

Chapter 3. LAND USE

Introduction

The land use chapter is the heart of Concrete's Comprehensive Plan and is developed in accordance with the Growth Management Act, Section 36.70A.070. It is the tool that will guide growth as changes occur within Concrete during the next twenty years. The Land Use Element considers the general distribution and location of land uses, the existing and future intensity of these uses, and the density of these uses.

Accommodating population growth while protecting natural amenities and quality of life is the reason for land use planning. A town must anticipate and plan for a variable influx of jobs and people; therefore, land must be preserved for those future uses. Growth brings greater demands on the community's infrastructure: more schools, more water, bigger wastewater treatment facilities, more extensive transportation facilities, and more land. By correctly and appropriately identifying how and where the community of Concrete wants to grow, there is a greater likelihood of moving towards the collective ideals of the residents.

The Town of Concrete

Concrete is situated on approximately 750 acres between the Skagit River and the foothills of the Cascade Mountain Range. It is a town with significant environmental constraints. This helps to explain why only 263 acres (27%) of its land base are currently developed.

One of Concrete's most important and distinguishing features is its "Uptown". Donald Ross Sr. wrote the following to describe "Uptown". In 1888 Richard Challenger filed a claim on the area west of the Baker River and built his cabin in the area now known as "uptown" Concrete. He called the community that developed around his cabin "Minnehaha". In 1890 he sold the area to Magnus Miller, who subsequently founded the Town of Baker, platting the area and selling various lots. By the following year there was a respectable settlement and an official Post Office was commissioned in the Miller home in 1892. At about the same general time all this was transpiring, a mining engineer named Amasa Everett had discovered that the area on the eastside of the Baker River was laden with limestone and clay, the principal ingredients for manufacturing cement. He filed his claim on the east banks of the river, later selling to a group who in 1905 established the Washington Portland Cement Company and began platting the area to be known as Cement City. A year later another plant was organized and built west of the river in the area where "Silo Park" now stands. By 1908, Main Street boasted three general stores, two hotels, a shoe shop, a bakery, a confectioner, a drug store, two restaurants, two pool halls, a blacksmith shop, a tailor shop, three saloons, and a newly built Presbyterian Church. In April of 1909 the communities of Cement City and Baker united, and by an overwhelming majority voted to incorporate, calling the town Concrete. Several fires consumed most of the original wood frame buildings during the next five or six years. The buildings along the main part of town were gradually replaced with Concrete structures, forming the "Uptown" Concrete as it now exists.

The "Uptown" characterized by Ross and other locals has been given the Comprehensive Plan designation of Town Center and specific zoning requirements are in place to retain its classic, old town feel. The Town Center of Concrete is relatively isolated from the highway which poses a

challenge for the area to realize its full potential. This challenge is more thoroughly discussed in the Economic Development Element of this Plan.

Puget Sound Energy Corporation and other industries, and retail and service businesses comprise the town's commercial/industrial business base.

A number of auto-oriented businesses are located along Highway 20. Concrete High School and Middle School are clustered next to the Concrete Airport, on a bluff on the south side of town.

For the last twenty years, Concrete's population has grown approximately 2% annually, and now has approximately 705 full-time residents within its existing Town limits, who live in 300 homes. By 2036, projections indicate that in the Town limits and the UGA, the Town will reach a population of 1,193. This is a decrease from the last population estimate (1,350) and is a result of the economic down turn that has impacted the nation for much of the time since the last update.

Goals and Policies

The following goals and policies are intended to provide the guidance and direction necessary to manage growth in the Concrete UGA over the next twenty years in such a way that encourages appropriate development, protects quality of life, and minimizes the impacts on the environment.

GOAL LU-1: Maintain the small town character and identity of Concrete while allowing sufficient growth in population and tax base to help finance infrastructure, public services, and amenities.

- Policy LU 1.1: Use local resources to encourage local involvement in community actions and enhance community pride. Build upon Concrete's history and devise ways to express pride in the town and community.
- Policy LU 1.2: Clearly identify local, public, and private responsibilities for social, health and emergency services and encourage the full utilization of these agencies to achieve the goals of this plan.
- Policy LU 1.3: Promote livability, pedestrian orientation, and high quality design. Limit stressful urban impacts such as noise, glare, and lack of convenient parking.
- Policy LU 1.4: Require annexation into the Town limits before extending sewer services into the UGA.
- Policy LU 1.5: Utilize the official Comprehensive Plan Map (Map #1) to help achieve the goals and policies of this plan. Concrete and the Grassmere UGA will use the following five designations to guide future development:

(1) *Residential (Res)*

The Residential comprehensive plan designation is intended to provide for the development of single-family detached, duplex and multi-family dwellings and for accessory uses that are related, incidental and not detrimental to the residential environment. An appropriate

mix of well-designed dwelling units is important to achieving the many interrelated Goals and Policies included throughout the Comprehensive Plan. Such as, housing affordability, walkability, and other aspects of healthy living.

(2) *Public (Pub)*

The Public comprehensive plan designation is intended to provide adequate land for government services and facilities, including utilities, office buildings, cemeteries, public access areas, public parking, schools, other local, State or Federal land, and for parks or open space.

(3) *Open Space (OS)*

The Open Space comprehensive plan designation is intended to encourage appropriate natural resource management in areas of Concrete which, by reason of geology, slope, floods, wetlands, wildlife habitat, location are not suited for intensive land uses and may require specific management techniques. Appropriate uses include low-density housing, open space, wildlife habitat, steep slope protection, water resource management, and activities/uses consistent with such management practices. This designation is intended to include significant Critical Areas and sensitive shorelines areas identified during the updates to the Critical Areas Ordinance and Shorelines Master Program.

(4) *Commercial/Light Industrial (C/L)*

The Commercial/Light Industrial comprehensive plan designation is intended to provide for and encourage commercial and light industrial uses. Areas designated as C/L are adjacent to or in close proximity to Highway 20.

(5) *Industrial (IND)*

The Industrial comprehensive plan designation is intended to provide for the location and grouping of industrial and commercial services that possess similar characteristics and have higher impacts than other urban uses, such as manufacturing, assembling, fabrication and processing, storage and warehousing, commercial lumber yards and other related uses.

