

I. PROJECT NARRATIVE

A. Proposed Project Overview

The new Skagit County Jail on the Truck City/Suzanne Lane Site would replace the existing, overcrowded Skagit County Jail. The new jail would accommodate 400 inmate beds at immediate build-out and up to 800 inmate beds at full build-out. Additional services include administrative facilities, a medical diagnosis and treatment area, a program area for alcohol and drug treatment and Graduate Equivalent Degree opportunities, a courtroom, and parking for staff and visitors. The new jail would accommodate the same service area as the existing jail, including all incorporated and unincorporated areas of Skagit County. Voters approved a three-tenths of 1 percent increase in sales tax in the County to fund the construction and operation of the new jail on August 6, 2013. Skagit County, in collaboration with the City of Mount Vernon, is the agency responsible for siting the new jail.

The 10.4-acre site is located in south Mount Vernon, bound by Old Highway 99 South Road to the west and I-5 to the east, with McFarland Lane to the north, and Suzanne Lane to the south (see Figure 1: Project Vicinity). The Skagit County Assessor describes the subject site as parcels P119262, P119263, P119265, P119267, and P29546; which are all located within a portion of the NW ¼ of Section 32, Township 34 North, Range 04 East, W.M.

B. Existing Site Conditions

Existing conditions on the northern half of the Truck City Site are comprised of retail and commercial improvements, including a truck fueling station with a food mart and café. The southern half of the site is undeveloped and vegetated with field grass, sparse brush, and a few young trees. The site is generally level, with elevations ranging from 14 to 17 feet.

There are no aquifer recharge areas, steep slopes, water bodies, or wetlands on the site. The site is not within a Shoreline Master Program regulated shoreline designation—it is over a mile east of the Skagit River. There is a historic drainage that is entirely piped adjacent to the site that runs north-south along the property's east edge. The closest wetland is north of McFarland Lane, west of Old Highway 99 South. The site is located within the 100-year floodplain of the Skagit River. The current effective floodplain for the Skagit River was issued by the Federal Emergency Management Agency (FEMA) in 1985. The floodplain designation on the site is Zone AO, which is a high-risk area inundated by 100-year flooding, usually in the form of sheet flow, for which average depths have been determined.

The site is mapped as alluvium on both the Geologic Map of Washington – Northwest Quadrant and the Geologic Map of Mount Vernon, Skagit County, Washington. This Holocene age alluvium was deposited by the Skagit River and is composed predominantly of heterogeneous deposits of silt, sand, and gravel. The site soils are mapped by the Soil Survey of Skagit County as primarily Sumas silt loam with 0 to 2 percent slopes (see Figure 8 from Draft EIS). This soil type is described as being shallow and poorly drained. Field testing of soil conditions found a topsoil layer of brown silt with traces of sand and gravel that extends to a general depth of 0.5 to 1.3 feet. Beneath the topsoil are three layers of alluvium: upper, middle, and lower. The upper alluvium layer is composed of sand with varying amounts of silt generally encountered immediately below the surface topsoil. The middle alluvium layer is a 10-foot-thick layer of silt encountered typically 28 feet below the ground surface. The lower alluvium layer is a course grained soil consisting of sand and silt extending as deep as 81.5 feet below the ground surface.

The soft silt soils and saturated fine to medium grained sand soils encountered at the site are considered susceptible to seismically-induced settlement, liquefaction, and amplified ground motion in the event of an earthquake. According to the Liquefaction Susceptibility Map of Skagit County, Washington, the site has high liquefaction susceptibility (see Figure 8 from the Draft EIS). However, based on the locations of nearby fault lines, it does not appear that the proposed improvements are subject to ground rupture during a seismic event. According to the Potential Landslide and Erosion Areas Map of Skagit County, this site does not contain erosion hazard soils, unstable slopes, alluvial fans, or landslide areas.

The Comprehensive Plan and zoning designation of the site are both Commercial-Limited Industrial (C-L) (see Figures 21 and 22 of the Draft EIS). Uses permitted in C-L include a wide variety of commercial and industrial uses, as well as government buildings and public works facilities. The designation has no minimum or maximum net density requirements or minimum lot size. There are no overlay designations on the site.

