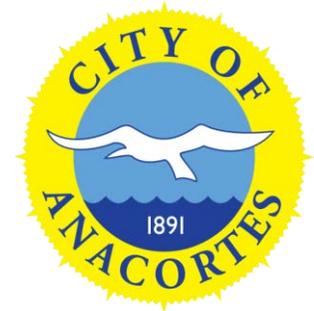


ANACORTES



Comprehensive Plan 2016



July, 2016

Anacortes is

a unique, creative, vibrant and caring maritime community that supports cultural and economic diversity and vitality, balances sustainable growth with respect for our history, and protects our natural environment and public lands for future generations.



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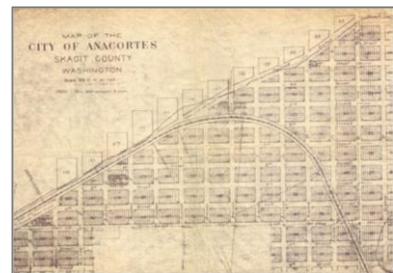
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Table 1. Plan Contents.

Element	Element Focus
Land Use	Land use capacity to meet projected growth, desired land use patterns, community design, historic preservation, resource protection, community gathering spaces, healthy community provisions, regional coordination, and a focus on special planning areas.
Housing	Housing capacity to meet projected growth, housing preservation, housing design, neighborhood character, regional collaboration, and provision of a range of housing types to serve diverse needs and all economic segments of the community.
Economic Development	A balanced and diversified economy with healthy retail/commercial uses, maintaining and enhancing tourism opportunities, strengthening manufacturing and marine trades, emphasizing education and training, reducing unnecessary regulatory barriers, and enhancing public/private collaboration.
Environment & Conservation	Environmental stewardship, protecting and enhancing shorelines and water quality, protecting wildlife habitat, protecting tree cover, promoting sustainable development practices, and addressing climate change.
Parks, Recreation & Open Space	Accessible parks, trails, and open spaces to serve the community, efficient and effective park programming, community engagement in park planning process, park maintenance, park financing, open space connectivity, and sustainable design.
Transportation	Transportation to support land uses envisioned by the Comprehensive Plan, movement of people and goods by land, air, rail and water, including by foot and by bicycle, transportation projects, financing, maintenance, safety, and environmental protection.
Capital Facilities	Facilities and infrastructure needed for public services that will support planned population, employment, level of service standards, financing strategies, design and location objectives, and maintenance capabilities.
Utilities	Location and design of utilities, quality of service, collaboration with regional partners.

Anacortes Snapshot

For thousands of years prior to incorporation, the area that is now known as Anacortes and its surroundings was home to communities of Native Americans who maintained a culture centered around the abundant salt water resources. Settlement by Americans and Europeans began in the 1850’s. In 1855, representatives of the tribes and the United States signed the Treaty of Point Elliot, which ceded tribal lands and reserved the southeast peninsula of Fidaglo Island for reservation and future use. 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 on the north shore of Anacortes’s historic waterfront.



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. Anacortes was incorporated in 1891 and a local railway soon arrived, but the transcontinental railroad terminus failed to materialize, so the boom soon passed. By the late 1890’s the City’s prosperity was based on local natural resources of lumber and fisheries and by the turn of the century, the City’s population was 1,176. From 1900-1950, growth of Anacortes’s economy

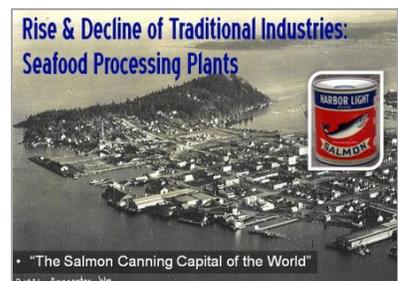
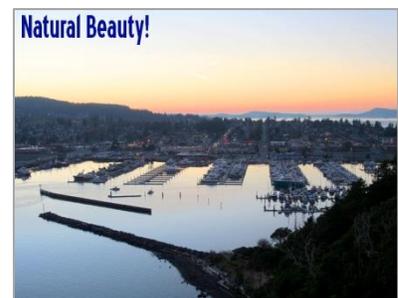
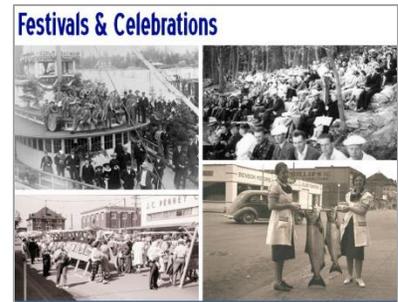
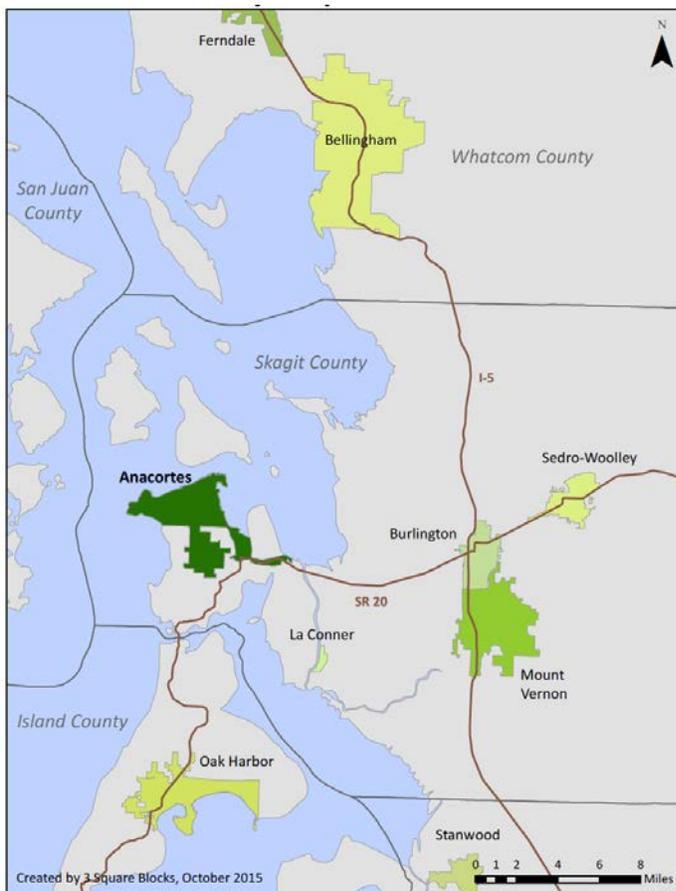
and population was dependent upon development and expansion of lumber and fisheries resources, until the 1950's, when technological changes and resource depletion began to erode the strength of the natural resource base, resulting in a decline in population.

In 1953, with the development of the Shell and then Texaco refineries on March Point, population growth began on an upward trend, reaching 8,400 by 1960. However, from 1960 to 1970 growth from completion of the Industrial Redevelopment Area on Fidalgo Bay and growth in the tourist and marina business did not compensate for decreases in traditional employment sectors and the 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 since then. The official state estimate of the April, 2015 population is 16,310 (Office of Financial Management).

Today, Anacortes is the largest seaport in Skagit County and the County's second largest city. Anacortes's tremendous natural beauty and small town feel contribute to a quality of life that is highly valued by its people. In the face of continued growth, the City seeks to shape its future in ways that will maintain the quality of life that makes Anacortes a special place to live and work.

Figure 1. Anacortes vicinity map.



Community Engagement Activities

Based on public input beginning in the spring of 2013, the Mayor and Council were unanimous in their desire to start the 2016 Comprehensive Plan update with proactive engagement of the community through an extensive visioning and community input effort. The following is a summary of the public engagement activities completed during the Plan development:

Community Workshops: The City conducted five interactive public workshops with over 100 citizens attending each meeting. The first two workshops (March 27 and April 30, 2014) focused on community visioning. The third workshop (August 26, 2014) focused on the central Fidalgo Bay waterfront. The fourth workshop (February 26, 2015) evaluated land use alternatives. The fifth workshop included a presentation and open house on the first draft of the 2016 Comprehensive Plan. These meetings were noticed through mailings, publications and postings, including in utility bills, local newspaper, at city hall, on the City's website, at the library, on Island Hospital's sign, and through emails to interested individuals, agencies and organizations.

Website: The City has maintained a webpage devoted to the 2016 Comprehensive Plan update – including planning updates, invitations to public meetings, links to surveys, meeting summaries, and document drafts.

Community Advisory Committee (CAC) Meetings: A 12-member CAC consisting of interested community members was established by the City Council (Resolution 1888). The CAC was tasked with assisting in the development of the comprehensive plan update by performing an advisory role to improve the Planning Commission recommendations and City Council decisions through facilitation of public discussion, performing analysis and seeking answers to questions raised throughout the process. Technical expertise on various subjects was provided to the CAC by a Technical Advisory Panel comprised of members with expertise in various industries or interests. The CAC held 28 regular meetings (as of January 4, 2016) and produced various issue papers and recommendations related to land use, housing, economic development, the environment, sustainability, community design, transportation, and infrastructure.

Public Meetings & Public Hearings: Multiple opportunities for public input and participation were provided at Planning Commission and City Council meetings throughout the plan development. As of May 16, 2016, this included 21 Planning Commission, 18 City Council, and 4 joint Planning Commission/City Council meetings. All meetings were open to the public and public comment was invited.

Other community engagement:

- Mailings
- Periodic email updates
- Presentations to various community groups
- Booth at the Anacortes Farmers' Market
- Broadcast of workshops, meetings and upcoming meeting information on Channel 10 and streaming video on the City's website
- Publication of information in the *Anacortes American* and *A-Town is Our Town*
- Online and mailed surveys



Implementation

The goals and policies contained within Volume 1 are the heart of the plan, and provide direction for guiding Anacortes’s growth. A **goal** is a direction-setter. It is an ideal future end, condition or statement related to the public health, safety or general welfare towards which planning and implementation measures are directed. A goal is a general expression of community values and, therefore, abstract in nature.

A **policy** is a specific statement that guides decision-making. It indicates a clear commitment of the local legislative body. A policy is based upon a comprehensive plan’s goals and the analysis of the data. A policy is put into effect through implementation measures such as zoning, land division, and environmental ordinances.

There are a number of tools used to implement the Comprehensive Plan. The main methods are through development regulations, such as zoning and critical areas ordinances, and through capital improvement plans, such as sewer, water, parks and transportation. These tools constantly weigh the City’s financial ability to support development against its minimum population obligations and environmental protection. It is the Comprehensive Plan goals and policies that the development regulations and capital improvement plans are based upon.

Table 2. Comprehensive Plan implementation flow chart.



Comprehensive Plan Amendments

Amendments to the Comprehensive Plan are necessary from time to time to respond to changing conditions and needs of the community. The Growth Management Act requires that amendments to a Comprehensive Plan be considered no more frequently than once per year, except in certain special circumstances. Proposed amendments to the Comprehensive plan are to be considered concurrently so that the cumulative effect of various proposals can be ascertained. In considering proposed amendments to the Comprehensive Plan, proposals will be evaluated for intent and consistency with the Comprehensive Plan, and whether there has been a change in conditions or circumstances from initial adoption of the Comprehensive Plan, or new information is present which was not available at the time of the initial adoption of the Comprehensive Plan. The Planning Commission reviews proposed amendments to the Plan, takes public input, and forwards recommendations to the City Council.

Comprehensive Plan Updates

The Growth Management Act requires that Comprehensive Plans be reviewed and updated as necessary, at least every eight years, outside of the optional annual review process. Concurrent with the periodic update, Skagit County must review its designated urban growth areas and the densities permitted within both incorporated and unincorporated portions of the County.

Other Plans

Each of the following plans is incorporated by reference into the Comprehensive Plan:

- Capital Facilities Plan 2015-2020
- Wastewater Comprehensive Plan 2015
- 2011 Water System Plan
- 2007 Stormwater Management Plan
- Anacortes Parks & Recreation Comprehensive Plan 2009
- Anacortes Community Forest Lands Comprehensive Plan 2009
- Shoreline Master Program 2010
- Fidalgo Bay-Wide Plan (2000)
- Anacortes Airport Subarea Plan (2005)

Other plans may be incorporated into the Comprehensive Plan after its adoption by the adopting document for the individual plan.

Land Use Element

Introduction

The Land Use Element is central to all other elements by providing for the distribution of land use meeting Anacortes's needs for residential, employment, recreation, public facilities, and other land uses. This element also describes development patterns that support the City's vision for the future. The Element includes policies that promote compatible pedestrian-oriented development, resource protection and sustainable design, economic vitality, historic preservation, and the development of inviting and distinctive public spaces.

The requirement for a Land Use Element in comprehensive plans is one of the key components of the Growth Management Act (GMA). The GMA requires cities to show how they will be able to accommodate 20 years of growth through sufficient buildable land that is zoned appropriately. In addition to managing growth, the Land Use Element also sets goals and policies to shape the design and layout of cities.

The Land Use Element Background Information (see Volume 2) contains the background data and analysis that provide the foundation for the Land Use Element goals and policies.



Goals & Policies

Goal LU-1. Land Use Pattern. **Establish a development pattern consistent with the community's vision.**

Policy LU-1.1. Designate the general distribution, location and extent of the uses of land for housing, commerce, recreation, open spaces, public utilities and facilities and other land uses.

Policy LU-1.2. Establish land use designations, densities and intensities as shown in Table LU-1.

Policy LU-1.3. Manage and maintain the City's Official Zoning Map to ensure continued consistency with the Future Land Use Map (see Figure LU-1).

Policy LU-1.4. Implement land use designations through a clear regulatory process that ensures transparency, fairness and predictability in the land development process.

Policy LU-1.5. Review and reconcile the inconsistencies between zoning, shoreline designation and actual land uses along the Guemes Channel shoreline between Lovric's marina and Old Town area, as well as possible re-use of existing historic overwater structures in that area in a manner that minimizes impacts on the adjoining residential area on the uplands.



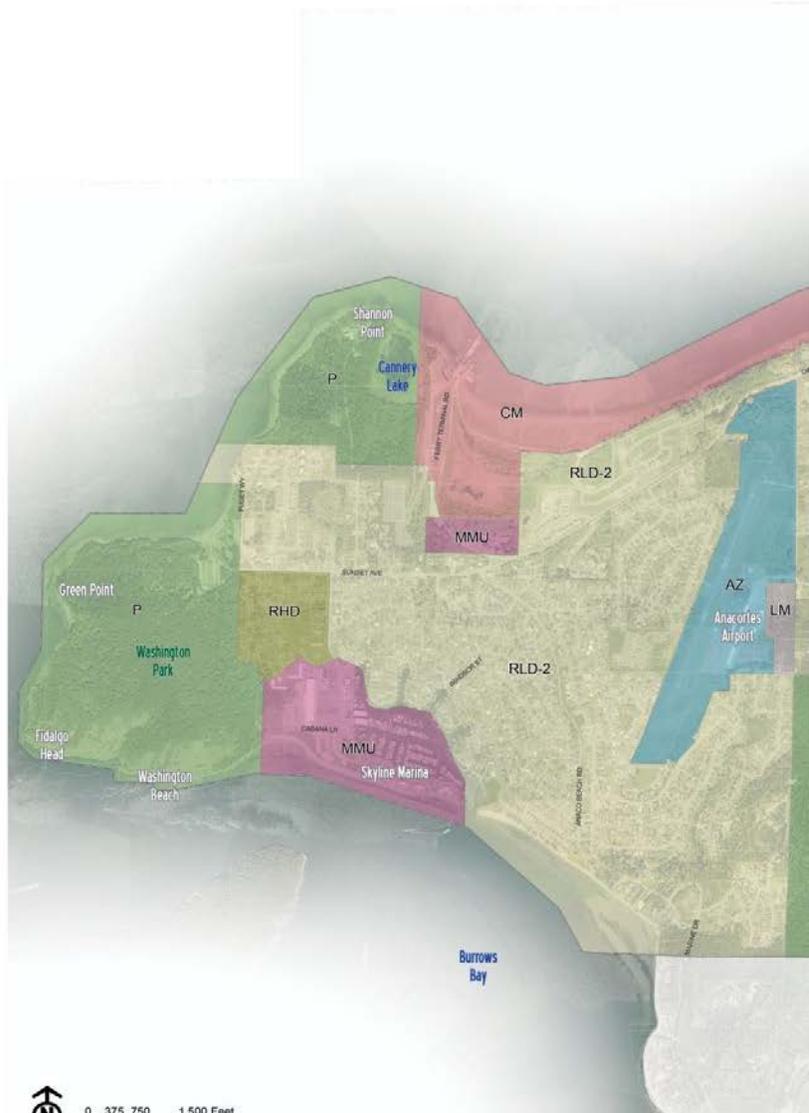
Figure LU-1: Future Land Use Map (west).



Future Land Use Map

Land Use Designation

 CBD	Central Business District
 C	Commercial
 CM	Commercial Marine
 MMU	Marine Mixed Use
 AZ	Airport Zone
 HM	Heavy Manufacturing
 I	Industrial
 LM	Light Manufacturing
 MS	Manufacturing/Shipping
 P	Public Use
 RHD	Residential High Density
 RMD	Residential Medium Density
 OT	Old Town
 RLD-2	Residential Low Density 2
 RLD-1	Residential Low Density 1
 Overlay Area	
 City Limit	
 UGA	



 City Limit
 UGA

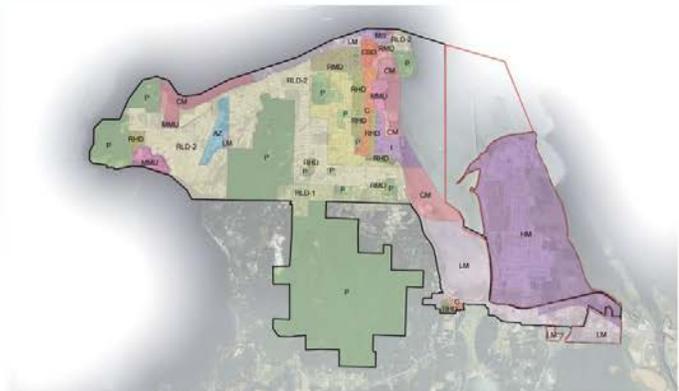


Figure LU-1: Future Land Use Map (east).

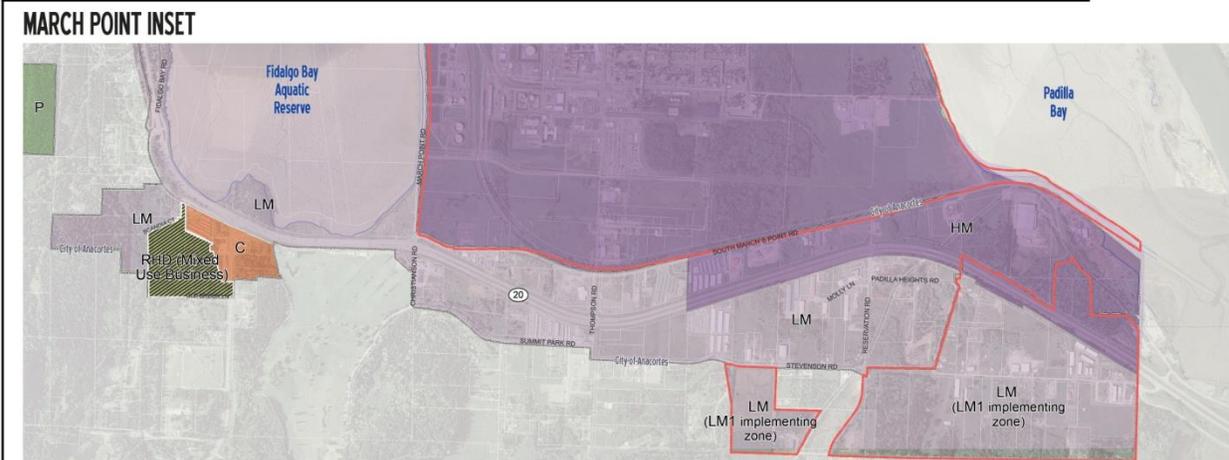
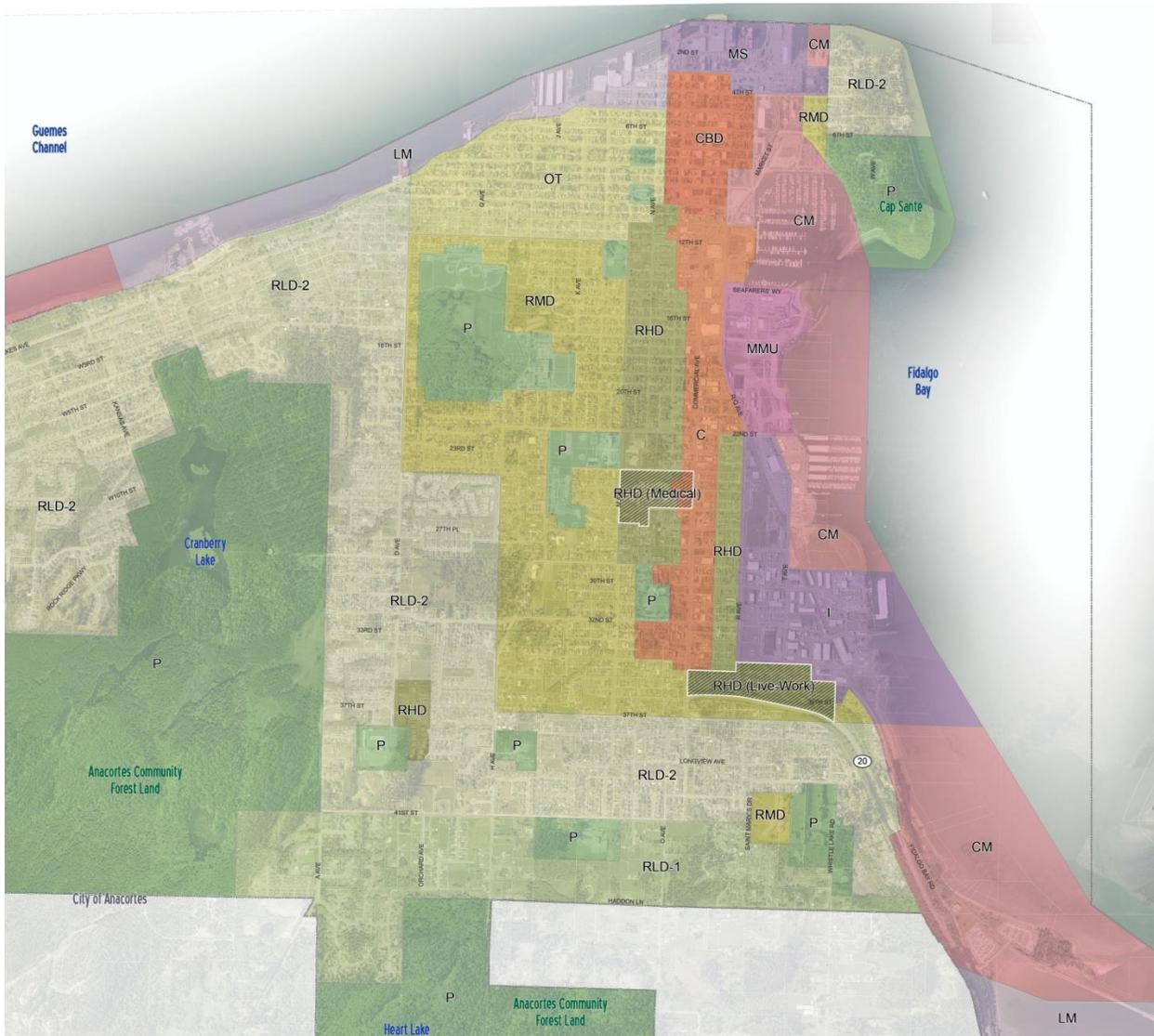


Table LU-1. Land use designations.

The allowed uses and densities noted herein are intended as a summary of key provisions to guide implementing zoning codes, and not as a complete description of all possible uses.

“Special topics to explore” are intended to document future potential considerations that may warrant additional review.

Land Use Designation	Implementing Zoning Designation
<p>Residential Low Density 1</p> <p><u>Purpose:</u> This designation provides for low density residential development in the southern end of the City that is inappropriate for more intensive urban development due to topography, the frequent presence of wetlands, the high cost and difficulty in extending public facilities, and the desire to create a lower intensity transitional area between the city and the surrounding unincorporated rural pasture, forest and agricultural land.</p> <p><u>Principal uses & density:</u> Single-family detached dwellings are the predominant dwelling type. Other dwelling types, such as accessory dwellings and cottage housing, may be allowed under certain circumstances. The permitted base density is up to 2 dwelling unit per gross acre. Densities up to 4 units per gross acre may be permitted via a special review process.</p>	R1
<p>Residential Low Density 2</p> <p><u>Purpose:</u> This designation provides for low density residential development in mostly established neighborhoods throughout the City. These areas are inappropriate for more intensive urban development due to the established character of the area and/or due to the area’s separation from transit uses and commercial services.</p> <p><u>Principal uses & density:</u> Single-family detached dwellings are the predominant dwelling type. Other dwelling types, such as duplexes, accessory dwellings and cottage housing may be allowed under certain circumstances. The permitted density is between 4 and 8 dwelling units per gross acre, depending upon the established development pattern and character of the area.</p> <p><u>Special topics to explore:</u> Accommodate affordable housing and tiny houses (see Housing Element). Explore option for 6,000 sf lots where compatible with existing development (east of Anacopper Mine Rd.).</p>	R2, R2a
<p>Residential Medium Density</p> <p><u>Purpose:</u> This designation provides for moderate density residential neighborhoods on lands that are suitable for urban development. These areas are conveniently located in relation to traffic routes, public utilities and community facilities.</p> <p><u>Principal uses & density:</u> Single-family detached dwellings are the predominant dwelling type. Other dwelling types, such as accessory dwellings, cottage housing, and low density multi-family may be allowed under certain circumstances. The permitted density is 7-14 dwelling units per gross acre, depending on the particular housing types used and established development pattern and character of the area.</p> <p><u>Special topics to explore:</u> Accommodate tiny houses (see Housing Element), reduce minimum lot size to 4,500 sf, and explore option for 3,000 sf lots where consistent with historic plats. Consider uses that provide neighborhood gathering places.</p>	R3 R3a
<p>Old Town</p> <p><u>Purpose:</u> This designation recognizes the unique heritage, scale, and character of the oldest residential area of the city by establishing standards to maintain the scale and character of the area.</p>	OT

Principal uses & density: Single-family detached dwellings are the predominant dwelling type. Other dwelling types such as accessory dwellings and duplexes, may be allowed under certain circumstances. The permitted density is 7-14 dwelling units per gross acre, depending on the particular housing types used and established development pattern and character of the area.

Residential High Density

Purpose: This designation provides for urbanized areas with a mixture of multifamily dwelling units that are within walking distance of public transit and commercial/employment areas and/or community facilities. This designation creates a transition from high intensity uses, such as commercial or industrial development, to lower intensity residential areas.

R4
R4a

Principal uses & density: A mixture of single and multifamily dwelling units. Some commercial uses may be permitted. There is no prescribed density limit, except in designated areas away from downtown and South Commercial Avenue (up to 18 dwelling units per gross acre).

Special topics to explore: Consider adopting density minimums for new development; and consider uses that provide neighborhood gathering places.

Central Business District

Purpose: This designation has been applied to the existing downtown commercial district in Anacortes. The purpose of the district is to reinforce downtown as the center of commercial, civic, and cultural activities within the city. Downtown is expected to accommodate new development while reinforcing and enhancing its historic pedestrian-friendly character and scale.

CBD

Principal uses & density: A broad mix of commercial, retail, professional office, civic and cultural, and residential uses. Active uses are required on the ground floor along Commercial Avenue and key side streets. Multi-story buildings and a mixture of uses are encouraged. New residential uses must feature transit-supportive densities (at least 15 dwelling units per gross acre).

Special topics to explore: Consider concept of a transitional zone or related land use and development standards provisions along the east side of Q Avenue.

Commercial

Purpose: This designation provides for a wide variety of general service, retail, commercial, and mixed-uses that serves local and regional residents and the traveling public.

C

Principal uses & density: A wide variety of general service, retail commercial, and professional office uses. Multifamily uses are encouraged on upper floors along South Commercial Avenue and are allowed on certain side streets. New residential uses must feature transit-supportive densities (at least 15 dwelling units per gross acre).

Marine Mixed-Use

Purpose: This designation provides for a special mix of commercial, cultural, recreational, and residential uses in a high amenity area along the waterfront or with special waterfront relationship. The design of uses is intended to emphasize the unique marine setting by providing marine access and views from public spaces and establishing/maintaining a pedestrian-friendly character.

MMU

Principal uses & density: The primary uses are commercial, hospitality, cultural, and recreational uses. Residential uses are encouraged in mixed-use structures and allowed in single purpose structures provided developments include a horizontal mix of uses. Multi-story buildings are encouraged provided they are designed and oriented to provide public

marine views and integrate human-scaled design details. New residential uses must feature transit-supportive densities (at least 15 units/acre).

Commercial Marine

Purpose: This designation is established in recognition of the unique and irreplaceable nature of certain marine sites in Anacortes and provides for a marine-oriented uses and commercial and industrial enterprises where orientation to navigable waterways and the tourism trade is of primary importance.

CM
CM1,
CM2

Principal uses & density: Marine-oriented commercial, recreational, and industrial uses. Tourism uses building on marine access and views are encouraged. Retail uses are limited to small scale establishments in support of primary uses. Large and multi-story buildings are allowed provided they are designed and oriented to provide public marine views.

Light Manufacturing

Purpose: This designation provides for a mix of industrial structures and uses, service commercial uses and limited retail uses that minimize external visual or physical impacts on adjacent properties and generally do not compete with uses in the CBD and C zones.

LM,
LM1

Principal uses & density: General service and light industrial uses that can be operated in a relatively clean, quiet, and safe manner compatible with adjoining uses. Retail and office uses are limited in scale or type to avoid competition with uses in the CBD and C zones.

Manufacturing & Shipping

Purpose: This designation provides for manufacturing and shipping uses that can utilize the deep waters of the Guemes Channel.

MS

Principal uses & density: Marine oriented manufacturing and shipping uses plus complementary support uses.

Special topics to explore: Consider concept of a transitional zone or related land use and development standards provisions for the area between T and U Avenues north of 4th Street.

Industrial

Purpose: This designation provides for manufacturing and closely related uses in areas with existing industrial uses or other areas with suitable land and transportation access that are buffered from residential and other uses that are likely to complain about industrial activities.

I

Principal uses & density: Industrial, research and development, repair, warehouse, shipping terminals that minimize external impacts to adjacent districts, and accessory uses.

Special topics to explore: Refine use, design, bulk and dimensional standards to promote desired development.

Heavy Manufacturing

Purpose: This designation provides for heavy manufacturing and closely related uses in the March Point area.

HM

Principal uses & density: Industrial, research and development, repair, warehouse, shipping terminals and related uses whose production process creates a potential hazard or nuisance to adjacent uses.

Public Use

Purpose: This designation is to allow for common public uses where the need arises and uses will not create a nuisance or interfere with existing uses.

P

Principal uses & density: Public parks and recreation facilities, open space, single family residences under certain circumstances, schools, and other public facilities.

Aeronautical Zone

Purpose: This designation provides for the Anacortes Airport and associated uses.

AZ

Principal uses & density: Airport and aeronautical related uses.

Table LU-2. Overlay designations

Some areas within the city have unique characteristics, special land uses and/or land use objectives that call for an overlay that would apply in addition to the base land use designation.

Special Land Use Overlays	Implementing Zoning Designation
<p>Medical Overlay</p> <p><u>Purpose:</u> This overlay designation provides for coordinated expansion of Island Hospital and growth of medical support uses in the immediate vicinity while minimizing the impacts on surrounding residential uses.</p> <p><u>Principal uses & density:</u> Hospitals and medical clinics in addition to permitted uses in the underlying zoning district. Uses are subject to height, density and other development standards in the underlying zone, unless modified by the overlay standards.</p> <p><u>Special topics to explore:</u> Refine overlay boundary, use provisions, and height provisions.</p>	MED-O
<p>Live/Work Overlay</p> <p><u>Purpose:</u> This overlay designation provides the opportunity to combine living and working spaces in individual units, provided the scale and impact of such non-residential uses is limited. This designation is appropriate for select R-3 and R-4 zones that are adjacent to commercial or manufacturing zones.</p> <p><u>Principal uses & density:</u> Small scale retail, commercial, and manufacturing uses are allowed if combined with a permitted use in the base zoning district. Subject non-residential activities shall be conducted indoors and external impacts minimized. Limited outdoor storage and sales may be allowed on a case by case basis provided measures are taken to minimize external impacts.</p>	LW-O
<p>Mixed-Use Business Overlay</p> <p><u>Purpose:</u> This overlay designation provides the opportunity to integrate non-residential uses together with residential uses. Such uses shall be limited to those uses that minimize external or physical impacts on residential uses. This designation is appropriate for select R-3 and R-4 zones that are adjacent to commercial or manufacturing zones.</p> <p><u>Principal uses & density:</u> Professional office, institutional, educational, and small scale retail in addition to permitted uses in the underlying district. Non-residential activities shall be conducted indoors and external impacts minimized.</p>	MUB-O

Goal LU-3. Historic Preservation. **Protect, preserve, and celebrate Anacortes's historic, cultural, and archeological resources.**

Policy LU-3.1. Support continued efforts by the Anacortes Historic Preservation Board (AHPB) in administering the City's historic preservation program. This includes identifying, evaluating, protecting, and enhancing historic properties.

Policy LU-3.2. Craft and maintain zoning regulations to balance the need to accommodate anticipated growth while preserving the City's historic resources and character. Consider techniques to integrate incentives and/or site design flexibility for preservation and/or reuse of historic structures.

Policy LU-3.3. Adopt design standards and guidelines that provide guidance on preserving, rehabilitating, reconstructing, or adding to designated historic and other older structures within the Central Business District, Old Town, and other applicable areas.

The standards and guidelines should also provide guidance to the design of new construction in historical settings so that such buildings are respectful of the historic context while discouraging designs that promote a false sense of historicism.

Policy LU-3.4. Participate in regional efforts to identify and preserve historic and cultural sites.

Policy LU-3.5. Acquire historical or cultural resources when feasible. Consider cost sharing for acquisition, lease, or maintenance with other public or private agencies or governments.

Policy LU-3.6. Incorporate interpretive signage, historic street names and features reflecting original historic designs into park projects, transportation projects, and buildings when feasible, as a means of commemorating past events, persons of note, and City history.

Policy LU-3.7. Provide assistance to developers, landowners, and interested citizens in obtaining grants and tax incentives for the reuse and rehabilitation of designated historic sites and buildings.

Goal LU-4. Resource protection & sustainable design. **Maintain and enhance Anacortes's robust environmental stewardship.**

Policy LU-4.1. Maintain and strengthen regulations to protect sensitive natural areas and pursue strategies/actions to restore degraded natural areas.

Policy LU-4.2. Update development regulations to emphasize sustainable design in new developments, including forms of Low Impact Development.

Policy LU-4.3. Encourage retrofits to existing development and infrastructure to reduce environmental impact. Explore providing incentives to residents and businesses that improve building energy performance and/or incorporate onsite renewable energy.



Example of new development that respects historic context (use of brick, detailing, articulation).



Policy LU-4.4. Develop policies and prescriptive designs to encourage property owners to landscape unimproved right-of-way with functional Low Impact Development features (e.g., bioswale, raingarden) or for use as private food gardens.

Please see the **Environment & Conservation Element** for additional guidance on the natural environment, including stormwater management.

Policy LU-4.5. Emphasize sustainable design/practice in public improvements and in the design/use of public facilities and events.

Key elements:

- Update public works standards, as necessary, to emphasize best practice sustainable design/practice.
- Incorporate consideration of physical health and well-being into the location and design of public facilities.

Policy LU-4.6. Explore the feasibility of an incentive zoning/development credit program.

For example, under such program, developers could have an option to purchase additional density credits or other zoning code flexibility. Funds from this purchase could go towards purchasing land or the development rights from property owners in sensitive natural/rural areas or toward some other public benefit.



Policy LU-4.7. Establish resource protection and sustainability goals, monitor development to track success in meeting those goals, and refine the implementation strategy as needed to help meet goals.

The City of Anacortes Community Energy Plan discusses the City's energy reduction goals and ways that the community can take action to reduce energy usage.

Goal LU-5. Community Gathering Space. *Preserve and develop inviting and distinctive gathering spaces, with the greatest emphasis in Downtown and commercial areas.*

See Policy LU-7.1D regarding downtown gathering space.

See Policies LU-8.1, 8.2, and 8.4 regarding central Fidalgo waterfront gathering spaces.

Policy LU-5.1. Maintain and extend the Guemes Channel Trail and waterfront esplanades integrating community gathering spots at strategic locations along the trail corridor.



Policy LU-5.2. Adopt development regulations that encourage the integration of usable public open space in commercial and mixed-use areas.

Policy LU-5.3. Maintain and enhance streetscape design standards that enable safe access for all users and enhance character and identity of the City.

Policy LU-5.4. Pursue strategic public/private partnerships with large developments to leverage high quality public space integrated with new development.

Policy LU-5.5. Continue to encourage public participation in the design of public spaces throughout the City.

Goal LU-6. Residential uses. *Preserve and enhance the quality, character and function of Anacortes's residential neighborhoods.*

Policy LU-6.1. Provide for a wide variety of housing types within the city to meet the full range of housing needs for Anacortes's evolving population.



- A. Accessory dwelling units (ADU). Allow for attached and detached ADU's in all residential districts provided size, design, and other provisions are included to promote compatibility with surrounding uses.
- B. Small lot single family. Allow for small lot single family development (lots smaller than 5,000 square feet) in the R3 zone provided design provisions that emphasize a pedestrian-oriented design and the inclusion of usable open space are included.
- C. Cottage housing. Encourage the development of cottage housing (a cluster of small homes around a common open space) in single family zones as an increasingly popular housing type, provided special design provisions are included to ensure a pedestrian-oriented design, inclusion of common open space, and strict cottage size limitations.
- D. Duplexes & triplexes. Encourage these housing types in the R3 and R4 zones provided design provisions that emphasize a pedestrian-oriented design and the inclusion of usable open space are included.
- E. Townhouses. Encourage the development of townhouses in the R-3, R-4 and on certain side streets in the C and CBD zones as an efficient and popular form of housing for a large demographic of Anacortes's population. Design standards emphasizing pedestrian-oriented design, façade articulation, and usable open space are particularly important.
- F. Senior and assisted housing. Encourage these housing types in the R-4 zone and under certain circumstances in the R3, and along certain side streets in the C, and CBD zones. Design standards emphasizing pedestrian-oriented design, façade articulation, and usable open space are particularly important.
- G. Walk up apartments and stacked flats. Encourage these housing types in the R-4 zone and in the C and CBD zones above shops and on side streets. Design standards emphasizing pedestrian-oriented design, façade articulation, and usable open space are particularly important.
- H. Live-work units. Promote opportunities to combine live and work spaces in the C and CBD zones and within Live-Work Overlay zones.



Cottage housing is typically a cluster of 4-12 small detached housing units that surround a common open space. Cottages are typically in the 600-1,200 sf size range and popular with singles, couples, empty nesters, and small families that desire a sense of community and don't want to maintain a large yard. They function as a niche housing type that would be popular among a smaller percentage of the population.



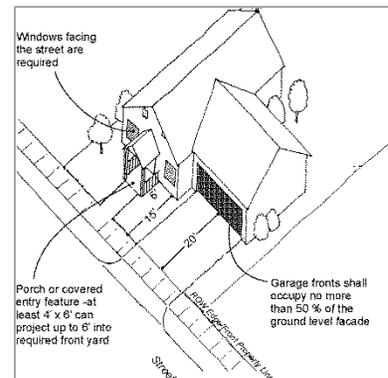
Policy LU-6.2. Protect the character of single family neighborhoods by focusing higher intensity land uses close to commercial and community services and transit.

Policy LU-6.3. Adopt design standards for small lot single family development to gracefully integrate these uses into existing neighborhoods in ways that maintain general neighborhood scale and character.

Key concepts to consider in the design standards:

- A covered entry facing the street.
- Minimize the impacts of garages and driveways on the streetscape.
- Provide usable open space on all single family lots.
- Maximum floor area ratio to better ensure that homes are proportional to lot sizes.
- Minimum amount of façade transparency to promote more “eyes on the street” for safety and to create a welcoming streetscape.

Policy LU-6.4. Adopt design standards for new multifamily development to promote neighborhood compatibility, enhance the livability of new housing, and enhance the character of residential and mixed-use areas.



Example small lot single family design standards.

Key concepts to emphasize in the design standards:

- Emphasize pedestrian oriented building frontages.
- Emphasize façade articulation consistent with neighborhood scale.
- Integrate high quality durable building materials and human scaled detailing.
- Provide for usable open space for residents.
- Provide compatible site edges and sensitive service area design.
- Provide for vehicular access and storage while minimizing visual and safety impacts of vehicles.
- Integrate landscaping elements to soften building elevations, enhance neighborhood compatibility, and improve the setting for residents.

Policy LU-6.5. Allow some compatible nonresidential uses in residential zones, such as appropriately scaled schools, neighborhood-scaled grocery stores, religious facilities, home occupations, parks, open spaces, and other uses that provide places for people to gather, senior centers and day care centers. Maintain standards in the zoning code for locating and designing these uses in a manner that respects the character and scale of the neighborhood.

Policy LU-6.6. Explore the development of zoning incentives to help meet housing diversity and affordability goals.

Examples could include residential density bonuses, variations in allowed housing type, or flexibility in regulations, if a proposal meets community goals for affordable, senior, size-limited or other types of innovative housing. If not permitted outright or through discretionary review processes, consider providing for these incentives through pilot programs or other innovative measures.

Goal LU-7. Downtown and South Commercial Avenue. Enhance the character and economic vitality of Downtown and the South Commercial Avenue corridor.

Policy LU-7.1. Maintain and strengthen downtown as the center for civic, retail, cultural, dining and entertainment activity in Anacortes.

- Encourage a mixture of uses downtown, including restaurants and taverns, retail, office, civic, cultural, lodging, and residential uses to support day and evening activities for all ages.
- Facilitate more opportunities for people to live downtown through regulatory changes and proactive communication with property owners and the development community. Key concepts:
 - Integrate zoning flexibility to allow single purpose multifamily residential on most side streets.
 - Consider increasing flexibility for minimum parking requirements.
- Craft and apply form-based design standards for downtown:

Key concepts to emphasize in the design standards:

 - Reinforce the historic storefront pattern on Commercial Avenue.
 - Accommodate a variety of pedestrian-friendly building frontages on side streets.



Example of façade articulation techniques.



Example design standards for in-structure parking.



- Promote the continued preservation and restoration/rehabilitation of historic and contributing buildings.
- Promote façade massing and articulation that complements historical context.
- Integrate high quality durable building materials and human scaled detailing.
- Provide compatible site edges and sensitive rooftop and service area design.
- Locate and design off-street parking to minimize impacts to the retail and pedestrian environment.

D. Emphasize downtown as the primary gathering place for Anacortes:

- Explore the development of a centralized public plaza space downtown.
- Continue to promote festivals and other special events downtown.
- Encourage the integration of public space and amenities associated with non-residential uses.
- Enhance the streetscape downtown to provide opportunities for outdoor dining, interaction, public art, and people watching.

E. Explore opportunities to build a new City Hall and promote adaptive re-use of the existing City Hall with uses complementary to other downtown uses.

F. Craft and maintain zoning and design provisions that emphasize a graceful transition between downtown and adjacent residential neighborhoods.

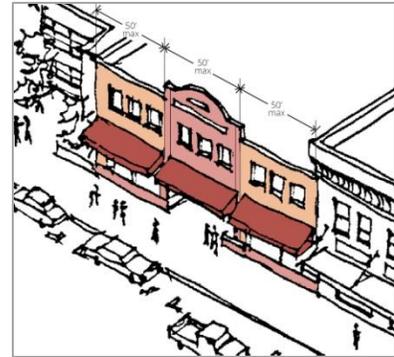
G. Encourage multi-story construction with underground or structured parking that facilitates transit-friendly densities and vibrant pedestrian-oriented streetscapes.

H. Identify and improve walking and biking routes to downtown as a pedestrian and biking-friendly destination. Provide safe methods such as textured crosswalk paths and bulb-outs where people can cross major streets at regular and convenient intervals.

I. Prioritize and implement recommendations in the Anacortes Parking Study, which identifies short and long-term strategies and alternatives for providing additional and better management of downtown public parking.

Policy LU-7.2. Strengthen the visual appearance and economic vitality of South Commercial Avenue.

- A. Maintain and strengthen the function of the corridor for retail, commercial, and service uses.
- B. Encourage residential development on side streets and in the form of mixed-use buildings (housing over shops) complementary to retail/service uses.
- C. Craft and apply form-based design standards for South Commercial Avenue:



Example of façade articulation.



Key concepts to emphasize in the design standards:

- Provide for pedestrian-friendly building frontages.
- Promote façade massing and articulation that reinforces Anacortes’s character and scale.
- Integrate high quality durable building materials and human scaled detailing.
- Encourage the integration of public space and amenities associated with non-residential uses.
- Emphasize landscaping elements as a major character defining feature of the corridor.
- Provide compatible site edges and sensitive service area design.
- Locate and design off-street parking to minimize visual impacts to South Commercial Avenue.

D. Design, implement, and maintain streetscape improvements to:

- Enhance the visual appearance of the corridor and character/identity of the city.
- Promote private investment in the corridor.
- Enhance and promote non-motorized access and transit use.

Goal LU-8. Fidalgo Bay and Guemes Channel Waterfronts. Maintain and **enhance Anacortes’s waterfront as a unique and irreplaceable environmental, economic, and recreational amenity for the city.**

Policy LU-8.1. Enhance physical and visual access to the water.

- A. Maintain and extend the Guemes Channel Trail and waterfront esplanade along the entire waterfront consistent with the goals and policies of the Shoreline Master Program.
- B. Enhance the pedestrian connections between downtown and Fidalgo Bay waterfront. Key considerations:
 - Improve pedestrian crossings on Q/R Avenue near Cap Sante Marina.
 - Consider options to re-establish logical connection between Q and Commercial Avenue near 12th Street.
- C. Explore improved transit connections to the Fidalgo Bay waterfront.
- D. Adopt design standards that promote site and building design that enhance physical and visual access to the water from streets, parks and other publicly accessible spaces.
- E. In partnership with other organizations, such as the Port of Anacortes, consider options for a public boat ramp on Fidalgo Bay.

Policy LU-8.2. Encourage public/private partnerships to facilitate coordinated development that balances economic, public amenity, environmental, and historical/cultural preservation goals.

Example concepts:

- Infrastructure agreements.
- Public space provisions.
- Provisions to encourage special/active waterfront uses – including lodging/conference facilities, recreational/cultural facilities.



Policy LU-8.3. Capitalize on maritime industry by making full use of sites already tailored to marine uses.

- A. Preserve Industrial-zoned land south of 22nd Street for future industrial businesses and potential for green industries.
- B. Encourage preservation of industrial waterfront at 22nd Street to provide for manufacturing access to water.
- C. Encourage the preservation of access to the dredged channel near 22nd Street.
- D. Encourage the development of a modern haul-out for vessels up to 150 feet to increase opportunities for local businesses and a work yard open to business and the general public.
- E. Consider improvements and upgrades to the existing city haul-out facilities.
- F. Retain open industrial space for large-scale manufacturing.



Policy LU-8.4. Adopt form-based design standards for the central Fidalgo Bay waterfront that promote coordinated development that enhances Anacortes's unique marine character.

- A. Provide for physical and visual access to the water.
- B. Create a coordinated network of internal roadways and walkways that serves the envisioned mix of uses and creates a distinctive setting and identity for the district.
- C. Provide for pedestrian-friendly building frontages.
- D. Encourage building layout, orientation, modulation, and articulation to reduce the perceived scale of large buildings, add visual interest, and establish a distinct design character for the district. Emphasize human scaled design components and details that add interest to facades and entries.
- E. Provide for building heights up to four stories with the ability to go to six-stories via incentives for public amenities, desired mix of uses, and/or integration of special design features.
- F. Encourage the integration of public space and amenities associated with non-residential uses.
- H. Emphasize landscaping elements as a major character defining feature.
- I. Include design provisions that seek to minimize potential negative conflicts between different uses. For example, provide compatible site edges and sensitive service area design.
- J. Locate and design off-street parking to minimize negative visual impacts to pedestrian areas and uses.



Example of a coordinated internal roadway network applied on the Central Fidalgo Bay waterfront.

Policy LU-8.5. Plans and regulations should take into account sea-level rise, tsunamis and other natural hazards.



Goal LU-9. Industrial & Manufacturing Areas. *Maintain and promote active use of industrial lands.*

Policy LU-9.1. Heavy manufacturing development should be contained in those general areas presently designated for Heavy Manufacturing (on March Point).

Policy LU-9.2. 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 LU-9.3. Encourage multiple business manufacturing development, providing a more stable economic base through diversity, as opposed to a single large manufacturing business.

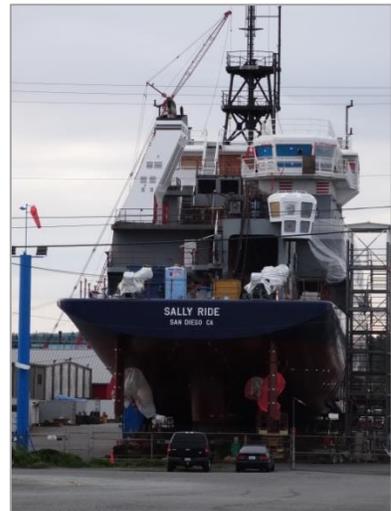
Policy LU-9.4. Limit non-industrial uses to those that are complementary to industrial activities in terms of access and circulation, public safety, hours of operation, and other land use activities.

Policy LU-9.5. Protect industrial and manufacturing lands from encroachment by other land uses, which would reduce the economic viability of industrial lands.

Policy LU-9.6. Develop industrial and manufacturing lands to minimize impacts on surrounding land uses, especially residential land uses.

Policy LU-9.7. New or additional industrial and manufacturing development should comply with the following criteria:

- A. Sewer, water, and communications services should be available or planned for the industrial site area.
- B. New sites designated for industrial use should have convenient access to existing or planned highways or major arterials.
- C. Consistent with the Environment and Conservation Element of the Comprehensive Plan.



Goal LU-10. Healthy Communities. *Promote land use and community design that encourages healthy living and good connectivity between compatible uses.*

Policy LU-10.1. Adopt development regulations that facilitate a complementary mix of uses within mixed-use centers that encourage more walking and bicycling between uses.

Policy LU-10.2. Adopt design provisions that provide for safe and attractive non-motorized connectivity between uses and amenities, with the frequency of connections commensurate with the envisioned intensity of land uses (e.g., housing, employment, community services, and amenities).

Policy LU-10.3. Adopt development regulations that encourage the integration of recreational space with multifamily development.

Policy LU-10.4. Integrate public recreational amenities accessible to all Anacortes residents, workers, and visitors, with highest priority on locations, facilities, and activities that best serve the community.

Healthy communities are designed, built and programmed to support the physical, mental, and social well-being of the people who live, work, learn and visit

Policy LU-10.5. Increase access to health foods by encouraging the location of fresh food markets and community food gardens in close proximity to multifamily uses and transit facilities through zoning regulations.

Goal LU-11. Growth management & regional coordination. **Emphasize compact growth to minimize sprawl and protect Anacortes's Community Forestlands.**

Compact growth helps conserve resources by reinvesting in existing infrastructure, designing walkable neighborhoods that have homes near shops and services and avoiding encroachment into sensitive areas.

Policy LU-11.1. Plan for accommodating anticipated growth within the City to protect surrounding forest and parklands, and minimizing sprawl, while strengthening Anacortes's unique marine character and identity.

- A. Provide for residential infill development opportunities throughout the city, but focus the highest intensity residential uses close to commercial and community services and transit.
- B. Provide for an adequate supply of land zoned for employment uses to support 20-year employment allocations as required by Skagit County County-Wide Planning Policies.
- C. Monitor and report growth as directed in Skagit County County-Wide Planning Policies.

Policy LU-11.2. Adopt user-friendly and coordinated development regulations that facilitate Anacortes's preferred land use pattern (e.g., allowed density, uses, and site provisions).

- A. Refine the land use code on an ongoing basis to make it easier to use by employing simple language, easy to read charts, and illustrative graphics.
- B. Monitor and refine the land use code as needed to facilitate the preferred land use pattern and development character.
- C. Integrate an appropriate balance of predictability and flexibility when updating development regulations that allow ease of administration and interpretation and offer optional ways of meeting requirements when possible.

Policy LU-11.3. Allow new development only where adequate public services can be provided.

Policy LU-11.4. Work with other jurisdictions and agencies, educational and other organizations, and the business community to develop and carry out a coordinated, regional approach for meeting the various needs of Skagit County communities, including housing, human services, economic vitality, public safety, utilities, infrastructure, parks and recreation, transportation, and environmental protection.



SUBAREA PLANS

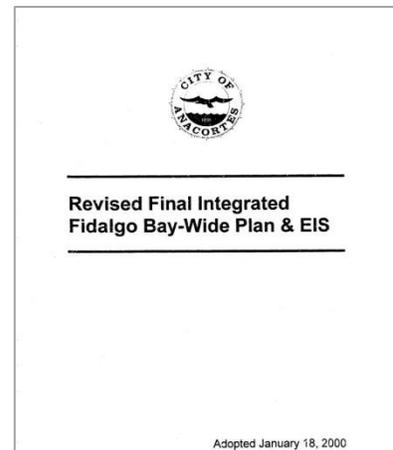
The following subarea plans have been adopted as a component of the Comprehensive Plan. Where there is a conflict between the goals and policies of these plans with the Comprehensive Plan, the goals and policies of the plan with the most recent adoption date shall apply.

- Fidalgo Bay-Wide Plan (2000)
- Anacortes Airport Subarea Plan (2005)

Consider subarea plans as a great tool to develop more detailed policies and implementation strategies for the following areas, as conditions evolve, opportunities arise, and funding is obtained:

- Central Fidalgo Bay waterfront
- Downtown
- South Commercial Avenue corridor
- Skyline Marina area
- SR-20 corridor/March Point
- Sharpe's Corner
- Maritime areas
- Residential neighborhoods
- Other areas as deemed appropriate

A **subarea plan** is a detailed plan for a portion of the city that is consistent with the comprehensive plan. A subarea plan can include economic considerations, land use, zoning, multi-modal circulation, environmental considerations, infrastructure, and community identity and design issues.



Housing Element

Introduction

The Housing Element addresses the preservation, improvement, and development of housing; identifies land to accommodate different housing types; and makes provisions for the existing and projected housing needs of all economic segments of the community. Anacortes's housing element seeks to ensure that there will be enough housing to accommodate expected growth in the city, and the variety of housing necessary to accommodate a range of income levels, ages, and special needs. At the same time, the element seeks to preserve existing neighborhood character by including policies that will keep new development compatible. This is an element in which multiple interests need to be balanced, including community character, demographic characteristics, affordability, and others.



The Housing Element is supported by a housing needs analysis, which quantifies existing and projected housing needs and identifies the number of housing units necessary to accommodate projected growth. This analysis is contained in the Housing Element Background Information (see Volume 2).

Goals & Policies

Goal H-1. Housing Supply and Variety. Provide for a sufficient quantity and variety of housing to meet community needs.

Policy H-1.1. Provide for an adequate supply of appropriately zoned land to accommodate the city's housing growth targets.

Policy H-1.2. Promote a variety of residential densities and housing types in all price ranges to meet a range of housing needs and respond to changing needs and preferences.

Policy H-1.3. Integrate smaller housing types, such as cottages, duplexes, townhouses, and accessory dwelling units, into residential neighborhoods.

Policy H-1.4. Consider the potential for development of tiny houses in selected areas of the city.

Policy H-1.5. Encourage infill development on vacant or under-utilized land.

Policy H-1.6. Evaluate barriers to achieving increased density in multifamily residential and mixed use zones and revise regulations if appropriate.

Policy H-1.7. Provide for development of multifamily housing in areas close to shopping, employment, services and public transportation.

Policy H-1.8. Provide for flexibility in subdivision development in order to promote environmental protection, encourage infill development, enhance



Tiny houses are often defined as houses of less than 400 square feet. Tiny houses can be more affordable and ecologically friendly than traditional larger houses and have been adopted as shelter for the homeless in some cities. A challenge to development of tiny houses is that building codes typically have a minimum size threshold above 400 square feet.

neighborhood character, employ low impact development techniques, and other similar goals.

Policy H-1.9. Encourage demonstration projects of innovative housing types or programs, such as co-housing, tiny houses, or others.

Policy H-1.10. Permit manufactured homes on individual lots in residential zones in accordance with the provisions of state and federal law.

Goal H-2. Neighborhood Character. Promote the stability and vitality of residential and mixed use neighborhoods.

Policy H-2.1. Encourage housing types and design that reinforce and enhance the character and scale of established neighborhood development patterns.

Policy H-2.2. Develop design guidelines, standards or other measures to achieve the following benefits:

- A. Allow growth without sacrificing Anacortes's unique small town character.
- B. Facilitate compatibility between existing and new housing.
- C. Integrate and connect multifamily developments with surrounding development to enhance a sense of community in neighborhoods.
- D. Allow for compatible integration of attached and detached accessory dwelling units in residential neighborhoods.

Policy H-2.3. Encourage rehabilitation and improvement programs to preserve the character and condition of existing housing.

Goal H-3. Housing Affordability. Provide for a range of housing opportunities to address the needs of all economic segments of the community.

Policy H-3.1. Encourage preservation, maintenance, and improvements to existing affordable housing.

Policy H-3.2. Develop meaningful, measurable goals and strategies that promote the development of affordable workforce housing to meet local needs and monitor progress toward meeting those goals.

Policy H-3.3. Support non-profit agencies and public/private partnerships to preserve or develop additional housing for very low, low and moderate income households.

Policy H-3.4. Support both rental and ownership forms of affordable housing in a variety of types and sizes.

Policy H-3.5. Locate affordable housing throughout the city and especially in areas with good access to transit, employment, education, and shopping.

Policy H-3.6. Consider a housing levy to provide ongoing funding for affordable housing.

Policy H-3.7. Consider developing an inclusionary zoning program as a means of increasing the City's affordable housing supply.

Policy H-3.8. Require that affordable housing achieved through public incentives or assistance remains affordable for the longest possible term.

Policy H-3.9. Evaluate land owned by the City and other public entities for use for affordable housing utilizing a community land trust,-or similar, -type model.



Co-housing is intentional, collaborative housing that includes private homes, shared activities and common facilities. Shared activities may include cooking, child care, gardening and community governance. Common facilities may include kitchen, dining room, child care area, offices, recreational facilities and others



Possible Workforce & Affordable Housing Strategies:

Incentive zoning. Development Incentives such as increased height or floor area ratio, could be tied to the provision of affordable housing or payment of a fee-in-lieu to an affordable housing fund.

Inclusionary zoning. Requires that a given share of new construction is set aside to be affordable to low to moderate income households.

Multi-family Tax Exemption (MFTE) Program. Washington state law authorizes this program, which offers a limited 12-year tax exemption from ad valorem property taxation if 20% of the housing is affordable.

Fee reduction or waivers. Costs associated with the development process, such as impact fees and building permit fees, can be reduced or eliminated to encourage selected types of development.

Policy H-3.10. Develop and implement a detailed affordable housing program that identifies specific actions to increase the supply of housing that is affordable to low to middle-income individuals and families.

Goal H-4. Special Needs. Provide housing options for special needs populations, including independent living for seniors, assisted living, memory care, drug & alcohol rehab and mental health facilities.

Policy H-4.1. Provide accommodation throughout the city for housing for people with special needs and avoid concentrations of such housing.

Policy H-4.2. Encourage the development of senior-friendly housing opportunities, particularly in areas near services and amenities.

Policy H-4.3. Promote a range of housing types for seniors; e.g., adult family homes, skilled nursing facilities, assisted living, and independent living communities.

Policy H-4.4. Support ways for older adults and people with disabilities to remain in the community as their housing needs change by encouraging universal design or retrofitting homes for lifetime use.

Policy H-4.5. Promote the provision of support services, including transportation options, to allow seniors and those with special needs to remain in their own homes or non-institutional settings.

Policy H-4.6. Support public and private housing and services for people who are homeless.



Special Needs Housing includes homes suitable for and occupied by people with one or more limitations, such as a physical or mental disability, long-term illness, or alcohol or drug issues. Examples include adult family homes, assisted living facilities, and group homes for people with developmental disabilities.

Goal H-5. Regional Collaboration. Actively participate and coordinate with other agencies in efforts to meet regional housing needs

Policy H-5.1. Encourage local and regional affiliations and alliances to provide affordable housing.

Policy H-5.2. Explore local and regional funding options to support development of housing for low- and moderate-income households.

Policy H-5.3. Work with other jurisdictions and health and social service organizations to develop a coordinated, regional approach to homelessness.

See Volume II of the Housing Element for additional discussion about **affordable housing needs** in Anacortes, including income levels and housing affordability.

Goal H-6. Monitoring. Implement Housing Element goals in a manner that is efficient and transparent.

Policy H-6.1. Evaluate and report on how the goals and policies of this Housing Element are being achieved.

Policy H-6.2. Monitor housing supply, type and affordability, including progress toward meeting a proportionate share of the countywide need for affordable housing for very low-, low-, and moderate-income households.

Policy H-6.3. Monitor local data and routinely reassess and adjust policies, strategies and regulations to improve effectiveness of programs to meet local housing needs



Economic Development Element

Introduction

Economic Development addresses the coordinated actions that can improve the economic health and standard of living of a community. It covers a broad spectrum of economic activities including business receipts, jobs and personal income, and tax base. The economic development element of the comprehensive plan establishes local goals, policies, objectives, and provisions for economic growth and vitality and a high quality of life.

The Growth Management Act requires that the element include: (a) a summary of the local economy such as population, employment, payroll, sectors, businesses, sales, and other information as appropriate; (b) a summary of the strengths and weaknesses of the local economy defined as the commercial and industrial sectors and supporting factors such as land use, transportation, utilities, education, workforce, housing, and natural/cultural resources; and (c) an identification of policies, programs, and projects to foster economic growth and development and to address future needs. The goals and policies are presented in this section; the description and evaluation of economic conditions is provided in the Background Information (see Volume 2).



Goals & Policies

Goal ED-1. Balanced Economy. Foster a balanced, diversified and sustainable local economy that **contributes to Anacortes's** high quality of life.

Policy ED-1.1. Pursue a balanced economy through the protection and enhancement of the community's natural, historical, and cultural amenities, and the improvement of the well-being of its residents.

Policy ED-1.2. Promote economic resilience by encouraging a diversity of businesses not reliant on a single business sector or large employer. Include strategies for increasing business sector diversity in the economic development strategic plan.

Policy ED-1.3. Provide a stable tax base to support the costs of desired public facilities and services.

Policy ED-1.4. Encourage expansion of existing employers and attraction of new employers that pay wages sufficient to support family households and fund needed public services.

Policy ED-1.5. Support existing commercial, manufacturing and industrial enterprises as a vital part of Anacortes's economy.

Policy ED-1.6. Facilitate the retention, growth and new location of small and locally-owned business.



Policy ED-1.7. Encourage low-impact home-based businesses in residential areas.

Policy ED-1.8. Invest in public facilities and services that improve business conditions and quality of life, and are affordable to residents and businesses.

Policy ED-1.9. Attract a diverse population, including artists, innovators, and families that contribute to a vibrant multigenerational community.

Policy ED-1.10. Support the development of an adequate range of affordable housing opportunities for the local workforce to increase the attractiveness of the city to employers.

Policy ED-1.11. Allow for live/work opportunities as described in the Land Use Element to expand options for small or startup businesses.

Policy ED-1.12. Develop a strategic plan for economic development in coordination with local stakeholders, such as the Port of Anacortes.

Policy ED-1.13. Engage in frequent communication with local businesses and resources outside the region to better understand industry trends, cooperatively plan for future needs and work toward common goals.

