



Land Use Element

Draft, September 4, 2014

Introduction

This memorandum contains background information to help inform the update of the goals and policies in the Land Use Element of the City of Anacortes Comprehensive Plan. The memo contains a summary of land use data available at this time. Some of the information is in a draft form and will be revised as data is updated. In particular, the existing land use data is undergoing review by the City and will be revised once that review is complete.

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 ¹

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

¹ WAC 365-196-405

Preliminary Findings: Existing Land Use Patterns

As noted previously, the existing land use data is undergoing review by the City and will be updated once that review is complete.

Incorporated City

The City is substantially developed, with 630 acres of the total land area remaining vacant. This 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 ferry terminal, northeast of D Ave and 32nd St, near 41st Street, and in the south part of the city surrounding SR-20 near March Point. Most of these sites are zoned for low to medium density residential uses, with the exception of the areas near March Point.

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 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 UGA are primarily Industrial/Manufacturing or Resource Production.

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

Table 1 Preliminary Findings: Inventory of Existing Land 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
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

Note: Data is preliminary and subject to change based on review and update by the City of Anacortes

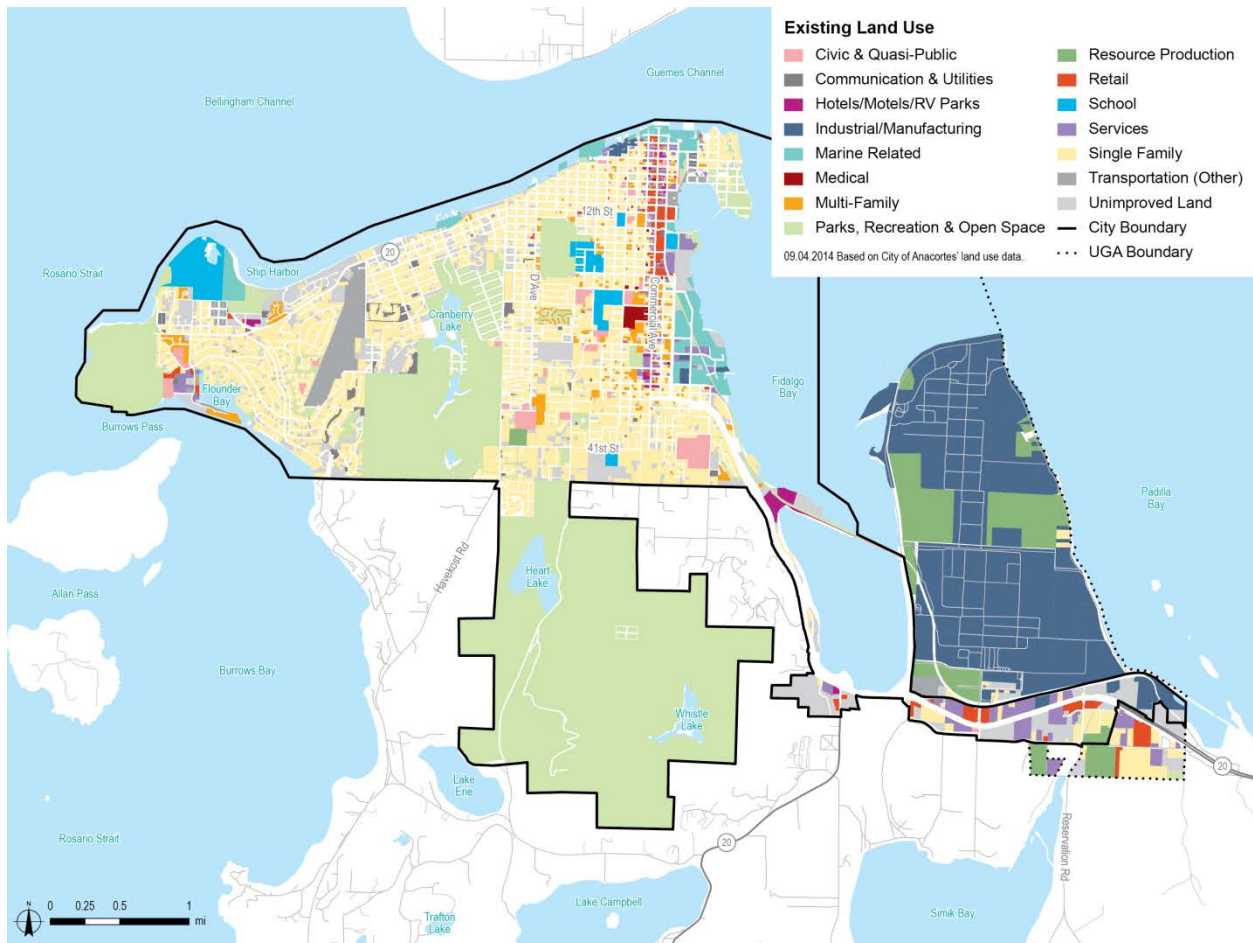


Figure 1 Preliminary Findings: Existing Land Uses in the City of Anacortes and Anacortes' Urban Growth Area

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

Note: Data is preliminary and subject to change based on review and update by the 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 American Community Survey estimates Anacortes' 2012 population at 15,798. Tables 2 and 3 show historic growth trends in Skagit County and comparison cities.

