



PLANNING COMMISSION

May 20, 2025

6:30 PM

Planning Commission

a. Call to Order

b. Pledge of Allegiance

c. Roll Call

d. Consent Agenda

1. Minutes from April 15, 2025 Planning Commission Meeting

e. General Public Comments

Please keep comments to three minutes or less. Because state law prohibits the use of city facilities for the purpose of supporting or opposing a campaign or ballot proposition, we respectfully request that public comment not make reference to such matters.

Written comments will be accepted by letter or via email at nmcgowan@sedro-woolley.gov Attn: 'Public Comment.' until 4:30pm the day before the meeting.

f. Public Hearing(s)

g. Unfinished Business

1. Comprehensive Plan - Chapter 1, Vision Statement and Introduction - DRAFT
2. Comprehensive Plan - Chapter 3, Housing Element - DRAFT

h. New Business

1. Comprehensive Plan - Chapter 4, Transportation Element - DRAFT

i. Adjournment

PLANNING COMMISSIONERS

Pat Huggins
Joe Fattizzi

Matthew Desvoigne
Jessica Jasper
Joe Franett

Danielle Freiburger
Cassandra Sexson

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The City of Sedro-Woolley also complies with applicable state laws and doesn't discriminate on the basis of creed, gender, gender expression or identity, sexual orientation, marital status, religion, honorably discharged veteran or military status, or the use of a trained dog guide or service animal by a person with a disability.

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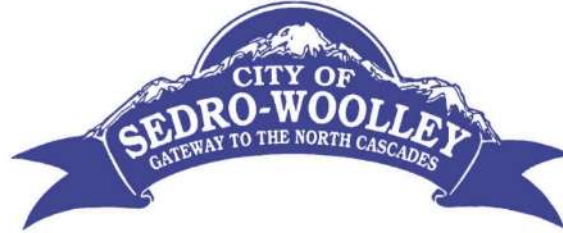
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Regular Meeting of the Planning Commission
April 15, 2025 - 6:30 PM

a. Call to Order

Planning Commission Chair, Joe Franett, called the meeting to order at (6:30PM).

b. Pledge of Allegiance

c. Roll Call

Commissioners Present:

- Commissioner Joe Franett
- Commissioner Jessica Jasper
- Commissioner Pat Huggins
- Commissioner Cassandra Sexson
- Commissioner Danielle Freiburger
- Commissioner Matthew Desvoigne

Commissioners Absent:

- Commissioner Joe Fattizzi

Staff Present:

- Planner Nicole McGowan
- Assistant Planner Ashton Sandoval Oaks
- Community Development Director Tom Glover
- Permit Technician Nicole Pfluger

Facet Northwest Consultants Present:

- Senior Planner Donna Keeler
- Senior Planner Matt Covert

d. Consent Agenda

1. Minutes from March 18, 2025 Planning Commission Meeting

Minutes from March 18th, 2025, Planning Commission Meeting approved as written.

e. General Public Comments

Please keep comments to three minutes or less. Because state law prohibits the use of city facilities for the purpose of supporting or opposing a campaign or ballot proposition, we respectfully request that public comment not make reference to such matters.

Written comments will be accepted by letter or via email at nmcgowan@sedro-woolley.gov Attn: 'Public Comment.' until 4:30pm the day before the meeting.

General Public Comments opened at (6:33PM)

- No online participants.
- No participants were in attendance.
- Staff did not receive any written comments.

General Public Comments closed at (6:33PM)

f. Public Hearing(s)

1. Proposed Amendments to Chapter 2.90 and Title 17 SWMC to Add Regulations for Cottage Clusters

Planner Nicole McGowan summarized the Proposed Amendments to 2.90 and Title 17 SWMC to Add Regulations for Cottage Clusters.

Public Hearing opened at (6:37PM).

- No online participants.
- No participants were in attendance.
- Staff did not receive any written comments.

Public Hearing closed at (6:37PM).

Planning Commissioners suggest a change to add the word 'administrative' to the last sentence of the first paragraph of 17.120.060.

Commissioner Danielle Freiburger moved for City Counsel to adopt Proposed Amendments to Chapter 2.90 and Title 17 SWMC to Add Regulations for Cottage Clusters with minor changes. Seconded by Commissioner Pat Huggins.
Motion Carried 5-0.

g. Unfinished Business

No unfinished business.

h. New Business

1. Proposed Amendments to Chapter 2 of the Comprehensive Plan - *Land Use Element*

Matt Covert, Senior Planner with Facet, summarized the proposed changes to the Land Use Element of the Comprehensive Plan to include new and amended goals and policies, as well as changes to the background information based on the recent land capacity analysis and housing allocations by income level.

Discussions about what to consider updating included LU 8 and LU 9 and the policy for a welcoming committee, Parks and Recreation and the need for more playable sports fields, LU 10.1 gangs in the UGA, and the need for Zoning Code clean up.

i. Discussion Items

1. Housing Strategies Follow-Up Discussion

Matt Covert, Senior Planner with Facet, recapped the previous discussion on Housing Strategies. There were no additional comments.

2. Scheduling Upcoming Special Meetings

Community Development Director, Tom Glover, proposed an updated meeting schedule with additional special meetings to review the Proposed Comprehensive Plan Updates.

j. Adjournment

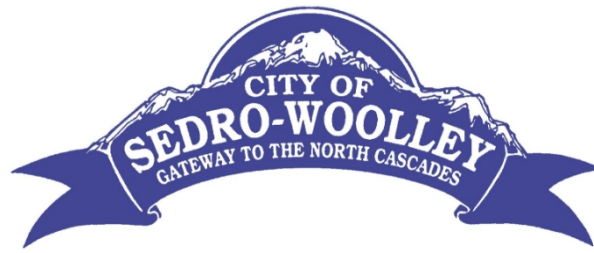
Time (7:42PM)

ATTEST:

APPROVED:

Planning Commission Chair

Planning Commission Secretary



Planning Commission Agenda Item

Agenda Item No.: g.1.

Date: May 20, 2025

From: Thomas Glover, Community Development Director

Subject: Comprehensive Plan - Chapter 1, Vision Statement and Introduction - DRAFT

RECOMMENDED ACTION:

Review only, no action required/requested.

BACKGROUND/SUMMARY INFORMATION:

Comprehensive Plan Update. Providing ample review opportunities by the Planning Commission prior to preparing the final draft document.

FISCAL IMPACT, IF APPROPRIATE:

None identified.

ATTACHMENTS:

1. Ch 1 Intro and Vision Statement_PC_Draft_V1_050225

Chapter 1

~~INTRODUCTION AND VISION STATEMENT~~ AND INTRODUCTION

~~1.04~~ **Introduction**

~~1.08~~ **Vision Statement**

Vision Statement

“Sedro-Woolley is a city built on hard work, dreams, and the ingenuity of those who have turned vision into reality. A heritage steeped in rich history has laid a strong foundation for succeeding generations to prosper. This city thrives on resilience and innovation. As the Gateway to the North Cascades, Sedro-Woolley welcomes visitors to experience its thriving downtown, year-round events, and cultural charms. Having gracefully grown, the city offers a high quality of life and sense of community for its residents. Pleasant neighborhoods, accessible parks and trails, competitive schools, and flourishing businesses draw entrepreneurs who bring fresh energy and new opportunities. Home to small-town hospitality, Sedro-Woolley remains a place where history, progress, and community come together.”

Insert photo/s here

NEW

Plan at a Glance

Vision and Plan Introduction

This chapter introduces Sedro-Woolley’s community vision and provides a brief overview of the planning framework under which this plan was created, and how the plan will be implemented.

Land Use Element

This chapter serves as an “umbrella” to all other elements and describes development patterns that support Sedro-Woolley’s vision for the future into 2045. It includes a Future Land Use Map (FLUM). Goals and policies address community priorities, residential and commercial uses, recreation and open space, and others.

Housing Element

This addresses the preservation, improvement and development of housing and identifies land to accommodate different housing types. It also makes provisions for the existing and projected housing needs of all economic segments of the community.

Transportation Element

This element guides the development of the transportation system, including multi-modal transportation, to accommodate existing and future growth described in the Land Use Element.

Parks, Recreation and Open Space Element

This element provides for the maintenance, preservation and expansion of Sedro-Woolley’s park system and helps to ensure a healthy recreational and open space environment.

Capital Facilities Element and Public Safety Sub-Element

These elements guide the maintenance, preservation, and expansion of City-owned or operated facilities and services in Sedro-

Woolley including public buildings, streets, parks, water, stormwater and sewer. This includes public safety facilities such as fire and police.

Public Utilities Element

This element establishes an overall strategy for providing adequate water, sewer and other utilities to serve the growth projected in the Land Use Element.

Economic Development Element

This element provides guidance on the types of businesses that are compatible with Sedro-Woolley. It addresses industry, tourism and commercial uses and promotes employment opportunities.

Climate Element and Resilience Sub-Element

This is a new element that goals for reducing greenhouse gas emissions, strategies for adapting to climate change impacts and mechanisms for implementation, monitoring and evaluation. It also includes goals and policies to help reduce the risks of extreme weather events and shifting climate patterns with the aim of protecting people, infrastructure, economic assets and the natural environment.

Acknowledgement Page
(coming soon)

Table of Contents (Coming
soon)

INTRODUCTION

This comprehensive plan was prepared by the city of Sedro-Woolley in accordance with Section 36.70A070 of the Growth Management Act (ActGMA) to address growth issues in Sedro-Woolley and its adjacent urban growth area. It represents the community's policy plan for growth over the next twenty (20) years. Sedro-Woolley's Comprehensive Plan is the city's foundational policy document that guides growth and development over the next twenty (20) years after adoption, through 2045.

Why the City of Sedro-Woolley is Planning

To Implement the Growth Management Act from the "Bottom Up"

The Growth Management ActGMA was intentionally drafted to give significant decision-making power to local jurisdictions. Although the Act tells jurisdictions that they must identify concerns and goals of the community, prioritize these goals, and plan how these goals will be achieved, it does not dictate the solutions. This "bottom up" approach is unique to Washington State's growth management legislation, and is the main characteristic which distinguishes it from similar acts in Florida and Oregon.

To Maintain Local Decision-Making Control Power

For several years, the population in Sedro-Woolley remained stable after experiencing a slight loss in the mid-1980's after the closure of Skagit Manufacturing. However, Sedro-Woolley's population growth started to accelerate in the 1990's growing from approximately 6,031 people in 1990 to 8,658 in 2000. During this time period, and up to 2005, the City's annual population

~~growth was close to 3%. Between 1990 and 2005, Sedro-Woolley has shown an annual population growth of close to three percent. After~~ Since 2005 the growth rate has slowed, likely a result of the housing crisis and economic recession. ~~The City experienced another spike in the early 2020's during the Covid 19 Pandemic increasing to a population of 12,596 in 2022. In 2024, from which the region is still recovering, Sedro-Woolley has a 2024 had an estimated population of 13,098 and is growing at a rate of 1.22% annually. Its population has increased by 5.08% since the most recent census, which recorded a population of 12,465 in 2020.~~ This growth is largely the result of migration northward from the more densely populated areas of the central Puget Sound region. With this growth comes increased demand for public facilities such as streets, sanitary sewer, solid waste collection, and fire and police protection. Provision of these services and the general operation of the city is increasingly influenced by policy decisions made at the federal, state and regional level.

The ~~citizens~~ residents involved in the preparation of Sedro-Woolley's comprehensive plan believe that the most effective way to maintain local control is to become more actively involved in planning. By clearly stating a vision for the future of the community, the city can readily evaluate the implications of its policy decisions, and express community concerns to regional, state, and federal entities. In addition, the Growth Management ActGMA requires that state agencies comply with local comprehensive plans and development regulations. Therefore, the comprehensive plan and the implementing regulations allow the city to assert local control over certain issues with the assurance that state and county agencies will respect their decisions in a manner consistent with the community's desired vision of itself.

To Promote Desired Changes

Commented [TG3]: State the 2020 pop first, then 2024.

Commented [DK4R3]: See revisions.

Commented [TG1]: Maybe re-word this or remove it. This could be a triggering point with some of our folks. Also, not sure that Florida is still doing this.

Commented [DK2R1]: Removed.

~~Sedro-Woolley has attempted to diversify its economy, especially after the loss of its major employer (Skagit Manufacturing). However, the loss of this employer had a significant negative impact of the community's value which made it difficult to promote the city to potential new industries. As a result, most new development has occurred in the form of single-family subdivisions. While this new housing was needed, concerns were raised that Sedro-Woolley would become primarily a "bedroom" community for the employment centers located along Interstate 5.~~

The comprehensive plan sets forth goals and policies that promote the concept of a balanced community where job retention and attraction is given equal consideration to the provision of new housing. ~~projects, developments.~~ Included in the plan is an evaluation of the existing infrastructure capacity with current demand and a projection of capacity supply in order to direct future growth. This information is crucial in order for the city to take a proactive role in attracting the type of development required to meet the needs of its ~~citizens~~people, and make the wisest use of land and public resources. The ability to make decisions in response to the growth and changes that are occurring in Sedro-Woolley will allow the city to take advantages of positive opportunities and better assess potential impact on the quality of life.

To Address Changes in Community Needs

The city of Sedro-Woolley is also updating its comprehensive plan to address dramatic changes since the previous plan was adopted in 2016. There has been a steady decline in the size of households, and an increase in the number of elderly individuals living on fixed incomes. The balance between the number of jobs and the number of housing units has shifted as major employers have left the community, and the viability of timber and agriculture industries has waned. Concerns about environmental quality and the impact on personal finances have also created a change in traditional land use patterns as well as a preference for

alternatives to the automobile. Finally, the economy has shifted away from ~~land-intensive a~~ traditional industries industrial economy such as steel and lumber milling to light manufacturing, technology and service industries that are more compatible with other land uses.

Purpose of the Comprehensive Plan

This comprehensive plan ~~is the city's~~ foundational policy document. It plays a vital role in preparing for future growth and emerging challenges such as housing availability, traffic congestion, and economic stability. ~~was developed in accordance with Section 36.70A.070 of the Growth Management Act to address growth issues in the city of Sedro-Woolley and its surrounding urban growth area. It represents the community's policy plan for growth over the next twenty (20) years. The city of Sedro-Woolley is not self-sufficient, and relies on many other communities. In such situations many unexpected changes could occur over which Sedro-Woolley has no control. Therefore, the long-term planning for the city needs to be adaptable and responsive to these kinds of circumstances. Rather than being a simple priority list of actions which assume a static environment, it must provide policies to guide decision-making in response to the unforeseen. Through the Comprehensive pPlan, the city sets goals and policies to guide future decision making on the following topics: The plan includes the following elements:~~

- * ~~Land Use~~Designation and use of land to accommodate twenty years of growth and change;
- * Transportation, including improving connectivity and managing congestion on city streets and state highways;
- * Parks and recreation;
- * Capital ~~f~~Facilities and how the City will invest in facilities needed to serve growth;
- * UtilitiesEnsuring that Sedro-Woolley's homes and businesses will be adequately served with utilities;

Commented [DK5]: Suggest deleting. Information is a bit outdated and focuses on past vs. desired changes for the future.

Commented [TG6]: Housing projects can have a negative connotation.

Commented [DK7R6]: Agreed

Commented [DK8]: Repeat of first paragraph of this section.

Commented [MC9]: Prior versions of this, by and large, were not capitalized. Should decide on this stylistically.

* Housing Planning for and accommodating housing that is affordable and available to all economic segments of the community;

* Economic Development;

* Climate Change, including greenhouse gas emissions reduction and resiliency to climate change impacts

County-Wide Planning Policies

The county-wide planning policies provide the framework for Sedro-Woolley's planning process, and a measure for ensuring coordination and consistency between the city and Skagit County. These policies address urban growth areas, housing allocations, and the twenty (20) year population forecast accommodation, means to promote contiguous and orderly development and provision of urban services, siting of county-wide and state-wide public capital facilities, county-wide transportation facilities and strategies, the need for and distribution of affordable housing for all economic segments, joint planning between the cities and county within the urban growth areas, economic development and employment, analysis of fiscal impact, and environmental quality. All of the individual elements in the plan have been integrated along with the county-wide planning policies to ensure consistency.

The transportation plan is being updated further in order to develop a zone-based traffic model to assess impact fees.

A community action planning process in 2000 and 2001 established several priorities for the city:

- Economic Development
- Downtown Revitalization
- Parks and Open Space

Further directions from the mayor were to:

- Improve the attractiveness of commercial development along Highway 20; and
- Require urban infrastructure in all new development.

Goal of 2025~~16~~ Update

The goal of this update is to achieve greater consistency between the plan and the development regulations and to comply with new requirements under the GMA. The Plan must be updated every 10 years but no more frequently than once a year. The current update is required to be completed by December of 2025.

~~The city has been updating portions of the plan since 2009 in order to meet the required deadline to update by June 30, 2016 (RCW 36.70A.130).~~

~~The plan must be updated at least every eight years but no more frequently than once a year.~~

~~Capital facilities plans are adopted as part of the comprehensive plan. Capital facilities include transportation, sewer, police, fire, schools, and may include library and municipal facilities. The city reviewed and updated the capital facilities element in 2014-2016 and incorporated the 20 year population and employment data adopted by Skagit County for the 2016 countywide planning policies.~~

~~— These priorities continue to influence the 2016 Comprehensive Plan updates. Improving consistency and predictability of the development approval process was an additional goal.~~

Urban Growth Area

Under the GMA, counties must designate Urban Growth Areas (UGAs) where urban development is encouraged, while areas outside of UGAs are reserved for non-urban uses, protecting rural and resource lands. This ensures that urban services and infrastructure are provided where they are needed. During the comprehensive plan periodic update, counties must review its UGAs to determine whether adjustments to UGA boundaries are needed to accommodate twenty years of growth.

Commented [DK10]: We may want to consider revising this list to more relatable issues. For example, instead of saying "land use" revise to state "where future growth and housing will go". Instead of transportation, say "goals and policies to improve connectivity and manage congestion on city streets and state highways..."

Commented [MC11R10]: Donna, see my suggested edits here!

~~A UGA may include territory that is located outside of a city only if such territory is already characterized by urban growth or is adjacent to a UGA or is designated as a new fully contained community.~~

~~Sedro-Woolley's UGA includes an unincorporated UGA that is regulated through a collaborative planning process between Skagit County and the City and mutually agreed upon set of development regulations that apply to all UGA's in the County. After the Skagit County government declined to adopt city ordinances requiring urban infrastructure for development in the unincorporated urban growth area (UGA), the city filed an appeal before the Western Washington Growth Management Hearings Board. The Board ultimately ruled that adequate provisions for urban services must be provided concurrently with development. Following this ruling, the county and the cities began a collaborative planning process to adopt development regulations that apply to all of the UGAs in the county. The subsequent ordinance adopted by Skagit County and supported by the cities, requires a minimum lot size of five acres for residential development when no urban infrastructure is required, but allows for cities to develop an Urban Reserve Development Permit in portions of the UGA where they expect urban infrastructure to become available relatively soon. A limited amount of commercial and industrial development can also occur in the UGAs without requiring the installation of urban services. The city of Sedro-Woolley may consider developing a program to allow development at higher densities with a mechanism to pay for required infrastructure that does not shift the costs of infrastructure to the taxpayers.~~

~~Deficiencies in urban services are a significant problem in much of the Sedro-Woolley UGA. Skagit County Planning and Development Services permitted residential subdivisions and mobile home parks to be developed in the UGA without requiring urban services. Most of the UGA east of~~

~~city limits stretching eastward to Fruitdale Road are on septic systems. There is no economic or practical incentive for sewer to be extended to this area. In addition, the streets in the developed UGA are not to city standards; the right-of-ways lack curb, gutter, sidewalks and street lighting. A comprehensive stormwater conveyance system is also absent in these areas. In order for further development to occur in the portions of the UGA that already have significant urban densities but no urban services, the city will depend on Skagit County government to provide financial and technical assistance for the provision of urban services to the area.~~

~~UGA Size and Expansion~~

~~The jurisdictions in Skagit County worked together to adopt growth projections over the next 20 years. Those population and employment growth projects were reviewed and adopted by the Skagit Council of Governments (SCOG). The city then analyzed the available land inventory to determine if the SCOG projections can be accommodated in the current UGA boundaries.~~

~~The city performed a buildable lands inventory and compared the available land to the projected population and employment growth through 2036. The analysis indicated that additional land within the UGA is necessary to accommodate the projected 20 years of growth. As part of the 2016 Comprehensive Plan updates, the city held numerous public meetings, open houses and public hearings in support of necessary modifications to the UGA boundaries.~~

~~After the city's extensive public review program was complete, the Planning Commission and City Council recommended a modest UGA boundary expansion to accommodate the County's projected 20 year growth in the Sedro-Woolley UGA. The city forwarded the UGA expansion request to Skagit County; the county's Planning Commission held additional meetings and hearings in accordance with SCC and the Growth Management Act. Ultimately the Skagit County Board of County~~

Commented [TG12]: Allows for ...but we don't have this in our code, correct?

Commented [DK13R12]: Yes, Nicole verified its not in the code.

Commissioners found that the amount of land requested to be added to the UGA was consistent with the need showed by the city's buildable lands inventory and approved a modest UGA boundary expansion.

Design Guidelines

The city's adopted comprehensive plan calls for design guidelines to help maintain the city's small-town atmosphere as it grows. Design guidelines are in place downtown and need to be fully implemented to achieve the desired early 19th-century look. This update proposes permanent design standards and guidelines that provide guidance for the development of new commercial, industrial, residential, multifamily, and planned residential developments. The standards are located in a manual which addresses building and site design and includes illustrations of the requirements.

Impact Fees

SEPA requires that cumulative impacts be mitigated when identified. New private development must address its impacts upon the public health, safety and general welfare, for open spaces, drainage ways, streets, alleys, other public ways, water supplies, sanitary wastes, parks, playgrounds and sites for schools and school grounds. State legislature has enabled, and the city has elected to implement, the use of impact fees to mitigate the direct impacts that have been specifically identified by the city as a consequence of proposed development, and to make provisions for impacts. The city will continue to seek the cooperation of Skagit County in joint road, sewer and other infrastructure improvement projects in the unincorporated UGA.

Plan Implementation and Monitoring

This section outlines the plan implementation and monitoring procedures developed to measure progress in implementing the goals, objectives, and policies in the city of Sedro-Woolley's comprehensive plan. This process also prepares the

city for updates in the future. Annual continuous evaluation should ensure that the following items are addressed:

- * Citizen-Public participation in the process;
- * Updating appropriate base-line data and measurable objectives to be accomplished in the first six-year period of the plan, and for the long-term period;
- * Accomplishments in the first five-year period, describing the degree to which the goals, objectives, and policies have been successively reached;
- * Obstacles or problems which resulted in the under-achievement of goals, objectives, and policies; and
- * A means of ensuring a continuous monitoring and evaluation of the plan during the five-year period.

Although adopted by ordinance, a comprehensive plan has traditionally been a policy document with implementation through land development regulations and other ordinances. However, the Growth Management Act/GMA encourages a variety of innovative implementation methods, regulatory and non-regulatory, which should be considered. The city will continue its public participation program following plan adoption in order to inform the entire community about the rationale and goals of the plan, as well as the changes that will take place in the city because of the plan's implementation. Sedro-Woolley believes that broad support for the plan is crucial for effective implementation.

Existing development regulations must be updated to be consistent with the plan. In reviewing regulations for consistency, the city 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 (i.e. design review guidelines, drainage regulations) will be enacted as

Commented [DK14]: Keep this section?
Commented [TG15R14]: Yes.

necessary to implement the land use plan during the annual review periods.

Planning is an ongoing process, and improved data or changing circumstances will require amendment to the comprehensive plan. In particular, the plan will be reviewed periodically as required by the ~~Growth Management Act GMA~~ (roughly every ~~ten eight~~ years) to ensure that the city's comprehensive plan, capital facilities planning, transportation planning and land available in the UGA are adequate to accommodate the projected 20 year employment and population growth. The 20-year update process requires that the cities and Skagit County cooperate to ensure that the Countywide Planning Policies and city comprehensive plans are consistent. The 20-year growth projections shall be based on the Office of Financial Management's population estimates. 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. If necessary, adjustments will be made to revenues, land use classifications or LOS standards to ensure that probable funding meets the projected needs of the city.

The community's vision statement and comprehensive plan goals provide long-range guidance for the city. 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 the overall goals.

Amendments to the comprehensive plan can be requested by the ~~C~~city ~~C~~ouncil, ~~P~~lanning ~~C~~ommission, or by any affected ~~citizen-member of the public~~ or property owner. However, the plan may not be amended more than once a year.

Consistency with State Growth Management Goals

The data used to develop this comprehensive plan is to the greatest extent possible the best available data. The ~~C~~city has coordinated its plan with that of adjacent jurisdictions and the ~~C~~county in order to achieve compatibility and external consistency. In addition, the ~~Growth Management Act GMA~~ requires consistency and/or compatibility with the planning goals set forth in the Act. The following are the goals from the Act (shown in italics), below which are listed the policies from the Sedro-Woolley Comprehensive Plan that support and/or are consistent with these goals.