A Neighborhood Detail Map is attached. The area surrounding the Truck City Site within the city limits is zoned C-L as well, on both sides of I-5 (except for one parcel designated and used as a church). The land west of the site, between Old Highway 99 South and the Burlington Northern Santa Fe Railway line, is currently used for agriculture. However, this land is zoned C-L and the surrounding area within the City limits is primarily developed with commercial and light industrial uses. Much of this area has been developed with commercial retail uses to take advantage of the visibility from I-5, such as RV sales, machinery sales, and landscaping businesses. The land directly east of the site adjacent to I-5 is currently being utilized to store rock, gravel, and trucks. Undeveloped land and a commercial building are located immediately to the south. A mixture of industrial, commercial, and scattered residential uses is located north of the site.

C. Proposed On-Site Improvements

The single-story jail building would be approximately 110,000 square feet at immediate build-out and 165,000 square feet at full build-out. The single-story design would meet current building codes and correctional facility standards. The new facility would provide an opportunity to institute new technologies, such as surveillance, arraignments, and visitation through video. An outdoor exercise area would be enclosed and no inmates would be visible from the exterior of the site at any time. Fencing visible on the site may include rolling gates at the Sally Port, perimeter fencing, and fencing around staff parking. All other enclosures would be solid walls.

The new jail would utilize a model of enhanced indirect supervision, meaning that the primary supervision of inmates is via control rooms with direct line-of-sight to each inmate housing area. Custody officers would also provide direct supervision of inmates on a roving basis. Although the final number of employees and working hours are not determined, the new 400-bed jail would be staffed with an estimated 76 to 86 full-time equivalent (FTE) employees. This includes 68 to 78 County staff plus 8 contract staff to provide food service, laundry, medical, and inmate program/education services. No court-related staff is anticipated. Assuming that the indirect supervision model is continued and future jail expansion would have a similar mix of inmate beds and types, staffing for the 800-bed facility is estimated at 136 to 148 FTEs, which includes 16 contract staff.

Parking demand depends on how the facility is operated in terms of the timing of court operation, visitation schedule, and the duration of allowed visits. The total parking demand is estimated to be approximately 115 in the first phase of the project (Phase I) and 155 stalls in the project's second phase (Phase II). Staff parking and public and court parking would be provided in separate lots. Staffing parking

is currently planned for 50 total stalls in Phase I and 88 total stalls in Phase II. Public/visitor parking is planned for a total of 67 stalls to be provided in Phase I. This stall count will not increase in Phase II.

A property line adjustment and a 30-foot access easement across Parcel P119267 to the east half of the site is required. Access and utilities would be from Old Highway 99 South and Suzanne Lane. No land will be dedicated to the City.

D. Proposed Off-Site Improvements

In compliance with Mount Vernon transportation concurrency requirements (Mount Vernon Municipal Code [MVMC] 14.10.080.C.2), the proposed project would provide three-quarter street level of service (LOS) improvements on the project frontage, Suzanne Lane. The improvements would consist of a sidewalk, curb, and gutter on the development side of the road, utilities, a full paved roadway section on the development side of the road, and a minimum of 14 feet of pavement on the opposite side of the street.

E. Construction Details

The cost to the new jail at the Truck City Site is currently estimated at \$6.85 million. The estimated fair market value of the proposed project is \$60 million.

All existing buildings on the site (truck fueling station, food mart, and café) will be demolished. Earthwork volumes for the first phase of construction (400-bed facility) total approximately 75,000 to 83,000 cubic yards of fill. Full build-out of the site (800-bed facility) requires an additional 8,600 to 9,400 cubic yards of fill. Approximately 5 feet of fill will be required to bring the site above the 100-year base flood elevation. One foot of fill will also be required to replace the existing topsoil on-site.

Construction activities will require the removal a total of 16 deciduous trees: three 12" cypress trees, three 10" cypress trees, eight 8" cypress trees, and two 6" cypress trees. See landscaping section for information regarding replacement trees.

II. JUSTIFICATION FOR PROPOSAL

A. Project Purpose and Need

The purpose of the proposed project is to provide sufficient jail infrastructure to serve the residents, cities/towns, and tribes of Skagit County over the next 15 to 20 years. The project is also intended to provide opportunity to accommodate future jail infrastructure needs over a 40- to 50-year planning horizon. The new jail is needed primarily due to overcrowding at the existing jail. Overcrowding results in a variety of other issues such as safety concerns for staff and inmates, increased operational costs, limitations on programming, and inmates being turned away.

