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Preamble to the Anacortes Comprehensive Plan, 2007

The GMA Planning Process

The City addressed the 1990 State Growth Management Act (GMA) mandates by adopting a new Comprehensive Plan in 1993 and a new set of Development Regulations in 1994. The Development Regulations included a critical area provision that enhanced protections for City Park and Forest Lands, other significant habitat, and wetlands. The Comprehensive Plan included detailed plans for upgrading the City infrastructure, e.g., water, sewer, stormwater, transportation, and parks. These functional plans have been updated on a staggered basis every five or six years and integrated into the City's six-year Capital Facilities Plan (updated annually).


This 2007 Comprehensive Plan Update is the first thorough review, though, of the overall direction last set in 1993. It will be followed in 2007 by a complete revision of the City's Development Regulations, except for the Critical Area Ordinances that were thoroughly revised in early 2005.

Paying for Growth

The GMA made it easier for cities to annex adjacent commercial and industrial property, to charge hook-up and impact fees to new residents and businesses, and to tax the real estate market to pay for new infrastructure needed to keep up with growth. Table 1 on this page sets forth the 2000, 2004, and 2005 revenues generated annually from new growth and development.

With the exception of some of the March Point sales tax, these moneys are programmed in the City's annual Capital Facilities Plan and allocated in the City's annual budget. Since 1990 they have funded two new fire stations, street and park improvements, and major infrastructure upgrades. The City has concurrency and level of service standards for all major facilities and has no deficiencies.

Developer Contributions

In addition to building new infrastructure to City standards and paying the full costs of project review, developers have funded significant public amenities. These range from public and private open space, to trails, and shoreline public access. Table 2 presents a summary of developer contributions secured through the public review and approval of 50 or so major projects since 1993.

Table 2 - Developer Contributions 1993-2006

<table>
<thead>
<tr>
<th>Item</th>
<th>1993-2005 (Estimated)</th>
<th>2000 (Estimated)</th>
<th>2004 (Estimated)</th>
<th>2005 (Estimated)</th>
</tr>
</thead>
<tbody>
<tr>
<td>New Public Open Space</td>
<td>69 acres</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>New Private Open Space</td>
<td>45 acres</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Project Buffers (Non-Forestland)</td>
<td>3 1/2 miles</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Forestland Buffers</td>
<td>2 miles</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>New Trails</td>
<td>4 miles</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Shoreline Viewpoints</td>
<td>7 viewpoints</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Shoreline Walkways</td>
<td>1/5 mile</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

In addition, 0.5 miles of streams within the City and outside the forest and park lands are now subject to 60 buffer zones each side, with adaptive management procedures in place for existing development adjacent to these streams. The open space connectivity map ("Trail System") is Appendix A.

None of the City's system of charges, exactions, and fees have been successfully challenged over the 1993-2005 planning cycle. During this same period challenges were raised to the City's planning standards and review procedures, both were rejected by Superior Court.

* Key property ownership issues for the Tommy Thompson Parkway were resolved through the development review process.
Introduction

The City of Anacortes is 15.4 square miles in size, almost half of which is public park and recreational lands and waters. The City has 12 miles of shoreline and 67 miles of public trails. Its population is currently 16,000 with build-out estimated in a few years at 19,300. The City is home to thousands of boats and close to two million visitors each year use Anacortes ferry connections to the San Juan Islands and Vancouver Island.

The City has the necessary infrastructure to support both its current and future residents and businesses. Public facilities are well maintained, recreational facilities include a public pool, and the local hospital is in the midst of a major upgrade.

This Comprehensive Plan is designed to provide general policy guidance for the growth and development of the City of Anacortes. It incorporates by this reference into this Comprehensive Plan: the Skagit County Coordinated Water System Plan, 2006; the City of Anacortes 2011 Water System Plan; the City of Anacortes Water Rate and GIC Study, September, 2005; the City of Anacortes Comprehensive Sewer Plan, 1993; the 1996 City of Anacortes Sewer Plan Update; the City of Anacortes Stormwater Plan, 1994; the City of Anacortes 2007 Transportation Plan; the City of Anacortes Shoreline Master Program, 2010; the Anacortes Parks and Recreation Department Comprehensive Plan, 2009; Anacortes Community Forest Lands Comprehensive Plan, 2009; Puget Power's Skagit County GMA Draft Electric Facilities Plan, 1992; the Anacortes School District Facilities Study, 1990; the Capital Facilities Plan, 2012-2017; Skagit County County-Wide Regional Comprehensive Plan Policies, 2007 (see Appendix D); the Skagit County Housing Needs Assessment, 1995; the Overall Economic Development Plan for Skagit County, 1994/95; and the Countywide Air, Rail, Water, and Port Transportation System Study, 1996 (with the reference to the Anacortes Airport being a general aviation facility being deleted and with the ferry traffic figures corrected as has been done in the Transportation Element Update); the Skagit/Island Regional Transportation Plan, April 1996; the City South March Point Annexation Area Comprehensive Drainage Study, October 1999; and the South March Point Feasibility Study, 1997; the Revised Final Integrated Fidalgo Bay-wide Plan & EIS, 2000; the Anacortes Community Forest Board Plan, Noxious and Invasive Plants (add "Planting of the most invasive and ecologically problematic species should be highly discouraged in Anacortes"); the Plan for Habitat Protection, Restoration, and Enhancement Fidalgo Bay and Guemes Channel 2005; the Anacortes Airport Sub-Area Plan (Including Zoning and Development Agreement), 2005, which was adopted by Ordinance No. 2707.

It is anticipated that this Comprehensive Plan will be updated annually. At a minimum, this update will involve revisions to the Capital Facilities Plan. The Growth Management Act's requirement that the City reassess its land use element if probable funding falls short of meeting existing needs is not applicable because the City's functional plans identify no such shortfalls. The City's land use element, capital facilities plan element, and financing plan element are coordinated and consistent. In this regard the City has adopted impact fees for transportation, park, and fire facility improvements. Based on a review of the Anacortes School District Facilities Study, 1990, the City has concluded that existing and rehabilitated school facilities are sufficient to accommodate projected growth. Accordingly, no impact fees have been assessed for these facilities, no transportation demand management strategies are required, and no reassessment of the land use element is required. However, school needs will continue to be monitored as new information and facility plans are developed.

The Comprehensive Plan Map is included in this plan as Appendix B.
Chapter 1: Description of the Planning Area

History
Anacortes became an incorporated city of the third class in 1891. The original boundaries of the city as described in the incorporation petition were: "Beginning at the point on the west shore of Fidalgo Island, where the south line of Township thirty-five, North of Range one, East Willamette Meridian meets deep water in Burrows Bay, at thirty feet depth at low tide; thence East on said line to the center of Fidalgo Bay; thence Northerly through the center of the said bay, to a point where the water is thirty feet deep at low tide; thence northerly along the said water from pursuing said depth of thirty feet at low tide to said through Guemes Channel and Ship Harbor, around the north end of Fidalgo Island passing Shannon's Point and Green's Point to place of beginning."

Incorporation came at a high point in the early beginnings of the settlement, which began in the shelter of Ship Harbor in the 1870's, and marked the beginning of the City of Anacortes. In the late 1870's, Amos Bowman, considered the town's founder, and husband of the town's namesake, the former Anna Curtis, established a general store and post office in the Ship Harbor area. In 1889, the quiet settlement was thrust into a boom period based on speculation that a western terminal of the transcontinental railroad would be developed at Anacortes to take advantage of the area's natural, deep water harbor. In less than a year, the population swelled from under one-hundred to three-thousand by March of 1890. The railroad terminus failed to materialize and the boom soon passed, bottoming out with the economic crash of 1893. By the late 1890's, Anacortes and the County began recovering from the "Crash," and the City's prosperity was now based on the local natural resources of lumber and fisheries. At the turn of the century, the City's population was 1,476.

From 1900 to 1950, growth of Anacortes economy and population to 6,900 was dependent upon development and expansion of those same resources, lumber and fisheries, which were the basis of the economy in 1900. In the 1950's, technological changes and resource depletion were beginning to erode the strength of the local natural resource base but two new factors were introduced to the local economy, petroleum refining and tourist/marina activity. In the early 1950's, with a decline in wood products and fisheries, the Anacortes population began to decrease, but in 1953, with development of the Shell and then Texaco refineries on March Point, population growth continued on an upward trend, reaching 8,400 by 1960. Since 1960, the major industrial economic development project in the area has been completion of the Industrial Redevelopment Area on Fidalgo Bay. Another important and rapidly expanding element of the local economy in the past two decades has been the tourist/marina business. However, from 1960 to 1970, growth in these new areas did not compensate for decreases in traditional employment sectors, and the Anacortes population decreased from 8,400 in 1960 to 7,700 in 1970.

Since 1970, the downward population trend of the 60's has been reversed and the City has been experiencing slow to moderate population and economic growth. The official state estimate of the April, 2005 population is 15,700 (Office of Financial Management).

The City is currently widely viewed as an extremely desirable place to live and work; this is reflected in property prices. The economy still has strong ties to the fishing and fish processing industries with burgeoning boat building and boat repair sectors. Retail sales leakage to the central county is largely offset by the strength of the local tourism industry. Manufacturing jobs are below national averages; however construction workers tend to make up the difference. Sales and management positions are below national averages, with service jobs exceeding the national averages.

Topography
Anacortes is located on the northern end of Fidalgo Island. It covers approximately 14.4 square miles of uplands and 1 square mile of water, with development spread along the west,
Table 3: City of Anacortes and Anacortes' Urban Growth Area (includes refineries)

Private Covered Employment and Wages by Major Sector
2004 3rd Quarter (rounded to the nearest 50)

<table>
<thead>
<tr>
<th>Major Sector Description</th>
<th>County Average Monthly Employment</th>
<th>County Average Monthly Employment</th>
<th>City as Percentage of County</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture-Forestry-Fishing-Hunting</td>
<td>4,750</td>
<td>50</td>
<td>1%</td>
</tr>
<tr>
<td>Mining</td>
<td>1,000</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Utilities</td>
<td>200</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Construction</td>
<td>3,200</td>
<td>550</td>
<td>17%</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>5,000</td>
<td>1,850</td>
<td>31%</td>
</tr>
<tr>
<td>Wholesale Trade</td>
<td>550</td>
<td>50</td>
<td>1%</td>
</tr>
<tr>
<td>Retail Trade</td>
<td>6,050</td>
<td>900</td>
<td>15%</td>
</tr>
<tr>
<td>Transportation &amp; Warehousing</td>
<td>1,050</td>
<td>200</td>
<td>19%</td>
</tr>
<tr>
<td>Information</td>
<td>500</td>
<td>50</td>
<td>10%</td>
</tr>
<tr>
<td>Finance &amp; Insurance</td>
<td>1,200</td>
<td>150</td>
<td>12%</td>
</tr>
<tr>
<td>Real Estate-Rental-Leasing</td>
<td>550</td>
<td>200</td>
<td>8%</td>
</tr>
<tr>
<td>Professional &amp; Technical Services</td>
<td>1,100</td>
<td>150</td>
<td>12%</td>
</tr>
<tr>
<td>Management of Companies &amp; Enterprises</td>
<td>150</td>
<td>50</td>
<td>3%</td>
</tr>
<tr>
<td>Administrative &amp; Waste Services</td>
<td>250</td>
<td>150</td>
<td>17%</td>
</tr>
<tr>
<td>Educational Services</td>
<td>250</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Health Care &amp; Social Assistance</td>
<td>4,250</td>
<td>400</td>
<td>8%</td>
</tr>
<tr>
<td>Arts-Entertainment-Recreation</td>
<td>750</td>
<td>250</td>
<td>32%</td>
</tr>
<tr>
<td>Accommodation &amp; Food Services</td>
<td>4,100</td>
<td>600</td>
<td>20%</td>
</tr>
<tr>
<td>Other Services: Except Public Administration</td>
<td>1,800</td>
<td>300</td>
<td>17%</td>
</tr>
</tbody>
</table>

TOTAL                               | 37,800                            | 6,100                            | 16%                          |

SOURCE: Washington State Employment Security Department

Note: The government sector (hospital, schools, city, port and state) adds approximately 1,400 jobs to this figure.

The City's current urban growth area (UGA), Appendix B, used as the City's entire 2025 commercial/industrial allocations. Build-out of existing residential areas will bring the City to its population allocation.
Climate

Temperature

Anacortes temperatures are relatively mild. Summer daytime mean temperatures are in the 70's, with nighttime temperatures in the 50's. Maximum temperatures reach 80 to 85 degrees, although a few 90 to 100 degree days have been recorded. The highest temperatures and lowest relative humidity are recorded during periods of easterly winds. December and January are the coldest months, with average minimum temperatures in the upper 30's.

Wind

The prevailing wind direction is from the southeast in winter and southwest in summer. During late spring and summer, a prevailing westerly and northwesterly flow of air into Puget Sound brings a dry season beginning in May which reaches a peak in July. In late fall and winter, a prevailing southwesterly and westerly air flow from over the Pacific Ocean results in a wet season beginning in October which lasts until the beginning of the dry season in May. During winter, the combined influence of low pressure systems off the Pacific coast and cold air from the Fraser River Canyon produce strong northeasterly winds. Although it is not uncommon to have 30 to 40 knot winds under these conditions, the short fetch in the Anacortes area usually limits wind generated wave heights to not more than six feet. (The Surface Winds Over Puget Sound And The Strait Of Juan De Fuca And Their Oceanographic Effects, 1954)

The Naval Air Station on Whidbey Island has recorded wind gusts up to 75 miles per hour and sustained westerly velocities up to 54 miles per hour. (Data from National Weather Service, between 1945 to 1962; velocities recorded in December, precise dates unknown.)

Precipitation

Total precipitation for December is less than 1.9 inches in one winter out of ten; it exceeds 6.5 inches in one winter out of ten. Annual precipitation is less than 18 inches in one year out of ten, and it exceeds 33 inches in one out of 10 winters. Most winter precipitation falls as rain, but it is not uncommon to have 3 to 10 inches of snow. Thunderstorms occur 5 to 10 days a year. Most occur in the summer, but they have been recorded in each month of the year.

Population, Employment, Zone Sizes, GMAAllocations

The City's April 2006 population is approximately 16,000 with relatively straightforward infill potential of 1,575 homes and a build-out population of 19,300; a buildable residential lots map in Appendix C. The 2000 Census established that 21% of Anacortes residents were 65 years of age or older, almost twice the national average. If Anacortes' segment of this population grows at a rate similar to the national average, our population of individuals 65 and over will be approximately 30% of our population by 2025. Additional demographic and related fiscal information is presented in Appendix I.

Table 4: City Acreage by Zone (Uplands)

<table>
<thead>
<tr>
<th>Zoning</th>
<th>Acreage</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>AZ..................Airport..........................119.3</td>
<td>1.26%</td>
<td></td>
</tr>
<tr>
<td>C..................Commercial........................127.6</td>
<td>1.38%</td>
<td></td>
</tr>
<tr>
<td>CBD...........Central Business District.............57.2</td>
<td>0.62%</td>
<td></td>
</tr>
<tr>
<td>CM...............Commercial Marine..................314.05</td>
<td>3.43%</td>
<td></td>
</tr>
<tr>
<td>CM1.............Commercial Marine 1.................55.5</td>
<td>0.61%</td>
<td></td>
</tr>
<tr>
<td>CM2.............Commercial Marine 2.................27.6</td>
<td>0.30%</td>
<td></td>
</tr>
<tr>
<td>HM..............Heavy Manufacturing..................133.4</td>
<td>1.45%</td>
<td></td>
</tr>
<tr>
<td>I..................Industrial........................117.6</td>
<td>1.28%</td>
<td></td>
</tr>
<tr>
<td>LM..............Light Manufacturing..................40.9</td>
<td>0.44%</td>
<td></td>
</tr>
<tr>
<td>LM1............Light Manufacturing 1................519.0</td>
<td>6.73%</td>
<td></td>
</tr>
<tr>
<td>MS.......Manufacturing / Shipping...................39.4</td>
<td>0.43%</td>
<td></td>
</tr>
<tr>
<td>P..................Parks...............................3,853.9</td>
<td>36.52%</td>
<td></td>
</tr>
<tr>
<td>R1..............Residential Low Density..............297.6</td>
<td>3.24%</td>
<td></td>
</tr>
<tr>
<td>R2..............Residential Low Density..............1,792.4</td>
<td>19.52%</td>
<td></td>
</tr>
<tr>
<td>R3..............Residential Medium Density..........581.1</td>
<td>6.33%</td>
<td></td>
</tr>
<tr>
<td>R4..............Residential High Density.............72.0</td>
<td>0.78%</td>
<td></td>
</tr>
<tr>
<td>R4A............Residential High Density two..........97.2</td>
<td>1.06%</td>
<td></td>
</tr>
<tr>
<td>R4D............Residential High Density two..........32.3</td>
<td>0.36%</td>
<td></td>
</tr>
<tr>
<td>WATER...............1,306.4</td>
<td>14.22%</td>
<td></td>
</tr>
<tr>
<td>TOTAL.............9,182.7</td>
<td>100%</td>
<td></td>
</tr>
</tbody>
</table>

(14.4 square miles of Uplands plus 1 square mile of water for a total of 15.4 square miles as of October 25, 2005)
Chapter 2: Land Use

Existing and Proposed Land Use

Under the zoning in effect in 1993, the City estimated in 1993 that it had approximately 2100 buildable lots that had already been platted, with the potential for future subdivision of approximately 900 more; these lots allow City population to increase from 12,000 to 18,300. 2005 figures show a population of 15,700, approximately 1500 buildable lots, and a build-out population of approximately 19,300; the City's sewer treatment plant is sized for this "build-out" population. A map showing the City's proposed land use is set out in Appendix B.

The following have been suggested for conditional use approval for housing in the Commercial Marine and Commercial Marine 1 zone: Ship Harbor (230); Skyline (21); MJB (150); Fidalgo Bay (18); and Cap Sante (20). If these projects were approved, this would increase the build-out figure from approximately 19,300 to approximately 20,300.

The City has sewer capacity for this 20,300 figure: current 2005 average daily flow is 2 million gallons per day (MGD) and certified capacity is 4.5 MGD. The City has the water rights and actual processed water available for this figure. The City Transportation Plan 2000 uses an 18,500 population figure but commercial vehicle trips allocated to the CM and CM1 zones are far in excess of those that residential users require. However, the Transportation Plan will be comprehensively updated in 2007 to fully address all the transportation issues.

Adjacent Land Uses

Land use south of the City is regulated by Skagit County zoning largely for rural, rural residential, resource lands, and open space uses; immediately east of Anacortes is the March Point Urban Growth Area, a peninsula designated as Heavy Manufacturing and site of two major oil refineries. This area is the County's most intense industrial use area, and a place of employment for a number of Anacortes residents. At the south end of March Point and along SR-20, over 300 acres of commercial/industrial zoned land is available, most of which is inside the city limits with full urban services available. Further south and east, at the northern end of the Swinomish Channel, additional industrial property has been developed by the Swinomish Indian Tribal Council.

Urban Growth Area for the City of Anacortes

1. Inclusion within an urban growth area does not equate to annexation, but "annexations beyond urban growth areas are prohibited" (Countywide Policy 1.6). Rather, "development within established urban growth boundaries shall conform to urban development standards," (Countywide Policy 1.7). The City has assured the Shell and Tesoro refineries that their property will not be annexed without their express written consent.

2. The City of Anacortes' plans highlight the impracticality of extending urban services to County residentially zoned property.

3. County Rural zoning is a key component of the City Comprehensive Plan. It reflects the overwhelming desire of property owners not to have their area become urbanized and the City's desire to have rural densities outside its City limits.