(6) *Town Center (TC)*

The Town Center comprehensive plan designation is intended to preserve the existing downtown center and to provide for the expansion of retail businesses. This district encourages leisure shopping and provides amenities conducive to attracting pedestrian shoppers.

Residential (RES) Land Use Goal

There are a number of competing elements that influence housing location and design. State requirements for the identification and regulation of critical areas and shorelines have a particularly large impact on the location of the Town's housing. Recent emphasis on sustainability, walkability, and other aspects of healthy living impact both the location and design of housing. Incorporating the housing goals and policies from the Housing Element and its emphasis on opportunities for improving the existing housing stock and providing affordable housing are also factors to consider in developing residential land use goals and policies.

To accomplish its environmental requirements; its desire to promote healthy lifestyle; and to ensure adequate, well-designed, and affordable housing options for the Town's residents, a mix of housing (single family detached, duplex, and multi-family) is necessary. The Town intends to continue to have a single Comprehensive Plan designation for Residential uses but to work to update the zoning code to allow for areas of higher density and mixed density uses characterized by attention to design.

GOAL LU-2: Encourage the development of a wide range of housing types and densities to meet the differing housing needs of Concrete residents. Provide the flexibility to allow a mix of uses to facilitate a pedestrian-oriented, small town feeling.

Policy LU 2.1: Provide options for infill housing in established single-family neighborhoods that is designed to fit the established character of the neighborhoods.

Policy LU 2.2: Provide for higher density housing opportunities such as live/work units, and planned unit developments in mixed use areas that are conveniently located to arterial streets, adjacent to existing high density areas or adjacent to the downtown area. Allow for a mixture of commercial, office, and residential activities.

Policy LU 2.3: Provide opportunities for increased density within or adjacent to low density neighborhoods where design features are required that will result in no significant detrimental impacts to existing residential neighborhoods and will protect environmentally sensitive areas.

Policy LU 2.4: Update the zoning ordinance to implement these goals and policies:

Single Family detached Residential development should have a minimum of four (4) units per acre. Duplex development should have a minimum of eight (8) units per acre. These low to medium density residential uses should be located in areas that:

- Existing land use is predominantly residential;
- Utilities are available or can be extended concurrently with development;
- The local road network can handle the additional traffic flow, or be upgraded concurrently with development, and is free of significant through-traffic from adjacent commercial or high density residential areas;
- There are minimal wetlands, critical areas, or other environmentally sensitive areas, or development constraints.

Higher density (multi-family) or Mixed-Use Residential Development shall have a minimum of twelve (12) units per acre and should be located

in areas that:

- Are adjacent to existing or planned centers of employment and shopping;
- Have direct access to arterial roads without using local roadways in lower density residential areas;
- Can be efficiently served with utilities and emergency services;
- Have access to existing or planned park and recreation facilities, schools, and other public facilities;
- Are not within or immediately adjacent to geologically hazardous areas, floodplains, or other areas with environmental constraints.
- In the case of mixed use residential, the mix could include a mix of residential types or a mix of residential and retail and/or office use.
- All higher density or mixed uses should include emphasis on scale and design to ensure the development that results creates community spaces that are durable and livable.

Public (PUB) Land Use Goal

GOAL LU-3: Provide adequate land for governmental services and facilities and provide for aesthetic enhancement and recreational land use opportunities for both residents and visitors.

Policy LU 3.1: Utilize the following criteria when developing a zoning ordinance that implements these goals and policies: Public Land Use districts should be located in areas that:

- are owned by local, State, or Federal governments, and
- include utilities, office buildings, cemeteries, public access areas, schools, other local, State or Federal lands, parks or open space.

Policy LU 3.2: Identify and develop parks and open space for long-term recreational needs of the community, especially for youth and families. Recognize the important role that parks and open space play in providing access to both structured and unstructured physical activity, nature, and recreational opportunities.

Policy LU 3.3: Utilize areas when, by reason of geology, slope, floods, wetlands, wildlife habitat, location, public ownership or public interest, are not suited for intensive land uses and are better suited for low impact recreational uses.

Policy LU 3.4: Designate Public districts only when in public ownership or where contractual consent of the property owner is legally evident.

Policy LU 3.5: Utilize the *Parks & Recreation Plan* (April 28, 1997) as the basis for parks and open space designation and development. The Plan should be updated regularly to reflect the current and future parks and recreation needs of the community.

Policy LU 3.6: Regularly update and promote the use of the adopted Bikes and Trails Plan to provide access to local destinations and to support a healthy lifestyle.

Open Space (OS) Land Use Goal

GOAL LU-4: Provide for reasonable uses of the land that will be compatible with long-term production of hydro-electricity, water quality, and the stabilization of steep slopes.

Policy LU 4.1: Manage open space areas which by reason of geology, slope, or current natural resource uses are not suited for intensive land uses and may require specific management techniques.

Policy LU 4.2: Utilize management techniques that address land, habitat and forest cover management, water resource management, and natural hazard (such as steep and unstable slopes) management.

Policy LU 4.3: Provide notice and solicit property owners' input before applying an OS zoning district to property.

Policy LU 4.4: Utilize the following criteria when developing a zoning ordinance that implements these goals and policies: Open Space districts should be located in areas:

- With over 30% slopes and/or exhibit the potential for instability,
- Where water resources are being used as a community resource for public purposes,
- Where flood hazards are a concern,
- Where proximity to the municipal airport creates noise and/or safety concerns.
- With especially large or significant areas identified as Critical Areas or sensitive shoreline areas during Critical Areas and Shoreline Master Program updates.

Industrial (IND) Land Use Goal

Within the existing Town limits, there is currently no Industrial designated land that is not in Puget Sound Energy ownership and used for hydro-electric production. The only Industrial designated property is located on the far western edge of the Urban Growth Area. Alternative zoning measures including form based zoning should be established to allow desirable industrial uses to locate within the Town.

GOAL LU-5: Encourage the development of new industries that provide living wage jobs for area residents.

Policy LU 5.1: Develop and maintain a heavy industrial and commercial land supply that is sufficient to meet the varied needs of industrial land users.

