TOWN OF CONCRETE

COMPREHENSIVE PLAN – 2005 to 2025

In Compliance with the Washington State Growth Management Act

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TABLE OF CONTENTS

LIST OF TABLES iv

LIST OF FIGURES v

LIST OF MAPS v

Chapter 1. INTRODUCTION 1
Legislative Framework for Coordinated Planning 2
Consistency CountywidePlanning Policies 3
Scope and Purpose of the Comprehensive Plan 5
Plan Implementation, Monitoring, and Amendment 6

Chapter 2. BACKGROUND 8
History and Geographic Location 8
Prior Planning Efforts 8
Vision Statements for the Town of Concrete 9

Chapter 3. LAND USE 12
Introduction 12
Goals and Policies 12
Residential (RES) Land Use Goal 14
Public (PUB) Land Use Goal 16
Open Space (OS) Land Use Goal 16
.....
Industrial (IND) Land Use Goal 17
Town Center District 18
Town Center Land Use Goals 19
Commercial/Light Industrial District 20
Commercial/Light Industrial Land Use Goals 21
Urban Growth Area/Annexation Goal 22
Environmental Land Use Goal 23
Background Analysis And Findings 24
Existing Conditions - Concrete 24
Natural Environment 24
Existing Land Use 26
Existing Lots and Residential Densities 27
Future Growth And Demand 27
Present and Past Population Growth in Skagit County 27
Past Population Growth in Concrete 28
Projected Population Growth in Concrete 28
Future Comprehensive Planning and Zoning 29
Future Zoning and Growth in Concrete 30
In-fill Capacity and Land Use Demand in Concrete 30
Residential In-fill 31

30% Market Factor 33
Community Preferences 33
Commercial In-fill 33
Industrial In-fill 34
Land Use Demand in Concrete 34
Grassmere as Urban Growth Area (UGA) 34
Existing Conditions - Grassmere (Unincorporated UGA) 35
Existing Land Use 35
Existing Comprehensive Plan Designations and Zoning 36
Comprehensive Planning for the Future 36
Past Population Growth in the Grassmere UGA 36
Projected Population Growth in the Grassmere UGA 36
Future Zoning and Growth 37
Environmental Constraints in the UGA 37
Development Capacity of the Grassmere Unincorporated UGA 37

Chapter 4. HOUSING 40
Summary 40
Goals and Policies 40
Housing Data Sources and Planning Assumptions 43
Public Participation 43
Existing Conditions 44
Housing Inventory 44
Condition of housing 44
Housing affordability 45
Current housing assistance 48
Future Housing Needs 48
Analysis of future housing needs 48
Land for housing 49
Special needs housing 49
Housing Rehabilitation 50
Affordable Housing Resources 51
Housing Affordability Strategy 52

Chapter 5. CAPITAL FACILITIES 55
Introduction 55
Purposes Of The Capital Facilities Plan 55
Planning assumptions 58
Water System 58
Source 59
Storage and quality 59
Distribution system 59
Projected demand 61
Wastewater System 62
Collection 62
Current treatment 63

Proposed collection system improvements....63
Treatment....63
Stormwater System....64
Current system....64
Drainage, flooding and runoff problems....64
Streets, Sidewalks And Bridge....65
Current system....65
Proposed projects and funding....66
Town Buildings....67
Inventory and proposed projects....67
Proposed equipment and sources of funding....69
Parks And Recreation....69
Current system....69
Proposed projects and sources of funding....70
Police And Fire Protection....71
Fire department....71
Airport....72
Airport Priority Projects....73
Goals And Policies....74

Chapter 6. TRANSPORTATION....77
Transportation and Utilities Corridor....77
Introduction....77
Inventory and Analysis....78
Traffic Circulation Within the Town....78
Natural Traffic Barriers....78
Adequacy of Parking Facilities....79
Railways....79
Pedestrian / Bicycle Trails....79
Bridge....80
Roadway Classification....80
Level of Service Methodology....82
Level of Service Standards....82
Future Needs and Alternatives....83
Six-Year Financing Plan....85
Transportation Goals and Policies....86

Chapter 7. UTILITIES....88
Introduction....88
Existing Policies....88
Natural gas....88
Electricity....88
Telecommunications....89
Conclusion....89

Chapter 8. ECONOMIC DEVELOPMENT..... 90

Introduction…… 90
Land Use Designations…… 90
Industrial Occupations……. 91
Population and Employment Allocations…….
92
Objectives…… 94
Goals and Policies……
95

APPENDIX A 97
Public Participation Process.....97
Plan Amendment Process 98

APPENDIX B - COUNTY-WIDE PLANNING POLICIES…….. 99

LIST OF TABLES

Table 1. Type and Amount of Land Use Within the City Limits 26
Table 2. Population of Concrete 27
Table 3. Skagit County Urban/Rural Population, Projections, and Distribution 29
Table 4. Estimated Acreage within Each Comprehensive Plan District (Town limits only.....31
Table 5. Amount of Vacant Land with Severe Development Constraints Within Existing Town of Concrete Boundaries.....32
Table 6. Summary of Projected Residential In-fill Capacity.....33
Table 7. Existing Land Use Within the Unincorporated UGA.....36
Table 8. Lots and Acreage within Each Comprehensive Plan District Inside the UGA 37
Table 9. Amount of Vacant Land with Sever Development Constraints Inside the Unincorporated UGA 37
Table 10. Summary of Projected UGA Residential In-fill Capacity 38
Table 11. Age of Housing.....45
Table 12. Housing Cost as a Percentage of Income.....45
Table 13. Households by Income Group (Derived from 2000 Census) 45
Table 14. Average Rents (2000 Census).....46
Table 15. Housing Need for Future Growth by Housing Type 48
Table 16. Housing cost as a percentage of household income by age of householder 49
Table 17. Future population estimates for Concrete.....58
Table 18. Distribution System Capital Improvements.....60
Table 19. Additional Water System Capital Improvement Cost Estimates from the 1998 Comprehensive Plan not yet completed 62
Table 20. Wastewater System Inventory Summary.....63
Table 21. Capital Equipment Inventory for Public Works 68
Table 22. Parks Capital Improvement Plan 2006-2011 70
Table 23. Fire Equipment 72
Table 24. Airport Priority Projects.....73
Table 25. Level of Service Standards 82
Table 26. Current Levels of Service 83

Table 27. Projected Levels of Service 84
Table 28. Land Use Designations……. 90
Table 29. Industrial Occupations…….. 91
Table 30. Adopted 2025 Population Allocation…… 92
Table 31. Employment Forecast Distribution…… 93
Table 32. Land Supply…….. 93
Table 33. 1997-2015 Supply/Demand Comparison 94

LIST OF FIGURES

Figure 1. Construction Quality of Single Family Housing In Concrete 44
Figure 2. Percent of Low to Moderate Income Households in Concrete Adjusted for Household Size.....47

LIST OF MAPS

Map 1. Town of Concrete Comprehensive Plan Designations and Zoning Districts 39
Map 2. Town of Concrete Bikes and Trails Plan…….. 75
Map 3. Town-Owned Properties……. 76
Map 4. Town of Concrete Bikes and Trails Plan…….. 80

Chapter 1. INTRODUCTION-

In May 1998, the Town of Concrete first adopted its Comprehensive Plan, in accordance with the Skagit Countywide Planning Policies (CWPP) and RCW 36.70A. This adoption of the Comprehensive Plan has made the Town of Concrete a Growth Management Act (GMA) compliant town. For the most part, the Town and Citizens have found that the 1998 Comprehensive Plan is a valid and useful document, providing a solid framework for implementing the Town's land-use planning processes. However, after a couple years of living and working with the document, it became apparent that certain elements of the 1998 Comprehensive Plan do not exactly fit the culture and needs of the Town of Concrete, Grassmere (Town of Concrete's UGA), and their citizens.

The 1999 Comprehensive plan and associated Comprehensive Maps identify several critical areas within the Town Limits and Urban Growth Area. In addition, the Baker Dam zone of influence area is in the process of being mapped and studied. The Town is making no decision as to adequacy of or any changes to Ordinance 350, (Critical Area Ordinance). This item is scheduled for review and consideration beginning in 2002.

The 1998 Comprehensive Plan, while written specifically for Concrete, nevertheless in many ways more closely reflects the culture and typical viewpoint of an I-5 corridor municipality. It is not unusual for a resident of Concrete that drives a log truck or fishes from a river-boat to have a need for a garage as large as his home. Nor is it unusual in Concrete that an old building such as a schoolhouse or shakemill is viewed as a familiar landmark, rather than obsolete or out of place. Accordingly, this addendum suggests local zoning code changes to address residential outbuildings and non-conforming structures and uses. This addendum also recommends local zoning code changes addressing new neighborhood cottage industries.

Also included in the addendum is an updated Comprehensive Zoning Map. This updated map delineates the Town Center (TC) portion from the original Commercial (C) designated areas. The updated map also reflects a two-parcel zoning designation change from Residential to Commercial, and corrects two scrivener's errors.

The Town of Concrete Planning Commission hopes that this addendum enhances the effectiveness and relevance of the 1998 Comprehensive Plan as a working document. In the next years to follow, the Town of Concrete will be looking to update the Parks & Recreation Plan, Capital Improvements Plan, Shoreline Master Plan, and Critical Areas Ordinance. These planning efforts will be incorporated, along with this addendum into the scheduled 2001 update of the Comprehensive Plan.

A Comprehensive Plan contains a community's vision. It spells out goals and policies for the use of land and for where and how development and redevelopment should occur. A plan presents a sense of direction and provides a framework for making land-use and other planning decisions. In Washington, a plan serves as a local, legally recognized guide for private development, public expenditures, regulatory changes and further planning for a town and its surrounding growth area over the next twenty years.

A plan attempts to protect a community's health, safety and general welfare by describing how a town will create healthful, efficient, and esthetically pleasing surroundings in which to live. A plan focuses on land-use and related issues by addressing such questions as: How large should the Town be? Where should commercial and industrial development be located? What utilities, streets, and other services will be needed to serve the development and growth the Plan allows?

The Revised Code of Washington also describes how towns and counties must plan. The State of Washington Growth Management Act (RCW 36.70A) requires that the Town of Concrete plan for its future growth while protecting important natural resources and critical areas. The Town must estimate how fast population might grow over the next 20 years, delineate the areas where urban levels of development may occur, prepare capital facilities plans to show how services and utilities will be financed, and then adopt implementation regulations to carry out the Plan's goals and policies.

The Comprehensive Plan builds on the Town's past planning efforts, bringing together all those with a bearing on land-use and development. After public review, citizen involvement, and further revision based on that involvement, the Concrete Town Council adopts Comprehensive Plan and development regulations that implement the goals and policies of the Plan.

Legislative Framework for Coordinated Planning

In 1990, The Washington State Legislature adopted the Growth Management Act (GMA), after finding that "uncoordinated and unplanned growth...pose(s) a threat to the environment, sustainable economic development, and the health, safety, and high quality of life enjoyed by residents of this state." (RCW 36.70A.010).

The GMA made significant changes in the requirements under which cities and counties plan for the future, requiring that towns like Concrete plan for the next twenty years' growth and make provisions for services and facilities to serve that growth. The GMA also requires that Concrete coordinate with Skagit County and adhere to the County-adopted County-Wide Planning Policies and the thirteen GMA planning goals listed in RCW 36.70A.020. These statewide goals are:

1) **Urban growth**. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

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

3) **Transportation**. Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.

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

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

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

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

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

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

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

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

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

13) **Historic preservation**. Identity and encourage the preservation of lands, sites, and structures, that have historical or archaeological significance.

Consistency Countywide Planning Policies

In addition to the above GMA planning goals developed by the State, Skagit County developed Countywide Planning Policies (CWPP) which are written policy statements establishing a

county-wide planning framework to ensure consistency between county and city comprehensive plans as required in RCW 36.70A.100.

The Town developed its Plan in conformance with the CWPP. The CWPP with particular relevance to the Town of Concrete include:

Urban Growth:

- Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- Urban growth areas shall include greenbelt, open space, and encourage the preservation of wildlife habitat areas.

Transportation:

- The development of new transportation routes and improvements to existing routes shall minimize adverse social, economic, and environmental impacts and costs.
- Primary arterial access points shall be designed to ensure maximum safety while minimizing traffic flow disruptions.
- Cost effectiveness shall be a consideration in transportation expenditure decisions and balanced for both safety and service improvements.

Housing:

- Encourage the availability of affordable housing to all economic segments of the population; promote a wide variety of residential densities and housing types, and encourage preservation of existing housing stock.
- Allow for an adequate supply of land use options to provide housing for a wide range of incomes, housing types, and densities.
- The existing affordable housing stock should be maintained and efforts to rehabilitate older and substandard housing should be encouraged.

Economic development:

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

Open Space and Recreation:

- Open space corridors within and between urban growth areas shall be identified. These areas shall include lands useful for recreation, fish and wildlife habitat, trails, and connection of critical areas.
- Expansion and enhancement of parks, recreation and scenic areas and viewing points shall be identified, planned for and improved in shorelands, and urban areas.

Environment:

- Protect natural resource lands, aquatic resource areas, and critical areas.
- Preserve the rural character.
- In cooperation with appropriate local, state, and Federal agencies, develop and implement flood hazard reduction programs consistent with and supportive of the Corps Feasibility Study.

Citizen participation:
- Encourage citizen participation throughout the planning process.

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

Beginning in the fall of 1990, the Skagit County government conducted an extensive public participation process to determine how the GMA's thirteen goals could guide Skagit County's comprehensive planning processes. The County collected over 1,500 vision statements from participants at meetings throughout the County, including in Concrete. This citizen input became the basis for County-wide Planning Policies adopted in July, 1992, and amended in August, 1996 after extensive consultation with citizens in communities throughout the County.

The Town of Concrete's Plan must be consistent with the GMA's goals and with the Skagit County County-wide Planning Policies. But at least as importantly, the Town's Plan must serve the needs of the people who live, work, visit and play in the Town of Concrete.

Scope and Purpose of the Comprehensive Plan

A plan written to comply with GMA must address in general terms the twenty year period following plan adoption, with a detailed financial analysis for the first six years after adoption. The plan contains the seven mandatory elements required by the GMA at RCW 36.70A.070:

1) **Land Use Element** designating the proposed general distribution and general location and extent of the uses of land for housing, commerce, industry, recreation, open space, public facilities, utilities and other land uses.

2) **Housing Element** containing an inventory and analysis of existing and projected housing needs and making adequate provisions for all economic segments of the community.

3) **Capital Facilities Element** consisting of an inventory of existing capital facilities owned by public entities, the proposed locations and capacities of forecasted improvements and a six-year plan demonstrating how these improvements can be financed.

4) **Utilities Element** showing the general locations, proposed locations, and capacity of all existing and proposed utilities, including telephone and electrical lines, pipelines, etc.

5) **Transportation Element** including an inventory of transportation facilities and services, an analysis of future transportation needs, a six-year financing plan for needed improvements.

6) **Economic Development Element** provides a summary of the local economy, current population and employment, a summary of the strengths and weaknesses of the local economy, and goals and policies to support economic development projects.

7) Parks and Recreation (located in the Capital Facilities Element) provides a summary of existing parks and recreational opportunities within the Town as well as projected future parks and recreational needs.

The Plan also contains background information, the community's vision statements, goals and policies, and other supporting information.

The Plan is written for several audiences: local decision makers, Town residents, developers, and state and county officials. The Plan maps out the Town's future so that development follows the Town's preferred scenarios and so that the Town Council can anticipate and plan for the public expenditures that development will require.

Specifically, the plan is a legally recognized framework that serves these purposes:

1. The comprehensive plan is a guide for plans and regulations that govern the location and intensity of land uses, and it provides the basis for evaluating proposed changes in zoning, subdivision, and shoreline regulations. It also provides Town officials with direction in developing detailed plans and reviewing private development proposals, and it indicates to the public how likely the Town would be to approve zoning or other changes that apply to a specific parcel.
2. The plan provides the framework for decisions about the type and location of public facilities to accommodate projected growth.
3. The plan is a guide for Town and County coordination, for preparation of interlocal agreements, and for consideration of any proposed annexation.

Plan Implementation, Monitoring, and Amendment

This section outlines the plan implementation and monitoring procedures developed to measure progress in implementing the goals and policies in the Town of Concrete's Comprehensive Plan. This process also prepares the Town for updates in the future. These procedures address:

- Citizen participation in the process;
- Updating appropriate base-line data and measurable objectives;
- Accomplishments in the first seven-year period, describing the degree to which the goals and policies have been successfully reached;
- Obstacles or problems which resulted in the under-achievement of goals and policies;
- New or modified goals and policies needed to address and correct discovered problems; and
- A means of ensuring a continuous monitoring and evaluation of the plan during the seven-year period.

Although adopted by ordinance, a comprehensive plan has traditionally been a policy document with implementation through land development regulations or other ordinances. However, the

Growth Management Act encourages a variety of innovative implementation methods, regulatory and non-regulatory, which should be considered.

Existing development regulations must be updated to be consistent with the plan within one year of plan adoption. In reviewing regulations for consistency, the Town should ensure that the development patterns suggested in the plan are encouraged. In addition to the new development regulations identified in the land use plan, other regulations will be enacted as necessary to implement the land use plan.

Planning is an ongoing process, and improved data or changing circumstances will require amendments to the comprehensive plan. In particular, the plan will be reviewed once a year and updated as necessary to reflect revisions to the Office of Financial Management population estimates and revisions to the Capital Facilities Plan. The update will also address any specific concerns, clarify inconsistencies that were identified during the year, and review the adequacy of the adopted level of service standards. In addition, every seven years, the town will review the densities permitted within the Urban Growth Area and the usage of the land within the Urban Growth Area.

The community's vision and quality of life goals provide long-range guidance for the town. To maintain consistency and allow sufficient time for decisions to take effect, these general guidelines should not be changed more than every five years. However, as specific objectives or policies are achieved, revision of the plan in each element may be required to continue progress toward overall goals.

Amendments to the comprehensive plan can be requested by the Town Council or by any affected citizen or property owner. However, the plan may not be amended more than once a year, and therefore, requests for amendment can be deferred to the time of the annual public hearing. The Town Council will review the comprehensive plan and consider all proposals for amendment concurrently so the cumulative effect of the various proposals can be ascertained. A public hearing will then be held to solicit comment. After further review the Council will make modifications if necessary, and adopt the proposed amendment(s) to the comprehensive plan. By reviewing and updating the plan on a regular basis, Concrete can rely on this document in decision making and can maintain public interest in and support for the planning process.

Chapter 2. BACKGROUND

History and Geographic Location

The Town of Concrete offers a window into the spectacular Cascade Mountain Range and remains today a rugged reminder of the pioneer spirit that settled the West. In 1890, Magnus Miller, whose home served as hotel, store, community center and post office, founded the settlement of Baker at the junction of Skagit and Baker Rivers. By 1901, Baker was flourishing with a shingle mill and company store owned by the Baker River Lumber Company. In 1905, lime quarry and cement plants were established at Cement City, and in 1909 the town of Baker and Cement City incorporated as the Town of Concrete.

Concrete's last operating cement plant closed in 1969 and since then the economy has relied upon the timber industry, retail trade, construction and hauling, government and tourism. According to the State of Washington Office of Financial Management data, Concrete's population in 1980 totaled 600 people, and, by 1990, population had grown to 735.

The Town of Concrete is located along Highway 20 in East Skagit County, in the northwestern corner of Washington State, approximately 25 miles east of Sedro-Woolley and 30 miles northeast of Mount Vernon.

Concrete is situated partially on a hillside on the north bank of the upper Skagit River Valley, with elevations varying from 160 feet at the confluence of Baker and Skagit Rivers to approximately 600 feet in the northwest corner of the town. Concrete is nestled within mountain ridges ranging in elevation from 3000 to 4000 feet.

Prior Planning Efforts

This Comprehensive Plan builds on the past planning efforts of the Town of Concrete, local and regional groups, and citizens in the area. These include:

1) **Concrete Area Citizen Survey** (Spring, 1992) This first effort for initially assessing the needs and desires of Concrete area's residents resulted in 137 surveys being returned for tabulation. Survey results indicate that people in the Concrete area want increased recreational activities and tourist attractions and more emphasis on developing commercial/industrial areas.

2) 1993-94 **Concrete Comprehensive Planning Progress** The Town of Concrete conducted comprehensive planning process work to meet Washington State Growth Management Act (GMA) requirements. The Town used an extensive public participation process to reach consensus on directing future growth of the Concrete community.

3) **Concrete Visioning Community Meeting** The Concrete Chamber of Commerce's CEDAR group (Concrete Economic Development and Resources) sponsored a community meeting in May, 1992, as a first step in developing a local community revitalization strategy. For three hours, over 70 people talked about the future economic

direction of their local area. Out of this discussion, four goals for the area were identified: facilitate tourism development; improve community and business services and revitalize Concrete's downtown; improve the appearance of neighborhoods and districts; and enhance the area's parks and recreation. A vision statement of the desired future condition for each area was developed, and from this effort a single vision for the greater Concrete area emerged.

4) **Concrete Community Summit** On September 15, 1992, 76 people attended the Concrete Community Summit. Puget Sound Energy Corporation funded and helped to coordinate the activity, and nine local organizations co-sponsored the all-day event. Participants built upon the visions developed at the May, 1992, community meeting. For each vision, obstacles to reaching that vision were identified, and short and long term projects were considered.

