Committee tasked with adopting regulations to implement the Subarea Plan. The committee hired MAKERS Architecture and Urban Design in November 2011 to help craft the regulations. The committee held eight meetings through late 2011 and 2012 to draft and refine regulations for the Subarea. The draft code was presented to the Board of County Commissioners on April 16, and the Planning Commission on May 17, 2013. Components of the proposed regulations necessitated refinements to the Subarea Plan.

Citizen participation techniques ~~will be~~were 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) establishes 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. These goals are designed 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.

[Graphic here]

The Skagit County Comprehensive Plan adopted in June 1997 identified Bayview Ridge 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.

This amended Subarea Plan documents ~~the need for a residential component to the Bayview Ridge Urban Growth Area and establishes policies to bring the UGA into compliance with the Growth Management Act.~~an expanded BR-LI zone and reduced areas for the BR-CC and BR-R zone to reflect market conditions, airport compatibility goals, employment goals, Port objectives, and evolving strategies for meeting school demands. Accompanying development regulations implement the policies.

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.

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 it 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.

[Photo here]

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 receive urban growth: Bayview Ridge, Big Lake and Swinomish. While the ~~city~~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~~Skagit's property 1[1]. 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. The remaining balance of urban residential population (909) had been placed in a reserve category in 2000; this population was allocated to various UGAs as part of the 2007 update to the Countywide Planning Policies.

[Photo here]

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 sited 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.

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

The Bayview Ridge Subarea Plan was first adopted by Skagit County in December 2006. A subsequent appeal to the Western Washington Growth Management Hearings Board (Hearings Board) resulted in a decision that a residential component to the UGA is compliant with the Growth Management Act (Case No. 07-2-0002 Final Decision and Order (FDO)). However, the decision noted many non-compliant items. ~~revised~~The 2008 plan ~~addresses~~addressed those issues of non-compliance. The Hearings Board also declared one provision of the concurrency regulations to be invalid ((SCC 14.28.105 (4)). This provision allowed temporary sewer holding tanks in some circumstances. An interim ordinance was adopted that prohibits holding tanks and the development regulations accompanying ~~this~~the 2008 plan ~~makes~~made that prohibition permanent. The FDO also gave the County the option of updating the plan to reflect the 2025 forecast in the then soon-to-be adopted Comprehensive Plan update. The County ~~is pursuing~~pursued that option by using the adopted 2025 forecast of 5,600 for the Bayview Ridge UGA.

This amended 2013 Subarea Plan includes the following adjustments to the Land Use Plan:

- Expansion of the BR-LI zone by approximately 110 acres. This is predominately flat land suitable for the expansion of the district to the east and north of the existing BR-LI zone. The additional Industrial is consistent with CPP 1.1's allocation of Commercial/Industrial acreage to the County.
- Downsize the BR-CC zone. The 2008 Subarea Plan called for the area to include a 25-acre community park within the BR-CC zone, whereas the new proposal envisions the most of the parkland to be located within the BR-R zone. Proposed zoning provisions allow through the PUD process some flexibility in the size of the BR-CC zone, giving a range between 5-15 acres.
- Reducing the size of the BR-R zone including a shift of acreage to the BR-LI zone and to the relocated BR-CC zone.
- Identifying a "flex" area within the BR-R zone that could be shifted to BR-LI in the future based on market factors, County employment goals and evolving growth objectives. Such a rezone is conditioned on the replacement of the zoned residential capacity necessary in meeting CPP allocations. The area is predominately flat and contiguous with the BR-LI zone.

In order to meet the 2025 population forecast of 5,600, this amended 2013 Subarea Plan assumes build-out of the BR-R zone and phased development of the BR-URv zone.

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.

[tarmac photo here]

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, seismic, and landslide hazards.

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.

Numerous wetlands are scattered throughout the Subarea and are especially prevalent in the western and central portions of the 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 vegetation. The Port of Skagit ~~County~~ identified 445 acres of wetlands and buffers within their ownership as part of the Skagit County Wetlands and Industry Negotiation (WIN) Wetland Management Plan. Outside the Port property, the size and location of additional wetlands areas will be determined by on-site assessment when development is proposed.

[wetland photo here]

Higgins Slough transverses 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. Further description of the natural environment is in Chapter 10.

[full page aerial photo here]

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 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~~Country 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.

[airplane photo here]

The Skagit Regional Airport is 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. The master plan for the airport was last updated in ~~2005~~2007. More information about the airport is in Chapter 6, Transportation, and Chapter 11, Essential Public Facilities.

The Port of Skagit ~~County~~ owns 1,~~838~~970 acres within the Subarea. Of the total ownership, ~~763~~782 acres are associated with the airport and substantially developed with aviation-related facilities. The Port also operates the 1,~~060~~168-acre Bayview Business ~~and Industrial~~ Park. Of this, approximately ~~100~~99 acres are developed, and 445 acres are designated as wetland and buffers. The remaining ~~200~~ acres are undeveloped and planned for industrial development over the next 20 years.

The primary access to the airport and ~~industrial~~business 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~~Recycling and Transfer Station, the approximate ~~200~~243-acre Paccar Technical Center, the Puget Sound Energy Tank Farm, the Olympic Pipe Line Tank Farm, Sierra Pacific Industries, 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 Skagit Golf and Country Club includes clusters of condominiums among single-family detached homes. The balance of the residences are in single-family subdivisions and individual lots. The Skagit Golf and ~~County~~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 2008 residential population within Bayview Ridge UGA ~~is~~was estimated at 1800.

[existing development map]

[private large lot ownership map]

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

[photo here]

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 FAA runway ~~safety~~protection 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 Non-Residential: 5 to 10 people/acre	Maintain all undeveloped land in open space	*Agricultural operations* - Tree farm (8 ft height restrictions)
Notes: 1. FAA and WSDOT encourage airport sponsor to acquire RPZ. 2. FAA[6] suggests use of property as golf course but such use may not comply with suggested densities.		
Zone 2 – Inner Safety Zone		
Residential: None Non-Residential: 5 to 40 people/acre	50% open space within a 500-foot-wide strip along the extended runway centerline; 25% to 30% open space overall.	Light industrial uses7 Mini-storage Parking lots
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 Non-Residential: 25 to 60 people/acre	15% to 20%	Light industrial uses Mini-storage Parking lots
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 Non-Residential: 40 to *100 people/acre*	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 building8
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 Non-Residential: 40 to 60 people/acre9	25% to 30% open space adjacent to the runway ends and RPZ.	All aviation related land uses are considered acceptable.
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 Non-Residential: 100 to 150 people/acre	10% to 15% open space or an open useable area every ¼ to ½ mile.	Industrial uses Small restaurant Neighborhood shopping center Small office building8 Residential subdivisions

1. DU refers to a residential dwelling unit.
2. Certain critical types of land uses should be prohibited in all zones one through five. These include 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. The second category should be prohibited in all zones *one through* six: 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 nonaviation 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 has been acquired by the Port, and some land that was zoned for residential development was 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 one). Within this zone, ~~it is~~the 2000 compatibility study recommended that residential uses be allowed at 4 to 6 dwelling units per acre, using a planned residential development process to ~~insure~~ensure the provision of a minimum 10 to 15 percent open space for emergency aircraft landings. ~~This~~The 2008 plan update ~~places~~placed the residential cap at 6 units per acre as that results in a UGA sized to accommodate the 2025 population allocation.

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, an Airport Environs Overlay Building Height Restriction Contours *Map shown in Figure 5*, using the FAA's Part 77 surfaces minus the underlying ground elevations, and an Airport Environs Overlay 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.

[Building Height Restrictions Contour]

[FAA Permit Contours Map]

Chapter 2 - Land Use, Community Character, & Design

The Land Use Element addresses future land use within the Bayview Ridge Subarea. It represents the county's policy plan for urban growth through the year 2025. The Land Use Element specifically considers the general distribution and location of land uses, the appropriate intensity and density of land uses given development trends, and provides policy guidance for new residential, industrial, and commercial development.

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

EXISTING LAND USE

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

Land use within the Bayview Ridge Subarea is influenced by the long-term needs of the Skagit Regional Airport, an essential public facility (see Chapter 11). Much of the Subarea lies within the Airport Environs Overlay (AEO) zoning district. Preserving the utility of the airport while ~~assuring~~ensuring public safety is an important land use compatibility issue. This issue is more thoroughly addressed in the *Skagit Regional Airport Land Use Compatibility Study* (Reid Middleton, June 2000).

Additionally, the Subarea has a long history of industrial and residential development and infrastructure investment, from public and private entities, outside the Skagit Regional Airport property. For example, the Subarea includes more than one mile of frontage on the Burlington Northern and Santa Fe Railroad line. ~~This rail line is currently underutilized.~~ Burlington Northern and Santa Fe Railroad upgraded its switching capabilities in Burlington to serve this section of track. Additionally, an extensive network of underground electrical distribution lines as well as high capacity high voltage line running along SR 20 also serves the area. The high voltage lines are sufficient to serve additional sub-stations as may be required by heavy industrial users. Similarly, two large natural gas lines run along the southern part of the Subarea and are available to serve industrial and other uses. Public water service is provided to the Bayview Ridge Subarea by Public Utility District of Skagit County (PUD No. 1). The sanitary sewer system is provided and maintained by the city of Burlington. ~~Fiber-optic~~Fiber optic lines ~~are being~~were installed throughout the industrial and commercial areas to serve the communication needs of existing and future commercial and industrial uses. The combination of

infrastructure and the location of the Subarea along SR 20, surrounding the Skagit Regional Airport and bound by residential development at urban densities on the East, make the Subarea unique and ideally suited for further development.

EXISTING COMMUNITY CHARACTER

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

In 1933 what is now known as the Skagit Regional Airport was first built by the Works Progress Administration (WPA). The airfield was then taken over by the military in approximately 1938 and developed as a satellite military airfield to Whidbey naval Air Station. Over time, Bayview Ridge developed sporadically; the industrial base and urban density residential elements developed concurrently but independently. The industrial area developed because of available land outside of primary agricultural lands, while the residential subdivisions and golf course communities were created to take advantage of the spectacular setting. Public and private utility and infrastructure created a climate of development, but without a common theme, strategy, or particular sense of community. In more recent years the State of Washington passed the 1990 Growth Management Act (GMA) and the Bayview Ridge area has evolved into an independent, non-municipal urban growth area (UGA) without a Subarea Plan to manage and support ~~it~~its development.

RELATIONSHIP TO OTHER PLANS

Countywide Planning Policies

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 2-1
Allocations of UGA Population & Commercial/ Industrial Land (2007 CPPs)

Urban Growth Areas	Residential Population (2025)	Commercial/ Industrial Land Allocations (New)
Bayview Ridge	5,600	750

1.2 *Cities and towns and their urban growth areas, and non-municipal urban growth areas designated pursuant to CPP 1.1 shall include areas and densities sufficient to accommodate, as a target, 80 percent of the county's 20-year population projection.*

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

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

BAYVIEW RIDGE SUBAREA PLAN

Land Use

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

It is recognized that urban development within the Urban Growth Area will occur over time. ~~With this update,~~

~~the~~The Bayview Urban Reserve area is ~~placed~~ within the Urban Growth Area ~~but will retain its existing zoning~~ and is expected to be phased in to urban densities when capacity is needed and when infrastructure is available. The Bayview Urban Reserve zone is similar to an unincorporated urban growth area for a city. The capacity of this area is expected to be available in the later part of the 20-year planning horizon. Interim development will be required to be clustered in order to preserve future opportunities for urban densities.

Future land use within the Bayview Ridge Subarea will build on the existing land use pattern and will encompass ~~residential, limited commercial,~~ business/industrial, residential, public, and aviation-related uses. Limited commercial uses will be added to help serve the area resident and employment population. Land use designations within the UGA include: Bayview Ridge Residential (BR-R), Bayview Ridge Community Center (BR-CC), Bayview Ridge Light Industrial (BR-LI), Bayview Ridge Heavy Industrial (BR-HI) and Aviation – Related (AVR). Parks and/or open space are included in each land use designation as appropriate.

Almost all of the Bayview Ridge Subarea lies within the Airport Environs Overlay. This district promotes land uses compatible with the airport and prohibits certain uses. Prohibited uses include those within which the occupants cannot move quickly out of harm's way (i.e., hospitals, nursing homes), most above-ground storage of flammable materials or other hazardous substances, and mobile home parks. Each of the Subarea land use designations and associated zoning regulations is consistent with the AEO zone.

The eastern portion of the Subarea is designated for residential development. The BR-R designation encompasses both the existing residential development south of Peterson Road and undeveloped properties between Peterson Road and the hillside to the north. BR-R is a residential zone, which may accommodate a variety of housing types and options including detached single-family residences, apartments, condominiums, duplexes, townhouses and accessory dwelling units. Minimum density in BR-R is 4 units per acre. Densities greater than 4 and up to and including 6 per acre may be achieved with contributions to the Farmland Legacy Program for purchase of farmland development rights.

Neighborhood shopping and service uses are not available now within the Subarea. Both residents and employees must travel outside the Subarea for day-to-day needs such as groceries, business and professional services, restaurants, etc. Space for public gatherings is also lacking.

[Photo here]

The Bayview Ridge Community Center (BR-CC) designation provides a central location for community businesses and public uses that are relatively small in size, consistent with the needs of the local area employees and residents. ~~The BR-CC designation applies to a 40-acre area along Peterson Road, designed to be accessible to both the residential and business areas. Common open space/greenbelts will be integrated into the master plan for the commercial properties.~~

~~The Bayview Ridge Aviation-Related (BR-AVR) designation~~This amended 2013 Subarea Plan downsizes and shifts the location of the BR-CC zone to the east while still encompassing the existing fire station. The BR-CC designation is designed to be accessible to both the residential and business areas. The 2008 Subarea Plan called for a 40-acre BR-CC zone, which included a planned 25 acre community park. In the amended plan, the parkland will now be distributed throughout the BR-R zone. The amended plan also provides the flexibility to increase or decrease the size of the BR-CC zone in conjunction with a PUD, provided that contains between 5 and 15 acres.

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

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

A portion of the existing industrial area located at the southwest corner of the Subarea is designated for Heavy Industrial (BR-HI) uses.

In this amended 2013 Subarea Plan, the BR-LI zone has been expanded by approximately 110 acres to allow greater capacity for employment- based uses (see CPP 1.1). This is predominantly flat land suitable for the expansion of the district to the east and north of the existing BR-LI zone. The additional 110 acres of Industrial is consistent with CPP 1.1's allocation of Commercial/Industrial acreage to the County. Of the new BR-LI acreage, roughly 49 acres were reallocated from the BR-R zone, roughly 39 acres reallocated from the BR-CC zone (simultaneously shifted east), and roughly 23 acres reallocated from the BR-URv zone.

The amended 2013 Subarea Plan also identifies a "flex area" within the BR-R zone of approximately 80 acres that could be shifted to BR-LI in the future based on market factors, County employment goals and evolving growth objectives through a PUD application. Such a rezone would only be permitted if CPP residential/industrial allocations would be met. The area is predominantly flat and contiguous with the BR-LI zone.

[Full page REVISED Land Use Plan map]

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

An extensive network of trails, expanding on the current trail system east of the airport, will become a prominent feature of the Bayview Ridge community and its open space network. These trails are planned both as a recreational resource for residents and workers and a functional element of the transportation system, particularly in improving worker, resident, and visitor connections between uses, services, and amenities.

The 78-acre tract of land south of Josh Wilson Road ~~will retain~~, that is inside the subarea but outside the Urban Growth Area, retains its current Rural Reserve (RRv) designation.

Table 2-2 shows the estimated land available for development in each of the land use designations.

TABLE 2-2
Bayview Ridge UGA Zoning

Zone	Developed Acres	Developable Acres	Estimated Undevelopable Acres	Total Acres
Aviation-Related	763	Infill	5	768
Community ~~Center~~Center[1]	~~2~~1.5	~~30~~1.5	~~40~~-	3
Heavy Industrial	487	272	149	~~909~~908
Light Industrial	169	~~363~~474	682	1,~~214~~325
Bayview Ridge ~~Residential~~Residential[2]	350	~~297~~245	~~710~~64	659
Urban Reserve	70	~~230~~207	~~304~~4	281
~~**Sub-Total (UGA Total)**~~	~~**1,630**~~	~~**1,090**~~	~~**3,945**~~	
~~**Rural Reserve**~~	~~35~~	~~43~~	~~78~~	
SUBAREA TOTAL	1,~~716~~630	1,~~133~~206	~~4,023~~899	3,944

[1] A PUD application must propose a BR-CC zone of a minimum of 5 acres up to 15 acres.
[2] Up to 76 acres of "Flex Area" can be rezoned to BR-LI consistent with CPP allocations.