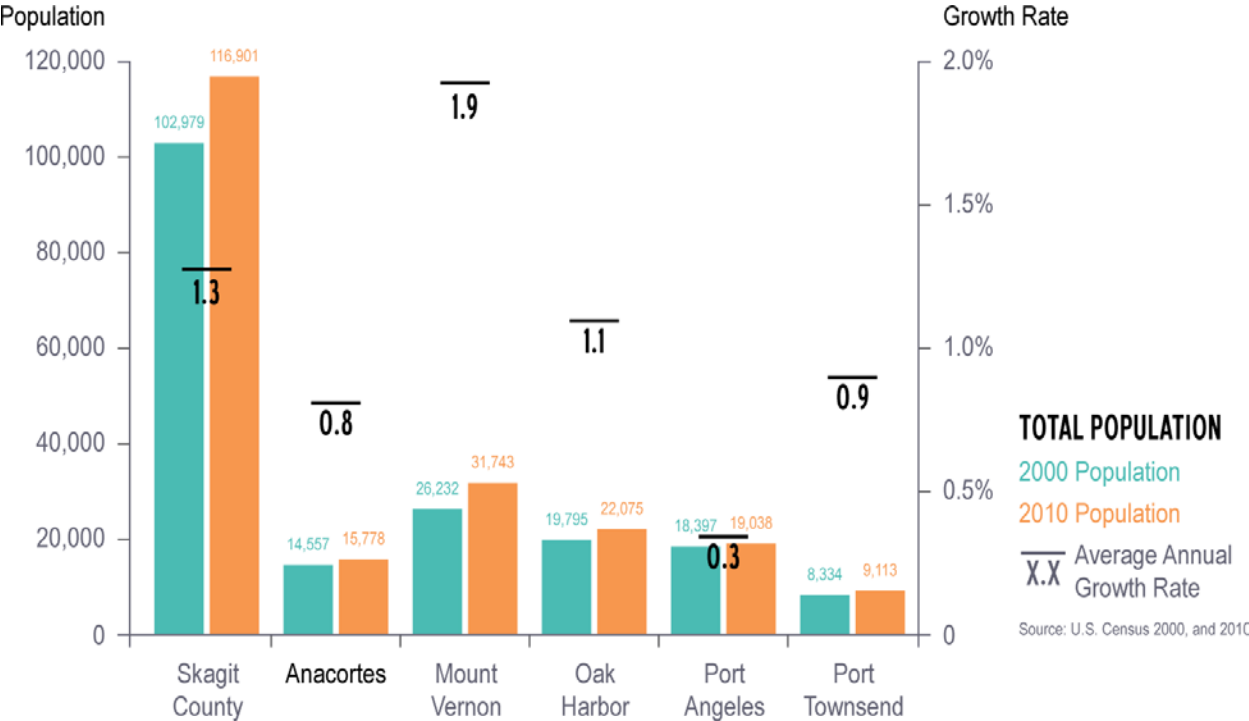
Table 2 City of Anacortes and Skagit County Historic Population Growth Comparison

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 3 Population Growth in Skagit County and Comparison Cities



Residential and Employment 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 37,751 new residents and 16,000 new jobs.

At this time, the County and cities are still in the process of allocating growth targets. For Anacortes, the initial 20 year growth target (2016 – 2036) identified for planning purposes is 5,910 new residents and 2,071 new jobs. This translates to an average growth of 296 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).

Based on a preliminary review, it appears that the City has available capacity to accommodate the anticipated housing and employment targets. A final determination regarding capacity will be made later this year based on final targets and an updated land capacity review by the City.

2012 Comprehensive Plan

Chapter 2 of the 2012 Anacortes Comprehensive Plan includes a discussion of land use issues, including background information, a description of land uses adjacent to the incorporated city and provisions for the Urban Growth Area, siting essential public facilities, and an integrated and consolidated project permit review process.

Chapter 3 of the Comprehensive Plan contains goals and policies, including those for land use. General policy guidance provides for the following:

- Compatible land uses and improved visual appearance
- Balance of land uses
- Regular updates of the Comprehensive Plan and Zoning Map
- Open space connectivity
- Support for commerce, employment and shopping opportunities

Specific goals and policies address heavy manufacturing, commercial, commercial marine, and housing/residential uses. Please refer to the Comprehensive Plan Chapter 3 for a complete discussion of goals and policies.