Goals and Policies

The goals and policies set forth throughout the comprehensive plan are the result of the "visioning" process ~~held-facilitated~~ by the ~~C~~city of Sedro-Woolley in the early stages of the development of the comprehensive plan. Some modifications have been made as a result of new developments in the planning process of the ~~C~~city and ~~C~~county and as a result of the special study recommendations.

It is envisioned that the adoption of some of these goals and policies will require several years to enact. The ~~C~~city will actively work to implement these goals and policies within the next ~~eight-ten~~ years until the next required major ~~update~~review of the comprehensive plan. These goals and policies will be incorporated into the ~~C~~city's codes as necessary and annually as amendments to the comprehensive plan.

Growth Management Act Goals

Urban Growth

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

Commented [TG16]: "Five? Or, ten?"
Commented [DK17R16]: 5 years for minor review, 10 years for major review. The 5 years is to ensure major updates don't occur before then..

Commented [DK18]: Policies below will be reviewed / edited once all the Elements are in final draft form.

Goal GMA1: Encourage development in areas where adequate public facilities exist.

Policy A1.1: An annexation area must be provided city services within six years, consistent with the provisions of the current Capital Facilities Plan.

Policy LU3.2: Establish transportation as an “urban” service requiring concurrency under the Growth Management Act.

Policy LU3.6: Periodically review the comprehensive plan and adjust revenues, land use classifications, or level-of-service (LOS) standards to ensure that probable funding meets the projected needs of the city.

Policy CF2.2: “Concurrent Development” shall be defined as development which can be provided transportation services by the city of Sedro-Woolley within six years of the date of the development approval. If capital facilities necessary to meet the concurrency requirement are not provided in the six-year Capital Facilities Plan, the developer shall provide the facilities at his/her own expense to meet the concurrency requirement.

Policy CF2.1: The city of Sedro-Woolley shall allow only “concurrent development” to occur within the urban growth area. Proposed developments shall complete a concurrency review provided by the city planning department.

Reduce Sprawl

Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

Goal GMA2: Reduce Urban Sprawl

Policy A1.2: Reject annexation requests which are not contiguous to existing city areas, except as permitted under RCW 35.13.180.

Policy A1.3: An annexation area must be provided city services within six years, consistent with the provisions of the current Capital Facilities Plan.

Transportation

Encourage efficient multi-modal transportation systems that are based on regional priorities and are coordinated with county and city comprehensive plans.

Goal GMA3: Provide safe, efficient transportation services to community residents.

Policy T1.1: Identify and improve substandard roads based upon a priority system which accounts for both traffic demand and surrounding land uses.

Policy T1.4: Improve arterial and collector streets identified as deficient in condition level of service to the adopted design standard, consistent with the capital facilities element of the comprehensive plan.

Policy T2.3: Improve arterial and collector streets identified as deficient in capacity level of service to the design standard, consistent with the capital facilities element of the comprehensive plan.

Policy T3.8: Consider the needs of future transit service when improving principal, secondary and collector arterials.

Policy T4.1: Establish a committee to review alternate transportation options and propose alternatives appropriate to Sedro-Woolley’s anticipated population growth and density. Options to evaluate include trails, rail, transit, walking, etc.

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.

Goal GMA4: Provide adequate, diverse and affordable housing to all community residents.

Policy A4.1: Encourage a variety of housing in Sedro-Woolley and its UGA.

Policy H1.1: Install supporting infrastructure in areas of higher density housing, as a public, private, or private/public effort.

Policy H2.1: Encourage affordable housing for the elderly. As an alternative, the elderly should be accommodated in safe, well-maintained multiple-unit structures.

Policy H2.2: Encourage affordable housing for those with special needs. (Including, but not limited to disabled, low-income, homeless).

Policy H2.3: Encourage affordable housing for non-traditional households. (Including, but not limited to seasonal workers, single parents, extended families, and group homes.)

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, all within the capacities of the state's natural resources, public services, and public facilities.

Goal GMA5: Encourage community economic development.

Policy E1.1: Create employment opportunities within the Sedro-Woolley economy, particularly for residents who now commute to other distant employment areas.

Policy E2.1: Encourage local business development opportunities and utilization by the private and

public sector, particularly for small start-up businesses owned by or employing Sedro-Woolley residents. Promote local use of special business financing and management assistance programs.

Policy E3.1: Promote tourism as a means of diversifying the economy and preserving the history of the community.

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.

Goal GMA6: Preserve property rights

Policy LU5.7: Recognize the rights of property owners to freely use and develop private property consistent with city regulations.

Policy H4.3: Encourage the development of residential structures that respect existing views of natural features, and the right of everyone to enjoy them.

Permits

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

Goal GMA7: Ensure fair, predictable and timely permit processes.

Policy H2.6: Maintain easy access to the permitting process.

Policy T5.3: Aggressively enforce RCW 36.70A.106, requiring the Department of Transportation, or any other state agency, to comply with this comprehensive plan.

Policy UI.2: Provide utility permits in a fair, timely and predictable manner.

Natural Resource Industries

Maintain and enhance natural and resource-based industries, including productive timber, agricultural, and fisheries industries.

Goal GMA8: Encourage productive forest, agriculture and natural resource industries.

Policy LU5.4: Preserve and enhance Sedro-Woolley’s rural and agricultural character by allowing necessary agricultural support services and facilities.

Policy CC1.3: Recognize and retain logging and other timber industry practices as a heritage of this community. Strive to preserve this heritage while supporting and encouraging the development of modern forest-practices industries.

Policy OS2.2: Recognize and promote the benefits of agricultural land which include maintaining open space, establishing rural character, preserving view corridors, enhancing wildlife habitat, and providing employment for the residents of Skagit County.

Policy E3.7: Sedro-Woolley’s tourism strategy should also capitalize upon the city’s unique location and timber industry heritage. Strive to maintain a balance between logging history and environmental education and preservation.

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.

Goal GMA9: Provide open space and recreation opportunities to community residents.

Policy P1.5: Identify zones which generally indicate where it is appropriate for future parks to be located as new development occurs.

Policy P2.3: Develop a mixture of active and passive recreation areas in order to accommodate the desires and lifestyles of Sedro-Woolley’s residents.

Policy P3.1: Pursue joint ventures with Skagit County, other jurisdictions and public/private opportunities, in order to obtain access to a greater variety of recreational programs than the city could provide on its own.

Policy OS 1.2: The city shall provide input and coordinate review of development proposals with Skagit County to ensure the integrity of unincorporated open space within Sedro-Woolley’s urban growth area.

Environment

Protect the environment and enhance the state’s high quality of life, including air and water quality, and the availability of water.

Goal GMA10: Protect the environment while enhancing community quality of life.

Policy LU16.8: Encourage Development of a Brickyard Creek plan that addresses the creek’s habitat functions, passive recreation uses and stormwater conveyance functions. The plan should address off-site mitigation opportunities in the creek’s riparian area in accordance with the regulations for critical areas – Chapter 17.65 SWMC.

Policy CSA1.2: Provide the public, staff and decision-making bodies with information pertaining to the identification, classification, and designation of critical areas.

Policy CSA1.5: Promote land use patterns and methods of development that will protect the value

of sensitive and critical areas, and prevent hazardous conditions.

Policy CC5.2: In conjunction with the Sedro-Woolley school district, ensure that curriculum within Sedro-Woolley schools emphasizes social and environmental responsibility.

Policy CSA4.1: Encourage the use of alternative modes of transportation, such as, carpooling, public transit, walking, and biking, in order to reduce the amount of automobile emissions.

Policy U3.2: Promote conservation of water and electricity within the urban growth area. Work with utilities, service agencies and other jurisdictions to promote conservation products and programs.

Citizen Participation and Coordination

Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

Goal GMA11: Encourage early and continuous citizen participation in the comprehensive planning process.

Policy A11.1: Encourage, respect and reward citizen activism.

Policy A11.2: Hold neighborhood meetings within proposed annexation areas in order to answer questions about the implications of annexation.

Policy LU5.6: Ensure that community’s planning programs reflect basic community values.

Policy H3.8: Work to develop multi-family design recommendations based upon a participatory design process with community residents.

Policy CC6.6: Commit to honest, equal citizen participation III city processes.

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.

Goal GMA12: Assure capacity for new developments through a capital facilities plan.

Policy CF1.1: Provide capital improvements to correct existing deficiencies, to replace worn out or obsolete facilities and to accommodate desired future growth, according to the six-year capital facilities plan.

Policy CF2.3: Ensure that future development bears a fair share of capital improvement costs necessitated by the development. The city shall reserve the right to collect mitigation impact fees from new development in order to achieve and maintain adopted level of service standards. The city shall be responsible for its fair share of capital improvement costs for existing deficiencies.

Policy CF2.4: Ensure that city plans and development regulations identify and allow for the siting of “essential public facilities,” as described in the Growth Management Act. Work cooperatively with Skagit County and neighboring jurisdictions in the siting of public facilities of regional importance.

Policy CF3.1: Update the six-year Capital Facilities Plan (CFP) annually prior to the city budget process. All city departments shall review changes to the CFP and participate in the annual review.

Historic Preservation

Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

Goal GMA13: Preserve historically and culturally significant sites and structures.

Policy LU6.5: Develop and implement a local historic and cultural preservation procedure.

Policy H1.3: Protect historically significant housing sites and structures.

Policy CC1.1: Preserve historically-significant buildings, trees and site within the Sedro-Woolley urban growth area through the development of historic preservation and urban forestry programs.

Policy CC1.2: Preserve culturally-significant sites identified within the Sedro-Woolley urban growth area. Do not allow development or encroachment upon sites identified as significant by tribal nations.

Climate Change and Resiliency

Ensure that comprehensive plans, development regulations, and regional policies, plans and strategies under RCW 36.70A.210 and chapter 47.80 RCW adapt and mitigate the effects of a changing climate. Support reductions in greenhouse gas emissions and per capita vehicle miles traveled; prepare for climate impact scenarios; foster resiliency to climate impacts and natural hazards; protect and enhance environmental, economic, and human health and safety; and advance environmental justice.

Goal GMA14: Promote climate change and resiliency by ensuring that comprehensive plans adapt to and mitigate the effects of climate change.

[add existing relevant policies]

Goal GMA15. Shorelines of the State

For shorelines of the state, the goals and policies of the shoreline management act shall be considered an element of the city's comprehensive plan.

Commented [DT19]: Pending from the climate element

VISION STATEMENT

~~The year is 2036. Sedro-Woolley has a small-town environment and a strong sense of identity. Many people know each other here. Residents greet each other by name. Business owners know both other owners and their regular patrons. People feel comfortable and safe walking through town.~~

~~—The “centralized” nature of town, revolving around the central business district, helps keep the tight-knit structure of the community. The town’s scale promotes a “homey” feeling. Residents feel important as a part of their community rather than alienated as they might in a big city. Residents are involved in the community and strive to maintain a safe, healthy, enjoyable, and economically viable community. Visitors are encouraged to come to Sedro-Woolley. Signs on the main highways (Interstate 5 and State Routes 9 and 20) are inviting. Walking and shopping on and around Metcalf Street promotes a warm but bustling atmosphere.~~

~~Remaining paragraphs below to be edited/moved to applicable chapters.~~

Growth and Land Use

~~Citizens—Members of the Sedro-Woolley community recognize the need for the city to grow. The city expands slowly through annexations primarily for residential development. This is done in an environmentally and aesthetically rational way, under compliance with the State’s Growth Management ActGMA. Even though the city’s residential sector is growing, planning efforts strive to maintain an intentional balance of residential, commercial, and light industrial uses.~~

Economic Development

Sedro-Woolley’s job base is strong and vital. The city is economically self-sustaining and is not considered a “bedroom community” for larger

cities in the region. Residents who live here can also work here. Sedro-Woolley is home to a diverse collection of larger employers. An occasional slump in one area will not depress the entire economy. The retail and tourism focus of the city is in the central business district and is complemented by larger businesses at commercial nodes in various parts of the city. Professional offices, light industry, and support services are sited at these nodes. Industrial parks in Sedro-Woolley are complete and fully utilized.

Other Commercial Development

Both commercial and light industrial businesses are encouraged in Sedro-Woolley. Zoning keeps commercial strip development along the highways from sprawling. Rather, nodes of service-type enterprises along the main roads thrive. Development in these areas caters to the highway traveler and does not compete with downtown retail and tourism. Open space and green areas are maintained in the city’s zoning ordinance, and further promoted in the growing areas of the city. The downtown retail core is primarily retail businesses with some service businesses.

Housing

Most residential areas are zoned ~~for to protect the dominance of the~~ single-family ~~and middles housing units.~~ ~~home.~~ However, smaller lots are encouraged to protect Sedro-Woolley’s hinterlands from sprawl. Infill development in the older neighborhoods consists primarily of duplexes, cottage housing, townhomes, and accessory dwelling units that are designed to compliment existing neighborhoods.

Within the central business district, apartments on the upper stories of shops are encouraged. Sedro-Woolley offers a variety of housing types to meet the needs of its diverse citizensresidents.

Transportation

The city’s transportation system expands to meet demands due to growth. Through-traffic

Commented [DK20]: New vision inserted at the beginning of this chapter. statement here.

Commented [DK23]: Move to Land Use element under zoning discussion

Commented [DK24]: Move to Housing and update.

Commented [DK21]: Move to LU Element

Commented [DK22]: Move to Economic Development Element

Commented [DK25]: Move to Transportation Element

circumvents the downtown area, which ~~reduces discourages~~ congestion ~~but discourages people from viewing and visiting~~ Sedro-Woolley’s historic central business district. ~~Skagit Transit is accessible from all most areas of the City, and overall connectivity has improved is improving.~~ Safe bicycle and pedestrian transportation is encouraged by the maintenance and addition of bike shoulders on the roads as well as off-road bike paths and trails. Local youth are educated in safe bicycling and traffic laws for bicyclists on the road. Bike racks are placed at key places in town to encourage people to ride their bikes rather than drive.

Central Business District

The city endorses the preservation of a functional yet aesthetically pleasing downtown area. Downtown is the city’s core—it is a place where residents can come to purchase basic goods, ~~dine and gather~~ without driving to other communities. It is also the center of the city’s social life. The central business district is vibrant during the day with a healthy and safe nightlife. Residential space above first-floor shops helps see to that ~~while providing more housing options for residents.~~ No buildings stand vacant. Metcalf Street, with its “Main Street” feel, is perfect for strolling. Its shops are small and unique to maintain the city’s personal scale and character. Businesses that attract people to the downtown from the outside, such as retail, are promoted. ~~This environment encourages-~~ Tourists en route to the Cascades or the I-5 corridor ~~are encouraged~~ to pull off the highway and visit for a short while. ~~Signs from the highways indicate the route to downtown. Once again, Sedro-Woolley is a place where people go out of their way to visit.~~ Downtown is also the city’s link to its past. Its built form speaks of the old Sedro-Woolley and its rich tradition of providing services to people from near and far in the Skagit Valley. Historic buildings are preserved and renovated and new buildings visually blend with the older structures. Convenient and available parking for patrons is provided. Through design,

~~and atmosphere, gathering spaces and a mix of commercial, retail and residential uses, however, patrons are encouraged to park their cars and walk and roll from shop to shop on and around Metcalf Street and other downtown areas.~~

Parks and Open Space

~~Citizens—Members of the Sedro-Woolley community~~ support the development of small, new, neighborhood parks, as well as open green space. New residential developments are encouraged to preserve open green areas for the public. The old Burlington Northern Railroad line connecting Sedro-Woolley with Burlington provides a recreation path for bicyclists and pedestrians to use instead of the highway. ~~Known as the Cascade Trail, this This~~ trail connects Burlington and Sedro-Woolley with the upriver communities of Lyman, Hamilton, and Concrete. Trails are also available

Commented [DK28]: Consider putting this section into a sidebar box

Commented [DK29]: Move to Parks Element

Commented [DK26]: Move to Land Use Element. This is a bit lengthy. See suggestions to suggestions to condense further.

Commented [DK27R26]:

around Riverfront Park. Bicycle and pedestrian paths connect parks to recreation facilities.

Library

The Sedro-Woolley library system is enjoyed by a wide variety of residents and non-residents who benefit from the facility's modern technological resources, wide range of research materials, and updated periodicals. ~~The City Library services is managed by a special district, though the City owns the building. This City~~ is committed to high quality library services ~~in the city of Sedro-Woolley, and~~ an essential element of urban life. The city will support expanded regional library services to serve the residents and non-residents, as opportunities develop.

Recreational Facilities

The public promotes maintenance and expansion of the city's existing recreation facilities. They also encourage the development of other facilities, particularly for the benefit of local youth. When not in school, teenagers have activities that keep them from loitering on street corners. These older students, as well as grade-school children, have places to go for entertainment and recreation that are close to home and school. A community center that houses an indoor recreation area, swimming pool, and organized programs benefits both the town's youth and its adults. A movie theater and game center allowing people under twenty-one (21) to visit are located downtown.

Infrastructure

The city promotes the improvement of infrastructure elements. Deteriorating roads in town are repaired and repaved as needed. Other pre-existing infrastructure needs such as sidewalks and sewers are inspected and repaired. All new infrastructure or improvements are supported by the city's capital facilities plan and are consistent with other plan elements. Every residential neighborhood in Sedro-Woolley enjoys paths, sidewalks, and street trees on every street.

Community Vision

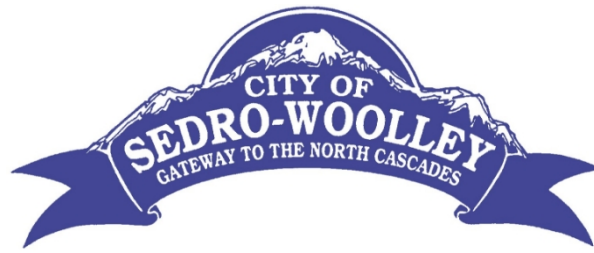
~~As a whole, its citizens envision the Sedro-Woolley of the future as a warm and economically viable small-town community. Present and future residents will be honored to call it "home."~~

Commented [DK33]: Updated vision inserted at top of this chapter.

Commented [DK30]: Move to Capital Facilities? Sidebar?

Commented [DK31]: Move to Parks and recreation element

Commented [DK32]: Move to Capital Facilities Element



Planning Commission Agenda Item

Agenda Item No.: g.2.

Date: May 20, 2025

From: Thomas Glover, Community Development Director

Subject: Comprehensive Plan - Chapter 3, Housing Element - DRAFT

RECOMMENDED ACTION:

No action required/requested.

BACKGROUND/SUMMARY INFORMATION:

Providing ample opportunities for the Planning Commission to review this document, comment/provide feedback, before incorporating it into the final draft document.

Notes from the consultant:

Draft Housing Element, proposed revisions include:

- Rewrite of the data sections with data from housing needs assessment as well as reorganizing sections around housing element guidance provided by the Department of Commerce.
- Adoption of a new cottage ordinance (will help meet middle housing needs).
- Adding new policies and actions related to displacement risk and protecting existing naturally occurring affordable housing.
- Revision of policies and actions to make them more specific, actionable, and easy to understand.

Reasons for changes are noted in markup comments on the draft housing element.

Planning Commission Input: Expressed interest in additional policy language supporting the following:

- *Provision to allow cottages in PRD's.*
- *Standard plan sets for cottages, ADU's, park models and other middle housing types to reduce costs and permit review times.*
- *Study the possibility of allowing higher densities in PRD's, up to 2 more units, if certain design criteria can be met.*

FISCAL IMPACT, IF APPROPRIATE:

None identified.

ATTACHMENTS:

1. Housing Element Draft Markup

Chapter **35**

HOUSING ELEMENT

- 35.104** **Housing Element Requirements Under the Growth Management Act**
- 35.208** **Inventory and Analysis of Housing in Sedro-Woolley and the Urban Growth Area Housing Needs Assessment Summary**
- 35.12** **Inventory of Lands Land Capacity Gap Analysis for Housing Unit Allocations**
- 35.16** **Optional and Affordable Housing Adequate Provisions Made to Plan for Housing for All**
- 3.18** **Racially Disparate Impacts and Displacement Risk Analysis**
- 35.20** **Goals, Policies and Actions**

Commented [MC1]: Likely to be renumbered from 5 to 3 in order to directly follow land use element

Commented [MC2]: Current plan calls for city to do an assessment of housing need, so proposing to retitle this section accordingly

Commented [MC3]: Retitling this section to be consistent with housing element requirements

Commented [MC4]: New section addressing racially disparate impacts analysis required by revised housing element requirements in GMA.

HOUSING UNDER THE GROWTH MANAGEMENT ACT ELEMENT REQUIREMENTS

For all cities ~~which that fall fully plan~~ under the requirements of the Growth Management Act (GMA), ~~including Sedro-Woolley~~, the provision of adequate and safe housing is one of the ~~thirteen fifteen major~~ ~~planning~~ goals ~~established in statute~~. The housing goal of the GMA is stated as follows:

Commented [MC5]: There are 15 goals now.

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. (RCW 36.70A.020(4))

The housing element must ~~address the ensure that Sedro-Woolley has capacity and policies in place to accommodate the~~ current and projected housing needs of ~~resident~~ households ~~with across the full range of economic and demographic groups through the year 2045 incomes~~. Specifically, the requirements of the housing element are as follows:

Commented [MC6]: Revised this paragraph to be more consistent with statutory requirements for housing element (see below)

~~The A~~ housing element ~~recognizes-ensuring~~ the vitality and character of established residential neighborhoods that:

Commented [MC7]: Updated this whole section to include new language in RCW 36.70A.070(2)

- ~~(a)~~ ~~(a)~~ includes an inventory and analysis of existing and projected housing needs that identifies the number of housing units necessary to manage projected growth, as provided by the department of commerce, including:
 - ~~i.~~ Units for moderate, low, very low, and extremely low-income households; and
 - ~~ii.~~ Emergency housing, emergency shelters, and permanent supportive housing;
- ~~(b)~~ ~~(b)~~ includes a statement of goals, policies and objectives for the preservation, improvement, and development of housing, including single-family residences, and within an urban growth area boundary, moderate density housing options including, but not limited to, duplexes, triplexes, and townhomes;
- ~~(c)~~ ~~(c)~~ identifies sufficient capacity of land for housing, including, but not limited to, government-assisted housing, housing for moderate, low, very low, and extremely low-income families households, manufactured housing, multifamily housing, and group homes and foster care facilities, foster care facilities, emergency housing, emergency shelters, permanent supportive housing, and within an urban growth area, consideration of duplexes, triplexes, and townhomes; and ~~(d)~~
- ~~(d)~~ makes adequate provisions for existing and projected needs of all economic segments of the community, including:
 - ~~i.~~ Incorporating consideration for low, very low, extremely low, and moderate-income households;
 - ~~ii.~~ Documenting programs and actions needed to achieve housing availability including gaps in local funding, barriers such as development regulations, and other limitations;
 - ~~iii.~~ Consideration of housing locations in relation to employment

location; and

iv. Consideration of the role of accessory dwelling units in meeting housing needs;

(e) Identifies local policies and regulations that result in racially disparate impacts, displacement, and exclusion in housing, including:

i. Zoning that may have a discriminatory effect;

ii. Disinvestment; and

iii. Infrastructure availability;-

(f) Identifies and implements policies and regulations to address and begin to undo racially disparate impacts, displacement, and exclusion in housing caused by local policies, plans, and actions;

(g) Identifies areas that may be at a higher risk of displacement from market forces that occur with changes to zoning development regulations and capital investments; and

(h) Establishes antidisplacement policies, with consideration given to the preservation of historical and cultural communities as well as investments in low, very low, extremely low, and moderate-income housing; equitable development initiatives; inclusionary zoning; community planning requirements; tenant protections; land disposition policies; and consideration of land that may be used for affordable housing. [...] (RCW 36.70A.070(2))

In addition, the GMA requires the cities within a county to jointly develop county-wide housing policies which that consider the county-wide need for housing affordable to all economic segments of the population and how the housing will be distributed. The Skagit Countywide Planning Policies were last amended in January 2021. The housing allocations on which this element is based were adopted through a collaborative process with Skagit County and the other cities through the Skagit Council of Governments.

This housing element for the city of Sedro-Woolley will present a discussion of the GMA requirements and the innovative ways in which Sedro-Woolley will accomplish its housing taskplan for housing in a manner complimentary to the overall community's vision for 2045 and consistent with the remainder of the comprehensive plan. As set forth, this element will demonstrates Sedro-Woolley's commitment to all types of housing over a broad economic stratathe full range of economic segments, but most especially to affordable housing.

The housing element is outlined as follows:

- Housing Needs Assessment summary
- Summary of adequate provisions (including outline of policy changes)
- Racially Disparate Impacts and Displacement Risk Analysis
- Goals and policies to accomplish the aims of the community's vision and the GMA

First, an inventory and analysis of existing and projected housing will be presented. Second, a summary of an inventory of sufficient land for housing, including but not limited to government-assisted housing, multi-family housing, group homes and foster care facilities will be presented, which includes adequate provision for existing and projected needs of all economic segments of the community. Third, a

Commented [MC8]: Added to reflect how housing and population allocations/targets were arrived at through a countywide process.