Increased Demand for Jail Beds

Population growth in the County has led to an increase in inmate population. The County's population has increased rapidly since 1980. Between 1980 and 1990, it increased 24 percent. In the next two decades, it increased 29 and 14 percent, respectively. Projections show that the County population could grow by as much as 54 percent over the next 25 years. Between 1999 and 2005, the County Sheriff's office calls for service increased 53 percent. Between 2002 and 2012, the criminal cases filed in the County Superior Court increased 73 percent.

Focus on High-Risk Offenders

The County Sheriff, Superior Court, and Department of Corrections staffing and resources have not been increased to meet the increased demand for jail beds. As a result, the Department of Corrections has focused its supervision on higher risk offenders, most commonly parolees. In response, the Superior Court has moved away from a combination of jail time and community supervision for property offenders to jail time only. As a result, the existing jail is routinely housing mostly felons that compromise safety to inmates and staff. High-risk offenders are mixed in with the general population. There is no way to safely segregate inmates, or to pull someone out into a more isolated or secure setting, which creates a dangerous environment for inmates and staff.

Capacity and Programming Constraints

The existing Skagit County Jail, located at 600 S 3rd Street in Mount Vernon, was planned in the early 1980s with a \$6.4 million grant from the Washington State Jail Standards Commission. To comply with funding requirements, the jail was subject to a number of constraints. For example, the facility size, including core spaces such as kitchen and laundry, was restricted to the capacity that was constructed. This requirement has resulted in a number of operational problems such as overall size constraints, awkward circulation patterns, and a choke point in booking.

The existing jail opened in 1984 with a capacity of 83 inmates. In the first years, the jail booked an average of approximately 2,500 inmates per year. The jail was expanded in 1991 to 160 beds and again in 2002 to 180 beds. Between the years of 1984 and 2003, the jail experienced over a 240 percent increase in the average daily population for the facility, growing to more than 6,000 inmates per year. In lieu of expanding the facility, the number of beds has been increased by converting most individual cells to two- and three-person cells. Recreation areas have also been converted to dorm-like housing spaces. The current average daily population (September 15 through 21, 2013) is 263 per day, with a high of 272. Projections indicate that by 2040, the average daily population could be over 400 inmates per day. This overcrowding translates to serious staffing challenges and safety issues both inside and outside the jail.

The laundry, medical, food service, and recreation areas within the jail are still in the same space designed to serve 83 inmates. There is only one multi-purpose space for programming, which is also used as the library and chapel. Jail staff share break room space with work stations. The booking area, designed to process a handful of inmates each day, often sees 15 to 20 bookings daily. With already incarcerated inmates moving in and out of the space on the way to court appearance and attorney sessions, the booking area becomes a significant choke point.

Costly Outsourcing

Due to space constraints, Skagit County has been forced to contract the services of the Snohomish County Jail (located at 3025 Oakes Avenue in Everett) to house an average of 25 inmates. This alternative is costly in terms of “outsourcing” fees and transportation costs associated with moving individuals back and forth between the distant jail and the local court system. Other concerns associated with outsourcing include the inability to guarantee availability of beds and the cost of beds in the future.

B. Summary of Alternatives Analysis

Chapter 2 of the Draft EIS (Alternatives) contains a detailed explanation of the site selection methodology. The Corrections Facilities Committee of the Law & Justice Council, later referred to as the Skagit County Facilities Task Force, was convened in 2002 to begin evaluating future programming needs and the potential range of alternatives. Between 2002 and 2013, the County facilitated an

alternative evaluation process that involved a wide range of alternatives and stakeholders. Alternatives evaluated include expansion of the existing facility, outsourcing, and new jail sites. The site selection and evaluation process for a new jail site began in 2006. The County fostered an open process in which sites were suggested by property owners, realtors, County Commissioners, County staff, Sheriff's office staff, City of Mount Vernon staff, and consultants. In total, the County evaluated 14 potential new jail sites between 2006 and 2013 using the following evaluation criteria.