Community Character & Design

Enhancing the community character of Bayview Ridge is an important part of the Subarea Plan. Providing a sense of place for current and future residents and businesses is vital to both the livability and economic vitality of the Bayview Ridge Subarea ~~is vital~~. The intent of the Subarea Plan is to accommodate new growth in a manner that is consistent with the Skagit Regional Airport operations as described in the Skagit Regional Airport Master Plan and respects and enhances the quality of life currently enjoyed by residents in Bayview Ridge. The natural beauty and community setting shall be protected by providing public spaces and creating or maintaining open spaces in a

strategic manner. Private and public development decisions should reinforce a clear distinction and separation between industrial and residential areas, except when they are coordinated through ~~a master~~the planned unit development process.

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

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

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

GOALS, OBJECTIVES, & POLICIES

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

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

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

Policy 2A-1.2 *Develop regulations for the Bayview Ridge Community Center area that provide for ~~limited~~ a mixture of uses with neighborhood scaled shopping opportunities, office, residential, and public uses, and a gathering place for community activities in a well-designed, pedestrian-friendly setting, ~~consistent with the character of the community~~.*

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

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

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

Policy 2A-1.6 *Coordinate with Burlington Edison School District and Subarea property owners in siting a school in an appropriate area.*

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

Policy 2A-2.1 *Encourage the joint use of public facilities, including public safety facilities.*

Policy 2A-2.2 *Provide for a well-connected network of streets and trails to serve new development.*

Objective 2A-3 Protect lowland property from stormwater impacts of development on the ridge.

Policy 2A-3.1 *Require all new development to comply with ~~the Bayview Watershed~~Ecology's 2012 Stormwater Management ~~Plan~~Manual for ~~the Bayview Ridge Urban Growth Area~~Western Washington.*

Policy 2A-3.2 *Encourage the use of permeable surfaces and other new technologies in building construction and property development, consistent with County drainage regulations.*

Policy 2A-3.3 *Encourage cost-sharing arrangements which include Skagit County, Drainage District, and developer participation in the funding of required drainage improvements.*

Policy 2A-3.4 *Provide adequate enforcement, maintenance, and inspection services for storm drainage facilities.*

Policy 2A-3.5 *Provide businesses and residents of the Subarea with information regarding water quality and potential impacts to water quality from new development.*

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

Objective 2B-1 Designate Urban Reserve areas within the Bayview Ridge UGA in order to preserve the opportunity for orderly and efficient transition from rural to urban residential land use.

Policy 2B-1.1 *Require clustering of development within the Bayview Ridge Urban Reserve area so as not to preclude future urban residential development, and provide for a transition from rural to urban infrastructure.*

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

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

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

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

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

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

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

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

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

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

Policy 2C-2.3 *Require landscaping in all new commercial and industrial development, including streetscapes. Encourage use of native plants in such landscaping.*

Policy 2C-2.4 *Require that the Community Center development include a master plan and design review process, and that these processes incorporate public involvement.*

Policy 2C-2.5 *Develop and require implementation of distinct streetscapes for the residential, commercial, and industrial areas.*

Policy 2C-2.6 *Prohibit billboards and large signs in the Bayview Ridge Residential and Bayview Ridge Community Center zones in order to minimize visual clutter, enhance traffic safety, and maintain views of existing landforms.*

Policy 2C-2.7 *~~Assure~~Ensure that public buildings serve as models of quality design as well as community gathering places.*

Policy 2C-2.8 *Encourage public art in and around public buildings.*

Policy 2C-2.9 *Create and maintain physical and visual linkages throughout the Subarea.*

Policy 2C-2.10 *Establish "gateways" at major access points to the Subarea, with the first priority being Peterson Road.*

Policy 2C-2.11 *Require industrial development adjacent to residential areas to provide a sight-obscuring buffer of a size and composition adequate to reduce visual and auditory impacts and provide vegetative relief.*

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

Chapter 3 - Business & Industrial Development

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

Development within Bayview Ridge began with the Airport. As of 2008, ~~the 1,840-acre~~ Port of Skagit ~~County~~ ownership included the ~~acre~~ airport and the adjacent ~~1,056 acre~~ Bayview Business ~~and Industrial~~ Park. The Port ~~recently~~has completed the purchase of the small remaining portions of the Runway Protection Zone, thereby complying with the recommendations of the *Skagit Regional Airport Land Use Compatibility Study*.

Within the Port's 1,060-acre Bayview Business ~~and Industrial~~ Park, 101 acres are already developed and 203 acres are planned for development through 2025. The remaining 703 acres are not developable, based on either the presence of extensive wetlands and/or the Runway Protection Zone. These 703 acres are designated as open space. Industrial development of the Port's 204 acres is accounted for in the allocation of commercial and industrial acreage under Countywide Planning Policy 1.1 (2000). A breakdown of the Port's land use is shown in ***Table 3-1***.

In addition to the development within the Port of Skagit ~~County~~ ownership, light industrial and heavy industrial uses have been developed on private and public properties surrounding the airport. Some of the major businesses are the ~~200-acre~~ Paccar Technical Center, the Skagit County ~~Solid Waste Handling Facility, Washington Alder, Rural Skagit Sanitation,~~Recycling and Transfer Station, Sierra Pacific Industries, Hughes Farms, ~~and Whole Energy Biodiesel~~FedEx Ground and FedEx Express, Hexcel, and Alf Christianson Seed Company.

TABLE 3-1
Port of Skagit ~~County~~ Ownership

ZONE	Acres Port Ownership	Developed Acres	Wetlands, Buffers, & Open Space	Developable Acres
BR-LI and BR-HI (Bayview Business ~~& Industrial~~ Park)	1,~~060~~168	~~101~~99	703	~~203~~278
AVR	759	~~67~~42	680	0
Outside UGA	20	—	—	N/A
TOTAL	**1,~~839~~947**	**~~168~~141**	**1,383**	**~~203~~278**

Note: Columns three through five do not sum to total acres because the total is calculated from zone boundaries, while the remainder of the columns are based on parcels and exclude road rights of way.

RELATIONSHIP TO OTHER PLANS

Countywide Planning Policies

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:

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

TABLE 3-2
UGA Population & Commercial/Industrial Land Allocations

Urban Growth Areas	Residential Population (2025)	Commercial/ Industrial Land Allocations (New)
Bayview Ridge	5,600	750

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

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

CPP 1.7 *Development within established urban growth boundaries shall, as a minimum, conform to those urban development standards in effect within the respective municipality as of April 1, 1999. Bayview Ridge UGA urban standards for roads, sewer, and stormwater shall meet or exceed those in effect in the City of Burlington on April 1, 1999. UGAs with populations of over 1,500 or a Commercial/Industrial land allocation (new) over 100 acres shall have, as a minimum, the following levels of urban law enforcement and fire service levels:*

Law Enforcement

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

Fire

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

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

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

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

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

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

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

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

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

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

Pertinent specific policies include:

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

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

Pertinent specific policies include:

CPP 5.1 The development of environmentally sensitive industries shall be encouraged.

CPP 5.2 Home occupations that do not significantly change or impact neighborhood character shall be permitted.

CPP 5.5 A diversified economic base shall be encouraged to minimize the vulnerability of the local economy to economic fluctuations.

CPP 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.

CPP 5.13 Skagit County shall increase the availability of renewable resources and encourage the maximum attainable recycling of non-renewable resources.

CPP 5.15 The Comprehensive Plan shall support and encourage economic development and employment to provide opportunities for prosperity.

Skagit County Comprehensive Economic Development Strategy (CEDS)

The Comprehensive Economic Development Strategy (CEDS) 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 the economic utilization of Skagit County's (value-added) 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 at appropriate locations to

meet local resident needs and serve visitors to Skagit County.

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 *2003 Skagit County Overall Economic Development Plan (CEDS)* and *Skagit County Comprehensive Plan* recognize the importance of the Bayview business/ industrial area. As stated in the *CEDS*: "The dominant player in the industrial property market in recent years has been the Port of ~~Skagit County's~~Skagit'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 *CEDS* used an employment-driven forecast methodology for estimating the total demand for County-wide industrial and commercial properties through 2025. For UGAs, ~~approximate~~approximately 2,750 acres of industrial and commercial acreage will be needed for future development. To meet this forecasted demand, 750 acres (or 27 percent of the total) is allocated to the Bayview Ridge UGA for industrial and commercial development.

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

BAYVIEW RIDGE SUBAREA PLAN

Creating and maintaining a stable and diverse economy is important for many reasons. A diverse employment base provides a variety of job opportunities for Skagit County residents. It also minimizes the vulnerability of the local economy to economic fluctuations. A strong and stable economy also generates considerable revenues that help stabilize the local tax base so that local government is able to provide many needed and valued services.

The Subarea Plan recognizes the existing development pattern and designates the western and central portions of Bayview Ridge for continued business and industrial development. The specific land use/zoning districts include Aviation-Related (~~BR-~~AVR), Light Industrial (~~BRLI~~BR-LI), and Heavy Industrial (BR-HI).

The Aviation-Related (~~BR-~~AVR) uses encompass 768 acres adjacent to and including the airport. Only very limited opportunities for in-fill aviation-related development remain within this area.

The Heavy Industrial (BR-HI) designation encompasses 909 acres. Of this total, 477 acres are considered developed and 146 acres are wetlands and wetland buffers, leaving 272 developable acres.

The Light Industrial (BR-LI) designation encompasses 1,~~214~~325 acres. Of this total, 169 acres are considered developed and 344 acres are wetlands and wetland buffers, 283 acres are airport open space, leaving ~~363~~474 developable acres.

Taken together, the Light Industrial (BR-LI) and Heavy Industrial (BR-HI) designations total 2,~~123~~212 acres. Of this total, 646 acres are already developed and 773 acres are wetlands, buffers, and airport open space. As shown in *Table 3-3*, 635 acres are left for future industrial development, including all necessary roads and associated utilities.

TABLE 3-3
Bayview Ridge Industrial Lands

ZONE	Total Acres	Developed Acres	Wetlands, Buffers, & Open Space	Developable Acres
BR-HI	909	477	146	272
BR-LI	1,~~214~~325	169	627	~~363~~474[i]
TOTAL	2,~~123~~234	**646**	**773**	**~~635~~**746

[i] Until critical areas assessment associated with the development process, it won't be known how much of the new industrial zoned land is developable.

GOALS, OBJECTIVES, & POLICIES

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

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

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

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

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

Policy 3A-1.4 *Skagit County should work cooperatively with local ~~jurisdictionsand~~jurisdictions, the Port of Skagit and the Economic Development Association of Skagit County to address employment needs consistent with countywide regional policies.*

Policy 3A-1.5 *Encourage mixed use development to create a balance of incomes, jobs, and housing in appropriate areas.*

Policy 3A-1.6 *Market Bayview Ridge as a community and a place to conduct business and commerce.*

Policy 3A-1.7 *Encourage diverse job options for persons seeking full-time and part-time employment.*

Policy 3A-1.8 *Encourage the entrepreneurial spirit in those desiring to start their own business.*

Policy 3A-1.9 *Allow residential units to be mixed with commercial and light industrial when combined in a mixed PRD.*

Policy 3A-1.10 *Monitor the availability of industrial land as part of the comprehensive planning process.*

Objective 3A-2 Sustain the economic utilization of Skagit County's natural resources and attract a more diversified base of non-resource industries consistent with local quality of life and environmental values.

Policy 3A-2.1 *Plan for a diversity of ready-to-build sites with sufficient infrastructure and support services needed to meet demand for industrial land.*

Policy 3A-2.2 *Encourage clean up, re-use, and redevelopment of vacant or underutilized industrial sites.*

Objective 3A-3 Encourage economic development that conserves natural resources and open spaces, protects environmental quality, and enhances Skagit County's overall quality of life.

Policy 3A-3.1 *Encourage development of commercially and environmentally viable recycling businesses.*

Policy 3A-3.2 *Keep development standards in place that are clear, reasonable, and economically feasible, and that provide*

for concurrent mitigation of impacts on transportation, drainage, parks, public safety, and other elements of the environment.

Objective 3A-4 Provide, maintain, and encourage a transportation system that is adequate to attract and accommodate projected economic growth.

Policy 3A-4.1 *Support the Port of Skagit ~~County~~ in promoting the continued growth of general/business aviation while encouraging commercial passenger/ cargo service operations at ~~the~~ Skagit Regional Airport consistent with the Skagit Regional Airport Master Plan.*

Policy 3A-4.2 *Develop and coordinate programs and implement projects to effect combined objectives of transportation and economic development.*

Policy 3A-4.3 *Plan and site each new development to minimize the impact of new traffic generated on the level of service. Maintain the level of service for roads and intersections as adopted in the Skagit County Comprehensive Plan. Ensure that concurrent mitigation is feasible and that there will not be a need to curtail new development because of traffic impacts on level of service.*

Policy 3A-4.4 *Work with the State Department of Transportation, the Port of Skagit ~~County~~, and the city of Burlington in the ongoing program to improve the intersections with SR20.*

Policy 3A-4.5 *Provide for a quality working environment through appropriate public and private amenities including public and private infrastructure, open space, and landscaping.*

Policy 3A-4.6 *Intermodal connections with future passenger and freight rail, commuter transit, and park and ride lots shall be encouraged because they are all significant for the future growth and development of the industrial base in Bayview Ridge.*

Policy 3A-4.7 *Provide well-defined access routes into the industrial area that do not conflict with access to the community center or residential area.*

Objective 3A-5 Foster a public-private cooperative partnership involving Skagit County, local cities, tribal governments, and state and federal agencies that is supportive of diverse business operations and investments throughout Skagit County.

Policy 3A-5.1 *Provide the public services and public facilities necessary to support a high quality of life and attract business investment.*

Policy 3A-5.2 *Develop a long-term program that effectively builds local capacity for sustained economic development.*

Policy 3A-5.3 *Provide planning flexibility that will be responsive to unforeseen or changing economic conditions and community expectations.*

Policy 3A-5.4 *Review land use and permitting procedures to ~~assure~~ensure that regulatory processes are understandable, predictable, and can be accomplished within reasonable time periods in a manner that meets or exceeds state statutory requirements.*

Policy 3A-5.5 *Encourage business investment as a means to provide job opportunities for Skagit County residents.*

Policy 3A-5.6 *Maintain a balanced tax system that is competitive for business and residential investment.*

Policy 3A-5.7 *Encourage economic development that creates a net positive fiscal impact for Skagit County and local communities.*

Chapter 4 - Community Center

EXISTING USES

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

RELATIONSHIP TO OTHER PLANS

Countywide Planning Policies

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

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

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

Pertinent specific policies include:

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

CPP 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.*

CPP 2.6 *Urban commercial and urban industrial development, except development directly dependent on local agriculture, forestry, mining, aquatic and resource operations, and major industrial development which meets the criteria contained in RCW 36.70A.365, should be restricted to urban or urban growth areas where adequate transportation networks and appropriate utility services are available.*

BAYVIEW RIDGE SUBAREA PLAN

To implement the vision of creating a cohesive community that functions as a small city, there is also the need to create a community center to serve as the focal point for community events. The need for retail and service uses, and planned public facilities provides a unique opportunity to integrate these uses into a well-designed center, which also ties the community together.

The Subarea Plan designates the Bayview Ridge Community Center (BR-CC). ~~Originally proposed at 15 acres, this area was expanded from 15 to 40 acres in anticipation of locating a 25-acre community park here.~~The designation includes the existing fire station site. PUD regulations may allow adjustments to the BR-CC zone through a PUD application, provided the zone totals between 5 and 15 acres.