- Policy LU 5.2: Capitalize on the assets Concrete has to offer to heavy industrial and commercial land users, such as access to Highway 20 and the availability of urban services.
- Policy LU 5.3: Plan for adequate road and utility infrastructure to meet the varied needs of heavy industrial and commercial users.
- Policy LU 5.4: Discourage non-compatible (particularly residential) land uses from locating in areas that are suitable and desirable for heavy industrial uses.
- Policy LU 5.5: Encourage the development of industrial parks that provide more flexibility and options for development of industrial uses and provide for a mix of industrial and commercial uses.
- Policy LU 5.6: Utilize the following criteria when developing a zoning ordinance that implements these goals and policies: Commercial, Heavy Industrial, or Manufacturing Uses should be located in areas that:
- Are capable of supporting industrial development without significant adverse environmental impacts;
 - Have utility services, including public water, sewer and three-phase electrical power at levels appropriate to serve the area and intensity of industrial use, or where extension of these services can be provided concurrently with development;
 - Have direct access to collector or arterial roads capable of supporting truck traffic without travel through residential areas;
 - Are not immediately adjacent to established residential areas or can be adequately mitigated using site and building design elements to lessen the potential impacts from noise, vibration, light, glare, odors, or traffic that could be generated by industrial activities;
 - Are within or adjacent to areas where existing heavy commercial or manufacturing development is located, provided additional commercial areas are planned and located, or sufficiently separated to avoid commercial strip development;
 - Do not result in additional through-traffic to established or planned residential areas or cause major circulation or congestion problems.

Town Center Land Use Goals

The Town Center District encompasses the historic uptown portion of Concrete. It is bounded on the north by Limestone Street, the south by State Route 20, the east by Dillard Avenue, and on the west by “A” Avenue.

GOAL LU-6: Capitalize on the assets of the Town Center area by encouraging the preservation of historic building features and focusing attention toward Baker River.

Encourage the expansion of retail services in the Town Center to capture a higher percentage of the retail dollars that residents currently spend outside the community.

Develop the Town Center to benefit from the large volume of tourist traffic from Highway 20.

- Policy LU 6.1: Support efforts to revitalize the Town Center. Recognize the importance of a thriving Town Center to the vitality of the entire community.
- Policy LU 6.2: Develop guidelines and employ historic unified building codes and standards for the renovation or rehabilitation of the Town Center buildings.
- Policy LU 6.3: Develop policies to encourage public improvements, and facilities that are compatible with the Town Center area.
- Policy LU 6.4: Develop cosmetic standards for new development that complements the Town Center. Standards should consider elements such as appropriate building scale, type of construction materials, setbacks, landscaping, and signage.
- Policy LU 6.5: Modify the town code to incorporate the design principals and guidelines listed above.
- Policy LU 6.6: Develop shared parking regulations in the Town Center.
- Policy LU 6.7: Develop plans to create a trail system that provides pedestrian access from the Town Center to the Baker River.
- Policy LU 6.8: Develop standards for recreational vehicle (RV) facilities within areas designated for commercial development.
- Policy LU 6.9: Work towards completing a downtown plan that includes the elements listed above.
- Policy LU 6.10: Encourage the development of retail businesses that cater to the traveling public in locations that draw motorists to the Town Center District. Locate these businesses adjacent to established commercial areas.
- Policy LU 6.11: Encourage tree maintenance strategies (limbing, windowing) that allow visual access of the downtown from SR 20.

Commercial/ Light Industry (CL) Land Use Goals

GOAL LU-7: Develop a commercial center that capitalizes on the large volume of tourist traffic on highway 20.

Encourage the expansion and development of clean, light industries that create minimal adverse environmental impacts and provide living wage jobs for area residents.

- Policy LU 7.1: Encourage the development of retail businesses that cater to the traveling public.
- Policy LU 7.2: Develop standards for recreational vehicle facilities within the Commercial/Light Industry area.
- Policy LU 7.3: Develop standards for commercial development that ensures that new development is attractive and complements the Commercial/ Light Industry area.
- Policy LU 7.4: Develop standards and guidelines to ensure that utilities and services are extended concurrently at appropriate levels with new and future development.
- Policy LU 7.5: Discourage residential land uses from locating in the Commercial/Light Industrial area.
- Policy LU 7.6: Modify the town code to incorporate the design principals and guidelines listed above.
- Policy LU 7.7: In light of the lack of Industrial designated land within the Town Limits, review the allowed Industrial uses to see if any should be allowed in the Commercial/Light Industrial area.
- Policy LU 7.8: Utilize the following criteria when developing a zoning ordinance that implements these goals and policies: Commercial districts should be located in areas that:
- Complement the existing town center district
 - Are along arterial or collector roads that have direct access to State Highway 20 or where adequate access can be provided concurrently with development without adding additional access points onto Highway 20.
 - Are in areas where commercial development would not result in additional through-traffic in established or planned residential areas, cause major circulation or congestion problems, or would result in strip commercial development.
 - Provide utilities at appropriate levels to serve the area and the intensity of the proposed commercial activity.

Urban Growth Area/Annexation Goal

GOAL LU-8: Provide for the orderly expansion and development as required to meet the growth needs of Concrete.

Include the residential, commercial and industrial areas of Grassmere (located immediately west of Concrete) inside Concrete's urban growth area boundary. See the Comprehensive Plan Maps for the location of UGA boundary.

Policy LU 8.1: Review annexation requests by the Town Council prior to completion so that appropriate zoning of the properties to be annexed can be established in conformance with the town's Comprehensive Plan.

Policy LU 8.2: Thoroughly consider the following effects of annexations in the Town of Concrete:

- Projected costs of providing services to the area to be annexed, including street maintenance, storm water runoff system maintenance, police protection, parks and recreation, and general governmental services.
- Estimated costs to extend utility services and upgrade substandard infrastructure including streets, storm water runoff systems, parks, and street lighting.
- Assessment of impact to any special districts, such as a fire district or cemetery district.
- Assessment of tax revenues that would likely be received by the town as a result of the annexation.

Policy LU 8.3: Only include land in Concrete's Urban Growth Area that:

- Is adjacent to the town limits or UGA , particularly those areas already developed at urban density;
- Can be efficiently served by police, fire, and emergency medical services and is in close proximity to schools and other public facilities;
- Can be most efficiently served by the existing transportation network without substantial new road construction or upgrade;
- Can cost effectively be provided with sewer and water;
- Has public support for annexation.

