

# SEPA CHECKLIST

## PROPOSED SKAGIT COUNTY COMPREHENSIVE PLAN UPDATE AND DEVELOPMENT REGULATION AMENDMENTS

March 2016

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# Planning & Development Services

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## SEPA ENVIRONMENTAL CHECKLIST UPDATED 2014

- SEPA FEE \$ \_\_\_\_\_  PUBLICATION FEE \$ \_\_\_\_\_  
 STAMPED ENVELOPES FOR OWNERS OF RECORD WITHIN 300' OF ALL PARCEL BOUNDARIES. INCLUDE MAP AND LIST OF ADDRESSES.

### ***Purpose of checklist:***

Governmental agencies use this checklist to help determine whether the environmental impacts of your proposal are significant. This information is also helpful to determine if available avoidance, minimization or compensatory mitigation measures will address the probable significant impacts or if an environmental impact statement will be prepared to further analyze the proposal.

### ***Instructions for applicants:***

This environmental checklist asks you to describe some basic information about your proposal. Please answer each question accurately and carefully, to the best of your knowledge. You may need to consult with an agency specialist or private consultant for some questions. You may use "not applicable" or "does not apply" only when you can explain why it does not apply and not when the answer is unknown. You may also attach or incorporate by reference additional studies reports. Complete and accurate answers to these questions often avoid delays with the SEPA process as well as later in the decision-making process.

The checklist questions apply to all parts of your proposal, even if you plan to do them over a period of time or on different parcels of land. Attach any additional information that will help describe your proposal or its environmental effects. The agency to which you submit this checklist may ask you to explain your answers or provide additional information reasonably related to determining if there may be significant adverse impact.

### ***Instructions for Lead Agencies:***

Please adjust the format of this template as needed. Additional information may be necessary to evaluate the existing environment, all interrelated aspects of the proposal and an analysis of adverse impacts. The checklist is considered the first but not necessarily the only source of information needed to make an adequate threshold determination. Once a threshold determination is made, the lead agency is responsible for the completeness and accuracy of the checklist and other supporting documents.

### ***Use of checklist for nonproject proposals:***

For nonproject proposals (such as ordinances, regulations, plans and programs), complete the applicable parts of sections A and B plus the [SUPPLEMENTAL SHEET FOR NONPROJECT ACTIONS \(part D\)](#). Please completely answer all questions that apply and note that the words "project," "applicant," and "property or site" should be read as "proposal," "proponent," and "affected geographic area," respectively. The lead agency may exclude (for non-projects) questions in Part B - Environmental Elements –that do not

contribute meaningfully to the analysis of the proposal.

Forms online:

<http://www.skagitcounty.net/PlanningAndPermit/Documents/Forms/SEPA/Environmental%20Checklist.pdf> OR,  
<https://fortress.wa.gov/ecy/publications/summarypages/ecy05045.html>

**WAC 197-11-960 Environmental checklist**

guidance updated January 2015

## A. BACKGROUND

1. Name of proposed project, if applicable:

Skagit County Comprehensive Plan and Development Regulations Update, 2016

2. Name of applicant:

Skagit County

3. Address and phone number of applicant and contact person:

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4. Date checklist prepared:

March 2, 2016

5. Agency requesting checklist:

Skagit County Planning and Development Services

6. Proposed timing or schedule (including phasing, if applicable):

Skagit County's Comprehensive Plan and associated development regulations are nonproject actions undergoing public review. The Comprehensive Plan Update and development regulations will be considered by the Skagit County Board of County Commissioners by June 2016. See the County's website, <http://www.skagitcounty.net/Departments/PlanningAndPermit/compplan2016.htm>, for more information.

7. Do you have any plans for future additions, expansion, or further activity related to or connected with this proposal? If yes, explain.

This proposal is for a nonproject action with no directly related plans for future physical expansions or activities. The Comprehensive Plan and development regulations will be subject to regular review in the future following adoption, and any subsequent amendments would require separate environmental review.

8. List any environmental information you know about that has been prepared, or will be prepared, directly related to this proposal.

SEPA Checklists:

- Lake Erie Trucking Gravel Pit 1, January 26, 2016
- Concrete Concepts, February 4, 2016
- Edison Granary, February 3, 2016
- Sedro-Woolley UGA, February 25, 2016

Skagit County Comprehensive Plan Update Transportation Technical Appendix, prepared by BERK Consulting and The Transpo Group, February 2016

Skagit County Critical Areas Critical Areas Policies and Regulations Review. BERK Consulting, September 2015

Proposed Skagit County Shoreline Master Program Update, February 2016

9. Do you know whether applications are pending for governmental approvals of other proposals directly affecting the property covered by your proposal? If yes, explain.

None.

10. List any government approvals or permits that will be needed for your proposal, if known.

Comprehensive Plans must be considered and approved by the Board of County Commissioners after Planning Commission recommendations are made. The Washington Department of Commerce coordinates state agency review during a required 60-day review period. The Skagit Council of Governments certifies Transportation Elements of Comprehensive Plans.

11. Give brief, complete description of your proposal, including the proposed uses and the size of the project and site. There are several questions later in this checklist that ask you to describe certain aspects of your proposal. You do not need to repeat those answers on this page. (Lead agencies may modify this form to include additional specific information on project description.)

#### **OVERVIEW**

Skagit County is conducting its periodic review and evaluation of its Comprehensive Plan and development regulations pursuant to the Washington State Growth Management Act. The update is due for completion by June 30, 2016.

#### **COMPREHENSIVE PLAN**

- Update population and employment forecasts and allocations selected by the GMA Steering Committee. Between 2015 and 2036, Skagit County is expected to grow by 35,751 people and 18,853 jobs, for a total population of 155,452 and 70,617 jobs.
- Amend Countywide Planning Policy 1.1 to reflect updated population and employment allocations, and to implement an annual land use monitoring program by the County, cities and towns.
- Update Comprehensive Plan elements to reflect updated land use and demographic data and to updated GMA requirements and local circumstances.
- Update the Comprehensive Plan Transportation Element and supporting documents, including the transportation inventory, land use assumptions, travel forecasts, Level of Service (LOS) standards, current and future transportation needs, and a transportation financial plan.
- Update the County's Housing Needs Assessment and Comprehensive Plan Housing Element.
- Incorporate by reference existing subarea plans, the County's Parks and Recreation plan, and the Capital Facilities Plan, and consolidate appropriate components into the Capital Facilities Element.

#### **LAND USE/ ZONING MAP**

The following amendments to the Skagit County Comprehensive Land Use/Zoning Map are proposed:

- Lake Erie Trucking (PL15-0363): Expand the Mineral Resource Overlay (MRO) to boundaries of four parcels on Fidalgo Island now designated Rural Resource-NRL and partially included in the MRO. Size of proposed MRO expansion is approximately 23 acres. If approved, the property owner will seek a special use permit from the County to expand the Lake Erie Pit.
- Concrete Concepts (PL15-0378): Redesignate P72958 in the Edison Rural Village from Rural Village Residential (RVR) to Rural Village Commercial (RVC). The parcel contains two metal buildings not intended for residential use and is adjacent to other parcels designated RVC.
- Edison Granary (PL15-0379): Redesignate a portion of P48536 in Edison Rural Village from RVR to RVC. Applicant seeks to convert the existing granary building on site into a community events space, grange hall, and seasonal weekly farmers' market to support local producers and growers in the area. Parcel is adjacent to parcels zoned Rural Village Residential and Rural Business; southern portion of subject parcel zoned Ag-NRL is not proposed for change.
- Sedro-Woolley UGA (PL13-0299): Expand the Sedro-Woolley urban growth area (UGA) by up to 156 acres northward, near Bottomless Lake, to accommodate population and employment allocations; and add approximately 4.3 acres of city-owned land west of Janicki Fields for public use. In both cases the land is currently designated Rural Reserve in the County. The proposal also would add approximately 11 acres of city-owned land south of the city, currently zoned Ag-NRL in the County, for use as a stormwater drainage facility. The northern expansion area would enable the City to meet GMA Steering Committee-adopted population and jobs growth. The proposal is a continuation and modification to the proposal submitted by the City in 2013, which studied several areas surrounding the UGA for growth capacity or public facility uses.
- City of Burlington UGA (CP-2): The County has proposed expanding the Burlington UGA to take in the adjacent properties owned by the Skagit Housing Authority known as Raspberry Ridge bounded on the west by Gardner Road and the north by Lafayette Road. The land is currently designated Ag-NRL and has existing residential development and related septic systems on it. To form a logical boundary, two southern parcels, owned by Sager (2.1 acres) and Rohweder (1.4 acres), and one northern parcel that is currently bisected by the UGA boundary (Walkup, 0.6 acres), might also be included. The total proposed expansion area is approximately 32 acres.

The land use and zoning proposals are addressed in greater detail in Attachment A.

#### **DEVELOPMENT REGULATIONS**

The County is proposing to amend a variety of development regulations, including those that address critical areas, the Shoreline Master Program, vesting of applications, zoning standards and others. Proposed amendments to the Skagit County Code are listed below.

- S-1 Transfer of Jurisdiction for Forest Practices
- S-2 CAO Update
- S-3 EV Charging Stations

- S-4 Time Limits for Preliminary Subdivision
- S-5 Impact fees
- S-6 Shoreline Master Program Update
- C-1 Vesting of Applications
- C-2 through C-6 Comprehensive Plan and UGA Boundary Amendments
- C-7 Cleanup: Watershed Management
- C-8 Cleanup: Tasting Rooms
- C-9 CaRD Density Shifting
- C-10 Unclassified Uses/Essential Public Facilities
- C-11 Personal Wireless Services Facilities
- C-12 and C-13 NRL Disclosure Mailing and Title Notice
- C-14 Notification of Development adjacent to NRL land
- C-15 Cleanup: MRO
- C-16 Fueling Stations [see S-3]
- C-17 Temporary Events in Commercial and Industrial
- C-18 SEPA Admin Appeals
- C-19 Administrative Reduction in Setbacks
- C-20 and C-21 Home-Based Business
- C-22 Setbacks for Fences
- C-23 Adult group care facility
- C-24 Concurrency
- C-25 Latecomers Agreement
- C-26 Guemes Island Subarea Plan
- C-27 Other Amendments
- C-28 AEO Maps
- C-29 AEO Maximum Building Size
- C-30 Title Notice Requirements
- C-31 Sign Code
- C-31 Storage of Junk and C-32 Recreational Vehicles
- C-33 Zoning Use Matrix
- C-34 Rural Business Code Amendment
- NC-1 Maximum Lot Coverage in Rural Reserve

#### **POPULATION AND EMPLOYMENT GROWTH**

In 2014 Skagit County had an estimated population of 120,620. (Washington State Office of Financial Management, 2015) Between 2015 and 2036, Skagit County is expected to grow by 35,751 people and 18,853 jobs, for a total population of 155,452 and 70,617 jobs. The Skagit County Growth Management Act Steering Committee approved recommended allocations of this growth to each Urban Growth Area in the County, as shown in Exhibit 1 below.



Approximately 80% of countywide population growth (28,601 people) and 92% of countywide employment growth (17,406 jobs) are allocated to urban areas.

**Exhibit 1. Summary of Skagit County 2036 Population and Employment Allocations**

<b>Urban Growth Area</b>	<b>2015-2036 Forecast Population Growth</b>	<b>Total 2036 Population</b>	<b>2015-2036 Forecast Employment Growth</b>	<b>Total 2036 Employment</b>
<b>Anacortes</b>	5,895	22,293	2,076	10,480
<b>Burlington</b>	3,808	14,272	3,516	13,412
<b>Mount Vernon</b>	12,434	47,403	4,785	21,288
<b>Sedro-Woolley</b>	4,555	17,069	4,427	9,179
<b>Concrete</b>	320	1,193	109	467
<b>Hamilton</b>	114	427	66	288
<b>La Conner</b>	329	1,226	329	1,420
<b>Lyman</b>	162	605	9	38
<b>Bayview Ridge</b>	72	1,883	1,799	3,455
<b>Swinomish</b>	912	3,416	290	1,247
<b>UGAs Subtotal</b>	<b>28,601</b>	<b>109,787</b>	<b>17,406</b>	<b>61,274</b>
<b>Rural (outside UGAs)</b>	7,150	45,665	1,447	9,343
<b>County Total</b>	<b>35,751</b>	<b>155,452</b>	<b>18,853</b>	<b>70,617</b>

Source: Skagit Countywide Planning Policies, March 2015

The last Comprehensive Plan Update, in 2007, adopted a countywide population target of 149,080 for 2025, of which 105,750 was allocated to urban areas. The new 2036 target of 155,452 people is relatively close to the 2025 population target planned for under the last Comprehensive Plan Update.

12. Location of the proposal. Give sufficient information for a person to understand the precise location of your proposed project, including a street address, if any, and section, township, and range, if known. If a proposal would occur over a range of area, provide the range or boundaries of the site(s). Provide a legal description, site plan, vicinity map, and topographic map, if reasonably available. While you should submit any plans required by the agency, you are not required to duplicate maps or detailed plans submitted with any permit applications related to this checklist.

Skagit County encompasses 1,920 square miles and is located in the north-central part of Washington. The county is bordered to the south by Snohomish County, to the southeast by Chelan County, to the northeast by Okanogan County, and to the north by Whatcom County. San Juan County lies mainly to the west across marine waters, and Island County lies similarly to the southwest.

Skagit County also includes Fidalgo, Guemes, Cypress, and some smaller islands. The county is predominantly rural in nature, with unincorporated areas making up most of the land area. Incorporated areas of the County include the cities of Anacortes, Burlington, Mount Vernon, and Sedro-Woolley and the towns of Concrete, Hamilton, La Conner, and Lyman. Skagit County is also home to the Sauk-Suiattle Indian Tribe, the Samish Indian Nation, the Swinomish Tribal Community, and the Upper Skagit Tribe. (The Watershed Company and ICF International, 2011)

The County had an estimated population of 120,620 in 2014. (Washington State Office of Financial Management, 2015)

The proposed Comprehensive Plan Update would expand the boundary of the Sedro-Woolley and Burlington Urban Growth Areas. Proposed changes to the Future Land Use Map propose to change the Comprehensive Plan land use designations and zoning in three other rural locations within the county, Lake Erie Trucking on Fidalgo Island, Edison Rural Village, and Edison Granary. Additional development regulations would apply countywide. See Attachment A regarding proposed UGA boundary and land use designations.

## B. ENVIRONMENTAL ELEMENTS

Note: The information in this section applies to Skagit County as a whole for cumulative impacts of plan, policy, and code changes, including cumulative growth levels across the county from 2015-2036. For details on the Land Use/Zoning Map proposals, see Attachment A.

### 1. Earth

a. General description of the site (circle one): Flat, rolling, hilly, steep slopes, mountainous, other \_\_\_\_\_

Skagit County contains all types of topography. Most growth is planned in the western portion of the county that includes flat areas, tidelands, and rolling hills.

b. What is the steepest slope on the site (approximate percent slope)?

Steep slopes exist throughout Skagit County. 15-40% slopes and 40% slopes are mapped east of Mount Vernon and areas outside of the Skagit River valley.

c. What general types of soils are found on the site (for example, clay, sand, gravel, peat, muck)? If you know the classification of agricultural soils, specify them and note any agricultural land of long-term commercial significance and whether the proposal results in removing any of these soils.

The Soil Survey of Skagit County (United States Department of Agriculture, 1960) indicates a variety of soil types are found in the county, including:

- Alderwood gravelly sandy loam
- Belfast and Bellingham silt loam
- Bellingham clay
- Bow loam, silt loam, and gravelly loam
- Cagey gravelly fine sandy loam
- Carbondale muck
- Cathcart loam, clay loam, gravelly loam, and stony loam
- Coastal beach
- Cokedale silt loam, loam, and silty clay loam
- Corkindale loam
- Coveland loam
- Everett sandy loam
- Fidalgo rocky loam
- Giles silt loam
- Gilligan loam
- Greenwater loamy sand
- Heisier stony loam
- Hovde loamy sand
- Indianola loamy sand

- Klaus gravelly sandy loam
- Kline sandy loam
- Lummi silt loam
- Lynden sandy loam
- Norma silt loam
- Oso loam
- Pilchuck sand
- Samish silty clay loam
- Sauk loam
- Saxon silt loam
- Semiahmoo muck
- Skykomish sandy loam
- Squalicum gravelly silt loam
- Sumas silt loam
- Thornwood gravelly loam
- Wickersham shaly loam

Maps of the Natural Resources Conservation Service soil survey are shown in Figures 12a, 12b, and 12c of the Draft Skagit Shoreline Analysis Report, The Watershed Company and ICF International, September 2011, and a legend is shown in Figure 12d.

- d. Are there surface indications or history of unstable soils in the immediate vicinity? If so, describe.

Geological hazards in Skagit County include erosion, landslides, and earthquakes.

The County developed a record of best available science for its 2009 Critical Areas Ordinance Update, which includes: "Geologically Hazardous Areas, Skagit County, Discussion and Best Available Science Review." This review examines geologically hazardous conditions in Skagit County in five categories: erosion, landslide, seismic, volcanic, and other.

Maps of geologic hazards in Skagit County illustrate landslide and erosion hazards (May 2015) available through Skagit County GIS.

- e. Describe the purpose, type, total area, and approximate quantities and total affected area of any filling, excavation, and grading proposed. Indicate source of fill.

As a nonproject action, no filling or grading is proposed. Future site-specific development proposals would be subject to a separate SEPA review, which would include review of any proposed grading or filling activity.

- f. Could erosion occur as a result of clearing, construction, or use? If so, generally describe.

As a nonproject action, no erosion would occur as a result of this proposal. Future site-specific development proposals would be subject to project-level SEPA and regulatory review, which would include review of any proposed clearing and construction that might result in erosion.

- g. About what percent of the site will be covered with impervious surfaces after project construction (for example, asphalt or buildings)?

As a nonproject action, no impervious surface coverage would occur as a result of this proposal. Future development allowed by the Comprehensive Plan and development regulations would add impervious surfaces.

The level of growth is projected in the population and employment growth targets, and will be distributed throughout the county to roughly match the growth allocations for each city, UGA, and for rural areas. Most growth (80% of 2015-2036 population, 92% of 2015-2036 employment) is planned in urban areas where impervious areas already exist.

Development in unincorporated Skagit County is subject to zoning regulations that set building coverage and stormwater regulations.

h. Proposed measures to reduce or control erosion, or other impacts to the earth, if any:

As a nonproject action, no erosion reduction or control measures are required. Future site-specific development proposals would be subject to review, and would require the implementation of applicable county regulations to reduce or control erosion or other earth impacts.

The following existing or proposed county plans, goals, policies, and regulations are programmatic measures that would be applicable to all future site specific development activities in the County regulating grading, clearing, vegetation retention, stormwater and other aspects of development:

- Skagit County Comprehensive Plan Environment Goals associated policies
- Skagit County Code (SCC) Chapter 14.32 Stormwater Management
- SCC Chapter 14.34 Flood Damage Prevention
- SCC Chapter 14.24 Critical Areas Ordinance
- SCC Chapter 15.04 International Codes (Building)

## 2. Air

a. What types of emissions to the air would result from the proposal during construction, -operation, and maintenance when the project is completed? If any, generally describe and give approximate quantities if known.

Adoption of the Comprehensive Plan and associated development regulations would not, in itself, have direct effects on air quality. It would, however, provide a framework to guide growth and development for land in unincorporated Skagit County during the 20-year planning period. It is likely that continued development would lead to increased air emissions.

Indirectly the Comprehensive Plan and associated development regulations could affect air quality in three ways. During construction of infrastructure or private projects, dust impacts from construction activities may occur, even if localized and temporary. Pollutants may be released during residential wood burning at new homes and from new business facilities constructed in areas zoned consistent with the Comprehensive Plan land use designations. Last, traffic due to population and employment growth would generate vehicle emissions.

b. Are there any off-site sources of emissions or odor that may affect your proposal? If so, generally describe.