Commented [MC9]: Delete - duplicative of this section

Commented [MC10]: More consistent with GMA language

Commented [MC11]: Rewrote to emphasize community visioning process as well as requirements for consistency with other elements required under GMA

Commented [MC12]: More consistent with GMA requirements

Commented [MC13]: Proposed shortened material to replace the paragraph below.

discussion will be presented as to how Sedro-Woolley's land use classifications and zoning will create the opportunity for the development of a variety of housing types for residents of various economic strata. Finally, a statement of the city's goals, policies and objectives for the preservation, improvement, and development of housing will be documented.

Commented [MC14]: This is probably not needed given that the element has the outline on the chapter title page.

Commented [MC15R14]: Propose to replace with bullets above.

INVENTORY AND ANALYSIS OF HOUSING IN SEDRO-WOOLLEY AND THE URBAN GROWTH AREA HOUSING NEEDS ASSESSMENT SUMMARY

In 1999, the city of Sedro-Woolley Housing Needs Assessment Report was conducted. That assessment has been summarized in this subsection and the data has been updated for the 2016 Comprehensive Plan update. The following is a summary of the results of a comprehensive review of demographic, housing, economic, and land use data for the city of Sedro-Woolley. As part of the 2025 comprehensive plan periodic update, Sedro-Woolley has prepared an updated housing needs assessment, gap analysis, adequate provisions documentation, and racially disparate impacts analysis. The assessment was intended to be a tool to. These analyses serve as a guide for help local officials, planners, and citizens-members of the public to formulate policies and appropriate local approaches to address the housing goals of the GMA, including “making adequate provisions for the existing and projected needs of all economic segments of the community.”

The full Housing Inventory and Analysis is available in Appendix B. A high-level summary of the information in the analysis is presented here.

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POPULATION AND HOUSING CHARACTERISTICS

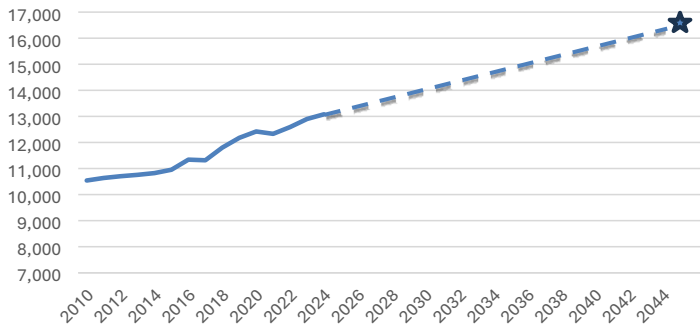
Population Demographics

The size and composition of the population is an important factor in the determinant of housing demand. The size of the housing units needed, location design desired and required by residents, and population rate of increase all influence what the housing market should supply.

According to the 2010 Census data, the population of Skagit County increased from 102,979 persons in 1990 to 111,901 persons in 2010, an increase of 13.52 percent. The April 1, 2013 Washington State Office of Financial Management (OFM) figures show the county population at 118,600, representing an increase of 15.17 percent since 2000. The 2010 Census showed that the population of Sedro-Woolley increased from 8,658 persons to 10,540 persons, an increase of 21.74 percent from 2000 to 2010. The April 1, 2013 OFM update shows this figure as 10,610. This represents an increase in population of 22.55 percent from 2000 to 2013. The Washington State Office of Financial Management (OFM) estimates that Sedro-Woolley’s population was 13,080 as of April 1, 2024. Sedro-Woolley grew an average of 1.9 percent per year between 2014 and 2024. With a 2045 population target of 16,596, the City would grow an average of 1.3 percent per year over the next 21 years.

Commented [MC17]: Updated and consolidated info to current data.

Sedro-Woolley Population Estimates and Target, 2010-2045



The 2010 Census figures indicate Sedro-Woolley has nine percent of the population distribution of Skagit County by jurisdiction (both cities and unincorporated area). This is up from 8 percent in 2000. In 2005, based on OFM projections, Skagit County adopted a projected population growth figure of 149,080 by the year 2025. Of this figure, Skagit County has designated an additional population of 5,260 to the Sedro-Woolley UGA over a period of twenty (20) years for a total population of approximately fifteen thousand (15,000) residents (in the existing city limits and presently unincorporated Urban Growth Area).

Roughly 93 percent of Sedro-Woolley’s population identifies as being one race (any race). Of those, 95 percent identify as white alone. The share of the population that is Hispanic or Latino has grown significantly from 8 percent in 2010 to 26 percent in 2022. Roughly 19 percent of the City’s population speaks a language other than English, a proportion that has grown significantly since 2016.

According to the 2010 census, the average household size in Sedro-Woolley is 2.589 persons per household; slightly more than the Skagit County rate of 2.53 persons per household. The largest age group in Skagit County is between 50 to 54 years of age. Two-person households account for 30 percent of the total households in the City, with 4-or-more person households accounting for an additional 29.3 percent.

Roughly 59 percent of households in the city own their housing unit, while 41 percent rent. Approximately 72 percent of households are family households, and 28 percent are nonfamily households, which includes 1-person households.

The 2010 census ranks Skagit County as eleventh out of 39 Washington counties in total population. With a total population of 10,610 in 2010, Sedro-Woolley is ranked 77th out of 281 Washington cities.

Housing Stock

In 2000, 42,681 housing units in Skagit County, comprised of 30,731 single-family units, 5,655 multifamily units and 5,022 mobile-home units. In 2010 there were 51,473 total housing units in Skagit County; 37,115 single-family units, 7,913 multi-family units and 6,445 mobile homes. Between 1990 and 2000, 11,004 new housing units were constructed in Skagit County. Another 8,792 units were constructed in Skagit County between 2000 and 2010. Sedro-Woolley is home to an estimated 5,125 housing units as of 2024. Roughly 63 percent of these are one-unit housing units (single-family detached homes), 27 percent are multi-family units (2 or more units in a structure), and roughly 10 percent are mobile homes or other dwelling types.

Commented [MC18]: Updated and streamlined with current info.

Commented [MC19]: Out of date, and also these data aren’t really necessary and don’t tell us anything interesting.

1,033 new units were constructed in Sedro-Woolley between 2000 and 2010. As of 2000, there were 3,270 residential units in Sedro-Woolley, of which 2,257 units were single-family, 660 were multi-family and 353 were mobile home units. In 2010 there were 4,303 total housing units; 2,874 single family units, 1,025 multi-family units and 404 mobile homes. Since 2020, Sedro-Woolley has permitted the construction or placement of 177 new single-family homes and 174 multifamily units, as well as 15 manufactured homes.

| | 2020 | 2021 | 2022 | 2023 | 2024 |
|--|-------|-------|-------|-------|-------|
| Estimate of Total Housing Units | 4,759 | 4,814 | 4,897 | 5,052 | 5,125 |
| One Unit Housing Units | 3,074 | 3,116 | 3,186 | 3,220 | 3,251 |
| Two or More Unit Housing Units | 1,212 | 1,222 | 1,230 | 1,345 | 1,386 |
| Mobile Homes and Specials | 473 | 476 | 481 | 487 | 488 |

Source: OFM - Postcensal Estimates of Housing Units, April 1, 2020 to April 1, 2024

Commented [MC20]: Updated with new data on housing stock from HNA

Per the 2010 Census, Sedro-Woolley has 8.35 percent of the total housing stock in Skagit County. As a percentage of the various types of housing units in the county, Sedro-Woolley has 7.74 percent of the single-family units, 12.95 percent of the multi-family units and 6.23 percent of the mobile home units.

Housing Quality

The 1999 Housing Needs Assessment Report found that in six of the eight Skagit County cities, ten (10) percent or more of the single-family housing stock were ranked as low quality construction or below, with 286 (or 13 percent) of Sedro-Woolley's housing ranked in this category. Of the remainder of the single-family residential units, under the category of construction quality, 965 (46 percent) of the units were ranked fair, 814 (38 percent) of the units were ranked average, and 54 (three percent) of the units were ranked good, very good, special or excellent. Within Sedro-Woolley, 68 percent of the housing units were built prior to 1980.

The adequacy of housing can also be gauged by types of facilities in residential units and the extent of overcrowding. Between 1980 and 1990, Skagit County experienced a decline in the number of units which lacked complete plumbing facilities, from six hundred fifty-seven (657) units to six hundred ten (610) units. Overcrowded units, defined as more than one person per room, has increased, however, by thirty-nine (39) percent from seven hundred twenty-three (723) units to one thousand four (1,004) units. Current data is not available for this metric. Overcrowding increases when households are having difficulty affording or finding housing.

Types of Housing Units in Sedro-Woolley

| | Total | 1-Unit | 2+ Units | Mh/Tr |
|------|-------|--------|----------|-------|
| 1990 | 2,530 | 2,019 | 384 | 104 |
| 2000 | 3,270 | 2,257 | 660 | 353 |
| 2010 | 4,303 | 2,874 | 1,025 | 404 |

Commented [MC21]: Deleting old data.

OCCUPANT CHARACTERISTICS HOUSING UNIT VALUES AND RENTS

Ownership Characteristics

According to the US Census's 2007-2011 American Community Survey 5-Year Estimates, there were

2,566 owner-occupied units in Sedro-Woolley. The median value of those units was \$219,800. For the 59 percent of households who own their housing unit (2,685 households as of 2022), the median home value in that year in Sedro-Woolley was \$460,219. This represents a 26 percent increase since 2020.

Information from the Economic Development Association of Skagit County shows the number of homes sold in 2004, the average price, and the number of days the homes were listed for sale. Homes in Sedro-Woolley were the fastest-selling homes and sold for, on average, 79 percent of the overall Skagit County average home price. 2013 housing sales data and rental data were not accessible. House value estimates from the research arm of the real estate listing company Zillow indicate that the mid-range detached single-family home in Sedro-Woolley is worth \$480,839 as of July 1, 2024.

Home sales data from the Washington Center for Real Estate Research (WCRER) show that from early 2021 through mid-2024, the median home price in Sedro-Woolley rose from \$410,000 to \$523,750, a growth of 27.7 percent over that span. The median price for 2-bedroom homes in mid-2024 was listed at \$418,000. Three-bedroom homes had a median price of \$530,000, and 4-plus-bedroom homes had a median price of \$650,000.

Commented [MC22]: Updated with current info.

| Quarter | Total sales | Median price | Sales by number of bedrooms | | | | Median price by number of bedrooms | | | |
|---------|-------------|--------------|-----------------------------|----|----|--------|------------------------------------|----------|----------|----------|
| | | | 0 or 1 | 2 | 3 | 4 plus | 0 or 1 | 2 | 3 | 4 plus |
| 2021Q1 | 95 | \$410,000 | 7 | 20 | 53 | 15 | \$337,00 | \$330,65 | \$410,00 | \$528,00 |
| 2021Q2 | 128 | \$453,500 | 6 | 24 | 72 | 26 | \$345,50 | \$364,26 | \$450,25 | \$563,86 |
| 2021Q3 | 139 | \$440,000 | 6 | 27 | 83 | 23 | \$380,00 | \$360,00 | \$440,00 | \$585,00 |
| 2021Q4 | 139 | \$435,000 | 8 | 29 | 79 | 23 | \$427,52 | \$360,00 | \$425,00 | \$565,00 |
| 2022Q1 | 118 | \$512,500 | 10 | 20 | 60 | 28 | \$360,25 | \$435,62 | \$522,47 | \$561,98 |
| 2022Q2 | 127 | \$505,000 | 11 | 23 | 80 | 13 | \$425,00 | \$410,00 | \$525,00 | \$600,00 |
| 2022Q3 | 122 | \$499,950 | 6 | 18 | 76 | 22 | \$310,00 | \$382,25 | \$500,00 | \$542,50 |
| 2022Q4 | 87 | \$450,000 | 4 | 18 | 52 | 13 | \$374,50 | \$385,00 | \$449,10 | \$525,00 |
| 2023Q1 | 66 | \$469,500 | 3 | 15 | 39 | 9 | \$300,00 | \$355,00 | \$484,90 | \$462,40 |
| 2023Q2 | 85 | \$478,000 | | 21 | 54 | 10 | | \$450,00 | \$484,50 | \$494,39 |
| 2023Q3 | 87 | \$495,375 | 3 | 18 | 52 | 14 | \$340,00 | \$406,47 | \$508,50 | \$613,75 |
| 2023Q4 | 59 | \$520,000 | 1 | 12 | 35 | 11 | \$536,97 | \$365,00 | \$520,00 | \$690,00 |
| 2024Q1 | 65 | \$483,000 | 4 | 15 | 39 | 7 | \$533,75 | \$410,00 | \$485,00 | \$565,00 |
| 2024Q2 | 88 | \$523,750 | 4 | 20 | 52 | 12 | \$547,80 | \$418,00 | \$530,00 | \$650,00 |

2004 Housing Sales Data — Skagit County (data from EDASC)

| Area | Houses & Condos Sold | Average Price | Days on Market |
|-----------------|----------------------|---------------|----------------|
| Anacortes | 535 | \$320,806 | 88 |
| Burlington | 284 | \$218,558 | 74 |
| Concrete & East | 78 | \$140,482 | 112 |
| La Conner | 105 | \$304,811 | 91 |
| Lyman/Hamilton | 14 | \$171,596 | 112 |
| Mount Vernon | 718 | \$215,272 | 86 |
| Sedro-Woolley | 410 | \$174,085 | 69 |
| Total Sales | 2,144 | \$220,080 | 90 |

A median home sale price of \$523,750 corresponds to a monthly house payment of around \$2,979 assuming an interest rate of 6.5 percent and a 10 percent down payment. A Sedro-Woolley household would need to make more than \$119,000 per year for this median home to be considered affordable.

When comparing the cost burden facing Sedro-Woolley households to housing costs for owner-occupied housing units (i.e., households that own their housing units), 390 households that own their homes making above 80 percent of the area median are cost burdened, meaning they pay more than 30 percent of their income toward their housing. An additional 160 households who own their units and make between 50 and 80 percent of the area median income are cost burdened. Overall, roughly 26 percent of households who own their units are cost burdened.

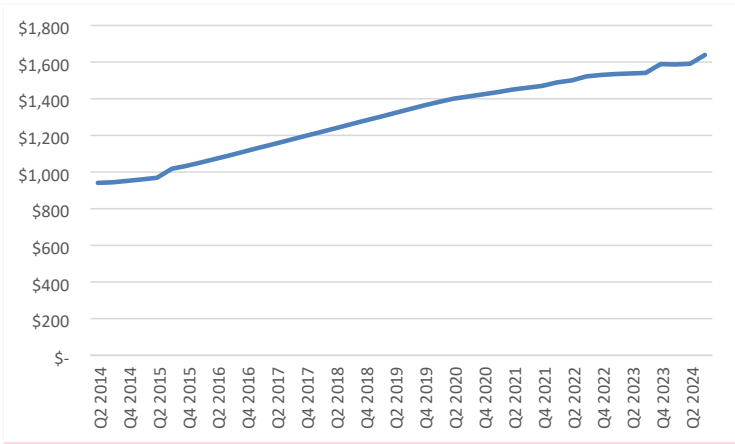
| COST BURDEN | Renter Households | | Owner Households | | Total Households | |
|--|-------------------|------|------------------|------|------------------|------|
| | >30% | >50% | >30% | >50% | >30% | >50% |
| Household Income <= 30% HAMFI | 150 | 80 | 40 | 40 | 190 | 120 |
| Household Income >30% to <=50% HAMFI | 175 | 75 | 70 | 30 | 245 | 105 |
| Household Income >50% to <=80% HAMFI | 175 | 85 | 160 | 0 | 335 | 85 |
| Household Income >80% to <= 100% HAMFI | 40 | 0 | 275 | 0 | 315 | 0 |
| Household Income >100% HAMFI | 4 | 0 | 115 | 0 | 119 | 0 |
| Total | 544 | 240 | 660 | 70 | 1,204 | 310 |

Source: HUD-CHAS Tabulations of 2016-2020 ACS 5-Year Estimates

Rental Unit Characteristics

As previously described, 41 percent of households in the City rent their housing units.

The WCRER reports that from mid-2014 through mid-2024, a span of 10 years, average rents for market rate or affordable apartments in developments with at least five units rose from \$941 per month to 1,639 per month, an increase of 74 percent over that time.



Source: WCRER City and County Rental Data, Q3 2024.

When differentiating units by size (one-bedroom versus two-bedroom), the WCRER reports (at the county level) that the average rent for a one-bedroom unit in Skagit County as of mid-2024 is \$1,381 per month, versus \$1,468 per month for a two-bedroom unit.

Commented [MC23]: Added updated rent data from HNA

| | Number of Units | Average SF | Average Rent | Rent per SF | Rent Growth/Year | Vacancy Units | Vacancy Percent | Vacancy Growth/Year |
|---------------|-----------------|------------|--------------|-------------|------------------|---------------|-----------------|---------------------|
| All types | 2,567 | 850 | \$1,482 | \$1.75 | 5.8% | 78 | 3.0% | -0.3% |
| One- BR Units | 766 | 628 | \$1,381 | \$2.25 | 8.0% | 23 | 3.0% | -0.7% |
| Two- BR Units | 1,128 | 891 | \$1,468 | \$1.65 | 6.3% | 39 | 3.5% | 0.0% |

A Sedro-Woolley household renting the average apartment at \$1,639 per month would need an annual income of \$65,560 per year. This exceeds the median household income for renter-occupied housing units reported in the most recent (2023) ACS data of \$52,823.

According to information available from the Economic Development Association of Skagit County, the typical price range for rental property in Skagit County is as follows:

2004 Average Housing Rentals

| | |
|-------------|-----------------|
| 0-1 Bedroom | \$400.00-600.00 |
|-------------|-----------------|

| | |
|------------|------------------|
| 2-Bedroom | \$600.00-850.00 |
| 3-Bedroom | \$850.00-1100.00 |
| 4+-Bedroom | \$900.00-1200.00 |

2004 Average Apartment Rental

| | |
|-----------|------------------|
| 0-Studio | \$350.00-500.00 |
| 1-Bedroom | \$450.00-600.00 |
| 2-Bedroom | \$600.00-800.00 |
| 3-Bedroom | \$750.00-1200.00 |

Sedro-Woolley rents are usually lower than Mount Vernon and Burlington, but are catching up because of increased consumer desire to live in the Sedro-Woolley area. Some single family rentals are changing to owner-occupied units.

Commented [MC24]: Deleted outdated information.

Characteristics of Housing Subsidies

Subsidized rental housing is provided through permanent housing complexes which are either privately or publicly-owned and through the Section 8 Certificate/Voucher Program. Future funding for such housing appears limited with funding for new projects favoring other counties. Under the classification of publicly-owned housing, Sedro-Woolley has one of three public housing authorities in Skagit County. The Sedro-Woolley Housing Authority provides 80 apartments for some of the community's most vulnerable residents.

Commented [MC25]: Added from HNA.

Households with incomes below fifty (50) percent of the county median income are eligible for certificates and/or vouchers to subsidize the cost of renting privately-owned units. The majority of households on the list are families, followed by disabled households and elderly households. Statistically, elderly households are better served by subsidized housing than families, which are the least well served.

Special Needs Populations

The special housing needs of the homeless, persons with disabilities, victims of domestic violence, youth, the aged and farmworkers has increased within Skagit County. In early 1997, a forty-two (42) room special needs facility opened within the city. It is anticipated that Sedro-Woolley will absorb a percentage of these special needs populations, including farmworkers, seniors, people with disabilities, people experiencing homelessness, and victims of domestic violence. However, more likely, these populations will tend to locate in higher population areas with better transportation capabilities or closer to the larger farms (in the case of farmworkers). Sedro-Woolley can, however, make itself more amenable to the special needs populations through the development of regulations which encourage the use-development of special-needs projects housing targeted at these groups, including, group homes, accessory housing, permanent supportive housing, and emergency housing and emergency shelters and in the encouragement of developer participation in the construction of units which meet the requirements of the Americans with Disabilities Act.

Commented [MC26]: Rewrote for clarity.

Commented [MC27]: Added references to PSH and emergency housing per changes to GMA.

HOUSEHOLD INCOME

Household Income

According to the US Census's 2007-2011-2019-2023 American Community Survey 5-Year Estimates, the median household income in Sedro-Woolley is \$52,228.72, 140 in Sedro-Woolley and \$85,474.55, 555 in Skagit County. For owner-occupied housing units, the median household income in Sedro-Woolley is \$86,565 (versus \$101,258 in the county as a whole). For renter-occupied housing units, the median household income in Sedro-Woolley is \$52,823 (indistinguishable from the County figure of \$52,613). Within Skagit County, 12.0 percent of families are classified as below the poverty level. The same figure for Sedro-Woolley is 10.1 percent.

Relationship of Types of Employment to Housing Costs

As the data will indicate, The Housing Needs Assessment shows that a large number of Skagit County and Sedro-Woolley residents already experience difficulty finding an affordable home. A question related to projections of future housing affordability is whether the type of job growth is going to contribute to higher incomes and improved housing affordability or lower incomes and lower affordability. If employment trends hold steady, much of the job growth will occur in service sector and in food service occupations which generally have lower paying jobs. Many of these households will not be able to afford home ownership or market rate rental housing. Much of how employment will relate to housing cost depends on the strength of major local employers as well as broader economic development efforts citywide and in Skagit County more broadly.

HOUSING AFFORDABILITY

Housing Cost as a Percentage of Income Cost Burden

According to the US Census's 2007-2011 American Community Survey 5-Year Estimate the 2023 ACS estimates, 39.43 percent of property owners with a mortgage (estimated 2,232.755 households) in Sedro-Woolley paid more than 30 percent of their income on housing. In Skagit County 46.8 percent of property owners with a mortgage (estimated 9,800 households) paid more than 30 percent of their income on housing.

Within Sedro-Woolley, 39.1 percent of all renters paid more than 30 percent of their incomes for gross rent (estimated 571 households). Within Skagit County, 51.0 percent of renters paid more than 30 percent of their incomes for gross rent (estimated 6,812 households). Data identifying the number of households earning less than eighty (80) percent of the median income and paying more than thirty (30) percent of income for household costs has not yet been identified, however, it can be presumed that many household paying more than thirty (30) percent of their income for housing are likely to be identified as households in need of housing assistance.

In Skagit County, resources are available to assist first-time homebuyers with home purchase and to assist existing homeowners with the cost of weatherization and home repair. Funding for all three types of assistance is severely limited and demand is high. The US Department of Agriculture Rural Development provides loan and grant assistance to income eligible households.

Single-Family Market

Regarding new construction of single family housing, developers are currently building for two housing markets—the “starter”/“step-up” buyers and the “custom” buyer. Sedro-Woolley is one of the most affordable markets for “starter” homes. These homes are marketed to families already owning a home and looking to transfer their equity to a new home and to step up in the market place. The home is also marketed to “commuter” households.

Multi-family Market

There are no significant multi-family development opportunities in East Skagit County due to the lack of infrastructure, especially sewer. Historically, the strongest markets for such housing are in Mount Vernon and Burlington. Land costs for multi-family development vary throughout the county, with the price of the land dependent on the availability of services, zoning, existing permits and the cost of the

Commented [MC28]: Believe this section is still accurate.

impact fees. If sufficient land is available and developable, and if financing is available at acceptable terms, existing private developers have the capacity to provide market-rate rental and ownership development in amounts sufficient to meet expected demand.

Commented [MC29]: Propose to delete, out of date.

SUMMARY OF THE ANALYSIS AND INVENTORY

The analysis and inventory performed in the Skagit County Housing Needs Assessment illustrates that while the housing needs and availability, especially those of affordable housing, may not be as critical as other areas of the county, housing concerns still exist within the Sedro-Woolley urban growth area. Housing Needs Assessment for Sedro-Woolley shows an acute need for diverse housing options in the city area.

Commented [MC30]: Now that there is a Housing Needs Assessment done as part of this plan update, we don't need to reference a Skagit County analysis. I think the rest of the summary is still valid.

The ability to address these needs is vital to the social and economic vitality of the community. Shortages in the amount of housing may cause a potential employer not to locate to the community. Shortages of quality, affordable housing affordable across the whole range of households in the community causes distress to the individual and ultimately to the community.

35.12

INVENTORY OF LANDS

The projected population of Sedro-Woolley inside the city limits and within the UGA by the year 2025 is fifteen thousand (15,000).

There are roughly 1,909.95 acres of residentially zoned land (not excluding rights-of-ways) in the city and its urban growth area. The approximate acreage in each of the three-four residential zones – Residential 15 (R15), Residential 7 (R7), and Residential 5 (R5), and Residential 1 (R1, Environmentally Constrained) – is as follows:

| R15 | R7 | R5 | R1 |
|------|--------|---------|----|
| 7190 | 607745 | 1,19860 | 33 |

(Sedro-Woolley also has an Residential 1 (R-1) zone, which is applied to areas with existing development in close proximity to unique environmentally sensitive areas. By definition, the R-1 zone does not have capacity for additional development, although it does have acreage as noted above.)