Policy ED-1.14. Provide state of the art broadband infrastructure, including high-capacity fiber optic cable, for business, education, public affairs, and consumer uses.

Live/Work Units are dwelling units that include ground floor working space. The working space could either be rented out or used by residents of the dwelling for permitted uses allowed in the applicable zoning district. Most commonly, live/work units are in the form of townhouses where the ground floor is level with the sidewalk and features generous floor to ceiling heights appropriate for commercial uses.

*The term **broadband** typically refers to high-speed Internet access that is always on. Broadband includes several high-speed transmission technologies, one of which is fiber. A broadband network can beneficially effect the economy by facilitating acquisition of knowledge and technical skills, increasing community competitiveness by attracting knowledge-based businesses, and improving efficiency and productivity.*

Goal ED-2. Retail & Commercial. Enhance commercial businesses which serve the community's needs for goods and services.

Policy ED-2.1. Encourage residents to support local businesses and keep money within the community.

Policy ED-2.2. Strive to recapture local household spending that currently goes to businesses in surrounding communities.

Policy ED-2.3. Encourage new businesses, such as small specialty retailers, mercantile, or complementary brand retailer, that provide goods not currently available within the community.

Policy ED-2.4. Encourage new businesses that serve local residents as well as visitors.

Policy ED-2.5. Promote the development of uses, such as high density residential and overnight accommodations, that maintain or increase shopper density within the Central Business District.

Policy ED-2.6. Encourage uses that provide gathering and meeting places.

Policy ED-2.7. Consider implementing limits on non-retail uses in core Central Business District areas after careful review of successful implementations elsewhere.

Policy ED-2.8. Consider providing for small commercial nodes in non-commercial zones, where appropriate access is available, in order to expand local neighborhood access to goods and services.

Policy ED-2.9. Encourage higher density residential development within and near the Central Business District as support for Downtown businesses.



*Please see the **Economic Development Background Information** in Volume 2 for more discussion about existing retail conditions and desired retail development in the City of Anacortes.*

Policy ED-2.10. Strive to provide for a range of sites for a variety of retail development including sites that serve auto-oriented customers as well as those serving pedestrians.

Policy ED-2.11. Explore the City’s potential role in providing incubator space for microenterprise and small start-up retail businesses that are consistent with the Comprehensive Plan goals and policies for commercial and retail areas.

Policy ED-2.12. Encourage development of circulation routes, signage, and information displays between Cap Sante Marina, Downtown and other commercial areas.

Policy ED-2.13. Provide for adequate, convenient, and safe parking for cars and bicycles in all commercial areas.

Policy ED-2.14. Encourage commercial businesses that provide professional, financial and medical services to residents and visitors.

Goal ED-3. Tourism. Maintain and enhance year round opportunities for sustainable tourism in keeping with the Community’s vision.

Policy ED-3.1. Pursue opportunities that recognize Anacortes’s unique historic heritage, culture, recreational amenities and natural setting.

Policy ED-3.2. Actively work with business and tourism associations as well as other local organizations to establish a brand for Anacortes as a recognizable tourist destination.

Policy ED-3.3. Consider creation of a City culture and tourism office to manage marketing and tourism promotion.

Policy ED-3.4. Enhance entrances to the City with extensive landscaping and appropriate signage.

Policy ED-3.5. Encourage activities and facilities that attract visitors throughout the year.

Policy ED-3.6. Encourage activities and facilities that serve residents as well as tourists.

Policy ED-3.7. Encourage development of expanded lodging options to support overnight stays by tourists and other visitors.

Policy ED-3.8. Attract users of Washington State Ferries and other nearby destinations to spend time in Anacortes and patronize local businesses.

Policy ED-3.9. Encourage development of a civic community gathering place and a destination events/concert/meeting/music venue or conference center with hotel in the downtown/waterfront area.

Policy ED-3.10. Expand the amount and variety of attractions available to visitors, such as a fishing pier, sawmill museum, or other attractions that build on Anacortes’s unique history and identity.

Policy ED-3.11. Promote Downtown Anacortes, including the Central Business District and Cap Sante Marina, the central Fidalgo Bay waterfront and south Commercial Avenue, as visitor destinations.



Policy ED-3.12. Coordinate marketing and programming of visitor activities to increase the length of potential visitor experience.

Policy ED-3.13. Coordinate marketing with other nearby attractions such as Deception Pass, Whidbey Island, and San Juan Islands.

Policy ED-3.14. Improve vehicular and pedestrian connections between downtown and the waterfront and downtown and the State Ferry Terminal, including potential development of a shuttle service

Goal ED-4. Manufacturing and Industrial. Strengthen the marine trades economy and encourage other manufacturing and industrial opportunities.

Policy ED-4.1. Leverage marine traditions while protecting the natural environment and balancing public use of shoreline areas.

Policy ED-4.2. Encourage location and retention of manufacturing, industrial, marine trade, high-tech and sustainable industry jobs that pay wages commensurate with the cost of living in Anacortes.

Policy ED-4.3. Support special purpose facilities, such as a heavy boat lift, and the deep water port to enhance the competitive advantage for marine trades and marine industrial uses.

Policy ED-4.4. Provide for adequate sites for supportive uses near marine dependent uses.

Policy ED-4.5. Provide for adequate sites for large scale manufacturing operations, including sites near navigation channels and truck routes.

Policy ED-4.6. Provide for maker spaces, incubator facilities and live/work options for smaller or startup enterprises.

Policy ED-4.7. Anticipate and plan for potential future desired uses at the March Point refineries as product types, manufacturing processes, economic competitiveness, and transportation methods change.

Goal ED-5. Other Growth Economic Sectors. Attract businesses in other sectors that offer growth opportunities and provide high wage jobs.

Policy ED-5.1. Identify and encourage development of industry clusters that that can share technologies, facilities and labor resources.

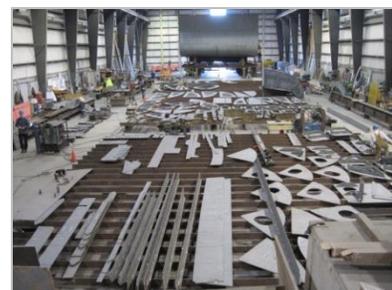
Policy ED-5.2. Attract knowledge-based enterprises offering alternative technologies and services, including green industries such as environmental services and energy technologies.

Policy ED-5.3. Encourage expansion of higher education opportunities locally through existing programs such as the Marine Technology Center and Shannon Point Marine Center, as well as attracting new educational facilities.

Policy ED-5.4. Support expansion of local medical care facilities as sources of jobs and income, as well as support services to the community.



A "maker space" is a space that combines manufacturing equipment, community and education for the purposes of enabling community members to design, prototype and create manufactured works that wouldn't be possible to create with the resources available to individuals working alone.



Goal ED-6. Provide Education and Training. Collaborate with educational institutions to meet employer and workforce needs.

Policy ED-6.1. Encourage opportunities to train the workforce to develop skills for new technologies and family-wage jobs.

Policy ED-6.2. Collaborate with educational facilities (NW Center of Excellence for Marine Manufacturing and Technology, Shannon Point Marine Center, Rosario Beach Marine Laboratory, Skagit Valley College, etc.) and other public and private institutions to provide education and training for a broad range of careers and interests.

Policy ED-6.3. Encourage educational opportunities in entrepreneurship, innovation and mentoring.

Policy ED-6.4. Encourage expansion of existing educational institutions.



Goal ED-7. Enhance regulatory predictability. Streamline regulations and permitting.

Policy ED-7.1. Provide an efficient, clear and economical permitting process as a means of enhancing the City's goal for quality customer service.

Policy ED-7.2. Craft land use and development regulations that offer a balance of predictability and flexibility.

Policy ED-7.3. Monitor local economic conditions and update economic development policies at least every five years.

Policy ED-7.4. Encourage the redevelopment of key and/or underused buildings and parcels through incentives and public/private partnerships.

Policy ED-7.5. Provide incentives for land uses that enhance the city's vitality through a variety of regulatory and financial strategies.

Policy ED-7.6. Support public/private partnerships to facilitate or fund infrastructure improvements that will result in increased economic opportunity.

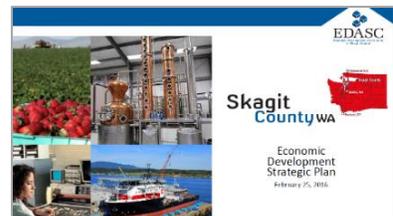
For example, incentives may include regulatory assistance to expedite approvals, density bonuses, fee deferral or reduction, tax incentives, and others.

Goal ED-8. Ongoing commitment. Continue to collaborate with public and private partners to pursue local and regional economic development.

Policy ED-8.1. Actively work with other jurisdictions, educational institutions, environmental groups, agencies, economic development organizations, and local business associations to stimulate business retention, and implement interlocal and regional strategies.

Policy ED-8.2. Improve marketing of the City's economic assets by:

- Inventorying and describing areas available for new and redevelopment activity.
- Engaging in cooperative activities with the Port of Anacortes, Chamber of Commerce, local businesses, state and county entities, tourist development agencies, Navy, private developers and realtors.



Please see the City of Anacortes Tourism Promotion Strategic Plan for more information.

- Considering establishment of a Community and Business Development office or role to support and facilitate location of new business in Anacortes consistent with the Community's vision.

Policy ED-8.3. Develop meaningful, measurable goals and strategies that promote community-desired economic development and monitor progress toward meeting those goals.

Environment & Conservation

Introduction

Anacortes is blessed with an abundance of natural beauty. Residents identify marine shorelines, streams, lakes, forested areas, and other natural features as defining features of the City. Preservation of these natural features is identified by the community as an important priority. This policy is expressed through the goals and polices that support environmental stewardship, protection of critical areas, and preservation of surface and groundwater quality.

The Environment & Conservation Element addresses numerous sustainability and healthy community goals and policies, including air quality, water quality, tree cover, and sustainable development practices.

The Environment and Conservation Element Background Information (Volume 2) contains the background data and analysis for this element.



Designated critical areas include frequently flooded areas, aquifer recharge areas, geologically hazardous areas, wetland protection areas and fish and wildlife habitat conservation areas.

Goals & Policies

Goal EC-1. Environmental protection. Serve as a leader in environmental stewardship of the natural environment for current and future generations.

Policy EC-1.1. Recognize the inter-relationship of natural systems, people and the economy and promote integrated and interdisciplinary approaches for environmental planning and assessment.

Policy EC-1.2. Work cooperatively with local, state, regional and federal governments and community organizations to protect and enhance the environment.

Policy EC-1.3. Promote and lead public education and involvement programs to raise public awareness about and involvement in environmental issues, advocate respect for the environment and demonstrate how individual actions and the cumulative effect of a community's actions can have significant effects on the environment.

- 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 and its surrounding waters.
- B. Develop and implement a program aimed specifically at reduction of litter and other nuisances.
- C. Support and encourage city and citizen involvement in local and national organizations and programs such as Tree City USA, Washington Department of Fish & Wildlife's Backyard Wildlife Sanctuary Program,



forest education programs, tree preservation, and shoreline stewardship programs.

- D. Promote public outreach activities aimed at encouraging water conservation and water recycling.
- E. Maintain a continually updated list of City, County and State planning, environmental and development documents at City Hall and the Anacortes Public Library for public review.
- F. Publish and make available information about programs to help private property owners maintain property in its historic or undeveloped state, such as tax benefits, the Nature Conservancy, Skagit Land Trust, City Historic Preservation Board sellback and leaseback, property donation, property exchange, cluster development, and transferrable development rights.
- G. Implement the educational provisions of the Critical Areas Ordinance.

Policy EC-1.4. Actively work with local, regional, and state agencies and private entities, to acquire and preserve larger tracts of key open space lands in the region, including through such programs as transfer of development rights (TDR).

Policy EC-1.5. Identify and inventory 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 EC-1.6. Provide opportunities for residents to have access to undeveloped natural areas where appropriate.

Policy EC-1.7. Work cooperatively with Skagit County in development of land use plans and review of development proposals to identify and protect habitat networks and critical areas on an interjurisdictional basis

Policy EC-1.8. Use the best available science to preserve or enhance the function and values of critical areas through regulations, programs and incentives.

Policy EC-1.9. Work with appropriate agencies and property owners to identify and facilitate the clean-up of contaminated sites.

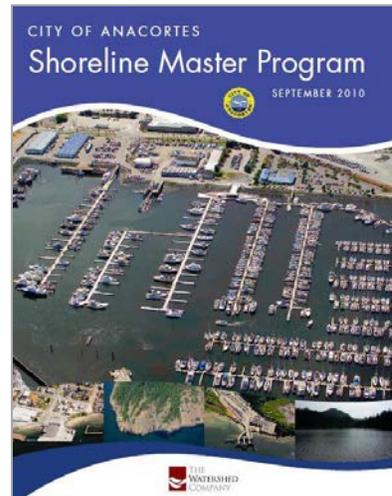
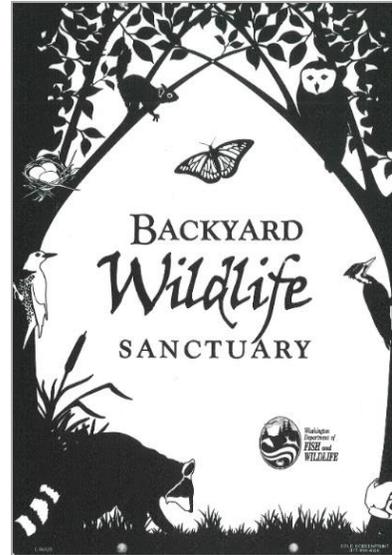
Goal EC-2. Marine waters and shorelines. Preserve, protect, enhance and restore shoreline natural resources.

Policy EC-2.1. Ensure that shoreline uses adhere to the goals and policies outlined in the City of Anacortes Shoreline Master Program (ASMP), including achievement of no net loss of shoreline ecological functions.

Policy EC-2.2. Encourage projects that restore, rehabilitate, and enhance shoreline resources.

Policy EC-2.3. Identify unique and sensitive shoreline areas and actively work with partner agencies and private property owners to enhance, restore and achieve permanent protection.

Policy EC-2.4. Develop a recreational and wildlife corridor along the Guemes Channel with links to other natural areas including Anacortes Community Forestlands (ACFL), Ship Harbor, and Washington Park.



The Anacortes Shoreline Master Program is a part of the Comprehensive Plan and is available online at www.cityofanacortes.org/codes_and_plans2.php.

Policy EC-2.5. Work to preserve and restore forage fish spawning areas as shown in the Fidalgo Bay Sub-Area Plan and its restoration element.

Policy EC-2.6. Soft armoring of shorelines is generally preferred over riprap or hard armoring.

Goal EC-3. Natural hazards. Reduce exposure to landslides, tsunamis and earthquakes.

Policy EC-3.1. Protect, and where feasible, enhance or restore existing shoreline and other flood-prone areas.

Policy EC-3.2. When development occurs within the 100-year floodplain, seek to minimize risk to people, property and the environment.

Policy EC-3.3. Promote soil stability through retention of existing vegetation.

Policy EC-3.4. Manage development in erosion hazard areas to minimize erosion.

Policy EC-3.5. Avoid potential impacts to life and property by strictly limiting land disturbance and development in landslide prone areas.

Policy EC-3.6. Support and promote seismic hazard preparedness efforts.

Policy EC-3.7. Integrate regulatory standards such as buffers and setbacks with hazard avoidance measures.

Policy EC-3.8. Coordinate hazard vulnerability assessments with programs for purchase or preservation of open space.

Policy EC-3.9. Update hazard mitigation and disaster plans a minimum of every five years as a joint effort with Skagit County in coordination with local agencies.

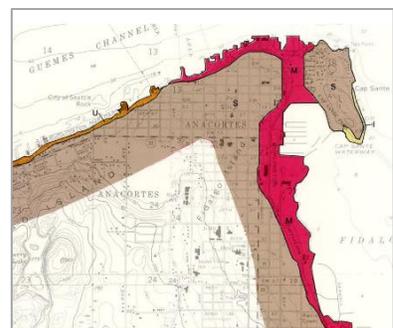
Policy EC-3.10. Coordinate related activities of City departments with the County, State, and Federal agencies.

Policy EC-3.11. Continue to compile and revise mapping of vulnerable areas by using City, County, State, and Federal databases. As 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.

Policy EC-3.12. Revise the Zoning, Subdivision, Critical areas regulations and the regulations portion of the Shoreline Master Program to incorporate hazard avoidance provisions and assure consistency of definitions and mapping.

Policy EC-3.13. Continue to update and maintain the City’s GIS database inventory of city infrastructure.

Policy EC-3.14. Support public outreach programs to encourage public awareness of potential natural hazards and emergency procedures that are in place, including places of refuge and emergency contact information. Educate people in disaster survival strategies.



WA Department of Ecology Coastal Zone Atlas – Slope Stability Map

Goal EC-4. Water quality. Protect and enhance water quality.

Policy EC-4.1. Work with neighboring jurisdictions, citizens and other partners to maintain and restore natural hydrological functions on a drainage basin level through providing education on and incorporating requirements that encourage Low Impact Development Techniques to facilitate mimicking the natural site drainage.

Policy EC-4.2. Promote the sustainable use of water resources, including conservation efforts.

Policy EC-4.3. Reduce pollution of surface and groundwater resources through regulations, programs and public education.

Policy EC-4.4. Conduct regular inspections and maintenance of City sewer and stormwater infrastructure according to public works policies to minimize negative impacts to surface and groundwater.

Policy EC-4.5. Require new and redevelopment to utilize stormwater best management practices, such as Low Impact Development and other natural drainage techniques.

Policy EC-4.6. Strive to minimize impervious surfaces in the City.

Policy EC-4.7. Require the proper use and maintenance of existing on-site septic systems and require connection to sanitary sewer system whenever possible.

Policy EC-4.8. Protect and preserve areas that are critical for aquifer recharge, such as wetlands, streams and water bodies.

Policy EC-4.9. Strive for “no net loss” of wetland acreage, function and value within each drainage basin over the long term.

Low Impact Development (LID) is a stormwater and land use strategy that strives to mimic pre-disturbance hydrologic processes. LID measures emphasize conservation, use of on-site natural features, site planning and integration of stormwater management practices into project design.



Goal EC-5. Fish & Wildlife. Protect and enhance fish and wildlife habitat.

Policy EC-5.1. Identify, plan for and preserve habitat areas, including wildlife corridors and areas with healthy native ecosystems, through development regulations and as part of the Parks and Recreation and ACFL Comprehensive Plans and the Open Space Connectivity Map.

Policy EC-5.2. Participate in regional species protection efforts, including salmon habitat protection and restoration.

Policy EC-5.3. Encourage the removal of invasive species and the replanting of natural vegetation.

Policy EC-5.4. With the exception of habitat improvements, stream alterations should only occur when absolutely necessary and should minimize adverse impacts to aquatic life.

Policy EC-5.5. Encourage residents and businesses to install and maintain landscaping that includes native plants and provides year-round habitat for birds and other wildlife.

Policy EC-5.6. Encourage the use of buffers between new development and the Anacortes Community Forestlands that reflect the nature of the existing vegetation, sensitivity of the habitat, and the type and intensity of human activity proposed to be conducted nearby.



Goal EC-6. Surface water. Maintain or improve the functional integrity of watercourses, wetlands, bodies of water and their shores.

Policy EC-6.1. Streams and wetlands should be examined in a basin-wide approach before adjustments to the system are considered.

Policy EC-6.2. Streams and wetlands should be maintained in their existing natural condition, or restored where appropriate.

Policy EC-6.3. Significant fills and excavations, which by their nature affect both surface and groundwater dynamics and habitat, shall be allowed only by permit process.

Policy EC-6.4. Inventory all significant drainage patterns and make this information available to City planners and residents.

Policy EC-6.5. Place appropriate restrictions on land surface modifications 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.

Goal EC-7. Recognize the importance of mature trees as an integral part of the ecology and heritage of the city.

Policy EC-7.1. Retention and protection of mature trees should be an essential consideration in project development and building plans.

Policy EC-7.2. Develop regulations which encourage tree retention and provide regulatory penalties for unauthorized tree removal.

Policy EC-7.3. Consider development of a permitting process to consider requests for removal of trees.

Policy EC-7.4. Educate people in the value of planting and retaining trees.

Policy EC-7.5. Maintain and enhance a street tree maintenance program on arterial streets and City-owned trees.

Policy EC-7.6. Where on-site tree retention or planting is not feasible, consider allowing off-site options for planting and restoration in order to meet tree retention requirements and achieve tree canopy coverage.

Goal EC-8. Sustainability. Increase the sustainability and efficiency of building practices in Anacortes.

Policy EC-8.1. Energy conservation shall be a goal in the design or remodeling of commercial, public and residential buildings

Policy EC-8.2. Encourage building and site designs that consider solar access of adjacent properties and that best offer opportunities for maximum use of southern exposures and the use of natural climate conditions.

Policy EC-8.3. Promote the use of environmentally friendly construction practices, such as those specified under certification systems such as Leadership in Energy and Environmental Design (LEED).



Leadership in Energy and Environmental Design (LEED) is a set of rating systems for the design, construction, operation, and maintenance of green buildings, homes, and neighborhoods.

Policy EC-8.4. Develop 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).

Policy EC-8.5. Encourage projects that utilize green energy strategies and innovative approaches to conserving resources by providing incentives such as flexibility in meeting regulatory requirements.

Policy EC-8.6. Promote sustainable building and site management and maintenance practices.

Policy EC-8.7. Encourage conversion of existing low-efficiency building stock to cost-effective and environmentally sensitive alternative technologies and energy sources.

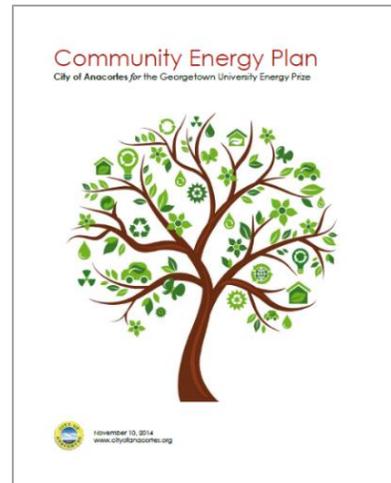
Policy EC-8.8. Encourage the creation of an energy conservation microloan program in partnership with other agencies.

Policy EC-8.9. Work with Puget Sound Energy to encourage conservation in street lighting and other public and private uses and support programs that encourage renewable energy production.

Policy EC-8.10. Become a leader in innovative energy efficiency and reduction strategies through support and implementation of programs such as the City of Anacortes Community Energy Plan.

Policy EC-8.11. Where consistent with the desired character and intensity of the zone, encourage renovation and adaptive re-use of existing buildings as a strategy to reduce waste and the need to expend energy in producing new materials.

Policy EC-8.12. Consider developing a sustainable energy task force to develop a strategic plan to assist in meeting City energy reduction goals.



Goal EC-9. Air quality.

Policy EC-9.1. Promote compliance with federal and state air pollution control laws and improvements to regional air quality in cooperation with the Northwest Clean Air Agency.

Policy EC-9.2. Maintain high air quality through land use and transportation planning and management.

Policy EC-9.3. Reduce the amount of airborne particulates through a street sweeping program, dust abatement on construction sites, covered loads of hauled materials, and other methods to reduce dust sources.



Goal EC-10. Noise.

Policy EC-10.1. Maintain noise regulations to limit noise to levels that protect the public health and that allow residential, commercial, industrial and manufacturing areas to be used for their intended purposes.

Policy EC-10.2. Adopt provisions to help ensure that mixed-use developments are designed and operated to minimize noise impacts. Measures may include provisions controlling uses, design and construction measures, and timing requirements.

Policy EC-10.3. Require buffering or other noise reduction and mitigation measures to reduce noise impacts from Commercial and Industrial zones on residential areas.

Goal EC-11. Light Pollution. Reduce light pollution.

Policy EC-11.1. Minimize and manage ambient light levels to protect the integrity of ecological systems and public health without compromising public safety and cultural expression.

Policy EC-11.2. Design and construct night lighting to minimize glare and to avoid light spillover onto nearby properties.

Policy EC-11.3. Minimize overhead lighting that would shine on the water surface of the City's shorelines or streams. Encourage the use of pedestrian level or shaded lighting when providing lighting along the Tommy Thompson and Guemes Channel Trail.

Policy EC-11.4. Establish design standards and other regulations, where appropriate, that employ "dark skies" approaches.

Dark Skies standards seek to reduce light pollution by addressing urban sky glow, glare, light trespass, and light clutter. Excessive artificial light can disrupt the ecosystem, impact human health, and waste resources.

Goal EC-12. Food security. Promote a resilient local food system.

Policy EC-12.1. Support efforts to identify food vulnerabilities and formulate strategies to increase food resilience.

Policy EC-12.2. Support community workshops, educational programs and local farmers markets that encourage local food production.

Policy EC-12.3. Promote increased access to locally-grown foods by providing space for community gardens, encouraging growing food in backyard gardens, and encouraging the location of fresh food markets and community food gardens in close proximity to multifamily uses and transit facilities.

Policy EC-12.4. Support a local food system that includes a diversity of food sources, encourages consumption of local, healthy foods with a low carbon footprint, minimizes adverse impacts to eco-systems, and minimized food waste.

Policy EC-12.5. Support development of infrastructure for processing and storing food.



Goal EC-13. Climate Change. Anacortes should be a regional leader in mitigating and adapting to climate change.

Policy EC-13.1. Support local community and multi-jurisdictional efforts to raise awareness, address the impacts of, and develop solutions to the challenges of climate change.

Policy EC-13.2. Consider a multi-pronged approach to climate change adaptation and mitigation, including support for energy efficiency (Anacortes Community Energy Plan), promotion of "green energy", vehicle trip reduction, and environmental protection.

Policy EC-13.3. Advocate for administrative practices, land use patterns, transportation systems, and building practices that will reduce greenhouse gas emissions.

Climate change impacts may include declining snowpack negatively affecting regional water supplies, higher temperatures increasing risks to forestry from wildfires and insect pests, negative impacts on coastal areas resulting from sea-level rise and decreasing habitat for cold-water fish, such as salmon.

Policy EC-13.4. Initiate efforts to identify potential local climate change impacts on built, natural and human systems and conduct a vulnerability assessment.

Policy EC-13.5. Recognize that the information surrounding climate change is constantly evolving and track the best available science to use for planning purposes.

Policy EC-13.6. Consider climate change impacts, including sea level rise, when conducting review of proposed land use and transportation actions and programs.



Parks, Recreation & Open Space

Introduction

The Parks, Recreation and Open Space Element guides expansion of Anacortes's park system over the coming years. It reflects the community's vision for the park system and Anacortes Community Forestlands and supports opportunities for healthy and active living. It also supports other plan elements, such as the Environment & Conservation Element (through discussion of conservation of natural areas) and the Land Use and Transportation Elements (through discussion of paths and trails.)

The element draws its goals and Policies from the City of Anacortes's Parks & Recreation Department Comprehensive Plan and the Anacortes Community Forestlands Comprehensive Plans. The Plans were adopted in 2009 and meet the requirements of the Washington State Recreation and Conservation Office. The plans offer a comprehensive look at the park and forestlands system, including existing facilities, community interests, demand and need for services, funding implications for improvements and ongoing maintenance. They provide a solid basis of information for prioritization and decision-making on parks and recreation facilities and services. The Plans are being updated to incorporate updated growth targets and other emerging issues. The information will be incorporated into this element, as needed, once the updates are complete.



Goals & Policies

Goal PR-1. Park & Recreational Facilities. Provide a range of high quality and easily accessible park and recreational areas, facilities and opportunities that will serve a wide range of age groups, recreational interests and ability levels.

Policy PR-1.1. Provide park areas that are convenient to and accessible for the residents of Anacortes.

Policy PR-1.2. Provide programs for as many people of diverse abilities, ages, and genders as our resources allow.

Policy PR-1.3. Provide facilities and activities that are accessible per ADA standards and are sensitive to issues of universal accessibility in spirit. Increase awareness of accessible features via signage, publicity, and other means.

Policy PR-1.4. Provide a balance of both active and passive recreation opportunities that encourage active lifestyles, facilitate lifelong participation and generate a respect for the natural environment.



Americans with Disabilities Act (ADA) is a civil rights law that prohibits discrimination against individuals with disabilities.

Policy PR-1.5. Develop a comprehensive multi-purpose trail system to serve recreational and non-motorized transportation functions for a variety of users, including handicapped-accessible routes where feasible.

Policy PR-1.6. Improve the arterial and neighborhood street system in the City to make provision for bicycle and pedestrian connections.

Policy PR-1.7. Support and encourage the Anacortes Community Forest Lands Management Plan's provisions for the maintenance of a trail system for recreational users.

Policy PR-1.8. Develop a long range master plan for the provision of recreational programs and services.

Policy PR-1.9. Include neighborhood pocket parks when appropriate to allow for community connections.

Policy PR-1.10. In cooperation with community partners (e.g. Anacortes School District, the Boys & Girls Club, etc.) explore options for potential development of a community center as a place where people can gather and recreate.



Goal PR-2. Shoreline Access. Increase the opportunities for public access to and enjoyment of the shorelines of Anacortes, including both physical and visual access.

Policy PR-2.1. Place a high priority on completing the multi-use trail along Guemes Channel from the Depot Arts Center to Washington Park with links to other natural areas including the ACFL and Ship Harbor Interpretive Preserve.

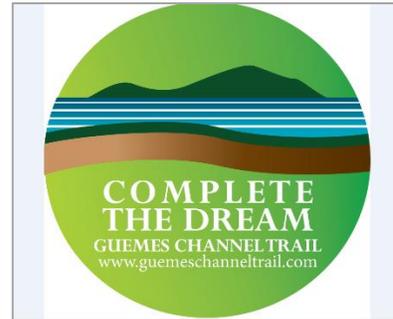
Policy PR-2.2. Pursue public-private and other agency partnerships in developing conveniently-spaced public access points to the Guemes Channel trail that include parking and other facilities that are designed to be compatible with their surroundings.

Policy PR-2.3. Work with the Port of Anacortes to develop and interconnect Cap Sante Marina and surrounding areas including:

- A. Continuing to support transient moorage facilities.
- B. Developing a public fishing pier.
- C. Enhancing landscaping, roadways, signage and pedestrian walkways.
- D. Developing a small boating facility and associated parking.

Policy PR-2.4. Develop a public trailered boat launch adjacent to the downtown area.

Policy PR-2.5. City owned rights-of-way or street ends that afford access to, or views of, marine shorelines should be evaluated for suitability as street end parks and/or wildlife corridors and developed as such if appropriate.



Goal PR-3. Efficient Parks Program Management. Provide parks, open space, recreation facilities, and a comprehensive recreation services program to the citizens of Anacortes in a well-run, economical and cost-effective manner.

Policy PR-3.1. Develop safe, high quality facilities that serve multiple purposes and functions whenever appropriate.

Policy PR-3.2. Avoid duplication of recreational programming with non-departmental organizations unless the demand for additional programs exceeds the supply.

Policy PR-3.3. Manage recreation on an economically sound basis, evaluating the need for fees on a case-by-case basis.

Policy PR-3.4. Provide leadership for all park and recreation activities in Anacortes by assisting other agencies, groups and individuals in their efforts to improve their quality of life. Act as a catalyst to help special interest groups organize and run their own programs, especially when for the benefit of local residents.

Policy PR-3.5. Foster and promote stewardship of the Anacortes Park and open space system.

Policy PR-3.6. Place planning emphasis on the development of a linked system of parks and open spaces.

Policy PR-3.7. Broaden the public understanding of parks to include sidewalks, boulevards, street ends and open space on other public properties.

Policy PR-3.8. When developing acquisition plans for new parks consider and provide for maintenance and operations costs.

Policy PR-3.9. Prepare master plans for development or improvement of existing parks based upon real needs.

Policy PR-3.10. Recruit, involve, and utilize volunteers in the planning and delivery of park and recreation programs.

Policy PR-3.11. Develop and implement parks and maintenance procedures that enhance the quality and durability of our park facilities.

Policy PR-3.12. Maintain adequate funding sources for parks and recreation planning, development, management and maintenance and maintain a plan for capital improvements to guide capital expenditures, utilizing City funding, grants, and fees for programs.

Policy PR-3.13. Continue to promote close working relationships with the Anacortes School District, Skagit County, the Port of Anacortes, citizen groups, volunteers and others who provide recreation programs and services including jointly funded projects where applicable.



Goal PR-4. Community Engagement. Engage the public in decisions about planning, acquisition, development and management of the park and recreation facilities and programs.

Policy PR-4.1. Maintain community engagement and a public feedback system to increase the community's awareness of and involvement in such issues as changes in recreation interests, park maintenance, city operations and services, etc. through the Parks and Recreation Advisory Committee and Forest Advisory Board.

Policy PR-4.2. Utilize the Parks and Recreation Advisory Committee and Forest Advisory Board's monthly meetings to hear public comments and take feedback on community interests and concerns.

Policy PR-4.3. The Parks and Recreation Advisory Commission will advise the City Council regarding the management of the Ship Harbor Interpretive Preserve. The Commission shall receive input from a subcommittee made up of interested community members who should have representation from environmental educators, the Shannon Point Marine Research Center, Evergreen Islands, Friends of the Forest, Anacortes School District, Samish Nation, Washington State Ferry System and others as appropriate.

Policy PR-4.4. The ACFL Advisory Board will advise City Council on management of all the lands that formerly comprised Heart Lake State Park, as well as Mt. Erie including the summit; and the area around Little Cranberry Lake dedicated in 1964 by City Council as Little Cranberry Lake Park.

Policy PR-4.5. Use a variety of modalities to communicate with the public including direct mailings, the City of Anacortes website, the government access television channel, e-mail lists, local popular press, local radio station, etc.



Goal PR-5. Parks Facilities Maintenance. Develop and implement parks and maintenance procedures that enhance the quality and durability of our park facilities.

Policy PR-5.1. Provide a high level of maintenance for all City facilities appropriate to the needs of the park.

Policy PR-5.2. Develop specific maintenance plans for some areas of the park system that address staffing priorities, equipment needs, etc.



Goal PR-6. Parks Funding. Ensure adequate funding sources for parks and recreation planning, development, management and maintenance and maintain a plan for capital improvements to guide capital expenditures.

Policy PR-6.1. Prepare, maintain and implement a comprehensive park, recreation and open space plan that fulfills the requirements of state and local granting agencies.

Policy PR-6.2. Pursue grant funding as appropriate to acquire and develop parks facilities and recreation programs.

Policy PR-6.3. Establish an operating budget that addresses the public demand, needs and interests as expressed in public opinion surveys.

Policy PR-6.4. Develop a fees and charges policy for residents of the City of Anacortes that is based on the ability to pay with costs shared between the City and the user.

Policy PR-6.5. Work with Skagit County to develop a specific approach to meeting the needs of those people living outside the City limits but likely to utilize City park and recreation services.

Policy PR-6.6. Require new residential development to provide impact fee payments to the City.

Policy PR-6.7. Adjust park impact fees to keep park facilities current with growth.

Policy PR-6.8. Foster partnerships and cooperative efforts with other agencies, jurisdictions, citizen groups and volunteers in planning for parks, recreation and open space opportunities.

Policy PR-6.9. Continue to promote close working relationships with the Anacortes School District, Skagit County, the Port of Anacortes and others who provide recreation programs and services including jointly funded projects where applicable.

Goal PR-7. Environmental Stewardship. Design, construct and manage parks facilities and programs with sensitivity to the protection and restoration of environmental resources and natural habitats.

Policy PR-7.1. Design and operate all park projects to comply with the City's Critical Areas, Tree Preservation, Stormwater and Shoreline Regulations.

Policy PR-7.2. Include greenbelts in new park development or park redevelopment where appropriate; these greenbelts should include pedestrian connections, wildlife corridors and park / forestland buffers wherever practicable and reasonable.

Policy PR-7.3. Provide recreational opportunities while preserving and enhancing the resource value of each site (natural, cultural, historic, and recreational, etc.).

Policy PR-7.4. Promote stewardship of native habitat for wildlife and native vegetation where the choice contributes to habitat value in parks or areas of parks with natural lands, especially for sensitive habitats and habitats that are in decline.

Policy PR-7.5. Maintain or improve the functional integrity of water-courses, wetlands, bodies of water and their shores by keeping them in their existing natural condition where appropriate or restoring them as appropriate.

Policy PR-7.6. Continue to reduce the use of chemical fertilizers, pesticides and herbicides and to test the use of less toxic alternatives, particularly in areas immediately adjacent to waterways and wetlands.

Policy PR-7.7. Continue program to remove non-native invasive plant species from parks, the ACFL and city green spaces.

Policy PR-7.8. Increase recycling collection, purchase recycled products and promote energy conservation in parks facilities.



Policy PR-7.9. Purchase alternative fuel vehicles and requirement when appropriate for parks maintenance needs.

Policy PR-7.10. Take measures to minimize storm water runoff from park grounds using Low Impact Development (LID) when appropriate.

Policy PR-7.11. For storm water discharge from Anacortes Parks, provide treatment that effectively reduces or eliminates trash, oil, toxicants and fecal bacteria being discharged to marine water of the Puget Sound when appropriate.

Policy PR-7.12. Review and implement environmentally sound practices. This could include looking at water consumption, electrical power consumption, paper use, fertilizer use, herbicide use, gas consumption, etc.



Goal PR-8. Forestlands Management. Manage the Anacortes Community Forestlands (ACFL) with the principal goals of maintaining and enhancing habitat, aesthetic, and recreational values.



Policy PR-8.1. The Anacortes Community Forestlands (ACFL) are critical areas having the designation as a Wildlife Habitat Conservation Area.

Policy PR-8.2. Acquisition and habitat restoration funding for the ACFL, shoreline areas, and wildlife corridors will remain a high priority.

Policy PR-8.3. The Anacortes Community Forestlands should be managed to maintain their pristine and/or fragile environmental and to preserve watersheds, wildlife habitats, wetlands, and aesthetic values, while providing for appropriate low-impact recreational uses with priority for residents.

Policy PR-8.4. Continue to work towards the placement of conservation easements on all lands either currently in or added to the ACFL.

Policy PR-8.5. Continue to support the basic operation of the ACFL with General Fund dollars and augment that with interest from the Forest Endowment Fund.

Policy PR-8.6. Continue to work to find ways to fund the Forest Endowment fund either with the Conservation Easement Program or some other program that can be as successful as the CEP.



Goal PR-9. Open space connectivity. Establish and acquire a network of open space and public access corridors.



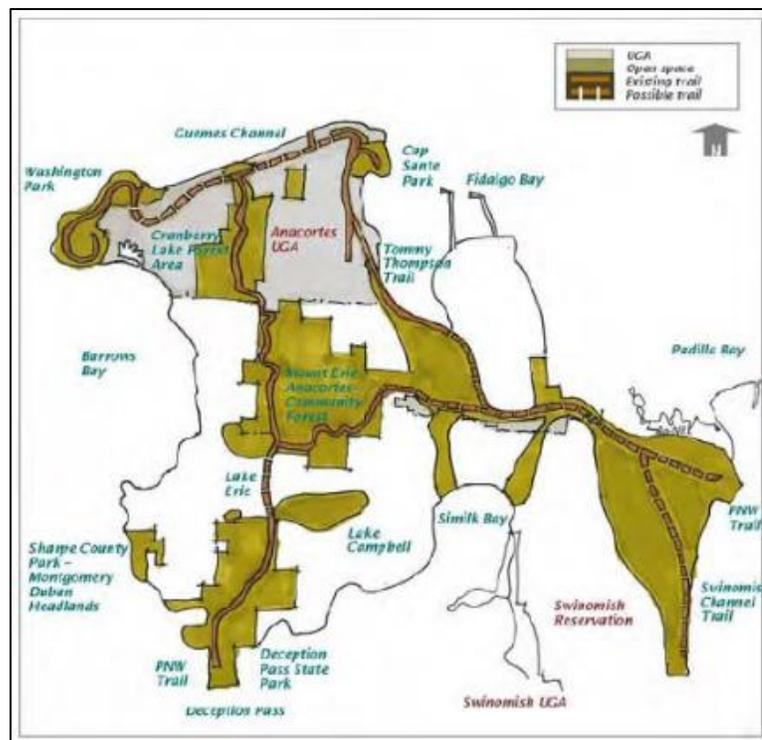
Policy PR-9.1. Develop an integrated open space network plan that identifies connection opportunities between historical, cultural, aesthetic, archaeological, biological, natural, recreational and educational sites.

Policy PR-9.2. Maintain and periodically update the “Open Space Connectivity Map” to identify greenbelt and open space areas within the urban growth area and between urban growth areas, generally consistent with the Skagit Countywide UGA Open Space Concept Plan (2009). This includes connections that link the Tommy Thompson Trail, Cap Sante, Washington Park, the downtown, marinas, city trails, schools and other assets; and links between the Community Forestlands and Deception Pass State Park.

Policy PR-9.3. Funding the protection of open space required for habitat, wildlife movement, public access, non-motorized recreational corridors, and similar purposes shall continue to be a City priority.

Policy PR-9.4. Unopened or under-developed rights-of-way shall be evaluated for use as non-motorized public and community access and wildlife corridors prior to granting any vacation or encroachment easement.

Policy PR-9.5. Consider methods to preserve areas with open space value adjacent to Anacortes Community Forestlands, including native growth protection easements and building setbacks.



Skagit Countywide UGA Open Space Concept Plan (2009)

Transportation Element

Introduction

The Transportation Element aims to ensure that the city's transportation system supports land uses envisioned by the Comprehensive Plan. Being a smaller town, Anacortes does not have some of the usual transportation problems found in large cities, such as multiple fatalities every year or a large freeway bisecting town but the city does have some challenges nevertheless. Some of these are: limited transit service, a desire for safe, non-threatening, non-motorized travel through town, a state highway running through the City and a vibrant downtown very close to a busy port with its associated truck traffic. In order to address these challenges, the goals and policies in this element are intended to promote more efficient use of existing roads, a shift of traffic to other modes, and a reprioritizing of modes to make the City more accessible for all.

The Transportation Element is supported by, and inter-connected with, many other elements of the Comprehensive Plan. In particular, the transportation system needs to be designed and sized appropriately to support the same population and employment growth as described in the Land Use Element.

As required by the Growth Management Act, the Transportation Element must demonstrate that there is enough transportation system capacity to serve the land uses that are planned, and to serve them at the level of service established in the goals and policies. This element also needs to include a financing plan to show how planned transportation improvements will be funded. This Transportation Element satisfies these requirements.

The Transportation Element Background Information contains the background data and analysis that provide the foundation for the Transportation Element goals and policies.

Comprehensive Plan

The GMA requires consistency between the land use and transportation elements of the comprehensive plan. Since this Transportation Plan is the transportation element of the plan, it must be consistent with the balance of that comprehensive plan.

The GMA also requires regional consistency between the countywide planning policies regarding transportation and this transportation plan.

This section of the transportation element examines the relationship between the Comprehensive Plan, the Skagit County Countywide Planning Policies and this plan.



Countywide Planning Policies

Under the GMA, countywide planning policies are the foundation for determining the regional consistency of planning documents. The Skagit Council of Governments (SCOG) updated the Skagit 2040 Regional Transportation Plan (S-RTP) in March of 2016. This plan is a long-range transportation plan that is guided by eight planning principles identified in the RCW 47.04.270, Washington State policy goals. The Federal planning principles are found in 23 CFR 450.306. These are as follows:

- **Economic Vitality:** To promote and develop transportation systems that stimulate, support, and enhance the movement of people and goods to promote a prosperous economy.
- **Preservation:** To maintain, preserve, and extend the life and utility of prior investments in transportation systems and services.
- **Safety:** To provide for and improve the safety and security of transportation users; and the transportation system.
- **Mobility:** To improve the predictable movement of goods and people throughout the region.
- **Environment:** To enhance regional quality of life through transportation investments that promote energy conservation, enhance healthy communities, and protect the environment.
- **Stewardship:** To continuously improve the quality, effectiveness, and efficiency of the transportation system.

The policies proposed in this document are consistent with the Skagit County Countywide Planning Policies.



Goals and Policies

Goal T-1. Operations, Maintenance, Management and Safety. As a high priority, maintain, preserve, and operate **the city's transportation system in a safe and functional state.**

Maintenance and Preservation

Policy T-1.1. Maintain and operate the city's transportation systems working to minimize impacts to mobility from maintenance activities and provide continuous safe, efficient, and reliable movement of people, goods, and services.

Policy T-1.2. Protect the investment in the existing system and lower overall life-cycle costs through effective maintenance and preservation programs.

Policy T-1.3. Using Asset Management methodology, prioritize essential maintenance, preservation, and safety improvements of the existing transportation system to protect mobility and avoid more costly replacement projects.



Transportation Systems Management for the System as a Whole

Policy T-1.4. Develop a citywide traffic monitoring system to collect AM, PM and daily traffic volume data on a regular basis to determine how transportation investments are performing over time.

Policy T-1.5. Strive to increase the efficiency of the current transportation system to move goods, services, and people to and within the city before adding additional capacity.

Policy T-1.6. Work with the Washington State Ferry system to encourage ferry walk-on and transit service and additional passenger-only service centered in Anacortes.

Policy T-1.7. Encourage the replacement and modernization of the Washington State Ferry Terminal which is the gateway to the world famous San Juan Islands; continued maintenance of the facility; and continued use of the reservation system to prevent the ferry lines from backing up onto Oakes Avenue.



Policy T-1.8. Consistently work with Washington State Ferries to continue making the international ferry service to Sidney, B.C., and Canada successful.

Policy T-1.9. Reserve undeveloped city right-of-way for future use and do not vacate city right-of-way unless overwhelmingly beneficial to the city.

Policy T-1.10. Encourage Guemes Island Ferry facilities that are compatible with the surrounding neighborhood and mitigate for ferry traffic impacts; this should include bus service during the Guemes Island Ferry maintenance shutdown.

Coordination of the State Highways (SR 20 and SR 20 Spur) going through Anacortes

Policy T-1.11. Work with Washington State Department of Transportation to give a high priority to safety and mobility projects at Sharpe's Corner.

Policy T-1.12. Plan and budget for a safety plan and project follow through for the SR 20 Spur/R Avenue intersection and other high accident locations in Anacortes.



Policy T-1.13. Encourage, and partner with Washington State Department of Transportation in the long-term (20 plus years) to pursue reduction of signals by creation of grade separated intersections along SR 20 at Christiansen Road, Thompson Road, and/or Reservation Road using as a basis the WSDOT Route Development Plan titled "SR 20 to Sharpes Corner to SR 536 Safety Improvement Project" (Nov. 2003).

Policy T-1.14. Plan for and develop a more robust and usable frontage road system in the SR 20 corridor using existing roadways.

Policy T-1.15. Consider an Intelligent Transportation System (ITS) improvement (electronic information collection and display for highway users) to reduce impacts of Washington State Ferry traffic.

Policy T-1.16. Partner with Washington State Department of Transportation to provide adequate shoulders, safe bicycle lanes, sidewalks, and street lighting from Commercial Avenue to the Ferry Terminal.

Policy T-1.17. Provide an alternate route, or routes, for local and emergency traffic between the west end of town (Skyline area) and downtown Anacortes (Island Hospital), such as West 2nd Street



Policy T-1.18. Work to improve, and increase the number of, pedestrian crossings along the SR 20 and SR 20 Spur corridors; such as the proposed crossing at Christiansen Road and SR 20 intersection as proposed as part of the Sharpe’s Corner project

Policy T-1.19. Coordinate on road maintenance issues and continue the close relationship with Washington State Department of Transportation to keep lines of communication open and increase the chances of successful collaboration in the future.

Financial

Policy T-1.20. Emphasize transportation investments that provide and encourage alternatives to single occupancy vehicle travel and increase travel options, especially to and within commercial and mixed-use areas and along corridors served by transit to reduce infrastructure costs associated with system expansion.

Policy T-1.21. Focus on investments that produce significant net benefits to people and businesses and aim to minimize the environmental impacts of transportation.

Policy T-1.22. Encourage public and private sector partnerships to identify and implement improvements to personal mobility.

Policy T-1.23. In coordination with other agencies and organizations, participate in planning for and funding of the expansion of multi-modal transportation capital facilities.



Policy T-1.24. Update transportation impact fees on an annual basis using the Engineering News-Record Construction Cost Index (ENR CCI) to reflect current inflation, policies, and needs and discuss a method of updating the impact fees on an annual or biannual basis.

Policy T-1.25. Consider city financing methods that create, sustain and/or expand local transit service. This service could be city provided, SKAGIT TRANSIT provided, or privately provided.

Policy T-1.26. Strive to create and maintain a balance between available revenue and needed capital facilities. If projected funding is inadequate to finance needed capital facilities adjust the level of service, the planned growth, and/or the sources of revenue. The City should first consider identifying additional funding, then adjusting LOS standards, before considering reassessment of land use assumptions.

Goal T-2. Greater Safety, Options and Mobility. Invest in transportation systems that offer greater options, **mobility, and access in support of the city’s growth strategy.**

Safety

Policy T-2.1. Continue to improve the safety of the transportation system to work towards the state’s goal of zero deaths and disabling injuries by the year 2030.



Policy T-2.2. In our concern for safety for all travelers; while making planning and budget decisions the City will utilize the following prioritization for different travel modes:

- A. Pedestrian
- B. Bicycle
- C. Motorcycle
- D. Transit
- E. Freight
- F. Carpool
- G. Single Occupant Vehicle

Policy T-2.3. Provide facilities for, and education on, safe and non-threatening travel throughout the city on all modes of transportation using the prioritization list in T-2.2

Policy T-2.4. Keep an emphasis on the enforcement of motorized and non-motorized safety laws.

Policy T-2.5. Consider roundabouts and traffic calming devices to reduce excessive speeding and other unsafe driving choices.

Policy T-2.6. Utilize a non-motorized travel awareness campaign so drivers expect pedestrians and bicycles on the roadway.

Mobility Options

Policy T-2.7. Decrease the proportion of trips made by single occupant vehicles by increasing alternative transportation choices.

Policy T-2.8. Address the needs of non-driving populations in the coordination, development, and management of local and regional transportation systems (e.g., electric bike rentals)

Policy T-2.9. Locate and design transit facilities to simplify access for pedestrian and bicycle patrons.

Policy T-2.10. Encourage local street connections and walkways between existing neighborhoods and new developments to provide an efficient network of travel route options for pedestrians and bicycles.

Policy T-2.11. 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. Separate grade crossing facilities in certain locations should be considered.

Policy T-2.12. Encourage identification and pedestrian scale signing of shopping and public use facilities (e.g. wayfinding signs).

Policy T-2.13. Revise development policies to reduce city sign clutter.

Policy T-2.14. Develop improved signing for public transportation-related facilities, e.g. airport, ferry systems, etc.

Policy T-2.15. Encourage pedestrian movement to and from gathering spaces, public facilities, and parks, particularly in downtown Anacortes, the Skyline area, and appropriate locations on the Fidalgo Bay waterfront.

Policy T-2.16. Improve pedestrian crossing opportunities not only across the state highway (SR 20 Spur) but on other highly traveled corridors in the city such as Commercial Avenue, R Avenue, D Avenue, etc).



Policy T-2.17. Provide safe bicycle and pedestrian travel to and from schools throughout the community.

Policy T-2.18. Prepare, and implement, a master plan for pedestrian and bicycle safety, beautification, and economic stimulus to South Commercial Avenue from 12th to 34th Streets.

Policy T-2.19. Implement “high value” bicycle corridor improvements as identified in the “2012 Anacortes Bike and Walks” report.

Policy T-2.20. Incorporate pedestrian and bicycle accommodations into all new construction (complete streets) as appropriate.

Policy T-2.21. Use bump outs, curb extensions, and/or pedestrian refuge islands in the design and construction of pedestrian crossings when appropriate and feasible.

Policy T-2.22. Fill in gaps in the bicycle and pedestrian network whenever possible (example: West 2nd Street between Alaska and Florida Avenues).

Transportation Demand Management (TDM)

Policy T-2.23. Support local transportation demand management programs to reduce the impacts of high traffic generators such as city offices, hospitals, schools, and large employers. The City of Anacortes should serve as a model to the community by voluntarily complying with the requirements of the State Commute Trip Reduction Act (CTR) possibly using the City of Seattle Commute Trip Reduction program as an example with programs including: bike and pedestrian safety demonstrations; hosted lunch where employees can learn about building a routine around being a bike or walk commuter; route planning and advice from other city employees; hold regular no cost bike tune-ups; and giving out free lights so commuters are more visible at night.

Policy T-2.24. Support the reduction of vehicle dependence in the city by supporting “ride share” and on-demand car/bike services.



Design

Policy T-2.25. Continue to focus on context sensitive complete streets by designing, constructing, operating and maintaining transportation facilities to serve all users safely and conveniently, including motorists, pedestrians, bicyclists, people with disabilities, and transit users.

Policy T-2.26. Improve local street design for walking, bicycling, and transit use to enhance communities, connectivity, and physical activity.

Policy T-2.27. Design or redesign roads and streets to accommodate a range of motorized and non-motorized modes in order to reduce injuries, further reduce the risk of fatalities and to encourage non-motorized travel. The design should include well defined, safe, and appealing spaces for pedestrians and bicyclists with a goal of all users feeling safe and comfortable using the facility.

Policy T-2.28. Be flexible with development standards to promote infill by allowing alternate ways, such as narrower streets, modified parking requirements, one-way streets, and/or low-speed design streets to meet those standards where full compliance with standards is not feasible or desirable.



Transit

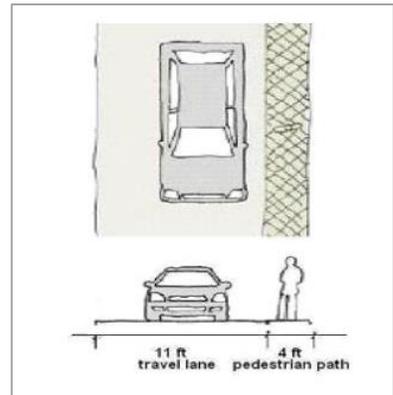
Policy T-2.29. Work to expand local transit service and connections to adjacent jurisdictions.

Policy T-2.30. New development and redevelopment in the city should be designed to provide and encourage non-motorized access to transit. The location of bus stops and shelters should be incorporated into both larger residential and non-residential project development design.

Policy T-2.31. Adopt road design standards, site-access guidelines, and land use regulations that support transit. This could include “pullouts” so buses can stop and pickup/dropoff outside of the traffic flow.

Policy T-2.32. SKAGIT TRANSIT Work to provide a citywide transit service that is dependable, affordable, maintains regular schedules with frequent service to all destinations in the City, connects neighborhoods to downtown and other frequented destinations, and provides an adequate level of service throughout the day, including weekends, and holidays.

Policy T-2.33. Consider, for a reasonable fee, a dial-a-ride type of transit service with door to door service for the entire Fidalgo Island similar to paratransit but not requiring a disability to qualify for service, so that people who cannot drive or choose not to drive can access services even if they are not near a regular bus route.



Goal T-3. Support Growth. **Support the city's and region's growth strategy by focusing** on moving people and goods within the city and beyond with a highly efficient multimodal transportation network for now and into the future.

Concurrency

Policy T-3.1. Maintain a concurrency management system that monitors the impacts of growth and development on the transportation system and aims to ensure that LOS standards are met within required timeframes.

Policy T-3.2. Assess, and adopt per ordinance, new impact fees pursuant to all concurrency improvements mentioned in the 2016 Transportation Element Background Information document.

Policy T-3.3. Address non-motorized, pedestrian, transit and other multimodal types of transportation options in the city's concurrency program – both in assessment and mitigation of transportation impacts.

Policy T-3.4. Revise the Traffic Impact Analysis process for development to streamline the process and remove ambiguities from the system.

*The purpose of **concurrency** is to ensure that the public facilities and services necessary to support development are adequate to serve that development at the time is available for occupancy and use, without decreasing service levels below locally established minimums.*

Corridor Level of Service

Policy T-3.5. All corridors must pass the Corridor LOS standard for the transportation system to be considered adequate. The Corridor LOS is designed to account for the impact of non-motorized facilities on an urban street network.

Table T-1. Capacity for Various Roadway Classifications and Modifications

Functional Classification	Base Peak Hour Capacity (vphpl)	Left-Turn Lane (vph)	Access Management (vph)	No Bike Lane (vph)	No Sidewalk (vph)
State Highway (55mph;SR20 and SR 20 Spur)	1,100	550	770	0	0
Principal Arterial (30/40mph; SR 20 Spur)	800	400	560	-120	-280
Minor Arterial	550	275	385	-55	-165
Urban Collector	550	275	385	-55	-140

Intersection Level of Service (LOS)

Policy T-3.6. Intersection LOS is calculated using standard Highway Capacity Manual analysis procedures for the PM peak hour. Calculation of the AM peak hour for areas near, or affected by, the Washington State Ferry traffic may be required. The adopted standard is LOS D for intersections that include Principal Arterials and LOS C for intersections that include Minor Arterial or collector roadways.



Rail

Policy T-3.7. The City of Anacortes supports legislation to address freight rail safety and congestion issues, funding for hazardous materials first responder training, and funding for analysis of inland spill response planning and capability.

Freight

Policy T-3.8. Provide a freight system infrastructure that, for all types of freight, meets the needs for local distribution, including truck routes.

Policy T-3.9. Actively encourage truck use of truck routes. Signs will be placed along the truck route and the City will identify and work with the major shippers to make their drivers aware of the truck routes.

Policy T-3.10. The shipment or movement of hazardous and nuisance materials within or through the City should be managed by the City.

*The City has designated **truck routes** in the Anacortes Municipal Code in order to prevent infrastructure damage, promote safe and efficient traffic flows, and to preserve the integrity and safety of the city's residential neighborhoods.*

Air

Policy T-3.11. Explore options for float plane landing and service areas in the skyline marina and in Fidalgo Bay.

Policy T-3.12. Any changes to the Anacortes Airport shall be in accordance with the 2005 Sub-Area Plan, Development Agreement, and City Comprehensive Plan, considering the goals as set for in those documents.

Policy T-3.13. Skagit Regional Airport should support air transportation growth needs of Anacortes and the Islands that are not compatible with the intent of the 2005 Sub-Area Plan and Development Agreement.

Policy T-3.14. Encourage increases in scheduled commuter air traffic to utilize the facilities at Skagit Regional Airport

Policy T-3.15. Cumulative Impact shall be considered for all airport related development.

Policy T-3.16. Support the Port of Anacortes strategic plan, goal #5 for the airport that states the airport should be recognized as a community oriented facility.

Policy T-3.17. Support the Port's 1994 Master plan and current Airport Layout Plan (ALP) dated May 2012, with future development to be implemented in accordance with the 2005 Sub-Area Plan and Development Agreement.



Marine

Policy T-3.18. Encourage the Port of Anacortes to provide more transient boat moorage. The City is willing to partner on this effort, and in reducing existing moorage vacancy rates, as it benefits the economy of the downtown area.

Policy T-3.19. Require sufficient space for parking of boat trailers and vehicles at existing and future boat launch sites, marinas and boat storage facilities.

Policy T-3.20. The City should request that Washington State Department of Transportation and Washington State Ferries include the City in all communications and meetings concerning the operation of the ferry terminal in Anacortes. The City shall invite Washington State Department of Transportation and Washington State Ferries to participate and cooperate in all traffic management and any associated improvements necessary for the operation of this ferry.



Policy T-3.21. The City supports commercial and industrial development along the waterfront within the City that meets City requirements and maintains public access.



Policy T-3.22. The City supports public, commercial and private marinas within the City that meet City requirements and maintain public access.

Parking

Policy T-3.23. Provide adequate parking space in high demand areas by:

- A. Developing a comprehensive parking plan which designates immediate and future parking lot sites and shuttle parking lots,
- B. Investigating opportunities to reduce parking requirements,
- C. Identifying minimum and maximum parking standards,
- D. Creating an action plan to implement a comprehensive parking plan over time,
- E. Periodically surveying parking space availability and occupancy to determine any emerging needs for additional space,
- F. Considering funding the purchase of land for developing public parking lots,
- G. Considering a parking availability study as a means of parking mitigation by businesses and developers to avoid overdesigning parking facilities around town,
- H. Developing a 'fee-in-lieu-of' parking space fee program for projects which are unable to meet on-site parking requirements and use these funds to provide parking or save for a larger parking project.

Policy T-3.24. Develop an investment program to obtain land and construct public parking areas.

Policy T-3.25. Encourage public/private partnerships for developing public parking lots.

Policy T-3.26. Encourage Washington State Ferry system to provide adequate parking for State Ferry patrons. Overflow parking and appropriate signage should be provided out of town and a shuttle provided to the State Ferry Terminal.

Policy T-3.27. Encourage Skagit County to provide adequate parking and pedestrian access for Guemes Island ferry patrons.

Goal T-4. Sustainability. Design and manage the **city's transportation system to minimize the** negative impacts of transportation on the natural environment, promote public health and safety, and achieve optimum efficiency.

Sustainability and the Natural Environment

Policy T-4.1. Foster a less polluting system that reduces the negative effects of transportation infrastructure and operation on air quality, the climate, and also the natural environment including the use of techniques to reduce pollutants in storm drains.

Policy T-4.2. Seek the development and implementation of transportation modes and technologies that are energy efficient and improve system performance.

Policy T-4.3. When feasible, design and operate transportation facilities in a manner that emphasizes community character and is compatible with and

*In 2015, a **Parking Study** was completed for the Downtown and Cap Sante Marina. The study found a total of 1,175 on-street and 939 off-street parking stalls in the study area. The report contains near and long-term recommendations for better managing downtown parking.*



integrated into the natural and built environment including features, such as street trees, natural drainage, native plantings, and local design themes.

Policy T-4.4. Promote the expanded use of alternative fuels by acquiring and converting public vehicles using advanced technologies and providing for electric vehicle charging stations throughout the city.

Policy T-4.5. Plan and develop a citywide transportation system that reduces greenhouse gas emissions by shortening trip length and replacing vehicle trips with other modes of transportation by implementing higher density and mixed-use development, and encouraging ride-sharing, public transit, and non-motorized transportation, to decrease vehicle miles traveled.

Human Health and Safety

Policy T-4.6. Develop a transportation system that aims to minimize negative impacts to human health, including exposure to environmental toxins generated by vehicle emissions, noise, or a lack of non-motorized options.

Policy T-4.7. Provide opportunities for an active, healthy lifestyle by integrating the needs of pedestrians and bicyclists in the local and regional transportation plans and systems.

Policy T-4.8. Oakes Avenue and 12th Street are a major bicycle and pedestrian route, make a separated facility along this route a priority in future transportation planning efforts.

Policy T-4.9. 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).

Policy T-4.10. Review options for, and consider the installation of, city owned electric car charging stations.

Policy T-4.11. Encourage private charging station installations as part of parking requirements for larger projects.



Transportation Equity

Policy T-4.12. Implement transportation programs and projects in ways that aim to prevent or minimize negative impacts to low income, minority, and special needs populations.

Policy T-4.13. Work to improve mobility choices for people with special transportation needs, including persons with disabilities, the elderly, the young, and low income populations.

Policy T-4.14. Plan transportation and street improvements to consider the existing and desired character of the area and cost of future maintenance.

Policy T-4.15. Complete the 2016 Americans with Disabilities Act (ADA) Transition Plan including a financial plan for constructing and replacing ADA compliant ramps and sidewalks. Develop a prioritized list of ADA compliant routes throughout town, which provide access to key city amenities and services for people with disabilities and implement facilities improvements based on these priorities



Policy T-4.16. Budget for, and provide, the construction and repair of sidewalks and ramps to meet ADA standards according to priorities established in the 2016 ADA Transition Plan.

Capital Facilities Element

Introduction

The City of Anacortes is responsible for providing facilities and services that are needed by the residents and businesses of the city for a safe, secure, and efficient environment. These facilities and services provided directly by the City of Anacortes include, but are not limited to, water and sanitary sewer service, storm drainage services, parks, streets, and police and fire protection. Schools are considered a capital facility under the Growth Management Act (GMA); however capital facilities planning is conducted by the Anacortes School District. Only City-owned or managed facilities are considered for capital expenditures. Under GMA, the City is not required to set levels of service for facilities that are not necessary for development.