Initial Evaluation Criteria:

- Distance from services (Sheriff's department, fire responder, medical services, attorney offices, and courthouse)
- Location so that the cities can efficiently transport incoming inmates
- Site access—site is easily accessed and must have two access points
- Site character, size, and use
- Site acquisition and costs
- Agency/public support
- Utilities extend to property lines

Final Evaluation Criteria:

- Site is located within the city of Mount Vernon
- Site will accommodate up to 800 beds (7.5 or more acres)
- Site topography will allow for efficient building design via a one-story solution
- Site property is currently for sale and is competitively priced

Based upon the results of the alternative evaluation process, twelve sites were eliminated from further consideration. Each site was eliminated because it either did not meet the proposal objectives or would result in greater social, economic, or environmental impacts than the two final alternative sites. During the alternatives analysis process, the Skagit County Public Safety Jail Coordinating Council determined that the new jail should be located within the incorporated limits of Mount Vernon because the City is the greatest user of the Skagit County Jail (approximately 30 percent of total jail bookings). Increased distance to jail facilities also results in increased operational costs for the County and the surrounding cities delivering inmates to the jail. The Mount Vernon City Council unanimously agreed with the decision to site the jail within the Mount Vernon city limits.

Two sites (the Alf Christianson Seed Site and Truck City Site) were advanced as final candidate sites and were evaluated in the Draft and Final EIS. The Mount Vernon City Council unanimously approved the Comprehensive Plan Amendment and rezone for the Truck City Site on April 22, 2014. Therefore, the Truck City Site is being carried forward as the preferred site for the new jail.

C. Public Involvement

The County has provided continuous, meaningful opportunities for public participation throughout the alternative selection and evaluation, State Environmental Policy Act (SEPA), and land use processes. Since the site selection and evaluation process for a new jail site began in 2006, information provided to the public and opportunities for public participation included:

- 17 public meetings and work sessions beginning in June 2012;
- Front page coverage in the Skagit Valley Herald newspaper of the Coordinating Council meetings;
- SEPA scoping for the Draft EIS, July 18 to August 20, 2013;
- SEPA public hearing held on August 13, 2013;
- Public review of the SEPA Draft EIS, December 18, 2013, through January 16, 2014;
- SEPA Draft EIS public hearing held on January 9, 2013; and
- Public hearings for the Comprehensive Plan Amendment/Rezone request held on March 18, 2014 and April 22, 2014.

As part of the Type IV Conditional Use Permit process for the new jail as an Essential Public Facility, public hearings will be conducted before the City's Hearing Examiner and the City Council. These hearings are expected to occur in summer 2014.

D. Environmental, Social, Economic, Financial and Infrastructure Impacts

Environmental, Social, and Economic Impacts

Construction and operation of a new jail on the Truck City/Suzanne Lane Site would result in environmental impacts, as summarized in **Table 1**. The site is located within the 100-year floodplain and has the potential to encounter hazardous materials and archaeological material prior to or during construction. A new jail facility would change land use and visual character in the surrounding area, with resulting economic impacts. Mitigation for these impacts is proposed, as indicated in **Table 1**. However, the proposed jail facility would not emit odors, air pollutants, vibrations, or create physical hazards. Noise would be similar to other low-impact non-residential uses, the main sources of which would be traffic and building systems. Traffic would increase by approximately 33 vehicles per day, which is a minimal increase compared to current average daily traffic (see additional detail below under Traffic).

Construction of the new jail would generate business activity in the local economy through expenditures and employment during the construction period. Construction workers are likely to utilize local businesses for food, accommodations, and other services, resulting in economic benefit in the short term. In the long term, the jail would provide employment opportunities, although the overall employment of a jail facility would be expected to be less than a similarly sized and located property that was developed for commercial or industrial uses. The removal of the Truck City properties from the tax roll would result in an annual loss in property tax revenue of \$46,806.00. The acquisition of the Truck City properties would also result in the relocation of one sales tax-generating business, causing a loss in sales tax revenue for local jurisdictions. Additionally, the potential lost opportunity costs associated with this site represents nearly \$17 million in gross business receipts, 112 jobs, \$3 million in personal income, and almost \$150,000 in annual tax revenue.