5) **East Skagit County Economic Development Evaluation** (December, 1992) The Port of Skagit County, in cooperation with the Economic Development Association of Skagit County, commissioned an analysis of potential East Skagit County economic development projects. The East Skagit County Economic Development Evaluation supports many of the priorities established in this local action plan.

6) **Mount Baker National Forest Region Diversification Strategy** (November, 1990) This is one of a series of diversification strategies conducted throughout timber dependent areas in the state. Its purpose is to assist state and local agencies to pursue implementation funds for priority projects. This report indicated potential for diversification of the local economy in the following five areas: secondary wood processing, home-based craft manufacturing, food processing, tourism, and residential and industrial construction.

7) **Planning Commission Open House Workshops** (2005) The Concrete Planning Commission and Town Council held open-house style workshops at the Town Hall building after advertising in two local newspapers and posting flyers throughout the community. The purpose of these workshops was to obtain feedback from the community on the proposed changes to the Comprehensive Plan, including the updated critical areas ordinance.

Vision Statements for the Town of Concrete

In 1994, the Town Council adopted a Vision Statement comprised of six goal statements for the Town of Concrete whose overarching theme was to maintain the Town's character and identity -- the "small town atmosphere". These goals will endure as the Plan is implemented, specific measurable tasks are accomplished, and changes occur. As the Comprehensive Plan is updated to account for changing conditions and completion of the objectives identified in each of its elements, the goals in the Vision Statement will provide direction for such revisions.

1) The TOWN OF CONCRETE should use local resources whenever possible to encourage local involvement in community actions and to enhance community pride. This should

include continued encouragement of public and provide involvement in community traditions, as well as encouragement of volunteerism and activism.

2) The TOWN OF CONCRETE should encourage the local economy by providing a predictable development atmosphere, emphasize diversity in the range of goods and services, and ensure that as the economy changes that employment opportunities are balanced with a range of housing opportunities.

3) The TOWN OF CONCRETE should encourage changes that promote livability, pedestrian orientation and high quality design, and limit stress factors such as noise pollution and lack of parking. In addition, the TOWN OF CONCRETE should identify the responsibilities of public and private agents at the local and regional level for providing emergency and social services.

4) The TOWN OF CONCRETE should enhance opportunities for enjoyment of recreational and cultural activities, providing a range of activities for all ages. The enjoyment and educational value of such activities is enhanced by diversity in the available choices.

5) The TOWN OF CONCRETE should provide effective stewardship of the environment, to protect critical areas and conserve land, air, water and energy resources.

6) The TOWN OF CONCRETE is committed to following its adopted Comprehensive Plan and will proceed with the spirit of the provisions of the plan for an adequate period of time for policies and actions to take effect. The Town is also committed to working with the County and other relevant jurisdictions to coordinate and resolve regional issues. The policies and financial plans demonstrate how the Town intends to resolve problems, and thus can be used to inform residents and business.

The six goals above complement the vision statements that were created by the CEDAR (Concrete Economic Development and Resources) committee and reported out to the community in January, 1994. These included:

1) **Concrete Area vision** We envision Concrete and its surrounding areas to be a place where a "small town atmosphere" prevails; where our residents work together to ensure that Concrete retains and enhances the qualities of living in a small town, and where visitors feel welcome and enthusiastic about visiting. We will achieve this by:
   - creating a clean, attractive downtown which highlights its historical character and which caters to the needs of residents and visitors;
   - providing a variety of recreational opportunities;
   - cooperating within our neighborhoods to achieve a well-groomed and maintained community appearance;
   - encouraging visitors to use our community's businesses and services as a base to explore the area's scenic and historical sites; and
   - assisting in the development of a diversified economic base.

2) **Tourism Vision** We envision Concrete as a community where people feel welcome and excited about visiting. Our community encourages visitors to use our town as a base to explore our region's scenic and historical sites.

3) **Services/Downtown/Businesses Vision** The citizens of Concrete recognize that local businesses are a vital link to the community's economic well-being. It achieves this by providing a clean, attractive, and friendly atmosphere, strong and innovative communication methods, a strong sense of community pride, and a mixture of businesses which cater to the needs of residents and visitors alike.

4) **Recreation/Parks Vision** We envision Concrete as a community where current and future recreational development in the Highway 20 area provides for the recreational needs of our families and encourages visitors to use those recreational opportunities to enhance Concrete's economy.

5) **Neighborhoods and Appearances Vision** Concrete's neighborhoods should cooperate to achieve a well-groomed and maintained community appearance, with a mix of housing types to meet the many different needs of the community. Future annexes by the Town should be zoned consistent with the provisions set forth in the Comprehensive Plan and Zoning Ordinances to encourage higher density residential uses within Town limits. Mixed use zoning should be developed to encourage high density residential uses within single family residential where compatible. The Town has chosen not to establish and segregate multi-family housing into separately zoned areas. All new housing developments shall include urban level services and amenities. Local ordinances should address neighborhood maintenance and cleanup.

Downtown redevelopment should maintain historic and architectural character and serve to achieve appropriate groupings of land uses by actions such as murals, and continue to revitalize/renovate historical buildings and structures, banners, trash cans, sidewalks and new streets.

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.

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 195 acres (26%) of its land base are currently developed.

The Town Center District in Concrete has a classic, old town feel but is relatively isolated from the highway and has consequently not realized its full potential. 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 815 full-time residents within its existing Town limits, who live in 326 homes. By 2025, projections indicate that in the Town limits and the UGA, the Town will reach a population of 1,350.

Goals and Policies

The following goals and policies are intended to provide the community of Concrete and the Grassmere UGA with the guidance and direction necessary to manage growth 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 create an optimal living environment for dwellings that limits development to relatively low urban density. This designation provides for the development of single-family detached and attached dwellings and for accessory uses that are related, incidental and not detrimental to the residential environment.

(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

(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. Containing these uses to one specific area and applying performance standards and buffers will reduce the overall impact of the 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

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: *Residential (Res)* Provide additional medium density single-family housing in established single-family neighborhoods in the form of infill development.

Policy LU 2.2: Utilize the following criteria when developing a zoning ordinance that implements these goals and policies: Residential development should have a minimum of four (4) units per acre and 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.

Policy LU 2.3: 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 2.4: Provide for clustering of residential development that allows for increased density within or adjacent to low density neighborhoods when such projects can demonstrate that adequate buffers and/or project design features will result in no significant detrimental impacts to existing residential neighborhoods and will protect environmentally sensitive areas.

Policy LU 2.5: Utilize the following criteria when developing a zoning ordinance that implements these goals and policies: High Density Mixed-Use Residential Development shall have a minimum of eight (8) 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.

RESIDENTIAL AND HOUSING POLICY UPDATES

Residential Land Use and Housing Policies are contained in chapters 3 and 4 of the Comprehensive Plan. These policies are designed for the most part to increase overall housing densities, provide for residents affordable housing, and to embrace a wide range of housing styles and options.

High Density Mixed-Use Residential Development

In the Residential Land Use Section of the Comprehensive Plan, Policy LU 2.5 states:

"Utilize the following criteria when developing a zoning ordinance that implements these goals and policies: High Density Mixed-Use Residential Development shall have a minimum of eight (8) 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."

Residential accessory buildings

Town ordinances previously restricted the size of residential accessory buildings to a maximum of 640 square feet. The planning commission became aware that this standard was too restrictive for many of the Town's residents. A 640 square foot accessory building in many cases may be undersized for the needs of outdoors-oriented homeowners. For example, it is difficult if not impossible to house a log truck and a river boat into a 640 square foot accessory building. Moreover, an accessory building limited in size to 640 square feet in many cases may be too small to allow for the dual purpose of household storage and accessory dwelling unit. In the Housing Element of the Comprehensive Plan, Policy H 1.2 states:

> "Evaluate land use regulations and identify measures to increase the variety of affordable housing types in Concrete. Some possible code revisions include: smaller single family lot sizes; allowance of attached dwellings and accessory dwelling units."

For these reasons, the Planning Commission recommended an amendment to the Zoning Code that allows the footprints of new accessory buildings to be restricted only by lot setback requirements, maximum lot coverage requirements; and that height restrictions are derived from fire safety and protection considerations. This amendment was adopted by the Town Council in 2001.

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.

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: The Town should adopt and regularly update a Bikes and Trails Plan for the community which designates both on-street and off-street paths, trails, and bike routes in Concrete. The Town supports a fair resolution to the private property rights issues associated with the Cascade Trail.

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.

Industrial (IND) Land Use Goal

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 DISTRICT

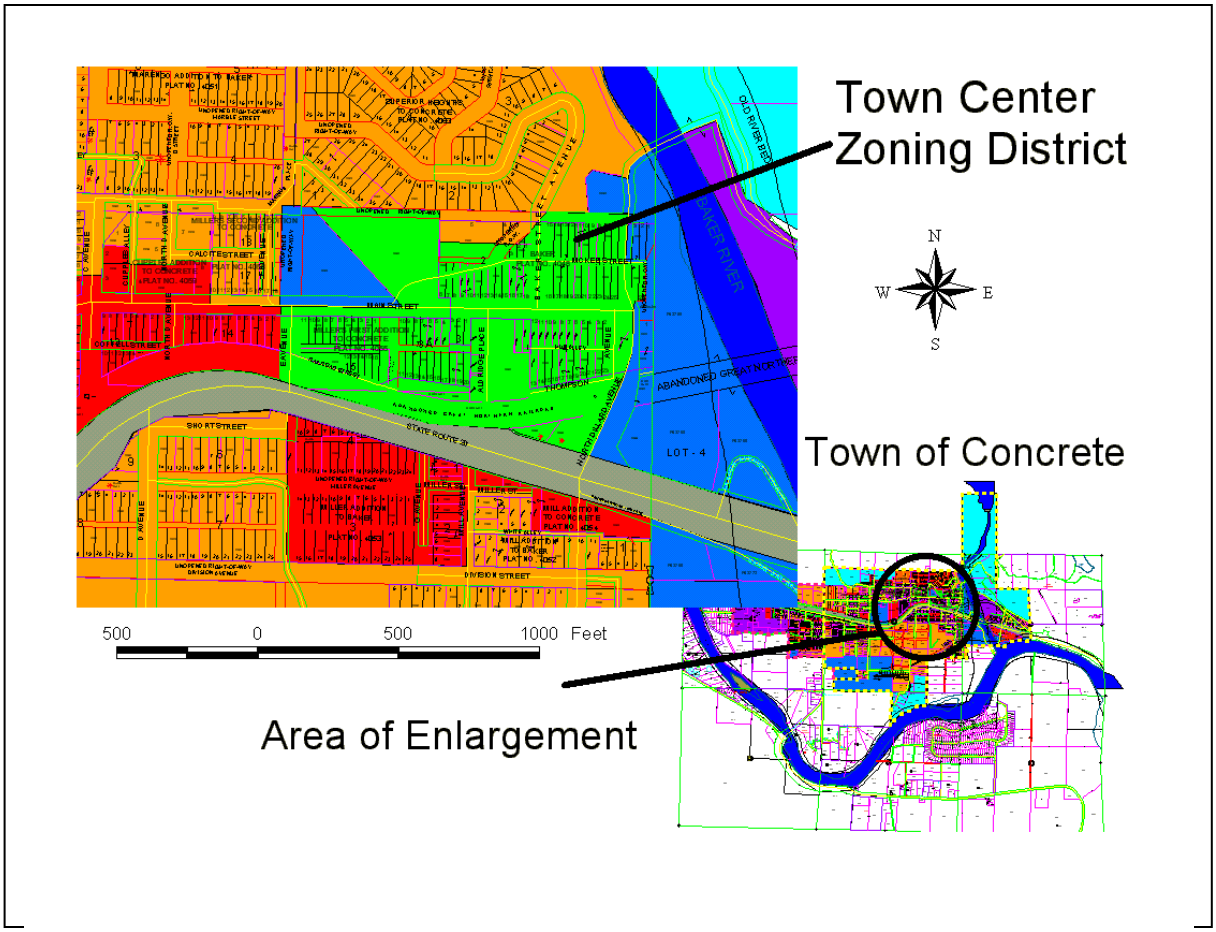
A Brief History of Uptown Concrete (by Donald Ross, Sr.)

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.

Town Center District Boundaries

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.

The following map shows the extent of the Town Center District:



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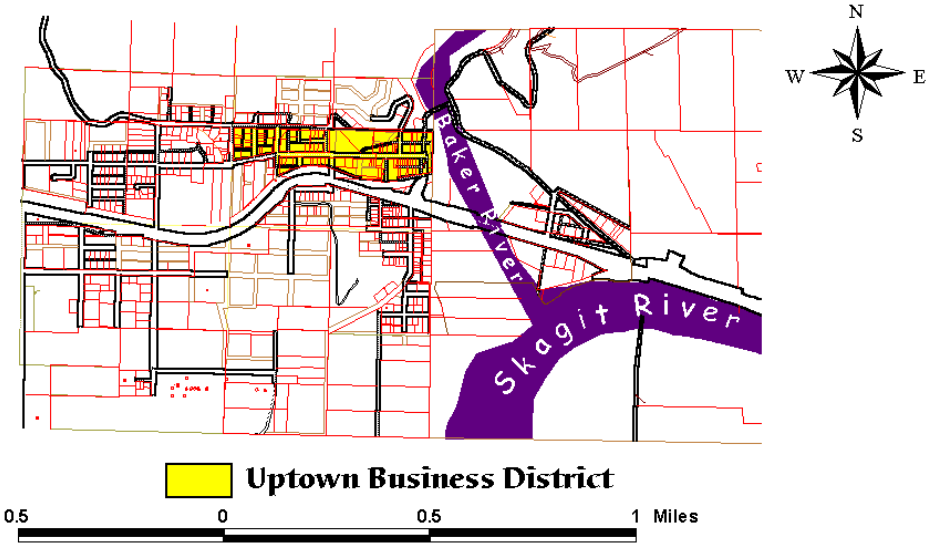
Uptown Concrete



by Concrete Planning Department

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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.

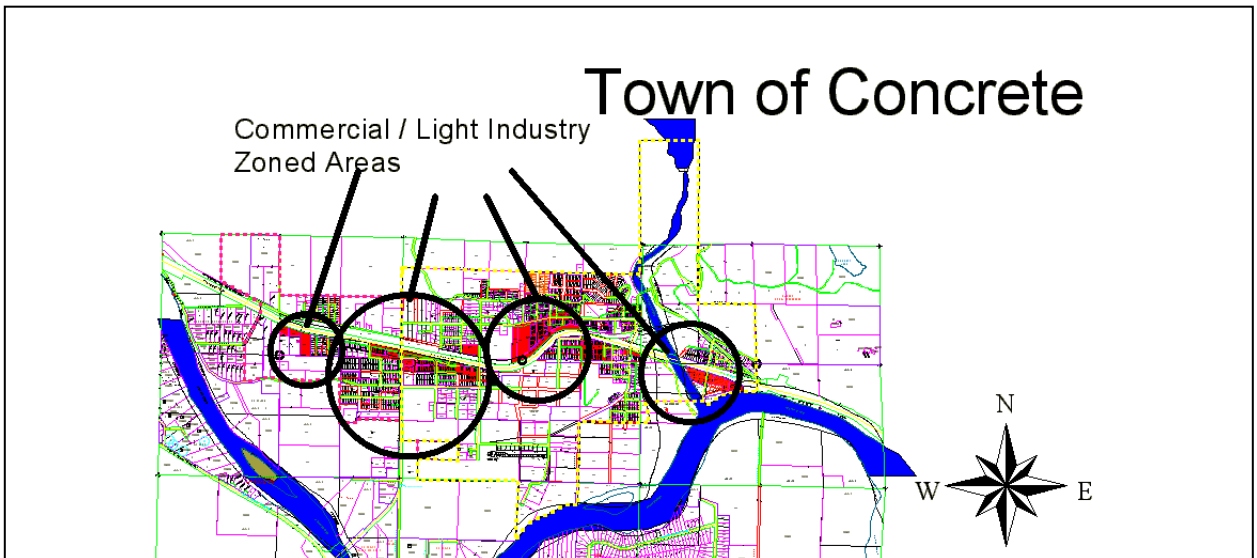
Policy LU 6.9: Work towards completing a downtown plan that includes the elements listed above.

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.

COMMERCIAL/LIGHT INDUSTRY DISTRICT

The Commercial/Light Industry District is that portion of the 1998 Comprehensive Plan's Commercial District that is adjacent to or in close proximity to Highway 20. Service and retail businesses in this district are ideally situated to capitalize on the tourist traffic volume of the Highway 20/ North Cascades Highway. Light industrial enterprises would likewise benefit from the proximity of Highway 20 for efficient transportation of consumers and goods.

Commercial / Light Industry District Boundaries
The following map shows the extent of the Commercial/Light Industry District:



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 Industry area.

Policy LU 7.6: Modify the town code to incorporate the design principals and guidelines listed above.

Policy LU 7.7: Utilize the following criteria when developing a zoning ordinance that implements these goals and policies: Commercial districts should be located in areas that:

- Compliment 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.

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 environmental constraints; present, and past population; existing land uses; development densities; areas of historical significance; and existing regulatory guidelines;
- an analysis of future growth and needs based on projected population and demands for residential, commercial, and industrial land use; and
- findings with respect to appropriate Comprehensive Plan Designations, zoning, and in-fill capacity.

EXISTING CONDITIONS - CONCRETE

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.

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. The Town has been actively involved in the FERC relicensing process to relicense the Lower Baker River facility. Puget Sound Energy's current license expires in April of 2006.

Geology and Soils

Soils in Concrete vary from riverwash 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.

Existing Land Use

In 2005, a land use inventory was conducted to determine existing land uses and the amount of land available for development using GIS data. Land uses were categorized by designation and are shown in Table 1.

(1) Roads, Railway and Rights-of-Way. Concrete has acres of roads, railway, or right-of way that are used for transportation and infrastructure, or are set aside for other purposes. Typically, an urban area has 20% to 25% of its land in this category. The rights-of-way in Concrete add up to 27% of the total area within the town limits. This obviously is due to the location of Highway 20 and the abandoned Great Northern train track, both of which run through the middle of town.

(2) Vacant Lands. With 353 unused or only marginally used acres, a large portion of the town's land is vacant. Vacant lands are those parcels that are not being actively used or are distinctly underdeveloped. At 47% of the 747 acre land base of Concrete, this becomes a key factor in determining Concrete's ability to absorb the twenty year projected population growth.

(3) Developed Land. There are approximately 195 acres of residentially zoned land that have been either partially or fully developed. This constitutes only 21% of Concrete's total land base.

Table 1. Type and Amount of Land Use Within the City Limits

Zoning	**Acres**
Commercial/Light Industrial	62.17
Industrial	83.28
Open Space	203.78
Public Lands	115.30
Residential	391.12
Town Center	18.09
Transportation Corridor	56.22

Total area zoned in Town and UGA 929.95

Residentially zoned property: 391.12
Reduction: market factor / infrastructure / critical areas: 30%

Total net acres: 273.78

Total number of residential household units: 326

Total units per acre: 1.19

Existing Lots and Residential 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.

The 2000 U.S. Census revealed that 790 people in Concrete were housed in 326 dwelling units, for an average household size of 2.63 persons per household.

Based upon the above population density and household size, there is an average of 1.67 households 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 326 dwelling units, development within the zone has occurred at a density much lower than permissible.

There are 80.26 acres of Commercial/Light Industrial land use in three different locations. Public Use constitutes 115.30 acres of land. This is made up primarily of the high school, junior high, cemetery, Municipal Airport, and Town parks.

There are 83.28 acres of industrial land scattered throughout the town. Industry includes the Puget Sound Energy plant, shake mills, and a scattering of commercial shops.

FUTURE GROWTH AND DEMAND

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 Concrete, as a community, wants to grow, Concrete has a greater likelihood of moving towards the collective ideals of its citizens.

Present and Past Population Growth in Skagit County

County-wide population projections from the Washington Office of Financial Management (OFM) serve as the starting point for estimating residential land demand over the 2005-2025 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 2000 census data, Skagit County had a population of approximately 102,978 residents. The county has experienced an average annual rate of population growth of approximately 3.2% since 1990. This reflects a significant increase in the rate of growth during the decade of the 1980s, when Skagit County population increased at an average rate of 2.2% per year.

Past Population Growth in Concrete

Although Concrete's rate of growth has fluctuated, population numbers have remained relatively stable over the last several years, with only minor increases recognized in OFM projections. Between 1980 and 1990, population in Concrete increased by 143 people, an average rate of 2.2% per year. However, this growth trailed off between 1990 and 1995, with the net addition of five new residents, which provides an annual growth rate of only 0.1%.

Projected Population Growth in Concrete

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. Population of Concrete

Population	1995	2000 Census	2001	2002	2003	2004	2005	2025 Estimate (Town and UGA)
Town limits	740	790	790	790	780	785	815	1,350
Change in Population		+50	+0	+0	-10	+5	+30	+535

Updated OFM forecasts cover the 25 year period from 2005 to 2025, resulting in a revised forecast for a 2025 Skagit County population of 149,080. With this projection, Skagit County is expected to accommodate an additional 46,102 residents between 2005 and 2025. This represents a population increase of 45% above 2000 conditions.