Not applicable to the nonproject proposal. Future site-specific project actions would be subject to further SEPA review on a case-by-case basis.

c. Proposed measures to reduce or control emissions or other impacts to air, if any:

The Northwest Region Clean Air Agency (NWCAA) monitors air quality in Skagit, Island, and Whatcom Counties. NWCAA enforces compliance with federal, state and local air quality rules and regulations. NWCAA programs include: air operating permits for facilities that have the

potential for large-scale air emissions; regulations regarding the removal of asbestos; business permits requiring that businesses which emit air pollution must be registered with the agency; funding for diesel and school bus programs that implement the Washington State Clean School Bus Program; education and outreach; outdoor burning restrictions; and occasionally burn bans for indoor burning (woodstoves).

More efficient gas mileage requirements and added transit service would help reduce future countywide traffic-related air emissions.<sup>1</sup>

### 3. Water

#### a. Surface Water:

- 1) Is there any surface water body on or in the immediate vicinity of the site (including year-round and seasonal streams, saltwater, lakes, ponds, wetlands)? If yes, describe type and provide names. If appropriate, state what stream or river it flows into.

Skagit County has 598 miles of rivers and streams, 53 lakes and reservoirs, and 228 miles of marine and estuarine shoreline. (The Watershed Company and ICF International, 2011)

Portions of three major watersheds are located in Skagit County: the Nooksack, the Skagit, and the Stillaguamish. These watersheds are identified by the state as Water Resource Inventory Areas (WRIAs).

The County has prepared maps illustrating National Wetland Inventory (NWI), Hydric Soils designations, and aerial photo interpretation delineations (May 2015). Many of the wetlands are in floodplains and are associated with waterbodies.

- 2) Will the project require any work over, in, or adjacent to (within 200 feet) the described waters? If yes, please describe and attach available plans.

As a nonproject action, no work over, in, or adjacent to any surface water body or wetland is proposed. Indirectly, the Comprehensive Plan Update and associated development regulations would allow development consistent with the Plan within 200 feet of waters. Future site-specific development proposals that are over, in, or adjacent to any surface water body would be subject to review, and would require the implementation of applicable county Critical Area and Shoreline regulations.

- 3) Estimate the amount of fill and dredge material that would be placed in or removed from surface water or wetlands and indicate the area of the site that would be affected. Indicate the source of fill material.

As a nonproject action, no fill or dredge material would be placed or removed from surface water or wetlands. Future site-specific development proposals would be subject to further environmental review on a case-by-case basis.

- 4) Will the proposal require surface water withdrawals or diversions? Give general description, purpose, and approximate quantities if known.

As a nonproject action, no withdrawals or diversion of surface water would occur. Future site-specific development proposals would be subject to further environmental review on a case-by-case basis.

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<sup>1</sup> See description of increased fuel economy and reduced emissions by the US Environmental Protection Agency: <http://www3.epa.gov/otaq/climate/documents/420f12051.pdf>.

- 5) Does the proposal lie within a 100-year floodplain? If so, note location on the site plan.

The floodplain in Skagit County includes the floor of the Skagit River Valley, the deltas of the Samish and Skagit Rivers, and reclaimed tidelands adjoining the Skagit and Samish River Basins. The floodplain covers 90,000 acres, including 68,000 acres of land downstream and west of Sedro-Woolley and 22,000 acres of river bottom land east and upstream of Sedro-Woolley. The width of the floodplain varies from less than one mile along the tributaries and upper reaches of the main stem to over 20 miles in the lower reaches. (Skagit County, 2015)

The location of floodplains and floodways in Skagit County are mapped based on Federal Emergency Management Agency (FEMA) information (FEMA Q3 100 year Floodplain, January 2016). The Skagit River floodplain is extensive, particularly in the western county.

- 6) Does the proposal involve any discharges of waste materials to surface waters? If so, describe the type of waste and anticipated volume of discharge.

As a nonproject action, no discharges of waste materials to surface waters would occur. Future site-specific development proposals would be subject to further environmental review on a case-by-case basis.

**b. Ground Water:**

- 1) Will groundwater be withdrawn from a well for drinking water or other purposes? If so, give a general description of the well, proposed uses and approximate quantities withdrawn from the well. Will water be discharged to groundwater? Give general description, purpose, and approximate quantities if known.

The only mapped sole source aquifer recharge area in Skagit County covers Guemes Island. The County has mapped Category I aquifer recharge areas considered vulnerable and in need of protection, including the sole source aquifer, potential or existing sea water intrusion area, wellhead protection areas, and areas within a half mile of a surface water source limited stream. Any areas not mapped as Category I aquifers are considered Category II aquifers.

As a nonproject action, no groundwater would be withdrawn or discharged as a result of this proposal. Future site-specific development proposals may affect ground water, and would be subject to further environmental review on a case-by-case basis.

- 2) Describe waste material that will be discharged into the ground from septic tanks or other sources, if any (for example: Domestic sewage; industrial, containing the following chemicals. . . ; agricultural; etc.). Describe the general size of the system, the number of such systems, the number of houses to be served (if applicable), or the number of animals or humans the system(s) are expected to serve.

As a nonproject action, no waste material would be discharged from septic tanks or other sources as a result of this proposal.

**c. Water runoff (including stormwater):**

- 1) Describe the source of runoff (including storm water) and method of collection and disposal, if any (include quantities, if known). Where will this water flow? Will this water flow into other waters? If so, describe.

As a nonproject action, no runoff would occur as a result of this proposal. Future development would result in added impervious surfaces in Skagit County, resulting in increased stormwater flows. Stormwater runoff associated with the subsequent construction of project-specific

development proposals would be addressed in accordance with applicable federal, state and local standards.

2) Could waste materials enter ground or surface waters? If so, generally describe.

As a nonproject action, waste materials would not enter ground or surface waters as a result of this proposal. Future site-specific development would be subject to separate SEPA and development permit reviews, which would address the potential of waste materials entering ground or surface waters.

3) Does the proposal alter or otherwise affect drainage patterns in the vicinity of the site? If so, describe.

As a nonproject action, drainage patterns would not be altered or affected as a result of this proposal. Future site-specific development would be subject to separate SEPA and development permit reviews.

**d. Proposed measures to reduce or control surface, ground, and runoff water, and drainage pattern impacts, if any:**

As a nonproject action, no additional water control measures are required or proposed. Future site-specific development proposal would be subject to a separate SEPA and permit review, which would include the implementation of measures to reduce or control surface, ground and runoff water impacts.

Following is a list of existing County plans, goals, policies, and regulations related to efforts to reduce or control surface, ground, or runoff water impacts. These would be applicable to all future site-specific development activities.

- Skagit County Comprehensive Plan Environment Goals and associated policies
- Skagit County Code (SCC) Chapter 14.32 Stormwater Management
- SCC Chapter 14.34 Flood Damage Prevention
- SCC Chapter 14.24 Critical Areas Ordinance
- SCC Chapter 16.32 Water Pollution

**4. Plants**

a. Check the types of vegetation found on the site:

- deciduous tree: alder, maple, aspen, other
- evergreen tree: fir, cedar, pine, other
- shrubs
- grass
- pasture
- crop or grain
- Orchards, vineyards or other permanent crops.
- wet soil plants: cattail, buttercup, bullrush, skunk cabbage, other
- water plants: water lily, eelgrass, milfoil, other
- other types of vegetation

b. What kind and amount of vegetation will be removed or altered?

As a nonproject action, no vegetation would be removed as a result of this proposal. Indirectly the Comprehensive Plan Update and development regulations would allow development that may remove vegetation, disturb soils and add impervious surfaces that could affect plants. Future site-specific development proposals would be subject to a separate SEPA and critical areas review of any proposed vegetation removal or alteration.

c. List threatened and endangered species known to be on or near the site.

The only federally-listed Threatened or Endangered plant species in Skagit County is golden paintbrush, listed as Threatened. There is one federally-listed "Species of Concern" plant in Skagit, white meconella. (United State Department of Agriculture Natural Resources Conservation Service, 2015)

Figures 21a-c, 23a-c, and 24a-c of the Draft Skagit Shoreline Analysis Report show the location of Washington State Department of Fish and Wildlife priority habitats and species in Skagit County. (The Watershed Company and ICF International, 2011)

d. Proposed landscaping, use of native plants, or other measures to preserve or enhance vegetation on the site, if any:

As a nonproject action, no measures to preserve or enhance vegetation are required. Future site-specific development proposal would be subject to a separate SEPA and permit review, which would include review of any proposed landscaping or other measures to preserve or enhance vegetation on the site.

Existing County Comprehensive Plan and development codes already include plans and policies to manage and preserve habitat and open space, as well as, critical area regulations. The County is proposing to update its Shoreline Master Program to address more current conditions and science. Targeted updates to policies are proposed based on a Critical Areas Policies and Regulations Review (BERK 2015); for example, more recent wetland rating systems are proposed.

Following is a list of existing county plans, goals, policies and regulations related to preservation and enhancement of vegetation and use of native plants. These would be applicable to future site-specific development activities:

- Skagit County Comprehensive Plan Environment Element Goals and their associated policies
- Shoreline Master Program, Proposed, February 2016 (to be adopted June 2016)
- Skagit County Code (SCC) Chapter 14.32 Stormwater Management (low impact development, water quality)
- SCC Chapter 14.24 Critical Areas Ordinance

e. List all noxious weeds and invasive species known to be on or near the site.

The Skagit County Noxious Weed Control Board has an adopted County Weed List, available online at <http://www.skagitcounty.net/Departments/NoxiousWeeds/weedchart.htm>.

## 5. Animals

a. List any birds and other animals which have been observed on or near the site or are known to be on or near the site. Examples include:



birds: hawk, heron, eagle, songbirds, other:  
mammals: deer, bear, elk, beaver, other:  
fish: bass, salmon, trout, herring, shellfish, other \_\_\_\_\_

Birds in Skagit County include hawks, herons, eagles, songbirds, and many others. Mammals include deer, bear, elk, beaver, and many others. Fish include Chinook salmon, sockeye salmon, coho salmon, chum salmon, steelhead trout, bull trout, and many more.

Stream types and low flow streams and buffers are mapped by the County (1999 and 2015 respectively). Figures 21a-c, 23a-c, and 24a-c of the Draft Skagit Shoreline Analysis Report show the location of Washington State Department of Fish and Wildlife priority habitats and species in Skagit County. (The Watershed Company and ICF International, 2011)

This is a nonproject action that would not impact birds, mammals or fish directly. The planning area contains a variety of wildlife and wildlife habitat including streams, ponds, lakes, riparian areas, wetlands, parks and open spaces.

b. List any threatened and endangered species known to be on or near the site.

Skagit County is home to the following federally-listed Threatened and Endangered animal species: Chinook salmon (Threatened), Bull Trout (Threatened), Steelhead (Endangered), Killer whale (Endangered), Northern Spotted owl (Threatened), Grizzly bear (Threatened), Yellow-Billed Cuckoo (Threatened), Oregon Spotted frog (Threatened), Canada Lynx (Threatened), Marbled murrelet (Threatened), Humpback whale (Endangered). (United States Fish and Wildlife Service, Environmental Conservation Online System, 2015)

Figures 21a-c, 23a-c, and 24a-c of the Draft Skagit Shoreline Analysis Report show the location of Washington State Department of Fish and Wildlife priority habitats and species in Skagit County. (The Watershed Company and ICF International, 2011)

c. Is the site part of a migration route? If so, explain.

Skagit County is located within the Pacific Flyway migration route utilized by waterfowl and shorebirds migrating to and from Alaska and northern Canada. Consequently, numerous birds use the wetlands, ponds, lakes, riparian areas and surrounding marine waters as a migratory rest stop, or as a permanent wintering area.

Fish migrate within the county's marine waters, streams, and rivers.

d. Proposed measures to preserve or enhance wildlife, if any:

Applicable County comprehensive plan policies and critical area regulations that protect, preserve and enhance wildlife and habitat would apply to all development activities.

Following is a list of existing County plans, goals, policies and regulations related to preservation and enhancement of wildlife, which would be applicable to all future site-specific development activities:

- Skagit County Comprehensive Plan Environment Goals and associated policies
- Shoreline Master Program, Proposed, February 2016 (to be adopted June 2016)
- Skagit County Code (SCC) Chapter 14.32 Stormwater Management (low impact development and water quality)
- SCC Chapter 14.24 Critical Areas Ordinance

- e. List any invasive animal species known to be on or near the site.

Nonnative aquatic animal species in Washington State are classified in WAC 220-12-090.

## 6. Energy and natural resources

- a. What kinds of energy (electric, natural gas, oil, wood stove, solar) will be used to meet the completed project's energy needs? Describe whether it will be used for heating, manufacturing, etc.

As a nonproject action, the proposal does not have energy needs. Future development within the county would likely use electric, natural gas, oil, wood stove or solar energy sources depending on the proposal.

- b. Would your project affect the potential use of solar energy by adjacent properties? If so, generally describe.

As a nonproject action, there would be no impact on solar energy as a result of this proposal. Building heights are not proposed for change.

- c. What kinds of energy conservation features are included in the plans of this proposal? List other proposed measures to reduce or control energy impacts, if any:

As a nonproject action, energy conservation features are not applicable to this proposal. Future site-specific development would be required to meet applicable County Building and Energy Codes. (SCC Chapter 15.04 International Codes)

## 7. Environmental health

- a. Are there any environmental health hazards, including exposure to toxic chemicals, risk of fire and explosion, spill, or hazardous waste, that could occur as a result of this proposal? If so, describe.

As a nonproject action, no environmental health hazards would result as a consequence of this proposal.

- 1) Describe any known or possible contamination at the site from present or past uses.

The Washington State Department of Ecology maintains a database of sites of environmental interest, including; State Cleanup sites, Federal Superfund sites, Hazardous Waste Generators, Solid Waste Facilities, Underground Storage Tanks; Dairies, and Enforcement, <http://www.ecy.wa.gov/fs/>. As of December 2015, countywide there appear to be over 490 sites.

- 2) Describe existing hazardous chemicals/conditions that might affect project development and design. This includes underground hazardous liquid and gas transmission pipelines located within the project area and in the vicinity.

Four transmission pipelines cross Skagit County carrying natural gas or other hazardous liquids: Kinder Morgan Canada Inc., BP Olympic Pipe Line, Williams Northwest Natural Gas Pipeline, and Cascade Natural Gas Corporation. These are shown in the County's iMap service, <http://www.skagitcounty.net/Maps/iMap/>.

Facilities or sites with potentially hazardous materials, such as underground storage tanks, state cleanup sites, and hazardous waste generators, are compiled by the Washington State Department of Ecology in a searchable database, at <http://www.ecy.wa.gov/fs/>.

- 3) Describe any toxic or hazardous chemicals that might be stored, used, or produced during the project's development or construction, or at any time during the operating life of the project.

As a nonproject action, no toxic or hazardous chemicals would be stored, used, or produced as a consequence of this proposal. Future development may propose the use of chemicals or may locate in the vicinity of hazardous sites.

4) Describe special emergency services that might be required.

As a nonproject action, no special emergency services are required or proposed.

5) Proposed measures to reduce or control environmental health hazards, if any:

As a nonproject action, no measures to reduce or control environmental health hazards are required. Future site-specific development would be subject to County or Special District Fire codes and regulations, zoning regulations, and State hazardous materials regulations, as well as additional SEPA review on a case-by-case basis.

In addition, Skagit County Code (SCC) 14.16.835 requires consultation with the pipeline area for properties located within 100 feet of a transmission pipeline in unincorporated Skagit County before the County can issue a building permit or approve a land division.

Critical aquifer recharge areas regulations are intended to limit uses with a potential to contaminate groundwater (SCC Chapter 14.24)

**b. Noise**

1) What types of noise exist in the area which may affect your project (for example: traffic, equipment, operation, other)?

Skagit Regional Airport, located west of Burlington, and associated nearby industry may generate noise on a long-term basis. Other noise sources in unincorporated Skagit County include traffic on state routes and highways as well as noise from existing commercial uses.

2) What types and levels of noise would be created by or associated with the project on a short-term or a long-term basis (for example: traffic, construction, operation, other)? Indicate what hours noise would come from the site.

As a nonproject action, no noise would be created by or associated with the proposal. Future site-specific development within the county may add traffic, adding to background traffic noise. Future commercial and industrial development in the county may result in additional operational noise.

3) Proposed measures to reduce or control noise impacts, if any:

Future site-specific development would be subject to State and County and noise regulations (SCC Chapter 9.50 Noise Control) and further environmental review on a case-by-case basis.

The County applies an Airport Environs Overlay zone centered on Skagit Regional Airport (SCC Chapter 14.16.210), to promote land uses compatible with the airport within the airport's designated environs. Development within the AEO is subject to building height and land use restrictions and must record title notices and avigation easements.

Comprehensive Plan Policy 8A-13.4 states that the County will review development proposals in the vicinity of the Skagit Regional Airport to avoid future conflicts.

Skagit County Code includes performance standards for noise for all activities and uses within the county. This includes maximum permissible environmental noise levels emitted to adjacent properties, which are not to exceed levels of the environmental designations for noise abatement (EDNA) as established in 173-60 WAC. (SCC 14.16.840 (5))

Compliance with Washington State noise control regulations (Chapter 173-60) restricts potential noise impacts of commercial and industrial uses on residential zones. Chapter 173-62 of the Washington Administrative Code, Motor Vehicle Noise Performance Standards, provides noise emission standards for new motor vehicles and noise emission standards for the operation of motor vehicles on public highways.

## 8. Land and shoreline use

- a. What is the current use of the site and adjacent properties? Will the proposal affect current land uses on nearby or adjacent properties? If so, describe.

The current land use pattern in Skagit County consists of a mix of residential and agricultural uses in the western part of the county, with forest, mountain, and undeveloped in the eastern part of the county, which is largely made up of the federally owned lands.

Current land uses in Skagit County are shown in Figures 5a, 5b, and 5c in the Draft Skagit Shoreline Analysis Report. (The Watershed Company and ICF International, 2011)

- b. Has the project site been used as working farmlands or working forest lands? If so, describe. How much agricultural or forest land of long-term commercial significance will be converted to other uses as a result of the proposal, if any? If resource lands have not been designated, how many acres in farmland or forest land tax status will be converted to nonfarm or nonforest use?

The Comprehensive Plan Natural Resource Lands Element establishes the purpose and intent of land use policies to conserve agricultural, forest, and mineral natural resource lands.

The land use zoning designations for natural resource lands are:

- Agricultural – Natural Resource Lands
- Industrial Forest – Natural Resource Lands
- Secondary Forest – Natural Resource Lands
- Rural Resource – Natural Resource Lands
- Mineral Resource Overlay

Skagit County designates agricultural lands primarily based on the presence of prime agricultural soils; these lands are concentrated in the floodplain of the Skagit River as it flows into Puget Sound. There are also agricultural lands designated along the upper Skagit Valley in areas of rich alluvial soils.

Forest Resource Lands are those lands with soils, parcel size, and location characteristics that have long-term commercial significance for forestry. These lands are concentrated in the slopes and foothills of the Cascade Mountains in the eastern and northern portions of the county.

Rural resource lands are areas that have the combined land and land-use characteristics of long-term agricultural, forest or mineral lands, and have the potential for multiple use or smaller scale resource management.

The Mineral Resource Overlay is an overlay to Forest and Rural Resource lands, where geologic deposits and land use characteristics have long-term commercial significance for mineral extraction.