4. The City is opposed to areas being set aside for future urban development on South Fidalgo Island through the County's cluster (C.A.R.D.) ordinance, preferring that this area remain rural over the long term.

Siting Essential Public Facilities

The Anacortes Airport has basically been designated as an essential public facility but with specific limitations agreed to by the Port of Anacortes and the Federal Aviation Administration. These limitations, together with development opportunities, are set forth in a 20-year Development Agreement and a 30-year Sub-Area Plan (City Ordinance #2707).

The City will work towards adopting a process similar to that set forth in Appendix E in designating other essential public facilities. Once adopted, adherence to this process will be mandatory for the City to recognize a particular facility as "essential" and fail to follow this process through City Council action by Ordinance means that a facility is not an essential public facility under the GMA.
Integrated and Consolidated
Project Permit Process

The City's Development Regulations (the Zoning and Subdivision Ordinances) shall include:

1. A determination of completeness to the application.
2. A notice of application to the public and agencies with jurisdiction.
3. The review process shall provide for no more than one consolidated open record hearing and one closed record appeal hearing. If an open record pre-decision hearing is provided prior to the decision on a project permit, the process shall not allow a subsequent open record appeal hearing.
4. Provision allowing for any public meeting or required open record hearing to be combined with any public meeting or open record hearing that may be held on the project by another local, state, regional, federal, or other agency.
5. A single report stating all the decisions made as of the date of the report on all project permits included in the consolidated permit process that do not require an open record pre-decision hearing and any recommendations on project permits that do not require an open record pre-decision hearing. The report shall state any mitigation required or proposed under the development regulations or the agency’s authority under RCW 43.21C.060 (SHPA). The report may be the local permit. If a threshold determination, other than a determination of significance has not been issued previously by the local government, the report shall include or append this determination.
6. A notice of decision as required and issued within the time period provided.
7. Completion of project review by the local government, including environmental review and public review and any appeals to the local government, within any applicable time periods.
8. A flow chart for each permit type describing each significant decision point, including the appeal process.
9. At every stage where a performance bond is considered the bond shall cover the full costs of performance by a third party plus a contingency of 30%.
10. At every stage where permit conditions are involved clarity, precision, and mandatory language are essential, particularly as to mitigation; enforcement shall be vigorously pursued.
11. A process whereby neighborhoods and commercial districts can work toward the City adoption of design standards and view sheds for their neighborhood/district.

Savings Provision

In the event that any provision or provisions of the Comprehensive Plan or its implementing Development Regulations are held to be invalid by the Western Washington Growth Management Hearing Board (Board), the policies and rules in place prior to those held to be invalid shall be deemed to be in place except for any part of those policies or rules separately held by the Board to be invalid.
Chapter 3: Goals and Policies

Goals 1-13 have been taken verbatim from RCW 36.70A.020; they are expanded upon in the Skagit County Community Regional Comprehensive Plan Policies, July 1992/96 (Appendix C).

GMA Goals

Goal 1: Urban Growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

Goal 2: Reduce sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

Goal 3: Transportation. Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.

Goal 4: Housing. Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.

Goal 5: Economic development. Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.

Goal 6: Property rights. Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.

Goal 7: Permits. Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.

Goal 8: Natural resource industries. Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.

Goal 9: Open space and recreation. Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

Goal 10: Environment. Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

Goal 11: Citizen participation and coordination. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

Goal 12: Public facilities and services. Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy without decreasing current service levels below locally established minimum standards.

Goal 13: Historic preservation. Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

One of the City's goals is to protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

Park areas include the Daniels Field baseball complex south of 12th Street.
General City Goals

Goal 1: Create and maintain a high quality of life and environment that maximizes the opportunity for all citizens to share the social, psychological, physical, and economic benefits of Anacortes/Fidalgo Island; aesthetics and health are key components of quality of life.

Goal 2: Improve the image of Anacortes as a marine oriented City by encouraging, protecting and enhancing marine views from public places, public access (particularly along the waterfront), and marine habitats and resources by encouraging marine water-dependent and water-related businesses and activities.

Goal 3: Promote compatible land uses and improve visual appearance in each and every zoning district.

Goal 4: Keep a reasonable balance between housing, manufacturing, commercial/retail, open space and other land uses within the community.

Goal 5: Encourage the development of a balanced and adequate employment and revenue base necessary for provision of needed services.

Goal 6: In order to further this and other goals of the City Comprehensive Plan, the following plans/studies are hereby adopted and incorporated by reference into this Comprehensive Plan: the Skagit County Coordinated Water System Plan, 2000; the City of Anacortes 2011 Water System Plan; the City of Anacortes Water Rate and GFC Study, September, 2005; the City of Anacortes Comprehensive Sewer Plan, 1993; the 1996 City of Anacortes Sewer Plan Update; the City of Anacortes Stormwater Plan, 1994; the City of Anacortes 2007 Transportation Plan; the City of Anacortes Shoreline Master Program, 2010; the Anacortes Community Forest Lands Comprehensive Plan, 2013; Pugel Power's Skagit County GMA Draft Electric Facilities Plan, 1992; Anacortes School District Facilities Study, 1998; the Capital Facilities Plan, 2012-2017; the Anacortes Parks and Recreation Department Comprehensive Plan, 2009; Skagit County County-Wide Regional Comprehensive Plan Policies, 2007 (see Appendix D); the Skagit County Housing Needs Assessment, 1993; the Overall Economic Development Plan for Skagit County, 1994/95; and the Countywide Air, Rail, Water, and Port Transportation System Study, 1996 (with the reference to the Anacortes Airport being a general aviation facility deleted and with the ferry traffic figures corrected as has been done in the Transportation Element Update); the Skagit/Island Regional Transportation Plan; the Anacortes Airport Sub-Area Plan; the Revised Final Integrated Fidalgo Bay-Wide Plan & EIS, 2000; the Anacortes Community Forest Forest Plan, Noxious and Invasive Plants (add “Planting of the most invasive and ecologically problematic species should be highly discouraged in Anacortes”); the Plan for Habitat Protection, Restoration, and Enhancement Fidalgo Bay and Guemes Channel, 2005; the Anacortes Airport Sub-Area Plan (Including Zoning and Development Agreement), 2005.

Goal 7: There shall be periodic and regular review of the City Comprehensive Plan and Zoning Ordinance; see Appendix E of City Comprehensive Plan and Zoning Ordinance Amendments.

Goal 8: Open space connectivity. Establish and acquire a network of open space and public access corridors.

Policy:

(a) Develop an integrated open space network plan that identifies connection opportunities between historical, cultural, aesthetic, archeological, biological, natural, recreational and educational sites.

(b) Fund the protection of open space required for habitat and wildlife movement, public access, non-motorized recreational corridors, and other uses that support the Goals and
policies in the Plan. Funding may include donations, grants, and designated bond issues. Additional acquisition measures may include conservation easements, tax incentives, vacating rights of way and regulatory development standards.

(c) Unopened or under-developed rights-of-way shall be evaluated for use as non-motorized public and community access corridors prior to granting any vacation or encroachment agreement.

Goal 9: Historic Preservation. The City of Anacortes, through the Anacortes Historic Preservation Board (AHPB), shall administer a historic preservation program within the City of Anacortes to identify, evaluate, protect and enhance historic properties. The AHPB shall advise Mayor and Council on programs, policies and regulations that support and enhance preservation and protection of significant historic properties.

Policy:
(i) The City of Anacortes, through the AHPB, shall inventory historic properties and archaeological sites in order to guide decision making in resource planning, environmental review and resource management.

(ii) The City of Anacortes shall encourage land uses and development that retain and enhance significant historic properties and sustain historic community character. City building and zoning codes and other regulations and standards should provide flexibility to accommodate preservation and reuse of historic properties. Zoning actions should take into account the effects of zoning on historic properties.

(c) The City of Anacortes shall develop incentives to encourage the retention and enhancement of historic properties. Such incentives could include a revolving loan fund.

(d) Consider establishing historic districts.

Goal 10: Increase shopping opportunities within the City by adopting development regulations that provide for a variety of retail store sizes and types.

Policy:
(i) Adopt development regulations that allow buildings or complexes of buildings of various sizes to be considered (for approval, approval with conditions, or denial) through a Conditional Use, Planned Unit Development, Rezone, and/or Development Agreement process in specific areas of the City.

(ii) Adopt standards in the development regulations against which to judge applications submitted under General Goal 10 Policy (i) above, to encourage new development that is compatible with the character of Anacortes.

Manufacturing

Waterfront facilities in Anacortes are critical to a significant part of the County's manufacturing base. The City, including its Urban Growth Area at March Point and Summit Park, supports 37% of the County's manufacturing employment (Table 3); the City's current share of the County's population is 14%.

Manufacturing Goals and Policies

Goal 1: Heavy manufacturing development should be contained in those general areas presently designated for Heavy Manufacturing in the existing zoning ordinance. Manufacturing is defined as those industrial or manufacturing activities which are engaged in the production of articles or a product from raw or prepared materials by giving them new forms and qualities. Heavy Manufacturing is manufacturing which in the production process creates a potential hazard or a nuisance to other uses.

Additionally, Appendix D describes consistency between City and County Comprehensive Plans; Appendix F sets forth administrative procedures for Comprehensive Plan amendments or revisions; Appendix G sets forth the City's Public Participation Program; and Appendix H sets forth the Interlocal Agreement between Skagit County and the City of Anacortes relative to the City's Urban Growth Area.

Aerial view of City of Anacortes Industrial area, Cáp Santa in the center.
Goal 2: In shoreline areas with deep water access encourage and support water dependent and water related uses such as manufacturing, shipping, moorage, navigation, cargo handling and storage, fish processing, and ship/boat construction and repair.

Policy:
(a) Encourage the Port of Anacortes and other landowners to develop water-dependent and water-related uses such as manufacturing, shipping, moorage, navigation, cargo handling and storage, fish processing, and ship/boat construction and repair.

Goal 3: Encourage multiple business manufacturing development, providing a more stable economic base through diversity, as opposed to a single large manufacturing industry.

Policy:
(a) Through land use designations and performance standards, provide opportunity for mutual benefits for various businesses which co-locate.
(b) Allow mixed use residential/light manufacturing development in some zones where workers (and their families) can live and work in the same facility as long as provision is made for compatibility among uses.

Goal 4: Develop policies for manufacturing areas which will provide the City and the developers with consistent expectations with regard to performance standards and contract obligations.

(b) Manufacturing activities and developments should be designed and operated to minimize adverse impacts to surrounding areas and the community as a whole.

(c) The shipment or movement of hazardous and nuisance materials within or through the City should be managed by the City.

Commercial
Anacortes is the retail center for a trade area that takes in all of Fidalgo and Guemes Islands, La Conner, North Whidbey Island, and the San Juans. Reflecting population and tourism growth in the San Juan Islands, the number of annual ferry passengers and vehicles has more than doubled since 1970 to approximately 600,000 passengers and 400,000 vehicles in 2005. Over the same period, tourist traffic on the Anacortes to Sidney, B.C. ferry run has recorded no long-term increases, averaging approximately 150,000 passengers and 50,000 vehicles annually.

During the 1970s, Anacortes’ population and retail sales grew in proportion with that of the surrounding region, maintaining approximately 14% of the County’s population and 19% of its retail sales. In 2005 this retail sales percentage has dropped to 14% with leakage to the central county offset by tourism spending.

Commercial Goals and Policies
Goal 1: Increase retail sales trade.
Policy:
(a) Provide incentives for improvements and development of attractive, high quality commercial sites according to Comprehensive Plan, through City cooperation, zoning ordinance, and land use plans.
(b) Develop a comprehensive, downtown vehicular and non-motorized circulation and parking plan.
(c) Capitalize on the growing tourist activity with tourist-oriented commercial retail uses in mixed use developments.
(d) Provide City and Port informational signs to inform local citizens, tourists, boaters and ferry traffic of services available in Anacortes.
(e) Encourage the development of a shuttle service connecting the State and County Ferry Terminals to downtown.
Goal 2: Improve economic growth and well being of Central Business District.

Policy:
(a) Encourage development in the area between 11th Street and waterfront, R Avenue and O Avenue for concentrated pedestrian oriented commercial use and the area south of 11th Street for vehicle oriented commercial use with appropriate attention paid to the needs of pedestrians and non-motorized vehicles.
(b) Encourage and allow for innovations to make downtown more attractive through City and Port programs and encouragements to merchants and landlords, with particular attention to landscaping and pocket parks.
(c) Encourage the development of High Density Residential zone bordering the Central Business District.
(d) Establish a long-term sign, landscaping, and marketing improvement program that improves the aesthetic quality of our retail sales trade areas.
(e) The City of Anacortes' Commercial Avenue and Central Business District shall continue to supply the vast majority of commercial services for Fidalgo Island.
(f) Consider expanding the Central Business District in appropriate locations adjacent to the existing Central Business District.
(g) Encourage high density residential development above street level in the Central Business District and Commercial zones.

Goal 3: Encourage marina related business activity.

Policy:
(a) Develop marina-to-downtown pedestrian, bicycle, and vehicular circulation plans, directional graphics, and informational displays to describe events and shopping opportunities.
(b) Provide a commercial marine classification in the zoning ordinance that allows for a range of uses that are compatible with marina related businesses.
(c) Consider adding a graphic directory of downtown businesses in a visible CBD location.

Goal 4: Do not rezone additional areas for commercial development until existing commercial areas are fully developed or shown to be inadequate for the need. This could be achieved by expanding existing commercial zones. The City Annual Comprehensive Plan Amendment Process (Appendix F) may be used for this purpose.

Policy:
(a) Commercial Avenue from 11th Street to 34th Street should continue as highway oriented, commercial use with pedestrian and bicycle opportunities.
(b) Only the Cap Sante Marina area and the adjacent CMI zone may be zoned to the same scale and developed with the same pedestrian emphasis as the Central Business District.
(c) Grocery and sundries retail stores are to be allowed in residential areas as conditional use on a limited scale (not to exceed 1,200 feet of retail sales floor space).
(d) Commercial areas should be designed to minimize adverse impacts to surrounding areas.

Goal 5: Adequate parking for customers, employees and residents should be provided by all new or modified developments in all commercial areas.

Policy:
(a) Adequate, convenient, safe and well maintained parking for both cars and bicycles shall be provided in all commercial areas.
(b) To enhance pedestrian use of CBD, parking requirements for individual businesses may be reduced provided adequate parking is available. Encourage the City to develop public parking downtown to be paid for by Business Improvement Areas, Local Improvement Districts, and in-lieu payments.
(c) Renovation of existing buildings should be encouraged in the CBD and not hindered by the parking ordinance. Parking requirements may be waived or modified in such instances by
Planning Commission.

(a) Expand the 2 hours parking areas when needed to
make maximum parking available for customers and to encour-
age employees to park on back streets.

(b) Add handicapped accessible parking wherever neces-
sary and appropriate.

(c) To maximize view corridors and improve the aesthetic
quality of Commercial Marine areas, building height limits may
possibly be modified for developments that provide structured
parking garages.

**Commercial Marine**

**Commercial Marine Goals and Policies**

**Goal 1: Preserve the CM areas for commercial enterprise**
where orientation to the waterfront and waterway areas is of
prime importance to marine, commercial and tourist activities.
CM areas include all CM zones as set out in the Zoning Ordin-
ance whether designated CM, CM1, or CM2.

**Policy:**

(a) Encourage commercial activities that are environmen-
tally clean and labor intensive.

(b) Encourage City and Port cooperation in the develop-
ment of CM areas.

(c) Encourage retail and commercial enterprise that will
enhance the marine-oriented and aesthetic qualities of the wa-
terfront.

(d) Allow residential uses in certain CM zones through the
conditional use process only if a specific project is determined
not to displace or diminish the underlying purpose of the zone.

**Goal 2: Require a public access element in all development
plans abutting shoreline where appropriate.**

**Policy:**

(a) Public access and pedestrian access to the shoreline
shall be required.

(b) CM areas that are unplatted should be encouraged to
provide public access areas such as fishing piers, waterfront
roads, street-end parks, view parks, public areas for beach walk-
ing, transient moorage.

(c) Conditional Use permits should require the same pub-
lie access conditions as those required of retail and commercial
development.

(d) CM development between Ship Harbor and the
Guemes ferry dock should be compatible with the proposed
recreational corridor.

**Goal 3: The zoning ordinance for Commercial Marine**
should strongly encourage marine, commercial and tourist
developments that are water and water-view dependent, desti-
tination oriented, and enhance the marine values inherent in
the district such as physical and visual access to waterways and
shoreline.

**Policy:**

(g) Public access should be included in all development
plans where economically feasible and safe. Unregulated public
access is access for all persons at all times; regulated public ac-
cess is access for all persons paying fee for use of facilities such
as restaurants, shops, motels, or access which is limited by time,
location and activities.

![Improvements continue at Cap Sante Boat Haven, owned and operated by the Port of Anacortes.](image.jpg)

(b) Encourage marinas with boat and marine equipment as
well as services.

(c) Encourage boat repair facilities.

(d) Encourage hostel, motel and hotel accommodations to
enhance the marine-oriented activities.

(e) Encourage recreational equipment rentals and sales.

(f) Encourage specialty shops and eating establishments.

(g) Encourage City and Port cooperation in the develop-
ment of transient moorage and moorage for moderately sized
cruise ships; moorage buoys should be included in appropriate
locations.

> The zoning ordinance for Commercial Marine should strongly encourage marine, commercial and tourist developments that are water and water-view dependent...

**Goal 4: The zoning ordinance for Commercial Marine 1 may
allow limited residential development, provided the residential
development is integrated with and contributes to marine, com-
mercial and tourist developments that are water and water-view-
dependent, destination oriented, and that enhance the marine values inherent in the district.

(a) Any residential development must be consistent with the marine character of the waterfront.

(b) Residential development should be limited to areas above the first floor and be coordinated in design and scale with the overall mixed use development in order to preserve the underlying CM purpose.

(c) Encourage any residential development to provide public amenities such as view corridors, public plazas, and walkways in coordination with the overall marine, commercial and tourist development.

(d) Encourage provision of landscape features for any residential development and coordination between the landscaping for the residential development and the overall marine, commercial and tourist development.

(e) Support the development of public access to Hidalgo Bay and linkages between the Railroad Corridor/Linear Park and Cap Sante Marina/Harbor by offering incentives which would attract private investment.

(f) Any project shall be economically advantageous in the long run to the City.

Goal 5: Performance standards and regulatory incentives should be developed for the CM areas to promote desirable development and public amenities.

Policy:

(a) Assure economic benefit to the City.

(b) Encourage preservation of unique and/or historical features and marine views.

(c) Provide adequate on-site parking that is, to the maximum extent feasible, landward of the principle structure(s) away from the shoreline or in a parking garage, including underground if possible.

(d) Assure adequate vehicle and pedestrian circulation and access to and from the areas.

(e) CM area should provide adequate buffer areas and/or sight screening where appropriate.

(f) In the CM1 zone, the City may allow limited residential development which may consist of multi-family dwellings, provided the residential development is integrated with a mixed-use marine, commercial and tourist development through conditional use and planned unit development processes, perhaps with a development agreement.

(g) Residential development in the CM Zone shall be by conditional use, not exceed R4A densities (18 units per acre), and be an integral part of a mixed use neighborhood; vacation rental type of arrangements are encouraged. Tidelands may not be included for purpose of density calculations. Affordable housing provision(s) shall be part of any such residential development, either on-site or off-site.

(h) Development in Commercial Marine areas should be designed to minimize adverse impacts to the marine habitats, shorelines, and surrounding areas.

(i) Development approved through the conditional use process may not cover more than 50% of the upland area with buildings.

(j) To preserve the underlying commercial marine purpose of CM, CM1 and CM2 zones, all residential units shall be located above the ground floor, with the ground floor reserved for non-residential commercial marine uses.