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

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

GOALS, OBJECTIVES, & POLICIES

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

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

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

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

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

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

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

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

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

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

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

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

Chapter 5 – Housing

EXISTING RESIDENTIAL DEVELOPMENT

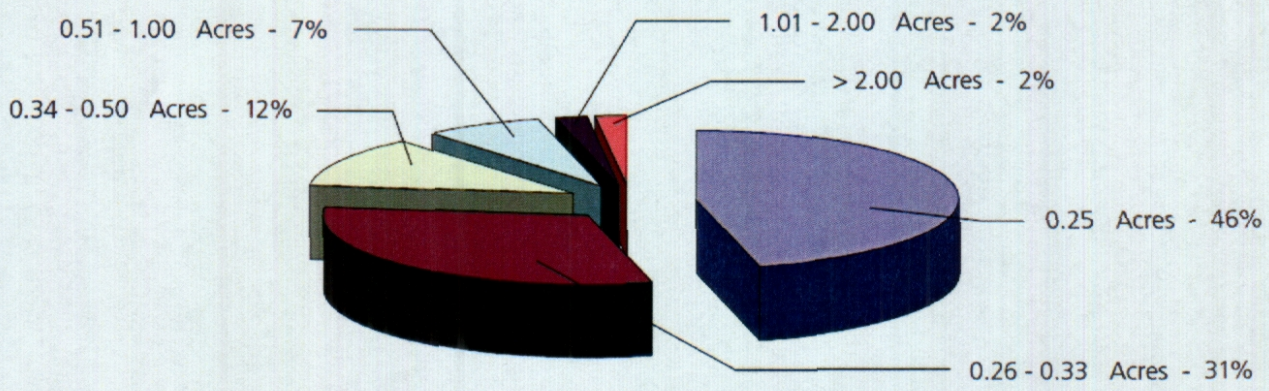
Within Bayview Ridge, a mix of housing types make up the existing residential development. The existing residential development is located in the higher, eastern edge of the Subarea, above Avon-Allen Road. ~~Approximately~~As of 2008, approximately 402 acres within the Subarea ~~are~~were devoted to residential and golf course development. The majority of this development consists of residential subdivisions that lie between Peterson Road and Ovenell Road. These existing urban density residential subdivisions were developed primarily between 1950 and 1970, and are served by public sanitary sewer and public water. A second wave of development began in the mid-1980s continuing throughout the late 1990s. The majority of these subdivisions are occupied by single-family homes at a density of approximately four dwelling units per acre. A few clusters of condominiums are located adjacent to the Skagit Golf and Country Club, and one area of large-lot development is located north of Peterson Road~~,~~, along Sunrise Lane. The existing residential atmosphere and quality of life within the Subarea are highly valued by Bayview Ridge residents.

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

~~There are~~As of 2008, there were 722 housing units, home to approximately 1,800 people~~),~~, in the entire Bayview Ridge Urban Growth Area. Characteristic of urban residential development, 46 percent of the existing homes in the Bayview Ridge Subarea are on lots sized 1/4 acre or less. Further, 77 percent of the lots are on lots 1/3 acre or less. Only 4 percent of the existing homes are on lots greater than 1 acre. ***Figure 8*** illustrates the density of existing residential development in the Bayview Ridge Subarea as of 2008.

Figure 8

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



Source: Skagit County GIS information

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

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

RELATIONSHIP TO OTHER PLANS

Countywide Planning Policies

Countywide Planning Policy 1.1 (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:

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

TABLE 5-1
UGA Population & Commercial/Industrial Land Allocations

Urban Growth Areas	Residential Population (~~2015~~2025)	Commercial/ Industrial Land Allocations (New)
Bayview Ridge	~~3,420~~5,600	750

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

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

CPP 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.*

CPP 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.*

CPP 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.

CPP 4.5 *The construction of housing that promotes innovative, energy-efficient, and less expensive building technologies shall be encouraged.*

CPP 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.CPP 4.7 Manufactured home parks shall be allowed only within urban or urban growth boundary areas.*

CPP 4.7 *Manufactured home parks shall be allowed only within urban or urban growth boundary areas.*

BAYVIEW RIDGE SUBAREA PLAN

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

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

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

The 2006 Bayview Ridge Subarea Plan called for residential densities of 4 units per acre, with the recognition that future residential densities in the area could increase to six units per acre in the event that additional population is allocated through Countywide Planning Policies or the area is identified as a suitable "receiving zone" as part of a larger countywide Transfer of Development Rights program. In 2007, additional population was allocated to the Bayview Ridge UGA when the Skagit County Comprehensive Plan update was adopted. Revised Countywide Planning Policy 1.1 now allocates 5,600 people to Bayview Ridge UGA by the year 2025, an increase of 2,180 or 64% higher than the 2015 forecast. The higher 2025 forecast can be accommodated at densities up to 5 units per acre, which is lower than the maximum 6 units per acre proposed by the *Skagit Regional Airport Land Use Compatibility Study* for Safety Zone 6.

The Skagit Countywide Planning Policies allocate a 2025 population of 5,600 to the Bayview Ridge UGA. In order to meet this allocation, the amended 2013 Bayview Ridge Subarea Plan assumes build-out of the BR-R zone and phased development of the BR-URv zone at 5 units per acre.

~~This translates to 1,519 more homes than the estimated 721 homes on the ground in 2008. At a minimum density of four units an acre, the UGA accommodates 1,278 homes, or 16% less than needed to meet the 2025 population allocation. If all development were to take advantage of the bonus density available by purchasing farmland development rights, the area would accommodate nearly 1,600 homes, or 5% over the target of 1,519. The county will monitor development activity so the UGA does not exceed 2,240 homes before the year 2012, the date of the next required update of the Skagit County Comprehensive Plan.~~

[photo here]

Maintaining the existing quality of life in Bayview Ridge as new development occurs is a significant issue. The BR-R development standards are intended to reflect the unique conditions of Bayview Ridge. The zoning district accommodates a variety of housing types and options including detached single-family residences, apartments, condominiums, duplexes, townhouses, and accessory dwelling units.

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

GOALS, OBJECTIVES, & POLICIES

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

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

Policy 5A-1.1 *Maintain the existing housing stock in good condition.*

Policy 5A-1.2 *Encourage the development of a variety of housing opportunities at a range of income levels.*

Policy 5A-1.3 *Prohibit or minimize truck traffic on residential streets through Load Limits and designated Truck Routes.*

Policy 5A-1.4 *Control nuisances, including junk, old cars, and litter through active code enforcement.*

Policy 5A-1.5 *Provide for transitions between residential and more intense industrial uses through requirements for buffers between potentially incompatible zoning districts. Monitor effectiveness of performance standards and provide additional protection if warranted with increased buffer areas, screening requirements, height, and setback limitations or other mechanisms.*

Policy 5A-1.6 *Maintain the character of Bayview Ridge through such mechanisms as design review for construction projects, street standards including width requirements, streetscape requirements, and sidewalk designs. Design features such as front porches shall be encouraged.*

Policy 5A-1.7 *Assure provision of urban level of services and infrastructure, and encourage rehabilitation of existing infrastructure.*

Policy 5A–1.8 *Require new residential development to achieve a minimum density of four units per acre.*

Policy 5A-1.9 *Allow the residential density in the Bayview Ridge Residential zone to be increased from four to six units per acre through the purchase of Farmland Legacy credits through the Skagit County Farmland Legacy Program. The Farmland Legacy Program would use the revenues from the sale of Farmland Legacy credits for the purchase of permanent conservation easements on agricultural land and other land of strategic significance in the County.*

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

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

Policy 5A-2.1 *Develop Planned Residential Development standards as part of the Land Division Ordinance that will:*

a) *Encourage imaginative design and the creation of permanent open space by permitting greater flexibility in zoning requirements than is generally permitted by other sections of the Land Division Ordinance;*

b) *Preserve or create environmental amenities superior to those generally found in conventional developments;*

c) *Create or preserve usable open space for the enjoyment of the occupants. Usable open space should be within walking distance of all residents, and should include both active and passive recreational amenities. Small neighborhood parks and tot lots will be owned and maintained by a Homeowners' Association, unless otherwise approved by Skagit County.*

d) *Preserve to the greatest possible extent, the natural characteristics of the land, including topography, natural vegetation, waterways, views, etc.*

e) *Encourage development of a variety of housing types for a variety of lifestyles and prices, including affordable housing.*

f) *Allow a range of lot sizes.*

g) *Require buffers between incompatible land uses.*

h) *Provide vehicular and pedestrian/bicycle connections to destinations such as other neighborhoods, recreation facilities, stores, schools, and employment sites.*

i) *Provide for pedestrian and bicycle circulation.*

j) *Provide for maximum efficiency in the layout of streets, utility networks and other public improvements.*

k) *Provide a guide for developers and county officials in meeting the purpose and provisions of a Planned ~~Residential~~Unit Development ~~section of the Land Division Ordinance~~code.*

Policy 5A-2.2 *Develop Planned Unit Development standards ~~as part of the Land Division Ordinance~~.*

Policy 5A-2.3 *Locate driveways and parking areas to minimize the visual impacts of large paved areas and eliminate rows of garage doors.*

Policy 5A-2.4 *Require new subdivisions with small lots to provide for storage of recreational vehicles.*

Policy 5A-2.5 *Permit accessory dwelling units in an existing owner occupied residence as an additional means of providing opportunities for affordable housing.*

Policy 5A-2.6 *Allow apartments, condominiums, duplexes, and townhouses in the Bayview Ridge Residential and Community Center zone subject to specific procedural and approval criteria.*

Policy 5A-2.7 *Prohibit trailer parks and singlewide mobile homes.*

Policy 5A-2.8 *Adopt the definition of a manufactured home as defined in RCW 35.63.160.*

Policy 5A-2.9 *Require manufactured homes and double-wide mobile homes to be constructed on a permanent foundation.*

Policy 5A-2.10 *A mix of uses shall be allowed in areas immediately north and south of the ~~BRCC~~BR-CC zone as part of a planned development process. This mix of uses would not allow for an increase in density from the land that is proposed to be included in the planned development, unless part of an approved transfer of development rights process. The uses allowed in a mixed ~~PRD~~PUD are those uses allowed in the BR-LI, BR-CC and BR-RR zones.*

Policy 5A-2.~~11~~7 *Affordable housing shall be encouraged in planned ~~residential~~unit developments by allowing designs that reduce costs, for example ~~,~~ common wall, zero lot line, cottages, townhouses, accessory dwellings, multi family, and clustering.*

Objective 5A-3 Access to public open space, parks, and recreation opportunities shall be carefully integrated into neighborhoods. Parks and open space shall be encouraged throughout the community.

Policy 5A-3.1 *Pedestrian and transit links shall be encouraged to provide good public access to open space, parks, and recreational areas.*

Policy 5A-3.2 *The Parks and Recreation Comprehensive Plan and Capital Improvement Plan shall encourage open space, park development, and neighborhood improvements.*

Objective 5A-4 Developer accountability must be ensured through standards to guarantee performance and compliance with required conditions.

Policy 5A-4.1 *Performance and compliance mechanisms include requiring bonds or cash deposits for long-term maintenance of landscaping and other amenities; binding agreements to perform at a later date; covenants and/or easements filed with the County; and conditional building permit with compliance requirements linked to called inspections and similar mechanisms.*

Policy 5A-4.2 *When ~~planned residential development or~~ planned unit development is utilized, consider the use of artist's renderings of the site and buildings to visualize how the buildings will look in a more three-dimensional view. It is recommended that a perspective, isometric view from the streetscape and one or both side views be used.*

Chapter 6 – Transportation

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

[photo here]

RELATIONSHIP TO OTHER PLANS

Growth Management Act (GMA) Requirements

This Transportation Element has been developed in accordance with Section 36.70A.070 of the GMA to address transportation needs in Bayview Ridge. It represents the County's policy plan through 2025 and considers the location and condition of the existing traffic circulation system specifically, the projected transportation needs, and plans for addressing future transportation needs while maintaining established level of service standards. According to the GMA, this element must include:

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

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

Countywide Planning Policies

Countywide Planning Policy 3 addresses transportation. The policy states:

CPP 3.1 *Multi-purpose transportation routes and facilities shall be designed to accommodate present and future traffic volumes.*

CPP 3.2 *Primary arterial access points shall be designed to ensure maximum safety while minimizing traffic flow disruptions.*

CPP 3.3 *The development of new transportation routes and improvements to existing routes shall minimize adverse social, economic, and environmental impacts and costs.*

CPP 3.4 *The Transportation Element of the Comprehensive Plan shall be designed to: facilitate the flow of people, goods, and services so as to strengthen the local and regional economy; conform with the Land Use Element of the Comprehensive Plan; be based upon an inventory of the existing Skagit County transportation network and needs; and encourage the conservation of energy.*

CPP 3.5 *Comprehensive Plan provisions for the location and improvement of existing and future transportation networks and public transportation shall be made in a manner consistent with the goals, policies, and land use map of the Comprehensive Plan.*

CPP 3.6 *The development of a recreational transportation network shall be encouraged and coordinated between state and local governments and private enterprises.*

CPP 3.7 *The Senior Citizen and Handicapped transportation system shall be provided with an adequate budget to provide for those who, through age and/or disability, are unable to transport themselves.*

CPP 3.8 *Level of service (LOS) standards and safety standards shall be established that coordinate and link with the urban growth and urban area to optimize land use and traffic compatibility over the long term. New development shall mitigate transportation impacts concurrently with the development and occupancy of the project.*

CPP 3.9 *An all-weather arterial road system shall be coordinated with industrial and commercial areas.*

CPP 3.10 *Cost effectiveness shall be a consideration in transportation expenditure decisions and balanced for both safety and service improvements.*

CPP 3.11 *An integrated regional transportation system shall be designed to minimize air pollution by promoting the use of alternative transportation modes, reducing vehicular traffic, maintaining acceptable traffic flow, and siting of facilities.*

CPP 3.12 *All new and expanded transportation facilities shall be sited, constructed, and maintained to minimize noise levels.*

Other Transportation Related Plans

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

- Skagit County Comprehensive Plan (October 2007)
- Skagit County Capital Facilities Plan for ~~2008-2013~~2012-2017
- Skagit County Transportation Improvement Program 2008-2013
- Skagit County Transportation Systems Plan 2003
- Skagit Regional Airport Master Plan Update ~~2005~~2007
- Skagit Non-Motorized Transportation Plan (2004)
- Skagit County Comprehensive Transit Plan
- SR 20: Sharpes Corner to SR 536 NEPA Pilot Project Dwelling Unit and Employment Forecasts for Transportation Analysis Zones, CH2M HILL (December 2001)

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

MAJOR ISSUES

Safety

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

Economic Development

[photo here]

Efficient movement of people, freight, and goods is important, because it enhances the economic vitality of the region. A study undertaken by CH2M HILL, in conjunction with transportation planning for SR 20, projects the increase in employment to 2015 and 2025 by UGA, *SR 20: Sharpes Corner to SR 536 NEPA Pilot Project Dwelling Unit and Employment Forecasts for Transportation Analysis Zones*, CH2M HILL, December 2001. Employment within the Bayview Ridge UGA is projected to increase from 1,456 in 1998 to 3,301 in 2015 and to 4,305 in 2025. The Countywide Planning Policies allocate 750 acres of new land for employment purposes through the year 2025. Many of these new employees are expected to work in sectors that generate freight, such as manufacturing, communication, retail, and wholesale trade. Many businesses seeking to locate in Bayview Ridge are attracted by the efficient transportation system and the area's proximity to resources and markets. The existing transportation infrastructure represents a significant investment of capital and labor. To protect this investment, the capacity and condition of the system need to be maintained.

Alternative Modes

For most of this century, transportation improvements have emphasized the movement of motorized vehicles, especially automobiles and trucks. Alternative modes, such as bicycling and walking, have not been stressed. It is expected that the automobile will continue to account for the majority of transportation trips in the foreseeable future, both in the number of trips and in the distance traveled. With new residents and new employees expected by 2025, both parking and road congestion will become

increasingly important issues. Transit will play a role in alleviating congestion and is recognized in the traffic model discussed later in this chapter.

The Parks, Recreation, and Open Space Program envisioned in this Plan recognizes the importance of development of paths and trails in Bayview Ridge. Encouraging non-motorized modes of transportation can lessen congestion, reduce maintenance of the built infrastructure, and reduce air pollution while providing health benefits to the users.

[photo here]

Neighborhood Needs

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

Transportation Demand Management

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

Truck traffic serving the industrial district of the Bayview Ridge Subarea currently access SR 20 via Farm to Market Road, Higgins Airport Way, Avon Allen Road, or Peterson Road~~. The intersection of Higgins Airport Way and SR 20 is not signalized, and trucks turning left experience delays and dangerous conditions. A traffic fatality and high accident rates have resulted in the conversion of the SR 20 and Pulver Road intersection to right turn only, forcing trucks into the City Limits of Burlington, until signalized intersections are constructed.~~

When used by trucks, the alternative route to SR 20 via Peterson Road adversely impacts the residential areas of both Bayview Ridge and the northwest quadrant of the City of Burlington~~. In this case, effective transportation planning means constructing the proposed improvements to SR 20 and to the Higgins Airport Way and Avon Allen Road intersections with SR 20, via the current WSDOT SR 20 Fredonia to I-5 Interchange improvement project. Completion of this project, which began in 2007, should ease the problem of truck traffic passing through residential areas significantly.~~

~~When this project is completed, the~~The Peterson Road access to the UGA should be developed as a primary residential gateway into the community. Traffic calming design should be used, such as a boulevard or other measures.