This element contains the goals and policies that address the City's infrastructure. Other services, such as electricity, natural gas, cable, and telephone are discussed in the Utilities Element. The Capital Facilities Background Information (see Volume 2) provides summaries of capital facilities inventories, forecasts of future need, proposed capacities of expanded or new facilities and lists of potential capital projects and anticipated funding sources.

The Capital Facilities element also discusses how the location of "essential public facilities" of state and regional significance will be prioritized, coordinated, planned, expanded, and sited through an interjurisdictional process as well as goals and policies related to the Anacortes Airport.



Goals & Policies

Goal CF-1. Support Existing Development and Future Growth. Provide capital facilities and public services necessary to support existing and new development envisioned in the land use element.

Policy CF-1.1. Plan for needed public and private capital facilities based on adopted level-of-service standards and forecasted growth in accordance with the Land Use Element of the Comprehensive Plan.

Policy CF-1.2. Accommodate new residential, commercial, and industrial development only when required facilities and services are available prior to or concurrent with development. Concurrency means that facilities are available within 6 years of construction of the new development.

Policy CF-1.4. Coordinate planning for city capital facilities and services and prepare a Capital Facilities Plan that includes:

- A. A long-range plan for capital improvements and construction needed to support the level and distribution of the adopted 20-year population and employment growth target,
- B. A demonstration of how facility and service needs are determined.
- C. At least a six-year finance plan, which is to be updated concurrently with the budget, demonstrating how needs are to be funded.
- D. Population and employment projections consistent with those used in developing the Anacortes Comprehensive Plan.
- E. A strategy for achieving consistency between the land use and the capital facility plan beyond the six-year capital improvement plan, including identified potential funding sources.

Policy CF-1.5. When planning, developing, and administering the City's capital facilities plan, give primary consideration to the following:

- A. Protect public health and safety.
- B. Provide infrastructure to support the vision of Anacortes's future as articulated in the Comprehensive Plan.
- C. Support the provision of City services consistent with the expectations of the community, as expressed in the City's adopted level of service standards.
- D. Maintain, rehabilitate, or replace the City's facilities and infrastructure as necessary to extend the useful life of existing facilities and ensure continued efficiency.
- E. Develop and operate capital investments in a way that is fiscally responsible.

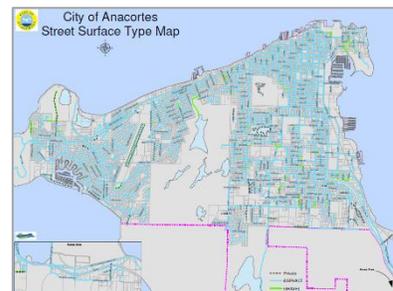
Policy CF-1.6. Locate, inventory and monitor the capacity of existing capital facilities owned by the City. Inventories should be updated periodically.

Policy CF-1.7. Coordinate with other agencies, including the Anacortes School District, to ensure that the levels of service are consistent between the providers' plans and this Capital Facilities Element, and that the providers can continue to achieve their level of services over the 20-year time frame of the Comprehensive Plan.

Policy CF-1.8. Encourage joint siting and shared use of facilities for schools, community centers, health facilities, cultural and entertainment facilities, public safety/public works, libraries, museums, swimming pools, and other social and recreational facilities.

Policy CF-1.9. Participate in processes for determining the location of capital facilities of regional or statewide importance.

Policy CF-1.10. Conduct vulnerability assessments and prepare disaster preparedness plans for critical infrastructure.



Policy CF-1.11. Evaluate the feasibility of the City providing broadband services.

- A. Conduct a fiber-optic infrastructure feasibility study and business model analysis.
- B. Author and work toward implementation of a Broadband Strategic Plan which describes in detail the technology and economic context and outlines the community’s options and intended plan to address its broadband needs.

Goal CF-2. Level of Service. Utilize level of service standards that correspond with the Land Use Element and provide a realistic assessment of City resources.

Policy CF-2.1. Establish the following levels of service for City-provided facilities and services. The standards are to guide the future delivery of community services and facilities, and to provide a measure to evaluate the adequacy of actual services:

Table CF-1. Level of Service Standards for services/facilities necessary for development.

Service or Facility	Level of Service Standard
Water	A flow volume that meets instantaneous demand together with projected fire flows consistent with the Anacortes Water System Plan, the Skagit County Coordinated Water System Supply Plan and the 1996 Memorandum of Agreement Regarding Utilization of Skagit River Basin Water Resources for Instream and Out of Stream Purposes.
Wastewater	Collection and treatment of peak wastewater discharge, including infiltration and inflow, consistent with the Sewer System Utility/Comprehensive Plan.
Stormwater	Consistent with the requirements of the current Department of Ecology Surface Water Design Manual and Surface Waste Water Comprehensive Plan adopted by the City.
Parks	As adopted in the Anacortes Parks & Recreation Comprehensive Plan
Transportation	LOS C for City street corridors. Washington State Department of Transportation LOS requirements apply to the State Routes within the City (LOS D). For a complete description of LOS standards for transportation, refer to the Transportation Element.
Police Protection	1.7 officers per 1,000 people Average 5 minute response to emergency calls from time of dispatch. Average 15 minute response to non-emergency calls from time of dispatch.
Fire Protection	<p>Initial response –imminent rescue capability From time of 911 call to any structure, vessel, vehicle, wildland fire, and hazardous materials incident; arrive with the closest fire engine staffed with 3 firefighters within 7 minutes 90% of the time.</p> <p>Effective response force From time of 911 call, to any structure, boat, vehicle, wildland fire, and hazardous materials incident; be able to assemble an Effective Response Force of 12 firefighters within 11 minutes 90% of the time.</p> <p>Fire prevention Provide an initial fire inspection of High Risk Business Occupancies twice a year, and other Business Occupancies annually.</p>

Goal CF-3. Correct Deficiencies. Identify deficiencies in public facilities serving existing development based on adopted level of service standards and the means and timing by which those deficiencies will be corrected.

Policy CF-3.1. Identify needs for additional capital facilities based on adopted levels of service and forecasted growth, and determine the means and timing for providing needed additional facilities.

Policy CF-3.2. In conjunction with the budget, confirm that long-term financial capacity exists to provide adequate capital facilities and to ensure consistency between the Capital Facilities Plan, Land Use Element, and other elements of the Comprehensive Plan.



Goal CF-4. Financial Feasibility. Ensure that planned capital facilities are financially feasible.

Policy CF-4.1. If projected funding is inadequate to finance needed capital facilities that provide adequate levels of service, adjust the level of service, the planned growth, and/or the sources of revenue to maintain a balance between available revenue and needed capital facilities.

Policy CF-4.2. Capital improvements that are needed to correct existing deficiencies or maintain existing levels of services should have funding priority over those that would significantly enhance service levels above those designated in the Comprehensive Plan.

Policy CF-4.3. Use debt when the City Council determines that it is appropriate to accelerate completion of priority capital improvements, in addition to setting aside cash reserves over time to fund the projects, based on financial planning principles appropriate to the type and magnitude of the expenditure.

Policy CF-4.4. Identify specific sources and realistic projected amounts of public money that will provide full funding for the capital improvement projects needed for existing and future development.

Policy CF-4.5. Identify the process and actions needed to develop and implement new or increased sources of revenue that are needed to make the Capital Facilities Element financially feasible.

Policy CF-4.6. Use local funding to leverage other resources, such as grants, public/private partnerships, and investments by businesses locating in Anacortes.

Policy CF-4.7. Seek to coordinate, where appropriate, City investment in public facilities with business, employment, and economic development opportunities.



Goal CF-5. Development Costs. Require new development to pay its share of the cost of new facilities needed to serve such growth and development.

Policy CF-5.1. Utilize guidelines established by State law for imposition of impact fees on new development. Monitor use of and update impact fees as appropriate.

Policy CF-5.2. Seek opportunities for joint development of facilities through tools such as development agreements, in-lieu payments, and mitigation fees.

Goal CF-6. Sewer Connection. Develop codes and policies to require connection to the sanitary sewer system when development or subdivision of land occurs.

Policy CF-6.1. Allow connection to sanitary sewer only within city limits, consistent with GMA requirements.

Policy CF-6.2. Encourage conversion from on-site wastewater disposal systems as sewer lines become available.

Policy CF-6.3. Give priority to water and sewer line extensions where on-site disposal systems have created known pollution or health hazards.



Goal CF-7. Design & Location. Design and locate capital facilities with features and characteristics that support the environmental, energy efficiency, aesthetic, technical innovation, cost-effectiveness and sustainability goals.

Policy CF-7.1. Design natural infrastructure into projects whenever feasible to mimic natural ecological processes and minimize the need for built infrastructure.

Policy CF-7.2. Incorporate consideration of physical health and well-being into decisions regarding the location, design and operation of capital facilities.

Policy CF-7.3. Provide capital facilities that support and implement sustainability, reduction of greenhouse gas emissions and environmental stewardship, as appropriate.

Policy CF-7.4. Reduce energy use and consumption of potable water by city buildings and operations, and promote the use of renewable energy sources, as appropriate.

Policy CF-7.5. Use environmentally sensitive building techniques and low impact surface water methods wherever feasible.

Policy CF-7.6. Design capital facilities that are oriented towards and accessible by transit and non-motorized modes of travel.

Policy CF-7.7. Design capital facilities that are adaptable, with flexibility to expand or be converted to other uses as the city's needs change over time.

Policy CF-7.8. Strive for resilient capital facilities by considering the potential impacts of changing conditions – such as climate change, technological change and human-caused disasters – in planning and investment decisions.

Policy CF-7.9. Consider future climate conditions during siting and design, including changes to temperature, precipitation and sea level, to help ensure facilities function as intended over their planned life cycle.

Utilities Element

Introduction

The Growth Management Act (GMA) requires the City to include a Utilities Element within its Comprehensive Plan consisting of the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to electrical lines, telecommunication lines, and natural gas lines. (RCW 36.70A.070) The Utilities Element should also provide a framework for the efficient and predictable provision and siting of utility facilities and services within the City, consistent with each of the servicing utility's public service obligations.

Goals & Policies

Goal U-1. Quality Utility Services. Facilitate provision of quality utility services throughout Anacortes to meet the needs of residents and businesses.

Policy U-1.1. Work with utility providers to ensure that reliable, quality services are provided at reasonable, equitable rates in all areas of the city.

Policy U-1.2. Support the timely expansion and maintenance of utility infrastructure in order to meet the evolving needs of the community.

Policy U-1.3. Encourage the use of new technologies that will enhance the quality of services and that are financially feasible.

Policy U-1.4. Utilize a variety of methods to protect and advance community interests, such as partnerships, interlocal agreements and franchise agreements.

Policy U-1.5. Explore options for improving telecommunication services in Anacortes, with high speed internet being a high priority, including potential development of a broadband/ fiber master plan and policies requiring installation of conduit where needed

Goal U-2. Sustainable Utility Infrastructure. Work with utility providers and other partners to plan for sustainable utility infrastructure that supports City and regional growth plans.

Policy U-2.1. Support utility service areas that are consistent with growth and development patterns outlined in the City's Comprehensive Plan and Skagit County's Comprehensive Plan.

Policy U-2.2. Coordinate the formulation and periodic update of the utility element (and relevant implementing development regulations) with adjacent jurisdictions.

*During the Comprehensive Plan update process, the community identified the need for improvements in **broadband /fiber infrastructure** and options for residential and businesses as an important priority. See also the Capital Facilities and Economic Development Elements.*

Policy U-2.3. 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.

Policy U-2.4. Share information with utility providers and other partners, to facilitate coordinated planning for sustainable regional utility infrastructure.

Policy U-2.5. Coordinate review of significant development proposals with utility providers to determine whether there is available capacity to accommodate development without lowering service standards, and identify any needed system improvements.

Policy U-2.6. Encourage the joint use of utility corridors and facilities, provided that such use is consistent with limitations as may be prescribed by applicable law and prudent utility practice, in order to pool utility resources and to minimize the amount of land area impacted by utility infrastructure.

Policy U-2.7. 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 utility needs are appropriately considered and to facilitate coordination of trenching activities.

Policy U-2.8. Support the use of utility corridors for recreation and open space purposes, where appropriate.

Goal U-3. Sensitive Design. Mitigate negative impacts of utility systems to community members.

Policy U-3.1. Minimize impacts to the community associated with the construction, operation and maintenance activities of utility providers, such as loud noises, service outages, transportation disruptions and public safety hazards.

Policy U-3.2. Work with utility providers to inform the community about utility activities and to provide opportunities for public engagement in the planning processes, as appropriate.

Policy U-3.3. Minimize visual impacts to the community associated with the siting and design of utility infrastructure, for instance by regulating light and glare, screening and landscaping, and location of above-ground facilities.

Policy U-3.4. Require installation of new utilities underground, as well as converting existing overhead wiring to underground when feasible through local improvement districts, contract agreements between property owners and utility companies, and by other legal means.

Goal U-4. Coordination. Support coordination with service providers to minimize cost and service disruption.

Policy U-4.1. Coordinate the timing of construction activities with public and private utilities to minimize disruption to the public and reduce costs of utility delivery.



Measures such as color, varied materials, artwork and landscape design can promote aesthetic compatibility with surrounding development.

Policy U-4.2. Promote co-location of new public and private utility distribution facilities.

Policy U-4.3. Promote awareness by property owners of proper procedures for notification of utility providers prior to construction activities (e.g. Call Before You Dig, etc.).

Goal U-5. Sustainable Design. Minimize negative impacts of utility systems to the environment.

Policy U-5.1. Encourage siting, construction, operation and maintenance activities that are consistent with environmental best management practices.

Policy U-5.2. Encourage energy utilities to adopt efficient practices and explore alternative energy resources, in order to help meet long-term energy needs and reduce environmental impacts associated with traditional energy supplies.

Policy U-5.3. Work with utilities to limit trimming of trees to that which is necessary for the safety and maintenance of transmission facilities.

Policy U-5.4. Encourage development of vegetation management policies and plans for utility corridors.

Policy U-5.5. Promote education of the public on choosing and maintaining vegetation with growth habits that will not interfere with nearby utilities.



Goal U-6. Energy Conservation. Encourage conservation of energy resources, including the reduction of energy consumption in city facilities.

Policy U-6.1. Residential, commercial and industrial development shall be encouraged to use energy-efficient, cost-effective and environmentally sensitive technologies and resources in new construction.

Policy U-6.2. Encourage the use of alternative energy resources in the design and construction of new development.

Policy U-6.3. Encourage the use of solar energy for water and space heating and consider developing ordinances to protect solar access.

Policy U-6.4. Consider incentive programs to seek and implement alternative energy resources in building and site design, and land use.



Goal U-7. Hazardous Liquid and Gas Pipelines.

Policy U-7.1. Require proposed developments, expansion of existing uses and construction projects, both public and private, located near hazardous liquid and gas pipelines to:

- A. Show the location of the pipelines in relation to proposed structures, utilities, or clearing and grading.
- B. Use techniques prior to and during construction to minimize the potential for disturbing the pipelines.
- C. Identify and mitigate potential impacts on pipelines from erosion, stormwater discharge and other hazards.
- D. Use site design techniques to minimize potential hazards.
- E. Develop emergency plans for dealing with pipeline failure, as appropriate.

Policy U-7.2. Notify and coordinate with the pipeline operator when developments are proposed near a hazardous liquid pipeline corridor to reduce the potential for problems.

Policy U-7.3. Consider appropriate uses near hazardous pipeline corridors and require appropriate mitigation measures that help reduce adverse impacts in the event of a pipeline failure.

Policy U-7.4. Establish minimum setback requirements to protect transmission pipelines from development, and to protect development from transmission pipelines.

Goal U-8. Sustainable Water Policy. Ensure availability of water for future generations.

Policy U-8.1. In future updates to the City's Water System Plan, the City should plan for future use of its water right to support, in descending order of priority, (1) the City's existing retail and wholesale customers at reasonable trendline projections from their existing committed volumes; (2) future residential users in the Service area; (3) reasonable expectations of agricultural users in the service area; and (4) future commercial and industrial users in the service area.

Policy U-8.2. In future updates to the City's Water System Plan, the City should examine the demand forecast of the "future industrial block" to align with the priorities set out in Policy U-8.1.

Policy U-8.3. In future updates to the City's Water System Plan, the City should examine the "future ag block" demand forecast as needed to plan for a more accurate and reasonable forecast based on predicted future climate conditions and demand.

Policy U-8.4. The City must encourage and support timely updates to the Skagit County Coordinated Water System Plan that reflect current water law including the instream flow rule, supply restrictions, predicted climate models, and a 50-year demand forecast, facilitating timely infrastructure planning to jointly, with Skagit PUD, supply water to current and future users in the service area.

Policy U-8.5. The City should work with Skagit PUD to explore coordinated solutions to regional problems, and explore changes to the City's and Skagit PUD's service areas to align those service areas with reasonable and political boundaries.

Policy U-8.6. The City should explore options to increase drought tolerance, e.g., water storage.

Policy U-8.7. The City must not sell or lease its water rights.

Policy U-8.8. The City may not enter into any contracts for the sale of water in excess of 4,000,000 gallons per year to any non-municipal or non-residential water reseller for a term longer than five years without first conducting a public hearing.

ANACORTES



Comprehensive Plan 2016

Volume 2: Background Information

July, 2016

Land Use

Background and Context

The Growth Management Act (GMA) requires that cities provide a comprehensive plan with a Land Use Element to designate the proposed categories (residential, commercial, etc.) and intensities of uses of land. The process of designating future land uses must account for future population growth, and be supported by adequate levels of public facilities and services. In this respect, the Land Use Element is an explicit statement of the ultimate vision for the City and determines the capacity of the infrastructure necessary to serve the projected land uses. Consistent with this legislative intent, the Washington Administrative Code (WAC) requires that a land use element contain the following:

- Designation of the proposed general distribution, location and extent of land for all projected uses
- Population densities, building intensities and estimates of future population growth
- Provisions for protection of the quality and quantity of ground water used for public water supplies
- Consideration of urban planning approaches to promote physical activity
- Review of drainage, flooding, and stormwater runoff and guidance for discharges that pollute waters of the state (WAC 365-196-405)

Similarly, the Skagit County Countywide Planning Policies (CPPs) provide guidance that was consulted as part of the Land Use Element update.

Existing Land Use Patterns

Incorporated City

The City is substantially developed, with approximately 800 gross acres of the total land area remaining vacant or partially vacant. Residentially-zoned vacant land is characterized by single lots scattered mostly throughout single family neighborhoods rather than large contiguous tracts of land, with a few larger areas near the Washington State ferry terminal, northeast of D Ave and 32nd St, and near 41st Street. Most of these sites are zoned for low to medium density residential uses.

Anacortes has two large areas of undeveloped or underdeveloped property in commercial and industrial areas: the Fidalgo Bay Commercial Marine and Industrial Areas (defined by 17th Street to the north, 34th Street to the south, R Avenue to the west, and Fidalgo Bay to the east; primarily undeveloped areas or marine related uses) and the land adjacent to SR-20 from approximately Reservation Road to Sharpe's Corner.

Single family residential development accounts for approximately 24% of land use in the community. Multi-family residential development, approximately 2% of land use, is primarily located near the commercial areas along Commercial Ave (SR-20 spur), the Operations Division of Anacortes Public Works, and Skyline.

Parks, recreation, and open space account for approximately 49% of land use in Anacortes. Nearly all of this land is part of the Anacortes Community Forest Lands (ACFL), a mosaic of forest, wetlands, lakes, and meadows surrounding Cranberry, Heart, and Whistle Lakes. Other large park, recreation, and open space lands include Washington Park on the west shore of the city and Cap Sante Park in the northeast.

Unincorporated Urban Growth Area

The unincorporated portion of the City of Anacortes' Urban Growth Area (UGA) contains approximately 2,100 acres to the north and south of SR-20 in March Point and near Padilla Heights Road. Existing land uses in the unincorporated UGA are primarily Industrial/Manufacturing with areas of pasture/open space on March Point and acreage with single family residences located near Padilla Heights Road.

When unincorporated UGA lands are included in the analysis, single-family residential development decreases from approximately 24% to 19% of land use in the community and parks, recreation, and open space decreases from approximately 49% to 37%. Industrial/manufacturing land use increases from 1% to approximately 19% and resource production uses increase from less than 1% to 5%. All other uses remain at relatively low percentages of overall existing land use in the community.

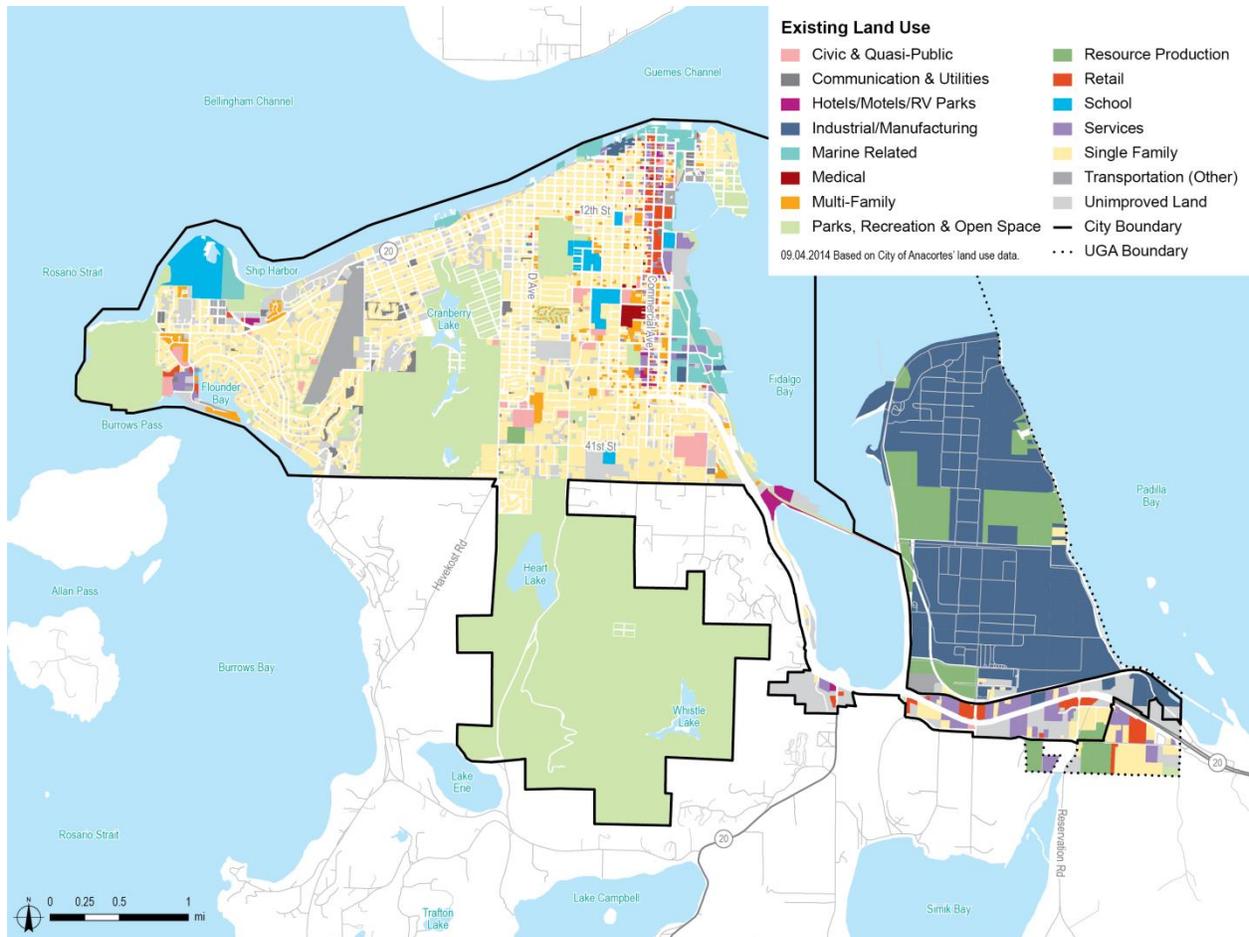
Table LU-1 summarizes estimated acreages for existing land uses within the City of Anacortes and Anacortes' UGA. Figure LU-1 provides a map of the existing land use pattern.

Table LU-1. Inventory of Existing Land Uses in the City of Anacortes and Anacortes' Urban Growth Area.

Land Use Type	City		City + Uninc. UGA		Uninc. UGA	
	Acres	% of Total	Acres	% of Total	Acres	% Change
Civic & Quasi-Public	104	1.7	104	1.3	-	-
Communication & Utilities	46	0.7	46	0.5	-	-
Hotels/Motels	29	0.5	29	0.3	-	-
Industrial/Manufacturing	58	0.9	1,552	18.7	1,494	2,571.2
Marine Related	165	2.6	165	2.0	-	-
Medical	17	0.3	17	0.2	-	-
Multi-Family	116	1.9	116	1.4	-	-
Parks, Recreation & Open Space	3,062	49.1	3,067	37.0	5	0.2
Resource Production	20	0.3	403	4.9	383	1,929.0
Retail	74	1.2	93	1.1	19	24.9
School	141	2.3	141	1.7	-	-
Services	142	2.3	171	2.1	29	20.5
Single Family	1,495	24.0	1,569	18.9	74	4.9
Transportation (Other)	137	2.2	155	1.9	18	13.0
Unimproved Land	630	10.1	661	8.0	31	4.9
Total	6,237		8,289		2,052	

Source: Skagit County Assessor's Office, City of Anacortes

Figure LU-1. Existing Land Uses in the City of Anacortes and Urban Growth Area



Source: Skagit County Assessor's Office, City of Anacortes

Population

The population of Anacortes increased by approximately 8% from 2000-2010 (~1,000 people), after increasing 27% from 1990 to 2000. Assuming a constant growth rate, the city grew at a slightly slower rate than Skagit County overall (1.3%). The WA State Office of Financial Management (OFM) estimates Anacortes's 2015 population at 16,310. Tables LU-2 and LU-3 show historic growth trends in Skagit County and comparison cities.

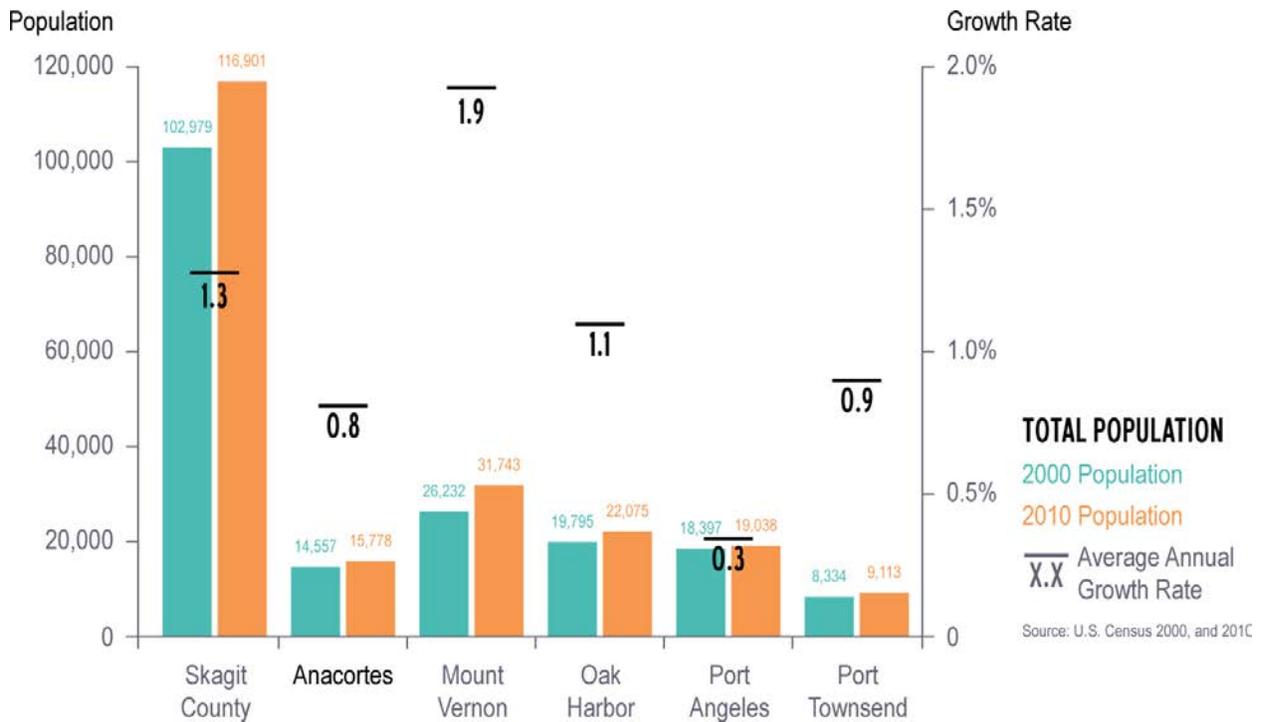
Table LU-2. City of Anacortes and Skagit County Historic Population Growth Comparison.

Place	1990	2000	2010	Percent Change 2000-2010	Avg. Annual Growth 2000-2010*
Anacortes	11,451	14,557	15,778	8%	0.8%
Skagit County	79,555	102,979	116,901	14%	1.3%

Source: U.S. Census 1990, 2000, and 2010

*Assumes constant growth rate.

Table LU-3. Population Growth in Skagit County and Comparison Cities.



Growth Targets and Capacity

The State Office of Financial Management develops growth targets for each county based on its forecast for statewide growth over the next 20 years. Based on this information, Skagit County and its cities work collaboratively to allocate the targets to the cities and the unincorporated county. Countywide, the overall growth targets through 2036 are for 35,751 new residents and 15,998 new jobs.

For Anacortes, the initial 20 year growth target (2016 – 2036) identified for planning purposes is 5,895 new residents and 2,076 new jobs. This translates to an average growth of 295 new residents and 104 new jobs each year. Following adoption of final growth allocations by the Growth Management Act Steering Committee (GMASC) for all jurisdictions, reconciliation of targets based on individual jurisdiction review of land capacity and community vision, and adoption of the targets by the Skagit County Board of County Commissioners, the final targets will be documented in the Skagit County Countywide Planning Policies (CPPs).

In 2015, the City had approximately 7,830 housing units. The City’s population target for the 2016-2036 planning period of 5,895 new residents translates to 2,620 dwelling units based on the Anacortes household size of 2.25 persons per household reported in the 2010 US Census. In 2015 the City conducted an analysis to determine residential and employment capacity under then-existing land use designations and development regulations. The analysis used data on buildable lands in Anacortes including vacant, partially-used and re-developable land and estimated capacity for approximately 2,320 additional dwelling units. As part of the 2016 update, various changes in land use designations were proposed for various areas. The City analyzed potential land capacity based on implementation of those changes. Tables LU-4 & 5 show the findings for residential capacity and Table LU-6 shows the findings for employment capacity. For a description of the allowed uses and densities in the land use map designations, see Table LU-1 in the Land Use Element Volume 1. The estimated residential capacity within the land use designations adopted during the 2016 Comprehensive Plan update is approximately 3,347 additional dwelling units, which accommodates the 2036 growth target.

Table LU-4. Residential Capacity – Vacant and Partially-Vacant Land.

Zone ¹	Net Buildable Acres	Assumed Density	Estimated Additional Dwelling Units ²	Existing platted vacant lots	Estimated Capacity (DUs)
Residential Low Density (R1)	52.73	2 units/acre	105	26	131
Residential Low Density (R2)					
West of Anacopper Mine Rd.	49.27	4 units/acre	197	293	490
East of Anacopper Mine Rd.	85.73	5 units/acre	429	207	636
Residential Medium Density (R3)	24.68	11 units/acre	271	26	297
Old Town Overlay	1.28	9 units/acre	11	0	11
Residential High Density (R4)	8.45	28 units/acre	237	19	256
Commercial (C)	0.41	28 units/acre	12	0	12
Central Business District (CBD)	0.17	50 units/acre	8	0	8
Marine Mixed Use					
MJB (17 th – 22 nd)	9.87	40 units/acre	395	0	395
Skyline	1.64	28 units/acre	46	19	65
Ferry Terminal Rd.	1.75	30 units/acre	53	0	53
Commercial Marine 1 (CM1)	0.53	28 units/acre	15	0	15
Totals					2,369

Table LU-5. Residential Capacity – Re-developable / Underutilized Land.

Zone ¹	Net Buildable Acres	Assumed Density	Estimated Additional Dwelling Units ²	Minus existing DU's	Estimated Capacity (DUs)
Residential High Density (R4)	13.50	28	378	86	292
Commercial (C)	9.68	40	387	5	382
Central Business District (CBD)	3.68	50	184	8	176
Maine Mixed Use (MMU) Skyline	3.21	40	128	0	128
Totals					978

1. Only zones with residential capacity are shown
2. See City of Anacortes Residential & Employment Land Capacity Analysis Summary (7/10/15) for description of methodology and market factors and context deductions applied

The City's employment target for 2016-2036 is 2,076 new employees. In 2015, the City had approximately 7,900 employees. The estimated employment capacity with the land use designations adopted during the 2016 Comprehensive Plan update is 2,852 additional employees, which accommodates the 2036 growth target.

Table LU-6. Buildable Lands Employment Capacity (Vacant/Partially-Vacant Land).

Zone ¹	Net Buildable Acres ²	Assumed Employees/Acre ²	Employment Capacity
Airport Zone (AZ)	-	-	-
Commercial (C)	1.7	21.8	36
Central Business District (CBD)	0.7	21.8	15
Marine Mixed Use	30.1	15	452
Commercial Marine (CM) Weaverling	2.1	15	32
Commercial Marine 2 (CM2)	12.5	15	188
Heavy Manufacturing (HM)	82.6	7.8	644
Industrial (I)	9.2	9.2	72
Light Manufacturing (LM)	3.8	7.8	29
Light Manufacturing 1 (LM1)	177.0	7.8	1,381
Manufacturing/Shipping (M/S)	0.4	7.8	3
Total			2,852

1. Only zones with employment capacity are shown
2. City of Anacortes. Draft Residential & Employment Land Capacity Analysis Summary. 7/10/15.

Land Use Designations & Zoning

Incorporated City

Nearly half of Anacortes is zoned for public use (43%), which primarily includes the Anacortes Community Forest Lands, other parks, and public schools.

Low density single-family residential zoning (R1 and R2) accounts for approximately 28% of zoning in the city, most of which is zoned R2. The R2 residential district is intended to maintain and create single-family residential development through restricted uses and required minimum lot sizes. Most of the lands zoned R2 are central to the city with one small pocket north of Cap Sante park. The R1 district, which has larger minimum lot sizes than the R2 district, is located just north of the Anacortes Community Forest Lands and unincorporated Skagit County, and south of 41st St.

A mix of higher density residential (R4, R4A, R4B), commercial (C), mixed use (CBD), and commercial marine (CM, CM1, and CM2) zones surround Commercial Ave north of 34th St. and south of 3rd St. R3 residential zones, which accommodate a mix of single-family homes, duplexes, and limited small scale multi-family residences, are sited between the higher activity zones near Commercial Ave and the R2 zones. Some multi-family residential and commercial marine zones are also located in the west near Flounder Bay and Ship Harbor.

Approximately 10% of the city is zoned for manufacturing, industrial, and shipping uses (HM, I, LM, and LM1), the majority of which is located along SR-20 south of Weaverling Rd and north of the Central Business District on the Guemes Channel.

Unincorporated Urban Growth Area

All of the City of Anacortes’s unincorporated UGA lands are designated heavy or light manufacturing (HM and LM1).

March Point, to the north of SR-20, is intended primarily for heavy manufacturing and closely related uses.

Unincorporated UGA lands to the south of SR-20 are intended primarily to accommodate industrial type uses that do not need water access or proximity to the central business district or Commercial Avenue corridor.

When unincorporated UGA lands are included in the zoning analysis, single-family residential development decreases from approximately 28% to 22% of zoning in the community and public use decreases from nearly 43% to 33%. Industrial/manufacturing land use increases from 10% to approximately 30%.

Table LU-7 and Figure LU-2 describe existing zoning within the City of Anacortes and Anacortes’ UGA.

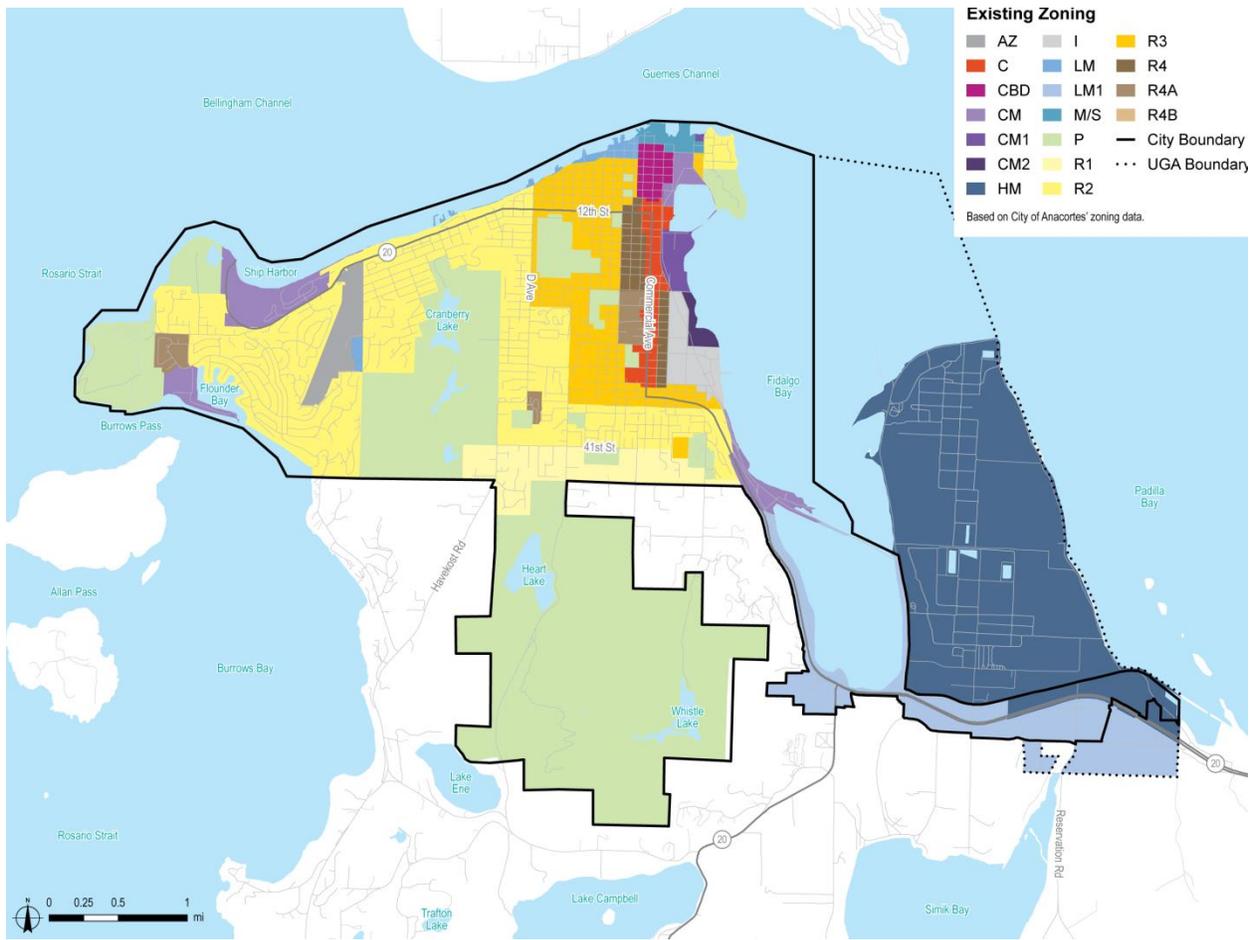
Table LU-7. Zoning/ Land Use Districts in the City of Anacortes and Anacortes’ Urban Growth Area.

Zoning/Land Use Designation	City		City + Uninc. UGA		Uninc. UGA	
	Acres	% of Total	Acres	% of Total	Acres	% Change
Airport Zone (AZ)	119	1.6	119	1.2	-	-
Commercial (C)	127	1.7	127	1.3	-	-
Central Business District (CBD)	59	0.8	59	0.6	-	-
Commercial Marine (CM)	280	3.7	280	2.9	-	-
Commercial Marine 1 (CM1)	54	0.7	54	0.6	-	-

Zoning/Land Use Designation	City		City + Uninc. UGA		Uninc. UGA	
	Acres	% of Total	Acres	% of Total	Acres	% Change
Commercial Marine 2 (CM2)	27	0.4	27	0.3	-	-
Heavy Manufacturing (HM)	135	1.8	2,083	21.6	1,949	1,447.1
Industrial (I)	115	1.5	115	1.2	-	-
Light Manufacturing (LM)	44	0.6	44	0.5	-	-
Light Manufacturing 1 (LM1)	442	5.9	634	6.6	192	43.4
Manufacturing/Shipping (M/S)	43	0.6	43	0.4	-	-
Public Use (P)	3,187	42.5	3,187	33.1	-	-
Residential (R1)	297	4.0	297	3.1	-	-
Residential Low Density (R2)	1,790	23.9	1,790	18.6	-	-
Residential Medium Density (R3)	577	7.7	577	6.0	-	-
Residential High Density (R4)	69	0.9	69	0.7	-	-
Residential High Density A (R4A)	97	1.3	97	1.0	-	-
Residential High Density B (R4B)	32	0.4	32	0.3	-	-
Total	7,493		9,633		2,141	

Source: City of Anacortes GIS Department 2014

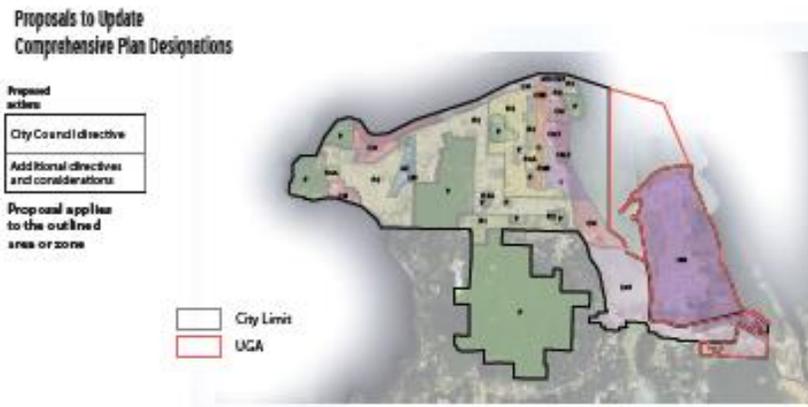
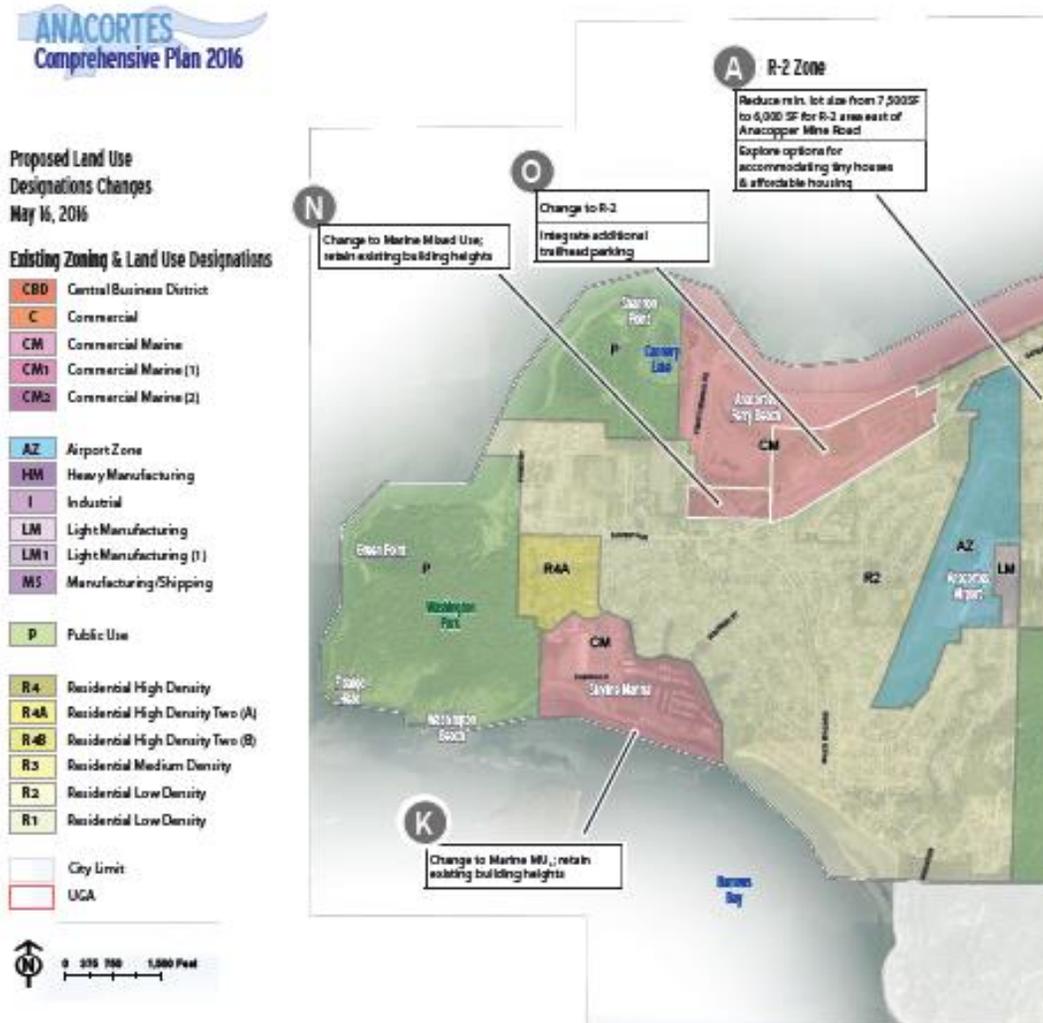
Figure LU-2. Zoning Districts in the City of Anacortes and Anacortes' Urban Growth Area (June, 2016).

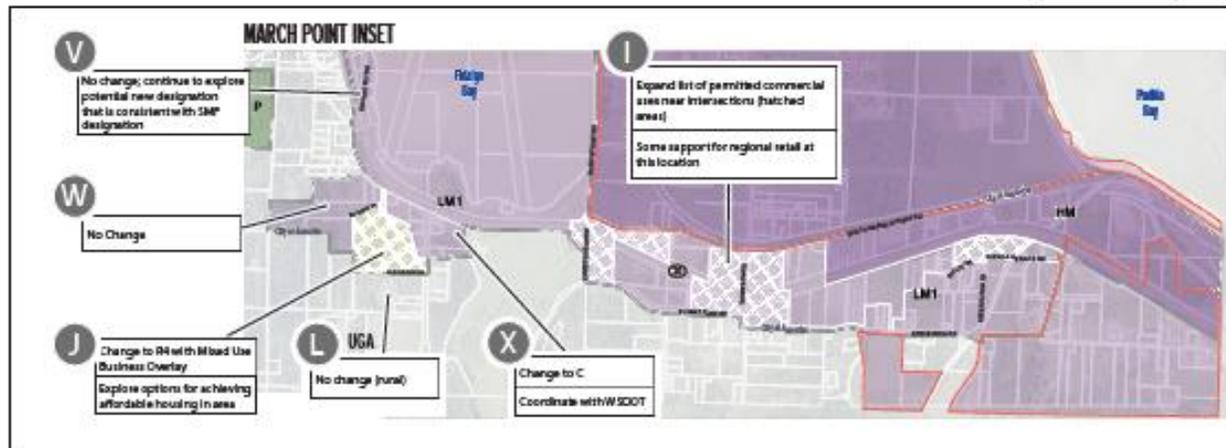
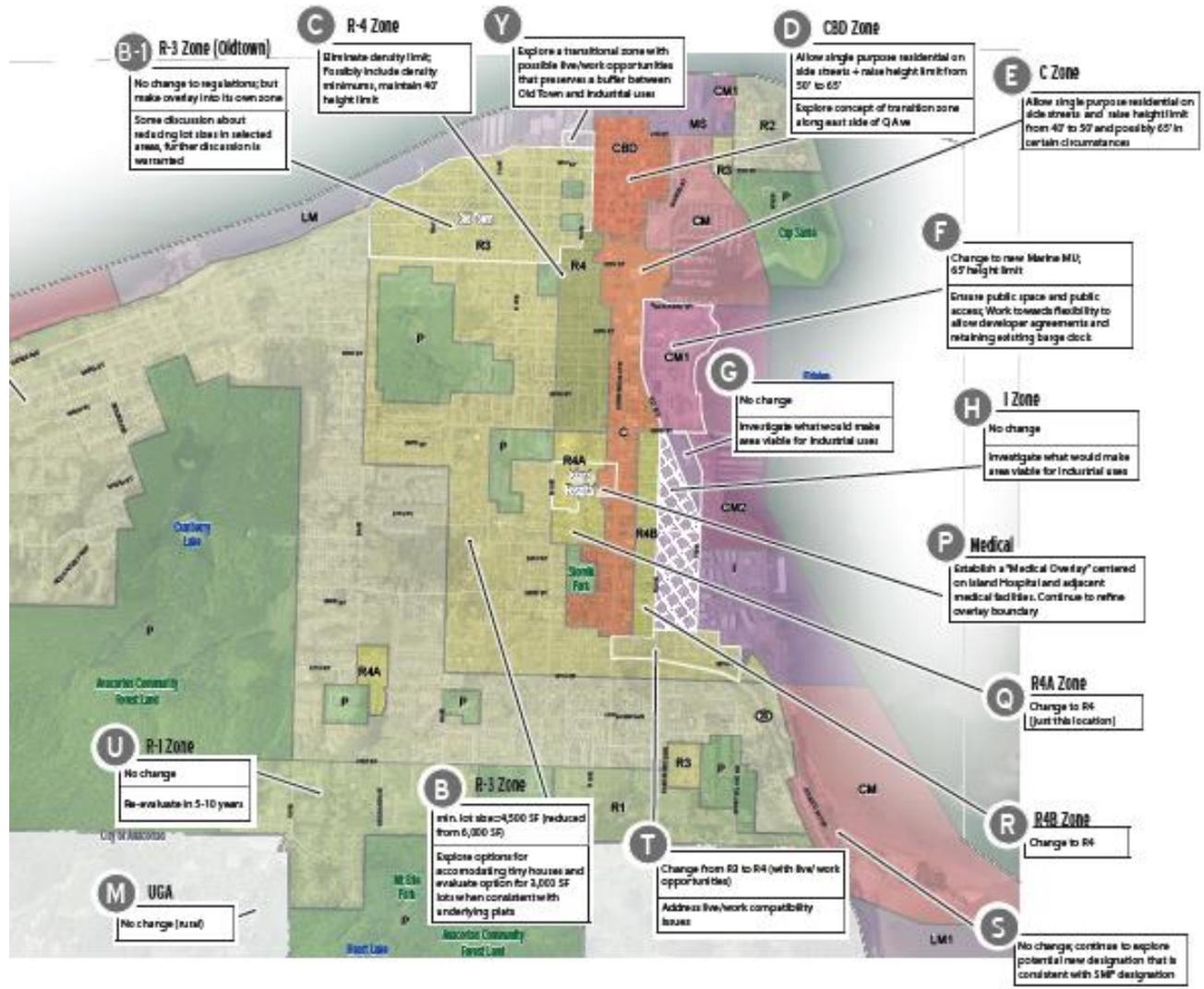


Proposed Land Use Designation Changes

The maps on the following pages document the land use designation proposals (changes from the 2012 designations) that were integrated into the 2016 Comprehensive Plan. Potential changes were initially identified based on community feedback, including three visioning workshops held in 2014, and based on Community Advisory Committee recommendations. A community workshop to evaluate the potential land use alternatives was conducted in February, 2015. The Planning Commission and City Council held multiple public comment meetings to take public input regarding the land use designation change proposals prior to identifying a preferred land use plan in late 2015. Public comment was again taken at public hearings before Planning Commission in January, 2016, prior to the Planning Commission recommendation to City Council on March 14, 2016.

Figure LU-3. Land use designation proposals (changes from the existing designations) that were integrated into the 2016 Comprehensive Plan.





Housing

Background & Regulatory Context

Growth Management Act (GMA)

The GMA requires that cities encourage the availability of affordable housing to all economic segments of the population of the state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock. The GMA requires the Housing Element to:

Recognize established neighborhood vitality & character;

- Inventory and analyze existing & projected housing needs;
- Have goals, policies & objectives for housing preservation, improvement and development;
- Identify sufficient land for housing of various types; and
- Make adequate provisions for existing & projected needs of all economic segments of the community.

The Countywide Planning Policies (CPP)

The CPPs for Skagit County include a housing goal that matches the GMA's housing goal above. The CPPs contain six housing policies, which focus on adequate supply, housing diversity and affordability, public/private partnerships, innovative and environmentally sensitive design.

Envision Skagit 2060

This document includes a vision statement as a set of recommendations developed by the Envision Skagit 2060 Citizens Committee for what they believe today's county residents want the county to be like in 2060. The committee consisted of 12 citizen volunteers selected from a large pool of applicants by a committee of county commissioners and town mayors. Committee members conducted an extensive community outreach process that included events spread throughout the county and ultimately involved over 400 residents. The overarching land use recommendation is that existing urban communities within the county should grow up rather than out, become more compact rather than more sprawling, and mix compatible uses to create more complete, walkable communities, rather than continuing to isolate uses in ways that create ever greater reliance on the automobile to meet basic daily needs.

Key recommendations related to housing:

- We urge communities and stakeholders to work together to provide a wider variety of housing options for our urban and rural residents, as one means to address the serious lack of affordable housing in Skagit County.
- The greatest potential for bringing more residents into the urban environment is through creative and imaginative redevelopment of our historic downtowns and existing commercial strips, malls and big box centers.
- Higher densities can be achieved gracefully in existing residential neighborhoods through quality infill (e.g., well-designed cottage housing, accessory dwelling units and "granny flats").
- With proactive goals and policies to promote housing affordability and variety, creative redevelopment projects can and should be used as a tool to increase the overall supply of affordable housing units.
- Emphasize quality in site planning, design and construction.
- Affordable housing should be integrated into the fabric of our communities, not isolated in low-income enclaves.

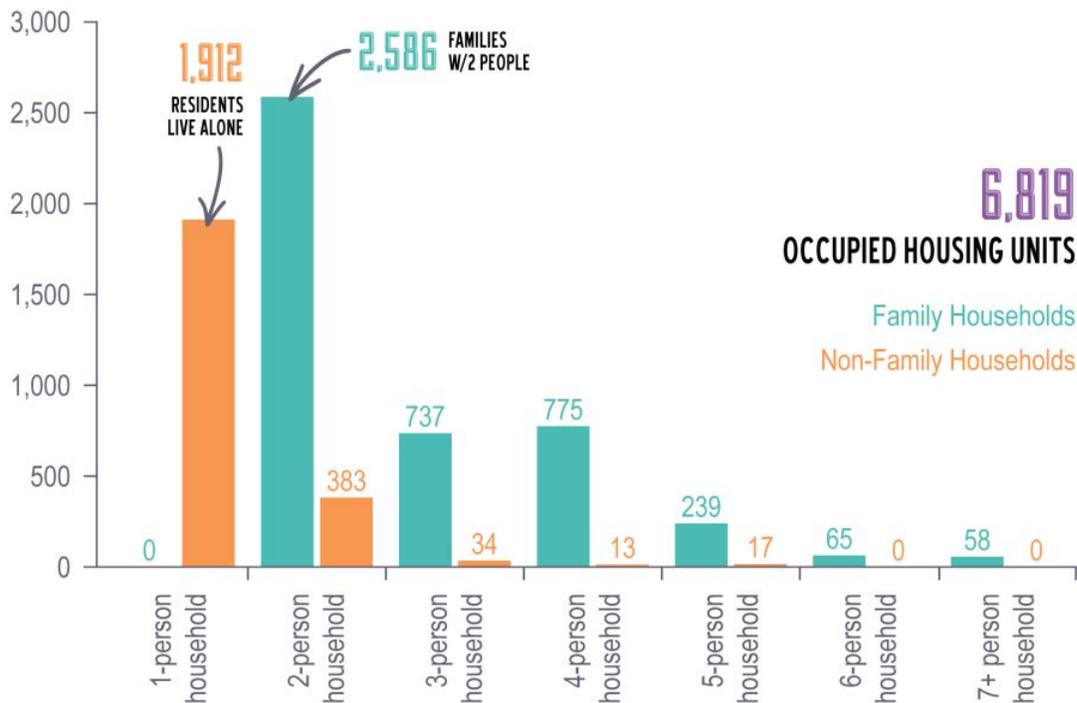
Existing Conditions

Population & Demographics

The population of Anacortes increased by approximately 8% from 2000 to 2010, from a population of 14,557 to 15,778 (US census). The State Office of Financial Management’s (OFM) 2015 population estimate for Anacortes is 16,310.

Like many communities throughout the state, Anacortes features a high percentage of one to two-person households. Per the US Census American Community Survey 2008-2012 estimates, 66% of the city’s occupied housing units were residents living alone (28%) or families with two people (38%). Table H-1 below illustrates the breakdown of households with three or more persons.

Table H-1. Household sizes in Anacortes.



Source: US Census American Community Survey 2008-2012

Anacortes residents are much older on average than other communities in Washington State. Per the US Census American Community Survey 2008-2012, the median age of Anacortes residents is 47.4, whereas the Washington State median is 37.2. Table H-2 below illustrates the full breakdown of ages between men and women in Anacortes compared to those in Washington State.

Table H-2. Anacortes age distribution compared to Washington State.



Source: US Census American Community Survey 2008-2012

Housing Stock

As of 2013, Anacortes features approximately 7,829 housing units per the OFM estimate. Detached single-family dwellings account for a great majority of the City’s housing stock: 80.1%, whereas multi-family dwellings and mobile homes account for 17.6% and 2.3%, respectively (2013 OFM estimates).

Table H-3. Distribution of Anacortes’s dwelling units by type compared to Skagit County and Washington State.

	Single Family Units	Multi-Family Units	Mobile Homes	Total Housing Units
City of Anacortes	6,273 (80.1%)	1,378 (17.6%)	178 (2.3%)	7,829
Skagit County	37,739 (72.3%)	7,951 (15.2%)	6,528 (12.5%)	52,218
State of Washington	1,912,196 (64.9%)	782,293 (26.6%)	251,819 (8.5%)	2,946,308

Source: 2013 OFM population estimates

Table H- 4 provides a breakdown in the acreage of land devoted to housing types and the percentage of the City’s total land area, with single family uses occupying 1,495 acres, equaling 24% of the City’s total acreage.

The City of Anacortes’s Urban Growth Area (UGA) contains approximately 2,200 acres to the north and south of SR-20 in March Point and near Becker’s Landing Airport. Existing land uses in the UGA are primarily Industrial/Manufacturing with areas of pasture/open space on March Point and acreage with single family residences located near Padilla Heights Road.

When UGA lands are included in the analysis, single-family residential development decreases from approximately 24% to 19% of land use in the community.

The following table includes estimated acreages for existing land uses with the City of Anacortes and Anacortes’s UGA.

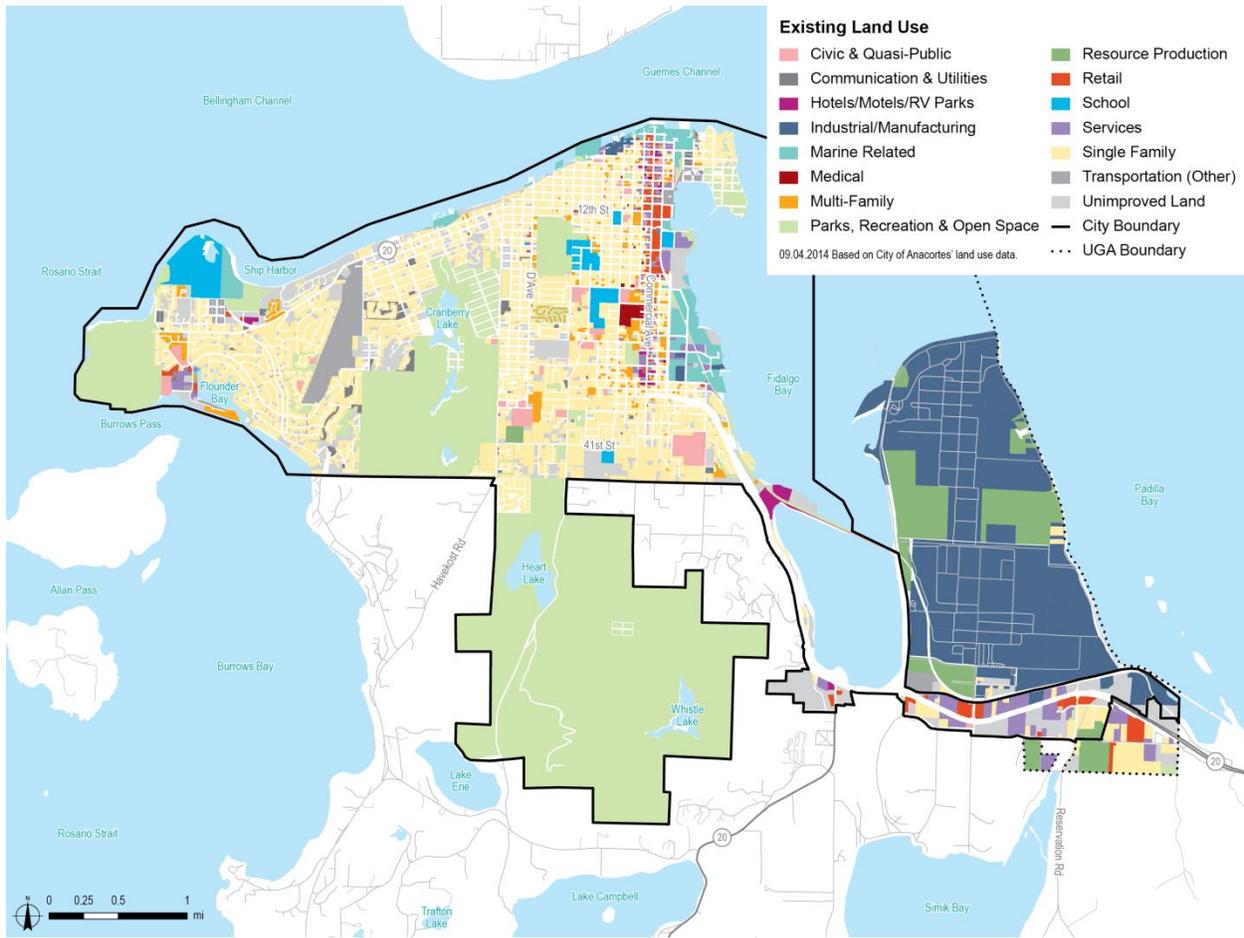
Table H-4. Inventory of existing housing uses in the City of Anacortes and Anacortes’ Urban Growth Area.

Land Use Type	City		City + UGA		UGA	
	Acres	% of Total	Acres	% of Total	Acres	% Change
Multi-Family	116	1.9	116	1.4	-	-
Single Family	1,495	24.0	1,569	18.9	-	-
Total	6,237		8,289		2,052	

Source: Skagit County Assessor’s Office

Figure H-1 on the following page illustrates existing land uses within Anacortes, including single family and multi-family uses. Note that most of the city’s multi-family dwellings are located near the commercial areas around Downtown, along Commercial Ave (SR 20), and near the Operations Division of Anacortes Public Works, Flounder Bay, and the ferry terminal.

Figure H-1. Inventory of Existing Land Uses in the City of Anacortes.



Source: City of Anacortes GIS Department, 2014

Residential Construction and Cost Trends

Table H-5 on the following page illustrates the number of single and multi-family residential permits issued between 2003 and 2013. The numbers reflect the regional economic conditions with construction boom between 2003-2005 and recession era numbers between 2008 and 2012. 2013's numbers reflect an upswing trend that mirrors the growing regional economy. The numbers also amplify the lack of multi-family construction.