Policy LU 8.4: First evaluate annexation petitions to ensure that the annexation will result in a positive cash flow to Concrete; that adequate utilities and public services are available to serve the annexation area without impacting the cost or availability of public services and utilities to existing development and vacant land within the town limits; and that the annexation will not prevent or discourage the development of available vacant land within the town limits.

Environmental Land Use Goal

GOAL LU-9: Protect the scenic beauty, water quality, wildlife habitat areas, anadromous fisheries, open spaces, and cultural resources that contribute to the quality of life and give the Concrete area its rural character.

- Policy LU 9.1: *Sensitive Areas* Utilize the best available science to protect wetlands, streams, frequently flooded areas, and other fragile ecological systems, to minimize disturbance of significant natural features, and to mitigate in accordance with adopted standards.
- Policy LU 9.2: *Landscaping* Encourage the retention of natural vegetation or replacement of disturbed vegetation with appropriate landscaping or ground cover to prevent erosion, protect water quality and enhance the appearance of the town.
- Policy LU 9.3: *Interagency Coordination* Coordinate with State and Federal agencies to ensure the protection of fish and wildlife resources within Concrete's Urban Growth Area. Development projects shall be required to comply with State and Federal fisheries and wildlife protection laws.
- Policy LU 9.4: *Cultural Resources* Development in areas that have potentially significant historic, archeological or traditional cultural properties should occur in a way that avoids or minimizes impacts to these resources.
- Policy LU 9.5: *Hazardous Areas* Limit development in identified geologically hazardous areas unless hazards can be adequately mitigated through measures identified by qualified technical experts.

Airport Land Use Goal

GOAL LU-10: Encourage airport-compatible land uses through regulatory measures.

- Policy LU 10.1: Develop and maintain the airport consistent with the adopted Airport Layout Plan.
- Policy LU 10.2 Encourage the retention of green belts along the perimeter of airport property, particularly when adjacent to residential properties.
- Policy LU 10.3 Assist the applicant for land use development in creating airport-compatible development.
- Policy LU 10.5 Encourage the extension of utilities, including town water and sewer service to the airport.
- Policy LU10.6 Work directly with the Concrete School Distirct to ensure that the Concrete Municipal Airport and the school facility are compatible. Encourage education programs that utilize the airport.
- Policy LU10.7 Develop an avigation Easement for use on surrounding properties and land uses that recognized the existence of the airport and restricts vertical airspace.

- Policy LU 10.8 Develop design standards for hangars at the airport to ensure conformance with height restrictions and adopted Airport Layout Plan.
- Policy LU 10.9 Develop standards for issuing access permits onto the airport to determine the approximate location, size, and number of access permits that would be appropriate at the airport.
- Policy LU 10.10 The Concrete Municipal Airport is an essential public facility.
- Policy LU 10.11 Coordinate land use development on and adjacent to the airport to reduce hazards that may endanger the lives and property of the public and aviation users, and to protect the viability of the Concrete Municipal Airport.
- Policy LU 10.12 Protect navigable airspace from obstructions which are of sufficient height to constitute a danger to aircraft flight by prohibiting penetration of the Part 77 Imaginary surfaces as defined by the code of Federal Regulations, Title 14 Federal Aviation Regulations (FAR) Par 77, Objects Affecting Navigable Airspace.
- Policy LU 10.13 To retain local control to the extent possible, the Concrete Municipal Airport will not accept federal funding that would dictate changes in its use and/or management inconsistent with the desires of the town.

Healthy Living Goal

Goals and policies relating to land use, food access, and the transportation system have been shown to influence the health of local community members.

Goal LU 11: Encourage land use arrangements and decisions that encourage safe and convenient opportunities for walking bicycling, and public transportation to access schools, parks, employment, healthy foods, leisure activities and commerce.

- Policy LU 11.1 Encourage land use decisions that create equitable access to healthy foods through farmers markets, farm stands, urban agriculture, community gardens, and community supported agriculture programs.
- Policy LU 11.2 Encourage the use and acceptance of food assistance programs at farmers markets and farm stands.
- Policy LU 11.3 Promote a land use pattern that encourages people to walk and bicycle. Maximize the proportion of residences within safe walking distance of uses like parks, schools, grocers, retailers, service providers, employment public transportation, and other desirable community features.

Shoreline Management Program Goals

The Shoreline Management Act (RCW 90.58.100) requires that specified elements be considered in the preparation of this Master Program including: Economic Development, Public Access, Recreation, Circulation, Shoreline Use, Conservation, Historic/Cultural Resources, and Floodplain Management. The goals and objectives established for these elements provide the basis for policies and regulations included under the general and specific requirements of the Master Program. As such those goals and objectives are also included here as part of this Comprehensive plan.

Goal LU 12: To fully and effectively accomplish the following goals and objectives of the adopted Shoreline Management Program.

ECONOMIC DEVELOPMENT

Goal: Provide for economically productive uses that are particularly dependent on their shoreline location or use.

Objective: Plan for economic activity that is water-dependent, water related, or that enables water enjoyment by providing an opportunity for a substantial number of people to enjoy the shoreline.

PUBLIC ACCESS

Goal: Increase public access to publicly owned areas of the shoreline, and preserve and enhance shoreline views.

Objective: To provide for public access to publicly owned shoreline areas, except where deemed inappropriate due to safety hazards, security problems, environmental impacts, or conflicts with adjacent uses.

Objective: Preserve and enhance shoreline views and vistas.

RECREATIONAL

Goal: Provide for the preservation and improvement of public and private recreational opportunities and facilities along the Town's shorelines wherever appropriate.

Objective: Develop public and private recreational opportunities that are compatible with adjacent uses and that protect the shoreline environment.

CIRCULATION

Goal: Provide a safe and adequate circulation system including existing and proposed major thoroughfares, transportation routes, terminals, and other public facilities within

shorelines that benefit permitted uses without degrading shoreline ecological functions or aesthetic values.

Objective: Ensure that uses permitted in shoreline areas are designed and conducted in a manner that minimizes interference with the public's use of the water and shoreline to the degree practicable.