Skagit County and its cities and towns agreed to allocate the county-wide growth projection to individual jurisdictions based on local assessments of historic growth trends, together with an evaluation of current and potential UGA land suitable for residential and industrial/commercial growth.

Table 3. Skagit County Urban/Rural Population, Projections, and Distribution

City/Urban Growth Area	1995	2000	2005	2010	2015	2025 Estimate
Anacortes	12,960	14,647	15,350	16,570	18,440	18,300
Burlington	6,995	8,728	7,750	8,120	8,675	12,000
Concrete	**846**	**960**	**1,015**	**1,107**	**1,216**	**1,350**
Hamilton	282	309	312	326	347	450
La Conner	739	761	807	845	892	950
Lyman	312	409	334	348	370	550
Mount Vernon	23,416	28,332	33,463	38,396	43,559	47,900
Sedro-Woolley	8,340	10,358	10,007	10,829	12,030	15,000
Swinomish	1,500	2,664	2,110	2,415	2,722	3,650
Bayview		1,700				5,600
Incorporated & Urban Growth Areas	58,426 (61%)	68,868 (67%)	75,519 (66%)	84,007 (69%)	94,107 (69%)	105,750 (71%)
County Unincorporated (Non-UGA)	36,674 (39%)	34,110 (33%)	39,116 (34%)	41,503 (33%)	43,593 (31%)	43,330 (29%)
County TOTAL	95,100	102,978	114,635	125,510	137,700	149,080

Based on this allocation, Concrete's population in 2025 will be 1,350 people, an increase of 335 from 2005. Table 5 displays the projected total population of Skagit County and Concrete for the years 1995 through 2025. Note that projected estimates include city and respective urban growth area populations. In the case of Concrete, while the OFM town population was 815 in 2005, the figure of 1,015 includes the population of the urbanized area immediately west of Concrete known as Grassmere.

Future Comprehensive Planning and Zoning

The Growth Management Act requires that cities manage growth in a consistent and predicable manner. Concrete plans to manage growth primarily through the use of comprehensive plan land use designations and densities. These have regulatory significance as zoning districts that indicate how the land will be utilized within a geographical area. Zoning districts represent the most appropriate uses of land in the unincorporated portion of Skagit County through the year 2025. Designation criteria provide an objective descriptive standard or rationale, which is then applied to each land use designation (zone) for mapping purposes. For the sake of clarity, comprehensive plan districts will be referred to as zoning districts.

Concrete has developed six Comprehensive Plan Designations to help guide its growth in a manner consistent with the city's vision. These include Residential (Res), Public (Pub), Open Space (OS), Commercial/Light Industrial (C/L), Town Center (TC) and Industrial (Ind)

Designations (see the Comprehensive Plan Goals & Policies section for a description of each designation).

Map # 1 indicates the location of each Comprehensive Plan Designations and its application as a Zoning District. The Zoning Districts are implemented through Concrete's zoning regulations.

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 effect the development potential of vacant or undeveloped property. The biggest factors relate to density and type of development allowed, typically through zoning. 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.

In-fill Capacity and Land Use Demand in Concrete

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) Concrete already has 27% of its land area in rights-of way. An addition of only 5% of land area will be needed for rights-of-way to achieve in-fill capacity goals.

(3) There are 117.1 acres of unbuildable residentially zoned land due to environmental constraints, such as steep slopes.

(4) 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.

(5) 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.

(6) There is no residential development potential in areas unless it is zoned Residential.

(7) An average household in Concrete consists of 2.63 persons. The following table summarizes the amount of vacant, developable land within each Comprehensive Plan/Zoning District in the city limits (see map #1 for location). Note that roads and rights-of-way and Baker River are included to indicate the amount of land allocated for such uses.

Table 4. Estimated Acreage within Each Comprehensive Plan District (Town and UGA)

Town	Developed Land	Undeveloped Land	Total
Proposed C.P.	Acres	Acres	Acres
Residential	121.2	269.9	**391.1**
Public	80.7	34.6	**115.3**
Open Space	1.6	202.2	**203.8**
Commercial/Light Industrial	34.2	28	**62.2**
Industrial	34.2	49.1	**83.3**
Town Center			**18.1**
Transportation Corridor			**56.2**
Total			**930**

The Town of Concrete is in the process of completing an in-depth land use analysis using GIS software, aerial photos, and data from the Skagit County Assessor's Office. The analysis will be added to the Comprehensive Plan as a supporting document.

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 has designated 391.1 acres of land to be zoned 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 1,564

residences. At 2.63 persons per household, the increase in population would be an additional 4.114 residents.

(2) *Right-of-way:* Right-of-way will amount to approximately 32% of available land at full build-out. This reduces the total land area to 266 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 266 acres available for residential development; 121.2 acres have dwelling units on them. This leaves 144.8 acres that are vacant.

(4) *Undevelopable Lands:* Environmental constraints can make it prohibitively expensive to pursue low-intensity development (such as residential development) on certain parcels, whereas, the same parcels might be economically developable for a higher use. The classification of land as undevelopable in this plan does not affect the property owner's right to develop his or her parcel. The classifications are theoretical assessments of the probability that any given parcels can be economically developed.

There are 117.1 acres of undevelopable land in residential zones because of steep slopes, wetlands and flooding. When this number is subtracted from the amount of developable vacant land, the remainder comes to 62.3 acres.
The following table correlates Comprehensive Plan Designations (and zoning) with undevelopable land. Included are any areas identified with slopes over 30% or areas within the FEMA floodplain.

Table 5. Amount of Vacant Land with Severe Development Constraints Within Existing Town of Concrete Boundaries

Proposed C.P.	Slope >30%	Flood	Wetland	Totals
Residential	51.6	63	2.5	**117.1**
Public	0	17.3	.5	**17.8**
Open Space	89	41.1	.5	**130.6**
Commercial	0	0	0	**0**
Industrial	0	3	1.2	**4.2**
Right of Way	0	0	0	**0**
TOTAL ACREAGE				**269.7**

30% 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 43.6 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 43.6 acres can be developed to a capacity of 174 dwelling units. This results in the potential for 470 persons to move into Concrete, 135 over the OFM projection of 335 by the year 2025. The following table summarizes in-fill capacity.

Table 6. Summary of Projected Residential In-fill Capacity (Town limits only)

Factor	Acres Subtracted	Acres Left	# of Units	People
Land Zoned Residential (includes rights-of-way, roads, etc)		384.6		
Rights-of-way (subtract 32%)	123.1	261.5		
Developed Land	82.1	179.4		
Undevelopable Land (slopes/flood)	117.1	62.3		
Market Factor (reduction by 30%)	18.7	43.6		
4 Unit/Acre (assumed density)		43.6 x 4	174	
2.7 Persons/Household		43.6	174 x 2.7	470
Projected Residential In-fill Capacity		43.6	174	470

Commercial In-fill

There are three commercial areas within Concrete's town limits, for a total of 43.1 acres. Approximately 23.8 of those acres are either partially or fully developed. Nineteen acres remain vacant. 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 nineteen vacant acres appear to be 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 within its corporate limits, including hydroelectric plants, small wood product industries, automobile repair, and home occupation operations scattered throughout the community. Only 13.3 aces are zoned for industrial activity. Of the total, Puget Sound Energy is utilizing four acres as part of its dam projects. The remaining 9 acres are vacant and located in the same area.

Land Use Demand in Concrete

Residential: Based on the county's allocation of population growth projected by OFM for Skagit County in the year 2025, Concrete's population in 2025 will be 1,350, an increase of 335 people. This means that Concrete will require approximately 31.9 acres of available vacant land to meet residential demand over the next 20 years. There are 62.3 acres of available vacant land within the city limits at this time. This is 30.4 acres over the projected 20 year demand.

Light Commercial: Much of the potential demand for commercial services in Concrete drives by on Highway 20 every day. This may be because commercial establishments attractive to tourists and pedestrian shoppers are located in the Town Center District (TC) isolated from the highway. The Town Center District of Concrete has an old town flavor that is attractive to many shoppers. Yet the shops are not doing as well as they might. Demand is there. Finding ways to move the demand into the Town Center District is the issue.

Industrial: The overriding message from the community is to create adequate jobs to keep the community intact which led to the designation of 69.1 acres for industrial based commercial, manufacturing, and warehousing in the Grassmere UGA.

Demand for Heavy Industrial and Commercial property will increase as projected population increases are attained. Industrial growth in other parts of Skagit County is becoming difficult due to various environmental constraints. The thirteen-acre site within Concrete's city limits is neither adequate nor appropriately located to meet the long term demands of industrial growth. The lack of available industrial land has historically led to potential developers looking elsewhere.

Grassmere as Urban Growth Area (UGA)

As part of the Land Use Element, the Growth Management Act (GMA) requires that Urban Growth Areas (UGA) be established to accommodate the urban growth projected to occur in Skagit County during this twenty year planning period. For this planning period, each city in Skagit County is to design UGAs that will contain 80 percent of the county's projected population growth through 2025. Skagit County and its cities must demonstrate that a sufficient supply of land exists within its UGAs to accommodate forecasted growth for both residential and non-residential land use requirements.

An Urban Growth Area (UGA) is defined as land that is set aside for future development as growth during the next 20 years. By creating and using UGAs, cities can plan for future zoning consistent with the comprehensive plan, when and if an area is annexed. Land that remains outside an UGA will not be annexed into the city during this 20-year planning period. However, being included in an urban growth area does not mean a property immediately becomes part of

the city. Property must be annexed first. As properties in the urban growth area are annexed, the city will provide services to those properties concurrent with development. The cost of these services will be paid through a combination of private and public funding.

Generally, factors governing the location of an UGA boundary include (1) location of floodplain, (2) natural features, (3) existing land uses, (4) population projections, (5) potential for the efficient provision of urban level of government services, and (6) the ability of the land to sustain long-term commercial, agriculture, or forestry production.

The urbanized land area of unincorporated Grassmere has been identified as part of Concrete's UGA. These boundaries were established for specific reasons that include: (1) location of Grassmere adjacent to the city limits of Concrete; (2) availability of city services; (3) existence of urban levels of density and land use; (4) lack of environmental constraints in Grassmere; (5) the lack of land for viable industrial activity within Concrete's city limits; (6) the location of the highway which is routed through the center of the UGA, and (7) the availability of additional range of housing options.

EXISTING CONDITIONS - GRASSMERE (UNINCORPORATED UGA)

EXISTING LAND USE

A land use inventory of the unincorporated UGA confirmed that there are 248.5 acres of land within the boundaries of the UGA outside the city limits. As in the land use analysis within Concrete's city limits, the unincorporated UGA has land uses that fall into three general categories:

(1) Roads, Railway and Rights-of-Way The UGA has 81.1 acres of roads, railway, or rights-of way that are used for transportation and infrastructure, or are set aside for other purposes.

(2) Vacant Lands There are only 78 unused or marginally used acres, a much smaller portion than the 353.1 acres of vacant land within Concrete's city limits. Vacant lands are those parcels that are not being actively used or are distinctly underdeveloped.

(3) Developed Land The UGA has 89.4 acres of land that are either partially or fully developed. This constitutes 36% of the UGAs total land base.

Table 7. Existing Land Use Within the Unincorporated UGA

EXISTING LAND USE	ACRES	LOTS	%
Roads/Rail/Rights-of-Way	81.1	N/A	32.6%
Vacant Land	78		31.4 %
Developed Land	89.4		36.0 %
Single-family Multi-family	19.2 0		

Commercial Public Use/Community Transportation	4.4 2.8 0		
Park	0		
Utilities/Communications	0		
Industry	54.5		
TOTAL	248.5		100%

Existing Comprehensive Plan Designations and Zoning

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.

Comprehensive Planning for the Future

Five of the seven Comprehensive Plan Designations developed for Concrete are applied to the Grassmere unincorporated UGA. Map #1 indicates the location of each Comprehensive Plan District and its Designation for the UGA. As in Concrete, the Comprehensive Plan District and Designation are implemented through zoning regulations and zoning map. Zoning becomes effective only when land is annexed into the city limits. See the Comprehensive Plan Goals and Policies for a description of each designation.

Past Population Growth in the Grassmere UGA

No specific records exist for the population of unincorporated Grassmere. Based upon a land use inventory and its proximity adjacent to Concrete, it can be estimated to be similar to the figures of the town.

Projected Population Growth in the Grassmere UGA

If anticipated demand is met, the UGA should reach approximately 75% of its full build-out capacity by the year 2025.

Future Zoning and Growth

Table 10 provides a summary of the type and amount of developed and undeveloped land that presently exists in Concrete's unincorporated Urban Growth Area.

Table 8. Lots and Acreage within Each Comprehensive Plan District Inside the UGA

City	Developed Land		Undeveloped Land		Total
Proposed C.P.	Lots	Acres	Lots	Acres	Acres
Residential	75	27.4	65	48.5	**75.9**
Public	4	16.2	0	0	**16.2**

Open Space	0	0	0	0	**0**
Commercial/Light Industrial	4	4.4	14	1.8	**6.2**
Industrial	10	41.4	9	27.7	**69.1**
Right of Way					**81.1**
TOTALS					**248.5**

Environmental Constraints in the UGA

Environmental constraints such as slope, flooding and wetlands are nominal. There are almost no slopes over 10%. Some flooding takes place in a low density residential area to the west of the unincorporated UGA. There are approximately 5.3 acres of wetlands in the unincorporated UGA. Most notable among these are the wetlands adjacent to the stream, which runs east to west through the center of the unincorporated UGA. This is a Type 3 water, which flows at one to three CFS and periodically spreads out to form wetlands. The stream supports fish. Table 11 provides a summary of environmental constraints in the UGA.

Table 9 Amount of Vacant Land with Sever Development Constraints Inside the Unincorporated UGA

Proposed C.P.	Slope > 30%	Flood	Wetland	Totals
Residential			2.1	**2.1**
Public				
Open Space				
Commercial				
Industrial		1.3	3.2	**4.5**
TOTAL ACREAGE				**6.6**

Development Capacity of the Grassmere Unincorporated UGA

Residential Capacity: The Grassmere UGA has the residential growth capacity to accommodate 130 dwelling units or 351 people (see table 12 for detail). Added to Concrete's in-fill capacity of 470, Concrete and its unincorporated UGA can accommodate an increase in population of 821, which is 451 people more than the OFM/County projections of 370 people *(N.B., Unincorporated UGA established due to urban levels of density and land use, not to accommodate residential growth)*.

Commercial Capacity: There are 6.2 acres designated for commercial activity. Most of this area is developed to its full capacity.

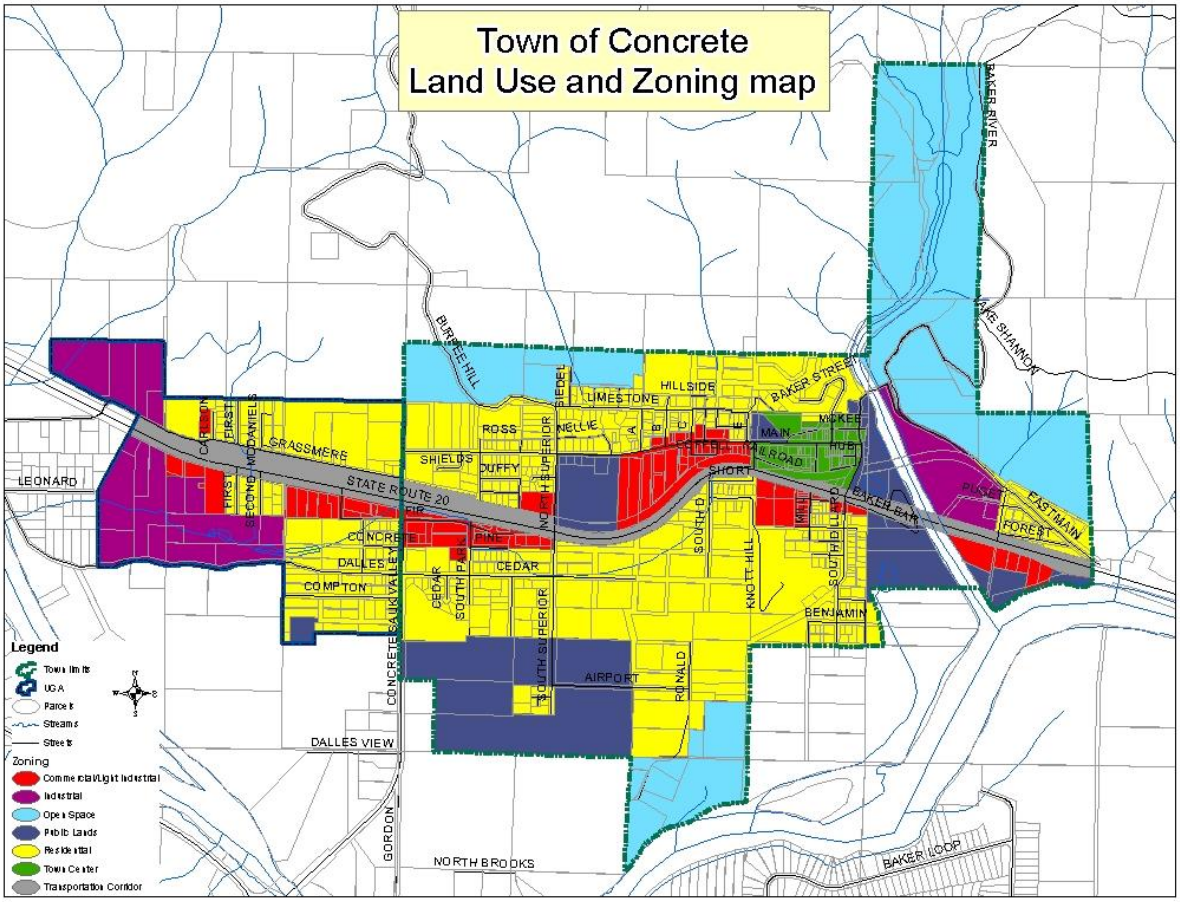
Industrial Capacity: The Comprehensive Plan has designated 69.1 acres for Industrial development. Of this number 41.4 acres are already developed. This is a slightly misleading figure. Most of those developed acres consist of a logging outfit that is under-utilizing the property. The consolidation of industrial land into one 69 acre section located adjacent to Highway 20 should attract interest.

Table 10. Summary of Projected UGA Residential In-fill Capacity

Factor	Acres Subtracted	Acres Left	# of Units	People
Land Zoned Residential (includes rights-of-way, roads, etc)		111.6		
Rights-of-way (subtract 32%)	35.7	75.9		
Developed Land	27.4	48.5		
Undevelopable Land (wetlands)	2.1	46.4		
Market Factor (reduction by 30%)	13.9	32.5		
4 Unit/Acre (assumed density)		32.5 x 4	130	
2.5 Persons/Household		32.5	130 x 2.7	351
Projected Residential In-fill Capacity		32.5	130	351

Land Use Map

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



Chapter 4. HOUSING

The Housing Element was developed in accordance with Section 36.70A.070 of the Growth Management Act to address the housing needs for the Town of Concrete. This element has also been developed consistent with the county-wide planning policies and is integrated with other planning elements to insure consistency throughout the document. It represents the community's policy plan for housing over the next 20 years.

The purpose of the Housing Element is to:

(1) Assess the current condition of the housing stock.
(2) Evaluate the type, location and density of current housing.
(3) Calculate the future demand for housing.
(4) Determine the options for housing types and locations for future development.
(5) Determine the need for affordable housing.
(6) Maintain consistency with the goals and policies of other elements of the Comprehensive Plan.

Summary

The housing goals and policies were developed to reflect the vision articulated by members of the community and needs identified through data analysis and field surveys. The priority housing needs in the Town of Concrete and the proposed urban growth area are rehabilitation of existing housing stock and housing affordability. Over 80% of existing homes exhibit below average maintenance or construction quality and 22% of households pay more than 30% of their income on housing.

The citizens of Concrete value the small town atmosphere and historical character of the Town, and they value a clean, healthy environment. In addition, they value opportunities for people of all income levels to live in affordable housing. Consistent with these values, Concrete residents would like to improve the aesthetic appearance of their town and preserve its existing housing and buildings to maintain its historical character. These goals will be accomplished through cooperation within neighborhoods and between neighborhoods and the Town via local ordinances. Finally, future housing development will be balanced with the range of income levels that can be expected from future employment and in a manner that is protective of the environment.

Goals and Policies

Based on the visions elicited from Concrete residents, the following goals and policies are proposed:

HOUSING SUPPLY AND AFFORDABILITY

Goal H-1: Encourage the development of a variety of housing for different needs and desires within the Town of Concrete and Urban Growth areas and within price ranges affordable to those employed locally. These housing types may include the following:

- **Site-built homes in a range of sizes, some of which may be single-family-detached, single-family-attached, multi-family owner occupied, multi-family rental, townhouses, cluster development , and accessory units.**
- **Manufactured, modular and mobile homes.**
- **Group and cooperative homes**
- **Senior housing including: independent living, assisted living, and nursing homes.**

Policy H 1.1: Provide sufficient, suitably zoned vacant land for development of all housing types to accommodate the future needs for each type of housing, including single-family, multi-family and manufactured homes.

Policy H 1.2: Evaluate land use regulations and identify measures to increase the variety of affordable housing types in Concrete. Some possible code revisions include: smaller single family lot sizes; allowance of attached dwellings and accessory dwelling units.