In appendices, the Comprehensive Plan also contains maps pertinent to land use, including the following:

- Appendix A Open Space Connectivity Map
- Appendix B Comprehensive Plan Designations Map
- Appendix C Buildable Residential Lots Map

The Comprehensive Plan Designations Map and Zoning Map are consolidated into a single map, described below.

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.

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 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' UGA lands are zoned for 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. 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 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 4 and Figure 2 describe zoning within the City of Anacortes and Anacortes' UGA.

Table 4. Zoning 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
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	-	-
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

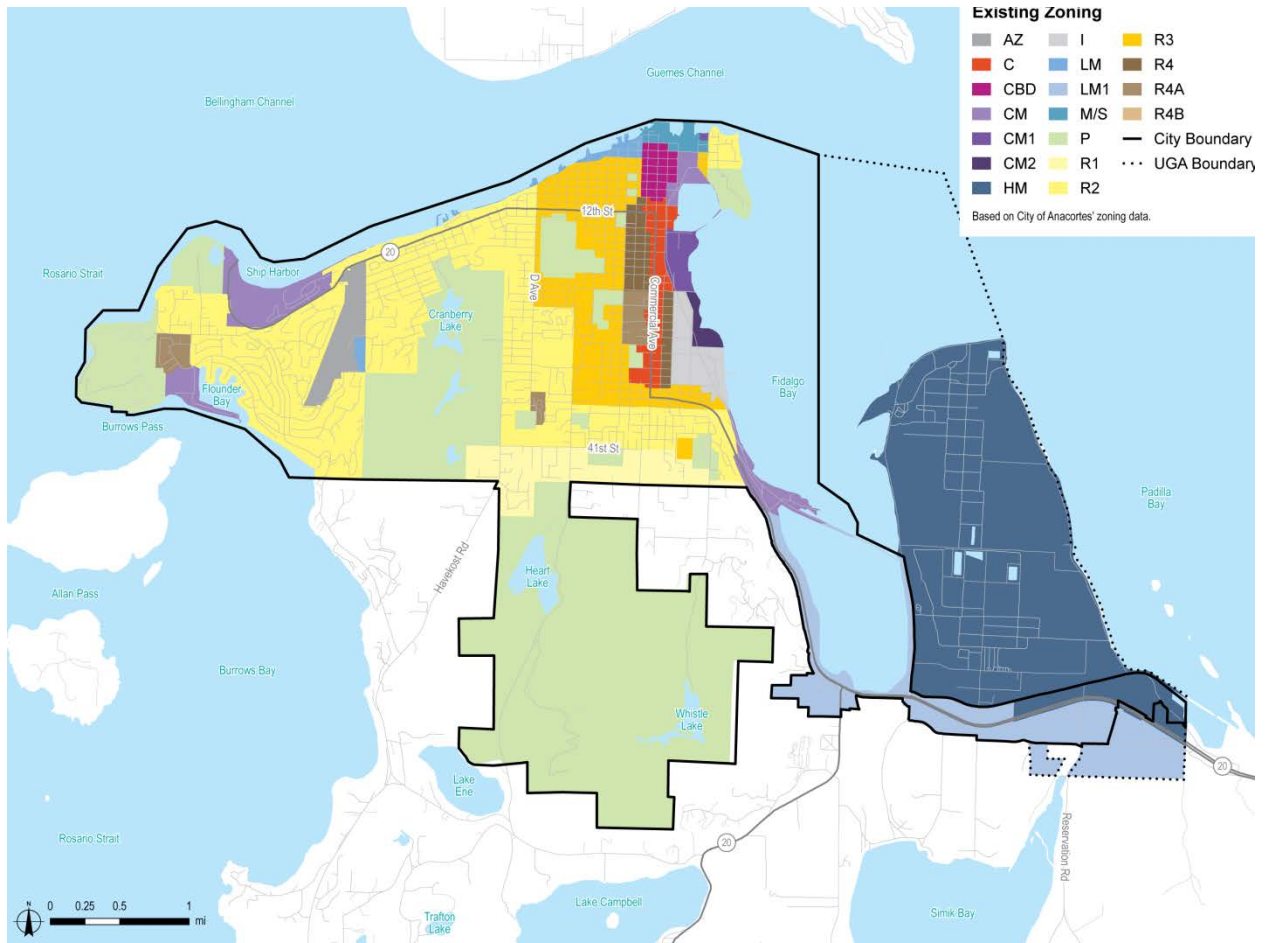


Figure 2. Zoning in the City of Anacortes and Anacortes' Urban Growth Area