Table 1: Summary of Environmental Impacts and Mitigation Measures

Environmental Element	Potential Impact	Mitigation Measures
Geology and Soils	<ul style="list-style-type: none"> Limited settlement hazard. Earthwork volumes: 75,000 to 83,000 cubic yards of fill for initial build-out (400-bed facility) and an additional 8,600 to 9,400 cubic yards of fill for full build-out (800-bed facility). Temporary erosion during construction. 	<ul style="list-style-type: none"> Spread footings and pre-loading the site are recommended. Further site exploration is recommended to better characterize liquefaction susceptibility. Erosion control Best Management Practices required by Ecology to reduce erosion during construction.
Floodplains	<ul style="list-style-type: none"> Site is within the 100-year floodplain and must be constructed with the lowest floor at least 5 feet above existing ground level to avoid flooding. During operation, site is at risk of being surrounded by floodwater due to extreme floods, and cut off from vehicle access. 	<ul style="list-style-type: none"> The facility must be constructed per MVMC Chapter 15.36. Recommended that construction contractor identify a location where heavy equipment can be evacuated to during flood events.
Hazardous Materials	<ul style="list-style-type: none"> Construction activities may encounter contaminated soil or unknown underground storage tanks. Potential asbestos in on-site buildings. Heavy equipment use during construction creates risk for spills/leakage of petroleum products. Facility may use hazardous materials during operation (i.e., fuel, oil and other petroleum based products, natural gas, paint, industrial cleaners, medical waste, etc.). 	<ul style="list-style-type: none"> Further investigation is recommended to verify the presence or absence of hydrocarbons, pesticides, or asbestos. Contamination must be removed from the site prior to construction. Recommended that construction contractor prepare an emergency response plan and spill control and prevention plan to cover routine operation and maintenance activities during construction.
Aesthetics	<ul style="list-style-type: none"> The completed facility would slightly reduce visual quality by increasing development of the site. Site lighting and vehicle headlights would create new source of light and glare. 	<ul style="list-style-type: none"> Vegetation and landscaping will be used to screen the project from surrounding land use per MVMC Chapter 17.93.040. Recommended measures to minimize light and glare include limiting fixture heights, using lighting hoods, and directing outdoor lighting away from adjoining properties.
Historic and Cultural Preservation	<ul style="list-style-type: none"> Construction may impact unknown subsurface cultural resources. 	<ul style="list-style-type: none"> Further archaeological review is recommended because initial subsurface trenching was limited in scope. If archaeological materials are encountered during construction, an archaeologist should be notified and work must be halted until the material can be inspected and assessed.
Transportation	<ul style="list-style-type: none"> Construction may cause temporary traffic delays and periodically reduce access to adjacent buildings. The impact at this site is expected to be less than at the Alf Christianson Seed Site because adjacent businesses are fewer and further away. The new jail would increase the number of local trips by 33 vehicles per PM peak hour. This is a relatively minor addition and not expected to impact existing traffic levels. 	<ul style="list-style-type: none"> Provide pedestrian facilities on the site frontage and Suzanne Lane. Per MVMC 14.10.080, provide three-quarter street LOS improvements on the project frontage street, Suzanne Lane.

Environmental Element	Potential Impact	Mitigation Measures
Economics	<ul style="list-style-type: none"> Construction would generate business activity in the local economy. Operation of the jail would employ 76-86 FTE at initial build-out and 136-148 FTE at full build-out. Annual property tax revenue loss of \$46,806. Loss of one sales tax-generating business. Forgone opportunity to construct a business park may result in the loss of up to \$17 million in gross business receipts, 112 jobs, \$3 million in personal income, and \$150,000 in annual tax revenue. 	<ul style="list-style-type: none"> Property acquisition will be conducted in accordance with the Washington State Relocation Assistance-Real Property Acquisition Policy (RCW Chapter 8.26.190(2)).
Land Use	<ul style="list-style-type: none"> Requires property line adjustment and access easement across Parcel P119267. Upon completion of comprehensive plan and zoning amendment, the new jail would be consistent with the City's Comprehensive Plan. 	<ul style="list-style-type: none"> Property acquisition will be conducted in accordance with the Washington State Relocation Assistance-Real Property Acquisition Policy (RCW Chapter 8.26.190(2)).