Policy H 1.3: To provide for a wide choice of housing types and costs, the Town of Concrete will allow, in appropriate areas, alternative residential housing units such as group and cooperative housing, assisted living facilities, mobile, and modular homes.

Policy H 1.4: Provide for higher density housing opportunities 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 that result in at least 75% of the land area in residential development.

Policy H 1.5: Provide for clustering of residential development that allows for increased density within or adjacent to low density neighborhoods when such projects can demonstrate that adequate buffers and/or project design features will result in no significant detrimental impacts to existing residential neighborhoods and will protect environmentally sensitive areas.

Policy H 1.6: Utilize the following criteria when developing a zoning ordinance that allows High Density Mixed-Use Residential Development 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.

Policy H 1.7: Develop and maintain an inventory of surplus public lands that may be suitable to nonprofit housing providers for affordable housing. Consider affordable housing

needs and opportunities associated with inventoried surplus public lands before disposing of them.

Policy H 1.8: Offer incentives to developers and home builders who provide housing for LMI households: density bonuses, waivers for impact fees and system development charges; priority permit processing procedures.

Policy H 1.9: Consider all available public and private funding resources in the development of affordable housing such as Community Development Block Grant program, USDA Rural Development assistance programs, Washington State Housing Trust Fund.

Policy H 1.10: Increase awareness among Town residents of the availability of assistance programs that reduce housing costs: Self Help Homes, Skagit Housing Solutions, energy assistance through Community Action Agency and Skagit Housing Authority, and first-time homebuyer assistance through local banks.

HOUSING CONDITION

Goal H-2. Preserve and enhance the existing housing and residential neighborhoods.

Policy H 2.1 : The Town will pursue grant and low interest loan funding for housing rehabilitation and neighborhood facility enhancement.

Policy H 2.2 : Increase awareness among Town residents of the availability of assistance programs for housing rehabilitation and weatherization (refer to the Affordable Housing Resources section of the Housing Element).

Policy H 2.3 : The Town will encourage, and require when appropriate, repair and improvement of rental housing to eliminate health and safety hazards.

Goal H-3: New housing development includes urban level services and amenities.

Policy H 3.1: Mixed-use zoning should be developed to encourage combining high-density residential uses within commercial and light industrial areas when compatible.

Policy H 3.2: Development standards for new development should require an appropriate level of urban services, including streets, sidewalks, and utilities (public water, wastewater and stormwater).

Goal H-4: Maintain the historic and small town character of the Town, especially the downtown area.

Policy H 4.1: The Town of Concrete will encourage and support efforts to obtain historic district designation for certain areas to preserve the Town's cultural heritage.

Policy H 4.2: Adaptive reuse of appropriate structures should be encouraged as one method to introduce housing into non-residential areas.

LOW INCOME AND SPECIAL NEEDS POPULATIONS

Goal H-5: To identify locations for and facilitate the development of housing opportunities for low income and special needs populations.

Policy H 5.1: The Town of Concrete encourages the construction of assisted living facilities and senior housing and may allow bonuses such as lesser parking requirements and increased density to encourage this type of housing unit.

Policy H 5.2: Cooperate with private developers and non-profit affordable housing organizations such as Skagit Housing Solutions, Self Help Homes

Policy H 5.3: Coordinate with Community Action Agency, to assess the demand for special needs housing.

Policy H 5.4: Cooperate with private nonprofit organizations to pursue funding for low-income and special needs housing.

Housing Data Sources and Planning Assumptions

Where possible, the analysis presented here uses current data from field inventories conducted in the summer of 1997. The 1990 U.S. Census of Population and Housing and a survey conducted in 1996 provided additional information for the housing affordability analysis. Some of the data also come from the Skagit County Housing Needs Assessment (1993). The State Office of Financial Management provided the population projections used in this and preceding chapters.

The analysis presented in this chapter continues to assume the same population projection and in-fill capacity assumptions that were developed in the land use element:

(1) Concrete's population in 2025 will be 1,350 people**.**
(2) There are 43.6 acres of buildable land within Concrete and 32.5 acres in the Grassmere UGA that are designated for residential use.
(3) Average household size in Concrete is, 2.63 persons.
(4) Residential in-fill capacity on 76.1 acres of developable, vacant land is 304 dwelling units which will accommodate a population increase of 820 people.

Public Participation

In 1994, the Town Council adopted a vision statement comprised of goal statements for the Town of Concrete. Also in that year, the Concrete Economic Development and Resources (CEDAR) Committee of the Chamber of Commerce reported vision statements developed from a 1992 community planning process. The housing visions that arose include:
(1) Affordable housing opportunities are balanced with the range of income levels that can be expected from existing and future employment opportunities.
(2) All new housing development includes urban level services and amenities

(3) There is cooperation within neighborhoods to achieve a well-groomed and maintained community appearance.
(4) Local ordinances address neighborhood maintenance and cleanup.
(5) Future annexes by the Town are zoned for large lot residential development and higher density lots are retained closer to the city core.
(6) The Downtown area is clean and attractive and developed in a manner which highlights its historical character.
(7) New development is protective of critical areas and conserves land, air, water, and energy resources.

Existing Conditions

Housing Inventory

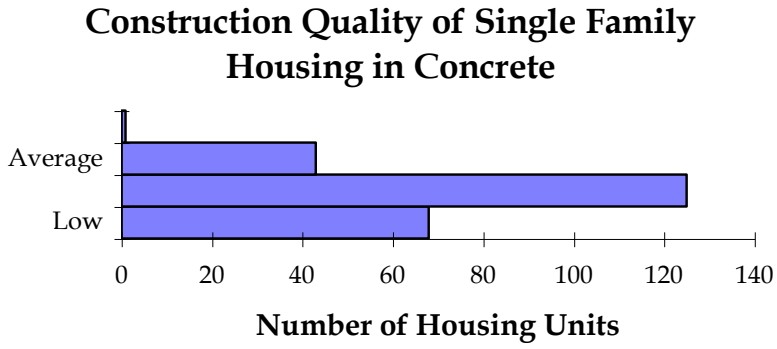
There are 335 housing units in the Town of Concrete. Most are served by public water and sewer systems. Only 300 units were occupied, approximately 57% owner-occupied.

Of the 335 housing units, 68 were in multi-family structures; 237 were single family structures and there were 19 mobile homes. Owner occupied housing represents 53% of the occupied stock and renter occupied represents 48% of the occupied stock. The median value for a house in Concrete was $89,500 in 2000 and the median gross rent was $635.

Condition of housing

In the Town, 57% of the housing was built prior to 1960, and 77% were built prior to 1980 (Table 13). The 1993 Skagit County Housing Needs Assessment analyzed data from the Skagit County Assessor which categorized single family housing structures based on the quality of the construction. All categories below "average" represent units which do not meet current building code requirements (Figure 1). The 193 below average units represent about 80% of all single family housing in Concrete.

Figure 1. Construction Quality of Single Family Housing In Concrete



Source: Skagit County Assessor, January 1993 as reported in Skagit County Housing Needs Assessment, 1993

Table 11. Age of Housing

Year Structure Built	Number of Houses	Percent of Total
1999 to March 2000	9	3
1995 to 1998	26	8
– 1990 to 1994	13	4
– 1980 to 1989	26	8
1970 - 1979	44	13
1960 - 1969	23	7
1940 to 1959	66	20
1939 or earlier	119	37
Total	**326**	**100**

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing

Housing affordability

Housing is not considered affordable if monthly costs exceed 30% of monthly household income. In 1990, compared to homeowners, renters were more likely to pay a higher share of income for housing. Only 24% of renters paid less than 20% of income on housing compared to 40% of homeowners. Overall, at least 77 households (26%) were not living in affordable housing (paying 30% or more as a percentage of income on housing).

By HUD's definition of income brackets, Concrete households are concentrated at the low and high end of Household income. Moderate and middle income households make up only 15% of the total, 40% are considered low or very low income and 45% can be classified as high income households (Table 15). The income brackets are based on household income as a percentage of median income within the community which was $29,375 for Concrete in 2000. Using this census data and these income categories can give a false impression of the ability of households to afford housing because there is no distinction made between small and large families.

Table 12. Housing Cost as a Percentage of Income

Percent of Income	Owner Occupied		Renter Occupied	
	Number of units	Percent	Number of units	Percent
Less than 15%	39	27	17	14
15-19% –	18	13	13	10
20-24%	28	19	15	12
25 – 29%	5	4	15	12
30 - 34%	12	8	22	17
35% or More	40	29	37	29
Not Computed	0	0	8	6

Total	142	100	119	100

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing

Table 13. Households by Income Group (2000 Census)

INCOME IN 1999	Number of Households	Percentage of Households
Households	**288**	**100.0**
Less than $10,000	28	9.7
$10,000 to $14,999	29	10.1
$15,000 to $24,999	66	22.9
$25,000 to $34,999	41	14.2
$35,000 to $49,999	69	24.0
$50,000 to $74,999	34	11.8
$75,000 to $99,999	18	6.3
$100,000 to $149,999	0	0.0
$150,000 to $199,999	3	1.0
$200,000 or more	0	0.0
Median household income (dollars)	29,375	

Table 14. Average Rents (2000 Census)

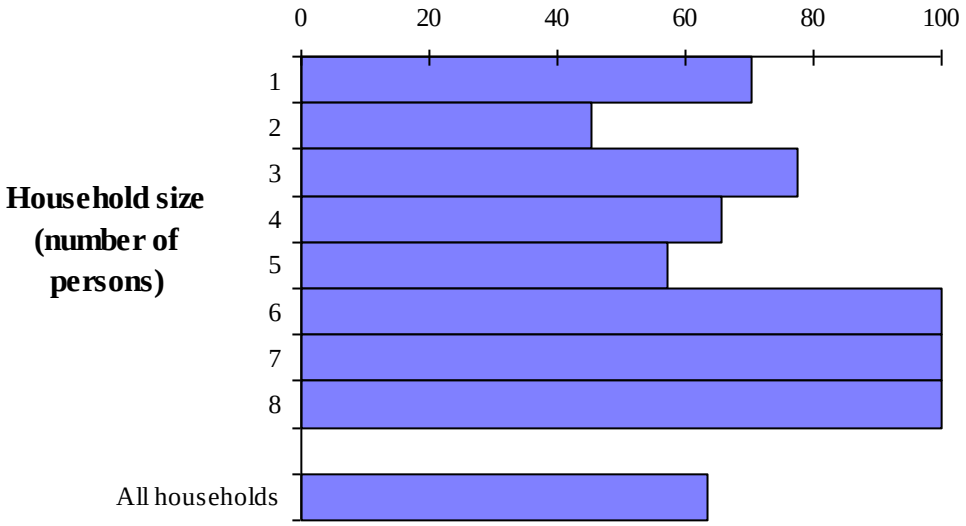
GROSS RENT	Number of Households	Percentage of Households
Less than $200	13	10.2
$200 to $299	2	1.6
$300 to $499	21	16.5
$500 to $749	56	44.1
$750 to $999	28	22.0
$1,000 to $1,499	1	0.8

$1,500 or more	0	0.0
No cash rent	6	4.7
Total	**127**	**100**
Median rent (dollars)	635	

Using data collected in 1996 and adjusting for family size, 63% of households are considered low to moderate income households by HUD (Figure 2). An overall assessment of the Concrete, Hamilton, Lyman, and East Skagit County rental market from Aiken Appraisal Service market survey (1993) reported:

> *There is more demand than supply in this market. Only a few apartments and duplexes exist in the upper river area. There are a limited number of rentals available and the market is especially price sensitive. Some single family properties that were rentals have been sold as owner-occupied single family residences. There is only one mobile home park in this area and they are adding 15 new spaces this spring, most of which are already filled. There is lots of demand for mobile home sites and no spaces available.*

Figure 2. Percent of Low to Moderate Income Households in Concrete Adjusted for Household Size



Source: Town of Concrete Request for a Community Development Block Grant, November 1996.

Current housing assistance

Housing assistance in Concrete currently includes:

(1) Evergreen Manor, a 24-unit, a privately-owned, federally-subsidized rental complex for elderly residents which is subsidized by FmHA.

(2) Five households are receiving rental assistance through the Section 8 certificate program.
(3) Currently, Skagit County Housing Authority is assisting 5 families in the Town of Concrete through the Section 8 program. Cascade Intertribal Housing Authority has also assisted one family recently through its Section 8 program.
(4) Self Help Housing assisted six households while they constructed their own homes.

Future Housing Needs

The analysis presented in this comprehensive plan shows the need to plan for the rehabilitation and maintenance of existing homes, additional residential infill capacity to accommodate future growth during the plan period, and development that provides a mix of affordable housing options consistent with employment and income opportunities in the area.

The population of Concrete and its UGA is expected to increase from 1,015 residents in 2005 to 1,350 residents in the year 2025 therefore; the Town needs to plan for an additional 127 housing units (based on 2.63 persons per unit).

Analysis of future housing needs

Analysis of existing and projected housing distribution by tenancy and housing type shows that the Town should plan for an additional 75 owner occupied housing units and 52 rental units (Table 17). Assuming the proportion of homeowners currently spending more than 30% of their incomes on housing remains constant over the planning period, there is a need to plan for an additional 33 affordable housing units in addition to relieving the affordability problem for the existing 56 households currently living in unaffordable conditions. The projected need for affordable housing over the planning period will include 15 affordable owner-occupied units and 18 affordable rental units.

Table 15 Housing Need for Future Growth by Housing Type

	Owner occupied			Renter occupied			
Year	Single-family	Multi-family	Manufactured	Single-family	Multi-family	Manufactured	Total
2000	150	0	8	80	45	17	300
2025	228	0	14	101	51	12	406
Additional need	71	0	4	32	16	4	127

Land for housing

Using information on land capacity described in the Land Use Element (Chapter 3), an analysis was performed to determine whether the proposed zoning will accommodate the additional housing that is anticipated over the planning period. At an average residential land use density

of 4 dwelling units per acre, this quantity of residential land is sufficient to accommodate the anticipated housing need based on OFM population projections.

Affordable housing needs

Overall, 60% of Concrete households are living in unaffordable housing. The shortage of decent affordable housing is most severe for the low and very low income groups which represent about 40% of all households. Renters are more likely to pay a higher share of their income on housing costs than homeowners. This is a serious concern because many of the new jobs anticipated county-wide are expected to have only modest salaries and as the costs of home ownership continue to climb, the demand for rental housing will increase. There are very few multi-family housing units available in Concrete and according to the 1993 Skagit County Housing Needs Assessment, single family rentals are being converted to owner-occupied rentals.

Special needs housing

In most communities there are residents who need some form of ongoing support to live in housing because of some combination of severely constrained budgets, the need for assistance in preparing meals or bathing, or the need for ongoing medical care. Special needs populations in Concrete include elderly residents on fixed incomes and those who need ongoing medical care and persons of any age with severely limiting disabilities including mental illness, mental illness with chemical addictions, developmental disabilities and victims of domestic violence.

Aged population

To many individuals, advanced age means a fixed income and rising housing costs. In addition some experience a decline in their ability to perform routine household tasks and home repair. These threats to independent living give rise to the need for financial support and some form of ongoing care that may include a more care intensive residential setting.

Compared to their younger neighbors, elderly householders are disproportionately less able to afford housing in Concrete. They exhibit the same pattern as the rest of the population with respect to affordability by tenure; renters are less likely to live in affordable housing (Table 18). However, elderly householders are twice as likely to pay more than 30% of their income on housing costs than are younger householders, and they are much more likely to live in unaffordable rental housing (39% of elderly householders versus 26% of younger householders).

Table 16 Housing cost as a percentage of household income by age of householder

	Age of householder	
Owner-occupied	**15 to 64 years**	**65 years and over**
Less than 30%	89	32
Greater than 30%	14	13
Total	103	45
Percent unaffordable	*14%*	*29%*
Renter-occupied		
Less than 30%	62	11
Greater than 30%	22	7
Total	84	18

Percent unaffordable	*26%*	*39%*

According to senior citizen services providers, the most pressing housing resources needed for the elderly include:

1. More affordable housing choices; affordable apartments or cottage developments for seniors only (currently in Concrete there is one 24-unit housing facility for the elderly and handicapped called Evergreen Manor).
2. Home sharing programs where seniors living in single family homes share surplus space with other seniors;
3. Accessory housing;
4. Home repair assistance to make their homes handicapped-accessible;
5. Mobile home park preservation; and
6. Flexibility in zoning and building codes so that people can share housing on a small scale and remain in the community.

In addition to the elderly householder population, other special needs groups' housing needs have not been well documented in Concrete or in Skagit County. The 1993 Skagit County Housing Needs Assessment suggested that the County consider a special needs housing task and comprehensive study of the this issue. The needs assessment researchers did interview staff members of social service agencies to document their perceptions of the existing special housing needs. The most frequently mentioned needs county-wide were:

1. The need for more permanent rental housing affordable to very low-income single persons and family households. Service providers called for as much flexibility as possible in zoning and building codes to allow for people to share housing. This might include:
    - Flexibility in the number of unrelated people allowed to live together in single family neighborhoods;
    - Flexibility in the building codes defining multi-family housing so that shared housing can be achieved; and
    - Accessory housing allowed in single family neighborhoods so that low income residents can share housing.
2. The need for transitional housing for the homeless (including victims of domestic violence, youth , families and homeless men and women) to give them time and services to reestablish themselves in permanent housing.

Housing Rehabilitation

Preservation of the existing housing stock is an important component of Concrete's housing affordability strategy. Due to the substandard condition of many homes in the Town and the UGA, there is a need to rehabilitate housing in Concrete. Housing rehabilitation is also consistent with Concrete's vision for well-maintained neighborhoods. Several federal and state programs are available to assist the Town and its residents fix up existing homes. The United States Departments of Agriculture (USDA), and Housing and Urban Development (HUD) and Washington State Department of Community, Trade and Economic Development (CTED) provide grants and low interest loans for housing rehabilitation.

Affordable Housing Resources

Approximately 63% of families in the Town of Concrete were considered "low to moderate income" because their household income was at or below 80% of the median household income for the Town when adjusted for household size. In recent years, state and local public agencies assumed housing assistance responsibilities that had been shouldered by the federal government. Furthermore, federal, state, and local initiatives are attempting to foster partnerships between private enterprise and public agencies that want to increase the supply of affordable housing.

Subsidized rental housing

Subsidized rental housing may be supplied through publicly- or privately-owned housing complexes or through the Section 8 certificate/voucher program. In Concrete, there are 24 units of privately-owned, permanent subsidized rental housing and 5 Households relying on Section 8 vouchers. There are no publicly-owned housing units in the Town.

Section 8 Program – The Section 8 housing certificate and voucher programs enable very low income people to rent privately-owned, unsubsidized housing at a cost that they can afford. Under this program, the tenant's share of the fair market rent is set at 30% of the tenant's income. The balance of the fair market rent is paid directly to the owner in the form of a housing assistance payment. The program is administered locally by the Skagit County Housing Authority and the Cascade Intertribal Housing Authority.

Transitional housing

There is currently no transitional housing available in Concrete. To date, there has been no systematic assessment of this need.

Homeowner assistance

There are several sources of financial and technical assistance to first-time homebuyers in Concrete. The assistance includes grants and low interest loans for homes, down payments, weatherization and repair.

USDA Rural Housing Service (formerly, Farmer's Home Administration) – The USDA Rural Housing Service provides the following assistance:

1. Guaranteed homeownership loans made through a private lender
2. Self-Help loans made to assist borrowers to construct their own homes
3. Home repair loans and grants

The Self-Help program is administered locally by Self Help Housing, a local non-profit organization. Eligible low to moderate income applicants receive low interest loans from the federal government and work cooperatively with other low income households to build their own home with technical assistance provided by Self-Help Housing.

Eligibility requirements for these programs may include income and age criteria. For example, most programs require that applicants be low or very low income households and some grants are available for home repair if the borrower is over 62.

Washington State Housing Finance Commission – WSHFC's Single Family Homeownership Bond program offers below market rate loans to income eligible first0time homebuyers. Loans are made by local lenders.

Weatherization and home repair

Skagit County Housing Authority
Income eligible households can receive weatherization assistance. The funds available are very limited an the waiting list is long. The largest obstacle to this kind of assistance is that most homes need repairs (leaking roofs, dangerous wiring) prior to weatherization, but many households cannot afford the repairs. Certain low-income households may also qualify for assistance with these necessary repairs.

Skagit County Community Action Agency
Community Action maintains a Community Services Directory which provides a comprehensive description of available services including those which relate to housing.

Veterans Administration – The Veterans Administration has loan programs to assist veterans in purchasing homes at subsidized interest rates. According to the 1990 Census, 95 civilian veterans resided in the Town of Concrete.

Community Development Block Grants – Federal Block Grant funds administered by the State Department of Community, Trade, and Economic Development provide grants and low interest loans to municipalities to acquire land and develop infrastructure for new housing and to provide maintenance and repair to housing for low to moderate income residents.

HOUSING AFFORDABILITY STRATEGY

The Town of Concrete is committed to addressing existing housing needs and the anticipated demand for new affordable housing. The Countywide Planning Policies provide a framework for housing policies. The Town is responsible for implementing housing policies through the local housing market in a manner that responds to community needs.