- 1) Will the proposal affect or be affected by surrounding working farm or forest land normal

business operations, such as oversize equipment access, the application of pesticides, tilling, and harvesting? If so, how:

Sedro-Woolley has proposed as part of its docket application to consider an alternative designation of Urban Reserve Public-Open Space (URP-OS) on Agricultural—Natural Resource Lands (Ag-NRL) land owned by the City and intended for stormwater purposes. See Part D for more analysis; it appears the City can apply for a special use permit on the Ag-NRL land for a stormwater facility and does not need a de-designation.

Skagit County has proposed expanding the Burlington urban growth area by approximately 32 acres of land currently designated Agricultural-Natural Resource Land (Ag-NRL) in the County. Although designated Ag-NRL, the area is already characterized by urban growth, including two multi-family farmworker housing developments with a total of 81 units, as well as two currently operating septic systems (including drain fields), as well as an abandoned drain field area. Together this development constitutes about 22.6 acres. Another 75 residential units are authorized by the Board of County Commissioners second resolution, including the 14 (7 duplex) units proposed as part of the current project. These projects were permitted in 2000 and 2005 after the Board of County Commissioners approved resolutions invoking the State Housing Cooperation Law (RCW Chapter 35.83) to waive the zoning restrictions on the development.<sup>2</sup> As a result of this existing and proposed future development, Skagit Count is proposing to de-designate the land from Ag-NRL to enable its inclusion in the UGA.

Minor updates to policies are proposed to address 2010 State rules on classifying resource lands.

c. Describe any structures on the site.

Structures located on developed land in the County include single-family dwellings and multi-family structures along with institutional, commercial and industrial buildings.

d. Will any structures be demolished? If so, what?

As a nonproject action, no structures would be demolished as a result of this proposal. However, future development consistent with the land use plan and implementing zoning in the County may involve demolition of some structures.

e. What is the current zoning classification of the site?

Land in unincorporated Skagit County is classified in Skagit County Code Chapter 14.16. Comprehensive zoning designations and zoning districts are shown in the Skagit County map gallery, located online at <http://www.skagitcounty.net/Departments/GIS/Gallery/townshipmap.htm>.

Zoning Districts include:

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<sup>2</sup> [Resolution 18081](#) (2000); [Resolution R20050358](#) (2005).

- Rural Village Commercial (RVC)
- Rural Center (RC)  
Rural Freeway Services (RFS)
- Small Scale Recreation and Tourism (SRT)
- Small Scale Business (SSB)
- Rural Business (RB)
- Natural Resource Industrial (NRI)
- Rural Marine Industrial (RMI)
- Bayview Ridge Light Industrial (BR-LI)
- Bayview Ridge Heavy Industrial (BR-HI)
- Urban Reserve Commercial-Industrial (URC-I)
- Aviation Related (AVR)
- Aviation Related—Limited (AVR-L)
- Airport Environs Overlay (AEO)
- Rural Intermediate (RI)
- Bayview Ridge Residential (BR-R)
- Rural Village Residential (RVR)
- Rural Reserve (RRv)
- Residential (R)
- Urban Reserve Residential (URR)
- Agricultural—Natural Resource Lands (Ag-NRL)
- Industrial Forest—Natural Resource Lands(IF-NRL)
- Secondary Forest—Natural Resource Lands (SF-NRL)
- Rural Resource—Natural Resource Lands(RRc-NRL)
- Mineral Reserve Overlay (MRO)
- Urban Reserve Public—Open Space (URP-OS)
- Public Open Space of Regional/Statewide Importance (OSRSI)

f. What is the current comprehensive plan designation of the site?

The Skagit County Comprehensive Plan Future Land Use Map classifies unincorporated land within the county. Skagit County land use maps group more than 30 designations into the following basic types:

- Urban Incorporated Areas
- Urban Growth Area
- Rural
- Natural Resource Lands (Agricultural, Forest, Rural Resource)
- Mineral
- Commercial/Industrial
- Open Space

g. If applicable, what is the current shoreline master program designation of the site?

The current Skagit County Shoreline Master Program is from the 1970s, and in the process of being updated as part of the Comprehensive Plan Update. Proposed maps for the updated plan are located at on the County’s website at:

<http://www.skagitcounty.net/Departments/PlanningAndPermit/SMPMain.htm>. Proposed

designations include: High Intensity, Natural, Rural Conservancy, Shoreline Residential, Urban Conservancy, and Conservancy-Skagit Floodway.

- h. Has any part of the site been classified as a critical area by the city or county? If so, specify.

Maps of critical areas are shown at the Skagit County Map Gallery, <http://www.skagitcounty.net/Departments/GIS/Gallery/main.htm>, including geologic hazards, floodplains, aquifer recharge areas, and wetlands. Priority habitats and species are mapped in the Draft Skagit Shoreline Analysis Report. (The Watershed Company and ICF International, 2011)

As part of the Comprehensive Plan Update, targeted changes to the County's Critical Areas Ordinance are being recommended.

- i. Approximately how many people would reside or work in the completed project?

Between 2015 and 2036, Skagit County is expected to grow by 35,751 people and 18,853 jobs, for a total population of 155,452 and 70,617 jobs.

The Skagit County Growth Management Act Steering Committee approved recommended allocations of this growth to each Urban Growth Area in the County. Under these targets, approximately 80% of countywide population growth and 92% of countywide employment growth are allocated to urban areas.

- j. Approximately how many people would the completed project displace?

The intent of the Comprehensive Plan Update is to address how to accommodate the County's projected growth by 2036. The Plan includes future land use designations, which would accommodate residential uses as well as additional industrial and commercial uses.

- k. Proposed measures to avoid or reduce displacement impacts, if any:

Not Applicable.

- l. Proposed measures to ensure the proposal is compatible with existing and projected land uses and plans, if any:

The Skagit County Comprehensive Plan Update is designed to be consistent with the Washington State Growth Management Act. The Plan is based on Countywide Planning Policies adopted through a consultation process between the county and cities.

Allocating population and employment growth throughout the county is also a coordinated process between the County and its cities.

The Comprehensive Plan contains goals and policies that consider the existing land uses within the county and an analysis of future land use needs and projected growth demands to guide future land development. Policies and regulations to ensure future development is compatible with existing and projected land uses and plans include policies and zoning standards guiding appropriate locations for land uses, setbacks, and landscaping.

- m. Proposed measures to ensure the proposal is compatible with nearby agricultural and forest lands of long-term commercial significance, if any:

The Comprehensive Plan is designed to ensure that forecast population and employment growth is located primarily in designated urban areas, rather than in agricultural or forest lands. See also Part D discussion of the Sedro-Woolley stormwater facility proposed on Ag-NRL land. The City would be required to obtain a special use permit. The County is proposing that process

as an alternative to de-designation. See also Part D discussion of the Burlington UGA expansion proposal, where the County is proposing to de-designate approximately 32 acres of Ag-NRL land due to existing multi-family residential development on the site.

## 9. Housing

- a. Approximately how many units would be provided, if any? Indicate whether high, middle, or low-income housing.

The nonproject proposal will not provide any housing units. However, Skagit County is expected to see growth in population and a change in the demographics of its population over the next twenty years. The 2013 American Community Survey estimates indicate that Skagit County had around 51,000 housing units (of which 88 percent were occupied).

With an expected growth of 35,751 new residents by 2036, Skagit County will experience a demand for housing, particularly in the larger cities of Anacortes, Burlington, Mount Vernon, and Sedro-Woolley. Using the 2013 American Community Survey estimate for average household size of 2.6, it can be estimated that an additional 13,700 new occupied dwelling units will be needed, not accounting for vacancy. Assuming a future vacancy rate of 5 to 10 percent, the new population will demand between 14,500 and 15,300 total new units by 2036. Breaking this down annually, around 700 units will need to come on line each year over the next 20 years, which is a significantly greater rate of housing production than in recent years. (Skagit County Draft Comprehensive Plan, Housing Element)

Those priority housing needs identified by the proposal include both general housing and affordable housing stock production and preservation, farmworker housing, housing for those populations that are aging and persons with disabilities, and strategies to combat homelessness. (Skagit County Draft Comprehensive Plan, Housing Element)

- b. Approximately how many units, if any, would be eliminated? Indicate whether high, middle, or low-income housing.

This nonproject proposal does not include any plans for eliminating housing units. Any elimination of units would likely be the result of existing housing being replaced by new development. Overall, it is expected that there will be a net increase in units, even if some are eliminated or reach the end of their useful life. All development will need to comply with the proposed Comprehensive Plan as well as zoning and development regulations.

New units are needed to accommodate the growth in population, as indicated in the previous response. Because there is an existing gap for affordable units, preservation and creation of affordable housing units will be important.

Future site-specific development proposal would be subject to separate SEPA review, which would include review of any elimination or addition of housing.

- c. Proposed measures to reduce or control housing impacts, if any:

As a nonproject action, no measures to reduce or control impacts to housing are required. The County's Draft Comprehensive Plan's Housing Element provides housing goals and policies, including policies to preserve existing housing stock and ensure a healthy mix of housing types.

## 10. Aesthetics

- a. What is the tallest height of any proposed structure(s), not including antennas; what is the principal exterior building material(s) proposed?



As a nonproject action, no development is proposed directly in conjunction with the UGA Plan. Zoning designations applied to the City limits and to UGA properties upon annexation regulate building height and are set by the cities. Zoning designations applied to county land regulate building height and are set by the county. County zones apply a 40 to 50-foot height limit.

Focusing industrial, commercial, and institutional uses into designated areas limits the incompatibilities with residential areas; in village areas, mixes of uses may be allowed. Future site-specific development proposals would be subject to local zoning, SEPA review and design review on a case-by-case basis.

Developments using a Development Agreement may request increased height or other flexible standards. Such requests would be evaluated on a case-by-case basis at a site-specific level.

b. What views in the immediate vicinity would be altered or obstructed?

As a nonproject action, no views would be altered or obstructed by the proposed UGA Plan and zoning and development regulations. Higher density or intensity development within the UGA or within future annexation areas could alter views by reducing vegetation and increasing the number and size of buildings.

c. Proposed measures to reduce or control aesthetic impacts, if any:

As a nonproject action, no measures to reduce or control aesthetic impacts are required. The Plan proposes policies that seek to reduce or control aesthetic impacts.

The Skagit County Shoreline Master Program Element includes policies that require development to be aesthetically compatible and which minimizes aesthetic impacts on existing shoreline features and uses. The Shoreline Master Program Element is proposed for update to meet State guidelines as part of the 2016 Comprehensive Plan Update.

Future site-specific development proposal in the County would be subject to a separate SEPA and permit review, which may include review of the development's impact on views.

## 11. Light and glare

a. What type of light or glare will the proposal produce? What time of day would it mainly occur?

As a nonproject action, no light or glare would occur as a result of this proposal. In general the UGA would have more growth than in other rural areas of the county, which can result in more traffic and exterior lighting, which in turn can generate glare at night.

b. Could light or glare from the finished project be a safety hazard or interfere with views?

As a nonproject action, no light or glare that could be a safety hazard or interfere with views would result from this proposal. Future site-specific development proposals would be subject to a separate SEPA and permit reviews, which would include review of light and glare from the development where appropriate.

c. What existing off-site sources of light or glare may affect your proposal?

As a nonproject action, no existing sources of light or glare would affect the Comprehensive Plan Update or the zoning and development regulations.

d. Proposed measures to reduce or control light and glare impacts, if any:

As a nonproject action, no measures to reduce or control light and glare are required. Future site-specific development proposals would be subject to a separate SEPA review, which would

include review and implementation of measures to reduce or control light and glare impacts, if any.

## 12. Recreation

### a. What designated and informal recreational opportunities are in the immediate vicinity?

In 2013, recreational opportunities in the County included:

- 16 Regional Parks, including parks, trails, boat launches, beach access, playfields, and more
- 5 Community Parks, including parks, a beach, and a playground
- 1 Neighborhood Park
- 12 open space and undeveloped park properties, including trails, corridors, reserves, and more

There are additional recreational opportunities in the incorporated communities in Skagit County. The County's 2013 Comprehensive Parks and Recreation Plan includes an inventory of existing recreation facilities and operations as well as an analysis of needs and recommendations for acquisition and development of new parks, open space, trails, and other aspects of park and recreation service provision.

The Comprehensive Plan Update will include changes to the Capital Facilities Plan and will implement the recommendations of the Parks and Recreation Comprehensive Plan. As population growth occurs, the number of designated and informal recreational opportunities in the immediate vicinity is likely to increase as the County implements its level of service for parks and recreation provision (as of 2013 the County is not meeting its levels of service for Regional Parks, Neighborhood Parks, Community Parks, and Total Park Acreage). (Skagit County Comprehensive Parks and Recreation Plan, 2013)

### b. Would the proposed project displace any existing recreational uses? If so, describe.

No existing recreational uses would be displaced as a result of this proposal.

### c. Proposed measures to reduce or control impacts on recreation, including recreation opportunities to be provided by the project or applicant, if any:

As a nonproject action, there would be no impacts on recreation that need to be controlled.

## 13. Historic and cultural preservation

### a. Are there any buildings, structures, or sites, located on or near the site that are over 45 years old listed in or eligible for listing in national, state, or local preservation registers located on or near the site? If so, specifically describe.

In the County, the state's record search tool, Washington Information System for Architectural and Archaeological Records Database (WISAARD), includes information of previously recorded cultural resources (Washington Information System for Architectural and Archaeological Records Data (WISAARD), 2015).

Properties listed by the state include 58 historic barns which are a part of the Washington Heritage Barn Register. Structures eligible for the barn register include barns over 50 years old that retain a significant degree of historic and architectural integrity.

The County's land use element includes the GMA mandated planning goal that requires identification and preservation of historically and archaeologically significant sites. This goal is reflected in the Open Space policies, as well as in the housing quality goal.

- b. Are there any landmarks, features, or other evidence of Indian or historic use or occupation? This may include human burials or old cemeteries. Are there any material evidence, artifacts, or areas of cultural importance on or near the site? Please list any professional studies conducted at the site to identify such resources.

As a nonproject action, there is no site-specific evidence of Indian or historic use or occupation.

- c. Describe the methods used to assess the potential impacts to cultural and historic resources on or near the project site. Examples include consultation with tribes and the department of archeology and historic preservation, archaeological surveys, historic maps, GIS data, etc.

The nonproject proposal does not include a specific site for assessment of impacts to cultural and historic resources.

- d. Proposed measures to avoid, minimize, or compensate for loss, changes to, and disturbance to resources. Please include plans for the above and any permits that may be required.

The nonproject proposal intends to avoid and minimize losses and changes to historic and cultural resources through identifying the preservation and restoration of these resources as a priority in the goals and policies of the Plan.

The following state laws provide protection of archaeological resources:

- Chapter 27.44 RCW provides for the protection of Native American graves and burial grounds, encourages voluntary reporting of said sites when discovered, and mandates a penalty for disturbance or desecration of such sites.
- Chapter 27.53 RCW governs the protection and preservation of archaeological sites and resources and establishes the Department of Archaeology and Historic Preservation (DAHP) as the administering agency for these regulations.
- Section 36.70A.020 RCW includes a goal to identify and encourage "the preservation of lands, sites, and structures that have historical, cultural, and archaeological significance." This goal must be considered and incorporated into comprehensive plans and the implementing development regulations.
- Chapter 68.60 RCW provides for the protection and preservation of abandoned and historic cemeteries and graves.

#### 14. Transportation

- a. Identify public streets and highways serving the site or affected geographic area and describe proposed access to the existing street system. Show on site plans, if any.

Within the transportation system, the roads, highways, and streets are categorized into a hierarchy of classifications for the purpose of channelizing traffic throughout the County. The classifications are further divided between urban and rural designations. Long trips would tend to be channelized onto the highest classified facilities, while short trips may simply take the most direct route to the destination. Looking at it in another way, the highest classifications focus on mobility (efficiently getting from one location to another) while the lowest focus on access to property.

Within the 801-mile County public road system, exclusive of private roads and those managed by WSDOT and the cities, there are about 157 miles of rural major collectors, about 153 miles of rural minor collectors, about 374 miles of rural local roads, and about 108 miles of several urban classifications.

**Exhibit 2. Miles of County Public Roads by Federal Functional Class**

<b>Miles by Federal Functional Class</b>	
Rural Minor Arterial	9.4
Rural Major Collector	156.6
Rural Minor Collector	153.1
Rural Local Access	373.6
Urban Other Principal Arterial	0.5
Urban Minor Arterial	17.6
Urban Collector	13.9
Urban Minor Collector	5.0
Urban Local Access	71.4
<b>*Total:</b>	<b>801.0</b>

Source: Skagit County, 2015

\*Note: difference due to rounding.

Miles of state highways by Federal Functional Class are also shown below.

**Exhibit 3. Miles of State Highways by Federal Functional Class**

Hwy	Functional class	Miles
I-5	Interstate	24.97
SR 9	Minor arterial & Major collector	29.15
SR 11	Major collector	14.11
SR 20	Other Freeway & Other principal	74.59
SR 20	Minor arterial	11.94
SR 20	Other freeway & Other principal	7.78
Spur	arterial	
SR 530	Major collector	14.96
SR 534	Major collector	5.08
SR 536	Minor arterial	5.38
SR 538	Minor arterial	3.67
<b>Total</b>		<b>191.63</b>

Source: WSDOT, 2015

- b. Is the site or affected geographic area currently served by public transit? If so, generally describe. If not, what is the approximate distance to the nearest transit stop?

Skagit Transit serves Anacortes, Burlington, Concrete, Hamilton, La Conner, Lyman, Mount Vernon, and Sedro-Woolley. South Fidalgo Island, Shelter Bay, Burlington Country Club, North and Northwest Skagit County, and Big Lake are also within Skagit Transit's service area.

Skagit Transit's fixed route service includes local routes, commuter routes, and flex routes. In 2014, the number of all fixed route passenger boardings (local, commuter, and flex) increased by 10.7% from 2013. Fixed route service is offered along a pattern of streets or routes, operating on a set schedule of pulses from Skagit Station, Chuckanut Park and Ride, March's Point Park and Ride, and other designated transfer locations including Skagit Valley College, 10th Street and Q Avenue in Anacortes, and the Food Pavilion in Sedro-Woolley.

In 2014 there were 19 fixed routes, including 11 local routes, two commuter routes and six flex routes covering 322 miles of streets, roads, and highways. Local fixed routes operated between 5 and 7 days per week. Commuter routes operate between 5 and 6 days per week. Flex routes operate between 2 and 5 days per week (Skagit Transit, 2015).

- c. How many additional parking spaces would the completed project or non-project proposal have? How many would the project or proposal eliminate?

As a nonproject action, the Comprehensive Plan Update and regulations would not require parking. Future development in unincorporated Skagit County that is allowed consistent with the Comprehensive Plan and zoning code would be subject to County parking requirements in SCC 14.16.800 Parking.

- d. Will the proposal require any new or improvements to existing roads, streets, pedestrian, bicycle or state transportation facilities, not including driveways? If so, generally describe (indicate whether public or private).

In Skagit County, traffic volumes on County roads are low and maintenance of the existing County road system takes precedence over road construction. Because of this, road improvements rely more on the priority array than on level of service deficiencies. Projects on the 2016 TIP list reflect this priority array.