Through truck traffic should ~~not~~ be ~~allowed, but should be~~discouraged, and diverted to Highway 20 or Josh Wilson Rd to access Interstate 5.

Funding

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

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

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

Concurrency

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

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

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

SYSTEM INVENTORY

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

General System Description

Transportation facilities serving the Bayview Ridge Subarea include a state highway, county roads, the Skagit Regional Airport (an essential public facility), Skagit ~~Transportation (SKAT),~~Transit, and the Burlington Northern Santa Fe Railroad. This Transportation Element focuses on facilities owned and operated by Skagit County.

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

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

County Roads

Description

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

Josh Wilson Road, along the northern boundary of the Subarea, connects the community of Bayview Ridge (to the west) to SR 11 and the ~~city~~City of Burlington~~.~~ (to the east). Peterson Road, an east-west major collector in the central portion of the Subarea, connects the Bayview Ridge area to the city of Burlington's northwest precinct, a residential neighborhood. Farm to Market and Avon-Allen Roads on the west and east, respectively, connect the Subarea to SR 20 and communities to the north and south.

[full page REVISED road system map]

Ovenell Road provides an east-west connection between Farm to Market Road and ~~Avon-Allen Road.~~Higgins Airport Way on the west side of the Subarea. It also connects Avon Allen Road to the Country Club residential area from the south. The portion of Ovenell Road between Eagle Drive and Higgins Airport Way is currently inadequate for use as a Collector road due to geometric and subgrade deficiencies. Higgins Airport Way, in the central portion of the Subarea, provides direct access to the airport and the Port of ~~Skagit County's~~Skagit'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~~The State Department of Transportation ~~Commission~~(WSDOT) has 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. Avon Allen Road, Peterson Road, Farm to Market Road, Josh Wilson Road and Ovenell Road, west of Higgins Airport Way received an FGTS classification of 300,000 to 5 million tons per year. SR 20 received an FGTS classification of more than 10 million tons per year.

[photo here]

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~~ Skagit County Public Works will work in conjunction with WSDOT and FHWA to classify the roads within the Bayview Ridge Subarea ~~will be classified by the Skagit County Public Works Department~~ consistent with federal classification standards ~~for roadway systems~~.

Non-Motorized

Skagit County adopted a *Non-Motorized Transportation Plan* (NMTP) in 2004, which currently is undergoing further revisions. The NMTP focuses on non-motorized travel alternatives for Skagit County. These alternatives generally include bicycle, pedestrian, and equestrian facilities. Existing non-motorized facilities within Bayview Ridge consist of limited sidewalks. The Port of Skagit ~~County~~ has developed a 10.4-mile trail system available to pedestrians, bicycles, and pets through the Port area. The trail system is a result of the Port's wetland mitigation plan that requires the use of open ditches rather than traditional curb, gutter, and sidewalk construction.

Non-County Public Transportation Systems

Description

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

State Highways

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

Public Transportation Providers

[photo here]

Skagit Transit ~~(SKAT)~~ services include 12 fixed routes and demand responsive service seven days per week. Route 513 serves the southeast edge of the Bayview Ridge Subarea, along Avon-Allen Road. Route 513 operates Monday through Friday with four eastbound and four westbound trips between 7 a.m. and 6 p.m.

Airport Facilities

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

Skagit Regional Airport

Skagit Regional, also called Bayview Airport, was built in 1933 as a joint project of the Public Works Administration and Works Progress Administration. The original facility was developed as a single-runway facility serving light aircraft. In 1943, the United States Navy constructed the present runway and taxiway as an alternate airfield for the Whidbey Island Naval Air Station. After World War II, the federal government continued to operate the airport until 1958 when the airport was transferred to Skagit County under the Surplus Property Act of 1944. In 1965, ownership of the airport was transferred to joint ownership between the Port Districts of Anacortes and Skagit ~~County~~. In 1975, ownership was transferred solely to the Port of Skagit ~~County~~.

[photo here]

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

- ~~10-28~~11-29 – 5,~~475~~477 feet long by 100 feet wide, with ~~one~~three instrument ~~approach~~approaches, Medium Intensity Runway Lights, and ~~Visual~~Precision Approach ~~Slope~~Path Indicator ~~(VASI) Navigational Aides~~PAPI) navigational aids for both approaches, and long-term plan for precision approach at both ends;
- 4~~0~~4-22 (crosswind) – 3,000 feet long by 60 feet wide, with visual approaches, Low Intensity Runway Lights, Precision Approach Path Indicator (PAPI), and planned to host general aviation development.

Airside facilities also include parallel taxiways, aircraft aprons, tie-downs, hangars, and two fuel tank farm pads that will each hold four 12,000 gallon tanks, one located on ~~10-28~~11-29 side and one located on 04-22 side.

Landside facilities include the 7,000-square foot terminal and Port office building, maintenance and fire equipment buildings, an air cargo facility, and several fixed base operator (FBO) buildings. ~~Over 70 persons are employed at the airport in both aviation and non-aviation businesses.~~The WSDOT 2012 Aviation Economic Impact Study indicates Skagit Regional Airport provides more than 346 aviation-related jobs.

The *Skagit Regional Airport Master Plan Update* (September 2007) 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 2025 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 by about 2% per year. Approximately 158 aircraft are based at the airport at the present time. The composition of the aircraft fleet is expected to increase in jet, turboprop and rotor aircraft usage. Future general aviation operations will continue to be dominated by business oriented flight, private transportation, flight training, or other forms of noncommercial activity using jet, turboprop, rotor aircraft and single- and multi-engine piston aircraft. The Skagit Regional Airport Master Plan includes plans for the extension of utilities, stormwater detention facilities, taxiway and apron to accommodate future growth.

Future plans for the airport include increasing development for general aviation and commercial uses along Runway 4~~0~~4-22. In addition, the Port plans to assist existing tenants along Runway ~~10-28~~11-29 in expanding existing operations. Few changes are expected to the runways themselves other than routine maintenance activities~~, however, plans include shifting~~; in 2012, the Port shifted Runway 04-22 by ~~430~~680 feet to the southwest to alleviate safety concerns due to the close proximity of the two runways.

~~The *2008-2013 Bayview Ridge UGA Capital Facilities Plan* in~~ Chapter 7 provides information on the Skagit Regional Airport, including a facility inventory, a level of service capacity analysis, summary of capital projects, and a financing plan. Complete information on the airport may be obtained in the Skagit Regional Airport Master Plan Update (September 2007).

Railway Facilities

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

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

Existing Skagit County Levels of Service & Capacity

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

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

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

[photo here]

Based on the Highway Capacity Manual method, the LOS' for Skagit County Roads and Intersections is as follows:

Level of Service Standards - The Level of Service (LOS) standard for County roads is C. LOS D is acceptable for all road segments that:

a. Have Annualized Average Daily Traffic (AADT) greater than 7,000 vehicles; and

b. Are NOT federally functionally classified as an 09-Local Access Road; and

c. Are designated as a County Freight and Goods Transportation Systems Route (FGTS).

The LOS standard for County road intersections is LOS D.

The Skagit County Department of Public Works monitors the LOS on county roads. When traffic volumes exceed the threshold of 7,000 Average Annualized Daily Traffic (AADT) on a road segment, the Department initiates further study of the roadway. This threshold is an indicator that a road segment may be approaching the LOS D limitations and should be studied in depth for potential improvements.

LOS ratings have also been developed for intersections. These alphabetical ratings describe the quality of service provided at peak hours and average daily conditions. The standard is based on seconds of delay for signalized intersections or reserve capacity for unsignalized intersections as shown in ***Table 6-1***.

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

State Highways

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

TABLE 6-1
Level of Service Ratings for Intersections

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

Source: *Highway Capacity Manual*, ~~2000~~2010 Edition

The LOS for state highways of statewide significance (i.e., SR 20) is established by the Washington State Department of Transportation (WSDOT). The standard set for SR 20 is LOS C for rural areas and LOS D for urban areas. The 2003 ***Traffic Report*** prepared in conjunction with the WSDOT SR 20 – Fredonia to I-5 Interchange project-includes year 2001 LOS analyses for both individual highway segments and the SR 20/Higgins Airport Way and SR 20/Avon-Allen Road intersections. The SR 536 to Higgins Airport Way and Higgins Airport Way to Avon Allen segments are at LOS B. ~~The intersection at Higgins Airport Way was at LOS D for southbound traffic (on Higgins) and LOS A for east-bound traffic turning left on SR 20.~~The intersection at Avon-Allen Road is at LOS B.

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

Transit

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

Subarea Capacity & Levels of Service

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

~~Level of Service Standards – The Level of Service (LOS) standard for County roads is C. LOS D is acceptable for all road segments that:~~

~~Have Annualized Average Daily Traffic (AADT) greater than 7,000 vehicles; and~~

~~Are NOT federally functionally classified as an 09-Local Access Road; and~~

~~Are designated as a County Freight and Goods Transportation Systems Route (FGTS).~~

~~The LOS standard for County road intersections is LOS D.~~

~~The WSDOT *State Highways System Plan* has begun a two-phase improvement project for SR-20.~~

- ~~SR 20 Fredonia to Interstate 5 Project~~
- ~~Widening (adding one lane in each direction) from the intersection with SR 536 to I-5 and intersection modifications at I-5 to increase safety and reduce congestion. The project is funded for $76.5 million. Phase one began in 2007.~~

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

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

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

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

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

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

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

TABLE 6-2

Recent Traffic Count ~~s~~

Roadway	Year	~~Average Weekday Traffic (AWDT)~~ AADT		PM Peak
		~~Directional~~	Total	

Avon Allen Road N of SR20	~~2006~~2012	~~1415N / 1452S~~	~~2867~~1600	~~265~~177
Avon Allen Road N of Ovenell	~~2004~~2010	~~1150N / 1080S~~	~~2230~~2013	~~200~~217
Avon Allen Road S of Peterson	~~2006~~2012	~~1161 N / 852S~~	~~2013~~3434	~~217~~387
Farm to Market Road N of SR20	~~2006~~2012	~~2135N / 2060S~~	~~4195~~2576	~~418~~355
Farm to Market Road S of Josh Wilson	~~2006~~2012	~~1747N / 1650S~~	~~3397~~1689	~~389~~194
Farm to Market Road N of Josh Wilson	~~2006~~2011	~~885N / 1094S~~	~~1979~~1882	~~211~~221
Higgins Airport Way N of SR20	~~2006~~2012	~~865N / 736S~~	~~1601~~1503	~~151~~185
Higgins Airport Way N of Ovenell	~~2006~~2012	~~936N / 763S~~	~~1699~~1328	~~187~~155
Higgins Airport Way N of Peterson	~~2006~~2012	~~864N / 776S~~	~~1640~~4223	~~171~~463
Josh Wilson Road W of Avon Allen	~~2006~~2012	~~2628E / 2612W~~	~~5240~~2677	~~574~~324
Josh Wilson Road E of Farm to Market	~~2006~~2012	~~1748E / 1794W~~	~~354~~2927	~~377~~103
Josh Wilson Road W of Farm to Market	~~2006~~2012	~~527E / 623W~~	~~1150~~274	~~110~~36
Ovenell Road E of Higgins Airport Way	~~2006~~2012	~~188E / 166W~~	~~354~~962	~~47~~128
Ovenell Road W of Higgins Airport Way	~~2006~~2012	~~567E / 529W~~	~~1096~~3775	~~113~~380
Peterson Road E of Avon Allen	~~2004~~2012	~~2226E / 2089W~~	~~4315~~3411	~~488~~337
Peterson Road W of Avon Allen	~~2006~~2012	~~1965E / 1873W~~	~~3838~~1767	~~362~~207
Peterson Road E of Higgins Airport Way	~~2004~~2012	~~873E / 812W~~	~~1685~~1600	~~173~~177

~~* 2007 counts not used due to SR20 construction~~

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

Forecast of Traffic

Changes in traffic volume are dependent primarily on changes in population and employment, which in turn are dependent on growth in the housing market and regional industries. The population allocation for the Bayview Ridge UGA is 3,600 in 2025.

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

Transportation System Analysis

The residential population and employment sectors of Bayview Ridge are predicted to increase steadily over their current levels. There will be an increase in travel to, from,

and within the Subarea. There will also be an increase in travel on SR 20 by vehicles traveling from I-5 to the eastern portion of Skagit County. ~~The most significant issue for traffic from Bayview Ridge through 2025 will continue to be the safety and capacity of the Farm to Market Road, Higgins Airport Way, Pulver Road, and Avon-Allen Road intersections with SR 20.~~ Projected levels of service within the Subarea itself are not anticipated to fall below adopted LOS standards~~.~~

~~SR 20 will be widened to four lanes from the intersection with SR 536 (Fredonia), east to I-5. Intersection improvements at Higgins Airport Way and Avon-Allen Road are also included in the project. The SR 20 improvements are designed to maintain an LOS of "C" or better along the corridor and at intersections through the year 2026. This project is funded and began in 2007~~ through 2025.

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

[photo here]

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

The *Bayview Ridge Subarea Plan* proposes a new north-south road system connecting ~~Ovenell Road with~~ Peterson Road and ~~Jensen Lane, and signalization of the Higgins Airport Way intersections with SR 20 and~~ Josh Wilson Road. The new north-south ~~system~~road is needed to provide connections between new residential areas and the community center and employment areas. It will also help meet urban fire and emergency response times and improve access to existing residential areas. The southern portion of this road system also will provide new industrial development with access to Ovenell Road, rather than via Peterson Road.

Finance Plan

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

No additional improvements are needed in order to continue providing the adopted level of service. Even so, the county remains committed to providing its citizens with the best transportation system possible within funding capabilities. ~~While no capacity projects are proposed, safety, structural, and preservation projects are necessary~~The 2013-2018 TIP included a right turn lane on Farm to Market Road at Josh Wilson Road and extended the left turn pocket on Josh Wilson Road at Higgins Airport Way.

GOALS, OBJECTIVES, & POLICIES

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

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

Policy 6A-1.1 *The planned level of service is not to exceed level of service standards for streets and intersections as adopted in the Skagit County Comprehensive Plan. The concurrency requirements do not apply to transportation facilities and services of statewide significance. State Route 20 is a Highway of Statewide Significance (HSS).*

Policy 6A-1.2 *Proposed projects that decrease the level of service below the planned level, because of their traffic contribution, shall be denied unless concurrent improvements are made to prevent a decrease in level of service below the planned level for that location.*

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Policy 6A-5.2 *Peterson Road should be designed as the major residential entryway to the UGA from the east and incorporate traffic-calming design such as a boulevard ~~with through truck traffic disallowed.~~*

Policy 6A-5.3 *Design standards should encourage the use of street trees and landscaping.*

Policy 6A-5.4 *Street and trail projects should minimize impacts to sensitive natural areas and preserve significant trees and vegetation.*

Policy 6A-5.5 *Streets within the community center area should be especially sensitive to pedestrian needs.*

Policy 6A-5.6 *Any existing streets constructed to less than the full urban standard, provision shall be made for future improvement to the urban standard.*

Policy 6A-5.7 *~~A~~Provide a network of bicycle and pedestrian paths ~~should be provided~~ between and through Bayview Ridge's employment and residential areas and community facilities such as parks and schools. Connections should also be planned or provided to regional bicycle and pedestrian paths such as the Port Trail, Padilla Bayshore Trail, Padilla Bay Interpretive Center and the City of Burlington.*

Policy 6A-5.8 *Require bicycle lanes on new collector streets within the Subarea.*

Chapter 7 – Capital Facilities

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

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

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

What Facilities are Included in this Plan?

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

Skagit County:

- Parks
- Solid waste management and recycling services
- Stormwater management
- Law enforcement services

Other Public Jurisdictions:

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

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

RELATIONSHIP TO OTHER PLANS

Growth Management Act Requirements

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

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

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

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

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

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

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

Countywide Planning Policies

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

Policy No. 1.7 – Urban Growth

Development within established urban growth boundaries shall, as a minimum, conform to those urban development standards in effect within the respective municipality as of April 1, 1999. Bayview Ridge UGA urban standards for roads, sewer, and stormwater shall meet or exceed those in effect in the City of Burlington on April 1, 1999. UGAs with populations of over 1,500 or a Commercial/Industrial land allocation (new) over 100 acres shall have, as a minimum, the following levels of urban law enforcement and fire service levels:

Law Enforcement

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

Fire

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

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

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

[car accident photo here]

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

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

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

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

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

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

Policy No. 12 – Public Facilities

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

CPP 12.1 Public facilities and services shall be integrated and consistent with locally adopted comprehensive plans and implementing regulations.