The strategy outlined below demonstrates the Town's commitment to revise local codes in a manner that removes barriers to appropriate affordable housing options, cooperate with other public and private entities committed to affordable housing development, respond to the unique needs of special populations and help residents find public and private assistance to reduce housing costs.
The Town of Concrete recommends the following actions to implement a comprehensive, long-term housing affordability strategy:

1. **Provide a sufficient amount of land with adequate infrastructure for affordable housing development.** There seems to be a demand for affordable multi-family rental units and manufactured housing. In addition, as land prices escalate, single family homes may need to be built on small lots for affordability. The Town is responsible for assuring that adequate capacity exists for this variety of affordable housing. The analysis in previous sections of the

Housing Element suggests that the Town should plan for an additional 47 affordable housing units over the planning period.

2. **Seek funding for housing rehabilitation**. The preceding sections of the Housing Element show that housing condition and affordability are the primary housing problems facing the Town of Concrete over the planning period. These two problems are not unrelated. Maintenance of existing housing stock should be one component of any strategy for long-term affordability. Identify and pursue funding to assist Concrete residents with major home repair. The USDA Rural Housing Service and HUD block grants are two possible funding sources.

3. **Commit to providing non-fiscal support for low and moderate income housing.** Identify potential resources and opportunities such as surplus public property. Cooperate with public and private entities committed to affordable housing. Invite these organizations to suggest ways that the Town can assist them in developing affordable housing for Concrete residents.

4. **Assess the needs for housing special populations including senior citizens**. Some elderly householders are constrained by fixed incomes and by their diminished ability to undertake home maintenance. Other groups including the mentally ill, developmentally disabled and victims of domestic violence need special housing assistance. To date, there has been no systematic attempt to investigate the extent to which these problems exist in Concrete. In cooperation with local social service providers, the Town should assess these needs in Concrete.

5. **Reduce barriers to alternative residential housing units**. Accessory dwelling units and shared housing make use of existing housing by permitting a rental unit within a house or a separate structure. The Town should examine existing codes and commit to reducing barriers to these and other affordable housing alternatives including assisted living facilities, cooperative housing and manufactured housing.

6. **Seek funding for affordable housing projects**. Invite local experts in affordable housing development and social services to help set priorities, recommend actions and obtain grant funds. Build understanding and support for affordable housing in the community by publicizing successful housing projects and programs.

7. **Help homeowners and renters help themselves**. Many public and private programs exist to ease the housing cost burden for individual households. Low interest housing loans, home repair grants and loans and weatherization assistance just to name a few. In cooperation with program sponsors, the Town should attempt to increase Concrete residents' awareness of such opportunities.

Chapter 5. CAPITAL FACILITIES

INTRODUCTION

The Town of Concrete is located in the center of Skagit County at the confluence of the Baker and Skagit Rivers. When the Town was incorporated in 1909, the unique name of "Concrete" was chosen by the residents of the communities on both sides of the Baker River, known then as Baker and Cement City. The name referred to a plant in each of the communities that made the area's principal product, cement. The Washington Cement Company plant began operation in 1905 on the eastern shore of the Baker River. Cement City was platted as a community for workers of the Washington Cement plant.

In 1908, the Superior Portland Cement Company began production in the community of Baker, on the west side of the Baker River. It later became the largest cement plant in the State of Washington. It furnished over 40 percent of the cement used to construct the Grand Coulee Dam, as well as supplying the cement for the dams at Baker River, Diablo, and Ross, on the Skagit River.

The Town of Concrete prospered for many years from its cement industry, its mills, the logging industry, and agriculture. When Superior Portland Cement Company bought out the Washington Cement plant in 1919, the community became a "company town" and its prosperity became primarily dependent on the rise and fall of the cement market.

In 1968 the cement plant closed, and almost all of the facilities have since been dismantled. The Town of Concrete is now a residential community, with logging and agriculture and local services being the principal employers. By 2002 due to economic downturns, a large portion of residents are employed outside of the Concrete Town limits. Also a large number of residents are retired.

Concrete is the gateway to the southern portion of the Mount Baker National Forest, as well as a gateway to the North Cascades National Park. Points of interest in the area include Seattle City Light's boat tour and Cookhouse, and The Ross Lake Resort offers floating cabins, hiking, fishing and boating facilities. The recreation-oriented region offers hiking, camping, hunting, and fishing opportunities in a virtually undeveloped area.

PURPOSES OF THE CAPITAL FACILITIES PLAN

This Capital Facilities Plan is intended to implement the Town's Comprehensive Plan. The purposes of this plan are to:

- Catalog the extent of existing capital facilities and equipment;
- Provide goals and policies to support appropriate public investment in these facilities;

- Provide a list of projects to be undertaken over the next twenty years as was established in 1999. Project lists are to be reviewed annually by Town staff, the Mayor and the Town Council; and
- Tabulate the costs and optimum financing methods to ensure that those improvements that are most important to public health and safety are achieved considering the Town's very limited ability to pay.

This plan is intended to outline the improvements necessary to bring the Town's facilities into full compliance with county, state, and federal laws and regulations, maintain and improve public services to citizens, and accommodate orderly growth. The Town anticipates significant investment in its capital facilities. The Town in 2002 selected the engineering firm, Economic Engineering Services, (EES) to amend the Town's Sewer Comprehensive Plan. In 2003, the Town amended the sewer Comprehensive Plan and has begun the process of implementing its major proposals.

Definition of capital project

This Capital Facilities Plan covers needed improvements that are of relatively large scale, are generally non-recurring, and which may require multi-year financing. For the purposes of this plan, a capital project is defined as an expenditure greater than $3,000 for an item with a life span of at least three years.

Criteria for funding projects

Concrete has three general criteria for the funding of capital improvement projects.

- The Town is committed to meeting all county, state and federal laws, regulations and guidelines, particularly as they apply to public health and safety.
- The Town wishes to meet its capital facilities needs in the most cost-effective manner possible. To this end, the Town will attempt to invest in facilities which, if left unimproved, will cost more to improve in the future or will require higher expenditures for operations and/or maintenance.
- The Town attaches a great deal of importance to financial responsibility. Although it is anticipated that the capital improvements included in this plan will contribute to greater economic vitality for the Town, fiscal prudence and the low level of willingness and ability to pay by community residents and businesses dictate that the Town must plan for relatively flat revenues over the next few years.

Funding sources identified for 2005-2010

This Capital Facilities Plan is intended to implement the Comprehensive Plan. This Capital Facilities Plan (CFP) is consistent with the requirements of the Washington Growth Management Act (GMA). This CFP will meet the requirements of those state and federal agencies that

mandate a thoughtful process for prioritizing projects as a prerequisite to offering loans and grants to solve infrastructure problems. Consistent with the requirements of the GMA, the planning period for the CFP adopted in 2005 is 2005-2025.

Capital outlays in Concrete have varied a great deal from year to year, depending on need and the ability of the Town to secure grants to fund particular projects. In the past, Concrete has not typically allocated General Fund revenues for large capital projects. Instead, these projects have been funded through bond issues, state and federal grants, and revenues from enterprise funds such as water and sewer revenues. For example, when the Town built the sewer system in the early 1970's, it used grants totaling $186,500 from the federal and state governments, and issued unlimited general obligation bonds of $227,550. The Town also authorized the use of sewer revenue bonds, financed by sewer rates, if extra funds were necessary to build the system. The public supported the bond issue and the system was completed and approved by the state Department of Ecology in June 1973. The Town is currently pursuing funding to construct a new treatment plant.

A capital facilities financing plan appears below as Table 26**.** Capital Budget Financing Plan by Fund Source, and Table 27. Capital Budget Financing Plan, Annual Allocations. Anticipated sources of funding for each of the projects planned to be undertaken during the next six years appear in Table 26. Abbreviations for funding sources and agencies are as follows:

CCWF	Centennial Clean Water Fund
CDBG	Community Development Block Grant
CGF	Town of Concrete General Fund
CSF	Town of Concrete Sewer Fund
CStF	Town of Concrete Streets Fund
CTED	Washington Department of Community, Trade and Economic Development
DOE	Washington Department of Ecology
DOH	Washington Department of Health
DOT	Washington Department of Transportation
EPA	U.S. Environmental Protection Agency
IAC	Interagency Committee for Outdoor Recreation
PWTF	Public Works Trust Fund
SRF	State Revolving Fund
TIA	Transportation Improvement Account, Department of Transportation
USDA/RD	U. S. Department of Agriculture/Rural Development
USFS	U. S. Department of Agriculture/Forest Service

All projects planned to occur after the initial six-year period (between2011 and 2025) have rough cost estimates associated with them, but it is premature to identify specific sources of funding at this time. If one or more of the public sector funding sources cited is unavailable at the time of need, the project will be delayed until alternative funding can be secured.

Planning assumptions

The population in 1996 was 765, the population in 1997 was 770, the population in 1998 was 785, the population in 1999 was 780, the population in 2000 was 790, the population in 2001 was 790 and the population in 2002 was 790. This information was provided by the Washington Office of Financial Management. The 2025 population estimate for the Town, including the UGA, is 1,350.

Table 17. Future population estimates for Concrete (Town limits only)

Year	Low Estimate	Medium Estimate	High Estimate
2002	790	790	790
2010	845	935	1011
2020	869	993	1080
2030	881	1007	1134
2040	886	1010	1182

It is assumed that infill will eventually occur within the town limits at densities consistent with current zoning. New development in areas outside the existing town limits will be zoned and served in a manner consistent with the Comprehensive Plan, the Water System Plan, the General Sewer Plan, the Capital Facilities Plan, the Parks and Recreation Plan and the Six-Year Transportation Plan.

Developers will be required to provide water and sewer lines and construct roads both within a new development and leading to it. Arrangements must be made with Skagit County so that densities and water, sewer, storm water and street systems that are built in the town's future service area are consistent with Town plans.

WATER SYSTEM

The Town of Concrete was incorporated in 1909. One of the Town Council's first acts, on June 15th of that year, was to adopt an ordinance granting the Baker River Power, Light and Water Company the right to build and operate a water system in the town for a period of fifty years. That right was eventually extended. On January 1, 1982, ownership and operation of all of the assets of the water system were conveyed to the Town of Concrete as a gift from Lone Star Industries, which then owned the Baker River Power, Light and Water Company. The Town has operated the system since then.

The Town hired Economic Engineering Services (EES) to update the Water System Plan in 2002. The Town has a chance to compete for the Community Development Block Grant Funding for water planning.

A grant in the amount of $200,000 was awarded to the Town in 2002 by Skagit County to replace the Water Main which will be completed during the Main Street Reconstruction Project.

The Town updated, with Washington Department of Health approval, a Water System Plan in 2002, from which the following is excerpted.

Source
The Town's water supply source is known as the Grassmere Well. The main well is 100 feet inside a mountain and has a covered intake structure for collection of the water. From the intake structure, the water enters a concrete sump box, and is then conveyed by a pipeline to the distribution system.

The amount of water produced by the Grassmere Well is approximately 400 gallons per minute. The Town has sufficient water rights to accommodate future population projections, but a second groundwater source is needed to ensure the reliability of the system. The current intake structure provides good protection from contamination from the source to the distribution area. The source was monitored for a period of 52 weeks, meeting DOH requirements. The testing indicated if treatment was required.

Storage and quality
As of March 2002, Water storage is provided by a forty-year-old 100,000-gallon wood tank. The tank is 30 feet in diameter and is constructed of 20-foot Douglas fir pressure-treated wood staves. The tank cover is made of Redwood. Engineers estimated in the Water System Plan that "with proper maintenance the tank will provide service for approximately 10-20 years." The tank roof was repaired in January 1997.

The Town built a new 200,000 gallon tank at the Seidel Street site along with a 200,000 gallon capacity tank near the source in 1998. In 1999, a 200,000 gallon tank was constructed near the source.

Distribution system
Based on information in the 2002 Water System Plan, much of the distribution system has been inventoried and mains, distribution piping and service lines within the water system are of varying ages and varying types of pipe. There is still wood stave line, which is highly subject to leakage. There are a number of lines that are too restrictive to permit adequate fire flow.

Most of the expansion of the water distribution system was accomplished by the previous private owner of the system. Because it is impossible to predict how or when undeveloped property will be improved, new mains will need to be designed and constructed at the time the actual property layout is determined. All new water mains should be designed in accordance with the Town design criteria as described in the Water System Plan and good engineering practice. All improvements will be designed by a professional engineer and constructed in accordance with the current policies and procedures of the Town. All are engineered designs must be reviewed by the Department of Health before installation.

The Town should plan to provide adequate fire flow. Interior service within the Town should be constructed with a minimum eight-inch mains that are looped so that the flow patterns are relatively short within a given area. An effort should be made to shorten some of the long loops that exist in the town in order to provide more reliable service and reduce pressure fluctuations.

The Town currently maintains approximately 34,000 feet of pipe in the transmission and distribution system. Excluding service connections, pipe sizes range from 4 to 12 inches in diameter. The majority of the pipe material in the water system is PVC. Approximately 400 lineal feet of 4-inch woodstave pipe remain in service in the Town's water system.

Table 18. Distribution System Capital Improvements

Project No.	Description	Estimated Costs
1	Add 400 feet of 8-inch pipe and new valving at the source	$41,700
2	Replace 1,920 feet of 6-inch pipe with 12-inch pipe at Airport Way	$140,000
3	Replace 500 feet of 6-inch pipe with 8-inch pipe on Main Street from Superior to "A" Ave.	$29,700
4	Replace 280 feet of 4-inch pipe with 8-inch pipe on Cupples Alley from Main to Limestone.	$44,000
5	Replace 460 feet of 4-inch pipe with 8-inch pipe on "B" Street from Limestone to Main.	$27,300
6	Replace 1,240 feet of 8-inch pipe with 12-inch pipe on Baker Street.	$95,000
7	Replace 1,910 feet of 4-inch pipe with 8-inch pipe on South Dillard from Division to Benjamin.	$132,400
8	Replace 500 feet of 4-inch pipe with 12-inch pipe across Baker River, replace 4-inch line under highway with 12-inch, and close loop on south side of highway with 8-inch pipe	$275,000
9	Replace 470 feet of 6-inch pipe with 8-inch pipe on Short Ave.	$27,900
10	Replace 420 feet of 4-inch pipe with 8-inch pipe on Cedar Street.	$24,900

In 1998, a new 12-inch water main for a distance of 2,800 lineal feet was installed to serve the schools. All of the schools in the area are located in a complex in Concrete, and school officials were concerned about the issues of pressure and fire flow. Also completed in 1998 was the Superior Avenue transmission mains.

Wood stave and steel pipes were installed when the water system was constructed in the 1930's. The Town has experienced problems with leakage in these mains, and has replaced many of them. The remaining wood and steel mains will be replaced over a period of several years so that the cost can be distributed over time.

The Town has installed water meter setters for businesses and for all new services, but most of the community is not metered. Meters should be installed throughout the Town to ensure system reliability, conserve water resources, protect the Town's water rights, and to enable the Town to apply for certain State funding sources.

Fire hydrant port sizes are typically five-inch, however there are some with two and a half-inch ports. The valves that have been located are checked by Town staff and are kept functional. Hydrants are exercised every six months and valves annually in conformance with national (American Water Works Association) and state (Department of Health) guidelines.

Projected demand

For planning purposes (in the 2002 Water System Plan) the demand forecast for residential water service connections is 395 gallons per connection per day. Without the full installation of meters throughout the Town, actual usage and water losses can not be determined. Therefore, the 395 gallons per connection must be maintained.

Future water usage by non-residential customers will also be impacted by conservation efforts (e.g., meters, summer rates). For planning purposes, the forecasts for non-residential water usage is based upon published demands provided by the Washington State Department of Ecology.

With the installation of a source meter, future demand forecasting can be established through the use of actual historical data.

Exhibit 2-2 and 2-3 in the 2002 Water System Plan illustrates the Town's population projections under three growth scenarios. The demand forecasting was performed using the number of ERUs rather than population based on an estimated 2.63 people per residential ERU.

The estimates are as follows (annually):

Low Growth: 1.4-1.8%
Medium Growth: 1.7-2.2%
High Growth: 2.2-2.7%

The town is served under one pressure zone, which is established by the overflow of the water reservoir. The source is located high above the town on Burpee Hill, so a pressure reducing valve is used to control its fixed grade pressure.

Table 19. Additional Water System Capital Improvement Cost Estimates from the 1998 Comprehensive Plan not yet completed

Cedar St. Watermain	**Replace 4" concrete/asbestos 12 inch main**	**$15,000**	**Capital Improvement Fund**	**1996**
Park St. watermain Pine to Cedar	**Extension of 400ft. of 10"**	**$11,000**		**1997**
Fire hydrant replacement	**Replacement and addition of approximately 30 fire hydrants**	**$50,000**	**Capital Improvement Fund**	**1998-2008 3 hydrants per year**
New Source	**Develop second source of water**	**$60,000**	**Capital Improvement Fund**	**2002-2003**
South Baker St. watermain	**Replacement of 2300 ft. of 12" watermain**	**$90,000**	**Grant/Loan**	**2007**
"E" St. watermain	**Replacement of 2300 ft. of 12" watermain**	**$95,000**	**Grant/Loan**	**2007**
"D" St. watermain	**Replacement of 2900 ft. of 12" watermain**	**$120,000**	**Grant/Loan**	**2007**

WASTEWATER SYSTEM

Collection

The wastewater collection and treatment systems were built in the early 1970's following an Engineering Report by Sleavin-Kors, Inc. (an engineering firm no longer in business, thus unable to provide records or maps). The $414,000 system was financed by a General Obligation Bond issue of $227,500 approved by the voters on November 3, 1970. The Town received construction grants from state and federal governments totaling $186,500.

In 2000, the Town adopted a Comprehensive Sewer and Wastewater Facility Plan prepared by Gray & Osborne, Inc. In

The collection system was inventoried as follows by Sturdy Engineering as part of the development of this CFP:

Table 20. Wastewater System Inventory Summary

	Diameter	Lineal Feet
Gravity Pipe	8 in ABS 8 in cast iron	24,093 589
Pressure Pipe	4 in PVC 4 in PVC 6 in PVC	560 1,800 1,380
Gravity Sewer Manholes	48 in–99.	3,390
Lift Station Manholes	72 in–3	
Lift Station Pumps*	7.5 horsepower–4 20.0 horsepower–2	

*Each of the 3 lift stations is a duplex system, hence the 6 pump total

Current treatment
The treatment system is a 1,700,000 gallon aerated lagoon located on approximately 1.5 acres situated west of the Baker River, north of Highway 20. The effluent is treated with chlorine and dechlorinated prior to discharge in an easterly direction into the Baker River.
In 2003, the Town adopted an amendment to the Sewer Comprehensive Plan and is planning to decommission the lagoon and replace the facility with a Membrane Bio-Reactor system.

Proposed collection system improvements
A comprehensive study of the Towns wastewater collection system is addressed in the Wastewater Comprehensive Plan. The Town completed an inflow/infiltration (I&I) study to determine the quality of the system. The I&I study revealed that some manholes and pipes are leaking and need to be repaired and/or replaced. The Town has also purchased a truck with video capabilities and regularly inspects lines in the system. The Town must repair the leaking manholes and piping before applying for funds for improvements to the treatment system. The Town should also disconnect any existing storm sewer connections to the sanitary system. Storm sewer connections and inflow/infiltration result in the treatment of hundreds of thousands of gallons of water that does not require treatment levels as high as those established for water containing human waste. Sources of I&I have been discovered and remedied so the number of storm sewer connections to the sanitary sewer system may be relatively minor.

Treatment
Sturdy Engineering has provided the Town with preliminary estimates of needs for wastewater facility and collection system needs, as cited above. In order of priority they are, and each project should be completed soon.

(1) Add dechlorination for the next NPDES permit cycle, which the Town is in the process of completing;

(2) Relocate the force main to the head works;

(3) Upgrade the flow meter process;

The Town has elected to construct a Membrane Bio-Reactor system and decommission the lagoon system that it currently operates. This system will result in a higher quality effluent discharging into the Baker River. The system is anticipated to cost approximately $5.1 million and will be funded using a combination of grants, loans, and sewer connection fees.

STORMWATER SYSTEM

Current system

The current stormwater system consists of approximately nine drainage routes. The exact dimensions of pipes and the pathways for much of the system are not known. However, the following is believed to be accurate:

Ross Alley to old railroad:	24-inch diameter; 1100-foot length; galvanized.
Hillside Avenue to Dillard:	26-inch diameter; concrete.
Siedel Street to Limestone:	36-inch diameter, galvanized steel.
Main Street under Dillard:	Two 12-inch diameter; 200-foot length; concrete.
Limestone to Highway 20:	16-inch diameter; galvanized steel.
Main Street to Highway 20:	24-inch diameter, galvanized steel.

The majority of the pipes in the system have not been upgraded recently, except off Siedel Street where the Town put in new pipes in 1986. The two drains on each side of Dillard Street were probably constructed many years ago by the State of Washington Department of Transportation.

Drainage, flooding and runoff problems

The main problem in stormwater planning is the lack of detailed knowledge about the existing natural water runoff patterns. In recent years there have been incidents of flooding and runoff problems in many parts of town. The Town has taken steps to solve these problems, for example by adding new pipes off Seidel Street. However, there are several routes where the Town does not know the water source or its path, making both preventative and emergency repairs difficult. The most pressing concern for preventative repair seems to be the route from Hillside Avenue through town and out to Highway 20, because there is a possibility that the headend works are too small to handle the amounts of water coming through.