Additionally, the City's commercial zones allow residential units at varying degrees of intensity.

The land use and zoning designations are described in more detail in the Land Use Element.

The following densities are allowed in these zones:

- R5: minimum lot size of 8,400 square feet – roughly 5 dwelling units per acre
- R7: minimum lot size of 6,000 square feet for single family residences, 9,000 square feet for duplexes – roughly 7 dwelling units per acre
- R15: maximum 15 dwelling units per acre

Sufficient acreage has been set aside for residential development even with the discounting of developed property and minus infrastructure and critical area allowances. The city should continue to update the land use data in order to more accurately track and record land availability data for housing development. This data should be incorporated into the comprehensive plan during annual amendments. The following

represents housing unit capacity within the city's zones under current development regulations:

| Zone | R1 | R5 | R7 | R15 | MC | TMCO | CBD | UVMU | Total |
|-----------------------|----|-------|-----|-----|-----|------|-----|------|-------|
| Housing Unit Capacity | 0 | 1,103 | 407 | 86 | 460 | 46 | 82 | 403 | 2,587 |

The Adequate Provisions Analysis portion of the Housing Element details where the city's housing capacity varies from its housing allocations by income bracket.

Commented [MC31]: Rewrote this section to focus on just zones that allow residential development and the capacity within those zones.

OPTIONAL AND AFFORDABLE HOUSING ADEQUATE PROVISIONS MADE TO ACCOMMODATE HOUSING FOR ALL

Through its housing element goals, and policies, and actions, the city of Sedro-Woolley hopes to address both the provision of optional housing and affordable housing must demonstrate that it has made adequate provisions to remove barriers to housing capacity sufficient to accommodate the projected housing need by income bracket. This section of the Housing Element summarizes the adequate provisions analysis presented in Appendix XX. Optional housing allows for a wide variety of housing types which are affordable to individuals in the community. Affordable housing is housing that is affordable to individuals in all economic sectors of the community.

Optional Housing Barriers to Housing Production by Unit Type and Affordability Level

The housing element recognizes that different households prefer various types of housing. While the majority of property owners prefer direct ownership of a single-family dwelling on a parcel of property, some households prefer housing which requires little upkeep or maintenance. In addition, some households prefer, or due to economic necessity, must rent a dwelling unit as opposed to outright ownership. Appendix XX demonstrates that while production of low- and moderate-density housing has occurred at a rate sufficient to account for the housing need over the planning period, construction of low- and mid-rise multifamily units (the housing type most likely to be affordable to low-income households) has not been sufficient to account for the large need over the planning period, even with the land use changes and realized projects that occurred since the last periodic update. Therefore, the Sedro-Woolley housing element encourages development regulations that support the following housing policies/housing types:

1. Parcels of property Zoning which that supports single-family homes (permitted uses in the R5, R7 and R15 zones, conditional uses in other zones).
2. Zoning which that supports development for townhouses and condominiums, include cottage housing and unit lot subdivisions.
- 2.3. Zoning that allows Accessory Dwelling Units where single-family homes are allowed in accordance with GMA requirements.
- 3.4. Zoning which that allows for the conversion of second floors in the CBD zone into residential dwellings or allows new mixed-use buildings with commercial on the first floor.
- 4.5. Zoning which that allows for a variety of multi-family housing which can be blended into the community (duplex units as a permitted use in the R7 zone on lots over nine thousand (9,000) square feet, planned residential developments, mixed commercial zoning which allows limited residential development, and live/work units in the industrial zone).

Affordable Housing

As indicated earlier in the housing element, the provision of affordable housing across all of the economic sectors may be difficult especially for the lower income economic sectors of the population. Therefore, the Sedro-Woolley housing element encourages the following housing practices has the following high-level objectives:

1. Lot sizes which that support various types of single-family housing (minimum six thousand (6,000) square foot lots in the R7 zone, minimum eight thousand four hundred (8,400) square foot lots in the R5 zone, plus allowance for Accessory Dwelling Units as required under the GMA).
2. Zoning which that allows for a variety of multi-family housing, including middle housing

Commented [MC32]: Rewrote intro to this section to reflect changes in guidance from Commerce.

Commented [MC33]: Titles changed to sections throughout to match up with housing element guidance from Department of Commerce

Commented [MC34]: Rewrote to summarize what is in the revised Housing Element as described throughout.

Commented [MC35]: Added this to reflect successful adoption of cottage housing code - city to confirm.

Commented [MC36]: Added to account for requirements of HB 1337.

Commented [MC37]: These seem more like "objectives" than "practices".

Commented [MC38]: Added to account for RCW changes in HB 1337 re: ADUs

types in residential zones through use of Planned Residential Developments (PRDs). ~~(duplex units as a permitted use in the R7 zone on lots over nine thousand (9,000) square feet.~~

3. Work to achieve the city’s ~~allocation of the countywide need for fair share of affordable low-income housing affordable to households making under 80 percent of the area median income within Skagit County.~~

4. Support of programs ~~thatwhieh~~ provide low-income and special needs housing.

5. Support of programs ~~thatwhieh~~ encourage rental and owner rehabilitation and weatherization of existing dwelling units.

6. On-going reevaluation of development regulations and impact fee alternatives which support ~~and encourage~~ the construction of affordable housing ~~where appropriate.~~

~~6-7. Protect existing, naturally occurring affordable housing to protect against potential displacement that would result in racially disparate impacts.~~

Commented [MC39]: This is already the case under existing PRD regulations, so this change is simply to acknowledge the role of the PRD in providing moderate/middle housing options.

Commented [MC40]: Rewritten to align with updated RCW on housing element requirements.

Commented [MC41]: This overall objective already supports the proposed density bonus for affordability and other measures the City may consider.

Commented [MC42]: More flexibility plus the word “encourage” to align with potential density incentive.

Commented [MC43]: Adding this as a high-level objective based on the racially disparate impacts and displacement risks analysis.

Commented [MC44]: Will summarize results of this section of the housing analysis here.

Adequate Provisions Made to Address Housing Gaps

PLACEHOLDER

3.18

RACIALLY DISPARATE IMPACTS, DISPLACEMENT, AND DISPLACEMENT RISK

New GMA provisions require that the City’s housing element analyze racially disparate impacts, document historical displacement in housing, and assess displacement risk for Sedro-Woolley’s residents. The Housing Needs Assessment located in Appendix XX contains analyses of data for racially disparate impacts, displacement, and displacement risk that are summarized here.

Racially Disparate Impacts

PLACEHOLDER

Commented [MC45]: Will summarize results of this portion of the housing analysis.

GOALS, POLICIES AND ACTIONS

The goals, policies, and strategies of this housing element describe how Sedro-Woolley proposes to address the identified needs for future housing development. These goals, policies, and strategies-articulate the city’s priorities for allocation of resources, production of specific housing types, housing affordability, and the preservation of existing housing stock.

Goal H1: To provide sound, adequate housing for all current and future Sedro-Woolley residents.

Policy H1.1: Install supporting infrastructure in areas of higher density housing as a public, private, or public/private driven effort.

Policy H1.2: PursueSecure federal and/or state funds to provide housing to low-income households, people experiencing or at risk of homelessness, and special needs populations. (Including, but not limited to: disabled, low-income, homeless.)

Policy H1.3: Establish/maintain a program to pProtect historically significant housing sites and structures.

Policy H1.4: Establish joint home conservation programs and campaigns with Puget PowerSound Energy. Provide support for weatherization and home repair programs.

Policy H1.5: Work to develop an incentive-based city-wide home improvement program.

Policy H1.6: Encourage sustainable housing practices to provide energy efficiency and environmentally responsive design.

Goal H2: To provide affordable housinghousing that is affordable to for all current and future Sedro-Woolley residents.

Policy H2.1: Encourage affordable housing for older adultsthe elderly. As an alternative, the elderlyolder adults should be accommodated in safe, well-maintained multiple-unit structures, accessory dwelling units, or other suitable units.

Policy H2.2: Encourage affordable housing for those with special needs. (Including, but not limited to: disabled, low-income, homeless).

Policy H2.3: Encourage affordable housing for all household types, including seasonal workers, single parents, extended families, and group homes.

Policy H2.4: Encourage affordable housing types-units and revitalization of unused residential spaces above the retail buildings in the historic downtown areacentral business district.

Policy H2.5: Together with appropriate agencies, encourage the development of housing for low-income households and first-time homebuyers. Encourage public, private and non-profit associations efforts (i.e. Habitat for Humanity, Self-Help Housing) within the low- and moderate-income housing market.

Policy H2.6: Evaluate local development regulations for effects on housing costs. Change development regulations that unnecessarily add to housing costs.

Policy H2.7: Maintain easy access to the permitting process.

Policy H2.8: Strive to have constructed the city’s fair share of affordable housing.

Policy H2.9: Establish and maintain density incentives for housing affordable to households making under 80 percent of the area median income where appropriate.

Commented [MC46]: Updated.

Commented [MC47]: Propose to change the wording to emphasize that affordability can be a challenge for any household regardless of income if units that meet their needs, whatever they are, are scarce. “Affordable housing” has connotations that for many mean “only low-income households.” The proposed change would be more inclusive.

Commented [MC48]: Since allowing people to age in place is a primary purpose of ADUs I suggest adding this to existing policy.

Commented [MC49]: CBD is the more accurate term from a planning/zoning point of view.

Commented [MC50]: This one may be duplicative of other policies and requirements of the housing element, consider deleting.

Policy H2.10: Explore a targeted inclusionary zoning program and associated development regulations for the mixed-use and multifamily zones aimed at very low-income households.

Policy H2.11: Collect data on achieved density and observed rents and home prices in developments as feasible to determine whether density incentives and other housing tools are achieving the unit types and affordability levels needed to meet housing element requirements leading up to the comprehensive plan 5-year check-in in 2030.

Policy H2.12: Manufactured housing which meets the State Labor and Industries Code shall be permitted in any zoning districts in the city where single-family dwellings are allowed.

Goal H3: To benefit social well-being and health through housing design.

Policy H3.1: Require usable outdoor recreation space as part of all residential developments where feasible.

~~Policy H3.2: Require semi-public indoor space accessible to community groups as part of multi-family residential developments.~~

Policy H3.3: Coordinate common recreation space consistent with surrounding residential density. Over-allocate common recreation space in densely populated areas.

Policy H3.4: Coordinate common areas of linked open space between multi-family developments. Maintain these spaces through a public-private partnership.

Policy H3.5: Require clearly marked access for fire protection, parking, and solid waste collection. Use a universal design for these markings.

Policy H3.6: Encourage “cluster” single-family residential development within the R7 and R5 land use designations. Cluster developments are characterized by areas of common open space shared and maintained by residents of the development.

Policy H3.7: Allow planned residential developments (PRD’s) within the R15, R7, and R5 zones land use designation as a conditional use. PRD developments are characterized by a variety of housing products, including cottages, and provide indoor and outdoor common space for residents.

~~Policy H3.8: Work to develop multi-family and single-family residential design recommendations based on a participatory design process with community residents.~~

Policy H3.9: Encourage the development of housing which meets certification standards such as Leadership in Energy and Environmental Design (LEED) or Green Builders Association.

Policy H3.10: Encourage the use of sustainable, alternative housing designs within the city.

Policy H3.11: Promote and encourage community gardens in residential developments.

Policy H3.12: Prioritize the development of new community garden sites in low-income and under-served neighborhoods.

Goal H4: To conserve the social characteristics of existing residential development and maintain a natural balance with the environment.

Policy H4.1: Develop a mix of multi-family residential units and single-family units throughout the community.

Policy H4.2: Encourage retail-compatible mixed uses (including residences) on the uppersecond floors in the central business district.

Policy H4.3: Encourage the development of residential structures that respect existing view of the natural features, and the right of everyone to enjoy them.

Policy H4.4: Explore the adoption of a city-wide incentive program for residential maintenance.

Commented [MC51]: Added 2 policies to support density incentive and exploring the idea of an inclusionary zoning program.

Commented [MC52]: Moved from actions, this is more a policy-level statement. Already done in code but important to maintain policy language on this subject.

Commented [MC53]: Requiring outdoor recreation space in small infill projects can reduce the actual capacity of a site without meaningfully adding real outdoor recreation space. In rare cases, it can make a project nonviable. My added language gives you flexibility, but there should be some thinking given to not requiring under a certain unit count, or not in short plats, or waived if within safe walking distance of a public park.

Commented [MC54]: Propose deleting this policy. This works at cross-purposes with the goals of providing enough multifamily and middle housing to meet the community’s needs within the planning period.

Commented [MC55]: Propose to delete this sentence. Not clear what “over-allocate” means from a development regulations point of view. Doesn’t seem very enforceable.

Commented [MC56]: Added per Planning Commission recommendation from May 6 meeting.

Commented [MC57]: Overlap with H5.1. Adding participatory design process language to that policy.

Commented [MC58]: It seems this covers the city’s new cottage housing regulations and that no new policies are needed as a result.

Commented [MC59]: Is there a definition for under-served? If not, consider adding a definition or removing.

Commented [MC60]: Modified this to reflect that while adding additional floors to existing buildings is unlikely, there is a bit of vacant or underutilized land in the CBD zone where floors higher than 2 would be possible under code.

~~Policy H4.5: Establish zoning and other development regulations that protect naturally occurring affordable housing to mitigate displacement risk.~~

~~Policy H4.5: Require that developed and designed residential structures comply with the critical areas ordinances such as wetlands, frequently flooded areas, drainage, steep slopes, aquifer recharge areas, migratory routes and natural wildlife habitat.~~

Goal H5: To create and approve processes that allow for bold innovation and diversity.

Policy H5.1: Explore an administrative design review process in the residential land use designations through a participatory design process with community residents.

Policy H5.2: Allow permits for home businesses that have little impact on surrounding developments.

Policy H5.3: Create non-discriminatory zoning regulations for group homes, consistent with the Federal Fair Housing Act.

Policy H5.4: Establish standards for factory-built homes within single-family land use areas, consistent with WAC 296-150B. (Design standards and inspection procedures for mobile homes.)

Policy H5.5: Encourage the development of diverse housing for a variety of families throughout the community.

~~Policy H5.6: Develop and provide to applicants standard plan sets for certain development types to reduce costs and permit review times.~~

Objectives/Actions

~~As part of the ongoing process to update the comprehensive plan During periodic updates and the five-year check-in for the comprehensive plan, the city will conduct an Affordable Housing Assessment should update the data and analysis in the Housing Needs Assessment to thoroughly evaluate the affordability of housing in the city.~~

~~To promote a wide variety of residential densities and housing types to create an adequate choice of attractive living accommodations for persons desiring to reside in Sedro-Woolley.~~

~~To promote fair and equal access to housing for all persons regardless of race, color, religion, gender, sexual orientation, age, national origin, family status, source of income, or disability.~~

~~To promote strong residential neighborhoods through public investments in physical improvements intended to enhance neighborhood identity and through public policy decisions intended to protect and preserve existing neighborhoods.~~

~~To encourage the availability of affordable housing to all economic segments of the population of the city.~~

~~To encourage the maintenance and creation of healthy residential neighborhoods as well as the revitalization of those that are declining.~~

Encourage small-scale multifamily (four units or less) within existing single-family neighborhoods. Such structures should be designed to ~~complement~~ complement existing neighborhoods.

Encourage a high level of design and architectural amenities in all housing designs by developing and administering a clear and easy to understand administrative design review process. ~~The objective of design review should be to result in subdivision, site, and building design that fits into the context and is compatible in form, scale, and general architectural style with surrounding development to the greatest degree feasible.~~

~~Provide for a range of densities to ensure maximum choice in housing options for persons desiring to live in Sedro-Woolley.~~

~~Promote single-family and multiple-family housing design, including subdivision, site and building design, which enhances the community image and ensures compatibility with surrounding development.~~

Promote residential development in commercial areas where combining such uses would promote the vitality and

Commented [MC61]: Added (new) policy H4.5 to address displacement risk coming out of the HNA analysis.

Commented [MC62]: Requiring that residential structures comply with the CAO is not necessary. This is the case for all development, and this policy doesn't really tell the city to do anything it isn't already required to do, baked into the GMA and the requirements of the CAO.

Commented [MC63]: Once the city is large enough to have to comply with HB 1110 (middle housing), design review for those units must be administrative. This policy direction encourages the city to explore that route rather than establishing a design review board to pre-position for when this section of the GMA kicks in. This will not be within this planning period, but it is still recommended so you don't have to walk back a design review board program later.

Commented [MC64]: Added policy per Planning Commission feedback from May 6 meeting to promote development of standard pre-approved plans for cottages, ADUs, park models and other middle housing types.

Commented [MC65]: One broad suggestion I have for this section would be that each action show which policy or policies it helps implement. That should wait until the Council has provided direction on which changes it would like to see to policies. Nevertheless, I've made edits below to existing actions and proposed some new actions as well.

Commented [MC66]: Tried to make this more specific and actionable and links to the housing needs assessment as a basis for ongoing analysis.

Commented [MC67]: These seem like re-statement of goals and are not specific enough to be considered actions. Consider removing as these topics are already covered elsewhere.

Commented [MC68]: Word choice

Commented [MC69]: Made more specific by encouraging the City to develop an admin design review process.

Commented [MC70]: Moved an existing action in here from below.

Commented [MC71]: Too vague to be considered an action, and there is already policy language that covers this.

Commented [MC72]: Incorporated this language into another action above since it seems duplicative.

economic viability of the area.

~~Reduce setbacks in commercial zones where proposed residential uses in those zones would abut existing residential areas consistent with setbacks for comparable residential zones.~~

Promote the development of live/work units in industrial areas where such uses would act as a transition with single-family uses and where the degree of industrial activity will not significantly impact the residents, ~~including in the area currently in the Transitional Mixed Commercial Overlay as the City revisits that designation.~~

Schedule regular infrastructure maintenance in residential areas to preserve the ~~character infrastructure and built form~~ and ensure the continued vitality of existing neighborhoods.

Through the subarea planning process, consult with neighborhoods regarding desired improvements to enhance the identity of their area. Such improvements may include, but are not limited to: park facilities, transportation system improvements, special neighborhood signage, special lighting, and street furniture such as benches and information kiosks.

Assist non-profit agencies and groups to plan and develop low- and moderate-income housing and support services ~~by assisting with grant applications, offering low-cost leases on city-owned land where feasible, and developing process improvements like permit fast-tracking or reduced system development charges for such projects.~~

Explore the amendment of the zoning ordinance to provide density bonuses to those who will agree to build affordable housing ~~and ensure through covenants that those units will be affordable for a minimum length of time as the Planning Commission and Council deem appropriate.~~ ~~[This includes in the Planned Residential Development code, which could include a true density bonus above the maximum in code but limited to a small number of units per acre and contingent upon design criteria being met.]~~

~~Identify future areas for high density housing in developed zones of the city consistent with the general neighborhood's land use characteristics.~~

Explore the amendment of the zoning ordinance to prohibit construction of housing units that would prohibit children unless the project is for defined target populations (e.g. the elderly).

Coordinate with the Sedro-Woolley Housing Authority, Skagit County planning department, human services agencies, and other appropriate agencies to determine an equitable distribution of affordable housing and housing for special populations.

Explore ~~other~~ strategies to promote the development of non-assisted affordable housing in the private sector. Such strategies may include, but are not limited to the following:

- Requiring a certain percentage of dwelling units in a development to meet affordability ~~criteria (i.e., inclusionary zoning).~~
- ~~Providing density incentives within a development if a certain percentage of affordable units are constructed.~~
- Rezoning land to allow higher densities;
- ~~Eliminating any current occupancy restrictions on accessory dwelling units; Enacting and maintaining regulations on accessory dwelling units that comply with GMA requirements;~~
- ~~Allowing residential uses in commercial and industrial zones;~~
- Providing for more flexible dimensional standards (such as street widths, setbacks, and lot coverage).

Support development of government-assisted housing providing that it is dispersed throughout the community rather than concentrated, and ~~that~~ adheres to high design standards within funding constraints.

~~Develop, advertise, and periodically review pre-approved plans for accessory dwelling units, park model homes, cottages, and other middle housing types as appropriate in order to reduce costs and development timelines.~~

Commented [MC73]: Added based on staff feedback and discussion with the Planning Commission on ways to encourage residential uses where allowed in commercial zones.

Commented [MC74]: Added to more tightly link housing element to land use element.

Commented [MC75]: Replaced "character" with something more specific and useful from a capital facilities and development regulations point of view.

Commented [MC76]: Added some specific suggestions that will give the city guidance on implementing related policies.

Commented [MC77]: Described a specific mechanism by which this could occur to make this action more easily implemented and understood by decision makers.

Commented [MC78]: Added this sentence consistent with Planning Commission feedback from May 6 meeting where interest was expressed in exploring a true density bonus for PRDs when affordability is designed into the project.

Commented [MC79]: This is basically what the comprehensive plan entails from a land use perspective; including this as an action isn't all that helpful.

Commented [MC80]: Added this term to make it more clear what is being discussed

Commented [MC81]: This one's already covered above.

Commented [MC82]: Rewrote this one to broaden the ADU regulation changes needed beyond just occupancy.

Commented [MC83]: This one's already covered above as well.

Commented [MC84]: Added because of Planning Commission feedback that was highly supportive of this idea.

Commented [MC85R84]: Added language on cottages, park models, and others per Planning Commission feedback from May 6 meeting to promote development of standard pre-approved plans for cottages, ADUs, park models and other middle housing types.

Undertake efforts to support maintenance and revitalization of older housing in the city in an effort to reduce long-term decline in Sedro-Woolley’s older neighborhoods.

~~Manufactured housing which meets the State Labor and Industries Code shall be permitted in any zoning districts in the city where single-family dwellings are allowed.~~

In compliance with state regulations, group homes and foster care facilities should be permitted in any zoning districts in the city which allows residential development, subject to conditions to ensure compatibility with surrounding development in terms of bulk and scale of buildings and operational aspects such as parking, noise, and light and glare generation.

~~The city will explore~~Explore development of site selection criteria for the location of housing for ~~the elderly~~older adults. In so doing, the city will encourage the provision of smaller units (with one or two bedrooms) and more compact housing types (cluster, town house, apartment, or condominiums). In siting development for ~~older adults~~the elderly, the city will also review the proximity to shopping, hospitals, public transportation routes, retail and service centers, and parks.

~~Continue to conserve existing~~ The city will continue its primary role in the conservation of housing through public investment in the infrastructure servicing the area (storm drainage, sewer, street paving, recreation) and zoning to prevent incompatible land uses and depreciation of property value.

~~The city will continue to implement its~~Continue to implement and periodically evaluate the code enforcement program and will attempt to motivate ~~property~~ owners to repair and improve maintenance of their structures.

~~Explore the development of a zone or zoning overlay for the city’s existing manufactured home parks and any that may become a part of the city in the future as a result of annexation.~~

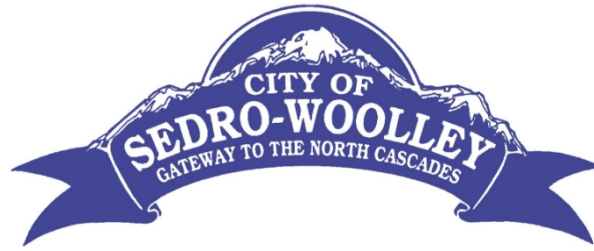
~~Consider a program that would partner with providers of affordable housing to offer residents of affordable units displaced by new development right of first refusal for nearby existing units.~~A

Commented [MC86]: Replaced with “older adults” as “the elderly” has fallen out of fashion in planning terminology; just a suggestion

Commented [MC87]: Minor text suggestions to improve implementation

Commented [MC88]: Syntax suggestions to improve implementability of this action.

Commented [MC89]: Added two actions related to preventing displacement (new policy H4.5).



Planning Commission Agenda Item

Agenda Item No.: h.1.

Date: May 20, 2025

From: Thomas Glover, Community Development Director

Subject: Comprehensive Plan - Chapter 4, Transportation Element - DRAFT

RECOMMENDED ACTION:

First review, collect feedback. No action required/requested.

BACKGROUND/SUMMARY INFORMATION:

Please note the following from our sub-consultant/author of this chapter:

- The goals and policies are in the process of being updated to reflect the latest WSDOT, SCOG, and DOC guidance.
- We are currently underway with travel demand forecasting based on the land use forecast provided on May 12th, so sections which are dependent upon those forecasts have been marked as placeholders pending results. These include future conditions forecasts, improvement project recommendations, and financial analysis.
- Table and Figure numbering and formatting will need to be updated as we incorporate them into the final combined Comp Plan document.

My (consultant) goal is to give the Commission something to consider and comment on while acknowledging that given the still-underway travel demand modeling, this is very much a work in progress.

FISCAL IMPACT, IF APPROPRIATE:

None identified.