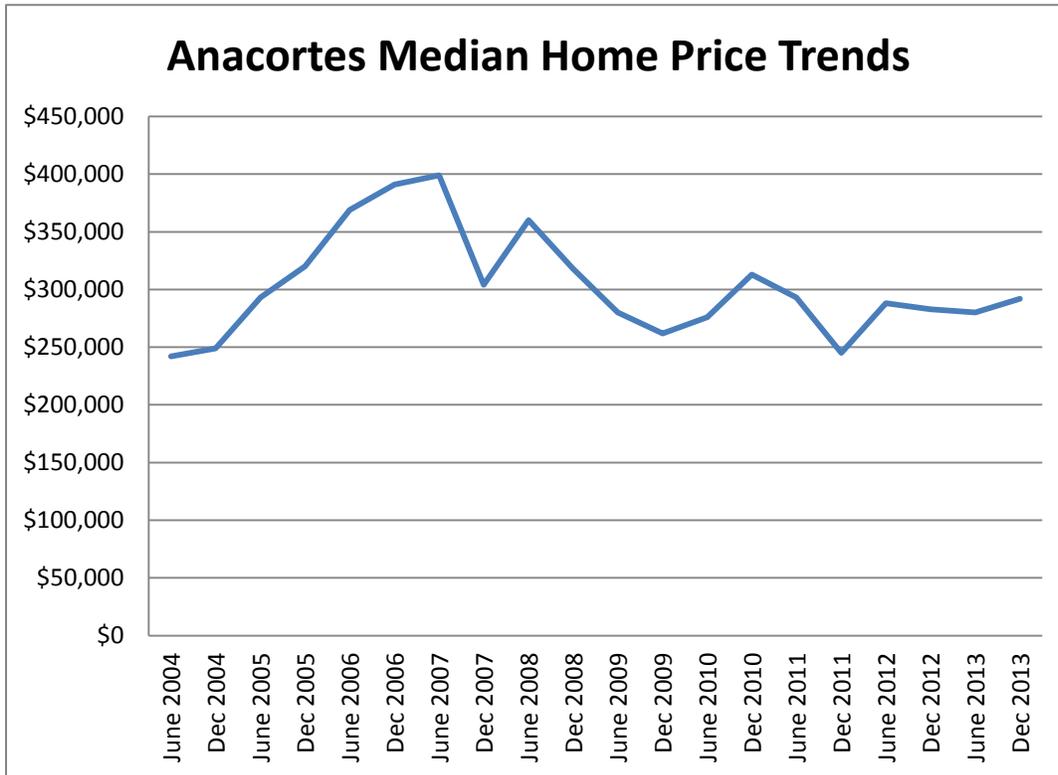
Table H-5. Residential permit activity in Anacortes between 2003 and 2013.

Year	SFR Permits Issued	MFR Permits Issued	MF Units
2003	111	6	9
2004	165	6	15
2005	172	27	78
2006	97	8	32
2007	66	6	15
2008	44	0	0
2009	22	0	0
2010	33	1	2
2011	41	0	0
2012	44	0	0
2013	90	1	2

Source: Anacortes Building Department, 2014.

Trends in housing prices and rents are a measure of housing market conditions. The trends reflect the underlying strength of the market and also the availability of housing to meet the needs of current and prospective future residents. The following table shows housing price trends for home sales in Anacortes over the past ten years. The data are provided by monthly figures from Zillow.

Table H-6. Anacortes median home price trends.

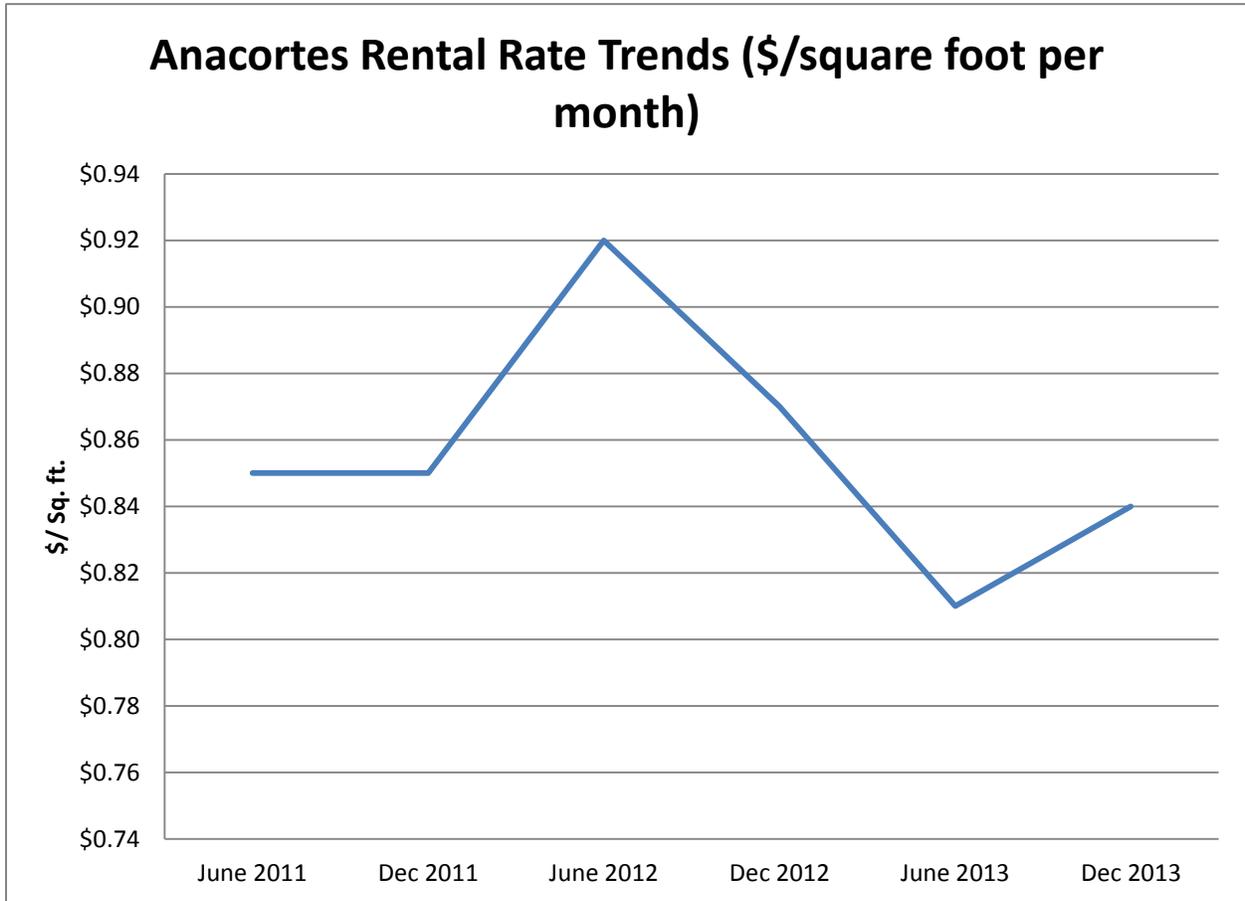


Source: Zillow

As shown, prices increased dramatically from 2004 through 2006. Prices dropped in 2007 through 2011, and began a slow recovery since that time. Prices approached \$400,000 at the peak of the market, and are slightly below \$300,000 over recent months.

The rental market is not nearly as active in Anacortes, and there is a limited amount of data available. The following table summarizes rental rate trends for the past three years. Rents are expressed on a per square foot per month basis. Data are provided by Zillow.

Table H-7. Anacortes rental rate trends.



Source: Zillow

Rents have varied within a range of \$.81 to \$.92 per square foot per month. Rents have increased further to \$.94 per square foot per month in April of 2014. This is equivalent to \$1,275 for a 1,356 square foot unit. A unit of this size is likely to be a townhome rather than an apartment. A one bedroom apartment with 675 square feet would rent for \$635 per month at this rate. A two bedroom apartment would rent for \$825 per month.

Household Income & Housing Affordability

Affordability is usually defined as the ability of a household with average income to purchase an average priced home. More specifically, a Housing Affordability Index (HAI) is defined as the ratio of the price of a home that a household with median income and spending 25% of that income on principal and interest at the prevailing interest rate for a 30 year mortgage, divided by the median sale price of homes in the area. The following table compares the index over the past real estate cycle.

Table H-8. Trends in Anacortes housing affordability.

	June 2007	Sept 2010	March 2014
Affordable Home Price			
Estimated Annual Income*	\$59,250	\$59,857	\$63,315
30 Fixed Mortgage Rate	6.15%	4.46%	4.39%
Affordable Monthly Princ. & Int. (@25%)	\$1,234	\$1,247	\$1,319
Affordable Mortgage	\$202,613	\$247,272	\$263,722
Affordable Home Price (80% Mortgage)	\$253,266	\$309,090	\$329,652
Median Sale Price	\$399,000	\$250,000	\$319,000
Affordability Index**	63.5	123.6	103.3
* Extrapolated from 2010 ACS figure based on OFM Skagit County estimates.			
Skagit County	\$53,874	\$54,426	\$57,570
** Index greater than 100 indicates that household with median income can afford median price home.			

Source: Property Counselors

As shown, the affordable sales price for a home at the peak of the market in 2007 was only \$253,000, while the median sale price was \$399,000. The housing affordability index was only 63.5. By the end of 2013, the ratio was up to 103.3. Housing was most affordable in 2010 when home prices and mortgage rates were at their lowest levels. A key assumption in this calculation is the 20% down payment. First time homebuyers typically don't have a down payment of this size. A separate set of assumptions can be applied to a first time homebuyer's affordability index.

A similar affordability index can be calculated for rental housing. That index compares the amount of rent that a household can afford to pay at 30% of their household income, to median rents. A household with an estimated median income of \$63,000 in 2013 could afford to pay \$1,575 per month in rent, an index of 124. In fact, many renters may have incomes that are less than the median. Further, there are a limited number of rental opportunities in the local market.

Skagit County commissioned an interim report on Building a Skagit County Housing Affordability Strategy in 2013. The report discusses (1) The scale of the affordability problem and how much is needed at the County level; (2) Components of a strategy and the issues to factor in; (3) What are the essential ingredients and what is missing?; and (4) Next steps and what can be done to improve the situation. The report notes that two out of every five households cannot afford the housing they occupy in Skagit County (38.6%, 16,875 out of 43,713 households), based on income and expense levels (housing expenses exceeding 30% of monthly income level).

Housing Needs in Anacortes

In 2015, Skagit County commissioned a report that provides a summary of housing concerns across Skagit County and a profile of each community within the County. Some of the key trends and considerations for housing county-wide and in Anacortes include:

- The population is aging, those that are aging tend to have more disabilities. An increasing percentage of senior citizens in the population may warrant alternative forms of housing.
- Household sizes are getting smaller. The increasing share of smaller households may require forms of housing other than detached single family (smaller lot detached, cottage, townhome, attached multi-family units, etc.)
- Household poverty has increased. There is an increase in cost-burdened households, particularly, renters.
- Homelessness is a special need in the County, and affects children and adults.
- Housing stock is predominantly single family and the housing stock is aging.
- There is a greater need for affordable ownership and rental housing.
- There is a demand for housing by those who work in Anacortes.

Table H-9. Housing Needs Profile for Anacortes.

<p>1. Demographic Profile</p>	<p>Population 2014: 16,190 Households 2013: 6,795 Average Household Size 2013: 2.34 Median Household Income 2013: \$59,116 <i>6% above Countywide Area Median Income (AMI) of \$55,925</i></p>	<p>OFM, 2014 2013 5-Year ACS</p>
<p>2. Housing Stock Profile</p>	<p>Housing Units 2014: 7,861 Housing Type 2014:</p> <ul style="list-style-type: none"> • Single family homes share: 80% • Two or more units share: 18% • Mobile home unit shares: 2% <p>Bedrooms 2013: 71.7% of homes in Anacortes had 2 or 3 bedrooms. Tenure 2013:</p> <ul style="list-style-type: none"> • Owner-occupied: 66.0% • Renter-occupied 34.0% 	<p>OFM, 2014 2013 5-Year ACS</p>
<p>3. Household Income Distribution</p>	<p>Based on the countywide area median income (AMI) of \$55,925 in 2013:</p> <ul style="list-style-type: none"> • Households earning 30% and below AMI: 12.5% • Households earning 31-50% AMI: 10.2% • Households earning 51-80% AMI: 15.5% <p>Anacortes has a comparable share to the County as a whole of households earning 80% or less.</p>	<p>2013 5-Year ACS</p>
<p>4. Household Earnings and Housing Burden</p>	<p>Households earning less than 80% of the AMI 2013:</p> <ul style="list-style-type: none"> • Countywide – 40.4% • Anacortes – 38.2% <p>Spending more than 30% on housing and earning below 80% of AMI 2012:</p> <ul style="list-style-type: none"> • Countywide – 25% • Anacortes – 22% 	<p>CHAS Tool, HUD 2012 2013 5-Year ACS</p>

<p>5. Match of Rental Stock to Income Levels</p>	<p style="text-align: center;">Anacortes Renter-Occupied Income and Current Rents</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th rowspan="2">Ratio to Skagit County AMI</th> <th colspan="2">Income Ranges</th> <th colspan="2">Monthly Housing Budget*</th> <th colspan="2">Estimated Renter HHs</th> <th rowspan="2">Estimated Units</th> <th rowspan="2">Gap over/(under)</th> </tr> <tr> <th>Low</th> <th>High</th> <th>Low</th> <th>High</th> <th>Count</th> <th>Percent</th> </tr> </thead> <tbody> <tr> <td>Under 30%</td> <td>\$0</td> <td>\$17,000</td> <td>\$0</td> <td>\$425</td> <td>526</td> <td>23%</td> <td>229</td> <td>(297)</td> </tr> <tr> <td>30 - 50%</td> <td>\$17,000</td> <td>\$28,000</td> <td>\$425</td> <td>\$700</td> <td>372</td> <td>16%</td> <td>305</td> <td>(67)</td> </tr> <tr> <td>50 - 80%</td> <td>\$28,000</td> <td>\$45,000</td> <td>\$700</td> <td>\$1,125</td> <td>428</td> <td>18%</td> <td>789</td> <td>361</td> </tr> <tr> <td>80 - 100%</td> <td>\$45,000</td> <td>\$56,000</td> <td>\$1,125</td> <td>\$1,400</td> <td>211</td> <td>9%</td> <td>161</td> <td>(49)</td> </tr> <tr> <td>100 - 120%</td> <td>\$56,000</td> <td>\$67,000</td> <td>\$1,400</td> <td>\$1,675</td> <td>181</td> <td>8%</td> <td>301</td> <td>120</td> </tr> <tr> <td>120% or Over</td> <td>\$67,000</td> <td></td> <td>\$1,675</td> <td>\$0</td> <td>595</td> <td>26%</td> <td>241</td> <td>(354)</td> </tr> <tr> <td>Total</td> <td></td> <td></td> <td></td> <td></td> <td>2,312</td> <td></td> <td>2,026</td> <td>(287)</td> </tr> </tbody> </table> <p>*Estimated monthly housing budget based on 30% of monthly gross income.</p> <ul style="list-style-type: none"> • More units are needed to meet renter households with incomes at under 30% of the County median income (287 unit gap). 	Ratio to Skagit County AMI	Income Ranges		Monthly Housing Budget*		Estimated Renter HHs		Estimated Units	Gap over/(under)	Low	High	Low	High	Count	Percent	Under 30%	\$0	\$17,000	\$0	\$425	526	23%	229	(297)	30 - 50%	\$17,000	\$28,000	\$425	\$700	372	16%	305	(67)	50 - 80%	\$28,000	\$45,000	\$700	\$1,125	428	18%	789	361	80 - 100%	\$45,000	\$56,000	\$1,125	\$1,400	211	9%	161	(49)	100 - 120%	\$56,000	\$67,000	\$1,400	\$1,675	181	8%	301	120	120% or Over	\$67,000		\$1,675	\$0	595	26%	241	(354)	Total					2,312		2,026	(287)	<p>2013 5-Year ACS BERK, 2015</p>
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<p>6. Match of Ownership Costs to Income Levels</p>	<p>Median Home Value 2013: \$318,000 <i>22% above the Countywide Median Home Value</i></p> <ul style="list-style-type: none"> • Total Homeowners paying > 30% of their income on mortgage 2013: 39.3% • Lower-income Owners spending > 30% on housing and earning below 80% of AMI 2012: 8% 	<p>2013 5-Year ACS CHAS Tool, HUD 2012</p>																																																																														
<p>7. Countywide Housing Need Objective</p>	<p>40% of the county wide housing stock affordable to households earning at or below 80 percent of the countywide AMI. See Appendix for more discussion of this objective and how it can be tracked.</p>	<p>2013 5-Year ACS</p>																																																																														
<p>8. 2036 Growth Allocations and Potential Housing Need</p>	<p>Population Growth Allocation 2015-2036: 5,895 new persons <i>Converted to households: 2,541</i></p> <p>Desired number of units affordable to households earning 80% and below AMI:</p> <ul style="list-style-type: none"> • Based on Countywide need, 40% = 1,016 • Based on Anacortes need, 38% = 971 	<p>SCOG, 2014 BERK, 2014 and 2015</p>																																																																														
<p>9. Current Measures Addressing Need</p>	<p>The Anacortes Housing Authority (AHA) provides several low income housing programs. AHA owns and manages their own units, which include the Bayview Apartments (24 Project Based Section 8 units and 22 Tax Credit units), various public housing sites (62 units), the Harbor House (49 units for elderly/disabled) and The Wilson Hotel (25 Tax Credit units).</p> <p>Tax Exemption: Anacortes Municipal Code Section 15.45.030(F) indicates that an additional four years (over the baseline of 8 years) of tax exemption is available for multi-family projects with at least twenty percent of rental units available to low and moderate income households or twenty percent of sales available to moderate income households.</p> <p>Accessory Dwelling Units: In Anacortes, accessory dwelling units are allowed in a variety of residential zones (AMC Section 17.10.170).</p> <p>Variety of Densities and Housing Types: The City has a variety of zones with low, medium, and high densities, and allowances for mixed uses. The City has a planned unit development and cottage housing approval process.</p>	<p>Anacortes Housing Authority Anacortes Municipal Code</p>																																																																														

<p>10. Possible Community Policy Responses to meeting housing needs</p>	<p>Consider appropriate tools to meet local needs. These may include innovative single family techniques, and tools addressing expensive housing markets, mixed use centers, education and outreach.</p> <p>Puget Sound Regional Council Housing Toolkit: http://www.psrc.org/growth/housing/hip/</p> <p>Municipal Research and Services Center, Housing Programs: http://mrsc.org/Home/Explore-Topics/Planning/Specific-Planning-Subjects,-Plan-Elements/Housing/Housing-Programs.aspx</p>	<p>BERK 2015</p>
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Source: Skagit County Affordable Housing Needs, Local Community Housing Profiles (July 2015), BERK Consulting

In 2016, the City of Anacortes established the City Council Affordable Housing & Community Services Committee (AH&CS Committee) with the goal to develop a strategic plan to improve housing affordability and to make recommendations on budget allocations for social services. The strategic plan will address the critical issues facing many individuals and families now within the community by creating pathways to eliminate these issues. In April, 2016, the AH&CS Committee invited community leaders involved in the lives of low income residents within the community to participate in a symposium to assist in identifying the services that are lacking in Anacortes for lower income residents, which will help inform the development of the strategic plan.

Homelessness

While limited data exists about the number of homeless within Anacortes, “point-in-time” counts conducted by Community Action of Skagit County counted 28 homeless individuals in January, 2013 and 14 in January, 2014. The Anacortes Family Center serves between 150-170 individuals each year. They are a nonprofit 501(c)(3) homeless shelter serving homeless women, children and families in Anacortes and the surrounding area. The center provides housing for 60-90 days and intensive case management and life skills education to assist the household with gaining the skills and resources needed to become fully self-sufficient. 65% of those served annually are children – the vast majority of those from single parent families (most fleeing domestic violence).

Economic Development

Background & Regulatory Context: Population Conditions

Current and future population drives opportunities for new employment and development. Population conditions are presented in terms of demographic characteristics, projected population growth, and trade area population.

Demographic Characteristics

Several demographic characteristics are compared for Anacortes, Skagit County and Washington State in Table ED-1 below.

Table ED-1. Comparison of Demographic Characteristics Anacortes, Skagit County and Washington State.

	Anacortes	Skagit County	Washington State
Population 2010	15,778	116,901	6,724,540
Households 2010	6,980	45,557	2,620,076
% Family Households	63.9%	67.3%	64.4%
Households w/ <18 yrs.	24.3%	30.8%	31.9%
Households w/65+ yrs.	36.4%	29.5%	22.8%
Avg. HH Size	2.25	2.53	2.51
Avg. Family Size	2.75	3.01	3.06
Median Age	47.2	40.1	37.3
Med. HH Inc. 2008-2012	\$59,587	\$56,457	\$59,374
Households w/ Earnings	67.0%	74.9%	79.8%
Source: US Census Bureau			

Anacortes has a higher median age, lower percentage of households with members under 18, and higher percentage with members over 65. Anacortes has a higher median household income, with a lower percentage of households reporting earnings (as opposed to investment or pension income). This reflects a community with a large retirement population.

Projected Population Growth

Skagit County has prepared preliminary population forecasts and allocations under the requirements of the Growth Management Act. The county-wide forecast is based on an adjustment to the State medium forecast, and the allocations are based on recommendations by the Growth Management Act Steering Committee (GMASC), which is advised by city and county planners Technical Advisory Committee. Final allocations will be approved by the County Commissioners. The preliminary figures for Urban Growth Areas (UGA's) and rural areas are shown in the following table.

Table ED-2. GMASC Recommended Population Growth and Distribution for Skagit County and UGA's.

UGA	2012 Population	2012-2015 Population Growth Forecast	2015-2036 Population Growth Forecast	2015-2036 Population Growth Forecast Allocation Percent	2036 Population Growth Forecast Allocation
Anacortes	16,090	308	5,895	16.5%	22,293
Burlington	10,393	71	3,808	10.7%	14,272
Mount Vernon	33,935	1,034	12,434	34.8%	47,403
Sedro-Woolley	12,431	83	4,555	12.7%	17,069
Concrete	873	0	320	0.9%	1,193
Hamilton	310	3	114	0.3%	427
La Conner	898	-1	329	0.9%	1,226
Lyman	441	2	162	0.5%	605
Bayview Ridge	1,812	-1	72	0.2%	1,883
Swinomish	2,489	15	912	2.6%	3,416
Rural (outside UGAs)	38,277	238	7,150	20.0%	45,665
Total	117,949	1,752	35,751	100.0%	155,452

Notes: The figures apply to cities/towns including their associated UGAs.

Source: BERK Consulting 2014, Skagit County Growth Projections

The Anacortes UGA is projected to grow from 16,090 in 2012 to 22,293 in 2036, an average growth rate of 1.4% per year. This exceeds the average rate for the county as a whole of 1.2%.

Trade Area Population

Anacortes businesses serve a trade area that is larger than its urban growth area. Trade areas are determined by a combination of natural features, transportation facilities, population concentrations and competing development. Anacortes serves a trade area that includes all of Fidalgo Island and San Juan Island. The trade area does not extend south into Island County or east because of the competing commercial concentrations in Mount Vernon and Oak Harbor. The population of the trade area is shown in Table ED-3.

Table ED-3. Population of Anacortes Trade Area.

	2010	2013
Anacortes	15,778	16,080
Other Fidalgo (98221)	4,561	4,740
San Juan County	15,769	16,000
Total Trade Area	36,108	36,820

Source: US Census Bureau, Washington Office of Financial Management and Property Counselors

Employment Conditions

Employment drives population growth and provides the income levels necessary to support the local housing market and commercial businesses. Employment conditions are presented in terms of employment by industry, employee travel patterns, and projected employment growth.

Employment by Industry

Employment data by sector for Anacortes, Skagit County and Washington State are compared in the following table.

Table ED-4. Employment and Average Wages for Anacortes, Skagit County and Washington State.

	Anacortes			Skagit County			Washington State		
	Employment	% of Total	Avg Wage	Employment	% of Total	Avg Wage	Employment	% of Total	Avg Wage
Agriculture, forestry, fishing & hunting	43	0.5%	\$126,575	2,801	6.1%	\$31,344	95,589	3.3%	\$26,273
Mining, quarrying, and oil and gas extraction	*		*	*			1,938	0.1%	58,817
Construction	476	6.0%	45,654	2,497	5.5%	58,911	129,802	4.5%	53,038
Manufacturing	1,808	22.9%	78,480	4,975	10.9%	58,589	277,378	9.6%	69,304
Wholesale trade	93	1.2%	52,041	1,189	2.6%	49,093	121,721	4.2%	68,494
Retail trade	941	11.9%	27,949	6,517	14.2%	27,893	314,440	10.9%	32,384
Transportation warehousing and utilities	234	3.0%	43,398	1,108	2.4%	40,739	87,520	3.0%	52,740
Information and financial activities	346	4.4%	56,195	2,240	4.9%	43,384	235,673	8.1%	95,025
Professional & business services	384	4.9%	45,053	2,497	5.5%	43,368	341,869	11.8%	67,821
Education & health services	1,858	23.5%	40,790	4,741	10.4%	31,919	366,370	12.7%	46,014
Leisure & hospitality	1,345	17.0%	23,226	4,311	9.4%	16,836	228,446	7.9%	18,696
Other services (excluding private household employe	294	3.7%	27,380	2,004	4.4%	26,917	132,105	4.6%	25,651
Public administration	*		*	10,710	23.4%	45,662	516,204	17.8%	52,869
Other	72	0.9%	104,793	211	0.5%	81,219	45,357	1.6%	25,293
Total	7,893	100.0%	\$46,840	45,801	100.0%	\$39,326	2,894,412	100.0%	\$51,964
Employment / Capita 2012	0.49			0.39			0.42		

Source: WA Department of Employment Securities, Property Counselors.

Anacortes had 7,900 jobs within the City in 2012, equivalent to .49 jobs per capita. That ratio is higher than the ratio for either the county or state. Anacortes is an employment center relative to its population.

The make-up of the employment base is shown in Table ED-4 and graphically in Table ED-5. Anacortes has relatively high employment in manufacturing, health care, leisure and hospitality. This reflects the prominence of such employers as Island Hospital, Dakota Creek Industries, Trident Seafoods, and various small visitor oriented businesses. The employment base is well diversified.

The average wage rate in Anacortes was \$46,840 in 2012, greater than the average for Skagit County, but less than that for the State. The average wage by industry by is summarized in Table ED-6. Overall the highest wages are reported for fishing, manufacturing, information and financial services, wholesale trade, construction, and professional and business services. Anacortes wages are higher than the State figures for fishing, manufacturing, and leisure/hospitality.

More detailed information has been provided by the State Department of Employment Security. This data provides additional insight into the employment levels and wages for subsectors within the major industrial categories. Manufacturing is the sector with the most variability among the subsectors. The three largest subsectors are materials manufacturing (NAICS 320 which includes petroleum refining), food processing and transportation equipment (ship and boat building). Materials manufacturing is the largest of the three sectors with over 800 employees. The other two sectors are similar in size with over 300 employees in each. The average wage for NAICS 320 was \$119,000 in 2012, food processing was \$26,639, and transportation equipment was \$62,099.

Table ED-5. Employment Mix by Sector.

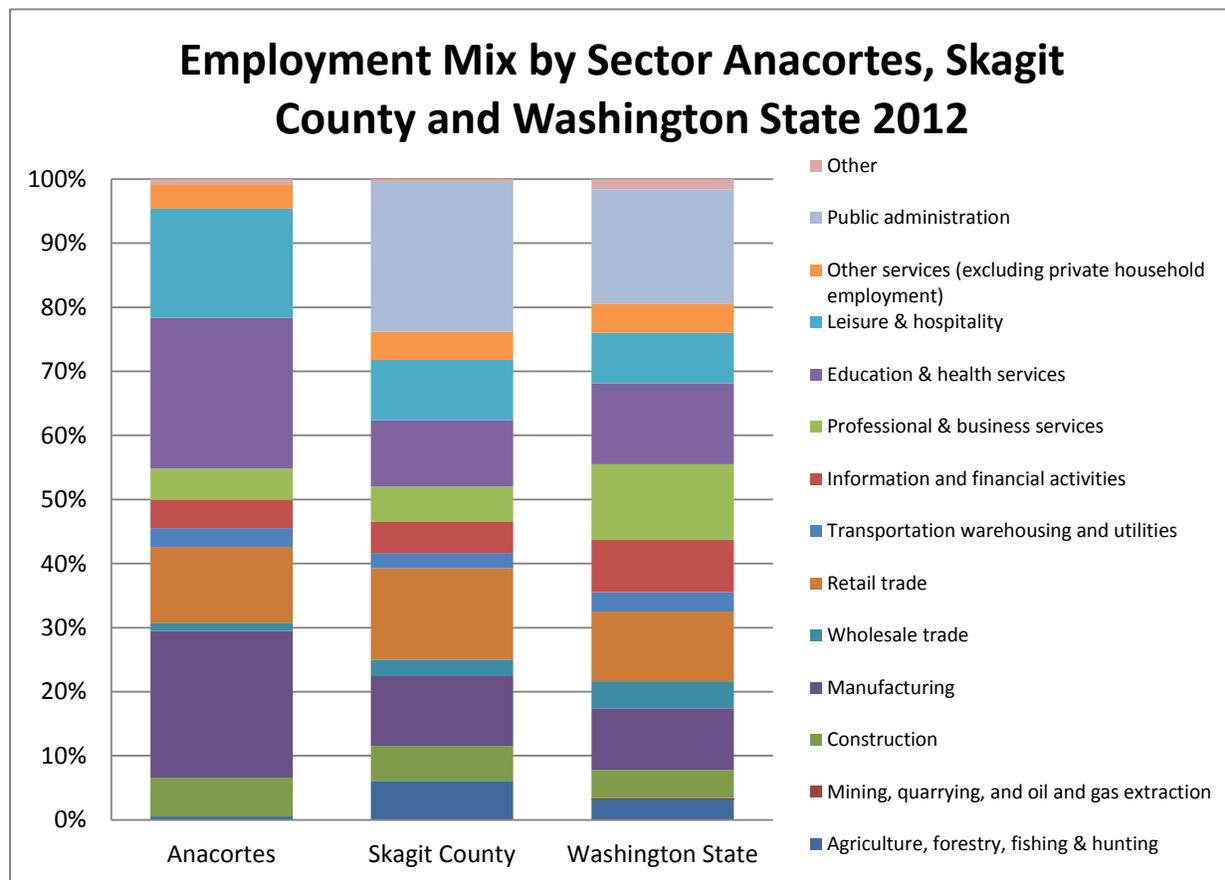
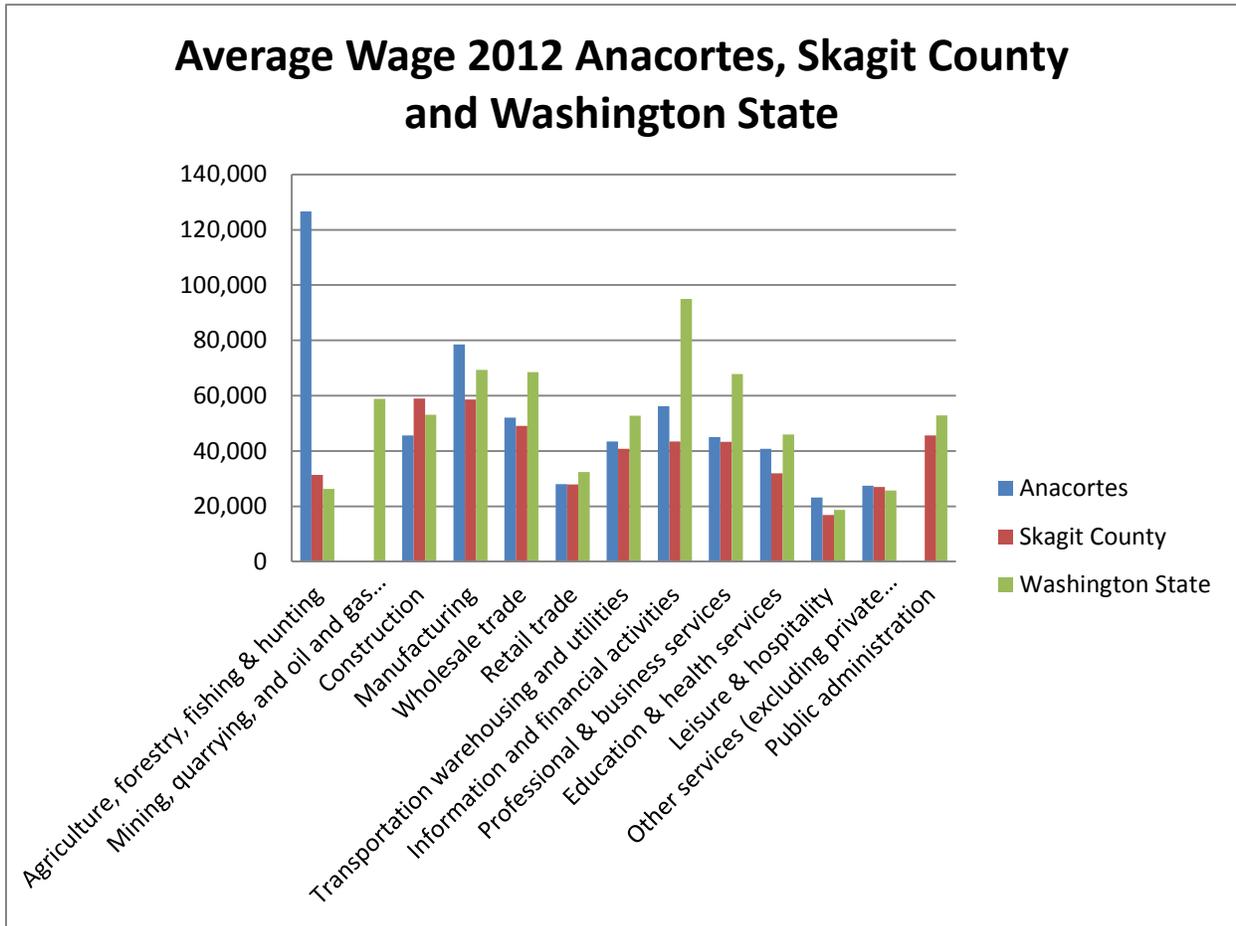


Table ED-6. Average Wage 2012.



Employee Travel Patterns

While there are a relatively high number of jobs in Anacortes, there are also a large number of residents who commute to jobs outside the city. The relationship of workers traveling into and outside the city is summarized in Table ED-7.

Table ED-7. Travel Patterns of Anacortes Workers and Residents.

- 6,199 Anacortes residents are employed
- 2,026 Anacortes residents live and work in town.
- 4,173 Anacortes residents have jobs out of town*
- 3,935 workers commute to jobs in Anacortes



67% of Anacortes residents work outside city limits

Source: US Census Bureau LED data

There is a rough balance with the number of workers commuting to Anacortes approximately equal to the number commuting out.

Employment Projections

The County has also prepared preliminary employment projections and allocations under the Growth Management Act. Preliminary allocations are provided for three scenarios. Anacortes would capture a higher share of employment growth under the Current Shares scenario, with a lower share under the two scenarios which allocate higher shares to I-5 Corridor communities. The average annual growth rates are 1.3%, .8 % and .9 % for the Current Shares, Corridor Trends Share, and Corridor Focus Shares, respectively. The Growth Management Act Steering Committee ultimately recommended the Planner Recommendation for employment projections, identified in the table below, for inclusion in the updated Countywide Planning Policies.

Table ED-8. Preliminary Employment Projections and Allocations.

	2012	Net Growth 2012-2015	Resource	Retail	Industrial	Services	Gov/Edu	Net Growth 2015-2036	Total 2036
Current Shares	8,166	304	-	69	1,010	969	576	2,610	11,080
Corridor Trends Share	8,166	187	-	71	568	640	353	1,628	9,982
Corridor Focus Share	8,166	201	-	71	596	678	406	1,753	10,120
Planner Recommendation	8,166		-	92	702	806	476	2,076	

Source: Berk and Associates, Skagit County Growth Projections, July 2014.

The additional jobs will require additional land to accommodate the new and expanding businesses. The land requirements can be estimated according to typical employment density factors.

The projections in Table ED-9 are based on allocations according to stated assumptions. In the case of retail employment, the projections don't explicitly reflect potential market opportunities for the city. As presented in the next section of this report, under a future scenario for retail expansion that includes significant recapture of current retail leakage, the City could support an additional 230,000 square feet of building area through the year 2035. That demand would support 460 retail jobs. The industrial employment number in Table ED-8 is lower than the moderate level projection in the Skagit County Industrial Land Study, prepared in March 2014 by ECONorthwest. The land requirement estimates in Table ED-9 reflect these higher employment numbers for the retail and manufacturing sectors. With the adjusted figures, the land requirements reflect a high total commercial industrial land requirement for purpose of considering the adequacy of the city's land base to meet employment targets.

Table ED-9. Projected Land Requirement for Employment.

	Projected Growth 2012-2036				
	Retail	Industrial	Services	Gov/Edu	Total
Projected Job Growth *	460	1,141	806	476	2,883
Employment Factors					
Jobs per Acre	21.8	7.8	33.5	33.5	
Building Sq. Ft. per Employ	500	1,000	325	325	
Building Floor Area Ratio	0.25	0.18	0.25	0.25	
Land and Building Requirements					
Building Sq. Ft.	230,000	1,141,000	261,950	154,700	1,787,650
Land Area Acres	21.1	146.8	24.1	14.2	206.2
* Based on Property Counselors estimate for retail employment, EcoNorthwest estimates for industrial employment, and Berk and Associates for other sectors.					

As shown, the projected employment levels would require 206 net acres of land and 1.8 million square feet of building area.

Retail Sales Conditions

Retail sales are an important part of the tax base of the community. They also represent an important element of the resources in the community available to serve local residents. Retail sales conditions are presented in terms of sales trends, retail leakage, and market opportunities.

Sales Trends

Taxable retail sales are reported by industry sector for cities and counties in the state. Sales for the period 2004 through 2013 are summarized in Table ED-10 below. As shown, total taxable sales grew from \$313 million to \$360 million over the period, an average annual growth rate of .8%. The retail trade sectors actually declined over the period from \$153 million to \$139 million. All of that decline can be attributed to Motor Vehicles and Parts. RV, Boat and Motorcycle sales were a part of this category, but this subsector grew slightly over the period. The sectors showing the strongest growth were E-Commerce, General Merchandise, Apparel and Accessories, Food Services, Accommodations, Electronics and Appliance, Health and Drug, and Repair and Maintenance. In the case of General Merchandise and Apparel and Accessories, the sectors are small and growth rates can be deceptive.

Table ED-10. Anacortes Taxable Retail Sales Trends.

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	Avg. Ann.
Industry											
Retail Trade											
Motor Vehicles & Parts	\$95,150,150	\$84,243,729	\$66,725,032	\$77,589,350	\$52,121,388	\$44,696,227	\$44,618,245	\$42,678,209	\$50,631,343	\$59,570,173	-7.6%
Furniture & Home Furnishing	3,906,764	4,806,843	4,548,121	4,013,981	4,362,985	3,760,787	4,056,171	4,443,935	4,949,773	6,803,439	3.0%
Electronics & Appliances	3,636,194	4,704,003	5,759,742	5,087,453	5,304,576	4,824,807	5,507,708	5,409,703	5,556,926	5,540,576	5.4%
Building Materials, Garden Equip & Supplies	9,285,485	9,641,528	10,107,939	10,193,474	10,895,561	9,613,673	10,663,160	11,125,545	11,874,416	13,957,968	3.1%
Food & Beverage Stores	16,086,184	15,967,786	16,889,833	17,953,207	18,162,549	17,026,872	16,948,605	16,703,059	17,340,895	17,505,812	0.9%
Drug/health Stores	5,470,199	6,028,185	6,343,978	6,847,685	7,051,079	7,218,965	7,318,471	7,369,683	7,672,470	8,461,275	4.3%
Gas Stations & Convenience Stores w/pumps	2,554,431	2,973,783	2,657,061	2,429,076	2,486,972	3,905,394	3,619,549	3,575,810	3,392,256	3,470,912	3.6%
Apparel & Accessories	1,651,157	1,633,574	1,782,384	2,078,542	1,845,082	2,241,551	2,394,946	2,588,709	2,925,023	3,407,794	7.4%
Sporting Goods, Toys, Book & Music Stores	2,533,485	2,278,369	2,389,532	2,418,937	2,603,599	2,585,767	2,581,575	2,722,921	2,597,462	2,620,466	0.3%
General Merchandise Stores	453,501	497,229	460,150	1,190,648	1,653,485	1,314,050	1,288,741	1,002,822	929,297	972,426	9.4%
E-commerce & Mail Order	1,253,747	1,653,936	1,539,300	1,782,737	2,009,620	2,337,608	2,964,929	3,548,135	4,366,404	5,199,530	16.9%
Miscellaneous Retailers	11,067,005	12,839,028	15,274,879	15,743,971	14,039,379	12,780,442	12,515,164	13,496,142	12,234,516	11,835,644	1.3%
Total Retail Trade	\$153,048,302	\$147,267,993	\$134,477,951	\$147,329,061	\$122,536,275	\$112,306,143	\$114,477,264	\$114,664,673	\$124,470,781	\$139,346,015	-2.6%
Agriculture, Forestry, Fishing	375,335	0	759,538	1,186,133	883,402	646,827	93,941	59,376	30,644	74,083	-26.9%
Mining	0	865,918	0	0	102,035	40,753	42,019	15,364	26,405	5,816	
Utilities	336,881	268,369	337,951	250,839	231,956	213,530	214,485	282,277	378,254	342,812	1.5%
Construction	46,847,179	67,115,426	76,548,145	88,809,378	66,018,208	49,933,622	63,214,577	53,182,582	41,260,323	52,419,094	-1.6%
Manufacturing	17,787,155	29,655,065	26,562,611	20,774,550	15,704,787	11,720,455	13,223,892	14,397,005	16,458,474	17,051,852	-1.0%
Wholesale Trade	15,479,129	22,158,189	19,182,017	28,527,205	34,257,915	29,069,960	33,355,532	41,483,926	40,316,512	35,158,990	12.7%
Transportation & Warehousing	6,021,062	7,111,818	8,880,038	8,680,132	10,475,460	10,691,233	12,110,150	11,427,873	10,973,377	11,259,496	7.8%
Information	9,476,945	9,577,907	9,314,658	9,431,685	10,191,097	9,742,403	10,334,077	10,728,254	11,647,982	11,889,746	2.6%
Finance, Insurance	1,921,521	1,761,770	1,356,079	1,363,124	1,383,565	1,042,178	1,057,327	1,563,257	1,208,888	1,449,741	-5.6%
Real Estate, Rental/leasing	9,361,737	11,982,894	13,559,589	12,060,514	11,565,057	9,370,646	9,196,838	8,353,665	10,203,869	11,073,031	1.1%
Professional, Scientific & Technical Services	3,608,958	4,629,454	4,403,004	5,155,152	5,204,030	4,171,243	3,971,056	4,533,519	6,095,733	4,925,048	6.8%
Management, Education & Health Services	5,353,248	6,675,071	8,257,690	9,751,643	7,866,049	9,623,391	9,791,306	9,333,474	9,415,432	10,119,749	7.3%
Arts, Entertainment & Recreation	6,530,214	7,518,949	10,262,114	7,791,848	6,603,169	5,819,013	5,467,180	4,169,395	4,290,160	3,535,892	-5.1%
Accommodations	4,173,312	5,333,769	6,820,250	6,646,532	6,911,405	6,410,733	6,078,937	6,301,787	6,505,104	7,795,195	5.7%
Food Services	21,285,548	23,140,651	25,561,154	26,651,558	27,824,605	27,308,232	29,122,884	33,905,825	34,840,024	36,997,255	6.4%
Repair & Maintenance	7,917,961	7,760,268	9,200,054	10,827,356	8,793,365	8,572,765	9,378,183	10,157,060	10,841,639	12,965,917	4.0%
Personal Services	2,717,238	2,853,337	3,046,935	3,094,113	2,806,659	3,008,374	2,993,081	3,118,541	3,074,674	3,304,472	1.6%
Religious, Civic & Other	254,015	301,183	274,760	303,665	310,526	590,686	554,427	622,221	736,290	738,795	14.2%
Public Administration, Other	-	-	-	13,559	-	6,290	24,120	1,141	9,248	43,343	
Non-disclosed	281,737	778,783	8,632	17,631	10,005	5,184	-	3	-	-	-100.0%
Total All Industries	\$312,777,477	\$356,756,814	\$358,813,170	\$388,665,678	\$339,679,570	\$300,293,661	\$324,701,276	\$328,301,218	\$332,783,813	\$360,496,342	0.8%

Retail Inventory

The Community Advisory Committee oversaw the preparation of a commercial land use inventory for the city. Table ED-11 below summarizes the number of parcels, parcel square footage, and building square footage for properties in the Central Business District and Commercial zones. As shown, there are 139 parcels, 1.7 million square feet of commercial land, and 650,000 square feet of commercial buildings. The largest categories of business in terms of building area are restaurants, accommodations, grocery stores, building material stores, health and personal care stores, and used merchandise stores.

Table ED-11. Anacortes Commercial Land Use Inventory Summary.

NAICS Categories	# Parcels		Parcel sf		Bldg sf		Total # Parcels	Total Parcel sf	Total Bldg sf
	Commercial	CBD	Commercial	CBD	Commercial	CBD			
Grocery Stores	3		261,789		100,606		3	261,789	100,606
Building Material and Supplies Dealers	6		173,854		59,258		6	173,854	59,258
Health and Personal Care Stores	3	1	101,709	3,000	31,992	1,058	4	104,709	33,050
Used Merchandise Stores	4	10	19,769	47,482	6,380	25,024	14	67,251	31,404
Automotive Parts, Accessories, and Tire Stores	4		34,513		26,759		4	34,513	26,759
Sporting Goods, Hobby, and Musical Instrument Stores	2	6	10,249	18,146	3,687	18,922	8	28,395	22,609
Clothing Stores	1	6	6,000	23,425	3,184	14,640	7	29,425	17,824
Other General Merchandise Stores		1		50,830		17,190	1	50,830	17,190
Other Miscellaneous Store Retailers	1	6	8,965	20,018	4,323	11,526	7	28,983	15,849
Furniture Stores	1		17,972		12,571		1	17,972	12,571
Gasoline Stations	4		49,490		12,501		4	49,490	12,501
Office Supplies, Stationery, and Gift Stores		4		15,875		12,409	4	15,875	12,409
Jewelry, Luggage, and Leather Goods Stores		2		8,500		10,958	2	8,500	10,958
Electronics and Appliance Stores	2	1	10,335	4,500	7,106	2,452	3	14,835	9,558
Florists	1	2	8,755	5,500	3,022	4,218	3	14,255	7,240
Beer, Wine, and Liquor Stores	1		6,180		4,099		1	6,180	4,099
Book Stores and News Dealers		3		10,370		2,084	3	10,370	2,084
Other Motor Vehicle Dealers	1		2,700		1,542		1	2,700	1,542
Specialty Food Stores		1		1,875		1,031	1	1,875	1,031
Retail (NAICS 44 & 45) Sub-total	34	43	712,280	209,520	277,030	121,513	77	921,800	398,543
Restaurants and Other Eating Places	26	15	389,804	68,418	83,388	52,302	41	458,222	135,690
Drinking Places (Alcoholic Beverages)	1	3	4,881	19,650	2,320	8,256	4	24,531	10,576
Food Service & Drinking Places (NAICS 72) Sub-total	27	18	394,685	88,068	85,708	60,558	45	482,753	146,266
Traveler Accommodation	10	6	194,085	48,547	66,802	36,872	16	242,632	103,674
Rooming and Boarding Houses		1		6,000		2,116	1	6,000	2,116
Accommodations (NAICS 71) Sub-total	10	7	194,085	54,547	66,802	38,988	17	248,632	105,790
Grand Total	71	68	1,301,050	352,135	429,540	221,059	139	1,653,186	650,599

Source: Kirk Kennedy

The average building size by category is summarized in Table ED-12. As shown the largest average building size is for grocery stores at 33,500 square feet, followed by general merchandise at 17,200, furniture at 12,600, and building materials at 9,900 square feet. (The average for the grocery stores is distorted by the inclusion of a small convenience grocer. The full size supermarkets are 45,000 to 50,000 square feet.) These business sizes are well below the typical size of a Big Box retail store at 100,000 to 150,000 square feet. These sizes reflect both the scale of business operations, but also the physical scale and character of the business areas.

Table ED-12. Anacortes Commercial Land Use Inventory.

Average Building Size by Business Type (square feet).

Grocery Store	33,535
Other General Merchandise	17,190
Furniture Stores	12,571
Building Materials	9,876
Health and Personal Care	8,263
Automotive Parts	6,690
Traveler Accommodations	6,480
Jewelry Luggage	5,479
Beer Wine Liquor	4,099
Restaurants	3,310
Electronics and Appliance	3,186
Gasoline Stations	3,125
Office Supplies	3,102
Sporting Goods	2,826
Drinking Places	2,644
Clothing Stores	2,546
Florists	2,413
Other Misc. Retailers	2,264
Used Merchandise	2,243
Rooming and Boarding House	2,116
Other Motor Vehicle	1,542
Specialty Food	1,031
Book Stores	695

Source: Property Counselors

Retail Leakage

Retail leakage is the term for spending by local residents that occurs outside of their local community. A community that experiences high leakage does not offer commercial opportunities to its residents and is losing a source of tax revenues. Table ED-13 provides an estimate of retail leakage in retail and selected service sectors for 2013. Actual sales in the city are converted from reported taxable levels to gross sales using average factors for the state as a whole. Resident spending is estimated using per capita figures derived from state-wide data. The statewide figures should be adjusted for different spending patterns based on income levels, but the income level for the city and state are virtually the same as shown in Table ED-14.

The final column shows estimated leakage as the difference between resident spending and actual sales. Positive numbers reflect leakage, and negative numbers reflect a net attraction of spending from residents outside the City. As shown, the city is a net attractor of spending in the amount of \$55 million. There are several sectors that experience leakage, however. The largest sector experiencing leakage is General Merchandise. Other sectors experiencing leakages are Electronics and Appliance, Gas Station and Convenience Store, Apparel and Accessories, Sporting Goods, and Miscellaneous Retail. While general merchandise and other items listed above might be sold in Anacortes stores that are not in the general merchandise category (as reported in the NAICS), the figures underscore the fact that some people leave the city to find the stores and items that they want.

Table ED-13. Retail Leakage Estimate City of Anacortes 2013.

	Anacortes Sales			Est. Anacortes Resident Spending		Est. 2013
	Taxable 2013	Tax/Gross	Est. 2013 Gross	Per Capita	Total	Leakage
Retail Trade						
Motor Vehicles & Parts	\$59,570,173	77.8%	\$76,610,591	\$2,348	\$37,753,370	(\$38,857,221)
Furniture & Home Furnishing	6,803,439	91.2%	7,461,014	323	5,187,661	(2,273,353)
Electronics & Appliances	5,540,576	81.0%	6,836,780	578	9,291,728	2,454,948
Building Materials, Garden Equip & Supplies	13,957,968	93.9%	14,859,857	771	12,393,233	(2,466,624)
Food & Beverage Stores	17,505,812	24.7%	70,921,367	2,089	33,587,584	(37,333,783)
Drug/health Stores	8,461,275	30.1%	28,078,891	807	12,974,031	(15,104,859)
Gas Stations & Convenience Stores W/pumps	3,470,912	15.4%	22,498,880	1,497	24,066,799	1,567,919
Apparel & Accessories	3,407,794	81.7%	4,173,607	721	11,601,489	7,427,882
Sporting Goods, Toys, Book & Music Stores	2,620,466	85.7%	3,058,490	376	6,049,705	2,991,215
General Merchandise Stores	972,426	47.2%	2,060,102	3,235	52,024,443	49,964,341
E-commerce & Mail Order	5,199,530	52.7%	9,864,326	482	7,752,441	(2,111,885)
Miscellaneous Retailers	11,835,644	73.7%	16,065,648	1,085	17,447,952	1,382,304
Total Retail Trade	\$139,346,015	53.1%	\$262,489,551	\$14,312	\$230,130,436	(\$32,359,116)
Selected Services						
Arts, Entertainment & Recreation	\$3,535,892	93.1%	\$3,796,552	\$188	\$3,029,770	(\$766,782)
Accommodations	7,795,195	95.4%	8,171,108	-	-	-
Food Services	36,997,255	96.3%	38,404,613	1,619	26,028,812	(12,375,801)
Repair & Maintenance	12,965,917	84.0%	15,444,365	461	7,410,005	(8,034,361)
Personal Services	3,304,472	92.1%	3,587,180	155	2,490,169	(1,097,011)
Total Selected Services	\$64,598,731	93.1%	\$69,403,818	\$2,423	\$38,958,756	(\$22,273,954)
Total Retail Trade and Selected Service:	\$203,944,746	61.4%	\$331,893,370	\$16,734	\$269,089,191	(\$54,633,070)

Table ED-15 summarizes the results of a similar analysis for the larger trade area. The sales figures include sales in Anacortes and San Juan County, and the resident spending figures including spending by Fidalgo island residents and San Juan County residents. As shown the larger trade area total leakage is \$21 million. The amount of leakage exceeds that for the City leakage in every sector. These results are shown graphically in Table ED-14.

These results are consistent with the results of a survey conducted in October 2014 by City staff and the Community Advisory Committee for the Comprehensive Plan Update. Surveys were mailed to 7,700 city utility customers, and an on-line survey was advertised in local publications. 2,072 survey responses were received. A major result was that a minority of respondents were satisfied with the stores and merchandise currently available in Anacortes. The survey results indicated that while many would like a general merchandise store such as Fred Meyer, many would also like a mix of smaller local stores.

Table ED-14. Retail Leakage in Anacortes and Larger Trade Area.

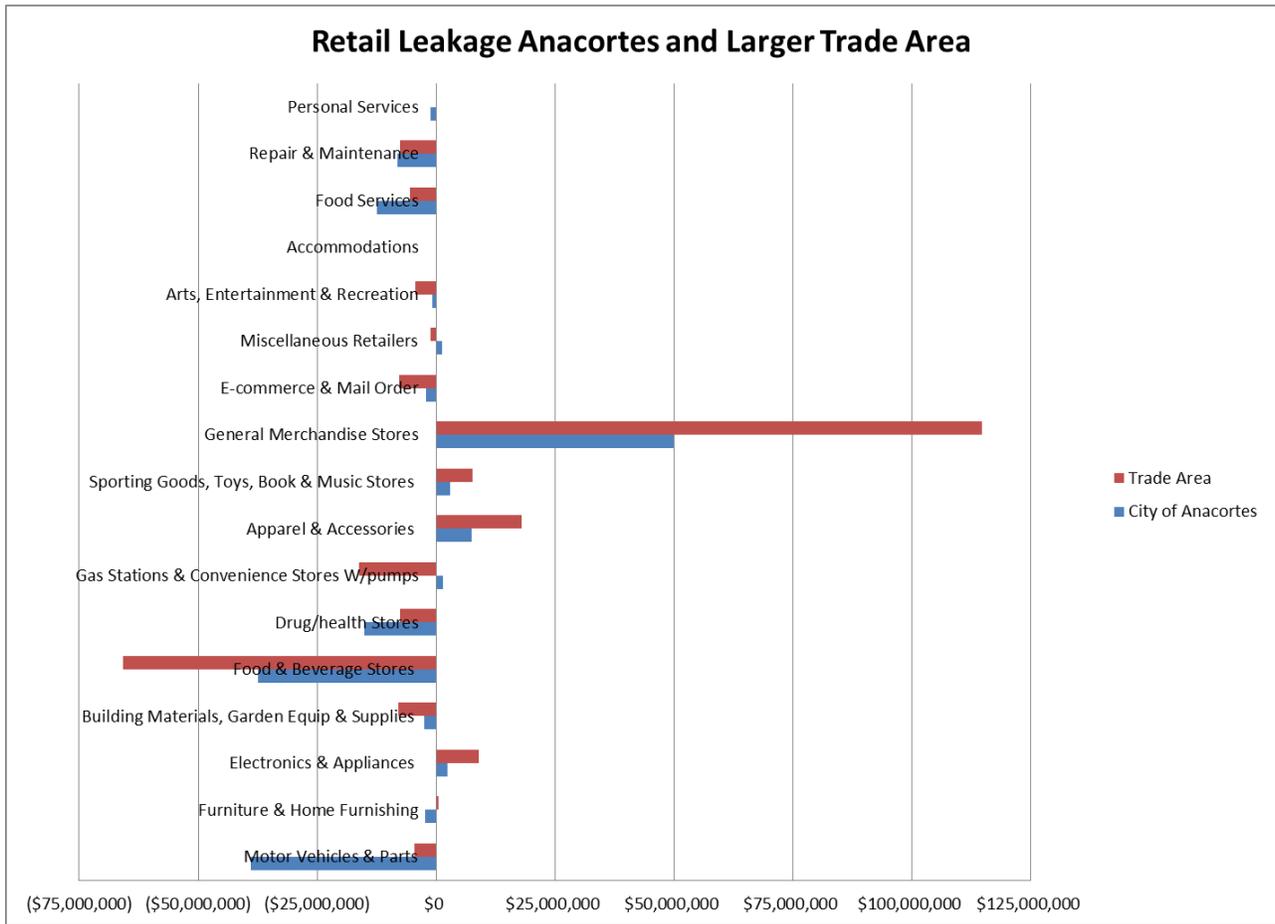


Table ED-15. Retail Leakage Estimate City of Anacortes and Anacortes Trade Area 2013.

	Anacortes City	Anacortes Trade Area
Retail Trade		
Motor Vehicles & Parts	(\$38,857,221)	(\$4,584,922)
Furniture & Home Furnishing	(2,273,353)	558,557
Electronics & Appliances	2,454,948	9,036,299
Building Materials, Garden Equip &	(2,466,624)	(7,899,004)
Food & Beverage Stores	(37,333,783)	(65,803,661)
Drug/health Stores	(15,104,859)	(7,530,119)
Gas Stations & Convenience Stores	1,567,919	(16,244,687)
Apparel & Accessories	7,427,882	17,939,915
Sporting Goods, Toys, Book & Music	2,991,215	7,715,089
General Merchandise Stores	49,964,341	114,726,902
E-commerce & Mail Order	(2,111,885)	(7,739,765)
Miscellaneous Retailers	1,382,304	(1,075,365)
Total Retail Trade	(\$32,359,116)	\$39,099,238
Selected Services		
Arts, Entertainment & Recreation	(\$766,782)	(\$4,422,178)
Accommodations	0	0
Food Services	(12,375,801)	(5,494,316)
Repair & Maintenance	(8,034,361)	(7,551,653)
Personal Services	(1,097,011)	204,206
Total Selected Services	(\$22,273,954)	(\$17,263,941)
Total Retail Trade and Selected Servi	(\$54,633,070)	\$21,835,297

The leakage can also be summarized for only those sectors which experience net leakage, as shown in Table ED-16.

Table ED-16. Anacortes Retail Leakage by Primary Sector Gross Sales 2013.

	Anacortes City	Anacortes Trade Area
Retail Trade		
General Merchandise Stores	\$49,964,341	\$114,726,902
Apparel & Accessories	7,427,882	17,939,915
Sporting Goods, Toys, Book &	2,991,215	7,715,089
Electronics & Appliances	2,454,948	9,036,299
Gas Stations & Convenience	1,567,919	
Miscellaneous Retailers	1,382,304	
Furniture & Home Furnishing		558,557
Personal Services		204,206
Total	\$65,788,609	\$150,180,967

Retail Market Opportunities

Not all of the retail leakage can realistically be recaptured. There are certain retail purchases that will typically occur in higher level retail settings with a larger amount and diversity of retail offerings. This behavior is evident from consideration of the hierarchy of retail centers and their consumer and performance characteristics. Table ED-17 summarizes the characteristics of nine types of retail shopping venues. The four centers in the right column are specialty venues. The five on the left represent a hierarchy of centers based on market size and support. The smallest venue is a convenience shopping center anchored by a convenience mart and gas service. The next venue is a neighborhood shopping center anchored by a grocery. The community, regional, and super regional centers are all anchored by one or more general merchandise stores. The trade area characteristics of Anacortes place it within the required range of support for a community scale shopping center. A center sized to serve such a population would offer 100,000 to 150,000 square feet, similar to a general merchandise retailer such as Fred Meyer.

The local market area will never have the population necessary to support a regional center or super regional center. Local residents are likely to patronize such regional venues in Burlington and Mount Vernon or super regional venues in Lynnwood, Bellingham, Bellevue, and Seattle with multiple full service anchor stores and diverse comparison shopping opportunities.

Table ED-17. Comparative Characteristics of Shopping Centers.

Convenience Shopping Center		Lifestyle Center	
Anchors	Convenience grocery, drug store	Anchors	Specialty apparel, home and garden
Number of Stores	3-20 stores	Number of Stores	40-100 stores
Total Retail Space	10,000-30,000 square feet	Total Retail Space	150,000-500,000 square feet
Site Area	1-3 acres	Site Area	10-30 acres
Market Area Population	under 20,000	Market Area Population	100,000-250,000 people
Market Area Radius	under 2 miles	Market Area Radius	8-15 miles
Neighborhood Shopping Center		Off-Price Center	
Anchors	Supermarket and Drug Store	Anchors	Off-price/discount
Number of Stores	10-40 stores	Number of Stores	20-60 stores
Total Retail Space	30,000-100,000 square feet	Total Retail Space	100,000-500,000 square feet
Site Area	3-10 acres	Site Area	5-15 acres
Market Area Population	10,000-30,000 people	Market Area Population	80,000-250,000 people
Market Area Radius	1-3 miles	Market Area Radius	6-15 miles
Community Shopping Center		Outlet Center	
Anchors	Junior department or discount	Anchors	Manufacturer's outlet store
Number of Stores	25-80 stores	Number of Stores	30-100 stores
Total Retail Space	100,000-450,000 square feet	Total Retail Space	200,000-800,000 square feet
Site Area	10-30 acres	Site Area	20-50 acres
Market Area Population	30,000-75,000 people	Market Area Population	200,000-600,000 people
Market Area Radius	3-8 miles	Market Area Radius	Over 50 miles
Regional Shopping Center		Power Center	
Anchors	1 or 2 full-line department stores	Anchors	Large warehouse/discount retailers
Number of Stores	50-100 stores	Number of Stores	10-200 stores (mainly large retailers)
Total Retail Space	300,000-750,000 square feet	Total Retail Space	250,000-800,000 square feet
Site Area	30-50 acres	Site Area	20-50 acres
Market Area Population	100,000-250,000 people	Market Area Population	250,000-500,000 people
Market Area Radius	8-15 miles	Market Area Radius	12-50 miles
Super-Regional Shopping Center		Sources:	
Anchors	3 or more full-line department stores	Urban Land Institute, Dollars and Cents of Shopping Centers	
Number of Stores	100-300 stores	Property Counselors	
Total Retail Space	600,000-2,000,000 square feet		
Site Area	40-100 acres		
Market Area Population	250,000-600,000 people		
Market Area Radius	12-50 miles		
Sources: Urban Land Institute, <i>Dollars and Cents of Shopping Centers</i> , Property Counselors			

Projected Retail Demand

It is possible to project the future level of retail sales in the city and the resultant amount of supportable development. The results of the projections are shown in Table ED-18. The existing sales and potential retail spending is based on the figures for the larger trade area described earlier in Table ED-16. Trade area resident spending by sector is projected to increase with population at a rate of 21% over the period (from 37,000 to 45,000).

As shown in the table, an additional 230,000 square feet of retail development is projected to be supportable under these conditions. The sectors showing the greatest growth are general merchandise and food services.

Table ED-18. Projected Retail Demand Anacortes 2013 to 2035.

