



Skagit County Planning & Development Services

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Staff Report

From: Dale Pernula, AICP, Director

Re: Bayview Ridge Subarea Plan and Development Regulations Update

Date: September 9, 2014

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Background

The Bayview Ridge Subarea is a 3,944-acre “non-municipal urban growth area,” located in the Skagit Valley approximately one mile west of the city of Burlington and one-and-a-half miles northwest of the city of Mount Vernon. Although situated within an agricultural valley, the Bayview Ridge Subarea is distinct from the surrounding farmland due to both its location on a topographic bench above the Skagit River floodplain and its history of urban development.

The Bayview Ridge Subarea includes the Skagit Regional Airport and a mix of existing urban levels of commercial, industrial, and residential properties, plus rural residences and some farms. The remaining undeveloped properties are generally large, providing an opportunity for multiple uses and master site planning.

After first designating Bayview Ridge for urban growth in 1997, the County drafted a “subarea plan”—a subset of the County’s Comprehensive Plan particularized to Bayview Ridge. Subarea plans guide the creation of development regulations, which govern the land uses and permit procedures for land development. Skagit County drafted a Bayview Ridge subarea plan in 2004, but then labored through several years of appeals that were not resolved until December 2009.

The 2008 Subarea Plan envisioned 3,800 new residents at Bayview Ridge by 2025 and adoption of a Planned Unit Development code to ensure that new residential development resulted in a livable, walkable community. In early 2013, the County released Planned Unit Development regulations and design standards but placed the adoption process on hold so that it could evaluate school siting

issues before moving forward with allowing residential development to occur. At the end of 2013, the County changed course and amended the Subarea Plan (as part of the 2012 Comprehensive Plan Amendment docket) with the following adjustments:

- Expanded the BR-LI zone by approximately 110 acres by converting residential designation using CPP 1.1's leftover allocation of Commercial/Industrial acreage to the County.
- Downsized the BR-CC zone. The 2008 Subarea Plan had a 40-acre community center zone; the amendments reduced the community center to just three acres.
- 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 January 2014, the **Port of Skagit adopted Resolution 14-01** to request that the County adopt a new AEO map and update regulations to be consistent with the 2011 WSDOT Airport and Compatible Land-Use Program Guidebook, and adopt additional industrial land use designations between the airport and existing residential development. On March 18, 2014, the Board directed the Department by motion to prepare a plan to reconfigure the Bayview Ridge Subarea to implement the Port of Skagit's recommended changes to the Airport Environs Overlay, move industrial zoning to the eastern portion of the subarea, reduce the residential zoning, and shrink the urban growth area boundary. Skagit County worked with the Port of Skagit to prepare this AEO update proposal, which fulfills part of the Board's directive and is an extension of the course the County charted in the last comprehensive plan amendment cycle.

State law allows counties and cities to modify their comprehensive plans only once per year. Although the Bayview Ridge Subarea Plan 2014 Update is one of several comprehensive plan amendments on this year's docket, PDS is publishing this staff report separately from the other proposed amendments to provide additional background information on the subarea plan and logically package it with the related code amendments. More information on the other comprehensive plan amendment proposals is available at www.skagitcounty.net/planning (click on "Annual Comprehensive Plan 2013 Petitions").

Summary

This legislative proposal to amend the text of the Bayview Ridge Subarea Plan would:

- Reorganize and consolidate repetitive narrative;
- consolidate the Existing Conditions chapter into the introduction;
- delete the Community Center chapter;
- refocus the Housing chapter on the existing housing supply;
- include new policies to require trails throughout the industrial development and integration with the Port's trail system;
- move all the regularly-updated text in the Capital Facilities chapter to the Capital Facilities Plan;
- move all the text about consistency with other plans and policies to an appendix;
- remove the AEO maps and references to them, so they can be adopted within the AEO ordinance and without requiring a comprehensive plan amendment;

- move all the historical narrative to a new appendix.

The proposal to amend the Bayview Ridge Subarea Plan map would:

- replace unused residential designations with light industrial;
- eliminate the community center zone (but allow commercial uses along Peterson Road);
- change some existing light industrial to a new AVR-L designation; and
- downsize the urban growth area boundary, designating lands outside the UGA as Rural Reserve.

The map’s acreage changes are summarized in the following table:

Zone	Current Acreage	Acreage Added	Acreage Removed	Totals
AVR	767.61	0	0	767.61
AVR-L	0	394.46	0	394.46
BR-R	658.85	0	247.19	411.66
BR-CC	2.84	0	2.84	0
BR-LI	1324.8	173.27	394.47	1103.6
BR-HI	908.42	0	0	908.42
BR-URv	281.16	0	281.16	0
All Zones				3585.75

The proposal to amend the development regulations would:

- Create a new AVR-L zone which, in addition to permitting Aviation-related uses, would allow up to a maximum of 20 acres of light industrial uses in the entire zone;
- Allow small retail uses along Peterson Road in LI zone;
- Establish street and sidewalk standards in the LI zone;
- Establish minimum distance for truck loading facilities in LI zone from residential zones;
- Limit the height of buildings in LI zone in the proximity of residential zones to 35 feet;
- Establish minimum and maximum densities for development in the BR-R zone.