SHORELINE USE

Goal: Assure that coordinated land use plans will locate activity and development in areas of the shoreline that will be compatible with adjacent land uses and be sensitive to existing shoreline environments and ecological functions.

Objective: To promote the best possible pattern of land and water uses consistent with the Shoreline Management Act and land use regulations adopted by the Town of Concrete.

CONSERVATION

Goal: Preserve, protect, and restore the natural resources of the shoreline, including but not limited to scenic vistas, aesthetics and vital riparian areas for fish and wildlife protection.

Objective: Through the use of best science develop and implement siting criteria, design standards, and best management practices that will ensure the long term enhancement of unique shoreline features natural resources, and fish and wildlife habitat.

Objective: To designate and develop areas where there is an opportunity to restore, enhance, and conserve the natural shoreline for the benefit of fish and wildlife habitat.

HISTORIC/CULTURAL

Goal: Identify, preserve, protect and restore shoreline areas, buildings and sites having historical, cultural, educational, or scientific values.

Objective: To ensure the recognition, protection, and restoration of shoreline areas that have historical and or cultural value to the Town of Concrete and create a unique "sense of place" for public facilities and recreation areas in shoreline jurisdiction.

Objective: To ensure the recognition, protection, and restoration of shoreline areas that have educational or scientific values to the Town of Concrete.

FLOOD HAZARD MANAGEMENT

Goal: Protect the Town of Concrete from damage and loss caused by flooding.

Objective: To seek regional solutions to flooding problems through coordinated planning with state and federal agencies and the public.

Objective: To ensure that flood hazard protection projects have positive environmental benefits that emphasize long term solutions.

RESTORATION

Goal: To protect and improve water quality, reduce the impacts of flood events; and preserve natural areas, vegetation and preserve and restore shoreline ecological functions.

Objective: The degraded shoreline processes of Concrete will be restored to promote a net improvement to the shoreline ecological functions including, but not limited to water quality, vegetation, fish and wildlife habitat.

Background Analysis and Findings

The goals and policies outlined above resulted from community input, technical considerations, and the work found in the remainder of this chapter. Taken in its totality, the background analysis and findings helped determine specific land use policies and develop a land use plan map. The parts included:

- an inventory of existing conditions, including the natural environment, existing land uses; existing population; and development densities;;
- an analysis of future growth and needs based on projected population and demands for residential, commercial, and industrial land use; and
- discussion of how the Town and its designated UGA can accommodate future growth.

Existing Conditions

Natural Environment

Concrete has a number of natural features that both benefit and provide potential danger to the community and its residents.

Rivers

Two rivers play a significant role in the Town of Concrete. The major water body is the Skagit River which forms part of the town's southern corporate limits. The Baker River, a tributary to the Skagit River, flows southerly through the eastern portion of Concrete as it drains Shannon Lake located north of town. Concrete experiences an average of 67.2 inches of rainfall annually, 50 percent of which falls between October and January.

Streams

In addition to the Skagit and Baker Rivers, there are a number of small streams that drain from the steep slopes located to the north of Concrete. These streams convey a significant amount of sediment into the town annually, a concern primarily because of the unstable nature of the unconsolidated material uphill. The most significant of these streams is Lorenzen Creek which runs under the city from the upland hills to the north but surfaces south of Highway 20, then runs west for a mile and one half. This stream picks up water as it heads west and eventually holds enough to support fish populations. Together with its adjacent wetlands, it provides excellent habitat for both aquatic and terrestrial insects and animals.

Wetlands

There are few wetlands within the town limits. The wetlands that do exist are of marginal value and nominal size. There are a number of riverine wetlands located within the floodplain of the Skagit River. One wetland functions as an overflow channel during periods of high water. There are four significant wetland or wetland systems located immediately west of the town limits. Two of these are palustrine and two are riverine. The riverine wetland systems support fish populations.

Geology and Soils

Soils in Concrete vary from river wash and loamy sand near the river channels to silt loam and gravelly sandy loam approaching the valley sides. The slopes immediately to the north of the town pose a threat to many residents that live at the base of the hills. There are three reasons for this: the slopes average between 40% to 60% gradient; they are composed of unconsolidated sand, gravel and clay; and rainfall exceeds 60 inches annually. Together these have in the past resulted in downhill transport of large amounts of sediment. The most recent example of this is the slope failure uphill of East Main Street that occurred in the 1930s.

Fish and Wildlife Habitat

Baker River, which transects the town as it drains from Baker Lake, has both resident and anadromous fish species in its waters. There are several Type 5 streams that drain from the northern slope and one Type 3 stream that runs west on the south side of State Route 20 before it leaves the town limits and then drains into the Skagit River. A brief survey of the stream revealed marginal fish populations. There is no evidence of priority species and habitat areas.

Flooding

Flooding occurs in Concrete when high flows on Skagit River back up into Baker River and overflow banks on both sides of lower Baker River. Except for the areas in the vicinity of the mouth of Baker River, Skagit River floods do not reach the corporate limits of Concrete, which are set back from the river. While there is little development in Concrete's floodplain, there are several residences near the mouth of Baker River.

Flood Protection Measures and Hydroelectric Power Facilities

Hydropower storage on both the Skagit and Baker Rivers has partially regulated river flows at Concrete. On the upper Skagit River, two reservoirs have been constructed: Diablo Reservoir (1930) and Ross Reservoir (1940). On the lower Baker River, Lake Shannon was built in 1926 and Baker Lake was built in 1959. Additional flood control storage was established in the Puget Sound Energy Upper Baker Project in 1977. Seattle City Light, owned and operated by the City of Seattle, has three hydroelectric power plants on the upper Skagit River at Gorge, Diablo, and Ross Dams. Puget Sound Energy (formerly Puget Sound Power and Light) operates two hydroelectric power projects on Baker River, lower and upper Baker dams and reservoirs located at River Miles (R.M.) 1.12 and 9.29, respectively

Critical Areas Overlay District Map

During the 2008 update of Concrete's Critical Areas Ordinance, consultants hired by the Town identified and mapped the critical areas within the Town and its Urban Growth Area. That map, titled "Town of Concrete, Critical Areas Overlay District Map" shows the locations of steep slopes and areas of geological concern, floodway, floodplain, streams, wildlife habitat, and wetlands. It also shows designated shorelines and information on the Town's water system (wells, wellhead protection, and Group B water systems). The map is included as Appendix LU-2.