	Trade Area Spending		Trade Area Capture		Anacortes Sales			Supportable Retail	
	2013	2035	2013	2035	2013	2035	Change	\$/Sq. Ft.	Net Sq. Ft.
Retail Trade									
Motor Vehicles & Parts	\$86,447,704	\$114,285,076	105%	95%	\$91,032,625	\$108,570,822	\$17,538,197	1,000	18,000
Furniture & Home Furnishing	11,878,710	15,703,821	95%	90%	11,320,153	14,133,439	2,813,286	250	11,000
Electronics & Appliances	21,276,208	28,127,445	58%	40%	12,239,909	11,250,978	(988,931)	250	(4,000)
Building Materials, Garden Equip & Supplies	28,378,038	37,516,164	128%	115%	36,277,042	43,143,588	6,866,546	300	23,000
Food & Beverage Stores	76,908,883	101,674,622	186%	125%	142,712,544	127,093,277	(15,619,267)	500	(31,000)
Drug/health Stores	29,707,950	39,274,326	125%	100%	37,238,069	39,274,326	2,036,257	400	5,000
Gas Stations & Convenience Stores W/pumps	55,108,181	72,853,787	129%	100%	71,352,868	72,853,787	1,500,919	250	6,000
Apparel & Accessories	26,565,101	35,119,436	32%	25%	8,625,186	8,779,859	154,673	250	1,000
Sporting Goods, Toys, Book & Music Stores	13,852,621	18,313,359	44%	40%	6,137,531	7,325,343	1,187,812	250	5,000
General Merchandise Stores	119,125,622	157,485,742	4%	30%	4,398,720	47,245,722	42,847,002	450	95,000
E-commerce & Mail Order	17,751,547	23,467,794	144%	144%	25,491,312	33,699,872	8,208,560	-	-
Miscellaneous Retailers	39,952,337	52,817,549	103%	90%	41,027,702	47,535,794	6,508,093	250	26,000
Total Retail Trade	\$526,952,900	\$696,639,119			\$487,853,662	\$560,906,808	\$73,053,146		154,000
Selected Services									
Arts, Entertainment & Recreation	\$6,937,571	\$9,171,566	164%	150%	\$11,359,749	\$13,757,350	\$2,397,601	200	12,000
Food Services	59,600,799	78,793,092	109%	100%	65,095,115	78,793,092	13,697,977	300	46,000
Repair and Maintenance	16,967,436	22,431,188	145%	120%	24,519,089	26,917,426	2,398,337	200	12,000
Personal Services	5,701,991	7,538,112	96%	90%	5,497,786	6,784,301	1,286,515	200	6,000
Subtotal	89,207,798	117,933,959			106,471,739	126,252,169	19,780,430		76,000
Total Retail and Selected Services	\$616,160,698	\$814,573,078			\$594,325,401	\$687,158,977	\$92,833,576		230,000

Anacortes Retail KT Analysis Report

As part of the 2016 Comprehensive Plan update process, the City requested that Western Washington University’s (WU) Center for Economic and Business Research (CEBR) help improve discussion about the status of, and possibly new, retail options in the City. The CEBR issued *City of Anacortes Retail Discussion Report* on September 22, 2015, and among other observations and recommendations, proposed a Kepner Tregoe (KT) Analysis be performed – a decision making process with a structured methodology for gathering information, prioritizing and evaluating alternatives.

The City Council Planning Committee undertook the KT Analysis, with full City Council input throughout the process, and provided recommendations in the *Anacortes Retail KT Analysis Report*, dated April 6, 2016. The report identified preferred retail alternatives being 1) a variety of small specialty retailers and 2) a mercantile, within the CBD, MJB North/CM1 or South Commercial Avenue locations. The Comprehensive Plan policies recognize the vision articulated by the results in the KT Analysis. Mid-scale retail was not identified as a preferred alternative in the analysis because it was viewed to: 1) Produce noticeable environmental impacts, 2) Be inconsistent with design standards of the community, 3) Increase public safety costs and risks and 4) Be an adverse effect on existing retail areas.

Other recommendations made in the report included that the City should:

- develop and implement a strategic plan for retail development,
- consider economic development generally, and retail development specifically, to be a legitimate goal of the City government, and

- leverage the support and contribution of relevant organizations like the Anacortes Chamber of Commerce and Economic Development Alliance of Skagit County, but do not rely on those entities to achieve the City’s objectives, especially where their objectives do not correspond to the City’s

Marine Industry Conditions

The marine industry in Anacortes includes ship and boat building and repair, seafood product preparation/packaging, marine cargo handling, boat moorage and storage, marinas, boat dealers, charters, and other marine related businesses. According to Employment Security Data, in 2013, on average, the marine industry employed approximately 1,130 workers, or 15% of Anacortes’s total workforce. The 2009 Anacortes Futures Report by the Anacortes Chamber of Commerce provides an industry overview, including strengths, weaknesses, opportunities and threats. The findings are summarized below.

Strengths:

- The available waterfront is diversified between commercial and recreational boating.
- Dry dock and lift capacity at Dakota Creek provide a competitive advantage.
- Anacortes is known worldwide as one of the most significant centers and ports for recreational boating due to its outstanding location, innovative boat dealers, nationally-promoted charter companies, and strong network of marine repair and supply businesses.
- Anacortes is convenient to reach with access to a major interstate 16 miles away, 90 miles to a major city with airline services. The location is optimal for boating in the San Juan Islands and other destinations,
- The local industry has developed a complete set of recreational marine repair and modification services with a skilled labor force that covers all of the key boating repair and maintenance areas.
- Retail and services are close to the Cap Sante Marina.
- Anacortes is the closest major town to the San Juan and Canadian Gulf Islands, providing provisions for many charter customers.

Weaknesses:

- The recreational boating economy can be cyclical based on the economy and fuel prices.
- The marine trades are a series of small businesses that have trouble maintaining their year round staff and skills needed to support peak periods of work. (Un) affordability of Anacortes and a shortage of skilled labor were commonly identified challenges.

Opportunities:

- Acknowledge and market Anacortes as a recreational boating community.
- Boat brokerages and sales offices or a yacht-delivery center could add significantly to TRS.

Threats:

- Other port towns such as Everett, Bellingham and Port Townsend are developing their waterfront land for ship repairs, boat building, and recreational boating.
- Areas of growth in the marine cluster are dependent on creating an affordable living environment for working-wage jobs.
- Dry boat storage does not create many jobs; thought it does bring some benefit to local support businesses.

Table ED-19. Characteristics of Anacortes' Marine Industry.

Characteristics of Anacortes' Marine Industry

NAICS		# Businesses	2013 Anacortes ESD Data for Marine Industry				Total Wages	Average Wage	Share of Avg Empl.	Share of Total Wages	2013 TRS
			Avg. Empl.	Max. Empl.	Min. Empl.						
311710	Seafood Product Preparation and Packaging	5	401	470	353	\$ 10,246,316	\$ 25,573	35%	21%	D	
336	Ship Building and Repairing Boat Building	7	376	445	309	\$ 21,120,474	\$ 56,171	33%	42%	\$ 3,232,534	
488	Support Activities for Rail Transportation Port and Harbor Operations Marine Cargo Handling Other Support Activities for Water Treatment Freight Transportation Arrangement	8	113	160	85	\$ 6,583,310	\$ 58,518	10%	13%	D	
811	Commercial and Industrial Machinery and Equipment (except Automotive and Electronic) Repair and Maintenance Other Personal and Household Goods Repair and Maintenance		100	138	72	\$ 3,791,986	\$ 37,983	9%	8%	D	
483,487	Coastal and Great Lakes Passenger Transportation Inland Water Freight Transportation Inland Water Passenger Transportation Scenic and Sightseeing Transportation, Water	7	43	60	31	\$ 1,613,912	\$ 37,173	4%	3%	\$ 2,456,774	
713930	Marinas	5	39	48	30	\$ 1,446,711	\$ 37,095	3%	3%	\$ 3,195,011	
441222	Boat Dealers	8	30	45	15	\$ 981,804	\$ 33,095	3%	2%	\$ 26,893,536	
11,42,44	Finfish Farming and Fish Hatcheries Finfish Fishing Shellfish Fishing Fish and Seafood Merchant Wholesalers Fish and Seafood Markets	7	29	52	10	4,100,117	\$ 143,027	3%	8%	D	
Grand Total Marine Industry		66	1,130	1,418	905	\$ 49,884,630	\$ 44,155	100%	100%	\$ 35,777,855	
Share of Anacortes Total		9%	15%			13%				10%	

Source: 2013 ESD data

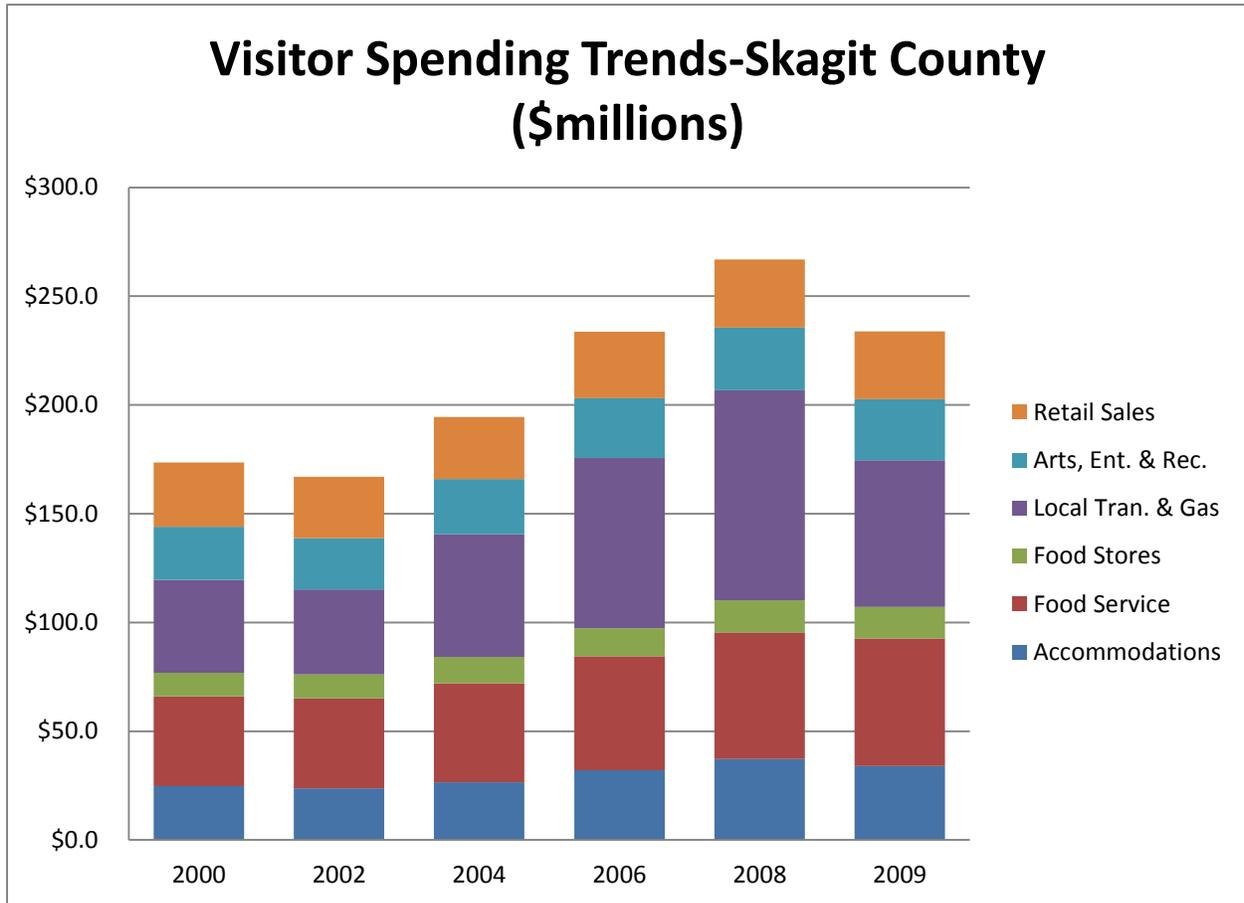
Visitor Industry Conditions

As presented earlier, leisure and hospitality is an important sector in the Anacortes economy. Conditions in this sector are considered in this section in more detail in terms of county-wide spending levels, activity in other tourist communities, and local attractions.

Skagit County Visitor Spending

The visitor industry contributes to businesses throughout the economy, and particularly lodging, local transportation / gas, and food services. Visitor spending estimates are available at the county level through 2009. On a per capita basis, annual visitor spending in Skagit County was higher than the State-wide average at \$2,004 versus \$1,812 in 2009. Spending by sector is shown in Table ED-20. The largest sectors are food services and local transportation.

Table ED-20. Visitor Spending Trends.

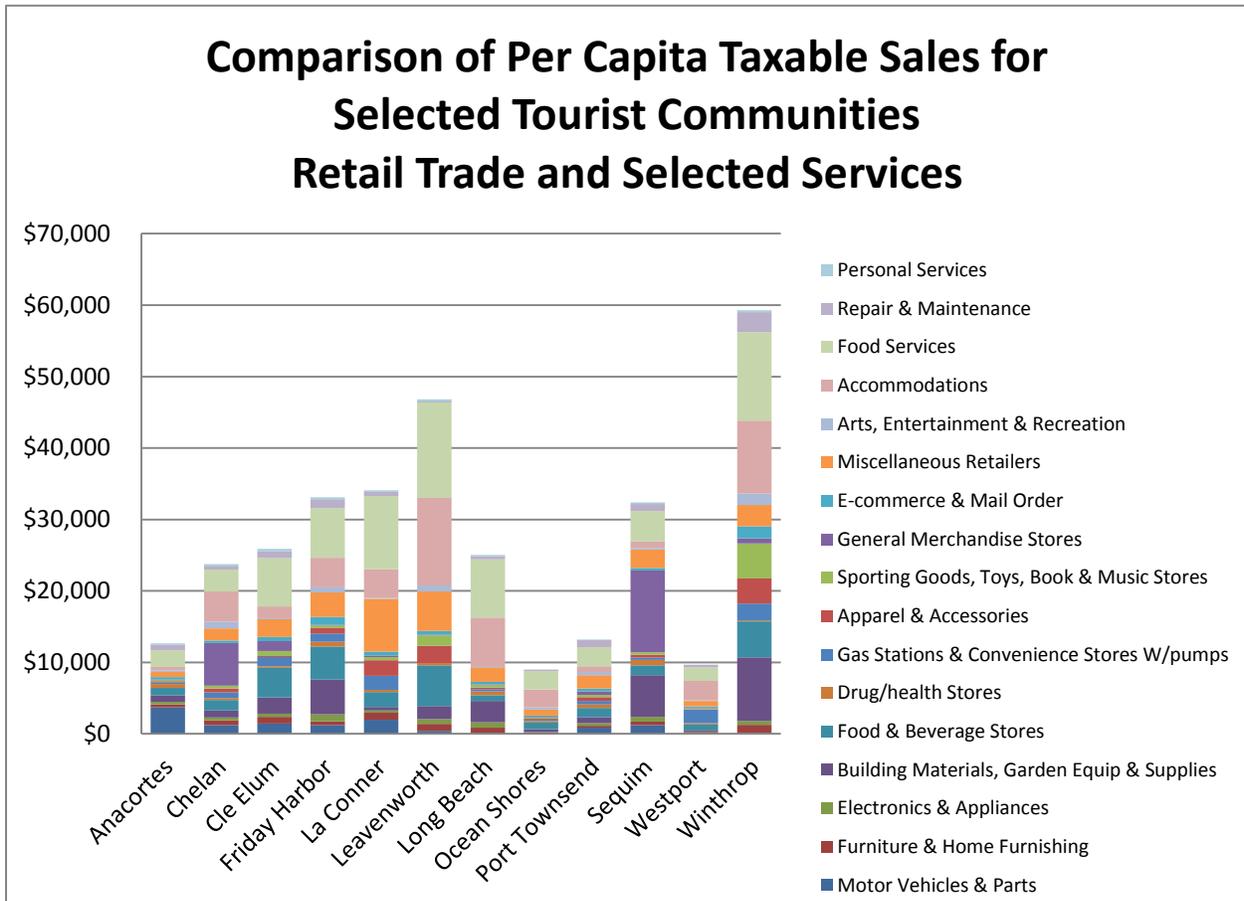


Source: Dean Runyan and Associates, Washington State County Travel Impacts, 1991 to 2009.

Experience of other Tourist Communities

Taxable sales levels in Anacortes can be compared to levels in other communities that are considered to be tourist attractions. Table ED-21 provides a graphical comparison of retail and selected service sectors on a per capita basis. As shown taxable sales per capita in Anacortes are lower than in many of the communities shown. Much of this result is due to the small size of the other communities: ranging from 405 for Winthrop to 6,855 for Sequim. However, Sequim has higher absolute sales in these categories, due largely to a concentration of larger retailers in the area. Accommodation sales are much lower in Anacortes on a per capita basis than other cities, while food service sales are more comparable.

Table ED-21. Comparison of Per Capita Taxable Sales.



Visitor Attractions

There are three major activity generators that provide support for the local visitor industry: San Juan ferry travelers, recreational boaters, and Deception Pass State Park visitors.

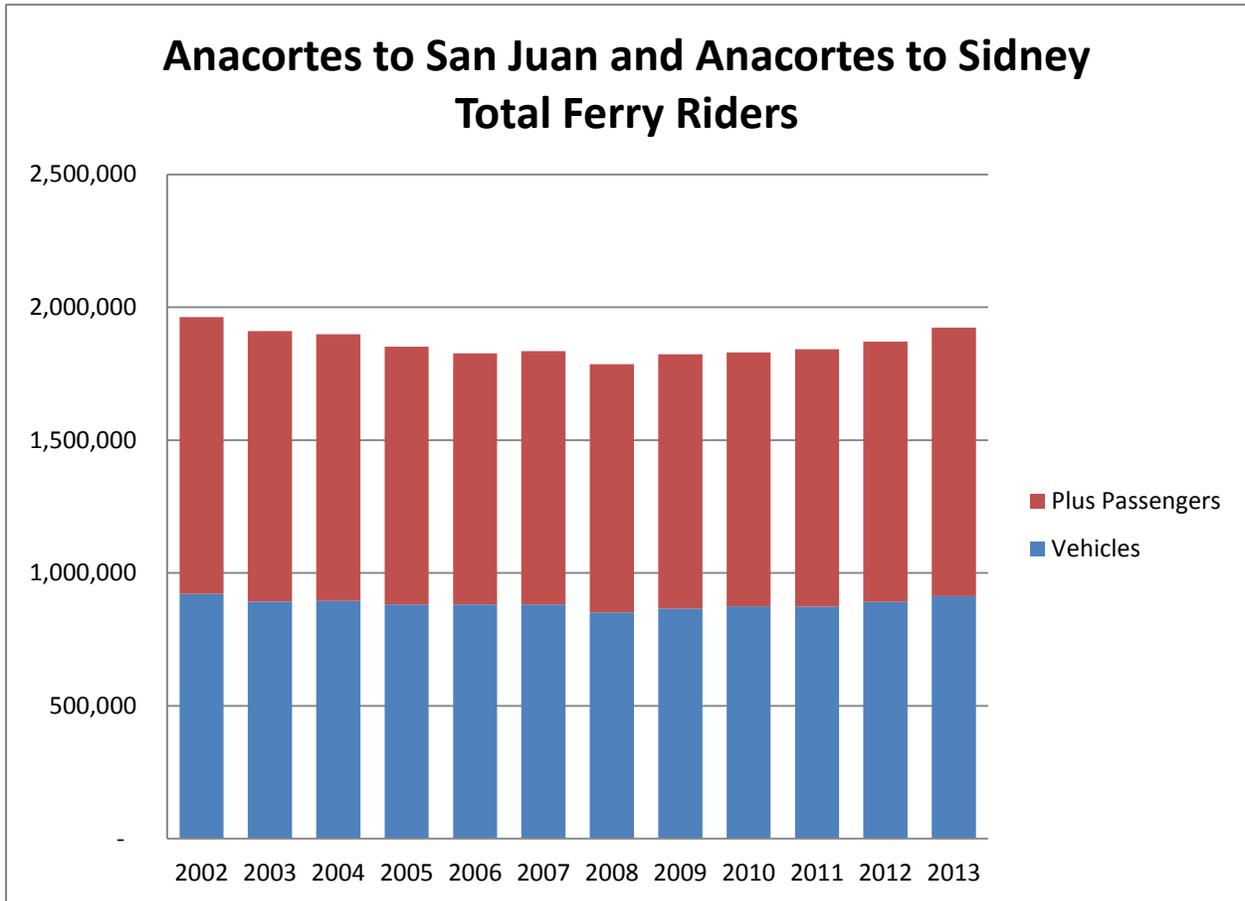
The Washington State Ferry serving the San Juan Islands and Sidney British Columbia serves almost two million passengers per year as shown in Tables ED-22 and 23. Activity has grown steadily since 2008, and the share of total system activity has increased. The obvious opportunity is to intercept some of that traffic and capture the associated spending in Anacortes. The challenge is that these travelers may be focused on their destination as they arrive and depart Anacortes

Table ED-22. Washington State Ferry Vehicle and Passenger Volumes.

	Anacortes San Juan/Sydney		System Total		Anacortes as Percent	
	Vehicles	Total Passengers	Vehicles	Total Passengers	Vehicles	Total Passengers
2002	921,406	1,963,499	11,009,262	25,141,467	8.4%	7.8%
2003	892,178	1,910,471	10,819,196	24,376,276	8.2%	7.8%
2004	894,682	1,899,013	10,828,312	24,092,236	8.3%	7.9%
2005	881,593	1,851,687	10,801,196	23,817,366	8.2%	7.8%
2006	881,688	1,827,129	10,850,232	23,937,546	8.1%	7.6%
2007	882,086	1,835,000	10,674,166	23,709,097	8.3%	7.7%
2008	852,398	1,786,297	10,010,841	22,732,734	8.5%	7.9%
2009	866,621	1,823,063	10,064,294	22,737,710	8.6%	8.0%
2010	874,237	1,830,902	10,101,190	22,451,404	8.7%	8.2%
2011	873,482	1,842,685	9,977,372	22,230,041	8.8%	8.3%
2012	890,865	1,870,498	9,974,874	22,201,496	8.9%	8.4%
2013	912,735	1,923,619	10,028,448	22,537,029	9.1%	8.5%

Source: Washington State Ferry System

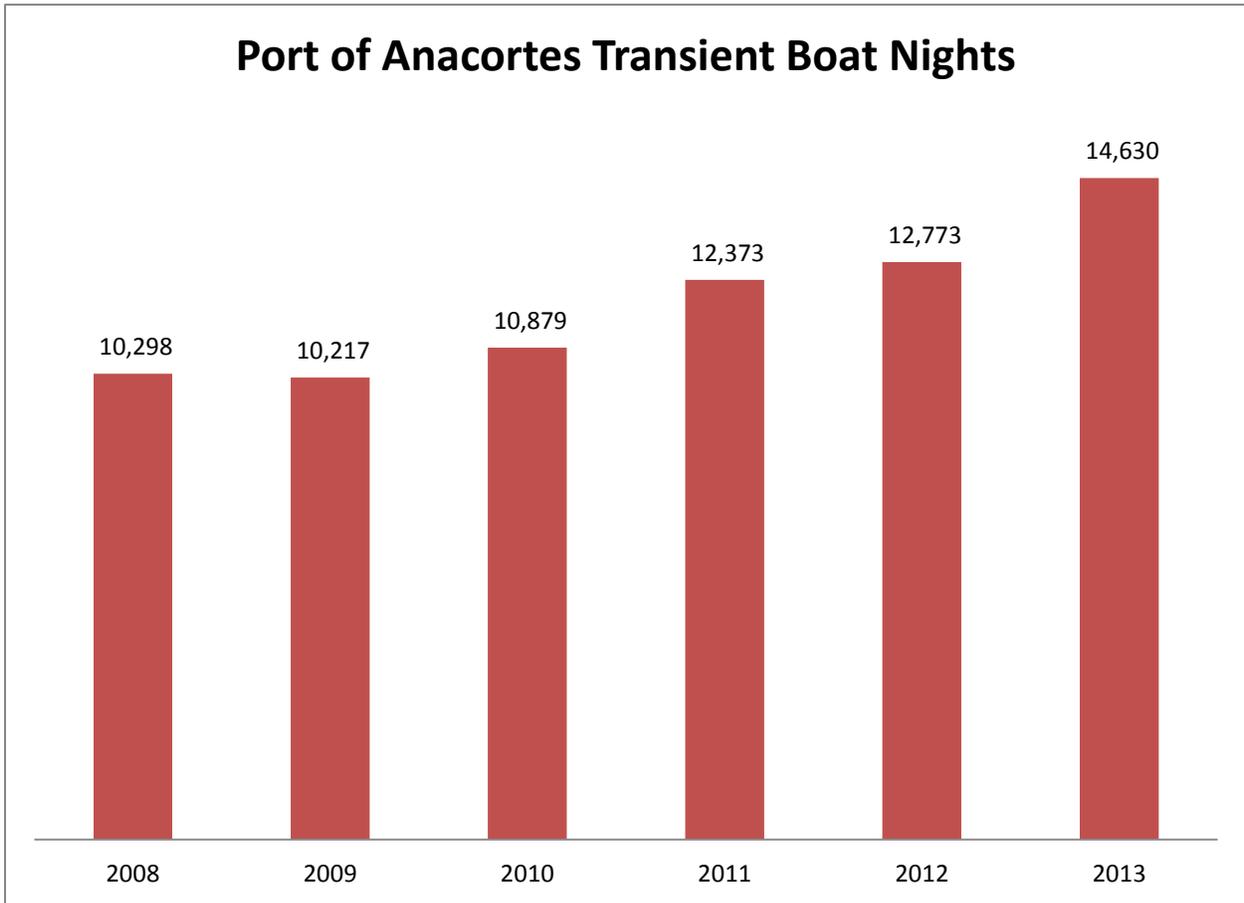
Table ED-23. Anacortes to San Juan and Anacortes to Sidney Total Ferry Riders.



Deception Pass State Park is the most-visited park in Washington with over 2 million visitors each year. The Park has a number of recreational opportunities, including three campgrounds, several hiking trails, beaches, and tide pools, several miles of the Pacific Northwest Water Trail, the Cornet Bay Retreat Center, boat launches and fishing opportunities, and an interpretive center. These visitors may be attracted to Anacortes during their stay.

Anacortes is the gateway to the recreational boating resources of the San Juan Islands and other areas. The Port of Anacortes' Cap Sante Marina is the largest marina in the city with 950 slips, 150 to 200 of which are held for transient moorage. As shown in Table ED-24, the Port served almost 15,000 transient boat nights in 2013.

Table ED-24. Port of Anacortes Transient Boat Nights.



Transient boaters will spend money in local communities during their trips.

Table ED-25. Estimated Boater Spending per Trip.

	Marina Powerboat	Sailboat
Food Lodging	\$141	\$151
Retail	39	28
Entertainment	39	22
Local Transportation	22	17
Total	\$241	\$218

Source: Boating 2000, A Survey of Boating Spending in Maryland. Adjusted to 2013 dollars.

Fiscal Conditions

Fiscal conditions are the revenue and cost relationships for provision of public services. A strong economy will provide a strong tax base. Quality public facilities and services will make the community attractive to residents, employees, and visitors. The fiscal conditions are presented in terms of fiscal trends, comparison to similar communities, and factors affecting future revenues and expenses.

Trends

Trends in revenues and expenses can be derived from data compiled for local governments by the Washington State Auditor’s Local Government Financial Reporting System (LGFRS). The LGFRS data is provided in a standard format with any duplication removed. Operating revenues and expenses are identified for operating funds, defined as the general fund and special revenue funds. Special revenue funds cover regular public services, but are funded by targeted revenue sources. Table ED-27 presents operating revenue and expense data for the period 2003 to 2012. Table ED-26 summarizes trends in operating revenues for Anacortes for the period 2003 to 2012. The data in Table ED-26 are shown on a per capita basis to isolate changes related to population growth. The three largest sources of revenue are general property taxes, retail sales and use tax, and business taxes (primarily taxes on utilities). Property taxes and business taxes have grown slowly over time, but retail sales and use tax has varied over time. This tax is particularly cyclical, with notable declines during economic slowdowns, as consumer spending declines somewhat, but new construction declines dramatically. Retail Sales and Use Tax is a major source of revenue, but a very volatile one.

Table ED-26. Per Capita Revenues Anacortes 2003-2012.

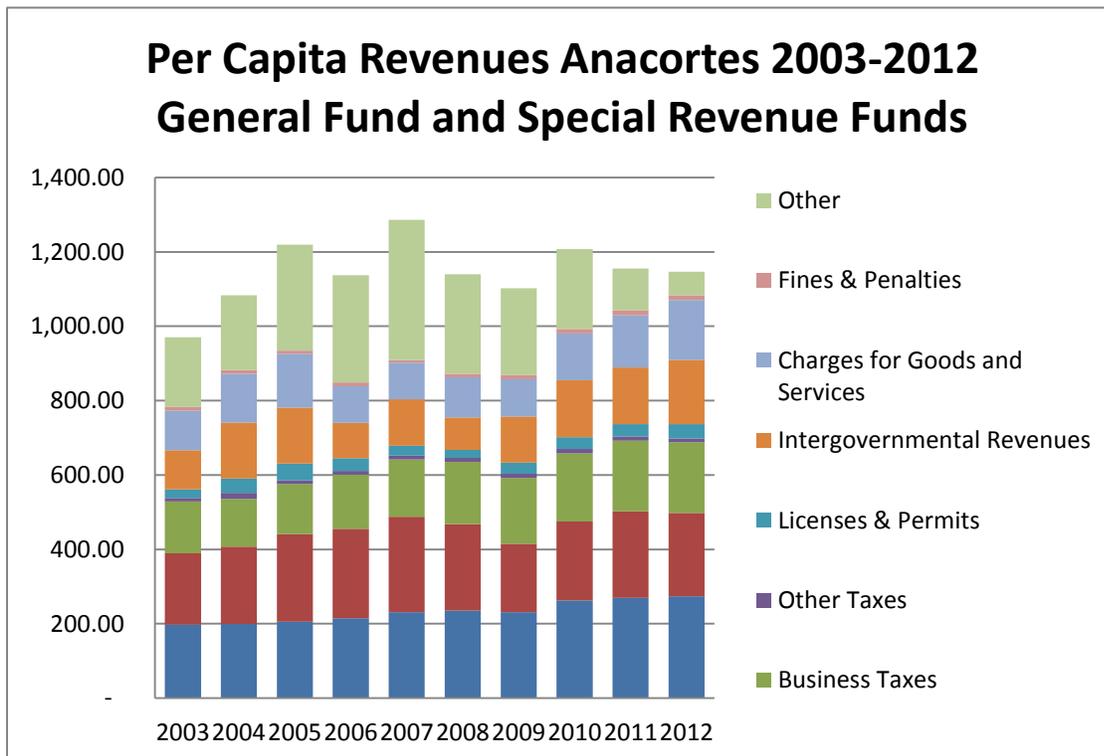
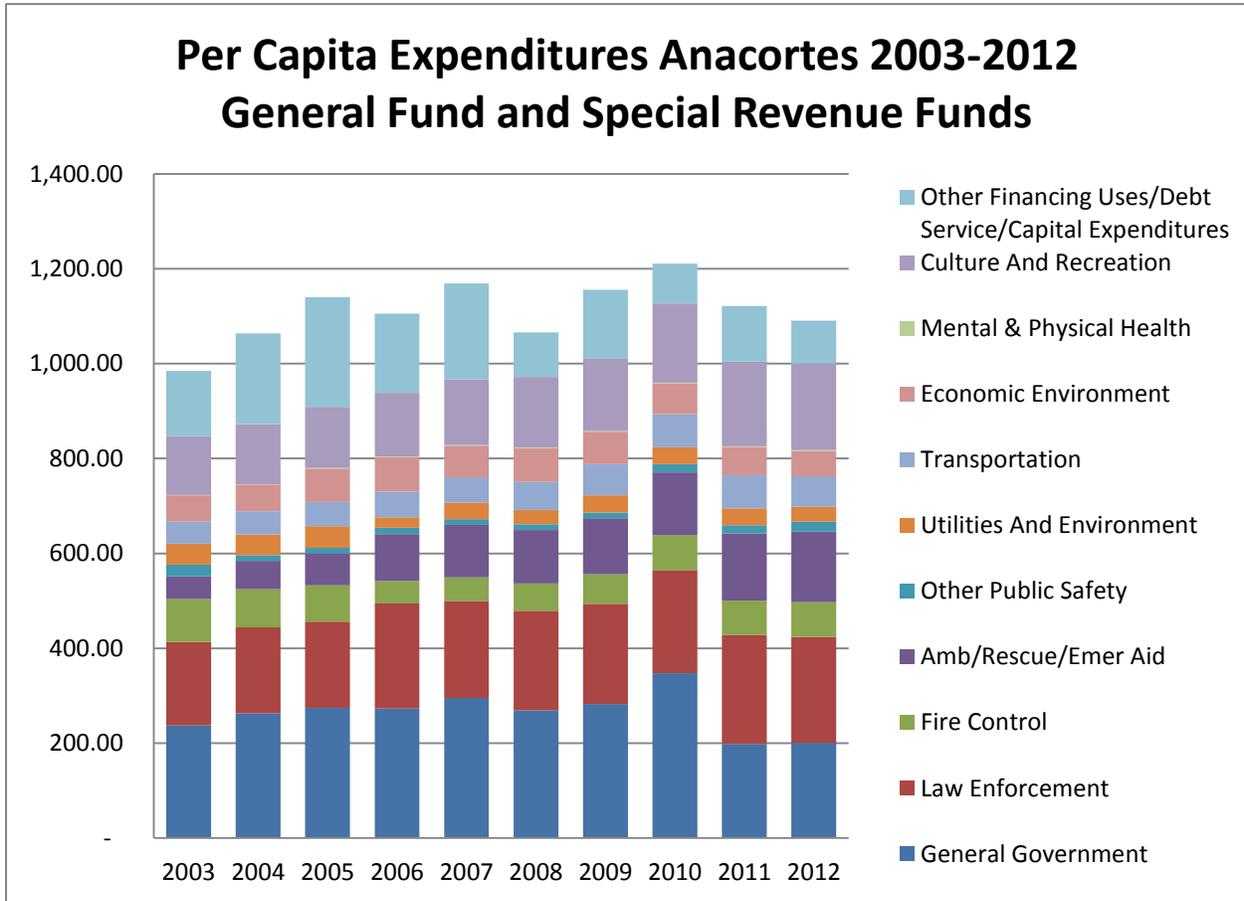


Table ED-27. City of Anacortes Revenue and Expense Trends General Fund and Special Revenue Funds.

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
All Revenues										
Taxes										
General Property Taxes	\$2,995,348	\$3,087,433	\$3,233,255	\$3,479,615	\$3,786,991	\$3,913,417	\$3,883,698	\$4,150,982	\$4,279,143	\$4,375,994
Retail Sales & Use Taxes	2,884,391	3,215,793	3,683,753	3,877,622	4,208,628	3,874,454	3,087,314	3,348,229	3,686,230	3,581,280
Business Taxes	2,117,768	1,990,713	2,128,674	2,360,683	2,527,468	2,778,436	2,979,709	2,886,842	3,020,463	3,025,397
Excise Taxes	138,953	248,345	144,828	162,877	176,090	190,079	183,411	184,631	175,884	168,837
Subtotal:	8,136,460	8,542,284	9,190,510	9,880,797	10,699,177	10,756,386	10,134,132	10,570,684	11,161,720	11,151,508
Licenses & Permits	345,250	595,397	706,401	556,487	431,863	348,664	496,402	498,816	525,260	602,320
Intergovernmental Revenue	1,594,647	2,326,002	2,372,073	1,527,058	2,053,633	1,452,273	2,093,486	2,421,961	2,412,293	2,767,394
Charges for Goods and Ser	1,598,313	2,025,426	2,264,039	1,602,666	1,608,892	1,799,987	1,670,121	1,976,567	2,234,387	2,570,145
Fines & Penalties	162,045	163,941	144,651	157,351	118,116	149,901	193,269	193,208	214,097	196,337
Miscellaneous Revenues	2,350,894	2,605,426	2,863,085	3,040,988	3,327,422	3,025,751	2,696,495	3,124,781	875,974	579,706
Other Financing Sources	476,244	506,495	1,608,177	1,624,330	2,860,500	1,428,182	1,217,455	270,436	895,492	433,525
Total:	\$14,663,853	\$16,764,971	\$19,148,936	\$18,389,677	\$21,099,603	\$18,961,144	\$18,501,360	\$19,056,453	\$18,319,223	\$18,300,935
All Expenditures/Expenses										
General Government	\$3,587,405	\$4,070,346	\$4,304,724	\$4,419,400	\$4,845,934	\$4,482,171	\$4,741,826	\$5,486,493	\$3,144,031	\$3,207,822
Public Safety										
Law Enforcement	2,653,706	2,800,273	2,861,921	3,573,351	3,346,431	3,483,345	3,553,562	3,423,223	3,644,113	3,555,435
Control	1,371,572	1,249,585	1,197,022	769,600	820,147	964,825	1,043,189	1,171,710	1,148,241	1,175,165
Detention And Correction	90,578	104,990	95,588	136,383	89,331	101,776	95,873	170,573	167,253	230,161
Emergency Services	29,466	31,838	34,520	28,725	48,035	31,441	30,843	31,105	28,313	20,990
Amb/Rescue/Emer Aid	716,275	917,546	1,056,293	1,593,197	1,810,243	1,875,026	1,975,778	2,075,164	2,247,030	2,371,313
Comm Alarms & Dispatch	254,051	50,928	55,038	58,097	68,480	69,272	75,339	74,956	74,791	80,835
Subtotal:	5,115,648	5,155,160	5,300,382	6,159,353	6,182,667	6,525,685	6,774,584	6,946,731	7,309,741	7,433,899
Utilities And Environment	669,215	673,419	719,909	357,693	563,588	500,416	610,597	566,009	569,829	499,068
Transportation	707,759	761,553	796,120	863,496	883,885	984,218	1,109,158	1,101,641	1,102,947	1,030,357
Economic Environment	839,868	858,480	1,110,694	1,186,608	1,087,808	1,179,692	1,149,727	1,022,191	944,290	849,849
Mental & Physical Health	10,096	12,798	13,866	17,124	20,507	20,481	21,409	17,121	26,339	26,117
Culture And Recreation	1,872,351	1,969,749	2,019,666	2,173,549	2,275,114	2,478,953	2,573,708	2,639,896	2,833,662	2,911,965
Other Financing Uses/Debt	2,074,241	2,954,226	3,637,875	2,697,895	3,318,359	1,568,775	2,428,653	1,320,939	1,857,345	1,446,815
Total:	\$14,876,583	\$16,455,731	\$17,903,236	\$17,875,118	\$19,177,862	\$17,740,391	\$19,409,662	\$19,101,021	\$17,788,184	\$17,405,892

Table ED-28 presents operating expenditures on a per capita basis for the same period. Public safety-law enforcement, fire control, and emergency services-represents over half of total operating expenditures. Public safety expenditures have grown in recent years while general government expenditures have declined on an absolute and per capita basis.

Table ED-28. Per Capita Expenditures Anacortes 2003-2012.



Comparison to Similar Communities

LGFRS data can also be used in a comparison of Anacortes to other communities. The Association of Washington Cities has a classification scheme for cities based on size, property value, activity, growth, and geography (west or eastern Washington). Anacortes is classified as a Non-metro Regional Center based on its size as largest in non-metro area, moderate property value, commercial activity, and growth. Table ED-29 compares per capita revenues for the ten Non-metro Regional Centers. Anacortes has very high per capita property taxes reflecting its strong employment base. It also has relatively high business taxes, and intergovernmental revenues. Overall, revenues are well above the average for the ten, and exceed all but three.

Table ED-29. Per Capita Revenues Regional Center Cluster Cities 2012.

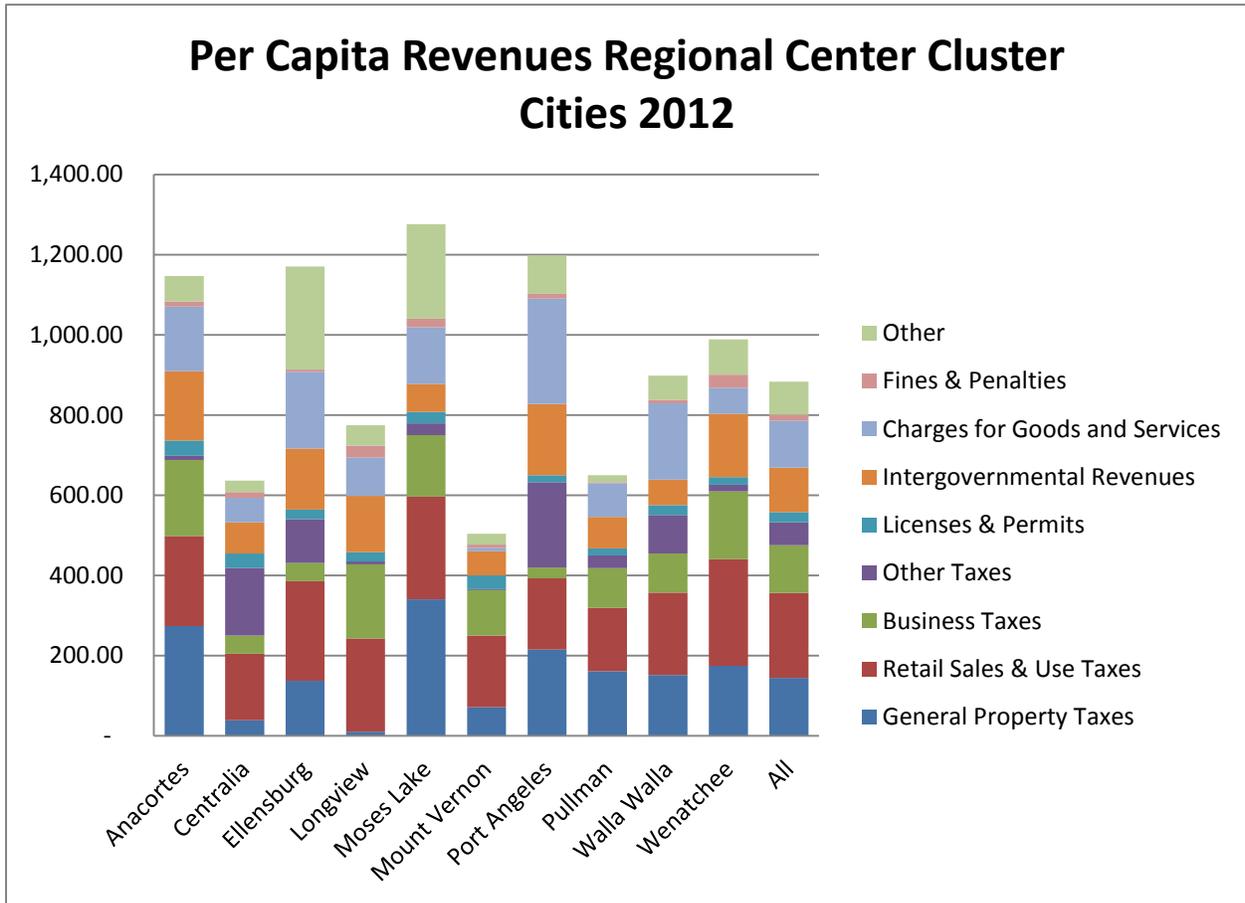
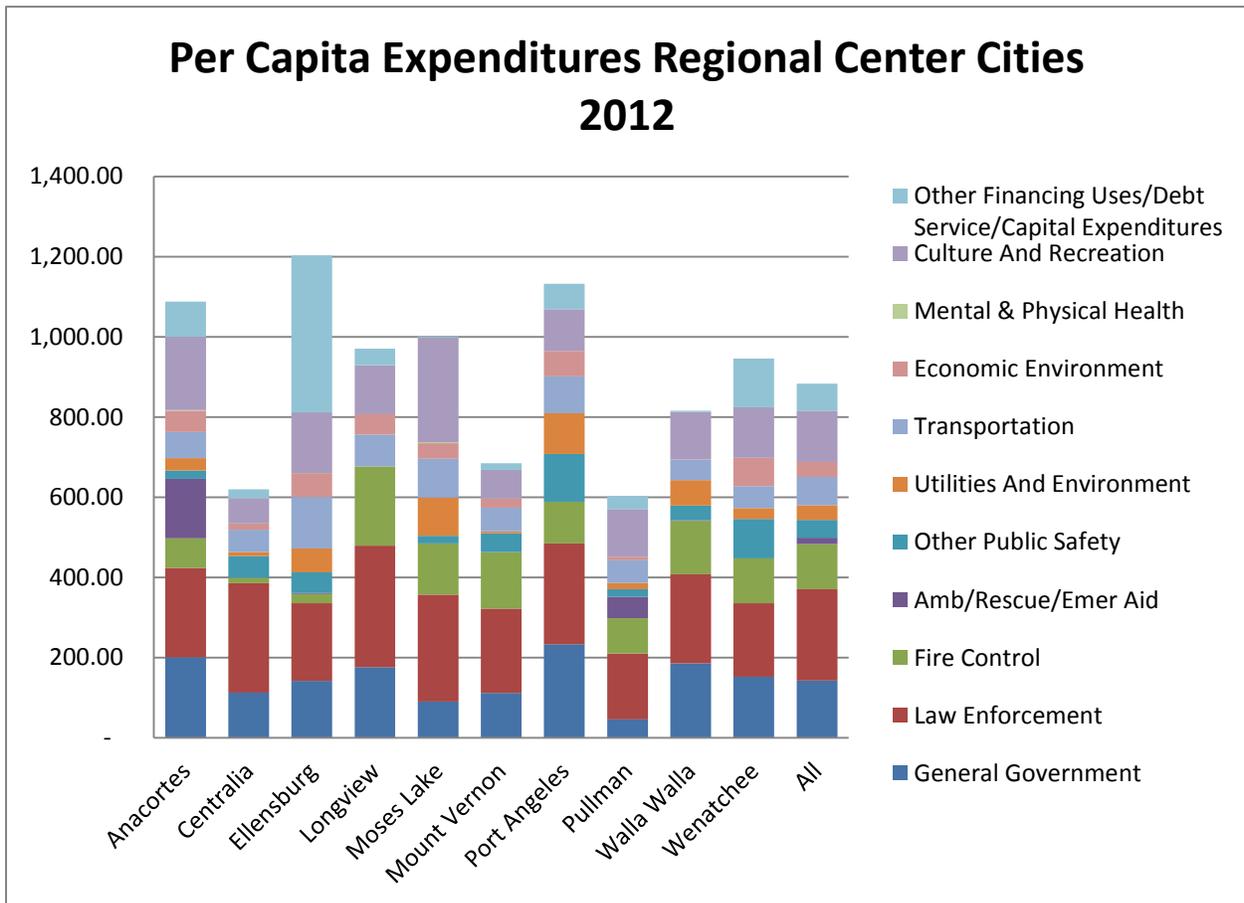


Table ED-30 compares per capita revenues for the ten Non-metro Regional Centers. Overall expenditures are well above average for the ten cities. The most notable differences are the high emergency services, low fire control, and high culture and recreation expenditures.

Table ED-30. Per Capita Expenditures Regional Center Cities 2012.

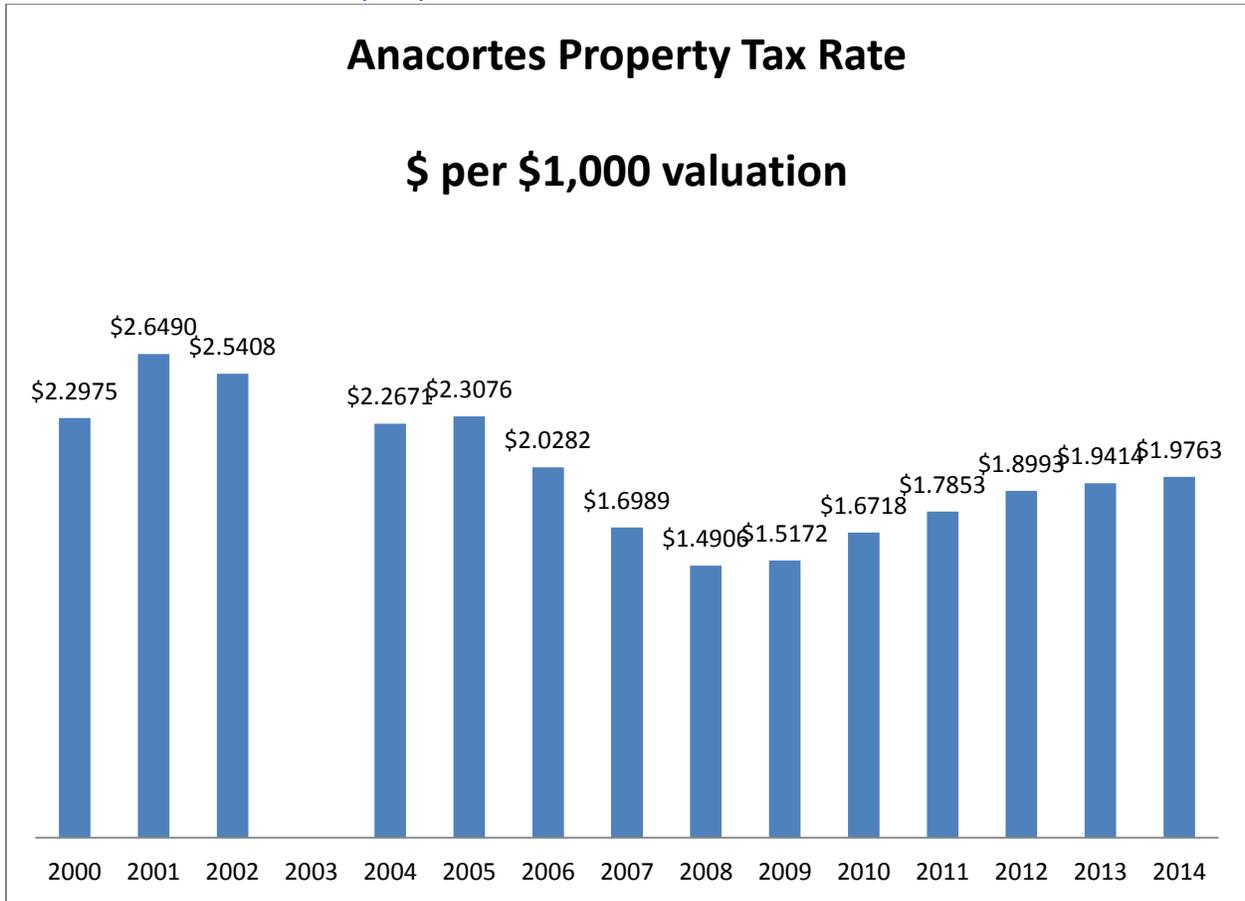


Factors Affecting Future Revenues and Expenses

There are several factors that drive future revenues and expenses beyond public policy. Expenditures grow with population growth, inflation, demands for more sophisticated services, and efficiencies through economies of scale. Revenues grow with new development, consumer spending, and inflation. Retail sales tax is the most volatile source because of the importance of sales tax on construction and its associated business cycle. Further, property taxes are limited by state statute to a 1% increase annually plus taxes on new development. As a result, the property tax rate is driven down during times of strong growth in real estate values, and pushed up during times of slow or no growth. This phenomenon is reflected in the pattern of change in the City's property tax rate over the past 14 years as shown in Table ED-31. Note that the increase in 2001 was a result of a bond levy for the library.

The combination of factors affecting revenues emphasizes the importance of a mix of revenue sources. In particular, strong retail sales can be an important source of funds, although they can be volatile.

Table ED-31. Anacortes Property Tax Rate.



Environment & Conservation

Background and Context

Anacortes' natural beauty and setting in nature, including Puget Sound vistas, mature trees, vegetation, streams, wetlands, lakes and shorelines are just some aspects of the natural environment that Anacortes citizens value. The relationships between these features, development, natural processes, and the condition of the resulting environment have profound impacts on the quality of life in Anacortes. Preserving the quality of the environment depends on government, business, and individual decisions and coordinated actions to minimize the adverse environmental impacts that can occur during development/redevelopment, or as a result of previous practices.

Environmental Setting

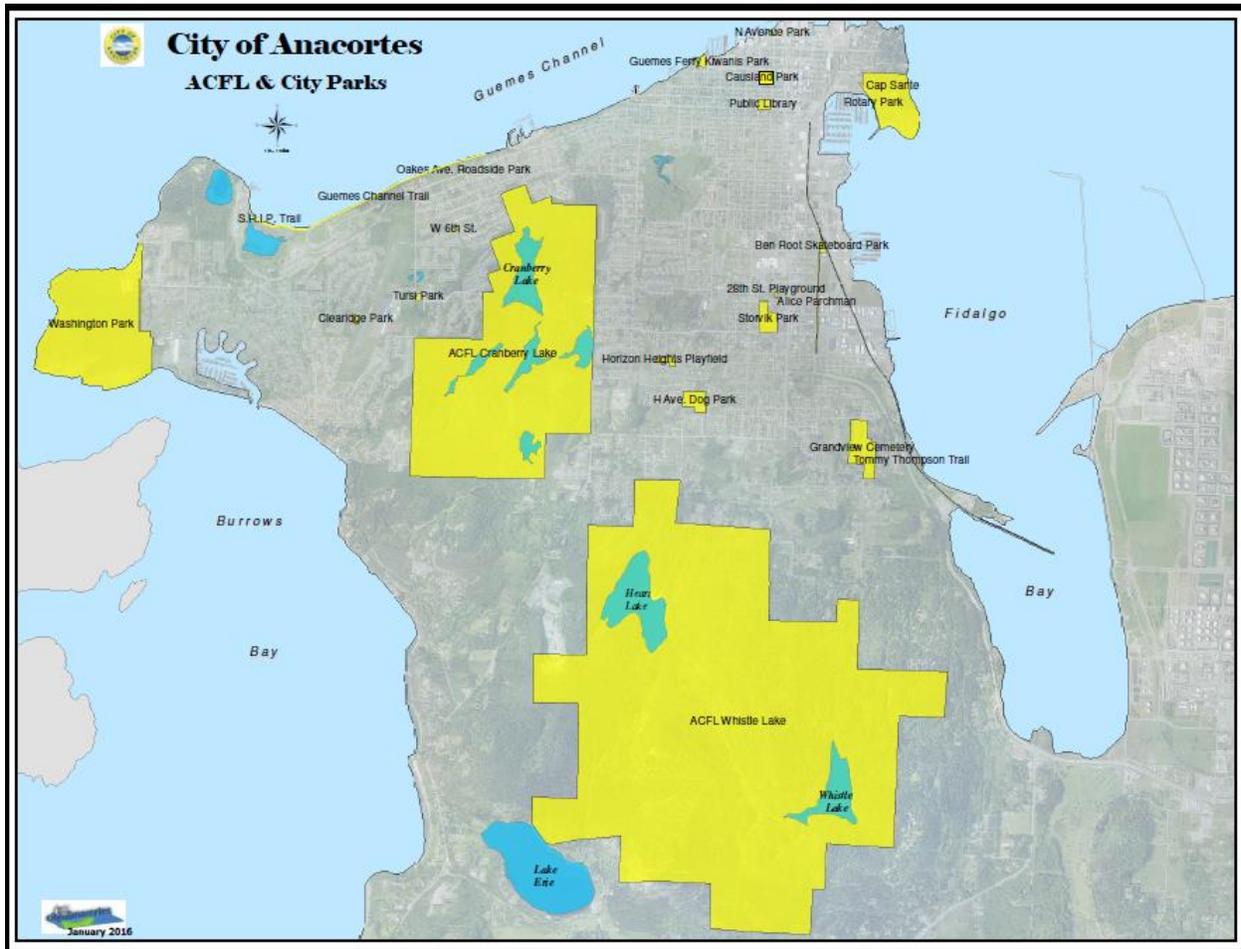
Anacortes has developed primarily as a residential area with an associated mix of commercial and industrial areas, parks, schools, and natural areas, including over 4.3 square miles of designated forestlands (Anacortes Community Forestlands or ACFL). Natural areas are comprised of the Puget Sound shoreline, bluffs, steep slopes, wetlands, streams, lakes, and forested areas.

Many decades before the Growth Management Act was even conceived, citizens of Anacortes recognized the need for and advantages of preserving parts of their surroundings in a wild and natural state. The first half of the 20th century, especially the period before 1930, was a time of growing civic awareness of the scenic resources of this area. As a result, numerous individuals deeded land to the City for "public park purposes", which was the beginning of the ACFL. Logging of other city-owned land was used as a source of revenue to manage ACFL for about 40-50 years. Based on public input, in 1989, the Forest Advisory Board stopped all logging activities and began pursuing other methods of funding the ACFL management program. In 1991, City Council voted to remove all references to logging from the Forest Plan and City Comprehensive Plan. In 1998 the Conservation Easement Program was initiated to protect the community forest lands from logging, mining and development while raising money to pay for management and stewardship of the ACFL.

Today, the City of Anacortes owns more than 2,800 acres (4.4 square miles) of designated forest lands within City Limits; this amounts to over fifty percent of the city's total land area, and includes Mt. Erie, Whistle Lake, Little Cranberry Lake, and 80 acres north of Heart Lake and the former State Park lands. This is in addition to the several hundred acres of parkland, including Washington Park which is approximately ninety percent natural forest, and the Cap Sante area which is again primarily natural forest.

The community forest lands contain some of the most unique and complex living environments in the Puget Sound. Few cities are so fortunate to have such a resource, coupled with the broad-based desire of its citizens to conserve and responsibly use these resources. To date, approximately 1,700 acres of the ACFL have been placed under conservation easement, which are held and administered by the Skagit Land Trust. While the public is permitted to venture into the ACFL on a managed network of trails, few other activities are allowed. In effect, the ACFL is ninety-nine percent a natural habitat with a wide variety of plant and animal life, lakes, ponds, wetlands, and small streams, old growth timber, and geologic features.

Figure EC-1. ACFL & City Parks.



The Community Forestlands are designated as Fish and Wildlife Conservation Areas in the Critical Areas Regulations, and provide significant habitat for both imperiled and commonplace species. While there are still a few small remaining habitat areas present in the developed areas of Anacortes, the City’s primary emphasis is on protecting the large ACFL forestland and park tracts, as they represent the best, largest, and most valuable habitat in the City.

With its location on Fidalgo Island, Anacortes is surrounded by waterbodies on three sides, including Burrows Bay to the west, Guemes Channel to the north and Fidalgo Bay to the east, including over 27 miles of shoreline. Development of the City’s shorelines (areas within “shoreline jurisdiction” or within 200’ of the Ordinary High Water Mark) is regulated by the Shoreline Master Program, which implements the Shoreline Management Act of 1971. Within the Anacortes shoreline jurisdiction, the waters of Puget Sound and Strait of Juan de Fuca lying seaward from the line of extreme low tide are designated as Shorelines of Statewide Significance. Padilla Bay, from March Point to William Point, is identified as a specific estuarine area and is considered a Shoreline of Statewide Significance waterward from OHWM and all associated shorelands. Additionally, Cranberry Lake, Heart Lake, Whistle Lake and a portion of Lake Erie shorelines are within the City’s shoreline jurisdiction.

Elements of the Environment

Vegetation Protection

Forested open space, wetlands, and native vegetation found on steep slopes and near shorelines are important resources that should be preserved. Trees help stabilize soils on steep slopes, and act as barriers to wind and sound. Plants replenish the soil with nutrients, generate oxygen, and clean pollutants from the air. Native vegetation provides habitat for wildlife. Wetlands and riparian vegetation provide surface water storage to help clean surface water of pollutants and sediment.

The preservation of vegetation, especially significant trees, has been a priority for the city for some time, as evidenced by the City's tree preservation ordinance and vegetation preservation standards for shoreline areas as outlined in the Shoreline Master Program. The city has been recognized as a Tree City USA annually since 2001. The largest, most contiguous areas of native vegetation are primarily found in the Anacortes Community Forest Lands and Parks, for which the City has also developed forest and fauna management plans. These areas contain the highest quality of wildlife habitat found in the city. However, areas of less intensive residential development also contain mature trees and other native vegetation, which provide secondary wildlife habitat and substantially contribute to the quality of life in Anacortes. Native vegetation in residential areas that may be subdivided or otherwise more intensely developed is at the greatest risk of being lost.

Regulations governing vegetation preservation and enhancement are found in the tree preservation, landscaping, land clearing, and critical areas provisions of the Anacortes Municipal Code as well as in the Shoreline Master Program.

Fish & Wildlife Habitat Protection

The process of urbanization can result in the conversion of wildlife habitat to other uses. The loss of certain types of habitat can have significant, adverse effects on the health of certain species. Fish and wildlife habitat conservation is the management of land for maintaining species in suitable habitats within their natural geographic distribution so that isolated subpopulations are not created. Designated habitats are those areas with which federal or state-designated endangered, threatened, and sensitive species have a primary association, state priority habitats and areas associated with state priority species; habitats and species of local importance (including the ACFL); commercial and recreational shellfish areas; kelp and eelgrass beds; mudflats and marshes; herring, surf smelt and sand lance spawning areas; naturally occurring ponds under twenty acres but larger than 2,500 square feet; streams and buffers; waters of the state; lakes, ponds, streams and rivers planted with game fish by a governmental or tribal entity; State Natural Area Preserves and Natural Resource Conservation Areas; Areas of Rare Plant Species and High Quality Ecosystems; and land useful or essential for preserving connections between habitat blocks and open spaces.

The City of Anacortes contains many of these areas. Multiple streams pass through the City, discharging into Puget Sound; several of these streams are known to support fish use. Some of the larger Puget Sound tributaries include Clyde Creek, Cranberry Creek, Beaver Creek, Ace of Hearts Creek, Happy Valley Stream, and Whistle Creek. Washington Department of Fish & Wildlife (WDFW) mapping of Priority Habitat and Species (PHS) indicates presence of many fish, shell fish and bird and mammal species within the city, especially along the shorelines and within Anacortes Community Forest Lands.

WDFW provides management recommendations for priority species and habitats that are intended to assist landowners, users, and managers in conducting land use activities in a manner that incorporates the needs of fish and wildlife. The City has reviewed PHS management recommendations developed by WDFW for species identified in Anacortes, and used them to guide the development of critical areas regulations that fit the existing conditions and limitation of Anacortes' unique environment.

Regulations governing fish and wildlife habitat conservation can be found in the critical areas provisions of the Anacortes Municipal Code, as well as in the Shoreline Master Program.

Wetlands

Wetlands are fragile ecosystems that serve a number of important beneficial functions, including providing habitat areas for fish, wildlife, and vegetation; water quality maintenance and pollution control; flood control; shoreline erosion control; natural resource education; scientific study; open space; and recreation opportunities. A number of these important natural resources have been lost or impaired by draining, dredging, filling, excavating, building, pollution and other acts.

The City has mapped potential wetlands based on a field reconnaissance and aerial photo interpretation conducted in 2005. Shoreline associated wetlands exist along the Guemes Channel near the Washington State Ferry Terminal, along the west and south boundaries of Fidalgo Bay, and near the eastern City limits at the south end of Padilla Bay. The largest palustrine (freshwater) system is south of Cranberry Lake within the ACFL. Other larger wetland areas are located in the Ship Harbor area west and east of the State Ferry Terminal, in the Anacortes Airport vicinity, and in various locations south of the eastern portion of SR-20. Numerous smaller wetlands throughout the City are relatively isolated systems and surrounded by development.

Under the Anacortes Municipal Code, wetlands are designated using a tiered classification system based on the Washington State Wetland Rating System for Western Washington, as revised by the Department of Ecology. All wetlands, regardless of size, are regulated under the Anacortes Municipal Code. When development is proposed on a site with known or suspected wetlands, a wetland evaluations are required to verify and classify wetlands and delineate boundaries and buffer areas. Ecology mandates minimum wetland buffer areas based on typology and other factors.

Regulations governing wetlands can be found in the critical areas provisions of the Anacortes Municipal Code, as well as in the Shoreline Master Program.