Exhibit 4 below shows the projects anticipated for the transportation system in Skagit County over the next 20 years. This list includes projects from the County's 2016-2021 Six-Year TIP as well as projects anticipated beyond the six-year timeframe. The project list includes the following types of projects:

- **Capacity/Operations:** Projects that are needed to improve the roadway capacity or traffic operations
- **Reconstruct/Repair:** Projects that bring the project back up to county design standards, in addition to improving the safety of the roadway
- **Safety:** Project related to safety that do not change the structure of the roadway
- **Non-Motorized:** Projects related to non-motorized travel modes
- **Studies:** Projects related to studies
- **Bridge:** Projects that involve repairing or replacing existing bridges. These do not include any capacity improvement bridge projects
- **Ferry/Dock:** Projects related to water transport

- **Programs:** Annual programs administered by the County to improve transportation facilities

**Exhibit 4. Transportation Improvement Program Project List**

ID	Project	Location	Description
	Capacity/Operations		
7	Cook Road Reconstruction	I-5 to Green Rd	Capacity improvements at Cook Road/Old Hwy 99; Potential I-5 ramp improvements; potential railroad crossing improvements.
8	Cook Road Signal Advance Warning	East leg of Cook Rd/Old Hwy 99 Intersection	Install signal warning flashers when westbound signal is changing. Will also upgrade intersection signal hardware.
	Reconstruct/Repair		
1	Bow Hill Road Reconstruction	Old Hwy 99 to Darrk Ln	Reconstruct roadway
2	Bradshaw Road Rehabilitation	Summers Dr to McLean Rd	Rehab and resurface concrete roadway
4	Cascade River Road Stabilization	East county	Stabilize roadway
6	Concrete Sauk Valley Road Stabilization	MP 13.0	Bank stabilization along Sauk River
12	Francis Road Section 1	MP 5.05 to 5.66 (near SR 9)	Reconstruct roadway, SR 9 intersection improvements
13	Francis Road Section 3	MP 2.75 to 3.75	Reconstruct roadway and bridges
14	Francis Road Section 4	MP 1.48 to 2.75	Reconstruct roadway and bridges
16	Fruitdale/Kalloch Road Arterial Improvements	Vicinity of Fruitdale Rd and Kalloch Rd Intersection	Repair and widen to arterial standards
17	Green Road Rehabilitation	Cook Rd to Kelleher Rd	Repair surface
21	Josh Wilson Road Phase 1	Jensen Ln to Avon Allen Rd	Reconstruct to improve roadway to standards
22	Josh Wilson Road Phase 2	SR 11 to Avon Allen Rd	Reconstruct to improve roadway to standards
23	Josh Wilson Road Phase 3	Jenson Ln to Emily Ln	Reconstruct to improve roadway to standards
24	Josh Wilson Road Phase 4	Higgins Airport Way to Farm to Market Rd	Reconstruct to improve roadway to standards

<b>ID</b>	<b>Project</b>	<b>Location</b>	<b>Description</b>
29	Peterson Road	Bayview Ridge neighborhood to Higgins Airport Way	Improve to urban standards
30	River Bend Road Improvements	West of Burlington	Repair and raise roadway
37	South Shore Road	Guemes Island	Stabilize roadway
39	South Skagit Highway Milepost 4.0	MP 4.0	Stabilize roadway
	Safety		
9	Dodge Valley Road Barrier Protection	Chilberg Rd to Best Rd	Install new guardrail at various locations to improve safety
28	Old Highway 99 North Illumination	Morton Rd Vicinity	Install lighting to improve safety along approximately half-mile of Old Hwy 99
	Non-Motorized		
5	Centennial Trail	Big Rock to Clear Lake	Construct pedestrian/bicycle trail
	Bicycle Route 5 (Coast Millennium Trail)	Southern County line to Bayview State Park	A north / south multimodal transportation corridor from the Southern County Line north to Bay View State Park which passes through the Town of La Conner and Bay View utilizing County roads and trails.
	North Fork Bridge	North Fork Bridge	Improvements to the bridge to increase driver awareness and bicyclist safety; located on Bicycle Route 5 (Coast Millennium Trail).
	Bicycle Route 14	Mount Vernon to McLean Pock Park	A east / west multimodal transportation corridor from Mount Vernon to the McLean Pocket Park and Bicycle Route 5 (Coast Millennium Trail) utilizing McLean Road.
	McLean Pocket Park	Best Road and McLean Road	A rest stop with amenities for the bicycle/pedestrian community positioned at the intersection of Best Road and McLean Road and centrally located between Skagit County's major destinations.

<b>ID</b>	<b>Project</b>	<b>Location</b>	<b>Description</b>
	Bayview Ridge Spur	City of Burlington to Bay View Ridge	A alternative parallel multimodal transportation corridor to USBR 10 that connects the City of Burlington to Bay View Ridge and Bicycle Route 5 (Coast Millennium Trail).
	Swinomish Indian Tribal Community Safe Routes	Swinomish Indian Tribal Community to La Conner and La Conner Schools	Improvements to Tribal, Town, and County roads and sidewalks from the Swinomish Indian Tribal Community to La Conner and La Conner Schools to increase bicyclist and pedestrian safety for residents and students.
	Burlington to Edison Multi Modal Pathway (Tiger Trail)	City of Burlington to the Town of Edison	A separated non-motorized trail adjacent to State Route 11 connecting the City of Burlington to the Town of Edison and Bicycle Route 5 (Coast Millennium Trail).
	Avon Cutoff	SR 20 east of Burlington	Construct multi-use trail in WSDOT right-of-way
	Guemes Ferry Trail	Ferry terminal to Edens Rd	Construct trail on east side of road
	Fidalgo Island Trail	Marine Dr to D Ave	Pave separated trail
	US Bicycle Route 10 (Cascade Trail)	State Route 20	An east / west multimodal transportation corridor from Fidalgo Island to the Town of Concrete utilizing State Route 20, City and County roads and trails.
	<b>Studies</b>		
35	Skagit River Bridge Modification and I-5 Protection Project	Transportation facilities near Skagit River	Study potential modifications of transportation facilities to improve flood control along Skagit River.
38	South Skagit Highway Realignment	S Skagit Hwy at Mill Creek	Study to identify ways to improve fish habitat and bridge maintenance at Mill Creek, including possible realignment.
	<b>Bridge</b>		
3	Burlington Northern Overpass (Old Highway 99)	Cook Rd to Dahlstedt Rd	Replace timber trestle bridge over railroad
15	Friday Creek Bridge (Old Highway 99)	North of Bow Hill Rd	Repair bridge deck
18	Hard Creek Bridge Replacement	East county	Replace damaged bridge
20	Illabot Creek Alluvial Fan Restoration	Rockport Cascade Rd	Construct 2 bridges to restore original channels



<b>ID</b>	<b>Project</b>	<b>Location</b>	<b>Description</b>
25	Lower Finney Creek Bridge Repairs	S Skagit Hwy west of Concrete	Replace bridge deck
27	North Fork Skagit Bridge Replacement (#40037)	Best Rd	Replace Bridge
32	Samish River Bridge Repair (Old Hwy 99 N)	Old Hwy 99	Replace/repair bridge
40	Thomas Creek Bridge (Old Hwy 99 N)	Old Hwy 99, south of Kelleher Rd	Replace Bridge
41	Upper Finney Creek Bridge (Strengthening)	East County	Strengthen bridge for truck use
	Ferry/Dock		
43	Guemes Ferry Boat Replacement or Overhaul		Replace/overhaul ferry
42	Guemes Ferry Parking Lot Improvements	Guemes Island	Improve parking area
34	Sinclair Island Marine Access (#40160)	Sinclair Island	Repair/replace dock facility
	Programs		
10	Emergent Projects at Various Locations		Address emergency repairs, minor construction, and safety improvement projects
11	Fish Passage Emergent Projects		Address projects that improve fish passage
19	Hot Mix Asphalt Overlay Project		Address various roadway locations that have poor pavement ratings
26	Non-Motorized Emergent Projects		Address various non-motorized type projects
31	Safety Improvement Emergent Projects		Address safety improvement projects
33	School Safety Emergent Projects		Address safety projects related to schools
36	Slope Stabilization Emergent Projects		Address slope stabilization projects

Source: Skagit County, 2015

e. Will the project or proposal use (or occur in the immediate vicinity of) water, rail, or air transportation? If so, generally describe.

Future development would use or be in the vicinity of water, rail or air transportation.

Water transportation facilities include the County's Guemes Ferry System. The marine ports in Skagit County function as important intermodal transportation centers as well as important centers for economic and recreational activity. Fifteen commercial piers, wharfs, and docks are located in the Anacortes area along Guemes Channel, along Swinomish Channel, on the west shore of Fidalgo Bay, and at March's Point.

Freight is transported by rail. The north/south BNSF mainline generally runs along the I-5 corridor connecting the urban centers of Seattle and Vancouver, British Columbia. The segment from Burlington to Everett is designated as an R1 freight railway, which carry the highest volumes of freight.

There are three municipal airports in Skagit County, the Anacortes Airport, the Skagit Regional Airport, and the Concrete Airport.

- The Skagit Regional Airport is operated by the Port of Skagit County and is adjacent to the Bayview Business & Industrial Park west of Burlington. The airport is used for general aviation and has runways of 5,475 feet and 3,000 feet in length which can accommodate all aircraft with 30 passenger capacity or less. It also provides a charter service, primarily for passengers in route to the San Juan Islands.
- The Anacortes Airport is a general aviation airport operated by the Port of Anacortes with a 3,018-foot runway serving Bellingham and the San Juan Islands. Numerous charter flights originate from the airport serving SeaTac Airport and Boeing Field (business travelers), and the San Juan Islands (tourist travelers).
- The Concrete Airport, known as "Mears Field," operates a charter service for business and tourist travel, and provides a general aviation facility for the eastern part of Skagit County.

f. How many vehicular trips per day would be generated by the completed project or proposal? If known, indicate when peak volumes would occur and what percentage of the volume would be trucks (such as commercial and nonpassenger vehicles). What data or transportation models were used to make these estimates?

The travel demand model was reviewed at 2014 with current conditions and 2036 with projected countywide growth to understand if any roadway segments have volumes that are near the roadway capacities coded in the as well as estimate growth in traffic at "High Traffic County Road Segments" as identified by the County.

Exhibit 5 below shows the estimated AADT at High Traffic County Road Segments (as defined in the *Skagit County Road Segment and Intersection Concurrence*, Skagit County, 2014). As shown in Exhibit 5, the County segments along Cook Road and Pioneer Highway are anticipated to remain at volumes levels consistent with LOS D.

However, this LOS does not take into account intersection operations or railroad crossing impacts. It is anticipated that existing traffic congestion along Cook Road between I-5 and Green Road will worsen with additional intersection volumes and with increased railroad crossing delays (See *Skagit Council of Governments Rail Crossing Study*, 2016). Exhibit 4 shows that the County has already identified a planned capacity improvement project for this roadway segment that includes possible grade-separation from the railroad or other mitigation measures.

**Exhibit 5. 2014 and 2036 Forecasted Traffic Volumes**

Roadway Segments <sup>1</sup>	Extents	2014 ADT <sup>2</sup>	2014 LOS <sup>3</sup>	2036 ADT <sup>4</sup>	2036 LOS
Cook Rd	I-5 SB Ramps to NB Ramps	12,000	WSDOT <sup>5</sup>	14,300	WSDOT
Cook Rd	I-5 NB Ramps to Old Hwy 99	15,600	WSDOT <sup>5</sup>	16,800	WSDOT
Cook Rd	Old Hwy 99 to Green Road	12,300	D	13,200	D
Cook Rd	Green Road to Collins Rd	11,100	D	12,000	D
Cook Rd	Collins Rd to Klinger St	10,900	D	11,600	D
Pioneer Highway	County Line to Milltown Rd	8,000	C	10,500	D
Pioneer Highway	Milltown Rd to Fir Island Rd	7,600	C	10,000	D

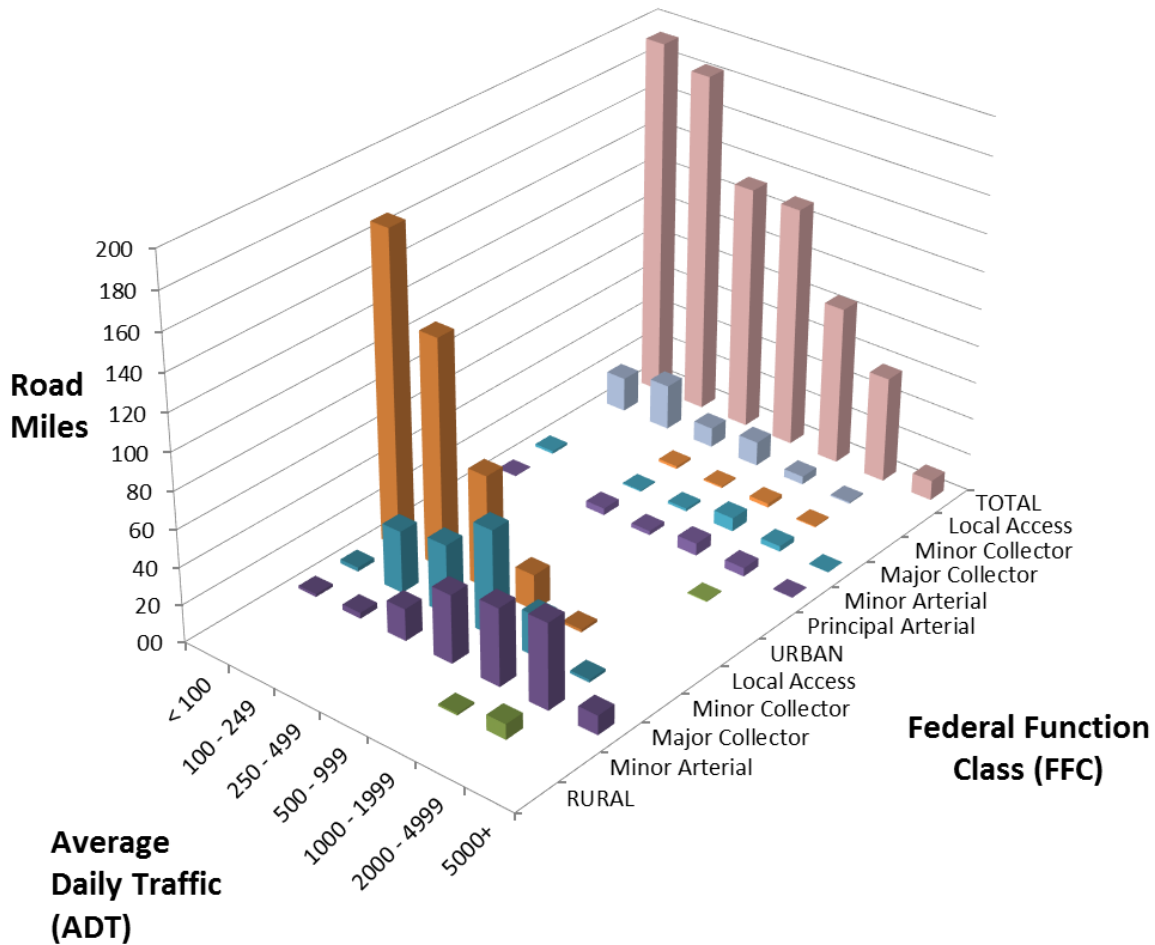
1. Segments as identified in *Skagit County Road Segment and Intersection Concurrency*, Skagit County, 2014
2. Average Daily Traffic volumes as reported in the *Concurrency* report.
3. Level of Services as reported in the *Concurrency* report, based on the *Highway Capacity Manual* (TRB, 2010).
4. Average Daily Traffic volumes forecasts based on model growth rates from the Skagit Council of Governments Travel Demand Models for 2013 and 2036.
5. These Cook Road segments are within WSDOT right-of-way.

Source: Transpo, 2015

g. Will the proposal interfere with, affect or be affected by the movement of agricultural and forest products on roads or streets in the area? If so, generally describe.

The nonproject proposal Comprehensive Plan Update and associated regulations are not expected to interfere with the transport of resource products. The Plan maintains designations of natural resources lands. Currently, most rural roads have volumes less than 500 average daily traffic.

**Exhibit 6. County Public Road Miles by ADT Range by Functional Class**



Source: Skagit County, 2015

There is a relatively strong seasonal component in many parts of the County. The seasonal trend in Skagit County is generally for the traffic to be the lowest in the winter months and the highest in the summer months.

**h. Proposed measures to reduce or control transportation impacts, if any:**

Implementation of the following plans and codes are intended to reduce transportation impacts:

- Skagit 2040 (Skagit Council of Governments Regional Transportation Plan)
- WSDOT Freight Mobility Plan
- WSDOT Rail Plan
- Skagit County Comprehensive Parks and Recreation Plan
- 2014 Guemes Island Ferry 14-year Capital Plan
- 2013 or 2014 Guemes Island Operations Plan
- 2013 Concurrency Report

- 2016-2021 6-year TIP
- 2014 County Road Inventory
- 2014 Private Road Inventory
- WSDOT Long-range Ferry Plan
- WSDOT Long-Range Statewide Transportation Plan
- WSDOT Bicycle Transportation and Pedestrian Walkways Plan
- WSDOT Statewide Public Transportation Plan (under development)
- Island & Skagit Counties Coordinated Public Transit – Human Services Transportation Plan Update
- Skagit Transit Development Plan 2014-2019
- WSDOT Ferries Division Final Long Range Plan 2009
- Skagit County Code (SCC) Title 10 Vehicles and Traffic
- SCC Title 11 Roads and Bridges

## 15. Public services

- a. Would the project result in an increased need for public services (for example: fire protection, police protection, public transit, health care, schools, other)? If so, generally describe.

Law enforcement services in unincorporated Skagit County are currently provided by the Skagit County Sheriff Department. As growth occurs in unincorporated Skagit County, more calls would be generated. As the primary provider of police services, the Sheriff Department would require additional staff and facilities to maintain levels of service as population increases. Policies in the Comprehensive Plan call for coordination with the Sheriff Department to ensure adequate police services.

More than twenty fire districts serve unincorporated Skagit County. Maps for each district are available on the County's map gallery, at <http://www.skagitcounty.net/Departments/GIS/Gallery/main.htm#fire>.

There are eight public school districts serving students in Skagit County: Anacortes, Burlington, Concrete, Conway, Darrington, LaConner, Mount Vernon, and Sedro-Woolley. A map of the school districts is available online through the County's map gallery at: <http://www.skagitcounty.net/Departments/GIS/Gallery/main.htm#school>.

As a nonproject action, the proposed Comprehensive Plan Update and development regulations would not directly increase the need for public services; however, future growth within the county would require additional public services, such as police and fire protection, and schools, to meet service providers' standards of service.

The County has established Level-of-Service (LOS) standards for several capital facilities supporting public services, as detailed in the Comprehensive Plan Capital Facilities Element. These include:

- **Law Enforcement:** SCC 14.28.070(1)(c)(ii):1 officer per 2000 served.

- **Fire Service:** The County shall ensure that adequate fire and emergency medical service facilities are located or planned to accommodate current and future population. Standards for urban levels of fire service shall be consistent with Countywide Planning Policy 1.7. Non-urban fire level of service shall be as follows: a) Fire facilities shall maintain a Washington Survey and Rating Bureau (WSRB), public protection classification No. 8 or better, and fire flow in accordance with the Coordinated Water System Plan (Section 4 – Minimum Design Standards).
- **Education:** Educational and facility standards in district’s Capital Facilities Plan.

b. Proposed measures to reduce or control direct impacts on public services, if any.

One of the purposes of preparing the Skagit County Comprehensive Plan Update is to identify where growth would occur in the next twenty years to allow public service providers to meet public service needs as growth occurs. The Comprehensive Plan Capital Facilities Element and Capital Facilities Plan will be updated regularly to identify anticipated facility needs and reduce impacts to public service levels.

County codes such as the Uniform Fire Code and water adequacy requirements would address fire suppression services.

Future development would be subject to further SEPA review and conditions to ensure adequate police, fire, and school services can be addressed through that process.

## 16. Utilities

a. Circle utilities currently available at the site: electricity, natural gas, water, refuse service, telephone, sanitary sewer, septic system, other \_\_\_\_\_

Power, telecommunications, solid waste, water, sewer or septic systems, and other utilities are available in unincorporated Skagit County.

b. Describe the utilities that are proposed for the project, the utility providing the service, and the general construction activities on the site or in the immediate vicinity which might be needed.