Shoreline Master Program

In 2013 Concrete adopted its most recent Shoreline Master Program (SMP). That document is included as Appendix LU-3. The document specifically discusses the relationship between the SMP and the Comprehensive Plan and includes goal and objectives that are included as part of this Comprehensive Plan (see Shoreline Goals above).

Shoreline management is most effective when accomplished in the context of comprehensive planning. The Growth Management Act (GMA) defines SMP policies as a part of the local comprehensive plan. RCW 36.70A.480 (1) incorporates the goals and policies of the SMA into the GMA as follows:

"For shorelines of the state, the goals and policies of the shoreline management act as set forth in RCW [90.58.020](#) are added as one of the goals of this chapter as set forth in RCW [36.70A.020](#) without creating an order of priority among the fourteen goals. The goals and policies of a shoreline master program for a county or city approved under chapter [90.58](#) RCW shall be considered an element of the county or city's comprehensive plan. All other portions of the shoreline master program for a county or city adopted under chapter [90.58](#) RCW, including use regulations, shall be considered a part of the county or city's development regulations."

Cities that plan under the GMA are required under RCW 36.70A to ensure that there is a mutual and internal consistency between the comprehensive plan elements and implementing development regulations including the SMP. RCW 365-195-500 requirements include consistency between the SMP and the future land use plan, specifically demonstrating that there is consistency regarding:

(1) *"Ability of physical aspects of the plan to coexist on the available land."*

(2) “Ability of the plan to provide adequate public facilities when the impacts of development occur (concurrency).”

In addition the GMA also calls for coordination and consistency of comprehensive plans among local jurisdictions under RCW 36.70A.100:

“The comprehensive plan of each county or city that is adopted pursuant to RCW [36.70A.040](#) shall be coordinated with, and consistent with, the comprehensive plans adopted pursuant to RCW [36.70A.040](#) of other counties or cities with which the county or city has, in part, common borders or related regional issues”

Existing Land Use

In 2015, a land use inventory was conducted to determine existing land uses and the amount of land available for development using information from the Skagit County Assessor. Land uses were categorized by designation and are shown in Table 1. Each designation is broken down by area within the existing Town Limits and for the unincorporated UGA area. The total for the entire UGA (Town and unincorporated area) is also shown. For the remainder of the analysis, UGA means both town and unincorporated area. In those cases where it is important to differentiate between the two Town and unincorporated area will be used for clarity.

Table 1 Land Use Analysis

Zone	Town Limits (Acres)	Unincorporated UGA (Acres)	UGA Total (Acres)
Airport (A)	40	0	40
Commercial Light Industrial	42	12	54
Developed	12	7	
Vacant	30 ¹	5	
Industrial	18	62	80
Developed	9	46 ⁴	
Vacant	9 ²	16 ³	
Open Space	178	0	178
Public	84	4	88
Residential	234	71	305
Developed	124	25	
Vacant	110	46	
Town Center	13	0	13
Developed	10		
Vacant	3		
Right of Way	149 (20%)	47 (24%)	196 (20%)
	758	196	954

¹ Includes 4 acres Trail and 7 acres ROW

² Includes 8 acres ROW

³ Includes 3 acres ROW

⁴ Much of the developed Industrial Land is underutilized

(1) Right-of-Way. The UGA has 196 acres (or 20%) of right-of way that are used for transportation and infrastructure. Typically, an urban area has 20% to 25% of its land in this category. As indicated in Table 1 not all areas of right of way have been separated out of the various zoning designations. The Town does not have GIS mapping capabilities of its own and is reliant on other readily available sources for mapping information. As such, the percentage of area with in right-of-way for the UGA is higher than the 20% reflected in the table but likely well within what is typical.

(2) Vacant Lands. The UGA includes 219 vacant acres within the various zoning designations. In addition to the completely vacant acres, much of the developed acreage is underused thus increasing the amount of area that could be available to accommodate future growth. While the completely vacant parcels represent only 23% of the total land area the underused parcels increases this percentage significantly and becomes a key factor in determining the UGAs ability to absorb the twenty year projected population growth.

(3) Developed Land. The UGA includes 273 acres that have been either partially or fully developed for residential, commercial or industrial purposes. As was discussed previously much of the developed area is underused and could represent additional area to accommodate growth in the future as it is redeveloped. It is difficult to determine the rate of redevelopment especially for residential acres.

Existing Comprehensive Plan and Zoning Designations for the Unincorporated UGA

Skagit County has adopted development regulations which apply to the unincorporated UGA of each jurisdiction in the county. The designations adopted by the county include Urban Reserve Residential, Urban Reserve Commercial/Industrial, and Urban Reserve Public/Open Space. The regulations limit the amount of development that can occur in the UGA without provisions for urban-level infrastructure. In general, subdivision of land into lots that are 5 acres or greater can occur, as well as new commercial and industrial uses cannot exceed 5,000 square feet of new construction per parcel, without providing urban-level infrastructure. Jurisdictions can adopt a special development permit procedure to allow more intense development in the UGA, if they demonstrate that adequate provisions for sewer service are being provided to the development.

While Skagit County has the official zoning and comprehensive plan designations for the unincorporated UGA, Concrete has applied its designations to the area as shown on the Land Use Map included as Appendix LU-1. This allows property owners, neighbors, and the public in general to know and understand how the Town intends to grow as it expands into the unincorporated UGA over the planning period.

Present and Past Population

County-wide population projections from the Washington Office of Financial Management (OFM) serve as the starting point for estimating residential land demand over the 2016-2036 planning period. Skagit County and its cities then agreed on an allocation of the projected growth among the incorporated and unincorporated areas of the county. Population growth estimates for Concrete can then be compared to suitable, residentially zoned, vacant land to assess adequacy of land supply for the twenty-year planning horizon.

Based on the 2010 census data, Skagit County had a population of approximately 116,901 residents. The county has experienced an average annual rate of population growth of approximately 0.8% since the last update. This reflects a significant decrease in the rate of growth from previous planning documents and is largely the result of the recent economic recession. Concrete has also experienced a similar slow rate of growth. In addition, during the 2010 Census Concrete experienced a correction that revised its population downward over 100 people. The current population is similar to those populations from the early 1990s.