(k) Residential units in the CM, CM1 and CM2 zones shall be located and constructed so as to minimize conflict between residential and more intensive non-residential uses.

Goal 6: Review other areas in the City that may be appropriate for the CM designation, giving consideration to existing land uses.

Housing / Residential

Housing Goals and Policies

Goal 1: Attempt to achieve a balanced distribution of housing to meet the needs of all citizens.

Policy:

(a) Residential land use densities for Anacortes shall be designated as R1, R2, R3, and R4.

(b) Residential occupancy should be permitted in the Commercial and CBD zones above the first floor up to the maximum height allowed in these zones, provided adequate parking is included.

(c) In the R4 zone where multi-family units (attached) are permitted, the equivalent number of units may be built as detached units provided the setbacks and lot coverage requirements are met (or PUD approval is secured).

(d) A PUD may be approved on any size of parcel.

(e) An accessory dwelling provision should be added to the City Zoning Code.

(f) The City should work to ensure that at least 30% of
the housing units within the City are rental units.

(g) The City shall encourage the creation and retention of modestly priced owner-occupied and rental housing units, particularly when a planned unit development proposal is considered.

(b) The City will identify priority areas and set standards for overlay districts to preserve historical character only within residential zoned neighborhoods.

Goal 2: Maintain and allow for open space corridors in Anacortes.

Policy:

(a) In areas of Anacortes where terrain and lack of streets and utilities make a large lot size appropriate, a R1 land use designation is to be provided, with 15,000 square feet minimum lot size and with the opportunity for cluster development.

(b) R1 identification shall be directed at identification of open space corridors within and between Urban Growth Areas, including land useful for wildlife and connection to critical areas.

Goal 3: Single family, detached residential units shall be the major residential form in the community.

Policy:

(a) The Land Use Plan shall designate a major portion of the residential use area in the City for single family use.

(b) R2 areas (not more than 4 dwelling units/gross acre) are to reflect existing residential trends and should be designed to reduce adverse impacts from commercial and industrial development and from major thoroughfares. Gross acre is acreage plus one half of the width of abutting rights of way of streets and alleys.

(c) Duplexes are to be allowed in R2 areas as conditional use.

Goal 4: Multi-family dwellings in the R3 zone shall not exceed a four-plex unit.

Policy:

(a) R3 (5 to 9 dwelling units per gross acre) should be located where terrain, traffic routes, public utilities and existing neighborhood patterns allow.

(b) Multi-family units greater than a duplex are to be allowed under a conditional use permit.

Goal 5: Provide for higher density housing in areas where appropriate.

Policy:

(a) R4 density areas are principally for multi-family apartment units.

(b) There are to be three R4 Classifications: R4 (28 units per gross acre maximum), R4A (18 units per gross acre maximum), and R4B (18 units per gross acre maximum).

(c) R4 areas (18 to 28 dwelling units per gross acre) should be functionally and spatially related to major traffic routes, places of employment, commercial and governmental centers, park and recreation spaces, public utilities, public facilities and avoid adverse impact on existing neighborhoods.

(d) In the R4 zones, the minimum lot size is to be 3,000 square feet, plus 1,200 square feet for each additional unit.

(e) Residential development in the CM1 Zone shall be by conditional use, not exceed R4A densities (18 units per acre), and be an integral part of a mixed use neighborhood; vacation rental type of arrangements are encouraged. Tidelands may not be included for purpose of density calculations. Affordable housing provision(s) shall be part of any such residential development, either on-site or off-site.

(f) Residential development shall not be allowed in the CM2 zone.

(g) Residential development in the other CM Zone areas shall be by conditional use and not exceed R4 densities (18 units per acre).

Goal 6: Provide for flexibility in subdivision development.

Policy:

(a) Make a process available for residential development which allows for a tract of land to be developed as a coordinated unit according to an approved plan, e.g. PUD.

A new street in Rock Ridge residential development, adjacent to City forestlands and Little Cranberry Lake.

Goal 7: Improve visual appearance of residential neighborhoods and maintain integrity of existing residential areas and neighborhoods.

Policy:

(a) Require undergrounding of utilities wherever reasonable and practicable.
(b) Pursue strict enforcement of City's ordinances that regulate dangerous buildings and health hazards, and that affect visual appearance of neighborhoods.
(c) Review and improve procedures to notify property owners and the public of land use changes and development.
(d) Encourage neighborhood and civic pride.
(e) Zoning regulations that involve placement, screening, or height of antennas based on health, safety, or aesthetic considerations must be crafted to reasonably accommodate amateur radio communications, and to represent the minimal practical regulation to accomplish the City's legitimate purpose.
(f) New home construction of property with avigation easements shall be constructed to achieve noise compatibility.

Goal 8: Encourage rehabilitation of substandard housing and neighborhoods.
Policy:
(a) The City regulations and building codes should not unnecessarily obstruct the rehabilitation or improvement of older homes.
(b) Provided that zoning densities are not exceeded, flexibility should be provided to owners of large old homes to convert to multi-family units where appropriate to make restoration economically feasible.

Goal 9: Provide for recreational vehicle parks development in appropriate locations.
Policy:
(a) Recreational vehicle parks be allowed as a conditional use within the CH zone provided restrictions ensure transient use only (not year round occupancy) and provided they are not located immediately adjacent to the shoreline.

Goal 10: Current Subdivision codes for newly platted areas shall also apply to undeveloped platted areas.
Policy:
(a) These developments shall have standard width streets, storm sewers, curbs and sidewalks.

Goal 11: A detailed affordable housing program shall be developed by the City.
Policy:
(a) A Citizens Advisory Committee shall be established to develop a comprehensive affordable housing program for consideration in 2007.

Goal 12: Adopt Low Impact Development (LID) standards for new residential developments and encourage owners of existing homes to adapt their homes to include LID features. Examples of LID practices include permeable pavements, rainwater harvesting, reverse slope sidewalks, rain gardens, etc.

Transportation / Circulation
Access to Anacortes is available through all major transportation modes: air, water, rail (freight only), and highway.

Air
An airport is located in the west-end area of Anacortes and a seaplane base is located within the Skycliff Marina.

Water
Waterborne transport of materials is primarily centered at the Port of Anacortes, Piers 1 and 2, in the northeast area of the City on Guemes Channel. Industrial water transport facilities are located in conjunction with the City Industrial Park Area, and petroleum tanker facilities are available off March Point. Waterborne public passenger service is available for trips to Guemes Island (Skagit County Ferry), and via the Washington State Ferry System where there are regularly scheduled trips to the San Juan Islands and Sidney, British Columbia (Vancouver Island). The thousands of privately owned boats, both resident and visitors, which ply the waters off Fidalgo Island and the San Juans, comprise the major water transportation activity in terms of number of trips.

Highway
Main access to Anacortes is via State Route 20, from I-5 in the Burlington area. Secondary roads (Heart Lake Road, Havelock Road and Marine Drive) provide southern access to Deception Pass and Whidbey Island.

Within Anacortes, the main traffic route is the extension of State Route 20, Commercial Avenue, 12th Street and Oakes Avenue, to the State Ferry Terminal. Traffic on this route far exceeds volumes of any other streets in Anacortes.

One particular traffic problem in Anacortes is the conflict of residential and ferry traffic uses along 12th Street, the only complete east-west arterial in the City. Residents along 12th Street find high traffic volumes generated by the ferry to be an
Transportation Goals and Policies

Goal 1: Encourage planning for public transportation which will link the most highly frequented destinations, i.e. ferry, downtown, medical facilities, recreational facilities.

Policy:
(a) Seek out options which would aid in development of public transportation.
(b) The City shall protect the existing Burlington Northern right-of-way from the railroad trestle to the Port marine terminal facilities for future transportation planning and development with any excess right-of-way width available for sale as appropriate.
(c) The City shall work to secure right-of-way and to develop a pedestrian and bike trail along the Guemes Channel from the state ferry terminal to connect with the Fidalgo Bay Trail (Tommy Thompson Trail).

Goal 2: Improve traffic patterns for incoming and outgoing traffic in City Industrial Park and Port dock areas.

Policy:
(a) The City shall actively encourage truck use of truck routes. Adequate signs will be placed along the truck route and the City will identify and work with the major shippers to ensure that their drivers are aware of the truck routes.

Goal 3: Improve traffic circulation.
Policy:
(a) Maintain existing dedicated right of way intact where potential future traffic flow indicates a need.
(b) In future subdivision development, plat right of way so they tie in with existing right of way where reasonable and practical.
(c) In future subdivision development, require street designs which provide routes for through traffic where reasonable and practical.
(d) Consider roundabouts and traffic calming devices.
(e) Work to improve side street access and pedestrian crossings along the SR 20 corridor.

Goal 4: Improve air, road, rail, and water public transit in and out of Anacortes.
Policy:
(a) Implement the Anacortes Airport Sub-Area Plan, the Airport Zoning, and the Airport Development Agreement.
(b) Encourage and promote improved bus service to and from Anacortes and the Anacortes ferry terminals.
(c) Work with State Ferry system to encourage ferry walk-on transit service and additional passenger-only service centered in Anacortes.
(d) Encourage development of boat plane landing and service areas in Anacortes.
(e) Encourage transient moorage.
(f) Our Goal is "To undertake an update of regional transportation planning as this relates to a Regional Air Transportation Plan that further defines the role of the Anacortes Airport and its future part in the regional transportation plan in Skagit County to meet the aviation needs of the City and the surrounding communities in a manner consistent with the Goals of the Washington State 2005 Transportation Plan, and the 1994 Port of Anacortes Airport Master Plan, recognizing that both the City and the Port have the authority to update and amend their various plans without the approval of the other, except as may be otherwise agreed to." Airport Subarea Plan, P. 6.

Goal 5: Develop the city as a pedestrian friendly community and improve non motorized circulation patterns.

Policy:
(a) Encourage development of safe and easy-to-use bike
paths and pedestrian walkways in and around Anacortes and coordinate with regional pedestrian and bicycle routes.

(i) Encourage identification and signing of scenic, historical, and waterfront routes.

(ii) Encourage identification and signing of shopping and public use facilities (parks and forest lands where appropriate, swimming pool, bike paths and pedestrian walkways).

(iii) Develop improved signage for public transportation-related facilities, i.e. airport, ferry systems, etc.

(iv) Require the construction and repair of sidewalks to meet ADA standards.

(v) Encourage pedestrian movement and the development of gathering spaces and pocket park spaces, particularly in Downtown Anacortes.

(vi) In any replat or street vacation proposal the City shall retain the right-of-way necessary to connect Volunteer Park and the airport to the ACFL.

(vii) Improve pedestrian crossing opportunities on Commercial Avenue, SR-20, and other highly traveled areas.

(viii) Define and develop ADA compliant walkways throughout towns, which provide access to key city amenities and services for people with disabilities and prioritize these areas for facilities improvements.

(ix) Ensure safe pedestrian travel to schools throughout the community.

(x) Prepare a Master Plan for Commercial Avenue from 2nd to 34th Streets.

Goal 6: Encourage a physically active community by allowing people of all ages to incorporate physical activity into their daily lives by walking, bicycling, exercising and using public transit as a part of everyday living.

Policy:

(a) Enhance and/or expand existing non-motorized connectivity, access and corridors to support daily activities in work, commerce, education and recreation. Incorporate the needs of people of all ages in planning and increase opportunities for non-motorized transportation.

(b) Adopt Complete Streets design guidelines and standards to enhance the most beneficial corridors and modes, and when planning for parks, open space, commercial development and public facilities.

(c) Educate and encourage people of all ages on the benefits and ease of incorporating physical activity into their daily lives in Anacortes. Emphasize improvements and features that benefit seniors near retirement communities as well as children near schools and gathering places.

(d) Seek innovative funding opportunities, such as grant program applications using assistance from local community groups, set-asides of funding for non-motorized transportation improvements, and campaigns for special projects.

Goal 7: Require adequate off-street parking in all zones.

Policy:

(a) Provide adequate parking space in the non-residential zones by:

(i) developing a comprehensive parking plan which designates immediate and future parking lot sites and shuttle parking lots;

(ii) periodic survey of parking space availability and occupancy to determine any emerging need for additional space;

(iii) developing a L.I.D proposal for off-street parking at the point where increased measured need occurs or when downtown businesses express a need for additional space.

(b) Encourage sufficient space for parking of boat trailers and vehicles at existing and future boat launch sites, marinas and boat storage facilities.

(c) Encourage Washington State Ferry system to provide adequate parking for State Ferry patrons. Overflow parking should be provided out of town and a shuttle provided to the State Ferry Terminal.

(d) Encourage Skagit County to provide adequate parking and pedestrian access for Guemes Island ferry patrons.

(e) Develop an “in-lieu of” parking space program.

Tourism

Travel and tourism is an important economic activity in Washington State. Spending by visitors generates sales in lodging, food service, recreation, transportation, and retail businesses – the “travel industry.”

The travel industry is often promoted as an economic development tool for several reasons.

First, travel is an “export” industry that injects money into local economies. In this respect, it is similar to firms and industries that sell manufactured products in other geographic markets. However, a local travel industry accomplishes this through spending by visitors on locally produced services.

Second, because the travel industry is service oriented and labor intensive, it generates many employment opportunities relative to investments in physical capital. The travel industry provides a large number of entry-level positions, as well as opportunities for small business proprietors.

Third, the promotion of visitor amenities can have other beneficial effects in a community. Many of the same attributes
that draw visitors to a community (e.g., recreation facilities, cultural events, attractive downtowns) can also enhance the "quality of life" for residents.

The travel industry ranks among the leading export-oriented industries in Washington in terms of its contribution to Washington Gross State Product (GSP). Travel industry GSP was $4.8 billion in 2003. Of the leading industries with which the travel industry was compared, only the Software industry had a significantly higher impact ($13.2 billion). The other industries with which the travel industry was compared were aerospace ($5.7 billion), computer/electronics manufacturing ($2.5 billion), agriculture and food processing ($5.6 billion), and forestry and wood products ($3.9 billion).

The growth of the travel industry has historically been positive and relatively stable. This is likely to continue given the demand for leisure as household earnings rise.

An estimated 1.8 million people travel through Anacortes annually to reach the WSDOT Ferry Terminal. The visitors are already in our town, we just need to offer the products and services they desire in order to grow this market.

Anacortes's proximity to large metropolitan areas and its "world class" natural beauty offers visitors what they are looking for; an adventure that is close to home.

Tourism Goals and Policies

**Goal 1: Encourage an attractive community in order to increase the City's appeal to visitors and residents alike.**

**Policy:**

(a) Encourage local businesses to make use of the development district procedures to rehabilitate areas as necessary.

(b) Utilize the shoreline and marine resources to Anacortes to increase tourism while maintaining the quality of the marine habitat and resources.

(c) The City and Port should give preference to those development plans which enhance the City's marine heritage, its waterfront, and its scenic beauty.

(d) Provide an equitable balance between tourist activity and local use and enjoyment of resources.

(e) Continue changing differential rates for non-resident use of certain facilities.

(f) Develop neighborhood parks including street end parks.

(g) The City and Port should work together to provide facilities for small and moderately sized cruise vessels.

**Goal 2: More clearly define entries into Anacortes and more clearly identify points of interest within the City.**

**Policy:**

(a) Work with the State to improve the signing on I-5 at SR 20. Signing should indicate ferries to the San Juan Islands and Victoria, B.C.

(b) Locate points of scenic and historic interest within the City and determine ways that they might be best identified.

(c) Coordinate with the State and County on improvement or removal of unsightly roadside structures and signs along the approach to the City and improve the landscaping along these routes.

**Goal 3: Encourage and actively promote development which could provide year-round visitor attractions.**

**Policy:**

(a) Work with County and other public and private entities toward the development of recreational activities, e.g., a major recreation center, aquarium, boating facilities, hiking trails, RV parks, festivals, and special events.

(b) Coordinate with educational organizations, businesses and like groups to develop marine-oriented educational and training programs and facilities, industrial tours, folklore and craft demonstrations of interest to visitors and residents.

(c) Encourage the City and Port to support the development of a convention center or a resort facility and/or destination hospitality facility by offering incentives and development regulation flexibility which would attract private investment.

(d) Improve pedestrian links between marinas and commercial areas and public services such as the library and museum.

(e) Encourage retention and/or expansion of services oriented to the boaters at marinas.

(f) Ensure that launch facilities for small boats are retained on Fidalgo Bay and adjacent thereto.

(g) Consider facilitating the establishment of shuttle service between marinas and commercial areas.

**Goal 4: Utilize the shoreline and marine resources of Ana**
cortes to increase tourism while maintaining the quality of the resource.

Policy:
(a) The City and Port should give preference to those development plans which enhance the City's marine heritage, its waterfront, and its scenic beauty.
(b) Encourage development plans in shoreline areas that provide opportunities to increase tourism and public recreational use of the shoreline, such as mixed-use marine, commercial, and tourist developments.

Parks and Recreation
The City of Anacortes has approximately 3,354 acres of land devoted to Parks, Recreation, and Open Space. This is divided between significant open space holdings in the Anacortes Community Forestlands as well as a wide range of active and passive facilities. The Parks and Recreation Department provides recreational activities including youth sports leagues, special events, youth and adult classes as well as various other recreational opportunities.

Parks and Recreation Goals and Policies
Goal 1: Provide a range of quality and accessible park and recreational areas, facilities, and opportunities that will attract all age groups and interests.

Policy:
(a) Provide park areas that are convenient to and accessible by all residents of Anacortes.
(b) Provide facilities and activities that are accessible by ADA standards and are sensitive to issues of universal accessibility in spirit.
(c) Develop safe, high quality facilities that serve multiple purposes and functions whenever appropriate.
(d) Develop a comprehensive multi-purpose trail system for use by bicyclists, horse riders, motorcycle riders, hikers, walkers, joggers, casual strollers, and school children.
(e) Encourage further development of waterfront park areas including street ends.
(f) Ensure that our facilities are developed and maintained at a level that we would be proud of.

Goal 2: Strive to ensure that all age groups and recreation interests are provided the opportunity to fulfill their leisure time goals including leisure services for the disabled.

Policy:
(a) Manage recreation programs on an economically sound basis, evaluating the need for fees on a case-by-case basis.
(b) Act as a catalyst to help special interest groups organize and run their own programs.
(c) Develop and maintain feedback system for public input into future recreation programming.
(d) Involve and utilize volunteers in the planning and delivery of park and recreation programs.

City goals include a multi-purpose trail system for use by outdoor enthusiasts including bicyclists.

(c) Strive to have our recreation programs run so that we would encourage our own children to participate in them, they will be organized fairly and administered efficiently.

Goal 3: Develop a comprehensive park, recreation, and open space plan that fulfills requirements of state and local granting agencies, develops and implements parks maintenance strategies that balance ecological impacts and benefits with recreation/facility service delivery, and includes capital improvements that guides capital expenditures.

Policy:
(a) The Park Board's Comprehensive Park Plan should provide a balance of both active and passive recreation opportunities as appropriate for community needs.
(b) Develop a fees and charges policy for non-Anacortes residents.
(c) Require new subdivisions to provide land for neighborhood or pocket parks, or at the City's discretion, in lieu of such land, provide impact fee payments to the City.
(d) Adjust park impact fees to keep park facilities current with growth.
(e) Improve the arterial street system in the City to make

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Conservation

Conservation Goals and Policies

Goal 1: Identify areas of aesthetic, educational, historical, cultural and/or biological significance, encourage their preservation, and regulate development which could cause significant deterioration of these qualities.