As a nonproject action, no utilities are proposed in the Skagit County Comprehensive Plan Update and development regulations. The Comprehensive Plan Utilities and Capital Facilities Elements, and detailed utility system plans, discuss current and future services and needs for the county.

Within unincorporated Skagit County, the County is primarily responsible for facilities and services supporting community activities, law and justice, solid waste, surface water management, and transportation. Water supply, fire and emergency medical service, schools, sanitary sewer collection and treatment, diking and drainage, transit, and port services are the responsibility of other providers outside of the ownership and management of Skagit County. However, GMA requires the County to coordinate with these other providers’ plans.

Skagit County is not responsible for the provision of planning and land use regulation services within the municipal Urban Growth Areas (UGAs). However, the County must ensure that public facilities and services are available, adequate, and concurrent with development within unincorporated UGAs and unincorporated municipal UGAs prior to annexation. The Framework Agreement between the County and the cities and towns requires that those jurisdictions plan

and implement capital facilities improvements adequate to accommodate growth within their respective UGAs so that concurrency with adopted levels of service is maintained.

### **Water**

Skagit County is served by several publicly owned water utilities and many private water associations. The two largest providers are the City of Anacortes and Skagit PUD. Skagit PUD operates several remote systems outside of its main Judy Reservoir service area. Water service planning is documented in the Skagit County Coordinated Water System Plan (CWSP) —Regional Supplement 2000.

The Urban Service Areas for the Skagit County water purveyors are defined, as well as the rural service areas. The CWSP incorporates a level of service standard for rural public water service and related fire protection. An agreement on level of service between the County, water purveyors, cities, and County Fire Marshal is also incorporated in the CWSP. Areas not served by water utilities or associations are generally served by private wells.

The water demand projections incorporated in the CWSP were based on state Office of Financial Management (OFM) population projections and further adjusted to reflect OFM and land use criteria to help ensure consistency with the GMA planning procedure. Projections of future water demand are based on a population forecast of 155,257 persons in 2030, 157,741 persons in 2040, and 160,265 persons in 2050. These forecasts are relatively similar to the population forecast in this Comprehensive Plan Update, of 155,452 persons in 2036. Therefore, the CWSP, which plans for water supply through the year 2050, addresses demand projections and needed improvements for a future population similar to that being planned for in this update.

The County's level of service for water is:

- **Urban Water Service:** Urban water service provided by a utility and designed to meet the needs of the designated service areas consistent with the Skagit County or City Comprehensive Plan, the Coordinated Water System Plan, and the designated water utility's Water System Plan shall meet the design criteria of the Coordinated Water System Plan.
- **Rural Water Service:** Rural water service provided by individual wells, community systems, or extensions of urban water systems shall be designed to meet the rural water supply needs of the rural area users consistent with the Skagit County Comprehensive Plan and the Coordinated Water System Plan for rural domestic water supply and fire protection.

Pursuant to RCW 19.27.097 and RCW 58.17.110, Skagit County cannot legally issue residential building permits or approve subdivision applications unless the applicant has a lawful water supply. Typically, the applicant either provides a letter of availability from a public water source such as PUD, or proposes to use a well. Under Washington law, the State of Washington regulates water and its availability for appropriation, determining whether an applicant's proposed use of a well is lawful.

In 2001, the State of Washington adopted an Instream Flow Rule for the Skagit River Basin, establishing minimum river and stream flows for salmon habitat. Although the 2001 Rule in draft form allocated water for rural landowners and agriculture, the published 2001 Rule failed to provide a water allocation for rural landowners or agriculture.

In 2006, the State amended the 2001 Rule in an effort to fix this problem, establishing a small allocation for rural landowners and agriculture in the Skagit River Basin and each of its tributaries (the “2006 Amendment”).

In 2008, the Swinomish Indian Tribal Community (“Swinomish”) filed suit against the State in an effort to invalidate the 2006 Amendment. On October 3, 2013, the Washington Supreme Court ruled in favor of Swinomish, invalidating the 2006 Amendment. *Swinomish v. State*, Wa. Sup. Ct. Case No. 87672-0.

As a result of the *Swinomish* lawsuit, the State Department of Ecology has communicated to Skagit County as follows:

*“Skagit County is legally required to stop issuing building permits and subdivision approvals in the Skagit Basin that rely on new wells, unless Ecology approves a plan for mitigation (or a plan for reliance on an alternative water source during times when the minimum instream flow requirements set in WAC 173-503 are not met).”*

In accordance with the State’s foregoing statement, Skagit County is directing all building permit and subdivision applicants that propose to rely on new use of an exempt well within the Skagit Basin as their source of water to obtain Ecology’s approval of the applicant’s proposed water use prior to submittal of a permit or subdivision application to Skagit County.

### **Sanitary Sewer**

Sewer service is available in Anacortes, Burlington, Big Lake, Concrete, La Conner, Mount Vernon, and Sedro-Woolley. Public sewer service is generally not provided in rural areas. The Skagit County Health Department and the Skagit Public Utilities District (PUD) have considered the feasibility of providing sanitary sewer service to some areas where public health issues have been raised due to failing on-septic systems, although so far, sewer service has been found to be prohibitively expensive. The Health Department works with these communities to find solutions that utilize improved septic treatment. That process involves testing existing systems and determining solutions to problems, most of which have been resolved.

Within the UGAs, sanitary sewer service is provided by the cities and towns and the PUD. The County evaluates whether cities have demonstrated the ability to serve UGA expansion areas. See Attachment A regarding Sedro-Woolley and Burlington UGA amendment proposals. Expansion of these services is implemented as part of the development process.

Skagit County does not usually plan for sewer service in rural areas, as GMA does not allow sanitary sewer service to be extended to rural areas except in limited circumstances.

The County’s level of service for sewer service is:

- **Sanitary Sewer:** Except as determined by the County Health Department, urban sanitary sewer service shall only be provided in urban growth areas by cities or county-approved special districts.

### **Solid Waste**

The County’s solid waste management system consists of the collection and delivery of waste including recyclable materials to transfer stations, from which these materials are shipped to remote landfills and processing centers. According to the Washington State Department of Ecology, in 2013 approximately 164,801 tons of solid waste from Skagit County were landfilled



or incinerated. This included 92,814 tons of municipal/commercial solid waste, as well as dredge, soils, industrial waste, construction and demolition debris, and other categories.

The Skagit County Comprehensive Solid Waste Management Plan, completed in 2005 and updated in 2008, provides a guide for solid waste activities in Skagit County. It describes county demographics, waste quantities, and the solid waste management system, and includes recommended actions with an implementation schedule and associated costs.

#### **Electricity and Telecommunications**

Puget Sound Energy (PSE) is an investor-owned utility providing electrical service to approximately 1.2 million residential, commercial, and industrial customers in eight counties in western Washington, including approximately 60,000 electric customers in Skagit County. PSE power-delivery facilities in Skagit County include 1,400 miles of overhead facilities and 1,000 miles of underground cables. PSE is regulated by the Washington Utilities and Transportation Commission (WUTC) and is required by the WUTC to complete an Integrated Resource Plan every two years to forecast the resources necessary to meet future demand over a 20-year period. To meet local electric demand in Skagit County, new transmission lines and substations may need to be constructed, and existing facilities will need to be maintained and possibly rebuilt.

Frontier Communications Northwest is the primary provider of telecommunications services in Skagit County. The WUTC regulates rates and services of telephone companies operating in Washington State, but does not regulate cable, internet, wireless phones, or "voice over internet protocol." Skagit County coordinates provisions of these services through the development permitting process.

#### **Natural Gas**

Cascade Natural Gas transmits and distributes natural gas to more than 260,000 customers in 96 communities in Washington and Oregon. This includes 226,000 residential customers, 33,000 commercial customers, and 700 industrial customers. Cascade Natural Gas owns 5,100 miles of distribution mains, 200 miles of transmission mains, and 3,500 miles of service lines. Subsidiary CGC Resources manages the company's pipeline capacity. The utility obtains its gas mainly from Canadian suppliers. Cascade Natural Gas has a pipeline in Skagit County that extends from Anacortes in the west to Sedro Woolley in the east. The Washington Utilities and Transportation Commission regulates private, investor-owned natural gas utilities in Washington to ensure regulated companies provide safe and reliable service to customers at reasonable rates.

### **C. SIGNATURE**

The above answers are true and complete to the best of my knowledge. I understand that the lead agency is relying on them to make its decision.

Signature: 

Name of signee Kirk Johnson

Position and Agency/Organization Senior Planner, Skagit County Planning & Development Services

Date Submitted: March 2, 2016

## D. Supplemental Sheet for Nonproject Actions

(IT IS NOT NECESSARY to use this sheet for project actions)

Because these questions are very general, it may be helpful to read them in conjunction with the list of the elements of the environment.

When answering these questions, be aware of the extent the proposal, or the types of activities likely to result from the proposal, would affect the item at a greater intensity or at a faster rate than if the proposal were not implemented. Respond briefly and in general terms.

### 1. How would the proposal be likely to increase discharge to water; emissions to air; production, storage, or release of toxic or hazardous substances; or production of noise?

At the time of site development that is proposed consistent with the Comprehensive Plan and implementing zoning code, there may be fill and grade proposals, and vegetation may be removed, which may result in altered surface water flows, increased stormwater flow, localized flooding impacts, and generation of non-point source pollution to local surface waters. With greater impervious surfaces there would be less infiltration of groundwater. However, the County contains thousands of acres of forested watershed that would continue to be protected.

Emissions to air would most likely be associated with increased vehicle traffic. The proposal includes policy and plan measures to reduce reliance on vehicular use to curb growth in vehicular emissions, promotes transit use by focusing residential and employment growth in centers.

Short-term air emissions including construction equipment exhaust and fugitive dust may occur during the construction phase for new development. Hauling routes and local streets could be impacted by dust if mitigation measures are not implemented, but all construction projects will be consistent with the County's erosion control development standards.

Land development that may occur following adoption of the Plan and associated development regulations could create short-term noise impacts to land uses in the vicinity. Increases in traffic volumes generated within the study area are likely the primary source of future noise.

Some commercial or industrial uses may handle hazardous materials, though the International Fire Code and state and federal laws would apply.

See Section B for more details.

#### **Proposed measures to avoid or reduce such increases are:**

At the time of building permit requests, the International Building Code includes conditions under which preparation of a geotechnical report would be required. Future development would also comply with County critical areas regulations to reduce health and safety risks related to geologic hazards.

Development is subject to applicable federal (EPA), regional (Northwest Region Clean Air Agency), and State (Ecology) air quality regulations. Ecology air quality regulations applicable to the study area are found at Chapter 173-400 WAC.

Future development would comply with the County's stormwater requirements in place at the time of application.

Maximum environmental noise levels are regulated by Skagit County Code Chapter 9.50 Noise Control. Construction noise levels will comply with the code.

New development of specific parcels in unincorporated Skagit County will be subject to County zoning and critical areas regulations for allowable uses and activities, and County International Building and Fire codes for handling hazardous materials as well as State and Federal hazardous materials regulations.

## **2. How would the proposal be likely to affect plants, animals, fish, or marine life?**

Future development allowed by the Comprehensive Plan and development regulations could affect plants and animals in unincorporated Skagit County through land clearing for construction of housing and infrastructure, stormwater runoff, and human disturbance associated with future growth. Environmental resources subject to risk of direct and indirect impacts include numerous species of plants, animals and fisheries (including threatened or endangered species and their habitat).

Most of eastern Skagit County is in federal ownership and is forested. This area would retain its habitat features.

### **Proposed measures to protect or conserve plants, animals, fish, or marine life are:**

The County's Critical Areas Regulations (SCC 14.24) and Shoreline Master Program (SCC 14.26) would apply in unincorporated Skagit County where critical areas and shoreline jurisdiction are found. Updates to critical areas regulations are proposed with the County's Comprehensive Plan Update by June 2016 to maintain adequate protection and integrate more recent State wetland protection guidance.

The County is in the process of updating its Shoreline Master Program to better match property use and conditions on the ground. Regulations would be amended to address National Pollutant Discharge Elimination System permit requirements to evaluate codes to provide for low impact development standards. This would include removing barriers in codes to implementing low impact development techniques with new development.

Salmon recovery and integrated watershed improvement projects will continue through coordinated efforts of the Skagit Watershed Council.

The County's stormwater regulations would apply and rely on the most current manuals (as they may be amended over time per SCC 14.32.080):

- Department of Ecology Stormwater Management Manual for Western Washington
- Low Impact Development Technical Guidance Manual for Puget Sound (LID Manual) by Washington State University and Puget Sound Partnership

See also Sections B.4 and B.5.

## **3. How would the proposal be likely to deplete energy or natural resources?**

The proposed Comprehensive Plan Update and development regulations would result in no direct impacts on the depletion of energy or natural resources. However, any development that does occur is likely to require energy resources such as heating residential units, and supplying light and electricity for commercial and industrial uses. See Section B.6.

**Proposed measures to protect or conserve energy and natural resources are:**

The County has adopted the 2012 International Energy Conservation Code published by the International Code Council, Inc., as amended pursuant to Chapter 51-11 WAC (SCC 15.04.020).

All project-specific developments are subject to Washington State regulations for energy conservation. Future site-specific development would be subject to project-level environmental analysis and threshold determinations. If needed, mitigation measures to protect or conserve energy and natural resources would be identified at that time. See Section B.6.

**4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection; such as parks, wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands?**

Population and employment growth would mean greater demand for parks and recreation facilities and services. Historic and cultural sites would remain protected by federal, state, and county regulations and policies; as growth occurs, any alterations to such sites would require evaluation and mitigation.

Regarding habitat, floodplains, and wetlands, critical areas protections would apply – see Section B above.

**Proposed measures to protect such resources or to avoid or reduce impacts are:**

The County's Parks and Recreation Plan (2013) allows the County to plan ahead for growth.

Skagit County has policies in place to protect prime farmlands. These include:

- The following goals from the Comprehensive Plan Natural Resource Lands Element, and their associated policies:
  - Goal A: "Maintain land use designation criteria and densities for agricultural natural resource lands. Designate and map long-term commercially significant agricultural resource land accordingly."
  - Goal A-3: "Promote preservation of agricultural land for agricultural uses, minimize non-farming uses on agricultural lands; and develop incentive programs to promote farming."

Future projects will adhere to and comply with all State and federal laws to protect historic or cultural sites, including those summarized below:

- Washington State has a number of laws that oversee the protection and proper excavation of archaeological sites (RCW 27.53, WAC 25-48), human remains (RCW 27.44), and historic cemeteries or graves (RCW 68.60). Under RCW 27.53, Department Archaeology and Historic Preservation (DAHP) regulates the treatment of archaeological sites on both public and private lands and has the authority to require specific treatment of archaeological resources. All precontact resources or sites are protected, regardless of their significance or eligibility for local, state, or national registers. Historic archaeological resources or sites are protected unless DAHP has made a determination of "not-eligible" for listing on the WHR and the NRHP.

- In the event that human remains, burials, funerary items, sacred objects, or objects of cultural patrimony are found during project implementation, all provisions of RCW 68.50.645 apply including notification of appropriate authorities.
- In the event that prehistoric artifacts or historic-period artifacts or features are found during project implementation, all work must cease within 200 feet of the find, Washington State Department Archaeology and Historic Preservation must be contacted, and all provisions of RCW 27.53.060 shall be adhered to.

**5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans?**

The Comprehensive Plan Update has been developed to respond to projected population and employment growth in Skagit County through the year 2036. The goal of the proposal is to channel most new population growth into the cities and their UGAs, where services can best be provided, and to protect designated natural resource lands and maintain low densities and limit service needs in the rural area. The proposed population growth in 2036 is similar to that planned for 2025.

Countywide there is sufficient capacity to meet UGA growth allocations; rural areas are not “sized” for allocations. Individually, most UGAs have capacity to meet their growth targets, and where it is lacking Comprehensive Plans are under review to address the capacity needs. For example, Sedro-Woolley is proposing a UGA rezone and expansion.

The chart below shows the status of growth allocations and capacities based on each agency’s results and available studies.

**Exhibit 7. Land Capacity and Allocation Estimates**

Urban Growth Areas	2015-2036 Forecast Population Growth	2016 Population Capacity	Difference: Surplus (Deficit)	2015-2036 Forecast Employment Growth	2016 Employment Capacity	Difference: Surplus (Deficit)
Anacortes	5,895	5,175	(720)	2,076	3,274	1,198
Bayview Ridge	72	60	(12)	1,799	6,504	4,705
Burlington	3,808	3,911	103	3,516	2,392	(1,124)
Concrete	320	630	310	109	242	133
Hamilton	114	520	406	66	294	228
La Conner	329	115	(214)	329	139	(191)
Lyman	162	3,120	2,958	9	200	191
Mount Vernon	12,434	23,835	11,401	4,785	1,806	(2,979)
Sedro-Woolley	4,555	4,427	(128)	4,427	4,068	(359)
Swinomish	912	3,738	2,826	290	1,470	1,180
<b>UGAs Subtotal</b>	<b>28,601</b>	<b>45,530</b>	<b>16,929</b>	<b>17,406</b>	<b>20,388</b>	<b>2,982</b>
Rural (outside UGAs)	7,150	7,150	-	1,447	1,447	-
<b>County Total</b>	<b>35,751</b>	<b>52,680</b>	<b>16,929</b>	<b>18,853</b>	<b>21,835</b>	<b>2,982</b>

**Sources:**

- City of Anacortes, Residential & Employment Land Capacity Analysis Summary, Draft, July 10, 2015
- City of Burlington, Memorandum, Buildable Lands Availability in Burlington, August 6, 2015
- City of Concrete, Draft Land Use Element, for Commerce Review, June 30, 2015
- City of La Conner, October, 25, 2005, Comprehensive Plan Update, Chapter 5 Land Use Element
- City of Mount Vernon, Mount Vernon Buildable Lands Update – 2016 Comprehensive Plan, July 24, 2015
- ECONorthwest, Memorandum, Bayview Ridge UGA Buildable Land Inventory and Employment Capacity Analysis, July 10, 2015

ECONorthwest, March 2014, Draft, Skagit County Industrial Land Study  
E.D. Hovee & Company, LLC, Memorandum, Sedro-Woolley Buildable Land & Land Capacity Analysis Report, July 16, 2015  
The Watershed Company, September 1, 2011, Draft, Shoreline Analysis Report for Shorelines in Skagit County and the Towns of Hamilton and Lyman

**Detailed Notes:**

***UGA by UGA Notes:***

**Anacortes:** The Anacortes Comprehensive Plan Update is anticipated to provide plan or zoning amendments to create capacity for about 720 people and 320 dwellings.

**Bayview Ridge:** Per July 2015 ECONorthwest memo on Industrial Capacity, moderate capacity assumptions. Per Skagit Council of Governments Planners' Population Recommendations 2014 "Bayview population would be reduced to 0.2% to recognize the small number of existing buildable lots (~22-23), and reallocated based on the current shares to remaining UGAs."

**Burlington:** Burlington indicates it has capacity for its forecast growth at 306.74 buildable residential acres. For housing, five dwelling units/acre and an American Community Survey household size of 2.55 persons/household were assumed for Burlington. To calculate employment capacity the city indicates there are 250.45 acres of commercial and industrial land but it is not clear if this is gross or net buildable land. There is a figure of 151.92 acres of commercial and industrial land in wetlands and dikes. For this document, wetlands were subtracted from buildable acres. The city has written that it has sufficient capacity.