Lakes

There are three freshwater lakes within the City limits, including Whistle, Heart and Cranberry Lake, as well as a portion of the northeast shoreline of Lake Erie. All of the lakes are within the City's Community Forest Lands and within shoreline jurisdiction. Public access to the lakes is mostly passive recreation trails, with one public parking area along Heart Lake, as well as a small boat ramp for boats with non-combustion engines. The forested shoreline environment of the lakes and removed proximity from development helps to maintain very good water quality and habitat.

In addition to critical areas regulations and Shoreline Master Program regulations, the City protects water quality and quantity through the drainage requirements and regulations. The City's adopted Stormwater Management Plan also identifies local stormwater quantity and quality problems and methods to address identified issues.

Streams and Creeks

Numerous small streams and creeks are found within and adjacent to the City. The following streams have been designated as Fish and Wildlife Habitat Conservation Areas and are subject to 50' buffers in most cases: Whistle Creek, Happy Valley Stream, Ace of Hearts Creek, Beaver Brook, Cranberry Creek, Clyde Creek, Anaco Bourn, Morrison Run, Cedar Springs, Weaverling Rill, Miller Creek, Aqua Creek, Howard Creek, Summit Creek, and March's Run. Many of the streams have been placed in culverts, channels, or otherwise altered and degraded.

Provisions regulating streams are found in the critical areas regulations and in the Shoreline Master Program. The regulations contain provisions to encourage daylighting of streams, where appropriate.

Groundwater

Groundwater is rainwater that has filtered into the ground and stays below the surface in zones called aquifers. The amount of groundwater available and the amount of water available to recharge groundwater is affected by precipitation, land use, population growth and water reuse. Groundwater aquifers supply water to lakes, wetlands, and streams during the dry season, and approximately 37 private wells that provide drinking water to residences in the city. Wetlands and lakes are thought to be the main groundwater recharge areas in the City.

Provisions regulating aquifer recharge areas are located in the critical areas regulations.

Shorelines

The City of Anacortes Shoreline Master Program (SMP), adopted in 2010, regulates development of activities along Anacortes shorelines in compliance with the Shoreline Management Act of 1971. Development activities proposed within the shoreline jurisdiction must comply with the policies and development regulations established in the SMP. Goals and Policies of the SMP are considered a part of this Comprehensive Plan (RCW 36.70A.480).

Surface Water, Aquatic Resources and Habitat

Drainage in the city consists of five separate major drainage basins which flow to five major water bodies: Guemes Channel, Burrows Bay, Fidalgo Bay, Padilla Bay, and Similk Bay.

Development in the Fidalgo Bay drainage basin is mainly in the northern section of the basin, where part of the Downtown commercial area lies. There are 31 storm drainage outfalls to Fidalgo Bay. Shorelines have been altered by dredging, filling and over-water construction. Habitat ranges from deep-water habitat to near-shore subtidal habitat, such as mud bottoms, gravel or cobble substrates and hard bottom areas. Eelgrass forms nearly continuous meadows over the broad flats of the central and inner bay. Species within the bay include surf smelt, herring, sand lance, Chinook salmon, bald eagle, peregrine falcon, and blue heron.

Development in the Guemes Channel drainage basin consists of the remainder of the downtown area with high density residential nearby. The areas along the Channel are developed as medium density residential. There are 19 storm drainage outfalls to Guemes Channel. Guemes channel has been altered by dredging and filling activities and has both deep and shallow water habitat. Habitat along the channel, particularly near the Port of Anacortes has been modified by riprap and placement of piling for pier and moorage structures. Guemes Channel is a migratory pathway for salmon, perhaps for herring and other forage fish, and Dungeness crab.

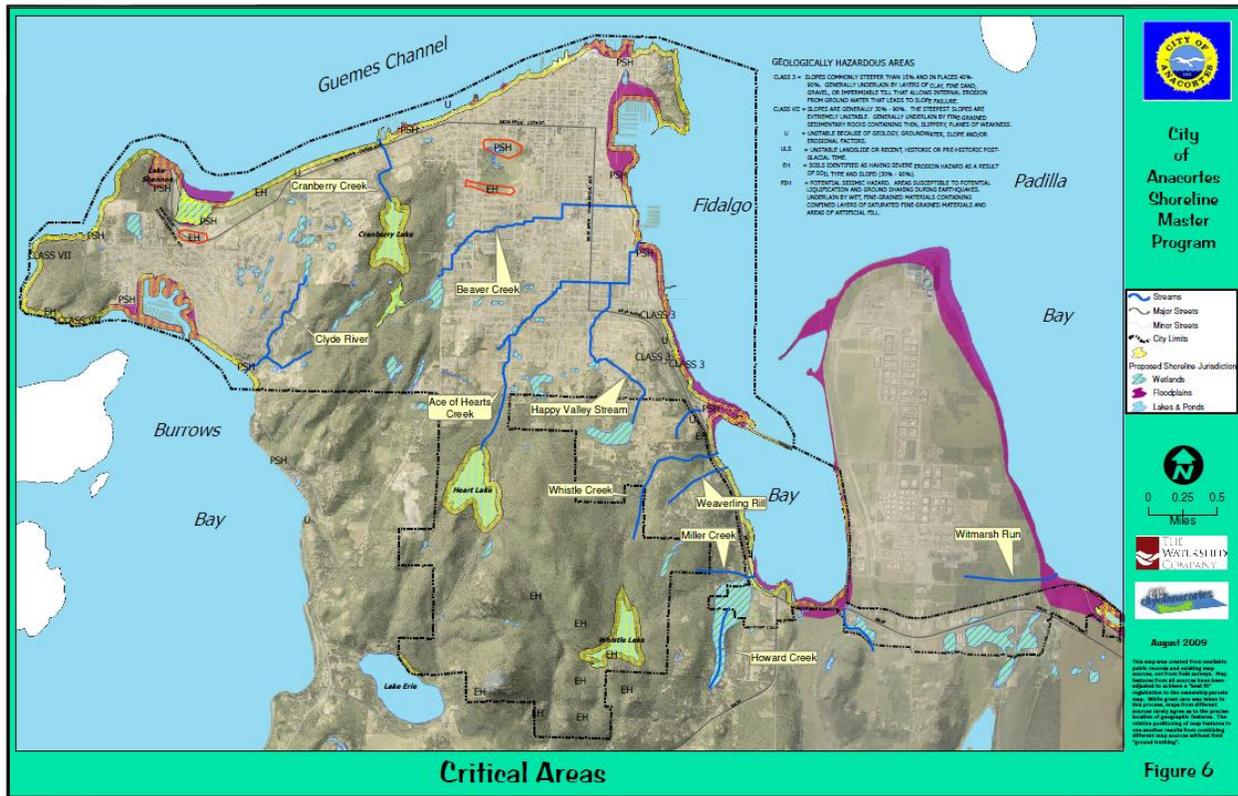
Development in the Burrows Bay drainage basin is primarily medium density residential. There are 13 storm drainage outfalls to Burrows Bay. Much of the Burrows Bay shoreline is modified with armoring and contains intertidal, estuarine and subtidal habitats including documented sand lance and surf smelt spawning habitat and forage fish spawning habitat and juvenile salmon habitat.

The Padilla Bay drainage basin development is mainly in the northern section of the basin. Padilla bay is considered a National Estuarine Research Reserve and provides 11,000 acres of protected estuarine habitats. It contains both subtidal and intertidal habitats and extensive eelgrass beds, supporting migrating juvenile Chinook and Chum salmon.

The Similk Bay drainage basin is approximately 120 acres, with only a small portion within the City. The bay is a commercial shellfish growing area.

The Shoreline Master Program regulates development within shoreline jurisdiction. The City's adopted Stormwater Management Plan also identifies local stormwater quantity and quality problems and methods to address identified issues.

Figure EC-2. Critical Areas.



Air Quality

A basic characteristic of a livable city is clean air. Numerous federal, state, regional and local agencies enact and enforce legislation to protect air quality. Good air quality in Anacortes, and in the region, requires controlling emissions from all sources, including: internal combustion engines, industrial operations, indoor and outdoor burning, and wind-borne particles from land clearing and development. Local and regional components must be integrated in a comprehensive strategy designed to improve air quality through transportation system improvements, vehicle emissions reductions, and demand management strategies.

Air quality is measured by the concentration of chemical compounds and particulate matter in the air outside of buildings. Air that contains carbon monoxide, ozone, and particulate matter can degrade the health of humans, animals, and plants. Human health risks from poor air quality range in severity from headaches and dizziness to cancer, respiratory disease, other serious illness, and even premature death. Potential ecological impacts include damage to trees and other types of vegetation. Quality of life concerns include degradation of visibility, and deposition of soot and other particulate matter on homes and property.

The City seeks long-term strategies to address air quality problems, not only on the local level, but in the context of the entire Puget Sound Basin, with coordination and major direction from the Northwest Clean Air Agency. The Anacortes Municipal Code regulates air pollutants by referencing applicable Northwest Clean Air Agency regulations.

Flood Hazard Areas

The boundaries of the 100-year flood plain essentially encompass the Anacortes shoreline. The Federal Emergency Management Agency (FEMA) highly recommends against the placement of any structure in the 100-year floodplain. Any structure built within the floodplain's boundaries must provide for adequate protection against the 100-year flood (i.e. structures within the floodplain are constructed at a minimum of one foot above the floodplain elevation). The 100-year floodplain does not cover all areas subject to localized flooding. Conveyance and detention facilities may be undersized or not maintained leading to flooding problems in areas other than the designated floodplain.

Regulations for flood hazard protection are found in the critical areas provisions of the municipal code and in the Shoreline Master Program.

Geologic Hazard Areas

Geologically hazardous areas are areas that because of their susceptibility to erosion, sliding, earthquakes, or other geological events are not suited to siting commercial, residential or industrial development consistent with public health or safety concerns. Steep bluffs, identified "unstable" areas by the Coastal Zone Atlas, line the north Anacortes shoreline along Guemes Channel for about two miles. Unstable slopes are considered unstable because of geology, groundwater, slope and/or erosional factors.

Areas classified as "Modified" include much of Skyline, the Washington State Ferry Terminal, the northeast Guemes Channel Shoreline, and the west shoreline of Fidalgo Bay. Modified slopes are highly modified by human activity and include areas of significant excavation or filling. Slope response to a combination of natural processes and human activities may be unpredictable.

Most of the shoreline surrounding March Point is considered "stable", with pockets of "modified" areas.

The Anacortes Municipal Code) and Shoreline Master Program regulate and categorize geologic hazard areas as Erosion Hazard Areas, Landslide Hazard Areas, Seismic Hazard Areas, Mine Hazard Areas, Volcanic Hazard Areas, Tsunami Hazard Areas and Other Hazard Areas. For new development, a qualified professional is required to submit a report categorizing the hazard area type and evaluating the proposed development for consistency with the city's regulations.

Wildland Fire

Wildland fires can be caused by lightning strike or human error, and spread to homes and businesses, block roads, and create significant economic and environmental damage if fuel loads and vegetation are not properly maintained. Anacortes has large expanses of community forestlands which are highly vegetated and have limited ingress and egress for emergency vehicles, with residential housing in very close proximity, which may be of concern. The ACFL Comprehensive Plan contains goals and policies related to fire prevention in the ACFL. Additionally, the Parks & Recreation and Fire Departments maintain a comprehensive fire prevention and response plan for these areas.

Hazardous Material

Several major rights-of-way traverse Anacortes and are used to transport hazardous material. These are the BNSF railroad, which is located in the eastern portion of the City; SR20 spur, which provides access to the Washington State Ferry terminal at Ship Harbor; and R Avenue, which provides access to the Port of Anacortes Pier 1 marine terminal facility.

Tsunami

Tsunamis affecting Washington State may be induced by an earthquake of local origin, or they may be caused by earthquakes at a considerable distance, such as Alaska or Japan. The City has developed an action plan that identifies tsunami inundation zones using a computer prediction model. Predicted areas of inundation include properties located

in Skyline Marina, Ship Harbor, Eastern Guemes Channel, Cap Sante Marina and Fidalgo Bay and March's Point. In the case of a tsunami, the City will, if deemed appropriate, utilize the Community Alert Network system to notify affected residents to seek higher ground.

Climate Change

In November, 2006 a Greenhouse Gas Inventory and Proposed Climate Action Plan was prepared for the City of Anacortes by ICLEI – Local Governments for Sustainability. The Plan identifies several potential local climate change impacts:

- Sea level rise is likely to occur faster than global averages and earlier snowmelt may cause changes in river and stream flows. Sea level rise and increased seasonal flooding could incur considerable costs as these phenomena pose risks to property, infrastructure and human life.
- Water quality and quantity may be at risk as a result of changing temperatures, with more winter precipitation in the form of rain instead of snow, shortening the snowfall season and accelerating the rate at which the snow pack melts in spring. This may increase spring flooding and decrease the storage of the natural water tower in the Cascades, meaning less water will be available for agricultural irrigation, hydro-electric generation and general needs of a growth population.
- Local native plants and animals may be at risk as temperatures rise, with increased temperatures providing a foothold for invasive species of weeds, insects and other non-native threats.
- Coastal wetlands and salt marshes are at risk of being inundated by rising sea levels. Increased flow and salinity of water resources would affect food web and mating conditions for fish populations.
- The natural cycle of flowering and pollination, and temperature conditions necessary for a thriving locally adapted agriculture would be altered, challenging perennial crops.
- Increased temperatures and precipitation can have public health impacts, including encouraging mosquito-breeding, thus engendering vector-borne diseases, and increasing heat-stroke risks for various populations. Increased temperatures also increases ozone levels and air pollution toxicity, which are tied to increased rates of asthma and other pulmonary diseases.

The Report found that the major stationary source of emissions in Anacortes are residential, commercial, and industrial sectors' use of electricity. Natural gas usage is the second largest. Transportation emissions is responsible for the greatest proportion of emissions by one sector, although as a percentage of total emissions, transportation emissions have dropped in percentage, while the number of vehicle miles traveled continues to increase.

The City has undertaken, and has plans to continue to implement, many projects recommended in the Plan that achieve greenhouse gas emission reductions. These include, but are not limited to, creating a Resource Manager position to implement energy efficiency measures in government facilities and operations as well as encourage public participation in energy-reducing activities; replaced citywide CRT computer monitors with energy efficient LCD and LED monitors; purchase of hybrid fleet vehicles; replaced citywide streetlights with LED bulbs; and expansion of the municipal recycling program.

Energy Consumption Reduction

The City of Anacortes Community Energy Plan was completed in November, 2014. The Plan was developed as part of the City's participation in the Georgetown University Energy Price (GUEP), a competition to reduce the nation's energy consumption. The plan outlines methods to achieve the City's overarching goal to become a leader in innovative energy efficiency and reduction strategies.

Transportation

Background and Context

The purpose of the Transportation Element is to establish goals and policies that will guide the development of surface transportation in the City of Anacortes in a manner consistent with the overall goals of the Comprehensive Plan.

Using existing and projected land use and travel patterns, the Transportation Element Background Information will address the following: roadway classification, levels of service, transit and non-motorized modes of travel, future travel forecasts, transportation system improvements, financing strategies, and concurrency management.

This document will establish the technical basis for transportation system development, and for existing and future improvement of transportation programs and facilities guided by the transportation policies of the comprehensive plan.

Inventory and Existing Conditions

The primary objective of this section is to assess existing traffic conditions within the City of Anacortes. In order to identify existing traffic conditions, data was collected at over 50 locations in the City. Existing conditions are important as they serve as a baseline for projecting future conditions and capacity using growth estimates and zoning change predictions.

The following categories are included in this section:

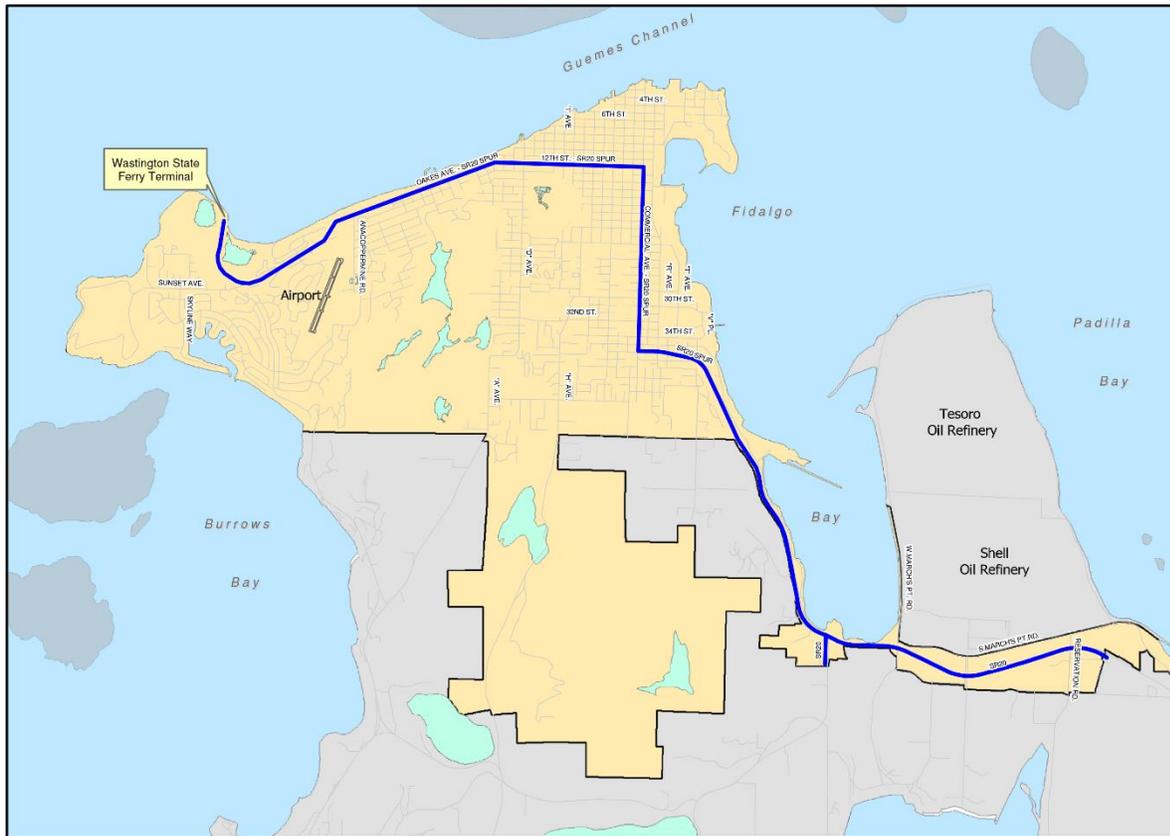
- Identification of State Highways;
- Roadway Inventory;
- Traffic Signal and Roundabout Inventory;
- Freight Routes;
- Transit Service;
- Air and Water Transportation Options;
- Traffic Level-of-Service Analysis (2015, 2036, and 2036 with improvements)
- Traffic Management, Calming, and Control;
- Existing Non-Motorized Conditions
- Travel Demand Forecasts and Projected Needs
- Recommended Improvement projects
- Impact Fee Discussion
- 20 year Transportation Revenue and Expenditure Estimates
- Intergovernmental Coordination

Over the next 20 years, the City of Anacortes plans to continue to maintain existing infrastructure and invest in expanded or new infrastructure to support the development patterns called for in the Land Use Element. Where reliable information could be developed, the City has identified projects over the 20-year time period. The City will continue to monitor growth over time to ensure capital facilities can be provided over the long-term.

Identification of State Highways

The City of Anacortes has two State Highways within its boundaries. State Route (SR) 20 travels across the City from the east City boundary to the junction of SR 20 and SR 20 Spur (Sharpes Corner) where it turns south until it passes the City Limits a few hundred feet south of the Sharpes Corner intersection. SR 20 Spur begins at Sharpes Corner and connects SR 20 to the WSDOT Ferry Terminal about 8 miles away. The SR 20 Spur is also called Commercial Avenue, 12th Street, and Oakes Avenue as you progress westerly through town to the ferry terminal.

Figure T-1. State Highways.



City of Anacortes - State Highway



Roadway Inventory

Existing roadways are classified by how they function as a city-wide network based on their ability to meet local needs. The City, Washington State Department of Transportation (WSDOT), and ultimately the Federal Highway Administration (FHWA) formally approve the classifications. Highway funding programs are limited to roadways with functional classifications that are Collector or above in Urban areas. Local accesses and local streets and roads are not eligible to use Federal Highway funds.

Roadways are classified in relation to their function, with respect to continuity, connectivity, mobility and access. An interstate freeway provides a high degree of connectivity between cities and states; however, by design, provide poor access to adjacent property. On the opposite end of the transportation system, local streets provide a wide degree of access to adjacent property; however are not effective in the efficient movement of people and goods into and through metropolitan areas because of increased traffic control such as stop signs and traffic signals. The Functional Classifications are generally defined as follows:

PRINCIPAL ARTERIAL

Principal Arterials are streets that have a primary function of carrying traffic to and from major traffic generators in the community and that provide major connections to the regional arterial system. They are generally the higher traffic volume roads within a city. These roadways contain the greatest proportion of through travel. Access should be limited to promote efficient traffic movement. On-street parking is usually prohibited on the highest volume streets in urban areas; however, context sensitive design can result in on-street parking so long as safety issues can be addressed. The best (and only) example of a principle arterial in Anacortes is the State Highway going through town. They typically vary in width from 48 to 84 feet with 4 to 7 lanes and 80 to 100 feet of right-of-way. Speed limits are between 35 and 55 mph. Average daily traffic (ADT) volumes are generally greater than 15,000 vehicles per day. Many of the intersections are signalized, and the uniformity of signal placement and coordination are critical to the successful operation of the arterial.

MINOR ARTERIAL

The function of a minor arterial is to provide movement of through traffic, but they also provide considerably more access for local traffic that originates or is destined to commercial, retail, or activity centers along a corridor. A good example of a minor arterial in Anacortes is D Avenue between 12th Street and the southern City Limits. Often minor arterials become boundaries to neighborhoods and serve less concentrated developments such as neighborhood shopping centers or schools. They vary in width from 40 to 60 feet with 3 to 5 lanes and 60 to 80 feet of right-of-way. Speed limits are between 30 to 45 mph. ADT volumes are generally between 8,000 and 15,000 vehicles per day. Access may be restricted and parking can be limited.

COLLECTOR

Functionally, a collector is intended to assemble and concentrate residential and rural traffic and direct it to the higher order arterial system. Direct access to adjoining residential or commercial property is common and often essential. An example of a collector in Anacortes is M Avenue. They vary in width from 44 to 60 feet with 2 to 5 lanes and 60 to 80 feet of right-of-way. Speed limits are between 25 to 35 mph. ADT volumes are generally between 4,000 and 8,000 vehicles per day. Parking is generally acceptable, but may be limited.

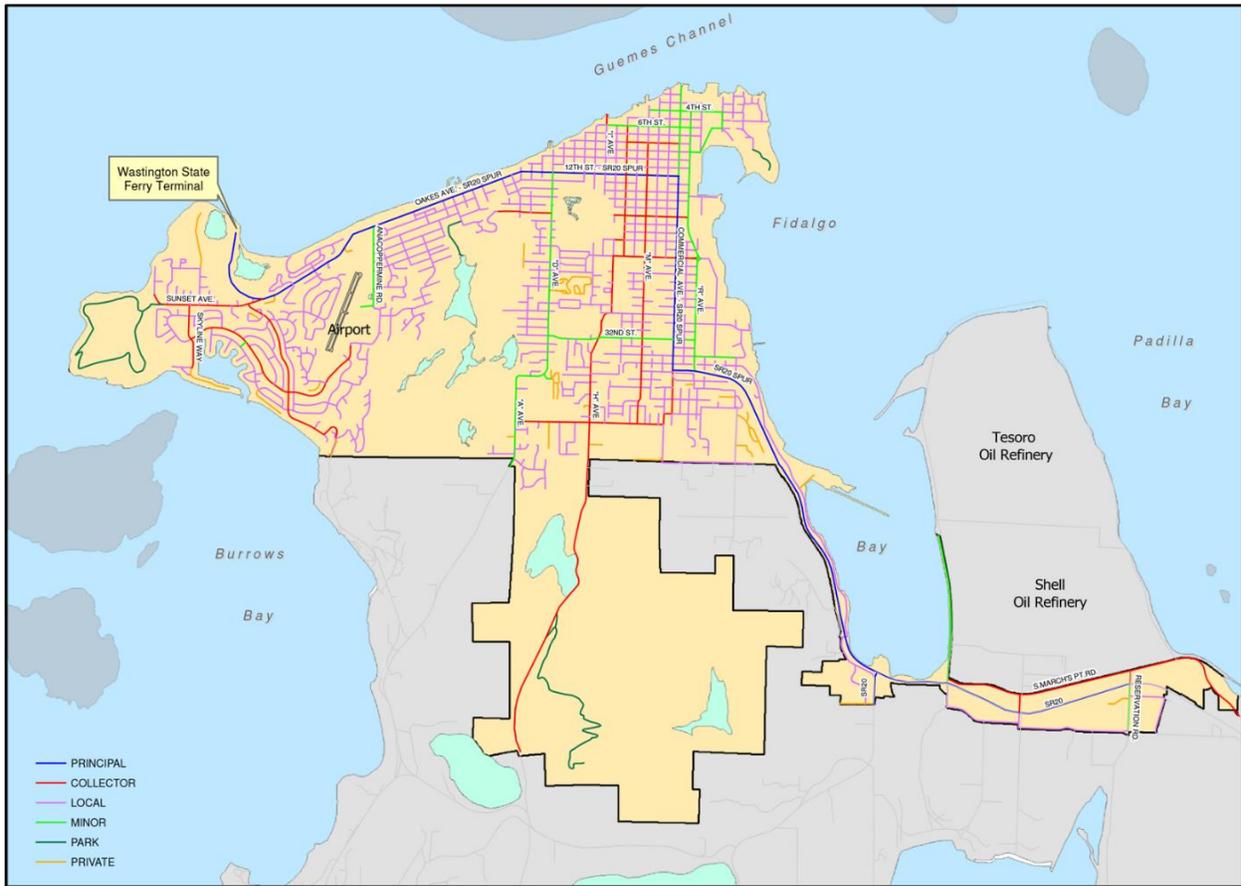
LOCAL STREETS

Local streets primarily serve the residential neighborhoods and generally connect to collectors or minor arterials. Residential access is typical with some provisions for commercial uses. They vary in width from 24 to 44 feet with 2 to 3 lanes and 40 to 60 feet of right-of-way. Speed limits are typically 25 mph. ADT volumes are less than 4,000 vehicles per day.

The City has a total of 113.6 miles of streets that breakdown as follows:

- Principal Arterial 10.9 miles
- Minor Arterial 9.5 miles
- Collector 16.4 miles
- Local Street 76.8 miles

Figure T-2. Street Classifications.



0 0.25 0.5 Miles

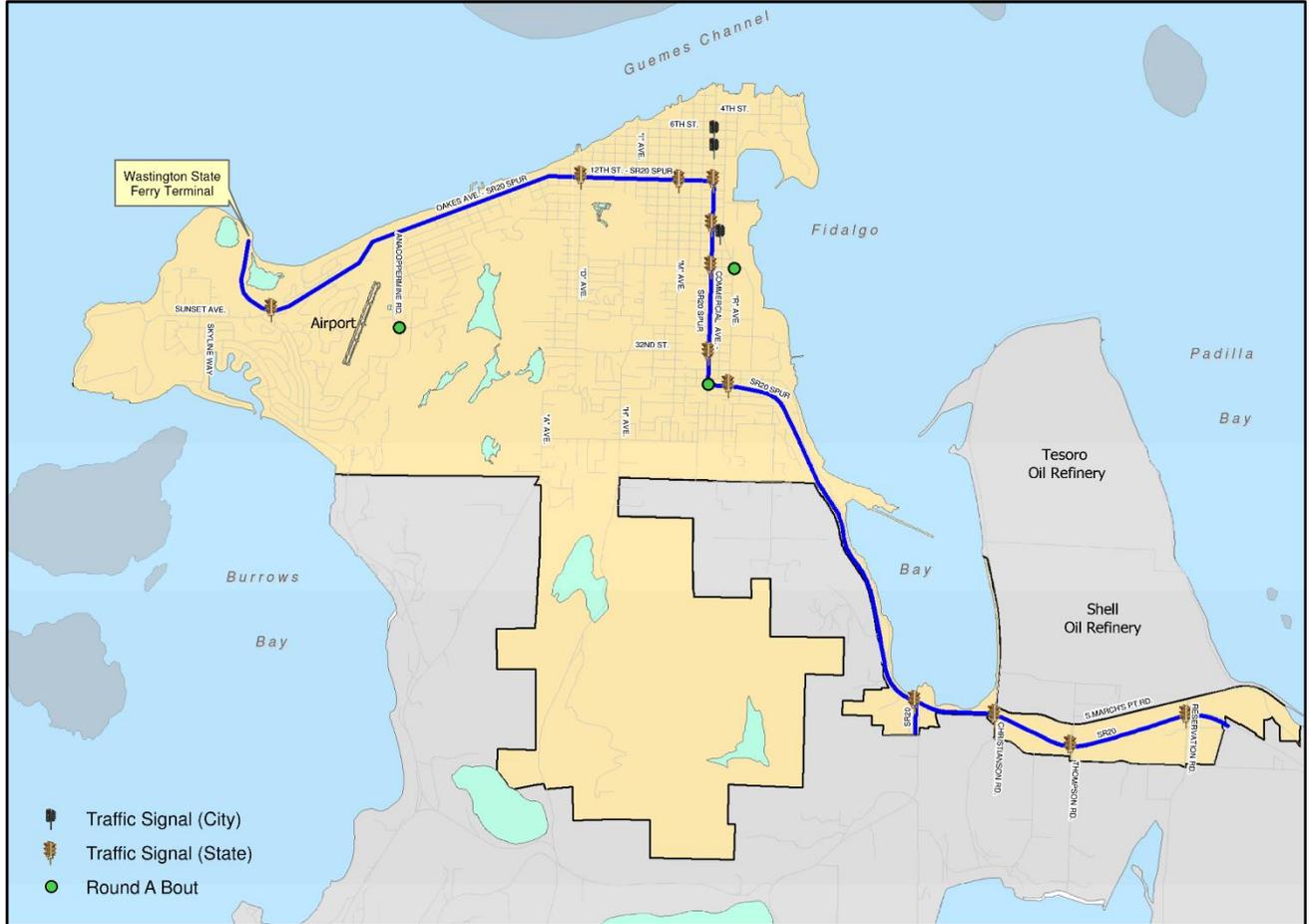
City of Anacortes - Street Classifications



Traffic Signal and Roundabout Intersection Inventory

Anacortes has 15 traffic signals and three roundabouts within the city boundaries. Their locations are shown in the figure below.

Figure T-3. Traffic Control.



0 0.25 0.5 Miles

City of Anacortes - Traffic Control



Freight Mobility (Freight, Transit, Air and Marine)

Goods travel via one of four modes of transportation: road, rail, water, and air. National studies point to such problems as overcrowded highways and freight-specific “chokepoints” that stifle effective intermodal transfer of cargoes. Increased port security measures may exacerbate congestion if new controls drastically slow the movement of goods.

Local governments encounter two main limitations in addressing freight mobility challenges. The first relates to the limited visibility that freight projects receive in the process for planning and prioritizing how transportation dollars should be spent. The planning process often lacks a comprehensive evaluation approach, such as a cost-benefit framework that might result in the implementation of freight improvements to better ensure that system-wide, multimodal solutions are considered and adopted where appropriate. The second relates to limitations of federal funding programs, which tend to dedicate funds to a single mode of transportation or a non-freight purpose.

Truck Policy

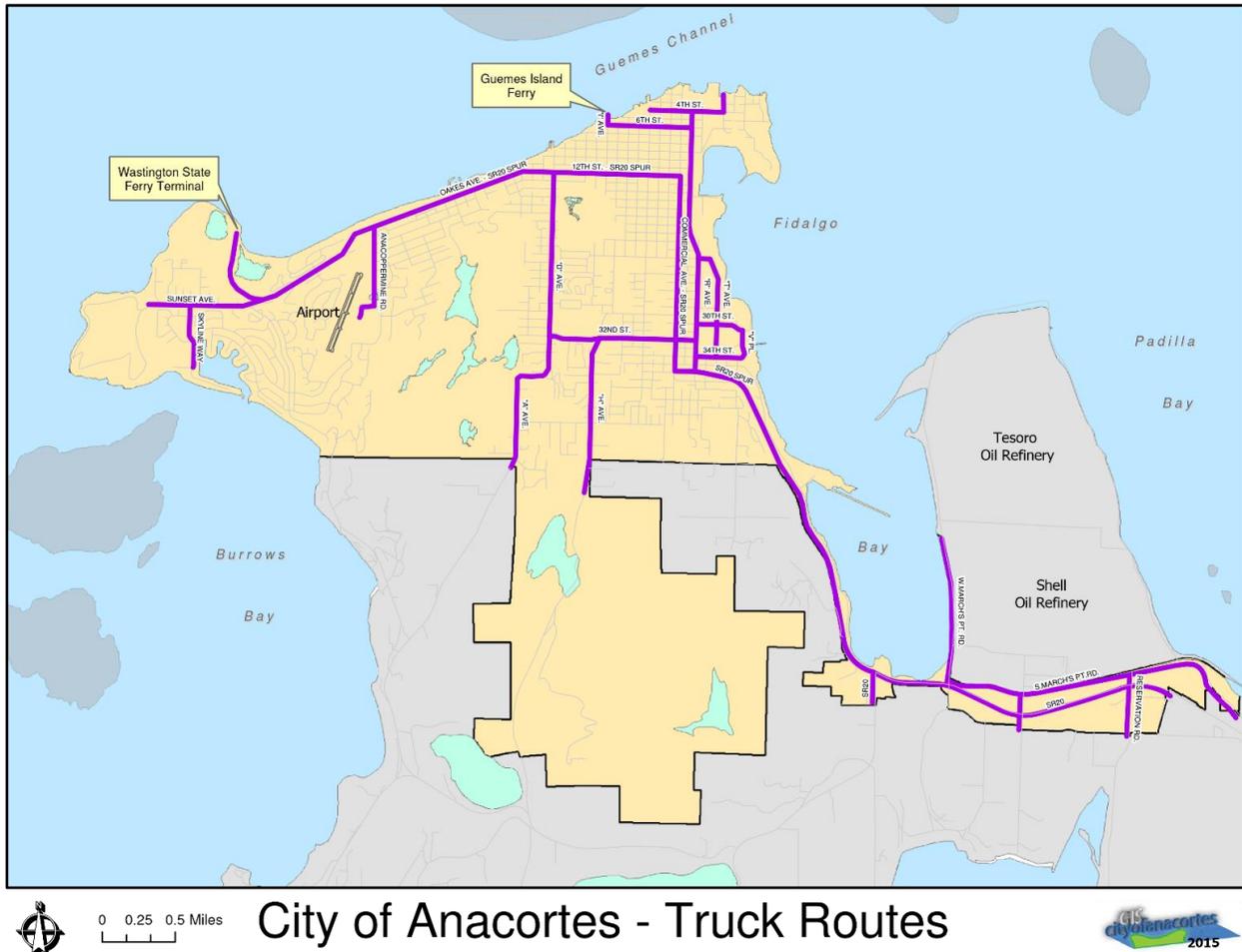
The City's policy with respect to trucks and the routes they take is based around state law. In summary these laws state it is unlawful for the operator of any moving van, dump truck, tank truck used or designed for the purpose of transporting petroleum products or any vehicle designed or used for the transportation of commodities or materials, which vehicle extends more than eight feet to the rear of the driving compartment of the vehicle, or any vehicle whose load extends more than eight feet to the rear of the driving compartment thereof, to operate the vehicle upon any street other than upon and over a truck route for any purpose other than to make a pickup or delivery, or to service or secure repairs to the vehicle. In traveling to or from the point of delivery, pickup, service to or repair of the vehicle, the operator of the vehicle shall drive as far as possible upon and over a truck route.

Freight Routes

The following truck routes are currently designated within the city and are shown on Exhibit 5.1:

1. SR-20 from the city limits north to its intersection with Commercial Avenue;
2. R Avenue from SR-20 north to 22nd Street;
3. The R-Q cross-over between 22nd Street and 18th Street;
4. Q Avenue from 18th Street North to 2nd Street;
5. Commercial Avenue from 36th Street north to 12th Street;
6. H Avenue (Heart Lake Road) from the city limits north to 32nd Street;
7. A Avenue from the city limits north to 37th Street;
8. D Avenue from 37th Street north to 12th Street;
9. 37th Street from A Avenue east to D Avenue;
10. 34th Street from R Avenue east to V Avenue;
11. 32th Street from D Avenue east to R Avenue;
12. 12th Street from A Avenue east to Commercial Avenue;
13. Oakes Avenue from its intersection with 12th Street at A Avenue west to the Ferry Terminal Road;
14. Ferry Terminal Road from its junction with Oakes and Sunset Avenue northerly to the Ferry Terminal;
15. Anacopper Mine Road from Oakes Avenue to the airport entrance;
16. Sunset Avenue;
17. Skyline Way;
18. 4th Street between M Avenue and U Avenue;
19. 6th Street between Commercial and Guemes Ferry Terminal.

Figure T-4. Truck Routes.



Truck Route Design Standards

The operation of trucks and oversize vehicles within the City require special standards for the streets they operate on. These types of vehicles require larger turn radius, greater lane width, higher clearances and stronger pavement. An example of this need can be illustrated by a truck making a right turn and not being able to stay in its lane and interfering with other traffic. A larger curb return radius of 35-40 feet can correct this situation.

Transit

The City of Anacortes participates in the Skagit Transit system and is presently served by Routes 40X, 49, and 410

Figure T-5. Skagit Transit Route 40X.

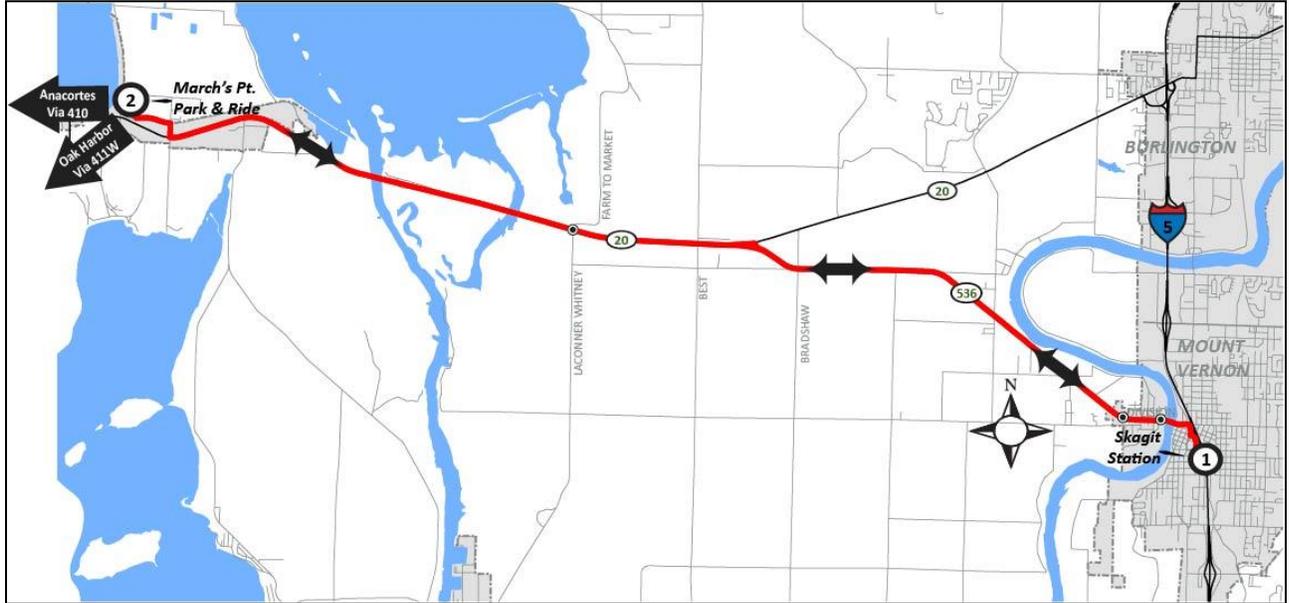


Figure T-6. Skagit Transit Route 49.



Figure T-7. Skagit Transit Route 410.



At the park and ride you can transfer to Routes 411 and 513. Route 411 provides access to Whidbey and Camano Islands. Both Routes 411 and 513 provide access to the Mt. Vernon Skagit Station where a transfer can be made to the Bellingham and Everett Connectors express buses and the Amtrak “Sounder” for travel to Seattle and beyond. All Skagit Transit fixed route buses, including Route 410, have bike racks that can accommodate two or three bicycles.



Skagit Transit Bus

Skagit Transit buses are accessible to persons with disabilities. Persons who are in wheelchairs or cannot climb the stairs will receive lift assistance for boarding the vehicle. Seating and space for up to two wheelchairs is reserved in the front of the buses behind the operator's seat. Skagit Transit Dial-A-Ride provides specialized transportation compatible with its fixed-route bus service within the City. It is a pre-scheduled service designed for people whose conditions and/or disabilities prevent them from using Skagit Transit's regular fixed-route buses.

Skagit Transit owns maintains the March's Point Park and Ride facility, located in Anacortes off Highway 20 at Christianson Rd. The land is leased through a long term lease agreement between Skagit Transit and Shell Oil Products, Inc.

According to the Skagit Transit 2015-2020 Transit Development Plan, Skagit Transit anticipates completing the following improvements in the Anacortes area over the 2015-2020 timeframe:

- Install bicycle parking at March's Point Park & Ridge
- Camera upgrades to improve safety at the Park & Rides (2016)
- Continue to improve ADA accessibility and overall passenger comfort at bus stops by adding and replacing passenger amenities such as seating, cover, lighting, landing pads, etc. (2016, 2017, 2018, 2019, 2020)

Air Services

The City of Anacortes is served by two airports, the Anacortes Airport and the Skagit Regional Airport, and one designated seaplane base.

The Anacortes Airport is a Public Use Airport. The property was purchased with grants from the Federal Aviation Administration and the grants contain assurances required of and from the Port obligating that the Anacortes Airport be available for public use for aeronautical purposes and that fair consideration be given to the interest of the community. There are FAA regulations concerning safety and operational issues at the Anacortes Airport over which neither the Port nor the City may have any control or authority.

The Anacortes Airport is located two miles west of Anacortes downtown. It is operated by Port of Anacortes and began operations in 1968. The Anacortes Airport is tightly nestled within residential neighborhoods. Anacortes has one runway, Runway 18-36, which is 3,015 feet long and 60 feet wide, has an asphalt surface, and is equipped with pilot controlled medium intensity runway lights. Both ends of Runway 18-36 have visual approaches. Vertical guidance to both runway ends is provided by visual approach slope indicators.



Anacortes Airport

The airport is served by one commercial carrier, San Juan Airlines, which enplaned 927 passengers in 2014 to the surrounding islands. Air freight to the islands, aircraft maintenance, and air transportation manufacturing related businesses are other uses of the airport. The Port has implemented preferred flight takeoff and landing patterns to abate noise and reduce safety risk, with current noise abatement procedures recommending takeoffs be avoided between the hours of 2200 and 0600. As a Public Use Airport, hours of operation at the Anacortes Airport cannot be strictly regulated or enforced; however, the recommended procedures are designed to reduce aircraft noise for the island community while keeping visitors and their operators welcome.

The 1994 Airport Master Plan states “The Anacortes Airport was originally designated as a basic utility airport. This type of airport serves all small engine and small twin-engine airplanes used for personal and business purposes, plus some small business and air taxi-type twin airplanes.” Precision instrument approach operations are not usually anticipated for basic utility airports.

The Port of Anacortes' 2012 Airport Layout Plan designates the Anacortes Airport as an A1 airport supporting all aircraft types up to 49 ft wingspan (79 foot taxiways), which includes single engine, twin engine, small jets, helicopters, etc. The airport runway is limited to aircraft weighing less than 12,500 pounds. The airport operates under visual flying rules (VFR) only.

Table T-1. Anacortes Commercial Operations

Year	Enplanements	Deplanements	Passengers	Flights
2002	2654	2132	4786	2208
2003	2448	2178	4626	1904
2004	3447	2869	6316	1097
2005	1626	1304	2930	568
2006	1692	2988	4680	625
2007	3365	2768	6133	1295
2008	2565	2391	4956	1076
2009	1645	1389	3034	721
2010	1471	1192	2663	602
2011	1046	796	1842	431
2012	921	705	1626	379
2013	907	660	1567	331
2014	927	634	1577	595

Source: Port of Anacortes

Table T-2. Anacortes Total Airport Operations

Year	Takeoff Counts	Total Operations (takeoffs+landings)
2002	9,737	19474
2003	8,518	17036
2004	7,965	15930
2005	5,224	10448
2006	4,516	9032
2007	1295*	2590*
2008	1076*	2152*
2009	721*	1442*
2010	4692	9385
2011	4019	8069
2012	3432	6865
2013	3834	7669
2014	4173	8346

*General Aviation Takeoff + landings data is missing

Source: Port of Anacortes

The 1994 Airport Master plan stated: "... improvements however should be considered within the context of a community oriented facility that serve all small engine and small twin-engine airplanes used for personal and business purposes, plus some small business and air taxi-type twin airplanes."

The Anacortes Airport Sub-Area Plan and Development Agreement dated March 29, 2005 embody the long-term intentions of all agencies regarding the location and extent of airport improvements. In 2007 the Port adopted a new ALP (Airport Layout Plan) that reflected the intent of the City and Port under the Development Agreement and Sub-Area Plan.

The Skagit Regional Airport is owned and operated by the Port of Skagit. It is situated approximately 14 miles east of downtown Anacortes. The Washington Department of Transportation Aviation Division has described the Skagit Regional Airport as one of the best layout due to the large buffers of agricultural and industrial zoned land surround the airport that comply with the Washington Department of Transportation Aviation Division Airport and Compatible Land Use that minimize risk.

Table T-3. Skagit Regional Total Airport Operations

Year	Total Operations (takeoffs+landings)
2002	55,000
2003	56,200
2004	57,400
2005	61,480
2006	63,681

Source: Port of Skagit

The Airport has two runways. Runway 10-28 is 5,477 feet long, 100 feet wide, has an asphalt surface, and is equipped with pilot controlled medium intensity runway lights. Runway 10 is equipped with runway end indicator lights (REIL) and visual approach slope indicators (VASI). This runway has non-precision NDB and GPS approaches. Runway 28 is equipped with REIL's and VASI's, and has a non-precision GPS approach. Runway 4-22 is 3,000 feet long, 60 feet wide, and has an asphalt surface, and has visual approaches to both ends.



Skagit Regional Airport

Skyline Seaplane Base is located in Skagit County just outside the entrance to the Skyline Marina on Burrows Bay, with docking facilities located within the Skyline marina. While no aircraft are based at the facility, the latest available data indicate that Skyline Seaplane Base experiences approximately 50 annual operations (takeoffs plus landings). The Northwest-Southeast Waterway, the Seaplane Base's only waterway, is 5,000 feet long and 2,500 feet wide. Approaches to this waterway are visual.

The Comprehensive Plan goal of encouraging tourism and lodging in the downtown core may prompt a need for seaplane service in the downtown marina areas such as in Fidalgo Bay.

Marine Transportation

Marine facilities within the City consist of the Port of Anacortes marine terminals and marinas, Washington State Ferries (WSF) Anacortes Terminal and Skagit County Guemes Island ferry terminal.

PORT OF ANACORTES – MARINE TERMINALS

The Port is a natural deep water port with convenient access to the Pacific Ocean. Port facilities include Pier 1, Curtis Wharf and Pier 2. One of the Port's major tenants operates out of Pier 1 and has a major shipbuilding and repair facility between the Port's Piers 1 and 2. The Curtis Wharf is currently used as a working wharf and dock for commercial boats and ships. Pier 2 is used primarily for exporting dry bulk cargoes and for short term moorage for barges and other vessels.



Ship Building at Marine Terminal

PORT OF ANACORTES – MARINA

The Port's Cap Sante Boat Haven marina is a customs port-of-entry located in the heart of downtown Anacortes. Permanent and transient moorage is available, with 150-200 berths used for guest moorage. Floats, with 20, 30 and 50 ampere power and water accommodate vessels to 120'. The Port currently has a phased 5 year redevelopment project under way in the marina.



Cap Sante Boat Haven Marina

WASHINGTON STATE FERRIES ANACORTES FERRY TERMINAL

The Anacortes Ferry Terminal is the gateway for State ferry service to the San Juan Islands and Sidney, BC, and is one of the busiest terminals in the system. It is located at Ship Harbor at the end of SR 20 Spur in the west end of the City of Anacortes. Much of the facility was built in the 1960's and early 1970's, including the terminal building. Four toll booths front 16 holding lanes with capacity for 540 vehicles. There are also three holding lanes for offloading traffic waiting to clear U.S. Customs, with a capacity of 100 vehicles. Parking is spread throughout the site with four lots for ferry riders and at least five places for employees to park.



WSF Ferry Terminal

WSF has recently worked with the City on two major projects to upgrade the terminal. The Anacortes Multimodal Terminal project began construction in 2004 with the paving of the upper parking lot and creation of an accessible pedestrian path from the upper lot to the lower.

Following this phase are plans for a variety of projects to create a new and expanded terminal building, make overhead passenger loading ADA accessible, improve vehicular site circulation, improve transit and kiss-and-ride access, increase vehicle holding and customs holding capacity, add a third operational slip, and both move and add access to the tie-up slips for maintenance vehicles. These projects are currently not funded. Planned improvements are based on the terminal's 1997 Master Plan, as well as more recent security directives and requirements.

SKAGIT COUNTY GUEMES ISLAND FERRY TERMINAL

The County runs a single ferry with a capacity of 22 vehicles and 99 passengers that serves just Guemes Island. The ferry system includes one slip and terminal building in the City. The County has identified I and 6th Streets as access points to the terminal.



Guemes Island Ferry

Traffic Level of Service Analysis

Level of Service (LOS) is the primary measurement used to determine the operating condition of a roadway segment or intersection. In general, LOS is determined by comparing traffic volumes to the carrying capacity of the intersection or roadway segment. The following section describes the traffic volumes that were collected, the approaches used for LOS analysis, and the results of the analysis under existing conditions.

Level of Service Definition

Level of service (LOS) is a qualitative description of the operating performance of an element of transportation infrastructure such as a roadway or an intersection. LOS is expressed as a letter score from LOS A, representing free flow conditions with minimal delays, to LOS F, representing breakdown flow with high delays.

Roadway level of service is based on the ratio of traffic volume to roadway capacity. The Anacortes Transportation Plan uses the LOS thresholds shown in Table T-4.

Table T-4. Anacortes Roadway LOS Thresholds.

LOS	Volume / Capacity Ratio
A	< 0.50
B	< 0.50
C	0.51 – 0.75
D	0.76 – 0.85
E	0.85 – 1.00
F	> 1.00

The Transportation Plan also defines the City’s roadway capacity policy, which is based on street functional classification and number of lanes and is expressed as a maximum hourly capacity. These capacity standards are shown in Table T-5.

Table T-5. Anacortes Street Capacity Standards.

Functional Classification	Base Peak Hour Capacity (vphpl)	Left-Turn Lane (vph)	Access Management (vph)	No Bike Lane (vph)	No Sidewalk (vph)
State Highway (55mph;SR20 and SR 20 Spur)	1,100	550	770	0	0
Principal Arterial (30/40mph; SR 20 Spur)	800	400	560	-120	-280
Minor Arterial	550	275	385	-55	-165
Urban Collector	550	275	385	-55	-140

In 2016, the City’s capacity standards were updated to consider the impacts of non-motorized facilities such as full-width lanes, shoulders, sidewalks, and medians. In practice, roadway capacity will be decreased if non-motorized traffic is not separated from vehicular travel lanes.

Intersection LOS is based on the average delay experienced by a vehicle traveling through an intersection. Delay at a signalized intersection can be caused by waiting for the signal or waiting for the queue ahead to clear the signal. Delay at unsignalized intersections is caused by waiting for a gap in traffic or waiting for a queue to clear the intersection.

Table T-6 shows the amount of delay used to determine LOS for signalized and unsignalized intersections. For the purposes of this analysis and to be consistent with WSDOT practice, roundabouts were analyzed using the HCM2000 roundabout LOS thresholds.

Table T-6. Intersection Level of Service Thresholds.

LOS	Signalized Delay (sec/veh)	Unsignalized Delay (sec/veh)
A	≤10	≤10
B	>10 – 20	>10 – 15
C	>20 – 35	>15 – 25
D	>35 – 55	>25 – 35
E	>55 – 80	>35 – 50
F	>80	>50

Delay is defined differently for signalized and all-way stop controlled intersections than for two-way stop controlled (i.e. stop control on minor approach) intersections. For signalized and all-way stop controlled intersections, level of service thresholds are based upon average control delay for all vehicles using the intersection. For two-way stop controlled intersections, delay is reported for the movement with the worst (highest) delay.

Level of Service Standards

The Anacortes Transportation Plan defines City LOS standards as LOS D on principal arterial roadways and Central Business District (CBD) streets and LOS C on all other streets.

Table T-7. City Level of Service Standards.

Street Classification	Minimum Corridor LOS
Principal Arterial	D
CBD Streets	D
Minor Arterial	C
Collector	C
Local	C

The level of service standard for state facilities is set by the Washington State Department of Transportation (WSDOT). SR20 is designated by WSDOT as a Highway of Statewide Significance (HSS) and is assigned a level of service standard LOS D. This corresponds with the City’s designation of SR20 and SR20 Spur as a Principal Arterial.

Data Collection

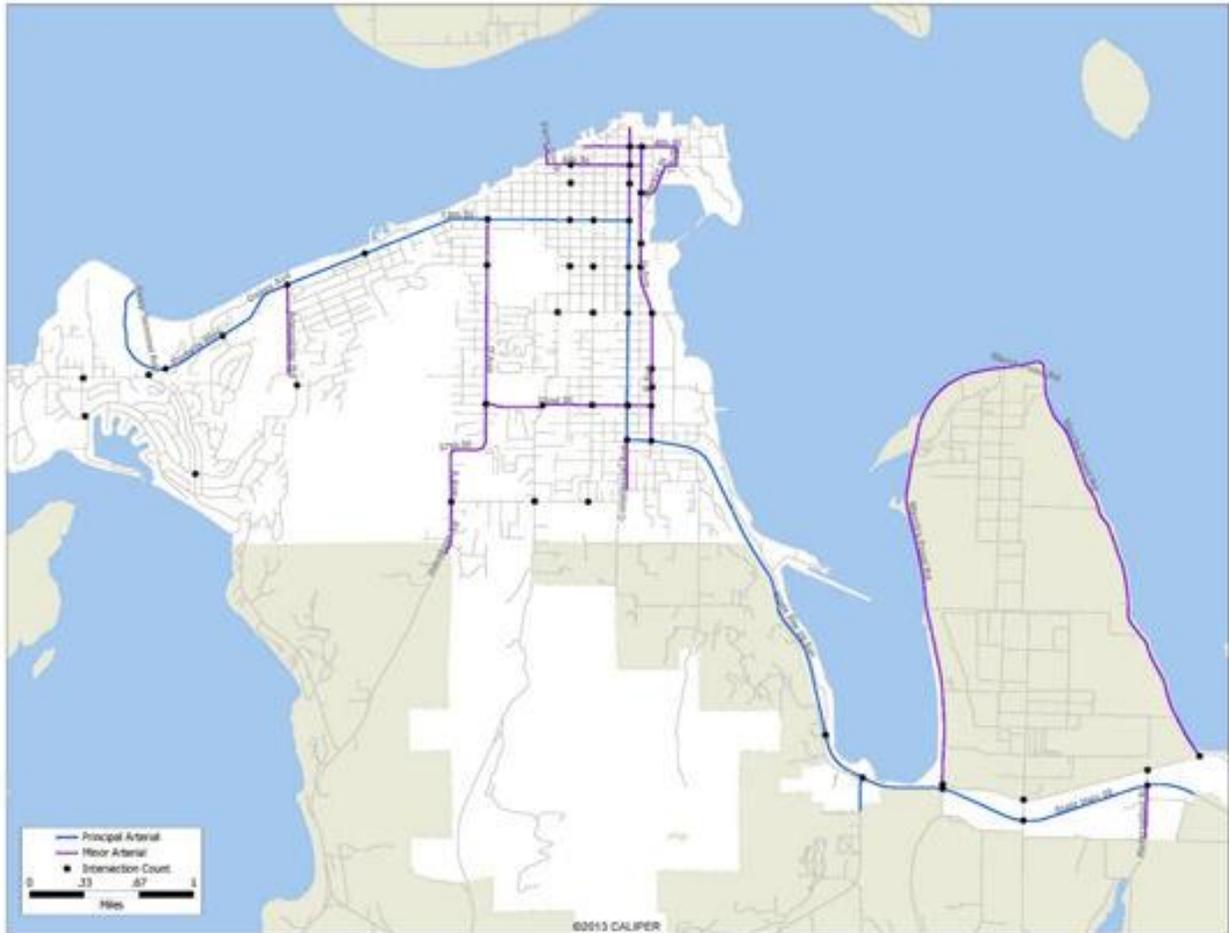
Traffic Data

Intersection volumes were collected by at 42 locations throughout the City on Wednesday, April 22 and Thursday April 23, 2015. Five additional locations were counted on Wednesday, May 6 and Thursday, May 7, 2015. This analysis also incorporated intersection volumes collected at six intersections on SR 20 on Tuesday, November 18 and Wednesday, November 19, 2014. Counts were conducted during the PM peak period, from 4:00 PM to 6:00 PM. This analysis focuses on the PM peak hour, which is defined as the highest four consecutive fifteen-minute volume intervals between 4:00 and 6:00 PM. This represents the period when traffic volume on local roadways are typically at their peak, and can generally corresponds to rush hour traffic with commuters coming home from work. Count locations are shown in Figure T-8.

ROADWAY NETWORK

Information about the City's roadway network was collected from the City of Anacortes and from satellite and field photography. This included traffic control, number of lanes, speed limits, lane channelization, and segment length.

Figure T-8. 2015 PM Peak Hour Turning Movement Count Locations



Analysis Methodology

Roadway and traffic volume data were used to develop a citywide operational model using Synchro software. The model was analyzed using Highway Capacity Manual 2010 (HCM2010) intersection capacity methods with level of service thresholds described above.

Results

Level of service results are summarized in Tables T-8 and T-9.

Most facilities meet City LOS standards. An intersection LOS failure exists at SR 20 and Fidalgo Bay Road, which currently operates at LOS F with 118 seconds of delay on the minor approach. This intersection will be reduced to right-in-right-out as part of the planned SR 20 Sharpe's Corner improvement project. Some segments of SR 20 and SR 20 Spur currently operate at LOS C or D but may improve after completion of the Sharpe's Corner project.

Table T-8. 2015 Roadway Level of Service.

Street Name	Limits	Functional Classification	Lanes	Hourly Capacity	2015		LOS Standard
					Volume	LOS	
32 nd Street	D Ave to Commercial Ave	Minor	2	1045	590	C	C
41 st Street	E Ave to Heart Lake Rd	Collector	2	1045	130	A/B	C
41 st Street	H Ave to O Ave	Collector	2	1045	160	A/B	C
6 th Street	I Ave to Commercial Ave	Minor	2	1100	100	A/B	C
6 th Street	Commercial Ave to R Ave	Minor	2	1045	160	A/B	C
Anaco Beach Rd	Sunset Ave to Sterling Dr	Collector	2	905	220	A/B	C
Annacopper Mine Rd	Oakes Ave to W 3 rd Street	Minor	2	880	190	A/B	C
Commercial Ave	4 th Street to 12 th Street	Minor	3	1320	410	A/B	C
D Ave	12 th Street to 32 nd Street	Minor	2	880	495	A/B	C
D Ave	32 nd Street to Vista Ln	Minor	2	880	505	A/B	C
Fidalgo Bay Rd	34 th Street to SR 20	Local	2	1100	45	A/B	C
M Ave	12 th Street to 20 th Street	Collector	2	1045	275	A/B	C
M Ave	30 th Street to 32 nd Street	Collector	2	1045	260	A/B	C
March's Point Rd	SR 20 to South Texas Rd	Minor	2	880	180	A/B	C
R Ave	21 st Street to SR 20	Minor	4	2145	1185	C	C
Reservation Rd	SR 20 to Stevenson Rd	Minor	2	880	310	A/B	C
South March's Point Rd	March's Point Rd to Reservation Rd	Collector	2	905	100	A/B	C
SR 20	Campbell Lake Rd to SR 20 Spur	Principal	3	3520	1600	D	D
SR 20	SR 20 Spur to Reservation Rd	State Highway	4	5170	3100	C	D
SR 20 Spur	R Ave to SR 20	State Highway	4	5170	2250	C	D
SR 20 Spur (12 th Street)	A Ave to Commercial Ave	Principal	3	2000	1135	C	D
SR 20 Spur (Commercial Ave)	12 th Street to SR 20	Principal	3	1880	1080	C	D

Street Name	Limits	Functional Classification	Lanes	Hourly Capacity	2015		LOS Standard
					Volume	LOS	
SR 20 Spur (Oakes Ave)	Anacopper Mine Rd to A Ave	Principal	2	1320	1085	C	D
SR 20 Spur (Oakes Ave)	Ferry Terminal Way to Anacopper Mine Rd	Principal	2	1600	755	A/B	D
Sunset Ave	Anaco beach Rd to Oakes Ave	Collector	2	1100	1100	A/B	C

Table T-9. 2015 Intersection Level of Service.

Intersection	Control Type ¹	Delay ² (s/veh)	LOS	LOS Standard
A Ave / 41 st Street	TWSC	11.5	B	C
Commercial Ave / 4 th Street	TWSC	11.7	B	D
Commercial Ave / 6 th Street	Signal	8.6	A	D
Commercial Ave / 8 th Street	Signal	10.6	B	D
Commercial Ave / 12 th Street	Signal	18.7	B	D
Commercial Ave / 17 th Street	Signal	15.4	B	D
Commercial Ave / 22 nd Street	Signal	15.3	B	D
Commercial Ave / 32 nd Street	Signal	12.6	B	D
D Ave / 12 th Street	TWSC	10.4	B	D
D Ave / 17 th Street	TWSC	10.8	B	C
D Ave / 32 nd Street	TWSC	20.8	C	C
H Ave / 41 st Street	TWSC	10.5	B	C
I Ave / 32 nd Street	AWSC	12.2	B	C
J Ave / 22 nd Street	AWSC	8.8	A	C
K Ave / 6 th Street	TWSC	9.7	A	C
K Ave / 8 th Street	TWSC	9.3	A	C
K Ave / 12 th Street	TWSC	32.8	D	D
K Ave / 17 th Street	AWSC	7.7	A	C
Kingsway / Anaco Beach Rd	TWSC	9.7	A	C
M Ave / 12 th Street	Signal	10.4	B	D
M Ave / 17 th Street	TWSC	11.7	B	C
M Ave / 22 nd Street	AWSC	10.4	B	C
M Ave / 32 nd Street	TWSC	19.5	C	C
M Ave / 41 st Street	TWSC	10.1	B	C
Oakes Ave / Anacopper Rd	TWSC	14.5	B	D

Intersection	Control Type ¹	Delay ² (s/veh)	LOS	LOS Standard
Oakes Ave / Glasgow Way	TWSC	28.2	D	D
Oakes Ave / Hartford Ave	TWSC	12.5	B	D
Pennsylvania Ave / W 12 th Street	RAB	3.9	A	C
Q Ave / 4 th Street	TWSC	12.9	B	D
Q Ave / 9 th Street	TWSC	18.8	C	D
Q Ave / 17 th Street	Signal	14.3	B	C
Q Ave / Seafarers Way	TWSC	23.1	C	C
R Ave / 22 nd Street	RAB	13	B	C
R Ave / 28 th Street	TWSC	22.6	C	C
R Ave / 30 th Street	TWSC	21.2	C	C
R Ave / 32 nd Street	TWSC	22	C	C
R Ave / SR 20	Signal	13.9	B	D
S March Point Rd / Bartholomew Rd	TWSC	14.4	B	C
S March Point Rd / March Point Rd (E)	TWSC	11.1	B	C
S March Point Rd / March Point Rd (W)	TWSC	12.9	B	C
S March Point Rd / Reservation Rd	TWSC	13.6	B	C
Sands Way / Skyline Way	AWSC	7.3	A	C
SR 20 / Commercial Ave	RAB	14.5	B	D
SR 20 / Fidalgo Bay Rd	TWSC	117.4	F	D
SR 20 / March Point Rd / Christianson Rd	Signal	51.8	D	D
SR 20 / Reservation Rd	Signal	23.4	C	D
SR 20 / SR 20 Spur	Signal	48.1	D	D
SR 20 / Thompson Rd	Signal	54.1	D	D
Sunset Ave / Anaco Beach Rd	TWSC	10.5	B	C
Sunset Ave / Ferry Terminal Rd	Signal	0.7	A	D
Sunset Ave / Skyline Way	TWSC	11.7	B	C

¹AWSC = All-way stop control; TWSC = Two-way (minor street) stop control; RAB = Roundabout

²Reported as average control delay for all movements. For two-way stop, delay is reported for the movement with the worst (highest) delay.