Policy:
(a) An inventory of such sites should be conducted, made available to the public, and included in all applicable City plans. This inventory should be consulted by the Planning Commission and City Council when development and zoning decisions are made.
(b) The Anacortes Community Forest Lands (ACFL) are critical areas having the designation as a Wildlife Habitat Conservation Area.
(c) Acquisition and habitat restoration funding for the ACFL, shoreline areas, and wildlife corridors will remain a high priority.

Goal 2: Provide opportunities for residents to have access to undeveloped natural areas.

Policy:
(a) Whistle Lake and Little Cranberry Lake waterbodies should be managed to maintain their pristine and/or fragile environment and to preserve waterbodies, wildlife habitats, wetlands, aesthetic values, and recreational uses with priority for residents.

Goal 3: The City’s parks and forest lands (ACFL) should be managed with the principal Goals of maintaining and enhancing habitat, aesthetic, and recreational values.

Policy:
(a) City Council should adopt such ordinances and resolutions as deemed necessary to implement the Anacortes Community Forest Management Plan, 1991 which should be updated every 10 years.
(b) City Council should adopt such ordinances and resolutions as deemed necessary to implement the Anacortes Parks and Recreation Plan, 1996, which should be updated every 10 years.

Goal 4: Public access to shorelines and tidelands should be maintained, enhanced, and increased.

Policy:
(a) A primary consideration should be given to preserving and adding to public access to shorelines. Increase and preserve physical and visual access to shoreline areas.
(b) A recreational and wildlife corridor should be developed along the Guemes Channel with links to other natural areas including ACFL, Ship Harbor, and Washington Park.
(c) City owned right of ways or street ends that afforded access to, or views of, marine shorelines should be evaluated for suitability of street end parks and wildlife corridors. Those street ends which lend themselves to park use should be considered for development as such. The City street vacation policy.

 provision for bicycle paths.

(a) Support and encourage the Forest Management’s Plan’s provisions for the maintenance of a trail system for recreational users.

(b) Every effort shall be made to include greenbelts in all new development or redevelopment; these greenbelts shall include pedestrian connections and wildlife corridors wherever practicable and reasonable.

Goal 4: Increase the opportunities for public access to and enjoyment of the shorelines of Anacortes.

Policy:
(a) The multi-use trail along Guemes Channel should be a high priority project.
(b) Open appropriate waterfront street ends for recreational use and shoreline access.
(c) The City should work with the Port of Anacortes to develop and interconnect Cap Sante Marina and surrounding areas. Areas for consideration should include:
   1. Increasing and improving transient moorage facilities.
   2. Development of a public fishing pier.
   3. Improve landscaping, roadways, and pedestrian walkways.
(d) Maintain a public boat launch adjacent to the downtown area.

This wetland lies in downtown Anacortes, just a few blocks from the downtown area.
shall reflect this intent.

**Goal 5: Develop and maintain a resource conservation attitude within the City with an ongoing educational program together with volunteer assistance.**

**Policy:**

(a) Establish and promote an ongoing volunteer program in and out of our schools aimed at educating residents and visitors with speakers, programs and written information. This program shall promote stewardship of Fidalgo Island.

(b) Develop and implement a program aimed specifically at reduction of litter and other nuisances within the City.

(c) The City of Anacortes will support and encourage citizen involvement in backyard wildlife habitat programs, forest education programs, tree preservation, and shoreline stewardship programs.

(d) Water conservation and water recycling shall be high priorities in the City's Water System Plan.

(e) Implement cost effective, energy efficient technology for public lighting.

**Goal 6: Encourage City staff, City officials, and residents to increase their awareness of conservation issues through ongoing educational opportunities.**

**Policy:**

(a) A continually updated list of City, County and State planning, environmental and development documents shall be made available for public review at the City Hall and the Anacortes Public Library. Sufficient copies of each of those publications shall be available to the public at the Anacortes Library.

(b) Publish and make available information to help private owners maintain property in its historic or undeveloped state, such as tax benefits, the Nature Conservancy, Salt Spring Land Trust, City Historic Preservation Board saleback and leaseback, property donation, property exchange, cluster development, and transferable development rights.

(c) The City shall implement the educational provisions of its Critical Areas Ordinance.

**Goal 7: Maintain or improve the functional integrity of watercourses, wetlands, bodies of water and their shores by keeping them in their existing natural condition where appropriate or restoring them as appropriate.**

**Policy:**

(a) Streams and wetlands should be examined in a basin-wide approach before adjustments to the system are considered and decided upon.

(b) Significant fills and excavations, which by their nature affect both surface and ground water dynamics and habitats, shall be allowed only by permit process.

(c) Inventory all significant drainage patterns. Make this information available to City planners and residents.

(d) Place appropriate restrictions on land surface modifications and tree removal that would cause unnecessary landscape scarring, hydrology modifications, erosion, or undermining of support of nearby land, including, but not limited to, dredging, filling, clearing, paving, and grading.

(e) New or expanding marinas shall provide sewage pumpout facilities.

(f) The City of Anacortes will continue to support the Conservation Easement Program until all eligible acres have conservation easements.

**Goal 8: The existing quality of life experienced by inhabitants of residential areas has an intrinsic value that should be preserved.**

**Policy:**

(a) All proposed development subject to City review through the conditional use or Planned Unit Development policies directly affecting existing residential neighborhoods should be compatible and shall seek to maintain the intrinsic quality of life as presently experienced by those residing in said neighborhoods.

(b) Single family residences should be the major form of housing in the community.

(c) Commercial and industrial development should be restricted to areas zoned for such development.

(d) Through the public permit process, efforts should be made to protect existing scenic views from public places and residentially zoned property.

**Goal 9: Energy conservation shall be a Goal in the design or remodeling of commercial, public and residential buildings.**

**Policy:**

(a) The City should consider developing incentives for construction or remodeling of structures to utilize state of the art energy conservation techniques (including, but not limited to, insulation, passive energy design, co-generation); the City shall continue to upgrade to the latest energy codes.

(b) Work with Puget Sound Energy to encourage energy conservation in street lighting and other, private uses.

**Goal 10: Planning by the City of Anacortes for electric utili-
ity facilities, development will be coordinated with planning by other jurisdictions and affected utilities for electric utility facility development.

Policy:
(a) Coordinate the formulation and periodic update of the utility element (and relevant implementing development regulations) with adjacent jurisdictions.
(b) Coordinate, and seek to cooperate, with other jurisdictions in the implementation of multi-jurisdictional electric utility facility additions and improvements. Such coordination and cooperation should include efforts to coordinate the procedures for making specific land use decisions to achieve consistency in timing and substantive requirements.
(c) Encourage the joint use of utility corridors, provided that such joint use is consistent with limitations as may be prescribed by applicable law and prudent utility practices.
(d) Provide timely and effective notice to utilities of the construction, maintenance or repair of streets, roads, highways or other facilities, and coordinate such work with the serving utilities to ensure that utility needs are appropriately considered.
(e) Appropriately place electric utility facilities on public rights-of-way.
(f) Review and revise the City's current Undergrounding Ordinance to better implement the policies of this Comprehensive Plan.

Goal 11: Enhance and preserve the City's marine resources.
(a) Work to preserve and restore forage fish spawning areas as shown in the Fidalgo Bay Sub-Area Plan and its restoration elements.
(b) Water dependent and water related uses should be allowed to continue to locate and expand in industrial, commercial, and commercial marine zones.
(c) Soft arming of shorelines is generally preferred over deep or hard arming.
(d) Plan and implement shoreline restoration and enhancement projects where the natural shorelines have been altered.

Goal 12: Recognize the importance of mature trees as an integral part of the ecology and heritage of the city.
(a) Retention of mature trees should be an essential consideration in project development and building plans.
(b) Modifications to regulations which assist in preserving trees will be encouraged.
(c) Education practices will encourage the planting and retention of trees.

Goal 13: The City's environmental and conservation requirements shall be vigorously enforced.

Natural Hazard Reduction

Goal 1: Reduce City exposure to landslides, tsunamis, earthquakes, and to minimize reliance on federal and state programs for disaster mitigation, protect public and private property, save lives, and use community resources wisely.

Policy:
(a) Integrate regulatory standards such as buffers and setbacks with hazard avoidance measures.
(b) Coordinate hazard vulnerability assessments with programs for purchase or preservation of open space.
(c) Update hazard mitigation and disaster plans every three years.
(d) Coordinate related activities of City departments with the County, State, and Federal agencies.
(1) Mapping designations -- Continue to revise and compile mapping of vulnerable areas by using City, County, State, and Federal databases. As an additional surveying and other data collection is produced for infrastructure improvements, integrate this information into the mapping system. Update mapped hazard designations based on "real world" information as it becomes available.
(2) Development Regulations -- Revise the Zoning, Subdivision, Critical Areas Ordinances and the regulations portion of the Shoreline Master Program to incorporate hazard avoidance provisions and assure consistency of definitions and mapping.
APPENDIX A

Open Space Connectivity Map
APPENDIX B

Comprehensive Plan Designation Map
APPENDIX C

Buildable Residential Lots Map
APPENDIX D

Countywide Planning Policies, 2000
APPENDIX D

CITY OF ANACORTES—SKAGIT COUNTY
COUNTY-WIDE COMPREHENSIVE PLAN POLICIES

I. URBAN GROWTH

ENCOURAGE URBAN DEVELOPMENT IN URBAN AREAS WHERE ADEQUATE PUBLIC FACILITIES AND SERVICES EXIST OR CAN BE PROVIDED IN AN EFFICIENT MANNER.

1.1 Urban growth shall be allowed only within cities and towns, their designated UGA’s and within any non-municipal urban growth areas already characterized by urban growth, identified in the County Comprehensive Plan with a Capital Facilities Plan meeting urban standards. Population and commercial/industrial land allocations for each UGA shall generally be consistent with those shown in the following table:

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
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</thead>
<tbody>
<tr>
<td>Anacortes</td>
<td>18,300</td>
<td>525</td>
</tr>
<tr>
<td>Burlington/County</td>
<td>3,420</td>
<td>497*</td>
</tr>
<tr>
<td>Big Lake</td>
<td>2,400</td>
<td>0</td>
</tr>
<tr>
<td>Burlington</td>
<td>7,065</td>
<td>300</td>
</tr>
<tr>
<td>Concrete</td>
<td>1,110</td>
<td>18</td>
</tr>
<tr>
<td>Hamilton</td>
<td>315</td>
<td>0</td>
</tr>
<tr>
<td>LaConner</td>
<td>890</td>
<td>2</td>
</tr>
<tr>
<td>Lyman</td>
<td>370</td>
<td>0</td>
</tr>
<tr>
<td>Mount Vernon</td>
<td>41,725</td>
<td>771</td>
</tr>
<tr>
<td>Sedro-Woolley</td>
<td>11,030</td>
<td>443</td>
</tr>
<tr>
<td>Swinomish</td>
<td>2,722</td>
<td>0</td>
</tr>
<tr>
<td>County (Unincorporated)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(Non-UGA)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTAL COUNTY</td>
<td>137,700</td>
<td>2,256</td>
</tr>
</tbody>
</table>

*254 acres - Port of Skagit County

The County shall have the ability to make minor adjustments to the UGA population and/or commercial/industrial land allocations in its final Comprehensive Plan, provided if the proposed adjustment for any individual UGA exceeds a 10 percent increase or decrease in the population...
or commercial/industrial land shown in the following tables then the County shall follow the process included in the Memorandum of Agreement on the Process for Developing and Adopting Countywide Planning Policies (February, 1992) for adoption of Countywide Planning Policies before adopting the proposed adjustment.

1.2 Cities and towns, their urban growth areas, and non-municipal urban growth areas designated pursuant to CPP 1.1, shall include areas and densities sufficient to accommodate as a target 80% of the county's 20 year population projection.

1.3 Urban growth areas shall provide for urban densities of mixed uses and shall direct development to neighborhoods which provide adequate and accessible urban governmental services historically and typically delivered by cities, and includes storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with nonurban areas.

1.4 Urban growth areas shall include greenbelt, open space, and encourage the preservation of wildlife habitat areas.

1.5 Cities shall encourage development, including greenbelt and open space areas, on existing vacant land and in-fill properties before expanding beyond their present corporate city limits towards urban growth boundaries.

1.6 Annexations beyond urban growth areas are prohibited.

1.7 Development within established urban growth boundaries shall conform to urban development standards.

1.8 All growth outside the urban growth boundary shall be rural in nature as defined in the Rural Element, not requiring urban governmental services except in those limited circumstances shown to be necessary to the satisfaction of both the County and the affected city to protect basic public health, safety and the environment, and when such services are financially supportable at rural densities and do not permit urban development.

2. REDUCE SPRAWL

REDUCE THE INAPPROPRIATE CONVERSION OF UNDEVELOPED LAND INTO SPRAWLING, LOW-DENSITY DEVELOPMENT.

2.1 Contiguous and orderly development and provision of urban services to such development within urban growth boundaries shall be required.

2.2 Development within the urban growth area shall be coordinated and phased through inter-agency agreements.

2.3 Rural development shall be allowed in areas outside of the urban growth boundaries having limited resource production values (e.g. agriculture, timber, mineral) and having access to public services. Rural development shall have access through suitable county roads, have limited impact on agricultural, timber, mineral lands, critical areas, shorelands, historic landscapes or cultural resources and must address their drainage and ground water impacts.
2.4 Master planned sites designated for industrial and large-scale commercial uses shall be clustered, landscaped, and buffered to alleviate adverse impacts to surrounding areas.

2.5 Commercial areas should be aggregated in cluster form, be pedestrian oriented; provide adequate parking and be designed to accommodate public transit. Strip commercial development shall be prohibited.

2.6 Urban commercial and urban industrial development, except development directly dependent on local agriculture, forestry, mining, aquatic and resource operations, and major industrial development which meets the criteria contained in RCW 36.70A.365, should be restricted to urban or urban growth areas where adequate transportation networks and appropriate utility services are available.

The process to consider siting of specific major industrial developments outside of urban growth areas shall follow the process included in the Memorandum of Understanding between the County and the cities for adoption of Countywide Planning Policies. Major industrial developments shall mean a master planned location for specific manufacturing, industrial, or commercial business that:

1. Requires a parcel of land so large that no suitable parcels are available within an urban growth area; or

2. Is a natural resource-based industry requiring a location near agricultural land, forest land, or mineral resource land upon which it is dependent. The major industrial development shall not be for the purpose of retail commercial development or multi-tenant office park.

A major industrial development may be approved outside an urban growth area if the following criteria are met:

1. New infrastructure is provided for and/or applicable impact fees are paid;

2. Transit-oriented site planning and traffic demand management programs are implemented;

3. Buffers are provided between the major industrial development and adjacent non-urban areas;

4. Environmental protection including air and water quality has been addressed and provided for;

5. Development regulations are established to ensure that urban growth will not occur in adjacent non-urban areas;

6. Provision is made to mitigate adverse impacts on designated agricultural lands, forest lands, and mineral resource lands;

7. The plan for the major industrial development is consistent with the County's development regulations established for the protection of critical areas; and

8. An inventory of developable land has been conducted and the County has determined and entered findings that land suitable to site the major industrial development is
unavailable within the urban growth area. Priority shall be given to applications for sites that are adjacent to or in close proximity to the urban growth areas.

Final approval of an application for a major industrial development shall be considered an adopted amendment to the Comprehensive Plan adopted pursuant to RCW 36.70A.070 designating the major industrial development site on the land use map as an urban growth area. Final approval of the application shall not be considered an amendment to the Comprehensive Plan for the purposes of RCW 36.70A.130(2) and may be considered at any time.

2.7 Establishment or expansion of local improvement districts and special purpose taxing districts, except flood control, district and other districts formed for the purpose of protecting water quality, in designated commercial forest resource lands shall be discouraged.

3. TRANSPORTATION

ENCOURAGE EFFICIENT MULTIMODAL TRANSPORTATION SYSTEMS THAT ARE BASED ON REGIONAL PRIORITIES AND COORDINATED WITH COUNTY AND CITY COMPREHENSIVE PLANS.

3.1 Multi-purpose transportation routes and facilities shall be designed to accommodate present and future traffic volumes.

3.2 Primary arterial access points shall be designed to ensure maximum safety while minimizing traffic flow disruptions.

3.3 The development of new transportation routes and improvements to existing routes shall minimize adverse social, economic and environmental impacts and costs.

3.4 The Transportation Element of the Comprehensive Plan shall be designed to facilitate the flow of people, goods and services so as to strengthen the local and regional economy; conform with the Land Use Element of the Comprehensive Plan; be based upon an inventory of the existing Skagit County transportation network and needs; and encourage the conservation of energy.

3.5 Comprehensive Plan provisions for the location and improvement of existing and future transportation networks and public transportation shall be made in a manner consistent with the goals, policies and land use map of the Comprehensive Plan.

3.6 The development of a recreational transportation network shall be encouraged and coordinated between state and local governments and private enterprises.

3.7 The Senior Citizen and Handicapped transportation system shall be provided with an adequate budget to provide for those who, through age and/or disability, are unable to transport themselves.

3.8 Level of service (LOS) standards and safety standards shall be established that coordinate and link with the urban growth and urban areas to optimize land use and traffic compatibility over the long term. New development shall mitigate transportation impacts concurrently with the development and occupancy of the project.

3.9 An all-weather arterial road systems shall be coordinated with industrial and commercial areas.
3.10 Cost effectiveness shall be a consideration in transportation expenditure decisions and balanced for both safety and service improvements.

3.11 An integrated regional transportation system shall be designed to minimize air pollution by promoting the use of alternative transportation modes, reducing vehicular traffic, maintaining acceptable traffic flow, and siting of facilities.

3.12 All new and expanded transportation facilities shall be sited, constructed and maintained to minimize noise levels.

4. HOUSING

ENCOURAGE THE AVAILABILITY OF AFFORDABLE HOUSING TO ALL ECONOMIC SEGMENTS OF THE POPULATION OF THIS STATE, PROMOTE A VARIETY OF RESIDENTIAL DENSITIES AND HOUSING TYPES, AND ENCOURAGE PRESERVATION OF EXISTING HOUSING STOCK.

4.1 Local governments shall allow for an adequate supply of land use options to provide housing for a wide range of incomes, housing types and densities.

4.2 Public/private partnerships shall be encouraged to build affordable housing and devise incentives for innovative and environmentally sensitive design to meet the housing needs of people with low and moderate incomes and special needs populations.

4.3 The Comprehensive Plan should support innovative land use management techniques, including, but not limited to, density bonuses, cluster housing, planned unit developments and the transfer of development rights.

4.4 The existing affordable housing stock should be maintained and efforts to rehabilitate older and substandard housing, which are otherwise consistent with comprehensive plan policies, should be encouraged.

4.5 The construction of housing that promotes innovative, energy efficient and less expensive building technologies shall be encouraged.

4.6 Comprehensive Plan provisions for the location of residential development shall be made in a manner consistent with protecting natural resource lands, aquatic resources, and critical areas.

4.7 Manufactured home parks shall be allowed only within urban or urban growth boundary areas.

5. ECONOMIC DEVELOPMENT

ENCOURAGE ECONOMIC DEVELOPMENT THROUGHOUT THE STATE THAT IS CONSISTENT WITH ADOPTED COMPREHENSIVE PLANS, PROMOTE ECONOMIC OPPORTUNITY FOR ALL CITIZENS OF THIS STATE, ESPECIALLY FOR UNEMPLOYED AND FOR DISADVANTAGED PERSONS; AND ENCOURAGE GROWTH IN AREAS EXPERIENCING INSUFFICIENT ECONOMIC GROWTH, ALL WITHIN THE CAPACITIES OF THE STATE'S NATURAL RESOURCES, PUBLIC SERVICES, AND PUBLIC FACILITIES.

5.1 The development of environmentally sensitive industries shall be encouraged.
5.2 Home occupations that do not significantly change or impact neighborhood character shall be permitted.