**Concrete:** 25 acres of vacant commercial/industrial land times 9.7 employees/acre results in the estimated employee capacity number. (2)

**Hamilton:** Analysis for the Skagit County Shoreline Master Program indicates that Hamilton's UGA has capacity for approximately 200 dwelling units, which yields the estimated population capacity when multiplied by 2.6 persons/household. Industrial land supply per the Industrial Need Study is 28 acres at the moderate land need scenario with 10.5 employees/acre, this yields the employment capacity estimate. (1)(3)(4)

**LaConner:** In the 2005 Comprehensive Plan, LaConner had approximately 26 acres of undeveloped or underdeveloped land within its boundaries. Approximately 15 acres in the residential zone could be developed in the future. Between 2005-2015 81 units were developed and are subtracted from the capacity determined with average density reported in 2005 plan. Average household size in 2010 was 1.91 persons/ household for LaConner. In the 2005 Comprehensive Plan approximately 4 acres were available for industrial development or redevelopment, with 6 to 7 acres available for commercial development. The 2014 Industrial Lands Study reported 2 acres available for industrial land, updating the 2005 figure. The employment capacity figure assumes 2 acres of industrial land at 9.7 employees/acre and 6 acres of commercial at 20 employees/acre. (2)(4)

**Lyman:** Based on zoning and aerial map interpretation, Lyman has an estimated 400 vacant acres in R-1 zoning and an estimated 10 acres in B-C zoning. R-1 zoning can allow up to 3 dwelling units/acre at 2.6 persons/household to estimate the population capacity number. 20 employees/acre for commercial zones times 10 acres of vacant B-C land results in the estimated employment capacity. The 2014 Draft Industrial Land Study shows no industrial acres demanded. (2)(3)(4)

**Mount Vernon:** A 2010 City study showed 168.8 acres of commercial/industrial property available. The 2014 Draft Industrial Lands Study showed capacity for 267 acres, which would meet moderate and low land needs, but not high land needs. Analysis includes industrial acres in the 2014 study and commercial-only acres at 20 employees/acre. (2)(4)  
Sedro-Woolley: Sedro-Woolley proposes policy options for increasing residential and employment capacity, including a UGA expansion.

**Swinomish:** Land capacity analysis with Shoreline jurisdiction shows capacity for 1,438 dwelling units and 1,470 employees. A large portion of the Swinomish UGA is within Shoreline jurisdiction. Population capacity estimates dwelling unit capacity within shoreline jurisdiction times 2.6 persons/household. (1)(2)

***Reference Notes:***

(1) Draft Shoreline Analysis report for Shorelines in Skagit County and the Towns of Hamilton and Lyman. The Watershed Company and ICF International. September 1, 2011.

(2) Skagit County Population & Employment Allocation Final Report by Berryman & Hennigar, Inc. in association with Michael J. McCormick from December 2003. Based on figures in this report, average employment density in Skagit County was estimated as 9.7 employees per acre, with commercial densities of 20 employees per acre.

(3) An average of 2.6 persons per household in Skagit County was derived from the 2010 Census figures for population and occupied households..

(4) Use of moderate land demand scenario in the Draft Industrial Lands Study March 2014, ECONorthwest.

The County is in the process of updating its Shoreline Master Program to better match property use and conditions on the ground. The update will reflect changes in the Skagit County Critical Areas Ordinance addressing Best Available Science. Any specific development resulting from the amendments shall be subject to all applicable codes, regulations and statutes from the local, state and federal statutes.

**Proposed measures to avoid or reduce shoreline and land use impacts are:**

Countywide Planning Policies are under amendment in 2016 to provide a common framework and approach to land capacity analysis and accommodation of growth targets.

The County and cities are preparing Comprehensive Plan Updates to meet their growth targets and housing and employment needs.

The County's Shoreline Master Program is under revision in 2016 as part of its Comprehensive Plan Update to be in alignment with state guidelines and local conditions.

The County's land use code (SCC Title 14) provides zoning regulations guiding land use, bulk, height, landscaping, parking, as well as critical areas regulations, shoreline regulations, and the State Environmental Policy Act. Future development would be subject to these standards.

**6. How would the proposal be likely to increase demands on transportation or public services and utilities?**

The Comprehensive Plan Update would guide the type, location, and intensity of development within unincorporated Skagit County. As new development occurs, there is likely to be increased demand for transportation, public services, and utilities.

**Transportation**

See Section B.14. Future growth is not expected to cause violation of the County's levels of service, and planned multimodal projects are designed to address future transportation needs.

**Public Services and Capital Facilities**

The demand for public services and facilities will increase as the population and employment grow in unincorporated Skagit County grow.

Growth in city-assigned unincorporated UGAs would not occur until services are available and annexation agreements are accomplished. Thus urban population and employment would not occur until city or district levels of service can be met and unmitigated impacts are not anticipated.

Rural Skagit County is anticipated to add 7,150 persons or 2,750 dwellings over 20 years (about 138 homes per year). Based on adopted levels of service, this could mean the following increases in public service demand:

**Exhibit 8. Public Service Demand Estimates – Rural Skagit County**

Rural Growth	2015-2036	
Persons	7,150	
Dwellings	2,750	2.6 persons per household (2.56 2013 American Community Survey estimate)
Service Demand	2015-2036	
Park Demand	134	Acres of parkland
Police Demand	3.6	New officer positions
Schools	1,159	New students
Assumptions	LOS	
Parks	18.75	acres per 1000
Police	1	officer per 2000 served
Schools	0.42	students per household - student population / district households Anacortes, Burlington-Edison, Concrete, Conway, Darrington, LaConner, Mount Vernon, Sedro-Woolley Districts

Note: LOS = level of service

Source: Skagit County Comprehensive Plan, BERK Consulting 2016

Additionally, there would be a demand for water service though countywide growth is within the range of that studied in regional plans per Section B.16. Increased demand for stormwater facilities would be determined on a case-by-case basis and County stormwater regulations will ensure proper management is in place with development. Fire districts would need to ensure sufficient operations and equipment to meet State laws and county level of service standards. The districts are responsible to prepare capital plans.

The County requires adequate water, stormwater, and road service prior to development permit issuance. The County regularly plans for police and parks services through capital plans and budgeting to achieve its adopted levels of service. Fire districts and school districts review County permits for developments of more than 4 dwelling units, and prepare capital and operational plans. Therefore, no unmitigated impacts are anticipated.

While demand will increase, the capital facilities plan identifies needed improvements to meet the needs of the community over time. See Sections B.15 and B.16 for additional discussions of level of service policies.

**Proposed measures to reduce or respond to such demand(s) are:**

**Transportation**

The Transportation Element and Technical Appendix identifies current conditions, the impacts of growth, desired levels of service, capital facilities required to meet adopted levels of service, and a funding plan for improvements.

**Public Services and Capital Facilities**

Implementation of the Transportation Element, Utilities Element, Capital Facilities Element, and adopted Utility plans, with amendments as appropriate, would allow the County to serve growth.



**7. Identify, if possible, whether the proposal may conflict with local, state, or federal laws or requirements for the protection of the environment.**

The Skagit County Comprehensive Plan Update and development regulations would not conflict with any local, state or federal regulations or requirements to protect the environment.

The Skagit County Comprehensive Plan Update and development regulations have been prepared in accordance with the provisions of the Washington State Growth Management Act and Skagit Countywide Planning Policies to ensure coordinated planning.

## Attachment A: Land Use and Zoning Docket Evaluations

### Lake Erie Trucking MRO Expansion (PL-0363)

Expand the Mineral Resource Overlay (MRO) to the parcel boundaries of four parcels on Fidalgo Island currently designated Rural Resource-NRL and partially included in the MRO. Size of proposed MRO expansion is approximately 23 acres. If approved, the property owner will seek a special use permit from the County to expand the Lake Erie Pit. See the proposed area map below.

**Exhibit 9. Lake Erie Trucking MRO Expansion Property**



### 1. How would the proposal be likely to increase discharge to water; emissions to air; production, storage, or release of toxic or hazardous substances; or production of noise?

The MRO expansion would allow for the proponent to apply for a special use permit to expand the mining operation. The forested land would be disturbed and soils subject to erosion affecting water and air quality; the applicant indicates that there is very little surface runoff,

because of the high permeability of the gravel surface and that all runoff will be contained on site. There are mapped areas of “potential sea water intrusion” into aquifers and the site is in a buffer area for low flow streams. Mining activities allowed by the MRO and future special use permit could produce noise, such as excavation equipment.

**Proposed measures to avoid or reduce such increases are:**

The proponent offers the following mitigation measures:

- Good mining, and following OSHA, MSHA and WSDNR Best Management Practices.
- Water trucks are used to keep dust down. All equipment meets MSHA and OSHA standards.
- The site does not wash aggregates on site.
- Normal care to avoid fuel spills and off site maintenance of vehicles.

The MRO Zone Special Use Permit application will be reviewed by the Hearing Examiner and requires in part:

- A reclamation sequence map.
- A report by a qualified geologist, hydrogeologist or licensed engineer characterizing the area’s ground water.
- Identification of any possible Scientific Resource Sites such as unique or rare occurrences of rocks, minerals, or fossils.
- An on-site study to determine appropriate mitigation requirements for noise, vibration and dust levels.
- An operations proposal detailing estimated frequency of blasting, estimated truckloads per day, what provisions for screening and fencing are proposed, and estimated hours of operation.
- Identification and description of those critical areas designated and regulated by Chapter 14.24 SCC, together with any critical areas studies that may be required by Chapter 14.24 SCC.
- A review from Skagit County Public Works Department or Washington State Department of Transportation demonstrating that roads or bridges are capable of sustaining the necessary traffic for the proposed mineral extraction operation.

**2. How would the proposal be likely to affect plants, animals, fish, or marine life?**

The MRO expansion area is largely forested. There are no onsite mapped priority habitats and species though some bald eagle nests offsite have buffers extending slightly onto the property. There are mapped wetlands around a lake south of the site but no onsite mapped wetlands.

The proponent indicates: After the mining is completed, the site will be reclaimed to the natural forest area.

**Proposed measures to protect or conserve plants, animals, fish, or marine life are:**

The proponent has indicated the following measures to protect plants and animals: During the course of mining, only small acreages will be opened up/cleared for mining and the reclamation

will follow in this area as a new area is opened for mining. Progressive mining and reclamation behind the mining.

See also the MRO special use permit requirements including compliance with critical areas regulations under Question 1.

**3. How would the proposal be likely to deplete energy or natural resources?**

The mining operation would require use of energy to conduct the mining operation. Also, the applicant indicates there would be a need for petroleum fuels for equipment operations. Forest resources would be disturbed with mining. The proponent indicates: The Comprehensive Plan Amendment is to preserve this gravel resource for future use as the area expands.

**Proposed measures to protect or conserve energy and natural resources are:**

The proponent's mitigation is that reclamation of this mining area will be forestry, conserving the natural habitat.

**4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection; such as parks, wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands?**

The site is not a designated park, and does not have mapped wetlands, floodplain, or threatened or endangered species habitat. There are no mapped historic structures in the Washington Information System for Architectural and Archaeological Records Database.

**Proposed measures to protect such resources or to avoid or reduce impacts are:**

If there are critical areas that are not mapped but are known, the special use application requires evaluation and consistency with regulations (see Question 1 above).

**5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans?**

The site is not in shoreline jurisdiction. The applicant indicates nearby uses include the existing gravel pit to the north and northeast east, and undeveloped rural residential areas elsewhere. An aerial photo shows a residence to the east and southeast, as well as south along a lake.

**Proposed measures to avoid or reduce shoreline and land use impacts are:**

Primary areas of incompatibility may include noise; see the MRO special use noise evaluation and criteria under Question 1.

**6. How would the proposal be likely to increase demands on transportation or public services and utilities?**

The applicant indicates the potential to average 5 to 10 haulage trucks per day; twice that many during construction season in summer months.

**Proposed measures to reduce or respond to such demand(s) are:**

See the MRO special use transportation evaluation and criteria under Question 1.

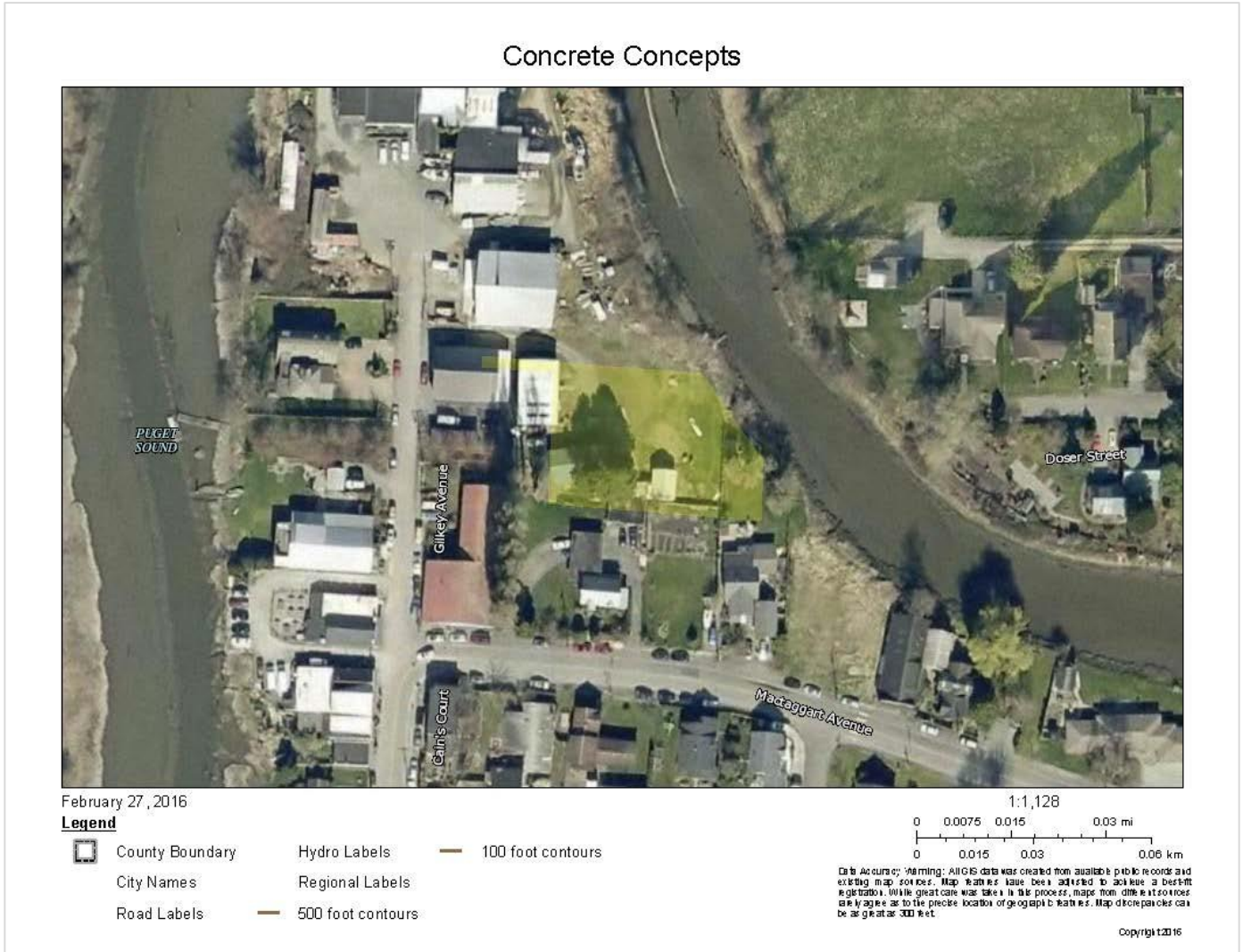
**7. Identify, if possible, whether the proposal may conflict with local, state, or federal laws or requirements for the protection of the environment.**

The proposal would retain the natural resources designation of long-term commercial significance – RRC-NRL and the MRO would be expanded, see below. Future development would comply with requirements for the protection of the environment including SEPA and critical areas regulations and requirements for the MRO special use permit application requirements. See Question 1 above.

**Concrete Concepts (PL-0378)**

Redesignate P72958 in the Edison Rural Village from Rural Village Residential (RVR) to Rural Village Commercial (RVC), to allow small retail or services businesses permitted in that designation and zone. The parcel contains two metal buildings not intended for residential use and is adjacent to other parcels designated RVC.

**Exhibit 10. Concrete Concepts Docket Site**



**1. How would the proposal be likely to increase discharge to water; emissions to air; production, storage, or release of toxic or hazardous substances; or production of noise?**

The RVC zone is intended to “provide for a range of commercial uses and services to meet the everyday needs of rural residents and natural resource industries, to provide employment opportunities for residents of the rural area, and to provide goods, services, and lodging for travelers and tourists to the area.” (SCC 14.16.100) Future commercial uses are likely to be small scale and may involve uses that use or store hazardous materials (allowed as an accessory use).

As the zone is intended to allow commercial uses to serve rural areas, it is not anticipated that traffic-related air quality would increase significantly. Noise would likely not be a factor due to the indoor nature of the commercial activities allowed by the zone.

Impervious area may increase to add parking to serve commercial uses.

**Proposed measures to avoid or reduce such increases are:**

Section B.2 identifies air quality measures. Section B.3 identifies stormwater standards. See B.7 regarding hazardous materials requirements and noise standards.

**2. How would the proposal be likely to affect plants, animals, fish, or marine life?**

The site lies along the Edison Slough, considered a priority habitat by the Washington State Department of Fish and Wildlife. It is mapped in the Shoreline Master Program Analysis Report (September 2011) as having the presence of coast resident cutthroat trout.

**Proposed measures to protect or conserve plants, animals, fish, or marine life are:**

The site is subject to Shoreline Master Program regulations and critical areas regulations.

As part of the Shoreline Master Program Update intended for adoption with the Comprehensive Plan Update, the site would be designated Rural Conservancy. This would require a 150 foot buffer and would extend into most of the site area. The buffer would limit future building expansions or new buildings, including adding impervious area.

The Shoreline Master Program Update table of permitted uses would allow for water dependent, water related or water enjoyment commercial uses, or commercial uses that can be made water oriented such as through public access. Thus the type of uses onsite could be limited in scope based on these regulations.

**3. How would the proposal be likely to deplete energy or natural resources?**

Future commercial uses are likely to use power and fossil fuels.

**Proposed measures to protect or conserve energy and natural resources are:**

See Section B.6.

**4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection; such as parks, wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands?**

The site is mapped in the FEMA Q3 100 Year Floodplain. It is located along a slough with priority fish and wildlife habitat. The site is not identified with historic structures. Its location along a waterway may mean cultural resources presence is more likely.

**Proposed measures to protect such resources or to avoid or reduce impacts are:**

Application of critical areas, shoreline, and flood hazard regulations would reduce impacts. The application of state and federal cultural resources laws would reduce potential impacts to cultural resources. See Section B.13.

**5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans?**

The site lies next to properties designated RB and RVc to the west and RVR to the south. Additional commercial uses, if contained in existing buildings, would not be anticipated to impact adjacent residential uses. Some uses allowed by the zone such as gas stations or mini storage could be incompatible; these uses would require more impervious areas or would add a use not consistent with the Shoreline Master Program, and thus are less likely to be permitted.

**Proposed measures to avoid or reduce shoreline and land use impacts are:**

Application of the Shoreline Master Program and Zoning Code would result in consistent development and use standards.

**6. How would the proposal be likely to increase demands on transportation or public services and utilities?**

Depending on the commercial use, the level of traffic could vary. Given the purpose of the zone to serve rural residents, and the likelihood that the uses would be contained in existing buildings, the potential for significant increases in traffic are not anticipated. Additional demand for fire protection/emergency medical and police services may be needed for commercial activities.

**Proposed measures to reduce or respond to such demand(s) are:**

See Sections B.14, 15 and 16.

**7. Identify, if possible, whether the proposal may conflict with local, state, or federal laws or requirements for the protection of the environment.**

The proposed use would be required to meet Shoreline Master Program and Critical Areas Regulations standards. Future development would also be subject to the SEPA process as appropriate.