Proposed projects and sources of funding

Develop a Stormwater System Plan. Survey current water flow patterns and the system's capacity to handle them. Identify problems and long-term solutions. Devise a strategy for implementation of improvements over a seven-to-fourteen-year period.

Costs: $75,000

Potential Funding Source: Department of Ecology Centennial Clean Water Fund.

STREETS, SIDEWALKS AND BRIDGE

Current system

Streets

The street system consists of seven collector streets and several miles of local streets. The majority of streets are blacktop or chip and seal, while a handful of gravel streets exist as well. As part of the development of this Capital Facilities Plan, an inventory of the town's streets was completed, but needs to be updated. The map indicates recent street improvements as well as dimensions and surfaces of all streets. This map is available from the office of the Town's Public Works Director. The conditions of the streets vary a great deal—from newly resurfaced chip and seal to deteriorated blacktop to simple gravel.

The Main Street Improvement Project has been completed. The project included repaving Main Street from North Dillard down to Cupples Alley, adding and improving the sidewalks and incorporating landscape designs to improve the aesthetics of the Town Center District. The project was prepared and submitted by the Skagit County Public Works Department. The funding for the project has come from grants provided by the Washington State Department of Transportation, Rural Vitality Program in the amount of $312,900, Surface Transportation Program Board in the amount of $268,700 and the Transportation Improvement Board in the amount of $37,500. Grant funding for the project totals $652,700.

Sidewalks

Sidewalks throughout the community are in generally poor shape or non-existing. Legally, in Concrete, the abutting property owner is responsible for construction and maintenance of the sidewalk. By and large, property owners have been unwilling or financially unable to pay for sidewalk improvements.

In 1994, the Town authorized design of major sidewalk improvements on Main Street from Superior Avenue on the west to the town limits on the east. The project would have included the repair and construction of utilities that are under the sidewalks. The Town paid Leonard, Boudinot & Skodje, Inc., to design the project, and the engineers estimated the cost at $260,000. The Town made this project its first priority for funding, and the County ranked it as a high priority and submitted it for state funding through the WA-CERT process and the project is now funded, as of 2002. This project is planned in three phases:

1. North Dillard to Cupples Alley (complete)
2. Cupples Alley to Superior
3. Superior to Grassmere

Bridge

The Baker River Bridge (Henry Thompson Bridge) is located a half mile north of the confluence of the Skagit and Baker Rivers at the east end of Limestone Street. The bridge, once "one of the longest single span concrete structures in the West," is an open spandrel reinforced concrete arch with 185' clear span. The main arch of the bridge consists of two parabolic ribs (5' x 6' in cross

section) that spring from the base of massive abutment piers anchored in bedrock. The ribs are connected laterally by radial braces spaced horizontally at fixed distances (description from 1976 HAER inventory). In 2004, the bridge was restored which included replacing the entire bridge deck from the arch up, installing drainage, relocating the water line off of the bridge deck to the north, new sidewalks, and light standards.

Proposed projects and funding

Streets
Implement the Town's Six-Year Transportation Improvement Program. This program recommends that the following improvements be made to collector roads between 2006-2011:

Reconstruct Main Street (from Cupples to Superior)
Reconstruction Main Street and add sidewalks (from North Superior to Grassmere Road)
Reconstruct Cedar Street (from South Park to Superior)
Reconstruct Limestone Avenue (from Burpee Hill Road to 'E' Street)
Reconstruction East Main Street (from Henry Thompson Bridge to Everett Avenue)

Cost	$724,500
Potential Funding Source:	TIA

Asphalt leveling and seal coat the collector streets (West Main, Main, East Main, Superior, Limestone, Cedar, Dillard, Everett).

Cost	$6,500
Potential Funding Source:	Local Funds

Bring all remaining streets up to chip-and-seal standard. In order to do this, it is recommended that the Town focus for the first five years on those roads that were not upgraded (deteriorated chip and seal, blacktop or gravel) in the most recent chip and seal round of improvements. The Town can then phase in a ten-year rotation system of paving local roads, returning to those that were re-paved in the most recent round of improvements.

Cost	$100,000
Potential Funding Source:	TIB - Transportation Improvement Board

If the Town chooses to upgrade all of its collector streets to a layer of asphalt, it is estimated to cost $300,000 (based on 1996 costs). If all blacktop streets were brought up to an asphalt standard, it would cost an additional $250,000 (estimates provided by Sturdy Engineering and confirmed by a private asphalt paving company).

Sidewalks
No cost estimate has been generated for residential sidewalk improvements since there is no likely fund source for them. In the summer of2004, the Main Street Improvement Project repaved and widened sidewalks along Main Street from North Dillard, down to Cupples' Alley.

TOWN BUILDINGS

Inventory and proposed projects

Town Hall

Town Hall, located at 45672 Main Street, is a historic building which also currently houses the library. The building was built in 1908 and was used a school, the senior center and now the Town Hall. With the help of several contractors, Town staff have made major improvements in the Town Hall side of the building in the last few years. These include a new roof, gutters, windows with trim and siding, improved wiring, sub-floor replacement, a new foundation, insulation, carpeting, sheet-rocking and improvements to the bathroom. The value of the improvements is estimated to be worth $51,470 in contracts, plus hundreds of hours of Town staff time. Additional improvements to the Town Hall building include painting the exterior of the building.

The library will eventually be relocated to a new building owned by the Town. At that time, the library part of the Town Hall building will be remodeled for general town purposes. The Camp 7 Museum is also hoping to relocate at the Lone Star building (see below).

Lone Star Office Building

This building was donated to the Town along with land for Silo Park in 1993. The Camp 7 Museum Association was created to house and create public access to a major collection of logging photographs, artifacts and equipment owned by a long-time resident of the Concrete area. The Concrete Heritage Museum Association obtained the services of a historic building expert to walk through the Lone Star building in August 1996. The building expert made a number of detailed recommendations for improvements after noting the historic significance of the building and much of its contents. No cost estimate was prepared, but in his opinion, a great deal of careful planning and construction would result in a structure that would clearly be eligible for the Historic Register and be of great value to the community as a home for the museum and library.

In October 1996 architect Michael Smith of Zerva Group Architects in Bellingham examined the building. In December, he developed a phased program and preliminary cost estimates for remodeling. Costs for the first phase, intended to prevent further deterioration of the building, are $69,081. Costs for the second phase, which would include creating finished space for the museum and library, are $138,975. Phase three, the addition of a solarium that would be a valuable additional asset for the community as well as the museum and library, would cost an estimated $44,627.

Architect and engineering fees are estimated at an additional $30,322 and would be based on actual costs as phased construction proceeds. No contingency fund has been included. The architect suggests one of ten to fifteen percent. The Museum Association is interested in developing plans for the museum that will coincide with plans for the development of the land donated for a park.

Old Shop Building

The old shop building (25' x 90') has a wood frame with metal walls and a concrete floor. It was purchased by the Town in 1972. The building is currently used for equipment storage. Roofing work in the amount of $5,675 has been done.

New Shop Building
This pole building with metal walls and roof and a concrete floor was built at a cost of $8,000 in 1972. It is used primarily for equipment storage for the Public Works crew. It has a small bathroom and in 1999, an office was built.

Sewage Treatment Building
This combination laboratory and chlorine room was built at the same time as the lagoons and sewer system in the early 1970's. The lab is 9' x 10' and the chlorine room is 5' x 10'. In the next five years, the lab will be upgraded to meet the requirements of the Town's next NDPES permit. It will be enlarged and will include additional lab equipment as well as a bathroom. These improvements are necessary to improve testing standards and employee safety. These buildings will be removed and added to the new wastewater treatment facility.
The Public Works Department plans to move to the new wastewater treatment plant facility once it is completed.

TOWN EQUIPMENT

Inventory
The inventory of capital equipment used by Public Works is as follows (Note that the amounts listed are prices paid for the equipment. Actual value of the equipment is more than the price paid in most cases):

Table 21. Capital Equipment Inventory for Public Works

Vehicle	Purchased	Condition	Price
1989 J.C.B. back hoe	used in 1995	good	24,000.00
1985 Ford dump truck	used in 1996	good	7,000.00
Ford tractor brush cutter	used in 1985	good	6,000.00
1982 Dodge Jet truck	Used	good	28,000.00
1982 Dodge Ram 4x4	new in 1982	good	10,000.00
1971 Chevrolet dump truck	new in 1971	good	unknown
1970 Dodge flatbed truck	military surplus	good	1.00
1970 Mobil street sweeper	used in 1990	fair	1.00
1967 Dodge van	military surplus	fair	1.00
1994 Ford F150	used in2001	good	Unknown

515 Ford tractor	Port of Skagit County surplus in 1996	fair	1.00
Kubota lawn tractor	new in 1993	good	17,000.00
1988 Iveco cube-van (video truck)	Used in 2002	Good	20,000
Case brush cutter	1998 from Skagit County	Fair	2,000

Proposed equipment and sources of funding

At the time of preparation of this Capital Facilities Plan, the Public Works staff has no specific plans for the purchase of additional equipment. As the inventory indicates, when used or surplus equipment becomes available, often on short notice, the staff has been quick to make recommendations to the elected officials who have acted to take advantage of good deals. All officials are on the lookout for good deals for the Town in used equipment and at this time have no plans for the purchase of new equipment.

PARKS AND RECREATION

Current system

The Upper Skagit Garden Club Park, now owned by the Town, is located on both sides of North Dillard, just south of the Henry Thompson Bridge. The Garden Club used to own the park. It is divided into two sections, 60' x 90' and 30' x 180' in size. There are park benches, and a sheltered area with a picnic table. The park is well-maintained and affords views of both the Baker River and the bridge. It has an attractive display of flowers and shrubs.

The Town also maintains the approximately 100' x 250' area south of Highway 20 that used to be a rest area. The rest area facilities have been removed and the Town has not decided on future plans for the area.

The Town also owns another park on the south side of Highway 20 which is currently being rented and maintained as ball fields by the School District.

Another park is located on Main Street next to the old school district buildings. The park is an old baseball diamond, approximately 200' x 225', with a tennis court, two basketball hoops, a barbecue grill and picnic facilities. The park is owned by the School District and rented and maintained by the Town.

The Town received a 9.72 acre plot of land, called “Concrete Silo Park,” as a gift of the Lonestar Cement Company. It is located between Highway 20, Superior Avenue and Main Street. The northwest corner was private land and the future site of an affordable housing development until 2001, when the Town purchased the lots to add them to the park. A large silo sits on the southwestern corner of the park, near Highway 20.

The park is currently uneven as of 2002, although the Town has done some filling and grading of the site. Playground equipment was purchased and installed, the funding for which was provided with the gift of the land.

A group of citizens and the Planning Commission have become interested in the development of the park and have identified priorities for Silo Park.

Improvements needed at Silo Park include those identified in the adopted Town of Concrete Parks and Recreation Plan, and as follows:

1. Restrooms facilities
2. Parking facilities
3. Skatepark Facility
4. Community Gardens
5. Recreational Racetrack
6. Walking paths, and trails
7. Climbing wall
8. Interpretive and Educational facilities
9. Covered Meeting Area

Proposed projects and sources of funding
The Town began a park planning process for "Silo Park" in 1998. The community-wide park planning process began on November 17. One thousand six-hundred flyers were mailed inviting people to participate in this planning process. Approximately 40 people attended the first planning meeting. Milenko Matanovic, an expert at community and park development processes; Jay Rood, a landscape architect; and Cathi Read of NSCS helped the participants think about and write up their options for the park. They held a follow-up meeting on December 8th 1998 and met with the Mayor and Council to discuss their interest in working closely with the Town.

Future park needs
The Town has created a Bikes and Trails Plan for the Town and has identified areas where new park land and trails should be located in order to accommodate future population increases.

Capital Improvement Program 2006-2011 includes renovations, and improvements needed to existing park property.

Table 22. Parks Capital Improvement Program 2006-2011

Priority	Project Name	Type of Improvements	Estimated Costs	Project Size
1	Silo Park	Development / Improvements	$300,000	10 acres
2	Main Street Park	Renovations	$50,000	0.5 acres
3	Pedestrian and Bike Paths	Development	$200,000	Undefined
4	East Main Street Park	Development	$150,000	0.25 acres
5	Garden Club Park	Renovations	$50,000	0.25 acres
6	Highway Neighborhood Park	Renovations	$60,000	0.13 acres

POLICE AND FIRE PROTECTION

Police department

The Town of Concrete currently contracts with the Skagit County Sheriff's Office for law enforcement services. The contract was signed in 2004 and includes 80 hours of police services per week for a cost of $200,000 annually.

Fire department

Fire Hall

The Fire Hall consists of meeting space and four bays with only a 1.5-foot space between them. This means that engines must be parked very, very carefully to avoid damage.
The Fire Hall has always been used for that purpose. The meeting space is approximately 14' x 20'. It is used three nights a month for volunteer fire meetings. The building is old and small. It was built in the 1920's and has poured cement walls. The roof leaks. The building was designed to taper at one end in order to fit on the steeply sloped site. Because the pumpers were custom-designed to fit in this particular station, they had to be designed to fit in the tapering building. The result is that the fire engine cab has no room for passengers/firefighters. They have to ride on the back of the rig.

The Fire Hall still has a tall wooden hose tower, but it is no longer in use as a hose-drying tower since the department's modern hose dries without being hung up to dry. Because of electrical problems, sparks fly when the siren control unit is started. The Fire Hall needs a good roof job and windows. In the next six years the Fire Chief would like to make the necessary improvements to the building (such as fixing the roof and the windows). During this time he would also like to add on to the station the emergency vehicle. In the fourteen subsequent years, he would like to see a new station built. He suggests a strategy whereby the Mayor and Town Council would be asked to place the question of a new pumper and new station on the ballot for a bond issue. If the measure fails, he would resort to fixing up and adding on, with a return to the ballot in another ten years or so.

New station:	$300,000 – $500,000.
Major remodel and addition:	Up to $100,000

Fire Equipment

The 1936 hose and ladder truck is no longer in service as useable fire equipment. However, it still runs and is manned by retired firefighters at community events such as parades.

Table 23. Fire Equipment

Chasis	Pump	Fire equipment	Tank (gallons)
1968 Chevrolet	Hale 1000 gpm	Howe pumper	750
1988 Ford	Darley 1000 gpm	Darley pumper	1000

1936 Ford	n/a	Hose and ladder truck	0
1972 Chevrolet	n/a	Emergency vehicle	n/a

The nearly thirty-year-old Chevrolet-Howe needs to be replaced with a larger truck that would have the capacity to safely carry five firefighters inside the truck. If funds were made available, he would purchase equipment equivalent to a 1,000–1,200 gpm Darley pumper with a 1,000–1,500 gallon tank.

Although individual sets of fire-fighting gear do not meet the standards of cost to qualify as a capital project, equipment is normally replaced by purchasing in sufficient quantity to permit substantial cost savings. Nearly all the fire-fighting gear was replaced in 1989. To do so again would cost an estimated $20,000–25,000. This should be done in the next six years to take advantage of the safety and serviceability improvements that have been made to fire-fighting gear in recent years.

The fire department replaced its principal air compressor in 2001. It is used not only to fill Concrete's air packs (through an intermediate air tank), but neighboring fire district #19 and #10 air packs as well.

The department also houses the Upper Skagit Valley Water Rescue Unit's 18' Koefler aluminum boat with a 150 horsepower Johnson jet engine. The rescue unit is owned by the County and is operated by a number of town volunteers, many of whom are also members of the police and fire departments.

The Fire Department recently applied for a grant through the FEMA in the amount of $166,300 to fund a new pumper.

AIRPORT

The Concrete Municipal Airport is located south of the town center, adjacent to the school facilities. The main runway is 2600 feet long and 60 feet wide. Concrete accepts no federal funds for its airport and therefore does not have to meet federal requirements. In September of 1992, the Town obtained a grant from the Aeronautics Division of the Washington Department of Transportation and used the funding for crack sealing, asphalt the runway and in 2001 it was used to provide a security fence on the north side of the airport.

The airport does not have runway lighting and the Town plans to keep it that way. Town policy-makers discourage night flying in part because of the many mountains in the area, but also because residents would not want the night noise from airplanes. The Town leases 50'x50' lots for $134.57 annually and 100'x100' lots for $538.29 annually plus the cost of insurance which is generally $163.33 annually and leasehold excise tax that is paid to the Department of Revenue. Pilots provide their own hangars.

The Town, with the help of Airside, an airport planning company, designed and constructed of an emergency medical service lighted helicopter facility at the airport. This heliport substantially

improves access to major medical facilities in Seattle for citizens of, and visitors to, Concrete and the surrounding area. It also greatly improves the chances of survival for victims of vehicle accidents along Highway 20.

The Town recently paid $500 toward design of the heliport. Design and construction costs for the concrete landing pad (helipad) and the associated lighting were covered by a grant of $9,855 from the Aviation Division of the Washington Department of Transportation. Town staff and community volunteers worked under the supervision of Airside staff, built the concrete pad and installed the lighting for it. The value of the volunteer labor and materials is estimated at $2,500.

The Pilot's Lounge was completed in 2003 and is used for local and visiting pilots and is occasionally leased out to groups for meetings or events. The cost to construct the lounge was approximately $50,000 using mostly volunteer labor, donations, and a loan from the Town.

The Annual Concrete Old Fashioned Fly-In brings in pilots from mostly the west coast and Canada and generally range from 150 to 200 aircrafts. This event is weather dependent and is normally held in late spring, but may be moved to late July for improved weather conditions. The event lasts three days and brings in visitors to the Town.

The Town has an Airport Advisory Committee made up of pilots and those interested in the airport, and they make recommendations to the Town Council.

The Town is applying for a grant from the Washington Department of Transportation Aviation Division to fund the completion of an Airport Layout Plan which will study the needs of the airport, identify any problems in the development of the airport, propose a plan to meet the present and future needs of the airport, to be approved by the Town Council.

Table 24. Airport Priority Projects

1.	Complete all required striping and marking on the runway and adjacent ramps
2.	Add transient tie-downs in ramp area
3.	Move the windsock to a more visible location
4.	Construct a segmented circle around the windsock
5.	Construct a parallel taxiway to the north of the runway based on the Airport Layout Plan.

GOALS AND POLICIES

Goal CF-1: Ensure consistency between the capital facilities plan and the other Comprehensive Plan elements.

Policy CF 1.1: Reassess the Comprehensive Plan to ensure that all of its elements continue to be coordinated and consistent, especially if capital facilities funding falls short of expectations.

Policy CF 1.2: Annually update the capital facilities plan, especially the financial section.

Goal CF-2: Continue the stated criteria for selecting and funding capital projects.

Policy CF 2.1: Meet all county, state and federal laws, regulations, and guidelines, particularly as they apply to public health and safety.

Policy CF 2.2: Meet capital facilities needs in the most cost-effective manner.

Policy CF 2.3: Invest in facilities which, if left unimproved, will cost more in the future or will require higher expenditures for operations and/or maintenance.

Goal CF-3: Meet long-held community values of financial responsibility and the expectations of flat revenues over the next few years.

Policy CF 3.1: Apply for grants and loans from state and federal agencies for expensive capital facilities rather than rely solely on local revenue sources.

Policy CF 3.2: Rely on local utility rates and other local sources of income for operations and maintenance costs.

Goal CF-4: All new development should be encouraged to locate where services are currently being provided so that expensive system extensions can be avoided.

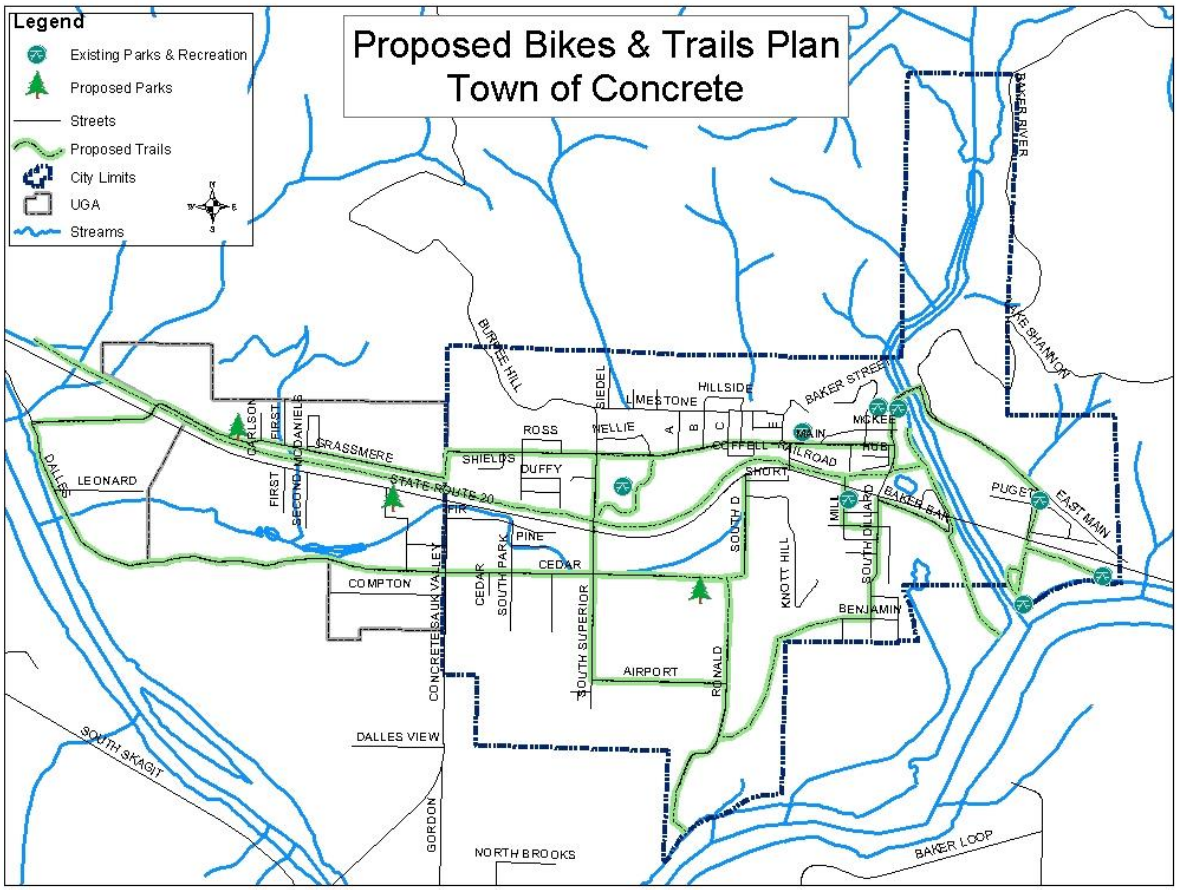
Policy CF 4.1: The Town will attempt to avoid all "leapfrog" development and encourage "infill" development.