ATTACHMENTS:

1. DRAFT Transportation Element_2025-05-15



Transportation Element

Introduction

Transportation infrastructure has played a vital role in the history and growth of Sedro-Woolley from a logging community in the late 19th Century to its current role as a modern suburban city.

The proximity of the Skagit River and abundant timber and agricultural resources led to the rise of Sedro-Woolley as a river- and rail-based commerce hub from its incorporation in 1898. The 20th Century brought the rise of automobile travel, which led to the expansion of the city's transportation network to include Washington State Routes 9 and 20. The completion of Interstate 5 four miles to the west of Sedro-Woolley by the late 1960s provided another significant connection to the regional and statewide roadway network.

The expansion of Skagit Transit to Sedro-Woolley in 1994 introduced public transit connections to Mount Vernon and the broader Skagit County area. The Cascade Trail, converted from an abandoned freight rail corridor in the 1990s, created a 22.5-mile active transportation connection from Sedro-Woolley to the city of Concrete to the east.

Today, Sedro-Woolley's transportation network serves the diverse transportation needs of a growing population while continuing to serve significant highway and rail freight movement within and through the city. Additionally, Sedro-Woolley's proximity to recreational destinations in Skagit County, along the Skagit River, and along the North Cascades Highway (SR 20) positions the community as a gateway for tourism, generating significant seasonal recreational travel demand.

As Sedro-Woolley positions itself for the future, its transportation system will continue to develop and adapt to accommodate the needs of residents, businesses, visitors, and other users.

This is a placeholder for a sidebar.

Lorem ipsum dolor sit amet, consectetur adipiscing elit. Maecenas porttitor congue massa. Fusce posuere, magna sed pulvinar ultricies, purus lectus malesuada libero, sit amet commodo magna eros quis urna.

The analysis, standards, goals, and policies described herein are consistent with the other Elements of this Comprehensive Plan, as required by the Washington State Growth Management Act (GMA).

Purpose

The Transportation Element provides a link between the Land Use Element and the transportation facilities and services needed to support growth over the next 20 years. The Element update focuses on transportation safety, mobility, and access for all travel modes, balancing the importance of maintaining vehicular operations with the need to maintain and enhance safe transportation options for pedestrians, bicycles, and users of other transportation modes.

The Transportation Element is a key component to the Sedro-Woolley Comprehensive Plan. It summarizes existing transportation conditions and defines a long-range vision for a transportation system which reflects the community's values, priorities, and transportation needs. This Element maintains consistency with current county, regional, and statewide transportation plans and policies as of May 2025.

Growth Management Act

The Transportation Element was prepared according to the requirements of the Washington State Growth Management Act (GMA). The GMA requires that the Transportation Element be consistent with other elements of the Comprehensive Plan, including the Land Use and Capital Facilities elements. If the capital facilities needed to support the forecasted land use at the adopted level of service standards cannot be financed with projected revenues, then the GMA requires a reassessment of one or more of these elements to bring them into balance.

The following sub-elements are required to be included in the Transportation Element, per RCW 36.70A.070:

- Land use assumptions used in estimating travel;
- Estimated multimodal level of service impacts to state-owned transportation facilities resulting from land use assumptions to assist in monitoring the performance of state facilities, to plan improvements for the facilities, and to assess the impact of land-use decisions on state-owned transportation facilities;
- Transportation facilities and services needs;
- A multi-year financing plan based on the identified transportation needs;
- Intergovernmental coordination efforts, including an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions;
- Demand-management strategies;
- Active transportation component to include collaborative efforts to identify and designate planned improvements for active transportation facilities and corridors that address and encourage enhanced community access and promote healthy lifestyles.

Washington House Bill (HB) 1181, passed in 2023 and codified as RCW 36.70A.070, added several local agency transportation planning requirements to the GMA, including the following which were not mandatory prior to 2023:

- Transportation goals must encourage an efficient multimodal transportation system that will reduce greenhouse gas (GHG) emissions and per capita vehicle miles traveled (VMT)
- The forecast traffic demand must address forecasts of multimodal transportation demands and needs within cities and urban growth areas and forecasts of traffic demands and needs outside of cities and urban growth areas that balances transportation system safety and convenience to accommodate all users of the transportation system to safely, reliably, and efficiently provide access and mobility to people and goods.
- Estimated multimodal level of service impacts must also be included. Priority must be given to inclusion of transportation facilities and services providing the greatest multimodal safety benefit to the highest number of roadway users.
- The facilities and services needs under this element must include an inventory of active transportation facilities and multimodal level of service standards for all locally owned arterials, locally and regionally operated transit routes that serve urban growth areas, state owned or operated transit routes that serve urban areas, and active transportation facilities.
- An ADA Transition Plan must be adopted.

This Transportation Element satisfies all the adopted GMA requirements as of May 2025.

Plan Organization

The Transportation Element is organized as follows:

- Transportation System Inventory
- Existing Transportation Conditions
- Travel Forecasting
- Future Transportation System Needs
- Transportation Financing Plan
- Consistency with Other Agencies
- Goals and Policies

Study Area

The Transportation Element study area includes the city limits and adjacent unincorporated urban growth area (UGA).

Goals and Policies [In Progress]

The transportation goals and policies described below are intended to guide implementation of the City of Sedro-Woolley's transportation system vision. They provide a framework for decision-making related to transportation improvement projects and they will guide requirements related to transportation-related development requirements.

Vision: Encourage efficient multimodal transportation systems that are based on regional priorities and are coordinated with county and city comprehensive plans.

GOAL T1: PROVIDE SAFE, PASSABLE STREETS WITHIN THE CITY OF SEDRO-WOOLLEY.

- Policy T1.1 Identify and improve substandard roads based upon a priority system which accounts for both traffic demand and surrounding land uses.
- Policy T1.2 Adopt design standards to which all new streets must be constructed. Adopt design standards for neighborhood streets that support pedestrian safety and reflect the volume of traffic at build-out.
- Policy T1.3 Consider nonmotorized modes in the design of transportation projects.
- Policy T1.4 Improve arterial and collector streets identified as deficient in Level of Service according to the adopted design standard, as defined in the Transportation Element of the Comprehensive Plan.
- Policy T1.5 Encourage and solicit public participation in transportation-related decisions to help ensure that planning and implementation have public support.

GOAL T2: PROVIDE AN EFFICIENT STREET NETWORK THAT EMPHASIZES CIRCULATION AND ACCIDENT PREVENTION.

- Policy T2.1 Maintain a hierarchy of streets composed of principal arterials, minor arterials, major collectors, and local access streets.
- Policy T2.2 Support access management strategies for arterials and major collectors to reduce congestion and increase safety.
- Policy T2.3 Manage residential street connections, curb cuts and on- and off-street parking areas for minor arterials and major collectors
- Policy T2.4 Develop and improve a system of arterials and collectors that support local travel patterns without relying on SR 20.

Policy T2.5 Work with Skagit County to preserve right-of-way (ROW) for a future arterial street between Cook Road and F&S Grade Road serving the area west of the city's Urban Growth Area (UGA).

GOAL T3: TO BENEFIT SOCIAL WELLBEING AND ECONOMIC DEVELOPMENT THROUGH STREET DESIGN.

- Policy T3.1 Use clearly marked sidewalks in accordance with the Manual on Uniform Traffic Control Devices (MUTCD) to delineate pedestrian and automobile traffic in areas where potential hazards exist, or can be expected from development consistent with proposed land use.
- Policy T3.2 Ensure that street size is sufficient (and not excessive) to support proposed land use density.
- Policy T3.3 Provide clearly marked bicycle travel corridors in accordance with the adopted nonmotorized plan included in the Transportation Element.
- Policy T3.4 Provide streetlights in areas of high evening-hour pedestrian use.
- Policy T3.5 Provide crosswalks in accordance with the MUTCD and the Americans with Disabilities Act (ADA), which are clearly marked, to both driver and pedestrian. Additional measures, such as overhead signage, may be included as appropriate.
- Policy T3.6 Provide sufficient, accessible off-street parking for commercial and industrial developments and community facilities.
- Policy T3.7 Provide accessible on-street parking for residential development. Provide off-street parking for multifamily residential development consistent with proposed density.
- Policy T3.8 Consider the needs of future transit service when improving arterials and major collectors.
- Policy T3.9 Recognize the pedestrian as a principal user of the central business district (CBD). Encourage retail development and redevelopment in the CBD that appeals primarily to the pedestrian.
- Policy T3.10 Improve streets to provide safe and efficient access for emergency vehicles to and from the fire department, police department and United General Medical Center. Separate emergency vehicle loading areas from normal traffic routes to facilitate emergency access and avoid congestion.
- Policy T3.11 Improve streets that benefit travel of buses to and from schools. Separate bus loading areas from normal traffic routes to minimize the potential for vehicle-pedestrian hazards or conflicts.

GOAL T4: TO ENCOURAGE ALTERNATE MODES OF TRANSPORTATION IN ACCORDANCE WITH THE PRINCIPALS OUTLINED IN THE CITY'S ADOPTED COMPLETE STREETS RESOLUTION 952-17 AND SWMC CHAPTER 15.40.030.

- Policy T4.1 Establish a committee to review alternative transportation modes and facilities, and to propose strategies appropriate to Sedro-Woolley's anticipated growth and density. Alternative transportation modes may include walking, biking, and transit.
- Policy T4.2 Develop a system of regional and local shared-use paths which provide designated routes for active transportation. Design the system for use as both a commuting and recreation option. Compensate private property owners as needed, unless arrangements are made for a ROW dedication in lieu of a park fee.
- Policy T4.3 Encourage the use of non-single-occupancy vehicle (non-SOV) commuting modes, including but not limited to walking, carpooling, bicycling and public transit.
- Policy T4.4 Coordinate with local community groups to provide alternative transportation education and programming to community residents.
- Policy T4.5 Provide bicycle storage facilities at community facilities and in commercial retail areas.
- Policy T4.6 Design street traffic systems to promote alternative transportation modes.
- Policy T4.7 Preserve the BNSF railroad right-of-way as a multimodal transportation corridor between Sedro-Woolley and upriver communities. Encourage non-SOV travel modes, including rail trolley and nonmotorized uses.
- Policy T4.8 Continue existing program to construct missing sidewalk links, repair existing sidewalks, and provide other improvements to support pedestrian transportation.
- Policy T4.9 Encourage pedestrian and bicycle connections between adjacent developments even if constraints prevent connections for motorized vehicles.

GOAL T5: TO PROMOTE THE COMMUNITY'S VISION AMONG REGIONAL TRANSPORTATION AGENCIES.

- Policy T5.1 Coordinate with the Washington State Department of Transportation (WSDOT) to provide public input on any plans concerning State Route 20 and State Route 9.
- Policy T5.2 Coordinate with Skagit County to provide public input on any plan concerning county roads within the UGA and roads connecting Sedro-Woolley to Interstate 5.
- Policy T5.3 Coordinate the Comprehensive Plan Transportation Element with WSDOT as required by RCW 36.70A.106.
- Policy T5.4 Coordinate with BNSF to provide public input on plans for the railroad right-of-way within the UGA.

Policy T5.5 Encourage the return of the Sedro-Woolley to Concrete rail corridor to active rail use to promote revitalization of the city and east Skagit County.

GOAL T6: TO FUND AND IMPLEMENT TRANSPORTATION IMPROVEMENTS THAT SERVE THE CITY.

Policy T6.1 Partner with WSDOT, Skagit County, and Skagit Council of Governments (SCOG) to fund regional improvement projects that serve the city.

Policy T6.2 Ensure that growth mitigates its impacts through transportation impact fees, SEPA mitigation, concurrency, and development regulations.

Policy T6.3 Continue to work with Skagit County to mitigate traffic impacts of developments within the UGA, consistent with the Transportation Element and mitigation requirements.

Policy T6.4 Develop the annual Six-Year Transportation Improvement Program (TIP) so it is financially feasible, leverages available City funding, and is consistent with the Comprehensive Plan.

Policy T6.5 Level of service and safety deficiencies in areas of high population density and traffic volume pose the most immediate needs and should be prioritized.

Policy T6.6 Support residential street improvements through Local Improvement Districts or similar mechanisms.

GOAL T7: TO PROVIDE AN ADEQUATE TRANSPORTATION SYSTEM CURRENT WITH THE TRAFFIC-RELATED IMPACTS OF NEW DEVELOPMENT.

Policy T7.1 Maintain a minimum Level of Service (LOS D) standard on SR 20, SR 9, and primary arterials within the city and UGA.

Policy T7.2 Maintain minimum LOS C standard on minor arterials and collectors within the city and UGA.

Policy T7.3 Maintain the adopted Transportation Concurrency Management program to ensure adequate transportation facilities are available concurrent with development, as required by the Growth Management Act.

Transportation System Inventory

Roadway Network

Washington State Roadways

Three Washington State Department of Transportation (WSDOT) routes play a key role in the Sedro-Woolley roadway network. SR 20, an east-west arterial route, connects Sedro-Woolley with I-5 and Burlington to the west and the Cascade Mountains to the east. It is designated by WSDOT as a Highway of Statewide Significance (HSS). SR 9 is a north-south non-HSS arterial route which connects Sedro-Woolley with Mount Vernon to the south and Whatcom County to the north. Interstate 5 does not enter Sedro-Woolley city limits but provides a key north-south interstate highway corridor approximately four miles to the west of the city. Key state-owned roadway routes are described in greater detail in a subsequent section of this Transportation Element.

Skagit County Road Network

Several Skagit County collector roadways serve as key elements of the transportation system in the vicinity of Sedro-Woolley. County collectors link the city to nearby state routes, to other urban centers, and to recreational destinations. For example, Cook Road is a two lane east-west roadway which connects SR 20 in Sedro-Woolley to I-5 to the west, serving as a major freight route. Skagit County roads in the vicinity of Sedro-Woolley are included in the analysis described in this Element.

City Street Network

The city street network facilitates movement of people and goods within Sedro-Woolley. It serves a variety of travel modes, including passenger vehicles, bicycles, pedestrians, public transit, and wheeled mobility users. Subsequent sections in this Element describe the city street network in detail.

Functional Classification

Functional classification is the process by which roadways are grouped into classes according to the character of the service they are intended to provide. It provides a conceptual framework for identifying roadways' roles in serving the two primary goals of a roadway network: access to/from specific locations and travel mobility. Functional classes vary by managing agency, but generally include three broad categories: arterials, collectors, and local roads or streets.

In general, functional classification indicates a road's position on a spectrum between access and mobility. Arterials, for example, emphasize travel mobility at the expense of land access, while local streets emphasize direct land access with less focus on mobility.

The City of Sedro-Woolley has adopted a functional classification system which is consistent with the Federal Functional Classification (FFC) used by WSDOT. All public streets in the city are assigned one of four classes: principal arterial, minor arterial, major collector, or local access. The adopted functional classifications and their descriptions are provided in Table 6. A map of existing functionally classified routes in and near Sedro-Woolley is provided in Figure 2.

Table 6. Street Functional Classification System

| Functional Classification | Description |
|--|---|
| <p>Principal Arterial</p> | <ul style="list-style-type: none"> • Serve corridor movements having trip length and travel density characteristics indicative of substantial statewide or interstate travel. • Serve highest traffic volume corridors and longest trip demands • Carry high proportion of travel on minimum of mileage • Interconnect major rural corridors to accommodate trips entering and leaving urban area and trips through an urban area • Typical AADT: 7,000 – 27,000 (Urban); 2,000 – 8,500 (rural) |
| <p>Minor Arterial</p> | <ul style="list-style-type: none"> • Link cities and larger towns and form an integrated network providing interstate and other inter-county service. • Serve trips of moderate length • Distribute traffic to smaller areas than those served by Principal Arterials • Provide more land access than principal arterials without penetrating neighborhoods • Provide connectivity between principal arterials and collectors • Typical AADT: 3,000 – 14,000 (Urban); 1,500 – 6,000 (rural) |
| <p>Major Collector</p> | <ul style="list-style-type: none"> • Provide land access and mobility in higher density areas • Penetrate residential neighborhoods, often for significant distances • Distribute trips between local roads & arterials, usually over a distance greater than ¾ mile • Operate with higher speeds and more signalized intersections than minor collectors • Typical AADT: 1,100 – 6,300 (Urban); 300 – 2,600 (rural) |
| <p>Local Roads</p> | <ul style="list-style-type: none"> • Provide direct access to adjacent property; • Provide access to higher systems • Carry limited or no through traffic • Typically serve short trips • Typical AADT: 80 - 700 (Urban); 15 - 400 (rural) |
| <p>Source: Guidelines for Amending Functional Classification in Washington State (WSDOT 2013)</p> | |

Principal Arterials

State Route 20 links the city to I-5 and Burlington to the west and the Cascade Mountains to the east. Within Sedro-Woolley, it is a two- to three-lane principal arterial with a 35-mph posted speed limit. Outside the city, to the west and to the east, the posted speed limits are 50 mph and 55 mph, respectively. State maintained traffic signals control SR 20 intersections with Collins Road, Rhodes Road/Hodgin Street, State Street/Trail Road, SR 9, Ferry Street, and SR 9/Township Street. SR 20 is classified by WSDOT as a Highway of Statewide Significance (HSS). SR 20 is also classified by WSDOT as a T-3 freight route, carrying approximately 2.7 million tons of freight annually.

Minor Arterials

State Route 9 links Sedro-Woolley with Mount Vernon to the south and with Whatcom County to the north. Within the city, SR 9 is two- to three-lane minor arterial with WSDOT-maintained traffic signals controlling intersections with State Street, SR 20 (near Ferry Street intersection), and SR 20/Township Street. The posted speed on SR 9 is 40 mph to the south of SR 20 and 35 mph to the north of SR 9. SR 9 is designated by WSDOT as a non-HSS route. SR 9 south of SR 20 is classified by WSDOT as a T-3 freight route, carrying approximately 1.3 million tons of freight annually.

Cook Road is a minor arterial within city limits which provides an east-west connection between I-5 and SR 20 in Sedro-Woolley. It has three lanes and a speed limit of 35 mph within city limits. To the west of Sedro-Woolley, Cook Road is a two-lane road with a 50-mph speed limit.

F&S Grade Road is two-lane major collector outside of the city limits and a minor arterial within the city providing access to rural areas northwest of the city. The speed limit is 25 mph within city limits and 35 mph in the county.

The **State Street/Township Street** corridor loops from SR 20 and SR 9 on the west side of Sedro-Woolley back to SR 20 and SR 9 on the east side of the city. This arterial loop provides access and circulation within the Central Business District as well as other central neighborhoods. The roads provide two travel lanes with a 25-mph posted speed limit. All-way stop controlled intersections with flashing red signals are located at Metcalf Street, Puget Avenue, and the State Street/Township Street intersection. A flashing red-amber beacon is located at the minor-approach stop-controlled Third Street intersection.

Ferry Street is an east-west two-lane minor arterial which begins at Cook Road and connects to Township Street. Ferry Street provides access to the central business district. The speed limit is 25 mph and flashing all-way stop beacons are located at Metcalf Street and Puget Avenue.

Edward R. Murrow Street is a two-lane minor arterial with runs north-south from Cook Road to F&S Grade Road, providing a two-lane north-south connection parallel to SR 20 between Ferry Street and F&S Grade Road.

Major Collectors

The **John Liner Road/McGarigle Road** corridor provides an east-west connection parallel to SR 20 in northern Sedro-Woolley. The roadways are narrow two-lane major collectors with 25 mph speed limits. Jones Road and John Liner Road are currently separated by the BNSF railroad. The Transportation Improvement Program (TIP) identifies a series of projects which will provide a railroad undercrossing and upgrade of Jones Road to F&S Grade Road to extend this major collector corridor to the Jones Road/Trail Road corridor, providing an alternate east-west route to the north of SR 20.

North Fruitdale Road is a narrow two-lane major collector north of SR 20 with a 35-mph speed limit. It provides access to the SWIFT Center located in the former Northern State Hospital campus. North Fruitdale continues into Skagit County as a major collector and connects to SR 9 via Kalloch Road.

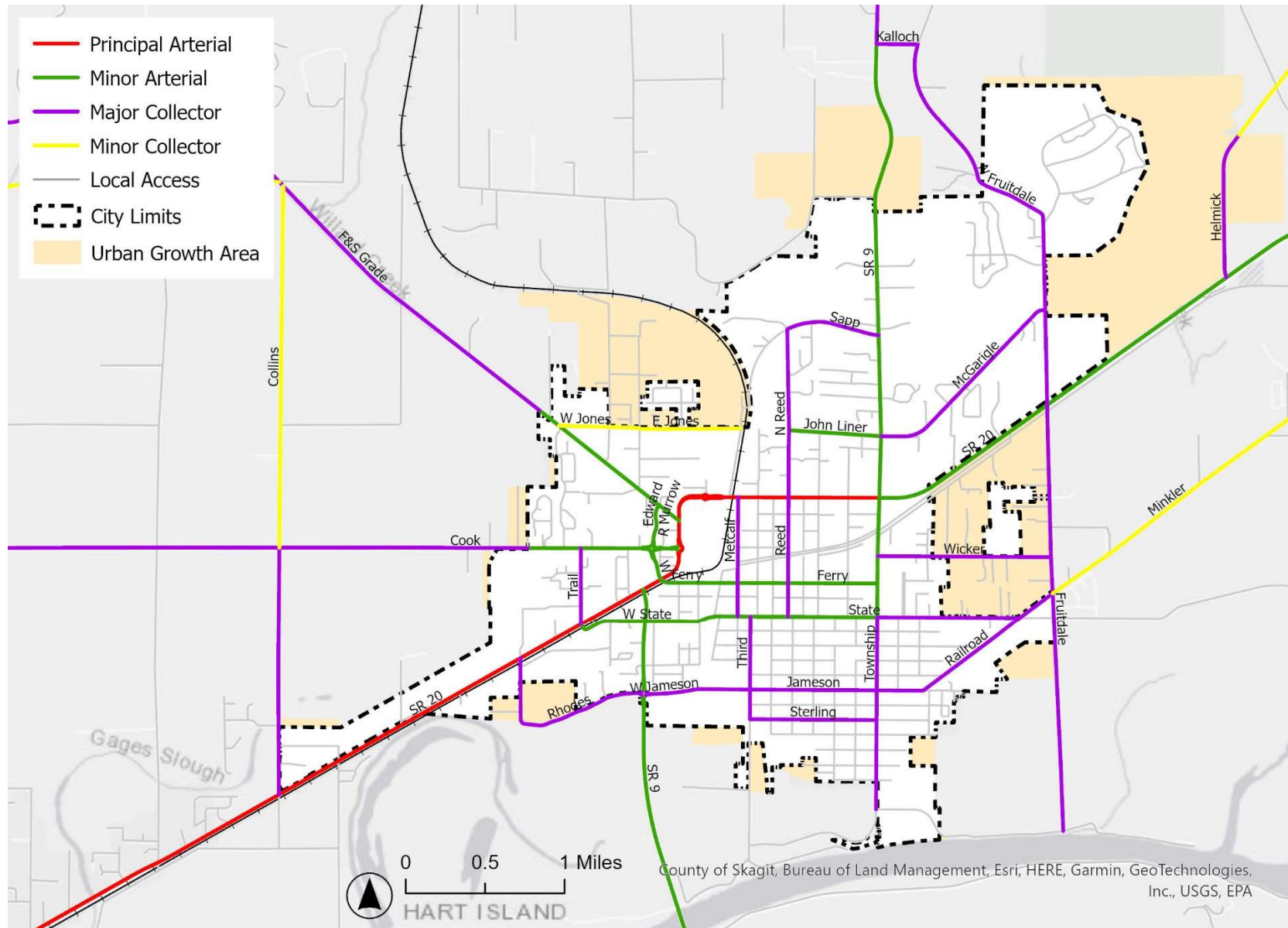


Figure 1. Existing Functionally Classified Roadways

Fruitdale Road south of SR 20 is a two-lane major collector with a 35-mph speed limit. This county road provides north-south access to the southeast part of the city and UGA parallel to the Township Street corridor.

Rhodes Road, Jameson Street, and Railroad Avenue form an east-west major collector corridor in the southern part of the city. The collectors provide two travel lanes with a 25-mph speed limit. They connect SR 20 on the west side of the city to SR 20 on the east side of the city via Fruitdale Road, and continue into Skagit County east of Sedro-Woolley via Minkler Road.

Trail Road provides access from SR 20 to Cook Road in western Sedro-Woolley. The Transportation Improvement Program (TIP) identifies a project which will extend the corridor north to connect with F&S Grade Road and Jones Road as part of the major collector system.

The following collectors have two lanes and a 25-mph speed limit: **Metcalf Street, Reed Street, Sapp Road, State Street** (east of Township Street), **Sterling Street, Third Street, and Wicker Road**.

Local Access Streets

Roadways not mentioned above are considered local access streets. Within the city, the legal speed limit is 25 mph unless otherwise posted. In the county, the legal speed limit is 35 mph unless otherwise posted. Generally, local streets are two-lane roadways providing direct access to adjacent properties.