CPP 12.2 All communities within a region shall fairly share the burden of regional public facilities. (The GMA defines regional public facilities as streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks, recreational facilities, and schools.)

CPP 12.3 A process shall be developed for identifying and siting essential public facilities. The Comprehensive Plan may not preclude the siting of essential public facilities. (The GMA defines essential public facilities as those facilities that are typically difficult to site, such as airports, state education facilities and state or regional transportation facilities, state and local corrections facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, and group homes.)

CPP 12.4 Lands shall be identified for public purposes, such as: utility corridors, transportation corridors, landfill, sewage treatment facilities, recreation, schools, and other public uses. The County shall work with the state, cities, communities, and utility providers to identify areas of shared need for public facilities.

CPP 12.5 Lands designated for urban growth by this Comprehensive Plan shall have an urban level of regional public facilities prior to or concurrent with development.

CPP 12.6 Development shall be allowed only when and where all public facilities are adequate and only when and where such development can be adequately served by regional public services without reducing levels of service elsewhere.

CPP 12.7 Public facilities and services needed to support development shall be available concurrent with the impacts of development.

CPP 12.8 The financing for system improvements to public facilities to serve new development must provide for a balance between impact fees and other sources of public funds and cannot rely solely on impact fees.

CPP 12.9 New development shall pay for or provide for its share of new infrastructure through impact fees or as conditions of development through the environmental review process.

CPP 12.10 Public water supply for new development shall conform to or exceed the Coordinated Water System Plan for public water systems.

CPP 12.11 Future development of land adjacent to existing and proposed schools and other public facilities shall be compatible with such uses.

CPP 12.12 Library service within the county should be developed and coordinated to assure the delivery of comprehensive services throughout the County, with the county, cities and towns fairly sharing the burden.

CPP 12.13 A countywide recycling program shall be developed.

CPP 12.14 Public drainage facilities shall be designed to control both stormwater quantity and quality impacts.

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

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

CPP 12.17 The Washington State Boundary Review Board for Skagit County should be disbanded pursuant to RCW 36.93.230, provided that the following tasks are accomplished: (a) that ALL cities and the County have adopted comprehensive plans and development regulations consistent with the requirements of these Countywide Planning Policies and RCW 36.70A, including appropriate urban levels of service for all public facilities and services; (b) that ALL cities and the County have adopted a concurrency ordinance that requires the adopted urban levels of service addressed in (a) above be accomplished in time frames that are consistent with RCW 36.70A.; (c) that special purpose districts that serve UGAs have adopted urban levels of service standards appropriate for their service areas; (d) that ALL cities and the County have an adopted capital facility plan for urban levels of service that indicates sources of revenue and a timeline for meeting such service; and (e) that ALL cities and special purpose districts have in place adopted "interlocal agreements" that discuss arrangements for transfer of assets and obligations that may be affected by transformance of governance or annexation of the service area consistent with the requirements of applicable RCWs.

Other Related Plans

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

- Skagit County Capital Facilities Plan for 2008-2013
- Skagit County Transportation Improvement Program 2008-2013
- Bayview Ridge Urban Growth Area Capital Facilities Plan 2008-2013
- Skagit Regional Airport Master Plan Update, 2007
- 2005 City of Burlington Comprehensive Wastewater Plan and the 2007 Supplement (Resolution 15-2007)
- Six-Year Capital Facilities Plan, Burlington-Edison School District No. 100, adopted July 23, 2007
- Bay View Watershed Stormwater Management Plan Phase 1: The Bayview Ridge Urban Growth Area, February 2007
- Skagit County Coordinated Water Supply Plan, July 2000
- Water System Plan for Public Utility No. 1 of Skagit County, Final Draft - 2007
- Skagit County Comprehensive Parks and Recreation Plan, ~~2004~~2012

Levels of Service

Levels of service are usually quantifiable measures of the amount of public facilities that are provided to the community. These LOS measures are often expressed as ratios of facility capacity to demand (i.e., gallons of water per customer per day or number of students per classroom). In order to use the level of service (LOS) method to determine facility needs, the county has selected how it will measure each facility (e.g., acres, gallons, etc.), and it identified the amount, or standard, it will adopt for each measure of the current and proposed LOS. Skagit County adopted these standards as part of the Capital Facility Element of the county Comprehensive Plan. The most recent version is the Six-Year (2008-2013) Capital Facilities Plan adopted December 17, 2007.

Current, adopted levels of service standards for Bayview Ridge are found in Table 7-1. These standards will determine the need for capital improvement projects, and they are the benchmark for testing the adequacy of public facilities for each proposed development where the concurrency requirement is established.

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

- Increase revenues to pay for the proposed standard of service (higher rates for existing revenues and/or new sources of revenue); or
- Reduce the average cost of the public facility (i.e., alternative technology or alternative ownership or

financing), thus reducing the total cost and possibly the quality; or

- Reduce the demand by restricting population (i.e., revise the Land Use Element), which may cause growth to occur in other jurisdictions; or
- Reduce the demand by reducing consumption (i.e., transportation demand management techniques, recycling solid waste, water conservation, etc.), which may cost more money initially, but may save money later; or Any combination of options 1-4.

[Table 7.1 here; no change]

ACKNOWLEDGING THE NON-MUNICIPAL UGA

Bayview Ridge Subarea Capital Facilities Planning Issues

Boundaries

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

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

Population & Employment Growth

~~Based~~As of 2008, based on the distribution provided in the Countywide Planning Policies, the Bayview Ridge UGA ~~will plan~~was planing for a population of 5,600 in 2025~~, which is 2.5 times the estimated 2006 population of 2238.~~. Population figures are summarized in Table 7-2.

[Table 7.2 here; no change]

~~Employment~~As of 2008, employment within the Bayview Ridge industrial area ~~is~~was projected to increase from 1,456 in 1998, to 4,305 in 2025 (SR-20: Sharpes Corner to SR 536 NEPA Pilot Project Dwelling Unit and Employment Forecasts for Transportation Analysis Zones, CH2M HILL, December 2001).

COUNTY PROVIDED FACILITIES & SERVICES

County Parks

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

System Description

There are no county-owned parks located in the subarea. The Port of Skagit ~~County~~ has a 10.4-mile trail system. The trails are gravel surfaced and approximately 8 feet in width. The trails connect to Josh Wilson and Farm to Market Roads with a future connection to SR 20 planned. This trail system augments and connects to future trails through the residential and community center areas. Regional facilities outside the Subarea include Bayview State Park, Padilla Bay National Estuarine Research Reserve, the county-leased Padilla Bay dike trail, and several ~~ballfields~~ball fields.

[photo of mountains here]

Level of Service (LOS) & Capacity Analysis

The following discussion of LOS standards for parks is adapted from the Skagit County Parks and Recreation Plan update adopted in ~~May 2004~~2012. A Level of Service analysis has traditionally been included in park and recreation plans as a useful way to inventory park and recreation facilities and to measure services to specific standards. Historically, a LOS value was calculated for each park and facility category based on population and then compared to a national standard. The practice of quantifying local levels of service to a national standard has not proven to be beneficial or justifiable. Each city, county or state's resources and needs are unique. Planning for parks services must arise from the abilities and goals of each individual jurisdiction. Because of this, the National Recreation and Park Agency ceased publishing their LOS standards.

Although LOS standards give an indication as to the degree of facilities and programs comparable Washington State counties provide their citizens, there are many other dynamic factors contributing to priorities/need in Skagit County. Skagit County need assessments are developed using public input, survey results, observed "use patterns," as well as LOS comparisons of other counties. A combination of these contributory factors are weighed and ultimately ranked as to their overall degree of need. These results, along with current and forecasted population numbers, are used to determine an existing and future need statement.

The Skagit County Parks and Recreation (SCPR) department uses a four-pronged approach to assess facility and park needs. LOS standards are ~~25%~~part of the formula used when establishing recreational needs. The formula has the following components:

- LOS standards, which provide service levels from other Washington State Counties and provide guidance in establishing LOS standards in Skagit County;
- Public input, which provides fundamental information from those who use or oversee facilities and programs in Skagit County and indicate facility or program need;
- Use patterns, which provides information from those who use or oversee facilities and programs in Skagit County and indicate facility or program need;
- Surveys, which provide a statistically valid means of distinguishing the needs of Skagit County residents.

The "level of service" standards are derived from an average of three Washington State counties. The counties used for comparison are Whatcom, Snohomish, and Spokane. Level of Service (LOS) standards are often derived by the number and size of facilities without accounting for the facility conditions. The condition of facilities becomes important for making proper comparisons in service levels. It is one of the reasons SCPR is incorporating several other factors into the equation when determining priorities.

~~Use patterns can be analyzed in a variety of ways. Lack of facility space, a shortage of campsites, or an overrun trail system may lead SCPR staff and/or Parks Board members to easily conclude needs are not being met. In other cases, the analysis may be more difficult. The fact that a facility is being used under capacity may lead some to believe the needs are being sufficiently met. Whereas, the real reason the facility is being under-used may be that the facility is in need of maintenance, in need of expansion, or in some other way may be inadequate. In other situations, there may be a surplus of baseball fields on the west side of the county but a shortage on the east side, even though the LOS standards indicate there is sufficient amount of fields county-wide. Because of all of these variables, it becomes necessary for SCPR Staff/ Board to look at every facility and/or program "site-specifically" to determine if in fact the needs of the community are being met. SCPR staff/board oversees facility use, has a current knowledge of the inadequacies and/or deficiencies of these facilities, and is the best resource for making this determination.~~

Deficiencies & Proposed Improvements

~~The 2006 Bayview Ridge Subarea Plan identified the need for 25 acres of community park, in addition to a trail system and smaller pocket parks throughout the residential area. The 2006 plan identified a number of park features, including specific types of ballfields, play areas, restrooms, and parking. That level of park detail was anticipated based on the assumption that there would be no public school in the UGA under a cautious interpretation of airport safety recommendations. As recommended by the Skagit County Planning Commission and adopted by the Board of County Commissioners, the plan does allow schools, with certain siting criteria, as a special use.~~

~~This update re-assesses the overall recommendation of a 25-acre community park with several other~~The updated Parks and Recreation Plan proposes a community park site and trails to serve the planned development in Bayview Ridge. The timeline for the development of this park should parallel the timeline for other Bayview Ridge Subarea infrastructure. The park should therefore be completed as the subarea reaches capacity. Trail corridors should be acquired as they are made available. Connections to the Skagit Port trails are recommended.

For greater details on the proposed park and open space ~~criteria:~~

- ~~Need for school playfields; and desirability of sharing public facilities;~~
- ~~Requirement for 10-15% airport safety open space in the residential areas;~~
- ~~Recommended open area every 1/4 to 1/2 mile (Table 1.1, safety zone 6); and~~
- provisions, see Chapter 9, Parks and Open ~~space separators between urban and rural areas.~~

~~The Skagit County Parks and Recreation Department has budgeted $46,000 to develop a more detailed plan for these parks, recreation, and open space elements in conjunction with the development of the Planned Unit Development ordinance~~Space.

Solid Waste

System Description

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

[transfer station photo here]

Level of Service (LOS) & Capacity Analysis

The LOS for solid waste is defined as 6 pounds per person per day. This LOS is used to determine the volume that must be accommodated within the transfer stations. The Skagit County Public Works, Solid Waste Department, reports that there are no current deficiencies or anticipated improvements.

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

Deficiencies & Proposed Improvements

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

Law Enforcement (Sheriff's Department)

The traditional measure of law enforcement Level of Service is the ratio of officers to population served, which is a non-capital item from a strict capital facilities perspective. However, staffing is included in this plan, not only be-cause it is the core of law enforcement, but because the Countywide Planning Policies require minimum staffing levels of service.

System Description

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

As of 2008, the Sheriff's Office staff consisted of 119 total full-time employees, including the following:

01 Sheriff	05 Correction Sergeants
01 Undersheriff	37 Correction Deputies
04 Chief Deputies	14 Support Staff
07 Patrol Sergeants	01 Detective Sergeant
42 Patrol Deputies	07 Detectives

In addition, the department uses a volunteer force for search and rescue (SAR) operations and record functions. Patrolmen (43), and to a lesser extent, traffic officers (6) are available to respond to calls within unincorporated Skagit County.

Office space for deputies in the Bayview Ridge UGA is available in the 4,000 square-foot Search and Rescue/ Detachment Building at 11515 Knudsen Road. This building has sufficient space to house the additional officers through the six-year capital facilities planning horizon.

Level of Service (LOS) & Capacity Analysis

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

Law Enforcement

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

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

Since the Countywide policies for law enforcement were adopted, national averages have risen. The national average is now 2.5 law enforcement officers per 1,000 population for rural counties or per 100 acres developed commercial or industrial property, whichever is the higher number. Counties in Washington State with a population of 25,000 to 50,000 average 1.12 commissioned deputies

per 1,000 population. Skagit County Sheriff's Office has 1.13 officers per 1,000.

Using adopted levels of service, the number of law enforcement officers required to serve the Bayview Ridge Subarea in 2008 is 6.6, based on 657 acres of developed commercial/industrial acreage within the UGA). Staffing requirements for the 20-year planning horizon are summarized in Table 7-3.

Deficiencies & Proposed Improvements

Based on a LOS of one law enforcement officer per 100-developed acres of commercial or industrial land and approximately 1,280 developed acres in 2025, a total of 13 officers will be needed. Assuming the 8.8 deputies required in 2008 remain available, the County Sheriff's Office will need to provide 4.2 additional law enforcement officers by 2025.

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

Planned law enforcement projects are listed in Table 7-4.

[table 7-3 and 7-4 and 7-5 here; no change]

OTHER CAPITAL FACILITIES & SERVICES

Fire Protection

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

- Fire Protection District No. 2 is a volunteer district serving the area south of SR 20 and a majority of the Bayview Ridge Heavy Industrial area. The District No. 2 station is located south of SR 20 and has been expanded by the addition of one more bay in anticipation of meeting future demand. The signalization of the SR 20/Farm to Market Road intersection enables emergency vehicles from the District to pass easily across SR 20 by triggering a red light. The majority of District No. 2's protection area lies outside the Bayview Ridge Subarea.
- Fire Protection District No. 12, also a volunteer district, provides fire protection services to the area north of Josh Wilson Road and west of Farm to Market Road, as well as the Paccar Technical Center (within the Bayview Ridge Subarea). The District 12 station is located in the community of Bayview, north and west of the Bayview Ridge Subarea.
- Fire Protection District No. 6, serving the majority of the Subarea, is co-located with the Burlington Fire Department, and serves an area extending west from Burlington to include the Bayview Ridge residential area and Country Club, the 1800-plus-acre Port of Skagit ~~County~~ ownership, and all private UGA acreage previously within Fire District No.12 north of Ovenell Road (excluding the Paccar Technical Center).

Fire District No. 6 serves an approximate 29-square mile area. The District contracts with the city of Burlington Fire Department and the two entities essentially operate as one department. Total calls increased 105% from 1997 through 2006, as illustrated in Figure 7.6 below.

[table 7.6 here]

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

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

The Bayview Ridge UGA must meet LOS requirements for urban level fire protection service. These requirements are specified in the Countywide Planning Policies. Negotiations are on-going and annexations have been initiated to ensure a coordinated approach to delivery of fire protection services. The County will also work with Paccar, Fire District 6 and the Port of Skagit ~~County~~ to provide improved access to the Paccar facility from the new District 6 station. Based on Countywide Planning Policy No. 1.7, the LOS standard for UGAs is an ISO grading of five or better. ISO ratings measure the level of fire service protection available within a fire district. The ratings are based on a number of factors, including training, equipment, water availability, and response capability. Ratings fall within a scale of one to ten, with

the lower number being better. An "A" next to a rating stands for tanker credit, which means that the district can provide a certain amount of water in a continuous flow for a specified time.

With fire protection services provided by three districts, the optimum configuration of district boundaries to protect final build-out of the Bayview Ridge UGA is under discussion. Negotiations ensuring a coordinated approach to delivery of fire protection services are in process.