Policy CF 4.2: The Town will require that all new development pay its fair share of the costs to upgrade facilities that are impacted by the development.

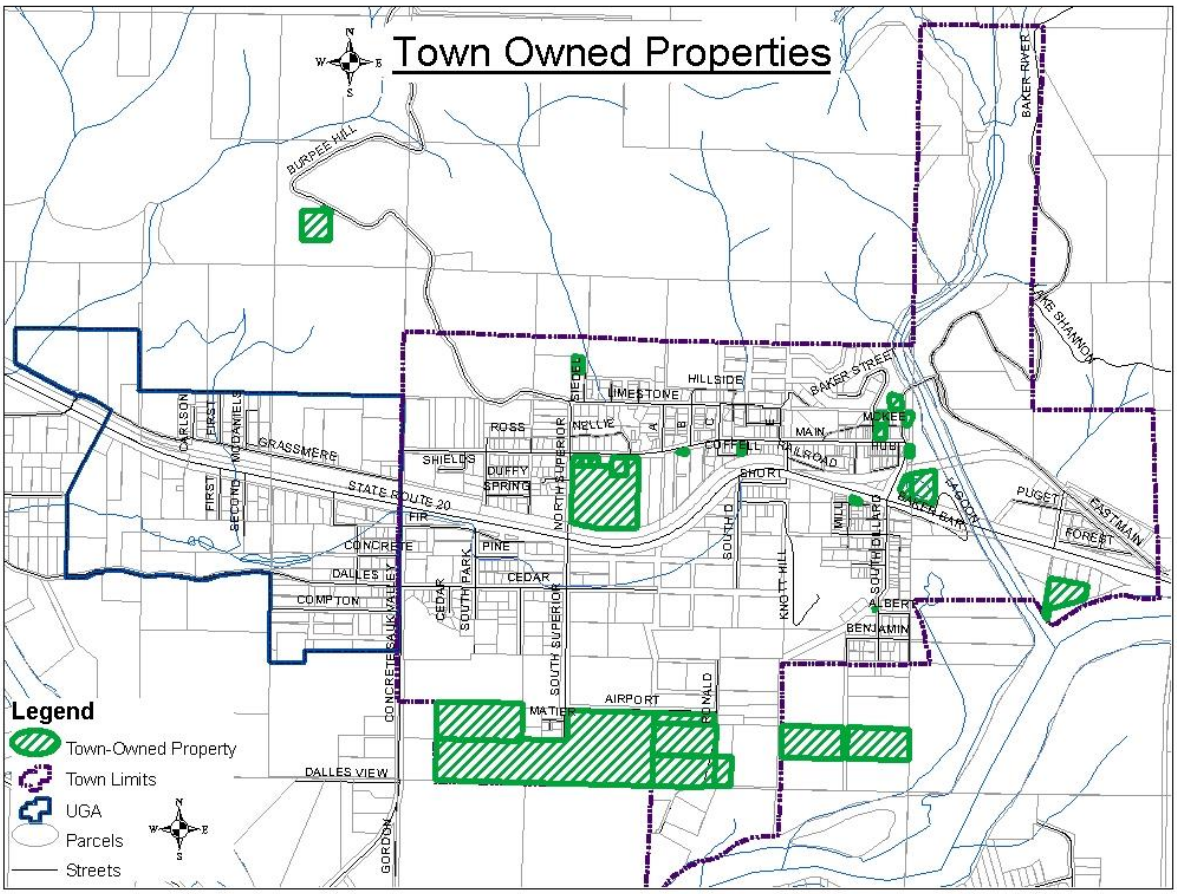
Goal CF-5: System development charges should continue to be adjusted to meet the increasing costs of facilities required by new development.

Policy CF 5.1: The Town will adjust system development charges after annual reviews of future costs of capital facilities.

Map 2. Town of Concrete Bikes and Trails Plan


Legend
Existing Parks & Recreation
Proposed Parks
Streets
Proposed Trails
City Limits
UGA
Streams
Proposed Bikes & Trails Plan
Town of Concrete
BAKER RIVER
LAKE SHANNON
BURPEE HILL
SIEDEL
LIMESTONE
HILLSIDE
BAKER STREET
MCKEE
MAIN
RAILROAD
HUB
CARLSON
FIRST
SECOND
DANIELS
GRASSMERE
ROSS
WELLIE
A
B
C
E
COFFELL
SHORT
DALLES
LEONARD
SHIELDS
DUFFY
STATE ROUTE 20
FIR
PINE
CEDAR
SOUTH PARK
SOUTH D
MILL
SOUTH DILLARD
BAKER BAR
PUGET
EAST MAIN
COMPTON
CONCRETE SAUK VALLEY
SOUTH SUPERIOR
KNOTT HILL
BENJAMIN
AIRPORT
RONALD
DALLES VIEW
SOUTH SKAGIT
GORDON
NORTH BROOKS
BAKER LOOP

Map 3. Town-Owned Properties



Chapter 6. TRANSPORTATION

TRANSPORTATION AND UTILITIES CORRIDOR

The 1998 Comprehensive Growth Management Plan outlined the Town's policies regarding Utilities. In chapter 7, Policy U 1.1 states that the Town has established franchises within existing open transportation rights of way for joint use as utility corridors. To this purpose, the creation of a special Transportation and Utilities (TU) District along the Highway 20 corridor should be effected. The propose of this new district would be to regulate and to concentrate as much as possible the transmission of utilities to the Highway 20 corridor, and to set local standards and guidelines for the expansion of vehicular thoroughfares. The updated Comprehensive Zoning Map reflects includes a new zoning designation, Transportation & Utilities Corridor (TU) designating the area preferred for any future expansion of transportation and utility transmission. The Town will be developing specific guidelines for any future expansion of transportation and utility transmission and ordinances to implement these guidelines.

Introduction

The Transportation Element has been developed in accordance with the Growth Management Act to address the motorized and non-motorized transportation needs of the Town of Concrete. It represents the community's policy plan for the next 20 years.

The Transportation Element has also been developed in accordance with the county-wide planning policies, and has been integrated with all other planning elements to ensure consistency throughout the Comprehensive Plan. The Transportation Element specifically considers the location and condition of the existing traffic circulation system; the cause, scope, and nature of transportation problems; the projected transportation needs; and plans for addressing all transportation needs while maintaining an established level of service standards.

Concurrency

This element contains the Town of Concrete's plan to provide specified levels of transportation service in a timely manner. The level of service standards that are adopted in this plan will be maintained through upkeep of the existing circulation system and expansion of transportation services where needed. The Town has adopted link based level of service standards for the arterials which handle the most significant traffic volumes in the Town. The process of establishing level of service standards requires the Town to make quality of service decisions explicit. As specified in the Growth Management Act, new developments will be prohibited unless transportation improvements or strategies to accommodate the impact of development are made concurrently with the development. Such improvements and strategies will be in place or financially planned for within six years of development use.

Major Transportation Consideration and Goals

The relationship between transportation and land use is one of continuous interaction and their planning must be coordinated. The Comprehensive Plan Districts Map, the Land Use Element, and the Transportation Element are highly dependent on each other and need to be carefully coordinated.

For additional information about regional transportation, refer to the following Washington State Department of Transportation (WSDOT) documents:

- Washington's Transportation Plan
- State Highway System Plan
- The SR 20 Scenic Highway Corridor Management Plan
- Public Transportation and Intercity Rail Passenger Plan for Washington State
- Roadside Classification Plan
- State-wide Freight and Goods Transportation System Study
- Skagit County-wide Air, Rail, Water and Port Transportation Study

Inventory and Analysis

The inventory presented in this element provides information useful to the planning process. This transportation element addresses all public roads located within the Town. Information on existing roadway functional classifications, the most recently available traffic volume counts and accident frequency data was collected from the Skagit Council of Governments (SCOG). The inventory includes the following:

(1) Location and Integration of Existing Transportation
(2) Method for Assessing capacity of the Transportation System
(3) Capacity of the Existing Transportation System

Traffic Circulation Within the Town

The Town of Concrete lies approximately 30 miles east of Interstate 5 on the North Cascades Highway (SR 20) at mile post 88 - 90. The Town is divided by SR 20 running west to east and the Baker River running north to south. The town lies north of the Skagit River.

Traffic to and from Concrete is primarily from SR 20 - east and west, and secondarily from the south of the Skagit River via the Concrete-Sauk Valley Road. The two major entries into the downtown area are via Superior and 'E' streets. A secondary entrance is along Dillard Avenue. Superior and 'E' streets are west of the downtown area while Dillard is on the east fringe. A major east - west route is Main Street which connects the downtown area with the entry streets and residential areas.

The schools are located south of SR 20 along Superior Avenue. The SR 20/Superior intersection is the most significant intersection in the Town.

Natural Traffic Barriers

The Skagit River has one bridge crossing on the Concrete-Sauk Valley Road between the city of Sedro-Woolley 25 miles west and at Rockport on the Sauk Valley Road eight miles east. Most of the north side of Concrete consists of steep slopes with historically sensitive soils. The Burpee Hill Road travels to the north linking to Baker Lake Road.

Adequacy of Parking Facilities

The downtown area is a combination of on-street parallel parking, and diagonal parking, and one public parking lot. The public parking lot has 28 parking spaces.

Addition of the Grassmere area as a commercial area will require off-street parking since most of the land is adjacent to SR 20. No parking along SR 20 is anticipated.

Railways

The Burlington Northern Railroad at one time extended service from Sedro-Woolley to Concrete. Closure of the lime kilns in Concrete reduced the need for heavy rail to Concrete. The rail rights-of-way parallel SR 20 to the north. Skagit County constructed a non-motorized trail on the old rail line that extends from Sedro-Woolley, through Lyman, Hamilton, and Birdsview to Concrete.

Pedestrian / Bicycle Trails

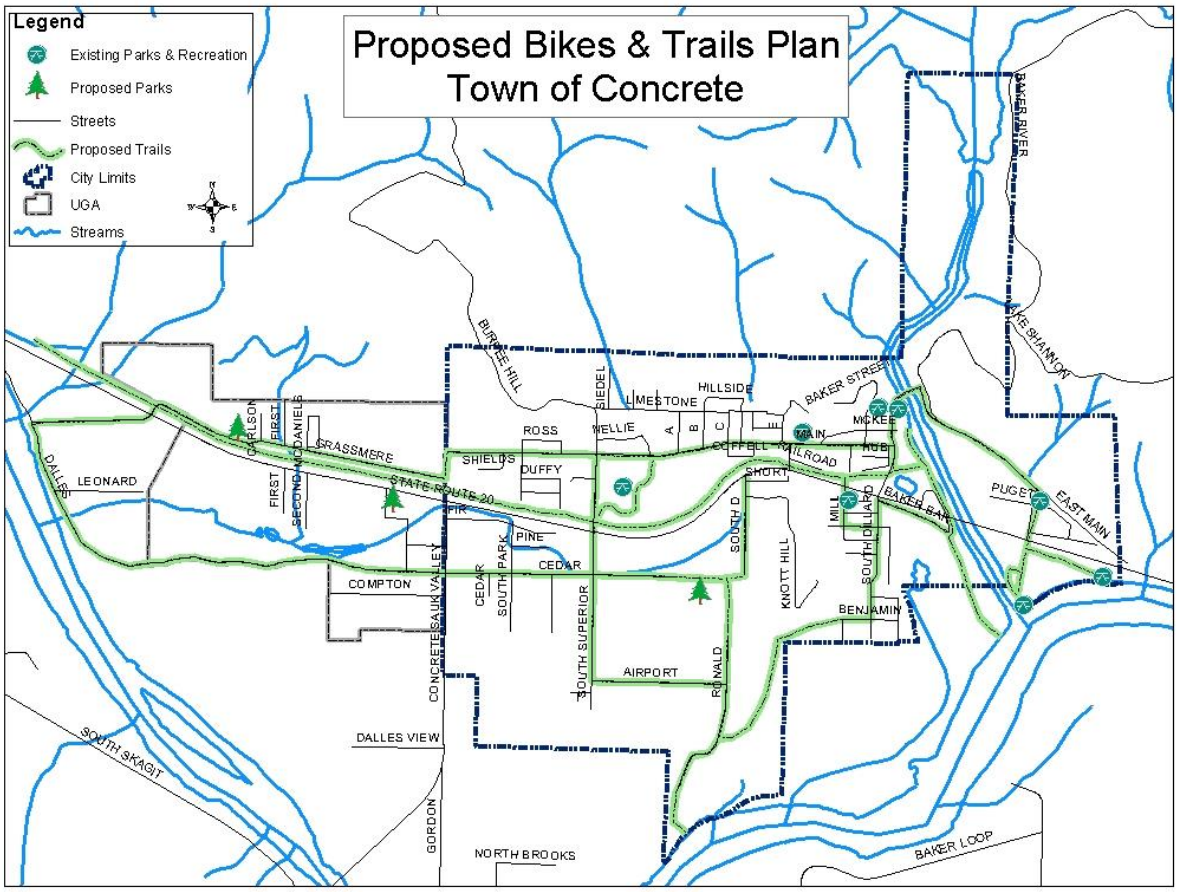
Sidewalks throughout the community are in generally poor shape or non-existing. Legally, in Concrete, the abutting property owner is responsible for construction and maintenance of the sidewalk. By and large, property owners have been unwilling or financially unable to pay for sidewalk improvements.

In 1994, the Town authorized design of major sidewalk improvements on Main Street from Superior Avenue on the west to the end of Main Street to the east. The project would have included the repair and construction of utilities that are under the sidewalks. The Town has completed engineering designs, and engineers estimated the cost at $260,000. The Town made this project its first priority for funding, and the County ranked it as a high priority and submitted it for State funding through the WA-CERT process. There has been limited interest in funding this project, especially since no local match by the Town or the property owners has been forthcoming.

In the summer of 2004, the Main Street Improvement Project was completed which included repaving and widening sidewalks along Main Street from North Dillard, down to Cupples' Alley.

In 2005, the Town developed a proposed bicycle and pedestrian plan to identify the future locations of pedestrian and bicycle trails that will be needed for non-motorized transportation:

Map 4. Town of Concrete Bikes and Trails Plan



Bridge

The Baker River Bridge (Henry Thompson Bridge) is located a half mile north of the confluence of the Skagit and Baker Rivers at the east end of Limestone Street. The bridge, once "one of the longest single span concrete structures in the West," is an open spandrel reinforced concrete arch with 185' clear span. The main arch of the bridge consists of two parabolic ribs (5' x 6' in cross section) that spring from the base of massive abutment piers anchored in bedrock. The ribs are connected laterally by radial braces spaced horizontally at fixed distances (description from 1976 HAER inventory). In 2004, the bridge was restored which included replacing the entire bridge deck from the arch up, installing drainage, relocating the water line off of the bridge deck to the north, new sidewalks, and light standards.

Roadway Classification

Major Arterial (Principal).

Major arterials provide for the movement of traffic across and between large subparts of the urban region and serve predominately "through" trips with minimum direct service to abutting land uses. Major arterial service is required by the central business district, shopping centers, industrial plants, major governmental centers, large hospitals, important secondary business districts and similar land uses which comprise the top layer of hierarchy or trip generators. Major arterials shall form a closed, interconnected system linking together major traffic generators in the urban region, and functioning to collect and distribute traffic from freeways and state highways to less important arterial streets.

Secondary Arterial (Minor).
Secondary arterials provide for movement within the large subparts prescribed by major arterials. Secondary arterials may also serve "through" traffic, but provide more direct service to abutting land uses than do major arterials. Secondary arterial service is required by small central business districts, tourist districts with motels, and restaurants, high schools and some grade schools, strip commercial development, parks and recreational areas, warehousing areas and similar land uses which comprise the middle layer of the trip generator hierarchy. Secondary arterials shall, whenever possible, be long, continuous streets with direct rather than meandering alignments.

Collector Arterial (Collector).
Collector arterials provide for movement within the smaller areas, which are often definable neighborhoods and may be bounded by higher class arterials. Collector arterials serve very little "through" traffic but serve a high proportion of local traffic requiring direct access to abutting land uses. Collector arterial service is required for the majority of land uses which generate measurably important traffic volumes such as plats, churches, small parks and recreation areas, convenience shopping centers and other areas which are not served by major or secondary arterials. Collector arterials need not be particularly long or continuous since this would tend to attract through trips. Collector arterials have an average daily traffic volume that ranges between 100 to 1,000 vehicles per day.

Access Street (Access).
Access streets provide for movement within residential neighborhoods, light commercial areas, and the residential agricultural districts. Access streets serve no through traffic and may terminate in cul-de-sacs.

Street Designations.
Designation and classification of new streets shall be appropriate to serve land uses as designated in the Land Use Element of the Comprehensive Plan. Every effort shall be made to incorporate new streets into the existing street grid pattern, and to provide for systematic naming and numbering of streets.

The Town has decided not to adopt the County's recently revised road standards for local streets. Instead they are adopting Town classifications of local streets:

- For streets with 500 or more trips per day, a thirty foot paved cross-section with a curb, gutter and sidewalk on one side only that allows parking on both sides.
- For Streets under 500 trips per day, a twenty-six foot paved cross-section as above.

Both cross-sections will have ten foot bio-filtration swales opposite the sidewalk.

Level of Service Methodology

The Town of Concrete analyzed its street system using the following nationally accepted methodology.

> *Average Daily Traffic Volume:* Average daily traffic volume counts were made available for various streets by the Skagit Council of Governments.
>
> *Peak Hourly Volumes:* Peak hourly volumes are generally used in conjunction with intersection analyses. Since average daily traffic volumes did not indicate the need for extensive intersection counting, peak hourly volumes were gathered as a base point for future studies.
>
> *Level of Service:* The concept of *levels of service* uses qualitative measures that characterize operational conditions within a traffic stream and their perception by motorists and passengers. The descriptions of individual levels of service characterize these conditions in terms of such factors as speed and travel time, freedom to maneuver, traffic interruptions, and comfort and convenience.
> Six levels of service are defined for each type of facility for which analysis procedures are available. They are given letter designations, from A to F, with LOS A representing the best operating conditions and LOS F the worst. Each level of service represents a range of operating conditions. The volume of the traffic that can be served under the stop-and-go conditions of LOS F is generally accepted as being lower than possible at LOS E; consequently, service flow rate E is the value that corresponds to the maximum flow rate, or capacity, on the facility. For most design or planning purposes, however, service flow rates D or C are usually used because they ensure a more acceptable quality of service to facility users.

Level of Service Standards

The Town determined that level of service standard "C" is reasonable for all streets. By setting these standards at these levels, the Town ensures consistency with other jurisdictions, allows for moderate growth, and does not unduly burden itself fiscally. Table 29 lists the current level of service and its adopted standard for each arterial roadway found within Concrete.

Transit Level of Service Standards

The transit level of service standards must be carefully designed to ensure that they do not conflict with the arterial level of service standards. It is also important to ensure that the transit level of service standards would be achievable since the Town itself does not directly provide transit service. Therefore, the Town has not adopted a level of service standard for transit. However, Skagit Transit (SKAT) will be establishing transit level of service thresholds and will coordinate their recommended transit level of service policies with the Town of Concrete's requests.

Table 25. Level of Service Standards

Level of Service	Standard Intersection Measure
A	Delay less than or equal to 5 seconds per vehicle.
B	Delay greater than 5 and less than or equal to 15 seconds per vehicle.
C	Delay greater than 15 and less than or equal to 25 seconds per vehicle.
D	Delay greater than 25 and less than or equal to 40 seconds per vehicle.
E	Delay greater than 40 and less than or equal to 60 seconds per vehicle.
F	Delay in excess of 60 seconds per vehicle.