Public Transit Service and Facilities

Fixed-Route Bus Service

Skagit Transit operates four bus routes through Sedro-Woolley: Route 70X, Route 300, Route 301, and Route 305. The Sedro-Woolley Park and Ride serves as the city's transit hub and is served by each of the four bus routes. Transit service characteristics are described below.

Route 70X provides service from Skagit Station to Concrete with stops in Sedro-Woolley, Lyman, and Hamilton. Route 70X runs six trips from Sedro-Woolley from 6:47 AM to 8:33 PM and four trips to Sedro-Woolley from 9:15 AM to 6:15 PM on weekdays. On Saturday, Route 70X runs two trips to and from Sedro-Woolley.

Route 300 provides service weekdays from 5:45 AM to 8:32 PM and weekends from 7:45 AM to 5:32 PM, with a 60-minute headway. Route 300 serves points of interest throughout the city with stops at Sedro-Woolley Park & Ride, Sedro-Woolley High School, and Cascade Job Corps.

Route 301 provides service from Sedro-Woolley Park & Ride to Chuckanut Park & Ride in Burlington with a stop at Peace Health United General Hospital. Service is provided from 5:45 AM to 8:40 PM on weekdays and 7:45 AM to 5:40 PM on weekends.

Route 305 provides service along SR 9 from Skagit Valley College in Mount Vernon to Sedro-Woolley Park & Ride. Route 305 operates on a 60-minute headway weekdays from 7:40 AM to 7:37 PM and weekends from 8:14 AM to 5:37 PM. Exact departure times vary by direction of travel.

Park and Ride Lots

The Sedro-Woolley Park & Ride, located at the southeast corner of the Cook Road/Ferry Street roundabout, serves as the primary transit hub in Sedro-Woolley. It serves as a transfer point for the four fixed bus routes within the city and provides 32 off-street parking spaces. A second park and ride is located at SR 9 & State Street and provides 20 parking spaces.

Rideshare

Skagit Transit operates a fleet of 40 rideshare vans which are available to groups of commuters who share rides to common destinations, promoting cost-effective and sustainable transportation options which reduce traffic volumes on Skagit County roadways. Rideshare arrangements are coordinated through Skagit Transit at <http://www.skagittransit.org>.

Paratransit

Skagit Transit Paratransit serves people throughout Skagit County, including the City of Sedro-Woolley, who have disabilities or conditions which prevent them from using normal fixed-route bus service. Paratransit operates within $\frac{3}{4}$ mile of flex-route service. Skagit Transit operates 26 Paratransit vehicles which operate from 6:00 AM to 9:00 PM on the weekdays and 8:00 AM to 6:00 PM on weekends. More information can be found on Skagit Transit's website (<http://www.skagittransit.org>).

Freight and Rail Services

The arterial roadway system and the BNSF Railway provide for the movement of freight and goods through the city. Given its location along two state highways, Sedro-Woolley experiences a large amount of truck freight traffic. There are three regional freight corridors (SR 20, SR 9, and Cook Road) that lead into and out of the city. These roadways, along with the BNSF branch line and other designated truck routes, serve both local and regional freight operations within the city.

Truck Routes

The City has adopted a formal truck route plan to manage truck traffic within its city limits. City Municipal Code 10.20.030 designates the following roadways as truck routes within the city.

- SR 20 and SR 9
- Edward R. Murrow Street
- West State Street, State Street, and East State Street
- Township Street, Third Street, and River Road
- West Jameson Street and Jameson Street (Batey Road to Third Street)
- West Ferry Street and Ferry Street
- East Jones Road and West Jones Road
- F&S Grade (West Jones Road to Borseth Road)

- Cook Road inside city limits
- Metcalf Street (north of Ferry Street)
- Puget Avenue
- Garden of Eden Road (F & S Grade Road to East Jones Road)

In Washington State, the highway and roadway system is rated according to the amount of freight and goods that are carried by truck on the system. The Washington State Freight and Goods Transportation System (FGTS) is a ranking of roads in Washington State by annual gross freight tonnage carried. The FGTS classification system is as follows:

- T-1: Over 10 million tons per year
- T-2: Between 4 and 10 million tons per year
- T-3: Between 300,000 and 4 million tons per year
- T-4: Between 100,000 and 300,000 tons per year
- T-5: At least 20,000 tons carried in a 60-day period and less than 100,000 tons per year

The FGTS system is affected by changes in the economy, international trade, and the transportation industry such as changes in truck travel patterns, cargoes and tonnages. Revisions to the FGTS routes and tonnage classifications are developed by the agency having jurisdiction over the roadway segment.

Existing FGTS freight routes and their respective classifications are shown in Figure x. Most of the designated freight routes through the city meet WSDOT T-4 designation. The major exception is Cook Road, with a T-2 classification. Most trucks heading to and from the west use Cook Road to bypass the congestion along SR 20 through the City of Burlington. In addition, the Cook Road corridor provides a direct link to I-5.

Rail System

The railroad system within Sedro-Woolley is operated by BNSF Railway as the Sumas Subdivision, a branch line which extends from Burlington to Sumas at the US-Canadian border. The Sumas Subdivision includes six roadway-rail at-grade crossings within Sedro-Woolley:

- Rhodes Road south of SR 20
- State Street south of SR 20
- SR 9 south of SR 20
- W Ferry Street south of SR 9
- Moore Street west of Metcalf Street
- Garden of Eden Road south of Stiles Lane

In addition to the at-grade crossings, the Sumas Subdivision traverses a grade-separated crossing at Sapp Road. The Six-Year TIP identifies a planned extension of Jones/John Liner Road which will include a new railroad undercrossing west of Murdock Street.

A Rail Crossing Study completed by the Skagit Council of Governments in 2015 estimated that the rail crossings in the city will increase from 3-4 trains per day to 6-7 trains per day by 2040, with gate-down times at SR 9 and at Ferry increasing from 21 minutes to 64 minutes.

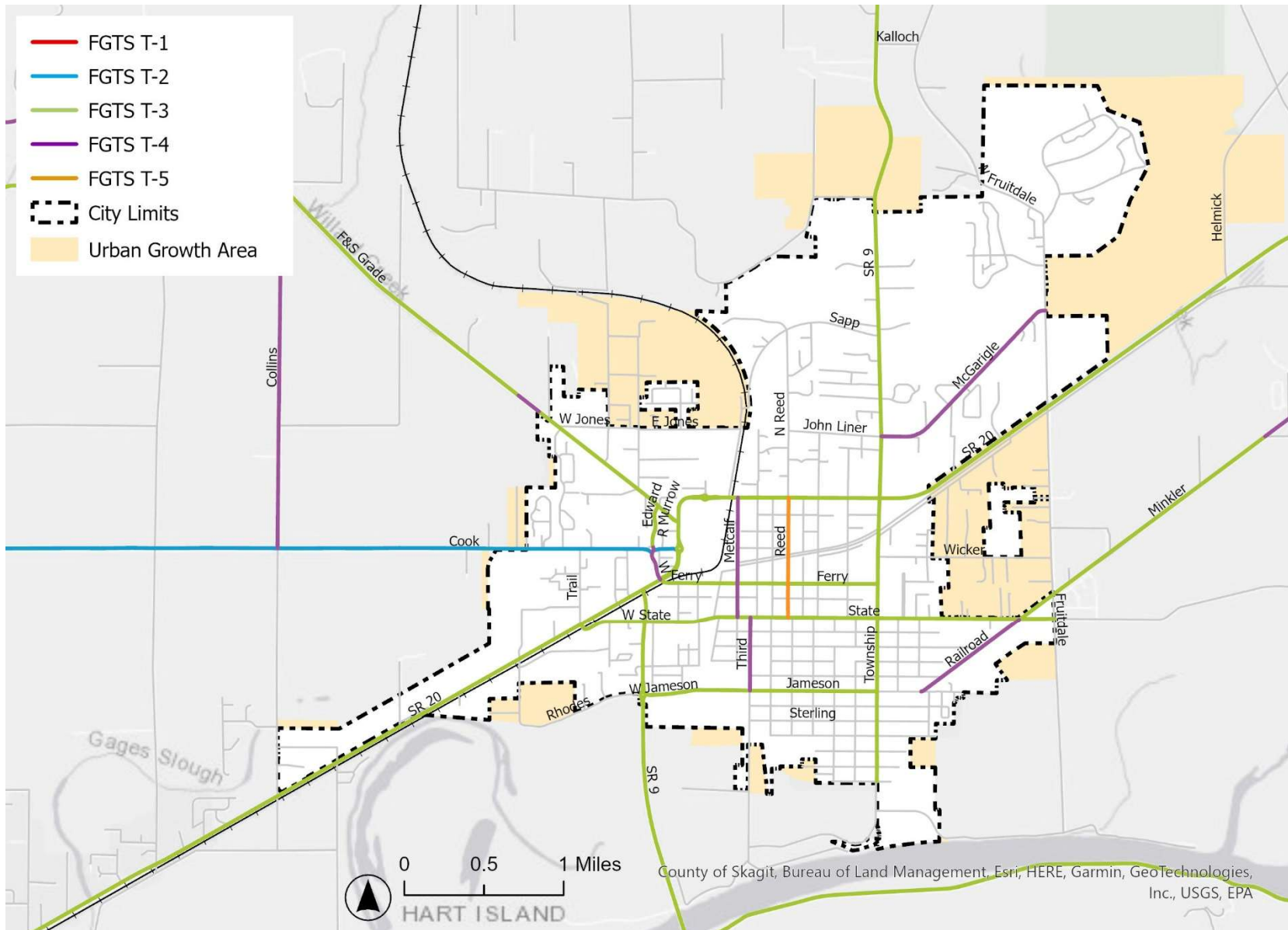


Figure 3. Freight and Goods Transportation System Routes

Active Transportation Facilities

Sedro-Woolley's Complete Streets policy promotes alternative methods of transportation that reduce the need for motorized travel, reducing congestion and pollution and promoting healthy alternatives to vehicular use. The Complete Streets concept includes consideration of pedestrian and bicycle facilities for all new street projects. The city's streets act as the primary facilities to accommodate pedestrians and bicyclists. Many of these streets have sidewalks to accommodate pedestrians, and the City has designated some roadways as formal bicycle routes. Along with regional trails, these facilities are used to promote active transportation throughout Sedro-Woolley.

Sidewalks

Sedro-Woolley's existing pedestrian system consists primarily of sidewalks within the public right-of-way. The highest concentration of available sidewalks is in the central business district and surrounding neighborhoods. These areas originally encompassed the urban area of the city when it was first incorporated. New developments in the northern part of the city also have sidewalks.

As development occurs within the city, property owners are required to dedicate right-of-way and construct sidewalks as part of frontage improvements or new roadways. Most of the roadways outside the city core were built when the area was unincorporated Skagit County and were designed to rural arterial standards. No sidewalks exist on the rural roadways outside the city.

The City has an Americans with Disabilities Act (ADA) inventory and upgrade program to assess and repair portions of the sidewalk system that do not meet ADA accessibility standards.

Bike Lanes

Sedro-Woolley roadway design standards identify that new arterials will include separate bicycle facilities, as sidewalks are not a substitute for on-street bicycle facilities. On most streets, bicyclists currently share the road with motorized traffic or use paved roadway shoulders, where available. Bicyclists may also utilize the city's growing network of share-use paths, described in the following subsection.

Shared-Use Paths

The transportation network includes shared-use paths which support pedestrians, bicycles, and other forms of nonmotorized wheeled transportation along existing public street alignment. Shared-use paths exist on the north side of SR 20 from Hodgkin Street to SR 9 North, on the north side of McGarigle Road from SR 9/Township Street to Fruitdale Road, and on the west side of Fruitdale Road from SR 20 to McGarigle Road.

The Six-Year TIP identifies planned shared-use paths on the north side of SR 20 from Hospital Drive/Sterling Road to Hodgkin Street, on the north side of John Liner Road from N Reed Street to SR 9/Township Street, and on the south side of Jones Road from F&S Grade Road to Sapp Road.

Figure 2 shows the locations of existing sidewalks and shared-use paths on the functionally classified street system.

Recreational Trails

The **Cascade Trail**, a 23-mile-long rails-to-trails conservancy project, provides local and regional recreational bike access through Sedro-Woolley. The trail begins at Metcalf Street and continues east along SR 20 to Concrete. A trailhead at the southwest corner of SR 20 & Fruitdale Road provides off-street parking for recreational trail users. The Cascade Trail currently includes a paved section from Township Street to Helmick Road east of Sedro-Woolley. The route is identified in the Skagit County Parks and Recreation Plan

The American Association of State Highway and Transportation Officials (AASHTO) and WSDOT have designated several roadways through Sedro-Woolley as part of the United States Bicycle Route (USBR) system. These routes follow existing roadway alignment but are identified as priority corridors for safe and accessible bicycle travel:

- **United States Bike Route (USBR) 10, the Coast to Cascades Route** enters the west side of Sedro-Woolley along SR 20. The shared-use path along the north side of SR 20 allows bicyclists to remain separated from automobile traffic from the western city limit to W State Street. USBR proceeds east along State Street and into Skagit County via Railroad Avenue and Minkler Road. The 407-mile USBR 10 connects northern Washington state from Anacortes through Sedro-Woolley to the Idaho border at Newport, Washington.
- **USBR 87** extends from the Canadian border at Sumas south through Bellingham and Sedro-Woolley via F&S Grade Road, Edward R. Murrow Street, and SR 9. The route proceeds south of Sedro-Woolley along SR 9, ultimately connecting to the Centennial Trail in Snohomish County.
- **USBR 610**, an alternative route to USBR 10, follows SR 20 in Sedro-Woolley from W State Street to Township Street before proceeding south along Township Street to connect with E State Street.

Other trails in and near Sedro-Woolley which provide local recreational access are available at the Northern State Recreation Area, Riverfront Park, and the Tope Ryan Conservation Area.

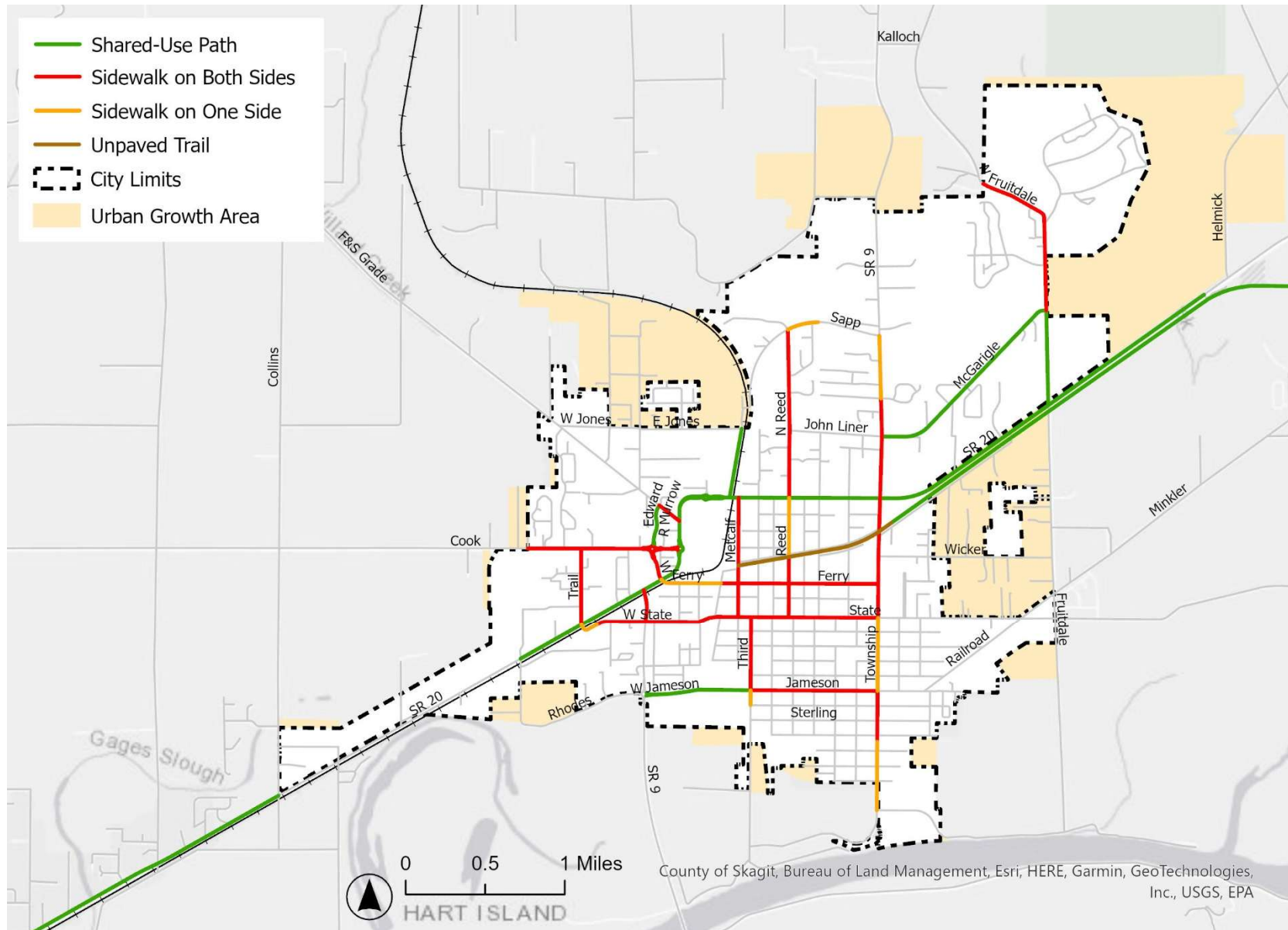


Figure 4. Existing Active Transportation Facilities

Existing Traffic Conditions

Traffic Volumes

Daily and PM peak hour traffic volumes were obtained from Skagit County, WSDOT, and recent counts. PM peak hour intersection turning movement counts for 45 intersections were collected in January 2024.

Seasonal Traffic

Traffic on state highways in Sedro-Woolley can vary significantly throughout the year because of the annual winter closure of SR 20. SR 20, or the North Cascades Highway, is closed every winter forcing SR 20 traffic to shift to the US 2 corridor to the south.

The traffic count data collected for this transportation element were collected or adjusted in such a way as to account for the SR 20 winter closure. Turning movement counts were collected after the April 3 opening of SR 20 while daily traffic counts were compared against seasonally-adjusted WSDOT counts collected in and near the Sedro-Woolley study area.

Daily Traffic Volumes

Average daily traffic volumes were obtained from traffic counts collected by Skagit County in 2022 and by WSDOT in 2023. The daily traffic counts summarized herein include adjustments for seasonal variations in travel demand. SR 20 carries approximately 19,290 vehicles per day (vpd) at the west city limit. SR 20 volume increases to 20,130 vpd north of Cook Road. East of the city, traffic volumes on SR 20 decrease to 11,150 vpd. SR 9 serves 13,180 vpd at the south city limit and 5,590 vpd at the north city limit. Cook Road carries 14,190 vpd at the west edge of Sedro-Woolley.

Traffic volumes entering/exiting the city to/from the south or west (SR 9, SR 20, Cook Road and F&S Grade Road) total an estimated 47,830 vpd. This compares to 16,740 vpd entering/exiting the city to/from the east and north.

Daily traffic volumes indicate several important travel patterns that influence travel demand in and around Sedro-Woolley. First, the major travel patterns are oriented to/from the west to access I-5, Mount Vernon, Burlington and other regional destinations. Second, the travel patterns suggest a significant proportion of through traffic on the state highways. The volume of traffic on SR 20, SR 9, and Cook Road in the west part of the city indicates that drivers are using several, limited routes to connect between Sedro-Woolley and areas to the west/southwest.

PM Peak Hour Volumes

Intersection turning movement counts were collected from 4:00 – 6:00 PM at 45 intersections during the weeks of January 8 and January 15, 2024. Turning movement counts at each location were analyzed to identify the PM peak hour of travel, defined as the highest four consecutive fifteen-minute volume intervals during the afternoon peak period. This represents the one-hour period when traffic volumes on local roadways are typically at their peak, and generally corresponds to the period of rush hour

traffic with commuters returning home from work. Collected turn volumes were increased by 17 percent to reflect seasonal variations in travel demand, consistent with WSDOT guidance for roadways in areas with similar travel demand characteristics. Seasonally adjusted PM peak hour volumes at select locations are shown in Figure 3.

The PM peak hour volumes have consistent patterns with the daily volumes described above. The state highways have the highest traffic volumes with two-way volumes during the PM peak hour ranging from 700 vehicles per hour (vph) on SR 9 north of John Liner Road to approximately 2,260 vph on SR 20 east of Metcalf St. City arterials in the central business district generally serve between 200 and 400 vehicles during the PM peak hour, with the exception of State Street which serves just 740 vph in the downtown area.

Level of Service

Level of service (LOS) is a qualitative description of the operating performance of an element of transportation infrastructure such as a roadway or an intersection. LOS is typically expressed as a letter score from LOS A, representing free flow conditions with minimal delays, to LOS F, representing breakdown flow with high delays. The street and intersection LOS methodologies used in this Transportation Element are described below.

Street Segment Level of Service

Sedro-Woolley has adopted a multimodal street segment LOS standard which considers the impact of nonmotorized facilities on maximum service volume. These standards, shown in Table 2, are used to calculate capacity for arterial and collector streets in Sedro-Woolley.

The adopted street capacity standards use a base peak hour capacity which is based on the Transportation Research Board (TRB) Highway Capacity Manual (HCM) and similar methodologies used throughout the region. Base capacity is adjusted based on segment attributes including left-turn lanes, access restrictions, bike lanes, sidewalks, and on-street parking.

Left-turn lanes are estimated to add the capacity equivalent of one half through lane by removing major approach left-turn delay. Similarly, segments with limited access (e.g. physical or natural barriers) experience an increase of the equivalent of 70 percent of one through lane. Capacity reductions for lack of nonmotorized facilities are based on the principle that HCM capacity calculations assume fully-built urban street sections. Streets without sidewalks or bike lanes will force nonmotorized users into vehicle lanes, reducing vehicle capacity. The presence of on-street parking also reduces capacity slightly.

Table 2. Sedro-Woolley Street Capacity Standards

| Functional Classification | Base Peak Hour Capacity (veh/hr/lane) | Capacity Adjustment (vph) | | | | |
|---------------------------|---------------------------------------|---------------------------|--------------------|--------------|-------------|----------------|
| | | Left-Turn Lane | Access-Restriction | No Bike Lane | No Sidewalk | Street Parking |
| Principal Arterial | 900 | +450 | +630 | -90 | -180 | -45 |
| Minor Arterial | 800 | +400 | +560 | -40 | -80 | -40 |
| Major Collector | 600 | +300 | +420 | -30 | -60 | -30 |

Street segment LOS is based on the ratio of traffic volume to roadway capacity, or volume-to-capacity ratio, and can be described as a roadway's ability to serve all users. Segment LOS thresholds and definitions are shown in Table 3.

Table 7. Street Segment LOS Characteristics

| LOS | Volume / Capacity | Description |
|-----|-------------------|---|
| A | ≤ 0.60 | Facility accommodates all modes of transportation. Vehicles experience free flow, with low volumes and high speeds |
| B | 0.61 – 0.70 | Stable flow, with traffic conditions beginning to restrict operating speeds. Drivers still have reasonable maneuverability between multiple lanes. All modes are accommodated |
| C | 0.71 – 0.80 | Fairly stable flow, but higher volumes more closely constrict speeds and maneuverability. |
| D | 0.81 – 0.90 | Approaching unstable flow, with tolerable operating speeds and limited maneuverability. Facilities without nonmotorized facilities and heavy pedestrian/bike volume may experience unstable flow. |
| E | 0.91 – 1.00 | Nonmotorized users in travel lanes will conflict with heavy vehicle volume and cause breakdowns in flow. Vehicles experience unstable flow with reduced operating speeds. |
| F | > 1.00 | Facility is unable to accommodate all modes. Vehicles experience forced flow, operating under stop-and-go conditions |

Intersection Level of Service

Intersection LOS is based on the average delay experienced by a vehicle traveling through an intersection. Delay at a signalized intersection can be caused by waiting for the signal or waiting for the queue ahead to clear the signal. Delay at unsignalized intersections is caused by waiting for a gap in traffic or waiting for a queue to clear the intersection.

Delay is defined differently for signalized and all-way stop controlled intersections than for two-way stop controlled (i.e. stop control on minor approach) intersections. For signalized and all-way stop controlled intersections, level of service thresholds are based upon average control delay for all vehicles using the intersection. For two-way stop controlled intersections, delay is reported for the movement with the worst (highest) delay. Table 4 identifies LOS delay thresholds for signalized and unsignalized intersections.