**Edison Granary (PL-0379)**

Redesignate portion of P48536 in the Edison Rural Village from Rural Village Residential to Rural Village Commercial. Applicant seeks to convert the existing granary building on site into a community events space, grange hall, and seasonal weekly farmers’ market to support local producers and growers in the area. Parcel is adjacent to parcels zoned Rural Village Residential and Rural Business; southern portion of subject parcel zoned Ag-NRL is not proposed for change. The site is approximately 2.3 acres and is located on a parcel that is roughly 14.37 acres.

**Edison Granary Docket Site**



**1. How would the proposal be likely to increase discharge to water; emissions to air; production, storage, or release of toxic or hazardous substances; or production of noise?**

If the site is altered to allow for an event space and weekly market, it is possible that permanent parking areas or other structures may be developed, which may disturb soils and result in runoff. The property may attract more traffic and associated air emissions to the community space and farmers market though such activities are likely to be during nonpeak hours; other commercial uses in the RVC zone may result in peak hour traffic and emissions.

**Proposed measures to avoid or reduce such increases are:**

See stormwater measures in section B.3. Regarding air emissions, see section B.2.

**2. How would the proposal be likely to affect plants, animals, fish, or marine life?**

There are no mapped plant and animal habitats. The portion of the parcel zoned RVr is already developed with several structures.

**Proposed measures to protect or conserve plants, animals, fish, or marine life are:**

Not applicable.

**3. How would the proposal be likely to deplete energy or natural resources?**

The use of structures for commercial or institutional purposes would require energy use.

**Proposed measures to protect or conserve energy and natural resources are:**

See Section B.6.

**4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection; such as parks, wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands?**

Habitat has not been mapped on the site though hydric soils are present and the site is located in the floodplain. Historic structures are not identified in the Washington Information System for Architectural and Archaeological Records Database.

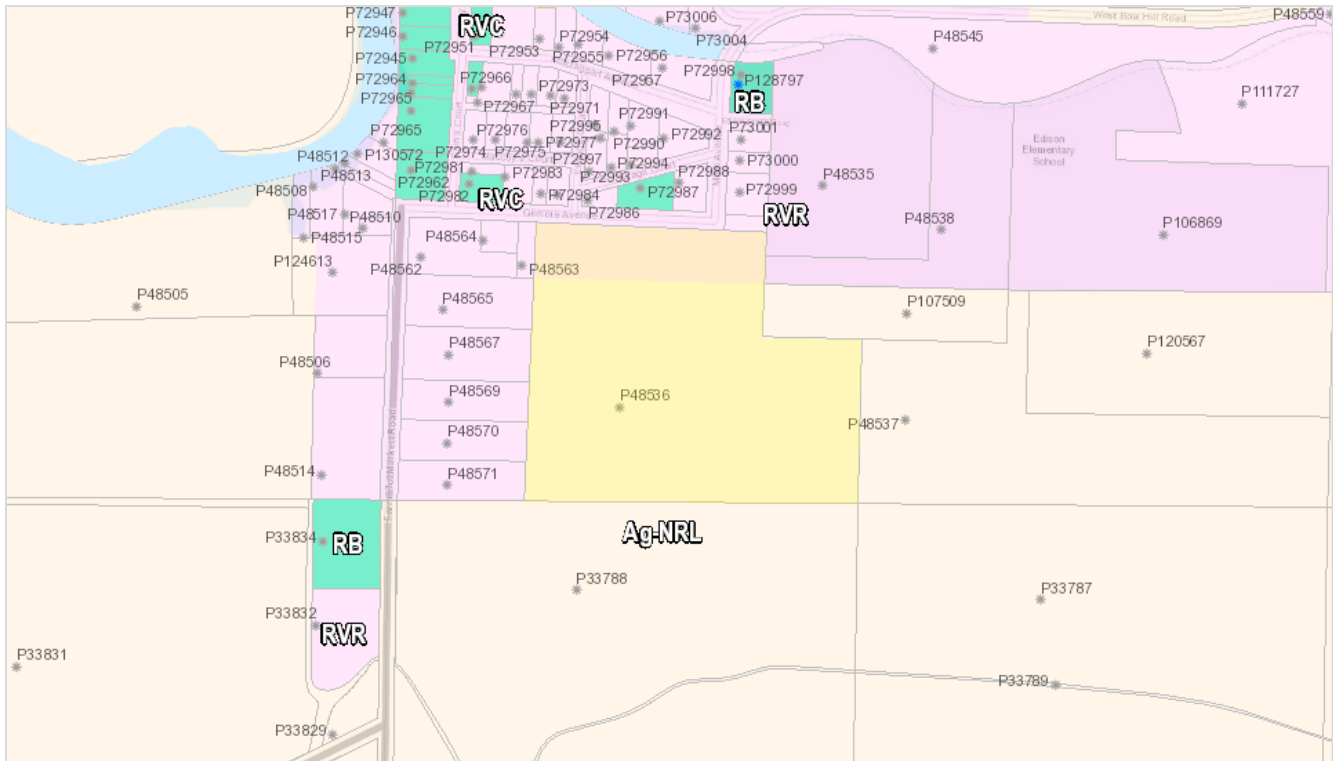
**Proposed measures to protect such resources or to avoid or reduce impacts are:**

Application of county critical areas and floodplain regulations would reduce impacts of future development.

**5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans?**

The site is not located in shoreline jurisdiction. Uses would largely be placed in existing developed portions of the site and designed to support agricultural uses. However, other uses area allowed in the proposed RVc zone and may allow other commercial uses that are intense.

**Exhibit 11. Edison Granary Docket Site Current Comprehensive Plan Designations**



**Proposed measures to avoid or reduce shoreline and land use impacts are:**

Application of the Zoning Code would result in consistent development and use standards. The split zoning applies a more intense rural designation on the north side of the property where there are intensive structures, and zones the majority of the property in production as AG-NRL.

**6. How would the proposal be likely to increase demands on transportation or public services and utilities?**

The property may attract more traffic to the community space and farmers market though such activities are likely to be during nonpeak hours; other commercial uses in the RVC zone may result in peak hour traffic.

The existing buildings have access to water; there may be additional demand for water. Health Department standards for septic systems supporting more intensive institutional and commercial uses would need to be met as appropriate. Additional demand for fire protection/emergency medical and police services may be needed for commercial and institutional activities.

**Proposed measures to reduce or respond to such demand(s) are:**

See Sections B.14, 15 and 16.

**7. Identify, if possible, whether the proposal may conflict with local, state, or federal laws or requirements for the protection of the environment.**

No conflicts are anticipated. Future development would be subject to critical area and flood hazard regulations, and the SEPA process, as appropriate.

**Sedro-Woolley UGA (PL13-0299)**

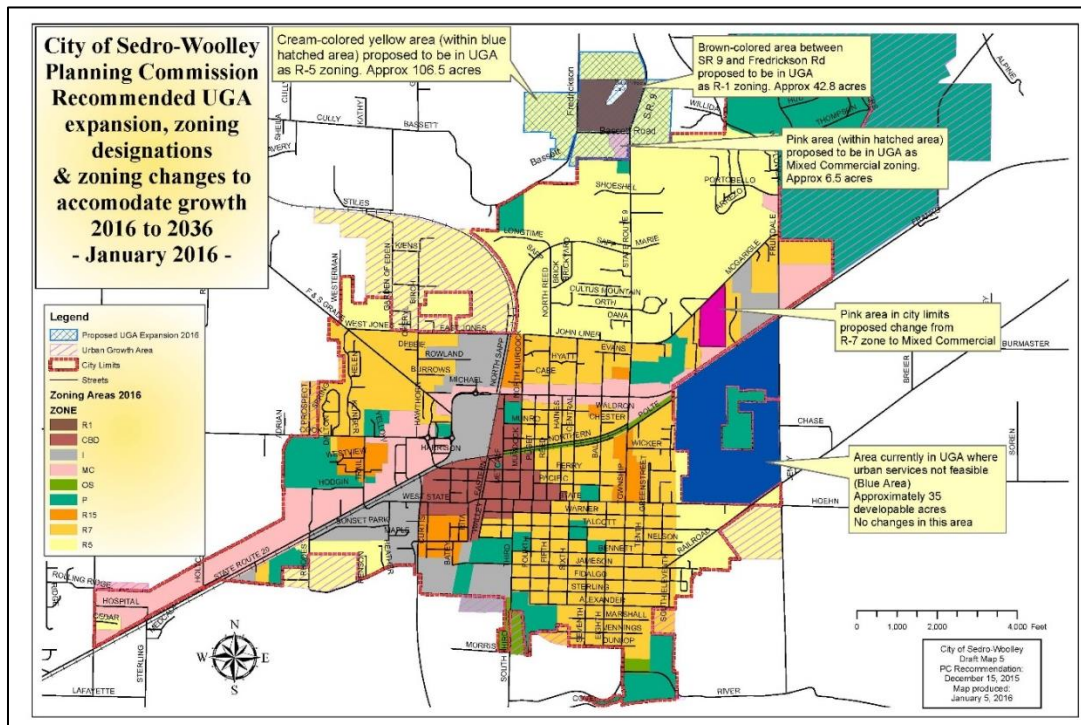
The proposal seeks to add land to the Sedro-Woolley urban growth area (UGA) to accommodate the projected employment growth and population growth over the 20-year planning horizon (2016 to 2036). The City’s recently-completed Buildable Land & Land Capacity Analysis Report indicates that the City needs land to accommodate an additional 359 jobs and 128 residents beyond what the existing UGA can accommodate. The proposal is a continuation and modification to the proposal submitted by the City in 2013.

The proposal is as follows, as recommended by the Sedro-Woolley Planning Commission:

- **Employment:** Rezone one approximately 21.6-acre parcel in city limits from Residential 7 designation to Mixed Commercial<sup>3</sup> and add approximately 6.5 acres of Mixed Commercial designation to the UGA (outside city limits) to accommodate the projected jobs growth.
- **Residential:** Add approximately 106.5 acres of Residential 5 designation and 42.8 acres of a new "Residential 1 Environmentally Sensitive" zoning designation in the UGA to accommodate the projected residential growth and the growth that cannot be accommodated with urban services in the 35 acres within the eastern portion of the existing UGA.

The total northern UGA expansion area is 155.8 acres – 6.5 acres of which would be zoned for commercial development and the remainder for residential.

**Exhibit 12. Proposed Sedro-Woolley Urban Growth Area (UGA) and Land Use/Zoning Designations**



Source: City of Sedro-Woolley January 2016

<sup>3</sup> This rezone recommendation within city limits is not under consideration by the County, as it is outside of the County’s land use jurisdiction, but it does factor into the city’s accounting for its UGA expansion needs.

Originally, the City’s 2015 UGA amendment application to the County proposed two options for a portion of the city’s eastern UGA totaling 170 acres (the area described in the above map as “currently in UGA where urban services are not feasible”). The city’s buildable lands analysis concluded that only 35 acres of this area is developable. Further, the city says that provision of urban services here is infeasible due to previous development patterns averaging 1-acre lot sizes, and that extension of sewer service would cost more than could be recouped with typical subdivision development.

Those two options were:

- **Option 1:** remove the eastern area from the UGA in favor of the area to the north
- **Option 2:** retain the eastern UGA area with zoning at a density (R-1)<sup>4</sup> that matches its current condition until such time as funding for urban services can be implemented. The City has prepared a new R-1 zone in such a case.

In 2013, the City also identified a study area to the south of the City designated Agricultural—Natural Resource Lands (Ag-NRL). The City owns the land and is considering the need for stormwater management. The City proposed a designation of Urban Reserve Public-Open Space (URP-OS). Stormwater facilities are permitted in the current Ag-NRL designation, subject to a special use permit, as well as in the proposed URP-OS designation. Skagit County docketed the portion not presently in agricultural use. See the map below.

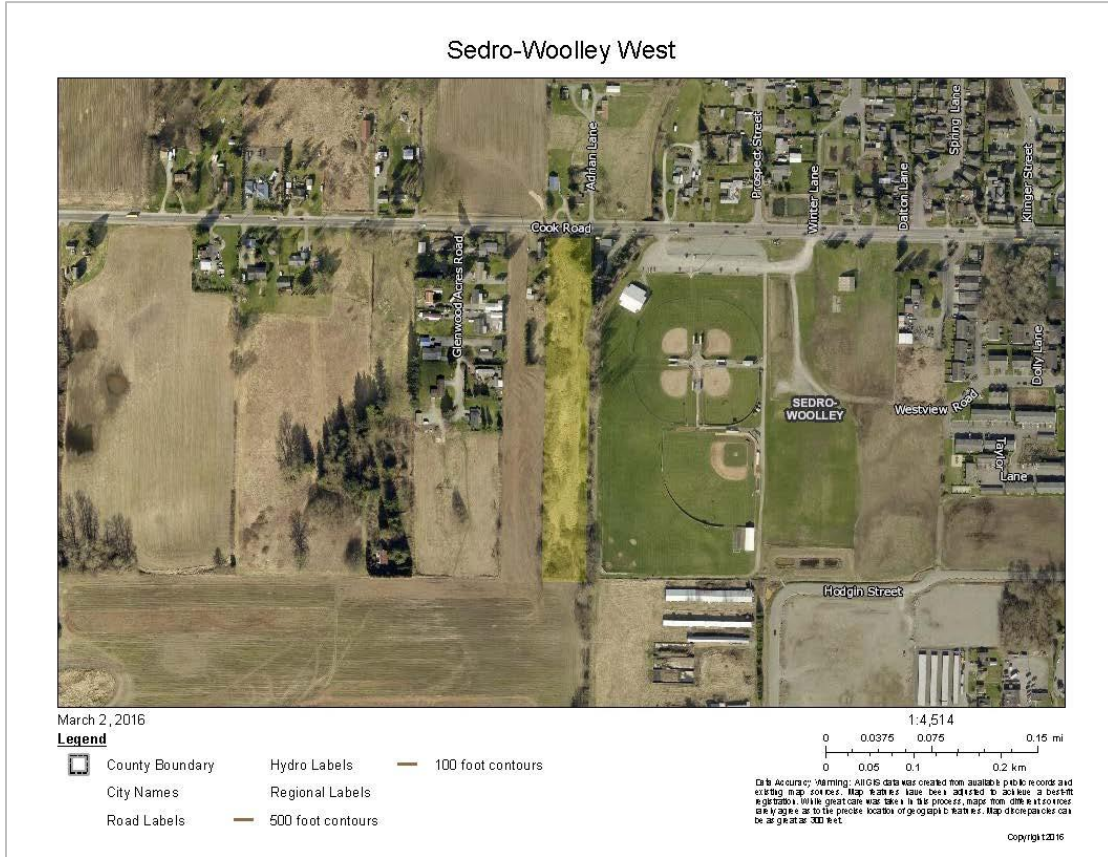
### Exhibit 13. Southern Sedro-Woolley UGA Request



<sup>4</sup> Areas proposed for R-1 zoning were developed using a “shadow platting” provision that is no longer available in County code. That development resulted in an average lot size of one acre.

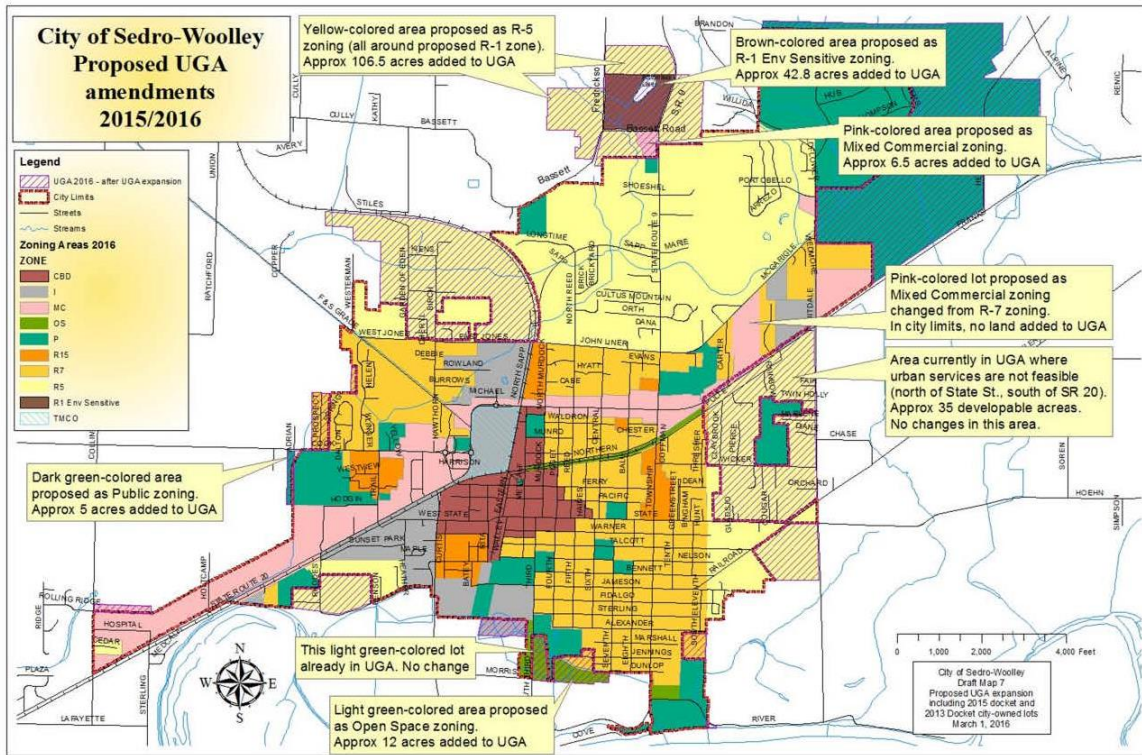
The City is also proposing a five-acre UGA expansion for an area west of the UGA for public purposes west of Janicki fields, owned by the City, and currently zoned Rural Reserve (RRv). See Exhibit 14 below.

**Exhibit 14. Sedro-Woolley – Public Property UGA Expansion Request**

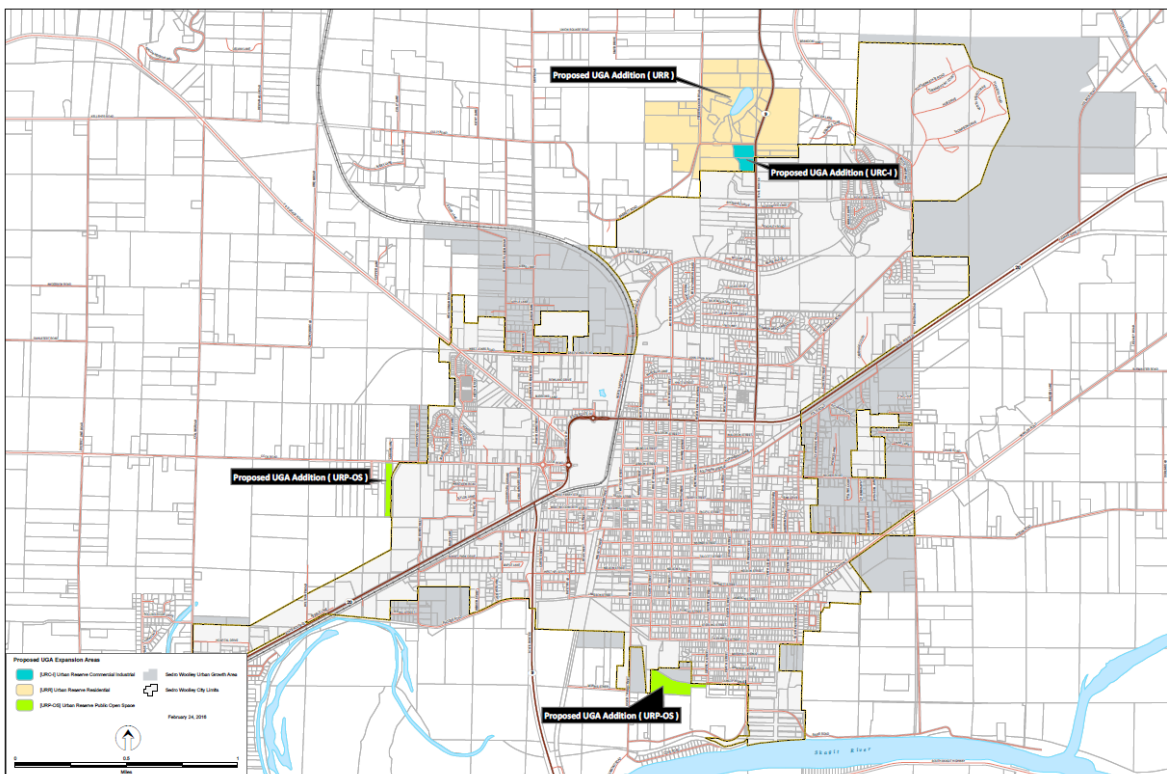


Considering the Planning Commission proposal for the northern expansion area, the property south of the City for stormwater purposes and the western property for public purposes, the full UGA proposal is shown in the Exhibit 15 and 16 below.