Because population forecasting is an extremely complex task, accuracy is difficult to achieve. Nevertheless, forecasting is a valuable exercise as it requires forethought regarding the future of the community and the effects of growth. While the population projections below represent this effort, these are not static figures, but, rather, are figures that will be monitored on an ongoing basis and updated periodically.

Table 2. Census and OFM Population for Concrete

	2000 Census	2010 Census	2011	2012	2012 (Town & UGA)	2013	2014	2015	2036 Estimate (Town and UGA)
Town limits	790	710	710	715	873*	710	720	730	1193*
Change in Pop.		-80	0	+5		+5	+10	+10	+320*

* Source: BERK Consulting 2014

The population forecasts for 2036 are included in the previous table. A discussion of how those forecasts came about is included later and detailed discussion is included in Appendix LU-4.

Development Densities

There are approximately 930 acres within the corporate limits of Concrete. Lots vary in size from several acres to 1,250 square feet, and residential densities in existing neighborhoods range from two to six dwelling units per acre throughout the town. There are approximately 149 acres of residentially zoned land that have been either partially or fully developed. This constitutes only 21% of Concrete's total land base.

The 2010 U.S. Census revealed that 705 people in Concrete were housed in 300 dwelling units (approximately 68 units were vacant), for an average household size of 2.35 persons per household.

Using 2010 Census numbers, it can be estimated that residential development within the Town Limits has occurred at a density of roughly 4.8 dwelling units per acre. Note that almost all residential development is in the residential zone, with a minimum lot size of 6,000 square feet, or seven houses per acre. At 368 dwelling units, development within the residential zone has occurred at a density much lower than permissible.

There are 19 acres of developed Commercial/Light Industrial land. Public Use constitutes 88 acres of land made up primarily of the high school, junior high, cemetery, and Town parks. The Municipal Airport includes 40 acres. There are 55 acres of industrial land scattered throughout the

UGA. Industry includes the Puget Sound Energy, shake mills, and a scattering of commercial shops.

Future Growth and Demand

The Skagit Council of Governments retained BERK Consulting to assist Skagit County and its jurisdictions in forecasting population and employment for this Comprehensive Plan update. The results of the BERK work is included as Appendix LU-4. The following paragraphs summarize the process used to allocate population and employment. For additional detail refer to the full document in the appendix.

The Growth Management Act (GMA) requires that counties consult cities and allocate population growth within a range of projections provided by the Washington State Office of Financial Management (OFM). The update of the Skagit County and cities comprehensive plans, presented an opportunity to update the countywide population and job targets and allocations. The allocations are a critical part of the required land use analysis each jurisdiction is required to undertake as part of the update process.

The overall population and employment to be distributed to Skagit County as a whole was analyzed and recommendations from the Growth Management Act Technical Advisory Committee (Planners) were made. The Planners developed population growth and allocation recommendations based on OFM Medium projections allocated to urban and rural areas by an 80/20 split reflecting trends and policy. UGAs would receive a share of population based on their current shares. The following table shows the population allocations for each Skagit County jurisdiction and the rural area.

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

Based on this allocation, Concrete's population in 2036 will be 1,193 people, an increase of 320 from 2015. This represents an overall decrease of 157 people from the 2025 planning horizon

included in the previous Comprehensive Plan update and reflects the slower growth rate experienced due to the economic conditions that have occurred since the plan was last updated.

Additionally jobs were also allocated for each of Skagit County's jurisdictions. The table that follows shows how the jobs were allocated.

UGA	2012	Net Growth						Net Growth 2015-2036	Total 2036	Percent: 2015- 2036
		2012-2015	Resource	Retail	Industrial	Services	GovEdu			
Anacortes	8,166	238	0	92	702	806	476	2,076	10,480	13.0%
Burlington	9,467	429	0	305	1,141	1,360	710	3,516	13,412	22.0%
Mount Vernon	16,024	479	0	201	874	1,936	1,774	4,785	21,288	29.9%
Sedro-Woolley	4,594	158	0	46	368	592	566	1,572	6,324	9.8%
Concrete	347	11	0	9	7	8	85	109	467	0.7%
Hamilton	214	8	0	1	47	11	7	66	288	0.4%
La Conner	1,053	38	0	26	63	115	125	329	1,420	2.1%
Lyman	28	1	0	0	4	3	2	9	38	0.1%
Bayview Ridge	1,434	222	0	1	1,436	305	57	1,799	3,455	11.2%
Swinomish	925	32	0	9	22	150	109	290	1,247	1.8%
Rural	7,749	147	0	47	558	379	463	1,447	9,343	9.0%
Total 2015-2036	50,001	1,763	0	737	5,222	5,665	4,374	15,998	67,762	
Percent			0.0%	4.6%	32.6%	35.4%	27.3%	100.0%		

Notes: The figures apply to cities/towns including their associated UGAs. Sector splits are based on ESD projections. ESD mid-term growth rates were applied to 2012 base employment. ESD Projections are for non-farm jobs and exclude proprietors, self-employed, unpaid family or volunteer workers, farm workers, and domestic workers.

Source: Skagit Council of Governments 2014; BERK Consulting 2014

Based on this allocation, Concrete's can expect an increase of 109 job over the planning horizon. The vast majority of those jobs is expected in the Government and Education sector with few in the service and industrial sector. Only one new job is projected in the retail sector and no new resource jobs are projected.

Future Comprehensive Planning and Zoning

The Growth Management Act requires that cities manage growth in a consistent and predictable manner. Concrete plans to manage growth primarily through the use of comprehensive plan land use designations and densities. These designations are then implemented by the Town's zoning districts. In addition to the designations within the Corporate Limits of concrete the unincorporated UGA has also been designated to represent the most appropriate use of that area through the year 2036 as it is annexed into the Town of Concrete.

Concrete has developed seven Comprehensive Plan Designations to help guide its growth in a manner consistent with the city's vision. These include Residential (R), Public (P), Open Space (OS), Commercial/Light Industrial (C/LI), Town Center (TC), Industrial (I), and Airport (A) Designations (see the Comprehensive Plan Goals & Policies section for a description of each designation).

Appendix LU-1 includes the map of the Comprehensive Plan designations for the Concrete UGA..