Deficiencies & Proposed Improvements

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

Fire hydrant placement in urban density developments must be adequate to provide sufficient volume and pressure for fire fighting needs. These needs can be met through adoption and enforcement of development standards. The district constructed a new station within the Subarea in 2007. The property was donated. ~~Other~~ Fire District No. 6's 2014-2019 capital ~~expenditures include a~~facilities plan anticipates no new ~~fire engine and various equipment, as detailed~~acquisitions in ~~Table 7.7:~~the six-year planning period.

[table 7.7 deleted]

Fire District No.2 – The District's Capital Improvement Plan for ~~2007-2016~~2013 includes ~~purchase~~replacement of ~~land for a new~~an engine/pumper at station 1 for $300,000 from bank reserves in 2014, and a ~~new aerial pumper~~second replacement at station 2 for $450,000 from bank reserves in 2018.

Fire District No.12 – ~~The District's Capital Improvement Plan for the years 2008-2013 indicates that capacity is adequate~~Fire District 12 did not respond to requests for ~~demands and no major improvements are identified.~~ updated capital facilities information.

Water System

System Description

Public water service within the Bayview Ridge Subarea is provided by ~~the~~Skagit 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 and pending water rights to 35.8 Million-gallons-per-day of source water per year. The PUD provides water service to new developments and, together with the city of Anacortes, serves the County's 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 stores 1,450-million gallons at water surface elevation 465 feet. A new pump station and pipeline from the Skagit River to Judy Reservoir ~~will provide~~provides a more reliable alternative source of supply. ~~It is scheduled for completion In 2008.~~ A large portion of the unincorporated County population is served by the Judy Reservoir system. The Bayview Ridge area is currently served by interties with the city of Anacortes. The District has longterm 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 1996 Skagit River Memorandum of Agreement, PUD No. 1 does not anticipate any shortage of supply before 2050.

Treatment and Storage. Water is pumped from Judy Reservoir to the water treatment plant. The treatment plant ~~is being~~has been expanded to 30 MGD peak flow~~, with an estimated completion in 2008~~. Treated water flows from the treatment plants to 4.2 million gallon storage tanks that supply the transmission system by gravity.

Transmission and Distribution. The transmission and distribution pipelines of the Judy Reservoir system consist of over 595 miles of water mains, and over 31 million gallons of potable water storage capacity.

Level of Service (LOS) & Capacity Analysis

The Skagit County Coordinated Water Supply Plan has adopted levels of service shown in Table 7-8. The adopted 2000 standards represent a decrease from previous years due to public awareness and water conservation methods.

[table 7.8 here]

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

Bayview Ridge Subarea

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

The PUD's capital improvement plan anticipates urban development of the full Urban Growth Area (UGA) 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 reliance on the intertie with the Anacortes system. Available reservoir storage is dependent on the topography of the area served so as to maintain minimum pressure. However, it is expected that the tank could serve 8,290 Equivalent Residential Units (ERUs) at build-out for this Subarea.

Planned water system improvement projects specific to the Bayview Ridge area are summarized in Table 7-9.

[table 7.9 here]

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 Final Draft 2007 Water System Plan. Estimated costs in 2007 dollars.

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

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

A portion of Ovenell Road does not have public water installed. This section of line will be installed by the developer when property in the area is further developed.

Wastewater

System Description

The city of Burlington provides sewer service to the industrial area and existing residential subdivisions within Bayview Ridge. The city of Burlington's sewer system service area includes the area within the city limits, as well as surrounding unincorporated areas. The service area is divided into the western and eastern service areas. Bayview Ridge, including the residential area and the Port of Skagit ~~County~~, is situated within the western service area. The sanitary sewer collection system at the Port of Skagit ~~County~~ was purchased by the city of Burlington in 2000, after expiration of the original Interlocal Agreement for service. Port tenants are now city sewer customers.

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

[photo of green buildings]

Level of Service (LOS) & Capacity Analysis

Adequate design of wastewater treatment and conveyance facilities requires the determination of the quantity and quality of wastewater generated from each of the contributing sources. Increases in wastewater flows can be attributed to a variety of sources: population and commercial growth in sewered areas, extension of sewer service to areas previously on septic systems, and increases in infiltration and inflow. The majority of flow increases to the western service area will be generated by extension of sewer service into the Bayview Ridge residential area and general growth within the UGA.

The flow design standards established in the 1996 City of Burlington Wastewater Facilities Plan are summarized in Table 7-10.

[table 7.10 here]

Table 7-11 shows the wastewater flow projections for the years 2007-8 and 2025. Projections were made using the flow design standards along with the population, commercial, and industrial growth projections for the city of Burlington sewer service area.

[table 7.11 here]

Deficiencies & Proposed Improvements

The city of Burlington wastewater treatment plant expansion was completed in 2001. This expansion to 3.79 million gallons per day provides treatment capacity through 2025.

Numerous improvements to the sewer collection system have been made in the last decade to serve the growing industrial area. For example, pump station #8 was added at Peterson and Avon-Allen Roads in order to provide an independent pressure flow from the base of the hill to the sewer treatment plant. Further upgrades will need to be made, most notably along Peterson Road, and these improvements will be financed by developers of adjacent properties.

Schools

System Description

The Burlington-Edison School District has 5 elementary schools and one high school. The Bayview Ridge Subarea is served by Bay View Elementary, located adjacent to the subarea on the north side of Josh Wilson Road, and Burlington-Edison High School, located in the city of Burlington. According to the Burlington-Edison School District No. 100 2007 Six-Year Capital Facilities Plan, the District's 2006-07 permanent capacity is 3,425, whereas the full-time equivalent enrollment on September 1, 2006, was 3,788. The District is using relocatable facilities to house students in the interim period until new permanent facilities become available.

[photo of Bay View School here]

Level of Service (LOS) & Capacity Analysis

The district's standard of service is a class size of 25 students per classroom. The "relocatable" or portable classrooms used to house the excess enrollment "are not included in the calculation of the District's permanent capacity." Further, the standard may need to be adjusted as the student population changes, according to the district's capital facilities plan.

The 2007 Six-Year Capital Facilities Plan forecasts an enrollment increase of 19 percent from 2006 to 2012. In the short-term, increased growth is anticipated throughout the district. The Six-Year Capital Facilities Plan notes that: "Adjustments in school boundaries are periodically required to alleviate the capacity problems at individual elementary schools. In the long term, it is expected that significant growth will occur outside the Burlington city limits in the western and northern parts of the District."

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 or "relocatable" classrooms are used within the District and will continue to serve as interim facilities, but are not included in the calculation of the District's permanent capacity. The Burlington-Edison School District has established a class size standard of 25 students per classroom, although this may be increased to 30 when necessary.

The permanent capacity and ~~September 2006~~ enrollment of the facilities projected to serve the Bayview Subarea are shown in Table 7-12 using data from the District's 2011 capital facilities plan.

TABLE 7-12
Burlington-Edison School District
Selected Facilities

School	Permanent Capacity	~~Sept 2006~~Projected 2013 Enrollment
Bay View Elementary	~~425~~375	
Burlington-Edison High School	~~1,075~~950	1,~~075~~119
District-wide	3,~~425~~150	3,~~788~~857

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

Deficiencies & Proposed Improvements

The School District relates projections of new dwelling units to the number of new K-12 students. Countywide planning policies allocate 3,870 more people to the Bayview Ridge Subarea between 2008 and by 2025. Assuming 2.5 persons per household, this equals 1,519 new homes. Using School District projections, the 1,519 new homes would generate approximately 711 new students, 528 elementary students and 183 high school students. At the elementary level, this represents approximately 21 new classrooms (assuming 25 students per classroom).

Drainage

System Description

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

[photo of stormwater grate here]

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. The increased runoff can impact the low-lying farmlands, which are typically within one of the Drainage Districts. 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, in some instances, this results in little or no detention capability.

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

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

In ~~2006~~2007, Skagit County completed the Bay View Watershed Stormwater Management Plan for the Bayview subbasin to determine the impacts of the increased stormwater discharge due to development within the Subarea.

Level of Service (LOS) & Capacity Analysis

District No. 19 maintains all drainage facilities within the Indian Slough Basin, which is divided into the Little Indian Slough Basin and the Big Indian Slough Basin. This drainage basin encompasses most of the designated Urban Growth Area. Because of its trend toward urbanization, many stormwater treatment and conveyance systems already exist within this drainage basin, including a pump station at the outlet. Flooding in Big Indian Slough appears to be concentrated near the confluence of the runoff from the Urban Growth Area, including Skagit Regional Airport, and the main stem of Big Indian Slough. ~~A bypass~~Widening of the Big Indian Slough channel is proposed by the Bay View Watershed Stormwater Management Plan to alleviate the flooding in this area. ~~Flooding~~To mitigate for flooding in Little Indian Slough ~~appears to be limited to,~~ the ~~upper portion of~~County has replaced the ~~basin, which can be managed through~~Farm-to-Market Road culvert and ~~channel upgrades~~obtained a flood easement for the parcel near the outlet, just upstream of ~~Farm-to-Market~~Bayview-Edison Road.

Dike and Drainage District No. 12, adjoining the Subarea on the west, utilizes a system of pumps and tide gates to discharge water to Padilla Bay at No Name Slough. There are few ponds or stormwater detention facilities within the No Name Slough basin. One primary detention facility is located on the Paccar property. ~~A new detention facility is being constructed on Port property northeast of the intersection of Ovenell Road and Farm-to-Market Road. A regional detention facility is proposed by the Bay View Watershed Stormwater Management Plan north of Marihugh Road, although this District has expressed concern that requiring detention of upland storm water runoff may exacerbate existing problems by not fully utilizing all low tide events.~~ Increased pumping capacity is proposed to reduce the flooding in the slough's lowland areas. In addition, replacement of several undersized culverts is recommended.

Drainage District No. 14 lies northeast of the Subarea. A drainage analysis was prepared by the District in 2002 (Letter Report, January 29, 2002, Semrau Engineering)

which analyzed the capacity of the District's ditches and outfalls. That portion of the Bayview Ridge Subarea which drains to District No. 14, drains to the South Spur Ditch; 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~~County Drainage Utility has ~~insufficient~~ worked with District No. 14 in increase the capacity ~~to accommodate storm flows,~~of the South Spur Ditch and ~~stormwater flow in the Ditch is impacted by~~Joe Leary Slough. A backflow prevention structure will be constructed by District No. 14 in the South Spur Ditch to minimize the impact of backwater effects near its confluence with Joe Leary Slough. ~~To alleviate these concerns, a pump station is proposed in the Bay View Watershed Stormwater Management Plan at the downstream end of the South Spur Ditch.~~ As with the other drainage basins in the Bay View Watershed area, flooding in Joe Leary slough is largely driven by the tidal cycle. The Bay View Watershed Stormwater Management Plan recommends several alternatives, such as construction of a slough bypass, conveyance modifications to allow additional storage near the outlet, and a pump station at the outlet.

Deficiencies & Proposed Improvements

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

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

The 1998 Port of Skagit ~~County~~ Bayview Business and Industrial Park and Skagit Regional Airport Stormwater Management Plan addresses existing and potential drainage problems within the Port ownership. The drainage system consists of roadside ditches, detention/ retention ponds, culverts, and conveyance pipes. The Skagit Regional Airport 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) will be required to meet County surface water/drainage requirements contained in SCC 14.32. Both detention and water quality treatment will be provided on a lot-by-lot basis as development occurs.

The Stormwater Management Plan for the Bayview Subbasin addresses issues such as a capital facilities program and financing plan which recognizes the interrelationship and overlap between the County Drainage Utility and Dike and Drainage District No. 12 and Drainage Districts 14 and 19. ~~It is the intent to develop agreements~~Agreements have been developed between the County Drainage Utility and ~~the~~ Drainage Districts 12 and 14 to coordinate discharge to the downstream drainage facilities. ~~In addition, the County is evaluating the option of having~~; a future agreement will be developed with District 19. Project developers ~~contribute toward regional facilities prior to construction. Project level facilities, funded by project developers~~will provide drainage infrastructure at the time of development, that will be ~~provided~~ consistent with the standards and BMPs presented in the Department of Ecology 2012 Stormwater Management Manual.

For stormwater projects related to Bayview Ridge, see the Skagit County 2014-2019 Capital Facilities Plan.

[table 7.13 deleted]

~~CAPITAL IMPROVEMENT PLAN~~

~~The Capital Improvement Plan is prepared to prioritize projects and predict fiscal trends based on revenues and expenditures. This enables the governing body to maintain and improve public facilities and infrastructure to meet established standards. A summary of capital improvement projects is presented in Table 7-14.~~

~~Acronyms used throughout this section for funding sources are presented in Table 7-15.~~

[table 7.14 ~~here~~deleted] [table 7.15 ~~here~~deleted]

GOALS, OBJECTIVES, & POLICIES

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

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

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

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

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

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

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

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

Policy 7A-2.3 *Encourage the involvement of citizens in the capital facilities planning process.*

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

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

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

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

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

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

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

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

Policy 7A-5.1 *The Bay View Watershed Stormwater Management Plan Phase 1: The Bayview Ridge Urban Growth Area, February 2007, the adopted stormwater management plan for the Bayview Ridge Subarea, shall be updated as needed.*

Objective 7A-6 To practice integrated and efficient management of solid waste in accordance with Washington State waste management priorities to protect and enhance the present and future environmental quality and public health in Skagit County through education, regulations, and economic incentives.

Policy 7A-6.1 *Solid waste management should be provided with adequate resources to manage solid wastes safely, efficiently, and equitably, and should be consistent with State priorities while recognizing local conditions.*

Policy 7A-6.2 *Reducing per capita waste consumption should be supported through educational and legislative efforts that are directed towards changing consumer and industrial practices.*

Policy 7A-6.3 *Recycling efforts and opportunities in the Bayview Ridge Subarea should be maintained at a high level to increase the recycling rate annually.*

Policy 7A-6.4 *Environmental and economic impacts shall be considered and balanced when determining disposal practices.*

Policy 7A-6.5 *Individuals should be encouraged to take personal and financial responsibility for the proper management of the wastes he/she generates. Impact Fees Impact fees are authorized by Statute for road, school, and park improvements according to specific criteria (RCW 82.02). If the County ever elects to add this optional revenue source, additional documentation and calculation will be needed to comply with the impact fee law, and an ordinance will need to be enacted, following appropriate level of public hearings.*

Chapter 8 – Utilities

Bayview Ridge residents and businesses rely on a number of basic utility services that help define their quality of life and maintain their health and well-being. Power, natural gas, telecommunications, and cable are considered utilities under the Growth Management Act. These services are usually taken for granted. Yet without coordination and conscientious planning for future growth, services may be interrupted, inadequate, or prohibitively expensive. The purpose of this section is to facilitate coordination between the utility providers and Skagit County. Such coordination ensures that new facilities provided are compatible with planned growth and utility planning is done in conjunction with land use. While planning for utilities is the primary responsibility of the utility providers, this section identifies issues and policies related to the provision of utilities that are of importance to Skagit County.

EXISTING PUBLIC & PRIVATE UTILITIES

Public Utilities

Electricity

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

Telecommunications

Mount Vernon, Burlington, the Port of Skagit ~~County~~, and Skagit County ~~are~~were partners in a project to bring fiber optic cable to the industrial and airport portions of the subarea. Skagit County was awarded an economic development grant of $300,000 ~~to~~for the project, which ~~has~~had an estimated total cost of just over $600,000. ~~Project implementation is scheduled for 2008.~~

Private Utilities

Natural Gas

Cascade Natural Gas (CNG) provides natural gas service within Bayview Ridge. CNG maintains both an 8-inch and 16-inch distribution mains that traverse the southern boundary of the urban growth area (UGA). These major supply lines serve both the city of Anacortes and the refineries and have adequate capacity to meet the Bayview Ridge needs throughout the 2025 planning period.

[photo here]

Telecommunications

Telecommunications is the transmission of data or information by wire, radio, cable, electromagnetic waves, satellite, or other similar means. In Skagit County, telecommunication utilities include telephone, cellular telephone, cable, and satellite data and voice features. 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 has occurred as a result of expanded licensing by the FCC and technological innovation, leading to the blurring of lines between traditional delivery systems and media.

Bayview Ridge ~~land line telephone service~~Plain Old Telephone Service is provided by ~~Verizon~~Frontier. Telephone service is initiated by customer demand and requests, and service providers are required to provide adequate telecommunications service on demand (RCW 80.36.090). Accordingly, telephone service providers will provide facilities to accommodate whatever growth patterns occur.