**Exhibit 15. Full Map Sedro-Woolley Proposed UGA Amendments February 2016  
(as recommended by Sedro-Woolley Planning Commission)**



**Exhibit 16. Map of Proposed Sedro-Woolley UGA Expansion Areas and Proposed County Zoning**



**1. How would the proposal be likely to increase discharge to water; emissions to air; production, storage, or release of toxic or hazardous substances; or production of noise?**

Future development in the northern UGA expansion area may cause erosion. New housing and mixed commercial development may result in additional traffic trips contributing to air emissions. Mixed commercial development may use hazardous substances or create noise due to loading bays.

To the south of Sedro-Woolley, if a stormwater facility were constructed the land would be altered from its present undeveloped state to a constructed facility. Future public uses on the property west of Janicki Playfields may also result in added impervious area, runoff, and erosion.

**Proposed measures to avoid or reduce such increases are:**

Development in the northern UGA proposal would not occur until such time as annexation occurs and services are extended. City stormwater management regulations would address water emissions (Chapter 13.36 SWMC) which applies the 2005 Ecology manual or other supplemental standards such as low impact development techniques.

Future development would comply with City critical area regulations and requirements to reduce erosion consistent with the National Pollutant Discharge Elimination System.

Application of state and federal hazardous materials handling laws and the Uniform Fire Code by the City (SWMC 15.04.020), or the County (see B6) would reduce the potential for releases of hazardous materials. The City applies design review (SWMC Chapter 15.44) which could allow the City to condition proposals to orient noise-producing activities away from residential areas.

**2. How would the proposal be likely to affect plants, animals, fish, or marine life?**

The northern UGA expansion area contains a 7.5 acre lake, wetlands, streams, and bald eagle habitat. Future development may occur in proximity to the habitat, and over time greater runoff and human activity could degrade habitat. The City proposes a future zone of R-1 around the lake given its current development pattern and critical areas.

The southern area where a stormwater facility is proposed is not currently farmed, but appears to have been disturbed in part due to farming activities. The site has mapped wetlands and hydric soils as well as a mapped seasonal stream (formerly Type 5). Brickyard Creek lies between the Janicki Playfields and the property to be added for public purposes to the west.

**Proposed measures to protect or conserve plants, animals, fish, or marine life are:**

The City applies critical areas regulations to urban development (SWMC Chapter 17.65). The County would do the same to non-urban development until the area is annexed (see B4 and B5).

**3. How would the proposal be likely to deplete energy or natural resources?**

Future development is likely to require energy such as solar, electricity, and natural gas. A county-owned gravel pit is part of the UGA. It may continue in operation until it is reclaimed.

**Proposed measures to protect or conserve energy and natural resources are:**

Application of the Uniform Energy Code to future urban development would promote energy conservation. (SWMC 15.04.020)

**4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection; such as parks, wilderness, wild**



**and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands?**

Critical areas in the northern UGA expansion area include a lake, wetlands, streams, and bald eagle habitat. Future development may occur in proximity to the habitat and alter ecological conditions.

To the south of Sedro-Woolley, the land proposed for a stormwater facility lies within a 100-year floodplain and has mapped wetlands and a seasonal stream (formerly Type 5). The area is designated as land of long-term commercial significance for agriculture (Ag-NRL). Soils reports indicate most of the land is prime farmland if drained or protected from flooding. The site appears unprotected from flooding, and may have poor drainage based on brief field reviews by County staff. The area lies adjacent to the UGA which is urban in character. In order to de-designate the land, the County would need to find that the land no longer meets the County's designation criteria or the State's minimum guidelines to classify agricultural lands.

Brickyard Creek lies between the Janicki Playfields and the property to be added for public purposes to the west. There are some mapped hydric soils. Future public uses may alter the hydric soils, and would be subject to any critical area regulations associated with the creek.

**Proposed measures to protect such resources or to avoid or reduce impacts are:**

The City applies critical areas regulations to urban development (SWMC Chapter 17.65). The County would do the same to non-urban development until the area is annexed (see B4 and B5).

In order to de-designate the land currently designated Ag-NRL, the County would need to conduct an analysis demonstrating the criteria for designation as Ag-NRL are no longer met (County Natural Resources Element Policies and WAC 365-190-050). De-designation of the area south of the Sedro-Woolley UGA does not appear necessary since the City could apply for a special use permit to consider a stormwater facility. The County is not recommending de-designation at this time.

**5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans?**

*Northern UGA Proposal*

Lots range from 1-2 acres to less than 10 acres in size. If the area were added to the UGA, annexed, and developed, greater densities would occur of up to 5 units per acre instead of 1 unit per acre. Based on a capacity analysis it is anticipated the area would allow the City to reduce a shortfall of future housing needed to accommodate 128 residents.

A policy analysis addresses the proposal's compliance with County and State policies and laws. The analysis shows that Growth Management Act, Countywide Planning Policies and County policies are met on the whole.

- The predominant density of 5 units per acre and Mixed Commercial allowing vertical mixed use and other commercial uses would make efficient use of land. The City is also upzoning an area to Mixed Commercial in the city limits to help reduce the size of the expansion area and rural zone conversion. However, the northern UGA should be sized without a full transfer of capacity from the eastern UGA, and a joint study of service delivery between the County and City should be conducted to address service delivery costs and funding options.

- The area would predominantly develop with single family residential densities at 5 units per acre, as well as opportunities for Mixed Commercial with live-work and upper story residential opportunities.
- The portion of the UGA expansion intended for commercial use, and the commercial rezoning of land within the city limits, would help to address the shortfall in job capacity in the UGA.
- No designated resource lands of long-term commercial significance would be converted in the Northern UGA proposal. The Rural zoned area does not meet the minimum lot sizes of the RRv zone.
- The lake would be protected by critical areas regulations. R-1 zoning would match the clustered development pattern and retain open space.
- Stormwater regulations would apply. In order to comply with NPDES requirements use of robust regulations would occur by the County or City.
- The City has held hearings with its Planning Commission. Additional hearings will be held with the City Council and Board of County Commissioners.
- The City's 2005 sewer plan addresses a 2025 citywide population of over 15,755, a little lower than the projected 2036 citywide population of 17,069. There are no existing sewer lines in the northern UGA expansion area, but the southern portion of the northern expansion area was mapped as part of Township Street Basin F which is served by a SR-9 Trunk Line. The City has provided supporting information that this area can be served by sewer if added to the UGA and annexed.
- The City would provide stormwater, fire protection and parks services if added to the UGA and annexed. The City would apply similar stormwater standards as Skagit County to comply with NPDES requirements. City fire services would be provided at urban rather than rural standards based on Countywide Planning Policies levels of service standards. City parks plans would need to be prepared with the added Bottomless Lake UGA in mind, though much of the area would likely be retained in open space due to its habitat.
- The City has upzoned an area in the city limits to help accommodate future growth. The eastern UGA was further analyzed for capacity, and has limited capacity due to county-allowed 1-acre clustered development. The area cannot annex without adequate urban infrastructure. Joint County and City service planning could be an option for this area.
- The UGA expansion area is not subject to the Shoreline Management Act or local program.

#### *UGA Expansions for Public Use*

The western and southern UGA proposals would convert open spaces to public purposes. The County recommends that the southern UGA area retains retain its Ag-NRL designation; the City could request a special use permit to address public purposes for a stormwater facility.

#### **Proposed measures to avoid or reduce shoreline and land use impacts are:**

The northern UGA expansion proposal is recommended for approval with the following provisions:

1. By June 30, 2018, or prior to annexation, whichever comes first, the City shall provide a sewer plan amendment or other documentation to the County showing the sewer service extension plan for the northern UGA expansion area.
2. The northern UGA should not be sized to accommodate a full transfer of developable land from the eastern UGA; a lesser transfer should be considered. The County and City should adopt a policy to conduct joint planning of the Sedro-Woolley eastern UGA to identify methods, costs, and funds to extend urban services and achieve urban densities or to define alternative UGA boundaries.

In order to de-designate the land to the south proposed for stormwater purposes, the County would need to find that the land no longer meets the County's designation criteria or the State's minimum guidelines to classify agricultural lands listed above. De-designation of the area south of the Sedro-Woolley UGA does not appear necessary since the City could apply for a special use permit to consider a stormwater facility. De-designation is not recommended by the County at this time.

**6. How would the proposal be likely to increase demands on transportation or public services and utilities?**

The County has modeled cumulative growth consistent with the countywide 2036 allocations. County levels of service can be met as of 2014 and 2036. Transportation improvements are planned to address growth and system function. Both the County and City's growth has also been tested in the Regional Transportation Plan (RTP). The RTP ensures that there is interagency coordination across the system.

**Proposed measures to reduce or respond to such demand(s) are:**

Application of the City's concurrency management system would ensure City levels of service are met. (SWMC Chapter 15.56) Future site-specific development would also be subject to additional SEPA review, and review under the City's transportation standards.

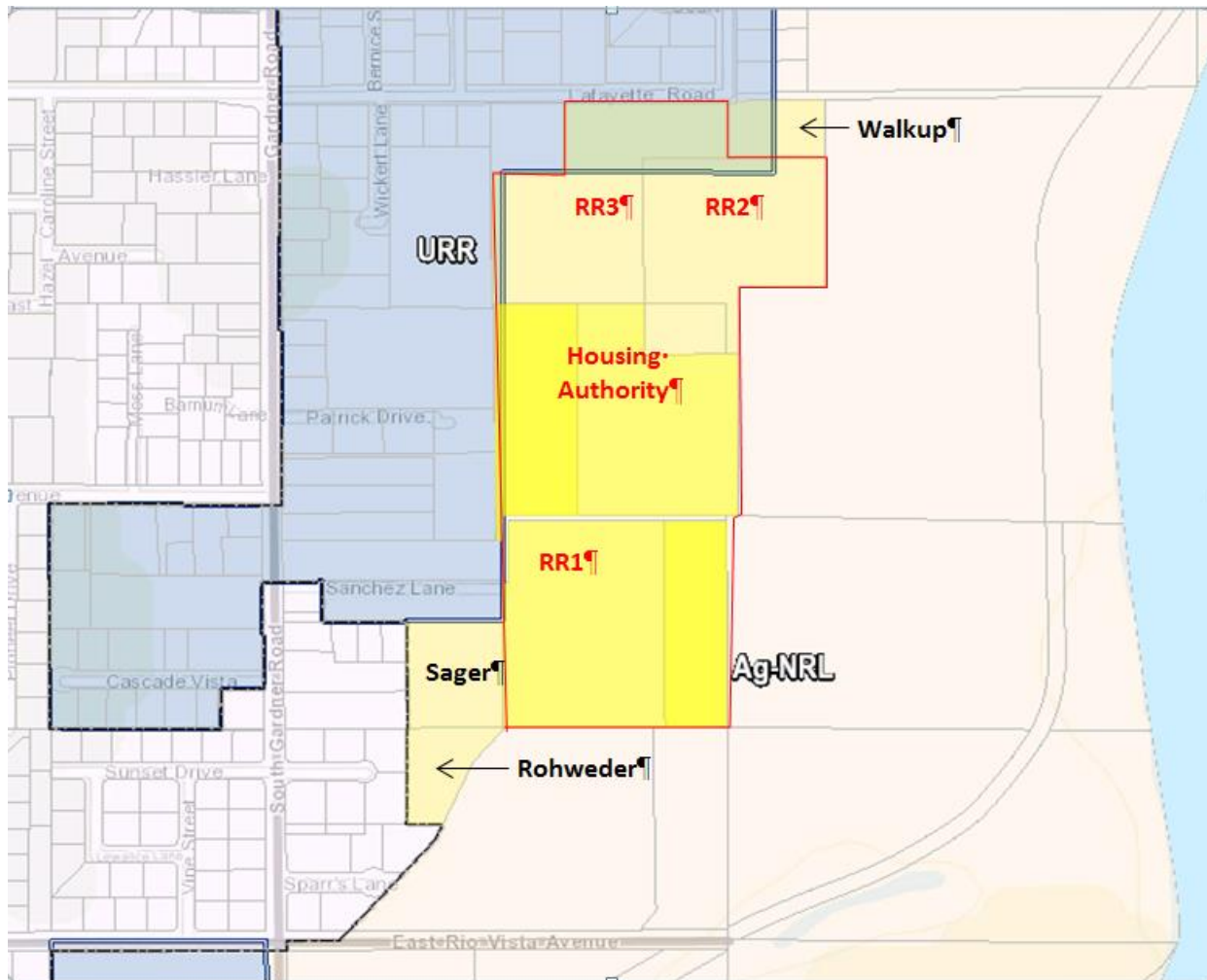
**7. Identify, if possible, whether the proposal may conflict with local, state, or federal laws or requirements for the protection of the environment.**

Future development would comply with requirements for the protection of the environment including SEPA and critical areas regulations.

**City of Burlington UGA (CP-2)**

The County has proposed expanding the Burlington UGA to take in the adjacent properties owned by the Skagit Housing Authority known as Raspberry Ridge bounded on the west by Gardner Road and the north by Lafayette Road. The land is currently designated Ag-NRL and has existing residential development and related septic systems on it. To form a logical boundary, two southern parcels, owned by Sager (2.1 acres) and Rohweder (1.4 acres), and one northern parcel that is currently bisected by the UGA boundary (Walkup, 0.6 acres), might also be included. The total proposed expansion area is approximately 32 acres.

**Exhibit 17. Map of Proposed Burlington UGA Expansion with Affected Parcels in Yellow Highlight**



**1. How would the proposal be likely to increase discharge to water; emissions to air; production, storage, or release of toxic or hazardous substances; or production of noise?**

The sites are largely developed. The two existing Raspberry Ridge multifamily housing developments are currently served by septic systems.

The State Department of Health sent a letter in January 2012 to the Housing Authority expressing its determination that the repeated failures of the septic systems and the poor soil

conditions made it unlikely the systems could be permanently repaired and declaring it “necessary for RR1 and RR2 to connect to the Burlington sanitary sewer system to protect basic public health and safety and the environment.” City officials have also expressed concern that river floods could sweep effluent outside the property boundaries.

Added impervious area with additional multifamily housing could affect runoff and water quality. New construction of Phase 3 farmworker housing would be subject to further SEPA review and County stormwater and critical areas regulations.

At a programmatic level new construction may result in temporary dust and emissions during construction. Future residents may add traffic related air emissions.

**Proposed measures to avoid or reduce such increases are:**

The Housing Authority is currently pursuing a phase three housing development, and has secured an appropriation of \$625,000 from the State Legislature to extend sewer to these three projects. In order for the Housing Authority to use the appropriation, it must build phase three; in order for the City of Burlington to connect phase three to sewer, phase three needs to be inside the UGA. The Phase 3 development will be subject to County stormwater and critical area regulations designed to minimize impacts to water quality. See measures identified in B.1 and B.3.

Air quality emissions are addressed per B.2.

**2. How would the proposal be likely to affect plants, animals, fish, or marine life?**

Future development of Phase 3 could add impervious area and remove existing vegetation.

**Proposed measures to protect or conserve plants, animals, fish, or marine life are:**

The Phase 3 development will be subject to County stormwater and critical area regulations per Section B.1, B.3, B.4 and B.5.

**3. How would the proposal be likely to deplete energy or natural resources?**

Future development would require power and use energy.

**Proposed measures to protect or conserve energy and natural resources are:**

See B.6.

**4. How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection; such as parks, wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands?**

There are no mapped wetlands. East of the site is the Skagit River, and the site is fully in the FEMA Q3 100 Year Flood Plain. The site is designated Ag-Natural Resource Land (Ag-NRL) and is adjacent to designated agricultural land.

**Proposed measures to protect such resources or to avoid or reduce impacts are:**

Future development would be subject to critical areas, flood hazard, and right to manage natural resource lands regulations.

The land proposed for inclusion in the UGA no longer meets the designation criteria for Ag-NRL and is being proposed for de-designation. The area is now characterized by urban growth,

including two multi-family farmworker housing developments with a total of 81 units, as well as two currently operating septic systems (including drain fields), as well as an abandoned drain field area. Together this development constitutes about 22.6 acres. Another 75 residential units are authorized by the Board of County Commissioners second resolution, including the 14 units (7 duplexes) proposed as part of the current project. The land is not being farmed nor is it any longer capable of being farmed.

**5. How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans?**

The extension of sewer service is only allowed within a UGA; the present situation of urban growth outside the UGA using septic systems is resulting in a health and safety concern. The expansion of the UGA recognizes existing urban growth and allows for additional affordable housing consistent with Housing Element goals.

The site is not within shoreline jurisdiction. Most of the site is already developed. The additional phase of development would intensify urban uses adjacent to agricultural lands to the east.

**Proposed measures to avoid or reduce shoreline and land use impacts are:**

Application of the Zoning Code would result in consistent development and use standards. During site-specific SEPA review, additional measures to address landscaping, height, and design may be proposed.

**6. How would the proposal be likely to increase demands on transportation or public services and utilities?**

Most of the site is developed. Future growth such as with Phase 3 would increase traffic and require sewer and water services, and require appropriate design for stormwater facilities. Fire, police, and school services would also see increased demand.

**Proposed measures to reduce or respond to such demand(s) are:**

At a countywide scale traffic modeling assuming the regional growth projections shows increases in traffic but capital projects are designed to meet the County's concurrency standards.

Site specific analysis of transportation, utilities, and services would be required during SEPA review. Each service agency would review development plans and request appropriate conditions of approval.

Road improvements are proposed as part of the UGA expansion.

The Skagit County PUD provides water via the Judy Reservoir System, and would continue to do so after annexation.

Sewer: the Housing Authority has committed to build a sewer connection and pay connection fees to connect all three housing phases at Raspberry Ridge to Burlington sewer. The City of Burlington has undisputed capacity to serve this area and has indicated it is willing to serve this area subject to the interlocal agreement described above.

The City would provide stormwater, fire protection and parks services if added to the UGA and annexed. The City would apply similar stormwater standards as Skagit County to comply with

NPDES requirements. Once annexed, the City would provide fire services at urban rather than rural standards based on Countywide Planning Policies levels of service standards.

See also measures identified in B.14, B.15, and B.16.

**7. Identify, if possible, whether the proposal may conflict with local, state, or federal laws or requirements for the protection of the environment.**

Extension of sewer will address public health and safety concerns. Future development will be required to meet County critical area, flood hazard, and stormwater standards. Future development is subject to project-level SEPA review. Conflicts with regulations for the protection of the environment are not anticipated.