Table 8. Intersection Level of Service Thresholds

| LOS | Signalized Delay (sec/veh) | Unsignalized Delay (sec/veh) |
|-----|----------------------------|------------------------------|
| A | ≤10 | ≤10 |
| B | >10 – 20 | >10 – 15 |
| C | >20 – 35 | >15 – 25 |
| D | >35 – 55 | >25 – 35 |
| E | >55 – 80 | >35 – 50 |
| F | >80 | >50 |

Level of Service Standards

Sedro-Woolley has adopted street segment and intersection LOS standards for its street system. The City’s adopted LOS standards are set based on roadway functional classification. The LOS standards are:

- Principal Arterials LOS D
- Minor Arterials LOS C
- Major Collectors LOS C

Minimum LOS for State facilities are set by WSDOT. SR 20 is designated by WSDOT as a Highway of Statewide Significance (HSS) and is assigned minimum intersection LOS D. This is consistent with the City’s LOS D standard for principal arterials. The City is not required to apply concurrency standards to developments impacting State routes. The City may, however, require developments to mitigate their traffic impacts to state highways through SEPA or transportation impact fees.

SR 9 is classified as a minor arterial both north and south of SR 20. The City applies a minimum LOS C standard, which is more stringent than the WSDOT minimum LOS D standard for SR 9.

The City’s LOS C standard for other secondary and major collectors reflect the City’s desire to minimize peak hour congestion and reduce the potential for cut-through traffic on neighborhood and local access streets.

Analysis Methodology

Intersection delay and LOS for signalized and stop-controlled intersections were calculated in Synchro software using Highway Capacity Manual 6th Edition methodologies and analysis parameters identified in the WSDOT “Synchro & SimTraffic Protocol.” Roundabout delay and LOS were calculated in Sidra Intersection software using analysis methodologies and parameters described in the WSDOT “Sidra Policy Settings.”

Intersection LOS was analyzed for 45 collector and arterial intersections citywide. Segment LOS was analyzed for every collector and arterial street segment in Sedro-Woolley.

Level of Service Results

Three street segments within city limits operate below their minimum LOS standard. All LOS-deficient street segments are located on SR 20. Street segment LOS deficiencies are identified in Table 4 and shown graphically in Figure x.

Table 4. 2024 Street Segment LOS Deficiencies

| ID | Name | From | To | Functional Classification | LOS Std. | LOS (V/C) |
|-------------|-------|------------|-------------|---------------------------|----------|-----------|
| 2001 | SR 20 | Collins Rd | Rhodes Rd | Principal Arterial | D | E (0.95) |
| 2009 | SR 20 | Metcalf St | Reed St | Principal Arterial | D | F (1.00) |
| 2010 | SR 20 | Reed St | Township St | Principal Arterial | D | E (0.91) |

Three intersections within city limits operate below their minimum LOS standard. All intersection deficiencies are located on state highways. Intersection LOS deficiencies are identified in Table 5.

Table 9. 2024 Intersection Level of Service Deficiencies

| Intersection | Control Type ¹ | Delay ² (s/veh) | LOS |
|---|---------------------------|----------------------------|-----|
| N Cascades Hwy (SR 20) & Metcalf St. | TWSC | 39.2 | E |
| N Cascades Hwy (SR 20) & Reed St. | TWSC | 44.8 | E |
| N Township St. (SR 9) & John Liner Rd./McGarigle Rd. | TWSC | 37.6 | E |

¹TWSC = Two-Way Stop Control; AWSC = All-Way Stop Control; RAB = Roundabout; Signal = Signalized
²Average control delay for all movements. For TWSC, delay is reported for the movement with the worst (highest) delay.

Safety Performance Analysis

Crash history data for the five-year period from 2020 through 2024 was reviewed on all public roadways in Sedro-Woolley. A total of 669 crashes, including two fatal crashes and 10 serious injury crashes, were reported during the five-year study period. The reported fatal injury crashes are described below.

- On April 30, 2020, a vehicle traveling eastbound on Warner Street struck a vehicle traveling northbound on Township Street. The driver of the eastbound vehicle suffered fatal injuries. Drugs and high speed were cited as contributing factors.
- On March 29, 2022 a vehicle traveling eastbound on State Street left the travel lane and struck a parked vehicle near 7th Street. The driver of the eastbound vehicle suffered fatal injuries. Driver distraction was cited as a contributing factor.

Four bicycle-involved crashes and six pedestrian-involved crashes were reported. One pedestrian-involved crash resulted in serious injuries.

The predominant crash types during the five-year study period were entering (27%) and rear-end (26%) collisions. Parked vehicle collisions also constituted 16 percent of all crashes. The total number of crashes increased from 112 in 2020 to 155 in 2024.

A crash heat map, including identification of serious injury and fatal crashes during the 2020-2024 period, is provided in Figure 7.

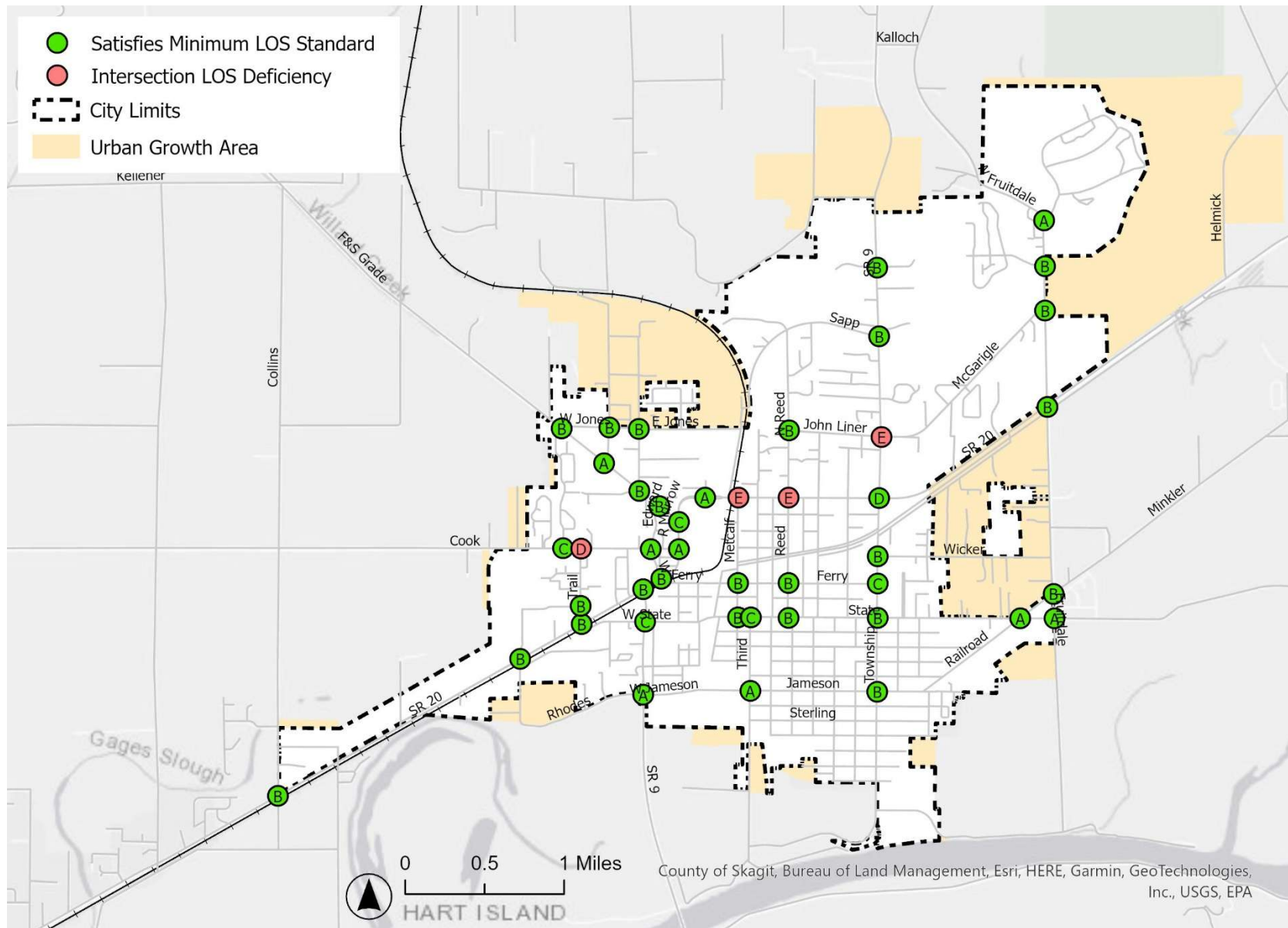


Figure 6. 2024 PM Intersection Levels of Service

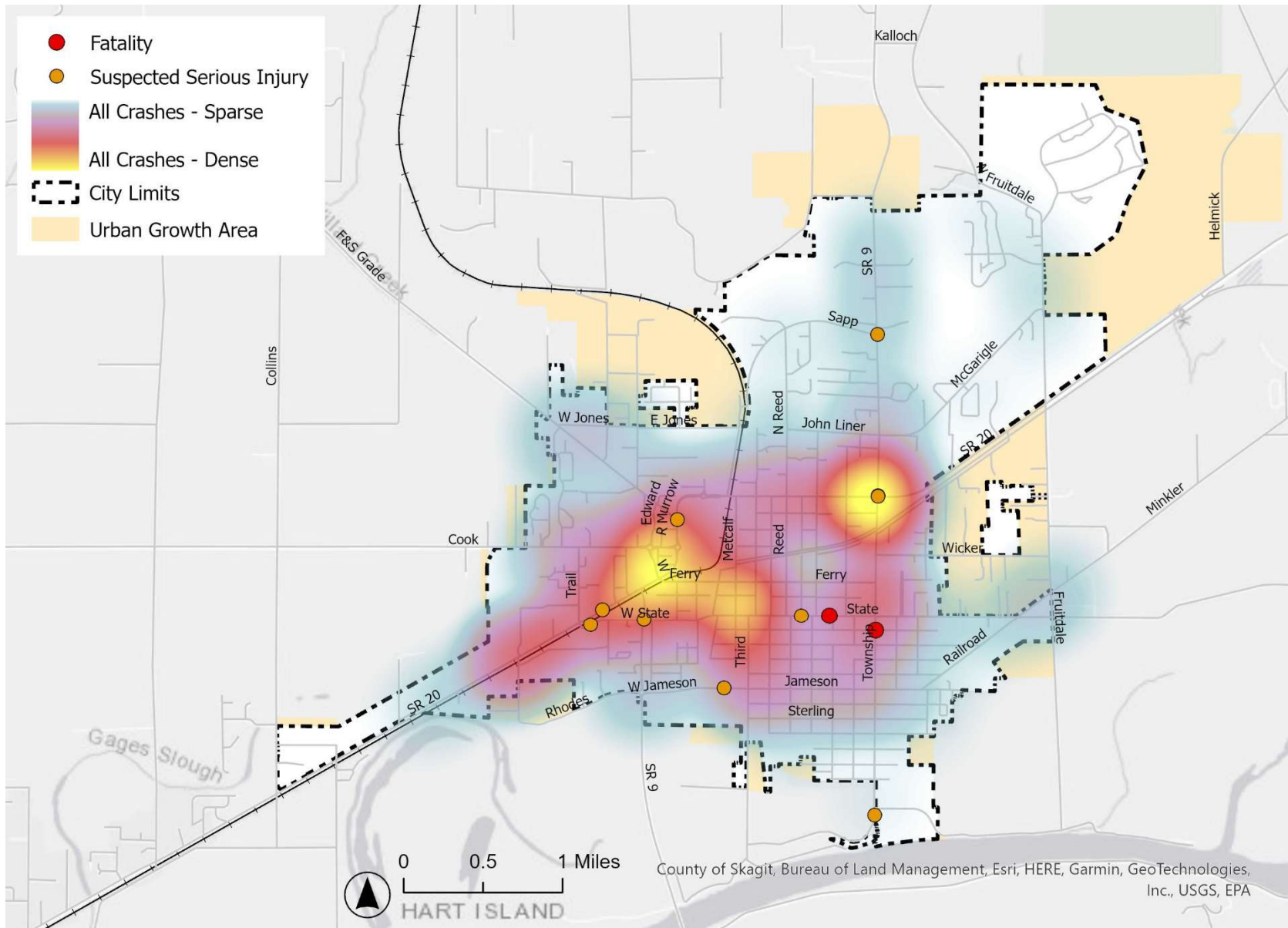


Figure 7. 2020-2024 Crash History

Travel Demand Forecasting

This section summarizes the methods, assumptions, and findings of the Sedro-Woolley travel demand model. The travel demand model incorporates the latest development inventories and forecasts, transportation facilities, and travel behavior patterns in the city. It reflects a snapshot of travel patterns in and near Sedro-Woolley during a weekday afternoon one-hour period. The forecasts generated by the travel demand model are the basis for the future conditions analysis and transportation improvement needs recommendations described later in this Transportation Element.

Land Use Assumptions

Existing and future land use constitute a fundamental component of the travel demand forecasting process. The locations, types, and quantities of land use in and near Sedro-Woolley determine the travel patterns that impact local, county, and state roadways, and the capital improvements that will be needed to support future growth.

Land use was modeled using three residential and nine non-residential categories. Residential uses were expressed in terms of dwelling units and non-residential categories were expressed in terms of employees, except for park and recreation land which was expressed in terms of acres. Modeled land use categories are summarized in Table x.

An inventory of 2024 land use was developed using Skagit County Assessor tax parcel data and validated using the land capacity analysis summarized in the Land Use Element of this Comprehensive Plan. Year 2045 development forecasts were modeled consistent with the Land Use Element and included 4,000 new residents and 2,399 new employees. Residential and employment forecasts were spatially distributed according to the City's 2025 Land Capacity Analysis (LCA).

Travel Demand Forecasting Methodology

Sedro-Woolley maintains a travel demand model which is regularly updated and utilized for transportation planning, policy development, and concurrency management. The Sedro-Woolley model was initially developed in 2015 based on the SCOG travel demand model. It has been maintained and regularly updated since then to reflect changes in development patterns, transportation improvement projects, and travel behavior. The key methods and assumptions of the travel demand model are described below.

Transportation Network

The travel demand model contains a digital representation of all functionally classified streets and most local public streets within city limits and the UGA, in addition to state and county roadways that impact transportation access and mobility within Sedro-Woolley. Street segment and intersection characteristics, including roadway alignment, intersection control devices, lane channelization, turn restrictions, free-flow speeds, and signal timings, were coded to the model based on observations obtained from field review, aerial imagery, and data provided by WSDOT, SCOG, and Skagit County.

Turn capacities and volume-delay functions were modeled using *Highway Capacity Manual 6th Edition* methodologies for signalized and stop-controlled intersections, and the TRL/Kimber capacity methodology for roundabouts.

Link capacities and volume-delay functions were modeled based on planning-level Highway Capacity Manual capacity concepts, consistent with the SCOG travel demand model.

Transportation Analysis Zone Structure

Transportation Analysis Zones (TAZs) are the geographic units used by a travel demand model to represent land use and to generate trips into and out of the transportation network. Each TAZ's land use determines the number of trips generated by the TAZ.

Internal zones include defined geographic areas which represent housing and employment in and near the City and UGA. Internal TAZ boundaries were defined based on Census 2020 block boundaries and refined based on city limits and zoning. Fifty-five of the model's 94 TAZs are located within city limits.

External zones represent trips entering and exiting the model area via major access routes. The model's seven external TAZs include state routes SR 20 and SR 9 as well as county access routes such as Cook Road and F&S Grade Road. In contrast to internal TAZs which are based on defined geographic areas, external TAZs represent vehicle trips crossing a specified point, typically determined via traffic count. A portion of the trips generated by an external zone connect with internal TAZs, while the remainder of the trips interact with other external zones outside the planning area. These external-to-external trips have neither an origin nor destination within the study area, yet they pass through the study area, impacting the transportation network

Three-Step Modeling Process

The travel demand model uses a three-step process to calculate vehicle traffic volumes from land use. The following section summarizes each step of the three-step process.

TRIP GENERATION

In the first step of the travel demand modeling process, the number and purpose of vehicle trips generated by each TAZ are calculated. The model includes three trip purposes:

- Home-Based Work (HBW): Trips with one end at the traveler's home and the other end at the traveler's place of employment
- Home-Based Other (HBO): Trips with one end at the traveler's home and the other end at somewhere other than the traveler's place of employment, e.g. shopping trips
- Non-Home-Based (NHB): Trips without an end at the traveler's home

Modeled trip generation rates were based on PM peak hour trip rates published in the Institute of Transportation Engineers (ITE) *Trip Generation Manual 11th Edition* and calibrated to reflect 2024 traffic counts.

TRIP DISTRIBUTION

In the second step of the travel demand modeling process, each generated trip is distributed from an origin TAZ to a destination TAZ. The trip distribution procedure uses a “gravity” model, which is based on the theory that the attraction between two bodies is directly proportional to the bodies’ masses and inversely proportional to the distance between the bodies. In travel demand modeling, a TAZ’s “mass” is represented by the number of trips generated by the TAZ while the distance is typically represented by travel time. The trip distribution process results in a trip table, or origin-destination matrix, for each modeled trip type. The Sedro-Woolley trip distribution model was calibrated using guidance identified in the National Highway Cooperative Research Project (NCHRP) *Report 716* and based on historical rates used in the SCOG travel demand model as well as prior Sedro-Woolley model updates.

TRAFFIC ASSIGNMENT

The traffic assignment step consists of finding the optimal route from each vehicle trip’s origin to destination. Traffic assignment is an iterative process which begins by calculating the shortest travel-time route from each origin to destination based on free-flow conditions. Trips are then loaded into the transportation network model, traffic delay is calculated based on the initial assignment result, and traffic is reassigned based on the updated shortest paths. This process is repeated until an equilibrium condition is achieved, in which each trip finds an optimal route from its origin to its destination via the fully-loaded (congested) transportation network.

Travel Demand Model Calibration

Travel demand model calibration consists of adjusting model inputs and procedures to allow model outputs to better reflect observed travel behavior, such as traffic counts. This critical step of the travel forecasting process may involve adjusting trip generation rates, gravity model parameters, volume-delay functions, and other model parameters. A well-calibrated model, when populated with land use and street network data that existed at the time traffic counts were collected, will generate traffic volumes that closely correlate with traffic counts. Calibration errors should be minimal and evenly distributed to consider a model “validated” and therefore suitable for use in concurrency tests, planning, and design studies.

The travel demand model was calibrated according to best practices identified in National Cooperative Highway Research Program *Report 765: Analytical Travel Forecasting Approaches for Project-Level Planning and Design* (TRB 2014) and *Travel Model Validation and Reasonableness Checking Manual Second Edition* (FHWA 2010). A total of 294 PM peak hour volume count locations were used as reference points for model calibration. The 2024 model traffic volumes were checked against the 2024 traffic counts and model inputs were adjusted to improve the correlation between the modeled volumes and traffic counts. The resulting model yielded a correlation coefficient (R^2) of 0.98 and a mean relative error of 11 percent, indicating a well-calibrated forecasting tool.

Future Transportation System Needs

The Transportation Element provides a long-range strategy for the City of Sedro-Woolley to address current and future transportation needs, implement transportation goals and policies, and achieve the community's transportation vision. The Element is based upon an analysis of the existing transportation system, forecasts of future travel demand, the anticipated availability of resources, and the desire of the community to create an efficient transportation system that prioritizes community livability.

Roadway Standards

The Sedro-Woolley Public Works Construction Standards, with which all new development must comply, are defined in SWMC 15.40. The standards include items such as right-of-way needs, pavement width, and type and design of active transportation facilities. The standards support the City's goals in providing adequate facilities to meet the community's multimodal mobility and safety needs. The standards are intended to assist design professionals and developers for all new and reconstructed roadways and right-of-way facilities, both public and private, within Sedro-Woolley.

These standards have been used as one criterion for evaluation of transportation system needs. Many existing roadways are not constructed to these standards. Roadways in the UGA are typically rural in nature with few urban features.

Future Level of Service Deficiencies

[To be completed pending travel demand forecasts. This subsection will identify future segment and intersection LOS deficiencies based on 2045 travel demand forecasts. LOS deficiencies will be mapped and tabulated.]

Transportation Improvement Projects

[To be completed pending travel demand forecasts. This subsection will identify transportation improvement project recommendations to mitigate street segment and intersection LOS deficiencies. Improvement projects will be mapped and tabulated]

Transit Service Improvements

Transit service in the Sedro-Woolley area is provided by Skagit Transit. The Sedro-Woolley transportation plan has been coordinated with Skagit Transit's 2024-2029 Transit Development Plan (TDP), which provides a framework to guide Skagit Transit's service delivery through 2029. Transit service in Sedro-Woolley is focused on the SR 20 corridor which connects Sedro-Woolley and communities to the east and west. SR 20 also connects Sedro-Woolley to the rest of the region via I-5. As the population increases in and around Sedro-Woolley, increasing commuter traffic will increase the need for alternatives to single-occupancy vehicle travel. Transit service to Sedro-Woolley's park-and-ride lots will become increasingly important in providing commuters with access to transit and ridesharing alternatives.

The 2024-2029 TDP identifies plans to add 20 rideshare vans to the Skagit Transit fleet by 2029. The expansion of the rideshare fleet will increase opportunities for Sedro-Woolley commuters to vanpool, reducing single-occupancy vehicle demand and improving transportation system efficiency.

The City encourages Skagit Transit to consider increasing the service frequency of existing transit routes as growth occurs. Increased service will make transit a more attractive alternative to driving alone. In addition, the following transit improvements are recommended:

- Regional Routes – Continue to create and enhance linkages to regional destinations. Improve connections to regional hubs, such as to the Skagit Station transportation hub in Mount Vernon as well as the WSDOT Ferry Terminal in Anacortes. Changes to future routes should be consistent with the needs of the Sedro-Woolley community and should be based on a collaborative route planning process involving the residents of Sedro-Woolley.
- Transit Center – Consider developing a Sedro-Woolley Transit Center in the downtown area. Development of a transit center would provide an opportunity to consolidate the three existing park-and-ride lots into one central and convenient location.
- Carpooling and Vanpooling – Provide incentives to encourage carpooling and vanpooling by Sedro-Woolley commuters.
- Transit Accessibility – Improve access to transit for all users in compliance with the Americans with Disabilities Act (ADA) by evaluating accessibility to public transportation from future developments.

The City will continue to coordinate with Skagit Transit in the development of a convenient, integrated, and efficient transit system that supports future growth in Sedro-Woolley.

Active Transportation Improvements

Complete Street Improvements

Complete Streets is a street design concept and policy framework to ensure the entire public right-of-way is planned, designed, constructed, operated and maintained to provide safe access for all users. In the past, transportation design tended to focus on vehicular traffic, often to the detriment of pedestrians, bicyclists, and other users. Sedro-Woolley has adopted a Complete Streets policy by which all new transportation improvement projects will provide accommodation for bicyclists, pedestrians, transit users, and people of all abilities in a comprehensive and connected transportation network, unless special circumstances prevent it or topography or environmental impacts make it cost prohibitive.

Active Transportation System Vision

An effective multimodal transportation system encourages healthy recreational activities, reduces vehicle demand on city roadways, and enhances safety within the community. Shared-use paths, sidewalks, bike lanes and off-street trails are integral components of such a system. To provide an active transportation system which affords safe and practical opportunities for walking, biking, and other modes of

nonmotorized transportation to users of all ages and abilities throughout Sedro-Woolley, the City will pursue the following:

- Provide sidewalks on both sides of all arterial streets. Sidewalks should especially be located along streets providing access to the CBD, schools, parks, public buildings, and transit routes. Much of the system will be constructed concurrently with future development and as part of the future street improvement projects.
- Continue to develop the portions of the regional Cascade and Centennial rails-to-trails corridors which travel through city limits, providing nonmotorized connectivity with other cities and recreational destinations throughout the region.
- Pursue opportunities for additional off-street trails through partnership with developers, community groups and other stakeholders, increasing active transportation connectivity separate from public street alignment.
- Continue to expand active transportation facilities as part of complete street improvement projects, including planned roadway extensions of Trail Road and Jones/John Liner Road.

Active Transportation Projects

The improvement projects identified below will provide active transportation facilities consistent with the City's vision and will support the multimodal transportation needs of anticipated growth. Several of these projects will be constructed concurrently with street improvement projects identified in the previous subsection.

- **SR 20/Cascade Trail West Extension Phase 2A, Holtcamp Road to Hodgkin Street:** Extend shared-use path (SUP) on north side of SR 20 by 3,000 linear feet (LF).
- **Jones/John Liner Road BNSF Undercrossing:** Construct 1,000 LF of 10-foot SUP and 1,000 LF of 6-foot sidewalk on this new arterial from Sapp Road to Reed Street.
- **Patrick Street Arterial Extension Project, Michael Street to Jones Road:** Extend sidewalk improvements 1,200 LF on Patrick Street from Michael Street to Jones Road.
- **Portobello Street Arterial Extension:** Extend sidewalk improvements 2,900 LF on Portobello from SR 9 to Arrezo Drive.
- **Trail Road Arterial Extension:** Construct 2,200 LF of 10-foot SUP and 2,200 LF of 6-foot sidewalk on this new arterial from Cook Road to F&S Grade Road.
- **Trail Road – Garden of Eden Rd Extension:** Construct 770 LF of 10-foot SUP and 770 LF of 6-foot sidewalk on this new arterial from F&S Grade Road to Jones Road.
- **Jones Road Arterial Improvements:** Construct 4,000 LF of 10-foot SUP and 4,000 LF of 6-foot sidewalk on this existing arterial from Trail Road to Sapp Road.
- **SR 9 Bicycle/Pedestrian Safety Improvements Project:** Extend existing 6-foot sidewalk and bike lane on the west side of SR 9 1,240 LF from Park Cottage Place to the north city limits.