Financial Impacts

Voters approved a three-tenths of 1 percent increase in sales tax in the County to fund the construction and operation of the new jail on August 6, 2013. The new jail at the Truck City Site will replace the existing jail in downtown Mount Vernon. Since the existing and new jail are both located within the incorporated limits of Mount Vernon in close proximity to I-5, the change in location is not expected to result in a financial burden on cities and towns that utilize the facility. The site is located approximately 1.8 miles south of the Superior Court and 4 miles from the City of Mount Vernon police station. Moving the jail from its current location downtown to the Truck City Site is expected to slightly increase travel times for jail and court employees. The cost of the additional travel time will be endured by the County and is estimated at \$165,402 per year.

Infrastructure Impacts

The new jail will replace the existing Skagit County Jail located in downtown Mount Vernon. The existing jail will likely be retained by the County and used for Sheriff's Department operations such as training, storage of court records, and the relocated computer data center. County services currently located in leased buildings also may be relocated to the existing jail facility.

Public facilities are available on the Truck City Site to serve the new jail. Existing utilities that accommodate the truck fueling station and café will accommodate the new jail facility. Existing utilities on-site include:

- **Water.** A 12-inch ductile iron pipeline is located along Old Highway 99 South and Suzanne Lane, and three existing fire hydrants are located along Old Highway 99 South and Suzanne Lane.
- **Stormwater.** Existing stormwater runoff is conveyed through pipes and ditches to Maddox Creek and discharged to Skagit Bay. An existing 48-inch storm sewer pipe that extends from Old Highway 99 South through the middle of the site will need to be relocated to the perimeter of the site. It is anticipated that the new jail could be served by a single water quality and detention pond system that could drain by gravity into the relocated 48-inch storm sewer drain. The available capacity in the City system can serve the adjoining landscape and transition areas. See also

attached Skagit County Jail Truck City Site Stormwater Strategy dated July 2, 2014 for additional information.

- **Sanitary Sewer.** A 12-inch gravity sanitary sewer pipeline is located along the east side of Old Highway 99 South and the south side of Suzanne Lane. Existing sewer stubs can be extended on-site to accommodate the proposed development.
- **Natural Gas.** Three existing gas lines currently serve the site. The proposed development can be accommodated by one of the existing lines. The other two lines will be removed.
- **Electricity.** Existing utility poles are located on the west side of Old Highway 99 South and service lines are located underground along Suzanne Lane. Overhead lines that currently provide service to the Truck City Site will be removed.
- **Cable.** An aerial trunk line is located on the east side of Old Highway 99 South and a buried service line is located on the south side of Suzanne Lane, with aerial and buried service lines in and around the site. One line will be rerouted and the remaining services will be abandoned.

The site is located approximately 1.8 miles south of the Superior Court and approximately 4 miles from the City of Mount Vernon police station. Moving the jail from its current location downtown to the Truck City Site is not expected to substantially increase travel times for jail and court employees nor is it expected to trigger significant new development in the surrounding area.

E. Comprehensive Plan Compatibility

City of Mount Vernon

According to the City's Comprehensive Plan, the Truck City Site is located in Sub-Area Plan G: Interstate 5 Corridor and City Entry System. A public facility, such as a new jail, would be consistent with this sub-area plan. The physical characteristics of a jail facility are compatible with the existing, surrounding development, and with future development that would be required to be developed consistent with the Commercial-Limited Industrial zone. This sub-area plan does not have goals or objectives targeted to the Truck City location, and no sub-area plan has been prepared.

The proposed jail facility would generally be consistent with Comprehensive Plan Objective LU-54.1 found in the Land Use Element that states the City is to, "Balance residential, commercial, industrial and public land uses within the City." The jail would be a public use in the midst of commercial, industrial, agricultural, and limited pre-existing non-conforming residential uses in the vicinity. Although adversely impacting the City's commercial/industrial lands base, the use proposed is an essential public facility, and would provide employment.

The parking areas and landscaping in the proposed site design are consistent with Comprehensive Plan Policy LU-54.1.2 that states, "Maintain zoning and subdivision regulations to ensure that adequate setbacks, landscaping and buffering are required where land use impacts occur between residential and non-residential uses". Additional traffic generated from a new jail would be minor (an additional 34 trips per PM peak hour), so as to not impact adjacent uses.