5.3 Economic diversity should be encouraged in rural communities where special incentives and services can be provided.

5.4 Commercial and industrial activities directly related to local natural resource production may be allowed in designated natural resource areas provided they can demonstrate their location and existence as natural resource area dependent businesses.

5.5 A diversified economic base shall be encouraged to minimize the vulnerability of the local economy to economic fluctuations.

5.6 Commercial, industrial and residential acreage shall be designated to meet future needs without adversely affecting natural resource lands, critical areas, and rural character and lifestyles.

5.7 Tourism, recreation and land preservation shall be promoted provided they do not conflict with the long term commercial significance of natural resources and critical areas or rural lifestyles.

5.8 Agriculture, forestry, aquatic resources and mineral extraction shall be encouraged both within and outside of designated resource lands.

5.9 The primary land use within designated forest resource lands shall be commercial forestry. Residential development shall be strongly discouraged within designated forest resource lands.

5.10 Lands within designated agricultural resource areas should remain in large parcels and ownership patterns conducive to commercial agricultural operations and production.

5.11 Skagit County shall conserve agriculture, aquaculture, forest and mineral resources for productive use by designating natural resource lands and aquatic resource areas, where the principal and preferred land uses will be long term commercial resource management.

5.12 Value added natural resource industries shall be encouraged.

5.13 Skagit County shall increase the availability of renewable resources and encourage the maximum attainable recycling on non-renewable resources.

5.14 Commercial and industrial activities directly related to or dependent on local aquatic resource areas should be encourage in shoreline areas provided they are shoreline dependent and/or related.

5.15 The Comprehensive Plan shall support and encourage economic development and employment to provide opportunities for prosperity.

6. PROPERTY RIGHTS

PRIVATE PROPERTY SHALL NOT BE TAKEN FOR PUBLIC USE WITHOUT JUST COMPENSATION HAVING BEEN MADE. THE PROPERTY RIGHTS OF LANDOWNERS SHALL BE PROTECTED FROM ARBITRARY AND DISCRIMINATORY ACTIONS.
6.1 Proposed regulatory or administrative actions shall not result in an unconstitutional taking of private property.

6.2 The rights of property owners operating under current land use regulations shall be preserved unless a clear public health, safety or welfare purpose is served by more restrictive regulation.

6.3 Surface water runoff and drainage facilities shall be designed and utilized in a manner which protects against the destruction of private property and the degradation of water quality.

7. PERMITS

APPLICATIONS FOR BOTH STATE AND LOCAL GOVERNMENT PERMITS SHOULD BE PROCESSED IN A TIMELY AND FAIR MANNER TO ENSURE PREDICTABILITY.

7.1 Inter-agency agreements with other agencies to facilitate multi-agency permits shall be pursued to better serve the public.

7.2 Upon receipt of a complete application, land use proposals and permits shall be expeditiously reviewed and decisions made in a timely manner.

7.3 Variances, which would allow for a violation of Comprehensive Plan policies shall not be permitted.

7.4 THIS POLICY DOES NOT APPLY IN THE CITY OF ANACORTES.

7.5 New implementing codes and amendments shall provide clear regulations to reduce the possibility of multiple interpretations by staff and applicants.

7.6 Impact fees shall be imposed through established ordinances, procedures and criteria so that specific developments do not pay arbitrary fees or duplicative fees for the same impact.

7.7 Special purpose districts permitted by statute to request impact fees shall to the extent possible utilize similar formulas to calculate costs of new development.

8. NATURAL RESOURCE INDUSTRIES

MAINTAIN AND ENHANCE NATURAL RESOURCE-BASED INDUSTRIES, INCLUDING PRODUCTIVE TIMBER, AGRICULTURAL, AND FISHERIES INDUSTRIES. ENCOURAGE THE CONSERVATION OF PRODUCTIVE FOREST LANDS AND PRODUCTIVE AGRICULTURAL LANDS, AND DISCOURAGE INCOMPATIBLE USES.

8.1 Identified critical areas, shorelands, aquatic resource areas and natural resource lands shall be protected by restricting conversion. Encroachment by incompatible uses shall be prevented by maintenance of adequate buffering between conflicting activities.

8.2 Land uses adjacent to agricultural, forest, or mineral resource lands and designated aquatic resource areas shall not interfere with the continued use of these designated lands for the production of food, agricultural and aquatic based products, or timber, or for the extraction of minerals.
8.3 Forest and agricultural lands located within urban growth areas shall not be designated as forest or agricultural land of long-term commercial significance unless a program authorizing transfer or purchase of development rights is established.

8.4 Mining sites or portions of mining sites shall be reclaimed when they are abandoned, depleted, or when operations are discontinued for long periods.

8.5 Long term commercially significant natural resource lands and designated aquatic resource areas shall be protected and conserved. Skagit County shall adopt policies and regulations that encourage and facilitate the retention and enhancement of natural resource areas in perpetuity.

8.6 When plats, short plats, building permits and development permits are issued for development activities on or adjacent to natural resource lands and aquatic resource areas, notice shall be provided to those seeking permit approvals that certain activities may occur that are not compatible with residences.

8.7 Fishery resources, including the county's river systems inclusive of their tributaries, as well as the area's lakes, associated wetlands, and marine waters, shall be protected and enhanced for continued productivity.

8.8 Skagit County shall encourage sustainable use of the natural resources of the County, including but not limited to agriculture, forestry, and aquatic resources.

8.9 Skagit County shall conserve agricultural, aquatic based, forest and mineral resources for productive use by designating natural resource lands and aquatic resource areas where the principal and preferred land uses will be long term commercial resource management.

9. OPEN SPACE AND RECREATION

ENCOURAGE THE RETENTION OF OPEN SPACE AND DEVELOPMENT OF RECREATIONAL OPPORTUNITIES; CONSERVE FISH AND WILDLIFE HABITAT, INCREASE ACCESS TO NATURAL RESOURCE LANDS AND WATER, AND DEVELOP PARKS.

9.1 Open space corridors within and between urban growth areas shall be identified. These areas shall include lands useful for recreation, fish and wildlife habitat, trails, and connection of critical areas.

9.2 To preserve open space and create recreational opportunities, innovative regulatory techniques and incentives such as but not limited to, purchase of development rights, transfer of development rights, conservation easements, land trusts and community acquisition of lands for public ownership shall be encouraged.

9.3 The use of Open Space Taxation Laws shall be encouraged as a useful method of land use control and resource preservation.

9.4 Expansion and enhancement of parks, recreation and scenic areas and viewing points shall be identified, planned for and improved in shorelands, and urban and rural designated areas.

9.5 Property owners shall be encouraged to site and design new construction to minimize disruption of visual amenities and solar resources of adjacent property owners, public road way, parks, lakes, waterways and beaches.
9.6 Development of new park and recreational facilities shall adhere to the policies set out in this Comprehensive Plan document.

9.7 The Skagit Wild and Scenic River System (which includes portions of the Sauk, Suattle, Cascade and Skagit Rivers) is a resource that should be protected, enhanced and utilized for recreation purposes when there are not potential conflicts with the values (fisheries, wildlife, and scenic quality) of the river system.

9.8 Incompatible adjacent uses including industrial and commercial areas shall be adequately buffered by means of landscaping, or by maintaining recreation and open space corridors.

9.9 A park and recreation system shall be promoted which is integrated with existing and planned land use patterns.

9.10 Indoor and outdoor recreation facilities shall be designed to provide a wide range of opportunities allowing for individual needs of those using these facilities.

9.11 School districts, public agencies and private entities should work together to develop joint inter-agency agreements to provide facilities that not only meet the demands of the education for our youth, but also provide for public recreation opportunities that reduce the unnecessary duplication of facilities within Skagit County.

9.12 In planning new park and recreation facilities, Skagit County shall take into consideration natural features, topography, floodplains, relationship to population characteristics, types of facilities, various user group needs and standards of access including travel time.

10. ENVIRONMENT

PROTECT THE ENVIRONMENT AND ENHANCE THE STATE'S HIGH QUALITY OF LIFE, INCLUDING AIR AND WATER QUALITY, AND THE AVAILABILITY OF WATER.

10.1 Natural resource lands, including aquatic resource areas and critical areas shall be classified and designated, and regulations adopted to assure their long-term conservation. Land uses and developments which are incompatible with critical areas shall be prohibited except when impacts from such uses and developments can be mitigated.

10.2 Land use decisions shall take into account the immediate and long range cumulative effects of proposed uses on the environment, both on and off-site.

10.3 The County shall reduce the loss of critical aquatic and terrestrial habitat by minimizing habitat fragmentation.

10.4 Wetlands, woodlands, watersheds and aquifers are essential components of the hydrologic system and shall be managed to protect surface and groundwater quality.

10.5 Skagit County shall recognize the river systems within the County as pivotal freshwater resources and shall manage development within the greater watershed in a manner consistent with planning practices that enhance the integrity of the aquatic resource, fish and wildlife habitat, and recreational and aesthetic qualities.
10.6 Rural character shall be preserved by regulatory mechanisms through which development can occur with minimal environmental impact.

10.7 Development shall be directed away from designated natural resource lands, aquatic resource areas and critical areas.

10.8 The conversion of tidelands to uplands by means of diking, drainage and filling shall be prohibited, except when carried out by a public body to implement a Comprehensive Plan for flood plain management or to respond to a natural disaster threatening life and property.

10.9 Septic systems, disposal of dredge spoils and land excavation, filling and clearing activities shall not have an adverse significant affect on Skagit County waters with respect to public health, fisheries, aquifers, water quality, wetlands, wildlife habitat, natural marine ecology and aquatic based resources.

10.10 Usual and accustomed activities on natural resource lands and aquatic resource areas shall be protected from interference when they are conducted in accordance with best management practices and environmental laws.

10.11 When evaluating and conditioning commercial, industrial or residential development, Skagit County shall consider threatened or endangered wildlife.

10.12 Skagit County shall enter into inter-agency agreements with appropriate state and local agencies and Native American Tribes for compliance with watershed protection, including but not limited to, the cumulative effects of construction, logging and non-point pollution in watersheds.

10.13 Skagit County and cities and towns, in cooperation with appropriate local, state and federal agencies shall develop and implement flood hazard reduction programs, consistent with and supportive of the Corps Feasibility Study.

10.14 The Skagit River Floodway and the Skagit River Floodplain shall be regulated to protect human life, property and the public health and safety of the citizens of Skagit County; minimize the expenditure of public money; and maintain flood insurance eligibility while avoiding regulations which are unnecessarily restrictive or difficult to administer.

10.15 Skagit County and Cities and Towns shall work together to provide ongoing public education about flooding in a coordinated and consistent program, and shall adopt a flood hazard reduction plan, that works together with the natural and beneficial functions of floodplains.

11. CITIZEN PARTICIPATION

ENCOURAGE THE INVOLVEMENT OF CITIZENS IN THE PLANNING PROCESS AND ENSURE COORDINATION BETWEEN COMMUNITIES AND JURISDICTIONS TO RECONCILE CONFLICTS.

11.1 Skagit County shall maintain procedures to provide for the broad dissemination of proposals and alternatives for public inspection; opportunities for written comments; public hearings after effective notice; open discussions; communication programs and information services; consideration of and response to public comments; and the notification of the public for the adoption, implementation and evaluation of the Comprehensive Plan.
11.2 Skagit County shall continue to encourage public awareness of the Comprehensive Plan by providing for public participation opportunities and public education programs designed to promote a widespread understanding of the Plan's purpose and intent.

11.3 For land use proposals, including those within the marine environment, all applicants shall bear the costs for public notification, by mail, and by posting of signs. Affected neighbors and surrounding shoreline owners shall be notified as prescribed by ordinance.

11.4 Skagit County shall provide regular and ongoing opportunities for public review and comment throughout the Comprehensive Plan development process.

11.5 Skagit County shall encourage citizen participation throughout the planning process as mandated by state statute and codes for environmental, land use, and development permits.

11.6 Skagit County shall utilize broad based Citizen Advisory Committees to participate and assist in the development of the Comprehensive Plan Elements, sub-area plans and functional plans.

12. PUBLIC FACILITIES AND SERVICES

ENSURE THAT THOSE PUBLIC FACILITIES AND SERVICES NECESSARY TO SUPPORT DEVELOPMENT SHALL BE ADEQUATE TO SERVE THE DEVELOPMENT AT THE TIME THE DEVELOPMENT IS AVAILABLE FOR OCCUPANCY AND USE WITHOUT DECREASING CURRENT SERVICE LEVELS BELOW LOCALLY ESTABLISHED MINIMUM STANDARDS.

12.1 Public facilities and services shall be integrated and consistent with locally adopted comprehensive plans and implementing regulations.

12.2 All communities within a region shall fairly share the burden of regional public facilities. (The GMA defines regional public facilities as streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks, recreational facilities and schools.)

12.3 A process shall be developed for identifying and siting essential public facilities. The Comprehensive Plan may not preclude the siting of essential public facilities. (The GMA defines essential public facilities as those facilities that are typically difficult to site, such as airports, state education facilities and state or regional transportation facilities, state and local corrections facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities and group homes.)

12.4 Lands shall be identified for public purposes, such as: utility corridors, transportation corridors, landfill, sewage treatment facilities, recreation, schools, and other public uses. The County shall work with the state, cities, communities and utility providers to identify areas of shared need for public facilities.

12.5 Lands designated for urban growth by this Comprehensive Plan shall have an urban level of regional public facilities prior to or concurrent with development.

12.6 Development shall be allowed only when and where all public facilities are adequate, and only when and where such development can be adequately served by regional public services without reducing levels of service elsewhere.
12.7 Public facilities and services needed to support development shall be available concurrent with the impacts of development.

12.8 The financing for system improvements to public facilities to serve new development must provide for a balance between impact fees and other sources of public funds and cannot rely solely on impact fees.

12.9 New development shall pay for or provide for its share of new infrastructure through impact fees or as conditions of development through the environmental review process.

12.10 Public water supply for new development shall conform to or exceed the Coordinated Water System Plan for public water systems.

12.11 Future development of land adjacent to existing and proposed schools and other public facilities shall be compatible with such uses.

12.12 Library service within the county should be developed and coordinated to assure the delivery of comprehensive services throughout the County, with the county, cities and towns fairly sharing the burden.

12.13 A county-wide recycling program shall be developed.

12.14 Public drainage facilities shall be designed to control both stormwater quantity and quality impacts.

12.15 Skagit County shall provide results of the required six year capital facilities plan, including a financing plan, and these shall be consistent with land use designations.

12.16 Citizens shall have the opportunity to participate in and comment on proposed capital facilities financing.

13. HISTORIC PRESERVATION

IDENTIFY AND ENCOURAGE THE PRESERVATION OF LANDS, SITES, AND STRUCTURES, THAT HAVE HISTORICAL OR ARCHAEOLOGICAL SIGNIFICANCE.

13.1 Skagit County shall cooperate with local historic preservation groups to ensure coordination of plans and policies by the State Office of Archeology and Historic Preservation.
APPENDIX E

Essential Public Facilities Designation Process
APPENDIX E

Key Elements of Spokane County Regional Siting Process for Essential Public Facilities

I. Essential Public Facilities

Definition of an EPF

Essential Public Facilities (EPFs) are defined as follows:

Essential public facilities include those facilities that are typically difficult to site, such as airports, state education facilities and state or regional transportation facilities as defined in RCW 47.06.140, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, group homes, and secure community transition facilities as defined in RCW 71.09.020.

(RCW 36.70A.200)

Clarification of Utilities

Utilities, as defined in the Countywide Planning Policies for Spokane County (CWPPs), are excluded from this EPF regional siting process. In general, a “utility” refers to a system of delivery, as opposed to a facility at which processing and/or treatment occurs. For example, delivery systems such as sewer pipes are utilities, whereas the wastewater treatment plant itself is an EPF. Siting issues concerning utilities shall be addressed within each jurisdiction’s comprehensive plan.

Ownership

If the services provided meet an essential public need, the facility may be considered essential, regardless of whether it is publicly or privately owned. An EPF may include a facility providing or housing a needed public service that is:

• provided by or substantially funded by government, or
• provided by a private entity subject to public service obligations, or
• on an officially adopted state, regional, county or local community EPF list.

II. EPF’s Level of Significance

Siting Process Determination

The regional siting process outlined herein applies to siting EPFs of statewide or regional/countywide significance. EPFs of local significance will be sited according to the process in place for each local jurisdiction. (See Appendix A for classification guidelines and examples.)

1 The 1996 Growth Management Essential Public Facilities Technical Committee Report defines a public service obligation as “an obligation imposed by law on service providers to furnish facilities and/or supply services to all who may apply for and be reasonably entitled to service.”
If a proposed facility is not listed in Appendix A, the Board of County Commissioners (BoCC) is responsible for determining whether the proposal is an essential public facility, and if so, its level of significance. To aid in this determination, the project applicant shall identify the potential area of adverse impact and public benefit. If it is determined that a proposed EPF is of statewide or regional/countywide significance, the regional process for siting EPFs shall be carried out as described herein.

III. Public Involvement

Public involvement is a key part of the siting and decision process. While answers to some of the site selection criteria will be fairly straightforward and objective, assessment of other criteria may require a subjective judgment based on public opinion and community values. To a large extent, the nature of the EPF will determine the appropriate level and type of citizen participation in the siting process. (See Appendix B for guidelines and options for a public involvement strategy.)

IV. Review Process: Roles and Responsibilities

Board of County Commissioners

The BoCC has three main roles in this regional siting process. As mentioned above, if there is a question as to whether a proposal is an EPF, it is the body that makes that determination. Also, it is responsible for resolving any conflict arising from an applicant’s unwillingness to comply with a public agency or departmental request for further study or analysis.

Finally, the BoCC is the body that conducts the public hearing on the Preferred Site List. The purpose of this hearing is to allow the public to comment on the finalist sites, identify strategies to address any issues associated with particular sites, and rank the finalist sites. The BoCC ranking is advisory to but not binding on the applicant.

Applicant

The applicant assumes responsibility for the bulk of the analysis and processing of its proposal. The applicant performs the Functional and Qualitative Analyses, and generally coordinates and conducts the various elements of the process including public involvement, review by other agencies and jurisdictions, SEPA analysis, and notification requirements.

V. Location Analysis

EPFs shall be located based on their respective siting and service delivery criteria, regardless of Urban Growth Area (UGA) boundaries.  

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2 See CWPP 6.2.
Equitable Distribution

In addition, site selection shall conform to the following Equitable Distribution Philosophy:

The procedural process for siting EPFs shall be consistent within all Spokane County jurisdictions, including consistent siting criteria and development regulations, so as to ensure that:

1. no jurisdiction will be viewed by virtue of the siting process or review criteria more or less favorably than another with regard to locating a particular EPF;
2. service providers are able to locate to meet their client’s needs; and
3. predictability of development regulations will help project developers to select and develop sites.

Criteria for Assessment

Some types of information are more easily evaluated through objective criteria, while other questions involve a more subjective assessment. Therefore, potential sites shall be identified through both objective and subjective assessments of various types of information.

First, an analysis of functional criteria is performed. These criteria may vary, depending on the operational and location requirements for the particular type of facility proposed. GIS (Geographic Information Systems) or equivalent geographic and demographic data analysis is used to identify a range of alternative semi-finalist sites (approximately ten) that meet the applicant’s basic siting criteria. A site survey must then be performed for each of those sites in order to confirm the findings and assess the potential for negative impacts and possible mitigation strategies. During the second stage of analysis, the public evaluates these semi-finalist sites based on more qualitative criteria. As part of the functional and qualitative analyses, the applicant routes the proposal to effected agencies and jurisdictions for a minimum 30-day comment period.

Finally, the criteria are weighted and the list of potential sites is further narrowed down to approximately three sites that reflect legal requirements and public preference. A narrative example of this analysis process is provided in Appendix C.