- **SR 20/Cascade Trail West Extension Phase 2B, Collins Road to Holtcamp Road:** Extend SUP on SR 20 west 3,100 LF and complete the system on SR 20 through city limits.
- **State Street Sidewalks:** Extend existing 6-foot sidewalks on both side of State Street east 3,000 LF from Haines Street to the east city limits.
- **Rhodes Road Arterial Improvements:** Extend existing 6-foot sidewalks on both side of Rhodes Road south 500 LF from SR 9 to the south city limits.
- **Hodgin Road Arterial Extension:** Extend existing 6-foot sidewalks on both sides of Hodgin Road north 2,100 LF from Stendal Street to Cook Road.
- **Cascade Trail East Extension:** Improve and pave existing gravel trail from Metcalf Street to 400' east of Township Street to connect to the existing Skagit County Cascade Trail system.
- **SR 9/Centennial Trail Pedestrian/Bicycle Safety Improvements:** Extend existing 6-foot sidewalk and bicycle lane on the east side of SR 9 north 4,100 LF from Summer Meadows Court to the north city limits.
- **South Township Arterial Improvements:** Extend existing 6-foot sidewalk on both sides of Township Street south 1,300 LF from Dunlop Street to Sterling Street.
- **Centennial Trail South:** Construct trail improvements from Ferry Street to the south city limits 3,700 LF to connect to planned Skagit County Centennial Trail system.
- **Brickyard Creek Trail:** Construct an 8,500 LF SUP along Brickyard Creek from the west side of Janicki Fields (south of Cook Road) to the northeast, terminating at Jones Road approximately 350 feet west of Sapp Road.

Transportation Demand Management Strategies

Transportation demand management (TDM) programs can play an important role in reducing transportation capital improvement needs and making efficient use of transportation investments. Such programs build on regional efforts, with some refinements to reflect specific local needs.

Reducing travel demand by supporting TDM programs is an effective component in Sedro-Woolley's transportation system. TDM programs consist of measures for reducing peak hour single occupancy vehicle travel that are largely focused on major employers. Coordination with regional agencies, such as Skagit County, Skagit Transit, and the Skagit Council of Governments (SCOG), will improve the effectiveness of the City's TDM program in providing commuting alternatives to residents.

Sedro-Woolley will experience more urban levels of development with anticipated residential and commercial growth. TDM programs provide effective strategies for reducing single-occupancy vehicle demand during commute hours, particularly in higher-density areas. TDM programs can also provide effective alternatives for smaller developing communities such as Sedro-Woolley. Potential TDM strategies for Sedro-Woolley should be regionally coordinated. The following strategies should be considered:

- Encouraging carpools and vanpools. Employer incentives for commuters to carpool and vanpool can be in the form of a financial incentive or as simple as reserved car and vanpool parking spaces near buildings.
- Encouraging transit fare subsidies. Employer subsidies for transit passes provide an incentive for those who are able to commute by transit.
- Encouraging bicycle lockers/showers at work sites. Bicycle lockers and shower facilities at work sites provide greater opportunities for workers to commute by bicycle.
- Encouraging remote work or telecommuting. The prevalence of part-time or full-time remote work employment has increased significantly in the post-COVID world. Encouraging employers to allow some employees to work from home, even if on a limited basis, can reduce peak period travel demand generated by commute trips.
- Encouraging flexible work schedules. Flexible work hour schedules allow employees to adjust start/end times to accommodate carpools, vanpools, or transit options. Alternative work schedules may be used to reduce the number of days an employee commutes during peak travel periods, thereby reducing peak hour congestion and reducing or delaying the need for transportation capital improvements.
- Encouraging guaranteed ride home programs. Many commuters who have children or have unpredictable schedules rely on their cars. This employer incentive provides the option of a guaranteed ride home in case of an emergency or unexpected schedule change.

Transportation Financing Plan

The State of Washington’s Growth Management Act (GMA) requires that each jurisdiction’s Transportation Element contain a funding analysis of the recommended transportation improvement projects. The analysis should cover funding needs, funding resources, and include a multi-year financing plan. The purpose of this requirement is to ensure that each jurisdiction’s Transportation Element is affordable and achievable. If a funding analysis reveals that a plan is not affordable or achievable, the plan must discuss how additional funds will be raised, or how land use assumptions will be reassessed. Alternatively, the City can adjust its level of service (LOS) standards.

The transportation financing program becomes a subset of the City’s Capital Facilities Plan (CFP) Element. The GMA requires the CFP Element to include at least a six-year plan that finances capital facilities and identifies the sources of public money for the projects.

A list of recommended transportation improvement projects was developed based on the travel demand and traffic operations forecasts as well as the Level of Service standards described earlier in this Transportation Element. Planning-level cost estimates were prepared for each project and program. An analysis of the City’s capability to fund the projects, including a review of existing and projected revenues and potential grants or other agency funding, was developed. In addition, this Transportation Element provides a strategy for adjusting the funding program over time if revenues fall short of expectations.

Project Cost Summary

[To be completed pending travel demand forecasts. This subsection will summarize recommended improvement projects and their associated planning-level cost estimates. Project costs will be summarized in tabular format.]

Transportation Revenue Sources

Federal Revenue Sources

BIPARTISAN INFRASTRUCTURE LAW (BIL)

On November 15, 2021, President Biden signed into law the Infrastructure Investment and Jobs Act, also known as the “Bipartisan Infrastructure Law” (BIL) into law. The BIL authorizes \$550 billion over fiscal years 2022 through 2026 in new Federal investment in infrastructure, including in roads, bridges, mass transit, water infrastructure, resilience, and broadband communications. This funding includes \$350 billion for highway programs, including over a dozen new highway programs. For more information, visit: <https://www.fhwa.dot.gov/bipartisan-infrastructure-law/>.

SURFACE TRANSPORTATION BLOCK GRANT PROGRAM (STBG)

The STBG Program provides flexible funding that may be used by States and local agencies for projects to preserve and improve the conditions and performance on any Federal-aid highway, bridge, and tunnel projects on any public road, pedestrian and bicycle infrastructure, and transit capital projects.

STBG-eligible projects may be located on any federal-aid highway system facility including the National Highway System (NHS), bridge projects not located on the federal-aid system (“off system bridges”), transit capital projects, modifications of existing public sidewalks to comply with the Americans with Disabilities Act (ADA) regardless of whether the sidewalk is on the federal-aid system right of way, and intracity and intercity bus terminals and facilities. An apportionment of these funds is to be obligated to areas with population greater than 5,000 but no more than 200,000 (the Washington State Office of Financial Management estimated the 2024 population of Sedro-Woolley at 13,080). The State is to identify projects in these areas for funding in consultation with regional planning organizations. A portion of the funds are reserved for rural areas and may be spent on the federal-aid functionally classified system including Minor Collectors. Project eligible for funding include all city arterial and collector improvement projects recommended in this Plan. For more information, visit: <https://www.fhwa.dot.gov/specialfunding/stp/>.

TRANSPORTATION ALTERNATIVES PROGRAM (TA)

The BIL continues the Transportation Alternatives set-aside from the STBG program. Eligible uses of the set-aside funds include all projects and activities that were previously eligible under the Transportation Alternatives Program under the Moving Ahead for Progress in the 21st Century Act (MAP-21). This encompasses a variety of smaller-scale transportation projects such as pedestrian and bicycle facilities, recreational trails, safe routes to school projects, community improvements such as historic preservation and vegetation management, and environmental mitigation related to stormwater and habitat connectivity. For more information, visit: <https://www.fhwa.dot.gov/bipartisan-infrastructure-law/ta.cfm>.

HIGHWAY SAFETY IMPROVEMENT PROGRAM (HSIP)

The BIL continues the HSIP to achieve significant reductions in traffic fatalities and serious injuries on all public roads, including non-State-owned public roads and roads on tribal lands. The BIL maintains the previous FAST Act definition of highway safety improvement projects and adds under that definition several additional types of projects:

- Intersection safety that provide for the safety of all road users, as appropriate, including multimodal roundabouts;
- Construction and improvement of a railway-highway grade crossing safety feature, including installation of protective devices or a grade separation project;
- Construction or installation of features, measures, and road designs to calm traffic and reduce vehicle speeds;
- Installation or upgrades of traffic control devices for pedestrians and bicyclists including pedestrian hybrid beacons and the addition of bicycle movement phases to traffic signals;
- Roadway improvements that provide separation between vehicles and bicyclists, including medians, pedestrian islands, protected bike lanes, and protected intersection features; and
- Pedestrian security features designed to slow or stop a motor vehicle.

For more information, visit: <https://www.fhwa.dot.gov/bipartisan-infrastructure-law/hsip.cfm>.

RECREATIONAL TRAILS PROGRAM (RTP)

The BIL reauthorized the Recreational Trails Program (RTP) for Federal fiscal years 2022 through 2026 as a set-aside of funds from the Transportation Alternatives (TA) Set-Aside under STBG. The Recreational Trail Program provides funds to develop and maintain recreational trails for motorized and nonmotorized travel. For more information, visit: https://www.fhwa.dot.gov/environment/recreational_trails/ .

SAFE ROUTES TO SCHOOL PROGRAM (SRTS)

The purpose of the Safe Routes to Schools (SRTS) program is to provide K-12 students a safe, healthy alternative to riding the bus or being driven to school. Organized by the USDOT and National Highway Traffic Safety Administration (NHTSA), this federal program also includes a Washington state funded portion that provides funding for engineering and construction, education efforts and enforcement activities within two miles of schools. There is no match requirement. Projects are to be submitted as complete projects and fully funded. For more information, visit: <https://wsdot.wa.gov/business-wsdot/support-local-programs/funding-programs/safe-routes-school-program>.

BRIDGE INVESTMENT PROGRAM (BIP)

The BIL authorized the Bridge Investment Program, a competitive, discretionary program that focuses on existing bridges to reduce the overall number of bridges in poor condition, or in fair condition at risk of falling into poor condition. It also expands applicant eligibilities to create opportunity for all levels of

government to be direct recipients of program funds. Alongside states and federal lands management agencies, metropolitan planning organizations and local and tribal governments can also apply directly to FHWA, making it easier to advance projects at the local level that meet community needs. For more information, visit: https://www.fhwa.dot.gov/bipartisan-infrastructure-law/bip_factsheet.cfm.

RAILWAY - HIGHWAY CROSSINGS PROGRAM (RHCP)

The BIL continues the Railway-Highway Crossings Program (RHCP), which provides funds for safety improvements to reduce the number of fatalities, injuries, and crashes at public railway-highway grade crossings. Funds may be used to install or upgrade protective devices at railroad crossings, including gates, pedestrian crossings, signal systems, and signing. Funds may also be used to eliminate grade crossings by closing them or providing grade separation. For more information, visit <https://www.fhwa.dot.gov/bipartisan-infrastructure-law/rhcp.cfm>.

Washington State Transportation Revenue Services

The Washington State Transportation Improvement Board (TIB) provides funding to foster investment in quality local government transportation projects. The TIB distributes grant funding from revenue generated by three cents of the State's gas tax to cities and counties for funding transportation projects. TIB administers several funding programs, each with its own set of criteria used to facilitate project selection. The project selection process for all programs is completed annually. The TIB programs are summarized below.

TIB URBAN PROGRAMS

The TIB provides funding to cities within federally designated urban areas with a population greater than 5,000. For jurisdictions of this size, four state-funded grant programs are administered through TIB:

- Urban Arterial Program (UAP) for road projects for urban agency construction projects that address safety, growth & development, physical condition, mobility, sustainability and constructability criteria;
- Active Transportation Program (ATP) for projects which improve pedestrian and cyclist safety, enhance pedestrian and cyclist mobility and connectivity, or improve the condition of existing facilities;
- Arterial Preservation Program (APP) to address declining street conditions for medium sized cities through overlay of federally classified arterial streets;
- Complete Streets Award is a funding opportunity for local governments that have an adopted complete streets ordinance.

TIB Urban Program projects require financial participation by the local agency. Minimum local match requirements range from 10% to 20% depending on the assessed value of the local agency. Local match is typically a mixture of private and public funds. Projects are selected annually using a rating system based on criteria developed by TIB. TIB awards more than \$70 million to new projects each year. For more information, visit: <http://www.tib.wa.gov/grants/grants.cfm>.

Several other programs are administered by TIB including:

- Route Jurisdiction Transfer Program (RJT) reviews petitions from cities, counties or WSDOT for additions or deletions from the state highway system.
- Route Transfer Program (RTP) provides funding to offset extraordinary costs associated with the transfer of state highways to cities.

LOCAL BRIDGE PROGRAM

This local bridge program includes funding from the NHPP and STBG for both on- and off-system bridges. Its purpose is to improve the condition of bridges through replacement, rehabilitation, and preventive maintenance. In 2023, the program awarded approximately \$150 million in funding. For more information, visit: <https://wsdot.wa.gov/business-wsdot/support-local-programs/funding-programs/local-bridge-program>.

MOVE AHEAD WASHINGTON RAILROAD CROSSING PROGRAM

The Move Ahead Washington Railroad Crossing Grant Program provides up to \$5 million in state funds to match federal funds for city and county projects which eliminate at-grade highway-rail crossings. For more information, visit: <https://wsdot.wa.gov/business-wsdot/support-local-programs/funding-programs/move-ahead-washington-railroad-crossing-program>.

COUNTY SAFETY PROGRAM

The County Safety program provides funding for projects that reduce fatal and serious injury crashes on county roads using engineering improvements/countermeasures. Projects are identified through each county's local road safety plan, that identifies and prioritizes projects based on the top crash type(s) in the county. Projects can be at intersection(s), spot or mid-block location(s), and/or on corridor(s) throughout a county or over wide areas within a county. For more information, visit: <https://wsdot.wa.gov/business-wsdot/support-local-programs/funding-programs/highway-safety-improvement-program>.

CITY SAFETY PROGRAM

The City Safety program provides funding for projects that reduce fatal and serious injury crashes on city/town streets and state highways using engineering improvements/countermeasures. For more information, visit: <https://wsdot.wa.gov/business-wsdot/support-local-programs/funding-programs/highway-safety-improvement-program>.

PEDESTRIAN & BICYCLE SAFETY PROGRAM

The Pedestrian & Bicycle Safety Program was initiated to reduce the nearly 400 statewide fatal and injury collisions involving pedestrians and bicycles each year. Like the federal Safe Routes to School Program, the purpose of the program is to aid public agencies in funding cost effective projects that improve pedestrian and bicycle safety through engineering, education and enforcement. For more information,

visit: <https://wsdot.wa.gov/business-wsdot/support-local-programs/funding-programs/pedestrian-bicycle-program>.

Local Transportation Revenue Services

The City utilizes several fees and tax revenues to construct and maintain transportation facilities. Summaries of these sources are shown in Table x. Funding options include the use of existing revenue sources such as motor vehicle fuel taxes, real estate excise taxes, and other City revenues, grant programs, and developer contributions (through frontage improvements, environmental mitigation, and transportation impact fees).

STREET & ARTERIAL STREET FUNDS

The Street Fund (Account 103) receives revenues from state distributions of motor vehicle fuel taxes, allocated based on the number of residents within corporate limits. These state distributions are not sufficient to maintain city streets. The City's general fund provides subsidies for the street fund to operate. The arterial street fund (Account 104) receives revenues from GMA Transportation Impact Fees, grants, and developer agreements.

TRANSPORTATION IMPACT FEE (TIF) PROGRAM

The City administers a transportation impact fee (TIF), a financing tool which allows the collection of revenue to offset the traffic impacts of new development. The TIF rate is based on the number of new trips generated by development and varies by district. The TIF rate is updated with each Transportation Element update and is updated annually between Transportation Element updates based on the National Highway Construction Cost Index to reflect changes in transportation improvement project costs.

TRANSPORTATION BENEFIT DISTRICT (TBD)

The City has established a Transportation Benefit District (TBD), an independent taxing district which is authorized to raise revenue for the preservation, maintenance, operation, and construction of transportation infrastructure. The TBD is funded by a \$20 per vehicle tab fee, generating an estimated \$225,000 per year as of 2025.

GENERAL FUND

The City has supplemented the Street Fund with General Fund money in previous years. General Fund revenue has many sources, including motor vehicle fuel taxes, property taxes, business taxes, and local retail sales and use tax. The majority of the existing tax revenue sources will be used for maintenance, or to provide matching funds for grants or to complete a portion of the roadway widening projects not covered by other agencies or traffic impact fees.

Revenue Forecast

[To be completed pending travel demand forecasts. This subsection will summarize anticipated transportation capital improvement revenue sources and their associated revenue forecasts for the 20-

year planning horizon. Revenue forecasts will be developed based on recent historical revenue trends, expected future revenue sources including grant funding opportunities/goals, and transportation capital improvement project needs, through discussion with City staff. GMA requires anticipated revenue to match transportation improvement needs.]

Table 21. Transportation Improvement Revenue Forecast 2025 to 2045 [pending forecasts]

| Funding Source | Description | 2025-2045 Revenue Forecast | | |
|--|---|----------------------------|--------------------------|---|
| | | Estimated Annual Revenue | Total Forecasted Revenue | % |
| Transportation Impact Fee (TIF) Program | Assessed to new development, per SWMC 15.060 | \$220,000 | 4,400,000 | |
| Transportation Benefit District (TBD) | Generated from a vehicle tab fee | \$225,000 | 4,500,000 | |
| Other Developer Mitigation | SEPA mitigation and development agreements | TBD | TBD | |
| Intergovernmental Revenue/Grants | Includes federal and state grants as well as cost sharing agreements with WSDOT and Skagit County | TBD | TBD | |
| Other - New debt, new funding sources | Bonds, Low Interest Loans | TBD | TBD | |
| Total Revenue | | TBD | TBD | |

Table 23. Transportation Financing Strategy Summary [pending forecasts]

| Revenue/Cost Category | Total (2025-2045) | Percent |
|--|-------------------|---------|
| Estimated Revenues (2025-2045) | | |
| Transportation Impact Fees | \$4,400,000 | |
| Transportation Benefit District | \$4,500,000 | |
| Other Developer Mitigation | TBD | |
| Grants/Intergovernmental Funding | TBD | |
| New Debt Sources | TBD | |
| Total Revenue | TBD | |
| Estimated Improvement Costs (2025-2045) | | |
| State Highway Improvements | TBD | |
| Arterial Improvements | TBD | |
| Total Costs | TBD | |

Summary of Financing Strategy

[To be completed pending travel demand forecasts. This subsection will summarize the financial analysis described above and will confirm any key assumptions. It will identify potential funding shortfalls and possible strategies for filling those shortfalls.]

Reassessment Strategy

The financing strategy identifies a balance between revenues and expenditures over the life of the Transportation Element. However, the City is committed to reassessing their transportation needs and funding sources each year as part of their annual Six-Year Transportation Improvement Program (TIP). This allows the City to match the financing program with the shorter-term improvement projects and funding. The Transportation Element also includes goals and policies to periodically review land use growth, adopted level of service standards, and funding sources to ensure they support one another and meet concurrency requirements

To successfully implement the Transportation Element, the City will apply the following principles:

- As part of the development of the annual Six-Year Transportation Improvement Program, the City will balance improvement costs with available revenues;
- Review project design standards to determine whether costs could be reduced through reasonable changes in scope or deviations from design standards;
- Work with SCOG and Skagit County to develop multi-agency grant applications for projects that serve growth in the city and its UGA;
- Review transportation impact fee revenues each year to determine whether the impact fees should be increased to account for project cost increases;
- If the actions above are not sufficient, consider changes in the level of service standards and/or possibly limit the rate of growth in the city or UGA.

Project Priorities and Timing

The City of Sedro-Woolley will use the annual update of the Six-Year Transportation Improvement Program (TIP) to re-evaluate priorities and timing of projects. Throughout the planning period, projects will be completed and priorities will be revised. This will be accomplished by regularly reviewing traffic growth and the location and intensity of land use growth in the city and the UGA. The City will then be able to direct funding to areas that are most impacted by growth or to arterials that may fall below adopted level of service (LOS) standards. The development of the TIP will be an ongoing process and will be reviewed and amended annually.

Concurrency Management / Development Review

Concurrency refers to the ongoing process of coordinating infrastructure needs with community development. This concept was formalized in the GMA to ensure that adequate public facilities are

provided in concert with population and employment growth. For transportation facilities, the GMA requirement is fulfilled if the City's LOS standards are met concurrently with the additional travel demand generated by each succeeding development action. GMA defines concurrency as having projects or strategies in place within six years of the development impact.

Concurrency determinations for the roadway network are closely linked with the City's development review process. As required by GMA, the City has adopted a Concurrency Management program for transportation. (SWMC 15.56)

The City also reviews new developments under SEPA. As part of the SEPA review potential impacts to the transportation network are identified and mitigation may be required. The City also has adopted development regulations and street standards that are applied to development.

Intergovernmental Coordination

Implementation actions for transportation projects involve several agencies, each with different responsibilities and controls. A major focus of the GMA is to establish coordination among the responsible agencies and to increase the effectiveness of intergovernmental planning. This Transportation Element considered planned improvements and policies of various state, regional, and local agencies, including Washington State Department of Transportation (WSDOT), Skagit Council of Governments (SCOG), Skagit County, Skagit Transit, and nearby cities. Overall, this Transportation Element is consistent and supportive of these other transportation plans and policies. The following summarizes the consistency of the Transportation Element with the state, regional, and county plans.

Washington State Department of Transportation (WSDOT)

As required by GMA, the Sedro-Woolley Transportation Element fully addresses the state highway system serving the city.

The State has adopted level of service (LOS) standards for Highways of Statewide Significance (HSS), establishing LOS D as the standard for HSS facilities in urban areas and LOS C for HSS facilities in rural areas. The City's standard of LOS D for SR 20 within the city is consistent with the State standard for HSS facilities in urban areas. SR 9 is a non-HSS state highway, and the state and region have established LOS D as the standard for this route. The City's revised standard of LOS D for SR 9 within the city is consistent with the State's and regions LOS D standard for SR 9.

The Transportation Element describes an update to the City's Street Functional Classification System which is consistent with WSDOT policy.

Skagit Council of Governments (SCOG)

The projects, programs, and policies of the Sedro-Woolley Transportation Element support the goals and policies of the Skagit 2040 Regional Transportation Plan (Skagit 2040). The Sedro-Woolley plan was developed with opportunities for public input and was coordinated with other agencies. The plan also identifies improvements and policies to improve travel safety for all modes and connectivity of travel modes.

The Sedro-Woolley Transportation Element coordinates transportation and land use planning and identifies programs and policies to enhance use of other transportation modes, as identified in the regional plan.

The Sedro-Woolley Transportation Element was prepared using a travel forecasting model developed from and coordinated with the SCOG regional model. Outside of the city limits and its UGA, the city model is based on land use and transportation system assumptions from the regional model. Within the city, the Sedro-Woolley model is based on updated land use data (consistent with the Sedro-Woolley Land Use element) and a refined transportation analysis zone and network structure. This data are available to SCOG as it prepares its regional travel forecasts and transportation plans.

The City provided a copy of this Transportation Element for SCOG for review and certification by SCOG to ensure its conformity with the Skagit Regional Transportation Plan (RTP) and to the requirements of the Growth Management Act. Comments received from SCOG too late to be included in the 2025 Transportation Element updated will be incorporated to a future update.

Skagit County

Skagit County transportation and capital improvement plans were reviewed as part of the Sedro-Woolley transportation element update. The City will continue to coordinate with Skagit County to address the needs of travel across jurisdiction limits, including developing joint regulations for developments within the unincorporated UGA to ensure that the future transportation system can adequately support the growth projections. Application of street standards, impact fees and other development regulations are being addressed.

Roadway improvement projects which were included in the Skagit County's Six-Year Transportation Improvement Plan (2025-2030) were reviewed and incorporated, as appropriate, into this Element. The City provided this Transportation Element to Skagit County for review and comment.

This Element also supports and incorporates connections to the regional trail system. These include developing trails along the railroad rights-of-way. The City coordinates with Skagit County Parks on improvements to the Centennial and Cascade Trails. The City is also in a partnership with Skagit County and the Port of Skagit for infrastructure and trail improvements to serve the SWIFT Center.

Skagit Transit

The Sedro-Woolley Transportation Element acknowledges the need for coordination between the City and Skagit Transit to identify transit service improvements and strategies for serving growth in Sedro-Woolley, considering land uses, densities, cost of service, and revenues. The City has also identified policies to provide adequate streets and nonmotorized facilities to support transit service.

Other Jurisdictions

The City has coordinated with the City of Burlington on its Cascade Trail extension projects.