The Department has also released a proposal to update the Airport Environs Overlay that surrounds Skagit Regional Airport, which is substantially related to the Bayview Ridge Update. Because the AEO update affects a different boundary than the Bayview Ridge Subarea, it is addressed in a separate proposal with a separate staff report.

Analysis

Land Use Plan Map

The new UGA boundary is based on a combination of current parcel boundaries and slope contours. Flat undeveloped areas suitable for industrial development are retained inside the UGA and designated BR-LI. Sloping undeveloped areas that are unsuitable for industrial development are excluded from the UGA and designated Rural Reserve.

Development Regulations

The focus of the development regulations has changed from dealing primarily with residential uses to primarily dealing with light industrial uses. Therefore, the planned unit development regulations that contemplated mixtures of uses have been replaced with regulations that will promote compatibility between uses at the interface of the industrial and residential zones. Limitations on lighting, building height, and truck maneuvering are proposed as well as expansion of buffering and fencing requirements. The development regulations include several options for Planning Commission consideration, e.g. the distances for landscape buffers and setbacks between industrial and residential property. Options are [bracketed] with the Department's recommendation specified.

Recommendation

Planning & Development Services has prepared this proposed revision to the Subarea Plan text and map, and Subarea development regulations following the direction of the Board of County Commissioners to update the Plan to achieve greater industrial designations and make it consistent with the new AEO update. PDS recommends approval.

Consistency

GMA requires the Comprehensive Plan and each of its components (such as the Bayview Ridge Subarea Plan) to be internally consistent. Additionally, development regulations must be consistent with the Comprehensive Plan. The Department has developed this proposal concurrent with proposed revisions to the Airport Environs Overlay regulations, each of which are consistent with each other.

Process

As a legislative land use proposal, the County follows the process outlined in **Skagit County Code Chapter 14.08**, which includes a written public comment period, public hearing before the Planning Commission, recommendation by the Planning Commission, and then final decision by the Board of County Commissioners.

Community Meeting

Planning and Development Services held a community meeting on June 26 to present the conceptual land use plan for Bayview Ridge, and took comments from the public at the meeting. Those comments, which are available on the proposal website, notably included:

- Require buffer between BR-R and BR-LI zones
- Restrict industrial activities near BR-R including uses, noise, light pollution
- Improve Peterson Road (e.g., with sidewalks) and limit truck traffic
- Improve recreational opportunities (e.g. large and small parks, community pool)

The Department attempted to address the community concerns as best it could in this proposal. Significant buffer and noise/light mitigation measures are included in the development regulations. The County cannot provide a swimming pool, but the development regulations would allow one if the community wished to create a park district or use other mechanism to build one itself.

One comment suggested making the corner of Peterson and Sunrise Lane into Rural Reserve instead of BR-LI. The Department considered this, but did not implement the suggestion. The land west of Sunrise Lane is flat and appropriate for LI zoning, and existing residential development is further north and east. Buffers between industrial and residential will be required. Also, if we implemented the suggestion, there would be a long stretch of land on the south side of Peterson zoned LI across from this new residential area.

A couple of the landowners with significant holdings that will be re-designated from BR-URV to Rural Reserve objected to the proposed change in zoning of their properties. Because their position is inconsistent with the Board of Commissioner's direction, the Department did not attempt to address their requests in developing the proposal.

General Aviation Airport Consultation

Consistent with RCW 36.70.547, Skagit County has filed this staff report and the proposal with the Department of Transportation Aviation Division and held a formal consultation meeting with owners and managers, private airport operators, general aviation pilots, ports, and the Aviation Division on June 18, 2014. The transcript of that meeting is available at www.skagitcounty.net/bayviewridge.

Public Notices

Skagit County issued the following public notices related to this proposal:

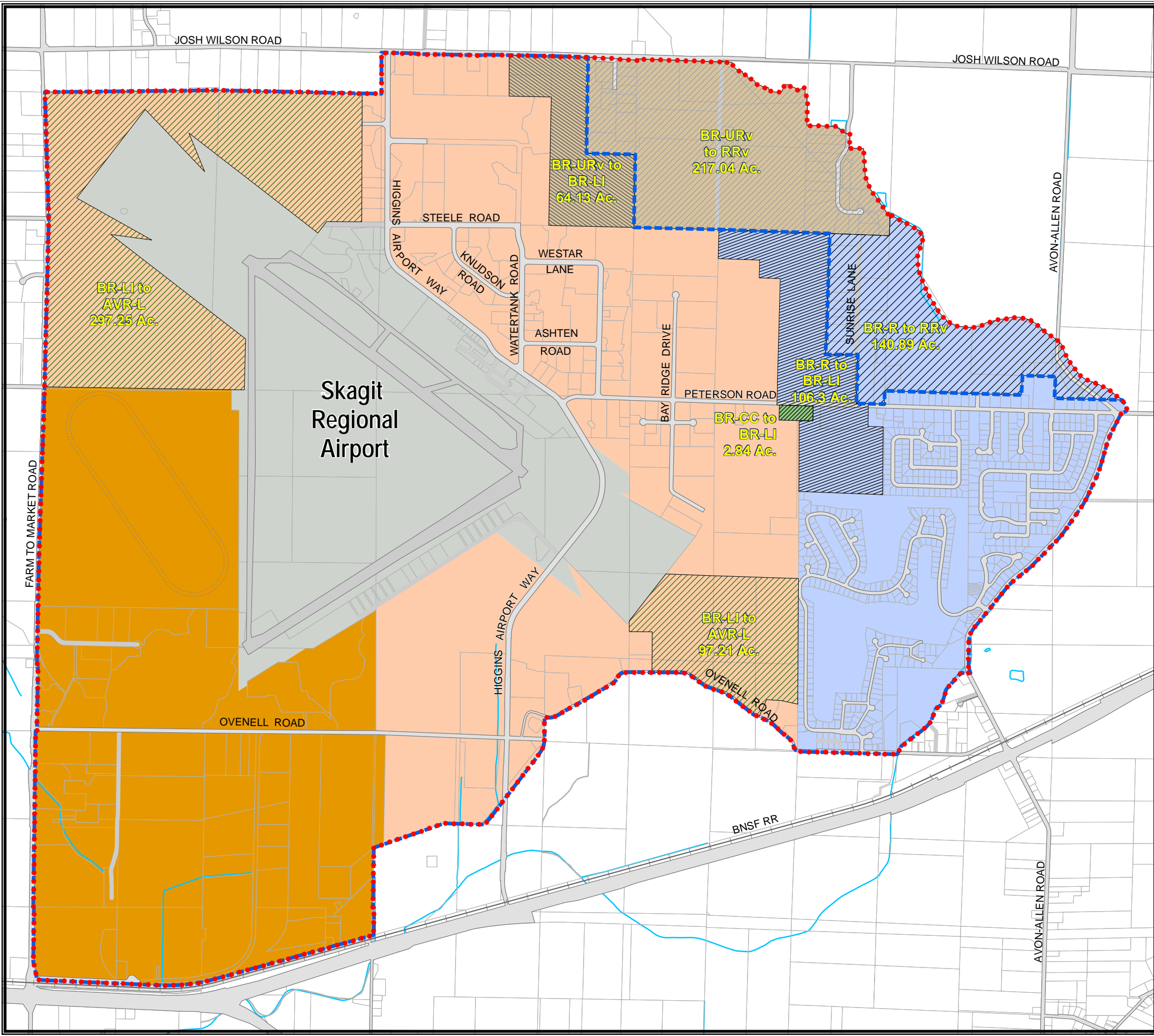
- Postcard mailed on June 2, 2014, to 900 residences within the subarea and up to 300 feet outside the subarea notifying them of the Community Meeting to be held on June 26, 2014, from 6 – 8 p.m. at the Bay View School.
- Email notice to PDS listserv on June 13, 2014, regarding the meeting on June 26, 2014.
- Airport consultation packet emailed to airport owners, managers, private airport operators, general aviation pilots, ports, and WSDOT Aviation Division on June 5, 2014
- Airport consultation meeting on June 18, 2014.
- Legal notice in the Skagit Valley Herald on September 4, 2014.
- Email notification to PDS listserv and email press release on September 4, 2014, announcing publication of this proposal.
- Postcard notice sent to residences within subarea and AEO notifying them of availability or proposal and opportunities for comment (to be mailed September 9, 2014)

SEPA Threshold Determination

Skagit County has issued Addendum #4 to the Final Environmental Impact Statement for the Bayview Ridge Subarea Plan issued in February 2004. This addendum adds further information to the analysis contained in the FEIS and provides additional environmental information on the impacts from this proposal, but does not substantially change the analysis of significant impacts and alternatives in the FEIS.

How to Comment and More Information

For more information, including comment deadlines and public hearing dates, please see the Notice of Availability on the project webpage at www.skagitcounty.net/bayviewridge.



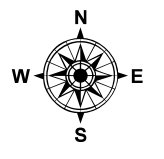
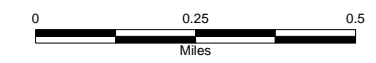
LEGEND

- Current Urban Growth Area Boundary - 3,943.68 acres
- Proposed Urban Growth Area Boundary - 3,585.75 acres

Current UGA Zoning

- [BR-R] Bayview Ridge Residential
- [BR-URv] Bayview Ridge Urban Reserve
- [BR-CC] Bayview Ridge Community Center
- [AVR] Aviation Related
- [BR-LI] Bayview Ridge Light Industrial
- [BR-HI] Bayview Ridge Heavy Industrial

August 27, 2014



BAYVIEW RIDGE SUBAREA PLAN

Current vs. Proposed Areas of Change