The removal of the Truck City properties from the tax roll would result in an annual loss in property tax revenue of \$46,806.00. The acquisition of the Truck City properties would also result in the relocation of one sales tax-generating business, causing a loss in sales tax revenue for local jurisdictions. Additionally, the lost opportunity costs associated with this site represents nearly \$17 million in gross business receipts, 112 jobs, \$3 million in personal income, and almost \$150,000 in annual tax revenue.

The Truck City Site, as rezoned, has split zoning on parcel P29546. The MVMC does not permit Boundary Line Adjustments to create a parcel with split zoning (MVMC 16.36.020). By logical extension, a Comprehensive Plan/rezone would similarly be prohibited from creating a parcel with split zoning. To resolve this outcome, a boundary line adjustment between the portion of P29546 not included in the re-designation process and an adjacent parcel with similar zoning is required.

Skagit County

Skagit County Countywide Planning Policies (October 12, 2007) relevant to the new jail facility are identified below, followed by a brief statement of compatibility.

Policy 1.1: Urban growth shall be allowed only within cities and towns, their designated UGAs and within any non-municipal urban growth areas already characterized by urban growth, identified in the County Comprehensive Plan with a Capital Facilities Plan meeting urban standards.

Policy 1.5: Cities shall encourage development on existing vacant land and in-fill properties before expanding beyond their present corporate city limits towards urban growth boundaries.

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

Compatibility: The Truck City Site is located within the incorporated limits of Mount Vernon, within the city's urban growth boundaries.

Policy 9.5: Property owners shall be encouraged to site and design new construction to minimize disruption of visual amenities and solar resources of adjacent property owners, public roadways, parks, lakes, waterways and beaches.

Compatibility: The new jail will be an aesthetically-designed single-story structure with a low building height that is partially screened by evergreen vegetation. Several measures will also be implemented into the final jail design to minimize potential impacts of new light and on surrounding viewers and night skies, including hooded outdoor lighting, full cut-off fixtures for outdoor lighting, and orientation of outdoor lighting away from adjoining land uses. Plant material utilized in the landscape plan will also be located to reduce light and glare.

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

Compatibility: As summarized under section II.C above (Public Involvement), the County has provided continuous, meaningful opportunities for public participation throughout the alternative selection and evaluation, SEPA, and land use processes for the new jail facility.

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

Compatibility: As summarized above, a new jail facility on the Truck City Site is consistent with the Mount Vernon Comprehensive Plan. The facility will be designed in compliance with all implementing regulations outlined in the MVMC.

F. Neighborhood Compatibility

The proposed jail and administrative uses would be compatible with the surrounding commercial retail, industrial, and scattered residential uses in the south Mount Vernon area. No conflicts with adjacent uses are anticipated. Development at the Truck City Site would not change traffic circulation patterns and

would have fewer circulation and noise issues than the existing truck refueling station and café on the site. The northern portion of the area would be developed with parking, providing a buffer between the buildings and the residences and commercial uses on adjacent properties. The land uses immediately surrounding the Truck City Site are commercial, industrial, and agricultural, and have the least potential for negative property value impacts.

The proposed facility would be designed and permitted in accordance with City land use and site and building design standards. The new jail would be an aesthetically-designed single-story structure with a low building height that is partially screened by evergreen vegetation. Although the design has not been completed, the conceptual plan envisions landscaping around the perimeter of the site, with the buildings clustered toward the center and parking with landscaping providing a buffer to adjacent developed properties. The single-story buildings would be compatible with the existing and planned mix of uses surrounding the site. Visual renderings illustrating the preliminary design of the new jail at the Truck City Site are provided in Figures 16, 17, and 18 of the Draft EIS. The jail design is consistent with the commercial and industrial nature of the surrounding area, which is dominated by large retail and business park uses that are highly visible from I-5. The surrounding commercial/industrial neighborhood would not be negatively impacted by the size, arrangement, or design of the new jail facility.