Figure T-9. Traffic Collision Analysis

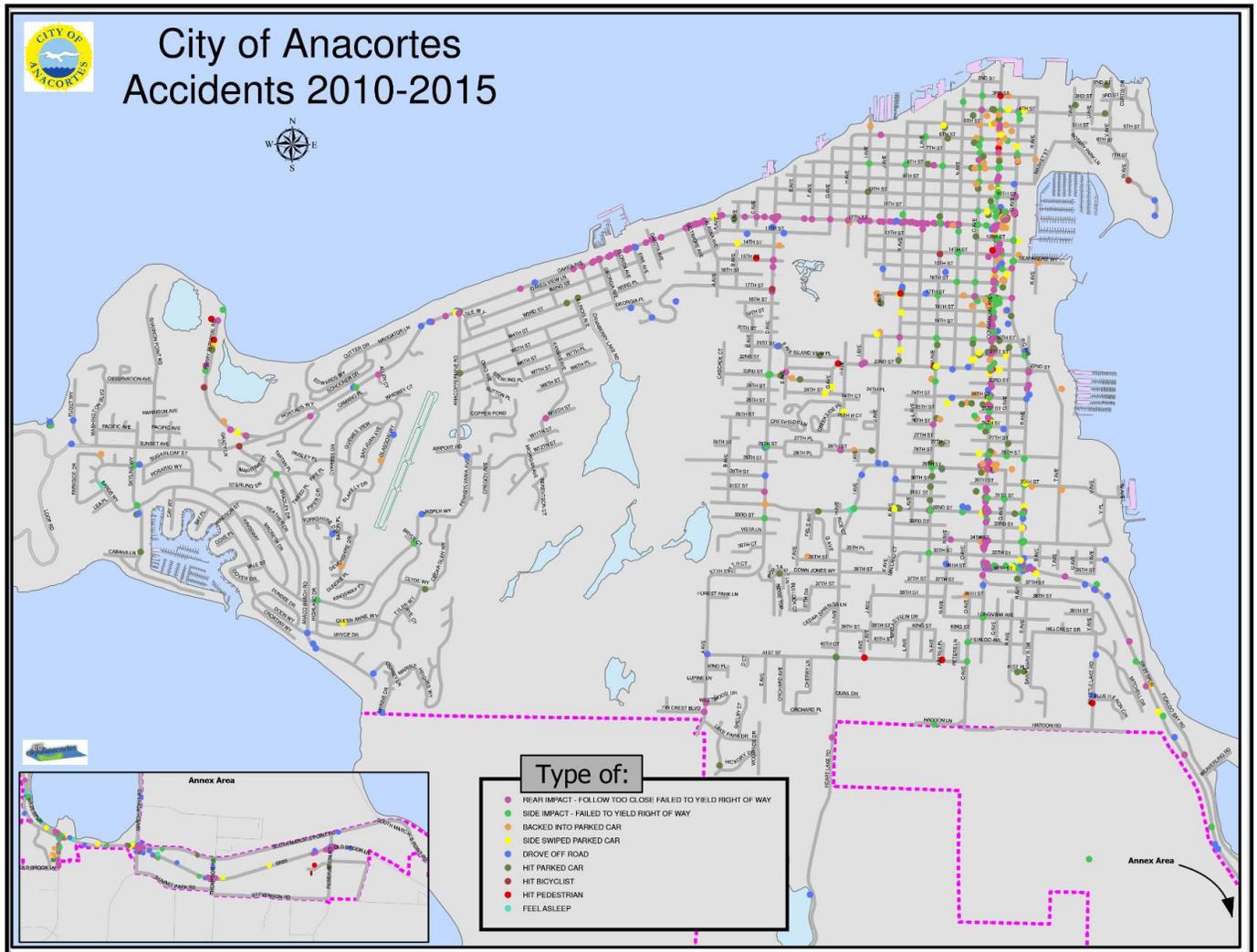
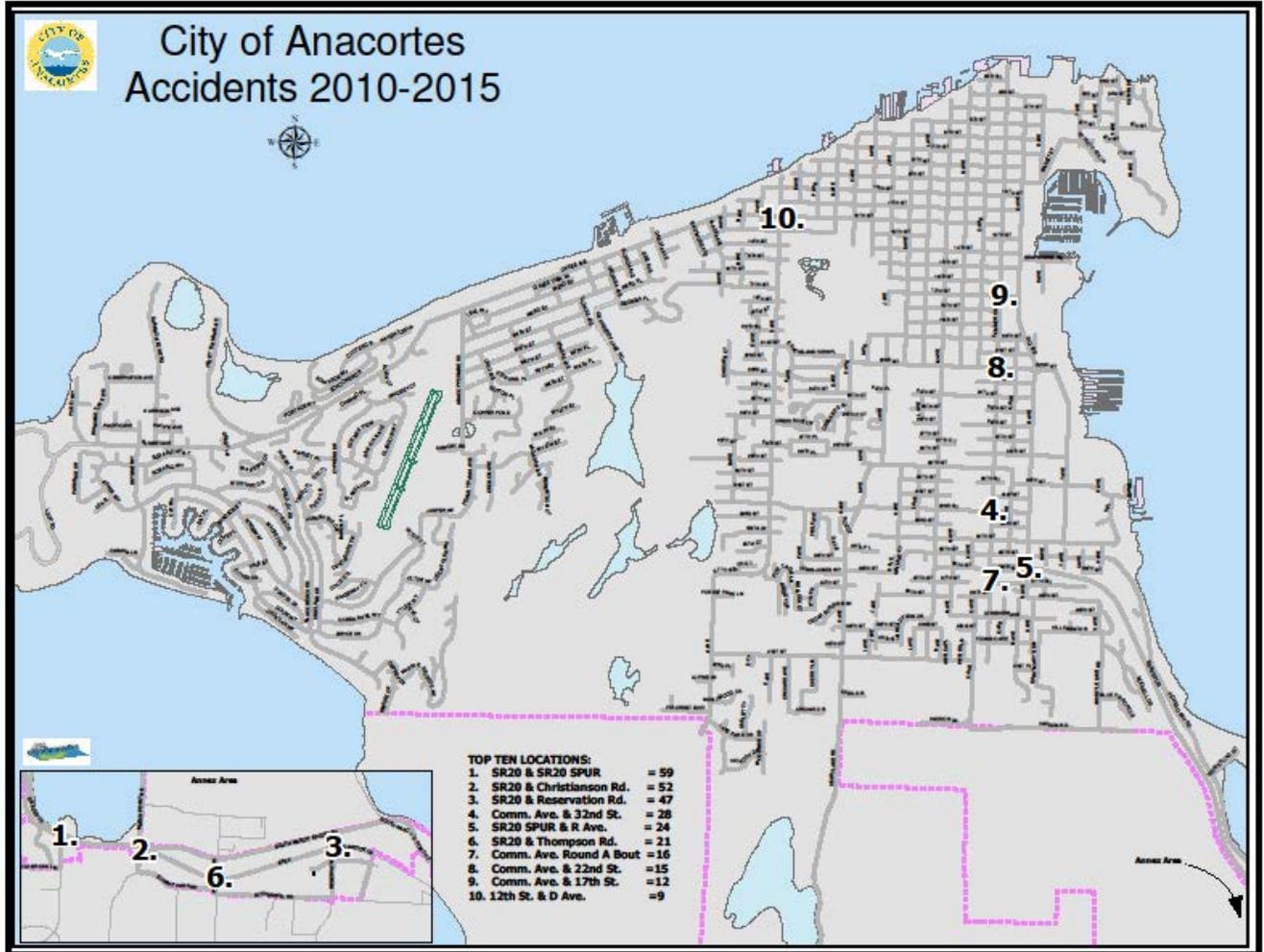


Figure T-10. Accidents 2010-2015.



Traffic Management, Calming, and Control

The City of Anacortes, through the Traffic Safety Committee, is constantly striving to effectively combine traffic regulatory signs, traffic control devices and traffic calming measures to provide for the safe and efficient operation of vehicles within pedestrian and bicyclist-rich neighborhoods. This neighborhood traffic control must carefully balance the desires of residents for quiet, residential streets with the need for those streets to carry an appropriate share of the community's traffic.

The neighborhood traffic control program consists of:

- The appropriate use of traffic control devices within neighborhoods;
- Inclusion of consideration of traffic calming within the development approval criteria of the City's development code and;
- The establishment of a program to review existing traffic volumes and speeds within neighborhoods for possible traffic calming treatments.
- A venue for residents to state their concerns and ideas to a committee consisting of city council members, public works engineering, the Anacortes police department, the Street Maintenance crew, and interested and concerned citizens.

Traffic Control Devices 101

The selection and installation of traffic control devices on public streets in the United States is governed by the *Manual of Uniform Traffic Control Devices* (MUTCD) published by the Federal Highways Administration (FHWA). Adherence to the requirements of the MUTCD provides the City of Anacortes some protection from liability claims but, more importantly, provides the users of the street system greater familiarity with expected behavior since those users would face similar traffic control devices in other communities throughout the country.

Traffic control devices are installed to clarify for drivers their expected actions at specific locations in the transportation system. Through that clarification, drivers can understand what is expected of them and what they can expect other drivers to do at the same location. Typical traffic control devices include stop signs and traffic signals.

COMMUNITY EVENTS

Community events can be a challenge to the management of traffic within a community, but are an essential part of Anacortes' sense of community. These events may range from the local use of public streets as an informal "town square" for gatherings or street parties to city-wide celebrations in which larger than normal volumes of traffic need to be accommodated on the city's street system.

Many jurisdictions permit short duration closures of public streets for local street parties through a formal permit process ("street use permit"). Typically a fee is assessed to cover the staff time to review the traffic management plan, to provide for public notification and to deliver and pick up the temporary barriers used to enforce the temporary closure. The traffic management plan involves ensuring that the provision of access for emergency services is maintained during the closure and that no non-participating properties are denied public street access because of the closure. The street use permit application form should be structured so that it can be easily completed by citizens without engaging the services of a professional engineer.

Community-wide events should have a formal traffic management plan prepared by a professional engineer registered in the State of Washington. The traffic management plan should contain:

- Estimates of the expected traffic volume increases related to the event;
- Definition of activity centers for events with the identified parking demands associated with each activity center;
- Estimates of the expected level-of-service for key arterial and collector intersections in the vicinity of the defined activity centers;

- Management measures to address any expected level-of-service deficiencies including consideration of controlling attendance patterns or implementing shuttle service from remote parking locations, among many others.

SIGNS, STRIPING, AND ILLUMINATION

Many of the traffic control devices identified in the MUTCD consist of signs and striping. Signs and striping are the devices that direct street system users on what is expected of them in various locations within the street system. Illumination can improve safety for drivers, bicyclists and pedestrians by increasing the visibility of users and control devices. Since signs, striping and illumination involve an initial installation cost and continuing maintenance and operation costs, a policy regarding signs, striping and illumination is desirable.

INTERSECTIONS

Intersections are the most challenging elements of the transportation system from the perspective of traffic safety and level-of-service. The intersection of two two-way streets typically creates 32 locations at which vehicle movements can conflict; additional conflicts are introduced when bicyclists and pedestrians are considered. Managing these conflicts as traffic volumes increase imposes an additional concern of maintaining the acceptable operation of that intersection within the local transportation system. As such, intersections require additional attention.

FOUR WAYS OF CONTROLLING INTERSECTIONS:

1. **Traffic Signals** – Traffic signals are used when positive control of many of the conflicting movements at an intersection is required to maintain safety and acceptable operation. Traffic signals are best suited for high volume intersections where either the configuration of the intersection or the combination of volumes requires the positive, systematic control of potentially conflicting movements. The high volumes usually result in significant and measurable delay for drivers under other traffic control methods. Most traffic signals are installed to address level of service failures that result from the existing traffic control measure. Care should be taken in the decision to install traffic signals:

Cost of Installation and Operation -- Traffic signals are a significant traffic control improvement in terms of capital (over \$500,000 per installation) and operation costs (e.g., maintenance of modern electronic traffic control systems requires specialized staff).

Warrants -- Traffic signals should be installed in accordance with the applicable warrants to maintain the effectiveness of the traffic control.

Synchronization -- Traffic signals also have a cumulative effect on the transportation system – while the warrants for traffic signals may be met at a number of intersections along an arterial roadway, the spacing of those intersections may make signalization at each of those intersections inappropriate. A policy for the consideration of signal spacing would help to avoid inappropriate signal location when warrants are met for signals at multiple locations in the same arterial corridor.

2. **Roundabouts** – Roundabouts are now familiar to Anacortes residents as the City has had one in place since 2010 and another in place since 2013. The introduction of roundabouts as an intersection traffic control approach in the United States has given communities another lower cost treatment for higher volume intersections.

Roundabouts are an effective traffic control treatment because the typical 32 potential conflicts between vehicles (for the intersection of two two-way streets) are reduced to only 8 conflict points. The reduction of conflict points has a significant reduction in collisions when signalized or stop-controlled intersections are converted to roundabouts¹

Roundabouts can also be effective in improving the level of service since none of the traffic using a roundabout is required to stop. Entry to the roundabout is under yield control where the entering vehicle is required to yield to vehicles already in the roundabout. For traffic signals, any vehicle facing a red signal indication is required to stop

regardless of the status of any conflicting vehicle. Anyone who has approached a “red light” at an empty intersection controlled by a traffic signal will appreciate not having to stop at the empty roundabout.

Roundabouts also save Anacortes money since they are less expensive to maintain and operate when compared to traffic signals. Roundabouts also are not subject to the restrictions that traffic signals may have when implemented at several adjacent intersections within a corridor. Further, the central circular area of the roundabout can be an opportunity to communicate to travelers the nature of the community that they are entering through landscaping. Also, properly designed and constructed roundabouts have no detrimental effect on emergency vehicle access.

Roundabouts should be considered in any intersection where traffic signals are indicated by warrant as an appropriate traffic control measure. The City currently has plans to install roundabouts at the intersections of 32nd and D Avenue and also the intersection of Oakes Avenue/Glasgow/ and San Juan Passage Blvd in the next few years with other locations being considered for future projects.

3. **Stop Signs** – Stop signs are used for lower volume intersections where one or more movements need to come to a complete stop prior to proceeding into the intersection. Stop signs are traffic control devices that are appropriate in certain locations to control the flow of traffic and ensure its safe conduct through the public street system. As traffic control devices, stop signs should only be installed when warrants are met. Stop signs are not traffic calming devices. Unwarranted stop signs installed by citizen request with an expectation of slowing traffic have been proven to produce the following:
 - An increase in collisions as drivers, not seeing a reason for the stop sign, employ a “rolling stop” technique on the approach to the stop sign which is not expected by drivers of conflicting vehicles, and;
 - An increase in traffic speed and noise as drivers who feel unduly delayed by the stop signs accelerate rapidly between stop signs.
4. **Uncontrolled** – Not controlling movements at an intersection is a method of traffic control and is used to some degree in Anacortes

TRAFFIC CALMING/SPEED CONTROL MEASURES

Traffic calming tries to make the roadway environment for drivers less comfortable so that they watch their travel speed and pay more attention to pedestrians. Traffic calming can also divert traffic from streets where it is employed to other parallel routes – care must be taken to ensure that problems are not just shifted around the city rather than being addressed.

For most jurisdictions, traffic calming decisions are a combination of public input/advice and staff engineering judgment. The great level of public input for traffic calming is recognition that these traffic management techniques are applied to neighborhood streets and the techniques have a lesser potential for liability for the city in comparison to traffic control devices. For the City of Anacortes, the Traffic Safety Committee has been constituted for the review of traffic calming requests

TYPICAL TRAFFIC CALMING DEVICES

Speed Humps: an engineered, short, raised roadway section, typically with a curved surface designed to require drivers to reduce speed to negotiate the hump. Speed humps should not be confused with the “bumps” used in private parking lots that are not engineered and require extremely slow speeds for successful travel. To date this is a device not used in Anacortes.

Center Islands/Bulb-Outs: a short raised median in the center of the roadway designed to narrow the travel lane. Can be combined with moving curb-line towards center of road in same location (“bulb-out”) creating a “pinch point” calming device. Bulb-Outs, which extend the raised curb towards the center of the road and effectively narrow the driving pavement, slows traffic volumes because drivers feel less comfortable driving in that confined roadway. Bulb-outs are typically employed at intersections to reduce the pedestrian crossing time for the roadway and to protect parking areas along the wider roadway section.

Other road narrowing measures, not currently used in Anacortes, are chicanes (a series of staggered road narrowings that convert the typically straight to a curved roadway), chokers (road narrowings on opposing sides of the road) and center medians (islands installed in the center of the roadway) have similar effects on travel speeds.

Road narrowing techniques are effective in reducing traffic speeds with little impact to the provision of emergency services. Depending on the treatment of the non-roadway area created with the road narrowing, there may be additional maintenance costs especially if these areas are landscaped. On-street parking is often lost in those areas where the road is narrowed.

As discussed previously, new residential streets are designed to a standard that permits the safe travel of vehicles – one vehicle in each direction with parking allowed on both sides with an expectation that vehicles would not be parking directly across from each other. The application of this street design standard to new construction will be naturally calming to traffic volumes.

Traffic Circles: a circular raised median in the center of an intersection which forces a curved movement through the intersection at slow speed. Not to be confused with a roundabout previously discussed in this plan. This calming device has proven effective in Seattle where there is over 1,000 already installed and there is a waiting list of neighborhoods who are requesting them. These are for residential streets only and eliminate the need for stop signs as drivers need to slow down to get around them.

Pedestrian Crossings

The addition of designated pedestrian crossing locations can have a calming effect on traffic speed, besides providing for improved pedestrian transportation. The calming effect results from drivers being cautious about whether or not pedestrians are present to cross the street. Pedestrian crossings can be located at intersections and also mid-block.

Speed Control Measures

Besides the physical changes to the roadway that calm traffic through providing visual signals to the driver to slow down, there are other speed control measures that can be effective in traffic calming. For example, the use of portable speed measurement signs that give drivers a visible feedback of their travel speed can be effective in getting drivers to conform to the posted speed limit on streets. The City of Anacortes has a portable speed measurement sign.

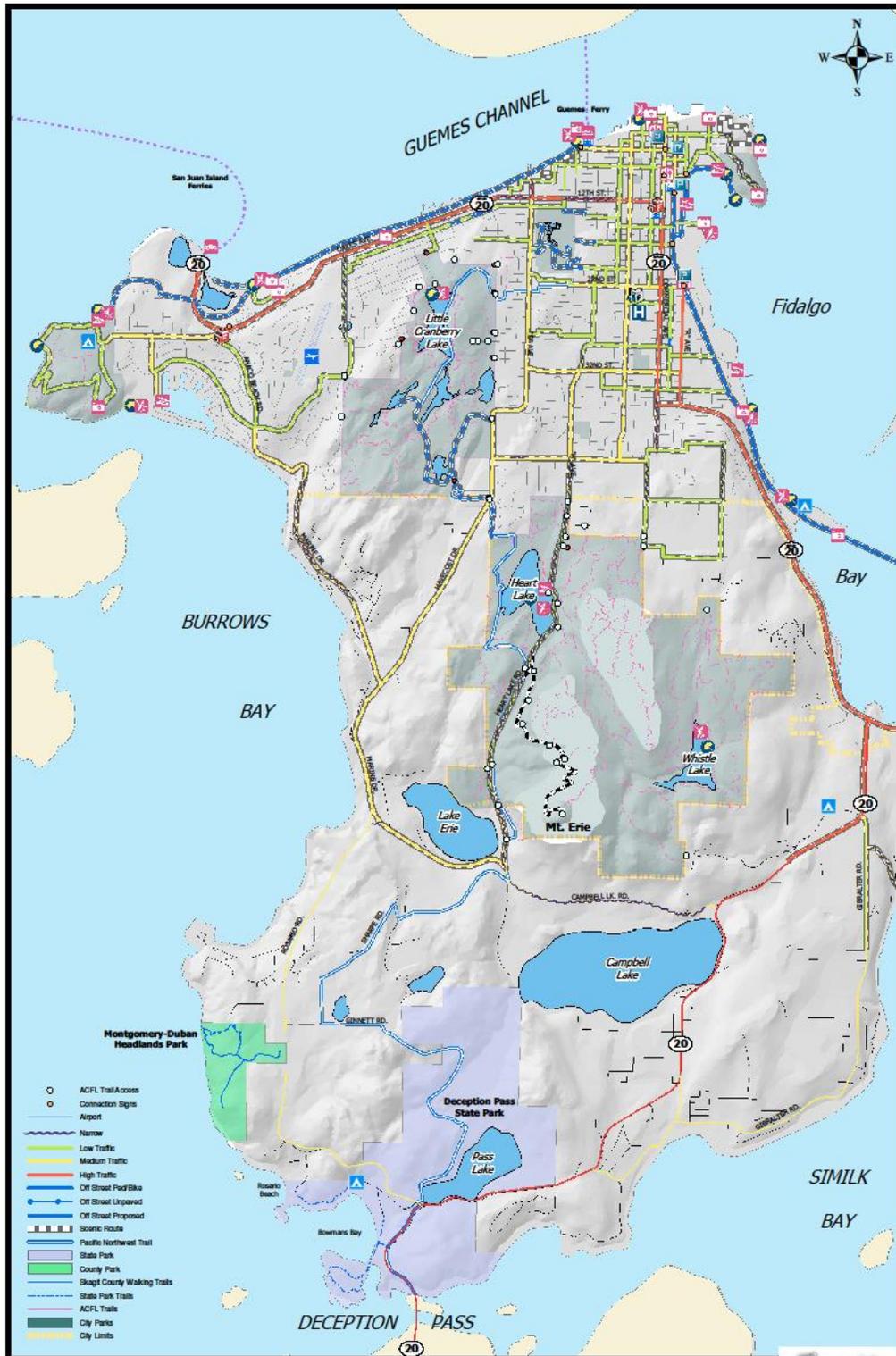
Enforcement

While speed control measures like the portable speed measurement sign can help to deter speeding through education, the enforcement provided by the city's police force can be effective in dealing with speeding. Enforcement is an effective deterrent when drivers know it is more likely that they will be caught when they speed than not. In many communities the level of resources needed for enforcement that results in a deterrent effect is too great to be affordable (which is the reason why traffic calming devices and other speed control measures were developed).

Non-Motorized Conditions

The following two maps are current bike and pedestrian facilities in Anacortes and Fidalgo Island. For more details concerning the City's Bicycle and Pedestrian plans, goals, and priorities please see the 2015 ANACORTES BIKES AND WALKS: A Bicycle/Pedestrian Plan for Anacortes.

Figure T-12. Inter-Urban Routes.



Fidalgo Island - Inter-Urban Routes



The following projects are proposed in order to improve nonmotorized transportation options and safety in the City of Anacortes.

Table T-10. Recommended Non-Motorized Facilities Projects.

CFP Project	Project Name	Project Description	Est. Cost
T-503	Guemes Channel Trail	Construct a 12-wide waterfront trail along the old railroad bed	\$2,860,000
T-1403	Sharpes Corner Bike/Ped Trail	10-foot wide separate grade bike/ped trail and waterline maintenance access road	\$2,225,000
n/a	Q Avenue Bicycle Safety Projects	Bike lanes and increase road width at bulb-outs	\$100,000
n/a	South Commercial Ave. corridor improvements	Corridor long complete streets and economic development project	\$31,000,000
T-812	Heart Lake Road non-motorized safety improvements	Bike lanes and/or separated bike/ped pathway	\$5,000,000
T-804	Anacopper Mine Road bike lane	Widen road to accommodate bike lanes for bikes and pedestrian travel	\$1,500,000
T-706	Skyline Way pedestrian improvements	Sidewalk gap project	\$225,000
T-1404	March Point Road widening	Widen March Point Road and South March Point Road to safely accommodate bike lanes and/or separated bike/pedestrian path	\$1,800,000
Total Estimated Projects Cost			\$44,710,000

Travel Demand Forecasts and Projected Needs

In order to evaluate future transportation needs, forecasts must be made of future travel demand. Developing traffic forecasts for existing streets based on future land use allows the adequacy of the street system to be evaluated.

Travel Forecasting Model

Transportation Solutions, Inc. (TSI) developed a citywide transportation model to estimate existing travel demand and to provide a tool for forecasting future travel demand on City roadways. The demand model, developed using PTV Visum software, is based upon the concept of vehicle trips; pedestrians and cyclist demand is not forecasted. Similarly, carpool, vanpool, or transit users are represented by single vehicles in the model.

EXISTING CONDITIONS

For analysis of existing conditions which are shown on previous pages of this report, the citywide model used existing land use data from Skagit Council of Governments (SCOG) and the City of Anacortes, roadway information from the City, and TSI traffic counts to reproduce existing trips and their paths, from origin to destination, through the citywide roadway network.

The City and surrounding areas were geographically divided into 61 distinct transportation analysis zones (TAZs). The modeled internal TAZ structure is consistent with the SCOG regional planning model. Five external zones were created to capture travel demand at the roadway network boundaries, including the ferry terminal.

Trip generation rates reflect weekday PM peak hour trips and are consistent with the rates used in the 2015 SCOG travel demand model, which are based on the *2008 North Sound Travel Survey* (NuStats, April 2009) and the *Institute of Transportation Engineers (ITE) Trip Generation Manual*. External trip generation was based upon observed traffic volumes, historical traffic volumes, and land use growth forecasts.

Trips were distributed using a doubly-constrained gravity model, which assumes that trips produced at a given origin and attracted to a given destination are proportional to the total trip productions at the origin and the total trip attractions at the destination. Trip impedance is represented by route travel time.

Capacity-related characteristics of the existing roadway network were collected from the SCOG planning model and verified using field observation and aerial photography. Visum's equilibrium assignment process was used to iteratively load the roadway network with modeled demand until a travel time equilibrium solution was found. The calibrated assignment result was post-processed using Visum's TFlowFuzzy procedure to ensure the modeled traffic flow closely matched observed counts.

LAND USE GROWTH FORECAST

Population, household, and employment growth forecasts are identified in Figure T-12. Population growth is consistent with SCOG population allocation for the City and UGA. Household growth was specified by the City and is consistent with SCOG allocations.

Forecasted employment growth was categorized by SCOG into the five employment sectors identified in Figure T-13. Twenty-year employment growth allocations by sector as shown in the table are consistent with SCOG's Skagit County Growth Allocations for the Anacortes UGA.

Table T-11. Existing Citywide Land Use Totals.

Planning Year	Population ¹	Households ²	Employment ¹
Existing (2015)	16,398	8,795	8,404
Planning Horizon (2036)	22,293	11,415	10,480
2015-2036 Growth	5,895	2,620	2,076

¹Source: Skagit County Growth Allocations, SCOG 2015

²Source: Anacortes Proposed Land Use Designations (as directed by City Council), updated April 2016

Table T-12. Anacortes 2036 Employment Growth Forecast.

NAICS Code	Employment Sector	Employees	Percent
11, 21, 23	Resource	0	0%
44, 45	Retail	92	4.4%
31-33	Industrial	702	33.8%
51-56, 61, 62, 71, 72, 81	Finance, Healthcare, Real Estate, and Services	806	38.9%
Public sector	Government and Education	476	22.9%
Total		2,076	100.0%

LEVEL OF SERVICE

Intersection Level of Service

The intersection capacity calculations and LOS thresholds used in this analysis are consistent with Highway Capacity Manual 2010 (HCM2010) methodology. HCM2010 intersection levels of service were calculated in Synchro 9 software.

Roundabout LOS analysis used HCM2010 methodology with follow-up gap and critical headway parameters modified to represent current WSDOT roundabout analysis policy. To maintain consistency with WSDOT policy, roundabouts were analyzed using signalized LOS thresholds.

Table T-13. Intersection Level of Service Thresholds.

Level of Service	Signalized/Roundabout Delay (sec/veh)	Unsignalized Delay (sec/veh)
A	≤10	≤10
B	>10 – 20	>10 – 15
C	>20 – 35	>15 – 25
D	>35 – 55	>25 – 35
E	>55 – 80	>35 – 50
F	>80	>50

Segment Level of Service

Table T-14 describes a set of recommended standards which are based on Highway Capacity Manual (HCM) planning-level capacity estimates and similar HCM-based capacity policies used throughout the region. This approach considers a variety of facility attributes including non-motorized facilities, left-turn lanes, and access restrictions.

Traditional arterial capacity methodologies assume a fully-built urban arterial street segment. In practice, however, vehicle capacity can be restricted on segments without non-motorized facilities due to bicyclists and pedestrians being forced to travel in vehicle lanes. The capacity standards identified in Table T-14 include capacity penalties of up to 50

percent for segments without sidewalks or bicycle lanes. Left-turn lanes contribute the capacity equivalent of one half through lane by removing major approach left-turn delay. Limited access segments are estimated to contribute the capacity equivalent of 60 percent of one through lane.

The segment LOS standard in this section is based upon the capacity system outlined in Table T-14.

Table T-14. Anacortes Street Segment Capacity Standards.

Functional Classification	Base Peak Hour Capacity (vphpl)	Left-Turn Lane (vph)	Access Management (vph)	No Bike Lane (vph)	No Sidewalk (vph)
State Highway (55mph;SR20 and SR 20 Spur)	1,100	550	770	0	0
Principal Arterial (30/40mph; SR 20 Spur)	800	400	560	-120	-280
Minor Arterial	550	275	385	-55	-165
Urban Collector	550	275	385	-55	-140

Street segment LOS is based on the ratio of traffic volume to street capacity and can be described as a street’s ability to serve all users. This analysis uses the LOS thresholds identified in Table T-15.

Table T-15. Anacortes Segment LOS Definitions.

LOS	Volume / Capacity	Description
A	≤ 0.60	Facility accommodates all modes of transportation. Vehicles experience free flow, with low volumes and high speeds
B	0.61 – 0.70	Stable flow, with traffic conditions beginning to restrict operating speeds. Drivers still have reasonable maneuverability between multiple lanes. All modes are accommodated
C	0.71 – 0.80	Fairly stable flow, but higher volumes more closely constrict speeds and maneuverability.
D	0.81 – 0.90	Approaching unstable flow, with tolerable operating speeds and limited maneuverability. Facilities without nonmotorized facilities and heavy pedestrian/bike volume may experience unstable flow.
E	0.91 – 1.00	Nonmotorized users in travel lanes will conflict with heavy vehicle volume and cause breakdowns in flow. Vehicles experience unstable flow with reduced operating speeds.
F	> 1.00	Facility is unable to accommodate all modes. Vehicles experience forced flow, operating under stop-and-go conditions

Minimum level of service standards are identified in Table T-16. The standards permit LOS D on the SR 20 spur which is classified as a principal arterial through the City. This includes Commercial Avenue, 12th Street, Oakes Avenue, and Ferry Terminal Road. LOS D is also permitted on streets in the City’s downtown core.

Table T-16. Level of Service Standards.

Functional Classification	Minimum LOS
Principal Arterial*	D
Minor Arterial	C
Collector	C
Local Street	C

*Minimum LOS D also applies to streets and intersections in the Downtown area

Table T-17. Corridor LOS 2036.

Street Name	Limits	Functional Classification	Lanes	Hourly Capacity	2015		2036		LOS Standard
					Volume	LOS	Volume	LOS	
32 nd Street	D Ave to Commercial Ave	Minor	2	1045	590	C	735	C	C
41 st Street	E Ave to Heart Lake Rd	Collector	2	1045	130	A/B	255	A/B	C
41 st Street	H Ave to O Ave	Collector	2	1045	160	A/B	290	A/B	C
6 th Street	I Ave to Commercial Ave	Minor	2	1100	100	A/B	120	A/B	C
6 th Street	Commercial Ave to R Ave	Minor	2	1045	160	A/B	180	A/B	C
Anaco Beach Rd	Sunset Ave to Sterling Dr	Collector	2	905	220	A/B	420	A/B	C
Annacopper Mine Rd	Oakes Ave to W 3 rd Street	Minor	2	880	190	A/B	310	A/B	C
Commercial Ave	4 th Street to 12 th Street	Minor	3	1320	410	A/B	455	A/B	C
D Ave	12 th Street to 32 nd Street	Minor	2	880	495	C	685	C	C
D Ave	32 nd Street to Vista Ln	Minor	2	880	505	C	655	C	C
Fidalgo Bay Rd	34 th Street to SR 20	Local	2	#N/A	#N/A	#N/A	#N/A	#N/A	C
M Ave	12 th Street to 20 th Street	Collector	2	1045	275	A/B	365	A/B	C
M Ave	30 th Street to 32 nd Street	Collector	2	1045	260	A/B	290	A/B	C
March's Point Rd	SR 20 to South Texas Rd	Minor	2	880	180	A/B	220	A/B	C

Street Name	Limits	Functional Classification	Lanes	Hourly Capacity	2015		2036		LOS Standard
					Volume	LOS	Volume	LOS	
R Ave	21 st Street to SR 20	Minor	4	2145	1185	C	1340	C	C
Reservation Rd	SR 20 to Stevenson Rd	Minor	2	880	310	A/B	315	A/B	C
South March's Point Rd	March's Point Rd to Reservation Rd	Collector	2	905	100	A/B	165	A/B	C
SR 20	Campbell Lake Rd to SR 20 Spur	Principal	3	3520	1600	A/B	1670	A/B	D
SR 20	SR 20 Spur to Reservation Rd	State Highway	4	5170	3100	C	3800	C	D
SR 20 Spur	R Ave to SR 20	State Highway	4	5170	2250	A/B	2730	C	D
SR 20 Spur (12 th Street)	A Ave to Commercial Ave	Principal	3	2000	1135	C	1220	C	D
SR 20 Spur (Commercial Ave)	12 th Street to SR 20	Principal	3	1880	1080	C	1250	C	D
SR 20 Spur (Oakes Ave)	Anacopper Mine Rd to A Ave	Principal	2	1320	1085	D	1295	E	D
SR 20 Spur (Oakes Ave)	Ferry Terminal Way to Anacopper Mine Rd	Principal	2	1600	755	A/B	955	C	D
Sunset Ave	Anaco beach Rd to Oakes Ave	Collector	2	1100	440	A/B	700	C	C

Table T-18. Intersection LOS 2036.

Intersection	Control Type ¹	2015		2036		LOS Standard
		Delay (s)	LOS	Delay (s)	LOS	
A Ave / 41 st Street	TWSC	11.5	B	14.0	B	C
Commercial Ave / 4 th Street	TWSC	11.7	B	12.4	B	D
Commercial Ave / 6 th Street	Signal	8.6	A	10.7	B	D
Commercial Ave / 8 th Street	Signal	10.6	B	10.9	B	D
Commercial Ave / 12 th Street	Signal	18.7	B	23.0	C	D
Commercial Ave / 17 th Street	Signal	15.4	B	20.0	C	D
Commercial Ave / 22 nd Street	Signal	15.3	B	22.8	C	D

Intersection	Control Type ¹	2015		2036		LOS Standard
		Delay (s)	LOS	Delay (s)	LOS	
Commercial Ave / 32 nd Street	Signal	12.6	B	12.4	B	D
D Ave / 12 th Street	TWSC	10.4	B	15.0	B	D
D Ave / 17 th Street	TWSC	10.8	B	12.9	B	C
D Ave / 32 nd Street	TWSC	20.8	C	89.7	F	C
H Ave / 41 st Street	TWSC	10.5	B	11.8	B	C
I Ave / 32 nd Street	AWSC	12.2	B	16.4	C	C
J Ave / 22 nd Street	AWSC	8.8	A	9.3	A	C
K Ave / 6 th Street	TWSC	9.7	A	9.7	A	C
K Ave / 8 th Street	TWSC	9.3	A	9.7	A	C
K Ave / 12 th Street	TWSC	32.8	D	146.5	F	D
K Ave / 17 th Street	AWSC	7.7	A	8.4	A	C
Kingsway / Anaco Beach Rd	TWSC	9.7	A	17.9	C	C
M Ave / 12 th Street	Signal	10.4	B	28.5	C	D
M Ave / 17 th Street	TWSC	11.7	B	14.0	B	C
M Ave / 22 nd Street	AWSC	10.4	B	14.5	B	C
M Ave / 32 nd Street	TWSC	19.5	C	83.7	F	C
M Ave / 41 st Street	TWSC	10.1	B	12.0	B	C
Oakes Ave / Anacopper Rd	TWSC	14.5	B	22.5	C	D
Oakes Ave / Glasgow Way	TWSC	28.2	D	47.4	E	D
Oakes Ave / Hartford Ave	TWSC	12.5	B	13.9	B	D
Pennsylvania Ave / W 12 th Street	RAB	3.9	A	4.5	A	C
Q Ave / 4 th Street	TWSC	12.9	B	12.9	B	D
Q Ave / 9 th Street	TWSC	18.8	C	27.4	D	D
Q Ave / 17 th Street	Signal	14.3	B	19.4	B	C
Q Ave / Seafarers Way	TWSC	23.1	C	23.9	C	C
R Ave / 22 nd Street	RAB	13	B	21.0	C	C
R Ave / 28 th Street	TWSC	22.6	C	37.6	E	C
R Ave / 30 th Street	TWSC	21.2	C	32.8	D	C
R Ave / 32 nd Street	TWSC	22	C	25.1	D	C
R Ave / SR 20	Signal	13.9	B	15.6	B	D
S March Point Rd / Bartholomew Rd	TWSC	14.4	B	17.7	C	C

Intersection	Control Type ¹	2015		2036		LOS Standard
		Delay (s)	LOS	Delay (s)	LOS	
S March Point Rd / March Point Rd (E)	TWSC	11.1	B	11.8	B	C
S March Point Rd / March Point Rd (W)	TWSC	12.9	B	12.2	B	C
S March Point Rd / Reservation Rd	TWSC	13.6	B	15.6	C	C
Sands Way / Skyline Way	AWSC	7.3	A	8.1	A	C
SR 20 / Commercial Ave	RAB	14.5	B	25.9	C	D
SR 20 / Fidalgo Bay Rd	TWSC	117.4	F	645.8	F	D
SR 20 / March's Point Rd	Signal	51.8	D	71.3	E	D
SR 20 / Reservation Rd	Signal	23.4	C	29.5	C	D
SR 20 / SR 20 Spur	Signal	48.1	D	49.3	D	D
SR 20 / Thompson Rd	Signal	54.1	D	49.6	D	D
Sunset Ave / Anaco Beach Rd	TWSC	10.5	B	12.2	B	C
Sunset Ave / Ferry Terminal Rd	Signal	0.7	A	0.7	A	D
Sunset Ave / Skyline Way	TWSC	11.7	B	13.8	B	C

¹AWSC = All-way stop control; TWSC = Two-way (minor street) stop control; RAB = Roundabout

²Reported as average control delay for all movements. For two-way stop, delay is reported for the movement with the worst (highest) delay.

Table T-19 and T-20 identify intersections and streets which are forecasted to operate below minimum LOS standards by 2036 based on the latest land use and travel demand forecasts. These deficiencies assume no capacity improvement projects will be built in the 20-year planning horizon.

Level of service deficiencies are forecasted to occur at 9 intersections in the planning area by 2036. These include four arterial intersections along the SR 20 spur corridor and three intersections along R Avenue. The other two failures occur at the intersections of 32nd Street with D Avenue and M Avenue. Most failures occur at intersections which currently operate with stop-controlled minor approaches.

A segment LOS deficiency is forecasted to occur on Oakes Avenue from Anacopper Mine Road to A Avenue, which will operate at LOS E by 2036.

Table T-19. 2036 Intersection Level of Service Deficiencies.

Intersection	Control Type ¹	No Improvement		With Improvement		LOS
		Delay ² (sec/veh)	LOS	Control Type	Delay ² (sec/veh)	
D Ave / 32 nd Street	TWSC	89.7	F	RAB	7.6	A
K Ave / 12 th Street	TWSC	146.5	F	RAB	18.8	B
M Ave / 32 nd Street	TWSC	83.7	F	AWSC	18.8	C
Oakes Ave / Glasgow Way	TWSC	47.4	E	RAB	8.0	A

R Ave / 28 th Street	TWSC	36.2	E	RIRO	10.8	B
R Ave / 30 th Street	TWSC	32.8	D	RAB	11.8	B
R Ave / 32 nd Street	TWSC	25.1	D	RIRO	10.7	B
SR 20 / Fidalgo Bay Rd	TWSC	645.8	F	RIRO	12.7	B
SR 20 / March's Point Rd	Signal	71.3	E	Signal	13.9	B

¹TWSC = Two-Way Stop Control; AWSC = All-Way Stop Control; RAB = Roundabout; Signal = Signalized; RIRO = TWSC with right-in-right-out access

²Average control delay for all movements. For TWSC, delay is reported for the movement with the highest delay.

Table T-20. 2036 Segment Level of Service Deficiencies.

Segment	From	To	No Improvement		With Improvement	
			V/C	LOS	V/C	LOS
Oakes Ave (SR 20 spur)	Anacopper Mine Rd	A Avenue	0.98	E	0.84	D

Recommended Improvement Projects

All citywide intersection and segment LOS deficiencies will be mitigated by the improvement projects identified in Table T-21. Five projects have been previously identified in the 2015-2020 Capital Facilities Plan. Table T-21 also identified two projects which are not included in the 2015-2020 CFP but which will be necessary to maintain LOS standards by 2036, including an intersection improvement at 12th Street and K Avenue and the completion of nonmotorized facilities from Ferry Terminal Road to Commercial Avenue.

Cost estimates are based on cost estimates included in the 2015-2020 CFP, where available. Other cost estimates are based on unit costs for similar projects in the region. Total estimated cost of growth-related improvement projects is \$15,562,230.

The intersections of SR 20 with SR 20 Spur and Fidalgo Bay Road are scheduled for reconstruction in 2018 as part of Washington State Department of Transportation (WSDOT) Sharpe's Corner intersection reconstruction project. The preferred design alternative includes a two-lane roundabout at the SR 20 / SR 20 Spur intersection with a median and right-in/right-out access at the intersection of SR 20 and Fidalgo Bay Road. This project is funded by WSDOT and not included in Table T-21.

Table T-21. Recommended Improvement Projects To Maintain Levels-of-Service.

CFP Project Number	Project Name	Project Description	Est. Cost
T-1301	R Avenue Long-Term Improvements	Roundabout at 30 th St with right-in/ right-out (RIRO) access at other existing TWSC intersections along R Avenue	\$3,757,250
T-1405	Edwards Way Intersection Improvements	New roundabout	\$1,699,500
T-601	17th Street Q to R	Connect R Avenue to the signal at 17 th Street and Q Avenue	\$535,600

CFP Project Number	Project Name	Project Description	Est. Cost
T-708	32 nd Street and D Avenue Intersection Improvements	New roundabout	\$849,750
T-805	32 nd Street and M Avenue Intersection	New single lane roundabout at 32 nd St / M Ave	\$1,700,000
n/a	12 th Street / K Avenue Intersection Improvements	Capacity improvements options include signal, roundabout, right-in-right-out, or westbound acceleration lane	\$1,000,000
n/a	SR 20 Spur (Ferry Terminal to G Ave) Sidewalk Improvements	Full widening, bike lanes and sidewalks	\$5,690,000
Total Estimated Project Cost			\$15,232,100

TRANSPORTATION IMPACT FEE RATE UPDATE

Definition of Impact Fees

Impact fees are a comprehensive grouping of charges based on new development within a local municipality. These fees are assessed to pay for capital facility improvement projects necessitated by new development growth (including but not limited to parks, schools, streets/roads, etc.).

Transportation Impact Fees are collected to fund improvements that add capacity to the transportation system, accommodating the travel demand created by new development in Anacortes. The Revised Code of Washington (RCW) Section 82.02.050 identifies the intent of impact fees as the following:

- To ensure that adequate facilities are available to serve new growth and development;
- To promote orderly growth and development by establishing standards by which counties, cities, and towns may require, by ordinance, that new growth and development pay a proportionate share of the cost of new facilities needed to serve new growth and development; and
- To ensure that impact fees are imposed through established procedures and criteria so that specific developments do not pay arbitrary fees or duplicative fees for the same impact.

Statutory Basis for Impact Fees

Transportation Impact Fees are a financing mechanism authorized by the Growth Management Act (GMA) of Washington State (see RCW 36.70A.070 and 82.02.050 et seq.). However, impact fees are not mandatory; they are simply authorized by the GMA as a local option. State law imposes strict limitations on impact fees. These limitations are intended to assure property owners that the fees collected are reasonably related to their actual impacts and will not be used for unrelated purposes.

The funds collected from developments can be expended only on transportation system improvements, which are: (a) identified in the comprehensive plan as needed for growth, and (b) reasonably related to the impacts of the new development from which fees are collected.

Specifically, condition (a) requires that impact fees are not used on improvements needed to remedy existing deficiencies. Those needs must be entirely funded from public sector resources. Condition (b) is satisfied if the local government defines a reasonable service area, identifies the public facilities within the service area that require improvement during the designated planning period, and prepares a fee schedule taking into account the type and size of the development as well as the type of public facility being funded.

To achieve the goal of simplicity, impact fee calculations are applied on an average basis for the entire transportation system, rather than project-by-project. This is a key difference between impact fees and State Environmental Policy Act (SEPA) mitigation, whereby pro-rata shares of specific project improvements are collected.

Pre-calculated impact fees are easier to administer than traditional SEPA development mitigation, at the point of development review. However, more complex administrative procedures are necessary to track the funds collected from each development. This is necessary to assure that the funds are expended only on eligible transportation system improvements, and also to assure that impact fee revenues are used within six years. Fees not expended within six years must be refunded with interest to the current owner of the property.

Projects Eligible for Impact Fees

Projects which provide street network (i.e. segment or intersection) capacity improvements which are required to maintain minimum LOS standards through 2036 are identified below. Only growth-related LOS deficiencies are eligible for inclusion in impact fee rate calculation.

Estimated project costs include various elements which are all necessary for the construction of transportation improvements including design, permitting, right-of-way, construction, and construction management. Ongoing or future maintenance is not an eligible impact fee cost. Projects which are not eligible for impact fee calculation, whether because they are non-capacity-related, are needed to mitigate existing LOS deficiencies, or are considered maintenance projects/programs, are not shown here.

What are the impact fees?

Fees will change over time due to inflation and other possible code modifications. Please see the most recent Transportation Impact Fee ordinance and/or Anacortes Municipal Code for the most current transportation impact fees.

Projected 20-Year Transportation Revenues

The 20-year projection of transportation revenues expected to be available to the City of Anacortes was developed by the City’s Finance Department and is largely based on an extrapolation of funding received from existing sources. Total revenue expected to be received from these sources is projected to be approximately \$70 million over the next 20 years.

In Table T-22 below, the net result of the analysis is that the City is projecting to have funding available for operations, maintenance, and capital projects over the next 20 years.

Table T-22. City of Anacortes 20 year Transportation Revenue and Expenditure Estimates.

Budget Items	2017-2036
Revenue Estimates	
<i>Existing Revenue Sources;</i>	
State Gas Tax	\$7,537,614
Transportation Impact Fees	\$2,658,476
General Revenues Property Tax	\$14,870,035
General Fund Transfer	\$4,368,112
REET	\$5,460,140
Solid Waste Utility Tax	\$5,271,284
Prilled Sulfur Revenue	\$5,271,284
TBD Vehicle License Fees	\$6,228,054
Total Estimated Revenue from Existing Sources	\$51,664,999
<i>Anticipated New Revenue Sources</i>	
Impact Fee Increase	\$12,903,754

Budget Items	2017-2036
Increase in TBD Vehicle License Fees	\$5,640,510
Total Estimated Revenue from Anticipated New Sources	\$18,544,264
Total Estimated Revenues	\$70,209,263
Fixed Expenditures	
Operations/Maintenance - Existing street system	\$24,326,733
Total Fixed Expenditures	\$24,326,733
Total Revenue Available for Capital Projects	\$45,882,529
Overlay Projects	\$29,524,402.99
Capital Projects, 20 Year CIP	\$15,562,230.00
Total Capital Spending	\$45,086,633
Fund Balance available for future Capital Needs	\$795,896
Assumptions	
<ul style="list-style-type: none"> • Revenue will increase at 2% per year • Starting 2017 transportation impact fees will be increased • General revenues and REET will continue to be allocated to transportation uses at the same proportions that is has in years 2015-2016 • The Port of Anacortes will continue to pay for prilled sulfur hauling and such hauling will not decrease in quantity • The TBD will increase vehicle license fees by \$20 in 2020 • The City will increase overlay spending at 5% per annum starting 2020 	

Intergovernmental Coordination

The City of Anacortes works to maintain positive relationships with neighboring jurisdictions, regional agencies and service providers, and tribal, state and federal governments. The City has a shared interest and concern in maintaining a vital local and regional economy, and a high quality of life for its citizens which depend on transportation mobility across jurisdiction boundaries. The Transportation element took into account planned improvements and policies of various state, regional, and local agencies, including Washington State Department of Transportation, Skagit Council of Governments (SCOG), Skagit County, Skagit Transit, and Island County. Coordination efforts are expected to be ongoing with:

Washington State Department of Transportation (WSDOT)

As required by GMA, the Anacortes Transportation Element fully addresses the state highway system serving the City. The State has adopted level of service (LOS) standards for Highways of Statewide Significance (HSS), establishing LOS D as the standard for HSS facilities in urban areas. The City's standard of LOS D for SR 20 within the City is consistent with the State standard.

In July 2015, the SR 20 – Sharpes Corner Vicinity Interchange project received funding from the state Legislature as part of the Connecting Washington transportation package. The City continues to coordinate with WSDOT on this project by serving as a member on the project planning committee.

The City continues to coordinate with WSDOT on the South Commercial Avenue (SR 20 Spur) Corridor Plan planning process in order to best synchronize improvements and leverage funding opportunities.

Skagit Council of Government

The Anacortes Transportation element was prepared using a travel forecasting model coordinated with the SCOG regional model. The City anticipates a certification review by SCOG to ensure its conformity with the Skagit 2040 Plan.

Skagit County

The Skagit County transportation and capital improvement plans were reviewed as part of the Anacortes Transportation element update. The City will continue to coordinate with Skagit County to address the needs of travel across jurisdiction limits, including developing joint regulations for developments within the unincorporated UGA to ensure that the future transportation system can adequately support the growth projections. Application of street standards and other development regulations are addressed through the *Interlocal Agreement between Skagit County and the City of Anacortes Regarding the Adoption and Implementation of the City of Anacortes Urban Growth Area*. The City plan also supports and incorporates connections to the regional trail system.

Skagit Transit

The Anacortes Transportation Element acknowledges the need for coordination between the City and Skagit Transit to identify transit service improvements and strategies for serving growth in Anacortes, considering land uses, densities, cost of service, and revenues. Policies to provide adequate streets, non-motorized facilities and densities sufficient to support transit service are identified in the Comprehensive Plan.

Capital Facilities

Introduction & Background

The Growth Management Act (GMA) requires a Capital Facilities Element as a component of the Comprehensive Plan. The Capital Facilities element is required to consist of the following (RCW 36.70A.070(3)):

1. An inventory of existing capital facilities owned by public entities, showing the locations and capacities of the facilities;
2. A forecast of the future needs for such capital facilities;
3. The proposed locations and capacities of expanded or new capital facilities;
4. At least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes;
5. A requirement to reassess the land use element if probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities plan, element, and financing plan within the capital facilities plan element are coordinated and consistent.

The Washington Administrative Code (WAC) recommends that a capital facilities element include the following public facilities:

1. Water systems;
2. Sanitary sewer systems;
3. Storm water facilities;
4. Schools;
5. Parks and recreation facilities; and
6. Police and fire protection facilities.

The intent of the GMA in requiring a capital facilities element is to ensure that the public facilities which service a jurisdiction's citizens are in place generally as growth occurs, rather than lagging behind. As the WAC states, "The capital facilities element should service as a check on the practicality of achieving other elements of the plan."

The Act can be summarized as mandating that a balance be maintained among three interrelated factors:

1. Land use allocation, which creates demand for facilities;
2. Level of service (LOS) guidelines, which determine the number, size, extent and nature of facilities for a given demand;
3. Projected financial capacity, which determines what types and amounts of revenue are available for capital facilities.

This Capital Facilities Element has been coordinated with other Elements of the Comprehensive Plan and with other City planning documents. The Land Use Element presents the growth requiring new utility facilities and services. The adopted functional plans for each City-owned utility service, namely water, wastewater and stormwater management are briefly described in this Element, and are incorporated into the Comprehensive Plan by reference. Each functional plan should be consulted for more detailed information regarding inventories, forecast needs, location and capacity of facilities, and financing. The City's Capital Facilities Plan, which is updated every two years, contains the six year plan to finance capital facilities within projected funding capacities and identifies sources of public money for such purposes. The Capital Facilities Plan is a planning document, not a budget for expenditures, nor a guarantee that the listed projects will be implemented. The City's biennial budget includes funding for construction of new or expanded City-owned facilities. It also provides funding and staffing for operation of these facilities.

Existing Capital Facilities & Future Needs

Over the next 20 years, the City of Anacortes plans to continue to maintain existing infrastructure and invest in expanded or new infrastructure to support the development patterns called for in the Land Use Element. Where reliable information could be developed, the City has identified projects over the 20-year time period. The City will continue to monitor growth over time to ensure capital facilities can be provided over the long-term.

Water

The City of Anacortes owns and operates its water system and provides water to customers in its retail service area and also wholesales water to several water systems in Skagit and Island counties, some of which then wholesale the Anacortes water to other water systems.

INVENTORY

The Anacortes water system service area covers the majority of Fidalgo Island, a portion of the western Skagit County mainland, and a portion of Whidbey Island. Areas served include the City of Anacortes; the City of Oak Harbor, including NAS Whidbey; the Town of LaConner, including Shelter Bay; the Swinomish Tribal Community; and the Del Mar development. The service area boundary was established in the 2000 Skagit County Coordinated Water System Plan (CWSP). The water source for the system is the Skagit River. The City owns and operates a regional water treatment plant located at 14489 Riverbend Road near Mount Vernon, on the east bank of the Skagit River. The original plant was constructed and placed in operation in 1971; construction of the new 55,697 sq. ft. facility (40,010 sq. ft. occupied, 15,687 sq. ft. unoccupied) was completed in 2013.

The waters of Washington State collectively belong to the public and cannot be owned by any one individual or group. Instead, individuals or groups may be granted rights to them. A water right is a legal authorization to use a predefined quantity of public water for a designated purpose. Anacortes currently holds three water right certificates whose total uninterruptable maximum instantaneous quantity of primary rights equals 57.53 million gallons per day (mgd) – 54.94 mgd from the Skagit River and 2.59 mgd from Lake Campbell. The Skagit River water rights were documented as part of the 1996 Memorandum of Agreement (MOA). The signatories of the MOA agreed not to challenge the water rights captured in the agreement for a 50-year period from the date of signing.

Anacortes separates its water system infrastructure into two categories: regional and retail. The regional system is comprised of the water source facilities, the Water Treatment Plant, transmission pipelines, and associated valves and wholesale supply interties. The retail system includes storage facilities, pump stations, distribution piping, emergency interties, and pressure reducing valves.

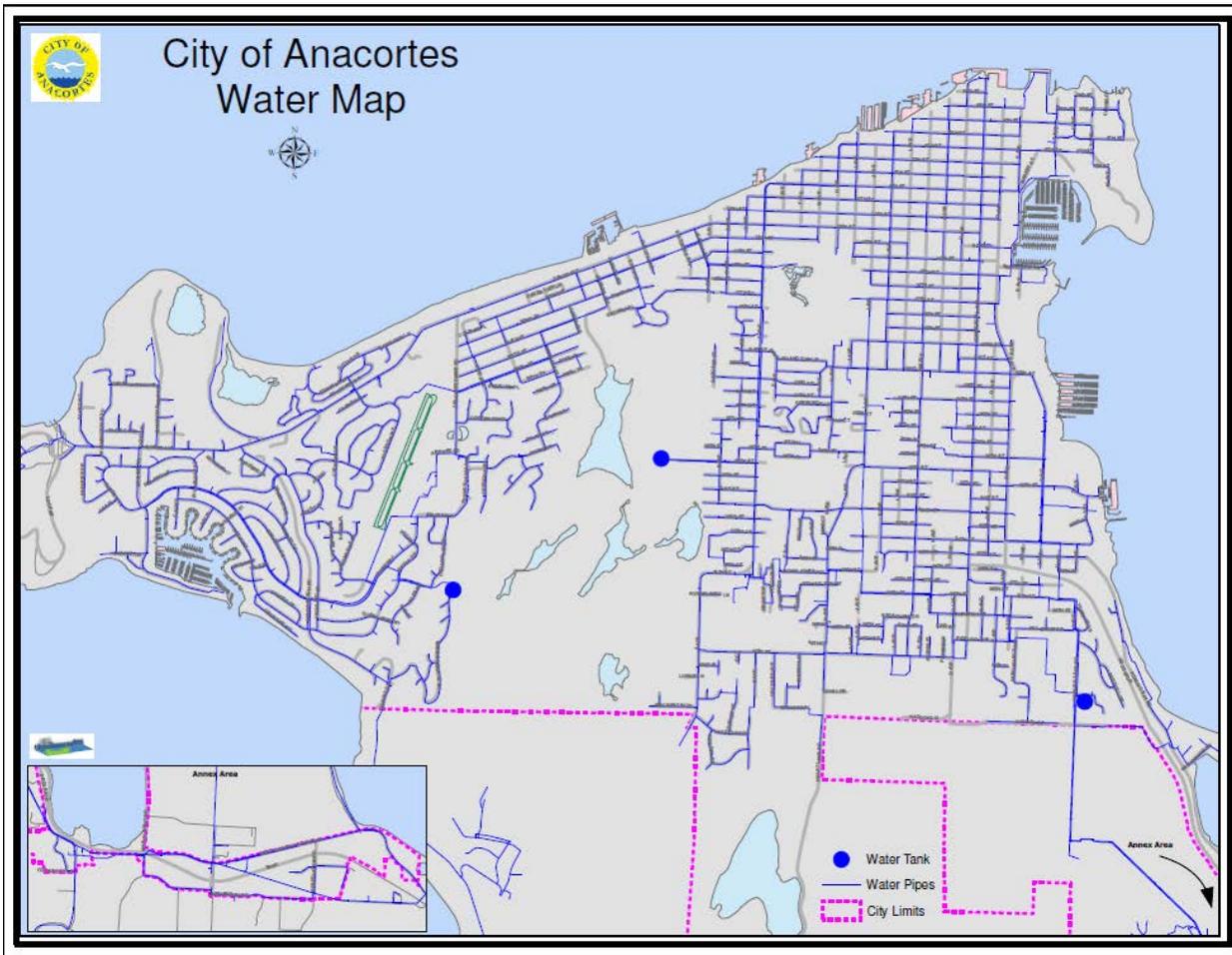
The major system facilities are listed below and discussed in detail in the Water System Plan:

- Skagit River Intake
- Anacortes Water Treatment Plant (WTP)
- 2 Transmission Pipelines from the WTP to the 3-MG Reservoir
- 2 Transmission Pipeline Spur to Oil Refineries
- Transmission Pipeline Spur to Deception Pass (serving Oak Harbor)
- 4 Reservoirs
- 6 Pump Stations
- 9 Pressure Zones

The water is transmitted to Anacortes via two 36-inch diameter pipelines with several interties in between the treatment plant and Anacortes. The interties serve the Skagit PUD, the City of Oak Harbor, the Shell and Tesoro refineries, the Town of La Conner, and the Swinomish Tribal Community. Anacortes' distribution system encompasses more than 159 linear miles of water mains that range in size from 4-inch to 24-inch. 60% of the distribution system is composed of ductile iron

pipe, 35% is composed of asbestos cement pipe, and the remaining 5% is made up of a variety of pipe materials such as PVC and steel.

Figure CF-1. City Water Map.



FUTURE FACILITY NEEDS

For planning purposes, the 2011 Water System Plan uses a standard consumption amount of 183 gallons per day per Equivalent Residential Unit (ERU) for estimating future water demand. The 2011 Water System Plan estimates that in 2029, the average day demand will be 26.26 mgd without conservation and 26.23 mgd with conservation. The 2029 estimated maximum day demand is 39.38 mgd without conservation and 39.34 mgd with conservation. The CWSP estimates a Year 2050 peak day requirement of 47.6 mgd. The Water Treatment Plant currently has capacity to produce 43 mgd, with the ability for further expansion to 54 mgd. Therefore, based on supply capacity and projected demand, maximum day demand will not exceed available supply for the planning horizon, and available supply is adequate to serve average day demand well beyond 2029.

The Capital Improvement Plan (CIP) projects identified for the 20-year planning horizon are summarized in the 2011 Water System Plan (WSP). The CIP was developed from two elements: the WSP System Analysis which identified projects to address inadequate fire flows and low pressures, and the Anacortes CIP (existing at the time the WSP was written), which identified projects related to system maintenance. The maintenance projects are generally given a high priority and dominate the 6-year plan. In particular, projects such as the annual pipeline replacement which not only serve a maintenance function but may also improve fire flows and low system pressure have a high priority. Projects that only serve to improve flow or pressure tend to fall later in the planning cycle. As required by the Department of Health, the

WSP includes a six year CIP. Table CF-1 is a list of projects from the list of projects from the current CIP which has been updated since the WSP was written.

Table CF-1. Water System Capital Projects.