Functional Analysis

This step in the location analysis consists of an evaluation of a site’s capability of meeting the basic siting criteria for the proposed EPF.

As part of this step, the applicant shall publish notice of the proposal as well as a Notice of Availability of Functional Analysis regarding an Essential Public Facility, according to the requirements described in Appendix B herein. In addition, the applicant will distribute the proposal and the functional analysis for a minimum 30-day comment period to all jurisdictions within Spokane County, as well as agencies, special purpose districts, and other interested parties.

3 Based on the Technical Committee Report’s Essential Public Facilities Equitable Distribution Philosophy, which was adopted by the Steering Committee on October 6, 1995. Also referenced in CWPP 3.15 and CWPP 5.2(d).
Data and site analysis will be conducted for factors on the applicant’s list of basic siting requirements. The functional analysis will also address other relevant factors, including but not limited to those listed below. In addition, comments from members of the public and affected agencies and jurisdictions may identify other factors requiring analysis.

(1) available minimum acreage required for the particular type of EPF;
(2) protection of the natural environment, such as air quality, open space corridors, natural resource areas and critical areas;
(3) protection of public health and safety, through proximity to and available capacity of various services, including the location’s access to law enforcement, fire protection and other public safety or emergency response services, as well as other aspects of public safety and public health, such as spill containment, reduction of crime opportunity, proximity to particularly sensitive receptors or electromagnetic force impacts;
(4) adequate capacity available in the transportation network, as determined from systems such as Level of Service Standards and concurrency management;
(5) adequate access to the required transportation networks, such as highways, municipal street systems, mass transit, railroad, and air;
(6) adequate capacity available from supporting public facilities and public services, such as social services and utilities such as sewer, water, and solid waste;
(7) county-wide equitable distribution, based on existing sites;
(8) consistency with existing land use and development in adjacent and surrounding areas; and
(9) compatibility with existing comprehensive plan land use designations and development regulations for the site and surrounding areas.

Sites will be ranked based on a formula where each factor is assigned a number indicating the extent to which that particular site satisfies that siting requirement for the proposed facility. (See Appendix D for potential siting criteria for various types of facilities.) The end product of this stage of analysis is a list of approximately ten (10) alternative semi-finalist sites.

Qualitative Analysis

The ten (10) semi-finalist sites that ranked highest in the functional analysis will be selected for further evaluation using more qualitative criteria. A public process will be conducted to assess the political, economic, legal and social impacts of the EPF, as well as the extent of public need for the facility. In the end, all semi-finalist sites must be available for lease for the anticipated use period or for purchase, with the consent of the owner.

This stage of analysis will result in a general description of the relative impacts associated with the proposed EPF at each of the semi-finalist sites, including but not limited to the following factors.

(1) present and proposed population densities of the surrounding area;
(2) presence of archeological, cultural and historical sites;
(3) site design;
(4) availability of a labor pool;
(5) availability of affordable housing;
(6) spin-off (secondary and tertiary) impacts (e.g., traffic, economic, social);
(7) potential for associated development being induced by the siting of the EPF; and
(8) proposed mitigating measures to alleviate or minimize significant potential adverse environmental impacts, including those from closure of or lack of siting an EPF.

The findings at this stage will be balanced against the public need for the proposed facility, and justification, if any, for why the proposed facility needs to be in a particular proposed location. An important ingredient at this stage is the dialogue that takes place between the proponent and the public regarding mitigation strategies to address potential adverse impacts.

Each factor will be assigned a number indicating the extent of impact anticipated for the proposed EPF at each site. The end product of this stage of analysis is a list of approximately three (3) alternative finalist sites.

As part of this step in the location analysis, the applicant shall publish a Notice of Availability of Qualitative Analysis regarding an Essential Public Facility, according to the requirements described in Appendix B herein. In addition, the applicant will distribute the qualitative analysis for a minimum 30-day comment period to all jurisdictions within Spokane County, as well as agencies, special purpose districts, and other interested parties. Comments received from members of the public and affected agencies and jurisdictions may identify additional qualitative factors requiring analysis.

Scoring Matrix: Weighted Analysis

Finally, a scoring matrix is used to rank the sites in order of preference. The scores in the matrix reflect weighted values that are assigned to the various functional and qualitative criteria based on how important each criterion is to the community. The conversation that results in this determination is a key part of the public participation conducted during this siting process. (See Appendix B for a summary of public involvement strategy guidelines.)

VI. Preferred Site Review

Public Hearing

Satisfactory completion of all preceding required review procedures, including weighted analysis, results in selection of at least three (3) preferred sites. The final public hearing assesses these finalist sites for the factors listed below.

The BoCC conducts the public hearing on the Preferred Site List. The purpose of this hearing is to allow the public to comment on the finalist sites, identify strategies to address any issues associated with particular sites, and rank the finalist sites. The BoCC ranking is advisory to but not binding on the applicant.

Urban Impact

The proposed EPF shall be reviewed for impacts on regional growth planning concepts, including but not limited to the urban nature of the facility, existing urban growth near the facility site, compatibility of urban growth with the facility, compatibility of facility siting with respect to Urban Growth Area boundaries, and urban sprawl.
Site Development Criteria

Proposed EPFs shall also be reviewed for site development criteria including the time required for construction, property acquisition, control of on and off-site impacts during construction, and the possibility of expediting and streamlining necessary government approvals and permits.

Cost Sharing

Finally, the proposed EPF shall be reviewed to determine if the financial impact on the jurisdiction can be reduced or avoided. The review will identify potential economic impacts from closure or lack of siting an EPF and include mitigation strategies to minimize impacts (i.e., bond or insurance).

Intergovernmental agreements will be established to mitigate any disproportionate financial burden that may fall on the jurisdiction that becomes the site of an EPF of statewide or regional/countywide significance. Especially in the case of an EPF of statewide significance, the proponent state agency may be required to mitigate costs related to siting the facility. In addition, all proponent entities are required to assume full responsibility for the costs of operating and maintaining their facility, and this burden shall not fall on the jurisdiction in which the facility is sited (unless the jurisdiction so desires).

VII. Local Siting Process

Following final selection of the most appropriate site, the applicant will then work directly with that local jurisdiction and its regulatory requirements to permit the construction and operation of the EPF.

A coordinated interjurisdictional approach is essential in order to fully implement the regional siting process requirement for equitable distribution of EPFs of a statewide or regional/countywide nature. For this reason, except for unique circumstances, each jurisdiction's specific project review guidelines, siting criteria, and development regulations (land use) are expected to be consistent with all other jurisdictions in Spokane County for the siting of EPFs of a statewide or regional/countywide nature.
VIII. Process Flow Chart

The basic stages of the regional siting process are as follows:

1. **Proposal**
   - **On EPF list?**
     - **No**
       - BoCC makes EPF determination
     - **Yes**
       - Process applies
         - Functional Analysis
         - Further Functional Analysis (≥ 10 sites)
         - Review Period
         - Qualitative Analysis
         - Additional Qualitative Analysis (on ~10 sites)
         - Review Period
         - Weighted Analysis (≥ 3 sites)
   - **Process does not apply**

2. BoCC Public Hearing on Preferred Site List (ranks finalist sites)
3. Specific Site Selected by Applicant
4. Local Permit Application Process
APPENDIX "A": Level of Significance

The proposed essential public facility (EPF) will be classified as having statewide, regional/countywide or local significance according to the following.

**Essential Public Facilities of a State-wide Nature**

EPFs having statewide significance are major facilities that provide a needed public service affecting, or potentially affecting, residents and/or property located in two (2) or more Washington State counties and may be included on the Washington State Office of Financial Management list of EPFs. These facilities include, but are not limited to: regional transportation facilities, such as commercial and military airports, freeways, highways and beltways; state correctional facilities; secure community transition facilities; state social services; state parks; and state higher-educational facilities.

**Essential Public Facilities of a Regional/County-wide Nature**

EPFs having regional/countywide significance are local or interlocal facilities providing a needed public service affecting, or potentially affecting, residents and/or property located in two or more Spokane County jurisdictions. They include, but are not limited to: general aviation airports; county correctional facilities; regional transportation system; public transit maintenance and operational facilities; regional solid waste disposal/recycling/composting/handling facilities; community colleges; regional wastewater treatment facilities; arenas, stadiums and other entertainment facilities; and regional social and health services such as inpatient hospitals, mental health facilities, substance abuse treatment centers, and group homes (including adult family homes, boarding and retirement homes, and nursing homes).

**Essential Public Facilities of a Local Nature**

EPFs having local significance are facilities providing a needed public service affecting or potentially affecting only residents and/or property within the jurisdiction in which they are located.

Local jurisdiction’s comprehensive plans shall provide for additional locally significant public facilities that are also likely to be considered as “essential”. For example, the following may fall into such a list: fire stations, police stations, child care facilities, public libraries, community parks, recreation facilities, community centers, local social services, and elementary, middle and high schools, etc.

When developing locally significant EPFs, the jurisdiction shall document their reasons for adding a particular type of facility to the local list. There shall be relative consistency of these lists from one jurisdiction to the next, in order to avoid forcing the siting of a particular facility in one jurisdiction or another and to assist in meeting service providers’ permitting needs.
In order to allow each Spokane County jurisdiction to determine a proposal's classification, the project applicant shall identify the potential area of adverse impact and public benefit.

If it is determined that a proposed EPF is of statewide or regional/countywide significance, the process for siting EPFs shall be carried out as described herein. (See Appendix E for an inventory of all EPFs of a statewide or regional/countywide significance that are located within Spokane County, as well as a map showing the location of each facility.)
APPENDIX "B": Public Involvement Strategy Guidelines

Every process to site an EPF shall include methods to provide early notification and involvement of affected citizens and jurisdictions, thus allowing for opportunities to comment on the proposal. The nature of the EPF shall be considered when determining the appropriate level and type of citizen participation in the siting process.

Applicants for statewide and regional/countywide significant EPFs shall initiate a citizen participation program prior to final site selection. The program shall include community involvement in the screening process for the identification of alternative sites most suitable for locating a given EPF. This process shall be documented and the documentation provided to the reviewing jurisdiction.

Along with public input on site selection, citizen participation shall include involvement with issues such as but not limited to:

- Administration of state contract services
- Air pollution
- Air traffic
- Availability of utilities
- Building design
- Change in type of traffic
- Cost of closure
- Encroachment on other land uses
- Environmental impacts
- Groundwater contamination
- Hazardous materials
- Hours of operation
- Increase in traffic
- Lighting
- Litter
- Noise
- Odor
- Operational costs
- Parking
- Periodic high use
- Risk of disaster
- Safety
- Site design (within the range of feasible costs and technical requirements)
- Stimulus to changing character

- Procedural Requirements

  The process for citizen involvement shall include the following elements:

  - The applicant shall publish notice of the proposal in those newspapers designated by the affected jurisdictions.
  - As part of both the functional and qualitative step in the location analysis, the applicant will distribute the proposal for a minimum 30-day comment period to all jurisdictions within Spokane County, as well as agencies, special purpose districts, and other interested parties.
  - In addition, the application shall conduct open houses or workshops as appropriate, and at least one public hearing.
  - The applicant will provide additional public participation opportunities according to the guidelines set forth in WAC 365-195-600 and the Spokane County Public Participation Program Guidelines.
APPENDIX "C": Evaluation Example

The following narrative provides an example of the two-step assessment and the scoring matrix used in the location analysis portion of the regional siting process for essential public facilities.

Potential sites shall be identified through both objective and subjective assessments of various types of information. First, an analysis of Functional Criteria will be performed. These criteria will vary slightly, depending on the operational and location requirements for the particular type of facility proposed. Once a range of alternative sites are identified which meet the applicant's basic siting criteria, these semi-finalist sites will be subjected to public evaluation based on more subjective Qualitative Criteria. Finally, a scoring matrix is used to rank the sites in order of preference based on weighted values assigned through a public process.

For example, the functional assessment step might involve analysis for such factors as public safety, availability of support services, environmental impact, distribution equity, and land use designation.

1. Public safety – The location’s access to law enforcement, fire protection and other public safety or emergency response services. Also includes other aspects of public safety and public health, like spill containment, reduction of crime opportunity, proximity to particularly sensitive receptors or electromagnetic force impacts.

2. Availability of support services – The location’s access to necessary support services, like airports, prisons, medical facilities, public transit, utilities, libraries or schools.

3. Environmental impact – The overall assessment, SEPA-style, of the project’s impacts to earth, air, water, traffic, noise, light, aesthetics or other categories of environmental evaluation.

4. Distribution equity – The relative saturation of EPFs in proximity to the proposed location.

5. Land Use Designation – Each jurisdiction’s comprehensive plan land use designations for the potential sites and surrounding areas.

The qualitative assessment step might involve analysis for such factors as economic impact, aesthetic impact, and the extent to which the site’s impacts might be mitigated.

6. Economic impact – The location’s susceptibility to negative economic impact (or positive economic impact) as a result of the project.

7. Aesthetic impact – The location’s visual sensitivity to the type of project the EPF represents.

8. Mitigatability – The project’s ability to offer compensation (financial or other incentives, provision of amenities, etc.) or design modifications to mitigate the location’s specific concerns.

A scoring matrix would look something like the one shown below. Initially, the individual sites (completely hypothetical) are scored against the Criteria on a scale of 1 to 5, five being the most favorable score. These scores are then assigned a Weight on a scale of 1 to 5, five being most preferred or important. The initial score for each of the functional and qualitative criteria are then
multiplied by that weighted value to produce the Total Score for each criterion, by site. The Final Score for each site is the sum of the resulting weighted Total Scores for each criterion.

<table>
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<th>3</th>
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<td>3</td>
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- Weight | 5 | 4 | 3 | 3 | 3 | 2 | 2 |

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</tr>
<tr>
<td>Site 4</td>
<td>5 12 6 6 6 9 10 4</td>
</tr>
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</table>

In this example, Site 1 barely nudges out Site 3 as the second most preferred site for this particular EPF. Site 3 scores highly with respect to public safety, environmental impact, distribution equity, and consistency with the comprehensive plan's land use designation, but it has some negative economic impact, would probably look bad and would be difficult to mitigate.

Site 4 presents an alternative which scores rather poorly on all but the aesthetic criteria. It involves a risk to public safety, a negative environmental impact, distribution inequity, weak consistency with the comprehensive plan's land use designations, some economic impact, and would be difficult to mitigate, but it will look sharp.
APPENDIX "D". Siting Criteria for EPFs

Following is the Dept. of Social and Health Services' April 2002 "Summary of Key Statutory Siting Requirements" relative to Secure Community Treatment Facilities (SCTFs). This appendix may be supplemented at a later date to include siting criteria for other types of EPFs.

Summary of Key Statutory Siting Requirements

- **Planning.** By September I, 2002, cities and counties must establish or amend their processes for identifying and siting essential public facilities and amend development regulations as needed to provide for siting of secure community transition facilities (SCTFs).

- **Non-Compliance with Planning Requirements.** Failure to act by 9/1/2002 is NOT a condition that would disqualify county or city from receiving public works trust funds, water pollution control facility grants, etc.; or be a basis for a Growth Management Hearings Board Review or private cause of action.

- **Preemption.** After October 1, 2002, the state preempts and supersedes local plans, development regulations, permitting requirements, inspection requirements, and all other laws as necessary to enable the department to site, construct, renovate, occupy, and operate SCTFs in the following counties or any of their cities that fail to complete the required planning consistent with state law by 9/1/2002: Clark, King, Kitsap, Snohomish, Spokane, and Thurston Counties.

- **Immunity from liability.** Cities and counties are immune from causes of action for civil damages related to the siting of SCTFs. Cities and counties and their law enforcement officers are also immune from causes of action for civil damages when officers respond in good faith to emergency calls involving SCTF residents.

- **Risk potential activities/facilities.** Defined as public and private schools, school bus stops, licensed day care, licensed preschools, public parks, publicly dedicated trails, sports fields, playgrounds, recreational and community centers, churches, synagogues, temples, mosques, and public libraries. Does not include bus stops established primarily for public transit.

- **Proximity to risk potential facilities.** SCTF not permitted to be located adjacent to, immediately across the street or parking lot from, or within line of sight of a risk potential activities/facilities in existence at the time a site is listed for consideration. "Within line of sight" means that it is possible to visually distinguish and recognize individuals. Give great weight to sites that are the farthest removed from risk potential locations.
• Response Time. Requirement to site in areas in which it is possible to “endeavor to achieve an average five-minute response time by law enforcement” has been deleted.

• Equitable Distribution. In considering potential sites, give great weight to “equitable distribution factors” (i.e., number of residential facilities operated by Dept of Corrections, residential facilities operated by DSHS Mental Health Division, and Level 2 and Level 3 sex offenders in each jurisdiction).

• Public Safety and Security Criteria.

  • Visibility between SCTF and adjacent properties is limited or barriers can be established to limit visibility;
  • Electronic monitoring devices/systems are available and are functional in the area;
  • Existing building, if used for an SCTF, is suitable or can be feasibly modified; and
  • Adequate security and back-up system resources can be installed at the site and contractor/maintenance services are available on 24/7 basis.
    - Security panel must be commercial grade with tamper-proof switches and key-lock to prevent unauthorized access.
    - All staff must be issued personal panic devices.
    - All staff must be issued and wear photo ID badges.

• Other Siting Requirements.

  • Site must be in area with access (reasonable commute distance) to medical, mental health and sex offender treatment providers, and community services such as employment, educational and other services.
  • Treatment providers must be available – this means the providers are qualified, willing to provide services, and within a reasonable commute.
  • Site must be in location suitable for programming, staffing and support considerations.
  • The SCTF property must be available at reasonable purchase or lease cost.

Note: Public safety and security criteria – including distance of SCTF from risk potential locations – must be given the greatest weight.
APPENDIX F

City of Anacortes
Comprehensive Plan & Development Regulations
Amendment Process
APPENDIX F
CITY OF ANACORTES
COMPREHENSIVE PLAN AND DEVELOPMENT REGULATIONS
AMENDMENT PROCEDURES

Annual Review and Plan Amendment Procedures

The Annual Comprehensive Plan and Development Regulations Amendment Process (hereafter called Amendment Process) provides an opportunity to refine and update the Comprehensive Plan, and development regulations, and to monitor and evaluate the progress of the implementation strategies and policies incorporated therein.

RCW 36.70A.130 (as amended by ESHB 1724) addresses comprehensive plan amendments. The Growth Management Act (GMA) requires comprehensive plans be amended no more than once a year, except for certain exemptions and “emergencies.” Under ESHB 1724, the following amendments may be considered more frequently than once a year:

- Initial adoption of a sub-area or neighborhood plan(s) that does not modify the comprehensive plan policies and designations applicable to the subarea; (Note: this revised language was adopted by the Legislature in 2002)
- Adoption or amendment to a shoreline management program;
- An emergency exists (as defined by the City of Anacortes);
- Resolution of an appeal of a comprehensive plan filed with a Growth Management Hearings Board or with a County, State or Federal court;
- Amending the Capital Facilities element of the Comprehensive Plan concurrently with the adoption or amendment of the city budget.

The amendment procedures provide for the following:

- Establish a means by which cities and counties will “Docket” (i.e., compile and maintain a list) suggested Plan amendments and consider them during the annual amendment process.
- Include a procedure for any interested person to suggest Plan amendments.
- Provide for public participation.