Future Zoning and Growth in Concrete

The capacity to develop within a city or urban growth area is determined largely by the amount of vacant or underdeveloped land available for future use. Several factors affect the development potential of vacant or undeveloped property. The biggest factors relate to density and type of development allowed, typically through land use designation. Landowner preferences are another important factor. Some property owners may wish to develop their property at a lesser density than the minimum density allowed under existing zoning. Through the Zoning Ordinances, property owners who wish to develop their property must allow for minimum densities as set forth in the Comprehensive Plan and Zoning Ordinances.

Other factors include: the amount of future rights-of-way needed for roads and infrastructure; requirements for public schools, parks and other facilities; environmental constraints such as steep slopes, wetlands, stream corridors, and floodplains; and the real estate market. All of these make it unlikely that all of the vacant land will develop to the maximum allowable density. By taking these factors into consideration, a realistic assessment of in-fill potential can be generated.

Accommodating Infill and Land Use Demand

In-fill capacity was derived using the following assumptions:

- (1) Concrete residents prefer the relatively low residential development that exists today. It is unlikely that many existing residences currently zoned for higher density residential will be developed to the maximum allowable density. Any owner or developer of property in a residential zone must design the development to conform to the densities set forth in the Zoning Ordinance. Residential development shall be designed for a minimum of four (4) units per acre for Single Family residential zoned property.
- (2) There are significant areas of unbuildable residentially zoned land due to environmental constraints, such as steep slopes.
- (3) Historically Concrete's residential development has averaged a build-out of about four (4) units per acre. With the adoption of the Comprehensive Plan and implementing Zoning Ordinances, future residential development will take place at the minimum of no less than four (4) units per acre as Single Family Residential zoned property.
- (4) A 30% market factor should be deducted from the total available land. As some of the residential zoned land in Concrete is affected by steep slopes, wetlands, stream corridors, and flood plains, a 30% market factor will ensure adequate availability and choice in residential land supply.
- (5) There is no residential development potential in areas unless it is zoned Residential.
- (6) An average household in Concrete consists of 2.35 persons.

Residential In-fill

In order to get an accurate measure of in-fill capacity, a number of factors must be considered. Review and analysis of these factors will yield a projected build-out capacity for Concrete, for both dwellings and population. This calculation will help determine if there is a sufficient land

base to support the projected population growth over the next twenty years. Factors to be considered include:

(1) *Lands designated and zoned for residential development (zoning)*: This Comprehensive Plan includes 305 acres of land designated for residential development. This includes land within right-of ways, critical areas and land already developed. Based upon the Comprehensive Plan map and no other factors, the theoretical build-out, mathematically, comes to 1,220 residences. At 2.35 persons per household, the increase in population would be an additional 2,867 residents.

(2) *Right-of-way*: Right-of-way will amount to approximately 20% of available land at full build-out. This reduces the total land area to 244 acres.

(3) *Existing Developed and Undeveloped (Vacant) Land*: Land that is already fully developed has little further development value. After subtracting rights-of-way, there are 244 acres available for residential development; 149 acres have dwelling units on them. This leaves 95 acres that are vacant.

(4) *Market Factor*: In order to ensure adequate availability and choice in residential land supply, and to reflect the amount of residential zoned land that is difficult to develop due to severe slopes, water course, drainage and access, the Town must incorporate a 30% market factor into the twenty year projections for land use. This analysis further reduces the land available for residential development to 67 acres.

Community Preferences

One of the assumptions outlined earlier is that future development will take place at approximately the same density that has historically taken place: an average build-out of four units per acre for those areas zoned for residential development. Therefore, the remaining 67 acres can be developed to a capacity of 268 dwelling units. This results in the potential for 630 persons to move into Concrete, 310 (nearly double) over the OFM projection of 320 by the year 2025.

Commercial In-fill

There are total of 54 acres of Commercial/Light Industrial designated property. Approximately 19 of those acres are either partially or fully developed leaving 24 acres vacant (known right of way and trails have been subtracted from the available vacant area). Concrete contains an attractive business sector in the historic center of the town, but it has not been thriving. This is partly due to its relatively isolated location from Highway 20, with no clear route to bring vehicles off the highway to Concrete's downtown. Additionally, the three areas zoned for commercial use are isolated from each other, which tend to dilute the commercial impact and gravitational pull of commercial development.

While 24 vacant acres is more than adequate to meet the job base needs for projected population growth over the next 20 years, the more important factor affecting the economic vitality of the area is location and integration of commercial activity in Concrete.

Industrial In-fill

Concrete contains only a small amount of industry activity, including hydroelectric plants, small wood product industries, automobile repair, and home occupation operations scattered throughout the community. During the last update a significant area of Industrial designation was included in the unincorporated UGA. To facilitate updates to Skagit County and its jurisdictions Comprehensive Plans, ECONorthwest was retained to conduct an industrial land study. A copy of their findings is included as Appendix LU-5. The table below summarizes the consultant's findings regarding supply and demand for industrial land.

UGA	Land Need			Land Supply	Comparison of Demand and Supply		
	High Land Need	Moderate Land Need	Low Land Need		High Land Need	Moderate Land Need	Low Land Need
Anacortes	293	147	92	407	114	260	315
Burlington	349	175	106	123	(226)	(52)	17
Mount Vernon	452	226	137	267	(185)	41	130
Sedro-Woolley	138	69	43	77	(61)	8	34
Concrete	4	2	1	25	21	23	24
Hamilton	13	6	4	28	15	22	24
La Conner	17	8	5	2	(15)	(6)	(3)
Lyman	1	-	-		(1)	-	-
Bayview Ridge	122	62	39	724	602	662	685
Swinomish	10	4	3		(10)	(4)	(3)
Rural	304	153	91	116	(188)	(37)	25
Total	1,703	852	521	1,767	64	915	1,246

Source: ECONorthwest, based on the employment forecast from the Skagit County Regional Transportation Plan

Note: Land supply numbers may not add exactly to the total due to rounding.

Based on the findings, Concrete has significantly more than enough industrially designated land to accommodate its needs through the 2036 planning horizon.

Land Use Map

Map 1. Town of Concrete Comprehensive Plan Designations and Zoning Districts