Water Capital Plan	2016	2017	2018	2019	2020	2021	2016-2021	2022-2035	TOTAL
City (retail / commercial):									
Pipeline replacements	\$ 299,790	\$ 314,795	\$ 330,551	\$ 347,096	\$ 364,469	\$ 382,711	\$ 2,039,411	\$ 7,875,643	\$ 12,239,965
Additional Pipe Replacements	\$ 765,488	\$ 803,802	\$ 844,034	\$ 886,280	\$ 930,640	\$ 977,220	\$ 5,207,463	\$ 20,109,785	\$ 5,936,463
3mg reservoir	\$ 410,439	\$ 2,631,069	\$ 1,908,575				\$ 4,950,083		\$ 4,950,083
Water Volume Increase to 2 and 3 MG				\$ 521,074	\$ 554,144		\$ 1,075,218		\$ 1,075,218
Projects identified in Water System Plan							\$ -	\$ 6,380,524	\$ 32,000
Radio Telemetry	\$ 54,774						\$ 54,774		\$ 54,774
Reservoir internal maintenance	\$ 120,803		\$ 393,964		\$ 448,360		\$ 963,127		\$ 963,127
Total City	\$ 1,651,294	\$ 3,749,666	\$ 3,477,124	\$ 1,754,449	\$ 2,297,612	\$ 1,359,931	\$ 14,290,077	\$ 34,365,952	\$ 25,251,631
Refinery:							\$ -		
West March Point Rd					\$ 420,339	\$ 1,788,062	\$ 2,208,401		\$ 2,208,401
Total Refinery	\$ -	\$ -	\$ -	\$ -	\$ 420,339	\$ 1,788,062	\$ 2,208,401	\$ -	\$ 2,208,401
Oak Harbor:							\$ -		
Plass Lake 10" line		\$ 1,156,234					\$ 1,156,234		\$ 1,273,234
Shapes corner 36" line relocation	\$ 186,645						\$ 186,645		\$ 362,145
Total Oak Harbor	\$ 186,645	\$ 1,156,234	\$ -	\$ -	\$ -	\$ -	\$ 1,342,879	\$ -	\$ 1,635,379
Regional:							\$ -		
Cathodic Protection	\$ 31,904	\$ 32,941	\$ 34,011	\$ 35,116	\$ 36,257	\$ 37,435	\$ 207,664	\$ 733,676	\$ 238,564
Intake low head replacemnts		\$ 439,215	\$ 467,094	\$ 496,754			\$ 1,403,063		\$ 1,403,063
Skagit County Coordinated Water Plan							\$ -		\$ 150,000
Water Comp Plan Update							\$ -		\$ 186,190
Reline 1950's 36 inch line		\$ 1,012,753					\$ 1,012,753		\$ 1,012,753
Demolition of Old WTP	\$ 309,750						\$ 309,750		\$ 609,750
WTP raw waterline				\$ 263,503	\$ 1,120,901		\$ 1,384,404		\$ 1,384,404
Intake traveling waterscreen			\$ 470,771				\$ 470,771		\$ 470,771
Intake educator			\$ 433,600				\$ 433,600		\$ 433,600
Total Regional	\$ 341,654	\$ 1,484,909	\$ 1,405,476	\$ 795,373	\$ 1,157,158	\$ 37,435	\$ 5,222,005	\$ 733,676	\$ 5,889,095
Total Capital excluding Debt	\$ 2,179,593	\$ 6,390,809	\$ 4,882,600	\$ 2,549,822	\$ 3,875,109	\$ 3,185,428	\$ 23,063,361	\$ 35,099,628	\$ 34,984,505

FUNDING

Table CF-2. Water System Capital Project Funding.

Funding Sources	Amount (2015-2020)
2016 Beginning Fund Balance	\$3,379,921
Net operating revenue	\$10,767,564
General Facilities Charges	\$1,865,576
Grants & Debt Proceeds	\$7,050,000
Total	\$23,063,061

Wastewater (Sanitary Sewer)

The City of Anacortes owns and operates the sanitary wastewater system and provides wastewater service to residential and commercial customers within City Limits.

INVENTORY

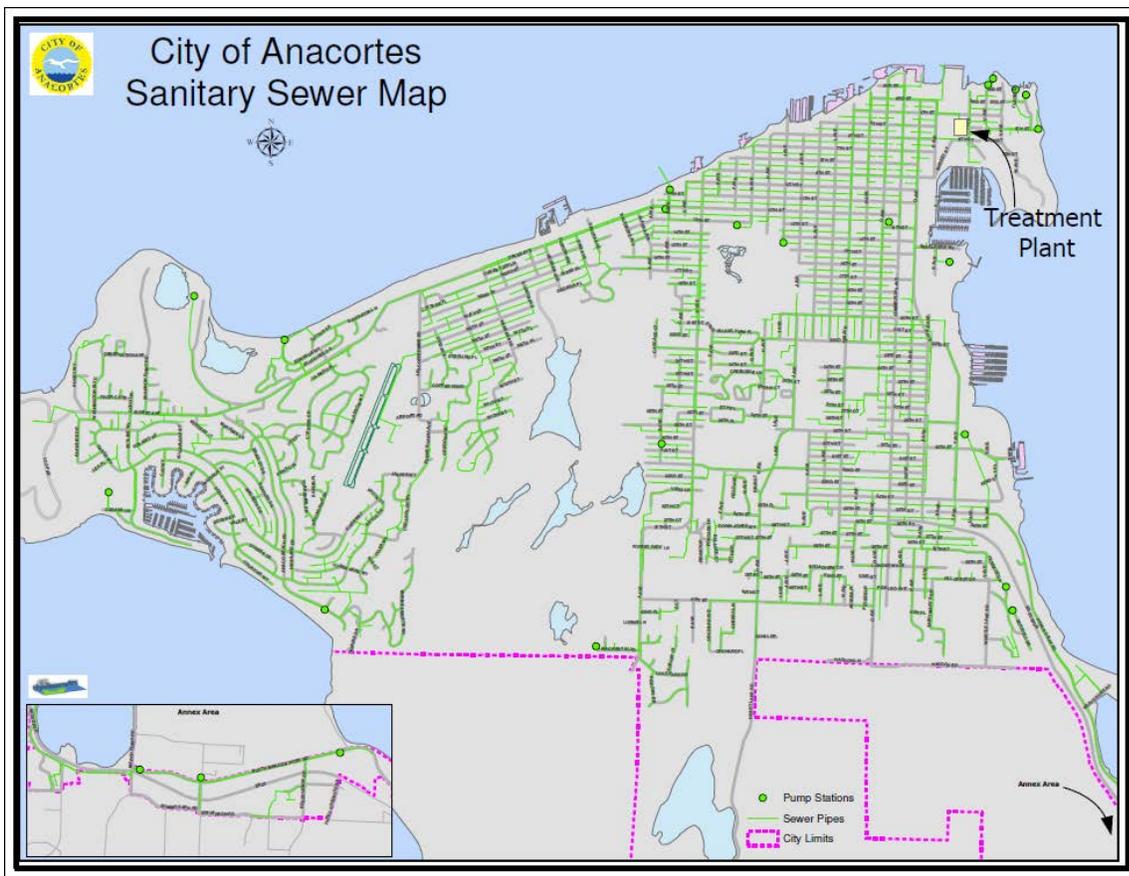
The wastewater system is comprised of sewage collection and treatment. The collection system includes 23 pump stations, force mains, and gravity sewer pipe. A layout of the system with pipe sizes is shown in the City's Wastewater Comprehensive Plan. The pipes total more than 102.5 miles in length, range in size from 4-inches to 18 inches in diameter, and are built at depths of from 3 feet to 26.2 feet. The City's pump stations have rated pumping capacities from 33 gpm to 1,380 gpm.

Treatment is provided by the Anacortes Wastewater Treatment Plant (WWTP). The WWTP is located at 500 T Avenue and provides treatment for over 10,785 acres of residential and commercial customers within the City of Anacortes. The 20,247 sq. ft. plant incorporates an activated sludge design. The plant's solids handling system consists of a gravity sludge thickener, a sludge filter press and dewatering unit, and a fluidized bed sludge incinerator. The facility is equipped with an extensive odor control system with air continually being removed from odor causing processes and treated in a two stage wet scrubber system. Most of the flow through the plant is by gravity. However, effluent flows must be pumped under high flow conditions. Effluent is discharged through an outfall in the Guemes Channel near the northwest corner of Pier 2. The plant has a certified capacity of 4.5 million gallons per day (MGD) and has an average daily flow of 2.01 MGD. The plant was designed with a possibility for a 100 percent expansion.

The wastewater system is subject to high levels of infiltration and inflow (I&I). Much of the existing collection system is made up of concrete and clay pipe with a great deal of infiltration through cracked or broken pipe, bad pipe joints, or manholes that are in bad condition. The Capital Improvement Plan anticipates an ongoing I&I reduction effort throughout the entire planning period.

The 2015 Wastewater Comprehensive Plan found that there are no known capacity issues with the collection system under current conditions. The treatment plant capacity is generally consistent with the 2036 growth projections, provided there is no significant increase in industrial wastes discharged to the plant and continued I&I removal is achieved. A reduction in I&I will cause a corresponding increase in the capacity available for new flow caused by growth.

Figure CF-2. City sanitary sewer map.



FUTURE FACILITY NEEDS

Table CF 3. Wastewater System Capital Projects.

Sewer Capital Plan									
	2016	2017	2018	2019	2020	2021	2016-2021	2022-2035	Project Totals
Sanitary Sewer Collection System Costs									
Collection System Maintenance/Inflow & Infiltration Reducti	\$ 600,000	\$ 618,000	\$ 737,000	\$ 759,000	\$ 1,000,000	\$ 1,030,000	\$ 4,744,000	\$ 18,130,000	\$ 22,874,000
Pump Station Upgrades	\$ 300,000	\$ 309,000	\$ 218,000	\$ 225,000	\$ 231,000	\$ 238,000	\$ 1,521,000	\$ 4,188,000	\$ 5,709,000
Pump Station #6 Removal							\$ -	\$ 200,000	\$ 200,000
E Avenue Sewer Extention (at 41st)							\$ -	\$ 400,000	\$ 400,000
Cap Sante Sewer Extension (7th Street & W Avenue)							\$ -	\$ 296,000	\$ 296,000
Padilla Heights Road Sewer Extention							\$ -	\$ 3,163,000	\$ 3,163,000
Reservation Road/Similk Bay Road Sewer Extention							\$ -	\$ 1,683,000	\$ 1,683,000
Additional Collection System Inspection and Maintenance	\$ 200,000	\$ 206,000	\$ 212,000	\$ 219,000	\$ 225,000	\$ 232,000	\$ 1,294,000	\$ 4,083,000	\$ 5,377,000
Incinerator Offgas Scrubbing System	\$ 1,000,000						\$ 1,000,000		\$ 1,000,000
Septage Handling Facility Upgrade					\$ 80,000		\$ 80,000		\$ 80,000
Replace Bar Screens and upgrade grit handling system						\$ 960,000	\$ 960,000		\$ 960,000
Outfall Maintenance and Rehabilitation	\$ 275,000						\$ 275,000		\$ 275,000
Influent Pumping Upgrade				\$ 210,000			\$ 210,000		\$ 210,000
Dechlorination/Disinfection Upgrade	\$ 100,000						\$ 100,000		\$ 100,000
Effluent Pump Station Upgrade				\$ 150,000	\$ 850,000		\$ 1,000,000		\$ 1,000,000
Nutrient Removal Upgrade						\$ 100,000	\$ 100,000		\$ 100,000
Outlet Plenum and Crossover Duct Rehabilitation		\$ 300,000					\$ 300,000		\$ 300,000
Basin Rehabilitation			\$ 340,000				\$ 340,000		\$ 340,000
WWTP Equipment Replacement							\$ -	\$ 5,280,000	\$ 5,280,000
Total Sanitary Sewer 20 Year Capital Costs	\$ 2,475,000	\$ 1,433,000	\$ 1,507,000	\$ 1,563,000	\$ 2,386,000	\$ 2,560,000	\$ 11,924,000	\$ 37,423,000	\$ 49,347,000

FUNDING

Table CF-4. Wastewater System Capital Project Funding.

Funding Sources	Amount (2016-2021)
2016 Beginning Fund Balance	\$4,015,923
Net operating revenue	\$3,957,547
General Facilities Charges	\$4,953,894
Latecomer Contracts	\$511,765
Total	\$13,439,129

Stormwater

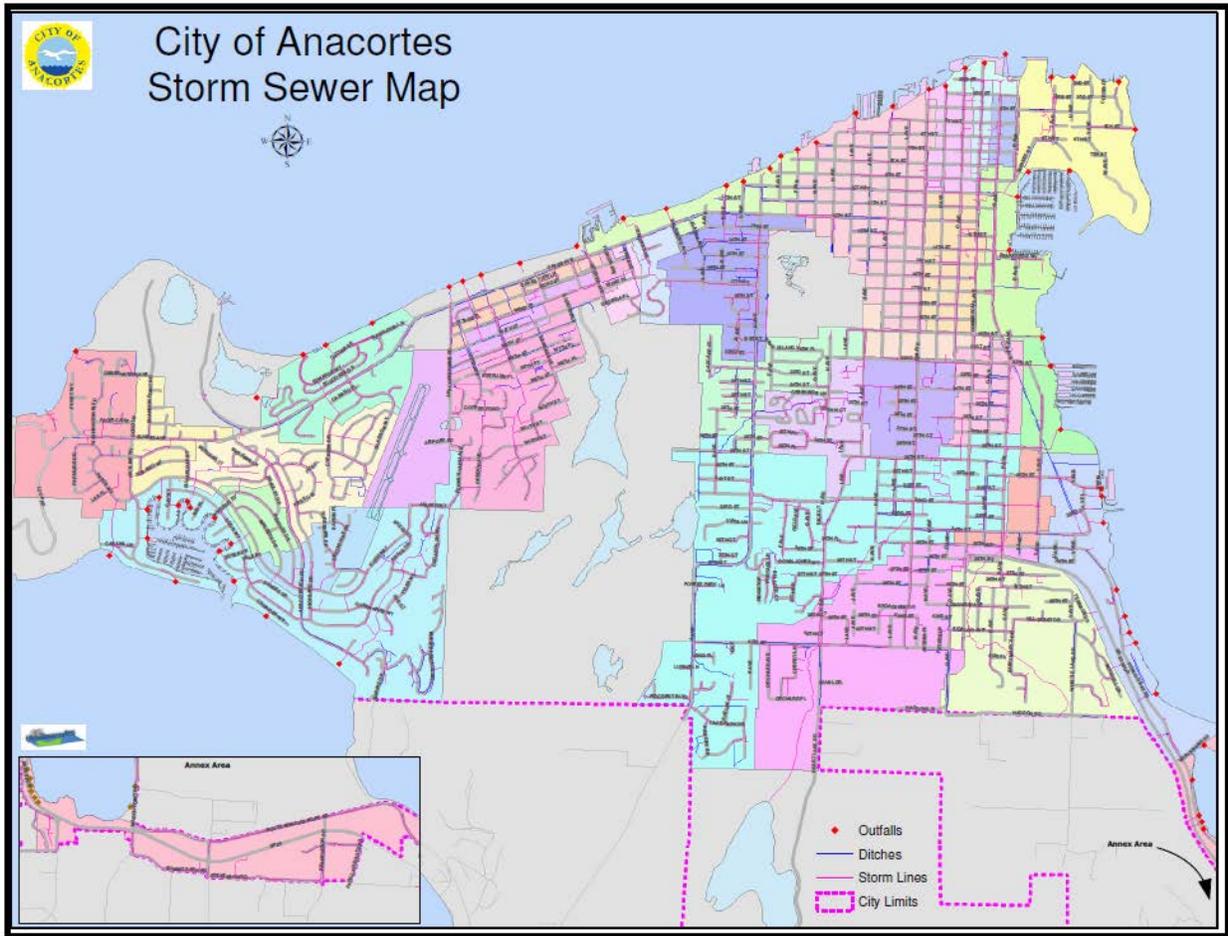
The City of Anacortes owns and operates the stormwater drainage system and provides service to residential and commercial customers within City Limits.

INVENTORY

The City's drainage system is comprised of approximately 122 miles of stormwater conveyance systems, 100 detention and/or treatment systems, and 82 outfalls to marine waters. Stormwater runoff flows to five major water bodies: Guemes Channel, Burrows Bay, Fidalgo Bay, Padilla Bay, and Similk Bay.

The City of Anacortes is one of many municipalities in Washington that comply with the Department of Ecology's NPDES Phase II Permit as operators of small, municipal separate storm sewer systems (MS4s). The permit allows the City to discharge stormwater runoff from municipal drainage systems into the State's water bodies (i.e., streams, rivers, lakes, wetlands, etc.) This is permitted as long as the City implements programs to protect water quality by reducing the discharge of non-point source pollutants to the maximum extent practicable and permit-specified "best management practices".

Figure CF-3. City Stormwater System.



FUTURE FACILITY NEEDS

The Stormwater Management Plan is currently being updated and this section will be updated with that information, once available. The planning horizon for the 2007 Stormwater Management Plan is through 2026; modeling was conducted for completely built-out conditions within the city, assuming development to the maximum densities allowed under the City's adopted 2012 Comprehensive Plan.

No storm water conveyance deficiencies are anticipated based on the projected 2036 growth; however, it is anticipated that the private sector will finance stormwater management facilities for new private development and retrofit existing private developments that do not have adequate stormwater management facilities. The current stormwater plan recommends projects that include structural and nonstructural elements to control both the quantity and quality of stormwater runoff, including upgrades to the conveyance system in identified problem areas to a level that makes the system adequate for the 25-year storm event.

Table CF-5. Future stormwater facility needs.

Stormwater Capital Plan									
	2017	2018	2019	2020	2021	2022	2017-2022	2023-2036	Project Totals
Maintenance Improvement Projects									
Storm System Restoration and Upgrade	\$ 150,000	\$ 150,000	\$ 150,000	\$ 150,000	\$ 150,000	\$ 200,000	\$ 950,000	\$ 2,800,000	\$ 3,750,000
Pond Restoration	\$ 300,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 300,000	\$ 200,000	\$ 1,700,000	\$ 700,000	\$ 2,400,000
Trash Racks	\$ 20,000	\$ 20,000	\$ 20,000	\$ 20,000	\$ 20,000	\$ 20,000	\$ 120,000	\$ 280,000	\$ 400,000
Total Maintenance Improvements	\$ 470,000	\$ 420,000	\$ 2,770,000	\$ 3,780,000	\$ 6,550,000				
Capacity Improvement (Model Results)									
Edwards Way - Basin G5							\$ -	\$ 245,000	\$ 245,000
Kingsway at Windsor - Basin B9							\$ -	\$ 116,000	\$ 116,000
30th/32nd Street, R Avenue to T Avenue - Basin F4							\$ -	\$ 364,000	\$ 364,000
J Avenue/ 24th Street to 28th Street - Basin F3							\$ -	\$ 422,000	\$ 422,000
Total Capacity Improvements	\$ -	\$ 1,147,000	\$ 1,147,000						
Water Quality Improvement									
Water Quality Improvement							\$ -	\$ 1,450,000	\$ 1,450,000
Total Water Quality Improvements	\$ -	\$ 1,450,000	\$ 1,450,000						
Administrative/Non-Project									
NPDES Permit Activities/Compliance	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 100,000	\$ 100,000	\$ 1,400,000	\$ 1,500,000
Additional Maintenance	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 50,000	\$ 300,000	\$ 700,000	\$ 1,000,000
Stormwater Comprehensive Plan	\$ -						\$ -	\$ 200,000	\$ 200,000
Total Administrative	\$ 50,000	\$ 150,000	\$ 400,000	\$ 2,300,000	\$ 2,700,000				
Total Stormwater 20 Year CIP Costs	\$ 520,000	\$ 570,000	\$ 3,170,000	\$ 8,677,000	\$ 11,847,000				

FUNDING

Table CF-6. Future stormwater facility funding.

Funding Sources	Amount (2017-2022)
2016 Beginning Fund Balance	\$591,069
Net operating revenue	\$2,322,842
General Facilities Charges	\$964,306
Total	\$3,878,217

Transportation

The Transportation capital facilities that are discussed in the Transportation Element of this plan are incorporated by reference into the Capital Facilities Element.

Fire & EMS Services

The Anacortes Fire Department has existed as a Fire Department since 1891. The fire department was organized under RCW 35A.11.020 with the incorporation of the City of Anacortes.

A Fire Protection Master Plan has been reviewed by the City Council in which 32 recommendations were made to improve the fire protection and EMS service level for the City of Anacortes.

INVENTORY

The Fire Department provides fire suppression services to 14 square miles of the City and provides advanced life support (ALS) emergency medical services to 84 square miles on Fidalgo and Guemes Islands within Skagit County.

The services provided by the Fire Department include:

- a. Fire Suppression
- b. First Response Advanced Life Support (ALS) EMS Ambulance Services
- c. Community Risk Reduction Programs
 - a. Fire Inspection Programs
 - b. Fire Prevention Education
 - c. Fall Prevention
 - d. Disaster Preparedness
- d. Limited Technical Rescue Services
- e. Hazardous Materials "Operations Level" response

The Anacortes Fire Department deploys resources from three fire stations. The Main Fire Station is located at 1016 13th Street, is 10,464 sq. ft. and operates 24/7; the Norman Brown Fire Station is located at 5209 Sunset Ave., is 3,306 sq. ft. and operates 24/7; and the Marches Point Fire Station at 9029 Molly Lane, is 2,842 sq. ft. and operates 8am to 8pm.

In 2015, the Department employed 24 full-time staff: one Chief, one Assistant Chief, a Division Chief, one Administrative Assistant, six Lieutenants, and 14 Firefighters/Paramedics and EMTs. During the daytime, a minimum staffing level of six (6) Firefighter/EMS personnel is available, and during the nighttime, it is reduced to four (4) Firefighter/EMS personnel. The department also has a dedicated cadre of four (4) volunteer Firefighter/EMT's that respond from home or work.

In 2014, the Department responded to 2,564 Emergency Medical responses, and 390 Fire Suppression/ Hazardous Materials related emergency responses. Of these calls, 87% were EMS, 13% were responses to fire related emergencies.

The City has four Fire Engines, one Quint, one Rescue, four ALS ambulances, one Mass Casualty Incident Trailer that, depending on the type of emergency, is available for cross staffing with the minimum staffing levels established for the time of day.

LEVEL OF SERVICE

Measuring Fire Protection: The current Levels of Service for the Anacortes Fire Department are divided between "Fire Related" and "Emergency Medical" response measurements. The Fire/EMS Master plan recommends a LOS statement is approved formally by City Council and incorporated by policy supported by the Capital Facilities 2016 Comprehensive Plan document. AMC 17.05 Chapter 17.05 identifies the level of service standard for Fire as "ISO grading of five or better". This measure is inadequate and antiquated and modern Level of service metrics should be used.

National Fire Protection Association is a national standard that provides goals for communities to adopt and or work toward in order to meet the emergency response needs. Two standards, NFPA standards 1710 and 1720 provides guidance for communities and should be consulted and incorporated in future performance measure development. Response times are measuring 90 percentile response time, meaning that 90% of the total number of response fall within the response time goal.

INITIAL RESPONSE –IMMINENT RESCUE CAPABILITY

The recommended level of service measurement to be achieved for any structure, boat, vehicle, wildland fire, and hazardous materials incident is for the first fire engine and three firefighters to arrive within 7 minutes 90% of the time from the closest fire station. This provides the minimum number of personnel to effect the “Imminent Rescue Exclusion.” This is currently unachievable, and the City Council will soon determine if this level of service is desired.

FULL RESPONSE

Structural fires requiring a full deployment of personnel and equipment (Effective Response Force – ERF) are measured by counting the total number of firefighters arriving within an established time frame for each risk type.

The recommended level of service measurement to be achieved is for any structure, boat, vehicle, wildland fire, and hazardous materials incident is an Effective Response Force of 12 firefighters to arrive within 11 minutes 90% of the time from all fire stations. This is currently unachievable, and the City Council will soon determine if this level of service is desired.

The fire inspection activities are another important part of the community’s fire protection system.

The recommended level of service using the adopted IFC, High Risk Business Occupancies shall receive an initial inspection twice a year, and other Business Occupancies shall be receive an initial inspection annually. This is currently unachievable, and the City Council will need to determine if this level of service is desired.

Measuring EMS Services: Through a contract with the Skagit County Emergency Medical Services Department, the City provides ALS/Ambulance service to the residents and visitors on Fidalgo, Guemes and Cypress Islands. The City operates two ambulances 24 hours a day and one ambulance 12 hours a day. The staff of these ambulances are also trained as firefighters and are the same personnel that respond on fire apparatus when a fire occurs, referred to as “Cross-staffing.”

The department currently meets the Level of Service goals for emergency medical response established by Skagit County EMS Commission. Those standards by contract are:

Urban: Arrival of the first paramedic or E.M.T. unit at an emergency medical incident within 8 minutes or less response time, 90% of the time. (1 min Dispatch, 1.5 min Turnout, 5.5 min Travel.)

Suburban: Arrival of the first paramedic or E.M.T. unit at an emergency medical incident within 15 minutes or less response time, 90% of the time. (1 min Dispatch, 1.5 min Turnout, 13.5 min Travel.)

Rural: Arrival of the first paramedic or E.M.T. unit at an emergency medical incident within 45 minutes or less response time, 90% of the time. (1 min Dispatch, 1.5 min Turnout, 43.5 min Travel.)

FUTURE FACILITY NEEDS

Continued growth throughout the City and Urban Growth Area (UGA) will place additional demand on the ability to provide an acceptable response time. Those factors that are projected and anticipated in this plan are capital facilities, emergency equipment additions, personnel requirements, and the available fire flow in the water distribution system. The current Capital Facilities Plan (CFP) identifies the need for a new fire station to serve the March Point area, improvements to the training facility, replacement of large expenditure equipment, and improvements in the reserve funds to purchase equipment when the expected life cycle expires. The March Point Fire station site analysis and land acquisition is complete and ready for construction of the new fire station.

APPARATUS, EQUIPMENT, and FACILITIES

The table below illustrates anticipated needs in new facilities, equipment, and major capital upgrades to maintain existing levels of service. Existing equipment rental reserve accounts are not sufficient to replace existing apparatus when its service life cycle is due for replacement. In 2015, the City Council public safety committee is recommending that the service life be extended two years beyond industry standard service life. Additional revenue sources need to be made available for meet the capital demands of replacement through the equipment rental fund.

Table CF-7. Fire and EMS future facility and equipment additions.

APPARATUS

CFP Cycle	Description	Year to Replace	Add 2 Years	Purchase Price	Inflation	Future Costs	Replace per year	Revenue Source
6 YR CFP	UTILITY PICKUP	2015	2017	\$20,580	3.0%	\$37,169	\$1,858	E R & R Fund
6 YR CFP	RESCUE UNIT	2017	2019	\$65,000	3.0%	\$124,547	\$5,661	E R & R Fund
6 YR CFP	COMMAND UNIT	2017	2019	\$32,546	3.0%	\$53,793	\$3,164	E R & R Fund
6 YR CFP	COMMAND UNIT	2018	2020	\$24,150	3.0%	\$39,917	\$2,348	E R & R Fund
6 YR CFP	COMMAND UNIT	2019	2021	\$30,097	3.0%	\$49,746	\$2,926	E R & R Fund
	LADDER TRUCK	2020	2022	\$553,200	4.0%	\$1,311,039	\$59,593	E R & R Fund
	MCI TRAILER	2022	2024	\$4,690	3.0%	\$10,417	\$386	E R & R Fund
	FIRE PUMPER	2026	2028	\$278,402	4.0%	\$659,790	\$29,990	E R & R Fund
	FIRE PUMPER	2030	2032	\$362,864	4.0%	\$859,958	\$39,089	E R & R Fund
	FIRE PUMPER	2033	2035	\$489,000	4.0%	\$1,158,890	\$52,677	E R & R Fund
	14' CERT TRAILER	2039	2041	\$10,000	3.0%	\$22,213	\$823	E R & R Fund
SUBTOTAL							\$198,516	

EQUIPMENT

CFP Cycle	Description	Year to Replace	Add 2 Years	Purchase Price	Inflation	Future Costs	Replace per year	Revenue Source
6 YR CFP	PORTABLE FIRE PUMP	2013	2015	\$2,647	2.0%	\$3,357	\$280	E R & R Fund
6 YR CFP	SCBA's	2014	2016	\$450,000	3.0%	\$680,665	\$48,619	E R & R Fund
6 YR CFP	VENTILATOR FAN	2016	2018	\$3,406	2.0%	\$4,770	\$281	E R & R Fund
6 YR CFP	100KW - STATIONARY	2017	2019	\$25,000	3.0%	\$55,532	\$2,057	E R & R Fund
6 YR CFP	VENTILATOR FAN	2018	2020	\$2,050	2.0%	\$2,600	\$217	E R & R Fund
6 YR CFP	80 KW - STATIONARY	2018	2020	\$25,000	3.0%	\$55,532	\$2,057	E R & R Fund
	ATV - OFF ROAD	2021	2023	\$8,000	2.5%	\$12,173	\$716	E R & R Fund
	RESCUE TOOL	2024	2026	\$5,225	2.0%	\$7,317	\$430	E R & R Fund
	PORTABLE GENERATOR	2025	2027	\$3,000	2.0%	\$4,201	\$247	E R & R Fund
SUBTOTAL							\$54,903	

FACILITIES

CFP Cycle	Description	Year to Replace	Add 2 Years	Purchase Price	Inflation	Future Costs	Replace per year	Revenue Source
6 YR CFP	FIRE STATION 3	2017	2019	\$1,800,000	2.0%	\$1,872,720	\$105,000	Council Bond
	FIRE STATION 1	2033	2035	\$900,000	2.0%	\$2,067,520	\$49,227	Council Bond
	FIRE STATION 2	2034	2036	\$650,000	2.0%	\$1,493,209	\$35,553	Council Bond
	TRAINING FACILITY	2022	2024	\$75,000	2.0%	\$115,948	\$5,270	Rental Fees
SUBTOTAL							\$105,000	

Police and Public Safety

INVENTORY

The Anacortes Police Department provides patrol and emergency response service over approximately 15 square miles 24 hours a day, seven days a week within the City Limits. The Department also provides service to the Samish Indian Reservation by contract. The Department currently has 25 commissioned officers: one chief, two captains, one detective sergeant, two detectives, three patrol sergeants and 16 patrol officers. In addition, approximately 70 volunteers provide a variety of support in department programs.

Located at 1218 24th St. the Public Safety building was opened in 2001. There is 17,086 sq. ft on the main floor shared between the Police Department and Municipal Court. There is approximately 1,000 sq. feet on the second level that houses the heating and cooling systems. The Police Department section of the building operates 24 hours a day. The heating cooling system is natural gas, and the building is equipped with a diesel generator in the event of an electrical interruption. The generator has a seven day capacity of fuel.

The Police Department responds to over 10,000 calls for service annually. About 14% of those calls are classified as “reported crimes” under the FBI Uniformed Crime Report. This does not include nuisance crimes, juvenile statutory offenses, and traffic infractions. In 2012 our crime rate was 86.1 per 1,000 population. The department maintains 19 marked police cars, 5 detective staff cars, one animal control vehicle, and two Auxiliary Patrol Vehicles. The average response time is under 5 minutes.

FUTURE FACILITY NEEDS & FUNDING

Increased development, especially retail and high density housing may result in the need to add additional officers to maintain the level of service currently enjoyed. Five additional officers would be needed if there is retail development on Marches Point and/or if the City Population reaches 20,000. In addition, a police/fire training facility at the current Station Three might be expanded to provide training space for law enforcement and fire, keeping staff in the City for training. The current station has space for 30 to 35 officers, which is adequate to accommodate the five officers that may be needed during the planning horizon.

Table CF-8. Police and public safety facility needs.

Police Capital Plan									
	2016	2017	2018	2019	2020	2021	2016-2021	2022-2035	Project Totals
Police Vehicle Replacements	\$ 145,000	\$150,000	\$155,000	\$160,000	\$165,000	\$170,000	\$ 945,000	\$2,275,000	\$ 3,220,000
New Police Vehicle	\$ 45,000						\$ 45,000		\$ 45,000
New Police Vehicle		\$ 50,000					\$ 50,000		\$ 50,000
							\$ -		\$ -
							\$ -		\$ -
	\$ 190,000	\$ 200,000	\$ 155,000	\$ 160,000	\$ 165,000	\$ 170,000	\$1,040,000	\$ 2,275,000	\$ 3,315,000

FUNDING

Table CF-9. Police and public safety facility funding.

Funding Sources	Amount (2016-2021)
ER&R Account	\$272,702
General Revenues	\$767,298
Total	\$1,040,000

Parks & Recreation

INVENTORY

The City of Anacortes provides a variety of recreational opportunities to its citizens and visitors. There are a total of 23 parks encompassing approximately 2,150 acres.

The following table is a list of parks and recreation facilities within the City:

Table CF-10. Parks inventory.

Name	Location	Size
Ace of Hearts Rotary Park	H Ave. & 38 th St.	5 acres
Alice Parchman Newland Park	R Ave.	10 acres
Ben Root Skate Park	N. end of Alice Parchment Newland Park	2 acres
Cap Sante Park	S. end of W Ave.	37 acres
Causland Memorial Park	8 th St. & N Ave.	2 acres
Clearidge Park	Blakely Pl.	0.8 acres
The Depot	7 th St. & R Ave.	5.75 acres
Grand View Cemetery	411 Hillcrest Drive	12 acres
Guemes Channel Trail	Edwards Way	.5 miles
Kiwanis Waterfront Park	W. of Guemes Ferry Dock	2 acres
N Avenue Park	2 nd St. & N Ave.	0.4 acres
Roadside Park	Jackson Ave.	0.3 acres
Rotary Park	Market St. & T Ave.	1.5 acres
Storvik Park	Between 29 th & 32 nd St.	8.7 acres
Ship Harbor Interpretive Preserve	Edwards Way	30 acres
Shugarts Playground	Adjacent to the Library	0.25 acres
Tommy Thompson Parkway	Between 9 th St. & Q Ave.	3.3 miles
Volunteer Park	14 th St. & H Ave.	24 acres
Washington Park	Sunset Ave.	220 acres
John and Doris Tursi Park	W. 12 th and Pennsylvania Ave.	3 acres
29 th St. Playground	29 th St. & Q Ave.	0.5 acres
Little Cranberry Lake Forest Lands	Georgia Ave.	703 acres
Whistle Lake Forest Lands	Whistle Lake Road	1,604 acres
Heart Lake Forest Lands	Heart Lake Road	452 acres

A Parks and Recreation Comprehensive Plan, and an Anacortes Community Forest Lands Comprehensive Plan, both adopted in 2009 as an element of the Comprehensive Plan, provide more detailed information.

The Fidalgo Parks and Recreation District operates a public swimming pool and fitness center located at 22nd Street and J Avenue. The District intends to develop a capital facilities plan during 2016.

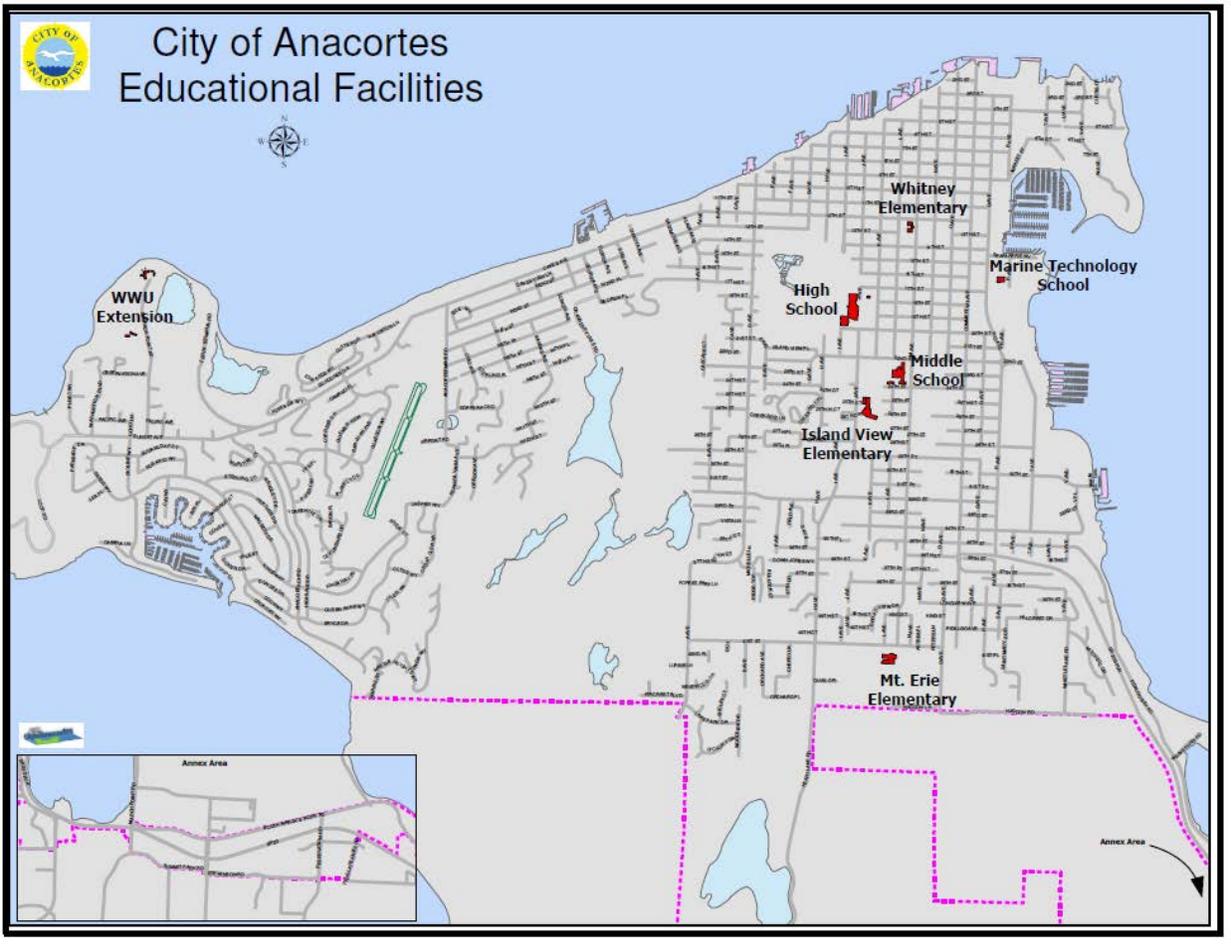
Washington Park Campground Improvements	300,000	General Park revenues / revenue bonds / grants
Washington Park Day Use Areas Improvements	440,000	Grants
Washington Park Upper Restroom	75,000	REET

Public Schools

Anacortes and its surrounding area is served by the Anacortes School District, which provides both primary and secondary education. The district operates one high school, one middle school and three elementary schools located within city limits. In 2015, the voters passed an \$86.9 million bond to partially replace the high school and address other facility needs.

INVENTORY

Figure CF-5. Anacortes schools.



FUTURE FACILITY NEEDS & FUNDING

The City neither sets nor controls the level of service standards for area schools. The Anacortes School District is charged with ensuring there is adequate facility space and equipment to accommodate existing and projected student

populations. The LOS for public schools is determined by the individual school district Capital Facility Plan. According to district planning documents, to accommodate enrollment through 2020, the district may need to add some classrooms based on average class size requirements recently enacted by the legislature. Longer term, renovations/additions and/or replacement at Mount Erie and Whitney Elementary schools may be needed to address safety, code, life-cycle replacement and programmatic issues and to accommodate potential growth in enrollment. The funding sources for public schools are federal, state, and local funds. Please refer to the Anacortes School District Capital Facility/Comprehensive Planning documents for specific planning.

Other City Facilities and Services

The City does not forecast needs for future general government facilities.

SOLID WASTE/RECYCLING

Solid waste removal services are provided by the City of Anacortes Public Works Department within the City limits. This includes both residential and commercial dumpster service. The city provides curbside residential recycling and curbside residential organics collection by contract through Waste Management INC. In 2015 the City assumed control over drop box solid waste collection. City's solid waste staff consists of three full-time operators and a solid waste supervisor. The City provides service to over 7000 accounts. The department has three [3] residential/commercial garbage trucks and one backup truck. In 2014 the city transitioned into automated collection vehicles eliminating the "manual throwing" of solid waste into trucks.

LIBRARY

The Anacortes Library has been in its present location at 1210 10th Street since 1967. A new 28,478 square foot facility was constructed in the same location as the former facility and was completed in 2003. The two story design includes many windows and skylights to take advantage of natural lighting. The library provides reading materials, DVDs, CDs, information services, free meeting room access, study rooms, and public access computers to patrons and visitors. Members of the staff are also certified Passport Acceptance Agents, and process an average of 44 passport applications per month. As the only passport agency with Saturday hours, the service draws people to our town from far and wide.

Physical items held in the library collection total over 147,000 and include specialized jazz and maritime collections. Over 244,000 items were checked out at the library in 2014. The library is open 7 days a week for a total of 51 hours of public service and is the only library in Skagit County providing Sunday service. Nineteen staff members provide a 14.5 FTE staffing level. City of Anacortes residents have free access to all library materials. Non-residents may purchase a library card for \$100, which allows them to check out physical materials and download electronic resources.

The library directly offers a varied menu of programs that provide education and entertainment to citizens, including storytimes for babies and children, summer reading programs, jazz concerts, and technology training. In addition, the public meeting room allows non-profit groups to hold meetings and other members of the community to teach classes about health and nutrition, foreign language classes, and other non-commercial purposes for free.

The FriendShop, housed in the lobby of the library, is open 6 days a week and is run by the Friends of the Library. Generous donations from the Friends of the Library, Library Foundation, local service clubs, and community members have helped to supplement the library budget during leaner economic times and have allowed us to add new and varied materials to the collection.

In order to address the expanding and often conflicting needs of the community, a modern library facility needs to provide flexible spaces. Additional community meeting room may be necessary as well as expansion of the existing facility so that the library can accommodate both louder uses (teen area) and quieter study room spaces or computing centers. Spaces that can be used in creative ways such as a "Maker Space" or small business resource center may be desired by the community. An aging population may require additional services such as homebound delivery. A bookmobile or mobile technology lab that stops at retirement and nursing care facilities as well as at lower-income apartment complexes would meet the need of outreach to citizens that are less mobile.

Technology infrastructure improvements as well as upgrading hardware and software will be necessary. The movement toward handheld mobile devices may not require the same amount of physical space, but increased bandwidth and providing access to current technology is essential.

There are no current capital projects planned to address anticipated library facility needs.

CITY HALL

Located at 904 6th Street, in downtown Anacortes, the three story City Hall was constructed in 1915/1926. It contains 31,846 square feet and houses council chambers, the Planning, Community and Economic Development Department, Public Works/Engineering Department, Finance, Utility Billing, and other administrative offices. It also houses critical city functions necessary for the management and operations of essential municipal functions.

The City Council Chambers

Housed in City Hall, are used principally for City Council, Planning Commission, Parks Board and other meetings. The chambers are used for both informal work sessions and public hearings. The size of the facility is predicated on providing adequate seating areas for public officials as well as the attending public. In 2015, the Council Chambers underwent a remodel project consisting of a new dais with monitors, upgraded sounds system, new carpet, painting, and base trim.

PUBLIC SAFETY BUILDING

The Anacortes Public Safety Building is a 17,000 square foot facility located at 1218 24th Street that was constructed in 2000, it currently houses the Police Department and Municipal Court.

MAINTENANCE SHOP

The Anacortes Maintenance Shop located at 2201 37th Street is a 15,164 square foot “combined” maintenance facility, with the Anacortes School District, constructed in 1977. It also has several out buildings used for vehicle / truck parking and storage of supplies and materials.

MUSEUM

The Anacortes Museum, established as a city board in 1958, moved into its permanent home in the 1910 Carnegie Library building, at 8th and M, in 1968. The Carnegie Library was added to the National Register of Historic Places in 1977. The building houses museum offices, a research library, photographs, archives, artifacts and permanent exhibits on the history of Fidalgo and Guemes Islands, as well as regular special exhibits.

The steam-powered sternwheeler *W.T. Preston*, a National Historic Landmark, came under the stewardship of the Anacortes Museum after the City’s successful bid to acquire it in 1983. In 2005, the Anacortes Maritime Heritage Center opened adjacent to the historic vessel at 713 R Ave. The center houses exhibits interpreting the *W.T. Preston*’s history and the city’s maritime heritage.

The museum is governed with advice and direction from the City’s Museum Advisory Board. The Anacortes Museum Foundation, a nonprofit organization, contributes financial and other support. The museum is open Tuesday-Sunday year-round, with office hours and research assistance on Tuesday-Friday. The *W.T. Preston* and Maritime Heritage Center are open Saturdays and Sundays in April, May, Sept. and Oct., and Tuesday-Sunday in June, July and Aug. The museum, *W.T. Preston* and Maritime Heritage Center are staffed by one full-time employee (Director Steve Oakley), 5 part-time employees and 3 seasonal, part-time employees.

Early in 2013 the museum finished a beautiful renovation of its research library, funded by a generous donor. One of its goals is to complete the restoration of the Carnegie Building and repair damaged brickwork.

The 2012 website upgrade has been a big hit, and between Jan. 1 and Nov. 1, 2013, there were 3584 patrons who made 36,274 searches. The website’s online offerings were doubled to 20,000 records with a goal to continue to enhance online offerings.

In June 2013 Mitch McCormick of College Pro Painters volunteered to prep and paint the starboard of the *W.T. Preston's* first deck, with Steve Oakley. In Aug. College Pro Painters scraped, washed and painted exterior cabin deck walls, soffits, trim, skylights, rope boxes, skiff cradle, hoist gear area, crane operator station and the second deck. The *Preston* looks shipshape, and we plan to continue repairs and ongoing work on our National Historic Vessel.

Staff members will continue to work with the community to arrange a place for the Tommy Thompson train's permanent display.

Storage space for the Museum's ever growing collection will continue to be a challenge, particularly in light of storage lost when the Boys & Girls Club moved into City Hall.

ANACORTES SENIOR ACTIVITY CENTER

The Anacortes Senior Activity Center, 11,385 square feet is located at 1701 22nd Street provides a gathering place of the area's seniors for socialization, education and recreation. The Center is owned and operated by the City of Anacortes.

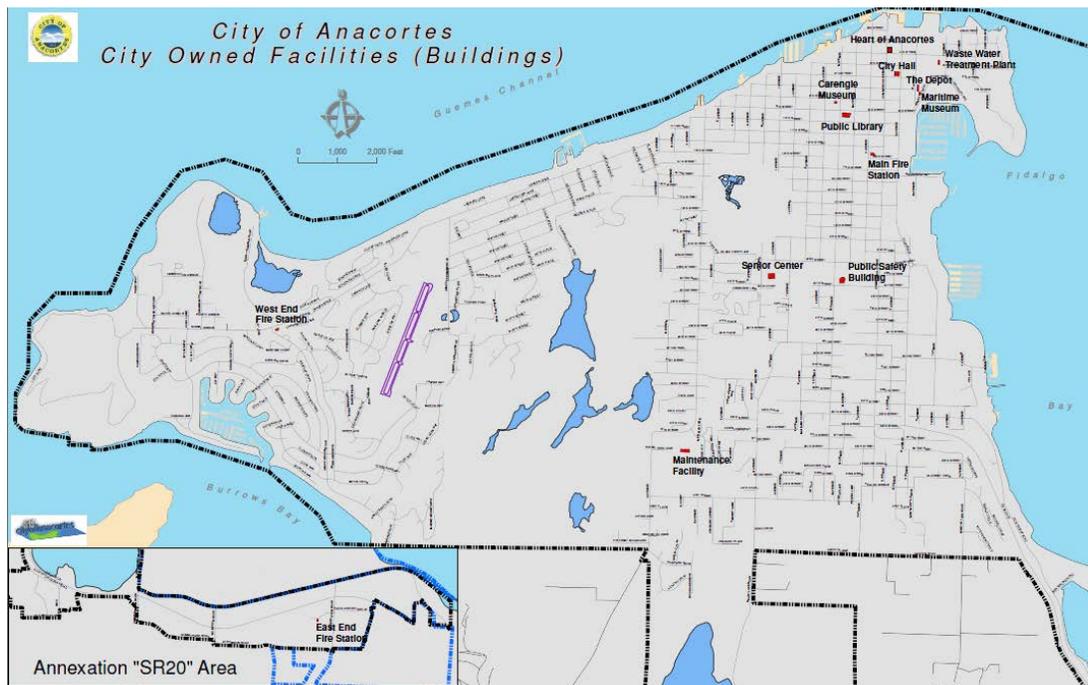
HEART OF ANACORTES

Purchased by the City in 2015, this property located on 4th Street between Commercial Ave. and O Ave., includes an outdoor venue, complete with a stage and concession area.

DEPORT ARTS & COMMUNITY CENTER

This facility, managed by the Parks Department, is a vintage railroad depot, located at 7th St. & R Ave. It is available to rent for groups and organizations and is also home of the local Anacortes Farmer's Market.

Figure CF-6. City-Owned Buildings.



Essential Public Facilities

Essential public facilities are defined by the Growth Management Act (GMA) and include facilities such as airports, state education facilities, state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities, and in-patient facilities. The GMA requires every comprehensive plan include a process for siting such facilities.

There are several existing facilities in Anacortes that would qualify as “essential public facilities” including, but not limited to:

- The Anacortes Airport, as a general aviation airport, is designated as an essential public facility subject to 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 Subarea Plan (Ord. #2707).
- State Route 20, a transportation facility, is designated by WSDOT as a Highway of Statewide Significance (HSS)

Figure CF-7. Airport Influence Area.



PLANNED ESSENTIAL PUBLIC FACILITIES

The State of Washington Office of Financial Management (OFM) is required to maintain a list of those essential state public facilities that are likely to be built within the next six years. The OFM 2015-2021 Six-Year Facilities Plan includes no planned facilities in Anacortes.

Potential Funding Sources

RCW Section 36.70A.070 requires that the Capital Facilities Element of the Comprehensive Plan include “at least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes.

The following is a list of most of the available major funding sources that can be used for capital improvements and the type of capital facilities that may be eligible for such funding or for which the revenue is normally used.

GRANTS

- Community Development Block Grants – Funds local housing, public and community facilities, economic development, and planning projects that principally benefit low income households. (Water, sewer, stormwater, transportation, parks)
- Community Development Revitalization Board – Provides grants to help finance public infrastructure required by business and industry. Supports industrial development, job retention and creation. (water, sewer, stormwater, transportation)
- Washington Department of Ecology – Offers wastewater grants, water quality financial assistance, and stormwater pollution grants (Water, sewer, stormwater)
- Washington Department of Commerce – Offers grants for growth management updates (Water, sewer, stormwater, transportation)

LOANS

- Public Works Trust Fund – Provides low interest loans to local governments for repairing and replacing deteriorating infrastructure (water, sewer, stormwater, transportation)
- Community Development Revitalization Board – Provides loans to help finance public infrastructure required by business and industry. Supports industrial development, job retention and creation. GO bonds can be used to pay back these loans. (water, sewer, stormwater, transportation)

GENERAL OBLIGATION BONDS

- Unlimited – These bonds can be sold if approved by 60% of the voters in a bond election. They are backed by the full faith and credit of the City and can only be used for capital purposes. Property tax increases are used to pay off the bonds. (water, sewer, stormwater, transportation, fire protection, police, parks, schools)
- Councilmanic Bonds (Limited Tax General Obligation Bonds) – These may be issued by a vote of the City Council. They are backed by General Fund revenues, and may be used for any city purpose, not just capital expenditures. (water, sewer, stormwater, transportation, fire protection, police, parks, schools)

REVENUE BONDS

This is the most common source for funding major construction improvements to the water and sewer utilities. The City issues these bonds and repays the principal and interest of the bonds from water sales and sewer service to its customers. Interest on such bonds is generally higher than general obligation bonds. (water, sewer)

LOCAL IMPROVEMENT DISTRICTS

These districts allow for special assessment on those properties that directly benefit from the improvement. When a capital project is going to provide a benefit that primarily or wholly benefits a portion of the City, a local improvement district (LID) can be formed as part of the project. (water, sewer, stormwater, transportation, parks)

IMPACT FEES

These are charges against new developing property that attempt to recover the cost incurred by the City in providing the public facilities required to serve the new development. They are specifically authorized by state law only for: (1) public streets and roads; (2) publicly owned parks, open space, and recreation facilities; (3) school facilities; and (4) fire protection facilities in jurisdictions that are not part of a fire district. (transportation, parks, fire)

OTHER INTERLOCAL AGREEMENTS

Prilled Sulfur – The City and the Port of Anacortes entered into an interlocal agreement whereby the Port pays the City for each ton of Prilled Sulfur transported through the City of Anacortes, and the City agrees to use those monies to keep the truck route in good repair.

MITIGATION FEES

The State Environmental Policy Act (SEPA) grants the City wide-ranging authority to impose conditions relating to a project's impacts. In order to use SEPA to impose impact fees, the City must establish a property foundation, rationally related to impacts identified in threshold documents or environmental impact statements. Fee collected under SEPA may not duplicate fees collected under other sources of authority. (water, sewer, stormwater, transportation).

USER RATES

User rates for existing customers can be adjusted to offset costs relating to increasing system capacity or improving the existing level of service. (water, sewer, stormwater, solid waste)

CONNECTION FEES

The City can amend additional hook up and connection charges to offset the costs of extending services and increasing system capacity. Surcharges are frequently applied to properties adjacent to City services where the owners petition for the extension of City services outside municipal boundaries. (water, sewer)

GENERAL FACILITY CHARGES

The City requires developers to pay General Facility Charges to purchase capacity in, and fund improvements to, the utility to which added demand is being placed from new capital facilities as part of a project. (water, sewer, stormwater)

TAXES (not including those used solely for transportation purposes)

1. City Utility Taxes – The City of Anacortes levies a seven percent tax on gross earnings from its water, sewer, and stormwater utilities, a three point four percent utility tax is levied against the solid waste utility. Utility taxes are also levied on the gross operating revenues earned by private utilities from operations within the boundary of a city. The city of Anacortes levies a six percent charge on electricity, gas, and telephone, and seven percent on cable TV.
2. Reel Estate Excise Tax (REET) – The city currently levies two taxes, each of one quarter of one percent (REET 1 and REET 2) on each sale of real property within its corporate limits. These funds must be spent “for any capital purpose identified in a capital improvements plan and local capital improvements including streets, parks, sewer, water mains, swimming pools, and gymnasiums.” (The second one quarter percent of this tax cannot be used for acquisition of land for parks.)
3. Retail Sales and Use Tax – This tax may be used for any general purpose by the City, including capital improvements.
4. Leasehold Excise Tax – This is a tax levied on leased publicly owned property, in lieu of a property tax, in the amount of 12.84% of the total lease amount.
5. Hotel-Motel Tax – This is a special excise tax. Funds may be used solely for tourism promotion and for the acquisition and/or operation of tourism-related facilities. The City of Anacortes' rate for this excise tax is 4%, consisting of 2, 2% assessments. The 2nd 2% is dedicated to advertisement of the International Ferry Run that runs between Anacortes and Sidney British Columbia.
6. Special sales taxes for specific purposes – For example, Skagit County levies a .2% “Public Safety” tax, the proceeds of which were used to build and operate the County Jail.

STATE SHARED REVENUES

1. Motor Vehicle and Camper Excise Taxes – These revenues must be used for the purpose of police and fire protection.
2. Liquor Receipts – Primarily for policing costs. At least two percent of liquor taxes and profits receipts must be devoted to an approved alcoholism or drug addiction program.

FUNDING SOURCES FOR TRANSPORTATION ONLY

1. State Transportation Improvement Board – Grant funds to local governments for projects that potentially have regional or multi-jurisdictional magnitude.
2. Surface Transportation Program – This is a regionally administered federal transportation program.
3. Statewide Competitive Allocation – A state administered program using federal funds for transportation projects associated with economic development, public/private partnership, and innovative projects.
4. Transportation Benefit District – These are authorized for cities by RCW 35.21.225 to fund capital improvements of City streets within the district.
5. Municipal Gas Tax Funds (Motor Vehicle Fuel Excise Tax) – All municipalities collect funds for street improvements. These funds are generated from the sale of gasoline and disbursed to the cities by the state, based on population.
6. Liquor Control Board Profits, and Liquor Excise Taxes – These funds are collected by the State through the sale of alcohol, and are distributed using a formula that is based on City population.
7. Federal Grants – These include US Department of Transportation, Federal Highway Administration, and National Highway Traffic Administration grants.

Utilities

Introduction & Background

The Growth Management Act (GMA) requires the utilities element of a comprehensive plan to consist of “the general location, proposed location and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines.” Three services often thought of as utilities but not included in this element are potable water supply, sanitary sewers and stormwater management. The GMA requires that these three services be addressed in the capital facilities element of a comprehensive plan.

In addition to meeting the GMA requirements with respect to utilities, this element also includes goals, policies and actions regarding conservation of resources utilized to provide these services.

Providers within the Anacortes Planning Area of the utilities discussed in this element are as follows, as of 2013:

1. Electricity
 - Puget Sound Energy
2. Natural Gas
 - Cascade Natural Gas
3. Telecommunications
 - Telephone: Frontier
 - Personal Wireless Services: Various providers
 - Cable Television: Comcast
 - Fiber Optic Cable: Various providers
4. Liquid Petroleum Pipelines
 - Olympic Pipeline Company
 - Kinder Morgan

Electricity

Puget Sound Energy (PSE) is Washington State’s largest and oldest energy utility, serving nearly 1 million electric customers primarily in the Puget Sound region, including the City of Anacortes.

To provide reliable service, PSE builds, operates, and maintains an extensive electrical system consisting of generating plants, transmission lines, substations, and distribution systems. PSE is regulated by the Washington Utilities and Transportation Commission (WUTC) and is obligated to service its customers subject to WUTC rates and tariffs.

Within the Anacortes UGA, PSE operates 115kV transmission lines, 115kV-12.47kV distribution substations, and 12.47kV distribution lines. Two parallel transmission lines, approximately 8 miles in length serve the Anacortes residential and business loads via Anacortes Substation (20MVA) and Burrows Bay Substation (25MVA). These lines also serve BPA’s customer, Orcas Power and Light Co-Op through BPA’s Fidalgo Substation via a 2.2 mile radial 115kV line (owned by PSE) out of the Burrows Bay Substation. Four 12.47kV distribution circuits out of Anacortes Substation and three 12.47kV distribution circuits out of Burrows Bay Substation carry power to the businesses and homes in and around the Anacortes business and residential districts.

In the heavy manufacturing zone and vicinity, PSE also operates several 115kV lines and 3 major transmission substations (March Point, Texaco West and Texaco East). The Texaco West and Texaco East substations serve the Shell Oil Refinery,

integrate the (Shell) 140 MW March Point Cogeneration plant, and are also used to help move PSE network power throughout Anacortes, Whidbey Island and the San Juan Islands.

PSE's 230kV/115kV March Point Substation sits just outside of the Anacortes UGA and is a source for all of the 115 kV lines within the Anacortes UGA. March Point Substation also provides service to Whidbey Island via two 115 kV lines. In addition, two 115 kV lines from March Point Substation feed the North Point Substation which is owned and operated by the Tesoro Oil Refinery (located between Fidalgo Bay and Padilla Bay).

PSE's 115kV-12.47kV Summit Park Substation (25MVA) is also in this location and serves the loads along SR-20 within (and outside of) the Anacortes UGA. Summit Park Substation has a total of three 12.47kV distribution circuits. PSE's Padilla Bay 115-12.47 kV (9.5 MVA) Substation which is located east of the Shell Oil Refinery has two 12.47 kV distribution circuits which serve loads such as General Chemical and the Olympic Pipeline as well as other area loads.

One of PSE's 115 kV transmission lines which connects to the Texaco East Substation (on the Shell Oil Refinery property) also feeds the Air Liquide Company's 115-4 kV distribution substation.

Upgrade of the two 115kV lines serving Anacortes and Burrows Bay Substations is planned within 10 years. The upgrade involves replacement with larger conductor on the existing structures. These lines are impacted by growth in the Anacortes UGA as well as growth in the San Juan Islands.

PSE also has plans to construct a new 115 kV line bay and power circuit breaker in March Point Substation and relocate one of the existing transmission lines to this new line bay. Moving this line from its existing line bay position on the March Point Substation 115 kV bus will improve transmission system reliability to the entire area. The plan is to try to complete this work in 2015.

PSE will construct new 115 kV lines and substations as necessary to meet future system needs. This includes meeting major industrial customer requests, interconnecting new generating plants and serving new commercial and residential growth.

Plans for the 115kV upgrade (reconductor) are based on forecasts for load growth and the timing of upgrade will depend on actual loading.

Natural Gas

Cascade Natural Gas (CNG) Corporation provides natural gas service to the City of Anacortes. CNG is an investor owned utility serving customers throughout the states of Washington and Oregon.

To serve Anacortes, CNG ties into Northwest pipeline on Fruitdale rd. in Sedro Woolley. Anacortes is served with multiple sizes of pipe that vary in pressure. Their system fully meets existing demand. They currently provide service to approximately 75% of the proposed urban growth area.

CNG has indicated that they have adequate resources to meet the service needs according to their standards. The City should cooperate with them in:

- Identifying joint use corridors;
- Providing early notification of projects and,
- Optimizing extension of service to new development.

To service future growth, the maximum capacity of the existing distribution system can be increased as required by one or more of the following:

- Increasing distribution and supply pressures in existing lines.
- Addition new distribution and supply mains for reinforcement.
- Increasing existing distribution system capacity by replacement with larger sized mains.
- Adding district regulators from supply mains to provide additional intermediate pressure gas sources to meet the needs of new development.

The location, capacity and timing of these improvements depend greatly on opportunities for expansion and on how quickly the city grows. There are usually several possible routes to connect different parts of the system. The final route taken will depend on right-of-way permitting, environmental impacts, and opportunities to install gas mains with new developments, highway improvements or other utilities.

CNG has an active policy of expanding its supply system to serve additional natural gas customers. CNG's engineering department continually performs load studies to determine CNG's capacity to serve its customers.

Customer hook-up to the distribution system is governed by CNG's tariffs as filed with and approved by the WUTC. Connection to CNG's distribution system is driven by demand, which means that connections cannot be planned in advance; rather connections are initiated by customer requests. CNG also installs service for new construction and conversion from electricity or oil to natural gas.

Telecommunication Services

TELEPHONE

Like investor-owned gas and electric companies, telecommunications companies are regulated by the WUTC, which establishes service levels and rates. Standard telephone facilities include a central plant, which houses switching gear, utility poles, and overhead or underground lines. Underground installation of telephone lines and use of efficient fiber optic systems is becoming more common as technology advances and regulators respond to aesthetic concerns. Frontier Communications is the provider of land-based ("land-line") telephone service in Anacortes. (Oak Harbor)

No additional switching stations or other major construction projects are anticipated for the Planning area over the next 20 years.

CELLULAR TELEPHONE SERVICE

A cellular system consists of cells (geographic areas served by a transmitting and receiving tower), cell sites (the tower site, base station radio and interconnecting equipment), a switching station (which receives and distributes signals from the cell sites via conventional lines and microwave signals), and the cellular phones themselves. Cellular phones can operate only within the range of a given cell site. Therefore, in order to cover broad service areas, cell sites must be located close enough to one another to provide uninterrupted services as the user moves from one location to another. With advances in digital technology, the capacity of cell sites will increase. Therefore, capacity is not anticipated to be a problem in the future. There are several providers of cellular telephone service within the UGA. These providers operate a network of cell sites within the City, Skagit County and surrounding counties in order to provide adequate coverage. Additional cell sites will be constructed in response to consumer demand as regulated by the Federal Communications Commission. (Oak Harbor)

A number of personal wireless service providers operate within the City. The cellular system will change in response to several factors: technology, customer growth, shifts in distribution patterns, and/or service quality or reliability. Cell sites are established throughout the region to transmit phone calls. There are a number of cell sites within the City. Cell sites include sites for mobile cellular phone services and for the Emergency Response System. (MAP?)

CABLE

Cable TV service is available to the City. Individual homes receive service from cables, which connect to distribution cables in the street. The distribution cables connect to the satellite station via trunk lines. Cables are installed either aerially or underground. Any future expansion that may occur will be completed as technology, market demand, and return on investment allows.

FIBER OPTIC CABLE

Various private operators have installed underground fiber optic cable in the Planning Area. Fiber optic cable allows high-speed data communications and transport across the United States. The City Council is currently exploring options for a potential municipal fiber network.

Major Pipeline Corridors

The Anacortes Urban Growth Area has three major pipeline corridors. One is the high pressure line described in the Natural Gas section of this Element. The others are fuel pipelines owned by Kinder Morgan and BP Olympic. The fuel pipelines cross through the eastern portion of Anacortes city limits near Padilla Heights Road and just east of the intersection of SR 20 and Reservation Road prior to terminating at the two oil refineries on March's Point.

The Kinder Morgan pipeline is approximately 69 miles long and ships Canadian crude oil and condensates from Abbotsford, British Columbia for delivery to Washington State refineries at Anacortes, Cherry Point and Ferndale. The pipe ranges in diameter from 16 to 20 inches.

The Olympic Pipeline is a 400-mile interstate pipeline system that includes 12 to 16 inch pipelines running along a 299-mile corridor from Blaine, WA to Portland, OR. The system transports gasoline, diesel, and jet fuel. The fuel originates at four Puget Sound refineries, including the two in Anacortes, and is delivered to Seattle's Harbor Island, Seattle-Tacoma International Airport, Renton, Tacoma, Vancouver, WA and Portland, OR.

Figure U-1. UGA pipeline corridors.