This process is the vehicle by which the City and other public agencies, private owners, developers, community groups or individual citizens request changes to the land use designation of property and/or propose changes to the elements, goals and policies of the Comprehensive Plan and development regulations. The amendment process may include the review of proposed expansions to the Urban Growth Area, allowing the City to evaluate the necessity for further urban expansion and growth. The amendment process affords the opportunity to refine the Comprehensive Plan and development regulations based on changing conditions and community needs.
In reviewing proposed changes, the Planning Commission and City Council shall consider current development trends to determine the City's progress in achieving economic, land use, and housing goals established in the Comprehensive Plan. Information which could be considered includes vacant land absorption, residential versus economic development, amounts and values of non-residential construction, number and types of housing units authorized by building permit, affect of changes to adopted functional plans in the community, as well as activity levels in such processes as subdivision approvals, annexations, and building permits. Other information, which should be considered, includes the current capacity status of major infrastructure systems for which levels of police, fire, school, and park and recreational services are being provided. Review also includes monitoring of overall population growth and relative comparison with the forecast growth projections contained in the Comprehensive Plan and the inclusion of updated projections where appropriate.

The amendment process includes public participation by advertising requests for citizen-initiated amendments and a formal public hearing before the Planning Commission and if needed, before the City Council. The amendment process is adopted as a part of the City's development regulations, including selection and review criteria for the Planning Commission.

The amendment process also establishes a two-phased process and criteria for changing the comprehensive plan text and/or the comprehensive plan land use map. Amendments may, for example, propose new or amend existing sections, elements, appendices, goals and/or policies of the plan, be site specific, correct errors, edit language, or change the map.

Except in the event of an emergency or other exemption allowed by State law, as determined by the City Council, by resolution, amendments will be considered on an annual basis so that the cumulative effects of all proposed amendments can be analyzed for consistency and the overall effect on the remainder of the Comprehensive Plan and development regulations.

All amendments will follow the requirements for public participation in accordance with RCW 36.70A.140.

Amendment Schedule

The amendment process is designed to be flexible to accommodate unique conditions such as the nature, complexity, or number of plan amendment requests received in a review period. The annual “window” of plan amendment submittals from the public will be open throughout the year (i.e., the public can submit requests for amendments at any time); however, they will only be “processed” in accordance with these procedures once a year. Review of proposed amendments shall conform to the following generalized schedule:
> January & February: City issues press releases, advertisements or other "effective" means of public notice soliciting public requests for comprehensive plan and development regulation amendment applications.

> Last working day in March: The annual deadline for public submittals of proposed amendments closes. Public-initiated amendment requests submitted after the last working day in March of each year will be processed during the following year's review and amendment cycle.

> April/May: City staff forwards all amendment requests to the Planning Commission. The Commission will hold a public hearing on the proposed items before making recommendations to the City Council on which amendment applications should be considered, along with a preliminary review schedule.

> June: The City Council decides which amendments will be considered and establishes a review schedule.

> July/August: City staff begins to review, analyze, and evaluate proposed plan amendments, including the environmental (SEPA) review.

> September–October: Staff begins reviewing the various amendment applications with the Planning Commission, with possible joint meetings with the City Council. SEPA Determinations are issued.

> October/November: Public notice soliciting public comment and input on the proposed plan amendments is issued. The Planning Commission holds a Public Hearing(s) and forwards their recommendation to the City Council. Staff also forwards recommended plan amendments to Department of Commerce at least 60 days prior to final adoption by the City Council.

> January/February: City Council reviews and takes final action on the forwarded amendment applications. This may include additional public hearing(s). Staff transmits the approved amendments to Commerce within 10 days of Council adoption.

-3-
All amendment proposals shall be considered as a group by both the Planning Commission and City Council so that their cumulative impacts can be ascertained. Provisions for the joint City/County consideration of plan amendments of mutual concern within the UGA shall be included in the appropriate interlocal planning agreement (as needed).

When a land use designation amendment is proposed to the Comprehensive Plan and a subsequent rezone or amendment to development regulations is required, the Planning Commission should consider the amendments concurrently and make a recommendation on both proposals to the City Council.

Emergency Plan Amendment Consideration

The Comprehensive Plan and development regulations may be amended outside the normal schedule if findings are adopted by the City Council (in resolution form) showing the amendment is necessary, due to an emergency situation of a neighborhood or citywide significance. The nature of the emergency shall be explained to the Council, after which the City Council shall decide whether or not to allow the proposal to proceed ahead of the normal amendment schedule.

Amendments related to annexation may be considered during the normal annexation process and need not necessarily be coordinated with the annual amendment schedule.

Phase I – Selection of Amendments to be considered

I. Who may propose an amendment:
   A. Land Use Designation Changes and/or Land Use Map Amendments – the property owner, City Council, Planning Commission, or City staff.
   B. Background text, goals and policies – anyone.

II. When to propose an amendment:

   Proposed amendments may be submitted at any time during the year. However, amendments proposed by the public after the last working day in March will not be considered until the following amendment cycle. The amendment cycle shall be no more frequent than once a year, except when the amendment is one of the following:

   A. Initial adoption of a sub-area plan that does not modify the comprehensive plan policies and designations applicable to the subarea.
   B. Adoption or amendment of a shoreline master program under procedures of chapter 90.58 RCW.
   C. Resolution of an appeal filed with the Growth Management Hearings Board or with a judicial court.
   D. An emergency exists as defined above.

III. How to propose an amendment.
A proposed amendment must be submitted in writing to the City of Anacortes Department of Planning, Community & Economic Development (PCED), on the appropriate city form. The proposed amendment application shall consist of at least the following information, and be consistent with the Master Permit Application and Submittal Checklist:

A. A description of the proposal, including any relevant background material;
   1. If a request to amend the Comprehensive Plan Land Use Map is approved for consideration during the review cycle, staff may require additional information to be submitted including, but not limited to, an environmental review, traffic study, and utilities analysis.

B. Reference to the element(s) of the comprehensive plan that is proposed for amendment and a written statement outlining how the proposed amendment meets the goals and policies of the comprehensive plan;

C. Proposed amendment language and a written statement of why the existing Comprehensive Plan or Development Regulation language should be added to, modified, or deleted, when applicable;

D. An explanation of why the amendment is being proposed;

E. A description and/or map, of the property affected by the proposal including a county assessors map, if applicable;

F. The appropriate fee, as listed in the Fees Resolution in place at the time of application submittal; and

G. Two sets of mailing labels for land use map amendments for those properties within 300 feet of the subject property.

IV. Selection of amendments to be considered.

A. Planning Commission Selection Process. The City of Anacortes PCED will submit all proposed amendments received to the Planning Commission. After holding a public hearing, the Planning Commission shall recommend to the City Council those proposed amendments that should be considered for further review. Notification of all public hearings shall be in the same manner as for development applications as outlined in AMC Chapter 17.14 (Amendments and Rezones). The Planning Commission may recommend modifying a proposed amendment during the selection process.

B. Selection Criteria. The Planning Commission will recommend to the City Council the proposed amendments that should be considered for further review based on the following criteria:

   1. Consideration of the previous record if the amendment was reviewed and denied during a previous amendment review cycle;
2. Whether the proposed amendment advances goals and policies of the comprehensive plan;
3. Whether the proposed amendment is consistent with the goals and policies of the Growth Management Act;
4. Whether the amendment is consistent with other Comprehensive Plan elements or Development Regulations. If not, are amendments to other Comprehensive Plan elements or regulations necessary to maintain consistency?
5. In the event that a proposed zoning change is not consistent with the Comprehensive Plan, the zoning shall not be changed unless the Comprehensive Plan has also been reviewed and changed. Is the applicant recommending changing the Comprehensive Plan?
6. Do all elements of the Comprehensive Plan, including the Capital Facilities and Transportation elements, support the amendment?
7. Is the proposed change consistent with other City regulations? If not, what other changes are needed to maintain consistency?
8. The cumulative effect(s) of the proposed plan amendment(s).

C. Schedule. After selection of the proposed amendments for consideration, the Planning Commission will recommend a schedule and procedures for public participation in accordance with RCW 36.70A.140.

D. City Council Determination. Based on recommendations from the Planning Commission, the Council will identify those proposed amendments it will consider for adoption in that year's amendment process and establish the amendment schedule. The Council may modify a proposed amendment during the selection process.

Phase II – Review and Action for Selected Amendments

A. Review of Selected Amendments.
   1. Written Analysis. For each proposed amendment that the Council approves for consideration, PCED will prepare a written analysis. The analysis will be accompanied by a recommendation that the proposed amendment be approved, denied, or approved with modifications.
   2. Environmental Review. All applicants shall be responsible for the costs of the environmental (SEPA) review for the proposed amendment, including the preparation of an environmental impact statement, if necessary. SEPA review shall be completed before the PCED submits its analysis to the Planning Commission.
   3. Planning Commission Review. Subsequent to completion of the analysis prepared by the PCED and the SEPA review, the Planning
Commission shall conduct one or more public hearings. The Planning Commission shall also solicit comments regarding the proposed amendment from the public and government agencies in any other manner it determines necessary and appropriate to the nature of the proposed amendment and consistent with RCW 36.70A.140. The notice and public hearing for proposed comprehensive plan amendments may be combined with any notice or public hearing for proposed amendments to the land use code, official zoning map, or for other actions of the Planning Commission. Written comments and/or verbal testimony at a public hearing may be given by anyone to the Planning Commission regarding proposed plan amendments.

4. Review Criteria.

a Each amendment:
   i. Shall not adversely affect public health, safety, or welfare in any significant way.
   ii. Shall be consistent with the overall goals and intent of the comprehensive plan.
   iii. Shall be in compliance with the Growth Management Act and other State and Federal laws.
   iv. Must be considered in light of cumulative effects of other amendments being considered.

b In addition to the above mandatory requirements, any proposed amendment must meet the following criteria unless compelling reasons justify its adoption without meeting them:
   i. Addresses needs or changing circumstances of the City as a whole or resolves inconsistencies between the Anacortes Comprehensive Plan and other city plans or ordinances.
   ii. Environmental impacts have been disclosed and/or measures have been included that reduce possible adverse impacts.
   iii. Is consistent with the land uses and growth projections that were the basis of the comprehensive plan and/or subsequent updates to growth allocations.
   iv. Is compatible with neighboring land uses and surrounding neighborhoods, if applicable.
   v. Is consistent with other plan elements and the overall intent of the comprehensive plan.
Any compelling reasons relied upon to justify adopting an amendment without meeting the above criteria must be specified in the ordinance adopting the amendment. When an amendment to the Comprehensive Plan also requires a subsequent rezone or amendment to the development regulations, the Planning Commission may consider both concurrently and make a single recommendation to the City Council for consideration with final approval of the Plan.

B. Council Public Hearing and Notice.

The City Council will review the recommendation of the Planning Commission and may hold a public hearing for the purpose of receiving public comment regarding the merits of proposed amendment(s) that have been recommended by the Planning Commission. Notice of the hearing will be given in the same manner as notice of other City Council hearings pursuant to AMC Chapter 17.14 (Amendments and Rezones). Written comments and/or verbal testimony at a public hearing may be given by anyone to the City Council regarding proposed plan amendments prior to the end of the public hearing(s).

C. Council Action.

After review of the proposed amendment(s) and recommendation from the Planning Commission, the City Council shall adopt, adopt as modified, deny, or remand the to the Planning Commission for further consideration.

D. Map Revisions.

If the City Council approves a change to the Comprehensive Plan Land Use Map and/or Official Zoning Map, the City Council shall adopt an ordinance that amends the official comprehensive plan and/or zoning map, if approved, and authorize the Mayor to sign the revised map(s).

E. Revocation.

The comprehensive plan amendment may be reversed by the City Council outside of the regular amendment period, upon finding of any of the following:

1. The approval was obtained by fraud or other intentional or misleading representation;
2. The amendment is being implemented contrary to the intended purpose of the amendment or other provisions of the comprehensive plan and City ordinances; or
3. The amendment is being implemented in a manner that is detrimental to the public health or safety.

F. Appeals.

State law governs the appeal process of a City Council decision on a comprehensive plan or development regulation amendment(s).
G. Transmittal to State.

The City PCED will transmit a copy of each proposed amendment of the Plan to the State of Washington Department of Commerce at least sixty (60) days prior to the expected date of final Council action on proposed amendments. The City PCED will then transmit a copy of all adopted amendments to Commerce within ten (10) days after the adoption by the Council.
APPENDIX G

Public Participation Program
APPENDIX G

PUBLIC PARTICIPATION PROGRAM

This program is adopted under the authority of the Growth Management Act (GMA), RCW 36.70A.140 in order to formalize established practice. It applies only to the adoption of a comprehensive plan, sub-area plans, development regulations, and amendments thereto, adopted under GMA, and does not apply to site specific official applications or projects or the amendment of Countywide Planning Policies. Generally, the policies herein described provide for review by the Planning Commission or the Planning Commission with the assistance of advisory committees.

(A) Citizen\'s Advisory and Technical Advisory Committee input:

Citizen\'s Advisory Committees (CACs) and Technical Advisory Committees (TACs) have been used by City of Anacortes in the development of the Comprehensive Plan sub-area plans, development regulations and amendments thereto under the GMA. Based upon this experience, the following procedures will be adopted for the formation of CACs and/or TACs:

(1) A CAC or TAC may be initiated by one of the following methods:

(a) The City Council may establish one by resolution; or

(b) Any citizen may request the City Council to consider calling for a new CAC or TAC relating to a GMA purpose. The City Council will take public comment on the request. If the City Council is convinced that a new CAC or TAC would be useful, the City Council may authorize its formation by resolution.

(c) The City of Anacortes Planning Commission may recommend to the City Council the establishment of a CAC or TAC to participate and assist the Planning Commission and staff in the development of the Comprehensive Plan Elements, sub-area plans, development regulations and amendments thereto.

(2) If the City Council authorizes the formation of a new CAC or TAC, the City Council will establish a procedure for taking applications and selecting membership to the CAC or TAC, including establishing a term of service and a method of reappointment (if any) for replacement of members. In the formation of a CAC or TAC, the City Council will seek to have a variety of interests represented. A CAC or TAC may be chaired by a member of the Planning Commission to assist the committee in their deliberations and coordinate their efforts with the Planning Commission.

(3) If a CAC or TAC is recommended as part of a proposed comprehensive plan amendments, the applicant(s) as part of their application shall provide the City Council and Planning Commission with a recommendation for CAC or TAC members, including members from the immediate area or neighborhood (where a sub-area plan is involved). In addition, the applicant(s) shall provide a detailed summary or analysis indicating a proposed timeline to complete the proposed plan or activity, estimated costs, estimated
demands on City staff and resources, a proposed schedule for neighborhood meetings, a plan to disseminate information to affected property owners within the area, how minutes of the meetings will be prepared and documented, and how an accurate record of the committee activities will be maintained for public review. NOTE: these requirements may vary or be expanded depending on the nature of the amendment or activity.

(4) After formation, the CAC and/or TAC shall follow the requirements in the State Open Public Meetings Act (RCW 42.30). All meetings of the CAC or TAC shall be open to the public and shall be held on a site and times when the working public can attend. The CAC and TAC shall establish and publish a schedule of meeting days, times and locations for committee meetings and shall keep minutes of committee meetings. The City Council may establish by resolution rules of procedure and time frames for recommendations by a CAC or TAC.

(5) A City of Anacortes Planning Department staff person may be assigned, depending on staffing levels and department activities, to each CAC and TAC to provide staff support and to maintain a copy of the minutes and activities of such committee for public review.

(6) Notwithstanding these procedures, if the City Council determines that time constraints imposed by orders from the Western Washington Growth Management Hearings Board or other legal requirements likely cannot be met if a CAC or TAC is established and utilized as provided in this section, the City Council need not form the CAC or TAC.

(7) The Planning Commission may make suggested changes to a CAC or TAC recommendation and either remand it back to the CAC or TAC for further consideration, or forward the CAC or TAC recommendation to the City Council with the Planning Commission’s recommended changes.

(b) Public Review, Comment and Hearing Procedures:

(1) The Planning Commission will review all plans and implementing regulations and then make recommendations to the City Council. The City will follow the procedures in RCW 36.70 and 36.70A, including the right to adopt interim or emergency ordinances if circumstances warrant. The City Council may consider minor or clarifying amendments to plans directly pursuant to RCW 36.70.430-440 or interim ordinances directly. The City Council may set timelines for recommendations by the Planning Commission.

(2) Proposed drafts of the plans or ordinance(s), together with any SEPA analysis, shall be available for public review when the notice of public hearing is published; this notice shall be published at least fifteen (15) calendar days before the date set for hearing. A staff report or memo, including a description of all documents relied upon, shall also be available at least fifteen (15) calendar days before the public hearing. The public record shall be kept at the Planning Department and shall be available to the public during the hours when that City office is open to the public consistent with the requirements of RCW 42.17.250 et seq. The City will strive to maintain an updated index to the record for each proposed draft of a plan or ordinance. Such index shall be available to the public upon request. Confirmation on the location of the record can be made by contacting the Planning Department. Requests for immediate access to such public record will be accommodated whenever possible, given staffing levels. The requirement for the submittal of information from staff at least fifteen (15) calendar days before the public
hearing, shall not preclude staff from providing new information or a new recommendation based upon additional information which does not constitute a substantial change warranting new public comment. Further, staff may present additional information or analysis in the course of those deliberations to address substantive issues, particularly those raised by public comment or comments or questions from the Planning Commission or City Council.

(3) Unless adopted as an interim ordinance under the provisions of RCW 36.70A.390, the Planning Commission will hold at least one public hearing at the beginning of its deliberations. Depending on the course of the deliberations, the Planning Commission may hold additional hearings or conduct a neighborhood meeting before making a recommendation, but is not required to do so.

(4) The Planning Commission will make a recommendation, together with findings, to the City Council unless it is unable to reach a decision on a recommendation. The City Council retains the right, in the event it determines the Planning Commission or CAC or TAC will not return a recommendation in a timely, efficient, and cost effective manner, to terminate the Planning Commission's review and consider the proposal as recommended by the Planning Department.

(5) The City Council will always hold its own public hearing prior to amending the Comprehensive Plan or Development Regulations, except when establishing a moratorium.

(6) If, in the opinion of the City Council, the Planning Commission recommendation is substantially different from that which the public last had the opportunity to comment on, or if the City Council determines a substantive change to the recommendation is appropriate, the City Council shall follow the action options found in RCW 36.70, 36.70A, and in addition shall:

(a) Allow at least fifteen (15) calendar days for written public comment after notice by one publication in a newspaper of general circulation in the City before taking any final action on the current recommendation, and

(b) Provide for at least fifteen (15) calendar days notice of public hearing in the event that another public hearing is to be held.

(c) Assure that copies of the proposed recommendation, staff reports, and findings are available at the start of any public comment period or public hearing notice period.

(7) The City Council shall not be prohibited from having information sessions on the status of Planning Commission deliberations, nor from providing input regarding the Planning Commission review, as long as any such discussion or input is conducted in public meetings and, if it results in substantial changes to the plan or regulation that had public comment, the procedure for additional comment described above is followed.