Several internet service providers (ISPs) are available via DSL, cable, wireless, and dial-up access 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 Subarea appear to be met adequately.

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

Cable television service in Bayview Ridge is provided by Comcast and Wave Broadband. Several firms offer satellite television access.

[graphic here]

Pipelines

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

Special Districts

Port of Skagit ~~County~~

The Port of Skagit ~~County~~ is a major property owner within the Bayview Ridge Subarea. As a special district, the Port of Skagit ~~County~~ can develop property for industrial use and can lease and sell land, buildings, and facilities to private industry in accordance with state laws. State laws specify that ports may acquire, construct, maintain, operate, develop, and regulate within the district:

- Harbor improvements
- Rail or motor vehicles transfer and terminal facilities
- Water transfer and terminal facilities
- Air transfer and terminal facilities
- Other commercial transportation
- Transfer, handling storage and terminal facilities
- Industrial improvements

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

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

Their largest operation is the Skagit ~~County~~ Regional Airport. At the airport site, the Port operates ~~an industrial~~a business park ~~which~~that in 2008 had 72 major tenants employing 1,219 workers.

RELATIONSHIP TO OTHER PLANS

Growth Management Act Requirements

The 1990 Washington State Growth Management Act (GMA) requires that local comprehensive plans include a utilities element. According to the GMA, the utilities element shall, at a minimum, consist of "the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to: electrical lines, telecommunication lines, and natural gas lines. In addition, the State guidelines for implementing the GMA (Chapter 365-195 WAC) state that policies should be adopted that call for:

1. Joint use of transportation rights-of-way and utility corridors, where possible.

2. Timely and effective notification of interested utilities of road construction and of maintenance and upgrades of existing roads to facilitate coordination of public and private utility trenching activities.

3. Consideration of utility permits simultaneously with the proposals requesting service and, when possible, approval of utility permits when the project to be served is approved.

Countywide Planning Policies

Countywide Planning Policy No. 12 addresses the need for public facilities and services. The policy states that public facilities and services necessary to support development shall be adequate to serve the development at the time of occupancy without decreasing current service levels. The

countywide planning policy calls for an integrated system of facilities. It further requires that lands be identified for public purposes, such as utility and transportation corridors, landfill, sewage treatment facilities, recreation, schools, and other public uses. Such planning will lead to a more efficient delivery of services.

MAJOR ISSUES

Coordination & Concurrency

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

Compatibility & Design Standards

The siting of utility facilities requires coordination with Skagit County's land use plan and this comprehensive plan so that they will be sited in a manner reasonably compatible with adjacent land uses, including the airport. When new roads are constructed, electrical and telecommunications lines are required to be placed underground.

REGULATORY SETTING

Washington Utilities & Transportation Commission

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

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

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

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

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

Federal Energy Regulatory Commission

The Federal Energy Regulatory Commission (FERC) is an independent, five-member commission with the U.S. Department of Energy. FERC establishes rates and charges for the interstate transport and sale of natural gas, for the transmission and sale of electrical power, and for the licensing of hydroelectric power projects. In addition, the commission establishes rates and charges for the interstate transport of oil via pipeline.

PUBLIC UTILITIES

Electricity

Puget Sound Energy plans to continue to improve and extend its facilities as necessary to serve the growing demand in its service area. 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.

PRIVATE UTILITIES

Natural Gas

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

Other than the public fiber optic project mentioned above, expansion of telecommunications services is driven by market demand, technology, and return on investment.

SPECIAL DISTRICTS

Port of Skagit ~~County~~

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

GOALS, OBJECTIVES, & POLICIES

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

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

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

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

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

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

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

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

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

Policy 8A-3.1 *Telecommunication towers are prohibited in the Bayview Ridge Subarea, except in the Heavy Industrial District, and only in conformance with the Federal Aviation Agency's Part 77 Surfaces and other regulations as described in the Port of ~~Skagit County's~~Skagit's Skagit Regional Airport Master Plan (~~2005~~2007) or as further amended.*

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

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

Policy 8A-3.4 *Require mitigation of visual impact.*

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

Policy 8A-4.1 *Include Puget Sound Energy, Verizon, and all other overhead line users in development and implementation of streetscape planning.*

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

Chapter 9 – Parks and Open Space

EXISTING CONDITIONS

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

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

[photo here]

The Port of Skagit ~~County~~ has developed a 10.4-mile non-motorized trail system linking its north and south leaseholds within the Subarea - Figure 10. The trails are surfaced with gravel and are approximately 8 feet in width. It is anticipated that these trails will ultimately provide connections to Josh Wilson and Farm to Market Roads, as well as SR 20.

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

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

The ~~2004~~2012 Skagit County Comprehensive Park and Recreation Plan addresses park, recreation, and open space needs throughout the County and within individual communities such as Bayview Ridge.

RELATIONSHIP TO OTHER PLANS

Countywide Planning Policies

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

CPP 9.1 *Open space corridors within and between urban growth areas shall be identified. These areas shall include lands useful for recreation, fish and wildlife habitat, trails, and connection of critical areas.*

CPP 9.2 *To preserve open space and create recreational opportunities, innovative regulatory techniques and incentives such as but not limited to, purchase of development rights, transfer of development rights, conservation easements, land trusts and community acquisition of lands for public ownership shall be encouraged.*

CPP 9.3 *The use of Open Space Taxation Laws shall be encouraged as a useful method of land use control and resource preservation.*

CPP 9.4 *Expansion and enhancement of parks, recreation and scenic areas and viewing points shall be identified, planned for and improved in shorelands, and urban and rural designated areas.*

CPP 9.5 *Property owners shall be encouraged to site and design new construction to minimize disruption of visual amenities and solar resources of adjacent property owners, public road ways, parks, lakes, waterways and beaches.*

CPP 9.6 *Development of new park and recreational facilities shall adhere to the policies set out in this Comprehensive Plan document.*

CPP 9.8 *Incompatible adjacent uses including industrial and commercial areas shall be adequately buffered by means of landscaping, or by maintaining recreation and open space corridors.*

CPP 9.9 *A park and recreation system shall be promoted which is integrated with existing and planned land use patterns.*

CPP 9.10 *Indoor and outdoor recreation facilities shall be designed to provide a wide range of opportunities allowing for individual needs of those using these facilities.*

CPP 9.12 *In planning new park and recreation facilities, Skagit County shall take into consideration natural features, topography, floodplains, relationship to population characteristics, types of facilities, various user group needs and standards of access including travel time.*

Skagit County Comprehensive Park & Recreation Plan

The ~~2004~~2012 Skagit County Comprehensive Parks and Recreation Plan recommends the following park facilities in the Bayview Ridge UGA:

Proposed Bayview Community Park Development Level 2

The Bayview Ridge area is unincorporated but designated by Skagit County as an area of urban growth. It is located on the hill west of I-5 and is being developed at a much higher density than neighboring unincorporated lands. To provide park services in this area, a community park site is proposed. The timeline for the development of this park should parallel the timeline for other Bayview sub area infrastructure. The park should therefore be completed as the subarea reaches capacity. ~~(Chapter 11, page 16~~ *Trail corridors should be acquired as made available. Connections to the Port of Skagit trails are highly recommended.* (Chapter 11, page ~~9~~)

BAYVIEW RIDGE SUBAREA PLAN

~~This plan update revisits the parks component based on the decision to allow schools in the outermost airport safety zone, zone 6, due to the important role that schools play in building a cohesive community. While the Skagit Regional Airport Land Use Compatibility Study recommends that schools be prohibited in all six airport safety zones (p.13), it also acknowledges that except for FAA regulation of the runway and close-in runway protection zones, "the question of underlying land use and acceptable risk is still ultimately one of what is acceptable to the local community." p.12~~

- ~~This update re-assesses the overall recommendation of a 25-acre community park with several other park and open space criteria:~~
- ~~Need for school playfields; and desirability of sharing public facilities;~~
- ~~Requirement for 10-15% airport safety open space in the residential areas;~~
- ~~Recommended open area every 1/4 to 1/2 mile (Table 1.1, safety zone 6); and~~
- ~~Open space separators between urban and rural areas.~~

~~Open space stemming from the airport safety zones alone amounts to approximately 45 acres. The basis of this estimate is ten percent of the approximately 450 acres of land in the BR-R and URv zones that is also in the Airport Environs Overlay and is undeveloped or underdeveloped.~~

~~The previous *Skagit County Comprehensive Park and Recreation Plan*, adopted in 1998, recommended that a 25-acre Bayview community park be located south of Peterson Road and west of the Bayhill development., The specific location and size of community parks, open space, and trails should be re-examined by the Skagit County Parks and Recreation Department in light of the land use recommendations in this Subarea Plan and the recommendations of the *Skagit Regional Airport Land Use Compatibility Study*. Chapter 7, the Capital Facilities Plan, identifies $46,000 for this work, which will be accomplished in parallel with development of the Planned Unit Development regulations.~~

~~Open space is a broad term that includes numerous components. Under the Growth Management Act, it includes, but is not limited to:~~

- ~~Recreation lands,~~
- ~~Wildlife habitat~~
- ~~Trails~~
- ~~Critical areas~~

~~In the case of Bayview Ridge, open space is required for airport safety, and to separate the UGA from the surrounding rural and resource lands.~~ The integration of parks and open space within Bayview Ridge are critical for the following reasons:

- To provide compatibility with Skagit Regional Airport;
- To meet the recreational needs of Bayview Ridge residents and employees;

- To protect sensitive natural areas;
- To contribute to the physical and visual context of Bayview Ridge.

Properties in Airport Safety Zones 1-6 are subject to specific open space standards set forth in SCC 14.16.210 to minimize safety conflicts. The open space standards range from 10% in Airport Safety Zones 4S, 4L, an d 6, 30% in Safety Zone 5, and 100% (except for airport structures) in Safety Zone 1. For schools and churches in Safety Zone 6, at least 25% of the site shall be permanent open space, playfields, or other active recreation areas.

Visual open space is provided by protected land adjacent to the airport runway. The 400-plus acres of protected wetlands and buffers in the Port of Skagit WIN program are a key element of the UGA's open space system.

~~Buffers between industrial and adjacent residential development and the buffer around the community center area are another element of the open space system and can be used for trails. Another potential location for open space is the residentially zoned area in and near Safety Zone 4S.~~

~~Open space will also be retained along the northeast edge of the Subarea, along the hillside. This open space will be used primarily for wildlife habitat and aesthetics/ visual separation. The extent to which any open space will be used for passive recreation and trails must be determined on a case-by-case basis, based on potential impacts to environmentally sensitive areas.~~

~~Further discussion of parks, recreation and open space levels of service (LOS) can be found in Chapter 7.~~

The Skagit County Comprehensive Parks and Recreation Plan identifies open space needs based on Level of Service (LOS) Standards, public input, use patterns, and other factors. These Parks and Recreation Plan provisions translate into the following subarea proposals:

- Community park (or parks) with a minimum of 18.2 acres (based on the anticipated 20-year subarea build-out population of 5,000 residents) or approximately 396 square feet per dwelling unit. Community parks should be sized, located, and designed to serve the greater Bayview Ridge area (including the Subarea and nearby surrounding areas). They should include a large number and type of ball fields, facilities and a variety of activities such as open space, swimming, BBQs, trails, and picnic areas for larger gatherings. They may include passive recreation areas such as boardwalks and trails, picnic shelters, and interpretive facilities and natural areas such as streams, wetlands, and forestlands.
- Neighborhood/pocket parks equaling at least 9.1 acres (again, based on the anticipated 20-year subarea build-out population of 5,000 residents) or approximately 198 square feet per dwelling unit. Neighborhood/pocket parks are typically smaller than a Community Park should be sized, located, and designed to serve uses within walking distance of the park (1/4 mile). Neighborhood parks may include active and passive uses including sports courts, children's play areas, trails, open lawn areas for informal recreational activities, picnic areas, public gardens, recreational buildings, and natural areas. Stormwater management ponds or similar features may be counted towards the space requirements if they are clearly designedin a manner that functions as a recreational space and remains dry most of the year (such as an open grassy park space). Such open spaces are intended to be dedicated to the County or preserved as permanent open space on the plat.

As a mechanism to encourage the development of public open space, the subarea plan calls for dedicated open space lands within a development to be used in the projects' density calculations. This allows the flexibility to cluster uses around the open spaces to enhance their use and provide more "eyes on the park" for safety purposes.

The subarea plan also proposes park design criteria, to ensure that parks are well-integrated into the design of new subdivisions and surrounding uses:

- Subdivisions/uses adjacent to planned or existing parks/public open spaces shall be designed to maximize visibility and pedestrian access to these areas through street configuration, pathways, and development orientation.
- Off-street trails are envisioned to be a defining feature of new residential developments and function as the backbone of the network of open spaces in the area.
- Parks and open space shall be located and designed to be convenient, usable, accessible and safe, and accommodate uses/activities that appropriately serve the anticipated residents and users of the development.

School playfields are also intended to be a major community open space resource. The subarea plan calls for safe and convenient pedestrian connections to schools and their playfields.

GOALS, OBJECTIVES, & POLICIES

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

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

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

Policy 9A-1.1 *Acquire and develop lands and facilities that will be particularly attractive and cost efficient to maintain.*

Policy 9A-1.2 *Develop ~~a master plan~~standards and guidelines for the amount and design of Bayview Ridge Community Parks~~, including citizen involvement~~.*

Policy 9A-1.3 *Develop ~~a Bayview Ridge~~an Open Space Plan, in conjunction with all PUD applications, that satisfies the need for open space for aircraft safety, parks, trails, and recreation.*

Policy 9A-1.4 *Provide public open space opportunities scattered throughout Bayview Ridge.*

Policy 9A-1.5 *Preserve and protect significant environmentally sensitive areas and incorporate these areas into an open space system.*

Policy 9A-1.6 *Require that usable open space be within walking distance of all residents. Small neighborhood parks and tot lots will be owned and maintained by a Homeowners' Association, unless otherwise approved by Skagit County.*

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

Policy 9A-2.1 *Encourage shared use of public and quasi-public facilities.*

Policy 9A-2.2 *Work with non-profit entities to ensure long-term preservation of parks and open space.*

Policy 9A-2.3 *Utilize park standards as established in the Skagit County Comprehensive Park and Recreation Plan to ensure that as land development occurs, adequate land is set aside within new development for parks and open space and that the impacts on neighborhood and community parks are assessed and mitigated appropriately.*

Objective 9A-3 Create a comprehensive system of multipurpose trails for recreational hikers and walkers, joggers, bicyclists and Bayview Ridge residents and employees.

Policy 9A-3.1 *Develop a trail system that links the residential, community center and airport/ industrial portions of the Subarea.*

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

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

[Full page graphic here]

Chapter 10 – Natural Environment

EXISTING CONDITIONS

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

The Bayview Ridge Subarea is situated on a topographic bench above the Skagit Valley floodplain, and the marine waters of Padilla Bay to the west. The natural landscape within the Bayview Ridge Subarea encompasses gently sloping terrain, steep hillsides, numerous wetlands, large stands of mature trees, and open fields. In past years, the Bayview Ridge Subarea has experienced a high level of growth associated with industrial and residential development in and around the Skagit Regional Airport. With that growth there has been a slow degradation of the natural environment. Generally, there has been a decrease in quantity of wetlands and native vegetation.

[photo]

Critical Areas. Skagit County identifies wetlands, aquifer recharge areas, frequently flooded areas, geologically hazardous areas, and fish and wildlife habitat conservation areas as critical areas of the natural environment requiring conservation and protection. While critical areas are present throughout the county, their identification and exact location are not always mapped or mapped accurately. The county will use critical area site assessments at the time of permit or development application to confirm the presence, exact location and classification of critical areas.

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

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

Geologically Hazardous Areas. Potential geologic hazards in the Bayview Ridge Subarea generally include landslide hazards, erosion hazards and seismic hazards. Landslide hazard areas are generally limited to the eastern portions of the subarea. Those areas throughout the subarea with slopes in excess of 40% and a vertical relief greater than 10 feet may be at risk.

Although the subarea is primarily flat, erosion hazards may be present on slopes in excess of 30%, primarily in the eastern portion of the subarea. There are three soil types present within the subarea which are at moderate to high soil erosion risk on slopes less than 30%. These include the Fidalgo-Lithic Xerochrepts-Rock outcrop complex with slopes of 3 to 30%, Swinomish gravelly loam with slopes of 15 to 30% and Xerothents with slopes to 5%. According to the Soil Survey of Skagit County, the Fidalgo-Lithic Xerochrepts-Rock outcrop complex is isolated in a small area in the southwest portion of the Bayview Ridge Subarea. Swinomish gravelly loam is more prevalent in the area and is located in the eastern portion of the subarea. Xerothents soils are located throughout the central and eastern portion of the subarea.