Sources of new light and glare on the site include new overhead site lighting and headlights from vehicular traffic using the jail at night. This will introduce a new source of glare and light in areas where none previously existed. The new light and glare is not expected to be a nuisance due to the agricultural and commercial/industrial land uses immediately adjacent to the site and the absence of sensitive residential viewers. There are no residentially zoned properties immediately adjacent to the site; therefore, the requirements of MVMC 17.84.010 do not apply. However, the following measures will be implemented into the final design of the new jail facility to minimize potential impacts of new light and glare on surrounding viewers and night skies:

- Outdoor lighting will be hooded to reduce glare when viewed from adjoining land uses;
- Outdoor lighting will use full cut-off fixtures so that direct light from high-intensity lamps will not result in glare;
- Outdoor lighting will be oriented/directed away from adjoining land uses; and
- Plant material will be located to reduce light and glare.

G. Traffic

The proposed improvements would not change traffic circulation patterns on the Truck City Site or the surrounding area. The site is located in a commercial/industrial area adjacent to agricultural land. Old Highway 99 South is the main north-south route through this area. Anderson Road would serve as the jail's closest access to I-5 from the site. Both Anderson Road and Old Highway 99 South are the two main principal arterials in this area. These two roads were estimated to carry from 5,000 to 9,000 average vehicle trips per day in 2005. By 2025, the traffic on Old Highway 99 South is estimated to more than double, carrying around 20,000 daily trips on average, while Anderson Road is expected to increase to around 6,000 to 12,000 trips. Currently there is little congestion in the area around the Truck City Site, but congestion is expected to increase considerably in the future, with delays becoming extensive, especially along Old Highway 99 South.

The jail would increase the number of trips by 33 vehicles per PM peak hour, which is a relatively minor addition when compared to the 5,000 to 9,000 daily trips already occurring along adjacent roads.

Roadway segment capacity LOS deficiencies are not expected due to the relatively small number of project-generated trips that enter the roadway network during the PM peak hour. The intersection LOS analysis indicated that there are nine (9) intersections that have 10 or more project-generated trips or with LOS deficiencies (see Table 10 and Figure 20 in the Draft EIS). The intersections with deficiencies are all controlled with two-way stop control, and the side street volumes at most intersections are usually low. The Truck City Site would not result in significantly longer delays to the deficient intersections than the No Build condition. The LOS deficiencies are mostly resulting from background traffic growth.

Although the total net increase in trips is small for the Truck City Site (33 new vehicle trips per PM peak hour), little to no increase in traffic crash frequency can be assumed due to the increase in traffic volume for the access point configuration. The increase in vehicles would not create major additions to congestion.

Additional left-turn conflicts would occur at the driveway access points, depending on the site and driveway location(s). Driveway locations during final design will consider sight distance and turning movements to minimize obstructions for drivers that would increase the risk of collisions while turning into and out of the site.

H. Landscaping

Landscaping for the new jail facility will meet or exceed the requirements of MVMC Chapter 17.93: Landscaping. Vegetation and landscaping will be used to screen the new facility from surrounding land uses per MVMC Chapter 17.93.040: Screening Requirements. A Type 1 screen will create visual separation with evergreen trees in combination with an earthen berm or 6-foot-high fence. The conceptual plan envisions landscaping around the perimeter of the site, with the buildings clustered toward the center and parking with landscaping providing a buffer to adjacent developed properties.

The site will be landscaped with a mixture of screening devices and native plantings to meet relevant zoning requirements and will be consistent with updated setback regulations. All areas of inmate housing and in-custody movement shall be screened with trees or shrubs to limit the visibility of the inmate areas from the public access around the facility. New trees will be planted along the west and south boundaries of the site in excess of the 16 trees removed during construction.

The landscaped areas around the public entrance will create public walk ways and wayfinding for the public. Staff secured outdoor areas will be provided to relax during off-work times. These areas will use a mixture of permeable ground materials, native plantings, artweld gabion retaining walls, rain gardens, and bioswale constructions to direct the stormwater runoff from the buildings to detention ponds. Through material changes, slightly elevated walk ways, or path systems, the pedestrian will engage with the plants and water features that vary throughout the seasons. Landscaping around the jail area will maintain visibility at the perimeter of the jail.

The boundary fence will be a slat fence made from recycled materials that limits the long term maintenance of the fence. The recycled material does not require routine painting. The fence will be approximately 72" in height and may provide visibility through it for security from the facility to the street. The fence materials are of durable and sturdy quality. It will not have razor tape or barbed wire. Within the fenced perimeter, a fully accessed paved loop road will be provided for emergency response vehicle access around the entire facility in the event of an emergency and for security patrols.