Table 26. Current Levels of Service

Street Segment	Current LOS	Adopted LOS
South Superior	A	C
North Superior	A	C
Main Street	A	C
'E' Street s/o Main	A	C
Cedar Street	A	C
North Dillard Avenue	A	C
SR 20	A	C

Application of the Concurrency Test

Before the Town can project future transportation needs, it must determine where in the development process it will test for concurrency. Because the Town receives relatively few development permit applications and a single development may have a significant impact on the Town as a whole, the Town has decided to review each permit for concurrency at the time of permit application. This does not mean the applicant must be concurrent at the time of permitting; this is simply when the Town will assess transportation capacity. The Town will apply the concurrency test to any permit for more than a single dwelling unit or more than 1500 square feet of commercial space. The Town will determine existing levels of service on an annual basis as part of the comprehensive plan update. The methodology outlined in the County's Comprehensive Plan will be used as the Town's concurrency management system.

Future Needs and Alternatives

This section of the Transportation Element contains expected increases in traffic volumes and identifies potential traffic problems. Improvements and expansion of the transportation system will be based on the following analyses:

(1) Analysis of roadway capacity improvements

(2) Analysis of roadway safety improvements
(3) Analysis of projected transportation needs

Analysis of Needed Capacity Improvement

After completing the inventory of existing capacity, the Town of Concrete has decided that level of service "C" at peak hour is a reasonable and achievable standard for all streets. All streets currently meet these level of service standards.

Analysis of Needed Safety Improvements

Accident records for the past five years were examined, though few accidents have been reported. No hazardous situations were identified that cannot be corrected with re-striping of pedestrian crossings.

Analysis of Projected Transportation Needs

Future Roadway Needs

Future traffic conditions were predicted with the aid of regional transportation studies, the established level of service standards, and the designated land uses that are in the Land Use Element. Future land use trends were expressed in terms of number of dwelling units, auto ownership, total employment, and traffic volume. These projections were used to determine the needed improvements and new roadway facilities for the next 20 years.

In determining projected roadway needs, the Town had to plan for the projected transportation volumes in a cost effective manner that would not leave the Town with under-utilized capacity. These roads are costly to build and maintain. Narrower roads could provide routine and emergency access in most residential neighborhoods and will use less paving materials, lower maintenance costs, reduce surface water run-off, and maintain more vegetation.

From 2005 through 2025, the population of the Town, including the UGA, is anticipated to increase from 1,015 to 1,350. This growth factor was multiplied by each of the existing traffic volumes to project 2025 traffic volumes. Using the projected traffic volumes, the transportation system capacity was determined according to the projected peak hour and 24-hour traffic volumes. Table 30 lists the projected levels of service for arterials within the Town of Concrete. The results indicate there are no level of service deficiencies that would need to be corrected by the Town.

Table 27. Projected Levels of Service

Street Segment	Current LOS	Adopted LOS	Projected LOS
South Superior	A	C	C
North Superior	A	C	C
Main Street	A	C	A
'E' Street s/o Main	A	C	C
Cedar Street	A	C	A
North Dillard Avenue	A	C	B

SR 20	A	C	C

Future Transit Needs
The Town relies on a limited regional bus system for transit service. The Town will work cooperatively with SKAT to improve the existing transit system. Concrete would like to explore a park-and-ride facility within its corporate limits.

Future Pedestrian and Bicycle Needs
As identified in the inventory, sidewalks are discontinuous throughout the Town. Providing a system of sidewalks throughout the Town is currently a priority with extensive work being programmed in the Town's current six year transportation improvement program.

School District Transportation Needs
The Concrete School District has approached the Town regarding their anticipated future transportation needs. Safe and convenient pedestrian and bicycle routes to school, particularly across Highway 20, is a priority for the School District.

In the event of an emergency, there is currently only one access road to the School campus (South Superior). The School District has expressed a need to acquire a second access to the school grounds so that if South Superior is inaccessible, the School can transport kids safely off of the school grounds.

The School District is in the process of completing a Strategic Plan which will address existing needs and projected future needs of the District.

Six-Year Financing Plan

The Town is confident that the level of service standards adopted in this element are consistent with the level of service standards or plans of other jurisdictions.

The Town, after careful analysis, is not required to make any capital improvements to its street system. It is however, giving the highest priority to sidewalks and drainage improvements as seen in its current six year transportation improvement program., The Town is confident it has the financial resources necessary to complete these desired projects. The identification of funding sources for these transportation related improvements is in the Capital Facilities Element.

The Six-Year Financing Plan for transportation is the result of an iterative process that balances the goals of all comprehensive plan elements. In addition, the objectives and polices in the Transportation Element have been modified to reflect their financial feasibility. Financial planning for transportation used the same process as financial planning for capital facilities, however the timing and funding for transportation are restricted by the concurrency requirement and the binding nature of level of service standards.

The Town is required to create a six-year financing plan for both transportation and capital facilities. However, for transportation, the Town is also required to provide such services

concurrently with new development. In addition, existing and new transportation facilities must meet the adopted level of service standards. Therefore, as new development occurs, expenditures on maintenance of existing facilities must be adequate to continue provision of the adopted levels of service. Although not required in capital facilities planning, the operating costs of transportation facilities become important factors in ensuring that a moratorium on new development is not imposed. The funding mechanisms and funding sources that will be used for transportation improvements are described in the Capital Facilities Element. The Capital Facilities Element also indicates the financial mechanisms that will be used to address funding shortfalls.

Transportation Goals and Policies

Goal T-1: To provide a transportation system that is compatible with the needs of the community, coordinated with the regional road network and consistent with comprehensive plans.

Policy T 1.1: Improve and maintain the Town's road network and ensure that changes are consistent with the regional road network by coordinating with the county and the state.

Policy T 1.2: Endeavor to establish a regional transportation system by cooperating and working with SKAT, SCOG the regional transportation planning organization (RTPO), Washington State and municipalities. The regional system shall function in a manner that promotes the following:

- Energy efficiency
- Financial efficiency
- Environmental protection

Policy T 1.3: Regional transportation facilities shall be consistent with county-wide and bi-state air, land and water resource goals and policies.

Policy T 1.4: Optimize the use of and maintain existing roads to minimize the construction costs and negative impacts on the environment and community associated with roadway facility expansion.

Policy T 1.5: Establish roadway design and level of service standards, and functional classification schemes. Strive to achieve consistency with the county road design standards.

Policy T 1.6 Address pedestrian and bicycle safety by:

- providing safe and adequate walking and biking facilities to and from transit stops and schools;
- placing transit stops in locations that encourage safe boardings and deboardings;
- coordinating non-motorized recreational and commuter facilities; and
- addressing the link to public transportation.

Chapter 7. Utilities

Introduction

The Growth Management Act requires a Utilities Element be included in the Comprehensive Plan. Under the GMA **(WAC 365-195-320)** utilities are defined as at least electrical, telecommunications and natural gas services.

Utility providers are responsible for planning the future demands on the services they provide. The Town of Concrete has adopted the following policies to coordinate with utilities providers.

Existing Policies

Policy U 1.1 The Town has established franchises within existing open transportation rights of way for joint use as utility corridors.

Policy U 1.1 Developments larger than single family residents and commercial buildings larger than 1500 square feet are required to provide proof of service availability prior to town permit approvals.

The following is a discussion of the natural gas, electrical and telecommunications supply for the concrete urban growth area.

Natural gas

Natural Gas service is presently not available to the Concrete Urban Growth area. The closest pipeline is approximately 22 miles West of Concrete near mile post 67 on state highway 20. Cascade Natural Gas estimates that a large industrial client would need to locate in the Concrete area to justify extension of the pipeline. At this juncture extension of the natural gas pipeline is not considered likely over the next 20 years.

Electricity

The Town of Concrete and vicinity are served by Puget Sound Energy Corporation. Puget Sound Energy is privately owned by investors and must meet the regulations stipulated by several agencies, laws, tariffs and policies. Included are: public service obligations, The Washington Utilities and Transportation Commission (WUTC)., the Federal Energy Regulatory Commission (FERC) the Department of Energy , Interstate Commerce, State Energy Code, the Energy Facility Site Evaluation Council (EFSEC), and The Department of Labor and Industries. These agencies insure customers receive safe, adequate and reasonably priced electricity.

Concrete receives electricity from Puget Sound Energy's Baker River Switch. Puget Sound Energy annually analyzes the power consumption of the area to insure that adequate supply is available. In February of 1997 the consumption of electricity on a peak day was about 3.7 MVA. Present capacity for the area is 5MVA. The Baker River switch has two 115kv power lines and one 55kv power line that send excess power from the Baker River power plant to the substation near Sedro-Woolley. Presently there is significantly more power generated by the Baker River power plant than is consumed in the local area.

There are no plans to increase capacity to supply the Concrete area. If there were a demand in the future, expansion would most likely involve the installation of larger transformers within the present bounds of the Baker River Switching Station and possibly larger local transformers in the Town. Any local transformers would be located in the existing open rights of way.

Telecommunications

The telecommunications industry has been deregulated. The result of deregulation is that clients in the Concrete Urban Growth Area can select from any telecommunications company willing to supply them. The majority of local telecommunications in the Concrete area is presently provided by GTE. There are several long distance service providers including AT&T, MCI, SPRINT, AND US WEST. Mobil and cellular service is also available through a number of suppliers.

The telephone company supplies service on a demand basis. Expansion to meet future demand is the responsibility of the provider. There are no present plans for increasing telephone capacity to the Concrete Urban Growth Area over the next twenty years because growth is expected to be limited. Due to the fact that technology in the telecommunications industry is changing so rapidly, it is difficult to state with any certainty how capacity would be expanded. For the sake of GTE, the company's position is that there are options for supplying demand and any decisions on how to increase supply will be made once the demand is present. Suggested options included expansion of existing switches, microwave, satellite or other wireless technology.

Conclusion

The Town of Concrete will continue to work with public and private utilities, Skagit County, and surrounding communities to provide the area with necessary utility services.

Chapter 8. Economic Development

Introduction

The Town of Concrete Economic Development chapter was developed by the Planning Commission based on updated land use data, census data, and knowledge of the community. This plan serves as a comprehensive statement of plans for economic growth and development over the next twenty years.

Land Use Designations

The Town has designated the following land use districts in order to provide a stable and diversified economy offering a wide variety of services and employment opportunities to the citizens of Concrete:

Town Center: The Town Center land use designation is the "downtown shopping district", which encourages leisure shopping, tourism, and provides amenities conducive to attract pedestrian shoppers.

Commercial/Light Industrial: The Town's Commercial/Light Industrial land use designation allows for financial, commercial, light industrial, governmental, professional, and cultural activities. Examples of permitted uses include retail stores and shops, professional offices, light manufacturing activities, hospitals, grocery stores, and hotels. Located along State Route 20, these areas generally attract auto-oriented shoppers.

Industrial: The Town's Industrial land use designation allows for the development of general manufacturing and processing, assembling, fabrication, and storage of large amounts of materials. Examples of permitted uses include wood processing, heavy equipment and repair, lumberyards, warehousing, distributing, wholesaling, and related office uses.

Table 28. Land Use Designations

Land Use Designations (within Town limits & UGA)	Gross Acres Zoned
Town Center	18.09
Commercial/Light Industrial	62.17
Industrial	83.28
TOTAL COMMERCIAL/INDUSTRIAL ZONING	163.54

Based on the 2000 census data, approximately 62% of the population is currently in the labor force. Of those in the labor force that commute to work, the average travel time to work is approximately 35 minutes.

The majority of Concrete residents are employed in service occupations (32%), with sales and office occupations the second most common type of employment (17%). Management and professional occupations account for approximately 16% of Concrete resident occupations.

Industrial Occupations

Table 29. Industrial Occupations

Those who are employed in industrial occupations are categorized as follows:

INDUSTRY	% of Employees
Agriculture, forestry, fishing and hunting, and mining	13.4
Construction	7.5
Manufacturing	8.7
Wholesale trade	3.1
Retail trade	11.5
Transportation and warehousing, and utilities	5.6
Information	0.6
Finance, insurance, real estate, and rental and leasing	1.6
Professional, scientific, management, administrative, and waste management services	9.7
Educational, health and social services	18.1
Arts, entertainment, recreation, accommodation and food services	10.9
Other services (except public administration)	4.7
Public administration	4.7

Based on the 2000 census data, the total income reported by household in 1999, approximately 61% of households earn between $15,000 and $49,999 with the average household income of $29,375.

The single largest industrial employer within the Concrete Town limits is Puget Sound Energy's Baker River office located in eastern Concrete, who employs 25 permanent workers and approximately 15 seasonal workers annually.

The Concrete School District employs 110 workers at the Elementary School, Middle School, High School, and District Office.

Within the UGA, Albert's Red Apple Market located along State Route 20 employs approximately 30 workers.

In order for the Town to have the ability to provide sound infrastructure and public services to its residents, it is important to encourage and support the development of industrial job opportunities, retail and service businesses, and the tourism industry within the Town. A variety of businesses will help to ensure that an economic slump in one industry will not have a dramatic impact on the community.

Population and Employment Allocations

The following tables were taken from the Skagit County Population and Employment Allocations Report completed in 2003 by Berryman and Henigar, Inc.:

Table 30.

ADOPTED 2025 POPULATION ALLOCATION

JURISDICTION (Cities & UGA)	2000 POPULATION	2025 ALLOCATION
Anacortes	14,647	18,300
Burlington	8,728	12,000
Concrete	960	1,350
Hamilton	309	450
La Conner	761	950
Lyman	409	550
Mount Vernon	28,332	47,900
Sedro-Woolley	10,358	15,000
Subtotal Cities & UGAs	64,504	96,500

Table 31.

EMPLOYMENT FORECAST DISTRIBUTION

Land Use Type	2025 Jobs	% of Covered Employment
Commercial (C)	24,952	38.3
Industrial (I)	15,540	23.9
Natural Resource (NR)	3,770	5.8
Agriculture (AG)	2,610	4.0
Public/Institutional (P)	18,227	28.0
Covered Employment	65,100	100.0
Self-Employment	6,290	
Total Employment	71,390	

Source: E.D. Hovee & Company, November, 2003.

Table 32.

LAND SUPPLY

JURISDICTION (Cities & UGAs)	TOTAL SUPPLY (2002)	2015 POLICY (2000)*	2025 DEMAND FORECAST**
Anacortes	420	558	
Burlington	189	242	
Concrete	0	28	
Hamilton	26	60	
La Conner	1.7	2	
Lyman	0	0	
Mount Vernon	587	869	
Sedro Woolley	109	243	
Subtotal Cities and UGAs	1,224	2,002	
Swinomish	**	0	
Bay View Ridge	373	750	
Subtotal County UGAs	373	2,752	
Subtotal Urban	1,597	2,752	2,430
Rural	210	584	516
TOTAL	1,807	3,336	2,946

* With 25% market factor

Table 33.

1997-2015 SUPPLY/DEMAND COMPARISON

Jurisdiction	1997 Use (Acres)	2015 CPP 1.1 Allocation (Less Market Factor)	2015 Use (Acres)	% Growth 1997-2015	Growth Rate (%)
Anacortes	2,367	558 (446)	2,813	18.8	1.0
Burlington	671	242 (194)	865	28.9	1.4
Concrete	0	28 (22)	22	2,200	23.4
Hamilton	9	60 (48)	57	6.3	10.8
LaConner	90	2 (2)	92	1.0	0.1
Lyman	10	0	10	0	0
Mt. Vernon	545	869 (695)	1,240	228.0	4.7
Sedro-Woolley	280	243 (194)	474	169.0	3.0
Bayview Ridge	370	750 (600)	970	262.0	5.5
Swinomish	52	0	52	0	0
Reserve	?	0	?		0
TOTAL	4,394	2,752 (2,201)	6,593	150.0	2.3

The development of this chapter was guided particularly by the following GMA Planning Goal:

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

OBJECTIVES

• The Town of Concrete shall support and encourage economic development and employment to provide opportunities for prosperity.

• Review land-use and permitting procedures to assure that regulatory processes are understandable, predictable and can be accomplished within reasonable time periods in a manner that meets or exceeds state statutory requirements.

• Develop and maintain accurate inventories of suitable land available for residential, industrial, commercial, public facility and agricultural uses.

Goals and Policies

GOAL ED-1
Create and maintain diverse employment opportunities that meet the needs of the residents of Concrete.

Policy ED 1.1: Facilitate the creation and retention of family wage jobs to meet the needs and demands of Concrete households.

Policy ED 1.2: Encourage diverse job options and entrepreneurial opportunities for persons interested in full-time and part-time employment or desiring to own their own business.

Policy ED 1.3: Encourage educational opportunities for residents of all ages to develop and upgrade skills required for employment, advancement and entrepreneurship.

Policy ED 1.4: Home occupations that are consistent with the character of adjoining properties and neighborhoods will be accommodated.

Policy ED 1.5: Plan for and provide sufficient infrastructure and services needed to meet demands for commercial and industrial lands within the Town.

Policy ED 1.6: Focus business recruitment and development on firms which will diversify the local economy.

Policy ED 1.7: Facilitate the retention and expansion of existing local business and start-up of new businesses particularly those providing family wage job opportunities.

GOAL ED-2
Encourage a range of commercial retail and service businesses to meet local resident needs and serve visitors of Concrete.

Policy ED 2.1: Commercial development should be designed to encourage pedestrian activity with provisions for sidewalks and streetscape amenities, and for pedestrian access to other nearby shopping facilities and residential areas.

Policy ED 2.2: Encourage attractions which would enable Concrete to capture destination as well as pass-through visitor traffic.

Policy ED 2.3: Visitor facilities should be sited at locations that can be served with necessary public infrastructure and which are compatible with neighboring uses.

GOAL ED-3

Encourage economic development that conserves natural resources and open spaces, protects environmental quality and enhances Concrete's overall quality of life.

Policy 3.1: Concrete should encourage clean up, re-use and redevelopment of vacant or underutilized industrial sites. Where continued industrial use is no longer viable, re-designation to another land use shall be made.

GOAL ED-4
Provide, maintain and encourage public infrastructure that is adequate to attract and accommodate projected economic growth.

Policy ED 4.1: Work with agencies to keep Highway 20 open to eastern Washington throughout the year in order to stimulate the economy of the local area.

Policy ED 4.2: Provide the public services and public facilities necessary to support a high quality of life and attract business investment.

APPENDIX A

Public Participation Process

The GMA requires that the Town provide for early and continuous public participation in the development and future amendments of the Plan and development regulations that implement the Plan (RCW 36.70A.140). The following procedures shall be followed so that the public will have adequate notice and opportunity to participate in the planning process.

1) **Notice to the public**. The Town shall inform the public about draft plans or proposals at the earliest possible time, leaving adequate time and opportunity for the public to learn about, become involved with, and/or comment on such plans or proposals. The Town shall notify the public by posting at Town Hall and other locations around Town a fact sheet that summarizes the plans or proposals, by issuing to the Town's newspaper of legal record a news release summarizing the plans or proposals, and by reviewing a summary of the plans or proposals at a regular Town Council meeting.

2) **Dissemination of proposals**. Copies of the full text of the plans or proposals shall be made available to the public at Town Hall and at the Town's library. Availability of copies shall also be mentioned in the fact sheet and summary described above.

3) When required by RCW 36.70A.106, the Town shall mail copies of the full text of the proposal to appropriate state agencies at least sixty days prior to formal action on the proposal.

4) **Written comments**. The Town shall accept written comments concerning a proposal during a thirty day period ending prior to formal action on the proposal. The fact sheets and news releases shall include notice of any comment period deadline.

5) Written comments shall be considered by the Town at open public meetings. Each comment shall be distributed to every member of the decision-making body convening the meeting so that all comments may be taken into consideration before decisions. Discussion at a public meeting shall be the only required response to a written comment.

6) **Public Meetings**. The Town Council and any other decision-making body shall consider and take action only at meetings convened in compliance with the Open Public Meetings Act of 1971.

7) After the deadline for acceptance of written comments, but prior to a formal action being taken, the decision-making body shall hold at least one public meeting at which time the public will be encouraged to provide verbal comments. If many people intend to comment, the governing body may limit the length of each person's comments. The time and place of this meeting, along with an invitation to make comments, shall be included in the fact sheets, news releases and notices described above. Subsequent discussion in reaction to a verbal comment shall be the only required response to that comment.

The public participation process described above represents that minimum procedures to be followed. Depending on the scope and impact of a plan or proposal and on the applicable development regulations applicable to that plan or proposal, the Town may make additional efforts beyond those described above in order to assure adequate opportunities for public participation.

Plan Amendment Process

The GMA requires that the Town of Concrete establish procedures regulating the frequency of amendments to the Comprehensive Plan (RCW 36.70A.130). The following procedures constitute the Plan amendment process for Concrete:

1) **Minor amendments**. The Plan shall be amended no more than once within any calendar year, except that additional amendments shall be allowed whenever an emergency exists. During the amendment process, all pending amendment proposals shall be considered concurrently so that the cumulative effect of the various proposals can be ascertained.

2) **Major amendments**. The Town shall occasionally undertake a major scrutiny of the Plan, including a reexamination of each element and a reconsideration of the adequacy of the land supply within the urban growth area (UGA) boundaries. This process may lead to adoption of a revised UGA. Such a process shall take place no later than ten years after the original adoption of the Plan or the prior major amendment process.

APPENDIX B – SKAGIT COUNTY-WIDE PLANNING POLICIES