(8) The provisions of RCW 36.70A.390 for interim maps or controls, if applicable to any specific action, would supersede the provisions of this program.
APPENDIX H

Interlocal Agreement Between Skagit County and The City of Anacortes Regarding Adoption and Implementation of The City of Anacortes Urban Growth Area with Attached Urban Growth Area Map
INTERLOCAL AGREEMENT
BETWEEN SKAGIT COUNTY AND THE CITY OF ANACORTES
REGARDING ADOPTION AND IMPLEMENTATION OF
THE CITY OF ANACORTES URBAN GROWTH AREA

WHEREAS, the 2002 Framework Agreement governing the development and amendment of the Countywide Planning Policies establishes that the implementation of urban growth areas is to be handled by joint action of cities/towns in Skagit County and Skagit County; and

WHEREAS, pursuant to the Growth Management Act the cities/towns have proposed urban growth area boundaries and Skagit County has reached agreement with cities and towns relative to designation of specific urban growth area boundaries for each; and

WHEREAS, the Countywide Planning Policies call for the development and adoption of Joint Plans to guide the character of future development within the urban growth area of each city/town; and

WHEREAS, these Joint Plans are to be adopted by a city and by Skagit County as a part of their Comprehensive Plans and these Joint Plans must include Capital Facilities and financing components that extend to cover transportation projects of regional importance; and

WHEREAS, contemplated changes in municipal boundaries are intended to assure (1) that which is urban should be municipal; (2) implicit in RCW 36.70A.110(4) is the principle that incorporations and annexations must occur; and (3) one of the fundamental purposes of GMA comprehensive plans is to achieve the transformation of local governance within the UGAs such that cities are the primary providers of urban services. Further, annexation and transformation of governance within UGAs should occur as soon as possible and before urban infrastructure is extended and before urban development occurs; and

WHEREAS, the Growth Management Act requires Skagit County to enact development standards and allows the County to enact impact fee schedules consistent with its Comprehensive Plan; and

WHEREAS, Countywide Regional Planning Policy ("CPP") 1.3 specifies that urban growth areas “shall direct development to neighborhoods which provide adequate and accessible urban governmental services concurrent with development”; and

WHEREAS, CPP 1.7 mandates that development within established urban growth boundaries shall conform to urban development standards; and

SKAGIT COUNTY
Contract # C20030029
WHEREAS, CPP 2.1 requires contiguous and orderly development and provision of urban services within urban growth areas; and

WHEREAS, CPP 2.2 requires interagency agreements to coordinate and phase development within urban growth areas; and

WHEREAS, CPP 7.1 encourages interagency agreements to facilitate permitting; and

WHEREAS, CPP 12.5 mandates that “Lands designated for urban growth by this Comprehensive Plan shall have an urban level of regional public facilities prior to or concurrent with development”; and

WHEREAS, CPP 12.6 permits development when and where all public facilities are adequate; and

WHEREAS, CPP 12.7 mandates that “Public facilities and services needed to support development shall be available concurrent with the impacts of development”.

NOW, THEREFORE, Skagit County ("County") and the City of Anacortes ("City") do hereby agree as follows:

Section 1: Within the unincorporated portions of the Anacortes Urban Growth Area, Skagit County has adopted the City's zoning, subdivision rules, and street and utility design standards and will continue to adopt any city-approved amendments to the City's zoning, Subdivision rules, and street and utility design standards. The County may adopt additional City standards, if requested by the City and deemed appropriate to accomplish the purposes of this agreement. It is also understood that review procedures under each of the standards will be modified to conform to existing County review procedures. To keep City-approved amendments up to date, the County and the City agree to the following schedule and procedure:

A. The County will process amendments to the City codes and standards in two batches each year, the first containing all amendments submitted by the City on or before January 15 and the second batch containing all amendments submitted by the City on or before July 15.

B. The City shall submit complete paper and electronic copies of the proposed amendment(s), together with documentation of SEPA compliance and a brief summary of those code provisions being added, deleted, or modified to facilitate County review. The City will also provide staff or technical expertise, as reasonably requested by the County to assist the County in its review, public comment and adoption of these amendments.

C. Consistent with GMA requirements for notice, 60-day state agency review, public comment, Planning Commission review and County Commissioner action, the
County will use its best efforts to process any amendments within 6 months after the deadlines indicated in subsection A.

Section 2: If the City does not have an adopted Forest Practice ordinance, then, consistent with the legislative timeframes and subject to Department of Natural Resources approval, Skagit County will adopt a County Forest Practice Ordinance and apply it within the unincorporated portions of the City UGA.

Section 3: The City will provide ongoing technical assistance and support to County staff responsible for implementing its development standards in its respective Urban Growth Area within reasonable timeframes requested by the County. Technical assistance shall include review of development applications and written confirmation by City staff regarding a proposal's compliance or noncompliance with City codes and standards and shall also include defense of such determination during any applicable hearings or appeals. This shall also include, without limitation, summaries and handouts for the public and participation in pre-application reviews. It is intended that civil engineering plan review and inspections for streets and utilities will be conducted by the City's staff under the direction of the County Engineer, with appropriate fees.

Section 4: Skagit County and the City agree that, generally, annexation should occur prior to securing development approvals for urban levels of development. The parties agree that existing commercial or industrial development within the unincorporated portion of the UGA may receive approval to redevelop or expand its operations prior to annexation, provided that such expansion or redevelopment does not trigger the need for new urban services not already provided to the site. Vacant commercial or industrial parcels within the unincorporated UGA should not be allowed to develop new urban uses prior to annexation, unless the property owner has sought annexation from the City and been denied, either by the City, or by failure to obtain sufficient signatures and/or votes supporting such annexation.

Section 5: Skagit County and the City agree that the following infrastructure plans meet the CPP requirements for adequate provision of urban levels of service within the UGA:


E. Fire: The City agrees to provide urban level of fire service to any area proposed for annexation consistent with the standards in CPP 1.7.
F. Police: The City agrees to provide urban level of police service to any area proposed for annexation consistent with the standards in CPP 1.7.

Section 6: The City agrees that the city zoning, subdivision, and other standards adopted herein in reliance upon this agreement are the complete requirement for developments within the Urban Growth Area; the City will not apply additional development standards, although the City does not control other utilities such as the PUD. The County agrees not to oppose or invoke Boundary Review Board jurisdiction over City annexations within the Urban Growth Area that are consistent with the provisions of this Agreement, provided that the County may ask the City to annex additional property within its UGA and/or ask the City to annex and assume responsibility for roads or other public infrastructure within the City’s UGA that logically serves the area proposed for annexation. Further, UGA boundary decisions originally made, and as subsequently amended, and the public facility and service commitments made by the City in this Agreement are intended to address the criteria and factors in the Boundary Review Board statute.

Section 7: The City agrees to the following relative to revenue sharing from the Urban Growth Area with proper allowances for the City’s costs of extending urban facilities and services described as follows:

A. There would be no revenue sharing if the sales tax lost to the County through a particular annexation is less than $50,000 a year, after excluding sales tax generated to the County from businesses locating in the UGA in the two years prior to the effective date of annexation. The calculation of sales tax lost shall recognize that after annexation the state law directs 15% of the sales tax revenue generated from the annexed area to the County.

B. Using the same exclusions and calculations set forth in (A) above if the sales tax lost to the County through a particular annexation exceeds $50,000 a year sales tax revenue from the particular annexation area, the City will share revenue with the County on a monthly basis from the beginning of the calendar year after the effective date of the annexation on a straight-line declining basis as follows:

- $50,000-$200,000: 4 years (80-60-40-20)
- $200,000-$500,000: 9 years (90-80-.... 20-10)
- greater than $500,000: 19 years (95-90-.... 10-5)

C. Upon annexation of a particular area, the City will reimburse the County on a straight-line declining basis for projects included in joint road and utilities plans costing over $500,000 in County road funds that are constructed within the annexation area. Reimbursement would be 80% for annexations occurring in the year following road project completion, 60% in year two, 40% in year three, and 20% in year four. Projects completed more than four years prior to an annexation would not require reimbursement.
Section 8: Skagit County and the City agree to use the following procedure for SEPA Review: 
(A) Skagit County is designated the SEPA Lead Agency for all application/projects within the unincorporated UGA, 
(B) upon receiving an application requiring a SEPA Checklist, the SEPA lead agency circulates this application to affected jurisdictions for input relative to the completeness determination using the same time periods and procedures the lead agency uses internally, 
(C) affected jurisdictions shall use the completeness comment period(s) to submit substantive comments, 
(D) all SEPA determinations within a City/Town UGA shall be subject to a 15-day comment period and affected jurisdictions may use this to make substantive comments, and 
(E) all SEPA appeals shall follow Skagit County procedures.

Section 9: The County's Critical Areas Ordinance shall apply in Urban Growth Areas until they are annexed.

Section 10: The City agrees to indemnify and hold the County harmless from any and all claims, losses, demands, actions or causes of action of any nature whatsoever by reason of the performance of any act undertaken in connection with this Agreement except for the negligence or willful misconduct of the County, its employees, officials or agents.

Section 11: General Provisions

A. Property: No real property shall be acquired pursuant to this Agreement.

B. Incorporation of Recitals: The recitals of this Agreement are incorporated into this Agreement, and each party hereto acknowledges and confirms the truth and accuracy of the recitals.

C. Law and Venue: This Agreement shall be construed under and in accordance with the laws of the State of Washington, and all obligations of the Parties created by this Agreement are performable in Skagit County, Washington.

D. Authorized Signatories: This Agreement is entered into by the duly authorized officials of each respective governmental entity. Each person signing this Agreement on behalf of a Party hereby confirms for the benefit of each of the other Parties to this Agreement that any requisite approvals from the governing body of such Party have been obtained, and all prerequisites to the execution, delivery and performance hereof have been obtained by or on behalf of that Party.

E. Invalid Clause: If any material provision of this Agreement is held to be illegal, invalid or unenforceable in any respect, this entire Agreement shall be held invalid. If such occurs, then the parties agree to renegotiate this Agreement in good faith. If the illegal, invalid or unenforceable provision is not material, such illegality, invalidity or unenforceability shall not affect any other provision of this Agreement, and this Agreement shall be construed as if such invalid, illegal or unenforceable provision had never been included in this Agreement.
F. No Other Agreements: This Agreement revokes and repeals Resolution 16210 dated June 25, 1996, and the Addendum thereto dated March 31, 1998, and constitutes the entire agreement between the Parties hereto with respect to the subject matter hereof, and supersedes any prior understandings or written or oral agreements between the Parties with respect to the subject matter of this Agreement. No amendment, modification or alteration of the terms of the Agreement shall be binding on any Party unless the same is in writing, dated subsequent to the date hereof, and is duly executed by the Party against whom enforcement is sought.


A. Procedures for development permit applications and appeals shall be governed by Skagit County Code 14.06, Permit Procedures.

B. The following procedures shall govern the approval of Comprehensive Plan amendments and rezones for the unincorporated areas of the UGA.

1. Establishing or Modifying External UGA Boundaries.
   a. The Skagit County Comprehensive Plan/Zoning Map is the official source for establishing and modifying external UGA boundaries. A change to the UGA boundary must be initiated through the submission of a Skagit County Comprehensive Plan Amendment (CPA) application following procedures outlined in SCC 14.08, Legislative Actions. Amendment proposals are not official until adopted by the County.

   b. CPA applications to change UGA boundaries must include evidence that the request has also been submitted to the affected City for its recommendation. A City may act either on its own initiative, or at the request of an individual property owner. Individual property owners must first submit their amendment requests to the City for consideration pursuant to RCW 36.70A.110 and County Comprehensive Plan Chapter 2. The City must then forward its recommendation on the UGA request to the County by the deadline established by the GMA Steering Committee (formed by the 2002 Framework Agreement). The application must include demonstration of how the proposal is supported by and dependent on population forecasts and allocated urban population distributions, existing urban densities and infill opportunities, phasing and availability of adequate services, proximity to designated natural resource lands and the presence of critical areas. The application must also demonstrate how the proposal is consistent with other Co...
identified in the County CPA application packet, and the County Comprehensive Plan, the Countywide Planning Policies, and this Agreement.

2. Establishing or Modifying Land Use Designations/Districts. Proposed changes to City Comprehensive Plan Map designations are to be processed through the City's Comprehensive Plan and Zoning Map Amendment process and County adoption through Section 1 of this Agreement.

Section 13: The effective date of this Agreement shall be January 3, 2003.

AGREED TO THIS 3rd OF FEBRUARY, 2003.

BOARD OF COUNTY COMMISSIONERS
SKAGIT COUNTY, WASHINGTON

H. Dean Maxwell
H. Dean Maxwell, Mayor
City of Anacortes

Kenneth A. Dahlstedt
Kenneth A. Dahlstedt, Chairman

Ted W. Anderson
Ted W. Anderson, Commissioner

Don Munks
Don Munks, Commissioner

ATTEST:
JoAnne Giesbrecht, Clerk
Board of County Commissioners

APPROVED AS TO FORM:
John Moffat, Chief Civil Deputy
Prosecuting Attorney's Office

APPROVED AS TO INDEMNIFICATION:
Billie Kadrmas
Risk Manager

Ian Munce
Anacortes City Attorney

SKAGIT COUNTY
Contract # C20030029
APPROVED AS TO CONTENT:

Gary Christensen, Interim Director
Planning and Permit Center

Brad Whaley
Budget and Finance Director
APPENDIX I

Demographic and Fiscal Information
for the City of Anacortes
EXHIBIT I

Demographics: Population

Overview

Some years have passed since the 2000 Census was conducted, yet the data still provide valuable demographic information. By chronicling how Anacortes has changed in the past, it is possible to suggest how Anacortes might change in the future. The following tables and charts present demographic characteristics for the City of Anacortes between the 1990 and 2000 Censuses. Several localities are included for comparison. The cities of Mount Vernon, Oak Harbor, Port Angeles, and Port Townsend were selected because they share similarities in population size, age distribution, employment, or industry characteristics. Skagit County is also included for a comparison of county-wide trends. During the 1990s, Anacortes experienced moderate population growth. Generally, the city got younger, more educated and more affluent.

Total Population

Anacortes grew by approximately 3,000 persons between the 1990 and 2000 Censuses. Assuming a constant growth rate, the city grew at roughly the same rate as Skagit County, but slower than Mount Vernon. The State Office of Financial Management estimates Anacortes' 2004 population at 15,470.

Population 65 and Older

Anacortes has seen a slight decrease in the proportion of persons 65 and older as a share of total population due mostly to population increases in the younger age groups. This follows a similar trend in Skagit County. Oak Harbor, Port Angeles and Port Townsend all experienced growth in the relative share of the 65 and older population. Notably, Oak Harbor's proportion is low due to higher levels of younger persons resulting from the presence of military personnel and their families.
Total Housing Units

Anacortes added approximately 1,500 housing units between 1990 and 2000 at an annual rate of 2.7%, similar to its population growth rate of 2.5%. Mount Vernon added the most housing units while Port Angeles added the least of the comparison cities.

Owner Occupied Housing Units

The proportion of housing units that the owner of the unit occupied the unit remained relatively unchanged for Anacortes between 1990 and 2000. At 65%, Anacortes has the highest level of owner-occupied housing for all the comparison cities. Port Angeles and Port Townsend experienced modest declines.
Demographics: Housing Tenure

Population Living in Same House for Previous Five Years

The proportion of persons living in the same house for the previous five years increased 24% from 41% to 51% of the total population for Anacortes. The increase in tenure suggests more resident stability for existing and new Anacortes households during this time period. This trend was seen in all comparison cities.

August 2006
Median Household Income

Adjusting for inflation, the 1999 median household income for Anacortes was the highest for all the comparison cities. In real dollars, household income grew at an annual rate of 0.76%, slightly lower than the rate for the county but higher than all the comparison cities. Port Angeles experienced a slight decline in median household income.

Average Household Size

Anacortes had relatively no change in the average household size from 1990 to 2000 — holding steady at 2.41 persons per household. Mount Vernon had the largest ratio of 2.84 persons per household, a 12% increase over 1990. Oak Harbor, Port Angeles, and Port Townsend saw their average household sizes decrease during the same time period.

<table>
<thead>
<tr>
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<tbody>
<tr>
<td>Skagit County</td>
<td>2.59</td>
<td>2.55</td>
<td>2.25%</td>
</tr>
<tr>
<td>Anacortes</td>
<td>2.42</td>
<td>2.41</td>
<td>-0.32%</td>
</tr>
<tr>
<td>Mount Vernon</td>
<td>2.54</td>
<td>2.84</td>
<td>11.94%</td>
</tr>
<tr>
<td>Oak Harbor</td>
<td>2.84</td>
<td>2.70</td>
<td>-4.76%</td>
</tr>
<tr>
<td>Port Angeles</td>
<td>2.41</td>
<td>2.29</td>
<td>-4.94%</td>
</tr>
<tr>
<td>Port Townsend</td>
<td>2.30</td>
<td>2.13</td>
<td>-7.47%</td>
</tr>
</tbody>
</table>

Anacortes experienced a dramatic increase in the proportion of college educated persons; a trend seen in all the comparison cities. In 2000, nearly 28% of persons over the age of 25 had a college degree or higher - an 84% increase from 1990.

In tandem with the rise in the share of higher educated persons, Anacortes also saw a dramatic decrease in the proportion of persons without a high school degree. In 2000, 1 in 10 persons over the age of 25 did not have at least a high school or equivalent education. However, this trend was not shared by all comparison cities. Mount Vernon showed a substantial increase in this regard.
Employment: Key Sectors

Employment in Industry Clusters

Three industry clusters make up a full fifth of Anacortes' total employment:

1. Marine and Maritime
2. Fishing and Fish Processing
3. Restaurant

Marine and Maritime employment has fluctuated somewhat but has increased overall between 2003 and 2005, due in large part to increases in Ship Building & Repairing jobs.

Fishing and Fish Processing was mostly flat between 2003 and 2005, although seasonal fluctuations do exist. Months that follow low-employment months for fisher fishing often see dramatic decreases in employment for fresh & frozen seafood processing.

Restaurant jobs fluctuate quite a bit during different seasons, but there was a noticeable trend upwards for these jobs between 2003 and 2005. The segments seeing the greatest rate of growth were drinking places and snack bars.

August 2006
Manufacturing (5.2%) 

While the manufacturing sector provides 5.2% of totalTRS, this proportion is greater than is typically found in other cities. The chart presents the breakdown of this category into its sector components. Wood product manufacturing and boat building and repairs are the majority contributors.

Marine Sales (6.2%) 

The boat dealers category is another significant component of the City's tax base and one which serves the largest market outside the City. The majority of sales coming from new and used boat sales, but another significant share coming from marine supplies and hardware.

Eating and Drinking Places (6.7%) 

The City's eating and drinking places category appears to be in scale with the overall population base and as such is not significantly driven by visitor spending. That said, limited service restaurants account for the largest share of TRS among eating and drinking places.
Long-Term Fiscal Outlook

An important first step in developing a comprehensive fiscal and land use strategy, the long-term fiscal outlook forecasts revenues and costs that the City of Anacortes will face if it pursues the fiscal path it is on today, i.e. relying on the same revenue sources and spending on the same types and categories of expenditures. This analysis paints a picture of the City's fiscal future if current trends were to continue.

The analysis demonstrates that Anacortes, along with virtually all other cities in the state, is heading in the direction of future revenue shortfalls. Key assumptions that drive the projected future fiscal gap include population growth estimates and impacts of fiscal challenges that the City has already begun to encounter, including Initiative 747 effects and impacts of rising costs of doing City business. With understanding of these future challenges, Anacortes can develop options for a fiscal strategy that will enable the City to forestall the anticipated revenue gap.

Population Growth

Population estimate is a key variable in the long-term fiscal outlook projections; population growth rate serves as one of the drivers for revenue and cost estimates. Currently, the Washington State Office of Financial Management puts the City's 2005 population at 15,700 residents.

According to the City of Anacortes' most recent Comprehensive Plan, the City has limited growth capacity and will reach complete build-out when the population reaches 19,300 people. At present, one of the options being discussed by the City is whether or not to allow some residential development in certain commercial marine zones. If the City gives the green light for this change, it is estimated that an additional 1,000 resident capacity will be allowed, bringing the population growth cap to 20,300. In the first option, where the residential development is not allowed in the certain commercial marine zones, the build-out of 19,300 would be achieved by 2016 (assuming the current high rate of growth continues). In the second option, the build-out of 20,300 would happen by 2019, again assuming the continuance of the current high rate of growth.

![Historical Population vs Projected Population](image)

Between 1958 and 2005, the annual average population growth rate was 1.96%.

(Source: state & Associates)

August 2006