As with all of Skagit County, the Bayview Ridge Subarea is at risk for seismic hazards. Seismic hazards for this area include development damage as a result of ground movement, slope failure, settlement and liquefaction. According to the Washington Department of Natural Resources Liquefaction Susceptibility Map, the Bayview Ridge Subarea is within an area of moderate to high liquefaction potential.

Although there is no known surficial expression of faults within the subarea, extrapolation of fault locations on

geologic maps indicate that some pre-Holocene faulting may be present at depth. Regardless of the presence of faults within the boundaries of the Bayview Ridge Subarea, it is within a seismically active region and will be subject to seismic hazards. Geotechnical analysis, *building/foundation design and proper construction* are essential to minimize damage resulting from seismic events.

Wetlands. Wetlands are legally protected under the Federal Clean Water Act, the State Growth Management Act State Water Pollution Control Act and Skagit County code regulations. Wetlands are areas identified by the *presence of water during the* growing season, hydric soils, and the presence of a plant community that is able to tolerate prolonged soil saturation. These areas provide many important environmental functions, including flood storage and attenuation, wildlife habitat, aquifer recharge, water filtration and sediment deposition to improve water quality for fish, other aquatic species and wildlife, and a *visual buffer in the built landscape.*

Numerous wetlands are scattered throughout Bayview Ridge Subarea (Figure 10), and are especially prevalent in the western and central portions of the Subarea. Some wetlands in the Subarea are fragmented or isolated by existing development; others have been hydrologically modified by uncontrolled or poorly controlled stormwater runoff; others support populations of primarily invasive vegetation.

The Port of Skagit ~~County~~ identified 445 acres of wetlands and buffers within their 1,800-plus-acre ownership as part of the Skagit County WIN Wetland Management Plan (Skagit County Wetlands and Industry Negotiation). An additional 938 acres is identified as open space. The open space is located between and adjacent to the two runways.

The 2006 Bayview Ridge Subarea Plan relied on the National Wetland Inventory (NWI) and interpretations of aerial photography to estimate the amount of wetlands in the portion of the Subarea not on Port property, and therefore outside the WIN program. The twenty-year old NWI data is not a reliable source for estimating the specific size and location of wetlands. Wetlands will be delineated by project proponents as specific development projects are proposed.

Fish and Wildlife Habitat Conservation Areas. Fish and wildlife habitat conservation areas include areas with which endangered, threatened and sensitive species have a primary association, habitats and species of local importance, commercial and recreational shellfish areas, kelp and eelgrass beds, herring and smelt spawning areas, naturally occurring ponds under twenty acres and their submerged aquatic beds that provide fish or wildlife habitat, waters of the state, lakes, ponds, streams and rivers planted with game fish by a governmental or tribal entity and state natural area preserves and natural resource conservation areas. Higgins Slough flows along the southeastern tip of the Subarea, just north of SR 20 in the vicinity of the Ovenell and Avon-Allen Roads. Higgins Slough is known habitat for Coho. The Washington State Department of Fish and Wildlife (WDFW) determined all ditches that exist on the Port of Skagit ~~County~~ ownership north of Ovenell Road (other than Higgins Slough) are "artificial watercourses." No other streams or watercourses are known to exist within the Subarea. Vegetation within Bayview Ridge consists of large stands of evergreen and deciduous trees, pasture grass, wetland vegetation and residential landscaping.

While the amount and location of productive fish and wildlife habitat in the Bayview Ridge Subarea has been altered through the conversion of open lands to agricultural and urban uses, there remain areas retaining high habitat value. Information from the Washington State Department of Fish and Wildlife shows that there are two active eagle nests within the Bayview Ridge Subarea Plan Boundary. Bald Eagles are listed as a sensitive species under the Washington State Eagle Protection Act. ~~Skagit County currently has no other designated Habitat Conservation Areas~~The are both fish-bearing and non fish-bearing streams within the Bayview Ridge Bayview Ridge Subarea.

[Port of Skagit Wetlands map]

RELATIONSHIP TO OTHER PLANS

Countywide Planning Policies

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

CPP 10.1 *Natural resource lands, including aquatic resource areas and critical areas shall be classified and designated, and regulations adopted to assure their long-term conservation. Land uses and developments that are incompatible with critical areas shall be prohibited except when impacts from such uses and developments can be mitigated.*

CPP 10.2 *Land use decisions shall take into account the immediate and long range cumulative effects of*

proposed uses on the environment, both on and off-site.

CPP 10.3 The County shall reduce the loss of critical aquatic and terrestrial habitat by minimizing habitat fragmentation.

CPP 10.4 Wetlands, woodlands, watersheds and aquifers are essential components of the hydrologic system and shall be managed to protect surface and groundwater quality.

CPP 10.7 Development shall be directed away from designated natural resource lands, aquatic resource areas and critical area.

CPP 10.9 Septic systems, disposal of dredge spoils and land excavation, filling and clearing activities shall not have an adverse significant ~~affect~~effect on Skagit County waters with respect to public health, fisheries, aquifers, water quality, wetlands, wildlife habitat, natural marine ecology and aquatic based resources.

CPP 10.11 When evaluating and conditioning commercial, industrial or residential development, Skagit County shall consider threatened or endangered wildlife.

CPP 10.12 Skagit County shall enter into interagency agreements with appropriate state and local agencies and Native American Tribes for compliance with watershed protection, including but not limited to, the cumulative effects of construction, logging and non-point pollution in watersheds.

[WDFW Priority Habitats and Species Map]

BAYVIEW RIDGE SUBAREA PLAN

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

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

GOALS, OBJECTIVES, & POLICIES

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

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

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

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

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

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

Policy 10A-1.5 Discourage the use of fertilizers and pesticides on lawns through awareness

and education programs offering environmentally friendly, non-chemical alternatives.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Chapter 11 – Essential Public Facilities

EXISTING ESSENTIAL PUBLIC FACILITIES

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

Essential public facilities are addressed in Chapter 10 of the Skagit County Comprehensive Plan. Three existing county-wide essential public facilities are identified, two of which are located in the Bayview Ridge Subarea—the Skagit ~~County~~ Regional Airport and the Skagit County ~~Solid Waste~~Recycling and Transfer Station. The Subarea plan must provide for continued utility of these facilities in light of proposed development.

[photo here]

The Skagit Regional Airport, located in the central and western portions of the Subarea, is a general aviation airport owned by the Port of Skagit ~~County~~ and is the largest airport in Skagit County. The ~~2005~~2007 Skagit Regional Airport Master Plan extends through the year 2025. The Plan predicts an increase from 57,400 annual take-offs and landings in 2004, to 81,462 operations by 2025, a more modest prediction than the 1995 master plan, which anticipated 100,000 operations by 2013. Future general aviation operations will continue to be dominated by business oriented flight, private transportation, flight training, or other forms of non-commercial activity using jet, turboprop, rotor aircraft and single- and multi-engine piston aircraft. Air cargo operations are also forecast to remain steady at two flights per day. ~~Commercial passenger service is expected to offer about 3.5 flights per day to various locations by 2025.~~

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

RELATIONSHIP TO OTHER PLANS

Countywide Planning Policies

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

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

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

BAYVIEW RIDGE SUBAREA PLAN

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

The Subarea Plan addresses the long-term viability of the Skagit Regional Airport. Within the central and western portions of the Subarea, ~~761~~768 acres are designated for aviation-related uses, and an Aviation-Related zoning district (AVR) has been created for these uses.

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

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

[transfer station photo]

GOALS, OBJECTIVES, & POLICIES

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

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

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

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

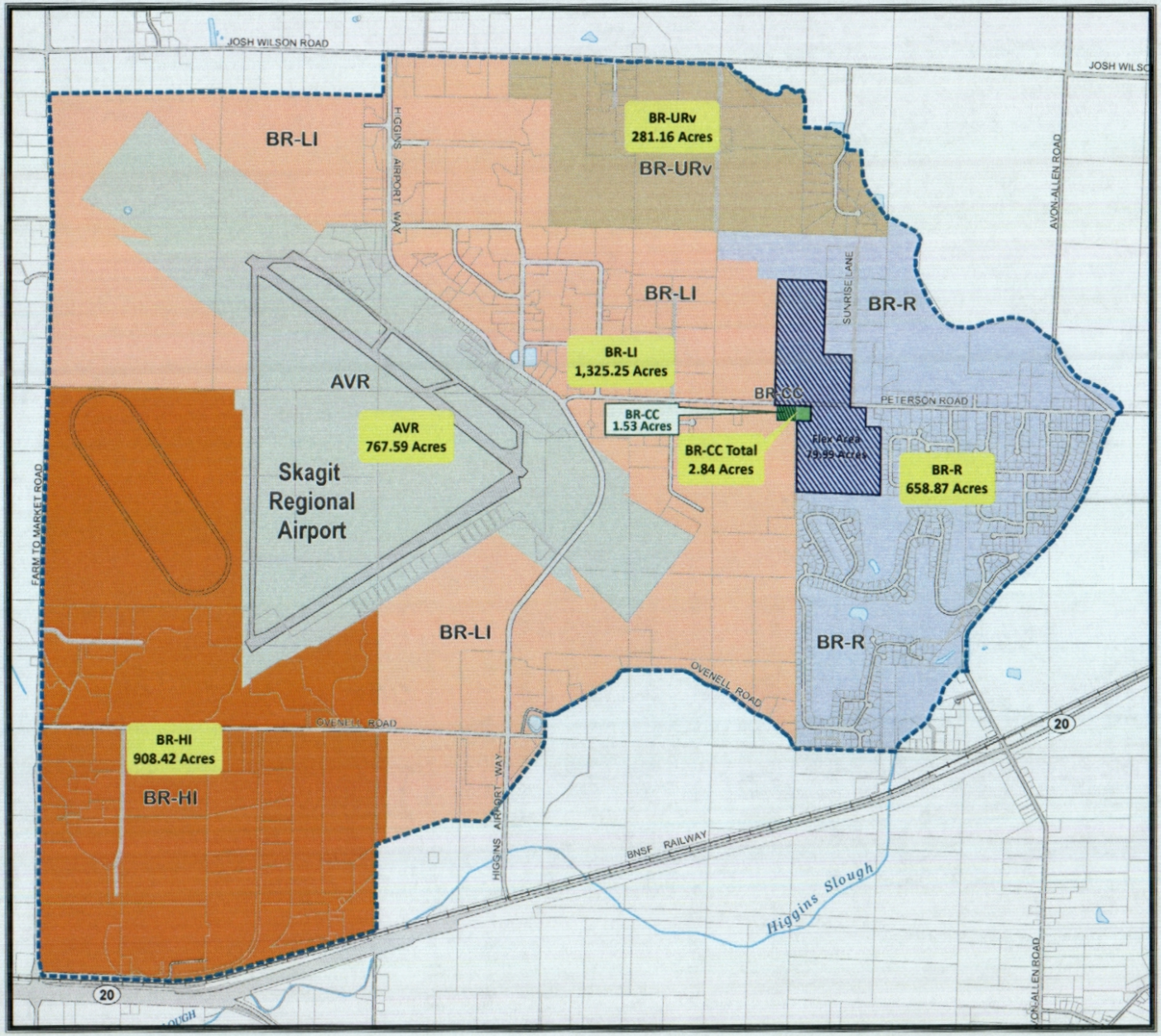
Policy 11A-1.3 *Coordinate capital facility planning within Bayview Ridge with the Port of Skagit ~~County~~.*

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

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

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

Goal 11B Provide for the siting of new essential public facilities based on the requirements of Chapter 10 of the Skagit County Comprehensive Plan.



LEGEND

- Airport Environs Overlay
- Urban Growth Area Boundary
- Flex Area

Land Use Designations

- [BR-R] Bayview Ridge Residential
- [AVR] Aviation Related
- [BR-URv] Bayview Ridge Urban Reserve
- [BR-LI] Bayview Ridge Light Industrial
- [BR-CC] Bayview Ridge Community Center
- [BR-HI] Bayview Ridge Heavy Industrial

Proposed Revision

November 2013

0 0.25 0.5 Miles

N W E S

SKAGIT COUNTY GIS

BAYVIEW RIDGE SUBAREA PLAN

Land Use Plan
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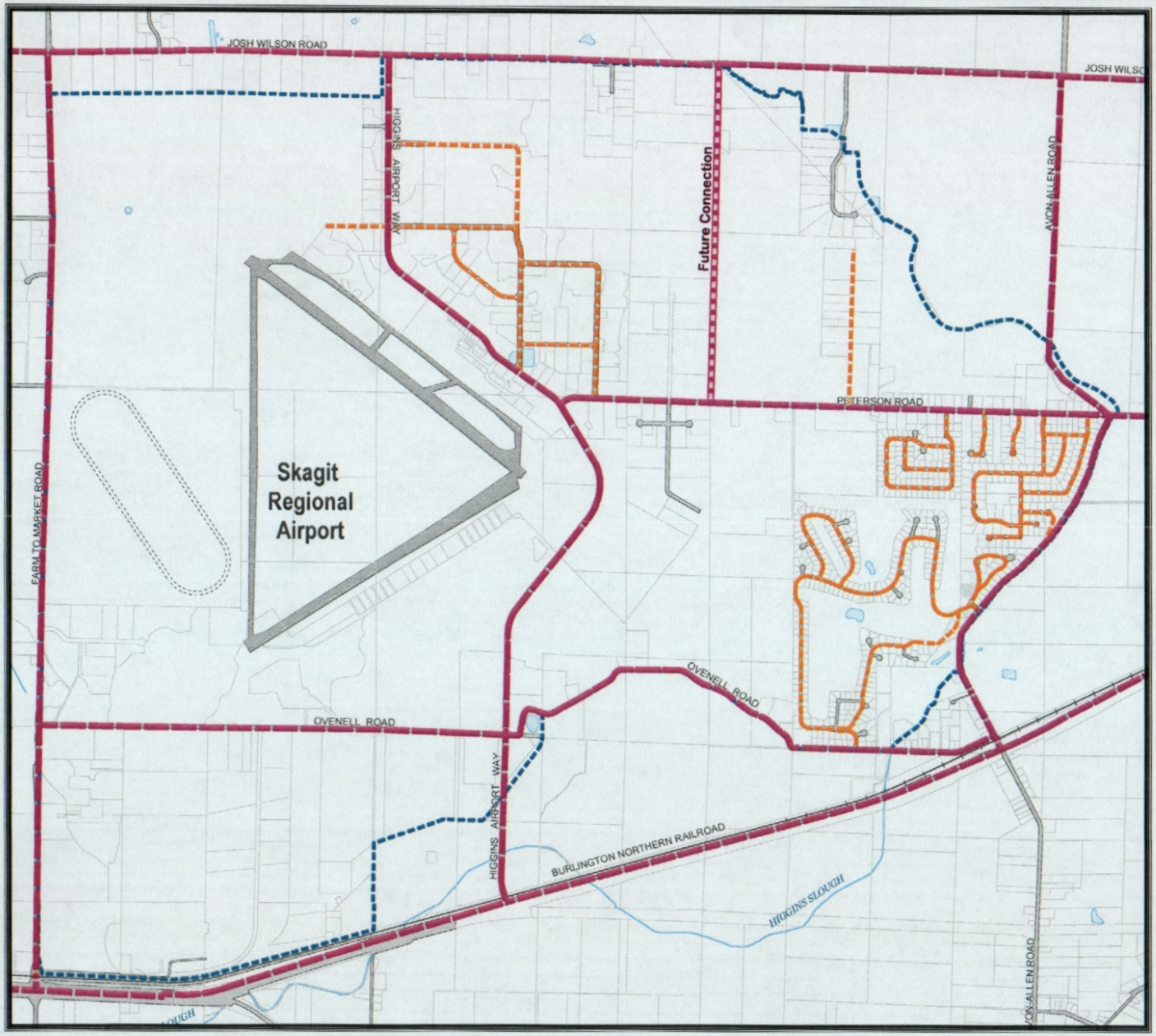

LEGEND

- Urban Growth Area Boundary
- Major Collector
- Future Connection
- Local Access

DRAFT

August 2013

0 0.25 0.5 Miles

N W E S

SKAGIT COUNTY GIS

BAYVIEW RIDGE SUBAREA PLAN

Road System